

# Technical Memorandum 2

## Land Use Policies and Data



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## **1.0 Introduction**

### **1.1 Corridor Location and Overview**

The purpose of the I-24 Multimodal Corridor Study is to examine potential multimodal transportation improvements that would address existing and emerging transportation system issues associated with this strategic corridor through central Tennessee connecting the Clarksville, Nashville and Chattanooga urban areas. The corridor extends from the Kentucky border to where it meets I-75 in Hamilton County, a distance of approximately 185 miles (refer to Figure 1.1).

The analysis of corridor needs will go through a structured process of characterizing existing and projected corridor conditions, describing the purpose and need for corridor improvements, defining a set of performance measures against which to evaluate improvement options, and evaluating potential corridor improvements against these performance measures to develop a set of recommended improvements.

### **1.2 Purpose of This Document in the Study Process**

This document identifies existing land use policies and data for those counties adjacent to the I-24 corridor within Tennessee. As I-24 improvement alternatives are considered it will be important to determine their consistency with local land use and growth plans, and to solicit the input of local governments on proposed improvements that have implications for their land use and zoning, to ensure compatibility between local land use plans and improvements to the corridor. Technical Memorandum 6 will synthesize and evaluate how these policies might influence possible improvement alternatives for the freeway.

## **2.0 Land Use and Growth Planning in Tennessee**

Tennessee's planning enabling legislation "The State and Regional Planning Act" was originally adopted in 1935, although some planning programs started in the late 1920's and early 1930's. The Act created the Tennessee State Planning Commission and authorized regional planning. Four related acts that established the structure for local planning in Tennessee were also adopted in 1935: the County Zoning Act, Municipal Planning Act, Municipal Subdivision Act and the Municipal Zoning Act. (Citation: Land Use and Planning in Tennessee, Part II: Land Use and Transportation Planning, Tennessee Advisory Commission on Intergovernmental Relations (TACIR), February 2011). These legislative Acts form the basis for land use planning in Tennessee but although they allow for local land use planning, it is optional for local governments as to whether they undertake planning activities or not under Title 13 of the Tennessee Code as Amended (TCA 13).

In 1998, Public Chapter 1101 (PC 1101) was passed by the Tennessee legislature in response to concerns about annexation, incorporation and growth management<sup>1</sup>. PC 1101 required all local governments except metropolitan counties to prepare and adopt comprehensive growth plans. However, the definition of what constituted a growth plan was not specific beyond requiring a map approved by all government entities within a county that established corporate limits, urban growth boundaries, planned growth areas – if any – and rural areas. The growth plan allowed for but did not require consideration of land use, transportation, public infrastructure, housing and economic development. As a result, the quality and content of growth plans varies from county to county. In addition, the growth plans are not well related to comprehensive planning and land use controls (authorized in Title 13); not specifically requiring consistency, meaning that a land use decision regarding zoning or subdivision control does not have to be consistent with the growth plan.

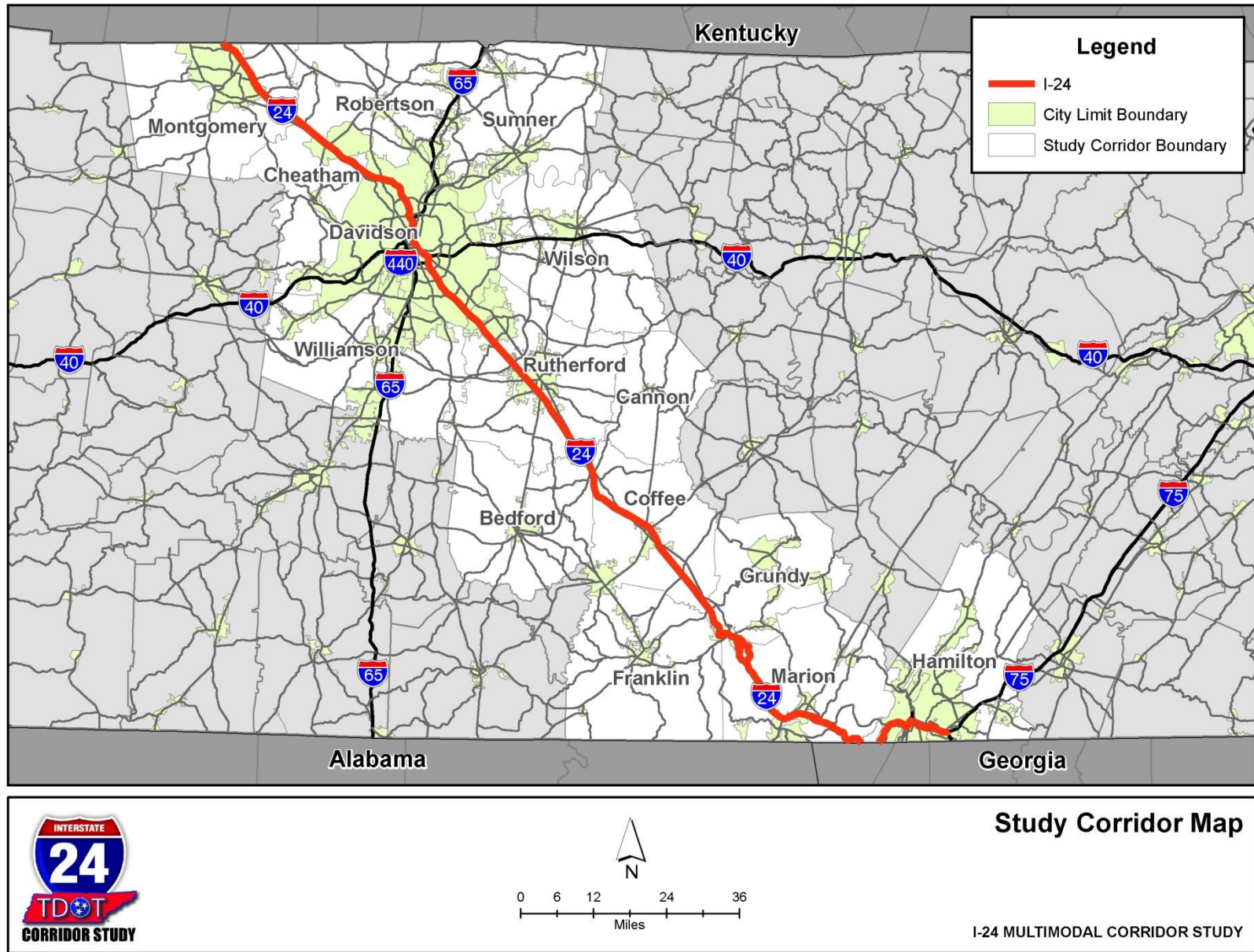
An amendment to TCA 13 in 2008 gave the authority for local planning commissions to recommend the adoption of a comprehensive plan to a local government legislative body so that if adopted the plan becomes a legal document and requires that all land use decisions be consistent with the plan. So, a local government can adopt a comprehensive plan and require consistent zoning and subdivision but it is not required to do so.

