

The background of the entire page is a photograph of the Rutherford County Courthouse clock tower. The tower is a multi-tiered structure with a central clock face, topped with a weather vane. It is illuminated from below, creating a warm glow. The sky behind it is a gradient of orange and red, suggesting a sunset or sunrise. The text is overlaid on this image.

# Rutherford County Community Strategic Plan

## **SUMMARY DOCUMENT**

**A PLAN BY THE PEOPLE OF  
RUTHERFORD COUNTY FOR  
THE GREATER RUTHERFORD  
COUNTY COMMUNITY**



**I**magine two communities in the Rocky Mountain region in the late 1860s.

One is located along the transcontinental railroad, the other is 100 miles to the south. Which community would come to dominate the region by the turn of the century? Counterintuitively, the latter community did. Over time, that town, Denver, flourished while the other, Cheyenne, did not. Denver citizens did not rely on chance. Instead they mobilized public resources to pursue their vision of Denver as a major city.

As product cycles ebb and flow and technology advances, as populations and firms migrate, as natural resources peter out and consumer tastes change, communities either adapt to their changing environments or succumb to the invisible hand of the changes that time brings.

Rutherford County citizens can shape their community—and their future—by deciding whether or not to pursue a vision for their community, much as Denver’s citizens did in the last half of the nineteenth century.

### Why should communities plan?—An analogy

*Ed decided to build a new home for his family. He found a site and hired carpenters, electricians, masons, plumbers, roofers and other tradesmen. He had lumber, wire, pipe, shingles, brick and other materials delivered to the site and furnished tools for all the workers—saws, hammers, drills, pipe wrenches, paint brushes, etc. He called all his workers together and told them, “Build me a house—a home for my family that I can be proud of.”*

*Jeff also decided to build a new home for his family. He found a site, but before any of his craftsmen began using their tools, Jeff and his family sat down together and discussed what kind of home they wanted to build. How many bedrooms? How many baths? How much should they spend? How should it look and how should it function? Where would they demand the best quality and where would they ask for just good enough? They sat down and drew up a plan based on their vision for their home. They then gave the plan to their workers and said, “Build us a house using this plan—a home for our family that we can be proud of.”*

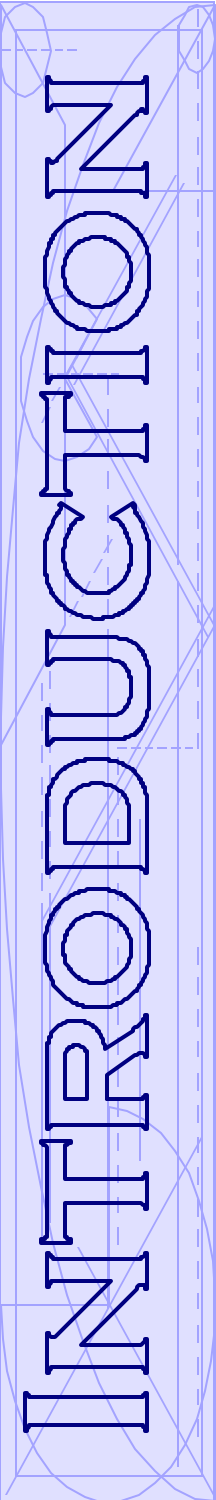
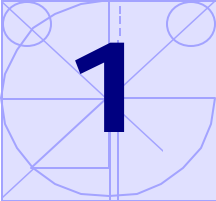
*On both construction sites, sawdust flew. Carpenters were sawing and hammering, masons were laying brick, electricians were running wire and plumbers were laying pipe. On Jeff’s site, everyone was working off the same plan. On Ed’s site, no one was working off any plan.*

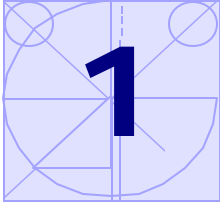
*Whom do you think ended up with the better home?*

Community planning gives decision makers a rational basis for making their decisions based on what results are desired, what future conditions are likely to be, and how various independent actions can relate to each other and be mutually beneficial.

In any community, many individual decisions are made every year and they are made by many different people: a homebuilder, the police chief, the city council or county commissioners, the mayor or county executive, a store owner, the department of transportation, and so on. Many of these decisions will be made whether or not there is a community plan just as all the decisions on a construction site being made by carpenters, electricians,

**As product cycles ebb and flow and technology advances, as populations and firms migrate, as natural resources peter out and consumer tastes change, communities either adapt to their changing environments or succumb to the invisible hand of the changes that time brings.**





# INTRODUCTION

and plumbers will be made with or without a house plan. The difference is that with a good community plan, or a good house plan, there is a greater likelihood that these diverse decisions will be made in a more sensible relationship to each other.

In addition, a good plan can make things happen that otherwise would not have happened. The planning process serves as a catalyst to bring people together and to provide a more orderly and hospitable environment in which decisions can take place.

## What is a “Community Strategic Plan”?

Just exactly what is a Community Strategic Plan? Let’s take the three words one at a time.

### Community

For the purposes of the Community Strategic Plan, we are defining ‘community’ as ‘the Rutherford County community’—the whole county—the land and people in Eagleville, Smyrna, La Vergne, Murfreesboro and the unincorporated areas of the county.

The Rutherford County community is ourselves. It precisely mirrors our needs and our activities, our values and our aspirations, our confusions and contradictions. We—every one of us, whether we hail from Murfreesboro or Milton, La Vergne or Lascassas, Smyrna or Sharpsville, Eagleville or Fosterville—are the Rutherford County community.

### Strategic

*Strategic* is defined by Webster’s as “of or having to do with strategy.” *Strategy*, in turn is defined as “the art of devising or employing plans or stratagems toward a goal.” So a *strategic plan*, then, is a plan that uses *strategies* to move us from where we now are to where we want to be.

A strategic plan is action-oriented and future-oriented. It is action-oriented because it lays out actions that are necessary to move from the current situation to the desired situation. It is future-oriented because its ultimate goal is a vision for some point in the future.

### Plan

Planning is so pervasive, so much a part of our everyday lives, that sometimes we have trouble seeing or defining it. People plan in their professional and personal lives. Businesses do it. Governments do it. Churches and non-profit organizations do it.

So what exactly is planning? Planning is visualizing a better future and going after it. It is assessing where we now are; where we want to be at some future point, and formulating a course of action for getting from where we are today to where we want to be at that point in the future.

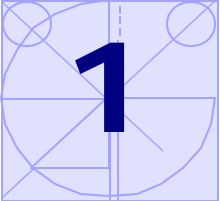
It is continuous, since plans are formulated and realized only to be replaced by others which have been adjusted to the changes constantly occurring. The process itself is the actuality.

Communities should plan just as individuals, businesses, organizations and people wanting to build homes should plan. The International City Management Association defined planning this way:

*The broad object of planning is to further the welfare of the people in the community by helping to create an increasingly better, more healthful, convenient, efficient, and*

**Planning is visualizing a better future and going after it. It is assessing where we now are; where we want to be at some future point, and formulating a course of action for getting from where we are today to where we want to be at that point in the future.**

attractive community environment. The physical as well as the social and economic community is a single organism, all features and activities of which are related and interdependent. These facts must be supplemented by the application of intelligent foresight, planned administrative and legal coordination if balance, harmony and order are to be insured. It is the task of planning to supply the foresight and this overall coordination.



**So what’s the Community Strategic Plan?**

It’s a action- and future-oriented plan of strategies for moving from where we are now to where we want to be in the future for all of Rutherford County.

**The comprehensive planning process**

Strategic plan, comprehensive plan, general plan, master plan, long-range plan, policy plan, sub-area plan, functional plan—what are all these different kinds of plans?

Most of the time, the terms comprehensive, general and master plans are used interchangeably. Comprehensive planning, as we shall call it here, is planning for the totality rather than for one or several of its constituent parts—system rather than subsystem planning. It does not attempt to cover every known element and aspect of the community, but must consider the full range of its components and identify those that are most important and can be handled analytically.

The Rutherford County Community Strategic Plan is not a comprehensive plan but rather one component of the comprehensive planning process. Another component is the Rutherford County Long-Range Transportation Plan, which is due to be completed about the same time as this strategic plan. Other components of the comprehensive planning process that will follow will be a land use policy plan, sub-area plans, capital improvements plan, and various functional plans.

To use our homebuilding analogy, the comprehensive plan is the set of the structural, electrical, plumbing, heat and air, and other plans, plus various schedules and specifications.

**Legal authority**

Why is the Rutherford County Planning Department planning for the whole Rutherford County community, including the cities of Murfreesboro, Smyrna, La Vergne, and Eagleville? Don’t they have their own planning departments?

The *Tennessee Code Annotated*. Section 13-3-301 states that:

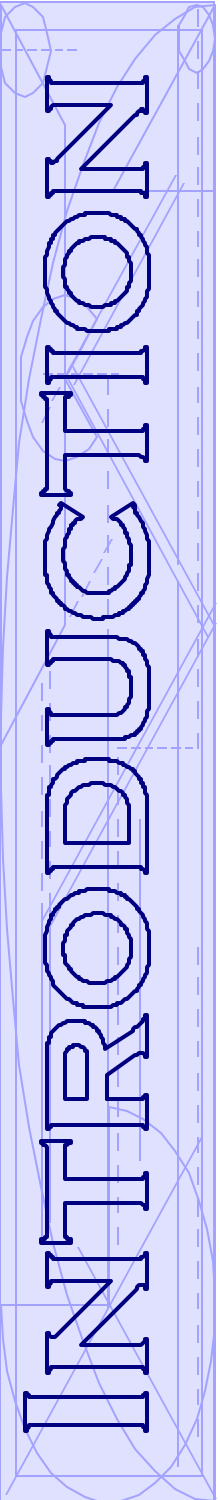
*It is the function and duty of a regional planning commission to make and adopt a general regional plan for the physical development of the territory of the region. Any such plan shall include the planning of municipal territory to the extent which, in the commissioner’s judgment, the same is related to the planning of the region as a whole.*

The *TCA* goes on to state that the plan shall not be deemed an official plan or part of the official plan of any municipality having a municipal planning commission unless adopted as such by the municipal planning commission.

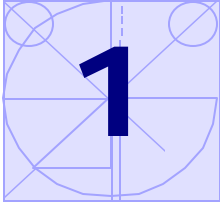
**So what’s the Community Strategic Plan?**  
**It’s a action- and future-oriented plan of strategies for moving from where we are now to where we want to be in the future for all of Rutherford County.**

So whether the cities actually formally adopt the plan or not is up to the municipal planning commissions. But the regional planning commission, by law, has a duty to plan for the entire region.

Further, Section 13-3-104 of the *TCA* gives regional planning commissions the







# INTRODUCTION

power to promote cooperation among city governments as well as county officials. One of the central themes running throughout this plan is better cooperation between the various city governments and the county government.

But this theme of cooperation between governments is not sounded so consistently and insistently throughout the plan because the *TCA* mandates it. It is a call to all local government officials—elected and appointed—from city residents and county residents.

The problems that face the Rutherford County community are interconnected, but the community’s decision-making machinery is not. There is a pressing need for new decision-making machinery—institutions of foresight—to deal with a world whose complexity has swamped our community’s existing decision processes.

## Citizen-based

In the old days, planners wrote plans, legal notices were published in the classified ads in the newspaper, public hearings were held at which a handful of people showed up, and the plans were adopted by the planning commission. The planner might have written a very good plan and he or she might work hard at seeing that it was implemented. But what happened if the planner moved to another community or got run over by a bus? The plan sat on a shelf. In planning offices all over the United States sit literally hundreds of thousands of plans that have never been opened since they were adopted.

To avoid this, in 1994, the Rutherford County Planning Department, in conjunction with a Rutherford County Chamber of Commerce initiative called Rutherford 2020, held a series of visioning workshops across the county. In September 1995, the Planning Department called for citizens to volunteer to work on this strategic plan. Over 200 citizen volunteers met weekly in eleven different workgroups for several months to identify strengths, weaknesses, opportunities and threats and formulate community goals and objectives. Strategies were then devised to take us from where we are now to where we need to go to achieve our collective vision.

Each of the eleven workgroups—Community Design & Environment, Education, Economic Development, Government Structure & Process, Growth Management, Heritage Resources, Housing and Social Concerns, Infrastructure & Transportation, Land Use, Public Facilities & Services, and Park, Recreation & Open Space—elected a representative to a Steering Committee. Two representatives from the Rutherford County Regional Planning Commission were also asked to be on the Steering Committee. This committee met during 1996 and 1997, painstakingly going over each and every goal, objective and strategy in the plan coordinating them and making sure they weren’t taking us in two different directions at the same time.

This *Community Strategic Plan* is not government planning for government. It is the product of community leadership, not political leadership. This plan is truly a citizen-based plan. Citizens wrote it. Citizens formulated the strategies in it. Citizens promoted it. And citizens will take it to the planning commissions and ask for adoption. And they will take it to their legislative bodies and ask them to implement it. The citizens who gave birth to this plan came from all over the county—Murfreesboro, Smyrna, La Vergne, Eagleville, Lascassas, Christiana, Kittrell, Gum, Hoovers Gap, Fosterville, Milton, and all points between. They were black, white and Asian. They were male and female, young and old. They were rich, poor and middle-class. They are business leaders, they are volunteers, they head non-profit agencies, they sit on boards and work on committees and are the human infrastructure of Rutherford County.

## Adoption & Implementation

After a series of townhall meetings across the county, the *Rutherford County Community Strategic Plan* will be presented to the

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Rutherford County Regional Planning Commission. Assuming it is adopted, the plan will then be certified in accordance with *Tennessee Code Annotated* Section 13-3-304 to the Tennessee Department of Economic and Community Development, to the Rutherford County Board of Commissioners, and to the planning commission of each municipality in the county. The municipal planning commissions “may adopt, as a part or amendment of or addition to the plan of the municipality, so much of the regional plan or part or amendment thereof or addition thereto as falls within the territory of the municipality, and when so adopted it shall have the same force and effect as though made and prepared, as well as adopted, by such municipal planning commission.”

Adoption is easy compared to implementation. Remember our house plan? To implement the plan, the craftsmen use their tools—their hammers, saws, drills, sanders, etc. To implement our community plan, we shall use our planning tools—the zoning resolution, the subdivision regulations, the design specifications, etc.

For strategies in the plan that identify non-governmental agencies or organizations to be responsible for implementation, every one of those parties have been contacted by members of the Community Strategic Plan Steering Committee and has agreed to be responsible for implementing that particular strategy.

The Rutherford County Planning Department will monitor implementation progress and prepare and deliver an annual report to the Regional Planning Commission, all municipal planning commissions that adopted part or all of the plan, and the Steering Committee.

## Organization of this document

### Summary Document

**Please note that this is a Summary Document. It is a condensed version of the full Community Strategic Plan.** It contains all of the full plan’s goals, objectives and strategies. In the full plan, each strategy has a *How* section, which describes in detail how to implement the strategy; a *Who* section, which describes who should be responsible for implementing the strategy; a *When* section, which gives a date by when the strategy should be begun or realized; and a *Performance Measure* section, which lays out a benchmark by which we can all agree the strategy has been realized or was successful.

**The full Rutherford County Community Strategic Plan is available at all public libraries in Rutherford County, the Rutherford County Planning Department at 1 Public Square South, and the Rutherford County Executive’s Office in the Rutherford County Courthouse.** Copies are also available for purchase at Kinko’s and Sir Speedy in Murfreesboro. There are also plans to make the full plan available on the World Wide Web, but details are not available as this goes to press.

### Sections

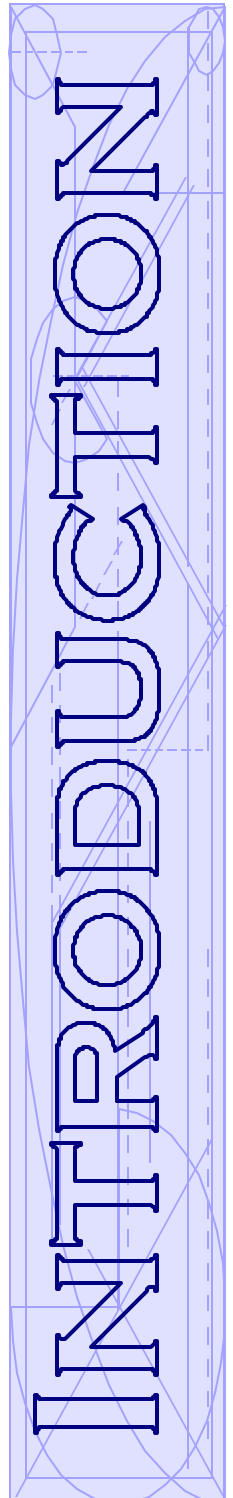
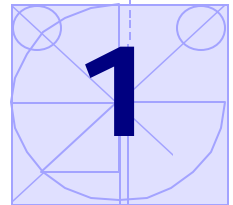
Section 2 of this document looks at the past, present and future of Rutherford County, especially from a demographic viewpoint. Sections 4 - 14 contain the goals, objectives and strategies formulated by each of the eleven workgroups.

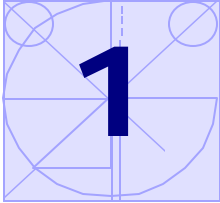
Section 3, Common Strategies , compiles those strategies that were devised by two or more workgroups .

### Strategies

In each of the workgroup subject sections, there is a brief introduction to the subject area followed by the mission statement and goals adopted by the workgroup. Objectives and strategies follow the mission statement and goals.

In most cases in this plan, the various strategies listed under each objective are multiple strategies to achieve the desired objective. All, part or some combination of the strategies may be implemented to achieve the desired objective. They may or may not be sequential—that is, strategy 2 can only be implemented after strategy 1 is completed. Sometimes, however, the strategies listed under a particular objective are strategic alternatives—that is,





the selection of one strategy makes the other alternatives moot. In the case of strategic alternatives, the strategies are listed in order of preference of the workgroup. Usually, but not always, the lower ranked strategic alternatives may be interim steps to implementing the higher ranked alternatives.

Strategic alternatives are identified with an icon depicting an arrow splitting off into several directions, as shown at the beginning of this paragraph.

Common strategies are those strategies that were devised by more than one workgroup. Section Three contains all of the common strategies gathered in one place, but they also appear in the individual workgroup subject sections. Common strategies are identified with an icon depicting multiple arrows, as shown at the beginning of this paragraph.

