

TIPTON COUNTY URBAN GROWTH PLAN

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I. INTRODUCTION

The passage of **Public Chapter 1101**, of 1998, by the Tennessee General Assembly developed a new vision for growth policy in Tennessee. The act provides local governments the structures and policies to cooperatively evaluate their potential growth throughout a 20-year period, to the year 2020.

The law requires each city and county to engage in comprehensive land use planning that defines three distinct types of areas: (1) “urban growth boundaries” (UGB) which contain the corporate limits of a municipality and the adjoining area where growth is expected; (2) “planned growth areas” (PGA), compact sections outside incorporated municipalities where growth is expected, and where new incorporations may occur; (3) “rural areas” (RA), territory not within the two preceding categories which is to be preserved for agriculture, recreation, forest, wildlife, and uses other than high-density commercial or residential development. County and each municipal government within the county are required to participate in the planning process by proposing these boundaries based on anticipated growth, land needs and public service capabilities.

The county government is charged with the responsibility of developing a plan for all portions of the county that lie beyond the Urban Growth Boundaries of the municipalities. The areas located beyond the Urban Growth Boundaries are to be classified Planned Growth Area or Rural Area. This document is intended to recommend those areas along with supporting documentation to fulfill that requirement.

Purpose:

This report is prepared pursuant to the requirements of Section 7 (b) (2) and (3) of **Public Chapter 1101** outlining the county’s duties to review and report on what areas the county purposes to be designated Planned Growth Area and/or Rural Area.

Criteria for defining a Planned Growth Area as defined in the Act is to include territory:

- (1) That is reasonably compact yet sufficiently large to accommodate residential and nonresidential growth projected to occur during the next twenty years;
- (2) Identify territory that is not within the existing boundaries of any municipality or within an Urban Growth Boundary;
- (3) Identify territory that is reasonably likely to experience high or moderate density commercial, industrial and/or residential growth over the next twenty years based on history, economic trends, population growth patterns and topographical characteristics; and
- (4) Reflect the county’s duty to manage natural resources and control growth, taking into account the impact of agricultural lands, forests, recreation areas and wildlife management areas.

Criteria for defining a Rural Area as defined in the Act is to include territory:

- (1) That is not within an Urban Growth Boundary or a Planned Growth Area;
- (2) That is to be preserved over the next twenty years as agricultural lands, forests, recreational or wildlife management areas, or for uses other than high density commercial, industrial or residential development; and
- (3) Reflects the county's duty to manage growth and natural resources in a manner which minimizes detrimental impact to agricultural lands, forests, recreational and wildlife management areas.

This report will serve to provide background information for Tipton County's Planned Growth and Rural Areas.

Definitions:

Flooding – A general and temporary condition of partial or complete inundation of normally dry land areas from the unusual and rapid accumulation or runoff of surface waters from any source.

Floodplain/Flood Hazard Area – Any land area susceptible to being inundated by water from any source (see Flooding).

Planned Growth Areas (PGA) – territory outside municipalities where high or moderate density commercial, industrial, and residential growth is projected.

Population Projection – The technique of forecasting populations numbers for a given area. For the purposes of this report, University of Tennessee population projections have been utilized to determine local future growth needs.

Public Services – Police and fire protection; water, electrical and sewer services; road and street construction and repair; recreational facilities and programs; street lighting; and planning, zoning and inspection services, as well as any other such services supplied by the municipality or county.

Rural Areas (RA) – territory not in UGB or PGA and that is to be preserved as agricultural lands, forests, recreational areas, wildlife management areas or for uses other than high density commercial, industrial, or residential development.

Methodology:

This report was prepared using a variety of methods which included a review and study of previously prepared planning documents, interviews with local officials and field inspections. Land uses were reviewed through existing studies, county tax maps, zoning maps and field inspection. Information on public services and facilities was gathered through interviews with county officials. Population projections used to forecast residential growth were developed by the University of Tennessee Center for Business and Economic Research. Information regarding natural development constraint features was gathered through the Tennessee Fish and Wildlife Resource Agency, U.S. Geological Survey, U.S. Department of Agriculture Soil Survey Report for Tipton County and the National Flood Insurance Program Flood Insurance Rate Maps for Tipton County. This information was then processed, using the guidelines and priorities set by **Public Chapter 1101**, and used to prepare the Urban Growth Plan and accompanying report.

