

---

# CLAY COUNTY

## Community Comprehensive Plan

Executive Summary, Prepared by Upper Cumberland Development District

---

# Contents

---

Introduction	3
Quality of Life	5
Parks and Recreation	6
Historic Preservation	8
Education and Workforce Development	10
Aging	12
Health Care	14
Leadership Development	16
Residential Housing	17
Infrastructure	18
Fiscal Strength	20
Solid Waste	22
Transportation and Public Parking	24
Utilities	27
Planning and Zoning	30
Economic Development	31
Industrial Development and Recruitment	32
Entrepreneurship	34
Agriculture	36
Tourism and Downtown	38
Marketing	40
Business Retention and Expansion	43
Implementation	44
Authors & Contributors	61

# Introduction

## Clay County Snapshot

Clay County is located on the Eastern Highland Basin of Tennessee in the Upper Cumberland region, just south of the Kentucky border with the county seat of Celina sitting approximately 97 miles northeast of Nashville. The county is home to 7,861 residents<sup>1</sup> and contains three distinct communities: Moss, Hermitage Springs and the City of Celina. Clay County is one of the smallest counties in the state, ranking eleventh smallest by area at 259.25 square miles.<sup>2</sup> What the county lacks in area, it makes up for in approximately 210 miles of shoreline<sup>3</sup> along one of the country's choice locations for fishing and recreation, Dale Hollow Lake.

State Routes 52 and 53 are the most significant state highways in Clay County, leading traffic through the heart of Celina. The highways are used frequently by freight traffic commuting from Kentucky, as well as visitors seeking the "lake life" culture or one of Clay County's many festivals offered throughout the year.

Visitors can experience the county's rich history as they walk through downtown Celina by the historic courthouse, view exhibits at the Clay County Heritage Museum or visit the once thriving and diverse Free Hills Community. Offering an attractive quality of life, beautiful landscapes, deep historical roots and vast potential for investment, Clay County possesses many advantages that can be used to strengthen its core and shape its future.

## A Look Back

As with other rural communities across America, the changing global economy has dramatically affected Clay County. Gone are the garment industry jobs, as well as many of the jobs created because of the vast forestry and agricultural resources. The entire community has felt the shift in economic stability which has left the county struggling to overcome adversity.

A common thread impacting all sectors of Clay County's economy is one glaring statistic: the county is losing population at an alarming rate. Regardless of whether the county's decreasing population has been the cause or effect of recent economic problems, the community must consider this issue and take proactive measures to reverse the trend.

---

<sup>1</sup> Population Estimates, July 1, 2015, (V2015). Clay County Tennessee QuickFacts from the US Census Bureau.

<sup>2</sup> Tennessee Department of Transportation. 2007. TN Counties. Scale 1:24,000.

<sup>3</sup> National Hydrography Dataset (NHD); 2001; USGS Unnumbered Series; U.S. Geological Survey

# Forward Focus

Clay County is at a crucial point in its evolution. In order to recover and make forward progress, the county must seriously consider its direction and coordinate efforts across governments, civic groups, businesses and those citizens willing to volunteer their time and efforts in bettering the community.

Clay County as a community must:

- Make long-term investments in education and infrastructure.
- Include the next generation youth in the planning of today.
- Be open to accepting outside assistance from regional, state and federal resources.
- Create a culture of high expectations by the citizens in what they demand of their community.

## The purpose. The importance.

In 2016, Clay County leadership commissioned the Upper Cumberland Development District to provide a comprehensive evaluation of life in Clay County and to offer recommendations for improvement. Though the plan presents a twenty year vision, it is a living document that should be regularly adjusted based on the current needs of the community.

The preparation of this plan required a great deal of research. Upper Cumberland Development District staff received input from various community stakeholders, such as elected officials, residents, businesses, non-profit organizations, property owners and many others invested in Clay County's future. UCDD staff formed recommendations utilizing data received from community input and the professional knowledge of state and regional partners.

The purpose of the plan is to formulate a coordinated, long-term development program for Clay County. The 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 of the community.

This comprehensive plan should spur conversation and movement to address issues, provide direction for regulatory changes and provide an avenue to refine Clay County's vision and take progressive steps to a better future.

## Using the Plan

The plan addresses three broad categories: Quality of Life, Infrastructure and Economic Development. The three categories contain multiple sections, each including an overview, goals, objectives and action items.

The plan concludes with suggestions for implementation in an easy-to-follow chart that provides a time line and recommended lead organization for each initiative. The implementation chart should serve as a starting point for how to educate and involve governing bodies, regional partners, community organizations, committees and citizens in the role each plays in shaping Clay County's future.

# Quality of Life

# Parks & Recreation

Clay County is a proud community characterized by beautiful scenery. Its parks and recreation assets are an indispensable part of the county's image, character and quality of life. However, the current role which parks and recreation plays in Clay County needs significant reassessment and improvement. Clay County's parks and recreation facilities are not being fully utilized to foster economic development and quality of life. The following list reflects Clay County's existing parks and recreation resources.

Dale Hollow Lake is the most significant recreational asset in Clay County, with 52,542 total acres (27,700 acres of water and 24,842 acres of land). The county has three main recreation areas: Dale Hollow Dam, Lillydale and Willow Grove. Each area has unique features such as scuba diving areas, swimming beaches and playgrounds. These recreation areas combine to offer over 25 miles of walking and biking trails, as well as camp sites and horseback riding that attract nearly three million visitors annually.<sup>1</sup>

Dale Hollow National Fish Hatchery is another parks and recreation resource in Clay County. Operated by the U.S. Fish and Wildlife Service of the Department of the Interior, the hatchery serves a vital role in the management of Dale Hollow Lake's fishery resources. The hatchery houses a variety of trout in waters impacted by the Dale Hollow Dam; this activity supports a significant recreational fishery while generating a substantial amount of economic activity for the local economy.

Donaldson Park is located within Celina next to the Obey River Tailwater. The park hosts a variety of recreational activities, including boating, fishing and picnicking. The park is characterized by broad, grassy areas surrounded by large shade trees. An abundance of wildlife can be seen in the area, including white-tailed deer, bald eagles and the occasional beaver. Fishing is very popular on the Obey River, which is stocked with nearly 60,000 trout annually by the fish hatchery. Donaldson Park offers many amenities

for visitors, including a boat ramp, playground, fitness trail and marble yard. Volleyball, basketball and tennis courts are also available.

The Clay County Fairgrounds lie just outside the Celina city limits. The fairgrounds offer an outdoor area to host horse shows and rodeos, 4-H pavilion, two baseball fields, playground, outdoor track and a performance center. The performance center and its adjoining kitchen facilities can be rented out year-round and accommodates up to 500 people; the center includes a stage for pageants and performances.

Clay County leaders will take a proactive approach to improving parks and recreation. This approach will include conducting a modest land use study to assess the possibility of a recreation center, walking/biking trails and how these resources may be used to offer healthy lifestyle programming. Potential funding sources could include the Tennessee Department of Environment and Conservation's Local Parks and Recreation Fund and Recreational Trails Program.

---

Additional Resources: Tennessee Department of Environment and Conservation (TDEC)



# promoting active lifestyles >>

3,000,000  
visitors to Dale  
Hollow Lake  
annually

52,542  
acres of land  
& water

## GOAL ONE

**Clay County offers a vibrant parks and recreation system that exceeds the needs of its visitors.**

**Objective:** Local stakeholders advocate for and guide the planning of the local parks and recreation system.

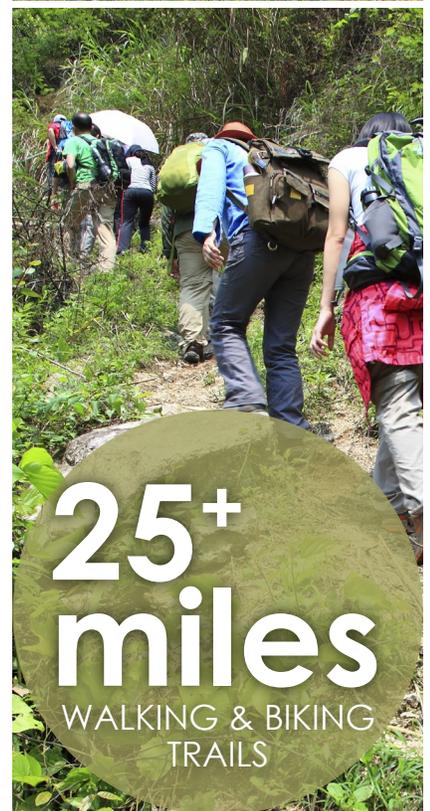
- Form a local parks and recreation committee.

**Objective:** Offer healthy lifestyle programming at local parks and recreation facilities.

- Host a local 'get fit' competition.
- Offer fitness classes such as yoga, tai chi and aerobics at local parks and recreation facilities.
- Explore options for hosting recreational events such as races, triathlons and festivals at local parks.

**Objective:** Explore land use options for new parks, recreational facilities and trails.

- Utilize Upper Cumberland Development District to apply for funding opportunities such as TDEC's Recreational Trails Program (RTP) and Local Parks and Recreation Fund (LPRF).





# Historic Preservation

Clay County has a distinguished and diverse history, which it should promote for purposes of heritage tourism, education and civic pride. Tennessee is one of the top ten heritage tourism destinations in the country and historic places/museums are fourth on the list of popular destinations. To capitalize on heritage tourism opportunities, the county must pull its assets together under one roof: the Clay County Courthouse. Listed on the National Register of Historic Places, the courthouse enjoys a fascinating history and has remained the cultural center of the county throughout its history. Its new title would be the Clay County Culture and Welcome Center. It will serve as a **must-see destination** for heritage tourism travelers, a county welcome center and an educational venue to interpret Clay County's rich heritage for visitors and locals alike. Clay County can use the downstairs space as a welcome

center to celebrate its rich culture while promoting economic development through heritage tourism. The county can showcase diverse subjects, including Cordell Hull, Welby Lee's search for justice, the African-American Free Hills community, noted African-American blues musician Bud Garrett and local cultural traditions like Rolley Hole marbles and whittling. The importance of the Cumberland River to Clay County and the region is particularly significant. The upstairs courtroom would be used as a community performing arts venue. Clay County Courthouse Curator Thomas Watson envisions putting on the play *To Kill a Mockingbird* in the courtroom.<sup>1</sup>

*civic pride*  
*heritage tourism, education*

<sup>1</sup> Please refer to the Strategic Plan Master Copy for a full list of subjects which the Clay County Culture and Welcome Center could showcase on a revolving basis.

# rich heritage, economic development

## GOAL ONE

**Clay County is a must-see destination for heritage tourism travelers.**

**Objective:** Transform the Clay County Courthouse into the Clay County Culture and Welcome Center.

- Continue phased restoration of the courthouse by applying for federal preservation grants through the Tennessee Historical Commission.
- Strategically pursue grants to achieve objective above. Possibilities include applying for Tourism Enhancement grants through the Tennessee Department of Tourist Development; Arts Build Communities and Creative Placemaking grants through the Tennessee Arts Commission; and other relevant opportunities.
- Form partnerships with the City of Celina, Clay County Heritage Museum, Clay County Courthouse Committee, Clay County Chamber of Commerce, Clay County's Three Star Program, Upper Cumberland Tourism Association, WCTE-Upper Cumberland PBS and other local/regional stakeholders.
- Seek assistance and advice from the Tennessee Association of Museums.
- Aggressively market Clay County as the western terminus of the Cumberland Historic Byway, a state-recognized historic byway with an existing website ([cumberlandhistoricbyway.com](http://cumberlandhistoricbyway.com)).
- Enhance the courthouse grounds, such as providing public restroom accommodations. This enhancement would have to comply with National Park Service guidelines so the property would retain its listing on the National Register of Historic Places.

## GOAL TWO

**Clay County enjoys a citizenry educated about and proud of its heritage and culture.**

**Objective:** Interpret Clay County history through interactive, rotating exhibits.

- Strategically pursue grants to achieve objective, including National Endowment for the Humanities grants and the National Park Service African American Civil Rights Program grant (which contains an element for interpretation and education). This grant could be utilized specifically to interpret the Free Hills community's history in Clay County.
- Form partnerships with the Clay County Board of Education, Tennessee Tech University, Volunteer State (Livingston), Cookeville Higher Education Campus, WCTE-Upper Cumberland PBS and other educational partners to realize this objective.



# Education And Workforce Development

The Clay County educational system is comprised of two K-8 facilities and one high school. Clay County High School has been recognized as one of the leading schools in the state for progress, receiving the Tennessee Reward School for Progress award.<sup>1</sup> The community is served by the Tennessee College of Applied Technology and Volunteer State Community College in Livingston, and Tennessee Tech University in Cookeville. As Clay County's total population decreases, the school system is confronted with a shrinking population of students. With declining enrollment, it is challenging to maintain basic services and even more difficult to expand educational opportunities.

Based on 2015 test results,<sup>2</sup> Clay County's quality of education in comparison to the Upper Cumberland and the state is below the level it should be. Clay County is comparable to other communities of its size; however, it is evident that these smaller, more rural communities lag behind their larger counterparts in the region.

Community leaders must fully realize the connection between education, workforce development and quality of life. A thriving economy is dependent upon an educated, well-trained pipeline of high school graduates.

Improving education is a challenge that will require not only more funding for the school system, but an examination of programs to assist families as they prepare their children for school.

The community must meet the needs of families in order to ensure that their children are supported throughout their school career. Areas to explore include: parental engagement, additional childcare options, summer enrichment programs and career counseling options for middle and high school students.



*an educated, well-trained  
pipeline of graduates <<*

<sup>1</sup> "Tennessee Recognizes Top Schools for Achievement and Growth." Tennessee Recognizes Top Schools for Achievement and Growth - TN.Gov. August 3, 2015.

<sup>2</sup> Tennessee Department of Education 2014-15 TCAP Achievement and End of Course Results. PDF.



## GOAL ONE

**Clay County has an adequately funded school system.**

**Objective:** Evaluate school funding outside of the budget cycle to determine adequate funding levels. The following questions should be answered:

- Is the system able to recruit and retain quality teachers?
- Is the curriculum in line with future employment careers?
- Is equal attention paid to career technical education?
- Do students have access to technology, comparable to others in the region?

## GOAL TWO

**Community leaders and parents understand how early education impacts future school, career and life success.**

**Objective:** Life-long learning opportunities are available to every citizen.

- Create an “Education Matters” marketing campaign for new parents.
- Create a youth leadership training course.
- Provide anti-drug education programs to all citizens.
- Offer enrichment programs outside of the school system.
- Educate citizens on services offered by the Upper Cumberland Tennessee Reconnect Community.

## GOAL THREE

**Clay County graduates are equipped with skills needed to enter college or the workforce.**

**Objective:** Students are exposed to a variety of career opportunities and are educated about the type of education, skills or training they will need for their chosen career field.

- Develop a job shadow program with local businesses.
- Conduct career fairs at different grade levels.
- Incorporate soft skills training into programs.
- Create a mentoring program to provide career and social advice.
- Establish entrepreneurial training for students. Utilize The Biz Foundry for assistance.