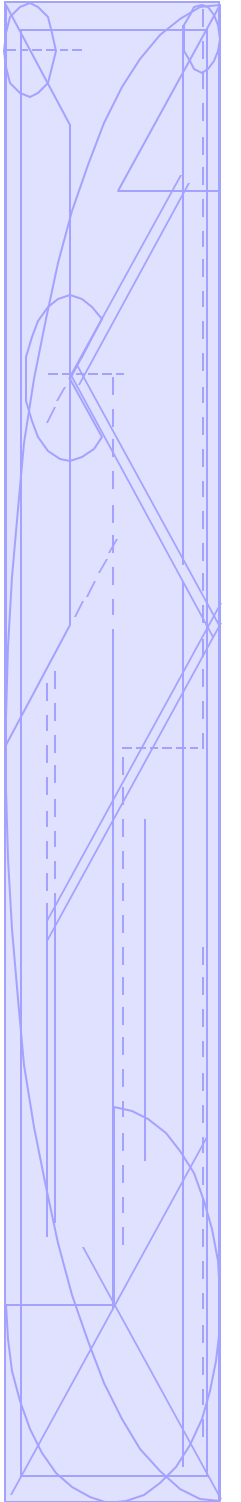
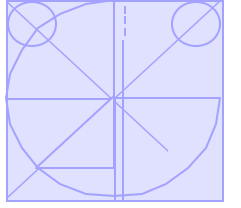
When a common strategy is listed, icons representing all the workgroups that came up with that strategy are shown. See the icon key below to see which icons represent which workgroup subjects.

Not surprisingly, because so many of the participants in this plan are community leaders, many of the ideas they brought to the table are already in process. Scattered throughout the plan you will find strategies which were just a good idea two years ago, and have now become or are now becoming reality. The two icons you see at the beginning of this paragraph represent strategies that respectively, have been implemented, or are in process.

### **The Rutherford County Community**

We end, then, as we began: with recognition that the community is ourselves, mirroring with precision our needs and our activities, our values and our aspirations, our confusions and contradictions.

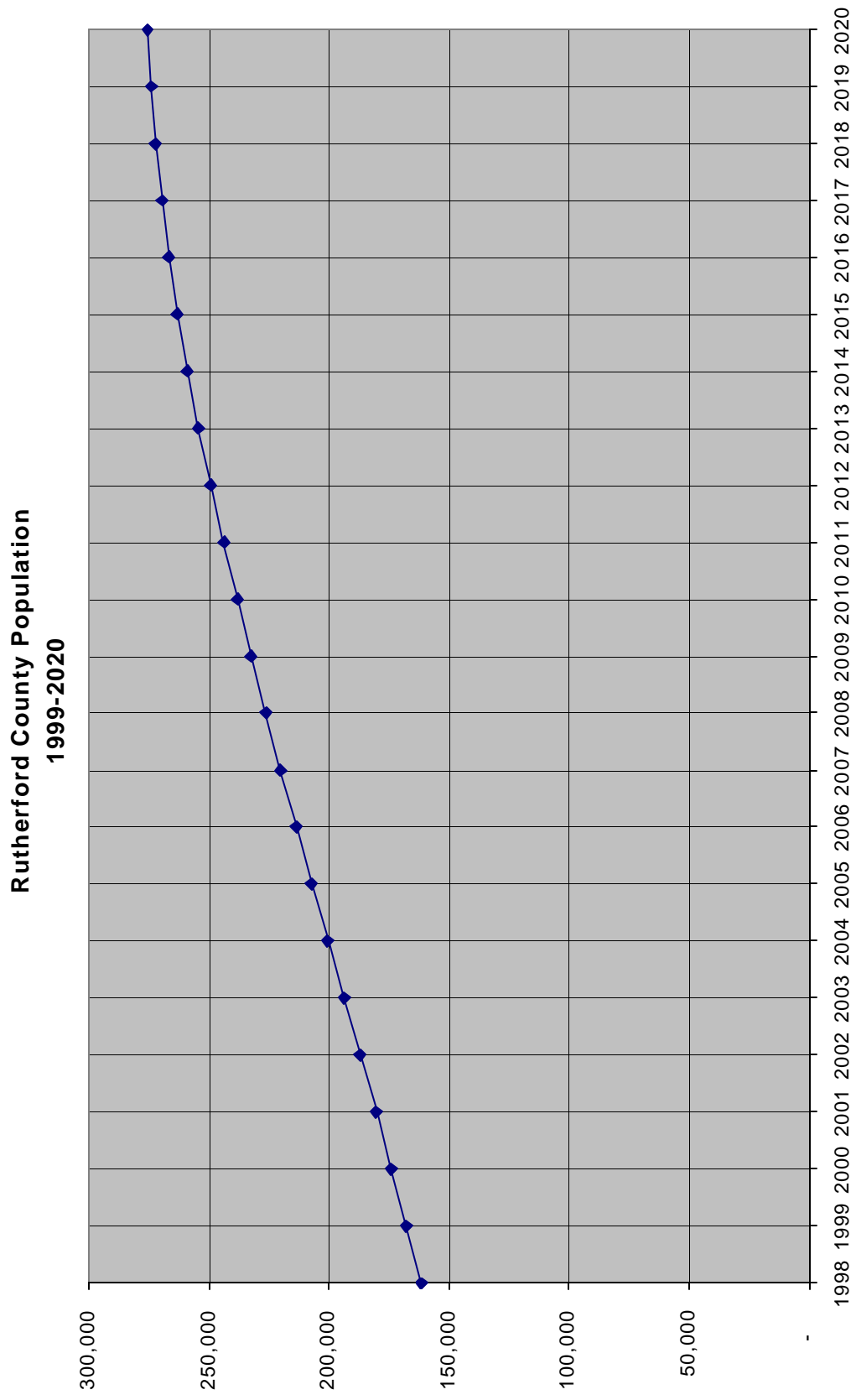
# INTRODUCTION






# PAST, PRESENT & FUTURE

## 2



## Common Strategies & Priorities - The Four Themes

**G**reat minds think alike. At least they do on some issues. Some strategies were so popular that more than one workgroup came up with them to deal with the problems or take advantage of the opportunities of their workgroup's subject area.

 When a strategy is common to two or more workgroups, it is referred to in this document as a *common strategy*. Whenever you see the icon to the left of this paragraph beside a strategy in this document, it means it is a common strategy. Other icons grouped with the common strategy icon identify which other workgroups the strategy is in common with. But rather than make the reader go through the entire document looking for the common strategies, we have assembled them here in one section.

The fact that more than one workgroup formulated a particular strategy probably means that it is a broad-based strategy that addresses problems common across several workgroup subject areas. These, then, become priorities for our community. But it is possible for a more narrowly focused strategy to also be a priority. Therefore each workgroup was asked to identify three or four objectives, strategies or combination thereof as *priorities* for the community. Those priorities are also included in this section.

When you look at the goals, objectives, and strategies in the Community Strategic Plan as a whole, and particularly when you look at the Common Strategies and Priorities, four themes recur throughout the plan.

First, Rutherford County citizens want their local governments to be efficient and effective. Instead of disagreeing over whether we need less government or more government, they agreed that we need to address the quality of our governments. They either want the number of local governments and departments reduced—metropolitan government and consolidation of government functions were two of the most frequently occurring strategies—or they want the different municipal governments and the county government to cooperate with each other.

Second, Rutherford County citizens want to preserve what's unique about their community—what gives the community its distinct personality. They want the traditional communities in the presently unincorporated areas of the county to retain their identities and personalities, even if they are later annexed into the cities. They want the community's historic and environmental features to be protected and preserved.

Third, while some want more growth and some want less, most want to see the growth we have be better managed. They want the benefits that come from growth to be maximized and the costs minimized.

And finally, they want their local governments to allow them more participation in the governmental process. They want their governments to become more participatory.

### ICON KEY



Strategic Alternative



Common Strategy



Completed Strategy



Partially Implemented Strategy

◆CD Community Design & Environment

◆EC Economic Development

◆ED Education

◆GS Government Structure & Process

◆GM Growth Management

◆HR Heritage Resources

◆HS Housing & Social Concerns

◆IT Infrastructure & Transportation

◆LU Land Use

◆PR Parks, Recreation & Open Space

◆PF Public Facilities & Services

3

COMMON STRATEGIES

## Theme 1 - Quality of Government

- 
**STRATEGY 1 - Cooperate with other counties to improve the range of revenue sources and restructure local government to meet the needs of the twenty-first century. ♦EC ♦GS ♦GM ♦IT**
- 
**STRATEGY 2 - Consolidate services through intergovernmental partnerships. ♦ED ♦GS ♦GM ♦PF**
- 
**STRATEGY 3 - Combine municipal and county planning commissions and departments (functional consolidation). ♦CD ♦EC**
- 
**STRATEGY 4 - Investigate the Charter Form of county government. ♦GS ♦GM**
- 
**STRATEGY 5 - Investigate metropolitan government and allow the citizens to vote on it in a referendum. ♦CD ♦EC ♦ED ♦GS ♦GM ♦PR ♦PF**
- 
**STRATEGY 6 - Reactivate the Intergovernmental Planning Advisory. ♦CD ♦GM**
- 
**STRATEGY 7 - Develop an economic development council. ♦EC ♦PF**
- 
**STRATEGY 8 - Strengthen the School Boards' planning procedures. ♦ED ♦GM**
- 
**STRATEGY 9 - Establish continuing education for planning commissioners; invite county commissioners and city council members to attend. ♦CD ♦GM ♦LU**
- 
**STRATEGY 10 - Develop a Capital Improvement Plan. ♦GS ♦PF**
- 
**STRATEGY 11 - Adopt Impact Fees. ♦CD ♦ED ♦GS ♦GM ♦IT ♦PR**
- 
**STRATEGY 12 - Utilize the dedication of land for parks and recreation purposes by developers. ♦CD ♦PR**
- 
**STRATEGY 1 - Develop, adopt and implement a land use policy plan for the unincorporated areas of Rutherford County, using the**

## Theme 2 - Preserve Unique Qualities

3



traditional Rutherford County cities and communities as nodes for residential and commercial development. ♦CD ♦GM ♦HR ♦IT ♦LU ♦PF



STRATEGY 2 - New schools should have much smaller core sizes and should be located in Rutherford County's traditional communities. ♦ED ♦GM



STRATEGY 3 - Develop, adopt and implement sub-area plans for the unincorporated areas of Rutherford County. ♦CD ♦GM ♦HR ♦IT ♦LU ♦PF



STRATEGY 4 - Conduct "town-hall" meetings in the traditional unincorporated Rutherford County communities for (a) any proposed major infrastructure; (b) any major development projects; or (c) sub-area or corridor plans impacting those communities. ♦CD ♦LU



STRATEGY 5 - Establish a Parks & Recreation Foundation & Land Trust Organization. ♦CD ♦GM ♦HR ♦PR



STRATEGY 6 - Encourage conservation easements. ♦CD ♦GM ♦PR



STRATEGY 7 - Establish accountability for environmental issues. ♦CD ♦LU



STRATEGY 8 - Contract with Corps of Engineers to conduct inventory environmentally and historically significant land. ♦CD ♦HR ♦LU ♦PR



STRATEGY 9 - Inventory undeveloped parcels along the Stones River and Percy Priest Lake and evaluate for possible uses. ♦CD ♦PR



STRATEGY 10 - Organize an environmental protection workshop. ♦CD ♦LU



STRATEGY 11 - Rutherford County and the cities of Murfreesboro and Smyrna should adopt a common scenic corridor overlay zoning amendment. ♦EC ♦HR ♦PR

STRATEGY 1 - In conjunction with the Land Use Policy Plan, the Rutherford County Board of Commissioners should hire an

## Theme 3 - Manage Growth

engineering consulting firm to:

- determine which of the unincorporated areas of the county are unlikely to be sewerred by the municipalities;
- investigate and determine what alternatives to municipal sewer service might be appropriate for each of these areas, estimate costs and recommend revenue sources, and prioritize each project, consistent with the adopted land-use and growth management plans. ♦CD ♦HR ♦IT ♦LU ♦PF

**STRATEGY 2 - Develop and adopt facility and service standards. Evaluate development proposals against these standards to see if they contribute to achieving community long-range goals. ♦CM ♦ED ♦GS ♦GM ♦PR ♦PF**

**STRATEGY 3 - Evaluate and revise as appropriate the Rutherford County growth management and land use implementation tools: the zoning resolution and subdivision regulations. ♦CD ♦GM ♦HS ♦LU**

**STRATEGY 4 - Inventory all land uses in the unincorporated areas of Rutherford County. ♦CD ♦GM ♦LU**

**STRATEGY 5 - Develop a county-wide geographic information (GIS) system to assist in managing growth. ♦CD ♦EC ♦GM ♦PF**

**STRATEGY 6 - Initiate a pilot year-round multi-track school project. ♦ED ♦IT ♦GM**

**STRATEGY 7 - Institute commuter rail between Murfreesboro and downtown Nashville with stops in Smyrna and La Vergne. ♦CD ♦GM ♦IT**

**STRATEGY 8 - As an interim measure until commuter rail is realized, institute regional bus service between Murfreesboro, Smyrna, La Vergne and downtown Nashville. ♦CD ♦GM ♦IT**

**STRATEGY 9 - Create land use policies that are automobile-alternative friendly. ♦CD ♦GM ♦LU**

**STRATEGY 10 - Use community design standards to encourage alternatives to automobiles. ♦CD ♦GM**

**STRATEGY 11 - Rutherford County Government should establish a Public Building Authority to handle all major construction projects. ♦ED ♦IT**

**STRATEGY 12 - Rutherford County and the municipal governments should use life-cycle costing to evaluate all infrastructure and transportation projects. ♦IT ♦PR ♦PF**

**STRATEGY 1 - Survey the community. ♦CD ♦GM**

**STRATEGY 2 - Telecast Rutherford County Board of Commission and Planning Commission meetings. ♦CD ♦GM**

## Theme 4 - Participatory Government

3



**STRATEGY 3 - Ask planning-related questions of candidates for municipal and county elected offices. ♦CD ♦GM**



**STRATEGY 4 - Conduct a community outreach program to educate the public on planning and growth management issues. ♦CD ♦GM**



**STRATEGY 5 - Publicize planning commission agendas prior to meetings. ♦CD ♦GM**



**STRATEGY 6 - Publicize findings of the Community Visual Preference Survey as prepared by Community Planning and Research. ♦CD ♦LU**



**STRATEGY 7 - The local planning commissions should make a commitment to the citizens that any updates to the localities' long range transportation plans or any other major transportation plans will have a citizens' workgroup actively involved throughout the process. ♦CD ♦IT ♦LU**

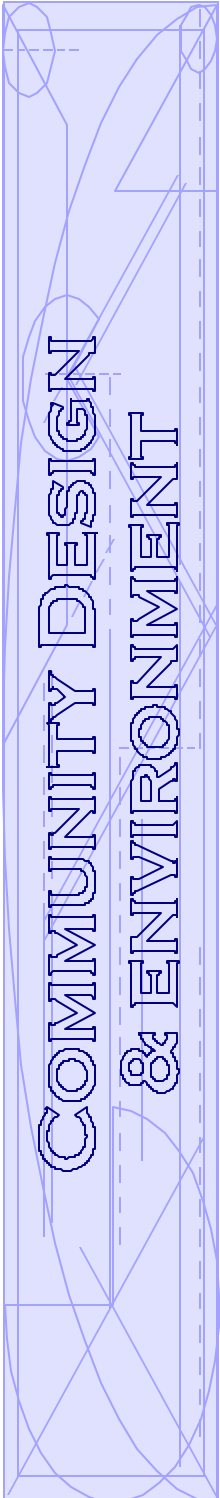
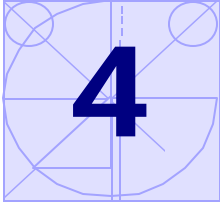


**STRATEGY 8 - Establish a countywide volunteer coordinating center. ♦HS ♦PR**



COMMON STRATEGIES





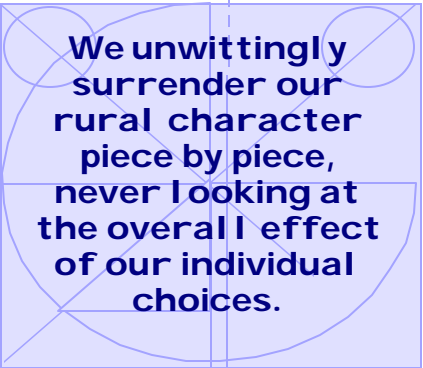
**D**esigning the rural landscape is not a familiar notion to many people. We unwittingly surrender our rural character piece by piece, never looking at the overall effect of our individual choices. While one can imagine laying out a city or developing and promoting an image for a metropolitan area, it is a rare community that designs its landscape. Perhaps this is because there is an illusion that the rural landscape is an ever-present feature of our lives; like our air, always surrounding us. It seems as though we appreciate it only after it has been lost.

But landscapes are constantly changing, particularly in areas such as Rutherford County, which has doubled its population since 1975 and will double again by 2020. Our land will not always surround us, at least not in its present form. The need to design and protect the Rutherford County landscape has never been so pressing.

Unguarded change will leave our landscapes vulnerable to poor design and waste. Loss of property values will eventuate as well as an irretrievable loss of our community's character. It has been said that "The first 10% of development usually destroys 50% of the countryside." This is because unplanned, haphazard development can unnecessarily destroy our view from the road. The visual quality of life is diminished. Those features of our lands that tie us to our past, those "places of the heart," simply cannot be seen due to excessive signage, strip development, and poorly designed spaces. The natural features that we value so highly will be needlessly wasted and degraded. We all will be worse off.

In developing strategies to address these threats, the first task of the Community Design and Environment Work Group has been to identify the strengths, weaknesses, opportunities and threats with regard to each of the areas as defined:

- **Community Design** The physical appearance of the community as well as the ease with which one gets around or reads their surroundings, with particular emphasis on the built environment or people's influence on their surroundings. The community's image arises in large part from the community's design.
- **Environment** The natural undeveloped features of the community, including flood plains, cedar glades, sink holes, grasslands, wetlands, significant slopes and natural areas. Unique features of the land. The air and water are included as well.




