

City of Baldwin, Georgia

*2008-2018 Banks County
Comprehensive Plan Supplement*



Community Agenda

A Path to Our Future

Adopted

March 22, 2010

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Introduction

Introduction to the Community Agenda for the City of Baldwin, Georgia

Purpose

The *Community Agenda* serves as the community's official action plan for the established planning period. It further identifies and clarifies key issues and opportunities within the community garnered from the public involvement process. Its primary purpose, however, is to serve as the framework for establishing and implementing the community's vision, goals and objectives for the future. It includes a Vision Statement, Goals and Objectives, a Character Area Map, a Future Development Map and a Long- and Short-term work program.

The *Community Agenda* serves to meet the requirements and intent of the Georgia Department of Community Affairs' "Standards and Procedures for Local Comprehensive Planning," as established on May 1, 2005, and the Georgia Planning Act of 1989. It is essential that the plan be prepared in compliance with these rules and guidelines in order for the City of Baldwin to maintain its Qualified Local Government (QLG) status. State law requires that the City of Baldwin update its comprehensive plan by October 31, 2009. For planning purposes, DCA has classified Banks County and its municipalities- including Baldwin- as a "Basic" planning level jurisdiction.

The City of Baldwin's *Community Agenda* supplement to *Banks County Comprehensive Plan 2008-2018* updates the City's portion of the *Banks County Comprehensive Plan 1992-2015* that was adopted in 1992. This 2009 update serves as the official Comprehensive Plan for the incorporated area of the City of Baldwin, Georgia. Unlike the previous 1992 plan, this comprehensive planning process was not a joint venture; thus planning documents were created separately for the County and each municipality.

Scope

The *Community Agenda* is the final component of a three-part comprehensive planning process in the State of Georgia. The first two parts of the process are the *Community Assessment* and *Community*

Participation Program. The *Community Assessment* is a compilation of data and information regarding existing conditions within the community. The *Community Participation Program* lays the foundation for involving stakeholders and the public in the planning process to ensure success of the Plan's development. Together, they provided a preliminary examination of the issues and opportunities, areas of special concern and an analysis of existing development patterns that included the identification of "character areas" within the community. The *Community Agenda* represents the ideas compiled during the *Community Assessment* phase and additional/new ideas obtained through the public participation process.

The *Community Agenda* does not restate information or data from the *Community Assessment*. Instead, it provides a fine-tuned list of issues and opportunities, maps that depict character areas and future development goals and an implementation strategy. For the Character Area Map, the *Community Agenda* presents strategies for implementing each of the identified character areas. For the implementation program, the *Community Agenda* includes the Short-Term Work Program (STWP), an assessment of the most recently adopted STWP and policy statements intended to guide the City.

Community Vision

Identification of Community Ideals in a Simply Expressed and Understood Statement

The Community Vision section of the plan paints a picture of what the City of Baldwin desires to become and provides complete descriptions of the development patterns envisioned during the planning period. It is a required element of the comprehensive planning process so that communities can establish a pure and simple ideal in a format that is easily expressed and understood.

This section of the Comprehensive Plan begins with a vision statement for the incorporated area of Baldwin. The Community Vision then presents the Character Area Map subsection that includes the Character Area Map and the Future Development Map with specific descriptions of each category identified on the maps. Finally, it outlines its relationship to the Quality Community Objectives (QCO) as set forth by DCA in Appendix A.

Vision Statement

The Community Vision statement was developed after a series of Steering Committee meetings and public workshops designed to gather information from stakeholders and citizens regarding their desire for the future of the City of Baldwin. These discussions revealed several common themes that contributed to the development of the proposed vision statement for Baldwin.

Many stakeholders and citizen participants expressed a strong desire to preserve and build upon existing resources including two valuable corridors, historic resources and surrounding natural resources. The key aspects included developing the US 441 as a Tourism Corridor, developing SR 365 as a Business/Industrial Corridor, preserving the historic character of the downtown area and expanding this characteristic to nearby areas of the community, and preserving valued natural resources such as Baldwin Falls and other scenic and environmentally sensitive areas in and near the city. Participants also expressed a strong desire to create a “sense of place” for the city, which is currently lacking. They desired to establish and main a clear identity for the city through the use of new design criteria for residential and commercial development that promotes a “live, work and play” environment. Finally they expressed a strong desire to enhance economic opportunities for all citizens by promoting business & industrial growth throughout the community that offers a mix of skilled/unskilled labor and professional/management employment opportunities.

Based on this feedback and other input received during the planning process, the following consensus statement was developed for the community:

THE CITY OF BALDWIN IS, AND WILL REMAIN, A FAMILY-ORIENTED COMMUNITY THAT SEEKS BALANCED GROWTH AND ECONOMIC OPPORTUNITY FOR ALL CITIZENS WHILE RESPECTING OUR PAST AND ENVISIONING A BRIGHTER FUTURE.

Community Goals & Objectives

During the development of the Vision Statement participants discussed various key goals and objectives that would be necessary in order to achieve the vision of the community. Below is a consensus list of the goals and objectives that resulted from those discussions:

Goal #1: To create a “Sense of Place” for the city.

Objective #1: Establish and maintain a clear community identity.

Objective #2: Develop design criteria for new residential and commercial development that protects, promotes and preserves the identity of the community.

Objective #3: Promote and support development activities that encourage a “live, work and play” environment for the city.

Goal #2: To develop and maintain a stronger sense of community.

Objective #1: Encourage citizens to become more involved in the decision-making process through attendance at public hearings and meetings and their active participation in citizen advisory boards.

Objective #2: Host quarterly, seasonal, annual and/or semi-annual activities and events that encourage citizens to become more involved and engaged in our community.

Objective #3: Work with area non-profits and community organizations to actively promote and encourage citizens to participate in local volunteer efforts.

Goal #3: To promote balanced, responsible growth throughout the city.

Objective #1: Actively manage new growth and development to ensure that it complies with all federal, state and local laws and regulations.

Objective #2: Conduct an analysis of existing development and code enforcement regulations to ensure that such requirements support the city’s efforts to achieve balanced and responsible growth within the city.

Objective #3: Where appropriate, develop and implement new development regulations to address current deficiencies. This may include new overlay districts, design guidelines, subdivision regulations, development regulations and/or code enforcement ordinances.

Objective #4: Codify all City codes and ordinances.

Objective #5: Develop and implement a “customer service oriented” construction and development review process for the city. This includes the development and production of a “How to” guide for annexations, rezonings, land development and construction activities within the city.

Objective #6: Coordinate development activities with other local governments, regional authorities and state and federal regulatory agencies.

Goal #4: To create new economic opportunities for all citizens.

Objective #1: Actively promote business growth throughout the city, including industrial, commercial and retail development.

Objective #2: Support local businesses by working with area Chambers of Commerce, development authorities or other local, regional and state business associations to develop grant funded programs that assist area entrepreneurs and business owners with the development of sustainable business plans, teaches sustainable business practices such as financial management skills, marketing and merchandising concepts and the effective management of human capital resources.

Objective #3: Work with local businesses and commercial property owners to encourage the rehabilitation or replacement of existing facilities that have become a visual impairment to the city as a result of damage, disrepair or having an architectural design that is not conducive to the city’s image.

Objective #4: Establish an Industrial Development Authority (IDA) for the city and develop a city-operated industrial park that generates sustainable local revenue for the city.

Objective #5: Actively work with local, regional and state partners to encourage and promote economic investment in the city from local, national and international sources.

Objective #6: Actively encourage the development of new businesses that supports local tourism and shopping in the city, including hotels, motels, bed & breakfasts, retail shops, restaurants, cafes, specialty shops and related sales and services.

Objective #7: Coordinate tourism activity with local Chambers of Commerce, Convention and Visitor Bureaus and other tourism and business related authorities.

Objective #8: Create new opportunities for capturing tourism activity within the city. This includes, but is not limited to: (1) the creation of a new regional convention center, (2) the creation of an environmental education center for water resource management, and (3) the creation of new recreational opportunities such as a Baldwin Falls natural preserve area.

Goal #5: To protect and preserve our natural and historic resources.

Objective #1: Encourage and support owners of historical properties to restore, maintain and preserve such properties for future generations to enjoy.

Objective #2: Encourage and support owners of natural resources to maintain and preserve such properties for future generations to enjoy.

Objective #3: Actively encourage and work with property owners to annex valued resources into the city.

- Objective #4: Establish necessary ordinances and regulations that support the long-term preservation of historic and natural resources throughout the city.*
- Objective #5: Work with Banks and Habersham Counties and adjacent municipalities to encourage the preservation of scenic areas, natural resources and historical resources surrounding or near the City of Baldwin.*
- Objective #6: Where possible, the City should secure the ownership of valued resources through the use of grants, SPLOST recreation funds and partnerships with non-profit property and land preservation organizations/groups.*

Character Area Map

A key component of the comprehensive planning process is the development of a Character Area Map that reflects the city's vision for future growth and development during the course of the planning period. This vision was developed through an extensive public visioning process and expresses the unique character of various portions of the city. The various character areas, when combined, form a single map that is intended to supplement the Future Development Map by organizing common themes of development patterns throughout the city. They promote the desired development patterns guiding the design of structures and physical development. They also provide a framework for changes to development regulation and policies. Finally, they help to guide future zoning decisions. The following pages present the map and narratives of each Character area associated with the City of Baldwin.

Character area planning is designed to focus on the physical appearance (aesthetics) and function of a particular area. Development strategies are tailored and applied to each individual area. The goal is to enhance the existing character/function or promote a new, more desirable character for the future. Character areas for the City of Baldwin that are defined and shown in the Character Area Map identify areas that:

- Presently have a unique or special character that needs to be preserved;
- Have the potential to evolve into unique areas; or
- Require special attention because of unique development issues

The Character Area Map for the City of Baldwin identifies the following nine areas:

- US 441 Tourism Corridor
- SR 365 Business Corridor
- Downtown Redevelopment Area
- Rural Residential Area
- Mountain Residential Area
- Agricultural Residential Area
- Natural Resource/Scenic Preserve
- Traditional Neighborhood Commercial
- Industrial

Character Area Narratives

The character areas listed above are described on the following pages. Each description provides an overall vision of future growth and development for that specific area and includes the following information:

- Development Patterns
- Primary Land Uses
- Implementation Strategies
- Quality Community Objectives

Development Patterns

The development pattern describes the nature of preferred development in each character area. The description is expressed in terms of characteristics that may include:

- Appropriate architectural, landscape or site plan design
- Infrastructure needed to support the desired development
- Intensity of development
- Type and extent of connectivity between uses, such as sidewalks, trails, street designs, etc.
- Environmental, scenic, historic or cultural features
- Open Space
- Proper land development practices
- Relationship between land uses or character areas
- Transportation mitigation measures
- Availability of, and access to, public spaces or parking areas
- Alternative approaches to conventional development

Primary Land Uses

The primary land use section lists permissible land uses within each character area. This section provides the basis for the future land use map, which identifies a recommended land use for each parcel within a character area.

Implementation Strategies

The implementation strategies section identifies the specific actions or measures that the city can take to ensure that development patterns described in each character area are implemented appropriately. Typical strategies include capital projects, adoption or amendment of regulations, preparation of supplemental plans or studies, implementation of existing plans or studies and any collaborative efforts needed to achieve the desired goal.

US 441 Tourism Corridor

The US 441 Tourism Corridor character area describes the portion of US 441 located with the city limits from Banks County on the southeast end of the city north to Habersham County on the north end of the city near Cornelia. This area serves as a primary transportation artery connecting North Georgia to I-85 and Athens, Georgia. However, many drivers use the highway system as an alternative travel route to/from places further south, such as middle & south Georgia and even to places like Florida and North Carolina. This tourism related travel makes the corridor prime for developing tourism related industries along the corridor. Baldwin could serve as a major hub for attracting and retaining tourism industry investments.

