

JEFFERSON COUNTY LAND USE PLAN

2010-2020

JEFFERSON COUNTY, TENNESSEE

JEFFERSON COUNTY LAND USE PLAN, 2010-2020

Prepared for the

Jefferson County Regional Planning Commission

Terry Reneau, Chairman

David Richey, V. Chairman
Todd Kesterson, Secretary
Randy Baxley

Marty Mills
Wayne Schrader
Sue Springfield

Prepared by

**Local Planning Assistance Office,
Tennessee Department of Economic and Community Development
5401 Kingston Pike
Knoxville, TN 37919**

CONTENTS

<u>CHAPTER</u>	<u>PAGE</u>
I INTRODUCTION	1
Purpose of Plan	1
Scope and Methods	1
II BACKGROUND	3
Location and General Characteristics	3
Historic Overview	4
Major Events Affecting Development	7
Governmental Structure	9
Local Planning Commissions	10
III POPULATION AND EMPLOYMENT	13
Population	13
Employment	22
IV NATURAL FEATURES AFFECTING DEVELOPMENT	29
Climate	29
Air Quality	30
Drainage	30
Water Resources	30
Slope	31
Flood-Prone Areas	31
Soils	32

V	CULTURAL FEATURES AFFECTING DEVELOPMENT	39
	Land Use Categories	39
	Land Use Analysis	41
	Transportation Analysis	54
	Utilities	58
VI	MUNICIPALITIES IN JEFFERSON COUNTY	65
	City of Baneberry	65
	Town of Dandridge	70
	City of Jefferson City	74
	Town of New Market	78
	Town of White Pine	82
	City of Morristown	85
VII	LAND USE PLAN	87
	Development Potential	87
	Assumptions	90
	General Development Goals	91
	Development Objectives and Policies	91
VIII.	PLAN IMPLEMENTATION	101
	Zoning	101
	Subdivision Regulations	102
	Building Codes	102
	Project Review	102
	Public Improvements Program	102
	Capital Budget	103

TABLES

<u>TABLE</u>		<u>PAGE</u>
1	Population Change, 1960 to 2000 Jefferson County, Tennessee and Selected Places	13
2	Population Change, 1980-2000 Jefferson County, Tennessee Census Divisions	14
3	Population Change, 1960-2000 Municipalities in Jefferson County, Tennessee	15
4	Population Change and Annexation, 1960-2000 Municipalities in Jefferson County, Tennessee	16
5	Components of Population Change, 1990-2000 Jefferson County, Tennessee and Selected Areas	17
6	Population Age, 1980-2000 Jefferson County, Tennessee and Selected Places	18
7	Population Race, 2000 Jefferson County, Tennessee and Selected Places	19
8	Educational Attainment, 2000 Jefferson County, Tennessee and Selected Places	20
9	Population and Population Projections, 2000-2020 Jefferson County, Tennessee and Selected Places	21
10	Civilian Labor Force Age 16 and Over, 1980-2000 Jefferson County, Tennessee and Selected Places	23
11	Female Civilian Labor Force Age 16 and Over, 1980-2000 Jefferson County, Tennessee and Selected Places	23
12	Industry of Employed Persons, 1970-2000 Jefferson County, Tennessee	25
13	Commuting Patterns, 2000 Jefferson County, Tennessee	26
14	Per Capita Income, 1969-1999 Jefferson County, Tennessee and Selected Places	27

15	Families Below Poverty Level, 1969-1999 Jefferson County, Tennessee and Selected Places	27
16	Unemployment Rates, 1990-2009 Jefferson County, Tennessee and Selected Places	28
17	Developed Land Use Inventory, June 2008 Unincorporated Jefferson County, Tennessee	42
18	Residential Land Use Inventory, 2008 Jefferson County, Tennessee	45
19	Detailed Residential Land Use Inventory, 2008 Jefferson County, Tennessee	46
20	Commercial Land Use Inventory, 2008 Jefferson County, Tennessee	47
21	Industrial Land Use Inventory, 2008 Jefferson County, Tennessee	48
22	Public/Semi-Public Land Use Inventory Jefferson County, Tennessee	49
23	Utilities/Rights-of-Way Land Use Inventory, 2008 Jefferson County, Tennessee	50
24	Unclassified Land Use Inventory, 2008 Jefferson County, Tennessee	51
25	Undeveloped Land Inventory, 2008 Jefferson County, Tennessee	52
26	Undeveloped Land Status Inventory, 2008 Jefferson County, Tennessee	54
27	Developed Land Use Inventory, 2008 Baneberry, Tennessee	66
28	Undeveloped Land Use Inventory, 2008 Baneberry, Tennessee	69
29	Undeveloped Land Status Inventory, 2008 Baneberry, Tennessee and Selected Places	70

30	Developed Land Use Inventory, 2008 Dandridge, Tennessee	71
31	Undeveloped Land Use Inventory, 2008 Dandridge, Tennessee	73
32	Undeveloped Land Status Inventory, 2008 Dandridge, Tennessee and Selected Places	73
33	Developed Land Use Inventory, 2008 Jefferson City, Tennessee	75
34	Undeveloped Land Use Inventory, 2008 Jefferson City, Tennessee	77
35	Undeveloped Land Status Inventory, 2008 Jefferson City, Tennessee and Selected Places	78
36	Developed Land Use Inventory, 2008 New Market, Tennessee	79
37	Undeveloped Land Use Inventory, 2008 New Market, Tennessee	81
38	Undeveloped Land Status Inventory, 2008 New Market, Tennessee and Selected Places	81
39	Developed Land Use Inventory, 2008 White Pine, Tennessee	83
40	Undeveloped Land Use Inventory, 2008 White Pine, Tennessee	84
41	Undeveloped Land Status Inventory, 2008 White Pine, Tennessee and Selected Places	85

ILLUSTRATIONS

<u>ILLUSTRATION</u>		<u>PAGE</u>
1	Location Map – Jefferson County, Tennessee	5
2	Natural Factors Affecting Development, 2010 – Jefferson County, Tennessee	33
3	Generalized Soils Resource Areas, 2010 – Jefferson County, Tennessee, 2010	35
4	Existing Land Use 2008 – Jefferson County, Tennessee	43
5	Major Road Plan, 2008 – Jefferson County, Tennessee	55
6	Improved Surface Widths– Jefferson County, Tennessee	59
7	General Water Service Areas, 2009 – Jefferson County, Tennessee	63
8	Municipalities, 2010 – Jefferson County, Tennessee	67

CHAPTER I

INTRODUCTION

PURPOSE OF PLAN

The purpose of this document is to provide Jefferson County, Tennessee with a policy plan for the future development of the county. This plan is an essential planning instrument for the county with the primary purpose of providing a guide for the development of the county through the establishment of long-term goals, objectives, and policies. The policies, if implemented, will help the county reach its development goals and objectives. The purpose of such a plan, as outlined in Section 13-3-302 of the *Tennessee Code Annotated*, is to serve as a guide for "accomplishing a coordinated, adjusted, efficient and economic development of the region which will, in accordance with present and future needs and resources, best promote the health, safety, morals, order, convenience, prosperity and welfare of the inhabitants, as well as efficiency and economy in the process of development..."

The *Jefferson County Land Use Plan, 2010-20* covers a planning period of ten years, 2010-2020. The information presented in this plan should be used as a framework to guide local planning commissions, county and municipal officials, public works departments, community leaders, developers, and others as they make decisions that affect the future growth and development of Jefferson County. The plan is not intended to supersede the responsibilities or authority of local officials and department heads. Instead, it is designed to provide all parties with the guidance necessary when making difficult decisions regarding the future growth and development of the county. The development goals, objectives, and policies presented in this plan should periodically be reviewed, and when necessary, updated to reflect unanticipated occurrences or trends.

SCOPE AND METHODS

This land use and transportation policy plan is designed to formulate a coordinated, long-term development program for Jefferson County, Tennessee. It does this through the examination of large amounts of information on the county's background (Chapter II), the county's population and employment (Chapter III), natural and cultural features that affect and influence development (Chapters IV and V), and Jefferson County's municipalities (Chapter VI). This information was analyzed and used to develop the Land Use Plan chapter (Chapter VII). Chapter VIII, Plan Implementation, is important because it explains how the plan can be implemented for the betterment of the county and its residents.

The Land Use Plan chapter is the most important part of the document. The first part of this chapter contains information regarding the county's development potential and assumptions about anticipated growth and development within the county. Such information was derived from previous chapters. The second part of the chapter contains three main elements: 1) the identification of the county's development goals; 2) specific objectives; and 3) the establishment

of policies for achieving the goals and objectives. It is important that the policies be effectively implemented if Jefferson County's goals and objectives are to be reached. Without implementation through zoning, subdivision regulations, or other means, the policies will not be realized.

The land use plan is geared towards the physical development of the county, particularly the unincorporated parts of Jefferson County. Other important plans have recently been prepared that touch on some of the goals of the land use plan but mostly focus on social issues and programs. *20/20 VISION* was adopted in January 2000 and provides recommended goals and strategies regarding: economic development; community appearance, unity, and pride; government, infrastructure, and services; and social issues, health, youth development, and recreation. Another plan, the *Strategic Action Plan – Building a Better Future, Jefferson County, Tennessee*, was completed in 2008. This plan also focuses on programs and social issues, many of which carry over and dovetail with the goals stated in the land use plan. Together, these plans will provide the guidance that will allow Jefferson County to provide a high quality of life for all residents both in terms of the county's physical development and the services and programs that are available.

CHAPTER II

BACKGROUND

To effectively plan for the future of a community, it is necessary to gather background information about the community. Such information includes the community's location and general characteristics, early settlement patterns, major events that affected development, governmental structure, and planning programs. Important background information for Jefferson County is presented below.

LOCATION AND GENERAL CHARACTERISTICS

Jefferson County is located in the central part of East Tennessee (Illustration 1). It is bounded by Sevier County to the south, Cocke County to the east, Grainger and Hamblen Counties to the north, and a small portion of Knox County to the west. It is fully located in the physiographic region known as the Great Valley of Tennessee. This region is characterized primarily by rolling hills and valleys that generally run in a southwest to northeast direction. The elevation of the county averages about 1,300 feet above sea level, although it ranges from about 1,000 to 1,600 feet above sea level.

The Holston River is the northwestern boundary of the county and has been dammed to form Cherokee Lake in the northernmost part of the county. The French Broad River crosses the southern part of Jefferson County and has been dammed in neighboring Sevier County to form Douglas Lake. These two reservoirs are important for flood control and are important outdoor recreation areas. Their beauty and the recreational opportunities they offer have encouraged seasonal and year-round residential developments.

The county is well-served by a road system consisting of two interstate highways, four federal highways, and three state highways. Interstate Highway 40 runs in an east-west direction the length of the United States and connects Jefferson County with Knoxville, Tennessee, Asheville, North Carolina, and numerous other places. Interstate Highway 81 begins in Jefferson County, about two miles east of Dandridge, and runs in a southwest-northeast direction into New York. Interstate Highway 81 generally parallels Federal Highway 11. It links Jefferson County with Johnson City and other cities to the northeast.

Although the interstate highways have become the main transportation routes for motor vehicles, federal highways continue to be important regional and local transportation routes. The federal highways in Jefferson County are Highways 11E, 25/70, 25E, and 411. Highway 11 begins in New Orleans, Louisiana and runs in a northeasterly direction to northern New York. In Tennessee, Highway 11 is comprised of Highways 11W and 11E, with 11E traversing Jefferson County, generally parallel to Interstate Highway 81. Highway 25-70 is generally parallel to Interstate Highway 40, traversing the county in an east-west direction and connecting Jefferson County with Knoxville and Asheville, North Carolina. Highway 411 runs through the extreme southern part of Jefferson County in a southwest-northeast direction from its beginning in central

Alabama to its ending point in neighboring Newport, Tennessee. Federal Highway 25E begins in Brunswick, Georgia and ends in Cincinnati, Ohio. It runs in a north-south direction through Jefferson County, connecting the eastern part of the county with the neighboring municipalities of Morristown and Newport.

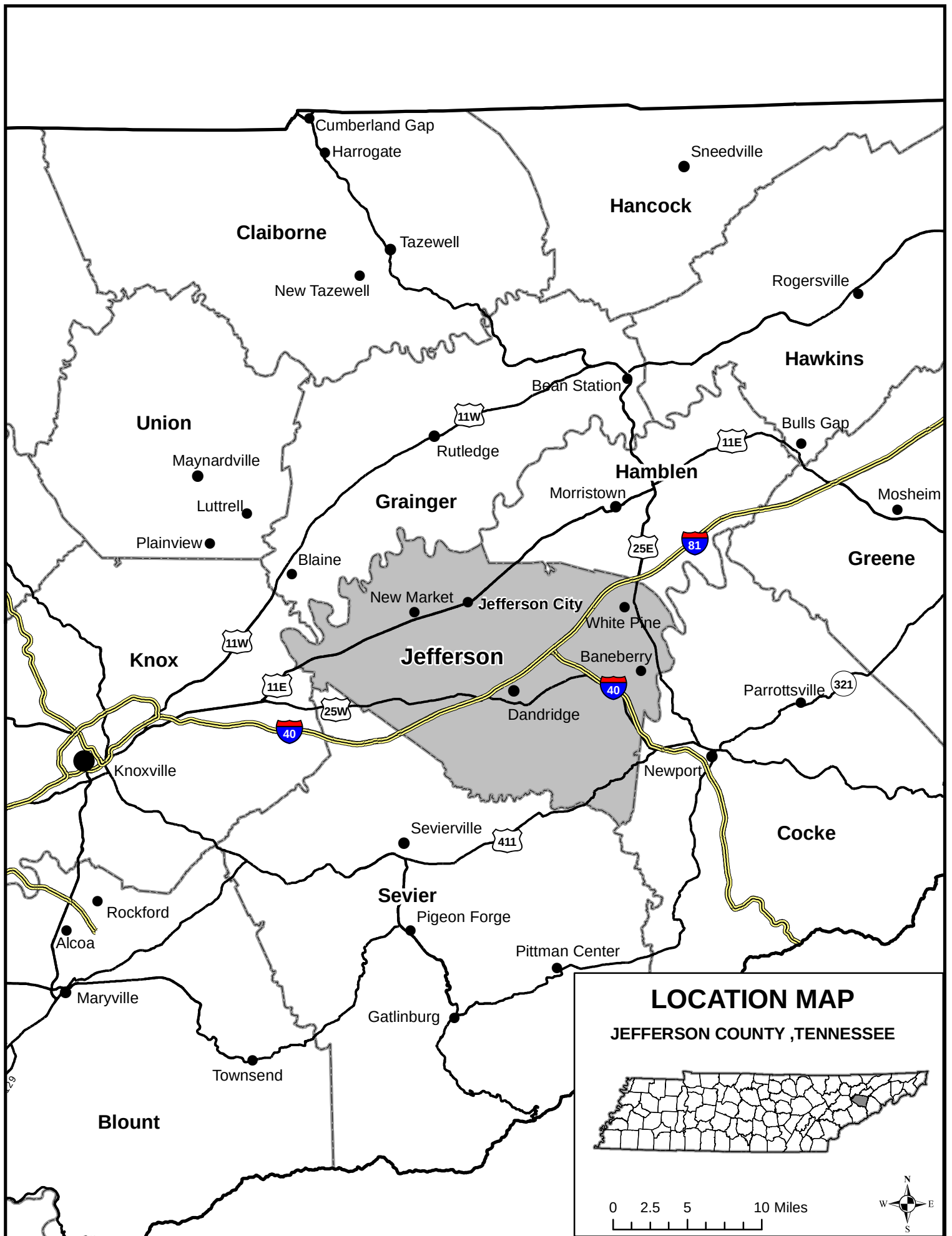
Jefferson County contains five municipalities – Baneberry, Dandridge, Jefferson City, New Market, and White Pine. A small portion of a sixth municipality, Morristown, is also located in the county. The City of Baneberry is Jefferson County’s newest municipality, having been incorporated in 1986. It is located along Douglas Lake and is characterized by residential subdivisions, a golf course, and very limited commercial activities. The Town of Dandridge is the county seat. It is located along the north shore of Douglas Lake and the junctions of State Highway 92 and Interstate Highway 40, Federal Highway 25-70, and State Highway 139. Dandridge is the second oldest town in Tennessee and is characterized by early historic residences and businesses in its center along with new subdivision developments and commercial activities at its outskirts. The City of Jefferson City is located along Highways 11E and 92 and is the county’s most populated municipality with 7,760 residents in 2000. It contains Carson-Newman College and is also the commercial center of the county. The Town of New Market is also located along Highway 11E and is adjacent to Jefferson City. New Market is a small municipality with just 1,234 residents in 2000, and is characterized primarily by residential uses with a scattering of small commercial activities. The Town of White Pine is located in the eastern part of Jefferson County, along Federal Highway 25E, State Highway 113, and Interstate Highway 81. White Pine is characterized by old and new residential and commercial activities in and near its town center and new highway-oriented commercial activities at the I-40 interchange. These municipalities are addressed in greater detail in Chapter VI.

HISTORIC OVERVIEW

The following historic overview was taken or derived from *The Tennessee Encyclopedia of History and Culture*, University of Tennessee Press, 2002 (online).

Jefferson County was originally part of Caswell County from 1784 to 1788 while under the government of the State of Franklin. Caswell County was comprised of what is now Sevier and Jefferson Counties. Jefferson County was established by Governor William Blount on June 11, 1792 and was comprised of about 1,200 square miles. Jefferson County now contains 314.0 square miles of territory, with territory having been granted to the formation of Sevier County (1795), Cocke County (1797), and Hamblen County (1870).

The first permanent settlement at Dandridge dates to 1783, with the village becoming the county seat in 1793. Another settlement, Shady Grove, was located to the west of Dandridge and was settled in 1785. Shortly thereafter, Mossy Creek, now known as Jefferson City, received its first settler. By 1795, Jefferson County had approximately 7,500 residents due to an abundance of fertile soil for agriculture and because of favorable treaties with local Indian tribes. Many of the early settlers were of Scots-Irish descent and migrated to the area to claim Revolutionary War land grants. The Holston and French Broad Rivers were the primary means of transportation until the first railroad was constructed in 1858.



Fertile land and a good climate encouraged agriculture and associated population growth in Jefferson County after the Civil War. The county's prolific agricultural production encouraged the establishment of canning factories such as Bush Brothers. Bush Brothers was established in 1907 by the Stokley Brothers of Newport and A.J. Bush of the Chestnut Hill Community. The company is located in the southern part of Jefferson County at the intersection of State Highway 92 and Federal Highway 411. It is a major cannery that has been in continuous operation for over 100 years.

Jefferson County has experienced nearly continuous population growth since it was first settled. As noted above, Jefferson County's population was approximately 7,500 residents in 1795. Census records show that its population was 12,067 in 1840 which increased to 18,590 in 1900 and 21,493 in 1960. Since 1960, Jefferson County's population more than doubled to 44,294 in 2000. Jefferson County's population has continued to grow primarily due to migration. The University of Tennessee Center for Business and Economic Research estimated that the population reached 51,161 in 2010.

MAJOR EVENTS AFFECTING DEVELOPMENT

Several events have greatly impacted Jefferson County. The events deemed to have the greatest impact, both at their occurrence and beyond are the Tennessee Valley dams and reservoirs, zinc mining, interstate highways, and migration to the county.

Dams and Reservoirs

Jefferson County has been greatly affected by the construction of the Cherokee and Douglas Dams by the Tennessee Valley Authority (TVA) and the accompanying impoundment of the two rivers. Cherokee Dam was proposed as a means of providing hydroelectric power at the beginning of World War II. Construction of the Cherokee Dam was completed on December 5, 1941 and resulted in the impoundment of the Holston River to create the Cherokee Reservoir, commonly known as Cherokee Lake. Cherokee Dam is located about three miles from Jefferson City, in the northern part of the county.

Douglas Dam was also constructed as a means of providing hydroelectric power. Construction of Douglas Dam was completed on February 19, 1943 and resulted in impoundment of the French Broad River to form the Douglas Reservoir, commonly known as Douglas Lake. Douglas Dam is located along the French Broad River in neighboring Sevier County.

The impoundment of the rivers resulted in a loss of over 23,000 acres of the county's most fertile farm land. It also resulted in the creation of the two lakes that allowed TVA to provide valley residents with badly needed hydroelectric power. Another important role of the lakes has been to provide outdoor recreation opportunities including boating, fishing, and water skiing. In recent years, both lakes have attracted large numbers of tourists during the summer months for outdoor activities. Consequently, the reservoirs have also been a catalyst for the development of marinas, resorts, second home developments, retirement developments, and year-round residential developments.

Zinc Mining

Zinc mining has traditionally been an important activity in Jefferson County. According to a story in the December 5, 2008 edition of the *Knoxville News Sentinel* citing *Jefferson County Tennessee Families and History, 1792-1996*, zinc mining got its start in the early 1800s when surface mining occurred at the Mossy Creek Mine, just east of Jefferson City. Another zinc deposit was discovered and mined in New Market in 1882. The story also notes that in 1916, American Zinc Company of Tennessee acquired the Mossy Creek and three other mines. With the discovery of deep deposits of ore, deep mines were developed beneath Jefferson City and surrounding territory in the 1950s. This resulted in Jefferson County becoming the largest producer of zinc ore in the United States between 1950 and 1995. The mining operations have been very important to the county and its residents because they employed several hundred workers, miners, management, engineers, surveyors, construction workers, machine operators, and others. However, in recent years, there has been fluctuation in the demand for zinc resulting in periodic closing and reopening of the mines.

Interstate Highways

The interstate highway system was established in 1956 by President Dwight D. Eisenhower. The system was designed and established to create a network of uniform roads that allow for the rapid and efficient movement of civilians, military, and goods throughout the nation.

In 1967, the first completed interstate highway through Jefferson County occurred with the completion of Interstate Highway 81 (I-81) and its connection to Interstate Highway 40 (I-40). The last completion of interstate highway in Jefferson County occurred when the section of I-40 from I-81 to Asheville, North Carolina was opened in 1975. Since 1975, the interstate highways have connected Jefferson County with places throughout the eastern United States.

Interstate Highways 40 and 81 are parallel to Federal Highways 25-70 and 11E. Since their completion, the interstate highways have attracted most long-haul trucks and long-distance travelers, resulting in fewer travelers using federal and state highways. The ease of transport, coupled with increasing population throughout the nation, placed a tremendous amount of traffic on the interstate highways through Jefferson County. Annual traffic counts in 2008, issued by the Tennessee Department of Transportation, showed that there was an average of 56,441 vehicles per day using I-40 between Interchange 417 and I-40's intersection with I-81. There was a daily average of 40,274 vehicles traveling along I-81 between its junction with I-40 and Interchange 4. The third section of interstate I-40, from I-81 to Interchange 424, had an average of 33,937 vehicles per day in 2008.

The interstate highways have contributed five interstate interchanges in Jefferson County. Four of these are located along I-40 at miles 412, 415, 417, and 424. The fifth interchange is along I-81 at mile 4. Of the five interchanges, 417 and 4 are the most developed because they have good utility infrastructure due to being respectively within the municipalities of Dandridge and White Pine. Interchange 415 has a truck stop and restaurant but is otherwise undeveloped.

Interchanges 412 and 424 have limited development but offer good potential for commercial growth once they are provided with improved and additional utilities.

The developed interchanges provide state sales tax revenues to Tennessee and contribute significant local sales tax revenues to Jefferson County, Dandridge, and White Pine. Although most of the sales taxes collected from businesses at the interchanges go to the state, a substantial portion stays within the county and municipalities. The county receives nearly all local sales tax revenues from businesses that are solely in the county. Local sales taxes collected from businesses that are within Dandridge or White Pine are split between the municipality and the county. Therefore, businesses at the interchanges are a lucrative source of tax monies that are generally paid by persons from outside the county. Additional tax revenues will become available when the interchanges receive new developments. Business activities at the interchanges provide good job opportunities for area residents.

In-Migration

Jefferson County has had continuous population increases over the last several decades due to both natural increase and migration. Since 1960, most population increases were due to migration. The first large wave of migration to the county occurred in the 1970s, when Jefferson County gained 6,344 people, mostly due to migration. After a relatively benign 1980s, the U.S. Census Bureau estimated that Jefferson County's population grew by 12,832 during the 1990s, with migration accounting for 12,050 people and natural increase (births minus deaths) accounting for 782 people. Although the subsequent 2000 census showed that actual population growth during the 1990s (11,278) was less than its estimate (12,832), migration was responsible for nearly all growth. Migration has continued to be the chief component of Jefferson County's dramatic population increases between 2000 and 2010, based on population projections by The University of Tennessee Center for Business and Economic Research.

Migration has affected Jefferson County in many ways. The added residents have created an increased demand for goods and services in the county, which has resulted in job creation, increased property tax revenues, and increased sales tax revenues. The population increases have also led to increased property values, additional vehicular traffic, larger demand for public facilities and services, and potential land use conflicts. Such increases are changing Jefferson County from a rural agrarian environment to one that is suburbanizing at a steady rate.

GOVERNMENTAL STRUCTURE

The purpose of this section is to provide a general examination of the governmental structure of Jefferson County, to briefly describe its functions, and to assess its potential influence on future development.

Jefferson County is governed by a full-time mayor and a twenty-one member county commission. The county mayor is elected at large to a four-year term. County commissioners are elected to four-year terms from ten commission districts. Each district elects two commissioners except for the eighth district which elects three commissioners. Other officials

that are elected by the public include: county clerk, superintendent of roads, property assessor, register of deeds, sheriff, trustee, public defender, circuit court clerk, clerk and master, and attorney general.

Jefferson County fulfills its obligations to its residents by establishing a budget each fiscal year and overseeing and providing funding for public services and facilities. Revenue sources include the following taxes:

Property Tax

For 2010, property tax is levied at a rate of \$2.05 per \$100 of assessed value for all properties within the county. Each municipality levies its own property tax in addition to the county's property tax.

Sales Tax

The local sales tax rate is 2.75 percent in addition to Tennessee's current 7.00 percent rate. Sales taxes collected by businesses within unincorporated Jefferson County are provided to the county with a small percentage deducted by the state for handling. If the sales taxes are collected within a municipality, the local sales taxes are split between the municipality and the county after the state deducts a small percentage.

Motor Vehicle Tax

The annual motor vehicle tax is \$25.00. This tax is collected by the county and is designated to a fund for debt service.

Hotel/Motel Tax

This tax is assessed at 8.0 percent and is designated for the county's general fund.

School Facilities Tax

This tax is assessed at \$1.00 per square foot of new residential construction. It is collected during application for residential building permits and is applied towards education capital projects.

LOCAL PLANNING COMMISSIONS

Jefferson County and each of its municipalities has a planning commission that is responsible for long-range planning and related activities within their respective jurisdictions. These planning commissions play important roles in the development of Jefferson County and its municipalities, both compositely and individually. The planning commissions are discussed below.

