

# COMPREHENSIVE DEVELOPMENT PLAN RUSSELL COUNTY, VIRGINIA

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## 2010



RUSSELL COUNTY BOARD OF SUPERVISORS  
JULY, 2010



PREPARED BY

RUSSELL COUNTY PLANNING COMMISSION  
ASSISTED BY

MAXIM ENGINEERING, INC.

CUMBERLAND PLATEAU PLANNING DISTRICT  
COMMISSION

# ACKNOWLEDGEMENTS

Russell County, Virginia

## BOARD OF SUPERVISORS

Mike Puckett- Chairman	Bob Keene - Honaker
Danny Brown - Vice Chairman	Earnest Kennedy - Castlewood
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Andy Smith	Charles Edmonds
Linda Cross	

**County Administrator**  
Jim Gillespie

## ASSISTANCE PROVIDED BY:

Maxim Engineering, Inc.  
Cumberland Plateau PDC

*This plan was prepared with cooperation and assistance of the members of the Russell County Planning Commission, County Staff, County Agencies, Regional Agencies, State Agencies, Federal Agencies, Non-Profit Organizations and Project Consultants. The Plan was certified by the Planning Commission July 6, 2010 and adopted by the Board of Supervisors July 6, 2010 following a Joint Public Hearing per Code of Virginia 15.2-2204 held July 6, 2010.*

**RESOLUTION of CERTIFICATION**

WHEREAS, the Commonwealth of Virginia requires that every County, City and Town in the Commonwealth have a Comprehensive Plan, and

WHEREAS, the Russell County Comprehensive Plan was adopted in the early 70's and last amended in 1999, and

WHEREAS, the Code of Virginia requires that the Comprehensive Plan be reviewed at least every five years, and

WHEREAS, the Russell County Planning Commission decided in 2008 that the Russell County Comprehensive Plan needed an extensive and comprehensive review, and

WHEREAS, the Planning Commission began to meet monthly with its consultant on the Comprehensive Review starting in January 2009, and

WHEREAS, the Towns of Honaker and Cleveland each requested that the County's Comprehensive Plan also include the Towns of Honaker and Cleveland, and

WHEREAS, the Planning Commission subsequent to "careful and comprehensive surveys" has formulated its Conclusions and Recommendations, and

WHEREAS, further analysis will be conducted upon receiving the data from the 2010 census, and

WHEREAS, Local and Regional agencies, departments and organizations have been formally invited to review and comment on the Conclusions and Recommendations, and

WHEREAS, citizens have been invited to attend three separately advertized and conducted public meetings, and

WHEREAS, based on comments received from the citizens and others the Planning Commission has approved changes to the Plan, and

WHEREAS, a joint public hearing (Russell County Board of Supervisors, Russell County Planning Commission) has been authorized, advertized and properly conducted, now

THEREFORE BE IT RESOLVE, that the Russell County Planning Commission has met the requirements of Title 15.2 - 2223 of the Code of Virginia 1950 as amended, and

BE IT FURTHER RESOLVED, that the Russell County Planning Commission doth hereby and hereon certify this Russell County Comprehensive Development Plan to the Russell County Board of Supervisors, and

BE IT FINALLY RESOLVED, that the Russell County Planning Commission doth hereby and hereon recommend its adoption.

Adopted: July 6, 2010

Attest: July 12, 2010

11 Ayes 0 Nays

Signed: Kirby Meadows  
Kirby Meadows, Chairman

Roger Sword  
Roger Sword, Secretary

# ACKNOWLEDGEMENTS

Russell County, Virginia

## BOARD OF SUPERVISORS

Jon Bowerbank - Chairman	R. Joseph Puckett – Vice Chairman
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## COUNTY PLANNING COMMISSION

Kirby Meadows – Chairman  
Linda Cross – Vice Chairman  
Roger Sword - Secretary  
Harry Ferguson - Advisor

Don Cross	Wayne Young
Greg Stoots	John Mason
Jack Compton	Robert H. "Bob" Gibson
Andy Smith	Charles Edmonds

**County Administrator**  
Marycarol White

## ASSISTANCE PROVIDED BY:

Maxim Engineering, Inc.  
Cumberland Plateau PDC

*This plan was prepared with cooperation and assistance of the members of the Russell County Planning Commission, County Staff, County Agencies, Regional Agencies, State Agencies, Federal Agencies, Non-Profit Organizations and Project Consultants. The Plan was certified by the Planning Commission July 6, 2010 and adopted by the Board of Supervisors July 6, 2010 following a Joint Public Hearing per Code of Virginia 15.2-2204 held July 6, 2010. Amendments to the plan were certified by the Planning Commission August 6 2012 and adopted by the Board of Supervisors August 6 2012 following a Joint Public Hearing per Code of Virginia 15.2-2204 held August 6 2012.*



**RESOLUTION of CERTIFICATION**

WHEREAS, the Commonwealth of Virginia requires that every County, City and Town in the Commonwealth have a Comprehensive Plan, and

WHEREAS, the Russell County Comprehensive Plan was adopted in the early 70's and amended in 1999, and 2010, and

WHEREAS, the Towns of Honaker and Cleveland each requested that the County's Comprehensive Plan also include the Towns of Honaker and Cleveland, and

WHEREAS, further analysis has been conducted upon receiving the data from the 2010 census, and

WHEREAS, the Towns of Lebanon, Honaker and Cleveland were notified of the public hearing at least ten (10) days prior to the hearing and

WHEREAS, a joint public hearing (Russell County Board of Supervisors, Russell County Planning Commission) has been authorized, advertized, and properly conducted, now

THEREFORE BE IT RESOLVED, that the Russell County Planning Commission has met the requirements of Title 15.2 - 2223 of the Code of Virginia 1950 as amended, and

BE IT FURTHER RESOLVED, that the Russell County Planning Commission doth hereby and hereon certify this amended Russell County Comprehensive Development Plan to the Russell County Board of Supervisors, and

BE IT FINALLY RESOLVED, that the Russell County Planning Commission doth hereby and hereon recommend its adoption.

Adopted:

August 6, 2012

8 Ayes 1 Nays

Signed:

Kirby Meadows  
Kirby Meadows, Chairman

Attest:

Roger Sword  
Roger Sword, Secretary

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Appendix

**CHAPTER I**  
**INTRODUCTION**

**A. The Comprehensive Plan**

The premise of the comprehensive plan is that it will be a guide for future decisions regarding the provision of public services. It will be a roadmap for changes in the use of land to the improvement of the health, safety, and welfare of Russell County citizens.

The essential characteristics of the plan are that it is comprehensive, general, and long range. It is comprehensive in that the plan encompasses the entire county (except the Town of Lebanon)<sup>1</sup> and all of the elements, natural, physical, and social, which influence development. It is general in that the plan does not indicate specific locations nor contain detailed regulations. Long range means that the plan looks beyond the foreground of pressing current issues to a desirable quality of life twenty to thirty years in the future.

**B. Purpose**

Title 15.2 of the Code of Virginia, 1950, as amended, is devoted to regulations affecting counties, cities, and towns, Subsection 2223 states, “The local planning commission shall prepare and recommend a comprehensive plan for the physical development of the territory within its jurisdiction and every governing body shall adopt a comprehensive plan for the territory under its jurisdiction.”

“In the preparation of a comprehensive plan the commission shall make careful and

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<sup>1</sup> The Town of Lebanon is included from a “data” standpoint but not from “Legal” standpoint. The Town has its own Comprehensive Plan. The Towns of Cleveland and Honaker have requested that the County’s Plan serve as their Comprehensive Plan.

comprehensive surveys and studies of the existing conditions and trends of growth, and of the probable future requirements of its territory and inhabitants. The comprehensive plan shall be made with the purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the territory, which will in accordance with present and probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity, and general welfare of the inhabitants.”

Subsection 2223 goes on to state that the plan, “with the accompanying maps, plats, charts, and descriptive matter, shall show the long-range recommendations for the general development of the parts of the county covered by the plan. It may include, but need not be limited to:

- 1) The designation of areas for various types of public and private development and use, such as different kinds of residential, business, industrial, agricultural, mineral resources, conservation, recreation, public service, floodplain, drainage, and other areas;
- 2) The designation of a system of transportation facilities, such as streets, roads, highways, parkways, railways, bridges, viaducts, waterways, airports, ports, terminals, and other like facilities;
- 3) The designation of a system of community service facilities such as parks, forests, schools, playgrounds, public buildings and institutions, hospitals, community centers, waterworks, sewage disposal or waste disposal areas, and the like;
- 4) The designation of historical areas and areas for urban renewal or other treatment;
- 5) The designation of areas for the implementation of reasonable ground water protection measures;



- 6) An official map, a capital improvements program, a subdivision ordinance, a zoning ordinance and zoning district maps, mineral resource district maps, and agricultural and forestall district maps, where applicable; and
- 7) The location of existing or proposed recycling centers.

The plan shall include: the designation of areas and implementation of measures for the construction, rehabilitation, and maintenance of affordable housing, which is sufficient to meet the current and future needs of residents of all levels of income in the locality while considering the current and future needs of the planning district within which the locality is situated.”

**C. Relationship To Other Plans**

The comprehensive plan is a policies statement, an overview of land use in the county and the first major step in the county’s planning effort. This plan is supplemented by the following more detailed plans, which have been developed by the county, citizen groups, regional organizations, and state and federal governments.

**Russell County Comprehensive Plan:** The Russell County Planning Commission has reviewed in detail the recommendations that were made in the update of the Comprehensive Plan adopted in 1999.

**Cumberland Plateau Regional Water Supply Plan:** In 2007 a comprehensive water study was initiated for the jurisdictions in the Cumberland Plateau Planning District. The recommendations contained in that study that pertain to Russell County were reviewed by the Planning Commission during this 2009 rewrite. The applicable recommendations are a part of this plan and are contained in the Public Water Facilities section of Chapter VIII.

**Russell County Development Group 2007:** A committee of interested citizens volunteered

their time to participate in a comprehensive strategic planning process designed to prepare county residents for the impact CGI and Northrop Grumman would have on the county and region. The committee reported its recommendations in five (5) groupings of twenty-two (22) categories of development for the county. The Planning Commission has reviewed their recommendations and included many of them in this plan in Chapters VII and VIII.

**The Southwest Virginia Regional Wastewater Study 2005:** In 2005, representatives from the three (3) planning districts representing the southwestern-most part of Virginia conducted a comprehensive review of sewerage needs. Based on this study, the Virginia General Assembly initiated a wastewater treatment program called Southern Rivers Watershed Enhancement program. The recommendations contained in that study for Russell County have been reviewed by the planning commission and the appropriate recommendations are reported in this plan.

**The Cumberland Plateau Regional Solid Waste Management Plan for: Buchanan County, Dickenson County, Russell County:** The Cumberland Plateau Regional Waste Management Authority contracted with Draper Aden Associates in 2004 to prepare a Waste Management Plan pursuant to the Virginia Department of Environmental Quality criteria. The plan discusses in detail the collecting, transportation, disposal, and recycling programs in each county that is a partner in the Cumberland Plateau Regional Waste Management Authority. The plan was submitted to the Department of Environmental Quality in June of 2004. It was adopted by the Russell County Board of Supervisors in July 2004. The applicable provisions in that plan to Russell County are hereby made a part of the Russell County Comprehensive Development Plan.

**Comprehensive Survey Report; Survey of Architectural Resources in Russell County, Virginia:** This report was prepared by the William and Mary Center for Archeological Research for

the Virginia Department of Historic Resources in 2009. The report and the research for the report was cost-shared by the Department of Historic Resources and the Russell County Board of Supervisors. Eleven (11) of the 18 intensively studied structures have been recommended for inclusion in the National Register of Historic Places. An additional 24 have been recommended for intensive study. The Comprehensive Survey Report is hereby made a part of the Russell County Comprehensive Development Plan.

#### **Cumberland Plateau Planning District Commission - Hazard Mitigation Plan:**

In 2005 the Cumberland Plateau Planning District Commission completed a Hazard Mitigation Plan for the region which includes Russell County. The purpose of the plan was to study the risks of natural hazards “in accordance with the Disaster Mitigation Act of 2000”. The plan will help decision-makers to understand natural hazards and thereby build support for mitigation activities. It will also help to obtain funds to recover from a disaster and to apply mitigation concepts in a post-disaster situation. The recommendations in that plan applicable to Russell County are hereby made a part of this plan.

**Vision 2004 and 2008:** The Russell County Library Board conducted a strategic planning process during 2004 and 2008. The applicable goals, objectives, and strategies of that planning process have become a part of this plan.

#### **Regional Transportation Priorities:**

The Cumberland Plateau Planning District Commission has prepared and approved a set of Regional Transportation Priorities. The Planning Commission reviewed those priorities and included the appropriate recommendations in this rewrite of the Russell County Comprehensive

Development Plan.

The Comprehensive Plan is not an end in itself; it is a living document, a continuing study through which issues relating to the future of the county can be resolved by citizens and their representatives. The plan should be revised and supplemented as necessary. State law requires that it be reviewed at least every five years.

**D. Legal Status Of Plan**

Legal status of the Comprehensive Plan is described under Subsection 2232 of Title 15.2 in the *Code of Virginia*, 1950, as amended. That part of the code read as follows:

A. Whenever a local planning commission recommends a comprehensive plan or part thereof for the locality and such plan has been approved and adopted by the governing body, it shall control the general or approximate location, character and extent of each feature shown on the plan. Thereafter, unless a feature is already shown on the adopted master plan or part thereof or is deemed so under subsection D, no street or connection to an existing street, park or other public area, public building or public structure, public utility facility or public service corporation facility other than railroad facility or an underground natural gas or underground electric distribution facility of a public utility as defined in subdivision (b) of § 56-265.1 within its certificated service territory, whether publicly or privately owned, shall be constructed, established or authorized, unless and until the general location or approximate location, character, and extent thereof has been submitted to and approved by the commission as being substantially in accord with the adopted comprehensive plan or part thereof. In connection with any such determination, the commission may, and at the direction of the governing body shall, hold a public hearing, after notice as required by § 15.2-2204.

B. The commission shall communicate its findings to the governing body, indicating its approval or disapproval with written reasons therefore. The governing body may overrule the action of the commission by a vote of a majority of its membership. Failure of the commission to act within sixty days of a submission, unless the time is extended by the governing body, shall be deemed approval. The owner or owners or their agents may appeal the decision of the commission to the governing body within ten days after the decision of the commission. The appeal shall be by written petition to the governing body setting forth the reasons for the appeal. The appeal shall be heard and determined within sixty days from its filing. A majority vote of the governing body shall overrule the commission.

C. Widening, narrowing, extension, enlargement, vacation or change of use of streets or

public areas shall likewise be submitted for approval, but paving, repair, reconstruction, improvement, drainage or similar work and normal service extensions of public utilities or public service corporations shall not require approval unless involving a change in location or extent of a street or public area.

D. Any public area, facility or use as set forth in subsection A which is identified within, but not the entire subject of, a submission under either § 15.2-2258 for subdivision or provision 8 of § 15.2-2286 for development or both may be deemed a feature already shown on the adopted master plan, and, therefore, excepted from the requirement for submittal to and approval by the commission or the governing body; provided, that the governing body has by ordinance or resolution defined standards governing the construction, establishment or authorization of such public area, facility or use or has approved it through acceptance of a proffer made pursuant to § 15.2-2303.

E. Approval and funding of a public telecommunications facility by the Virginia Public Broadcasting Board pursuant to Article 12 (§ 2.2-2426 et seq.) of Chapter 24 of Title 2.2 shall be deemed to satisfy the requirements of this section and local zoning ordinances with respect to such facility with the exception of television and radio towers and structures not necessary to house electronic apparatus. The exemption provided for in this subsection shall not apply to facilities existing or approved by the Virginia Public Telecommunications Board prior to July 1, 1990. The Virginia Public Broadcasting Board shall notify the governing body of the locality in advance of any meeting where approval of any such facility shall be acted upon.

F. On any application for a telecommunications facility, the commissioner's decision shall comply with the requirements of the Federal Telecommunications Act of 1996. Failure of the commission to act on any such application for a telecommunications facility under subsection A submitted on or after July 1, 1998, within ninety days of such submission shall be deemed approval of the application by the commission unless the governing body has authorized an extension of time for consideration or the applicant has agreed to an extension of time. The governing body may extend the time required for action by the local commission by no more than sixty additional days. If the commission has not acted on the application by the end of the extension, or by the end of such longer period as may be agreed to by the applicant, the application is deemed approved by the commission.

## **E. Historical Overview**

Russell County was formed in 1786 from part of Washington County and named for William Russell, who was a pioneer and revolutionary soldier. The county is located in the southwestern portion of Virginia. It is separated from West Virginia, Kentucky and Tennessee by a semi-circle

of other counties - Buchanan and Dickenson Counties to the north, Tazewell County to the east, Washington and Smyth Counties to the south, and Scott and Wise Counties to the west.

Less than 150 years after the first colony was established at Jamestown, Virginians began to explore the present region of southwestern Virginia. Since the area was bountiful with large herds of deer, elk, buffalo, and other game, the region was first explored by professional hunters who exported their pelts from Tidewater Virginia to Europe. This region was also hunting grounds for the Cherokee and Shawnee Indians, who later had frequent encounters with white settlers between 1772 and 1792.

In 1750, two surveyors, Charles Campbell and John Buchanan, made surveys in Russell County on the waters of the Clinch River and Moccasin Creek. They were part of an expedition led by Colonel James Patton of Augusta County. The French and Indian War retarded settlement of the area, and it was 1770 before a permanent community was formed in Russell County.

Castle's Woods, in the western part of the county, was the first settlement, followed closely by settlements at Moccasin, Elk Garden, Glade Hollow, Copper Creek and Thompson's Creek.

Due to Russell County's physiography, accessibility to it was limited in the early days. For this reason, settlers had to produce all their needs from the land. A vast majority of the early settlers had self-sufficient farms, producing all of their food and clothing, and feed for the livestock. The settlers soon discovered that one of their worst "enemies" blue grass, was great for fattening livestock, thus allowing them to devote less of their land to feed production. In 1925, the county had 161,358 acres in pasture land, ranking it third in this category in the state.

In the mid-to-late 1800's, construction of the Fincastle Turnpike, the Lebanon-Abingdon road and the Lebanon-Cleveland road allowed goods and produce to be sent outside the county. Many

items for consumption were also brought in from eastern markets. A major transformation in the local economy occurred in the late 1880's with construction of the Norfolk & Western Railroads' branch line which ran from Bluefield, West Virginia through Russell County to Norton. With construction of the railroad came the establishment of three communities - Honaker, Cleveland, and Castlewood. Farmers from all over the county brought their livestock to these communities for shipment to eastern markets, but more importantly, two additional resources were opened up for development - timber and coal.

The Clinchfield Railway was established in 1908 specifically to haul coal out of the rich southwestern Virginia and eastern Kentucky coalfields. The coal industry thrived through the early 1900's and Russell County experienced substantial growth. The timber industry grew along with the coal industry, because much of the timber cut was used for mine props. By 1930, growth had leveled off somewhat, probably due to a decline in the timber industry, but mining allowed several more years growth and employment. During the 1950's and 1960's advances in technology and a flattening out in the demand for coal left many miners unemployed, thus forcing them to move to other areas for work.

The 1970's brought the world energy crisis and a subsequent surge in the coal economy based on the renewed interest in coal as an energy source. Although a substantial amount of growth took place during this decade, population dropped once again during the 1980's.

Although mining and agriculture still play important roles in the county's economy, they are no longer the predominant activities.

## **CHAPTER II**

### **PHYSICAL ENVIRONMENT**

The physical characteristics of an area such as topography, climate and soils contribute to the type, location and nature of development in that area. Major topographic features must be fully considered to determine the potential effects. Soils, for instance, are frequently of such consistency that water cannot percolate through them, this creating poor drainage conditions.

#### **A. Topography**

Russell County lies within the Valley and Ridge province of the Appalachian Highlands, and consists of alternate valleys and ridges. These are a prominent feature of the Highlands region. Russell County is divided by a broad lowland belt about 12 miles wide that extends in a northeast-southwest direction. The belt is bordered on each side by comparatively high mountains and plateau country. Valley floors range from about 1,400 feet above sea level on the Clinch River in the extreme western part of the county, to about 2,600 feet southwest of Lebanon near the headwaters of Moccasin Creek and Little Cedar Creek. The relief in the valley areas is moderately sloping or rolling to hilly and steep. The interstream ridges range from about 2,300 to 3,600 feet in elevation.

Copper Ridge and Moccasin Ridge in the southwestern part of the county are the most prominent ridges of the lowland belt. Copper Ridge ranges from narrow to comparatively broad, and short spurs extend from it in some places. The sides of the ridge are comparatively steep and in places are cut by deep ravines. Moccasin Ridge ranges from about 2,300 to 2,800 feet in elevation. The crest of this ridge is narrow. In many places the slopes of this ridge are steep, and in many places they are broken.



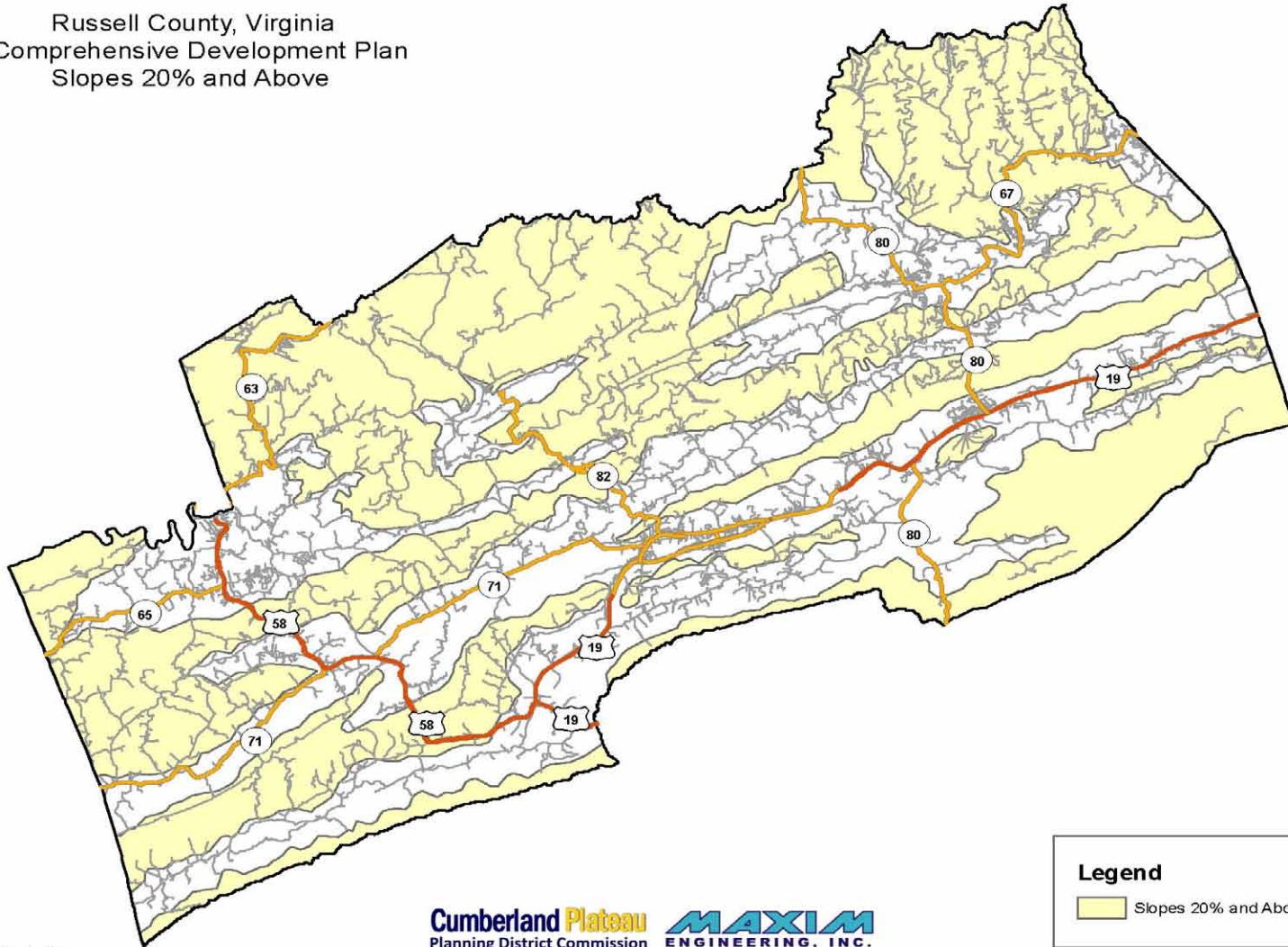
River Mountain and House and Barn Mountain, in the eastern part, reach the highest elevations in the lowland belt. River Mountain ranges from about 2,500 to 3,250 feet and House and Barn Mountain from about 2,500 to 3,600 feet above sea level. These ridges are characterized by narrow crests and steep to rugged sides.

The valleys are those mainly made by the Clinch River and Cedar, Moccasin, Copper and Indian Creeks. The relief of the uplands bordering these valleys is rolling to hilly, although it is steep in the areas where the streams have cut deep, narrow passageways. Comparatively smooth uplands are near and southwest of Castlewood and near Hansonville, Lebanon, Elk Garden, Rosedale and Belfast. Strips of almost level to undulating land, ranging from a few feet to nearly half a mile in width, are present as terraces or first bottoms near some streams. Close to the foot of some mountains and at the base of some slopes the valleys are narrow to comparatively wide and gently sloping. Limestone sinks, ranging from a few feet to several hundred feet in diameter, have formed in many places.

In the northern part of the county are areas that have been thoroughly dissected by streams, with the result being that the land features consist of steep ridges and narrow valleys. There is practically no smooth upland or lowland in these areas. Divide Ridge, Buffalo Mountain, Brassy Ridge, Flat Top Ridge, Sourwood Mountain Hollow, Poplar Ridge, Middle Ridge, Little Fork Ridge and Hortons Ridge are in this part of the county. Pine Ridge, in the western part, is also prominent.

Sandy Ridge and Big A Mountain are in the extreme north, and the county line for the most part follows their crests. Sandy Ridge ranges from about 2,400 to 3,200 feet above sea level. The summit of this ridge is somewhat winding. Rising to an altitude of 3,735 feet, Big A Mountain is the highest mountain in the county north of the Clinch River.

Russell County, Virginia  
Comprehensive Development Plan  
Slopes 20% and Above




1 inch = 4 miles

Cumberland Plateau  
Planning District Commission

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Coeburn, Virginia

**Legend**

 Slopes 20% and Above

Clinch Mountain is in the southeastern part of the county, and its crest forms the dividing line between Russell County and Washington County and also between Russell County and Smyth County. It is a well-defined ridge and ranges in elevation from about 3,000 to more than 4,000 feet. Middle Knob, one of the highest points on Clinch Mountain, has an elevation of 4,208 feet, and Hayters Gap has an elevation of 3,017 feet above sea level. The slope of the mountain southwest of Hansonville ranges from about one half to one mile in width. Here the crest of the mountain is narrow and the trend is almost straight. The slope is steep and is dissected by many drainageways originating near the summit of the mountain. Eastward from a point near Hansonville the mountainside ranges in width from about one-half to two miles. It is steep and considerably dissected by drainageways, but near the base in places it becomes somewhat smoother. The crest of the mountain is narrow and somewhat sinuous. Steep rock scarps appear in many places near the top. In the southeastern part Clinch Mountain Spur branches from the main ridge of Clinch Mountain and extends eastward into Tazewell County.

Beartown Mountain, with an elevation of 4,604 feet, stands near the southeastern corner. It is the highest mountain in the county. The crest is narrow, and the slopes, ranging in width from about one half to two miles, are steep and in many places broken.

Elevations above sea level for some of the more important towns are as follows: Artrip 1,560 feet, Finney, 1,588 feet, Carterton 1,495 feet, Castlewood 1,477 feet, Cleveland 1,425 feet, Hansonville 2,175 feet, Honaker 1,900 feet, Lebanon 2,131 feet, Swords Creek 1,861 feet, Belfast 2,280 feet, Candlewax 1,985 feet, Dante 1,764 feet, Elk Garden 2,131 feet, Putnam 1,878 feet and Wilder 2,250 feet. The various elevations and the drainage systems indicate that the general slope is southwestward.

**B. Climate**

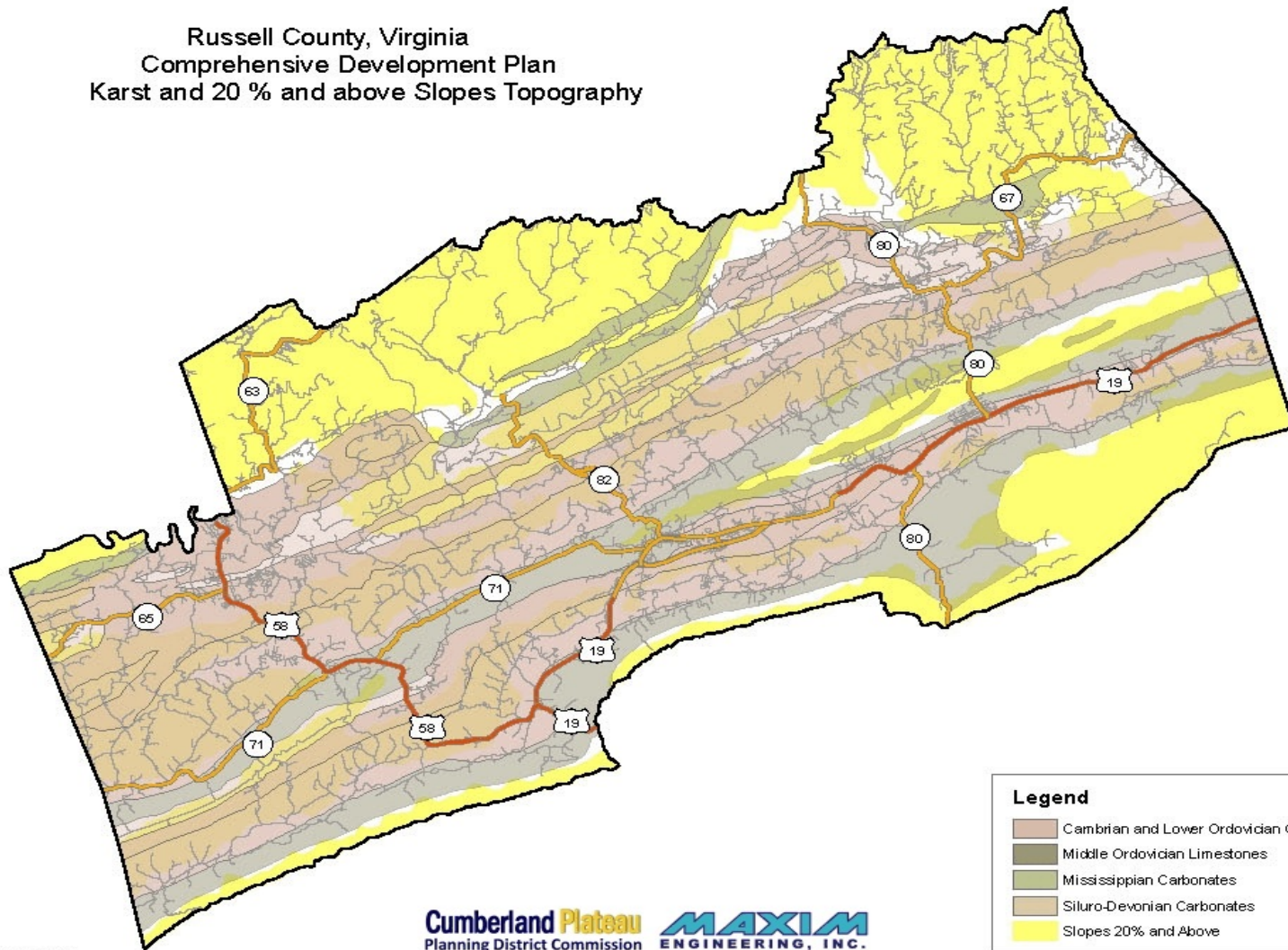
The climate of Russell County is continental. The mean annual temperature is 54.6 degrees F. Considerable variation in seasonal temperature exists; the difference between the summer average and the winter average is almost 33 degrees. Although there is a wide variation in temperature, the climate is fairly mild. The average rainfall is 50.82 inches. The greatest amount of rainfall is in the spring and summer.