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## Community Design & Environment Goals



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### Land Use

The abundance of developable land and the relatively low cost of land in this community have encouraged consumptive and wasteful land development patterns. Land, a limited resource, cannot be squandered even if it appears to be limitless. Development must be directed to locations where public services can be most efficiently delivered subject to the other goals below.

### Growth Management

Rapid, uncontrolled growth comes at too high a price and will eventually destabilize property values and diminish quality of life. Planning authorities must deal with growth in a fair and judicious manner.

### Transportation

Automobile traffic and congestion will rise as population rises. The extent to which this will have a negative impact on the community will largely depend on whether or not there are plans to mitigate it. Land use and community design policies and guidelines should seek to increase transportation efficiency, encourage alternatives to single-occupancy vehicles, and decrease automobile dependency.

### Public Environment

Our community's character depends upon thousands of individual investment decisions made on a daily basis by homeowners, developers, business firms, institutions, and public agencies. We should seek to maximize public benefits given limited resources by guiding development aspects that are used and seen by significant numbers of people. The distinct identity and character of different areas of Rutherford County should be maintained. We should seek to minimize "visual pollution."

### Natural, historic and cultural resources

Rutherford County and its cities should seek to achieve a harmonious and attractive development pattern that minimizes undesirable visual, auditory, environmental and other impacts created by potentially incompatible uses and inappropriate community design. We should promote the use of sound community design principles to preserve and enhance natural, cultural and historic landscapes and resources. Major transportation corridors, entry points, and vistas should be given special community design attention.

## Objective 1 - Develop long-range planning policies that conserve significant natural landscapes and cultural and historic sites.

**STRATEGY 1 - Inventory all land uses in the unincorporated areas of Rutherford County. ♦CD ♦GM ♦LU**



**Strategy 2 - Contract with the US Army Corps of Engineers to conduct an inventory of environmentally and historically significant land. ♦CD ♦HR ♦LU ♦PR**



**Strategy 3 - Develop and adopt facility and service standards. Evaluate development proposals against these standards to see if they contribute to achieving community long-range goals. ♦CM ♦ED ♦GS ♦GM ♦PR ♦PF**



**Strategy 4 - Develop, adopt and implement a land use policy plan for the unincorporated areas of Rutherford County, using the traditional Rutherford County cities and communities as nodes for residential and commercial development. ♦CD ♦GM ♦HR ♦IT ♦LU ♦PF**



**Strategy 5 - Evaluate and revise as appropriate the Rutherford County growth management and land use implementation tools: the zoning resolution and subdivision regulations. ♦CD ♦GM ♦HS ♦LU**



**Strategy 6 - Continue to maintain and conduct studies relating to the population and the economy.**

## Objective 2 - Develop an integrated environmental management program to ensure the adequate protection of land, water and air.

**Strategy 1 - In conjunction with the Land Use Policy Plan, the Rutherford County Board of Commissioners should hire an engineering consulting firm to:**



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COMMUNITY DESIGN & ENVIRONMENT

# 4

## COMMUNITY DESIGN & ENVIRONMENT

- determine which of the unincorporated areas of the county are unlikely to be sewered by the municipalities;
- investigate and determine what alternatives to municipal sewer service might be appropriate for each of these areas, estimate costs and recommend revenue sources, and prioritize each project, consistent with the adopted land-use and growth management plans. ♦CD ♦HR ♦IT ♦LU ♦PF

Strategy 2 - Organize an environmental protection workshop.  
♦CD ♦LU

Strategy 3 – Establish accountability for environmental issues.  
♦CD ♦LU

### Objective 3 - Utilize the Stones River for its aesthetic, environmental and recreational opportunities.

Strategy 1 - Inventory undeveloped parcels along the Stones River and Percy Priest Lake and evaluate for possible uses. ♦CD ♦PR

Strategy 2 - Establish a Parks & Recreation Foundation & Land Trust Organization. ♦CD ♦GM ♦HR ♦PR

Strategy 3 – Encourage conservation easements. ♦CD ♦GM ♦PR

### Objective 4 - Develop an awareness and responsibility for design in the community.

Strategy 1 - Expand the role of the Rutherford County Beautification Commission to include issues relating to the community's design and environment.

Strategy 2 – Publicize findings of the Community Visual Preference Survey as prepared by Community Planning and Research. ♦CD ♦LU

Strategy 3 - Establish annual awards to recognize examples of excellence in commercial design and landscaping.

Strategy 4 - Encourage art in public spaces

### Objective 5 - Support small communities and neighborhoods

Strategy 1 - Develop, adopt and implement sub-area plans for the unincorporated areas of Rutherford County. ♦CD ♦GM ♦HR ♦IT ♦LU ♦PF

Strategy 2 - Conduct "town-hall" meetings in the traditional unincorporated Rutherford County communities for (a) any proposed major infrastructure; (b) any major development projects; or (c) subarea or corridor plans impacting those communities. ♦CD ♦LU

Strategy 3 - Provide homeowners the opportunity to live in a traditional neighborhood development which consists of compact neighborhoods, public open space, mixed uses, and interconnected street networks.

## Objective 6 - Encourage the preservation of agriculture and open space

Strategy 1 – Organize an environmental protection workshop.  
◇CD ◇LU



Strategy 2 - Utilize the dedication of land for parks and recreation purposes by developers. ◇CD ◇PR



Strategy 3 - Standards for parks, recreation and open space should be set and adopted by the Rutherford County government and its municipal governments. These standards should then be used for parks, recreation and open space planning. ◇CD ◇PR

## Objective 7 - Improve coordination between the jurisdictions



Strategic Alternative 1 - Investigate metropolitan government and allow the citizens to vote on it in a referendum. ◇CD ◇EC ◇ED ◇GS ◇GM ◇PR ◇PF



Strategy 2 - Combine municipal and county planning commissions and departments (functional consolidation). ◇CD ◇EC



Strategy 3 - Develop a county-wide geographic information (GIS) system to assist in managing growth. ◇CD ◇EC ◇GM ◇PF

## Objective 8 - Reduce automobile dependency



Strategy 1 - Institute commuter rail between Murfreesboro and downtown Nashville with stops in Smyrna and La Vergne. ◇CD ◇GM ◇IT



Strategy 2 - As an interim measure until commuter rail is realized, institute regional bus service between Murfreesboro, Smyrna, La Vergne and downtown Nashville. ◇CD ◇GM ◇IT



Strategy 3 - Create land use policies that are automobile-alternative friendly. ◇CD ◇GM ◇LU



Strategy 4 - Use community design standards to encourage alternatives to automobiles. ◇CD ◇GM



Strategy 5 - The local planning commissions should make a commitment to the citizens that any updates to the localities' long range transportation plans or any other major transportation plans will have a citizens' workgroup actively involved throughout the process. ◇CD ◇IT ◇LU

## Objective 9 - Use growth to help pay for needed infrastructure



Strategy 1 - Adopt Impact Fees. ◇CD ◇ED ◇GS ◇GM ◇IT ◇PR

## Objective 10 - Improve community relations, educate and create awareness



Strategy 1 - Establish continuing education for planning commissioners; invite county commissioners and city council members to attend. ◇CD ◇GM ◇LU

Strategy 2 - Conduct a community outreach program to educate the public on planning and growth management issues. ◇CD ◇GM

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COMMUNITY DESIGN  
& ENVIRONMENT

# 4

## COMMUNITY DESIGN & ENVIRONMENT



**Strategy 3 - Ask planning-related questions of candidates for municipal and county elected offices. ♦ CD ♦ GM**



**Strategy 4 - Rutherford County government and each of the municipal governments should have high quality World Wide Web sites on the Internet. The planning departments should have their own page(s) within that site and it should be used to disseminate information, agendas, and educate the public on planning and growth management issues.**

**Strategy 5 - Publicize planning commission agendas prior to meetings. ♦ CD ♦ GM**



**Strategy 6 - Televis Rutherford County Board of Commission and Planning Commission meetings. ♦ CD ♦ GM**



**Strategy 7 - Survey the community ♦ CD ♦ GM**



**E**conomic development is essential to and inseparable from the creation and maintenance of a high quality of life for a community. Economic development efforts should be related to and coordinated with virtually every other type of community activity and particularly efforts in education, manpower use, land use, taxation, health, and the environment.

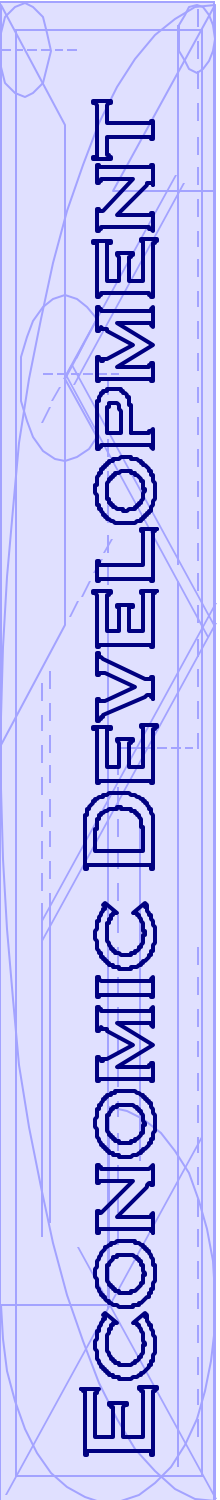
Communities have been involved in some form of economic development since the earliest days of the Republic. Today's challenge is to make local government an active entrepreneur—or helper of entrepreneurs—in a fair and politically acceptable way. State and local economic development efforts should de-emphasize assistance to large firms which are usually able to function effectively without state and local government assistance beyond a reasonably fair tax and regulatory system. The alternative is to turn state and local activities toward retention of existing businesses of all sizes, promotion of growth of industries already in a community, a manpower system that legitimately connects applicants with jobs, and finally the nurturing of brand new industries.

Rutherford County is fortunate to enjoy a diversified economy that has grown in recent years. The County's population has been increasing at a steady six percent each year since the early 1970s. Employment grew by over 60 percent between 1986 and 1996 and personal income grew by almost 60 percent over the same period. Today, Rutherford County is home to more than 150 manufacturing facilities and 5,000 businesses.

One dominant quality that has attracted both industries and people, is our community's personality—what we have that makes us unique. Rutherford County has a charm that many people and businesses find attractive. We have nice cities and beautiful rural countryside. We enjoy good schools, an efficient transportation system, reasonably effective infrastructure and relatively low taxes. If we continue our current land use pattern of unchecked sprawl and unmanaged growth, we endanger the very qualities that attract much of the growth that we enjoy today.

Our goal for economic development, then, should be our goal for all other elements of this plan: to grow—but to grow gracefully.

**If we continue our current land use pattern of unchecked sprawl and unmanaged growth, we endanger the very qualities that attract much of the growth that we enjoy today.**




**Economic Development Goals**

**Support of Broader Goals**

Utilize economic development in the Rutherford County community to support broader goals related to quality of life, community values, and protection of our natural and cultural heritage.

**Breadth of Opportunity**

Economic development efforts in our community should create a greater breadth of opportunity for all of our community's people, privileged and underprivileged alike.

**Efficiency and Effectiveness**

Improve the efficiency and effectiveness of economic development efforts in the Rutherford County community.

**Balanced Approach**



# 5

# ECONOMIC DEVELOPMENT

Attain a good balance between efforts to recruit new business and industry and those that support and nurture our existing base.

## **Objective 1 - Coordinate the economic development efforts of the public and private sectors, as well as the jurisdictions**

Strategy 1 – Develop an economic development council. ♦ EC  
♦ PF



Strategy 2 - Combine municipal and county planning commissions and departments (functional consolidation). ♦ CD ♦ EC



Strategy 3 - Develop a county-wide geographic information (GIS) system to assist in managing growth. ♦ CD ♦ EC ♦ GM ♦ PF



## **Objective 2 - Maximize the positive impacts of Middle Tennessee State University (MTSU) in our community.**

Strategy 1 - Build on the MTSU Miller arena to encourage expansion of the horse industry in Rutherford County.

Strategy 2 - Attract businesses to the community which can utilize the flow of interns and graduates from the School of Mass Communications

Strategy 3 - Employ the talents of the faculty and students of the School of Business, the Business and Economic Research Center (BERC) and related programs.

## **Objective 3 - Encourage reforms to government structures and revenue sources that will assist growth in the community.**

Strategy 1 - Cooperate with other counties to improve the range of revenue sources and restructure local government to meet the needs of the twenty-first century. ♦ EC ♦ GS ♦ GM ♦ IT



Strategy 2 - Investigate metropolitan government and allow the citizens to vote on it in a referendum. ♦ CD ♦ EC ♦ ED ♦ GS ♦ GM ♦ PR ♦ PF



## **Objective 4 - Support and retain existing industry in the community.**

Strategy 1 - Increase our community's participation in the Partnership 2000 program.

Strategy 2 - Work with industries in the community to help them utilize the new commuter bus system as a tool for securing workers.

## **Objective 5 - Support and retain existing small businesses in the community, and actively promote the formation of new businesses.**

Strategy 1 - Establish a small business cooperative.

Strategy 2 - Establish a small business incubator.

Strategy 3 - Utilize established business talent in the community to support new ventures

**Objective 6 - Promote economic activities and new business investment which will benefit the community while meeting land-use and growth management goals, particularly those for preservation of rural communities, open space and a clean environment.**

Strategy 1 - Capitalize on our community's excellent location to attract new service and high-technology jobs.

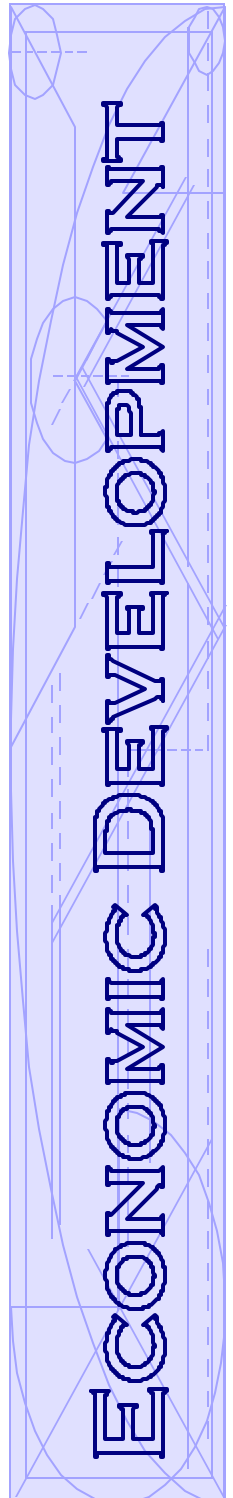
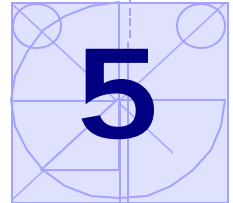
Strategy 2 - Rutherford County and the cities of Murfreesboro and Smyrna should adopt a common scenic corridor overlay zoning amendment. ♦EC ♦HR ♦PR

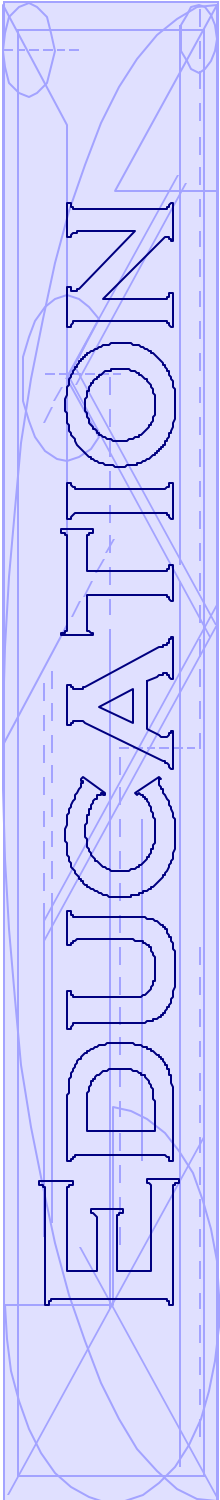
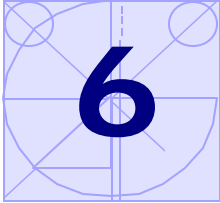


Strategy 3 - Promote tourism, particularly in rural areas and small communities.



**T**he Rutherford County budget for education in fiscal year 1996-97 is in excess of \$95 million, 65.5% of the total budget. For that reason alone, the decisions we make about education in our community will have a major impact on what the





future of the citizens of Rutherford County will be like.

But as any parent will tell you, education issues are not strictly about money. We spent almost two-thirds of our tax dollars on education precisely because we deem it so important. Education—perhaps more than any other subject in this plan—is about the future—the future of our children and grandchildren.

Rutherford County community schools are a plus for the community and go a long way in helping people decide to make Rutherford County their home. The strengths of the schools in Rutherford County are easy to identify: exemplary administrators and teachers, well prepared students and excellent facilities, supported by tightly knit communities, active civic groups and interested businesses.

Fine schools contribute to the quality of life in this community as do a diversified economy, opportunities for higher learning or technical training, an extremely low rate of unemployment, below average cost of living, ample housing opportunities, pleasant weather and gracious people. Ironically, the population growth brought about by these attributes is threatening the quality of schools; this, in turn, is threatening the quality of life in the community.

The growth rate in the community is phenomenal. Projections by the Rutherford County Board of Education predict an increase of 15,725 students over the next ten-year period. Additional demands for classroom space also will result within the next two years from implementation of the State's Basic Education Plan which appropriately lowers pupil-teacher ratios and dictates maximum classroom size. The financial expenditures necessary to address these needs threaten to diminish the quality of education because they reduce the availability of goods and services in the classroom.

Additionally, the financing of new and expanded schools divert resources from services and capital investments needed throughout the community. School financing is the most pressing economic issue facing all of Rutherford County. Understandably, strategies to address these financial pressures were foremost on the minds of those participating in the work group sessions.

Strategies addressing social issues also were of great concern to the Education workgroup participants. The breakdown of social values and morals was ranked as the number one threat to education. Although some felt that addressing these problems was beyond the scope of the committee, it was generally agreed that increased social problems might be mitigated if anticipated early. For example, the work group felt that school size and location were of critical importance in helping students and their families maintain a sense of belonging to their community as well as their school. This sense of belonging, they believed, would nurture a sense of responsibility and ultimately help keep social problems in check while creating an environment more conducive to teaching and learning. In response to these beliefs, the work group drew up several strategies which would help decision-makers recognize the substantial benefits that would occur if size and placement of schools were given primary consideration.