Jefferson County Regional Planning Commission

The Jefferson County Regional Planning Commission and its planning region were originally established through resolution by the State of Tennessee on May 9, 1966. The planning commission has seven members - five citizen members and two members of the county commission. In accordance with state law, the terms of citizen members are four years with the terms of the county commissioners being coterminous with their terms of office. The Jefferson County Regional Planning Commission has jurisdiction within its planning region comprised of the unincorporated territory of Jefferson County lying outside of the territory within Dandridge's, Jefferson City's, and White Pine's planning regions. The purpose of the planning commission is to improve the quality of life of Jefferson County's residents by encouraging the county to develop in a safe, efficient, and harmonious way. To achieve this goal, the Jefferson County Regional Planning Commission adopted the *Land Use Plan - Jefferson County, Tennessee, 1986*. The land use plan served as a guide for the development of the county for several years until it became outdated. This new plan will replace the 1986 plan.

Many of the policies identified in the plan have been carried out through the subdivision regulations and zoning resolution. The *Jefferson County Subdivision Regulations, April 12, 2004* were adopted by the planning commission to ensure that new subdivisions proposed for Jefferson County's planning region are properly designed and constructed. The planning commission administers the subdivision regulations through the subdivision plat review process. In 1998, the Jefferson County Commission adopted the *Zoning Resolution - Jefferson County, Tennessee, August 17, 1998* to encourage the appropriate location of new developments and to require that they are properly designed. The zoning resolution is in effect throughout the unincorporated areas of the county. The Jefferson County Regional Planning Commission administers the zoning resolution through the review of site plans for new development within its planning region. Developments proposed for the planning regions of Dandridge, Jefferson City, and White Pine are administered through the site plan review process by the appropriate regional planning commission.

Municipal Planning Commissions

Each of the five municipalities in Jefferson County has a planning commission. Baneberry and New Market have municipal planning commissions that are responsible for planning within their respective municipalities. Dandridge, Jefferson City, and White Pine have municipal-designated regional planning commissions that are responsible for planning within their respective municipalities and designated planning regions. The planning regions are simultaneous with each municipality's urban growth boundary.

Subdivision regulations have been adopted by each of the planning commissions. The subdivision regulations are effective within each municipality and each planning region. The legislative body of each municipality has also adopted zoning regulations. The zoning regulations are effective only within the corporate limits of each municipality. Jefferson County's zoning resolution is effective in each planning region.

Local Planning Assistance Office

Jefferson County and each municipality (except for Baneberry) currently contracts with the Local Planning Assistance Office (LPAO), Tennessee Department of Economic and Community Development, for assistance with their planning programs. The LPAO provides numerous planning services including but not limited to: 1) the preparation of planning studies and documents; 2) the preparation of land use regulations such as zoning and subdivision regulations; 3) the staffing of all planning commission meetings to provide recommendations on planning issues; 4) consultation with county officials and staff on planning issues; and 5) consultation with developers and citizens to encourage compliance with the county's land use regulations.

CHAPTER III

POPULATION AND EMPLOYMENT

This chapter provides a summary of population and employment trends for Jefferson County. It also provides population projections for the year 2020. In many cases, Jefferson County's population statistics were compared to those of the United States, Tennessee, the sixteen-county East Tennessee Region (Anderson, Blount, Campbell, Claiborne, Cocke, Grainger, Hamblen, Knox, Jefferson, Loudon, Monroe, Morgan, Roane, Scott, Sevier, and Union Counties), and Jefferson County's neighboring counties (Cocke, Grainger, Hamblen, Knox, and Sevier Counties). An examination of these trends and population projections was necessary to prepare the county's goals, objectives, and policies.

POPULATION

Past Population Trends

Jefferson County's population has consistently increased over the past four decades (Table 1). In 1960, the county's population was 21,493 which more than doubled to 44,294 by 2000. Most of this growth occurred during the 1990s when Jefferson County gained 11,278 residents, a growth rate of 34.2 percent. Jefferson County also experienced high rates of growth during the 1960s (16.0 percent) and 1970s (25.4 percent). There was little growth during the 1980s (5.5 percent).

TABLE 1
POPULATION CHANGE, 1960 TO 2000
JEFFERSON COUNTY, TENNESSEE AND SELECTED PLACES

Place	Population					Percent Change			
		1970	1980	1990	2000	1960-70	1970-80	1980-90	1990-00
Tennessee	3,567,089	3,926,018	4,591,023	4,877,185	5,689,283	10.1	16.9	6.2	16.7
ET Region	654,236	700,985	845,121	890,334	1,045,366	7.2	20.6	5.4	17.4
Cocke Co.	23,390	25,283	28,792	29,141	33,565	8.1	13.9	1.2	15.2
Grainger Co.	12,506	13,948	16,751	17,095	20,659	11.5	20.1	2.1	20.9
Hamblen Co.	33,092	38,696	49,300	50,480	58,128	16.9	24.2	2.4	15.2
Jefferson Co.	21,493	24,940	31,284	33,016	44,294	16.0	25.4	5.5	34.2
Knox Co.	250,253	276,293	319,694	335,749	382,032	10.4	15.7	5.0	13.8
Sevier Co.	24,251	28,241	41,418	51,043	71,170	16.5	46.7	23.2	39.4

Sources: U.S. Census Bureau, General Characteristics of the Population, 1980, 1990, and 2000.

Table 1 shows that over the past four decades, Jefferson County's population has consistently increased at considerably higher rates than those of Tennessee, the East Tennessee Region, and most adjacent counties. This was particularly noticeable during the 1990s, when Jefferson County's rate of population increase was 34.2 percent compared to 16.7 percent for Tennessee and 17.4 percent for the East Tennessee Region. The only adjacent county that had consistently higher growth rates during the forty-year period was Sevier County.

The population of Jefferson County is unevenly distributed and various sections of the county have grown at different rates (Table 2). Jefferson County contains five census divisions – Chestnut Hill, Dandridge, Jefferson City, Strawberry Plains, and White Pine. The Jefferson City Census Division, the most populated census division, had a population of 18,944 in 2000. The next most populated division, Dandridge Census Division, had a population of 10,864 in 2000. The least populated divisions were the Chestnut Hill and Strawberry Plains Divisions.

TABLE 2
POPULATION CHANGE, 1980-2000
JEFFERSON COUNTY, TENNESSEE CENSUS DIVISIONS

Census Division	Population			Percent Change	
	1980	1990	2000	1980-90	1990-2000
Chestnut Hill	2,777	2,784	3,666	0.3	31.7
Dandridge	5,992	6,986	10,864	16.6	55.5
Jefferson City	14,196	14,893	18,944	4.9	27.2
Strawberry Plains	3,792	3,692	4,667	-2.6	26.4
White Pine	4,527	4,661	6,153	3.0	32.0

Sources: U.S. Census Bureau, General Characteristics of the Population, 1980, 1990, and 2000.

Each census division has experienced significant population growth since 1980, with the Dandridge Census Division leading the way with growth rates of 16.6 and 55.5 percent during the 1980s and 1990s. The other four census divisions grew at rates significantly lower than Jefferson County, the East Tennessee Region, and Tennessee during the 1980s. Conversely, during the 1990s, each of the census divisions had population growth rates significantly higher than Tennessee and the East Tennessee Region.

The five municipalities in Jefferson County (Baneberry, Dandridge, Jefferson City, New Market, and White Pine) have had, and continue to have, a wide range of populations (Table 3). In 1960, there were three incorporated municipalities - Jefferson City, Dandridge, and White Pine. Jefferson City was the most populated municipality in 1960 with 4,550 residents, followed by White Pine with 1,035 residents and Dandridge with 829. New Market was incorporated in 1977 and had an initial population of 1,012. In 1986, Baneberry was incorporated and had a population of 217. Over the forty-year period, 1960-2000, the municipalities experienced

various but generally high rates of growth. Significant amounts of growth can be attributed to annexation by the municipalities in response to developments occurring beyond their corporate limits.

TABLE 3
POPULATION CHANGE, 1960-2000
MUNICIPALITIES IN JEFFERSON COUNTY, TENNESSEE

Place	Population					Percent Change			
	1960	1970	1980	1990	2000	1960-70	1970-80	1980-90	1990-2000
Jefferson Co.	21,493	24,940	31,284	33,016	44,294	16.0	25.4	5.5	34.2
Baneberry	-	-	-	218	366	-	-	-	67.9
Dandridge	829	1,270	1,383	1,540	2,078	53.2	8.9	11.4	34.9
Jefferson City	4,550	5,124	5,639	5,494	7,760	12.6	10.1	-2.6	41.2
New Market	-	-	1,216	1,086	1,234	-	-	-10.7	13.6
White Pine	1,035	1,532	1,900	1,771	1,997	48.0	24.0	-6.8	12.8

Sources: U.S. Census Bureau, General Characteristics of the Population, 1960, 1970, 1980, 1990, and 2000 and 1996/1997 Tennessee Statistical Abstract, Location and Population, Incorporated Places 1960-1990, Bicentennial Census Years.

During the 1960s, Dandridge and White Pine experienced large population increases, as reflected in respective growth rates of 53.2 percent and 48.0 percent. This was largely attributed to the 396 persons annexed by Dandridge and 336 persons annexed by White Pine (Table 4). Although Jefferson City had a moderately high growth rate of 12.6 percent during the 1960s, none of the increase could be attributed to annexation.

During the 1970s, each of Jefferson County's municipalities experienced population growth. White Pine experienced the largest percent gain at 24.0 percent. This increase could be largely attributed to White Pine's annexation of 298 people. Jefferson City's population also grew substantially during the 1970s with all of its increase due to the 665 people that were annexed. Dandridge's population increased at a rate of 8.9 percent during the decade despite having only annexed ten people. New Market's first federal census showed a population of 1,216.

The 1980's were characterized by population decreases and lower growth rates than those of the previous two decades. Jefferson City, New Market, and White Pine experienced population losses despite respectively having annexed 199, 120, and 209 persons during the decade. Dandridge experienced a relatively high growth rate of 11.4 percent without annexation. Baneberry's population was documented as 218 by the 1990 federal census.

TABLE 4
POPULATION CHANGE AND ANNEXATION, 1960-2000
MUNICIPALITIES IN JEFFERSON COUNTY, TENNESSEE

Municipality	Total Population Change				Number of Persons Annexed			
	1960-70	1970-80	1980-90	1990-2000	1960-70	1970-80	1980-90	1990-2000
Baneberry	-	-	-	148	-	-	-	-
Dandridge	441	113	157	538	396	10	-	-
Jefferson City	574	515	-145	2,266	-	665	199	131
New Market	-	-	-130	148	-	-	120	-
White Pine	497	368	-129	226	336	298	209	17

Sources: Local Planning Assistance Office and U.S. Bureau, General Characteristics of the Population, 1960, 1970, 1980, 1990, and 2000.

High rates of population growth characterized the 1990s for each of Jefferson County's municipalities. Jefferson City's population grew by 2,266 (41.2 percent) despite the annexation of only 131 people. Although no persons were annexed, Dandridge gained 538 residents, a growth rate of 34.9 percent.

Components of Population Change

Migration and natural increase (or natural decrease) are the two components responsible for a county's population changes over time. Migration is the difference in the numbers of people moving to and from a jurisdiction while natural increase is derived by subtracting the number of deaths from the number of births. The components of population change shown in Table 5 are estimates provided by the U.S. Census Bureau just prior to the 2000 census. The estimates are higher than actual data from the 2000 census. Despite the differences between actual and estimated population changes, the trends are similar.

Most of the population growth in Tennessee, Jefferson County, and counties adjacent to Jefferson County can be attributed to migration. As shown in Table 5, the U.S. Census Bureau estimated, that Jefferson County had a population increase of 12,832 during the 1990s. Of this increase, 12,050 people, or 93.9 percent, resulted from migration to the county. The natural increase for Jefferson County was estimated at 782 people, accounting for just 6.1 percent of the county's estimated population increase for the decade. The estimated population growth for counties surrounding Jefferson County was also largely attributed to migration but to a lesser degree. The more populated Tennessee, Knox County, and Hamblen County had smaller percentages of their population increases being due to migration than the less populated Cocke, Grainger, and Jefferson Counties. Sevier County was the exception with a relatively large population and a high rate of migration.

TABLE 5

COMPONENTS OF POPULATION CHANGE, 1990-2000

JEFFERSON COUNTY, TENNESSEE AND SELECTED PLACES

Place	Population Change			Percent of Change	
	Population Increase	Natural Increase	Total Migration	Natural Increase	Total Migration
Tennessee	649,014	241,637	407,377	37.2	62.8
Cocke County	3,477	558	2,919	16.0	84.0
Grainger County	3,352	438	2,914	13.1	86.9
Hamblen County	3,984	1,910	2,074	47.9	52.1
Jefferson County	12,832	782	12,050	6.1	93.9
Knox County	34,437	13,856	20,581	40.2	59.8
Sevier County	16,418	2,756	13,662	16.8	83.2

Source: U.S. Census Bureau, County Population Estimates 2000.

Age of Population

Age is an important characteristic of a jurisdiction's population because it indicates current and future needs for services and facilities. Census data shows that between 1980 and 2000, there were significant changes in the ages of the populations of Tennessee, Jefferson County, and counties surrounding Jefferson County (Table 6). Although the actual percentages varied slightly, the trends were very similar. The percentages of persons under 20 years of age decreased each decade from an average of about 32.0 percent in 1980 to about 26.4 in 2000. Conversely, the age categories 45-64 and 65+ showed consistent increases as percentages of the total populations. More specifically, the age category 45-64 increased from an average of about 19.9 percent of the total population in 1980 to about 24.9 percent in 2000. The 65+ age category showed similar increases from about 10.9 percent of the total population to about 12.8 percent.

The 20-44 age category differed from the other categories for each jurisdiction because the percentage of total persons increased between 1980 and 1990 but decreased the following decade. Between 1980 and 1990, the percentages increased from about 37.2 percent to about 38.6 percent. The average percentage then dropped to about 36.4 percent of the total population in 2000. Jefferson County's trends were very similar to its surrounding counties and Tennessee. In fact, Jefferson County's average for each age category was in the center of the ranges for each age category. These trends generally reflect an aging population due to recent decreases in birth rates and baby boomers moving into the 45-64 and 65+ age categories.

TABLE 6
POPULATION AGE, 1980-2000
JEFFERSON COUNTY, TENNESSEE AND SELECTED PLACES

Place/Age Category	Population			Percent of Population		
	1980	1990	2000	1980	1990	2000
Tennessee	4,591,120	4,877,185	5,689,283	100.0	100.0	100.0
Under 20	1,476,209	1,376,447	1,561,032	32.2	28.2	27.4
20-44	1,701,877	1,921,121	2,104,773	37.1	39.4	37.0
45-64	895,446	960,799	1,320,167	19.5	19.7	23.2
65+	517,588	618,818	703,311	11.3	12.7	12.4
Cocke Co.	28,792	29,141	33,564	100.0	100.0	100.0
Under 20	9,410	7,898	8,468	32.7	27.1	25.2
20-44	10,446	11,002	11,646	36.3	37.8	34.7
45-64	5,766	6,491	8,876	20.0	22.3	26.4
65+	3,170	3,750	4,575	11.0	12.9	13.6
Grainger Co.	16,751	17,059	20,659	100.0	100.0	100.0
Under 20	5,574	4,703	5,249	33.3	27.6	25.4
20-44	5,990	6,430	7,485	35.8	37.7	36.2
45-64	3,242	3,756	5,339	19.4	22.0	25.8
65+	1,945	2,206	2,586	11.6	12.9	12.5
Hamblen Co.	49,300	50,480	58,128	100.0	100.0	100.0
Under 20	16,266	13,733	15,056	33.0	27.2	25.9
20-44	18,671	19,059	20,874	37.9	37.8	35.9
45-64	9,873	11,652	14,479	20.0	23.1	24.9
65+	4,490	6,036	7,719	9.1	12.0	13.2
Jefferson Co.	31,284	33,016	44,294	100.0	100.0	100.0
Under 20	10,000	8,705	11,582	32.0	26.4	26.1
20-44	11,412	12,267	16,151	36.5	37.2	36.5
45-64	6,295	7,645	10,858	20.1	23.2	24.5
65+	3,577	4,399	5,703	11.4	13.3	12.9
Knox Co.	319,694	335,749	382,032	100.0	100.0	100.0
Under 20	94,714	87,647	98,177	29.7	26.1	25.7
20-44	126,812	140,218	147,365	39.7	41.8	38.6
45-64	62,411	65,194	88,075	19.6	19.4	23.1
65+	35,757	42,690	48,415	11.2	12.7	12.7
Sevier Co.	41,418	51,043	71,170	100.0	100.0	100.0
Under 20	12,965	13,664	18,111	31.3	26.8	25.4
20-44	15,457	19,620	25,362	37.3	38.4	35.6
45-64	8,448	11,351	18,702	20.4	22.2	26.3
65+	4,548	6,408	8,995	11.0	12.6	12.6

Sources: U.S. Census Bureau, General Characteristics of the Population, 1980, 1990, and 2000.

Race

The racial makeup of Jefferson County has traditionally been overwhelmingly White with very small numbers and percentages of other races. In 2000, 42,370, or 95.7 percent, of Jefferson County's 44,294 residents were White (Table 7). The remaining 2,512 residents (4.3 percent) were mainly Blacks (1,027) and Hispanics (588). There were just 897 persons from other races including Asian, Native Americans, and Pacific Islanders.

The racial makeup of Jefferson County is similar to that of adjacent rural counties - Cocke, Grainger, and Sevier. The White racial group accounted for over 96.0 percent of the populations in these counties. The more highly populated counties, Hamblen and Knox, had smaller percentages of Whites (90.7 and 88.1) and proportionately higher percentages of Blacks, Hispanics, and other races.

TABLE 7
POPULATION RACE, 2000
JEFFERSON COUNTY, TENNESSEE AND SELECTED PLACES

Place	Total	Population				Percent of Total**			
		White	Black	Hispanic*	Other	White	Black	Hispanic	Other
Tennessee	5,689,283	4,563,310	932,809	123,838	193,164	80.2	16.4	2.2	29.45
ET Region	1,045,366	969,999	46,946	14,839	28,439	92.8	4.5	1.4	2.7
Cocke Co.	33,565	32,277	669	354	619	96.2	2.0	1.1	1.8
Grainger Co.	20,659	20,330	67	226	262	98.4	0.3	1.1	1.3
Hamblen Co.	58,128	52,732	2,396	3,299	3,000	90.7	4.1	5.7	5.2
Jefferson Co.	44,294	42,370	1,027	588	897	95.7	2.3	1.3	2.0
Knox Co.	382,032	336,571	32,987	4,803	12,474	88.1	8.6	1.3	3.3
Sevier Co.	71,170	69,230	396	884	1,544	97.3	0.6	1.2	2.2

Source: U.S. Census Bureau, General Characteristics of the Population, 2000.

*Includes Hispanics of all races.

**Percentages exceed 100 percent because Hispanic column includes Hispanics of all races.

Education

Jefferson County residents, like residents from adjacent rural counties, generally had less formal education than residents from counties with larger populations and Tennessee as a whole. Table 8 shows that in 2000, just 71.0 percent of Jefferson County's residents age 25 and older had received a high school diploma. Comparable percentages for Tennessee and Knox County were 75.9 and 82.5. While 19.6 percent of Tennessee's residents and 29.0 percent of Knox County's

residents have a college degree or better, just 12.8 percent of Jefferson County’s residents 25 years and older have attained this educational level. Jefferson, along with its adjacent rural counties, had relatively high percentages of its residents 25 years and older with less than a ninth grade education. The percentage was 12.8 for Jefferson County which was significantly higher than the percentages for Tennessee (9.6) and Knox County (5.8).

TABLE 8
EDUCATIONAL ATTAINMENT, 2000
JEFFERSON COUNTY, TENNESSEE AND SELECTED PLACES

Place	Number			Percent		
	Less than 9 th Grade	High School Degree or Higher	Bachelor Degree or Higher	Less Than 9 th Grade	High School Degree or Higher	Bachelor Degree or Higher
Tennessee	358,789	2,843,244	732,688	9.6	75.9	19.6
Cocke Co.	4,536	14,124	1,432	19.7	61.2	6.2
Grainger Co.	3,316	8,536	1,110	23.3	60.1	7.8
Hamblen Co.	5,397	27,278	5,234	13.7	69.3	13.3
Jefferson Co.	3,775	20,926	3,771	12.8	71.0	12.8
Knox Co.	14,698	208,456	73,348	5.8	82.5	29.0
Sevier Co.	5,281	36,430	6,603	10.8	74.6	13.5

Source: 2003 Tennessee Statistical Abstract, Table 16.16.

Population Projections

Population projections for a jurisdiction are important because they provide a basis for estimating the future needs for public services and facilities as well as the amounts of land that will be needed for various land uses, such as residential, commercial, industrial, public, and semipublic. Population projections, regardless of the method used or source, are rarely totally accurate because a population’s preferences and economic and social conditions are constantly subject to change. Their value lies in that they can provide a strong indication of needs that must be met in order for a county or other jurisdiction to best provide for its residents.

As discussed earlier, Tennessee, the East Tennessee Region, Jefferson County, and counties adjacent to Jefferson County had large population increases and high growth rates during the 1990s. Jefferson and Sevier Counties had particularly high growth rates for that decade of 34.2 and 39.2 percent. Nearly all of the growth was due to migration.

Recent population estimates by the University of Tennessee Center for Business and Economic Research suggest that Jefferson County, its municipalities, and other East Tennessee counties experienced significant population increases between 2000 and 2010 (Table 9). This table

estimated that Jefferson County's population grew from 44,294 in 2000 to 51,161 in 2010, an estimated increase of 6,867 persons for a ten-year growth rate of 15.5 percent. Except for Sevier County, this growth rate far exceeded the ten-year growth rates for Tennessee, the East Tennessee Region, and adjacent counties. Population growth rates are expected to increase between 2010 and 2020. Jefferson County is again expected to experience population increases that exceed the growth rates for Tennessee, the East Tennessee Region, and adjacent counties (except for Sevier County) during this period. By 2020, Jefferson County's population is expected to reach 61,411.

TABLE 9
POPULATION AND POPULATION PROJECTIONS, 2000-2020
JEFFERSON COUNTY, TENNESSEE AND SELECTED PLACES

Place	2000	2010	2020	Percent Change 2000-2010	Percent Change 2010-2020
Tennessee	5,689,283	6,229,564	6,860,231	9.5	10.1
ET Region	1,045,366	1,160,916	1,309,049	11.1	12.8
Cocke County	33,565	35,858	39,289	5.9	9.6
Grainger County	20,659	23,274	26,761	12.7	15.0
Hamblen County	58,128	61,368	64,053	5.6	4.4
Jefferson County	44,294	51,161	61,411	15.5	20.0
Unincorporated Jefferson	30,859	35,502	42,538	15.0	19.8
Incorporated Jefferson	13,435	15,659	18,873	16.6	20.5
Baneberry	366	684	702	86.9	12.7
Dandridge	2,078	2,334	2,700	12.3	15.7
Jefferson City	7,760	9,184	11,364	18.4	23.7
New Market	1,234	1,354	1,587	9.7	17.2
White Pine	1,997	2,103	2,520	5.3	19.8
Knox County	382,032	425,233	471,912	11.3	11.0
Sevier County	71,170	86,374	106,928	21.4	23.8

Source: U.S. Census Bureau, General Characteristics of the Population and The University of Tennessee Center for Business and Economic Research, Population Projections for the State of Tennessee 2010-2030.

Population growth in Jefferson County is primarily expected to occur in the unincorporated portions of Jefferson County during the periods 2000-2010 and 2010-2020. Although the percentage increases between the incorporated and unincorporated areas were similar for each decade, unincorporated Jefferson County is expected to gain about twice the population as the incorporated areas. Between 2000 and 2010, unincorporated Jefferson County was estimated to have gained 4,643 people compared to incorporated areas having gained 2,224 residents.

Population growth is expected to increase further between 2010 and 2020. During this decade, unincorporated Jefferson County is expected to gain 7,036 people while incorporated areas can expect to gain 3,214 people.

Each of the incorporated municipalities in Jefferson County is expected to experience population growth during the two decades 2000-2020. Population growth will vary among the municipalities during this period. Between 2000 and 2010, Baneberry and Jefferson City are expected to have the largest percentage population gains, respectively 86.9 and 18.4 percent. The following decade, 2010-2020, Jefferson City will continue to have the highest rate of population growth among the incorporated places at 23.7 percent. Jefferson City is also expected to have the greatest population increases at 1,424 and 2,180 for the two decades. White Pine was expected to have the lowest rate of population increase (5.3 percent) between 2000 and 2010. Dandridge, New Market, and White Pine are expected to have growth rates between 5.3 and 12.3 during the 2000-2010 decade and higher growth rates of 15.7 to 19.8 the following decade.

EMPLOYMENT

Labor Force

Labor force information is important because it indicates the number of jobs that are needed to employ the community's residents. The civilian labor force, as used by the census bureau, consists of those persons sixteen years and older who are employed or are seeking employment and are not in the armed services or an institution.

Jefferson County's labor force has increased consistently since 1980 (Table 10). In 1980, there were 13,913 persons sixteen years of age or older that were considered as being in the civilian labor force. By 1990, the labor force had increased by 2,471 to 16,384. From 1990 to 2000, the labor force increased by 5,464 to 21,848. These labor force increases were due to both increases in the number of women who entered the labor force and increases in the county's population.

Increases in Jefferson County's labor force between 1980 and 1990 were primarily due to increases in the number of women who entered the labor force (Table 11). In 1980, just 45.9 percent of the females sixteen years and older were in the labor force. By 1990, the percentage of females in the labor force increased significantly to 53.5. Between 1980 and 1990, Jefferson County had a population increase of 1,732 residents (5.5 percent growth rate) but its labor force grew by 2,471 (17.8 percent). Women entering the labor force accounted for 1,668, or 67.5 percent, of the growth in the labor force during that period.

The growth in the labor force between 1990 and 2000 was primarily due to the growth of Jefferson County's population. During the 1990s, Jefferson County gained 11,278 residents for a growth rate of 34.2 percent. As noted earlier, much of the population increase was due to migration. The percentage of females in the labor force grew only slightly during the decade - from 53.5 to 54.8 percent. Not surprisingly, Jefferson County's labor force grew by 5,464, a growth rate of 33.3 percent, which was very similar to the population growth rate for the period.

