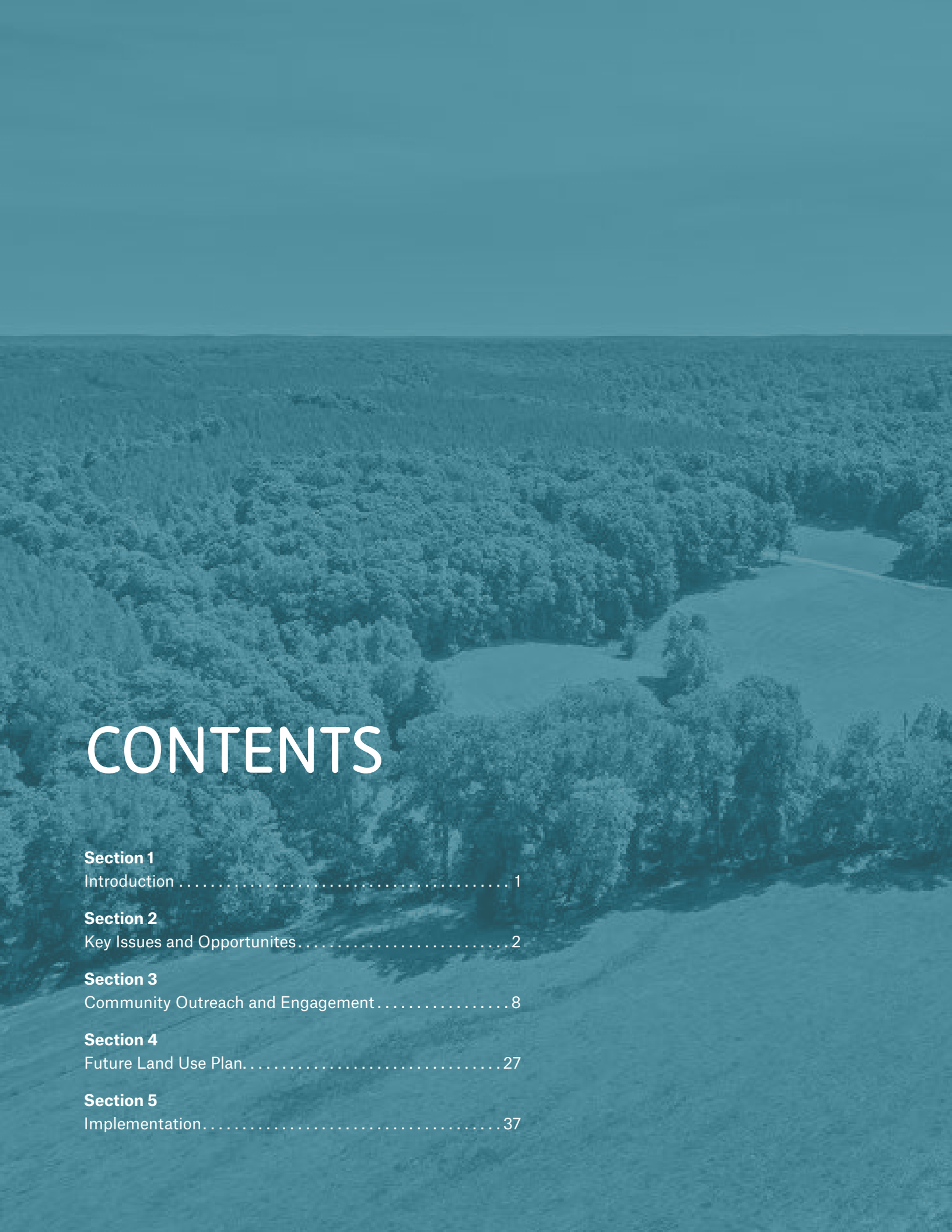
HICKMAN COUNTY, TENNESSEE

FUTURE LAND USE PLAN

APRIL 2026



HICKMAN COUNTY
TENNESSEE



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SECTION 1

INTRODUCTION

Hickman County, Tennessee, was established in 1807 in Middle Tennessee, south of Dickson County, west of Davidson and Williamson Counties, and northwest of Maury County. Noted for its natural beauty, bucolic lifestyle, and outdoor recreational opportunities, Hickman County has become increasingly popular among residents and visitors across Middle Tennessee. Today the county is one of 14 counties located within the Nashville, TN Metropolitan Statistical Area (MSA), ranking 11th in total population across the MSA.

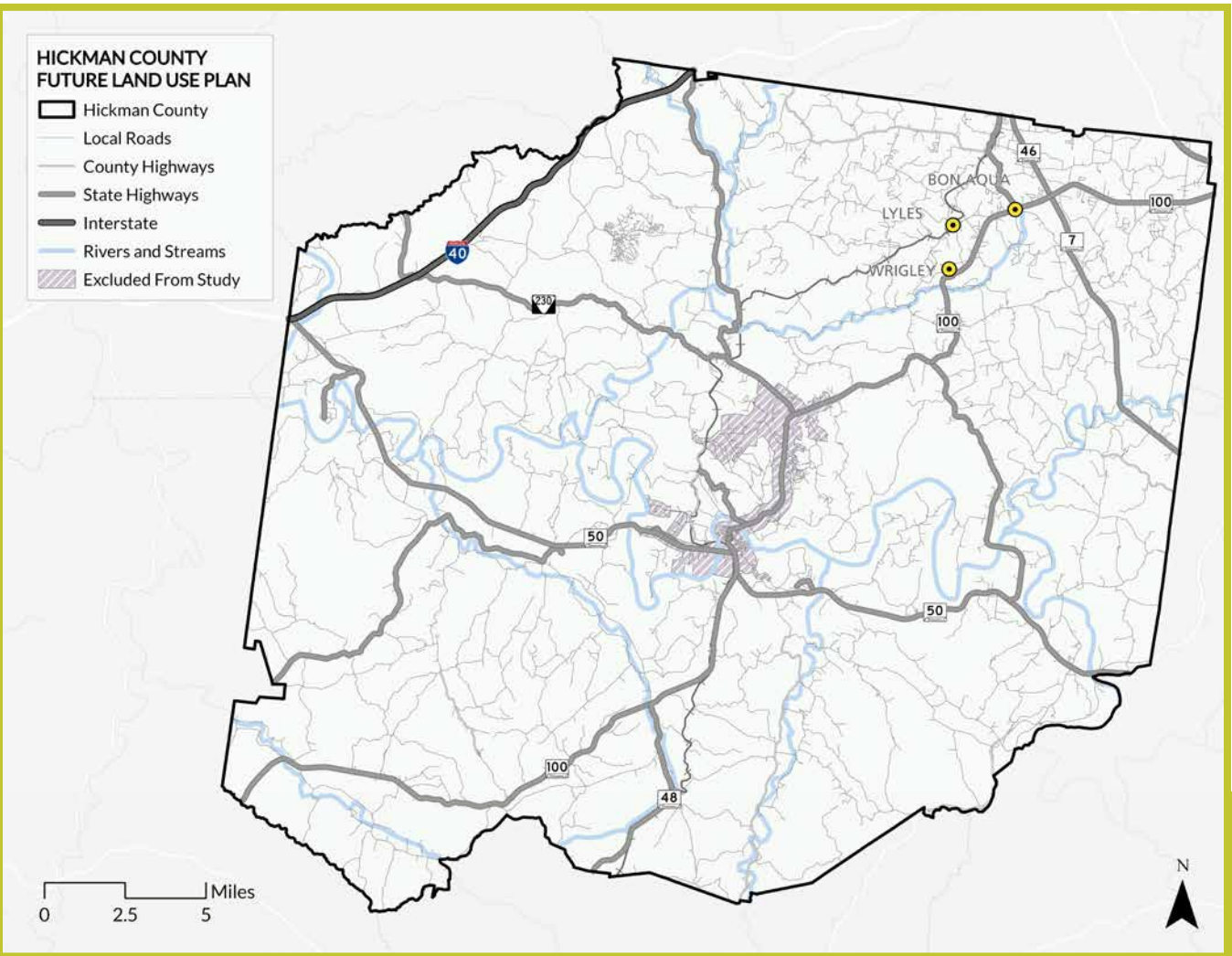
While Centerville is the only incorporated city in Hickman County, Bon Aqua Junction, Ripley, and Lyles are all classified as Census Designated Places. Additional unincorporated communities include Aetna, Brushy, Bucksnort, Coble, Farmer's Exchange, Gray's Bend, Grinders Switch, Little Lot, Locust Creek, Nunnelly, Only, Pinewood, Pleasantville, Primm Springs, Shady Grove, Shipp's Bend, Spot, Swan, Totty's Bend, and Vernon.

Hickman County is governed by a 14-member Board of County Commissioners, with two elected commissioners from each of the seven districts, along with the County Mayor. The Hickman County Regional Planning Commission includes eleven members who oversaw the Hickman County Growth Plan. The Growth Plan was first approved in June 2000 and amended in 2006 to include the East Hickman planned growth area. In January 2006, Hickman County implemented county-wide zoning, subdivision regulations, and building codes, managed by a Building Commissioner. The Board of Zoning Appeals (BZA) was established concurrently with the zoning resolution.

PLAN PURPOSE

In 2024, the Hickman County Planning Commission began an update to the County's 2006 Future Land Use Plan, with a focus on updating the county's Growth Plan originally established as required by Public Chapter 1101. Beyond state requirements, a land use planning process provides an opportunity for the county to periodically assess its existing trends and dynamics, understand its current growth trajectory, and establish a preferred vision for growth over a twenty year planning period.

Figure 1. Hickman County



CURRENT FUTURE LAND USE PLAN

The county's current Future Land Use and Transportation Policy Plan includes a comprehensive framework for the county's land and transportation development through 2025. Included in the current plan is a Development Plan component that includes implementation strategies developed through community input gathered by the Hickman County Planning Commission.

LAND USE CATEGORIES

The development portion of the plan breaks the county down into four land use categories: Rural Areas, Crossroad Communities, Urban Growth Boundaries (UGB), and Planned Growth Areas (PGA). Land use categories are further defined by the opportunities and challenges presented by each, with corresponding vision statements and development policies.

Rural Areas: This category focuses on maintaining the county's rural character while preserving natural, cultural, and historic resources such as farms, open spaces, hillsides, wooded areas, and historic corridors. The plan states a need to balance active agricultural operations with new residential developments designed to minimize environmental impact. Development policies are focused on prioritizing agricultural uses, rural commercial activities, and tourism that aligned with the rural character. Flexible, conservation-style residential development that preserved open spaces, integrated natural resources, and maintained historic features were also proposed.

Crossroad Communities: This category prioritizes maintaining the existing character of current crossroad communities through historic preservation and sensitive new development that respects the crossroad community scale. The plan intended for these communities to complement rural areas and accommodate a minor share of forecasted growth. Alternative transportation modes like pedestrian and bicycle trails were recommended as well.

Centerville Urban Growth Boundary (UGB): Centerville's UGB encompasses the land surrounding Centerville and is where the bulk of future development is intended to occur. Portions of the County within the UGB are intended to remain largely undeveloped until annexed by the Town. While under County zoning, this area would continue to adhere to the Rural Areas policies and discourage alternative non-municipal sanitary sewer systems, instead following Centerville's sanitary sewer policy.

Planned Growth Area (PGA): The County's Planned Growth Area (PGA) is located in northeast Hickman County and aimed to ensure compatible land uses and densities while preserving natural resources and providing adequate public facilities. The area was recommended to remain predominantly residential, with commercial developments along arterial roadways and some lighter industrial uses allowed. Improved site plan and design standards, particularly for landscaping, signage, and parking in non-residential areas was recommended to encourage high-quality development. The plan recommended pedestrian facilities be included in all new developments, with the aim of improving connectivity between key destinations such as residential, commercial, recreational, and school areas. Quality open space was recommended to be an integral part of the PGA development. The plan recommended that infrastructure availability, especially sewer and water services, be consulted prior to developments.

IMPLEMENTATION STRATEGIES

The 2008 plan concludes with various implementation strategies. Strategies focused on four core elements: 1) land use patterns, 2) coordinating public facilities with development, 3) open space protection, and 4) historic/ cultural resource protection. For land use patterns, the plan aimed to encourage compact growth within the UGB and PGA by improving coordination between the Town of Centerville and the County on land use, zoning, and development policies, and ensuring densities and land uses support the County's rural economy and character. Overall, implementation strategies were designed to work cohesively, with each supporting various elements of the development plan to guide Hickman County growth going forward.