**Schools that are a building block of the community both in their location and their output**

Schools are the cornerstones of communities. Recognizing that strong communities are vital to the quality of life, our schools should not only prepare

**We spent almost two-thirds of our tax dollars on education precisely because we deem it so important.**

students to be productive workers, they should prepare them to be good citizens. Schools should be of a size and in a location that strengthens the traditional communities in Rutherford County.

**Economic Efficiency**

County and municipal education dollars should be spent where they will provide the maximum return. Our community should have the finest schools anywhere compatible with an expenditure level that will not place an excessive burden on the taxpayers.

**Commitment to academic excellence**

Rutherford County and Murfreesboro City schools are recognized as among the better in the state. It is the goal of the community to maintain this high level of academic excellence and increase it, compatible with the availability of financial resources.

**Qualified teachers**

More than facilities or curricula, good teachers make good schools. The Rutherford County community should strive to have the best teachers we can afford and we should find ways to reduce the heavy demands that lead to teacher burnout.

**Collaboration between education and industry**

New and innovative partnership-based educational programs should be explored and initiated to exploit the resources of our industrial and business base.

**Environments conducive to teaching and learning**

School facilities should be of a core-size and classrooms should have a pupil-teacher ratio that are conducive to both teaching and learning.

*NOTE: In the goal above, and throughout this document, school "core" size refers to the total enrollment for which a school building is designed. Core sizes are usually based on such factors as how many students the cafeteria, kitchen, and library are designed to serve as opposed to the number of student desks, or the number of classrooms times the average number of students per classroom.*

**Objective 1 - Strengthen schools and communities**

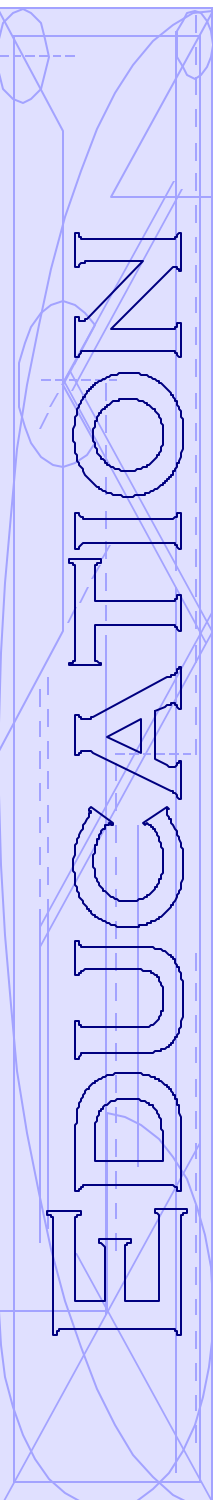
**Strategy 1 - New schools should have much smaller core sizes and should be located in Rutherford County's traditional communities. ♦ ED ♦ GM**

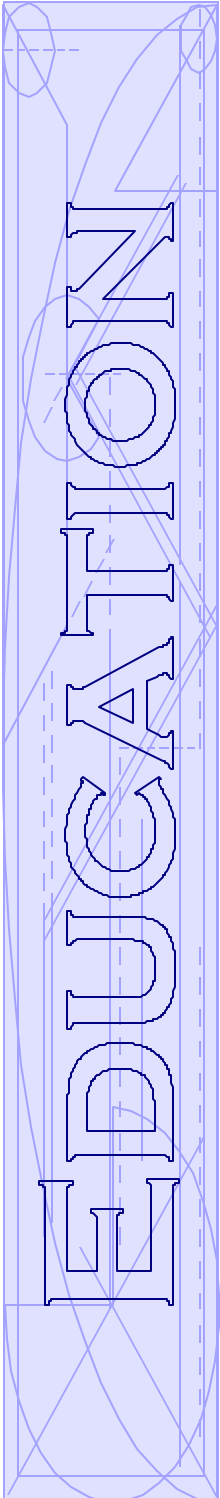
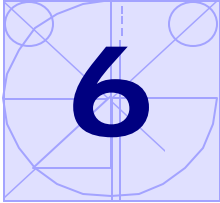


**Strategy 2 - Lower pupil-teacher ratios**

**Strategy 3 - Clarify the role of the school in addressing social problems**

**Objective 2 - Improve coordination of partnership-based educational efforts; publicize them, and initiate additional ones.**





**Strategy 1 - Set up an office in the Rutherford County Board of Education to act as a clearing house to coordinate and publicize all partnership-based efforts and other education and training resources.**

**Strategy 2 - Develop a database linking available talent to organizations. This would provide a listing of individuals to speak or make presentations to classes.**

**Strategy 3 - Publicize partnership-based efforts and other education and training resources**

**Objective 3 - Integrate school planning with community planning**



**Strategy 1 - Develop and adopt facility and service standards. Evaluate development proposals against these standards to see if they contribute to achieving community long-range goals. ♦CM ♦ED ♦GS ♦GM ♦PR ♦PF**



**Strategy 2 - Strengthen the School Boards' planning procedures**

**Strategy 3 - Recommend the Rutherford County Board of Education to use demographics and land use projections prepared by the Rutherford County Planning Department in preparing plans for future facilities.**

**Strategy 4 - Require site plan approval by the Rutherford County Regional Planning Commission for all new school buildings or additions in the unincorporated areas of the county.**

**Objective 4 - Reduce expenditures and increase revenues**

**Strategy 1 - Investigate metropolitan government and allow the citizens to vote on it in a referendum. ♦CD ♦EC ♦ED ♦GS ♦GM ♦PR ♦PF**

**Strategy 2 - Consolidate services through intergovernmental partnerships. ♦ED ♦GS ♦GM ♦PF**



**Strategy 3 - Initiate a pilot year-round multi-track school project. ♦ED ♦IT ♦GM**



**Strategy 4 - Rutherford County Government should establish a Public Building Authority to handle all major construction projects. ♦ED ♦IT**



**Strategy 5 - Establish a central purchasing system**



**Strategy 6 - Adopt Impact Fees. ♦CD ♦ED ♦GS ♦GM ♦IT ♦PR**

**Objective 5 - Improve academic excellence**

**Strategy 1 - Network all county offices and schools; provide Internet access for all schools, libraries, and community centers**



**Objective 6 Reduce teacher burnout**

**Strategy 1 - Create parent committees for each school to study inadequacies in existing school buildings and recommend improvements.**

**Strategy 2 - Establish teacher advisory teams to increase teacher input and control**

**Strategy 3 - Provide support for teachers dealing with additional demands in the educational arena**

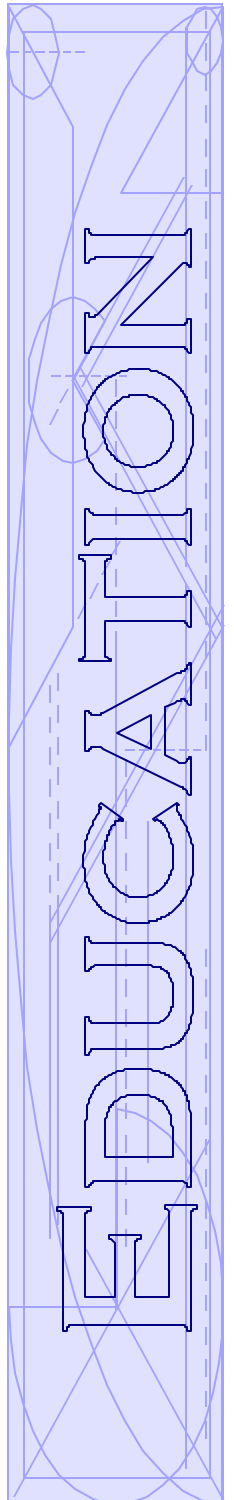
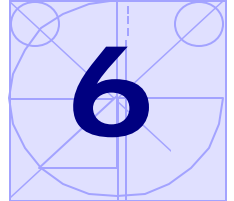
**Strategy 4 - Relieve teachers periodically of continued stress and demands through provision of sabbaticals and principal /teacher transfers between schools.**

**Objective 7 - Establish a more cooperative and open relationship between the school boards and the legislative bodies**

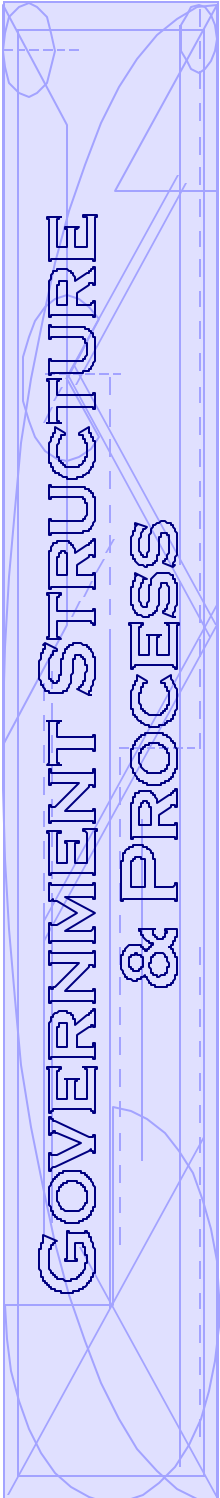
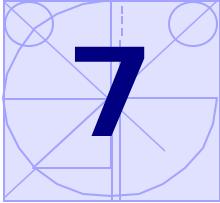
**Strategy 1 Schedule quarterly informal meetings**

**A**s the economist John Maynard Keynes once noted, the difficulty lies not so much in developing new ideas as in escaping from old ones.

In the public debate about government, the old ideas still embraced by most public leaders and politicians assume the important question is *how much* government we have—not *what kind* of government. We will not solve our problems by spending more or spending less, by creating new programs or privatizing public functions. At some times and in some places, we do need to spend more or less, create new programs or privatize







public functions. But to make our governments effective in the twenty-first century, we must address the *quality* of our governments. The citizens of Rutherford County demand more performance for less money. And yet many of our leaders debate the same old options: fewer services or higher taxes.

Ask anyone what's wrong with government today and chances are you will hear the word bureaucracy somewhere in their response. Ask anyone their reaction to the word bureaucracy and almost universally it will be negative.

The very conditions that fostered the emergence of bureaucracy, that made it possible and preferable, have changed. Developed in an age when the pace of society was slow and change proceeded at a leisurely rate, bureaucracy is ill-suited for today's breathtaking rate of change. Developed in an age of hierarchy, when only those at the top possessed enough information to make informed decisions, bureaucracy has become repressive in today's information society, in which people get information from many of the same sources their leaders do and almost as fast. Developed in an age when people worked with their hands instead of their minds, bureaucracy is burdensome to workers in a knowledge-based society. Developed in an age when most citizens had similar wants and needs, bureaucracy is out-of-date in an age of niche markets.

The private sector has always led the public sector in innovations. Hierarchical authority, functional specialization and the assembly line were the private sector's response to the emergence of the industrial age and were the harbingers of the bureaucratic model in government. But bureaucracy in business solved many of the same problems and caused many of the same problems as in government. And once again, the private sector has led the way in innovations. If we applied these private-sector innovations in the information age to the public sector, what would our local governments look like compared to the bureaucratic model?

**In the public debate about government, the old ideas still embraced by most public leaders and politicians assume the important question is *how much* government we have—not *what kind of* government.**

**Our Government Should Be:**

**Operated under a mission driven budget**

The guiding force behind every single thing our local county and city



governments do should be their mission—their fundamental purpose. Mayors, executives, councils and commissions must abdicate the control of management of the government's affairs to the managers. In return, they gain control over policy. Managers should be held responsible not for staying within line item budget amounts, but for achieving objectives consistent with their mission, at a reasonable cost.

**Proactive not Reactive**

Our city and county governments should always use an ounce of prevention, rather than a pound of cure; and they should do everything possible to build foresight into their decision

making.

## **Flexible and Responsive to Change**

Our city and county governments should decentralize authority and information. They should use participatory management, encourage teamwork, flatten organization structures, seek to provide even more information to their employees to help them make better decisions, allow employees to learn from making mistakes; in short they should *empower* employees.

## **Accountable to the Citizens of Rutherford County**

Our local city and county governments should be customer-driven, listening carefully to their customers through customer surveys, focus groups, and a wide variety of other methods. They should give their customers choices.

## **Conscientious in Setting Reasonable Tax Rates**

Many people believe there are only two ways out of our repeated fiscal crises: we can raise taxes or we can cut spending. We ask for a third choice. We do not want less education, fewer roads, or diminished public services. Nor do we want higher taxes. We want better education, better roads, and better public services, for the same tax dollar.

### **Objective 1 - Reform local government structure & revenue sources**

**Strategic Alternative 1 - Consolidate services through intergovernmental partnerships.** ♦ED ♦GS ♦GM ♦PF

**Strategic Alternative 2 – Investigate the Charter Form of county government.** ♦GS ♦GM



**Strategic Alternative 3 – Investigate metropolitan government and allow the citizens to vote on it in a referendum.** ♦CD ♦EC



♦ED ♦GS ♦GM ♦PR ♦PF



**Strategy 4 - Cooperate with other counties to improve the range of revenue sources and restructure local government to meet the needs of the twenty-first century.** ♦EC ♦GS ♦GM ♦IT

### **Objective 2 - Separate policy control from operations**



**Strategy 1 - Adopt mission statements and evaluate periodically**

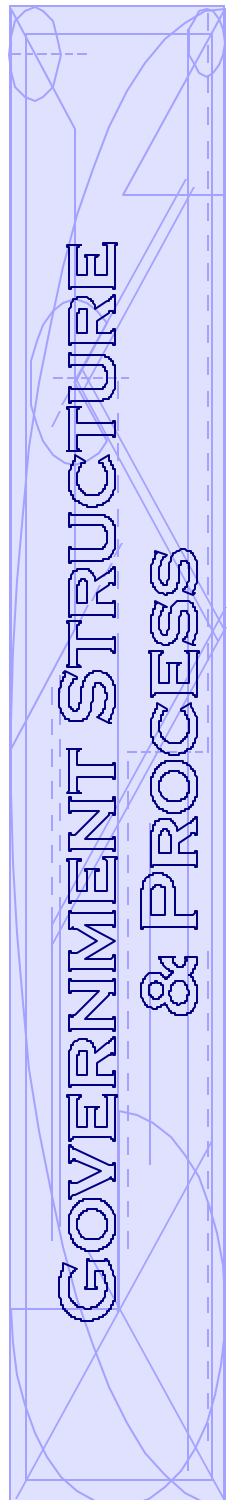
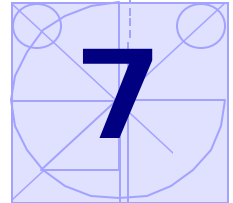
**Strategy 2 - Conduct annual performance reviews of all departments, managers and employees—evaluating against the mission statement**

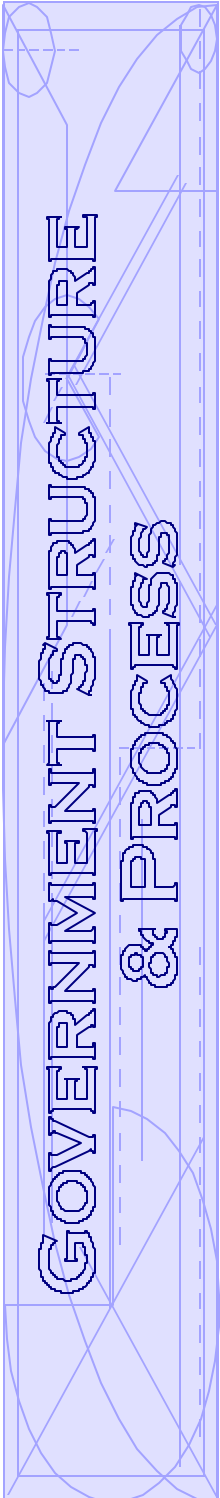
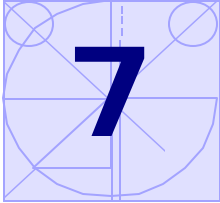
**Strategy 3 - Eliminate dollar-for-dollar budget cuts**

**Strategy 4 - Allow line item transfers within a single year**

### **Objective 3 - Make government accountable**

**Strategy 1 - Develop and adopt facility and service standards. Evaluate development proposals against these standards to see if they contribute to achieving community long-range goals.** ♦CM ♦ED ♦GS ♦GM ♦PR ♦PF





Strategy 2 - County Planning Commission should have meetings at night

 **Objective 4 - Provide for efficient and effective delivery of services**

Strategy 1 - Implement an Employee Suggestion Reward System

Strategy 2 - Rutherford County should establish an Information Systems Department

Strategy 3 - Establish a benchmarking system to measure performance

Strategy 4 - Create "Customer Councils" for each department within local governments

 Strategy 5 - Adopt a building permit "prepay" system

**Objective 5 - Reform the budget process**

Strategy 1 - Adopt long-term budgeting

Strategy 2 - Develop a Capital Improvement Plan. ♦GS ♦PF

Strategy 3 - Rutherford County and the municipal governments should use life-cycle costing to evaluate all infrastructure and transportation projects. ♦IT ♦PR ♦PF

Strategy 4 - Institute a standardized job classification and compensation plan in Rutherford County government

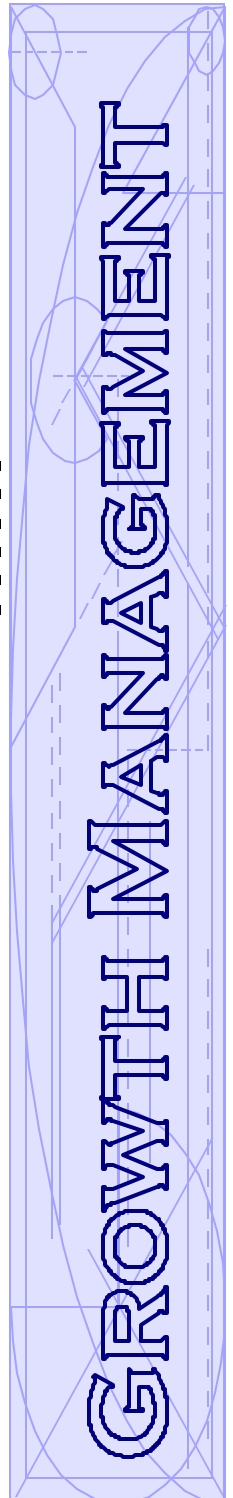
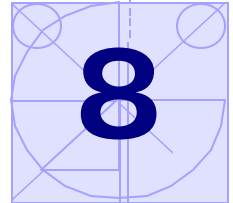


**L**ocal growth management is a conscious government program intended to influence the rate, amount, type, location, and/or quality of future development within a local jurisdiction. Growth management programs may include a statement of growth policy, a development plan, and various traditional and innovative implementation tools—regulations, administrative devices, taxation schemes, public investment programs, and land acquisition techniques.

