

# BUTTS COUNTY COMMUNITY ASSESSMENT 2005-2030



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Growth Management  
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## **COMMUNITY ASSESSMENT**

### **INTRODUCTION**

The Community Assessment is the first phase in Butts County's 2007 Comprehensive Plan Update. The Comprehensive Plan is a statement of the county's long-range (twenty-year) vision for development and redevelopment. By addressing the entire physical environment of the county and the multitude of functions, policies, and programs that comprise the day to day workings of the county, the plan seeks to guide the what, when, where, why and how of future physical changes to the built environment.

The purpose of a Comprehensive Plan is to provide a guide for local government officials and other community leaders making everyday decisions, which are supportive of the community's stated vision for its future. The plan should serve as the local government's guide for assessing development proposals, including rezoning applications and redevelopment plans. For residents, business owners and members of the development community, the plan provides insight into what types of land uses and development are appropriate at various locations throughout the municipality. Finally, by evaluating various functions and services, the plan is a point of reference for county staff in preparing capital improvement programs and associated budgets.

The county's most recent full update of their Comprehensive Plan was completed in 2005. However, due to continued development pressures from ongoing metropolitan growth, the county has opted to reassess its growth forecasts and growth management policies. While the 2005 comprehensive plan identified planning needs, it offered few concrete policies toward managing exurban growth pressures. The purpose of the 2007 Comprehensive Plan Amendment is to evaluate the suitability of various growth management techniques and develop policies for dealing with ongoing development pressures. In addition, the 2007 Amendment seeks to reassess the adequacy of community facilities and services, given the accelerated pace of development currently being experienced. In order to provide a linkage between community facilities and land use planning, the 2007 Amendment was conducted along with a Capital Improvements Element (CIE). The CIE provides a schedule for major investments in public facilities and serves as the basis for an impact fee program.

The Georgia Department of Community Affairs (DCA) oversees and provides guidance for local comprehensive planning in Georgia. The department's Standards and Procedures for Local Comprehensive Planning, as updated in May 2005, provide a substantial overhaul of Georgia's planning process. Since the 2005 Butts County Comprehensive Plan was prepared under the previous set of DCA standards, several components have been added in order to make the plan consistent with current planning standards. However, because the 2007 Comprehensive Plan Amendment is not a full update, the county is not required to include all of the elements of the new DCA standards.

In addition, some portions of the 2005 Comprehensive Plan have been reorganized in order to fit the current DCA format and planning framework. These revised DCA



standards now subdivide the Comprehensive Plan into three components: the Community Assessment, the Community Participation Plan, and the Community Agenda.

This “Assessment” document represents the existing conditions analysis component of the plan. This document is an objective summary of the county’s current conditions based upon an extensive review of the county’s current demographic and economic environment, land use patterns, infrastructure conditions, and existing land use. The majority of the data analysis from the 2005 Butts County Comprehensive Plan has been retained and reorganized into the Data Inventory of the Community Assessment. Several forecasted data items have been revised, including population and employment projections, housing needs, age distribution, average household size, and income.

The Executive Summary portion of the Community Assessment document includes many of the new elements of the updated DCA planning standards. In addition to the revised Existing Land Use Map, the Assessment document also includes a “Character Areas Map,” which provides a generalized view of distinct county sub-areas. Likewise, the Assessment document includes a list of potential issues and opportunities, which will serve as the basis for subsequent goals and policies.

The second component of Georgia’s updated planning standards is the Community Participation Plan. Although the Community Participation Program was conducted following the Community Assessment and before the Community Agenda, the results of the public outreach are provided as an appendix at the end of the Comprehensive Plan. This document outlines the public input procedures to be conducted as part of the planning process. As a major comprehensive plan amendment, the 2007 Butts County Amendment is not required to include a formal Community Participation Plan document. However, extensive public input has been conducted in order to ensure that the 2007 Plan Amendment is consistent with residents’ desires and the county’s vision for the future. For example, a steering committee was convened of interested stakeholders who will advise the planning process and review draft documents. Public workshops were also held in order to gather direct input on desired future development patterns. Finally, a vision survey was created and distributed in both paper and online versions.

The Community Agenda is the third and most important component of the comprehensive plan, as it articulates the community’s vision for the future along with policies and implementation measures for achieving stated planning goals. A finalized list of issues and opportunities is included in the Agenda document, along with corresponding goals and implementation policies. The Community Agenda document also includes the county’s Future Development Map, which guides land use change and growth in the county. The corresponding Future Development Narrative provides a descriptive vision and recommended implementation measures for each Future Development Area. Finally, the Community Agenda includes an implementation program of specific actions to be taken within the first five years of the plan.

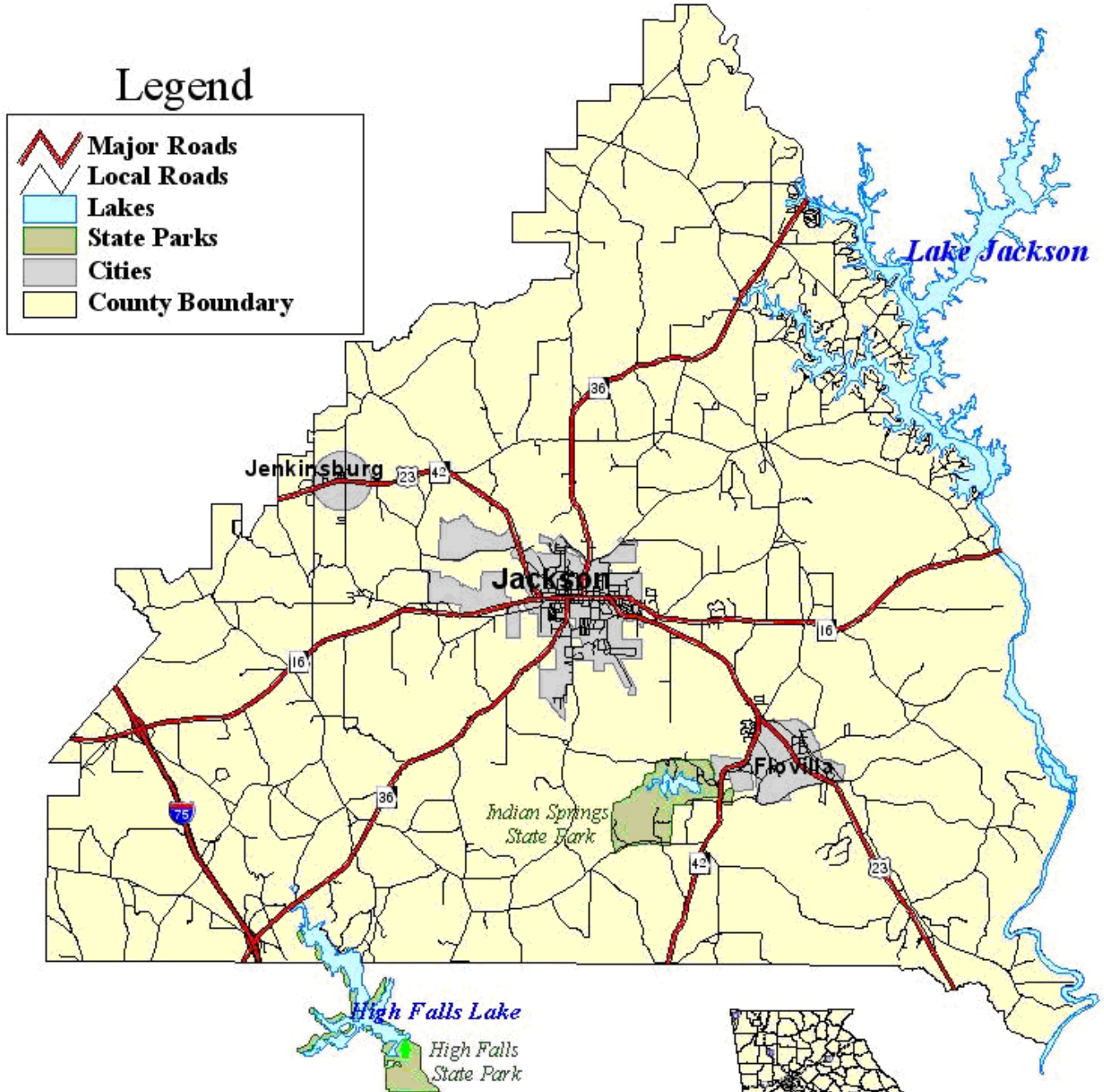
## **COMMUNITY PROFILE**

Butts County, Georgia is located southeast of Atlanta, GA, and northwest of Macon, Georgia - approximately equidistant from both. Butts County was included in the Atlanta Metropolitan Statistical Area as of the 2000 Census. However, as part of the exurban/rural fringe of the metro region, Butts County is not included in the Atlanta Regional Commission 10-county planning area. Butts County shares its northeastern border with Henry County, currently the fastest growing county in the Atlanta region. The Atlanta Regional Commission projects that Henry County will add an additional 250,000 residents by 2030. Some of this explosive growth is likely to spill over into neighboring Butts County.

Butts County is primarily a rural county, but has three municipalities: Flovilla, Jenkinsburg and Jackson, the county seat. The map on the following page shows the location of these cities within the county, and shows Butts County's location in reference to the state.

Butts County encompasses approximately 70,000 acres. The county's 2000 population, as reported by the U.S. Census was 19,522 and the 2005 population is estimated to have been 25,793.

Map CA 1 - Location Map, Butts County, GA



Source: State Basemap of Georgia (2000); Georgia DOT (1996-2001); U.S. Census Bureau (2000); MTRDC (1998-2002); Butts County GIS (1998)



## ISSUES AND OPPORTUNITIES

In order to be effective, the comprehensive plan must identify and provide workable strategies for addressing the issues and opportunities facing the community. The Data Inventory portion of this document was the first step taken towards identifying the issues and opportunities facing Butts County. The data and current conditions detailed in the inventory are summarized in this section into a series of succinct issue and opportunity statements. The list provided here is only a potential list of the issues that may warrant further study during the planning process. The list will be modified and revised through the public participation sessions, which will occur during subsequent planning phases. A final, locally agreed upon list of issues and opportunities the County intends to address during the 2005-2030 planning period will be included in the Community Agenda produced at the conclusion of the planning process.

The following issues and opportunities list is organized according to various areas or “elements” identified within the comprehensive plan: population, economic development, natural and cultural resources, facilities and services, housing, land use, transportation, and intergovernmental coordination.

The statements included here will be discussed at length with a citizen steering committee formed to guide the development of the Community Agenda. These statements will also be provided for public feedback during the community participation phase of the planning process. Through these discussions and public response, a series of strategies and implementation programs will be developed to address the final list of issues and opportunities included in the plan. These strategies and implementation programs will also be incorporated into the Short Term Work Program component of the plan.

### Identification of Potential Issues and Opportunities

#### Population

##### *Issues:*

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

##### *Opportunities:*

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

## Economic Development

### *Issues:*

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

### *Opportunities:*

- The County has the opportunity to attract light industrial, distribution, and logistics industries because of its location between Atlanta and Macon.
- The County should focus on attracting growth industries and employers that provide high-paying jobs.
- Need to develop an organized approach to marketing Butts County; this should include local leadership training, involvement of web and high-tech media.
- Need to develop strategies for utilizing key growth areas of the County, such as the I-75 corridor.
- As the population continues to grow and area shifts from rural to suburban, there will be greater demand for service and retail industries to supply the market.
- A regional airport could provide economic development benefits for the County.
- Expansion of the Riverview Industrial Park could provide additional high-wage employment opportunities for County residents.
- Business tracking and retention programs could help the County maintain its current industries in the face of regional competition.
- A long-term infrastructure improvement plan can provide support, guide, and direct economic development activities.
- Innovative economic development tools such as tax abatement programs and business incubators could support and attract business.
- Continue to foster more employment opportunities within the County, and encourage businesses to hire County residents.
- Job-skills training programs in local schools need improved resources and linkage with modern industries and opportunities, and maintaining READI qualifications.
- The County may be able to encourage growth in tourism through cross-promotion of historic, recreation and cultural resources.

## Natural and Cultural Resources

### *Issues:*

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

### *Opportunities:*

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

## Facilities and Services

### *Issues:*

- Current facility extension does not foster development that maximizes the use of existing infrastructure.

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

*Opportunities:*

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

Housing

*Issues:*

- There is insufficient mix of housing sizes, types, and income levels within (most) neighborhoods in our community.
- The County lacks diversity in its housing supply.
- The County does not have varied housing options available to meet residents' needs at all stages of life.
- The County needs more high-end housing.
- Workforce housing is needed to ensure that those who work within the County are able to afford to live in Butts.
- Senior housing is needed in order to accommodate the rising proportion of elderly residents.
- There is a lack of special needs housing in our community (disabled, group homes, women's shelters, etc.).
- There will be a growing market for rental housing as the population of the County increases and transitions from rural to suburban.
- Our community does not take measures to encourage infill and medium to high-density, multi-family residential development in appropriate locations.
- The County has a high vacancy rate as compared to state averages
- Some neighborhoods are in need of revitalization or upgrade.

*Opportunities:*

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

Land Use

*Issues:*

- The County is experiencing growth pressures along its western border spilling over from Henry County.

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

*Opportunities:*

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

Transportation

*Issues:*

- Transportation corridors are congested, specifically Highway 16 and Highway 36.
- Truck traffic and congestion are a problem in downtown Jackson
- The community is not pedestrian or bicycle friendly.
- Our community lacks a local trail network.
- Local trails are not linked with those of neighboring communities, the region and the state.
- There is considerable need for more sidewalks, pedestrian paths, and consideration for alternative modes of transit for Butts County residents.
- People lack transportation choices for access to housing, jobs, services, goods, health care and recreation.
- Possibility of a transportation and access plan for Butts County, analyzing the existing and potential routes for connecting key origins and destinations within the County.
- Proposed new development may decrease the level of service of existing roadways and necessitate infrastructure improvements.



- Citizens are experiencing increasing commute times and distances—more people driving longer distances in traffic to reach home, school, shopping, or work.
- Housing, jobs, daily needs, and other activities are not within easy walking distance of one another in the community.

*Opportunities:*

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

Intergovernmental Coordination

*Issues:*

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

*Opportunities:*

- Regular land use planning forums between Butts County, Jackson, Jenkinsburg, and Flovilla may allow for greater planning coordination and cooperation.
- Regular forums between Board of Education members and Planning and Zoning officials could help assure that new development does not overburden the County school system.
- Multi-county Industrial Development Authority (IDA) initiatives may provide opportunities for regional economic development projects.