Location:

Tipton County is in the southwestern part of Tennessee. It has a total area of 469 square miles (300,100 acres). The county is bounded on the north by Lauderdale County, on the east by Haywood County, on the south by Shelby and Fayette Counties, and on the west by the Mississippi River. Covington, the county seat, is 39 miles north of Memphis and 49 miles west of Jackson. The Regional Map included within this report illustrates the location of Tipton County to surrounding counties and its relationship to the Memphis Metropolitan Area.

II. POPULATION PROJECTIONS

A requirement of **Public Chapter 1101** of 1998 is that the twenty-year plan be based upon population projections developed by the University of Tennessee Center for Business and Economic Research. Figures provided for Tipton County and the municipalities within it are as follows:

	<u>1990</u>	<u>Latest</u>	<u>2000</u>	<u>2005</u>	<u>2010</u>	<u>2015</u>	<u>2020</u>
Atoka	659	2,717	2,828	3,120	3,432	3,765	4,120
Brighton	717	1,157	1,204	1,329	1,461	1,603	1,755
Burlison	394	595	613	660	708	757	809
Covington	7,487	8,090	8,502	8,922	9,335	9,742	10,141
Garland	194	314	324	348	374	400	427
Gilt Edge	447	502	528	554	579	604	629
Mason	337	1,040	1,072	1,153	1,237	1,324	1,413
Munford	2,236	4,110	4,278	4,720	5,191	5,695	6,233
Unincorporated	25,300	28,735	28,780	30,981	33,242	35,560	37,933
Total	37,861	47,260	48,129	51,787	55,559	59,450	63,460
Total Incorporated	12,561	18,525	19,349	20,806	22,317	23,890	25,527
Unincorporated as % of total	66.8%	60.8%	59.8%	59.8%	59.8%	59.8%	59.8%
Incorporated as % of total	33.2%	39.2%	40.2%	40.2%	40.2%	40.2%	40.2%

The primary emphasis of this report is on the portion of the population termed “unincorporated.” From the information supplied, it is not possible to determine that this figure represents population expected to reside within areas located outside municipalities in the year 2020. However, it can be said that these figures represent population increases within the county as a whole and that in the year 2020, some portion of this total projected population increase will reside within portions of Tipton County located beyond the boundaries of incorporations.

The following is a summary of population increases projected for “unincorporated” portions of Tipton County. A total increase of 9,198 persons is projected by the year 2020. This represents a slightly smaller proportion of the total county population in the year 2020 (59.8% as opposed to 60.8%) than was the case in latest population estimates.

**SUMMARY OF POPULATION INCREASES PROJECTED
FOR UNINCORPORATED PORTIONS OF TIPTON COUNTY**

<u>1990</u>	<u>2000</u>	<u>2005</u>	<u>2010</u>	<u>2015</u>	<u>2020</u>
25,300	28,780	30,981	33,242	35,560	37,933
<u>Net Increase Beyond Latest Figures</u>					
	3,480	2,201	2,261	2,318	2,373
<u>Percentage Increase of Unincorporated Areas</u>					
	--	7.6%	7.3%	7.0%	6.7%

As presented in the above projections for the period 2000 through 2020, the population of the unincorporated areas of Tipton County is projected to grow from 28,780 to 37,933. Such growth in population would average 1.6% per year, resulting in a net increase of 32% during the 20-year period.

III. LAND USE ANALYSIS

Within the unincorporated portion of Tipton County, the following land uses activities can be found.

1. Land with Physical Constraints – Flood Plain and Wetlands
2. Public
3. Residential
4. Commercial
5. Industrial
6. Forestry-Agricultural
7. Cross-Roads Communities

The county zoning map included within this report illustrates the location and intensity of the land uses described below.

Land with Physical Constraints

The term “constrained land” is intended to include a variety of conditions that significantly limit the use of land for purposes other than woodland, pastures or other natural open land activities. Included in this group are land areas subject to flood and wetlands. The Factors Influencing Development Map included within this report illustrates flood plain and wetland areas within Tipton County. Areas that lay along the Mississippi River and the Hatchie River and its tributaries along the western and northern borders of the county are examples of constrained lands.