**C. Geology**

Russell County has two distinct geological regions. First, the area of the county which lies south of the Clinch River consists of valleys and ridges that lie in a northeasterly to southwesterly direction. In this area, the various rock formations are found to consist of long narrow bands which follow the same course as the ridges and valleys. These bands vary in size from 50 to 1,000 yards in width to 2 to 114 miles in length. Limestone and dolomite with intermittent shale are the predominant rock types in these bands. The arrangement of hard and soft rocks in alternate formations accounts for the elongated ridges and the positions of most of the streams. The ridges were formed by the edges of upturned hard rocks and are generally narrow and straight. Between the ridges of hard rock are valleys of softer rocks in which erosion has determined the stream and river beds.

Much of the residential and commercial development in Russell County has occurred in this valley and ridge area, largely due to the relatively flat terrain. Lebanon, Russell County's largest town, is located in the middle of Lebanon Valley the largest valley in the county. Castlewood, Honaker and Cleveland, the county's other major towns, are located on the periphery of the Valley and Ridge province near the Cumberland Plateau.

Russell County, Virginia  
Comprehensive Development Plan  
Karst and 20 % and above Slopes Topography



1 inch = 4 miles

Cumberland Plateau  
Planning District Commission

MAXIM  
ENGINEERING, INC.  
Coeburn, Virginia

**Legend**

- Cambrian and Lower Ordovician Carbonates
- Middle Ordovician Limestones
- Mississippian Carbonates
- Siluro-Devonian Carbonates
- Slopes 20% and Above

The combination of a terrain and soil suitability in this area of the county has made possible a thriving agricultural economy, mainly geared to livestock and feed operations. Terrain features have also been a factor in the establishment of several manufacturing plants in the valley area. It is here that a greater degree of economic diversification is found.

In the northern section of the county, there is a distinctively different physiological and geological situation. The ridges and valleys form no consistent patterns, grasslands give way to timberland and the geologic formations are no longer narrow elongated bands with alternating rock types. This area of the county is the coal-bearing portion where the rock is uniform and dominated by sandstone. The physical and economic development of this section of the county is chiefly oriented toward the coal industry. The majority of the people living in the area are rural non-farm. There are no incorporated towns in this area and only three areas of concentrated population - Swords Creek/Pumpkin Center, Dante, and Raven.

**D. Drainage**

Approximately 74 percent of Russell County is drained by the Clinch River. The Clinch follows a meandering course along the greatest length of the county, and forms part of the boundary between Russell and Wise Counties. Its main tributaries, Little River and Big Cedar Creek, enter it from the east and the south, respectively. Swords, Lewis, Chaney, Weaver, Thompson, and Lick Creeks are smaller tributaries that descend from Sandy Ridge. Copper Creek rises in the central part of the county and flows southwestward into Scott County, entering the Clinch near Clinchport.

About 26 percent of the county drains into the Holston River. Moccasin Creek drains a small area in the southwestern corner of the county, and Tumbling Creek drains a small area on Clinch Mountain in the southeastern section of the county. Local drainage reaches the Tennessee River

through the Clinch and Holston Rivers and ultimately makes its way into the Mississippi.

The numerous streams in the county give the entire surface ample drainage outlets. With sloping, hilly and steep relief, all of the uplands have adequate or excessive surface drainage. The only poorly drained areas are in the flats and slight depressions near streams.

The control of drainage poses a serious problem in several areas of Russell County, specifically along the Clinch River. In the early 1980's completion of a flood control project alleviated the drainage problems in South St. Paul, but the Town of Cleveland is especially susceptible to flooding from the Clinch as well as the communities of Swords Creek, Carbo and Cartertown. All of these communities are located in low lying areas near the Clinch and almost always experience some flooding each year. The lack of any means of flood control is a deterrent to growth in these areas.

A detailed overview of the flood problem along the Clinch River, mainly in the Cleveland vicinity, was prepared by the Tennessee Valley Authority in 1960. This report was prompted by the occurrence of the 1957 flood, which until 1977 was the largest known flood on the Clinch. The report is still of great importance to the county, especially in light of the impact of the 1957 and 1977 floods.

Three significant phases of flood problems are covered by the TVA report. The first brings together a record of the largest known floods of the past on the Clinch River. The second deals with regional floods. These floods are derived from consideration of the largest floods known to have occurred on streams of similar physical characteristics in the same general geographical region as that of Clinch River. The third develops the Maximum Probable Floods for the Clinch River. Floods of this magnitude occur infrequently and are considerably larger than any that have occurred in the

past. These are the floods that are considered in planning protective works.

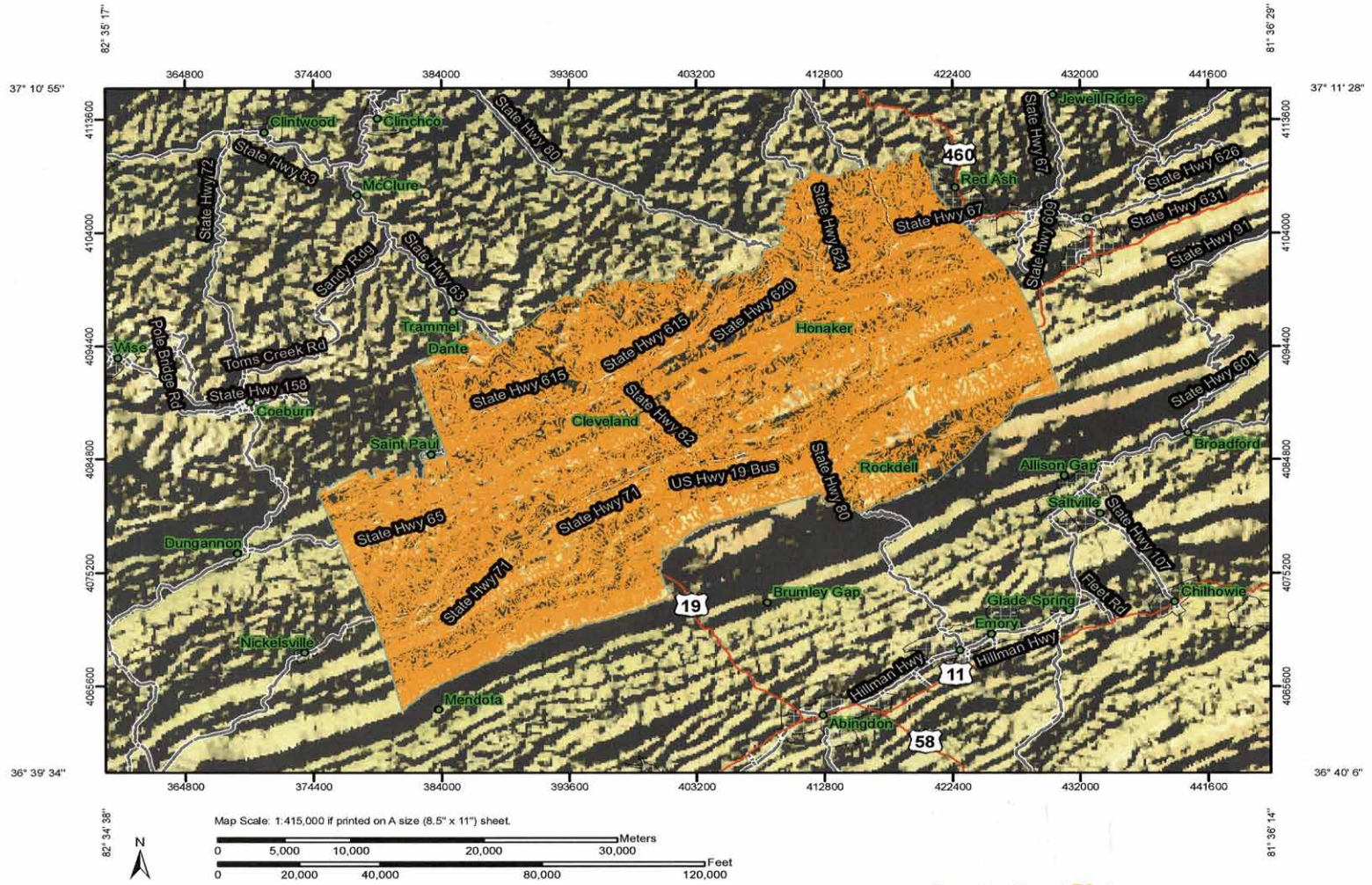
**E. Soils**

In Russell County the soil is generally composed of a light to heavy textured surface soil and a heavier textured subsoil. The subsoil ranges in color from a brownish yellow to brownish red and in structure and consistency from friable and brittle to tough and plastic. Below the subsoil, which is about three feet thick, the soil material of mixed colors is made up of decomposed rock material that in most places is friable and crumbly. The surface soil ranges from about 6 to 10 inches in thickness and is prevailing fine and consists of silt loam, silty clay loam, loam, very fine sandy loam, or fine sandy loam. No large areas of heavy intractable soil or large areas of deep, highly leached sandy soil have developed. Many rock fragments, ranging from small angular stones to boulders, are present on the soils in some of the mountainous areas and in many places at the base of mountains. Small angular fragments of chert, in places larger fragments, as well as fragments of sandstone, are scattered on the surface and embedded in the soil on some of the ridges in the limestone belts.

The soils developed over limestone are generally deep and have the smoothest surface, as the limestone, being less resistant to weathering, has dissolved readily. In general, these soils contain more plant nutrients than the soils underlain by shale or sandstone. The soils developed over shale or sandstone are not so deep as those developed over limestone. Owing to the resistance of the bedrock to the agencies of weathering or to the steepness of slope, such soils also have a low content of mineral plant nutrients in comparison with the soils developed from residuum of weathered limestone.



Soil Map—Russell County, Virginia



USDA Natural Resources Conservation Service

Web Soil Survey 2.2 National Cooperative Soil Survey

Cumberland Plateau Planning District Commission

MAXIM ENGINEERING, INC. Coeburn, Virginia

The rocks not only have furnished the material for the various soils, but because of their varying resistance to the forces of weathering have also caused much inequality in the surface of the land, ranging from smooth to hilly, steep, and broken. The mountains owe their existence to the hardness and resistance to weathering of the sandstone and other rocks underneath them.

The lowland belt owes its smooth surface to the fact that limestone dissolves readily. The shale, sandstone, and chert present with the limestone in the lowland belt are largely responsible for the ridges in the limestone country because they are relatively insoluble. The rock formations are not everywhere covered with soil, and there are numerous small exposures of limestone. On mountain slopes in many places there are small outcrops of sandstone and in some places comparatively large areas of bare rock. Rather large areas of uniform soil have developed over the various rock formations, but, where the relief is hilly and steep, minor differences in soils appear, especially in the thickness of the surface soil and the subsoil.

The reaction ranges from slightly acid to strongly acid, except in the bottoms near streams and in a few areas underlain by limestone. Most of the soils are comparatively low in important nutrients, including nitrogen, phosphorus, potash, lime, magnesium, and others, although the soils over limestone and those of the bottom lands generally are richer in these nutrients than are the soils over sandstones and shales.

Many of the soils on the uplands do not contain a large quantity of organic matter. In forested areas a small quantity of dark colored organic matter, derived mainly from the decay of leaves and twigs, is mixed in the top most inch or two of the surface soil. In some pastures grass has contributed a small quantity of organic matter to the upper part of the surface soil. Brown soils derived from alluvial material near streams and those formed from colluvial material near the bases of slopes and

in depressions apparently contain a moderate quantity of well-decomposed organic matter in the surface soil.

A recently completed soil survey of Russell County was conducted by USDA-NRCS. The soil survey describes the characteristics of the soils, classifies the soils according to a standard system of classification, plots the boundaries of the soils on a map, and makes predictions about the behavior of the soils. The different uses of the soils and how the response of management affects them are considered. The information in this soil survey helps in the development of land use plans and evaluates and predicts the effects of land use on the environment.

**F. Natural Resources**

The most important mineral resource in Russell County is coal. The southwestern Virginia coalfield is part of the larger central Appalachian coal region which also includes parts of southern West Virginia and eastern Kentucky.

Although specific distribution and consumption markets change annually in response to national and global economic trends, Virginia coals are well suited for generating electricity, producing coke, and supplying industrial users. Our geographic location provides proximity to major electric utility generating facilities and major international ports along the mid-Atlantic and southeastern U.S. coastline.

According to a 2000 report published by the Powell River Project, economically mineable coal reserves of 1.6 billion tons were estimated to remain in southwestern Virginia. This report indicates 129.2 million tons of production for Russell County through 1997, with a total of 132.1 million tons of reserves remaining.

**G. Renewable Resources**

Timber is an abundant renewable resource in Russell County, and should be managed properly. The Forest Service, part of the U.S. Department of Agriculture, estimates the amount of timber resources, as well as the condition and types available. The Forest Service assists in the management of forest resources, and through research and cooperation with state and private forest owners, provides technical advice and services.

Table II - 1  
Volume of Growing Stock and Sawtimber on Timberland: 1992

Russell County	All Species	Pine	Other Softwood	Soft Hardwood	Hard Hardwood
Growing Stock <sub>1</sub>	320,466	-----	5,097	121,779	193,590
Sawtimber <sub>2</sub>	1,040,442	-----	14,991	393,625	631,826

1 - Thousand cubic feet

2 - Thousand board feet

Source: Thompson, Michael T. Forest Service, U.S. Department of Agriculture. Forest Statistics for the Southern Mountains, 1992, annual.

Sawtimber size trees must have a diameter of at least 9 inches for softwoods, 11 inches for hardwoods. The diameter is measured outside the bark at breast height, 4.5 feet above the ground. Growing stock trees are commercial trees having a diameter of 5 inches or larger at breast height, with sawtimber sized trees included. A growing stock tree must contain at least a 12-foot log, or have two noncontiguous saw logs each eight feet or longer. Grade requirements, a classification based on external characteristics which indicate value, must also be met.

Softwood trees are gymnosperms, usually evergreen trees, having needles or scale-like leaves. Pine is a softwood; other softwood includes cypress, cedar, hemlock, spruce and fir. Hardwood trees are angiosperms, and typically are broad leaved and deciduous. Hard wood trees can

be either soft or hard textured, therefore are listed as soft hardwood or hard hardwood.

Hard textured hardwoods include sugar maple, birch, hickory, dogwood, beech, ash, black walnut, mulberry and oak. Red and silver maple, sycamore, willow and elm are examples of soft textured hardwoods. Yellow Poplar, which is a significant component of Russell County forests, is also a soft textured hardwood.

Table II - 2  
Average Growth and Removal of Growing Stock and Sawtimber: 1986-1991

	<u>Net Growth</u>	<u>Removals</u>
Growing Stock	7,643	3,385
Sawtimber	31,718	14,344

Source: Thompson, Michael T. Forest Service, U.S. Department of Agriculture. Forest Statistics for the Southern Mountains, 1992. annual.

Due to past harvesting methods, forest fires and woodland grazing, the quality of timberland in Russell County and the surrounding counties has steadily declined. Traditionally, the forests of these counties have been selectively cut or “high graded”, where the best timber is removed and less desirable timber becomes dominant. The result is a species conversion from the preferred Yellow Poplar and Upland Oak to beech, maple and lower quality oak.

Through better management techniques, such as proper preharvest, harvest, and post-harvest practices, the quality of this renewable resource will be improved. In addition, proper management will protect soil and water quality and enhance wildlife.

#### **H. Sensitive Habitats**

If adequate examples of each of Virginia’s natural community types are protected, then the majority of the species native to the state will be preserved because they are the usual components of those communities. The Pinnacles Natural Area Preserve is home to a large number of endangered

and threatened species of plants and animals. The area is now officially under the management of the Virginia Department of Conservation and Recreation(DCR), and various ecological management practices will be used at the preserve. Since 1989 DCR has acquired other properties adjacent to the Pinnacle that have important natural heritage values and they have been incorporated into the Natural Area Preserve. Another Natural Preserve Area has been acquired downstream near Cleveland that is called the Cleveland Barrens Natural Area Preserve.

The title “natural area” may be applied to a variety of resource types, and the given definition of a natural area, as stated in the 1989 Virginia Outdoors Plan, is as follows: “An area of land, wetland, or water which manifests a natural character, although it need not be completely undisturbed, and/or which sustains rare or exemplary natural features characteristic of Virginia’s natural heritage and which has scientific or educational value.”

The 2005 General Assembly requested that DCR conduct a study to determine the feasibility of establishing day use recreational access sites along the Clinch River in the vicinity of the Pinnacles Natural Area Preserve. The significance of the region led the study team to expand the study to the consideration of a more comprehensive range of recreational development options encompassing the entire study area. The study team concluded that the region has many assets that, when considered together, create the critical mass of special features required for development of a destination eco-tourism economy.

Beginning with the Open Space Land Act in 1966, the General Assembly authorized local governments and park authorities to acquire land/or certain rights in order to preserve open space. According to this law, land may qualify for protection if it displays significant natural features or historic, scenic, or scientific qualities.

Legal foundation for resource preservation of this type also comes from a 1970 addition to the Virginia Constitution which says “...Further it shall be the Commonwealth’s policy to protect its atmosphere, lands, and waters from pollution, impairment, or destruction for the benefit, employment, and general welfare of the people of the Commonwealth.”

In 1999, the General Assembly and the governor established the Virginia Land Conservation Foundation to help fund protection of Virginia’s natural and cultural resources. Funds from the foundation are used to establish permanent conservation easements and to purchase open spaces and parklands, lands of historical and cultural significance, farmlands and forest, and natural areas. State agencies, local governments, public bodies and registered non-profit groups are eligible to receive matching grants from the foundation.

By using traditional land acquisition techniques, along with administrative and voluntary protection by landowners, the components of Russell County’s natural diversity can be safeguarded and provide the basis for an eco-tourism economy.

## CHAPTER III

### POPULATION

#### Demographic Overview

Analysis and projection of population are at the base of all planning decisions. As a measure of the size and density of the various groups within Russell County's population, they determine the level of demand for future infrastructure and serve as indices of most county concerns. The importance of population analysis and population projections to all aspects of planning reflect the consequences of local change and serve as a basis for the design and location of future local facilities both public and private.

As shown in Table III-1, an overview of population in Russell County over the last several decades reveals an uneven trend.

**Table III-1**  
**Population**  
**Russell County, CPPDC, Virginia**  
**By Census Year**  
**1970-2010**

Jurisdiction	1970	1980	1990	2000	2010
Russell County	24,533	31,761	28,667	29,258	28,897
Town of Cleveland	357	360	214	148	202
Town of Honaker	911	1,475	950	945	1,449* <sup>1</sup>
Town of Lebanon	2,272	3,206	3,386	3,273	3,424* <sup>2</sup>
CPPDC	112,497	140,067	123,580	118,279	113,976
Virginia	4,648,494	5,346,818	6,187,358	7,078,515	8,001,024

Source: US Census Bureau 1970 – 2010

\*1. Boundary Adjustment Town of Honaker 2006

\*2. Boundary Adjustments Town of Lebanon (Feb 2005; July 2005; Nov. 2007)



**A. Population Trends**

Between 1970 and 1980, Russell County’s population increased by 29.46 percent, an average annual growth rate of 2.95 percent. During the decade the 29.46 percent increase was driven by a boom in Southwest Virginia’s bituminous coal industry. The growth of the 1970’s was followed by a decrease of 9.74 percent during the 1980’s, then grew at a rate of 5.72 percent during the 1990’s, followed by a decline of 4.65 percent between 2000 and 2010. Overall between 1970 and 2010 Russell County’s population increased by 17.79 percent.

The most surprising aspect of Russell County’s population trends is the loss of population between 2000 and 2010. Beginning in the late 1990’s, the leadership in Russell County developed a vision for the creation of a twenty-first century economic development initiative in the emerging telecommunications area. By early 2006, Northrup Grumman and CGI, two IT giants had located in the county creating 600 high skill, high wage ICT (Information and Communications Technology) jobs. This, however, did not lead to the expected growth in population. Further analysis based on commuting patterns (see Chapter VI) suggest that many of the jobs were filled by high skilled workers from adjoining counties.

**Table III-2  
Population Change  
Russell County, CPPDC, Virginia  
By Number and Percent  
1970-2010**

Decade	Russell County			CPPDC			Virginia		
	Numeric Change	Percent Change	AVG Annual Growth	Numeric Change	Percent Change	AVG Annual Growth	Numeric Change	Percent Change	AVG Annual Growth
1970-1980	+7,228	+29.462%	2.95%	+27,570	+24.507%	2.45%	+698,324	+15.02%	1.50%
1980-1990	-3,094	-9.742%	-0.97%	-16,487	-11.771%	-1.18%	+840,540	+15.72%	1.57%
1990-2000	+1,641	+5.724%	0.57%	-5,301	-4.29%	-0.43%	+891,157	+14.403%	1.44%
2000-2010	-1,411	-4.656%	-0.47%	-4,303	-3.638%	-0.36%	+922,509	+13.033%	1.30%
1970-2010	+4,364	17.79%	0.44%	+1,479	1.32%	0.03%	3,352,530	+72.121%	1.80%

Source: US Census Bureau 1970-2010

As shown in Table III-3, natural increase (the number of births minus the number of deaths) has been a significant factor in Russell County’s population loss. The figures indicate a significant decline in the county’s young adults in the years of greatest child bearing potential. Thus, there are two main factors driving Russell County’s population decline, an out-migration of young adults and a negative natural increase.

**Table III-3  
Population  
Russell County  
By Natural Increase  
2000-2009**

<b>Year</b>	<b>Live Births</b>	<b>Deaths</b>	<b>Natural Increase</b>
<b>2000</b>	<b>275</b>	<b>310</b>	<b>-35</b>
<b>2001</b>	<b>319</b>	<b>336</b>	<b>-17</b>
<b>2002</b>	<b>305</b>	<b>324</b>	<b>-19</b>
<b>2003</b>	<b>312</b>	<b>337</b>	<b>-25</b>
<b>2004</b>	<b>262</b>	<b>352</b>	<b>-90</b>
<b>2005</b>	<b>304</b>	<b>335</b>	<b>-31</b>
<b>2006</b>	<b>284</b>	<b>350</b>	<b>-66</b>
<b>2007</b>	<b>298</b>	<b>301</b>	<b>-3</b>
<b>2008</b>	<b>339</b>	<b>349</b>	<b>-10</b>
<b>2009</b>	<b>303</b>	<b>330</b>	<b>-27</b>

**Source: Virginia Dept. of Health, Live Births and Deaths 2010**

**B. Population Distribution and Density**

**Density**

The early development of Russell County was oriented toward rural living, and this historic pattern is still prevalent in the county. According to the 2010 Census of population, an estimated 88 percent of county residents are living in rural areas, which are defined as communities with less than 2,500 persons. Only 12 percent of the county is classified as urban. To be considered an urban area, population must reach a threshold level of 2,500. Lebanon, with a population of 3,424, is the only area in Russell County which can be classified as urban. The county as a whole has an average density of 62 persons per square mile.

## **Distribution**

Russell County's population is not evenly distributed. Most development has taken place in the corridors adjacent to major primary and secondary transportation routes. The distribution of the population over such a wide area makes it more costly to provide the necessary infrastructure to serve the people. Consequently, the county has lagged behind other jurisdictions in the provision of municipal water outside of the incorporated towns until recently. Subsequent to the passage of the Voting Rights Act in 1965, the county had to change from electing the Board of Supervisors by magisterial district to that of electing by election district. Table III-4 makes it clear why that became necessary.

**Table III-4  
Population Distribution  
Russell County  
By Magisterial District  
1970-2010**

District	Population					Percent Change
	1970	1980	1990	2000	2010	1970-2010
Castlewood	7,805	8,889	7,716	7,313	7,073	-9.38%
Lebanon	9,165	13,031	12,291	14,904	14,477	+57.96%
New Garden	7,583	9,841	8,660	8,091	7,347	-3.11%

Source: US Census Bureau 1970-2010

### **C. Racial Composition**

Historically, the population of Russell County has been predominantly White. According to the 2010 Census data, 97.8 percent of the population is classified as White, followed by Hispanic with 1 percent, Black or African American with .8 percent and Asian with .2 percent. It is important to note that the Hispanic population is higher than the African-American a trend which is likely to continue.

**Table III-5  
Selected Racial Data  
Russell County, CPPDC, and Virginia  
By Population and Percentage  
2010**

Jurisdiction	Population	White	Percent	Black or African American	Percent	Asian	Percent	Hispanic Latino	Percent
Russell County	28,897	28,270	97.8%	233	0.8%	53	0.2%	275	1.0%
CPPDC	113,976	109,689	96.23%	2,222	1.95%	409	0.36%	752	0.66%
Virginia	8,001,024	5,486,852	68.6%	1,551,399	19.4%	439,890	5.5%	631,825	7.9%

Source: US Census Bureau 2010

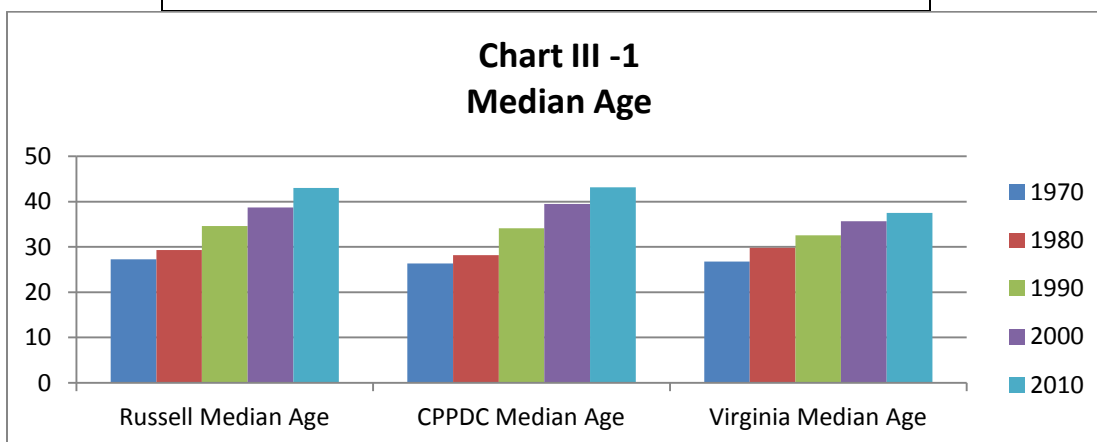
**D. Age/Sex Characteristics**

Over the past forty years Russell County’s population has grown older. As shown in Table III-6, the median age has risen from 27.3 years in 1970 to 43 in 2010.

**Table III-6  
Median Age  
Russell County, CPPDC, & Virginia  
1970-2010**

	1970	1980	1990	2000	2010
Russell	27.3	29.3	34.6	38.7	43
CPPDC	26.35	28.2	34.1	39.5	43.2
Virginia	26.8	29.8	32.6	35.7	37.5

Source: US Census Bureau 1970-2010



As can be seen in Table III-7 and by comparing the population between 2000 and 2010, the county experienced decline in all age groups except those in age groups 50 to 54 and above. Males continue to slightly outnumber females in the 0-19 age bracket, while females continue to outnumber males in the 50 and older age categories. As a percentage of the county's total population, the youngest age categories (0-19) are declining, a fact supported by the negative natural increase. Since 2000, the 60 and over age brackets have experienced the highest rate of growth. Overall, Russell County's population is growing older and out-migration continues to be the largest contributing factor to population decline.

**Table III-7  
Population  
Russell County  
By Gender & Age Group  
2000 - 2010**

Age	2000			2010		
	Both sexes	Male	Female	Both sexes	Male	Female
Total population	30,308	15,319	14,989	28,897	14,155	14,742
Under 5 years	1,584	779	805	1,549	779	770
5 to 9 years	1,746	864	882	1,588	799	789
10 to 14 years	1,837	907	930	1,678	827	851
15 to 19 years	1,942	1,021	921	1,754	908	846
20 to 24 years	1,837	1,027	810	1,529	788	741
25 to 29 years	2,271	1,281	990	1,561	821	740
30 to 34 years	2,138	1,155	983	1,681	864	817
35 to 39 years	2,486	1,341	1,145	1,923	938	985
40 to 44 years	2,443	1,252	1,191	1,945	964	981
45 to 49 years	2,467	1,263	1,204	2,206	1,078	1,128
50 to 54 years	2,172	1,143	1,029	2,493	1,225	1,268
55 to 59 years	1,912	897	1,015	2,246	1,098	1,148
60 to 64 years	1,428	697	731	2,004	1,002	1,002
65 to 69 years	1,196	512	684	1,574	737	837
70 to 74 years	1,105	522	583	1,198	536	662
75 to 79 years	824	364	460	920	383	537
80 to 84 years	469	169	300	562	233	329
85 and over	451	125	326	486	175	311

Source: US Census Bureau 2010

## **E. Population Projections**

Population projections are based on the fact that population can increase in only two ways: natural increase (surplus of births over deaths) and net migration (surplus of in-migrants over out-migrants). As shown in Table III-8 population is projected to increase in Russell County by 2020 and continue to increase through 2030. Even though the exercise of predicting the rate of population growth is challenging and somewhat inexact, the county needs projections to develop a base line to support planning for future infrastructure, housing demand and future land use planning. The population projections used in this study are the August 2011 projections of the Virginia Employment Commission. The figures show that Russell County's population will grow from 28,897 in 2010 to 32,439 in 2030, an increase of 12.29 percent. The Virginia population projections are based on the Cohort component method of projecting demographic change. Population changes are a result of three factors: births, deaths, and migration. Each of these factors, or components, is examined separately and then combined to produce population projections. The population projections are developed for the locality using base data from the two most recent census periods. The projections are not intended to represent optimal growth trends or goals for any county or city nor are they intended to constrain an area. They are meant to provide insight on what could occur in the absence of any major change. The projections should serve as common reference points in the planning and development process. For development purposes each jurisdiction in Virginia is required to use the Virginia Employment Commission data. For planning purposes the county may use its own data provided it can support the deviation.

