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A Growth Boundary Report for Unincorporated Areas Cannon County, Tennessee

INTRODUCTION

The passage of Public Chapter 1101 established the requirement for cities and counties throughout the State to evaluate their growth potential and gauge their ability to manage that growth effectively and cooperatively. Pursuant to this mandate, county coordinating committees were established to prepare unified growth plans, placing parameters on growth within their respective counties. These parameters are identified as urban growth boundaries, planned growth areas and rural areas. County and municipal governments within each county are required to propose boundaries based on projected population growth, land required to accommodate that growth, and public infrastructure and service capacities to meet the demand.

PURPOSE AND SCOPE OF THIS REPORT

This report serves to comply with Section 7 requirements for Cannon County's proposal to its Coordinating Committee for **Planned Growth Areas (PGA)** and **Rural Areas (RA)** for an initial planning period of 20 years. Data and analytical materials presented herein are designed to provide the information base for the County as it proposes its PGA and RA designations. This report, pursuant to the Act, takes into consideration the Urban Growth Boundary proposals by the Town of Woodbury and the Town of Auburntown.

See **APPENDIX 2025 Coordinating Committee
1999 and 2025 Cannon County Growth Boundary Maps
1999 Cannon County Growth Plan as recorded**

The **Planned Growth Areas** are defined in the Act to include territory:

- That is reasonably compact yet sufficiently large to accommodate residential and nonresidential growth projected to occur over the next twenty years;
- That is not within the existing boundaries of any municipality, or within an urban growth boundary
- That is reasonably likely to experience growth over the next twenty years, based upon history, economic and population trends, and topographic characteristics;
- That reflects the county's duty to manage natural resources and to manage and control urban growth, taking into account the impact on agriculture, forests, recreation and wildlife.

The **Rural Areas** are defined in the Act to contain territory:

- That is not within an Urban Growth Boundary or a Planned Growth Area;
- That is to be preserved over the next twenty years as agricultural, forest, recreation or wildlife management areas, and
- That is for uses other than high density commercial, industrial, or residential development.
- That reflects the county's duty to manage natural resources in a way that reasonably minimizes detrimental impact to agriculture, forests, recreation, and wildlife management areas.

Methodology

As a prerequisite to identifying the planned growth and rural areas, information was gathered and analyzed concerning the existing land use development, population projections, natural factors constraining development, existing infrastructure, various governmental services, transportation facilities and economic and business factors.

POPULATION

Public Chapter 1101 requires that cities and counties take cognizance of and use, as a basis for planning, twenty-year population projections prepared by the University of Tennessee, Boyd Center for Business and Economic Research. The Cannon County Planning Commission reviewed the University of Tennessee projections, recognized that the projections are conservative, but concluded that the numbers could be used as a base for this planning effort. The County views the growth boundary planning process as dynamic and anticipates that the population projections and growth boundaries will be reconsidered when the 2040 Census is published. Meanwhile, the more conservative approach to growth boundary planning appears warranted in view of the stated objective of the Act to “minimize urban sprawl.”

The University of Tennessee projections for Cannon County and its cities are shown in Table 1 below.

TABLE 1*
HISTORIC AND PROJECTED POPULATION
CANNON COUNTY, TENNESSEE

	2010	2015	2022**	2025	2030	2035	2040
Cannon County Population Count and Projections	13,852	14,517	14788	15,075	15,393	15,518	15,542
Auburntown	285	292	276	---	---	---	---
Woodbury	2,704	2,764	2796	---	---	---	---
Total Incorporated	2,989	3,056	3,072	---	---	---	---
Incorporated as % of Whole County	21.5%	21%	20.8%	---	---	---	---
Unincorporated	10,863	11,461	11,716				
Unincorporated as % of Whole County	78.5%	79%	79.2%				

** Data for 2010-2015 was pulled from the 1999 GRP. Data for 2022 to 2040 is from TNUTK Boyd Center for Business and Economic Research*

***2022 is the first year Boyd Center data is available. Boyd Center does not project municipal rural population figures.*

TABLES 2 and 3
On pages 5 and 6

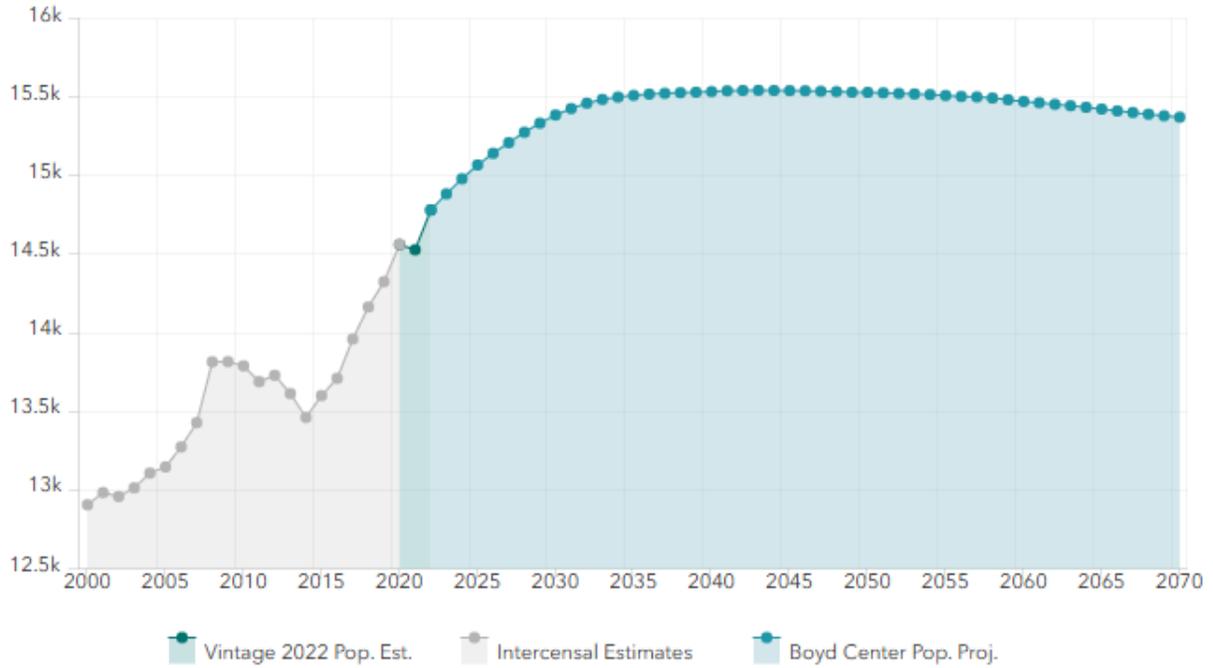
Table 2 is a projection of Cannon County’s overall population to 2070, per the Boyd Center. The further out in time, the less accurate the projection.