TABLE 10

**CIVILIAN LABOR FORCE AGE 16 AND OVER, 1980 – 2000
JEFFERSON COUNTY, TENNESSEE AND SELECTED PLACES**

Place	Labor Force			Increase in Labor Force		Percent of Population in Labor Force		
	1980	1990	2000	1980-90	1990-00	1980	1990	2000
Tennessee	2,067,882	2,405,077	2,805,234	337,195	400,157	59.7	63.3	63.1
ET Region	374,242	435,617	508,688	61,375	73,071	58.2	61.6	61.0
Cocke Co.	11,864	13,986	15,392	2,122	1,406	55.5	60.7	57.5
Grainger Co.	6,784	7,889	9,397	1,105	1,508	54.7	58.9	57.2
Hamblen Co.	22,678	25,650	28,625	2,972	2,975	62.1	63.8	61.9
Jefferson Co.	13,913	16,384	21,848	2,471	5,464	57.9	61.1	61.9
Knox Co.	150,646	173,225	197,184	22,579	23,959	60.3	64.3	64.4
Sevier Co.	19,129	26,770	37,659	7,641	10,889	61.4	66.3	66.6

Source: U.S. Census Bureau, General Characteristics of the Population, 1980, 1990, and 2000

TABLE 11

**FEMALE CIVILIAN LABOR FORCE AGE 16 AND OVER, 1980 – 2000
JEFFERSON COUNTY, TENNESSEE AND SELECTED PLACES**

Place	Females in Labor Force			Increase in Females in Labor Force		Percent of Female Population in Labor Force		
	1980	1990	2000	1980-90	1990-00	1980	1990	2000
Tennessee	889,727	1,113,147	1,306,579	223,420	193,142	48.8	55.5	56.4
ET Region	154,960	197,276	233,248	42,316	35,972	45.9	53.0	53.8
Cocke Co.	4,695	6,377	7,103	1,682	726	42.4	52.6	51.1
Grainger Co.	2,541	3,229	4,057	688	828	39.7	46.8	48.5
Hamblen Co.	9,544	11,635	12,390	2,091	755	49.8	54.8	52.3
Jefferson Co.	5,752	7,420	9,918	1,668	2,498	45.9	53.5	54.8
Knox Co.	65,419	80,211	91,305	14,792	11,094	49.5	56.1	56.8
Sevier Co.	7,998	12,531	17,723	4,533	5,192	49.6	59.4	60.2

Source: U.S. Census Bureau, Profile of Selected Economic Statistics 2000.

Past trends in Jefferson County's labor force were similar to trends in Tennessee, the East Tennessee Region, and neighboring counties. In general, the more populated and urban counties had higher percentages of their populations in the labor force. Conversely, the percentage of persons in the labor force for rural counties was significantly lower. The percentage of Jefferson County's population in the labor force was about average compared to its neighboring counties and the East Tennessee Region. In 1980, Knox, Hamblen, and Sevier Counties respectively had 60.3, 62.1, and 61.4 percent of their populations in the labor force while Cocke and Grainger Counties had 55.5 and 54.7 percent of their populations in the labor force. Jefferson County's percentage was in the middle at 57.9. The percentages increased for 1990 and again in 2000, with Jefferson County being comparable to the East Tennessee Region and in the middle of the ranges of its neighboring counties. It appears that these increases were due to increases in females entering the labor force. The rural counties continued to have smaller percentages of their populations in the labor force, thus contributing to a smaller numbers of people being in those labor forces.

Employment

Table 12 shows the industry of employed persons for residents of Jefferson County. The number of Jefferson County's employed persons steadily increased between 1970 and 2000. In 1970, there were 9,123 employed persons residing in Jefferson County. The number of Jefferson County's employed persons steadily increased to 12,701 in 1980, 15,196 in 1990, and 20,664 in 2000. The increases in the numbers of employed persons corresponded with the increases in the numbers of persons in the labor force during those periods.

Manufacturing has traditionally been the largest employment industry for Jefferson County's residents. In 1970, 3,396, or 37.2 percent of the county's employed residents were in manufacturing. The next highest category was services, with 1,486 persons, or 16.3 percent of the employed persons. Retail trade was third with 1,077 employed in this category, which was 11.8 percent of those employed. The Mining and the Agriculture, Forestry, and Fishing categories were important which together employed 1,332 persons, or 14.6 of the county's employed persons.

Since 1970, there have been dramatic changes in the employment of Jefferson County's residents. Manufacturing has continued to employ increasing numbers of persons, but the percentages have dropped from 37.2 percent of those employed in 1970 to 23.3 percent in 2000. During this same period, the largest increase in employment was in the service industry. The number employed in the service industry jumped from 1,486 (16.3 percent) in 1970 to 6,361 (30.8 percent) in 2000. The other employment categories shown in Table 12 experienced growth since 1970 except the Agriculture, Forestry, and Fishing and the Mining categories, which showed significant decreases. The Agriculture, Forestry, and Fishing and the Mining categories went from employing a total of 1,332 in 1970 to just 571 in 2000.

TABLE 12

**INDUSTRY OF EMPLOYED PERSONS, 1970-2000
JEFFERSON COUNTY, TENNESSEE**

Industry	Number Employed				Percent of Total Employed			
	1970	1980	1990	2000	1970	1980	1990	2000
Ag., Forestry, & Fishing	749	479	595	571	8.2	3.8	3.9	2.8
Mining	583	754	299	-	6.4	5.9	2.0	-
Manufacturing	3,396	4,118	4,575	4,822	37.2	32.4	30.1	23.3
Construction	608	733	919	1,710	6.7	5.8	6.0	8.3
Wholesale Trade	135	513	452	607	1.5	4.0	3.0	2.9
Retail Trade	1,077	1,501	2,263	2,470	11.8	11.8	14.9	12.0
Services	1,486	2,969	4,339	6,361	16.3	23.4	28.6	30.8
Finance, Ins. & Real Estate	213	442	465	856	2.3	3.5	3.1	4.1
Transportation, Comm., & Public Utilities	358	748	875	1,606	3.9	5.9	5.8	7.8
Public Administration	518	444	412	726	5.7	3.5	2.7	3.5
Other	-	-	-	935	-	-	-	4.5
Total	9,123	12,701	15,196	20,664	100.0	100.0	100.1	100.0

Source: U.S. Census Bureau, Profile of Selected Economic Statistics 1970, 1980, 1990, and 2000.

Commuting Patterns

Although Jefferson County has job opportunities in all industry categories, a large number of the county's employed persons must commute to other counties for employment. Table 13 shows that in 2000, 20,211 of Jefferson County's residents were employed with 9,007 (44.6 percent) of those residents being employed in Jefferson County and the remaining 11,204 (55.4 percent) being employed outside the county. With their strong economic bases, neighboring Knox and Hamblen Counties were the largest destinations for Jefferson County's residents who commuted out of Jefferson County for employment. Sevier County, with its strong tourism-based economy, also drew a large number from Jefferson County.

Table 13 also shows that there were just 13,638 people employed in Jefferson County in 2000, with Jefferson County's residents accounting for 9,007, or 66.0 percent of those employed in the county. The largest number of people commuting to jobs in Jefferson County came from neighboring Hamblen County (1,688) and accounted for 12.4 percent of the jobs in Jefferson County. Although no other county accounted for more than 6.0 percent of the workers who commuted to Jefferson County, Cocke (817), Grainger (614), and Sevier (476) Counties had significant numbers of their residents who commuted to Jefferson County for employment.

TABLE 13
COMMUTING PATTERNS, 2000
JEFFERSON COUNTY, TENNESSEE

Place	County of Employment for Jefferson County Residents		County of Residence for Jefferson County Workers	
	Number	Percent of Total	Number	Percent of Total
Cocke County	628	3.1	817	6.0
Grainger County	96	0.5	614	4.5
Jefferson County	9,007	44.6	9,007	66.0
Hamblen County	3, 575	17.7	1,688	12.4
Knox County	4,381	21.7	518	3.8
Sevier County	1,756	8.7	476	3.5
Anderson County	106	0.5	14	0.1
Blount County	127	0.6	31	0.2
Other	535	2.6	473	3.5
Total Employed	20,211	100.0	13,638	100.0

Source: U.S. Census Bureau, County-to-County Worker Flow Files, 2003.

The main point exhibited in Table 13 is that Jefferson County did not have enough job opportunities to employ its residents in 2000. In 2000, 20,211 of Jefferson County's residents were employed but only 13,638 were employed in the county. Theoretically, Jefferson County would have needed 6,573 additional jobs to employ all of its residents. These statistics indicate that parts of Jefferson County are bedroom communities of Knox and Hamblen Counties.

Income

Income is an important indicator of the well-being of a population. The economic well-being of Jefferson County's residents, as measured by per capita income, has traditionally been about average when compared to other counties in East Tennessee. Table 14 shows that per capita income for Jefferson County's residents steadily increased between 1969 and 1999. Per capita incomes for Tennessee, Knox County and Hamblen Counties were higher than Jefferson County's at \$2,464, \$2,750, and \$2,327 in 1969. In 1999, Tennessee's, Knox County's, and Hamblen County's per capita incomes were respectively \$19,393, \$21,875, and \$17,743, which were considerably higher than Jefferson County's at \$16,841. Neighboring rural counties with smaller populations (Cocke and Grainger Counties) had lower respective per capita incomes of 1,643 and 1,641 for 1969 and 13,881 and \$14,505 for 1999. Again, Jefferson County was in the middle compared to counties in East Tennessee.

Another indicator of the economic well-being of a population is the proportion of families that are below the federal government's designated poverty level. Although Jefferson County's per capita income levels have been about average for other counties in East Tennessee, the county

TABLE 14

PER CAPITA INCOME, 1969-1999
JEFFERSON COUNTY, TENNESSEE AND SELECTED PLACES

Place	Per Capita Income				Percent Change		
	1969	1979	1989	1999	1969-79	1979-89	1989-99
Tennessee	2,464	6,213	12,255	19,393	152.2	97.2	58.4
Cocke Co.	1,643	4,308	8,574	13,881	162.2	99.0	61.9
Grainger Co.	1,641	4,403	8,415	14,505	168.3	91.1	72.4
Hamblen Co.	2,327	5,642	11,127	17,743	142.5	97.2	59.5
Jefferson Co.	1,994	5,133	10,562	16,841	157.4	105.8	59.4
Knox Co.	2,750	6,714	14,007	21,875	144.1	108.6	56.2
Sevier Co.	2,156	5,394	10,848	18,064	150.2	101.1	66.5

Sources: U.S. Census Bureau, Profile of Selected Economic Statistics 1970, 1980, 1990, and 2000.

had relatively low percentages of its families below the poverty line (Table 15). For example, in 1969 there were 1,278 families, or 19.4 percent of the total families, below the poverty level. Although this percentage was higher than the percentages for Tennessee, Knox County, and Hamblen County, it was significantly lower than those of Cocke (29.3 percent) and Grainger (30.2 percent) Counties. As shown in Table 15, the percentages of families below the poverty

TABLE 15

FAMILIES BELOW POVERTY LEVEL, 1969-1999
JEFFERSON COUNTY, TENNESSEE AND SELECTED PLACES

Place	Number of Families Below Poverty Level				Percent Families Below Poverty Level			
	1969	1979	1989	1999	1969	1979	1989	1999
Tennessee	186,000	164,000	168,000	160,717	18.2	13.1	12.4	10.3
Cocke Co.	1,947	1,887	1,813	1,829	29.3	23.4	21.2	18.7
Grainger Co.	1,142	994	848	938	30.2	20.3	16.9	15.1
Hamblen Co.	1,695	1,827	1,659	1,749	15.8	13.0	11.1	10.5
Jefferson Co.	1,278	1,192	1,123	1,225	19.4	13.5	11.8	9.6
Knox Co.	10,079	9,244	9,336	8,440	14.0	10.8	10.2	8.4
Sevier Co.	1,525	1,572	1,554	1,713	19.2	13.0	10.3	8.2

Sources: 1980 *Tennessee Statistical Abstract*, Poverty Status of Families, County 1969 and 1987 *Tennessee Statistical Abstract*, Poverty Status of Families, County 1979.

level for Tennessee and selected counties has decreased consistently and dramatically between 1969 and 1999. In 1999, the percentage of Jefferson County's residents below the poverty level was 9.6, which was lower than those of Tennessee and Cocke, Grainger, and Hamblen Counties. Of the five counties abutting Jefferson County, only Knox and Sevier had lower percentages.

Unemployment

Jefferson County has consistently had higher rates of unemployment than the United States, Tennessee, and neighboring Knox and Hamblen Counties and rates lower than those of Cocke and Grainger Counties (Table 16). Jefferson County's unemployment rate has recently increased dramatically in conjunction with the national recession that began in 2008. Jefferson County's unemployment rate for 2009 was 12.7 percent, which was a dramatic increase from 2008. Again, Jefferson County's unemployment rate for 2009 was significantly higher than those of the United States, Tennessee, and Knox County.

TABLE 16
UNEMPLOYMENT RATES, 1990-2009
JEFFERSON COUNTY, TENNESSEE AND SELECTED PLACES

Place	1975	1980	1985	1990	1995	2000	2005	2006	2007	2008	2009
United States	8.5	7.1	7.2	5.6	5.6	4.0	5.1	4.6	4.6	5.8	9.3
Tennessee	8.4	7.3	8.0	5.3	5.2	4.0	5.6	5.1	4.8	6.4	10.5
Cocke Co.	15.1	16.6	21.7	10.3	11.4	6.5	7.7	7.2	6.5	8.5	14.0
Grainger Co.	11.7	9.5	11.6	6.5	6.7	4.6	6.0	5.9	5.4	7.8	14.1
Hamblen Co.	13.9	9.6	9.5	6.2	7.0	4.1	5.8	5.7	4.9	7.0	12.7
Jefferson Co.	9.8	9.3	11.1	7.3	7.1	4.4	5.9	5.7	5.3	7.0	12.7
Knox Co.	6.1	6.0	5.7	4.1	3.4	3.2	4.2	3.9	3.5	4.8	8.0
Sevier Co.	10.4	11.3	14.6	8.6	8.5	5.0	6.0	5.4	5.1	6.9	10.8

Source: Tennessee Department of Labor and Workforce Development.

Jefferson County's relatively high unemployment rates were largely the result of the national recession. However, a shortage of job opportunities in the county, the inability of some residents to travel to jobs in other counties, and a lack of skills for certain jobs, contributed to the high unemployment rate.

CHAPTER IV

NATURAL FEATURES AFFECTING DEVELOPMENT

Natural features and characteristics such as climate, air and water quality, topography, drainage, and soils affect the locations and intensities of development. Not all land is created equal and not all land is suitable for development. Therefore, as development pressures continue to occur, the physical features are of major importance when planning for the future development of Jefferson County.

The purpose of this chapter is to review and evaluate the natural features and characteristics that influence land use and development patterns in Jefferson County. This background information, along with information from other chapters, provides the basis for goals, objectives, and policies contained in the Land Use Plan chapter.

CLIMATE

The climate of Jefferson County is described as humid-sub-tropical, characterized by relatively mild winters and warm summers. Although Jefferson County is located well inland, it lies in the path of cold air moving southward from Canada and warm moist air currents moving northward from the Gulf of Mexico. These alternating currents frequently bring sharp daily changes, particularly in spring and autumn. They are also chiefly responsible for seasonal variations.

There is normally an abundant amount of rainfall in Jefferson County. Based on the United States Weather Bureau, Southeastern Regional Climate Center, the average annual rainfall for Jefferson County for the period 1955 to 2008 was 44.12 inches. Precipitation is usually heaviest in late winter and early spring as a result of frequent low-pressure systems. Conversely, precipitation is generally lightest in late summer and early fall because high-pressure systems tend to dominate the weather patterns.

Jefferson County's moderate climate is particularly attractive to retirees and others because it has four nearly equal seasons that lack the extreme low temperatures found in the Midwest and the extreme high temperatures found in the Deep South or the Southwest. Also, Jefferson County does not have the extreme annual range of temperatures that are characteristic of the Great Plains region. The National Weather Service has collected data for Jefferson City (which is characteristic of Jefferson County) and compiled data for the period 1981-2000. The mean annual temperature of the Jefferson County area was 57.0 degrees with a mean average high temperature of 68.9 degrees and a mean average low of 45.1 degrees. July was the hottest month of the year with an average temperature of 76.1 degrees and an average high temperature of 87.2 degrees. January was the coldest month with an average temperature of 36.4 degrees and an average low temperature of 25.8 degrees. Jefferson County has a relatively long growing season with the last frost being in early April and the first autumn frost being in late October (Source: National Weather Service Forecast Office, Morristown, Tennessee).

AIR QUALITY

In 2003, Jefferson County had the second highest (second worst) Air Quality Index (AQI) score of any county in Tennessee. With a score of 140, Jefferson County was tied with Knox County and was exceeded only by Hamilton County, which had an AQI of 147. Although Jefferson County's AQI was 140, it was considered to be an attainment county by the Environmental Protection Agency (EPA) for five of the six pollutant categories – carbon dioxide, nitrogen oxide, sulfur dioxide, fine particulates, and lead. However, Jefferson County is considered a non-attainment county for its main pollutant – ozone. In 2003, Jefferson County was ranked first in Tennessee for the concentration of ozone for an average one-hour peak period at .13 parts per million (ppm). Jefferson County was tied for first with Hamilton and Knox Counties for ozone for an eight-hour period with .10 ppm.

The high ozone levels in Jefferson County are primarily caused by automobile emissions that are generated in nearby Knoxville and traffic traveling along Interstate Highways 40 and 81. Therefore, there is little Jefferson County can do to remedy this problem. Fortunately, except for ozone, Jefferson County has good air quality overall. In spite of high ozone levels on certain days during the hottest months, in 2003, 89 percent of the days had good air quality, 9 percent had moderate air quality, and just 2 percent had unhealthy air quality.

DRAINAGE

There are three watershed areas in Jefferson County. They are: 1) the Holston River which is north of Bays Mountain; 2) the lower French Broad River in the southwestern part of the county; and 3) the Nolichucky River in the southeastern part of the county. All of these watersheds are in the greater Tennessee River watershed. The primary drainage areas are from Bays Mountain towards the French Broad River on the southeastern side of the county and from Bays Mountain northwest to the Holston River. In regard to future planning in Jefferson County, drainage should be investigated more fully through the review of plats and site plans because there are significant slope areas within each of these watershed areas.

WATER RESOURCES

Jefferson County has several significant waterways. They include the French Broad River/Douglas Lake, the Holston River/Cherokee Lake, and the Nolichucky River. The river and lake territory comprises 23,246.4 of the county's 200,977.4 acres, or 11.6 percent of the territory. The land surrounding the rivers/lakes has attracted a variety of recreation-oriented land uses including, but not limited to, recreation vehicle parks, campgrounds, marinas, and boat launches. These waterways have attracted significant numbers of residential developments. Several large subdivision developments containing primary and secondary home sites have been developed along the lakes where property was available. There was also one large condominium development constructed along Highway 139, adjacent to Douglas Lake.

These rivers/lakes also serve as sources for public water systems. Baneberry's public water source consists of wells in the Lower French Broad River watershed. Jefferson City gets its water from Mossy Creek, in the Holston River watershed. White Pine's public water is from wells in the Lower French Broad-Nolichucky River watershed. Some area developments, such as the Spring Village Mobile Home Park, utilize community wells in the various watersheds. Therefore, it is critical to maintain a high water quality level in all of the water sources. According to the Tennessee Department of Environment and Conservation, Division of Water Supply Report (2008), there is some solvent pollution in the area. Any future developments along the waterways should be reviewed for potential run-off and negative impacts on the rivers.

SLOPE

Jefferson County's terrain ranges from reasonably flat to very steep (Illustration 2). The degree of slope exhibited by territory can encourage or discourage development based on the ease and cost of development and the aesthetic appeal (or lack of appeal) that property tends to provide. While commercial or industrial uses may seek relatively flat land, upscale residential uses may seek hilly property that is attractive or provides good views.

The amount of slope was examined with regard to three major slope categories, as shown in Illustration 2. The first category, territory with slopes under 10.0 percent, is generally considered to be developable for most uses, with large commercial and industrial developments requiring the most level land. This territory is generally found in three areas of Jefferson County: 1) an area east and southwest of Jefferson City; 2) territory south of White Pine; and 3) the Swannsylvania area southwest of Baneberry. The second category, land with slopes of 10.0 percent to 20.0, is considered moderately restricted, but can be developed for residential purposes provided the developments are well designed. This territory is generally found throughout the county and is often a transition between reasonably level land and land with steep slopes. The third category, land with slopes of 20.0 percent and greater, is considered to be seriously restricted. This territory can only be developed if the projects are very well designed, are of low density, and mitigate drainage and slope issues. This territory is found in three general areas: 1) south of Douglas Lake; 2) a southwest to northeast swath in the central part of the county; and 3) in the northwestern part of the county, adjacent to Cherokee Lake.

The steepest land in Jefferson County is often the most appealing land for development purposes. Most of the steepest land is located adjacent to Douglas Lake, which in recent years has attracted new subdivision developments for second homes, retirement homes, and year-round homes. The problem with developments in steep areas is that unless the developments are properly designed and constructed, they can create serious ongoing problems with storm water runoff, unstable slopes, road maintenance, and subsurface sewage disposal systems.

FLOOD-PRONE AREAS

Flood-prone areas in Jefferson County are the territory within identified flood hazard areas and floodways. Such areas are identified on Flood Insurance Rate Maps (FIRMs) published by the

Federal Emergency Management Agency (FEMA). With Jefferson County being in the National Flood Insurance Program (NFIP), most development is prohibited in floodways and is highly regulated in the flood hazard areas identified by FEMA. Territory within the flood hazard areas can be expensive to develop because of stringent development regulations. It can also be more costly to own because of reoccurring annual costs for flood insurance.

Jefferson County does not have a large amount of territory within flood hazard areas because much of this territory was permanently flooded with the damming of the French Broad and Holston Rivers to respectively form Douglas and Cherokee Lakes. There is, however, some territory within the flood hazard areas adjacent to the two rivers and their reservoirs. Notable tributaries with adjacent flood prone areas for the Holston River are Lost Creek, Mill Spring Creek, Beaver Creek, Piedmont Branch, and Mossy Creek. Tributaries with adjacent flood prone areas for the French Board River include Long Creek, Clear Creek, Muddy Creek, and an unnamed creek. The generalized flood-prone areas are shown in Illustration 2.

SOILS

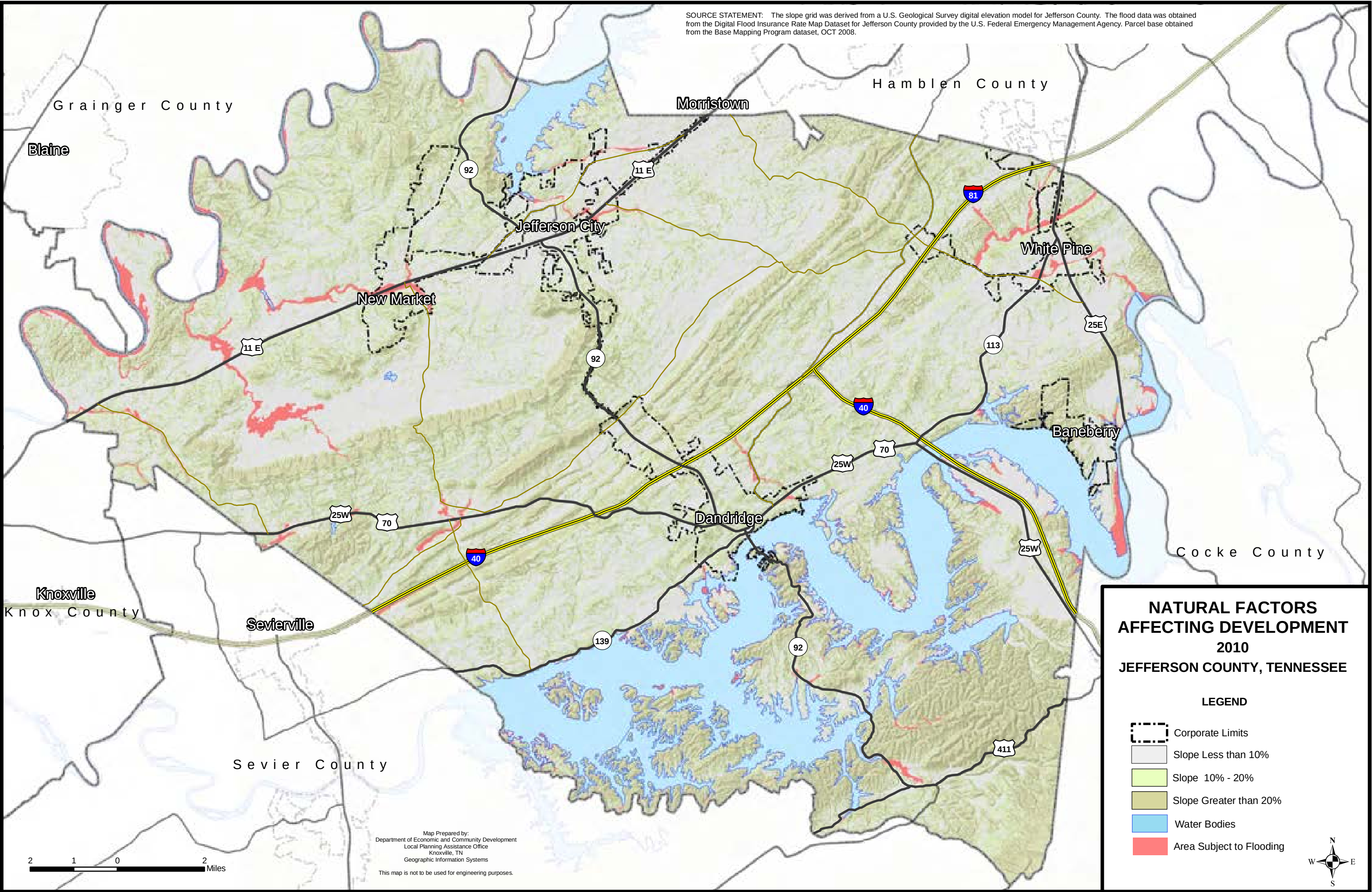
Soils are a major limiting factor for developments in unincorporated Jefferson County. According to the Natural Resources Conservation Services office in Dandridge, there are seven major soils groups in the county – Dandridge-Sequoia, Dewey-Etowah, Dunmore-Fullerton-Dewey, Talbot-Rock Outcrop, Collegedale-Armuchee-Talbott-Rock Outcrop, Nolichucky-Swofford-Purdy, and Allen-Bouldin. With the exception of Nolichucky-Swofford-Purdy and Dewey-Etowah soils groups, each of these soils groups has moderate to severe limitations for the development of houses without basements, small commercial buildings, roads, and septic systems. The Nolichucky-Swofford-Purdy and Dewey-Etowah soils groups vary from slight development limitations to severe, depending on slope. Generally, for these and the other soils groups, the steeper slopes have worse soils characteristics for development.

Jefferson County's seven major soils groups are described below in accordance with information provided by the Natural Resources Conservation Services office in Dandridge. Their general locations are shown in Illustration 3. There is variation within the soils groups and the qualities within each group, primarily based on slope characteristics. Therefore, any property must have its soils carefully analyzed prior to development.