Most counties and cities in Tennessee have a planning commission and undertake zoning regulation and subdivision control through a professional staff but some do not perform long range or comprehensive planning. Within the I-24 Corridor, land use and growth planning by local jurisdictions varies considerably in practice and scope. The ensuing sections of this technical memorandum examine the specific land use policies and processes for local jurisdictions in the corridor.

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<sup>1</sup> *Land Use and Planning in Tennessee, Part II: Land Use and Transportation Planning* (2011) by the Tennessee Advisory Commission on Intergovernmental Relations (TACIR)

Figure 1.1: Study Corridor Map



### **3.0 Corridor Land Use and Growth Plans**

This compilation of corridor land use and growth plans is restricted to those counties and cities which are immediately adjacent to I-24, or through which I-24 passes. Data was only collected and examined for counties and cities within Tennessee.

#### **3.1 Clarksville Area**

##### *3.1.1 Montgomery County*

In Clarksville and Montgomery County, the City/County Regional Planning Commission adopts a land use plan (most recent being the 2003 Land Use Plan) that is informed by the PC 1101 Growth Plan and supported through generally consistent zoning and subdivision controls. The Montgomery County Growth Plan Map is exhibited in Figure 3.1. Two arterial corridors in the northwest portion of Montgomery County, US-79 (exit 4) and Trenton Road/State Route 48 (exit 1), bracket Commerce Park, a Tennessee Regional Megasite, that is home to a large industrial park containing Hemlock Semiconductor and Dow Corning Corporation. Governor's Square Mall and other retail and commercial outlets are situated to the west of I-24 along US-79/Wilma Rudolph Boulevard/Guthrie Highway. The Gateway Medical Center lies to the west of I-24 and the Clarksville-Montgomery County Industrial Park lies to the east of I-24 between US-79 (exit 4) and Rossvie Road/State Route 237 (exit 8).

This portion of the county adjacent to I-24 has seen relatively rapid growth in commercial retail and industrial manufacturing and is anticipated to continue to grow given that there is available land for development. The Trenton Road Corridor between exit 1 and exit 4 is treated as a separate planning area in the 2003 Land Use Plan and is noted to have significant potential for additional growth in residential mixed land-uses as formerly agricultural areas have been subdivided and rezoned, and the area has available infrastructure and good accessibility.

The Rossvie Road Corridor (exit 8) is also a separate planning area in the 2003 Land Use Plan. The Land Use Plan notes that the land is not best suited to urban development in the southern portion of the area due to poor soils although it has some of the best remaining agricultural land in Montgomery County and is important to some larger industrial uses. Rossvie High School is adjacent to I-24 to the north of Rossvie Road west of I-24. Additional residential development will likely occur to the west of I-24 due to the availability of land and infrastructure.

The Sango Planning Area straddles I-24 (exit 11) in the southeast portion of Montgomery County. Development is primarily residential and has occurred mostly to the west of I-24. Additional development in this area is limited currently due to sewerage/septic and drainage concerns but is anticipated by current zoning and expansion of the Clarksville sewer system.