**Table III-8  
Population Change  
Russell County, CPPDC and Virginia  
2010 - 2030**

<b>Jurisdiction</b>	<b>2010</b>	<b>2020</b>	<b>2030</b>
<b>Russell County</b>	<b>28,897</b>	<b>31,242</b>	<b>32,439</b>
<b>CPPDC</b>	<b>113,976</b>	<b>115,309</b>	<b>118,041</b>
<b>Virginia</b>	<b>8,001,024</b>	<b>8,917,396</b>	<b>9,825,019</b>

Source: Virginia Employment Commission August 2011

**Table III-9  
Population Change  
Russell County & Virginia  
By Count and Percent  
2000-2030**

	<b>Russell</b>	<b>% Change</b>	<b>Virginia</b>	<b>% Change</b>
<b>2000</b>	<b>29,258</b>	<b>2.06%</b>	<b>7,079,030</b>	<b>14.41%</b>
<b>2010</b>	<b>28,897</b>	<b>-1.23%</b>	<b>8,001,024</b>	<b>13.02%</b>
<b>2020</b>	<b>31,242</b>	<b>8.12%</b>	<b>8,917,396</b>	<b>11.45%</b>
<b>2030</b>	<b>32,439</b>	<b>3.83%</b>	<b>9,825,019</b>	<b>10.18%</b>

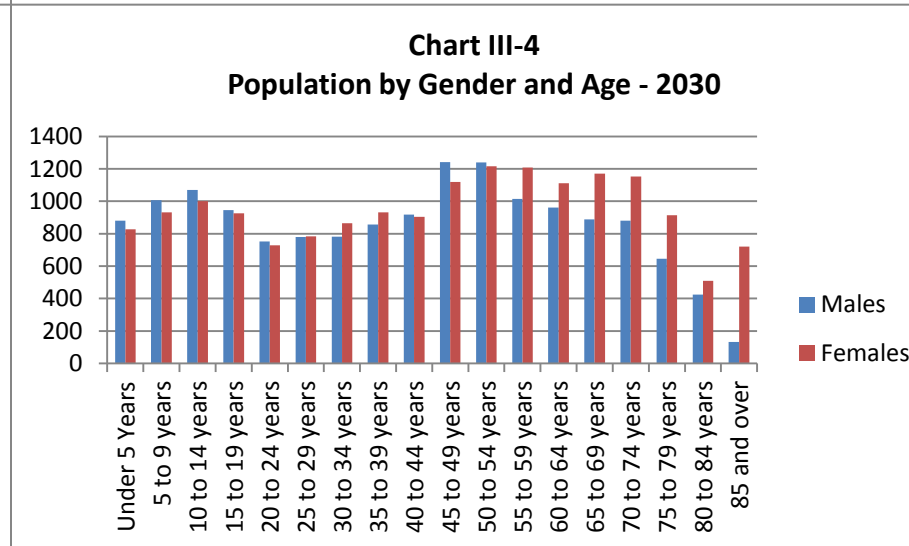
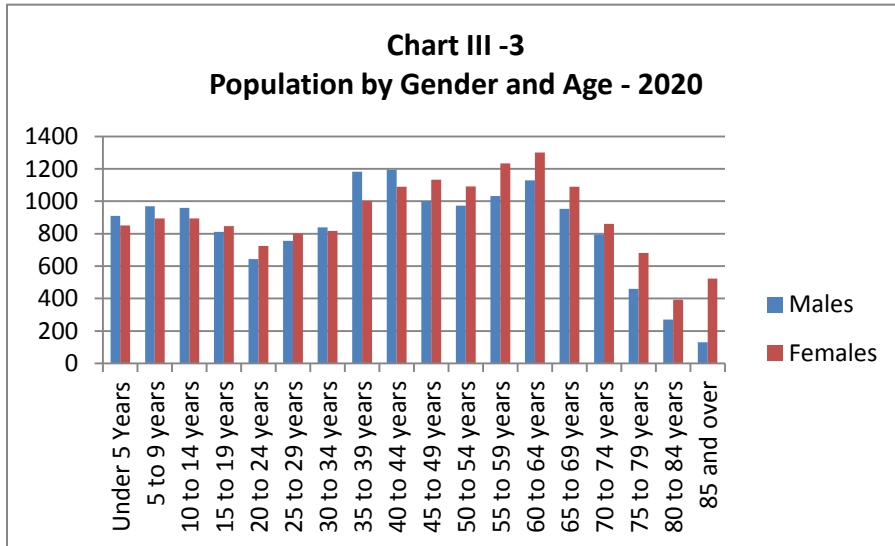
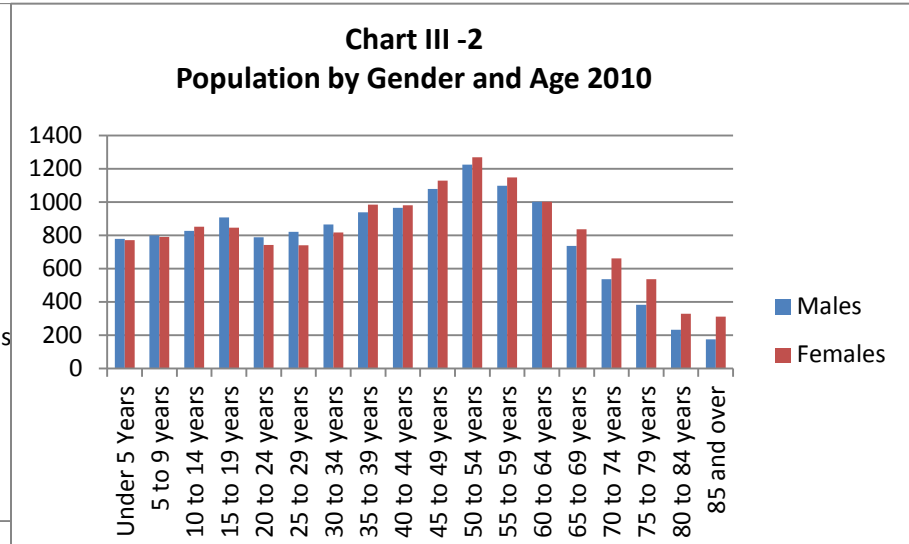
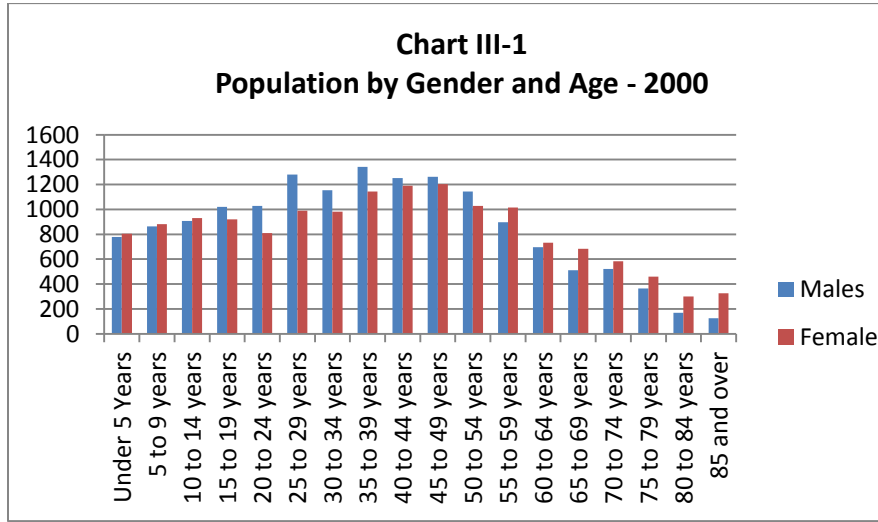
Source: Virginia Employment Commission August 2011

**Table # III-10  
Population  
Russell County, CPPDC, Virginia  
By Census Year  
1970-2010**

<b>Jurisdiction</b>	<b>1970</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2010</b>
<b>Russell County</b>	<b>24,533</b>	<b>31,761</b>	<b>28,667</b>	<b>29,258</b>	<b>28,897</b>
<b>Town of Cleveland</b>	<b>357</b>	<b>360</b>	<b>214</b>	<b>148</b>	<b>202</b>
<b>Town of Honaker</b>	<b>911</b>	<b>1,475</b>	<b>950</b>	<b>945</b>	<b>1,449</b>
<b>Town of Lebanon</b>	<b>2,272</b>	<b>3,206</b>	<b>3,386</b>	<b>3,273</b>	<b>3,424</b>
<b>CPPDC</b>	<b>112,497</b>	<b>140,067</b>	<b>123,580</b>	<b>118,279</b>	<b>113,976</b>
<b>Virginia</b>	<b>4,648,494</b>	<b>5,346,818</b>	<b>6,187,358</b>	<b>7,078,515</b>	<b>8,001,024</b>

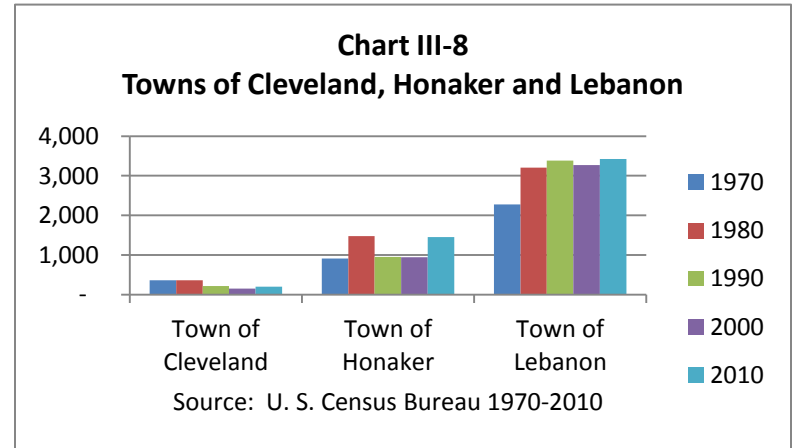
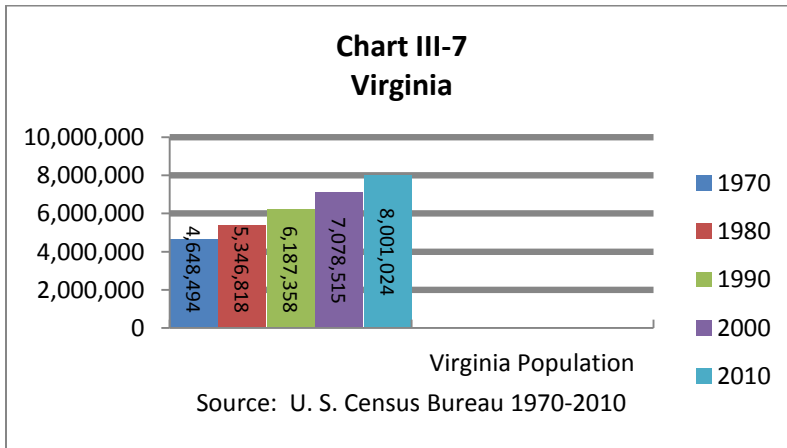
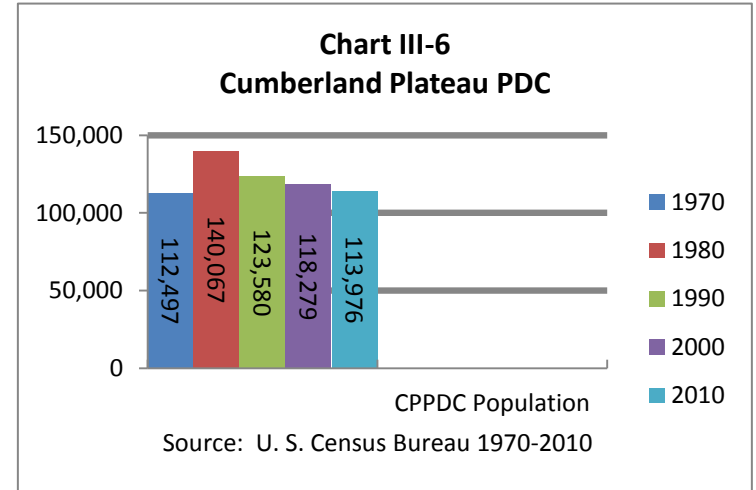
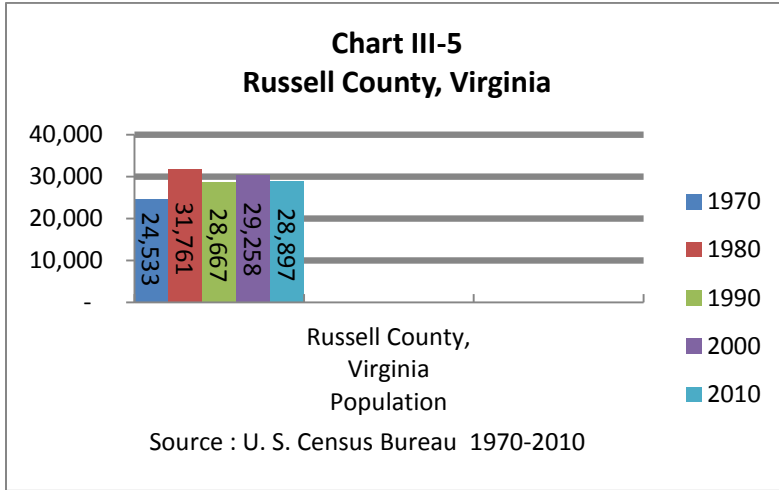
Source: U. S. Census Bureau 1970-2010

**Chart III – 1, 2, 3, 4**  
**Population**  
**Russell County**  
**By Gender and Age**  
**2000 - 2030**





**Population  
Russell County, CPPDC, Virginia  
By Census Year  
1970-2010**



## **CHAPTER IV**

### **HOUSING**

Physically, socially and economically, housing is one of the most important sections of a comprehensive plan. The realization of a decent home and a suitable living environment for every family in Russell County is an attainable goal for public institutions and a laudable goal for private individuals and institutions. Maintaining an economically diverse residential housing stock is critical to the health of a community. How to provide market-rate housing for a specific buyer profile and how the existing housing market can adapt as a result is difficult to determine.

Market-rate housing is another way of saying, “build what they want to buy”. However, developers and builders are prone to overestimate their markets and overbuild - more often than not overbuilding product that is above the means of the potential buyers. The public sector has a role to play in managing the supply and demand for housing in that it can encourage development of certain types and in certain locations via an incentive funding or other growth management tools. The purpose is not to encourage or discourage competition. Rather, the purpose is to ensure that the resulting developments satisfy the full range of housing needs, and that the developments can be satisfactorily and sustainably served with essential public services and facilities.



#### **A. HOUSING COMPOSITION**

Single family, detached housing units are the largest housing category in Russell County; although, the number of single family, detached units decreased from 8,570 to 8,537 between 2000 and the 2007-2009 average. As shown in Table IV-1, thirty-one (31) percent of the housing in Russell County is mobile homes. The below average growth in income of the county residents has prompted a shift in demand away from single family homes, toward the less expensive alternative, a mobile home. The price difference between a mobile home and a stick built house makes the former the only affordable choice for many residents. While mobile homes have helped to solve the short-term problem of housing; they also have a much shorter life-span than does a stick built home, so the need for a more permanent housing solution should not be forgotten. In Russell County multi-family units comprised less than 10 percent of the housing stock.

Table IV -1  
Housing Composition  
Russell County  
By Type of Structure  
2000- (2007-2009)

UNITS IN STRUCTURE	2000	% of Total	2007-2009	% of Total
Total housing units	13,191	100%	13,878	100%
1-unit, detached	8,570	65%	8,537	61.50%
1-unit, attached	86	0.70%	29	0.20%
2 units	113	0.90%	156	1.10%
3 or 4 units	140	1.10%	340	2.40%
5 to 9 units	233	1.80%	294	2.10%
10 to 19 units	65	0.50%	192	1.40%
20 or more units	44	0.30%	25	0.20%
Mobile home	3,940	29.90%	4,305	31.00%
Boat, RV, van, etc.	0	0%	0	0.00%

Source: Census Bureau (2000 data) and 2007-2009 American Community Survey

**B. EXISTING HOUSING CONDITIONS**

The housing stock in Russell County increased by only 2.22 percent between 2000 and 2010 to a total of 13,484 units, as shown in Table IV-2, the rate of increase in housing in the county was significantly less than in the Cumberland Plateau Planning District and the Commonwealth of Virginia. The number of vacant units in Russell County grew by 9.92 percent, while they declined by 17.8 percent in Cumberland Plateau and increased by 50.67 percent in the state. Two of the factors causing an increase in the number of vacant houses are people leaving the area to find jobs and a weak housing market making it difficult for those migrating from the area to sell their homes.



Table # IV-2  
 Total Housing Units  
 Russell County, CPPDC, and Virginia  
 By Occupancy Status  
 2000-2010

Status	Russell County			CPPDC			Virginia		
	2000	2010	% Change	2000	2010	% Change	2000	2010	% Change
Occupied	11,789	11,943	1.30%	43,114	48,558	12.63%	2,699,173	3,364,939	24.67%
Vacant	1,402	1,541	9.92%	7,925	6,515	-17.80%	205,019	308,881	50.67%
Total	13,191	13,484	2.22%	51,039	55,073	7.90%	2,904,192	3,673,820	26.50%

Source: U.S. Census Bureau 2000-2010

**C. COMPARATIVE VALUES FOR OWNER OCCUPIED HOUSING**

Table IV-3 lists values for owner occupied housing in Russell County, the Cumberland Plateau Planning District and the State of Virginia. The number of housing units valued at over \$100,000 increased dramatically in Russell County over the 2000 to 2009 period. In 2000, there

were only 71 houses valued at \$200,000 or higher. By 2009, the number of housing units in that value range had increased to 505. There were also significant increases in the value ranges from \$300,000 to \$1,000,000 or more. Housing unit values by the U.S. Census Bureau are based on sample data and not a 100 percent survey. It should also be noted that the data for 2007-2009 period is a three year average from the American Community Survey.



Table IV-3  
 Comparative Values for Owner Occupied Housing  
 Russell County, CPPDC, and Virginia  
 By Value Range  
 2000-2009

Value	2000			2007-2009		
	Russell	CPPDC	Virginia	Russell	CPPDC	Virginia
Less than \$50,000	1,733	8,717	91,881	2,950	11,561	115,470
\$50,000 to \$99,999	2,828	10,543	462,870	2,473	10,456	195,475
\$100,000 to \$149,999	840	2,525	373,288	1,567	5,152	233,514
\$150,000 to \$199,999	157	720	233,999	958	2,752	255,447
\$200,000 to \$299,999	71	408	209,613	505	2,229	389,725
\$300,000 to \$499,999	44	111	107,093	493	1,363	466,136
\$500,000 to \$999,999	4	37	28,041	174	610	325,250
\$1,000,000 or more	0	28	4,013	16	121	49,948
Median (dollars)	69,800	61,900	125,400	83,200	74,750	247,100

Source: U.S. Census Bureau (2000 data) and 2007-2009 American Community Survey  
 Dickenson County is from 2005-2009 American Community Survey

**D. HOUSING UNITS BY YEAR CONSTRUCTED**

Table IV-4, provides a breakdown of housing in Russell County by the year constructed. Sixty percent of the housing in Russell County was constructed between 1970 and 1998. This corresponds to population growth between 1970 and 1980 and between 1990 and 2000. Over 1,273 or 9.2 percent of the housing units were constructed in or prior to 1939. The percentage of housing units built on or before 1939 is commensurate with the surrounding coal counties.

Table IV-4  
Housing Units  
Russell County  
By Year Constructed  
2000-2009

Year Built	2000		Year Built	2007-2009	
	Number	%		Number	%
1999 to March 2000	225	1.70%	2005 or later	30	0.20%
1995 to 1998	1,116	8.50%	2000 to 2004	674	4.90%
1990 to 1994	1,024	7.80%	1990 to 1999	2,719	19.60%
1980 to 1989	2,139	16.20%	1980 to 1989	2,643	19.00%
1970 to 1979	3,423	25.90%	1970 to 1979	2,346	16.90%
1960 to 1969	1,633	12.40%	1960 to 1969	1,892	13.60%
1940 to 1959	1,973	15.00%	1950 to 1959	1,160	8.40%
1939 or earlier	1,658	12.50%	1940 to 1949	1,141	8.20%
			1939 or earlier	1,273	9.20%
Total	13,191	100.00%	Total	13,878	100.00%

Source: U.S. Census Bureau (2000 data) and 2007-2009 American Community Survey



**E. COMPARATIVE HOUSING BY TENURE**

The majority of housing units in Russell County are owner-occupied, with approximately 86 percent of the 13,878 occupied units falling into that tenure category. The percentage of owner-occupied units is slightly higher than for the Cumberland Plateau Planning District as a whole.

Table IV-5  
Comparative Housing by Tenure  
Russell County and CPPDC  
by Occupancy Status  
2000-2009

Tenure	2000				2007-2009			
	Russell	%	CPPDC	%	Russell	%	CPPDC	%
Owner Occupied	9,557	81.10%	37,883	80.15%	11,941	86.00%	45,569	82.54%
Renter Occupied	2,232	18.90%	9,379	19.85%	1,937	14.00%	9,640	17.46%
Total	11,789	100.00%	47,262	100.00%	13,878	100.00%	55,209	100.00%

Source: U.S. Census Bureau (2000 data) , 2007-2009 American Community Survey  
Dickenson County is from 2005-2009 American Community Survey

**F. COMPARATIVE MEDIAN GROSS RENT**

As shown in the previous table, renter-occupied units declined from 2,232 to 1,937 between 2000 and the 2007-2009 average, a decline of approximately 13 percent. Table IV-6, shows that median gross rent increased by similar rates in the county and the planning district; however, both are significantly lower than the median gross rent in Virginia.

Table # IV-6  
 Comparative Median Gross Rent  
 Russell County, CPPDC, and Virginia  
 By Specified Renter Occupied Housing Units

2000 - (2007-2009)

Renter Occupied	Russell			CPPDC			Virginia		
	2000	2007-2009 ACS	% Change	2000	2007-2009 ACS	% Change	2000	2007-2009 ACS	% Change
Median Gross Rent	\$355	\$453	27.60%	\$354	\$464	23.71%	\$650	\$954	46.77%

Source: U.S. Census Bureau (2000 data) , 2007-2009 American Community Survey  
 Dickenson County is from 2005-2009 American Community Survey

**G. RENT AS A PERCENTAGE OF HOUSEHOLD INCOME**

The status of housing in a community can also be viewed based on what portion of a person’s income is used to pay for housing. Higher housing costs limit resources for other necessities, such as food, utilities and medicine. This can be a major problem for retired people living on fixed incomes, and facing other economic hardships, such as high costs for medical care and prescription drugs. Similar problems can afflict young age groups who are stuck in low-paying jobs. The struggle to meet basic needs can become overwhelming.

Table IV-7, provides an overview of income versus rental costs. In the 2007-2009 time period, 35.3 percent of the renter households spent more than 35 percent of their income for rent. Russell County’s percentage rate is still lower than the Cumberland Plateau Planning District and the State of Virginia. Households who spend 30 percent or more of total income on housing are

considered cost-burdened by the Virginia Department of Housing Community Development and the Virginia Center for Housing Research. Typically, the people who have the most trouble paying rent are those on fixed income and low wage workers.

Table IV-7  
Rental Cost  
Russell County, CPPDC, and Virginia  
Gross Rent As a Percentage of Household Income (GRAPI)  
2007-2009

% Household Income	Russell	% Computed	CPPDC	% Computed	Virginia	% Computed
Occupied units paying rent (excluding units where GRAPI cannot be computed)	2428	100.00%	8,857	100.00%	858,208	100.00%
Less than 15.0 percent	608	25.00%	1,838	20.75%	105,607	12.30%
15.0 to 19.9 percent	391	16.10%	1,047	11.82%	114,216	13.30%
20.0 to 24.9 percent	114	4.70%	963	10.87%	125,257	14.60%
25.0 to 29.9 percent	174	7.20%	989	11.17%	103,934	12.10%
30.0 to 34.9 percent	283	11.70%	800	9.03%	81,335	9.50%
35.0 percent or more	858	35.30%	3,220	36.36%	327,859	38.20%
Not computed	377	x	2,468	x	70,048	x

Source: American Community Survey 2007-2009  
Dickenson County is from American Community Survey 2005-2009

## **H. SUBSTANDARD HOUSING**

Based on a windshield survey by Maxim Engineering and the Cumberland Plateau Planning District Commission 86.73 percent of the structures in Russell County are structurally sound, 12.01 percent are deteriorating and 1.2 percent are dilapidated. Conditions were assigned using a ranking system that included an analysis of siding, shingles, windows and exterior paint. If two of these characteristics appeared to be in poor condition (cracked or broken windows,

missing shingles, etc.) the structure was considered to be substandard. A dilapidated structure usually had all of these characteristics in poor condition. Most of the dilapidated housing was deemed to be unsuitable for habitation. Although when a structure which presented itself to be unsuitable for habitation was inhabited the structure was rated to be deteriorating.

Table IV-8  
Condition of Structures  
Russell County, Lebanon, Honaker, Cleveland  
By  
Outside Appearance

2009-2010

Condition	Russell County		Lebanon		Honaker		Cleveland	
	Number	%	Number	%	Number	%	Number	%
Sound	23337	86.73%	3484	96.64%	869	84.70%	161	65.98%
Deteriorating	3231	12.01%	111	3.08%	144	14.04%	79	32.38%
Dilapidated	340	1.26%	10	0.28%	13	1.26%	4	1.64%
Total	26908	100%	3605	100.00%	1026	100.00%	244	100.00%

Source: MAXIM Engineering and Cumberland Plateau PDC 2009-2010

## **I. FUTURE HOUSING**

Housing should be designed to accommodate household needs, optimize the quality of life, use land resources efficiently, and create minimal adverse impact on the natural environment. Certain segments of the housing market, such as elderly or handicapped individuals, require specially designed units that provide certain amenities and physical features adapted to their needs. Communities can encourage sufficient upgrading of existing properties to prevent further loss of tax revenues, since the tax base has declined and poor economic conditions have led to property neglect. Housing and building codes should be carefully enforced, to preserve housing stock in as sound a state as possible. Policies aimed at providing affordable housing must use a combination of strategies, including new construction, subsidy programs, and preservation of the existing housing stock.

**CHAPTER V**  
**COMMUNITY FACILITIES AND SERVICES**

**A. Transportation Analysis**

A community transportation system affects development patterns that impact land development policies and the overall planning objectives of the community. The following is an examination of the major elements of Russell County's present transportation system.

**Highway System**

Russell County is bisected east to west by U.S. Route 19 and southwest to northwest by U.S. Alternate Route 58. Route 19 is the most heavily traveled highway in the County, with an annual average daily volume estimate of 14,000 vehicles on the Lebanon By-Pass. The most heavily traveled section of Alt. Route 58 is between Castlewood and St. Paul with an annual average daily volume estimate of 12,000 vehicles per day. Both U.S. Highways are completely four-laned in Russell County.

Because of the existence of only two U.S. highways and no interstate highways, State Primary Highways play a greater role in traffic flow in the County. State Route 80 from Rosedale to Honaker is the most heavily traveled state primary highway with 8,700 vehicles per day. The four-laning of this section of Rt. 80 was recently included in the VDOT Six-Year Plan, but has been removed, along with many other major construction projects, due to a lack of state funding. State Primary Highways 63, 65, 67, 71 and 82 provide important two-lane access to counties west, north and east of Russell County and several communities within the County.

Russell County has 615 miles of State Secondary Highways that serve many small rural

communities throughout the County. The Russell County Coal-Haul Road Program provides much needed funding to improve any road in the County. Major secondary roads with traffic volumes of approximately 1,000 vehicle types per day or more include State Routes 608, 614, 615, 616, 622, 624, 634, 637, 640, 645, 654, 657, 660, 664, 683, 694 and 695.

Russell County has only two (2) projects on the VDOT Six-Year Improvement Plan (2009-2014) and both are in the Town of Lebanon. The first is a 3-lane widening of Rt. 19 Business (Main Street) from Pittston Road west for .41 miles. The second is an Access Road Project in Gardenside Village.

### **Mass Transit System**

Russell County has public transportation that is provided by Four County Transit, a service of the Appalachian Agency for Senior Citizens. The Russell County routes include the Lebanon Transit Service within the Town of Lebanon, the Highway 19 Work Express, Highway 71 Work Express, and the Community College Transportation service. All operate Monday through Friday. Schedules are available at [www.fourcountytransit.org](http://www.fourcountytransit.org).

The Town of Lebanon service includes 19 stops within the Lebanon corporate limits at a cost of 25 cents per boarding. A transfer to/from all other Russell County Communities is also provided. Service is offered from 8:00 a.m. until 3:00 p.m.

The Highway 19 Work Express provides morning week day services from Lebanon to Abingdon and back to Lebanon, then to Southwest Virginia Community College where riders can transfer to other buses. The afternoon service begins at the college and reverses the morning route. The cost is 50 cents per boarding.

The Highway 71 Work Express provides morning week day services from St. Paul to

Lebanon and onto Wardell at a cost of 50 cents per boarding. The route is reversed in the afternoon.

The Southwest Virginia Community College transportation system, Eagle Express, provides routes from Dickenson County through Honaker and from Dante through Lebanon to the college. These are long-standing routes primarily for college students to allow them to more easily pursue their post-secondary education. The cost of this service is free to college students and professors, seniors over 60 years of age, and children 5 years of age and under who are accompanied by an adult. The fare for all other riders is \$1.00 per boarding. This is a valuable service that provides the public the ability to transfer to other routes to enable access to doctor appointments and shopping centers.

### **Airports**

Russell County has no municipal airports, depending largely on the Virginia Highlands Airport in Abingdon and the Tazewell County Airport at Claypool Hill for small plane traffic. Other general aviation airports that might serve Russell County include the Lonesome Pine Airport in Wise and the Grundy Airport at Lover's Gap. Plans to extend the runway at the Grundy Airport to 5,000 feet are currently underway. The Bluefield/Mercer County Airport is another general aviation airport which is just over an hour from Lebanon.

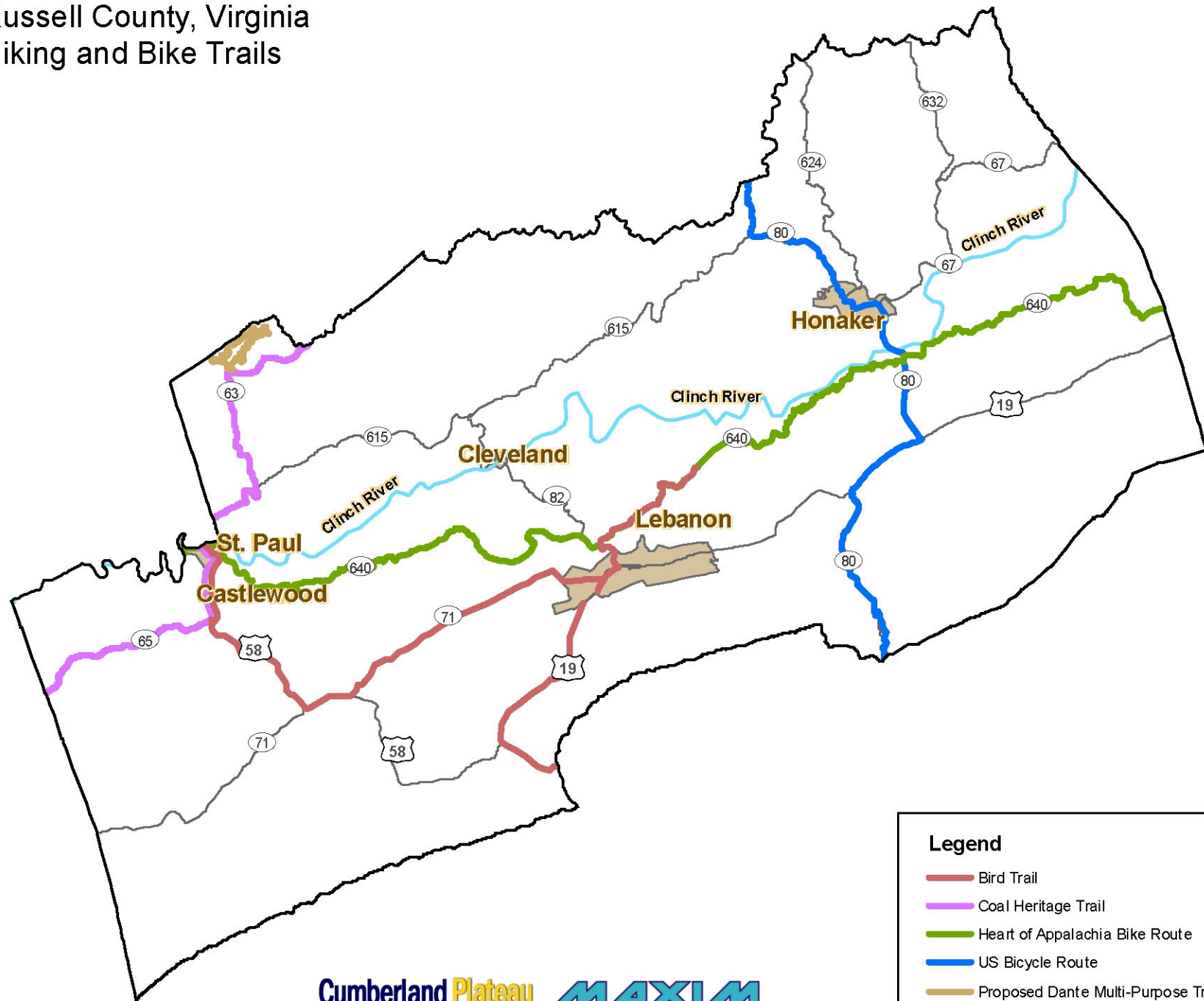
Tri-Cities Regional Airport, TN/VA provides commercial air transportation services and is located about an hour from Lebanon. The Tri-Cities Regional Airport offers non-stop service to seven hubs (Atlanta, Charlotte, Cincinnati, Detroit, Ft. Lauderdale, Orlando, and Tampa) on three airlines.

