

Agenda

Introductory Meeting Growth Plan Coordinating Committee April 29, 2019

- Welcome
 - Introduction of Members
- Growth Planning in Tennessee
- Requirements of a Growth Plan
- History of the CMC Growth Plan
- Population Projections
- What the Growth Plan Accomplishes
- Principles for Consideration
- Methodology
- Timeline
- Questions for Committee to Consider

Welcome

"Welcome, We Are Pleased To Have You All Here Today and As Part of This Important Process to Help Guide The Growth of Our Community!"

- In order to provide for a smooth and efficient process, we kindly ask that the following rules be followed:
 - Members of the Growth Coordinating Committee and Ex-Officio Members may ask questions and speak at any time.
 - Public comments will be solicited at the end of the meeting.
 - Feel free to get up as you need.
 - Remain respectful of the opinions of others. We will not always agree but we can listen and learn from each other.
 - Please silence your cell phone. If necessary please take calls in the hallway.

Introduction to the Voting Members

Each member or organization has been selected by a joint meeting of the mayors on March 29th

Voting members (16 total) are the RPC and additional members or organizations involved in the planning and growth of Clarksville-Montgomery County. Each member represents one vote on the Growth Plan.

- **Mr. Richard Swift (Chairman, Regional Planning Commission)**
- **Mr. Bryce Powers (Vice-Chair, Regional Planning Commission)**
- **Mr. Bill Kimbrough (for Mayor Durrett, Regional Planning Commission)**
- **Mr. Mark Kelly (for Mayor Pitts, Regional Planning Commission)**
- **Commissioner Larry Rocconi (Regional Planning Commission)**
- **Councilman Richard Garrett (Regional Planning Commission)**
- **Dr. Amanda Walker (Regional Planning Commission)**
- **Mr. Wade Hadley (Regional Planning Commission)**
- **Mr. Russell Adkins (Regional Planning Commission)**
- **Mr. Daniel Kimbell (Clarksville Department of Electricity)**
- **Mr. Norm Brumblay (Clarksville Montgomery County School System)**
- **Mr. Mark Riggins (Clarksville Gas and Water)**
- **Mr. Jonathan Fielder (Cumberland Electric Membership Cooperative)**
- **Mr. Mark Cook (Cumberland Electric Membership Cooperative)**
- **Mr. Jeff Truitt (Economic Development Council)**
- **Mrs. Connie Cooper (County Resident)**
- **Mr. Phillip Hagewood (County Resident)**

CEMC = One combined vote

Introduction to the Ex-Officio Members

These Ex-Officio members are considered important partners in the growth and development of Clarksville-Montgomery County but are present / non-voting. The Ex-Officio members may participate in all discussions and ask questions but will not have a vote on the final plan or amendments.

- **Mr. Chris Brown (Department of Public Works, Fort Campbell)**
- **Mr. David Draper (Department of Plans, Training, Mobilization, and Security, Fort Campbell)**
- **Commissioner Joe Smith (County Commission)**
- **Council Lady Valerie Guzman (City Council)**
- **Mr. Frank Tate (Industrial Development Board)**
- **Mr. Rex Hawkins (Montgomery County Home Builders Association)**
- **Mr. Christian Black (Clarksville Association of Realtors)**
- **Mr. Grayson Smith (DBS Engineering)**
- **Mr. Vernon Weakley (Weakley Brothers)**
- **Mr. Cal Burchett (McKay and Burchett)**

Growth Planning in Tennessee

- Tennessee Has Been and Continues to be a Rapidly Growing State
 - According to the 2000 Census, Tennessee was the 14th Fastest Growing State
 - 9th Greatest in total number of new residents 2016-2017
- Due to rapid growth statewide, and the Tennessee legislature's understanding that "unplanned growth leads to dire consequences", passed Public Chapter 1101 in **1998**, known as **The Growth Policy Act**
- PC 1101 required local officials within each of the 92 non-metropolitan counties to work together to shape growth policy through the development of 20-year growth plans. The Act did not impose a single, statewide solution. It did, however, include five statements of legislative intent:
 1. to eliminate annexation or incorporation out of fear;
 2. to establish incentives to annex or incorporate where appropriate;
 3. to more closely match the timing of development to the provision of public services;
 4. to stabilize each county's education funding base and establish an incentive for each county legislative body to be more interested in education matters; and,
 5. to minimize urban sprawl.
- Each Non-Metro county had until 2003 to adopt a Growth Plan

