CHAPTER 1

INTRODUCTION

PURPOSE OF PLAN

Planning is a part of everyone's life. We make plans for our education, careers, personal goals and housing. Planning is creating strategies to increase the probability of how these things will occur in ways we desire. Without plans, we face never-ending uncertainty about future events. Consequently, we end up reacting to one situation after another.

For similar reasons, communities make plans. In large urban areas where the landscape is constantly changing, community plans shape the future in desirable ways. The city is a place where people have many varied needs, a place where citizens live, work, and play. It is, therefore, a place where material goods, police and fire protection, utility infrastructure, transportation, recreation, and many other services must be provided.

A Land Use and Transportation Plan is the name given to identify the community's long-range plan for growth. The comprehensive document provides guidance for all aspects of the city's growth and development over a long period, typically twenty-years – an entire generation. The plan is an analysis of current trends and analysis of future goals, policies, maps, illustrations, and implementation strategies that state how the city should grow physically and economically.

The Land Use and Transportation Plan provides the overall scheme of city development – the major land uses, transportation systems, parks, recreation, and open spaces, and centers of shopping and employment. This plan establishes the framework for all other planning activities and documents. By law, decision-makers such as the Planning Commission, Mayor and Board of Alderman in city government must follow the direction of the Land Use and Transportation Plan.

As outlined in Section **13-4-201** of the **Tennessee Code Annotated**, a Land Use and Transportation Plan is a location-specific, long-range, public involvement plan aimed to guide the growth and development policies of a city, city, or county. The City of Westmoreland Land Use and Transportation Plan represents a planned vision of how the City will grow and develop over the next twenty (20) years, from 2010-2030. It is an articulation of policy from local elected officials, stakeholders and citizens which describes a vision for the future which allows the City to coordinate their policies and actions to guide land-use patterns and transportation networks in the City limits, as well as the identified Planned Growth Areas around the core thoroughfares, and the various needs, goals, and objectives for the City as a whole and as the sum of its parts.

The purpose of this document is to provide Westmoreland, Tennessee with a policy plan for the future development of land and transportation facilities. A land use and transportation

policy plan is an essential planning instrument for a community with the primary purpose of producing an overall development plan and identifying strategies for implementing the plan. The objective of such a plan, as outlined in Section 13-4-203 of the Tennessee Code is to serve as a guide for "accomplishing a coordinated, adjusted and harmonious development of the municipality which will, in accordance with existing and future needs, best promote public health, safety, order, convenience, prosperity, and general welfare as well as efficiency and economy in the process of development."

The information presented in this plan will be used as a framework to guide elected officials and residents as they make decisions which will affect the future growth and development of Westmoreland for the next twenty years. This plan is not intended to supersede the responsibility or authority of local officials and department heads. Instead, it is designed to give the public and private sectors a basis to constructively use the interdependencies which exist between the various elements and organizations in the community. The development goals, objectives, and policies and the implementation strategies present in this plan should be periodically reviewed, and when necessary, updated to reflect unanticipated occurrences or trends.

The Westmoreland Planning Commission has the immediate task of implementing all regulations that are necessary in promoting the City's growth. This land use and transportation policy should become a vital instrument for the planning commission in their function as the municipal body charged with enforcing the current zoning ordinance and zoning map.

Scope of Plan

This land use and transportation policy plan is designed to formulate a coordinated, long-term development program for the City of Westmoreland and it's identified projected growth area. Background assessment provides relevant information on the City's history and trends and detailed analysis on the characteristics of population, housing, land use, economy, natural resources, community facilities and infrastructure that have been reviewed and examined as part of the planning process. Existing land uses and transportation facilities are analyzed to identify important characteristics, relationships, patterns and trends. From these analyses, pertinent problems, needs and issues relative to land use and transportation in Westmoreland are identified. The umbrella structure of data collection is used to help focus efforts on covering gaps in existing services and the City's ability to address issues that produce a major thoroughfare plan and a development plan. The development plan, as present herein, consists of two interdependent elements: the first being the identification of development goals and objectives and the establishment of policies for achieving them, and the second being the creation of a development plan concept which visually illustrates the goals, objectives, and policies. To achieve the goals and objectives identified in the development plan, specific strategies or measures are outlined in an implementation schedule.

Community Goals, Process and Methodologies

The development of community goals and objectives is a primary product of this Land Use and Transportation Policy Plan. Essential to the development of these goals and objectives is citizen input. In order to better understand the issues from different perspectives, the Planning Commission and City Council members presented information on land use and transportation. Several methodologies are available for obtaining citizen input. The methodologies utilized in this Plan included interviews and study groups. From these input sessions, goals and objectives addressing the recognized needs and problems were identified. These goals and objectives are presented within Chapter 6 of this Plan.

Companion Planning Documents

A number of companion planning documents should be used in conjunction with this Westmoreland Land Use and Transportation Policy Plan. They include:

Westmoreland Major Thoroughfare Plan, adopted in 1995. This plan recommends transportation improvements based on typical volume flows. Information from this plan in addition to the most current information will be included in Chapter 5.

Other documents and sources used in research:

- American Planning Association: A Glossary of Zoning, Development, and Planning Terms. 1999
- Soil Survey for Sumner County, Tennessee. U.S. Dept of Agriculture, Soil Conservation Service, 2004.
- Land Use and Transportation Plan, Sumner County, Tennessee 1990
- Land Use Plan, Sumner County, Tennessee, May 1977
- Geology History of Tennessee, TN Dept of Environment and Conservation, Division of Geology, 1974
- Tennessee Statistical Abstract, 1967-2003
- Federal Emergency Management Agency-National Flood Insurance Program maps
- Tennessee Department of Transportation, Planning Division: Traffic Flow Maps www.tdot.state.tn.us/projectplanning/adt
- Population Projections for Westmoreland and Sumner County, prepared by the University of Tennessee, Center for Business and Economic Research, 2005 to 2025.
- 1980, 1990 & 2000 Census of Population and Housing—Tennessee; U.S. Department of Commerce, Bureau of the Census
- Tennessee Dept of Environment and Conservation, Division of Water Pollution Control www.state.tn.us/environment/wpc/watershed/
- Community Development Plan 1995, Westmoreland, Tennessee. Tennessee State Planning Office: May 1975.
- Westmoreland Chamber of Commerce http://www.westmorelandtn.com/chamber_of_commerce.htm
- MTIDA 2007 Community Data Sheet for Westmoreland and Sumner County, Tennessee www.mtida.org

- City of Westmoreland, Tennessee Annual Financial Reports, 1982-2006
- The News Examiner, Gallatin, TN, June 29, 2001
- The News Examiner, Gallatin, TN, July 24, 1991
- A.L. Nimmo, "Some Details of our Communities Past," August 3, 1962
- Walter T. Durham & James W. Thornton "A pictorial history of Sumner County, TN 1786-1986", Nashville, TN, October 1990
- U.S. Environmental Protection Agency, http://www.epa.gov/pmdesignations/2006standards/final/region4.htm

CHAPTER 2

BACKGROUND FOR PLANNING

INTRODUCTION

To effectively plan for any community, gathering information concerning its background is necessary. The size and location of a community are important aspects of community development. Information on a municipality's early settlement and events affecting past development assists in planning for its future development. An understanding of the community's political history and governmental structure helps to reveal the atmosphere in which future planning will take place. Background data for the City of Westmoreland is presented in this chapter.

Location and Size

Westmoreland, comprising about 3.8 square miles, is situated on the northern edge of the Western Highland Rim of Middle Tennessee and the Western Highland Rim physiographical areas. It is bounded on the North by Simpson and Allen Counties, Kentucky; on the East by Macon and Trousdale Counties; on the South by Wilson County; and on the West by Davidson and Robertson Counties. Westmoreland is located approximately 47 miles and 177 miles from the major cities of Nashville in Middle Tennessee, and Knoxville in East Tennessee, respectively. Other nearby towns includes Portland, Springfield, Hendersonville, and Lafayette. The City of Westmoreland is situated in the northeast region of Sumner County, intersected by Highways 31 and 52. Westmoreland is located in a potential growth area to where it has direct accessibility to Interstate 65 by way of Highway 52 approximately 21 miles. Gallatin, which is the county seat, is located in the south-central region of the county, and 14 miles southwest of Westmoreland. The City of Westmoreland is located approximately 911 feet above sea level.

Westmoreland is located approximately 15.4 miles (City hall to City hall) from Portland, Tennessee in Sumner County. Westmoreland can be located by geographical coordinates 36 degrees 33′ 72″ N 86 degrees 14′ 88″ W. The location of Westmoreland is shown on **ILLUSTRATION 1,** which follows.

ILLUSTRATION 1: LOCATION MAP

Early Settlement

Over the decades, Westmoreland has been shaped by its notable beginning. Capturing the attention of those with the "westward-ho" spirit, Westmoreland found its place on the map. Permanent settlers began to arrive in the area between 1805 and 1820 in search of new land or having received land grants of various types. The history of the area centers on the establishment of the railroad and ancillary business services. This history is the basis for road names and important business nodes in the community. Early settlers immigrated from North Carolina, and Virginia.

The City of Westmoreland was created by basic charter act by the Tennessee General Assembly, as Private Chapter 306, in 1901. The City was first incorporated February 1, 1901. Westmoreland's city name was inspired by a wealthy lumberman from North Carolina named Westmoreland. The man recently visited the area and laid the groundwork for the lumber industry in the community.[1]

It was not long, however, before Peter Staley, recognized the potential of the unscathed Westmoreland area. He acquired land rights and in 1810, established a stagecoach inn which would eventually become a tavern along the sharp curve south of present day US-31 E. The site began to prosper and was renamed "Rock House" due to the bluffs immediately behind the house. The site played an important role in politics and the railroad industry. The area witnessed two former presidents arriving at the tavern including Andrew Jackson and Benjamin Harrison. The site also served as a temporary hospital when a train derailed nearby. The tavern burned to the ground in 1967.

During the 1840s there was a town growing along the corner of present-day Old Highway 31-E and Highway 52. The town was named after a cabinet maker named James Coates. A store and post office were located in this area.

The area began to change rapidly with the construction of the Chesapeake and Nashville Railroad. The track came down into the area but bypassed Coates a half-mile to the east. The Railroad Company purchased a large tract of run down farmland from Dr. J.L. Davis for the purpose of constructing a village.[2] This land runs through the present day downtown Westmoreland.

The Railroad retained a 300' right-of-way for freight yards, parks and a street on each side of the tracks. Jake Rodemore served as a land agent and constructed a depot, hotel and two storehouses, one on each side of the tracks.[3] These structures were sold at auction for businesses and residences.

The installation of the railroad created a tourist boom allowing a hack service to take individuals from Westmoreland to the Epperson Springs Hotel and Resort until the mid 1920s. The resort was 3 miles northeast of Westmoreland where people sought medicinal

[1] Creasy, J. "History of Westmoreland" www.westmorelandtn.com/history.html
[2] Ibid
[3] Ibid

value from sulphur waters. In the midst of the area growing, a tragic event occurred. In 1926, a great fire destroyed the hotel which was never rebuilt.

The Great Depression had an impact all across America. As a result of the economic downturn, the city of Westmoreland was disbanded by the state Legislature in 1931. During the 1940s, the residents explored possibilities to become a municipality again. The guiding force in this effort was the need to service residents with water. The community is located on top of the Highland Rim which makes it difficult to get water from anywhere else. In 1951, a private act passed by the General Assembly forming the City of Westmoreland.[4] In 1959, the Westmoreland Lake was completed, providing the city its first water supply until the late 1970s when the city began purchasing its water from Gallatin.[5]

Agriculture was an important component of the community until the beginning of World War II. Westmoreland hosted the East Sumner Fair sponsored by the Vo-Ag Department of the High School. The event drew thousands of visitors to the town and was an important economic stimulus. The region has had a diversified agricultural infrastructure which complimented the railroad in the shipment of goods and services.

In addition to meeting the water needs of the community, Westmoreland was only the third in the country when it installed a vacuum sewer system in the late 1970s.[6] The reincorporation of the city allowed for infrastructure improvements by obtaining federal grants to improve the area and quality of life.

The importance of the railroad diminished by the closing of the tracks running through Westmoreland on December 10, 1976. The depot and parks surrounding the transportation infrastructure have been destroyed due to the expansion of the parking lot for downtown businesses.

Findings. Westmoreland is a located on the Highland Rim in Sumner County, Tennessee. The community is suitably located for growth as a bedroom community as well as a regional business locale. It is surrounded by level to rolling land and is accessed by U.S. Highways 31-E and 52. Westmoreland is located 47 miles from Nashville.

GOVERNMENTAL STRUCTURE

Knowledge of the governmental structure of the municipality is an important aspect of planning for its future. A municipality's form of government, financial capability, and planning commission status directly affect its ability to plan for growth and development. The purpose of this section is to provide a general examination of the governmental structure of Westmoreland, to briefly describe its functions, and to assess its potential influence on future development.

Westmoreland was incorporated February 2, 1901 under a charter form of government, Private Acts 1901, chapter 340, page 782.

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[4] The News Examiner, Gallatin, TN June 29, 2001

[5] Ibid

[6] Ibid

The community has eighteen full-time and thirty-three part-time employees. Employees are as follows:

Position	Full-time	Part-time
Mayor	1	
City Recorder	1	
City Clerk	2	
Police Department	10	7
Fire Department		21
Water/Sewer/Street Department	4*	
Building Codes Inspector	1	
Sanitation Department		4

*Note: The 4 full-time employees within the Water, Sewer and Street Department perform duties for all.

Municipal Finances

As Westmoreland has grown and developed, so have demands for municipal services. The inventory of fiscal capacity is divided into two basic parts: an assessment of revenues and an examination of present operating expenses. Understanding the financial capacity of a City is an important tool to determine whether the municipality has the financial capability to accomplish planning goals. Westmoreland's primary source of revenue comes from property tax and other sources to a lesser extent.

Board of Mayor and Aldermen, Municipal Planning Commission and the Board of Zoning Appeals

Westmoreland has a Mayor-Aldermanic form of government with the Mayor and five Aldermen forming the Board.

The planning commission consists of five members including the Mayor who appoints the remaining members. The planning commission reviews and recommends to the Board of Mayor and Alderman rezoning requests, amendments to the zoning ordinance, and improvements to the community for final approval. Developing long range development plans and approving subdivision of properties in the community are powers vested to the planning commission. The officers of the planning commission are chairman, vice-chairman, and secretary. Regular meetings of the Planning Commission are held monthly at the Westmoreland Community Meeting Room.

The Westmoreland Board of Zoning Appeals consists of 5 members and hears appeals for variances, administrative reviews, and special exceptions for land uses, as enabled in the Westmoreland Municipal Zoning Ordinance.

Other Boards/Committees

Representatives of Westmoreland meet with and local jurisdictions within Sumner County quarterly in the Forward Sumner Economic Council a 22 member organization which

discusses strategies on improving economic and community development in Sumner County. Westmoreland is also active in the Sumner County 3-Star Program, which serves as a roadmap to help communities strengthen their economy by preparing analyses of all factors related to economic development and strategizing ways to maintain the current economy and promoting economic growth.

Westmoreland and Sumner County are part of the Greater Nashville Regional Council (GNRC) along with twelve other counties. The GNRC is an association of thirteen counties and fifty-four municipal governments in Middle Tennessee organized to advocate regional planning and economic development. The GNRC also provides other services including is Area Agency on Aging & Disability (AAAD), Small Business Loans (MADC), Regional Transportation Authority (RTA), Middle Tennessee Tourism Council, and Rural Planning Organization (RPO).

The Westmoreland Chamber of Commerce is an 8-member organization which is intended to provide community-minded businesses and individuals opportunities for working together. The Chamber works very closely with County and City officials to provide support for small business recruitment, development and newcomer services. The Chamber also partners with other agencies for support of infrastructure development, housing and community services, plant expansions, and industrial recruiting. The Chamber has very active officers and meets monthly and is involved in civic activities in the community. Several County and Municipal agencies support the Chamber through memberships.

A city can foster economic development through actions that include activities directed primarily for economic development and reinvestment. In 2007, the Westmoreland Industrial and Economic Development Board was created as an 8-member body. The Board focuses on business expansion and redevelopment of existing commercial and industrial sites among other things. The goal is to bring in businesses to generate revenue for the City. Current projects include the redevelopment of the Fleetwood Building and the former Westmoreland Elementary School.

Summary

By providing high quality support and services to current and potential businesses, Westmoreland can strengthen its competitiveness with surrounding localities and the County. Working together the Westmoreland Chamber of Commerce and Industrial Board can take an active role in recruitment targets for businesses, including attracting future business and manufacturing development which will complement the skills future residents may possess; determine the feasibility of developing a small business incubator and capitalizing on the region's uniqueness.