UPDATING THE PLAN

County growth plans, and a coordinating committee to develop these plans, have been required in Tennessee since 1998 under Public Chapter 1101—with the exception of counties with metropolitan governments. While plans do not have an expiration date under the statute, their utility is diminished after a period of 20 years, which is the planning horizon required under law. Furthermore, any changes to Urban Growth Boundaries (UGBs) or Preferred Growth Areas (PGAs) necessitate a formal update of the plan.

Adoption and acceptance of an updated Future Land Use Plan will refresh and update the activities that led to the 2008 plan, and reflect the changing dynamics of the county, growth trends in the Middle Tennessee region more broadly and their impacts to Hickman County specifically, and will help ensure compliance with Public Chapter 1101 requirements.

Beyond state requirements, the land use planning process offers communities an invaluable opportunity to assess their needs and articulate their vision for the future. This plan and document are intended to update the future land use plan for the county, with an understanding of Hickman County's current conditions, growth pressures, and desire for a rural development pattern and preservation of natural resources. The process undertaken as part of development of this report included ongoing and frequent engagement with the County's Planning Commission, in person and online community engagement opportunities, revised placetype development, and, finally, the establishment of a revised future land use map to guide development into the future.

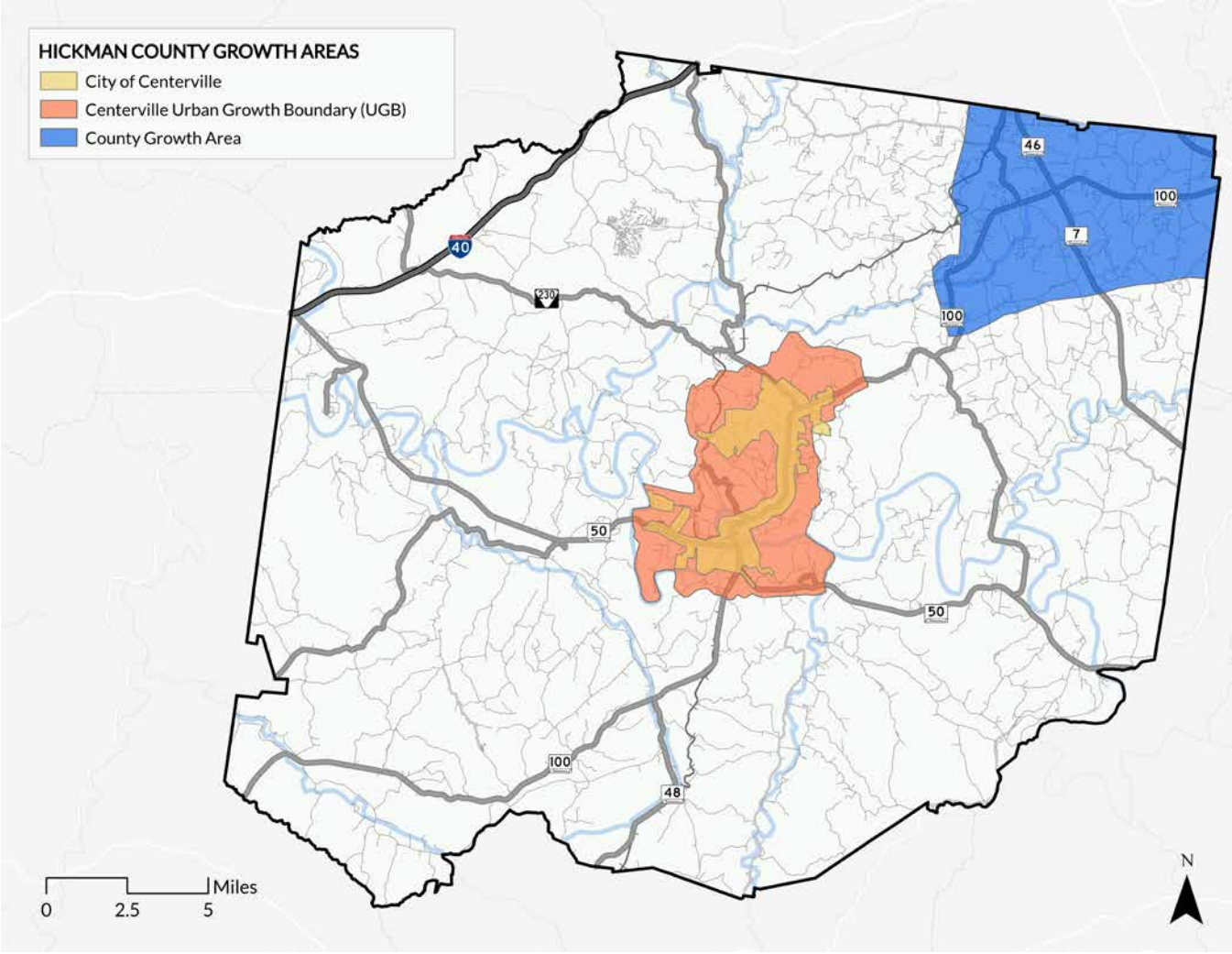
EXISTING GROWTH AREAS

The Hickman County Growth Plan – last updated in 2006 – established two Growth Areas, one each for the Town of Centerville and Hickman County. This plan was developed in accordance with the requirements laid out in Public Chapter 1101, which established a requirement for all counties – and their constituent jurisdictions – to establish growth areas, sometimes also referred to as Urban Growth Boundaries in the context of incorporated cities and towns.

The Hickman County Future Land Use Plan does not formally update the existing Growth Plan. It does, however, provide clear direction to town and county leaders on the needed extent of an updated growth area when the growth is formally updated.

At the time of publication, Centerville leaders indicated an intent to update the Town's own future land use plan. It is recommended that a formal update of the County Growth Plan be initiated in coordination with the Town's planning process, which will provide clear direction and broad public awareness for the update.

Figure 2. Existing County Growth Areas



A formal update can be jointly initiated by Centerville and Hickman County. The key requirements include convening a coordinating committee, holding at least one public hearing, and both the Centerville Board of Mayor and Alderman and Hickman County Commission adopting the amended growth plan by resolution.

The coordinating committee must include representatives from the following entities:

- Hickman County mayor's office;
- Town of Centerville mayor's office;
- Town of Centerville Public Works;
- Bon Aqua-Lyles Utility District (largest non-municipally owned county utility provider);
- Hickman County Soil Conservation District;
- Hickman County Schools;
- Hickman County Chamber of Commerce; and
- At-large members (two each from Centerville and Hickman County).

The adopted growth plan is then submitted to the Local Government Planning Advisory Committee (LGPAC) – currently housed within the Tennessee Department of Economic and Community Development (TNECD) – for final review and approval.

RELATIONSHIP WITH CENTERVILLE GROWTH AREA (URBAN GROWTH BOUNDARY)

The Centerville Urban Growth Boundary (UGB) is designated as the primary area for future growth in the Centerville area, in line with Tennessee Public Chapter 1101. The Hickman County Future Land Use Plan acknowledges that some county growth should occur in and around Centerville since the town can better provide urban or suburban services – especially sanitary sewer and roads – and that the Town of Centerville exercises regulatory authority over areas falling within the UGB.

To this end, the Hickman County Future Land Use Plan includes the following policies with respect to the Centerville Growth Area – referred to below as the UGB.

- **Coordination with Centerville's Plan** – The county accepts Centerville's land use plan and wants development within the UGB to follow it.
- **Annexation before Development** – The vision is for most land in the UGB to remain largely undeveloped until annexed into Centerville and brought under its land use regulations.
- **Intergovernmental Review** – If property owners want to develop before annexation, the county will coordinate review to address multi-jurisdictional impacts, with the intent of eventual annexation.
- **Discouragement of Low-Density Rural Development** – Development at rural densities with rural infrastructure within the UGB is discouraged since it can make annexation less desirable and represents underutilization of land.
- **Policy Collaboration** – Hickman County intends to work with Centerville on intergovernmental agreements to manage interim zoning policies and ensure infrastructure and land use compatibility until annexation occurs.

THE PLANNING PROCESS

The development of the Future Land Use Plan was based on research into Hickman County's current state and needs, continuous coordination with the Hickman County Planning Commission and county leadership, and a two-round community engagement strategy including two online surveys and eight in-person events.

1 BACKGROUND

The planning process began by reviewing demographic data and previous and existing plans. Continuous coordination with the Planning Commission was a feature throughout the process. This guided the planning team in understanding the community's underlying conditions and needs.

2 VISION

This step identified areas of common interest as well as priority needs and opportunities. The subsequent goals, some of which emphasized trade-offs, were then vetted with the Planning Commission and the community.

3 LISTEN

The community was engaged over two rounds and the feedback received directly guided plan development. The initial round focused on overall vision and general preferences while the second round focused on more specific land use scenarios and associated placetypes.

4 DOCUMENT

The planning process began by reviewing demographic data and previous and existing plans. Continuous coordination with the Planning Commission was a feature throughout the process. This guided the planning team in understanding the community's underlying conditions and needs.

5 ADOPT

This step identified areas of common interest as well as priority needs and opportunities. The subsequent goals, some of which emphasized trade-offs, were then vetted and finalized. The final steps include review and recommendation by the Planning Commission, followed by formal adoption by the County Commission.



SECTION 2

KEY ISSUES AND OPPORTUNITIES

To better plan for the future of Hickman County, an analysis of existing conditions and trends was completed to better understand current development patterns and uses, demographic conditions and trends, and current infrastructure services and constraints. This section provides a brief discussion of the key issues and opportunities identified. A detailed discussion of existing conditions and trends is included as Appendix A.

EXISTING LAND USE

This section explores the current land use in Hickman County and provides an overview of how land is currently utilized across the county. Understanding these patterns is essential for guiding future development and ensuring balanced growth that meets the needs of residents while preserving and growing the county's natural and cultural assets. The land use designations discussed here were drawn from the existing land use dataset maintained by the Tennessee Comptroller of the Treasury. This discussion does not include land currently within the municipal limits of the Town of Centerville.

AGRICULTURE

Agriculture is by far the dominant land use in unincorporated Hickman County, encompassing over 50 percent of the land.

FOREST & TIMBER

Forest & Timber is the second most prevalent land use, representing over one-third of current land use in the county. This use is most prevalent on the steep hills and ridges that characterize much of Hickman County's topography.

RESIDENTIAL

Residential includes all residential land such as agricultural dwellings, rural residential estates, single-family detached homes, and multi-family housing developments. These represent just under 10 percent of the county's overall land use. Residential land uses are concentrated in the northeastern portion of the county and the areas immediately adjacent to Centerville.

INDUSTRIAL

Most of the county's industrial land uses are within the Town of Centerville, concentrated in the Shipps Bend areas. Within unincorporated Hickman County, industrial uses are found in the Nunnelly industrial cluster, northeast Hickman County, and adjacent to the Centerville Airport.

UTILITIES

Major utility uses include land owned by Tennessee Gas Pipeline—immediately northwest of the Town of Centerville—and CSX right-of-way that bisects the county from north to south.

COMMERCIAL

Most commercial development in unincorporated Hickman County are interspersed with current residential development or located at key intersections—particularly between major roadways—within the community. The densest stretch of commercial land use can be seen in the northeast portion of the county.

RELIGIOUS

Hickman County is home to a large number of houses of worship, many of which are concentrated in the northeast, closest to the county's population centers. Hickman County is also home to multiple sites owned and operated by religious institutions for camp or retreat events. Notable examples include Cedar Crest Camp in Lyles and NaCoMe Camp & Retreat Center in Pleasantville.

GOVERNMENT

Government uses include any land use owned and operated by city, county, or state government. While most are concentrated within Centerville, community centers, libraries, and schools are examples of such uses in the unincorporated county. A notable state use is the Turney Center Industrial Complex in Only, which is owned and operated by the Tennessee Department of Corrections.