**Objective:** Students transition seamlessly from high school to higher education to employment.

- Ensure that a coordinated effort for post-secondary training exists to assist students.
- Create a job placement program for high school graduates.
- Employers will provide assistance or flexible work schedules to enable employees to further their education.

*life-long learning*

# Aging



Not unlike other communities, Clay County's demographics are shifting to an older population. This shift in demographics will present the county with challenges and opportunities requiring action by policy leaders. Based on the declining overall population, any future growth will be the result of concerted efforts to make Clay County a more **attractive destination to retain and attract residents**. Significant growth in the aging population will likely be the result of migration from other areas. In order to positively influence the migration of retirees, the county must position itself as an attractive retiree destination.

Fortunately, the community has many existing assets to help it accommodate its shift in demographics, including **medical facilities, affordable housing and recreation** available at Dale Hollow Lake. To build upon these core strengths and opportunities, local elected officials must commit to make decisions based upon the needs of this segment of the population. Clay County must ensure that activities **encouraging a healthy lifestyle for the aging and elderly population** are available.

One of the most important needs of the aging population is health care. The community must support and assist in the growth of local medical providers; this local resource will enable this large sector of the population to **age-in-place** rather than move into assisted living or nursing home facilities. As part of the overall economic revitalization of the community, local officials should encourage

residential development in the areas surrounding Dale Hollow Lake, which will provide opportunities for retiree recruitment to the county. This development will require a **long-term commitment** by local leaders, and the benefits may not be realized for some time.

To address the needs of the county's aging population, the community should look at improving its economy as a whole, starting with its youngest generation. By **improving the K-12 education system**, the county will improve its workforce, which will raise its overall income level. This will result in additional economic opportunities in the county for all citizens, including the elderly.<sup>1</sup>

## 2014 GOVERNOR'S TASK FORCE ON AGING REPORT

The Governor's Task Force on Aging Report focused on three primary areas of concern: Promoting Healthy Aging; Creating Livable Communities; and Supporting Family Caregivers. Pertinent facts to consider in the community development process are Tennessee's over-65 population is higher than the national average; Tennessee ranks in the bottom 10 states on almost all health and well-being measures; and ninety percent of individuals want to age-in-place. Despite these facts, most Tennessee communities are not prepared for the increased community requirements.

# create a livable community



# support & encourage health care

## GOAL ONE

**Clay County is a livable community for senior citizens.**

**Objective:** The Clay County Senior Center provides activities that encourage active lifestyles.

- Senior center staff will obtain professional development each year to learn about new methods/activities.

**Objective:** Ensure adequate, appropriate housing for the elderly.

- The Clay County Commission will support the adopted residential building codes to ensure the construction of appropriate housing for the elderly.

**Objective:** Ensure adequate service and coverage of in-home care providers.

- Consult with the Area Agency on Aging and Disability.

**Objective:** Local parks and recreation programs serve the elderly population.

- Develop and offer new programs catering to the elderly population.

## GOAL TWO

**Clay County is an attractive retiree destination.**

**Objective:** Recruit retirees to relocate to the county.

- Form a retiree recruitment committee.
- Develop a retiree recruitment program, utilizing the Retire Tennessee model as a template for program development.
- Seek sustainable funding for recruitment efforts from city and county legislative bodies.

## GOAL THREE

**Local healthcare providers adequately serve the aging community.**

**Objective:** Maintain and expand a strong system of local healthcare providers.

- Local government will assist in the recruitment of both general practitioners and specialists as demand necessitates.
- Promote the use of local healthcare facilities when possible.
- Officials will include health care-based businesses in their retail recruitment strategy.
- Community leaders will work with current healthcare providers to hold health fairs in the smaller communities of Hermitage Springs and Moss.

---

Additional Resources: Tennessee Commission on Aging and Disability; AARP(American Association of Retired Persons); The Governor's Task Force on Aging report, 2014



# Health Care



In an area with an aging population, health care is of paramount importance. Clay County is fortunate to have Cumberland River Hospital, a strong healthcare facility located in Celina. While the facility has had ten different owners since its creation, it is now owned and operated by Cookeville Regional Health System.

In July 2015, the hospital was designated a Critical Access Hospital, which should assist in stabilizing the financial health of the facility. Cumberland River Hospital currently has a bed count of 33, with 25 designated to acute/observation and swing bed services, and 8 beds designated to a geriatric psychiatric unit.<sup>1</sup>

The emergency room is staffed twenty-four hours a day with physicians and nurse practitioners, with fully-operating outpatient services for laboratory, radiology, respiratory therapy and physical therapy. The hospital typically reflects a census of 12-14 total inpatients per day (88% Medicare and Medicaid), registers around 4,800 emergency room visits (71% Medicare and Medicaid) per year, and consistently records a census of approximately 110 home health patients. Their home health agency accepts patients from 10 counties in the Upper Cumberland and they own two physician practices, employing two full-time physicians and four full-time nurse practitioners for primary care in Clay County. One additional physician operates a private practice in the community. This system of healthcare professionals provides ample care to the citizens of the county.

Cumberland River Hospital's business plan targets Clay County residents who are 50 years and older. Goals

for the upcoming fiscal year are to continue to grow the geriatric, psychiatric and home health services while increasing the overall quality rating of the hospital on the Hospital Compare database. The hospital would also like to provide more specialized services, such as surgery options, MRI capability and sleep services, as the market allows. Facility involvement with local government is crucial for all Clay County businesses, as everyone seeks to keep jobs in the community and enable the county to grow and prosper in the future.

The community is fortunate to have sufficient health care services and opportunities to build upon which to build. While primary care is adequate, Clay County, like other small communities, struggles to provide specialized medical care. Moving forward, healthcare providers and local leaders should maintain open lines of communication to ensure that all community efforts support a strong overall healthcare system.



<sup>1</sup> Patricia Strong, Chief Administrative Officer/Chief Financial Officer Cumberland River Hospital Administration



# of *healthcare* providers << *strong system*

## GOAL ONE

**Adequate healthcare services exist in the community.**

**Objective:** Maintain and expand a strong system of local healthcare providers.

- Local government will assist in the recruitment of both general practitioners and specialists as demand necessitates.
- Promote the use of local healthcare facilities when possible.
- Include health care-based businesses in retail recruitment strategies.
- Work with current healthcare providers to hold health fairs in the smaller communities of Hermitage Springs and Moss.

## GOAL TWO

**The entire county is covered by sufficient emergency medical services.**

**Objective:** The county provides a well-trained and equipped emergency services department.

- Maintain a safe, dependable fleet of ambulances.
- Emergency medical service employees continue to increase their training levels.
- Evaluate the need for sub-stations in rural areas.

---

Additional Resources: TN Department of Health, Cumberland River Hospital/Cookeville Regional Medical Center, TN Department of Environment and Conservation, USDA Rural Development

*serving 10 surrounding counties*



# Leadership Development

Cultivating leadership development is critical to the future of any region, especially rural areas. It must be a community-wide effort in which stakeholders actively “buy into” and eventually take ownership of moving their communities forward. Formal leadership development programs are challenging to sustain for a variety of reasons, including resources/funding, staffing and maintaining a sense of programmatic continuity. Clay County does not necessarily need to create a formal program or “class” like others around the region, but it should focus on leadership development as an integral component of its strategic planning process.

When cultivating a leadership development plan, all stakeholders should be involved in the process, including people from the following backgrounds: senior citizens, blue and white collar workers, educators, business owners, youth, single parents, government officials, etc. Once resources, concerns, and/or issues are identified and prioritized, they should be used to determine measurable goals.

Creating a formal leadership development entity should not be the goal. Engaging a diversity of citizens and including their feedback and ideas for the future will be the county’s goal concerning this area of strategic planning.

---

Additional Resources: Upper Cumberland Development District, Clay County Chamber of Commerce, Clay County Schools and the Tennessee Association for Community Leadership



## GOAL ONE

Clay County enjoys the benefits of an actively engaged citizen task force focused on progressively shaping the community’s future.

**Objective:** Celina and Clay County will provide structure and input to create a formal or informal leadership development entity.

- Clay County will recognize and recruit citizens to serve in community and volunteer leadership roles.
- These leaders will identify, champion and implement a variety of community projects that effect positive change.

*engaging citizens*



Clay County is very diverse in regard to topography and natural waterways. The natural surroundings of the community provide opportunity for potential growth in high-value residential properties. The community is positioned to capitalize on retiree recruitment, given its extensive available waterfront property. The biggest challenges to this advancement capitalization include a lack of infrastructure to Dale Hollow Lake, limited retail opportunities and the relatively low-value housing stock. While it is not possible for the local governments to incentivize residential development, they can provide the infrastructure needed to make existing properties attractive for development. This includes sewer, water, broadband and roadways. Given the attractive waterfront properties available for redevelopment, Clay County must recruit new residents to the area, highlighting the natural beauty of Dale Hollow Lake.

## **GOAL ONE** **Clay County has attractive properties for residential development.**

**Objective:** Improve citizens' access to capital and technical assistance when renovating, purchasing or building single-family and multi-family housing.

- Host a housing summit with Tennessee Housing Development Agency and United States Department of Agriculture Rural Development to educate the population on all available state and federal housing programs.
- Evaluate the use of state Community Development Block Grants for housing rehabilitation/mobile home replacement.
- Meet with Habitat for Humanity representatives to determine feasibility of forming a local Habitat for Humanity chapter.
- City housing authority will receive training on neighborhood revitalization programs and methods for developing blighted areas.

**Objective:** Quality structures are constructed through the enactment of building codes, zoning and subdivision regulations.

- Form an active planning commission and pass subdivision regulations.
- Enact regulations to limit the development of high-density mobile home parks.
- Develop a community-based building permit process.

- Prioritize the construction of new infrastructure projects to ensure maximum benefit to the community.
- Contract with an engineer to address sewer infrastructure in and around Dale Hollow Lake.

## **GOAL TWO** **Clay County recruits new residents to the area.**

**Objective:** Market the Dale Hollow Lake area to retirement community developers.

- Form a retiree recruitment committee.
- Develop and utilize a retiree-focused marketing plan.
- Local governments will allocate funds for retiree recruitment in existing budgets.

**Objective:** Determine the need for increased specialized housing in the community.

- Community officials will meet with USDA Rural Development representatives to determine eligibility for migrant farm worker housing options.
- Officials will schedule regular meetings with agencies that deal with at-risk populations to determine housing needs.

---

Additional Resources: Tennessee Housing Development Agency, Housing and Urban Development Administration, Banking Partners, Tennessee Chapter of the American Planners Association, USDA Rural Development



# Infrastructure

# Fiscal Strength

In order for a community to plan for its future, it must review its current and past financial history. If there are significant deficiencies within local government concerning finance or internal government control, these issues should be reviewed and addressed. A strong planning program is based on sound principles and solid management practices. Communities that do not budget properly cannot be relied upon to plan efficiently.

There are three components to Clay County's financial management system: Clay County Government (including the school system), City of Celina (including the utility department) and the Industrial Development Board (IDB). Clay County and the City of Celina are currently operating a sound financial system. Current fund balances for the city, county and IDB are adequate, and the amount of outstanding debt is reasonable. However, the county needs to operate according to governmental accounting, auditing and financial reporting standards.

The community has two main fiscal challenges: issues surrounding education funding and one of the highest tax rates in the State of Tennessee. These issues are magnified by the fact that there is very limited growth in the number of properties being added to the tax rolls. In addition, the hospital—one of the county's most valued assets—was purchased by a governmental agency and is thus exempt from taxation. The county needs to explore options of retail recruitment and other development to grow the property and sales tax bases.

The financial health of this community will improve as the following areas are addressed: raising the median household income, combating population loss and improving the basic infrastructure system. The median household income can be improved through the addition of better job opportunities. Population loss can be negated through the recruitment of new residents to the area. Improvements to the community's basic infrastructure system will allow for new developments in untapped areas of the county.

---

Additional Resources: County & Municipal Technical Assistance Services, TN Office of Comptroller's General, TN Housing Development Agency

*strong financial health*



# >> anticipating future needs

## GOAL ONE

Local government operates sound, efficient financial practices, conforming to governmental accounting, auditing and financial reporting standards.

**Objective:** The Industrial Development Board, City of Celina and Clay County will be committed to the transparency and reliability of public-sector financial operations.

- Clay County will adopt a central system of accounting, budgeting and purchasing.
- Celina and Clay County will adopt a five-year capital outlay budget with a system of yearly updates.
- Community leaders will evaluate the annual budgets of similarly sized towns and counties to determine adequate distribution of tax dollars to local government operations.
- Local elected officials will eliminate all audit findings from the most recent comprehensive audit.
- Officials will implement a set of internal controls to regulate all government financial operations.

## GOAL TWO

The city and county have a strong, equitable revenue base.

**Objective:** Increase the county's property tax base and sales tax base.

- Explore opportunities to expand and recruit new retail businesses.
- Work with The Biz Foundry to establish entrepreneurship assistance.
- Explore joint marketing campaigns utilizing a local merchants group.
- Survey lake visitors to determine desired products and services.
- Utilize the educational services of the Small Business Administration.
- Encourage agribusiness through the development of a farmers market.
- Expand wastewater service to promote further industrial, commercial and residential construction.

**Objective:** The city and county will implement and maintain a revenue system capable of funding the current and future needs of the community.

- Identify and correct weaknesses in the property tax program.
- Determine if there is lost tax revenue from state and federally owned lands.
- Determine whether real and personal property is accurately assessed for tax purposes.
- Create redevelopment projects to eliminate blighted areas.



# Solid Waste

The Clay County Sanitation Department manages solid waste generated throughout the county. In 2015, the county disposed of a total of 3,129.56 tons of waste in the Upper Cumberland Class 1 Landfill and spent \$510,880 on waste management, averaging \$137.07 per ton. County property taxes provided the majority of the funding for the Sanitation Department, which makes up approximately 10% of the total Clay County budget.

An estimated 5.17 pounds of waste is generated by each resident per day in Clay County and disposed of in the Upper Cumberland Class 1 Landfill. This is higher than the national average of 4.75 pounds per person per day. Clay County has depended on the Class 1 Landfill to provide disposal of household waste for county residents for several decades. In order to plan for the possibility of increased costs for the disposal of solid waste, Clay County can help residents decrease the amount of money spent on managing waste by providing additional opportunities for them to recycle plastics, paper, cardboard, metal and glass.

County residents and the sanitation department must work together to increase efficiency and ultimately decrease the amount of waste generated. Residents can learn to reduce waste through recycling and composting; they must be educated on the process and understand the importance to both the county and the environment.

Approximately 54.5% of the Clay County waste stream can be recycled rather than disposed of in a Class 1 Landfill. Currently, residents are recycling less than 10% of this waste. Businesses are recycling approximately 3.4% of the waste that could be recycled. This leaves approximately 40% that could be diverted from the waste stream and recycled, rather than put into a landfill. As residents learn to help the county manage their waste, they can help decrease organic waste through composting. The Clay County Sanitation Department does not currently accept yard trimmings or wood for disposal, but they could if they set up a composting area to provide feedstock for a composting program.