Dandridge-Sequoia. This soils group is generally located south of Highway 139 and north of Highway 411, near Douglas Lake. This soils group is generally in woodland or pasture. Both the Dandridge and Sequoia soils have moderate to severe development potential for buildings, septic systems, and roads due to slope, slow permeability, and depth to bedrock.

Dewey-Etowah. This soils group is generally found on the north side of Highway 11E and in the New Market area. This soils group is the best agricultural land in the county. This soils group is generally well-suited for buildings, septic systems, and roads.

SOURCE STATEMENT: The slope grid was derived from a U.S. Geological Survey digital elevation model for Jefferson County. The flood data was obtained from the Digital Flood Insurance Rate Map Dataset for Jefferson County provided by the U.S. Federal Emergency Management Agency. Parcel base obtained from the Base Mapping Program dataset, OCT 2008.



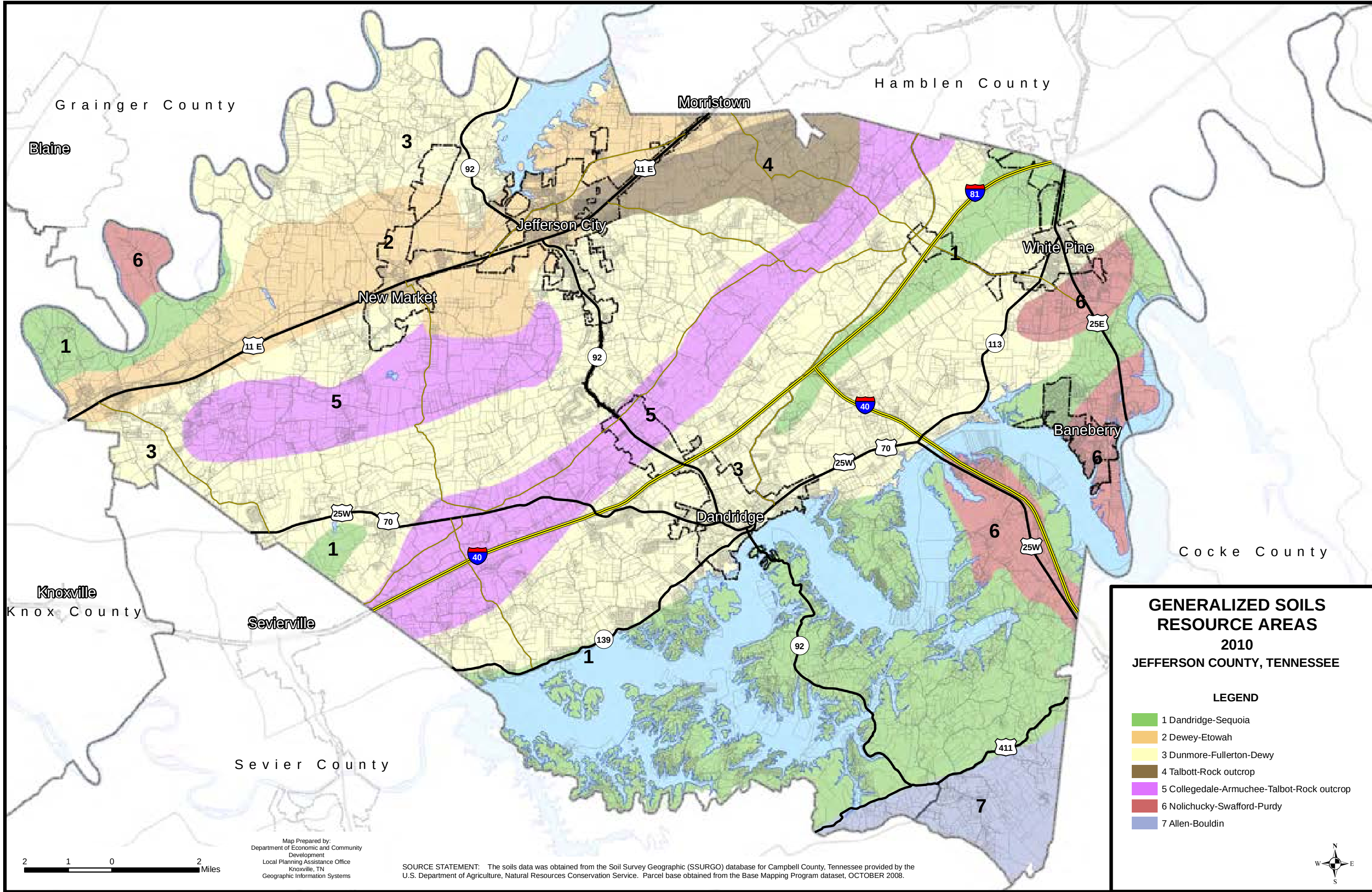
**NATURAL FACTORS
AFFECTING DEVELOPMENT
2010
JEFFERSON COUNTY, TENNESSEE**

LEGEND

- Corporate Limits
- Slope Less than 10%
- Slope 10% - 20%
- Slope Greater than 20%
- Water Bodies
- Area Subject to Flooding

Map Prepared by:
Department of Economic and Community Development
Local Planning Assistance Office
Knoxville, TN
Geographic Information Systems
This map is not to be used for engineering purposes.

Blank page #34



**GENERALIZED SOILS
RESOURCE AREAS
2010
JEFFERSON COUNTY, TENNESSEE**

LEGEND

- 1 Dandridge-Sequoia
- 2 Dewey-Etowah
- 3 Dunmore-Fullerton-Dewy
- 4 Talbott-Rock outcrop
- 5 Collegedale-Armuchee-Talbot-Rock outcrop
- 6 Nolichucky-Swofford-Purdy
- 7 Allen-Bouldin

Map Prepared by:
Department of Economic and Community
Development
Local Planning Assistance Office
Knoxville, TN
Geographic Information Systems

SOURCE STATEMENT: The soils data was obtained from the Soil Survey Geographic (SSURGO) database for Campbell County, Tennessee provided by the U.S. Department of Agriculture, Natural Resources Conservation Service. Parcel base obtained from the Base Mapping Program dataset, OCTOBER 2008.



Dunmore-Fullerton-Dewey. This soils group is found in three north-south swaths in the central and northern parts of the county. This soils group is used predominately for woodland and pastureland, although corn, wheat, and other crops are grown where topography permits. These soils have moderate to severe limitations for building development, septic systems, and road construction.

Talbott-Rock Outcrop. This soils group is located east of Jefferson City, in the Talbott Community. The territory in this soils group is mostly woodland and pasture because it is not well-suited for crops. This soils group is not well-suited for building development, septic systems, or road construction primarily due to steepness and underlying cavernous limestone.

Collegedale-Armuchee-Talbott-Rock Outcrop. This soils group is found in two north-south swaths in the central part of Jefferson County. This territory is predominately cleared with the dominant use being pastureland. This soils group is not well-suited for building development, septic systems, or road construction because of depth to bedrock, rockiness, and steep slope.

Nolichucky-Swafford-Purdy. This soils group is located primarily in the Swannsylvania Community, Baneberry, and White Pine areas. This soils group is well-suited for most agricultural uses. This soils group is also generally well-suited for building development, septic systems, and road construction where slopes are slight.

Allen-Bouldin. This soils group is found in the extreme southeastern corner of the county. This land is predominately woodland although some land has been cleared for pasture and cropland. This soils group is not well-suited for building development, septic systems, or road construction primarily due to associated steep slopes and rockiness.

CHAPTER V

CULTURAL FEATURES AFFECTING DEVELOPMENT

Cultural features have a profound effect on land use patterns and the future development of a county. The main cultural features that affect future development include the county's existing land uses, road system, and utilities. This information, along with information from other chapters, forms the basis for the Land Use Plan chapter.

LAND USE CATEGORIES

The land within Jefferson County falls into one of two main categories – developed and undeveloped. Within the “developed” category, six land use categories have been designated and three categories have been designated within the “undeveloped” category. These categories were established to allow for a detailed examination of the various land uses in the county. The land uses in Jefferson County were obtained through the Tennessee Base Mapping System for 2008. This section focuses primarily on the land uses within the unincorporated parts of Jefferson County and its municipalities as a whole. Land uses within each municipality are discussed in more detail in Chapter VI, Municipalities.

Developed Land

Developed land is land that contains buildings or other structures and is defined by the land use or land uses conducted on the property. The major land use categories for Jefferson County are residential, commercial, industrial, public/semi-public, utilities/right-of-way, and unclassified. These land use categories are defined below.

Residential. Residential land use is land that contains one or more dwelling units and is not classified as agriculture, timber, or unclassified. Large tracts of agriculture or timber land with a dwelling may be classified as agriculture or timber because the residential activity is minor or subservient. Subcategories for residential uses include:

Single Family Dwellings. One or more detached dwelling units on a property.

Duplex. A building containing two dwelling units on a property.

Mobile Home. Four or fewer mobile homes on a property.

Mobile Home Park. Five or more mobile homes on a property.

Multi-Family. Apartments, condominiums, and other residential developments with three or more units on one property.

Commercial. Commercial land uses are those on which retail trade, wholesale trade, and service activities occur. Such uses are those that provide goods or services for a fee and include grocery stores, auto sales, drug stores, furniture stores, mini-marts, barber shops, nail salons, tax preparation services, medical offices, real estate offices, banks, auto repair businesses, and many similar activities.

Industrial. Industrial uses are those that involve manufacturing, assembly, processing, or fabrication of materials or products. Examples of industrial uses include factories, heavy equipment repair, metal recycling, and similar uses.

Public/Semi Public Uses. Public/semi-public uses are a combination of the two uses because they are similar. Public uses include federal, state, and local governmental activities and the land on which they are located. Such uses include courthouses, municipal buildings, libraries, public parks, schools, and similar uses.

Semi-public uses are uses that are privately established and owned but are generally open to the public. Semi-public uses include churches, cemeteries, clubs, philanthropic organizations, certain recreation facilities, and similar activities.

Utilities/Rights-of-Way. Utilities/Rights-of-way uses are a combination of utilities, street rights-of-way, and railroad rights-of-way. Utilities include activities, equipment, and buildings associated with providing water, sewer, electricity, and natural gas to the public. This land use includes water tanks, sewer and water plants, sewer and water pump stations, electrical substations, telephone switching stations, and the like.

Road rights-of-way include land on which interstate highways, federal highways, and county and municipal roads are located. Likewise, railroad rights-of-way is land on which railroad tracks, rail yards, and similar facilities are located.

Unclassified. Unclassified properties are those that contain one or more buildings or structures but do not clearly fit into a land use category. Unclassified properties often contain uses that fall into two or more categories with no one use dominating.

Undeveloped Land

Undeveloped land is land that has not been developed to accommodate one or more of the above identified uses. Undeveloped land is divided into three categories – agriculture, timber, and vacant. A fourth category, river/lake territory is identified but treated as undeveloped because it is perpetually under water and has very limited development potential. The three main undeveloped land categories are:

Agriculture. Land that is primarily used for agricultural purposes including the growing of crops or grazing of livestock. Agricultural land may contain a dwelling, or dwellings, that are accessory or subservient to the agricultural use.

Timber. Land that is primarily forested and likely to be harvested for timber. Timber land may contain dwellings that are accessory or subservient to the timber use.

Vacant. Vacant land is land that is idle and not currently used for agricultural or timber purposes. This category would include vacant lots, former agricultural land, and the like.

For analysis purposes, the three undeveloped land use categories are classified as restricted or unrestricted. This will allow the development potential of Jefferson County's undeveloped land to be ascertained.

Restricted. Agriculture, timber, or vacant land that is difficult or unable to be developed because of slope or potential flood issues.

Unrestricted. Agriculture, timber, or vacant land that is able to be developed because it lacks known serious slope or flood issues.

LAND USE ANALYSIS

According to tax records, in 2008 there were 31,909 parcels of property in Jefferson County comprising 200,977.4 acres, or 314.0 square miles. Of this, 187,684.9 acres (93.4 percent) were located within unincorporated Jefferson County with the remaining 13,292.5 acres (6.6 percent) being located within the municipalities of Baneberry, Dandridge, Jefferson City, New Market, White Pine, and Morristown. Each municipality was entirely within Jefferson County except for Morristown, which had just fifteen parcels and 9.8 acres in the county.

There are two major land use categories in Jefferson County – developed and undeveloped. Developed land contains building stock and an associated land use. In 2008, developed territory comprised 49,608.3 acres, or 24.7 percent of the total county area. Conversely, undeveloped land, containing neither significant building stock nor significant land use, amounted to 151,369.1 acres, or 75.3 percent of the county. Developed land is important because it influences the locations of future land uses and often establishes a need for public facilities and services. Undeveloped land is also important because it is land that is potentially developable based on its physical characteristics, availability, and developer preference. Developer preference is based on perceived market demand for property for a particular use and the anticipated cost of development. Because of their importance, developed land and undeveloped land are analyzed separately below.

Developed Land

Developed land includes residential, commercial, industrial, public/semi-public, utilities/right-of-way, and unclassified territory. Developed land is found throughout the incorporated and unincorporated parts of the county with the largest concentrations being in Dandridge, Jefferson City, and White Pine (Illustration 4). Baneberry and New Market are less intensely developed and Morristown has just 9.8 acres in the county.

Despite development concentrations found in Dandridge, Jefferson City, and White Pine, in 2008, most development was found in the unincorporated parts of the county. For each development category, unincorporated Jefferson County had more development than the municipalities combined. This was especially pronounced for residential uses. The 30,567.4 acres devoted to residential uses in unincorporated Jefferson County was more than ten times greater than the residential territory found in the municipalities (Table 17). Land devoted to commercial uses was nearly equal for the incorporated and unincorporated areas. Land containing industrial, public/semi-public, and utilities/ROW uses was two or three times greater in the unincorporated areas as it was in the municipalities.

TABLE 17

**DEVELOPED LAND USE INVENTORY, 2008
JEFFERSON COUNTY, TENNESSEE**

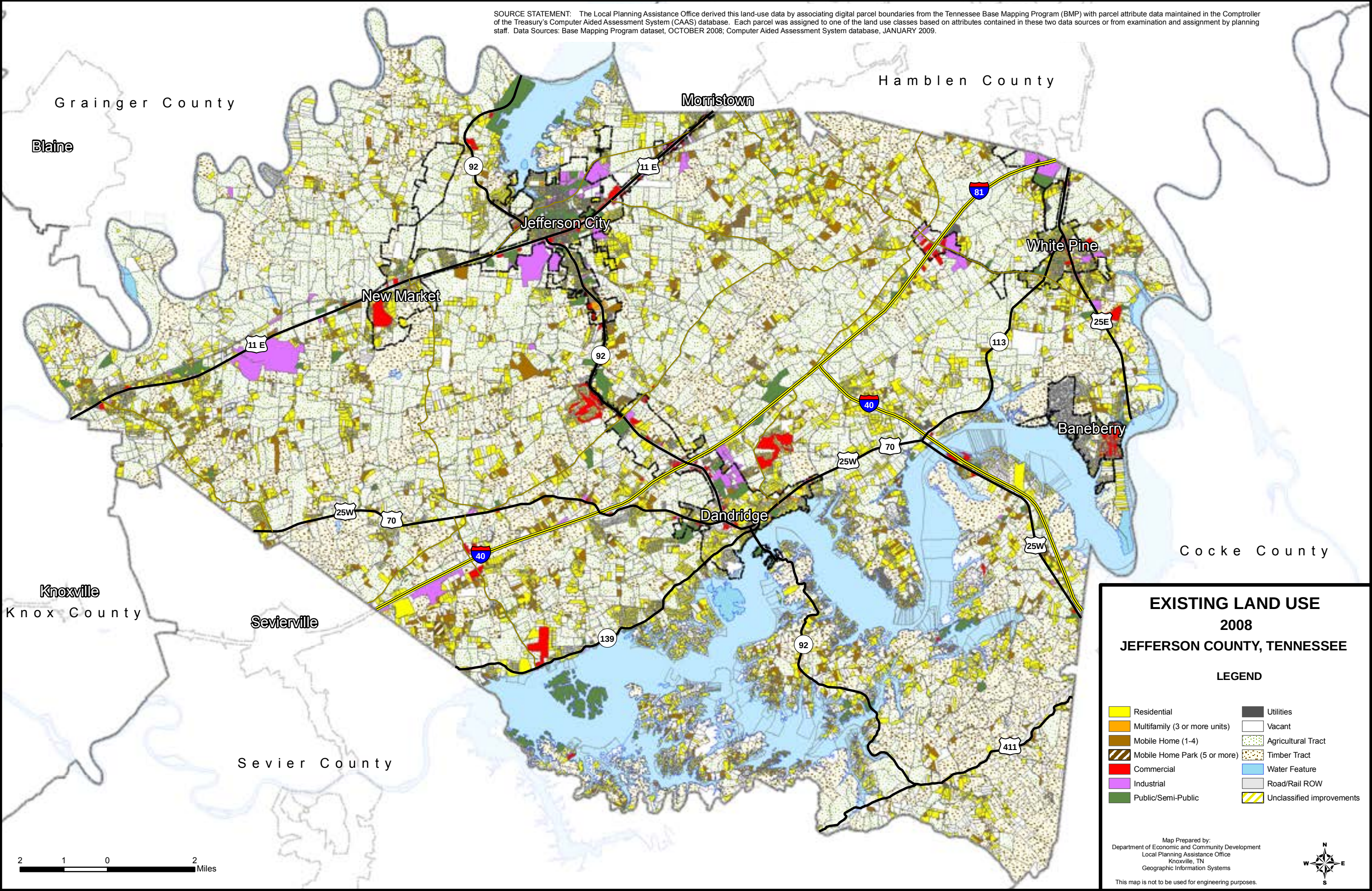
Land Use/Place	Number of Parcels	Area in Acres	Percentage of Total County Area	Percentage of Developed County Area
Total Developed	20,255	49,608.3	24.7	100.0
Residential	18,244	33,829.2	16.8	68.2
Unincorporated	13,780	30,567.4	15.2	61.6
Incorporated*	4,464	3,261.8	1.6	6.6
Commercial	554	1,796.6	0.9	3.6
Unincorporated	130	985.9	0.5	2.0
Incorporated*	424	810.7	0.4	1.6
Industrial	162	2,372.0	1.2	4.8
Unincorporated	76	1,611.6	0.8	3.2
Incorporated*	86	760.4	0.4	1.5
Public/Semi-Public	618	3,455.1	1.7	7.0
Unincorporated	311	2,383.4	1.2	4.8
Incorporated*	307	1,071.7	0.5	2.2
Utilities/ROW	491	7,188.3	3.6	14.5
Unincorporated	361	5,577.4	2.8	11.2
Incorporated*	130	1,610.9	0.8	3.2
Unclassified*	186	967.1	0.5	1.9
Total Undeveloped*	11,654	151,369.1	75.3	na
Unincorporated	8,834	145,703.7	72.5	na
Incorporated*	2,820	5,665.4	2.8	na

Source: Local Planning Assistance Office.

*Includes Morristown.

**Includes territory in agriculture, timber, vacant, and lakes and river.

SOURCE STATEMENT: The Local Planning Assistance Office derived this land-use data by associating digital parcel boundaries from the Tennessee Base Mapping Program (BMP) with parcel attribute data maintained in the Comptroller of the Treasury's Computer Aided Assessment System (CAAS) database. Each parcel was assigned to one of the land use classes based on attributes contained in these two data sources or from examination and assignment by planning staff. Data Sources: Base Mapping Program dataset, OCTOBER 2008; Computer Aided Assessment System database, JANUARY 2009.



**EXISTING LAND USE
2008
JEFFERSON COUNTY, TENNESSEE**

LEGEND

- | | |
|-------------------------------|---------------------------|
| Residential | Utilities |
| Multifamily (3 or more units) | Vacant |
| Mobile Home (1-4) | Agricultural Tract |
| Mobile Home Park (5 or more) | Timber Tract |
| Commercial | Water Feature |
| Industrial | Road/Rail ROW |
| Public/Semi-Public | Unclassified improvements |

Map Prepared by:
Department of Economic and Community Development
Local Planning Assistance Office
Knoxville, TN
Geographic Information Systems
This map is not to be used for engineering purposes.



Residential. In 2008, residential land was the largest category of developed land, comprising 33,829.2 acres, or 6.8 percent of the total county area and 68.2 percent of the county's developed territory (Table 18). Most of the residential land uses, 30,567.4 acres (90.4 percent), were spread out in the unincorporated parts of the county with the remaining 3,261.8 acres (9.6 percent) located in municipalities. Dandridge and Jefferson City had the largest amount of land devoted to residential uses at slightly over 1,000 acres each, although Jefferson City had nearly twice as many parcels devoted to residential uses (2,075 for Jefferson City and 910 for Dandridge). Territory devoted to residential uses in Baneberry, New Market, and White Pine was significantly smaller at 145.2, 522.9, and 478.6 acres, respectively.

TABLE 18
RESIDENTIAL LAND USE INVENTORY, 2008
JEFFERSON COUNTY, TENNESSEE

Place	Number of Parcels	Area in Acres	Percentage of Total County Area	Percentage of Developed County Area
Total Developed*	20,255	49,608.3	24.7	100.0
Residential*	18,244	33,829.2	16.8	68.2
Unincorporated	13,780	30,567.4	15.2	61.6
Incorporated*	4,464	3,261.8	1.6	9.0
Baneberry	223	145.2	0.1	0.3
Dandridge	910	1,043.0	0.5	2.1
Jefferson City	2,075	1,070.8	0.5	2.2
New Market	533	522.9	0.3	1.1
White Pine	719	478.6	0.2	1.0

Source: Local Planning Assistance Office.

*Includes Morristown.

Single-family dwellings accounted for most of the county's residential land uses at 26,059.8 acres, or 77.0 percent of the residential total, with mobile homes accounting for most of the rest. These and the other residential uses varied between the incorporated and unincorporated parts of the county (Table 19). As might be expected, single-family dwellings located on large lots greater than five acres and mobile homes tended to be found in unincorporated areas. Conversely, duplexes and multi-family developments were more common in the municipalities. The distribution of residential uses can be attributed to a combination of land prices, availability of land, restrictive covenants, availability of utilities, and zoning regulations. The abundance of available land in the unincorporated areas has encouraged single-family dwellings and mobile homes on large lots. Most of the duplexes and single-family dwellings were found in the municipalities because of appropriate zoning and availability of utilities.

TABLE 19

**DETAILED RESIDENTIAL LAND USE INVENTORY, 2008
JEFFERSON COUNTY, TENNESSEE**

Land Use	Number of Parcels	Area in Acres	Percentage of Total County Area	Percentage of Developed County Area
Residential*	18,244	33,829.2	16.8	68.2
Unincorporated Areas	13,780	30,567.4	15.2	61.6
Single-Family	10,820	23,233.0	11.6	46.8
< 5 acres	9,444	12,081.5	6.0	24.4
> 5 acres	1,376	11,151.5	5.5	22.5
Duplex	51	80.5	0.0	0.2
Mobile Home	2,605	6,035.5	3.0	12.2
Mobile Home Park	17	195.5	0.1	0.4
Multi-Family	18	16.5	0.0	0.0
unclassified	269	1,006.5	0.5	2.0
Incorporated Areas*	4,464	3261.8	1.6	6.6
Single-Family	3,976	2,826.8	1.4	5.7
< 5 acres	3,899	2,267.4	1.1	4.6
> 5 acres	77	559.4	0.3	1.1
Duplex	68	46.2	0.0	0.1
Mobile Home	180	192.2	0.1	0.4
Mobile Home Park	2	6.1	0.0	0.0
Multi-Family	220	154.3	0.1	0.3
unclassified	18	36.2	0.0	0.1

Source: Local Planning Assistance Office.

*Includes Morristown.

Land use data for 2008 showed that in unincorporated Jefferson County, the prominent residential uses (singled-family dwellings and mobile homes) were located primarily in the territory north of Douglas Lake. This was generally due to the availability of public water, good roads, convenience to municipalities, proximity to interstate highways, and suitable soils. This area contained a mix of rural residences located along all roads plus scattered residential subdivisions. Many residential subdivisions were developed along most major roads due to good accessibility and the availability of public water. Douglas Lake, with its attractive waterfront and recreational opportunities, encouraged upscale developments in recent years. Such developments were especially attractive to people from other states that were at, or near, retirement age. The specific locations of the subdivisions were generally determined by the availability of the land for subdivision.

There was less residential development south of Douglas Lake primarily because of the lack of public water, poor soils for septic systems and foundations, and large travel distances to municipalities in Jefferson and Sevier Counties. The major developments that occurred in this area were because of the amenities offered by Douglas Lake.

Commercial. In 2008, commercial land comprised just 1,796.6 acres (0.9 percent) of Jefferson County's territory (Table 20). It was almost equally divided between the unincorporated and incorporated parts of the county. Among municipalities, Jefferson City had the most commercial territory at 234.0 acres, followed by Dandridge with 175.7 acres. Baneberry, New Market, and White Pine also had significant amounts of land dedicated to commercial activities.

TABLE 20
COMMERCIAL LAND USE INVENTORY, 2008
JEFFERSON COUNTY, TENNESSEE

Place	Number of Parcels	Area in Acres	Percentage of Total County Area	Percentage of Developed County Area
Total Developed*	20,255	49,608.3	24.7	100.0
Commercial*	554	1,796.6	0.9	3.6
Unincorporated	130	985.9	0.5	1.9
Incorporated*	424	810.7	0.4	1.6
Baneberry	3	120.1	0.1	0.2
Dandridge	135	175.7	0.1	0.4
Jefferson City	200	234.0	0.1	0.5
New Market	20	157.2	0.1	0.3
White Pine	63	123.7	0.1	0.2

Source: Local Planning Assistance Office.

*Includes Morristown.

There were, and continue to be, three main areas of commercial activity in Jefferson County - Jefferson City, Dandridge, and White Pine. These municipalities were established along major highways and contain a wide array of commercial activities including highway-oriented commercial and service establishments that cater to both local and non-local traffic, such as fast food restaurants, motels, retail stores, banks, and other establishments. Most other commercial activities have located along the major roads, near the municipalities, because of the high amounts of traffic and nearness to population centers. The main roads that attracted commercial activities were Highways 92, 25-70, 25E, and 11E. Although Highway 411 was a major route south of Douglas Lake, it has not attracted a significant amount of commercial activities. Also, State Highway 139 (between Dandridge and Sevierville) and State Highway 113 (between Highway 25-70 and White Pine) have not received significant commercial developments most likely due to lower numbers of regional travelers.

The areas in Jefferson County that will have the greatest commercial developmental pressures are the territories throughout the length of Highway 11E, the section of Highway 92 north of Douglas Lake, and the five interstate highway interchanges. Highways 11E and 92 are arterials that carry large amounts of regional and local traffic because they are important transportation routes. Interchange 417 (I-40) in Dandridge and Interchange 4 (I-81) in White Pine have received significant amounts of commercial activities and are likely to receive additional establishments because of the availability of developable land and access to public water and sewer. Although interchanges, 412, 415, and 424, have had limited commercial activities, they are expected to develop commercially in the future especially if public sewer is provided.