## ANALYSIS OF EXISTING DEVELOPMENT PATTERNS

In order to adequately develop the community's vision for future development, an understanding of its historic development and existing land use patterns are necessary. For a future vision to be achievable it must be grounded in the reality of the current environment. This section provides a brief synopsis of the historic development of Butts County, an analysis of current land uses, and a discussion of development patterns including the character areas of the county and areas which may require special attention during the planning process.

### Historical Development Factors

- ❑ The general land use pattern for Butts County was derived from traditional rural form: A county seat surrounded by farms and agrarian businesses. The rail service and original arterial roads fostered growth in and around Jackson, particularly in bringing industrial activity to the area. The introduction of I-75 has accelerated the growth on the County's west side by virtue of increased through traffic and introducing easier access to Atlanta and Macon. A growing number of households feature residents who commute outside of the county for work and shopping, however the current suburbanization has not yet transformed all of the rural landscape as to completely change Butts County's culture.

### Land Use Patterns and Density

- ❑ The overall density of Butts County is very low, particularly in the unincorporated areas. Housing developments outside of the cities are few and far between, while shopping and business outside of the cities is also sparse and located along the major roads or at key intersections. In most cases, the location chosen for new development is driven by market forces (available land, water, etc.) and, apart from some discomfort with the overall prospect of high growth, has received little objection. As for maintaining Butts County's rural character, there is growing discussion about improving the management of new development in rural areas. Increased calls for conservation subdivisions or larger lot sizes have been repeatedly made at planning commission meetings, recognizing there is a need to aggressively protect certain areas for rural value and for promoting higher density in other areas to satisfy the demand for more housing. To be effective in meeting this objective, the County must work to identify those areas considered vital to Butts County's "rural character," and try to define what development types work to preserve this identity.

### Emerging Trends

- ***Suburban pressure from Henry County*** - Butts County's northern neighbor is among the fastest growing counties in the United States, in both housing and in employment opportunities. As a result, much of this growth has spilled over into northern Butts County in the form of new subdivisions. This has radically changed the landscape around the town of Jenkinsburg and along Highway 42, and has also lead to the construction of a new reservoir along the Butts/Henry County line.

When this reservoir is complete, it will likely produce an increase in high end housing along the shoreline.

- **Commercial and Industrial Growth along the I-75 Corridor**- Butts County's location between Atlanta and Macon has served to increase the demand for professional land use along the Interstate in western Butts County. Recent interchange improvements made the locations more attractive to fueling stations and the trucking industry, with more development expected. As a result, the County is examining the possibility of an access road along the highway that would allow employment and industrial growth while also preserving the rural areas further in the county.
- **New Housing near Lake Jackson**- Considered Butts County's premier natural resource, Lake Jackson has garnered more and more attention as a prime location for all types of housing; from high-end and vacation homes to small lot subdivisions and manufactured housing. Some county residents expressed concern that the lake is becoming overcrowded, and that the general area will become a modern suburbia as more and more development tries to capitalize on the Lake as an attraction. Housing values has been a concern in the area, as well, with conflicts arising between developers of affordable and manufactured housing and existing residents from high-end homes.

### **Market forces and development policies**

- ❑ As discussed in the issue of areas under transition, much of the current market forces driving development in Butts County stem from the spillover of suburban Atlanta from Henry County. As more and more households find employment opportunities accessible from south-metro Atlanta, Butts County will continue to draw potential homeowners and secondary/primary commercial activity. To date, most of the new development to come into Butts County is less the result of government action and more the result of market demand and availability of resources.
- ❑ As with many neighboring communities, Butts County employs zoning and land use regulations but still finds many difficulties managing new development or attracting the caliber of development desired by existing residents. However, also just like with neighboring communities, while much of the issue is based more in economic conditions than in land use regulation the current policies may not go far enough in clearly defining what is and is not desirable for Butts County. The current regulations allow for 3-acre lot sizes in the AR district, which permits subdivisions without a rezoning and more readily allows manufactured housing. The result is the unintended promotion of a type of residential development that produces less tax revenue than conventionally built homes on smaller lots, while also fostering a greater rate of land transference from rural to suburban.

## Conflicting land uses

- ❑ Despite the presence of several potentially “nuisance” land uses, Butts County has not had a marked problem with conflicting land uses. Both the Georgia State Prison and the Pine Ridge Landfill are now established facilities with little development surrounding them, preserving some rural areas in southwestern Butts County by default. The only other issues over conflicting land uses are the encroachment of residential development into traditional farmland and the recent approval of a new quarry between Jackson and I-75. The latter issue featured a lengthy public review process that addressed concerns over traffic, noise and debris from the quarry that may impact existing properties. Most of these concerns achieved a measure of resolution, however, in that the quarry has been approved with certain conditions. The former issue concerning subdivisions in traditional farmland is one the County must address with an update of its land use regulations, but this also requires that the County must find a way to identify key rural areas that can and should be preserved against such encroachment.

## Existing Land Use

The Existing Land Use survey and Existing Land Use Map illustrate present land use patterns in the county and provide a basis for the development of the Character Areas Map, Future Development Map, and Future Land Use Map. An existing land use survey was conducted to update and verify the land use types within Butts County. This comprehensive survey of existing land uses first reviewed aerial photos of the County taken in 2004, which are considered reasonably current and accurate. GIS-based parcel files were overlaid with the aerial photos and coded according to present primary land use. Data was then verified through a “windshield survey” that included site visits to land parcels across the County. The field observations were noted on tax parcel maps and then recorded into the GIS database. Parcels were classified and coded according to the following ten land use categories:

*Residential:* The predominant use of land within the residential category is single family detached residential homes.

*Manufactured Housing Residential:* This category is for land dedicated to manufactured housing residential.

*Multi-Family Residential:* This category is for land dedicated to attached housing types such as townhomes, condominiums, and apartments.

*Commercial:* This category is for land dedicated to non-industrial business uses, including retail sales, office, service, and entertainment facilities. Commercial uses may be located as a single use in one building or grouped together in a shopping center or office building.

*Industrial:* This category is for land dedicated to manufacturing facilities, processing plants, factories, warehousing and wholesale trade facilities, mining or mineral extraction facilities, landfills, or other similar uses.

*Public/Institutional:* This category includes certain state, federal, or local government uses and institutional land uses. Examples of institutional land uses include colleges, churches, cemeteries, and hospitals. Government uses in this category include City halls or government building complexes, police and fire stations, libraries, prisons, post offices, schools and military installations.

*Transportation/Communication/Utilities:* Also referred to as “TCU,” this category encompasses various land use types associated with transportation, communication, and utilities. This category includes major transportation routes, public transit stations, power generation plants, railroad facilities, radio towers, airports, water authority facilities and similar uses. The majority of land classified as TCU is road right-of-way.

*Agriculture:* This category is for land dedicated to farming (fields, lots, pastures, farmsteads, specialty farms, livestock production, etc.) or other similar rural uses such as pasture; land is not used for commercial purposes.

*Parks/Recreation/Conservation:* This category is for land dedicated to active or passive recreational uses. This category also includes conservation lands which are to be preserved from development. These areas may be either publicly or privately owned and may include playgrounds, public parks, nature preserves, wildlife management areas, national forests, golf courses, recreation centers, and similar uses. Conservation areas may be privately owned but subject to conservation easements or development restrictions.

*Undeveloped/Forestry:* This category includes wooded, undeveloped areas, and land dedicated to commercial timber or pulpwood harvesting and woodlands not in commercial use.

**Table CA1 - Existing Land Use Acreage**

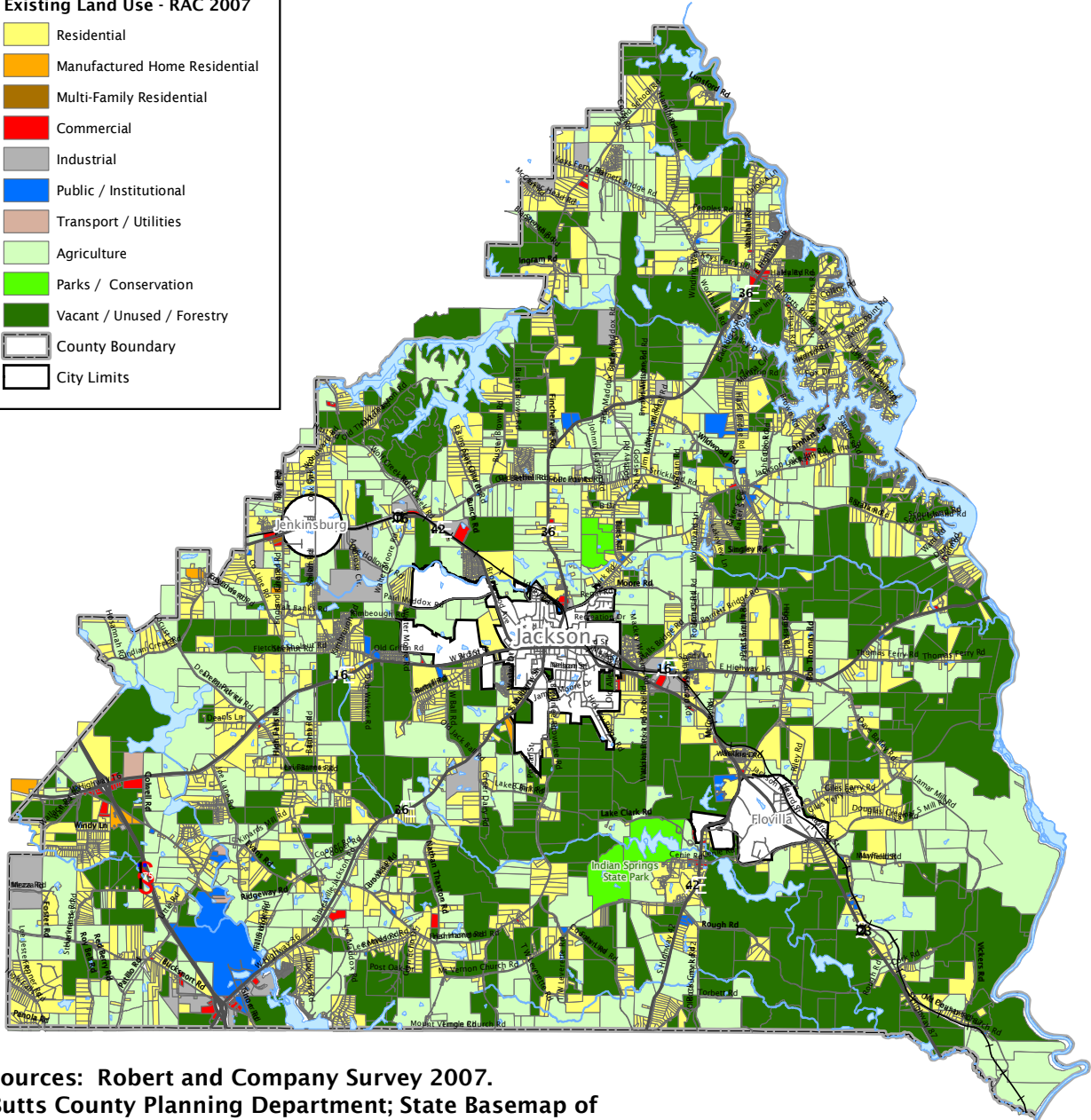
Land Use	Acres	%
Residential	28,703.8	24.9%
Manufactured Home Residential	181.5	0.2%
Multi-Family Residential	38.2	0.03%
Commercial	494.4	0.4%
Industrial	1,864.2	1.6%
Public/Institutional	1,365.4	1.2%
Transportation/Communication/Utilities	4,161.4	3.6%
Agriculture	36,171.1	31.4%
Parks/Recreation/Conservation	1,048.0	0.9%
Vacant/Undeveloped	41,216.3	35.8%
TOTAL	115,070.5	100.0%

Map CA 2 – Existing Land Use Map, 2007 – Butts County

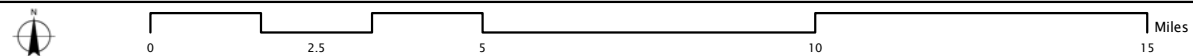
# Existing Land Use - Butts County, Georgia

**Existing Land Use - RAC 2007**

- Residential
- Manufactured Home Residential
- Multi-Family Residential
- Commercial
- Industrial
- Public / Institutional
- Transport / Utilities
- Agriculture
- Parks / Conservation
- Vacant / Unused / Forestry
- County Boundary
- City Limits



Sources: Robert and Company Survey 2007.  
 Butts County Planning Department; State Basemap of Georgia (2000); US Census Bureau (2000);



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Butts County, Georgia



## CHARACTER AREAS

The use of character areas in planning acknowledges the differences between neighborhoods within a community and provides more intentional guidance of development and redevelopment through specific planning and implementation initiatives. Recommended character areas can define places that 1) have unique or special characteristics that should be preserved; 2) have potential to evolve into unique areas; or 3) require special attention related to development issues. The following sections provide a discussion of the preliminary character areas recommended for Butts County.

When reviewing this character area discussion, it is important to recognize that the designated character may not be accurate for every property or parcel within the specified area. Rather the designation is a generalized reflection of the defining character of the entire area. It is anticipated that the delineation and description of these areas will be further developed and refined through work with a citizen steering committee and public input workshops. The Community Agenda will include revised versions of these maps: the Future Development Maps, which will be accompanied by descriptions of the appropriate future land uses in each character area as well as short-term actives and long term policies for achieving the community's stated vision for the area.

### Rural Estates

Rural Estates consist of sparsely settled low-density residential development located amidst agricultural uses, commercial forestry, and undeveloped land. Rural Estates areas include pastoral, undeveloped land likely to face pressures for lower density (one unit per two+ acres) residential development. Typically, Rural Estates will have low pedestrian orientation and access, very large lots, open space, pastoral views and high degree of building separation.

### Suburban Growth Pressure

Suburban Developing areas consist primarily of Rural Estates which are undergoing pressure for development as typical suburban residential subdivisions. Suburban neighborhoods are characterized by low pedestrian orientation with a high to moderate degree of building separation. Uses within suburban neighborhoods are almost exclusively residential with some scattered civic buildings. Street patterns within suburban neighborhoods are typically curvilinear with low connectivity and cul-de-sacs designed to minimize cut-through traffic.

While there are currently few suburban-style subdivisions within unincorporated Butts County, significant growth pressure is anticipated from the Atlanta Metropolitan region. Henry County, located immediately northwest of Butts County, is among the fastest-growing counties in the nation. With continued explosive growth predicted for Henry County, development pressure is anticipated along the border between Henry and Butts. Suburban Growth Pressure is also anticipated along I-75 and the major corridors leading off the interstate. Suburban Growth Pressure is also anticipated in the area surrounding the proposed RoseHill master planned community in southeast

Butts County. Finally, some pressure for continued growth is anticipated surrounding the Lake Jackson Community.