As opposed to the popular but mistaken notion of slowing or stopping growth completely, the growth management process as defined attempts to influence the *primary* characteristics of growth: rate, amount, type, location, and quality. These are the essential input features of urban and suburban growth—the major avenues through which the

overall form and nature of development can be affected.

Growth management programs may also attempt to influence a secondary set of growth features: environmental impact, or fiscal impact, for example. These impacts are outputs from the development process itself. Analyzing the impacts of development is one way to judge the effectiveness and equity of growth management. A local government may attempt to limit negative secondary growth features or impacts by managing primary growth characteristics—minimizing the fiscal impact of new growth, for example, by directing it to locations already served by water and sewer systems and limiting its rate to a level that can be accommodated by planned public facilities.



### **Managed Growth**

Conscientious efforts to manage growth must be one of the foremost goals of the Rutherford County community. The day-to-day responsibilities of the Planning Commission and their staff in the review of subdivision plats and the enforcement of the Zoning Resolution are often so demanding that long-term growth management policies are never

## Growth Management Goals

established. “Putting fires out” can keep a Planning Commission staff fully employed. Nevertheless, growth in Rutherford County must be managed or guided if economic efficiencies are to be gained and the quality of life is to be maintained.

### **Sustainable communities**

Rutherford County’s growth must remain sustainable. Sustainability refers to the number of individuals who can be supported without degrading the natural, cultural and social environment—that is, without reducing the ability of the environment to sustain the desired quality of life over the long term. Rampant unplanned growth eventually may rob a community of the resources dearly held by those who reside there.

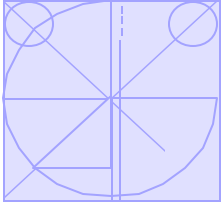
### **Economic sustainability**

Our goal is to choose growth that will enhance our economic prosperity and reject growth that will diminish it. Economic sustainability refers to the number of individuals who can be supported without degrading the economic well being of the community. Growth has brought economic prosperity to Rutherford County. But there can be no doubt that some types of growth may actually diminish economic well being rather than enhance it.

### **Objective 1 - Develop, adopt and implement the policy components of a growth management plan**

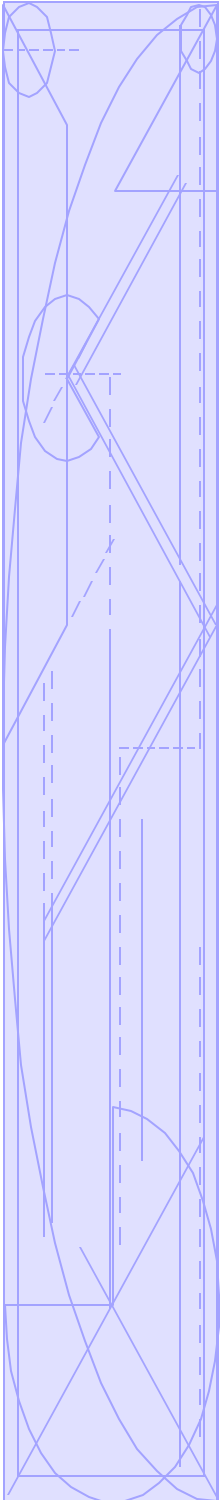
**Strategy 1 - Inventory all land uses in the unincorporated areas of Rutherford County. ♦CD ♦GM ♦LU**

**Strategy 2 - Develop and adopt facility and service standards. Evaluate development proposals against these standards to see if**



they contribute to achieving community long-range goals. ♦CM  
♦ED ♦GS ♦GM ♦PR ♦PF

**Strategy 3 - Develop, adopt and implement a land use policy plan for the unincorporated areas of Rutherford County, using the traditional Rutherford County cities and communities as nodes for residential and commercial development. ♦CD ♦GM ♦HR ♦IT ♦LU ♦PF**



**Strategy 4 - Develop, adopt and implement sub-**



## existing programs and facilities



**Strategy 1 – Investigate metropolitan government and allow the citizens to vote on it in a referendum.** ♦CD ♦EC ♦ED ♦GS ♦GM ♦PR ♦PF



**Strategy 2 - Cooperate with other counties to improve the range of revenue sources and restructure local government to meet the needs of the twenty-first century.** ♦EC ♦GS ♦GM ♦IT



**Strategy 3 – Consolidate services through intergovernmental partnerships.** ♦ED ♦GS ♦GM ♦PF



**Strategic Alternative 3 – Investigate the Charter Form of county government.** ♦GS ♦GM



**Strategy 5 - Term limits for appointed boards and commissions**



**Strategy 6 - Ensure representation by different interest groups on the Rutherford County Regional Planning Commission**



**Strategy 7 - Reactivate the Intergovernmental Planning Advisory.** ♦CD ♦GM



**Strategy 8 - year-round multi-track school project.** ♦ED ♦IT ♦GM



**Strategy 9 – Study the feasibility of consolidating school sports facilities**



**Strategy 10 - New schools should have much smaller core sizes and should be located in Rutherford County's traditional communities.** ♦ED ♦GM



**Strategy 11 - Strengthen the School Boards' planning procedures.** ♦ED ♦GM



## Objective 5 - Reduce automobile dependency



**Strategy 1 - Institute commuter rail between Murfreesboro and downtown Nashville with stops in Smyrna and La Vergne.** ♦CD ♦GM ♦IT



**Strategy 2 - As an interim measure until commuter rail is realized, institute regional bus service between Murfreesboro, Smyrna, La Vergne and downtown Nashville.** ♦CD ♦GM ♦IT



**Strategy 3 - Create and use policies that are automobile-alternative friendly**

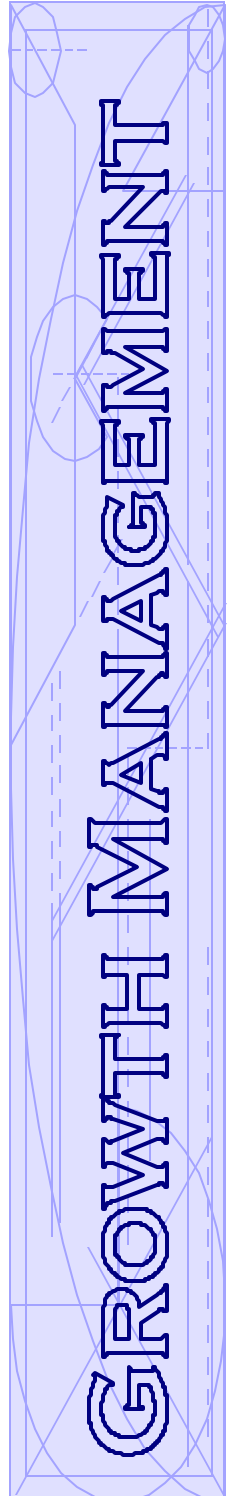
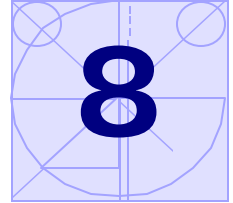


**Strategy 4 - Use community design standards to encourage alternatives to automobiles**



**H**eritage resources are a vital part of what makes Rutherford County a great place to live, work, and play. It is of vast importance that these resources be preserved for future generations to enjoy. Historic buildings and sites have obvious educational value, but they also point to the past and give us a sense of what we once were...and give us guidelines for our future endeavors.

This idea can be found by using the common pole barn as an example. Barns are becoming more scarce in Rutherford County as more houses are built to accommodate new residents, yet barns signify many things which made Rutherford County what it is today. Many barns were built in one day “barn-raising” by entire communities who came together to help a fellow citizen by building shelter for his animals and equipment quickly. This community



spirit, along with the down-home values of hard work, family, and kindness to our fellow citizens which are symbolized by the pole barn in a field must not be lost, even if the barns do disappear.

Farmland is becoming an increasingly harder resource to find in Rutherford County, yet this county was built upon agriculture. Numerous historic buildings and sites exist which have no protection whatsoever, and these could be lost if measures are not taken to preserve them. Preservation measures should be enacted to ensure that future generations will be able to learn and enjoy the rich history of this county.

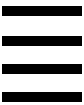
The Heritage Resources Work Group developed several strategies aimed at accomplishing the preservation of farmland and historic sites. These follow, along with responsibility and timelines for accomplishing each one.

**Historic and Farmland and Preservation**

The Rutherford County government and the four municipal governments should provide incentives for the preservation of important historical sites, farmland, and open space in order to bequeath the heritage of Rutherford County to future generations.

**Public Education**

The citizens of Rutherford County should be



Heritage Resources  
Goals



informed of the importance of preservation of historic sites for passing on our heritage, as well as the significance of the agricultural industry and farmland in Rutherford County.

**Identification of Sensitive Sites**

A survey of Rutherford County should be conducted to find historical sites and farmland which would be prime for preservation.

**Objective 1- Develop incentives to preserve prime farmland**

**Strategy 1- Contract with the US Army Corps of Engineers to conduct an inventory of environmentally and historically significant land. ♦CD ♦HR ♦LU ♦PR**

**Strategy 2- Create a farmland/environmental overlay zoning for the prime farmland and/or environmentally sensitive sites**

**This community spirit, along with the down-home values of hard work, family, and kindness to our fellow citizens which are symbolized by the pole barn in a field must not be lost, even if the barns do disappear.**



identified in Strategy 1.

**Strategy 3- Publicize the Agricultural District and Farmland Act of 1995.**



**Strategy 4 - Establish a Parks & Recreation Foundation & Land Trust Organization. ♦CD ♦GM ♦HR ♦PR**

**Strategy 5 – Utilize transfer of development rights (TDR) to protect the rights of farmers to profit from their land while achieving land use and conservation goals.**

**Objective 2- Identify historic sites for special designation zoning designed to preserve and protect the integrity of the site.**



**Strategy 1- Utilize the Tennessee Historical Commission identification survey to identify historic sites.**

**Strategy 2- Create a historic overlay zoning for the historic resources identified in Strategy 1.**

**Strategy 3- Create a County Historic Zoning Commission to develop a comprehensive heritage plan.**

**Objective 3- Develop incentives to restore and preserve historic buildings**

**Strategy 1- Develop criteria for saving/restoring historic buildings. Give incentives, such as a grace period for intervention before destruction of buildings/sites.**

**Objective 4- Develop incentives to preserve and promote the agricultural industry and rural landscape of Rutherford County**

**Strategy 1 – Rutherford County and the cities of Murfreesboro and Smyrna should adopt a common scenic corridor overlay zoning amendment. ♦EC ♦HR ♦PR**

**Objective 5 – Create incentives to develop less desirable land. The Rutherford County community should reach a consensus on growth management and land use goals and objectives. Upon the emergence of such a consensus, the Rutherford County Board of Commissioners should adopt a sewer plan consistent with that consensus.**

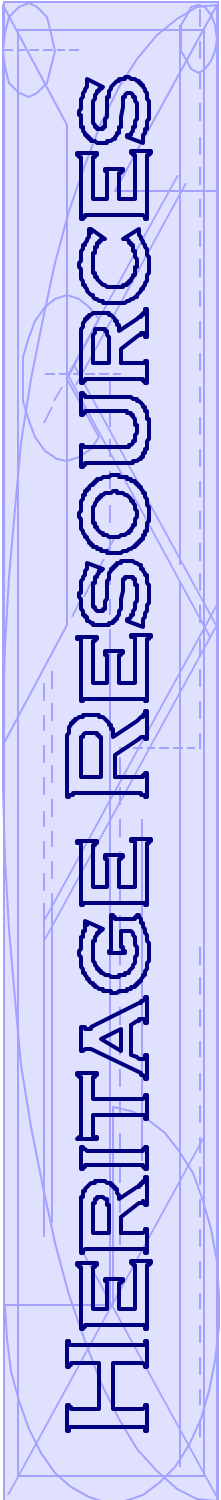
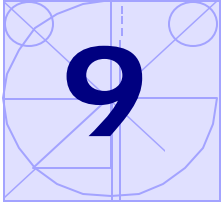


**Strategy 1 - In conjunction with the Land Use Policy Plan, the Rutherford County Board of Commissioners should hire an engineering consulting firm to:**

- determine which of the unincorporated areas of the county are unlikely to be sewered by the municipalities;
- investigate and determine what alternatives to municipal sewer service might be appropriate for each of these areas, estimate

9

HERITAGE RESOURCES



costs and recommend revenue sources, and prioritize each project, consistent with the adopted land-use and growth management plans. ♦CD ♦HR ♦IT ♦LU ♦PF

**Objective 6 - Educate the public on the importance of heritage resources for the enhancement of their quality of life.**

**Strategy 1 - Work for greater publicity for zoning changes.**

**Strategy 2 - Support the Farm Bureau program, "Agriculture in the Classroom", to educate city and county school children on the importance of agriculture. Publicize to principals and teachers and work with the School Boards to incorporate this as a part of the curriculum.**

**Strategy 3 - Develop a heritage education program in concert with the Rutherford County School Board and the school superintendent.**

**Strategy 4 - Encourage historical and rural festivals and events. Publicize regionally to help promote heritage tourism.**

**Strategy 5 - A countywide program of "Neighborhood Associations" should be encouraged to promote community spirit and citizen involvement.**

**Strategy 6 - Publicize and utilize various Middle Tennessee State University Departments for internships and co-ops.**

**T**he Housing and Social Services delivery system in Rutherford County represents a multi-dimensional response to the needs of a wide range of County residents. This system, in itself, is unique among County service systems in that it not only delivers a wide spectrum of services through both private and public agencies, but it does so in a variety of settings - from private homes to satellite field offices, residential settings, senior centers and health care offices.

In addition, many of the factors that drive the delivery of social services such as social issues (e.g., the aging of the population), political issues (e.g., the role of the federal establishment), and economic issues (e.g., affordability issues) are those over which the County government has little, if any, control. Delivery of such services is fundamentally affected by numerous demographic factors, not just the expected number of people in a

given area. These factors, which are inherently difficult to forecast accurately, interrelate in ways that complicate planning efforts. As the plans for providing services are altered and arranged to meet both the existing and emerging needs of a community in flux, so are the numbers and types of facilities that are needed affected.

The Rutherford County human services agencies whose program objectives and future facility needs are outlined in this section include: The Department of Health, the Department of Human Services, Mid-Cumberland Agencies, Department of Housing, Juvenile Court Services, and a myriad of independent service agencies. Human service delivery could not exist without the very significant contribution made by private sector providers, both for-profit and not-for-profit, especially community/neighborhood based organizations.

### Health Care

Health care is provided in Rutherford County by both the public and private sectors. Rutherford County has an exceptional base of profit and not-for profit health care facilities. Hospitals include Middle Tennessee Medical Center and Alvin C. York Veterans Hospital. Several outpatient clinics are located in Murfreesboro, Middle Tennessee State University, Smyrna, LaVergne, and Eagleville. The health industry is in a state of total change. What we see today could change next week.

Networks and HMO's are changing the health care market providing more accessibility by for-profit and not-for-profit providers. Rutherford County Health Department participates in TennCare and other insurance programs.

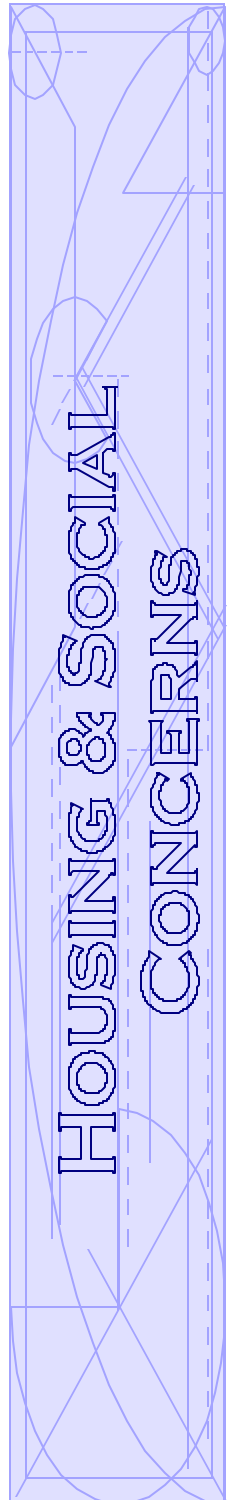
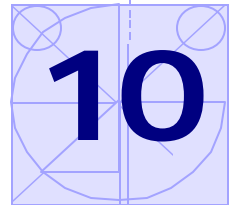
The mission of the Rutherford County Department of Health is to promote, protect and restore the health of Tennesseans by facilitating access to high quality preventive and primary care services. Currently, health care services are provided in a multi-faceted and decentralized manner, with one Health Department Satellite Field Office located in Smyrna. Approximately 75% of the individuals who come to the Murfreesboro clinic are residents of Murfreesboro and approximately 80% of the persons who came to the Smyrna clinic were residents of Smyrna or LaVergne. In addition services are provided MTSU students who are not full time residents of Rutherford County. In 1994 the Murfreesboro clinic serviced 26,464 patients while the Smyrna clinic serviced 10,915 patients for a total of 37,379 patients served by the Rutherford County Health Department.

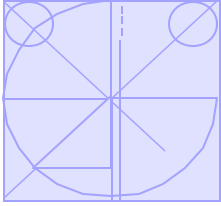
### Juvenile Justice

There are two juvenile probation and intake field offices, one located in the Judicial Building, a second at the Rutherford County Juvenile Detention Center. In these centers, staff complete social investigations for the Court, receive intake complaints from police, citizens, spouses and parents for processing, supervise youth on probation and maintain alternative schools for certain problem youth. There are three alternative schools available. Community Learning School is for thirty (30) 9-12 grade students expelled from City or County schools. Classes are held at the detention center. Also available is the Teen Learning Center operated through a private company for forty (40) youth grades 9-12. This program also includes a GED component for those 17 years old. The Stones River Academy is available for up to fifty (50) emotionally disturbed children junior high through high school.