If Clay County could engage residents in helping to manage their waste, waste could be reduced by approximately 80%. This would decrease the amount of money the county spends to manage waste and would decrease the amount of waste that goes into a Class 1 Landfill.

## GOAL ONE

Clay County manages waste properly according to state and federal regulations and reduces the amount of waste entering a Class 1 Landfill.

**Objective:** Ensure that the public understands the importance of reducing, reusing and recycling.

- Provide education in the public school system, county offices, sanitation department and businesses on ways to decrease the amount of waste generated and the benefits of reducing, reusing, repairing and recycling.
- Provide recycling containers at health fairs, expos and other community events to encourage attendees to recycle.

**Objective:** Businesses and organizations implement recycling programs at their offices.

- Assist businesses in setting up recycling programs by offering free consultation and curriculum for employees on how to recycle.
- Partner to apply for grants to provide recycling containers for businesses and organizations.
- Create competitions such as aluminum can drives and telephone book drives within or between businesses and organizations to provide a spirit of competition.

**Objective:** Divert food scraps and other organics from the waste stream.

- Designate property beside the Sanitation Department to compost organic waste.
- Purchase or apply for grants to obtain a tub grinder or wood chipper for composting.
- Put a tub grinder or wood chipper on 2017 Annual Progress Report (APR) so this equipment will be eligible to be purchased with grant funds.

## GOAL TWO

Sanitation Department has sufficient funds to operate and grow its solid waste management program.

**Objective:** Increase funding to expand services or purchase new recycling equipment.

- Purchase equipment needed to expand recycling center, including wood chipper, loading dock and semi-truck trailers for storing recyclables.
- List needed equipment annually in the Annual Progress Report (APR) so it will qualify for grant funding.
- Seek and apply for state and federal grants annually.

**Objective:** Increase the amount of county revenue derived from the sale of recyclables.

- Contact adjoining counties and offer to provide recycling services for those who do not have a recycling center. Work with the owner of the Upper Cumberland Class 1 Landfill to collect recyclables from neighboring counties that do not recycle.
- Partner with the City of Celina to implement a “blue bag” program. This program provides a bag free of charge to residents so they can sort their recyclables, diverting them from the waste stream.

**Objective:** Decrease the amount of money spent on managing solid waste (decrease the amount of waste disposed of in the Class 1 Landfill).

- Set up composting at the Sanitation Department to manage organic waste.
- Teach concepts of recycling and composting to all residents.
- Encourage residents to increase the amount of furniture and clothing diverted from the waste stream by donating gently used items to Goodwill.

>> educated and environmentally minded residents



# Transportation & Public Parking

There are six state routes within Clay County: SR-51, SR-52, SR-53, SR-135, SR-151 and SR-292; the county contains roughly 400 miles of roadways on its 425 county roads; and the Cumberland River, once the main transportation thoroughfare and economic generator for Clay County, has significant potential for river freight traffic, if the Gainesboro and Hartsville ports become economic drivers in the region. State Routes 52 and 53 are the most significant state highways in Clay County and intersect in Celina's business district.

## Public Parking

Clay County's current public parking consists of space at the following locations: Clay County Government Complex and Community Center; Dale Hollow Dam Recreation Area; Dale Hollow National Fish Hatchery; Donaldson Park Recreation Area; Lillydale Recreation Area; Willow Grove Recreation Area; Clay County Fairgrounds; and the public parking within the corporate limits of Celina. Section 9 (A) (2) of Celina's zoning ordinance governs its standards for public and semi-public parking.

## Truck Traffic Congestion Problem in Celina

Clay County leaders partnered with Tennessee Department of Transportation and conducted a needs assessment<sup>1</sup> to examine safety and operational issues regarding truck traffic through Celina on SR-52. The study began at Dow Avenue along SR-52 and ended at Brown Street, which connects to State Route 53 at the 4-way intersection. The objectives of the needs assessment were to evaluate existing conditions, identify deficiencies, recommend possible solutions and determine if further study was needed.

In September of 2013, TDOT's Region 2 Traffic Engineer recommended re-routing State Route 52 prior to studying a

Bypass of downtown Celina. The engineer concluded that, since the main concerns identified by Clay County were the three turns that trucks were required to make downtown, then re-routing SR-52 and eliminating two of the three turns would be the first step to improve the situation. The City of Celina agreed to this initial recommendation and worked with TDOT's Long Range Planning Division to change the functional classification of the route to implement TDOT's suggestion. TDOT committed to monitor the project's status to determine the effectiveness of the re-routing and to see if future improvements are required.

Truck traffic and congestion along the route continue to be an issue for Clay County citizens. Truckers coming from Kentucky traveling on Interstate 65 cross Highways 90 and 153(Kentucky), which becomes Tennessee SR-51 in Moss, and then continue onto SR-52 into Celina. This traffic combines with Clay County's growing poultry industry to create significant truck traffic coming through Celina's main business district. Clay County contains eighty commercial poultry houses, each home to 20,000 chickens. This results in 3,314 truckloads, each load containing 2,800 chickens, leaving Clay County each year. Considering the inbound empty poultry trucks returning, the number doubles to 6,628 annually. Rollovers of these poultry trucks have occurred in Celina and continue to cause concerns for its citizens. The nature of the freight also raises public health concerns. However, the current level of service does not rise to that considered necessary to construct a bypass.

Clay County will take a comprehensive approach to resolving the truck traffic congestion problem, including gathering data to make its case for a bypass. Outside resources to achieve the county's goal of a bypass include new tools that TDOT offers, like its E-TRIMS project for safety



studies and its developing Deficiency Analysis program to collect data. The Upper Cumberland Development District has contacted the Barren River Area Development District in Bowling Green, Kentucky, whose Regional Transportation Coordinator has agreed to attend meetings with Clay County officials and TDOT to study and assess issues affecting the impact of truck traffic across state lines. The obvious funding challenges facing Clay County may best be met by **planning for and prioritizing issues affecting transportation**, making hard choices based on hard data and economic reality.

Other outside resources available to help Clay County realize its transportation goals include partnering with TDOT through the Dale Hollow Rural Planning Organization (RPO). Grants to improve transportation have included TDOT's Multimodal Access and Community Transportation Planning Grants (CTPG). **Celina successfully applied for a Multimodal Access grant in 2016 to improve safety and connectivity along Brown Street (SR-52).** Although these grants are currently not funded for FY 2017, they will likely be funded in the future. Transportation Alternatives grants are a viable option to enhance access and improve quality of life for projects with a transportation purpose. Clay County may also continue to utilize TDOT's State Aid Program, its plans to develop Rural Regional Plans through the RPO's and Corridor Management Agreements. These are collaborative agreements among multiple jurisdictions or agencies which address the development, management and operations of a highway corridor. When practiced effectively, corridor management **supports local plans for growth and results in well-ordered land development and safe and efficient transportation systems.** These regional

plans and corridor management agreements may be used to address Clay County's interests in studying the effects of new businesses in Moss and other areas of economic development.

### Americans With Disabilities Act

The Americans with Disabilities Act (ADA) was passed in the United States in 1990. All Title 11 agencies, including cities and counties, are required under federal law to develop an ADA Transition Plan. The Federal Highway Administration (FHWA), an agency within the U.S. Department of Transportation, is stressing to state agencies and municipalities the urgency of creating an ADA Transition Plan by the end of 2016. By the end of 2017, compliance with this ADA requirement will be tied to potential TDOT grant funding.

**GOAL ONE: Transportation**  
**Clay County reaps the benefits of a comprehensive transportation plan, reflecting the wisest intersection of the related subjects of industrial site development, infrastructure and tourism.**

**Objective:** Initiate the process of beginning a long-term transportation plan for Clay County.

- Partner with the Dale Hollow RPO and TDOT's Office of Community Transportation to study Clay County's transportation issues within the context of both statewide and regional plans.
- Study and improve State Route 52 through Hermitage Springs and Moss to accommodate changing traffic patterns.
- Install new signage for the state routes to direct travelers to destinations at Dale Hollow Lake, river and lake outfitters and Celina's downtown area.



## GOAL TWO: Public Parking

Clay County maximizes its resources for public parking.

**Objective:** Conduct a modest land use study to determine potential public parking resources.

- Assess which empty or blighted streets near Celina's town square may be reconfigured to help address public parking concerns.

## GOAL THREE:

### Truck Traffic Congestion in Celina

Clay County enjoys the realization of the SR-52 Bypass Project or any viable option which achieves successful resolution of the truck traffic congestion issue.

**Objective:** Take a comprehensive, holistic approach to the truck traffic congestion issue and consider any and all viable options.

- Continue to work through the Dale Hollow RPO and partner with TDOT to gather data to build a case for a SR-52 Bypass project.
- Consider all viable options' potential impact on downtown revitalization efforts in Celina.
- Consider construction of an overpass.
- Consider reconfiguring Mitchell Street into a "pseudo-bypass."
- Consider creating a new "super city street" around Celina's square.
- Consider the potential impact of any action taken on other elements of the strategic plan, including access to the new industrial park property and potential changes to Celina's downtown revitalization efforts, including: re-paving sidewalks downtown; designing and implementing better crosswalks; burying utilities around the courthouse square; and implementing ADA accessibility into all new construction projects.

## GOAL FOUR: The Cumberland River

The Cumberland River is an economic generator for Clay County via freight and tourism.

**Objective:** Achieve a state of readiness to exploit economic benefit from Cumberland River freight and tourism traffic.

- Partner with the Dale Hollow RPO and other regional partners to assess Clay County's potential for river freight traffic, should the Gainesboro and Hartsville ports become economic drivers in the region.
- Partner with the Cumberland River Towns, a budding association of tourism-minded communities which includes Celina, Gainesboro, Granville and Carthage. These communities have the potential to tap into their common transportation resource, the Cumberland River, for heritage tourism purposes.

## GOAL FIVE:

### Americans with Disabilities Act

Clay County complies with the Americans with Disabilities Act (ADA).

**Objective:** Draft and implement an ADA Transition Plan.

- Partner with the Dale Hollow RPO, TDOT and the FHWA to maximize regarding "planning to have a plan."
- Initiate an ADA Transition Plan by: 1. Designating an ADA Coordinator 2. Providing public notices about ADA requirements 3. Establishing a grievance procedure for ADA-related complaints 4. Developing internal design standards 5. Conducting a self-evaluation and transition plan 6. Approving a schedule and budget to implement the transition plan, and 7. Monitoring progress on the implementation of the transition plan.

# Utilities

The goal of any infrastructure system is to operate at a level which will not only efficiently manage the current population, but also maximize the county's development potential.

## Power

Tri-County Electric services all of Clay County, with the exception of the Willow Grove community, which is separated from the rest of the county by Dale Hollow Lake. The Willow Grove community is served by the Upper Cumberland Electric Membership Cooperative (UCEMC).

Tri-County Electric has two substations in Clay County. They are located in the City of Celina and the Moss community. The Willow Grove area receives power from the 111 substation located in the Monroe community of Overton County. Tri-County Electric's service area operates at an optimal level with the capacity to adequately power almost any industry which would locate within its service area. Tri-County Electric could also service any reasonable residential or commercial development.

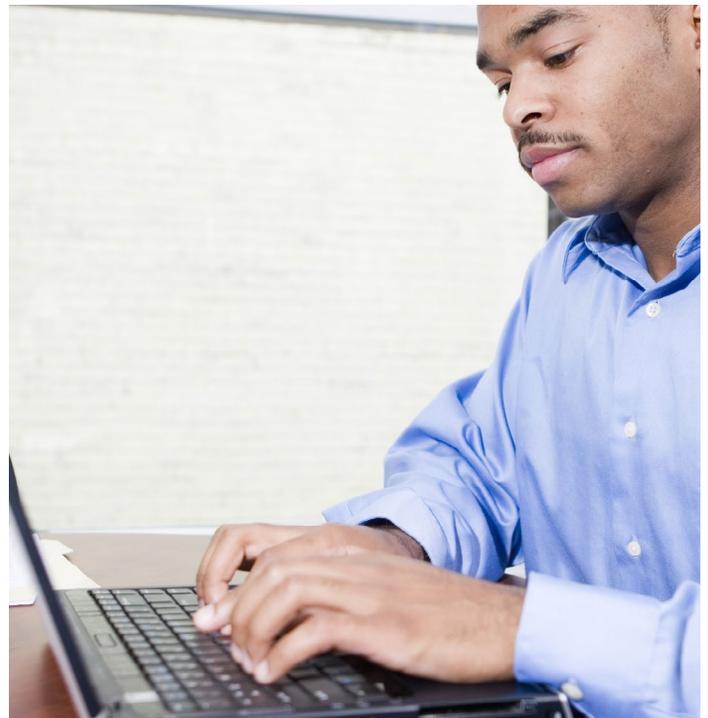
In the Willow Grove area, the only feasible development would be residential or small scale commercial, which UCEMC's current level of service could easily accommodate. Tri-County Electric has plans to upgrade the existing lines along the newly constructed State Route 52 corridor. This corridor runs southeast from the State Route 53 intersection in Celina to the Overton County line. Tri-County Electric also has plans to upgrade the feeder line from State Route 52 to the Dale Hollow Dam. These upgrades will increase the quality of service for all customers receiving power from these two lines.

In conclusion, it appears that the two electric cooperatives that supply Clay County with power are currently servicing areas at an exceptional level. If these levels of service continue to be maintained, the county will be able to attain increased development.

## Fiber and Telephone

Fiber coverage provided by North Central Telephone Cooperative throughout the county is excellent, with the exception of the Willow Grove community, which is in need of expanded coverage. Currently, the only fiber line runs adjacent to State Route 294 from the Overton County line to the Willow Grove Marina. According to Twin Lakes Telephone Cooperative, expansion to service a large residential development or any potential commercial development could easily be satisfied by branching off from this line.

Telephone service is available throughout the County. As with the electric cooperatives, the fiber and telephone services in Clay County are exceptional. The level and quality of service would adequately support any residential, commercial or industrial development.





<< serving residents,

### Water Supply & Capacity

Clay County water is provided by three large utility districts: Clay Utility District, Northwest Clay Utility District and North Overton Utility District. The largest provider is Clay Utility District, with nearly 160 miles of water lines running through the Celina city limits and the center of Clay County. Clay Utility District can expect regular improvements and upgrades, but they have no significant needs at the moment. The 50-acre property along Mitchell Street purchased for industrial development is adequately serviced by a 10" water line.

