

BUTTS COUNTY COMMUNITY AGENDA 2005-2030



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COMMUNITY AGENDA

INTRODUCTION

According to the Georgia Department of Community Affairs, the purpose of the Community Agenda is to lay out a road map for the community's future, developed through a very public process of involving community leaders and stakeholders in making key decisions about the future of the community. The Community Agenda is the most important part of the plan, for it includes the community's vision for the future, key issues and opportunities it chooses to address during the planning period, and its implementation program for achieving this vision and addressing the identified issues and opportunities.

The first and most important part of the Community Agenda is the Future Development Narrative, which serves as a guide for land use change in Butts County. The Narrative articulates a vision for each Future Development Area included in the Future Development Map.

The 2007 amendment to the Butts County Comprehensive Plan includes a supplemental component called the Growth Management Plan. This element is intended to address the challenges of accelerated growth that were previously not anticipated in the 2005 Comprehensive Plan. The Growth Management Plan utilizes innovative planning techniques in order to coordinate land use regulations with community facility planning.

Following the visioning process laid out in the Georgia DCA's minimum planning standards, the Community Agenda includes a list of community issues and opportunities. This list was first developed based on the data inventory and evaluation conducted in the Community Assessment portion of the plan. In addition, the issues and opportunities statements were refined and revised based on input received in the Community Participation Program.

Next, the Community Agenda includes a series of goals and policies that were developed based on the finalized list of issues and opportunities statements. Each goal statement sets an objective that the community seeks to fulfill or uphold within the planning period. Supportive policy statements are included following each goal. These policies represent actions or ongoing principles that the County intends to pursue in order to achieve each corresponding goal.

An Implementation Program follows the list of goals and policies. This Implementation Program represents the major planning initiatives recommended to achieve the vision, goals, and policies outlined in the previous portions of the Community Agenda. This section of the plan also provides a summary of some of the major initiatives that are ongoing or planned

As part of the Implementation Program, a list of specific Short Term Work Program (STWP) items is included for items to be completed within the first five years of the

plan. This list provides a description of each action item, a party responsible, projected cost, and target date for completion.

FUTURE DEVELOPMENT NARRATIVE

The Future Development Narrative begins with a conceptual view of the county's major corridors and key activity centers (See Figure A1). This map is intended to establish the unique character and function of major corridors passing through Butts County. This transportation framework will provide the basis for overlay zoning regulating development along each distinct corridor. The corridor concept map also includes a generalized view of key activity centers. Many of these key activity centers are located at important crossroad intersections that have been identified as potential centers for nodal development. This approach is intended to discourage sprawling strip development along major corridors and encourage compact development nodes. The corridor concept map also identifies potential gateways that lead into the county. Gateways provide an opportunity for specialized signage and aesthetic controls that provide a positive first impression of Butts County as well as a unique sense of place.

Next, the Future Development Narrative provides a vision for development patterns and land use throughout the county's distinct character areas. The narrative provides a detailed description of each development category found on the Future Development Map (See Figure A2). Future development areas, like the character areas identified in the Community Assessment, represent distinct neighborhoods and activity centers. These areas each contain a distinct combination of appropriate land uses.

The Future Development Narrative provides a description of the general vision and intent of each future development area. In addition, the Future Development Narrative includes pictures to provide a readily-accessible visual representation of desired types of future development. While these pictures are not intended to represent specific developments, each picture serves as an example of preferred land use patterns.

Potential land uses are listed for each future development area. These uses represent the range of possible activities that are compatible with the intent of each area. The primary uses of each district are listed as permitted by right; while secondary potential uses are listed as conditional. The Butts County Community Development Department will review development applications for conditional uses against the intended character of each future development area. County staff and elected officials have the authority to permit the least intensive uses listed within each area as deemed appropriate on a case-by-case basis.

Next, the Future Development Narrative contains a review of Georgia's Quality Community Objectives. Each future development area discussion includes a listing of those Quality Community Objectives addressed within the area. A more detailed review of state Quality Community Objectives as related to the county as a whole is provided in the Community Assessment document.

Finally, the Future Development Narrative includes recommended implementation measures which can be applied in order to achieve the desired vision for each area. As with the recommended land uses, implementation policies listed for each future development area represent a toolbox of possible strategies.

Corridors

The regulation of development along major corridors has become one of the most important tools in current planning practice. With the automobile as the dominant mode of transportation, major road corridors have supplanted town centers as the primary location for new retail commercial development. As such, high-volume road corridors often experience pressure for strip commercial development. Corridor overlay zoning is one of the most frequently utilized planning tools to provide consistent regulation of development along strip corridors. The following discussion is intended to serve as the basis for future regulation of key corridors in Butts County.

Several planning issues requiring a regulatory response have arisen from this trend toward strip commercial development along major roadways. First, uncontrolled strip commercial development often leads to increased traffic congestion and decreased Level of Service (LOS) along roadways. Frequent curb-cuts and driveways decrease the efficiency of streets by creating additional turn movements close to signalized intersections. Next, strip commercial corridors often have poor pedestrian and bicycle accessibility. Frequent driveways combined with a lack of sidewalks, crosswalks, and bike lanes increase the danger to pedestrians and cyclists. Auto-oriented commercial buildings often feature large front parking lots that increase building separation and inhibit pedestrian access. From an economic perspective, uncontrolled strip commercial development and the trend toward “Big Box” stores have weakened the market share of retailers located in town centers. Many such “Big Box” retailers construct facilities with a relatively short economic life span, leading to issues of commercial blight and adaptive reuse. Finally, strip commercial corridors must be carefully regulated in order to maintain community aesthetic quality. Billboards, advertisements, signage, and overhead utilities can be regulated in order to provide consistency and avoid visual clutter.

Designated corridors within Butts County are depicted in Map A1.

Major Highway Corridor

Major Highway Corridors include developed or undeveloped land on both sides of designated high-volume transportation facilities, such as arterial roads and highways. The I-75 corridor in southwestern Butts County represents an example of a major highway corridor. As the primary linkage to the Atlanta metropolitan region, the I-75 corridor provides economic opportunities for both Highway Activity Centers and Industrial Activity Centers (See Future Development Categories for description of activity centers.) The County must take advantage of the economic opportunities afforded by this transportation access in order to provide employment for residents and maintain a healthy tax base.

Infrastructure improvements will be necessary in order to capitalize on the economic potential of this corridor. For example, the I-75 corridor has been prioritized for sewer service expansion. (See Map F2, Community Facilities and Services Element) Likewise, access roads along this corridor may allow for additional commercial and industrial development between the County’s two expressway interchanges. Intersection improvements, such as the expansion of the bridge at GA Hwy 16 and I-75, will also help encourage continued development at Highway Activity Centers.

Several planning tools may be applied in order to ease traffic congestion and increase safety along Major Highway Corridors. At expressway interchanges, access management techniques should be applied in order to limit the number of driveways and curb cuts leading directly onto major roadways. Interparcel access and shared parking can help to offset some of the burdens of limited driveways. Restricted turn movements and medians are another means of increasing safety at key intersections. Finally, HOV lanes along I-75 can help alleviate traffic by encouraging carpooling and facilitating future transit service, such as express busses and Bus Rapid Transit (BRT).

Industrial Corridor

Industrial Corridors represent primary freight routes through Butts County that link Industrial Activity Centers to the regional expressway network. The primary Industrial Corridor in Butts County is currently GA-36, extending from High Falls Lake in the southwestern corner of the county up to the City of Jackson. The presence of the Riverview Industrial Park, the Flying J trucking center, and the Georgia Diagnostic Prison has made the I-75/GA-36 interchange a designated Industrial Activity Center. Thus, land use planning and regulations along the GA-36 corridor must accommodate freight traffic and prevent potential land use conflicts.

Like Major Highway Corridors, infrastructure improvements will be necessary in order to accommodate increased industrial growth and reduce freight traffic through residential areas. Sewer improvements are planned for areas along GA-36 at I-75 and south of Jackson adjacent to the proposed quarry. Transportation capacity improvements and new facilities, such as the proposed South Jackson Bypass, may also be necessary in order to accommodate proposed industrial expansion south of Jackson.

It is also important to avoid conflicts between freight traffic and other land uses. First, freight routes should be established and enforced in order to limit cut-through traffic in residential areas. Access management techniques are also recommended for areas along Industrial Corridors in order to increase safety and decrease the conflict between truck traffic and automobiles. Landscaping and buffering may be utilized as a means of screening and separating industrial and residential land uses.

Major Rural Corridors

Major Rural Corridors include developed or undeveloped land on both sides of arterial routes that is likely to experience uncontrolled strip development if growth is not properly managed. Major Rural Corridors within Butts County include GA-16 between I-75 and the City of Jackson, GA-36 north of Jackson, and US-23. While some crossroads commercial is appropriate along Major Rural Corridors, continuous strip commercial development should be discouraged along these routes. Instead, development should be concentrated at nodal rural activity centers identified in the Future Development Map. GA-16 represents a key Rural Corridor as one of the first gateways into Butts County off I-75 for traffic traveling south from the Atlanta metro area. Likewise, GA-16 represents an important gateway into the county as the primary route from the City of Jackson to Griffin in nearby Spalding County. US-23 is also an important Major Rural Corridor connecting the historic railroad communities of Jenkinsburg, Jackson, and

Flovilla. Particular care must be taken with proposed commercial development along US-23 south of Flovilla. Two proposed large master planned communities have included designs for commercial development along this corridor.

Regulations along Major Rural Corridors should reinforce the historic character of these roadways and limit commercial sprawl. Signage should be regulated at key gateway intersections and along Major Rural Corridors in order to provide a favorable impression of the county and limit the appearance of visual clutter. Streetscape and design standards along Major Rural Corridors are another means of providing a coherent aesthetic feel and increasing pedestrian accessibility. Similarly, utility relocation may improve the appearance of Major Rural Corridors, where economically feasible. Finally, parking standards, such as rear parking and parking maximums may be applied in order to discourage auto-oriented strip commercial development.

Scenic Corridor

Scenic Corridors include developed and undeveloped land paralleling the route of a major thoroughfare that has significant natural, historic, or cultural features, and scenic or pastoral views. Development should be limited along Scenic Corridors in order to protect the viewshed alongside these roadways. With limited development, Scenic Corridors may provide an opportunity for bicycle and recreational routes.

GA-16 east of the City of Jackson has been designated as a Scenic Corridor, consistent with its designation in neighboring counties to the east. GA-42 south of Indian Springs has also been designated as a Scenic Corridor consistent with the community's expressed desire to protect the scenic and historic character of the Indian Springs community. Likewise, a proposed Scenic Corridor has been designated along the historic route of the McIntosh Indian Trail. This historic route will likely be threatened by development as the proposed RoseHill master planned community increases the demand for east-west travel from Indian Springs to I-75.

Regulations should focus on improved aesthetics along Scenic Corridors. Official designation as a State or National Scenic Corridor can provide the basis for regulation as well as potential grant funding for preservation activities. Like Major Rural Corridors, signage should be strictly regulated along Scenic Corridors in order to protect the rural nature of these roadways. Landscaping and buffering may be utilized to screen development and protect viewsheds.

Figure A1 - Corridors and Key Activity Centers - Butts County, GA

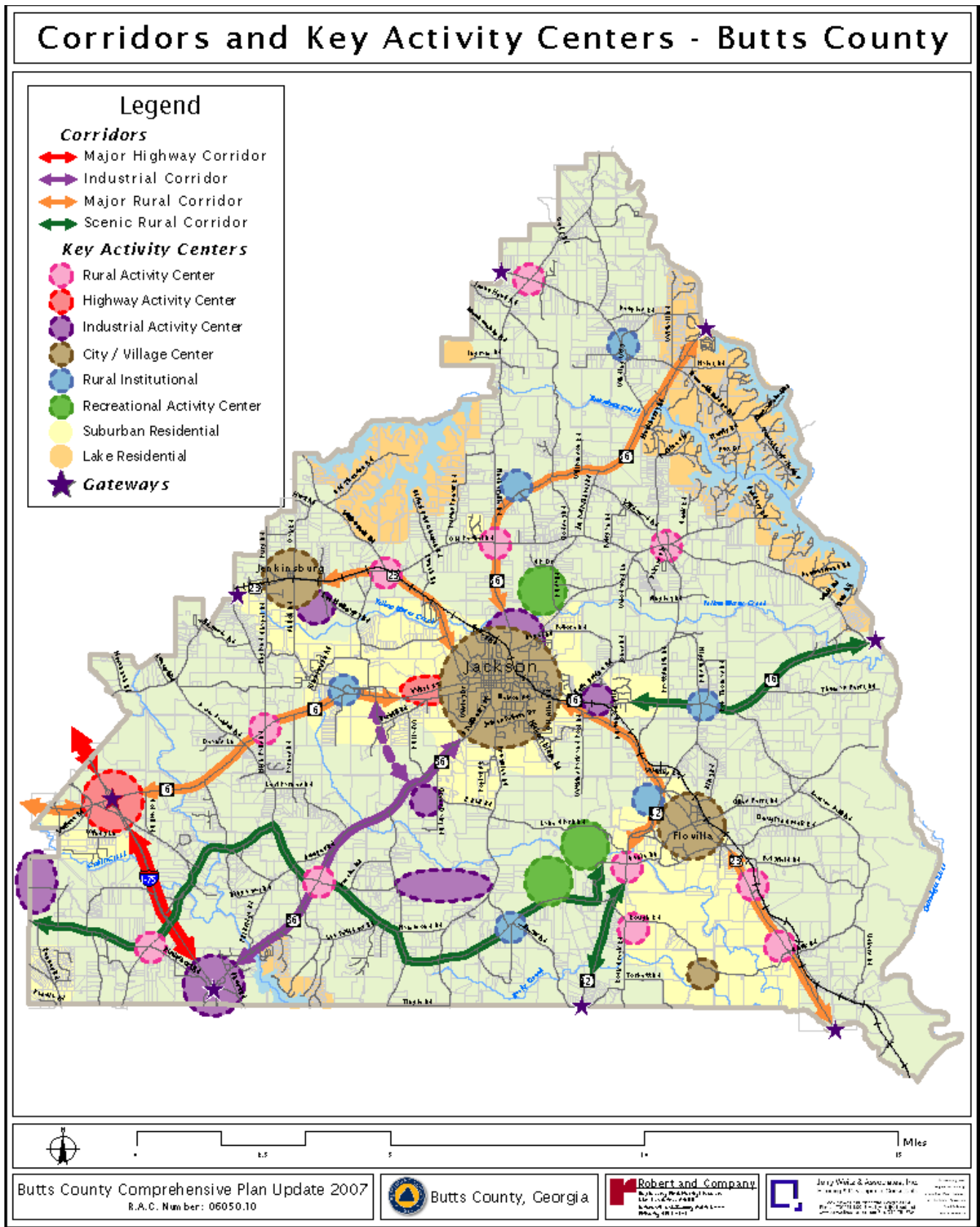
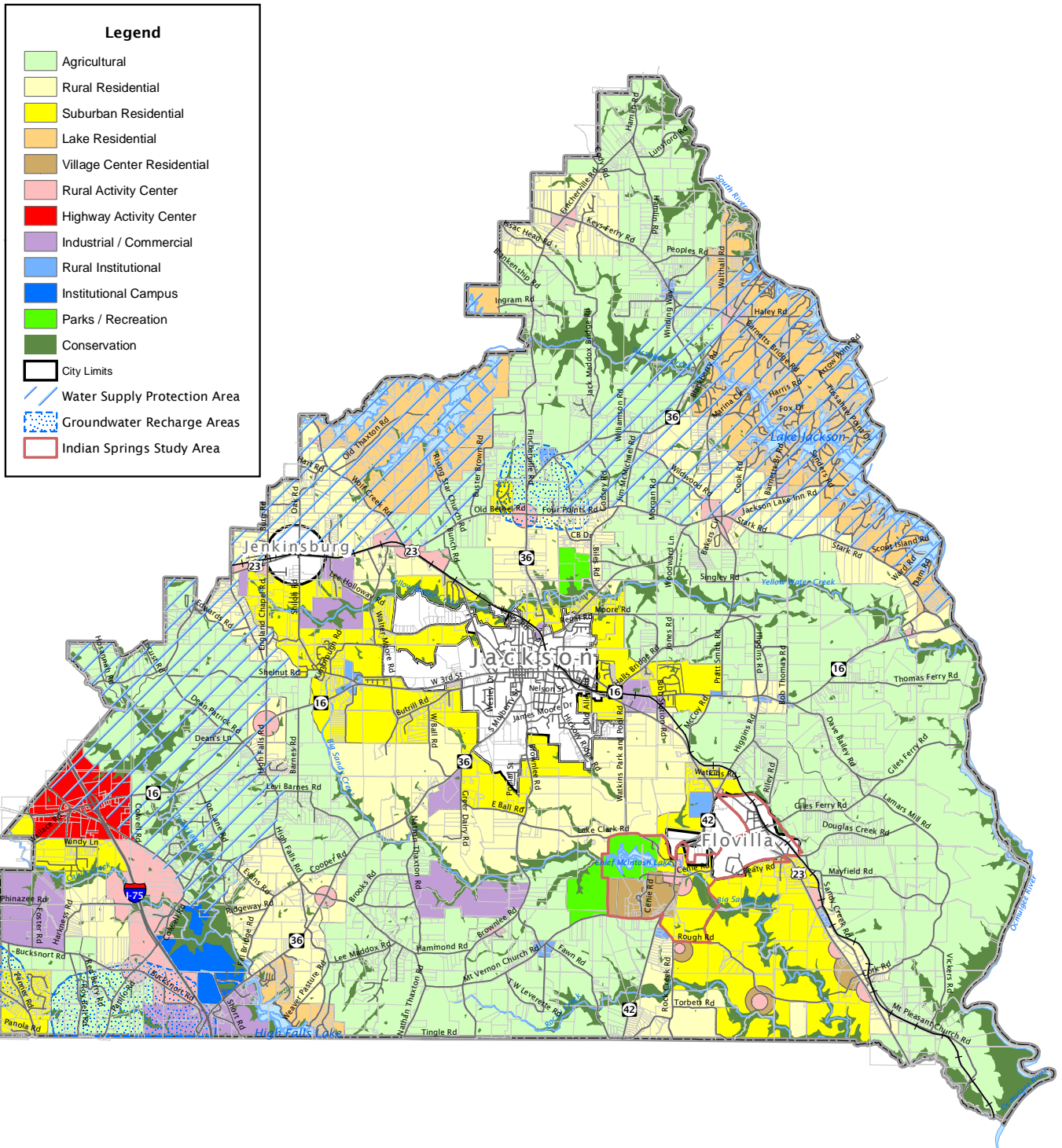


Figure A2 - Future Development Map - Butts County, GA

Future Development Map - Butts County, Georgia - Draft 9.10.07



0 2.5 5 10 15 Miles

Butts County Comprehensive Plan Update 2007
R.A.C. Number: 06050.10

 Butts County, Georgia

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FUTURE DEVELOPMENT CATEGORIES

Agricultural

Agricultural areas include farmlands, woodlands, and sparsely settled areas in Butts County that should be maintained in their rural or cultivated state. A variety of formal and informal economic activities that sustain a rural way of life, such as timber harvesting and roadside produce stands, may also be supported in these areas. Existing farming operations and agricultural businesses should be enhanced to ensure their viability, and new farms and agri-business should be encouraged. Additional protection for farmers, such as Right-to-Farm Laws, should be considered.

Butts County is currently experiencing the conversion of rural land into exurban and suburban development. While the county is becoming more integrated with the Atlanta Metro region; it remains important to retain the rural agricultural nature of designated areas of Butts County.