Industrial. There were 162 parcels containing 2,372.0 acres of industrial land uses in Jefferson County in 2008 (Table 21). Approximately two-thirds of this property (1,611.6 acres) was located in the unincorporated parts of Jefferson County with the other one-third (760.4) being located in the municipalities. Among the municipalities, Jefferson City had the most land with industrial uses at 376.6 acres. White Pine and Dandridge had the second and third highest amounts of land devoted to industrial uses at 230.6 and 149.7 acres. New Market had just 3.5 acres of industrial land and Baneberry had none.

TABLE 21

**INDUSTRIAL LAND USE INVENTORY, 2008
JEFFERSON COUNTY, TENNESSEE**

Place	Number of Parcels	Area in Acres	Percentage of Total County Area	Percentage of Developed County Area
Total Developed*	20,255	49,608.3	24.7	100.0
Industrial*	162	2,372.0	1.2	4.8
Unincorporated	76	1,611.6	0.8	3.2
Incorporated	86	760.4	0.4	1.5
Baneberry	0	0.0	0.0	0.0
Dandridge	18	149.7	0.1	0.3
Jefferson City	43	376.6	0.2	0.8
New Market	6	3.5	0.0	0.0
White Pine	19	230.6	0.1	0.5

Source: Local Planning Assistance Office.

*Includes Morristown.

In 2008, industrial activities in Jefferson County were primarily focused at the Jefferson County Industrial Park (in and adjacent to Dandridge) and the Jefferson City Industrial Park (off of Old Andrew Johnson Highway). Another industrial area, located along Highway 92 in the southern part of the county, contains the Bush Brothers plant. The remaining industrial uses were scattered throughout the incorporated and unincorporated parts of the county.

Public/Semi-Public. At 3,455.1 acres, public and semi-public activities were a minor land use within the county, comprising just 1.7 percent of the total county area in 2008 (Table 22). Approximately two-thirds of the public/semi-public acreage was located in the unincorporated parts of Jefferson County. The remaining public/semi-public land was mainly located in Jefferson City (494.0 acres) and Dandridge (404.2 acres).

Public and semi-public activities were located throughout the county and its municipalities with no obvious concentrations. These uses were dispersed with slightly higher concentrations in areas with denser populations. This was because most semi-public and public uses attempted to be near the populations that they served.

TABLE 22

**PUBLIC/SEMI-PUBLIC LAND USE INVENTORY, 2008
JEFFERSON COUNTY, TENNESSEE**

Place	Number of Parcels	Area in Acres	Percentage of Total County Area	Percentage of Developed County Area
Total Developed*	20,255	49,608.3	24.7	100.0
Public/Semi-Public*	618	3,455.1	1.7	7.0
Unincorporated	311	2,383.4	1.2	4.8
Incorporated*	307	1,073.4	0.5	2.2
Baneberry	21	16.6	0.0	0.0
Dandridge	77	404.2	0.2	0.8
Jefferson City	144	494.0	0.2	1.0
New Market	27	27.5	0.0	0.1
White Pine	38	131.1	0.1	0.3

Source: Local Planning Assistance Office.

*Includes Morristown.

Utilities/Rights-of-Way. Utilities, road rights-of-way, and railroad rights-of-way were grouped into one category because they are land uses that provide required services (water, sewer, electricity, natural gas, etc.) or provide for transportation of people and goods. Although there were 7,188.3 acres in this category in 2008, it was the second largest land use category in the county. Three-quarters (5,576.2 acres) of this land use was in the unincorporated parts of the county. Most of the rest (1,612.1 acres) was located within Jefferson City and Dandridge.

Road rights-of-way accounted for nearly all of this land use category in 2008. Road rights-of-way varied from about twenty-five feet to over 100 feet in width, depending on the type of road. Rights-of-way for most platted roads were fifty feet. Fifty feet is considered the minimum needed to accommodate roads, drainage facilities, and utilities. In 2008, public road rights-of-

way accounted for 6,670.1 acres, or 3.3 percent of the total county area and 13.4 percent of the developed territory. Table 23 shows that about three-quarters of the rights-of-way (5,205.4 acres) were in the unincorporated parts of the county with most of the remaining rights-of-way being in Jefferson City and Dandridge.

TABLE 23
UTILITIES/ROW LAND USE INVENTORY, 2008
JEFFERSON COUNTY, TENNESSEE

Land Use/Place	Number of Parcels	Area in Acres	Percentage of Total County Area	Percentage of Developed County Area
Total Developed*	20,255	49,608.3	24.7	100.0
Utilities/ROW*	491	7,188.3	3.6	14.5
Road ROW*	394	6,670.1	3.3	13.4
Unincorporated	311	5,205.4	2.6	10.5
Incorporated*	83	1,464.7	0.7	3.0
Baneberry	10	152.4	0.1	0.3
Dandridge	20	396.2	0.2	0.8
Jefferson City	29	579.0	0.3	1.2
New Market	13	131.0	0.1	0.3
White Pine	10	202.0	0.1	0.4
Railroad ROW*	25	324.0	0.2	0.7
Unincorporated	11	230.8	0.1	0.5
Incorporated*	14	93.2	0.0	0.2
Baneberry	0	0.0	0.0	0.0
Dandridge	0	0.0	0.0	0.0
Jefferson City	4	40.2	0.0	0.1
New Market	3	22.4	0.0	0.0
White Pine	7	30.6	0.0	0.1
Utilities*	72	194.2	0.1	0.4
Unincorporated*	39	140.0	0.1	0.3
Incorporated	33	54.2	0.0	0.1
Baneberry	10	3.3	0.0	0.0
Dandridge	4	3.0	0.0	0.0
Jefferson City	14	33.0	0.0	0.1
New Market	4	14.8	0.0	0.0
White Pine	1	0.1	0.0	0.0

Source: Local Planning Assistance Office.

*Includes Morristown.

Norfolk-Southern is the only rail company operating in Jefferson County. Its tracks traverse the county just north of, and parallel to, Highway 11E. This land use accounted for just 0.2 percent of the county and just 0.7 percent of the total developed land in the county in 2008. There were 324.0 acres used for rights-of-way, with most being located in unincorporated Jefferson County. The amount of land devoted to this use could expand significantly if the proposed East Tennessee Intermodal Facility is developed near New Market. The proposed intermodal facility would involve the construction of a rail yard/transfer station and associated facilities would be located on over 280 acres adjacent to the New Market Elementary School. It would allow for the transfer of freight containers between rail cars and large commercial trucks.

Utilities include the county's water plants, pump stations, water storage tanks, electric substations, and similar facilities. In 2008, these facilities were located on 194.2 acres, which was 0.1 percent of the county and 0.4 percent of the total developed land area. Although utility lines were found throughout the county, this land use category involved the smallest number of acres because most utility lines were found within street rights-of-way. Utility lines not in rights-of-way, were often within an easement and were not the primary use of the property.

Unclassified. As noted, unclassified properties were those that did not clearly fit into a land use category because they contained two or more uses with no one use dominating. This land use category contained 967.1 acres, accounting for 0.5 percent of the county and 1.9 percent of the county's developed territory (Table 24). These were mostly large parcels averaging 5.2 acres and were located mostly in the unincorporated parts of the county.

TABLE 24

**UNCLASSIFIED LAND USE INVENTORY, 2008
JEFFERSON COUNTY, TENNESSEE**

Place	Number of Parcels	Area in Acres	Percentage of Total County Area	Percentage of Developed County Area
Total Developed*	20,255	49,608.3	24.7	100.0
Unclassified*	186	967.1	0.5	1.9
Unincorporated	121	855.5	0.5	1.7
Incorporated	65	111.6	0.0	0.2
Baneberry	7	1.7	0.0	0.0
Dandridge	4	13.3	0.0	0.0
Jefferson City	37	73.3	0.0	0.1
New Market	5	12.2	0.0	0.0
White Pine	12	11.1	0.0	0.0

Source: Local Planning Assistance Office.

*Includes Morristown.

Undeveloped Land

Undeveloped land is property that was not developed to accommodate one or more of the land uses discussed above. For analysis purposes, undeveloped land is divided into three general categories – agriculture, timber, and vacant. A fourth category, river/lake property, is not addressed because it was considered essentially undevelopable because it is underwater all or most of the time.

In 2008, there were 151,369.1 undeveloped acres in Jefferson County including territory in rivers and lakes (Table 25). Undeveloped land was 75.3 percent of the county's territory. Excluding territory contained in rivers and lakes, there were 128,122.7 acres of land that were considered undeveloped. As one might expect, the vast majority of the undeveloped land area, 122,457.3 acres or 95.6 percent, was located in the unincorporated parts of Jefferson County. Conversely, only 5,665.4 undeveloped acres were located in the county's municipalities, which was 4.4 percent of the county's undeveloped land area. Undeveloped parcels in the unincorporated areas averaged 13.9 acres in size while the parcels in municipalities averaged 2.0 acres.

TABLE 25

**UNDEVELOPED LAND INVENTORY, 2008
JEFFERSON COUNTY, TENNESSEE**

Land Use/Place	Number of Parcels	Area in Acres	Percentage of Total County Area	Percentage of Undeveloped Land Area
Undeveloped Land Area*	11,653	128,122.7	63.7	100.0
Agriculture	1,587	68,693.5	34.2	53.6
Unincorporated	1,478	66,226.5	33.0	51.7
Incorporated*	109	2,467.0	1.2	1.9
Timber	912	41,166.2	20.5	32.1
Unincorporated	886	40,334.6	20.1	31.5
Incorporated*	26	831.6	0.4	0.6
Vacant	9,154	18,263.0	9.1	14.3
Unincorporated	6,469	15,896.2	7.9	12.4
Incorporated	2,685	2,366.8	1.2	1.8

Source: Local Planning Assistance Office.

*Includes Morristown.

Table excludes the 23,246.4 acres of river/lake territory that is permanently flooded.

In 2008, agricultural land was the largest of the undeveloped property categories (68,693.5 acres), followed by timber (41,166.2 acres), and vacant land (18,263.0 acres). Nearly all of the undeveloped land, regardless of category, was found within the unincorporated parts of the county. In unincorporated Jefferson County, agricultural land comprised 33.0 percent of the

county's total area, followed by timber land at 20.5 percent, and vacant land at 7.9 percent. The large amount of agricultural land has good development potential due to having reasonable slopes and mostly being cleared of trees and brush. Vacant land also generally has good development potential because it has either been subdivided into lots or tracts or was former agricultural land that has turned fallow. Land in timber is more likely to be steep and more difficult to develop.

In incorporated areas, vacant land comprised the highest portion of undeveloped land in 2008. Of the county's 18,263.0 acres of vacant land, 2,366.8 acres, or 13.0 percent, was within Jefferson County's municipalities. This compared with just 3.4 percent (2,467.0 acres) and 2.0 percent (831.6 acres) of the agriculture and timber land that was within municipalities. The abundance of vacant land can largely be attributed to subdivisions that were developed but not fully built out.

Restricted/Unrestricted. The development potential for undeveloped land in Jefferson County largely depends on whether the land is considered restricted or unrestricted. Therefore, for analysis purposes, the agriculture, timber, and vacant land categories have been placed within one of two "overlay" categories – restricted or unrestricted. Restricted land is land that is unlikely to be developed because of steep slopes or potential flood issues. For this report, steep slopes are considered as those of 10.0 percent or greater. Property with flood issues is land identified by the Federal Emergency Management Agency as having a 1.0 percent or greater chance of being flooded in any year. Unrestricted land is land that is free from known flood issues and has slopes of less than 10.0 percent. Other land characteristics, such as soil qualities and depth to bedrock, play significant roles in the development potential of property. Any property considered for development must be analyzed carefully because development constraints may not be readily apparent. These were discussed in the previous chapter and are specific to individual properties.

Of the 128,122.7 acres of undeveloped land in the county in 2008, 75,171.7 acres, or 58.7 percent, were considered to be restricted for development purposes due to steep topography or susceptibility to flooding (Table 26). Although steep land can be developed, it becomes progressively more difficult and expensive to develop as the steepness increases. With the exception of property along Douglas or Cherokee Lakes, the costs to develop such property usually outweigh the return on investment. Although flood hazard areas are generally less expensive to develop than steep areas, development in such areas is regulated because of the county's flood regulations. Jefferson County and its municipalities are in the National Flood Insurance Program and have adopted regulations regulating development in flood hazard areas.

Most of the restricted land in Jefferson County was due to topography with land with slopes of 10.0 percent or greater accounting for 95.1 percent of the restricted land. Conversely, flood hazard areas, as identified by the Federal Emergency Management Agency (FEMA) were 3,658.1 acres, or just 4.9 percent of the restricted land. As shown in Illustration 2, page 33, most of the steep land in Jefferson County was located near Douglas Lake and along the ridges traversing the county. Illustration 2 also shows the territory subject to a 1.0 percent chance of flooding in any year. The flood prone tributaries for the Holston River are Lost Creek, Mill Spring Creek, Beaver Creek, Piedmont Branch, and Mossy Creek. Tributaries with flood prone

areas for the French Board River include Long Creek, Clear Creek, Muddy Creek, and an unnamed creek.

TABLE 26
UNDEVELOPED LAND STATUS INVENTORY, 2008
JEFFERSON COUNTY, TENNESSEE

Place	Undeveloped Land Area in Acres	Unrestricted Land		Restricted Land	
		Area in Acres	Percent of Total Undeveloped	Area in Acres	Percent of Total Undeveloped
Total Undeveloped *	128,122.7	52,950.9	41.3	75,171.7	58.7
Unincorporated	122,457.3	50,466.2	39.4	71,991.1	56.2
Incorporated*	5,665.4	2,484.9	1.9	3,180.6	2.5
Baneberry	743.3	134.5	0.1	608.8	0.5
Dandridge	1,476.1	635.5	0.5	840.6	0.7
Jefferson City	1,175.3	683.7	0.5	491.6	0.4
New Market	1,770.8	712.9	0.6	1,057.9	0.8
White Pine	495.5	313.8	0.2	181.7	0.1

Source: Local Planning Assistance Office.

*Includes Morristown.

Table excludes the 23,246.4 acres of river/lake territory that is permanently flooded.

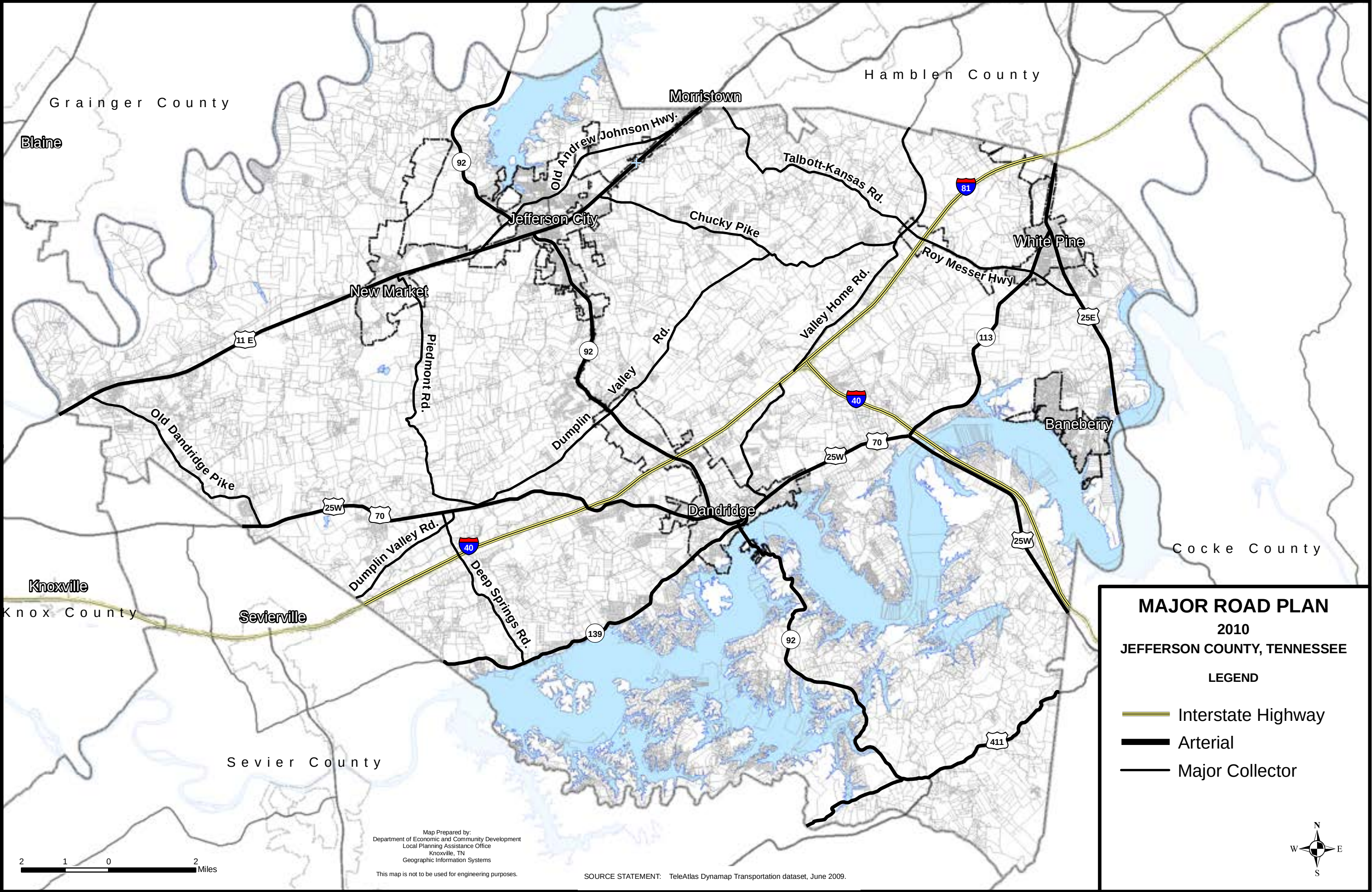
TRANSPORTATION ANALYSIS

A county's transportation system forms the framework upon which a community is built and is vital to its growth and development. Adequate traffic circulation and access to properties is an essential prerequisite to economic activity and overall development of the community.

The numerous roadways found throughout Jefferson County vary in their design, purpose, function, and utilization. To facilitate the analysis of Jefferson County's roads, they have been classified as to their intended use.

Road Classification

The primary or intended use of a road varies from that of providing access to residential and other properties to providing uninterrupted movement of high-speed traffic. To clarify the usage, a classification system has been established denoting the function served. These classifications, as shown in Illustration 5, include: (1) interstate highways, (2) arterial roads, (3) major collector roads, (4) minor collector roads, and (5) local roads.



Interstate Highways. Interstate highways are controlled access roads connecting major population centers and regions of the country. They are devoted to serving high traffic volumes and long distance trips. The interstate highways in Jefferson County are Interstate Highway 40 and Interstate Highway 81.

Arterial Road. Arterial roads link cities and provide for the movement of traffic between cities and regions. Arterial roads do not have controlled access and are important because they move large amounts of traffic as well as provide direct access to properties. Such roads are usually numbered federal and state highways. In Jefferson County, they include Federal Highways 11E, 25-70, 25E, and 411 and State Highways 92, 113, and 139.

Major Collector Roads. Major collector roads serve as a link between arterial roads and minor collector and local roads. They are designed to carry moderate amounts of traffic at moderate speeds. Examples of major collector roads are Valley Home Road, Deep Springs Road, Talbott-Kansas Road, Old Dandridge Pike, Piedmont Road, Roy Messer Highway, Chucky Pike, and Dumplin Valley Road.

Minor Collector Roads. Minor collector roads collect traffic from local roads and allow for its movement within sections of the county. Examples of such roads are Fain Road, Swannsylvania Road, Indian Creek Road, Leadvale Road, and Rocky Valley Road.

Local Access Roads. Local access roads function primarily as the means for accessing individual properties. Minor roads are intended for serving residential uses and carry traffic at slow speeds for relatively short distances. The majority of Jefferson County's roads are of this classification.

Traffic Circulation Patterns

The traffic circulation pattern in Jefferson County relies heavily on Interstate Highways 40 and 81 for interstate and interregional travel. Federal Highways 11E, 25-70, 25E, and 411 and State Highways 139, 92, and 113, are important arterials that allow for travel to Knoxville, Morristown, Sevierville, and neighboring municipalities and counties. Within the county, the federal and state highway systems handle most local and regional traffic. Major collectors, minor collectors, and local roads are found throughout the county and carry mostly local traffic.

Interstate Highways 40 and 81 are by far the most traveled roads in Jefferson County. The Tennessee Department of Transportation's Average Daily Traffic Counts show that in 2008, there were between 33,000 and 59,000 average daily trips along various sections of the interstate highways in Jefferson County. Federal Highway 11E was the main arterial in Jefferson County, connecting Jefferson County with Knoxville and Morristown. In 2008, this road averaged between 16,000 and 26,000 trips daily with the most heavily traveled section being in Jefferson City. The next most heavily used road was State Highway 92. Average daily traffic for this road in 2008 varied greatly from between 1,400 near its intersection with Federal Highway 411 to over 14,000, just north of Dandridge. Federal Highways 25E, in and near White Pine, and 411 were the next most heavily traveled roads in the county. Federal Highway 25E had average daily

trips ranging from just under 11,000 near the I-81 Interchange 4 to nearly 8,000 in White Pine. Average daily trips along Federal Highway 411 were less than 6,000. All other state and county roads averaged about 3,000 or fewer trips per day.

The largest traffic generators in Jefferson County are the various land uses found within its municipalities. Jefferson County's municipalities, particularly Jefferson City and Dandridge, generate the most traffic. Jefferson City is the most populated municipality and also has the largest number and highest concentration of commercial activities in the county. Although Dandridge is not nearly as populated, it contains Interchange 417 and numerous commercial activities. Together, the residents and commercial activities contributed to make Dandridge a major traffic generator within the county.

There are no major traffic flow impediments in Jefferson County among its state and federal highways. All federal and state highways are in good to excellent condition especially after the recent replacement of the Federal Highway 25-70 bridge over Douglas Lake and improvements to the State Highway 92 bridge in Dandridge. One issue, although not considered major, is that State Highway 92, south of Dandridge, is quite curvy in places. Overall, the state and federal highways effectively move motor vehicles through the county.

In 2008, public roads in Jefferson County were generally in good condition and sufficient to handle the amount of traffic for which they were designed. Nearly all roads have an asphalt surface with less than five miles of the county's estimated 315 miles being gravel. Approximately three-fourths of the county and municipal roads are at least eighteen feet in width. Illustration 6 shows that those roads that are less than eighteen feet wide are found throughout the more remote parts of the county. They are all considered local access roads or minor collector roads. They are somewhat common in many of the subdivisions constructed prior to the adoption and enforcement of subdivision regulations.

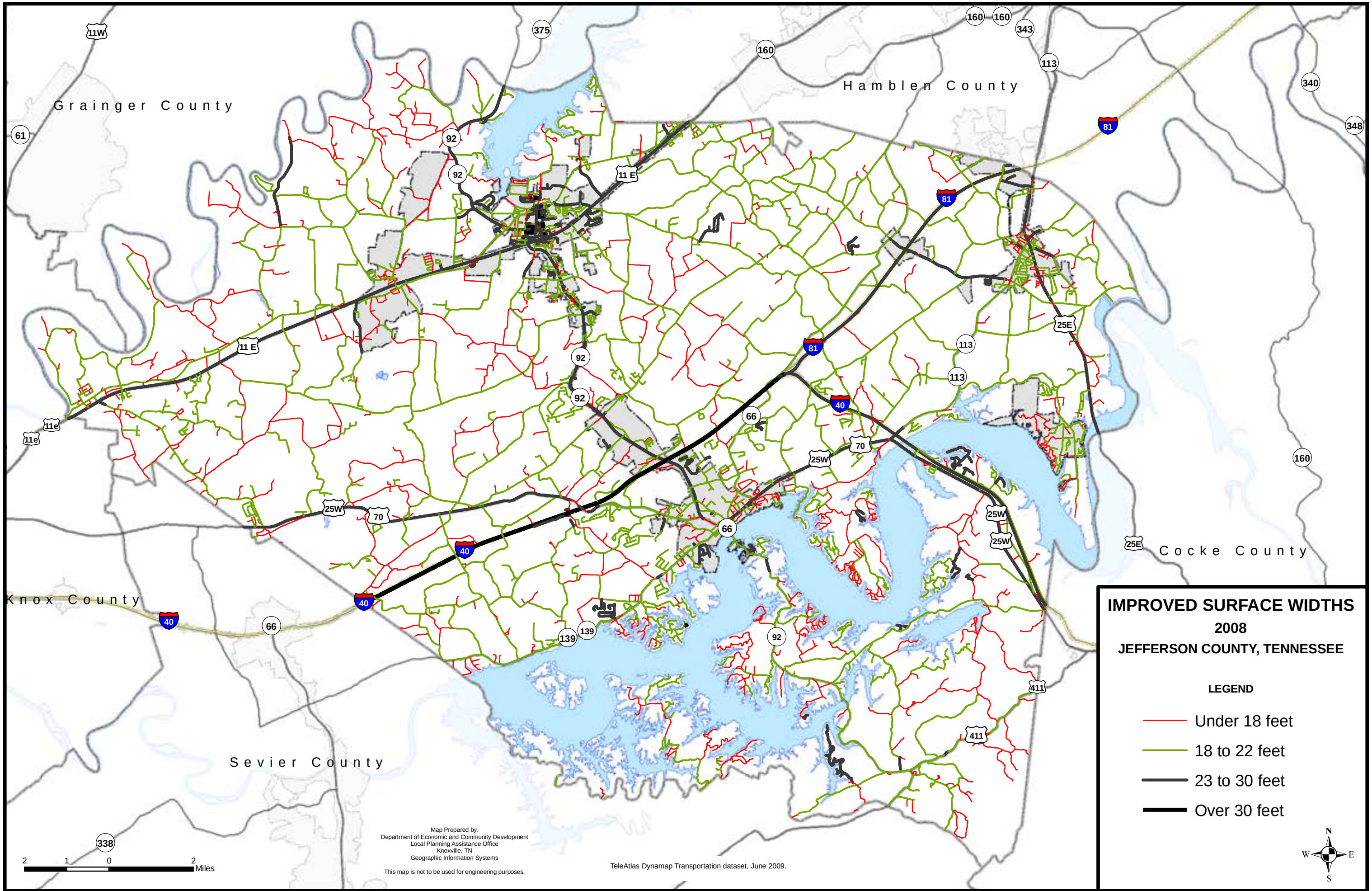
Air/Rail/Port

Jefferson County does not have an airport, rail yard, or port. The closest regional airport is found in nearby Morristown and the closest national airport is found in Knoxville. The closest port for shipping products is found in nearby Knoxville. Of major significance is the East Tennessee Intermodal Facility that is proposed for about 280 acres near the New Market Elementary School, adjacent to the exiting rail line and Federal Highway 11E. This development will be a rail yard/transfer station primarily for the loading, unloading, and storage of semi-trailers.