Support for existing economic development can come from state, regional and local leadership. One way to strengthen support is through programs and activities that are responsive to the needs of various industries. In addition, adequate resources to deal with any concerns of existing businesses are crucial for retention and expansion. This can be achieved by forming roundtables and communicating with area businesses to discuss common areas of business interest and concern.

CHAPTER 3

NATURAL FACTORS AFFECTING DEVELOPMENT

INTRODUCTION

This chapter states goals and policies that restore, protect, and enhance features of the natural environment. Goals and policies guide incentives, regulations, future plans, and public investments. These measures aim to maintain features such as clean waterways, healthy air, natural areas with native vegetation, trails, historic sites, trees, and citizens who understand the impacts of growth on the natural environment and the opportunities to make positive changes.

This chapter addresses the natural environment of Westmoreland and the surrounding region. The natural environment often dictates the pattern of land use or development in a community. This element includes topics such as climate, air and water quality, topography, soils, drainage and flooding are significant natural factors which affect development. Ignoring these factors can prove to be extremely costly to specific property owners as well as the entire community. Not all land is suitable for development. Therefore, as land use development occurs, natural factors, which cannot be altered, must be considered in the plans for development. The limits and type of land use should be responsive to the natural factors in order to protect the welfare of the general population. Through increased knowledge of these natural factors and the appropriate use of land, citizens can understand the impacts of growth on the natural environment and the opportunities to make positive changes. The purpose of this chapter is to review and evaluate the natural factors influencing the land use patterns in Westmoreland and it's identified projected growth area.

CLIMATE

The climate of Westmoreland and Sumner County is described as humid-sub-tropical, characterized by relatively mild winters, warm summers, and abundant rainfall. Although Westmoreland is located well inland, it lies in the path of cold, dry 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 and are chiefly responsible for seasonal variations.

There is normally an abundant amount of rainfall in Westmoreland. Based on the standard United States Weather Bureau 35-year mean, the normal annual rainfall for Sumner County is 46.16 inches. Precipitation is usually heaviest in late winter and early spring, as a result of frequent low pressure systems. No flooding occurs within Westmoreland due to the elevation. Sumner County is subject to locally heavy storms in which as much as four to five inches of rain may fall during a very short period. Precipitation is generally lightest in late summer and early fall; high pressure systems are most frequent at this time of year. Thus, the periods of drought are offset by periods of ample to excessive precipitation throughout the year.

The annual average temperature of Sumner County is 57 degrees Fahrenheit. Extremes in temperature are uncommon, seldom above 100 degrees Fahrenheit or below -5 degree Fahrenheit. Average annual temperature is 57°, average high temperature is 77° and average low temperature is 36°.[7]Although winters are not severe (the ground seldom freezes below four inches) they are often wet and outside work may be hampered around construction sites. The first fall freeze is usually in late October and the last spring freeze is usually in early April. The mean length of the freeze-free period is 180-220 days. [8]

Findings. The climate of Westmoreland and Sumner County and the affect that it has had on development can best be described as mild to moderate. New development in the steep slope areas should be avoided, but in general, rainfall and climate have no great affect on development in the municipality.

AIR QUALITY AND WATER RESOURCES

The U.S. Environmental Protection Agency has standards to determine whether an area receives attainment or nonattainment status. Sumner County is located in an attainment air quality area. [9] At present, the air and water quality in the Westmoreland area is excellent. In 2008, the US EPA County Air Quality Report, Sumner County has a slightly higher average for ozone. The 8-hour average standard is 0.075 ppm while Sumner County has 0.081 ppm.[10] Automobile emissions are one of the greatest contributors to poor air quality. Development patterns in this area make communities more reliant on automobiles for every trip.

The City of Westmoreland purchases its water from Gallatin Water Department which gets its source water from the Cumberland River. Westmoreland has its own public sewage disposal system. However, there are an abundance of existing developments in Westmoreland that are on individual septic systems. There are areas within the municipality that do not have sewer service due to being financially infeasible.

Water Quality

Water is essential for all life forms and must be protected in this region from both a quality and quantity perspective. All drinking water for the entire city is drawn from the Cumberland River. The protection of the river from contaminants and techniques for conserving water should be addressed by local officials.

The Cumberland River is an important body of water that Westmoreland and the surrounding area rely on, both in economy and welfare of the many citizens that use it. So,

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[7] www.mtida.org/datasheets/westmoreland.pdf

[8] Ibid

[9] http://www.epa.gov/pmdesignations/2006standards/final/region4.htm

[10] U.S. EPA Air Quality Report – Criteria Air Pollutants: http://iaspub.epa.gov/airsdata/ADAQS.summary?geotype=st&geocode=TN+&geoinfo=st%7ETN+%7ETennessee%2C+&pol=&year=2008&exc=0&fld=county&fld=stabbr&fld=regn&rpp=25&page=1&sort=d14&fmt=

maintaining the water quality of the watersheds involving the Cumberland River is very crucial. A *watershed* can be defined as the entire land area that ultimately drains into a particular watercourse or body of water. [11]

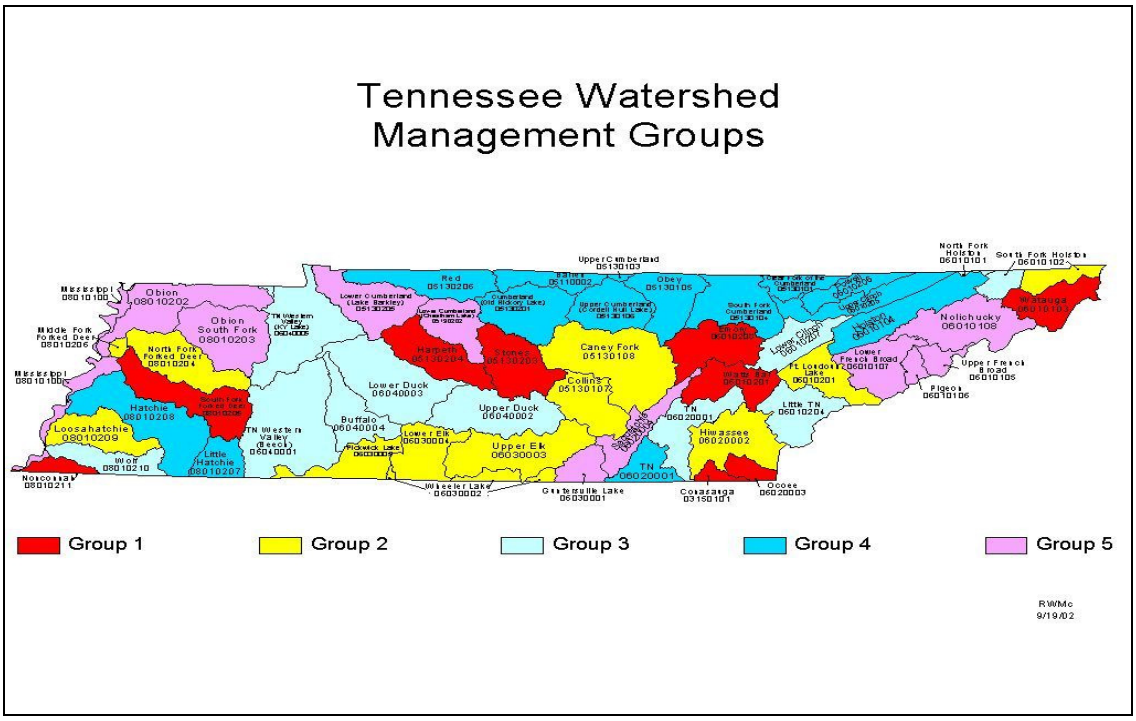
The TN Department of Environment & Conservation, Division of Water Pollution Control, created the Tennessee River Basin Water Quality Management Plan, which is a decision-making process that reflects a common strategy for information collection and analysis as well as a common understanding of the roles, priorities, and responsibilities of all stakeholders within a watershed. This watershed approach is based on the concept that many water quality problems, like the accumulation of pollutants or non-point source pollution, are best addressed at the watershed level. Watersheds are appropriate as organizational units because they are readily identifiable landscape units with readily identifiable boundaries that integrate terrestrial, aquatic, and geologic features. Focusing on the whole watershed helps reach the best balance among efforts to control point source pollution and polluted runoff as well as protect drinking water sources and sensitive natural resources such as wetlands.

In addition, a watershed focus helps identify the most cost-effective pollution control strategies to meet clean water goals. Four main features are typical of this watershed approach: 1) Identifying and prioritizing water quality problems in the watershed, 2) Developing increased public involvement, 3) Coordinating activities with other agencies, and 4) Measuring success through increased and more efficient monitoring and other data gathering.[12]

Tennessee is composed of fifty-four watersheds corresponding to the 8-digit USGS Hydrologic Unit Codes (HUC-8) (see illustration below). These watersheds, which serve as geographic management units, are combined in five watershed management groups according to year of implementation.

[11] TN Department of Environment and Conservation Watershed Management: http://www.tn.gov/environment/watersheds/

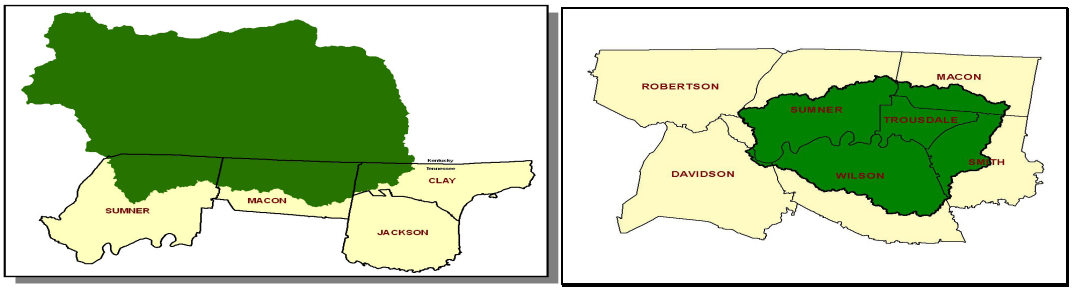
[12] Ibid



Source: Tennessee Department of Environment and Conservation: Watershed Management

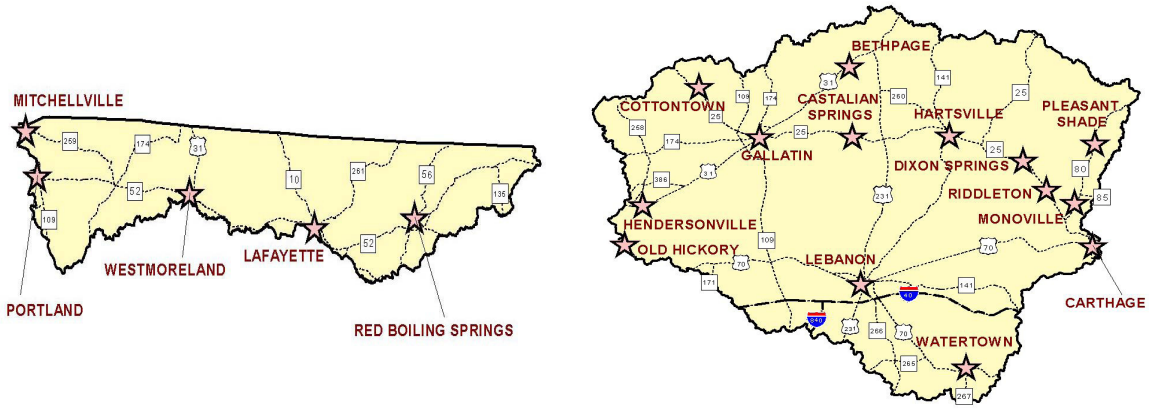
Of these, Westmoreland is involved in Group 4. Group 4 is further divided into 14 watershed areas, of which Westmoreland is involved in 2 of them: the Barren River Watershed and the Old Hickory Lake Watershed (Figure 1).

Figure 1 --Barren River Watershed and the Old Hickory Lake Watershed



Source: Tennessee Department of Environment and Conservation Watershed Management

Figure 2-- Communities and Roads in the Tennessee Portion of the Barren River Watershed and the Old Hickory Lake Watershed.



Barren Watershed *Old Hickory Watershed*

Source: Tennessee Department of Environment and Conservation Watershed Management

Westmoreland, Tennessee is in a unique location bordering two watersheds the Barren Watershed and the Old Hickory Watershed. The topography of the community allows for drainage to occur north and south of the municipality. The health of both of these watersheds plays a vital role in the quantity and quality of the water within the municipality.

Table 2-1. The Barren River Watershed Includes Parts of Three Middle Tennessee Counties.

County	% of Watershed in each county
Macon	50.2
Sumner	37.4
Clay	12.4

Table 2-2 The Old Hickory Watershed

County	% of Watershed in each county
Wilson	36.2
Sumner	29.6
Smith	13.4
Trousdale	11.8
Macon	8.5
Davidson	0.5
Robertson	<0.1

Source: Tennessee Department of Environment and Conservation Watershed Management

In general hydrologic terms, the Barren River Watershed drains approximately 1,661 square miles (432 square miles in Tennessee) and drains to the Green River.[13] There are 563.2 stream miles and 45 lake acres catalogued in the assessment database.

[13] TDEC http://tennessee.gov/environment/watersheds/four/documents/barren/barren2.pdf

The Old Hickory Lake is part of the Collins River Watershed. This watershed is approximately 983 square miles and drains to the Cumberland River.[14] There are 1,164.3 stream miles and 27,439 lake acres catalogued in the assessment database.

An additional characteristic of this watershed approach is that it complements and coordinates other environmental activities. This allows for close cooperation with local citizen groups, local governments, other state agencies, and federal agencies. When all permitted dischargers are considered together, agencies are better able to focus on those controls necessary to produce measurable improvements in water quality. This also results in a more efficient process: It encourages agencies to focus staff and financial resources on prioritized geographic locations and makes it easier to coordinate between agencies and individuals with an interest in solving water quality problems.

Traditional activities like permitting, planning, and monitoring are also coordinated in the Watershed Approach. A significant change from the past is that the Watershed Approach encourages integration of traditional regulatory (those addressing point source pollution) and non-regulatory (those addressing non-point sources of pollution) programs.

The 2008 Watershed Report for Tennessee stated the City Lake of Westmoreland as being impacted by pollutants. The 11-acre site has pollutants coming from pastureland and high density urbanized areas.[15] In terms of Total Maximum Daily Loads, there are issues with nutrients, low dissolved oxygen, taste and odor for the municipality.

Findings:

While there are no immediate air quality or water resource problems, issues related to water pollution and efforts to protect water quality are being identified. Initiative by the Tennessee Dept of Environment & Conservation, Division of Water Pollution Control, have devised and coordinated a framework designed to protect and restore aquatic systems and protect human health more effectively. This watershed approach is based on the concept that many water quality problems, like the accumulation of pollutants or nonpoint source pollution, are best addressed at the watershed level. In addition, a watershed focus helps identify the most cost-effective pollution control strategies to meet clean water goals. Tennessee's Watershed Approach, updates and public participation opportunities, may be found on the web at http://www.state.tn.us/environment/wpc/watershed/.

TOPOGRAPHY

Topography is defined as the general configuration of the earth's surface, including its slope, geological characteristics, and other natural features. Westmoreland is located on the Western Highland Rim of Tennessee. The underlying rock strata consist of nearly

[14] Ibid http://tennessee.gov/environment/watersheds/four/documents/oldhickory/oldhickory2.pdf
[15] Final Version – Year 2008 303 (d) List for the State of Tennessee

horizontal beds of Mississippian-age and Devonian-Silurian cherty limestone. The topography of the City is rolling with an elevation of 911 feet. The escarpment of the highlands runs in a southwest-northeast direction through Sumner County at elevations of 800 to 1,000 feet, forming a prominent, heavy wooded ridgeline. The geologic base of Mississippian-age limestone, chert, and shale is covered by soils that tend to be cherty and acidic with low to moderate fertility. Streams are relatively clear with a moderate gradient. Substrates are coarse chert, gravel and sand with areas of bedrock. The native oak-hickory forests were removed over broad areas in the mid-to late 1800's in conjunction with the iron-ore related mining and smelting of the mineral limonite, however today the region is again heavily forested. Some agriculture occurs on the flatter interfluves and in the stream and river valleys. The predominant land uses are corn, hay, soybeans, and wheat cultivation with some cattle livestock. Timber harvesting is still a major occupation. Sand and gravel mining is also common. **ILLUSTRATION 2** reflects Westmoreland and environs.