Permitted Uses

- Pasture Lands
- Farming and Livestock
- Forestry

Conditional Uses

- Rural Residential
- Mobile Home Residential
- Roadside Produce Stands
- Greenhouses

Quality Community Objectives Addressed

- Regional Identity
- Heritage Preservation
- Open Space Preservation
- Environmental Protection
- Regional Solutions



Row Crops



Forestry



Pasture Land

Implementation Measures

- Zoning to Enhance Agricultural Viability
- Agricultural Tax Policy

- Agricultural Financing Programs (e.g., Revolving Loan Fund, Matching Funds, Grant Programs)
- Agri-tourism Promotion
- Conservation and Development Plans / Open Space and Recreation Planning
- Agricultural Land Mitigation Ordinances
- Transfer of Development Rights (TDR) and Purchase of Development Rights (PDR)
- Natural Resource Inventory / Natural Resource Protection
- Agricultural Zoning
- Rural Cluster Zoning

- Right to Farm-Laws (See DCA's Model Code's Alternatives to Conventional Zoning §4-1, §4-2, §4-3)
- Forest Land Tax Policy to Reduce Tax Burden on Forest Land Owners in Butts County
- Tree Harvesting Ordinance Requiring Management and Regeneration Plan and Best Management Practices from Loggers
- Agricultural Financing Programs (e.g., Revolving Loan Fund, Matching Funds, Grant Programs)

Parks / Recreation / Conservation

Parks, Recreational Facilities, and Conservation lands represent a key quality of life amenity for residents of Butts County. In order to meet the goal of encouraging more recreational tourism, the county must continue to invest in facilities that have a regional draw. Likewise, the county must provide linkages to existing facilities and activity centers through a network of trails and bicycle routes. Investments in parkland may be facilitated through the county's impact fee program as a means of ensuring that new development contributes to recreational needs.

At the same time, the county must continue to protect its natural resources through the conservation of sensitive environmental habitats. For example, floodplains and wetlands should be protected from development, particularly along the Ocmulgee River in the southeast corner of Butts County. Likewise, water resources must be protected by discouraging development within water supply watersheds and groundwater recharge areas.

Permitted Uses

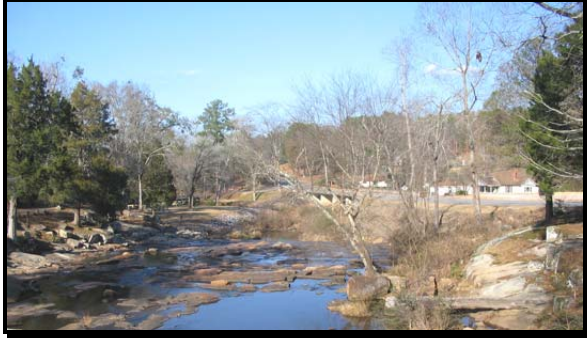
- Parks and Recreational Facilities
- Bicycle / Pedestrian Greenways
- Conservation Areas

Conditional Uses

- Agriculture
- Forestry



Parks and Wilderness Preserves



Conservation Areas: Floodplains and Wetlands



Recreation Areas



Multi-Use Bicycle/Pedestrian Trail

- Greenspace Requirements for Large New Developments
- Incentive Zoning / Density Bonuses for Added Greenspace Amenities
- Conservation Subdivisions
- Greenspace Master Plan
- Multi-Use Trail System with Linkages to Existing Facilities such as Dauset Trails.
- Bicycle/Pedestrian Master Plan
- Recreational Tourism
- Water Supply Watershed Protection
- Conservation Easement Program
- Financial Incentives for Donating to Conservation Easements
- Natural Resource Inventory / Natural Resource Protection
- Critical Habitat Protection
- Transfer of Development Rights (TDR)

Quality Community Objectives Addressed

- Regional Identity
- Heritage Preservation
- Open Space Preservation
- Environmental Protection

Implementation Measures

- Impact Fees for Parks and Greenspace

Rural Residential

Rural Residential Future Development Areas are those parts of Butts County that wish to maintain their rural atmosphere, while still accommodating some low density residential development. Housing types within this Future Development Area include both single-family detached residential and mobile home residential. Due to the rural character of these areas, recognizable by the abundant open space, pastoral views, and large lot sizes, development design that is compatible with the existing environment is desirable. This includes promoting rural cluster zoning, conservation subdivisions, and large lots sizes as the prototypes for new development.

Rural Residential areas in Butts County are transitional areas between Agricultural areas and slightly more dense development, such as Suburban Residential neighborhoods. Future developments should be typified by architecture that is compatible in nature with the rural character of the community, with abundant open space and large lot sizes.

Permitted Uses

- Low Density Single Family Detached Residential
- Parks / Recreation / Greenspace

Conditional Uses

- Mobile Home Residential
- Civic / Public / Church



Single-Family Detached Residential



Rural Estate Residential



Manufactured Housing Residential

Quality Community Objectives Addressed

- Regional Identity
- Heritage Preservation
- Open Space
- Environmental Protection

Implementation Measures

- Rural Subdivision-type Development, such as Rural Cluster Zoning.
- Individual Site Plan Review to Govern Development of Individual Parcels of Land.
- Subdivision Review to Ensure Streets, Lots, Infrastructure, and Open Space are Properly and Safely Designed.
- Architectural Design Control to Ensure Design and Character of the Built Environment is Compatible with the Natural Environment.
- Scenic Viewshed Protection for Designated Areas via Adopted Ordinances and Working with Landowners and Developers to Design to Minimize Impact to Significant Viewsheds.
- Mobile Home Maintenance and Improvement Program.

Suburban Residential

Suburban Residential neighborhoods provide for detached single-family residential development at a greater density than Rural Residential areas. Land uses within Suburban Residential areas are almost exclusively residential, with occasional churches and civic buildings. Suburban neighborhoods are characterized by cul-de-sacs and curvilinear street patterns designed to discourage cut-through traffic.

Although this type of development is characterized by cul-de-sac development and automobile-oriented design, pedestrian accessibility and streetscape amenities such as sidewalks should be encouraged. Likewise, neighborhood connectivity should be provided by requiring multiple access points to each development. Plans for new Suburban Residential communities should allow for a healthy balance of nearby amenities, such as parks, schools, recreational facilities, and appropriate retail opportunities.

Suburban Residential should be encouraged in locations that have existing infrastructure capacity capable of accommodating new development. These growth target areas should be located adjacent to existing developed areas in order to encourage a compact, efficient pattern of development.

Permitted Uses

- Single-Family Detached Residential
- Parks / Recreation / Greenspace

Conditional Uses

- Mobile Home Residential
- Civic / Public / Church



Single-Family Home



Suburban Cul-de-sac Neighborhood



New Suburban Residential with Traditional Architecture and Pedestrian Amenities

Quality Community Objectives

- Sense of Place
- Infill Development
- Growth Preparedness
- Housing Choices
- Open Space Preservation
- Environmental Protection

Implementation Measures

- Growth Management and Infrastructure Phasing Program
- Screening and Buffering Requirements Between Neighborhoods and Surrounding Commercial/ Industrial Uses
- Home Ownership and Maintenance Programs
- Buyer Education and Counseling
- Sidewalks and Pedestrian Linkages
- Infill Development Program to Regulate Compatibility of New Development in Established Neighborhoods
- Traffic Calming
- Neighborhood Connectivity

Lake Residential

Lake Residential areas represent residential communities that are similar in land use pattern to Suburban Neighborhoods and Rural Residential areas. They consist of almost exclusively single-family residential development with occasional churches and civic buildings. The primary distinguishing feature of these neighborhoods is their recreational orientation toward vacation homes. As the name implies, Lake Residential Areas are found adjacent to major water bodies such as Lake Jackson, High Falls Lake, and the Henry County Reservoir. Because of this orientation toward outdoor recreation, boat ramps and marinas may be appropriate uses within these neighborhoods.

However, their proximity to water resources also requires special provisions in order to protect the quality of public drinking water supplies. For example, new developments on septic systems should be discouraged within water supply watersheds. Likewise, intergovernmental coordination will be required in order to ensure that water quality issues are addressed across neighboring jurisdictions. This is particularly important as development pressure grows in Butts County along the new Henry County Reservoir.



Lake Residential



Single-Family Home

Permitted Uses

- Single-Family Detached Residential
- Parks / Recreation / Greenspace

Conditional Uses

- Mobile Home Residential
- Civic / Public / Church
- Marinas
- Boat Ramps

Quality Community Objectives

- Sense of Place
- Infill Development
- Growth Preparedness
- Housing Choices
- Open Space Preservation
- Environmental Protection
- Regional Cooperation

Implementation Measures

- Limit and Regulate Development on Septic Systems within Water Supply Watersheds.
- Lake and Riparian Buffers
- Growth Management and Infrastructure Phasing Program
- Adequate Public Facilities Ordinance
- Screening and Buffering Requirements Between Neighborhoods and Surrounding Commercial/ Industrial Uses
- Home Ownership and Maintenance Programs
- Buyer Education and Counseling

Village Center Residential

Village Center Residential areas represent neighborhoods that feature a mix of housing types and a compact pattern of development. Village Center areas are located adjacent to or surrounding activity centers. This proximity to activity centers serves as a transition between higher intensity uses and surrounding rural land. By allowing for compact development and a nearby mix of uses, Village Centers should be relatively self-contained and walkable.

Traditional Neighborhoods, Conservation Subdivisions, and Master Planned Communities should be promoted within Village Center Residential neighborhoods, due to their greater development flexibility in terms of open space, convenience shopping, and recreational facilities. These developments may include a mixture of housing types and sizes all within one development or subdivision, and frequently allow for clustering of buildings in one portion of development in exchange for the preservation of greenspace, collectively owned parks and trails, or sensitive environmental features in another portion of the site

Principles of Traditional Neighborhood Development (TND) should be applied within Village Center Residential areas. Thus, pedestrian-friendly design should be promoted in Village Center Residential neighborhoods. Houses should be oriented toward the street with relatively small setbacks; and amenities, such as sidewalks, lamps, street trees, and on-street parking, should be provided. Neighborhoods may include small churches, public

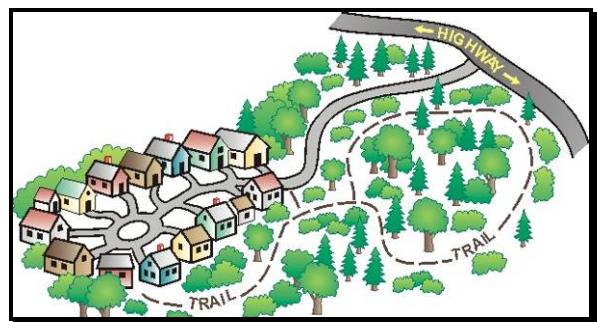
buildings, and small-scale local-serving retail.



Traditional Neighborhood Development: Small setbacks, sidewalks, and on-street parking



Traditional Neighborhood Development



Conservation Subdivision

Permitted Uses

- Traditional Neighborhood Development
- Conservation Subdivision
- Parks / Recreation / Greenspace

Conditional Uses

- Master Planned Community
- Duplexes
- Townhomes
- Condominiums / Apartments
- Neighborhood Commercial
- Civic / Public / Church

Quality Community Objectives

- Traditional Neighborhoods
- Housing Choices
- Sense of Place
- Infill Development
- Open Space Preservation
- Environmental Protection
- Transportation Alternatives

Implementation Measures

- Traditional Neighborhood Development – Comprehensive TND Ordinance
- Planned Residential Ordinances/ Planned Unit Development (PUD)
- Conservation Subdivision Ordinance
- Density Bonuses for Greenspace Amenities
- Design and Construction Standards
- Overlay Zoning
- On-Street Parking
- Home Ownership and Maintenance Programs
- Strict Code Enforcement
- Infill Development Program to Regulate Compatibility of New Development in Established Neighborhoods

Rural Activity Center

Rural Activity Centers are neighborhood focal points with a concentration of small commercial, civic, and public activities. This type of small, node-like commercial development is intended to be local-serving. Retail and services within these areas are encouraged to be pedestrian-oriented and compatible with surrounding residential areas. Some attached housing may be an appropriate land use for within these areas.

Rural Activity Centers are typically situated at the intersection of two streets or highways, which helps to minimize traffic on local streets. Commercial buildings should be oriented toward streets that are easily accessible from surrounding neighborhoods. Buildings should have minimal front setbacks, and building entrances should be oriented toward streets. Developments should include sidewalks and pedestrian amenities where possible. Surface parking should be located behind or to the side of buildings; parking and vehicle drives should be located away from building entrance—not between building entrances and the street. Landscape buffering should be provided between parking lots, adjacent sidewalks, and adjacent residential uses where possible.

In order to ensure that these areas do not negatively impact nearby uses, and are compatible with the character of the area, these areas should be limited in scale with a maximum height of two (2) stories and with small-scale establishments that are each less than 5,000 square feet in size.



Rural Crossroads Commercial



Neighborhood Shopping with Building Oriented towards the Street and Side Parking



Low-Rise Office Adapted from Historic Home

Permitted Uses

- Crossroads Commercial
- Low Rise Office/Professional
- Civic / Public / Church
- Parks / Recreation / Greenspace
- Single Family Residential

Conditional Uses

- Townhomes
- Condominiums
- Apartments

Quality Community Objectives

- Appropriate Business
- Employment Options
- Infill Development
- Heritage Preservation
- Regional Identity
- Housing Options

Implementation Measures

- Mixed-Use Zoning
- PUD Zoning
- Lower Minimum Setback Requirements
- Parking in Rear or on Side of Building
- Buildings Oriented Toward Street



Rural Commercial

Highway Activity Center

The Highway Activity Centers in Butts County are located primarily at the exits leading off Interstate 75. These areas function as regional focal points, designed to accommodate commercial uses that serve multiple neighborhoods, as well as the greater regional area. These Highway Commercial centers should contain a mix of commercial, professional, civic, and public uses, and should be easily accessed via major arterial roadways and at key intersections where development nodes can be supported by the regional transportation network. Although these developments are essentially automobile-oriented, pedestrian safety and basic pedestrian access between developments is of primary concern.

The Highway Commercial Future Development Areas should focus on improving the aesthetics of the retail centers through architectural guidelines, corridor overlays, and selective redevelopment. This is particularly true at the intersection of I-75 and GA-16, which has been identified as a key gateway into the county.

Permitted Uses

- Highway Commercial
- Office Park
- Civic / Public / Church

Conditional Uses

- Logistics / Distribution Center
- Warehousing
- Light Industrial
- Townhomes
- Condominiums
- Apartments



Highway Commercial



Strip Commercial with Pedestrian Amenities



Auto-oriented Strip Commercial Shopping Center



Office Park/Distribution Center

Quality Community Objectives Addressed

- Appropriate Business
- Employment Options
- Regional Cooperation
- Regional Solutions
- Infill Development
- Housing Choices

Implementation Measures

- Encourage Alternatives to or Reuse of Big Box Retail Development
- Corridor Design Guidelines
- Corridor Overlay Zoning

Industrial Compatible Area

The Industrial Compatible Areas in Butts County include areas with a concentration of industrial parks, warehousing, distribution, manufacturing, and mining. It is important to plan for the development of industrial properties in order to provide job opportunities for residents, create a balanced economy, and maintain a healthy tax base.

Butts County should make sure to locate industrial development in areas that do not conflict with residential neighborhoods. Industrial uses such as warehousing, logistics, and distribution are particularly suitable in areas with access to major transportation facilities such as I-75 and railway corridors. The County has the potential for such industrial development due to its favorable location between Atlanta and Macon. The intersection of I-75 and GA-36 represents a key Industrial Compatible Area because of the County's investment in sewer facilities and the Industrial Development Authority's Riverview Business Park.

- Landscaping Requirements
- Architectural Standards
- Buffering between Commercial Uses and Surrounding Neighborhoods
- Access Management / Interparcel Connectivity
- Signage Regulations
- Parking Standards
- Pedestrian Safety Improvements
- Mixed Use Zoning
- Growth Management / Infrastructure Phasing Program

Permitted Uses

- Light Industrial
- Transportation / Distribution Center
- Warehousing
- Highway Commercial
- Office Park
- Civic / Public / Church

Conditional Uses

- Heavy Industrial



Transportation / Distribution



Warehousing/Distribution Center



Light Industrial

Quality Community Objectives Addressed

- Appropriate Business
- Employment Options
- Regional Solutions

Implementation Measures

- Marketing Strategy
- Business Incentives for Clean Industry
- Level of Service Standards for Development Permitting
- Buffering and Screening between Industrial Uses and Surrounding Neighborhoods
- Tax Allocation Districts (TAD)
- Enforce Designated Freight Routes



Heavy Industrial

Rural Institutional

Rural Institutional Future Development Areas often serve as an anchor for surrounding neighborhoods and activity centers. This category often includes small rural churches, schools, and community centers. Rural Institutional nodes are similar to Rural Activity Centers in that they serve as a community anchor and are often located at rural crossroads intersections. While Rural Institutional nodes serve as community gathering places, commercial uses are not always appropriate. Residential zoning may be appropriate in order to ensure that public buildings are not converted into commercial uses. When feasible, pedestrian-oriented design should be encouraged in order to reinforce the connection of public facilities to their surrounding neighborhoods.

Permitted Uses

- Small Civic / Public / Church
- Parks / Recreation / Greenspace
- Schools

Conditional Uses

- Low-Rise Office
- Crossroads Commercial

Quality Community Objectives

- Heritage Preservation
- Regional Identity
- Infill Development

Office / Institutional Campus

Office / Institutional Campus areas consist of significant government, public, medical, and educational campuses and complexes that serve a regional community. This Future Development Area includes public

Implementation Measures

- Pedestrian-Oriented Design
- Buffering and Screening between Institutional Uses and Surrounding Neighborhoods
- Residential Zoning



Rural Church



Schools

buildings, colleges, technical schools, public schools, hospitals, and churches. The largest such area within Butts County is the Georgia Diagnostic and Classification Prison, in the southwest corner of the County at I-75 and GA-36. While there is currently limited office development within Butts County, the Office/Institutional Campus category is

intended to facilitate professional employment opportunities. Some commercial development may be appropriate within these districts in order to provide for the retail and service needs that support professional employment centers.

Office/Institutional Campuses are often single-function land use districts where public access is controlled or limited. The large scale and regional service area of these facilities often lends itself to automobile-oriented land use patterns. While automobile access is necessary to sustain such regional facilities, pedestrian linkages and amenities should be provided.

Permitted Uses

- Office / Professional
- Large Churches
- Schools
- Government Facilities
- Community Centers
- Parks / Recreation / Greenspace

Conditional Uses

- Neighborhood Commercial
- Highway Commercial



Office Park



Office park with pedestrian enhancements and commercial component



Public Buildings: Church



Georgia Diagnostic and Classification Prison

Quality Community Objectives
Addressed

- Educational Opportunities
- Employment Options
- Regional Cooperation
- Regional Solutions
- Regional Identity
- Sense of Place



Public Buildings: Butts County Courthouse

Implementation Measures

- Design Guidelines / Signage
- Marketing Publication, Promoting Educational / Learning Opportunities
- Business Incentives
- Parking Standards
- Access Management
- Sidewalk and Pedestrian Network Design
- Overlay Zoning Buffering and Screening Between Campus uses and Surrounding Neighborhoods

Comparison of Future Development Areas and Zoning

A comparison of Butts County’s Zoning Categories and the Future Development Areas described in the preceding Future Development Narrative is provided in Table A1 and A2. This comparison includes both the County’s existing zoning categories as well as the new proposed Planned-Residential category that is currently being developed along with the Comprehensive Plan. Consistent with the Future Development Narrative, possible zoning categories are grouped as permitted and conditional uses.