The County currently operates a Juvenile Detention Center for juveniles under 18 years of age, who are pending court action. There are presently 24 beds total available for males and females. The facility is designed for short-term use by Rutherford County for juvenile offenders. The facility also houses long-term juvenile offenders from other counties in Tennessee.

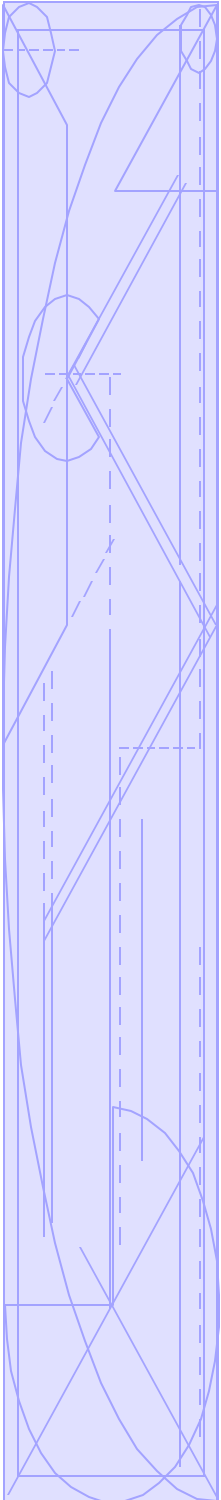
A place to go. A place to learn. A place to grow should be the number one priority for our youth that need our support. The old injunction is clearly true: Violence begets violence. Violent families are producing violent youth, and violent youth are producing violent communities. The future violent criminal is likely to have witnessed numerous conflicts between his parents. He may have been physically or sexually abused. His parents, brothers, and sisters may also be criminals, and thus his family may have a disproportionate negative impact on the community. This is the reason that the creation and support of a Juvenile Post-Disposition Facilities is so critical.





## Elderly Services

As we approach the next millennium, the numbers of elderly people in this county will explode. Today, people over 65 make up 14.2 percent of the population. By the year 2030, almost one-quarter of the U.S. population -- one in every four Americans -- will be over the age of 65. The fastest growing segment of the country's population is the oldest seniors. In the next 60 years, the number of people 85 years old will increase from 3.6 million today to 17.6 million in 2050.



## Housing

Housing is probably the area in which physical planning decisions have their greatest social effects. Land-use controls and decisions about capital facilities like locations of water and sewer lines affect how much housing and what type of housing will be built. That decision affects rents and house prices, and those who will live in the community.

Because where children live determines where they go to school, housing policy can turn out to be educational policy as well. Where one lives can determine one's access to recreation, to social services, and perhaps most important, to employment. Decisions about housing can have powerful effects on how people live. When a couple is divorced, the partner who does not get the house may have to leave town because there is no housing that he or she can afford. That might not be the case if some rental apartment were available. A couple with a grown retarded child who cannot live alone but could function well in a group home may be very affected by whether or not the community permits group homes. A middle-age couple who would like an elderly parent to live with them will be concerned about whether or not the community's zoning law permits accessory, or so-called "mother-in-law," apartment to be attached to or constructed adjacent to single-family houses

Recent market conditions and forces in Rutherford County have not been conducive to the production of a variety of housing types, offering a broad range of housing prices. Multifamily housing, either as rental apartments or as condominiums, has not been produced at a rate comparable to other housing types. As a result, the proportion of multifamily housing units to overall housing has declined. Single-family housing predominates, even in areas where higher residential densities would be appropriate. A possible reason for the imbalance is

**Social Services**

Design effective programs that are client-based, family-based, and community-based.

Make services accessible to all user groups.

Insure the confidentiality and privacy of the individuals being served.

Support social service programs which focus on prevention of violence and crime and which promote self-care and self-sufficiency

**Objective 1 - Avoid high concentrations of assisted housing**

**Strategy 1 - Identify areas where a concentration of assisted housing contributes to a climate of crime and violence.**

**Strategy 2 - Develop a policy limiting the concentration of public housing.**

**Strategy 3 - The County should pursue the demolition or rehabilitation of Wherry Housing in Smyrna.**

**Objective 2 - Improve design standards for subdivisions in the unincorporated areas of Rutherford County**

**Strategy 1 - Evaluate and revise as appropriate the Rutherford County growth management and land use implementation tools: the zoning resolution and subdivision regulations. ♦CD ♦GM ♦HS ♦LU**

**Strategy 2 - Develop a process for staff review of subdivisions**

**Strategy 3 - Review the Rutherford County Subdivision Regulations and Zoning Resolution every two years.**

**Objective 3 - Promote economically balanced communities and encourage the provision of affordable housing in all parts of the county.**

**Strategy 1 - Make County- and municipal-owned land available for affordable housing.**



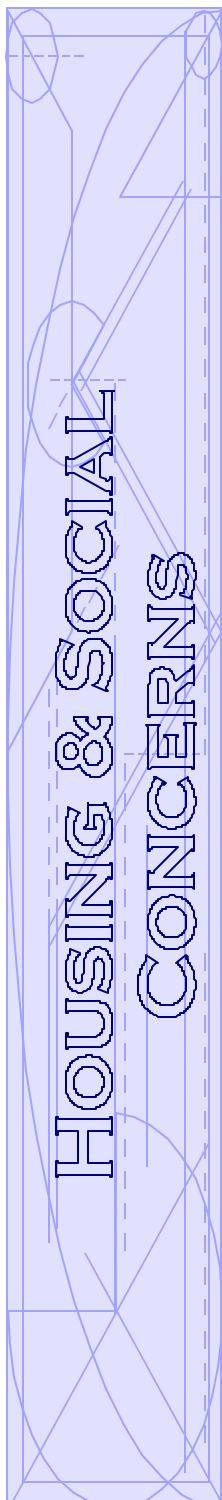
**Objective 4 - Maximize the use of federal and state housing assistance programs**



**Strategy 1 – The jurisdictions should jointly fund a grant writer position**

**Strategy 2 - Rutherford County should obtain the county's appropriate share of federal and state housing assistance funding and enter into a partnership with the City of Murfreesboro to manage the housing programs these funds make possible.**

**Objective 5 - Increase the supply of housing available to**



special populations, including the physically and mentally disabled, the homeless, and the low-income elderly.

**Strategy 1 – Eliminate zoning obstacles to homeless shelters**

**Strategy 2 - Develop adequate transitional housing for homeless families**

**Strategy 3 - Identify an advocacy group for the physically disabled to conduct an educational campaign regarding universal design in housing for these groups**

**Objective 6 - Design social service programs that are client-based, family-based, and community-based.**

**Strategy 1 – Invite a private non-profit organization to establish a juvenile post-disposition facility, utilizing federal and state funding.**



**Strategy 2 - Establish a juvenile halfway house for boys and girls in Rutherford County**

**Strategy 3 - Establish a chronic offender residential program**

**Strategy 4 – Create a clearinghouse of community services for the elderly.**

**Objective 8 - Make services accessible to all user groups**

**Strategy 1 - Develop a county-wide social services clearinghouse**


**Strategy 2 - Develop a comprehensive directory of human service agencies and services to assist citizens**


**Strategy 3 - Establish a countywide volunteer coordinating center. ♦HS ♦PR**

**Strategy 4 - Provide programs for juveniles and adults such as money management courses, career development courses and counseling services**

**T**he quality of a community's infrastructure and transportation network can either help it become a sustainable, efficient, aesthetic and livable community or make it more difficult to achieve such a goal.

The word "infrastructure" doesn't appear in dictionaries until the early 1950s. But it's easy to see the origin of the word. The prefix "infra-" means below or beneath. So infrastructure is the structure below, and we all know what that means in terms of public awareness: out of sight, out of mind. Politically, it has meant let's not spend tax dollars on

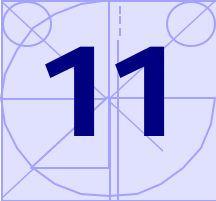
 work no one will see. Yet anyone contemplating ways to save money when building a house would not dream of trying to skimp on the foundation, for it is the foundation—the part below ground that no one will ever see—that supports the rest of the house.

 And infrastructure—above and below ground—supports everything else in our community, from the education of our children to getting goods to market on time; to making sure we can communicate effectively and quickly; to providing us with clean water in our faucets and in our rivers.

Infrastructure, for the purposes of this plan, means capital projects. They can be below ground, as in the cases of water and sewer lines, or above ground, as in roads, bridges,

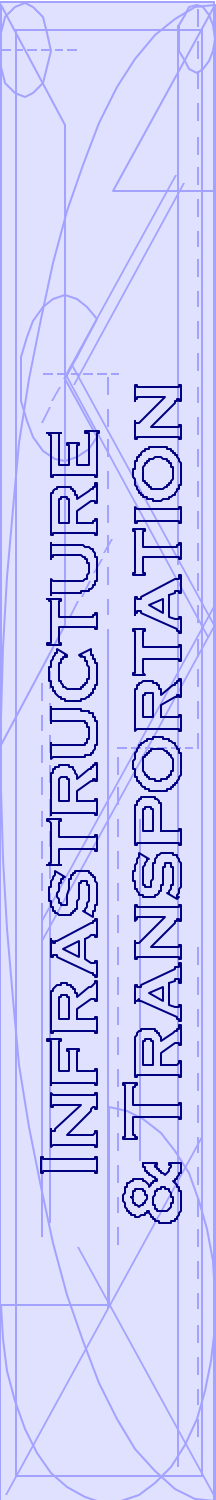


schools, or water treatment plants. We will not deal with schools in this section since there is an Education section of the plan. Therefore this plan deals chiefly with two segments of infrastructure that concern Rutherford Countians most: transportation, and water and sewer—and ways to finance them.



One of the primary implications of the demographic and econometric forecasts for Rutherford County is that traffic congestion is likely to worsen, even with extraordinary expenditures to add road capacity. With likely federal and state budget cuts in transportation funding, it becomes imperative to explore possible options for reducing current and future demands on our streets, roads and highways.

One option for improving the transportation system and reducing the costs of other infrastructure projects is to exercise our ability to influence the pattern of land use in our community; specifically, to establish more efficient land use patterns with respect to infrastructure and transportation. Because it is apparent that roadway improvements cannot be relied upon to provide unlimited transportation capacity in the future, and that the Stones River has a limited capacity for handling our wastewater, measures to bring about less demand for roadway capacity and to find alternative ways to treat wastewater are major priorities for our community over the next twenty-five years.



**Quality of Life-**

**The primary goal of infrastructure and transportation facilities is to achieve an outstanding quality of life through:**

- **Economic prosperity and expanding opportunity;**
- A balance between access to convenient infrastructure and multi-modal transportation—and residential, commercial, economic growth; and
- A pleasing physical and cultural environment in which to live, work and play.

**Measures to bring about less demand for roadway capacity and to find alternative ways to treat wastewater are major priorities for our community over the next twenty-five years.**

**Land Use**

The land use policies and programs of the County and its municipalities should support infrastructure and transportation policies and programs and vice-versa. Land use must be balanced within the supporting infrastructure



transportation facilities, including the regional network, and credibility must be established within the public and private sectors that the infrastructure and transportation programs will be implemented.

**Environment**

Rutherford County and its municipalities will encourage the development of infrastructure



and accessible transportation systems designed, through advanced planning and technology, to move people and goods efficiently while minimizing environmental impact and community disruption.

### **Regional coordination**

Regional and local efforts to achieve a balanced transportation system through the development of rapid rail, commuter rail, park and ride lots, expanded bus service and the reduction of excessive reliance upon the automobile should be the keystone policy for future planning and facilities.

### **Alternatives**

Sidewalks and trails should be developed as alternate transportation facilities leading to schools, mass transit, high-density areas, public facilities and employment areas.

### **Growth and Adequate Public Facilities**

Growth in Rutherford County should be encouraged in areas where there are available, accessible, and adequate infrastructure and transportation facilities as well as with rational plans to provide new public infrastructure & transportation facilities and to maintain existing infrastructure & transportation facilities.

Growth should be discouraged and in some cases disallowed where facilities are not available or planned. The County's and its municipalities' plans for development should take into account financial limitations associated with increased needs for additional infrastructure and transportation facilities.

### **Public Participation**

Rutherford County's communities and the municipalities' neighborhoods should be afforded the opportunity and encouraged to take part in the shaping of infrastructure and transportation facilities that will affect the environment in which they live and work.

### **Financial Planning and Management**

Rutherford County and its municipalities should employ equitable systems of taxation and user charges, where appropriate, to implement its infrastructure and transportation policies and support quality public services for its residents.

### **Monitoring**

The Rutherford County Community's performances in achieving these goals should be regularly and rigorously monitored, and the goals reviewed annually.

**Objective 1 - The Rutherford County community should reach a consensus on growth management and land use goals and objectives. Upon the emergence of such a consensus, the Rutherford County Board of Commissioners should adopt a sewer plan consistent with that consensus.**

### **Background**

Like many Tennessee communities, Rutherford County has sanitary sewers in each of its cities (except Eagleville) and no sewers in the unincorporated areas. Development in the unincorporated areas has relied on septic systems to dispose of human waste. These facts have been the major factor in many of the issues that are the subject of this strategic plan—indeed the major determinant in the vast majority of land use and growth management issues. The decisions we as a community make regarding the disposal of

human wastes will determine whether many of the strategies outlined in this plan are even possible, let alone feasible.

The effect upon growth by the lack of sanitary sewers in the unincorporated areas has been very different whether one is looking at commercial and industrial growth or residential growth. There has been virtually no large-scale commercial and industrial growth in the unincorporated areas because these land uses almost always require sanitary sewers. On the other hand, septic systems are considerably less expensive than sanitary sewers, so much of the residential growth in Rutherford County in the past several decades has been in the unincorporated areas.

One consequence of this pattern of tremendous residential growth and limited commercial and industrial growth in the unincorporated areas has been municipal governments that are fiscally healthy while the county government struggles to meet increasing needs on limited revenue sources.

Commercial and industrial land uses usually generate more revenues for a local government than the costs of services provided to them. On the other hand, the cost of providing services to residential land uses—education, in particular—is usually considerably higher than the amount of revenues this land use generates.

Whether one looks upon the residential suburban sprawl that has characterized land use in the unincorporated areas of Rutherford County as positive or negative, one thing is certain—it is about to come to an end. The availability of land that is suitable for subsurface sewage disposal systems—land that “perks”, if you will—is dwindling fast. A study by the Rutherford County Regional Planning Commission in 1994 determined that if all agricultural land in the county were suitable for septic systems, we would use it all up by the year 2065 at current consumption rates. We know, of course, that nowhere near all agricultural land in the county perks. In fact, it is probably a very small percentage. We know that we are running out of land in the unincorporated areas that is suitable for residential development. Developers report that it is harder and harder to find such land. The County Regional Planning Commission is seeing more and more subdivision plats whose unusually shaped lots are necessitated by the difficulty of finding suitable soils locations for septic systems. As the supply of land in the unincorporated areas suitable for residential development has become more scarce, the price has risen to the point that many developers who have traditionally operated in the county are beginning to find that, even with the cost of hooking on to the sewer system and installing curbs and gutters, it is now less expensive to develop in the cities.

As we continue to consume what remains of suitable development land in the unincorporated areas, prices will continue to rise, which will push up all property values. Increasingly, residential development as well as commercial and industrial development will occur in the cities.

**If this is the pattern of land use and growth management this community wants to see —directing all growth toward the cities where infrastructure and services are easier and less expensive to provide—we need do nothing.** If, however, we want to implement many of the strategies in this plan which envision a land use pattern based upon “nodes” located in the traditional communities in Rutherford County—Christiana, Lascassas, Walter Hill, Kittrell, Gum, Rockvale, etc.— or —even if we simply want to continue the residential suburban sprawl patterns of the past several decades—we must act now to begin making provisions for these new residences to be able to handle human wastes in some manner other than septic systems.

**Strategy 1 - Develop, adopt and implement a land use policy plan for the unincorporated areas of Rutherford County, using the traditional Rutherford County cities and communities as nodes for residential and commercial development. ♦CD ♦GM ♦HR ♦IT ♦LU ♦PF**

**Strategy 2 - Develop, adopt and implement sub-area plans for the unincorporated areas of Rutherford County. ♦CD ♦GM ♦HR ♦IT ♦LU ♦PF**

**Strategy 3 - In conjunction with the Land Use Policy Plan, the**

11

INFRASTRUCTURE  
& TRANSPORTATION

Rutherford County Board of Commissioners should hire an engineering consulting firm to:

- determine which of the unincorporated areas of the county are unlikely to be sewerred by the municipalities;
- investigate and determine what alternatives to municipal sewer service might be appropriate for each of these areas, estimate costs and recommend revenue sources, and prioritize each project, consistent with the adopted land-use and growth management plans. ♦CD ♦HR ♦IT ♦LU ♦PF



**Objective 2 - Rutherford County should provide a transportation system that provides adequate local access and capacity for through movements consistent with financial, social, and environmental constraints and that places the maximum practical emphasis on alternatives to single-occupant automobile travel.**



Strategy 1 - Institute commuter rail between Murfreesboro and downtown Nashville with stops in Smyrna and La Vergne. ♦CD ♦GM ♦IT

STRATEGY 2 - As an interim measure until commuter rail is realized, institute regional bus service between Murfreesboro, Smyrna, La Vergne and downtown Nashville. ♦CD ♦GM ♦IT

Strategy 3 - Rutherford County should provide a comprehensive network of trails, bikeways and sidewalks that connect to the municipalities' trails, bikeways and sidewalks as an integral element of the overall transportation network.

Strategy 4 - Develop park-and-ride lots at the Sam Ridley Parkway and Waldron Road exits on I-24 and expand or replace the lot at the Almadillo Road exit.

**Objective 3 - Improvements to infrastructure should be cost effective and in balance with the county's environmental, social, land use, and other goals and objectives.**



Strategy 1 - Rutherford County Government should establish a Public Building Authority to handle all major construction projects. ♦ED ♦IT



Strategy 2 - Rutherford County and the municipal governments should use life-cycle costing to evaluate all infrastructure and transportation projects. ♦IT ♦PR ♦PF



Strategy 3 - New transportation projects should avoid Stones River National Battlefield and other historically or environmentally sensitive areas.