The next largest provider is Northwest Clay Utility District, with about 154 miles of lines crossing the western portion of the county. This area includes high-usage customers who are largely located in remote areas. Funding should be considered to **increase the capacity** of this provider, due to the fact that it serves a large number of poultry operations and multiple industrial sites. North Overton Utility District provides water to the remaining third of the county with just 48 miles of water line south of Dale Hollow Lake. An 8" line that runs along State Highway 294 provides water to the majority of residents in this area, but this line splits into two 4" lines at the Lilly Dale Road intersection. This area is among the most important in the county because of its proximity to the lake and the subsequent effect on real estate. For this reason, it is recommended that funding be allotted to upgrade the low capacity 4" lines that serve the Willow Grove and Lilly Dale communities to 6" lines, which would help provide adequate fire protection for **future residential developments**. Adequate fire protection would lower home owner insurance rates, which would increase the marketability of residential developments.

These three providers serve approximately 3,660 of the county's roughly 4,300 residences. Some residences have taps that are not activated (opting instead for well water), while others live on roads where it is not cost effective for the utility district to install public water. For these reasons, a 100%

attainability figure will be difficult to achieve. However, the county should continue to pursue funding options to assist the utility districts in attempting to achieve a 100 percent goal of persons with public water within the county.

### Public Sewer

Clay Utility District provides approximately 800 residences in Celina with public sewer, including 14 miles of gravity flow sewer lines. Expansion of public sewer to Cedar Hill and Dale Hollow marinas should be considered, due to the increasing demand for real estate development around Dale Hollow Lake. The main line would need to run approximately 3 miles from the Celina city limits along State Highway 53 and to Old Highway 53. From there, the line would split down Cedar Hill Road and Bill Hunter Road for approximately 1.0 mile and 0.45 miles, respectively.

The wastewater treatment plant is on a lagoon system and, as a result, is not equipped to treat **industrial waste**. Previous industries have been required to provide their own wastewater treatment plant, and this would be necessary for any prospective industry which produces excessive or hazardous waste. The cost of installing a self-contained wastewater treatment plant could negatively affect the potential location of industry to Clay County. If industrial waste treatment is desired, the county should consider changing the lagoon system to an activated sludge system. This type of treatment plant is designed to treat both industrial waste and municipal wastewater.

### Natural Gas

Clay Gas and Utility District provides natural gas to Celina and Clay County. Service within the city limits of Celina and along the western corridor of State Route 52 is adequate. There is a gas line located along State Route 53 which runs north to



the Kentucky state line; however, it is located on the western side of the highway, while the majority of potential customers are located on the eastern side. Currently, residents on the eastern side of State Route 53 do not have access to natural gas. To enable these residents access to natural gas, a parallel line needs to be installed on the eastern side of State Route 53, or residual lines could be bored under the highway to meet the needs of consumers. In addition, many of the existing lines are in need of maintenance; funding should be secured to ensure that service of these lines remains adequate.

### **GOAL ONE**

All citizens are served by public water.

**Objective:** Expand water lines into rural areas.

- Leverage funds to assist utility districts in the installation of water lines.

**Objective:** Increase water line capacity in western Clay County.

- Leverage funds to assist utility districts with upgrades.

### **GOAL TWO**

The Willow Grove community is equipped with suitable infrastructure for residential development.

**Objective:** Increase fire protection in the Willow Grove community.

- Increase capacity of the 4" water lines to a minimum 6" line.

**Objective:** Expand fiber coverage to the Willow Grove community.

### **GOAL THREE**

Residential development increases around Dale Hollow Lake.

**Objective:** Expand public sewer service to Dale Hollow Lake areas.

- Run sewer line to Cedar Hill and Dale Hollow marinas.

### **GOAL FOUR**

All commercial and industrial properties have adequate wastewater treatment options.

**Objective:** Increase capacity of wastewater treatment plant.

- Change lagoon system to an activated sludge system.

### **GOAL FIVE**

All high-density residential areas have the option of natural gas.

**Objective:** Install residual lines to residential developments along major State Routes.

- Bore under State Route 53 to expand the main line where customer need requires it or run parallel line along State Route 53 to serve residential developments.



# Planning & Zoning

Land Use Controls are regulations established to ensure that property is effectively developed to benefit a community and its citizens. These controls include subdivision regulations, zoning, building codes and property maintenance codes. If used correctly, these land use controls create an environment in which all parcels of property are developed to their fullest potential.

## Subdivision Regulations

Subdivision Regulations ensure that each time a parcel of property is divided, it is suitable for development. Subdivision Regulations guarantee that public access and all infrastructure are in place before a parcel can be divided. The regulations are enforced by either a municipal or regional planning commission. Currently, the City of Celina has Subdivision Regulations in place, while Clay County has not adopted subdivision regulations. To avoid substandard development in the future, the county should adopt subdivision regulations.

## Zoning

The purpose of zoning is to ensure that like-minded uses of property are developed within the same area. If properly enforced, the primary objective of zoning is the protection of individual property values. Currently, the City of Celina has a zoning ordinance in place, while Clay County does not. Zoning within the City of Celina should control land use locations and ensure that property values do not decrease, as well as restore historic downtown facades.

## Building Codes

Building Codes are enacted to ensure the proper construction of residential, commercial and industrial structures. The State of Tennessee has minimum requirements for all commercial and industrial structures, while individual counties have the option of adopting residential building codes. Currently, the City of Celina has adopted building codes for all structures, while Clay County has only adopted residential building codes. To ensure proper residential construction across the county, including in unincorporated areas, county-wide building codes should be supported and enforced.

## Property Maintenance Codes

Property Maintenance Codes ensure that individual properties do not become blighted and that properties maintain a positive appearance. Overgrown vegetation and dilapidated buildings are some of the causes of blight, which must be addressed by a property's owner. Property maintenance codes also help to protect individual property values. Currently, only the City of Celina has property maintenance codes in place. The county should adopt similar property maintenance codes to protect property values and maintain the visual appearance of the community.

## GOAL ONE

Proper residential development occurs according to established codes and in the best interest of citizens.

**Objective:** Ensure suitable division of property.

- Adopt county-wide subdivision regulations.

**Objective:** Ensure proper residential construction.

- Enforce county-wide residential building codes.

## GOAL TWO

The integrity of Celina's historic downtown facades is maintained.

**Objective:** Ensure maintenance of historic downtown buildings.

- Adopt and enforce historic zoning or form-based codes.

## GOAL THREE

Property values within the City of Celina are maintained.

**Objective:** Continue to support the Codes Enforcement Officer in the enforcement of zoning, building codes and property maintenance codes.

# Economic Development



# Industrial Development & Recruitment

Clay County has made investments in industrial development, including the industrial park on Industrial Drive, located off Gainesboro Highway. Its speculative building is currently occupied, leaving two parcels of land remaining in the industrial park. Both parcels are approximately 7.5 acres and are adequately served by all utilities. Clay County's Industrial Development Board purchased 52 acres on Mitchell Street in August, 2016. The challenges these sites face reflect the obstacles Clay County experiences in industrial development efforts.

One of the greatest challenges for Clay County in industrial recruitment efforts is distance from the interstate. Celina is located 35 miles from Interstate 40 and nearly 70 miles from Interstate 65. The distance to international airports and the lack of rail service also hinder the county's industrial recruitment efforts. Other challenges to industrial site development include land parcel size, utilities, access and topography. Limited financial resources also slow the process of development in the community.

The recent development of Highway 52 in Clay County helps mitigate the challenge of Celina's distance to the interstate. Clay County benefits from an active Industrial Development Board, whose members are passionate about their mission and engaged in the process. The role of the Industrial Development Board can be strengthened even more through the continuous training of its members. Another strength of the Industrial Development Board is that it is a revenue-generating entity, enabling it to operate as it was designed- as a stand-alone board representing the interests of the county.

Incentives are a critical piece of industrial recruitment. There are a variety of incentive programs that may be implemented, including waiving fees and expediting permits. Clay County must determine the programs that are the most beneficial to its target industries and the best fit for the local government. Pre-approved incentive packages eliminate risk and liability to the government by ensuring each project is addressed on an unbiased playing field.

Clay County has all the financial and systematic means to implement a pre-approved incentive package and navigate all governing body approvals before the prospect is involved. Industrial recruitment is incredibly competitive, and in order to be a viable contender, Clay County must offer value added solutions to each proposal. The community will follow the steps listed below to competitively position itself for future industrial development and recruitment.

---

Additional Resources: Upper Cumberland Development District for incentive package development, Tennessee Department of Economic and Community Development (TN ECD), Tennessee Valley Authority (TVA), Middle Tennessee Industrial Development Association (MTIDA) and University of Tennessee Center for Industrial Services (UT CIS)

## GOAL ONE: Development

Clay County prospers economically through industrial development.

**Objective:** Market Clay County for industrial recruitment.

- List all viable sites, both private and publicly controlled, on TVAsites.com. Complete the information sheets to the fullest extent and update them frequently to prevent data roll-off and/or expiration.
- Submit responses to all Requests for Information that meet the specifications of available properties; perfect responses by seeking input from the Tennessee Valley Authority's RFI review and other regional partners.
- Create awareness of available properties by sending information or hosting visits for TVA target market specialists, Tennessee Department of Economic & Community Development project managers and all regional representatives.
- Document the process taken to develop the speculative building, including time and budget, for use in marketing the remaining two sites.
- Identify top selling points of the community and include them in all marketing materials.

**Objective:** Develop the Mitchell Street Property.

- Perform site due diligence on the entire property such as a phase I environmental, archaeological assessment, geotechnical investigations, endangered species identification and remedial investigations.
- Widen Mitchell Street from West Lake Avenue to the Celina K-8 School; fix drainage issues at that time or widen and redirect College Street to eliminate the 90 degree curve of Brown Street and provide better access to Mitchell Street and the industrial site.
- Determine cost and time line of demolishing the house blocking access to the industrial site.

- Build an access road into the property; the initial access road does not have to meet industry standards for permanent use. State Industrial Access Funds through Tennessee Department of Transportation may be pursued when a prospect is identified.
- Work with an excavation company to prepare site plan and cost estimates of clearing and grading the site.

**Objective:** Identify the best use of the call center facility.

- Communicate with local organizations, beginning with the school district, to determine if there is another use for the building, such as additional classroom space, incubator space or a local marketplace.

## GOAL TWO: Recruitment

Clay County is a competitive environment for industrial recruitment.

**Objective:** Create an incentive package that fits the needs of the county and prospective companies.

- Develop a PILOT<sup>1</sup> incentive package and secure approval from all governing bodies.
- Offer creative incentives in addition to tax abatement, such as site preparation, land donation, training programs and access road development.
- Continually educate Clay County Industrial Development Board members on the responsibilities and capabilities of the board to ensure smooth and timely processing when a prospect becomes live.

---

<sup>1</sup>PILOT, Payment In Lieu of Taxes, Tennessee Code Annotated



competitive advantage <<



# Entrepreneurship

Promoting entrepreneurship is a key component to growing Clay County’s economy. Local business owners are naturally invested in their community’s success and typically remain loyal to the community in which they work and live.

There are currently no entrepreneurship efforts taking place in Clay County. The process to grow these efforts may be slow, but it is necessary. Clay County has ample talent and expertise among its citizens. The county needs to create a culture of entrepreneurship within the community to capitalize on its citizens’ strengths. Knowing they have the support of their communities, individuals will be empowered to take the leap of faith to start a business.

Many resources are available to assist the county in the process of developing an entrepreneurship culture. Located in Cookeville, The Biz Foundry is one of the region’s entrepreneur centers and has curriculum to lead workshops and training events for entrepreneurs in Clay County.

To spur successful entrepreneurship growth in needed areas of the community, the county should share Tennessee Valley Authority (TVA) generated leakage reports, which outline products and services residents drive outside of the county to purchase. Citizens could review the reports and identify areas they have passion or expertise in and open a business locally to meet those needs.

Creating a space for entrepreneurs to use at little to no cost is an excellent way to support these individuals. Starting a business is risky; having the ability to not sign a year lease on an office space or purchase an office full of supplies eliminates an element of that risk. Clay County has several potential sites

that could be opened for entrepreneurial work space, including the Clay County Courthouse and the vacant call center. Grant funds available through the Tennessee Economic and Community Development ThreeStar program can be used to furnish the space and provide basic equipment for the businesses.

The community will also need to focus on creating an entrepreneurial environment. Relaxing zoning restrictions to allow low impact commercial uses and customary home occupations in residential zones is a simple change that makes the process of starting a business for a home-based entrepreneur less cumbersome, thus encouraging additional investment.

Broadband capabilities in Clay County are exceptional. Educating citizens, as well as outside businesses, about the high speed services available promotes more information technology jobs and home-based businesses.

Lastly, Clay County needs to place special emphasis on students. Teaching students about business development and the potential to succeed in their home town at an early age may encourage them to stay local or return, thus minimizing “brain drain”. Clay County High School offers a series of business development courses focusing on business communication, software, media, etc. These courses could designate a section to entrepreneurship or be expanded into another course.

# innovation



## GOAL ONE

Clay County is a thriving local business community.

**Objective:** Establish a business incubator space.

- Designate a lead agency to drive entrepreneurship efforts.
- Research available space for an incubator, such as the vacant call center building.
- Apply for the Tennessee Economic and Community Development ThreeStar grant or other funds to update the space by purchasing equipment and furnishings.

**Objective:** Create a culture to support entrepreneurship.

- Relax zoning restrictions to allow low impact commercial uses and customary home occupations in residential zones.
- Market broadband capabilities to promote increased information technology jobs, such as data centers and home-based businesses.

**Objective:** Educate existing business owners and citizens of growth potential.

- Increase awareness among citizens through success stories, newspaper articles, chamber blog, radio, posters in schools, etc.
- Increase business retention and expansion efforts as outlined in the Business Retention and Expansion section of this plan.
- Expand high school curricula to include entrepreneurship and business opportunities within Clay County.
- Advertise leakage report data to show citizens and existing businesses what purchasing potential exists in Clay County.
- Offer entrepreneurship and basic business courses to existing businesses as well as a workshop for all new business ventures.

---

Additional Resources: The Biz Foundry, Tennessee Department of Economic and Community Development ThreeStar program, Tennessee Small Business Development Center



# Agriculture

Agriculture has always been and will likely remain a key economic driver in Clay County. Based upon data compiled by the Tennessee Department of Agriculture, Clay County is part of three agricultural cluster industries: poultry, tobacco and beef cattle. While the beef and poultry industry are forecasted to remain strong for some time, tobacco is a production crop that will most likely continue to be negatively affected by society's desire to eliminate smoking. Currently, tobacco production in Clay County is stable, with the possibility of growth as the industry seeks to purchase a better quality product from smaller farming operations. For tobacco production to continue growing, the county must have farm laborers available to work the crop.

Regardless of which product is being produced, a strong transportation system is vital to the success of farming efforts. Many of the trucks and trailers currently on the roads are a result of the agricultural economy. Due to the rolling terrain of the county, officials must maintain and improve the county, city and state road systems.

Clay County can find another growth opportunity in the production of fruits and vegetables on small farming operations. To support and sustain these efforts, the community could invest in a farmers market to sell home grown foods.

The three major threats to agriculture in Clay County are a lack of labor in tobacco production, a declining road system that complicates access to poultry operations in remote sections of the county, and environmental regulations that may increase the cost of farming. Community leaders must lead the way in protecting the interests of farmers and making farming a business priority for the community.