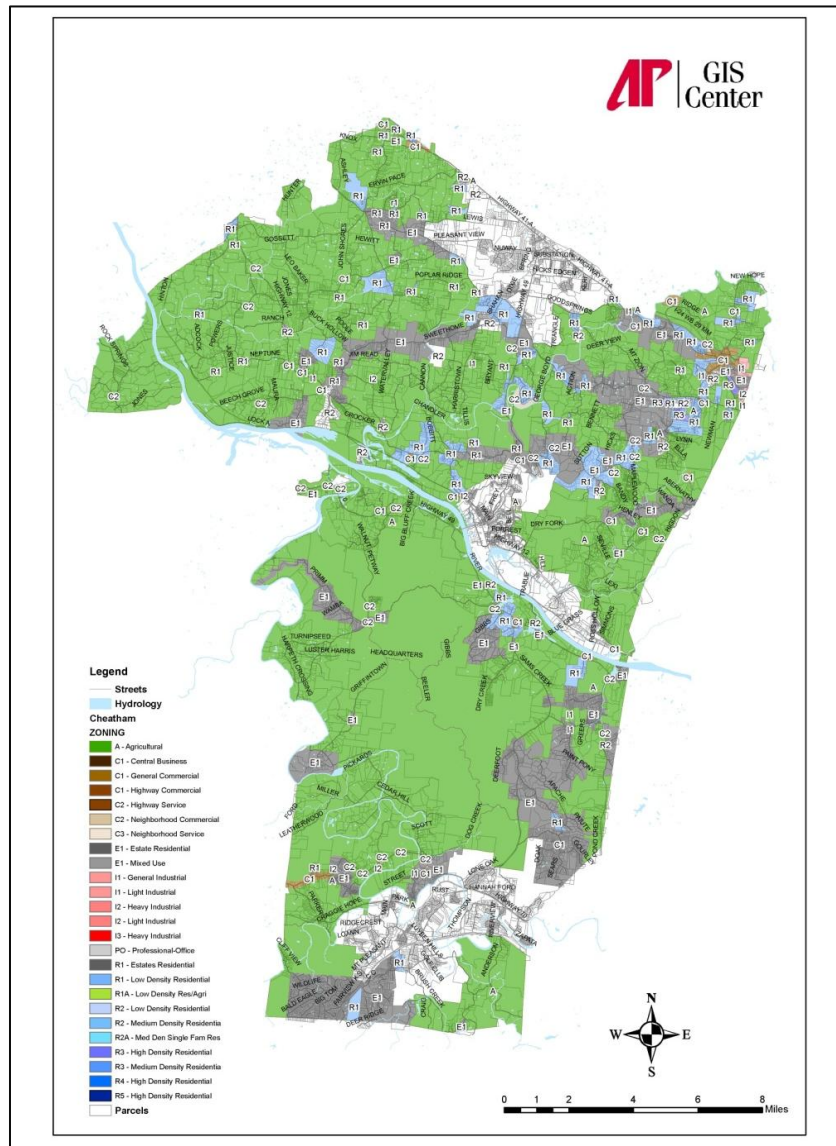
Fort Campbell, home to the Army 101st Airborne Infantry Division, is within Montgomery County, Tennessee and Christian County, Kentucky to the west of I-24 and has joint land use





shows a mixture of General Commercial, Mixed Use, General Industrial, and Medium and High Density Residential zoning categories adjacent to I-24. I-24 lies just to the east of the county except at the very eastern edge of the county. Exit 31 is the only exit from I-24 within Cheatham County. *Cheatham Vision* from the Cheatham County Chamber of Commerce highlights corporate recruitment, workforce development and tourism as objectives.