Desired Development Patterns

The development pattern in this corridor should seek to:

- Maintain traffic flow by limiting access points to uses along the corridor and by developing patterns of inter-parcel connectivity through shared drives and networked side streets
- Restrict the use signs and bill boards
- Cluster developments into activity nodes along the corridor
- Prevent typical linear “strip center” and “big box” development along the corridor
- Establish a unique physical character for the corridor that complement the mountain and scenic vistas, which is aesthetically pleasing and pedestrian friendly in nature
- Require the use of rustic building materials such as stacked stone, brick, wood, shakes, shingles, cement siding with natural tones and colors throughout the corridor for all new structures built within the corridor
- Encourage existing property owners to redevelop blighted areas and/or renovate structures that do not conform to the desired character of the area
- Coordinate land use planning with bike, pedestrian and mass transit opportunities
- Require internal and external sidewalk connections for all new developments along the corridor. This includes connection to adjacent developments or public facilities such as multi-use trails, bike routes, mass transit, etc
- Strongly encourage existing properties owners and businesses to connect into future pedestrian facilities
- Require the use of paved, brick or stone crosswalks, crosswalk signals, pedestrian street lamps, covered benches, bike racks, trash cans, signage and other ancillary devices used by pedestrians
- Encourage enhanced streetscaping and landscaping within and surrounding developments, including but not limited to, manicured lawns, street trees, shade trees, shrubs, brick, stone or wooden business signs, and antique street signs
- Encourage commercial and mixed-use development to utilize site designs with minimal building set-backs, parking in the rear or to the center of the development and reduced impervious surfaces

- Better integrate stormwater management BMPs into sight designs and encourage onsite filtration and/or treatment where possible

Primary Land Uses

The following types of development are encouraged within this corridor:

- Commercial and retail use
- Professional offices
- Mixed-use development
- Residential development

Implementation Strategies

- ☞ Update existing land use and development regulations to accommodate desired changes
- ☞ Develop and implement an overlay district for the US 441 corridor that clearly depicts the desired architectural and site design standards for new developments and renovation projects along the corridor
- ☞ Examine the potential use of Community Improvement Districts (CIDs), Tax Allocation Districts (TADs), Business Improvement Districts (BIDs) and similar tools to encourage and promote development and redevelopment opportunities along the corridor
- ☞ Encourage the creation of CIDs, TADs & BIDs as an alternative means of financing corridor planning and improvement projects
- ☞ Develop and implement a Stormwater Management ordinance
- ☞ Develop a bicycle and pedestrian plan for the corridor and city
- ☞ Develop partnerships with local chambers of commerce and tourism agencies to promote and enhance investment opportunities in the corridor

SR 365 Business Corridor

The SR 365 Business Corridor character area describes the portion of SR 365 located within the city limits from Alto-Mud Creek Road on the southwest end of the city north to Level Grove Road on the northwest end of the city near Cornelia. This area serves as a primary transportation artery connecting North Georgia to I-985, Gainesville and Atlanta, Georgia. Many drivers use the highway system as a primary commuter route for employment and entertainment. This business related travel makes the corridor prime for developing commercial and industrial interests along the corridor. Baldwin could serve as a major hub for attracting and retaining business investments including major industries, corporate headquarters and commercial/retail businesses.

Desired Development Patterns

The development pattern in this corridor should seek to:

- Maintain traffic flow by limiting access points to uses along the corridor and by developing patterns of inter-parcel connectivity through shared drives and networked side streets
- Restrict the use of certain signs and bill boards
- Cluster developments into activity nodes along the corridor
- Prevent typical linear “strip center” and “big box” development along the corridor
- Establish a unique physical character for the corridor that complements the rural vistas, which is aesthetically pleasing and pedestrian friendly in nature
- Require the use of certain building materials such as stacked stone, brick, wood, shakes, shingles, cement siding with natural tones and colors throughout the corridor for all new structures built within the corridor
- Encourage existing property owners to develop or redevelop areas and/or renovate structures that do not conform to the desired character of the area
- Coordinate land use planning with bike, pedestrian and mass transit opportunities
- Require internal and external sidewalk connections for all new developments along the corridor. This includes connection to adjacent developments or public facilities such as multi-use trails, bike routes, mass transit, etc
- Strongly encourage existing property owners and businesses to connect into future pedestrian facilities
- Require the use of paved, brick or stone crosswalks, crosswalk signals, pedestrian street lamps, covered benches, bike racks, trash cans, signage and other ancillary devices used by pedestrians
- Encourage enhanced streetscaping and landscaping within and surrounding developments including but not limited to manicured lawns, street trees, shade trees, shrubs, brick, stone or wooden business signs, and antique street signs

Primary Land Uses

The following types of development are encouraged within this corridor:

- Commercial and retail uses
- Professional offices
- Mixed-use developments
- Business/warehouse developments
- Light industrial developments

Implementation Strategies

- ☞ Update existing land use and development regulations to accommodate desired changes
- ☞ Develop and implement an overlay district for SR 365 corridor that clearly depicts the desired architectural and site design standards for new developments and renovation projects along the corridor
- ☞ Examine the potential use of Community Improvement Districts (CIDs), Tax Allocation Districts (TADs), Business Improvement Districts (BIDs) and similar tools to encourage and promote development and redevelopment opportunities along the corridor
- ☞ Encourage the creation of CIDs, TADs & BIDs as an alternative means of financing corridor planning and improvement projects
- ☞ Develop a bicycle and pedestrian plan for the corridor and city
- ☞ Develop partnerships with local chambers of commerce and development agencies to promote and enhance investment opportunities in the corridor

Downtown Redevelopment Corridor

The Downtown Redevelopment Corridor character area describes the portion of Baldwin that includes Willingham Avenue from Hendel Street north to the Cornelia city limits and encompasses all or portions of Walden Street, King Street, Short Street, Spring Street, Switzerland Avenue, Stonepile Street, Airport Road, Grando Lane, Sandy Lane, Chandler Street, Wells Street, Chatham Street, Williams, Street, Thorn Drive, Yonah View Drive, Williams Street, Presley Street, Baldwin Falls Road and Park Avenue. This area serves as the heart of the City and includes a number of historic properties.

Desired Development Patterns

The development pattern in this corridor should seek to:

- Protect and preserve the historic resources in the downtown area
- Restore the historic character of the downtown community
- Redevelop blighted areas and require streetscaping that enhances the aesthetics of the area.
- Accommodate infill development that compliments the scale, setbacks and style of existing homes
- Encourage master planning of neighborhoods through the use of TNDs that blend walk-able neighborhoods with schools, parks, recreation, retail businesses and services that are linked in a compact pattern
- Promote small lots and reduced setbacks
- Promote street designs that are slows traffic and increase pedestrian safety, such as narrower residential streets, on street parking and street trees

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- Require street stub-outs to accommodate future connectivity with adjacent properties when they develop
 - Provide for pedestrian facilities with sidewalk connectivity, where possible
 - Provide adequate open space with both active and passive recreational opportunities for area residents
 - Encourage existing property owners to rehabilitate/renovate existing structures that have fallen into disrepair or have architectural features that do not conform to the desired character of the area
 - Provide a variety of housing choices that offer opportunities for all ages and income levels

Primary Land Uses

The following types of development are encouraged within this corridor:

- Single-family residential
- Multi-family residential (when part of a master planned development or subarea master plan)
- Mixed-use (when part of a master planned development or subarea master plan)
- Commercial and retail uses
- Professional offices
- Public/Institutional
- Parks/Recreation

Implementation Strategies

- ☞ Update existing land use and development regulations to accommodate desired changes
- ☞ Update and implement the Downtown Redevelopment overlay ordinance that clearly depicts the desired architectural and site design standards for new developments and renovation projects within the corridor
- ☞ Develop and implement a Traditional Neighborhood Development (TND) ordinance
- ☞ Develop and implement an Infill Development ordinance
- ☞ Develop and implement a Senior Housing ordinance
- ☞ Develop and implement a Mass Grading ordinance
- ☞ Develop and implement street connectivity requirements for new developments
- ☞ Examine the potential use of Community Improvement Districts (CIDs), Tax Allocation Districts (TADs), Business Improvement Districts (BIDs) and similar tools to encourage and promote development and redevelopment opportunities along the corridor
- ☞ Encourage the creation of CIDs, TADs & BIDs as an alternative means of financing corridor planning and improvement projects
- ☞ Develop and implement a city-wide historic resource management plan
- ☞ Develop and implement a city-wide bicycle and pedestrian plan
- ☞ Develop and implement a city-wide recreation master plan

Traditional Rural Residential

The Traditional Rural Residential character area describes the portion of Baldwin that includes existing and emerging residential development. It includes a mixture of housing types and lot sizes. Some areas are large lots and others are smaller, more traditional in nature. This character area seeks to protect agricultural areas, scenic vistas, and historic, natural and cultural resources within the community. Its purpose is to provide a safe, family-oriented environment that compliments rural, small town living.

Desired Development Patterns

The development pattern in this corridor should seek to:

- Maintain and protect the rural environment including vistas, view sheds and natural features
- Protect and preserve nearby historic, natural and cultural resources
- Reduce impact of new development on the environment by encouraging the use of low-impact development, conservation subdivisions, transfer of development rights and other conservation tools
- Discourage excessive clearing and grading activities during development
- Protect water quality by reducing impervious surfaces, stormwater run-off, erosion and sedimentation
- Redevelop blighted areas
- Require streetscaping that enhances the aesthetics of the area
- Accommodate infill development that compliments the scale, setbacks and style of existing homes
- Encourage master planning of neighborhoods through the use of TNDs that blend walk-able neighborhoods with schools, parks, recreation, retail businesses and services that are linked in a compact pattern
- Promote small lots and reduced setbacks, where appropriate
- Promote street designs that slows traffic and increase pedestrian safety, such as narrower residential streets, on street parking and street trees
- Require street stub-outs to accommodate future connectivity with adjacent properties when they develop
- Provide for pedestrian facilities with sidewalk connectivity, where possible
- Provide adequate open space with both active and passive recreational opportunities for area residents
- Encourage existing property owners to rehabilitate/renovate existing structures that have fallen into disrepair or have architectural features that do not conform to the desired character of the area
- Provide a variety of housing choices that offer opportunities for all ages and income levels

Primary Land Uses

The following types of development are encouraged within this character area:

- Single-family residential
- Multi-family residential (when part of a master planned development or subarea master plan)
- Conservation subdivisions
- Traditional neighborhood commercial
- Public/Institutional
- Parks/Recreation

Implementation Strategies

- ☞ Update existing land use and development regulations to accommodate desired changes
- ☞ Develop and implement a Conservation Subdivision ordinance
- ☞ Develop and implement a Traditional Neighborhood Development (TND) ordinance
- ☞ Develop and implement a Senior Housing Ordinance
- ☞ Develop and implement an Infill Development Ordinance
- ☞ Develop and implement a Mass Grading ordinance
- ☞ Develop and implement a Stormwater Management Ordinance
- ☞ Develop and implement street connectivity requirements for new developments
- ☞ Examine the potential use of Community Improvement Districts (CIDs), Tax Allocation Districts (TADs) and similar tools to encourage and promote development and redevelopment opportunities in residential areas
- ☞ Encourage the creation of CIDs and TADs as an alternative means of financing area planning and improvement projects.
- ☞ Develop and implement a city-wide historic resource management plan
- ☞ Develop and implement a city-wide bicycle and pedestrian plan
- ☞ Develop and implement a city-wide recreation master plan

Mountain Residential

The Mountain Residential character area describes the portion of Baldwin that includes steep slopes, hillsides and mountain vistas, which is primarily residential in nature with limited commercial development. This character area seeks to protect mountain and scenic vistas, natural resources and agricultural areas. Typically, it contains large tracts or lots of undeveloped lands with minimal land disturbance activities. Overdevelopment can potentially harm area natural resources and scenic views due to a loss of vegetation and erosion of soil and rock surfaces. These areas contribute to the city's unique character and history. They are also vital to Baldwin's vision for the community. The goal is to respect property rights by accommodating low-density development with minimal environmental impacts.

Desired Development Patterns

The development pattern in this corridor should seek to:

- Maintain large lot sizes
- Establish a unique physical character for the area that complements the mountain and scenic vistas, which is aesthetically pleasing in nature
- Require the use of rustic building materials such as stacked stone, brick, wood, shakes, shingles, cement siding with natural tones and colors for all new structures built within the character area
- Encourage existing property owners to redevelop blighted areas and/or renovate structures that do not conform to the desired character of the area
- Reduce impact of new development on the environment by encouraging the use of low-impact development, conservation subdivisions, transfer of development rights and other conservation tools (such as greenspace programs, preservation trusts, conservation easements, etc.)
- Protect and preserve mountaintops, hillsides, scenic vistas, steep slopes, environmentally sensitive lands, natural resources and agricultural areas.
- Protect existing topography and vegetation by discouraging excessive clearing and grading activities during development
- Protect water quality by reducing impervious surfaces, stormwater run-off, erosion and sedimentation.

Primary Land Uses

The following types of development are encouraged within this corridor:

- Traditional large lot single-family residential
- Conservation subdivisions
- Traditional neighborhood commercial
- Forestry/agricultural
- Passive recreation

Implementation Strategies

- ☞ Update existing land use and development regulations to accommodate desired changes.
- ☞ Develop and implement a Conservation Subdivision ordinance
- ☞ Develop and implement a Natural Resource Protection ordinance
- ☞ Develop and implement a Mass Grading ordinance
- ☞ Develop and implement a Stormwater Management Ordinance
- ☞ Develop architectural and site design guidelines for the area that includes a large lot component.