>> *key economic driver*

# thriving farm community

## GOAL ONE

Maintain a self-sustaining, repopulating, and economically thriving farming community to support economic prosperity.

**Objective:** Roads leading to agricultural operations are fully functional and accessible.

- Maintain and improve county roads leading to major agricultural operations.

**Objective:** Young citizens are educated on careers in the modern field of agriculture.

- Incorporate agricultural-based career technical training in the high school.

**Objective:** Ample housing is available for migrant farm workers.

- Meet with representatives of USDA Rural Development to determine the need for migrant farm worker housing.

## GOAL TWO

Forests, water resources and farmlands are conserved, restored and resilient.

**Objective:** Community leaders will advocate for sensible environmental regulations and statutes.

**Objective:** Community leaders will ensure that area farmers are able to obtain conservation training.

**Objective:** Community leaders will ensure that area farmers are able to obtain succession and estate planning.

## GOAL THREE

Agricultural production is a business priority for the community.

**Objective:** Incorporate agriculture into the community's economic development strategy and promote agricultural production as a business priority.

- Partner with the University of Tennessee, Tennessee Tech University, and the Center for Profitable Agriculture to identify barriers to getting product to the market place and develop action steps to improve.
- Work with industry associations to establish and grow agricultural cluster chains.

**Objective:** Current and aspiring agribusiness owners are educated on smart business practices in their field.

- Offer technical assistance and entrepreneurship training for agribusiness owners.
- Offer business support (i.e. QuickBooks, Exporting) to agribusinesses.

**Objective:** Explore options for agritourism to highlight the county's agricultural assets.

## GOAL FOUR

Residents have access to fresh, healthy, locally grown foods.

**Objective:** The community utilizes a farmers market to purchase fresh, local fruits, vegetables, and other products.

- Determine a location (or locations) and establish a farmers market.
- Encourage local farmers and citizens to use the farmers market to distribute and purchase fruits, vegetables, and other products.

---

Additional Resources: University of Tennessee Agriculture Extension Service, Centers for Profitable Agriculture, TN Department of Agriculture, USDA Rural Development



grown foods <<



# Tourism & Downtown

Clay County is an ideal destination for outdoor enthusiasts, the home of beautiful Dale Hollow Lake. Dale Hollow provides over 27,000 acres of wide open water for family fun and recreation and was voted by *USA Today* as the number four lake in the nation to “float your boat.”

Clay County enjoys long summers and mild winters, offering its visitors a multitude of activities on the lake, including swimming, fishing, skiing, boating, bird watching, hiking, camping and hunting. Dale Hollow Lake is nationally recognized as a destination for smallmouth bass fishing; the lake currently holds the world record for largest smallmouth bass ever caught at almost 12 pounds! The nearby Obey River provides year-round opportunities for fly-fishing rainbow and brown trout. With its abundant wildlife and breathtaking scenery, Clay County offers people not just another place to fish—but a way of life.

Clay County boasts the River’s Edge Outfitter kayak rental on the Obey River, the Red Oak Ridge Horseback Riding Trail and the Pleasant Grove Recreation Area. After a full day of outdoor activities it’s not difficult to find a campground or lodge to extend a stay in Clay County. The county has three campgrounds: Lilly Dale, Willow Grove and Dale Hollow. There are six marinas in Clay County: Dale Hollow, Mitchell Creek, Cedar Hill, Holly Creek, Horse Creek and Willow Grove. Most of these marinas have shops and restaurants for visitors. There are also multiple Air Bed n’ Breakfast and Homeaway vacation rentals available.

The City of Celina has taken a proactive approach to revitalizing the downtown area. As a participant in the Tennessee Downtown program offered through Tennessee Department of Economic and Community Development, the leadership of Celina has used a small grant to gain momentum in transforming the downtown.

The two-year Tennessee Downtown program teaches members of a volunteer committee about the four points of Main Street: Design, Promotion, Organization and Economic Vitality. Celina’s committee consisted of Doug Young, Sarah Burch, Gregory Burch and Ray Norris. Once the committee completed training, they were able to utilize a \$15,000 grant to facilitate over \$100,000 in improvements for the downtown area including new awnings, paint, windows and renovations. In 2014, Celina received a \$25,000 grant to continue facade improvements. Upon completion of this grant, there were at least three new businesses to open in the downtown area, one of which restored the worst building in the downtown into two new apartments and a thriving boutique.

To continue revitalization efforts, Celina should establish an overall design plan for the downtown and a committee that will help guide property owners to a design that will best fit within the plan. Once established, the community will be better positioned to handle the paperwork and design processes required by large facade grants.

Clay County also boasts numerous annual events,<sup>1</sup> including:

- Chili Cook-off and Fall Fest
- Homecoming Days on the Square
- Moonshine Daze

Clay County has much to offer in the realm of tourism, but there are multiple challenges the county faces when thinking of increasing tourism revenue. The county is not located near any major interstates or state highways, although the Highway 56 bypass has increased traffic to and from Livingston. The biggest challenge Clay County faces is marketing its assets to potential tourists.

<sup>1</sup> Please refer to the extended copy of the Clay County Strategic Plan for a complete list of annual events.

Clay County actively participates in boat shows for lake promotion and currently advertises on the internet and radio. Clay County is a member of the Upper Cumberland Tourism Association, participates in the Tennessee Vacation Guide and maintains a Facebook presence for Celina's downtown shopping district.

The Clay County Chamber of Commerce has a website and the downtown area has a Facebook page, but the chamber lacks the funding to employ staff able to maintain an active social media presence. Increased promotion of annual events at the marinas and on social media could result in additional tourism revenue for the downtown area.

Another major challenge is the lack of local support for tourism. Business owners in the downtown area commonly take vacation around the busiest times of the year for Clay County. Local residents are often not aware of events in the downtown area because advertising in rural areas is difficult to perfect. Communication of events through an online calendar could help locals as well as tourists.

Clay County has undeveloped assets that need investment, such as sewer line extensions for vacation rentals near the lake. Donaldson Park and other tourism attractions would benefit from investing in its existing assets, such as adding a zip line aerial adventure park or other adventure tourism options.

## GOAL ONE

Tourism heightens quality of life and increases revenue for Clay County.

**Objective:** Increase visitor traffic in downtown Celina.

- Utilize the Upper Cumberland Development District to identify funding opportunities, such as the Tennessee Department of Economic and Community Development's Tourism Enhancement Grant, to develop tourism assets.
- Encourage downtown business owners to consider adjusting store hours to achieve the greatest benefit of the seasonal lake traffic.

**Objective:** Utilize the Four Point Approach of Main Street: Design, Promotion, Organization, and Economic Vitality.

- Local stakeholders will meet regularly to improve downtown aesthetics.
- Continue Four Point Approach education with existing and new business owners.
- Continue revitalization efforts in Celina, including the ongoing improvement of downtown facades.

**Objective:** Develop existing assets to maximize tourism.

- Develop vacation rental property near Dale Hollow Lake. Refer to Infrastructure for details regarding sewer line extension.
- Identify adventure tourism opportunities such as zip lining.

---

Additional Resources: TN ECD's Community Development Block Grant Facade program



# adventure



# Marketing

The goal of any great marketing plan is to increase the awareness of and demand for a particular brand or product. In this case, the brand is Clay County and the product is its assets. Effective marketing will increase the traffic and sales, whether online or in stores, in Clay County while boosting the economy.

The need for marketing is evident throughout the Clay County Strategic Plan. The community should focus its marketing efforts in three primary areas: **tourism and relocation**; **community pride and engagement**; and **industrial and business recruitment**. While specific marketing action items arise throughout the plan, this section provides marketing and communication techniques for each of the three areas. Developing additional plans will be necessary to mobilize in-depth marketing strategies around these ideas.

In the process of beginning an overall marketing plan, a team should be assembled to address each area of effort, with outreach techniques and messaging tailored to fit each one.

For tourism and relocation, the team should consider a destination marketing strategy which examines what consumers are seeking and how the county can fulfill their needs. It should communicate Clay County's unique identity and reflect the marketing direction of higher entities. Visitors do not recognize boundaries when traveling to or from a destination; therefore, collaboration with surrounding towns and regions with similar assets is necessary. The county should focus on aspects of the community that make it unique and memorable to its visitors; these aspects should be captured and shared digitally.

Community pride and engagement will also benefit from a destination marketing strategy, but this effort should be driven by a grassroots movement in Clay County. Community marketing focuses on interacting with existing customers and strengthens the relationship with the customers which the Clay County brand already enjoys; this strategy seeks to involve residents, visitors and the online community to identify the characteristics which make their community special and how these characteristics can be protected or enhanced. This strategy is more than a public relations campaign; it will build community pride and urge the residents to play an active part in shaping their community.

For business and industrial recruitment marketing, it is imperative that the county is **visible, prepared, consistent and memorable**. In addressing this area, Clay County should inventory its existing assets and prepare print and online collateral (i.e. maps, business cards, pictures of sites/buildings, etc.). The county should determine a list of **competitive advantages**, such as hi-tech/hi-nature benefits available to businesses; and consider target industry marketing, drawing attention to the community assets that match industry-specific needs.

## GOAL ONE: Marketing & Communication Techniques

Clay County marketing strategies convey a consistent message.

**Objective:** Strengthen existing communication and marketing efforts.

- Create a one-year communications plan, including public relations goals, topics and time-lines for releases and media outlets. Evaluate plan every three months.
- Develop a marketing position statement, which includes key assets and messages about the community.
- Invest in video promotion and photography. Partnerships should be formed to cut costs and co-promote similar interests (i.e. marinas, businesses, antique shops, parks, etc.).
- Expand and improve social media presence on Instagram, Youtube, Facebook, etc. Encourage local businesses to do the same.
- Enhance and update Clay County Chamber of Commerce website offerings.
- Offer internship opportunities to assist with marketing and communication efforts.

**Objective:** Empower businesses to market Clay County through an easy-to-use marketing and communications tool kit.

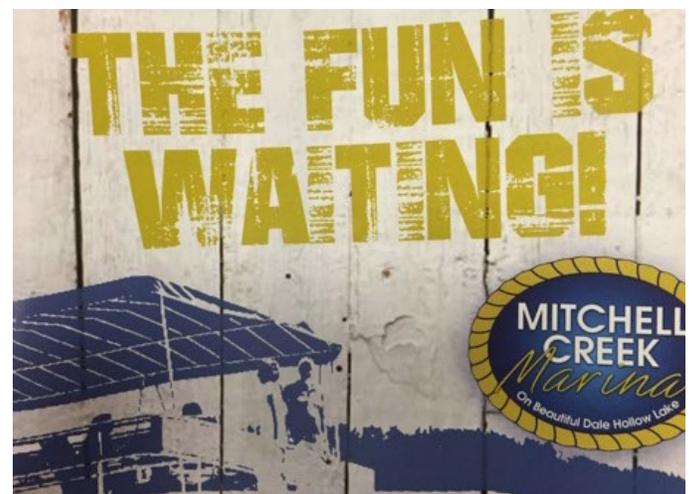
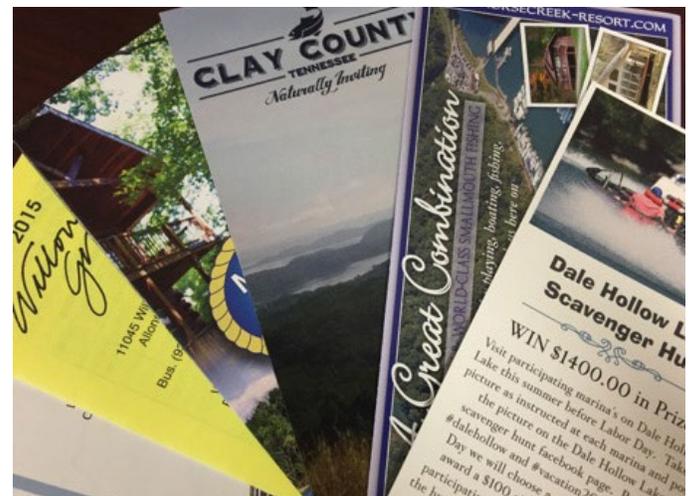
- Develop a user login portal to the Clay County Chamber of Commerce website to house shared marketing and communication resources.
- Inventory existing media outlets and make database accessible to local businesses via the tool kit. Continually expand database to include contacts to reach larger markets (*Antiques Roadshow, American Pickers, Travel, Disney Family Magazine*). Ask community members to contribute to database.
- Develop a Clay County Master Calendar and encourage community members to submit events.
- Encourage community members to submit photos; ensure flexible future public use by requiring individuals digitally to agree to a release.
- Customize tool kit resources (i.e. social media content examples, pictures, flyers, etc.) for special events.

## GOAL TWO: Tourism & Relocation

Clay County is an intriguing, unique and memorable destination.

**Objective:** Increased interest in Clay County as a destination.

- Identify desired audiences and develop key messages and marketing strategies to reach these audiences.
- Collaborate with surrounding counties to co-market assets and trip offerings. Consider developing discovery trips for retirees and families. Provide package information to travel agents.
- Develop branding - logo, slogan, hashtags for the county and use for all promotion.
- Contact local fishing groups to provide video footage of fishing in exchange for promotion.
- Include day and weekend trip examples on the Chamber website.



<< memorable and unique

# strategic & consistent

## GOAL THREE: Community Pride & Engagement

Clay County owns a grass-roots developed brand that continually increases citizen engagement and community pride.

**Objective:** Generate local interest in existing businesses and community assets.

- Form a team or utilize an existing committee to lead the charge in community engagement.
- Create a public relations campaign to boost public interest in the community, focusing on topics such as successful entrepreneurs, creative youth, downtown revitalization, recreational opportunities, recycling and sustained healthcare.
- Interview a diverse group of residents on why they live in Clay County and what makes Clay County special. Organize stories in a video and share on the Clay County Chamber of Commerce website, Youtube, Facebook, etc. Generate press before, during and after interviews to increase community interest.
- Collect stories (audio, video or text and pictures) about significant places or buildings throughout Celina from residents of all ages and organize stories online. Place unique markers at each significant location with the website address or a QR code for visitors to hear the stories. Generate press before, during and after markers are placed to increase community interest.
- Recognize and celebrate a “business of the month” or business success stories through various media outlets: newspaper articles, radio, Facebook, blogs through the Clay County Chamber of Commerce website, etc. Use stories collected over time to develop “Made in Clay County” collateral on successful businesses in the community.
- Designate multiple public “communication stations” in heavy traffic areas to advertise downtown events, community announcements, community-wide calendar, etc.

## GOAL FOUR: Business & Industrial Recruitment

Clay County is recognized as a premiere location for business and industrial investment.

**Objective:** Industrial prospects enjoy ready access to information needed to select Clay County as an investment location.

- Increase economic development online information and develop a one page industrial marketing piece for each available site and building. Online and printed collateral should include up-to-date site and available building information, maps (including zoning), traffic counts, demographics, incentives, pictures, contact information, etc.
- Include a time-line for estimated completion of currently undeveloped site infrastructure on all marketing collateral.
- Engage in target industry marketing, drawing attention to community assets that match industry-specific needs.
- Re-vamp relocation packet.