Gently rolling hills characterize Westmoreland and its planning area's topography. The vast majority of land area has gentle to moderate slopes. Moderate slope (above 20%) is located along the south-central region. Future development along the city's southern area may encounter added costs due to mitigation of potential problems created by slope conditions. Areas of steep slope form significant limitations on development. These areas are depicted in the enclosed Natural Features Affecting Development Map.

ILLUSTRATION 2
Natural Factors

DRAINAGE AND FLOODING

A number of parallel streams in Sumner County drain northward from the ridgeline through the Highland Rim to the Barren River in Kentucky. Similarly, other waters flow southward from the ridgeline through the basin area to the Cumberland River, which is now impounded as Old Hickory Lake. The center of the old riverbed marks the southern limits of Sumner County while the Kentucky state line sets the northern boundary.

The drainage pattern for Westmoreland and its growth area is unique. Bordering two watersheds, The Barren River and watershed flows north to the Green River and then to the Ohio River. On the other hand, the Old Hickory Lake Watershed flows south towards the Cumberland River.

The State of Tennessee evaluates each watershed for affected by pollutants from either point or nonpoint sources. The City of Westmoreland used to supply residents with drinking water from the Westmoreland Lake. This water supply was not adequate and the City received its water source from the City of Gallatin.

Westmoreland as well as Sumner County is in the National Flood Insurance Program (NFIP). The NFIP program identifies potential flood hazard areas within the community and provides residence with the opportunity to purchase flood insurance. Floodable areas in Westmoreland have been delineated by the Federal Emergency Management Agency (FEMA) and are shown on the Westmoreland and Sumner County FIRM maps, dated May 18, 2009 and September 20, 2006, respectively. The flood hazard areas of Westmoreland are depicted in **ILLUSTRATION 2**.

Based upon the Flood Insurance Rate Map, there are no identified floodplain areas within the city limits of Westmoreland. There is one small area of floodplain within the Urban Growth Boundary along a small section of the eastern border. Due to the topography and elevation, residents do not face natural flooding constraints. On the other hand, drainage issues impact some areas and development due to soil characteristics and slope angle. These can affect the time it takes for runoff to enter a stream. Man made changes to the landscape can greatly influence runoff.

SOILS

Sumner County is in two physiographic regions. About fifty-five percent (55%) is in the Highland Rim and Pennyroyal Major Land Resource Area, and about forty-five percent (45%) is in the Nashville Basin. Westmoreland is located in the Highland Rim and Pennyroyal Major Land Resource area.

Sumner County has a total of eight soil associations. Of these, Westmoreland has two soil associations, the Sugargrove-Sulphura-Dickson (Group 4) and Sulphura-Mimosa-Dellrose (Group 7) associations which comprise the majority soils in the municipality. In Westmoreland's UGB, is identical to the municipality. These associations are shown in **ILLUSTRATION 3.**

Group 4 is referred to as the Sugargrove-Sulphura-Dickson association. It is an area of very deep, well-drained and moderately well-drained, steep sloping soils. It is located on the northern part of the county on the Highland Rim. Slopes dominantly range from 2 to 65 percent. Much of this soils association is used for pasture and woodland. The slope is a limitation for most uses. The steep slope is the main limitation affecting residential and commercial development in the municipality. Suitable locations for roads are also limited due to slope and low strength. These soils comprise a major proportion of soils in the corporate areas of Westmoreland, and are located in many areas of the municipality, both old and newer areas, though, there are areas within Westmoreland's corporate limits where land has been modified by filling, grading, and other soils brought in over the years. Also, as will be shown in Chapter 5, Existing Land Use Analysis, the more urban areas of Westmoreland that have public sewer will improve the developability in this area.

Group 7 is referred to as the Sulphura-Mimosa-Dellrose association. It is an area of very deep, excessively-drained to well-drained, very steep sloping soils. It is located on the Highland Rim escarpment. Slopes dominantly range from 12 to 65 percent. This unit is poorly suited to cultivated crops, pasture, and most urban areas. The slope, the depth to bedrock, and slippage are limitations that are difficult to overcome. Suitable locations for roads are also limited due to slope and low strength. Nearly all of this association is located in the southern areas of the municipality and Westmoreland's UGB.

Findings

Westmoreland is situated on the Western Highland Rim Physiographic Province of Tennessee. Topography in the community is gentle to rolling. While there are recognized flood zone areas, an overall majority of land in Westmoreland is suitable for development. Special attention should be given to areas with steep slope. The soils of Westmoreland and its UGB have been grouped into two generalized associations. The groups comprising most of the available land, **Groups 4** and **7**, have some slight or moderate limitations to development due to slope, and with septic systems depth to bedrock. Low soil strength is also a factor with road building.

ILLUSTRATION 3
SUMNER COUNTY SOILS MAP

CHAPTER 4

SOCIO-ECONOMIC FACTORS AFFECTING DEVELOPMENT

INTRODUCTION

Demographics are a description of the population characteristics of an area. Long-term demographic studies help local elected officials identify trends and show how the population is changing. A clear understanding of these trends, the characteristics of the current population and future trends are necessary to understand the community's needs. Identifying population characteristics of Westmoreland is an important element in the planning process. The current and projected population establishes the type of facilities and services needed in the future. The following data was compiled from the US Census Bureau and estimates generated by state and regional agencies.

Population

Tennessee is divided into nine development districts. Based on this division, Westmoreland and Sumner County are part of a thirteen county functionally and economically integrated environment known as the Greater Nashville Regional Council (GNRC) as first mentioned in Chapter 2. The other counties in the GNRC include Stewart, Houston, Humphreys, Montgomery, Dickson, Robertson, Davidson, Williamson, Wilson, Trousdale and Rutherford. As a result of this grouping it may be said that growth in Westmoreland is directly dependent upon conditions within this broader economic region of which the City and county are an integral part. The GNRC has a Regional Planning Organization prepares long-range plans, strategies and polices for regional development based on assessments of growth trends, impacts and forecasts, and transportation and other regional public infrastructure needs.[16]

Tables 4-1 through **4-3** present historical population data for the counties of the GNRC for the period 1960 through 2000. The analysis of this information has been segmented into a comparison between Sumner County and the other counties. Over this forty year span, the total population of Sumner County rapidly increased between 1960 to 1980 while having moderate growth from 1980 to 2000. The population in 1960 was 36,217 and rose to 85,790 in 1980 and reached 130,499 in 2000.

Table 4-1 presents actual population of the counties of the GNRC as recorded in the 1960 Census through the 2000 Census, as well as an analysis of net population change. Sumner County experienced a population boom between 1960 and 1980. The 1960 population grew

[16]GNRC http://www.gnrc.org/regional_planning.htm

from 36,217 to 56,106 persons respectively. The growth rate of Sumner County was identical to other jurisdictions between 1980 and 2000.

TABLE 4-1
TENNESSEE AND GNRC COUNTIES
POPULATION AND PERCENT CHANGE
1960-2000

County	1960	Percent Change 1960-1970	1970	Percent Change 1970-1980	1980	Percent Change 1980-1990	1990	Percent Change 1990-2000	2000
Cheatham	9,428	28.57%	13,199	38.94%	21,616	20.35%	27,140	24.43%	35,912
Davidson	399,743	10.77%	448,003	6.24%	477,811	6.46%	510,784	10.37%	569,891
Dickson	18,839	14.28%	21,977	26.83%	30,037	14.33%	35,061	18.76%	43,156
Robertson	27,335	6.07%	29,102	21.39%	37,021	10.78%	41,494	23.77%	54,433
Rutherford	52,368	11.88%	59,428	29.30%	84,058	29.11%	118,570	34.86%	182,023
Sumner	**36,217**	**35.45%**	**56,106**	**34.60%**	**85,790**	**16.94%**	**103,281**	**20.83%**	**130,449**
Williamson	25,267	26.40%	34,330	40.92%	58,108	28.28%	81,021	36.02%	126,638
Wilson	27,668	25.22%	36,999	34.01%	56,064	17.16%	67,675	23.80%	88,809
Tennessee	3,567,089		3,924,164		4,591,120		4,877,185		5,689,283

Source: Tennessee Advisory Commission on Intergovernmental Relations (TACIR) and The University of Tennessee Center for Business and Economic Research

Table 4-2 presents a historical overview of the cities within Sumner County from 1900 through 2000. The population from past Census reports highlights municipal annexation patterns. Annexation increases the land size and population of a jurisdiction. As part of the ongoing planning efforts throughout Sumner County all of the cities are evaluating potential future annexations, potentially impacting the population distribution between the unincorporated county and the cities.

TABLE 4-2
HISTORICAL CENSUS OF CITIES IN SUMNER COUNTY
1900 TO 2000

	1900	1910	1920	1930	1940	1950	1960	1970	1980	1990	2000
Gallatin	2,409	2,399	2,757	3,050	4,829	5,107	7,901	13,253	17,191	18,794	23,230
Goodlettsville (pt)	*	*	*	*	*	*	*	*	1,942	3,042	4,625
Hendersonville	*	*	*	*	*	*	*	12,258	26,561	32,188	40,620
Millersville (pt)	*	*	*	*	*	*	*	*	*	2,575	4,330
Mitchellville	*	*	161	203	216	202	184	177	209	193	207
Portland	*	579	869	1,030	1,212	1,660	2,424	2,872	4,030	5,165	8,458
Westmoreland	*****	**298**	**357**	**426**	*****	*****	**865**	**1,423**	**1,754**	**1,726**	**2,093**
White House (pt)	*	*	*	*	*	*	*	*	1,091	2,987	4,135

***** Indicates Census information not available
Source: US Census & Tennessee State Data Center

Projections of Future Population

Tables 4-3 presents population projections for municipalities within Sumner County to the year 2030. The reader is forewarned that projections of this type are at best an "educated guess" of future population.

Total population is projected to rise in Sumner County to approximately 176,163 by 2015, and to approximately 211,946 by 20230. As already noted, these numbers have been theorized according to calculated population growth trends.

TABLE 4-3
MUNICIPALITY POPULATION PROJECTIONS WITHIN SUMNER COUNTY 2000-2030

County	Municipality	Census 2000	Projections					
			2005	2010	2015	2020	2025	2030
Sumner [2]	Gallatin city	23,230	26,541	28,709	32,467	35,195	37,362	39,538
Sumner [2]	Goodlettsville city (pt.)	4,645	5,295	5,711	6,423	6,902	7,258	7,609
Sumner [2]	Hendersonville city	40,620	44,606	48,331	54,525	58,787	61,969	65,054
Sumner [2]	Millersville city (pt.)	4,332	4,985	5,511	6,334	6,916	7,368	7,817
Sumner [2]	Mitchellville city	207	213	228	257	279	297	318
Sumner [2]	Portland city (pt.)	8,405	10,191	11,194	12,866	14,123	15,163	16,221
Sumner [2]	**Westmoreland town**	**2,093**	**2,147**	**2,324**	**2,633**	**2,854**	**3,029**	**3,207**
Sumner [2]	White House city (pt.)	4,100	4,895	5,418	6,244	6,849	7,332	7,814
Sumner [2]	Unincorporated Sumner County	42,817	45,019	48,499	54,414	58,483	61,485	64,368
Sumner [2]	Net Change	N/A	13,443	12,033	20,238	14,225	10,875	10,683
Sumner [2]	Percent Change	N/A	9.34%	7.72%	11.49%	7.47%	5.40%	5.04%
Sumner [2]	**Total**	**130,449**	**143,892**	**155,925**	**176,163**	**190,388**	**201,263**	**211,946**

2 Walnut Grove was unincorporated after the 2000 Census. This population has been assigned to the Unincorporated Area of Sumner County

Source: Tennessee Advisory Commission on Intergovernmental Relations (TACIR) and The University of Tennessee Center for Business and Economic Research

Tables 4-4 presents the net and percentage changes of the City of Westmoreland. The municipality will have a significant growth of population between 2010 and 2015 with an increase of 11.74%. The population projections between 2020 and 2030 have modest growth for the municipality. The reader is forewarned that projections of this type are at best an "educated guess" of future population.

Total population is projected to rise in Westmoreland to approximately 2,633 by 2015, and to 3,207 by 20230. As already noted, these numbers have been theorized according to calculated population growth trends.

TABLE 4-4
WESTMORELAND POPULATION PROJECTION AND PERCENTAGE OF GROWTH
2000-2030

		Census	Projections					
County	**Municipality**	**2000**	**2005**	**2010**	**2015**	**2020**	**2025**	**2030**
Sumner [2]	Westmoreland town	2,093	2,147	2,324	2,633	2,854	3,029	3,207
Sumner [2]	Net Change	N/A	54	177	309	221	175	178
Sumner [2]	Percent Change	N/A	2.52%	7.62%	11.74%	7.74%	5.78%	5.55%

2 Walnut Grove was unincorporated after the 2000 Census. This population has been assigned to the Unincorporated Area of Sumner County

Source: Tennessee Advisory Commission on Intergovernmental Relations (TACIR) and The University of Tennessee Center for Business and Economic Research

Table 4-5 presents population projections for the GNRC counties to the year 2030. The reader is forewarned that projections of this type are at best an "educated guess" of future population.

Total population is projected to rise in Sumner County to approximately 155,925 by 2010, and to approximately 211,946 by 2025. The rate of population growth is modest for Sumner County while neighboring counties Rutherford and Williamson are higher. As already noted, these numbers have been theorized according to calculated population growth trends.

TABLE 4-5
GNRC POPULATION PROJECTIONS WITHIN SUMNER COUNTY
2000-2030

Census			Projections				
County	**2000**	**2005**	**2010**	**2015**	**2020**	**2025**	**2030**
Cheatham	35,912	38,053	39,987	42,694	44,609	47,580	50,494
Davidson	569,891	607,413	641,948	697,660	736,606	750,208	764,142
Dickson	43,156	45,710	48,096	51,681	54,281	57,096	59,765
Robertson	54,433	59,938	64,972	73,002	78,938	85,690	92,591
Rutherford	182,023	219,839	251,596	307,184	347,974	383,836	420,465
Sumner	**130,449**	**143,892**	**155,925**	**176,163**	**190,388**	**201,263**	**211,946**
Williamson	126,638	152,062	174,485	213,234	241,933	276,716	318,873
Wilson	88,809	99,771	109,234	125,379	136,792	146,324	155,930

Note: 2005 data are Vintage 2007 Census Bureau intercensal estimates.

Source: Tennessee Advisory Commission on Intergovernmental Relations (TACIR) and The University of Tennessee Center for Business and Economic Research

Age of Population

The Sumner County and Westmoreland populations, respectfully, are aging. Sumner Countians aged 75 and over have slowly increased from 3.69% in 1960 to 4.77% in 2000. The County's population under 5 years of age has declined from 10.18% in 1960 to 6.77% in 2000. The age groups which saw the greatest increase from 1960 to 2000 was the age groups of 35 to 44 and 45 to 54.

Age characteristic trends are significant in indicating the kinds of services a community must provide its citizens in the future. If the trend of the past forty years continues through 2030, then the local governments in Sumner County including Westmoreland can expect to serve populations which will have an increasing percentage of their populations beyond working age.

Table 4-6 presents age characteristics of Westmoreland's population through 1980 to 2000. The chart represents a gradual decline in the ages under 5 through 34. The age of residents 35 to 44 had an increase from 1980 to 1990 of 14.02% followed by a decline to 13.14% in 2000. The age group with the greatest increase was 45 to 54 year olds. Individuals between the ages of 55 to 74 had slight gains followed by declines. The greatest increase in the age of the population occurred for individuals 75 and older.

TABLE 4-6
WESTMORELAND AGE CHARACTERISTICS
1980-2000

Year	Under 5	5 to 9	10 to 14	15 to 19	20 to 24	25 to 34	35 to 44	45 to 54	55 to 64	65 & Up	75+
1980	8.10	9.58	8.72	7.58	8.32	16.36	11.06	9.29	8.49	7.35	5.13
1990	6.78	6.72	8.86	8.57	7.13	14.19	14.02	9.39	9.21	8.52	6.60
2000	7.26	6.98	7.02	6.74	5.59	13.81	13.14	13.38	9.08	7.60	9.41

Source: US Census Bureau and Tennessee Statistical Abstract

Households

Housing and the provision of housing have direct ties to the local economy. Housing plays an important role in defining Westmoreland's quality of life and housing availability is directly linked to the city's ability to attract employers and provide homes for employees. The lack of a home often leads to a diminished opportunity in life that is unacceptable to the community leading to problems such as social, economic and health-related concerns. The largest issue facing the municipality today is the lack of Section 8 and assisted living housing.