Natural Resource/Scenic Preserve

The Natural Resource/Scenic Preserve character area describes the portion of land that is either inside the city limits or anticipated to be annexed inside the City of Baldwin that includes undeveloped, natural land areas and other sensitive environmental areas such as wetlands, groundwater recharge sites, watersheds, floodplains, historic and cultural sites, scenic vistas and view sheds, mountain peaks, steep slopes, parks and recreation sites and other valuable resources that deserve preservation and protection from development for the enjoyment of future generations.

Desired Development Patterns

The development pattern in these areas should seek to:

- Preserve natural resources, habitats, views and rural characteristics
- Maintain a high degree of open space
- Protect open space in a linear pattern, typically following the floodplain of river and stream corridors
- Provide opportunities for passive and active recreation, tourism destinations and environmental education
- Accommodate greenways, multi-use recreational and hiking trails, where appropriate
- Prevent further degradation of natural resources in areas that have already developed or have the potential to develop due to existing zoning
- Minimize impervious surfaces
- Protect water quality with appropriate stream and wetland buffers.
- Prohibit uses that are prone to cause pollution

Primary Land Uses

The following types of development are encouraged within this corridor:

- Undeveloped areas in their natural state
- Nature Preserves and WMAs
- Parks and recreation
- Agriculture

Implementation Strategies

- ☞ Promote these areas as passive-use tourism and recreation destinations
- ☞ Encourage the use of Best Management Practices (BMPs) for agricultural activities, sedimentation and erosion control and stormwater management to protect natural resources and water quality
- ☞ Promote the use of conservation easements and conservation tax credits to property owners
- ☞ Secure funding from state, federal and other source programs for acquiring such areas for permanent preservation, restoration and maintenance so that future generations can enjoy their presence

Industrial

The Industrial character area describes the portion of land that is either currently inside the city limits or anticipated to be annexed inside the City of Baldwin that includes land uses of low and high intensity manufacturing, wholesale trade, distribution, assembly, processing and similar uses that may or may not generate nuisance characteristics such as excessive noise, particulate matter, vibration, smoke, dust, gas, fumes, odors, radiation, or other nuisances.

Desired Development Patterns

The development pattern in this character area should seek to:

- Accommodate diverse, high intensity industrial activities and supporting uses
- Prohibit residential uses
- Limit the visibility of unsightly characteristics such as operations and parking from public right-of-way
- Develop and maintain a clear physical boundaries and transition area between adjacent uses, especially residential areas (i.e. natural buffers and enhanced landscaping)
- Incorporate enhanced landscaping techniques for vacant areas and parking lots, including shade trees
- Control signage (height, size, type) to prevent “visual clutter” or blight
- Reflect a campus or unified development site design.
- Address traffic impacts and circulation in site designs
- Provide access management measures to maintain traffic flow (i.e., shared drives, inter-parcel connectivity, etc.)
- Protect air and Water Quality

- Reduce or eliminate unnecessary impervious surfaces by encouraging developments to incorporate enhanced on-site storm water management techniques such as storm water mitigation or retention features (i.e., pervious surfaces such as crushed stones, pervious concrete, paved brick, etc.)
- Prevent adverse impacts to natural resources and surrounding populations

Primary Land Uses

The following types of development are encouraged within this corridor:

- Industrial
- Commercial
- Professional offices (corporate headquarters/medical office complexes)
- Research and Development facilities
- Mixed-use developments (commercial/industrial; but no residential)

Implementation Strategies

- ☞ Update existing land use and development regulations to accommodate desired changes
- ☞ Develop and implement design/development standards for industrial sites
- ☞ Incorporate into the development review process a “development impact matrix” to determine impacts of specific industries on the environment and infrastructure
- ☞ Coordinate economic development activities for recruiting new business investments

CHARACTER AREA MAP INSERT

(Insert Map Here)

Future Development Map

The Future Development Map builds on the Character Area Map by applying allowable land uses to individual parcels within specific character areas. This results in every property within the city or potentially annexed property to have a specific future land use. The Future Development Map is intended to act as a guide for decision-making regarding future rezoning and annexation requests. Proposed zone changes are reviewed and compared with this map to ensure consistency with land use and densities recommended in the Future Development Map.

Parks/Recreation/Conservation – Publicly or privately owned land dedicated to active or passive recreation uses or dedicated as open space. Examples include playgrounds, public parks, nature preserves, wildlife management areas, national forests, floodplains, river or stream buffers, golf courses, recreation centers or similar uses.

Agricultural/Forestry – Land dedicated to farming (fields, lots, pastures, farmsteads, specialty farms, live stock production, etc.), agriculture or commercial timber or pulpwood harvesting.

Traditional Rural Residential – Conventional residential subdivisions, conservation subdivisions, traditional neighborhood developments (TNDs), multi-family residential developments and master planned communities with supportive recreational facilities, public/institutional and neighborhood commercial uses.

Commercial – Non-industrial business uses that include office, medical, retail sales, services and entertainment facilities. Includes mixed-use (retail, office & residential) developments when part of a master planned community.

Industrial/Mixed-Use Industrial – Land use for light and heavy industrial developments including manufacturing facilities, processing plants, factories, warehousing, wholesale trades, heavy equipment storage or sales. It can also include professional offices (i.e., Corporate HQs), restaurants and small retail and service shops when it is part of a mixed-use (industrial & commercial) master planned development (campus-styled) that has an industrial or medical/R&D component.

Transportation/Communication/Utilities – Water/Sewer treatment facilities, power generation plants or substations, railroad facilities, public transit stations, communication towers, airports or other similar uses.

FUTURE DEVELOPMENT MAP INSERT

(Insert Map Here)

Quality Community Objectives

The Quality Community Objectives (QCO) analysis for each Character Area can be found below. This identifies the QCOs that will be pursued in the character area. The QCOs were adopted by the Georgia Department of Community Affairs (DCA) to measure how communities preserve their unique resources while accommodating future development.

Regional Identity – Regions should promote and preserve an “identity,” defined in terms of traditional regional architecture, common economic linkages that bind the region together, or other shared characteristics.

Growth Preparedness – Each community should identify and put in place the prerequisites for the type of growth it seeks to achieve. These may include housing and infrastructure (roads, water, sewer and telecommunications) to support new growth, appropriate training of the workforce, ordinances to direct growth as desired, or leadership capable of responding to growth opportunities.

Appropriate Businesses – The businesses and industries encouraged to develop or expand in a community should be suitable for the community in terms of job skills required, linkages to other economic activities in the region, impact on the resources of the area, and future prospects for expansion and creation of higher-skill job opportunities.

Educational Opportunities – Educational and training opportunities should be readily available in each community – to permit community residents to improve their job skills, adapt to technological advances, or to pursue entrepreneurial ambitions.

Employment Options – A range of job types should be provided in each community to meet the diverse needs of the local workforce.

Heritage Preservation – The traditional character of the community should be maintained through preserving and revitalizing historic areas of the community, encouraging new development that is compatible with the traditional features of the community, and protecting other scenic or natural features that are important to defining the community’s character.

Space Preservation – New development should be designed to minimize the amount of land consumed, and open space should be set aside from development for use as public parks or as greenbelts/wildlife corridors.

Environmental Protection – Air quality and environmentally sensitive areas should be protected from negative impacts of development. Environmentally sensitive areas deserve special protection, particularly when they are important for maintaining traditional character or quality of life of the community or region. Whenever possible, the natural terrain, drainage, and vegetation of an area should be preserved.

Regional Cooperation – Regional cooperation should be encouraged in setting priorities, identifying shared needs, and finding collaborative solutions, particularly where it is critical to success of a venture, such as protection of shared natural resources.

Transportation Alternatives – Alternatives to transportation by automobile, including mass transit, bicycle routes and pedestrian facilities, should be made available in each community. Greater use of alternate transportation should be encouraged.

Regional Solutions – Regional solutions to needs shared by more than one local jurisdiction are preferable to separate local approaches, particularly where this will result in greater efficiency and less cost to the taxpayer.

Housing Opportunities – Quality housing and a range of housing size, cost, and density should be provided in each community to make it possible for all who work in the community to also live in the community.

Traditional Neighborhood – Traditional neighborhood development patterns should be encouraged, including use of more human scale development, mixing of uses within easy walking distance of one another, and facilitating pedestrian activity.

Infill Development – Communities should maximize the use of existing infrastructure and minimize the conversion of undeveloped land at the urban periphery by encouraging development or redevelopment of sites closer to the downtown or traditional urban core of the community.

Sense of Place – Traditional downtown areas should be maintained as the focal point of the community or, for newer areas where this is not possible, the development of activity centers that serve as community focal points should be encouraged. These community focal points should be attractive, mixed-use, pedestrian-friendly places where people choose to gather for shopping, dining, socializing, and entertainment.

Table 2-1: Baldwin Character Areas & Quality Community Objectives

Quality Community Objective	U.S. 441 Tourism Corridor	S.R. 365 Business Corridor	Downtown Redevelopment Corridor	Traditional Rural Residential	Mountain Residential	Natural Resource Scenic Preserve	Traditional Neighborhood Commercial	Industrial
Traditional Neighborhoods			★	★	★			
Infill Development	★	★	★	★			★	★
Sense of Place	★	★	★	★	★	★	★	★
Transportation Alternatives	★	★	★	★		★		
Regional Identity	★	★		★	★	★	★	
Heritage Preservation			★	★	★	★	★	
Environmental Protection	★	★	★	★	★	★	★	★
Growth Preparedness	★	★	★	★	★	★	★	★
Appropriate Businesses	★	★	★				★	★
Employment Options	★	★	★				★	★
Housing Choices	★	★	★	★	★		★	
Educational Opportunities	★	★	★				★	★
Regional Cooperation	★	★	★	★	★	★	★	★

Issues & Opportunities

Final assessment of issues and opportunities based on stakeholder and public input

The community issues and opportunities described in this section of the plan are a final compilation of the key factors impacting the future of Baldwin. They reflect intimate stakeholder knowledge of the community and comments received through public review and interpretation of the Community Assessment report in Part I of the Comprehensive Plan. This section organizes the issues and opportunities by the major topics defined in the DCA Local Planning Requirements. The assessment topics include the following areas:

- Population
- Housing
- Economic Development
- Natural and Cultural Resources
- Community Facilities and Services
- Transportation
- Intergovernmental Coordination
- Land Use

In order to effectively implement Baldwin's vision for the future, the city must develop a well-defined implementation plan. This section is the first to developing that plan. By identifying the core issues and opportunities of the community, the city can develop specific strategies that must be accomplished to fulfill the desired goals and objectives of the vision. It is critical that these issues and opportunities be clearly defined and understood by the community because they form the basis for the development of Baldwin's long and short-term work action plans.

Population

Issues & Opportunities

Population Growth & Diversity Issues – The City of Baldwin's population grew from 2,425 in 2000 to an estimated 2,967 in 2008. This represents a 19% increase in population for the City during the last 8-

years. Over the last ten years, Baldwin has seen a dramatic increase in persons of Hispanic origins including Mexican, Guatemalan, Honduran and Ecuadorians who have migrated to the area seeking employment in the agriculture and construction industries as day laborers or full-time employees. This trend can be seen in the 1990-2000 census comparisons in which Baldwin experienced a 2,312% increase in persons of Hispanic origins. In 1990, they represented only 1.8% of the total population for Baldwin. In 2000, they represented 25.9% of the population. The Georgia Department of Community Affairs (DCA) projects that the Hispanic population will increase another 99.1% by the year 2030; thus representing 35% of the population. As a comparison, in 2000 only 3.3% of the foreign born residents of the City were Asian. In 1990 it was 2.8% representing a marginal increase of 0.5% over a 10-year period. DCA projects that by 2030 the Asian population will have only increased 1%.

North Georgia is home to numerous poultry plants, poultry farms, dairy farms, cattle farms and general agricultural farms and various construction related businesses. A large portion of the employee base for these industries is day laborers and seasonal workers. This attracts a lot of immigrant workers, many of who may be undocumented. This presents a unique challenge to the city because these individuals have a very different social, cultural and educational background than other citizens. Their native language is something other than English and the city is obligated to provide adequate access to services. They also tend to be more skeptical of government services and public safety agencies. To complicate matters, most of this population has very limited education and minimal, if any, English speaking, reading or writing skills.

Population Growth & Diversity Opportunities – As the City’s population becomes more ethnically, culturally and socially diversified, the city must better plan for meeting the future needs of this diverse population and seek out new opportunities to break the language, cultural and social barriers that currently exist. The city can capitalize on these demographic changes to encourage new business investment opportunities from both national and international sources. This will potentially lead to new jobs and thus positively impact the area’s unemployment rates and income opportunities.

