

# Carroll County

## COMPREHENSIVE PLAN ADOPTION RESOLUTION

**WHEREAS**, Carroll County has completed the update to the Comprehensive Plan;

**WHEREAS**, the Comprehensive Plan was prepared in accordance with the Minimum Standards and Procedures for Local Comprehensive Planning established by the Georgia Planning Act of 1989; and

**WHEREAS**, public hearings for the Comprehensive Plan were held on April 4, 2023, April 18, 2023, and June 6, 2023; and

**WHEREAS**, the Comprehensive Plan was transmitted to the Three Rivers Regional Commission and the Department of Community Affairs for review; and

**WHEREAS**, the Department of Community Affairs has reviewed the Plan and finds that it adequately addresses Minimum Standards for Local Comprehensive Planning; and

**NOW, THEREFORE, LET IT BE RESOLVED**, the Carroll County Board of Commissioners hereby adopts this 2023-2043 Comprehensive Plan, on this 3rd day of October 2023.



CARROLL COUNTY, GEORGIA

By: Michelle Morgan

Michelle Morgan, Chairman  
Board of Commissioners

Attest: Lynda Bingham

Lynda Bingham, County Clerk

(COUNTY SEAL)



Carroll County, Georgia

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Comprehensive Plan Update 2023

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## Carroll County, Georgia

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Comprehensive Plan

2023 Update prepared by:

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Carroll County Department of Community Development

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## Acknowledgements

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## I. Introduction

### A. Community Profile

Carroll County is located in western Georgia and is part of the Atlanta Metropolitan Region. The County was formed from Cherokee and Creek Territory in 1826 through the Indian Springs Treaty. Incorporated areas within the county are Carrollton, Villa Rica, Temple, Bowdon, Whitesburg, Bremen, Mount Zion, and Roopville.

The County has an area of 504 square miles and is located 45 miles west of Atlanta and 90 miles east of Birmingham. The Census population of Carroll County in 2020 was 119,148 residents. In recent years, the county has experienced a slow and steady rate of growth, with an 8% increase since the 2010 Census. The population is expected to increase by over 20,000 by 2040.

### B. Purpose and Scope

The Carroll County, Georgia Comprehensive Plan Update establishes Carroll County's vision for its future and guides decisions to implement that vision through the year 2040. The future expressed in the Plan reflects local community values, ideals, and aspirations. The Plan advocates managed growth through effective coordination between the County's service providers. By managing community change, the County will preserve its assets and promote positive change that will enhance its residents' quality of life.

### C. Background

In Georgia, Comprehensive Plans establish the legitimate public purpose on which local government can assert its "police power" to adopt and enforce development regulations. They are policy documents that require a strong local commitment to achieve the Plan's vision. Community change occurs through a series of incremental decisions and investments by the public and private sectors. Development decisions made by private property owners, County staff and the County's appointed and elected officials will cumulatively determine Carroll County's success in achieving its goals. While the Plan's goals, objectives and policies provide guidance for many decisions, effective implementation of the plan will require the County to adopt and carry out a variety of regulatory, budgetary and administrative tasks. In addition, as the community changes, the Plan may need to be altered to effectively respond to these changes. This element provides for the implementation and ongoing administration of the Comprehensive Plan by:



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- Describing specific implementation tools and techniques to achieve the Plan’s goals;
- Describing the processes for monitoring and amending the plan over time; and
- Establishing an Implementation Work Program that specifies attributes of tasks to implement the Plan.

This Comprehensive Plan was developed under the Georgia Department of Community Affairs “Standards and Procedures for Local Comprehensive Planning.” The plan consists of a **Public Participation Program (Appendix A)**, SWOT Analysis, Needs and Opportunities, Goals, Vision, Policies, Future Land Use, **Data (Appendix B)**, **Maps (Appendix C)**, and a **Community Work Program and Report of Accomplishments (Appendix D)**.

The Plan describes the Growth Management Framework needed to assure the effective management of change taking into account the Carroll County public health, safety and general welfare. Goals and objectives describe the ends sought by County residents. Detailed policies guide decision-makers through clearly articulated strategies.

The Comprehensive Plan Update examines the existing conditions of the community and articulates a County vision. The following list of chapters in **Data, Appendix B** outlines the major areas found in the Plan.

**Population** – reviews demographic information and projects future population growth. This element addresses historic and projected population and household growth, residency, age, race, mobility, education and income of Carroll County’s population. The projections are the basis for determining future land use, housing, infrastructure, services and economic opportunity needs.

**Natural and Historic Resources** – describes the natural environment and historical assets of Carroll County and establishes policies intended to mitigate the impacts of community growth on natural resources and to retain the historic significance of Carroll County sites. The community characteristics examined include: topography, climate, soils, hydrology, green spaces, vegetation, wildlife and historical assets.

**Housing** – examines the existing state of the housing stock, projects future housing needs, and sets forth policies to enhance and maintain the community’s housing opportunities. The element considers the age of housing, number of dwellings, residential development trends, housing types, homeownership, housing cost, projected housing needs, and the local, state and federal programs needed to meet the housing need.



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**Local Economy** – examines Carroll County’s local economy, including: the existing mix of activities, wages, employment, labor force, economic development activities and resources. Goals, objectives and policies in this element are the basis for local government participation in economic development activities in coordination with other public and private entities.

**Community Facilities and Services** – inventories and evaluates public facilities and services including: transportation, water treatment, wastewater treatment, public safety, schools, libraries, park and recreational opportunities and utility services. The Level of Service standards established in this element are fundamental to the County’s growth management program.

**Transportation** – inventories and evaluates the existing transportation network, including roads, bridges, signalization, airports, railroads, parking, public transportation and pedestrian and bicycle paths. This element identifies goals, objectives, and policies in order to effectively serve the needs of citizens and businesses.

**Land Use** – describes the existing land use and zoning patterns within the County and establishes the land use pattern necessary to accommodate future growth. This element identifies key needs, including the relationship between land use, infrastructure and intergovernmental coordination, and establishes appropriate objectives, policies and strategies (action programs).

**Intergovernmental Coordination** – directs the user to key intergovernmental goals, objectives, and strategies contained in the Plan.

### D. Public Participation

In the development of this plan, Carroll County held a kickoff meeting, public open house, and a final public hearing, as well as steering committee meetings and allowed for feedback through the county website. See **Appendix A** for more information.

### E. SWOT Analysis

#### Strengths

- Leader in agricultural (cows, poultry) and successful farmers market for locally grown food
- Slower growth rate for more manageable growth
- Thriving cities with vibrant downtowns (cultural things for residents to do county-wide)
- Active economic development that pursues industry
- Corridor Development Ordinance that guides the look of the state routes
- Ample recreational activities including county and city parks



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### **Weaknesses**

- Not many large tracts left for industrial
- Litter control
- Increasing traffic on transportation corridors
- Smaller tax base as compared to other counties of Carroll's size
- Zoning code is too restrictive of direct sales of farm goods from agricultural land

### **Opportunities**

- Potential for managed growth in proximity to Interstate 20
- Preserving agricultural
- Protecting industrial and agricultural areas from encroachment
- Increasing tourism in the county
- Expanding broadband to rural customers
- New zoning ordinance to better regulate land
- Protecting natural and cultural resources
- New recreational opportunities with Moss Ferry Park and the addition to McIntosh Reserve; offering expanded activities such as pickle ball

### **Threats**

- Becoming a bedroom community
- Losing its industrial or agricultural base
- Increased crime due to the opioid epidemic
- Not enough housing stock for seniors, executives and affordable housing

## II. Needs and Opportunities

### **A. Key Natural and Historic Resource Needs**

The following key needs relating to natural resources were identified through the citizen participation and visioning process.

#### **1. Managing stormwater**

The hilly terrain and erosion-prone soils of Carroll County increase the importance of local stormwater management. In addition to providing opportunities for valuable recreational and open space amenities, effective management of increased runoff from development is essential to:



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- Protect lives and property from flooding;
- Protect the quality of surface and ground waters; and
- Retain wildlife habitat and corridors.

### **2. Protecting valuable natural resources**

While Carroll County is largely rural today, growth pressures within the Atlanta metropolitan area may encourage additional development of large areas of the County. To retain the quality of life that attracts residents and business owners to Carroll County, the Comprehensive Plan should describe the resources to be protected and potential strategies to protect those resources, including:

- Protection of woodland areas and heritage trees;
- Protection of wetlands, rivers, streams and lakes;
- Conservation of prime agricultural land;
- Protection of steep slopes from inappropriate development and erosion;
- Preservation of historical resources; and
- Retention of meaningful green spaces.

### **3. Protecting historic resources**

While Carroll County does not currently have a complete inventory of its historic resources, it can use its development review process to minimize historic resource loss. Prior to development approval, the County has the opportunity to evaluate potential resources and explore alternatives to retain them. Ultimately, the County should use its geographic information system to maintain an inventory of historically and archaeologically significant sites, so it can facilitate the preservation of valuable sites.

## **B. Key Housing Needs**

The following housing needs were identified by participants in focus group meetings, interviews, community workshops and Steering Committee workshops as the critical needs that should be addressed by the Comprehensive Plan.

### **1. Enhancing the jobs/housing balance**

Efforts of the County, its communities, Carroll Tomorrow and its Advantage Carroll 2020 initiative, and other groups have focused on the need to increase the number and quality of jobs available in the



County. One measurable objective for the Comprehensive Plan to establish is to increase the ratio of jobs to housing units. The combination of the jobs housing ratio and average wage rates would provide a useful benchmark to measure economic development progress.<sup>1</sup>

## **2. Developing a more diversified housing mix**

Carroll County has experienced strong demand for manufactured homes and starter homes. The County needs to foster a more diverse housing market and seek to increase average home prices to levels that better reflect those of the Atlanta Metropolitan area as a whole.

## **3. Coordinating affordable housing provision with cities**

Carroll County has historically had more affordable housing than the region. However, as market demands increase, the cost of housing is likely to increase and accelerate the proportion of households spending more than 30 percent of their incomes on housing. The County should coordinate with cities to ensure that there is safe and adequate affordable housing for very low, low, and moderate-income households. These units should be located in relatively close proximity to employment opportunities and public services.

## **C. Key Economic Development Needs**

The following economic development needs were identified by participants in focus group meetings, interviews, community workshops, and Steering Committee workshops as the critical needs that should be addressed by the Comprehensive Plan.

### **1. Implementing a coordinated county-wide economic development program**

Carroll Tomorrow and Advantage Carroll 2020 has been working towards a coordinated economic development program that will improve employment opportunities for all County residents and improve the fiscal capabilities of the cities and the County to provide public facilities and services. To achieve this end, Carroll Tomorrow and Advantage Carroll 2020 are working to support existing employers and attract more high-quality employers. Attracting better jobs requires competitive

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<sup>1</sup> The housing/job ratio was 1.14 in 2015 according to Census data.



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locations for employers and a high-quality workforce available to fill the jobs. Improving the quality of Carroll County's workforce is a high priority.

### **2. Supporting agricultural industry**

Agriculture is an important sector of the County's economy, contributing over \$100 million back to the local economy. While the County desires to increase local employment and housing opportunities, the timing, location and design of development will affect the long-term viability of agricultural operations. In addition to the loss of agricultural land when new development occurs, residential encroachment into agricultural areas can interfere with agricultural operations if residences are located downwind of poultry or cattle operations or are adjacent to farms. The Comprehensive Plan should identify prime agricultural lands and identify equitable strategies to support the long-term retention of viable agricultural operations.

### **3. Enhancing the jobs/housing balance**

Efforts of the County, its communities, Carroll Tomorrow and its Advantage Carroll 2020 initiative, and other groups have focused on the need to increase the number and quality of jobs available in the County. One measurable objective for the Comprehensive Plan to establish is to increase the ratio of jobs to housing units. The combination of this jobs housing balance and average wage rates would provide a useful benchmark to measure economic development progress.

### **4. Protecting industrial and agricultural areas from encroachment**

Carroll County's emphases on economic development and retention of agri-business mandate the protection of industrial and agricultural areas from encroachment by uses that would interfere with industrial and agricultural operations. These uses frequently generate noise, glare, truck traffic and odors that are undesirable to adjacent residents. By designating areas intended for these operations and protecting those areas from residential encroachment, the County can increase the long-term viability of these vital economic engines.

### **5. Expansion of broadband into needed areas.**

## **D. Key Community Facilities Needs**



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The following growth needs were identified by participants in focus group meetings, interviews, community workshops, and Steering Committee workshops as the critical needs that should be addressed by the Comprehensive Plan.

### **1. Coordinating school development with county-wide growth**

Over the next 20 years, the Carroll County School District is likely to be the most significant developer in the County. School location decisions will affect demands for infrastructure (particularly road, water and wastewater system improvements) and development pressures. The locations of new schools should be coordinated with the locations of projected growth to ensure that adequate infrastructure can be provided and to minimize school busing costs.

### **2. Coordinating with other service providers**

To provide cost-effective services, the Carroll County Water Authority and other public service providers need to know the location, intensity, timing and amount of new development. The plan should provide guidance on all of these aspects of development.

### **3. Coordinating growth with provision of adequate public facilities**

One of the greatest growth management challenges is coordinating the efficient development of infrastructure with the development of land uses that create demands for that infrastructure. The Comprehensive Plan should provide a framework for coordinating the public investments by indicating the location, use, intensity and timing of development.

**Water** - The key water needs are to secure adequate supplies of water and distribute enough water to provide for everyday needs and fire suppression. The opening of the CCWA reservoir has created an adequate supply of water to meet demands through the planning period, subject to completion of improvements required to store and distribute the water.

**Wastewater** - Wastewater service availability is one of the key limitations to urban and suburban intensity growth. Without centralized service, residential densities and non-residential development potential are limited. Centralized sanitary sewer systems currently are provided in Villa Rica, Temple, Carrollton, Bremen, Bowdon and the Fairfield PUD. Carrollton, Temple and Villa Rica will need to increase wastewater capacities to serve projected growth. Additional demands from planned suburban growth areas could be met by community systems, provided that the County and CCWA establish appropriate standards for design, management and funding of the systems. The key wastewater needs that the County should address are: ensuring that new development is adequately





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served; providing for safe and efficient service; and coordinating municipal and community systems so they can be integrated in the future, if necessary to meet environmental standards or improve operating efficiencies.

**Schools** - With a 10-year \$165 million improvement plan providing for construction of new schools and improvements to existing schools, the Carroll County School District is likely to be one of the most significant development forces in the County during the planning period. Schools will create demand for infrastructure and can stimulate residential growth. The primary challenges that should be addressed by the Plan include:

- Ensuring that development decisions are coordinated with classroom capacity; and
- Coordinating school siting with growth and capital improvement decisions.

#### **4. Maintaining fiscal integrity**

The quality of life in Carroll County is contingent on the County's continued ability to provide high quality services at a reasonable cost to taxpayers. To achieve these ends, the Comprehensive Plan should describe the County's strategies to:

- Enhance the local property and sales tax bases more rapidly than the fiscal obligations for capital facilities, operations and maintenance;
- Ensure that new development funds the costs of capital facilities required to serve that new development;
- Ensure that facilities and services are planned in a way that allows ongoing operations without significant increases in the costs to residents and businesses; and
- Target capital investments to areas that will best achieve the types of growth desired by the County.

#### **E. Key Transportation Issue Needs**

The following transportation needs were identified by participants in focus group meetings, interviews, community workshops and Steering Committee workshops as the critical needs that should be addressed by the Comprehensive Plan.

##### **1. Transportation**



The transportation system affects most citizens' quality of life on a daily basis. To ensure that the transportation system continues to effectively serve the needs of residents and businesses, the Plan should guide public investments and development decisions in ways that:

- Maintain adequate road capacity and minimize delays due to traffic congestion;
- Maintain road safety, so that roads are safe for drivers, pedestrians, and bicyclists, as well as the residents and businesses located along the roads;
- Protect primary road corridors from inappropriate development patterns. While Highways 27 and 61 have been identified and zoned as future commercial corridors, emerging development patterns illustrate the inadequacy of existing development regulations to protect the function and appearance of these key entry corridors. Better access control is needed to minimize future losses in roadway safety and capacity. Better appearance codes (e.g., landscaping and building design standards) are needed to protect the long-term viability of the corridor and to prevent future blight; and
- Protect scenic road corridors from clearing and encroachment of development. Carroll County has numerous State Highways (e.g., State Highways 5, 113, and 166) that exemplify the rural character that makes the County such a desirable place to live and visit. Scattered development along these roadways illustrates the vulnerability of this rural character. Protecting the scenic beauty of these corridors through buffers, setbacks and strict driveway spacing standards will help retain an asset that will pay dividends to future residents by protecting roadway capacity and providing an attractive environment for residents and economic development prospects.

## **2. Protect gateways and entry corridors**

As mentioned above, the State highways that provide access to and through the County shape visitors' and residents' opinions of the County. Ensuring that land uses are compatible with the desired character of the corridor, as well as with other uses in the corridor will make the County a more attractive place to live, work and conduct business.

## **F. Key Planning Needs**

The following growth needs were identified by participants in focus group meetings, interviews, community workshops and Steering Committee workshops as the critical needs that should be addressed by the Comprehensive Plan.

### **1. Reinforcing community growth goals/policies**



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The County's comprehensive plan must be coordinated with the plans of the cities. The coordinated planning through intergovernmental agreement should address land use patterns and infrastructure at the edges of communities and provide a template for coordinated decision-making in these areas.

### **2. Ensuring a balanced land-use mix**

Carroll County encompasses suburban and rural areas that are under pressure from residential development serving housing demands from the Atlanta Metropolitan Area. Much of this demand is for starter homes that generate greater fiscal burdens than benefits for the County. The County's fiscal and economic health depends on balancing the mix of residential and non-residential land uses as well increasing the proportion of up-scale housing and retaining a viable agricultural community that produces tax revenue with few service demands.

### **3. Land use compatibility**

Land use compatibility is essential to protect the integrity of residential neighborhoods and unincorporated communities, as well as the viability of agricultural operations, corridors, activity centers, mixed use and industrial development areas. Compatibility is not defined solely by densities. Adjacent development at different densities may be compatible if the proposed use will enhance property and economic values, be buffered, and/or provide similar designs where different unit types abut. Carroll County's emphasis on economic development and retention of agri-business mandates the protection of industrial and agricultural areas from encroachment by residential uses that would interfere with industrial and agricultural operations. Agricultural and industrial uses frequently generate noise, glare, slow traffic, chemicals, fertilizers and odors that are undesirable to adjacent residents. By designating areas intended for these operations and protecting those areas from residential encroachment, the County can increase the long-term viability of these vital economic engines.

### **4. Provide compatible diversity within neighborhoods**

Avoid homogeneity and provide diverse housing opportunities while ensuring neighborhood stability and compatibility.

### **5. Planning for growth and development**

Carroll County has experienced extraordinary growth over the last 30 years. This has emphasized the importance of planning for and effectively managing growth through a growth management process that:



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- Results in predictable, timely and equitable development approval decisions;
- Involves stakeholders in decisions early in the planning and development process – at times when they can have the most significant impact on development patterns; and
- Facilitates effective enforcement of zoning, development and building codes.

### **6. Protecting Key Transportation Corridors**

Highways 61 and 27 have experienced a hodge-podge development pattern that detracts from the function and appearance of the corridors. Future land use and development patterns should protect the capacity of these and other arterial roadways and ensure that development will strengthen the character and vitality of the County as a whole.

## III. Community Goals and Vision Statement

The Comprehensive Plan includes specific goals, objectives and policies and strategies that were developed from input received from the Comprehensive Plan Steering Committee, staff, Planning Commission, stakeholder groups, and the community at large. This policy hierarchy forms Carroll County's statement of public purpose and intent regarding land use, infrastructure, services, and fiscal impacts of growth. Goals, objectives, policies, and strategies serve distinct functions within the plan's public policy framework as described in the following definitions.

**Goal** - description of a desired state of affairs for the community in the future. Goals are the broad public purposes toward which policies and programs are directed. Generally, more than one set of actions (policies) may be needed to achieve each goal. In this Plan, goals are phrased to express the desired results of the Plan; they complete the sentence: "Our goal is ..."

**Objective** - individual accomplishments which, taken together, will enable the County to achieve Goals.

**Policy** - statements of government intent against which individual actions and decisions are evaluated. Policies typically indicate the agency primarily responsible for implementing the policy.

**Strategies** – a coordinated set of ordinances, regulations, capital facility and improvement plans and other action programs that are designed to implement the Plan's goals, objectives and policies.



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Successful planning relies on a clear vision of the County's aspirations. The following vision statement reflects residents' overall desires for Carroll County's future -- a future that focuses on fostering economic, educational and recreational opportunities that enhance the quality of life for all residents.

### **Carroll County's Vision**

Carroll County is a dynamic community working toward a stronger economic future and enhanced quality of life. Through effective public-private leadership, we will provide a 21st century infrastructure and an educated workforce to capture the jobs of the future. Our community will offer welcoming small town and rural atmospheres, excellent recreation, a healthy environment with abundant green spaces, a thriving agricultural community, and lifelong learning opportunities to contribute to the quality of life.

## **IV. Policies**

### **A. Natural and Historic Resources Goals, Objectives, and Policies**

The following goals, objectives and policies were developed from input received from the Steering Committee, staff, Planning Commission, stakeholder groups, and the community at large. This policy hierarchy forms Carroll County's statement of public purpose and intent regarding land use, infrastructure, services, and fiscal impacts of growth. Goals, objectives, and policies serve distinct functions within the Plan's public policy framework as described in the following definitions.



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## 1. Natural Resources Goals, Objectives, and Policies

**Goal: To preserve and protect resources essential to sustain a healthy environment, including the County's river and stream corridors, woodland habitats and air quality.**

Objective NR-1: Greenspace - Secure an equivalent to 20% of the land area to be developed during the life of the plan as an inter-connected system of greenspaces through a combination of easements, fee simple ownership and covenants.

Policies:

NR-1a: Require all new residential subdivisions that encompass major drainage ways, wetlands, floodplains, steep slopes or land within riparian corridors to place a conservation easement, deed restriction, or covenant over said resources that preserves or enhances the natural drainage and vegetation within these areas.

NR-1b: Allow residential density bonuses for development that dedicates to the public or qualified land trust meaningful greenspace in excess of 20% of the gross land area of the development.

NR-1c: If implemented, use Land Consumption Mitigation Fees to fund greenspace acquisition through the purchase of conservation easements or fee simple acquisition. (See Policy ED-2b).

NR-1d: Actively participate in the greenspace program and Little Tallapoosa Drinking Water Stewardship Project by coordinating greenspace preservation activities with those of neighboring jurisdictions and land trust organizations.

NR-1e: Participate in a public information campaign regarding the voluntary donation of conservation easements and the activities of land trusts.

NR-1f: Coordinate the parkland acquisition efforts of cities.

NR-1g: Explore the feasibility of adopting a sales tax or bond proposition to generate funds for conservation acquisition. Such exploration should consider the use of such funds as leverage for State and Federal open space retention funding programs. Regional partnerships to pool funding should be examined.

NR-1h: Adopt and enforce site plan, construction standards and erosion mitigation measures as part of the zoning, subdivision and/or site development regulations.



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Objective NR-2: Water Quality - Minimize the effects of human activity on the quality of surface and groundwater through effective stormwater management and subdivision design.

Policies:

NR-2a: Work with the Carroll County Cooperative Extension Service to promote best agriculture management practices that:

- Reduce the over-application of chemicals and fertilizers on fields;
- Minimize risks of water contamination from poultry and livestock operations;
- Advocate vegetative buffers along riparian corridors to filter chemicals and fertilizers from field water runoff;
- Support terracing of fields to minimize water run-off and soil erosion;
- Locate confined animal feeding operations away from drainage ways and ensure that operations are designed to minimize risks of surface or groundwater contamination.

NR-2b: Coordinate with the State to enforce septic system codes by compelling owners of malfunctioning septic systems to repair or replace the systems.

NR-2c: Require commercial and industrial land uses to detain stormwater and provide for vegetative filtering of water prior to being released into the surface drainage system.

NR-2d: Require that development retain vegetative buffers along natural drainage ways, riparian corridors and wetlands to help preserve water quality.

NR-2e: Ensure that on-site wastewater systems do not threaten the quality of riparian corridors, waterways and wetlands.

## **2. Historic Resources Goal, Objectives, and Policies**

**Goal: Retain Carroll County's historic, archaeological and cultural assets for future generations of residents and visitors.**

Objective HR-1: Historical Resources Inventory – Create and maintain a coordinated database of historic, archaeological and cultural resources.

Policies:

HR-1a: Maintain a GIS-based inventory of historic, archaeological and cultural resources.



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HR-1b: Prepare and disseminate factual materials regarding historic assets in Carroll County.

HR-1c: Encourage participation in the Centennial Farms program to recognize 100-year-old working farms in the county.

HR-1d: Encourage historic properties to pursue National Register of Historic Places designation and consider forming a Historic Preservation Commission.

Objective HR-2: Resource Preservation - Preserve the cultural integrity of historic resources.

Policies:

HR-2a: Require an historic resources inventory to be submitted with development approval applications.

HR-2b: Adopt and enforce site development standards that prevent the inadvertent disturbing of historic resources.

HR-2c: Consider the creation of local tax incentives for the preservation and restoration of designated historic resources.

HR-2d: Consider targeting the use of purchases of development rights to allow development potential on properties with significant historical resources.

## **B. Housing Goal, Objectives, and Policies**

**Goal: Create a more diverse housing stock that provides adequate and attainable housing for the diverse shelter needs of Carroll County's residents in a manner that creates stable, viable neighborhoods and enables the County to adequately fund public facilities and services.**

Objective H-1: Manufactured Home Parks - Improve services and facilities within existing manufactured home parks to provide for the safety and recreational needs of residents.

Policies:





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H-1a: Prohibit the placement of Pre-HUD<sup>2</sup> mobile homes throughout the County while allowing manufactured homes that meet adopted minimum design and safety requirements may be placed within manufactured home parks.

H-1b: Provide that manufactured home parks must be sustainable neighborhoods with adequate public facilities, recreational areas, green-space and neighborhood services and retail establishments.

H-1c: All manufactured home parks shall be served by an individual septic system that is consistent with policy LU-4c.

Objective H-2: Provision and Maintenance of Facilities and Amenities - Ensure that new housing developments provide and support maintenance of adequate facilities and amenities to foster long-term neighborhood stability.

Policies:

H-2a: Require all new housing developments to comply with the adequate public facilities standards provided in **Exhibit 1**.

H-2b: Require new suburban residential neighborhoods to provide for ongoing maintenance of green-space unless the County or some other approved entity accepts responsibility for ongoing maintenance.

H-2c: Allow the creation of private internal subdivision streets provided that construction and long-term maintenance is the responsibility of the subdivision residents. Private streets must be constructed to the applicable minimum standard and must provide access for public service provision.

H-2d: Require assurances that community water and wastewater facilities will meet County standards, be accepted for operation and maintenance by a public agency, and be fully funded by the new development being served.

Objective H-3: Housing Conditions - Maintain or enhance the condition of the existing housing stock.

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<sup>2</sup> Pre-HUD refers to manufactured homes constructed before prior to June 15, 1976 which do not meet the minimum construction standards established in the Manufactured Home Construction and Safety Standards Act of 1974.



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### Policies:

H-3a: Coordinate with the cities to create and maintain a housing stock inventory, which includes substantial data on the condition, value and characteristics of residential structures.

H-3b: Examine potential tax or other fiscal incentives to promote private investment in the existing housing stock, particularly homes with historical significance.

H-3c: Consider budgeting housing rehabilitation funds to provide leverage for grants through the Farmers Home Administration or HUD funds through the Georgia Department of Community Affairs.

H-3d: Disseminate information to rental housing property owners regarding the HOME Rental Housing Tax Credit Programs to promote substantial rehabilitation.

H-3e: Proactively identify dilapidated structures and take appropriate measures to compel property owners to demolish or rehabilitate unsafe structures.

Objective H-4: Housing Value - Increase the median value of new housing while continuing to address the needs of existing moderate, low and very low-income households.

### Policies:

H-4a: Collaborate with communities to identify county-wide needs for affordable housing and to develop joint strategies to meet those needs.

H-4b: Protect residential neighborhoods from incompatible encroachment of commercial and industrial uses.

H-4c: Establish zoning standards appropriate for high end and executive housing.

H-4d: Plan for the development of a mix of housing types to meet the needs of Carroll County residents throughout their lives (e.g., starter homes through nursing facilities).

## C. Economic Development Goal, Objectives, and Policies

**Goal: Develop a more diversified local economy that provides a stable economic base, greater employment opportunities for all segments of the local population and the fiscal resources to provide high quality public services to all residents while retaining relatively low tax rates.**



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**Objective: ED-1: County-wide Coordination – Support a coordinated county-wide economic development program involving cities, the County, service providers and other economic development interests.**

**Policies:**

**ED-1a:** Coordinate land use decisions to ensure that residential development does not create negative impacts on the viable operation of agricultural, commercial and industrial uses. (See Objectives LU-1, LU-2, LU-3 and LU-6).

**ED-1b:** Support the Carroll County Chamber of Commerce and Carroll Tomorrow in their efforts to promote entrepreneurial development and small business expansion.

**ED-1c:** Support local efforts to provide job training, placement services, night day care and other services for the unemployed and low wage earners.

**ED-1d:** Ensure that development regulations allow businesses to establish accessory uses that provide employee amenities.

**ED-1e:** Support the creation of transportation options for low wage earners including cooperative shuttle service to employment centers and carpooling.

**ED-1f:** Identify and support opportunities for regular and continuing communication between the County and Cities with key economic development organizations, including, but not limited to Carroll Tomorrow, area-wide economic development organizations, the State Department of Economic Development, and local Chambers of Commerce.

**ED-1g:** Provide opportunities for economic development interests to participate in decision-making processes pertaining to economic development, capital facility planning and land uses.

**ED-1h:** Ensure that financial incentives are linked to specific performance criteria, such as specified numbers of jobs, wage rate targets, redevelopment objectives and/or other measurable economic development objectives.

**ED-1i:** Support efforts of local broadband providers to bring broadband to the rural areas of our community in order to provide internet availability to residences and businesses within the county.



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Objective: ED-2: Focus Investment - Promote economic development by encouraging “smart growth” development practices and leveraging public- and private-sector investment decisions.

Policies:

ED-2a: Integrate land use planning, economic development and infrastructure planning decisions, including the development of a coordinated countywide capital improvement plan that addresses short- and long-term infrastructure needs.

ED-2b: Identify key economic development activity centers and corridors and help develop area and sub-area plans for development of land and public facilities.

ED-2c: Support appropriate commercial development areas within Carroll County by identifying areas with available and planned infrastructure, limiting intensive commercial uses to incorporated areas and those unincorporated areas served by adequate public facilities and services and ensuring that sufficient land is allocated for future commercial, industrial and office space to allow for a growing, viable economy.

Objective ED-3: Agricultural and Timber Operations - Increase the economic stability of agricultural and forestry operators by preserving a critical mass of land resources and promoting agricultural entrepreneurship.

Policies:

ED-3a: Allow for market-based development rights to be used or sold in order to preserve agricultural land resources and capture land value to finance agricultural operations.

ED-3b: Examine Land Consumption Mitigation Fees to offset inefficient conversion of agricultural land to non-agricultural uses by generating funds for proportional land preservation activities.

ED-3c: Promote the use of conservation subdivision design to facilitate retention of meaningful green space.

ED-3d: Allow non-agricultural land uses that directly support the economic viability of agriculture within agriculturally zoned areas. Such uses may include: agritourism, ecotourism, home occupations, country inns, the processing, packaging, and direct marketing of agriculture products, farm related cottage industries, equipment repair and feed/seed dealers.

ED-3e: Support economic development initiatives that promote value added activities and the direct marketing of agriculture products that allow local producers to capture a greater share of the



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consumer's food expenditures. Direct marketing ventures include: farmer's markets, internet sales, sales to local institutions, "pick-your-own" operations, farm stands and community supported agriculture.

ED-3f: Encourage the consumption of locally produced agricultural products by local businesses and institutions, such as meal preparation in public schools, prisons, senior centers and the University of West Georgia.

ED-3g: Encourage participation in the USDA's Agricultural Conservation Easement Program (ACEP), a program that allows landowners, land trusts, and other entities to protect, restore and enhance wetlands or protect working farms through conservation easements, as well as the State of Georgia's PACE, Purchase of Agricultural Conservation Easements program.

Objective ED-4: Jobs/Housing Ratio<sup>3</sup> - Maintain or increase the jobs/housing ratio in Carroll County, while increasing the median wage rate for jobs in the County and increasing access to jobs by county residents.

#### Policies:

ED-4a: Help Carroll Tomorrow maintain an inventory of commercial and industrial development sites that have access to adequate public facilities.

ED-4b: Develop area and sub-area plans to coordinate infrastructure investment and develop new and expand existing businesses.

ED-4c: Support Carroll Tomorrow's efforts to attract and retain targeted employment opportunities.

ED-4d: Industries able to be served by existing infrastructure and employee markets should be viewed more favorably than industries that depend upon in-migration to satisfy their labor requirements.

ED-4e: Maintain information on potential incentives to assist existing and new businesses, including property tax abatement programs (such as the Enterprise Zone Employment Act), the use of local fee

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<sup>3</sup> Jobs/Housing Ratio is calculated by dividing the number of jobs; 54,324 in the year 2016; by dwelling units; 40,287 in the year 2016. The 2016 Jobs/Housing Ratio equaled 1.34 jobs per dwelling unit.



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exemptions (such as otherwise required for development applications or building permits), employer income tax credits (such as the Job Tax Credit, Retraining Tax Credit, Child Care Tax Credit) or sales tax exemptions (such as the Manufacturing Machinery and Computer Sales Tax Exemption).

Objective ED-5: Education - Increase the proportion of high school graduates living within Carroll County in 2000 of 71% by 10% by the year 2010 and 25% by 2020.

#### Policies:

ED-5a: Facilitate discussions between the Carroll County School District and the City of Carrollton School District to increase the efficiency of operations and the educational opportunities for students in both districts

ED-5b: Help the Carroll County School District and the City of Carrollton School District to coordinate their long-term facility plans with projected County growth.

ED-5c: Provide local government internships and work study opportunities for secondary and post-secondary students.

Objective ED-6: Income - Increase median household income to equal or exceed the Atlanta metropolitan region's average by the year 2040.

#### Policies:

ED-6a: Place a higher priority on providing jobs for unemployed and underemployed County residents rather than on employment that stimulates in-migration.

ED-6b: Improve the value of County workers by supporting programs and businesses which provide skills assessment, job training and worker retraining, and coordinating with the public schools, the University of West Georgia and the West Georgia Technical College to develop programs for training in communication and interpersonal skills through links to employers and private institutions.

ED-6c: Encourage appropriate educational and training programs to help unemployed and underemployed residents take advantage of business expansion and new development.

Objective ED-7: Industrial Land Supply - Coordinate capital improvement programs between the County, its cities and other service providers to create and maintain an inventory of industrial land.

#### Policies:



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ED-7a: Reserve opportunities in the Highway 27 corridor for the establishment of an industrial park to be jointly developed by the County, its cities and the private sector.

ED-7b: Schedule infrastructure and service improvements designed to serve industrial uses within existing and potential industrial areas.

### **D. Community Facilities Goals, Objectives and Policies**

**Goal: Provide for adequate public facilities and services for existing and future residents and businesses in an equitable and cost-effective manner.**

Objective CF-1: Adequate Public Facilities - Target development in those areas where public facilities (including water, wastewater, roads, and schools) can be provided efficiently without compromising service or increasing costs to existing citizens and businesses.

Policies:

CF-1a: Define acceptable levels of service for the purposes of facility planning and development review that are consistent with **Exhibit 1**. Development of levels of service should be coordinated with the cities and rural service providers in the County.

CF-1b: Ensure that residential development proposals in rural areas have access to adequate public facilities (See Policy LU-5d).

CF-1c: Allow development proposals that do not have adequate public facilities to advance construction of needed facilities. Require subsequent development using the advanced facilities to pay their proportionate share of infrastructure and service capacity.

CF-1d: Utilize resources such as the DCA Broadband Deployment Initiative to promote increased access to broadband within the community.

CF-1e: Consider formation of a Parks and Recreation Commission to meet the passive and active recreational needs of county residents.



**Exhibit 1: Public Facility Standards**

Facility	Growth Tier			
	Agricultural/Conservation	Rural	Suburban	Urban Growth Area
Roads	Local roads unpaved	Unpaved roads not to exceed 250 vehicles per day	LOS C	LOS C for segments, LOS D for intersections
Water	Wells or rural water	Rural water required for subdivisions	Centralized service with adequate fire flow	Centralized service with adequate fire flow
Wastewater	On-site systems	On-site systems	On-site system	Centralized service
Parks	Not required	Not required	Community parks are required in accordance with NRPA standards. Private facilities may be counted towards park dedication requirements	Neighborhood Park access required in accordance with NRPA standards
Fire Protection/EMS	No minimum response time	8-minute response time for subdivisions	8-minute response time	4-minute response time or LOS standard of applicable city

Objective CF-2: Coordinated Capital Planning - Develop a coordinated, County-wide capital improvements program involving all service providers that is linked to anticipated growth.

Policies:

CF-2a: Conduct an annual County-wide CIP workshop early in the budget cycle to identify priority projects that support the Comprehensive Plan. Parties involved should include cities, School





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Districts, Carroll County Water Authority, rural service providers and the Carroll County Chamber of Commerce.

CF-2b: Evaluate annual CIP projects for potential non-County participation in the funding of projects.

CF-2c: Target County funding for significant infrastructure improvements related to:  
Providing appropriate infrastructure and service capacity to a jointly developed industrial park. (See Policies ED-6a and b);  
Green infrastructure acquisitions (See Policy NR-1g).

CF-2d: Support on-going efforts to enhance telecommunications capacities within the County.

### **E. Transportation Goal, Objectives, and Policies**

**Goal: Provide a convenient and cost-effective transportation system that emphasizes connectivity, safety, choices of modes and harmony between transportation modes and land uses.**

Objective T-1: Traffic Congestion - Maintain a level of service (LOS) “C” or better along major arterial transportation corridors, with all movements at intersections operating at a LOS “D” or better.

Policies:

T-1a: Adopt street level of service measures consistent with those listed in **Exhibit 1**.

T-1b: Minimize individual property access directly from arterial roads.

T-1c: Adopt property access design standards that:  
Establish connectivity between adjacent commercial or industrial properties;  
Allow or encourage shared driveway access for adjacent properties; and  
Establish appropriate driveway separation.

T-1d: Coordinate development of parallel collector streets along Highways 27 and 61 to enhance property access.

T-1e: Promote the use of traffic demand management techniques among governmental entities, institutions and within large employment centers. Appropriate techniques include:



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- Incentives for carpooling;
- Staggered work shifts;
- Use of company shuttles and public transportation;
- Preferential parking for carpoolers; and
- Other techniques that reduce peak hour trips.

Objective T-2: Road Maintenance Costs - Minimize road maintenance costs in agricultural areas by limiting new traffic generation.

#### Policies:

T-2a: Evaluate development proposals in rural areas to ensure that development occurs along roads that are designed to handle additional traffic (see Policy LU-5d).

T-2b: Adopt an adequate public facilities standard for roads and require that adequate capacity be present concurrently with new development.

T-2c: Limit rural development that would increase average daily traffic on gravel roads to more than 250 vehicle trips per day.

T-2d: Require new residential subdivisions to have direct access to a hard-surfaced road.

T-2e: Allow shared driveways to limit conflict points in rural areas.

T-2f: Establish a road surface management system to monitor and minimize costs associated with maintaining adequate roadway conditions throughout the County.

Objective T-3: Coordinated Transportation Planning - Maintain a County-wide thoroughfare plan that is coordinated with the plans of individual communities, the State and adjacent counties.

#### Policies:

T-3a: Coordinate with the Cities to maintain a County-wide existing and proposed primary road plans that:

- Establishes a functional road classification system that identifies a hierarchy of roads (e.g. arterial, collector and local roads);



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- Sets forth basic design standards for right-of-way widths, roadway widths, design speeds, trip capacities, surface types and property access limitations for public and private roads; and
- Includes a thoroughfare map showing general location of arterial and major collector roads along with priority capital improvement areas.

T-3b: Coordinate Capital Improvements Plans of the RC, the County and cities.

T-3c: Participate in long-range transportation planning with local economic development interests to establish a unified voice with which to communicate to the RC and the Georgia Department of Transportation.

T-3d: Participate in the Safe Streets for All initiative to increase the overall safety of the county road network.

Objective T-4: Scenic Roadways - Designate and maintain scenic road corridors and adopt appropriate rural design guidelines.

#### Policies:

T-4a: Develop and adopt a Scenic Overlay zoning district to apply along designated scenic corridors and along other segments that are designated scenic in the future. Scenic Overlay zoning should include provisions that:

- Allow uses and development intensities consummate to Rural Residential areas;
- Limit the height of structures on adjacent properties;
- Establish architectural standards to blend building improvements into the natural landscape;
- Minimize the proliferation of billboard and other non-public safety signs along the corridor;
- Limit clear cutting and significant thinning of timber resources;
- Establish a buffer setback for all structures from the arterial road right-of-way; and
- Minimize property access to the scenic arterial roadway.

T-4b: Inventory billboard structures, including age, condition, ownership, size, zoning and other relevant data. Identify non-conforming and dilapidated billboard structures and seek to remove such structures over a reasonable time.

T-4d: Promote scenic roadways through signage, informational material and through other promotional materials and venues.



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T-4d: Identify locations along the scenic roadway that provide unique vantage points that are appropriate for rest areas amenities.

Objective T-5: Airport - Protect the function of the airport and opportunities for its expansion by limiting residential encroachment.

Policies:

T-5a: Work with West Georgia Regional Airport officials to identify land adjacent to the airport facilities that present opportunities for expansion and complementary industrial uses along with delineating accident potential and approach zones.

T-5b: Establish an Airport Overlay zoning district in which land uses' intensities, uses and structural heights are regulated to protect the functionality and safety of long-term airport operations.

T-5c: Promote the use of conservation subdivision design in rural lands adjacent to the airport.

T-5d: Provide the West Georgia Regional Airport direct notification and the opportunity to comment on development proposals that may influence facility operations.

Objective T-6: Bicycle - Encourage and facilitate bicycling as an important mode of personal transportation and recreation.

Policies:

T-6a: Promote the establishment of bicycle lanes and roadway design that accommodates bicycles.

T-6b: Encourage public and private investments that promote the expansion of bicycle facilities, encourage bicycling as a transportation option, and promote bicycling safety.

## **F. Land Use and Growth Goal, Objectives and Policies**



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**Goal: To maintain a balanced, sustainable<sup>4</sup> land use pattern that accommodates projected growth while fostering community vitality, improving the quality of the built environment and protecting the integrity of the natural environment.**

Objective LU-1: Economic Base Protection – Protect agricultural, timber, industrial and commercial lands from residential encroachment that could interfere with the long-term viability of the County’s economic bases.

Policies:

LU-1a: Participate in joint economic development initiatives by way of intergovernmental agreements and cooperative relationships that result in fiscal and employment benefits throughout the County.

LU-1b: Develop economic and other incentives to retain viable agricultural operations (see Objective LU-6 for additional agricultural policies).

LU-1c: Proactively coordinate with cities and economic development interests in the County to designate, serve and protect sufficient economic development sites to accommodate long-term employment growth, and which capitalize on the County’s infrastructure (e.g., rail, highways, communications systems and utilities).

LU-1d: Support economic development initiatives that meet the employment needs of existing residents with limited education and attract higher wage opportunities for the future.

LU-1e: Link economic development subsidies and programs to specific performance targets (e.g., numbers of jobs at target wage/salary rates, tax generation or payments in lieu of taxes, and other measurable community benefits).

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<sup>4</sup> Sustainable development patterns maintain environmental quality, social equity, economic and fiscal health, and efficient land use practices.



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Objective LU-2: Land Use Compatibility<sup>5</sup> – Mitigate land use transitions to ensure that agricultural, residential, industrial, commercial and environmental lands can serve their intended functions (as determined by the Comprehensive Plan) with minimal interference from adjacent land uses.

Policies:

LU-2a: Require via plan and development reviews that incremental development approvals by County appointed and elected officials be in conformance with the **Future Land Use Map in Appendix C** and subject to the corresponding development standards.

LU-2b: Adopt compatibility standards that buffer dissimilar land uses or otherwise mitigate negative impacts (nuisances) between adjacent land uses.

LU-2c: Preclude residential development within planned industrial areas, airport approach zones, agricultural conservation zones<sup>6</sup> and significant flood hazard areas.

LU-2d: Ensure that rural residential development is located and designed to minimize conflicts with adjacent agricultural operations.

LU-2e: Facilitate mixed use development that compatibly incorporates and integrates a variety of housing unit types, support services and, where appropriate employment opportunities.

LU-2f: Review the Future Land Use Plan and the goals and policies of this Plan on a biannual basis to determine if adjustments are warranted as conditions change in the County. Encourage participation of citizens and stakeholder groups in this evaluation process.

LU-2g Encourage clustering development in areas near population centers/existing communities to reduce encroachment on farmland by exploring the establishment of a Transfer of Development Rights program or a Land Consumption Mitigation Fee.

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5 Compatibility is the ability of adjacent land uses to co-exist without significant interference with the normal activities of either use. The intent of this definition is to ensure that where different uses are established adjacent to one another, any negative impacts of those uses are mitigated.

6 See Objective LU5 and subsequent policies for additional criteria affecting residential development in agricultural conservation zones.



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Objective LU-3: Corridor Commercial and Employment – Target highway corridors for commercial and employment opportunities that support community vitality and enhance the attractiveness of the corridors.

Policies:

LU-3a: Avoid shallow strip development along corridors and encourage nodal development patterns where commercial uses interconnect with each other and adjacent residential neighborhoods through common access points along highway corridors.

LU-3b: Facilitate property access from a system of collectors or side streets that are generally parallel to the highway corridor.

LU-3c: Ensure that new development and redevelopment are designed to be compatible with the function of the corridors and to establish an attractive environment for users of corridors. Design standards in corridors should address landscape, building form and materials, parking area design, signs and other site design factors.

LU-3d: Ensure that Adequate Public Facilities (APF) are available concurrently with development in these corridors. Participate in the development costs of these public facilities when consistent with adopted economic development objectives and policies.

Objective LU-4: Suburban Development – Allow suburban residential development and limited support businesses and institutions where adequate infrastructure and services are available.

Policies:

LU-4a: The **Future Land Use Map** in **Appendix C** indicates residential areas on septic with a minimum of a half-acre for replacement.

LU-4d: Require suburban residential development to fund its proportional share of public facilities required to meet its demands.

LU-4c: Ensure that public facilities are adequate to meet the demands from new development as development occurs in accordance with adopted level of service standards (see Objective CF-1 and subsequent policies for more details).



## Carroll County, Georgia

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LU-4d: Allow for the creation of self-sufficient “New Communities”<sup>7</sup> within suburban areas provided that:

- The New Community is responsible for 100% of the costs for a full range of infrastructure and services along with the long-term operation and maintenance at appropriate levels of services. A full range of infrastructure and services includes: roads, water, sewer, stormwater drainage, parks, pedestrian facilities, fire protection, public safety, schools and libraries<sup>8</sup>;
- The development encompasses sufficient acreage and dwelling units to support neighborhood services and to provide sustainable funding for public facilities and services;
- A mixture of residential types is created that accommodates diversity of residential tenure, densities, design and affordability;
- A self-sufficient mixture of commercial establishments that provides goods and services for the community’s residents is created;
- Employment opportunities are encouraged; and
- Traditional town planning<sup>9</sup> design standards are observed in the formulation and construction of new communities.

LU-4e: Allow neighborhood scale retail and service uses, as well as institutional uses at appropriate locations in suburban areas. Such uses shall be located where adequate facilities, including adequate road capacity are available to meet long-term demands to be generated by the uses. Unless approved as part of a new community, planned development or as part of an area plan (See Objective LU-8 and subsequent policies), commercial services shall be limited to small nodes at intersections of collector or greater capacity streets with pedestrian-friendly facilities.

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7 New Communities or New Towns are intended to replicate the diversity of housing choices, civic activities and economic opportunities that characterize small towns and shall include all developments encompassing 400 or more dwellings in one or more phase of development within an existing or newly designated suburban area.

8 The County shall determine the full range of infrastructure and services required to be funded by the development based on the location of the development and the availability of existing facilities, planned capital improvements and planned land uses in the vicinity of the proposed community.

9 Principals of traditional town planning are prevalent in design standards commonly referred to as “Traditional Neighborhood Design,” “Neo-Traditional Development,” or “New Urbanism”.





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LU-4f: Encourage the development of conservation subdivisions and planned developments that provide a variety of residential choices.

LU-4g: Ensure that suburban development occurs in a logical growth pattern by precluding premature subdivision, which is evidenced by:

- Inadequate roads, water or wastewater service;
- A lengthy distance separation from existing suburban development;<sup>10</sup>
- The predominance of agriculture, pasture land, and forestry uses in the vicinity; and/or
- Inadequate fire and emergency medical service response times.

Objective LU-5: Rural Development – Gradually reduce the percentage of County-wide residential development that is characterized as low density rural residential development while ensuring that such development that does occur is compatible with agriculture operations and environmental resources.

#### Policies:

LU-5a: Direct residential growth to locations that can be efficiently served with adequate public facilities as set forth in **Exhibit 1**.

LU-5b: Maintain a base residential density of 1 dwelling per 4 acres in rural residential areas.

LU-5c: Establish a Land Evaluation and Site Assessment (LESA) system to determine the suitability of land conversion from agriculture to rural residential land use. The LESA system should account for the adequacy of public facilities, compatibility with surrounding land uses and zoning, agricultural viability and other relevant factors determining the suitability and appropriate timing development.

LU-5d: Where rural residential development is unsuitable due to factors identified in the LESA system, allow development, subject to mitigation of deficiencies.

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<sup>10</sup> It is the purpose of this policy to discourage leapfrog development. The existing edge of development is considered an existing suburban rim and to pass or go ahead into adjoining properties is appropriate. However, the extent of the distance from the existing rim is considered excessive often when one-quarter mile is exceeded and leapfrogging occurs - unless exceptional conditions exist.



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LU-5g: Promote land use compatibility and sustainability in rural areas as follows:

- Support and protect agricultural operations from potential nuisance complaints through buffering, right-to-farm protections and nuisance easements.
- Provide greater flexibility for operation of home occupations and agricultural support activities within rural areas than within suburban and urban areas.
- Limit retail and service development to intersections of arterial streets and limit the scale of individual businesses and the size of commercial nodes.

Objective LU-6: Agriculture – Retain agriculture as a viable economic endeavor in Carroll County by:

- Protecting prime agriculture and forest land through incentive-based conservation measures, including, but not limited to the purchase of development rights;
- Minimizing conflicts between rural residential development and agricultural operations through buffering and the establishment of agricultural conservation districts; and
- Increasing the viability of continued agriculture operations through more flexible land use opportunities and other techniques.

Policies:

LU-6a: Coordinate with property owners and agricultural interests to identify and create agricultural conservation districts (ACD) in accordance with the following policies:

- ACDs shall consist of large contiguous areas currently used or appropriate for agriculture, timber and/or environmental resource protection activities.
- Residential development activity will be limited to family subdivisions or other development supporting agriculture and timber operations.
- Notice shall be given to purchasers of land in ACDs, explaining that levels of services will be lower than in development areas, that right-to-farm provisions mean that residents should expect inconveniences (noise, dust, odors, and lights) associated with normal agricultural activity, that buffer requirements may apply to their property, and that their property may be subject to a nuisance easement.
- Land use regulations will provide greater flexibility for the operations of home occupations and agricultural support activities but shall prohibit other retail and industrial development.
- ACDs shall serve as a sending zone for purchase of development rights (see Objective LU-7 and subsequent policies).
- Larger minimum lot sizes may apply than in other rural areas, though the base density of 1 dwelling per 4 acres shall be allowed for purposes of purchasing development rights.



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LU-6b: Create an Agricultural Advisory Board representing the diversity of agricultural operations in Carroll County. The Board shall recommend boundaries and regulations for ACDs as well as refinements to policies and regulations that effect agriculture, flora, and fauna.

LU-6c: Support efforts to educate local agriculture industry and lenders concerning the use of conservation easements, restrictive covenants, deed restrictions and other legal mechanisms to retain agricultural land.

LU-6d: Forge partnerships with local and regional land trusts and the Carroll County Cooperative Extension Service to coordinate conservation efforts and provide public information concerning preservation tools and options.

LU-6e: Evaluate and mitigate development proposal impacts on viable agricultural operations (See Policy LU-5d).

LU-6f: Develop local right-to-farm measures that support the intent of Georgia's right-to-farm legislation,<sup>11</sup> including:

- "Agriculture Use Notices" administered when a building permit is issued; and
- "Agriculture Management Easements" which must accompany a final plat to indemnify agriculture operations from incidental nuisances generated by generally accepted agricultural practices.

Objective LU-7: Protect agricultural and other targeted lands through voluntary purchase of development rights.

### Policies:

LU-7a: Foster public support for initial and ongoing funding of a voluntary purchase of development rights program that targets acquisition of development rights in designated agricultural conservation zones.

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<sup>11</sup> State of Georgia Code, O.C.G.A. 41-1-7.



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LU-7b: Establish standards, policies and procedures to facilitate the effective and efficient purchase, tracking, and enforcement of the development rights program.