### Lake Residential

Lake Residential areas consist of the neighborhoods surrounding Lake Jackson. This category includes vacation housing associated with Lake Jackson as well as nearby suburban residential neighborhoods. As vacation housing, many residents of Lake Jackson maintain second homes outside of Butts County. Vacation housing typically includes a significant number of retirees. Additional Lake Residential is found in the area surrounding High Falls Lake in southeast Butts County. Because of the recreational attraction of water features, growth pressure for development as Lake Residential and Suburban Residential is anticipated surrounding the new Henry County reservoir in northwest Butts County.

### Indian Springs

The Indian Springs Character area consists of the historic unincorporated community of Indian Springs. As a rural village, the Indian Springs area contains a relatively compact community constructed along traditional neighborhood development principles. This community includes several historic resources such as the Indian Springs Chapel and Indian Springs Hotel, site of the signing of the Treaty of Indian Springs.

### Rural Activity Center

Rural Activity Centers contain commercial activity located along a rural crossroads. Typically automobile focused, but with care can be designed for greater pedestrian orientation and access, more character with attractive clustering of buildings within the center, leaving open space surrounding the center. There is a mixture of uses to serve highway passers-by, rural and agricultural areas.

### Highway Activity Center

Highway Activity Centers contain concentrations of commercial and retail centers, office and employment areas, higher-education facilities, sports and recreational complexes serving a community of several neighborhoods. These areas are characterized by high degree of access by vehicular traffic with on-site parking; low degree of internal open space; high floor-area-ratio; large tracts of land, campus or unified development.

### Industrial Areas

Industrial Areas may include either light industrial and heavy industrial activities. While the existing character areas map does not distinguish between these uses; the future development map does include a distinction between heavy and light industrial areas. Light Industrial land includes areas used in low intensity manufacturing, wholesale trade, and distribution activities that do not generate excessive noise, particulate matter, vibration, smoke, dust, gas, fumes, odors, radiation, or other nuisance characteristics. Heavy Industrial areas include land used in higher intensity manufacturing, assembly, processing activities where noise, particulate matter,



vibration, smoke, dust, gas, fumes, odors, radiation, or other nuisance characteristics are not contained on-site.

### Rural Institutional

Rural Institutional areas function as the focal points for rural residential and agricultural communities. These areas may include public gathering places and community institutions which serve rural areas. Churches, schools, and government buildings are typical land uses within rural institutional districts. Rural residential uses are also appropriate within these districts.

### Institutional Campus

The Institutional Campus district consists of the Georgia Diagnostic and Classification State Prison, located off Georgia Hwy 36 near I-75. This character area is intended to encompass large public institutional facilities which serve a regional or state area. While government facilities are normally compatible with residential areas, the prison may pose a land use conflict for potential surrounding residential development.

### Parks and Conservation

Parks and Conservation include passive and active recreational facilities; undeveloped, natural lands with significant natural features including views, coast, steep slopes, flood plains, wetlands, watersheds, wildlife management areas and other environmentally sensitive areas not suitable for development of any kind. The largest Parks and Conservation area in Butts County is the Indian Springs State Park and Dauset Trails Nature Center.

## **Corridor and Linear Designations**

### Highway Corridor

Highway Corridors include developed or undeveloped land on both sides of an interstate highway. Interstate highways serve as the primary linkages to regional employment centers. Land with access to these major transportation facilities has the potential for development. Interstate highway exit locations often serve as the location for Highway Activity Centers.

### Major Corridor

Major Corridors include developed or undeveloped land on both sides of arterial roads. Arterial roads carry county-wide traffic and feed into the interstate highway system. In rural counties, the intersections of Major Corridors often serve as Rural Activity Centers or Rural Institutional nodes.

### Scenic Corridor

Scenic Corridors include developed or undeveloped land paralleling the route of a major thoroughfare that has significant natural, historic, or cultural features, and scenic or pastoral views.

Map CA 3 - Butts County Character Areas

Character Areas - Butts County, Georgia

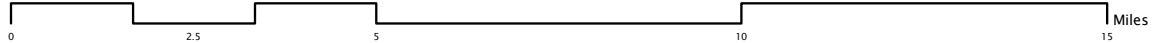
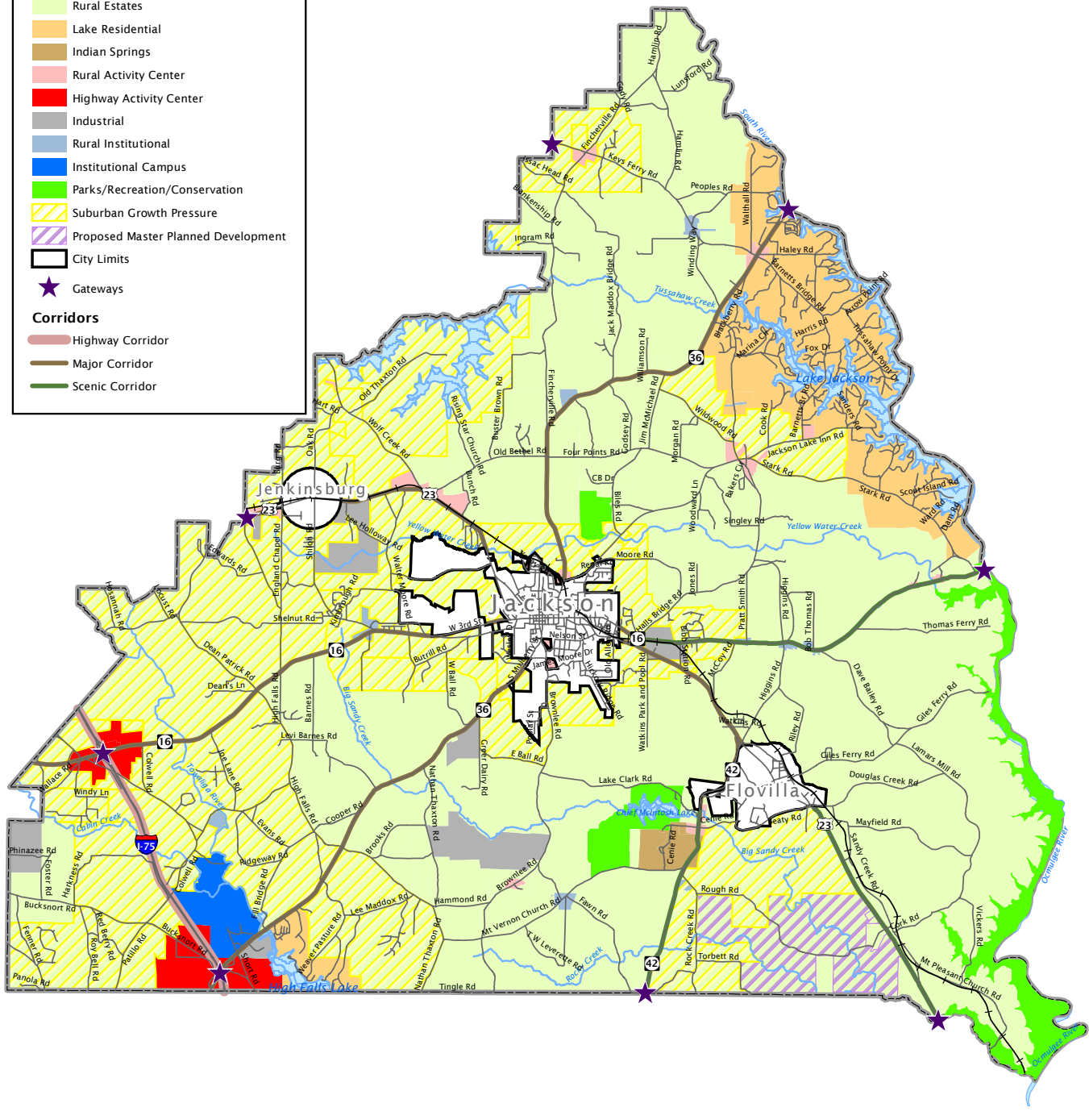
**Legend**

**Character Areas**

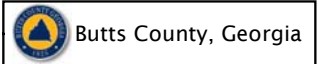
- Rural Estates
- Lake Residential
- Indian Springs
- Rural Activity Center
- Highway Activity Center
- Industrial
- Rural Institutional
- Institutional Campus
- Parks/Recreation/Conservation
- Suburban Growth Pressure
- Proposed Master Planned Development
- City Limits
- Gateways

**Corridors**

- Highway Corridor
- Major Corridor
- Scenic Corridor



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## AREAS REQUIRING SPECIAL CONSIDERATION

### Areas of significant natural or cultural resources, particularly where these are likely to be intruded upon or otherwise impacted by development

- Lake Jackson
- High Falls Lake
- Indian Springs State Park / McIntosh Inn
- Water Supply Watersheds – Towaliga River Watershed, Jackson Ocmulgee Watershed
- Groundwater Recharge Areas (Particularly along I-75 in the SW corner of the county)
- Ocmulgee River Corridor
- Floodplains and Wetlands

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

- I-75 Corridor
- South Jackson Bypass
- RoseHill
- Butts/Henry County border (Jenkinsburg area)
- Vicinity of New Reservoir

### Areas where the pace of development has or may outpace the availability of community facilities and services, including transportation

- Indian Springs/Flovilla
- Butts/Henry County border (Jenkinsburg area)

### Areas in need of redevelopment and/or significant improvements to aesthetics or attractiveness (including strip commercial corridors)

Not Applicable

### Large abandoned structures or sites, including those that may be environmentally contaminated;

Not Applicable

### Areas with significant infill development opportunities (scattered vacant sites)

- West Jackson/Jenkinsburg Corridor

### Areas of significant disinvestment, levels of poverty, and/or unemployment substantially higher than average levels for the community as a whole

- South Jackson
- East Butts (North of Flovilla)

Areas of potential land use conflict

- Georgia State Prison
- Pine Ridge Regional Landfill
- Quarry (South Jackson)
- I-75 Corridor
- Butts/Henry County border (Jenkinsburg area)
- RoseHill
- West Jackson

## ANALYSIS OF CONSISTENCY WITH QUALITY COMMUNITY OBJECTIVES

The Georgia Department of Community Affairs (DCA) has adopted a series of general planning goals intended to assist Georgia communities in preserving unique cultural, natural, and historic resources while looking to the future and developing the state to its highest potential. These Quality Community Objectives (QCOs) serve as benchmarks for local governments in evaluating their progress towards sustainable and livable communities.

The following analysis includes a review of the status of Butts County’s efforts toward compliance with Georgia’s Quality Community Objectives.

Quality Community Objective	Local Consistency with the Objective
<p><b>Traditional Neighborhoods Objective:</b> 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.</p>	<p>The County does have a planned development mixed-use district (P-M) included within its zoning ordinance. The County is also currently developing a planned residential (P-R) zoning category in order to better regulate master planned community developments. Many of the older communities in Butts County, such as the City of Jackson, have a stock of historic neighborhoods that were built in a Traditional Neighborhood Development (TND) pattern. This development includes TND elements such as grid street layouts, small building setbacks, sidewalks, and pedestrian-friendly orientation.</p>
<p><b>Infill Development Objective:</b> 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.</p>	<p>As a rural county, Butts County contains more opportunities for green field development rather than infill development. Those potential infill development sites are located in or near the cities. Likewise, there are few former industrial sites that qualify as potential brownfield redevelopment areas. The former Caterpillar / Williams Brothers manufacturing site has recently closed. Some older industrial and commercial sites along the railway in and around the City of Jackson are also in need of redevelopment.</p> <p>The County generally supports a policy of encouraging growth within the cities and areas of existing infrastructure. The 2005 Butts County Comprehensive Plan includes policies intended to preserve the rural</p>

	<p>agricultural heritage of the County. However, there is pressure to allow residential subdivision development of previously vacant or agricultural land.</p>
<p><b>Sense of Place Objective:</b> 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.</p>	<p>The Rural Community and Rural Activity Center character areas are intended to facilitate the creation and enhancement of community focal points and activity centers consistent with the Sense of Place Objective. Likewise, the County's Planned Development Mixed Use (P-M) zoning category allows for the creation of local activity centers. However, more ordinances regulating design and construction at highly-visible locations and important corridors would benefit the County,</p>

<p><b>Transportation Alternatives Objective:</b> Alternatives to transportation by automobile, including mass transit, bicycle routes, and pedestrian facilities, should be made available in each community. Greater use of alternative transportation should be encouraged.</p>	<p>While no formal bus system exists or could work within rural Butts County, a number of public programs have been in operation to assist those unable to travel on their own. Since 1995, the McIntosh Trail RDC has managed a Unified Transportation System funded by the Georgia General Assembly and the State Department of Transportation. In recently implementing this program in Butts County, the RDC facilitated the coordination of multiple agencies and organizations providing various transit services to county residents. While also providing limited open public service, the UTS specifically provides transportation to the elderly, disabled, Medicaid recipients, and job training programs for low-income areas. Now working regionally, this system will serve as the monitor for any future upgrades for traditional public transit services.</p> <p>Despite the provisions of the UTS and road improvements, Butts County's transportation infrastructure is not very conducive to efficient transportation other than by private automobile. The county's rural nature and suburban development patterns are on pace to render the major arterials into high speed through roads as the resident population grows further and further away from activity centers. Alternative measures, such as improved sidewalks, pedestrian and bike paths should be included in future transportation plans to alleviate the road network and foster more compatible land uses. These alternative measures need to be coordinated with the County's new Recreational Pathways and Greenspace Programs.</p> <p>Butts County does not have an extensive system of sidewalks or other pedestrian pathways. A fair volume of sidewalks exists within Jackson, but expansion of the network has not yet reached the outer fringes of city growth. As new and more public facilities are placed outside of the central city hub, more consideration must be given to sidewalks/ pedestrian paths as a means of linking these facilities with population centers.</p> <p>Other non-vehicular modes, such as bike and boat travel, are becoming more popular in the county. Requests have been made of the county to examine the feasibility of more access points along Lake Jackson and the Ocmulgee River,</p>
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	<p>including the possible designation of a formal route for boaters complete with signage and promotion. Bike paths and horse trails have also been requested throughout the county, with particular attention to linkage with the County's Recreation Center, Indian Springs State Park and Dauset Trails.</p>
<p><b>Regional Identity Objective:</b> 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 regional together, or other shared characteristics.</p>	<p>Butts County is a predominantly rural community that is currently on the exurban fringe of the Atlanta Metropolitan Region. The County has expressly stated their intention to preserve and maintain some of this rural agricultural heritage in the face of development pressures. The County has also included the goal of preserving the heritage of the historic Indian Springs community and area surrounding Indian Springs State Park. The County has also expressed the desire to market the regional asset of Indian Springs State Park for tourism and the development of high-quality residential development. The County has also considered pursuing a tourism-based economic development strategy centered on a Civil War theme.</p>