Table A1 – Future Development Area and Zoning Comparison

Future Development Area	Zoning	
	Permitted	Conditional
Agricultural	A-R	
Parks / Recreation / Conservation	A-R, Environmental Overlay	
Rural Residential	A-R, R-1	R-5
Suburban Residential	A-R, R-1, R-2, R-3	R-5
Lake Residential	A-R, R-1, R-2, R-3	R-5
Village Center Residential	A-R, R-1, R-2, R-3	R-4, R-5, R-MF, C-1
Rural Activity Center	C-1, O-I, A-R, R-1, R-2, R-3, R-5	R-4, R-5, R-MF, P-M
Highway Activity Center	C-1, C-2, O-I	M-1, M-2, R-4, R-5, R-MF, P-M
Industrial Compatible Area	C-1, C-2, O-I, M-1, M-2	M-3
Rural Institutional	A-R, R-1, R-2, R-3	O-I, C-1
Institutional Campus	O-I	C-1, C-2

Table A2 – Zoning Codes

Zoning Category	Code
Agricultural-Residential	A-R
Single-Family Residential - Low Density	R-1
Single-Family Residential - Medium Density	R-2
Single-Family Residential - High Density	R-3
General Residential	R-4
Nonstandard Residential	R-5
Multi-Family Residential	R-MF
Planned Development - Mixed Use	P-M
Planned Development - Residential	P-R
Office Residential	O-I
Neighborhood Commercial	C-1
Commercial - General/Highway	C-2
Manufacturing - Light	M-1
Manufacturing - General	M-2
Manufacturing - Heavy	M-3

GROWTH MANAGEMENT ANALYSIS, POLICIES, AND PROGRAMS



**September 10, 2007 Draft
An Element of the Comprehensive Plan Update**

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Introduction

This chapter is part of the revised Butts County Comprehensive Plan. It reviews existing information relative to growth trends and policies and evaluates various growth management techniques in terms of their current application or potential applicability in Butts County. At the end of this chapter is a growth management work program.

Growth management is about regulating the amount, type, quality, timing (rate), sequence, and location of urban development. It is about balancing environmental and economic concerns. Growth management encompasses and builds on traditional planning tools. It extends the four cornerstones of local government land use regulatory programs: comprehensive planning, zoning, subdivision regulation, and capital improvement programming. Douglas Porter, a noted growth management authority, argues that growth management should be viewed as the local government's collection of plans, programs and regulations that will accomplish the community's development objectives.¹ Individual growth management techniques need to be interlinked and coordinated in a synergistic manner rather than applied incrementally and independently.

According to Porter (1997), growth has led to radical and disorienting alterations of communities. Open farmland turns into subdivisions of new houses, and rural cross roads are transformed into new shopping centers. Green fields become industrial parks and golf courses, office parks replace old country stores. Larger populations require higher qualities of services. Development of land on the metropolitan fringe has become increasingly land consumptive. Densities have declined. Quality of life has become a concern. Wells and septic tanks have polluted groundwater and aquifers. In short, there are many hazards of unmanaged development. Communities that do not address growth or postpone planning and facility funding wind up getting affected by degradation of their quality of life. There are also missed opportunities when elected officials just let growth happen; their reactions are often too little too late. Purposes of modern day growth management programs include the following: manage the location and character of community expansion; preserve natural resources and environmental quality; ensure the efficient provision of community infrastructure; maintain a desirable quality of life; improve economic opportunities and social equity; and guide local and regional community development.

¹ Porter, Douglas. 1997. *Managing Growth in America's Communities*. Washington, DC: Island Press.

Existing Land Use and Major Growth Trends

Growth Influences and Pressures

In 2002, almost 70 percent of the land in Butts County was classified as undeveloped, agricultural, or forestry. Residential development in Butts County is very low density, with less than one person per acre. Although Butts County is now predominantly rural in character, it is in the early stages of rapid, successive transitions to a suburban bedroom community with limited nonresidential development in unincorporated areas. Butts County is located between the Atlanta and Macon metropolitan areas, and is witnessing growth pressures from both regions. Butts County's northern neighbor, Henry County, has ranked among the fastest growing counties in the United States in recent years, especially in terms of housing and population growth. As a result, northern Butts County is witnessing a spillover effect from Henry County in the form of new subdivisions. The landscape around the Town of Jenkinsburg and along Highway 42 has changed remarkably and will continue to change with completion of a new reservoir along the Butts/Henry County line.

Residents have moved to Butts County for its affordability and rural quality of life, but they have largely maintained employment outside of the county. Because it lacks a sizeable commercial or industrial employment base in the unincorporated area, Butts County is viewed primarily as a residential “bedroom” community at the current time. The county recognizes, however, that it must build opportunities for new nonresidential development and is poised to do so.



Part of Butts County’s attractiveness is the house in the country.

Much of the residential development in the past has clustered around the county’s three municipalities, occurred within the I-75 corridor, or along the shorelines of Lake Jackson. However, with the spillover effect of metro-Atlanta residential growth, more and more areas of Butts County are coming under residential development pressures.

The Interstate 75 Area

The Georgia State Prison, located at State Route 36 near Interstate 75, is an important land use and employer of approximately 500 persons. The nature and size of this facility will likely dictate land uses other than residential for the general area. Much like the prison, the Pine Ridge Regional Landfill located west of I-75, will also serve as a prominent land use which is likely to prevent residential growth in its surrounding area.



Current development in the I-75 corridor at SR 36 consists of highway-oriented development such as this truck stop.

However, residential subdivisions have also been approved in the interstate corridor area; those subdivisions are expected to serve a market for residents who wish to take advantage of the close proximity to Interstate 75 for commuting to work outside of the county.



**Jackson Glen Subdivision
Along SR 36 Near Interstate 75**

Urbanized Jackson Area

Urban residential and commercial land uses in Butts County are concentrated in the county seat, the City of Jackson. The City of Jackson has progressively grown outward from a traditional form that includes a town center and surrounding neighborhoods. The Jackson urban area includes the bulk of the county's commercial, industrial and institutional land uses, including all of the schools and all active recreation facilities. The largest concentration of industrial activity in the county is located in east Jackson and capitalizes on access to commercial rail transportation.



Downtown, City of Jackson



**Subdivision Along SR 36
Outside Jackson**

Certain tracts of land remain undeveloped in this area that can be targeted for residential growth in an effort to concentrate suburban and urban residential development. The most notable of these areas is the land between Jackson and Jenkinsburg, which is already the location of some new subdivisions serving workers commuting northward into Henry County. This is an area in which residential development should be directed, according to the adopted comprehensive plan.

Indian Springs State Park and Flovilla

The Indian Springs State Park and historic sites are located in southeastern Butts County. Combined with Dausett Trails and the modest small-town fabric of Flovilla, the part of the county that includes Indian Springs State Park embodies the rural character that most long-time residents hope to preserve. Because of its relative isolation, the southeast part of the county is sparsely developed, is not entirely served by water lines, and has no significant concentrations of non-residential land use.

Lake Jackson

Lake Jackson, in northeastern Butts County, is a source for water supply and a power generator for the Southern Company. Most of the lakefront is already developed, but the lake still serves as a stimulus for recreation and new housing. Some commercial land uses have been established to serve the population of tourists, retirees and other residents who occupy lakefront homes. The opportunities for subdividing additional lakefront lots are growing scarce, but there is much vacant land in the vicinity – from a growth management perspective, it makes sense to continue infill residential development in the area of Lake Jackson, though there is growing concern over water quality in the lake.



Lake Jackson

Jenkinsburg and Midwestern Butts County

The Town of Jenkinsburg in midwestern Butts County is where much of the County’s growth will likely occur through 2025. Because this area is near the Henry County border, it has attracted numerous new developments as part of the latest wave of metropolitan Atlanta’s southward expansion.

Rose Hill

After several months of consideration and a divided vote of the Board of Commissioners, a major development proposal called “Rose Hill” was approved. This proposed master-planned community upon full construction is anticipated to contain 3,700 housing units, including 350 apartments and townhouses. At prevailing household sizes, Rose Hill upon its buildout will add more than 10,000 residents to Butts County.

Land Use Assumptions

As a part of the development impact fee program, Butts County has prepared land use assumptions which include projections of population, housing units, and employment. Those projections are provided in Table GM-1.

Table GM1 – Land Use Assumptions for Development Impact Fee Program; Butts County, Georgia

	2007	2012	Change, 2007- 2012	2027	Change, 2007- 2027
Population – Entire County	28,170	33,794	+5,624	48,623	+20,453
Population – Unincorporated	22,834	28,316	+5,482	42,739	+19,905
Housing Units – Entire County	10,599	13,163	+2,564	21,214	+10,615
Housing Units – Unincorporated	8,584	11,061	+2,477	18,663	+10,079
Employment – Entire County	8,563	9,083	+520	10,638	+2,075
Employment – Unincorporated (1)	3,425	3,860	+435	4,787	+1,362
Incorporated Employment Share (%)	60%	57.5%	--	55%	--
Unincorporated Employment Share (%)	40%	42.5%	--	45%	--
Functional Population – Entire County (Population + Employment)	36,733	42,877	+6,144	59,261	+22,528
Functional Population – Unincorporated (Population + Employment)	26,259	32,176	+5,917	47,526	+21,267

Sources: Robert and Company and Jerry Weitz & Associates, Inc. 2007.

Note (1): Unincorporated employment is based on total county employment, minus estimates of employment within municipalities, after consulting Census 2000, “PHC-T-40, “Estimated Daytime Population and Employment-Residence Ratios: 2000” which showed employment within City of Jackson only at 3,401 in 2000. Employment in 2000 for the other two cities was estimated to be 140 in 2000. Hence, the incorporated area employment was 61.8% of the total employment in Butts County in 2000, and the estimates above assume a slight increase in the unincorporated share of employment.

Natural Resources

Natural resources form an important growth constraint that has been incorporated into the county's growth management recommendations. Many of the environmental factors present within the county have already been listed within the Natural and Cultural Resources chapter of the Community Assessment element of the Comprehensive Plan. A composite map of the following natural resource constraints is provided in Map GM1.

Water Supply Watersheds

Several water supply watersheds exist within Butts County. Those watersheds within seven miles upstream of the water intake point are the most environmentally sensitive and restricted within Georgia's Part V Environmental Planning Criteria. The water supply watersheds most threatened by new development are along the Henry County Border at the Henry County Reservoir and the Towaliga watershed.

Lake Jackson and the Ocmulgee River Basin

The Ocmulgee River and Lake Jackson are the county's primary natural resource, serving as both a public water supply source and a major recreation site on the county's east side.



Ocmulgee River in Butts County

Wetlands and Floodplains

There are wetlands and floodplains throughout Butts County. The most significant of these exist along the Ocmulgee, Tussahaw, Towaliga Rivers.







Groundwater Recharge Areas

Groundwater recharge areas exist in Butts County, with two significant areas located along the western boundary and one other located north of Jackson. The recharge area located west of the Interstate 75 and State Route 36 interchange is the only one experiencing noteworthy development pressure.






Map GM1 - Environmentally Sensitive Areas

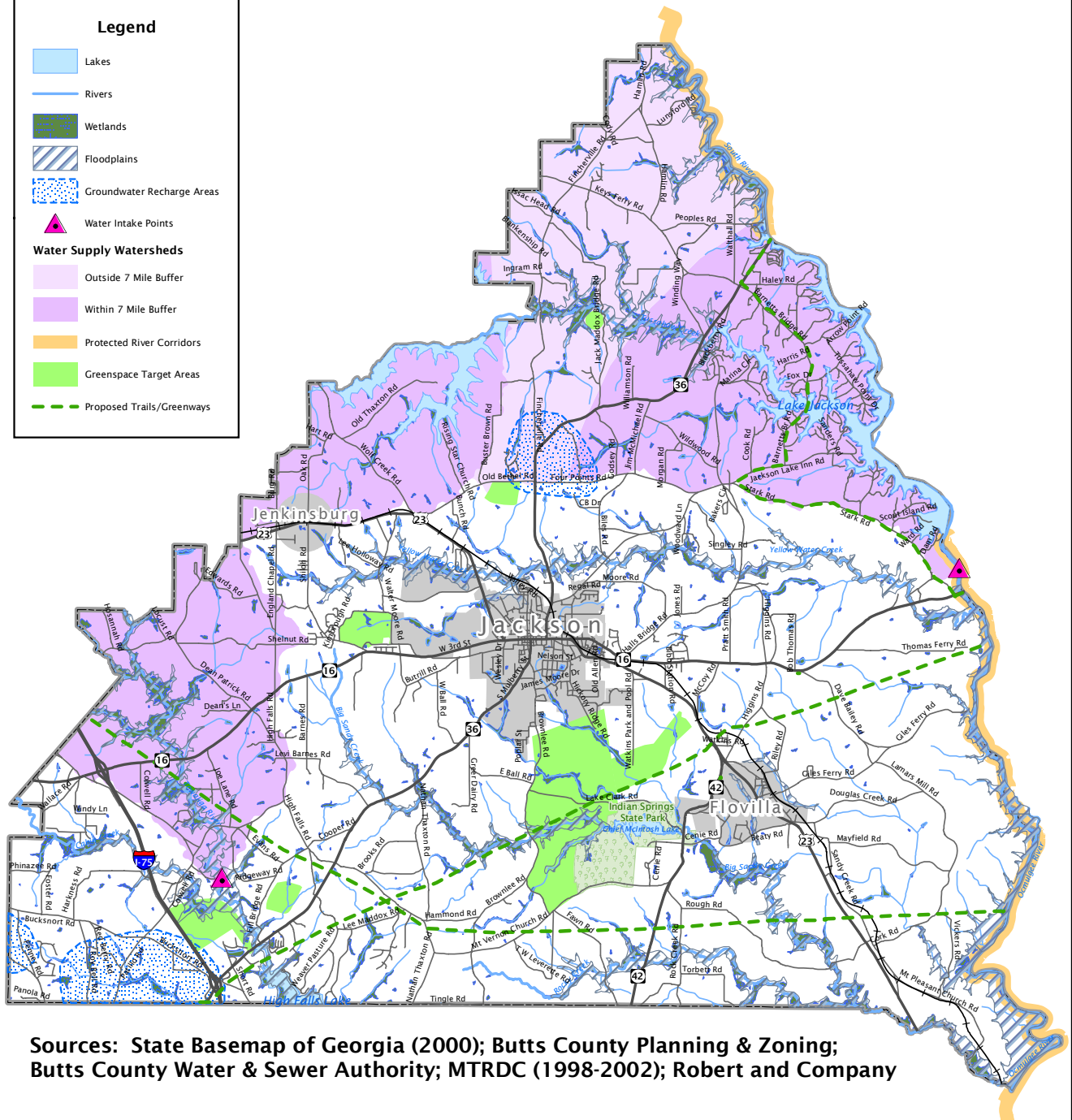
Environmentally Sensitive Areas - Butts County, Georgia

Legend

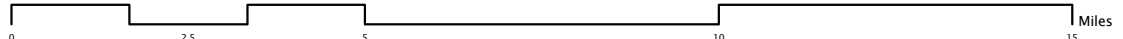
-  Lakes
-  Rivers
-  Wetlands
-  Floodplains
-  Groundwater Recharge Areas
-  Water Intake Points

Water Supply Watersheds

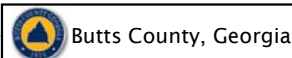
-  Outside 7 Mile Buffer
-  Within 7 Mile Buffer
-  Protected River Corridors
-  Greenspace Target Areas
-  Proposed Trails/Greenways



Sources: State Basemap of Georgia (2000); Butts County Planning & Zoning; Butts County Water & Sewer Authority; MTRDC (1998-2002); Robert and Company



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Infrastructure

Public infrastructure represents another factor which provides justification for the controlled management of growth. Uncontrolled development may cause an undue burden on public finances by necessitating the expensive extension of services to remote areas. Public investments in infrastructure and facilities can also encourage growth and provide the capacity to support development. Therefore, it is important that infrastructure is extended to areas where growth is desired and can be reasonably served. A summary of several key community facilities affecting future growth is provided in Map GM-2. In the case of Butts County, public water and sewer service represent some of the most important components of the county's infrastructure. A more complete inventory of planned water and sewer infrastructure is provided in the Community Facilities and Services chapter of the Community Assessment Element of the Comprehensive Plan.

Public Water

A substantial portion of Butts County is served by public water supply. The primary water supply for unincorporated Butts County is the Ocmulgee River. The Butts County Water and Sewer Authority (BCWSA) owns and operates a 4 million gallons per day (MGD) water treatment plant on the Ocmulgee River. BCWSA now has a permit to withdraw 9.7 MGD from the Ocmulgee River. The City of Jackson owns and a 1 MGD water plant on the Towaliga River which is operated by BCWSA. The City of Griffin sells wholesale water to BCWSA to serve a small area of unincorporated Butts County (Chappell Mill Road and Fenner Road) through an intergovernmental arrangement initiated in 1999.



Water Tower along SR 16

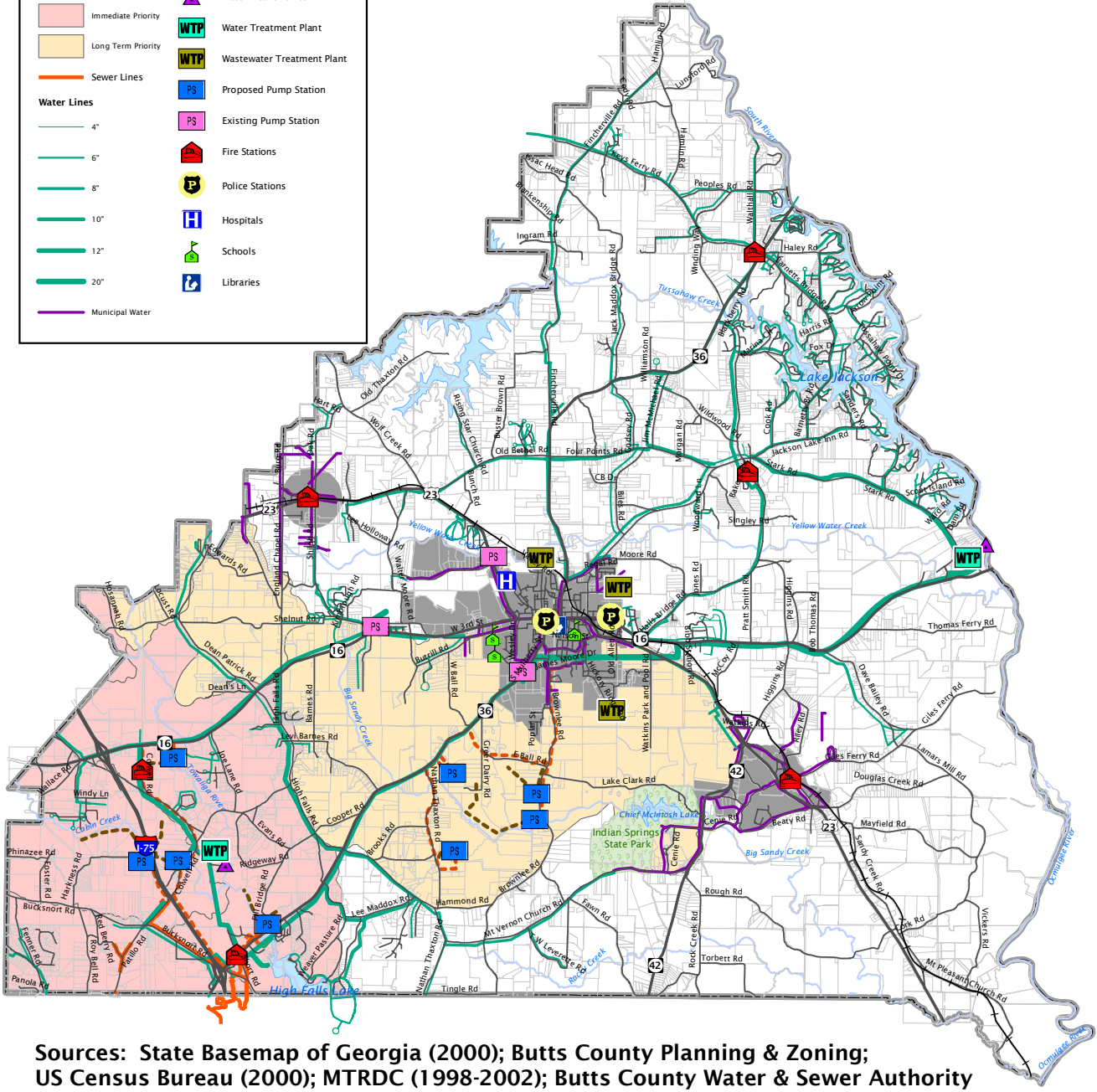
There are some parts of Butts County that do not have public water service (i.e., water lines have not been extended to them). While over 95 percent of the county's population has water service, there are still at least 100 miles out of 324 miles of county roads that do not have water lines. A significant issue in terms of managing growth and efficiency of service provision is whether or not new trunk water lines will be extended to these remaining unserved roads during the planning horizon. Public water supply, if available to all parts of Butts County, would have advantages in terms of environmental health and fire fighting capability. However, consideration should be given to designating more remote areas as "not to be served" by public water in the short-term and/or mid-term. Doing so will avoid increasing the Water and Sewer Authority's water service area and thus discourage the development of residential subdivisions in those more remote areas.