Objective LU-8: Coordinate the provision of services and land development approvals through the creation of area plans.

### Policies:

LU-8a: Prior to the creation of a new community, prepare an area plan to provide for the development phasing concurrent with the funding and provision of adequate public facilities in accordance with policy LU-5g.

LU-8b: Facilitate preparation of area plans for existing unincorporated communities when community residents and property owners agree to participate in the development of the plan.

Objective LU-9: Ensure that future development in commercial corridors (Highway 61 and 27) is consistent with the function of these roads to carry high volumes of traffic at relatively high speeds and that development does not detract from the appearance of the corridor.

### Policies:

LU-9a: Limit access to commercial corridors and facilitate development of parallel roadways to provide direct access to sites.

LU-9b: Establish and maintain stringent appearance standards for commercial corridor development that address landscaping, screening, building design, and other factors affecting the aesthetics and safety of site development.

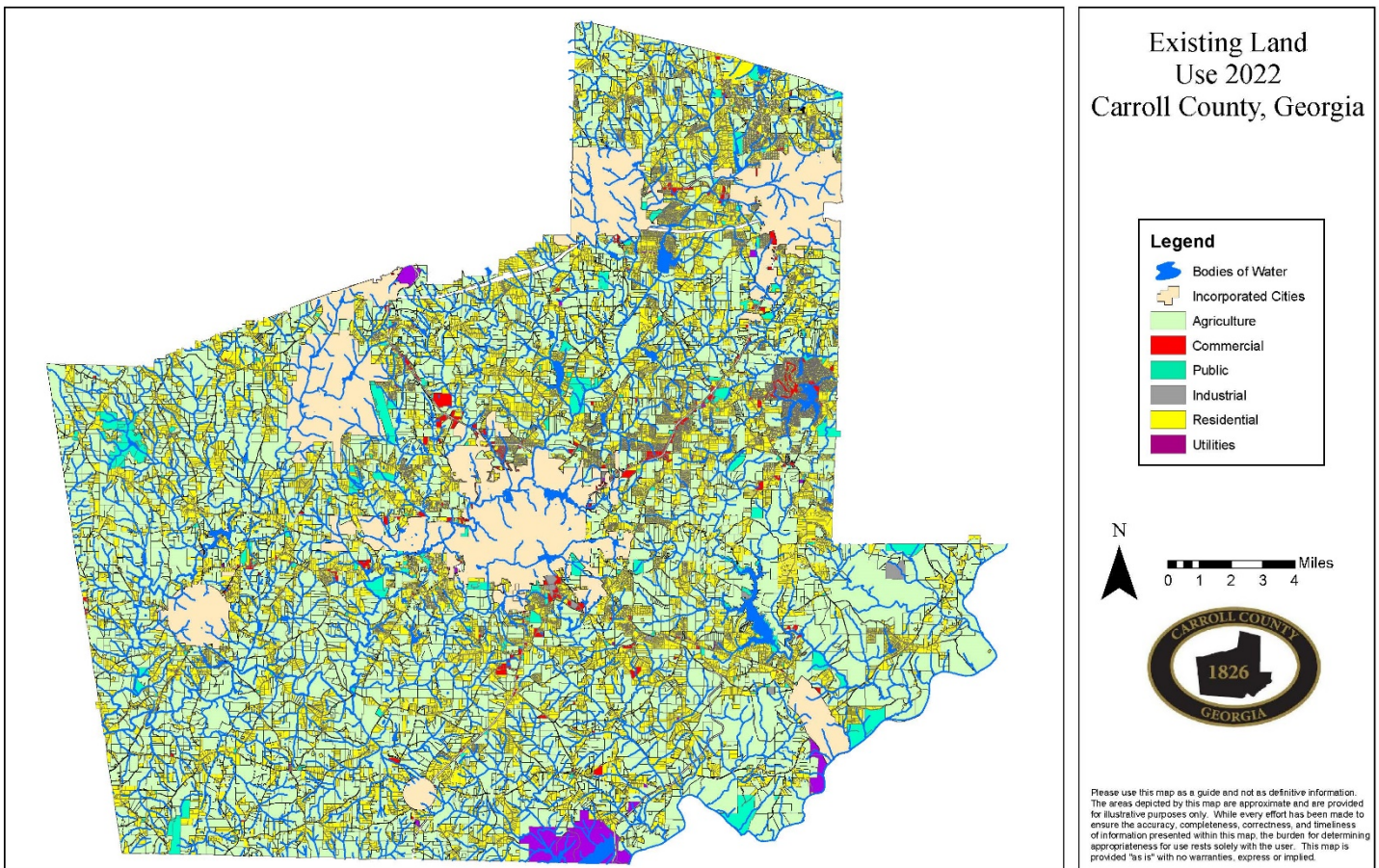


# Carroll County, Georgia

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### V. Analysis of Development Patterns

#### A. Existing Land Use Map

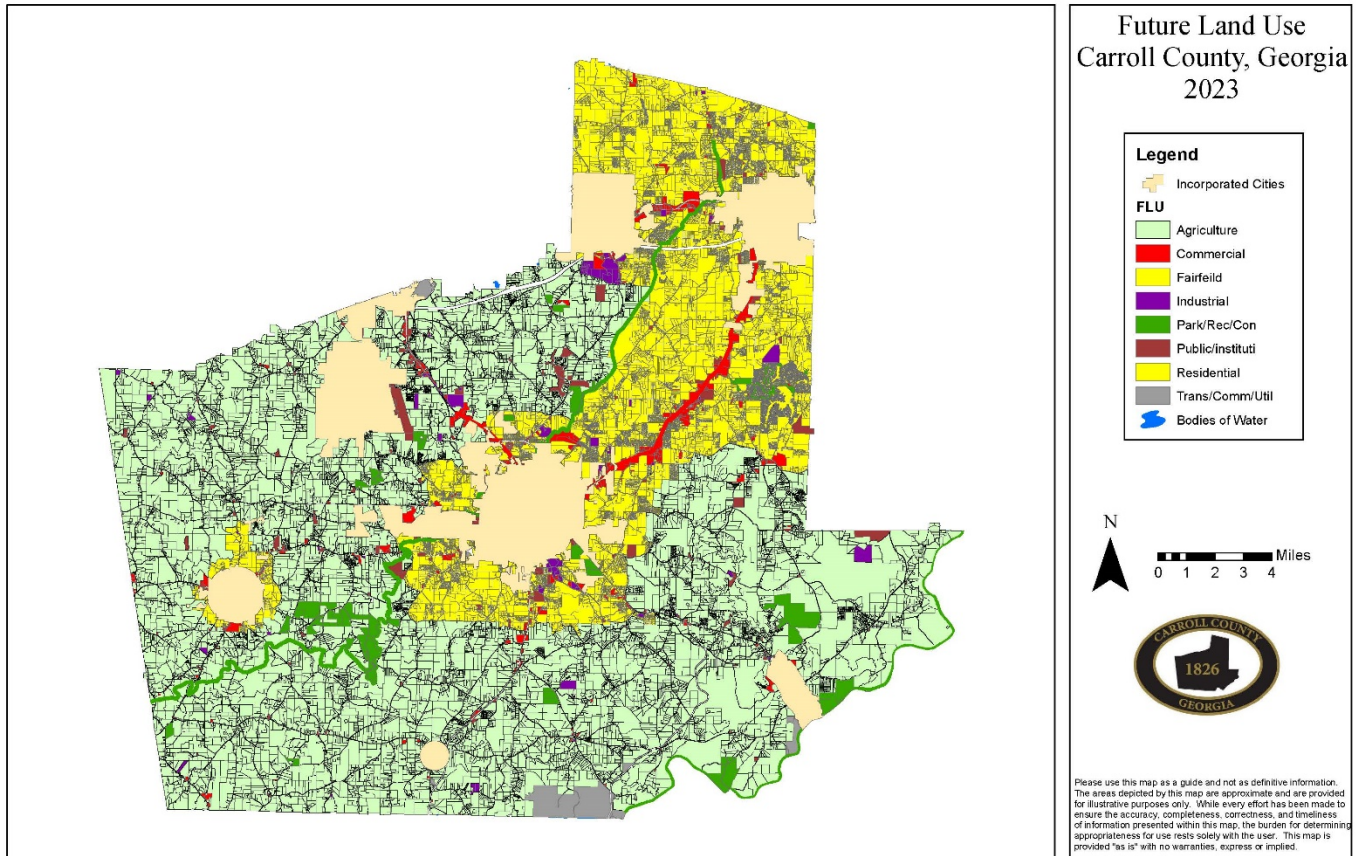




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## B. Future Land Use Map



A detailed discussion of the **Future Land Use Map**, its categories and representative photos can be found in **Appendix B, VII, A**.

## C. Areas Requiring Special Attention



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### **1. Areas of significant natural or cultural resources**

- Sites and Districts listed on or eligible for the National Register of Historic Places
- Georgia Historical Markers and Select Local Historical Sites
- McIntosh Reserve
- Prime Agricultural Lands
- Green Spaces, Woodland areas, Heritage Trees, Water Supply Watersheds, Wetlands,
  - Rivers, Streams, Lakes, Steep Slopes

### **2. Areas where rapid development or change of land uses is likely to occur**

- Municipalities
- Corridors (State Highways)
- Large vacant tracts in the suburban tiers

### **3. Areas where the pace of development has outpaced, or may soon outpace, the availability of community facilities and services, including transportation**

- Highway 101 vicinity
- Siting new schools could be difficult if adequate infrastructure is not available. Also, schools can stimulate rural residential growth and this would require better coordination of growth and capital improvement decisions by stakeholders.

### **4. Areas in need of redevelopment and/or significant improvements to aesthetics or attractiveness**

- Older residential subdivisions and mobile home parks with dilapidated housing
- Deteriorated commercial structures

### **5. Large, abandoned structures or sites, including those that may be environmentally contaminated**

- No structures or sites found



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**6. Areas with significant infill development opportunities**

- Vacant tracts along the Corridors (already zoned Commercial)

**7. Areas of significant disinvestments, levels of poverty, and/or unemployment**

- Timberlake Estates near Lake Buckhorn
- Bowdon Junction Special Tax District (for streetlights)

**VI. Consistency with Quality Community Objectives (QCOs)**

**A. Traditional Neighborhoods Objective**

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

The Corridor Development Plan Ordinance provides for connectivity between developments on state highways and schools, parks, or other public facilities. The county's zoning ordinance separates commercial and residential uses and practically requires travel by automobile. County ordinances do not offer development standards for traditional neighborhoods (although development standards are in place for developments along state highways).

**B. Infill Development Objective**

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.

Carroll County adopted the Corridor Development Plan Ordinance in 2002 to enable quality development (including elements such as façade treatment, landscaping, and down-lighting) along the state highways within the County. Some development, however, has spread to areas with inadequate public facilities.

**C. Sense of Place**





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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.

Carroll County places a high value on agricultural lands and believes these lands add to our quality of life. Carroll County is a leader in farmland preservation and has an active Purchase of Development Rights (PDR) program. We also regulate signage and mandate quality design in construction along our state highways. Historically, residential developments in the unincorporated County occurred without mixed-use and pedestrian-friendly features.

### **D. Transportation Alternatives Objective**

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

The Comprehensive Plan should guide public investments and development decisions in ways that maintain road safety, so that roads are safe for drivers, pedestrians, and bicyclists, as well as the residents and businesses located along the roads. Carroll County is a statewide leader in greenspace acquisition and farmland protection. We believe this will lead to enhanced transportation alternatives through linkages between parks and other protected properties. There are limited areas with sidewalk availability in unincorporated Carroll County. Overall, there is a lack of connectivity between people and the places where they work and play.

### **E. Regional Identity Objective**

Each region should promote and preserve a regional “identity,” or regional sense of place, defined in terms of traditional architecture, common economic linkages that bind the region together, or other shared characteristics.

Carroll County promotes regional identity through efforts with the Three Rivers Regional Commission and the Atlanta Regional Commission. Some of these programs with regional impact include transportation planning, historic preservation planning, and aging services. Carroll County is a regional tourism, medical, and educational hub and is connected to nearby counties by highly traveled corridors. Attractions include John Tanner Park, McIntosh Reserve, Little Tallapoosa Park, and the University of West Georgia. Carroll County is also a regional and state leader in the agricultural industry. A local farmers market has been established to promote regional products, and there is an



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active Young Farmers Association. There is also a trail planning project being done with the nearby counties of Coweta, Douglas, and Fulton.

## **F. Heritage Preservation Objective**

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.

Carroll County works cooperatively with stakeholders in preservation efforts. There are historic sites and districts in the County, including those on the National Register of Historic Places. Carroll County has undertaken a Historic Inventory which will provide further direction on preservation efforts. We are pursuing certification by the Georgia Scenic Byways program to preserve and promote scenic vistas. We also look for opportunities to utilize our Geographic Information System (GIS) to assist preservation efforts.

## **G. Open Space Preservation Objective**

New developments 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. Compact development ordinances are one way of encouraging this type of open space preservation.

Carroll County participates in the Georgia Community Greenspace Program. Our subdivision regulations require a percentage of each new residential development to be set aside as greenspace. A previous Special Purpose Local Option Sales Tax (SPLOST) allowed for the purchase of parks and other greenspace areas.

## **H. Environmental Protection Objective**

Environmentally sensitive areas should be protected from negative impacts of development, 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.

Carroll County enforces strict buffers in Water Supply Watersheds. Erosion control is a key concern for the County and we devote two officers to this effort. Since beginning GIS a few years ago, the County is continually utilizing the tool to better address environmental protection. Carroll County is



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also encouraging development on public sewerage limiting development on small lots due to impact of septic systems on ground water and safe drinking water.

### **I. Growth Preparedness Objective**

Each community should identify and put in place the prerequisites for the type of growth it seeks to achieve. These might include infrastructure (roads, water, sewer) to support new growth, appropriate training of the workforce, ordinances and regulations to manage growth as desired, or leadership capable of responding to growth opportunities and managing new growth when it occurs.

Through the Comprehensive Plan, Carroll County should provide a framework for coordinating the public investments by indicating the location, use, intensity, and timing of development. Key needs the County must address are water, wastewater, schools, transportation, and stormwater. The Comprehensive Plan and the accompanying **Future Land Use Map** guide growth by creating designated Residential Areas. Carroll County believes growth preparedness will result in predictable and equitable development decisions and will heavily involve all stakeholders early in the planning and development process.

### **J. Appropriate Businesses Objective**

The businesses and industries encouraged to develop or expand in a community should be suitable for the community in terms of job skills required, long-term sustainability, 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.

Carroll Tomorrow, our local economic development organization, is leading the effort to target industries that will thrive in Carroll County. The general plan is to target capital investments to areas that will best achieve the types of growth desired by the County. To attract better jobs, there is a need to ensure that there are competitive locations for employers and there is a high-quality workforce available to fill the jobs. While the County desires to increase local employment and housing opportunities, the timing, location, and design of development will affect the long-term viability of agricultural operations.

An initiative of Carroll Tomorrow is the Advantage Carroll 2020 plan, which is to encourage, promote, and facilitate entrepreneurship, innovation, and new business ventures by aggressively pursuing new markets and expanding targeted industry sectors. "Grow Carroll" focuses on business and industry retention and expansion plus aftercare for companies new to the region.



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## **K. Employment Options Objective**

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

Carroll Tomorrow, through its Advantage Carroll 2020 initiative, has been working towards a coordinated economic development program that will improve employment opportunities for all County residents. To achieve this end, Carroll Tomorrow is working to support existing employers and attract more high-quality employers. One measurable objective for the Comprehensive Plan to establish is to increase the ratio of jobs to housing units. The combination of this jobs housing balance and average wage rates would provide a useful benchmark to measure economic development progress.

## **L. Housing Choices Objective**

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 (thereby reducing commuting distances), to promote a mixture of income and age groups in each community, and to provide a range of housing choice to meet market needs.

Carroll County encompasses urban, suburban, and rural areas that are under pressure for residential development to serve the housing demands from the Atlanta Metropolitan Area. Much of this demand is for starter homes that generate greater fiscal burdens than benefits for the County. The County's fiscal and economic health depends on balancing the mix of residential and non-residential land uses. The majority of new residential development is geared to more modest segments. The County needs to foster a more diverse housing market and seek to increase average home prices to levels that better reflect those of the Atlanta Metropolitan area as a whole.

## **M. Educational Opportunities Objective**

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

Carroll County is a regional leader in post-secondary educational choices. The University of West Georgia and West Central Technical College are located in Carroll County. Our post-secondary institutions work closely with local and regional industries in providing workforce training, a constant labor supply, and small business development services. Carroll County offers a wide range of K-12 educational choices.



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## **N. Regional Solutions Objective**

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.

Carroll County and its communities participate in economic development planning through Carroll Tomorrow. Carroll County is one of many service providers involved in making decisions affecting the timing and location of growth in our County. Coordination is essential to ensure that decisions of each service provider support county-wide growth goals, resulting in more efficient use of taxes and fees. To provide cost-effective services, the Carroll County Water Authority and other public service providers need to know the location, intensity, timing, and amount of new development.

## **O. Regional Cooperation Objective**

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 resources or development of a transportation network.

The County's Comprehensive Plan must be coordinated with the plans of its communities to ensure that it supports long-term community growth needs and fosters community vitality. Carroll County provides shared services for some of its communities (such as plan review, E-911, fire rescue, animal control, and others). Carroll County cooperates in planning with the Three Rivers Regional Commission and the Atlanta Regional Commission.

# **VII. Supporting Data and Information**

## **A. Analysis**

Since the 2008 Update, growth in Carroll County slowed and permits decreased dramatically, likely due in part to the issues with the sub-prime mortgage fallout that occurred across the nation. Permits for single detached residential are down 90% from 1,650 in 2000 to 177 in 2017. Multi-family applications have decreased from 49 in 2000 to 0 in 2007. In contrast, interest in Commercial Growth has increased during this time frame, with the City of Carrollton's expansion of sewer northward along the Highway 166 corridor and Villa Rica's expansion southward along the Highway 61 corridor.



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Housing demand has recovered from the recession somewhat over the past couple of years. Demand for residential units is expected to continue between Carrollton and Villa Rica and along Interstate 20 between Villa Rica and Temple. With the potential expansion of South Fulton Parkway on the horizon, there could be an increased demand for housing in Eastern Carroll County in coming years.

### **B. Compliance with Rules for Environmental Planning Criteria**

#### **1. Carroll County Watershed Protection Overlay District**

It is essential that the quality and supply of public drinking water be reasonably protected. This ordinance provides for the establishment of buffer zones around perennial streams, specifies allowable impervious surface districts within watersheds, and requires the use of best management practices for land use within the water supply districts. Natural protection such as buffer areas are the best able to filter rainfall and stormwater runoff prior to that water flowing into perennial streams, which lead to water supply reservoirs. Minimizing the transport of pollutants and sediments to the water supply reservoirs guarantees a healthy yield from the water supply watersheds. This protection is necessary for the enhancement of public health, safety and welfare as well as to assure that surface sources of drinking water are of high quality and reasonably free from contaminating sources in order to be treated to meet all state and Federal drinking water standards.

#### **2. Wetlands and Groundwater Recharge Areas**

Those areas that are inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas. The State of Georgia has identified “significant recharge areas” which have been provided on maps by the Department of Natural Resources in Hydrologic Atlas 18 (1989 edition) and have also mapped the and created a database of freshwater wetlands, both of which are made available to the County in GIS format and have been overlaid with the County’s current parcel layer.

In these areas restrictions include: no new sanitary landfills without synthetic liners and leachate collections systems, no new permits for land disposal of hazardous waste, new facilities that handle hazardous waste must have impermeable pads with spill and leak collection systems, above ground chemical and petroleum storage must have secondary containment systems, new agricultural waste impoundments must have liners, minimum lot size requirements for septic systems if within recharge area (10% increase in lot size based on Department of Health Manual for Onsite Septic), and finally wetlands permits (404) shall be required through Army Corps of Engineers.



### **3. River Corridor Protection Areas**

The Chattahoochee Corridor Plan adopted by the Atlanta Regional Commission extends from Buford Dam through Fulton and Douglas Counties and encompasses all land within 2,000 feet of the banks of the Chattahoochee River. River Corridors are identified as buffer strips of land that flank major rivers (rivers with average annual flow of at least 400 cubic feet per second). The strip would be at a minimum 100 feet horizontally on both sides of the river as measured from the river bank. Within Carroll County only the Chattahoochee River qualifies as a major river, however, the Comprehensive Plan did identify a corridor adjacent to the Little Tallapoosa as well as the Chattahoochee River as future greenway corridor. Therefore, even though the Little Tallapoosa does not meet the minimum flow requirement, the County should consider establishing a river corridor district in this location.

### **4. Mountain Protection Areas**

The mountains of Georgia are characterized by steep slopes, thin soils, and, because of the natural stresses placed on such environments, they require special protection. Land-disturbing activity on the high-elevation, steep-slope mountains of Georgia potentially threatens the public health, safety, welfare, and economic progress of the state. All land that lies above 2,200 feet elevation shown on a U.S. Geological Survey quadrangle map shall meet the elevation criterion for classification as a protected mountain. All land that has a slope of 25 percent or greater for at least 500 feet horizontally as shown on a U.S. Geologic Survey quadrangle map or contained in a U.S. Geologic Survey computer data file (Digital Elevation Model) shall meet the slope criterion for classification as a protected mountain. The area known as Blackjack Mountain has an elevation of 1,545 Feet and an eastern slope that exceeds 25% for a distance greater than 500 feet horizontally shown on a U.S. Geological Survey quadrangle map and may be considered for protection.

### **C. Consistency with Service Delivery Strategy**

Carroll County's Service Delivery Strategy was readopted in 2018 by the county and its eight municipalities. Negotiations have begun, and it is anticipated that the Service Delivery Strategy will be updated at the same time as the Comprehensive Plan in October 2028.

## **VIII. Implementation**

### **A. Using the plan**



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The Plan will not implement itself; it requires on-going action to bring the County's vision to fruition. Implementation is the responsibility of the citizens of Carroll County, including elected officials, appointed officials, and County staff. The Plan indicates the steps the County must take to achieve the preferred development pattern. The County staff should review development applications, infrastructure plans, infrastructure standards, development regulations and make budget recommendations for conformance with the policies contained herein. The County's Planning and Zoning Commission should review applications before them for consistency with the plan and advocate fiscal appropriations to implement the plan. Local laws, policies, and programs that affect the natural and built environment should be consistent with the provisions of the Plan.

The decisions of municipalities, other service providers, and landowners play important roles in plan implementation. To the greatest extent possible, those charged with implementing the Plan should coordinate growth decisions with these parties. The availability of adequate public facilities and services is the key facilitator of growth in the Plan. Capital facilities planning by local governments and other service providers should be consistent with the land use patterns and service standards established in the Plan. Individuals should consult the Comprehensive Plan before investing in property or making development proposals.

Failure to implement the Plan consistent with its provisions will adversely affect the quality of life enjoyed by urban and rural County residents. Efficient use of limited land and natural resources is dependent on coordinated actions between government, service providers and landowners. Minimizing the marginal cost of providing water, sewer, transportation, school, and public safety services reduces the fiscal impact of growth on citizens' personal finances by minimizing service rates and taxes. High infrastructure costs attributed to uncoordinated growth discourage business investment and reduce the County's economic development competitiveness.

The Plan is the most important guide to future zoning decisions. Future land uses designated in the Plan indicate general land uses that will be appropriate once adequate public facilities and services are available and existing site limitations are mitigated. Future land use categories identify the appropriate intensities and general land use types that are broader than zoning categories and may accommodate a wide range of uses subject to the provisions of the County's land development regulations.

### **B. Implementation Tools and Techniques**

The Plan Implementation/Community Work Program includes specific actions, tools, techniques, and documents to be used by Carroll County to achieve Plan goals. The key implementation tools and techniques alluded to in the work program are described below.





## **1. Development Regulations**

On a day-to-day basis, the development regulations<sup>12</sup> (zoning and subdivision regulations) are the most important tools for Plan implementation. The County's land use, transportation, public facility, housing, environmental, and community services goals and objectives are achieved through a myriad of incremental public and private development decisions. The standards and procedures for creation of parcels and improvements serving those parcels are established in the County's subdivision regulations. Standards and procedures for the subsequent development of individual parcels are included in the County's zoning regulations. Updates to the development regulations should be consistent with the Plan to ensure that incremental actions on development requests support the Plan's goals, policies and recommendations. The County should merge the zoning and subdivision regulations into a unified development code.

## **2. Capital Improvements Program**

The Capital Improvements Program (CIP) will ensure that the County has planned the most cost-effective facilities and has determined whether the County will have the capability to fund needed public facilities. The CIP consists of short-term (5-year) and long-term (10- to 20-year) components. The 5-year CIP should list short-term projects needed to maintain existing levels of service, with each project being assigned a responsible party, cost estimate, funding sources and a time frame for completion. The CIP also should delineate the proportion of project costs that is designed to provide new capacity and the proportion that is required to fund existing deficiencies. This delineation will enable the County to quantify the capital costs associated with new development and to monitor the expenditure of development fees. The five-year CIP should be updated annually to reflect the County's budgetary decisions.

The long-range CIP should reflect the size, approximate location and estimated costs of improvements needed to serve anticipated growth for the next 10 to 20 years. This program is not an engineering document but should provide enough specificity to determine which costs are required to remedy existing deficiencies and which costs provide new capacity that will be demanded by new development. The long-range CIP should establish the basis for County's development fees.<sup>13</sup> The long-range CIP should be updated at least once every five (5) years or when significant changes to the

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<sup>12</sup> Within this Plan the term "Development Regulations" is synonymous with "land use regulations" as defined in O.C.G.A. 36-70-3.



base systems modify the County’s long-term capital investment strategies (e.g., changes in service areas, significant changes in the Future Land Use Plan, changes in service demand or delivery patterns).

### **3. Budget**

The annual budget is one of the most potent tools for plan implementation because it sets priorities for action each year. Capital and operational funding decisions should directly reflect the goals, objectives and policies of this Plan. The Plan should serve as the basis for the staff’s recommended work programs and a focus for the Board’s discussion of priorities from year to year. County staff should review the Plan’s Implementation Work Program and recommend appropriate strategies to achieve the Plan goals in a manner that is consistent with Plan policies. If specific work program tasks are not funded, the Board of Commissioners should evaluate whether they should be omitted from the Plan. When there is a conflict between budget priorities and Plan policies, the Board should consider whether the specific goals, objectives, or policies remain valid. If they are valid, then the Board should reevaluate budget priorities or provide alternative implementation with funding sources.

### **4. Intergovernmental Agreements**

Since public challenges do not start or stop at jurisdictional boundaries, responses to those challenges will require intergovernmental coordination. Intergovernmental agreements (IGAs) are treaties between two or more units of government for the mutual benefit of all parties. Within the context of this plan, legal agreements between Carroll County, its cities and/or rural service providers could address compatible growth and infrastructure issues throughout the County. Items typically addressed in local government IGA’s include: development review authority, annexation processes, site development standards, infrastructure projects, building and related codes, public safety mutual aid agreements, impact fees, and IGA administrative procedures. To implement this Plan, the following IGAs are anticipated:

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13 “Development fees” include monetary exactions paid through development activities to finance infrastructure and service improvements necessary to accommodate growth. Examples include: impact fees, fees in-lieu of dedications, facility surcharges, special assessments, etc.



- Water and Wastewater Service Agreements to coordinate capital planning, systems design, inspections, operations, maintenance and funding responsibilities.
- School Services at the request of the Carroll County School Board, the County will explore opportunities to coordinate the development and funding of school facilities with the County's growth and development.

## **5. Adequate Public Facilities**

An Adequate Public Facilities Ordinance (APFO) or requirement requires public facilities and services to be available when needed to serve new development at an adopted Level of Service (LOS). APFO's can require availability and adequacy for any type of public facility (roads, water, wastewater, public safety, schools, etc.) prior to development or make development conditional upon public facilities, even if the County does not own or operate the facilities. If development is contingent upon meeting APFO requirements, Carroll County may provide for the payment of an impact fee or other financial surety to make necessary improvements to comply with the adopted level of service.

## **6. Impact Fees**

Impact fees are premised on the policy that new developments should bear the capital costs, in whole or in part, that are directly attributable to that development. Collection of impact fees reduces upward pressure on the mill levy thus protecting current property owners from costs associated with accommodating new growth. The conviction that developers should be financially responsible for the costs of extending services to new development has gained widespread acceptance. However, the use of impact fees has declined nationwide since the housing crash of 2008.<sup>14</sup> Although fees and exactions on development have long been rooted in local government planning, the concept was expanded before 2008 to embrace more and more types of public facilities and improvements and to include requirements not only for public improvements, but also for dedication of land for public facilities. Impact fees are most commonly used to fund street, water, sewer, police, fire protection and school facilities.

## **7. Area and Facility Plans**

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<sup>14</sup> National Impact Fee Survey of 2015 by [www.impactfees.com](http://www.impactfees.com).



Carroll County, Georgia

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## Comprehensive Plan Update 2023

To guide land use transitions and ensure that development is consistent with the Plan, compatible with existing and planned land uses in the area and sustainable from a market perspective, a variety of detailed land use and facility plans should address the timing, land use transitions and other standards for development and redevelopment. Facility plans are similar in concept to area land use plans, but the primary focus is on the development of new capacity to serve anticipated growth. Within the context of Carroll County, specific area and facility plans would include highway corridor land use plans and wastewater facility plans.

### **8. Purchase of Development Rights (PDRs)**

PDR programs involve the government purchasing development rights through the purchase of conservation easements on agriculture or vacant land. The landowner continues to own the land and may use the land as provided for by the easement. PDR programs involve the significant expenditure of government revenue that is most often raised in conjunction with a bond issue for agricultural preservation. State, federal, and non-profit conservation organizations (land trusts) can purchase development rights or provide supplemental funding for local or non-profit conservation efforts. Mitigation fees also may be used to fund PDR programs. Purchasing development rights through conservation easements is less expensive than fee simple acquisition. If fee simple acquisition occurs, the PDR holder may sever the development rights and sell the land for agriculture purposes. Carroll County has benefited from participation in the USDA's Agricultural Conservation Easement Program (ACEP), a program that allows landowners, land trusts, and other entities to protect, restore and enhance wetlands or protect working farms through conservation easements.

### **9. Land Evaluation and Site Assessment System (LESA)**

Land Evaluation and Site Assessment (LESA) systems were originally devised in 1981 by the Soil Conservation Service to assist in the evaluation of land for suitability for agriculture use. Many local jurisdictions (predominately Counties) have implemented LESA systems as part of the development review process. Most locally adopted LESA systems are used to evaluate agricultural suitability and conversely a property's likelihood of conversion to non-agricultural use. Most systems include an evaluation based on the soil's capability to produce food and fiber (land evaluation) and a review of non-soil variables that affect the property's use (site assessment). Non-soil variables would include:

- The level of public services available;
- Adjacent land use;
- Land base fragmentation;
- Planned land use and zoning;
- Proximity to city jurisdictions; and



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- Floodplains, and other factors.

A point system is devised which can be weighted to provide emphasis on local concerns. For instance, if a community's primary goal is to protect the best prime soils, the soil rating would be a large part of the overall total points. If the community is concerned with directing rural residential growth to areas served by adequate public facilities, service availability and quality would be a highly weighed variable.

The use of quantitative LESA scores within the development review process provides decision makers with a reliable measure of a parcel's value as rural land and can bring a level of consistency to decision making. However, the use of LESA systems may reduce the reasonable discretion of elected and appointed approval bodies. Most jurisdictions that use LESA systems for development review refer to the LESA score as a guideline rather than requiring decisions to be consistent with the LESA score. There are some uses of LESA systems, such as prioritizing PDRs, which may be applied more definitively than applications related to development approvals.

### **C. Plan Maintenance**

Carroll County's Comprehensive Plan Update is intended to be a dynamic document – one that responds to changing needs and conditions. To assess the Plan's effectiveness in responding to changing conditions, the County will need to monitor actions affecting the Plan. Because of these monitoring efforts or private development requests, the County will need to amend the Plan periodically. However, amendments should not be made lightly. The Board of Commissioners and Planning Commission members should consider each proposed amendment carefully to determine whether or not it is consistent with the Plan's goals and policies. In addition, the cumulative effect of several minor changes may be a change in policy direction. For this reason, amendments must be evaluated in terms of their significance to overall County policy.

#### **1. Annual Monitoring**

Prior to development of each budget, the Board should:

- Evaluate the County's success in achieving plan goals through the recommended strategies of the Implementation Work Program discussed at the end of this Chapter;
- Propose strategies to be pursued under the coming year's budget;
- Identify unlisted strategies that will achieve Plan goals;
- Evaluate growth trends and compare those trends to Plan projections; and
- Summarize development actions that affect the Plan's provisions.



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This annual review should include statements identifying the County's progress in achieving the goals of the Plan, the impact of the Plan on service provision, and proposed programs to help achieve the goals. The annual review should be used as a tool to help set budgetary priorities. Prior to conducting the annual review, County staff should solicit input from citizens and stakeholder groups.

### **2. Land Use Plan Amendments**

The Future Land Use Plan is intended to guide public and private development and land use decisions. The County should adopt a formal amendment process that will be codified in the County's development regulations. Future Land Use Plan amendments are anticipated as growth occurs and market conditions change. While land use amendments may occur more frequently than policy changes, they should not occur more than twice per year unless the Board finds that such changes are needed for public health, safety or economic development purposes.

By limiting opportunities to amend the Future Land Use Plan, the County will reduce the potential for incremental land use changes to result in unintended policy shifts. Developments of regional impact, such as new communities or major public works projects that will influence the regional land use, transportation network, environment and public services may require an in-depth review to assess appropriate land use plan amendments.

### **3. Policy Changes**

The Goals, Objectives and Policies of this Plan establish the framework for the Implementation Program. To ensure that the Plan remains an effective guide for decision-makers, the County should conduct periodic major evaluations of the Plan goals, objectives and policies. These evaluations should be conducted every three to five years, depending on the rate of change in the County, and should consider the following:

- Progress in implementing the Plan;
- Changes in conditions that form the basis of the Plan;
- Fiscal conditions and the ability to finance public investments recommended by the Plan;
- Community support for the Plan's goals, objectives and policies; and
- Changes in State or federal laws that affect the County's tools for Plan implementation.

The major review process should solicit input from businesses, neighborhood groups, developers, the County's cities and other community interests through the Planning Commission. Comprehensive



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Plan amendments that appear appropriate as a result of this review would be processed according to the adopted Plan amendment process.

### **D. Implementation Strategies**

This Comprehensive Plan requires on-going action to achieve its goals over the planning period. The necessary course of action is described in the Community Work Program. The Community Work Program should be reviewed on an annual basis to identify the previous year's accomplishments and to modify the work program tasks establishing a reasonable timeline for key plan implementation tasks. The Department of Community Affairs (DCA) planning standards require that either an annual work program review or five-year review must be submitted to the DCA to ensure consistency with statewide planning goals and with the adopted local Comprehensive Plan.<sup>15</sup> **Appendix D** contains the complete Community Work Program and Report of Accomplishments.

**Exhibit 1** lists key comprehensive plan implementation strategies that should be incorporated into the Community Work Program.

Tool – identifies the mechanism to affect the project.

Project/Activity – identifies the task and describes the project, action or document necessary to carry out the strategy.

Priority – identifies the relative priority of the project/activity. .

Initiating Entity – identifies the department or agency that is charged with undertaking the task.

Policy References – identifies the policies as well as the corresponding goals and objectives corresponding to the activity. The policies should guide the implementation activity.

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<sup>15</sup> Georgia Department of Community Affairs. Chapter 110-12-1.02.



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**Exhibit 1: Key Implementation Strategies**

Task Number	Action Description	Tool	Priority Schedule	Initiating Entity	Policy References
1	Unify and update the zoning and subdivision regulations in a Unified Development Code that incorporates the following provisions:	Development Regulations	1	Community Development, Planning Commission, County Commission	
	Adjustments to zoning districts to address the Plan's land use and density considerations				LU-1b, LU-2a, LU-2e, LU-3c, LU-4a, LU-4e, LU-4f, LU-5a, LU-5b, LU-5g, LU-6a, ED-1a, ED-1d, ED-1g, ED-2a, ED-3d, ED-7a, H-1a, H-4b, H-4c, H-4d, T-4a
	A Scenic View Corridor Overlay district to protect and enhance aesthetics in scenic highway corridors identified in the Plan				T-4a
	An Airport Protection Overlay district to minimize conflicts between land uses and airport operations				LU-1c, LU-2b, LU-2c, T-5a, T-5b, T-5c,





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Task Number	Action Description	Tool	Priority Schedule	Initiating Entity	Policy References
	Zoning and review criteria to reflect Comprehensive Plan policies				LU-1b, LU-2a, LU-2c, LU-4g, LU-5a, LU-5c, LU-6a, ED-1a, H-4b, T-2a, T-2c, T-2d,
	Procedures and criteria to amend the Future Land Use Plan and other components of this Plan;				LU-1b, LU-2a, LU-2f, ED-1f, ED-1g, ED-2b, H-4b
	A LESA System to review subdivisions in the rural tier				LU-1b, LU-2a, LU-2d, LU-4g, LU-5c, ED-1a, H-2a, T-2a, T-2c, T-2d
	Riparian corridor protection standards that provide adequate stream buffers for water quality protection				LU-2c, LU-4a, LU-4c, LU-4d, NR-1a, NR-1b, NR-2d, NR-2e
	Level of service standards that require adequate public facilities to be available concurrent with development demands				LU-2a, LU-3d, LU-4a, LU-4c, LU-4d, LU-4c, LU-4g, LU-5a, LU-5d, H-2a, T-1a, T-2b, CF-1a



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Task Number	Action Description	Tool	Priority Schedule	Initiating Entity	Policy References
	Conservation subdivision design standards				LU-1b, LU-2b, LU-2c, LU-4a, LU-4f, LU-5g, ED-3c, T-5c, NR-1a, NR-1b, NR-2d
	“Agriculture Use Notice” provisions				LU-1b, LU-2b, LU-5g, LU-6a, LU-6f
	“Resource Management Easements” to protect landowners rights to farm in the rural tier				LU-1b, LU-2b, LU-2c, LU-5g, LU-6a, LU-6f
	Buffers between residential and agricultural uses and between residential and large scale commercial uses;				LU-1b, LU-2a, LU-2b, LU-2c, LU-5g, LU-6a, NR-2d
	Single family and manufactured housing design standards;				LU-2a, H-1a
	Adequate public facility standards for mobile home parks including storm shelter facilities;				LU-2a, H-1b, H-1c, H-2a, CF-1a



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Task Number	Action Description	Tool	Priority Schedule	Initiating Entity	Policy References
	Broad accessory use provisions to facilitate development of employee amenities for commercial and industrial establishments				ED-1d, ED-1e
	Site design standards within commercial and industrial zoning districts;				LU-2a, LU-2b, LU-3a, LU-3b, LU-3c, LU-4e, ED-2a, T-1b, T-1c, T-1d, NR-2c, NR-2d
	Development agreement standards and procedures				LU-2a, LU-4c, LU-4d, LU-4e, LU-5a, LU-5d, ED-2a, H-2b, H-2c, H-2d, T-2b, CF-1c
	Pedestrian friendly design standards for commercial centers and adjacent residential areas				LU-2a, LU-2b, LU-2e, LU-3a, LU-3b, LU-4e, ED-2a, T-1b, T-1c
	Clear standards and procedures to evaluate development impacts and proposed mitigation measures				LU-2a, LU-2b, LU-4d, ED-2a, T-2a, T-2c, H-2a, NR-2c



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Task Number	Action Description	Tool	Priority Schedule	Initiating Entity	Policy References
	Financial assurances for on-site improvements;				LU-2a, LU-2e, LU-3c, LU-4c, LU-4d, ED-2a, H-2b, H-2c, H-2d, CF-1c
	Standards for assuring ongoing maintenance of common areas through Home Owners' Associations or other mechanisms				H-2b
	Minimum standards for infrastructure				LU-2a, LU-3a, LU-3b, ED-2a, H-2a, H-2c, T-2a, T-3a
	Standards for driveways, private roads and other means of access to new development				LU-2a, H-2b, H-2c, T-1c, T-2e, T-3a
	Standards for the development of "New Communities"				LU-2a, LU-2e, LU-4d, LU-8a
	Standards and procedures for review and preservation of historic resources				HR-2b
	Site clearing standards that help retain mature trees.				LU-2a, H-2b, NR-2d



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Task Number	Action Description	Tool	Priority Schedule	Initiating Entity	Policy References
2	Forward development application copies to local governments and service providers so that they may comment on service capacity and demand related to the proposed development	Administrative Procedures	1	Community Development	ED-1a, ED-1f, ED-1g, ED-2a, ED-5a, T-3a, T-5d
3	Participate in the joint development of a business park with Carroll County cities and Carroll Tomorrow	Special Area Plans	1	Community Development, Public Works, Planning Commission, County Commission	LU-1c, LU-2e, LU-3b, LU-3c, LU-3d, ED-1a, ED-1g, ED-2a, ED-2b, ED-4b, ED-7a, ED-7b, H-4b, T-1d, T-3a, T-3b, T-3c
4	Assist local historic preservationists, cities and the Georgia Department of Natural Resources in creating a detailed inventory of historic assets as baseline data for on-going preservation and tourism activities.	Special Purpose Study and GIS	1	Community Development	HR-1a, HR-1b



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Task Number	Action Description	Tool	Priority Schedule	Initiating Entity	Policy References
5	Appoint an Agricultural Advisory Board to recommend refinements to the County's agricultural retention policies	Agricultural Advisory Board	1	County Commission	
6	Designate an Agriculture Conservation District	Zoning Ordinance	2	County Commission	LU-6b, ED-3d
7	Develop a Purchase of Development Rights (PDR) program	Development Regulations/Special Purpose Code	2	Community Development Department, Planning Commission, County Commission	LU-1b, LU-2c, LU-4a, LU-4f, LU-6a, LU-7a, ED-3a, H-2d, NR-1g
8	Provide government representatives, service providers, the development community and the general public an annual planning and development report summarizing development activity, infrastructure improvements and progress in the implementation of the Comprehensive Plan.	Community Outreach	2	Community Development Department, Planning Commission, County Commission	LU-1c, LU-2a, LU-2f, ED-1a, ED-1f, ED-1g, ED-4b, ED-5a, T-3c, T-5d, CF-2a



Carroll County, Georgia

Comprehensive Plan Update 2023

Task Number	Action Description	Tool	Priority Schedule	Initiating Entity	Policy References
9	Provide County representation and input to local and regional economic development organizations (Chambers of Commerce, City economic development departments) and service providers (CCWA, Carroll County School Districts) to support economic development activities that are consistent with the Comprehensive Plan.	Community Outreach	2	County Commission	LU-1a, LU-1b, LU-1c, LU-1d, LU-1e, ED-1a, ED-1b, ED-1f, ED-1g, ED-2b, ED-3e, ED-4b, ED-4a, ED-4c, ED-4d, ED-5a, ED-5c, T-3a, T-3b, T-3c, T-5d, CF-2a, CF-2d
10	Develop, adopt and annually update a Countywide Capital Improvements Program with input from the cities and other service providers.	Capital Improvements Program	2	Public Works and County Commission	LU-1c, LU-3b, LU-3d, ED-1g, ED-2a, ED-4b, ED-5b, T-1d, T-3a, T-3b, T-3c, CF-1a, CF-2a, CF-2b, CF-2c
11	Prepare detailed land use and infrastructure plans as needed	Area Plans	2	Community Development, applicable city	



Carroll County, Georgia

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Task Number	Action Description	Tool	Priority Schedule	Initiating Entity	Policy References
12	Develop and adopt a formal Capital Improvements Program	CIP	2	Public Works	
13	In coordination with the cities and other service providers, evaluate alternatives to equitably fund the costs of infrastructure required to serve new development	Impact Fees	3	Community Development, Public Works, Planning Commission, County Commission	LU-3d, LU-4d, LU-4c, ED-2a, ED-5b, H-2c, H-2d, T-3b, CF-1c
14	Support the efforts of local conservation organizations to disseminate written materials and make presentations regarding the use of conservation easements and other resource management tools	Community Outreach	3	Agricultural Advisory Board, Community Development	LU-1b, LU-2c, LU-6c, LU-6d, ED-3c, NR-1e, NR-2a
15	Publish a "Country Living Handbook" to inform potential residents of responsibilities and inconveniences associated with rural living	Community Outreach	3	Community Development	LU-1b, LU-6d





Carroll County, Georgia

Comprehensive Plan Update 2023

Task Number	Action Description	Tool	Priority Schedule	Initiating Entity	Policy References
16	Evaluate the use of Land Consumption Mitigation Fees to fund the long-term preservation of viable agricultural lands.	Special Purpose Study	4	Community Development, Planning Commission, County Commission	LU-1b, LU-2c, LU-6e, ED-3b, NR-1c
17	In coordination with the Cities, develop and maintain a GIS-based housing stock inventory.	GIS	4		H-3a, H-4a, HR-1a
18	Establish a road surface management system for the County's road system.	Administrative Procedures	3	Public Works	T-2f
19	Expand broadband capabilities	Ordinance adoption and administrative procedures	1	Community Development	ED-1i, CF-1d



## APPENDIX A: PUBLIC PARTICIPATION PROGRAM

### I. Purpose

The purpose of this document, the Public Participation Program, is to ensure that Carroll County's Comprehensive Plan accurately reflects the community's vision for the future. This is accomplished by identifying those members of the public that have a vested interest in the proposals of the plan and by specifying the techniques that will be used to reach those people, as well as the public at large.

Public input is vital to a successful plan, as it is ultimately a reflection of the people's vision for their community. It is important, therefore, to understand that a successful public participation program will not be measured merely by the fact that the public has been informed about the comprehensive planning process but, more importantly, by the evident contribution of the public to a workable plan that represents a large portion of the population.

### II. Public Participation

Planning has been an ongoing process in Carroll County. This Plan update began after Carroll Tomorrow identified the need to plan for the growth being experienced within the County and the surrounding areas. Both Carroll Tomorrow and the County's planning staff conducted numerous workshops and background analyses that produced information used in the development of the 2005 and 2008 plan. This tradition has been continued with the 2018 Plan and its 2023 update.

The development of the Plan included a multifaceted citizen participation process that employed a number of public input techniques. Public workshops focus groups, interviews, a Steering Committee, a survey, social media blasts, and public hearings provided various avenues for gathering information from a broad range of stakeholder groups in the County. The following public participation events solicited public input:

#### A. Public Hearings & Workshops

The County conducted a series of public hearings:

- April 4, 2023 – Public Hearing/Kickoff
- April 18, 2023 – Public Hearing with Planning Commission
- June 6, 2023 – Public Hearing for Transmittal



Carroll County, Georgia

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## Comprehensive Plan Update 2023

### **B. Focus Groups**

- No focus groups occurred during this update, although there were a series of meetings on Agricultural zoning and subdivision requirements leading up to this effort.

### **C. Informational Sessions with Leadership**

Regular updates were made to the Board of Commissioners and Planning and Zoning Commission

- Board of Commissioners Work Session – June 1, 2023
- Planning and Zoning Commissioners – April 18, 2023

### **D. Steering Committee**

Regular updates were made to the Steering Committee

- February 21, 2023 – Meeting
- April 20, 2023 – Meeting

### **E. Survey/Website/Social Media**

- A survey was conducted for the 2018 Plan Update, but not for this mid-cycle update.
- The Future Land Use Draft and the Comprehensive Plan Update were posted on the website and made available for comment.

## **III. Stakeholders**

- American Association of Retired Persons
- Board of Realtors
- Carroll County 4-H
- Carroll County Commissioners
- Carroll County Farm Bureau
- Carroll County Historical Society
- Carroll County Housing Authority
- Carroll County School Board
- Carroll Tomorrow
- Chamber of Commerce
- Chattahoochee-Flint Regional Development Center
- Community Action for Improvement
- Convention and Visitors Bureau
- County Department Officials (including Sheriff, Fire and EMA, Community Development, and Tax Assessor)
- Elected City Officials
- Farmer's Co-Operatives
- Georgia Department of Transportation
- Georgia Regional Transport Authority
- Habitat for Humanity
- Home Builder's Association
- Homeowner's Associations, such as: Fairfield Plantation, Oak Grove, and



## Carroll County, Georgia

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### Comprehensive Plan Update 2023

- Hickory Level
- Local Churches
- Local Civic Organizations
- National Association for the Advancement of Colored People
- Perpetual Motion Cycling
- Sons/Daughters of the Confederacy
- Tanner Health System
- University of West Georgia
- West Central Technical College
- West Georgia Regional Airport



Carroll County, Georgia

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Comprehensive Plan Update 2023

## **Exhibit 1: Public hearing notices, sign-in sheets and transmittal resolutions**

Carroll County  
Board of Commissioners  
**PUBLIC HEARING NOTICE  
FOR 2023-2043 COMPRE-  
HENSIVE  
PLAN UPDATE**

Carroll County is initiating the process to begin an update of its local comprehensive plan that was adopted in 2018. The comprehensive plan update is required and will be prepared according to rules promulgated by the Georgia Department of Community Affairs (DCA), which became effective on October 1, 2018.

The purpose of the public hearing is to brief the community on the process to be used to update the local comprehensive plan, opportunities for public participation in development of the plan update, and to obtain input on the proposed planning process. Those interested in learning about and participating in the plan update should attend the meeting.

Following this process will allow participating local governments to maintain their Qualified Local Governments (QLG) status, and therefore be eligible for state grant funds, state loans, and state permits.

This public hearing will be held in the Commission Chambers of the Historic Court House at 323 Newnan Street, Carrollton, Georgia on Tuesday, April 4, 2023 at 6:00p.m. The public is invited to attend and participate in this public hearing.

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**From:** Amy Goolsby <[agoolsby@carrollcountyga.com](mailto:agoolsby@carrollcountyga.com)>  
**Date:** Wednesday, March 15, 2023 at 3:35 PM



Carroll County, Georgia

Comprehensive Plan Update 2023

Meeting: Comp Plan Kickoff  
 Date: 4/4/23 Time: 6PM  
 (Please fill out each column for documentation).

Name	Title	Organization	Email	Cell Phone
Amy Goolsby	Planner	CCEMA / Staff		
B. H. Hodge	CITIZEN			
Jerry Stober	n			
ALYSON STOBER	CITIZEN			
Paul Jarrell		TRRC / SC		
Angie Stober	Citizen			
Ernie Reynolds		BOC / SC		
Nathan Ward		Staff		
Ben Skipper		Staff		
Pete Debreck		Staff		
Jonathan Stober	Citizen			



Carroll County, Georgia

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## Comprehensive Plan Update 2023

### Carroll County Comprehensive Plan Update

#### Public Hearing

April 4, 2023 at 6pm

#### Historic Court House

In attendance: Bill Hodge, Jerry Stober, Angie Stober, Allyson Stober, Jonathan Stober, Ernie Reynolds, Paul Jarrell, Nathan Ward, Pete Debick, Ben Skipper and Amy Goolsby

Powerpoint on Comprehensive Plan presented by Paul Jarrell

Discussion led by Ben Skipper

Suggestion to add a farmer to the Steering Committee.

Concern about homes being built in the middle of farmland.

How to address the loss of farmland.

2023 Farm Bill is going to address climate change. County needs to be proactive in its smart growth strategies.

Georgia is going to be the breadbasket of the east.

TDRs need an ending zone. Incentive clustering around cities.

More houses in rural areas means more service costs. At what density?

Carroll County is a county of small farms.

Pandemic showed that there is a need for local farming, reduce food mileage.

Educate farmers to understand the ACEP program.

To build a slaughterhouse on property requires industrial zoning – should consider changing. Going to retail – has to be a state insured facility to sell within Georgia. If over state line, needs to be USDA facility.

Look at ways to incentivize farming – value added programs, ease restrictions, allow for produce stands in AG, etc.

Use the yellow suburban areas as TDR transfer zones, allowing for 1-2 acre lots w/in one mile of a community.

Increase size or agricultural to 10 acres.



Carroll County, Georgia

Comprehensive Plan Update 2023

Carroll County  
Board of Commissioners  
**PUBLIC HEARING NOTICE  
FOR 2023-2043 COMPRE-  
HENSIVE  
PLAN UPDATE**

Carroll County is holding a second public hearing to allow for input from the public as planning staff prepare an update to the Carroll County Comprehensive Plan. This public hearing will be held in the Commission Chambers of the Historic Court House at 323 Newnan Street, Carrollton, Georgia on Tuesday, April 18, 2023 at 6:00p.m. The public is invited to attend and participate in this public hearing.

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CARROLL CO COMMUNITY DEVELOPMENT  
423 COLLEGE ST  
CARROLLTON, GA 30117-3142  
(770) 330-5861

*Class Liner Ad #70621820 Summary:*

Slug Line: 4/4 COMP PLAN  
Size: 1.00 x 5.19

Publication Cost \$20.00  
Adjustments \$12.00  
Net Cost \$32.00  
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Amount Due \$32.00

*Order Detail:*

Publication	Start	Stop	Insertions	Cost	Adjustments	Total
140TGD1 Times-Georgian	3/17/23	3/17/23	1	20.00	0.00	20.00
Georgia Affidavit					12.00	12.00







## Carroll County, Georgia

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## Comprehensive Plan Update 2023

### Carroll County Comprehensive Plan Update

#### Public Hearing

April 18, 2023 at 6PM

Historic Court House

In attendance: Mallory O'Steen, Jerry Stover, Heyward Stober, Skyler Evans, John and Carol Pennington, Chuck Griffith, Matthew Kellard, Mary Kilgore, Kelly Hagen, M. Kilgore, Sherida Freeman, Brenda Milam, B. Harollatin, Lily Buehler, Alvaro Garcia, Howard Cleveland, Sandy Hollingsworth, Alyson Stober, Larry and Carol Lane, Dee Perry, Bill Hodge, Nathan Ward, Ben Skipper, Amy Goolsby

Ben presented Powerpoint on Comp Plans.