Table 1. Existing Land Use Breakdown

EXISTING LAND USE	ACRES	SHARE (%)
Agriculture	190,851	50.6%
Forest & Timber	140,660	37.3%
Residential	34,812	9.2%
Industrial	82	0.0%
Utilities	774	0.2%
Commercial	3,488	0.9%
Religious	1,671	0.4%
Government	4,144	1.1%
Other	795	0.2%
Total	**377,277**	**100.0%**

Table 2. Developed Land Use Breakdown

DEVELOPED LAND USE	ACRES	SHARE (%)
Residential	34,812	76.1%
Industrial	82	0.2%
Utilities	774	1.7%
Commercial	3,488	7.6%
Religious	1,671	3.7%
Government	4,144	9.1%
Other	795	1.7%
Total	**45,766**	**100.0%**

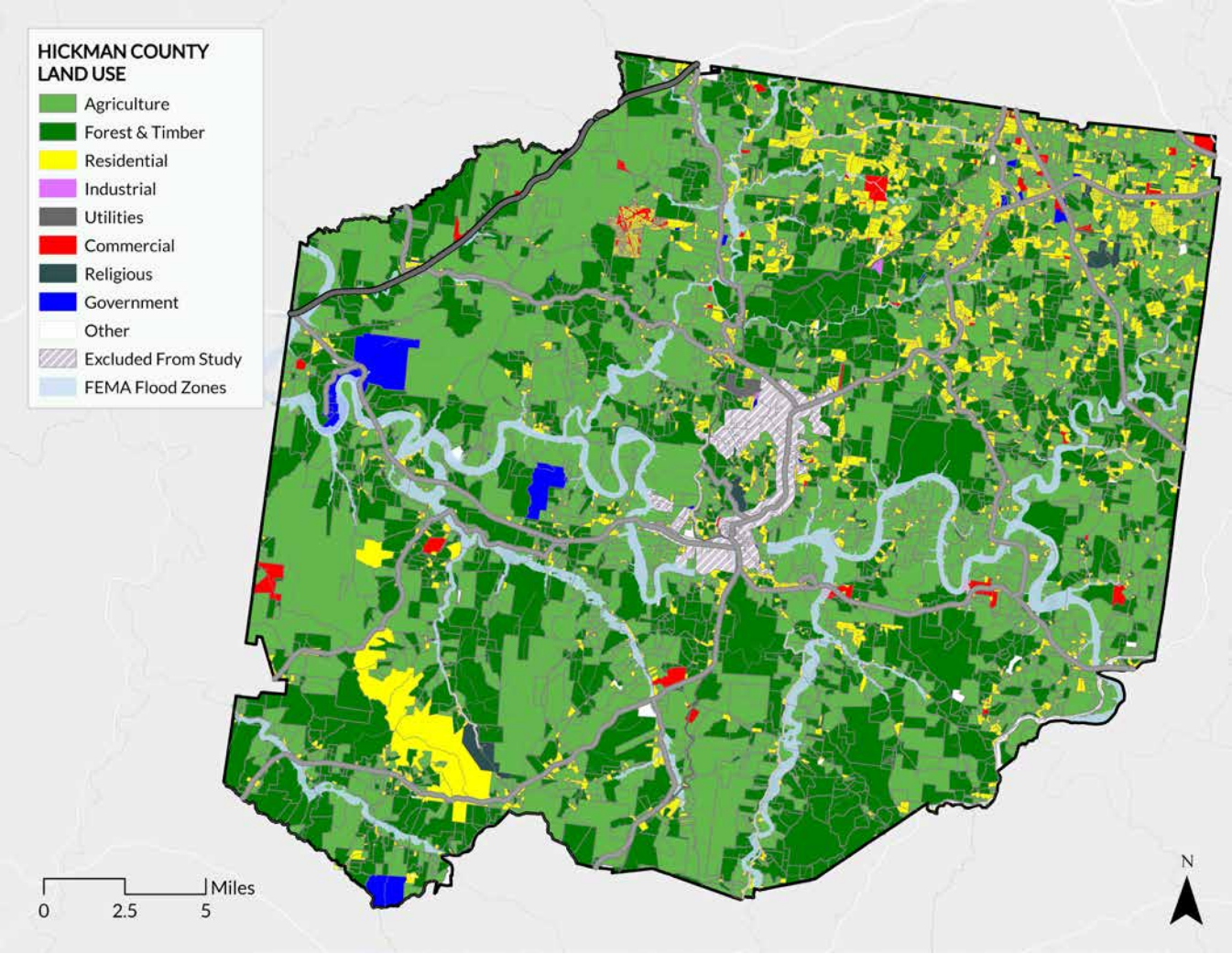


Figure 3. Existing Land Use

POPULATION GROWTH AND DEMAND

CURRENT POPULATION

Hickman County has experienced steady, gradual growth since 2016, growing by approximately 978 residents or by a growth rate of four percent between 2016 and 2023. Figure 4 helps to illustrate the recent wave of growth. Though the 2024 American Census Survey Data is unavailable for download, census population estimates for 2024 estimate Hickman County's population to be 25,859 (+2.5 percent from 2023).

Looking further back, Hickman County hovered between approximately 13,000 to 16,000 residents through the 1980s, with a steady decline in population through 1960. Since then, the county has experienced continued growth, with the rate of growth increasing in the 1990s and then experiencing another period of growth beginning in 2016. These growth spurts can generally be understood to correspond to growth in Middle Tennessee broadly, and the Nashville metropolitan region more specifically.

Importantly, recent population change has not been geographically distributed evenly through the county, with the Town of Centerville and the northeastern area around Bon Aqua receiving the largest share of population growth since 2012. Moreover, large swaths of the county have experienced a net decrease in population over the same period.

Figure 4. Population (2012—2023)

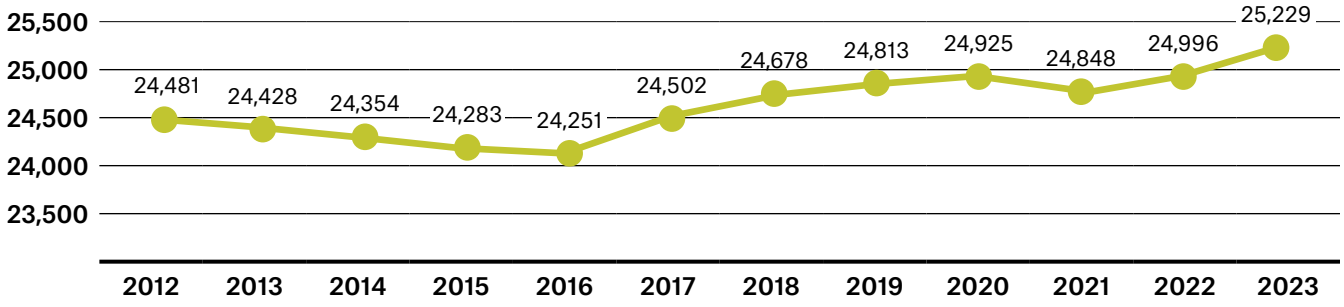
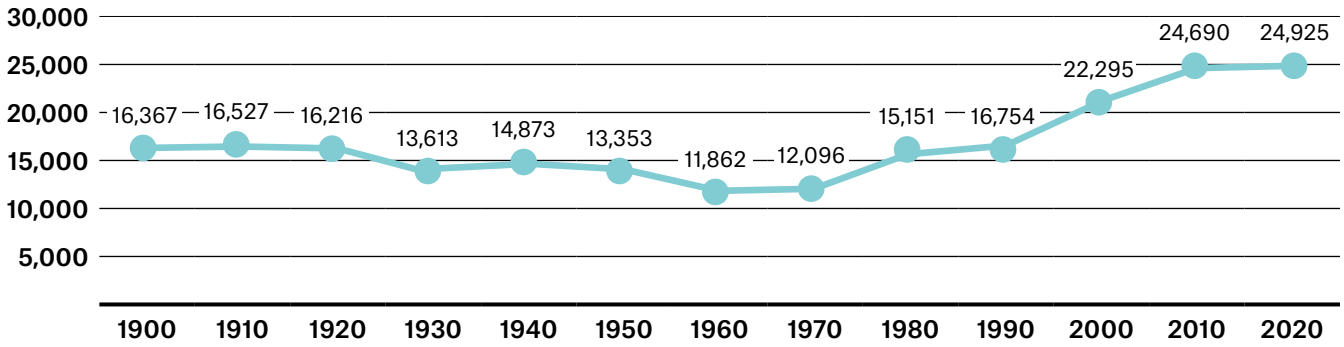


Figure 5. Population (1900—2020)



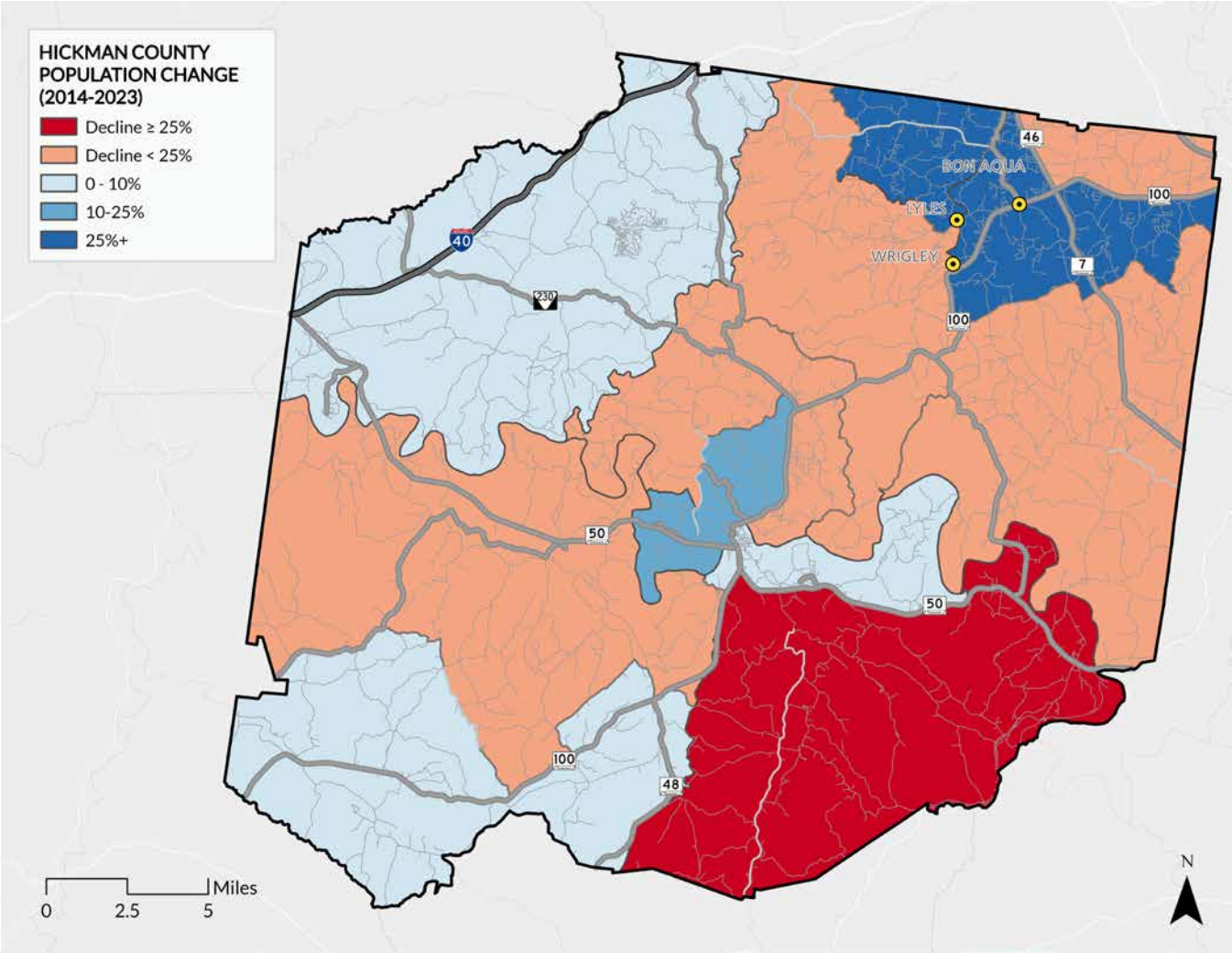


Figure 6. Hickman County Population Change (2014—2023)

FUTURE POPULATION

The Boyd Center for Business and Economic Research, housed at the University of Tennessee—Knoxville, is the state's primary source for population projections. The center projects Hickman County to lose approximately 0.4 percent of its population between 2022 and 2040. However, other Middle Tennessee and statewide projections suggest that net population growth is still a possibility, particularly within portions of the county more oriented toward Nashville.

Tennessee is expected to add nearly a million people between 2022 and 2040 (+12.6 percent), while Middle Tennessee is expected to add nearly 600,000 (+29.1 percent), a majority share of the overall statewide growth. Additionally, recent Census Bureau data estimates Hickman County's 2024 population to be 25,859, which exceeds the Boyd Center's baseline 2024 projection by approximately 200. Other factors indicating a potential growth trend include the rise of remote work and the county's fiber internet availability, rising home prices in Davidson, Williamson, and Dickson Counties, and an increasing trend of homesteading, farming, and rural living in younger generations.