Public

Tipton County contains a total area of 469 square miles (300,100 acres) of which Federal and State land occupies approximately 3,403 acres.

The Lower Hatchie National Wildlife Reserve located along the Hatchie River occupies 6,832 acres of which 3,001 acres are located along the Hatchie River in northwest Tipton County. This reserve provides a natural habitat for birds and animals and preserves bottomland hardwood forests.

The Glen Springs Lake and Recreation Area, encompassing 402 acres, located on Hurricane Creek north of Drummonds Road is a Tennessee Wildlife Resources Agency Lake. It provides fishing, boating, picnic and hiking facilities for county area residents.

Tipton County currently does not have a Parks and Recreation Department within county government. The county does, however, subsidize municipalities' parks and recreation facilities.

Residential

A major provision of **Public Chapter 1101** focuses on the management of "suburban sprawl," to meet the public service demands of urban growth, while maintaining the character of Tennessee's rural areas. This term refers to a condition which is common in virtually every major metropolitan area of the country where suburban development consumes the rural landscape and permanently alters the local culture. Within Tipton County, the managing of suburban growth is a concern, particularly as it relates to preservation of agricultural lands and the rural lifestyle of the county.

Within Tipton County, outside incorporated areas, residential development has primarily occurred along the frontages of major transportation routes, arterial and collector roads and the fringes of the incorporated communities. The great majority of this growth consists of residential development on a minimum of one-acre lots where no public sewer exists and pocket areas of small subdivisions of one-half acre lots where approved sewer exists. In the past few years, the pace of this activity has significantly risen with the outward migration of residents of Shelby County. Many of the purchases of residential lots are focused on the local market for employment, however an increasing proportion commutes to work in the Memphis area. Managing the form of land use is a challenge and will continue to be before the local government.

Commercial

Tipton County is somewhat typical in that much of the county's major commercial use is located inside the larger municipalities, primarily Covington, Brighton, Munford and Atoka. Scattered small commercial sites are located within the county at arterial and collector roads or within cross roads communities which serve the residents' convenience needs.

Industry

Within Tipton County, major industry is located inside the larger communities and is likely to remain in this condition due to infrastructure and services.

Forestry-Agricultural

Agriculture has long been a significant element within the economy of Tipton County. According to the United States Department of Agriculture, the Soil Conservation Service, in 1982 about 201,000 acres, 314 square miles, which represents 67 percent of the total area of the county was farmland. Today much of this area still remains farmland although some decrease in acreage can be attributed to urbanization adjacent to the county's municipalities. It is apparent that continued success of agriculture will require protection of these lands for agricultural use, which in turn is one of the most difficult and complex land use issues that face the county.

Cross-Roads Communities

Tipton County, typical of many rural counties in the state, contains a number of small crossroads service centers that meet a variety of needs for the surrounding population. Over the years, some of these areas have expanded and their role has changed to become a focus for limited suburban residential growth. The following areas, although widely varying in size and services offered, are considered cross-roads communities:

- Drummonds
- Wilkinsville
- Quito
- Dixonville
- Peckerwood Point
- Egypt
- Walnut Grove
- Detroit
- Cotton Lake
- Holly Grove
- Idaville

IV. PUBLIC SERVICE ANALYSIS

This portion of the report will provide an inventory and analysis of services provided by the county. The emphasis of this analysis is on significant operational characteristics and cost of the various services.

UTILITIES

Tipton County presently provides no utility services. Where services are available, they are provided by one of the municipalities or by a public or quasi-public utility. The following is a summary of the major utilities and growth-related issues associated with each of the various services.

Water Service

Water service is provided by the following organizations:

1. Poplar Grove Utility District
2. First Utility District
3. City of Munford
4. City of Covington
5. City of Brighton
6. City of Mason

Listed below are the water service capabilities for each utility district serving Tipton County:

	<u>Poplar Grove Utility District</u>	<u>First Utility District</u>
Number Customers		
outside corporate limits	5,000	2,750
inside corporate limits	750 (Brighton)	--
Treatment Plant Capacity		
elevated storage	2.5 mgd	2.0 mgd
ground storage	700,000 gal.	250,000 gal.
Avg. mgd	100,000 gal.	400,000 gal.
	1.7	1.4

Current policy on water line extensions by the Poplar Grove Utility District and the First Utility District requires developers to pay for any water line extensions to serve developments. The Poplar Grove Utility District Board however can pay to extend a water line if it is feasible which requires 16 customers per mile run. The First Utility District will pay the cost to extend lines if money is available to customers (excluding new subdivisions) if they pay for the cost of the materials.