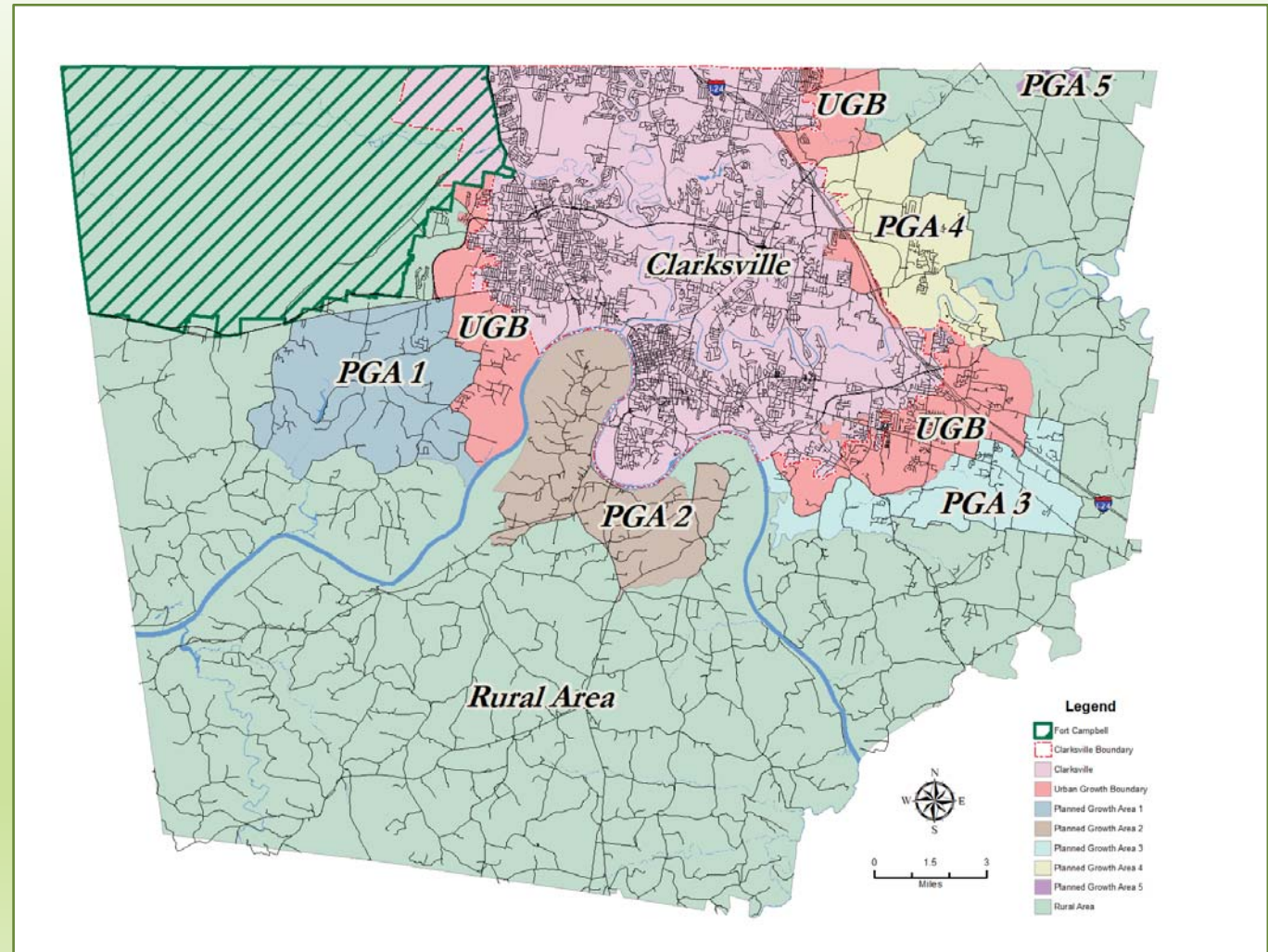
Requirements of a Growth Plan

- PC 1101 required communities to identify three geographical components:
 - **An Urban Growth Boundary (UGB)**, defined as the existing municipality plus contiguous territory, where **higher density residential, commercial, and industrial growth is expected to occur over a 20-year horizon and which is available for annexation;**
 - **Planned Growth Areas (PGAs)**, defined as territory outside of the municipality and the UGB, where **low to moderate density residential, commercial, and industrial growth is projected to occur over a 20-year horizon but which is not available for annexation;**
 - **Rural Area (RA)**, defined as the remainder of the County that was not included in the UGB or a PGA, where **low density residential development, farmland preservation, forest and wildlife management, and recreational opportunities are prioritized.**
- Specific factors that are to be considered in developing the UGB included: population projections from the University of Tennessee; costs of infrastructure; need for additional land outside city limits to accommodate growth; and the possibility of urban expansion into existing agricultural, forestry, recreational, and wildlife management areas in the proposed UGB.