<p><b>Heritage Preservation Objective:</b> 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.</p>	<p>Butts County would benefit from adopting a preservation ordinance, which provides the best method of protection for historic resources. The local government must adopt a preservation ordinance, appoint a design review board (much like a planning commission), and adopt a set of design guidelines. Historic districts and individual properties may be designated, which will make them subject to the newly adopted design guidelines. Before major changes (including demolition) are made to structures located within the historic district, or before new construction may be built within the district, the property owner must appear before the design review board to receive a Certificate of Appropriateness (formal approval). The board makes decisions based on the design guidelines, a list of rules ensuring that such activities will be compatible with existing buildings in the district. The historic preservation commission staff works with property owners to produce appropriate plans. The design guidelines and the Certificate of Appropriateness process are not meant to intimidate property owners or limit their activity; rather, they serve as an effective tool by which communities can ensure the future integrity of historic districts and historic resources. This process ensures that future construction or alterations will be compatible with the existing fabric of the district, so that the whole serves as a cohesive unit. This process has been hugely successful in many Georgia towns and counties.</p>
<p><b>Open Space Preservation Objective:</b> New development should be designed to minimize the amount of land consumed, and open space should be set aside from development for use as public parks or as greenbelts/wildlife corridors. Compact development ordinances are one way of encouraging this type of open space preservation.</p>	<p>The County has conducted a greenspace protection plan in conjunction with their 2005 Comprehensive Plan Update. The County views a successful comprehensive greenspace program as one that addresses the need for locally accessible open space, protects water quality and provides for passive recreational uses. Priorities for permanent protection include lands that preserve and enhance water quality including floodplains, buffers adjacent to streams and rivers and wetlands; agricultural land and scenic rural vistas; existing parks and new parks providing passive recreational opportunities; properties adjacent to existing parks, historic sites and public areas for expansion purposes; and providing pathways for recreational usage plus linkages between greenspace and other facilities and activity centers.</p>

<p><b>Environmental Protection Objective:</b> 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.</p>	<p>The County has identified environmentally sensitive areas in its county-wide survey of natural and cultural resources. Floodplains, wetlands, and groundwater recharge areas have been identified as greenspace acquisition priorities. In addition, water supply watersheds and steep slopes have been identified as target areas for restricting growth.</p>
<p><b>Growth Preparedness Objective:</b> Each community should identify and put in place the pre-requisites for the type of growth it seeks to achieve. These might include infrastructure (roads, water, and 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</p>	<p>Currently, the County has received a proposal for a Development of Regional Impact (DRI) located in an area of the County that is presently rural in nature. The RoseHill planned golf community has been proposed for development in the rural southeast corner of Butts County. Key infrastructure improvements will be necessary in order to service a development of this magnitude.</p> <p>In order to help fund desired infrastructure improvements, the County is currently preparing a Capital Improvements Element and Impact Fee program. This program will set a schedule for planned infrastructure improvements as related to projected population and employment increases.</p>

<p><b>Appropriate Businesses Objective:</b> 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.</p>	<p>The Butts County Industrial Development Authority has been working to attract industrial and commercial development through its business recruitment efforts and infrastructure improvement activities, such as the planned expansion of the Riverview Industrial Park. Much of the County's efforts at industrial expansion are focused on the areas surrounding the I-75 corridor. This focus on industrial employment fits the skill set of the county's residents and can potentially offset some of the anticipated losses in the manufacturing sector. However, several major economic activities in Butts County present potential negative externalities. For example, the Pine Ridge regional landfill, the planned quarry south of Jackson, the Georgia Diagnostic Prison, and the proposed Griffin-Spalding airport relocation all present potential for negative impacts on surrounding properties. The presence of such nuisance industries may create challenges for continued economic development.</p>
<p><b>Employment Options Objective:</b> A range of job types should be provided in each community to meet the diverse needs of the local workforce.</p>	<p>Employment options are currently limited within the rural unincorporated portions of Butts County. Approximately half of the County's population must commute out of County in order to find work. Efforts at expanding the industrial base of the county could provide some valuable employment opportunities for residents. However, there are currently few professional employment opportunities available in the County to support desired high-quality housing development. As the County's population expands, retail and service employment is expected to grow correspondingly.</p>

<p><b>Housing Choices Objective:</b> 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.</p>	<p>Butts County retains a higher share of single family housing when compared to the state average, primarily due to the low-density rural character of the community. The County currently has a low proportion of multi-family housing and attached single family housing (townhomes) as compared to the state. Butts County has a relatively high proportion of manufactured housing as compared to statewide averages, which serves as the primary source of affordable housing in the County. With a median housing value of \$86,000 in the year 2000, housing prices are relatively affordable as compared to state and Metropolitan Atlanta figures. While the low-density, rural nature of Butts County limits the viability of some attached housing options, the County is expected to increase its share of attached housing with continued suburban housing growth. Likewise, the County has included goals and policies in its planning efforts that affirm state objectives for providing diverse housing options.</p>
<p><b>Educational Opportunities Objective:</b> Educational and training opportunities should be readily available in each community - to permit community residents to improve their job skills, adapt to technological advances, or to pursue entrepreneurial ambitions.</p>	<p>Butts County now has a workforce development center in the Griffin Tech Jackson Campus that provides educational and job training opportunities. . A number of opportunities also exist in neighboring counties as well as further north in the Metro Atlanta area. Within 30 miles are Clayton College and State University, Griffin Technical College, and Gordon College. Improved post-secondary educational opportunities as well as job training programs have been identified as community economic development needs.</p>

<p><b>Local Self-Determination Objective:</b> Communities should be allowed to develop and work toward achieving their own vision for the future. Where the state seeks to achieve particular objectives, state financial, and technical assistance should be used as the incentive to encourage local government conformance to those objectives.</p>	<p>Butts County is continuing to establish and work toward its local vision for future growth and development. The County has been working with state and regional agencies in order to secure assistance and financing in promoting local planning objectives. For example, the County has recently secured a “Signature Communities” grant from the Georgia Department of Community Affairs. The County intends to utilize some of this grant funding to develop a community vision and master plan for the revitalization of the Indian Springs area.</p>
<p><b>Regional Cooperation Objective:</b> Regional cooperation should be encouraged in setting priorities, identifying shared needs, and finding collaborative solutions, particularly where it is critical to success of a venture, such as protection of shared natural resources or development of a transportation network.</p>	<p>Butts County is engaged with neighboring counties and regional agencies in cooperative planning efforts. The County and its Industrial Development Authority are working with the City of Griffin, Spalding County, and other organizations to study the feasibility of relocating the Griffin-Spalding Airport to Butts County.</p> <p>Increased cooperation with neighboring counties will be necessary in order to mitigate some of the possible impacts of proposed development in the Indian Springs area.</p>

## COMMUNITY ASSESSMENT DATA INVENTORY

### POPULATION

#### Introduction

The Population Element provides an inventory and analysis of demographic data, defining significant trends and attributes to help determine how human services, public facilities, and employment opportunities can adequately support existing and future populations. The information may also assist in establishing desired growth rates, population densities, and development patterns consistent with the goals and policies for the region. The inventory presents various statistics for the region over the past twenty years, and, where applicable, shows projections for the next twenty years. In some categories local performance is also compared with the state and other communities in Georgia.

The foremost task of any government is to promote the welfare of the existing and future populations. This is the basis for all strategies involved in economic development, capital improvement projects, and land use regulation. The hope is that growth can be encouraged and managed, such that the opportunities exist for economic expansion without diluting the quality of services provided. The first step in achieving this lies in understanding the characteristics of both the present and future populations of the region; their traits, needs, and capabilities. Much of this begins with identifying trends within the population, to help explain current conditions and gain insight into probable future conditions.

#### Historic and Future Population

The total population of a region defines the volume of citizens for which a government is responsible. It explores the total size (volume) of the region as well as the trends that produced that size. Tracking a region's total population will introduce comparisons to others as well as provide a basis for which other calculations and projections will be made.

Population growth can identify numerous trends, ranging from economic expansion and a large volume of in-migration, to highlighting a comparably slow growth in relation to other areas. This information can then be used to address concerns over net migration, death and fertility rates, which in turn express greater issues to be addressed in other elements.

**Table P1 - Comparison of Growth Since 1970**

	1970	1975	1980	1985	1990	1995	2000
<b>Butts County</b>	10,560	12,113	13,665	15,100	15,326	16,025	19,522
<b>Lamar</b>	10,688	11,668	12,215	12,474	13,038	13,816	15,912
<b>Spalding</b>	39,514	44,548	47,899	50,841	54,547	57,012	58,417
<b>Henry</b>	23,724	29,690	36,309	43,402	58,741	84,592	119,341
<b>Newton</b>	26,282	32,404	34,498	38,267	41,808	50,485	62,001
<b>Jasper</b>	5,760	7,367	7,553	7,679	8,453	9,134	11,426
<b>Monroe</b>	10,991	12,785	14,610	15,690	17,113	18,908	21,757
<b>Butts Region</b>	127,519	150,575	166,749	183,453	209,026	249,972	308,376
<b>Georgia</b>	4,600,000	5,067,000	5,484,000	6,002,000	6,478,000	7,021,000	8,186,453

Source: US Bureau of the Census; Projections by MTRDC

While Butts County has one of the smaller populations in the area, it has recently begun to grow beyond many previous projections. As surrounding counties to the north and east feel some of the suburban sprawl reaching out from metropolitan Atlanta, Butts County sits poised to capture some spillover effects. The result is a near doubling of the county's population since 1970 (Table P1), and the beginning of an eventual shift away from a rural community to one much more urban.

**Table P2 - Growth Rates**

	'70 - 75	'75 - 80	'80 - 85	'85 - 90	'90 - 95	'95 - 00	'70 - 00
<b>Henry</b>	25.15%	22.29%	19.54%	35.34%	44.01%	41.08%	403.04%
<b>Newton</b>	23.29%	6.46%	10.93%	9.25%	20.75%	21.82%	135.91%
<b>Jasper</b>	27.90%	2.52%	1.67%	10.08%	8.06%	25.09%	98.37%
<b>Monroe</b>	16.32%	14.27%	7.39%	9.07%	10.49%	15.07%	97.95%
<b>Butts</b>	14.71%	12.81%	10.50%	1.50%	4.56%	25.09%	84.87%
<b>Spalding</b>	12.74%	7.52%	6.14%	7.29%	4.52%	2.46%	47.84%
<b>Lamar</b>	9.17%	4.69%	2.12%	4.52%	5.97%	15.17%	48.88%
<b>Butts Region</b>	18.08%	10.74%	10.02%	13.94%	19.59%	23.36%	141.83%
<b>Georgia</b>	10.15%	8.23%	9.45%	7.93%	8.38%	16.60%	77.97%

Source: US Bureau of the Census; Projections by MTRDC

**Table P3 – Area Population Distribution**

	1970	1975	1980	1985	1990	1995	2000
<b>Henry</b>	18.60%	19.72%	21.77%	23.66%	28.10%	33.84%	37.13%
<b>Newton</b>	20.61%	21.52%	20.69%	20.86%	20.00%	20.20%	20.19%
<b>Spalding</b>	30.99%	29.59%	28.73%	27.71%	26.10%	22.81%	20.10%
<b>Monroe</b>	8.62%	8.49%	8.76%	8.55%	8.19%	7.56%	7.01%
<b>Butts County</b>	8.28%	8.04%	8.19%	8.23%	7.33%	6.41%	6.53%
<b>Lamar</b>	8.38%	7.75%	7.33%	6.80%	6.24%	5.53%	5.29%
<b>Jasper</b>	4.52%	4.89%	4.53%	4.19%	4.04%	3.65%	3.75%
<b>Butts Region</b>	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
<b>Region/ Georgia</b>	2.77%	2.97%	3.04%	3.06%	3.23%	3.56%	4.01%

Source: US Bureau of the Census; Projections by MTRDC

Despite Butts County’s population gain, many surrounding communities have grown more rapidly (Table P2), rendering the county to a relatively smaller status for the region (Table P3). This is part of a general cause & effect with growth and related services; Population growth begets more public services begets more population growth. South metro-Atlanta is currently a region with communities available and willing to accept growth, which will cause Butts County to grow by default.