## **Railroads**

Russell County is served by two major railroads-Norfolk Southern and CSX. These two railroads provide connections to rail lines that provide freight rail service to the entire United States. Piggyback services are available in Bluefield, West Virginia (Norfolk Southern) and Kingsport, Tennessee (CSX).



# Russell County, Virginia Hiking and Bike Trails



### Legend

- Bird Trail
- Coal Heritage Trail
- Heart of Appalachia Bike Route
- US Bicycle Route
- Proposed Dante Multi-Purpose Trail

1 in = 4 miles

**B. Solid Waste Analysis**

Russell County is required to have a Solid Waste Management Plan pursuant to Ch. 14, Title 10.1 the Code of Virginia. The county may have a plan of its own or be a participant in a regional plan. The county, since 1991, has been a participant in the Cumberland Plateau Regional Waste Management Authority. The Authority has prepared Solid Waste Plans for its member jurisdictions that meet the requirements of the Virginia Waste Management Board. The most recent plan was adopted in 2004 and is effective until 2024.

The plan is an Integrated Waste Management Plan which means that it addresses all the elements of Waste Management; collection, transportation, treatment, storage, disposal, litter, and recycling. By reference that plan is hereby made a part of this Comprehensive Development Plan for that part of the plan which includes Russell County.

**Collection and Disposal**

The county collection system is based on a “green box” system. There are 14 sites located at strategic points for individuals to drop their solid waste in containers. The county contracts with a private company to service the containers and to haul them to the Authority owned transfer station for processing. The Authority has a five year contract with an option to renew for an additional five years to take the waste to a privately owned and operated landfill in Hawkins County, Tennessee. A private contractor operates the transfer station. Commercial collection is by choice of the business or industry to haul their own solid waste to the “green boxes” or to contract with a private hauler to take it to the transfer station.

**Town Collection and Disposal**

The three towns in Russell County each operate their own collection system. The waste

collected is hauled to the transfer station for processing and then transportation to Hawkins County for disposal in a state approved landfill.

The county is in the process of converting and/or combining some of the drop-off sites to “manned” convenience stations. Existing and recommended sites are found on Map # 4, page V-8.

### **Incineration**

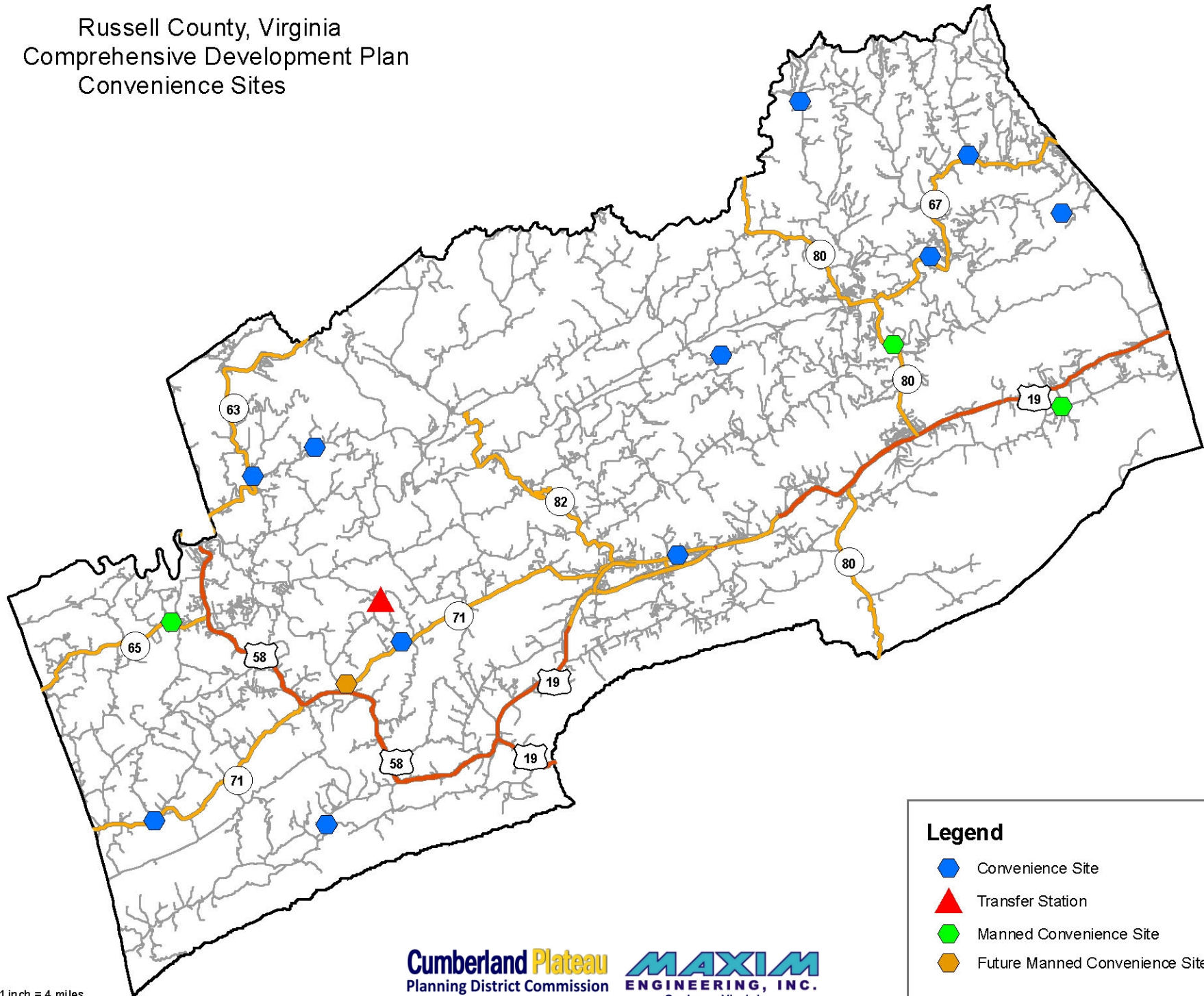
Incineration of solid waste is an alternative to disposal that is available to all jurisdictions in Virginia. Some claim that this is a very cost effective method since it very efficiently reduces mass and volume. The big drawbacks to this type of disposal are cleaning the pollutants from the gases generated during incineration, and disposing of the residue that is left after incineration. The waste generated from cleaning the pollutants from the smoke stacks and the residue from incineration usually are concentrated forms of minerals and metals that qualify as hazardous substances that require special treatment during handling and they can only be disposed of at a landfill that is certified to accept hazardous waste.

There are special instances where you can produce a product from incineration like steam, electricity, or chilled water which can generate enough income to offset the cost associated with the incineration process. The key to this type of solid waste disposal contract is to be certain that the buyer of the product of incineration is a long term customer.





### **Recycling**

The Russell County Recycling program is operated by the private company that picks up the waste at the drop-off sites in the county. Only 7-8 of the drop-off sites have containers for recyclable materials. Containers are provided for plastics, newspapers, cardboard, and aluminum. The materials collected are transported to a private recycler at a negotiated fee. Used oil and scrap metal are stored

# Russell County, Virginia Comprehensive Development Plan Convenience Sites



### Legend

-  Convenience Site
-  Transfer Station
-  Manned Convenience Site
-  Future Manned Convenience Site

1 inch = 4 miles

at the transfer station where they are collected by private companies. Scrap metal is marketed and sold by the county. In the past, recycled material has been contaminated because the drop-off sites were not manned. This is expected to change as the county transitions to fewer but manned convenience centers.

The positive about recycling materials is that you reduce the volume and tonnage which must be landfilled, thus reducing the disposal cost. The negative side of recycling is that it is market driven. The market demand goes up and down daily but the supply is constant. Thus the county must pay someone to take the recycled material and it may still end up in a landfill.

**C. Education**

The Russell County School System serves approximately 4,095 students in Pre-Kindergarten through the senior year of high school. There are four (4) primary schools, six (6) elementary schools, one (1) middle school, three (3) high schools, an Alternative School, and a Career and Technology Center within the 475 square miles of predominately mountainous land which defines the County.

Highlighting the regular curricular areas which include the Standards of Learning in each core subject area are several programs which students can enter to prepare for post secondary education, technical training, or 2-year or 4-year college preparation: Title I Services, Special Services, business/technology classes, Pre-Engineering classes, Gateway to Technology, the Jobs for Virginia Graduates, and various career and technical classes at the Russell County Career and Technology Center-Building Trades, Veterinarian Technician, Welding, LPN, Cosmetology, Collision Repair, Building Maintenance, Auto Repair, Certified Nursing Assistant, Criminal Justice, Culinary Arts, and Masonry.

The Virginia Tech Cooperative Extension service also provides educational and training programs for the County.

**Table V - 1  
RUSSELL COUNTY SCHOOLS  
RUSSELL COUNTY VIRGINIA  
BY TYPE, SIZE AND YEAR BUILT  
2009**

SCHOOL	ACRES	SQ. FT.	BUILT	ADDITIONS	GRADE LEVELS	# OF STUDENTS	CAPACITY/BUILDING
Belfast	4	13,364	1939	59, '88	Pre-K-2	95	150
Elk Garden	4	12,840	1916	1955	Grades 3-5	94	150
Givens	8	17,720	1952		Pre-K-2	75	150
Swords Creek	7	21,100	1950	1966	Grades 3-7	129	200
Honaker Elementary	25	88,725	1964	82, 2001	Pre-K-7	681	900
Honaker High	15	77,800	1952	71, '87	Grades 8-12	513	600
Castlewood High	20	76,000	1949	1959	Grades 8-12	364	600
Castlewood Elementary	20	80,000	1959	63, '94	Grades 1-7	452	500
Cooper Creek	4	21,572	1953	58, '62	Pre-K-K	121	175
Lebanon Primary	30	52,400	2004		Pre-K-2	455	500
Lebanon Elementary	6	52,000	1955	1962	Grades 3-5	299	450
Lebanon Middle	8	62,000	1940	1982	Grades 6-8	378	450
Lebanon High	35	133,050	1985		Grades 9-12	553	900
Cleveland Elementary	20	58,250	1961		Grades K-7	129	400
Russell County Career and Technology Center	6	100,300	1972	1977	Grades 9-12	310	576

Source: Russell County Superintendent of Schools July 2009

**Other Education Information**

Two (2) Community Colleges serve Russell County; Southwest Community College near Cedar Bluff and Virginia Highlands Community College in Abingdon. Each of them offer Certification as well as Two-Year programs in Technical/Occupational fields. They also have Memorandums of Understanding with State and Private Four-Year Colleges that will allow programs to transfer without penalty.

There are many opportunities for post secondary education within a reasonable driving distance (2 hours) of Russell County, the list includes:

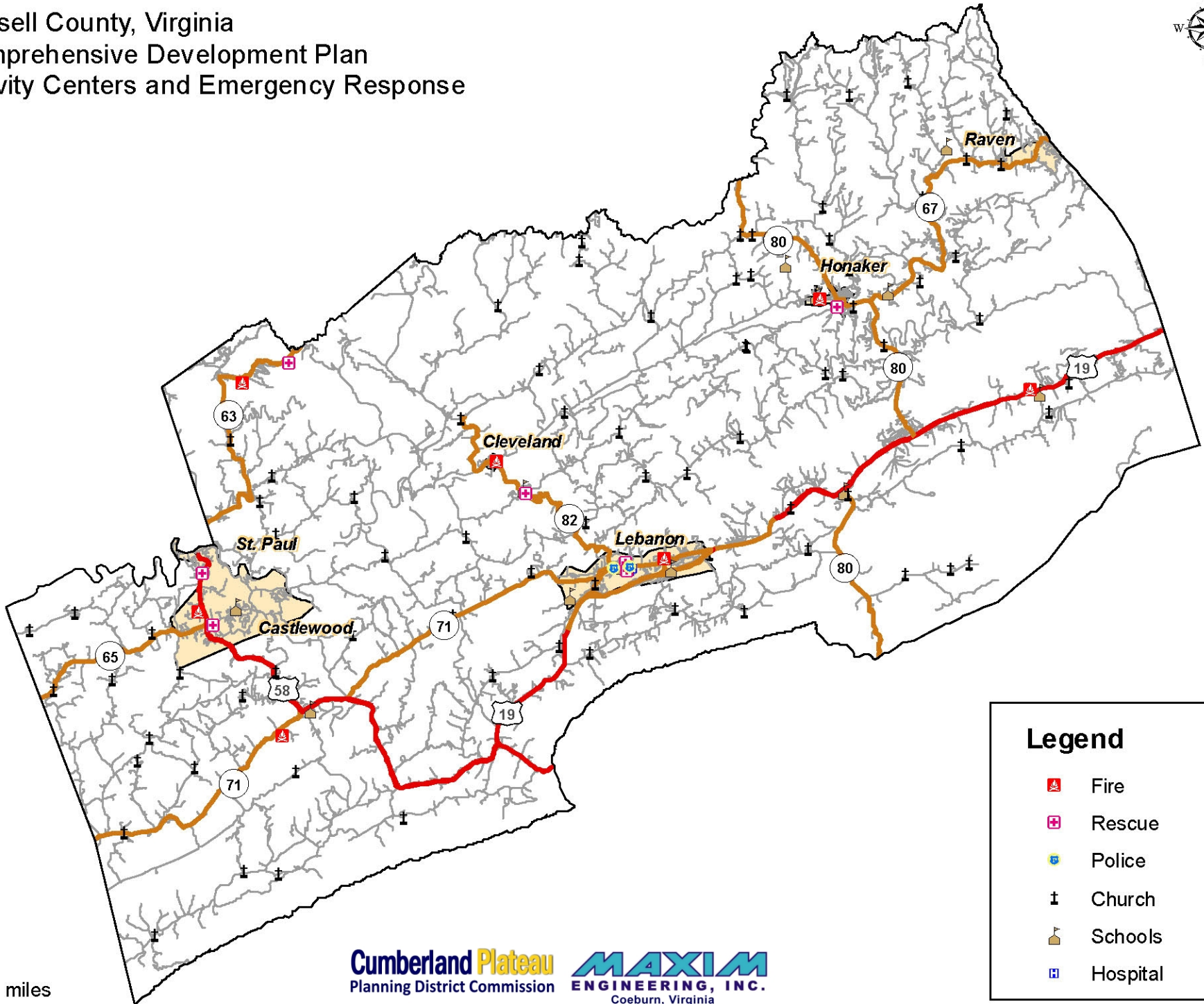
University of Virginia College at Wise	Wise, Virginia
Emory & Henry College	Emory, Virginia
Virginia Tech	Blacksburg, Virginia
Radford University	Radford, Virginia
East Tennessee State University	Johnson City, Tennessee
King College	Bristol, Tennessee
Virginia Intermont College	Bristol, Virginia
Lincoln Memorial University	Harrogate, Tennessee
Pikeville College	Pikeville, Kentucky
Bluefield State College	Bluefield, West Virginia
Bluefield College	Bluefield, Virginia
Milligan College	Elizabethton, Tennessee
Appalachian State University	Boone, North Carolina
University of Tennessee	Knoxville, Tennessee
Tusculum College	Tusculum, Tennessee
Carson-Newman College	Jefferson City, Tennessee
Roanoke College	Salem, Virginia

**Southwest Regional Adult Education**

In Russell County there are a significant number of people in the workforce without a high school diploma. When agriculture was the primary means of employment this was not seen as a major community problem. In recent years as it has become necessary to diversify the economic base in the County this has become a major problem. Potential employers are demanding a



Russell County, Virginia  
Comprehensive Development Plan  
Activity Centers and Emergency Response



1 in = 4 miles

**Legend**

- Fire
- Rescue
- Police
- Church
- Schools
- Hospital



trained and trainable workforce.

The County has joined with neighboring counties in the Cumberland Plateau Planning District to form the Southwest Regional Adult Education Program to provide the training necessary for people to attain the General Education Diploma (GED). This diploma is recognized as being equivalent to the High School Diploma and will enable people to further their education in college or vocational programs.

A recent addition to the GED objective is a six-month paid program to prepare graduates to enter a college program or to acquire the skills necessary for entry level employment in the IT sector.

#### **Southwest Virginia Technology Development Center**

Located in the Government Center in the Town of Lebanon is a 32,000 sq. ft. Technology Training Center. The Center is operated by the University of Virginia's College at Wise. The facility includes distance learning classrooms and computer labs as instructional spaces. The spaces are furnished and equipped consistent with college level classrooms. They are provided with all the technology needed to customize training solutions which match the employers requirements for a training course. Post Graduate Programs from state and private institutions are offered at this facility as well as in the Southwest Virginia Higher Education Center in Abingdon.

#### **D. Social Services**

Russell County provides social services through the following agencies: Russell County Department of Social Services, Russell County Health Department, Occupational Enterprises, Inc. and Russell County Office on Youth (CSA).

Several other agencies and organizations serve the communities of Russell County including:

People Incorporated, Clinch Valley Community Action, Russell County Salvation Army, Mountain Empire Chapter of the American Red Cross, Rental Assistance (HUD), Virginia Cooperative Extension Services and the United Way of Southwest Virginia.

These agencies provide programs to assist in improving the quality of life for low-income individuals and families in Russell County. For instance, Occupational Enterprises provides employment services and job readiness training. The Mountain Empire Chapter of the American Red Cross provides disaster relief from house fires, flooding and other natural disasters. People Incorporated offers a variety of programs geared toward helping families become self sufficient, improve their health, build job skills, increase savings, find safe and affordable housing or develop a small business. The Russell County Chapter of the Salvation Army assists the needy men, women and children of Russell County by providing food, shelter, clothing and other emergency assistance.

**E. Appalachian Detention Center**

Located near the town of Honaker is a very special unit of the Department of Corrections known as the Appalachian Detention Center. The mission statement for this facility is as follows: “It shall be the mission of the Appalachian Detention Center to provide short term confinement of probationers as sentenced by the court in a controlled, safe, highly disciplined and work oriented environment with program emphasis on drug and alcohol independence, self discipline, and community reentry skills.”

The program is all about preparing male violators to re-enter a complicated and competitive society. This is accomplished with an intense program of treatment, education, structure, discipline, and community service.

The community service aspect of the preparation is that part of the program that is most visible

to the citizens of Russell County and the surrounding counties and towns. They are involved in painting, recycling, setting up tents for festivals and fairs, little league field preparation, and Habitat for Humanity.

The program also includes GED preparation and testing for those that need and want it, college classes for those that qualify and want it, and vocational classes for those who qualify and want it. The inmates also maintain their own facility and grounds including gardens, greenhouses, and cattle.

**F. Recreation and Tourism**

Russell County does not have a countywide recreation program. Programs that are available are provided by citizen groups, non-profits and the school system. Each town in the county has organized little league programs and the AAU offers some organized programs for youth in the county.

Tourism is provided by the chamber of commerce thru local and regional organizations. The county has one country club located near the Carbo community in the northwest section of the county. It has a 9-hole golf course, swimming pool, and a 35 acre lake. The state Commission of Outdoor Recreation has a tract of land adjacent to the Clinch River called the Pinnacle Natural Area Preserve. The Pinnacles offers an opportunity for birding and wildlife enthusiasts, hiking, self guided trails, and restrooms. Within the preserve are rare and endangered species both animal and plant, some of which have not been found anywhere else on earth. There are three major tracts of public land located along the southern border of Russell county. These lands extend from HWY. 19 east to the Smyth county line. Some of this land is in Russell county but is accessible only from Washington county. These are owned by the Commission of Outdoor Recreation and managed by the Division

of State Parks and the Division of Game and Inland Fisheries. The tracts of land are known as the Hidden Valley Lake and Wildlife Management Area, the Channels of the Clinch Management Area, and the Clinch Mountain Wildlife Management Area which includes the 300 acre Laurel Bed Lake (actually located in the southeast corner of Russell County).

The Trans-America Bike Route which extends from Yorktown, Virginia to Seattle Washington crosses the county as it follows Rt. 80 from Washington County to Dickenson County. There are several local and regional biking and/or riding trails in or adjacent to the county which attract people to Russell County. The Virginia Coal Heritage trail, the Heart of Appalachia Bike Route, the Sugar Hill Loop trail and the Clinch Mountain Loop trail.

The nature conservancy has acquired significant acreage near the town of Cleveland along the Clinch River. The Clinch River and adjoining areas has been recognized as the #1 river in the country for environmental diversity and in the world for fresh water mussels. It is home for 400 species of animals twenty-two (22) of which are on the endangered or threatened species list.

The county is a supporter of the Heartwood which is Southwest Virginia's Artisan Gateway. The Heartwood is a 29,000 sq. ft. structure located on the Highlands Community College campus in Abingdon whose purpose is to showcase the amenities of places in Southwest, Virginia like Russell County.

**G. Telecommunications**

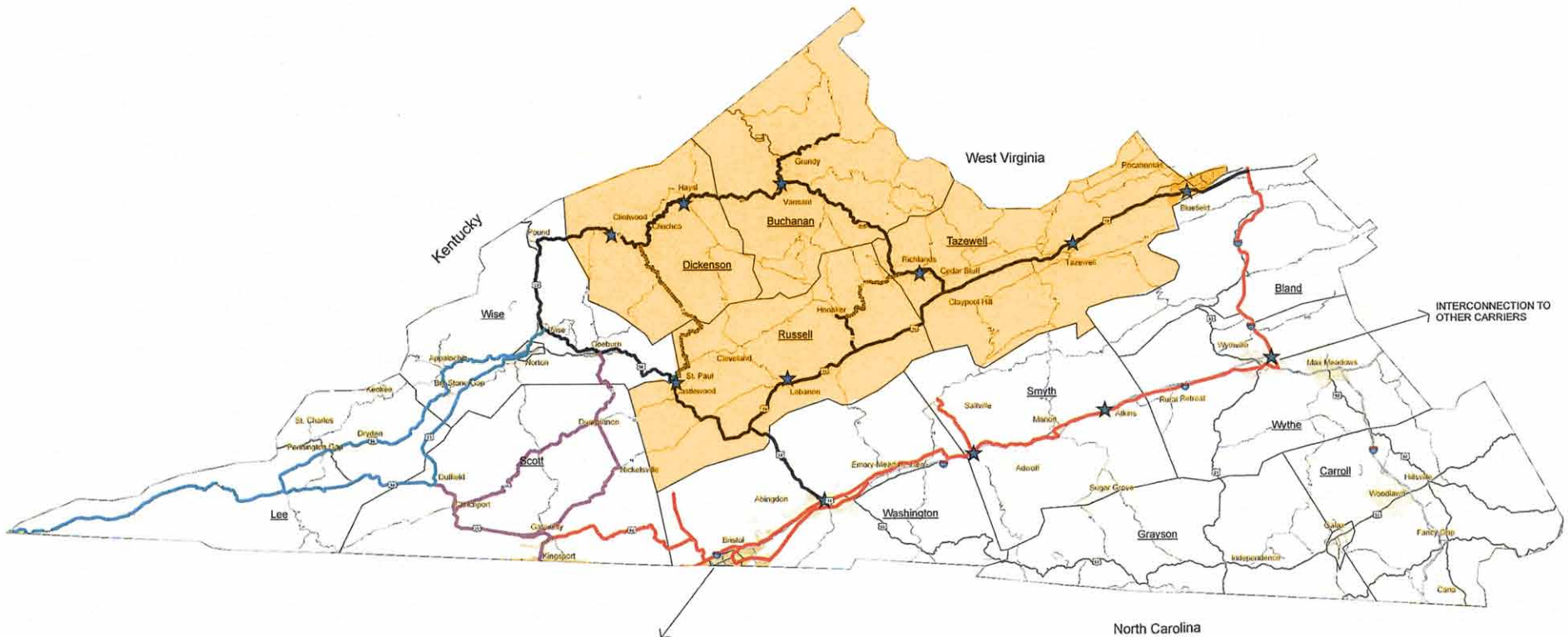
Fiber Optic Cable for communication purposes has been described as the 21<sup>st</sup> centuries interstate. This infrastructure has been installed thru Russell county as seen on the enclosed map. Not shown on the map is the combination of the fiber along Rt. 80 into Dickenson County. The Cumberland Plateau Company a not for profit regional agency which has been formed to provide high

speed telecommunication services in the Cumberland Plateau Planning District. The company has established a relationship with the Bristol Virginia Utilities Board to operate and maintain the system for the 4 counties including Russell.

Their plan is to install the fiber necessary to provide high speed telecom services to business and industry within 500 ft. on either side of the fiber located in the county. Residential connection to the fiber is second priority. High Speed telecom services to the remainder of the county is yet to be determined.

# Southwest Virginia Broadband Communications Infrastructure

## Cumberland Plateau Company Optical Fiber Network



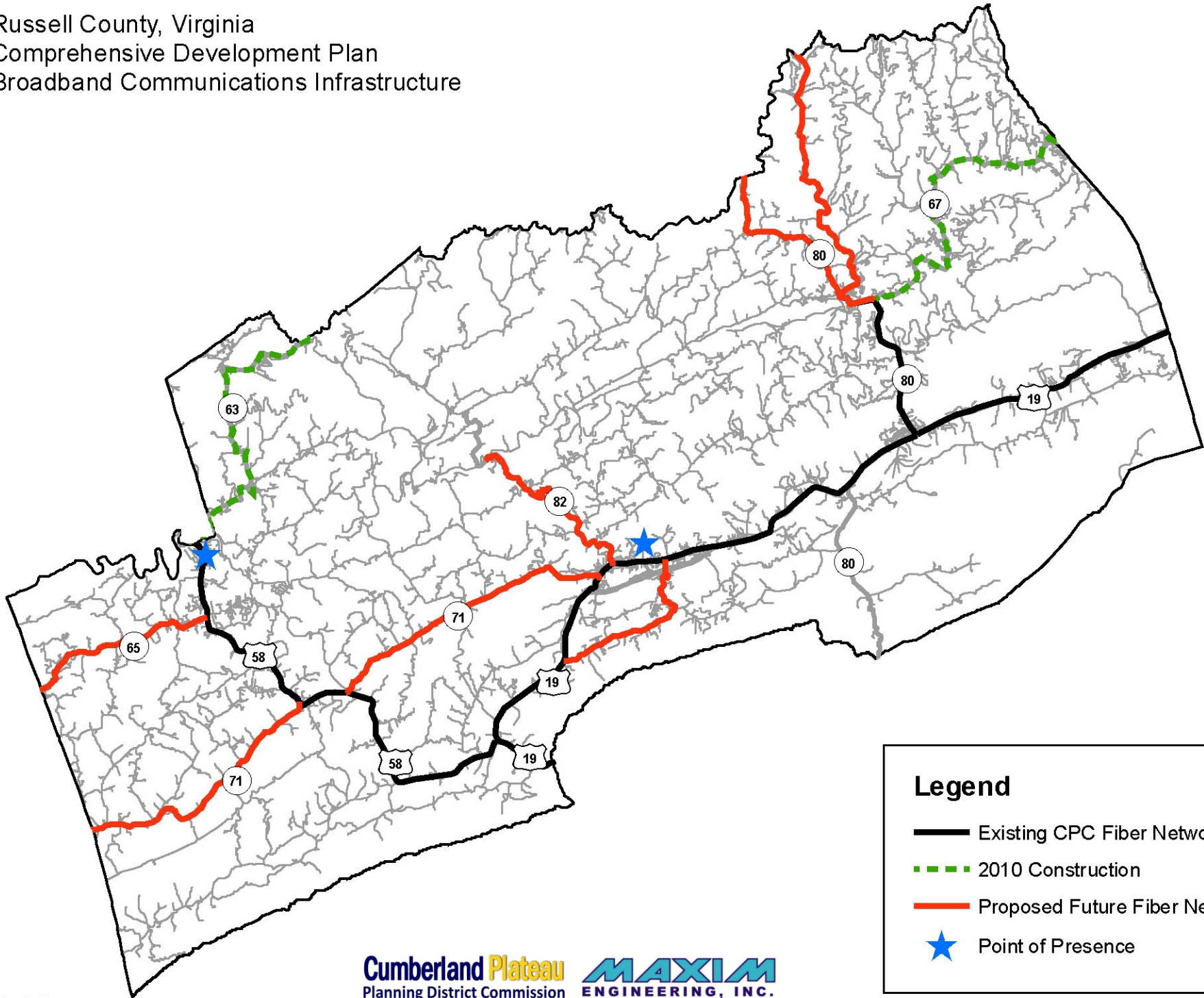
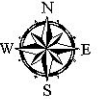
**Cumberland Plateau**  
 Planning District Commission

**MAXIM**  
 ENGINEERING, INC.  
 Coeburn, Virginia



- CPC Fiber Network
- BVU Fiber Network
- 2010 Construction
- Cumberland Plateau Planning District
- Scott County Telephone Fiber Network
- Lenowisco Fiber Network
- ★ Point of Presence

Russell County, Virginia  
Comprehensive Development Plan  
Broadband Communications Infrastructure



**Legend**

- Existing CPC Fiber Network
- - - 2010 Construction
- Proposed Future Fiber Network
- ★ Point of Presence

## **H. Library**

The Russell County Public Library system consist of the Main Facility located in the Town of Lebanon and a branch facility located in the Town of Honaker. Each of these facilities are located central to the area that they serve and the facilities are accessible.

The library system offers a modern program that reaches out to all age groups in the county. The system provides approximately 60,000 volumes and has high speed computer access to the world.

## **I. Cumberland Mountain Community Services**

Cumberland Mountain Community Services is a regional organization that provides services to people with Mental Health diseases, Intellectual Disabilities and Substance Abuse issues in three (3) of the four (4) Counties that make up the Cumberland Plateau Planning District. This organization is authorized in the Code of Virginia and is the vehicle in Russell County that reduces the cost of mental health services by providing them in the community instead of in a centralized institution. Funding for the organization is from Federal, State and local sources. However, most of the funding is earned by contracting for services.

The following are services that are provided in Russell County.

- Crisis Services: Scheduled or unscheduled clinical interventions in response to an acute crisis episode; may be face-to-face or telephone.
- Substance Abuse and Mental Health Case Management Services: This program provides assistance to individuals (adult and children) with mental health and substance abuse issues in assessing needed services; includes assessing needs and a plan for services; linking to services and supports, coordinating services with other providers, enhancing reintegration back into the community and advocating for clients in response to changing needs.