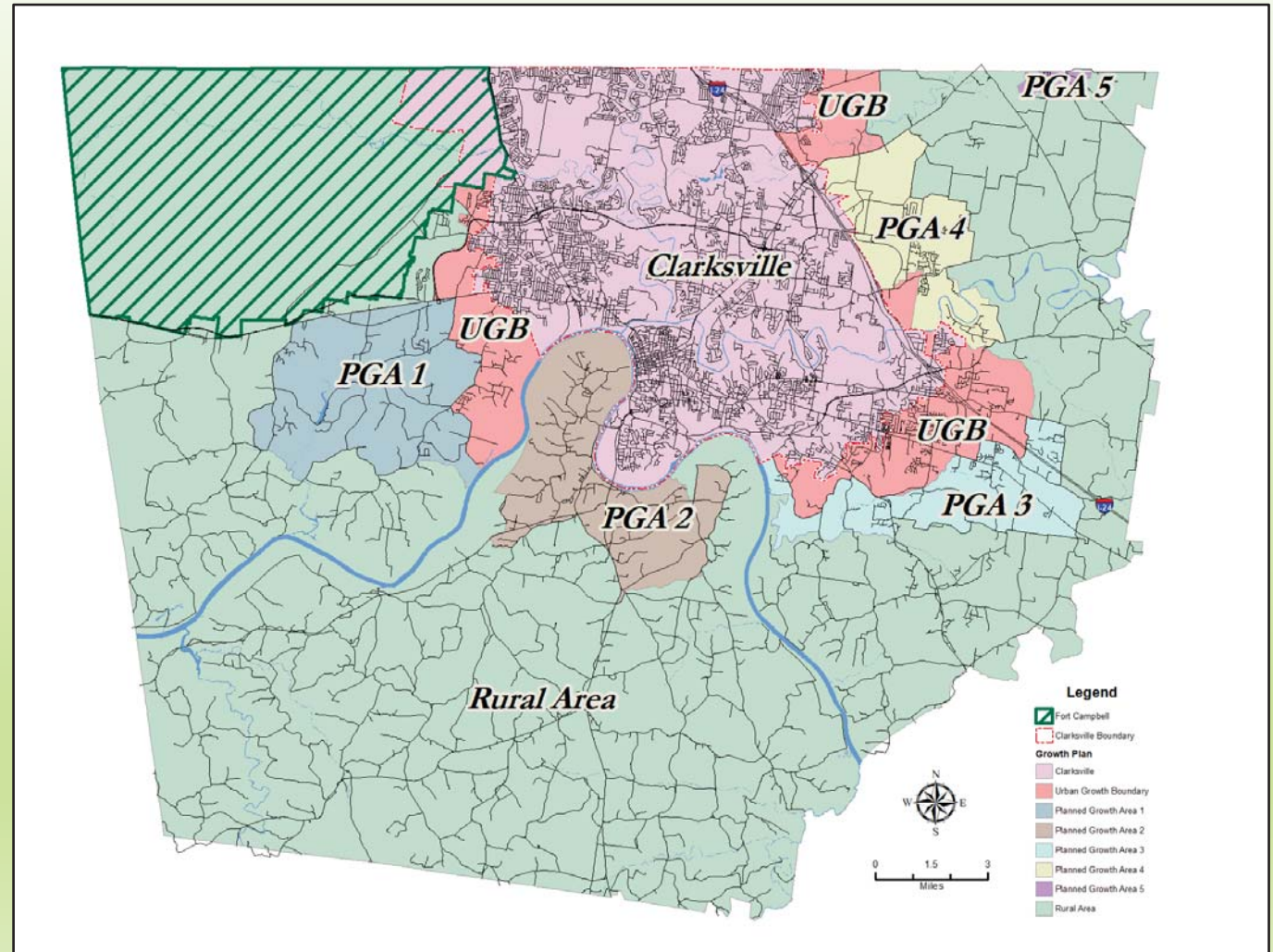
History of the CMC Growth Plan

- **1999** - The City of Clarksville adopted the growth plan on October 7, followed by the County on November 8.
 - Clarksville-Montgomery County was one of the first city/county to adopt their growth plan in the state
 - Our growth plan was used as a model for many similar counties starting the process
- **2012** - The initial growth plan was amended to allow multifamily (R₄) in PGA 4.
 - The 2012 amendment also examined the 1999 plan's population projections and compared them to known population numbers; based on data available in 2012, the 2020 population projections were amended in the growth plan to reflect recent rates of growth in the city, unincorporated area, and for the county overall:
 - Clarksville's projected population was reduced by ~ 23,000 residents, which were shifted to Unincorporated Montgomery County
 - Total number of County residents remained the same at roughly 202,000.
- **2018** - The growth plan was amended again in 2018 to convert ~600 acres (Exit 8/Rossvie Road) from PGA 4 into the UGB.

Original Growth Plan Map (1999)



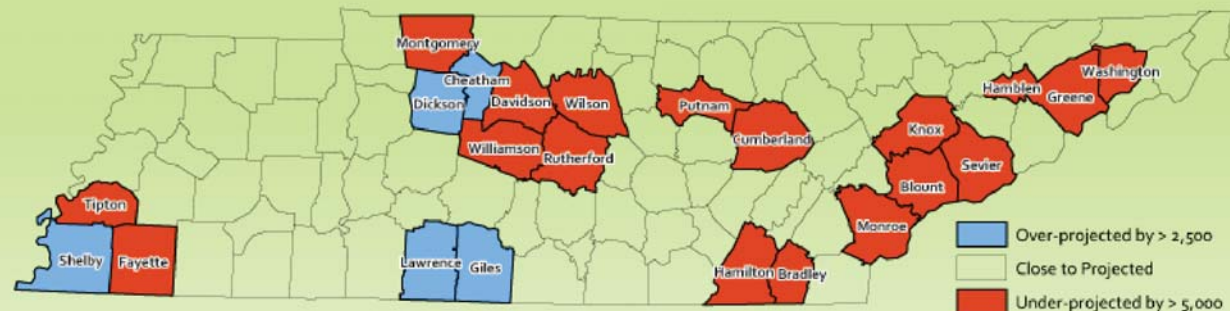
Current Growth Plan Map (Amended 2018)