Table 3 is the annual tracking of Woodbury and Auburntown populations, per the Boyd Center.

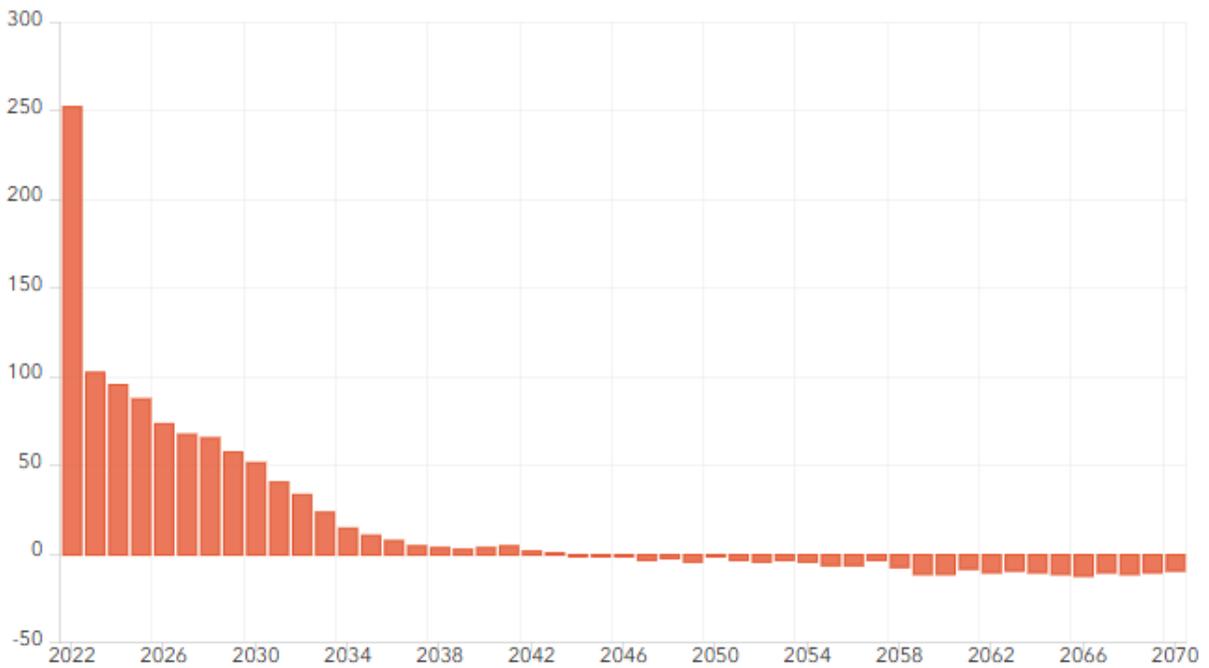
TABLE 2
Cannon County Population Projections to 2070

source: TN State Data Center/Boyd Center for Business and Economic Research

Estimated and Projected Population



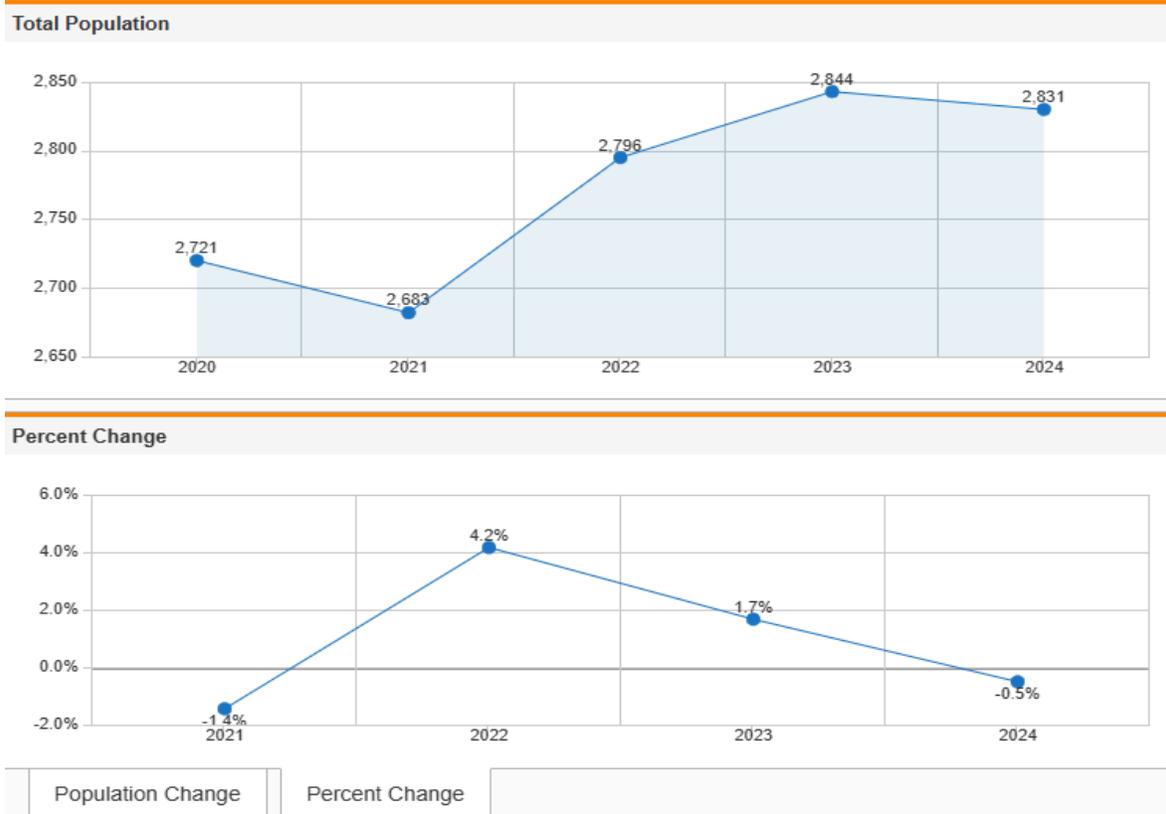
Projected Population Change | From Prior Year



**TABLE 3
Auburntown Population**



Woodbury Population



LAND USE INVENTORY AND ANALYSIS

To a large degree, existing land use patterns in Cannon County correspond with topography and other natural features that promote or restrain development. Land capability and land suitability are major restraining factors, often mitigated, however, by infrastructure designed to overcome these restraints. Obviously, the processes by which cities and the county accommodate development pressures represent a balancing act, and these processes are readily discernable in the patterns seen in the data and also in the physical landscape. The statistical data, presented here, was derived by a previous land use survey by the Local Planning Assistance Office. Information from the survey was used to prepare an inventory of uses throughout Cannon County. An analysis was then developed using the statistical data to document the extent and intensity of current development, to identify areas of potential planned growth, to show the extent of rural influence, and to determine whether there is a need to develop large amounts of raw, unimproved land.