Aging Population Issues – The aging population of the city and surrounding areas is of concern. Because of healthier lifestyles and advances in medicine, people are living longer than ever before. According to the Georgia Department of Community Affairs (DCA) projections, Baldwin’s 65+ population (seniors) is projected to increase by 62% between 2005 and 2030. In addition, this segment of our society has a much different view of their “retirement” years than previous generations. They desire a healthier, more active lifestyle than previous generations- so much so, that they have been labeled as the “active-adult” community by many consumer-based organizations who are targeting this group for offering products and services too.

This is particularly important to the City of Baldwin in relation to demands on the housing market to offer new products designed to meet the growing demands of this emerging consumer group. For example, in recent years the Traditional Retirement Community (age-restricted independent care, assisted living,

nursing home or group home) has been replaced by the Active Adult Community- which offers age-restricted living that includes independent living in larger homes with “step-down-in-housing” options as one ages into assisted living or long-term nursing care (known as *Aging in Place*), a variety of new “senior friendly” design standards (known as *Easy Living Standards*) and an environment that promotes healthy, active lifestyles with scenic landscaping, activity centers, health & fitness centers, recreational and shopping opportunities and is pedestrian friendly. This presents a challenge to the City because current zoning and/or building and development regulations may not be conducive to the needs of these types of mixed-use, master planned developments.

Aging Population Opportunities – According to studies, older Americans (ages 55 and over) have a larger, almost disproportionate, share of disposable income that is readily available for use in the local and national economy- even in difficult financial times. Most of the Baby Boomers, who are just now reaching retirement age, have better prepared themselves financially for their “golden” years. While most young Americans have lived large during the last ten years, the Baby Boomers have typically lived smart, planned well and invested wisely in their futures. Many communities have seen the value in marketing themselves as senior friendly. Because of the abundance of natural resources and close proximity to the Blue Ridge Mountains, North Georgia has become a hotspot for those who are seeking to escape the high prices and overcrowding of traditional retirement communities. Baldwin has a unique opportunity to capitalize on this opportunity because it serves as a gateway the area. Nestled along SR 365 and US 441, the City is a focal point for all those who are passing through on their way to visit Georgia’s mountains. Thus, it makes a natural place for such development to occur.

Many communities in Georgia have been proactive in addressing issues related to our State’s aging population. A number of communities have adopted, or have considered adopting, new building and development regulations designed to address market changes affecting the 55 and older population (known as Senior Housing Ordinances). They include Cherokee, Cobb, Fulton, Gwinnett and Hall Counties as well as the Cities of Atlanta, Dacula, Gainesville, Snellville and Woodstock. The City of Baldwin should thoroughly investigate its options regarding these types of regulations and, where appropriate, integrate such policies into local development and zoning regulations.

Poverty Issues – The City of Baldwin has a significantly higher number of citizens that are below the federal poverty level. As of 2007, approximately 26.4% of Baldwin’s residents were below the federal poverty level as compared to the statewide average of 13% and the Banks County average of 12.3%. Baldwin’s 2000 mean household income of \$39,249 lagged far behind Georgia’s statewide mean income of \$80,077 and the National mean income of \$56,675.

Income Opportunities – Overall Baldwin residents’ income has increased significantly over the years although it lags behind state and national averages. In 1990 the median household income was \$24,165. It rose to \$39,249 in 2000. In 1990, 23.5% of Baldwin’s households had a medium income of less than \$10,000. In 2000, this number dropped to 13.4%. The per capita income in 1990 was \$9,154; in 2000 it was \$14,059. It is projected to be \$27,819 in 2030. The City of Baldwin can take a proactive role in

reducing poverty by working with local and state educators, local business leaders and community leaders to encourage young children to stay in school and encourage its citizens to seek post-secondary education and job training opportunities. Furthermore, the city can aggressively recruit new business investments in the community.

Implementation Strategies

- ☞ Produce annual reports for utilities and infrastructure to ensure efficiency and sustainability within the system
- ☞ Closely monitor and produce annual reports on land use activities including annexations, rezoning and development permits that evaluate cumulative impacts, from year to year, to city services and infrastructure
- ☞ Establish a Senior Citizens Committee to advise the City Council on needs of seniors in the community
- ☞ Seek-out opportunities to partner with local groups to plan and host special events that include and are of interest to seniors
- ☞ Develop internal programs that are designed to meet the needs of all population groups including those who may be foreign born
- ☞ Work with local, regional and state agencies and non-profits to develop programs that meet the needs of non-English speaking citizens
- ☞ Seek-out opportunities to partner with local groups to plan and host special events that include and are of interest to diverse population groups
- ☞ Develop new programs and strategies for increasing employment opportunities in professional and high-tech industries while increasing employment opportunities in the manufacturing and industrial sectors that offer competitive wages that are comparable to state and national salary averages

Housing

Issues & Opportunities

Housing Issues – Baldwin’s housing inventory has dramatically increased over the last 20-years. In 2000, there were 244 houses per square mile. The total number of housing units in 2005 was 1,007. In 1980 there were 357 units, in 1990 there were 523 units and in 2000 there were 877 units inside the City’s limits. This represents a 182.1% increase from 1980, a 92.5% increase from 1990 and a 14.8% increase from 2000. The city also has a good mix of single-family and multi-family units. The city also has a good balance between owner occupied and rental property.

Another key housing issue for the city is the continued aging and dilapidation of existing residential structures in some areas of the city. Many older homes have been converted from owner occupied to

rental properties. Landlords and renters have not properly maintained some structures and property. There have been similar problems with some owner occupied properties in the city. As a result, some areas of the community are becoming more and more blighted.

Housing Opportunities – As Baldwin proceeds into future, the city needs to seek-out new opportunity for traditional neighborhood, mixed-use and master planned community developments that offer a variety of housing options and access to an environment where residents can “live, work and play.” Furthermore, the city needs to re-evaluate its local code enforcement regulations and enforcement policies. Where needed, the city should enhance such policies and regulations.

Aging In Place Issues – As a larger segment of the population continues to age, there’s a growing need to provide residential opportunities for Baby Boomers and empty nesters who are seeking to “age in place.” Currently, seniors have few options other to remain in their own homes if they wish to remain in their own neighborhoods. There are some senior housing opportunities inside the City Limits including Habersham Retreat, Oak Heritage Health Care and Manor Place Apartments. Habersham Retreat is an adult daycare and assisted living facility. Oak Heritage is a local nursing home healthcare facility. Manor Place is a 55 plus independent living apartment complex. In addition, there are a few senior living options available in the nearby counties of Habersham, Hall and Jackson Counties.

Aging in Place Opportunities – As previously discussed, Baldwin is prime for exploring new opportunities for promoting senior living inside the city limits through regulation and policy changes that would encourage “aging in place” options for both new and existing residents.

Implementation Strategies

- ☞ Develop land-use policies that encourage and promote diverse housing opportunities for all citizens including affordable housing/workforce housing
- ☞ Develop, implement and enforce policies that promote the maintenance and up-keep of existing residential structures and properties
- ☞ Develop, implement and enforce a new rental property ordinance that protects the health and welfare of renters and ensures quality living standards within the city
- ☞ Develop and implement policies that promote the preservation, restoration and maintenance of historic properties within the city limits
- ☞ Develop and implement a Senior Housing Ordinance that promotes “aging in place” and “easy living” standard

Economic Development

Issues & Opportunities

Education Issues – Baldwin has a lower than average level of education attainment. Only 60.5% of the city’s 25 and older population has a high school diploma or higher education attainment. Of those, 31.1%

earned a high school diploma or equivalent; 2.7% have an Associate's degree, 6.9% have a Bachelor's degree and 5.6% has a Master's degree or higher. Additionally, 39.4% of the population lacked a high school diploma; of this population group 8.9% had less than a 5th grade education. This presents a special challenge to the City of Baldwin and its ability to market itself for new business investments. Businesses require an educated workforce to be competitive in today's global economy and thus they tend to locate their businesses in communities that can offer access to a well-educated workforce.

Education Opportunities – Baldwin's residents have access to a variety of educational resources within a 50-mile radius. Area public elementary and secondary schools serving Baldwin residents meet federal AYP criteria under the "No Child Left Behind" legislation initiative. There are also at least five private schools serving the area. In addition, there is access to regular and night/weekend classes for GED programs, adult learning initiatives, technical schools, 2-year community colleges, 4-year degree programs, graduate and doctoral programs. Area adult literacy service can be obtained through the North Georgia Technical College Adult Literacy Center in Cornelia. Area post-secondary schools within 15 mile radius include: North Georgia Technical College and Piedmont College. A 25-mile radius includes: Truett-McConnell College, Brenau University and Toccoa Falls. A 45-mile radius includes: Lanier Technical College, Gainesville State College and the University of Georgia.

Labor Force Issues – Like Banks County, Baldwin's wages lag behind the market and state in almost every category. Job numbers in the city and surrounding counties is not keeping up with the population growth of the area. As a result, the majority of the working population (16 and older) travels out of the city and county for employment opportunities. There are limited job opportunities for high school and/or young college educated workers in the city.

Labor Force Opportunities – As Baldwin continues to grow and more importance is placed on educational attainments, there are significant opportunities for the city to secure new economic investments- including new commercial and industrial investments from both the traditional and high-tech sectors- thereby increasing the number of jobs available to citizens and potentially increasing wages for residents.

Tax Base Issues – Baldwin's tax base is heavily imbalanced and slanted towards residential. There is a limited amount of commercial and industrial property within the city limits, for which revenue can be generated. Many of the existing commercial/industrial facilities remain unoccupied or under-utilized. Therefore, residential property owners bare the majority of the local tax burden.

Tax Base Opportunities – Baldwin's access to key resources such as major road networks, educational institutions, natural resources, recreational opportunities, water resources and significant sewer capacity provides it with the opportunity to increase its commercial and industrial tax base over the next decade. Furthermore, Baldwin has kept a low tax rate even though it has experienced significant growth pressures during the last decade. These low rates make the city attractive to potential residents and industry.

Commercial & Industrial Issues – Existing commercial and industrial development is limited in nature and many of these facilities remain unoccupied or under-utilized within the city. Habersham County owns and operates a 370-acre industrial park within the City limits. However, the city is unable to substantially benefit from the site because of a lack of revenue sharing by the county. All of the buildings within the industrial park are owned by the County and leased to businesses. Therefore, the city is unable to collect property taxes on these facilities. The limited revenue that is available comes from the sale of water and sewer services to these businesses.

Commercial & Industrial Opportunities – Baldwin has extensive road frontage along SR 365, which passes through the city limits. The 365 Corridor is prime for commercial and industrial development because of its access to extensive road frontage, relatively flat lands for construction, it feeds into Interstate 985- a major thoroughfare into Atlanta- and it offers access to an abundance of recreational and natural resource opportunities for employees who wish to live near their workplace. The city is also “small-business friendly” and encourages the small businessman’s entrepreneurial spirit.

Tourism Issues – Because Baldwin is nestled along the SR 365 and US 441 corridors, it serves as a gateway to those who are visiting North Georgia’s Blue Ridge Mountains. However, due to the lack of sufficient tourism related industries within the city limits, Baldwin is unable to capitalize on the situation. The city has an insufficient number of quality retail shops and restaurants along these two corridors to captivate and retain the attention of these visitors as they pass through the city to their destinations. Furthermore, the local hotels/motels serving the area are dilapidated and in serious states of disrepair. Their current state of existence and operation actually discourages visitors from remaining in the area overnight.

Tourism Opportunities – Baldwin needs to capitalize on the natural resources of the area that attract and retain the attention of visitors. There is a need to enhance retail shopping, restaurant and overnight stay services within the city along both the 365 & 441 corridors to capture revenue from visitors to the area. Baldwin should seek to replace existing hotels/motels with modern facilities that compliment the scenic mountain vistas of the 441 Corridor and rustic plain of the 365 Corridor. The 441 Corridor would make an excellent location for a new regional convention center for hosting major events in North Georgia. There is also opportunity for the city to become a showcase for environmental education and design standards because of local natural resources (scenic mountain views, continental divide, headwaters of Chattahoochee River and other waterways feeding Lake Lanier).