**Figure 3.2: Cheatham County Zoning Map**



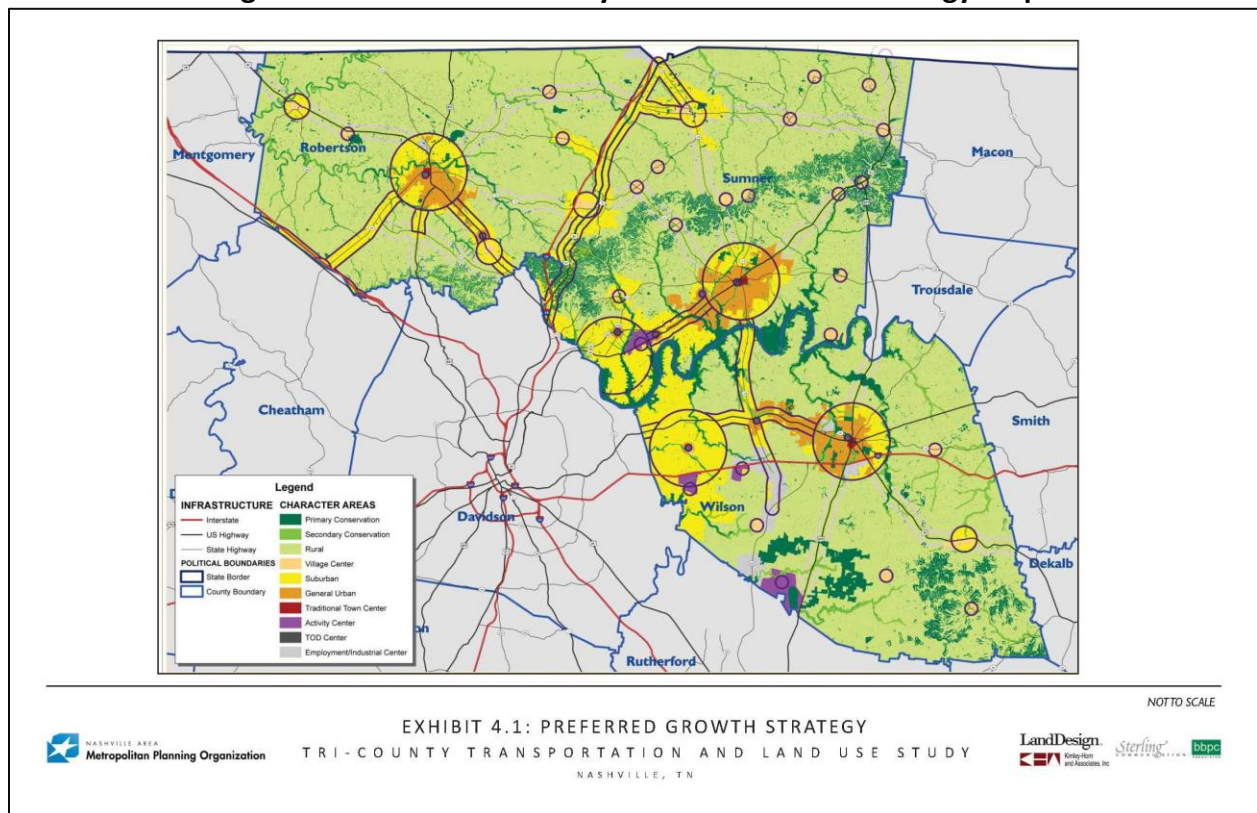
Source: Cheatham County website

### 3.2 Nashville Area

#### 3.2.1 Robertson County

A Tri-County Transportation and Land Use Plan, inclusive of Robertson, Sumner and Wilson Counties, was completed by the Nashville MPO in 2011. Within Robertson County, the plan shows a band of residential development along State Route 49 to the east of I-24 at exit 24, and along US-41A paralleling I-24 to the west. Figure 3.3 shows the Robertson County Preferred Growth Strategy Map. The plan notes that Robertson County is projected to have relatively high rates of commercial and residential growth. Robertson County is currently working on a Comprehensive Growth and Development Plan. No adopted Robertson County land use or PC 1101 growth plan was located. The current Zoning map for Robertson County shows areas of commercial zoning along Charlie Maxey Road/State Route 256 (exit 19) to the east of I-24.

**Figure 3.3: Robertson County Preferred Growth Strategy Map**



Source: Tri-County Transportation and Land-Use Plan, NAMPO

#### 3.2.2 Davidson County

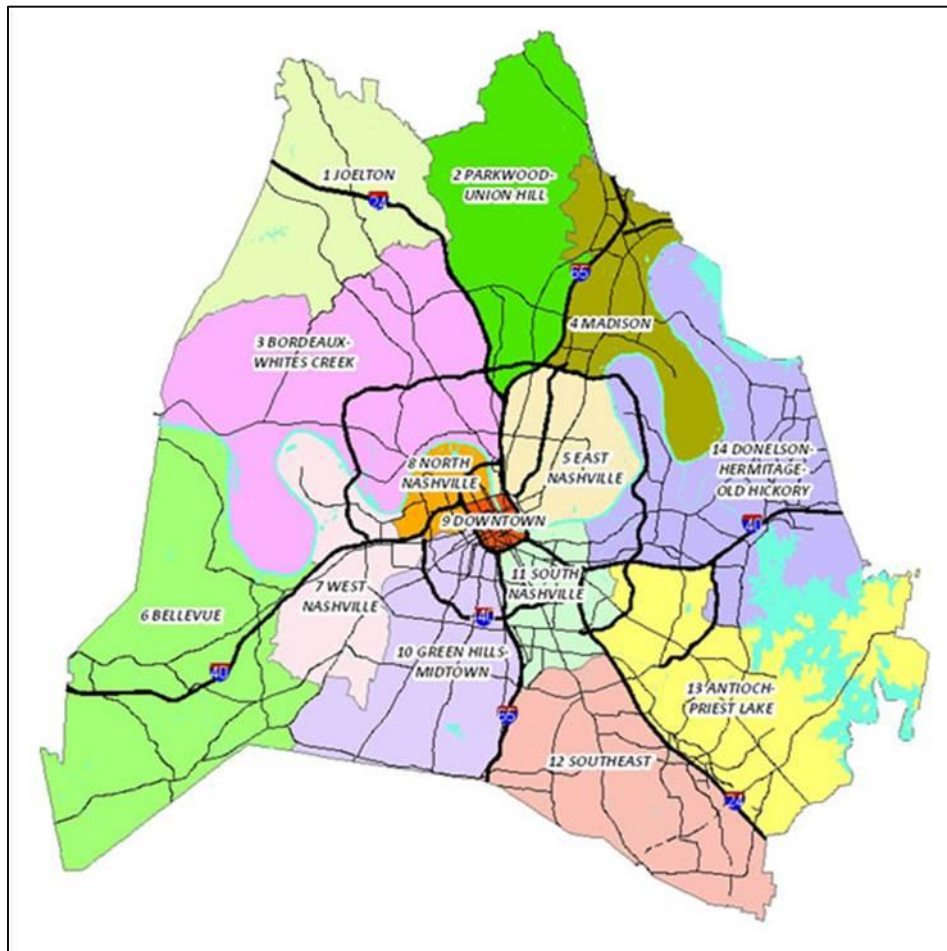
Nashville-Davidson County has a long established, sophisticated land use planning program. The Metropolitan Planning Commission was created by charter in 1963. The current General Plan *Concept 2010* was adopted in 1992. The General Plan, or comprehensive plan, addresses