Map GM2 – Major Public Infrastructure and Facilities

Infrastructure and Public Facilities - Butts County, Georgia

Legend

Potential Sewer Basins	Water Intake Points
Immediate Priority	Water Treatment Plant
Long Term Priority	Wastewater Treatment Plant
Sewer Lines	Proposed Pump Station
Water Lines	Existing Pump Station
4"	Fire Stations
6"	Police Stations
8"	Hospitals
10"	Schools
12"	Libraries
20"	
Municipal Water	



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Sanitary Sewer

The Butts County Water and Sewer Authority (BCWSA) is responsible for providing sanitary sewer collection and treatment within unincorporated Butts County. Sanitary sewer service is available within Jackson and, outside Jackson, to a relatively small area near Interstate 75. A first phase of sewer development by BCWSA was initiated in 1999 and was intended to promote commercial and industrial development near Interstate 75. BCWSA's wastewater treatment plant is a land application system went on line in 2001. Current flows average 0.189 MGD. Expansion of the plant to 0.55 MGD was underway and nearly complete at the time of this report. Additional field piping will expand the land application to a capacity of 0.8 MGD in the short term.

The Georgia state prison is not on the BCWSA sewer system; it has its own land application system. BCWSA extended sewer lines to the west side of SR 16 in 2004.

The limited coverage of sanitary sewer has important ramifications. The current lack of available sewer treatment capacity means that Butts County is unlikely to have capacity available for much if any residential development. During the preparation of this report, there was some consideration by the BCWSA of the possible need to serve residential developments with sewer. However, specific policy on that issue is still being considered at the time of this study.

New Transportation Access

The County is examining the possibility of an access road along the interstate that would facilitate employment and industrial growth. The adopted land use plan calls for a south Jackson Bypass, intended primarily to serve a quarry which was approved but has not yet been constructed. Such a road may also facilitate additional economic growth. Relocation of the airport, if feasible, could increase the attractiveness of that area for additional economic development opportunities.

Economic Development Objectives

Interstate 75 Interchange Development

Commercial, industrial, and institutional development at the two Interstate 75 interchanges in Butts County is a primary strategy for securing more local employment opportunities for residents in the county. The county has worked to provide sewer service at the two interchanges of state routes with Interstate 75 in Butts County, which will help spur commercial and industrial development. The Georgia State Diagnostic Prison – Jackson Facility is located in this area and employs approximately 500 persons.

Recreational and Heritage Tourism

Other economic development objectives relate to increasing recreational and heritage tourism. Butts County includes Indian Springs State Park and also a small part of High Falls State Park. Both the City of Flovilla and Butts County have expressed interest in making improvements to the Indian Springs area as a means of promoting recreational tourism and for attracting high-end residential development. Furthermore, some efforts have been proposed to utilize the historic and scenic resources in Butts County as part of a Civil War-themed tourism campaign.

Growth Management Issues and Objectives

Maintain Rural Character

Maintaining Butts County's rural character is a key goal of the Butts County comprehensive plan. The adopted comprehensive plan (prior to the 2007 amendment) notes there have been increased calls made at planning commission meetings for conservation subdivisions or larger lot sizes for residential development. There is a need to aggressively protect certain areas for their rural and scenic values. In numerous meetings to discuss the future of Butts County and the Future Land Use map in particular, the majority of residents said that the existing rural character in the county was extremely desirable, was being threatened by current development pressures and practices, and that they wanted to find ways to ensure that future growth does not render the county completely suburban. The comprehensive plan makes clear there is a need to define the attributes that make up the county's rural character and develop strategies for rural preservation.

Avoid Overdevelopment of Lake Jackson

Some county residents have expressed concern that Jackson Lake is becoming overcrowded, and that the area will become a modern suburbia as more and more development tries to capitalize on the lake as an attraction. The future care and use of Lake Jackson becomes a more important issue as the volume of recreational users increases at the same time the importance of the lake as a water supply grows. Rapidly rising housing values have been a concern in the area, and conflicts have reportedly arisen between developers of affordable and manufactured housing and existing and high-end residences.

Manage New Residential Development Around New Reservoir

The prospect of a new reservoir for Henry County, built partially within Butts County (just northeast of Jenkinsburg), is an issue. The reservoir presents a striking new issue of another lakefront residential concentration in the county, as it is anticipated to stimulate construction of more high-end housing. That prospect would also require a stronger array of development controls and alter existing land use and traffic patterns.

Balance the Fiscal Impacts of New Growth

The allowance of manufactured homes, due to their valuation as personal rather than real property, has an effect of producing less property tax revenues than conventionally built homes. The county would also like to avoid an imbalance in terms of its residential and non-residential property tax base. Part of the county's response to this issue is also to encourage development of the Interstate 75 interchanges with State Routes 16 and 36.



Mobile Home Park Along SR 36

Conduct Special Subarea Studies

The County's comprehensive plan indicates that it should pursue special development studies for parts of the county with unique attributes and development issues, and the Indian Springs State Park has been identified as the highest priority for such study. Other special areas that are described in the comprehensive plan for further study include the I-75 corridor, Lake Jackson, and rural Butts County.

Butts County has approved a subarea planning effort for the Indian Springs State Park area (see discussion in the next section).

Preserve and Enhance the Indian Springs State Park Area

The county desires to preserve Indian Springs State Park, and if possible expand and resurrect the park as a tourist attraction. As noted above, this area is the highest priority for preparation of a special area plan and work is beginning on that project at the time of this report. As Indian Springs State Park and Dausett Trails grow more popular, they will continue to draw more potential residents wishing to live adjacent to these amenities, and there will be more pressure for additional commercial activity to strengthen the area's attraction.



Indian Springs State Park

Promote a Pattern of Concentrated Residential Development

Butts County would like to direct new residential development into selected places with a concentrated pattern. Butts County's current zoning regulations allow for 3-acre lot sizes in the AR zoning district, which permits subdivisions without a rezoning and facilitates a scattered, low-density residential pattern rather than one following a pattern of concentration around the county's three municipalities. Also, given the availability of water and supportive road conditions, the southwestern corner of Butts County, particularly along High Falls Road, could accommodate a significant amount of the projected residential growth.

The comprehensive plan prior to this 2007 amendment contained a map showing "Target Areas" for potentially directing new growth within Butts County. Those target areas shows undeveloped lands within the county that are also within close proximity to existing water lines and fire protection service, and that did not have environmental sensitivity. New development was to be directed toward these target areas first, in order to concentrate development in an area where county facilities and services could be most efficiently provided.

As noted in this chapter, the amended comprehensive plan builds on the concentrated development policy established in the comprehensive plan. This chapter contains a growth tiering concept intended to help Butts County concentrate future development rather than permitted the scattering of subdivisions.

Growth Phasing Program

The growth phasing program is intended to provide recommendations on which geographic areas of the county should be targeted for growth and, specifically, *when* such growth should occur. By designating which areas of the county should grow first, plans for water and sanitary sewer service, as well as roads and other community facility and utility plans, can be coordinated with the county's plans for where and when development will occur.

Why is a growth phasing program suggested? If the Butts County Water and Sewer Authority knows that there are firm plans for where growth will occur and when, it has better prospects for preparing detailed master plans (or revisions to existing plans) to more closely serve the needs and desires of Butts County. Growth phasing makes sense, in addition to designating priority areas for water and sewer service, for other services besides water and sewer. Take for example, road improvements to handle additional traffic, or public schools which will need to be constructed in the future to handle more students that will reside in new residential developments. By attempting to concentrate development in more finite areas of the county, as opposed to adopting a plan that implicitly encourages residential development to scatter across the county in all parts of it, the public welfare is secured, since it is more economical and efficient to serve smaller areas of the county with facilities than the entire county as a whole.

The Growth Phasing Program Map shows the geographic extent of the following:

- Tier 1 – Existing Urban or Suburban
- Tier 2 – 2007 to 2015 Development Areas
- Tier 3 – 2016 to 2025 Development Areas
- Tier 4 – Rural Throughout Planning Horizon

Tier 1 – Existing Urban or Suburban

Areas in Tier 1 have already experienced urban or suburban growth. These areas include lands within the municipalities of Jackson, Jenkinsburg, and Flovilla, plus lands at the interchanges of Interstate 75 and a few other places outside the city limits of Jackson. Vacant land within these areas is appropriate for additional (infill) development now and at any time in the future.

Tier 2 – 2007 to 2015 Development Areas

Areas in Tier 2 are designated as appropriate for develop during the next several (8) years. These are areas that will be targeted for the extension of water lines, to the extent they do not already exist. Development from 2007 to 2015 will be encouraged to locate in the Tier 2 areas, in addition to the Tier 1 areas. An important purpose of this Tier is that it shows the practical limits of where sanitary sewer lines will be extended before 2015. It does not necessarily mean that the Butts County Water and Sewer Authority will extend sewer to all of the Tier 2 areas. Sewer at this time is anticipated to be extended by Butts County Water and Sewer Authority only in that part of Tier 2 within the Interstate 75 corridor. However, in areas designated as Tier 2 around the City of Jackson, it is possible that municipal sewer lines will be extended to serve new development in such areas. With or without sewer, the Tier 2 boundaries provide a suggestion for containing suburban and urban development and what the desirable development pattern (extent of such development) would look like by the year 2015.

Tier 3 – 2016 to 2025 Development Areas

These areas are appropriate for suburban and possibly urban development, but not until at least the year 2016. This means that in the shorter term (before 2016), the plan will not encourage suburban or urban development to occur in these areas. A set of policies will be developed that discourage the Water and Sewer Authority's (or municipal) extensions of sanitary sewer service in Tier 3 areas. If suburban or urban development is proposed in these areas before the year 2016, policies would discourage those proposals until 2016 or thereafter.

Does this mean that development cannot occur in Tier 3 before the year 2016? No. Development can still occur, according to existing zoning, but adoption of the growth phasing map would mean, in essence, that proposals that require rezoning for suburban or urban development would be discouraged (and perhaps voted down) until later.

Tier 4 – Rural Throughout Planning Horizon

Tier 4 provides areas that are not intended to receive suburban or urban development throughout the planning horizon (i.e., the year 2025). Some of these areas may be served with public water from the Butts County Water and Sewer Authority or a municipality. However, during the planning horizon the Authority would not plan to extend water or sewer facilities in these areas. Similarly, it would not be appropriate for developers to extend water and sewer utilities into Tier 4 lands.

Does this mean that development cannot occur in Tier 4 areas? No. Development can still occur, according to existing agricultural zoning, but rezoning proposals for suburban and/or urban development would be discouraged (and perhaps voted down). And development would be guided by a set of policies and regulations that ensure that rural character is maintained within this area.

Note: The growth phasing program map is not a future land use map, though it has been coordinated with preparation of the “Future Development Map.” That is, the growth phasing program map does not suggest specific land uses. It is “neutral” with regard to land use and is intended only to show the extent and timing of urban and suburban development (regardless of type of land use).

Robert and Company has provided estimates of acreage within the growth tiers shown on the growth phasing map. For the period 2007-2015, that map provides for 14,647 acres, of which 1,513 are water, leaving 13,134 acres. Of that total, approximately 5,204 acres are within the municipalities. This leaves approximately 7,930 acres of unincorporated land designated as appropriate for urban or suburban development during the next eight years. Of those 7,930 acres, some of the land is of course already developed.

According to projections provided for the impact fee program and reiterated in Table 1 of this report, approximately 4,000 housing units are expected in the unincorporated part of the county from now until 2015. With approval of the Rose Hill development, which will permit some 3,700 homes, as well as platted but as-of-yet undeveloped subdivision lots which number some 1,200, Butts County has ample development approvals already in place to serve the land needed for residential development through 2015. And additional land development opportunities are implied within the first growth tier, such that there is more than enough land to accommodate short-term development within that tier alone. And, certain lower density development is likely to occur in other tiers as shown the growth phasing plan. This means, in effect, that no additional lands should be added to the growth tier, as the county does not need to promote the development of more land than shown in the Tier 1 growth phasing area.

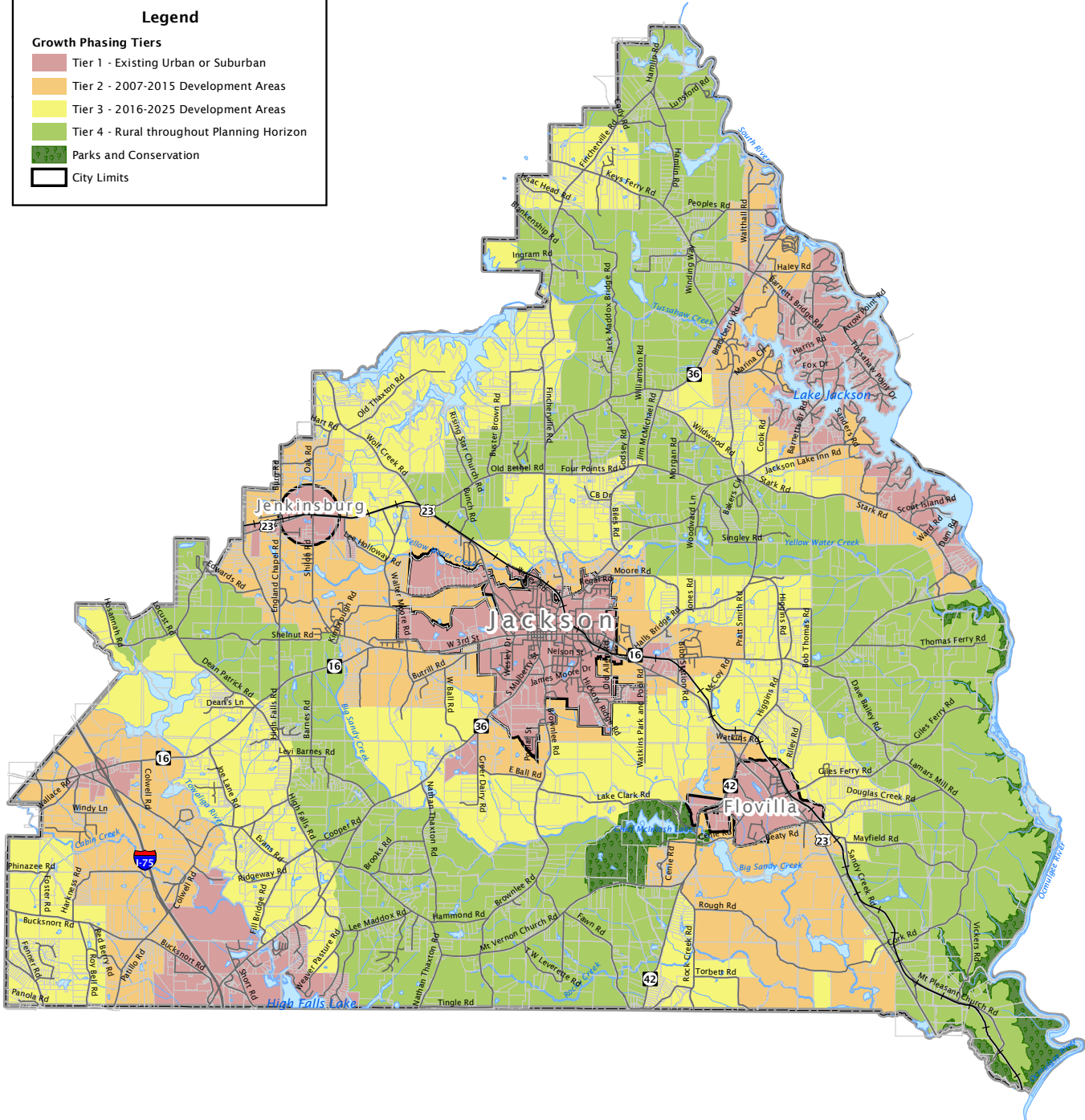
Map GM3 - Growth Phasing Program

Growth Phasing Program - Butts County - Draft 9.10.07

Legend

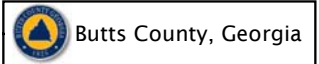
Growth Phasing Tiers

- Tier 1 - Existing Urban or Suburban
- Tier 2 - 2007-2015 Development Areas
- Tier 3 - 2016-2025 Development Areas
- Tier 4 - Rural throughout Planning Horizon
- Parks and Conservation
- City Limits



Scale = 1:150,000

Butts County Comprehensive Plan Update 2007
R.A.C. Number: 06050.10



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Growth Management Goals and Policies

1. Expand commercial, industrial, and institutional development at the two Interstate 75 interchanges in Butts County.
2. Increase recreational and heritage tourism in Butts County.
3. Maintain rural character.
4. Avoid overdevelopment of Lake Jackson.
5. Manage new residential development around new reservoir.
6. Balance the fiscal impacts of new growth.
7. Conduct special subarea studies.
8. Preserve and enhance the Indian Springs State Park area.
9. Promote a pattern of concentrated residential development.
10. Fully utilize the Development of Regional Impact (DRI) process to maximize opportunities to understand the fiscal, land use and resource impacts of development proposals.
11. Institute a local impact assessment program in conjunction with DRI reviews.
12. Update all facility master plans (transportation, water and sewer, parks and recreation) at no less than three (3) year intervals, given the rapid anticipated growth of Butts County.
13. Promote more new development and redevelopment in existing sewerred areas.
14. Consider the feasibility of a Transferable Development Rights (TDR) program and monitor implementation successes in Georgia.

ISSUES AND OPPORTUNITIES

In order to be effective, the comprehensive plan must identify and provide workable strategies for addressing the issues and opportunities facing the community. The technical addendum of this document was the first step taken towards identifying the issues and opportunities facing Butts County. The data and current conditions detailed in the addendum were summarized into a series of succinct issue and opportunity statements. Next, the list was modified and revised through the public participation program of the 2007-2008 Major Comprehensive Plan Amendment. Each issue and opportunity statement was reviewed and discussed in depth with a diverse steering committee of stakeholders. Next, many of the issues and opportunity statements were tested and refined through the general public in the community vision survey. The

issues and opportunities serve as the basis for the goals and policies included within the Community Agenda portion of the Comprehensive Plan.

The following list represents the final locally agreed upon list of issues and opportunities the County intends to address during the 2005-2030 planning period. The following issues and opportunities list is organized according to various areas or “elements” identified within the comprehensive plan: population, economic development, natural and cultural resources, facilities and services, housing, land use, transportation, and intergovernmental coordination.

Population

Issues:

- Rapid population growth is expected in the next 20 years as exurban growth from the Atlanta Metropolitan Area spills over into Butts County
- The transition from rural to exurban fringe will alter the population demographics of Butts County.
- The proportion of the population that is over 65 years of age will increase and this population group will require specialized housing and services.
- Educational attainment for the community is lagging behind the state and surrounding counties.