Additional Resources: TN Small Business Development Center for social media and online assistance, Community Heart & Soul, Orton Family Foundation

# Business Retention & Expansion



Existing industries are the backbone of any community, especially a small rural area such as Clay County, where the majority of job expansion opportunities are produced over time from the growth of established businesses. As the county seeks to grow its economy, a strong existing industry program must be established to recruit and, most importantly, retain current industry. Established businesses that are supported by their community and continually made aware of the resources available to them are far less likely to be recruited by competing communities.

An existing industry program provides an organized means for solving problems for local industries and creating the best environment to promote business growth and improvement. Typically, manufacturing and distribution industries are the primary focus of an existing industry program; however, the community should consider the makeup of the local business sector when developing and executing an existing industry program.

In Clay County, the responsibility of business retention efforts falls to the Clay County Chamber of Commerce executive director. Historically, the chamber has conducted meetings with existing businesses on an as-needed basis. Though effective for building relationship, the community should implement the following objectives to formalize the existing industry program.

## GOAL ONE

Clay County achieves sustainable job growth.

**Objective:** An existing industry program that supports the growth and retention of local industry and exists independently from chamber recruitment efforts.

- Create a detailed database tracking company information from site visits.
- Establish expectations of the Business Retention & Expansion initiative leader in the chamber's Executive Director's job description.
- Develop a task-force of local leadership to conduct site visits. Mobilize regional partners, as needed.
- Schedule formal visits with each industry, at least twice per year. Continue drop-in visits with businesses.
- Send Business Retention & Expansion initiative leader to the University of Tennessee Center for Industrial Services (UT CIS) two-day training.
- Increase existing industry recognition by hosting appreciation events, offering discount days for employees, designating a county-wide industry appreciation month and publishing success stories in the local paper and Chamber of Commerce blog.

>> *local businesses supported by their community*

# Implementation

*“It is the successful transformation of the community that is ultimately important; not the successful implementation of the plan.”*

- Dr. Dave Kolzow



## Next Steps

The goals, objectives and action items included in this plan provide a basis to guide future decision-making. It is important for Clay County governing bodies, regional partners and citizens to realize the role each plays in the implementation and success of this plan.

The comprehensive plan should be as much an education piece as it is a call to action for different bodies in the community. Clay County leadership should make the plan accessible and encourage regular public input and involvement. Securing community-wide support is the only way to move the plan from paper to action.

The following implementation section should serve as a starting point for identifying, educating and mobilizing the appropriate organization(s) to lead each initiative. Each section provides a suggested Champion, organizations to be involved in each initiative and one to two action items to begin implementation with an assigned lead Mobilizer.

# from paper to action

---

## Champion

Champions should take ownership of goals and objectives within their appropriate sections, work with other involved parties, set time-lines for action items and meet with Mobilizers and stakeholders regularly to check results. Without regular review and discussion, the plan will quickly become irrelevant and useless. It is imperative to remember the comprehensive plan is a living document that should be regularly adjusted based on the current needs of the community.

## Mobilizer

Each action item is assigned at least one Mobilizer who should be directly in charge of following through with the assigned action item.

## Organizations Involved

Many aspects of the comprehensive plan will involve multiple parties. Each action item is assigned at least one suggested organization from the following chart to assist in the implementation.

Elected BC	Elected Boards and Commissions: County Commission, Board of Mayor and Aldermen, School Board
Unelected BC	Unelected Boards and Commissions: Industrial Development Board, Planning Commission, Joint Economic and Community Development Board, Housing Authority Board, etc.
Elect. Off/Dpt Heads	Elected Officials and Department Heads: Mayors, Tax Assessor, Road Superintendent, Housing Authority, etc.
EDO/ Chamber	Economic & Community Development Organizations: Chamber of Commerce, UT Extension, Health Department, etc.
Bus./Civic/ Volunteer	Business Community, Civic Groups, Volunteers, Merchants Association, etc.
Regional Partners	Upper Cumberland Development District, Tennessee Department of Transportation, Tennessee Department of Environment and Conservation, Tennessee Department of Economic and Community Development, Tennessee Small Business Development Center, The Biz Foundry, etc.

## Starting Point

Each goal includes one to two suggested action items that should be accomplished first to lay the foundation for implementation. The suggested action items are identified throughout the chart with asterisks and should serve as a starting point for both the Champion and Mobilizer in each section.

	Elected BC	Unelected BC	Elect. Off./ Dpt Heads	EDO/ Chamber	Bus./Civic/ Volunteers	Regional Partners	Mobilizer
--	------------	--------------	------------------------	--------------	------------------------	-------------------	-----------

## PARKS AND RECREATION

### Champion: City of Celina

#### GOAL ONE: Clay County offers a vibrant parks and recreation system that exceeds the needs of its visitors.

	Elected BC	Unelected BC	Elect. Off./ Dpt Heads	EDO/ Chamber	Bus./Civic/ Volunteers	Regional Partners	Mobilizer
<b>Objective: Local stakeholders advocate for and guide the planning of the local parks and recreation system.</b>							
* Form a local parks and recreation committee.	X		X				City Mayor
<b>Objective: Offer healthy lifestyle programming at local parks and recreation facilities.</b>							
Host a local 'get fit' competition.				X	X		Parks and Recreation Committee
Offer fitness classes such as yoga, tai chi and aerobics at local parks and recreation facilities.				X	X		Parks and Recreation Committee
Explore options for hosting recreational events such as races, triathlons and festivals at local parks.				X	X		Parks and Recreation Committee
<b>Objective: Explore land use options for new parks, recreational facilities and trails.</b>							
Utilize Upper Cumberland Development District to apply for funding opportunities such as TDEC's Recreational Trails Program (RTP) and Local Parks and Recreation Fund (LPRF).			X		X	X	City Mayor

## HISTORIC PRESERVATION

### Champion: County Mayor

#### GOAL ONE: Clay County is a must-see destination for heritage tourism travelers.

	Elected BC	Unelected BC	Elect. Off./ Dpt Heads	EDO/ Chamber	Bus./Civic/ Volunteers	Regional Partners	Mobilizer
<b>Objective: Transform the Clay County Courthouse into the Clay County Culture and Welcome Center.</b>							
Continue phased restoration of the courthouse by applying for federal preservation grants through the Tennessee Historical Commission.			X		X	X	County Mayor
Strategically pursue grants to achieve objective above. Possibilities include applying for Tourism Enhancement grants through the Tennessee Department of Tourist Development; Arts Build Communities and Creative Placemaking grants through the Tennessee Arts Commission; and other relevant opportunities.			X		X	X	Volunteer Committee
* Form partnerships with the City of Celina, Clay County Heritage Museum, Clay County Courthouse Committee, Clay County Chamber of Commerce, Clay County's Three Star Program, Upper Cumberland Tourism Association, WCTE-Upper Cumberland PBS and other local/regional stakeholders.			X	X	X		Volunteer Committee
Seek assistance and advice from the Tennessee Association of Museums.			X	X	X		Volunteer Committee
Aggressively market Clay County as the western terminus of the Cumberland Historic Byway, a state-recognized historic byway with an existing website (cumberlandhistoricbyway.com).				X	X		Chamber of Commerce
Enhance the courthouse grounds, such as providing public restroom accommodations. This enhancement would have to comply with National Park Service guidelines so the property would retain its listing on the National Register of Historic Places.	X		X		X		County Mayor

	Elected BC	Unelected BC	Elect. Off./ Dpt Heads	EDO/ Chamber	Bus./Civic/ Volunteers	Regional Partners	Mobilizer
<b>GOAL TWO: Clay County enjoys a citizenry educated about and proud of its heritage and culture.</b>							
<b>Objective: Interpret Clay County history through interactive, rotating exhibits.</b>							
			X	X		X	County Mayor
			X	X			County Mayor
<b>EDUCATION AND WORKFORCE DEVELOPMENT</b> Champion: Director of Schools							
<b>GOAL ONE: Clay County has an adequately funded school system.</b>							
<b>Objective: Evaluate school funding outside of the budget cycle to determine adequate funding levels. The following questions should be answered:</b>							
	X						School Board
	X			X			School Board
	X			X			School Board
	X					X	Director of Schools
<b>GOAL TWO: Community leaders and parents understand how early education impacts future school, career and life success.</b>							
<b>Objective: Life-long learning opportunities are available to every citizen.</b>							
	X			X	X		Chamber of Commerce
				X			Chamber of Commerce
			X	X	X	X	Sheriff
	X			X	X		School Board
			X	X	X	X	Mayors Chamber of Commerce
<b>GOAL THREE: Clay County graduates are equipped with skills needed to enter college or the workforce.</b>							
<b>Objective: Students are exposed to a variety of career opportunities and are educated about the type of education, skills or training they will need for their chosen career field.</b>							
	X			X			Chamber of Commerce
	X			X			Chamber of Commerce
	X						School Board

	Elected BC	Unelected BC	Elect. Off./ Dpt Heads	EDO/ Chamber	Bus./Civic/ Volunteers	Regional Partners	Mobilizer
Create a mentor program to provide career and social advice.				X	X		Chamber of Commerce
Establish entrepreneurial training for students. Utilize The Biz Foundry for assistance.				X		X	Chamber of Commerce
<b>Objective: Students transition seamlessly from high school to higher education to employment.</b>							
* Ensure that a coordinated effort for post-secondary training exists to assist students.	X		X	X			Director of Schools
Create a job placement program for high school graduates.	X			X			Chamber of Commerce
Employers will provide assistance or flexible work schedules to enable employees to further their education.				X	X		Business Community

## AGING

### Champion: Senior Center

#### GOAL ONE: Clay County is a livable community for senior citizens.

<b>Objective: The Clay County Senior Center provides activities that encourage active lifestyles.</b>							
* Senior center staff will obtain professional development each year to learn about new methods/activities.			X				Senior Center
<b>Objective: Ensure adequate, appropriate housing for the elderly.</b>							
The Clay County Commission will support the adopted residential building codes to ensure the construction of appropriate housing for the elderly.	X						County Commission
<b>Objective: Ensure adequate service and coverage of in-home care providers.</b>							
Consult with the Area Agency on Aging and Disability.			X			X	Senior Center
<b>Objective: Local parks and recreation programs serve the elderly population.</b>							
Develop and offer new programs catering to the elderly population.			X		X		Parks and Recreation Committee

#### GOAL TWO: Clay County is an attractive retiree destination.

<b>Objective: Recruit retirees to relocate to the county.</b>							
* Form a retiree recruitment committee.				X			Chamber of Commerce
Develop a retiree recruitment program, utilizing the Retire Tennessee model as a template for program development.				X	X		Retiree Recruitment Committee
Seek sustainable funding for recruitment efforts from city and county legislative bodies.	X		X				Retiree Recruitment Committee

#### GOAL THREE: Local healthcare providers adequately serve the aging community.

<b>Objective: Maintain and expand a strong system of local healthcare providers.</b>							
Local government will assist in the recruitment of both general practitioners and specialists as demand necessitates.			X	X	X		Hospital
* Promote the use of local healthcare facilities when possible.	X		X	X	X		Hospital
Officials will include health care-based businesses in their retail recruitment strategy.			X	X		X	Chamber of Commerce
Community leaders will work with current healthcare providers to hold health fairs in the smaller communities of Hermitage Springs and Moss.			X	X			Health Department

	Elected BC	Unelected BC	Elect. Off./ Dpt Heads	EDO/ Chamber	Bus./Civic/ Volunteers	Regional Partners	Mobilizer
--	------------	--------------	---------------------------	-----------------	---------------------------	----------------------	-----------

## HEALTHCARE

### Champion: Cumberland River Hospital

#### GOAL ONE: Adequate healthcare services exist in the community.

Objective: Maintain and expand a strong system of local healthcare providers.							
Local government will assist in the recruitment of both general practitioners and specialists as demand necessitates.			X	X	X		Hospital
* Promote the use of local healthcare facilities when possible.	X		X	X	X		Hospital
Include health care-based businesses in retail recruitment strategies.			X	X		X	Chamber of Commerce
Work with current healthcare providers to hold health fairs in the smaller communities of Hermitage Springs and Moss.			X	X			Health Department

#### GOAL TWO: The entire county is covered by sufficient emergency medical services.

Objective: The county provides a well-trained and equipped emergency services department.							
* Maintain a safe, dependable fleet of ambulances.	X		X				EMS Director
Emergency medical service employees continue to increase their training levels.	X		X				EMS Director
Evaluate the need for sub-stations in rural areas.	X		X				County Commission

## LEADERSHIP DEVELOPMENT

### Champion: Chamber of Commerce

#### GOAL ONE: Clay County enjoys the benefits of an actively engaged citizen task force focused on progressively shaping the community's future.

Objective: Celina and Clay County will provide structure and input to create a formal or informal leadership development entity.							
Clay County will recognize and recruit citizens to serve in community and volunteer leadership roles.	X		X	X			Chamber of Commerce
These leaders will identify, champion and implement a variety of community projects that effect positive change.					X		Volunteer Groups

	Elected BC	Unelected BC	Elect. Off./ Dpt Heads	EDO/ Chamber	Bus./Civic/ Volunteers	Regional Partners	Mobilizer
<b>RESIDENTIAL HOUSING</b> Champion: Public Housing Authority							
<b>GOAL ONE: Clay County has attractive properties for residential development.</b>							
<b>Objective: Improve citizens' access to capital and technical assistance when renovating, purchasing, or building single-family and multi-family housing.</b>							
* Host a housing summit with THDA and USDA Rural Development to educate the population on all available state and federal housing programs.			X			X	Public Housing Authority
Evaluate the use of Community Development Block Grants for housing rehabilitation/ mobile home replacement.			X			X	County Mayor
Meet with Habitat for Humanity representatives to determine feasibility of forming a local Habitat for Humanity chapter.			X		X	X	County Mayor
City housing authority will receive training on neighborhood revitalization programs and methods for developing blighted areas.		X	X			X	Public Housing Authority
<b>Objective: Quality structures are constructed through the enactment of building codes, zoning and subdivision regulations.</b>							
Form an active planning commission and pass subdivision regulations.	X	X	X				County Commission
Enact regulations to limit the development of high-density mobile home parks.	X	X	X				County Commission
Develop a community-based building permit process.	X	X	X				County Commission
* Prioritize the construction of new infrastructure projects to ensure maximum benefit to the community.	X	X	X				County Commission
Contract with an engineer to address sewer infrastructure in and around Dale Hollow Lake.	X	X	X				County Commission
<b>GOAL TWO: Clay County recruits new residents to the area.</b>							
<b>Objective: Market the Dale Hollow Lake area to retirement community developers.</b>							
* Form a retiree recruitment committee.				X			Chamber of Commerce
Develop and utilize a retiree-focused marketing plan.				X			Chamber of Commerce
Local governments will allocate funds for retiree recruitment in existing budgets.	X						County Commission
<b>Objective: Determine the need for increased specialized housing in the community.</b>							
Community officials will meet with USDA Rural Development representatives to determine eligibility for migrant farm worker housing options.	X		X			X	Public Housing Authority
Officials will schedule regular meetings with agencies that deal with at-risk populations to determine housing needs.			X				Public Housing Authority

Elected BC

Unelected BC

Elect. Off./ Dpt Heads

EDO/ Chamber

Bus./Civic/ Volunteers

Regional Partners

Mobilizer

## FISCAL STRENGTH

### Champion: County Commission/City Board of Mayor and Aldermen

**GOAL ONE: Local government operates sound, efficient financial practices, conforming to governmental accounting, auditing and financial reporting standards.**

**Objective: The Industrial Development Board, City of Celina and Clay County will be committed to the transparency and reliability of public-sector financial operations.**

Clay County will adopt a central system of accounting, budgeting and purchasing.