Table 4 presents a complete analysis of land uses in the unincorporated areas of Cannon County from a previous land use inventory that was conducted for all unincorporated portions of the county. A summary of conclusions and a description of development patterns follow. The general conclusion is that the prevailing land use in the unincorporated portion of Cannon County is for single-family residential with rural characteristics. The following is a general analysis of the land uses within Cannon County.

**TABLE 4
EXISTING LAND USE**

Land Use Structures	1999		2025	
	Number	percent	number	percent
Residential Total	4756	92.60%	6245	91.81%
single family	3806	80.03%	4989	79.89%
multi family	5	0.11%	21	0.34%
mobile homes	557	11.71%	1235	19.78%
vacant	388	8.16%		
Commercial & Private Services	191	3.72%	344	5.06%
Industrial	17	0.33%	15	0.22%
Public/Semi-Public Services. Cultural ,Recreational, Educational	153	2.98%	183	2.69%
Utilities	19	0.37%	15	0.22%
TOTAL Land Use Structures	5136	100.00%	6802	100.00%
Cannon County Land	Acres	Percent	Acres	Percent
Incorporated Communities	1,392	0.82%	1539.5	1%
Unincorporated Area	168,630	99.18%	168,700.5	99%
TOTAL Land Area	170,022	100%	170,240.0*	100%

** Per State GIS analyst in February 2026, there has been an historic discrepancy between 2 databases. It is recommended that Cannon use 266 sq miles which converts to 170,240 acres.*

See APPENDIX

MAP - Woodbury Land Use 2025
MAP – Cannon County Land Use 2025

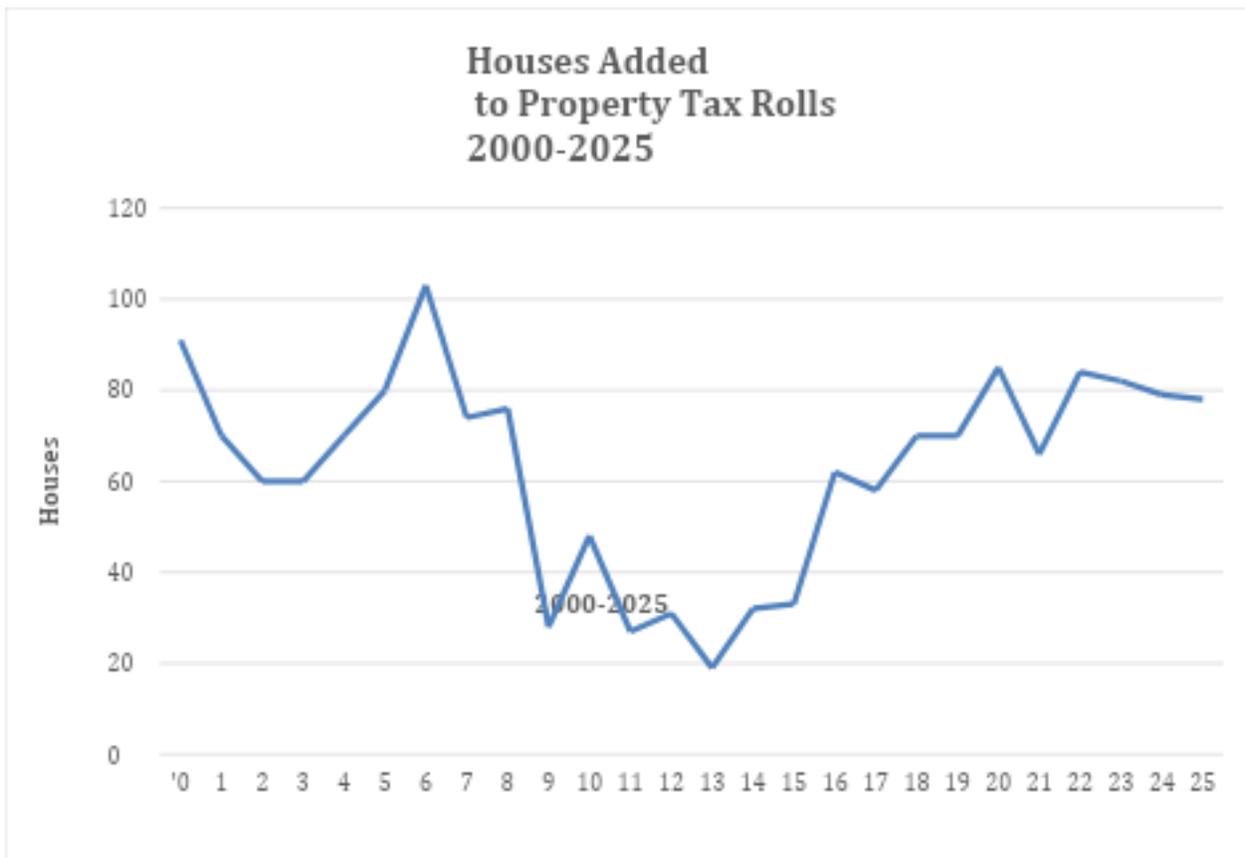
DEVELOPMENT PATTERNS IN CANNON COUNTY

Residential

Unincorporated residential development is found in low to moderate density in small subdivisions, on 1 to 2 lot parcels, or on farms. Most subdivisions occur on the state routes and well-developed county roads. There are approximately 6,245 residential units within Cannon County. The predominant residential structure is the single-family residential dwelling, which makes up around 80% of the total residential structures in the county. The county contains 1235 mobile homes or about 20% of the total residential units in the county, located on individual lots or situated within mobile home parks. The numerous mobile homes in the county led to the passage of the Cannon County Mobile Home Park Regulations in 1998. The remaining duplexes and multi-family structures make up less than 1% of the total residential structures in Cannon County.