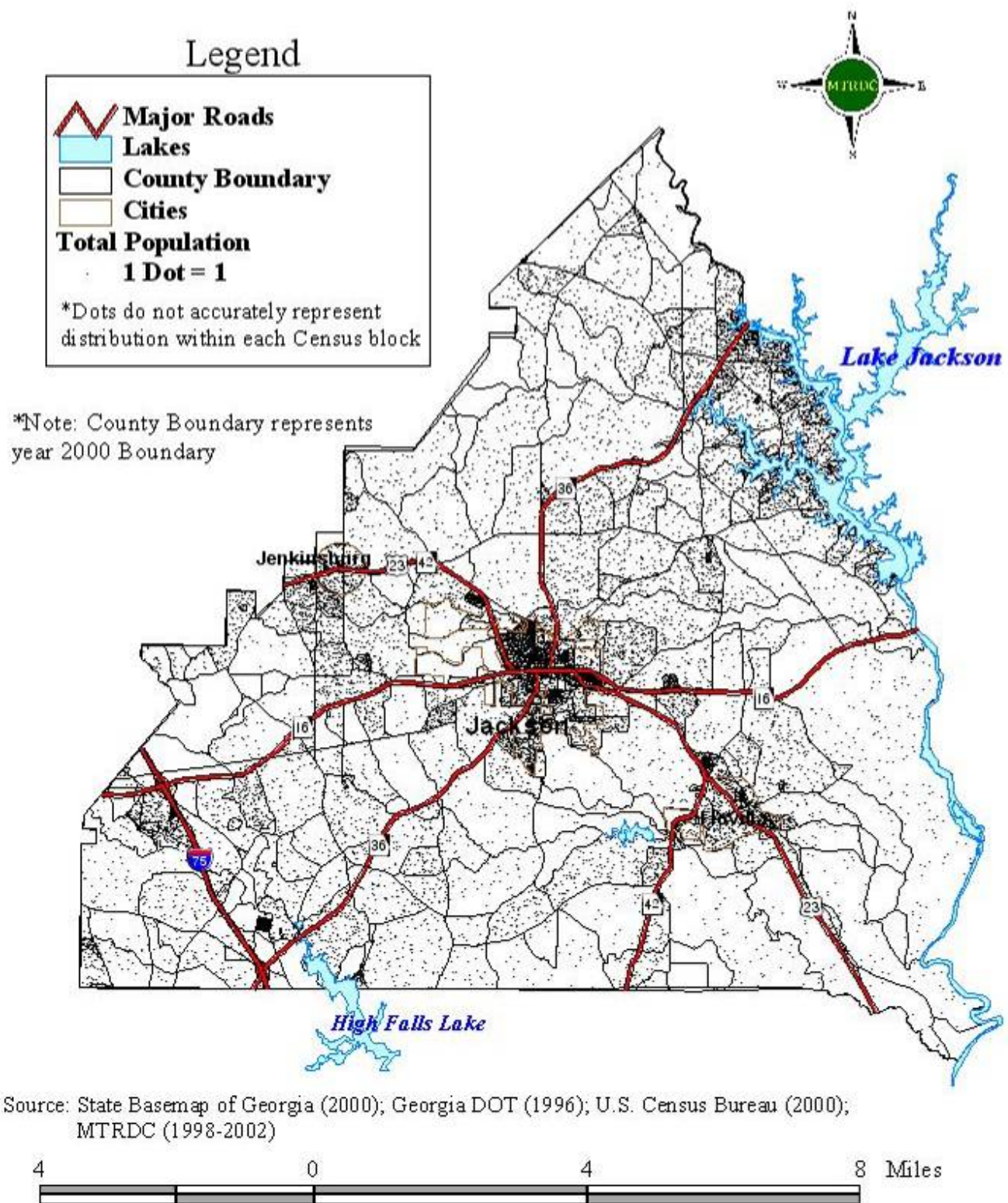
Other natural, national factors are also heavily contributing to the population increase:

- People are generally living longer; 20<sup>th</sup> Century advances in health care and lifestyles have increased the average life expectancy in America by more than seven years.
- These same advances have also allowed *more* people to live longer, as innovations in medicine have reduced the numbers and potency of once deadly diseases and ailments. The success rate for births has grown nearly 50% and preventative medicine has helped increasing numbers of those babies to grow into healthier adults.
- These medical advances have in part contributed to the healthy aging of the “Baby Boom” population, the foremost demographic event of this century. Many boomers have also started families, producing a smaller population wave that is now impacting much of the United States.

The map on the following page shows a dot-density display of the population density in the county. As with many rural counties, the population of Butts County resides primarily in the incorporated cities (Jenkinsburg, Flovilla, and Jackson), with sparse populations throughout the rest of the county. One exception to this is the number of residents that reside near Lake Jackson. Although this is area is not within town or city limits, it is not surprising that the lake would attract residents, given the recreational and aesthetic amenities that a lake provides.



# Map P1 - Population Distribution, 2000



Source: State Basemap of Georgia (2000); Georgia DOT (1996); U.S. Census Bureau (2000); MTRDC (1998-2002)

**Table P4 - Population Projection Scenarios**

Projection Source	2000	2005	2010	2015	2020	2025	2030	% Change 05-25
Georgia Department of Community Affairs (DCA)	19,522	20,986	22,451	23,915	25,379	26,843	28,308	27.9%
Woods and Poole Economics	19,522	21,050	23,040	25,030	27,050	29,140	31,340	38.4%
Building Permit Method (Base Years 2000-2004)	19,522	23,296	26,913	30,359	33,705	36,994	40,270	58.8%
<b>Georgia Office of Management and Budget</b>	<b>19,522</b>	<b>25,739</b>	<b>31,817</b>	<b>36,760</b>	<b>41,703*</b>	<b>46,646*</b>	<b>51,589*</b>	<b>81.2%</b>

\*2020-2030 projections by Robert and Company

**Table P5 - Population Projections, Butts County and Municipalities**

	2000	2005	2010	2015	2020	2025	2030
<b>Butts County</b>	19,522	25,739	31,817	36,760	41,703	46,646	51,589
<b>Unincorporated Butts County</b>	14,733	20,461	26,393	31,201	36,008	40,816	45,623
<b>Jackson</b>	3,934	4,358	4,403	4,448	4,493	4,538	4,583
<b>Jenkinsburg</b>	203	227	281	324	368	411	455
<b>Flovilla</b>	652	693	740	787	834	881	928

Source: Municipal Population Projections by Robert and Company

### Population Projection Methodology

Several sources and forecasting methodologies were examined in developing the projected Butts County population figures. (See Table P4) First, Georgia Department of Community Affairs (DCA) projection figures were obtained. DCA projections are based on historic average population growth. Private data providers, such as Woods and Poole were also consulted. Woods and Poole employs a natural growth cohort-based model which factors in birth rates, mortality rates, and migration.

However, both historic trend data and cohort models fail to account for the growing influence of the Atlanta Metropolitan region on the exurban/rural fringe. For example, the Atlanta Regional Commission projects that neighboring Henry County will add another 250,000 residents by 2030. This explosive growth anticipated for a neighboring county will likely have spillover effects on Butts County.

Building permit-based projection methods provide a means of factoring in more recent growth trends. This is especially important, since building permit applications have accelerated significantly in Butts County since the 2000 census. County building permit data was utilized to generate another projection based on growth trends between 2000 and 2004.

The population projection utilized throughout this report is based on forecasts created by the Georgia Office of Management and Budget (OMB). These figures were extended through 2030 by Robert and Company. The Georgia OMB projections include allocated growth from the Atlanta Metropolitan region as well as natural increases from births and deaths. One major factor in selecting the highest population projection figure has been the approval of the RoseHill planned community in southeast Butts County. This development of regional impact includes a planned 3,600 housing units. A

development of this magnitude is likely to significantly increase growth and change the rural character of southeast Butts County. This development alone is likely to increase the population of the County by approximately 10,000 residents.

**Households**

Households are defined by the Census Bureau as *“all the persons who occupy a housing unit,”* and represent one view of *how* the region’s population is living; as families, in groups, etc. People living in households of more than one person typically share costs of living, producing a different economic profile than individuals. In addition, the market for housing units is more responsive to household characteristics, making it important to study the size, locations, and numbers of households as well as of the population in general.

**Table P6 – Average Household Size, Butts County**

Average Household Size - Butts County, Georgia											
Category	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025	2030
Avg Household Size	3.09	2.99	2.89	2.81	2.73	2.64	2.55	2.46	2.37	2.28	2.19

Source: Georgia Department of Community Affairs

Historically, the average size of the American household has been shrinking since the late 1960’s. The social reaction to the “Baby Boom” has been a trend towards marriage and children occurring later on in life. This trend is marked by an increase in the numbers of young, single adults entering the workforce and most commonly living alone or with a single roommate. Families are also having fewer children than previously, reducing the current numbers of families with more than two kids. Plus, there is a notable increase in the population of single elderly, the result of longer lives after widowing, divorce, or other circumstance.

As a predominantly rural community, Butts County has a consistently higher average household size than state or national trends. The limited amount of local services or facilities caring for senior citizens may be a factor in encouraging larger than average household size. The rural atmosphere also means a less transient population, one more likely to seek homeownership and family situations as opposed to renting smaller units.

The limited amount of public facilities also plays a strong part in household growth. The absence of sewerage throughout most of the county limits the volume of houses acceptable to the environment. This will become the key feature for any discussions concerning desires of the resident population to prohibit suffocating levels of development.

**Age Distribution of Current and Future Population**

As defined by Woods & Poole, *“the mix of age groups defines the region’s character and indicates the types of jobs and services needed.”* Each age group, from children to retirement age, requires special needs with respect to public services and facilities, making it important for the providing government to identify the prevailing age

distribution. Moreover, by defining the present age make-up of the community a government is also producing a portrait of future age distribution and can more effectively plan for future needs and concerns.

**Table P7 - Age Distribution (1975-2000)**

	1975	1980	1985	1990	1995	2000
<b>0&lt;14</b>	26.3%	23.4%	21.9%	21.7%	21.2%	23.2%
<b>15&lt;24</b>	20.3%	20.7%	17.9%	15.2%	14.5%	12.5%
<b>25&lt;34</b>	14.0%	16.3%	17.9%	17.8%	16.4%	13.9%
<b>35&lt;44</b>	9.8%	10.8%	13.2%	15.3%	15.8%	16.7%
<b>45&lt;54</b>	10.1%	9.3%	9.3%	10.3%	11.7%	13.8%
<b>55&lt;64</b>	8.6%	8.7%	8.6%	8.1%	8.2%	8.5%
<b>65+</b>	10.8%	10.8%	11.1%	11.6%	12.3%	11.3%

Source: Woods & Poole Economics, Inc., 1994; Projections made by MTRDC

As the “Baby Boomers” rise in age, they are having fewer children and having them later in life, which accounts for the declining population share of the childhood age group. The actual numbers of children within the region are increasing because of new in-migrating families, as indicated by the overcrowding experienced in some of the region’s schools. This change will have significant impacts on such concerns as schools and housing types, as well as long-term impacts on the strength of the region’s labor pool.

The changes expected for Butts County by the year 2030 (Tables P8 & P9) feature an aging population, with the share of senior citizens over 65 nearly doubling from 10.2% of the total population in 2000 to 19.9% in 2030. The losses in percentage shares occur primarily in the age groups between 25 to 54 years old. While Butts County itself is lacking many regional centers for senior services, many residents will be capable enough to need only what is available within the County and from nearby cities like Griffin and McDonough.

**Table P8 - Future Age Distribution**

Age	2000	2005	2010	2015	2020	2025	2030
0 to 4 yrs	1,231	1,946	2,659	2,798	3,664	4,320	5,022
5 to 19 yrs	4,029	4,991	5,928	7,568	8,055	8,956	9,846
20 to 24 yrs	1,240	1,760	2,265	2,485	3,009	3,438	3,881
25 to 34 yrs	2,943	3,710	4,438	4,948	5,387	5,785	6,131
35 to 44 yrs	3,501	4,448	5,387	5,311	5,907	6,129	6,250
45 to 54 yrs	2,733	3,376	3,993	4,337	4,630	4,855	5,012
55 to 64 yrs	1,852	2,469	3,076	3,602	4,122	4,657	5,202
65 +	1,993	3,039	4,071	5,711	6,929	8,506	10,244
<b>TOTAL</b>	<b>19,522</b>	<b>25,739</b>	<b>31,817</b>	<b>36,760</b>	<b>41,703</b>	<b>46,646</b>	<b>51,588</b>

Source: Georgia Office of Planning and Budget, 2020-2030 Projections by Robert and Company

**Table P9 - Future Age Distribution (%)**

Age	2000	2005	2010	2015	2020	2025	2030
0 to 4 yrs	6.3%	7.6%	8.4%	7.6%	8.8%	9.3%	9.7%
5 to 19 yrs	20.6%	19.4%	18.6%	20.6%	19.3%	19.2%	19.1%
20 to 24 yrs	6.4%	6.8%	7.1%	6.8%	7.2%	7.4%	7.5%
25 to 34 yrs	15.1%	14.4%	13.9%	13.5%	12.9%	12.4%	11.9%
35 to 44 yrs	17.9%	17.3%	16.9%	14.4%	14.2%	13.1%	12.1%
45 to 54 yrs	14.0%	13.1%	12.5%	11.8%	11.1%	10.4%	9.7%
55 to 64 yrs	9.5%	9.6%	9.7%	9.8%	9.9%	10.0%	10.1%
65 +	10.2%	11.8%	12.8%	15.5%	16.6%	18.2%	19.9%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Source: Georgia Office of Planning and Budget, 2020-2030 Projections by Robert and Company

## Race

Due to the black population centered in Jackson, Butts County has historically been more racially balanced than most of Georgia's rural communities. Other minorities and ethnic origins, however, did not make significant gains until the 1980's.

**Table P10 - Racial Composition/ Hispanic Origin**

	1975	1980	1985	1990	1995	2000
<b>Pop. Total</b>	12,113	13,665	15,100	15,326	16,025	19,293
<b>White</b>	59.2%	60.7%	62.4%	63.7%	65.4%	63.6%
<b>Black</b>	40.6%	39.0%	37.0%	35.5%	33.7%	35.4%
<b>Other</b>	0.2%	0.3%	0.5%	0.8%	0.9%	1.0%
<b>Hispanic Origin</b>	0.7%	1.0%	1.2%	0.7%	0.9%	1.8%

Source: US Bureau of the Census

The racial make-up of Butts County's growth has been typical of that for the state overall, mostly white with a notable increase in the population of Hispanic origin. The county has yet to develop the urban fabric that has been traditionally more attractive to migrating ethnic groups and minorities. The ability to deliver urban amenities in rural

settings, however, may deliver such growth in either case. Technological improvements such as the World Wide Web and telecommunications can render more communities more attractive for living or work by increasing the resources for easing multi-ethnic relations or retaining distant ties.

## **Education**

A leading component in making a community's population a strong resource for economic and civic prosperity lies in the opportunities for a quality education. The academic levels and performances achieved by local residents are strong measures of quality of life and a community's overall potential. Reviewing this information, then, allows insight into the *type* of population being studied and will help shape and clarify many income, economic and employment issues.

### Educational Attainment

A region's educational attainment refers to the final level of education achieved within the adult population (age 25 and up), as identified by categories representing various levels of education. Ideally, communities would prefer a greater percentage of their populations achieving much higher education levels, surpassing high school and possibly graduating college.

Matching a national pattern for the past 20 years, Butts County has displayed a shift towards a population with more and more educational experience. This is due to two major forces; 1) The increasing demands of the marketplace requiring more and new skills from its employees, and 2) the slow passing of older generations not subject to such educational demands. Previous generations demanded laborers for limited-skill jobs in times where such gainful employment was valued much more than academic achievement.

While Butts County has increased its share of residents with high school degrees and college diplomas, it still lags behind the state and the general Butts County area in educational attainment; at roughly 30%, Butts County had the region's second highest percentage of adults (2000) failing to complete high school. So long as the trends continue to improve, this feature will grow less critical. Table P11 on the next page compares Educational Attainment in Butts Count, compared to the state and other nearby counties.