X

County Commission

Celina and Clay County will adopt a five-year capital outlay budget with a system of yearly updates.

X

County Commission  
Board of Mayor & Aldermen

\* Community leaders will evaluate the annual budgets of similarly sized towns and counties to determine adequate distribution of tax dollars to local government operations.

X

X

Mayors

Local elected officials will eliminate all audit findings from the most recent comprehensive audit.

X

X

Mayors

Officials will implement a set of internal controls to regulate all government financial operations.

X

X

X

Elected Officials

**GOAL TWO: The city and county have a strong, equitable revenue base.**

**Objective: Increase the county's property tax base and sales tax base.**

Explore opportunities to expand and recruit new retail businesses.

X

X

X

X

Chamber of Commerce

Work with The Biz Foundry to establish entrepreneurship assistance.

X

Chamber of Commerce

Explore joint marketing campaigns utilizing a local merchants group.

X

Chamber of Commerce

Survey lake visitors to determine desired products and services.

X

Chamber of Commerce

Utilize the educational services of the Small Business Administration.

X

Chamber of Commerce

\* Encourage agribusiness through the development of a farmers market.

X

X

X

UT Extension

Expand wastewater service to promote further industrial, commercial and residential construction.

X

X

County Commission

**Objective: The city and county will implement and maintain a revenue system capable of funding the current and future needs of the community.**

\* Identify and correct weaknesses in the property tax program.

X

X

Mayors

Determine if there is lost tax revenue from state and federally owned lands.

X

Mayors

Determine whether real and personal property is accurately assessed for tax purposes.

X

X

Mayors

Create redevelopment projects to eliminate blighted areas.

X

X

X

X

Public Housing Authority

	Elected BC	Unelected BC	Elect. Off./Dpt Heads	EDO/Chamber	Bus./Civic/Volunteers	Regional Partners	Mobilizer
<b>SOLID WASTE Champion: Solid Waste Director</b>							
<b>GOAL ONE: Clay County manages waste properly according to state and federal regulations and reduces the amount of waste entering a Class 1 Landfill.</b>							
<b>Objective: Ensure that the public understands the importance of reducing, reusing and recycling.</b>							
* Provide education in the public school system, county offices, sanitation department and businesses on ways to decrease the amount of waste generated and the benefits of reducing, reusing, repairing and recycling.	X		X				Solid Waste Director
Provide recycling containers at health fairs, expos and other community events to encourage attendees to recycle.	X		X				County Commission
<b>Objective: Businesses and organizations implement recycling programs at their offices.</b>							
Assist businesses in setting up recycling programs by offering free consultation and curriculum for employees on how to recycle.			X			X	Solid Waste Director
* Partner to apply for grants to provide recycling containers for businesses and organizations.			X				County Mayor
Create competitions such as aluminum can drives and telephone book drives within or between businesses and organizations to provide a spirit of competition.					X		Solid Waste Director
<b>Objective: Divert food scraps and other organics from the waste stream.</b>							
Designate property beside the Sanitation Department to compost organic waste.	X		X				County Commission
Purchase or apply for grants to obtain a tub grinder or wood chipper for composting.	X		X				County Mayor
Put a tub grinder or wood chipper on 2017 Annual Progress Report (APR) so this equipment will be eligible to be purchased with grant funds.			X				Solid Waste Director
<b>GOAL TWO: Clay County manages waste properly according to state and federal regulations and reduces the amount of waste entering a Class 1 Landfill.</b>							
<b>Objective: Increase funding to expand services or purchase new recycling equipment.</b>							
Purchase equipment needed to expand recycling center, including wood chipper, loading dock and semi-truck trailers for storing recyclables.			X				Solid Waste Director
* List needed equipment annually in the Annual Progress Report (APR) so it will qualify for grant funding.			X				Solid Waste Director
Seek and apply for state and federal grants annually.			X			X	County Mayor
<b>Objective: Increase the amount of county revenue derived from the sale of recyclables.</b>							
Contact adjoining counties and offer to provide recycling services for those who do not have a recycling center. Work with the owner of the Upper Cumberland Class 1 Landfill to collect recyclables from neighboring counties that do not recycle.	X		X				Solid Waste Director
Partner with the City of Celina to implement a "blue bag" program. This program provides a bag free of charge to residents so they can sort their recyclables, diverting them from the waste stream.	X		X				County Mayor
<b>Objective: Decrease the amount of money spent on managing solid waste (decrease the amount of waste disposed of in the Class 1 Landfill).</b>							
Set up composting at the Sanitation Department to manage organic waste.			X				Solid Waste Director
* Teach concepts of recycling and composting to all residents.			X		X		Solid Waste Director
Increase the amount of furniture and clothing diverted from the waste stream by working with Goodwill or a local thrift store to manage the waste that can be reused.			X				Solid Waste Director

	Elected BC	Unelected BC	Elect. Off./Dpt Heads	EDO/Chamber	Bus./Civic/Volunteers	Regional Partners	Mobilizer
--	------------	--------------	-----------------------	-------------	-----------------------	-------------------	-----------

## TRANSPORTATION AND PUBLIC PARKING

### Champion: County Mayor/City Mayor

**GOAL ONE: Transportation, Clay County reaps the benefits of a comprehensive transportation plan, reflecting the wisest intersection of the related subjects of industrial site development, infrastructure and tourism.**

<b>Objective: Initiate the process of beginning a long-term transportation plan for Clay County.</b>							
Partner with the Dale Hollow RPO and TDOT's Office of Community Transportation to study Clay County's transportation issues within the context of both statewide and regional plans.		X	X			X	Mayors
Study and improve State Route 52 through Hermitage Springs and Moss to accommodate changing traffic patterns.	X	X	X			X	Mayors
* Install new signage for the state routes to direct travelers to destinations at Dale Hollow Lake, river and lake outfitters and Celina's downtown area.			X	X			Chamber of Commerce

**GOAL TWO: Public Parking, Clay County maximizes its resources for public parking.**

<b>Objective: Conduct a modest land use study to determine potential public parking resources.</b>							
* Assess which empty or blighted streets near Celina's town square may be reconfigured to help address public parking concerns.		X	X				City Mayor

**GOAL THREE: Truck Traffic Congestion in Celina - Clay County enjoys the realization of the SR-52 Bypass Project or any viable option which achieves successful resolution of the truck traffic congestion issue.**

<b>Objective: Take a comprehensive, holistic approach to the truck traffic congestion issue and consider any and all viable options.</b>							
Continue to work through the Dale Hollow RPO and partner with TDOT to gather data to build a case for a SR-52 Bypass project.			X			X	Mayors
* Consider all viable options' potential impact on downtown revitalization efforts in Celina.		X	X			X	Mayors
Consider construction of an overpass.	X	X	X			X	Mayors
Consider reconfiguring Mitchell Street into a "pseudo-bypass."		X	X			X	Mayors
Consider creating a new "super city street" around Celina's square.	X	X	X			X	Mayors
Consider the potential impact of any action taken on other elements of the strategic plan, including access to the new industrial park property and potential changes to Celina's downtown revitalization efforts, including: re-paving sidewalks downtown; designing and implementing better crosswalks; burying utilities around the courthouse square; and implementing ADA accessibility into all new construction projects.	X	X	X			X	Mayors

**GOAL FOUR: The Cumberland River, The Cumberland River is an economic generator for Clay County via freight and tourism.**

<b>Objective: Achieve a state of readiness to exploit economic benefit from Cumberland River freight and tourism traffic.</b>							
Partner with the Dale Hollow RPO and other regional partners to assess Clay County's potential for river freight traffic, should the Gainesboro and Hartsville ports become economic drivers in the region.			X	X		X	Chamber of Commerce
* Partner with the Cumberland River Towns, a budding association of tourism-minded communities which includes Celina, Gainesboro, Granville and Carthage. These communities have the potential to tap into their common transportation resource, the Cumberland River, for heritage tourism purposes.				X	X		Chamber of Commerce

**GOAL FIVE: Americans with Disabilities Act, Clay County complies with the Americans with Disabilities Act (ADA).**

<b>Objective: Draft and implement an ADA Transition Plan.</b>							
Partner with the Dale Hollow RPO, TDOT and the FHWA to maximize regarding "planning to have a plan."		X	X			X	Mayors Highway Superintendent
* Initiate an ADA Transition Plan by: 1. Designating an ADA Coordinator 2. Providing public notices about ADA requirements 3. Establishing a grievance procedure for ADA-related complaints 4. Developing internal design standards 5. Conducting a self-evaluation and transition plan 6. Approving a schedule and budget to implement the transition plan, and 7. Monitoring progress on the implementation of the transition plan.			X			X	Highway Superintendent

	Elected BC	Unelected BC	Elect. Off./Dpt Heads	EDO/Chamber	Bus./Civic/Volunteers	Regional Partners	Mobilizer
--	------------	--------------	-----------------------	-------------	-----------------------	-------------------	-----------

## UTILITIES

**Champion: City Board of Mayor and Aldermen/County Commission**

**GOAL ONE: All citizens are served by public water.**

**Objective: Expand water lines into rural areas.**

Leverage funds to assist utility districts in the installation of water lines.	X		X		X		County Commission
--------------------------------------------------------------------------------	---	--	---	--	---	--	-------------------

**Objective: Increase water line capacity in western Clay County.**

Leverage funds to assist utility districts with upgrades.	X		X		X		County Commission
-----------------------------------------------------------	---	--	---	--	---	--	-------------------

**GOAL TWO: The Willow Grove community is equipped with suitable infrastructure for residential development.**

**Objective: Increase fire protection in the Willow Grove community.**

Increase capacity of the 4" water lines to a minimum 6" line.	X		X		X		County Commission
---------------------------------------------------------------	---	--	---	--	---	--	-------------------

**Objective: Expand fiber coverage to the Willow Grove community.**

					X		Twin Lakes
--	--	--	--	--	---	--	------------

**GOAL THREE: Residential development increases around Dale Hollow Lake.**

**Objective: Expand public sewer service to Dale Hollow Lake areas.**

* Run sewer line to Cedar Hill and Dale Hollow marinas.	X		X				City Board of Aldermen
---------------------------------------------------------	---	--	---	--	--	--	------------------------

**GOAL FOUR: All commercial and industrial properties have adequate wastewater treatment options.**

**Objective: Increase capacity of wastewater treatment plant.**

Change lagoon system to an activated sludge system.	X		X				City Board of Aldermen
-----------------------------------------------------	---	--	---	--	--	--	------------------------

**GOAL FIVE: All high-density residential areas have the option of natural gas.**

**Objective: Install residual lines to residential developments along major State Routes.**

Bore under State Route 53 to expand the main line where customer need requires it or run parallel line along State Route 53 to serve residential developments.			X	X	X		Utility Board
----------------------------------------------------------------------------------------------------------------------------------------------------------------	--	--	---	---	---	--	---------------

## PLANNING AND ZONING

**Champion: City Board of Mayor and Aldermen/County Commission**

**GOAL ONE: Proper residential development occurs according to established codes and in the best interest of citizens.**

**Objective: Ensure suitable division of property.**

* Adopt county-wide subdivision regulations.	X	X					County Commission
----------------------------------------------	---	---	--	--	--	--	-------------------

**Objective: Ensure proper residential construction.**

* Enforce county-wide residential building codes.	X	X	X				County Commission
---------------------------------------------------	---	---	---	--	--	--	-------------------

**GOAL TWO: The integrity of Celina's historic downtown facades is maintained.**

**Objective: Ensure maintenance of historic downtown buildings.**

* Adopt and enforce historic zoning or form-based codes.	X	X	X				Board of Mayor & Aldermen
----------------------------------------------------------	---	---	---	--	--	--	---------------------------

**GOAL THREE: Property values within the City of Celina are maintained.**

**Objective: Continue to support the Codes Enforcement Officer in the enforcement of zoning, building codes and property maintenance codes.**

	X		X				Board of Mayor & Aldermen
--	---	--	---	--	--	--	---------------------------

	Elected BC	Unelected BC	Elect. Off./ Dpt Heads	EDO/ Chamber	Bus./Civic/ Volunteers	Regional Partners	Mobilizer
<b>INDUSTRIAL DEVELOPMENT AND RECRUITMENT</b> Champion: Industrial Development Board							
<b>GOAL ONE: Development, Clay County prospers economically through industrial development.</b>							
<b>Objective: Market Clay County for industrial recruitment.</b>							
* List all viable sites, both private and publicly controlled, on TVAsites.com. Complete the information sheets to the fullest extent and update them frequently to prevent data roll-off and/or expiration.		X		X		X	Industrial Development Board Chamber of Commerce
Submit responses to all Requests for Information that meet the specifications of available properties; perfect responses by seeking input from the Tennessee Valley Authority's RFI review and other regional partners.		X				X	Industrial Development Board
Create awareness of available properties by sending information or hosting visits for TVA target market specialists, Tennessee Department of Economic & Community Development project managers and all regional representatives.		X	X	X		X	Industrial Development Board
Document the process taken to develop the speculative building, including time and budget for use in marketing the remaining two sites.		X	X				Industrial Development Board
Identify top selling points of the community and include them in all marketing materials.				X		X	Chamber of Commerce
<b>Objective: Develop the Mitchell Street Property.</b>							
* Perform site due diligence on the entire property such as a phase I environmental, archaeological assessment, geotechnical investigations, endangered species identification and remedial investigations.		X					Industrial Development Board
Widen Mitchell Street from West Lake Avenue to the Celina K-8 School; fix drainage issues at that time or widen and redirect College Street to eliminate the 90 degree curve of Brown Street and providing better access to Mitchell Street and the industrial site.		X	X			X	Industrial Development Board
Determine cost and time line of demolishing the house blocking access to the industrial site.		X					Industrial Development Board
Build an access road into the property; the initial access road does not have to meet industry standards for permanent use. State Industrial Access Funds through Tennessee Department of Transportation may be pursued when a prospect is identified.		X	X			X	Industrial Development Board
Work with an excavation company to prepare site plan and cost estimates of clearing and grading the site.		X					Industrial Development Board
<b>Objective: Identify the best use of the call center facility.</b>							
Communicate with local organizations, beginning with the school district, to determine if there is another use for the building, such as additional classroom space, incubator space or a shop local market/flea market.	X	X		X			Chamber of Commerce
<b>GOAL TWO: Recruitment, Clay County is a competitive environment for industrial recruitment.</b>							
<b>Objective: Create an incentive package that fits the needs of the county and prospective companies.</b>							
* Develop a PILOT incentive package and secure approval from all governing bodies.	X	X				X	Industrial Development Board
Offer creative incentives in addition to tax abatement, such as site preparation, land donation, training programs and access road development.	X	X	X				County Commission
Continually educate Clay County Industrial Development Board members on the responsibilities and capabilities of the board to ensure smooth and timely processing when a prospect becomes live.		X				X	Industrial Development Board