As shown in Table 4-6, the population of Westmoreland continues to transition towards the empty nest lifecycle. As a result, local jurisdictions need to provide services to meet the

needs of an aging population. These individuals prefer services that are conveniently located and handicap accessible

Based on the 2000 Census, 59% percent of existing housing in Westmoreland was constructed within the last 30 years. The largest group of houses was constructed between 1970 and 1979. The next significant number of homes constructed was between 1990 and 1999. By reviewing the population projections, the municipality will see an increase in the number of housing units by 2030.

Housing values presented in this section represent owner-occupied units within the City of Westmoreland. The median housing value of owner-occupied units increased from $37,900 in 1990 to $71,300 in 2000 detailed in Table 4-11.

Tables 4-7 to **4-10** depict the age of housing stock, types of housing units, household demographics and the value of owner-occupied housing units within Westmoreland.

TABLE 4-7
AGE OF WESTMORELAND HOUSING STOCK IN 1990-2000

Year Structure Built	1990	2000	Percent
1999 to March 2000	N/A	20	2.2
1995 to 1998	N/A	65	7.3
1990 to 1994	N/A	58	6.5
1980 to 1989	175	156	17.5
1970 to 1979	176	230	25.8
1960 to 1969	146	133	14.9
1940 to 1959	135	158	17.7
1939 or earlier	77	73	8.2

Source: US Census 2000

TABLE 4-8
WESTMORELAND HOUSEHOLD DEMOGRAPHICS
1990-2000

HOUSEHOLDS BY TYPE	1990	2000	Net Change	Percentage
Total households	**668**	**804**	136	16.92%
Family households (families)	478	561	83	14.80%
Married-couple family	371	437	66	15.10%
Female householder, no husband present	89	91	2	2.20%
Nonfamily households	190	243	53	21.81%
Householder living alone	178	218	40	18.35%
Householder 65 years and over	106	117	11	9.40%
Average household size	2.58	2.48	-0.1	-4.03%

Source: US Census 1990 and 2000

TABLE 4-9
VALUE OF OWNER-OCCUPIED HOUSING UNITS IN WESTMORELAND
1990-2000

Specified owner-occupied housing units	1990	2000	Net Change	Percentage
Total	**353**	**401**	48	11.97%
Less than $50,000	250	67	-183	-273.13%
$50,000 to $99,999	102	299	197	65.89%
$100,000 to $149,999	1	15	14	93.33%
$150,000 to $199,999	0	13	13	100%
$200,000 to $299,999	0	7	7	100%
$300,000 or more	0	0	0	0
Median (dollars)	$ 37,900	$ 71,300	$33,400	46.84%

Source: US Census 1990 and 2000

TABLE 4-10
WESTMORELAND TYPE OF HOUSING STRUCTURES
1990 TO 2000

UNITS IN STRUCTURE	1990	2000
1-unit, detached	502	672
1-unit, attached	10	8
2 to 4 units	37	48
5 to 9 units	42	19
10 or more units	14	34
Mobile home	104	112
Total housing units	**709**	**893**

Source: US Census Bureau

There are rental units within Westmoreland. The number of rental units in Westmoreland is shown in **Table 4-11** as 290 units. Thirty-four percent of renters were paying $300 to $499 per month. The area has a few high priced rentals within the city limits.

TABLE 4-11
WESTMORELAND RENTAL VALUES 2000

Specified renter-occupied units	2000	Percentage
GROSS RENT		
Less than $200	35	12.07%
$200 to $299	47	16.21%
$300 to $499	100	34.48%
$500 to $749	85	29.31%
$750 to $999	5	1.72%
$1,000 to $1,499	0	0
$1,500 or more	0	0
No cash rent	18	4.53%
Median (dollars)	$397	
Total Number of Units	**290**	

Source: US Census Bureau

Housing affordability is a growing problem nationwide that affects the number of people who can live in a community. The gap in housing affordability decreases the ability to attract new business and industry. This plan defines affordable housing for residents of Westmoreland as any housing options that meet minimum building codes and requires no more than 30 percent of a household's income for rental or mortgage payments. Housing, so defined, encompasses households of all income levels. The housing may or may not be subsidized and it may be owner-occupied or rental units. Implicit in this broad definition is the assumption that the housing is physically adequate and not overcrowded.

Table 4-12 depicts the gross rent as a percentage of household income in 1999. Over thirty-seven percent pay 30 percent or higher of their household income for rent. Local officials should involve the private, public and non-profit sectors to create affordable housing objectives. Encouraging the long-term development of affordable housing that is in the vicinity of employment centers will make Westmoreland attractive to employers and employees.

TABLE 4-12
SPECIFIED RENTER-OCCUPIED UNITS AND RENT AS A PERCENTAGE OF HOUSEHOLD INCOME IN WESTMORELAND

Gross Rent as a percentage of household income in 1999	2000	Percentage
Less than 15 percent	60	20.69%
15 to 19 percent	37	12.76%
20 to 24 percent	26	8.97%
25 to 29 percent	31	10.69%
30 to 34 percent	50	17.24%
35 percent or more	60	20.69%
Not computed	26	8.97%
Total	**290**	

Source: US Census Bureau 2000

Findings

What is expected to happen from 2010 forward? It is difficult to effectively project population and employment growth over the long term given the current challenges of the economy. The extension of water and sewer lines within Westmoreland, moderate development could occur between 2010 and 2030. Availability of water and wastewater along growth corridors would open up tracts of land for urban development. It is expected that during this period the growth rate in the municipality would continue to rise.

Accommodating future housing needs will require substantial effort and planning. There is an increasing need for all forms of affordable housing including multi-family housing and single-family houses construction. In order, to attract new business and employees more rental units should be constructed to meet this growing segment. As the population continues to age, assisted living and senior-oriented units should be constructed. In addition, Section 8 housing for low-income residents reduces the number of residents paying over the 30 percent of their income on housing making it affordable.

EMPLOYMENT

For Westmoreland's economy to build, expand, and grow, its citizens must continue to have a vision for economic vitality. Vitality encompasses all participants in the economy regardless of education and skill levels or business size. The economic vitality must provide entry points for diverse types of workers and provide opportunities for expansion and retention of current businesses. Profitability of local business is important regardless of size or industry. When citizens in 2030 look back at the policies set in this document, they should be pleased with the strategies that leaders put in place to ensure that Westmoreland stayed on course.

Westmoreland's historical data concerning employment is very limited. Therefore, in order to piece together the local employment picture Sumner County level data will be used.

Table 4-13
Sumner County Employment Trends 1940-2000

	1940	% of Total	1970	% of Total	2000	% of Total
Agriculture-Mining	6,109	55.7%	1,397	6.3%	494	0.6%
Construction	354	3.2%	2,038	9.2%	6,599	8.5%
Manufacturing	1,456	13.3%	7,789	35.2%	10,114	13.0%
Transportation-Utilities	273	2.5%	1,438	6.5%	4,109	5.3%
Wholesale Trade	93	0.8%	774	3.5%	2,949	3.8%
Retail Trade	764	7.0%	3,058	13.8%	10,793	13.8%
Finance-Insurance-Real Estate	108	1.0%	1,007	4.6%	5,219	6.7%
Services	1,512	13.8%	3,985	18.0%	30,716	39.4%
Public Administration	159	1.5%	631	2.9%	3,279	4.2%
Not Reported	129	1.2%	---	---	0.0%	0.0%
Information	---	---	---	---	1,721	2.2%
Total	10,957	100.0%	22,117	100.0%	77,993	100.0%

Source: US Census Bureau, Census of Population 1940, 1970 and 2000 and Westmoreland General Plan, 1977

Agriculture/Wildlife

Westmoreland is a community that initially contained significant forests. The community has a long history of strong regional connections through the railroad, which was once used for trading purposes between Scottsville and Franklin, Kentucky. Settlers cut cord wood and these ties were delivered to the railroad. During the peak of timber production, from1786-1986, 250 to 300 saw mills were in operation within the region[17]. The wood was used for the railroad and for communities to layout streets. In addition, lumber was transported to Gallatin for the construction of single-family dwellings.

Around 1900, commercial growing of tobacco occurred. The two main types were dark air cured and burley tobacco. In addition, Westmoreland was known for livestock sales and influenced the regional agricultural infrastructure of the region. The railroad serviced the agricultural industry well through the shipment of goods and services.

There was an attempt at commercial scale growing of fruit. During the 1920s, strawberries were grown in the Westmoreland area with limited success. In addition, peaches, green wrapped tomatoes and cucumbers were also attempted.[18] However, the weather and lack of production stopped these endeavors.

[17] Walter T. Durham & James W. Thronton, A pictorial history of Sumner County, TN 1786-1986.
[18] A.L. Nimmo,Some Details of Our Communities' Past, August 3, 1962

In 1930, Westmoreland became the site of the East Sumner Fair. By 1932, however forests had been reduced that the remaining stumpage would support a few mills.[19] Farmers turned to corn and other grains for harvesting. As the area has become more urbanized, there is a large percentage of pastureland within the area for livestock. As the railroad closed December 10, 1976, the Louisville and Nashville railroad closed ending this avenue of transporting agricultural products.

Employment changed within Sumner County during the past four decades. The face of the workforce changed with the introduction of the Industrial age, as more and more people sought employment in factories, and further increased in the world wars in the 20th Century, which relocated many people from the farms and rural communities to the larger cities. The number of farms and average acreage per farm has decreased over the past thirty years. Sumner County has seen steady decreases in the number of farms as well as land in farms.

The Census of Agriculture provides a snapshot every 5 years of the changes within the agricultural land base, commodities, and government assistance to farmers. It is important to remember that the definition of agriculture has changed nine times since 1850.[20] Therefore it is difficult to compare numbers when the defining elements are changed. **Table 4-14** depicts the number of farms, land in farms and average size of farms for Sumner County. Between 2002 and 2007, the number of farms decreased by 284 farms and the land mass decreased by 9,967 acres which are the largest declines recorded.

Table 4-14
Sumner County Census of Agriculture 1978-2007

	1978	1982	1987	1992	1997	2002	2007
Number of farms	2,035	2,178	1,864	1,669	2,020	1,957	1,673
Land in farms	214,471	217,866	205,681	177,522	193,449	193,386	183,419
Average size of farms	105	100	110	106	96	99	110

Source: US Census of Agriculture 1978-2007

Employment

The purpose of this section is to assure that the land use and transportation plan and updated land use regulations provide adequate opportunities for a variety of economic activities in the municipality, while continuing to provide opportunities for the residents. Economic development should serve the purpose of maintaining or improving the local quality of life rather than being separated from land use planning. The challenge for years to come is to furnish the municipality with adequate resources of land, provide educational opportunities and skill sets for the citizens and finance for development of a diversified economic base. This base will provide the necessary tax and income base to maintain the Westmoreland's

[19] Walter T. Durham & James W. Thronton, A pictorial history of Sumner County, TN 1786-1986.

[20] http://www.agcensus.usda.gov/Publications/2007/Full_Report/Volume_1,_Chapter_1_State_Level/Maryland/mdintro.pdf

civic, social, environmental character and stability. The industrial and commercial development must be done to reduce point and nonpoint pollution so that it is an asset in the community. The tables listed below will examine Westmoreland's economy, using local, state and national trends.

Tables 4-15 and 4-16 depict the major employers within Sumner County and the City of Westmoreland. Although Westmoreland does not have a substantial employment base, the regional employers have an affect on the local community.

Table 4-15
Sumner County Employment Structure

Major Employers Sumner County	
Employer	**Number of Employees**
Sumner Regional Medical Center/Sumner Regional Health Systems (Health Care)	1,326
Gap, Inc (Clothing Distribution)	1,250
Volunteer State Community College (Education)	800
Macy's / Bloomingdale's (Online Distribution Center)	500
Hendersonville Medical Center (Health Care)	500
Peyton's Mid-South (Supermarket Distribution Center)	475
FDS, Inc. Federal Department Stores (Distribution Center)	409
RR Donnelley & Sons (Binding)	320
ABC Fuel Group Systems (Auto Fuel Systems)	305
Unipres (Pressed Metal Parts)	300
Thomas & Betts Corporation (Electrical Boxes)	270
Kirby Building Systems Co. (Prefabricated Steel Buildings)	270
SERVPRO Industries, Inc. (Cleaning & Restoration, Corporate HQ)	254
Walmart (Retail Merchandise)	200
Lowe's Millwork (Door/Window Manufacturing)	200
Digital Connections, Inc. (Data Communications)	200
Hoeganaes Corporation (Powdered Metal)	197
TVA Gallatin Fossil Plant (Electric Power)	175
Aladdin Group Administrators (Insulated Food)	175
Albany International Fabrics (Paper Machine Clothing)	165
Commercial Warehouse Cartage for GE (Distribution)	152
MGM Window Company (Insulated Glass)	150
Charles C. Parks (Food Distribution)	150

Source: Forward Sumner Economic Council

Table 4-16
Westmoreland Major Employers and Number of Employees

Employer	Number of Employees
Total Kitchen & Bath (Cabinetry)	7
Walker & Son, Inc. (Steel Fabricator)	6
Specialty Label Sales (Labels)	5
Fleetwood Drapery (Draperies & Curtains)	4

Source: Forward Sumner Economic Council

Table 4-17 reports the total employment in major business sectors as a percentage of the 1940, 1970 and 2000 for Tennessee. The table demonstrates that Tennessee's economy is diversified. Particular occupations and their numbers compiled throughout 1970-2000 *Tennessee Statistical Abstracts* vary by which category they were placed in.

Table 4-17
Employed Labor Force in Major Industrial Sectors: Sumner County 1940, 1970 and 2000

INDUSTRY	1940	% of Total	1970	% of Total	2000	% of Total
Agriculture-Mining	6,109	55.7%	1,397	6.3%	579	0.9
Construction	354	3.2%	2,038	9.2%	5,293	8.0
Manufacturing	1,456	13.3%	7,789	35.2%	11,549	17.5
Transportation-Utilities	273	2.5%	1,438	6.5%	3,641	5.5
Wholesale Trade	93	0.8%	774	3.5%	3,342	5.1
Retail Trade	764	7.0%	3,058	13.8%	9,087	13.8
Finance-Insurance-Real Estate	108	1.0%	1,007	4.6%	4,158	6.3
Services	1,512	13.8%	3,985	18.0%	---	---
Public Administration	159	1.5%	631	2.9%	2,355	3.6
Not Reported	129	1.2%	---	---	---	---
Information	---	---	---	---	2,025	3.1
Professional, scientific, management, administrative, and waste management services	---	---	---	---	5,060	7.7
Educational, health and social services	---	---	---	---	10,796	16.4
Arts, entertainment, recreation, accommodation and food services	---	---	---	---	4,804	7.3
Other services (except public administration)	---	---	---	---	3,237	4.9
Total	10,957	100%	22,117	100%	65,926	100%

Source: U.S. Census Bureau of the Census, Census of Population, 1940, 1970 and 2000

--- The 2000 Census broke down the service category into three additional categories that were not included in the 1940 and 1970 numbers.

Table 4-18 shows the manufacturing employment of counties within the Nashville SMSA from 1940 to 2000

Table 4-18
Manufacturing Employment of Counties within the Nashville SMSA
1940-2000

County	1940	1950	1960	1970	1980	*1990	2000
Cheatham	156	312	744	1,542	2,358	2,735	2,680
Davidson	21,884	28,798	35,465	38,806	38,472	33,404	27,122
Dickson	1,267	1,405	1,956	3,188	3,386	3,984	4,006
Robertson	1,423	1,474	2,283	3,222	4,936	5,239	5,841
Rutherford	885	1,437	2,609	5,544	9,417	14,822	18,452
Sumner	1,456	2,088	3,845	7,789	9,974	12,558	11,549
Williamson	683	890	1,769	3,865	5,747	6,782	7,873
Wilson	1,449	1,449	2,607	5,350	7,367	7,094	7,655

Source: U.S. Bureau of the Census, Census of Population, 1940 to 2000
*1990 Manufacturing numbers combined durable and nondurable goods.

Table 4-19 shows the education attainment of Westmoreland residents. The number of residents with less than a 9th grade education has dropped by almost 10% since 1990. Although, the number of students graduating or receiving their equivalency has decreased by over 6%/. The individuals receiving some college have doubled over the last decade and some gains for individuals receiving higher education degrees.

Table 4-19
Westmoreland Educational Attainment 1990-2000

EDUCATIONAL ATTAINMENT	1990	Percentage	2000	Percentage
Population 25 years and over	1,069	100	1,424	100
Less than 9th grade	308	28.8	269	18.9
9th to 12th grade, no diploma	220	20.6	256	18
High school graduate (includes equivalency)	363	40.0	476	33.4
Some college, no degree	89	8.3	242	17.0
Associate degree	15	1.4	62	4.4
Bachelor's degree	55	5.1	80	5.6
Graduate or professional degree	19	1.8	39	2.7
Percent high school graduate or higher	50.6	(X)	63.1	(X)
Percent bachelor's degree or higher	6.9	(X)	8.4	(X)

Source: US Census Bureau 1990 and 2000

Table 4-20 illustrates the increase in the number of individuals entering the labor force for Westmoreland. The number of individuals entering the labor force has increased by 208

persons since 1990. Although the numbers show promising gains, this information was collected before the economic recession nationwide.