Opportunities:

- Continued metropolitan growth provides an opportunity for the County to attract affluent new residents

Economic Development

Issues:

- There are not enough post-secondary education opportunities in Butts County.
- Our community’s economy is too dependent upon only a few industries or economic sectors (Services, Retail).
- Wages within the services sector are low as compared to State figures
- The national trend toward declines in manufacturing may lead to job losses in the County.
- We lack sufficient jobs or economic opportunities for local residents.
- Need to improve the variation in skill sets available within the County, with particular focus on professional service skills.

Opportunities:

- The County has the opportunity to attract light industrial, distribution, and logistics industries because of its location between Atlanta and Macon.
- The County should focus on attracting growth industries and employers that provide high-paying jobs.
- Need to develop an organized approach to marketing Butts County; this should include local leadership training, involvement of web and high-tech media.
- Need to develop strategies for utilizing key growth areas of the County, such as the I-75 corridor.

- As the population continues to grow and area shifts from urban to rural, there will be greater demand for service and retail industries to supply the market.
- A regional airport could provide economic development benefits for the County.
- Expansion of the Riverview Industrial Park could provide additional high-wage employment opportunities for County residents.
- Business tracking and retention programs could help the County maintain its current industries in the face of regional competition.
- A long-term infrastructure improvement plan can provide support, guide, and direct economic development activities.
- Innovative economic development tools such as tax abatement programs and business incubators could support and attract business.
- Continue to foster more employment opportunities within the County, and encourage businesses to hire County residents.
- Job-skills training programs in local schools need improved resources and linkage with modern industries and opportunities, and maintaining READI qualifications.
- The County may be able to encourage growth in tourism through cross-promotion of historic, recreation and cultural resources.

Natural and Cultural Resources

Issues:

- The Upper Ocmulgee basin contains numerous contaminant violations resulting from inappropriate development surrounding river corridors.
- Many of the pollution sources within the Ocmulgee basin and Lake Jackson are located upstream of Butts County.
- The County's two most significant natural resources, Lake Jackson and the Ocmulgee River, are threatened by new development and are being increasingly used as recreational sites.
- Increased regional cooperation is needed to address water quality issues
- Water quality violations have not been systematically mapped and cataloged.
- TMDL standards for water bodies have not been established and linked with land use permitting decisions
- The County lacks a formal stormwater management plan
- Groundwater recharge areas are threatened by development
- Floodplains data in GIS format is unavailable for the unincorporated portions of the County.
- Current development practices are not sensitive to natural resources.
- Prime agricultural lands have not been identified and targeted for preservation
- Farmland and rural scenery are disappearing.
- New development is locating in areas that should not be developed – such as rural farmland or environmentally sensitive areas.
- There is not enough greenspace or parkland.
- Local protection of historic and cultural resources is inadequate

Opportunities:

- There is a desire to preserve and revitalize Indian Springs State Park and Indian Springs Hotel.
- There is a desire to properly define and protect Butts County's rural character.

- Indian Springs State Park and Dauset Trails may provide the basis for additional trail linkages across the County.
- Conservation easement programs may allow for increased greenspace preservation within the County.
- Environmental overlay zones may help protect sensitive natural resources
- Conservation subdivisions may allow for preservation of sensitive natural resources.
- SPLOST funds may be utilized to fund pathway improvements and greenspace acquisition.
- A parks foundation could help the county develop a coordinated greenspace and recreational facilities program.

Facilities and Services

Issues:

- Current facility extension does not foster development that maximizes the use of existing infrastructure.
- The relative costs of community services have not been considered or compared to different development types (open space/farmland; industrial/commercial; residential).
- The future costs of providing services at anticipated growth rates have not been considered or compared to development alternatives.
- Some parts of community not served by public facilities and services, particularly sewer services.
- Fire Department needs renovation or possibly a new facility for their headquarters.
- The County has not defined desired levels of service for community facilities

Opportunities:

- A capital improvement program for public facilities can form the basis of a growth management program and impact fees
- The provision of water and sewer facilities could help the County guide growth to appropriate areas.

Housing

Issues:

- There is insufficient mix of housing sizes, types, and income levels within (most) neighborhoods in our community.
- The County lacks diversity in its housing supply.
- The County does not have varied housing options available to meet residents' needs at all stages of life.
- The County needs more high-end housing.
- Workforce housing is needed to ensure that those who work within the County are able to afford to live in Butts.
- Senior housing is needed in order to accommodate the rising proportion of elderly residents.
- There is a lack of special needs housing in our community (disabled, group homes, women's shelters, etc.).
- There will be a growing market for rental housing as the population of the County increases and transitions from rural to suburban.

- Our community does not take measures to encourage infill and medium to high-density, multi-family residential development in appropriate locations.
- The County has a high vacancy rate as compared to state averages
- Some neighborhoods are in need of revitalization or upgrade.

Opportunities:

- Homeowner programs such as maintenance, enhancement, and rehabilitation assistance may help stabilize declining neighborhoods
- Home buyer education programs may increase the rate of home ownership and inform the public about issues such as credit and maintenance

Land Use

Issues:

- The County is experiencing growth pressures along its western border spilling over from Henry County.
- Rapid development conflicts with the community's stated desire to maintain a rural environment.
- We have too much unattractive signage and sprawl development along roadways.
- Industrial development along I-75 may create land use conflicts with adjacent residential development.
- The proposed new quarry South of Jackson may create a nuisance land use conflict between adjacent residents and businesses
- Residents of the Lake Jackson area have expressed concerns about overcrowding and incompatible land uses
- There is little mix of uses (such as corner groceries or drugstores) within neighborhoods.
- We lack attractive public spaces designed for gathering and social interaction.
- Our community's development patterns do not create pedestrian-friendly environments.
- Our community is not relatively compact, but spread out and only accessible by car.
- Due to the rural nature of the county, there is a threat of inefficient land use as development occurs in isolated areas due to the availability of large tracts of inexpensive land ("Leapfrog development").
- Development may occur in isolated areas that are not well served by community facilities and infrastructure

Opportunities:

- Well-planned, village-style nodes of development may allow for greater rural land preservation, while attracting high-end development.
- Design guidelines may ensure that new infill development is appropriate and compliments the established character of the community.
- Illustrated development regulations may provide builders with a readily-accessible guide to design guidelines.
- A checklist for site plan review of proposed developments may expedite the permitting process.

Transportation

Issues:

- Transportation corridors are congested, specifically Highway 16 and Highway 36.
- Truck traffic and congestion are a problem in downtown Jackson
- The community is not pedestrian or bicycle friendly.
- Our community lacks a local trail network.
- Local trails are not linked with those of neighboring communities, the region and the state.
- There is considerable need for more sidewalks, pedestrian paths, and consideration for alternative modes of transit for Butts County residents.
- People lack transportation choices for access to housing, jobs, services, goods, health care and recreation.
- Possibility of a transportation and access plan for Butts County, analyzing the existing and potential routes for connecting key origins and destinations within the County.
- Proposed new development may decrease the level of service of existing roadways and necessitate infrastructure improvements.
- Citizens are experiencing increasing commute times and distances—more people driving longer distances in traffic to reach home, school, shopping, or work.
- Housing, jobs, daily needs, and other activities are not within easy walking distance of one another in the community.

Opportunities:

- Improved communications and planning between the Butts County Planning and Zoning Department, the Road Department, and the Georgia Department of Transportation
- Travel Demand Management (TDM) strategies such as carpooling programs and high-occupancy vehicle lanes may help reduce the volume of traffic through lower demand.
- Passenger rail programs may provide additional transportation options and spur redevelopment along rail corridors
- Express Busses and Bus Rapid Transit (BRT) systems may allow residents to quickly access employment centers without reliance on automobiles.
- A regional airport facility in Butts County could contribute to economic development opportunities in the County.
- Streetscape improvements and pedestrian amenities may increase safety and contribute to compact village-style development.
- A variety of parking solutions including parking banks, alternate, attended, shared (such as commercial/industrial areas and churches), and paid parking may decrease the need for large parking lots and enhance the pedestrian environment.

Intergovernmental Coordination

Issues:

- There is no existing forum for land use planning and coordination between Butts County and its municipalities.
- Agreements with surrounding counties are important to Butts County in order to manage shared resources and the provision of services of the natural resources and infrastructure that cross county boundaries.

Opportunities:

- Regular land use planning forums between Butts County, Jackson, Jenkinsburg, and Flovilla may allow for greater planning coordination and cooperation.
- Regular forums between Board of Education members and Planning and Zoning officials could help assure that new development does not overburden the County school system.

Multi-county Industrial Development Authority (IDA) initiatives may provide opportunities for regional economic development projects.

GOALS AND POLICIES

Housing

Goal 1 Protect and preserve established residential neighborhoods.

- Policy 1.1 Ensure adequate buffering and screening in order to protect residential neighborhoods from negative impacts of adjacent development.
- Policy 1.2 Maintain a strict code inspection and compliance program to promote the maintenance and preservation of existing housing.
- Policy 1.3 Target dilapidated or substandard housing for code enforcement efforts and redevelopment planning
- Policy 1.4 Ensure that established residential neighborhoods are not encroached upon by inappropriate commercial uses and disruptive home businesses. (See DCA Model Code 3-3 for a sample regulation of home businesses.)

Goal 2 Provide for a range of housing options to meet the needs of Butts County's diverse population.

- Policy 2.1 Encourage the construction of affordable senior housing in order to accommodate the growing senior population.
- Policy 2.2 Provide housing opportunities for young families as well as "empty nester" households.
- Policy 2.3 Provide housing opportunities for special needs populations such as the disabled.
- Policy 2.4 Provide opportunities for mixed-use, live/work housing.
- Policy 2.5 Work with nonprofit housing agencies to ensure an adequate supply of affordable housing.
- Policy 2.6 Support equal housing opportunities for all persons.
- Policy 2.7 Provide opportunities for attached housing types, such as duplexes, townhomes, condominiums, and apartments, in areas of the County that can support increased density.

- Policy 2.8 Provide opportunities for master planned residential communities.
- Policy 2.9 Encourage interactive, interconnected neighborhood communities where people have easy access to schools, parks, residences and businesses through walkways, bike paths, roads and public transportation.
- Policy 2.10 Encourage common greenspace, walking paths, and bicycle lanes within residential subdivisions.

Goal 3 Encourage home ownership and neighborhood stability in Butts County

- Policy 3.1 Provide home buyer education programs in order to inform the public about financing, credit, and maintenance issues.
- Policy 3.2 Create a program to encourage maintenance and upkeep of mobile home communities throughout Butts County.
- Policy 3.3 Create incentives for mixed-income housing as a means of providing stable affordable housing within predominantly market-rate residential developments.
- Policy 3.4 Provide opportunities for low-to-moderate income families to move into affordable owner-occupied housing.

Economic Development

Goal 4 Encourage transportation, distribution, and logistics industries in Butts County in order to take advantage of the County's location between Atlanta and Macon.

- Policy 4.1 Continue to actively recruit light industrial, distribution/logistics industries to locate near the I-75 corridor.
- Policy 4.2 Continue to support the Industrial Development Authority in marketing and developing the Riverview Industrial Park and Highway 42 Industrial Park
- Policy 4.3 Continue to actively work with neighboring Counties on cooperative economic development initiatives.
- Policy 4.4 Seek grant funding from the DCA Regional Assistance Program
- Policy 4.5 Support the development of a regional airport in Butts County

Goal 5 Attract and retain a diverse variety of businesses in order to provide quality employment opportunities for residents and maintain a healthy tax base.

- Policy 5.1 Continue to work with the Butts County Chamber of Commerce to conduct business recruitment and retention programs.
- Policy 5.2 Pursue growth industries such as education, health care, and transportation to locate within the County.

- Policy 5.3 Provide economic incentives in order to attract businesses to Butts County and create employment opportunities.
 - Policy 5.4 Develop a mechanism to market the County and its assets. Network and coordinate with agencies which compile data and carry out promotional and marketing efforts, to assist in stimulating business location and development that serves the region.
 - Policy 5.5 Recruit a regional retail center in order to provide shopping opportunities for residents of Butts County and surrounding areas.
 - Policy 5.6 Survey local businesses in order to gather information on local economic conditions and business needs.
 - Policy 5.7 Inventory and track the needs of existing businesses and industries in Butts County in order to retain those industries already present in Butts County
- Goal 6 Provide opportunities for higher education and job training in Butts County supportive of the needs of a modern workforce.
- Policy 6.1 Work with Griffin Technical College to provide job training opportunities at their new satellite campus in Butts County.
 - Policy 6.2 Explore possible County-sponsored internship programs in order to provide work experience for residents.
- Goal 7 Promote heritage tourism in historic sites in Butts County.
- Policy 7.1 Conduct a small area study of the Indian Springs community to explore the feasibility of heritage tourism and recreational opportunities in and around Indian Springs State Park.
 - Policy 7.2 Create design guidelines/overlay zoning in order to ensure that infill development is compatible with surrounding historic areas.
 - Policy 7.3 Work with the Butts County Historical Society to inventory and protect historic resources in Butts County.
 - Policy 7.4 Seek regional assistance and public/private partnership for large-scale tourism related developments through the Georgia DCA Regional Economic Assistance Projects (REAP) program.
- Goal 8 Coordinate infrastructure expansion plans with economic development initiatives.
- Policy 8.1 Create a Capital Improvements Program, in order to provide an orderly framework of infrastructure improvements.
 - Policy 8.2 Provide for the expansion of sewer and road infrastructure along the I-75 corridor in order to support industrial development along the highway

- Policy 8.3 Explore innovative funding mechanisms for infrastructure improvements, such as Tax Allocation Districts, Business Improvement Districts.
- Policy 8.4 Continue to support the Development Authority's program of providing infrastructure for industrial and commercial development.

Natural and Cultural Resources

- Goal 9 Protect ground and surface water sources and water supply intakes to ensure adequate supply of potable water.
 - Policy 9.1 Support watershed planning and regional water quality initiatives, such as the Georgia Comprehensive Water Management Plan and associated basin advisory committees.
 - Policy 9.2 Protect sensitive waterways, wetlands, and floodplains from development which could negatively impact water quality and natural habitats.
 - Policy 9.3 Consider additional riparian buffer restrictions along sensitive waterways such as the Ocmulgee River.
 - Policy 9.4 Require regular inspection and maintenance of septic systems in order to ensure that failing tanks do not contribute to water pollution.
 - Policy 9.5 Identify Total Maximum Daily Loads (TMDL) of pollution which can be safely absorbed to waterways and discourage development which would exceed this threshold capacity.
 - Policy 9.6 Enforce adopted erosion, sedimentation, and floodplain protection ordinances required as part of the Georgia Part V environmental planning criteria.
 - Policy 9.7 Discourage development within state designated significant groundwater recharge areas.
 - Policy 9.8 Study the feasibility of a formal stormwater management plan.
- Goal 10 Promote the protection and maintenance of trees, greenspace, and sensitive environmental features in all new development.
 - Policy 10.1 Promote Conservation Subdivisions in order to protect environmental features within development areas.
 - Policy 10.2 Promote Master Planned Communities which provide common open space and recreational amenities within new developments.

- Goal 11 Provide “active” recreational opportunities as well as “passive” parks and trails for residents of Butts County.
- Policy 11.1 Establish a per-capita minimum standard for parks and recreational facilities in order to ensure that the County’s level of service for recreational facilities does not decline as the population grows.
 - Policy 11.2 Utilize impact fees in order to fund the purchase of greenspace, park land, and trails throughout the County.
 - Policy 11.3 Work with the Path Foundation to create a trails system in Butts County in order to provide linkages between neighborhoods, conservation areas, and existing recreational facilities, such as Dausett Trails.
 - Policy 11.4 Encourage new development to set aside land for greenspace and multi-use trails.
 - Policy 11.5 Create incentives for developers to link their greenspace and trails into a publicly-accessible network of greenspace and trails.
- Goal 12 Continue to work towards the state goal of permanently preserving 20% of the County’s land area as conservation and greenspace.
- Policy 12.1 Work with the Georgia Land Conservation Partnership to secure any available state funding for the acquisition of greenspace in Butts County.
 - Policy 12.2 Partner with non-profit land preservation organizations, such as the Georgia Conservancy and the Trust for Public Land, to create a program of conservation easements and purchase of development rights in Butts County.
 - Policy 12.3 Study the possibility of implementing market-based conservation tools, such as a transfer of development rights (TDR) program.
- Goal 13 Encourage the preservation of Butts County’s rural heritage and provide opportunity of agricultural and forestry activities to remain a vital part of the community.
- Policy 13.1 Discourage growth in areas that do not have the infrastructure necessary to support development. Provide an orderly plan for infrastructure phasing that clearly delineates growth areas based on planned expansion of services.
 - Policy 13.2 Protect agricultural operations from the encroachment of suburban residential subdivisions. (See DCA Model Codes 4-1, 4-2, and 4-3).
 - Policy 13.3 Continue the use of large-lot agricultural zoning as a means of protecting farmland and preserving low-density rural character.

- Goal 14 Encourage the protection, maintenance, restoration, and appropriate adaptive reuse of significant historic and cultural resources within Butts County.
- Policy 14.1 Continue partnership with the Butts County Historical Society in order to inventory and protect historic structures and sites in the County.
 - Policy 14.2 Apply for national register designation status for all significant historic structures and sites identified in Butts County
 - Policy 14.3 Adopt a local historic preservation ordinance in order to provide a means of protecting locally significant historic resources. (See Georgia Historic Preservation Division model ordinance.)
 - Policy 14.4 Adopt regulations to ensure that infill development in historic areas is compatible with surroundings. (See DCA Model Code 3-10 for residential infill development standards for historic districts.)

Community Facilities and Services

- Goal 15 Provide for the necessary infrastructure, public facilities, and services to support new and existing development; such as roads, schools, public safety, and wastewater treatment.
- Policy 15.1 Develop a long range capital improvements program for key infrastructure and community facilities that is consistent with the Future Development Map and growth management strategies.
 - Policy 15.2 Establish a desired level of service for public facilities and services.
 - Policy 15.3 Ensure that new development does not cause a decline in the level of service to existing residents.
 - Policy 15.4 Consider the fiscal impacts of new development in order to ensure that the County has an adequate tax base.
 - Policy 15.5 Establish regulations that serve as a way for new growth to pay for itself.
 - Policy 15.6 Encourage developers of parcels of 100 acres or more to dedicate or reserve appropriate sites for public facilities that are consistent with the County's long-range facility plans.
 - Policy 15.7 Promote cooperation between the County Planning Department and local school boards in order to ensure that school location and development permitting decisions are supportive of overall growth and facility expansion plans.

- Goal 16 Maximize the use of existing public facilities and infrastructure.
- Policy 16.1 Encourage new development to locate in areas with existing infrastructure capacity in order to avoid costly extension of services.
 - Policy 16.2 Limit development within Butts County to areas that can be reasonably served by public infrastructure.
 - Policy 16.3 Promote a compact, efficient pattern of development; and discourage “leapfrog” development.
- Goal 17 Coordinate the timing, location, and capacity of community facilities with desirable patterns of land use and development.
- Policy 17.1 Coordinate infrastructure expansion plans with adjacent local governments, such as the Cities of Jackson, Jenkinsburg, and Flovilla.
 - Policy 17.2 Establish a schedule for capital improvements and delineate infrastructure expansion areas consistent with the Future Development Map and growth management strategies.
 - Policy 17.3 Encourage new growth to locate in areas contiguous to existing development with a utility extension policy that is sequential and phased.
 - Policy 17.4 Extend public facilities and services to new development that is located within designated infrastructure expansion areas.
 - Policy 17.5 Establish coordination between the issuance of utility permits and building permits.

Land Use

- Goal 18 Provide for an efficient, equitable, and compatible distribution of land uses.
- Policy 18.1 Provide for a reasonable accommodation of a broad range of land uses within the County.
 - Policy 18.2 Encourage an appropriate transition of type and scale between established neighborhoods and activity centers.
 - Policy 18.3 Promote a balance between available housing and employment opportunities in the County.
 - Policy 18.4 Designate areas for industrial, warehousing, distribution, and transportation uses with direct access to major transportation systems.
 - Policy 18.4 Protect established single-family residential neighborhoods from the encroachment of unwanted land uses.