- Substance Abuse and Mental Health Outpatient Services: These services are provided on an individual, family, or group basis; diagnosis and evaluation, screening and intake, medical and psychiatric and/or education.
- Medication Services: These services may be available to individuals involved in other services; may include prescribing, dispensing and monitoring of medication by psychiatrist, nurse practitioner or nurse.
- In-Home Mental Health Support: These are unstructured services that support individuals in their own housing arrangements; normally this service does not involve overnight care.
- Child and Adolescent Services: These are office based counseling services for the individual, family and group focusing on improvement in emotional and behavioral issues; intensive in-home care and school treatment are available on a limited basis for children at risk of being removed from their home or community.
- Infant Intervention Services: These are family-centered, community based services for children 0-3 years; the services are designed to help prevent or reduce developmental delays.

Cumberland Mountain Community Services operates and maintains six (6) treatment facilities in Russell County, four (4) are located in or adjacent to the Town of Lebanon and two (2) are located in the Town of Honaker.

Two (2) of the facilities in Lebanon are primarily for treatment and two (2) are group homes, one (1) for males and the other for females with intellectual disabilities.

The two (2) facilities in the Town of Honaker are group homes for individuals with intellectual disabilities and they are each COED.

**J. Healthcare**

Russell County residents may receive their primary medical care from the Russell County Medical Center (RCMC) which is a 78-bed general acute care facility located in the Town of Lebanon. The facility offers a range of services including: a 7-bed emergency department, 5-bed intensive care unit, 3-room surgical suite, 58-bed medical surgical, and 20-bed adult inpatient psychiatric unit. The facility is fully licensed and is accredited by The Joint Commission. RCMC is owned and operated by Mountain States Health Alliance.

RCMC offers a wide range of diagnostic imaging services including radiography, fluoroscopy, computed tomography (CT), ultrasound, nuclear medicine, echocardiography/ultrasound, mammography and a mobile MRI. The hospital has 23 active members of the medical staff and employs approximately 300 support personnel. Other services provided include Physical Therapy, Home Health Care and Hospice.

**K. Public Safety Fire and Rescue**

**Law Enforcement**

The Russell County Sheriff's Office is the primary law enforcement agency in the county, headquartered in the Town of Lebanon. The Sheriff's office has a total work force of fifty-one (51) employees. This department has thirty-four (34) deputies, six (6) of which are investigators, five (5) are school resource officers, one (1) canine unit, eleven (11) communications officers, three (3) records clerks and two (2) administrative assistants. The Sheriff's office also has nine (9) designated chaplains who serve the county in addition to the department in situations where they are needed. There are two (2) town police departments in the County, the Towns of Lebanon and Honaker. The Lebanon Police Department consist of ten (10) police officers including the

Chief, eight (8) auxiliary officers and one (1) office administrative assistant. The Honaker Police Department consist of a total of five (5) officers including the Chief and three (3) administrative assistants.

The Virginia State Police has a total of six (6) officers who are assigned to Russell County and assist the Sheriff's office as needed.

All communication with law enforcement officers (FBI, State Police, Town and County) are dispatched through the Sheriff's communication center in Lebanon.

### **Fire Departments**

Russell County has eight (8) active fire departments; they are as listed: Castlewood Fire-Rescue, Copper Creek Fire (which has two (2) stations), Dante Fire, Lebanon Fire, Cleveland Fire, Belfast Fire, Honaker Fire and St. Paul Fire which serves a portion of Russell County. The total combined volunteer members varies from 170 to 180 persons qualified to provide fire control services. Within the combined eight (8) departments that serve Russell County are a total of twenty (20) pumpers, twelve (12) tankers and seventeen (17) auxiliary vehicles of various types. All fire agencies are dispatched through the Russell County E-911 Communication Center in Lebanon.

### **Rescue Squads**

Russell County is served by five (5) volunteer rescue squads; they are as listed: Castlewood Fire & Rescue, Dante Rescue, Cleveland Lifesaving Crew, New Garden Rescue, and Lebanon Lifesaving Crew. The total number of qualified volunteers is approximately one hundred (100) persons for emergency services in Russell County. All Emergency Management Service agencies are dispatched through the Russell County E-911 Communications Center in Lebanon. There are two (2) private providers of ambulance services in Russell County. Both are located in Lebanon and each of them

are available and qualified to provide life-saving services as needed.

**L. Clinch Valley Community Action, Inc.**

The Clinch Valley Community Action, Inc. (CVCA) is a private non-profit organization that has served low-income individuals in the Region since 1965 as part of a national network of Community Action agencies. Based on the Clinch Valley Community Action, Inc. Mission Statement “The Agency provides resources and opportunities to individuals, families and communities in a supportive environment to improve the quality of life”....

The agency operates over thirty (30) programs that address the desire to prepare individuals for the opportunities that may be available to them in the four (4) County service area of the organization. The agency is governed by a Board of Directors 1/3 of whom are elected officials, 1/3 representing business, labor and community groups, and 1/3 representing the low income population. The agency has approximately one-hundred (100) staff members and a budget of more than four (4) million dollars. Funding is from federal and state grants and contributions from United Way, private foundations, individual donations and fund-raises.

The following is a description of some of the services provided by CVCA or its sister agency (People, Inc.) located in Washington County.

**Workforce Investment Act**

Youth Services - From the funds received through this program the agencies work with youth ages 16-21 who are currently attending or are recently out of school. The purpose is to provide the education and training to prepare them to enter the Workforce. There are income and other guidelines which must be met in order to receive funds for the training.

Adult and Dislocated Worker Services - These programs are designed to work with adults who lack education and training to obtain and/or retain employment, or to train adults who have been recently laid-off from their last place of employment. Funding is available for training at approved public or private institutions for the people that meet the federal guidelines.

Russell County Incumbent Worker Training Program - In partnership with the Alcoa Foundation, the program offers financial assistance to Russell County residents that increase their job training and education to enable them to advance in the workplace.

### **Early Head Start and Family Development**

Early Head Start - This program offers pregnant women and children ages 0 to 3 early childhood education while addressing the entire family's basic needs such as medical, dental, family services and parent involvement.

Head Start-This program offers families with children ages 3 to 5 early childhood education while addressing the entire family's basic needs such as medical, dental, family services and parent involvement.

At the present time these programs are being provided at centers in Lebanon, Honaker, Cleveland, Swords Creek, and Dante.

### **Community and Economic Development**

Ninth District Development Financing, Inc.-This program is a loan fund which was established to fund tourism destinations throughout Virginia's Ninth Congressional District.

Individual Development Account Program-This program provides economic literacy training and a matched savings program to help individuals save for the purchase of a home, higher education, or use for a business.

Cars for Work-This program offers zero percent interest car loans to families requiring transportation to maintain employment or complete school.

Microenterprise Loans/Business Start-This program offers microenterprise loans (under \$35,000), business training and technical assistance services targeting entrepreneurs.

Small Business Development Loans-This program offers business loans of up to \$200,000 for emerging and expanding businesses coupled with business training and technical services to spur job creation.

New Markets Tax Credits-This program offers tax credits as an incentive to increase investment in economically distressed communities. The program enables People Incorporated to make multi-million dollar loans in high-impact community development projects that have the potential to create jobs and accelerate economic revitalization.

Consumer Loans-This program offers affordable consumer loans ranging from \$100 to \$10,000 to qualified individuals for a variety of purposes, such as for home improvement, debt consolidation, and car repairs.

### **Community Services**

CHIP-Comprehensive Health Investment Program-CHIP seeks to improve the family's overall wellness by ensuring young children have a primary care physician, by providing health education and related services, and by addressing social issues that affect family health.

Domestic Violence Shelter and Outreach Services-This program provides temporary emergency shelter, counseling, 24 hour crisis hotline, support services, referrals, and court advocacy for domestic violence/sexual assault victims and their children.

VU CARES-This program helps incarcerated individuals transition to life out of prison.

Services include pre-release productive citizenship workshops, post-release supportive services and job assistance to help reduce recidivism.

Project Discovery-This program assists low-income and/or first generation college-bound students in preparing for post-secondary education. Campus visits and workshops on financial aid, choosing a college, and other related topics are also provided through this program.

Resource Mothers-This program supports first-time pregnant teens with pre- and post-natal health and nutrition education to ensure healthy birth outcomes; provides parent education about early childhood development, transportation to appointments, and dropout prevention.

## **Housing**

Weatherization-The weatherization program is designed to assist low income families to save energy and lower heating costs. The program starts with an energy audit to determine what needs to be done and then the resources to correct the problems including training. The program is available to both homeowners and renters.

Housing Counseling and Home Ownership Program-A HUD-certified housing counselor helps income qualified families to improve their housing or to prepare for home ownership by providing home buyer education, financial literacy, credit counseling and originating low-interest home loans through partnering financial institutions.

Home Equity Conversion Mortgage Assistance Program (HECM) Counseling-This program offers information on reverse mortgages for seniors interested in accessing the equity invested in their homes.

Southeast Rural Community Assistance Program (SERCAP)-This program enables families to obtain safe drinking water and environmentally safe sewage disposal by installing water reservoirs,

spring boxes, wells, septic systems and connections to public water and sewer systems.

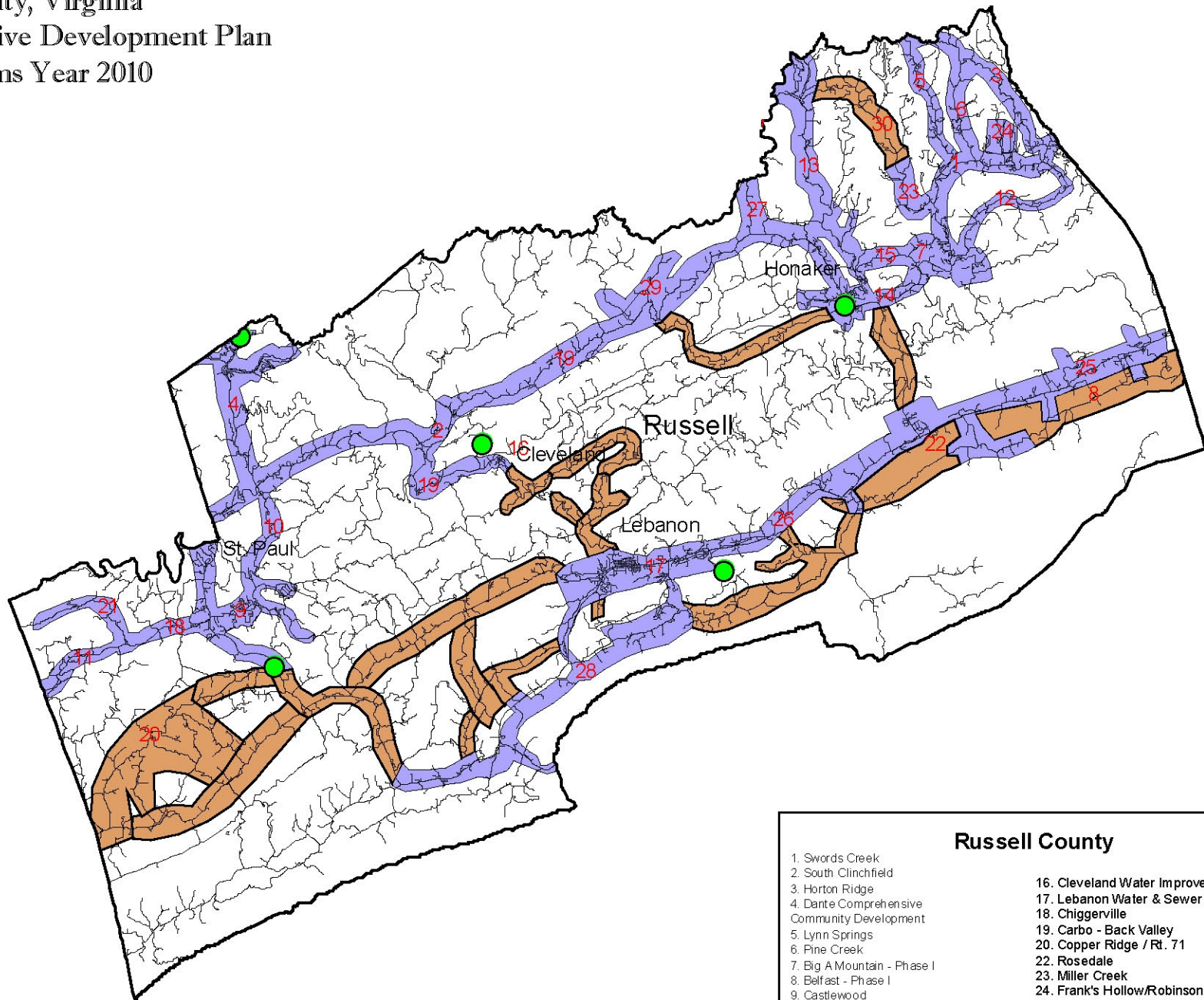
Homeless Intervention Program (HIP)/Homeless Prevention and Rapid Re-housing Program-

This program offers short-term financial assistance to households at-risk of becoming homeless due to short-term, unavoidable financial hardship.

Transitional Housing-This program provides temporary housing and case management services to homeless families. Families may participate up to two years by maintaining employment and contributing monthly to a savings account.



Russell County, Virginia  
 Comprehensive Development Plan  
 Water Systems Year 2010



- Russell County**
- |  |   |
|--|---|
| 1. Swords Creek                              | 16. Cleveland Water Improvements Project          |
| 2. South Clinchfield                         | 17. Lebanon Water & Sewer Project                 |
| 3. Horton Ridge                              | 18. Chiggerville                                  |
| 4. Dante Comprehensive Community Development | 19. Carbo - Back Valley                           |
| 5. Lynn Springs                              | 20. Copper Ridge / Rt. 71                         |
| 6. Pine Creek                                | 22. Rosedale                                      |
| 7. Big A Mountain - Phase I                  | 23. Miller Creek                                  |
| 8. Belfast - Phase I                         | 24. Frank's Hollow/Robinson Ridge                 |
| 9. Castlewood                                | 25. Yates Estates/Highland Acres                  |
| 10. Red Oak Ridge                            | 26. Poor Farm Addition                            |
| 11. Mew - Buffalo                            | 27. Big A Mountain-Phase 2                        |
| 12. Clark's Valley                           | 28. Hansonville/Green Valley                      |
| 13. Drill                                    | 29. Back Valley / Big A Mountain Interconnection  |
| 14. Honaker Water System Improvements        | 30. Long Branch / Strouth Creek / Fuller Mountain |
| 15. Putnam Water & Sewer Project             |   |

-  Water Sources
-  EXISTING, UNDER CONSTRUCTION, OR NEAR CONSTRUCTION
-  PROPOSED

**M. Appalachian Agency for Senior Citizens**

The Appalachian Agency for Senior Citizens is one of twenty-five area agencies on aging designated by the Virginia Department for the Aging to carry out the departments mission to foster the dignity, independence and security of older Virginians by promoting partnerships with communities at the local level. The AASC plans, coordinates, and implements programs that encourage independence and quality of life.

The AASC was organized in 1975 as a joint exercise of powers agency to provide the services to seniors in the Cumberland Plateau Planning District funded by the federal legislation known as the “Older Americans Act.”

The AASC provides a full range of service to seniors in each of the four counties in the planning district including Russell County. The services being provided include transportation, inter-generational day care, nutrition, socialization and recreation, emergency home repair, fuel and energy assistance, medicare assistance, plus some programs that have received statewide and national recognition.

**N. Water Supply Services**

Water supply services in Russell County are Currently being provided thru two (2) public service authorities and three (3) towns. In addition, there are approximately twenty-eight (28) privately owned community type water systems in the county.

The Russell County Public Service Authority is the primary provider of water services by the Russell County Board of Supervisors. This authority previously known as the Swords Creek PSA is actively extending water lines throughout the county. See map for a representation of existing and future water facilities.

The RCPSA purchases water from the Tazewell County Public Service Authority (TCPSA). The storage capacity for the RCPSA is maintained in four (4) storage tanks with a total capacity of 400,000 gallons.

The Russell County Water and Sewage Authority provides water and sewage services in the Castlewood, Dante, and Gravel Lick areas in the Northwestern section of Russell County. Water supplies for this system come from abandoned mine portals, wells, and some purchases from the Town of St. Paul. The water for the system is chlorinated near the source and stored in seven tanks (800,000 gal.) in the area north of the Clinch River. There are two (2) tanks south of the Clinch River with a storage capacity of 633,000 gallons.

#### **Town of Honaker**

The Town of Honaker provides water services to the town and adjacent developed areas. The town withdraws water from four (4) wells with a design capacity of 286,000 gallons per day. The water is chlorinated prior to being stored for distribution from two (2) tanks with a total capacity of 450,000 gallons (150,000 + 300,000).

#### **Town of Cleveland**

The Town of Cleveland operates a water system that serves the town and adjoining areas. The town has a 100,00 gallon storage tank for distribution and design limit of 52,000 gallons per day. An additional well is available for emergency use only and subsequent to approval from the Virginia Department of Health.

#### **Town of Lebanon**

The Town of Lebanon has a raw water intake on Big Cedar Creek with the treatment plant immediately adjacent on State Route 658. The treatment plant is One (1) MGD conventional

treatment facility that includes sedimentation basins and filters. The town produces approximately 433,000 gallons per day which it stores for distribution in four (4) tanks with a combined total of approximately 1.5 million gallons.

The town has approximately 1,650 combined residential, commercial, industrial and institutional connections.

**O. Existing Wastewater Systems**

At the time present wastewater collection and treatment is provided to approximately seventeen (17) percent of the population of Russell County. Funding has been approved for sewerage to be provided in the community of Morefield near St. Paul in the northwestern end of the County. These services are being provided by five (5) different organizations. Four (4) towns (Lebanon, Honaker, St. Paul and Cleveland) and the Russell County Water and Sewer Authority.

The Town of Cleveland has a 100,000 gallon permitted sewage treatment plant and is treating 18,000 gallon per day. The treatment type is activated sludge with chlorination of the final effluent before discharge into the Clinch River just west of town.

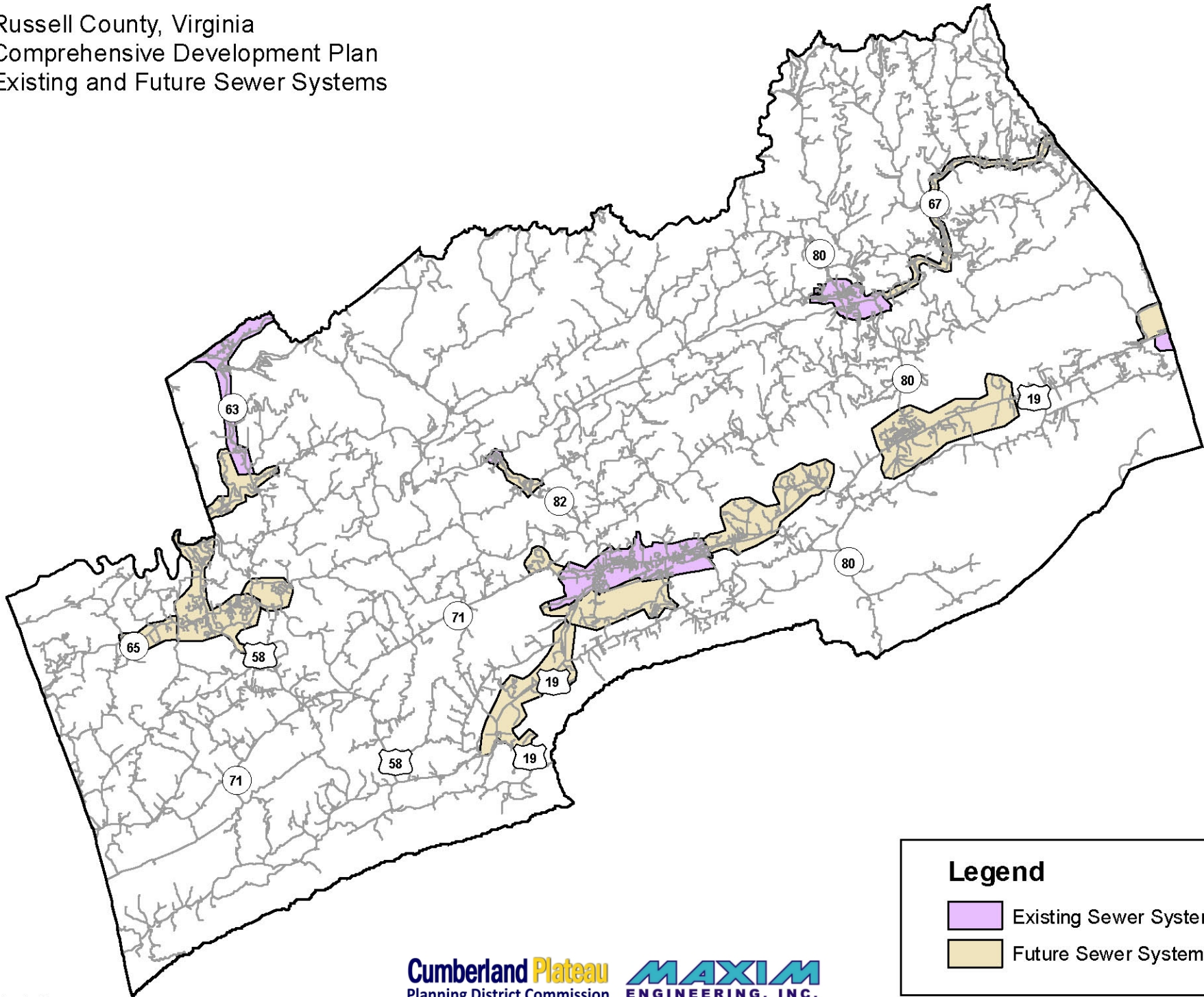
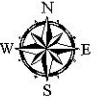
The Town of Lebanon has a one (1) million gallon per day activated sludge sewage treatment plant and is treating approximately 500,000 gallon per day with chlorination of the final effluent before discharge into Little Cedar Creek.

The Town of Honaker operates an activated sludge sewage treatment plant which is permitted for 400,000 gallon per day and is treating from 250,000 - 370,000 gallon per day. The final effluent is chlorinated before discharge into Lewis Creek south of the town limits. The system only has one (1) pump station which is located at the Honaker Elementary School.



The community of Dante has a 125,000 gallon per day sewage treatment plant. The treatment type is activated sludge with post aeration and ultraviolet treatment of the final effluent. The system is operated by the Russell County Water and Sewage Authority.

The Town of St. Paul operates a 400,000 gallon per day lagoon type sewage treatment plant which is aerated and disinfects the final effluent with ultraviolet light before discharge into the Clinch River. The average daily flow into this facility is 75,000 gallon per day.

Russell County, Virginia  
Comprehensive Development Plan  
Existing and Future Sewer Systems



**Legend**

-  Existing Sewer Systems
-  Future Sewer Systems

## **CHAPTER VI**

### **ECONOMY**

Of the many factors which determine the future of a community, none is more important than its economy. One widely accepted theoretical approach to understanding how a local economy works is economic base theory. This theory holds that the primary components of a local economy can be divided in one of two key sectors – basic and non-basic. Basic employment is defined as the employment in industries which sell most of their goods and services outside the area. Emphasis is always placed on the basic employment sector because it is the primary source of area growth.

For several decades, the coal mining industry has been the primary source of basic employment in Russell County and the Cumberland Plateau Planning District. An economy based on a single industry, such as coal, creates problems which are difficult to correct. Dependence on one basic industry makes the area highly susceptible to changes in that industry. Industries which sell most of their goods to outside areas depend on national or regional demand rather than local demand. While Russell County is not as highly dependent upon coal as some of the surrounding coal counties, it is still susceptible to the characteristic boom and bust cycle of the mining industry.

As a result of the boom and bust nature of the industry, diversification of Russell County's employment base has been and is the primary goal that most local organizations are cooperatively trying to achieve. In 1988, the county embarked upon a journey to transform itself from a rural resource based economy to a manufacturing and knowledge-based economy. Beginning in the late 1990's and early 2000's, dramatic success in recruiting manufacturing and



knowledge based companies to Russell County has helped to stabilize the economy and provide a platform for future economic growth.

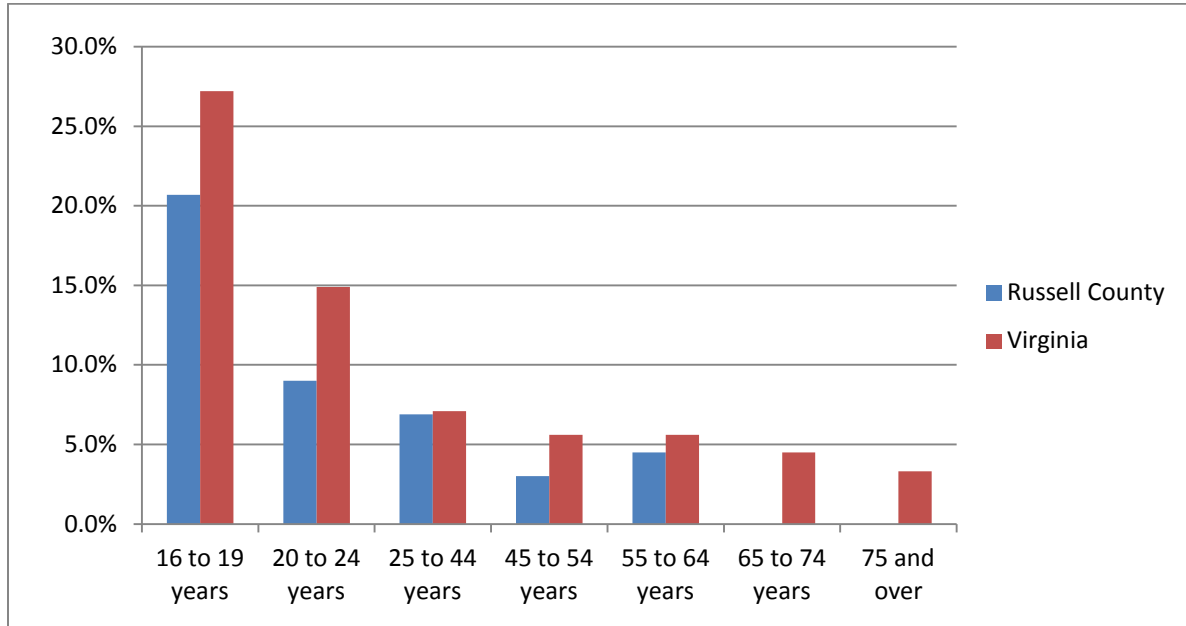
### **A. Unemployment Rates**

Unemployment has plagued Russell County over the past eleven (11) years, peaking at 10.8 percent in January of 2011. According to Table VI-1, Russell County's level of unemployment has been consistently higher than the State of Virginia average. High rates of unemployment create personal hardship and are also of public policy concern. The unemployment rates in Russell County usually reflect a downward slope Chart VI-1 because the rates are highest among the youngest of the labor force participants. High unemployment in Russell County is mainly due to the lack of economic stimulus to absorb those seeking employment.





Chart VI-I  
 Unemployment Rate  
 Russell County and Virginia  
 By Age Group  
 2010



If the County is to increase its employment rate, it will result from a continuation of the diversification of the economy, retention of existing industries, and recruitment of new industries.

Table VI-1  
 Unemployment Rates  
 Russell County, Virginia, and United States  
 By Year  
 2000-2010

	Russell County	Virginia	United States
2000	5.1%	2.3%	4.0%
2001	6.4%	3.2%	4.7%
2002	6.3%	4.2%	5.8%
2003	6.2%	4.1%	6.0%
2004	5.7%	3.7%	5.5%
2005	5.7%	3.5%	5.1%
2006	5.9%	3.0%	4.6%
2007	5.1%	3.0%	4.6%
2008	5.8%	4.0%	5.8%
2009	10.7%	6.8%	9.3%
2010	10.1%	6.8%	9.6%

Source: Virginia Employment Commission 2011



Table VI-2  
 Unemployment Rates  
 Russell County, Virginia, and United States  
 By Month  
 2010-2011

	Russell County	Virginia	United States
Dec-2010	9.1%	6.4%	9.1%
Jan-2011	10.8%	6.9%	9.8%
Feb-2011	10.1%	6.6%	9.5%
Mar-2011	9.2%	6.3%	9.2%
Apr-2011	8.4%	5.8%	8.7%
May-2011	8.6%	5.9%	8.7%
Jun-2011	9.3%	6.3%	9.3%
Jul-2011	9.3%	6.2%	9.3%
Aug-2011	9.5%	6.5%	9.1%
Sep-2011	8.9%	6.4%	8.8%
Oct-2011	8.2%	6.0%	8.5%
Nov-2011	7.7%	5.7%	8.2%
Dec-2011	8.0%	6.1%	8.3%

Source: Virginia Employment Commission 2012

**B. Labor Force Status**

From 1980 to 2010, Russell County’s labor force increased from 11,338 to 12,247, an increase of 8 percent. The number of men in the work force was lower in 2010 than it was in 1980 and the number of women was significantly higher.

Table VI-3  
 Labor Force  
 Russell County  
 By Gender and Status  
 1980 - 2010

	1980	1990	2000	2010
Persons 16+	23,429	22,508	24,782	23,808
In labor force	11,338	11,548	11,695	12,247
% in labor force	48.40%	51.30%	47.20%	51.40%
Males in labor force	7,642	6,988	6,394	6,666
% in labor force	66.14%	64.10%	51.00%	54.00%
Females in labor force	3,696	4,560	5,301	5,581
% in labor force	31.10%	39.30%	43.30%	45.90%
With children under 6	2,248	1,490	777	1,195
% in labor force	24.56%	45.40%	39.20%	62.90%

Source: US Census Bureau American Community Survey. 2010

Labor force participation rates indicate that Russell County has an above average number of people in the working age population who are neither employed nor actively seeking employment. A Labor Market Study prepared for the Virginia Coalfield Coalition in 1999 indicates that two of the reasons for a low labor force participation rate are early retirements and ill or disabled workers.

Since over one-quarter of the non-working individuals consider themselves to be disabled, this needs to be examined to determine if some of the disabled would reenter the labor force if good paying jobs were available or if there are types of work appropriate for them such as at-home assembly work or intro-level computer-based work.

**C. Per Capita Personal Income**

In 2000 the Per Capita Personal Income of Russell County was \$14,863. This PCPI ranked 94th in the state and was 62 percent of the state average of \$23,975. By 2009, Russell County had a per capita personal income (PCPI) of \$16,822. The PCPI ranked 96<sup>th</sup> in the state and was 54 percent of the state average. The 2000-2009 growth rate of PCPI was 13 percent. The growth rate for the state was 31 percent.

Table VI-4  
Median Income  
Russell County, CPPDC, and Virginia  
by Income Type  
2000-2009

Income Type	Russell County		CPPDC		Virginia	
	2000	2009	2000	2009	2000	2009
Median Household Income	26,834	32,597	25,132	30,446	46,667	60,674
Median Family Income	31,491	41,548	27,986	36,593	54,169	72,476
Per Capita Income	14,863	16,822	13,842	16,333	23,975	31,313

Source : U.S. Census Bureau (2000 data) Virginia is 2010 American Community Survey 1-Year Averages, 2007-2009 American Community Survey 3-Year Averages and Dickenson County is from 2005-2009 American Community Survey 5-Year Averages.

**D. Household Income**

In Russell County 9.2 percent of the households had incomes of less than \$10,000 and just over 31 percent of the households had incomes ranging from \$10,000 to \$24,999. According to Table VI-5 over 52.4 percent of the households in Russell County are below the average poverty income of \$44,500.