The incorporated cities provide water service to their respective cities with the exception of Munford, which through a special agreement, also serves the City of Atoka. Water service is also provided by the cities to their current respective planning regions.

Sewer Service

The cities of Munford, Brighton, Atoka and Covington provide sewer service within their corporate limits in Tipton County. Although the cities of Brighton and Atoka provide sewer service to its residents, the sewage is treated by the City of Munford Waste Treatment Plant. No other sewer service is available in Tipton County.

The Poplar Grove Utility District in its current charter does have the authority to provide sanitary sewer service within its jurisdiction in the event the utility district should decide to provide this service in the future.

Electric Service

Electric power is provided by Southwest Tennessee Electric Membership Corporation, which is supplied by the Tennessee Valley Authority.

Natural Gas

Natural gas is available throughout the cities of Covington, Brighton, Atoka, Mason and Munford, their current planning regions and areas served by the Poplar Grove and First Utility Districts. Both utility districts within Tipton County are certified to provide natural gas to county residents. Natural gas is supplied to the utility districts by Tenergy of the Jackson Utility Division through pipelines provided by the Williams Company.

PUBLIC SAFETY

Fire Protection

Fire protection is provided by three volunteer departments for those areas that are within Tipton County outside any of the corporate limits. The following are the names and locations of these facilities:

- | | |
|---------------|-------------------------------------|
| 1. Quito | Quito Road and Quito Drummonds Road |
| 2. 3 Star | Sadler School Road |
| 3. Charleston | TN Highway 179 and Davis Road |

Tipton County subsidizes volunteer fire departments within the cities and county. The county's current budget provides \$144,000 for fire protection with \$12,700 provided to each department within each municipality and rural volunteer department. The departments serve the residents of Tipton County through a regional protection system, which involves all the various fire departments within the county and its municipalities. The Fire Districts Map included within this report illustrates the boundaries of each fire district within Tipton County.

Police Protection

Police protection is provided by the Tipton County Sheriff Department. Service is provided to all unincorporated areas of the county and to municipalities if requested. The county provides in addition to the sheriff, thirty full-time officers and one part-time. Dispatching for the Sheriff Department is through the Tipton County Emergency 911 service. The Sheriff Department operates from a central facility located in the city of Covington. The county operates a jail facility with a capacity of 120 with an average inmate population of 66. The budget for the Sheriff's Office consisted of 1.367 million dollars for the current fiscal year.

WASTE MANAGEMENT

Tipton County provides solid waste collection and disposal for residents of the county. Once a week collection is provided through a contract with Barker Brothers. A convenience center is also provided in the City of Brighton for county residents. The contract is covered by collection and disposal fees to county customers.

ROADS AND STREETS

The Tipton County Public Works Department maintains all roads outside the incorporated areas of Tipton County with the exception of State and Federal highways, which are maintained by the Tennessee Department of Transportation. With an annual highway and bridge maintenance budget of 2.3 million dollars for fiscal year 1999, 1.1 million dollars is designated toward asphalt paving. Approximately 35 miles of roads are paved each fiscal year. The county utilizes State Street Aid through its Highway and Bridge Maintenance Budget.

PLANNING AND ZONING

Planning and zoning functions are undertaken in Tipton County by six separate governmental agencies that function independently. The cities of Covington, Brighton, Munford, Atoka and Mason each have a planning commission, as does Tipton County. Within these incorporated cities, planning and zoning functions are enforced within the municipality and the city's Planning Region. Planning services are provided through a contract with the West Tennessee Local Planning Assistance Office. Tipton County this

fiscal year has hired a county planner to oversee planning and zoning functions within the county outside the incorporated municipalities. The Tipton County Building Inspector Office enforces zoning and building codes within the Tipton County Planning Region.