- Policy 18.5 Coordinate land use planning with transportation improvement programs.
 - Policy 18.6 Create illustrated development regulations in order to provide developers with a readily-accessible guide to design standards.
 - Policy 18.7 Create a checklist for site plan review of proposed developments in order to expedite the permitting process.
- Goal 19 Promote a visually attractive environment and a “sense of place” within Butts County
- Policy 19.1 Revise the County’s standards for signage in order to avoid unattractive visual clutter along roadways.
 - Policy 19.2 Utilize gateway signage and landscaping at key entry points into the County in order to foster a sense of place and create a positive first impression.
 - Policy 19.3 Enact community design standards or guidelines to ensure that the physical appearance of new development (or improvements to existing properties) is compatible with the existing character of the County, is built to a high standard, and has an attractive appearance.
 - Policy 19.4 Screening of service yards and other places that tend to be unsightly should be encouraged by the use of walls, fencing, planting, or combinations of these. Screening should be equally effective year round.
 - Policy 19.5 Newly installed utility services, and service revisions necessitated by exterior alterations should be placed under ground, where economically feasible.
 - Policy 19.6 Adopt and enforce tree protection standards that discourage clear-cutting, encourage the preservation of specimen trees, and require re-planting of trees removed as the result of new development.
 - Policy 19.7 Monotony of design in single or multiple building projects should be avoided. Variations in detail, form, and siting should be used to promote visual interest. Harmony in texture, lines, and mass is encouraged.
- Goal 20 Promote the development of clustered commercial activity centers and discourage continuous, scattered commercial development along major corridors.
- Policy 20.1 Encourage the development of compact commercial nodes at designated rural activity centers.
 - Policy 20.2 Discourage the continuous strip commercial zoning along major corridors.

- Policy 20.3 Adopt building mass controls in order to prevent “big box” commercial development outside of designated Highway Activity Centers.
- Policy 20.4 Place new public facilities and civic uses in designated activity centers.

- Goal 21 Promote attractive, well-designed, pedestrian-oriented development that includes a mix of uses.
 - Policy 21.1 Provide incentives for mixed use development, such as density bonuses.
 - Policy 21.2 Create and adopt a planned-residential ordinance in order to provide a mechanism for development review of master planned communities.
 - Policy 21.3 Designate areas for pedestrian-oriented village centers and rural activity centers.
 - Policy 21.4 Require sidewalks and pedestrian accessibility to all new commercial development.
 - Policy 21.5 Encourage commercial buildings to be oriented towards the street with parking located on the side or rear of the building.
 - Policy 21.6 Encourage pedestrian-oriented residential design that applies Traditional Neighborhood Development principles.
 - Policy 21.7 Consider limited neighborhood commercial within Village Center communities and traditional neighborhoods.

- Goal 22 Prevent the encroachment of suburban development from neighboring counties into areas of Butts County that are designated for rural preservation.
 - Policy 22.1 Discourage development served by septic tanks in watershed protection areas that are within 7 miles upstream of water intake points.
 - Policy 22.2 Work with the neighboring counties of Henry, Spalding, Newton, Jasper, Monroe, and Lamar to ensure that land use plans are consistent across adjacent jurisdictions.

- Goal 23 Preserve the rural character of the County and provide opportunities for agricultural and forestry uses to remain a vital part of the community.
 - Policy 23.1 Preserve the southeastern portion of the County adjacent to the Ocmulgee River for agricultural and forestry uses.
 - Policy 23.2 Enforce state protected river guidelines and riparian buffers for applicable areas adjacent to the Ocumugee River.

- Policy 23.3 Adopt DCA Model Code 4-1, encouraging preservation of agricultural operations and reducing conflicts between agricultural and non-agricultural uses.
 - Policy 23.4 Adopt DCA Model Code 4-3, requiring new non-agricultural development adjacent to designated agricultural land to provide an agricultural buffer to minimize future potential conflicts between land uses.
 - Policy 23.5 Study the possibility of implementing a Transfer of Development Rights (TDR) program as a market-based mechanism for the preservation of scenic areas, open space, and agricultural land.
- Goal 24 Provide opportunities for the development of light industrial, office, warehousing, logistics and commercial development as a means of providing jobs and creating a balanced tax base.
- Policy 24.1 Encourage light industrial, office, and commercial development in designated areas along the I-75 corridor in order to take advantage of expressway access and the County's location between Atlanta and Macon.
 - Policy 24.2 Provide opportunities for industrial development in locations that can be served by city and county services, and the regional transportation network.
 - Policy 24.3 Prioritize sewer service expansion in the unincorporated County to designated future employment centers.
- Goal 25 Preserve the historic Indian Springs Community and Indian Springs State Park, with the possibility of expanding/resurrecting the area as a tourist attraction.
- Policy 25.1 Conduct a historic resources inventory of important structures in the Indian Springs/Flovilla area.
 - Policy 25.2 Apply for designation on the Georgia and National Register of Historic Places those structures identified in the historic resources inventory.
 - Policy 25.3 Create and adopt architectural standards or guidelines for the Indian Springs area in order to ensure that new development is compatible with the historic nature of the area. Consider the Georgia Historic Preservation Division's model design standards for infill and material changes to historic properties as well as the Georgia DCA's new heritage tourism district model code.
 - Policy 25.4 Encourage linkages between multi-use trails, recreational facilities, and greenspace in proposed master-planned communities near Indian Springs and Flovilla.

- Policy 25.5 Utilize signature communities grant money to develop a community master plan for the future development of the Indian Springs Area.

- Goal 26 Promote infill development and redevelopment over “green field” or “leapfrog” development.
 - Policy 26.1 Utilize Georgia redevelopment powers in order to promote reuse, rehabilitation, and redevelopment of existing vacant, declining, and underutilized properties.
 - Policy 26.2 Create an inventory of vacant, declining, and underutilized properties which can be provided to potential developers.
 - Policy 26.3 Encourage new development to locate in areas contiguous to existing development where there is adequate infrastructure capacity and community facilities.

Transportation

- Goal 27 Strive to achieve a minimum roadway Level of Service (LOS) of D, which reflects conditions where roadways are functioning within their design capacity, for all roadway classifications.
 - Policy 27.1 Develop a Traffic Analysis Plan ordinance that sets forth procedures for the County to review the potential traffic impacts related to proposed developments, assign appropriate mitigation requirements as a condition of development approval, and promote opportunities for multimodal travel.
 - Policy 27.2 Any development that generates more than 500 PM peak hour trips should prepare a traffic impact study and define how they plan to mitigate their impacts.
 - Policy 27.3 Developments that generate more than 100 PM peak hour trips and have direct access to a roadway that currently operate at Level of Service (LOS) E or F, which reflects conditions where a roadway is operating at or above its design capacity, should prepare a traffic impact study and define actions to mitigate their impacts.

- Goal 28 Provide for safe, efficient freight movement through the County while ensuring that truck traffic does not conflict with established residential neighborhoods.
 - Policy 28.1 Enforce designated freight routes throughout the County
 - Policy 28.2 Consider additional transportation improvements linking GA-36 and GA-16 in order to reduce truck traffic through the City of Jackson.

- Policy 28.3 Participate in regional freight mobility studies in order to come up with innovative solutions to freight traffic issues.
 - Policy 28.4 Adopt an access management plan for roadways that serve commercial areas and industrial parks by controlling site design and frequency of access points.
- Goal 29 Create an integrated system of sidewalks, multi-use trails, and bicycle routes throughout the County.
- Policy 29.1 Encourage linkages between multi-use trails, recreational facilities, and greenspace in proposed master-planned communities near Indian Springs and Flovilla.
 - Policy 29.2 Create designated bicycle routes throughout the County based on DOT bicycle suitability criteria.
 - Policy 29.3 Require sidewalks within all new residential developments.
 - Policy 29.4 Ensure that pedestrian routes to schools and public facilities are safe and easily accessible.
 - Policy 29.5 Identify applicable State and Federal funding mechanisms that are compatible with the pedestrian projects that the County intends to pursue, including Scenic Byways, Safe Routes to School, and the Recreational Trails Fund.
 - Policy 29.6 Apply for grants from the state through their Transportation Enhancement program, which promotes the use of alternative transportation methods, including bicycle and pedestrian-related projects. The Federal Safe Routes to School Program (SRTS) (administered by GDOT) makes funding available for a variety of programs and projects to encourage children and their parents to walk and bicycle safely to school.
- Goal 30 Encourage innovative multi-modal solutions to the County's transportation needs that balance automobile travel with alternative modes of transportation.
- Policy 30.1 Promote transportation alternatives such as transit, bicycle facilities, pedestrian infrastructure, car pooling, and other forms of alternative modes of travel.
 - Policy 30.2 Coordinate transit planning and potential transit services with regional transit agencies.
 - Policy 30.3 Consider the transportation needs of residents who cannot drive or do not own cars, such as children, the elderly, and the handicapped in ongoing transportation studies.

- Goal 31 Protect pastoral views along scenic corridors
- Policy 31.1 Identify and designate potential scenic corridors within the Comprehensive Plan.
 - Policy 31.2 Prioritize the McIntosh Trail Scenic Byway because of its historic significance.
 - Policy 31.3 Conduct an inventory of scenic, historic, and recreational assets along potential scenic corridors.
 - Policy 31.4 Create a corridor management plan for potential scenic corridors.
 - Policy 31.5 Apply for scenic byway designation under the Georgia or National Scenic Byways Programs.

Intergovernmental Coordination

- Goal 32 Establish mechanisms for the coordination of public services between different governmental entities.
- Policy 32.1 Provide communication mechanisms that facilitate the exchange of information and ideas between Butts County and adjacent local governments.
 - Policy 32.2 Continue to work with the Cities of Jackson, Jenkinsburg, and Flovilla in providing vital emergency services such as fire protection and emergency medical service.
 - Policy 32.3 Maintain required Service Delivery Strategy document that formalizes intergovernmental service provision agreements.
 - Policy 32.4 Work collaboratively with local school boards to provide quality educational opportunities in Butts County.
- Goal 33 Coordinate the County's planning efforts with surrounding jurisdictions.
- Policy 33.1 Ensure that land use plans are consistent with surrounding jurisdictions and regional goals.
 - Policy 33.2 Foster strong relationships with surrounding counties and regional agencies to ensure that infrastructure improvements within Butts County and surrounding areas are supportive of local needs and compatible with future development plans.
 - Policy 33.3 Pursue joint processes for collaborative planning and decision-making.
 - Policy 33.4 Provide County representation on Regional task forces or committees and maintain close staff relationships with the McIntosh Trail RDC and Georgia DCA in efforts to address regional issues.

IMPLEMENTATION PROGRAM

The Implementation Program describes and analyzes several growth management techniques with respect to their applicability and current state of implementation in Butts County. Table I-1 summarizes the various techniques discussed in this chapter and shows the state of applicability in the county. Following the discussion of each individual tool a short term work program has been established to apply recommended implementation measures.

**Table I-1 - Summary of Growth Management Implementation Efforts:
(Present Day Status: August 2007)**

Growth Management Technique	Currently In Use	Partially Implemented	Implementation Underway	Recommended in Short-Term (2007-2015)	Recommended in Long-Term (2016-2025)
Development of Regional Impact (DRI)	X				
Local Impact Assessment Procedure				X	
Facility Master Plan: Parks	X				
Facility Master Plan: Water/Sewer	X				
Facility Master Plan:(Regional) Transportation			X		
Capital Improvement Programming			X		
Planned Unit Development Ordinance	X			X (revision)	
Development Impact Fees: Water/Sewer	X				
Development Impact Fees: Public Safety			X		
Development Impact Fees: Parks/Recreation			X		
Development Impact Fees: Library			X		
Development Impact Fee: Roads				X	
Traffic Sheds and Rural Road Capacity				X	
Growth Phasing Program				X	
Development Agreements				X	
Annexation Plans and Agreements				X	
Historic Preservation Study and Ordinance				X	
Scenic Corridor Designation				X	
Conservation Subdivisions			X		
Greenbelts					X
Large-Lot and Exclusive Agricultural Zoning				X	
Transferable Development Rights (TDR)					X

Development of Regional Impact (DRI)

Development proposals over a certain threshold are required to have a special regional review conducted by the Regional Development Center with jurisdiction (i.e., McIntosh Trail). This process is mandated, more or less, by the state, and local governments are discouraged by administrative rule (and possible loss of their qualified local government status) if they do not act in agreement with the DRI process. The primary analysis that occurs during a DRI is review of impacts on shared regional natural resources and impact on public facilities and services. This procedure was recently activated during the process of considering the Rose Hill Development. This process will be invoked any time Butts County receives a development proposal that meets certain thresholds established by state administrative rule.

While this process is currently in use, it is relatively weak in terms of useful outcomes in the development review process. Most RDCs in Georgia are generally not staffed to provide complete and detailed reviews of DRI applications. Given the magnitude of the Rose Hill development, that DRI process did result in meaningful analysis. Some work was completed by the county itself, with other analyses submitted by the development applicant.

In order to strengthen this important tool, this amendment to the Butts County comprehensive plan suggests a more formal and comprehensive local impact assessment procedure to accompany the state and region's DRI review. In reality, such a tool is a combination of many techniques suggested in this chapter, including adequate public facilities and development agreement, among others.

Facility Master Planning

Butts County recently completed a park and recreation master plan. The Water and Sewer Authority has a general 50-year master plan. A transportation plan is being completed in conjunction with two other abutting counties. It is important that these master plan efforts be integrated into the comprehensive plan, and made consistent with regard to population and employment projections in the community agenda (being prepared at this time). In particular, the water and sewer master plan should be revised to provide for sewer service to higher density residential development, and to change its schedule of long-range improvements so that it is consistent with the growth phasing map (see discussion later in this report). A separate analysis of the park and recreation plan has been completed as part of the development impact fee program (see discussion later in this report).

The provision of sewer is one of the most important growth management tools a local government has – where provided, it encourages development to occur, and where it doesn't exist, all but the lowest density development is generally precluded. With sewer, residential subdivisions can be built with higher densities. Expanding sewer to undeveloped areas is beneficial from an environmental standpoint, because there are some drawbacks to septic tank use.

It is very useful for jurisdictions to identify which areas they intend to sewer over the long-term, and which areas they intend to remain unsewered. The jurisdiction can then craft an appropriate development strategy for each area. In this regard, the comprehensive plan and any capital improvement plans of the local government and water and sewer authority need to be coordinated.

Capital Improvement Programming

The purpose of a capital improvements program is to evaluate the need for public facilities as identified in the other comprehensive plan elements, to estimate the cost of improvements for which the local government has fiscal responsibility, to analyze the fiscal capability of the local government to finance and construct improvements, to adopt financial policies to guide the funding of improvements, and to schedule the funding and construction of improvements in a manner necessary to ensure that capital improvements are provided when required based on needs identified in the other comprehensive plan elements. The term “capital improvement program” encompasses the term “capital improvements element” but is broader. A capital improvements element usually addresses only those facilities for which development impact fees will be charged. Capital improvement programs, on the other hand, address all facility needs regardless of funding source, and they go beyond cost estimating and scheduling to include financial policies and other decision-making guides.

The Butts County Administrator has recently instituted a process of developing a more formalized capital improvement program. Also, the county has hired a staff person to oversee the capital improvement process. This is a positive step forward that contributes to the county’s overall ability to deliver necessary facilities on a timely basis. Therefore, it is important growth management tool. The capital program should be updated annually, and assuming adoption of the development impact fee program, an annual update of the Capital Improvements Element (CIE) portion is required by state rules to maintain eligibility to charge development impact fees.

Planned Unit Development Ordinance

The county’s zoning ordinance establishes a planned residential zoning district. Recognizing the need to fine-tune that district, the Community Development Director proposed an amendment to the zoning ordinance that would overhaul that zoning district to meet current and anticipated future needs. The proposal by the Community Development Director included using a performance-based point system for development approval. The Director also held work sessions with the Planning Commission and Board of Commissioners and conducted public hearings on the draft amendment.

Jerry Weitz of the planning consulting team also got involved in this effort, and proposed a rewrite of the draft planned residential ordinance that would (1) provide principles for retaining rural character; (2) integrate elements of conservation subdivision planning (see additional discussion below); and (3) refer to possibilities for adopting a development agreement (also discussed in another section). After review of

that draft by the planning commission, it was passed on to the Board of Commissioners for further consideration. At this time, the planned residential zoning ordinance amendment is still being considered.

Development Impact Fees

Impact fees are considered a growth management tool usually only because they help local governments provide public facilities needed for new growth and development. Rarely are impact fees considered to influence the location of growth, unless differential impact fees are charged based on location, with more remote sites being charged a higher impact fee.

The Butts County Water and Sewer Authority (BCWSA) charges capital recovery fees for water and sewer, which are the equivalent of impact fees. Capital recovery fees for sewer have been charged since 2001 and fees for water have been charged since 2003. Such charges should be periodically revisited and increased where appropriate to cover cost increases in the provision of infrastructure.

As a part of the update of this comprehensive plan, Butts County initiated a development impact fee program for the following facilities: parks and recreation, public safety (sheriff, fire and EMS), and libraries. The development impact fee program was initiated in 2007 in the process of being completed at the time of this writing. Additionally, the county desires to prepare and adopt a road impact fee; the transportation plan is considered a prerequisite to preparing a road impact fee program; hence a road impact fee needs to be revisited after the transportation plan is completed.

Concurrency (Adequate Public Facility Ordinances)

Concurrency, also known as adequate public facility ordinances (APFOs), means that public facilities and services are available at the time the impacts of development occur. A growth management program that utilizes the concurrency principle prevents development from occurring if it would degrade the local government's adopted level of service (LOS) standard. APFOs go beyond basic subdivision regulations to address other facilities such as drainage channels off-site, and sewer capacity.² It is similar to the development impact fee program, and in fact, if an impact fee program is adopted, a fee charged for a particular facility precludes a local government from also applying a concurrency requirement.

The development impact fee advisory committee voiced concerns about the overcrowding of schools, and it considers school overcrowding a major concern. Since an impact fee cannot be charged under Georgia law for school facilities, the only other recourse is some sort of school concurrency policy and program. That is recommended in the future.

² Weitz, Jerry. 1997. Concurrency: Evolution and Impacts of an Infrastructure and Growth Management Policy. *Public Works Management & Policy*, Vol. 2, No. 1, pp. 51-65.

Some legal issues may arise with efforts to implement APFOs in Georgia. The question, whether local governments can legally adopt adequate public facilities requirements without specific enabling legislation was addressed in a draft report prepared by the Quality Growth Task Force of the Metropolitan Atlanta Chamber of Commerce in 2005 and 2006.³ It appears that local governments can legally establish and implement adequate public facilities requirements or stage development to coincide with the construction of adequate infrastructure. That report finds that, while there is no specific enabling legislation for local governments to adopt adequate public facilities requirements, the General Assembly has acknowledged this tool in the Development Impact Fee Act of 1990.⁴ A property owner thus may have a right to development but not in the timeframe that is unmanageable for the local government to provide infrastructure or services.

Traffic Sheds and Rural Road Capacity

The traffic shed technique is described in a Planning Advisory Service Report published in 1999.⁵ and it has been employed as a growth management tool in Williamson County, Tennessee, and other counties, mostly in the south. This technique is based on the premise that new development should not outstrip the capacity of rural roads, and that improving such roads is beyond the financial capability of rural counties. This tool defines traffic sheds, or land areas that generate the traffic that flows to a road, then limits future development within that traffic shed based on calculations of the capacity available in the rural road network and the estimated impact new development will place on that rural road capacity. By determining rural road capacity and the traffic sheds of each rural road, it is possible to determine the amount of development that can be supported overall. That development potential is then allocated to each landowner equally, so that, for example, the owner of 2 percent of the land in a given traffic shed received 2 percent of the traffic shed capacity (and 2 percent of the total growth potential in the traffic shed). This approach is based on restrictions on the capacity of small areas, and hence not all areas are equally restricted since some will have more or less road capacity available than others. Prior applications of this tool

³ "Report of the Quality Growth Legal & Technical Committee," Final Draft: March 10, 2006. By Jerry Weitz & Associates, Inc. for Metro Atlanta Chamber of Commerce and Georgia Regional Transportation Authority.