INFRASTRUCTURE

POTABLE WATER

Centerville Utilities offers water service within Centerville's boundaries while also extending into the eastern, western, and southern sections of the county. Additionally, Bon Aqua and Lyles Utility District covers much of the Northeastern quadrant of the county, encompassing Bon Aqua, Lyles, and Wrigley. Figure 7 shows many of the Centerville Utilities service areas follow along major roadways with minimal coverage to the south and west. Neither service providers provide coverage on the eastern edge of the county.

Areas not within the Centerville Utilities and Bon Aqua and Lyles Utility District service areas are serviced by onsite well water. Additional discussion on utility infrastructure is included in Appendix A.

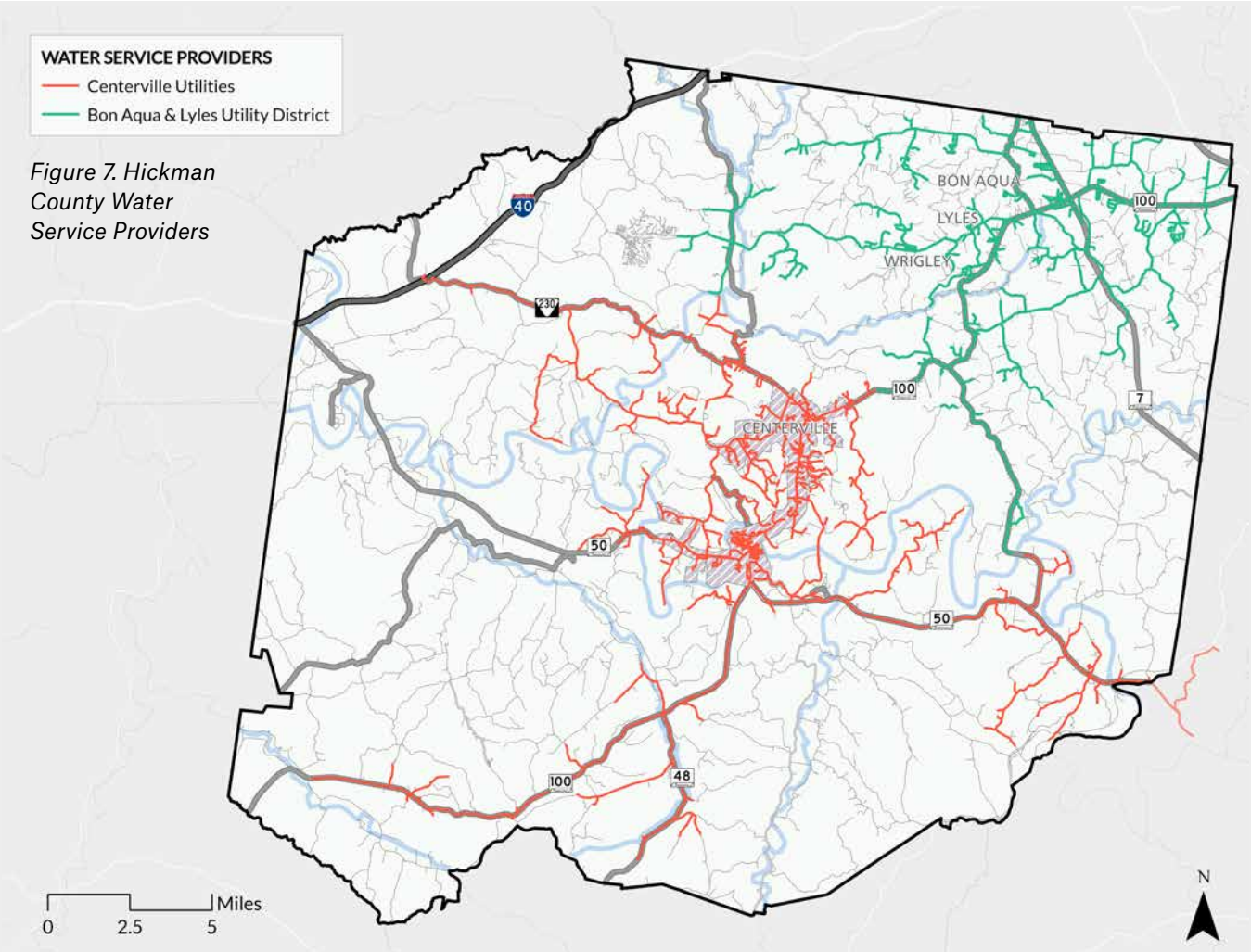


Figure 7. Hickman County Water Service Providers

SEWER / WASTEWATER

Wastewater treatment is a critical element of any development decision. Hickman County has two sewer service providers: Centerville Utilities and The Water Authority of Dickson County (WADC). Centerville utilities offers wastewater treatment service, generally, to residents in the Centerville city limits (Figure 8). To the northeast, WADC services TN-46 and a short portion of TN-7 south of TN-100. Outside of the Centerville Utilities and WADC service areas, Hickman County is primarily served by onsite septic. Further growth in the area may necessitate a more formal solution to wastewater, particularly in the northeastern portion of the County. While single family residences may be adequately served by onsite septic, multifamily units or denser tract housing may be impractical in such cases.

With recent conflicts over WADC's planned wastewater treatment facility and the fight against Lick Creek's selection as a discharge zone, alternatives to centralized sewer service may be necessary. An alternative to centralized wastewater services is a Decentralized Wastewater Treatment System (DEWATS) or STEP (Septic Tank Effluent Pumping) systems. Large wastewater systems are extremely costly to operate and maintain, which often necessitates high population densities to keep them cost effective. DEWATS and STEP have an advantage in less dense or more isolated areas as the operational costs are lower and less infrastructure is required.

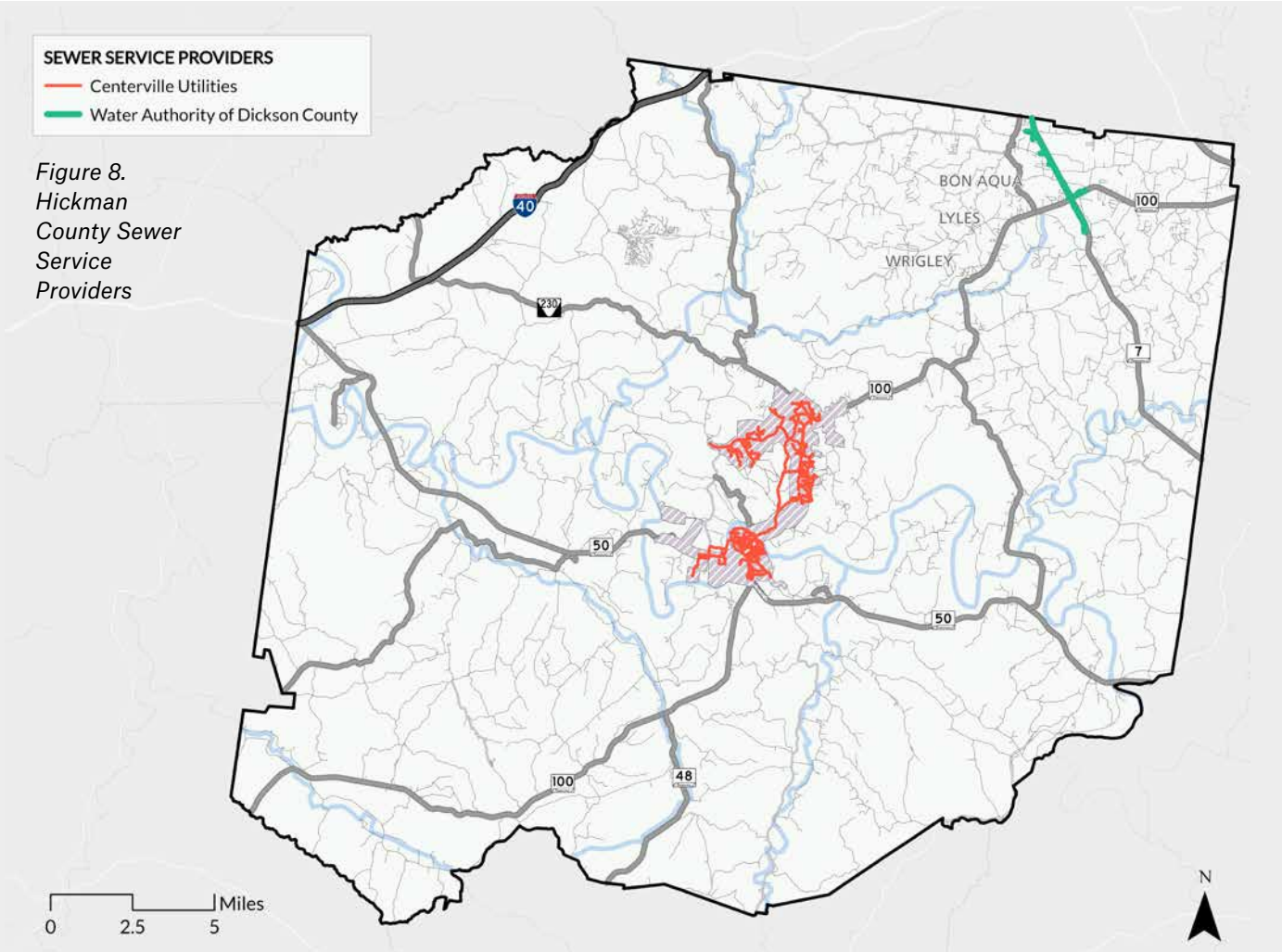


Figure 8. Hickman County Sewer Service Providers

KEY ISSUES AND OPPORTUNITIES

Current conditions and historical trends across Hickman County reveal the following key issues and opportunities in the update of the County's Future Land Use Plan. A detailed discussion of all issues and opportunities examined is included in Appendix A.

- Population and employment trends combined with community facilities and proximity to Nashville indicate that Northeast Hickman County is positioned for more rapid change than the rest of the county;
- Limited aquifers and water service areas necessitate a growth boundary;
- Limited sewer services limit long range possibilities for denser development outside of Centerville and Bon Aqua;
- The county's delicate river ecosystems necessitate ecological and conservation based land use decisions;
- The county's growth has remained steady but the surrounding area's growth pressure may increase the rate of population growth in the future;
- The county is overwhelmingly zoned for and used as agricultural and forestry/timber land. The majority of residential zoning and land use is in the northeast of the county;
- The majority of workers in the county commute to other counties for work; and
- A disproportionate number of crashes occurred near the TN-100 and TN-46 junction. Greater access management and improved roadway geometry may be necessary as future growth initiates and matures along these corridors.



SECTION 3

COMMUNITY OUTREACH AND ENGAGEMENT

To better align the Hickman County Future Land Use Plan with guidance from those who call the county home, multiple community engagement events were held over the course of the planning process. Events were held in multiple locations across Hickman County, as well an online interactive tool, to gather perspectives from various communities in the study area. The engagement events included open ended questions and activities that captured participants' aesthetic preferences, favorite aspects of the county, least favorite aspects, things they want to preserve, and changes they would like to see.

ROUND 1

ISSUES AND OPPORTUNITIES



MEETING DETAILS

The project team held four open-house style public workshops in fall 2024. The workshops were designed to identify issues and opportunities within the study area to help inform the development of scenarios, identify hot-button issues and generate ideas. More than 75 people attended the workshops in person.

The public workshops asked participants to point out their favorite places and missing amenities in Hickman County, as well as places they would like to see growth versus preservation. Other exercises presented placetypes—or types of development—participants might see in present day Hickman County or in the future, including town centers, limited retail hubs, suburban living, highway retail nodes, rural/pastoral and rural residential. Placetypes categorize areas by character, using factors such as population density, purpose, transportation choices and surroundings.