Table 4-20
Westmoreland Labor Statistics 1990-2000

Labor Force	1990	%		2000	%
Population 16 years and over	1,319	100		1,656	100
In labor force	794	60.2%		1,002	60.5%
Civilian labor force	794	60.2%		1,002	60.5%
Employed	708	53.7%		976	58.9%
Unemployed	86	10.8%		26	1.6%
Percent of civilian labor force	6.50%	(X)		2.60%	(X)
Armed Forces	0	0		0	0
Not in labor force	525	39.8%		654	39.5%

Source: US Census 1990 and 2000

Table 4-21 illustrates the overall increase of travel time made by Westmoreland residents. The information provided by the Census Bureau signifies the added length of time individuals are spending to travel to work. The greatest gains are within the time period of 30 to 34 minutes and 60 to 89 minutes. These statistics demonstrate the diversification within the region and the need for people to travel further to find employment.

Table 4-21
Mean travel time of Westmoreland Labor Force 1990-2000

	1990	2000
Less than 5 minutes	37	60
5 to 9 minutes	138	91
10 to 14 minutes	58	32
15 to 19 minutes	20	34
20 to 24 minutes	49	97
25 to 29 minutes	71	69
30 to 34 minutes	142	227
35 to 39 minutes	11	17
40 to 44 minutes	18	41
45 to 59 minutes	47	112
60 to 89 minutes	63	106
90 or more minutes	22	29
Worked at home	14	27

Source: US Census 1990 and 2000

Summary

Westmoreland is primarily a bedroom community with a small employment base. More Westmoreland and Sumner Countians tend to commute to nearby communities to work, such as Gallatin, Nashville and Hendersonville. Much of the local employment still maintains its traditional roots in agriculture and small manufacturing enterprises.

During the planning period 2010-2030, Westmoreland's population is projected to increase yearly. The greatest amount of increase is projected in 2015 with an 11.74% increase. However, this change is not reflective of a long-term trend. Westmoreland is projected to continually steadily 5 to 7 percent every five years thereafter. This compares to the state, which is expected to grow 5.8%. Provided a consistent increase in job creation and minimal out-migration, Sumner County as a whole will continue to have mild growth. An increase in the number of households in Westmoreland will have a significant impact on planning issues. The slight decrease in persons-per-household in Sumner County reflects smaller family sizes.

CHAPTER 5

EXISTING LAND USE AND TRANSPORTATION ANALYSIS

INTRODUCTION

As a prerequisite to preparing a plan for future land use and transportation, a survey and analysis of the existing patterns and characteristics must be completed. The data from this Chapter's existing analysis when integrated with information pertaining to natural factors affecting development, the population, economic factors, and transportation facilities is vital in determining what areas are best suited for the various land uses and transportation facilities over a planning period.

EXISTING LAND USE AND TRANSPORTATION

Before a municipality can determine its future land use requirements, it is necessary that an inventory and analysis of existing land uses be completed. This land use inventory identifies and analyzes the various uses by categories and the amounts of land devoted to each.

ILLUSTRATION 4 depicts the various land uses in the City of Westmoreland and its UGB as determined by a land use survey completed by the Local Planning Assistance Office.

The land uses depicted on Illustration 4 are grouped into the following categories:

Commercial: Land on which retail and wholesale trade activities and/or services occur. Land on which an array of private firms which provide special services are located. This category includes hospitals, banks, professional offices, personal services, repair services, etc. and vacant floor space.

Public/Semi-Public Services, Cultural and Recreational, Utilities: Land on which educational, religious, fraternal facilities, and all federal, state, and local governmental uses are located; land on which museums, libraries, parks, and similar uses are located; land on which utility structures or facilities are located. This includes water tanks, sewer plants and pump stations, electrical substations and telephone switching stations.

Industrial: Land on which the assembly, processing or fabricating of raw materials or products takes place.

Transportation: Land on which municipal streets, county roads and state highways are located, including the right-of-ways. Airports, rail lines, and other modes of transportation are included.

Undeveloped/Vacant: Land that is currently used agriculturally, forestland, or is otherwise vacant.

Residential: Land on which one or more dwelling units are located. This includes all single-family and multi-family residences, mobile homes, and public housing. It is important to note that the Residential category is further divided into Single-family residential l—small tracts, Single-family residential—over 2 acres; and mobile home—small tracts, mobile home—over 2 acres. The over 2 acre categories appear to be vacant land physically, but, due to these large tracts having a residential unit on premises, then they are classified as developed land. However, both categories have the potential to be further subdivided, provided there are no inhibitions such as zoning, flood zone areas, slope, and utility coverage as well as ownership prerogative.

ILLUSTRATION 4
LAND USE INVENTORY

LAND USE ANALYSIS

Within the corporate limits of Westmoreland there are approximately 2,938 acres, or 4.59 square miles of land. Of this total land area, an estimated 85.2 percent, or 2,504 acres are considered developed. This leaves percent, or 434.0 acres of undeveloped area. Some are limited to certain kinds of development by physical constraints such as susceptibility to flooding, steep slope, or other development constraints.

Residential land comprises 892.3 acres, or 30.3 percent of the total land area. Commercial land comprises 52.8 acres, or 1.8 percent of the total land area. Public/Semi-Public Service uses comprise 247.7 acres, or 8.4 percent of the total land area. Industrial uses occupy 59.5 acres, or 2 percent of the total land area. Lands considered Undeveloped/Vacant (woodland, agriculture, open space, or otherwise vacant) comprises 1320 acres, or 45 percent.

The UGB consists of a little over 9,605 acres, or 15 square miles of land. Much of this land is Undeveloped/Vacant (woodland, agriculture, open space, or otherwise vacant), with 8,119 acres, or 84.5% of total land area, followed by Residential use at 1,122 acres or 11.7%. Public/Semi-Public Service uses comprise 32.9 acres or .34%. Commercial uses comprise 0 acres or 0% and Industrial uses comprise 1.25 acres or 0.01%.

Tables 5-1 and 5-2 lists each land use with the corporate limits and UGB, respectively.

Table 5-1
Land Use Figures—Westmoreland Corporate Limits

Westmoreland	Acreage	Percent
Single Family Residential < 5 Acres	516.90	17.59%
Single Family Residential >= 5 Acres	210.45	7.16%
Duplex	5.75	0.20%
Multi Family	6.20	0.21%
Mobile Home	148.18	5.04%
Mobile Home Park	4.88	0.17%
General Commercial	45.87	1.56%
Office (Professional/Medical/Gen)	27.60	0.94%
Motel/Hotel	0.78	0.03%
Nursing Home	5.13	0.17%
Verify Commercial	6.92	0.24%
Light Industrial/Warehousing	59.48	2.02%
Public	207.60	7.07%
Semi Public	40.09	1.36%
Utilities	26.58	0.90%
Vacant Lot < 5 Acres	231.11	7.87%
Vacant Lot >= 5 Acres	202.91	6.91%
Agricultural Tract Unimproved	308.76	10.51%
Agricultural Tract w/SFR	224.63	7.65%
Agricultural Tract w/Mobile Home	6.83	0.23%
Timber Tract Unimproved	272.56	9.28%
Timber Tract w/SFR	63.32	2.16%
Timber Tract w/Mobile Home	9.99	0.34%
Highway/ROW	262.27	8.93%
Railroad ROW	4.93	0.17%
Unclassified Structure < $30,000	32.07	1.09%
Unclassified Structure >= $30,000	5.59	0.19%
Uncoded by Land Use Model	0.66	0.02%
Total	**2938.04**	**100%**

Source: Local Planning Assistance Office, GIS Department

Table 5-2
Land Use Figures—Westmoreland UGB

Westmoreland UGB	Acreage	Percent
Single Family Residential < 5 Acres	343.22	3.57%
Single Family Residential >= 5 Acres	460.57	4.79%
Duplex	0.00	0.00%
Mobile Home	318.20	3.31%
Office (Professional/Medical/Gen)	0.00	0.00%
Light Industrial/Warehousing	1.25	0.01%
Public	0.09	0.00%
Semi Public	32.82	0.34%
Utilities	0.00	0.00%
Vacant Lot < 5 Acres	118.40	1.23%
Vacant Lot >= 5 Acres	315.15	3.28%
Agricultural Tract Unimproved	1712.97	17.83%
Agricultural Tract w/SFR	1658.65	17.27%
Agricultural Tract w/Mobile Home	126.58	1.32%
Agricultural Tract w/SFR and Mobile Home	128.00	1.33%
Timber Tract Unimproved	2272.98	23.66%
Timber Tract w/SFR	1517.01	15.79%
Timber Tract w/Mobile Home	222.69	2.32%
Timber Tract w/SFR and Mobile Home	47.52	0.49%
Highway/ROW	185.38	1.93%
Railroad ROW	19.45	0.20%
Unclassified Structure < $30,000	99.57	1.04%
Unclassified Structure >= $30,000	9.75	0.10%
CAAS Data Unavailable for Parcel98	0.39	0.00%
Uncoded by Land Use Model	14.61	0.15%
Total	9605.24	100.00%

Source: Local Planning Assistance Office, GIS Department

Residential

Residential uses are predominately single family dwellings in Westmoreland, comprise approximately 30.3% of the residential land uses. Mobile home dwellings comprise 5.04% of the residential land uses, and multi family uses comprise the remaining 0.2%. Residential uses in the UGB are also predominantly single family dwellings, making up approximately 11.7%, while mobile home dwellings comprise 3.31%, there are no multi- family structures in the UGB.

Housing unit trends have modified moderately over the past 30-40 years. A 1979 survey of residential structural conditions, the dwelling units count within the total planning area had a total

of 712. The report showed that of the 712 homes, 646 were considered sound, while 46 deteriorated, and 20 were dilapidated. The housing structure inside and outside the city had the same percentages of sound, deteriorated and dilapidated structures. The 2000 Census showed the total number of 874 housing units.

The number of housing units, by tenure, and vacancy status in Westmoreland were available for 1990 to 2000. In 1990, of the 709 total housing units, 668 were occupied and 41 were vacant. In 2000, of 874 total housing units, 804 were occupied and 70 were vacant. In terms of mobile homes, Westmoreland had 104 structures in 1990 and 112 structures in 2000.Another factor with housing, structural conditions, and occupancy is the age of the homes. In 2000, 20 homes were built between 1999 and 2000; 165 homes between 1995 and 1998; 58 homes between 1990 and 1994; 156 homes between 1980 and 1989; 230 homes between 1970 and 1979; 133 homes between 1960 and 1969; 158 homes between 1940 and 1959; and 73 homes between 1939 and earlier. So, the majority of homes in Westmoreland were built from 1970-1990.

Public Service

Land used for Public/Semi-Public Service consist of the water and sewer treatment plant, and sewer lift stations. The Westmoreland Elementary, Middle and High Schools are located on Hawkins Drive. The Westmoreland Library is located on Epperson Springs Road. The Westmoreland Fire Department is located on West Walnut Street. The Fire Department is located on Pleasant Grove Road. There are currently 18 churches and two City parks. The parks include Westmoreland City Park on Ball Park Road and the Westmoreland Community Park located just south of Austin Peay Highway. The Westmoreland Community Park has a ¼ mile walking track and pavilion that is used for concerts and other events. The City of Westmoreland does not have an existing sidewalk system. The only sidewalk in the City is located along the downtown storefronts. A proposed sidewalk plan is in **Illustration 13A**, and will also be illustrated along with the future phases on the Development Plan Concept in Chapter 6.

Other public services are the Westmoreland City Hall located on the Downtown Public Square, the U.S. Post Office, located on Depot, the Westmoreland Observer, located on Park Street

Commercial

The vast majority of the commercial uses are located along the Highways 31E and 52 corridors. There are individual commercial parcels scattered throughout the city limits. Commercial uses consist of a variety of retail and service entities. There are currently three financial institutions in the municipality, located on New Highway 52, Austin Peay Highway and Highway 31-E. Much of the Downtown area consists of small storefronts that line Park Street. The Downtown area consists of three anchor businesses, Mike's Food Value, Kirby's Auto Supply on Park Street and the Post Office on Depot Street. The downtown strip has a high occupancy rate with several new stores. The downtown tenants include City Hall, two florists, the Westmoreland Observer, hair salon, fabric and gift store and fitness facility.

Industrial

The Industrial areas in Westmoreland are located in four areas. Three areas are located in the northern region of the corporate limits and the other is in the central region. The City of Westmoreland was once home to the Fleetwood Homes which produced manufactured homes. However, the company relocated and left the municipality. As a result there are two structures; the new Fleetwood building is located on City Park and Pleasant Grove Road. The old Fleetwood building is located on Fleetwood Drive. The third industrial area is the Lumber Yard on Hawkins Drive and the last site is the Shirt Factory on Bledsoe Road.

The Westmoreland Industrial Board has purchased the Old Fleetwood site and has renamed the complex the Westmoreland Exposition Center. The Reese Brothers Mule Company has decided to relocate from Gallatin, Tennessee to Westmoreland to conduct mule auctions and agricultural sales. The zoning ordinance was recently amended to accommodate agricultural activities, rodeos, motorized vehicle shows and restaurants to become a destination location for the surrounding area. The 38 acre site is well suited for a variety of activities.

UNDEVELOPED/VACANT

Much of the Undeveloped/Vacant land is in large tracts, and is primarily used for agriculture or as woodlands. It is expected, however, as time progresses, some farms and large tracts will convert to residential development. Though less acreage within the City's corporate limits than in the UGB, these lands are not so concentrated in one or two areas but are scattered almost evenly throughout the UGB area. Most of the land is well drained, and ideally suited for development, with exception to those areas with severe limitations, as illustrated in **Natural Factors**.

UTILITIES

Water is provided by the City of Gallatin, which source is the Cumberland River. The City of Westmoreland is served by a series of 2, 4, 6, 8 and 10 inch lines. Water capacity is currently at about 1,000,000 Gallons Per Day (GPD). Current consumption is 450,000,000 GPD. There are two water tanks, located on Rose Street and Kelly Boulevard; each tank has a 500,000 gallon capacity.

ILLUSTRATION 5 depicts the location of water lines in Westmoreland.

Westmoreland has access to the public sewer system, which is supplied by the City's Sewer Department. Citywide coverage is currently 85-90% of the total developed land area. The sewer treatment plant is located on Ball Park Road and has a capacity of 300,000 Gallons Per Day (GPD). Current Usage is 140,000 GPD. **ILLUSTRATION 6** shows these sewer systems for Westmoreland.

There is no natural gas supplier within the City of Westmoreland. Due to the soil types, and rocky terrain the municipality has been unable to secure a source provider.

Electrical service to the City of Westmoreland is provided by the Tri-County Electric Membership Corporation, which the source provider is the Tennessee Valley Authority. **ILLUSTRATION 7** shows the location of electric lines and substations in Westmoreland.

Findings. The Westmoreland community has available land for development for years to come. With the exception of the areas with severe limitations, Westmoreland will experience moderate growth well into the 21st Century.

Westmoreland is adequately served by water lines. However, to handle additional residential and commercial growth, the city should explore funding to upgrade and improve the sewer system. The individual septic systems require more land area for filtration, occasional maintenance due to system failure, and will create limitations to development due to soils analysis for percolation and other environmental concerns that impact system location.

ILLUSTRATION 5
WATER LINES

ILLUSTRATION 6
SEWER LINES

TRANSPORTATION ANALYSIS

A municipality's transportation system is a vital service function which is essential to its growth and development. The automobile is and will continue to be the most dominant mode of transportation for Westmoreland. This chapter addresses the efficient movement of the automobile, as well as other modes of transportation that are integral to the community such as pedestrian movement, bicycles and mass transit.

Growth and development in Westmoreland and Sumner County has increased traffic using the local, state and federal road networks. This growth however is not the only factor that has impacted traffic movement. Trends in the dramatic increase of women in the work place, major shifts in employment distribution and increased commercial draw throughout Sumner County have affected traffic patterns.

Land use and transportation patterns are interrelated and very important in discussing future strategies and policies. Improvements to increase highway capacity tend to encourage land use changes that result in increased trips until traffic congestion returns to the level it was prior to the improvement or exceeds that level. On the other hand, changes in land use can increase traffic demand on existing roads, resulting in the need for roadway improvements.