broadly how a community should develop over time and includes subsections on land use that take a broad brush view within the section on Urban Structure. A new Nashville General Plan process with a 25 year horizon was started in 2012. It is expected to take about three years to complete and adopt *Nashville 2040*. The Transportation component of Concept 2010 focuses on demand management, mass transit, bicycle and pedestrian facilities, and aviation.

Nashville-Davidson County is divided into fourteen Community Areas, as shown in Figure 3.4, that comprise the county for planning purposes. I-24 traverses eight of these Community Areas for which specific Land Use Policy Plans are prepared:

1. Joelton
2. Parkwood-Union Hill
3. Bordeaux-Whites Creek
4. East Nashville
5. Downtown
6. South Nashville
7. Southeast
8. Antioch-Priest Lake

**Figure 3.4: Nashville-Davidson County Community Areas**

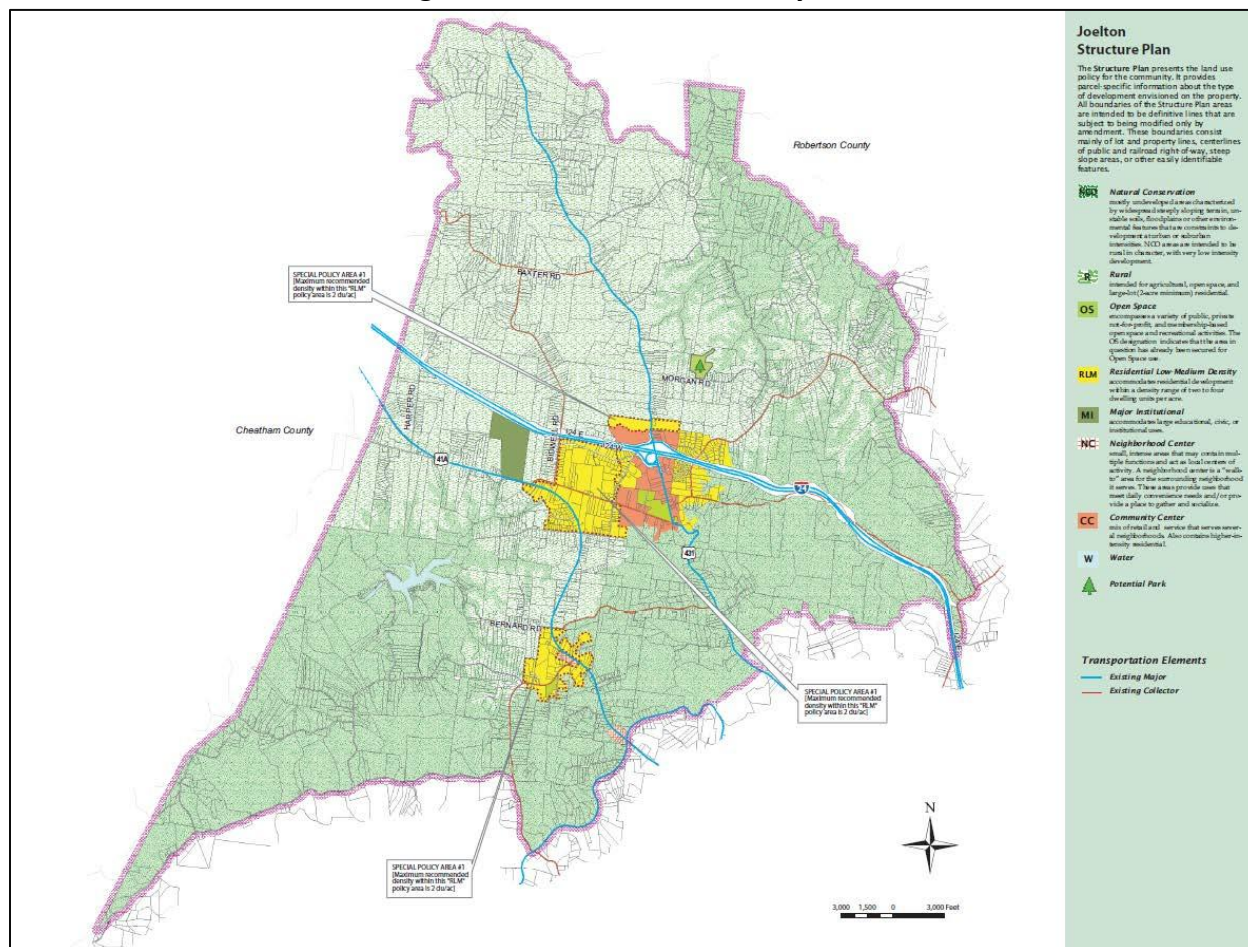


Source: Nashville-Davidson County Metro Planning Department website

Community Areas also have detailed design plans, and may include land use policy applications, community character areas, and urban design overlays for specific areas within the community. All of the Community Plans were adopted within the last 10 years. The Antioch-Priest Lake Community Plan is currently being updated.

