

# Clarksville Montgomery County Growth Plan 2040: *A Strategy for Balanced Growth*



Conducted by: The Clarksville Montgomery County Regional Planning Commission  
In Conjunction with the Clarksville Montgomery County Growth Coordinating Committee



# 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 State in total number of new residents 2016-2017
- Due to this rapid growth and the Tennessee legislature passed **Public Chapter 1101** in **1998**, known as **The Growth Policy Act** because "*unplanned growth leads to dire consequences*"
- **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 by 2003.
- 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 PGA included: population projections from the University of Tennessee; costs of infrastructure & services; need for additional land to accommodate growth; and the needs of agricultural, forestry, recreational, and wildlife mgmt.

# 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 or amendments.

- 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 Mr. Larry Rocconi (Regional Planning Commission)
- Councilman Mr. 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 Mrs. 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)

# University of Tennessee Projections

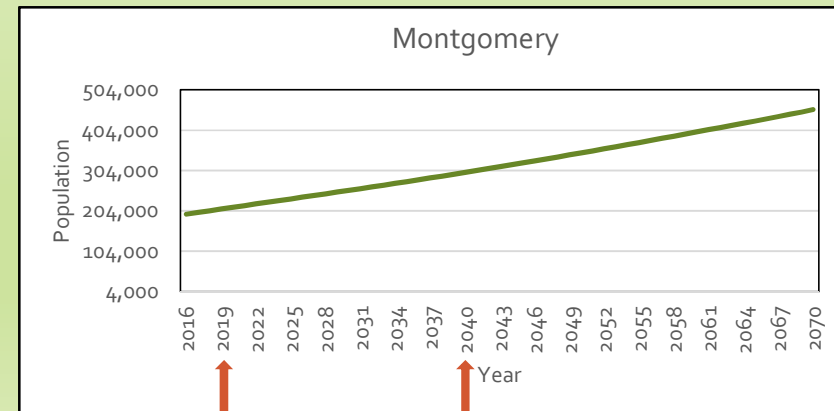
Based on the University of Tennessee's population projections, Montgomery County is expected to have a projected population of **298,919 residents at 2040** of a **rate of 40%**. This is **90,455 total new residents in the city / county**.

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			



# PGA Plan of Service

## Sheriff

Patrol: To address the deficient and projected growth in Patrol the **Sheriff Staffing Plan requests 8 deputies per year for Fiscal Year 20, 21, and 22**. The county commission granted 8 deputies for FY20. For FY 23 and beyond, **additional deputies will be added based on projected growth**.

Projected growth is based on call volume, not population. **Over the last six years call volume (which is tied to population growth) increased 10 percent year over year.**

Jail: A CTAS study completed in 2018 revealed a shortage of 42 deputies at the jail. The county commission granted 6 new deputies for FY 19 leaving a shortage of 36. For FY 20, 21, and 22 the plan is to request 12 a year to close the gap over a three year period. The Commission granted 8 for FY 20. Which leaves 28 short. Staffing in the jail is based on required posts that must be filled to meet jail standards.

# PGA Plan of Service

## Fire

Montgomery County unincorporated areas are protected by **five volunteer fire departments**; Cunningham, Palmyra, Woodlawn, St. Bethlehem, and East Montgomery and assisted by Montgomery County Rescue Squad. Each of these departments has a **headquarters and several have substations** in order to achieve the most coverage within a 5 mile radius.

As the unincorporated county grows the **need for additional substations will be needed** in areas of the county. Each fire department is independent of the county government and is responsible for finding land, building a station and then the county commission will furnish the station with equipment.

The average cost for a new two bay substation with bathroom facility on two acres would be approximately \$125k - \$250k depending on the location. A fire engine is up to \$300k & a tanker \$200k.

The fire departments maintain an ISO 6 rating and if a home or business was outside of 5 miles from a department it is an ISO 10. The departments, with county support, strive to have the majority of the residents covered within 5 miles within budgetary limits.

## Solid Waste Disposal

Current policies of the Bi-County Solid Waste Management System for all of Montgomery County able to meet projected growth will be taken into account in any future needs at the landfill or their recycling services.

# PGA Plan of Service

## Water

**The PGAs are served by various water utilities.** The Clarksville Water System is one of the largest followed by East Montgomery, Cunningham, Woodlawn, and Cumberland Heights Utility Districts. All rural utilities were running at 50 percent or lower capacity while CGW is at 65 percent capacity.