UTILITIES

Electricity

The Appalachian Electric Cooperative (AEC) was established as a consumer-owned cooperative in 1940. Its purpose was to provide electricity to a designated territory consisting of most of Jefferson County, most of unincorporated Hamblen County, about one-half of Grainger County, and a portion of the Kodak Community in Sevier County. The AEC consists of nine districts



from which nine board members are elected. The nine-member board oversees the operation of the cooperative. Its office is located along Federal Highway 11E, in New Market. The AEC purchases electricity from the Tennessee Valley Authority (TVA) and distributes the electricity to its 45,000 customers through about 2,400 miles of electric lines. Within Jefferson County, the entire county is served by the AEC except for territory in the Strawberry Plains Community that is served by the Knoxville Utilities Board (KUB). Approximately 30,000 of AEC's customers are located in Jefferson County with about 5,000 being located in Hamblen County, 8,500 in Grainger County, and 1,500 in Sevier County.

The AEC has adequate infrastructure and electric supply to handle economic and residential growth within Jefferson County. Undeveloped properties could be served without major infrastructure improvements.

Water

Public water service in Jefferson County is provided by the Alpha-Talbott Utility District, Dandridge Water Department, Jefferson City Water Department, Knoxville Utilities Board, New Market Water Department, Sevierville Water Department, Shady Grove Utility District, White Pine Water Department, and the Witt Utility District. As shown in Illustration 7, each of these suppliers provides public water service within designated districts. Illustration 7 also shows the areas within those districts that each utility district serves.

Alpha-Talbott Utility District. The Alpha-Talbott Utility District (ATUD) serves about 1,100 customers in the northern part of Jefferson County and about 5,400 customers in neighboring Hamblen County and Morristown. The ATUD was originally chartered in February 1959 and has a three-member board to oversee its operation. Interestingly, an original charter member, Mr. C.T. Davis, has continuously chaired the board for the entire life of the utility district. The ATUD does not treat water but rather purchases its water supply from the Morristown Utility District.

Dandridge Water Department. The Dandridge Water Department (DWD) serves the entire Town of Dandridge and a large territory generally east of the town. Specifically, the DWD serves 1,337 customers within Dandridge and 1,443 customers outside of the town. The DWD operated a water plant until it was closed in 2006. It now purchases water from the Jefferson City Water Department and uses its lines to distribute water to its 2,780 customers.

Jefferson City Water Department. The Jefferson City Water Department provides water service to all of Jefferson City's residents and about 550 residents outside the city. In addition to serving its customers, the Jefferson City Water Department sells water to the New Market Utility District, Shady Grove Utility District, and the Dandridge Water Department.

The water department operates a 4.0 mgd water plant that is at 99.0 percent capacity. The main source for raw water is the Jarnigan Well that is located off of Chucky Pike. A large spring located off of Highway 11E, to the rear of the water plant, is the backup source. The water department has just begun construction on expanding the water plant to 8.0 mgd. The expansion project is expected to be completed by March 2012.

Knoxville Utilities Board. The Knoxville Utilities Board (KUB) provides water service to the Strawberry Plains Community in the westernmost portion of Jefferson County.

New Market Utility District. The New Market Utility District (NMUD) has its office located along Federal Highway 11E in New Market. The NMUD provides public water service to approximately 1,660 customers located in and adjacent to New Market. It does not have a raw water source and does not treat water. Water distributed by the NMUD is purchased from the Jefferson City Water Department.

Shady Grove Utility District. The Shady Grove Utility District (SGUD) serves 128 square miles of territory in Jefferson and Sevier Counties with over 320 miles of public water lines. The territory within Jefferson County served by the SGUD is in the west-central part of the county lying north of Douglas Lake. Approximately 5,000 of the utility district's 8,000 customers are in Jefferson County. The SGUD does not have a raw water source and treatment facility. Instead, it purchases its water from the Knoxville Utilities Board and Jefferson City Water Department and distributes the water to its customers.

White Pine Water Department. The White Pine Water Department (WPWD) provides public water to customers in White Pine and neighboring territory. The WPUD has about 1,250 customers, of which 450 are in the county and 800 are within White Pine. The WPUD obtains its water from three wells located in the town. The wells currently each supply customers with about 1.05 mgd and are capable of supplying up to 1.2 mgd.

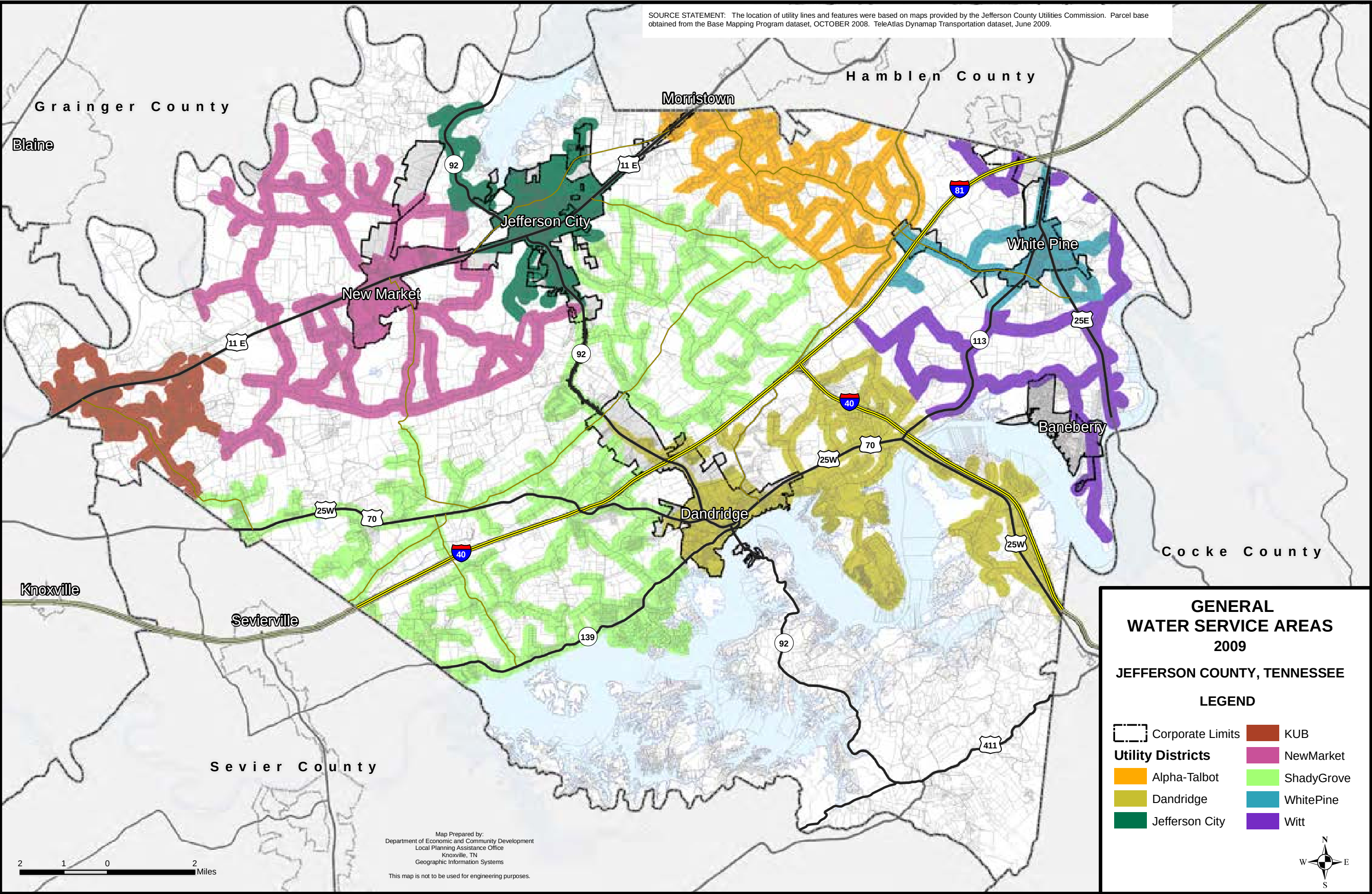
Witt Utility District. The Witt Utility District (WUD) provides public water service to customers within Jefferson and Hamblen Counties. The specific area served by the WUD is the northeastern part of Jefferson County, from the Jefferson/Hamblen County line to Baneberry (excluding White Pine). The WUD now supplies about 1,800 customers with water within Jefferson County. WUD has recently taken over Baneberry's well and water system. The WUD now gets its water from the 150,000 gpd well in Baneberry and purchases water from the Dandridge Water Department and Morristown. The WUD currently has a 4.0 mgd plant under construction that is expected to be fully operational by December 1, 2010. The new plant will end WUDs reliance on other sources and allow the Baneberry well to be closed.

Sewer

There are three sewer systems in Jefferson County – Dandridge Sewer Department, Jefferson City Sewer Department, and the White Pine Sewer Department. These sewer departments provide sewer service to nearly all residents of their respective municipalities. There is very little public sewer service outside of the municipalities.

The lack of public sewer in most of the unincorporated areas of Jefferson County has traditionally limited the intensity of residential development outside of the municipalities. In recent years, however, on-site wastewater systems have become a means of providing sewage treatment and disposal in rural areas. This has allowed developments to have smaller lots than might be allowed with the standard subsurface sewage disposal systems. It has also allowed for the clustering of dwellings on property.

SOURCE STATEMENT: The location of utility lines and features were based on maps provided by the Jefferson County Utilities Commission. Parcel base obtained from the Base Mapping Program dataset, OCTOBER 2008. TeleAtlas Dynamap Transportation dataset, June 2009.



Blank page 64

CHAPTER VI

MUNICIPALITIES IN JEFFERSON COUNTY

This chapter examines the municipalities in Jefferson County because of their importance in the overall development of the county. With the exception of Morristown, each municipality – Baneberry, Dandridge, Jefferson City, New Market, and White Pine – forms a nucleus for development in its respective part of the county. To varying degrees, these municipalities will influence the future of Jefferson County, particularly on its population and economy. Therefore, each municipality is examined below in regard to its population, economy, existing land use, undeveloped land, and development potential. This allowed for an evaluation of the development potential of each municipality and ultimately, the county. The locations of Jefferson County’s municipalities are shown in Illustration 8.

CITY OF BANEBERRY

Baneberry is the most recently established municipality in Jefferson County, having been incorporated in 1986. It is located in the easternmost section of the county, just south of White Pine. The city is bounded by Douglas Lake on its east and west. The city was established as a resort community with its focus being residential with lake and golf amenities.

Population

Baneberry’s population was 217 when it was incorporated in 1986. In 1990, its population was 218, which grew to 366 in 2000. Baneberry’s population was estimated at 684 for 2010. The population is projected to increase to 702 by the year 2020. These projected population increases reflect the growing demand for dwellings in Jefferson County, especially those with amenities. It is possible that the projection for 2020 will be exceeded, especially if the economy improves, as expected.

Economy

The economic base of Baneberry is extremely limited. It consists entirely of a golf course, restaurant, and lodge. Baneberry is a residential community with economic ties to Dandridge and White Pine for low order goods and services (convenience goods and services).

Developed Land Use

In 2008, Baneberry was geographically the smallest municipality in Jefferson County, consisting of 1,184.7 acres or 1.85 square miles. Of this, just 439.9 acres, or 37.2 percent, were developed, (Table 27). Baneberry had the least amount of developed land of the municipalities in Jefferson County.

Residential. The prominent land use in the city was residential in 2008, with 145.2 acres of the town being devoted to this use. The majority of the residential territory, 133.1 acres, was in single-family use. A small amount of territory, 12.1 acres, was devoted to multifamily units. There were no mobile homes or mobile home parks in the city.

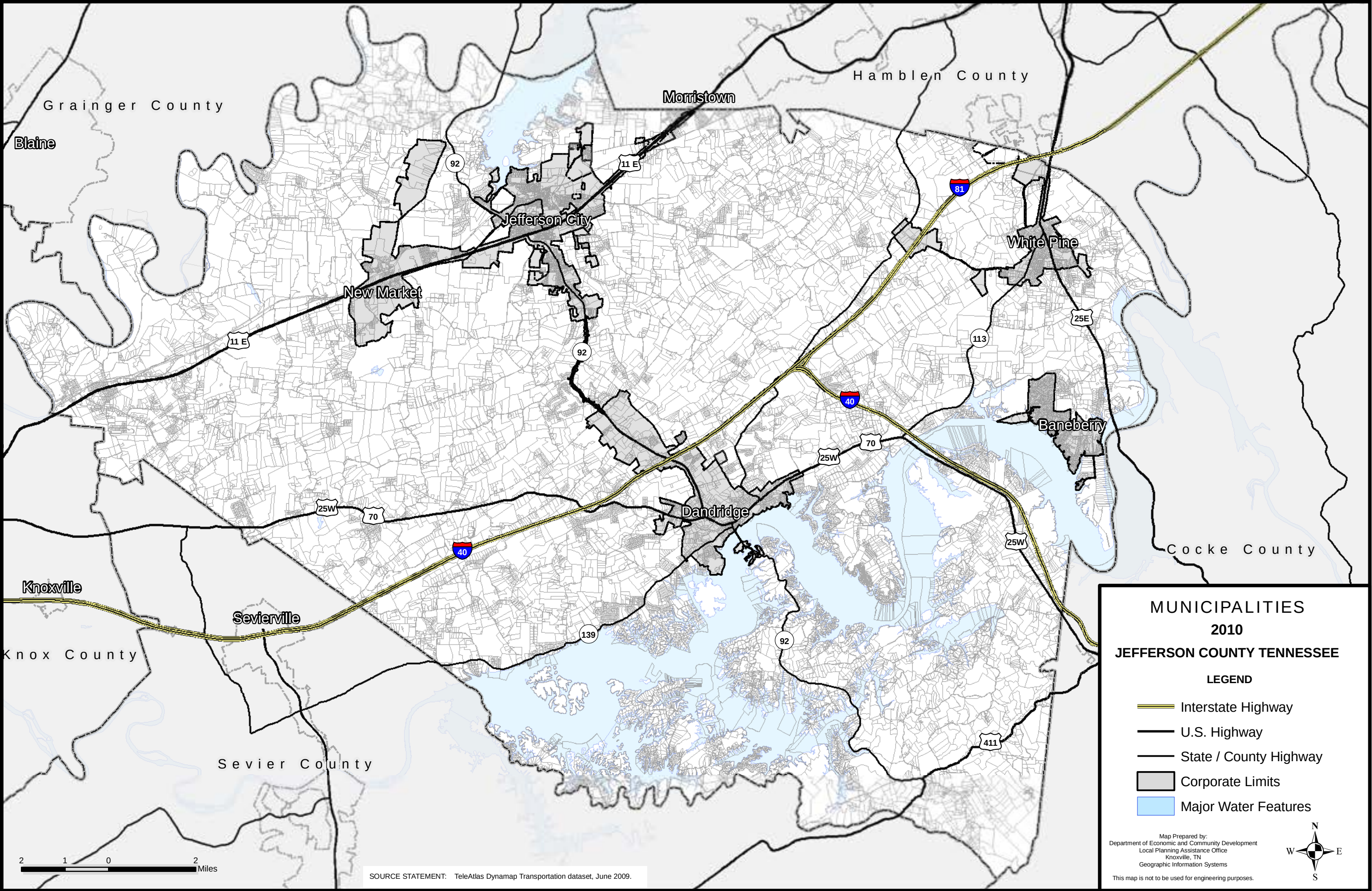
TABLE 27
DEVELOPED LAND USE INVENTORY, 2008
BANEERRY, TENNESSEE

Land Use	Number of Parcels	Area		
		Acres	Percentage of Town Total	Rank in County
Developed	274	439.3	37.1	5
Residential	223	145.2	12.3	5
Single-Family	191	133.1	11.3	5
< 5 acres	190	127.1	10.7	5
> 5 acres	1	6.0	0.5	5
Duplex	0	0.0	0.0	4
Mobile Home	0	0.0	0.0	5
Mobile Home Park	0	0.0	0.0	2
Multi-Family	32	12.1	1.0	3
Unclassified	0	0.0	0.0	5
Commercial	3	120.1	10.2	5
Industrial	0	0.0	0.0	5
Public/Semi-Public	21	16.6	1.4	5
Utilities/ROW	20	155.7	13.2	5
Unclassified	7	1.7	0.1	5
Undeveloped	1,247	743.3	62.9	4
TOTAL	1,521	1,182.6	100.0	5

Source: Local Planning Assistance Office.

Commercial. Commercial uses comprised 120.1 acres of territory and was the third largest land use in the town in 2008. The amount of land in commercial uses ranked fifth among Jefferson County's municipalities because of its small population and not being located along a major highway. The 120.1 acres devoted to commercial uses is deceiving, because most of it was within the Baneberry Golf Course. Very little other land was devoted to commercial uses.

Industrial. Baneberry did not have any industrial land uses because the city was established as a residential resort community.



Utilities/Rights-of-Way. The land devoted to utilities and public rights-of-way was significant in Baneberry at 155.7 acres. Nearly all of this land was in public road rights-of-way. The high portion of land in this category was due to the numerous roads in the city.

Unclassified. There were just seven parcels containing 1.7 acres that were developed but not classified. This was insignificant because it amounts to only 0.1 percent of the city's land area.

Undeveloped Land

The City of Baneberry was the least developed of Jefferson County's municipalities in 2008. Of the city's 1,521 total parcels, 1,247, or 82.0 percent, were undeveloped. Undeveloped land in Baneberry was 743.3 of the city's 1,182.6 acres, or 62.9 percent of the city's land area (Table 28). Nearly all of this undeveloped land was classified as vacant, with very little being agricultural or timber land. The 1,238 vacant parcels were subdivided for future development and are expected to develop over time.

TABLE 28
UNDEVELOPED LAND INVENTORY, 2008
BANEERRY, TENNESSEE

Land Use	Number of Parcels	Area		
		Acres	Percentage of Town Total	Average Lot Size
Developed	274	439.3	37.1	1.60
Undeveloped	1,247	743.3	62.9	0.60
Agriculture	3	3.5	0.3	1.17
Timber	6	89.2	7.5	14.87
Vacant	1,238	650.6	55.0	0.53
TOTAL	1,521	1,182.6	100.0	0.78

Source: Local Planning Assistance Office.

The development potential of undeveloped land in Baneberry is largely related to slope and susceptibility to flooding. Of the 743.3 acres of undeveloped land, 134.5 acres was considered unrestricted (Table 29). That left the majority of the undeveloped land, 608.8 acres, as being restricted because it had slopes of 10.0 percent or greater or was flood prone. The average size of all developed parcels in 2008 was 1.60 acres and 0.60 acres for residential uses. Therefore, unrestricted undeveloped land was capable of accommodating eighty-four average developments or 224 dwellings at these densities. At an average of 2.4 people per household, 538 people could be accommodated. Of the restricted property, 178.0 acres had slopes of 10.0 to 20.0 percent and 412.5 acres had slopes of 20.0 percent and greater. Areas of steep slope are capable of being developed but the challenges and costs would increase as slope increases. Flood prone property is not a serious impediment to development because just 18.3 acres were in this category.

TABLE 29

**UNDEVELOPED LAND STATUS INVENTORY, 2008
BANEERRY, TENNESSEE AND SELECTED PLACES**

Place	Undevel. Area	Unrestricted		Restricted			
		Area	Percent Undevel. Area	Flood Prone	10 to 20% Slope	20% and greater	Total Area
Undeveloped*	128,122.7	52,950.9	41.3	3,658.1	37,424.9	34,089.3	75,171.7
Unincorporated	122,457.3	50,466.2	41.2	3,454.7	35,581.3	32,955.7	71,991.1
Incorporated*	5,665.3	2,484.7	43.9	203.4	1,843.6	1,133.6	3,180.6
Baneberry	743.3	134.5	18.1	18.3	178.0	412.5	608.8
Dandridge	1,476.1	635.5	43.1	33.0	523.8	283.8	840.6
Jefferson City	1,175.3	683.6	58.2	56.2	327.4	108.0	491.6
New Market	1,770.8	712.9	40.3	81.3	672.3	304.3	1,057.9
White Pine	495.5	313.8	63.3	14.6	142.1	25.0	181.7

Source: Local Planning Assistance Office.

*Includes Morristown.

Excludes river/lake territory.

TOWN OF DANDRIDGE

In 2008, the Town of Dandridge was comprised of 3,691.2 acres or 5.77 square miles. It is centrally located in Jefferson County on the northern bank of Douglas Lake and is the county seat. Dandridge is the second oldest town in Tennessee and is the only town in the United States that was named for Martha Dandridge Washington, wife of the first United States President. It was incorporated in 1907 by the Tennessee Legislature.

Population

According to the U.S. Census Bureau, Dandridge's 2000 population was 2,078. Like Jefferson County and neighboring municipalities, Dandridge is expected to experience significant population increases in the foreseeable future. According to recent projections by the University of Tennessee Center for Business and Economic Research, Dandridge's population was expected to increase to 2,334 in 2010 and 2,700 by 2020. Should the national economy improve, these population projections may be exceeded.

Economy

Dandridge's economy has traditionally been largely commercial with most commercial activities serving its residents and those within its economic hinterland. In recent years, Dandridge's economy has expanded to include more commercial developments serving regional and national travelers. This was due primarily to the ongoing development of Interchange 417 along

Interstate Highway 40. Additional developments are expected at, or near, the 417 interchange. Interchange 415 offers additional commercial opportunities if public sewer is provided to the area. It is expected that commercial activities will continue to locate near Dandridge's downtown and along Highways 92 and 25/70 to serve its growing population.

Developed Land Uses

In 2008, Dandridge was geographically the second largest municipality in Jefferson County at 3,691.2 acres. Of this, 2,210.3 acres were developed, ranking it second in the county. Developed land accounted for 59.9 percent of Dandridge's total territory (Table 30).

TABLE 30
DEVELOPED LAND USE INVENTORY, 2008
DANDRIDGE, TENNESSEE

Land Use	Number of Parcels	Area		
		Acres	Percentage of Town Total	Rank in County
Developed	1,168	2,185.0	59.7	2
Residential	910	1,043.0	28.5	2
Single-Family	831	929.0	25.4	1
< 5 acres	796	646.0	17.6	2
> 5 acres	35	283.0	7.7	1
Duplex	12	10.0	0.3	2
Mobile Home	34	56.0	1.5	2
Mobile Home Park	0	0.0	0.0	2
Multi-Family	26	33.0	0.9	2
Unclassified	7	15.0	0.4	1
Commercial	135	175.7	4.8	2
Industrial	18	149.7	4.0	3
Public/Semi-Public	77	404.1	11.0	2
Utilities/ROW	24	399.2	10.9	2
Unclassified	4	13.3	0.4	2
Undeveloped	581	1,476.1	40.3	2
TOTAL	1,749	3,661.2	100.0	2

Source: Local Planning Assistance Office.

Residential. In 2008, the largest developed land use category in Dandridge was residential, with 1,043.0 acres, ranking it first in this category among the county's municipalities. Nearly all of the residential uses were single-family houses on lots that averaged 1.1 acres in area. Also, there were 56.0 acres devoted to mobile homes and 33.0 acres that contained multi-family uses. There were no mobile home parks in the town.

Commercial. At 200.9 acres, Dandridge ranked second in the amount of territory dedicated to commercial uses in 2008. This was 5.4 percent of the town's total area. A significant amount of this territory was located at or near the 417 Interchange where Highway 92 and Interstate Highway 40 intersect. Most businesses at the interchange, such as restaurants, motels, and fuel stations focused on traffic from Interstate Highway 40. However, these businesses also serve area residents. Most of the remaining commercial land was located along Highways 92 and 25/70, in and near the downtown. Commercial activities along these highways and in the downtown area were used predominately by area residents.

Industrial. Dandridge had 149.7 acres that were used for industrial activities in 2008, which was 4.1 percent of the town's territory and ranked it third in the county. Most of this territory was located in the Jefferson County Industrial Park, located along Industrial Park Road, east of Highway 92 and south of Interstate Highway 40.

Public/Semi-Public. Dandridge had 404.2 acres of public/semipublic lands in 2008, ranking it second in the county. This was because Dandridge is the county seat and contained numerous governmental buildings and functions. Public/semi-public lands included cemeteries, churches, utilities, the nursing home, and municipal properties. It also included properties owned by the State of Tennessee including the juvenile correctional facility, Department of Transportation facilities, and the Highway Patrol Office. County facilities included the courthouse, courthouse annex, health department, road department, and the jail.

Utilities and Rights-of-Way. Utilities and rights-of-way accounted for 399.2 acres of developed land in Dandridge. Dandridge ranked second in this category with only Jefferson City having more land in utilities and rights-of-way. Nearly all of this territory was attributed to the rights-of-way of Interstate Highway 40, Highway 25/70, Highway 92, and the numerous rights-of-way of the town's public streets. Just 3.0 acres was attributed to public utilities.

Unclassified. There were only 13.3 acres identified as unclassified. This was insignificant.

Undeveloped

In 2008, Dandridge had the second largest amount of undeveloped land and the second largest amount of developed land among Jefferson County's municipalities. Undeveloped land in Dandridge comprised 1,476.1 acres, or 40.3 percent of the town's land area (Table 31). Most of the undeveloped land, 543 parcels contained 777.0 acres and was classified as vacant land. In many cases, this vacant land was platted for development purposes and will remain idle until development occurs. Vacant land is generally more readily developable than timber or agricultural land because it has often been subdivided for sale and development.

TABLE 31
UNDEVELOPED LAND USE INVENTORY, 2008
DANDRIDGE, TENNESSEE

Land Use	Number of Parcels	Area		
		Acres	Percentage of Town Total	Average Lot Size
Developed	1,168	2,185.0	59.7	1.87
Undeveloped	581	1,476.1	40.3	2.54
Agriculture	29	379.4	10.4	13.08
Timber	9	319.7	8.7	35.52
Vacant	543	777.0	20.2	1.43
TOTAL	1,749	3,661.2	100.0	2.09

Source: Local Planning Assistance Office.