The Joelton Community Plan, as illustrated in Figure 3.5, shows development of a mixed use Community Center with medium density residential and some institutional land use along US-431 (exit 35) adjacent to I-24.

**Figure 3.5: Joelton Community Plan**



Source: Joelton Community Plan

### 3.2.3 Williamson County

Although I-24 is not within Williamson County, Williamson County land use has influence on I-24 and the accessibility I-24 provides influences land use development and intensity in Williamson County. The Williamson County Comprehensive Land Use Plan was adopted in 2007. The overriding goal for land use is to, “Encourage compact growth in suburban infill and conservation areas and in the Municipal Growth Areas (MGAs).” Williamson County has an

active County Planning Commission that deals with zoning and subdivision issues in addition to conditional use and site plan and plat approvals with the assistance of their Planning and Zoning Department staff. Williamson County expects continued high growth in population with a projected 2030 population increase of over 100,000.

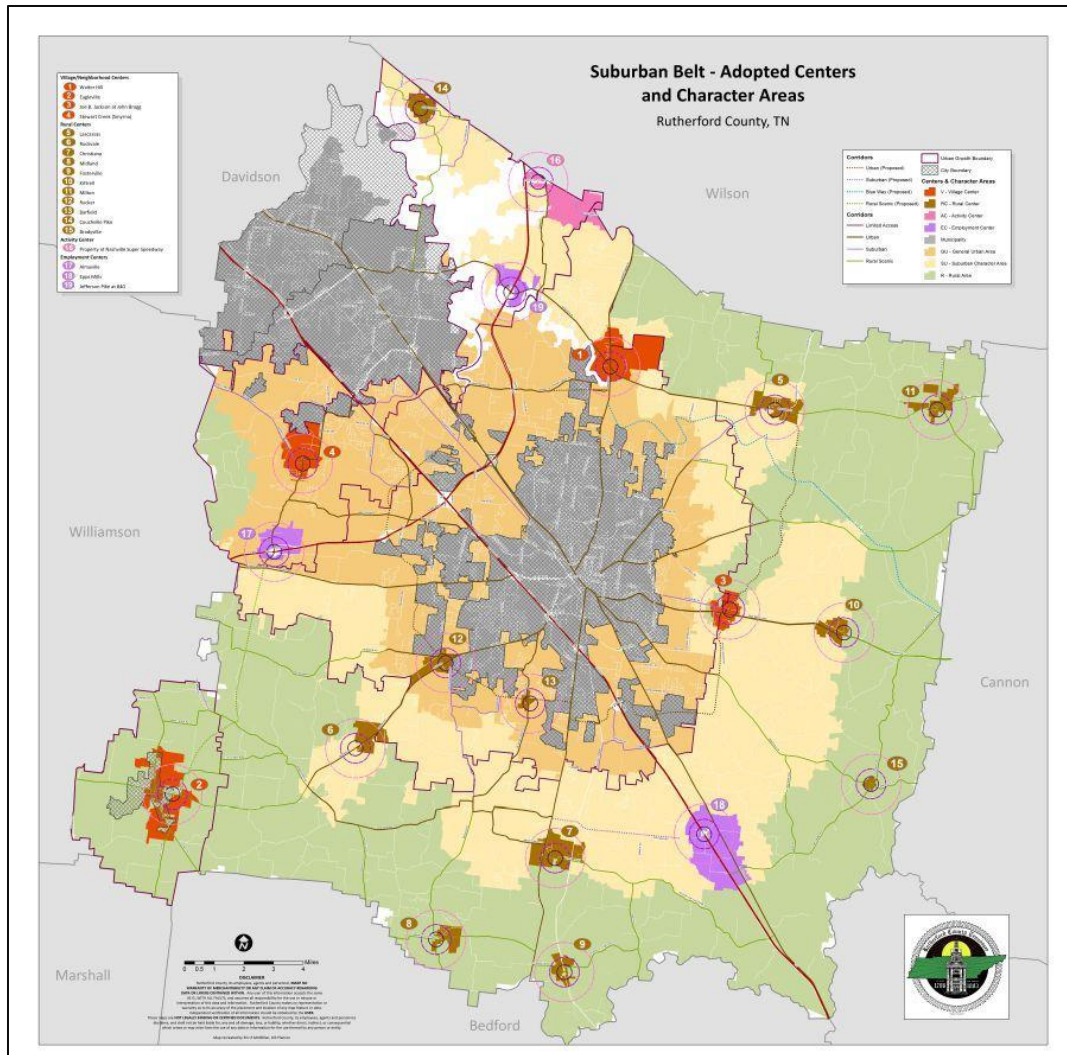
#### *3.2.4 Rutherford County*

Rutherford County updated its Comprehensive Plan in 2011. The Comprehensive Plan addresses future growth in the county by establishing Centers and Character Areas to promote certain types of growth at specific locations. Rutherford County Centers and Character Areas are shown in Figure 3.6. An Employment Center is recommended on I-24 south of Murfreesboro around Epps Mill Road (exit 89). Much of the land adjacent to I-24 in Rutherford County is in or adjacent to floodplains.