⁴ "Payment of a development impact fee shall be deemed to be in compliance with any municipal or county requirement for the provision of adequate public facilities or services in regard to the system improvements for which the development impact fee was paid" (O.C.G.A. 36-71-3(c)). Moreover, local governments, through their subdivision and land development regulations, commonly require adequate public facilities be provided at the time of subdivision, development, or occupancy. Cities and counties almost always require adequate water and sewerage facilities be in place for a subdivision or land development to be approved. Similarly, many local development regulations require road and drainage improvements be installed by the developer or subdivider on-site and along public roads fronting the development. Such requirements have rarely been questioned legally, and so there should not be much doubt as to local ability to ensure facilities are available at the time development occurs. While there is no enabling legislation for adequate public facilities requirements, there is no longer such enabling legislation for the regulations of subdivisions either, and that has not stopped most local governments from adopting them.

⁵ Kendig, Lane, with Stephen Tocknell. 1999. *Traffic Sheds, Rural Highway Capacity, and Growth Management*. Planning Advisory Report No. 485. Chicago: American Planning Association.

have done so in terms of defining an overall density (units per acre) that can be supported in a given traffic shed without overwhelming the rural road network. It reportedly works when traffic commuting patterns are uni-directional – that is, flowing primarily in one direction.

This tool is recommended to be applied in the short-term, after the transportation master plan is revised to address local road capacities in Butts County’s rural road network. That program will help prevent the rural road network from becoming overwhelmed.



Narrow, unpaved roads such as this one east of Interstate 75 have limited capacity to serve new residential development.

Development Agreements

A development agreement is a mechanism that is allowed under the impact fee statute of Georgia, but there is no separate development agreement enabling statute like in some other states. State law, the Development Impact Fee Act of 1990, allows property owners and developers to enter into “private agreements between property owners or developers and municipalities, counties or other governmental entities in regard to the construction of system improvements...”⁶ These agreements, commonly called voluntary agreements between the developer and the local government, can be used to fund and construct system improvements regardless of whether a local government has an impact fee system or not.

Generally, developers seek to lock in certain master planned densities over an extended period of time (i.e., several years), and local governments seek to ensure that new master planned developments program and pay for certain major facility improvements like road widenings, school sites, and upgraded water and sewer lines. The development agreement provides a means of negotiation and agreement to provide exactions in exchange for the local government agreeing to “vest” the densities and land uses over several years. Development agreements are entered into by some Georgia local governments, but since legal questions arise vis-à-vis development impact fees, they do not appear to be common in Georgia.

⁶ O.C.G.A. 36-71-13(b). A negotiated development agreement is probably best adopted by ordinance of the local government. The Georgia Department of Community Affairs has a “module” that provides an ordinance for putting into place this tool, but commentary within that module raises legal questions about use of the tool in Georgia. See DCA’s Model Land Use Management Code,, “Development Agreement.”

The lack of enabling legislation has raised legal questions about implementing this tool in Georgia. The question, “Can local governments enter into agreements with developers that provide for developers to install or pay for off-site infrastructure?” has been addressed in a technical report by the Metro Atlanta Chamber of Commerce. If development agreements simply supplement the local zoning and land development approval process and do not involve the granting of vested rights, they are unlikely to be considered “illegal contract zoning.”⁷ The law is less clear, however, when the vesting of rights is involved.⁸

The planned residential zoning district (proposed as described above) draft included a provision that would allow for development agreements (something that appears unique in local land use codes in Georgia). The development agreement serves as a sort of “back up” strategy to more formalized approaches at gaining facility adequacy, through impact fees and concurrency (both are described above).

Annexation Plans and Agreements

Some counties seek formal urban growth boundaries, or future annexation areas, for the cities within the county, in order to present a more reliable future picture of where municipal facilities and services will be provided. Without agreement on future boundaries and the densities and intensities of development within municipal boundaries, counties often find it difficult to plan urban-level facilities and services to unincorporated areas.

As an example of a problem that can be created with annexation, consider if the county builds a new fire station and then shortly thereafter a major annexation occurs by a city into the fire service area. In such a case, the county has invested in facilities that then have destabilized or inefficient boundaries, and the public’s investment in that facility has, in effect, been squandered.

It does not appear that Jackson or the other two municipalities have been annexing large amounts of land that may not make sense from its own service standpoint. However, with approval of the Rose Hill development, other development opportunities have been highlighted and the City of Flovilla may have an interest in providing services through annexation.

At the time of this writing, the amendment to the Butts County comprehensive plan did not include resources to coordinate with the adopted or emerging plans of the municipalities in Butts County. For that reason, addition coordination is needed in order to designate future growth boundaries for the three cities. To the extent that

⁷ Volume 4, Chapter 71, Section 71:2, of *Rathkopf’s The Law of Zoning and Planning*, by Arden H. Rathkopf and Daren A. Rathkopf. Edward H. Ziegler, Jr, Principal Author for Revision (Release #13, 5/2005, Thomson West).

⁸ “The granting of vested rights in return for a negotiated benefit to the public may be seen as simply a voluntary exchange necessary to secure a valuable government benefit.” From Volume 4, Chapter 71, Section 71:5, of *Rathkopf’s The Law of Zoning and Planning*, by Arden H. Rathkopf and Daren A. Rathkopf. Edward H. Ziegler, Jr, Principal Author for Revision (Release #13, 5/2005, Thomson West) and citing Leroy Land Development v Tahoe Regional Planning Agency, 939 F.2d 696 (1991).

service area boundaries are changed by such plans, the county will need to revise and readopt its Service Delivery Strategy. This task should receive high priority, because having future annexation plans in place will go a long way toward preventing formal disputes on annexation and land use decisions between Butts County and its municipalities.

Historic Preservation Study and Ordinance

Retaining community character through the preservation, protection and retention of historic resources should be an explicit goal of Butts County, in the consultant's opinion. Butts County contains a number of historic residences and institutional structures. Butts County needs to prepare a historic resources survey, which will identify the nature and extent of its historic resources.



Historic Church, SR 16



Historic Structure that Suffers from Neglect

Based on the recommendations in that survey, Butts County should consider establishing a Historic Preservation Commission (HPC), which would have the authority to review all proposed renovations and new developments within established Historic Districts (or designated landmarks) and decide if a Certificate of Appropriateness (COA) will be awarded.

The consultant recommends that Butts County initiate a historic preservation program during the next three years (by 2010), with an eye toward having a preservation commission in place and operational within a five-year period (by 2012). Preserving history is clearly consistent with the county's stated goals of preserving rural character, and failure to protect historic resources threatens the more rapid loss of that desired character.

Scenic Corridor Designation

This growth management tool is also considered relevant in Butts County because of the desire to retain rural character. There are state highways, such as major parts of the SR 16 corridor, that appear to qualify as “scenic” (despite major growth pressures and truck traffic). Furthermore, SR 16 is a designated scenic corridor in other parts of the region and state. Some consideration should be given to establishing an overlay district applicable to the SR 16 corridor, or parts thereof, as well as any other particularly scenic local roads.



Rural Scenic Road in Butts County

The Georgia Department of Community Affairs has prepared a model land use management code that contains a scenic corridor overlay district. Some additional analysis of scenic resources should be conducted to justify designation of a particular corridor as scenic, and that study might be conducted by a landscape architecture/historic preservation firm in conjunction with the recommended inventory of historic resources (see description above).

Conservation Subdivisions

Conservation subdivisions (also called cluster subdivisions) are an alternative to conventional residential subdivision designs. Conservation subdivisions have the same number of homes and lots as a conventional subdivision, but the lots are allowed to be smaller in size and clustered in exchange for the protection of open space.⁹ In contrast, conventional subdivisions can include virtually all of the tract’s environmentally sensitive lands within the boundaries of individual lots, where those spaces cannot be used for public enjoyment and may not be preserved.

Conservation subdivisions are becoming more accepted in Georgia. The principle behind developing a conservation subdivision is relatively simple. Developers design around sensitive natural resources (called primary and secondary conservation areas),

⁹ Not all ordinances require the “permanent” protection of open space, and some may allow less-than-permanent protection. For instance, if only a conservation easement is required, permanent protection may not be provided since it is possible that any easement might be revoked or reversed. For instance, Brian Ohm has argued that conservation easements, even though they are intended to be valid for “perpetuity,” can be modified or terminated through political processes. See Ohm, Brian W. 2000. “The Purchase of Scenic Easements and Wisconsin’s Great River Road.” *Journal of the American Planning Association* Vol. 66, No. 2, pp. 177-188. For another useful reference, see Wright, John B. 1994. “Designing and Applying Conservation Easements.” *Journal of the American Planning Association* Vol. 60, No. 3, pp. 380-388.

just the same as a golf course developer would design residential lots around the fairways of a golf course. Each lot has a view of and frontage on a fairway in a golf course subdivision. In the case of a conservation subdivision, each lot (or most of them) front on permanently protected open space, which has been proven to increase land values since the proximity to the natural amenities is capitalized into the sale of the lot.¹⁰

With conservation subdivisions, usually, developers are granted the same residential density as would be permitted under the existing (applicable) zoning district, but the lot size and lot width requirements of the zoning district would be relaxed so that smaller lots could be provided in exchange for the set aside and permanent protection of open space or green space. The resulting “gross” density would be the same as would be permitted under the existing (applicable) zoning district. One benefit to developers is that the lot configurations can result in tighter roads (less length and width), which can reduce overall development costs.

While there are clearly merits to using the conservation subdivision approach, it is still relatively new in the Atlanta region and Georgia. Cherokee County was one of the first local governments in Georgia to adopt a conservation subdivision ordinance in 1998. Model ordinances have been developed on behalf of the Atlanta Regional Commission and the Metropolitan North Georgia Water Planning District.¹¹

Problems have been encountered with the implementation of conservation subdivisions that limit their potential to be an effective land conservation tool. These include: more complex and rigorous application requirements; more time-consuming approval and design processes; designs that don't differ much from convention; not enough incentives to encourage conservation subdivisions; and production of only small pockets of protected open space. Such issues need to be addressed in the ordinance if possible.

Greenbelts

Some communities acquire through fee simple title or conservation easement a band of land that serves to separate urban/suburban and rural/agricultural lands. For instance, in Thomas County, Georgia, a greenbelt is being formed by conservation easements over large plantation lands in the southern “Red Hills” region of the county.

¹⁰ Lots on open spaces are likely to sell for a premium and more than those with no open space amenities, even if the conservation subdivision lots are smaller in size. Randall Arendt, in *Conservation Design for Subdivisions: A Practical Guide to Creating Open Space Networks* (Chicago: Planners Press, 1996) describes a study (pp. 12-13) that compared two subdivisions in Amherst, Massachusetts, built at the same overall density and at the same time. That study showed that quarter-acre lots on open space sold on average for \$17,000 more (a 13 percent price differential) than one-half-acre lots with little community open space. Arendt also notes that there are “a dozen other examples” (p. 13) of the positive influence of open space on residential property values. Also, A recent study found that conservation subdivisions are less expensive to build than conventional subdivisions. See Mohamed, Rayman. January 2006. “The Economics of Conservation Subdivisions: Price Premiums, Improvement Costs, and Absorption Rates.” *Urban Affairs Review*, Vol. 41, No. 3, pp. 376-399.

¹¹ The model ordinances published by the Atlanta Regional Commission and the Metropolitan North Georgia Water Planning District were both prepared by Laurie Fowler and Seth Wenger of the University of Georgia River Basin Center.

That de facto greenbelt serves as a deterrent to continues suburban residential development between Thomasville and Leon County, Florida (Tallahassee metropolitan area). Developing a greenbelt strategy is appropriate in Butts County given the many streams and rivers in the county. However, it may be challenging for the county to adopt and implement such a growth management strategy without some form of dedicated funding for land acquisition. Nonetheless, even if funding for fee-simple acquisition is not available, conservation easements can be sought in areas designated as greenbelts. This technique may not be realistic and attainable in the short term, but by 2012 the county should designate potential greenbelts on its land use plan and begin to implement acquisition strategies or conservation easements. Greenbelts are recommended in the longer term to ensure greater separation and “hard lines” between urban/suburban areas and places designated for rural character protection. Such greenbelts would be established just outside the designated annexation spheres of influence for the three municipalities in Butts County (see separate recommendation, annexation plans) and should be no less than 500 feet in width (preferably one-half mile wide).

Changing Residential Densities on the Zoning Map to Guide Growth

Presently, Butts County has a three-acre minimum for its agricultural zoning district. In counties that have viable agricultural operations, very large minimums have been established in an effort to prevent the premature subdivision of prime farmland. In Butts County, significant agricultural resources still exist (livestock farms and hay fields), but agricultural preservation is not a high-priority, nor is it an explicit goal of the county’s comprehensive plan (though the preservation of “rural” character is clearly such a primary goal).



Hay Production in Butts County



Livestock Production in Butts County

In order to protect agriculture, or to prevent the premature, leapfrog and scattered subdivision of land across the countryside in Butts County, a larger lot agricultural/rural zoning district should be established. The three-acre minimum established for agricultural zoning in Butts County seems to help discourage some subdivision activity, and it will continue to do as property values rise. However, within areas shown on the growth phasing plan as “rural throughout the planning horizon,” consideration should be given to raising the minimum lot size to ensure subdivisions in these areas are discouraged. For agriculture communities, where farmland needs

preservation, a 25 acre minimum would be appropriate, as Warren County, Georgia, did in 2005. A smaller lot size of 8 acres is employed in Jackson County, closer to the metro Atlanta urban fringe (and in fact a major area of current Atlanta metro growth). In Carroll County, a four-acre minimum is established for its agricultural/holding category. A three or four acre lot size can be considered “too small to farm and too big to mow.” It does not appear to be viable to maintain agriculture on lot sizes of less than five acres. Therefore, at least five acres (rather than three), preferably 8 to 10 acres is recommended as the lot size for Butts County’s agricultural zoning district. The county needs to place a high priority on amending the zoning ordinance to incorporate this recommendation if politically feasible. It may be that the county will implement this recommendation in conjunction with a Transferable Development Rights (TDR) program since that tool is better positioned to protect the current rights of property owners.

In addition to lowering the density of residential development in rural areas (by increasing the minimum lot size of the AR zoning district, Butts County should increase residential densities in areas planned for growth. Butts County can also help direct residential development in the appropriate growth pattern by changing the three-acre zoning in the first growth tier of the growth phasing program. This step is recommended in conjunction with establishing lower densities in the rural parts of the county.

Transferable Development Rights (TDR)

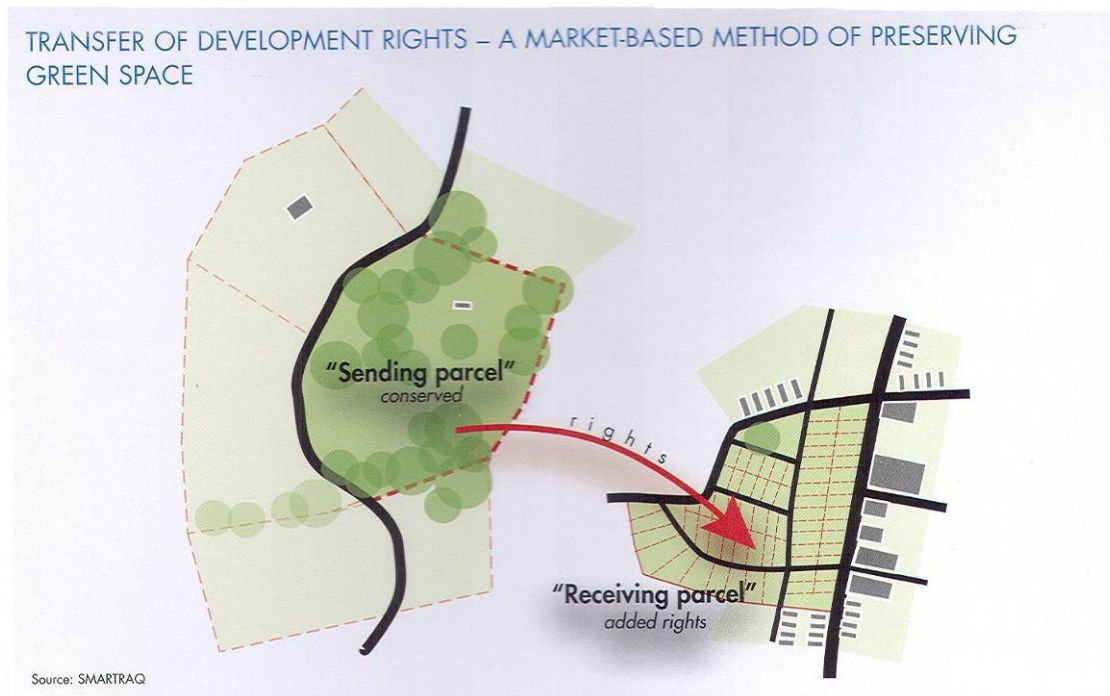
Transferable development rights (TDR) was first used for historical purposes.¹² This technique allows developers to purchase development rights from a property owner and move them to another building or site. TDR has been used to protect the purity of Lake Tahoe in California and Nevada. TDR has also been used to transfer hillside development rights to in-town commercial developments. Montgomery County, Maryland protected over 32,000 acres of farmland with TDR, first initiated in 1980.

Transferable development rights programs divide the jurisdiction into “sending” areas and “receiving” areas and then establish rules under which someone with property in a sending area can “sever” their development rights and use them or sell them to someone who can use them in a designated “receiving” area. Such a program is highly preferred over large lot minimums, since it preserves the rights of property owners as opposed to downzoning or otherwise limiting those rights.

TDR programs have been enabled in Georgia since 1998. With the exception of Fulton County, relative to the Chattahoochee Hill Country (which is voting on incorporation this summer or fall), TDR programs have not yet been established in Georgia, and there is little implementation experience in the state. Other jurisdictions, such as Athens-Clarke County and Thomas County,¹³ have studied and are further considering TDR programs.

¹² The first book to comprehensively treat TDR programs is by Rick Pruetz, titled *Saved by Development: Preserving Environmental Areas, Farmland and Historic Landmarks with Transfer of Development Rights* (Burbank, CA: Arje Press, 1997).

¹³ For recent feasibility studies of TDR in Georgia, see: Dorfman, Jeffrey H., Jorge H. Atilas, Jamie Baker Roskie, et



TDR programs are notoriously complex in their administrative problems, and this has severely limited implementation in Georgia to date.

While it may not be realistic for Butts County to implement a TDR program in the short term, it should definitely monitor other local government TDR implementation efforts and design a program of its own within the 20-year planning horizon. That program should consider the “Greenbelts,” proposed in these growth management recommendations, as sending areas. A TDR program will be particularly important to achieve as the county witnesses further growth pressures that begin to erode rural character.

al. 2005. *The Feasibility of a Transferable Development Rights Program for Athens-Clarke County, Georgia*. Atlanta: Georgia Department of Community Affairs, Quality Growth Grant Program; and Dorfman, Jeffrey H., Jamie Baker Roskie, Rick Pruetz, and Bill Bumback. *The Feasibility of a Transferable Development Rights Program for Thomas County, Georgia*. Athens: Department of Agricultural & Applied Economics, The University of Georgia.