The numerous thoroughfares which traverse the municipality and its potential growth area vary in their design, purpose and utilization. To facilitate the analysis of these streets, roads and highways, these thoroughfares have been classified as to their intended use. According to the *Tennessee Statistical Abstract*, there are currently 63.14 miles (333,379.2 feet) of total roads in Westmoreland. In terms of Westmoreland's Urban Growth Boundary has 35.42 miles (187,017.6 feet) of roads. Much of these roads are collectors and local streets.

Thoroughfare Classification

The primary or intended use of a thoroughfare varies from that of providing access to residential and other structures, to providing uninterrupted movement of high speed traffic. To clarify the usage, a classification has been established denoting the function served. These classifications are shown on **ILLUSTRATION 8**, along with existing sidewalks (see Sidewalks/Greenways in this chapter.)

Interstate Highway: Access controlled roadways connecting major population centers devoted to serving high traffic volumes and long distance trips. There are no interstates within Westmoreland; however, the City is within close proximity to I-40.

Major Arterial Street: Roadways which link population centers, but often lack controlled access and traffic flow separation. Usually these are numbered U.S. Highways and State Primary Highways. State Highway 31 East runs in an east to west direction. Both of these major transportation routes are a portion of the Federal Highway system, thus receive funding through the Metropolitan Planning Organization. Highways 3 13, 20, 100 & 412 can be defined as major arterials.

Secondary Arterial Street: Roadways that link major arterials and distribute traffic onto local roads and collectors. These links also provide direct access to major traffic generators. These streets usually include numbered State Secondary Highways. There are no State secondary highways in Westmoreland.

Collectors: Roadways that link and provide access to and between minor arterials and local roads. Ideally these are internal to or abutting neighborhoods. Collectors in Westmoreland include Brooklyn Avenue, E. Brooklyn Street, College Street, S. Mill Street, Church Street, Hill Street, Polk Street, and portions of Tower and Factory Streets.

Local Roads are roadways that function primarily as the means for accessing individual properties. Most often minor streets are intended for limited capacities, carrying traffic for short distances, and serving residential uses. Many of Westmoreland's streets are of this classification.

ILLUSTRATION 8
MAJOR THOROUGHFARE PLAN

Traffic Circulation Patterns

The traffic circulation pattern in Westmoreland relies heavily on US Highway 31 East and East Highway 52. These major roads have overall experienced a moderate increase of volume over the past 30 years **(SEE ILLUSTRATIONS 9- 11).** Of the Average Daily Traffic (ADT) Counts, US Highway 31 East has experienced a significant increase from the 1988 to 2008. The same can be said for US Highway 31 North. Austin Peay Highway near the Macon County line has experienced a significant decrease since 1988. All other major study areas received gains and losses during the 20 year period.

These main traffic circulators are within close proximity to much of the vacant and undeveloped lands in Westmoreland, as described earlier in the chapter. Therefore, with the exception to certain areas with natural factors limiting growth, it can be expected that much of the future land development will significantly increase the traffic flows on these main roads.

Table 6-1
Westmoreland Average Daily Traffic Count

Average Daily Traffic (ADT) Count for Westmoreland, Tennessee							
Station Number	**Road Name**	**ADT 1988**	**ADT 1998**	**ADT 2008**	**1988-1998 Change**	**1998-2008 Change**	**1988-2008 Total Change**
37	Pleasant Grove Road (North)	1,119	950	972	-15.1%	2.3%	-12.8%
143	US Hwy 31 E (North)	4,727	6,975	6,214	47.6%	-10.9%	36.6%
38	Austin Peay Hwy (near Macon County Line)	4,003	1,323	1,077	-66.9%	-18.6%	-85.5%
213	E State Hwy 52	N/A	6,638	8,181	N/A	23.2%	N/A
90	US Hwy 31 E (South)	6,061	10,208	10,329	68.4%	1.2%	69.6%
214	New Highway 52 E	N/A	3,948	5,219	N/A	32.2%	N/A
36	Old Hwy 31 E (North)	1,799	1,778	1,866	-1.2%	4.9%	3.8%
35*	Austin Peay Hwy (Old Hwy 52E) (W of Westmoreland)	2,467	330	466	-86.6%	41.2%	-45.4%
39*	Old Hwy 31 E (South)	587	780	630	32.9%	-19.2%	13.6%

Note: * Outside Westmoreland Corporate Limits
N/A: Traffic count not available
Source Tennessee Department of Transportation

Impediments to Traffic

There are routes, more notably the collector roads that need to be improved. Improvements vary, as many of the roads in the community are in need of repair and widening. Roads such as North First, Hawkins Drive, Walnut Street, Locust and Pleasant Grove Road have insufficient road widths. These roads, like many in the community, are in need for widening as well as repaving. Major improvements to these and other roads will be covered in the Transportation section of the Development Plan in Chapter 6. Certain local roads in the community are in need of widening, redesign, or overall improvement. The narrow road width of Hawkins Drive has presented problems for local traffic to navigate. This section is extremely congested during the opening and closing of the elementary, middle and high schools. When school buses are passing each other, often times the tires are off the pavement due to the narrowness of the road. In order for

widening to occur, utilities will have to be relocated as well as securing property from private owners to widen the road. It is strongly encouraged that additional width be secured for the installation of sidewalks for citizens to walk to the schools .**ILLUSTRATION 14** details the roads with impediments.

Air/Rail/Port

The nearest regional airport is located in 2 miles east of Gallatin, TN. The Sumner County Airport, opened in 1962, occupies 162 acres, has a runway of over 5,000 feet in length, and is 584 feet above sea level. The airport is used by general aviation aircraft, including fuel services, power plant services, aircraft services and flying lessons. The airport also serves commercial-freight. It is located approximately 19.8 miles from Westmoreland.

In addition, Westmoreland is close to the Portland Municipal Airport which is about 3 miles northeast of downtown Portland and 14.7 miles from Westmoreland. The airport is 818 feet above sea level and has a runway of 5,000 feet in length. The public airport has corporate jets using the facility as well as vintage aircraft.

ILLUSTRATION 9
Average Daily Traffic Counts—1986

ILLUSTRATION 10
Average Daily Traffic Counts—1996

ILLUSTRATION 11
Average Daily Traffic Counts—2006

The nearest international airport is located in Nashville (BNA) approximately 60 miles from Westmoreland.

While there is no river terminals on the Tennessee River located in Sumner County, there are 14 terminals in nearby counties of Decatur and Humphreys, four in Decatur, and ten in Humphreys, with New Johnsonville being the closest port. Of those terminals, three of them, all located in Humphreys County, have river-to-rail accessibility with CSX.

Sumner County is serviced by CSX Transportation providing Class I rail service. CSX's Radnor Yard is an intermodal terminal and major rail hub for the southeast located nearby in Nashville.[21] This railroad hub connects the CSX line to 23 states, the District of Columbia and Canada. Regionally it connects other CSX lines to Louisville, Memphis, Atlanta, Birmingham and Evansville.

Sidewalks/Parks

The link between land use patterns and health impacts is directly related to zoning and subdivision regulations. Studies demonstrate that persons residing in an area with poor walkability are more likely to be overweight or obese. The implementation of policies in the City's zoning and subdivision regulations can lead to more pedestrian friendly communities, which promotes physical activity and health. Integrating mixed land uses with recreational and pedestrian access will increase the potential for physical activity within this community.

Westmoreland is severely deficient in sidewalks. The only sidewalk that exists is along the downtown commercial district. The local elected officials should research state and federal funding to expanded sidewalks especially along Hawkins Drive where the school facilities are located.

The Safe Routes to Schools (SRTS) Program was established in August 2005 as a part of the most recent federal re-authorization legislation, the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU). This law provides multi-year funding for the surface transportation programs that guide spending of federal gas tax revenue. The legislation provides funding for states to create and administer this program. This comprehensive safety program can provide solutions to the unsafe congestion by providing a safe route to school.

As growth occurs, there will need to be additional parks throughout the municipality. Based on the National Recreation and Park Association's (NRPA) facility standards, Westmoreland will need more parks in the future. The type of park most needed is a neighborhood park. The park is typically 1-2 acres in size, including playgrounds and athletic fields. The standard park requirement is 1 acre per 1,000 population.

[21] http://www.forwardsumner.org/transportation.aspx

Summary

Westmoreland's physical infrastructure presents an important challenge as well as great resource as the City plan's for its future. The challenge will be handling the future growth while the financial resources needed to manage and maintain it are greater than before; revenue from its users has declined. The needs are great because the City has not been able to update or perform the necessary infrastructure upgrades.

Westmoreland is a hub within the transportation system of Sumner County reaching the region and nation. Highways 31 and 52 will continue to serve as the main arteries for traffic flow through the community. As available lands continue to be developed, so shall the average daily traffic count continue to increase. The renovation and maintenance to existing roads will also have an impact on future development.

The Land Use and Transportation Plan should be a step towards smart growth explicitly integrating the environment, economy and community. As the population increases, the City has the opportunity to take steps in reducing the consumption of non-renewable resources, minimize the waste of water and other limited resources, and create walkable and healthy environments. These actions will make the City more competitive in job creation and enhancing the quality of life.

CHAPTER 6

THE DEVELOPMENT PLAN

INTRODUCTION

A primary concern for most communities is whether they will be able to guide and provide for their future growth and development. The Westmoreland Land Use and Transportation Policy Plan, through the Development Plan presented in this Chapter, establishes how the municipality can best accommodate spatial growth during the twenty year planning period. The Development Plan will serve as a general guide for the City of Westmoreland and its projected growth area. It is derived from an analysis of past events affecting development, governmental structure, natural factors, socio-economic factors, existing land use and the existing transportation system. It is also based on several major assumptions, factors, issues and trends.

The Development Plan requires the establishment of development goals reflective of the level of the growth desired. Objectives based on the development goals, and policies to achieve these objectives, are presented in this Chapter. These goals, objectives and policies represent detailed guidelines for future development decisions. These goals, objectives and policies are further reflected in the Major Thoroughfare Plan and the Development Plan Concept Illustrations which are intended as a general guide for physical development decisions.

MAJOR ASSUMPTIONS, FACTORS, ISSUES AND TRENDS

The major assumptions, findings, and trends identified in the preparation of this plan, are presented below. These assumptions represent the findings of the previous chapters, and are the forces which frame the goals, objectives, and policies of this plan.

The major assumptions, factors, issues and trends identified in this plan which will directly affect the future land use and transportation of the City of Westmoreland, are as follows:

1. The local government will continue to support economic and community development and the municipality will continue to have a strong planning program.

2. The municipality currently has funds available, although limited, for capital budgeting and the implementation of a public improvement program.

3. Natural factors, primarily topography limit some areas for development in the municipality.

4. Moderate population growth over the next fifteen to twenty years is projected for the municipality during the planning period.

5. Manufacturing, retail, and public and private services are projected to be the more prominent source of employment for the municipality during the planning period.

6. The municipality has few industrial parcels available for development. There are marketable large areas of undeveloped land available for large-scale industrial development. With extensive and proper infrastructure, more can be made available.

7. The municipality's proximity to Highways 31 and 52 has created potential for private and public service commercial enterprises.

8. The primary transportation problems in the municipality are throughout existing roadways including repairs and widening.

9. The municipality's water capacity and availability are adequate to meet the projected demands for future development.

10. The extension and upgrading of all utility lines will be necessary to accommodate significant growth and development.

11. The municipality's water lines will need to be replaced and upgraded as needed.

12. Areas that lack public sewer availability will hinder the anticipated growth in the higher density residential, and commercial and industrial development.

DEVELOPMENT GOALS

To adequately plan and allocate for its future land use, it is necessary that a community establish general developmental goals. In the context of a future land use plan, a goal is a general statement reflecting the objectives in the areas of land development, transportation, and service delivery the community wants to achieve. The overall goal of this land use plan for the City of Westmoreland is to provide a quality living and working environment for the residents of the municipality.

The following goals are general statements that the Westmoreland Planning Commission believes to be the desires of the citizens regarding the future development of the municipality.

1. To direct the best suitable development in Westmoreland, while preserving and protecting the long-standing agriculture and woodland tradition.

2. To preserve, protect and enhance the overall quality of life in Westmoreland while encouraging a more harmonious and higher standard of development.

3. To provide for adequate housing to accommodate social and community needs in all areas by providing balanced housing for all income levels, and are served by adequate vehicular and pedestrian circulation systems, are served by adequate infrastructure, and are properly related to other municipal land uses.

4. Locate large commercial and industrial development close to major thoroughfares with careful access controls and sufficient buffers from the roadway, any adjacent residential areas or areas of less intense users.

5. Provide sufficient opportunities for industrial and commercial development to provide for the essential employment needs of Westmoreland and Sumner County.

6. To provide adequate and efficient public facilities and services, with access to shopping, recreational and cultural activities that is convenient for the automobile, and to the extent possible pedestrian traffic.

7. Limit development to areas where adequate public facilities and municipal services already exist or where extensions can be easily accomplished or are financially viable.

8. To provide an efficient and effective transportation system with appropriate linkages and capacities.

9. To encourage the development of undeveloped land which has less natural restrictions and which has the necessary infrastructure.

OBJECTIVES AND DEVELOPMENT POLICIES

Both objectives and policies are utilized to achieve the goals established in this plan. Objectives are more specific, measurable 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.

The objectives and policies contained in this document represent the official public policy guidelines concerning land use and transportation matters for decision-making by the City of Westmoreland. The policies are presented as guidelines to be followed by developers, builders, neighborhood groups, civic organizations, and other private and public interests engaged in and concerned about growth and development in the community. The policies are also presented so that interested individuals and groups can better anticipate the City's decisions on future matters.

In the following section general growth management objectives and policies are presented. This section is followed by objectives and policies for each of the specific land use categories.

GENERAL DEVELOPMENT AND GROWTH MANAGEMENT

Growth has always been viewed as an inherent component of urban settlements. Most cities understand that growth is necessary for long-term viability and most regulate growth to varying extents. However, in more and more communities, the costs and benefits of continued growth have emerged as public issues. There is often hesitation over accommodating further development with its consequences of greater numbers of residents and higher densities, economic expansion, rapid consumption of land, and alteration of the natural environment.

The City of Westmoreland anticipates and welcomes growth and understands its importance as a part of those forces which beneficially affect the community's quality of life. At the other end of

the spectrum, the policy of growth at any cost has long term detrimental impacts and is not supported by the City. The approach taken by Westmoreland will be that of managed growth. To guide general growth and development the following objectives and policies are adopted.

A. ***Objective***-Preserve open space and environmentally sensitive areas such as natural tree stands, and other sensitive areas related to soil, slope, water table, stormwater runoff or mineral resources in order to prevent loss of natural resources.

Policies

1. Ensure that areas less suitable for development, due to natural factors, are developed only when appropriate remedial measures are taken.

2. Decisions on development proposals shall be based on an analysis of soils, slope, depth to bedrock, and location relative to flood prone areas.

3. Where the condition of the land is in doubt, and it appears that an unsuitable condition might exist, the potential developer shall have the responsibility for undertaking the necessary studies to prove the feasibility of the land to support the proposed development.

4. All development proposals will be assessed for the appropriateness of engineering design and the installation of all necessary drainage facilities and appurtenances.

5. The planning commission shall ensure that the pre-development run-off discharge rate of any site is not increased as a result of development. Proposed future developments should not increase flooding potential, substantially alter drainage patterns, or degradate natural water quality.

6. Areas located in a designated floodplain should be developed only in conformance with National Flood Insurance Program guidelines.

7. Major natural drainage ways, which are a part of the natural system of dispersing normal flood run-off in any drainage basin, should be protected from encroachment.

8. Ground water shall be protected by restricting the use of septic tanks to appropriate soil types and land formations. Most new development will be directed to areas on the City sewer system.

9. Development proposals involving soil disturbance shall be in conformance with appropriate sediment and erosion control measures.

10. Areas of excessive slope should be conserved as open space if development would cause soil and/or water degradation, or where the terrain possesses special scenic or recreational value.

11. Areas with slopes in excess of ten percent should only be developed where engineering documentation is available to prove that no adverse affects will occur to housing construction, road stability, drainage and erosion.

12. Mature vegetation, particularly trees, should be protected and replanting should be required where existing vegetation is removed or disturbed during construction.

13. Vegetation should be used as an alternative to man-made devices for buffering, screening, insulation, erosion control and water quality protection, whenever practical.

14. The City shall develop appropriate criteria or measures to ensure the protection of environmentally sensitive and other valuable areas.

15. The City should adopt a Stormwater Ordinance, in order to regulate stormwater discharges and pollutants and potential effects on the community and region's water supply. Educating developers as well as the general public should also be included.