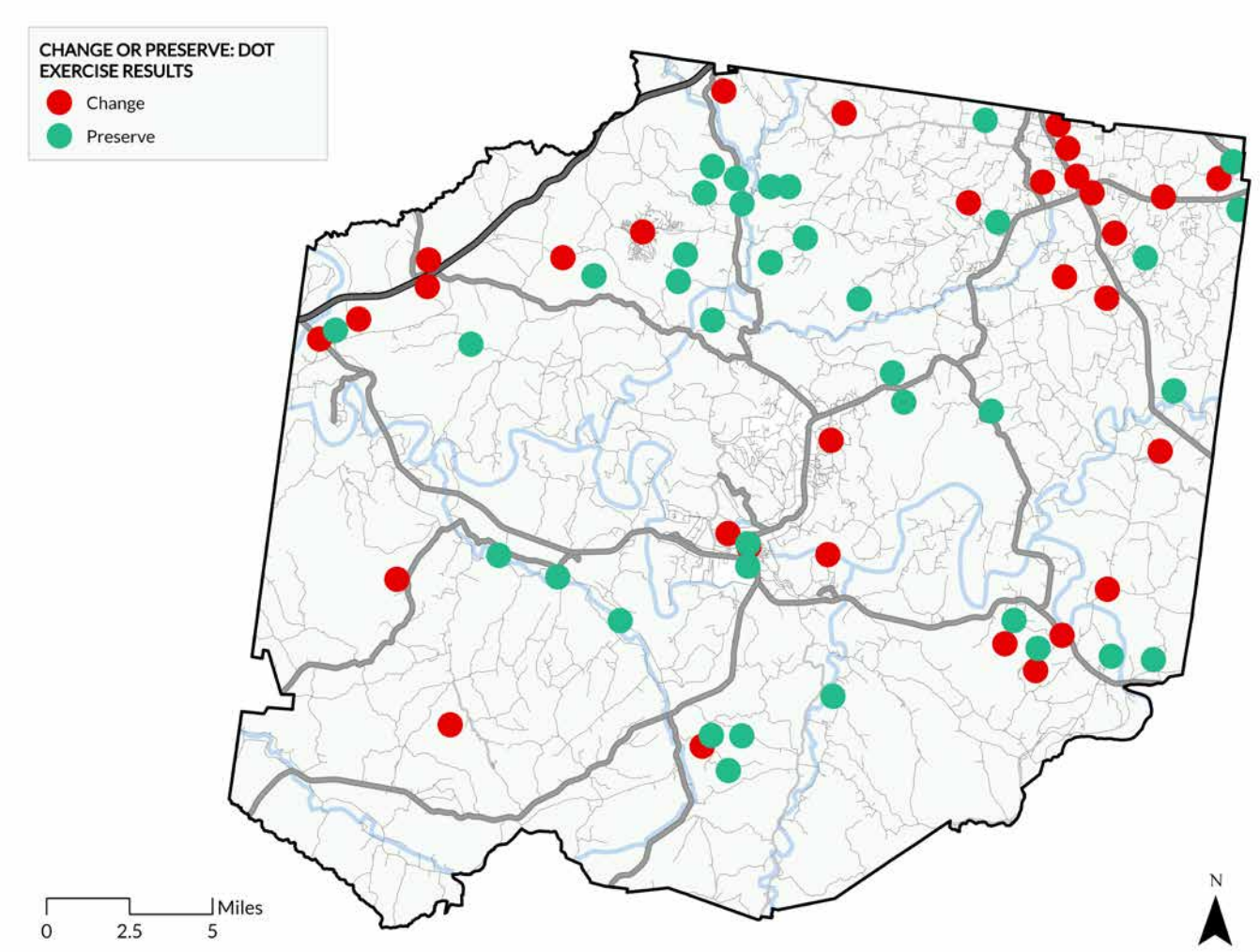
The placetypes exercise during the first round of public engagement was a visual preference exercise, inviting participants to indicate whether they liked or disliked a representative image of each placetype, as well as where they might like to see the placetype in Hickman County. Finally, attendees were asked to share their vision for major areas of Hickman County, including Bon Aqua, Lyles, Centerville, Nunnelly, Duck River and Pleasantville.

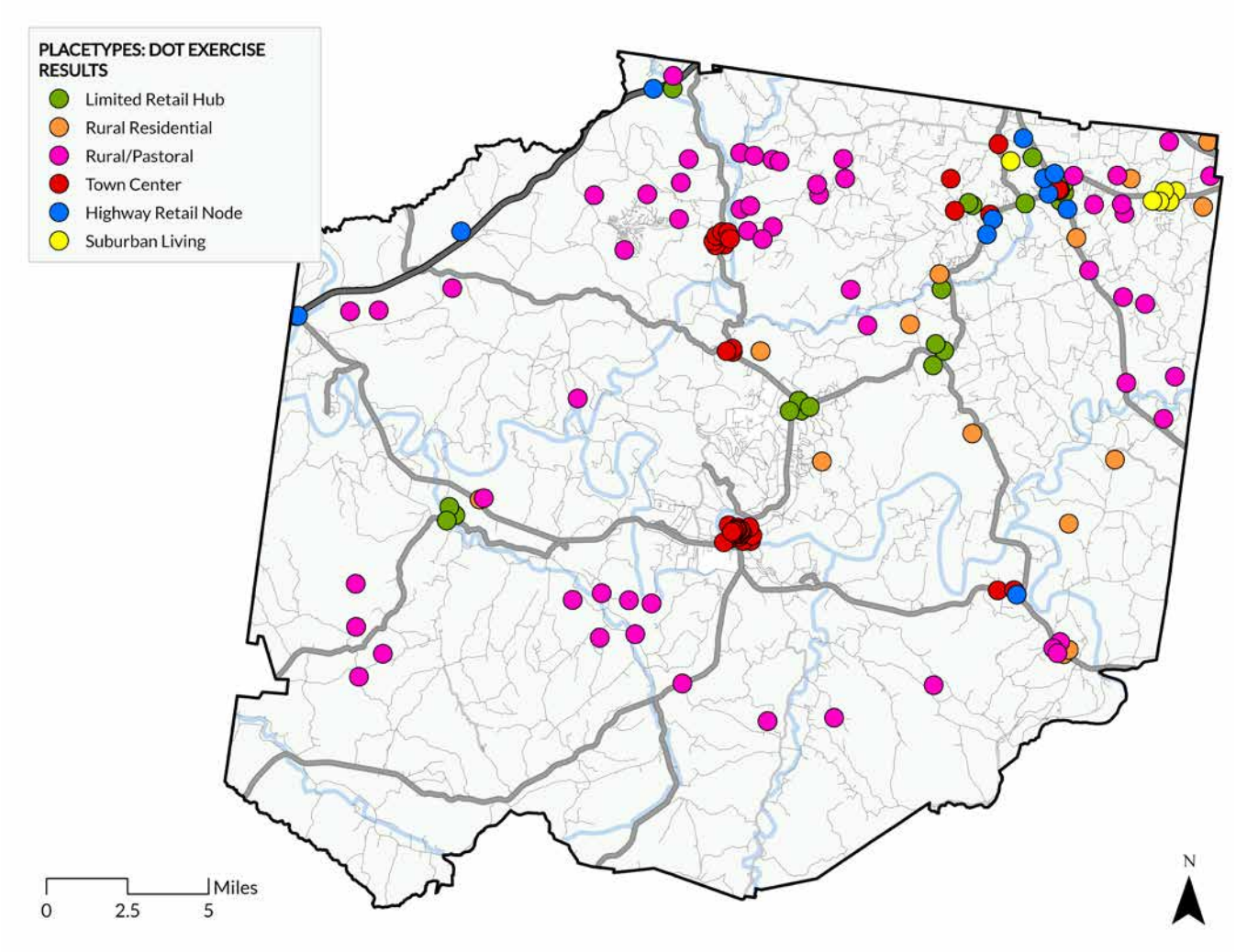
ONLINE EXERCISES

The exercises from the public meeting were posted on the project website in the form of a survey and an interactive map. A link to the online exercises was included in the public workshop flyers. The survey received 143 responses, while the map received 295 comments.

RESULTS

Nearly half of workshop attendees and online respondents both live and work in Hickman County, and the vast majority of attendees have lived in Hickman County for over 20 years. They value the quiet, small-town feel of Hickman County, as well as its natural beauty. Treasured places in the county included Lick Creek, Piney River, and Duck River as well as community members' farms, neighborhoods, and community centers. However, participants noted that they would like to see more businesses, restaurants, grocery stores and community places. Contributors largely like all the placetypes presented, except for suburban living and highway retail node. Participants prefer that most of the county remain rural, with growth concentrated around major roadways and existing communities.







OPEN-HOUSE STYLE PUBLIC WORKSHOPS



ROUND 2

SCENARIO EVALUATION

MEETING DETAILS

The second round of four workshops was conducted in late February and early March 2025 in the same locations as the first round. More than 40 people attended in person. Informed by the results of the first round of public engagement, the project team created three Scenarios for community members to provide feedback on: Trend, Growth and Compact.

The Trend Scenario is a scenario in which growth patterns and population remain consistent with current trends of growth and development. Residential development primarily occurs throughout northeastern Hickman County with commercial development along Highway 46.

The Growth Scenario features greater population growth and intensified development patterns in similar areas to the Trend Scenario. Activity center placetypes (Town Residential, Rural Crossroads, and Regional Commercial) are utilized in areas where appropriate (i.e., major highway nodes, interstate interchanges, and areas with sewer capacity).

In the Compact Scenario, population growth patterns remain consistent with current growth trends but areas allowing development are limited to northeastern Hickman County and the Centerville area—i.e., the growth areas identified in the 2008 plan.

In addition to the three scenarios, participants also reviewed a refined and expanded set of placetypes; the new placetypes exercise offered information of how each would or would not meet the community's priorities established in the first round of workshops. Finally, contributors ranked the priorities in order of importance.

ONLINE EXERCISES

As in the first round of public workshops, materials and modified exercises were posted on the project website. A link to the online exercises was included in the public workshop flyers. In total the online engagement received 465 total responses.

RESULTS

Scenarios

Participants were shown the three Scenarios (Trend, Growth and Compact) and indicated their preferences on a continuum indicating whether and to what extent they like—or prefer—each scenario.

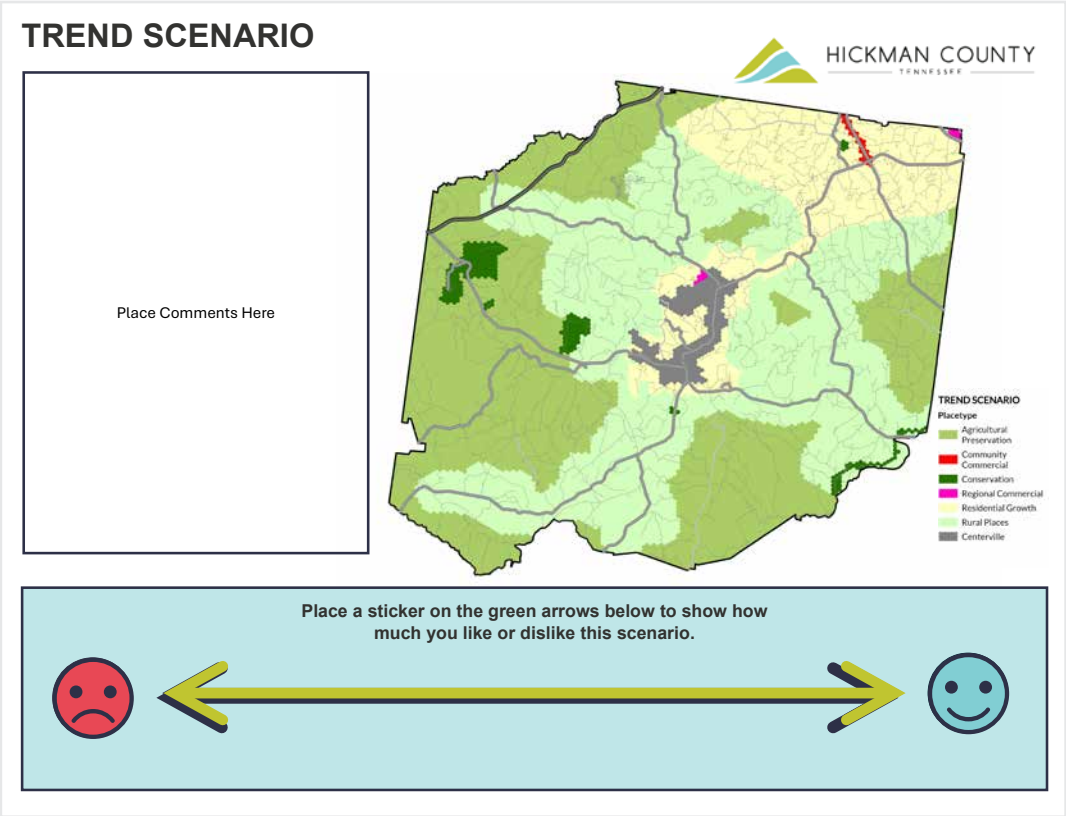
The Compact Scenario was the most preferred by attendees at the public meetings, as well as online contributors. Though the Trend and Growth Scenarios also received support, individual opinions were mixed on each. Respondents worried that future growth would encroach upon natural assets and community character, while others acknowledged recent development pressure and the need to provide a wider mix of housing and retail options.