Table VI-5  
Household Income  
Russell County and CPPDC  
By Income Group  
2010

Income Group	Russell County Households	%	CPPDC Households	%
Less than \$10,000	1,100	9.2%	5,825	12.8%
\$10,000 to \$14,999	1,873	15.7%	4,845	10.6%
\$15,000 to \$24,999	1,906	16.0%	7,905	17.3%
\$25,000 to \$34,999	1,377	11.5%	5,912	13.0%
\$35,000 to \$49,999	2,226	18.6%	7,447	16.3%
\$50,000 to \$74,999	2,053	17.2%	7,403	16.2%
\$75,000 to \$99,999	655	5.5%	3,221	7.1%
\$100,000 to \$149,999	711	6.0%	2,318	5.1%
\$150,000 to \$199,999	0	0.0%	396	0.9%
\$200,000 or more	40	0.3%	297	0.7%
Total	11,941	100.0%	45,569	100.0%

Source for Russell County: 2007-2009 American Community Survey  
 Source for PDC: 2005-2009 American Community Survey for Dickenson County  
 and 2007-2009 American Community Survey for Russell, Buchanan and Tazewell Counties

## E. Average Weekly Wages

Another primary measure of income is average weekly wage. According to Virginia Employment data in Table VI-6, Russell County's wage rate in 2010 is well below the state average in all industry sectors except one (1). The highest paying jobs in the County are mining, wholesale trade, and construction. The lowest wage rates are in accommodation and food services, management of companies and enterprises, and retail trade.

Table VI-6  
Employment & Weekly Wages  
Russell County and Virginia  
by Industry Group  
2010

Industry	Average Weekly Wages: 3rd Quarter, 2010		Average Employment 3rd Quarter, 2010	
	Russell Wages	Virginia Wages	Russell Employment Numbers	Virginia Employment Numbers
Agriculture, Forestry, Fishing & Hunting	\$514	\$492	34	13,545
Mining	\$1,165	\$1,235	343	8,748
Utilities	***	\$1,370	***	***
Construction	\$798	\$900	618	198,005
Manufacturing	\$640	\$998	454	238,514
Wholesale Trade	\$803	\$1,276	94	110,632
Retail Trade	\$431	\$495	928	404,133
Transportation and Warehousing	\$615	\$885	170	120,608
Information	***	\$1,406	***	80,749
Finance and Insurance	\$711	\$1,263	260	121,153
Real Estate and Rental and Leasing	\$469	\$817	23	53,011
Professional and Technical Services	\$590	\$1,726	326	391,093
Management of Companies and Enterprises	\$396	\$1,707	49	73,579
Administrative and Waste Services	\$639	\$664	139	205,365
Educational Services	***	\$783	***	318,981
Health Care and Social Assistance	\$547	\$837	1,111	428,455
Arts, Entertainment, and Recreation	***	\$408	***	77,320
Accommodation and Food Services	\$237	\$321	489	303,760
Other Services, Ex. Public Admin	\$727	\$705	173	129,577
Public Administration	\$697	\$1,284	495	241,960

Source: Virginia Employment Commission 2010

**F. Poverty**

Another indicator of income distribution is poverty status of the population. In Russell County 14.40 percent of all families live below the poverty level. When families with female head of household are singled out, the rate is 36.10 percent living below the poverty level. As shown by the data in Table VI-7 the overall poverty rate in Russell County is a significantly higher rate than the rate in the Commonwealth as a whole.

Table VI-7  
Poverty Status  
Russell County and Virginia  
by Population Group  
2007-2009

Group	Russell County	Virginia
All Families	14.40%	7.30%
Families With Children Under 18	20.80%	11.40%
Families With Female Head of Household	36.10%	23.30%

Source: 2007-2009 American Community Survey





**G. Tax Base**

Real estate and personal property in Russell County represent the two major sources of income available to the county. These two indicators provide a good measure of the overall economic base and relative wealth of the county’s citizens. Tables VI-8 and VI-9 compare taxable personal property and the fair market value between 2001 and 2009. As can be seen taxable personal property value per capita in Russell County has grown at a much slower rate than the State of Virginia.

Table VI-8  
Taxable Personal Property  
Russell County and Virginia  
2001-2009

Value Category	Russell County		Russell	Virginia		Virginia
	2001	2009	% Change	2001	2009	% Change
Personal Property Value	255 M	338 M	32.73%	4,636 M	8,872 M	91.37%
Personal Property Value Per Capita	8,816.30	11,702.23	32.73%	160,426.21	307,007.87	91.37%

Source : Virginia Department of Taxation 2010

Table VI-9  
Real Estate Values  
Russell County  
Based on 100% Fair Market Value  
2001-2007

Value Category	Russell County		Russell
	2001	2007	% Change
Fair Market Value	744,742,900.00	970,206,178.00	23.00%
Fair Market Value Per Capita	25,772.33	33,574.63	30.27%

Source : Russell County Commissioner of Revenue, 2011

\* Real Estate appraisals for Russell County occur every 6 years, 2013 is the next reappraisal year



## **H. Employment By Industry**

Total employment in Russell County increased by 6 percent from 1990 to 2010. All of the growth was in the non-farm sector of the economy. The distribution of employment in 2010 shows that government (local, state and federal) is the largest employer, providing approximately 15 percent of the jobs in Russell County. Retail trade is in second place at 12 percent followed by agriculture with 9 percent.

Mining employment, while still an important segment of the economy, because of high wage rates, provides a limited number of jobs. However, mining employment did increase from 348 jobs in 1990 to 415 jobs in 2010, an increase of 4 percent. As shown in Table VI-10 most of the employment sectors will increase between 2010 and 2020.

The employment projections shown in Table VI-10 are tenuous at best. Like any other projection, it is difficult to predict with certainty the future employment prospects for the County. Future employment growth will depend on the overall economic climate and the initiatives that are undertaken to help create growth and attract new businesses.

Table VI-10  
Employment  
Russell County  
By  
Employment Sector  
1990 - 2020

	1990	2000	2005	2010	2015	2020
<b>TOTAL EMPLOYMENT</b>	10.02	12.152	11.673	10.593	11.332	12.331
FARM	1.431	1.361	1.04	0.905	0.886	0.906
NON-FARM	8.589	10.791	10.633	9.688	10.446	11.425
PRIVATE NON-FARM	7.143	8.935	9.181	8.115	8.713	9.457
FORESTRY, FISHING, RELATED ACTIVITIES and OTHER	0.038	0.088	0.078	0.074	0.072	0.075
MINING	0.348	0.365	0.434	0.415	0.416	0.424
UTILITIES	0.047	0.027	0.022	0.027	0.025	0.024
CONSTRUCTION	0.45	1.032	1.024	0.828	0.811	0.842
MANUFACTURING	1.342	1.903	1.435	0.495	0.495	0.53
WHOLESALE TRADE	0.297	0.253	0.211	0.205	0.233	0.262
RETAIL TRADE	1.107	1.246	1.332	1.299	1.438	1.57
TRANSPORTATION and WAREHOUSING	0.497	0.455	0.46	0.393	0.396	0.403
INFORMATION	0.081	0.11	0.565	0.416	0.397	0.415
FINANCE and INSURANCE	0.211	0.29	0.313	0.395	0.461	0.513
REAL ESTATE and RENTAL and LEASE	0.121	0.168	0.223	0.219	0.241	0.261
PROFESSIONAL and TECHNICAL SERVICES MANAGEMENT of COMPANIES and ENTERPRISES	0.267	0.34	0.309	0.49	0.618	0.724
ADMINISTRATIVE and WASTE SERVICES	0.17	0.192	0.071	0.049	0.054	0.06
EDUCATIONAL SERVICES	0.223	0.301	0.554	0.358	0.416	0.499
HEALTH CARE and SOCIAL ASSISTANCE	0.084	0.117	0.144	0.175	0.181	0.2
ARTS, ENTERTAINMENT, and RECREATION	0.529	0.599	0.644	0.89	1.019	1.146
ACCOMMODATION and FOOD SERVICES OTHER SERVICES, EXCEPT PUBLIC	0.174	0.202	0.168	0.179	0.159	0.165
<b>ADMINISTRATION</b>	0.525	0.584	0.577	0.574	0.613	0.647
TOTAL GOVERNMENT	0.632	0.663	0.617	0.634	0.668	0.697
FEDERAL CIVILIAN GOVERNMENT	1.446	1.856	1.452	1.573	1.733	1.968
FEDERAL MILITARY	0.061	0.081	0.067	0.065	0.063	0.061
STATE and LOCAL GOVERNMENT	0.15	0.109	0.098	0.094	0.092	0.093
	1.235	1.666	1.287	1.414	1.578	1.814

Source: Woods & Poole Economics 1999

## I. Agriculture

According to the 2010 census 905 people or 9 percent of the labor force was employment in agricultural production, a decrease from 1,361 in 2000 and 1,431 in 1990. Although the number of people employed in agriculture has declined since 1990, it is projected to remain relatively stable in the future. In 2007, 151,564 acres of land was devoted to farms from which \$20.7 million in farm products were sold. Table VI-11 provides comparative data from 1998 to 2007 census of Agriculture.

The average market value of products sold per farm increased by 31.43 percent between 1997 to 2007, an increase that far outpaced the inflation rate for the period. The number of farms declined from 1,203 in 1997 to 1,019 in 2007, however, the average farm size increased by 17.32 percent.



Table VI-11  
Agricultural Base Data  
Russell County  
1997 and 2007

Base Data	1997	2007	% Change
Total Land in Farms (Acres)	153,111	151,564	-1.01%
Number of Farms	1,203	1,019	-15.30%
Average Farm size (Acres)	127	149	17.32%
Total Market Value of Products Sold	18.6M	20.7M	11.30%
Average Per Farm	\$15,461.00	\$20,321.00	31.43%

Source: U.S. Department of Agriculture, Census of Agriculture 1997-2007

**J. Manufacturing**

Russell County’s manufacturing base has dramatically declined since the third quarter of 2003. Manufacturing employment peaked at 1,557 persons in 2003, declined to 509 in 2009, a decrease of 67.31 percent. Analysis of this sector of the economy suggest that manufacturing has served as the pivotal factor in the economic development of Russell County. According to a Labor Market Study prepared for the Virginia Coalfield Coalition approximately 10 percent of the workforce in Russell County possess skills that are essential to manufacturing. Therefore, the County’s Industrial Development Authority should concentrate on manufacturing industries that use these skill sets.

Table VI-12  
Manufacturing Jobs  
Russell County  
2003-2009

Job Category	3rd Qtr. 2003	3rd Qtr. 2006	3rd Qtr. 2009	Percent Change 2003-2009
Manufacturing	1,557	1,088	509	-67.31%

Source: Virginia Employment Commission 2010



## **K. Services**

Employment in the services sector as shown in Table VI-13 has been uneven. Growth in education and health services, leisure and hospitality, and other service have grown quite dramatically, while public administration and financial activities have shown substantial decline. The term “service industry” is widely misused, with many people stereo-typing the industry as a low-paying dead-end. A close look at the component business contained within the service sectors reveal higher paying types: healthcare, consulting, engineering and accounting. These businesses require specialized job skills and pay above average wages.

Table VI-13  
 Service and Manufacturing Employment  
 Russell County  
 BY Job Category  
 2003,2006,2009

Job Category	3rd Qtr. 2003	3rd Qtr. 2006	3rd Qtr. 2009	Percent Change 2003-2009
Manufacturing	1,537	1,088	509	-67.31%
Trade, Transportation and Utilities	1,464	1,429	1,356	-7.33%
Financial Activities	353	276	300	-15.04%
Professional and Business Services	479	381	467	-2.05%
Education and Health Services	1,418	1,542	1,708	20.45%
Leisure and Hospitality	361	437	475	31.58%
Other Services	121	112	169	36.67%
Public Administration	768	403	470	-38.80%
<b>Total</b>	<b>6,521</b>	<b>5,668</b>	<b>5,454</b>	<b>-19.00%</b>

Source: Virginia Employment Commission 2010

**L. Retail Trade**

A good indicator of the health of the local retail trade industry is the trend in taxable retail sales. Taxable retail sales data portray the size and volume of the retail industry and demonstrate how much revenue is being redistributed in the local economy through sales tax revenues. Taxable retail sales reflect the total taxable value of retail goods exchanged within a given area.

Table VI-14  
Taxable Sales  
Russell County and Virginia  
2005-2010

Sale Category	Russell			Virginia		
	2005	2010	% Change	2005	2010	% Change
Total Retail Sales	\$132,085,662	\$158,276,136	19.83%	\$77,290,441,767	\$86,420,963,843	11.81%
Total Retail Sales Per Capita	\$4,574	\$5,481	19.83%	\$9,660	\$10,801	11.81%

Source: Virginia Department of Taxation

As shown in Table VI-14, Russell County’s retail sales increased by 19.83 percent between 2005 and 2010, compared to a 11.81 percent increase for the state. The rate of change in total retail sales per capita was also 19.83 percent.

**M. Tourism**

While much of the economy in Russell County has declined in employment, the tourism sector has grown. Between 2005 and 2010 employment in tourism grew by 7 percent. Table VI-15 provides data on tourism expenditures, payroll, employment, state tax receipts and local tax receipts.

Russell County’s major tourist attractions include: the Clinch River (North America’s most bio-diverse river), the Pinnacles, Clinch Mountain Wildlife Management Area, the Channels, Transamerica Bike Trail, Heart of Appalachia Bike Trail, Old Courthouse, Clinch River Artisan Trail, The Crooked Road and Cleveland Barrens.



Russell County has embraced tourism as an important component of the local economy and as the county continues to support this initiative and develop new attractions, the economic impacts should increase significantly.

Table VI-15  
 Tourism  
 Russell County  
 Travel Impacts  
 2005-2010

Travel Impacts	2005	2010
Expenditures (\$ Millions)	8.39	10.77
Payroll (\$ Millions)	2.09	2.52
Employment (Thousands)	0.13	0.14
State Tax Receipts (\$ Millions)	0.45	0.56
Local Tax Receipts (\$ Millions)	0.14	0.17

Source: Virginia Tourism Corporation 2010  
 Travel Economic Impact Model, Travel Industry Association of America 2010



**N. Commuting Pattern**

Table VI-16  
 Commuting to  
 From Russell County  
 Top 10 Places  
 2000

Jurisdiction	Number Workers
Washington Co, VA	1,067
Tazewell Co., VA	854
Wise Co., VA	590
Bristol, VA	396
Buchanan Co., VA	376
Sullivan Co., TN	291
Norton, VA	161
Dickenson Co., VA	96
Scott Co., VA	89
Mercer Co., WV	51
<b>Total</b>	<b>3,986</b>

Source: Virginia Employment Commission , 2010



Table VI-17  
 Commuting From  
 To Russell County  
 Top 10 Places  
 2000

Jurisdiction	Number Workers
Tazewell Co., VA	563
Washington Co., VA	482
Wise Co., VA	387
Buchanan Co., VA	352
Dickenson Co., VA	227
Scott Co., VA	93
Sullivan Co., TN	49
Smyth Co., VA	41
Bristol, VA	17
Bedford, Co., VA	12
<b>Total</b>	<b>2,223</b>

Source: Virginia Employment Commission 2010

Tables VI-16 and VI-17 depict the number of workers commuting to or from Russell County to their places of employment according to data available in 2000. Based on this information, approximately 50% of people employed in 2000 worked outside their county of residence. In 2010 the data available thru the American Community survey indicates approximately 48.2% of workers worked outside their county of residence. This small reduction probably reflects the reduction of job opportunities in the county and surrounding areas as a result of the Great Recession which started in 2008.

#### **O. Concluding Remarks**

The economic analysis as set forth in this section of the Comprehensive Plan is only a first step toward the alleviation of economic distress in the area. As demonstrated in the economic section of the report, the county is suffering from severe economic distress that demands the implementation of a flexible proactive strategy. Major declines in the County's dominant industries have resulted in high unemployment rates and have seriously affected the area economy.

In spite of its problems, however, Russell county possesses potential for economic growth. The County has many of the institutions in place (educational, health care, transportation, telecommunication) that are necessary to plan and successfully stimulate economic growth.

Because of this potential, it is hoped that the County's economy will make rapid and substantial progress. That process must be structured so that the lead agency, the Russell County Industrial Development Authority, is fully supported by all local private and public sector groups

engaged in economic development activities. If all of these groups work aggressively and cooperatively on improving the County's economy, good things should happen, in the near future, most certainly in the long term.



## **CHAPTER VII**

### **EXISTING LAND USE**

The existing use of land in Russell County is important to analyze in order to determine if problems are being created which will have a negative impact on the ability of the County to provide adequate services to the residents in the future. The current comprehensive plan doesn't have a quantified land-use analysis. The Cumberland Plateau Planning District Commission did an analysis in 1975 which is included for information. The land use information from the agricultural census (1940-2002) is also reported as information. The methodologies used in 1975 and in 2009 to quantify the uses of land are significantly different and to extrapolate any major conclusions from the comparison would not be fair to either study.

The 1975 land-use analysis was the first of its kind for Russell County. It was not a stand alone study, but part of a regional comprehensive plan that was used to form the basic building block for other regional studies. Those regional studies conducted in the 70's have led to funding for Water and Sewer improvements, Solid Waste collection and disposal, Housing improvements, Public Safety improvements, Mental and Physical Health improvements and to the creation of job opportunities via a diversified job market.

The 2009 study was initiated in January 2009 by the Russell County Planning Commission subsequent to the procurement of a consultant in the fall of 2008. The consultant contracted with the Cumberland Plateau Planning District Commission to assist with the Land Use Analysis. The information produced from that collaboration has been digitized and will be available in an electronic format for as long as it is needed by the County or its agencies to assist in the daily decision making for the future development of the County.

**A. Methodology**

The data for this land-use analysis was obtained by conducting a windshield survey of the structures in Russell County intended for human habitation. The purpose of the survey was to verify the use of the structure (Residential, Manufactured Home, Multifamily, Commercial,

**Table VII - 1  
EXISTING LAND-USE  
RUSSELL COUNTY, VIRGINIA  
BY  
LAND-USE CATEGORY  
BY ACRE  
2009**

<b>CATEGORIES</b>	<b>ACREAGE</b>	<b>% TOTAL AREA</b>
<b>Residential</b>	<b>15,411</b>	<b>5.01</b>
<b>Manufactured Home Parks</b>	<b>336</b>	<b>.11</b>
<b>Commercial</b>	<b>821</b>	<b>.27</b>
<b>Industrial</b>	<b>4,124</b>	<b>1.35</b>
<b>Agricultural</b>	<b>97,286</b>	<b>31.87</b>
<b>Forested Lands</b>	<b>170,104</b>	<b>55.72</b>
<b>Public/Semi-Public</b>	<b>9,574</b>	<b>3.14</b>
<b>Other: Waterways; Public Streets and Roads</b>	<b>7,624</b>	<b>2.50</b>
<b>TOTAL</b>	<b>305,280</b>	<b>100.00</b>

Source: Cumberland Plateau Planning District Commission & Maxim Engineering, Inc. 2009

Industrial, Public/Semi Public, etc.) and to determine the condition of the structure. The analysis also involved determining how much land was being devoted to a particular use. For example, some residential structures are sited on a parcel an acre in size. In that case an acre was allocated as the

amount of land being used for a residential purpose. In other instances a residential structure may be sited on a 200 acre farm in which case ½ acre was approximated as the amount being used for residential purposes. Because the property data (boundary lines) was available as the survey was being conducted, the same rationale was utilized to establish land being used for commercial, and public/semi-public uses.

The use of land for industrial purposes presented a challenge during the survey because of the acreage being utilized for mining as well as for natural gas wells. The acreage presented in table VII - 1 for industrial use is the acreage in the established industrial parks used for industrial purposes (some acreage in the industrial parks is used for commercial purposes). Also included is acreage from individual sites in the county being used for industrial purposes. The portion of property where intensive mining is occurring is the acreage quantified as industrial. Approximately ½ acre was allotted for each gas well on property which had an active gas well lease. The remainder of the property which was under ownership for aggregate mining, coal mining or gas wells was classified as agriculture (pasture land/or forest if wooded).

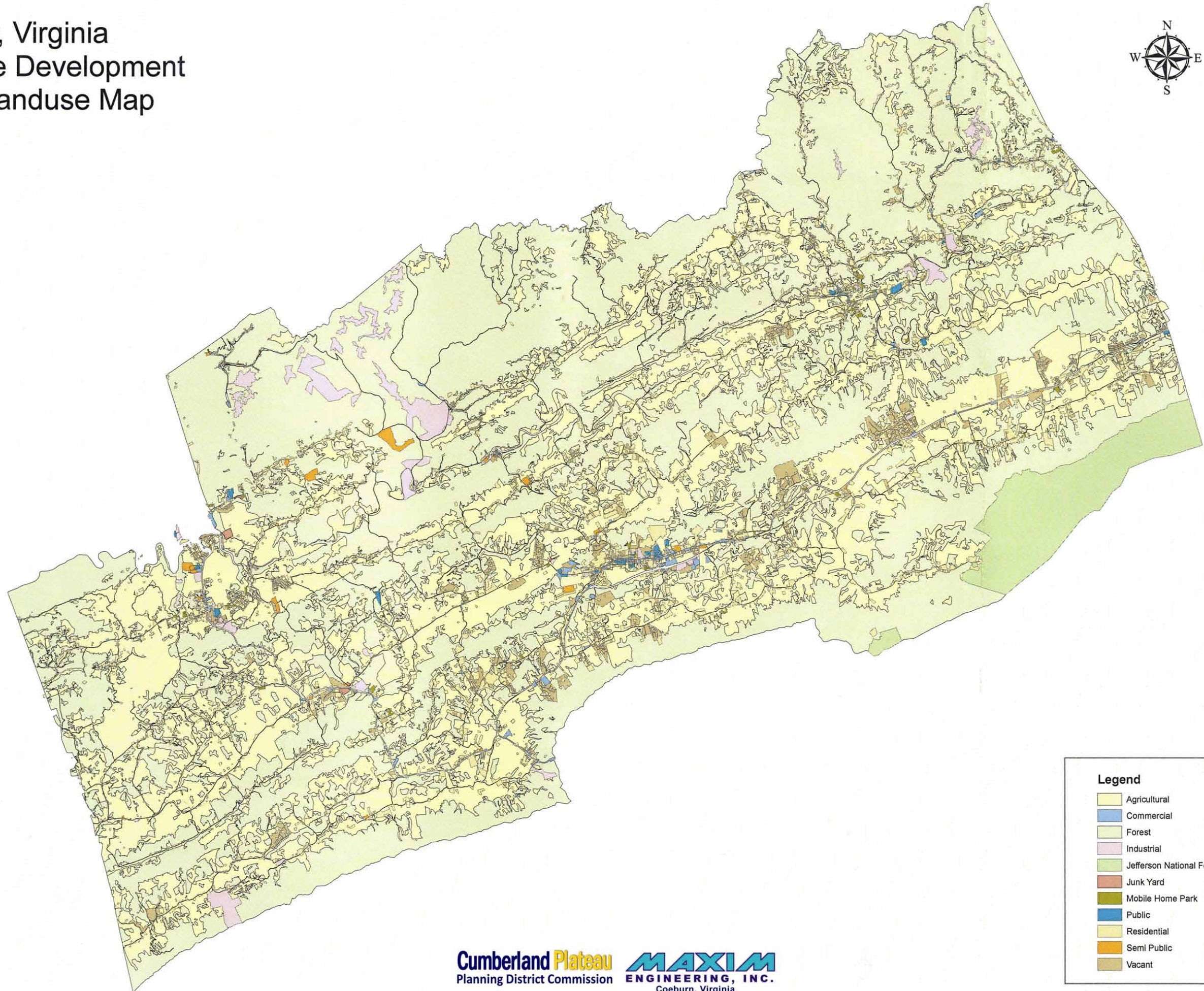
Junk yards being operated as a commercial venture were not classified as commercial but the acreage identified in junk yards were places with inoperable vehicles (cars, trucks, tractors, machinery, mobile homes and miscellaneous).



VII - 3



# Russell County, Virginia Comprehensive Development Plan Existing Landuse Map



1 inch = 3 miles

### Legend

- Agricultural
- Commercial
- Forest
- Industrial
- Jefferson National Forest
- Junk Yard
- Mobile Home Park
- Public
- Residential
- Semi Public
- Vacant



**Table VII - 2  
EXISTING LAND-USE  
RUSSELL COUNTY, VIRGINIA  
BY  
ACRE  
1975**

CATEGORIES	ACRES	% OF TOTAL
<b>Residential</b>	<b>4,000</b>	<b>1.30</b>
<b>Commercial</b>	<b>150</b>	<b>.05</b>
<b>Industrial</b>	<b>320</b>	<b>.10</b>
<b>Public/Semi-Public</b>	<b>6,200</b>	<b>2.00</b>
<b>Incorporated Areas (Towns)</b>	<b>2,320</b>	<b>.80</b>
<b>Agricultural &amp; Forestry</b>	<b>296,130 (292,189)*</b>	<b>95.7</b>
<b>TOTAL</b>	<b>309,120 (305,280)*</b>	<b>100%</b>

Source: Cumberland Plateau Planning District Commission 1975

\*Corrected to comply with the 2000 U.S. Census

It is important to understand that the information presented in this plan is summary data. The detail that is available to the planning commission and the Board of Supervisors contains the condition of the structures at the time of the survey. For example the commercial acreage contains 20 acres of deteriorated structures, 8 acres with dilapidated structures and 32 acres with vacant structures.

The residential classification contains 2,250 acres of deteriorated structures, 269 acres with dilapidated structures, 58 acres with multifamily structures and over 4,000 acres that have been platted for residential development but are vacant.

**Table VII - 3  
 AGRICULTURAL LAND USE  
 RUSSELL COUNTY, VA  
 BY  
 NUMBER, FARM, ACREAGE AND CATEGORY  
 1940-2002**

<b>YEAR</b>	<b># FARMS</b>	<b>ACREAGE</b>	<b>CROPLAND</b>	<b>WOODLAND</b>
1940	2,840	257,001	114,542	N/A
1945	2,712	285,356	204,544	61,731
1950	2,734	267,618	187,056	72,669
1954	2,355	254,234	178,494	69,521
1959	1,722	236,854	164,404	66,687
1964	1,750	199,735	107,026	N/A
1969	1,427	193,175	114,366	45,325
1974	1,228	179,289	108,740	N/A
1978	1,177	178,307	120,774	49,793
1982	1,283	184,321	124,450	50,607
1987	1,134	167,959	113,707	48,543
1992	1,103	160,973	105,526	50,437
1997	1,203	162,746	112,334	45,768
2002	1,128	168,903	124,025	41,615

Source: Russell County-2002 U.S. Census of Agriculture; Virginia Agricultural Statistics Service 2004

The category called other contains the acreage that has been identified by the census as waterways (1,280 acres). The category also contains the acreage in the rights-of-way for state maintained roads and streets.

**B. Agricultural Land-Use**

The census of agriculture from 1940 to 2002 is included in this analysis of land-use in

Russell County to determine if the County has an existing or future need to enact programs to enhance this very important segment of the Russell County economy.

The reader is cautioned to not draw any but the most general of conclusions from this data. The Department of Agriculture over the years has changed its methodology for collecting data several times. Most likely the changes in the amount and types of data collected during the (5 yr.) Agricultural Census have been related to the needs of the U.S. Department of Agriculture and not the needs of the general population.

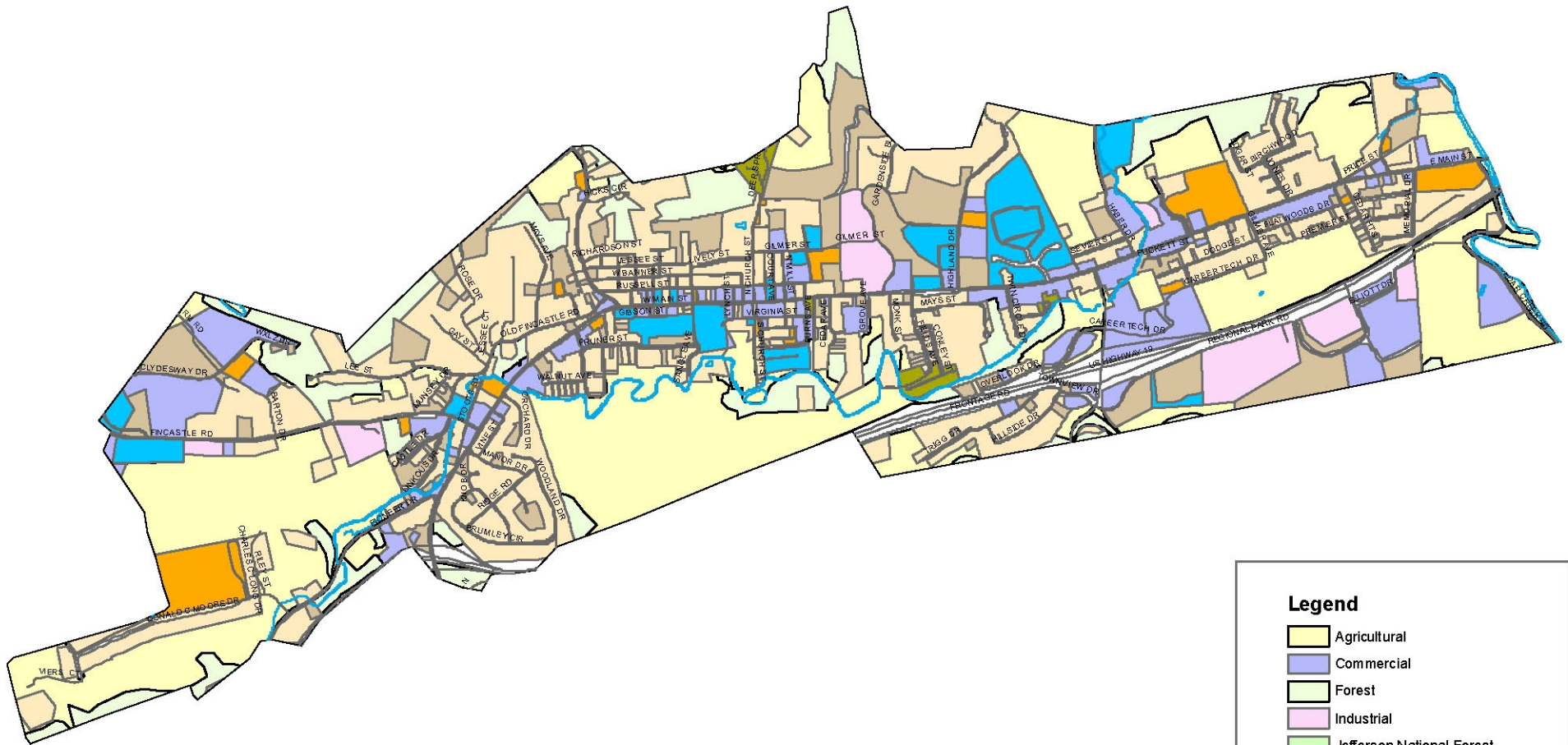
The most obvious change noted in the analysis of the data is that the number of farms has significantly decreased and the total amount of acreage in farms has decreased approximately 34 percent.