16. The City should adopt landscaping and screening to add the aesthetic quality of developed and developing properties.

B. ***Objective***-Coordination of the demand for public services with the City's capability to supply them.

Policies

1. 1. All new development, whether public or private, shall have appropriate infrastructure which shall be properly installed at the expense of the developer. Cost sharing of strategic utilities to specific areas will be considered when directed to serve growth areas identified in the land use plan and provided mutual benefit will be bestowed to the developer and the citizens of Westmoreland.

2. All future expansions or extensions of the City's services, facilities, or utilities should be in conformance with a plan which phases the improvements in segments suitable to the City's ability to pay.

3. Services and utilities provided by the City should be used as a tool to direct or discourage development in specific directions.

4. Availability and capacity of existing services and utilities should be used as criteria in determining the location of higher intensity uses in the City and in decisions concerning annexation.
5. To aid developers in determining those areas most conducive to development, database maps of the infrastructure system will be routinely updated.

6. Developments with requirements beyond existing levels of police and fire protection, parks and recreation, and utilities shall only be allowed to develop when such services can be adequately provided and maintained.

7. Appropriate infill development should be regulated to enhance existing development and to make more efficient use of existing services and utilities.

8. Establish comprehensive community facilities plans for public systems such as storm water drainage, water supply, sanitary sewer, and parks to allow the City to remain proactive in the City's community planning.

C. ***Objective***-Preservation of the City's fiscal stability

Policies

1. Minimize costs for public facilities and services by encouraging full utilization of existing and available service system elements.

2. Urban development proposals which are contiguous with existing development within the City limits should be regulated through the extension of services.

3. Services provided by the City should be in conformance with an adopted phasing plan and shall not be provided outside the City.

4. The City should participate in the establishment of a permanent source of funds to provide financing for economic development.

5. The City should encourage preservation of the tax base through the practice of sound land use decisions.

D. ***Objective***-Protection and enhancement of present and future livability.

Policies

1. The City should establish livability standards or criteria for assessing the impacts of development projects on the continued livability of the community. For growth management these standards or criteria should assess:

a) Environmental impacts such as water quality degradation, destruction of woodlands, etc.

b) Social impacts such as public safety, availability of community services, etc.

c) Economical and fiscal impacts such as budget constraints, job creation or loss, etc.

d) Impacts to public services and facilities, and transportation, such as water supply and treatment capacity, sewer treatment capacity, Average Daily Traffic (ADT) counts on major roads, etc.

2. Land use, site planning, and urban design criteria should be utilized to promote pleasant, functional and understandable relationships between land uses.

3. Planning for community facilities and services should be based on the principal of maintaining or increasing the current levels of service provision.

4. Community development should include ways to encourage young people to remain in Westmoreland/Sumner County to live and work.

AGRICULTURAL

The second largest use of land in Westmoreland is devoted to agriculture and woodlands. While much of Sumner County and Westmoreland has shifted from land used for agriculture to urban and suburban. City officials, in planning the future of Westmoreland, desire to preserve the agriculture and woodland tradition while at the same time controlling development. In recognizing the value of protecting agriculture, woodland, and other open-space areas, other areas within this chapter, Public/Semi-Public, Recreation Uses as well as Undeveloped/Open Space Lands will also contain similar objectives as those listed below. Together, these objectives will hopefully preserve and protect the vast acreage dedicated to the most prominent attraction in this community.

To ensure the most considerate and fair preservation of existing areas in Westmoreland, the following developmental objectives and policies are adopted:

Objective-Continue to promote the agricultural lifestyle in Westmoreland, by recognizing those lands well-established in agricultural uses.

Policies

1. The City, through its regulatory tools of the zoning ordinance and subdivision regulations, should administer and enforce proper and consistent development of future lands in the community that will eliminate or at least minimize adverse effects of development on existing agricultural lands.

2. Administering and enforcing the National Flood Insurance Program (NFIP) regulations for permitting development in floodprone areas.

3. The City should consider creating erosion and sediment control regulations and enforcement procedures that will protect existing lands adjacent to or in vicinity of any proposed development, as well as protect the community's watershed areas.

4. Establish a Farmer's Market for local residents as well as a permanent structure for the selling of agricultural products.

5. The City should expand the building codes department to full-time to administer and police all developments throughout the course of the development process to ensure adequate compliance with all regulations, including protection of existing lands and their uses from new developments.

6. Based on locally developed criteria, agricultural land uses known or suspected of having harmful impacts on the health, safety, and welfare of people, and those activities and uses which would degrade, retard, or otherwise harm the natural environment, or the economic potential of the community, shall be discouraged from locating in the City.

RESIDENTIAL

A large portion of the developed land in Westmoreland is devoted to residential uses, consisting of single-family dwellings, multi- family dwellings and mobile homes. Assuming that the community will experience moderate population growth, suitable land for this growth will continue to be available in the City. To ensure the most appropriate development of existing and future residential areas in Westmoreland, the following developmental objectives and policies are adopted:

A. ***Objective*** – Provide for revitalization and redevelopment of housing areas throughout the City.

Policies

1. Encourage growth and development to occur in locations and in a manner which enhances community identity and can be supported by the availability of transportation and public facilities.

2. Littered conditions, dilapidated homes, and other nuisances should be addressed with consistent enforcement of building codes, municipal codes, and other applicable regulations. The City should consider furnishing equipment to fulfill those duties.

3. It is recommended that the City apply for any and all housing grants to revitalize blighted neighborhoods.

4. Redevelopment of existing residential neighborhoods should have as objectives increased affordable housing opportunities and positive impacts on the environment, public facilities and transportation systems.

B. ***Objective*** - Provide for a variety of housing types and densities for a wide range of family incomes, sizes and life-styles.

Policies

1. The City should promote new residential developments in environmentally safe and pleasing areas.

2. The City should allow housing types ranging from single-family structures to multi-family developments. Older, substandard and dilapidated mobile homes should be discouraged.

3. Infill development should be regulated only in locations which are comparable with surrounding residential densities.

4. Land use controls should be used to foster a variety of housing types compatible with the natural landscape.

5. The City should regulate and concentrate high density housing development along major traffic corridors where electrical, water and sewer lines are available and with easy access to retail business, pedestrian amenities, cultural activities, schools and parks.

6. The City should regulate low-density housing along local streets within proximity to service centers, which are buffered from excessive noise, traffic, and conflicting development.

7. Transitional land uses or areas (linear greenbelts) or other design elements should be provided between residential neighborhoods and commercial areas in order to enhance the compatibility of land uses.

8. The City should ensure that the existing housing stock continues to be maintained and that new residential construction is developed to appropriate standards and guidelines.

9. The City should regulate the rehabilitation of existing residences which can be purchased by low and moderate-income residents.

10. The City should regulate sound development in suitable areas by maintaining and improving transportation facilities.

11. Promote the creation and expansion of neighborhood concept design of residential development at specific locations which are easily accessible to collector or arterial status streets.

12. Low-income housing developments consisting of stick-built homes or planned developments such as townhomes and condominiums should be highly encouraged.

C. ***Objective*** - Provide for preservation of historical homes.

Policies

1. Any homes with historical character should be encouraged for National Register of Historical Places.

2. Any farms that can qualify for Century farm status should be highly encouraged.

COMMERCIAL AND PRIVATE SERVICES

Westmoreland has a Central Business District referred to as Downtown Westmoreland. Like many small towns in Tennessee, the relocation of businesses along major highways means death of the downtown business district. Recently, Westmoreland has witnessed the City's Central Business District revitalize to achieve full occupancy. Because sustained economic health is essential to a community's well-being, the goal of achieving this is imbedded in the goals below.

The elements necessary to support economic development are well known: sufficient and suitable land, appropriate infrastructure, and an available workforce. Another important element to both supporting and attracting economic development is maintaining a high quality of life, which must continue within the City. The volatility of economic development activities must also be anticipated. Period review of these goals will assure the desirable changes needed for this community.

To guide the continuation and expansion of commercial activities and private services, the following objectives and policies are adopted:

A. ***Objective***-Take appropriate measures to ensure that the City of Westmoreland sustains a viable Downtown center for commercial and private services to its citizens.

Policies

1. Promote a regulatory framework that encourages business development and expansion. Regulations and ordinances should be written with consideration for their economic impact.

2. The City should support its local chamber of commerce to recruit and retain business and service outlets that fulfill local market demands.

3. The City should encourage and support the expansion of existing commercial areas and those that will result in the consolidation of commercial activities at central locations.

4. Plan for sufficient land suitable for economic development to be available in appropriate locations.

5. The City should also consider implementing a pedestrian-friendly environment in the Downtown area, which should include upgrading and expanding the existing sidewalk system.

6. Facilitate the efficient operation of transportation networks that support the movement of goods and services that connect or will connect to major arterials.

7. Improve the aesthetics of commercial corridors to enhance their economic value.

B. ***Objective***- Craft regulations to ensure that all new commercial development meets appropriate standards and guidelines.

Policies

1. All commercial developments shall be designed in compliance with appropriate site development standards.

2. Commercial development shall be approved in only those areas where infrastructure is available and adequate to support such development.

3. Commercial development should be designed so as to minimize negative impacts to the existing transportation system.

4. Strip commercial developments should be discouraged in favor of cluster developments with limited ingress and egress points.

5. Commercial uses generating high traffic volumes shall be located away from the Downtown area and on major collector or arterial status roads.

6. All new large-scale commercial developments shall be located on frontage or access roads with controlled ingress and egress points, when feasible.

7. All commercial and private service developments shall be provided with an adequate number of off-street parking spaces.

8. Encourage the remediation of previous commercial sites.

9. To the extent feasible, landscaping or other screening shall be provided between commercial and residential land uses.

INDUSTRIAL

The Westmoreland Chamber of Commerce is continuously working on attracting new industries. For Westmoreland's economy to build, expand and grow, the public and private sectors must continue to have a vision. There must be entry points for diverse types of industries and workers in order to create additional tax revenue. However, having this area equipped with the availability of sewer will be very crucial to this development.

Properties in the Industrial zone should be the main locale for new industries coming into Westmoreland. If other industrial opportunities present themselves, the community should consider promoting rezoning for new sites and promoting the infrastructure needs to make

industrial opportunities reality, namely the extension of public sewer and renovation of the public roads.

To guide the continuation and expansion of these essential industrial activities, the following objectives and policies are adopted:

A. ***Objective***-Retain the existing light industrial base, provide areas for suitable sites adjacent to and in the general vicinity of the Industrial area.

Policies

1. The legislative body should support improvements in the local economy by maintaining industrial site locations and improving existing industrial site locations.

2. Maintain an environment that fosters the highest quality of education available in order to prepare citizens for the continued changes necessary for their economic well being.

3. The City and the planning commission should support appropriate road and traffic improvements at existing industrial locations and at other areas suitable for the expansion or location of industry.

4. Aggressively seek to attract new employers, both domestic and international to the City.

5. Based on locally developed criteria, industrial land uses known or suspected of having harmful impacts on the health, safety, and welfare of people, and those activities and uses which would degrade, retard, or otherwise harm the natural environment, or the economic potential of the community, shall be discouraged from locating in the City.

B. ***Objective***-Provide appropriate standards and guidelines for new industrial development and for expansion of existing industrial uses.

Policies

1. Promote a regulatory framework that encourages industrial development and expansion.

2. Promote a high quality transportation system to satisfy the demands of present and future economic development.

3. Industrial development should locate within the City consistent with a community facilities plan for infrastructure, where the proper sizing of facilities such as water, sewer and transportation has occurred or is planned.

4. To the extent feasible, landscaping or other screening shall be provided to reduce the conflict and soften the impact between industrial uses and other land uses.

6. The City should coordinate with the County to create an Industrial Park.

PUBLIC/SEMI-PUBLIC SERVICE, CULTURAL AND RECREATIONAL

Public/semi-public service, cultural and recreation uses in Westmoreland consume an adequate percentage of land. Public facilities play a key role in shaping both the landscape and the quality of life through conservation of natural and cultural resources, protection of environmental quality, provision of public facilities and human services and management of urban growth.

Sumner County Schools has constructed new facilities within Westmoreland. This infrastructure provides update facilities and equipment to students. These schools will meet the future population growth and are attractive amenities to families moving into the community. However, Hawkins Drive is deficient in handling the vehicular and pedestrian traffic. As stated previously, sidewalks and road widening should be completed in the short-term.

As has already been shown in earlier chapters, Westmoreland has several sites of historical and natural significance and undeveloped land. Therefore, there is potential for adequate and convenient locations for parks and public recreation uses.

It is important that during the site design process for all public, recreational, and cultural facilities, particular attention should be paid to the following items: the location of buildings in relation to parking and service areas; the relationship of buildings to existing and proposed streets; adjoining land uses; and the natural beauty of surrounding areas. In addition, as explained in previous chapters, Westmoreland has an abundance of woodlands, a natural characteristic of the community that should be preserved. An inventory of these sites should be completed. Acquisition of those areas through voluntary or purchase programs.

The objectives and policies to be used as guidelines for public and semi-public uses are as follows:

A. ***Objective*** – Identify and serve current and future park and recreation needs through an integrated park system that provides open space, recreation services and facilities, and stewardship of natural and cultural resources.

Policies

1. Plan, acquire, develop and maintain city parks through the development of a Parks and Recreation Department in conjunction with other public entities and the private sector. A special recreation plan may help direct detailed attention of both recreational facilities and programs.
2. Provide a balance of quality recreation opportunities with the protection of natural and cultural resources. Such undeveloped lands that have limited development capability should be explored as potential park and greenway system lands and overall City-wide beautification. The City should consider lands that are within the City's Urban Growth Boundary (UGB) that will eventually be annexed. The City should enhance the opportunities for passive recreation such as walking and biking trails. Any floodplain areas and/or steep slope areas which may be impractical to develop should be utilized.

3. The City could consider working with the County in proposing possibilities of parks and other recreational facilities in the Westmoreland community.

4. The City should promote the joint use of parks and other public facilities, especially with the schools.

5. Community and neighborhood parks should be developed and appropriately located within the City, and within chosen areas of proximity to the local population.

6. The Westmoreland community should increase the level of tourist activity through the development of new tourist attractions and promotion, including more lodging and such accommodations for visitors.

7. The City should maximize the use of public recreational land through close coordination with federal, state and county officials. The City should consider a community-wide greenway system that will connect the local parks and recreational areas.

8. The City should promote efforts to document, preserve and protect historic sites and structures in Westmoreland and Sumner County.

9. The City should explore opportunities to seek funding for acquisition of potential park lands and greenways through grants. The City could offer tax break incentives or accolades to landowners who donate acreage or allow for easements through their properties to facilitate the greenway system.

10. The City should coordinate with the County and encourage the acquisition of certain woodlands within the County in order to preserve such lands as well as link to greenways and other designated local parks in order to successfully connect to the state park and the river systems.

11. Extend public investment into the abandoned L&N Railroad Right-of-Way near the Little Tunnel Area through a combination of public/private mechanisms, such as voluntary dedication and/or donation of land, fee simple purchase, negotiated agreements or other appropriate means.

B. ***Objective***-Provide adequate and efficient public services and facilities which meet appropriate standards and guidelines.

Policies

1. The City should prepare a comprehensive community facilities plan, following this land use plan and based on local standards and locational criteria, that will evaluate what services are available and what services will be needed in the future.

2. Public facilities and services should be improved and expanded in accordance with an adopted public improvement program and capital budget.

3. Improve the visual appearance of the City and County through a beautification plan and anti-litter campaign, including a recycling program.

UTILITIES

Public facilities are those facilities required to support the services and functions provided by the City government or public utility companies. Such facilities are essential to support the community and its development and to enhance the overall quality of life. Pubic facilities include such necessities such as water and sewer lines and police and fire protection, as well as educational and cultural services. Land development without the extension of adequate utilities is costly to the general public. In order to achieve proper development and facilitate saving public funds, it is extremely important to coordinate the extension of utilities with the community's development plan.

As previously mentioned in the Commercial section, the goal to attract more businesses into the community. The City has available water capacity but needs to upgrade and extend the sewer facilities to meet development needs.

Therefore, the following objectives and policies should be adopted as a guideline for the operation and extension of public utilities:

A. ***Objective*** – Construct and maintain facilities in accord with expected levels of service objectives and financial limitations.

Policies

1. All new development, whether public or private, should have adequate utilities which shall be properly installed at the expense of the developer. Where it is to the benefit of the community and economically feasible, the cost sharing of critical utilities in strategic areas should be considered.

2. The City should continue to allocate funds and expand and upgrade the public sewer system.

3. The City should ensure that the municipal water systems are adequate to meet current and future needs.

4. The health of residents shall be protected through the production of state approved potable water and the safe and efficient collection and treatment of wastewater.