Priorities

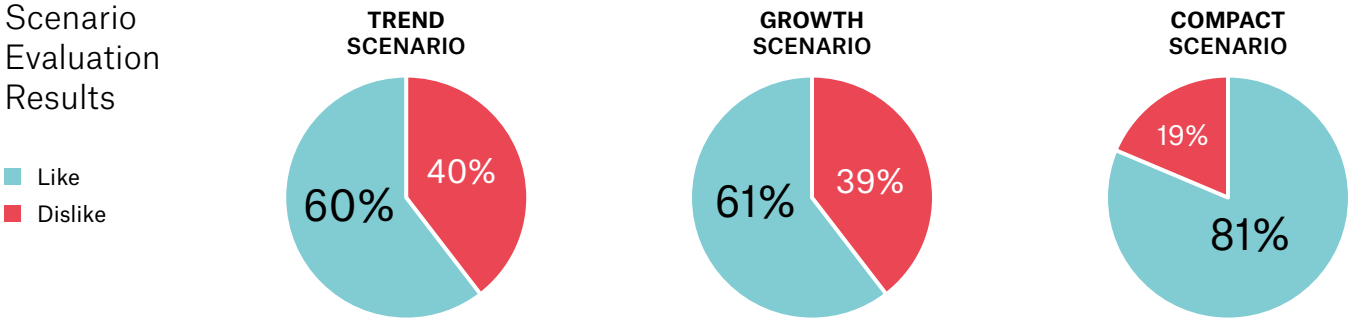
Meeting attendees were asked to rank priorities — identified during the first round of engagement— that represented key tradeoffs among each of the three scenarios. Overall, Rural Preservation and Protection of Natural Resources topped the list of priorities, while Expansion of Infrastructure, Expansion of Community Services and Increased Housing Options ranked lower.

Notably, results varied among meeting locations. East Hickman residents placed higher importance on Expansion of Infrastructure and Viable Agriculture, compared to the other locations. Pinewood attendees placed Maintain Sense of Community and Character as a top priority and Expansion of Infrastructure as a lower priority. Shady Grove ranked Increased Housing Options and Expansion of Community Services higher than the other locations, while online participants consistently ranked Increased Housing Options lowest.

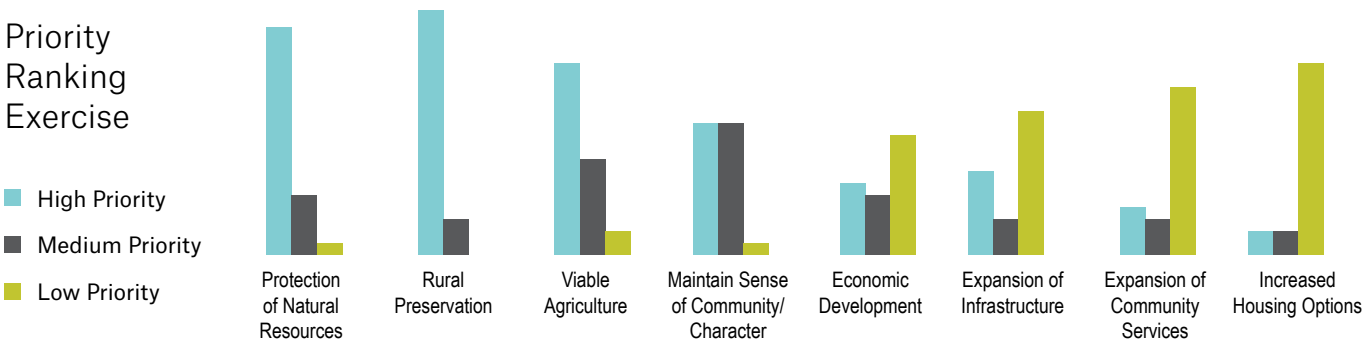
Sample board from Round 2 of community engagement



Scenario Evaluation Results



Priority Ranking Exercise



SECTION 4

FUTURE LAND USE PLAN

GUIDING PRINCIPLES

The development of the future land use plan was informed by guiding principles that were developed and evaluated over two rounds of engagement and constant coordination with the Planning Commission.



Protection of Natural Resources

In many ways, Hickman County is characterized by its natural resources. These include agricultural land, undeveloped wilderness, and scenic—and vulnerable—waterways. It is clear from public opinion that preserving these resources is paramount, and this must be balanced with the need to accommodate market-based growth and provide adequate housing for residents.



Maintain Sense of Community and Character

Hickman County residents enjoy living in the county due in large part to the rural way of life it provides, including its small-town rural feel, community events, and close-knit farming communities. Residents often noted the need to drive longer distances for shopping and employment as well as the interrelationships among neighbors that mitigated the county's lack of larger commercial conveniences.



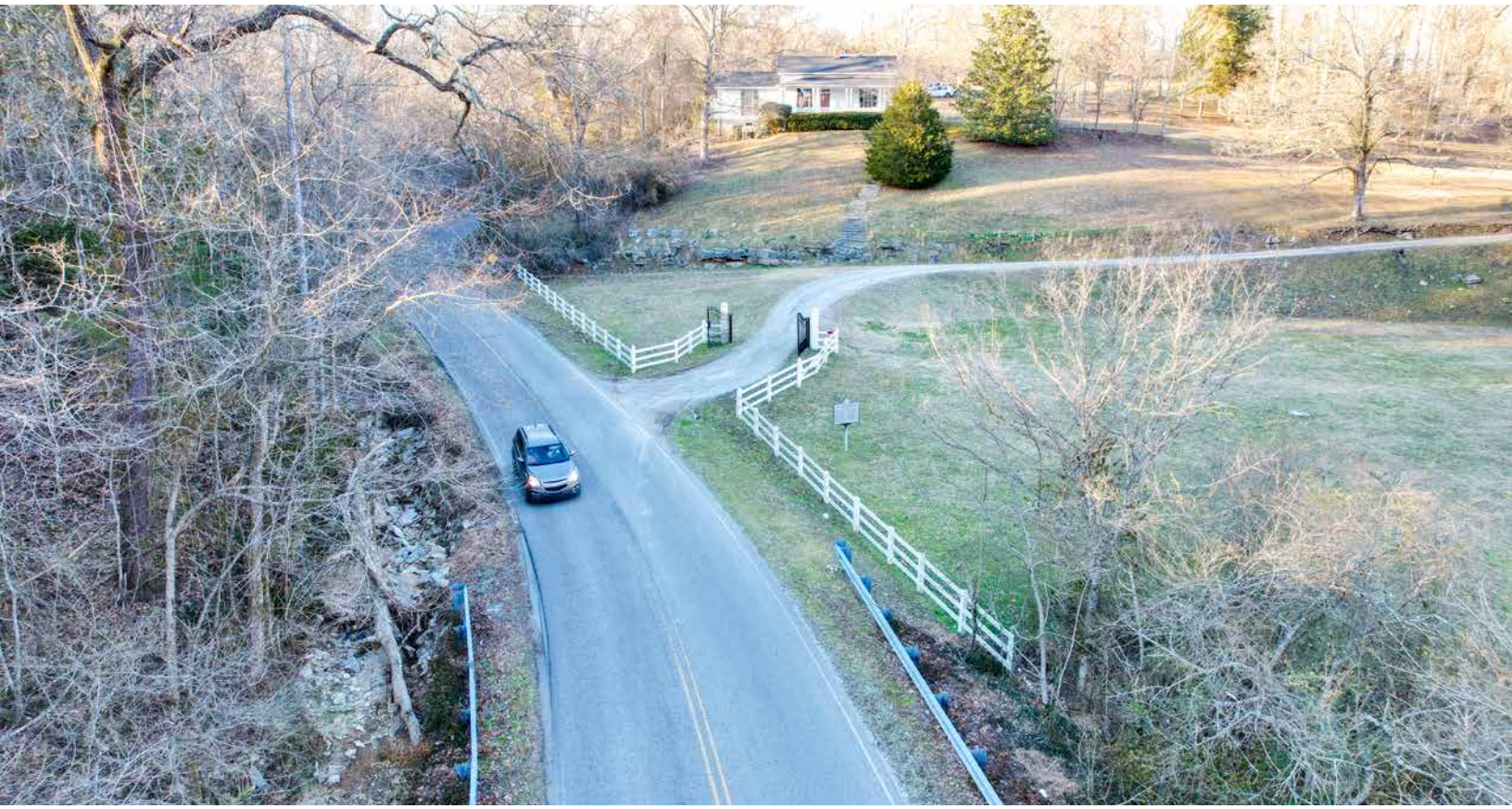
Viable Agriculture

Agriculture is part of Hickman County's fundamental identity. Growth at any scale is often viewed as detrimental to agriculture. Any new development must be weighted with the preservation of agricultural land.



Expansion of Infrastructure

The key constraint on any development at scale is the infrastructure needed to support it, particularly water, sewer, and transportation access. The public recognized the need to strategically and selectively expand infrastructure only in areas capable of accommodating new growth in a fiscally responsible manner, ensuring that such growth expands the tax base without imposing new infrastructure costs and additional tax burdens onto the existing property owners.





Rural Preservation

While many residents are not farmers or arborists, there remains a strong preference for the quiet rural tranquility that exists throughout much of Hickman County because of these land uses. Many residents prefer to have their own private spaces near natural areas with minimal views of neighbors or street activity.



Increased Housing Options

Housing prices in Hickman County, while generally below those of neighboring urban counties, have still experienced upward pressure consistent with a recent statewide trend. Demand for increased housing options is not limited to people moving into the county. Many younger county residents expressed concern about finding accessible housing options in the future.



Economic Development

Increased economic activity can offer more local opportunities for shopping and employment, as well as enhance the county's tax base. Many community members favored a retail development strategy that emphasizes the county's existing strengths (e.g., locally-sourced foods, crafts, restaurants). Other strategies include revenue capture opportunities—particularly along Interstate 40—and industrial development at key sites.

GOALS

The guiding principles underscore the trade-offs inherent in the planning process. Goals of the Future Land Use Plan build off of these guiding principles, and guided placetype development as well as the future land use map.

PRESERVE Hickman County's pristine rivers, creeks, tree canopy, and cave network.

MAINTAIN a rural sense of place through the preservation of low density rural and agricultural areas.

MAINTAIN agriculture as the dominant land use in the county.

ACCOMMODATE growth through a conservation approach to the conversion of undeveloped land into housing.

DEVELOP housing options that service community members throughout one's lifespan and economic status.

INCREASE tourism, high-paying jobs, and sales tax revenue.

ENCOURAGE responsible development by promoting developer funded infrastructure expansion, alleviating the burden falling on current property owners.

EXPAND grocery and hardware store availability, diversify shopping options, and increase access to community recreation centers.



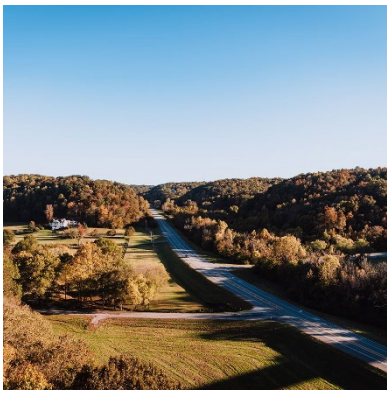
PLACETYPES

The Future Land Use Plan includes nine placetypes, which are defined on the following pages.

- Conservation
- Agricultural Preservation
- Rural Places
- Residential Growth
- Town Residential
- Rural Crossroads
- Community Commercial
- Interchange Area Development
- Industrial

CONSERVATION







Definition
This placetype corresponds with parks and other areas designated for conservation. It includes such places as the Natchez Trace Parkway and John Noel at Bon Aqua State Natural Area, as well as "undevelopable" tracts in state- or rail-owned right-of-way. Floodplains and stream buffers will typically be included in this category since they are generally not developable, or are developable under very limited and strict circumstances.

Local Examples
- Natchez Trace Parkway
- John Noel at Bon Aqua State Natural Area
- Buford McCord Memorial Park
- Drainage easements

Development Pattern
- Predominantly undeveloped environmentally sensitive lands

Typical Street Pattern
- Collector streets served by roads
- Spacing of streets varies

Primary Uses
- Recreation and open space

Residential Density
Restricted or limited residential development

Sewer / Septic
N/A

Protection of Natural Resources	X	Expansion of Infrastructure	
Maintain Sense of Community and Character	X	Viable Agriculture	X
Rural Preservation	X	Increased Housing Options	
Economic Development		Expansion of Community Services	

AGRICULTURAL PRESERVATION



Definition
This placetype provides large areas that encourage farming operations. Predominant uses include intensive agricultural production, forestry, and conservation. This placetype allows for agriculture-related commercial uses and cottage industries. Residential land uses are very low density, with large open spaces between homes.