Analysis of the Numbers in the Growth Plan

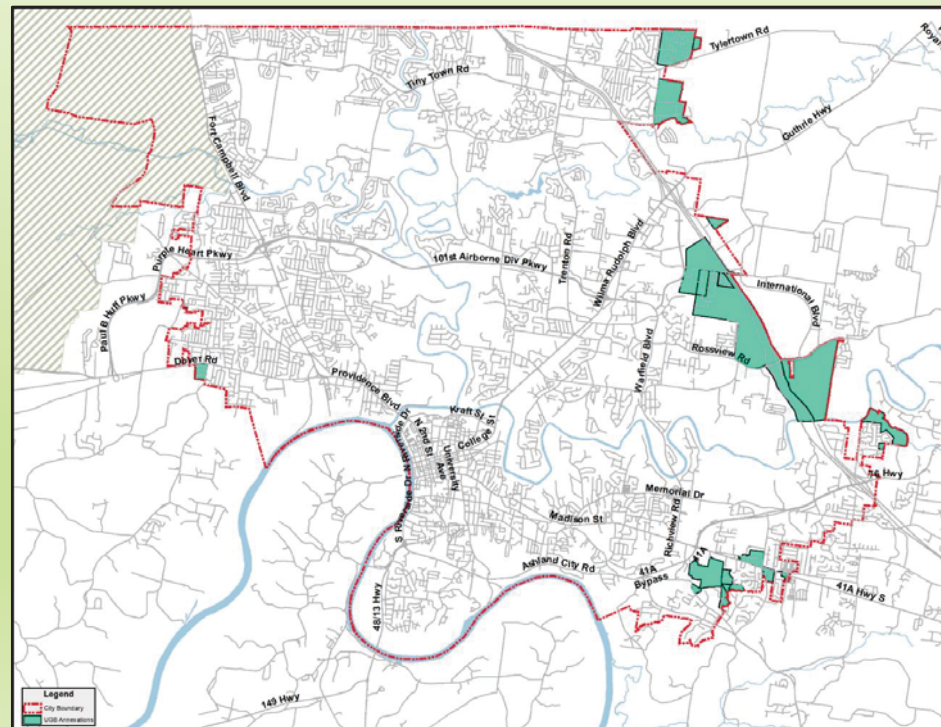
- The 1999 Growth Plan projected the city of Clarksville to grow by 73,000 residents over the 20-year period, or at a rate of roughly 69%;
- It also projected that the unincorporated area of the county would shrink by roughly 3,000 residents over the same time period, losing roughly 11% of its year 2000 population (due to Clarksville annexations);
- As mentioned, when the Growth Plan was amended in 2012, an analysis of the 2010 US Census actual population numbers showed much more modest growth for the city and a large increase for the county between the 2000-2010 period:
 - Clarksville grew at only a 25% rate instead of the projected 30% rate;
 - Unincorporated Montgomery County grew at a 48% rate instead of the projected loss of 2%.
 - Total County numbers increased by 30% instead of the projected 24% rate.
- Additionally, as of 2010, Montgomery County was one of 18 counties whose population projections were under-projected by more than 5,000. We were actually under estimated by 9,000.

Comparing Projected 2010 County Population to Census 2010



Annexation

- PC 1101 stated that the unincorporated area contained within the UGB was the only property that could be annexed by ordinance (without owner consent) and made part of the city limits;
- PC 707, passed in 2015, updated PC 1101 and mandated that annexation could only be adopted via resolution upon owner consent or neighborhood referendum.
- Since adoption of the original growth plan in 1999, the city has annexed 2,710 acres, as shown below:



University of Tennessee Population Projections

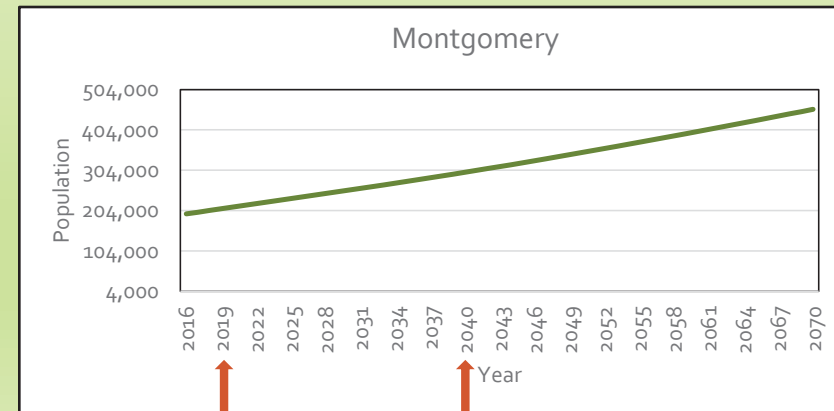
Based on the University of Tennessee's population projections, Montgomery County is expected to have a projected population of 298,919 residents at 2040 of a rate of 40%. This is 90,455 total new residents in the city / county.

This is an average annual increase of 4,307 and a range from low of 4,176 (2024) to a high of 4,625 (2040).

4,307 residents per year with a rate of 2.7 people per household, translates to a need for nearly 32,000 new housing units, or roughly 1,600 new units annually.

Based on current total population and student population, the student rate is 0.173, so it is reasonable to expect another 15,648 students over the next 20 years based on the projected growth rate.