Residential structures in Cannon County are located along major highways and roads in a continuous pattern in most places and along State Routes 53, 146, 145, and US Highway 70S as well as some other major roads within the county. Other residential developments are concentrated in small clusters of unincorporated areas of the county. There is generally more development south of US Highway 70S than in the northern portion of the county. This development pattern seems to be influenced by the topography and public water lines. The southern portion of the county is generally more level and undulating than the northern sections of the county, which has very few public water lines. Consequently, more developable land is available for residential structures.

TABLE 5



Commercial

Commercial development within the county is not as prevalent as residential development for Cannon County. Nevertheless, there are scattered commercial uses throughout the unincorporated county, primarily retail/wholesale trade involving small-scale grocery and gas stations, craft sales, antiques, and farm supplies in addition to some salvage yards. Also included are numerous private services such as beauty shops, barber shops, and auto body shops.

Industrial

Industrial activities in Cannon County consist of processing or fabricating raw materials or production of commodities, and includes saw mills, wood and furniture production, 1 asphalt plant and 3 limestone quarries. Short Mountain Distillery opened in 2011. The county's 60-acre industrial park is in Woodbury and not fully developed. The 15 existing industries in Cannon County are scattered throughout the county along major transportation routes.

Public and Semi-Public Uses

This land use category includes numerous rural churches and cemeteries, area Post Offices, fire sub-stations and school buildings.

Transportation and Utilities

Utility uses within Cannon County consist of telephone and electric sub-stations, fire towers, water tanks, and a radio station that are located in the unincorporated portions of the county. The county transportation system consists of 1 U.S. Highway, 7 State Routes, and 467 county roads. County roads are required to have a minimum 50-foot right-of-way to be accepted as county roads. Some of the existing county roads that have been accepted in the past are currently sub-standard county roads, lacking adequate width and/or surfacing.

Population Concentrations

The major concentrations of future population growth or Planned Growth Areas will consist of nodes of developments containing a mix of the previously discussed land uses. The majority of growth that will occur is projected to be to the south of U.S. Highway 70S within the unincorporated portion of the county and around the periphery of the Woodbury corporate limits. In addition, some residential development is anticipated towards the Auburntown area. Population concentrations in the unincorporated areas of the county are anticipated to occur in the Gassaway community in the northeast portion of the county, in the Short Mountain/ Half Acre vicinity, within the Sheybogan / Mooretown area, along the State Route 53 corridor adjoining these areas, and around the Bradyville area toward the western portion of the county. These are the areas that are projected to be Planned Growth Areas.

Wildlife Recreational Area

The town of Woodbury operates Brown-Spurlock and Dillon Parks within town limits. County Government operates the Fairgrounds on Lehman Street. Additionally, TN Wildlife Resource Agency manages the Headwaters Wildlife Management Area (WMA) and the Pea Ridge WMA along Stones River Road and Short Mountain HWY (146).

In 2021 Larkspur Conservation.org was gifted 433 acres on Sugar Tree Knob with the related conservation easement held by Tenngreen.org. That site will eventually be opened as a natural burial cemetery with the acreage open to all for recreation.

Chinkapin Crafstead.org was gifted in 2018 with 310 acres running between Auburntown and Doolittle Roads. That location is operated by the not for profit with a goal of maintaining the site for public use, wildlife habitat, and native plant species.

See APPENDIX **Cannon County Parks And Recreation Strategic Plan
MAP – TWRA Lands Open for Hunting**

Agricultural and Forest Lands

Cannon County is primarily a rural county relative to other counties in the region. The county contains approximately 90,200 acres of farmland as of 2022, or about 53% of the total land area in the county. The county contains 582 total farms with the average size of farms at 155 acres. Most of Cannon County as a whole will contain a large amount of land area that is to be designated as a “Rural Area.”

USDA NRCS Natural Resources Conservation Service

Since 2002, NRCS has funded 182 contracts across multiple programs with total obligated dollars being \$4,040,165.25 and payments made totaling \$3,460,514.25 covering 29,917 acres in Cannon County. NRCS continues to prioritize “helping people help the land” and putting Farmers First by providing technical and financial assistance. In Cannon County, NRCS continues to leverage local partnerships by working closely with and providing technical assistance to the local Soil and Water Conservation District and Farm Service Agency. Additionally, NRCS has completed two Emergency Watershed Protection Projects with the Cannon County Highway Department totaling over \$250,000 to help the local community relieve imminent threats to life and property caused by floodwaters.

See APPENDIX **USDA Farm Data 2002 and 2022
NRCS – EQIP and CSP Program Data 2002-2025**

CONSTRAINED LANDS

Certain conditions exist that can severely limit potential development in areas of the county. The term “constrained land” includes a variety of conditions that can significantly limit the use of land and the amount of development that takes place there. The constrained land categories used in this report include the floodplain area, designated wetlands, steep slopes, poor soils and karst topography areas.

Floodplain

Floodplains are the relatively flat area or lowlands adjoining a body of water or watercourse which has been or may be covered by the 100-year floodwater. Certain areas of the county are subject to periodic inundation, which could result in loss of life and property, health and safety hazards, and generally a disruption in the way of life for Cannon County residents. The floodplain areas in Cannon County were identified on Flood Hazard Maps prepared in 1991 and updated in May of 2023. These areas are generally restricted from development.

Cannon County adopted a Floodplain Zoning Resolution as of July 14, 1990, and entered the National Flood Insurance Regular Program as of July 1, 1991. The Flood Hazard Boundary Map can be consulted for flood plain areas in the county by going to FEMA’s National Flood Hazard Layer (NFHL) viewer . There are two Floodplain Administrators: one for the Town of Woodbury and one for the rest of Cannon County including Auburntown. The identifiable flood hazard areas in Cannon County include the East Fork Stones River and its tributaries. The areas include McMahan, Duke, Bullpen, Clear Fork, Hollis, and Brawley’s Creeks as well as Sander’s Fork, Hurricane, and Sycamore Creeks.

Karst Topography

Karst topography is a terrain underlain by soluble limestone: the rock dissolves producing underground waterways, caves, and surface sinkholes. Although Cannon County contains low-lying areas with swampy characteristics in some parts of the county, there are few to no sinkhole areas in Cannon County. The county contains very little karst topography. Slightly over half the county is in the Central Basin region with the remaining portion part of the Eastern Highland Rim.

Poor Soils

Many areas have rocky or wet soils in Cannon County. Best soils in the county are located in the Barrens where many of the farms are located. For the purpose of this report, poor soils cause severe limitations for development.