Local Examples
- Western Hickman County



Development Pattern
- Predominantly rural and agricultural uses
- Limited commercial development – agriculture and cottage businesses
- Sparse development of housing with some agricultural structures (e.g., utility sheds, workshops, etc.)
- Structure heights of one to two stories
- Emphasis on maintaining rural atmosphere and surroundings



Typical Street Pattern
- Two-lane roads with shoulder and ditch, no curb and gutter
- Spacing of streets varies

Primary Uses
- Single family homes
- Farming operations
- Limited, small scale businesses

Residential Density
Very low-density with mix of agricultural uses

Sewer / Septic
Conventional septic

Protection of Natural Resources	X	Expansion of Infrastructure	
Maintain Sense of Community and Character	X	Viable Agriculture	X
Rural Preservation	X	Increased Housing Options	
Economic Development		Expansion of Community Services	

RURAL PLACES







Definition

This placetype intends to maintain an agrarian character in outlying areas which include active, mostly small-scale, farming operations and large home sites. It stands on its own as a reflection of existing character, but is also considered a "transitional" area between farmland preserves and more locally-intense development. Residential uses are low-density, reflecting reliance on on-site sewage disposal systems. Public sanitary sewer is unlikely to be provided here. While many locations in this character area may be served by public water, some will continue to rely on individual wells for water supply.

Local Examples

- Shady Grove
- Primm Springs
- Nunnelly

Development Pattern

- Large lot, single family home sites with a rural setting
- Agriculture and forestry permitted
- Limited commercial and no industrial uses

Typical Street Pattern

- Two-lane roads with shoulder and ditch, no curb and gutter
- Spacing of streets varies

Primary Uses

- Single family homes
- Limited commercial uses

Residential Density

Large lot rural residential

Sewer / Septic

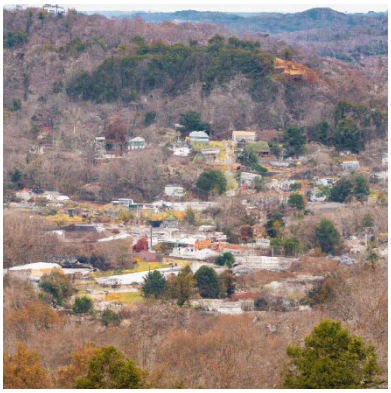
Conventional septic

Protection of Natural Resources	X	Expansion of Infrastructure	
Maintain Sense of Community and Character	X	Viable Agriculture	X
Rural Preservation	X	Increased Housing Options	X
Economic Development		Expansion of Community Services	

RESIDENTIAL GROWTH







Definition
This placetype is located outside identified centers that are experiencing the majority of the county's growth. It is designated primarily for single family homes on smaller lots or within conventional subdivisions. Public water is available. Public sanitary sewer may be available. Densities are medium to low where public water is available. If public sewage is available duplexes and townhomes (single family attached) may exist. Small-scale agricultural uses may also exist.

Local Examples
- Northeast Hickman County
- Lyles

Development Pattern
- Predominantly low to medium density, residential
- Structure heights of one to two stories

Typical Street Pattern
- Two-lane roads and collector streets
- Curb and gutter used sparingly
- Connectivity between new developments should be encouraged

Primary Uses
- Single family homes

Residential Density
Low- to medium density residential

Sewer / Septic Sewer or decentralized / hybrid septic system

Protection of Natural Resources		Expansion of Infrastructure	X
Maintain Sense of Community and Character	X	Viable Agriculture	X
Rural Preservation		Increased Housing Options	X
Economic Development		Expansion of Community Services	

TOWN RESIDENTIAL







Definition

This placetype is the closest to, or located within, the areas with the highest levels of activity and growth pressures. Public water and sewage exists, and these areas are served with more urban services and facilities such as parks, community centers, libraries, and schools. The predominant use is single family homes. A mix of land use types, including townhomes and multifamily residences, mixed-use developments and community commercial centers typically will exist.

Local Examples

- Bon Aqua Junction
- Highway 46 Corridor
- Centerville

Development Pattern

- Predominantly medium density, residential
- Medium residential
- Structure heights of one to three stories

Typical Street Pattern

- Two-lane roads, collector streets, and two- to four-lane divided roads
- Curb and gutter used in new developments
- Connectivity between new developments should be encouraged

Primary Uses

- Single family homes
- Multifamily residences
- Community facilities
- Commercial

Residential Density

Medium density residential

Sewer / Septic Sewer or decentralized / hybrid septic system

Protection of Natural Resources		Expansion of Infrastructure	X
Maintain Sense of Community and Character	X	Viable Agriculture	
Rural Preservation		Increased Housing Options	X
Economic Development	X	Expansion of Community Services	X

RURAL CROSSROADS



Definition

This placetype is envisioned to consist of compact assortments of convenience-oriented retail services at rural crossroads that address the needs or residents in rural portions of the county. It might contain small-scaled commercial uses, such as a convenience store, gas station, or restaurant – as well as smaller lot residential uses. Primary emphasis is convenience while maintaining rural character.



Local Examples

- Shady Grove
- Pinewood
- Highway 100 Crossroads

Development Pattern

- Mix of commercial and smaller residential lots
- Community facilities such as churches, meeting lodges or schools may exist
- Light industrial permitted



Typical Street Pattern

- Arterial or collector streets at intersections
- Adjoining streets may connect in a grid pattern

Primary Uses

- Small-scale commercial or institutional uses
- Limited medium density residential

Residential Density

Low- to medium density residential

Sewer / Septic

Conventional septic

Protection of Natural Resources		Expansion of Infrastructure	
Maintain Sense of Community and Character	X	Viable Agriculture	
Rural Preservation	X	Increased Housing Options	X
Economic Development	X	Expansion of Community Services	X

COMMUNITY COMMERCIAL



Definition

This predominantly commercial area usually follows major transportation corridors. It is envisioned as a place with a compatible mixture of higher density nonresidential development, such as grocery stores, strip developments, car washes, medical facilities, and other community-oriented commercial uses. Higher density housing may be provided.



Local Examples

- Fairfield
- Bon Aqua Springs
- Highway 46 Corridor

Development Pattern

- Mix of commercial services
- Community facilities (churches, meeting lodges, or schools) exist in the area
- Light industrial permitted
- Structure height of one to three stories



Typical Street Pattern

- Arterials served by local roads
- Spacing of streets varies with an emphasis on connectivity and improved safety that reduces traffic conflicts
- Managed driveway access consistent with current state standards

Primary Uses

- Commercial and institutional uses

Residential Density

Medium- to high-density residential

Sewer / Septic Sewer or decentralized / hybrid septic system

Protection of Natural Resources		Expansion of Infrastructure	X
Maintain Sense of Community and Character	X	Viable Agriculture	
Rural Preservation		Increased Housing Options	
Economic Development	X	Expansion of Community Services	X

INTERCHANGE AREA DEVELOPMENT



Definition

This placetype corresponds to the two Interstate 40 interchanges located in Hickman County. It is intended to accommodate larger scale commercial development uses, particularly those catering to the traveling public via automobile. All such uses should require careful site planning to ensure site development conformity with applicable standards.

Local Examples

- Bucksnort Interchange – I-40
- Highway 48 Interchange – I-40



Development Pattern

- Predominantly low density, commercial uses served by automobile
- No residential
- Structure height of one to three stories

Typical Street Pattern

- Arterials served by local roads
- Spacing of streets varies with an emphasis on improved safety that reduces traffic conflicts
- Managed driveway access consistent with current state standards



Primary Uses

- Commercial uses

Residential Density

Restricted residential uses

Sewer / Septic

Sewer or decentralized / hybrid septic system

Protection of Natural Resources		Expansion of Infrastructure	X
Maintain Sense of Community and Character		Viable Agriculture	
Rural Preservation		Increased Housing Options	
Economic Development	X	Expansion of Community Services	

INDUSTRIAL



Definition

This placetype provides space for light- to medium-intensity industrial activities. It is intended to accommodate warehousing, light manufacturing, machining, and wholesale uses. Adequate buffers should be left between these uses and other placetypes in order to limit the amount of noise, light, and other disturbances experienced.

Local Examples

- Industrial Drive – Nunnelly
- Shipps Bend



Development Pattern

- Industrial uses
- No residential
- Structure heights may be limited in airport area

Typical Street Pattern

- Arterials served by local roads
- Spacing of streets varies with an emphasis on improved safety that reduces traffic conflicts



Primary Uses

- Industrial uses

Residential Density

Restricted residential uses

Sewer / Septic

Sewer or commercial / large-capacity septic system

Protection of Natural Resources		Expansion of Infrastructure	X
Maintain Sense of Community and Character		Viable Agriculture	
Rural Preservation		Increased Housing Options	
Economic Development	X	Expansion of Community Services	

FUTURE LAND USE MAP

As part of the Future Land Use Plan, placetypes were finalized and a series of alternative scenarios were developed for comment and reaction by the county. Three scenarios were initially developed for public feedback, allowing the project team to further gauge county objectives, weigh them against each other, and develop a final Future Land Use Map.

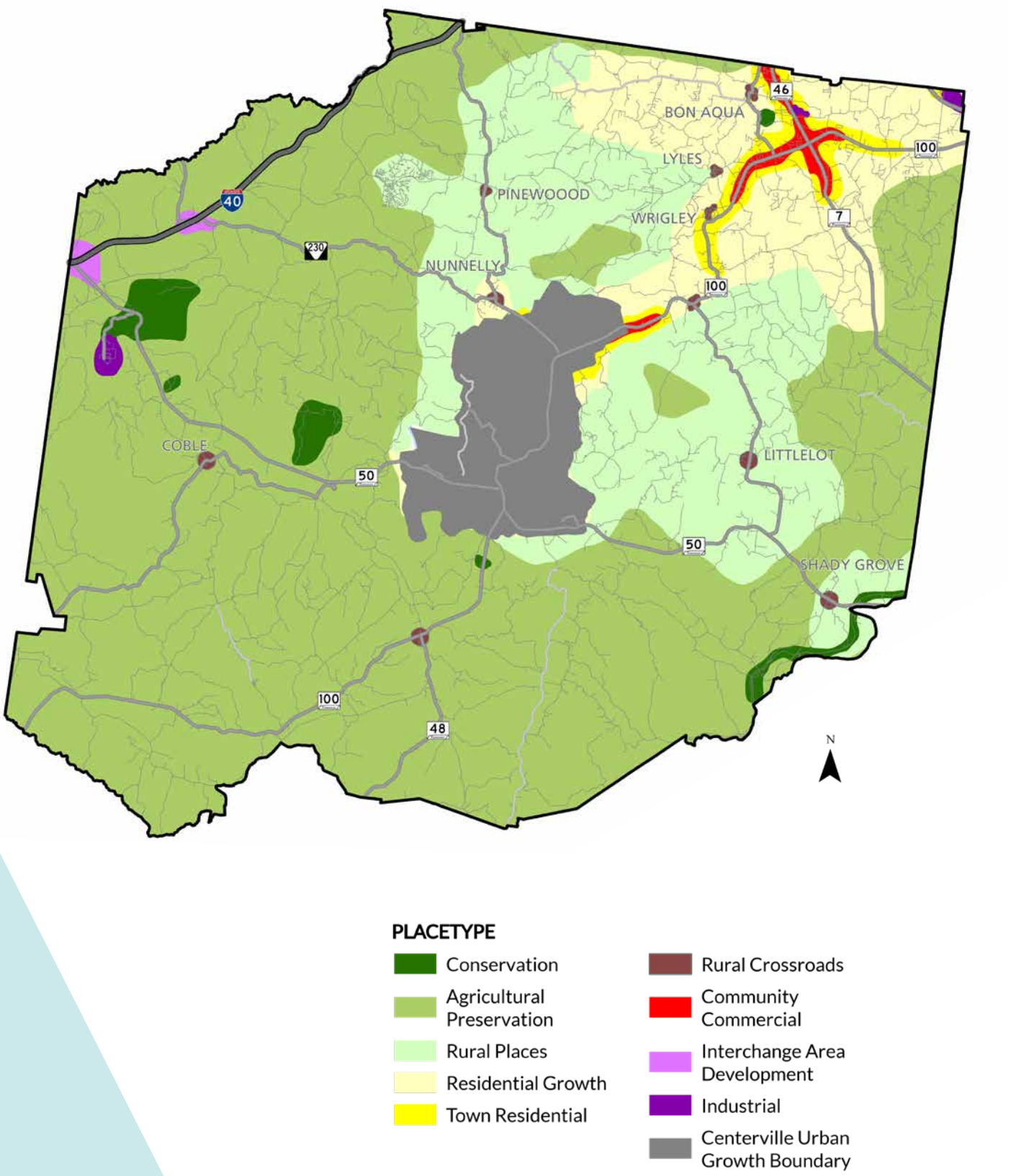
The final Future Land Use Map synthesizes aspects of all three scenarios (Growth, Trend, and Compact). The Compact scenario was weighted heavily, especially in the south and west of the county, preserving the majority of the county as an agricultural placetype. Elements of the Growth scenario were incorporated as well, including community commercial and town residential development along TN-46 and TN-100, rural crossroads in the county's town centers and prominent intersections, as well as interchange commercial development along I-40 interchanges.