Implementation Strategies

- ☞ Work with local education centers to promote new educational resources that are designed to enhance opportunities for all citizens
- ☞ Work with local high schools to develop programs that promote high school graduation
- ☞ Work with local schools and colleges to promote post-secondary education among younger generations

- ☞ Work with the local business community to improve wages within the city
- ☞ Promote new economic investment from local, national and international sources that offers higher wage earning opportunities such as high tech, medical research,
- ☞ Develop a more diverse labor force including managerial, professional, skilled and unskilled level workers.
- ☞ Actively promote policies that encourage new investment opportunities for commercial and industrial development within the city limits
- ☞ Establish an Industrial Development Authority for the city
- ☞ Develop and implement an economic development program for the city
- ☞ Work with local chambers of commerce, state and regional authorities and trade associations to develop and implement a coordinated marketing strategy for promoting investment within the city
- ☞ Work with local partners to establish an annual trade show and luncheon that promotes the city
- ☞ Ensure that Baldwin is presented at trade shows and economic development events across the state and southeast to promote investment in the city
- ☞ Develop and implement a grant funded program that assists local entrepreneurs and business owners with developing sustainable business plans and practices
- ☞ Establish overlay districts for the US 441 and SR 365 that enhances the aesthetics and promotes the desired character for each of the corridors
- ☞ Adopt and promote local ordinances that protect mountain vistas along the US 441 corridor and throughout the city
- ☞ Obtain funding to secure the ownership of the Baldwin Falls properties and create a recreational facility for users that includes multi-purpose trails and possible connectivity with the Tallulah Falls Rails-to-Trails project in Cornelia
- ☞ Obtain funding to secure and redevelop the old whiskey distillery property and market it as a local tourist attraction
- ☞ Promote and encourage the development of a regional convention center within the city limits.
- ☞ Promote and encourage the development of an environmental education center for water resource management within the city limits
- ☞ Encourage new business investment in the 441 and 365 corridors that support tourism activities such as hotels, motels, bed & breakfasts, retail shops, restaurants, cafes, specialty shops and related sales and services
- ☞ Establish a regionally coordinated tourism program through partnerships with local chambers of commerce and various local, regional and state tourism authorities
- ☞ Ensure that the Baldwin is represented at regional, state and national tourism events

Natural & Cultural Resources

Issues & Opportunities

Natural Resources Issues – The City of Baldwin recognizes the value in protecting mountain and valley views created by the topography of Banks and Habersham Counties. This draws many residents and

visitors to the area and thus feeds the local economy. Protecting these view sheds is important in order to maintain the quality of life and preserve the historic rural character of the community and area.

Natural Resources Opportunities – Baldwin should thoroughly explore opportunities to secure significant natural resources and environmentally sensitive areas surrounding the current city limits for the purpose of preserving and protecting these resources for future generations. Baldwin should also consider utilizing creative zoning and land use regulations and practices as a tool for managing new growth while preserving key resources in the community.

Historic Resources Issues –Just as it is important to protect our natural resources, we must also protect our historical resources throughout the community. There are many historic structures and one historic place within the city limits of Baldwin. A number of Baldwin’s historic resources remain intact, although a great deal have been altered or damaged over the years and thus are no longer eligible for preservation listing because of the loss of historical integrity. As current historic properties and newly eligible properties age, more and more seem to be falling into disrepair. Preserving these properties is imperative if we want to help future generations understand the rich history of our community.

Historic Resources Opportunities – Baldwin’s current inventory of historic resources include the Jackson Store, the Sweet Pea Plantation (formerly known as Habersham Retreat), the Parks Home, the Baldwin Garment Manufacturing Company, the Baldwin Bank Building, the Lewallen House, the Baldwin Baptist Church, the Carwood Manufacturing Building, the Hodgson-Rudeseal House, the Perry House and the Martin House. Baldwin should strongly encourage owners of such property to maintain and/or restore aging properties. Furthermore, when renovations occur to one of these properties, the city should work with the owners to ensure that historical integrity remains intact. The City should, whenever possible, actively support and encourage efforts to list individual properties on the national register and work towards developing an historic district for the old downtown properties.

Implementation Strategies

- ☞ Develop and implement a local natural resource protection program that promotes the long-term preservation of resources through-out the community and where possible coordinate with other area governments to establish a regional program to protect surround areas along key corridors (i.e. greenspace programs)
- ☞ Explore opportunities to secure financing for greenspace, natural preserves, sensitive environmental areas, historic and cultural resources and recreational areas
- ☞ Adopt a conservation ordinance that protects mountain visas from intrusive development and encourages property owners to preserve such resources for future generations through the use of conservation designs during development
- ☞ Develop and implement a historic resource protection program that promotes the long-term preservation of resources throughout the community. This includes establishing a Historic

Preservation Committee to advise the city and assist property owners with restoration and maintenance of properties

- ☞ Adopt a development ordinance that protects historic properties from intrusive development and encourages property owners to preserve such resources for future generations

Community Facilities & Services

Issues & Opportunities

Water Infrastructure Issues – Baldwin’s greatest infrastructure challenge rests in its aging water and sewer infrastructure. Much of the existing infrastructure is outdated and therefore insufficient to meet long-term future capacity needs. Currently the City only has ½ day of raw water storage capacity to draw-on to service the city’s drinking water needs. The impoundment pond is filled with silt and is in desperate need to be dredged, cleaned-out and updated. One of the City’s treated water tanks needs to be condemned and replaced. There are several areas in the city that suffer from low-pressure in the lines due to insufficient pipeline connections that restrict water flow. Furthermore, the entire infrastructure on the Banks County side of Baldwin is substandard and will need replacing and/or rehabilitation during the next 20-years. Another challenge is in building and maintaining a stronger consumer base for water supply. The city currently has a very narrow customer base and needs to expand in order to adequately support the system.

Water Infrastructure Opportunities – Baldwin currently has more than a million gallons per day of excess water capacity available for use. However, the city recognizes that it needs to upgrade and modernize its water infrastructure throughout the city over the next 20-years. The city is actively planning and preparing for these future needs. Baldwin plans to explore opportunities for developing a regional water impoundment reservoir to address future raw water storage capacity needs. The city needs to also explore its options for constructing new treated water storage facilities- in particular replacements for existing water tanks. In addition, the city has also been in negotiations with the counties and surrounding cities regarding its service delivery strategy for water. Currently, the city is working to expand water service delivery into current areas that surround the city but have previously been unclaimed which includes all of SR 365 from the city limits to the Hall County line. The city is also exploring new technologies, such as electronic metering devices with leak detection capabilities to help reduce preventable losses in the system.

Sewer Infrastructure Issues – Like water infrastructure, Baldwin has major challenges with its aging sewer infrastructure. Much of the system needs to be upgraded and rehabbed including gravity lines and manholes. The current wastewater treatment facility needs to expand its capacity to treat raw sewage. The system lacks sufficient long-term storage capacity and the aging equipment is insufficient to handle future demands. The sludge pond needs to be repaired and expanded.

Sewer Infrastructure Opportunities – Baldwin recognizes the need to upgrade and modernize its sewer infrastructure throughout the city over the next 20-years. The city is actively planning and preparing for these future needs. The city has been experimenting with alternative financing tools for making needed repairs such as establishing a dedicated special fund that retains portions of state and federal fines for violation- that would otherwise be paid for infractions- and using those funds to make much needed repairs to the system that prevents future occurrences of the same or similar type violations. The city is also seeking traditional funding tools such as state and federal grants and/or loans to make needed changes to the system. Baldwin is also in service delivery negotiations with Habersham County and its cities. This will allow Baldwin to expand its current area to include service for unclaimed areas and Alto's water service delivery area.

City Hall & Community Activity Center Issues – Baldwin's existing City Hall facility has become insufficient to meet the future needs of the community. The aging structure can no longer serve the long-term needs of the community. Currently, the City of Baldwin lacks a community event center for hosting various public activities such as folk art and local artisan events, community plays or special productions, etc.

City Hall & Community Activity Center Opportunities – The city recognizes that it needs to relocate City Hall from its existing facility to a new location that better serves its business needs. The City has purchased the old Garment Manufacturing Company and is actively pursuing funds to rehabilitate the historic structure for use as the New City Hall. Furthermore, the city also needs a place that encourages community gatherings for special occasions and events. The old Carwood Manufacturing Building would make an excellent place for such a facility. Use of this building would result in the restoration and use of an unoccupied historic structure that offers sufficient space to host both small and large community gatherings and events. Grants, donations and other special funds such as SPLOST could be utilized for the future purchase and rehabilitation of the facility.

Community Recreation Issues – Baldwin currently owns three park facilities within the city limits. However, only two are operational: the new park on Willingham Avenue and the Roadside Park on US 441. The third facility is the old City Park located near the airport on City Park Drive. There isn't any playground equipment nor are there any picnic/pavilion areas because everything has been removed or relocated to the new park on Willingham. Some residents still use the park for playing baseball or soccer and their facility lights within the park. There are no other public recreational opportunities within the city that are available to residents.

Community Recreation Opportunities – The city has opportunities to rehabilitate the old city park as well as acquire additional property for use as passive and active recreational facilities. The city has expressed desire to purchase the properties containing Baldwin Falls and open the facility for recreational uses such as hiking and non-motorized mountain biking. In addition, the city also has opportunity to acquire the old Maxwell Liquor Company property, which is also part of the Baldwin Falls properties. The city could recreate the old distillery and use it as an active history park that teaches people about the early history of

Baldwin and what life was like during its operations in late 1890's. Multi-use trails could connect this facility to Baldwin Falls as well as the planned Tallulah Falls Rails-to-Trails project in downtown Cornelia; serving as a trailhead and major tourist and recreation facility for Baldwin residents.

Implementation Strategies

- ☞ Investigate opportunities to develop and implement a comprehensive water & sewer management master plan for the city
- ☞ Integrate water & sewer infrastructure planning into the land use decision-making process
- ☞ Analyze, monitor and evaluate the impacts of land use decisions (proposed and approved annexations, rezoning and construction activities) on the city's water & sewer infrastructure
- ☞ Develop and implement annual city-wide infrastructure assessment program to evaluate existing conditions and needs assessments for water and sewer infrastructure
- ☞ Integrate strategic planning for water & sewer infrastructure into the city's financial management system
- ☞ Perform a cost/benefit analysis to determine the viability of rehabilitating the old Garment Factory for use as a new City Hall
- ☞ Perform a cost/benefit analysis to determine the viability of rehabilitating the old Carwood Building for use as a new community center
- ☞ Explore various grant programs including local, state, federal and/or private resources to find opportunities to fund the new City Hall and community center and, where possible, secure funds
- ☞ Investigate opportunities to develop and implement a comprehensive parks & recreation master plan for the city
- ☞ Explore various grant programs including local, state, federal and/or private resources to identify opportunities to fund recreation projects throughout the city

Transportation

Issues & Opportunities

Transportation Planning Issues – Baldwin does not currently engage in long-range community planning activities related to the impacts of land use decisions on transportation infrastructure. As the Comprehensive Plan enters the implementation stage it is critical that the city begin to actively engage in transportation planning throughout the community. The anticipated growth needs to be strategically planned and the necessary strategies must be implemented to ensure that congestion is mitigated as it occurs.

Transportation Planning Opportunities – Baldwin recognizes that it must manage its existing transportation network and plan for future growth. Because the city has yet to experience major growth, there is plenty of opportunity to begin planning efforts without having to play “catch-up.” Congestion remains very low and if the City begins now, it will have a major advantage over most communities in

Georgia. There is opportunity for the city to develop and implement a comprehensive multi-modal transportation plan and merge land-use decisions and infrastructure development into a strategic and coordinated planning initiative.

City Street Issues – Baldwin’s street network is old and many of the streets have a narrow design that is not conducive for modern automobile use. Streets need to be widened and upgraded to withstand modern “wear-n-tear.” Furthermore, there are serious drainage problems occurring along some city streets. Poor drainage is resulting in “wash-out” and potholes, which are very costly to the city.

City Street Opportunities – Baldwin recognizes that it must upgrade its existing transportation network. The city is actively planning for needed changes and is working to widen city streets, repair damaged roads and upgrade drainage facilities. There is opportunity for the city to explore the development of curb and gutter systems throughout the city, however, such infrastructure is very expensive and may not be conducive to all areas due to the city’s topography.

Pedestrian Issues – Baldwin lacks a pedestrian friendly environment throughout the city. Sidewalks and multi-use paths are non-existent throughout the city.

Pedestrian Opportunities – In order to serve the long-term needs of the city, Baldwin needs to begin exploring its options for providing pedestrian facilities throughout the city. This is especially true for connecting major activity centers and recreational facilities to residential areas of the city. Although resources are limited and funding for such projects will not likely be available for some time, the city can begin planning efforts by developing a citywide pedestrian plan.