Excessive Slope

Steep slope means 20% or greater slope. Cannon County generally consists of an undulating surface averaging about 1,150 feet in elevation. The northeastern section of the county is hilly and steep with one prominent feature, Short Mountain, which is heavily dissected by stream erosion with a summit of over 2,000 feet in elevation standing more than 900 feet above the general level of the county. The areas of steep slope in the county are generally areas from the north along Hurricane Creek and Hawkins Ridge, the extreme northeastern portion of the county, the ridgeline along Northcutt Branch, and some areas dissected by the Stones River and other tributaries along State Route 145 to the north of Woodbury. A highly irregular escarpment, heavily dissected by stream erosion, trends generally north to south through the central portion of the county. The southeastern portion of the county is relatively level and is commonly referred to as “the Barrens.”

Wetlands

Wetlands is the collective term used to describe a variety of saturated soil conditions and semi-aquatic places that include swamps, marshes, and other transitional zones between open water and dry land. Wetlands provide water quality and flood protection, streambank stabilization, groundwater recharge and discharge, and habitats for wildlife and flora. For these reasons, they are a protected natural resource in Tennessee. A review of the National Inventory Maps of the U.S. Fish and Wildlife Service shows that throughout most of Cannon County the designated wetland areas are small and scattered. The significant portion of the county that contains large areas of wetlands is the eastern area of the county that is generally located from the Short Mountain area south along State Route 146 and 281 down to the area west of State Route 53 in the southern portion of the county.

PUBLIC INFRASTRUCTURE AND SERVICES

See APPENDIX

Water System Map -Town of Woodbury
Water System Map – Cannon County overview
Sewer System Map – Town of Woodbury
Topographic Water Study 2023

This section presents an inventory and analysis of community facilities that exist within Cannon County. This analysis will include a status of current services in relation to recommended planning standards that have been set for services needed per population. As the county grows, so will the need for additional infrastructure to support the population growth. Cannon County must be able to justify proposed growth areas through its ability to provide services into those areas.

Water Service

Cannon County residents are served by 5 water utility providers:

Woodbury Water serves 81% of the customers, DeKalb Utility District 10%, Warren County 4%, West Warren-Viola 4%, and Consolidated Utility District serves 1%. Per the 2023 Topographic Water Study by Water Management Services, LLC, they estimate 79% of county residents have access to treated water. The Water Service Providers map in the Appendix demarcates water lines by provider.

See APPENDIX Map – Water Service Providers to Cannon Residents

The Town of Woodbury and Cannon County have been jointly funded \$3,872,667.20 through the American Rescue Plan Act (ARPA) to complete 2 water line projects. Signed into law on March 11, 2021, ARPA allocated \$350 billion for state and local governments. The county's funded projects included a new line installed along Petty Gap Road, which provided a secondary feed into the Bradyville zone to improve redundancy and service to the area, and the installation of a new water main along Short Mountain Road to upgrade/replace old, undersized facilities and provide better service as well as a secondary emergency connection with the neighboring utility. Both projects will improve system redundancy and supply for the residents of the county. Working together, the town of Woodbury and Cannon County qualified for the lowest match category. Work on the Petty Gap Road project is complete; the Short Mountain Road project is projected to be completed by May 2026.

The ARPA project referenced above includes a water connection at Judge Purser Road to Warren Utility District. The interconnection provides a backup water source for either utility district. There are multiple interconnections among the 5 providers.

The justification for water line extensions is based primarily on the cost to benefit ratio. With a sparsely populated county, it is difficult for the county to rate high on grant points, and water line extensions become very expensive. In addition, there are numerous topographic constraints that hinder, to some extent, installation of water lines. The cost of installation of water lines is generally justified by the number of customers served.

**TABLE 6
WOODBURY WATER and SEWER**

Woodbury Water Department	Plant Capacity		(million gallons per day)	
			1.77MGD	
	2016	2020	2025	
Raw Water Pumped into Plant	1.06 MGD	1.25 MGD	1.3 MGD	
Water Loss in Delivery	29%	46%	43%	
Total Service Points	3536	4364	4709	
Woodbury Sewer Department	Plant Capacity		.7 MGD	
	2016	2020	2025	
Avg Daily Intake	0.533 MGD	0.571 MGD	0.549 MGD	
Total Service Points			1214	

Sanitary Sewer

Woodbury Sewer System is the only entity in Cannon County with sewerage treatment facilities. The wastewater treatment plant is located within the corporate limits of Woodbury and has a maximum capacity of 700,000 gallons per day. In 2026, an upcoming sewer plant upgrade will increase capacity as well as enable maintenance to be more easily planned and completed. A handful of Woodbury Sewer customers are located outside the corporate limits of Woodbury; the vast majority are within. The bulk of residential lots within rural Cannon County are on septic tank systems. It is not expected that future development in the unincorporated portions of the county will contain public sewer service.

Police Protection

The Cannon County Sheriff's Office is responsible for law enforcement in the unincorporated portions of the county. Deputies work 12-hour shifts, 2 shifts per day. The Sheriff's Office currently has a force of 10 Deputies, 6 SRO Deputies, 1 SRO Sergeant, 2 Patrol Sergeants, 2 Investigators, 3 Court Deputies, 1 Chief Deputy, and 1 Sheriff. There are 34 vehicles that are utilized by the Sheriff's Department. The Cannon County Jail is located within the corporate limits of Woodbury and averages 50 prisoners incarcerated at any given time. There are 14 Correctional Deputies, 3 Corporals, 2 Transport Deputies, 1 Assistant Jail Administrator, and 1 Jail Administrator that handle daily operations within the jail. Support staff includes 1 Bookkeeper, 1 Receptionist, 1 Sentence Manager, and 1 Maintenance person.

Beginning in fiscal 23-24 the State of TN is funding 1 SRO per school building. In 23-24, the SRO roster was not filled out. Adequate SRO staffing had been put in place for 24-25 and 25-26.

As the current jail does not meet the required segregation requirements (adequate space to separate various inmate populations), the jail is currently uncertified. An active jail committee headed by Judge Cowan is meeting regularly to move a new jail forward.

See **APPENDIX** **Jail Study**

Fire Protection

Fire hall crews located in unincorporated Cannon County and in Auburntown are volunteer. Town of Woodbury firefighters are paid per run. There are 81 volunteer firefighters in the Cannon County Fire Department. There is one main fire station for the Town of Woodbury with 16 fire fighters and one volunteer department for Auburntown with 10 fire fighters. Within unincorporated areas of the county there are 7 volunteer fire departments. Table 7 shows the fire departments and the number of employees with each fire department. The county fire department has an ISO rating of 9 within the unincorporated areas.