The Future Land Use Map shows a primarily agricultural and rural residential county. The plan shows the most intense growth occurring in the northeast, specifically along TN-46, TN-7, and TN-100. Further residential growth at lower densities is also shown to occur in the northeast. The plan highlights ten rural crossroad areas, all located in established town centers or state highway intersections with a few existing retail establishments. Additionally, the Interchange Area Development placetype was selected for both exit 148 and 152 on I-40.

The Future Land Use Map is not a zoning proposal and does not determine what will happen to any single parcel. It merely provides guidance for how land could be used in the future, subject to infrastructure availability and market conditions. Directly informed by residents' values and goals, Future Land Use planning guides where future development and redevelopment should occur.

The Future Land Use Map should be referenced along with the County Zoning codes and maps when development applications come before regulatory and legislative bodies. The Future Land Use Map provides assistance when considering rezoning applications and future development patterns.

Figure 11. Future Land Use Map



SECTION 5

IMPLEMENTATION

The Hickman County Future Land Use Plan serves as a guide to inform future land use decisions including general development patterns and preferences, regulations, types and intensities of development, and rezoning considerations.

The recommendations contained within this report are intended to supplement Hickman County's Zoning Resolution. This document provides policy direction for future land use decisions, including rezoning of property, that contributes to the desired future growth strategy for Hickman County over the next twenty years. If a transformational event occurs, such as a significant expansion of sanitary sewer infrastructure or major industrial development, the Plan should be revisited to understand how the catalytic event may impact future land use in the area.

Additionally, to guide these implementation efforts, the framework established by the guiding principles and subsequent goals was expanded to included specific objectives and action strategies.

ZONING RECOMMENDATIONS

FUTURE LAND USE TO ZONING COMPATIBILITY

A Future Land Use Map is used to help determine the appropriate zoning for the property being developed. Each placetype has one or a series of zoning districts that are compatible or partially compatible with the placetype. The zoning compatibility crosswalk shown in Table 3 shows the relationship between the placetypes and Hickman County's current zoning ordinance. Zoning districts have been listed as compatible ("C"), partially compatible ("PC"), or not compatible ("NC") within each of the corresponding land use categories.

ZONING AND SUBDIVISION ORDINANCES

The County's zoning and subdivision ordinances should be reviewed and updated to address the changes proposed in this Future Land Use Plan. While changes will likely be implemented over time, the following discussion highlights general observations regarding compatibility between the Plan's placetypes and the County's existing zoning districts.

Table 3. Future Land Use and Zoning Compatibility Crosswalk

ZONING DISTRICTS	FUTURE LAND USE PLACETYPES: Agricultural Preservation	Community Commercial	Conservation	Industrial	Interchange Area Development	Residential Growth	Rural Crossroads	Rural Places	Town Residential
A-1: Agriculture-Forestry	C	C	C	C	C	C	C	C	C
C-1: General Commercial	NC	C	NC	NC	PC	NC	PC	NC	NC
C-2: Commercial	NC	C	NC	PC	PC	NC	PC	NC	NC
I-1: General Industrial	NC	NC	NC	C	NC	NC	NC	NC	NC
I-2: Heavy Industrial	NC	NC	NC	C	NC	NC	NC	NC	NC
R-1: Suburban Residential	PC	NC	NC	NC	NC	C	NC	PC	C
R-2: High-Density Residential	NC	NC	NC	NC	NC	PC	NC	NC	C

A-1

Agriculture-Forestry

This zoning district most closely resembles the Conservation, Agricultural Preservation, and Rural Places placetypes. The following should be considered when determining an A-1 district's compatibility with the following placetypes:

Conservation: A-1 permits development, including homes and structures, while the Conservation placetype focuses on zero or very limited development. Aligning A-1 with Conservation areas could require downzoning, removal of structures, or land use restrictions if necessary.

Agricultural Preservation: A-1 and this placetype support agricultural development. A-1 allows lots as small as one acre. This zoning would be low-density with a mix of agricultural uses.

Rural Places: A-1 and Rural Places are similar in visual and land use character, but have slightly higher development density,

This zoning district is generally compatible to be restructured into any of the nine future land use placetypes due to its relatively undeveloped nature and large lot size, so long as specific utility, permitted use, and lot size requirements are accounted for during the rezoning process.

R-1

Suburban Residential

This zoning district most closely resembles the Residential Growth and Town Residential and is partially compatible with the Agricultural Preservation and Rural Places placetypes. The following should be considered when determining an R-1 zone's compatibility with the following placetypes:

Residential Growth: R-1 and this placetype both support low-to-medium density development and focus on single family developments or duplexes. However, R-1 currently allows higher density development, with lots as small as 15,000 square feet.

Town Residential: R-1 and this placetype both support medium density development. However, Town Residential placetypes also aim for higher density development, including townhomes and multi-family residences. R-1 can be rezoned to serve Town Residential purposes, provided that public sewer system or decentralized / hybrid septic system requirements are met.

Some R-1 zones may be compatible with Rural Places and Agricultural Preservation placetypes provided the R-1 lots meet the development density and primary use criteria of these placetypes.

R-2

High-Density Residential District

This zoning district most closely resembles the Town Residential placetype and is partially compatible with the Residential Growth placetype. The following should be considered when determining an R-2 zone's compatibility with the following placetypes:

Town Residential: The R-2 zoning district and Town Residential placetype both aim for medium to high residential development. The R-2 zoning district requires public sewer systems, while the Town Residential placetype requires public sewer systems or decentralized / hybrid septic systems.

Some R-2 lots may be compatible with the Residential Growth placetype as long as the R-2 lots meet the minimum development density and primary use requirements of the Residential Growth placetype.

C-1

General Commercial District

This zoning district most closely resembles the Community Commercial placetype and is partially compatible with the Rural Crossroads and Interchange Area Development placetypes. The following should be considered when determining a C-1 zone's compatibility with the following placetypes:

Community Commercial: The C-1 zoning district and Community Commercial placetype are both predominantly commercial areas which generally follow major transportation corridors. The C-1 zoning district does not require public sewer systems on all lots, and the Community Commercial placetype calls for public sewer OR decentralized / hybrid septic systems. Updates to C-1 parcel sewer/septic systems may be needed. C-1 zoning district land area requirements are generally compatible with the Community Commercial placetype, but attention may be required for any residential units placed on these parcels.

C-1 parcels may be compatible with Rural Crossroads and Interchange Area Development placetypes as long as the parcels meet minimum lot size, public utility, and permitted use criteria of these placetypes. The general character of existing C-1 districts may be currently developed for higher intensity use than these placetypes call for and special consideration must be given to use type and intensity in these areas.

C-2

Commercial District

This zoning district most closely resembles the Community Commercial placetype and is partially compatible with the Industrial, Rural Crossroads, and Interchange Area Development placetypes. The following should be considered when determining a C-2 district's compatibility with the following placetypes:

Community Commercial: The C-2 zoning district and Community Commercial placetype are both predominantly commercial areas. C-2 zones are generally developed for less intensive commercial use, so upscaling development to match a Community Commercial area's land use vision may be required. The C-2 zoning district does not require public sewer systems on all lots while the Community Commercial placetype calls for public sewer OR decentralized / hybrid septic systems. C-2 zoning district land area requirements are generally compatible with the Community Commercial placetype.

The C-2 zoning district is partially compatible with the Industrial, Rural Crossroads, and Interchange Area Development placetypes. The lower density and intensity of C-2 zone developments may make these areas particularly suitable for repurposing into Rural Crossroads and Interchange Area Development placetypes, which follow similar guidelines in terms of development intensity and preferred land use. In some instances, C-2 zoning districts may be repurposed for light industrial use if lot size, utility, and development density requirements are met.

I-1 I-2

General Industrial District and Heavy Industrial District

These zoning districts are specifically designated for industrial use, therefore Industrial is the most compatible placetype with these districts. Similarities between the I-1 / I-2 zone and the Industrial placetype come from their permitted uses of light- to high-intensity industrial activities. The I-1 and I-2 zoning districts and the Industrial placetype are intended to accommodate warehousing, manufacturing, machining, and wholesale uses. Adequate buffers should be left between these uses and other placetypes in order to limit the amount of noise, light, and other disturbances experienced. Due to the unique and sometimes hazardous permitted uses in industrial zoning districts, repurposing I-1 and I-2 zones into other non-industrial placetypes is not advisable.

ADDITIONAL RECOMMENDATIONS

Additionally, to guide implementation efforts, the framework established by the guiding principles and subsequent goals was expanded to included specific objectives and action strategies.

GOAL **PRESERVE** Hickman County's pristine rivers, creeks, tree canopy, and cave network.

- Investigate the feasibility of a Transfer of Development Rights (TDR) tool to compensate property owners for preserving agricultural land or undeveloped land in sensitive ecosystems.
  - The TDR tool could empower property owners to sell their development rights to properties suitable for denser development in exchange for a permanent conservation easement or restrictive covenant.
- Develop regulatory language that strengthens buffer requirements along waterways, dedication of greenway easements, and the construction of buildings higher than one foot above base flood elevations.
- Develop incentives that encourage developers to take a conservation subdivision approach to developments (e.g., clustered subdivisions with open spaces for water table regeneration and local flora/fauna).
- Consider the impacts upon natural resources when new developments are proposed and implement safeguards as necessary to ensure their protection.

GOAL **MAINTAIN** agriculture as the dominant land use in the county.

- Encourage and incentivize the conversion of agricultural lands to Land Trusts, preserving agricultural land for generations.
- Develop and maintain an inventory of Hickman County's agricultural resources.
- Enhance the capacity of Hickman County farmers to continue agricultural activities (e.g., small scale meat processing or canning facilities) while promoting agricultural activities and a farming ethic among local residents.
- Ensure nuisance ordinances favor existing agricultural operations and promote a Right-to-Farm ethos.
- Reduce potential conflicts between agricultural land uses and other land uses through buffering, setbacks, or other creative strategies.

GOAL **MAINTAIN** a rural sense of place through the preservation of low density rural and agricultural areas.

- Residential areas designated as Rural Residential should be updated to the compatible zoning designation if not already.

GOAL **ACCOMMODATE** growth through a conservation approach to the conversion of undeveloped land into housing.

- Continue to assess the appropriateness of residential development based upon factors like well-draining soil, floodplains, the capacity of soils, streams, and ground water to support additional residential functions such as septic tank effluent absorption.
- Any new subdivisions should be designed to accommodate future development, including provision of street connections as may be necessary to ensure the adjoining properties may accessed once developed.

GOAL **ENCOURAGE** responsible development by promoting developer funded infrastructure expansion, alleviating the burden falling on current property owners.

- Avoid reliance on increased property taxes to finance infrastructure necessitated by population growth and increased housing density.
- Alleviate funding gaps which typically occur in growth related infrastructure expansion.
- Condition zoning changes, density increases, and large scale residential approval on demonstrated infrastructure capacity or developer funded improvements.

GOAL **DEVELOP** housing options that service community members throughout one's lifespan and economic status.

- Diversify the county's housing stock to offer housing options throughout one's lifespan and economic status.

GOAL **EXPAND** grocery and hardware store availability, diversify shopping options, and increase access to community recreation centers.

- Encourage/promote locally sourced products and companies (e.g., Pick Tennessee) via Hickman County social media and websites.
- Where possible, Hickman County should purchase derelict properties and rehabilitate them for future businesses.

GOAL **INCREASE** tourism, high-paying jobs, and sales tax revenue.

- Establish a zoning overlay district in rural crossroads areas to allow for more flexible uses of structures (e.g., mixed use districts).
- Encourage the use and rehabilitation of existing industrial building stock for reuse as industrial facilities or as other innovative uses that reduces costs and materials involved with new development.
- Continue to partner with community groups and utilize Hickman County social media and websites to enhance tourism activities based upon the county's natural beauty and culture.



HICKMAN COUNTY
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