Implementation Strategies

- ☞ Investigate opportunities to develop and implement a comprehensive transportation plan including subarea and collector street planning to develop a grid pattern and access management planning promotes inter-parcel connectivity & driveway consolidation
- ☞ Integrate transportation planning into the land use decision-making process
- ☞ Analyze, monitor and evaluate the impacts of land use decisions (proposed and approved annexations, rezoning and construction activities) on the city’s transportation infrastructure
- ☞ Develop and implement a Corridor Management Plan for both SR 364 and US 441
- ☞ Evaluate and, if necessary, amend the city’s design standards for road construction and signage
- ☞ Require inter-parcel connectivity among adjacent uses, where appropriate and possible
- ☞ Develop and implement a city-wide bicycle and pedestrian plan
- ☞ Integrate bicycle and pedestrian planning into the community development process
- ☞ Develop bicycle and pedestrian infrastructure within existing neighborhoods, where appropriate and possible
- ☞ Integrate strategic planning for transportation infrastructure into the city’s financial management system

Intergovernmental Coordination

Issues

Coordination with schools – Coordination between the school systems and the City Council is needed to ensure that facilities keep-up with growth and service demands. The school systems had record enrollments in 2007-2008, which makes the coordination all the more critical.

Coordination among cities on annexation records – More coordination is needed between the City Council, counties and surrounding municipalities to ensure that the City has access to the most accurate information regarding boundaries, service delivery strategies and land-use decisions as possible.

Coordination among emergency service providers – Coordination between the City of Baldwin public safety personnel and county and municipal emergency service communication networks will be necessary in order to provide the City with an acceptable level of protection and emergency preparedness.

Implementation Strategies

- ☞ Develop and implement a strategic plan for intergovernmental coordination issues including but not limited to education, annexations, re-zonings, construction activities, economic development, emergency management and other matters with appropriate organizations and agencies
- ☞ Coordinate with Banks County to develop a watershed protection ordinance
- ☞ Work with the school system and other local governments to develop a uniform system for sharing growth and development data and information to assist them in planning for future enrollments and facility expansions
- ☞ Work with other jurisdictions in Banks and Habersham County to establish an annual or bi-annual meeting to discuss issues of mutual interest and areas of conflict
- ☞ Maintain an adequate service delivery strategy and intergovernmental agreements where appropriate and needed regarding certain services.

Land Use

Issues & Opportunities

Agricultural/residential Issues – Agricultural-residential land use conflicts can emerge when new residents move to areas with intensive farming.

Strip Commercial Development Issues – Strip commercial development areas will require special attention to prevent underutilization and blight as market and economic conditions change.

Scenic Corridor Issues – New development along routes such as U.S. 441 could alter the character of the county and city dramatically if development occurs without an emphasis on protecting scenic views.

Preservation of Agricultural Lands Issues – As new development increases property values throughout the city, pressure to convert from agricultural uses to residential or commercial uses increases. Preservation of the remaining agricultural residential property is considered important for sustaining the city’s rural character in the long-term.

Zoning Issues – Due to the age of the currently adopted Future Land Use Map and the amount of development that has occurred since its adoption in 1992, decisions on a case-by-case basis for converting agricultural land to residential or commercial have been occurring in what some consider spot zoning throughout the city. However, the city has fared better than Banks and Habersham Counties.

Intensive Use Issues – While it’s not necessary to open all parts of the city to more intensive commercial, industrial or residential uses, it will be important for the city to accommodate these uses in the future in order to take advantage of continuing economic opportunities in certain corridors such as SR 365 and portions of US 441.

Bedroom Community Issues – Baldwin has, so far, maintained its distinct culture and character as a rural community. However, rapid development in the next 20-years could alter this character to the point of converting the city into a bedroom community, leading to greater economic imbalance and associated challenges.

Mixed-use Development Opportunities – Most development in the city is suburban residential development that separates residential from commercial. A mixed-use approach in future development could provide the city with the opportunity to provide jobs and services within walking distance of residences in specific portions of the city.

Traditional Neighborhood Development Opportunities – The traditional neighborhood development approach can provide a wide range of housing types in newly developing areas with a connected pedestrian-friendly street system and ample open space. With proactive planning, Baldwin can cluster community facilities including schools, fire stations, libraries and parks in order to create a sense of place.

TDR Opportunities – Transfer of development rights can be applied to preserve agricultural lands and other sensitive areas in need of protection from development.

Conservation Subdivision Opportunities – Conservation subdivisions can be used to retain the character of agriculture and protect the natural resources of the environmentally sensitive areas.

Green Space Opportunities – Development regulations can encourage developers of residential and mixed-use development to set aside appropriate amounts of green space for public recreation and storm water collection/filtering.

Implementation Strategies

- ☞ Update existing land use and development regulations to accommodate desired changes

- ☞ Develop and implement an overlay district for key corridors and character areas (US 441, SR 365, Downtown Redevelopment, Mountain Residential, Industrial areas, etc.) within the city that clearly depicts the desired architectural and site design standards for new developments and renovation projects along each specific area
- ☞ Incorporate into the development review process a “development impact matrix” to determine impacts of specific development on the environment and infrastructure
- ☞ Develop partnerships with local chambers of commerce and tourism agencies to promote and enhance investment opportunities in the various key corridors
- ☞ Examine the potential use of Community Improvement Districts (CIDs), Tax Allocation Districts (TADs), Business Improvement Districts (BIDs) and similar tools to encourage and promote development and redevelopment opportunities along the corridor
- ☞ Encourage the creation of CIDs, TADs & BIDs as an alternative means of financing corridor planning and improvement projects
- ☞ Develop and implement a Traditional Neighborhood Development (TND) ordinance
- ☞ Develop and implement a Conservation Subdivision ordinance
- ☞ Develop and implement an Infill Development ordinance
- ☞ Develop and implement a Senior Housing ordinance
- ☞ Develop and implement a Mass Grading ordinance
- ☞ Develop and implement a Natural Resource Protection ordinance
- ☞ Develop and implement street connectivity requirements for new developments
- ☞ Develop and implement a Stormwater Management ordinance
- ☞ Encourage the use of Best Management Practices (BMPs) for agricultural activities, sedimentation and erosion control and stormwater management to protect natural resources and water quality
- ☞ Develop a city-wide bicycle and pedestrian plan for Baldwin
- ☞ Develop and implement a city-wide recreation master plan for Baldwin
- ☞ Develop and implement a city-wide historic resource management plan for protecting historic resources in the community

Implementation Program

Analysis of the existing land use, areas requiring special attention, recommended character areas and consistency with Quality Community Objectives

The Implementation Program outlines the overall strategy for achieving the Vision for Future Development and for addressing the Community Issues and Opportunities. This section identifies the specific measures to be undertaken by the City of Baldwin to implement the Community Agenda. The Implementation Program includes the following sections:

- Policies
- 2002-2007 Short Term Work Program
- 2010-2014 Short Term Work Program
- Long Term Work Programs

Policies

Policies are intended to provide ongoing guidance and direction to City officials. They provide a basis for making decisions in implementing the Comprehensive Plan, including the Community Vision and appropriately addressing the Community Issues and Opportunities. The following recommended policies are organized by major topic pertaining to the comprehensive plan.

Economic Development

- Support programs that promote viable economic expansion and growth throughout the city.
- Support programs that enhance the esthetics of the community and promotes the city as a place of value.
- Support programs that promote revitalization and restoration of the community's residential and business districts.
- Support programs that promote and enhance the viability of local businesses and entrepreneurs.
- Support land use decisions that help to balance housing supply and employment in the community and encourages such land uses to promote a sustainable environment for the city.
- Support economic development projects that adequately consider and mitigate impacts to the city's infrastructure- including water, sewer, transportation, emergency services, schools, parks & recreation, etc.
- Support economic development projects that adequately consider and mitigate impacts to the environment- natural, cultural and historical resources.
- Support economic development projects that meet the employment needs and skill levels of citizens.
- Carefully evaluate the cost-benefits of all proposed economic development projects.

Housing

- Support development projects that promote a variety of housing options throughout the city that meet the needs of a diverse population with varying income levels.
- Support programs and projects that enhance the esthetics of the community and promotes the city as a place of value.
- Support land use decisions that help to balance housing supply and employment in the community and encourages land uses that promote a sustainable living environment for the city including a "live, work, play" environment.
- Support programs and development projects that encourage redevelopment of blighted areas, infill projects and restoration of existing housing throughout the community.
- Maintain an adequate level of residential land consistent with the city's policies for annexation, transportation, local use and the environment.
- Support policies that encourage site and architectural design standards that protect and promote desired characteristics of the community.

Natural and Cultural Resources

- Support programs that promote the long-term preservation and protection of natural and cultural resources throughout the community.
- Support development projects that have conservation components that promote environmental responsibility including protections for environmentally sensitive areas, water quality, energy efficiency and minimal land disturbance activities.
- Encourage the use of Best Management Practice for land disturbance and development activities.

Plan Element	Activity Description	Complete	Underway	Postponed	Dropped	Notes
Community Facilities- Solid Waste	Continue providing solid waste collection and disposal (private contract)		*			Baldwin Contracts with Private Vendor on a contractual basis annually
Community Facilities- Sewer	Construction of new .8 MGD wastewater treatment facility	*				Completed and online in 2003
Community Facilities- Sewer	Construction of sewer forced main from Lee Arrendale State Prison	*				Completed and online in 2003
Community Facilities- Sewer	Continue installation of new & renovation of existing sewer lines	*	*			New Sewer line installed for Dairy Queen at Hwy 365, new sewer lines at Anderson Village shopping center & Various other locations.
Community Facilities- Water	Construction of new water tank and maintenance of existing tanks		*			Existing water tank on Baldwin's water system has been painted & cleaned. Contracted for annual maintenance. Contract for tank at Water Plant is being determined.
Community Facilities- Water	Construction of new water lines and maintenance & renovation of existing lines	*				Two large portions of the city's water lines have been replaced. Another line was replaced outside city on city's system.
Community Facilities- Water	Expansion of existing water treatment plant by 50% & renovation of water wells			*		Renovation of water wells was dropped.
Community Facilities- Water	Renovation and improvement to existing water plant	*				New pumps installed at intake. New media for filtration has been installed. Facility has been repainted inside. Upgrades have been done to controls. New scada has been added. Ponds have also been dredged.
Community Facilities- Public Safety	Construct new public safety building	*				New building for Police & new building for Fire Departments have been completed.
Community Facilities- Transportation	Work with county and GDOT to construct, maintain and repair city streets	*				With the help of LARP funds and CDBG funds, the city's streets are approximately 90% improved.
Community Facilities- Fire Dept.	Construct fire training tower and confined space training facility	*				Fire training tower & confined space training facility has been completed.
Community Facilities- General Govt	Renovate existing City Hall to provide community center				*	A historic building has been purchased for a new city hall , and renovations are pending. No community center is planned for the new city hall location.

Community Facilities- Parks & Rec	Renovate, repair and maintain existing roadside park/picnic area	*				Roadside park is complete and operational.
Community Facilities- Parks & Rec	Build & maintain new roadside park, picnic area and welcome center				*	New park and welcome center have been dropped.
Community Facilities- Parks & Rec	Work with local chambers & businesses to improve city park #2	*				New park is complete with funds from recycling funds and SPLOST funds. Large playground added.
Economic Development	Work with existing businesses & industry to expand employment opportunities	*				EIP grants have been applied for and received for upgrading water lines and providing new sewer lines to expand or build new businesses. Thereby, new jobs have been created while others maintained.
Economic Development	work with area development authority & chambers to locate new businesses & industry	*	*			Baldwin provides water & sewer to the county's industrial park located inside Baldwin.
Historic Resources	Work with local Historical Society to identify, maintain and preserve historic properties within the city		*			New comprehensive plan, when completed ,will include identifying and preserving historic properties within Baldwin.
Housing	Continue to update zoning ordinances, planning and building inspection procedures	*				Zoning map and ordinances have been updated. The city will continue to update ordinances & building inspection procedures as needed.
Housing	Work with private developers to provide adequate low to moderate income housing	*				Two new apartment complexes have been constructed which include a percentage of their rooms for low to moderate family accomodations.
Natural Resources & Land Use	Conintue working with BRWA and River Keeper to ensure compliance with watershed protection ordinance		*			Baldwin complies with state waterway regulations regarding NPDES permitting & helps to ensure that our citizens comply with construction rules & regulations.