Table P11 - Educational Attainment

	Adults Age 25+	Highest Education Level Achieved				
		Elem.	High School (<4 yrs.)	High School	College (<4yrs.)	College (4+ yrs.)
<b>Butts Co.</b>						
1970	5,432	45.90%	25.70%	16.90%	5.90%	5.50%
1980	7,614	31.50%	24.90%	29.30%	7.90%	6.40%
1990	9,748	16.30%	25.30%	36.80%	14.30%	7.20%
2000	13,055	10.1%	20.1%	39.9%	21.3%	8.6%
<b>Lamar Co.</b>						
1970	5,487	47.70%	24.10%	14.80%	7.60%	5.70%
1980	7,055	30.40%	23.90%	27.10%	10.50%	8.00%
1990	8,153	19.30%	22.60%	33.30%	14.70%	10.00%
2000	10,227	9.3%	19.4%	37.0%	23.0%	11.3%
<b>Spalding Co.</b>						
1970	21,517	44.00%	24.50%	18.70%	6.80%	6.00%
1980	27,425	31.20%	24.30%	25.80%	9.60%	9.00%
1990	33,651	17.90%	22.10%	32.40%	16.50%	11.10%
2000	37,110	10.9%	21.4%	34.7%	20.6%	12.5%
<b>Henry Co.</b>						
1970	-	-	-	-	-	-
1980	20,964	21.40%	24.20%	33.10%	11.90%	9.40%
1990	36,993	8.70%	18.40%	38.10%	24.10%	10.70%
2000	75,501	4.1%	11.7%	34.3%	30.4%	19.5%
<b>Newton Co.</b>						
1970	-	-	-	-	-	-
1980	19,088	30.10%	24.80%	27.50%	9.00%	8.60%
1990	25,213	16.00%	24.20%	32.70%	17.50%	9.50%
2000	39,144	7.6%	17.7%	34.7%	25.4%	14.5%
<b>Jasper Co.</b>						
1970	-	-	-	-	-	-
1980	4,411	30.20%	28.40%	24.30%	8.00%	9.20%
1990	5,327	14.20%	21.20%	35.90%	17.90%	10.80%
2000	7,531	9.1%	21.2%	37.2%	21.0%	11.5%
<b>Monroe Co.</b>						
1970	-	-	-	-	-	-
1980	8,461	32.80%	21.70%	28.20%	7.80%	9.40%
1990	10,799	13.40%	20.50%	33.10%	20.10%	12.90%
2000	14,185	7.9%	14.4%	38.7%	21.9%	17.1%
<b>Butts Area</b>						
1970	*32,436	45.00%	24.60%	17.70%	6.80%	5.90%
1980	95,018	28.90%	24.40%	28.30%	9.70%	8.80%
1990	129,884	14.30%	21.60%	34.70%	18.90%	10.50%
2000	196,753	7.2%	16.2%	35.4%	25.6%	15.6%
<b>Georgia</b>						
1970						
1980	3,085,528	23.7%	19.9%	28.5%	13.3%	14.6%
1990	4,023,420	12.0%	17.1%	29.6%	22.0%	19.3%

Source: US Bureau of the Census; Ga. Department of Education

While graduation test scores in Butts County declined annually between 1995 and 2001, the school system has seen steady improvement in the past several years. Graduation test scores in each of the categories of English/Language Arts, Social Studies, Mathematics, and Science improved each year between the 2003-2004 and 2005-2006 school terms. Whereas the Butts County School System has historically lagged behind statewide test scores; the County’s scores are now on par with state averages. (See Table P12) Likewise, high school graduation rates in Butts County have now surpassed state averages as of the 2005-2006 school term. Finally, SAT test scores have steadily improved over the past three years and narrowed the gap between state and national SAT scores.

**Table P12 – Butts County School Data**

<b>Graduation Test Pass Rates - Butts County</b>	<b>2003-2004</b>	<b>2004-2005</b>	<b>2005-2006</b>
English/Language Arts	90%	93%	99%
Social Studies	79%	80%	84%
Mathematics	85%	93%	95%
Science	59%	67%	72%
<b>Graduation Test Pass Rates - Georgia</b>	<b>2003-2004</b>	<b>2004-2005</b>	<b>2005-2006</b>
English/Language Arts	97%	95%	96%
Social Studies	82%	84%	86%
Mathematics	92%	92%	92%
Science	68%	68%	73%
<b>High School Graduation Rates</b>	<b>2003-2004</b>	<b>2004-2005</b>	<b>2005-2006</b>
Butts County	60.3%	72.8%	73.3%
Georgia	65.4%	69.4%	70.8%
<b>SAT Scores (Math &amp; Verbal)</b>	<b>2003-2004</b>	<b>2004-2005</b>	<b>2005-2006</b>
Butts County	898	907	918
Georgia	981	989	985
US	1,017	1,020	1,014

Source: Ga. Department of Education

**Income and Poverty**

Measuring income levels provides an indication of the economic health of the population. Just as education levels can offer insight into employment conditions and the quality of the labor pool, per-capita and household income levels measure the financial stability of the population, and how the local economy is responding to the educational climate. Higher income levels suggest a thriving economy, and offer a good indicator as to the success of a community.



**Table P13 - Per-Capita Income 1980-2000, Butts County & Surrounding Areas**

	1980	1990	2000
<b>Georgia</b>	--	\$13,631	\$21,154
<b>Henry</b>	\$6,825	\$14,17	\$22,945
<b>Monroe</b>	\$5,357	\$11,348	\$19,580
<b>Newton</b>	\$5,665	\$11,641	\$19,317
<b>Jasper</b>	\$5,342	\$10,761	\$19,249
<b>Butts County</b>	\$4,816	\$10,321	\$17,016
<b>Spalding</b>	\$5,752	\$11,073	\$16,791
<b>Lamar</b>	\$5,230	\$10,198	\$16,666

Source: Georgia DCA

**Table P14 - Average Household Income (in 1987 constant dollars)**

	1970	1975	1980	1985	1990	1995	2000
<b>Georgia</b>	\$31,140	\$31,932	\$33,509	\$38,023	\$39,779	\$39,324	\$41,952
<b>Butts County</b>	\$26,455	\$27,684	\$31,659	\$35,510	\$36,356	\$36,595	\$39,050
<b>vs. Georgia</b>	85.0%	86.7%	94.5%	93.4%	91.4%	93.1%	93.1%

Source: US Bureau of the Census

Both per-capita (Table P13) and household (Table P14) incomes in Butts County have historically been lower than state and regional averages. While the county does have a comparably lower cost of living than some neighboring communities, the difference between Butts County's average personal income and the State's has grown wider since 1970 (most likely due to the range of higher incomes available outside of Butts County.)

A comparison of household incomes appears much more favorable for the county when presented in constant dollars (to show relative purchasing power vs. inflation). Table P14 shows the growth trend that is bringing the income level more in line with State average. As the Butts County population grows with an in-migration of higher educated people, it is expected that this figure will continue to match or exceed the growth rates for the State. Table P15 shows Woods and Poole projections for per capita income in Butts County through 2030 expressed in current dollar figures.

**Table P15 - Per Capita Income Projections, Butts County 2000-2030**

Category	2000	2005	2010	2015	2020	2025	2030
<b>Per Capita Income</b>	21,774	24,875	29,333	35,020	42,454	52,197	64,440

Source: Woods and Poole, 2006

**Table P16 - Household Income Distribution 1990-2000**

Income	1990	%	2000	%
<b>less than \$9,999</b>	806	17.3%	705	10.9%
<b>\$10,000 - \$14,999</b>	475	10.2%	329	5.1%
<b>\$15,000 - \$19,999</b>	526	11.3%	413	6.4%
<b>\$20,000 - \$29,999</b>	1,081	23.2%	930	14.4%
<b>\$30,000 - \$34,999</b>	342	7.3%	425	6.6%
<b>\$35,000 - \$39,999</b>	274	5.9%	441	6.8%
<b>\$40,000 - \$49,999</b>	412	8.8%	842	13.0%
<b>\$50,000 - \$59,999</b>	245	5.3%	675	10.4%
<b>\$60,000 - \$74,999</b>	276	5.9%	716	11.1%
<b>\$75,000 - \$99,999</b>	136	2.9%	519	8.0%
<b>\$100,000 - \$124,999</b>	28	0.6%	229	3.5%
<b>\$125,000 - \$149,999</b>	12	0.3%	130	2.0%
<b>\$150,000 and above</b>	50	1.1%	108	1.7%
<b>Total</b>	4,663	100.0%	6,462	100.0%

Source: US Census Bureau, Georgia DCA

Such economic growth is also reflected in Table P16 as the volume of households at the lower income levels (under \$35,000) dropped between 1990 and 1999. This is especially significant as one gauge of the number of households living at or near the area's poverty level. The poverty level for a family of four in Georgia has grown from \$12,674 in 1989 to over \$15,000 in 1995. During that same time frame, the percent of Butts County households living under the poverty line dropped to 16.7%, but the actual number of households under the poverty threshold increased! Future economic prosperity would feature more households at or above the \$25,000 range, allowing them not only the income to survive but also an amount of disposable income that can be reinvested as leverage against financial hardships. The next table (P17) shows individual poverty status by general age group. All age groups show a decline in number and percentage of the statistical population that were below poverty level from 1989 to 1999. Hopefully this trend will continue well into the 21<sup>st</sup> Century.

**Table P17 - Poverty Status by Age Group, 1989-1999**

	1989		1999	
	13,687	% of Population	17,582	% of Population
<b>Total (population with poverty status determined)</b>				
<b>Income below poverty level</b>	2,132	15.6%	2,017	11.5%
<b>Under 18 years old</b>	849	6.2%	714	4.1%
<b>18-64 years</b>	992	7.2%	996	5.7%
<b>65 &amp; Over</b>	291	2.1%	307	1.7%

Source: U.S. Census

### Assessment

In general Butts County is undergoing a modest shift in demographics that may demand a change or increase in some of the services provided. The numbers of school age children and retirees will increase and become a more significant part of the population. The increase in minorities and other cultures will also continue to increase, albeit at a very modest pace. These changes may entail the need for additional human services, particularly for the growing populations of senior citizens.

## ECONOMIC DEVELOPMENT

### Introduction

Economic development analyses inventory a community’s functional conditions and achievements to identify the strengths, weaknesses and needs of native businesses. This portrait of a region’s economic state is the foundation for assessing the performance of wages and job skills, employment and industry patterns, and the programs and efforts designed to improve local economies.

The Economic Development element of a comprehensive plan attempts to define the assets and liabilities of industrial categories, geographical locations, and employment conditions. The assessment is then used to identify trends, conflicts, inconsistencies and opportunities within the region’s overall economic activity. This information will be merged with other Plan elements to outline the economic strategies necessary for achieving community goals.

Note: The following acronyms are used throughout this chapter in reference to standardized industrial sectors:

<b>Agri. Services:</b>	<b>Agricultural Services</b>
FIRE:	Financial services, Insurance and Real Estate
Govt. – Fed. Civ.:	Government – Federal Civilian (non-military)
Govt. – St./ Local:	Government – State and Local
TCPU:	Transportation, Communications and Public Utilities

### Economic Base

Economic base analyses are used to identify the local significance of each industrial sector. Studied are the kinds of industry within a community, the total earnings those industries produce, and the wages distributed the resident population. Economic base studies can direct recruitment toward businesses that compliment existing industry or require the skills of residents currently exporting labor to other regions. This information is fundamentally vital for more effective decisions concerning the health of the local economy.

### Employment by Industry

The primary measure of an industry’s value to a local economy is the number of people it employs. An economy grows stronger as it increases any form of gainful employment in the local population, redistributing wealth and encouraging economic growth.

**Table E1- Historic Employment by Industry – Butts County**

Industry	1990	1995	2000	2005
Nat Resources and Mining	-	-	-	20
Construction Employment	-	-	-	314
Manufacturing Employment	786	1,316	1,049	1,022
Trade, Transp + Utility	853	1,002	1,454	1,952
Information Service	-	-	-	31
Financial Service	136	141	193	271
Prof + Bus Service	-	-	-	226
Education + Health	352	737	977	1,088
Leisure + Hospitality	186	228	335	431
Other Service Jobs	66	102	118	178
Public Administration	184	212	799	816
Unclassified Employment	-	-	-	5
<b>Total Employment</b>	<b>3,638</b>	<b>4,557</b>	<b>5,323</b>	<b>6,373</b>

Source: UGA Georgia Statistics System 2005

As Table E1 shows, manufacturing; education and health; and trade, transportation and utilities are the leading industries in terms of employment in Butts County. The next table, E2, shows how the county's industry breakdown compares to the state. By comparison, Butts County has a much higher percentage of its employees working in manufacturing, and a much lower percentage working in professional and business services. These are not surprising results, given the rural character of the county.

**Table E2- Employment by Industry 2005 – Butts County and Georgia**

Industry	Georgia	%	Butts County	%
Natural Resources and Mining	32,432	1.0%	20	0.4%
Construction	209,274	6.4%	314	6.4%
Manufacturing	449,805	13.7%	1,022	20.7%
Trade, Transportation, and Utilities	846,126	25.7%	1,913	38.8%
Information	116,369	3.5%	31	0.6%
Financial Activities	222,231	6.8%	271	5.5%
Professional and Business Services	535,093	16.3%	226	4.6%
Education and Health Services	401,300	12.2%	514	10.4%
Leisure and Hospitality	371,595	11.3%	431	8.7%
Other Services	97,608	3.0%	178	3.6%
Unclassified	7,035	0.2%	5	0.1%
<b>TOTAL all Industries</b>	<b>3,288,867</b>	<b>100.0%</b>	<b>4,926</b>	<b>100.0%</b>

Source: Bureau of Labor Statistics

## Assessment

Butts County's employment has steadily risen for the past two decades, a trend expected to grow stronger over the next 15 years. The eventual spillover from a growing Georgia, and metropolitan Atlanta in particular, have made the county a more feasible location for large employers and service industries.

Typical of smaller, rural communities, *State and Local Government* operations have historically been among the largest employers for Butts County. The services provided by government remain personnel driven, though in the future increasing applications of technology will permit fewer people to perform similar levels of service. As such developments come about, and as Butts County grows more urbanized, this sector will, as with state trends, represent a smaller and smaller share of the local employment.

The most significant future change in the share of Butts County employment (Table E3) will come in the *Manufacturing* sector. A national trend encouraged by technological innovation and globalization, fewer businesses are requiring large volumes of personnel for manufacturing work. Within the Butts County area, the most notable instance of this is the severe drop in local textiles employment; A net loss of 1,700+ jobs since 1995. While newer businesses may counter this trend, most projections suggest at least much slower growth in manufacturing employment as traditional blue-collar jobs are replaced by machinery and the average American worker seeks more diverse and professional experiences.

Employment for *Transportation, Communication and Public Utilities (TCPU)* is projected to grow but remain below state averages. The potential delivery of more urban services associated with metropolitan Atlanta's growth may bring a marked change in this sector.