Year	Population	Increase	Year	Population	Increase
2018	204,236		2030	254,640	4,242
2019	208,464	4,228	2031	258,901	4,261
2020	212,678	4,214	2032	263,183	4,283
2021	216,878	4,201	2033	267,501	4,317
2022	221,069	4,191	2034	271,856	4,355
2023	225,250	4,181	2035	276,252	4,396
2024	229,426	4,176	2036	280,695	4,443
2025	233,603	4,177	2037	285,184	4,489
2026	237,782	4,179	2038	289,716	4,532
2027	241,970	4,188	2039	294,294	4,578
2028	246,174	4,204	2040	298,919	4,625
2029	250,398	4,224			



What the Growth Plan Accomplishes

- Examines current and anticipated regional trends in growth and development
- Promotes orderly and efficient growth
- Prioritizes urban infill & directs growth to designated areas in order to minimize sprawl
- Determines future annexation areas
- Identifies developable areas unencumbered by environmental constraints
- Establishes areas dedicated to open space conservation and farmland preservation
- Provides criteria for future rezoning of property
- Acts as an overall guidebook for planning decisions

Principle #1: Smart Growth

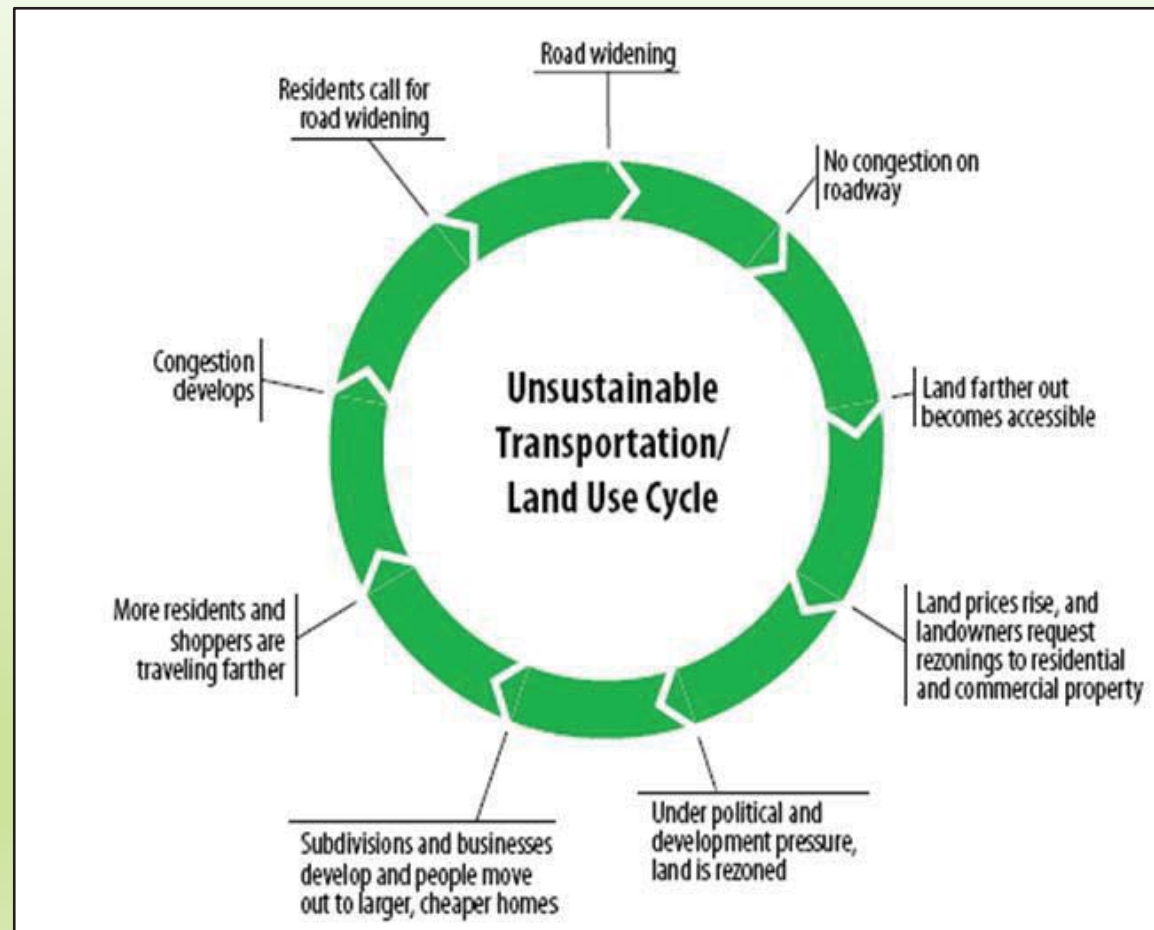
The EPA's 10 Principles of Smart Growth are:

1. A Mix of Land Uses;
2. Encourage Compact Design and Development;
3. Provide a Range of Housing Opportunities and Choices;
4. Create Walkable Neighborhoods;
5. Foster Attractive, Distinctive Communities With a Strong Sense of Place;
6. Preserve Open Space, Farmland, Natural Beauty, and Critical Environmental Areas;
7. Strengthen and Direct Development Toward Existing Communities;
8. Provide a Variety of Transportation Choices;
9. Make Development Decisions Predictable, Fair, and Cost Effective; and
10. Encourage Community and Stakeholder Collaboration in Development Decisions.