The Town of Dandridge has good development potential because in 2008, 635.5 acres of the town's undeveloped land were considered unrestricted (Table 32). With the average developed lot size in Dandridge being 1.87 acres, and 1.15 acres for residential uses, the unrestricted

TABLE 32
UNDEVELOPED LAND STATUS INVENTORY, 2008
DANDRIDGE, TENNESSEE AND SELECTED PLACES

Place	Undevel. Area	Unrestricted		Restricted			
		Area	Percent Undevel. Area	Flood Prone	10 to 20% Slope	20% and greater	Total Area
Undeveloped* **	128,122.7	52,950.9	41.3	3,658.1	37,424.9	34,089.3	75,171.7
Unincorporated	122,457.3	50,466.2	41.2	3,454.7	35,581.3	32,955.7	71,991.1
Incorporated**	5,665.3	2,484.7	43.9	203.4	1,843.6	1,133.6	3,180.6
Baneberry	743.3	134.5	18.1	18.3	178.0	412.5	608.8
Dandridge	1,476.1	635.5	43.1	33.0	523.8	283.8	840.6
Jefferson City	1,175.3	683.6	58.2	56.2	327.4	108.0	491.6
New Market	1,770.8	712.9	40.3	81.3	672.3	304.3	1,057.9
White Pine	495.5	313.8	63.3	14.6	142.1	25.0	181.7

Source: Local Planning Assistance Office.

*Excludes river/lake territory.

**Includes Morristown.

undeveloped land is capable of accommodating 340 average developments or 557 dwellings at these densities. At an estimated 2.4 persons per dwelling, unrestricted undeveloped land could support an additional 1,337 persons.

Additionally, there were 523.8 acres with slopes of 10.0 to 20.0 percent that are considered moderately restricted. This land can be developed but it would be more costly than unrestricted land. Just 283.8 acres had slopes of 20.0 percent or greater and 33.0 acres were deemed to be flood prone. Together, these more restricted properties were 21.5 percent of the undeveloped land. Therefore, most of the undeveloped land in Dandridge could likely be developed.

CITY OF JEFFERSON CITY

Jefferson City is located along Highways 11E and 92 in the northern part of Jefferson County. It was originally settled in 1788 and was known as Mossy Creek. Its economy was mostly agrarian although it contained a grist mill and an iron works plant. After the discovery of a zinc deposit in the early 1800's, mining became an important activity along with lumber and sawmill activities. By the 1880's, a second zinc deposit was discovered and mining became the principal economic activity. Carson-Newman College was established in 1851 as Mossy Creek Baptist Missionary Seminary. It is now Tennessee's largest church-sponsored college and a major employer. Jefferson City became incorporated in 1901.

Population

Jefferson City has the largest population of any municipality in Jefferson County with an estimated 2010 population of 9,184. This is an increase of 1,424 (18.4 percent) over the city's 2000 population of 7,760. Most population growth occurred through annexation as development occurred at the edge of the city. It is expected that between 2010 and 2020, the city's population will increase by 23.7 percent to 11,364. The large population increases are likely because Jefferson City has good opportunities for education, employment, and shopping as well as effectively providing important public facilities and services.

Economy

For many years after its incorporation, Jefferson City maintained its traditional strong mining and manufacturing background. However, zinc mining, once a very important aspect of the city's economy, has waned in recent years due to low prices. The city's economy has become diversified and it has become a regional commercial center for most of Jefferson County, much of Grainger County, and neighboring areas. In recent years, Jefferson City has gained numerous commercial establishments including big-box retailers Wal-Mart and Lowe's. It has also received numerous other smaller commercial establishments. The large commercial businesses are located along Highways 92 and 11E to serve regional travelers as well as local residents.

Jefferson City's downtown businesses and neighborhood commercial activities have declined in recent years. Many smaller businesses and specialty shops have been replaced by large retailers that have located along major transportation routes. Future commercial uses will likely continue

to locate along Highways 92 and 11-E because these routes serve both regional travelers and the local population. It is expected that Jefferson City will continue to expand as a regional commercial center with its ample vacant commercial land and a growing regional population.

Carson-Newman College has had a strong influence on Jefferson City. According to the college, it had 1,980 full time undergraduate students and 250 graduate students in 2009. The college, its professors and staff, and its students have had a major ongoing impact on Jefferson City's economy. Although the students lack the discretionary incomes that other residents have, they still have an impact on retail and service establishments. This group also affects land use and related activities in the city such as residential densities, traffic patterns, and traffic congestion.

Developed Land Uses

In 2008, Jefferson City was geographically the largest municipality in Jefferson County at 4,105.7 acres, or 6.4 square miles (Table 33). Of this, 2,901.6 acres were developed, which

TABLE 33
DEVELOPED LAND USE INVENTORY, 2008
JEFFERSON CITY, TENNESSEE

Land Use	Number of Parcels	Area		
		Acres	Percentage of City Total	Rank in County
Developed	2,546	2,899.1	71.2	1
Residential	2,075	1,070.8	26.3	1
Single-Family	1,808	867.0	21.3	2
< 5 acres	1,790	760.0	18.7	1
> 5 acres	18	107.0	2.6	3
Duplex	52	34.0	0.8	1
Mobile Home	58	69.0	1.7	1
Mobile Home Park	0	0.0	0.0	2
Multi-Family	153	95.0	2.3	1
Unclassified	4	5.8	0.1	3
Commercial	200	234.0	5.7	1
Industrial	43	376.6	9.2	1
Public/Semi-Public	144	492.4	12.1	1
Utilities/ROW	47	652.0	16.0	1
Unclassified	37	73.3	1.8	1
Undeveloped	558	1,175.3	28.8	3
TOTAL	3,104	4,074.4	100.0	1

Source: Local Planning Assistance Office.

was 56.8 percent of the city's territory. Jefferson City ranked first within the county for the amount of developed acreage.

Residential. In 2008, Jefferson City's residential property was 1,071.4 acres or 21.0 percent of the city's territory. This was the largest land use category in the city. The amount of territory dedicated to residential uses ranked second among the municipalities but was only slightly ahead of Dandridge.

Most residential property in Jefferson City was single-family dwellings. Residential uses in Jefferson City were fairly intensely developed compared to other municipalities in Jefferson County, as exhibited by the average lot with a dwelling being .48 of an acre. Jefferson City's residential territory also differed from other municipalities in the county by having 94.9 acres of multi-family housing units and 69.1 acres of mobile homes.

Commercial. Jefferson City ranked first in the county in the amount of territory devoted to commercial uses. In 2008, there were 234.0 acres in this use category which was 4.6 percent of the city's territory. Most of the commercial developments were located in the northern part of the city, along its major transportation route, Highway 11E. The wide array of commercial activities catered to both regional travelers and residents of the city and its hinterland.

Industrial. Jefferson City ranked first in the amount of territory with industrial activities in 2008. The city had 376.6 acres in industrial uses, which was significantly more than the next highest municipality, White Pine, at 230.6. This was 7.4 percent of the territory in the city. Much of the industrial land was in the Jefferson City Industrial Park. With available land, the industrial park has considerable potential for additional industries.

Public/Semi-Public. There were 494.0 acres designated as public/semi-public in 2008. This category ranked first in the county because of large variety of public and semi-public uses. Such uses included Carson-Newman College, the city hall, the community center, county hospital, two public schools, numerous churches and cemeteries, and public park system. These uses were located throughout the city with a concentration in and near Carson-Newman College.

Utilities/Rights-of-Way. Jefferson City had the largest amount of territory used for public utilities and road and railroad rights-of-way. The 652.3 acres devoted to these uses was higher than any other municipality in the county. The large amount of land in this category resulted from the large rights-of-way for Highways 11E and 92, rights-of-way for numerous local roads, and the right-of-way for Norfolk-Southern Railway.

Unclassified. There were 73.3 acres of unclassified territory in the city. Although this was more than the other municipalities, it was insignificant at 1.4 percent of the city's territory.

Undeveloped Land

Jefferson City was the most developed municipality in Jefferson County with 71.2 percent of its land area being developed and just 28.8 percent being undeveloped in 2008 (Table 34).

However, because of Jefferson City's large geographic area, in 2008 the undeveloped territory amounted to a sizable 1,175.3 acres. Most of the undeveloped land (601.9 acres) was in agriculture. Vacant land, which is generally ripe for development, accounted for most of the parcels (523) and 475.4 acres.

TABLE 34
UNDEVELOPED LAND USE INVENTORY, 2008
JEFFERSON CITY, TENNESSEE

Land Use	Number of Parcels	Area		
		Acres	Percentage of City Total	Average Lot Size
Developed	2,546	2,899.1	71.2	1.14
Undeveloped	558	1,175.3	28.8	2.11
Agriculture	30	601.9	14.8	220.06
Timber	5	98.0	2.4	19.6
Vacant	523	475.4	11.7	0.91
TOTAL	3,104	4,074.4	100.0	1.31

Source: Local Planning Assistance Office.

Jefferson City has excellent development potential because of the large amount of undeveloped unrestricted land that is suitable for development. Among Jefferson County's municipalities, at 58.2 percent, Jefferson City had the highest percent of its undeveloped land being deemed unrestricted in 2008 (Table 35). There were 683.6 acres considered as unrestricted with an additional 327.4 acres being moderately restricted with slopes of 10.0 percent to 20.0 percent.

Together, the unrestricted properties and those that were moderately restricted with 10.0 to 20.0 percent slopes accounted for 1,011.0 acres, or 86.0 percent of the land area. Land with slopes of 20.0 percent or greater and territory subject to flooding were a small part of the Jefferson City's territory at 108.0 and 56.2 acres, respectively. Jefferson City had the least amount of undeveloped restricted properties of any of Jefferson County's municipalities.

In 2008, the average lot size of developed properties in Jefferson City was 1.14 acres. Residential lots were generally much smaller, averaging 0.52 acres. Based on these lot sizes, Jefferson City could accommodate 600 average developments or up to 1,315 dwellings. At 2.4 residents per dwelling, the 1,315 dwellings could account for 3,156 new residents. Even more developments and dwellings could theoretically be added if the 327.4 acres of moderately restricted territory are developed.

TABLE 35

**UNDEVELOPED LAND STATUS INVENTORY, 2008
JEFFERSON CITY, TENNESSEE AND SELECTED PLACES**

Place	Undevel. Area	Unrestricted		Restricted			
		Area	Percent Undevel. Area	Flood Prone	10 to 20% Slope	20% and greater	Total Area
Undeveloped* **	128,122.7	52,950.9	41.3	3,658.1	37,424.9	34,089.3	75,171.7
Unincorporated	122,457.3	50,466.2	41.2	3,454.7	35,581.3	32,955.7	71,991.1
Incorporated**	5,665.3	2,484.7	43.9	203.4	1,843.6	1,133.6	3,180.6
Baneberry	743.3	134.5	18.1	18.3	178.0	412.5	608.8
Dandridge	1,476.1	635.5	43.1	33.0	523.8	283.8	840.6
Jefferson City	1,175.3	683.6	58.2	56.2	327.4	108.0	491.6
New Market	1,770.8	712.9	40.3	81.3	672.3	304.3	1,057.9
White Pine	495.5	313.8	63.3	14.6	142.1	25.0	181.7

Source: Local Planning Assistance Office.

*Excludes river/lake territory.

**Includes Morristown.

TOWN OF NEW MARKET

The Town of New Market is located along State Highway 11E, 7.5 miles northeast of the Jefferson/Knox County line and adjacent to Jefferson City. The town was incorporated in 1977. New market is, perhaps, most famous for the New Market train wreck of September 24, 1904. That was one of the worst train wrecks in North American history, having killed 113 people. The railroad where this tragedy occurred is still in use.

Population

New Market's population was 1,012 at the time of its incorporation in 1977, according to a special census conducted at that time. The federal census conducted in 1980 found New Market's population increased by 204 to 1,216 over the three year period. New Market's population dropped to 1,086 in 1990 and grew to 1,234 in 2000. Its population was estimated as 1,354 in 2010, which was a 9.7 percent growth rate for the decade.

Economy

New Market's economy is largely based on businesses that provide low order goods and services to residents of the town and the surrounding area. Some of these businesses, such as gas stations and convenience stores, also serve those who travel through town along Highway 11E. The community functions mainly as a bedroom community of Jefferson City and Knoxville. There are no major industries located in New Market. However, significant

industry could locate in the town if the proposed East Tennessee Intermodal Facility is constructed along Highway 11E, just outside of the town, and if public sewer is provided. Zinc mining, which was once an important part of the economy, is dormant because of low prices. An increase in prices and demand could regenerate mining in the town by American Limestone, which still owns a significant amount of land in the New Market and Jefferson City areas.

Developed Land Uses

In 2008, New Market had 2,661.3 acres of territory, or 5.5 square miles, making it physically the third largest municipality in Jefferson County (Table 36). Just 890.5 acres were developed, ranking it fourth in the amount of developed territory. At 33.5 percent, New Market had the lowest percent of its land being developed of the county's municipalities. New Market has a more rural flavor than Jefferson County's other municipalities.

TABLE 36
DEVELOPED LAND USE INVENTORY, 2008
NEW MARKET, TENNESSEE

Land Use	Number of Parcels	Area		
		Acres	Percentage of Town Total	Rank in County
Developed	611	890.5	33.5	4
Residential	533	522.9	19.6	3
Single-Family	471	466.6	17.5	3
< 5 acres	454	329.4	12.4	4
> 5 acres	17	137.2	5.2	2
Duplex	1	1.0	0.0	3
Mobile Home	57	49.3	1.9	3
Mobile Home Park	0	0.0	0.0	2
Multi-Family	1	5.0	0.2	5
Unclassified	3	1.0	0.0	3
Commercial	20	157.2	5.9	3
Industrial	6	3.5	0.1	4
Public/Semi-Public	27	27.5	1.0	4
Utilities/ROW	20	167.2	6.3	4
Unclassified	5	12.2	0.5	3
Undeveloped	219	1,770.8	66.5	1
TOTAL	830	2,661.4	100.0	3

Source: Local Planning Assistance Office.

Residential. In 2008, the predominant land use category in New Market was residential. There were 522.9 acres containing residential uses, which was 58.7 percent of the town's developed territory. Single-family residences comprised most of the residential land but there were several mobile homes on 49.3 acres scattered throughout the town. Only one parcel of five acres contained multi-family residences and there were no mobile home parks in the town.

Commercial. There were 157.2 acres devoted to commercial uses, accounting for 5.9 percent of the total land area. Most of these commercial uses were located along Highway 11E and provided low order goods and services to area residents. A few businesses located along Highway 11E served both residents and regional travelers. Commercial development has been hindered by New Market's lack of public sewer.

Industrial. Industrial uses comprised only 3.5 acres or 0.1 percent of the total acreage in 2008. As with commercial and higher density residential uses, the lack of sewer is an impediment to industrial development.

Public/Semi-Public. There were 27.5 acres of land containing public and semi-public uses in 2008. These uses included a portion of the Lost Creek Golf Course, the U.S Post Office, local churches, the town's municipal building, the town's park, and the fire hall.

Utilities/Rights-of-Way. Territory in utilities and rights-of-way were 167.2 acres, or 6.3 percent, of the town's land area. The rights-of-way for Highway 11E, Norfolk-Southern Railway, and numerous local roads accounted for most of this territory. The remaining territory was primarily associated with the Appalachian Electric Cooperative facilities.

Unclassified. There were 12.2 acres of unclassified developed territory in New Market. Like other jurisdictions, the amount of territory in this category was negligible.

Undeveloped Land

In 2008, New Market was the least developed of Jefferson County's municipalities with 1,770.8 undeveloped acres (Table 37). New Market's undeveloped land was 66.5 percent of the town's 2,661.4 total acres. Most of the undeveloped land, 1,182.8 acres was classified as agricultural, with small portions being classified as timber (324.7 acres) and vacant (263.3 acres). The agricultural land was generally in large tracts averaging 43.81 acres and generally has good development potential.

New Market had the largest amount of undeveloped unrestricted land (712.9 acres) among the county's municipalities (Table 38). At 1,057.9 acres, New Market also had the largest amount of undeveloped restricted land among Jefferson County's municipalities.

With an average lot size of 1.46 acres for developed lots, the 712.9 acres of unrestricted undeveloped land could accommodate 488 developments. With developed residential lots averaging .98 of an acre, the unrestricted undeveloped land could accommodate 727 dwellings, or 1,745 persons, based on 2.4 people per household.

TABLE 37

**UNDEVELOPED LAND USE INVENTORY, 2008
NEW MARKET, TENNESSEE**

Land Use	Number of Parcels	Area		
		Acres	Percentage of Town Total	Average Lot Size
Developed	611	890.5	33.5	1.46
Undeveloped	219	1,770.8	66.5	8.09
Agriculture	27	1,182.8	44.4	43.81
Timber	6	324.7	12.2	54.12
Vacant	186	263.3	9.9	1.42
TOTAL	830	2,661.4	100.0	3.21

Source: Local Planning Assistance Office.

TABLE 38

**UNDEVELOPED LAND STATUS INVENTORY, 2008
NEW MARKET, TENNESSEE AND SELECTED PLACES**

Place	Undevel. Area	Unrestricted		Restricted			Total Area
		Area	Percent Undevel. Area	Flood Prone	10 to 20% Slope	20% and greater	
Undeveloped* **	128,122.7	52,950.9	41.3	3,658.1	37,424.9	34,089.3	75,171.7
Unincorporated	122,457.3	50,466.2	41.2	3,454.7	35,581.3	32,955.7	71,991.1
Incorporated**	5,665.3	2,484.7	43.9	203.4	1,843.6	1,133.6	3,180.6
Baneberry	743.3	134.5	18.1	18.3	178.0	412.5	608.8
Dandridge	1,476.1	635.5	43.1	33.0	523.8	283.8	840.6
Jefferson City	1,175.3	683.6	58.2	56.2	327.4	108.0	491.6
New Market	1,770.8	712.9	40.3	81.3	672.3	304.3	1,057.9
White Pine	495.5	313.8	63.3	14.6	142.1	25.0	181.7

Source: Local Planning Assistance Office.

*Excludes river/lake territory.

**Includes Morristown.

In 2008, New Market had 672.3 acres that were moderately restricted with slopes of 10.0 to 20.0 percent. Should this territory be developed at the 2008 density, an additional 460 developments could occur. That same territory, if developed residentially at .98 units per acre, could contain an

additional 686 new dwellings or an estimated 1,646 new residents. Fewer than 400 acres of property have severe limitations due to slopes of 20.0 percent or greater or is subject to flooding.

TOWN OF WHITE PINE

The Town of White Pine is located in the extreme northeastern part of Jefferson County, just north of Baneberry and near the Hamblen/Cocke County border. White Pine was first settled along the Tennessee and Virginia Railroad line in 1869. The town was incorporated in 1893.

Population

White Pine's population steadily increased from 1,035 in 1960 to 1,900 in 1980. Its population dropped to 1,771 in 1990. Its population again increased during the next two decades, reaching 1,997 in 2000 and an estimated 2,103 in 2010. White Pine's population is expected to increase to 2,520 by 2020.

Economy

White Pine has a reasonably diversified economy. In 2008, it contained numerous businesses that served its residents and those in the surrounding area, including residents of the City Baneberry. Commercial development in White Pine was focused in the downtown area and at Interchange 4 on Interstate 81. The downtown area primarily served area residents while the businesses at Interchange 4 generally catered to Interstate 81 traffic. Additional commercial activities were located along Highway 25E, south of the downtown area.

Developed Land Uses

In 2008, White Pine contained 1,703.3 acres, or 2.7 square miles of territory, ranking it fourth in size in the county (Table 39). White Pine had the distinction of being the most developed municipality in Jefferson County, with 1,207.8 acres, or 70.9 percent of its territory being developed.

Residential. Residential land use was the largest land use category in White Pine in 2008, with 478.6 acres accounting for 28.1 percent of the town's territory. The vast majority of residential land, 430.5 acres, was devoted to single-family dwellings. There were just 18.1 acres with mobile homes, 6.0 acres containing a mobile home park, and 9.0 acres with multi-family housing.

Commercial. In 2008, there were 123.7 acres of land in commercial uses. This represented 7.3 percent of the town's total land area. As noted, these businesses were located primarily at Interchange 4, the downtown area, and along Highway 25E. White Pine ranked fourth among Jefferson County's municipalities in the amount of land devoted to commercial uses.

TABLE 39
DEVELOPED LAND USE INVENTORY, 2008
WHITE PINE, TENNESSEE

Land Use	Number of Parcels	Area		
		Acres	Percentage of Town Total	Rank in County
Developed	869	1,207.8	70.9	3
Residential	719	478.6	28.1	4
Single-Family	673	430.5	25.3	4
< 5 acres	667	404.3	23.7	3
> 5 acres	6	26.2	1.5	4
Duplex	2	1.0	0.0	3
Mobile Home	31	18.1	1.1	4
Mobile Home Park	2	6.0	0.4	1
Multi-Family	7	9.0	0.5	4
Unclassified	4	14.0	0.8	2
Commercial	63	123.7	7.3	4
Industrial	19	230.6	13.5	2
Public/Semi-Public	38	131.1	7.7	3
Utilities/ROW	18	232.7	13.7	3
Unclassified	12	11.1	0.7	4
Undeveloped	208	495.5	29.1	5
TOTAL	1,077	1,703.3	100.0	4

Source: Local Planning Assistance Office.

Industrial. White Pine had 230.6 acres of industrially developed land in 2008, which was 13.5 percent of the town's territory. This ranked second among Jefferson County's municipalities. Much of the industrial territory was attributed to the Old Dominion Freight Line facilities located at and near Interchange 4 at Interstate 81, the East Tennessee Regional Food Distribution Center, and Clayton Mobile Homes manufacturing facilities.

Public/Semi-Public. There were 131.1 acres devoted to public and semi-public uses in White Pine in 2008. These uses included local churches, cemeteries, parks, schools, and governmental offices. These uses were scattered throughout the town.

Utilities/Rights-of-Way. At 232.7 acres, utilities and road rights-of-way occupied a significant amount of White Pine's territory in 2008. Street rights-of-way accounted for nearly all of this land, with 202.0 acres being dedicated to this use. Railroad rights-of-way accounted for 30.6 acres and utilities just 0.1 of an acre.

Unclassified. Just 11.1 acres were considered unclassified. This was insignificant, accounting for just 0.7 percent of the town's territory.

Undeveloped Land

In 2008, White Pine had 495.5 acres of undeveloped land, which was the least amount of Jefferson County's municipalities (Table 40). Most of the undeveloped parcels (189 of the total 208 undeveloped parcels) were vacant. The vacant parcels were 196.5 of the 495.5 acres of undeveloped land. The remaining 299.0 acres were in agriculture.

TABLE 40
UNDEVELOPED LAND USE INVENTORY, 2008
WHITE PINE, TENNESSEE

Land Use	Number of Parcels	Area		
		Acres	Percentage of Town Total	Average Lot Size
Developed	869	1,207.8	70.9	1.39
Undeveloped	208	495.5	29.1	2.38
Agriculture	19	299.0	17.6	15.74
Timber	0	0.0	0.0	0.0
Vacant	189	196.5	11.5	1.04
TOTAL	1,077	1,703.3	100.0	1.58

Source: Local Planning Assistance Office.

The Town of White Pine has good development potential because in 2008, 313.8 acres of the town's undeveloped land were considered unrestricted and much of the land was platted for development purposes (Table 41). With the average developed lot size in White Pine being 1.39 acres, and .67 acres for residential uses, the unrestricted undeveloped land is capable of accommodating 226 average developments or 468 dwellings at these densities. With an estimated 2.4 persons per dwelling, unrestricted undeveloped land could support 1,123 persons.

In 2008, there were an additional 142.1 acres with slopes of 10.0 to 20.0 percent that were moderately restricted. This land is capable of being developed although it would generally be more costly than unrestricted land. Just 25.0 acres has slopes of 20.0 percent or greater and just 14.6 acres were deemed to be flood prone. Together, these more restricted properties comprised just 12.6 percent of the undeveloped land. Therefore, most of the undeveloped territory in White Pine could be developed without major impediments or expense.

TABLE 41

**UNDEVELOPED LAND STATUS INVENTORY, 2008
WHITE PINE, TENNESSEE AND SELECTED PLACES**

Place	Undevel. Area	Unrestricted		Restricted			
		Area	Percent Undevel. Area	Flood Prone	10 to 20% Slope	20% and greater	Total Area
Undeveloped* **	128,122.7	52,950.9	41.3	3,658.1	37,424.9	34,089.3	75,171.7
Unincorporated	122,457.3	50,466.2	41.2	3,454.7	35,581.3	32,955.7	71,991.1
Incorporated**	5,665.3	2,484.7	43.9	203.4	1,843.6	1,133.6	3,180.6
Baneberry	743.3	134.5	18.1	18.3	178.0	412.5	608.8
Dandridge	1,476.1	635.5	43.1	33.0	523.8	283.8	840.6
Jefferson City	1,175.3	683.6	58.2	56.2	327.4	108.0	491.6
New Market	1,770.8	712.9	40.3	81.3	672.3	304.3	1,057.9
White Pine	495.5	313.8	63.3	14.6	142.1	25.0	181.7

Source: Local Planning Assistance Office.

*Excludes river/lake territory.

**Includes Morristown.

CITY OF MORRISTOWN

The City of Morristown is predominantly located in Hamblen County. In July 1995, Morristown annexed 9.8 acres in Jefferson County to establish an industrial park. Of this, 4.1 acres are in road rights-of-way, 4.0 acres are vacant, and 1.3 acres are residential. The remaining 1.7 acres are in commercial and agricultural uses. Public Chapter 1101, adopted in 1998, prevents further annexation by Morristown into Jefferson County.

CHAPTER VII

LAND USE PLAN

The purpose of any county or other governmental jurisdiction is to provide for the health, safety, and welfare of its residents. To achieve this purpose, counties and municipalities must properly plan for their future growth and development. A properly planned county is safe and efficient and provides its residents with needed services and facilities at minimal cost to its residents.

The land use plan is a general guide for the physical development of Jefferson County. Therefore, the plan concentrates on the goals, objectives, and policies having to do with growth and development and how they are to be addressed and handled in Jefferson County. The plans for many other important programs, services, and issues within the county are contained in *20/20 VISION* and *Strategic Action Plan – Building a Better Future, Jefferson County, Tennessee*. Together these important planning documents provide a comprehensive planning approach that, if implemented, will greatly enhance the lives of Jefferson County's residents.

The land use plan has purposely been written in a flexible manner that will offer guidance without being overly rigid. If the policies contained in the plan were too rigid, there would be no way to handle grey areas or changing conditions as they arise. The implementation of the plan will generally involve molding the policies into specific zoning requirements and/or subdivision regulations or incorporating the policies into detailed project plans or strategic planning documents. Implementation methods are discussed in Chapter VIII.

The plan has synthesized information from previous chapters to formulate the Development Potential and Assumptions sections that follow. Based on these sections, several long term goals for the development of the county were prepared. To help reach these goals, several objectives and policies were developed. The development potential, assumptions, goals, objectives, and policies are provided below.

DEVELOPMENT POTENTIAL

Jefferson County has traditionally been a rural county containing a population that grew through a balance of natural increase and immigration. The county contained a largely homogenous population that was white, less well-educated, and less affluent than Tennesseans from metropolitan areas and people from other areas of the nation. The county's work force primarily consisted of males who worked in agriculture, mining, commercial activities, and manufacturing in Jefferson County, Morristown, and Knoxville.