**Table E3- Future Employment by Industry (Economic Base)**

Industry	2000	2005	2010	2015	2020	2025	2030
<b>Farm Employment</b>	2.7%	2.4%	2.3%	2.1%	2.0%	1.8%	1.7%
<b>Non-Farm Employment</b>	97.3%	97.6%	97.7%	97.9%	98.0%	98.2%	98.3%
<i>Private Employment</i>	78.1%	79.4%	79.4%	79.4%	79.4%	79.4%	79.4%
Agricultural Services	1.5%	1.9%	2.0%	2.1%	2.2%	2.2%	2.3%
Mining	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Construction	8.3%	8.2%	8.1%	8.0%	7.9%	7.8%	7.8%
Manufacturing	15.1%	13.8%	13.0%	12.2%	11.6%	11.0%	10.4%
Transportation, Utilities	8.2%	9.9%	11.0%	12.1%	13.0%	13.9%	14.6%
Wholesale Trade	4.9%	4.3%	4.2%	4.2%	4.1%	4.0%	4.0%
Retail Trade	15.1%	13.6%	13.7%	13.8%	13.9%	13.9%	14.0%
Finance, Insurance, Real Estate	5.7%	6.2%	6.2%	6.3%	6.3%	6.4%	6.4%
Services	19.4%	21.5%	21.1%	20.8%	20.5%	20.2%	20.0%
<i>Government Employment</i>	19.2%	18.1%	18.3%	18.5%	18.6%	18.7%	18.9%
Federal Civilian	0.6%	0.5%	0.4%	0.4%	0.4%	0.4%	0.4%
Federal Military	0.9%	0.9%	0.8%	0.8%	0.7%	0.7%	0.6%
State and Local Employment	17.7%	16.8%	17.0%	17.3%	17.5%	17.6%	17.8%
<b>TOTAL EMPLOYMENT</b>	<b>7,507</b>	<b>8,355</b>	<b>8,874</b>	<b>9,396</b>	<b>9,911</b>	<b>10,431</b>	<b>10,948</b>

Source: Woods & Poole Economics, 2006

Another means of comparing the relative strength of the Butts County economy is through location quotients (LQs) (See Table E4). Location quotients measure each industry's proportion of local employment versus the comparable proportion at the national level. The formula for location quotients is as follows:

Location Quotient = (Local Industry Employment / Local Total Employment) / (National Industry Employment / National Total Employment)

Thus, as the ratio of two ratios, any LQ over 1 represents an industry that employs a larger proportion of workers locally than the national average. By definition, the total of all industries in the County always represents an LQ of 1. Industries that have location quotients over 1 are said to be "basic industries" because they serve a region larger than the local jurisdiction. Industries with location quotients above 1 in Butts County include *Manufacturing, Trade, Transportation, and Utilities, and Miscellaneous Services*. Industries that export services to a larger region bring money into the local economy and spur growth. Economic development policy often focuses on maintaining basic industries as the backbone of the local economy. It is also important to note those industries that are below the national average and have LQs significantly below 1. Local economies can become more self-sufficient if they strengthen their industries that are below average.

**Table E4- Location Quotient Analysis, 2005**

Industry	Location Quotient
<b>Base Industry: Total, all industries</b>	1.0
<b>Natural Resources and Mining</b>	0.4
<b>Construction</b>	1.0
<b>Manufacturing</b>	1.5
<b>Trade, Transportation, and Utilities</b>	1.5
<b>Information</b>	0.2
<b>Financial Activities</b>	0.8
<b>Professional and Business Services</b>	0.3
<b>Education and Health Services</b>	0.9
<b>Leisure and Hospitality</b>	0.8
<b>Other Services</b>	1.2
<b>Unclassified</b>	0.5

Source: Bureau of Labor Statistics

## Earnings by Economic Sector

A second measure of an industry's value to a local economy is the amount of earnings produced, representing the income distributed among the employees and contributed to social insurance. These are funds brought into the local economy and are indicative of an industry's financial investment in the community. The total earnings of the industry and the community serve as prime indicators of its standard of living.

### Assessment

*State and Local Government* remains the strongest component in reviewing Butts County's industrial earnings, reflecting the larger employment and professionalism of the sector. While Butts County's overall earnings ratios differ from the state averages, they remain on par with similar, rural communities outside metropolitan cores. The ratios also mimic the patterns established by the employment data shown above. As the population grows and Butts County's interaction with neighboring communities increases, these ratios should mirror state averages and reflect a more diverse economy.

As with employment, the other primary industrial sectors of *Retail, Services, and Manufacturing*, represent the greatest share of the County's earnings. Relative prosperity in these sectors is critical for the Butts County area for various reasons reflective of overall economic health; *Retail* businesses are largely dependent on disposable income, the *Service* industry is more successful under diverse, sustainable conditions, and *Manufacturing* businesses are a gauge of economic stability.



**Table E5 – Earnings by Sector**

	2000	2005	2010	2015	2020	2025	2030
TOTAL EARNINGS (MILLIONS '96 \$)	\$178.52	\$203.90	\$225.87	\$249.35	\$274.64	\$301.95	\$331.47
FARM EARNINGS	\$2.08	\$2.07	\$2.28	\$2.50	\$2.73	\$2.97	\$3.22
NON-FARM EARNINGS	\$176.44	\$201.84	\$223.59	\$246.85	\$271.91	\$298.98	\$328.25
PRIVATE EARNINGS	\$133.46	\$153.92	\$170.71	\$188.75	\$208.21	\$229.26	\$252.07
AGRICULTURAL SERV., OTHER	\$1.59	\$2.12	\$2.48	\$2.88	\$3.33	\$3.84	\$4.42
MINING	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
CONSTRUCTION	\$12.91	\$15.64	\$16.65	\$17.74	\$18.96	\$20.30	\$21.77
MANUFACTURING	\$29.17	\$32.32	\$33.36	\$34.27	\$34.91	\$35.26	\$35.33
TRANSPORT, COMM & PUBLIC UTIL	\$25.09	\$31.98	\$39.39	\$47.28	\$55.78	\$64.97	\$74.95
WHOLESALE TRADE	\$13.48	\$12.86	\$13.66	\$14.52	\$15.44	\$16.43	\$17.49
RETAIL TRADE	\$15.66	\$14.56	\$15.81	\$17.15	\$18.60	\$20.15	\$21.81
FINANCE, INS. & REAL ESTATE	\$7.98	\$9.34	\$10.68	\$12.13	\$13.71	\$15.44	\$17.32
SERVICES	\$27.58	\$35.11	\$38.69	\$42.78	\$47.48	\$52.86	\$58.99
GOVERNMENT EARNINGS	\$42.98	\$47.92	\$52.88	\$58.10	\$63.70	\$69.72	\$76.18
FEDERAL CIVILIAN	\$1.95	\$1.85	\$2.00	\$2.15	\$2.31	\$2.47	\$2.64
FEDERAL MILITARY	\$0.91	\$1.76	\$1.85	\$1.94	\$2.02	\$2.10	\$2.18
STATE AND LOCAL	\$40.12	\$44.31	\$49.03	\$54.01	\$59.37	\$65.15	\$71.36

Source: Woods & Poole Economics, Inc., 2006

### Assessment

*State and Local Government* remains the strongest component in reviewing Butts County's industrial earnings, reflecting the larger employment and professionalism of the sector. While Butts County's overall earnings ratios differ from the state averages, they remain on par with similar, rural communities outside metropolitan cores. The ratios also mimic the patterns established by the employment data shown above. As the population grows and Butts County's interaction with neighboring communities increases, these ratios should mirror state averages and reflect a more diverse economy.

As with employment, the other primary industrial sectors of *Retail*, *Services*, and *Manufacturing*, represent the greatest share of the County's earnings. Relative prosperity in these sectors is important for the Butts County area for various reasons reflective of overall economic health; *Retail* businesses are largely dependent on disposable income, the *Service* industry is more successful under diverse, sustainable conditions, and *Manufacturing* businesses are a gauge of economic stability.

## Wages by Economic Sector

As the earnings of each economic sector represent the value of the industry to the community's overall productivity, the wages provided by those sectors indicate the standard of living each industry will produce. Industries that can support higher wages yield more disposable income that can be reinvested elsewhere in the local economy. By contrast, industries with lower wages can become liabilities by leaving households dependent on additional sources of income.

**Table E6 - Average Weekly Wages, 2005 - Butts County**

Industry	Weekly Wage	Year
NAICS 11 Agriculture, forestry, fishing and hunting	727	2005
NAICS 21 Mining	NA	NA
NAICS 22 Utilities	NA	NA
NAICS 23 Construction	620	2005
NAICS 31-33 Manufacturing	597	2005
NAICS 42 Wholesale trade	775	2005
NAICS 44-45 Retail trade	389	2005
NAICS 48-49 Transportation and warehousing	727	2004
NAICS 51 Information	495	2005
NAICS 52 Finance and insurance	772	2005
NAICS 53 Real estate and rental and leasing	473	2005
NAICS 54 Professional and technical services	440	2005
NAICS 55 Management of companies and enterprises	NA	NA
NAICS 56 Administrative and waste services	678	2005
NAICS 61 Educational services	174	2001
NAICS 62 Health care and social assistance	350	2001
NAICS 71 Arts, entertainment, and recreation	303	2005
NAICS 72 Accommodation and food services	214	2005
NAICS 81 Other services, except public administration	412	2005
NAICS 99 Unclassified	331	2005

Source: Bureau of Labor Statistics

**Table E7 – Comparison of Weekly Wages – Butts County vs. Georgia**

Butts County as % of Georgia	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
<b>All Industries</b>	72.6%	70.9%	70.3%	70.0%	70.1%	69.7%	72.5%	75.4%	72.7%	71.4%
<b>Transportation, Comm, Util</b>	82.3%	75.9%	71.8%	65.6%	69.0%	69.5%	76.2%	74.7%	76.6%	75.2%
<b>Financial, Insurance, Real Estate</b>	65.3%	64.0%	61.7%	61.6%	65.7%	64.1%	69.0%	73.2%	65.8%	62.4%
<b>Wholesale</b>	57.5%	54.3%	59.6%	66.5%	64.8%	63.6%	69.9%	68.5%	66.4%	59.5%
<b>Manufacturing</b>	67.1%	66.2%	66.6%	68.5%	68.4%	66.3%	65.3%	67.7%	65.9%	67.8%
<b>Construction</b>		73.6%			77.7%	70.7%	59.4%	58.1%	63.9%	68.9%
<b>Services</b>	58.5%	54.7%	54.7%	58.0%	58.7%	60.7%	74.2%	80.4%	65.2%	60.1%
<b>Agri, Forestry, Fishing</b>					58.3%	61.8%		74.6%	73.7%	79.5%
<b>Retail</b>	75.0%	75.8%	84.3%	80.0%	78.3%	81.1%	81.8%	85.3%	82.7%	84.5%
<b>Local Gov</b>			87.0%	88.8%	83.1%	89.5%	87.2%			
<b>State Gov</b>	94.7%									
<b>Mining</b>										
<b>Federal Gov</b>										

Source: Georgia Department of Labor

### Assessment

Over the past ten years, wage rates for Butts County have generally declined in relation to State averages. While much of this can be attributed to technical positions in metropolitan areas, wages for the *Wholesale*, *Services*, and *FIRE* industries have actually decreased in Butts County compared to 1990 figures. This is cause for concern as the trend suggests employment opportunities within the county will fail to keep up with State trends and Butts County will begin to lose its economic viability. This issue has born initiatives to bring more diversified employers to the area, but specifically ones that offer higher wage rates to employees. For Butts County to sustain any notable growth and reduce tax rates, the County must pursue an increase in average salaries paid to local employees and residents. This will ensure the populace can build more prosperity and that the county can produce more households with the higher incomes that drive more effective property and sales tax policies.

Much can be said for the high cost of living in Atlanta's job market as one factor that skews the ratios for the state. Butts County does enjoy a relatively low cost of living that permits cheaper costs for business operation and ultimately lower wage rates. However, this also suggests that for many industries the wage rate will only mimic state averages as Butts County becomes more urban *and* accepts the costs affiliated with such growth.

### **Sources of Personal Income**

While wage rates represent one gauge of a population's wealth, wages constitute only a portion of each household's net income. Additional sources of revenue include earned interest, dividends, proprietor's income and financial assistance. These sources must be evaluated to levy a true measure of local economic health.

**Table E8 – Personal Income by Type (Thousands of 1987 dollars)**

	2000	2005	2010	2015	2020	2025	2030
PERSONAL INCOME (MILLIONS '96 \$)	\$401.55	\$439.94	\$492.52	\$550.06	\$613.43	\$683.43	\$760.96
DIVIDENDS, INTEREST AND RENT	\$56.25	\$44.98	\$51.62	\$59.02	\$67.22	\$76.35	\$86.56
TRANSFER PAYMENTS	\$66.87	\$83.50	\$98.76	\$116.13	\$135.88	\$158.36	\$183.99
LESS: SOCIAL SEC PAYMENTS	\$18.55	\$22.30	\$25.73	\$29.50	\$33.62	\$38.08	\$42.88
RESIDENCE ADJUSTMENT	\$118.46	\$129.87	\$142.00	\$155.08	\$169.32	\$184.85	\$201.81
TOTAL EARNINGS	\$178.52	\$203.90	\$225.87	\$249.35	\$274.64	\$301.95	\$331.47
WAGES AND SALARIES	\$130.47	\$146.03	\$162.26	\$179.68	\$198.53	\$218.95	\$241.12
OTHER LABOR INCOME	\$26.84	\$33.81	\$37.07	\$40.50	\$44.15	\$48.03	\$52.17
PROPRIETORS INCOME	\$21.22	\$24.06	\$26.53	\$29.16	\$31.97	\$34.97	\$38.19

Source: Woods & Poole Economics, Inc.

### Assessment

The need to account for various sources of income becomes clearer in reviewing the data for Butts County. Compared to the state, Butts County residents rely much more heavily on transfer payments and financial assistance programs to supplement their income. Conversely, the state averages highlight a growing number of households utilizing investment return and dividends to increase their overall earnings. This trend indicates Butts County residents, as a whole, are not receiving enough funds to 1) be financially self-sufficient, and 2) place enough disposable income in interest or money-gaining investments.

Another key indicator is the “Residence Adjustment,” a figure representing the net flow of income into (if positive) or out of (if negative) the community. For Butts County, the numbers show a significant amount of income is brought into the county from surrounding areas. This means that much of the earnings for Butts County’s residents are derived from employment in neighboring counties, suggesting a fashion of economic dependency.

### **Economic Activities**

The following activities are currently being explored by County agencies, or present a key issue with respect to employment and economic development within the Butts County:

#### Major Activities

- Salad Time, a producer of ready-to-eat salads, opened in May of 2001 and is at full employment with some 200 workers.
- A new company using plasma torch technology will be locating in the old Butts County Business Park. Employment figures for this effort are not known at this time.
- Property has recently been rezoned for the possibility of a new rock quarry and business park located near Hwy 36 west of Jackson. This prospect is conditional upon the sufficient volume and quality of material found for the quarry and the development of a by-pass road being constructed around Jackson. The notable aspect of this prospective industry is the likelihood of stable employment opportunities that offer higher wages than the current average.