Any new development that requires extending, or upgrading, water lines is done at the expense of the property owner requesting it. Once the new infrastructure is installed and certified CGW, or the utility district, will take ownership and maintenance responsibilities. **Any incidental costs incurred to operate and maintain these new facilities, such as utility location, valve maintenance, meter reading, or main repair, would generally be offset by revenue generated by the new customer base.**

## Sewer - Wastewater

**CGW is the only public wastewater utility in the county. Sewer lines extend through the majority of the UGB but most of the PGA lacks sewer lines,** and there is no public sewer south of the Cumberland River in the Cumberland Heights and Cunningham Utility Districts. Agreements with rural water utilities are needed in order for CGW to extend sewer lines into their service areas. Any new development that requires extending sewer lines (force or gravity) is done at the expense of the property owner requesting it with City Council approval. Once the new infrastructure is installed and certified CGW will take ownership and maintenance responsibilities. **Any incidental costs to operate and maintain these new facilities, such as utility location, valve maintenance, meter reading, or main repair, would generally be offset by revenue generated by the new customer base.**



# PGA Plan of Service

## County Highway Department

The goal of the Highway Department is to provide the citizens with a safe, cost-effective transportation system that ensures the mobility of people and products and promotes economic prosperity and preserves the quality of the environment. The Highway Department is dedicated to meeting the public's need for access and freedom of movement through designing, coordinating, building and maintaining transportation systems that are safe, efficient, effective, and financially responsible.

It is the responsibility of the Highway Department to **construct, maintain, and repair** all of the county-owned roads and bridges encompassing the **758 miles** that make up the county road system.

The most recent practices of the Highway Department do not include construction of new highway infrastructure and are instead focused mainly on emergency repair and routine maintenance.

The Highway Department is a full-service facility equipped with a vehicle maintenance facility, sign shop, road striping, paving, mowing and construction equipment. The Highway Department has a wide range of responsibilities including mowing all county rights-of-way, snow and debris removal, bridge and road construction, striping, etc. The Highway Department also constructed and maintains the Lock B North and Lock B South boat ramps.

Any future roads built in the county and accepted by the County Highway Department and County Commission will then become part of the public road system. **Annual tax dollars set aside for the Highway Department go to maintenance.**

# PGA Plan of Service

## Cumberland Electric Member Corporation:

**CEMC serves all properties outside the Clarksville City limits.** The infrastructure of the corporation is capable of handling the anticipated growth outside the city limits. Any annexation of the UGB would reduce their rate payers and load needed through their system potentially freeing up resources to provide for another area of growth in their service area.

## Building and Codes Inspection Services

Annual growth in the PGA should remain relatively level the next 20 years according to trends and expectations. The inability to zone residential land higher than R-1 means the land will not develop as fast as the UGB. **Currently the County Building and Codes Department is about equal to Clarksville Building and Codes in terms of single family permits annually processed.** The Building and Codes Department is funded by the county while recouping most costs through permit application fees.

## Planning and Zoning

The Planning and Zoning services for the City of Clarksville and Montgomery County are performed by the Regional Planning Commission (RPC). Any growth in the county, whether inside the city limits or not, is handled by the RPC. Therefore, **any growth, regardless of its location, is already captured by the staff of the RPC and its four year plan.**

# PGA Plan of Service

## Parks and Recreation

The purpose of the Montgomery County Parks & Recreation Department is to develop and maintain quality parks and facilities; preserve open space and natural areas; protect environmental resources; promote healthy lifestyles; and provide recreational opportunities for all visitors and residents of Montgomery County. They maintain six local parks throughout the county and each offer a wide variety of recreational options. **Parks and Recreation projects are currently evaluated on a case by case basis against funding sources available.**

## Transit

**Clarksville Transit Services does not serve any areas outside the city limits at this time. Mid-Cumberland Public Transit is general public provides serving all 12 Middle Tennessee counties** with curb-to-curb rural transportation system with flexible schedules to meet the needs of its passengers. Rides are scheduled on a first-come, first-served basis, with priority given to medical appointments.