EDUCATION

Residents of Tipton County are served by two school systems: The Tipton County Board of Education and Covington. All schools in the Tipton County system serve grades K through twelve. The Covington school system serves grades K-8. Listed below are the current schools and grade levels served for residents of Tipton County.

<u>Elementary</u>		<u>Middle</u>		<u>High</u>	
Drummonds	K-5	Brighton	5-8	Munford	9-12
Brighton	K-4	Munford	6-8	Brighton	9-12
Munford	K-4	Covington	5-8	Covington	9-12
Covington	K-4	Crestview	5-8		
Crestview	K-4				

An alternative school is also provided by the Tipton County Board of Education for those students who have disciplinary problems.

Funding for Tipton County schools comes from three separate sources. Local funding is obtained from the county property tax which provides for 21.5% of the school budget. The State of Tennessee provides 68.5% of the funding for the county schools with the remaining 10% from Federal sources.

V. DESIGNATION OF PLANNED GROWTH AND RURAL AREAS

PLANNED GROWTH AREAS

The term “Planned Growth Areas” is intended to encompass a broad array of land uses and activities at a high or moderate density including commercial, industrial and residential uses over the next twenty years. The population projections do not indicate a need for extensive expansions into undeveloped land areas to accommodate growth. However, based on history, economic trends, population growth and development trends, there are specific areas within Tipton County that correspond to the “Planned Growth Area” definition. These “Planned Growth Areas” are described as follows and are illustrated on the Tipton County Urban Growth Map:

- The area adjacent to and immediately west of the Munford Urban Growth Boundary which includes the cross-road communities of Wilkinsville, Quito, Dixonville, Drummonds and Peckerwood Point.

- The area adjacent to and south of Tennessee Highway 59, south of the municipalities of Garland, Burlison and east of Gilt Edge. This area would include the cross-road communities of Holly Grove, Egypt and the area south to Munford, Brighton and east to Covington Urban Growth Boundaries,
- The area south of the Covington Urban Growth Boundary and east of the Brighton Urban Growth Boundary to Tennessee Highway 14 corridor, and
- The area east of Atoka Urban Growth Boundary to Tennessee Highway 14 and east of Tennessee Highway 14 to Middle Beaver Canal.

Tipton County has a clear obligation under the Act to develop and maintain a growth management policy. To achieve this purpose, the county's current planning and zoning authority can implement growth management relative to the uses and intensities of development within these designated areas. Moreover, the intensity of development permitted will be directly linked to the availability of public infrastructure. These controls will preserve and protect agricultural areas while at the same time support orderly urban expansion.

RURAL AREAS

“Rural Areas” are to be preserved as agricultural lands, forests, recreational areas, wildlife management areas or for uses other than high density commercial, industrial or residential development. Such designation does not prevent lands to be used for commercial, industrial or residential development. However, any such use would be less dense and would retain the rural character of the area. Low density development will be allowed within agricultural lands according to the Tipton County Zoning Ordinance, which requires a lot area minimum of one acre. Under the language of the Act, rural areas are also to include those areas of the county that are specifically intended to be preserved over the next twenty years such as forest, recreation or wildlife management areas. Included within this category are government lands, nature preserves, major wetland areas, parklands and wildlife management areas.

“Rural Areas” designated for Tipton County are illustrated on the Tipton County Urban Growth Map and are described as follows:

- Areas along the Mississippi River floodplain,
- The area north of Tennessee Highway 59 outside incorporated areas north to the Hatchie River and west of Gilt Edge south of Tennessee Highway 59 to Drummonds Road, and
- The area east of Covington and Middle Beaver Canal eastward to the Haywood County Line, from the Hatchie River on the north to the Mason Urban Growth Boundary on the south.

The Tipton County Urban Growth Map included as part of this report illustrates the proposed Urban Growth Boundary (UGB) for each municipality and the “Planned Growth Areas” (PGA) and “Rural Areas” (RA) as designated by the County. The accompanying chart provides an analysis of the respective designated areas.

The County “Planned Growth Area” represents approximately 20 percent of the total county land area while approximately 55 percent of the county is proposed to remain as “Rural Area.”

VI. FUTURE PUBLIC SERVICES AND INFRASTRUCTURE

UTILITIES

The relationship of utilities to urban growth can have a profound effect on urban growth. As history has shown, utilities dictate urban growth, particularly with regard to water and sewer.