Hagen: what has been done to stop expansion of residential.

Dee Perry: American Farmland Trust said Georgia is 4<sup>th</sup> in national in farmland loss. Need to implement things in plan. Go to 5 acres like many surrounding counties. 10 acre minimum for a track to apply for a CU.

Hagen: Lost 5000 head. Cannot compete with land prices. How to restrict growth of residential into farmland, get it to grow along Highway 61.

Bill Hodge: Doesn't want the county to lose character. Funding a 3-day workshop in October with an expert from Indiana to help give younger farmers an opportunity to make living off land.

Hagen: School system not supportive, pulling out of the Carroll County Classic.

Avery Stober: has done a spatial analysis of water quality to help preserve watersheds. Water is expensive. Consider transferring rights to areas more appropriate to preserve water quality.

Hagen: Look at Density based zoning, as done in TX, FL, and VA.

Allison Stober: Consider AFT plan. Update terms in plan. Re-establish Ag as 10 acres. Recommends a Serenbe type approach.

Angie Stober: Putting storage in a rural area doesn't make sense. Goal is to maintain rural atmosphere.

Need a better definition of Ag.



Carroll County, Georgia

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## Comprehensive Plan Update 2023



[Home](#)

Posted on: May 15, 2023

### Carroll County Comprehensive Plan Update 2023

Carroll County is in the process of completing the update of the comprehensive plan. The comprehensive plan is prepared according to the rules for local comprehensive planning issued by the Georgia Department of Community Affairs (DCA).



The purpose of the public hearing is to inform the public that the draft comprehensive plan will be available for review and will be submitted for formal review by the Department of Community Affairs and the Three Rivers Regional Commission. Those interested in commenting on the plan are encouraged to attend the meeting. Comments will also be received during the 30-day review period. The plan will be available on the county website. [Comprehensive Plan Draft 2023](#)

The public hearing will be held at the Carroll County Board of Commissioners meeting at the Historic Court House, 323 Newnan Street, 3rd Floor Commission Chambers, Superior Court Room, Carrollton, GA 30117 at 6pm on June 6, 2023.

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# Carroll County, Georgia

## Comprehensive Plan Update 2023

For questions regarding the comprehensive plan update, contact Carroll County Community Development at 770-830-5861.



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Posted on: April 25, 2023



### CONTACT US

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323 Newnan Street  
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Carroll County, Georgia

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## Comprehensive Plan Update 2023

**AGENDA**  
**CARROLL COUNTY, GEORGIA**  
**BOARD OF COMMISSIONERS MEETING**  
**June 6, 2023 - 6:00 PM**

1. CALL TO ORDER

2. ROLL CALL

3. INVOCATION

4. PLEDGE OF ALLEGIANCE

5. APPROVAL OF AGENDA

6. APPROVAL OF MINUTES

6.I. Board Of Commissioners Work Session Minutes – April 27, 2023

Documents:

042723 WORK SESSION MINUTES.PDF

6.II. Board Of Commissioners Meeting Minutes – May 2, 2023

Documents:

050223 MIN.PDF

6.III. Budget Work Session Minutes – May 10, 2023

Documents:

051023 BUDGET WORK SESSION MEETING MINUTES.PDF

7. PUBLIC COMMENTS

Public comments are an opportunity for the public to address the Commission with any issues or concerns they may have. All remarks should be directed to the Chairman and not to individual commissioners, staff, or citizens in attendance. Members of the public shall not make inappropriate or offensive comments. Any individual who violates the rules of decorum may be removed from the meeting. At this time the Board will not comment nor will the Board take any action on the comments..... speakers are limited to 3 minutes.

8. SPECIAL PRESENTATIONS

8.I. ACCG Lifelong Learning Academy, Certified County Official

**Thad Ferguson, Director of Recreation**

**Beth Parsons, Parks Manager**

8.II. NACo High Performance Leadership Master

Jodie Goodman, Carroll County Mental Health Early Diversion Director

Mandi Edwards, Assistant Parks Manager



## Carroll County, Georgia

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### Comprehensive Plan Update 2023

Appointment of Jill Adams to the Carroll County Board of Family and Children Services

*-Chairman Michelle Morgan*

Documents:

FAMILY AND CHILDREN SERVICES APPOINTMENT MEMO.PDF

9.VI. Appointment – Region Six Behavioral Health And Developmental Disabilities (DBHDD) Planning Board

Reappointment of Judge Edith Haney to the Region Six Behavioral Health and Developmental Disabilities (DBHDD) Planning Board.

*-Chairman Michelle Morgan*

Documents:

REGION SIX APPOINTMENT MEMO.PDF

9.VII. Public Works Vehicle Purchase

Consideration of the purchase of a replacement vehicle utilizing SPLOST funds not to exceed that amount of \$51,000.00, which will be reimbursed by insurance funds.

*-Danny Yates, Director of Public Works*

#### 10. BUSINESS SESSION

10.I. FY 2024 Budget Resolution

Consideration of a Resolution and Ordinance Providing for the Appropriations and Expenditures of Funds for the Government of Carroll County, Georgia, for the County Fiscal Year 2024, Beginning July 1, 2023 and Ending June 30, 2024; Providing for the Operations of County Departments, Boards, Agencies, Elected Offices, and Other Governmental Activities; To Provide for the Level of Personnel Authorized for the Various Departments and Agencies; To Provide for Capital Improvements as Budgeted for the County; To Provide an Effective Date; And for Other Purposes

*-Alecia Searcy, Finance Director*

Documents:

JUNE 2023 - 2024 BUDGET RESOLUTION - CARROLL COUNTY.PDF  
EXHIBIT A-2024.PDF  
EXHIBIT A-1-2024 (1).PDF  
CARROLL COUNTY DEPARTMENTAL FEE STRUCTURE BREAKDOWN 23.PDF  
COMMUNITY DEVELOPMENT FEE.PDF

10.II. FY 2023 Budget Amendment

*-Alecia Searcy, Finance Director*

Documents:

BUDGET AD FY2023-FOR PRINT.PDF

10.III. Public Hearing – Carroll County Comprehensive Plan

Public Hearing to consider the updated Comprehensive Plan

10.IV. Carroll County Comprehensive Plan Update



## Carroll County, Georgia

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### Comprehensive Plan Update 2023

Consideration to adopt the updated Comprehensive Plan for the Period 2023 to 2028 and a Resolution to transmit the 20-year Comprehensive Plan update to the Three Rivers Regional Commission along with the Georgia Department of Community Affairs for review.

-Ben Skipper, Director of Community Development

Documents:

TRANSMITTAL DOCUMENT FOR BOC.PDF  
COMPREHENSIVE PLAN 2023 DRAFT\_202305161106550964.PDF

- 10.V. Inmate Work Detail Agreement With The City Of Carrollton  
Consideration of continuing the Inmate Work Detail Agreement for GreenBelt and City streets with the City of Carrollton and to authorize the Chairman to execute any necessary documents

-Stacey Blackmon, County Attorney

- 10.VI. Appointment – Elections And Registration  
Consideration of Appointment to the Carroll County Board of Elections and Registration to fill the vacant term expiring on December 31, 2023

-*Chairman Michelle Morgan*

Documents:

ELECTIONS APPOINTMENT MEMO.PDF

- 10.VII. Appointments --Development Authority Of Carroll County – (District 2, 4, 6)  
Consideration of Appointments to the Development Authority of **Carroll County**.  
-District 2 Commissioner Clint Chance  
-District 4 Commissioner Steve Fuller  
-District 6 Commissioner Danny Bailey

Documents:

DEVELOPMENT AUTHORITY APPOINTMENT MEMO.PDF

11. EXECUTIVE SESSION  
Real Estate & Litigation

#### 12. ADJOURNMENT

Persons with special needs relating to handicapped accessibility, disability, or foreign language shall contact the County Clerk at (770) 830-5800 at least five days prior to the meeting. This person can be located at the Commission Office, Historic Court House at 323 Newnan Street, Room 200, Carrollton, Georgia between the hours of 8:00 AM and 5:00 PM, Monday through Friday.



## APPENDIX B: DATA

### I. Population

#### A. Introduction

The changes in the population and demographic characteristics will have profound impacts on the economic, social and physical environment of the County. Population increases generate demands for additional facilities and services. The different needs of age and income segments of the population shape demands for housing, services and infrastructure. Elderly population groups create demands for communal housing types, medical services, passive recreational opportunities and public transportation. Families and individuals between 50 and 65 require a greater mix of housing types and more urban settings. Families with young children generate demands for day care facilities, schools, athletic recreational opportunities and a mix of transportation options. This Chapter summarizes the various demographic indicators used to develop the County's Comprehensive Plan.

#### B. Total Population

**Exhibit 1-1** illustrates the steady population increases experienced since 1960, which have averaged nearly 16,000 persons per decade or 1,400 people per year. During the period of 1990-2010, Carroll County's population grew by 11.8%, which surpassed the State's population growth rates of 8.6% during the same time period (**Exhibit 1-2**). The County's growth rate lagged behind the State's between 2010 and 2020, increasing only by 7.8%.

Analysis of population distribution from 1990–2010 depicts a primary growth corridor in Carroll County that is located in the northeast area of the County along Interstate 20 (I-20). During the 2000s, population growth was concentrated in the northeast part of the County as shown in the **Population Map in Appendix C**. Due to proximity and transportation access to Atlanta, Villa Rica has experienced steady population and employment growth. This trend will likely continue, necessitating effective city-county planning to accommodate growth without straining fiscal, infrastructure, social, and land resources.





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**Exhibit 1-1: Total Population (1960-2020)**

Source: U.S. Census

**Exhibit 1-2: Population Growth Trends (1960-2020)**

Year	Carroll County		Georgia	
	Number	Percent Change	Number	Percent Change
1960	36,451		3,956,000	
1985	63,884	75.35	5,967,891	50.9%
1990	71,422	11.8%	6,478,216	8.6%
1995	79,345	11.1%	7,332,335	13.2%
2000	87,268	10.0%	8,186,453	11.6%
2006	107,325	23.0%	9,363,941	14.4%



## Carroll County, Georgia

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### Comprehensive Plan Update 2023

2010	110,527	3.0%	9,687,653	3.5%
2016	116,236	5.2%	10,310,371	6.4%
2020	119,148	2.5%	10,711,908	3.9%

Source: Georgia Department of Community Affairs, [www.georgiaplanning.com](http://www.georgiaplanning.com); US Census 2020

### C. Population Projections

Located on the urban fringe of the Atlanta metropolitan region, it is estimated that this population growth trend will continue at a steady pace. **Exhibits 1-3** and **1-4** project Carroll County's population growth according to the cited sources. These projections range from a low of 158,442 to a high of 172,143.

### Exhibit 1-3: Population Projection Graph



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Source: U.S. Census, Atlanta Regional Commission, Governor's Office of Planning and Budget; U.S. Census, University of West Georgia

The Governor's Office of Planning and Budget projection suggests a population increase of 172,143 by 2050. Linear regression based on 1980-2020 U.S. Census data projects a population increase of 171,988 by 2050. The Atlanta Regional Commission projected an increase in population over this period with 158,442 by 2050.

The range of projections by different sources highlights the uncertainties of the range of growth. While the County must anticipate and be prepared to meet demands created by the range of growth projections, it also must be prepared for economic shifts that result in slower growth. To accomplish this, the Plan anticipates steady long-term growth, but recommends that facility investment and development phasing should be tied to shorter-term growth as determined by close monitoring of development activity throughout the County.

**Exhibit 1-4: Population Projection Table**

<b>Year</b>	<b>Actual Census Data</b>	<b>Governor's Office of Planning and Budget</b>	<b>Atlanta Regional Commission</b>	<b>Linear Projection</b>
1980	56,346			
1990	71,422			
2000	87,268			
2006	107,325			
2010	110,527			
2016	116,236			
2020	119,148			
2030		139,407	141,572	138,701
2040		155,302	150,867	155,344
2050		172,143	158,442	171,988

Source: U.S. Census, Atlanta Regional Commission, Governor's Office of Planning and Budget

The Census Bureau estimates that the County's population reached 119,148 in the 2020 Census. Since each of the remaining projections was derived through statistical projection methods, selecting the midpoint projection provides a reasonable projection on which to base future demands. Long-term projections (2030-2050) should primarily be used for analysis of ongoing service obligations and development capacity. Short-term projections (2020-2030) should be used for capital facility



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planning. Projections should be compared with annual estimated population figures based on development activity to refine both short and long-term projections.

**Exhibit 1-5** provides annual projections from the years 2020 to 2030.

**Exhibit 1-5: Annual Population Projections (2020-2030) Using ARC Data**

Year	Population	Year	Population
2020	120,775		
2021	121,465	2026	137,297
2022	122,115	2027	138,349
2023	122,720	2028	139,425
2024	123,337	2029	140,504
2025	136,267	2030	141,572

Source: Atlanta Regional Commission

**Exhibit 1-6** reflects the long-term population based on Atlanta Regional Commission population projections. This annual growth rate is consistent with the trends in Carroll County and other areas in the urban fringe of Atlanta.

**Exhibit 1-6: Long Term Population Projection**

Year	Population	Year	Population
2031	142,625	2036	147,447
2032	143,660	2037	148,341
2033	144,658	2038	149,215
2034	145,609	2039	150,045
2035	146,546	2040	150,867

Source: Atlanta Regional Commission

**D. Urban vs. Rural**

Carroll County’s city populations are increasing faster than the population of unincorporated Carroll County, reflecting less sprawl development than had been noted in the past. This is directly the result of a focus of growth around the cities and enforcement of minimum lot sizes in agricultural zoning. The County-wide population grew by 26.85% from 2000-2010, while the population living in



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unincorporated Carroll County increased by 10.58% (**Exhibits 1-7 and 1-8**). In the 1990s, adjusting for the de-annexation of approximately 2,300 residents from Villa Rica, over 70% of the new County residents were located in unincorporated areas. Since 2000, the percentage of new unincorporated population growth has increased at a lower percentage than the cities of Carrollton, Mt. Zion, Temple, and Villa Rica.

**Exhibit 1-7: City & Unincorporated Population (2000-2020)**

	<b>2000</b>	<b>2010</b>	<b>Percent Change (2000-2010)</b>	<b>2020</b>	<b>Percent Change (2000 - 2020)</b>
Unincorporated	56,901	69,178	21.58%	72,861	28.05%
Bowdon	1,959	2,042	4.24%	2,161	10.31%
Carrollton	19,843	24,381	22.87%	26,738	34.75%
Mt. Zion	1,275	1,696	33.02%	1,766	38.51%
Roopville	177	218	23.16%	231	30.51%
Temple	2,383	4,228	77.42%	5,089	113.55%
Villa Rica <sup>16</sup>	4,134	8,367	102.39%	9,706	134.78%
Whitesburg	596	588	-1.34%	596	0.00%
Total Population <sup>17</sup>	87,268	110,698	26.85%	119,148	36.53%

Source: 2010 and 2020 Census

<sup>16</sup> Only the Carroll County portion of Villa Rica is shown.

<sup>17</sup> A small portion of Temple is in Haralson County., and a small portion of Bremen (40 homes) is in Carroll County.



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## **Exhibit 1-8: Urban & Rural Growth (2000-2016)**

Source: U.S. Census

### **E. Age Distribution**

**Exhibit 1-9** illustrates the age distribution and growth trends of the past two decades. Due to immigration, the working age group between 25 and 34 has continuously exceeded 14% of the total population and contributing to the increase in school age children. Population over age 65 has grown in absolute numbers from 5,940 in 1980 to 10,113 in 2005 to 16,942. This population cohort had slowly declined as a percent of the total population from 10.5% in 1980 to 9.7% in 2005, but has recently increased to 13.89% in 2021. The population age distribution in Carroll County mirrors that of the State of Georgia and only slightly differs from the United States as a whole (**Exhibit 1-10**).



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**Exhibit 1-9: Carroll County Age Distribution (1990-2021)**

Age Cohort	1990		1995		2000		2005		2010		2016		2021	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%
Under 5 years	5,378	7.48%	5,655	7.24%	6,220	7.06%	7,818	7.49%	7,803	7.10%	7,441	6.50%	7,785	6.38%
5 to 9 years	5,405	7.52%	5,731	7.34%	6,507	7.39%	6,907	6.62%	7,878	7.10%	7,515	6.60%	8,816	7.23%
10 to 14 years	5,286	7.35%	6,011	7.70%	6,363	7.23%	7,158	6.86%	7,744	7.00%	8,096	7.10%	7,623	6.25%
15 to 19 years	6,588	9.17%	6,429	8.23%	7,512	8.53%	8,118	7.78%	9,331	8.40%	9,563	8.40%	9,263	7.59%
20 to 24 years	6,901	9.60%	7,048	9.02%	7,619	8.65%	9,211	8.82%	9,841	8.90%	10,254	9.00%	9,625	7.89%
25 to 29 years	5,915	8.23%	5,757	7.37%	6,487	7.37%	9,500	9.10%	7,530	6.80%	15,194	13.40%	10,122	8.30%
30 to 34 years	5,944	8.27%	6,431	8.23%	6,498	7.38%	8,545	8.19%	7,202	6.50%			8,626	7.07%
35 to 39 years	5,426	7.55%	6,291	8.06%	6,754	7.67%	7,710	7.39%	7,382	6.70%	14,271	12.50%	7,715	6.33%
40 to 44 years	4,944	6.88%	5,329	6.82%	6,557	7.45%	7,403	7.09%	7,340	6.60%			6,524	5.35%
45 to 49 years	4,102	5.71%	5,039	6.45%	5,694	6.47%	6,913	6.62%	7,607	6.90%	14,767	13.00%	7,872	6.45%
50 to 54 years	3,412	4.75%	4,388	5.62%	5,319	6.04%	5,731	5.49%	7,044	6.40%			7,300	5.99%
55 to 59 years	2,814	3.92%	3,335	4.27%	4,284	4.87%	5,225	5.01%	6,214	5.60%	7,053	6.20%	6,744	5.53%
60 to 64 years	2,466	3.43%	2,720	3.48%	3,462	3.93%	4,034	3.86%	5,503	5.00%	5,486	4.80%	7,011	5.75%
65 years and over	7,294	10.15%	7,933	10.16%	8,767	9.96%	10,113	9.69%	12,108	11%	14,116	12.50%	16,942	13.89%
Total Population	71,875	100	78,097	100	88,043	100	104,386	100	110,527	100	113,756	100	121,968	100

Source: U.S. Census and American Community Surveys 2016 and 2021



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**Exhibit 1-10: 2021 Population by Age**

Age Cohort	Carroll County		Georgia		United States	
	Number	Percent	Number	Percent	Number	Percent
Under 5 years	7,785	6.4%	686,785	7.1%	20,010,813	5.6%
5 to 9 years	8,816	7.2%	695,161	7.2%	21,821,492	6.0%
10 to 14 years	7,623	6.3%	689,684	7.1%	21,821,492	6.6%
15 to 19 years	9,263	7.6%	709,999	7.3%	21,824,088	6.6%
20 to 24 years	9,625	7.9%	680,080	7.0%	21,585,999	6.4%
25 to 34 years	18,748	15.4%	1,335,560	13.8%	21,382,643	13.6%
35 to 44 years	14,239	11.7%	1,397,540	14.4%	45,079,138	13.2%
45 to 54 years	15,172	12.4%	1,391,252	14.3%	40,673,717	12.3%
55 to 59 years	6,744	5.5%	573,551	5.9%	21,141,152	6.4%
60 to 64 years	7,011	5.7%	496,006	5.1%	21,673,882	6.5%
65 to 74 years	10,368	8.5%	606,429	6.3%	33,778,204	10.2%
75 to 84 years	4,773	3.9%	311,783	3.2%	16,151,137	4.9%
85 years and over	1,801	1.5%	113,823	1.2%	5,962,673	1.8%
<b>Total Population</b>	<b>121,968</b>	<b>100</b>	<b>9,687,653</b>	<b>100</b>	<b>331,893,745</b>	<b>100</b>

Source: 2021 Population Estimates, ACS.

**Exhibit 1-11** provides youth dependency and aged dependency ratios that reflect the number of people in the working age population for every young person and older person not in prime wage earning years. These ratios reflect a better ratio between the workforce and those dependent on the workforce for goods and services than in the nation as a whole. This factor together with other economic indicators, reflect a strong healthy work force population. In terms of the youth dependency ratio there is only a 0.14 person variation between Carroll County and Georgia which is





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currently at 2.80 and a much larger 1.28 person variation between Carroll County and the Nation, which is 3.92. The aged dependency ratio shows a wider variation. Consistent with its high percentage of residents over age 64 compared to Georgia and Carroll County, the United States had 4.60 people in the working age range for every aged person. Georgia and Carroll County had 5.81 and 6.20 respectively.

Over the next few decades the trends indicate that the working age population will continue to show positive increases due to the community’s location at the fringe of Atlanta’s metropolitan area, the relative affordability of housing, the job market and the overall quality of life.

**Exhibit 1-11: 2021 Dependency Ratios**

Age Group	Carroll County		Georgia		United States	
	Number	Percent	Number	Percent	Number	Percent
Youth (0-19)	33,487	27%	2,839,486	26%	63,656,393	25%
Working (20-64)	71,539	59%	6,374,393	59%	193,684,093	58%
Aged 65+	16,942	14%	1,585,687	15%	55,892,014	17%
Total Population	121,968	100	10,799,566	100	331,893,745	100
<b>Dependency Ratios</b>						
Youth Dependency	2.64		2.80		3.92	
Aged Dependency	6.20		5.81		4.60	

Source: U.S. Census. \* Minor discrepancies may occur due to rounding.

The continued growth in working/child bearing age individuals will increase demands for schools and affordable starter housing stock. The number of retirees and “empty nesters” will grow at a slower rate than the working age group. With growth in all population groups, the County will experience demands for a mix of recreational opportunities, housing types and personal services.

**F. Race and Ethnicity**

Racial diversity within Carroll County has fluctuated between 1995 and 2021. Between 1995 and 2000, the proportion of the population categorized by the Census Bureau as “white” remained constant but decreased between 1990 and 2021 from 82.8% to 68.6% of the total population. This is



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partially due to the option on Census data for Hispanics to identify their race as “other”<sup>18</sup>. The African American population increased from 15.9% and 17.1% of the total population between 1995 and 2021. Other racial categories increased as a percent of the total population with the most significant increase occurring among those of Hispanic origin, 0.8% to 4.3% in 2005. In 2010, 6.2% of the county considered themselves Hispanic, with the percentage increasing to 7.5% in 2021.

**Exhibit 1-12: Carroll County Racial & Ethnic Composition by Percent (1995-2021)**

Race Category	1995	2000	2005	2010	2017	2021
White	80.90%	79.40%	76.89%	75.6%	74.16%	68.6%
Black & African American	15.90%	16.10%	16.89%	18.2%	19.20%	17.1%
Hispanic Origin <sup>19</sup>	1.80%	2.50%	4.26%			
Indian & Alaska Native	0.20%	0.30%	0.08%	0.4%		0.5%
Asian or Pacific Islander	0.50%	0.60%	0.72%	0.029%		1.0%
Other	0.70%	1.10%	1.15%	2.82%	2.95%	
Total Population	100.00%	100.00%	100.00%	100.00%	100.00%	

Source: U. S. Census

The Hispanic and Latino populations increased by 253% during the 1990s. Despite this increase, Carroll County remains less diverse racially and ethnically than Georgia and the United States as a whole (**Exhibit 1-13**).

<sup>18</sup> The term “Hispanic” refers to a broad range of ethnic groups who may be considered members of the white, black, or other races.

<sup>19</sup> For the 2010 Census, the question was divided into Race and Hispanic Origin. 6.2% of the county population identified as Hispanic, among the different races.



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**Exhibit 1-13: 2021 Race and Hispanic & Latino Origin Population by Percent**

Race Category	Carroll County	Georgia	United States
White Alone	68.6%	51.9%	61.2%
Black or African American	17.1%	30.8%	12.1%
Indian or Alaska Native	0.5%	0.5%	1.0%
Asian & Pacific Islander	1.0%	4.3%	5.8%
Two or More Races	7.9%	8.8%	12.6%
Hispanic or Latino	7.5%	10%	18.8%

Source: 2021 American Community Survey

Racial composition projections suggest a slow diversification pattern (**Exhibit 1-14**). Minority races are projected to comprise only a small percentage of the population. Overtime this trend will only marginally increase the number of different cultural activities conducted within the community and diversification of the consumer preferences of Carroll County citizens.

**Exhibit 1-14: Carroll County Projected Racial & Ethnic Composition (2020-2040)**

Race Category	2020	2025	2030	2035	2040
White	77.54%	77.37%	76.99%	64.0%	60.6%
Black & African American	16.80%	16.69%	16.61%	22.8%	24.2%
Indian & Alaska Native	0.31%	0.32%	0.32%	.36%	.39%
Asian & Pacific Islander	1.47%	1.69%	1.93%	1.9%	2.23%
Hispanic, any Race	3.87%	3.93%	4.14%	11.0%	12.6%
Total	100.00%	100.00%	100.00%		

Source: U.S. Census (2020-2030) and Woods and Poole (2035-2040)



## G. Migration & Mobility

Carroll County has experienced a net in-migration of residents over the past decade. Of the total population growth during the 1990s, 42% was natural increase,<sup>20</sup> 56% was in-migration from domestic locations and 2.8% was migration from other countries. The large in-migration rate is typical for areas adjacent to metropolitan areas. The natural population increase produces youth while in-migration includes a mixture of age groups.

In many metropolitan fringe communities, those who in-migrate often work outside of the community, closer to the metropolitan core. Although Carroll County does attract workers from neighboring counties, a significant number of Carroll County residents work outside the County. According to Census data, as of 1990, nearly 31% of the County's residents were employed outside the County. The percentage of residents working outside the County increased to 38% by 2000. This means that 17,138 of the 45,100 residents in the civilian labor force in the year 2000 commuted to jobs outside Carroll County. The percentage of Carroll County commuters driving alone decreased from 79.0% of all commuters in 2000 to nearly 76.3% in 2021 (**Exhibit 1-15**), while the percentage carpooling or taking public transportation decreased by 3%. Mean commuting time was 27 minutes for workers above age 16 in 2021. One new trend is with those walking or working from home which rose to 1,869 workers in 2016 and even more after 2020 as a result of the pandemic. With increases in technology, it will be interesting to see how that develops over the coming years.

### Exhibit 1-15: Commuting to Work

Commuting Style	2000		2021	
	Number	Percent	Number	Percent
Commuting workers 16 years and over	39,730	100.00%	54,583	100.00%
Drove alone	31,384	78.99%	41,643	76.3%
In carpools	6,168	15.52%	6,802	12.5%
Using public transportation	111	0.28%	385	0.71%

<sup>20</sup> Natural increases account for expected population changes after accounting for births and deaths.



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Using other means	418	1.05%		
Walked or worked at home	1,649	4.15%		

Source: U.S. Census 2000 & 2021 American Community Survey

**H. Educational Attainment**

**Exhibit 1-16** shows that, although the overall educational attainment of Carroll County is low relative to the state and nation, the disparity lessened during from 2000 to 2021. In 2000, nearly 30% of all people over the age of 25 in Carroll County had not graduated from high school, however, by 2021 this figured decreased to less than 14%. Despite significant gains in educational attainment during the 2000s, the County’s population in this area still lags behind the State and nation.

**Exhibit 1-16: Educational Attainment (2000-2021)**

Education Level	2000			2021		
	Carroll County	Georgia	United States	Carroll County	Georgia	United States
Less than 9th Grade	10.10%	7.60%	6.90%	3.9%	4.2%	4.8%
9th to 12th Grade (No Diploma)	18.90%	13.90%	11.50%	9.5%	6.8%	5.9%
High School Graduate (Includes Equivalency)	34.20%	28.70%	29.60%	36.5%	26.7%	26.3%
Some College (No Degree)	16.80%	20.40%	20.60%	21.1%	19.2%	19.3%
Associate Degree	3.50%	5.20%	6.50%	6.9%	8.4%	8.8%
Bachelor's Degree	9.80%	16.00%	16.10%	11.8%	20.9%	21.2%
Graduate or Professional Degree	6.70%	8.30%	9.00%	10.4%	13.7%	13.8%
Total for Adult Population 25 & Over	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%



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Percent high school graduate or higher	71.10%	78.60%	81.70%	86.7%	89.0%	89.4%
Percent bachelor's degree or higher	16.50%	24.30%	25.10%	22.2%	34.6%	35.0%

Source: 2000 U.S. Census and 2016 American Community Survey

**Exhibit 1-17** summarizes school enrollment for the county from preschool to graduate school, with 33,886 students representing approximately a third of the county's population.

**Exhibit 1-17: School Enrollment (2016)**

Education Level	2021	
	Enrolled	Percent of Student Population
Nursery school, preschool	2,208	6.9%
Kindergarten	2,089	6.6%
Elementary (1-4)	5,499	17.3%
Elementary (5-8)	6,107	19.2%
High School (9-12)	6,187	19.5%
College Undergraduate	8,534	26.8%
Graduate or Professional School	1,165	3.7%
<b>Total Enrolled</b>	<b>33,886</b>	<b>100.00%</b>

Source: 2021 American Community Survey



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#### I. Households

Census data indicates that in the year 2000 there were 32,808 households in Carroll County with an average of 2.66 people per household. 39.3% of households included persons under the age of 18, slightly higher than the State figure. Carroll County exhibits a relatively high proportion of female heads of households (12.3% of all households). However, married couple families still comprise a majority of all households, with over 55% of the total. Householders living alone comprised 21.2%, with single persons over the age of 65 comprising 7.6% of total households. Non-family households comprise only 5.8% of all households. Household size is expected to decrease to 2.63 people per household by 2030. The total number of households projected is shown in **Exhibit 1-18**.

**Exhibit 1-18: Carroll County Projected People per Household**

Year	Households	People Per Household
1985	23,231	2.75
1990	26,355	2.71
1995	29,496	2.69
2000	32,808	2.66
2005	39,540	2.64
2010	42,985	2.61
2015	46,376	2.59
2020	49,651	2.59
2025	53,136	2.60
2030	56,434	2.63

Source: U.S. Census

**Exhibit 1-19** shows the projected increase in households and the number of additional housing units required to accommodate the projected population growth, assuming a standard statistical 5% vacancy rate.



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**Exhibit 1-19: Carroll County Projected New Households and Housing Needs**

<b>Year</b>	<b>Total Households</b>	<b>New Households</b>	<b>Housing Units</b>
2005	39,540	6,733	7,069
2010	42,985	3,445	3,617
2015	46,376	3,391	3,561
2020	49,651	3,275	3,439
2025	53,136	3,485	3,659
2030	56,434	3,298	3,462
<b>Total</b>		<b>23,626</b>	<b>24,807</b>

Source: U.S. Census

**J. Income & Poverty**

The U.S. Census Bureau reports that the 2016 median household income in Carroll County was \$45,486 while the State figure was \$51,037. Per capita income in Carroll County is approximately \$22,814. **Exhibit 1-20** shows that income levels in Carroll County are projected to lag behind the State. Children and adults in Carroll County experience relatively high poverty rates, with an estimated 19.3% of the population living in poverty and 26.0% of the County’s children living in households with incomes below the poverty limit.<sup>21</sup> The low levels of income reflect historically low education attainment, the high proportion of single parent households, and reliance on lower paying service and manufacturing jobs. If County residents continue the progress in educational attainment and local economic development initiatives are successful, the gap between Carroll County and the State as a whole should narrow. **Exhibit 1-22** indicates historical household income by range.

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<sup>21</sup> 1997 Model Based Estimate, U.S. Census Bureau.





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**Exhibit 1-20: Income\* Characteristics (2010-2040)**

Year	Carroll County		Georgia	
	Per Capita	Median Household	Per Capita	Median Household
2010	\$21,384	\$45,559	\$25,741	\$51,112
2015	\$22,002	\$43,586	\$27,149	\$53,559
2020	\$22,814	\$44,636	\$28,183	\$55,278
2025	\$23,635	\$46,069	\$29,257	\$57,052
2030	\$24,486	\$47,175	\$30,372	\$58,883
2035	\$29,853	\$48,689	\$31,529	\$60,773
2040	\$30,928	\$50,252	\$32,730	\$62,724

\* Projected in 2004 dollars, Source: U.S. Census

The influence of the white-collar metropolitan commuting population has significantly enhanced the overall income during the past two decades. As shown in **Exhibit 1-21**, 41.8% in the year 2000, had a household income above \$45,000. In 2016, with a readjusted range, 45.8% earned above \$50,000. Between 2000 to 2016, the percentage of people making over \$75,000 grew from 16.4% to 27.3%. Although these figures aren't adjusted for inflation, household incomes are rising.

**Exhibit 1-21: Carroll County Household Income Range (2000-2016)**

Income Category	2000	2005	Income Category	2016
Less Than \$10,000	11.6%	10.9%	Less Than \$10,000	9.1%
\$10,000 - \$19,999	14.2%	13.4%	<b>\$10,000 - \$14,999</b>	5.0%
\$20,000 - \$29,999	13.9%	13.2%	<b>\$15,000 - \$24,999</b>	12.5%
\$30,000 - \$44,999	18.5%	18.2%	<b>\$25,000 - \$34,999</b>	12.2%



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\$45,000 - \$59,999	15.4%	16.3%	<b>\$35,000 - \$49,999</b>	15.4%
\$60,000 - \$74,999	10.0%	10.6%	<b>\$50,000 - \$74,999</b>	18.5%
\$75,000 - \$99,999	9.0%	9.5%	\$75,000 - \$99,999	12.5%
\$100,000 - \$124,999	3.3%	3.5%	\$100,000 - \$149,999	10.0%
\$125,000 - \$149,999	1.6%	1.7%	\$150,000 - \$199,999	2.5%
\$150,000 - \$199,999	1.0%	1.1%	\$200,000 or more	2.3%
\$200,000 or more	1.5%	1.6%		

Source: Georgia Department of Community Affairs and American Community Survey 2016

**K. Conclusion**

Growth in Carroll County over the last three decades has altered the character of many parts of the County and promises continued change in the next two decades. The County’s annual growth rate mandates that local decision-makers plan for provision of vital public facilities and services. Limited funding will require the County to coordinate with local service providers to balance the provision of public facilities with the demands of new growth.

The primary implications of recent growth trends are the needs to:

- Designate sufficient areas to accommodate projected population growth and non-residential development areas to meet future residents’ employment shopping and service needs;
- Maintain a jobs/housing balance, so Carroll County does not exclusively become a bedroom community for commuters; and
- Provide for adequate public facilities to meet the needs of an increasing population.

The in-migration of professional workers will bring higher education levels, higher incomes and increased retail and service markets to the County. While these are positive characteristics, their increased politically active presence is likely to lead to higher demands for public facilities and services.

Many of the recent migrants to Carroll County live in rural estate development. This pattern can lead to increased sprawl and decline in downtown and existing neighborhoods, environmental deterioration, rising usage of energy, loss of prime agricultural lands, fiscal imbalance in the provision



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of services, and loss of rural character. Allowing unmanaged rural estate housing can exacerbate existing inefficiencies in providing public facilities and services to rural areas, while altering the rural character and natural environment of the County. The Plan's policy and regulatory shift towards somewhat more concentrated urban center/corridor growth, adequate public facility standards, and other growth management techniques will reinforce the vitality of the County's cities and neighborhoods and improve the efficiency of service provision.

The impact of growth on the financing of public facilities and services is a concern of Carroll County and its municipalities due to the demands of a growing population and the significant cost of public infrastructure. Funding of public facilities constitutes a long-term investment in the health of the community and is a powerful economic development tool for all sectors of the economy. More efficient use of existing and new infrastructure will accommodate increased population growth while making best use of scarce tax dollars. The density, design, location, and mix of uses create varied public facility and service costs, and these factors must be considered when reviewing zoning and subdivision regulations and approval of development.

Differing population groups also require a different mix of public and private facilities. During the decade of the 1990s, there was nearly 26% growth in the population under the age of 18 in Carroll County. The percentage of school age children has been consistent through the 2000s.

While overall education and income improvements have been made since 2000, the existing population includes significant numbers of people with low income, poorly educated, living in female-headed households and/or dependent on low-wage jobs. The wage earners in these households provide labor for service, retail, and blue-collar manufacturing positions. This mix of attributes emphasizes the need to invest in schools, trade skills, and diverse employment growth, together with increasing affordable housing.

In addition to increases in younger school age children, the college student population will continue to increase, primarily on the strength of the University of West Georgia's enrollment growth, which currently stands at 11,155. The college student population brings increased education levels, a part-time labor force, and a demand for non-single-family housing options.

The increasing aged population also requires housing alternatives to the typical single-family subdivision. The creation of multi-family and accessory housing will occur primarily in the cities, but the County can take an active role in promoting urban housing and targeting housing options to defined areas.



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## II. Natural and Historic Resources

### A. Introduction

The natural and historical resources of a community represent powerful and finite assets to the community's quality of life. Long-term economic and cultural stability is dependent on wisely using and conserving these resources so that they may be enjoyed by future generations of residents and visitors. Properly preserved and promoted, these resources can provide economic opportunities that are unique to Carroll County. Once these resources are altered or exhausted, they are permanently changed, often in ways that reduce their usefulness for the future. This Chapter describes the community's physical and historic assets, identifies key issues, and establishes policy regarding the natural setting, environmental assets and historic resources of Carroll County.

### B. Location

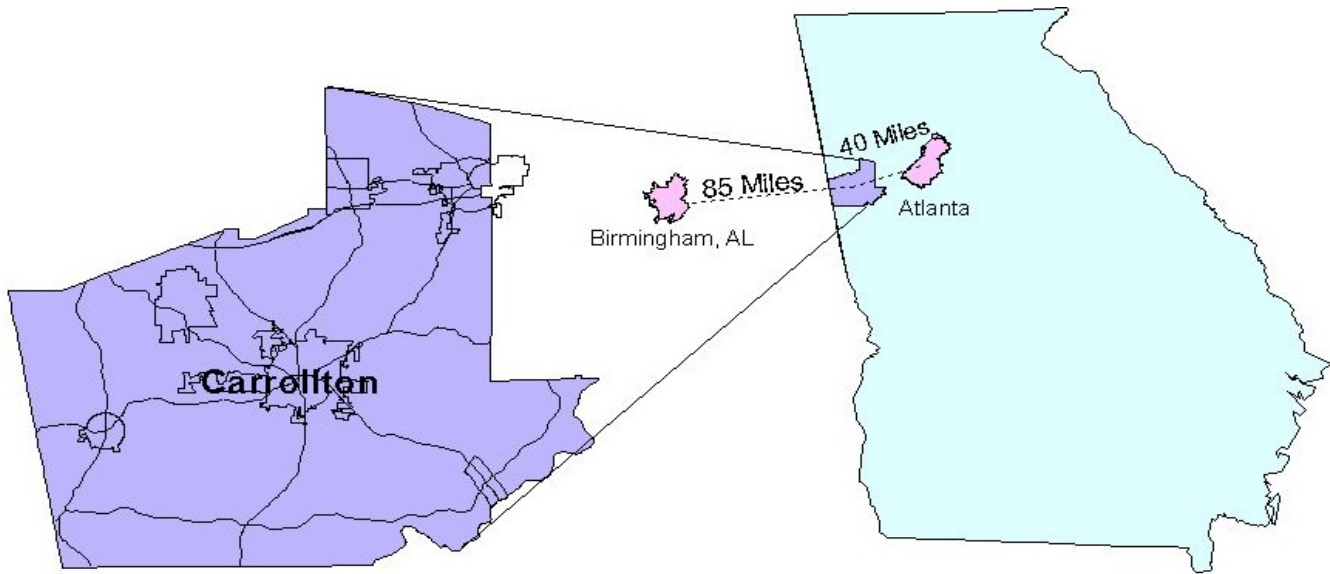
Carroll County's geographic location within the Atlanta Metropolitan area provides opportunities for metropolitan services, while retaining the cherished "small community" atmosphere. The County is situated along the western border of Georgia adjacent to Alabama proximately 40 miles west of Atlanta (Exhibit 2-1). Interstate 20 crosses the northeastern portion of the County connecting the major metropolitan areas of Atlanta and Birmingham, Alabama. Carroll County includes all or part of 8 municipalities: Bowdon, Bremen, Carrollton (County seat), Mt. Zion, Roopville, Temple, Villa Rica, and Whitesburg. The county also includes Fairfield Plantation, a large, but unincorporated residential development along the eastern boundary of the County.



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#### Exhibit 2-1 Location Map



#### C. Topography/Geology

Carroll County's topography is characterized by gently to steeply sloping hillsides with numerous drainage basins that flow in a general southwest direction. Elevations range from 700 ft. mean sea level (msl) to 1,600 ft. msl (196 – 454 meters) with Blackjack Mountain rising to 1,550 ft. msl (476 meters) in the southwestern corner of the County. The County is located within the physiographic province of the Piedmont Plateau south of the Blue Ridge and Appalachian Mountain ranges. Within this region the primary bedrock formation is metamorphic schist or gneiss.

##### 1. Step Slopes

Steep slopes (defined as land with slopes of 25% or greater) are located throughout the County. Many of these steep slopes are not suitable for development, particularly those adjacent to drainageways. Development on any steep slope is subject to natural hazards due to soil instability, but development along drainageways can increase erosion and sedimentation of streams. Steep slopes can be protected by adopting development standards that minimize development, land disturbance, and erosion while retaining stabilizing vegetative cover on and immediately above those slopes.



## 2. Protected Mountains

The Georgia Environmental Planning Criteria defines “protected mountains” as:

“... all land area 2,200 feet or more above mean sea level that has a percentage slope of 25 percent or greater for at least 500 feet horizontally and shall include the crests, summits, and ridge tops which lie at elevations higher than any such area”.<sup>22</sup>

Based on this definition, Carroll County does not contain any protected mountains because there are no locations with an elevation in excess of 1,600 feet mean sea level (msl). The highest elevations in the County range between 1,500 and 1,550 msl and are located along the north County border. However, under the provision for exceeding 25% slope for a distance greater than 500 feet, Blackjack Mountain in Southwest Carroll may qualify as a protected mountain.

### **D. Climate**

Overall the climate is mild and has four distinct seasons. Carroll County lies within a humid sub-tropical climatic classification zone. Mountains within the region block most cold air masses, which results in mild winters. The mountains also cause warm, moist air masses from the Gulf of Mexico to release precipitation before moving to the north and east. Snow occasionally falls, but accumulations are rare.

Consistent with the humid sub-tropical climate, average daily temperatures are considered mild in both winter and summer (Exhibit 2-2). Only once every ten years do temperatures reach above 100 degrees and only slightly more than half of the mornings during the winter season experience temperatures below freezing. Due to the hilly terrain, micro-climates exist where direct solar exposure may extend the typical two-hundred-day growing season. Shaded valleys may be cooler than exposed slopes.

Annual precipitation averages fifty-one inches and is fairly evenly distributed throughout the year, averaging up to five and six inches per month in winter and summer (Exhibit 2-3). Three to four inches of precipitation falls per month during the spring and autumn seasons.

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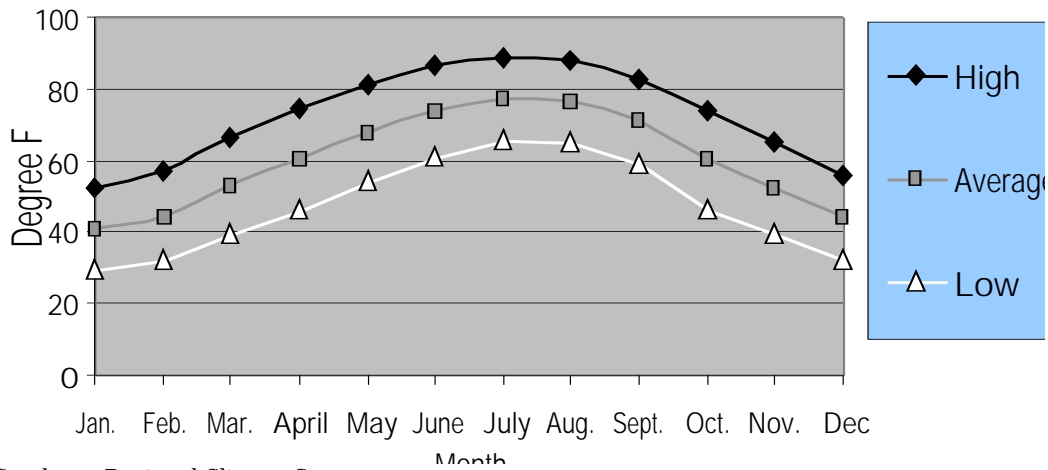
<sup>22</sup> State of Georgia, O.C.G.A. 12-2-8(c)(2).



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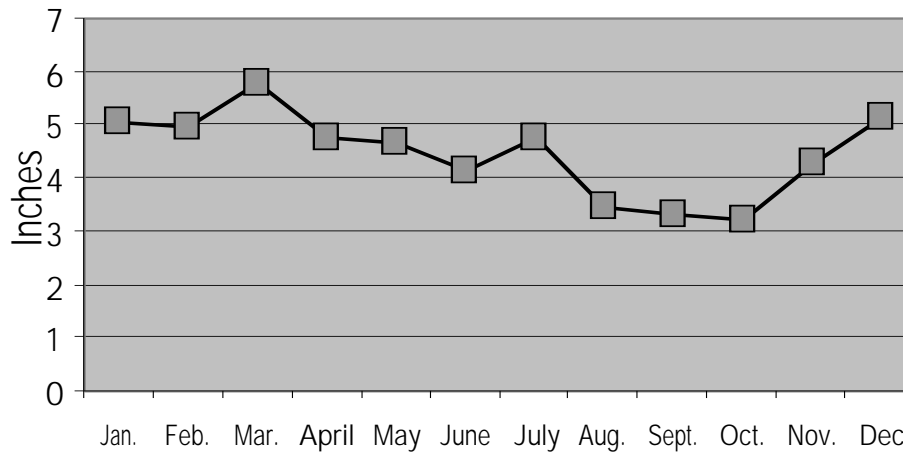
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**Exhibit 2-2: Carroll County Temperatures**



Source: Southeast Regional Climate Center

**Exhibit 2-3: Carroll County Average Rainfall**



Source: Southeast Regional Climate Center

When compared to select major cities, Carrollton gets a substantial amount of rainfall. Los Angeles receives an average total annual precipitation amount of 12.0 inches, while Miami receives 57.2 inches (Exhibit 2-4). Carrollton gets only 3.5 inches of rain less than Miami. Of the comparison cities,



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Chicago has the lowest average high temperature of 58.6 F while Miami has an average high of 82.9 F. Carrollton is third in average high temperature with an average high temperature of 72.8 F, less than Dallas' 76.3 F. Carrollton's average low temperature of 47.5 F is moderate compared to Miami's 66.3 F and Chicago's 39.5 F.

#### Exhibit 2-4: Temperature and Precipitation Comparisons

City	Average High Temperature	Average Low Temperature	Average Total Precipitation
Los Angeles, California	70.4	55.5	12.0
Dallas, Texas	76.3	54.6	33.7
Chicago, Illinois	58.6	39.5	35.8
Seattle, Washington	59.4	44.6	37.2
Kansas City, Missouri	63.6	43.7	37.6
Washington, DC	66.6	48.9	39.0
Boston, Massachusetts	59.0	43.6	41.5
<b>Carrollton, Georgia</b>	<b>72.8</b>	<b>47.5</b>	<b>53.7</b>
Miami, Florida	82.9	66.3	57.2

Source: National Climate Data Center

## E. Soils

### 1. Soil Classifications

The **Soil Classification Map** in **Appendix C** shows the soils of Carroll County. Soil composition coupled with slope and groundcover help define the use of land by dictating construction techniques, infrastructure construction and land stewardship techniques. Over 50% of the county's soils are composed of Madison association blends (Exhibit 2-5).

#### Madison – Tallapoosa

The Madison – Tallapoosa soils are mostly located northeast and southwest of Carrollton and throughout the county on broad inter-stream ridges and on slopes adjacent to drainageways. These soils have a brown gravelly fine sandy loam texture. This soil association has a low shrink-swell potential and is excessively to well-drained. Slopes range from 6% to 10% with moderate limitations to on-site wastewater facilities on gentle slopes.

#### Madison – Louisa – Tallapoosa

This soil type is usually located down slope from the Madison – Tallapoosa soils on 2% to 25% slopes and has moderate limitations for on-site wastewater facilities on gentle slopes. The topsoil is





described as brown gravelly fine sandy loam. Below the first five inches the subsoil is a red clay loam. Notable concentrations of this soil are located on Blackjack Mountain in the southwest and in the northwest portions of Carroll County.

**Davidson – Musella**

Davidson – Musella soils consist of red, gravelly loam topsoil with red clay loam approximately 6 inches below the surface. There is a band of this soil association running from southwest of Villa Rica to southwest of Roopville along ridges and on gentle side slopes. Typical slopes range from 6% to 10%. On steeper slopes this soil is subjected to severe erosion. Most of the soils in this association have moderate to slight limitations for on-site septic systems.

**Hulett – Grover**

The Hulett – Grover soil type is prevalent around Bowdon Junction in the north and is usually down slope from the Davidson – Musella soils on low inter-stream divides. This soil is characterized as brown gravelly-sandy loam on low, broad ridges with slopes between 2% and 10%. The limitations for on-site septic tank systems are slight to moderate while limitations on oxidation ponds are moderate to severe.

**Exhibit 2-5: Carroll County Soils**

Soil Type	Acres	Percent
Augusta loam	2,300	0.73%
Buncombe loamy sand	995	0.31%
Chewacla	25,000	7.90%
Congaree	6,510	2.06%
Davidson gravelly loam	24,990	7.90%
Grover gravelly sandy loam	6,250	1.98%
Gullied land	75	0.02%
Hulett gravelly sandy loam	35,995	11.38%
Iredell gravelly sandy loam	150	0.05%
Louisa gravelly sandy loam	21,110	6.67%
Louisburg stony loamy sand	8,045	2.54%
Madison gravelly loam	162,865	51.48%
Masada sandy loam	5,360	1.69%
Musella clay loam	2,860	0.90%
Tallapoosa gravelly clay loam	8,910	2.82%
Wilkes stony loam	1,535	0.49%



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Worsham silt loam	900	0.28%
Water	2,500	0.79%
Total Acres Evaluated	316,350	100.00%

Source: Soil Survey – Carroll and Haralson Counties Georgia, U.S. Department of Agriculture, March 1971

#### **Louisburg – Wilkes**

This soil type is excessively to well-drained upland soil and characterized by grey-brown shallow stony topsoil with sandy or silty clay loam subsoil. Much of this soil type is located east and southwest of Whitesburg in southern Carroll County. There are severe limitations to on-site septic systems in this soil association due to the slope of the land.

#### **Masada**

These brownish alluvial, gravelly-sandy-loam soils are located on stream terraces. Approximately 7 inches below the gravelly-sandy-loam surface, the clay loam subsoil ranges in depth from 54 inches to 8 feet. There are slight limitations for the use of septic tanks and foundation construction, and in low lying areas, the land may be subjected to flooding.

#### **Congaree – Buncombe**

Congaree – Buncombe soils are well-drained alluvial soils with level slopes ranging from 0% to 4%. Generally, these soils are located along the Chattahoochee River and Whooping Creek. Typically located in floodplains, these soils have yellowish-brown topsoil to 13 inches in depth with silty loam subsoil to an approximate depth of 41 inches. Due to frequent flooding, this soil association has severe limitations for homesites and on-site septic systems.

#### **Chewacla – Augusta**

These are poorly drained alluvial soils with slopes ranging from 0% to 6%. Soils structure includes dark brown silty loam topsoil to a depth of 9 inches with olive-brown sandy clay loam that can reach depths of 8 feet. These soils can be found along the Little Tallapoosa River and its tributaries. Due to flood hazards, homesites and septic tanks are severely limited. Oxidation ponds may be built in areas near the base of uplands.

Soils within Carroll County generally have a low shrink-swell potential, which increases the stability and durability of foundations and road bases. There are areas in the county with steep slopes that are prone to erosion without proper slope stabilization. Deforestation increases the erosion of most soils in the study area. Most soils are well drained except the Chewacla – Augusta soils located along natural waterways.



## 2. Prime Agriculture Soils and Forest Land

In March 1971, the U.S. Department of Agriculture issued soil survey rankings for soil types by their suitability for field crops through capability groupings. The rankings account for soil limitations for use as cropland, risk of damage to the soil when cultivated and the way soil responds to treatment. Soils ranking Class I or II are considered prime agricultural soils with few impediments to crop production. **Exhibit 2-6** shows the amount and type of Class I and II soils within Carroll County. There are 39,550 acres of prime agriculture soils, which accounts for only 12.5% of the total County land area. Most of the prime agriculture soils reside along riparian corridors and were created and periodically enhanced by alluvial deposits during flood events.