**Table VII - 4  
EXISTING LAND-USE  
TOWN OF LEBANON, VIRGINIA  
BY ACRE, BY CATEGORY  
2009**

<b>CATEGORY</b>	<b>ACRES</b>	<b>%</b>
<b>Agriculture</b>	<b>796</b>	<b>30.00</b>
<b>Commercial</b>	<b>263</b>	<b>9.70</b>
<b>Forest</b>	<b>247</b>	<b>9.26</b>
<b>Industrial</b>	<b>88</b>	<b>3.30</b>
<b>Mobile Home Parks</b>	<b>17</b>	<b>.64</b>
<b>Public/Semi Public</b>	<b>203</b>	<b>7.61</b>
<b>Residential</b>	<b>776</b>	<b>29.10</b>
<b>Vacant</b>	<b>277</b>	<b>10.39</b>
<b>Total</b>	<b>2,667</b>	<b>100</b>

Source: Cumberland Plateau Planning District Commission; Maxim Engineering, Inc. 2009

# Russell County, Virginia Comprehensive Development Plan Town of Lebanon - Existing Landuse Map



### Legend

- Agricultural
- Commercial
- Forest
- Industrial
- Jefferson National Forest
- Junk Yard
- Mobile Home Park
- Public
- Residential
- Semi Public
- Vacant

1 inch = 2,600 feet

**Table VII -5  
EXISTING LAND-USE  
TOWN OF HONAKER, VIRGINIA  
BY ACRE, BY CATEGORY  
2009**

<b>CATEGORY</b>	<b>ACRES</b>	<b>%</b>
<b>Agriculture</b>	<b>360</b>	<b>35.60</b>
<b>Commercial</b>	<b>40</b>	<b>3.96</b>
<b>Forest</b>	<b>206</b>	<b>20.38</b>
<b>Industrial</b>	<b>7</b>	<b>.69</b>
<b>Junkyards</b>	<b>2</b>	<b>.20</b>
<b>Mobile Home Parks</b>	<b>42</b>	<b>4.2</b>
<b>Public/Semi Public</b>	<b>23</b>	<b>2.27</b>
<b>Residential</b>	<b>283</b>	<b>27.99</b>
<b>Vacant</b>	<b>48</b>	<b>4.74</b>
<b>Total</b>	<b>1,011</b>	<b>100</b>

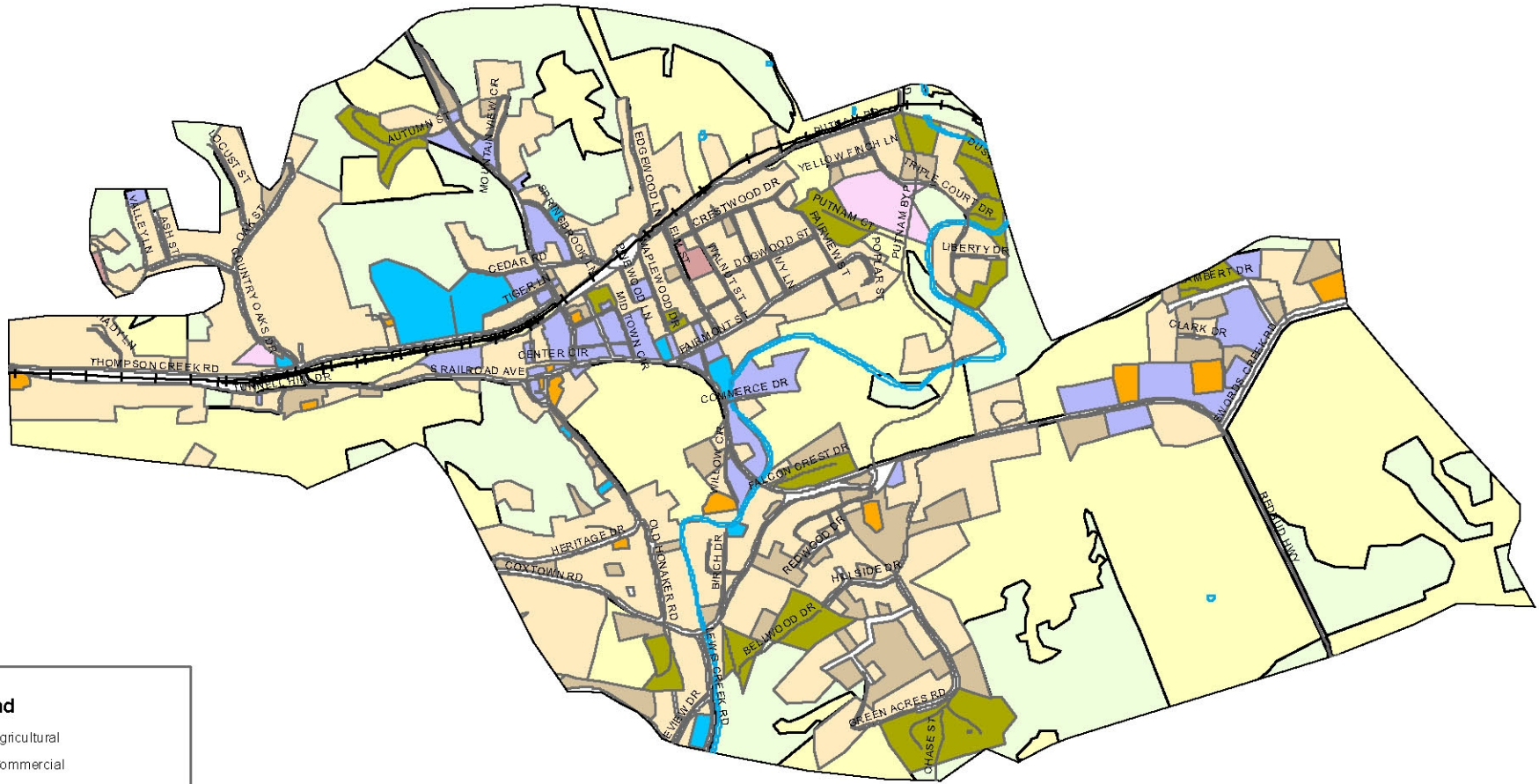
Source: Cumberland Plateau Planning District Commission; Maxim Engineering, Inc. 2009

**Table VII - 6  
EXISTING LAND-USE  
TOWN OF CLEVELAND, VIRGINIA  
BY ACRE, BY CATEGORY  
2009**










<b>CLASSIFICATION</b>	<b>ACRES</b>	<b>%</b>
<b>Commercial</b>	<b>2</b>	<b>3.13</b>
<b>Forest</b>	<b>11</b>	<b>17.19</b>
<b>Public/Semi Public</b>	<b>3</b>	<b>4.69</b>
<b>Residential</b>	<b>31</b>	<b>48.44</b>
<b>Vacant</b>	<b>17</b>	<b>26.56</b>
<b>Total</b>	<b>64</b>	<b>100</b>

Source: Cumberland Plateau Planning District Commission; Maxim Engineering, Inc. 2009

# Russell County, Virginia Comprehensive Development Plan Town of Honaker - Existing Landuse Map

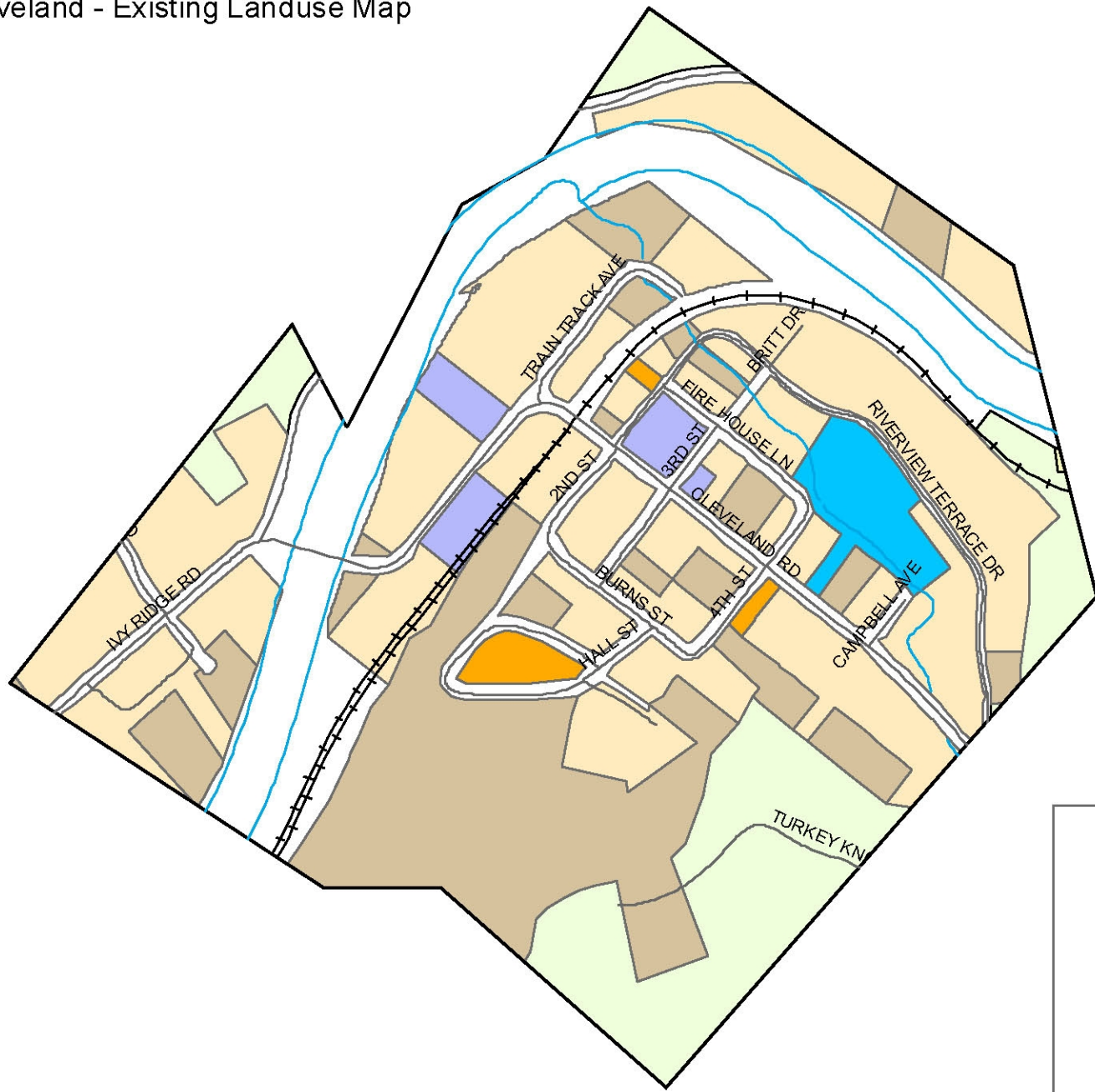


**Legend**

	Agricultural
	Commercial
	Forest
	Industrial
	Jefferson National Forest
	Junk Yard
	Mobile Home Park
	Public
	Residential
	Semi Public
	Vacant



Russell County, Virginia Development Comprehensive Plan  
 Town of Cleveland - Existing Landuse Map



Legend	
	Agricultural
	Commercial
	Forest
	Industrial
	Jefferson National Forest
	Junk Yard
	Mobile Home Park
	Public
	Residential
	Semi Public
	Vacant

1 inch = 400 feet



### **C. Timberland**

You will see that the planning commission has separated forest land from agricultural in the land-use table. This represents the largest single use of land in Russell County (56 percent). The 170,000 acres of timberland has been very important to the past development of the county and there is ample evidence of its importance to the county's future development. Even though the forest has changed because of insect, disease, fire, and harvesting, it continues to be very important to the county's economy.

Based on Virginia Division of Forest Data in 2007 \$1.5 million was paid to Russell County landowners for timber sold. The VDF has other publications that describe how much value is added (14 to 44 times) from the processing of our forest products.

The forest land in the county has importance beyond its economic impact. It has ecological and social importance as well.

Ecologically, woodlands help maintain good water quality, because they filter and trap sediments. They absorb pollutants from runoff overland and from subsurface flows. The forest land in the Clinch River drainage basin acts as a buffer for the river and its tributaries by preventing excess nutrients like nitrogen and phosphorous, from entering and polluting the waterway.

The woodland in the Clinch River drainage also provide's food, shelter, nesting, and bedding for an ecosystem that has been reported as ranking #1 in the world by the Nature Conservancy.

#### **D. Land Management Strategies**

Russell County currently has four (4) land management strategies in effect. The County Subdivision Ordinance, the County Sign Ordinance, the County Special Assessment Ordinance, and the County Floodplain Ordinance.

The County Subdivision Ordinance addresses the platting of lots, the extension of water and sewer services, the layout and building of public streets. The planning commission recommended and the Board of Supervisors adopted changes to the ordinance in 2005 to make the ordinance consistent with the requirements instituted by the Virginia Department of Transportation relative to the minimum design standards for street acceptance for state maintenance.

The County adopted a Special Assessment ordinance in 1979. This ordinance allows the county to assess taxes on Agricultural, Horticultural, and Forest land based on its use value as opposed to its fair market value. This strategy is intended to reduce the pressure on the owner of farmland to divide and sell their land at its fair market value. It is a farmland preservation strategy that has a rollback provision (to repay the taxes forgiven) for those in the program who decide to change the use of the land in question.

The County adopted a sign ordinance in 2001 to control the placement and size of signs to more effectively present an aesthetically pleasing landscape to the traveling public.

In order to qualify county citizens that want to participate in the National Flood insurance program, the County had to adopt a flood plain ordinance. The ordinance (adopted in 1980) controls the development of land in the flood prone areas of the county. It serves four (4) main purposes; to regulate uses, activities and development which could cause and increase the frequency and intensity

of flooding; restrict or prohibit certain uses, activities, and development in flood prone areas; require flood prone areas to be given some protection; and to protect the public from buying land and/or structures in lands deemed to be unsuitable for certain types of development.

#### **E. Physical Constraints to Development**

The survey of the existing uses of land in the county shows that the more intensive uses of land is occurring around the Towns of Lebanon, Honaker, and Cleveland. The trend for intensive uses includes the communities of Castlewood, Rosedale, Belfast and Swords Creek. The communities of Dante, Carbo and Finney appear to be transitioning towards lowering their density as the growth in other sections of the county intensifies.

The infrastructure improvements that have been constructed recently and those that have been approved for construction could easily alter this trend over the next ten (10) years.

#### **Slope Constraints**

More than 50% of the land in Russell County has a slope (20 feet of rise in elevation for each 100 feet of horizontal distance) of 20 percent or greater. See Map 1. A slope of 20 percent does not preclude development but it adds special problems which should be addressed before the County approves any subdivision of land for residential development in those areas: The cost of services (streets, water, sewer, electric, telephone, storm drainage, etc.) are higher; the use of septic tanks with drain fields are very dependent upon good soils; the cost of the standard municipal sewage systems is prohibiting; erosion and sediment control during and after construction is more costly; storm drainage management, which has not been regulated in the past but will be required in the future is costly; the cost of improving collector roads to handle traffic generated by development is another hidden cost that may be passed to local governments in the future; and finally the Virginia

Department of Transportation will not accept for maintenance roads and streets with greater than a 10 percent grade.

### **Watershed and Surface Water Constraints**

The boundaries of watersheds or drainage basins are an important component of decision making when approving or rejecting development plans. Gravity flow is the cheapest way to transport water or sewage. Once a watershed is crossed it becomes necessary to provide treatment within that watershed or to pump the effluent to the watershed with the treatment facilities. The third alternative is to dig a trench deep enough for gravity flow to occur. Either of these alternatives are costly and the third has the added dimension of safety.

When it is clear that municipal sewage will not be provided in a watershed, densities of development should be kept low enough for septic systems to be safely used for the long term.

### **Flood Plain Constraints**

Flooding poses a constraint to development to a small portion of the land in the County.

The Virginia Uniform Statewide Building Code restricts the building of structures for residential use within the 100 year flood plain. However, this does not prevent non-intensive uses such as parking, recreation, and agriculture or the construction of structures not intended for human habitation. The planning commission should be cognizant of what is downstream from a proposed development and require the developer to prepare a stormwater management plan.

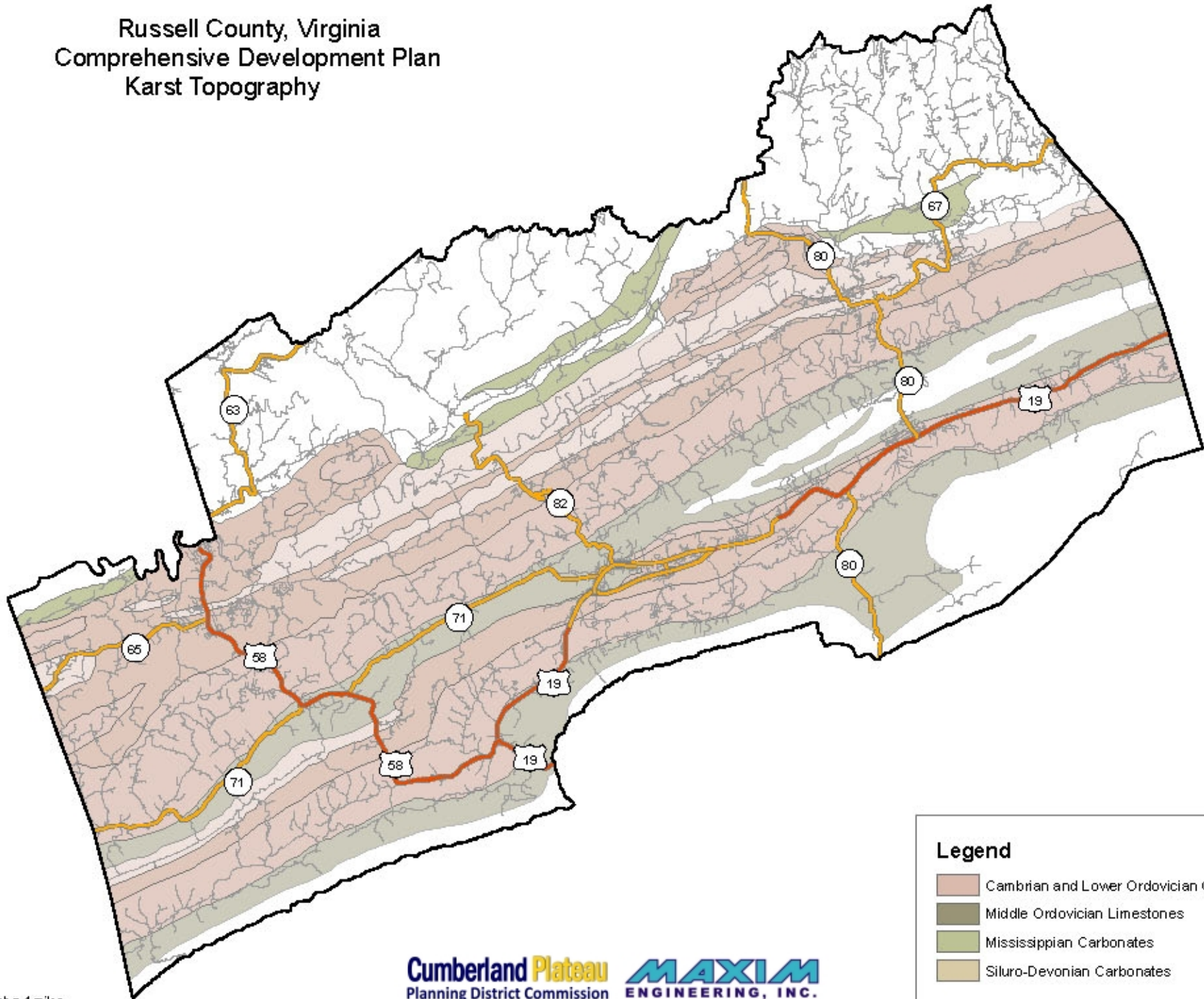
## **Karst Topography**

The predominant feature of Karst landscapes is the absence of surface water flow. The rainfall and any surface water drainage observed disappears into a subsurface drainage system. The other features of Karst landscapes are the presence of sinkholes and caves. One of the bedrock formations in Karst areas is limestone which is very soluble and underlies much of the Valley portion of Russell County (see map on page VII - 17).

A poor understanding of Karst terrain has led to land-use practices that pose significant economic and environmental impacts to households and communities (Castlewood). Sinkholes form and sinkholes collapse which causes damage to any structure on or nearby when it happens. In addition, a sinkhole is an entry point for surface water to enter an underground aquifer. Since this is usually unfiltered surface water, the likelihood for pollution is extremely high and a concern.

Development in a Karst area should not be encouraged.

Russell County, Virginia  
Comprehensive Development Plan  
Karst Topography



**Legend**

- Cambrian and Lower Ordovician Carbonates
- Middle Ordovician Limestones
- Mississippian Carbonates
- Siluro-Devonian Carbonates

1 inch = 4 miles

## **F. Natural Resource Constraints**

### **Coal Mining**

A significant amount of land in Russell County is constrained from future development because of being in the vicinity of coal mining operations. The majority of the land north of the Clinch River is permitted for the mining of coal and/or natural gas development.

If a rail line is not available on the mine site the mined coal must be hauled to a transfer point for transportation out of the County. The coal haul roads are equivalent to Industrial Access roads and the traffic on them does not mix well with traffic from Commercial or residential developments that have direct access to the coal haul road.

### **Natural Gas Development**

The major constraint on development presented by the development of natural gas is having roads with the capability to handle the heavy equipment necessary to drill, establish and service gas wells.

### **Aggregate Mining**

The area south of the Clinch River is an area that is underlain with geological formations containing limestone which is being mined at five different locations in the County. The biggest constraints to development presented by the mining of limestone is dust, noise, and heavy trucks. With the exception of the facility located in the northeast section of the County all the product produced at these mines is moved to market by truck.

All of the operations except two have enough land to buffer themselves from encroachment by incompatible land-uses. All except one are located with access to a major collector road capable of handling the heavy truck traffic generated by this activity.

## **Timber Harvesting**

With slightly more than 170,000 acres of the land in Russell County being forested, it is a primary concern from an economic, social, and ecological perspective as to what happens to that resource. Given the diverse range of flora and fauna in the Clinch River drainage basin the management of this resource demands strict attention in that basin.

While not as sensitive from an ecological point of view best management practices in the harvesting of timber in the remainder of the County should be acceptable.



## **CHAPTER VIII**

### **GOALS AND OBJECTIVES**

#### **A. Goals**

In the previous chapter the Russell County Planning Commission inventoried and familiarized themselves with the economic, physical, and social elements of Russell County. In so doing, the Commission became familiar with the locational features in the County which contribute to its potential for growth and development. The Commission was also enabled to identify the barriers to growth, natural and manmade, which hinder the county from being able to achieve all that it desires for its citizens.

The Commission discovered that others in the past have engaged in a process of “visioning” in order to provide citizen advice to county leaders. The conclusions from those efforts are included in this plan as advice and guidance for future use by the county.

#### **Russell County Development Group**

In 2007 a group called the Russell County Development Group, LLC was formed and tasked to prepare an Action Plan primarily to prepare Russell County for the economic, physical, and social impacts from two High-Technology firms (CGI & Northrup Grumman) locating in the Town of Lebanon.

The Group prepared a document called the Regional Preparedness Action Plan. The plan covers twenty-two (22) subject matters which are prioritized into 5 groupings.

Tier 1 Priority-Taking Immediate Actionable Steps-Subjects related directly to the implementation of the overall Plan and subjects that have the necessary resources most readily available in order to implement individually:

- Subject No.1: Process (for implementing the Plan)
- Subject No.2: Geographic and Political Boundaries (mapping & data)
- Subject No. 3: Census Statistics (data)
- Subject No. 5: Economic Impact Analysis (to assist the planning process)

Tier 2 Priority-Accommodating Urgent Growth Needs-Subjects related to urgent physical shortages but need additional resources and/or longer-term planning and approvals.

- Subject No. 4: Citizen Participation (preparing for growth and change)
- Subject No. 8: Land Use (effectively accommodating growth patterns)
- Subject No. 12: Market Rate Housing (one new job=one new household)
- Subject No. 13: Child Care (providing choices)
- Subject No. 20: Wellness, Fitness, & Recreation (amenities for well-being)

Tier 3 Priority-Facilitating Growth-Subjects related to on-going initiatives and improvements to continue meeting growth needs and sustainability.

- Subject No. 6: Information & Communications Technology (continuing the momentum)
- Subject No. 10: Main Street Initiatives (New Ruralism)
- Subject No 14: Hotels & Lodging (space for travelers)
- Subject No. 15: Health Care (increasing & improving levels of service and accessibility)

Tier 4 Priority-Continuing to Meet Needs -Subjects related to more in-depth strategies and heavily dependent upon prior Tier Groups.

- Subject No. 17: Infrastructure (heavily reliant upon comprehensive planning)

Subject No. 18: Education (heavily reliant upon housing, planning, statistics)

Subject No. 19: Food & Beverage Establishments (heavily reliant upon Economic Impact Analysis)

Tier 5 Priority-Transitioning to the 2027 Plan -Subjects related to long-term planning as the economic, social, and physical environments change.

Subject No. 7: Finance & Enticements (identifying the funding sources)

Subject No. 9: Social Issues (old kids + new kids = us kids)

Subject No. 11: Transportation Issues (thoughtful planning)

Subject No. 16: Entertainment & Leisure (things to do, places to see)

Subject No. 21: New Business Development (recruitment & Economic Gardening)

Subject No. 22: Branding (telling the story)

### **Russell County Library Board**

The Russell County Library has sponsored a visioning process for several years to obtain information to be included in the Library Boards Strategic Plan for current and future programs. The following Goals and Objectives are from that Plan:

### **Community Vision 2008**

1. Seniors will have stimulating activities.
2. Seniors will have appropriate housing, transportation, recreation, and health care.
3. Low income families will have access to diverse activities at low/no cost.
4. Low motivated students have alternatives to ensure they complete school. (All students are motivated to learn.)
5. Preschool children will have diverse and stimulating activities.

6. Children will have adequate care available-preschool/after-school/summer [childcare!]
7. Children and teens will have opportunities for and access to the arts, culture, and our heritage.
8. Children will be exposed to literature through programs like the Imagination Library.
9. All adults will have a variety of job opportunities (support for manufacturing, agriculture and mining.)
10. All adults will have access to higher education.
11. All citizens will have fitness and recreation opportunities.
12. All citizens will appreciate our natural beauty by recycling, litter control, clean air and water.
13. All citizens will have multicultural activities to expand diversity.
14. All citizens will have outlets like restaurant/theaters/bowling alley for activity and socialization.
15. All will have access to technology infrastructure.

### **The Russell County Planning Commission**

The Planning Commission developed the following goals and objectives, as a guide for the specific actions and strategies for the development of Russell County that will be discussed in the next chapter of this Comprehensive Development Plan.

16. Provide a suitable living environment for the current and future residents of Russell County.
17. Encourage the wise use of the natural resources located in the County.
18. Encourage the wise use of agricultural lands for their local economic impact, attractive landscape, and place in the county's heritage.

19. Encourage the development of decent, safe, and sanitary housing that will meet current and future demand.
20. Encourage the availability of housing to meet Russell County incomes, demographic attributes and ages.
21. Provide for orderly development consistent with good land-use practices.
22. Encourage the general quality of life consistent with a diverse economic base with opportunities for all residents.
23. Promote development that will recognize the beauty of the County's natural areas and sustain a balance between man-made and natural ecology.

**B. Objectives**

The objectives of the Russell County Comprehensive Development Plan are presented by subject category. Objectives are designed to be attainable. Their attainment will relate to the fulfillment of a stated general goal. The objectives listed below are not necessarily presented in the order of their importance.

**Agricultural and Natural Resource Objectives**

Agriculture and coal have historically been the dominant factors determining settlement patterns of the county. These resources still play an important role in the economic and social activity in the county. Their impact is of lesser importance now than in the past. However, the importance of Russell County's natural resources, agriculture, coal, timber, gas, water, wildlife, limestone, and landscape cannot be overstated.

It is necessary to understand that the development of Natural Resources have been important to the history of Russell County and they will be just as important to the county's future.

The Objectives for Agriculture and Natural Resources are:

- Protect productive agricultural land from encroachment by residential, commercial, industrial, and recreational developments.
- Encourage the development of residential, commercial, and industrial uses on marginal agricultural lands.
- Encourage the use of best management practices that curtail soil erosion and protect surface and ground water supplies.
- Encourage the establishment of programs that identify and preserve valuable agricultural lands from alternative uses.

### **Commercial Objectives**

The best description of commercial activity in Russell County would be that the market responded to the demand. Company stores with an inventory of general merchandise were located adjacent to company mines. General stores were also located within farming communities. That trend has changed somewhat. The community of Dante and the towns of Cleveland and Honaker all experienced a decrease in commercial activity due to the loss of employment in company mines and the growth of commercial activity in Lebanon and adjoining areas.

The commercial activity in the county with the exception of Lebanon appears to be gravitating towards major highway intersections and along major throughfares. Russell Counties objectives for commercial development are:

- To encourage the development of commercial enterprises in the Towns and other places that provide municipal water and sewer.

- To encourage the development of commercial enterprises consistent with the counties natural and man-made features.
- To encourage the development of commercial centers to meet the needs of existing and future populations of the county and adjoining areas.
- To encourage the development of commercial enterprises in or adjacent to the areas which they primarily serve.
- To work with the Towns of Lebanon, Honaker, and Cleveland encouraging them to maximize their commercial potential.
- To encourage commercial developments with limited access to adjacent throughfares.

### **Industrial Objectives**

Manufacturing has been the single dominant source of employment in Russell County for the past thirty years. When you combine mining, construction, and public utilities with manufacturing to create the industrial category, the impact is approximately 50 percent of the jobs in the County. In order to maintain the broad employment base in the County, the Comprehensive Development Plan emphasizes continued development of the industrial sector. Russell County's objectives for industrial development are:

- To continue to diversify the industrial base of employment.
- To identify lands for industrial development that will have a minimal adverse impact on residential, agricultural, and natural resource development.
- To protect existing and future industrial lands from non-industrial related activities.
- To encourage the establishment of Industrial Parks with suitable infrastructure and adequate services.

- To encourage maintenance of Industrial Parks and sites that are attractive, safe, and accessible.
- To encourage working with neighboring jurisdictions to jointly develop industrial parks and share in the tax receipts from industrial clients.

### **Residential Objectives**

In most counties residential development is the single most intensive use of developed land in rural areas. As family size decreases and the county becomes more prosperous, the demand for land for residential use will surpass the demand for any other use. The demand is relentless and predictable. The Russell County objectives for residential development are:

- To encourage the construction of energy efficient housing.
- To encourage the construction of housing for the elderly.
- To encourage the construction of housing for middle income residents.
- To continue to address the need for housing with indoor plumbing.
- To encourage residential development in or near the Towns of Lebanon, Honaker, Cleveland and St. Paul.
- To encourage residential development where water, sewer, roads are available.
- To encourage multifamily developments where water, sewer, streets are available.
- To encourage developers to employ best management practices during and after construction.
- To encourage the recycling of mobile homes when being replaced by manufactured homes.
- To encourage the permanent placement of manufactured homes.



- To encourage the development of mobile home parks that are serviced by public facilities and that are maintained in a decent, safe, and sanitary manner.

### **Community Facilities and Services Objectives**

Both public and private sectors provide services to county residents that will be discussed in this section of the plan. Specifically, the subjects will include public water supply and distribution, sewage systems, health facilities and services, social services, mental health facilities and services, recreation facilities and services, fire, life saving, and police services, transportation facility and services, telecommunication facilities and services and library facilities and services. The relationships between these services are strong and definite even though they are discussed separately in this document. The intent is to efficiently and economically plan these activities to maximize benefits for present and future residents at the safest and most convenient locations. Russell County's objectives for community facilities and services are:

- To encourage the provision of essential services and facilities (water, sewer, fire, life saving, etc.) in the approval of commercial, residential, and recreational developments.
- To require the provision of vital services such as water, sewer, telecommunication and other utilities be incorporated into plans for industrial developments.
- To encourage the location of public facilities that serve large populations, such as hospitals, schools, libraries, health clinics, solid waste convenience stations, near the intersection of major highways.
- To encourage the location of compatible community services such as libraries, fire and life saving, and other governmental services into a cluster.

- To acquire sites for planned facilities in advance of need.

By subject area the Plan sets the following objectives:

#### Education Facilities and Services Objectives

- Long term educational facility planning should include members of the Town Councils as well as representatives from adjoining counties.
- Planning for the short-term should include representatives from Russell County business and industry.
- The school system should continue to support a comprehensive program to reduce the number of people in the workforce without a high school diploma.