**TABLE 7
CANNON COUNTY FIRE DEPARTMENT**

FIRE DEPARTMENT	NUMBER OF VOLUNTEERS
1. Gassaway Volunteer Fire Department	8 fire fighters
2. Short Mountain Fire Department	15 fire fighters
3. Mooretown Fire Department	20 fire fighters
4. Bradyville Fire Department	15 fire fighters
5. Eastside Fire Department	9 fire fighters
6. West Side Fire Department	9 fire fighters
7. Midway Fire Department	5 fire fighters

Cannon County Rescue Squad Inc.

Chartered by the TN Secretary of State on May 8 1978, the Cannon County Rescue Squad has been the volunteer agency delivering rescue services to all of Cannon County. Every day the Squad works hand-in-hand with all emergency services in Cannon to help project lives and rescue accident victims. Currently there are 32 Squad members.

Electric Systems, Natural Gas and Phone/Internet Service

Middle Tennessee Electric Cooperative (MTE) provides electricity to Cannon County with an office located in Woodbury and headquartered in Murfreesboro.

**TABLE 8
MTE Service Points in Cannon County**

2000	2005	2010	2015	2020	2025
5319	5388	5870	6715	7432	8098

|

**TABLE 9
MTE projects recently completed, underway, and upcoming**

Large projects – local engineering – service designers	status
Line Extension on McMinnville Hwy 3 Phase project	To be completed 2026
New 3 phase to new SRM Rock crusher	Completed 2025
James Place – 35 lots	Not built out yet
Carson’s Landing	Partially complete
First National Bank	Completed 2025
Large projects – Central – system designers	
Reconductor jobs:	
Lehman St	Completed 2025
Annie Cox Ln	Completed 2025
College St	Completed 2025
Water St	Completed 2025
Hollow Springs	In process
Wilmouth Creek	In process
Dug Hollow Rd	In process
Steel Poles through Town of Woodbury	In process

Middle Tennessee Gas Utility, headquartered in Smithville, provides natural gas within Cannon County. Its source is Tennessee Natural Gas Company. Extensions into unincorporated areas require some justification for the extension, based primarily on a minimum usage by Cannon County residents to warrant line extensions. The overall distribution of lines and related facilities is dependent on the cost-benefit analysis conducted by the utility and are not directly relevant to the growth planning process.

TABLE 10
Middle TN Natural Gas Customers*

	Residential	Commercial	Government	Industrial	TOTAL
2000	2058	272	0	2	2332
2010	2472	244	0	6	2722
2020	2630	247	99	7	2983
2025	3169	300	99	1	3569

**Data is segregated by “office” not County. Totals above include a minor number of Rutherford residents. Coding of accounts has revolved since 2000; the government customers are housing authority residents, not Cannon County government accounts.*

Telephone/Internet Service

DTC Communications provides Phone, Internet, Security, and TV services across 100% of Cannon County. The services are provided across a robust, state of the art Fiber Optic Network delivering Fiber to the Premise for all locations in Cannon County. DTC was under construction building the Fiber Optic Network from 2017 through 2023.

To expand on solutions provided, Voice solutions can range from one voice line to VoIP systems and Sip trunks, with unlimited calling, extensive features, and additional benefits for each premise. DTC has the fastest most reliable high-Speed fiber internet for homeowners and business owners with speeds available today from 300Mbps to 5gig. Security and camera solutions with advanced automation that can be customized for each homeowner and business owner are available to protect assets and operations as requested in Cannon County. Lastly, TV is also available including DTC Sports, local and national programming.

Additionally, other phone/internet providers are now operating in Cannon County.

Solid Waste Collection

Cannon County does not operate a sanitary landfill nor offer curbside pickup. County residents are able to personally take household waste and recyclables to the County’s Convenience Center

In fiscal 2019-2020 budgeted funds were allocated for the design of a new transfer station/convenience center for solid waste to be built on county owned property adjacent to the existing facility on Alexander Drive in Woodbury. In 2020-2021 Lee Adcock Construction won the bid to construct the new facility as designed by St. John Engineering.

Currently, the site accepts residential solid waste and the following recyclables: paper/cardboard, glass, metal, used oil, electronic waste, clothing and tires.

The town of Woodbury provides curbside residential trash pickup for residents living within corporation boundaries.

Transportation Network

The transportation system for Cannon County consists of state highways and county roads. There are no rail lines or airports in the county. Rail service is available in Murfreesboro/Rutherford County and McMinnville. Airports are located to the east in Warren County and to the west in Rutherford County. Commercial air passenger service is available at Nashville International Airport, 50 miles from Woodbury.

Arterial highways in Cannon County are U.S. Highway 70S, State Routes 53, 64, 96, 99, 145, 146 and 281. Collectively, the transportation network of state and county roads consists of approximately 500 total miles. The portion of U.S. Highway 70 from Woodbury to the Rutherford County line is designated as a scenic highway with some restrictions on development and advertising. There are a total of approximately **80** miles of state roads and 421 (updated per County Road Report 2026) miles of county roads within Cannon County. By far, the highways that experience the greatest amount of traffic are U.S. Highway 70 and the portion of Highway 53 south of Woodbury.

**TABLE 11
STATE HIGHWAY MILEAGE**

STATE HIGHWAY	MILEAGE
U.S. Highway 70S	14.801
State Route 53	24.751
State Route 146	9.513
State Route 145	9.675
State Route 64	9.132
State Route 99	1.366
State Route 96	4.955
State Route 281	6.070
TOTAL	80.263

In 2014 the State completed its development of the 70S 4 lane highway from the east side of Woodbury to McMinnville. As of 2025 the State's planned by-pass around Woodbury connecting the 4 lane 70S highway sections from the east and west is not funded. No final decisions on the route, costs, or timing of construction have been made.

See APPENDIX 2026 County Road Inventory

The county has established an Official Road Map of the entire county and has adopted standards and procedures for acceptance and classification of new and existing roads. The standards for county roads specify road right-of-way widths, minimum surface widths, and construction standards. The following is a table that provides some indication of the current quality of the county road system.

**TABLE 12
SURFACE CONDITIONS OF CANNON COUNTY ROAD SYSTEM**

SURFACE TYPE	PERCENTAGE as of 1999	Percentage as of 2025
Asphalt	8%	32.86%
Tar-and-chip	48%	52.61%
Gravel	42%	14.53%
Undeveloped	2%	
TOTAL	100%	100%

Most of the new county roads are anticipated to be built by developers as a part of the subdivision development process.

Education System

Currently Cannon County operates a 5-school district. We have 3 elementary schools, 1 middle school and 1 high school. The district consolidated from a 7-school district to this configuration in 2022.

Short Mountain Elementary and Auburntown school buildings were sold at auction in 2022. East Side school is currently idle.