**Objective 4 - The Rutherford County community**

**should work to ensure adequate financing for its transportation system.**

Strategy 1 - Adopt Impact Fees. ♦CD ♦ED ♦GS ♦GM ♦IT ♦PR



Strategy 2 - Cooperate with other counties to improve the range of revenue sources and restructure local government to meet the needs of the twenty-first century. ♦EC ♦GS ♦GM ♦IT



Strategic Alternative 3 - Raise the local option of the sales tax to the maximum allowable under the law

Strategic Alternative 4 - Increase the wheel tax

**Objective 5 - Rutherford County and its municipal governments should, to the extent consistent with other community goals and objectives, maximize the efficiency with which each infrastructure facility fulfills its assigned function.**



Strategy 1 - Initiate a pilot year-round multi-track school project. ♦ED ♦IT ♦GM



Strategy 2 - To reduce peak-hour highway congestion industry should be encouraged to vary shift times



Strategy 3 - To reduce peak-hour highway congestion, Rutherford County and its municipal governments should vary school starting times



**Objective 6 - Rutherford County's land use, infrastructure and transportation policies should be complementary.**

Strategy 1 - Land use goals and policies should be a criterion for evaluating transportation and infrastructure decisions.

Strategy 2 - Infrastructure goals and policies should be a criterion for evaluating land use decisions.

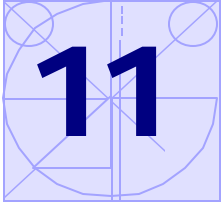


**Objective 7 - Reserve land needed to accommodate planned transportation facilities.**

Strategy 1 - Rutherford County should use whatever methods are available to it to acquire right-of-way for new road projects or improvements to existing roads, abandoning its long-standing policy of never building new roads or improving existing roads unless the right-of-way is donated to the county.

Strategy 2 - Rutherford County and its municipal governments should provide incentives such as density bonuses or concessions on parking or paving requirements to developers for voluntary payments to the transportation system that exceed what may be required by resolution, ordinance, regulations, or policy.

Strategy 3 - Make dedication of right-of-way mandatory when a subdivision encompasses or is adjacent to a transportation

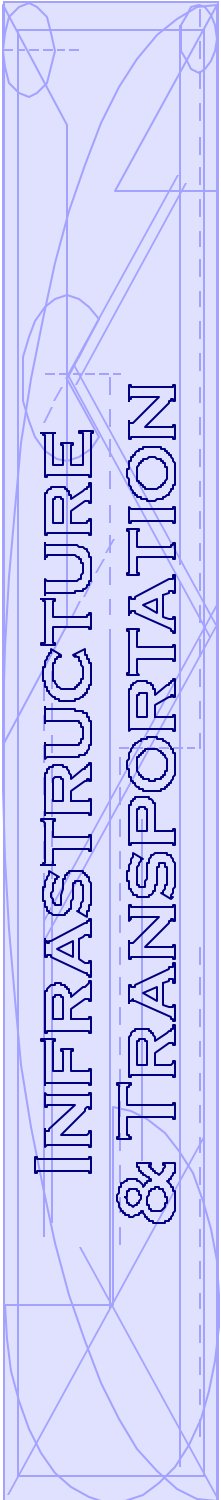


facility shown in the Long Range Transportation Plan for Rutherford County

Strategy 4 - Adopt a Street Map Resolution Making the Long-Range Plan the Official Street Map of Rutherford County.


**Objective 8 - Local transportation planning should allow maximum opportunities for public input.**

Strategy 1 - The local planning commissions should make a commitment to the citizens that any updates to the localities' long range transportation plans or any other major transportation plans will have a citizens' workgroup actively involved throughout the process. ♦CD ♦IT ♦LU



Land use and development patterns are the result of a complex interaction of demographic trends, economic circumstances and social attitudes. Technological advancements in areas such as transportation and construction, and the availability and cost of key infrastructure components, such as water and sewer, also have a profound impact on our community's spatial patterns.

The forces that influence land development decisions are constantly evolving. Consequently, the determinants of community spatial form are dramatically different today from the forces that acted to shape Rutherford County throughout the twentieth century. Lifestyle preferences, size and configuration of households, levels of personal income, available transportation and wastewater disposal modes and the composition of our employment complex are a few of the variables responsible for the current geographic distribution of land use activities, all of which have experienced significant shifts since the early 1900s. These shifts especially began accelerating about the same time as the County began its current growth spurt in the early 1970s.

 Rutherford County's rural development pattern during this period of high growth has basically been uncontrolled and sporadic representing short-term values. Our countryside is covered by growing islands of subdivisions. Over time these have become a mass of isolated developments lacking in facilities and services with the potential to decrease in quality and value. This traditional low-density development has become increasingly destructive and more costly to provide for and maintain infrastructure and

services. This problem can be managed and our expected population growth accommodated without destroying the natural landscape. Improved planning will result in lower economic, environmental, natural resource and to some extent personal and social costs.

Because of the diversified background and interests of its participants, the Land Use Work group meetings often led to lively, albeit friendly and productive discussions. Developers, realtors, farmers, preservationists, academicians and others often found that they shared common ground in their views about land use strategies.

First and foremost, they identified long-range planning as the number one priority for Rutherford County. They felt just as strongly about the need to undertake long-range planning for infrastructure, particularly sewers.

Naturally the reasons for wanting long-range planning varied. Some were motivated by economic cost savings that the County would accrue by planning ahead or the creation of more developable land brought about by the development of sewers. For others, it was the preservation of prime farmland, open space and the rural character of the community. Fortunately, the strategies that were devised satisfied everyone, despite their understandably varied perspectives.

**Community Character and Design**

The unique and distinctive character of Rutherford County should be of primary consideration in the land use decision-making process. This distinctive character includes the open rural landscape as well as the historical patterns of development with its integrated land-use areas. An awareness of rural design alternatives is of utmost importance if the community is to retain its distinctive character. Devising strategies to create this awareness is one of the major purposes of this section.

**Property Rights**

Only by finding the balance between property rights and governmental regulation can the optimal development standards be found. It is essential that during the regulatory process while attaining land use goals, property rights be respected.

**Efficient Development**

Unplanned, sprawled development costs taxpayers more simply because it is more difficult to provide services; it requires higher infrastructure costs for roads and utilities and larger areas.

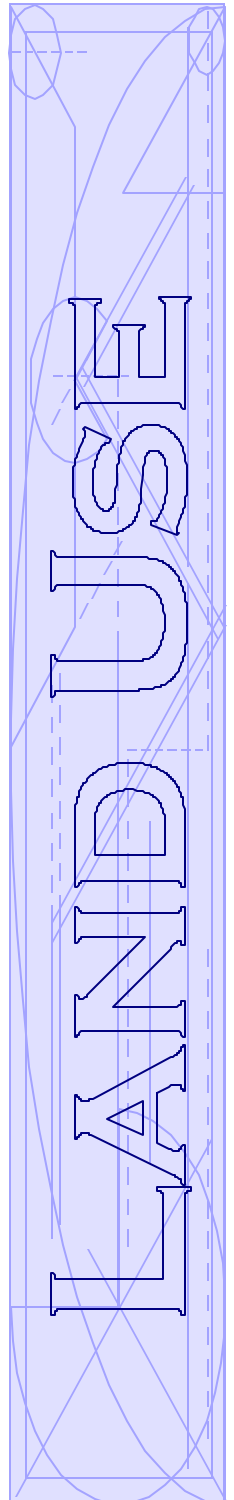
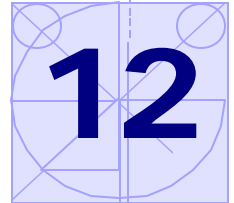
for

Land Use  
Goals

service

emergency providers. It also consumes land too quickly and robs the community of the opportunity to grow gracefully. It is the goal of the Land Use Work Group to devise strategies to ensure that infrastructure is anticipated and planned for in advance of the need for it and that land patterns are not wasteful and consumptive in nature.

**Environmental Protection**



**Rutherford County's rural development pattern during this period of high growth has basically been uncontrolled and sporadic representing short-term values.**



# 12

Protection of the natural environment is partially the responsibility of a community's planning commission. A goal of the Land Use Work Group is to draw attention to this responsibility and set forth strategies to ensure that the community's natural resources are protected.

## Objective 1 – Promote land use patterns, which result in sustained quality of life.

Strategy 1 - Develop, adopt and implement a land use policy plan for the unincorporated areas of Rutherford County, using the traditional Rutherford County cities and communities as nodes for residential and commercial development. ♦CD ♦GM ♦HR ♦IT ♦LU ♦PF

Strategy 2 - Evaluate and revise as appropriate the Rutherford County growth management and land use implementation tools: the zoning resolution and subdivision regulations. ♦CD ♦GM ♦HS ♦LU

Strategy 3 - In conjunction with the Land Use Policy Plan, the Rutherford County Board of Commissioners should hire an engineering consulting firm to:

- determine which of the unincorporated areas of the county are unlikely to be sewered by the municipalities;
- investigate and determine what alternatives to municipal sewer service might be appropriate for each of these areas, estimate costs and recommend revenue sources, and prioritize each project, consistent with the adopted land-use and growth management plans. ♦CD ♦HR ♦IT ♦LU ♦PF

Strategy 4 - Inventory all land uses in the unincorporated areas of Rutherford County. ♦CD ♦GM ♦LU

Strategy 5 - Establish continuing education for planning commissioners; invite county commissioners and city council members to attend. ♦CD ♦GM ♦LU

Strategy 6 - Create land use policies that are automobile alternative friendly. ♦CD ♦GM ♦LU

## Objective 2 - Maintain the community's rural character

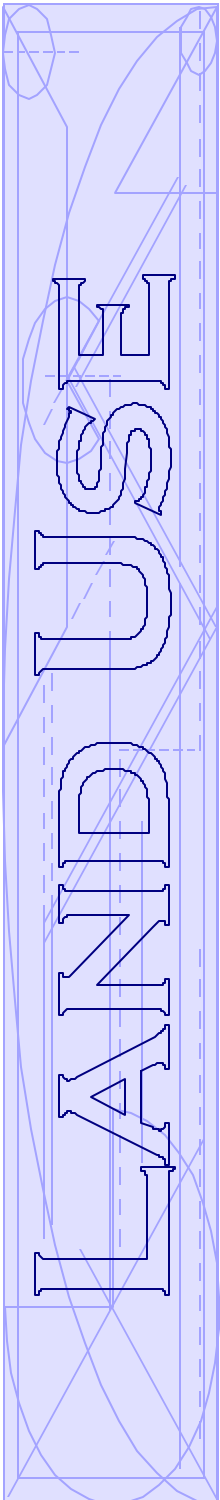
Strategy 1 - Develop, adopt and implement sub-area plans for the unincorporated areas of Rutherford County. ♦CD ♦GM ♦HR ♦IT ♦LU ♦PF

Strategy 2 - Conduct "townhall" meetings in the traditional unincorporated Rutherford County communities for (a) any proposed major infrastructure; (b) any major development projects; or (c) sub-area or corridor plans impacting those communities.

## Objective 3 - Encourage good design

Strategy 1 – Develop specific design criteria including public safety, functionality and aesthetics for each type of development in the County.

Strategy 2 - Explore methods of providing incentives for exceeding minimum design standards





**Strategy 3 - Encourage improvements in restrictive covenants**



**Strategy 4 –Publicize findings of the Community Visual Preference Survey as prepared by Community Planning and Research. ♦CD ♦LU**

**Objective 4 - Use transportation and infrastructure development to implement land use goals.**

**Strategy 1 - The local planning commissions should make a commitment to the citizens that any updates to the localities' long range transportation plans or any other major transportation plans will have a citizens' workgroup actively involved throughout the process. ♦CD ♦IT ♦LU**

**Objective 5 - Protection of the natural environment.**

**Strategy 1 - Define sensitive and significant environmental features in the county.**

**Strategy 2 – Establish accountability for environmental issues. ♦CD ♦LU**



**Strategy 3 - The Rutherford County Executive should require all county offices and agencies to develop plans for recycling of office paper and other materials, including aluminum cans and other containers from vending machines.**

**Strategy 4 - Increase the frequency of community hazardous materials collection.**



**Strategy 5 - Facilitate the disposal of large waste items (e.g. couches, washing machines, farm equipment, etc.)**

**Strategy 6 - Publish a "Green Directory" for the county.**

**Strategy 7 - Organize an environmental protection workshop. ♦CD ♦LU**



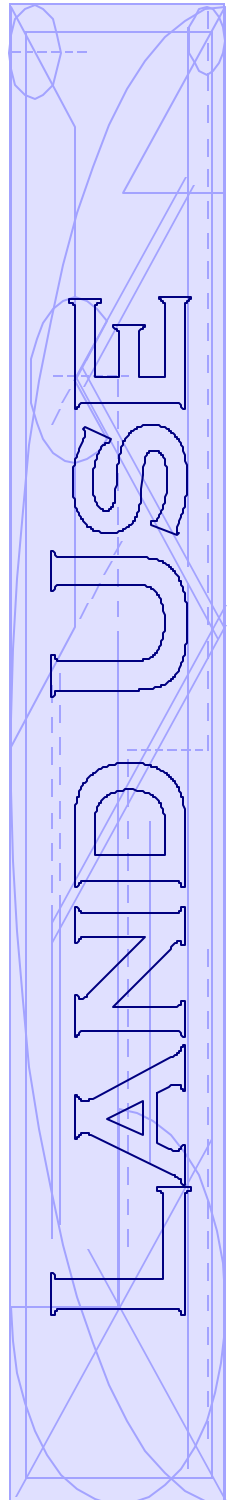
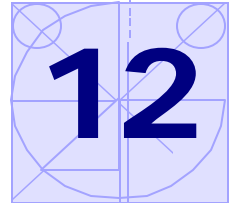
**A**ll work and no play make Johnny a dull boy." Whether working in their backyard garden, bicycling on the roads, enjoying a solitary moment in the woods, or taking advantage of organized activities sponsored by a parks and recreation agency, people need recreation to promote and preserve good health. Similarly, communities need recreation lands and opportunities to preserve and promote their civic and economic health.

Since the early part of this century, the play and leisure habits of children and adults in the United States have changed tremendously. Urbanization, with its crowded conditions and constantly developing artificiality, has created environmental modifications which in turn have brought about different leisure-time patterns. The increase in the late twentieth-century of two-income families and single-parent households have dictated that children must learn to play in situations far different than before when there was more formality and close family supervision. The leisure practices and related social values of adults have also been affected as our technological and economic systems have become more complex.

As the family, by economic necessity, has abandoned more responsibility for supervising children's play, and the frenetic pace of our modern-day world has forced adults to change our own leisure activities, it has become necessary for institutions—churches, schools, civic organizations, and government—to assume that responsibility.



Recreation—and the parks we set aside for recreation purposes—are critical for many



# 13

## PARKS, RECREATION & OPEN SPACE

other reasons:

### Economics

Parks and recreation opportunities are an important element to our community's economic strength.

- **Tourism:** Tourism pumps \$93 million annually into the Rutherford County economy.<sup>4</sup> People come to take advantage of recreation opportunities and enjoy the beauty of Rutherford County.
- **Economic Development:** Parks and recreation programs and facilities can become an important economic stimulus and the anchor of the tourism industry. Special events or sports tournaments may be responsible for making a community a visitor destination.
- **Corporate Recruitment:** In a survey of essential factors manufacturers consider for location, "Quality of Life," which would include recreation, is ranked 11 out of 31, above low taxes, land availability and quality of public schools.<sup>5</sup> This is especially true for businesses with fewer than 20 employees, which accounted for 40% of job growth in the 1980's.<sup>6</sup>

### Quality of Life

Recreational opportunities and parks provide both tangible and intangible components of daily life that individuals and governments strive to foster. Parks serve as social places-- locations where people congregate and celebrate. Recreation is often the focus of community activities. Recreation programs promote involved citizenry by creating the need for volunteers, for everything from Little League coaches to trail maintenance. These volunteers promote civic responsibility, which leads to community pride. Having places and activities both to identify with and be proud of is one of the factors of a high "quality of life."

### Open Space

The preservation of open space provides us with outstanding opportunities for solitude or a primitive and unconfined type of recreation. Open space should be devoted to the public purposes of recreational, scenic, scientific, educational, conservation and historical use. We should secure for the citizens of Rutherford County of present and future generations the benefits of an enduring resource of open space...unimpaired for future use and enjoyment.

Preserving open space is a progression of concern, an inkling that the earth has its own heritage and its own unimpeachable right to life, a willingness by the majority to let some parcels of land become what they will, unmanipulated by man. The act of preservation is a tithing of wildness for ourselves, a beginning reparation for the earth's land and its diminished existence.

To those who claim the idea of preserving open space is a radical step that locks up resources, let it be stated that the idea is a dichotomy of choices. Heads, you lock up valuable resources from a world crowded with people demanding ever more. Tails, you store up life and beauty—clear, unsilted streams, magnificent woods and meadows, views into wild land—and opportunity—recreational, spiritual, scientific. And if these are the choices we must occasionally make, then

**As the family, by economic necessity, has abandoned more responsibility for supervising children's play, and the frenetic pace of our modern-day world has forced adults to change our own leisure activities, it has become necessary for institutions—churches, schools, civic organizations, and government—to assume that responsibility.**

doesn't it make sense in today's world where camera crews pan increasingly closer to big city gore, where the pace of life is so frenetic it's difficult to keep up with yourself—never mind the Joneses—where oceans are rising, acid rain is falling, ozone layers are disappearing and we are dominioning lives not our own to the total death of extinction, that we should spare a few teaspoons of open space here and there as havens for life and for human hope and renewal, protected both for and from us. Is it too much to ask of ourselves?



**Public Facilities**

The Rutherford County community, through its county and municipal governments, should provide parklands and recreation facilities needed for current and future residents and for the conservation of environmental and heritage resources.

**Environmental Protection**

The amount and distribution of population density and land uses in Rutherford County and its cities should be consistent with environmental constraints inherent in the need to preserve natural resources and to meet or exceed federal, state and local standards for water quality, ambient air quality and other environmental standards. The Rutherford County community, through its county and municipal governments, should insure that development in the community should be sensitive to the natural setting, in order to prevent degradation of the community's natural environment.