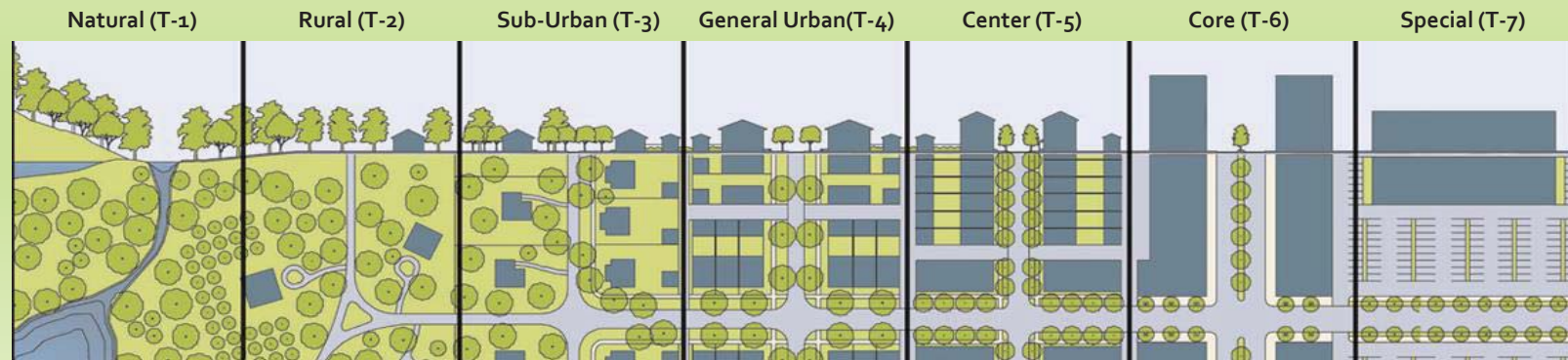
Principle #2 Transportation Land Use Cycle

- As land is developed strain on already narrow or winding roads is increased.
- Already improved infrastructure, typically within the city limits, is the best area to focus development from a cost / benefit perspective.
- Developing land “farther out” will lead to more sprawl and eventually more public expenditure on road projects.
- Investing in small fixes or connections on existing infrastructure will do more for the general public than a widened road to access a few subdivisions.



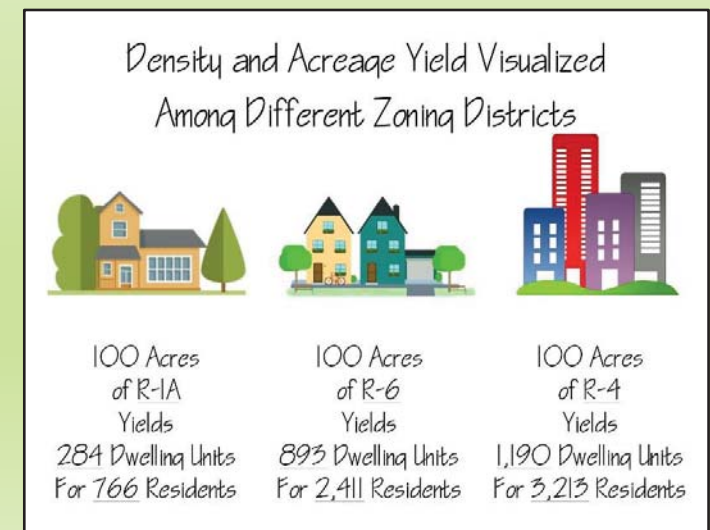
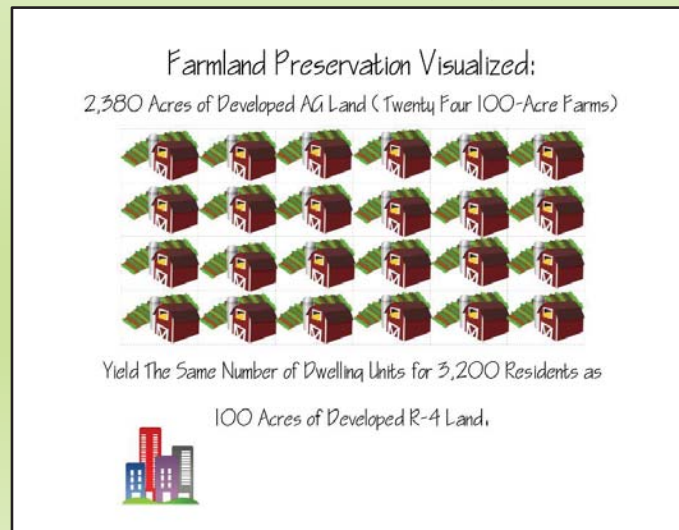
Principle #3: The Rural to Urban Transect

- The rural-to-urban transect is a system that strives for the built environment in a useful order
- The transect depicts the transition of zones from natural to urban development
- There are 6 main zones and a 7th zone, Special District (T-7), applies to specialty uses that do not traditionally fit into one of the other zones (military bases, malls, colleges, large employers).
- When considered in relationship to the growth plan, the transect concept can uniquely depict the composition of Clarksville/Montgomery County region.
- The **UGB** comprises a mixture of several zones, ranging from T-2 to T-6, as well as T-7, which represents a unique land-use pattern or specific activity;
- The five **PGAs** comprise a different mixture of several zones, ranging from T-1 to T-4; and
- The **RA** comprise mostly T-1 and T-2 with scattered T-3.