SHORT TERM WORK PROGRAM

Introduction

In addition to the county's goals, policies, and recommended implementation measures, the Comprehensive Plan includes a Short Term Work Program (STWP) that lists specific projects and capital improvements that are to be carried out within a five year time frame. A review of the county's previous STWP is included in order to assess the performance of past planning efforts. The county's previous full Comprehensive Plan update was conducted between 2004 and 2005. This previous Comprehensive Plan included a STWP spanning the years 2005-2009. The Report of Accomplishments consists of a review of the items listed on the previous STWP that were programmed for the years 2005-2007.

Following the Report of Accomplishments, an updated Short Term Work Program (STWP) has been included with work items developed through the Growth Management Program and Capital Improvements Element (CIE). Many of the work items related to the CIE may be funded in part through impact fees. A summary by department of budget totals for work items related to the Growth Management Program is provided in the following table for assistance with annual budgeting processes.

Growth Management Budget Totals by Department by Year

Department	2008	2009	2010	2011	2012
Community Development	\$65,000	\$45,000	\$100,000	\$95,000	\$80,000
Parks and Recreation	0	\$25,000	0	0	\$25,000
Water & Sewer Authority	0	\$25,000	0	\$25,000	0
Total	\$65,000	\$95,000	\$100,000	\$120,000	\$105,000

Implementation of the STWP for growth management items would require an estimated \$485,000 over five years (excludes projects already funded in 2007), within three departments: community development, parks and recreation, and the Butts County Water and Sewer Authority. Most of the expenditures will need to come from the general fund of the county, and projects are for the most part proposed to be managed by the Community Development Department. Grant funding may be available for the historic preservation work, and the Water and Sewer Authority may be able to fund its own updates of its master plan for water and sewer.

Butts County should spend some of its budget dollars to implement the growth management short-term work program because it represents good planning and also a good investment. More efficient growth patterns can save the county budget dollars in the future, and good growth patterns can also result in costs savings in land developments as well.

Report of Accomplishments - Butts County, GA 2005-2007

Project or Activity	Department (Programmed Year)	Status of Project or Activity				Explanation for Postponed or Not Accomplished Project or Activity
		Date Complete	Currently Underway	Postponed	Not Accomplished	
I-75 Corridor Development Study	P&Z, IDA (2005)			X		Some initial work was done in 2002, but never adopted. Waiting for completion and adoption of Comprehensive Plan to revisit.
Develop/ update targeted business recruitment study	IDA, Chamber (2005)				X	Not completed due to personnel changes and insufficient resources. Chamber deferred to IDA to complete task.
Indian Springs Area Management Plan	P&Z, MTRDC, Hist. Pres. Committee (2005)		X			Funding received through DCA Signature Communities program. Due for Completion in 2008.
Review / Update Zoning Regulations	P&Z, MTRDC (2005)		X			Planned Residential Ordinance due to be completed and adopted in 2007.
Review of possible design standards	P&Z, MTRDC (2005)		X			Design standards for Indian Springs area programmed as part of Signature Communities study.
Housing Affordability Study	P&Z, MTRDC, Housing Authority, DCA (2005)			X		Not yet programmed as a department task due to other activities.
Up to 5 miles of new paving/road resurfacing	Road dept (2005)	2007				11.2 miles of roads have been paved or resurfaced.
Up to 10 miles Water Main on Existing County Roads	Water & Sewer Authority (2005)	2007				13.2 miles

Project or Activity	Department	Status of Project or Activity				Explanation for Postponed or Not Accomplished Project or Activity
		Date Complete	Currently Underway	Postponed	Not Accomplished	
North Butts Trunk Line (Buster Brown Rd.)	Water & Sewer Authority (2005-2006)	2006				
Expand Colwell Road LAS from .3 MGD to .8 MGD	Water & Sewer Authority (2005-2006)		X			
Griffin Tech Satellite Campus	Griffin Tech, CDBG, Local (2005-2008)	10/2007				
Expand Ocmulgee Water Plant from 4 to 8 MGD	Water & Sewer Authority (2005-2008)			X		Preliminary engineering is underway, but actual expansion has not yet begun.
Water Mains to New Development	Water & Sewer Authority (2005-2010)		X			12.3 miles
Gravity Sewer Lines to Serve all Property at GA Hwy 36 Interchange	Water & Sewer Authority (2005-2010)		X			
Up to 50 Miles Water Main on Existing County Roads	Water & Sewer Authority (2005-2010)		X			13.2 miles

Project or Activity	Department	Status of Project or Activity				Explanation for Postponed or Not Accomplished Project or Activity
		Date Complete	Currently Underway	Postponed	Not Accomplished	
Develop/ update economic development plan	IDA, Chamber (2006)				X	Personnel changes at the IDA have made it difficult to accomplish this task. Chamber deferred to IDA to accomplish task.
Post-secondary education network for local high schools and businesses	IDA, Chamber, School Board (2006)		X			Chamber has worked with the schools on "Graduation Coach" program for High School and Middle School. Chamber involved with
Update Greenspace Plan	Greenspace Committee, Parks and Recreation (2006)	10/2006				
Water Resource and Conservation Plan	Water Authority, P&Z (2006)	2006				
Update LBCS Mapping	P&Z, MTRDC, Tax Assessor (2006)	11/2007				This was completed as part of the major amendment to the Butts County Comprehensive Plan.
Acquire improvement plans from utility service providers	P&Z, Utility Companies (2006)		X			The Community Development Department has received the Water Authority's 50 year Master Plan. Ongoing communication with other utility service providers.
County Housing Study - Phase 1 Inventory	P&Z, Tax Assessor, MTRDC (2006)			X		Community Development tracks number of approved lots, number of permits issued and number of vacant lots as of 2006. Full blown study not yet programmed as a department task due to other activities.

Project or Activity	Dept.	Status of Project or Activity				Explanation for Postponed or Not Accomplished Project or Activity
		Date Complete	Currently Underway	Postponed	Not Accomplished	
Assessment of Development Review Process	P&Z, MTRDC (2006)		X			This is an ongoing process as part of the continuous improvement program/philosophy of the Community Development Department as of 2005.
North Butts Elevated Water Tank	Water & Sewer Authority (2006)			X		Not needed at this point.
Old Bethel Booster Pump	Water & Sewer Authority (2006)			X		Not needed at this point.
Colwell Road Truck Connector	Water & Sewer Authority (2006)			X		Funds not available.
GA Hwy 36 to GA Hwy 16 Trunk Connector Main	Water & Sewer Authority (2006)		X			
Update Historic Resource Survey	P&Z, Hist. Pres. Committee, MTRDC (2007)		X			Being done for Flovilla and Indian Springs area as part of Master Plan.
Rural Character and Landscape Study	P&Z, MTRDC (2007)			X		Postponed until completion of Comprehensive Plan Amendment.
County Housing Study - Phase 2 Construction and Valuation Study	P&Z, Tax Assessor, MTRDC (2007)			X		Community Development tracks number of approved lots, number of permits issued and number of vacant lots as of 2006. Full blown study not yet programmed as a department task due to other activities.

Short term Work Program 2008-2012

Project or Activity	2008	2009	2010	2011	2012	Responsible Party	Cost Estimate	Funding Source
Growth Management								
Adopt and implement a formal, comprehensive local impact assessment procedure to accompany the state and region's DRI review of developments	X					Department of Community Development; Planning Commission; may require consultant assistance	\$10,000	General fund
Revise park and recreation master plan		X			X	Director of Parks and Recreation	\$25,000	General fund
Update/revise the general 50-year master plan for water and sewer to be consistent with growth management recommendations		X		X		Butts County Water and Sewer Authority	\$25,000	BCWSA
Complete and then update regional transportation master plan	X			X		Department of Community Development; Public Works	\$50,000 (update for Banks County)	General fund
Complete Indian Springs State Park area subarea plan, focused on streetscapes and recreational tourism	X					Department of Community Development; Planning Commission	\$60,000 (funded)	Grant from Georgia Dept. Community Affairs
Complete subarea study/plan for I-75 focused on economic development and infrastructure			X			Department of Community Development; Planning Commission	\$60,000	General fund; Chamber of Commerce; Development Authority
Complete subarea study/plan for Lake Jackson area focused on watershed protection and best practices for lakefront and residential infill development					X	Department of Community Development; Planning Commission	\$80,000	General fund
Annually update capital improvement program, including the capital improvements element (CIE) required for impact fee programs	X	X	X	X	X	Capital Improvement Program Coordinator	Primarily a staff function	General fund
Reevaluate and if appropriate increase capital recovery fees		X			X	Butts County Water and Sewer Authority	Unknown	BCWSA
Complete development impact fee program for parks and recreation, public safety, and libraries, including ordinance adoption	X					Department of Community Development; Planning Commission; Consultant	Funded w/ this plan update	General fund

Project or Activity	2008	2009	2010	2011	2012	Responsible Party	Cost Estimate	Funding Source
Prepare a road impact fee program following completion of transportation master plan.			X			Department of Community Development; Planning Commission; Consultant	\$40,000	General fund
Revise and adopt planned development ordinance	X					Department of Community Development; Planning Commission; Consultant	Funded w/ this plan update	General fund
Prepare and adopt a school concurrency program, in coordination with the Butts County Board of Education	X	X				Department of Community Development; Planning Commission; Board of Education; Consultant	\$20,000 plus legal review	General fund; matching funds by Board of Education
Incorporate the "traffic shed" approach into the update of the transportation master plan. Upon completion, incorporate into impact fee program and development agreement ordinance				X	X	Department of Community Development; Planning Commission; Consultant	\$25,000	General fund
Monitor implementation of the growth phasing program		X		X		Department of Community Development	Staff function	General fund
Adopt ordinance providing for voluntary development agreements, or use conditional zoning to serve as a de-facto development agreement	X					Department of Community Development	Staff function	General fund
Negotiate annexation plans (ultimate city limits) for municipalities in Butts County. Adopt the boundaries in the comprehensive plan of Butts County and each municipality.	X	X				Department of Community Development; Consultant	\$25,000	General fund; matching funds contributed by municipalities
Amend the Service Delivery Strategy to coincide with implied changes to service boundaries as a result of the annexation plan for municipalities in Butts County		X				County Administrator	Staff function	General fund
Prepare historic resources survey of unincorporated areas		X				Department of Community Development; Consultant	\$45,000	General fund; grant from Ga. Dept. of Natural Resources
Designate historic districts or landmarks by adopting a historic preservation ordinance.				X		Department of Community Development; Consultant	\$20,000 plus legal review	General fund

Project or Activity	2008	2009	2010	2011	2012	Responsible Party	Cost Estimate	Funding Source
Adopt a scenic corridor overlay district ordinance for the SR 16 corridor or portions thereof		X				Department of Community Development;	Staff function	General fund; use DCA models if appropriate
Extend scenic corridor overlay district provisions to other local roads in the county			X			Department of Community Development;	Staff function	General fund; use DCA models if appropriate
Prepare conservation subdivisions ordinance or integrate by-right opportunities for them in the zoning ordinance	X					Department of Community Development;	Staff function	General fund; use models if appropriate
Designate potential greenbelts on land use plan and begin to implement acquisition strategies or conservation easements			X			Department of Community Development;	Staff function	General fund
Amend the zoning map to require a larger than three-acre minimum lot size for agricultural zoning districts (at least five acres and up to ten acres is recommended), and pre-zone areas within the first tier of the Growth Phasing Map for suburban residential development	X					Department of Community Development;	\$10,000	General fund
Community Facilities - Library								
Purchase land for library (1 acre @ \$40,000 per acre)		X				Library	\$40,000	50.96% Impact Fee Eligible (\$20,384); 49.04% General Fund (\$19,616)
Planning, Architecture and Engineering, Contingency (@15% of development costs)			X			Library	\$131,250	50.96% impact fee eligible (\$66,885); 49.04% General Fund (\$64,365)
Construct 5,000 square foot library branch (@ \$175 per square foot)				X	X	Library	\$875,000	50.96% impact fee eligible (\$445,900); 49.04% General Fund (\$429,100)

Project or Activity	2008	2009	2010	2011	2012	Responsible Party	Cost Estimate	Funding Source
Community Facilities – Parks and Recreation								
Purchase land (50 acres @ \$35,000 per acre)	X					Butts County Parks & Recreation Dept.	\$1,750,000	54% impact fee eligible (\$945,000); 46% General Fund (\$805,000)
Develop 25 acres of 50-acre site for active recreation (ball fields, community center, playground, walking path, parking, etc.)			X	X		Butts County Parks & Recreation Dept.	\$3,106,500	72% impact fee eligible (\$2,236,680) 28% General Fund (\$869,820)
Planning, Architecture and Engineering, Contingency (@15% of development costs)		X				Butts County Parks & Recreation Dept.	\$465,975	72% impact fee eligible (\$335,502) 28% General Fund (\$130,473)
Remedial projects at Daughtry Park	X	X	X	X	X	Butts County Parks & Recreation Dept.	\$995,525	General Fund
Construct 3.2 mile “Pathway to Learning” pedestrian trail	X					Butts County Parks & Recreation Dept.	\$125,000	General Fund
Community Facilities – Public Safety								
Site preparation, architecture and engineering, Fire Station #8 in Rose Hill (@ 15% of building costs)		X				Butts County Fire Dept.	\$60,750	Impact Fees
Build new 3,000 square foot fire station #8 in Rose Hill (@ \$135 per sq. ft.)			X			Butts County Fire Dept.	\$405,000	Impact Fees
Purchase fire engine for fire station #8			X			Butts County Fire Dept.	\$250,000	Impact Fees
Acquire site for Fire Station #9 (1 acre at \$40,000 per acre)		X				Butts County Fire Dept.	\$40,000	Impact Fees
Site preparation, architecture and engineering, Fire Station #9 (@ 15% of building costs)				X		Butts County Fire Dept.	\$67,500	Impact Fees
Build new 3,000 square foot fire station #9 (Location TBD) (@ \$150 per sq. ft.)					X	Butts County Fire Dept.	\$450,000	Impact Fees
Purchase fire engine for new fire station (10% of cost)					X	Butts County Fire Dept.	\$250,000	Impact Fees

Project or Activity	2008	2009	2010	2011	2012	Responsible Party	Cost Estimate	Funding Source
Community Facilities – Public Safety								
Fire Station #6: Reconditioning inside and exterior painting		X				Butts County Fire Dept.	\$100,000	Capital Improvement Budget and/or SPLOST
Refurbish Station #9			X			Butts County Fire Dept.	\$100,000	Capital Improvement Budget and/or SPLOST
Purchase 1 acre of land for relocated fire station #3		X				Butts County Fire Dept.	\$40,000	Capital Improvement Budget and/or SPLOST
Site preparation, architecture and engineering (@ 15% of building costs), relocated fire station #3			X			Butts County Fire Dept.	\$67,500	Capital Improvement Budget and/or SPLOST
Build new fire station #3 (3,000 sq. ft. @ \$150 per sq. ft.) (replacement)				X	X	Butts County Fire Dept.	\$450,000	Capital Improvement Budget and/or SPLOST
Purchase 2 acres for New Fire Station #1 and Training Center			X			Butts County Fire Dept.	\$80,000	Capital Improvement Budget and/or SPLOST
Phase 2 addition to Public Safety Building/Jail (17,388 sq. ft. @ 200 per square feet			X			Butts County Sherriff's Dept.	\$3,477,600	Impact Fees
City of Flovilla/Butts County Water Improvements			X			City of Flovilla and Butts County	\$500,000	CDBG/Local Funds
Develop Sanitary Sewer System for City of Flovilla		X				City of Flovilla and Butts County	\$9,500,000	USDA/RD

COUNTY OF BUTTS
STATE OF GEORGIA

RESOLUTION NO 2008-08-03

**A RESOLUTION OF THE BUTTS COUNTY BOARD OF COMMISSIONERS
ADOPTING AN AMENDMENT TO THE COMPREHENSIVE PLAN
PURSUANT TO STATE OF GEORGIA
LOCAL PLANNING REQUIREMENTS CHAPTER 110-12-1-.08, RULES OF THE
GEORGIA DEPARTMENT OF COMMUNITY AFFAIRS, AND ADOPTING A
CAPITAL IMPROVEMENTS ELEMENT PURSUANT TO STATE OF GEORGIA
DEVELOPMENT IMPACT FEE COMPLIANCE REQUIREMENTS, CHAPTER 110-12-
2-.04, RULES OF THE GEORGIA DEPARTMENT OF COMMUNITY AFFAIRS**

WHEREAS, a comprehensive plan is required for municipalities and counties in Georgia pursuant to the Georgia Planning Act of 1989, in order to maintain their Qualified Local Government Status; and

WHEREAS, Rules of the Georgia Department of Community Affairs, Chapter 110-12-1, specify substantive and procedural requirements for comprehensive plans; and

WHEREAS, a capital improvements element of a comprehensive plan is required by O.C.G.A. 36-71-1 et seq. for a local government to charge development impact fees; and

WHEREAS, Rules of the Georgia Department of Community Affairs, Chapter 110-12-2, "Development Impact Fee Compliance Requirements," impose planning and procedural requirements for Capital Improvements Elements of comprehensive plans; and

WHEREAS, the Georgia Department of Community Affairs advised Butts County that it should amend its comprehensive plan to bring it into conformity with certain but not all requirements of the local planning requirements effective May 1, 2005; and

WHEREAS, Butts County, has prepared an amendment to its comprehensive plan, consisting of a community assessment, a community agenda, and a capital improvements element, and incorporating relevant aspects of its adopted comprehensive plan, and has submitted them as one unified comprehensive planning document; and

WHEREAS, Chapter 110-12-1-.08 of Department of Community Affairs rules requires that comprehensive plans and comprehensive plan amendments be submitted for regional and state review, and such regional and state review has been accomplished; and

WHEREAS, Chapter 110-12-2-.04 of Department of Community Affairs rules requires that draft capital improvements elements be submitted for regional and state review and a determination of compliance with Chapter 110-12-2 of said Department's rules, and such regional and state review and determination of compliance have been accomplished; and

WHEREAS, to adopt the comprehensive plan amendment, a resolution of the Governing Body approving the plan is required; and

WHEREAS, Butts County has complied with procedural requirements of Chapter 110-12-1-.08 and Chapter 110-12-2-.04 by conducting appropriate public hearings and participation processes; and

WHEREAS, the comprehensive plan amendment has been prepared under the guidance of a Steering Committee, the Planning Commission, a Development Impact Fee Advisory Committee, and the Board of Commissioners, pursuant to specific plans for ensuring adequate public participation; and

WHEREAS, the Board of Commissioners held a work session on the capital improvements element on October 9, 2007;

NOW THEREFORE IT IS HEREBY RESOLVED by the Board of Commissioners of Butts County, Georgia, as follows:

1.

The comprehensive plan, as amended and sent to the McIntosh Trail Regional Development Center, is hereby adopted.

2.

The capital improvement element, which is a part of the comprehensive plan, as sent to the McIntosh Trail Regional Development Center, is hereby adopted.

3.

County staff is directed to publish the Comprehensive Plan as amended and make it available for use by the public.

4.

A copy of the approved comprehensive plan amendment and this resolution upon its adoption shall be submitted to the McIntosh Trail Regional Development Center.

RESOLVED, this 25th day of August, 2008.

[signatures on the following page]

W. Gerald Kersey

W. Gerald Kersey
District 1 Commissioner

Eddie L. Travis

Eddie L. Travis
District 4 Commissioner

Grover M. McIntyre

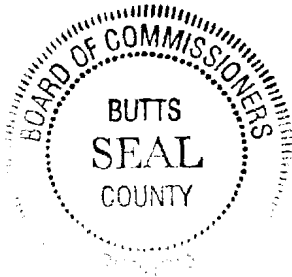
Grover M. McIntyre
District 2 Commissioner

O. Lester Peek

O. Lester Peek, Chairman
District 5 Commissioner

Mitchell M. McEwen

Mitchell M. McEwen, Vice Chairman
District 3 Commissioner



ATTEST:

M. Dianne Holloway

M. Dianne Holloway
County Clerk

APPROVED AS TO FORM

[Signature]

County Attorney