Transportation projects listed within the document include new I-24 interchanges at the Christiana Connector Route and the NW Loop Road.

Although the City of Murfreesboro has an active Planning Commission and Planning and Engineering Department that deal with zoning and subdivision issues, they do not have a Comprehensive Plan, Land Use Plan, or Growth Plan.

**Figure 3.6: Rutherford County Centers and Character Areas**



Source: Rutherford County Comprehensive Plan

### 3.2.5 Bedford County

Although the Bedford County website alludes to comprehensive planning, no Comprehensive Plan, Growth Plan or Land Use Plan was available. The County has an active Planning Commission and Office of Planning, Zoning and Building. Only a very small section of I-24 traverses Bedford County with no direct access, most of I-24 lies to the east of the county line. Bedford County accesses I-24 via State Route 64/Beech Grove Road (exit 97).

### 3.2.6 Coffee County

There is a Coffee County Planning Commission appointed by the County Mayor but no Comprehensive Plan, Growth Plan or Land Use Plan was available on the county website. A Comprehensive Plan Update was prepared in 2007, but only the Community Participation Program for this update is available online. A Codes Compliance Department deals with county zoning issues. A County Zoning map is available on the county's website. It generally shows

commercial zoning along I-24 in the vicinity of McMinnville Highway/State Route 55 (exit 111) and at US-41/Hillsboro Boulevard (exit 114). Arnold Engineering Development Complex (AEDC) is to the west of I-24 in Coffee County.

### **3.3 Chattanooga Area**

#### *3.3.1 Grundy County*

Grundy County has no Comprehensive Plan, Growth Plan or Land Use Plan available on its website. There is also no mention of a Planning Commission or an entity responsible for zoning or subdivision control. Approximately 8 miles of I-24 traverses Grundy County with an interchange at State Route 50 (exit 127) and an interchange at US-41 (exit 134).

#### *3.3.2 Marion County*

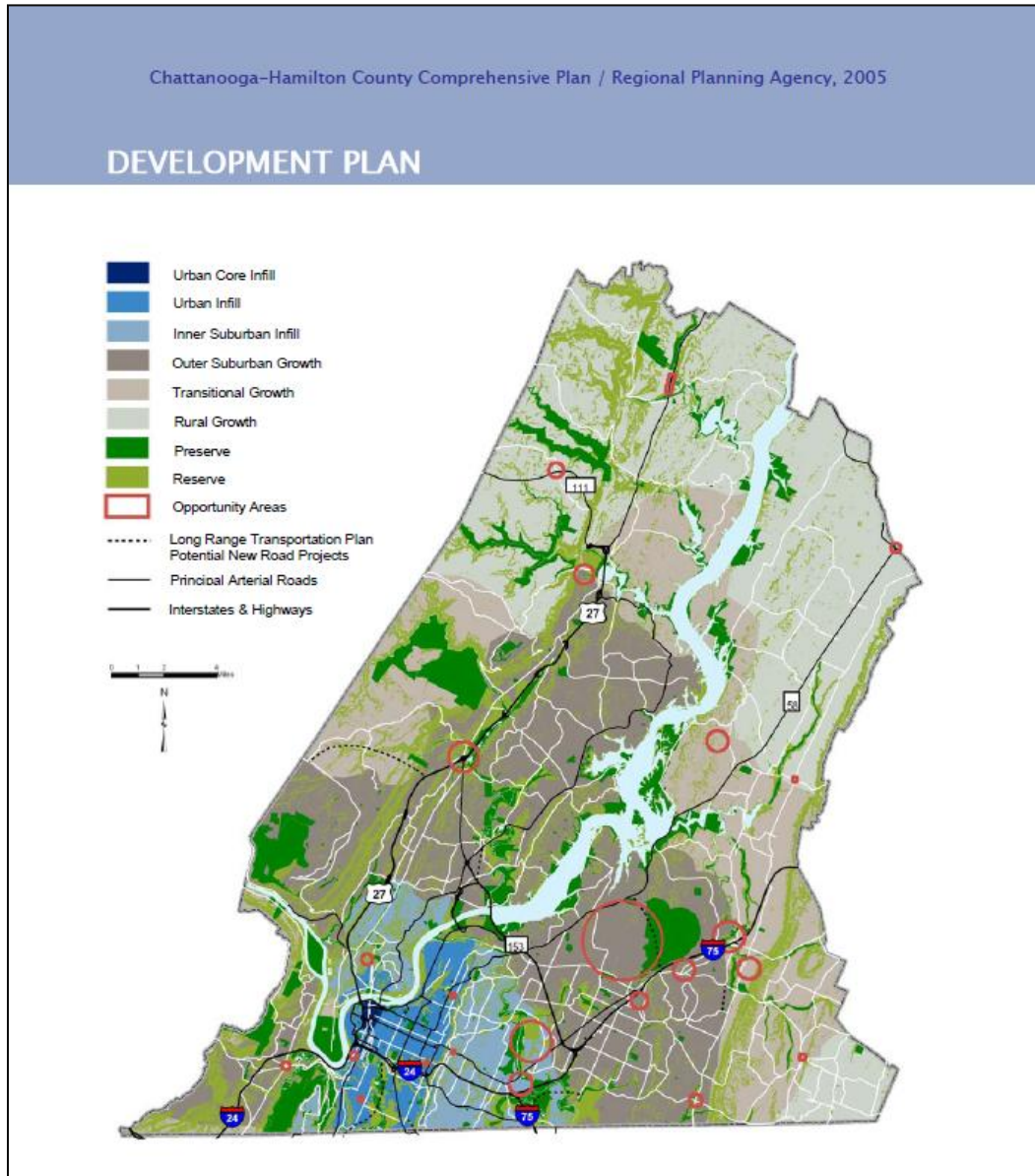
Marion County has an active Planning Commission which is in charge of their subdivision regulations and platting. There is no zoning in unincorporated Marion County. Marion County has no Comprehensive Plan, Growth Plan or Land Use Plan available on its website. Marion County contains most of Nickajack Lake. Approximately 35 miles of I-24 lie within Marion County including all or part of 7 interchanges (exit 134 to exit 161).