5. Through its budgeting process, the City shall plan early for any needed capacity expansions to its water facilities to meet future needs and provide for future growth.

B. ***Objective***-Provide appropriate standards and guidelines for utility facility improvements and extensions.

Policies

1. Follow adopted public facility standards to identify requirements associated with level of need, appropriate quantity and size, and relationship to population.

2. Water and sewer lines of adequate size and location shall be required in all new developments and redevelopments.

3. The use of underground electrical utilities should be encouraged wherever feasible.

4. The location of utility structures for storage of equipment, pumps or similar materials should be adequately buffered and landscaped so as not to detract from the surrounding area.

5. The water distribution system should be periodically evaluated to ensure that water lines are of adequate size to provide adequate pressure for fire fighting, and that a suitable number of fire hydrants are present in all developed area. Present pressure deficiencies should be corrected.

UNDEVELOPED LAND AND OPEN SPACE

As the community grows, a significant amount of undeveloped land will be pressed into urban development. However, as mentioned previously in Agriculture and Public/Semi-Public Uses, the priority is high to preserve Westmoreland's woodlands community. In addition, another high priority is to preserve farm lands, and so planning developable areas is very important. Poor drainage, unsuitable soils, and slope are the major limiting factors. Some of this unsuitable land would best be utilized as farm land, woodland, or otherwise open space. To guide the future development of these lands in the City of Westmoreland the following objectives and policies are adopted:

A. ***Objective***-Provide a variety of parks and recreation facilities and services to benefit the broadest range of age and social group interest and abilities.

Policies

1. Appropriately located public open spaces and general recreational uses should be provided to serve the local residents as well as visitors. These areas should be readily available and designed to serve all age groups.

2. The City should ensure that adequate amounts of open space areas are available for future populations.

3. Places of rare natural beauty, indigenous plants and animals, and areas of historic interest should be preserved and maintained.

4. Park and recreation facilities should be renovated, and maintained to serve the widest possible cross-section of citizen needs and interests.

5. Locate parks to provide for a variety of outdoor activities and to preserve and protect important habitat areas, corridors and linkages, natural amenities and other outstanding natural features.

6. Any farms that can qualify for Century farm status should be highly encouraged.

B. ***Objective***-Ensure that appropriate standards and guidelines are followed for usage of undeveloped land and for the provision of open space.

Policies

1. Public support and approval of development proposals that result in the conversion of prime farmlands should be reserved for those developments consistent with this plan and required for urban growth and development.

2. Areas of excessive slope should be conserved as open space, when possible, if development should cause significant soil and/or water degradation, or where the terrain possesses special scenic or recreational value.

3. Vegetation should be used as an alternative to man-made devices for buffering, insulation, erosion control and water quality protection.

4. Administering and enforcing National Flood Insurance Program regulations when permitting development in floodplain areas.

5. Filling and excavation in areas prone to flooding shall only be allowed when consistent with National Flood Insurance Program regulations and allowed only after careful review of appropriate alternatives.

6. Mature vegetation, especially along stream banks should be protected from indiscriminate removal in order to enhance the aesthetic value of the landscape as well as to control erosion.

7. The City shall develop appropriate criteria and measures to ensure the protection and enhancement of environmentally sensitive and other valuable areas such as streams, creeks, and springs.

TRANSPORTATION

Westmoreland is served by a transportation system comprised of roadways. The roadway system accommodates hundreds of thousands of trips every day. However, the provision of the future transportation system in Westmoreland and its projected growth area will be affected by a number of factors. These factors include the existing street pattern, major impediments to traffic, location of major traffic generators, parking needs, growth trends, construction of new thoroughfares, and the location preferences of new development. Although the municipality cannot control all the factors which will influence its future transportation system, it can provide some direction. Highways 31 and 52 are classified as major arterials in Westmoreland.

Collector streets include Pleasant Grove Road, Lake Road, Brooksfield First, Epperson Springs, Old Highway 31e, Austin Peay, Locust and Sumner. The rest are classified as local (minor) streets.

The following objectives and policies are presented as a guide to achieving an adequate and efficient future transportation system:

A. ***Objective***-Provide a transportation system that will adequately meet the future needs for growth and development.

Policies

1. All new development, whether public or private, should have an adequate transportation system which shall be properly installed at the expense of the developer.

2. All new major streets and right-of-way acquisitions should be located in a manner that will minimize disruption to neighborhoods, open space-recreational areas, or commercial areas.

3. All segments of the transportation system should be designed and located to meet future as well as present demands.

4. Wherever possible, off-street parking shall be required for existing land uses. All new land uses, except for commercial and private service uses in the Downtown area, shall be required to provide off-street parking facilities.

5. On-street parking for existing uses shall be permitted only where adequate street widths are available and where such parking will not reduce the current level of service of the street.

6. Sidewalks should be extended and improved around schools, required in new major subdivisions, and in other areas of high pedestrian traffic.

7. The City should continue to explore opportunities to seek funding grants to improve and expand the existing sidewalk system.

8. Older streets in the City should be widened and upgraded or improved through a street improvement program.

9. The City should consider committees to study safety and traffic issues along the major roads.

10. The City should maintain association with multi-county organizations to campaign to improve transportation infrastructure such as the Rural Transportation Planning Organization (RTPO.)

B. ***Objective***-Provide appropriate standards and guidelines for the construction of new streets and other transportation facilities.

Policies

1. Streets should be related to the topography and use of land, and designed to minimize the points of traffic volume and turning movements.

2. All new streets and other public ways shall be designed to incorporate drainage systems which are adequate in size to handle runoff from anticipated developments.

3. All streets and other public ways shall be designed so as to provide the least interference with natural drainage ways.

4. All new streets and other public ways shall be designed and located in a manner which offers the maximum protection from flood and erosion damage.

5. Future roadways should be designed to incorporate appropriate landscaping to heighten the aesthetic and functional appeal both to motorist and surrounding residents.

6. Street signage, compliant with an approved sign ordinance and other safety features, should be required at the time of development.

7. Develop cost-effective management and operation strategies to extend life of existing roads, bridges, railroad crossings, public transportation facilities, and other transportation equipment and assets.

8. Develop transportation infrastructure and services that minimize adverse impacts to people, communities, and cultural and historic resources.

THE DEVELOPMENT PLAN CONCEPT

The goals, objectives and policies of the Development Plan are visually represented in the Development Plan Concept, **ILLUSTRATION 12** which follow. It is based on the same factors from which these goals, objectives and policies were derived including natural factors, existing land use patterns, and the existing transportation system. The Development Plan Concept reflects a decision making process culminating in a recommended general development pattern for the municipality and its urban growth boundaries.

Agriculture: Agricultural lands, forests, greenbelt areas, and other like uses.

***Low Density Residential*:** Residential uses characterized by open space, limited dwellings per acreage.

Medium Density Residential: Uses characterized by suburban development with appropriate urban services.

High Density Residential: Same as Medium Density Residential except for smaller lot size, mobile homes, duplex developments, and other related multi-family developments.

Commercial: Uses which provide goods and services to the public.

Industrial: Uses of an industrial nature which involve the manufacturing of goods.

Public/Semi-Public: Combination of educational, governmental, fraternal, religious, recreational, parks, walking trails, and other similar uses intended for the public.

The Major Thoroughfare Plan

The Major Thoroughfare Plan for Westmoreland is designed to identify streets that should be maintained and improved to provide the main corridors of access into and through the community. Westmoreland currently has an adopted thoroughfare plan, as required in the *Tennessee Code.* **Illustration 14** is intended to provide future modifications to the major thoroughfare plan.

Conceptual Future Land Use Pattern

The majority of land use in Westmoreland should continue to be single family residential on individual lots with adequate setbacks. Therefore, in order to accommodate this increased land development, the roads listed above that are designated as the major traffic carriers should be analyzed for traffic capacity as well as adequate width of roadway and other safety concerns before developments are approved. Failure to do so creates a burden on the City in its ability to maintain and keep pace with providing consistent service to the public.

Roads identified as priority for future upgrades and improvements as well as roads that should be considered for future reclassification will be identified in **ILLUSTRATION 13**.

ILLUSTRATION 12
DEVELOPMENT PLAN CONCEPT

ILLUSTRATION 12A
Development Plan Concept—Greenways, Sidewalks, Parks

ILLUSTRATION 13
Proposed Major Thoroughfare Plan

CHAPTER 7

PLAN IMPLEMENTATION

INTRODUCTION

The purpose of this chapter is to reiterate strategies for implementation of various goals, objectives and policies established in the Land Use and Transportation Plan. An implementation strategy is necessary to ensure that the Land Use and Transportation Plan is used by community leaders as a guide to decision-making. Annual updates are encouraged to meet the goals and objectives of the Land Use and Transportation Plan in the next five years. This plan represents a broad based consensus on needed programs and improvements in the future.

Once the inventory of existing conditions and the assessment of current and future needs have been completed, these issues necessitate the development and articulation of immediate and long term goals and policies. These goals are based on the needs identified and provide guidance on how the community will address and attain them during the 20-year planning period.

Also, in this chapter an implementation schedule is presented. It is intended to provide specific strategies for implementing the objectives and policies recommended in this plan. The implementation schedule proposes individual strategies for each of the specific land use categories, establishes time frames for completion, and identifies those responsible for implementation.

METHODS FOR IMPLEMENTATION

There have been ten methods of plan implementation identified for Westmoreland to utilize in the execution of this plan. Each of these is reviewed within this section.

Planning Commission Project Review

Under *Tennessee Code* Section 13-4-104, after the adoption of a plan, no public improvement project can be authorized or constructed in the municipality until and unless the location and extent of the project have been submitted to the planning commission for its review. This review authority enables the planning commission to ensure that all public improvement projects are in compliance with the plan.

Zoning

Zoning is a legal mechanism that can assist the municipality in implementing a land use and transportation plan. A zoning ordinance is designed to regulate the type and intensity of land use. It divides a community into specific districts corresponding to the intended use of the land as guided by the policies of the land use plan. For each district, zoning regulates the location, height, bulk, and size of buildings and other structures, the percentage of the lot that may be occupied, the sizes of yards, courts and other open spaces, and the density of population. Zoning can assure the proper location of residential, commercial, and industrial uses. It can protect

street right-of-ways so that future widening is feasible. It can also prohibit overcrowding of building lots. In addition, zoning can help stabilize property values and can help prevent deterioration of neighborhoods.

The current Zoning Ordinance for the City of Westmoreland was adopted in July 1984 and was amended September 2004. It regulates and restricts the use of land, the location and construction of buildings and structures and establishes use districts within the City to implement the Land Use Plan map. The Zoning for the City of Westmoreland is included in Map # in the Land Use Element, above.

Subdivision Regulations

Subdivision regulations, used in a coordinated manner with zoning, are another legal mechanism to carry out the recommendations of the Westmoreland Land Use and Transportation Policy Plan. Like zoning, these regulations control private development. They serve as guidelines for the conversion of raw land into building sites. Subdivision regulations provide the guide by which a planning commission can review all proposed plats for subdivision in an equitable manner. These controls are necessary if sound, economical development is to be achieved. Through enforcement of these regulations, the design and quality of subdivisions will be improved, resulting in a higher quality of life and greater stability of property values for the individual property owner. Such controls over land subdivision ensure the installation of adequate utilities that may be economically serviced and maintained. These controls are also used in providing a coordinated street system and to ensure that sufficient open space for recreation and other public services is provided.

Subdivision regulations were first adopted by the Westmoreland Municipal Planning Commission in February 1998. The last amendment occurred February 24, 2005. Due to many changes to statutes in the *Tennessee Code* since then, it is a necessity to adopt new regulations.

Codes Enforcement

The Code Enforcement Officer is responsible for interpreting and enforcing the local, state and in some cases, federal regulations that apply to building construction and development as well as inspecting the wide range of new development and redevelopment. Code Enforcement processes and approves the required permits for the construction of new structures which includes electrical, plumbing and heating work as well as signage and other site amenities. This enforcement is through the administration of the Zoning Ordinance and building codes which are contained in the municipal code.

Once the requisite permits are issued and construction or installation begins, the Code Enforcement Officer is responsible for inspection of the residential or commercial construction and installation that is occurring. Inspections range from simple to complex projects. In addition to their regular duties, the Code Enforcement also acts as staff to the Zoning Board of Appeals and provides recommendations regarding appeals, variances and special exceptions.

The City of Westmoreland has adopted the 2006 International Residential Code and the 2006 International Building Code and contracts a building inspector for construction inspections.

However, the City has a Building Inspector to enforce all existing codes and ordinances and to monitor day-to-day activities in the community to ensure proper development procedures.

Utility Extension Policies

Another significant tool for effective land use planning is on the use of policies to guide decisions concerning location, capacity and adequacy of utility facilities and services while recognizing public service obligations with the City of Westmoreland and its urban growth boundary. Development will be dependent on the availability and adequacy of necessary services to support growth. Local governments and utility providers long range planning activities should be integrated together to meet future growth needs and to achieve consistency. The success of efficient and effective provisions for utilities as it relates to growth lies in the long range plans developed by all effected entities.

Within the City of Westmoreland, the extension of utilities is generally the responsibility of the developer. As land is subdivided it is the responsibility of the developer to pay for utility extensions into his development and to pass the cost on to the lot buyers.

Public Improvements Program and Capital Budget

A public improvements program and capital budget provides the means through which the local government can effectively undertake a properly planned and programmed approach toward utilizing its financial resources in the most efficient way possible to meet the service and facility needs of the community. The public improvements program identifies recommendations for capital improvements, estimates their costs, and identifies possible financing alternatives. The capital budget is a method of developing and scheduling a way to finance the projects identified in the public improvements program.

Infill Development

Utilization of existing, undevelopable land within a municipality is a much overlooked mechanism to implement a land use plan. In most cases, these areas tend to be served by existing infrastructure such as streets, water, sewer, electric and gas; thereby eliminating normal costs associated with additional development. Infill development of serviced areas will expand the local tax base while better utilizing the infrastructure system.

Annexation

Annexation of additional lands is anticipated for the immediate future. The lands located within the City's Urban Growth Boundary (UGB) are susceptible to annexation as the City sees necessary to facilitate. Any modifications to the City's UGB shall be in accordance with Public Chapter 1101.

Westmoreland proposes an Urban Growth Boundary a little over twice the size that will be needed for the future population increases and an increased commercial base. It is not possible to project or control what property will be available for development due to private ownership of

property and an ever-changing market. An area larger than is needed must be provided to allow Westmoreland the ability to control growth along its boundaries by ensuring that adequate utilities are provided in the proposed Urban Growth Boundary. Although current zoning standards allow for High-Density Residential developments, a large portion of the existing development will be low-density single family developments. Westmoreland does not anticipate that the urban growth boundary will become part of the City, but it must be in a position to incorporate areas that will develop.

Citizen Participation

Citizen participation is an important factor in determining the success of a land use plan. An informed citizenry that is willing to work to achieve the goals, objectives, and policies set forth in this plan can be a tremendous asset. Citizens can offer support for programs designed to achieve community goals. Successful citizen participation can be achieved through a public education program designed to inform the community of the various purposes and reasons for the actions of both the planning commission and the legislative body. Specific efforts should be taken to obtain input from the general public through organizational public meetings, public hearings, and surveys. News articles should also be utilized to educate the public regarding the work activities of the planning commission.

Local Leadership

The Westmoreland Board of Mayor and Aldermen bears as much of the responsibility for implementation of this land use plan as does the planning commission. Though the planning commission has the sole authority to craft and adopt a land use plan, as the municipality's decision makers, the Board has the authority to adopt appropriate implementation strategies that will fulfill the goals, objectives and policies developed in this plan. It is important that the legislative body maintain a close working relationship with the planning commission so that the planning process is properly coordinated.

IMPLEMENTATION SCHEDULE

The Westmoreland Land Use and Transportation Policy Plan is an advisory document intended to serve as a guide for the development of the municipality over the next ten years and beyond. Specific strategies for policy implementation are necessary if the goals and objectives of this plan are to be achieved. The implementation schedule provides an outline of the methods for achieving the goals and objectives and implementing the policies established in the Development Plan. It presents individual strategies for each of the specific land use categories, establishes time frames for completion, and identifies those with primary responsibility for plan implementation.

Many of the tools can be implemented by hiring additional staff, addressing issues with legislation, or continuing existing programming. Only as these program items are selected from this implementation schedule by the Westmoreland Board of Mayor and Aldermen, in consultation with the municipal departments, will a detailed financial analysis and work schedule program be drafted.

Departmental work programs should be reviewed and evaluated with plan implementation objectives in mind as a part of the City's budgeting process.