Much of the territory outside of Jefferson County's municipalities has traditionally been undeveloped, with the majority of this land being agricultural. Conversely, the county's four oldest municipalities (Dandridge, Jefferson City, New Market, and White Pine) were the centers of residential, commercial, and industrial activities in the county and served as nuclei for growth in these sectors. However, in recent years, Jefferson County's population has grown

tremendously due to large numbers of people moving to the county. Migration to the county was due to many factors including its natural beauty, large amount of available real estate, relatively low cost of real estate, the county's low property tax rate, the state's lack of an income tax, the county's nearness to metropolitan Knoxville, and a generally strong regional economy. Although the migrants were of all ages and income groups, many of the recent migrants who moved to lakeside and other amenity-oriented developments have tended to be affluent and at or nearing retirement age.

The large migration to Jefferson County in the 1990s and 2000s created unprecedented development pressures throughout the county. These migrants have moved to existing subdivisions and spurred new subdivision developments primarily in areas with attractive natural characteristics such as mountain and lake views and lakeside living. Such migration and development activities became strong in the 1990s and continued until midway into 2008. Late 2008 through the first half of 2010 were characterized by a very slow growth in the number of subdivisions that were developed and permits for new housing in Jefferson County. This slow growth was characteristic of Jefferson County, East Tennessee, and much of the nation.

The unprecedented growth experienced by Jefferson County during the 1990s and 2000s is expected to resume once the current economic downturn ends. According to *Population Projections for the State of Tennessee, 2010-2030* issued in June 2009 by the University of Tennessee, Center for Business and Economic Research, Jefferson County was expected to gain 6,867 residents between 2000 and 2010. These new residents mostly resulted from migration to the county. They were attracted to the areas of the county that have amenities such as Douglas Lake, Cherokee Lake, or rolling landscapes with views of the mountains and lakes. Unfortunately, residential growth often places development pressures in rural areas of the county necessitating expensive public facilities and services.

Jefferson County is faced with deciding how it is going to handle the continued population growth and associated growth in commercial and other activities. Again, according to University of Tennessee, Center for Business and Economic Research, Jefferson County's population is expected to increase from an estimated 51,161 in 2010 to 61,411 in 2020. These 10,250 new residents will create a demand for 4,270 new residences based on 2.40 persons per household. The amount of land that would be converted to residential uses would likely be comparable to current amounts at about 1.85 acres per housing unit, or about 7,900 acres. Commercial developments are about 5.3 percent of the residential land, meaning that there would be an expected 418.7 acres of territory converted to commercial activities. Other activities would be expected to require land in the following amounts: industrial – 553.0 acres; public/semi-public – 805.8 acres; utilities – 47.4 acres, and roads – 1,556.3 acres. This amounts to 11,281.2 acres or 17.63 square miles of territory.

If past trends hold true, approximately nine-tenths of the new residential activities, one-half of the commercial activities, and two-thirds of the industrial and public/semi-public activities will locate in the unincorporated parts of the county. These locations will depend heavily on availability of land, capability of land to support development, and zoning and subdivision regulations.

The areas best-suited for development are not necessarily the areas where development pressures are likely to occur. The most developable areas of the county, based on slope, accessibility to public water, a good road system, good soils for septic systems, and convenience to commercial centers are generally located in two irregularly shaped areas. These areas are described below.

Area 1. Area 1 is irregularly shaped territory encompassing Highway 11E from New Market through Jefferson City to the Jefferson/Hamblen county line, territory just south of New Market and Jefferson City, and the Piedmont and Mount Horeb Communities. This area, in general, has the best soils for septic systems in the county and much of the territory is easily accessible by good roads to one or more of the following: New Market, Jefferson City, Dandridge, and Morristown. The area is also well-served by public water by the Shady Grove Utility District, Alpha-Talbott Utility District, New Market Utility District, and Jefferson City Water Department. The only limiting factor is the lack of public water in the McGuire Road area of the Piedmont Community and the lack of water in the Baker Road area, west of New Market.

Area 2. Area 2 is a large territory stretching from the county line in the Deep Springs community northeastward to the county line near White Pine. In general, this territory is readily developable due to having generally good soils, a level to rolling landscape, a good road system, and good access to Dandridge, White Pine, Sevierville, and each of Jefferson County's interstate highway interchanges. This area is well-served with public water facilities by the Shady Grove Utility District, Dandridge Water Department, Witt Utility District, and White Pine Water Department. The western part of this area is, in general, very well-suited for future development because of good access by Highway 139 and Deep Springs Road, reasonably good soils, nearness to Dandridge and Sevierville, and attractive views of Douglas Lake and the Great Smoky Mountains. Any hindrances to development would likely be site-specific due to conditions such as poor soils.

Certain areas in the county are more difficult or expensive to develop because they lack certain qualities. The territory south of Douglas Lake is generally the most challenging property to develop in the county. Much of the territory is hilly to rugged, has poor soils for septic systems, is not served by public water, and is relatively isolated from municipalities and commercial activities. Although major roads in the area, such as Indian Creek Road and Highway 92, are in good condition, many of the local access roads are curvy and are in less than ideal condition. The remaining areas of the county have moderate development potential for various reasons including poor soils for septic systems, relative isolation to municipalities or commercial activities, and poor access to Highway 11E because of narrow railroad underpasses (northwestern part of the county).

There is no question that many people will choose to relocate to Jefferson County over the next decade and beyond. This population growth will lead to increases in residential developments and other types of land uses that either serve or accommodate the growing population. The growth in residential and other land uses will lead to the suburbanization of the county as more and more land is needed for development. This will change the physical qualities of the county including a reduction in agricultural land, woodland, and vacant land. It will also increase the potential for surface and ground water pollution, air pollution, traffic congestion, and gasoline

consumption. Fortunately, many of these issues can be partially mitigated through good planning and appropriate regulations and their administration.

Increases in Jefferson County's population will also increase the need for improved or additional public facilities such as schools, roads, water facilities, sewer facilities, parks, traffic control devices, jails, and libraries. Additional public services such as ambulance, fire, police, garbage collection, and recreation programs will also be needed.

One of the major problems with population growth is that the cost of providing facilities and services usually cost more than the taxes they generate. Numerous studies have found that population growth nearly always results in higher taxes. Jefferson County's and Tennessee's low taxes are a major attraction for people moving from more populated areas. Unfortunately, taxes will increase as the population increases.

ASSUMPTIONS

The assumptions provided below are derived from the findings of the previous chapters and are the basis for Jefferson County's development goals. These assumptions are:

1. The board of county commissioners, planning commission, and other groups and individuals will continue to work towards the development of Jefferson County, in cooperation with local, state, and federal agencies.
2. The Great Smoky Mountains National Park and adjacent tourist destinations in Sevier County will continue to attract tourists to the area in increasingly large numbers.
3. Jefferson County's population will continue to grow because of its location near tourist areas, nearness to Knoxville, good road system, available land, available lake property, low property taxes, and natural scenic beauty.
4. Increasing population pressures will create a demand in Jefferson County for additional subdivision developments and housing of all types.
6. Jefferson County will continue to experience commercial growth due to the area's increasing population and traffic at interstate highway interchanges.
7. Jefferson County's labor force and the need for additional job opportunities will continue to increase as the population grows and the percentage of women in the labor force increases.
8. Jefferson County will continue to implement land use policies and controls to help guide growth and prevent the county from developing in an inefficient, sporadic, and environmentally unsound way.

GENERAL DEVELOPMENT GOALS

The major goal of any community is to provide its residents with a quality living and working environment. To achieve this goal, general developmental goals covering all aspects of the community were developed. Identified below are general development goals that are believed to represent the desires of Jefferson County's residents regarding the future development of the county.

1. To improve the quality of life of Jefferson County's residents by having the county develop in a safe, efficient, and harmonious manner.
2. To protect the natural and cultural attributes of Jefferson County as growth and development occur.
3. To provide residents with safe, sound, and affordable housing opportunities.
4. To provide residents with adequate open space and recreational and cultural opportunities.
5. To provide utility services that effectively and efficiently meet the current and anticipated needs of the county.
6. To provide residents with a sufficient number of quality employment opportunities.
7. To provide safe, efficient, and effective transportation systems for pedestrian and vehicular traffic.
8. To provide an atmosphere that is conducive to the safe and efficient residential, commercial, and industrial growth of Jefferson County.

In addition to the above goals, the Strategic Action Plan – Building a Better Future, Jefferson County, Tennessee (2008) provides visions and strategies regarding the social, economic, and physical development of the county. Both the Strategic Action Plan and the Land Use Plan should be consulted and followed during the decision-making process to improve all aspects of Jefferson County.

DEVELOPMENT OBJECTIVES AND POLICIES

Objectives and policies are necessary to achieve the goals established in this plan. Objectives are detailed statements of the desired goals. Policies represent rules, or courses of action, that indicate how the goals and objectives of the plan will be realized. Together, objectives and policies provide the detailed direction that ultimately leads to the attainment of the goals. This section contains the land use and development objectives for Jefferson County. Several policies are listed beneath each objective.

Residential

Residential land use is land that contains one or more dwelling units and is not classified as agriculture, timber, or unclassified. Large tracts of land containing one or more residence may be classified as agriculture, timber, or unclassified land because the residential activity is minor or subservient. Residential land use in Jefferson County consists of single-family dwellings, duplexes, multi-family dwellings, and mobile homes. At 33,829.2 acres, residential land use was the largest land use in the county in 2008. It is anticipated that the additional 10,250 residents expected by 2020 will create a demand for 4,270 new residences on approximately 2,135 acres as people continue to move into the county. To properly handle this growth, the following objectives and policies should be followed to encourage the appropriate development of existing and future residential areas.

Objective 1. Encourage efficient residential growth in appropriate areas of the county in order to minimize traffic congestion and maximize convenience to commercial activities.

Policies

1. To allow new low density residential developments to locate in urban growth boundaries and to a lesser degree, outlying rural areas that are well-served by good county roads.
2. To allow higher density residential developments to locate in municipalities and urban growth boundaries that are well-served by public water and a sound road system.
3. To encourage infill developments on vacant tracts of property within municipalities and urban growth boundaries.
4. To limit or not allow residential developments in areas that are subject to flooding, have excessive slope, are environmentally sensitive, or are geologically or otherwise unsuitable.
5. To limit new residential developments in rural areas and areas with poor soils, steep slopes, and where roads and/or utilities are unavailable or inadequate to support such developments.

Objective 2. Encourage residential developments to be safely and efficiently designed.

Policies

1. To encourage the use of cul-de-sacs and loop roads in residential subdivisions where they will help minimize the amount of roadway needed due to characteristics of the property.
2. To require that multi-family residential developments and subdivisions abutting commercial districts have pedestrian walkways.
3. To limit the numbers and locations of points of ingress/egress in multi-family developments.

4. To allow for the innovative design of residential developments, such as cluster and conservation subdivisions, where it will enhance the efficient use of the land and minimize the need for new roads and other infrastructure.
5. To require that all plats of proposed subdivisions have identified building sites.
6. To encourage rehabilitation of existing substandard housing through grants and other means.
7. To require that residential developments in designated flood hazard areas meet the requirements of the National Flood Insurance Program.
8. To require that new multi-family residential developments meet the standards of the International Building Code and Fire Prevention Code.

Commercial

In 2008, 1,796.6 acres, or 8.9 percent, of the total land area in Jefferson County was devoted to commercial uses, consisting of individual businesses and small shopping centers. It is expected that Jefferson County will continue to have start-up businesses and attract new commercial activities because of the county's expanding population base and interstate highway interchanges. Therefore, Jefferson County is expected to experience commercial growth on an estimated 113.2 acres of territory during the next ten years. This number could be greatly exceeded if Jefferson County's interchanges become developed. The following objectives and policies are designed to encourage the appropriate development of commercial areas.

Objective 1. Encourage efficient commercial growth in appropriate areas of the county to minimize traffic congestion and maximize convenience to travelers and residents.

Policies

1. To locate commercial developments primarily serving local residents in municipalities, urban growth boundaries, and designated areas along arterial roads and major collector roads and at major road intersections.
3. To locate commercial developments primarily serving regional travelers in municipalities, designated planned growth areas (such as interstate highway interchanges) and along arterial roads within urban growth boundaries.
4. To encourage infill developments on property with vacant buildings throughout designated commercial areas in the county.
5. To require landscaping or other buffers to protect neighboring properties from encroachments and the negative effects of incompatible land uses.

6. To limit or not allow commercial developments in areas that are geologically or otherwise unsuitable unless such conditions are properly mitigated.
7. To disallow new commercial developments in areas where infrastructure is unavailable or inadequate to support such development.

Objective 2. Encourage commercial developments to be safely and efficiently designed.

Policies

1. To encourage the clustering of compatible commercial establishments.
2. To require pedestrian walkways for the movement of pedestrian traffic within and between shopping centers and in commercial areas.
3. To require that commercial and service businesses provide an adequate number of off-road parking spaces and limited points of ingress/egress.
4. To require that commercial activities provide adequate off-road loading and unloading facilities.
5. To allow for the innovative design of commercial developments where it will enhance the efficient use of the land and minimize the need for new roads and other infrastructure.
6. To require that commercial developments in designated flood hazard areas meet the requirements of the National Flood Insurance Program.
7. To require that new commercial developments be built to the standards of the International Building Code and the Fire Prevention Code.

Industrial

Industrial uses involve manufacturing, assembly, processing, or fabrication of materials or products. Industrial activities accounted for 2,372.0 acres of Jefferson County in 2008, with approximately two-thirds being in the unincorporated parts of the county. Should increases in industrial activities correspond with population growth, it is expected that the amount of industrial land in the county would increase by 150.0 acres. The following objectives and policies are designed to encourage the appropriate development of existing and future industrial areas.

Objective 1. Encourage industrial growth and development in appropriate areas.

Policies

1. To designate certain areas along or near arterial and major collector streets with good utilities as industrial areas.

2. To establish a new industrial park in an area along or near arterial and major collector streets with good utilities.
3. To continue to market property in the Jefferson County and Jefferson City Industrial Parks for industrial uses.
4. To require buffers or other means to protect neighboring properties from encroachments and the negative effects of incompatible land uses.
5. To not allow new industrial developments in those areas where infrastructure is unavailable or inadequate to support such developments.
6. To limit or not allow industrial developments in areas which are geologically or otherwise unsuitable.

Objective 2. Encourage industrial developments to be safely and efficiently designed.

Policies

1. To require that industrial activities provide an adequate number of off-road parking spaces and limited points of ingress/egress.
2. To require that industrial activities provide adequate off-road loading and unloading facilities.
3. To require that industrial developments in designated flood hazard areas meet the requirements of the National Flood Insurance Program.
4. To require that new commercial developments be built to the standards of the International Building Code and the Fire Prevention Code.

Recreation/Cultural

Recreational and cultural activities are important aspects of a community that enhance the lives of residents and visitors alike. Therefore, it is important that Jefferson County continue to provide recreational and cultural opportunities, and where possible, improve such opportunities. The following objectives and policies are designed to guide Jefferson County as it strives to provide recreational and cultural opportunities for its residents.

Objective 1. Provide a wide variety of recreational opportunities for residents of all ages and physical abilities.

Policies

1. To encourage the expansion of recreational programs, over time, to serve all residents.

2. To coordinate recreational facilities and programs between Jefferson County and its municipalities.
3. To encourage the coordination of the use of recreational facilities with local schools and private recreation organizations
4. To develop and implement a recreation plan showing the existing and proposed locations of greenways and parks throughout the county.
5. To develop a greenway system, consisting of walking and bicycle trails, which would at minimum, connect the municipalities within the county.
6. To require that developers of major subdivisions dedicate a portion of the property for recreational use.

Objective 2. Provide a state-of-the-art library system that is convenient and easily accessible to all residents of Jefferson County.

Policies

1. To develop a plan for providing a library system that will adequately serve all residents in Jefferson County.
2. To construct and furnish libraries, in accordance with the plan, over a specific period of time.

Agriculture

According to tax records, there were 68,693.5 acres of agricultural land in Jefferson County in 2008. Although this land is extremely important as a source of food for local, regional, and national markets, it is considered as undeveloped territory because it is capable of being developed into a residential or other type of activity. It is likely that land in agriculture will continue to decrease in the foreseeable future. Development pressures within the county have resulted in the subdivision of many farms for housing, thus removing land from agricultural use. This is because farmland is often the easiest land to develop and many farmers consider the sale of their farms necessary to provide income for retirement. The preservation of farmland and associated agricultural activities are considered important to Jefferson County's economy and necessary to provide food supplies for the region's growing population.

Objective 1. Encourage the preservation of agricultural land and ongoing agricultural production in the county.

Policies

1. To make information about conservation easements available to all farmers and large landowners, especially those who are seeking to subdivide or develop their properties.

2. To identify prime agricultural lands within the county and establish regulations that would limit subdivision and development of those properties.

Objective 2. Develop a farmland preservation program as a way to ensure that agricultural land bases and their economic and environmental benefits are being preserved.

1. To work with, and encourage, the state legislature to create and adopt legislation that would protect farmland from unwarranted annexation and eminent domain procedures that would contribute to premature development of agricultural lands.
2. To encourage that most new residential and other developments occur in municipalities, designated urban growth boundaries, and county growth areas.
3. To continue to allow farm, forest, and open space land to be assessed at their current use values rather than potential development values.

Objective 3. Develop programs to promote agricultural production in the county.

1. To work with the state to promote and support farm-to-school initiatives for locally grown agricultural products.
2. To work with the state to promote and support the local farmers market as a means of selling and distributing locally grown agricultural products.

Environmental and Aesthetics

A major reason for Jefferson County's success as a community is its natural beauty and environmental integrity. These factors have made Jefferson County an attractive place to live and work. The following objectives and policies are designed to encourage Jefferson County to maintain and improve its important environmental and aesthetic qualities.

Objective 1. Protect Jefferson County's natural environment and to preserve and enhance the beauty of the county.

Policies

1. To allow environmentally sensitive areas to be developed only when avoidance is economically and socially not feasible and adequate mitigation measures have been made to prevent degradation of the environment.
2. To require that new developments preserve major trees, waterways, and other important natural features.
3. To require that areas of excessive slope be conserved as open space if development of such areas would jeopardize environmental quality.

4. To require that new developments be set back sufficiently from property lines to allow for adequate open space.
5. To require that noisy and noxious activities mitigate their negative impacts on neighboring properties through large setback requirements, berms, vegetative buffers, fencing, or other means.
6. To require the use of vegetation and/or other natural features as a buffer between incompatible land uses.
7. To restrict the numbers, locations, and sizes of signs and billboards.
8. To encourage cluster or conservation subdivisions that will minimize infrastructure and maximize natural areas and improved open spaces.
9. To prevent or discourage developments along ridge tops that will detract from the natural beauty of the area.
10. To develop and implement a plan for the preservation and/or restoration of environmentally sensitive or valuable green spaces for their permanent use and enjoyment by residents and the preservation of wildlife and native habitat.

Objective 2. Protect Jefferson County's water resources by minimizing impervious territory and treating storm water runoff.

Policies

1. To require that new developments be landscaped and/or retain a portion of their natural vegetation.
2. To require that new developments of a certain minimum size have on-site detention of storm water that would be handled through infiltration or the slow release of storm water at predevelopment levels.
3. To require that new developments of a certain minimum size provide on-site treatment of storm water through the use of vegetative swales, vegetative landscaping, and/or rain gardens.
4. To require that new developments provide vegetative buffers along all perennial streams.
5. To require that construction activities utilize best management practices for sediment and erosion control to prevent pollution of watercourses.
6. To encourage cluster or conservation subdivisions in order to minimize impervious areas and maximize natural areas and other open spaces.

7. To limit parking and other impervious areas and maximize areas with vegetation in new developments.
8. To encourage the use of pervious concrete for parking and driveways as a means to minimize surface storm water.

Transportation

A county's transportation system, particularly its road system, is critical to the growth and development of the county. The existing and future transportation system is affected by several factors including: the existing road pattern; anticipated road improvements; traffic impediments; and the existing and future locations of major traffic generators. The county must try to anticipate and plan for certain changing conditions in an attempt to accommodate the transportation needs of the county. The following objectives and policies are presented as a guide to providing an adequate transportation system in Jefferson County as it continues to experience population, commercial, and other growth.

Objective 1. Provide a road system that will safely and efficiently handle vehicular traffic.

Policies

1. To have all new roads designed and constructed in accordance with the subdivision regulations and the major road plan.
2. To design all segments of the transportation system to meet future as well as present demands.
3. To encourage the improvement of all roads, over a period of time, to the design and construction standards of the subdivision regulations.
4. To require that all new roads and road improvements projects minimize disruption to neighborhoods and the aesthetic characteristics of the area.
5. To require that all roads in new subdivisions and those that are proposed for public acceptance meet the design and construction standards of the subdivision regulations.
6. To require that roads, signage, and other physical improvements to a new subdivision be constructed or installed by the developer.
7. To require that private roads meet the design and construction standards of the subdivision regulations and have a legally established and chartered association to handle ongoing maintenance.
8. To require that arterial and major collector streets have wide shoulders or bicycle lanes.

9. To not accept roads into the public road system unless they meet the design and construction standards of the subdivision regulations except in rare and unique cases where the public good would otherwise be compromised.

Utilities

Public utilities are a minor land use in the county with just 194.2 acres devoted to this use in 2008. However, public utilities are very important because they are necessary to accommodate and guide population and economic growth in Jefferson County. Public utilities do this by allowing residential, commercial, industrial, and other activities to occur in areas where they would otherwise be unsuitable. Utilities also allow for development to occur at greater densities than the land would otherwise support. The following objectives and policies are designed to guide and accommodate residential, commercial, and other development in the county while encouraging the county to develop efficiently as growth occurs.

Objective 1. Provide public utilities that will promote the health, safety, and welfare of residents while accommodating appropriate residential, commercial, and industrial growth.

Policies

1. To encourage utility providers to focus the extension and improvement of water and wastewater lines, provision of fire hydrants, and system upgrades, in urban growth boundaries, planned growth areas, and areas designated for high density residential, commercial, and industrial growth.
2. To encourage all new water and wastewater lines to be properly sized to serve existing establishments and accommodate anticipated future growth.
3. To encourage the installation of fire hydrants, over a period of time, in all unserved areas where adequate water lines exist, so that all properties are within 500 road feet of a hydrant.
4. To require that developers install appropriate public water facilities, including fire hydrants, to serve all lots in all new subdivision developments as they are being constructed.
5. To require that developers install appropriate public sewer facilities in all new high density subdivisions and planned unit developments.

CHAPTER VIII

PLAN IMPLEMENTATION

The land use plan must be implemented if it is to be effective. It is important that Jefferson County's planning commissions, elected officials, and public understand the plan so that the implementation measures will be acceptable as means to allow the plan to effectively guide growth throughout the county.

There are six ways to implement the land use plan. Three of these are regulatory and three of these are through the adoption of policies and funding measures for public improvements. The most effective ways to implement the plan are regulatory, including the administration of zoning regulations, subdivision regulations, and building codes. Implementation through policies and funding for public projects can generally help guide development, but are ineffective in requiring that specific types of developments are directed to specific areas and that new developments meet minimum design and construction standards. Therefore, all six methods should be used to effectively implement the plan.

Jefferson County has three of the six implementation measures in place – a zoning resolution, subdivision regulations, and building codes for residential structures. These regulations have been effective in guiding the location and quality of growth in the county. The county, however, will need to review the zoning resolution and subdivision regulations to determine what, if any, changes are needed that will help the county reach the goals identified in the land use plan.

The other three implementation measures – review of public projects, a public improvements program, and capital budget are not in place in Jefferson County. Ideally, each of these should be used to help promote and provide public infrastructure that will allow for development. This would require that planning staff, the planning commission, elected officials, and department heads work closely together to formulate, direct, and fund public projects. The public projects should reflect the policies, objectives, and goals of the land use plan.

ZONING

A well-drafted and administered zoning resolution is the most effective method for implementing a land use plan. A zoning resolution divides the county into residential, commercial, industrial, and other districts; establishes the types of uses allowed in each district; and establishes standards that new developments must meet. The district regulations are designed to require that specific land uses are allowed in certain zoning districts in order to encourage the clustering of similar types of developments and prevent the conflicts that can arise when incompatible land uses locate near each other. The other major element of zoning regulations, development standards, requires that new developments meet certain minimum design standards for open space, parking, driveways, drainage, landscaping, and other important criteria. Properly drafted and administered, zoning regulations effectively guide the locations and quality of growth in the county.

SUBDIVISION REGULATIONS

The subdivision of land is the initial process in the development of a county. When land is subdivided and roads and utilities are constructed, a development pattern is established that is unlikely to be changed. For generations to come, the community is either enhanced or hindered by the quality of the subdivisions that form the community. Therefore, it is important that regulations governing the subdivision of land be properly prepared, adopted, and administered.

Subdivision regulations are regulations adopted by the planning commission that establish minimum design and construction standards for new subdivision developments. Such regulations normally require that new subdivisions have lots of a certain minimum size, are properly designed and arranged, have adequate building sites, and have roads and utilities that effectively serve each lot. Subdivision regulations benefit the purchasers of property by ensuring that all lots can be developed and that the proper infrastructure to serve the lots is in place. They benefit the public by ensuring that the public infrastructure is properly designed and constructed, thus preventing the need for expensive improvements at taxpayers' expense.

BUILDING CODES

In Tennessee, the International Building Codes have recently replaced the Standard Building Codes. The International Building Codes, published by the International Code Council (ICC), include the International Residential Code, International Building Code, ICC Electrical Code, International Energy Conservation Code, International Existing Building Code, International Fire Code, International Fuel Gas Code, International Mechanical Code, ICC Performance Code, International Plumbing Code, and others. These codes are designed to provide for the safety of the public by ensuring that new buildings and substantial improvements to existing buildings are structurally sound, safe from fire, have proper plumbing and sanitary facilities, and adequate light and ventilation.

PROJECT REVIEW

State law requires that planning commissions review public projects during their proposal stage. This requirement is designed so that planning commissions will have input on projects before they occur to ensure that they will comply with the goals, objectives, and policies of the land use plan. Therefore, all proposed road improvements, grant proposals for public infrastructure, and similar projects should be presented to the appropriate planning commission before the projects are funded or grant applications submitted.

PUBLIC IMPROVEMENTS PROGRAM

A public improvements program is an important planning document that helps implement the land use plan by providing a priority listing of needed public improvements. Improvements such as road extensions or widening and extensions of utility lines are especially important because

they can strongly influence where residential and other types of development locate. Conversely, areas that do not receive public improvements are less likely to develop.

CAPITAL BUDGET

A capital budget is simply a budget that allocates funds for improvements to public facilities over a period of time. The capital budget is designed to ensure that projects listed in the public improvements program are funded and occur in a timely fashion.