#### *3.3.3 Hamilton County*

The Chattanooga-Hamilton County Regional Planning Agency adopted Comprehensive Plan 2030 in 2005. The Chattanooga-Hamilton County Development Plan Map is shown in Figure 3.7. The Regional Planning Commission (RPC) serves as the Planning Commission for both Chattanooga and Hamilton County, and prepares the comprehensive plan, land use plans, zoning studies, and transportation plans. The RPC also serves as the MPO. The RPC prepares land use plans at the regional, district and area level.



**Figure 3.7: Chattanooga-Hamilton County Development Plan**



Source: Chattanooga-Hamilton County Comprehensive Plan

The Chattanooga Downtown Plan recommends replacing the cloverleaf interchanges at Market and Broad Streets with frontage roads and streetscaping and modifications to the berm for I-24.

Hamilton County has a separate Roads, Waste, Energy, Transportation and Zoning Committee that deals with zoning and subdivision issues. The City of Chattanooga has a Land Development Office that deals with zoning issues, plans review, permits and codes enforcement.

Hamilton County is the site of the Enterprise South Industrial Park, a Tennessee Regional Megasite in which Volkswagen Group of America is located, which expects additional large industrial developments. Hamilton County is the southern terminus of I-24 at I-75.

County and City land use planning documents compiled and reviewed for this technical memo are listed in Table 3.1. In addition to these documents, we reviewed *Land Use and Planning in Tennessee, Part II: Land Use and Transportation Planning* (2011) by the Tennessee Advisory Commission on Intergovernmental Relations (TACIR).

**Table 3.1: Land Use and Zoning Documents Reviewed**

County	Plans Reviewed	Source
Montgomery	Clarksville Smart Growth Plan presentation, Land Use Study Update	City of Clarksville
Cheatham	Cheatham County Zoning Map	Cheatham County
Robertson	Tri-County Transportation and Land Use Study	NAMPO
Davidson	Concept 2010 General Plan, Area Plans	Metropolitan Planning Commission of Nashville-Davidson County
Williamson	Williamson County Comprehensive Plan	Williamson County
Rutherford	Rutherford County Comprehensive Plan	Rutherford County
Bedford	None Available	
Coffee	Tullahoma Comprehensive Plan	City of Tullahoma
Grundy	None Available	
Marion	None Available	
Hamilton	Comprehensive Plan 2030, Chattanooga Downtown Plan	Chattanooga RPA (CHRPA)

#### 4.0 GIS Land Use and Zoning Data Compiled

In addition to land use plans and zoning information, GIS data has been collected for the study area. Table 4.1 shows the data that has been collected and the source of the data. Digital GIS land use and zoning data were collected for all of the counties in the study corridor.

**Table 4.1: Land Use and Zoning GIS Parcel Data Summary for the I-24 Corridor**

County	Year of Land Use Data	Year of Zoning Data	Coverage Area	Source of Data
Montgomery	2010	2012	County	OIR <sup>1</sup>
Robertson	2010	2012	County	OIR
Cheatham	2010	2012	County	OIR
Davidson	2010	2010	5 Mile buffer <sup>2</sup>	Davidson County
Sumner	2010	2012	County	OIR
Wilson	2010	2012	County	OIR
Rutherford	2010	2010	5 Mile buffer <sup>2</sup>	Rutherford County
Williamson	n/a	2010	5 Mile buffer <sup>2</sup>	Williamson County
Cannon	2010	2012	County	OIR
Coffee	2010	2012	County	OIR
Bedford	2010	2012	County	OIR
Grundy	2010	2012	County	OIR
Franklin	2010	2012	County	OIR
Marion	2010	2012	County	OIR
Hamilton	2012	2012	5 Mile buffer <sup>2</sup>	Hamilton County

**Notes:**

<sup>1</sup> OIR - Office for Information Resources, GIS department, for the State of Tennessee

<sup>2</sup> A five (5) mile buffer on both sides of I-24 was provided.