### Exhibit 2-6: Prime Agricultural Soils

Detailed Soil Type	Acres	Percent
Congaree	6,510	2.06%
Davidson Gravelly Loam, 2 to 6 Percent	4,205	1.33%
Grover Gravelly Fine Sandy Loam, 2 to 6 Percent	1,840	0.58%
Hulett Gravelly Sandy Loam, 2 to 6 Percent	15,110	4.78%
Iredell Gravelly Fine Sandy Loam, 2 to 6 Percent	150	0.05%
Madison Gravelly Fine Sandy Loam, 2 to 6 Percent	7,380	2.33%
Masada Fine Sandy Loam, 2 to Percent	2,645	0.84%
Masada Gravelly Sandy Loam, 2 to Percent	1,710	0.54%
Total Prime Agriculture Soils	39,550	12.50%
Non-Prime Agriculture Soils	276,800	87.50%
Total Acres	316,350	100.00%

Source: Soil Survey – Carroll and Haralson Counties Georgia, U.S. Department of Agriculture, March 1971

Although soil productivity is the primary determinant of agriculture suitability, non-soil factors also influence an individual site’s attractiveness for agriculture production. Most non-soil factors are related to development activities, such as infrastructure improvements, existing land uses and future land use designation.

## F. Hydrology

The Little Tallapoosa and Chattahoochee Rivers convey water southwesterly through Carroll County. The Chattahoochee River meanders along the southeast border of the county while the Little Tallapoosa River runs from Villa Rica, through Carrollton, and south of Bowdon to the County’s west



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border with Alabama. The drainage divide between these two rivers splits the County with the Chattahoochee River basin in the southeastern third of the county and the Tallapoosa River basin in the northwest two-thirds. The boundary between the two basins runs southwest from Villa Rica, through Ropville. Significant tributaries to these rivers running through Carroll County include Snake and Whooping Creeks flowing into the Chattahoochee River and Big Indian and Buck Creeks flowing into the Little Tallapoosa River.

#### 1. Floodplain

Carroll County's rolling hills and valleys direct runoff through moderately narrow floodplains (**Floodplain Map in Appendix C**). Land within the 100-year floodplain accounts for 7.37% of the total land area of 321,313 acres (502 sq. miles) or approximately 23,696 acres (37 sq. miles). Floodplain widths reach an approximate maximum of ½ mile along the Little Tallapoosa River, Chattahoochee River and tributaries. The County has adopted and enforces floodplain development regulations in accordance with the National Flood Insurance Program as stipulated by FEMA. These regulations minimize the loss of property and life by requiring structures built in the floodplain to be flood-proofed by elevating the structure to avoid inundation.

#### 2. Protected Rivers

The **Floodplain Map in Appendix C** also shows riparian zones adjoining rivers, streams and lakes that offer a vegetative buffer between the water body and cleared land that produces storm water runoff. Alluvial soils deposited through flood events are typically high in agriculture productivity along these floodplains but often are poorly drained. The following areas are defined as "River Corridors" under the Georgia Environmental Planning Criteria:

"... all land not regulated ... in the areas of a perennial stream or watercourse with an average annual flow of at least 400 cubic feet per second as defined by the United States Geological Survey and being within 100 feet on both sides of the river as measured from the river banks at mean high water."<sup>23</sup>

The riparian corridors shown in the **Floodplain Map in Appendix C** exceed the width requirements for state defined river corridors. However, the map does indicate regions in which

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23 State of Georgia, O.C.G.A. 12-2-8(c)(3).



erosion control, vegetation retention, septic tank limitations, impervious surfaces prohibition and other pollution mitigation measures should be taken.

### 3. Groundwater Recharge Areas

Groundwater recharge areas are regions where the soils and underlying road strata allow water to leach into the groundwater supply. Protecting groundwater recharge areas from activities that contribute to groundwater pollution promotes healthy public and private water supplies.

**Groundwater Recharge Areas Map in Appendix C** shows the groundwater recharge areas within Carroll County, which are characterized by thick soils that allow for the retention of surface water by percolation. Identified groundwater recharge areas are generally located on upland regions adjacent northwest and southeast of the Little Tallapoosa River.

The Georgia Department of Natural Resources reviews numerous state permits for conformance with specific performance standards within these recharge areas. Residential development that occurs within these areas requires minimum acreage for on-site wastewater systems consistent with **Exhibit 2-7**.<sup>24</sup>

#### **Exhibit 2-7: Minimum On-Site Wastewater System Acreage Standards in Groundwater Recharge Areas**

<b>Pollution Susceptibility Area</b>	<b>Department of Human Resources Standard</b>	<b>Pollution Susceptibility Adjustment</b>	<b>Minimum Acreage for New Home</b>
High	43,560 sq. ft.	150%	65,340 sq. ft.
Medium	43,560 sq. ft.	125%	54,450 sq. ft.
Low	43,560 sq. ft.	110%	47,916 sq. ft.

The Board of Health in 2017 adopted a true half acre standard for usable area, as there have been some system failures due to residents building on top of the septic lines. Details can be found in **Exhibit 2-8**.

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24 State of Georgia, Department of Human Resources, [Manual for On-Site Sewage Management Systems](#).



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**Exhibit 2-8: Minimum Useable Areas for Suitable Soils**

<b>Soil Percolation Rates</b>	<b>Minimum Useable Area if Non-Public Water Supply System</b>	<b>Minimum Useable Area if Public Water Supply System</b>
5-15 minute	43,560 sq. ft.	21,780 sq. ft.
16-30 minute	48,000 sq. ft.	24,000 sq. ft.
31-45 minute	52,000 sq. ft.	26,000 sq. ft.
46-60 minute	56,000 sq. ft.	28,000 sq. ft.
61-90 minute	60,000 sq. ft.	30,000 sq. ft.
91-120 minute	3 acres	3 acres
Min. Lot Width	125 ft.	125 ft.
Max. Sewage Flow	600 gpad	1200 gpad

Source: Georgia Department of Environmental Health

4. Wetlands

Identified wetlands within Carroll County consist of riparian areas along river corridors, lakes, ponds and other bodies of water (**Wetlands Map, Appendix C**). The Georgia Department of Natural Resources defines “freshwater wetland” as:

“... those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions”.<sup>25</sup>

Timber, wildlife management, wastewater treatment and recreational uses are acceptable in wetlands. Any construction, land use or land disturbance encroaching within a wetland requires issuance of a Section 404 permit to ensure compliance of activities with the Clean Water Act. Carroll County requires that a federally approved Section 404 permit be obtained prior to the issuance of any local development permit.<sup>26</sup>

25 State of Georgia, Department of Natural Resources, Rules of Georgia Department of Natural Resources Environment Protection Division - Chapter 391-3-16 Rules for Environmental Planning Criteria, 391-3-16-.03(3)(a).

26 Carroll County, Georgia, Carroll County Subdivision Ordinance, Section 8.7, pg. 31.



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## 5. Public Water Supplies and Water Supply Watersheds

The **Water Supply Watersheds Map** in **Appendix C** shows the Little Tallapoosa River and Chattahoochee River Basins that supply groundwater to the County. The primary source of raw water for Carrollton is the Upper Little Tallapoosa River (ULTR). The Little Tallapoosa headwater begins in Forsyth and Dawson Counties north of the Atlanta Metropolitan areas and bisects Carroll County from Villa Rica to the southwest corner of the County. Within the Little Tallapoosa River Basin Management area, which covers approximately 700 square miles in five Georgia Counties (Carroll, Haralson, Paulding, Heard and Polk), there are seven (7) municipal wastewater discharge points.<sup>27</sup>

Within Carroll County, the ULTR watershed covers approximately 95 sq. miles and is used as a source of drinking water, recreational opportunities, wildlife habitat, and wastewater disposal. The Cities of Temple and Villa Rica discharge treated wastewater into the river upstream of Carrollton's water treatment facility. Within the ULTR basin rapid development and increased reliance on private on-site wastewater treatment has accelerated water quality deterioration. According to the Georgia Department of Natural Resources, residual industrial contamination from aging "brownfield" industrial sites has discharged metals into the Little Tallapoosa in Carrollton. In addition, urban stormwater runoff from Carrollton, Temple and Villa Rica adds to the pollutants in the river. Federal stormwater release standards do not apply to urban run-off until the community's population is greater than 100,000 people.<sup>28</sup>

**Exhibit 2-9** shows the capacities of the water systems in Carroll County.

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<sup>27</sup> Georgia Department of Natural Resources - Environmental Protection Division, Tallapoosa River Basin Management Plan 1998 (1998), Page ES-3.

<sup>28</sup> Id, Pg ES-4.



**Exhibit 2-9: Water System Capacities**

<b>Municipal System Description</b>	<b>Current Capacity (MGD)</b>	<b>Future Capacity (MGD)</b>
City of Carrollton		
Conventional Surface Water Treatment	12.00	12.00
Carroll County Water Authority		
Conventional Surface Water Treatment	8.0	14
Wells	0.70	0.70
City of Bowdon		
Conventional Surface Water Treatment	1.00	2.90
City of Roopville		
Wells	0.09	0.09
City of Temple		
Conventional Surface Water Treatment	0.28	0.28
City of Villa Rica		
Conventional Surface Water Treatment	1.0	1.50
City of Whitesburg		
Wells	0.03	0.03
<b>Totals</b>	<b>18.20</b>	<b>31.70</b>

Source: Carroll County Authority and the cities of Carrollton, Bowdon, Roopville, Temple, Villa Rica and Whitesburg

The southeastern region of the County lies within the Chattahoochee River basin, which extends southeast from Union County in the northeast corner of the state, to Carroll County and south along the western border with Alabama. There are approximately two (2) million people living within the Chattahoochee River Basin in Georgia, with nearly 1.5 million living in the Atlanta metropolitan area.<sup>29</sup> Uses of the river and water resources include: municipal water and wastewater, recreation, navigation, irrigation, industrial water supply and hydropower. As demands within the basin increase, competition for water resources has increased. Georgia, Alabama and Florida have adopted the Apalachicola – Chattahoochee – Flint River Basin Allocation Formula Agreement, which ensures that specified quantities of water to flow through Georgia to Alabama and Florida. According to the Georgia Department of Natural Resources, water quality within the basin is good and has been

<sup>29</sup> Georgia Department of Natural Resources - Environmental Protection Division, Chattahoochee River Basin Management Plan 1997 (1997), Page ES-2.





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improving due to the adoption and enforcement of stringent major wastewater discharge standards. However, water quality downstream of the Atlanta metropolitan area is impaired.

The priority water quality issues within the basin are:

- Violations of water quality standards for metals associated with urban non-point source runoff;
- Violations of water quality standards for fecal coli form bacteria, associated with both urban and rural non-point source runoff; and
- Erosion and sedimentation, variously associated with construction, agriculture, forestry and unpaved rural roads, leading to degradation of aquatic habitat, which can reduce biological diversity.

### 6. Water Quality Initiatives

Pollutants arise from a variety of point and non-point sources in the County. Many modest sized lakes in Carroll County provide recreational opportunities and present an opportunity for residential development. Lakeside development is attractive for residential development. It is common for rural residential development to use on-site wastewater facilities that release contaminants that leach through soil into groundwater or surface water. Concentrations of contaminants from septic systems can enter water supplies and degrade water quality. A similar concern relates to agricultural operations. Pesticides and herbicides from farm operations, as well as animal waste from poultry and livestock operations can leach into streams and groundwater supplies and degrade water quality. Urban runoff, a lack of erosion control and a general loss of riparian corridor vegetation also contribute to the deterioration of water quality.

A study of the Upper Little Tallapoosa watershed was conducted by The Source Water Stewardship Exchange Team, with assistance from the University of Massachusetts and the Trust for Public Lands. While the study found that water quality within the watershed is in fair condition overall, the report notes that non-point source pollution needs to be managed to ensure long-term water quality. This proactive study recommends the following strategies to protect water quality:

- Establish a county-wide sewerage management authority to own and operate decentralized sewerage systems to serve future developments in areas not served by existing public sewerage utilities;
- Establish a county department of environmental health under the County Commission with authority to develop and implement an integrated environmental health program county-wide;



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- Work with state environmental officials or utilize local code enforcement resources to institute systematic inspection of all sewage disposal systems serving residences located on the shoreline of Lake Buckhorn;
- Design and conduct an in-depth baseline water quality assessment of Lake Buckhorn and potentially other key water bodies in the watershed, such as Lake Carroll and Sharps Creek Reservoir;
- Evaluate the potential impact on ULTR water quality of wastewater disposal areas projected to serve Carrollton, Villa Rica and Temple into the future;
- Identify top priorities for voluntary purchase or conservation easements in the Upper Little Tallapoosa Watershed;
- Establish a substantial, reliable local funding source for land protection;
- Seek expansion of the Georgia Forest Legacy Program to include Carroll County;
- Create a mechanism for inspection and enforcement of construction site activities;
- Apply “smart” stormwater design features to new development by altering construction standards in order to reduce stormwater runoff and increase infiltration;
- Create a Soil and Water District Technician position at the West Georgia Soil and Water Conservation District (SWCD) that focuses solely on Carroll County, or establish a Soil and Water Conservation District that serves only Carroll County;
- Fence cattle out of streams and restore riparian buffers;
- In cooperation with Georgia Environmental Protection Division staff and NRCS, evaluate adequacy of waste handling facilities and practices at existing poultry producing operations in the watershed; and
- Create a public-private partnership to prioritize and fund restoration and best management practices, to slow farm and forest conversion and to help secure restoration and conservation funding (an Agricultural and Woodland Owner’s Council).<sup>30</sup>

Through the Source Water Stewardship Program, the Trust for Public Land (TPL), a national non-profit land conservation organization, has been working with local officials and stakeholders to develop a strategic plan to preserve and improve water quality in the Upper Little Tallapoosa River watershed. The program goal is to provide watershed planning guidance for local decision makers in

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<sup>30</sup> Source Water Stewardship Exchange Team, Upper Little Tallapoosa River Watershed - Source Water Stewardship Exchange Team Report (April 30, 2003).



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a manner that coordinates multi-jurisdictional activities by establishing specific implementation strategies. The Upper Little Tallapoosa River Watershed Project is intended to:

- Raise public awareness about drinking water, its vulnerability to land use changes, and the importance of protecting it through watershed protection and stewardship.
- Improve inter-jurisdictional communication and planning.
- Create more consistent and effective regulatory protections between jurisdictions.
- Develop useful, high quality data to assist decision-making.
- Identify clear priorities for land conservation and forest management.
- Identify creative voluntary and regulatory strategies for protection, including effective financial incentives and agreed-upon best management practices.
- Identify ways to supplement existing funding for planning and enforcement. Create an action plan that is agreed on by state, local and nonprofit partners that will position the Little Tallapoosa watershed for future funding, and create strong partnerships to carry out that plan.

Implementation of these recommendations is primarily the responsibility of Carroll County, cities and State agencies. To promote consistency between policy and actions, the Source Water Stewardship Exchange Team's recommendations have helped shape the policies and implementation tasks advocated within this Plan.

While not explicitly addressing water quality issues, the Georgia Water Coalition is a statewide organization dedicated to retaining water resources as a public asset rather than a public commodity. To accomplish its goal, the Coalition conducts lobbying efforts primarily through petitions, information dispersal and legislative contacts.<sup>31</sup> The coalition currently has 70 member organizations.

### **G. Vegetation and Wildlife**

Natural vegetative cover consists of pine, oak and hickory trees on upland locations with willow, beech, poplar, dogwood and ash trees in the lowlands. Forested areas are primarily located in the southeast and northwest areas of the County, areas where timber operations have been active. A significant amount of land has been deforested for agricultural pursuits.

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<sup>31</sup> Georgia Water Coalition, Will Georgia's Water Remain a Protected Public Resource ... or will it be Sold to the Highest Bidder? (Pamphlet).



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Carroll County is home to many wildlife species. Lakes, ponds, and streams are inhabited by various fish species; most common are Blue Gill, Bass, and Channel Catfish. Fowl include turkeys, ducks, Bobwhites, and Mourning doves. Mammalian fauna located within Carroll County include deer, beaver, rabbit, and squirrel. Exhibit 2-10 lists the threatened and endangered animal species of concern in Carroll County and potential threats to those species.

**Exhibit 2-10: Threatened and Endangered Species in Carroll County**

Species	Federal Status	State Status	Habitat	Threats
<b>Animals</b>				
Gray Bat ( <i>myotis grisecens</i> )	E	E		
Indiana Bat ( <i>myotis sodalist</i> )	E	E		
Northern Long-eared Bat ( <i>myotis septentrionalis</i> )	T	T		
Finelined Pocketbook ( <i>lampsilis altilis</i> )	T	T	Tallapoosa River System	
<b>Plants</b>				
Little Amphianthus ( <i>amphianthus pusillus</i> )	T	T		
White Fringeless Orchid ( <i>platanthera integrilabia</i> )	T	T		
Black Spored Quillwort ( <i>isoetes melanospora</i> )	E	E	Native to Georgia and South Carolina	

Source: U.S. Fish and Wildlife Service, available at <https://ecos.fws.gov/ipac>

Additionally, a number of migratory birds are protected under the Migratory Birds Treaty Act of 1918 and the Bald and Golden Eagle Protection Act of 1940, including: Bald Eagle, Cerulean Warbler, Eastern Whip-poor-will, Kentucky Warbler, Prairie Warbler, Prothonotary Warbler, Red-headed Woodpecker, Rusty Blackbird, and the Wood Thrush.

The West Georgia Chapter of the Georgia Native Plant Society (GNPS) is dedicated to the preservation of native plants and to the education of the general public of their importance and how to use them in our woodlands and landscapes. Carroll County is located in a region that is very rich in diversity of native plants. Also, Carroll County has much acreage in its natural state, including land used for



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passive recreation, for citizens and visitors to observe and appreciate the beauty of those plants. These properties offer every micro climate possible in zone 7B, contributing to the great plant diversity in the County.

The West Georgia Chapter of the Georgia Native Plant Society (GNPS) also contributes to Carroll County's natural beauty through its native plant rescue program, which includes certified rescue facilitators. When an area of the County has been designated by an owner or developer to be disturbed and cleared, GNPS representatives meet with the owners and sign agreements for qualified rescuers to participate in the removal of valuable and sometimes rare plants to be relocated to public or private gardens or recreational areas such as one of the county's passive recreational areas. The activity actually becomes a partnership between the owner and the Society. It is not uncommon for the owner to be publicly recognized for the "gift" of plants. The process in no way interferes with the plans of the owner or interrupts the development.

One example of these activities is an ongoing project to relocate native azaleas from a private owner to McIntosh Reserve. In 2005, twenty-eight azalea plants were relocated to the reserve and this year forty will be planted. GNPS has also offered its assistance with relocating plants along the Greenway Path along the Chattahoochee River. The Society sees County property as natural repositories for rescued plants. The West Georgia Chapter of the Georgia Native Plant Society continues its educational and rescue through 2018.

Carroll County has an active Master Gardener program through the University of Georgia Cooperative Extension Service. The purpose of the Master Gardener program is to train volunteers to complement, enhance, and support the educational efforts of the local UGA Extension office. The mission of the Carroll County Master Gardener Association is to support UGA Cooperative Extension in extending life-long learning opportunities to the people of Carroll County and the West Georgia area through unbiased research-based education in horticulture and the environment.

### **H. Air Quality**

Carroll County was included within the Atlanta Metropolitan Statistical Area as a result of the 2000 Census, which could have resulted in the county being considered a non-attainment area subject to meeting certain air quality standards, such as emissions. In October 2022, the Environmental Protection Agency (EPA) announced approval of Georgia's request to redesignate to attainment status for the 2015 National Ambient Air Quality Standard, which limits the nonattainment area to Bartow, Clayton, Cobb, DeKalb, Fulton, Gwinnett, and Henry. At this time, Carroll County is not considered to be non-attainment.



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#### 1. Emissions Testing

In the event that Carroll County, in the future, is determined to fail air quality standards, owners of automobiles and trucks with model years between 1979 and 2000 will need to undergo emissions testing prior to registration. Vehicles that fail emissions testing must be repaired to reduce emissions and retested. In the event that a vehicle fails the second test, a repair waiver may be granted provided certain conditions apply. Most metropolitan Atlanta Counties have mandatory vehicle emission inspections.

#### 2. The Clean Air Coalition

Formed in 1996, The Clean Air Coalition is a nonprofit organization that seeks to improve air quality by reducing traffic congestion. The Coalition, which has a broad-based public and private membership, is partially funded through the U.S. Department of Transportation's Congestion Mitigation and Air Quality fund (CMAQ). The Coalition provides technical and educational support and incentives to employees and employers who implement traffic demand control techniques. Transportation and work schedule options such as teleworking, carpooling, vanpooling, flextime and the use of transit are congestion reduction strategies supported by The Clean Air Coalition. While a healthier environment is the Coalition's goal, it stresses the value of reduced transportation costs and enhanced employee productivity as valid economic reasons to reduce congestion.

### **I. Greenspaces**

Carroll County has initiated a county-wide Greenspace Program that is a collaborative effort between the County and five of its municipalities. The Carroll County Greenspace Plan is a comprehensive document that identifies scenic views and watersheds targeted for preservation. The goals of the program are to preserve 20% of Carroll County's land base while protecting watersheds and drinking water quality. The program is to be implemented through a variety of tools including: transferable development rights, zoning and subdivision code revisions, landscape ordinances and use of special purpose local option sales tax (SPLOST) funding.<sup>32</sup> Major obstacles to implementation of the plan are identified as the high costs of land acquisition and a lack of sewer service that makes the clustering of homes difficult. Authorization of the use of community wastewater systems could help overcome

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<sup>32</sup> On November 3, 2003, County residents overwhelmingly approved a SPLOST that included \$13 million for greenspace acquisition and protection.



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limitations on cluster development. A related effort includes participation in the West Georgia Watershed Assessment Program.

Within Carroll County there are approximately 3,000 acres of public and private recreational facilities. There are a number of lakes and parks providing recreational opportunities, including: the McIntosh Reserve, John Tanner Park, Moore's Bridge Park, Little Tallapoosa Park, Snake Creek Park, Blackjack Mountain, Moss Ferry Park (to be developed), Lake Seaton, Lake Carroll, Lake Buckhorn and Lake Tisinger. The John Tanner Park occupies 139 acres west of Carrollton, which was operated as a private park from 1954 until 1971 before becoming a state and now a county park. John Tanner Park offers camping, lodging, fishing, boating, swimming, and other outdoor recreational and passive activities. The park boasts the largest sand swimming beach of any state park in Georgia.

County operated recreational facilities consist of the McIntosh Reserve located along the Chattahoochee River in southern Carroll County. The Reserve is named after Chief William H. McIntosh, a leader of the Creek Indians who was murdered on his plantation in 1825 by Upper Creek Indian warriors in revenge for McIntosh's alliance with the Federal government during the War of 1812 and for selling Indian land. His plantation lies within the 487-acre reserve. Numerous passive recreational activities may be conducted year-round. Camping, fishing, hiking and picnicking facilities are available along with several special events throughout the year. In addition to recreational opportunities, the reserve is an environmental, cultural and educational asset to Carroll County and the region.

Initially formed by large landowners in neighboring Fulton County in 2001, the Chattahoochee Hill Country Alliance (CHCA) is a nonprofit organization dedicated to conserving existing greenspaces, preserving land values and promoting sustainable development. With support from The Nature Conservancy, The Georgia Conservancy and the National Park Service, CHCA's initial focus was to develop a Master Plan for a 40,000-acre region in southern Fulton County and preserve natural resources in the region. The intent of the Master Plan is to promote:

- The importance of conservation and preservation of greenspace;
- The continuation of agriculture and its associated rural services;
- Future growth that occurs in a compact pattern with a mix of residential, commercial and retail uses to enhance the surrounding community;
- A range of housing choices to provide options for all incomes and ages;
- Connectivity for pedestrians, bicyclists and motorists; and
- Design that is socially responsible, environmentally friendly and economically sound.



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The Chattahoochee Hill Country Community Plan recommends the use of village/hamlet development centers, three types of protection buffers (Rural, Scenic and Riparian), transferable development rights (TDRs), and sustainable rural design guidelines.

On April 2, 2003, after legislative efforts at the State and County levels, the Chattahoochee Hill Country Overlay District of Fulton County was created by the Fulton County Board of Commissioners to facilitate the use of TDRs to preserve rural resources. Implementation details of the TDR program are being finalized and will include the use of a “TDR Bank” to facilitate timely and predictable transactions. Currently, the CHCA is seeking funding to seed the “TDR Bank”. Through a Livable Communities Initiative grant from the Atlanta Regional Commission, the CHCA is developing a sustainable village design to serve as a model for future village and hamlet developments. Serenbe broke ground in 2003. The establishment of a TDR program and the sustainable village design guidelines are major accomplishments towards achieving the organization’s vision.

The influence and vision of the CHCA has grown. The CHCA has enjoyed a growing support base, which now includes power companies, local governments and state agencies. The Coweta Chapter of the CHCA was formed in Coweta County to pursue similar activities to those completed in Fulton County. In addition to activities in Coweta County, the Alliance’s growing vision includes preservation and trail interests in Carroll and Douglas Counties. Although currently in a draft stage, the CHCA led an effort to develop a regional trails and greenspace plan that incorporates parts of Carroll, Coweta, Douglas and Fulton Counties. Carroll County contributed to the funding of the Plan. The Chattahoochee Hill Country Regional Greenway Trail Plan connects 3 county parks, 2 state parks and private greenspaces. This Comprehensive Plan coordinates Carroll County’s greenspace program with the Regional Greenway Trail Plan. Douglas County has completed its initial trail segment and plans to extend it to Sweetwater Creek State Park.

In May 2018, an inaugural meeting of the Chattahoochee Working Group was held. The Chattahoochee Working Group is a collaboration of municipalities, counties, Congressional districts and non-profit organizations that will engage on Chattahoochee related topics on a 100-mile stretch between Buford Dam and Chattahoochee Bend State Park. The working group will offer a platform to disseminate information, gather input, and identify partnerships. The working group completed its initial project called the Chattahoochee Riverlands.<sup>33</sup>

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<sup>33</sup> The study can be found at <https://www.chattahoocheeriverlands.com>





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## **J. Carroll County Cultural Resources**

### **1. Scenic Views**

Carroll County is full of charming and scenic areas. While the following list from the 1992 Comprehensive Plan is subjective, it identifies the main scenic vistas that help define Carroll County.

In northern Carroll County, John Tanner Park offers visitors a pleasant, scenic setting for recreational enjoyment. The Georgia Highway 113 corridor between the north side of Carrollton and I-20 provides scenic viewsheds in all directions. Highpoint Road, located in the northwestern corner of the County, traverses a prominent ridge, offering spectacular vistas east and west.

In eastern Carroll County, the view from Oak Mountain, just east of the City of Carrollton, is superb in every direction. Motorists travelling Georgia Highway 166 from the Carroll-Douglas line to Four Notch Road can enjoy the scenic countryside, as well as the scenic and historic Hulett Community. Another impressive view, particularly in the early morning, is from the ridgetop overlooking Whooping Creek at Georgia Highway 5. McIntosh Reserve, a County-owned passive recreation area on the Chattahoochee River near Whitesburg, provides visitors with scenic views of the Chattahoochee River from the vantage point of Council Bluff, and at river level along nature trails. Another scenic area in the same vicinity of the County is Snake Creek at Banning Mill.

There are a number of scenic areas in southern Carroll County. Both Roopville-Veal Road and Hilltop Road near Roopville provide scenic vistas of the surrounding countryside. Motorists travelling US Highway 27 north of the Lowell Road intersection can enjoy a spectacular viewshed east and west. The Clem Lowell and Jones Mill areas in Southeast Carroll are scenic, offering bucolic views. The area surrounding Oak Grove Road, Bonner Goldmine Road, and Bethesda Church Road is a particularly scenic area of rolling hills. Blackjack Mountain, Carroll County's highest elevation, is located in extreme southwestern Carroll County and provides spectacular east and west vistas of western Georgia and eastern Alabama.

In western Carroll County, Georgia Highway 100 traverses several ridges which offer scenic vistas of western Georgia and eastern Alabama.

Development in the northern areas of the County threatens the scenic vistas in those areas. The County purchased Blackjack Mountain, preserving it as open space, as well as property along Highway 113. Highways 5, 100, and 113 have been proposed as scenic byways. The Georgia Scenic Byways program is administered by the Georgia Department of Transportation.



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Designated scenic byways must have a Corridor Management Plan in place that identifies steps to preserve the scenic vista.

### 2. Other Cultural Resources

Significant historic commercial resources include the central business districts of the incorporated towns in Carroll County.

Significant historical industrial resources include the Banning Mill, the Southwire Company, GoldKist, and the gold mine outside of Villa Rica.

Significant historic institutional resources include several old schools, including Burwell and Tyus (two public schools), and Oak Mountain Academy. Located on Oak Mountain, the school was visited by Norman Rockwell in 1946 and was the subject of a painting later named "One Room Schoolhouse." There are also several historic churches in the county, including the abandoned Smith Chapel, Veal Church, Whitesburg Baptist Church, Victory United Methodist Church, and campgrounds for camp meetings at Shiloh UMC in Burwell community and Old Camp UMC on Tyus Road.



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Historic Shiloh United Methodist Church in the Burwell Community

Significant transportation resources include the old rail lines that created “Bowdon Junction”.

Significant rural resources include the large number of unincorporated communities, such as Banning, Burwell, Clem, Hickory Level, Lowell, Kansas, Sand Hill, Tyus, Victory, Veal, Cross Plains, and Byer’s Crossroads. Other resources include the Round Barn near Hickory Level and Johnson’s Sweet Potato Curing Shed off US 27 South that was formerly a drop-off point for area students attending Berry College in Rome, resulting in US 27 being named Martha Berry Highway by GDOT.



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Actress Susan Heyward was married to Carroll County rancher and former federal agent Eaton Chalkley. Ms. Heyward was a popular figure in the area in the 1950s and 1960s, and she and her husband were baptized into the Catholic Church in 1964. She considered Carrollton her adopted hometown and following her death in 1972, she is buried next to her late husband at Our Lady of Perpetual Help Catholic Church in Carroll County.

### **K. Carroll County Historic and Archeological Resources**

There are numerous historical resources within Carroll County that contribute to the long-term understanding of local, state, and national historical events and culture. The economic, educational and social value of these resources is often underestimated and therefore requires the County, cities, state and citizens to actively promote the preservation of Carroll County's unique historical assets. In cooperation with the cities, citizen groups, and the Regional Commission, Carroll County has taken measured steps to identify, protect and promote the most important historic sites in the County. These partnerships are evident in efforts to create a historic district in Bowdon, preserve the Stockmar Gold Mine in Villa Rica, and the nomination of the Veal School to the National Register of Historic Places. Continuing and strengthening the effectiveness of these and similar efforts can help preserve vital cultural resources for future generations.

While the Carroll Tomorrow economic development initiative has rightly focused on the promotion of clean industry within the County, this initiative has also recognized the value of historic preservation as a vital ingredient to maintaining and enhancing the community's quality of life.<sup>34</sup> However, historic preservation and promotion can spawn modest locally owned entrepreneurial enterprises that support the tourism market. Rural tourism is typically built upon local historical events and places, unique value-added agriculture and/or attractive environmental resources. The relative impact of the tourism industry in Carroll County may never be a driving force for local employment, but it is one sector in which small local businesses can import monetary resources without incurring significant local costs.

#### 1. Historic Resources Inventory

##### Find It Survey

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<sup>34</sup> Carroll Tomorrow. Economic Development Strategy (June 2000). Page 21.



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The University of Georgia completed a Find-It windshield survey of the county's historic properties, including residential, commercial and cemeteries. 998 total properties were listed in the inventory.<sup>35</sup>

#### National Register of Historic Places

The National Register of Historic Places is the country's official list of cultural resources worthy of protection. The National Register is administered by the National Park Service and was created pursuant to the National Historic Preservation Act of 1966. Once a site is selected for the Register a number of benefits accrue to the community and property owner. Among these include:

- On-going national, state and local recognition of the significance of the site;
- Special consideration in the planning of Federal or federally assisted projects; and
- Greater eligibility for various tax breaks and other incentives.

Exhibit 2-11 lists the sites on the Register in Carroll County as of the end of year 2007. Although not listed on the National Register, there are several historically significant buildings and sites in the County that have attracted preservation efforts, including: Wick's Tavern, the Pony Truss Bridge, McIntosh Reserve, and the Banning Mill.

#### **Exhibit 2-11: Carroll County Sites on the National Register of Historic Places**

Resource Name	Location	City	Listed
Bonner-Sharp-Gunn House	West Georgia College Campus	Carrollton	5/13/1970
Bowdon Historic District	Roughly centered along GA 166 and GA 100	Bowdon	12/08/2009
Burns Quarry	Information Restricted	Carrollton	8/29/1977
Carroll County Courthouse	Corner of Newnan and Dixie Streets	Carrollton	9/18/1980

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<sup>35</sup> Inventory is available at <https://www.gnahrgis.org/gnahrgis/index.do>



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Resource Name	Location	City	Listed
Carrollton Downtown Historic District	Around the downtown square, bounded by Johnson Avenue to the north, White Street to the east, Mill Street to the south, and Barnes Street to the west.	Carrollton	5/4/2007
Dorough Round Barn and Farm	North of Hickory Level on Villa Rica Road	Hickory Level	1/20/1980
Eric Vernon Folds House	1575 Highway 16 S	Carrollton	8/24/2005
Lawler Hosiery Mill	301 Bradley St.	Carrollton	01/26/2005
Lovvorn, Dr. James L., House	113 E. College Street	Bowdon	5/19/1988
Mandeville Mills and Mill Village Historic District	Roughly centered on Aycok, Lovvorn and Burson Streets	Carrollton	04/19/2006
McDaniel--Huie Place	1238 SR and 166 West	Bowdon	5/24/1990
North Villa Rica Commercial Historic District	Roughly bounded by Southern Railroad, North Avenue, and East Gordon and West Church Streets	Villa Rica	12/31/2002
South Carrollton Residential Historic District	Roughly bounded by RR tracks, Harmon and West Avenues, Bradley, Mill and Garrett Streets, Tillman and Hill Drives	Carrollton	06/28/1984
U.S. Post Office (Smith-Dement Law Firm)	402 Newnan Street	Carrollton	4/18/1983
Veal School	2753 Old Columbus Rd.	Roopville	12/22/2005
Whitesburg Baptist Church	662 Main Street	Whitesburg	10/22/2002
Williams Family Farm	55 Goldworth Rd.	Villa Rica	03/25/2005

Source: National Register Information System, [www.nps.gov/nr](http://www.nps.gov/nr)



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#### Georgia Historical Markers

In 1951, the Georgia General Assembly created the Georgia Historical Commission (GHC), which was charged with promoting the preservation of historical resources and the dissemination of information to increase the citizen's knowledge and awareness of Georgia's historical people, places and events. Between 1952 and 1959, the GHC embarked on an aggressive program to erect historical markers at County Courthouses and significant historical sites and buildings associated with Sherman's march through Georgia. After 1959, few markers were placed. Exhibit 2-12 lists the GHC historical markers located within Carroll County.

In 1973, the GHC was disbanded and many of their functions were transferred to the Georgia Department of Natural Resources (DNR). Between 1973 and 1997, the DNR focused on maintenance of existing GHC markers and dedicated very few new markers. Due to budgetary considerations, the responsibility for research, placement and maintenance of new markers was transferred to the Georgia Historical Society (GHS) in 1997. DNR is still responsible for maintenance of markers placed before 1997. The GHS receives an annual appropriation from the Georgia General Assembly to research, cast, erect and dedicate approximately 20 markers a year. In addition to the GHC, DNR and GHS markers, cities, counties, institutions and local/regional historical societies have commemorated historical people, places and events by a variety of means, but most commonly with plaques or signs.

#### **Exhibit 2-12: Georgia Historical Markers in Carroll County**

Marker Title	Location	Marker Number
Charles Carroll of Carrollton	Newman and Dixie Streets, Carrollton	022-1
Last Land in Georgia Ceded by the Creeks	Maple Street at western city limits, Carrollton	022-2
McIntosh Reserve	West McIntosh Circle off Georgia Highway 5	022-3
West Georgia College	Front College Drive off Maple Street, Carrollton	022-4
Six Industrial Giants	Tanner and Newton Streets, Carrollton	022-5
Sacred Harp Singing	SE corner of U.S. 27 and I-20 interchange at Holly Springs Church	022-6



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Site of Bowdon College	West College Street at Bowdon High School, Bowdon	022-7
Thomas A. Dorsey Father of Gospel	U.S. 78 at South Dogwood Drive, Villa Rica	022-8
Villa Rica Explosion	130 Montgomery St., Villa Rica	022-9

Source: [www.georgiahistory.com](http://www.georgiahistory.com)

#### Select Local Historical Sites

The following paragraphs describe a selection of the prominent historic resources of Carroll County. The identified resources do not represent an all-inclusive historic resource inventory and the omission of a specific resource does not denote a lack of importance to the cultural heritage of the County and state.

**McIntosh Reserve.** Located along the Chattahoochee River in southern Carroll County, the McIntosh Reserve is named after Chief William H. McIntosh, a leader of the Creek Indians. Chief McIntosh was murdered on his plantation in 1825 by Upper Creek Indian warriors in revenge for McIntosh's alliance with the Federal government during the War of 1812 and for selling Indian land. His plantation and gravesite lie within the 487-acre reserve. The County operates and maintains recreational facilities on the reserve. Numerous passive recreational activities may be conducted year-round. Camping, fishing, hiking and picnicking facilities are available along with several special events throughout the year. In addition to recreational opportunities, the reserve is an environmental, cultural and educational asset to Carroll County and the region.

**Banning Mills.** Nominated for the National Register of Historic Places, the Banning Mill site is a pre-civil war textile factory that provided uniforms and other products to the Confederate Army. The mill is located on the banks of the Snake River near Whitesburg. During Sherman's march through Georgia, destruction of the mill was avoided due to difficulties in locating the site. Currently, the Banning Mill is used as a conference center with guest rooms and a full-service restaurant.

**Wick's Tavern.** Wick's Tavern, commonly known as the "Old Town Tavern", was built in 1830 by New York immigrant John B. Wick. The tavern was one of the original commercial structures built in the gold rush town of Hixtown. Hixtown would later be renamed Villa Rica to symbolize the importance of gold mining in and around the town. The tavern is the only remaining commercial structure from the Hixtown era and is a prime example of Dutch style timber frame construction. In modern times, encroaching commercial development threatened the structure, which has been moved to downtown Villa Rica where it is undergoing restoration to its 1830 appearance. The "Friends of





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Wick’s Tavern” non-profit organization was formed in 1998 to facilitate the preservation and sustainable use of the structure.

**Whitesburg Baptist Church.** Listed to the National Register on October 22, 2002, the Whitesburg Baptist Church’s architecture uniquely captures the spiritual tenets of the Baptist faith. Built around 1875, the small church included gender specific entrances and excellent examples of Gothic Revival architecture.

**Hart House.** Currently owned by the First Baptist Church of Villa Rica, the Hart House was the home of Samuel C. Hart, who moved to Carroll County at about the same time that the Creek Nation ceded the territory to the state of Georgia. The house was built between 1824 and the 1840s. The house is considered an example of an early architectural style that was commonly used across the United States in the late 18th and 19th centuries. Typically, such buildings are two stories and feature chimneys on each side.

**Moore’s Bridge Park.** Located on the Chattahoochee River in Whitesburg, this 485-acre park includes the original site of a covered bridge that was built by famed bridge builder Horace King in the mid-nineteenth century.

**Other Significant Resources.** There are numerous small historic and cultural attractions and points of interest including: Chief William McIntosh Museum, National Creek Indian Museum, Temple Old Town District, Oak Lawn at Carrollton – Pre-Civil War Greek Revival House, Stockmar gold mine and Plantation Records/Archives Storage and Historical Research Facility in Carrollton. Carroll County has a significant number of civil war attractions including several confederate cemeteries.

## 2. Historic Preservation Activities

One of the most widely used financial incentives for the preservation and rehabilitation of historic structures and sites are tax credits. There are three potential tax-based incentives that may be used to protect Carroll County’s historic resources: IRS charitable contributions, Federal Rehabilitation Investment Tax Credits (RITC) and State preferential property tax assessments.

**IRS Charitable Contributions.** Similar to the use of perpetual conservation easements for the preservation of land resources, historic preservation easements may be donated to non-profit historic preservation or governmental entities. The value of the easement is equal to the fair market value of the property prior to the placement of the easement minus the fair market value once burdened by the easement. Once the easement value is determined and the easement transferred to the preservation



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entity, the donator contribution claim with their income tax filing. The tax deduction will be figured as a percentage of the easement value and in certain situations may reduce the property owner's income tax burden over a period of year. Due to the complexity and frequent modifications of tax law, easement grantors should seek tax preparation advice to ensure that the maximum advantage is sought.

Federal Rehabilitation Investment Tax Credits (RITC). The RITC provides property owners who substantially rehabilitate eligible structures with income tax deductions. There are two types of eligible structures:

- Buildings listed or eligible to be listed on the National Register of Historic Places; or
- Non-historic buildings built before 1936.

Rehabilitation of National Register eligible structures can accrue a 20% tax deduction based on the cost of rehabilitation. In order to qualify, rehabilitation costs must exceed \$5,000 and the property must be used for income-producing activities for 5 years after rehabilitation. Non-historic structure rehabilitation can accrue a 10% tax deduction based on the cost of rehabilitation, provided that a certain percent of external walls remain as part of the structure, the cost of rehabilitation must exceed \$5,000, and the structure must be used for non-residential income-producing purpose for at least 5 years.

**State Preferential Property Tax Assessments.** During the 1989 legislative session, the Georgia General Assembly passed a preferential property tax assessment program for the substantial rehabilitation of historic property. Under this legislation, the tax assessment value of certified property is frozen at the current value for up to 8 ½ years. The property being rehabilitated must be listed or eligible for listing on the Georgia Register of Historic Places or be within a recognized historic district. Substantial rehabilitation occurs when structural improvements are made that increase the structures fair market value by:

- 50% for residential structures;
- 75% for mixed use (residential and non-residential) structures; and
- 100% for commercial and professional use structures.

The Historic Preservation Division of the Department of Natural Resources (DNR) must certify that the rehabilitation conforms to the DNR standards for rehabilitation. Once DNR certification is received, the property owner must file a claim with the County Tax Assessor's Office, which determines if the property value increase meets the property value appreciation standards listed above. The property tax freeze may apply to the value of structures and up to 2 acres of land.



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In addition to the historic preservation programs discussed above, many infrastructure and redevelopment programs may be used to revitalize aging buildings and infrastructure. For instance, it is common for federal Intermodal Surface Transportation Efficiency Act (ISTEA) funds to be used for the rehabilitation of historic transportation structures such as train depots and bridges. Brownfield redevelopment programs, which target the environmental cleanup and reuse of aging industrial sites, frequently require that historic structures be renovated to allow viable adaptive reuse.

### 3. Archeological Preservation Activities

In response to requests to preserve and protect abandoned family cemeteries, graveyards, and burial grounds, the Board of Commissioners established a Cemetery and Burial Oversight Committee in the summer of 2000. The Committee was charged with the primary purpose of identifying, preserving and protecting, and planning for the maintenance of abandoned cemeteries, graveyards, and burying grounds. As a secondary purpose, the Committee was charged with protecting special historical, cultural or aesthetic interests of value.

The Committee is available to the Planning Commission to investigate claims that are raised in zoning debates that archeological or historic resources will be impacted or encroached by proposed development. In addition to raising public awareness and support for cemetery preservation, the Committee has undertaken, in cooperation with the Historical and Genealogical Societies of the County, an update of a publication to identify the location and names of those buried within the County. The aim of this endeavor is to provide historians and genealogists with much needed information as they research the history or families of Carroll County, Georgia.

### 4. Local Regulatory Tools

The power of municipalities and counties to control land use, structures and development through zoning and subdivision allows for the regulatory preservation of historical resources. The most commonly used local regulatory preservation tool is the enactment of historic overlay zoning districts. Historic overlay districts may apply to urban and rural areas and are designed to ensure that land uses, new structures, improvements and site design are compatible with the historic nature of the area subject to the overlay district. Typically, improvements to existing historic structures must not detract from the historical significance of the structure or the neighborhood.

The City of Villa Rica has adopted a historic overlay district within its downtown. There are no other historic overlay districts in the County or any of the municipalities. The Regional Commission



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provides model historic overlay ordinances and technical assistance in the development of historic preservation ordinances.



### III. Housing

#### A. Introduction

One of the most basic of human needs is shelter. The quantity and quality of housing within a community is directly tied to the economic and physical well-being of residents. Different segments of the population place various demands on the housing market. The housing stock should provide a range of housing options that suit the needs of the community. This element reviews housing information, identifies key housing issues, and provides policy guidance on housing related concerns.

#### B. Residential Development

**Exhibit 3-1** shows the growth pattern in residential development in Carroll County, as well as the increasing value of new construction. This trend has slowed in recent years, due in part to the sub-prime mortgage fallout, but has begun to slowly rebound.

**Exhibit 3-1: Table - Residential Building Permits and Dwelling Units for Unincorporated Carroll County (2000-2019)**

Year	Single Family Dwellings	Single Family Valuation	Multi-Family[1]	Multi-family Dwellings	Multi-family Valuation	Total Valuation	Total Dwelling Units
2000	1,650	\$133,292,578	49	206	\$6,837,173	\$140,129,751	1856
2001	1,709	\$137,775,085	66	634	\$27,762,831	\$165,537,916	2343
2002	890	\$104,793,400	13	41	\$585,000	\$105,378,400	931
2003	899	\$64,139,660	30	60	\$1,350,000	\$65,489,660	959
2004	820	\$63,493,111	7	11	\$300,000	\$63,793,111	831
2005	594	\$50,499,004	1	2	\$45,000	\$50,544,004	596
2006	463	\$41,053,264	1	2	\$45,000	\$41,098,264	465
2007	285	\$27,611,667	0	0	\$0	\$27,611,667	285
2008	135	\$13,606,389	0	0	\$0	\$13,606,389	135
2009	48	\$4,401,964	0	0	\$0	\$4,401,964	48
2010	27	\$2,590,610	0	0	\$0	\$2,590,610	27
2011	27	\$92,334	0	0	\$0	\$92,334	27
2012	37	\$88,015	0	0	\$0	\$88,015	37
2013	50	\$3,806,193	0	0	\$0	\$3,806,193	50



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2014	45	\$4,286,286	0	0	\$0	\$4,286,286	45
2015	120	\$22,749,630	0	0	\$0	\$22,749,630	120
2016	87	\$21,648,512	0	0	\$0	\$21,648,512	87
2017	177	\$55,850,025	0	0	\$0	\$55,850,025	177
2018	280	\$70,013,466	0	0	\$0	\$70,013,466	280
2019	224	\$54,164,303	0	0	\$0	\$54,164,303	224
<b>Totals</b>	<b>8,063</b>	<b>\$751,777,727</b>	<b>167</b>	<b>956</b>	<b>\$36,925,004</b>	<b>\$788,702,731</b>	<b>9,019</b>

Source: Carroll County Planning and Zoning Department

**Exhibit 3-2** shows the proportion of multifamily to single family development built from 2000-2019. Due to lack of available sewer, the number of new multi-family projects has decreased significantly in the past few years.

**Exhibit 3-2: Graph - Residential Building Permits and Dwelling Units (1990-2019)**

Source: Carroll County Planning and Zoning Department



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The dominant housing type is detached single-family dwellings, which increased as a percentage of total housing units in the County since 2010. The percentage of manufactured homes, mobile homes, and trailers decreased from 2010-2017 from 18% to 12%. In 2010, multi-family housing made up 14% of dwelling units. By 2017, this only showed a slight increase to 15.0% (**Exhibit 3-2**). At that time, many families moved from renters to owners, but this trend reversed due to the economic downturn in 2008. Vacancy rates have now declined and there is increased pressure to build additional housing units.

Affordable<sup>36</sup> and workforce housing demands remain high due to low-income levels and the high number of single parent households that typically survive on one income. In 2010, 28% of all dwellings in Carroll County were mobile homes or trailers, which eclipses the State figure of 12.0%.

### C. Housing Stock

According to the U.S. Census, in 2016, Carroll County's urban and rural housing stock consisted of 32,391 dwelling units, compared to 27,735 units in 1990. These dwelling units vary in structure size, number of units per structure, age and, condition.

#### 1. Mix of Types

**Exhibit 3-3** shows that detached single-family housing grew as a percentage of total dwelling units in the County and State. Carroll County has a lower proportion of single-family dwellings in 2016 as compared to 2010. The County also has a lower proportion of manufactured homes in 2016 than in 2010. Overall, the State has a diverse housing stock when compared to the County with a lower percentage of single-family detached dwellings and more multi-dwelling structures. The existence of manufactured homes and multi-family housing generally indicates a greater supply of affordable housing, but it also indicates a lower average value, which translates to greater fiscal strain because there is less tax revenue per unit of demand for services.

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<sup>36</sup> The U.S. Department of Housing and Urban Development defines "Affordable Housing" as housing that costs less than 30% of household income for low-, very low - and extremely low-income families. A family of 4 living within Carroll County would be considered low-income with an annual income of \$54,400 or less. Workforce housing is affordable to moderate income households.



**Exhibit 3-3: Carroll County Dwelling Units per Structure (2010-2016)**

Dwelling Units in Structure	2010				2016			
	Carroll County		Georgia		Carroll County		Georgia	
	#	%	#	%	#	%	#	%
1-unit, detached	23,057	68%	2,107,317	64%	32,391	72%	2,755,514	66%
1-unit, attached	410	1%	94,150	3%	436	1%	153,482	4%
2 units	1,049	3%	90,370	3%	1,289	3%	92,046	2%
3 or 4 units	981	3%	132,535	4%	939	2%	125,591	3%
5 to 9 units	1,300	4%	173,385	5%	2,343	5%	211,017	5%
10 to 19 units	682	2%	129,276	4%	1,261	3%	195,518	5%
20 or more units	414	1%	155,453	5%	667	1%	235,764	6%
Mobile home	6,165	18%	394,938	12%	5,448	12%	384,692	9%
Boat, RV, van, etc.	9	0%	4,313	0%	11	0%	2,894	0%
Total	34,067	100%	3,281,737	100%	44,785	100%	4,156,518	100%

Source: U.S. Census

2. Age and Condition of Stock

In Carroll County, a majority of houses were built after 1970. This corresponds with the state records (**Exhibit 3-4**). Seventy-seven percent (77.7%) of the Carroll County housing stock was constructed within the last 30 years. In 1990, 66.6% of housing units in the County were on collective (public or private) water systems, with only 36.9% having public sewage treatment service.

Historic residential structures, which may be considered for the National Register of Historic Places generally must be over 50 years old, be relatively unaltered for the past 50 years, and have architectural or historical significance to local heritage. Based on the age of housing in Carroll County, over 12.68% of County structures may have some historic significance, although they may not be appropriate for the National Register.

The age of the housing stock and the rate at which older homes are removed from the stock provides insight into the condition of older homes and the level of effort being made to retain historic residential structures. Poorly maintained older homes provide affordable housing although in some cases legitimate health concerns may be present. Well-maintained historic homes provide neighborhood stability, retain the historic character of communities and provide a supply of housing options with beautiful interior and exterior architecture. In addition, historic homes tend to be





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located adjacent to shopping areas in which historic home dwellers may conveniently shop. Historic homes often provide an affordable housing option if they are adequately maintained or rehabilitated.

**Exhibit 3-4: Age of Housing in Georgia**

Time Period	Number	Percent
Built 2014 or later	17,675	10%
Built 2010 - 2013	82,236	45%
Built 2000- 2012	943,946	516%
Built 1990 - 1999	884,269	21%
Built 1980 - 1989	712,364	17%
Built 1970 - 1979	583,015	14%
Built 1960 - 1969	371,871	9%
Built 1950 - 1959	257,665	6%
Built 1940 - 1949	120,550	3%
Built 1939 or earlier	182,937	4%
Total	4,138,853	100%

Source: U.S. Census

3. Housing Condition

One way to measure housing condition is to track the number of housing units with complete kitchen and plumbing facilities. The U.S. Census collects information about these facilities, although the 1980 Census did not request information on kitchen facilities. A housing unit contains complete kitchen facilities if it has a sink with piped water, a range or a cook top and a stove, and a refrigerator. Complete plumbing facilities include hot and cold piped water, a flush toilet, and a bathtub or shower. **Exhibit 3-5** shows that housing conditions have been improving in Carroll County and the State since 1980, with the percentage of units lacking such facilities falling. While Carroll County had a higher rate of housing without plumbing facilities than the State in 1980, it is now below State levels in both categories.