Principle #4: Density Preserves Farmland

- “Land is finite” – Montgomery County cannot make more land to develop
- Once developed it is extremely difficult for several decades to increase density or redevelop properties or subdivisions
- Using land wisely, like the Smart Growth Principles show, means using a mix of housing options to include multi-family or higher density detached units. A mix of these units should be incorporated near each other as well.
- Every acre of undeveloped property can be developed from AG to R₄ and in between. More wise choices will lead to less land being used up as quickly.



Principle #4: Density Preserves Farmland

- UT Extension estimates Montgomery County's total direct agricultural output at \$370.4M. With multiplier effects, agricultural output has a total estimated economic impact of \$505M.
- From 2002 – 2012 Montgomery County lost almost 20,000 acres of farmland, and the total number of farms declined from 1,100 to about 780.
- 215 Acres of AG zoned land was converted to residential, commercial, or industrial zones - Oct '17 – Oct '18.



TENNESSEE RANKS IN THE TOP FIVE NATIONALLY FOR THESE COMMODITIES:



HARDWOOD LUMBER
SECOND



TOBACCO
SECOND



FRESH TOMATOES
FIFTH



HAY
FIFTH



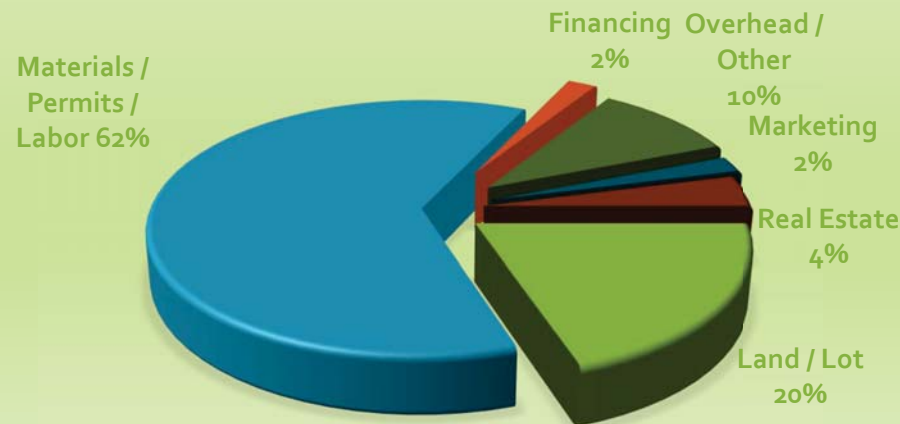
MEAT GOATS
SECOND



Principle #5 Cost of Home Construction

- Designation of land in UGB inherently increases value of land due to its ability to be developed
- However, land cannot always be developed to its full zoning potential due to topographic issues, easements, client needs (i.e. parking, signage), and stormwater management
- Developers pass on the cost of building lots to home builders
- Home builders pass on cost of construction on to homebuyers
- There are many areas for homes to become more affordable, land cost is only one of them.
- Reacting to other market forces just to open up cheaper land is short sighted
- Even halving the cost of land only reduces the cost of a home, at most, 10 percent