## Schools

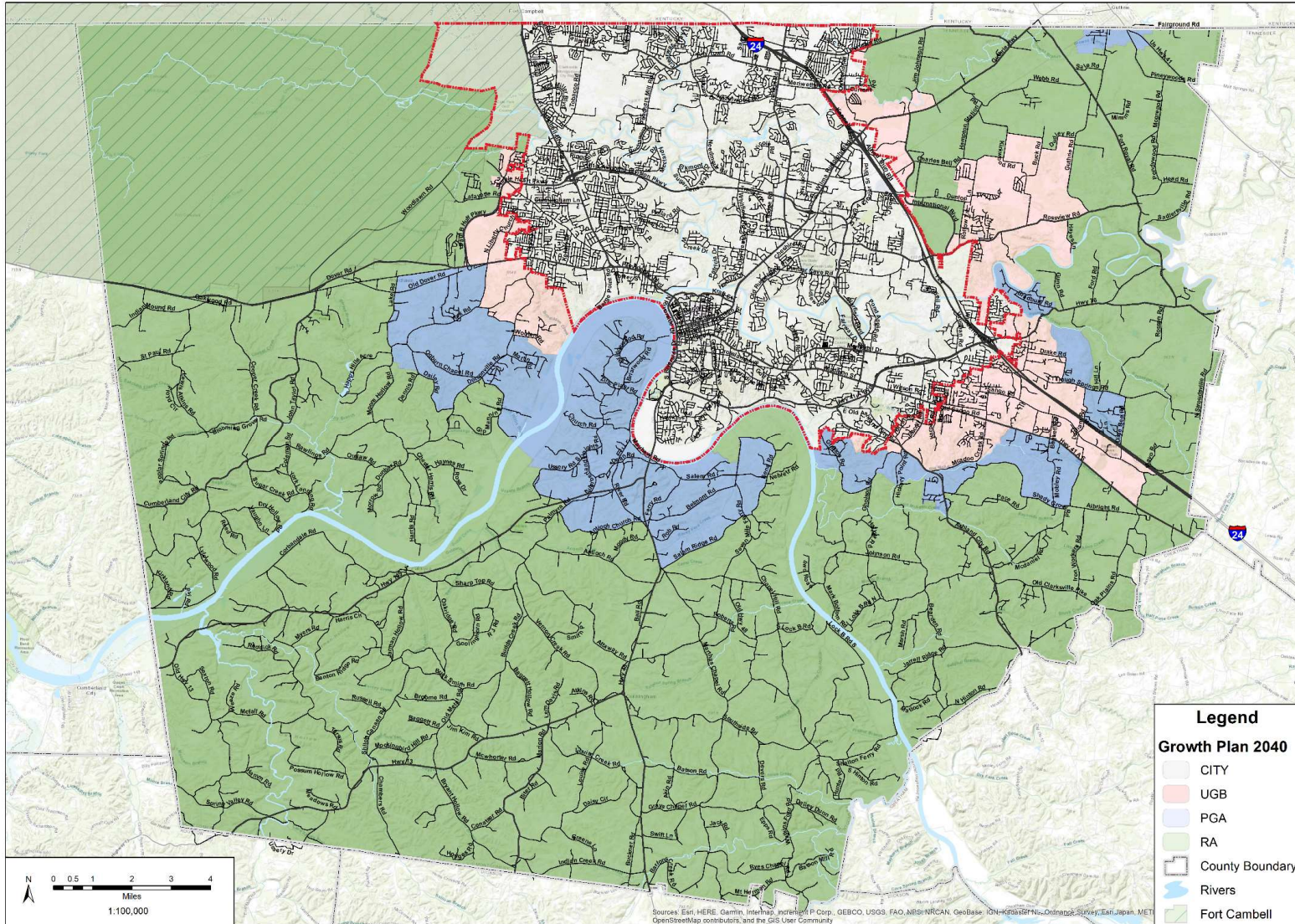
**CMCSS produces a 10 Year Facility Construction Plan** to address future facility needs based on growth factors (subdivision, permits, rezonings). The 10 Year Plan is updated annually when the school census is taken at the 40<sup>th</sup> day. **Funding for facilities is achieved through a combination of County Commission appropriations, Adequate Facilities Tax, and Wheel Tax.**