**Exhibit 3-5: Condition of Housing Stock**

Condition	1980		1990		2000		2006		2016	
	#	%	#	%	#	%	#	%	#	%
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Condition	1980		1990		2000		2006		2016	
	#	%	#	%	#	%	#	%	#	%
Total Housing Units	20,321		27,736		34,067		44,325		44,691	
Lacking Complete Plumbing Facilities	865	4.26%	361	1.30%	252	0.74%	125	0.28%	46	0.1%
Lacking Complete Kitchen Facilities	n/a	-	258	0.93%	274	0.80%	125	0.28%	277	0.7%
<b>State</b>										
Total Housing Units	2,028,350		2,638,418		3,281,737		3,873,405		4,156,518	
Lacking Complete Plumbing Facilities	75,618	3.73%	28,462	1.09%	29,540	0.90%	12,072	0.31%	11,764	0.3%
Lacking Complete Kitchen Facilities	n/a	-	24,014	0.91%	31,717	0.97%	12,356	0.32%	21,878	0.6%

Source: 1980, 1990, 2000, 2010 U.S. Census, 2016 Population Estimate

**D. Occupancy and Ownership**

Since 1990, Carroll County has exhibited a higher ownership rate than the State of Georgia, but slightly lower than the RDC region. The ownership rate within the County rose moderately from 63.5% in 1990 to 65.3% by 2000. Currently, in 2006, the rate of ownership has decreased to 62.3%. The number of vacant housing units decreased during the 1990s in the County, region and state. The vacancy rate decrease was a function of the rental market in which vacancy rates dropped significantly in the three geographic areas. Vacancies within the owner-occupied market dropped slightly in the County and State.



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**Exhibit 3-6: State and Local Housing Characteristics**

Category	1990		2000		2010		2016	
	#	%	#	%	#	%	#	%
<b>Carroll County</b>								
Housing Units Vacant	2,366	8.50%	2,499	7.30%	5,059	11.41%	4,404	9.9%
Housing Units Owner Occupied	17,617	63.50%	22,259	65.30%	27,588	62.24%	25,716	63.8%
Housing Units Renter Occupied	7,754	28.00%	9,309	27.30%	11,678	26.35%	14,571	36.2%
Total Housing Units	27,737	100.00%	34,067	100.00%	44,325	100.00%	44,691	100%
<b>Georgia</b>								
Housing Units Vacant	271,803	10.30%	275,368	8.40%	502,922	12.3%	544,812	13.1%
Housing Units Owner Occupied	1,536,759	58.20%	2,029,293	61.80%	2,686,342	65.7%	2,266,411	62.8%
Housing Units Renter Occupied	829,856	31.50%	977,076	29.80%	1,091,584	28.18%	1,345,295	37.2%
Total Housing Units	2,638,418	100.00%	3,281,737	100.00%	4,088,801	100.00%	4,156,518	100%

Source: U.S. Census

The number of seasonal housing units in the State has increased nearly four times since 1980, rising to almost two percent of all housing units. **Exhibit 3-7** shows that seasonal units in Carroll County have also increased, although not as dramatically.

**Exhibit 3-7: Seasonal Units (1980-2016)**

Category	1980		1990		2000		2010	
	#	%	#	%	#	%	#	%
<b>Carroll County</b>								
Total Units	20,321		27,737		34,067		44,325	
Seasonal Use Units	129	0.63%	180	0.65%	288	0.8%	358	0.83%
<b>Georgia</b>								
Total Units	2,028,350		2,638,418		3,281,737		4,088,801	



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Seasonal Use Units	15,710	0.8%	34,254	1.3%	51,033	1.6%	89824	2.32%
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Source: U.S. Census \*Estimate

**E. Housing Costs**

The cost of housing in Carroll County has increased more slowly than in the State (**Exhibit 3-9**). In 1980, the median home value in Carroll County was greater than in the State. However, by 1990 the State’s median home value eclipsed Carroll County’s median home value. The median home value in the RDC region was less than that of the County in 1990, but exceeded the County’s by \$6,354 in the year 2000. Between 1990 and 2000, the cost of renting or owning a home increased more rapidly in the region than in Carroll County, which suggests that housing in Carroll County is more affordable within the regional context. This disparity contributes to the in-migration of population who are willing to commute greater distances to work. Higher transportation costs and growing commuting times are moderated by lower housing costs.

From 2000 to 2016, the average home price increased by 55% and rent by 82%. The cost of housing remains less than the State; however, the county has seen a significant increase, especially in regards to rental housing.

**Exhibit 3-9: Housing Property Values and Rents (1990-2016)**

Category	1990	2000	2006	2016	Percent Change (1990-2000)	Percent Change (2000-2006)	Percent Change (2006-2016)
<b>Carroll County</b>							
Median Property Value	\$60,295	\$87,800	\$135,900	\$145,366	46%	55%	7%
Median Monthly Rent	\$276	\$378	\$687	\$796	37%	82%	15%
<b>Georgia</b>							
Median Property Value	\$71,278	\$100,600	\$156,800	175,300	41%	56%	12%
Median Monthly Rent	\$365	\$505	\$738	\$933	38%	46%	28%

Source: U.S. Census

Housing costs for homeowners and renters increased as a percentage of income between 1990 and 2010 (**Exhibits 3-9 & 3-10**). Homeowners with housing costs in excess of 30% of income (referred to as housing burdened) increased from 17.5% in 1989 to 19.9% in 1999 indicating that the costs of homeownership increased more rapidly than income. The percentage of renters paying more than



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30% of their income for housing increased from 44% in 1989 to 45.7% in 2016. A similar housing cost structure is reflected in the State as a whole. These data indicate that housing affordability is challenging for an increasing proportion of those in the homeowner unit market. However, the data may also support the assertion that homeowners are becoming more willing to allocate a greater portion of their income to mortgage payments rather than other personal budget items.

**Exhibit 3-9: Housing Costs as a Percent of Gross Household Income**

Percent of Income	Owner-Occupied Units		Renter-Occupied Units	
	Mortgage		Rent	
	Units	Percent	Units	Percent
Less than 20 percent	6,376	58.43%	2,359	31.81%
20 to 24 percent	1,541	14.12%	907	12.23%
25 to 29 percent	951	8.71%	886	11.95%
30 to 34 percent	561	5.14%	515	6.95%
35 percent or more	1,353	12.40%	2,214	29.86%
Not computed	131	1.20%	534	7.20%
Totals	10,913	100.00%	7,415	100.00%

Source: U.S. Census

**Exhibit 3-10: Housing Costs as a Percent of Income - 2016**

Percent of Income	Owner-Occupied Units		Renter-Occupied Units	
	Mortgage		Rent	
	Units	Percent	Units	Percent
Less than 20 percent	8,394	54.99%	2,986	33.30%
20 to 24 percent	2,145	14.05%	1,136	12.67%
25 to 29 percent	1,545	10.12%	744	8.30%
30 to 34 percent	886	5.80%	546	6.09%
35 percent or more	2,158	14.14%	2,707	30.19%
Not computed	137	0.90%	847	9.45%



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Totals	15,265	100.00%	8,966	100.00%
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Source: U.S. Census

**F. Special Needs Housing Programs**

The County does not have a housing authority or other types of housing programs specifically serving unincorporated areas. The City of Carrollton Housing Authority operates, manages, and maintains 280 public housing units in five (5) developments within the City limits. The Carrollton Housing Authority offers a Section 8 housing voucher program to provide for part of the housing cost for low-income households. The Housing Authority allocates 104 housing vouchers, which may be used anywhere in the County.<sup>37</sup> Housing vouchers are a market-based rent subsidy, which is intended to fill the gap between market rent and the low-income household’s ability to pay. In addition to housing services, the Housing Authority provides life skill and employment services to the housing burdened. While the current capacity is barely sufficient for the County’s needs, those needs are expected to increase over time, particularly as the population ages.

For the elderly, the Carrollton Housing Authority’s Elder Circle development is designed specifically for seniors and includes a senior center on site. Private assisted living and nursing homes in the area include Cottage Landing, Merrill Gardens, The Stewart House Retirement Living, Lighthouse Point Retirement Community in Carrollton, Carrollton Manor Nursing Home in southern Carroll County, and Bellevue Senior Community in Villa Rica.

The six-member Villa Rica Housing Authority Board leases and operates low-income housing in the City of Villa Rica.

There are two group homes in the area for abused children: Alice’s House (Georgia Baptist Children’s Home) and the New Hope Boys Home. According to DFACS, this is not enough special population housing to address the current needs in the county.

The Carroll County Emergency Shelter offers temporary housing to battered women and children. Kidspace operates a residential treatment facility in the Bowdon area to address the needs of troubled children.

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37 City of Carrollton Housing Authority, <http://carrolltonhousingath.com/housing/>



## **G. Housing and Community Characteristics**

**Tenure.** **Exhibit 3-11** shows the projected residential dwelling unit need for ownership and rental units based on the historic tenure split of 70% homeownership and 30% renters. Student enrollment is growing at the institutions of higher learning in the County, and this growth is comparable to total population growth. The impact of this population on the overall housing market is modest and isolated to specific neighborhoods in Carrollton. Traditional college students generally seek multi-family housing options or live in communal arrangements such as dormitories.

**Land Requirements.** The geographical distribution of multifamily units will directly affect the amount of land required to accommodate this type of housing (see **Data, Appendix B**). The County anticipates that any new single-family housing will require a septic system. It is reasonable to assume that overall densities will average one dwelling per acre where septic is used, and one dwelling per half acre where sewer is available.

**Barriers to Jobs Housing Balance.** Despite the increasing number of residents who commute outside the County, Carroll County has retained a strong employment base that continues to expand. In 1990, the County's jobs-housing ratio was 1.282 jobs for each housing unit. By 2000, this ratio had decreased slightly to 1.239. The jobs-housing ratio is projected to decrease to 1.196 by the year 2020. If the employment projections in the Economic Development Element are accurate, the jobs-housing ratio will decrease to 0.882. The key barrier to maintaining a healthy jobs-housing balance in Carroll County is to balance the housing growth with creation of jobs. This Plan anticipates remedying this challenge through a coordinated economic development program that will provide sufficient, high-quality sites for industrial development, and continued coordination with educational facilities to enhance the attractiveness of the local work force.

**Governmental Actions and Housing Affordability.** Carroll County remains one of the most affordable housing markets in the region. Rising land costs are the most significant factor affecting housing costs in Carroll County. While an increased emphasis on recovering the capital costs associated with new development may increase the initial cost of housing, the emphasis on fiscal responsibility will enable the County and its cities to afford adequate facilities and services necessary for urban and suburban densities that enhance affordability. Additionally, this strategy will minimize the cost burdens borne by existing tax and rate payers, and increase potential funding for local affordable housing programs.



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**Exhibit 3-11: New Residential Housing Demand Projections**

	<b>Year</b>	<b>Housing Units</b>	<b>Owner Occupied</b>	<b>Renter Occupied</b>	<b>Land Requirements</b>
	2020	3,617	2,532	1,085	1688
	2025	3,561	2,493	1,068	1662
	2030	3,439	2,407	1,032	1605
	2035	3,659	2,561	1,098	1707
	2040	3,462	2,424	1,039	1630

Source: U.S. Census





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## IV. Local Economy

### A. Economic Base<sup>38</sup>

Economic activity is commonly categorized for analysis into business type and functions called sectors. Sector delineation varies, but this report data is based on the following sectors: farm; agricultural services; mining; construction; manufacturing; transportation, communications and utilities; wholesale trade; retail trade; finance, insurance and real estate (FIRE); services, federal civilian government; federal military; and state and local government. Through the use of location quotients based on employment figures it can be determined if a region has “specialization” in a sector. Specialization occurs when based on macro employment distribution, in this case national, the local jurisdiction employs more people than needed to meet local demands.

A local economy that employs a higher percent of one sector than the national percent generates activity that is used outside of the jurisdiction and thereby exports goods and imports payment for those goods. Employment that generates exports is often referred to as “base employment” that brings monetary assets into the community. However, employment that does not produce a level of goods and services sufficient to meet local demand creates a net import sector. A net import sector leaks monetary value to providers outside of the jurisdiction. Understanding the dynamics of base employment through location quotients provides guidance for targeted diversification of businesses to minimize leaking dollars to businesses outside the jurisdiction. Employment sectors with a location quotient of 1.00 meet local needs. A location quotient less than 1.00 is a net importer while quotients over 1.00 are net exporters.

#### 1. Farm

Carroll County’s farming sector represents an area of specialization for Carroll County. This is common for rural counties that continue to have viable agricultural operations. **Exhibit 4-1** shows that the degree of specialization in farming increased from 1990 to 2010 and is expected to continue increasing as the national economic base moves from agriculture to other sectors. In contrast, Georgia is expected to continue a declining trend in agriculture share of employment. As a percent of employment, farm employment will continue to decline into the foreseeable future (**Exhibit 4-2**).

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<sup>38</sup> The data presented in this chapter has been verified by the local Chamber of Commerce as in line with current trends. It is recommended by the Chamber that a new study is conducted for the next Comprehensive Plan Update in 2028.



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**Exhibit 4-1: Farm Sector Location Quotients (1980-2030)**

Year	Carroll County			Georgia			United States	
	Sector Employment	Total Employment	Location Quotient	Sector Employment	Total Employment	Location Quotient	Sector Employment	Total Employment
1980	1,240	26,180	1.425	96,559	2,747,311	1.057	3,798,000	114,231,182
1985	1,146	31,361	1.313	82,370	3,224,299	0.918	3,466,000	124,511,691
1990	1,060	35,550	1.319	74,286	3,690,605	0.890	3,153,000	139,426,897
1995	1,010	38,180	1.272	68,780	4,229,292	0.782	3,106,000	149,358,792
2000	1,030	41,240	1.326	69,546	4,840,483	0.763	3,131,696	166,323,450
2005	1,162	48,378	1.385	67,121	5,238,962	0.739	3,075,296	177,306,786
2010	1,264	54,914	1.441	64,740	5,625,704	0.720	3,003,267	187,986,707
2015	1,334	61,411	1.476	62,543	6,012,137	0.707	2,929,665	199,015,385
2020	1,416	68,974	1.513	60,511	6,389,771	0.698	2,854,502	210,360,566
2025	1,337	70,986	1.569	53,126	6,984,276	0.634	2,692,506	224,260,403
2030	1,367	76,157	1.635	49,386	7,447,829	0.604	2,597,286	236,478,674

Source: Carroll Tomorrow



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**Exhibit 4-2: Farm Employment by Percent**

Source: Carroll Tomorrow

**Exhibit 4-3: Farm Sector Earnings (1990-2030)**

In Thousands of Dollars

Year	Carroll County		Georgia	
	Sector Earnings	Total Earnings	Sector Earnings	Total Earnings
1990	\$15,026	\$717,937	\$1,256,531	\$91,991,463
1995	\$20,737	\$910,341	\$1,783,509	\$126,914,210
2000	\$24,179	\$1,193,508	\$1,649,623	\$187,034,834
2005	\$28,218	\$1,392,855	\$1,762,302	\$199,810,399
2010	\$31,738	\$1,566,640	\$1,848,444	\$209,577,224
2015	\$35,945	\$1,774,315	\$1,927,177	\$218,504,044
2020	\$40,152	\$1,981,977	\$2,000,898	\$226,862,549
2025	\$44,193	\$2,204,396	\$2,135,392	\$267,290,006
2030	\$48,241	\$2,414,868	\$2,232,508	\$289,087,695

Source: Bureau of Economic Analysis; Carroll Tomorrow



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2. Agricultural Services

Agricultural Support Services constitutes a small economic sector in terms of employment, but is vital to continued agricultural viability. Both the County and the State are projected to experience increased specialization in agriculture services, although both jurisdictions lag behind the nation (**Exhibit 4-4**). **Exhibit 4-5** indicates that as a percent of total employment the agricultural services sector has increased and is anticipated to increase into the future. However, agriculture service is a small employment sector and may comprise only 1% of Carroll County employment by 2030.

**Exhibit 4-4: Agricultural Services Sector Location Quotients (1980-2030)**

Year	Carroll County			Georgia			United States	
	Sector	Total	Location	Sector	Total	Location	Sector	Total
	Employment	Employment	Quotient	Employment	Employment	Quotient	Employment	Employment
1980	110	26,180	0.528	16,434	2,747,311	0.752	908,982	114,231,182
1985	178	31,361	0.613	24,573	3,224,299	0.823	1,152,316	124,511,691
1990	250	35,550	0.675	31,486	3,690,605	0.819	1,452,957	139,426,897
1995	250	38,180	0.547	44,651	4,229,292	0.881	1,789,107	149,358,792
2000	310	41,240	0.579	57,115	4,840,483	0.909	2,159,004	166,323,450
2005	409	48,378	0.650	62,770	5,238,962	0.922	2,305,172	177,306,786
2010	498	54,914	0.699	68,304	5,625,704	0.935	2,440,481	187,986,707
2015	623	61,411	0.782	73,749	6,012,137	0.946	2,580,785	199,015,385
2020	735	68,974	0.822	78,946	6,389,771	0.953	2,726,195	210,360,566
2025	748	70,986	0.758	91,670	6,984,276	0.944	3,116,559	224,260,403
2030	823	76,157	0.762	99,825	7,447,829	0.946	3,350,648	236,478,674

Source: Carroll Tomorrow



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## **Exhibit 4-5: Agricultural Services Employment by Percent**

Source: Carroll Tomorrow



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**Exhibit 4-6: Agricultural Services Sector Earnings (1990-2030)**

In Thousands of Dollars

Year	Carroll County		Georgia	
	Sector Earnings	Total Earnings	Sector Earnings	Total Earnings
1990	\$2,744	\$717,937	\$436,323	\$91,991,463
1995	*	\$910,341	\$692,436	\$126,914,210
2000	*	\$1,193,508	\$1,103,942	\$187,034,834
2005		\$1,392,855	\$1,179,348	\$199,810,399
2010		\$1,566,640	\$1,236,995	\$209,577,224
2015		\$1,774,315	\$1,289,684	\$218,504,044
2020		\$1,981,977	\$1,339,018	\$226,862,549
2025		\$2,204,396	\$1,616,197	\$267,290,006
2030		\$2,414,868	\$1,760,327	\$289,087,695

Source: Bureau of Economic Analysis; Carroll Tomorrow

3. Mining

Mining activities are highly mechanized and employ small numbers of people. Location quotients in **Exhibit 4-7** demonstrate that there is no regional specialization in mining activity for either Carroll County or Georgia. Mining is and will continue to be the smallest employment sector with less than 0.2% of the total employment in Carroll County (**Exhibit 4-8**).



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**Exhibit 4-7: Mining Sector Location Quotients (1990-2030)**

Year	Carroll County			Georgia			United States	
	Sector Employment	Total Employment	Location Quotient	Sector Employment	Total Employment	Location Quotient	Sector Employment	Total Employment
1980	10	26,180	0.034	8,808	2,747,311	0.287	1,277,594	114,231,182
1985	36	31,361	0.103	10,239	3,224,299	0.285	1,385,001	124,511,691
1990	90	35,550	0.338	10,589	3,690,605	0.383	1,044,094	139,426,897
1995	60	38,180	0.266	9,412	4,229,292	0.376	883,863	149,358,792
2000	70	41,240	0.324	9,462	4,840,483	0.373	871,795	166,323,450
2005	89	48,378	0.357	9,794	5,238,962	0.363	913,230	177,306,786
2010	95	54,914	0.340	10,205	5,625,704	0.357	955,650	187,986,707
2015	102	61,411	0.331	10,638	6,012,137	0.353	998,956	199,015,385
2020	109	68,974	0.319	11,094	6,389,771	0.350	1,043,146	210,360,566
2025	126	70,986	0.467	10,856	6,984,276	0.408	854,527	224,260,403
2030	137	76,157	0.520	11,022	7,447,829	0.428	817,136	236,478,674

Source: Carroll Tomorrow



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**Exhibit 4-8: Mining Employment by Percent**

Source: Carroll Tomorrow

**Exhibit 4-9: Mining Sector Earnings (1990-2030)**

In Thousands of Dollars

Year	Carroll County		Georgia	
	Sector Earnings	Total Earnings	Sector Earnings	Total Earnings
1990	\$1,013	\$717,937	\$342,417	\$91,991,463
1995	*	\$910,341	\$376,105	\$126,914,210
2000	*	\$1,193,508	\$481,249	\$187,034,834
2005		\$1,392,855	\$514,121	\$199,810,399
2010		\$1,566,640	\$539,252	\$209,577,224
2015		\$1,774,315	\$562,221	\$218,504,044
2020		\$1,981,977	\$583,727	\$226,862,549
2025		\$2,204,396	\$650,465	\$267,290,006
2030		\$2,414,868	\$691,685	\$289,087,695

Source: Bureau of Economic Analysis; Carroll Tomorrow





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4. Construction

Georgia and Carroll County have slight specialization in the construction industry demonstrated by the location quotients in **Exhibit 4-10**. Carroll County shows stronger specialization than Georgia. This reflects the burgeoning construction in metropolitan Atlanta. Construction employment as a percent of total employment is projected to decrease while total employment in this sector is projected to increase (**Exhibit 4-11**).

**Exhibit 4-10: Construction Sector Location Quotients (1990-2030)**

Year	Carroll County			Georgia			United States	
	Sector Employment	Total Employment	Location Quotient	Sector Employment	Total Employment	Location Quotient	Sector Employment	Total Employment
1980	1,430	26,180	1.104	139,233	2,747,311	1.024	5,654,198	114,231,182
1985	1,885	31,361	1.158	196,914	3,224,299	1.176	6,465,524	124,511,691
1990	2,450	35,550	1.323	212,342	3,690,605	1.105	7,260,787	139,426,897
1995	2,730	38,180	1.381	236,158	4,229,292	1.079	7,731,499	149,358,792
2000	3,350	41,240	1.458	283,499	4,840,483	1.051	9,267,868	166,323,450
2005	3,949	48,378	1.478	301,977	5,238,962	1.044	9,791,426	177,306,786
2010	4,353	54,914	1.449	317,994	5,625,704	1.033	10,284,436	187,986,707
2015	4,752	61,411	1.427	332,881	6,012,137	1.021	10,790,084	199,015,385
2020	5,161	68,974	1.392	347,199	6,389,771	1.011	11,307,827	210,360,566
2025	5,719	70,986	1.461	389,540	6,984,276	1.011	12,369,468	224,260,403
2030	6,195	76,157	1.469	414,822	7,447,829	1.006	13,097,725	236,478,674

Source: Carroll Tomorrow



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### **Exhibit 4-11: Construction Employment by Percent**

Source: Carroll Tomorrow



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**Exhibit 4-12: Construction Sector Earnings (1990-2030)**

In Thousands of Dollars

Year	Carroll County		Georgia	
	Sector Earnings	Total Earnings	Sector Earnings	Total Earnings
1990	\$57,621	\$717,937	\$5,338,373	\$91,991,463
1995	\$70,991	\$910,341	\$6,690,996	\$126,914,210
2000	\$109,141	\$1,193,508	\$10,917,046	\$187,034,834
2005	\$28,218	\$1,392,855	\$11,662,744	\$199,810,399
2010	\$127,370	\$1,566,640	\$12,232,824	\$209,577,224
2015	\$143,262	\$1774,315	\$12,753,874	\$218,504,044
2020	\$181,243	\$1,981,977	\$13,241,752	\$226,862,549
2025	\$178,783	\$2,204,396	\$15,712,754	\$267,290,006
2030	\$197,842	\$2,414,868	\$17,039,600	\$289,087,695

Source: Carroll Tomorrow

5. Manufacturing

Carroll County is projected to continue its significant specialization in manufacturing activities, although the degree of specialization is expected to moderate over time (**Exhibit 4-13**). Within the nation, Georgia is slightly specialized in manufacturing. In the “Carroll County Profile of Target Business Clusters”, Market Street Services, Inc. notes that the highest specialization is in the metal industry. **Exhibit 4-14** shows that in Carroll County, the percent of employment in manufacturing far exceeded that of the State and nation. While manufacturing employment is projected to remain relatively consistent, it will decrease as a percentage of all employment.

**Exhibit 4-13: Manufacturing Sector Location Quotients (1990-2030)**

Year	Carroll County			Georgia			United States	
	Sector Employment	Total Employment	Location Quotient	Sector Employment	Total Employment	Location Quotient	Sector Employment	Total Employment
1980	9,970	26,180	7.694	139,233	2,747,311	1.024	5,654,198	114,231,182
1985	11,858	31,361	7.282	196,914	3,224,299	1.176	6,465,524	124,511,691
1990	11,230	35,550	6.066	212,342	3,690,605	1.105	7,260,787	139,426,897
1995	10,880	38,180	5.505	236,158	4,229,292	1.079	7,731,499	149,358,792



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2000	9,750	41,240	4.243	283,499	4,840,483	1.051	9,267,868	166,323,450
2005	10,908	48,378	4.083	301,977	5,238,962	1.044	9,791,426	177,306,786
2010	11,838	54,914	3.940	317,994	5,625,704	1.033	10,284,436	187,986,707
2015	12,795	61,411	3.843	332,881	6,012,137	1.021	10,790,084	199,015,385
2020	13,836	68,974	3.732	347,199	6,389,771	1.011	11,307,827	210,360,566
								224,260,40
2025	13,078	70,986	3.340	389,540	6,984,276	1.011	12,369,468	3
2030	13,404	76,157	3.178	414,822	7,447,829	1.006	13,097,725	236,478,674

Source: Carroll Tomorrow

**Exhibit 4-14: Manufacturing Employment by Percent**

Source: Carroll Tomorrow

**Exhibit 4-15: Manufacturing Sector Earnings (1990-2030)**

In Thousands of Dollars

Year	Carroll County		Georgia	
	Sector Earnings	Total Earnings	Sector Earnings	Total Earnings
1990	\$274,071	\$717,937	\$16,240,724	\$91,991,463
1995	\$326,558	\$910,341	\$21,665,880	\$126,914,210
2000	\$349,215	\$1,193,508	\$27,638,545	\$187,034,834
2005	\$407,543	\$1,392,855	\$29,526,418	\$199,810,399
2010	\$458,392	\$1,566,640	\$30,969,683	\$209,577,224



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2015	\$519,157	\$1774,315	\$32,288,819	\$218,504,044
2020	\$579,917	\$1,981,977	\$33,523,973	\$226,862,549
2025	\$618,109	\$2,204,396	\$38,325,829	\$267,290,006
2030	\$668,535	\$2,414,868	\$41,055,357	\$289,087,695

Source: Bureau of Economic Analysis; Carroll Tomorrow

6. Transportation, Communications & Utilities

Within the nation, Georgia has a degree of specialization in the transportation, communications and utilities industries (**Exhibit 4-16**). Carroll County does not exhibit specialization in these industries (**Exhibit 4-17**).

**Exhibit 4-16: Trans., Comm. & Utilities Sector Location Quotients (1990-2030)**

Year	Carroll County			Georgia			United States	
	Sector Employment	Total Employment	Location Quotient	Sector Employment	Total Employment	Location Quotient	Sector Employment	Total Employment
1980	750	26,180	0.577	152,581	2,747,311	1.118	5,672,108	114,231,182
1985	638	31,361	0.430	177,746	3,224,299	1.164	5,894,887	124,511,691
1990	820	35,550	0.490	216,342	3,690,605	1.244	6,568,611	139,426,897
1995	770	38,180	0.426	241,887	4,229,292	1.207	7,076,213	149,358,792
2000	1060	41,240	0.535	289,253	4,840,483	1.243	7,994,497	166,323,450
2005	1250	48,378	0.542	316,153	5,238,962	1.267	8,445,760	177,306,786
2010	1388	54,914	0.538	340,455	5,625,704	1.287	8,839,047	187,986,707
2015	1537	61,411	0.540	362,618	6,012,137	1.300	9,229,926	199,015,385
2020	1675	68,974	0.531	381,543	6,389,771	1.306	9,616,329	210,360,566
2025	1766	70,986	0.539	424,811	6,984,276	1.319	10,345,188	224,260,403
2030	1900	76,157	0.543	454,693	7,447,829	1.328	10,873,395	236,478,674

Source: Carroll Tomorrow



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**Exhibit 4-17: Trans., Comm. & Utilities Employment by Percent**

Source: Carroll Tomorrow

**Exhibit 4-18: Trans., Comm. & Utilities Sector Earnings (1990-2030)**

In Thousands of Dollars

Year	Carroll County		Georgia	
	Sector Earnings	Total Earnings	Sector Earnings	Total Earnings
1990	\$23,802	\$717,937	\$8,121,923	\$91,991,463
1995	\$26,308	\$910,341	\$12,198,635	\$126,914,210
2000	\$46,813	\$1,193,508	\$18,682,979	\$187,034,834
2005	\$54,632	\$1,392,855	\$19,959,135	\$199,810,399
2010	\$61,448	\$1,566,640	\$20,934,747	\$209,577,224
2015	\$69,594	\$1,774,315	\$21,826,450	\$218,504,044
2020	\$77,739	\$1,981,977	\$22,661,384	\$226,862,549
2025	\$89,051	\$2,204,396	\$27,073,005	\$267,290,006
2030	\$98,444	\$2,414,868	\$29,398,926	\$289,087,695

Source: Bureau of Economic Analysis; Carroll Tomorrow



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7. Wholesale Trade

**Exhibit 4-19** shows that Georgia has a regional specialization in the wholesale trade sector of the economy while Carroll County does not contribute the State’s prominence of this field. Projections indicate that as Georgia continues to specialize, Carroll County will contribute to the trend although wholesale trade in Carroll County will not be a significant employer relative to the manufacturing sector. **Exhibit 4-20** illustrates that only modest growth in this sector is projected for Carroll County.

**Exhibit 4-19: Wholesale Trade Sector Location Quotients (1990-2030)**

Year	Carroll County			Georgia			United States	
	Sector Employment	Total Employment	Location Quotient	Sector Employment	Total Employment	Location Quotient	Sector Employment	Total Employment
1980	590	26,180	0.448	174,084	2,747,311	1.261	5,741,685	114,231,182
1985	877	31,361	0.567	214,310	3,224,299	1.349	6,136,100	124,511,691
1990	770	35,550	0.450	228,213	3,690,605	1.285	6,711,500	139,426,897
1995	1,110	38,180	0.627	242,507	4,229,292	1.236	6,930,511	149,358,792
2000	1,400	41,240	0.737	283,542	4,840,483	1.271	7,664,629	166,323,450
2005	1,704	48,378	0.763	310,031	5,238,962	1.282	8,183,406	177,306,786
2010	1,957	54,914	0.773	334,712	5,625,704	1.290	8,668,602	187,986,707
2015	2,224	61,411	0.785	359,428	6,012,137	1.296	9,177,403	199,015,385
2020	2,506	68,974	0.787	383,515	6,389,771	1.300	9,710,598	210,360,566
2025	2,683	70,986	0.833	410,616	6,984,276	1.296	10,172,159	224,260,403
2030	2,927	76,157	0.851	436,509	7,447,829	1.298	10,674,936	236,478,674

Source: Carroll Tomorrow



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**Exhibit 4-20: Wholesale Trade Employment by Percent**

Source: Carroll Tomorrow





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**Exhibit 4-21: Wholesale Trade Sector Earnings (1990-2030)**

In Thousands of Dollars

Year	Carroll County		Georgia	
	Sector Earnings	Total Earnings	Sector Earnings	Total Earnings
1990	\$21,249	\$717,937	\$8,240,264	\$91,991,463
1995	\$31,043	\$910,341	\$10,436,625	\$126,914,210
2000	\$47,483	\$1,193,508	\$16,206,907	\$187,034,834
2005	\$55,414	\$1,392,855	\$17,313,933	\$199,810,399
2010	\$62,328	\$1,566,640	\$18,160,246	\$209,577,224
2015	\$70,590	\$1,774,315	\$18,933,771	\$218,504,044
2020	\$78,852	\$1,981,977	\$19,658,051	\$226,862,549
2025	\$90,530	\$2,204,396	\$23,164,398	\$267,290,006
2030	\$100,056	\$2,414,868	\$25,064,434	\$289,087,695

Source: Bureau of Economic Analysis; Carroll Tomorrow

8. Retail Trade

Carroll County’s and Georgia’s retail trade sectors are comparable to that of the nation, therefore no significant specialization currently exists in the two jurisdictions (**Exhibit 4-22**). This indicates that local needs are being sufficiently met by local economic activity within Carroll County. However, Carroll County is projected to become increasingly specialized in this sector. Retail trade employment as a percent of total employment is projected to increase within the County. (**Exhibit 4-23**).



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**Exhibit 4-22: Retail Trade Sector Location Quotients (1980-2030)**

Year	Carroll County			Georgia			United States	
	Sector Employment	Total Employment	Location Quotient	Sector Employment	Total Employment	Location Quotient	Sector Employment	Total Employment
1980	3,440	26,180	0.839	407,627	2,747,311	0.948	17,883,900	114,231,182
1985	4,644	31,361	0.910	520,232	3,224,299	0.992	20,261,800	124,511,691
1990	5,890	35,550	1.008	606,608	3,690,605	1.000	22,920,508	139,426,897
1995	6,650	38,180	1.032	724,947	4,229,292	1.016	25,204,235	149,358,792
2000	7,190	41,250	1.055	814,714	4,840,483	1.018	27,487,436	166,323,450
2005	8,717	48,378	1.096	879,669	5,238,962	1.022	29,138,522	177,306,786
2010	10,118	54,914	1.127	943,043	5,625,704	1.025	30,744,072	187,986,707
2015	11,652	61,411	1.167	1,004,768	6,012,137	1.028	32,353,943	199,015,385
2020	13,345	68,974	1.198	1,063,098	6,389,771	1.031	33,959,691	210,360,566
2025	13,891	70,987	1.197	1,182,447	6,984,276	1.035	36,674,985	224,260,403
2030	15,077	76,158	1.210	1,264,165	7,447,829	1.038	38,677,668	236,478,674

Source: Carroll Tomorrow



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**Exhibit 4-23: Retail Trade Employment by Percent**

Source: Carroll Tomorrow

**Exhibit 4-24: Retail Trade Sector Earnings (1990-2030)**

In Thousands of Dollars

Year	Carroll County		Georgia	
	Sector Earnings	Total Earnings	Sector Earnings	Total Earnings
1990	\$70,489	\$717,937	\$8,467,542	\$91,991,463
1995	\$90,936	\$910,341	\$11,479,924	\$126,914,210
2000	\$120,478	\$1,193,508	\$16,409,688	\$187,034,834
2005	\$140,601	\$1,392,855	\$17,530,565	\$199,810,399
2010	\$158,144	\$1,566,640	\$18,387,467	\$209,577,224
2015	\$179,107	\$1,774,315	\$19,170,671	\$218,504,044
2020	\$200,070	\$1,981,977	\$19,904,012	\$226,862,549
2025	\$223,225	\$2,204,396	\$23,288,365	\$267,290,006
2030	\$244,752	\$2,414,868	\$25,133,675	\$289,087,695

Source: Bureau of Economic Analysis; Carroll Tomorrow

9. Finance, Insurance & Real Estate (FIRE)

The FIRE sector does not represent a specialization for either the County or Georgia (**Exhibit 4-25**). Historic, current and projected location quotients for Carroll County range between 0.608 and 0.725



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while Georgia's range from 0.821 to 0.949. Projections suggest modest increase in FIRE sector employment in Georgia and a minor decline in Carroll County (**Exhibit 4-26**).

**Exhibit 4-25: FIRE Sector Location Quotients (1990-2030)**

Year	Carroll County			Georgia			United States	
	Sector Employment	Total Employment	Location Quotient	Sector Employment	Total Employment	Location Quotient	Sector Employment	Total Employment
1980	1,340	26,180	0.668	199,886	2,747,311	0.949	8,756,005	114,231,182
1985	1,523	31,361	0.637	225,090	3,224,299	0.916	9,491,991	124,511,691
1990	1,660	35,550	0.608	244,947	3,690,605	0.864	10,712,601	139,426,897
1995	1,730	38,180	0.613	269,180	4,229,292	0.861	11,037,790	149,358,792
2000	2,250	41,250	0.705	320,807	4,840,483	0.856	12,876,552	166,323,450
2005	2,710	48,378	0.721	345,677	5,238,962	0.849	13,784,144	177,306,786
2010	3,060	54,914	0.716	369,400	5,625,704	0.844	14,622,396	187,986,707
2015	3,405	61,411	0.713	392,111	6,012,137	0.839	15,471,643	199,015,385
2020	3,786	68,974	0.707	413,052	6,389,771	0.833	16,327,918	210,360,566
2025	3,986	70,987	0.721	448,833	6,984,276	0.825	17,463,939	224,260,403
2030	4,306	76,158	0.725	476,819	7,447,829	0.821	18,443,815	236,478,674

Source: Carroll Tomorrow



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**Exhibit 4-26: FIRE Employment by Percent**

Source: Carroll Tomorrow



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**Exhibit 4-27: FIRE Sector Earnings (1990-2030)**

In Thousands of Dollars

Year	Carroll County		Georgia	
	Sector Earnings	Total Earnings	Sector Earnings	Total Earnings
1990	\$23,892	\$717,937	\$5,729,450	\$91,991,463
1995	\$35,611	\$910,341	\$8,665,193	\$126,914,210
2000	\$44,342	\$1,193,508	\$14,493,039	\$187,034,834
2005	\$51,748	\$1,392,855	\$15,482,998	\$199,810,399
2010	\$58,205	\$1,566,640	\$16,239,814	\$209,577,224
2015	\$65,921	\$1,774,315	\$16,931,539	\$218,504,044
2020	\$73,636	\$1,981,977	\$17,579,227	\$226,862,549
2025	\$82,439	\$2,204,396	\$21,278,580	\$267,290,006
2030	\$90,428	\$2,414,868	\$23,201,037	\$289,087,695

Source: Bureau of Economic Analysis; Carroll Tomorrow

10. Service

According to location quotient analysis of service sector employment (**Exhibit 4-28**), Georgia will gravitate towards service self-sufficiency. Carroll County is a net importer of services and it is anticipated that the amount of imports will slightly increase over the next 20 years. The global trend towards a service-based economy is reflected in the historic, current and projected growth in service industry employment (**Exhibit 4-29**). Service employment in Carroll County is expected to comprise 26% of total employment by 2030.

**Exhibit 4-28: Service Sector Location Quotients (1990-2030)**

Year	Carroll County			Georgia			United States	
	Sector Employment	Total Employment	Location Quotient	Sector Employment	Total Employment	Location Quotient	Sector Employment	Total Employment
1980	3,260	26,180	0.569	502,840	2,747,311	0.836	24,999,605	114,231,182
1985	4,231	31,361	0.538	664,478	3,224,299	0.821	31,241,473	124,511,691
1990	6,830	35,550	0.692	876,598	3,690,605	0.856	38,709,648	139,426,897
1995	8,070	38,180	0.705	1,125,366	4,229,292	0.888	44,768,272	149,358,792
2000	8,960	41,240	0.686	1,397,841	4,840,483	0.912	52,669,141	166,323,450
2005	10,322	48,378	0.652	1,570,648	5,238,962	0.916	58,051,723	177,306,786
2010	11,684	54,914	0.631	1,744,107	5,625,704	0.919	63,428,235	187,986,707
2015	13,316	61,411	0.625	1,926,018	6,012,137	0.923	69,055,428	199,015,385
2020	15,306	68,974	0.623	2,112,872	6,389,771	0.929	74,913,490	210,360,566



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2025	16,392	70,986	0.630	2,358,284	6,984,276	0.921	82,188,949	224,260,403
2030	17,849	76,157	0.627	2,565,035	7,447,829	0.921	88,452,582	236,478,674

Source: Carroll Tomorrow

**Exhibit 4-29: Service Employment by Percent**

Source: Carroll Tomorrow



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**Exhibit 4-30: Service Sector Earnings (1990-2030)**

In Thousands of Dollars

Year	Carroll County		Georgia	
	Sector Earnings	Total Earnings	Sector Earnings	Total Earnings
1990	\$119,147	\$717,937	\$20,057,280	\$91,991,463
1995	\$167,001	\$910,341	\$30,485,258	\$126,914,210
2000	\$241,885	\$1,193,508	\$50,924,609	\$187,034,834
2005	\$282,286	\$1,392,855	\$54,403,055	\$199,810,399
2010	\$317,507	\$1,566,640	\$57,062,302	\$209,577,224
2015	\$359,596	\$1,774,315	\$59,492,838	\$218,504,044
2020	\$401,682	\$1,981,977	\$61,768,636	\$226,862,549
2025	\$456,789	\$2,204,396	\$74,782,986	\$267,290,006
2030	\$503,518	\$2,414,868	\$81,543,233	\$289,087,695

Source: Bureau of Economic Analysis; Carroll Tomorrow

11. Federal Civilian Government

While Georgia has a slight specialization in federal civilian fields, Carroll County is a net importer of services provided by the federal civilian workforce (**Exhibit 4-31**). Unless a local jurisdiction hosts federal installations, offices and functions with a regional, national or international mission, federal civilian employment is limited to local domestic administrative functions. **Exhibit 4-32** illustrates that Carroll County does not host federal civilian functions beyond those used directly by local populations. Total federal civilian employment is projected to fall as a percent of all employment.





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**Exhibit 4-31: Federal Civilian Sector Location Quotients (1990-2030)**

Year	Carroll County			Georgia			United States	
	Sector Employment	Total Employment	Location Quotient	Sector Employment	Total Employment	Location Quotient	Sector Employment	Total Employment
1980	150	26,180	0.219	84,599	2,747,311	1.175	2,993,986	114,231,182
1985	155	31,361	0.205	92,561	3,224,299	1.188	3,007,999	124,511,691
1990	210	35,550	0.255	102,981	3,690,605	1.203	3,233,004	139,426,897
1995	200	38,180	0.266	98,336	4,229,292	1.179	2,946,001	149,358,792
2000	220	41,240	0.315	92,736	4,840,483	1.131	2,818,642	166,323,450
2005	254	48,378	0.327	92,421	5,238,962	1.100	2,844,642	177,306,786
2010	285	54,914	0.340	92,499	5,625,704	1.077	2,869,756	187,986,707
2015	318	61,411	0.356	92,773	6,012,137	1.061	2,894,092	199,015,385
2020	340	68,974	0.355	93,131	6,389,771	1.051	2,917,420	210,360,566
2025	358	70,986	0.400	94,217	6,984,276	1.071	2,824,296	224,260,403
2030	382	76,157	0.424	94,348	7,447,829	1.070	2,799,698	236,478,674

Source: Carroll Tomorrow

**Exhibit 4-32: Federal Civilian Employment by Percent**

Source: Carroll Tomorrow



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**Exhibit 4-33: Federal Civilian Government Sector Earnings (1990-2030)**

In Thousands of Dollars

Year	Carroll County		Georgia	
	Sector Earnings	Total Earnings	Sector Earnings	Total Earnings
1990	\$7,669	\$717,937	\$4,265,441	\$91,991,463
1995	\$9,194	\$910,341	\$5,258,562	\$126,914,210
2000	\$12,634	\$1,193,508	\$6,379,642	\$187,034,834
2005	\$14,744	\$1,392,855	\$6,815,409	\$199,810,399
2010	\$16,584	\$1,566,640	\$7,148,549	\$209,577,224
2015	\$18,782	\$1,774,315	\$7,453,037	\$218,504,044
2020	\$20,980	\$1,981,977	\$7,738,141	\$226,862,549
2025	\$23,378	\$2,204,396	\$8,662,105	\$267,290,006
2030	\$25,630	\$2,414,868	\$9,218,390	\$289,087,695

Source: Bureau of Economic Analysis; Carroll Tomorrow

12. Federal Military Government

Georgia has a slight specialization in military operations while Carroll County has relatively little (**Exhibit 4-34**). Similar to federal civilian employment, the regional, national and international mission of the military limits military employment to local reserves and military installations. Carroll County does not have a military operations base. Military employment as a percent of total employment is expected to decline (**Exhibit 4-35**).



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**Exhibit 4-34: Federal Military Government Sector Location Quotients (1990-2030)**

Year	Carroll County			Georgia			United States	
	Sector Employment	Total Employment	Location Quotient	Sector Employment	Total Employment	Location Quotient	Sector Employment	Total Employment
1980	230	26180	0.401	92,295	2,747,311	1.534	2,501,014	114,231,182
1985	306	31,361	0.442	98,319	3,224,299	1.383	2,746,001	124,511,691
1990	320	35,550	0.462	90,745	3,690,605	1.261	2,717,996	139,426,897
1995	320	38,180	0.546	94,733	4,229,292	1.459	2,292,999	149,358,792
2000	320	41,240	0.615	94,779	4,840,483	1.553	2,097,248	166,323,450
2005	365	48,378	0.638	94,695	5,238,962	1.530	2,095,258	177,306,786
2010	391	54,914	0.639	94,604	5,625,704	1.510	2,093,407	187,986,707
2015	432	61,411	0.669	94,538	6,012,137	1.496	2,091,790	199,015,385
2020	463	68,974	0.676	94,475	6,389,771	1.488	2,090,372	210,360,566
2025	474	70,986	0.796	94,775	6,984,276	1.617	1,881,888	224,260,403
2030	499	76,157	0.863	94,859	7,447,829	1.675	1,797,686	236,478,674

Source: Carroll Tomorrow

**Exhibit 4-35: Federal Military Government Employment by Percent**



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Source: Carroll Tomorrow

**Exhibit 4-36: Federal Military Sector Earnings (1990-2030)**  
In Thousands of Dollars

Year	Carroll County		Georgia	
	Sector Earnings	Total Earnings	Sector Earnings	Total Earnings
1990	\$3,206	\$717,937	\$2,512,476	\$91,991,463
1995	\$3,794	\$910,341	\$3,188,672	\$126,914,210
2000	\$4,401	\$1,193,508	\$3,874,950	\$187,034,834
2005	\$5,136	\$1,392,855	\$4,139,632	\$199,810,399
2010	\$5,777	\$1,566,640	\$4,341,979	\$209,577,224
2015	\$6,543	\$1,774,315	\$4,526,923	\$218,504,044
2020	\$7,308	\$1,981,977	\$4,700,093	\$226,862,549
2025	\$7,906	\$2,204,396	\$5,284,444	\$267,290,006
2030	\$8,591	\$2,414,868	\$5,631,100	\$289,087,695

Source: Bureau of Economic Analysis; Carroll Tomorrow

13. State and Local Government

In theory, Carroll County appears to be a net exporter of state and local government services; therefore, the County has some degree of specialization, as does Georgia (**Exhibit 4-37**). In practice, local government services are not exported from the County nor are state government services exported beyond the state boundary. Variations in Carroll County’s location quotient are likely due to state government employees that provide regional services. Some of this may be attributed to the University of West Georgia. State and local government employees are projected to constitute an increasing percentage of the total employment in Carroll County (**Exhibit 4-38**).



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**Exhibit 4-37: State and Local Government Sector Location Quotients (1990-2030)**

Year	Carroll County			Georgia			United States	
	Sector Employment	Total Employment	Location Quotient	Sector Employment	Total Employment	Location Quotient	Sector Employment	Total Employment
1980	3,660	26,180	1.204	343,553	2,747,311	1.077	13,263,000	114,231,182
1985	3,884	31,361	1.144	352,189	3,224,299	1.009	13,484,000	124,511,691
1990	3,970	35,550	1.021	422,991	3,690,605	1.048	15,245,000	139,426,897
1995	4,590	38,180	1.094	469,941	4,229,292	1.012	16,406,000	149,358,792
2000	5,320	41,240	1.221	511,618	4,840,483	1.001	17,566,102	166,323,450
2005	6,609	48,378	1.293	558,136	5,238,962	1.009	18,729,451	177,306,786
2010	7,675	54,914	1.320	602,719	5,625,704	1.012	19,898,851	187,986,707
2015	9,060	61,411	1.390	646,414		1.013	21,129,366	199,015,385
2020	10,281	68,974	1.398	688,975	6,389,771	1.012	22,423,397	210,360,566
2025	10,403	70,986	1.398	736,727	6,984,276	1.006	23,505,755	224,260,403
2030	11,261	76,157	1.416	781,928	7,447,829	1.005	24,692,569	236,478,674

Source: Carroll Tomorrow



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**Exhibit 4-38: State and Local Government Employment by Percent**

Source: Carroll Tomorrow

**Exhibit 4-39: State and Local Government Sector Earnings (1990-2030)**

In Thousands of Dollars

Year	Carroll County		Georgia	
	Sector Earnings	Total Earnings	Sector Earnings	Total Earnings
1990	\$98,008	\$717,937	\$10,982,719	\$91,991,463
1995	\$124,609	\$910,341	\$13,992,415	\$126,914,210
2000	\$183,334	\$1,193,508	\$18,272,615	\$187,034,834
2005	\$213,955	\$1,392,855	\$19,520,741	\$199,810,399
2010	\$240,651	\$1,566,640	\$20,474,924	\$209,577,224
2015	\$272,551	\$1,774,315	\$21,347,041	\$218,504,044
2020	\$304,450	\$1,981,977	\$22,163,636	\$226,862,549
2025	\$344,298	\$2,204,396	\$25,315,486	\$267,290,006
2030	\$379,031	\$2,414,868	\$27,117,426	\$289,087,695

Source: Bureau of Economic Analysis; Carroll Tomorrow



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**B. Income and Wages**

**Exhibit 4-40** below demonstrates average weekly wages by sector from 1999 to 2017. The Carroll County labor force in 2017 includes 55,039 employees, of which 2,767 (5%) were unemployed at the end of 2017.

**Exhibit 4-40: Carroll County Average Weekly Wage Rates by Sector (1990-2017)**

<b>Sector</b>	<b>1990</b>	<b>1995</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2017</b>
All Industries	\$353	\$367		\$804		\$758	\$813
Agriculture, Forestry, Fishing	\$242	\$243				\$631	\$696
Mining	*	*	*	*	*	*	*
Construction	\$388	\$407				\$944	\$1,031
Manufacturing	\$389	\$401				\$893	\$985
Transportation, Comm, Utilities	\$519	\$520				\$831	\$843
Wholesale Trade	\$423	\$447				\$914	\$992
Retail Trade	\$203	\$213				\$483	\$488
Financial, Insurance & Real Estate	\$419	\$430				\$750	\$841
Services	\$333	\$355				\$700	\$740
Federal Government	*	*	*	*	*	\$1,042	\$1,025
State Government	*	*	*	*	*	\$894	*
Local Government	*	*	*	*	*	\$715	\$750

Source: U.S. Bureau of Labor Statistics

Historic data and projections indicate that, at the national, state and local levels, local reliance on transfer payments will increase as finances from wage and salaries will decrease. In Carroll County, transfer payments (social security, veterans benefits, welfare, food stamps, WIC, etc.) contribute approximately 15.7% of personal income in 2000, which is a higher percent than for Georgia and the nation. Reliance on transfer payments will increase as the “baby boom” generation retires and their personal income shifts from wages and salaries. The percent of income from dividends, interest and rent is anticipated to remain flat through 2020.

**Exhibit 4-41: Total Number of Jobs (2007-2014)**

2000	31,908
2007	39,933
2010	35,295
2012	37,098
2014	38,409



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2016	53,600
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Source: Georgia Department of Labor

**Exhibit 4-42: Sources of Personal Income (1980-2020)**

<b>United States: Income by Type (%)</b>									
<b>Category</b>	<b>1980</b>	<b>1985</b>	<b>1990</b>	<b>1995</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>
Total	100.00 %	100.00 %	100.00 %	100.00 %	100.00 %	100.00 %	100.00 %	100.00 %	100.00 %
Wages & Salaries	59.22%	56.73%	56.16%	55.25%	57.21%	57.40%	57.47%	57.49%	57.48%
Other Labor Income	7.89%	7.90%	7.85%	7.96%	6.95%	6.87%	6.78%	6.68%	6.58%
Proprietors Income	7.65%	7.64%	7.80%	8.04%	8.20%	8.12%	8.05%	7.98%	7.90%
Dividends, Interest, & Rent	16.49%	19.51%	20.18%	18.79%	18.64%	18.61%	18.61%	18.59%	18.55%
Transfer Payments to Persons	12.09%	12.04%	12.17%	14.31%	13.32%	13.51%	13.83%	14.25%	14.77%
Less: Social Ins. Contributions	3.33%	3.81%	4.15%	4.33%	4.32%	4.51%	4.73%	5.00%	5.29%
Residence Adjustment	-0.02%	-0.02%	-0.02%	-0.01%	0.00%	0.00%	0.00%	0.00%	0.00%
<b>Georgia: Income by Type (%)</b>									
<b>Category</b>	<b>1980</b>	<b>1985</b>	<b>1990</b>	<b>1995</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>
Total	100.00 %	100.00 %	100.00 %	100.00 %	100.00 %	100.00 %	100.00 %	100.00 %	100.00 %
Wages & Salaries	64.10%	62.15%	60.36%	59.07%	61.06%	61.09%	61.00%	60.88%	60.72%





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Other Labor Income	8.41%	8.72%	8.68%	8.63%	7.74%	7.62%	7.49%	7.35%	7.22%
Proprietors Income	6.51%	6.97%	7.11%	7.96%	8.21%	8.11%	8.02%	7.94%	7.84%
Dividends, Interest, & Rent	13.05%	15.79%	17.34%	16.31%	16.13%	15.98%	15.87%	15.78%	15.73%
Transfer Payments to Persons	11.72%	10.73%	10.94%	12.62%	11.48%	11.55%	11.74%	12.05%	12.48%
Less: Social Ins. Contributions	3.54%	4.10%	4.33%	4.45%	4.47%	4.65%	4.88%	5.14%	5.44%
Residence Adjustment	-0.25%	-0.25%	-0.10%	-0.15%	-0.16%	0.31%	0.75%	1.14%	1.45%

**Carroll County: Income by Type (%)**

Category	1980	1985	1990	1995	2000	2005	2010	2015	2020
Total	100.00 %	100.00 %	100.00 %	100.00 %	100.00 %	100.00 %	100.00 %	100.00 %	100.00 %
Wages & Salaries	55.66%	52.89%	51.76%	49.69%	48.99%	49.18%	49.06%	48.80%	48.40%
Other Labor Income	7.40%	6.96%	7.56%	7.20%	5.98%	5.93%	5.84%	5.73%	5.61%
Proprietors Income	7.68%	7.92%	7.89%	7.12%	8.12%	8.03%	7.93%	7.80%	7.65%
Dividends, Interest, & Rent	12.15%	15.44%	16.34%	14.81%	15.59%	15.54%	15.62%	15.74%	15.87%
Transfer Payments to Persons	14.23%	13.33%	13.51%	16.95%	15.69%	15.99%	16.55%	17.30%	18.22%



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Less: Social Ins. Contributions	3.27%	3.70%	3.96%	3.94%	3.67%	3.83%	4.00%	4.19%	4.41%
Residence Adjustment	6.17%	7.16%	6.90%	8.17%	9.30%	9.16%	9.00%	8.83%	8.66%

Source: U.S. Census Bureau

### C. Employment and Labor Force

The most prominent feature of Carroll County’s labor force has been the large proportion of blue-collar manufacturing and assembly workers and small professional, clerical and technical work force. **Exhibit 4-43** and **Exhibit 4-44** compare the percentage of the labor force by occupation for Carroll County, Georgia, and the U.S.<sup>39</sup> This data highlights Carroll County’s strong manufacturing sector with greater local percentages of employees involved in “precision production, craft and repair” and “machine operators, assemblers and inspectors.”