	Parks, Recreation & Open Space	
	Goals	
<b>Growth and Adequate Public Facilities</b>		

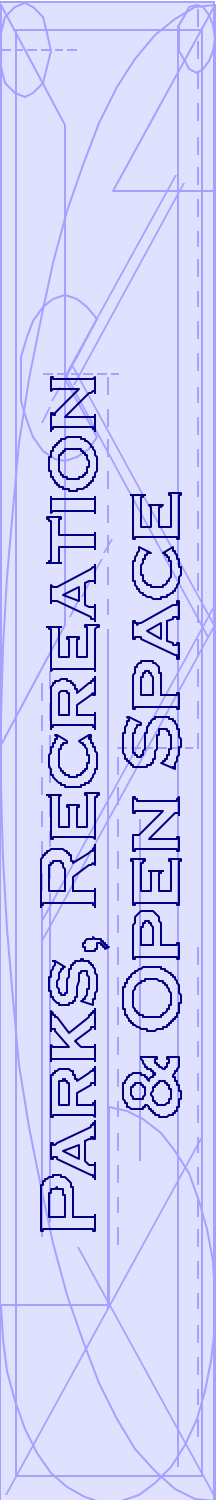
Growth in Rutherford County should be held to a level consistent with available, accessible, and adequate public facilities as well as with rational plans to provide new public facilities and to maintain existing public facilities. The county's and the cities' policies for development should take into account financial limitations associated with increased need for public facilities.

**Culture and Recreation**

The Rutherford County community, through its county and municipal governments, should provide for safe, accessible and enjoyable parks (including active, passive, historical, and mixed-use parks); recreational programs, and cultural programs and facilities. The Rutherford County community should also support and encourage the identification and preservation of its heritage resources for the aesthetic, social and educational benefits of present and future citizens.

**Open Space**

The Rutherford County community, through its county and municipal governments, should support the conservation of appropriate land areas, especially around Stones River and Percy Priest Lake, in a natural state to preserve, protect and enhance stream valleys, meadows, woodlands, wetlands, farmland, and plant and animal life. Small areas of open space should also be preserved in already congested and developed areas for passive neighborhood uses, scenic vistas, and screening and buffering.



# 13

## PARKS, RECREATION & OPEN SPACE

### Objective 1 - Improve coordination between the jurisdictions

Strategic Alternative 1 - Investigate metropolitan government and allow the citizens to vote on it in a referendum. ♦ CD ♦ EC ♦ ED ♦ GS ♦ GM ♦ PR ♦ PF

Strategic Alternative 2 - Combine municipal & county parks and recreation boards

Strategic Alternative 3 - County contracts with one or more of the municipal parks and recreation boards to provide services to county

Strategic Alternative 4 - Representatives from each jurisdiction on all Parks and Recreation boards

Strategic Alternative 5 - County establishes a parks and recreation board and department.

### Objective 2 - Assess the current state of parks and recreation facilities and opportunities in the community and set standards for parks, recreation and open space that are adopted by the Rutherford County government and its municipal governments. These standards should then be used for parks, recreation and open space planning.



Strategy 1 - The Rutherford County community should contract with a professional individual or organization to conduct a parks, recreation and open space needs assessment.

Strategy 2 - Corps of Engineers to conduct an inventory of environmentally and historically significant land. ♦ CD ♦ HR ♦ LU ♦ PR

Strategy 3 - Identify under-utilized facilities

Strategy 4 - Standards for parks, recreation and open space should be set and adopted by the Rutherford County government and its municipal governments. These standards should then be used for parks, recreation and open space planning. ♦ CD ♦ PR

### Objective 3 - Maximize the utilization of our existing resources



Strategy 1 - Light the ball fields

Strategy 2 - Establish an internship program with the MTSU recreation department



### Objective 4 - Set aside land for future parks, recreation and open space

Strategy 1 - Rutherford County and the municipal governments of Smyrna and La Vergne should negotiate with the U.S. Army Corps of Engineers to lease land surrounding Percy Priest Lake for



recreation purposes.

Strategy 2 - Rutherford County and the cities each should conduct an inventory of vacant land owned by the jurisdiction. Each parcel should be evaluated for suitability for parks, recreation and/or open space.

Strategy 3 - Use land at school sites

**Objective 5 - Establish a structure under which voluntary contributions can be made to parks, recreation and open space.**

Strategy 1 - Establish a Parks & Recreation Foundation & Land Trust Organization. ♦CD ♦GM ♦HR ♦PR

Strategy 2 - Encourage conservation easements. ♦CD ♦GM ♦PR

Strategy 3 - Utilize the dedication of land for parks and recreation purposes by developers. ♦CD ♦PR

Strategy 4 - Create zoning incentives for voluntary dedications for parks and recreation, and conservation easements.

Strategy 5 - Ask volunteer groups to do river clean-up; improve access points, etc.

**Objective 6 - Preserve areas around the Stones River and Percy Priest Lake**

Strategy 1 - Inventory undeveloped parcels and evaluate for possible uses



Strategy 2 - Aggressively market conservation easements to owners of undeveloped parcels along river and lake



**Objective 7 - Preserve scenic vistas in the county**



Strategy 1 - Rutherford County and the cities of Murfreesboro and Smyrna should adopt a common scenic corridor overlay zoning amendment. ♦EC ♦HR ♦PR

Strategy 2 - Amend Rutherford County Zoning Resolution to zone off-premise advertising separately

Strategy 3 - Establish linear greenways along major streams in county

Strategy 4 - Establish incentives for tree preservation

**Objective 8 - Use parks and recreation to foster community identities**

Strategy 1 - Put recreation programs in traditional Rutherford County communities

Strategy 2 - Encourage sports rivalries between communities

**Objective 9 - Establish mechanisms to insure adequate**



## funding for parks, recreation and open space acquisition, facilities and programs

**Strategy 1** - Ask the Tennessee Department of Environment and Conservation Parks and Recreation Technical Assistance Service (PARTAS) to prepare a report of all federal and state grants, loans, and technical assistance opportunities.

**Strategy 2** - Parks Impact Fee

**Strategy 3** - Utilize ISTEA funding for greenways & bicycle lanes

**Strategy 4** - Establish a countywide volunteer coordinating center. ♦HS ♦PR

**Objective 10** - Ensure the long term protection, maintenance and preservation of park resources. Ensure the personal safety of citizens using parks and recreation facilities and services.

**Strategy 1** - Rutherford County and the municipal governments should use life-cycle costing to evaluate all infrastructure and transportation projects. ♦IT ♦PR ♦PF

**Strategy 2** - Establish a "Neighborhood Watch" program for parks and recreation facilities

**P**ublic facilities and services are those facilities required to support the services and functions provided by the local governments or public utility companies. Such facilities and services are essential to support the community and its development and to enhance the overall quality of life. Public facilities and services include such necessities as water and sewer lines and police and fire protection, as well as educational and cultural services. In addition, they also include human service providers, and parks and recreation, although these facilities and services are discussed in separate sections of the Community Strategic Plan.

The goals adopted by the Public Facilities and Services Workgroup underscore the idea that public facilities and services, and the community's ability to provide them, is essential to maintaining the quality of life in the community. As such, public facility and service implications should be addressed any time land-use decisions are made. The overall Public Facilities and Services element of the Community Strategic Plan is based on general objectives which apply to the community's public facility planning effort as a whole and specific functional program areas in particular. These objectives therefore should be viewed as the key principles for establishing a facility network which is responsive to the community's ability to pay, community expectations, the public health, safety and general welfare, and neighborhood and land use impacts.



**Growth and Adequate Public Facilities**

Growth and new development should be held to a level consistent with the adequacy and accessibility of existing facilities and phased in accordance with the community's ability to provide new ones.

**Adequate Public Services**

Rutherford County and its municipalities should be committed to a high level and quality of public services

**Education, Culture and Recreation**

Rutherford County and its municipalities should provide a local system of libraries, activity centers, and cultural programs and facilities and should ensure a quality education system by providing comprehensive education, training programs and facilities.

**Financial Planning and Management.**

Our local governments should support an equitable system of taxation and user charges and fees to provide quality services and facilities to residents.

**Public facility and service implications should be addressed any time land-use decisions are made.**

Public Facilities & Services  
Goals

**Objective 1 - Improve long-range planning balancing the provision of public facilities and services with growth and development.**

**Strategy 1 - Develop and adopt facility and service standards. Evaluate development proposals against these standards to see if they contribute to achieving community long-range goals. ♦CM ♦ED ♦GS ♦GM ♦PR ♦PF**

**Strategy 2 – Require all county service providers to create a long-range facilities and services plan.**

**Strategy 3 - Develop a Capital Improvement Plan. ♦GS ♦PF**

**Strategy 4 - Balance the provision of public facilities and services with growth and development**

**Strategy 5 - To increase productivity, provide job development opportunities for public employees**

**Strategy 6 - Rutherford County and the municipal governments should use life-cycle costing to evaluate all infrastructure and transportation projects. ♦IT ♦PR ♦PF**

**Strategy 7 – Eliminate unmanned solid waste convenience centers.**




# 14

## PUBLIC FACILITIES & SERVICES

### **Objective 2 - Use the programming of public facilities and services to support the community's long-range land use goals.**

Strategy 1 - Locate any new public facilities that serve the unincorporated areas of the County in the traditional Rutherford County communities, if possible.

 Strategy 2 - Support, maintain, and expand as financially prudent, the community centers in the unincorporated areas of the County.

Strategy 3 - Preserve the Rutherford County Courthouse to serve as the functional center of Rutherford County government.

### **Objective 3 - Consolidate governmental entities or functions and create public-private partnerships for service delivery**

 Strategic Alternative 1 - Consolidate services through intergovernmental partnerships. ♦ ED ♦ GS ♦ GM ♦ PF

Strategic Alternative 2 - Investigate metropolitan government and allow the citizens to vote on it in a referendum. ♦ CD ♦ EC ♦ ED ♦ GS ♦ GM ♦ PR ♦ PF


Strategy 3 - Develop a county-wide geographic information (GIS) system to assist in managing growth. ♦ CD ♦ EC ♦ GM ♦ PF  
information (GIS) system to assist in managing growth

Strategy 4 - Standardize building code inspections within the county.

Strategy 5 - Standardize subdivision regulations countywide.

 Strategy 6 - Develop an economic development council. ♦ EC ♦ PF.

### **Objective 4 – Support and maintain the ambulance service, rescue squads and volunteer fire departments**

 Strategy 1 - Establish and maintain at a minimum, a five-minute travel response coverage for fire, ambulance and rescue emergencies to at least 95 percent of the County's Population.

 Strategy 2 - Establish an ambulance service standard of one ambulance for every 10,000 to 12,000 persons.

Strategy 3 - Evaluate the possibility of creating fire tax districts as provided in T.C.A. 5-17-101 through 108.

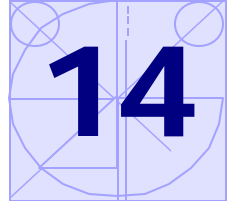
### **Objective 5 - Provide better enforcement of existing ordinances and regulations**

Strategy 1 - Provide stronger enforcement of leash laws.

Strategy 2 - Pursue summons authority for Zoning Officers.

### **Objective 6 - The Rutherford County community should**

reach a consensus on growth management and land use goals and objectives. Upon the emergence of such a consensus, the Rutherford County Board of Commissioners should adopt a sewer plan consistent with that consensus.



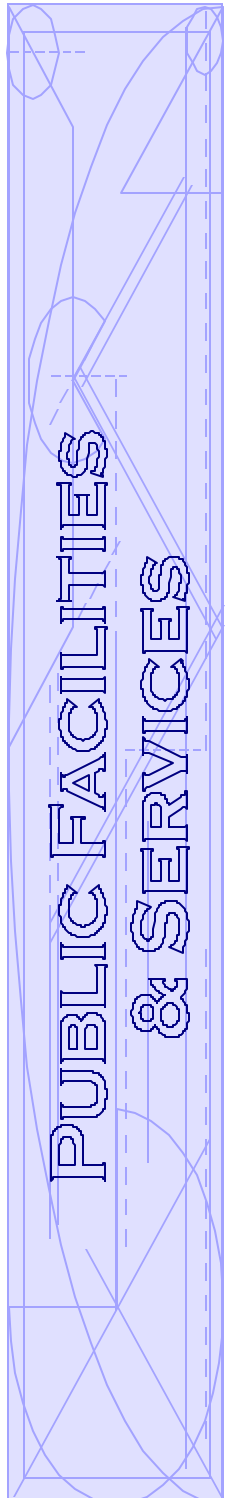
Strategy 1 - Develop, adopt and implement a land use policy plan for the unincorporated areas of Rutherford County, using the traditional Rutherford County cities and communities as nodes for residential and commercial development. ♦CD ♦GM ♦HR ♦IT ♦LU ♦PF

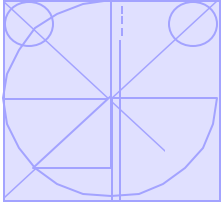
STRATEGY 2 - Develop, adopt and implement sub-area plans for the unincorporated areas of Rutherford County. ♦CD ♦GM ♦HR ♦IT ♦LU ♦PF



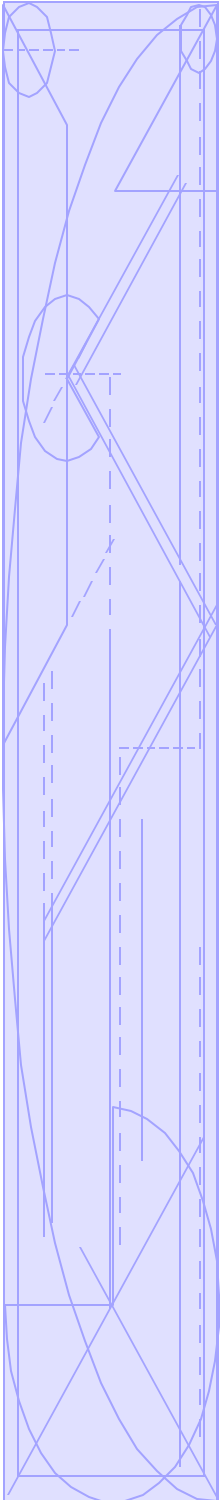
Strategy 3 - In conjunction with the Land Use Policy Plan, the Rutherford County Board of Commissioners should hire an engineering consulting firm to:

- determine which of the unincorporated areas of the county are unlikely to be sewerred by the municipalities;
- investigate and determine what alternatives to municipal sewer service might be appropriate for each of these areas, estimate costs and recommend revenue sources, and prioritize each project, consistent with the adopted land-use and growth management plans. ♦CD ♦HR ♦IT ♦LU ♦PF





## Strategic Plan Committees As Originally Assigned in the Fall of 1995



COMMUNITY DESIGN  
& ENVIRONMENT  
Margaret Wilson, Facilitator  
Adams, Mel  
Backlund, Gib  
Heck, Brad  
Hinton, Earl  
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Huhta, Mary  
Kirkland, Dale  
Layne, Linda  
Lee, Mark  
Little, Billie  
Mitchell, Julia  
Nolan, Tom  
Peay, Bob  
Picklesimer, Mi

# Strategic Plan Committees As Originally Assigned in the Fall of 1995

## HOUSING & SOCIAL CONCERNS

Linda Lichtenberger, Facilitator  
 Addison, Katherine  
 Aden, Libby  
 Avent, Valerie  
 Bouldin, Shannon  
 Brown, Susannah  
 Butler, James L., Sr.  
 Conyers, Sharon  
 Floyd, Carrie  
 Glynn, John  
 James, Pamela  
 Jean, Barbara  
 Jernigan, Lynn  
 Layne, Bert ram  
 Mansfield, Rick  
 Minter, John  
 Parsons, Kathy  
 Sharber-Green, Beth  
 Simmons, Charles  
 Simmons, Joan  
 Taylor, Arthur R.  
 Todt, Susan  
 Turner, Chaplain Herbert  
 Wade, Goldy

## INFRASTRUCTURE & TRANSPORTATION

Jim Rhody, Facilitator  
 Barbier, Bill  
 Carroll, David  
 Donnell, John  
 Hayes, Mildred  
 Haynes, Terry  
 Hill, Carnes  
 Huddleston, Bill  
 Jarrell, Enoch  
 Johnson, Faye  
 Long, John M.  
 Lucus, Marcus  
 McElroy, Larry  
 Meadow, Dick  
 Mingle, Willard  
 Mullins, Robert  
 Peckham, Mary Ann  
 Phares, Scott  
 Quesenberry, Larry  
 Sawyer, Lorraine  
 Stegall, Whitney

## LAND USE

Margaret Wilson, Facilitator  
 Aydelott, Joseph  
 Dement, Joe Jack  
 Estes, Larry  
 Garrison, Eska  
 Goodman, Delia  
 Haines, Hank  
 Hord, J. P.  
 Jones, Delores  
 Jones, Tim  
 Keese, Earl  
 Landry, Paul  
 McKenzie, Joe  
 Sawyer, David  
 Snyder, Dan  
 Titus, Miki  
 Uselton, Carroll  
 Wall, Howard

## PARKS, RECREATION & OPEN SPACE

Jim Rhody, Facilitator  
 Barnickle, Larry\*  
 Bratcher, John  
 Brittain, Charles  
 Buehler, Robert  
 Cates, Ben\*  
 Clark, Chuck\*  
 Dement, Jerry  
 Drake, Jerome  
 Garbharran, Dr. Hari P.  
 Halterlein, Anthony  
 Herbert, Joe\*  
 Jernigan, D. Edwin\*  
 Johnson, Commissioner Anthony\*  
 Lamb, Don\*  
 MacDougall, Tara\*  
 Mallette, Dan  
 Sage, Tom\*  
 Tipton, Hattie  
 Wade, Mary  
 Watson, Hulon\*  
 West, Bill\*

## PUBLIC SERVICES & FACILITIES

Linda Lichtenberger, Facilitator  
 Brown, Dorothy  
 Buckingham, W.A.  
 Burnham, Kathy  
 Butts, Michelle  
 Capps, Greg  
 Clark, Suma  
 Curtis, Mike  
 Jones, Audrey  
 Jones, Penny  
 Martin, C. E.  
 McCash, Peggy  
 Nunley, Mike  
 O'Brien, Beth  
 Tapley, Emma  
 Uselton, Annie Ruth  
 Vaughan, Y.T.  
 Willeford, Virginia  
 Youree, Laughlin

\*Recreation Committee appointed by County Executive in response to request by Health & Education Committee.