In Tipton County, the two principal sources of water and sewer services are the municipalities and utility districts. Water and gas will continue to be funded within the county following the policies of the Poplar Grove and First Utility Districts. Both utility districts have plans to continually upgrade service capabilities.

The First Utility District proposes to construct a 1 million-gallon ground level storage tank in FY2000 through a funding request under the Community Development Block Grant Program. Within the next three to five years, the district proposes to construct another elevated tank to serve the district.

The Poplar Grove Utility District also proposes to obtain funding to construct an additional storage tank in FY2001. An additional \$3 million is proposed to be spent to increase treatment plant capacity from 2.5 million gallons per day (mgd) to 5 mgd in the summer of 2001.

PUBLIC SAFETY

Fire Protection

Fire protection will continue to be provided by the three volunteer departments and through the current regional protection system which involves all the fire departments within the county and its municipalities. Funding will continue to be provided by the county, which currently subsidizes all fire departments within the county and municipalities.

Police Protection

Police protection will be provided by the Tipton County Sheriff Department.

Public safety will need to be tailored to serve the population growth during the next 20 years. The municipalities fire protection plans will require additional firefighters and equipment, which in turn can result in lower ISO ratings for the regional fire protection system. To cover the cost of expansions, departments are exploring the possibilities of a fee for regional protection.

ROADS AND STREETS

The Tipton County Public Works Department will continue to maintain all roads outside the incorporated areas of Tipton County.

Tipton County currently has Subdivision Regulations containing construction standards that are adequate to assure quality construction. Any new roads within subdivisions are constructed by developers.

Anticipated new road construction includes the widening of Wilkinsville Road to four lanes from Drummonds Road south to the Tipton/Shelby County Line. Approximately \$6 million will be required to cover the cost, which is proposed to be funded by a combination of state and county funds. Rosemark Road is also proposed to be widened to four lanes, most of which is located within the City of Atoka. Funding of this improvement can be anticipated from a combination of city, county and state funds.

EDUCATION

The Tipton County Board of Education has already prepared for potential growth over the next twenty years. The Board is in the process of preparing a five-year Strategic Plan for education in Tipton County for the years 2000-2005. This plan includes a long range building program and educational goals to be achieved during the next five years to meet population growth within the county. Also, the Covington School System is scheduled to merge with the Tipton County Board of Education System in the year 2001.

PLANNING AND ZONING

Tipton County will exercise its planning and zoning authority, which will provide a means for implementing the distinction between “rural” areas and “planned growth areas.” Tipton County will have zoning control as well as subdivision review through its subdivision regulations for all portions of the county beyond the corporate and planning region limits of each municipality. This means that portions of the “Urban Growth Boundaries” of each municipality will be subject to the current zoning regulations developed by the county. In order to achieve continuity between the zoning by the county and plans prepared by the municipalities, it will be necessary that a coordinating process be established. Currently, planning and zoning functions within each municipality are enforced within their corporate limits and their identified planning region where urban growth boundaries extend beyond current planning regions. City and county representatives will need to coordinate zoning and land use plans.

Tipton County this fiscal year has hired a county planner to oversee planning and zoning functions within the county. Planning services are also provided through a contract with the West Tennessee Local Planning Assistance Office. No projected costs are necessary for this category of service. The only anticipated cost increases would occur as population and volume of development increases. These costs are offset by administrative fees charged to developers.

URBAN GROWTH BOUNDARIES
TIPTON COUNTY, TENNESSEE
(in acres)

<u>Area</u>	<u>Current City Area</u>	<u>U.G.B. Area</u>	<u>Total City Limits/ U.G.B.</u>	<u>% of County</u>
Atoka	4,006	11,129	15,135	5.1
Brighton	1,824	7,407	9,231	3.1
Burlison	678	---	678	0.2
Covington	6,153	24,355	30,508	10.2
Garland	329	---	329	0.1
Gilt Edge	1,906	---	1,906	0.6
Mason	699	592	1,291	0.4
Munford	4,532	12,142	16,674	5.6
County-Planned Growth Area			59,865	19.9
County-Rural Area.....			<u>164,483</u>	<u>54.8</u>
Total			300,100	100%

Source: Current City Limits – Tennessee State Planning Office