#### Exhibit 4-43: Percent of Employment by Occupation (2010)

Occupation Category	Carroll County	Georgia	U.S.
Executive, Administrative and Managerial (not Farm)	8.1%	12.3%	12.3%
Professional and Technical Specialty	10.3%	12.4%	14.1%
Technicians & Related Support	2.7%	3.6%	3.7%
Sales	11.2%	12.3%	11.8%
Clerical and Administrative Support	12.9%	16.0%	16.3%
Private Household Services	0.3%	0.5%	0.5%
Protective Services	1.5%	1.7%	1.7%
Service Occupations (not Protective & Household)	8.6%	9.8%	11.1%
Farming, Fishing and Forestry	2.1%	2.2%	2.5%

<sup>39</sup> Changes were made to the occupation classifications for the 2000 Census to reflect changes in the Standard Occupational Classification (SOC). Because of these changes, data from the 1990 and 2000 censuses are not directly comparable.



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Precision Production, Craft, and Repair	15.6%	11.9%	11.3%
Machine Operators, Assemblers & Inspectors	14.4%	8.5%	6.8%
Transportation & Material Moving	5.9%	4.6%	4.1%
Handlers, Equipment Cleaners, Helpers & Laborers	6.4%	4.3%	3.9%
<b>Total</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.00%</b>

Source: U.S. Census

**Exhibit 4-44: Percent of Employment by Occupation (2010)**

<b>Occupation Category</b>	<b>Carroll County</b>	<b>Georgia</b>	<b>U.S.</b>
Management, Business, & Financial Operations (not Farm)	9.9%	13.6%	12.9%
Professional and Related	16.3%	18.7%	20.2%
Sales	11.1%	11.6%	11.2%
Office and Administrative Support	14.2%	15.1%	15.4%
Personal Care & Services	2.6%	2.5%	2.8%
Protective Services	2.0%	2.0%	2.0%
Service Occupations (not Protective & Personal Care)	9.4%	9.0%	10.1%
Farming, Fishing and Forestry	0.6%	1.0%	1.3%
Construction, Extraction, & Maintenance	14.1%	10.8%	9.4%
Production	11.9%	9.0%	8.5%
Transportation & Material Moving	7.9%	6.6%	6.1%
<b>Total</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

Source: U.S. Census



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**Exhibit 4-45: Percent of Employment by Occupation (2016)**

Occupation Category	Carroll County	Georgia	U.S.
Management, Business, Science, and Arts Occupations	26.4%	36.2%	37%
Service Occupations	18.5%	16.8%	18.1%
Sales and Office Occupations	23.1%	24.6%	23.8%
Natural Resources, Construction and Maintenance Operations	11.9%	9.1%	8.9%
Production, Transportation, and Material Moving Occupations	20.1%	13.2%	12.2%
Total	100.0%	100.0%	100.0%

Source: 2012-2016 American Community Survey

Non-farm employment comprises 98% of all employees in Carroll County while only 2% of the labor force is engaged in farming and agricultural related pursuits. The manufacturing sector, which employed 45.7% of the workforce in 1970, continues to be the largest employment base with 27.2% in 1997. Employment has slowly shifted from the manufacturing sector to the services (21.6%) and retail trade (18.6%) sectors. This has been a nationwide trend, although Carroll County has been making the transition more slowly than in other parts of the country. Private non-farm employment from 1990 to 1999 increased by only 4.8% as opposed to the State of Georgia, which increased 34.6%. Carroll Tomorrow and other economic development interests have focused on diversifying the economy by attracting high wage employers from multiple employment sectors to avoid high unemployment when a specific industry is negatively affected by economic shifts. Although the groupings are slightly different for 2016, Carroll falls behind Georgia and the United States in professional jobs and remains ahead in production jobs.

**Exhibit 4-46: Annual Unemployment Rates (1900-2000)**

Year	Carroll	Coweta	Douglas	Fulton	Haralson	Heard	Cleburne*	Randolph*	Georgia	United States
1990	6.2%	5.9%	4.7%	5.7%	7.1%	5.3%	6.6%	7.8%	5.5%	5.6%
1991	5.6%	5.5%	4.7%	5.3%	9.6%	7.2%	7.2%	9.7%	5.0%	6.8%
1992	7.3%	7.3%	6.1%	7.4%	12.8%	9.4%	6.4%	7.5%	7.0%	7.5%
1993	5.9%	5.3%	4.6%	6.4%	9.5%	7.4%	6.9%	9.7%	5.8%	6.9%
1994	4.7%	4.2%	4.0%	5.8%	6.1%	6.9%	4.2%	6.7%	5.2%	6.1%
1995	5.2%	4.1%	3.6%	5.4%	7.9%	5.9%	5.9%	8.1%	4.9%	5.6%
1996	5.1%	3.8%	3.2%	5.0%	8.0%	8.2%	4.3%	5.9%	4.6%	5.4%



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<b>1997</b>	5.0%	4.0%	3.1%	4.6%	6.9%	6.3%	3.6%	4.7%	4.5%	4.9%
<b>1998</b>	4.5%	3.3%	3.0%	4.1%	6.0%	5.1%	3.6%	5.0%	4.2%	4.5%
<b>1999</b>	4.5%	2.8%	2.9%	3.9%	4.9%	6.6%	4.3%	6.0%	4.0%	4.2%
<b>2000</b>	4.1%	3.4%	2.7%	3.7%	4.4%	5.5%	3.5%	5.5%	3.7%	4.0%
<b>2005</b>	5.5%									
<b>2010</b>	11.7%									
<b>2015</b>	6.7%									
<b>2017</b>	5.0%									

Source: Georgia Department of Community Affairs, Georgia Planning Association)

\* These counties are located in Alabama

The County's concentration of jobs in the manufacturing sector suggests that the existing labor pool should have technical training rather than college degrees for the type of jobs available. The recent rise in education levels of Carroll County's citizens and commuting patterns suggest that there is a professional labor force residing in Carroll County that is occupying jobs elsewhere in the region. To what extent the enhancement of professional workers will lure companies that offer high paying professional jobs is not clear. Carroll County's transportation access, proximity to the Atlanta metropolitan area, post-secondary education opportunities and affordable cost of living are powerful assets with which to recruit professional employers and clean industry.

Major employers are listed in **Exhibit 4-47**. Although three of the five organizations that hire 1,000 employees or more are from non-manufacturing sectors, there are at least 13 industrial operations that employ over 200 people.



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**Exhibit 4-47: Carroll County Major Employers**

<b>Institution</b>	<b>Number of Employees</b>
Southwire	3,700
Tanner Health System	2,800
Carroll County School System	1,800
Decostar/Magna	1,350
University of West Georgia	1,350
Pilgrim's Pride	750
Carroll County Government	650
Greenway Health	600
Carrollton City School System	575
Printpack, Inc.	550
Flowers Baking Co.	525
Bremen Bowdon Investment	500
Sugar Foods	390
Janus International	360
Wal-mart.com	350
OFS Brightwave	350
Carrollton City	308
Colorado Premium	300
Aubrey Silvey	250
Die Tech	230

Source: Carroll Tomorrow



Carroll County residents also work outside Carroll County. **Exhibit 4-48 and 4-49** shows the place of employment for all County residents over the age of sixteen. Carroll continues to have a high number of workers who reside in the county at 61.9%. In order to reach their places of employment, a majority of workers drove, either alone or in a carpool, as shown in **Exhibit 4-50 and 4-51**. During the last 10-year period, more workers have worked from home, a trend that is likely

to continue.

**Exhibit 4-48: Place of Employment, 2010**

Place of Employment	Workers	
	Number	Percentage
Carroll County	24,611	61.9%
Atlanta	1,839	4.6%
Remainder of Atlanta MSA	11,018	27.7%
Outside the Atlanta MSA	2,262	5.7%

Source: U.S. Census



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**Exhibit 4-49: Place of Employment, 2012-2016**

<b>Place of Employment</b>	<b>Workers</b>	
	<b>Number</b>	<b>Percentage</b>
Carroll County	29,416	61.6%
Outside County of Residence	17,717	37.1%
Outside State of Residence	621	1.3%

Source: 2012-2016 American Community Survey

**Exhibit 4-50: Transportation to Work, 2010**

<b>Means of Transportation</b>	<b>Workers</b>	
	<b>Number</b>	<b>Percentage</b>
Drove Alone	31,384	79.0%
Carpooled	6,168	15.5%
Public Transportation	111	0.3%
Motorcycle	61	0.2%
Bicycle	67	0.2%
Walked	738	1.9%
Other Means	290	0.7%
Worked At Home	911	2.3%

Source: U.S. Census





**Exhibit 4-51: Transportation to Work, 2012-2016**

<b>Means of Transportation</b>	<b>Workers</b>	
	<b>Number</b>	<b>Percentage</b>
Drove Alone	39,015	81.7%
Carpooled	5,969	12.5%
Public Transportation	191	0.4%
Bicycle	48	0.1%
Walked	573	1.2%
Other Means	621	1.3%
Worked At Home	1,289	2.7%

Source: 2012-2016 American Community Survey

**D. Local Economic Activity**

1. Agriculture and Forestry

While the topography and lack of prime crop raising soils limit the County’s production of crops, substantial dairy, livestock and poultry industries have contributed significantly to the local economy. 85,249 acres of farmland in Carroll County produce a multitude of products, helping the county rank 16<sup>th</sup> out of 159 Georgia counties in Agriculture. In the 2019 Farm Gate Value Rankings, Carroll County ranked 2<sup>nd</sup> in beef production and 11<sup>th</sup> in broiler production throughout the State. With 493 commercial poultry houses in the county, poultry contributed \$79 million in value, with livestock following contributing \$24 million. The total Farm Gate Value for the county in 2019 was \$146 million.<sup>40</sup>

Carroll County has been traditionally made up of small family farms. It was the first county in Georgia to have an Ag and Natural Resources Agent in 1907. The Georgia Centennial Farm Program established in 1993 recognizes working farms in Carroll County that have maintained over 100 years. 560 of these farms have been recognized in Georgia, with Carroll County having 5 Centennial Farms on the prestigious list.<sup>41</sup>

<sup>40</sup> 2019 Farm Gate Value Ranking for Carroll County.

<sup>41</sup> Georgia Centennial Farms program is administered by Georgia DNR’s Historic Preservation Division.



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- 1995 Reaves Family Farm - location is in Bowdon
- 1999 Crowley and Reynolds Farm
- 2002 Ogletree Farm
- 2009 The Levans Farm - location is in the Temple area
- 2021 Fairview Market at Holloman Farm - location is in the Temple area

The Cotton Mill Farmers' Market in Carrollton provides local and regional farmers a venue to sell their wares directly to consumers. Direct marketing techniques such as farmers' markets, mail order, subscription farms, internet sales and on-site retail sales provide opportunities for small agricultural operations to capture a larger portion of the consumer food dollar by circumventing processors, packers, distributors and large retailers.

Carroll County has 185,900 acres of forestland covering 58% of the land area. As growth pressures have increased, the pressure for development of timberlands also has increased.

Farming, forestry and animal husbandry activities are vital land uses that should not be viewed as mere holding zones for future urbanization or suburban development. While agricultural land uses do not contribute significantly to tax revenues per acre, they consume low levels of public services and typically generate greater revenues than costs. Studies throughout the state and nation reveal that agricultural land uses are net contributors to County fiscal stability, while low density residential development typically generates greater costs than revenues. The environmental and aesthetic benefits of agriculture and forestry land are difficult to quantify in monetary terms yet are known economic development assets and contribute to the rural character and overall quality of life.

In response to the continued loss of agriculture, forestry and open space, an ad hoc Agriculture Preservation Committee consisting of American Farmland Trust, Carroll County Agriculture Extension, farmers and other agriculture interest groups was formed. This committee has been working closely with the Coordinated Planning Committee to ensure that the Comprehensive Plan update adequately addresses agricultural issues and provides sufficient policy guidance to establish a viable agriculture protection program. To this end, the committee is building grassroots support for the use of conservation easements and the establishment of a transferable development rights program within the County. Arising from this planning effort, it is anticipated that an Agricultural Advisory Board will serve a vital role in the land preservation decision-making process of the County. In addition, there are a number of efforts in neighboring jurisdictions to preserve land for agriculture, forestry, environmental protection and recreational purposes.



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#### 2. Commercial and Office Development Trends

As the local economy continues its slow shift to a service and retail based economy, additional office and retail space will be needed.<sup>42</sup> Based on the existing population, there should be a significant demand for day-care and preschool facilities that enable single parents to participate in the workforce. If continued, the recent trend in health and business services employment will increase the need for office space. Health care office space tends to congregate near regional health centers and where a significant patient population exists, for instance near elderly care facilities.

#### 3. Industrial Development Patterns

Although the manufacturing sector's dominance of the local economy is dwindling, it still remains the largest employment sector. The apparel and textiles industry has been hard hit by NAFTA and international markets. Food, rubber and plastics products gained employment. With easy access to rail and highway, the I-20 corridor between Villa Rica and Temple may be attractive as transportation and distribution centers provided urban level services are provided. As noted by Market Street Services, Inc., "There is an adequate supply of industrial land in the municipalities, but none in the unincorporated areas due to a lack of sewer." However, available sites within incorporated and unincorporated Carroll County are generally 20 acres or less, which severely limits the prospects for large industrial operations.

Through the Carroll Tomorrow economic development program, a number of potential "target business clusters" were identified, which would benefit from Carroll County's educational resources, existing economic structure, transportation options and proximity to the Atlanta metropolitan area. Among the identified businesses are software and internet services, warehousing and goods distribution, transportation equipment manufacturing and distribution, corporate transaction services, health care, and value-added manufacturing opportunities.

#### **E. Economic Development Resources**

Changes within the local economy are largely influenced by events external to the County, which may originate from regional, national, and international events. However, recognition of the profound impacts of changes in the economy on the local quality of life has mobilized business and

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<sup>42</sup> Carrollton's existing inventory of empty retail space should significantly reduce demands for new retail space.



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governmental leaders to develop and implement strategies to enhance and stabilize the local economic environment. Consequently, the citizens of Carroll County have created Chambers of Commerce, which seeks to promote economic stability and diversification through various fiscal incentives, planning efforts, labor force enhancement, marketing and other activities.

In recent years, business, community and governmental leaders of Carroll County have been collaborating to develop a unified economic development vision and strategy. Through Carroll Tomorrow, these community stakeholders have developed a series of detailed studies of local strengths, weaknesses, and opportunities that culminated into the Carroll Tomorrow – Advantage Carroll 2020 Plan. The goals, objectives and actions contained within this document have been incorporated into this plan.

### 1. Economic Development Agencies

The Carroll County Chamber of Commerce and the Carroll County Economic Development Foundation, commonly known as Carroll Tomorrow, the county economic development organization (EDO), provide a wide range of economic development services including: business directories, community information dispersion, business education, workforce and leadership development, tourism and convention planning, and marketing assistance. Carroll Tomorrow provides long-range visioning with quarterly reporting to their corporate/public investors of economic, workforce and community development activities, and leadership and government cooperative programs.

Carroll Tomorrow, which operates with pledged private/public revenues on a 5-year cycle, is a broad-based community effort focused on community planning, developing an entrepreneurial community, business recruiting, retention, and expansion assistance. This cooperative effort between business, citizen, education and other community leaders developed the Carroll Tomorrow Advantage Carroll 2020 Plan, which establishes specific goals and actions to enhance the economic condition of the County. A profile of Target Business Clusters asserts that significant opportunities for Carroll County exist in six business sectors: advanced manufacturing, food processing, healthcare, construction, technology, and distribution and logistics.

The Development Authority of Carroll County is a duly created body pursuant to the Development Authorities Law (O.C.G.A. § 36-62-1 *et seq.*, as amended). The Authority was created to develop and promote trade, commerce, industry, and employment opportunities for the public good and the general welfare of the citizens of Carroll County. The Authority has the power to acquire, sell, or dispose of any real and personal property as part of any project, expend for promotion of industry and trade within its area of operations, to construct, acquire, own, repair and equip projects located on



land owned or leased by the Authority and to issue revenue bonds and use the proceeds for the purpose of financing a variety of economic development projects.

Carrollton Payroll Development Authority was created to promote the development of jobs and payrolls in industry, agriculture, commerce, and natural resources and to coordinate development, promotion, and expansion of economic development. While the Authority’s name specifically references Carrollton, its activities cover the entire County. The Authority was created in 1962 by an amendment to the State constitution.

2. Existing Economic Development Programs

Economic development programs available to Carroll County businesses are offered by the Georgia Department of Economic Development (DEcD), Georgia Department of Community Affairs (DCA), Carroll Tomorrow and the Carroll County Chamber of Commerce and local institutions. The DEcD promotes Georgia and its communities for prospective industrial and commercial development. The State of Georgia has been named the ‘Best Place to Do Business’ by Area Development magazine for five consecutive years. The DEcD and the Georgia Governor’s Office recommends development projects for funding via the DCA. Carroll County has been a consistent recipient for this funding over the last seventeen years, including location of Decostar, Printpack, Yachiyo, and Trident Seafoods, as well as expansions of Southwire and Sugar Foods. The DCA is responsible for state administration of many incentive programs as well as providing technical assistance in the area of economic development to local governments, development authorities, and private for-profit entities. **Exhibit 4-55** provides a brief description of available DCA programs.

**Exhibit 4-55: DCA Economic Development Programs**

Program Title	Program Description
The Redevelopment Fund Program	The Redevelopment Fund provides flexible financial assistance to local governments to assist them in implementing challenging economic and community development projects that cannot be undertaken with existing public sector grant and loan programs.
Employment Incentive Program	The Employment Incentive Program is a Community Development and Block Grant funded grant program designed to support local government projects intended to facilitate and enhance job creation and/or retention, principally for persons of low and moderate income.
Downtown Development Revolving Loan Fund (DD RLF)	The Downtown Development Revolving Loan Fund is designed to assist non-entitlement cities and counties in implementing quality downtown development projects. Loans may be used for a variety of



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<b>Program Title</b>	<b>Program Description</b>
	public or private projects that involve infrastructure improvements, real estate development or redevelopment, and, in some cases, purchase or lease of equipment.
Appalachian Region Business Development Revolving Loan Fund	This program is funded by the Appalachian Regional Commission and is designed to make loans to private businesses through local development authorities. The program benefits the 37-county area of Appalachian Georgia by funding projects that lead to job creation or retention.
Appalachian Regional Commission Economic Development Grant Program	This program is funded by the Appalachian Regional Commission and is designed to provide matching grant funds to eligible applicants in support of economic development projects.
Georgia Job Tax Credit Program	The Job Tax Credit Program provides a tax credit on Georgia income taxes for eligible businesses that create new jobs in counties or "less-developed" census tract areas.
Business Retention & Expansion Process	The Business Retention and Expansion Process provides a process for local governments, chambers and/or development authorities to survey existing industries and identify the perceptions and potential problems of private sector firms concerning issues like future plans, international trade, labor and manpower, local government services, energy requirements, and community linkages.
CDBG Loan Guarantee Program (Section 108 Program)	The CDBG Loan Guarantee Program (Section 108 Program) is an economic and community development-financing tool authorized under Section 108 of Title I of the Housing and Community Development Act of 1974, as amended. The program is a method of assisting non-entitlement local governments with certain unique and large-scale economic development projects that cannot proceed without the loan guarantee.
Regional Assistance Program (RAP)	The Regional Assistance Program (RAP) is a collaborative effort of DCA and GEFA to support multi-county and regional collaboration in economic development. The RAP program provides grants to local governments and local government authorities for multi-county activities important to regional economic development.
Bond Allocation Program	For businesses and individuals seeking long-term, low-interest rate financing for the construction or improvements of manufacturing facilities, single and multi-family housing projects, exempt financing is available both at the state and local level. DCA is responsible for



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Program Title	Program Description
	implementing a system for allocating the use of private-activity bonds, as permitted by federal law, in order to further the economic development of the state, to further the provision of safe, sanitary, and affordable housing, and otherwise to further the purposes of the laws of the state which provide for the issuance of such bonds.
Regional Economic Assistance Projects (REAP)	Regional Economic Assistance Projects (REAP) provide a mechanism for local and state governments and the private sector to cooperate on large-scale tourism-related projects with multiple uses that will create jobs and enhance the local tax base. Upon meeting the requirements of the REAP statute and the REAP Rules, a developer of a certified REAP project may apply to the Georgia Department of Revenue for a state license for the sale of malt beverages, wine, or distilled spirits by the drink for consumption on the premises only. House Bill 1482, signed by the Governor on April 20, 2002, broadened the eligibility criteria for the REAP program. Effective July 10, 2002, the Department updated the REAP rules and application manual accordingly.
Georgia Main Street/Better Hometown Program	The Main Street/Better Hometown Program is a self-help community development program designed to improve a downtown's quality of life and is modeled on the Main Street Four Point Approach (TM) to downtown revitalization. The Main Street/Better Hometown Program focuses on economic development through downtown revitalization, historic preservation and restoring a sense of place.
Georgia Academy for Economic Development	The Academy is a consortium of public and private economic development organizations providing economic development training throughout Georgia. These professionals serve as the Academy's program leaders and resource experts.

Source: Georgia Department of Community Affairs. Taken verbatim from <http://www.dca.state.ga.us/economic/index.html>

The Carroll County Chamber of Commerce offers a wide variety of advertising, networking, promotional and training programs including, but not limited to: business directories, visitor and relocation information, site location assistance, seminars, a small business resource center, long distance phone discounts and low cost employee insurance plans.

The University of West Georgia's-Small Business Development Center offers management training and technical assistance to small business owners in the six-county west Georgia region.



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#### 3. Non-Residential Sites Available

The cities of Villa Rica, Bowdon and Carrollton have a total of four (4) industrial parks with over 160 acres available, which are almost at capacity. However, there are few available sites encompassing at least 150 acres, which are sought by the County's targeted business sectors. Within the unincorporated areas of Carroll County, the number of sites suitable for non-residential development is severely limited, primarily due to a lack of sewer service.<sup>43</sup> While the County has zoned areas such as the Highway 61 corridor for commercial development, lack of centralized sewer service has allowed only small-scale uses. Recent County policy changes to allow community wastewater systems theoretically open many areas to larger scale non-residential development. However, most major employers will continue to seek sites with centralized municipal services. In addition, there are limited existing vacant structures suitable for business relocation or expansion.

#### 4. Work Force Development

The local level of educational attainment within Carroll County has continued to improve in recent years from increased secondary educational attainment to expanding cooperatives throughout the county. There are academic and technical schools in the County, many companies have expressed difficulty in hiring qualified employees for entry-level positions, which often requires new employees to attend extensive training.<sup>44</sup> Carroll County created the Carroll/Carrollton Education Collaborative (CCEC) in 2015, including the University of West Georgia, West Georgia Technical College, Carroll County Schools, Carrollton City Schools, Carroll County Chamber of Commerce to tackle many of the workforce education and development issues being expressed by the business community. Retaining graduates, training the existing labor force and improving public school student performance have been specific strategies in which 'to enroll, enlist or employ' the local populace well into the future.

The West Georgia Technical College (WGTC) is the primary source of workforce training in the County. Specialized workforce training and related services are provided through the Quick Start program, which is administered by the Technical College System of Georgia. This program offers training in numerous subject areas including, but not limited to: industrial technology, computer

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43 Carroll Tomorrow, Carroll County Community Capacity Assessment, October 13, 1999, pg. 16.

44 Carroll Tomorrow, Carroll County Profile of Target Business Clusters, March 6, 2000, pg. 15.





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training, productivity enhancement, leadership, customer service and environmental safety. WGTC is pursuing state funding support to build a new local campus in Carrollton by 2021.

#### **F. Economic Growth Projections**

The conservative employment growth projections in this Plan Element are insufficient to maintain the existing jobs-housing balance. To increase employment opportunities, Carroll Tomorrow and this Plan are promoting a coordinated economic development program that includes the following emphases:

- Coordinated promotion and development of Buffalo Creek Technology Park using public and private investments;
- Procure additional property for industrial development within access to transportation corridors and necessary infrastructure.
- Ongoing workforce development efforts with WGTC and UWG and the CCEC; and
- Active participation in and use of available economic development programs (see **Exhibit 4-55**).



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## V. Community Facilities and Services

### A. Introduction

Governments of all levels provide a variety of public goods and services that often are taken for granted. Public water systems, sewer systems, roads, parks, schools, policing, emergency services and cultural facilities are common services that help define the local quality of life, as well as the health of a community and its growth potential. For economic development to occur, a solid base of infrastructure must be present. This section identifies Carroll County's existing facilities and key service issues.

### B. General County Government

Carroll County government is conducted in the County Courthouse and the Administrative Complex. The Courthouse currently houses 50 employees. In addition to the courthouse, the County's Administrative Complex includes three buildings. The main building is 12,000 square feet and the other two buildings are 7,200 square feet and 4,000 square feet. Seventy-five county employees are housed in the Administrative Complex, along with state employees in the Department of Environmental Health and NRCS. The amount of space is currently adequate for the present number of employees and can accommodate modest growth.

The other unit of government that operates county-wide is the Carroll County Water Authority. The CCWA has experienced steady growth in both customers and employees over the last several years.

### C. Water Supply and Treatment

There are six cities that operate municipal water systems: Carrollton, Bowdon, Roopville, Temple, Villa Rica and Whitesburg. **Exhibit 5-1** shows the current water supply capacity and future capacity based on planned improvements. The total current capacity including potential sources from Douglas and Heard Counties is 18.2 million gallons per day (MGD). All but Bowdon have water demands that are near the supply capacity. The Cities of Roopville and Whitesburg get their water from wells. Mt. Zion and Villa Rica purchase water from the Carroll County Water Authority (CCWA), which is a separate entity from the County government. The CCWA operates a countywide water distribution system of more than 750 miles of pipe and services over 16,000 retail water customers. The primary water supply is a 650-acre, 4 billion gallon reservoir and 3 primary groundwater wells. The Water Authority is investigating the prospect of developing additional water sources to meet projected growth demands.



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**Exhibit 5-1: Water Supply Capacity**

<b>Municipal System</b>	<b>Capacity In 2002 (MGD)</b>	<b>Future Capacity (MGD)</b>
City of Carrollton	12.20	12.40
Carroll County Water Authority	0.70	14.50
City of Bowdon	1.00	2.90
City of Roopville	0.09	0.09
City of Temple	0.28	0.28
City of Villa Rica	1.70	1.70
City of Whitesburg	0.03	0.03
<b>External Supplies</b>		
Douglas County Water Authority	2.50	2.50
Heard County Water Authority	0.40	0.40
<b>Total Capacity</b>	<b>18.90</b>	<b>34.80</b>

Source: Carroll County, Georgia

Different levels of water service are necessary to support different land use patterns. Reliance on private well water is generally adequate to serve very low density rural residential land uses. However, suburban residential and urban land use patterns typically require centralized water service to provide an adequate quantity of water at sufficient fire flows for fire suppression. The CCWA continues to extend water lines to rural areas and areas not served by a centralized water system to give residents the option of connecting to the CCWA water system. The CCWA continues to investigate the feasibility of extending water service to as many Carroll County residents as possible.

**D. Wastewater Treatment**

The cities of Villa Rica, Carrollton, Bowdon, Temple, and Bremen operate centralized wastewater systems. Bremen’s system does not serve areas in Carroll County. **Exhibit 5-2** shows the existing wastewater treatment capacity and future capacity based on planned improvements. The total current municipal treatment capacity is 8.90 MGD. The treatment and disposal of wastewater in other areas is almost exclusively accomplished with on-site wastewater facilities (septic tanks, waste stabilization ponds, or infiltration systems). The one exception is the centralized system at Fairfield Plantation, which was originally operated by the developer for fewer than 100 homes. This system is operated and maintained by the CCWA and now serves over 1,750 homes. The CCWA continues to work to reduce inflow and infiltration and is investigating increasing its wastewater capacities through expansion, new facilities, or intergovernmental agreements with neighboring wastewater providers.



**Exhibit 5-2: Wastewater Treatment Capacity**

<b>Municipal Wastewater Treatment System</b>	<b>Capacity In 2002 (MGD)</b>	<b>Planned Capacity (MGD)</b>
City of Bowdon	0.40	
City of Carrollton	7.00	7.00
City of Temple	0.20	1.00
City of Villa Rica	1.30	1.30
<b>Total</b>	<b>8.90</b>	<b>9.30</b>

Source: Carroll County, Georgia

Lack of centralized wastewater systems in most unincorporated areas has been a key constraint to development. The Georgia Department of Public Health requires a minimum lot size of one (1) acre for the installation of an on-site sewerage system, although an individual site may require more land due to soil type.<sup>45</sup> The proliferation of septic systems in the County has raised concerns about extensive use in development areas.<sup>46</sup> In 1990, there were 10,223 homes on public sewer systems while 17,067 either had septic tanks or cesspools. Providing sewer service to rural areas can be costly.

**E. Police Protection**

The mission of the Carroll County Sheriff's Office is to maintain social order within prescribed ethical and constitutional limits and boundaries, while providing professional law enforcement services, and maintaining levels of humane treatment of those persons whose custody it has been charged with. The Carroll County Sheriff Department (CCSD) provides policing, incarceration, and court delivery services. The CCSD is comprised of the jail, administration, criminal investigation, and patrol divisions. Policing functions are primarily provided within the unincorporated portions of the County. The department employs 191 officers and administrative staff and is housed in 84,727 sq. ft. of the Carroll County Public Safety facility. In 1991, the County constructed a Correctional Institute,

45 Georgia Department of Human Resources, Manual for On-Site Sewage Management Systems (May 2001), Pg M-1.

46 Trust for Public Land, University of Massachusetts and USDA Forest Service, Upper Little Tallapoosa River Watershed - Source Water Stewardship Exchange Team Report (April 30, 2003), Pg 6.



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which houses over 300 county and state inmates, who contribute to the maintenance of county roads. In 2012, the Department received 41,490 calls for service, which equates to approximately 374 calls per 1,000 rural residents.

### **F. Fire Protection and EMS Services**

Carroll County Fire Rescue operates a headquarters and a maintenance facility in Carrollton and 14 stations throughout the County including facilities within the city limits of Bowdon, Mt. Zion, Roopville, Temple, Villa Rica, and Whitesburg. Each station is equipped with a 1,500 gallon per minute (GPM) Class “A” NFPA compliant pumper. Additional special apparatus include a 2,000-gallon tanker, two (2) aerial apparatus, two (2) air and light units, five (5) brush trucks, a mobile decontamination truck and trailer, a Mobile Operations Center and four rescue boats. Staffing consists of 108 career positions, including administration and 40 volunteer firefighters. During each shift, all engine companies have at least two (2) career firefighters on duty and all ladder companies have at least two (2) firefighters on duty.

Carroll County Fire Rescue responded to 9,251 calls for assistance during 2017. The 2017 level of activity represents an 11% increase in requests for assistance compared to 2016 (8,332). As the population of the County increases, so will the assistance calls. In 2017, emergency medical calls comprised over half of all calls for service. Fire related responses made up almost 43% of calls. Engine 9/Station 9 on Industrial Boulevard in Villa Rica responded most often with 1,171 calls in 2017.

Carroll County Fire Rescue serves the incorporated area of Carroll County and all of the municipalities except for the City of Carrollton. The City of Carrollton Fire Department serves areas within the city limits and the vicinity from four (4) stations within the city. The County pays the City of Carrollton \$716,580 annually for service outside the city limits. Mutual and automatic aid agreements exist between Carroll County, Carrollton, and some adjacent Counties. In addition, Carroll County Fire Rescue accesses the Carroll County Water Authority resources through hydrants located throughout the County and routinely performs flow tests to ensure adequate water supply for fire suppression.

The Carroll County Emergency Management Agency is responsible for assisting in the protection of lives and property of Carroll County citizens in the event of natural or manmade disasters. Emergency Management anticipates emergencies, takes steps to prevent loss of life and property, and provides quick response when disasters strike. Attached to the Carroll County Sheriff Department, the Emergency Management Agency was established to develop and implement a countywide program. Emergency Management and other emergency agencies identify hazards that face each community and develop contingency plans for each potential emergency. Emergency Management



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provides the expertise, training, and coordination that local governments need to protect lives and property.

The West Georgia Local Emergency Planning Committee (LEPC) is composed of concerned citizens from Carroll, Haralson, and Heard Counties who represent business, industry, public safety, local government, law enforcement, fire, emergency management, emergency medical services, health departments, schools, environmental groups, and the news media. An LEPC is required to develop an emergency plan to educate, communicate, and protect the local community during an accidental release of toxic chemicals. The LEPC also collects inventories of regulated chemicals each year and responds to inquiries from the public regarding community right-to-know issues. The LEPC acts as a source of information for anyone interested in chemical safety, including maintaining a library of Material Safety Data Sheets (MSDS) for chemicals in use in the three counties.

### **G. Educational Facilities**

The importance of strong schools to a community's health cannot be overstated. An educated citizenry of all ages has numerous social and economic benefits including, but not limited to: lower crime rates, higher quality workforce, higher wages, increased property values, enhanced cultural activities, stronger community leadership, and greater economic potential. Three school districts provide service in Carroll County. The Bremen School District serves students living in the small portion of that community located in the County. The City of Carrollton School District serves students in that city. The remainder of the County is served by the Carroll County School District.

The "Carroll Tomorrow" economic development strategy recognizes education's importance as it states the following primary goal:

"GOAL 3, Quality Workforce and Education – Local schools, higher education and the business community will partner to produce a "world class" workforce through a coordinated workforce development system."

The "Carroll Tomorrow" plan goes on to include tangible objectives such as:

- Raise the performance of the public schools in Carroll County into the top 5% statewide,
- Increase the high school completion rate above 85% in the public school system,
- Increase the number of high school graduates completing courses in higher mathematics and physical sciences.

The Carroll County Board of Education operates the school system consisting of 11 elementary attendance districts and 6 post-elementary attendance districts. There are 12 elementary, 5 middle,



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and 5 high schools. In addition to traditional schools, the district operates administrative offices, maintenance facilities, transportation facilities, a vocational center, and a psychoeducational center. **Exhibit 5-3** shows the enrollment for 2017 by school, including proposed schools.

One of the key issues facing the County and the District is site selection for new school facilities. A poorly located school can generate increased costs for transportation and utility improvements. These costs are exacerbated by increased development pressures that result from new elementary schools and, to a lesser extent, middle schools. Coordination of school siting decisions with the County’s capital improvements programming and land use decisions is essential for efficient service provision.

**Exhibit 5-3: School Enrollment (2017)**

School	Growth	School Capacity	FY05	FY10	FY17
Bowdon Elementary	101%	<b>825</b>	738	776	588
Bowdon Middle	101%	<b>500</b>	359	368	417
Bowdon High	101%	<b>625</b>	429	451	302
<b>TOTAL</b>		<b>1950</b>	<b>1526</b>	<b>1595</b>	<b>1278</b>
Mt. Zion Elementary	103%	<b>750</b>	735	852	662
Mt. Zion Middle	103%	<b>400</b>	352	408	312
Mt. Zion High	103%	<b>500</b>	389	451	408
<b>TOTAL</b>		<b>1650</b>	<b>1476</b>	<b>1711</b>	<b>1382</b>
Central Elementary	101%	<b>1175</b>	960	1009	976
Roopville Elementary	101%	<b>550</b>	362	380	353
Whitesburg Elementary	101%	<b>525</b>	406	427	310
Central Middle	101%	<b>900</b>	932	980	827
Central High	101%	<b>1325</b>	1067	1121	1152
<b>TOTAL</b>		<b>4475</b>	<b>3727</b>	<b>3917</b>	<b>3618</b>
Sharp Creek Elementary	106%	<b>450</b>	706	945	531
Temple Elementary	108%	<b>725</b>	810	1190	551
Temple Middle	108%	<b>550</b>	545	801	441
Temple High School	108%	<b>925</b>	571	839	647
<b>TOTAL</b>		<b>3500</b>	<b>2632</b>	<b>3775</b>	<b>2585</b>



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School	Growth	School Capacity	FY05	FY10	FY17
Ithica Elementary	106%	<b>700</b>	415	555	705
Sand Hill Elementary	105%	<b>775</b>	749	956	677
Glanton-Hindsman Elem.	107%	<b>700</b>	582	816	595
Villa Rica Elementary	107%	<b>525</b>	566	794	435
Bay Springs Middle	105%	<b>925</b>	660	842	774
Villa Rica Middle	107%	<b>650</b>	483	677	489
Villa Rica High	107%	<b>1575</b>	1241	1741	1473
<b>TOTAL</b>		<b>5850</b>	<b>4696</b>	<b>6382</b>	<b>5249</b>
GOAL Program					67
Burwell					40
KidsPeace					67
<b>TOTAL</b>		<b>270</b>	<b>184</b>	<b>184</b>	<b>174</b>
<b>SYSTEM TOTAL</b>	<b>104%</b>	<b>15270</b>	<b>14241</b>	<b>17563</b>	<b>14312</b>

Source: Carroll County Schools

There are two post-secondary institutions within the community. The University of West Georgia is the state's sixth largest public university and houses six colleges and one school: Arts and Humanities, Honors College, Social Sciences, Education, Science and Mathematics, Tanner Health System School of Nursing, and Richards College of Business. The total enrollment for the fall of 2017 was 13, 520.

The University offers 88 fields of study, including bachelor's, master's, specialist, and doctoral programs, as well as post-baccalaureate and post-master's certificates. The incoming average freshman GPA was 3.21 in fall 2017. There was a record 2,610 degrees conferred in fiscal year 2016; record four-year and five-year institutional graduation rates.

The University has an economic impact of \$564 million, up 22 percent in five years - as reported by the University System of Georgia Board of Regents in 2016, and employs more than 1,800 full and part-time employees. Through its spending, the university supports 5,350 jobs in the west Georgia region.

The student body includes students from 38 states and 73 countries, involved in more than 150 student organizations.





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The University has been recognized among the nation's top colleges and universities in 2018 by U.S. News & World Report, and honored as a Best Regional College for 2018 by the Princeton Review. It has been recognized as one of America's best-fit universities for students by Colleges of Distinction. UWG was named one of the Most Promising Places to Work in Student Affairs for 2017, and is one of only two universities nationwide to receive this national recognition from the Center for Higher Education Enterprise (CHEE) for four consecutive years.

The Ingram Library has over 330,000 volumes housed in an 85,000 sq. ft. facility.

The West Georgia Technical College (WGTC) opened in 1968 as the Carroll County Area Vocational Technical School. Initially WGTC was managed by the Carroll County Board of Education. In 1987, the school became part of the statewide technical school network under the Georgia Department of Technical and Adult Education. WGTC maintains four campuses, including one in Carrollton. In 2017, 19,333 individuals were served by the college. In fiscal year 2017, 20.6% of the college's students were from Carroll County. The fall 2017 enrollment was 9,525. There were 382 associate degrees, 361 diplomas, and 2,788 technical certificates of credit awarded in 2017. The school awarded 377 GEDs in 2017, the most of any technical college in the State of Georgia.

Programs at West Georgia Technical College include business, nursing, allied healthcare, trucking, public service, manufacturing, installation and repair, and professional services. The school offers technical associate's degrees, diplomas and certificate programs, adult literacy, continuing education, and corporate training. WGTC uses an institutional effectiveness model to assess its personnel, finance, facilities, and learning resources.

### **H. Hospitals and Public Health**

The Tanner Health System operates a 181-bed hospital in Carrollton, a 40-bed facility in Villa Rica, a 25-bed Higgins General Hospital in Bremen, a 15-bed critical access facility in Wedowee, Alabama, and a 92-bed behavioral health facility Willowbrooke at Tanner in Villa Rica. Other Tanner services include the Roy Richards Sr. Cancer Center, Tanner Heart and Vascular Center, Tanner Breast Health Center, Tanner Occupational Health, Tanner Urgent Care, Tanner Center for Sleep Disorders, and the Tanner Pain Management Center.



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Tanner Health System's main campus in Carrollton

The Georgia Department of Public Health operates the Carroll County Health Department which offers a wide variety of health services to the public to promote and enhance disease and injury prevention.

A 2012 report from the Association of American Medical Colleges ranked Georgia 41st in the number of active physicians and forecasts that Georgia will rank last in the nation by 2020, with a shortfall of some 2,500 physicians. Distressingly, data from the 2013 County Health Rankings indicate that Carroll County significantly surpasses state and national rates for the population per primary care



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physician. Overall, one physician serves on average 1,908 patients. There is also a lack of dentists in the community with only 0.03 dentists per 1,000 people.

### **I. Libraries**

Public libraries within Carroll County are part of the West Georgia Regional Library System, which serves Carroll, Douglas, Haralson, Heard and Paulding Counties. There are five (5) branch libraries in the County and one deposit collection. Neva Lomason Memorial Library serves as the Headquarters library for the five-county West Georgia Regional Library System, and it houses 180,000 volumes in a 27,866 square foot building. Neva Lomason Memorial Library houses two meeting rooms, a Cultural Arts Exhibit Hall, and a Special Collections Room which includes genealogical and local history materials. This building houses the administrative staff of the West Georgia Regional Library System, including nine (9) State-paid professional librarians whose duties are to serve the needs of all libraries within the system. West Georgia Regional Library operates a bookmobile and a courier service from this location which serves all branches in the system as well as school media centers throughout the area.

Warren P. Sewell Memorial Library of Bowdon is a 6,500 square foot facility which houses 27,933 books and library items. The library features a community meeting room, a children's story time area, and a Special Collections Room which emphasizes materials about the decorative arts.

The Villa Rica Public Library consists of a new 16,000 square foot building which houses 60,000 books and other items. The building includes meeting rooms for use by the public.

The City of Mt. Zion Public Library is located in the Mt. Zion Community Center, an 8,280 square foot building. This library houses 4,000 books.

The Whitesburg Public Library opened March 31, 2008.

The library system estimates that the County will need at least 75,000 square feet of public library space by 2020 in order to meet minimum state library standards.

Ingram Library on the campus of the University of West Georgia in Carrollton serves as a governmental document depository.



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## **J. Recreational Facilities**

The Carroll County Recreation Department operates a sports complex in Carrollton that includes ball fields, a gymnasium, and a gymnastics facility, and 150 acres of green space adjacent to the sports complex at Oak Mountain. The Recreation Department provides sports league services to over 150 youth and adult teams by offering a wide range of sporting opportunities.

In turn, the Carroll County Parks Department maintains eight county parks, including 523 acres at the McIntosh Reserve on the Chattahoochee River. The McIntosh Reserve Park, which serves a regional population, has camping, hiking, horseback riding, pavilions, and water park facilities. With funding from a grant from Georgia Department of Natural Resources, the park is set to be expanded by the acquisition of 429 acres adjacent to the property.

Additional rural recreational facilities include the John Tanner Park, which is a landmark park in Carroll County, boasting 138 acres, camping sites, putt-putt golf, and other amenities.

Little Tallapoosa Park contains seven miles of natural trails, 2.5 miles of paved trails, a 7-acre open area meadow for events, a 2-acre pond for fishing, and a 5-acre pond for fishing. There are 32 tent/pop-up campsites with electrical hookups, 23 RV campsites with water, sewer and electrical service, and 10 equestrian campsites with water and electricity. All campsites have a picnic table and fire ring with grill. There is also a comfort station with restrooms, showers, and laundry facilities, and there are 17 geocaches in the park.



Sporting the highest point south of Interstate 20, Blackjack Mountain is a 320-acre site which is the most rugged of the parks. The planned trails will take advantage of the terrain and spectacular views. Future amenities under consideration are a lookout tower, observatory, and group camping area. The park is currently in development and is not open.

Moore's Bridge is a 485-acre parcel steeped in history. The wide-open spaces are perfect for historic



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reenactments and picnicking. The 1.25 miles frontage on the Chattahoochee will feature a river walk trail as well as a canoe and kayak launch area and natural trails.

Carroll County has preserved approximately 150 acres in the beautiful, ecologically distinct Snake Creek Gorge area. An additional 600 acres are under permanent protection. The area has developed as a site for ecotourism with a canopy tour and kayaking available at Historic Banning Mills. The park is currently in development and is not open.

The county recently acquired a property on Moss Ferry Road that is to be utilized for a passive recreation park.

Each City within the County is responsible to provide recreation and park facilities to their citizens. A Master Passive Recreation Plan was previously completed and will be updated in the near future. Through the development of this Plan, the County is establishing an open space preservation goal of 20% of the land. A portion of this land will be intended for passive recreational uses appropriate for the protection of natural resources.

Funded as part of the Special Purpose Local Option Sales Tax (SPLOST), the recreation department built an approximately 32,000 square feet gymnasium on site of the County recreation park, as well as a new gymnastic facility. These additions will enable the recreation department to meet its needs into the near future.

Currently under construction is a 20,500 square feet gymnastics facility on the campus of the County recreation park. This facility will accommodate state and regional gymnastics meets and will provide space for more than 300 gymnasts who participate in the program monthly.

### **K. Utilities**

The cities and unincorporated areas of Carroll County are served by the Carroll Electric Membership Corporation (Carroll EMC), Georgia Power Company or Greystone Power. Electric power is provided by an integrated transmission system. In Carroll County, this system consists of transmission voltages of 12 KV, 25KV, 46 KV, 115 KV, 500 KV and 230 KV. Businesses with a connected load greater than 900 KW have the option to choose between Carroll EMC, Georgia Power, or Greystone Power for service. Natural gas is supplied locally by the Atlanta Gas Light Company for residential and industrial customers.

The number and location of new electric utility connections can provide valuable information regarding the pace and density of new development and economic activity. New electricity



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connections to the Carroll EMC system were concentrated between Carrollton, in the center of the County, and Villa Rica in the northeast part of the County. The most significant connection growth occurred in and near Villa Rica. Other significant growth areas were in the northwest and east portions of Carrollton. Few new connections were made in the rural south and west of the County. Overall there were 1,703 new connections in the grid system covering Carroll County.

### **L. Solid Waste Management**

Carroll County and the municipalities of Bowdon, Carrollton, Mount Zion, Temple, Roopville, Villa Rica, and Whitesburg jointly manage their solid waste needs. The Carroll Multi-Jurisdictional Solid Waste Management Plan explains their goals and objectives regarding solid waste management.



## VI. Transportation

### A. Introduction

The transportation network moves people, commodities, goods, and services within and through the County via various modes. The road network is the framework upon which the County's land use pattern has developed. Development impacts the road system's ability to provide safe convenient mobility and access. Excessive or poorly designed development can overburden the road system and generate the need for costly improvements. Coordinating transportation and land use decisions is essential to ensure compatibility between the two and to make the most efficient use of limited fiscal resources.

### B. Roads

The most visible element of the transportation system is the road system (**Roads Level of Service Map in Appendix C**). Road systems consist of a hierarchy of roadways classified by relative purpose, traffic volume and construction standards. Interstates and highways convey high-speed high-volume traffic on a multi-lane hard surface with limited access points between communities. Arterial roads provide for high traffic volume circulation at moderate to high speeds within or between communities with controlled access. Collectors provide moderate speed access between arterials and local roads. Local roads are intended to provide low volume and low speed access directly to private property. Collector and local roads are typically hard surfaced in cities and suburban development areas but may be gravel in sparsely developed rural areas. **Exhibit 6-1** shows the number of centerline miles in each classification and the average of all average annual daily traffic levels for roads in that classification.

**Exhibit 6-1: Road Classifications**

Classification	Centerline miles	Percentage of total county miles
Interstate	17	.08
Arterial roads	136	6.3
Collector roads	236	11.0
Local roads	1748	81.8
Totals	2,136	100



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Source: HNTB, 2014

The road network in Carroll County consists of a radial configuration of major roadways connecting Carrollton with other cities in the County. Highways 27, 16, 166, 113, and 61 radiate from Carrollton. In the southern part of the county, Highway 5 runs west from Whitesburg to Roopville and then south of Bowdon. Highway 78 runs east and west between Temple and Villa Rica in the northeast corner of the county. Interstate 20, which regionally connects the Atlanta metropolitan area to Birmingham, Alabama, runs through the cities of Temple, Villa Rica, and Bremen, just north of Mt. Zion. I-20 has three interchanges in Carroll County, at Highways 27, 113 and 61.

Carroll County has 1,056 miles are paved county roads, with 174 unpaved roads. Remaining roads are maintained by cities or the state.

The most significant traffic congestion is confined to the northeast portion of the County, but commuter traffic is increasingly heavy along Highways 61 and 27. **Exhibit 6-2** shows roads with the highest average annual daily traffic (AADT) counts. These figures are based on a two-way count for the years 2005 and 2011. Highway 11 north of Bowdon and Highway 5 east of Whitesburg experienced a decrease in traffic.

#### Exhibit 6-2: Average Annual Daily Traffic

Road	Count Location	2005	2011	Percent Increase
I-20, east of SR 61	284	65,780	62,160	6
I-20 between Temple and Bremen	283	46,140	41,810	-9
SR 1, northwest of Carrollton	36	18,110	18,500	2
SR 61, west of Villa Rica	159	14,120	14,580	3
SR 1, south of Carrollton	5	7,930	11,720	8
SR 16, southeast of Carrollton	134	10,970	11,400	4
SR 61, northeast of Villa Rica	169	8,360	10,400	
SR 166, west of Carrollton	249	8,200	9,770	19





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SR 16 southeast of Whitesburg	143	8,920	9,160	3
SR 113, northeast of Carrollton	216	6,720	8,040	20
SR 101, northwest of Villa Rica	203	7,690	7,660	0
US 78, east of Temple	94	5,910	6,120	4
SR 100, south of Bowdon	181	4,030	4,760	18
SR 16, northwest of Carrollton	118	3,740	4,130	10
SR 166 east of Carrollton	396	2,460	2,970	21
SR 100, north of Bowdon	192	3,180	2,810	-12
SR 5, east of Whitesburg	81	2,690	2,700	0
SR 5, west of Whitesburg	74	2,540	2,410	-5
SR 5, west of Roopville	58	1,760	1,890	7

Source: HNTB, 2014

Current levels of service on Carroll County roads remain relatively uncongested. The level of service compares the design capacity of a particular road segment with the daily traffic volume, grading the ratio on a scale from A to F. Most roads in the County are currently at levels of service A through C. The **Roads Level of Service Map** in **Appendix C** shows current Levels of Service for the county. Five segments in the county currently operate below a passing LOS daily as depicted in **Exhibit 6-3**. These include:

**Exhibit 6-3: Deficient Level of Service**

Roadway	LOS
SR 8/West Bankhead Hwy (SR 61 to SR 1)	D
S. Carroll Rd (I-20 to SR 61)	D to E



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SR 61 (SR 8 to I-20)	D to E
SR 61 (Ithica Gin to Flat Rock)	D
SR 166 (SR 166 to Tyus Carrollton)	E

Source: HNTB, 2014

Additionally, the following roadway segments are approaching LOS D.

- SR 113 from Pleasant Ridge Road to Northside Drive
- SR 16 from Barns Avenue to Rome Street
- SR 166 from US 27 to S. Aycock Street
- SR 166 from Burson Ave to Hays Mill Road
- US 27 from SR 166 Bypass to Central High Road
- SR 16 from SR 166 to Independence Drive

Increased congestion is projected to be particularly acute along on important travel corridors such as SR 113, SR 101, Carroll Street, SR 166, and SR 61.<sup>47</sup> Based on the traffic modeling conducted during the preparation of the Carroll County Long Range Transportation Plan, improvements will be needed for each of these roads.

Road safety is an important issue in assessing the adequacy of a transportation network. Carroll County experienced 8,658 crashes on state routes from 2007 to 2009. Of these crashes, over 32% involved an injury and less than one percent involved a fatality. **Exhibit 6-4** lists the five intersections in the state route system with more than twenty crashes.

**Exhibit 6-4: Crashes at Intersections, 2007-2009**

Intersection	Number of Crashes
SR 166 Bypass at SR 16	187
SR 8 at SR 61	138

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<sup>47</sup> Additional information regarding existing and projected levels of service can be found in the Carroll County Long Range Transportation Plan, prepared by HNTB, 2014.