#### Fire, Life Saving and Police Protection Objectives

- Fire, life saving, and police protection is an essential public service that needs to be emphasized especially in the areas of the county with more dense populations.
- These essential public services must be recognized with the financial support and leadership they require.

#### Solid Waste Collection and Disposal Objectives

- The county should continue its policy of seeking the most economical and reliable means of providing this service to its citizens.
- The county should expand its litter control programs to include abandoned cars and mobile homes.
- Resource recovery and other alternative uses of solid waste should be studied and programs implemented where determined to be economically and socially feasible.

### Public Water and Sewer Objectives

- The county should continue to pursue the consolidation of these services into a single entity so that everyone in the county pays the same rate for the service received.
- The county should continue to work with adjoining jurisdictions to obtain potable water at the most feasible price for its citizens.
- The county should continue to implement the most economical alternatives for the provision of water and sewer services as recommended in the 604 (b) study.
- The county should restudy the recommendations for the provision of sewer services in the 604 (b) study and the Southwestern Virginia Regional Sewer study to determine if alternative methods of sewage collection and treatment are more economically feasible.

### Transportation Objectives

Transportation planning is vital to any community and should be an integral part of countrywide comprehensive planning. The transportation system should seek to safely and efficiently move people and goods within and through the county. The county also needs to address the need to provide safe and convenient access to specific neighborhoods and sites as well as to collector streets and arterial roadways. The Russell County objectives for transportation are:

- To encourage the approval of plans that minimize through traffic in residential areas.
- To encourage the provision of limited access roads to serve residential areas, parks, industrial, and commercial centers.
- To preserve productive agricultural areas within the County by requiring new highways to be routed along existing rights-of-way.

- To anticipate where obvious the need to widen highways and require the building line (set back) be established accordingly.
- To require that subdivisions be designed in consideration of existing and future street alignments.

#### Historic Preservation Objectives

The preservation of historic sites and structures is an important and in some cases vital to a county's development. Sites and structures of historic importance are ignored and lost as a county develops. This plan deems the preservation of historic and archaeological sites to be important and recommends the following objectives:

- To encourage the preservation of all sites of historic and/or archaeological significance.
- To encourage and promote a continuation of the identification and cataloging of known historic and archaeological sites for preservation and restoration consistent with the Virginia Department of Historic Resources guidelines.
- To encourage and promote the active use of historically important sites.

**CHAPTER IX**  
**CONCLUSIONS AND RECOMMENDATIONS**

**A. Introduction**

This chapter should be recognized as the Comprehensive Development Plan (Plan) for Russell County. The recommendations contained herein have been developed from the review of previous studies conducted in the County and from information developed while preparing this document.

The intent of the Plan is that it be used as a guide by builders, developers, and decision-makers in the County and State regarding the future development of Russell County. It is a blend of market trends, land suitability, and the ability of the County to provide basic community services. This Plan should guide development decisions that promote and enhance orderly growth and the efficient delivery of services.

**B. Findings**

Russell County has been recovering the past 25 years from the demise of employment in the coal industry and agriculture. The economic base is being rebuilt through a continuing emphasis on infrastructure (water, sewer, roads, natural gas, fiberoptics), regional partnerships, and the expansion of jobs in the services sector of employment.

The completion of the four-laning of U. S. 19 and U. S. Alt. 58 has had a tremendous impact on the County's economy. The completion of the four-laning of U. S. 460 through Buchanan County and the connections of U. S. 19 to the east with I-77, to the south with I-81, and U. S. Alt. 58 to the north with I-26 (via U. S. 23) provides transportation connections not to be overlooked as the County

plans for its economic future.

When the County removes from intense development land with 20 percent and greater slope, land with karst topography, land with permitted coal mines and permitted natural gas well sites, it becomes very important for the County to look at its remaining land as a valuable resource necessary to be managed for the use of future generations.

The County also needs to be concerned about the future of the AEP coal-fired power plant located in the Carbo community between the Town of Cleveland and the Town of St. Paul in neighboring Wise County, Virginia. The concern is the age of the structure and its economic viability in today's regulatory environment.

An encouraging sign are the stimulants for development that are on the horizon in the County. These are the interest in the County to develop its tourism potential; the construction of the fiber-optic backbone through the County; and the consolidation of water and sewer providers in the County into one entity.

The County has the potential for a bright future; however, to achieve its potential the County must continue to be proactive in its decision-making while cognizant of the impacts on future events. The recommendations contained herein are intended for that purpose.

### **C. Population**

A full discussion of population dynamics will be forthcoming when the 2010 Census information is available. However, the recommendations contained in this Plan are pro-growth and their implementation will lead to modest growth over the next twenty years.

The growth in population in the County is dependant upon continuing growth in the services sector of employment, continuing to replace those jobs lost in the manufacturing sector, continuing

to add jobs in the technology sector, and attracting former residents and retirees to move into the County.

Where the people will live in the County is dependent upon the implementation of some of the recommendations contained in this Plan. In the near term people will continue to locate randomly along the U. S. 19 corridor from Hansonville to the Tazewell County line, and in or adjacent to the Town of Lebanon. A major reason for that is the amount of land already subdivided but vacant along this corridor. In the long term, growth should occur in Rosedale, Hansonville, Castlewood and Lebanon. Redevelopment will have to take place in Honaker and Cleveland before these two towns will see the impact of growth.

**D. Land-Use**

The following are logical extensions of the goals and objectives as stated in the previous Chapter. The County should look at the Hansonville area as a special opportunity zone for business and industry. The same holds true for Rosedale except that a lot of development (some vacant and some dilapidated) has taken place in Rosedale. A full complement of services (water, sewer, natural gas and fiber-optics broadband) should be provided for these areas. In addition, the corridor from Whites Quarry to the Town of St. Paul along U.S. Alt. 58 should be given special attention because it is in a karst area. Water services and fiber-optic broadband are already in place but sewer and natural gas should be provided as soon as practical.

A significant land-use problem in the County is the abundance of junk yards. They are everywhere - in residential developments, on farms, in towns, adjacent to streams, and along the road rights-of-way. The next significant land-use issue is that of abandoned and/or dilapidated mobile homes, and a final significant land-use issue is the number of residential developments on sub-

standard privately maintained roads.



Some of these issues can be addressed by the adoption of a Zoning Ordinance and revision of the County's Subdivision Ordinance. Others can be addressed by the establishment of a program to clean up non-commercial junk yards and abandoned mobile homes. The County should use the VDOT Rural Additions Program where possible to bring substandard subdivision streets up to standard.





Specifically, this Plan recommends the preparation and adoption of a County-wide Zoning Ordinance; the modification of the County’s recycling program to include inoperable vehicles, abandoned mobile homes, school buses, trucks, and other abandoned machinery; and an amendment to the County Subdivision Ordinance to allow subdivisions of land where a new street or road is involved, only when provisions have been made for the construction and maintenance of safe road and street travel.

The County has a significant amount of land that is already in ownership of the Nature Conservancy to protect the ecosystem adjacent to the Clinch River. The County should encourage the use of the Land Trust and Conservation easement programs to protect the Clinch River Watershed, the Big Moccasin Creek Watershed as well as the Big Cedar Creek Watershed. These programs will allow the land to stay in private ownership while protecting a valuable asset of the County.



**E. Commercial**

Russell County has been undergoing a transition from a manufacturing and mining based economy to an economy that is more diversified. This transition will include an economy based on manufacturing, agriculture, technology, mining, services, and tourism. In order to continue this economic movement the County needs to accomplish the following:

- Continue to work with the Towns of Cleveland, Honaker, and Lebanon and neighboring Counties to secure a cost effective supply of potable water;
- Continue to work toward a uniform water and sewer rate for all Russell County residents;
- Review (Russell County Public Service Authority) of The Southwest Virginia Regional Wastewater Study to determine if some of the recommendations relative to Russell County might be more cost effectively served with alternative technology sewer systems;
- The County should continue to participate with the Arrowhead Authority to identify multi-use trails in the county for inclusion in their proposed development;
- Continue to support the efforts of the Towns of Honaker, Lebanon and Cleveland to revitalize their business districts;
- Continue to support the efforts by Members of the Virginia General Assembly to acquire property and establish a State Park in the vicinity of the Town of Cleveland;
- Seek funding for the development of a Russell County Telecommunication Plan. Such a plan would establish policy for the provision of fiber-optic and wireless broadband services throughout the County;
- The County should then be an active participant in seeking funding for the construction of the telecommunication network identified in the Telecommunication Plan;

- The County (Board of Supervisors) should continue to support efforts to establish a Wellness Center for the benefit of all Russell County citizens;
- The County (Board of Supervisors; Industrial Development Authority) should encourage a feasibility study for the distribution of natural gas to the special opportunity areas identified in this plan;
- The County should work with the Regional Housing Authority to determine if redevelopment zones are viable for the county;

**F. Industrial**

Manufacturing has been and hopefully will continue to be an important part of the Russell County economy into the future. Most manufacturing operations remaining competitive in today's market place must do so with technological improvements. The County has made tremendous improvements in its ability to attract high-tech employment with the addition of CGI, Northrup Grumman, AT & T and the establishment of the Southwest Virginia Technology Development Center at the new Russell County Governmental Center.

The following actions are recommended for the County to maintain its momentum of Industrial Growth:

- The County should continue to develop plans for a Wellness Center;
- The County (Industrial Development Authority) should continue to seek options on land for future business and industrial development;
- The County should work with the Towns of Honaker and Cleveland to redevelop their economic centers;

- The County should work to see that Hansonville, Rosedale, Belfast Mills and Castlewood are all provided with water, sewer, natural gas, fiber-optic, and safe access so they can develop as future economic centers;
- The County (Board of Supervisors; Industrial Development Authority) should look at the possibilities available under the Virginia Industrial Facilities Authority Act to purchase and develop land for future industrial or business use;
- The County should encourage the Industrial Development Authority to study the viability of redevelopment zones for the County;
- The County should seek to locate industries that manufacture equipment needed for the production of energy conservation products;
- The County should encourage the location and/or expansion of food processing companies into the area.;
- The County should work with VDOT to examine the feasibility of extending Route 82 from Cleveland through Carbo to the intersection with Route 63 at Hamlin.

**G. Residential**

A complete analysis of housing in Russell County will be completed when the 2010 Census information is available. The recommendations contained herein are based on the information generated during the 2009 survey of structural conditions conducted by the consultants to the Planning Commission. The following actions are recommended by the County to deal with the housing issues identified.

- The County should continue to support efforts by all the towns to rehabilitate substandard homes for those who are income eligible;

- The County should continue to support programs by the State and Federal government that address the housing issues (energy and safety) of low and moderate income residents.
- The County should adopt a policy of always having a neighborhood housing rehabilitation project being either implemented or being studied;
- The County should continue to recruit business and industry that pay more than the minimum wage;
- The County should continue to support the program to extend water lines to low and moderate income neighborhoods;
- The County should encourage a continuation of the program to provide grant and loan assistance for first time home buyers;



- The County should encourage the construction of housing units for the elderly as well as for those with disabling conditions;
- The County has approved plats for the subdivision of land for approximately 26% more land than has been developed. Ideally, it is in the County's best interest that any land subdivided for residential use be developed within three (3) years of approval;
- The County has much land in subdivisions with privately maintained streets that are unsafe for fire and rescue vehicles to travel. The County needs to determine the number of miles of privately maintained unpaved streets that exist in the County (with assistance from the

Cumberland Plateau Planning District Commission), and should then develop a plan to bring them up to VDOT standards or that are safe for emergency vehicles;

- The County should request that the Cumberland Plateau Regional Housing Authority conduct a Housing Study to determine the housing needs for Russell County (and other members of the Housing Authority) for the next twenty (20) years;
- The County should encourage the Regional Housing Authority to adopt an affordable dwelling unit policy;

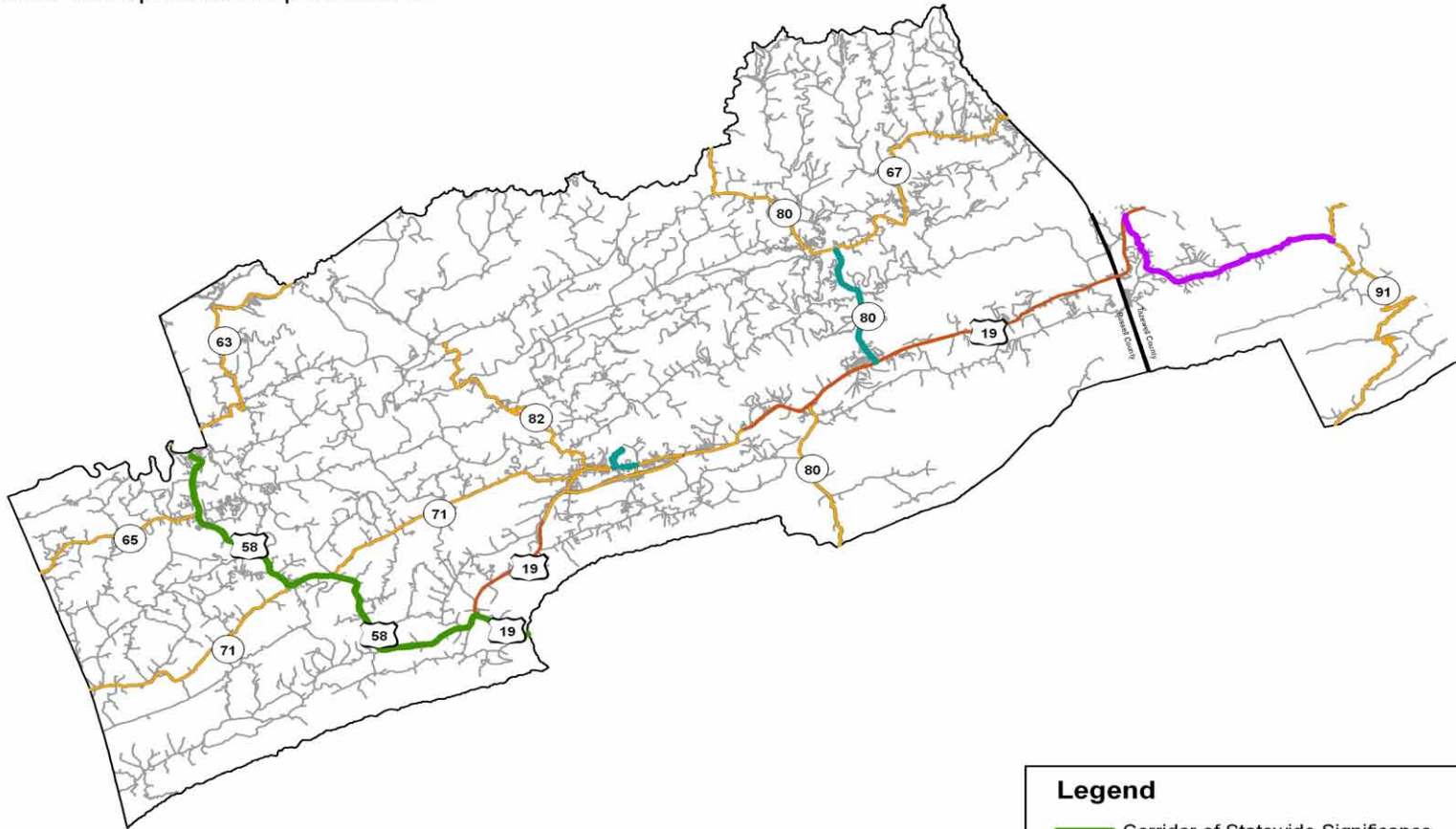
#### **H. Transportation**

Transportation has been the single most important factor in the development of Russell County in the past, and that importance will continue into the future. In the past, the construction of railroads made it possible to export coal, timber, and cattle from the County. Currently, improvements to U.S. Alt. 58 and U.S. 19 have made it possible for people and commerce to move in and through the County in unprecedented ways. The following actions are recommended to keep the County up-to-date with transportation issues:

- The County should work with County neighbors to get State Route 91 paved and improved from Midway in Tazewell County to Broadford in Smyth County. It should be noted that Route 91 is the only unpaved primary road in Virginia;
- The County should seek funding for improving the access to the quarry located adjacent to Big Mocassin Creek in the western end of the county;
- The County should prioritize funding for paving the road to the solid waste transfer station;

- The County should work with Smyth and Washington Counties to get State Route 80 improved from U. S. 19 south to the top of Clinch Mountain;
- The County should continue to seek funding to four-lane Rt. 80 from Rosedale to Honaker;
- The County should continue to work with the Four County Transit Authority to provide transportation services for work, college, medical care, and shopping;
- The County should request the Cumberland Plateau Planning District Commission to conduct a study of the unpaved subdivision streets in Russell County, and develop a set of alternatives for solving the problems identified, including the costs;

Russell County, Virginia  
Comprehensive Development Plan  
Future Transportation Improvements



**Legend**

- Corridor of Statewide Significance
- Future Link to Rt. 91
- Future Projects

1 inch = 5 miles

**Cumberland Plateau**  
Planning District Commission

**MAXIM**  
Engineering, Inc.  
Creston, Virginia

Prepared for Russell County Planning Commission  
by Cumberland Plateau PDC - Assisted by Maxim Engineering



- The County should encourage and support the preparation of development plans for the special opportunity areas;
- The County should work with Buchanan County to gain support for improvements to State Route 80 that will include bike lanes on each side of the highway for access to the Breaks Interstate Park;
- The County should continue to work with and support the Arrowhead Authority currently seeking to build a multi-use trail system from Cumberland Gap to the West Virginia state line;
- The County should work with Tazewell and Washington Counties to encourage improvements to the General Aviation Airports in each County, including upgrading them to All- Weather status with at least a 5,000 foot runway;
- The County should work with VDOT to examine the feasibility of designating secondary Route 615 to primary Route 82 from the Town of Cleveland to the intersection with State Route 63 at Hamlin.
- Alternate Rt. 58 is one of eleven(11) corridors of statewide significance in the Commonwealth, if managed properly by Russell County it will be an economic asset. If allowed to develop as a “mainstreet” that investment will become a liability to the county and state.



## **I. Public Facilities**

Capital expenditures are an important part of any governmental operation as is the efficient and cost effective delivery of essential services. The degree to which a local government applies itself to service delivery and the effective maintenance of equipment and structures will define that local government. It will become a reflection of that government in the larger community. The recommendations contained in this Plan are intended to prepare Russell County to compete for jobs and to compare favorably with any County in Virginia on quality of life issues.

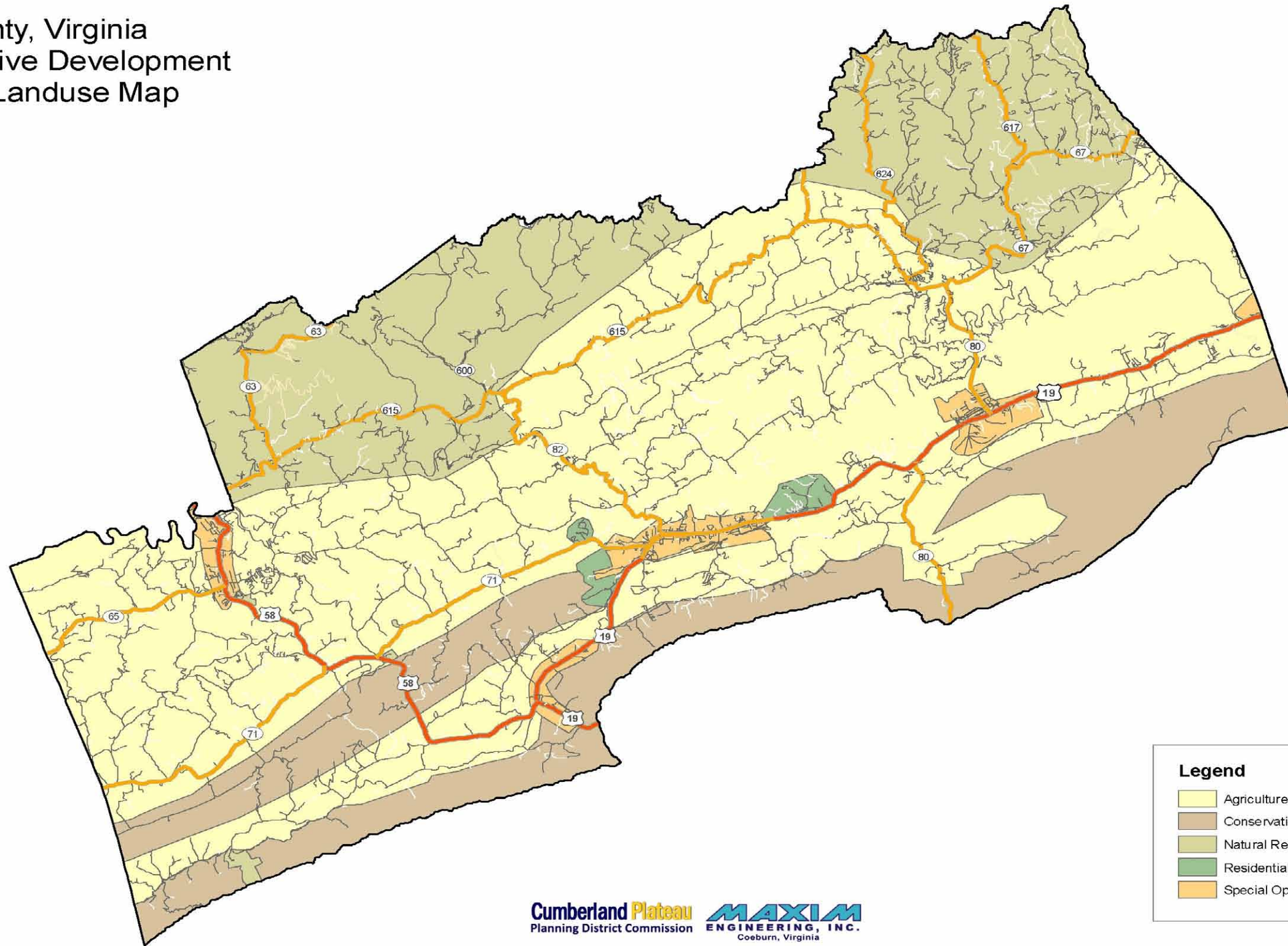
- The County should continue preparing a plan and a program for wellness services in the County;
- The County should continue to encourage its legislative delegation to purchase the land necessary to establish a State Park in the vicinity of the Town of Cleveland;
- The County should encourage the Towns of Cleveland and Honaker to pursue funding for redevelopment of their business districts;
- The County should pursue funding of a Telecommunications Plan for the provision of fiber-optic high speed broadband services throughout the entire County. The Telecommunications Plan should also include universal access;
- The County should work with Wise County to improve library services for Castlewood and Dante and continue to improve the facilities in the Town of Cleveland;.
- The County should continue to implement the recommendations in the 604(b) study for the provision of potable water throughout the County;.
- The County should continue to work with the Virginia Department of Historic Resources for recognition on the National Register of Historic Places cataloged in the Russell County survey;

- The County should request the School Board to develop a plan for construction of a walking path around the periphery of the properties at Castlewood High School and Honaker Elementary School;
- The County should update its plan for the provision of Fire and Rescue services to determine if they are adequately funded with equipment and staff;
- The County should request that the Appalachian Agency for Senior Citizens prepare a feasibility study for the provision of elder care services in the County;
- The Russell County School Board should continue conversations with the Wise County School Board to investigate cooperative educational opportunities and a possible partnership between the Castlewood and St. Paul school systems, including the corresponding financial impacts;
- The County should complete the installation of an Information Technology (IT) division that will include internet access to the Geographic Information System (GIS) services for the three towns, and for the constitutional offices;
- The County should incorporate into this Plan the recommendations for Russell County contained in the Regional Hazard Mitigation Plan for future consideration.
- The County should review all previous studies for the provision of wastewater services in the County to determine where alternative sewer technologies might be more cost-effective and feasible;
- The County should appoint a committee to take a look at the need and desirability for the Purchase of Development Rights program for the preservation of Agricultural and Forest Land;.
- The County should encourage the Towns of Cleveland and Honaker to seek part-time town manager assistance either through the Cumberland Plateau Planning District Commission or the

private sector;

- The County should encourage the Planning Commission to prepare a Capital Improvement Program for consideration by the Board of Supervisors;
- The County should continue its efforts to bring the animal shelter into compliance with state standards;
- The County should actively support the formation of a voluntary organization to aid in the humane treatment of captured animals;
- The County should use the creation of the Wellness Center as a stimulant to establish a countywide recreation program;

Russell County, Virginia  
Comprehensive Development  
Plan Future Landuse Map



**Legend**

- Agriculture
- Conservation and Recreation
- Natural Resource
- Residential
- Special Opportunity

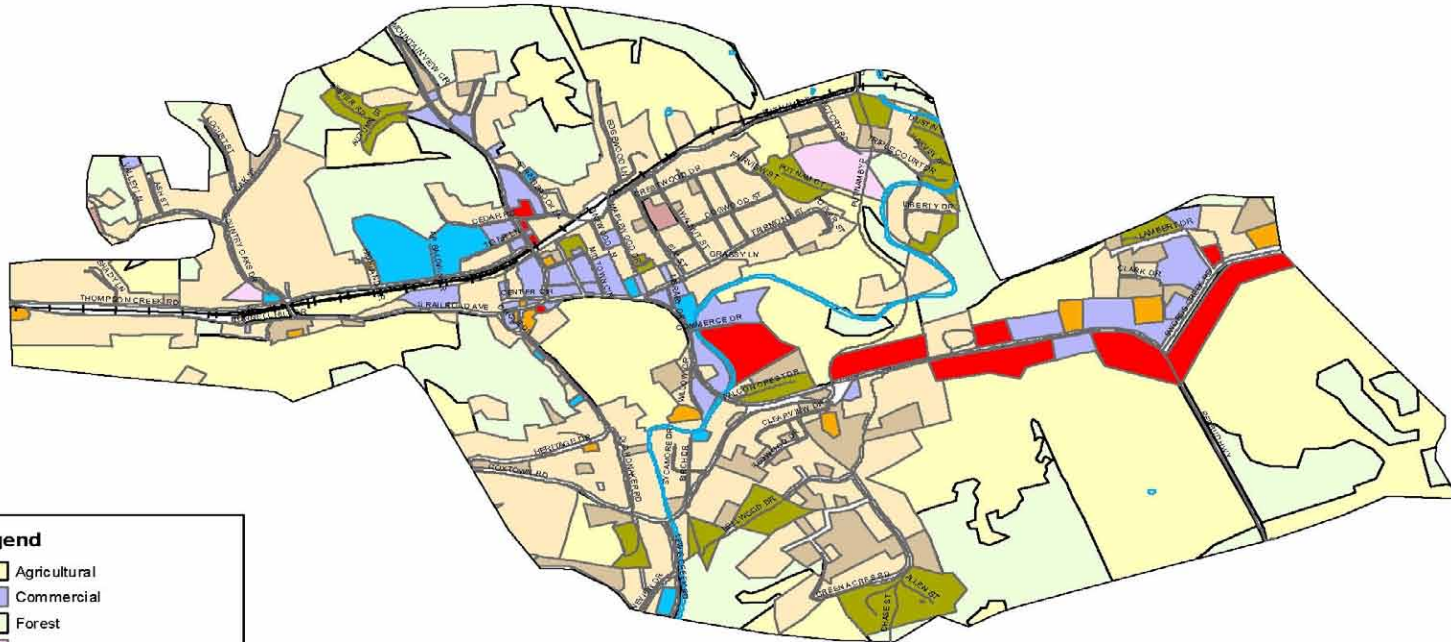
1 inch = 3 miles

Cumberland Plateau  
Planning District Commission

**MAXIM**  
ENGINEERING, INC.  
Coeburn, Virginia



Russell County, Virginia Comprehensive Development Plan  
 Town of Honaker - Future Landuse Map



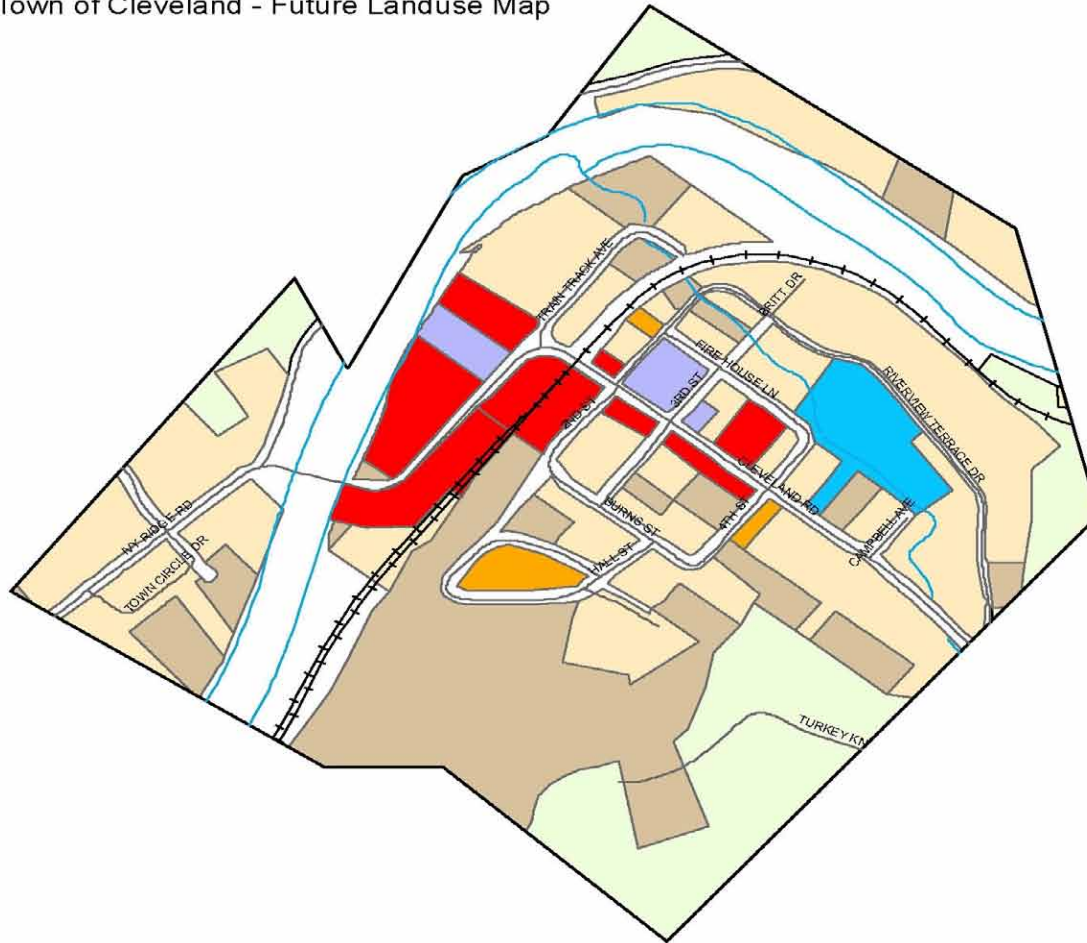
Legend	
	Agricultural
	Commercial
	Forest
	Industrial
	Jefferson National Forest
	Junk Yard
	Mobile Home Park
	Public
	Residential
	Semi Public
	Vacant
	Future Commercial Landuse

Cumberland Plateau  
 Planning District Commission

**MAXIM**  
 ENGINEERING, INC.  
 Coeburn, Virginia

1 inch = 1,400 feet

Russell County, Virginia Development Comprehensive Plan  
 Town of Cleveland - Future Landuse Map



Legend	
	Agricultural
	Commercial
	Forest
	Industrial
	Jefferson National Forest
	Junk Yard
	Mobile Home Park
	Public
	Residential
	Semi Public
	Vacant
	Future Commercial Landuse

1 inch = 400 feet

**Cumberland Plateau**  
 Planning District Commission

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