	Elected BC	Unelected BC	Elect. Off./ Dpt Heads	EDO/ Chamber	Bus./Civic/ Volunteers	Regional Partners	Mobilizer
--	------------	--------------	------------------------	--------------	------------------------	-------------------	-----------

## ENTREPRENEURSHIP

### Champion: Chamber of Commerce

#### GOAL ONE: Clay County is a thriving local business community.

Objective: Establish an incubator space.						
Designate a lead agency to drive entrepreneurship efforts.				X		Chamber of Commerce
Research available space for an incubator, such as the vacant call center building.				X		Chamber of Commerce
Apply for the Tennessee Economic and Community Development ThreeStar grant or other funds to update the space by purchasing equipment and furnishings.		X			X	Chamber of Commerce
Objective: Create a culture to support entrepreneurship.						
Relax zoning restrictions to allow low impact commercial uses and customary home occupations in residential zones.	X	X				Planning Commission
Market broadband capabilities to promote increased information technology jobs, such as data centers and home-based businesses.				X	X	Chamber of Commerce
Objective: Educate existing business owners and citizens of growth potential.						
* Increase awareness among citizens through success stories, newspaper articles, chamber blog, radio, posters in schools, etc.				X		Chamber of Commerce
Increase business retention and expansion efforts as outlined in the Business Retention and Expansion section of this plan.				X		Chamber of Commerce
Expand high school curricula to include entrepreneurship and business opportunities within Clay County.	X					Chamber of Commerce

## AGRICULTURE

### Champion: UT Extension

#### GOAL ONE: Maintain a self-sustaining, repopulating, and economically thriving farming community to support economic prosperity.

Objective: Roads leading to agricultural operations are fully functional and accessible.						
Maintain and improve county roads leading to major agricultural operations.			X			Highway Superintendent
Objective: Young citizens are educated on careers in the modern field of agriculture.						
Incorporate agricultural-based career technical training in the high school.	X			X		UT Extension
Objective: Ample housing is available for migrant farm workers.						
* Meet with representatives of USDA Rural Development to determine the need for migrant farm worker housing.			X		X	Public Housing Authority

#### GOAL TWO: Forests, water resources and farmlands are conserved, restored and resilient.

* Objective: Community leaders will advocate for sensible environmental regulations and statutes.				X		UT Extension
Objective: Community leaders will ensure that area farmers are able to obtain conservation training.				X		UT Extension
Objective: Community leaders will ensure that area farmers are able to obtain succession and estate planning.				X		UT Extension

		Elected BC	Unelected BC	Elect. Off./ Dpt Heads	EDO/ Chamber	Bus./Civic/ Volunteers	Regional Partners	Mobilizer
<b>GOAL THREE: Agricultural production is a business priority for the community.</b>								
<b>Objective: Incorporate agriculture into the community's economic development strategy and promote agricultural production as a business priority.</b>								
*	Partner with the University of TN, Tennessee Tech University, and the Center for Profitable Agriculture to identify barriers to getting product to the market place and develop action steps to improve.				X		X	UT Extension
	Work with industry associations to establish and grow agricultural cluster chains.				X			UT Extension
<b>Objective: Current and aspiring agribusiness owners are educated on smart business practices in their field.</b>								
	Offer technical assistance and entrepreneurship training for agribusiness owners.				X			UT Extension
	Offer business support (i.e. QuickBooks, Exporting) to agribusinesses.				X		X	UT Extension
<b>Objective: Explore options for agritourism to highlight the county's agricultural assets.</b>					X			UT Extension
<b>GOAL FOUR: Residents have access to fresh, healthy, locally grown foods.</b>								
<b>Objective: The community utilizes a farmers market to purchase fresh, local fruits, vegetables, and other products.</b>								
*	Determine a location (or locations) and establish a farmers market.			X				UT Extension
	Encourage local farmers and citizens to use the farmers market to distribute and purchase fruits, vegetables, and other products.				X	X		UT Extension
<b>TOURISM AND DOWNTOWN</b> Champion: Chamber of Commerce								
<b>GOAL ONE: Tourism heightens quality of life and increases revenue for Clay County.</b>								
<b>Objective: Increase visitor traffic in downtown Celina.</b>								
	Utilize the Upper Cumberland Development District to identify funding opportunities, such as the Tennessee Department of Economic and Community Development's Tourism Enhancement Grant, to develop tourism assets.				X		X	Chamber of Commerce
*	Encourage downtown business owners to consider adjusting store hours to achieve the greatest benefit of the seasonal lake traffic.				X	X		Chamber of Commerce
<b>Objective: Utilize the Four Point Approach of Main Street: Design, Promotion, Organization, and Economic Vitality.</b>								
	Local stakeholders will meet regularly to improve downtown aesthetics.				X	X		Chamber of Commerce
	Continue Four Point Approach education with existing and new business owners.				X	X		Chamber of Commerce
	Continue revitalization efforts in Celina, including the ongoing improvement of downtown facades.				X	X		Chamber of Commerce
<b>Objective: Develop existing assets to maximize tourism.</b>								
	Develop vacation rental property near Dale Hollow Lake. Refer to Infrastructure for details regarding sewer line extension.	X						Chamber of Commerce
	Advertise leakage report data to show citizens and existing businesses what purchasing potential exists in Clay County.				X			Chamber of Commerce
	Offer entrepreneurship and basic business courses to existing businesses as well as a workshop for all new businesses ventures.				X		X	Chamber of Commerce

	Elected BC	Unelected BC	Elect. Off./ Dpt Heads	EDO/ Chamber	Bus./ Civic/ Volunteers	Regional Partners	Mobilizer
<b>MARKETING</b> Champion: Chamber of Commerce							
<b>GOAL ONE: Marketing &amp; Communication Techniques, Clay County marketing strategies convey a consistent message.</b>							
<b>Objective: Strengthen existing communication and marketing efforts.</b>							
				X	X		Chamber of Commerce
* Create a one-year communications plan, including public relations goals, topics, time-line for releases and media outlets. Evaluate plan every three months.				X	X		Chamber of Commerce
* Develop a marketing position statement, which includes key assets and messages about the community.			X	X			Chamber of Commerce
Invest in video promotion and photography. Partnerships should be formed to cut cost and co-promote similar interests (i.e. marinas, businesses, antique shops, parks, etc.).			X	X	X		Chamber of Commerce
Expand and improve social media presence on Instagram, Youtube, Facebook, etc. Encourage local businesses to do the same.				X	X		Chamber of Commerce
Enhance and update Clay County Chamber of Commerce website offerings.				X			Chamber of Commerce
Offer internship opportunities to assist with marketing and communication efforts.				X			Chamber of Commerce
<b>Objective: Empower businesses to market Clay County through an easy-to-use marketing and communications tool kit.</b>							
Develop a user login portal to the Clay County Chamber website to house shared marketing and communication resources.				X			Chamber of Commerce
Inventory existing media outlets and make database accessible to local businesses via the tool kit. Continually expand database to include contacts to reach larger markets. (Antique Roadshow, American Pickers, Travel, Disney Family Magazine). Ask community members to add to database.				X	X		Chamber of Commerce
* Develop a Clay County Master Calendar and encourage community members to submit events.	X	X	X	X	X		Chamber of Commerce
Encourage community members to submit photos; Ensure future public use by requiring individuals digitally to agree to a release.				X	X		Chamber of Commerce
Customize tool kit resources (i.e. social media content examples, pictures, flyers, etc.) for special events.				X			Chamber of Commerce
<b>GOAL TWO: Tourism &amp; Relocation, Clay County is an intriguing, unique and memorable destination.</b>							
<b>Objective: Increased interest in Clay County as a destination.</b>							
* Identify desired audiences and develop key messages and marketing strategies to reach these audiences.				X	X	X	Chamber of Commerce
Collaborate with surrounding counties to co-market assets and trip offerings. Consider developing discovery trips for retirees and families. Provide package information to travel agents.				X	X	X	Chamber of Commerce
Develop branding - logo, slogan, hashtags for the county and use for all promotion.				X	X	X	Chamber of Commerce
Contact local fishing groups to provide video footage of fishing in exchange for promotion.				X			Chamber of Commerce
Include day and weekend trip examples on the Chamber website.				X			Chamber of Commerce
<b>GOAL THREE: Community Pride &amp; Engagement: Clay County owns a grass-roots developed brand that continually increases citizen engagement and community pride.</b>							
<b>Objective: Generate local interest in existing businesses and community assets.</b>							
* Form a team or utilize an existing committee to lead the charge in community engagement.				X	X		Chamber of Commerce
Create a public relations campaign to boost public interest of community focusing on topics such as successful entrepreneurs, creative youth, downtown revitalization, recreational opportunities, recycling and strong healthcare.			X	X	X		Chamber of Commerce
Interview a diverse group of residents on why they live in Clay County and what makes Clay County special. Organize stories in a video and share on the Clay County Chamber of Commerce website, Youtube, Facebook, etc. Generate press before, during and after interviews to increase community interest.				X	X		Chamber of Commerce

	Elected BC	Unelected BC	Elect. Off./ Dpt Heads	EDO/ Chamber	Bus./Civic/ Volunteers	Regional Partners	Mobilizer
Collect stories(audio, video or text and pictures) about significant places or buildings throughout Celina from residents of all ages and organize stories online. Place unique markers at each significant location with the website address or a QR code for visitors to hear the stories. Generate press before, during and after markers are placed to increase community interest.				X	X		Chamber of Commerce
Recognize and celebrate a "business of the month" or business success stories through various media outlets: newspaper articles, radio, Facebook, blogs through the Clay County Chamber of Commerce website, etc. Use stories collected overtime to develop "Made in Clay County" collateral on successful businesses in Clay County.				X	X		Chamber of Commerce
Designate multiple public "communication stations" in heavy traffic areas to advertise downtown events, community announcements, community-wide calendar, etc.				X	X		Chamber of Commerce

**GOAL FOUR: Business & Industrial Recruitment, Clay County is recognized as a premiere location for business and industrial investment.**

**Objective: Industrial prospects enjoy ready access to needed to select Clay County as an investment location.**

* Increase economic development online information and develop a one page industrial marketing piece for each available site and building. Online and printed collateral should include up-to-date site and available building information, maps (including zoning), traffic counts, demographics, incentives, pictures, contact information, etc.				X		X	Chamber of Commerce
Include a time-line for estimated completion of currently undeveloped site infrastructure on all marketing collateral.		X					Chamber of Commerce
Engage in target industry marketing, drawing attention to community assets that match industry-specific needs.		X		X		X	Chamber of Commerce
Re-vamp relocation packet.				X			Chamber of Commerce

## BUSINESS RETENTION AND EXPANSION

Champion: Chamber of Commerce/ Joint Economic & Community Development Board

**GOAL ONE: Clay County achieves sustainable job growth.**

**Objective: An existing industry program that supports the growth and retention of local industry and exists independently from chamber recruitment efforts.**

Create a detailed database tracking company information from site visits.				X			Chamber of Commerce
Establish expectations of the Business Retention & Expansion initiative leader in the chamber's Executive Director's job description.		X				X	Chamber of Commerce JECDB
* Develop a task-force of local leadership to conduct site visits. Mobilize regional partners, as needed.		X	X			X	Chamber of Commerce JECDB
Schedule formal visits with each industry, at least twice per year. Continue drop-in visits with businesses.			X	X		X	Chamber of Commerce
Send Business Retention & Expansion initiative leader to the University of Tennessee Center for Industrial Services (UT CIS) twp-day training.	X			X			Chamber of Commerce
Increase existing industry recognition by hosting appreciation events, offering discount days for employees, designating a county-wide industry appreciation month and publishing success stories in the local paper and Chamber of Commerce blog.				X			Chamber of Commerce

# authors & contributors

---

**A**uthored by Upper Cumberland Development District staff: Mark Farley, Executive Director - Tommy Lee, ECD Director - Megan Choate, ECD Assistant Director - Patty Ray, Area Agency on Aging and Disability Director - Allison Fox, Community Development Planner - Chuck Sutherland, GIS Specialist - Haley Dickson, Community Development Planner - Henry Bowman, Research Analyst - Lisa Luck, Solid Waste Planner - Mark Dudney, Historic Preservation Planner/Dale Hollow RPO Coordinator - Virginia Solimine, Community Development Planner/Center Hill RPO Coordinator - Sarah Cunningham, Communications Coordinator - Jillian Hale, Community Development Planner - Ben Drury, GIS Planner (former) - Tammy O'Dell, Community Development Planner (former).

**C**ontributors include: Dale Reagan, Clay County Mayor - Willie Kerr, City of Celina Mayor - Ray Norris, Executive Director, Clay County Chamber of Commerce - Doug Young, ThreeStar Director - Clay County Industrial Development Board members: Danny Evans, Ike Bonecutter, Jed Donaldson, Phillip Matthews, Teresa Hobbs, Wayne Rich, Wayne Nelson - Clay County Joint Economic and Community Development Board members: Dino Cates, Debby Johnson, Matt Eldridge, Phillip Matthews, Ollie Page - Don Sherrell, Parks and Recreation Director - Kathy Merrett - Sarah Burch - Gregory Burch - Phillip Jennings, Solid Waste Director - Tammy Dixon, Tri County Electric - Bobby Poston, Upper Cumberland Electric Membership Cooperative - Jonathan West, Twin Lakes Telephone Cooperative - North Central Telephone Cooperative staff - Clifton Boles, City of Celina Water Plant Supervisor - Jason Hamilton, City of Celina Waste Water Treatment Plant Supervisor - Russell Collins, Northwest Clay Utility District Manager - Ray Stover, North Overton Utility District Manager - Shannon Copas, City of Celina Community Planner - Mary Loyd Reneau and staff, Clay County Heritage Museum - Thomas Watson, Curator, Historic Clay County Courthouse - Patricia Strong, Chief Administrative Officer/Chief Financial Officer, Cumberland River Hospital Administration - Rebecca Smith, Upper Cumberland Regional Director, TNECD - Kendrick Curtis, Assistant Executive Director, MTIDA - Bess Rickman Hubbard, Consultant, TVA - Jon Ward, Upper Cumberland Business Development Consultant, TNECD (former) - Kevin McPeak, TTU Sociology Intern.



---

Upper Cumberland Development District  
1225 South Willow Avenue, Cookeville, TN 38506  
Published December, 2016