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SR 61 at North Hickory Level Rd	115
US 27 at Cottage Hill/Central High	73
US 27 at SR 166	59
SR 166 at Old Airport Rd	58
SR 166 at Somerset Pl	55
US 27 at SR 16	50
SR 166 Bypass at SR 166/Maple St	50
US 27 at Linda Ln	47

Source: HNTB, 2014

**C. Signalization and Signage**

Georgia Department of Transportation information shows that there were 2,301 traffic signals and signs in use in Carroll County in 2018, as shown in **Exhibit 6-5**. Of these, approximately half were located in the unincorporated areas of the county. Over 93% of the signals and signs were stop signs.

**Exhibit 6-5: Signals and Signage**

Area	Stop Sign	Beacon- Amber	Stop All Directions	Flasher	Traffic Control - Left Turn Arrow	Stop Sign Opposite	Traffic Control - Pedestrian Signal	Beacon - Red	Signal	Yield Sign Opposite Inventory	Yield Sign	Grand Total
Unincorp. County.	486	2	59	2	9	631	12		2			1203
Bowdon	28	3	7	2	2	30	8	1	3	1		85
Bremen	5			1	1		0	1	2			10
Carrollton	206	1	34	1	60	298	74	2	58	2	6	742
Mount Zion	5		2	0	0	13	0				2	22
Roopville	5	1		0	0	6	0					12



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Temple	35	1	3	4	6	47	12	2	2			112
Villa Rica	75	1	26	2	16	115	15	1	7		1	259
Whitesburg	11	1	9	2	0	14	0	1				38
Grand Total	856	10	140	14	94	1154	121	8	74	3	9	2483

Source: Georgia Department of Transportation, RC file, September 11, 2002, updated 2018.

**D. Bridges**

Bridges are an important piece of the transportation network in promoting cohesion in roadways. Bridges span rivers, streams, culverts, and other areas where conventional roadways are infeasible. In doing so, they minimize barriers to create a network. While the Chattahoochee and Little Tallapoosa rivers create some obstacles to mobility, no additional crossings are proposed in the Carroll County Long Range Transportation Plan.

The Georgia Department of Transportation routinely inspects all bridges throughout the state for maintenance, rehabilitation and replacement. Of the 169 bridges in Carroll County, most were found to be in good condition. Seven bridges had a sufficiency rating below 50 percent and are potentially in need of maintenance in the next 10-15 years. Another 55 bridges were rated between 50 and 80 percent and are candidates for maintenance and rehabilitation by 2040.<sup>48</sup>

**E. Evacuation Routes**

I-20 through Carroll County is designated as an evacuation route for hurricanes traveling north through the Gulf of Mexico and Atlantic Ocean. In addition, I-20 may be used as an evacuation route in the event of an incident at the Army Depot in Anniston, Alabama that causes nerve gas to be released.

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<sup>48</sup> Carroll County Long Range Transportation Plan, HNTB, 2014.



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## **F. Parking**

Parking generally is not a constraint throughout Carroll County, except in some downtown areas. Significant parking areas in Carroll County include three park and ride lots for carpooling and express bus pick-up and drop-off points. The lots are located at:

- I-20 and SR 61 near Villa Rica,
- North Side Drive at SR 166 in Carrollton, and
- I-20 and SR 113 near Temple.

**Exhibit 6-6** shows the respective sizes and utilization rates for each lot. Responsibilities for park and ride lots are shared between local governments and GDOT district offices. Currently, local governments are asked to provide general maintenance such as weed-eating and trash pickup and the State provides for pothole repairs and resurfacing. The Villa Rica and Temple lots are on the District's priority list to be repaved. To date no funding source has been identified statewide to accomplish this task. District personnel are very happy with the Carrollton facility, to the point of recommending it to their State offices as a model example of what a park and ride lot should be throughout the state.



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**Exhibit 6-6: Park and Ride Lot Utilization - 2004 and 2017**

Lot Location	Lot Name	Number of Parking Spaces	2004		2017	
			Average Count	% Utilization	Average Count	% Utilization
Villa Rica	I-20 & SR 61	160	82	51%	44	28%
North Side Carrollton	SR 166	65	15	23%	13	20%
Temple	I-20 & SR 113	15	9	60%	2	13%

Source: Georgia Department of Transportation

**G. Bicycle & Pedestrian Ways**

Transportation includes more than just roadways for automobiles. Additional forms of transportation include bicycle and pedestrian ways. The Chattahoochee Trace state bicycle route passes through Carroll County. Approximately 23 miles of the route are located within the County. The Chattahoochee Trace is a north-south bicycle route that extends from the Tennessee state line south to Seminole State Park.

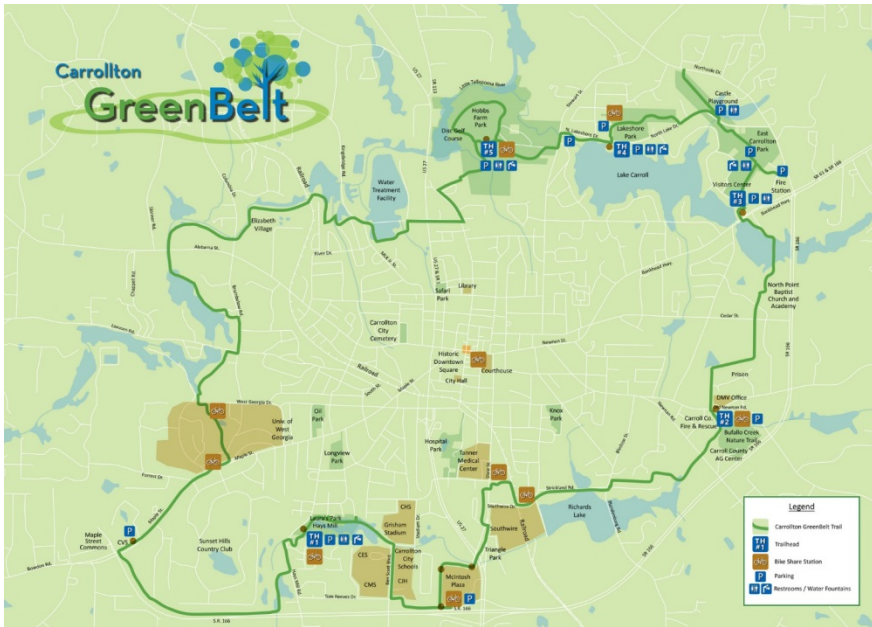
In 2005, the Chattahoochee-Flint Regional Development Center completed a Regional Bicycle and Pedestrian Plan that includes Carroll County, as well as Coweta, Heard, Meriwether and Troup Counties. Along with inventorying existing bicycle and pedestrian facilities and activities, the plan formulated goals and strategies for the ongoing development of these modes of transportation. The bicycle routes included in this plan are shown in the **Regional Bike Plan Map in Appendix C**.

The Carrollton Greenbelt – An 18-mile multi-use loop around the City of Carrollton designed by the Path Foundation for recreational and transportation needs. The Greenbelt connects to shopping, business and recreation areas.



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While there are extensive sidewalk networks within incorporated cities, Carroll County does not require or maintain sidewalks in the unincorporated areas of the County. The County is coordinating with its cities to address the installation and maintenance of sidewalks. In addition, the County is participating in the Safe Routes to Schools programs, in conjunction with the school district, to develop pedestrian-friendly networks around schools located in residential areas.

### H. Public Transportation

Public transportation is limited to selective non-profit services within the larger communities of the County. The Georgia Department of Human Resources provides limited transportation services through its Coordinated Transportation System. This system assists County residents in reaching services of the Division of Aging Services, Mental Health/Developmental Disabilities/Addictive Diseases, and Family and Children Services.

The County has partnered with the Three Rivers Regional Commission to offer a van pool service, offering round trip rides to doctors' offices, shopping areas and senior centers for a economical price.

The long-term prospect of extending commuter rail along the I-20 corridor, discussed in Section J, could be preserved by protecting potential terminal sites.

### I. Airports

Located on 396 acres to the east of Mt. Zion and 5 miles northwest of Carrollton, the West Georgia Regional Airport – O.V. Gray Field (WGRA) was constructed 30 years ago and is under the authority of the West Georgia Airport Authority. The WGRA runway is 5,500 ft. in length and has an asphalt surface that is in good condition as well as a full parallel taxiway. WGRA averages 67 aircraft operations per day. Operations of the airport have been contracted to a private firm, which has overseen \$2 million in facility improvements in recent years. Currently, the WGRA is considering extending the runway length to 6,800 feet and has been in discussions with the County and Airport



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Authority to explore funding options.<sup>49</sup> The existing facilities can accommodate corporate jet and mid-size air traffic. The proposed extension would make WGRA the second longest runway in Georgia – Hartsfield International has the longest – and would allow the airport to handle large jet landings.

The WGRA has been recognized by the community as an underutilized economic development asset. The airport has a number of competitive advantages to other air facilities in the Atlanta Metropolitan Areas, including:

- Adjacent undeveloped land suitable for airport expansion and facility development;
- Access to Interstate 20;
- Existing capacity to serve corporate jets; and
- A proactive management exploring facility improvements.

The community based economic development effort “Carroll Tomorrow” has identified three primary economic development opportunities directly associated to the airport, including:

- Attraction of aircraft building, assembly and part manufacturing businesses;
- Development of a light industrial park adjacent to the airport; and
- Operation of a significant air distribution facility.<sup>50</sup>

Land use adjacent to the airport and the height of structures extending from the runway are not locally regulated. It is common for airport operations to be protected from land use incompatibilities through airport overlay zoning regulations. Such regulations protect the usefulness of public investment in the airport while protecting the public safety and welfare by denoting appropriate land use patterns and structure heights. Since the airport is a regional facility and the land use decisions of Carroll County, Bremen, Carrollton and Mt. Zion effect airport operations, mutually accepted and enforced airport overlay zoning would preserve the functionality of the airport. **Airport Impact Zones Map in Appendix C** shows airport protection zones. Hartsfield Atlanta International Airport (HAIA) is located approximately 50 miles from Carrollton in the southwest portion of Atlanta,

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49 Carroll Tomorrow. Carroll County Profile of Target Business Clusters (March 6, 2000). Page 13.

50 For additional information on Carroll Tomorrow’s economic strategy see: Carroll Tomorrow. [Economic Development Strategy](#) (June 2000). Page 15 and 49.





which is a relatively easy commute for business and personal use. Over 30 airlines provide commercial passenger service.

The West Georgia Regional Airport provides an indispensable link to regional, state, and national transportation systems. However, aircraft noise, safety, and environmental impacts around the Airport affects the compatibility of land uses surrounding it. Incompatible land uses jeopardize the safety and efficiency of flying activities, and the quality of life of the community's residents. Incompatible airport land uses include residential development, schools, community centers and libraries, hospitals, and buildings used for religious services - all generated by new housing demands. Likewise, the construction of tall structures – including buildings, construction cranes, and cell tower in the vicinity of an Airport can be hazardous to the navigation of airplanes. Aviation electronic navigation aids (such as radar facilities, and instrument landing systems) are not always located on Airport property. Such electronic systems (whether located on-Airport or off) have the potential of being interfered with if non-aviation related electronic sources are placed in proximity or if structures are constructed which could block the navigation aid signals. In addition, the placement of lights (high mast lighting and stadium lights, for example) near an Airport can be a visual distraction to pilots approaching an Airport facility.

Planning objectives will discourage land uses that are generally considered to be incompatible with the Airport and to encourage land uses that are more compatible (such as industrial and commercial uses) to locate around the Airport. Except for height, bulk, and intensity of developments around the Airport, conventional zoning techniques will not always suffice to control the land use around the Airport. A combination of procedures (such as zoning overlay requirements or performance requirements such as conditional uses, TDR, and other techniques), subdivision regulations, building and housing codes, growth policies have the potential to avoid incompatible development and promote compatible development.

Airport impact zones are useful to define the dimensions and locations of each area needing protection. Airport impact zones usually include (1) a runway protection zone, (2) an inner safety zone, (3) an inner turning zone, (4) an outer safety zone, (5) a sideline safety zone, and (6) a traffic pattern zone. Recommended land uses and densities of land development are different depending on the particular Airport Impact Zone. For example, the recommended land use in Zones (1), (2) and (5) would prohibit residential development and allow low-density industrial development. Recommended land uses in Zones (3) and (4) would range from zero to low-density residential development and industrial development. Recommended land uses in Airport Impact Zone (6) would allow low-density residential development and industrial development. An industrial buffer is included on the **Future Land Use Map in Appendix C** to prevent future residential growth around the airport.



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Often, residents who move into an area may not be aware of an Airport's presence or the implications of Airport noise. One method of informing the public of an Airport's proximity and disclosing the potential for aircraft noise is to require disclosure through covenants, notice on subdivision plats, site plans, and through other legal instruments. The location of the Airport and other relevant land use controls in the Airport area should be described in the disclosure and covenants and required as a condition of subdivision approval.

There are many entities involved in implementing or supporting actions directed toward improved land use compatibility around the Airport. These entities include the City of Mount Zion, West Georgia Regional Airport Authority, airlines, commercial operations and customers of the Airport, state government, the County, and the community at-large. Once zoning is adopted for Airport impact zones, proposals for development in the vicinity of the Airport should be evaluated by the Airport Authority and jurisdictional bodies responsible for land use around the Airport.

### **J. Railroads**

There are two rail lines traversing the county. The Norfolk – Southern Railway system traverses Carroll County with two routes, an east-west line and a north-south line. The East-West line runs parallel to I-20 through Temple and Villa Rica. Approximately 20-25 trains per day pass along this route, which traverses the historic downtowns of the two cities. This route also provides passenger service through Amtrak, which uses the facility twice daily. The Crescent route has daily runs from New York City to New Orleans by way of Greensboro, NC and Atlanta, GA. There are no passenger stops for this route in the City of Villa Rica. The adjacent eastern and western boarding stops are at Atlanta, Georgia and Anniston, Alabama.

The North-South route runs through Bowdon Junction, Carrollton and Whitesburg with a spur to deliver coal to Georgia Power's Plant Wansley. This route carries an average of five freight trains daily.

The Georgia Department of Transportation is studying a Georgia Rail Passenger Program to provide commuter rail service to Atlanta from outlying areas. One proposed route would terminate at Bremen with stations in Villa Rica and Temple. This route is estimated to cost \$303 million for initial capital costs, with 1.1 million passengers estimated to ride at the mid-range level of fares. The proposed route is conceptual.

### **K. Future Improvements**



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The County has completed a study to prioritize improvements to some of its unpaved roads. This Plan promotes a land use pattern that will minimize the need to pave additional roads in rural areas, which will save considerable maintenance costs over the life of the Plan.

The 2004-2006 Georgia State Transportation Improvement Program includes a variety of transportation improvements planned for Carroll County. **Exhibit 6-7** shows a brief summary of road and bridge projects. The table includes only those projects that affect roadway capacity.

#### **Exhibit 6-7: Carroll County STIP Improvements**

<b>Type</b>	<b>Description</b>	<b>Planned Construction</b>
Bridges	Replace bridge Sandy Flat RD at Big Indian Creek 2.5 mi SW of Bowdon	2010
Roadway Project	Intersection improvement SR 166 / Hays Mill RD	After 2011
Roadway Project	Widening SR 1/ US 27 from Central RD north to Dixie ST	After 2011

Source: Georgia Department of Transportation

In addition to these planned improvements, the Carroll County Long Range Transportation Plan prepared by HNTB identified a variety of transportation improvements intended to “provide multimodal, technological, and demand management solutions to meet Carroll’s future transportation needs” through 2030. These recommendations were matched to specific identified deficiencies in the county transportation network and include new roadways, roadway widening, interchange reconstruction, access management and traffic operations, High Occupancy Vehicle (HOV) lanes, commuter rail lines, express bus and local transit service, railroad grade separation, and safety improvements.<sup>51</sup>

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<sup>51</sup> See Carroll County Long Range Transportation Plan for a detailed list of proposed transportation projects.



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## VII. Land Use

### A. Existing Land Use

The primary forces that mold land use patterns include: infrastructure, topography, hydrology, population growth, land and construction costs, cultural preference, automobile reliance, and educational opportunities.

Low-density residential (i.e., 2-4 acre lot sizes) land use has permeated throughout the County with the heaviest concentration of rural residential use occurring around Carrollton and between Temple and Villa Rica. Residential lot sizes vary throughout the unincorporated area of the County, ranging from 1-4 acres in rural/agricultural areas to 1/2 acre in growth areas limited sewer availability. Compared with average metropolitan area densities of three (3) units per acre, the County is using nine (9) times more land per capita with higher associated fiscal and energy costs. Higher density mobile home parks and subdivisions are scattered; most being located in the eastern half of the County.

**Exhibit 7-1** lists the number of acres used for specific land use categories in unincorporated Carroll County and in each municipality. Agriculture, forestry, parks, recreation and conservation lands comprise 69.2% of the acreage in unincorporated Carroll County. Rural residential uses occupy 26.9% of the unincorporated area. Commercial and industrial land uses account for 1.2% of the unincorporated area. The total number of acres evaluated (308,801) is lower than the total number of acres in the County (322,444) in large part because public right-of-way is not evaluated for tax purposes.

This land use pattern is the result of continuous public and private development actions. Public actions that impact growth patterns are regulatory and fiscal. Public investment in infrastructure and services directly influences the use of land. Major transportation routes, such as I-20, Highway 61, and Highway 27, have attracted development by allowing a heightened level of transportation access. A Corridor Development requirement has assisted in maintaining value and viability of properties along these corridors, thus preventing the development of land uses which conflict with the roadside and surrounding areas. Development patterns along these routes are a mix of commercial and residential.

Public water facilities availability allows subdivision development at greater densities. Within Carroll County, rural residential lots with densities as high as two units per acre are common due to the availability of public water. The Carroll County Water Authority's allocation of water resources will



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have a significant impact on future growth patterns, particularly within the town of Mt. Zion and city of Villa Rica, which purchase some water from the CCWA.

Centralized wastewater treatment and disposal services are unavailable in the unincorporated areas of Carroll County. The predominant method of treatment is private on-site septic facilities. The safe operation of on-site private facilities requires large minimum lot sizes to allow sufficient land for the installation of facilities and to avoid groundwater pollution caused by concentrated sewerage treatment. Reliance on septic systems for much of the recent development in the County has resulted in far greater land consumption per capita and loss of open space. The Plan advocates growth in designated suburban areas where municipal wastewater services can be provided.

**Exhibit 7-1: Acreage of Existing Land Use by Jurisdiction**

Land Use	Unincorporated Carroll County	Carrollton	Villa Rica	Bowdon	Temple	Whitesburg	Roopville	Mt. Zion	Bremen	Total
Agriculture/Forestry	109,676.7	611.8	721.5	261.7	1,009.5	220.1	65.0	2,159.0	0.0	114,725.3
Residential	74,521.6	4,059.2	2,241.7	1,143.2	1,850.2	706.0	248.9	1,313.9	89.2	86,173.9
Commercial	2,869.0	2,459.1	748.0	127.2	147.7	45.6	4.5	2.5	928.9	7,332.4
Industrial	546.0	1,091.5	345.5	179.2	44.0	8.4	0.0	0.0	0.0	2,214.6
Public/Institutional	4,991.8	3,539.6	502.2	175.8	186.8	66.2	50.0	83.9	163.3	9,759.7
Transportation/Communications/Utilities	2,362.0	73.0	28.9	1.4	1.6	7.7	0.3	9.2	0.0	2,484.1
Parks/Recreation/Conservation	82,242.3	253.4	216.0	158.1	678.8	435.6	72.7	2,054.9	0.0	86,111.8



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Total	277,209.4	12,087.7	4,803.7	2,046.6	3,918.6	1,489.6	441.3	5,623.4	1,181.5	308,801.8
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Source: Carroll County, Georgia

Residential development has concentrated near thoroughfares radiating from and around the cities; more dispersed residential development is evident throughout the remaining rural areas. Commercial centers exist primarily within the city limits where public services are available, although there are a few limited commercial areas along main roads and adjacent to intersections. Highways 27 and 61 have experienced increasing pressure for strip commercial development. Tree cover dominates much of the rural landscape with intermingled clear-cut ground, pastures, non-forested wetland, and low density residential use. The southeast portion of the County, which is largely owned by timber companies, is more densely forested than areas along the Little Tallapoosa River that have historically been used for other agricultural pursuits.

As is evident in the **Population Map** and **Existing Land Use Map** in **Appendix C**, most of the population growth within the County has occurred in the region to the north and east of Carrollton to Villa Rica, along the Interstate 20, Highway 61 and Highway 166 corridors. The population growth has primarily occurred in unincorporated rural residential subdivisions and on the fringes of Carrollton and Villa Rica. Blighted areas within Carroll County are isolated to small areas within the incorporated cities. In rural areas, there are a number of trailer parks that have fallen into disrepair, as well as areas of illegal dumping.

Rural residential development within unincorporated Carroll County has occurred on scattered rural estates with the heaviest concentrations between Carrollton and Villa Rica. The existing agriculture zoning district has a four-acre minimum lot size requirement. Historically, the major motivation behind large lot zoning patterns was to allow parcels to be subdivided from farms to allow farmers to liquidate land assets while creating parcels that could serve as “holding zones” for future development. Residential development at that time was denser than the current residential sprawl. Since adoption of the four-acre rule in agricultural zoning, the County has found that large lot zoning has expedited land conversion from agricultural to residential. The Plan recommends strategies to retain agricultural land, open space, and natural resources while promoting more efficient growth patterns.

Carroll County has adopted and enforces land use controls through zoning and subdivision regulations. **Exhibit 7-2** lists the County’s zoning districts and the amount of land within each zoning district. Agricultural (A) zoning district, which applies to 82.7% of the unincorporated County, permits land to be split into tracts of four acres or more. Many tracts zoned Agricultural are used for



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residential use with little agriculture use taking place. Residential zoning districts allow for varied lot sizes with minimums ranging from a one acre (R-2) to three acres (R-1). No maximum lot sizes are in effect. The Fairfield Plantation development, which is predominantly residential, has Planned Unit Development (PUD) zoning. The PUD zoning classification has since been repealed. It is recommended that R-3 zoning (1/2 acre lot size) also be repealed due to a recent ruling by Environmental Health that at least 1/2 acre must be dedicated to septic for any new residential construction. Residential zoning districts (R-1, R-2, R3, R-30, MFR, MHS, and HDDR) encompass approximately 32,990 acres or nearly 12.0% of unincorporated Carroll County. Commercial, Industrial, Office and Institutional zoning applies to 9,853 acres or nearly 3.6%, mostly located adjacent to major transportation nodes. Public right-of-way and other unclassified lands<sup>52</sup> account for 4,759 acres or 1.7% of the County.

In recent years, Carroll County simplified its zoning categories into Agricultural, Residential, Manufactured Home Subdivision, Commercial, Industrial, Office and Institutional, and Technology Park District. The county also established new standards for parcel splits in Agricultural areas in the Subdivision Ordinance.

**Exhibit 7-2: Zoning by Acreage for Unincorporated Carroll County**

Zoning District	Symbol	Acres
Agricultural	A	228,339.05
Low Density Residential	R-1	11,386.42
Medium Density Residential	R-2	6,258.19
Medium Density Residential	R-30	1,096.46
High Density Residential	R-3	4,443.47
Multi-Family Residential	MFR	1,299.40
Manufactured Home Subdivision	MHS	4,845.26
Higher Density Detached Residential	HDDR	1,544.56
Commercial	C	3,854.02
Industrial	I	5,582.41
Office and Institutional	OI	416.85
Planned Unit Development	PUD	2,115.73

<sup>52</sup> The County does assign zoning on public rights-of-way. There are also fragments of land for which zoning may have been assigned but do not appear on the County’s graphic information system (GIS) records.



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Right-of-Way and Unclassified Total Acres	4,759.34 275,941.16
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Source: Carroll County, Georgia

## **B. Future Land Use**

### 1. Overview

The County's future land use, described in this Land Use Element, has been established based upon consideration of natural resources, existing land use, recent demographic trends, projected growth, existing and projected community facilities and services, other background data, public input, and evaluation of County's growth alternatives. The Plan proposes to distribute projected growth by establishing a land use pattern and programming facilities to efficiently serve anticipated needs, while preserving the County's most valued resources. The most intensive development is planned within the cities, the areas surrounding the cities where urban services are anticipated to be provided, and along transportation corridors. The remainder of the County is designated for rural development at densities of the existing agricultural zoning.

### 2. Growth Areas

The Land Use Element establishes a preferred growth pattern after conducting a thorough analysis of the relative impacts of three alternative growth scenarios. Each of the areas represents distinct growth patterns that can accommodate projected population and employment growth in distinct ways. The residential areas are based on historical zoning practice with an assumption that centralized wastewater service would be confined to existing city limits and some limited annexation areas. The corridor areas direct most of the County's growth to existing cities and areas along the key transportation corridors of I-20, SR 61, U.S. Highway 27, and U.S. 78. The agricultural areas are those where farming is or could be facilitated.

Each of the areas was evaluated for:

- the ability to accommodate projected growth;
- impact on community character in incorporated and unincorporated areas;
- effect on timber and agricultural productivity;
- promotion of economic development prospects;
- transportation and utility costs and impacts; and
- community facility and service costs





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After evaluating input from the public, the Planning Commission, and the County Commissioners, the Comprehensive Plan Steering Committee selected a **Future Land Use Map** that incorporates elements of all three areas and is reflected in the objectives and policies of this Land Use Element.

The Plan demonstrates sufficient capacity to accommodate projected growth. Based on the projected population growth that would occur between the years 2018 and 2040:

24,425 dwelling units will be developed County-wide;

Commercial and industrial development will occupy an additional 8,072 acres; and

Using the County’s potential maximum buildout at 123,023 dwelling units at proposed densities, the 30 year projected growth of 24,425 dwelling units will leave room for 98,598 dwelling units for post-2040 growth.

**Exhibit 7-3: Projected Residential Growth**

2010 Population	110,527
2040 Projected Population	148,421
Population Increase 2010 - 2040	61,153
Persons Per Household	2.63
Occupied Dwellings	23,252
Vacancy Rate (assumed)	5%
Additional Dwelling Units Needed	24,415

Source: 2010 Census Data, University of West Georgia, Atlanta Regional Commission, Carroll County Planning Department

**Exhibit 7-4: Commercial and Industrial Development Projections**

2010 Population	110,527
2040 Projected Population	148,421
Population Increase 2010 - 2040	61,153
Commercial and Industrial Acres	9,547
2010 Commercial and Industrial Acres Per Person	0.11



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Additional Acres from Population Growth	6,727
Additional Acres for Local Market Capture (20%) <sup>53</sup>	1,345
<b>Total Additional Commercial and Industrial Land (acres)</b>	<b>8,072</b>

Source: 2010 Census Data, University of West Georgia, Atlanta Regional Commission, Carroll County Planning Department

**Exhibit 7-5: Development Potential of Future Land Use Map**

	Growth Tiers					Total
	Cities	Commercial Corridor	Suburban (sewered)	Suburban (unsewered)	Rural	
Total Vacant Land (acres)	28,876	1,102	7,746	13,177	106,001	156,902
Land Required for Non-Residential Development (acres)	8,840	1,102	0	0	0	9,942
Remaining Vacant Land (acres)	20,036	0	7,746	13,177	106,001	146,960
Average Density (dwellings per acre)	3 dwellings per acre	NA	3 dwellings per acre	1 dwelling per acre	1 dwelling per 4 acres	
Development Potential (dwelling units)	60,107	0	23,239	13,177	26,500	123,023
<b>Projected Dwelling Units</b>						<b>24,425</b>
<b>Surplus Residential Development Potential (dwelling units)</b>						<b>98,598</b>

Source: Carroll County Planning Staff

<sup>53</sup> The local market capture accounts for additional acreage needed to accommodate new commercial and industrial development that provides goods, services and jobs that County residents currently travel outside the County to obtain. As the population grows the variety of viable economic activities increases, which retains and circulates dollars within the local economy.



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### 3. Future Land Use Map

The **Future Land Use Map** illustrates the land use and infrastructure policies required to achieve the preferred scenario. While better defined by objectives and policies in the Comprehensive Plan, the classifications include:

**Cities** – currently incorporated areas that are not subject to this Comprehensive Plan.

**Transportation Corridors** – transportation corridors with mixed use and commercial development following Highways 61 and 27 with nodal centers at critical interchanges with major arterials.

**Residential** - areas that will accommodate rural residential development relying on centralized water systems and on-site sewer service. Average density will be approximately one dwelling per acre.

Within the residential area, the use of cluster development patterns will be encouraged provided adequate water and wastewater facilities are available. **Exhibit 7-6** illustrates a subdivision development pattern (also called conservation subdivision) with modest residential lots and preserved open space. Subdivision patterns will be implemented through the County's land development regulations.

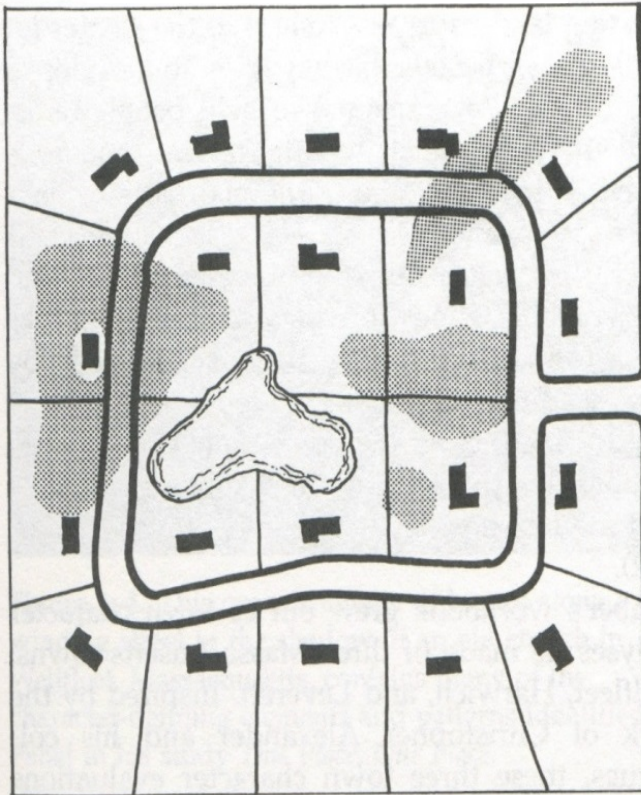


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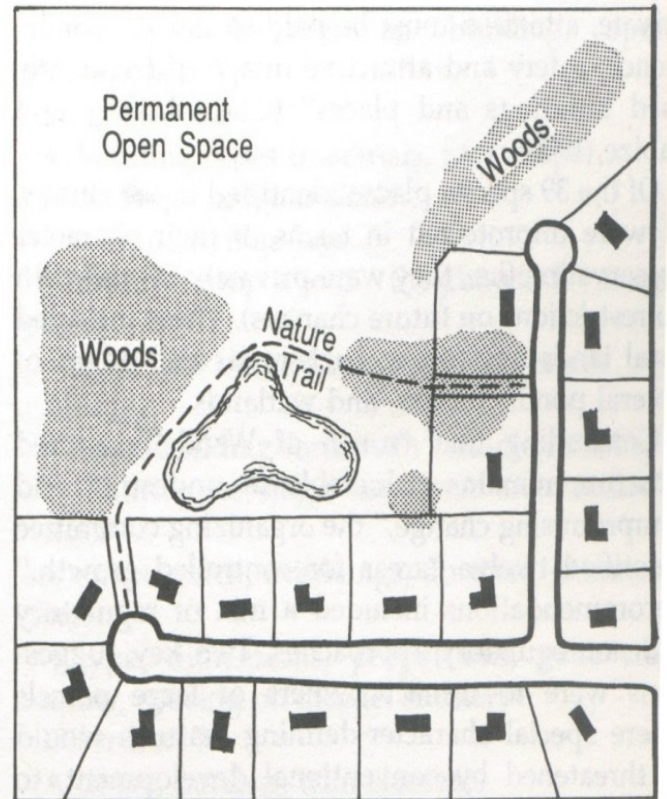
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### Exhibit 7-6: Cluster Subdivision Design

Conventional Rural



Cluster Subdivision



Source: Randall Arendt, et al., Rural By Design, Page 31.

**Agricultural** – These areas consist primarily of farm, ranch, and timber lands that are zoned “Agriculture”. Other than buildout of previously approved and existing subdivisions or lot splits (grandfathered), future development in this tier will occur at densities of one dwelling per four acres, or less.



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A Corridor Development Ordinance was adopted that permits only appropriately designed development along highways, thus protecting the efficient movement of traffic through the corridors. At present, the transportation corridors contain a hodgepodge of low intensity and poorly designed residential and non-residential uses that present traffic hazards due to a large number of access points or curb cuts along the corridors. Corridor planning will transform the transportation corridors into commercially attractive developments that provide for employment opportunities.



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#### 4. Future Land Use Plan

The **Future Land Use Map** in **Appendix C** was developed after evaluating existing zoning, existing land use, lot patterns, future growth needs and existing infrastructure. To provide for coordinated expansion of urban densities of the County's cities, the residential areas reflect the extent of land that will reasonably be served by municipal water and wastewater systems within the next 20 years. Locations for residential, commercial, industrial, and other future land uses for these areas will be developed in future specific residential plans to be developed in coordination with each city. The county and cities are expected to adopt intergovernmental agreements for coordination of infrastructure extensions, land use transitions, riparian corridor preservation, and annexations.

The **Future Land Use Map** assigns land use categories to all parcels in unincorporated Carroll County. The intensity of development will be determined by the appropriate policies at the rezoning and development approval stages. Limited neighborhood commercial and service uses may be developed in specified residential areas in the future based on appropriate infill policies that assure compatibility with neighborhood character. The future land use categories are as follows:

**Residential** –Residential development may include neighborhood scale commercial uses to serve the predominately residential development.

**Commercial** –Non-industrial business uses, including retail sales, office, service, and entertainment facilities, are organized into general categories of intensities. Neighborhood scale commercial uses may be authorized in residential areas subject to zoning and tier policies.

Some examples of commercial development in Carroll County:



## Carroll County, Georgia

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**Industrial** –Manufacturing facilities, processing plants, factories, warehousing and wholesale trade facilities, mining, or mineral extraction activities, or other similar uses.



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**Public/Institutional** –State, federal, or local government uses, and institutional land uses. Government uses include city halls and government building complexes, police and fire stations, libraries, prisons, post offices, schools, military installations, etc. Institutional land uses include colleges, churches, cemeteries and hospitals. Facilities that are publicly owned, but would be classified more accurately in another land use category, should not be included in this category. For example, publicly owned parks and/or recreational facilities should be placed in the Park/Recreation/Conservation category; landfills should fall under the Industrial category; and general office buildings containing government offices should be placed in the Commercial category. Note that these land uses may be established in areas designated for any of the other land uses.

### **Transportation/Communications/Utilities**

–Major transportation routes, public transit stations, power generation plants, railroad facilities, television, radio and cellular towers, telephone switching stations, airports, bus facilities, gas, electric, telephone, sewer, water and drainage utilities.

**Park/Recreation/Conservation** –Active or passive recreational uses. These areas may be either publicly or privately owned and may include farms with purchased development rights, playgrounds, public parks, nature preserves, wildlife management areas, national forests, golf courses, recreation centers, open space, habitat corridors, bicycle and pedestrian trails and paths, and environmentally-sensitive lands or similar uses.







## Carroll County, Georgia

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**Agriculture** – This category is for land dedicated to agriculture, farming (fields, lots, pastures, farmsteads, specialty farms, livestock production, etc.), commercial timber or pulpwood harvesting, or other similar rural uses such as pasture or woodlands not in commercial use.



Carroll County, Georgia

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## VIII. Intergovernmental Coordination

The County has worked extensively with the other governmental entities in Carroll County, especially during the development of this Plan. The County recognizes that the ultimate success of this Plan depends on intergovernmental coordination.

Existing coordination mechanisms between the County and other local governments, special districts, and authorities are described throughout this Plan. Specific discussions of coordination methods may be found in the following chapters:

- Coordination of utilities with local governments and service providers - Chapter V, Community Facilities and Services Chapter;
- Coordination with local school boards - Chapter V, Community Facilities and Services Chapter;
- Coordination of growth areas with local governments and development authorities - Chapter VII, Land Use Chapter; and
- Intergovernmental Agreements - Chapter IX, Plan Implementation Chapter.

The Appalachian Regional Commission (ARC) is a federal-state partnership that works with the people of Appalachia to create opportunities for self-sustaining economic development and improved quality of life. The ARC was established in 1965 by the Appalachian Regional Development Act (ARDA) to promote economic and community development of the Appalachian Region. The Region includes an area of 200,000 square miles and about 22.9 million people. Carroll County is at the southern end of the ARC region in the State of Georgia.

For almost 40 years, the Commission has assisted a wide range of programs in the Region in areas such as highway construction; development of community water and sewer facilities, telecommunications, and other physical infrastructure; health, education, and human resource development; economic development; and local capacity building and leadership development. The ARC has funded thirty-seven projects in Carroll County since its inception, awarding over \$6 million in grants. **Exhibit 8-1** lists those projects funded since 1980. In addition to these mechanisms, the County has negotiated a Service Delivery Strategy with its local governments.



Carroll County, Georgia

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**Exhibit 8-1: ARC Grants in Carroll County (1980 – present)**

Year	Project	Grant Amount
1980	Carroll County Vocational High School	\$650,000
1980	Study of Skills and Training Programs, Carroll County	\$18,000
1981	Carroll County Prenatal Services	\$75,000
1981	Bowdon Junction Family Day Care	\$50,235
1981	Airport Extension Project, West Georgia Regional Airport	\$100,000
1982	Bowdon Junction Family Day Care	\$36,934
1982	McIntosh Reserve Tourism Development Project	\$65,000
1982	Mt. Zion Medical Center	\$56,717
1983	Bremen/Bowdon Industrial Child Care Program	\$181,160
1988	Villa Rica Water Project	\$120,500
1996	Villa Rica Sewer System Improvements	\$300,000
2003	Burson Center for Business Development	\$250,000
2010+	Burson Center for Business Development	\$250,000

Source: Three Rivers Regional Commission



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## **IX: Broadband Services Element**

Within Carroll County, the deployment of quality broadband services is key to creating an environment which sustains a high quality of life for the residents and its support businesses. The following goals and associated strategies will help promote this effort.

**GOAL #1:** Essential telecommunications services for all residents, businesses, and local government agencies (especially the Public Safety and Emergency Services) are reliable.

### Strategies:

- Engage telecom providers in direct dialog to address telecom reliability and diversity/redundancy issues.
- Engage with the Georgia Public Services Commission (GPSC) in proceedings on relevant telecommunications issues.
- Request incumbent providers to share critical information with high-level county public safety officials on points of vulnerability in county networks, such as communities where facilities are non-redundant/diverse.
- Document any major telecommunication outages, and use such documentation to engage providers, GPSC, and policymakers at the local, state, and national level for corrective action.
- Work with willing providers, the GPSC, and other entities to develop methods to document and correct ongoing individual landline outages which lead to loss of 911 services for residents.

**GOAL #2:** All residents should have affordable high speed broadband access in their homes.

### Strategies:

- Work with all willing providers to identify barriers and solutions to deployment.
- Work with all willing providers to expand broadband and mobile networks.
- Support and work with all willing communities to organize and develop last-mile connectivity plans. The last mile refers to the portion of the telecommunications network chain that physically reaches the end-user's premises. Leverage any opportunities to provide home access for K-12 students (as promoted by the Board of Education to unlock 24/7 educational opportunities), and for college students to enable online educational opportunities.
- Assess ground truth broadband availability for then number of unserved and underserved households in the county.
- Share federal and state grant information for deployment opportunities with providers and organizations. Encourage and support appropriate pilot projects and applications.



## Carroll County, Georgia

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- Advocate locally, regionally, and nationally for appropriate policies and programs for expanded last mile broadband deployment.
- Increase the number of public access computers and Wi-Fi hotspots in libraries and other public spaces.
- Reduce economic barriers for access through support for low income access programs.
- Increase broadband adoption through the promotion of digital literacy programs in schools, libraries, and nonprofits.

**GOAL #3:** Competitively priced high speed broadband infrastructure throughout the county is development to attract, retain, and develop internet reliant businesses.

#### Strategies:

- Research and consider alternative models for broadband investment and infrastructure development, such as public-private partnership models.
- Collaborate with the Three Rivers Regional Commission and other neighboring counties and cities for resources to launch the implementation of joint broadband infrastructure projects.
- Break down broadband funding silos by cooperative relationships and enhanced communications between schools, colleges, libraries, healthcare facilities, communities, local governments, public safety, and providers.
- Support appropriate state and federal legislation for funding of broadband programs and projects. Oppose detrimental state “pre-emption” legislation that takes away local control.
- Encourage high speed work centers until this necessary infrastructure is fully developed for economic development.

**GOAL #4:** Local government takes leadership in broadband issues, adopts policies to facilitate broadband deployment, and seeks ways to leverage existing assets.

#### Strategies:

- Carroll County identifies and considers adopting policies that facilitate broadband deployment, such as appropriate streamlined project permitting, a county “dig once” policy, or master lease agreements that allow the installation of broadband on county owned infrastructure.
- Carroll County uses its leadership position to elevate the broadband conversation at local level, state level, and national level.
- Carroll County advocates for open access broadband infrastructure wherever feasible.
- Carroll County improves how goods and services are delivered by aspiring to offer all government services as web based.



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- Carroll County encourages other groups (nonprofits, Chambers of Commerce, etc.) to elevate the broadband conversation and highlight broadband obstacles and successes in their outreach.
- Carroll County encourages all departments to include broadband access as a priority. Departments identify ways in which they can facilitate deployment of broadband, reduce barriers, or possibly even make funding available for broadband.
- Carroll County encourages all departments to create an inventory of existing county assets which could be leveraged for broadband deployment inventory (such as buildings and Rights of Way) and cross-communication facilitated between broadband stakeholders.
- Carroll County's website will include broadband resources and information and/or links to other websites.

**GOAL #5:** Carroll County develops a comprehensive broadband plan.

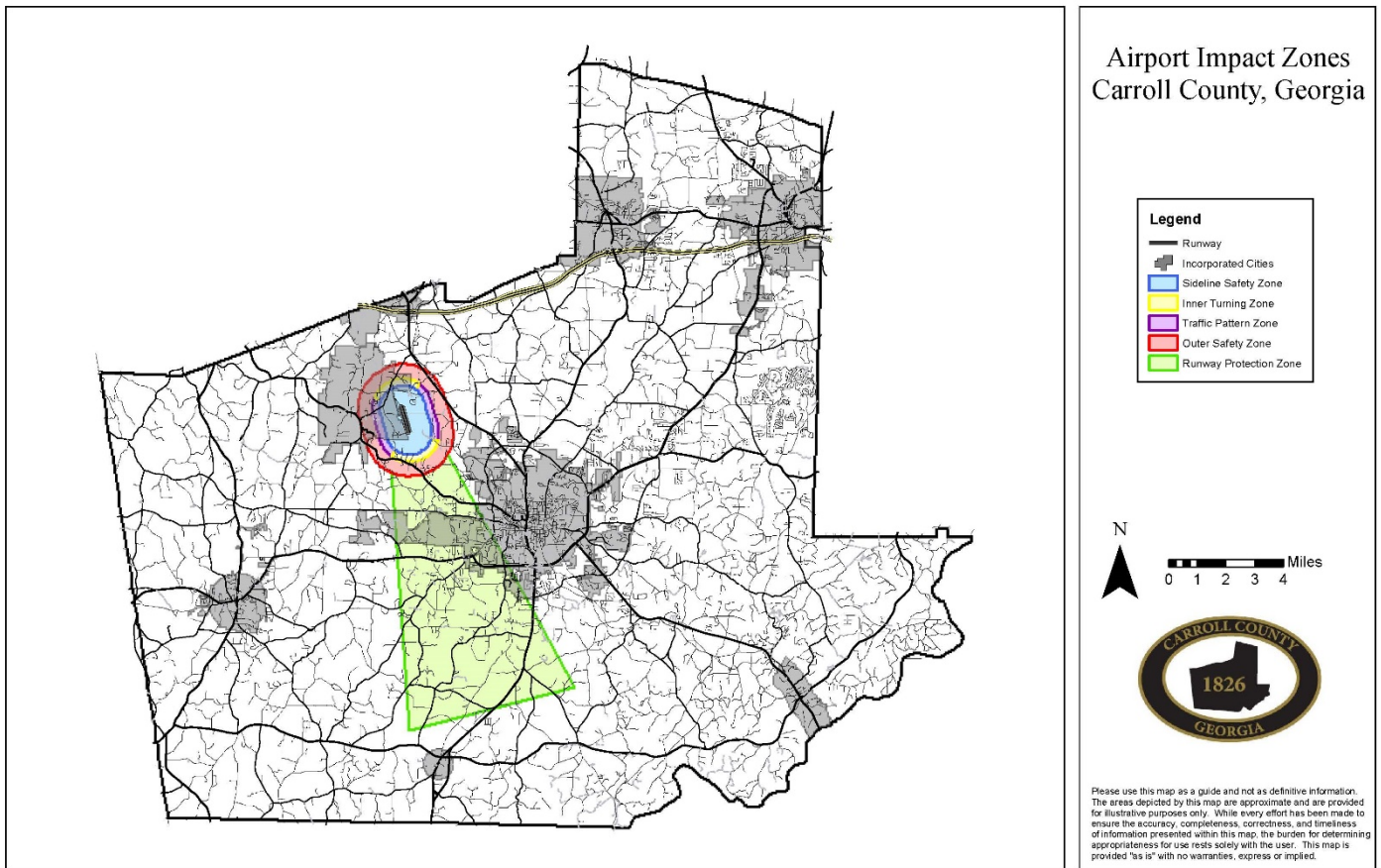
### Strategies:

- A Broadband Plan will be development from the most current Broadband Goals and Strategies identified in the Comprehensive Plan.
- The plan should address how to best get all residents and businesses online so that the network can be used to drive economic growth and social progress.
- The plan should be adaptable and reviewed regularly to consider changing needs, broadband metrics and consumer usages.
- The plan should be a model for other local governments to adopt.