# Timeline

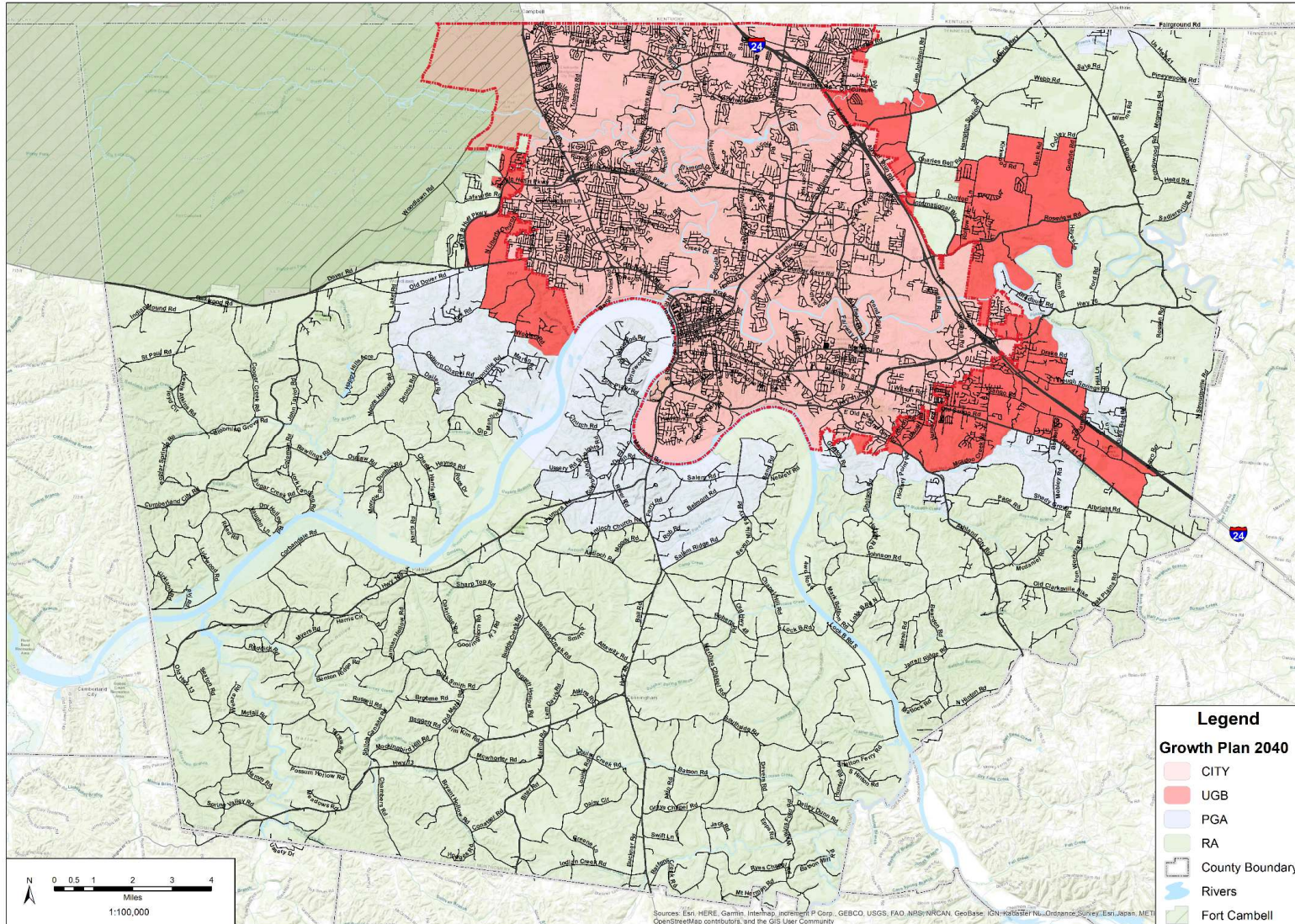
- 6 Month Process – Must be voted on by the Growth Coordinating Committee by October 29<sup>th</sup>
- City and County Legislative Bodies must approve the final plan before sending to the LGPAC
- Meetings:
  - 1 – April 29 – Introduction
  - 2 – May 30 – UGBs
  - 3 – June 24 – PGAs
  - 4 – July 18 – Utilities Day
  - Next: Public Hearings at City Council (July 25 & Aug 1) and County Commission (Aug 5 & 12)
  - Next: 5 – August 13 – Public Safety / Schools Day (@ Civic Hall 10:30 am)
  - 6 – Mid September – Final Meeting before public hearings / Present Draft Document & Map
  - Public Hearing 1 & 2 – Late September / Early October
  - Late September / Early October – review public comments, make any changes, vote on final plan

# Montgomery County Proposed Planned Growth Boundary and Urban Area for Growth Plan Update

County Public Hearings:  
August 5  
&  
August 12



# City of Clarksville Proposed Urban Growth Boundary for Growth Plan Update



City Public Hearings:  
July 25  
&  
August 1