One of our elementary schools, Cannon County Elementary and our middle school are both housed in the same building. A date has been set in January 2026 by our current school board, composed of Derrick Mullins - chairperson, Aletha Thomas -vice chair, Rebecca Tramel - Legislative Representative, Jessica Curtis and Courtney Odom, to begin discussions of how to separate those two schools and create a middle school in its own building.

Academically, one of our schools was a Reward School for the 24-25 school year; this was Cannon County Elementary. This is when a school demonstrates high levels of performance and/or improvement in performance by meeting objectives across performance indicators. We also had Cannon South that was a Level 5 school for its growth on TVAAS (Tennessee Value-Added Assessment System). TVAAS measures the impact schools and teachers have on their students' academic progress.

As a district, we are working to improve what we are providing to students to help them to be well-rounded successful adults in their post-secondary endeavors.

See **APPENDIX** **ESG School Feasibility Study**
 ESG Student Population Projections

Planning and Land Use Controls

Zoning

- “Zoning” in Cannon County consists of two components: the Zoning Resolution which defines and authorizes zoning; and the Zoning Map which assigns one of four zoning Districts to every unincorporated parcel in the County.
- Using a template and resources provided by Upper Cumberland Development District, a subcommittee of the Regional Planning Commission created, reviewed, and revised both the Resolution and the Map over many months from early 2017 through mid-2018.
- On August 16, 2018 the Cannon County Board of Commissioners Resolved to enact the **OFFICIAL ZONING RESOLUTION CANNON COUNTY, TENNESSEE.**

Land Use Administrator

- The position of Land Use Administrator and its incumbent were approved by at the January 2022 meeting of the Board of County Commissioners.
- The LUA became effective on February 6, 2022.

Building Permits

- The County issues two types of Building Permit; Single Family Residential; and Commercial, Industrial and Multi-family (CIM).

- The SFMO authorized the LUA to issue Residential building Permits commencing October 16, 2023. Through an Inter-Local Agreement between Cannon County and the Town of Woodbury signed November 12, 2024 the County assumed responsibility to administer and enforce Residential permits within the town of Woodbury as well as CIM permits throughout the County with the exception of the incorporated area of Auburntown.
- Auburntown has opted-out of the SFMO's requirements for both Residential and CIM building permits; there are no such processes in Auburntown.

Commercial Property Inspections

- The SFMO State Deputy Building Inspector (DBI) establishes fees for Plans Review and building permits; DBI performs inspections to ensure codes compliance. LUA coordinates with project contractors to quote and collect fees as well as authorize DBI compensation.

See APPENDIX - **CIM Building Permit Fee Schedule**
Building Permit Fee Schedule

GOVERNMENT OPERATIONS

County Finance Department

August 1, 2020 marked the official first day of operations for the County Finance Department. The Department is the result of Cannon County voters choosing by referendum on the August 2018 ballot to consolidate financial management for all county government operations per the County Financial Management System Act of 1981.

Finance Department responsibilities include budgeting, bidding, purchasing, payroll, debt management, grant reporting, loan acquisition and payment, debt analysis and human resources for County employees other than Board of Education (BOE). BOE staff manages HR for BOE employees. Finance Department staff have non-voting positions on the Financial Management and Budget Committees.

The consolidation process included upgrading 20-year-old accounting software, writing procedures for all facets of fiscal operations, combining payroll streams for 500 employees, initiating an inventory structure, and unifying purchasing and bidding processes.

State Auditors are on site periodically throughout the year to review accounting procedures and data to document discrepancies and convey best case processes. In addition to State Auditors, BOE hires an outside private auditor to assess accounting details for individual School funds.

For the following fiscal years, State Auditors recorded NO Findings (no material errors) in the Finance Department's processes or financial statements:

- 2021-22
- 2022-23
- 2023-24
- 2024-25

See APPENDIX

Financial Overview

CannonCountytn.gov website

Cannon County Commissioners approved the development and funding of a .GOV website for Cannon County Government during fiscal 2020-2021. Applications for .GOV websites are approved by the Federal Cybersecurity and Infrastructure Security Agency (CISA).

Following the development of the website, County employees were provided an opportunity to transition to @cannoncountytn.gov email addresses. As of January 2026, most department heads have made that transition.

All County departments are listed on the website with descriptions of services provided. Wherever possible, links to online services provided by various departments are integrated.

Cannon County Board of Education operates its own website: www.ccastn.net.

ADA Transition Plan

St. John Engineering was hired in October 2020 to survey for ADA compliance at all County Government buildings accessible to the public, not including Board of Education facilities. St. John generated a To Do List of ADA corrections by site. That Plan was posted to the County's website as required by law. ADA corrective measures are updated on the County's website annually. Cannon has 20 years to fully complete the Transition Plan.

See APPENDIX

ADA Transition Plan

Adams Building

Cannon County Board of Education Central office is located at 301 W. Main Street in Woodbury – the lower level of the Adams Building.

Following passage of the public referendum creating the County Finance Dept, in 2020 the Adams Building (old hospital) became home to the Finance Department, County Archives, Maintenance, and Dept of Motor Vehicles Drivers' License services. The County Executive's office relocated to Adams from the Courthouse in 2022. New 911 addresses were assigned to the Adams Building – 110 South and 120 South Tatum.

County Probation, Election Administration, Veterans Service Office, UCHRA, Food Bank, and several social service not-for-profits continue to operate from the Adams Building.

Emergency Operations Center

The Cannon County Government has issued a bid for the construction of an Emergency Operations Center(EOC) to be built on the site of the existing Fire/Rescue Squad Building on Lehman Street. The new EOC will house 911's operations, County Fire Dept, and the Rescue Squad.

Major funding for the project comes from the Broadband Connected Community Grant program with

completion required by Sept 30, 2026. The balance of funding is from the sale proceeds of the Bradyville Post Office and Old School on Water Street, Woodbury as well as contributions from the Berger Foundation to the Rescue Squad. Approximate cost for the EOC is \$2.5 million.

Adams Memorial Library

Adams Memorial Library serves as a cornerstone of Cannon County, providing a welcoming atmosphere and a wide array of services to support the educational, informational, and recreational needs of local residents.

Spanning 11,367 square feet, the library includes the Austin Jennings Community Room, Young Adult Room, Children’s Room, Genealogy Room, Main Room, Computer Lab, and a recently added Program Room.

The Sol and Marty Berger Computer Lab offers public access to computers, printing, and high-speed internet, while 24/7 Wi-Fi ensures continuous connectivity for all visitors. The library’s collection features 26,000 items available for checkout, a dedicated genealogy room with local history resources, and two private study rooms for individual research or study needs. Story Time sessions for children under five encourage early literacy and help engage young families.