## APPENDIX C: MAPS

### Airport Impact Zones Map

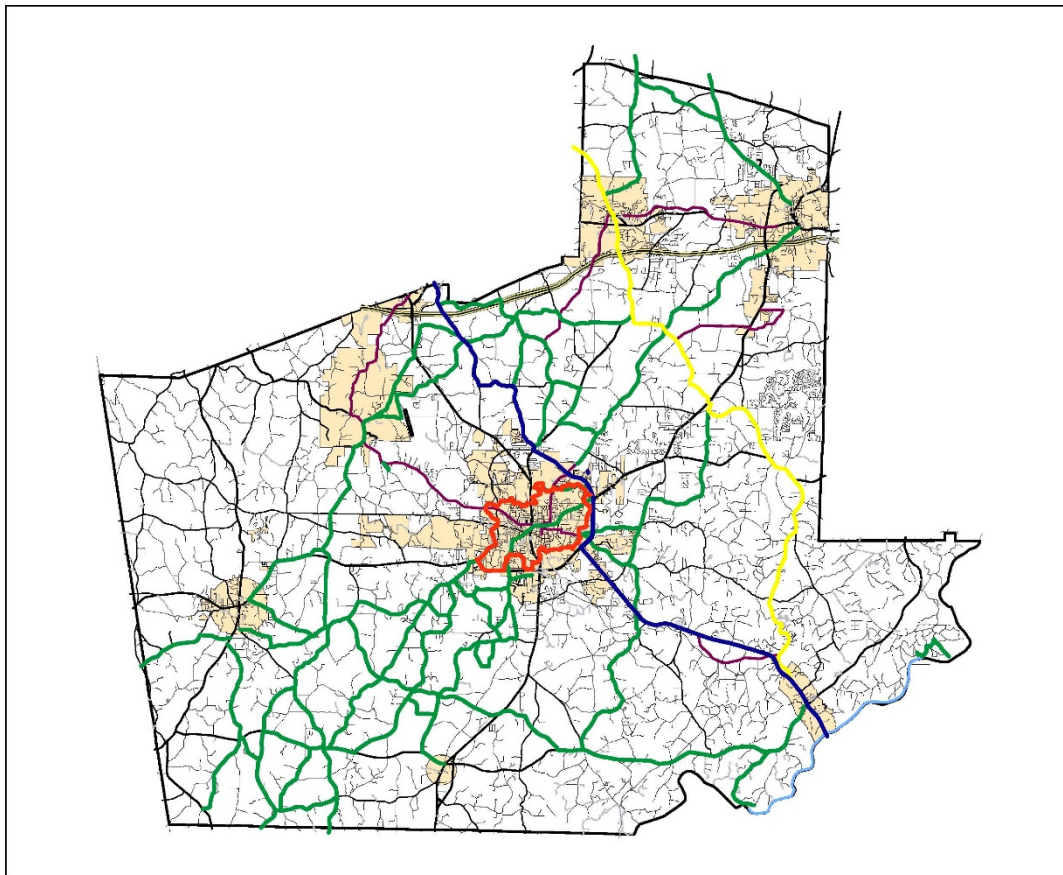




Carroll County, Georgia

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## Regional Bike Paths Map



Regional Bike Paths  
Carroll County, Georgia

Legend	
	Carrollton Greenbelt
	state_bike_route
	regional_bike_network
	rec_routes
	intercity_connector_bikepath
	proposed_bike_path
	Incorporated Cities



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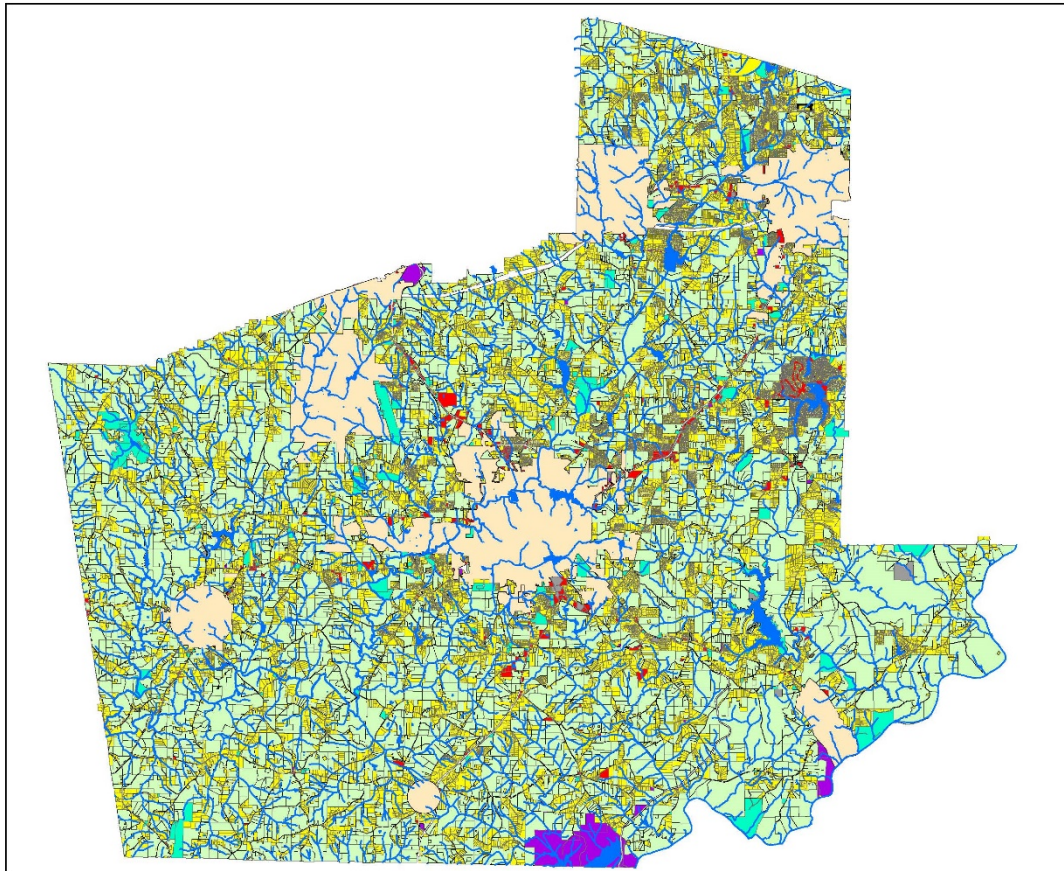




# Carroll County, Georgia

## Comprehensive Plan Update 2023

### Existing Land Use Map



Existing Land Use 2022  
Carroll County, Georgia

**Legend**

- Bodies of Water
- Incorporated Cities
- Agriculture
- Commercial
- Public
- Industrial
- Residential
- Utilities

N

0 1 2 3 4 Miles



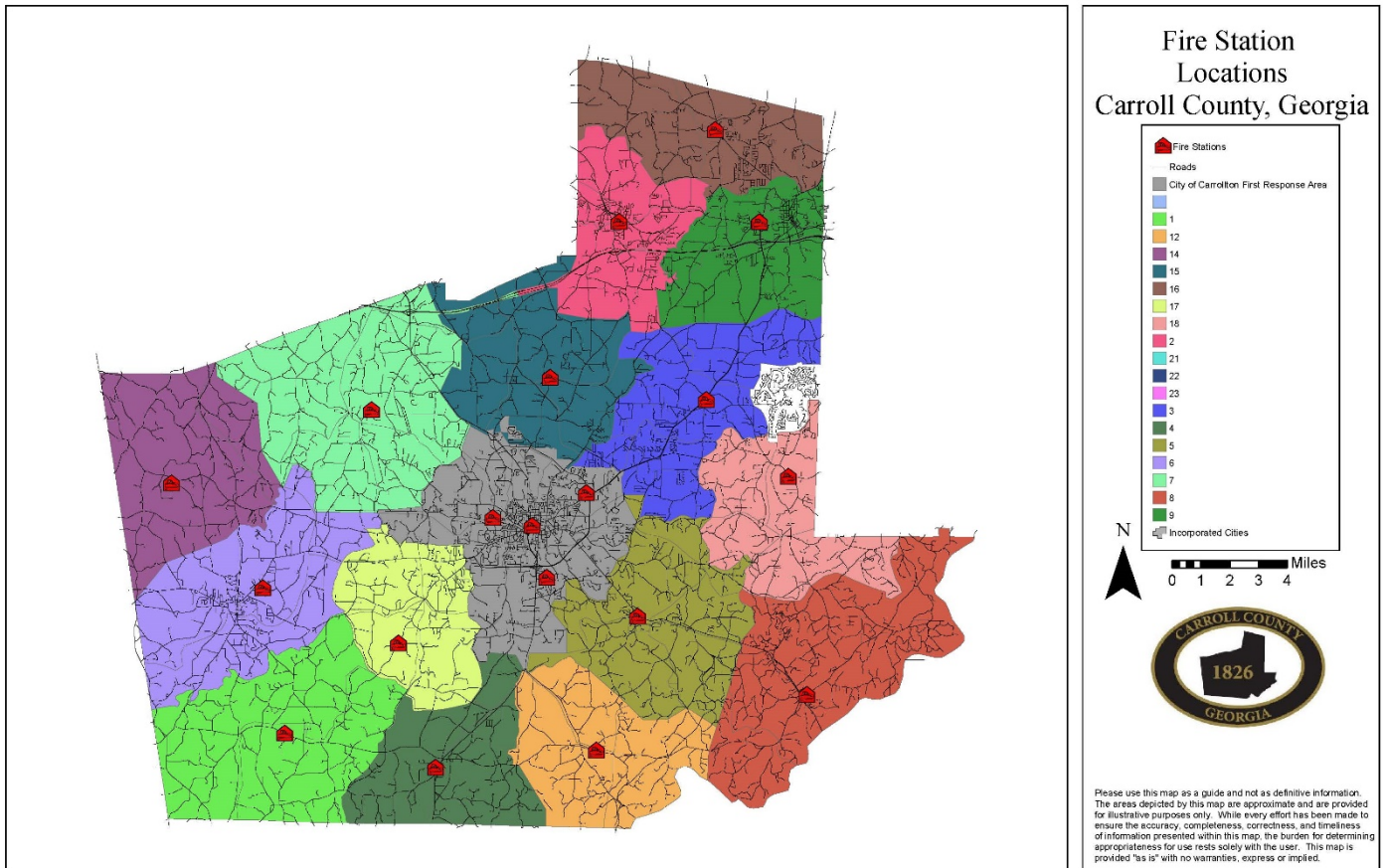
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# Carroll County, Georgia

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### Fire Station Map

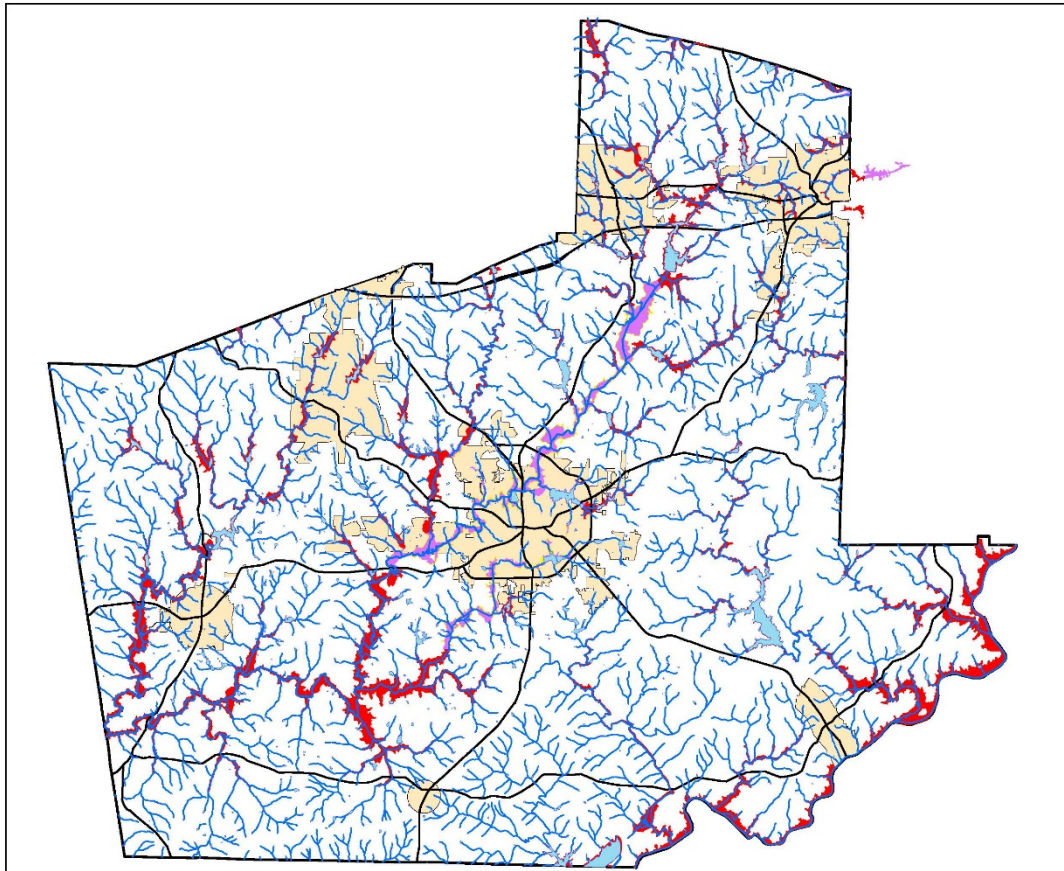




Carroll County, Georgia

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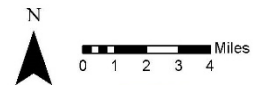
## FEMA Floodplains Map



### FEMA Floodplain Carroll County, Georgia

**Legend**

	Lakes
	Streams
	500 Year Flood Plain
	100 Year Flood plain
	100 year Flood plain with Base Flood Elevations
	Incorporated Cities



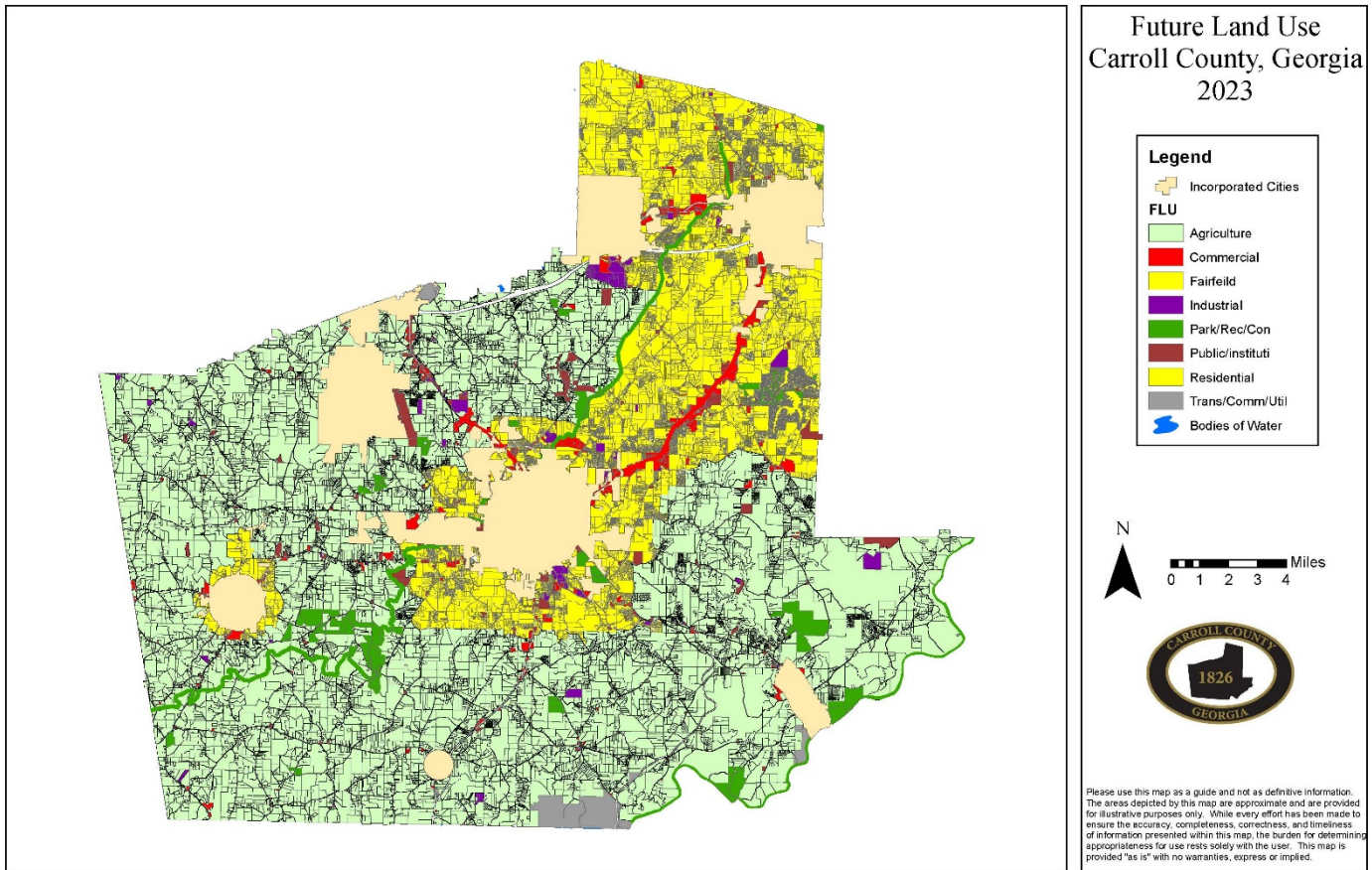
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# Carroll County, Georgia

## Comprehensive Plan Update 2023

### Future Land Use Map

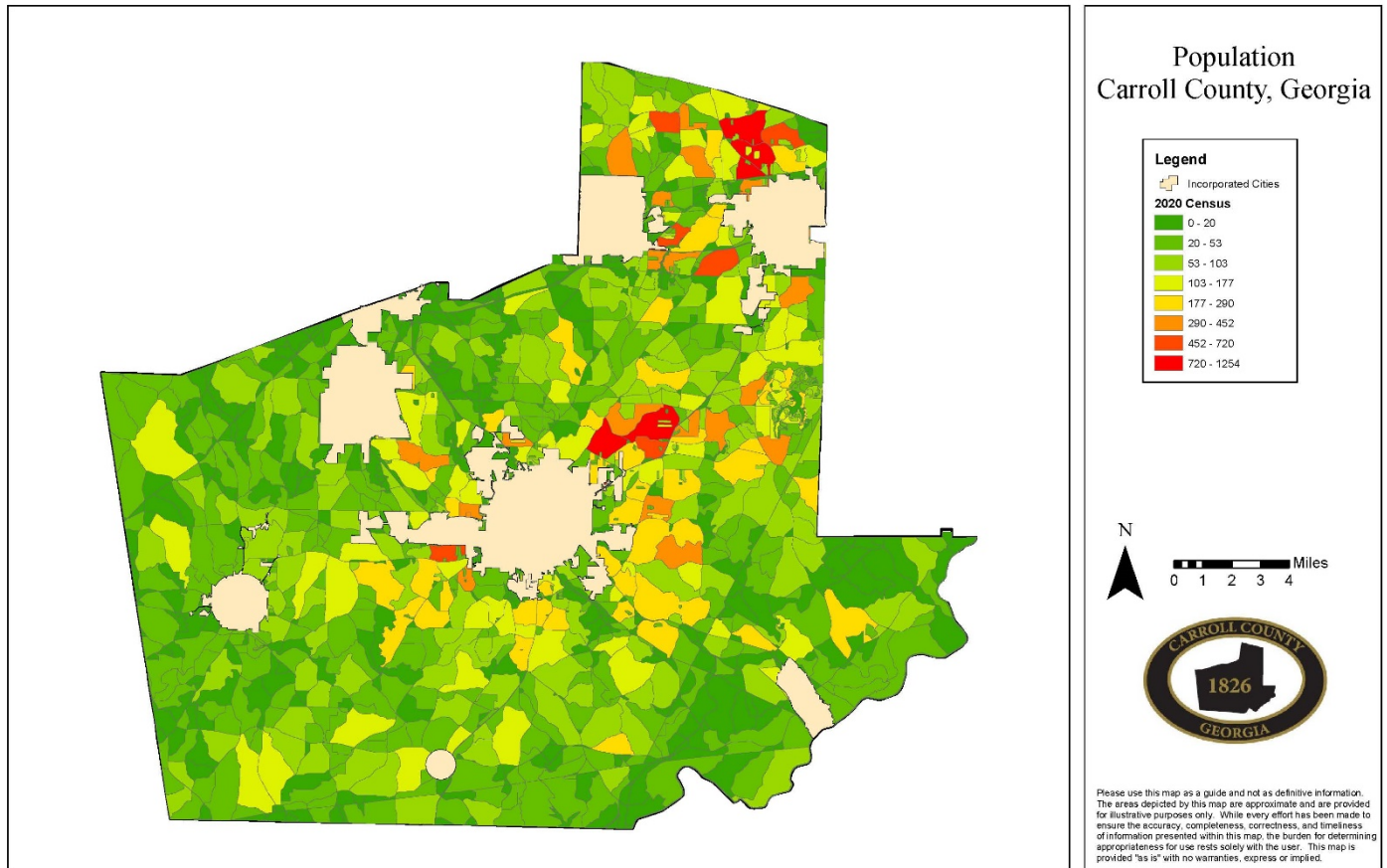




# Carroll County, Georgia

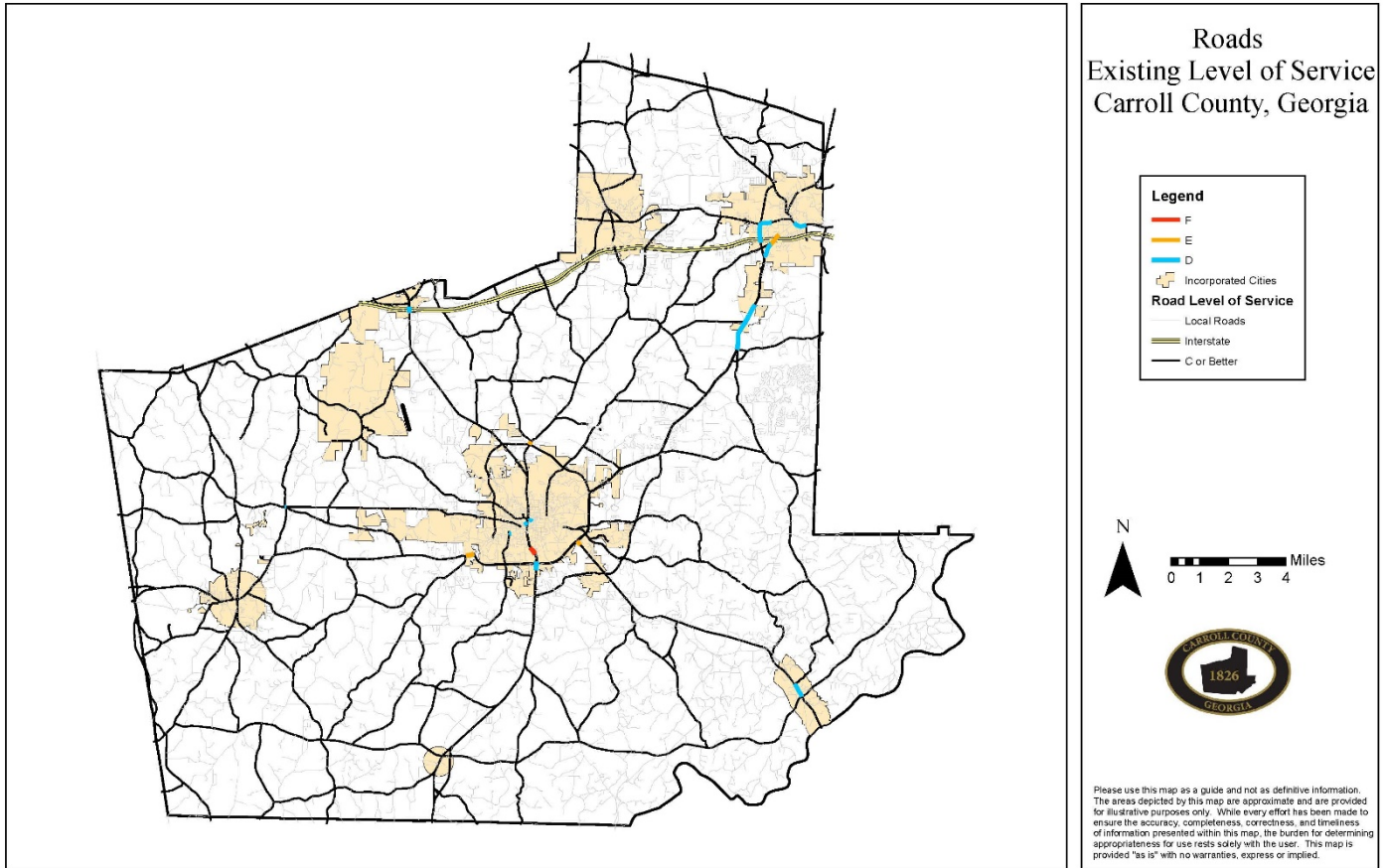
## Comprehensive Plan Update 2023

### Population Map





### Roads-Existing Level of Service Map

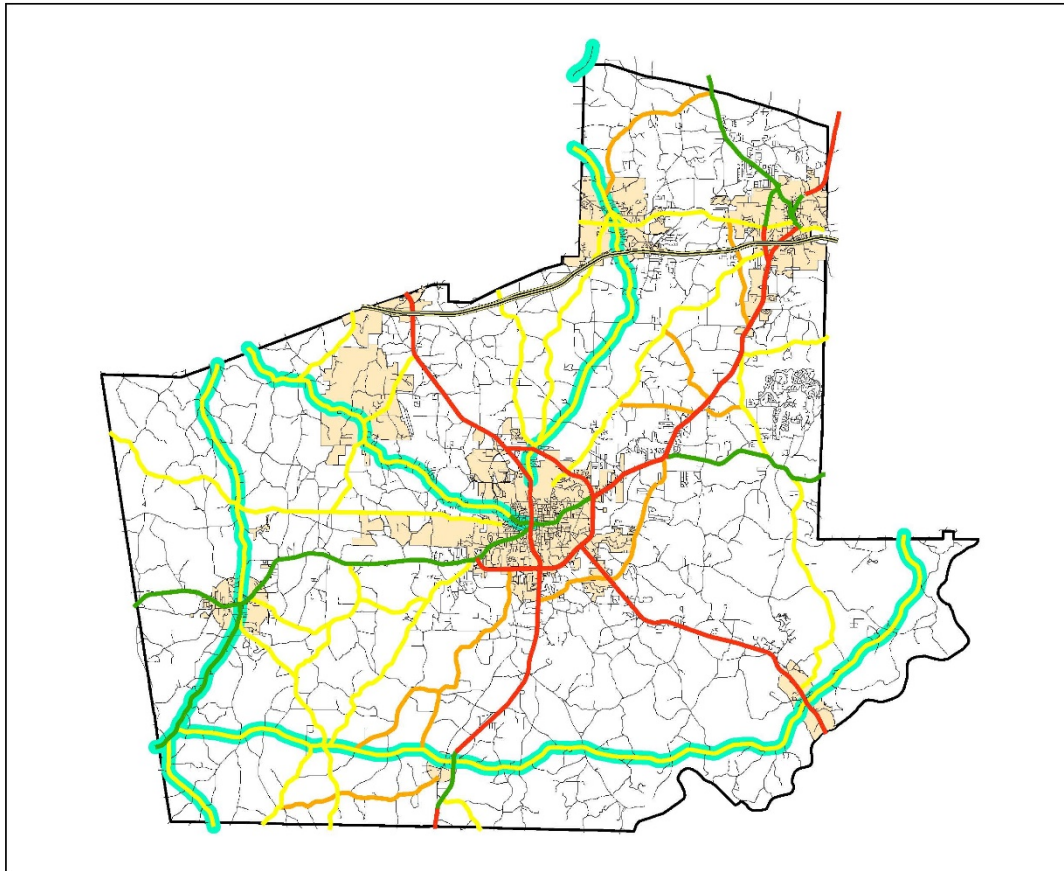




Carroll County, Georgia

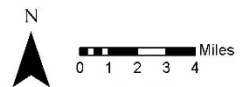
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## Roads-Functional Classification Map



### Roads Functional Classification Carroll County, Georgia

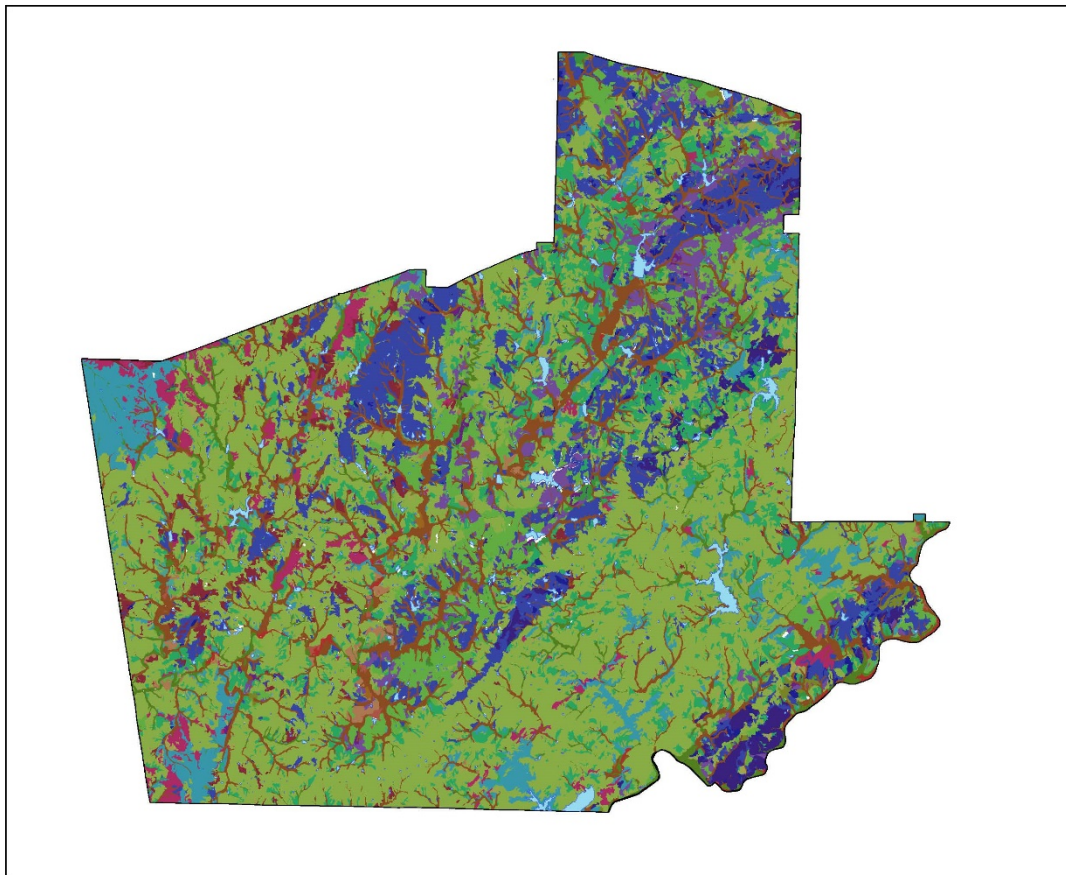
Legend	
	Interstate
	Major Arterials
	Minor Arterials
	Major Collectors
	Minor Collectors
	Roads
	Scenic Highways
	Incorporated Cities



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**Soils Classification Map**



**Soil Classification  
Carroll County, Georgia**

**Legend**

	Lanes
	Majors loam
	Majors sandy loam
	Sanford clay loam
	Claxton loam
	Conkles silt
	Devolley gravelly clay loam
	Devolley gravelly loam
	Hesseling
	Spicer Gravelly fine sandy loam
	Okmulgee
	Hessling's sandy clay loam
	Hessling's sandy loam
	Hessling's fine sandy loam
	Uxton sandy loam
	Uxton's sandy loam
	Maddox gravelly clay loam
	Maddox gravelly fine sandy loam
	Oneaker
	Mossada fine sandy loam
	Mossada gravelly sand loam
	Marilla Stone clay loam
	Marilla gravelly clay loam
	Talbot gravelly clay loam
	Talbot gravelly fine sandy loam
	Wilkes sandy loam
	Wilkes silt loam

N

0 1 2 3 4 Miles

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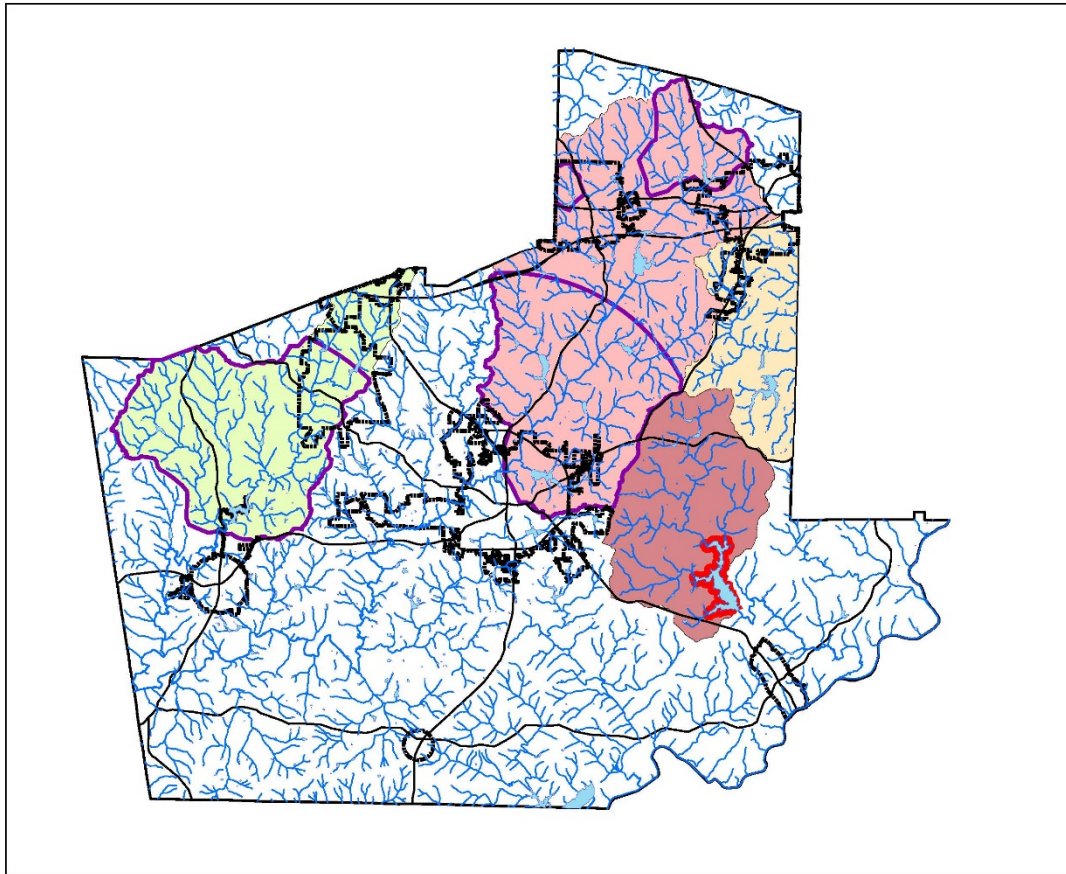




# Carroll County, Georgia

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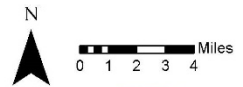
### Water Supply Watersheds Map



#### Water Supply Watersheds Carroll County, Georgia

##### Legend

- Lakes
- Streams
- Incorporated Cities
- 7-Miles Upstream of Intake
- Water Critical Area (Lake Seaton)
- Little Tallapoosa Water Supply Shed
- Snake Creek Water Supply Shed
- Turkey Creek Water Supply Shed
- Dog River Water Supply Shed (Douglas County)



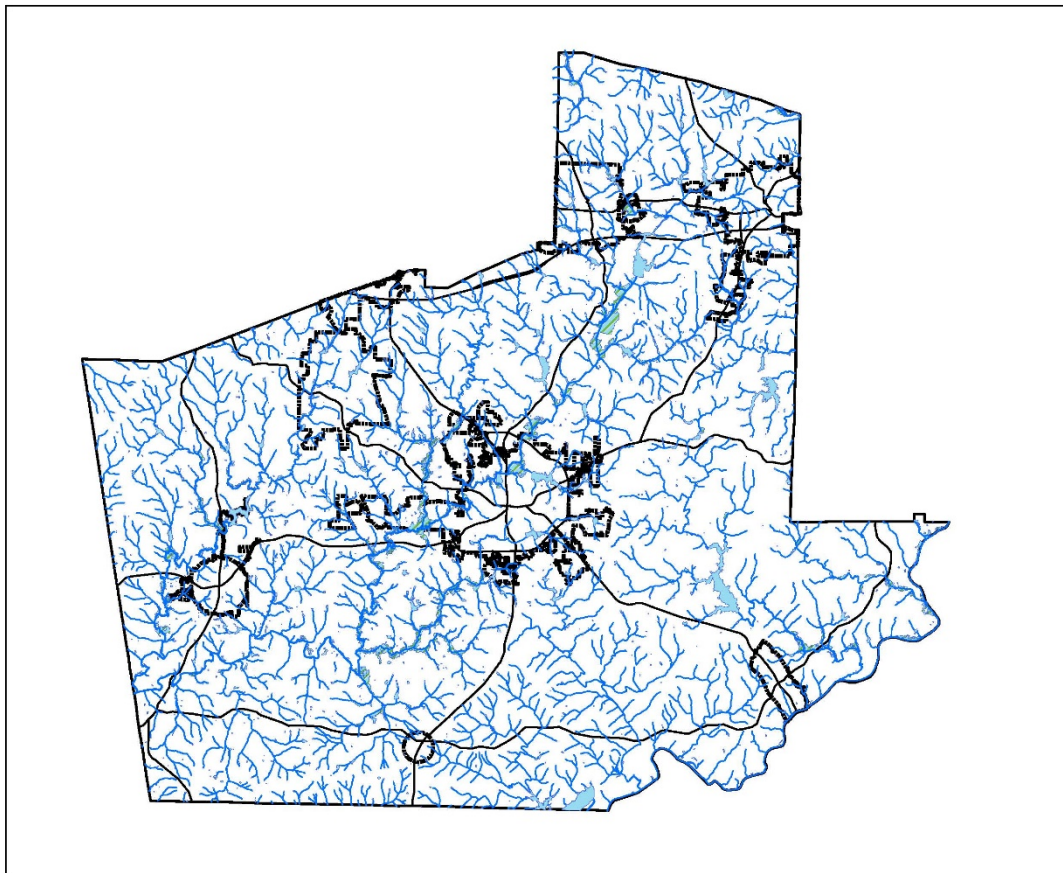
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# Carroll County, Georgia

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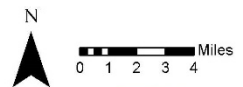
### Wetlands Map



### Wetlands Carroll County, Georgia

**Legend**

- National Wetlands Inventory
- Lakes
- Streams
- Incorporated Cities



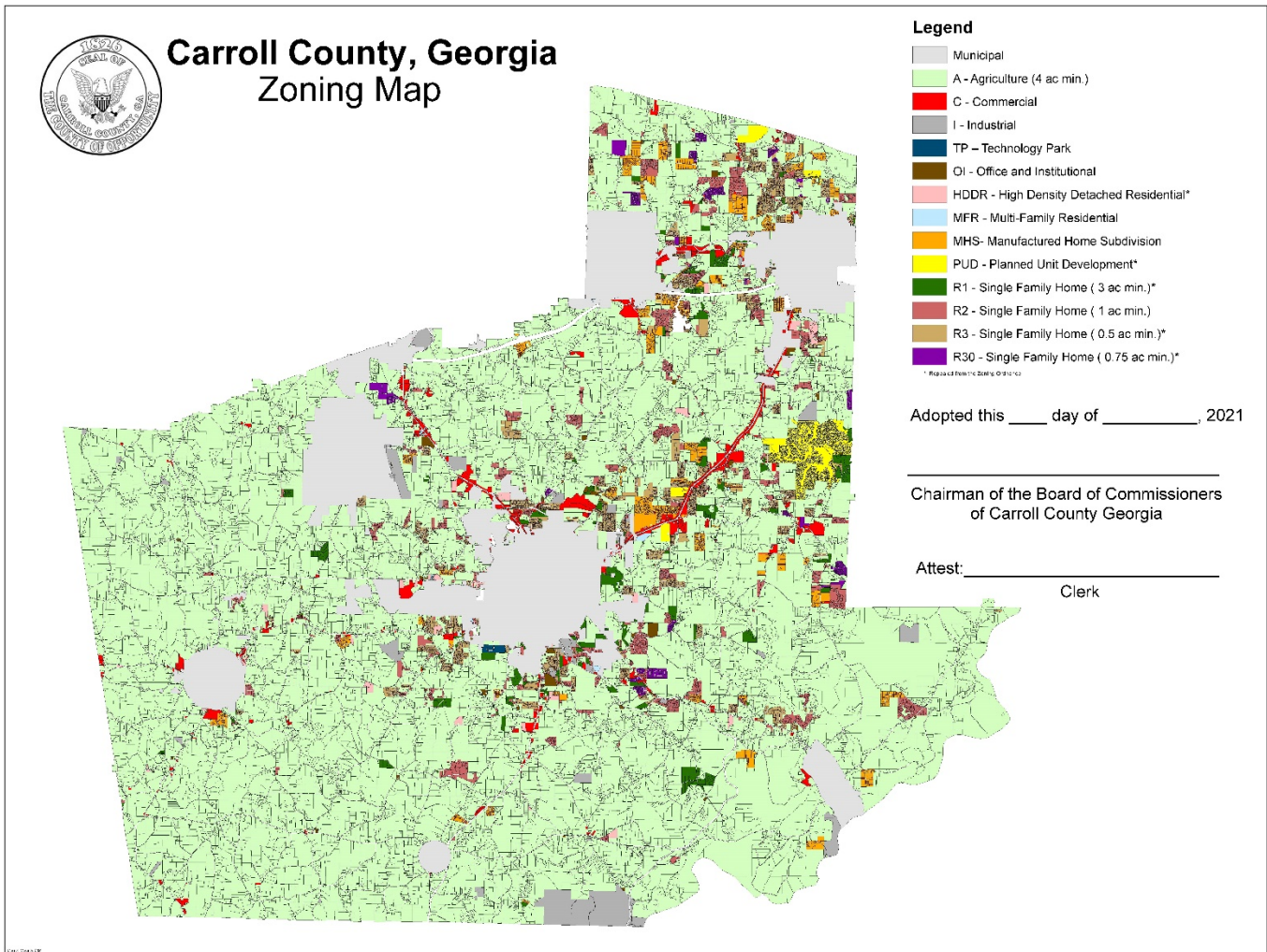
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Carroll County, Georgia

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Zoning Map

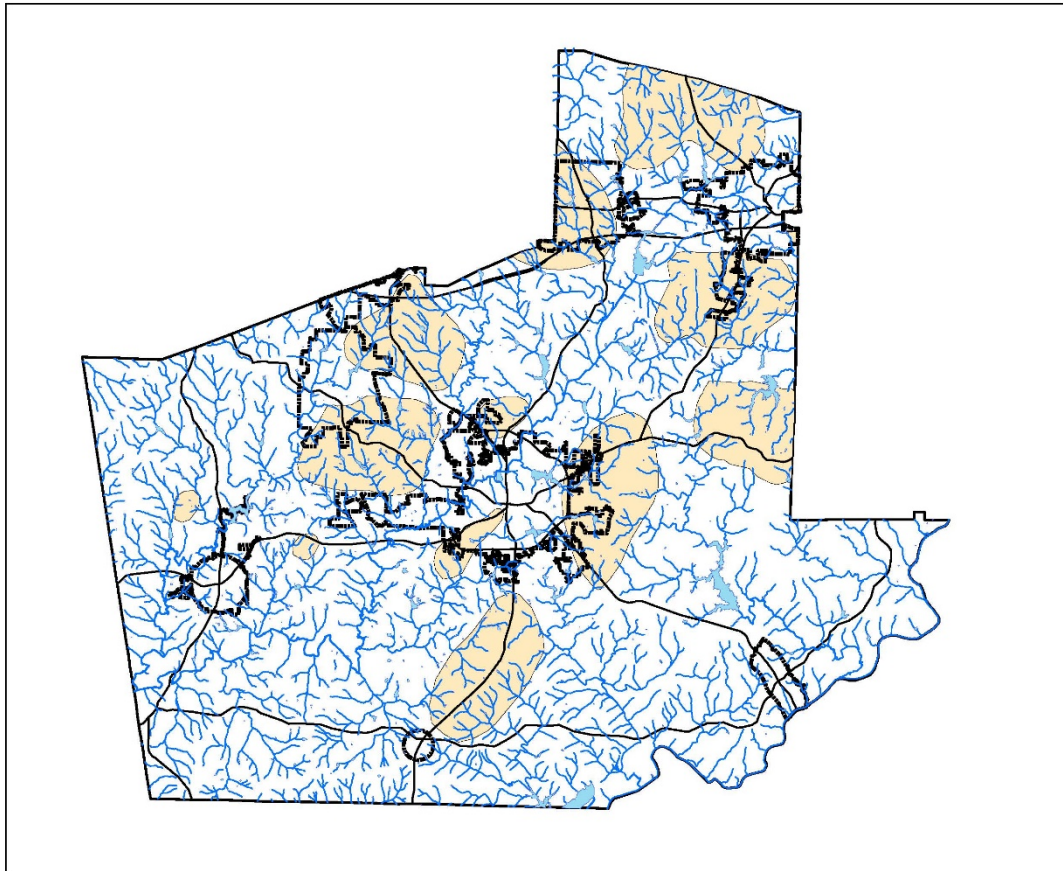




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## Groundwater Recharge Areas Map



### Groundwater Recharge Areas Carroll County, Georgia

Legend	
	Lakes
	Streams
	Incorporated Cities
	Ground Water Recharge Area



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## APPENDIX D: COMMUNITY WORK PROGRAM AND REPORT OF ACCOMPLISHMENTS

CARROLL COUNTY FIVE-YEAR COMMUNITY WORK PROGRAM UPDATE (2018-2023)						
Status*	Project or Activity	Start Date	End Date	Responsible Party	Cost Estimate	Funding Source
<b>Agriculture/Extension Service</b>						
U	Work with the Extension Office to support value added farming including the wine grape industry.	2023	2028	County Commission, Community Development, Cooperative Extension	TBD	Dept of Agriculture, LOCAL, SPLOST, In-Kind
N	Evaluate, Develop, and Implement Food Related Goals and Policies	2023	2028	County Commission, Community Development, Cooperative Extension	TBD	LOCAL, SPLOST
N	Evaluate and Implement Economic Development Strategies to Enhance Viable Farm Activity	2023	2028	County Commission, Community Development, Cooperative Extension, Carroll Tomorrow	TBD	LOCAL, SPLOST, GA DCA
<b>Airport</b>						
U	Expand airport capacity and improve airport safety	2023	2028	County Commission, Airport Authority	TBD	LOCAL
<b>Community Development</b>						
U	Work with Carroll Tomorrow on a county-wide housing needs assessment	2023	2028	Carroll Tomorrow, Community Development	TBD	LOCAL
U	Improve county's directional signage	2023	2028	County Commission, Community Development	\$ 25,000.00	LOCAL, SPLOST
U	Support heritage and eco-tourism endeavors	2023	2028	County Commission, Community Development	\$ 100,000.00	LOCAL, SPLOST



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U	Promote annual certification and training for building inspectors	2023	2028	County Commission, Community Development	\$ 25,000.00	LOCAL
U	Designate an Agricultural Conservation District	2023	2028	County Commission, Community Development	NA	LOCAL
U	Continue a Purchase of Development Rights (PDRs)	2023	2028	County Commission, Community Development	\$ 1,000,000.00	LOCAL, SPLOST
N	Evaluate and Create a Transfer of Development Rights Program	2023	2028	County Commission, Community Development	TBD	LOCAL, SPLOST
U	Pursue public/private greenspace opportunities	2023	2028	County Commission, Community Development	TBD	LOCAL, SPLOST
U	Evaluate the use of Land Consumption Mitigation Fees to fund the long-term preservation of viable agricultural lands	2023	2028	County Commission, Community Development	\$ 25,000.00	LOCAL
U	Cooperate with other counties on greenspace projects	2023	2028	County Commission, Community Development	TBD	LOCAL
U	Appoint an Agricultural Advisory Board to recommend refinements to the County's agricultural retention policies	2023	2028	County Commission, Community Development	NA	LOCAL
U	Amend zoning to protect ground water recharge areas	2023	2028	County Commission, Community Development	NA	LOCAL, SPLOST
U	Amend zoning to protect water supply watershed	2023	2028	County Commission, Community Development	NA	LOCAL, SPLOST



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N	Implement a Conservation Subdivision Ordinance	2023	2028	County Commission, Community Development	NA	LOCAL, SPLOST
N	Creation and Implementation of a Chattahoochee River Corridor Protection Plan and Supporting Ordinances – Chattahoochee River Protection Zone/District	2023	2028	County Commission, Community Development	NA	LOCAL, SPLOST
N	Creation and Implementation of a Little Tallapoosa River Corridor Protection Plan and Supporting Ordinances – Little Tallapoosa River Protection Zone/District	2023	2028	County Commission, Community Development	NA	LOCAL, SPLOST
N	Develop a strategy to cluster population around community centers	2023	2028	County Commission, Community Development	NA	LOCAL, SPLOST
N	Incentivize a diverse housing stock that includes executive, active senior, and affordable housing.	2023	2028	County Commission, Community Development	NA	LOCAL, SPLOST
Courts						
U	Support the Carroll County Mental Health Advocacy Program; Develop and Implement Community Support Program for Mental Illness	2023	2028	County Commission, Probate Court	\$ 100,000.00	LOCAL, Community Foundation
Schools						
U	Coordinate with School Districts on growth issues	2023	2028	County Board of Education, County Commission	NA	LOCAL
U	Renovate/modify existing schools	2023	2028	County Board of Education	NA	LOCAL
Economic Development						
U	Install 10+ Wireless broadband towers in rural areas of the county where	2023	2028	Development Authority, Private Investment, ARC Grant	\$110,000 per tower; \$1,100,100 total project.	County, TRRC, Development Authority



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	broadband service does not currently exist.					
U	Work with Carroll Tomorrow to attract business and industry	2023	2028	County Commission, Community Development	NA	LOCAL
U	Develop strategies and funding options for industrial site development	2023	2028	County Commission, Development Authority, Carroll Tomorrow	\$ 3,000,000.00	LOCAL, GA DCA, EDA, ARC, USDA
U	Apply for grants to support job creation, capital investment and tax generation by new and expanding business and industry	2023	2028	County Commission, Development Authority, Carroll Tomorrow	\$ 1,000,000.00	LOCAL, GA DCA
<b>Emergency Management</b>						
U	Work with Community Development to integrate Hazard Mitigation strategies into the county's Comprehensive Plan and development ordinances to make a more resilient community.	2023	2028	Carroll County Sheriff's Office Emergency Management, Carroll County Community Development	\$ -	LOCAL
<b>Fire Safety</b>						
U	Evaluate and potentially expand fire protection services as it relates to personnel, facilities, fleet and apparatus	2023	2028	County Commission, Fire Rescue	\$ 15,000,000.00	LOCAL, SPLOST
<b>Parks</b>						
U	Support the 4-County Chattahoochee Regional Greenway Trail and install a pilot segment	2023	2028	County Commission, Parks Department, Community Development	\$ 625,000.00	LOCAL, SPLOST, TEA
U	Conduct an inventory and assessment of all park facilities	2023	2028	County Commission, Parks Department	TBD	LOCAL, In-Kind





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U	Improve security at county parks	2023	2028	County Commission, Parks Department	TBD	LOCAL, SPLOST
U	Apply for passive recreation grants	2023	2028	County Commission, Parks Department	\$ 200,000.00	LOCAL
U	Construct park amenities at Little Tallapoosa Park	2023	2028	County Commission, Parks Department	\$ 215,000.00	LOCAL, SPLOST, GA DNR
U	Construct trails and install signage at Moss Ferry Park	2023	2028	County Commission, Parks Department	\$ 30,000.00	LOCAL, SPLOST, GA DNR
N	Creation of a Historic Preservation Commission	2023	2028	County Commission, Parks Department	TBD	LOCAL, SPLOST, GA DNR
N	Creation of a Parks & Recreation Advisory Council	2023	2028	County Commission, Parks Department	TBD	LOCAL, SPLOST, GA DNR
N	Look at abandoned rail lines for potential adaptive uses, such as trails	2023	2028	County Commission, Parks Department	TBD	LOCAL, SPLOST, GA DNR
N	Construct a pickleball facility	2023	2028	County Commission, Parks Department	TBD	LOCAL, SPLOST, GA DNR
<b>Public Safety</b>						
U	Maintain law enforcement capacity	2023	2028	County Commission, Sheriff's Office	\$ 750,000.00	LOCAL
<b>Public Works/Solid Waste</b>						
U	Support Keep Carroll Beautiful	2023	2028	County Commission, Solid Waste Management, Community Development	NA	LOCAL, In-Kind



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U	Increase the amount of recycling collected in the County Convenience Centers	2023	2028	County Commission, Solid Waste Management	NA	LOCAL
U	Obtain funding for public transportation improvements	2023	2028	County Commission, Roads Department	\$ 50,000.00	LOCAL, GA DOT
U	Annual impact assessment of proposed road improvement and construction	2023	2028	County Commission, Roads Department	NA	LOCAL
U	Continue to address litter problems	2023	2028	County Commission, Solid Waste Management	\$ 25,000.00	LOCAL
U	Continue to operate and improve solid waste management and reduction	2023	2028	County Commission, Solid Waste Management	\$ 25,000.00	LOCAL
U	Annual review of funding sources for road maintenance and upgrades	2023	2028	County Commission, Roads Department	NA	LOCAL
Recreation						
U	Expand recreation facilities and programs	2023	2028	County Commission, Recreation Department	TBD	LOCAL
U	Renovate Oak Mountain Park	2023	2028	County Commission, Recreation Department	\$ 1,500,000.00	LOCAL, SPLOST, GA DNR
U	Apply for recreation grants	2023	2028	County Commission, Recreation Department	\$ 150,000.00	LOCAL, GA DNR
U	Conduct an inventory and assessment of all recreation facilities	2023	2028	County Commission, Recreation Department	TBD	LOCAL, In-Kind



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U	Acquire additional land around the current Recreation Facility	2023	2028	County Commission, Recreation Department	\$ 200,000.00	LOCAL, SPLOST
Water Authority						
U	Coordinate with Water Authority on growth issues	2023	2028	County Commission, Water Authority	NA	LOCAL
U	Expand water distribution system to areas not currently served or to improve level of service	2023	2028	Water Authority	TBD	LOCAL, GEFA, GA DCA, CDBG, In-Kind
U	Permit and construct a new water supply reservoir on Indian Creek along with supporting infrastructure	2023	2028	Water Authority	\$ 65,000,000.00	LOCAL, GEFA, GA DCA, SPLOST, NRCS
U	Expand the Snake Creek Water Treatment Plant	2023	2028	Water Authority	\$ 32,600,000.00	LOCAL, GEFA
Board of Commissioners						
U	Coordinate with cities on the expansion of wastewater services	2023	2028	County Commission	NA	LOCAL
U	Coordinate with municipalities on areas of mutual concern	2023	2028	County Commission	\$ 100,000.00	LOCAL, SPLOST
U	Develop, adopt and annually update a Countywide Capital Improvements Element	2023	2028	County Commission	\$ 100,000.00	LOCAL
U	Encourage training opportunities for professional staff	2023	2028	County Commission	\$ 75,000.00	LOCAL
U	Monitor Implementation of Comprehensive Plan	2023	2028	County Commission	\$ 180,000.00	LOCAL, GA DCA
U	Support Historic Preservation efforts	2023	2028	County Commission	\$ 50,000.00	LOCAL
U	Support the Highway 27 Initiative	2023	2028	County Commission	\$ 100,000.00	LOCAL, SPLOST



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Carroll County Report of Accomplishments		
Project or Activity from Previous STWP	STATUS OF PROJECT OR ACTIVITY*	Explanation for Postponed or Not Accomplished Project or Activity
Support the expansion of services to low-moderate income people (including the Carroll County Health Department and DFACS, etc.)	C	County completed the Health Department expansion.
Update and Adopt a new Zoning Ordinance	C	An update occurred in 2021
Coordinate between County Departments to acquire compatible permitting and licensing software to meet the county's needs	C	
Replace bridge on Carrollton-Tyus Road	C	
Replace bridges on North West Hickory Level Road	C	Scheduled with GDOT
Replace bridge on Burwell Road	C	
Replace bridge on Thomas Wilson Road	C	
Increase the percentage of delinquent taxes collected	C	
Develop a panhandling ordinance	C	
Update radios	C	
Replace squad vehicle	C	
Work to implement new system for Title and Tag Renewal called Drives	C	
Implement county-wide rural public transit program	C	
Update the County's Aerials	C	
Update and Adopt a new Sign Ordinance	N	Not being considered at this time



Carroll County, Georgia

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Develop, adopt and annually update a Countywide Capital Improvements Element	U	
Coordinate with School Districts on growth issues	U	
Renovate/modify existing schools	U	
Monitor Implementation of Comprehensive Plan	U	
Support Historic Preservation efforts	U	
Support the Highway 27 Initiative	U	
Coordinate with cities on the expansion of wastewater services	U	
Coordinate with municipalities on areas of mutual concern	U	
Expand airport capacity and improve airport safety	U	
Appoint an Agricultural Advisory Board to recommend refinements to the County's agricultural retention policies	U	
Designate an Agriculture Conservation District	U	
Improve county's directional signage	U	
Support heritage and eco-tourism endeavors	U	
Cooperate with other counties on greenspace projects	U	
Evaluate the use of Land Consumption Mitigation Fees to fund the long-term preservation of viable agricultural lands	U	
Promote annual certification and training for building inspectors	U	
Continue Purchase of Development Rights (PDRs)	U	
Pursue public/private greenspace opportunities	U	
Work with Carroll Tomorrow to attract business and industry	U	



Carroll County, Georgia

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Amend zoning to protect ground water recharge areas	U	
Amend zoning to protect water supply watershed	U	
Encourage dark sky friendly provisions in ordinances to prevent light pollution	U	
Support the Vineyard and Winery Association of West Georgia in its efforts to establish a wine grape industry in the county	U	Change to: Work with the Extension Office to support value added farming including the wine grape industry.
Apply for grants to support job creation, capital investment and tax generation by new and expanding business and industry	U	
Develop strategies and funding options for industrial site development	U	
Evaluate and potentially expand fire protection services as it relates to personnel, facilities, fleet and apparatus	U	
Apply for passive recreation grants	U	
Improve security at county parks	U	
Construct Park amenities at Little Tallapoosa Park	U	
Construct trails and install signage at Blackjack Mountain Park	U	Change to: Moss Ferry Park, as Blackjack is not under development at present
Support the 4-County Chattahoochee Regional Greenway Trail and install a pilot segment	U	Although the county returned the TE funds, it remains in support of the project.
Conduct an inventory and assessment of all parks and recreation facilities	U	Listed in STWP under both Parks and Recreation



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Support the Carroll County Mental Health Advocacy Program; Develop and Implement Community Support Program for Mental Illness	U	
Expand recreation facilities and programs	U	
Acquire additional land around the current Recreation Facility	U	
Renovate Oak Mountain Park	U	
Apply for recreation grants	U	
Annual impact assessment of proposed road improvement and construction	U	
Annual review of funding sources for road maintenance and upgrades	U	
Obtain funding for public transportation improvements	U	
Maintain law enforcement capacity	U	
Increase the amount of recycling collected in the County Convenience Centers	U	
Continue to address litter problems	U	
Continue to operate and improve solid waste management and reduction	U	
Support Keep Carroll Beautiful	U	
Coordinate with Water Authority on growth issues	U	
Install 10+Wireless broadband towers in rural areas of the county where broadband service does not currently exist.	U	
Work with Carroll Tomorrow on a county-wide housing needs assessment	U	
Work with Community Development to integrate Hazard Mitigation strategies into the county's Comprehensive Plan and development ordinances to make a more resilient community.	U	
Expand water distribution system to areas not currently served or to improve level of service	U	



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Permit and construct a new water supply reservoir on Indian Creek along with supporting infrastructure	U	
Expand the Snake Creek Water Treatment Plant	U	

\*U = Underway, C = Complete, N = No longer being considered, P = Postponed