COSTS TO BUILD A HOME

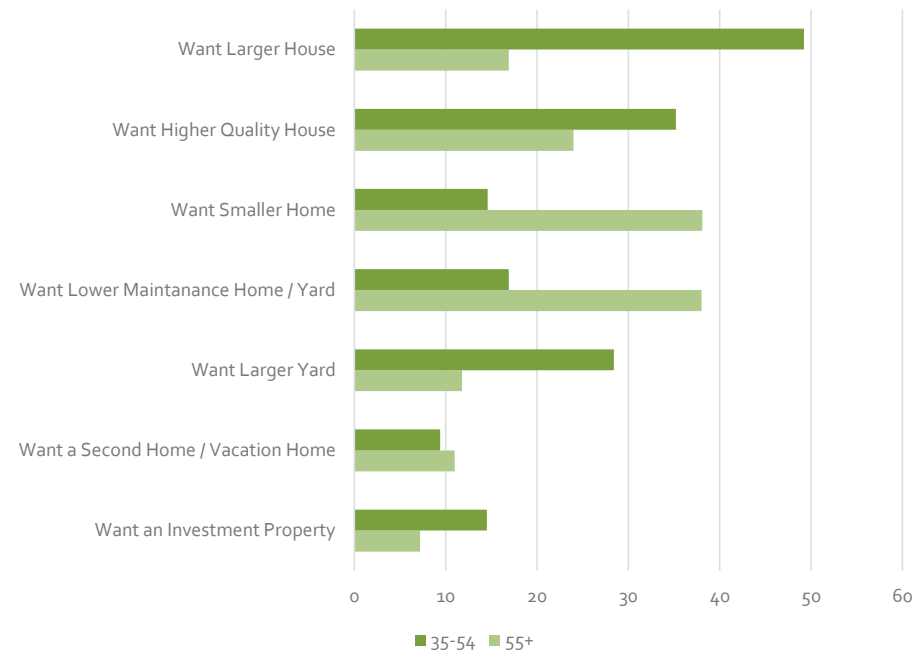
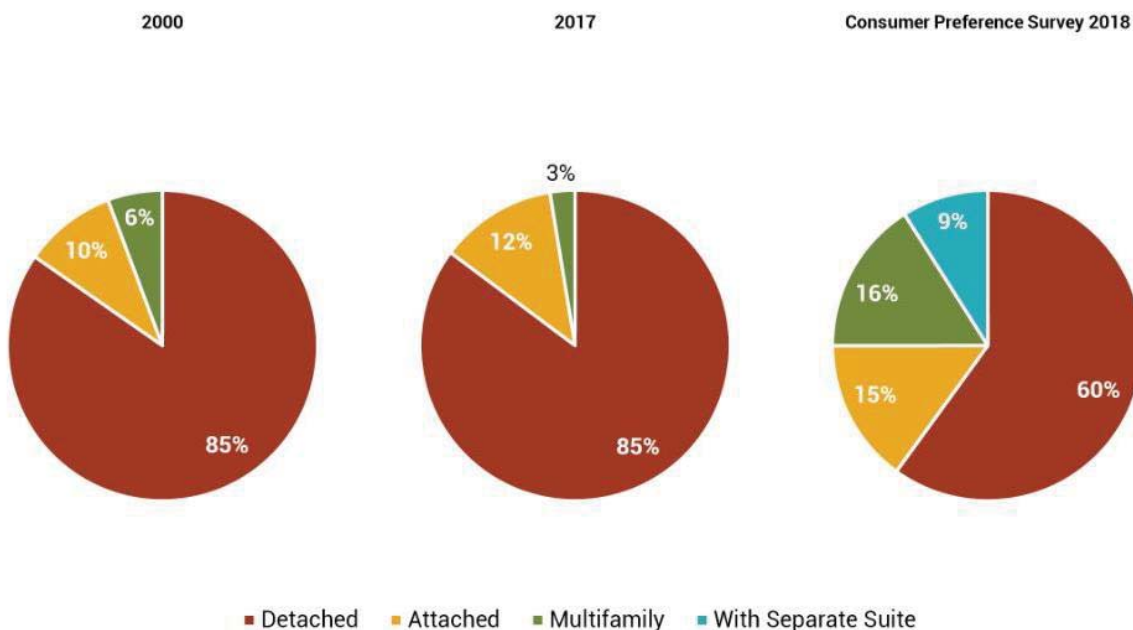


Principle #6 Building for a Changing Population

- Beyond just population projections, the makeup of the future population also matters.
- “Delayed Adulthood” many children staying with parents until mid-20’s
- Delayed wealth creation due to non-mortgage indebtedness (credit cards, student loans, etc.)
- *Are we building what needs to be built where it needs to be built?*

Figure 9: Share of New For-Sale Housing Construction and Consumer Preferences by Type

Housing Preferences by Age Groups



Methodology

At the next meeting (May) we will roll out detailed projections for population, development over the past 20 years, permit data, land conversion and how much more land the existing Growth Plan has versus what will be needed.

In addition we will:

- Examine University of Tennessee and U.S. Census Bureau population projections and trends;
- Review rates and types of growth in the city and county;
- Discuss the likelihood/ability of utility providers (water/sewer) to serve new growth;
- Analyze current city limits and UGB area and consider necessity and extent of expansion;
- Determine both developable and encumbered lands (wetland, slope, sinkholes, prime soils, easements etc.) to include or remove from future UGB or PGA
- Present a first cut of what a 2040 UGB could look like based on total land needed and lead a discussion and exercise.

Timeline

- March 14: Meeting of Mayors to choose the makeup of the Growth Coordinating Committee
- Meeting 1 - April 29: Kick-off, Background, and Concepts
- Meeting 2 - May: Urban Growth Boundary First Cut
- Meeting 3 - May/June: Refined UGB and PGAs
- Meeting 4: - June/July Refined UGB, PGAs, RA
- Meeting 5 - July: Theme Day - Utilities
- Meeting 6 - August: Theme Day - Public Safety
- Meeting 7 - August: Theme Day - Education
- Meeting 8 - September: Finalization of Growth Plan and Formulation of Recommendation
- Public Hearings and Final Vote – Late September / Early October

May combine into 1 meeting

■ Public Hearing Requirements

- Coordinating Committee shall conduct 2 public hearings prior to finalization of the amended plan before the final Growth Committee vote. 15 day notice with the plan available for review is required before the vote.
- The Growth Coordinating Committee (RPC Director) shall present the plan to the County Commission and City Council for public hearing and consideration.
- Each legislative body has 120 days to ratify/reject the recommendation of the Coordinating Committee.
- Once each legislative body has approved the Growth Plan it will be sent to the Tennessee Local Government Planning Advisory Committee for final acceptance. It is approved once LGPAC approves it.
- The Growth Plan shall be recorded with the Register of Deeds.

Questions for the Committee to Consider

- What is your ideal vision for the future of Montgomery County?
- How do you want the County to grow over the next 20 Years?
- What are your goals for the new Growth Plan?
- What do you want the new Growth Plan to accomplish?
- Is there any other information that would be helpful to you?
- Do you have a title for the Growth Plan?

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