A major gut renovation expansion in 2012 increased the library’s size by 3,000 square feet and included a comprehensive remodel. This upgrade introduced a 24-computer lab, enhanced internet and networking infrastructure, a new circulation desk, a modernized lobby with printing and copying services, and a staff workroom. In 2019, an additional 2,584 square feet was added for a 120-seat program room, allowing the library to host free events and programs throughout the year.

Adams Memorial Library remains a vital hub for education and culture, enriching the lives of Cannon County residents.

The library operates as a public library in accordance with Tennessee Code Title 10, Chapter 3, which governs the structure and operation of public libraries throughout Tennessee. The library depends on Cannon County, Town of Woodbury, the State of Tennessee and private donations to fund its operations and to provide services to the community.

Readyville Tornado 2023

On April 1 2023 per the National Weather Service an EF-2 tornado with peak winds at 130 miles per hour landed in Readyville. Multiple homes and landmarks were fully destroyed or mangled. Cannon County emergency response departments and volunteers along with significant assistance from Rutherford County Government were able to begin recovery operations immediately.

See APPENDIX Cannon Courier Readyville Storm and Recovery story

PLANNED GROWTH AREAS AND RURAL AREAS

The various factors that have influenced development within Cannon County were also found to be influencing factors in designating Planned Growth Areas or Rural Areas. Some of the considerations include:

- (1) Concentrations of developments within the county.
- (2) The intensity of particular land uses within the county.
- (3) The social, economic, and environmental integrity of the communities.
- (4) Areas lacking water.
- (5) Feasibility of providing public services based on cost and need.
- (6) Topography
- (7) The effect of a particular designation (PGA or RA) on an area.

The definitions of PGA and RA are subject to interpretation by units of local government as they apply these labels to their unincorporated places, rural communities and concentrations of development. For the purpose of this Report, the following interpretations of the two classifications are understood:

Planned Growth Area is a territory outside a municipality where high or moderate density commercial, industrial, and residential growth has already occurred or is expected to occur. These areas are more urban in nature than the rural areas, and specifically require urban type services because of their higher densities or compact development patterns.

Rural Area is a territory not included in a UGB or PGA that is to be preserved for agricultural use, forestry, recreational use, wildlife management or for uses other than high density commercial, industrial or residential development. **This definition does not preclude an area designated as RA under this proposal to be used for commercial, residential or industrial development.** Any such use, however, would be less dense and would retain the rural character of the area.

Identification of Planned Growth Areas And Rural Areas

Cannon County for the most part is a rural county that is projected to experience modest growth during the 20-year planning period. The growth expansion that the county will experience in that time-frame will most likely consist of moderate to high growth adjacent to the Woodbury city limits or clusters of development along major arterials. The remaining areas of the county that will not experience moderate to high-density growth will be designated as rural.

Cannon County maintains the responsibility under Public Chapter 1101 to provide public services and infrastructure to any area that is within a proposed Planned Growth Area. The county is better able to accommodate growth by identifying areas that fit the criteria of Planned Growth Areas under Public Chapter 1101. These areas are in the process of developing and represent areas where public services can be justified due to the expansion of population and development. The Rural Area designations are locations within the unincorporated portion of the county that are not prime land for development nor are special areas of concern that warrant preservation or protection.

See APPENDIX 1999 and 2025 Cannon County Growth Boundary Maps

Gassaway Area

This area is fairly isolated from other parts of the county due to topography and is expected to experience moderate future growth. The area contains very few waterlines and no sewer lines in the vicinity. The existing developments in the area are predominantly moderate-density residential development in continuous clusters in the area. There is some small-scale commercial development, a fire hall, and other support services. This particular Planned Growth Area contains the characteristics of a small-town community. The existing public services are not expected to be expanded in the near future.

Iconium Road (Rt. 281) and Manchester Highway (Rt. 53)

This area contains no natural constraints that could hinder future development. The terrain is fairly level to rolling. The Woodbury Water System serves the area with numerous waterlines; natural gas lines are in place. The area contains moderate-density residential development on individual lots or within moderate to high-density subdivisions. The growth area also contains Cannon South Elementary, small commercial facilities, several churches, and support services. This area is experiencing new residential growth at a steady rate and is one of the fastest growing areas of Cannon County. Some public services will likely expand as developments continue to occur in the area. Water service is the most likely public service that will undergo future expansion as the need arises given that some side roads in the south end of the county still lack water. Most of the development taking place within this area is residential development and scattered commercial.

Murfreesboro Road (Old Rt. 70) and the John Bragg Highway (New Rt. 70)

This is the largest PGA within the county and has the most potential for new growth and development to occur. This growth will likely consist of residential development in the form of small subdivisions and additional commercial facilities along Murfreesboro Road. The natural constraints in this area contain some floodplain areas adjacent to the East Fork of Stones River. It also contains some steep slopes north of Murfreesboro Road. There are numerous waterlines in the area that the Woodbury Water System provides. The area predominantly contains continuous residential developments on individual lots along Murfreesboro Road and in small subdivisions. The area also contains Cannon North Elementary, small commercial activities, a fire hall, a local radio station, and other support services. A small cluster of mixed-use development is present near the county line in the Readyville community. Other services will be expanded as the need arises. In the next twenty years, this growth area is likely to experience some population migration from adjacent Rutherford County.

Half Acre to Bluewing Area

This area extends along State Routes 146 and 281 from the county line in the east to the southwest. The area does not contain a substantial number of natural constraints that would hinder future development. Within this growth area there are numerous residential units on individual lots that extend along the road corridors. This residential development does not extend very far off of the main road. There are some small-scale commercial activities that exist in the area as well as numerous churches and the Short Mountain Volunteer Fire Department. Water service to this growth area should become more extensive with the addition of waterlines previously mentioned. Other county services are expected to remain the same as currently provided.

Bradyville Highway Area

This area extends southward from the John Bragg Highway down toward Bradyville. The area contains some floodplain areas that are adjacent to Brawleys Fork Creek. Steep slopes are located to the east and west about a half-mile off the Bradyville Highway. The Woodbury Water System is the provider of water service in the area. The area contains continuous residential developments on individual lots along the Bradyville Highway. Within the Bradyville community portion of the growth area there are clusters of residential developments and small suburbs. The area also contains numerous churches, a telephone sub-station, some commercial activities, a post office, and a fire hall. Most of the public services are expected to remain unchanged during the next twenty years.