Category	Action/Implementation Strategy	2010	2011	2012	2013	2014	Responsible Party	Cost Estimate	Funding Source
Community Facilities & Services	Water system upgrades	★	★	★	★	★	City	\$7,766,000.00	Grants, Loans, SPLOST, User Fees
Community Facilities & Services	Sewer system upgrades	★	★	★	★	★	City	\$3,800,000.00	Grants, Loans, SPLOST, User Fees
Community Facilities & Services	Continue providing solid waste collection & disposal (private contract)	★	★	★	★	★	City	\$175,000.00	User Fees
Community Facilities & Services	Construct, maintain & repair city streets	★	★	★	★	★	City, County, State	\$500,000.00	SPLOST, LARP, EIP
Community Facilities & Services	Develop & implement street connectivity requirements for all city streets				★	★	City	\$0.00	N/A
Community Facilities & Services	Conduct a cost/benefit analysis of renovating old Garment Factory facility for New City Hall	★					City	\$0.00	N/A
Community Facilities & Services	Conduct a cost/benefit analysis of renovating old Carwood building for use as a new community center	★					City	\$0.00	N/A
Community Facilities & Services	Renovate &/or maintain city parks	★	★	★	★	★	City	\$150,000.00	General Funds, Grants, SPLOST
Community Facilities & Services	Stormwater collection & BMPs	★	★				City	\$175,000.00	Grants
Community Facilities & Services	Develop & implement city-wide bicycle & pedestrian plan		★	★	★	★	City	\$4,500.00	Grants, General Funds
Community Facilities & Services	Develop & implement city-wide parks & recreation master plan			★	★	★	City	\$4,500.00	Grants, General Funds
Community Facilities & Services	Investigate opportunities to develop city-wide water & sewer master plan	★					City	\$0.00	N/A
Economic Development	Research and analyze the use of TADs, CIDs & BIDs for promoting new growth & development	★					City	\$0.00	N/A
Economic Development	Work with local chambers of commerce and development authorities to promote new business investment within the city	★	★	★	★	★	City, CoCs, IDAs, etc.	\$0.00	N/A

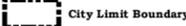
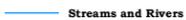
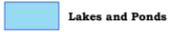
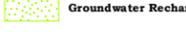
Economic Development	Work with local chambers and tourism agencies to promote the area and encourage tourism related business investments within the city	★	★	★	★	★	City, CoCs, TCAs, etc.	\$0.00	N/A
Economic Development	Develop & implement an economic development program for the city	★	★	★	★	★	City, CoCs, IDAs, GMRC, etc.	\$25,000.00	Grants
Economic Development	*Develop a comprehensive marketing strategy for promoting the city	★					City	\$2,500.00	Grants
Economic Development	*Develop & implement programs that enhance economic opportunities with in the city	★	★	★	★	★	City, CoCs, IDAs,TCAs, etc.	\$7,500.00	General Funds, Grants
Economic Development	*Develop and implement a grant funded program to assist local entrepreneurs and business owners develop sustainable business practices	★	★	★	★	★	City, CoCs, IDAs, etc.	\$15,000.00	Grants
Economic Development	Investigate opportunities to purchase Baldwin Falls properties for the purpose of developing a natural preserve w/multi-purpose trails & a local history education center to improve tourism within the city		★				City	\$0.00	N/A
Land Use	Update existing land use and development regulations	★	★	★	★	★	City	\$30,000.00	General Funds, Grants
Land Use	*Develop & implement overlay districts w/architectural & site design guidelines	+					City	*	Included above
Land Use	*Develop & implement TND Ordinance		+				City	*	"
Land Use	*Develop & implement Infill Development Ordinance			+			City	*	"
Land Use	*Develop and implement Senior Housing Ordinance			+			City	*	"
Land Use	*Develop and implement Mass Grading Ordinance			+			City	*	"
Land Use	*Develop and implement Conservation Subdivision Ordinance		+				City	*	"
Land Use	*Develop and implement Stormwater Management ordinance		+				City	*	"
Land Use	*Develop and implement Buffer, Landscape and Tree ordinance				+		City	*	"
Land Use	*Develop and implement Big Box Ordinance				+		City	*	"
Land Use	*Develop & implement street connectivity requirements for new developments				+		City	*	"
Land Use	*Review and modify, if necessary, city code enforcement policies and implement an new enforcement program	+					City	*	"

Land Use	Update and modify the city's development review and construction processes	★					City	\$2,500.00	General Funds
Land Use	Integrate strategic infrastructure planning into the land use decision-making process					★	City	\$0.00	General Funds
Land Use	Study successful TDR programs and evaluate its potential use in the city			★			City	\$0.00	General Funds
Inter-governmental Coordination	Develop & implement a strategic plan for intergovernmental coordination issues	★					Cities, Counties, BOEs	\$0.00	N/A
Inter-governmental Coordination	*Work with school system and other local governments to develop a uniform system for sharing growth & development data & information	+					Cities, Counties, BOEs	*	N/A
Inter-governmental Coordination	*Work with other jurisdictions to establish an annual or bi-annual meeting to discuss issues of mutual interest & areas of conflict	+					Cities, Counties, BOEs	*	N/A
Inter-governmental Coordination	Maintain adequate service delivery strategy & intergovernmental agreements where appropriate & needed	★	★	★	★	★	Cities, Counties, BOEs	\$0.00	N/A
Natural & Cultural Resources	Develop & implement a natural resources protection program		★				City	\$6,500.00	General Funds
Natural & Cultural Resources	*Develop & implement a conservation ordinance to protect mountains & vistas from intrusive development			★			City	*	N/A
Natural & Cultural Resources	*Develop & implement a Dark Sky Ordinance to reduce & prevent light pollution					★		*	N/A
Natural & Cultural Resources	Explore opportunities to secure financing for greenspace, natural preserves, sensitive environmental areas, historic and cultural resources	★	★	★	★	★	City	\$0.00	N/A
Natural & Cultural Resources	Develop & implement an historic resource protection program		★				City	\$2,500.00	General Funds, Grants
Natural & Cultural Resources	Coordinate with Banks County to adopt a Watershed Protection Ordinance	★					City & Banks County	\$0.00	N/A
Transportation	Investigate opportunities to develop a comprehensive transportation plan					★	City	\$0.00	N/A
Transportation	Integrate transportation planning into the land use decision-making process	★	★	★	★	★	City	\$0.00	N/A
Transportation	Develop & implement a corridor mgmt plan for SR 365 & US 441	★	★				City	\$2,500.00	General Funds, Grants

Category	Action/Implementation Strategy
Community Facilities & Services	Purchase Baldwin Falls property. Enhance the falls area through debris clean-up.
Community Facilities & Services	Restore the old Maxwell Distillery property. Utilize the property to re-create the old whiskey distillery and operate it as a public education project teaching people about the history and early life in Baldwin.
Community Facilities & Services	Construct an environmental water quality education center that teaches people about the importance of protecting our natural resources and alternative solutions for stormwater management and water quality protection.
Community Facilities & Services	Expand the city's water treatment system by constructing a new plant and expanding and replacing water lines throughout the city.
Community Facilities & Services	Expand the city's waste water treatment system by constructing a new treatment plant and expanding and replacing sewer lines throughout the city.
Community Facilities & Services	Develop and implement a water & sewer master plan.
Community Facilities & Services	Expand fire services by constructing and equipping a new fire station to serve the SR 356 Business Corridor and surrounding areas.
Economic Development	Establish an Industrial Development Authority of the City of Baldwin.
Economic Development	Purchase land for and construct a City-owned industrial park within Baldwin.
Economic Development	Work with private investors to plan and construct a new regional convention center and hotel along the US 441 Corridor.
Economic Development	Develop and implement the use of TADs, CIDs & BIDs for promoting new growth and development as well as revitalization within Baldwin.
Economic Development	Establish an Economic Development Team for the City of Baldwin and produce an annual convention and trade show targeting new business investors from national and international sources.
Intergovernmental Coordination	Study the potential impacts of consolidating some services with counties and other municipalities.
Land Use	Develop and produce a "How to" Guide for builders and developers seeking to do business in Baldwin.
Land Use	Study Transfer of Development Rights (TDR) as a means for protecting certain areas from future development.
Natural & Cultural Resources	Prepare a historic, cultural and archeological resources inventory and preservation plan.
Natural & Cultural Resources	Develop and implement a public awareness campaign to increase public awareness and appreciation of historic, natural and cultural resources within the community.
Natural & Cultural Resources	Purchase and annex portions of Banks County that include Mountain terrain, sensitive environmental areas and scenic vistas for the purpose of preserving these resources for future generations to enjoy and for protect the economic viability of the US 441 Tourism Corridor
Transportation	Develop and implement a comprehensive transportation plan.

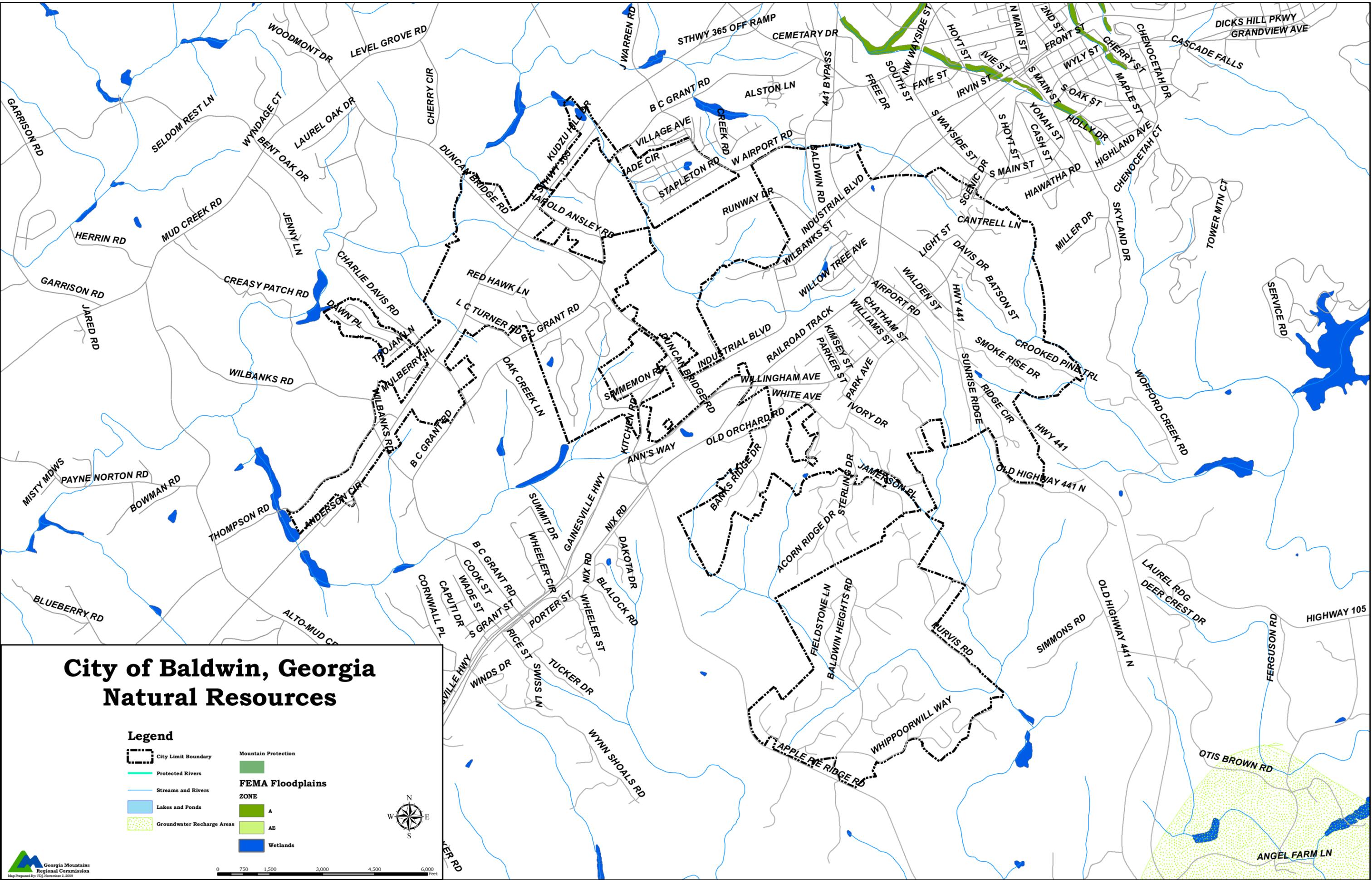
City of Baldwin, Georgia Natural Resources

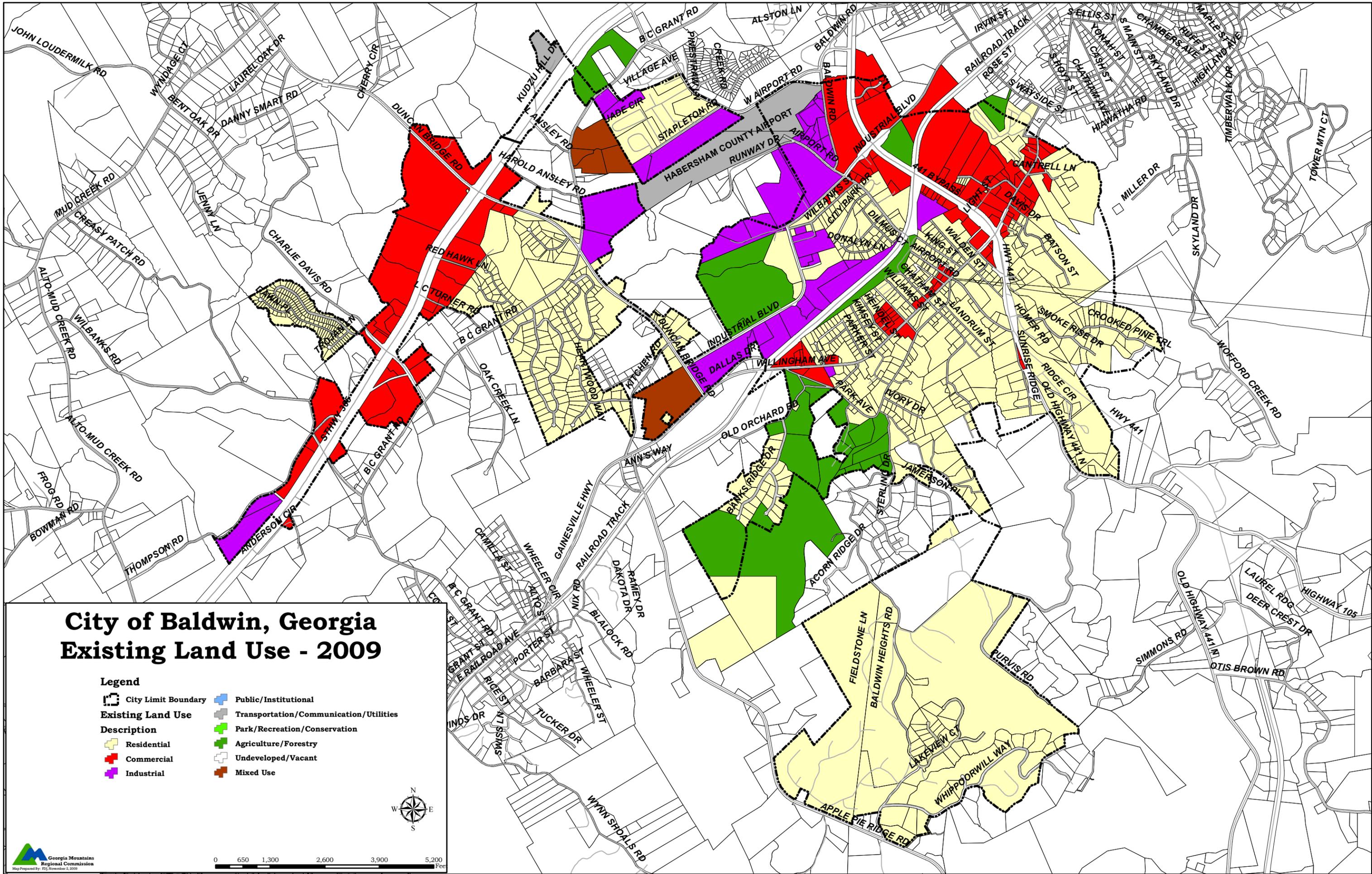
Legend

-  City Limit Boundary
-  Protected Rivers
-  Streams and Rivers
-  Lakes and Ponds
-  Groundwater Recharge Areas
-  Mountain Protection
- FEMA Floodplains**
- ZONE**
-  A
-  AE
-  Wetlands



0 750 1,500 3,000 4,500 6,000 Feet





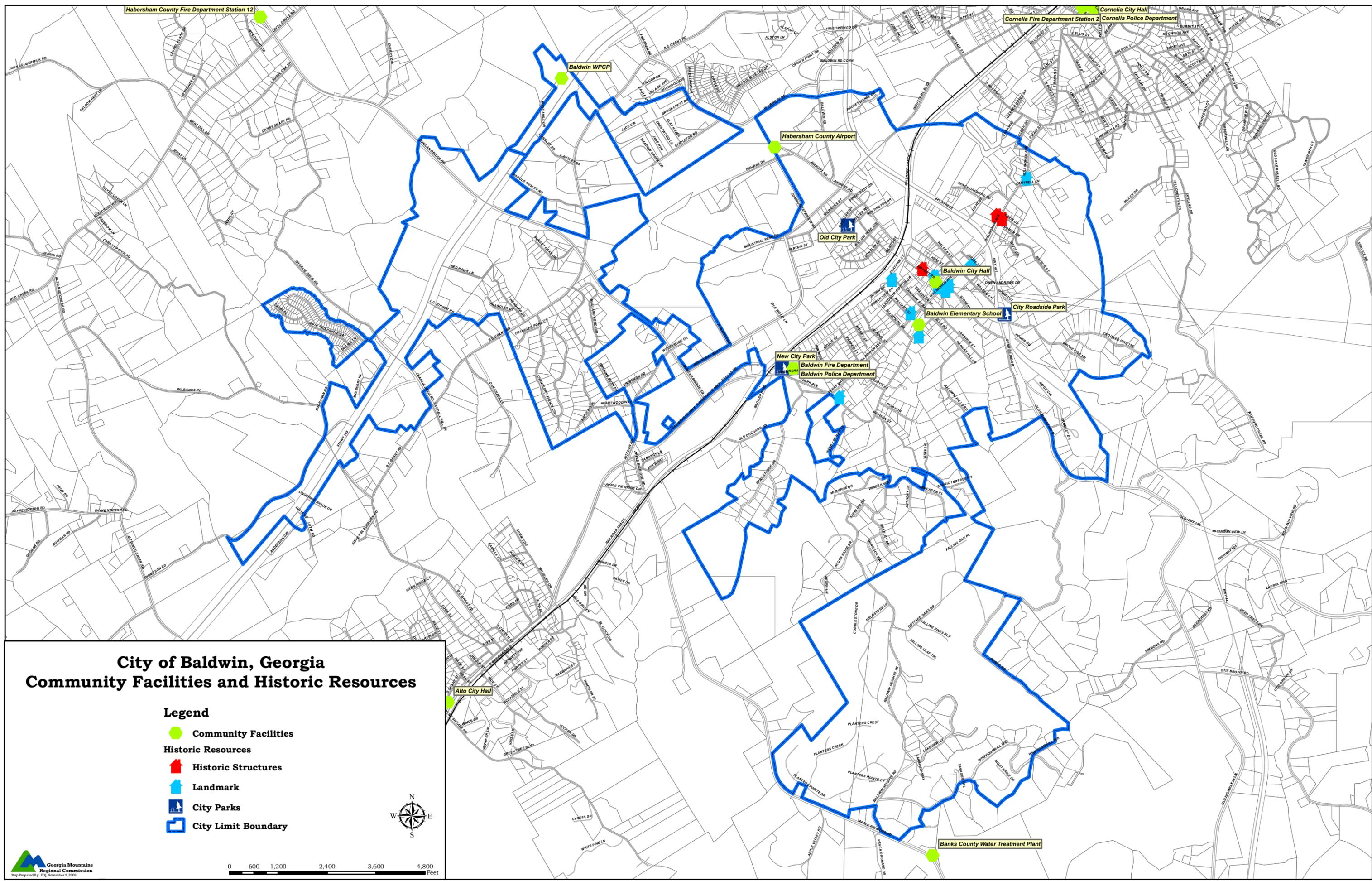
City of Baldwin, Georgia Existing Land Use - 2009

Legend

- | | | | |
|--|---------------------|--|--|
| | City Limit Boundary | | Public/Institutional |
| | Existing Land Use | | Transportation/Communication/Utilities |
| | Residential | | Park/Recreation/Conservation |
| | Commercial | | Agriculture/Forestry |
| | Industrial | | Undeveloped/Vacant |
| | | | Mixed Use |



0 650 1,300 2,600 3,900 5,200 Feet



City of Baldwin, Georgia Community Facilities and Historic Resources

- Legend**
- Community Facilities
 - Historic Resources**
 - Historic Structures
 - Landmark
 - City Parks
 - City Limit Boundary



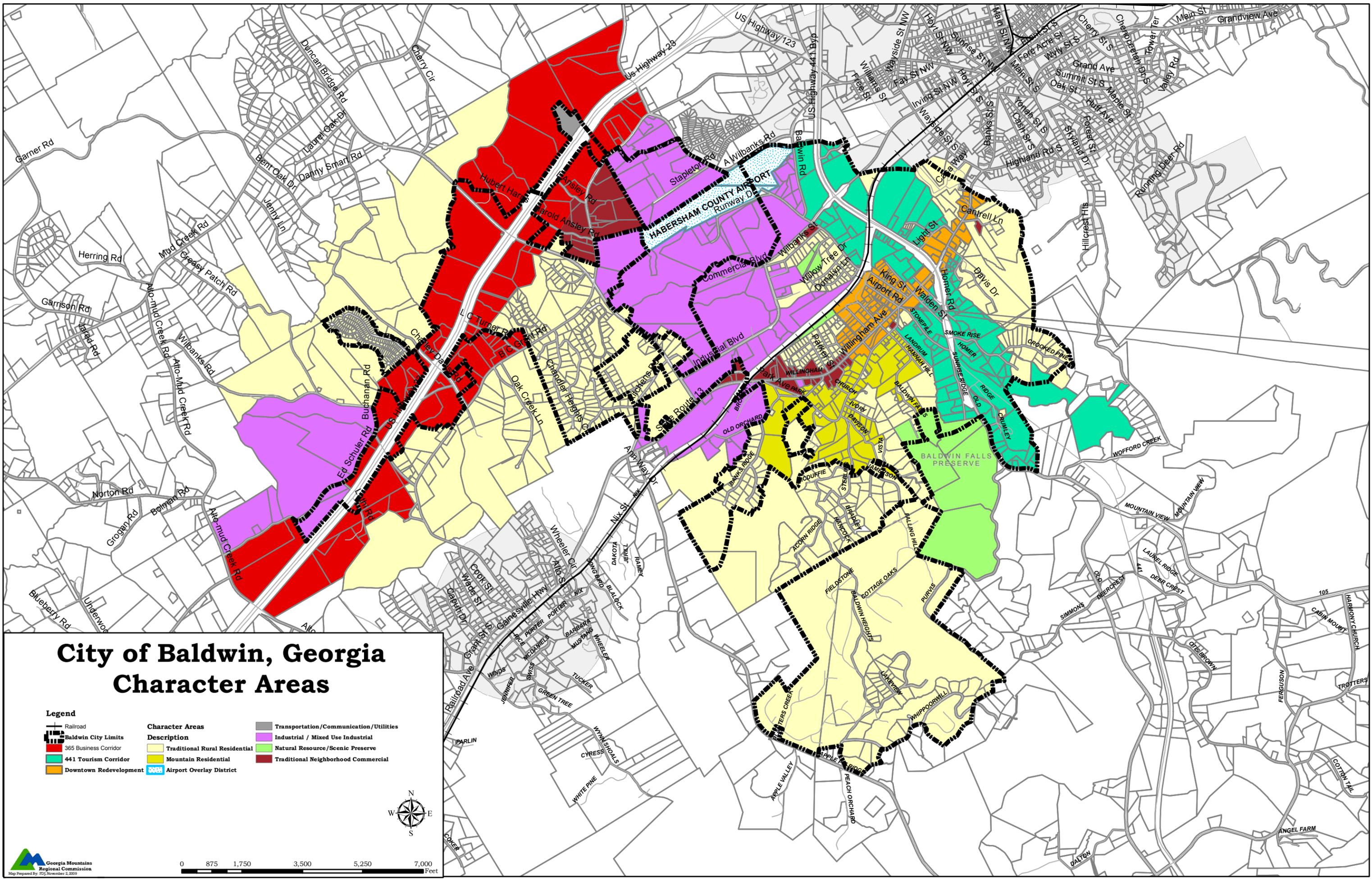
City of Baldwin, Georgia Character Areas

Legend

- | | | |
|--|---|--|
|  Railroad | Character Areas |  Transportation/Communication/Utilities |
|  Baldwin City Limits | Description |  Industrial / Mixed Use Industrial |
|  365 Business Corridor |  Traditional Rural Residential |  Natural Resource/Scenic Preserve |
|  441 Tourism Corridor |  Mountain Residential |  Traditional Neighborhood Commercial |
|  Downtown Redevelopment |  Airport Overlay District | |

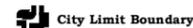
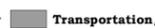
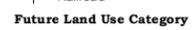
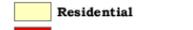
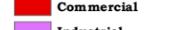
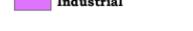
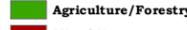
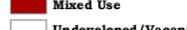
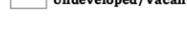


0 875 1,750 3,500 5,250 7,000 Feet



City of Baldwin, Georgia Future Land Use Plan

Legend

-  City Limit Boundary
-  Railroad
-  Future Land Use Category
-  Residential
-  Commercial
-  Industrial
-  Transportation/Communication/Utilities
-  Park/Recreation/Conservation
-  Agriculture/Forestry
-  Mixed Use
-  Undeveloped/Vacant