- The local Caterpillar Plant recently closed down, resulting in the loss of 50 jobs. However, Williams Brothers Lumber is developing a truss assembly plant at that same site with hopes of hosting 150 – 200 jobs.
- The Industrial Development Authority has moved to expand the Riverview Industrial Park by 298 acres, with plans to accommodate both industrial and commercial activity.
- The County is working with the City of Griffin, Spalding County and other organizations to study the feasibility of relocating the Griffin-Spalding Airport to Butts County adjacent to the State Prison, land for which the IDA is prepared to negotiate the purchase. The proposal is designed to foster increased opportunity for industrial and commercial development along the I-75 corridor and would be considered a significant regional attraction. A preliminary feasibility study authorized by the legislature is due for completion by the end of the year.

### Unique Activities

- Increasing tourism for Indian Springs and High Falls State Parks. Both the City of Flovilla and Butts County have expressed interest in making improvements to the Indian Springs area as a means for attracting high-end residential development and recreational tourism. The historic McIntosh Hotel has been slated for renovations, but efforts have to-date been stalled.
- Jackson Lake has experienced rapid growth in popularity, but public access remains limited to one park. Discussions have addressed the possibilities for expanding public access and facilities on the lake but also measuring the possible impacts such growth may have on the overall quality of the lake and surrounding residential areas. There have also been motions made with the Parks and Recreation Department to examine the feasibility of a public park/ greenway stretching down the Ocmulgee River from Jackson Lake all the way to Macon. Such initiatives would receive support from other State efforts to encourage greenspace and protect Georgia's waters.
- Some efforts have been proposed for utilizing the historic and scenic resources in Butts County as part of a Civil War-themed tourism campaign. A number of routes and trails including Butts County have been suggested, and would promote visits to numerous structures and historic sites in the area. Nothing has become a formal promotion at present, but this has spawned an increased awareness of the County's historic resources and the possibilities of their renovation.
- Butts County is home to the Georgia State Diagnostic Prison – Jackson Facility. The prison is capable of housing 1,800 inmates and regularly runs at 96 - 99% of capacity. The prison also employs roughly 500 officers and administrative staff. Planned improvements call for the addition of a maximum security facility with approximately 195 beds, though the schedule for construction is unavailable at this time.

### Assessment

Butts County's location and accessibility from I-75 provide the potential for tremendous economic growth. To date, local officials have attempted to use these factors to yield more job opportunities and diversify the local economy. More detailed studies (as mentioned above) about the differences in job conditions between Butts County and surrounding counties to ascertain could be considered to learn more

clearly what Butts County must do to attract higher paying industries. Successful completion of several proposals above, however, should make significant impacts on the local tax revenues and ability to attract more desirable businesses.

### **Labor Force**

Information concerning the skills and abilities of the labor force provides a strong indication of the economic potential of a region. Occupational characteristics highlight the strengths and weaknesses of the available labor pool, offering guidance as to the employment needs and limitations.

An analysis of occupational employment balanced by information concerning work location and commuting patterns, can be used to determine the assets of the existing labor force as well as to highlight which skills should be brought into the area. This type of analysis can then be used in conjunction with the economic base study to direct activities for improving the local economic conditions.

### **Employment by Occupation**

The occupational information reveals the kinds of skills & experience present in the local labor force, and provides an indication of how successfully that force can fill the labor needs of particular industrial sectors. Such information can also help explain commuting patterns, education needs, and possible changes in demands for consumer goods and services.

Table E9 – Employment by Occupation

	1990			2000		
	Butts Co.	Georgia	US	Butts Co.	Georgia	US
<b>TOTAL</b>	6,122	3,092,057	115,452,905	8,114	3,839,756	129,721,512
<b>Machine Ops., Assemblers &amp; Inspectors</b>	1,109	262,930	7,886,595	1,214	415,849	12,256,138
<b>Precision Production, Craft, and Repair</b>	854	366,819	13,077,829	1,296	346,326	11,008,625
<b>Clerical and Administrative Support Service (not Protective &amp; Household)</b>	758	494,823	18,769,526	1,366	581,364	20,028,691
<b>Sales</b>	695	302,084	12,746,927	1,028	444,077	15,575,101
<b>General Laborers</b>	503	379,746	13,606,870	756	446,876	14,592,699
<b>Transportation &amp; Material Moving</b>	487	134,115	4,545,345	NA	NA	NA
<b>Professional and Technical Specialty</b>	480	142,189	4,715,847	905	254,652	7,959,871
<b>Exec, Admin. &amp; Managerial (not Farm)</b>	388	383,012	16,287,187	791	717,312	26,198,693
<b>Technicians &amp; Related Support</b>	336	378,984	14,227,916	647	538,647	17,448,038
<b>Farming, Fishing and Forestry</b>	197	110,766	4,251,007	NA	NA	NA
<b>Protective Services</b>	144	68,111	2,835,950	23	24,489	951,810
<b>Private Household Services</b>	142	52,596	1,981,723	NA	NA	NA
	29	15,882	520,183	NA	NA	NA
<b>Machine Ops., Assemblers &amp; Inspectors</b>	18.1%	8.5%	6.8%	15.0%	10.8%	9.4%
<b>Precision Production, Craft, and Repair</b>	13.9%	11.9%	11.3%	16.0%	9.0%	8.5%
<b>Clerical and Administrative Support Service (not Protective &amp; Household)</b>	12.4%	16.0%	16.3%	16.8%	15.1%	15.4%
<b>Sales</b>	11.4%	9.8%	11.0%	12.7%	11.6%	12.0%
<b>General Laborers</b>	8.2%	12.3%	11.8%	9.3%	11.6%	11.2%
<b>Transportation &amp; Material Moving</b>	8.0%	4.3%	3.9%	NA	NA	NA
<b>Professional and Technical Specialty</b>	7.8%	4.6%	4.1%	11.2%	6.6%	6.1%
<b>Exec, Admin. &amp; Managerial (not Farm)</b>	6.3%	12.4%	14.1%	9.7%	18.7%	20.2%
<b>Technicians &amp; Related Support</b>	5.5%	12.3%	12.3%	8.0%	14.0%	13.5%
<b>Farming, Fishing and Forestry</b>	3.2%	3.6%	3.7%	NA	NA	NA
<b>Protective Services</b>	2.4%	2.2%	2.5%	0.3%	0.6%	0.7%
<b>Private Household Services</b>	2.3%	1.7%	1.7%	NA	NA	NA
	0.5%	0.5%	0.5%	NA	NA	NA

Source: US Bureau of the Census

## Assessment

As with much of the economic base figures, the notable trends revealed from the occupational data for Butts County are those showing the difference between the county and state averages. The occupational skills providing the greater numbers for Butts County, *Equipment Operation, Production, Craft and Repair*, are generally regarded as blue-collar jobs susceptible to lower wages and/or replacement from technological innovations. By comparison, the state averages show higher numbers of *Executive and Managerial* skills, *Professional and Technical Specialty* positions and similar white-collar occupations. This difference is most critical when it comes to expressing the universality of job skills; Many economic forecasts report the need for future employees to have talents that can adapt to varying environments, as they're likely to experience many new tasks with each of (likely) many different jobs. Typically this is not the case of the skills exemplified in the *Equipment Operation* category.

The county is moving more in line with state averages, however, as the operations of local manufacturing industries continue to evolve. The economic trends established as Butts County grows from a rural to an urban community will serve to make more diverse jobs and skills a feature of the local economy. Assuming Butts County attempts to diversify its economy it will likely have to do so by seeking economic growth in industries *not* tailored to the skills of the existing populace. Much of this will (has) occurred naturally as technology continues to help business development, and the average employee of the 21<sup>st</sup> century will have already been exposed to a greater array of tools and tasks unfamiliar to previous generations.

## Unemployment

Another lead indicator of an economy's strength is the measure of its unemployment levels. Trends in this area reflect the stability and prosperity of local industries, as well as the results of past economic development strategies. Unemployment levels also represent a measure of the poverty level within the area and potential deficiencies in the redistribution of wealth.

**Table E10 - Unemployment Rates**

	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2003
Spalding	6.1%	7.1%	6.1%	5.1%	4.7%	5.1%	5.1%	4.5%	4.2%	4.9%	6.7%
Lamar	5.5%	7.0%	5.1%	4.3%	4.1%	4.2%	4.5%	4.4%	5.9%	6.4%	6.3%
Newton	5.6%	7.6%	5.9%	4.6%	4.4%	4.4%	4.7%	3.9%	3.4%	3.3%	5.7%
<b>Butts Co.</b>	7.1%	9.7%	6.5%	5.2%	5.8%	5.9%	4.8%	4.8%	4.2%	5.2%	5.5%
Jasper	7.8%	9.0%	7.7%	4.6%	4.7%	6.8%	5.6%	3.9%	3.9%	3.9%	5.5%
Monroe	6.4%	7.5%	6.1%	5.2%	6.7%	6.0%	6.3%	7.0%	5.4%	5.1%	5.4%
Henry	4.6%	5.4%	4.1%	3.7%	3.4%	2.8%	2.6%	2.3%	2.0%	2.1%	4.2%
<b>Georgia</b>	5.0%	7.0%	5.8%	5.2%	4.9%	4.6%	4.5%	4.2%	4.0%	3.7%	4.7%
<b>Nation</b>	6.8%	7.5%	6.9%	6.1%	5.6%	5.4%	4.9%	4.5%	4.2%	4.0%	6.0%

Source: Georgia Department of Labor



## Assessment

Over the past ten years, Butts County has regularly been within 1.5% of Georgia's average unemployment rate, a positive achievement given the State's performance. This is expected to even improve as the county begins to capture some of the metro-Atlanta business growth already reaching neighboring counties Henry, Newton and Spalding. More importantly the rate has shown general decline, the most recent increases resulting from drastic closings in the regional textiles and manufacturing sectors.

## Employment Status

Another feature to be noted in addressing employment conditions is the general employment status with respect to gender and armed forces involvement. For example, higher rates of unemployment for women can often be cross-referenced with household sizes and family-status to establish a high number of stay at home mothers.

**Table E11 - Labor Force Participation**

	Total		Males		Females	
Butts County	1990	2000	1990	2000	1990	2000
Total Persons	11,827	15,349	6,348	8,270	5,479	7,079
In Labor Force	6,515	8,457	3,598	4,491	2,917	3,966
Civilian Labor Force	6,502	8,439	3,587	4,480	2,915	3,959
Civilian Employed	93.7%	96.1%	94.0%	97.0%	93.3%	95.2%
Civilian Unemployed	6.3%	3.9%	6.0%	3.0%	6.7%	4.8%
In Armed Forces	13	18	11	11	2	7
Not in Labor Force	44.9%	44.9%	43.3%	45.7%	46.8%	44.0%
Georgia	1990	2000	1990	2000	1990	2000
Total Persons	4,939,774	6,250,687	2,357,580	3,668,493	2,582,194	3,218,245
In Labor Force	3,353,372	4,129,666	1,807,053	2,583,347	1,546,319	1,912,651
Civilian Labor Force	3,280,314	4,062,808	1,741,609	2,524,103	1,538,705	1,903,633
Civilian Employed	94.3%	94.5%	94.9%	95.1%	93.6%	93.9%
Civilian Unemployed	5.7%	5.5%	5.1%	4.9%	6.4%	6.1%
In Armed Forces	73,058	66,858	65,444	59,244	7,614	9,018
Not in Labor Force	32.1%	33.9%	23.4%	29.6%	40.1%	40.6%
Nation	1990	2000	1990	2000	1990	2000
Total Persons	191,293,337	217,168,077	91,866,829	117,741,569	99,426,508	112,185,795
In Labor Force	124,882,409	138,820,935	68,417,853	82,356,379	56,464,556	64,547,732
Civilian Labor Force	123,176,636	137,668,798	66,897,041	81,389,203	56,279,595	64,383,493
Civilian Employed	93.7%	94.2%	93.6%	94.5%	93.8%	94.2%
Civilian Unemployed	6.3%	5.8%	6.4%	5.5%	6.2%	5.8%
In Armed Forces	1,705,773	1,152,137	1,520,812	967,176	184,961	164,239
Not in Labor Force	34.7%	36.1%	25.5%	30.1%	43.2%	42.5%

Source: US Bureau of the Census

Labor Pool defined as the population ages 16+, not retired and physically able to work

### Assessment

While Georgia and the Nation recorded decreases (8.5% and 32.4%, respectively) in armed forces employment between 1990 and 2000, Butts County did see a slight increase from 13 to 18 people. The absence of large military installations within 25 miles of Jackson suggests, however, that the armed forces will not be a significant employment option for Butts County residents.

The fact that Butts County's labor force increased by nearly 30% over the ten-year period speaks of the in-migration of residents that moved to the county for its affordability while maintaining employment outside of the county. This trend should to continue as Butts County continues to feel the influence of a location between two major metropolitan areas.

The most striking figure of Butts County's statistics when compared with Georgia and the Nation is the significantly higher number of people not in the labor pool. This suggests that Butts County has a high volume of children and senior citizens or people unable to work for some measure of disability or termination. This is particularly key for the male population, generally considered the primary source of employees for a community. Butts County shows roughly 46% of the male population in 2000 was not in the labor pool, compared with roughly 30% for both the State and the Nation. This creates a fear that Butts County will face economic hardships when consistently lower ratios of residents in the labor pool are combined with consistently lower wage rates, ultimately directing smaller amounts of funds, public and private, into the county.

### **Commuting Patterns**

One significant struggle with accommodating both residential and industrial needs lies in the effective use of regional infrastructure. The rapid development of modern transportation and infrastructure improvements has led to drastic changes in the commute to work and the unemployment patterns discussed above. The same modes of transit that may easily bring people and commerce into an area can just as easily take them away. This creates a governmental concern over the commuting patterns and increased interdependence among communities. An imbalance between needs for employment and availability of employees can lead to increases in commuting, leading to a disparity in the provision of governmental services. A community lacking in commercial or industrial employers often becomes the residential "bedroom" community and as such must provide schools, police, and other services on a one sided budget.

### Assessment

Butts County is currently regarded as a growing "bedroom community" as over half of the county's employed labor force commutes outside of the county for work. A percentage this high is typically associated with communities struggling to match tax revenues with demands for residents. Historically, Butts County's role as a pastoral, rural setting for the occasional commuter was acceptable. However the volume of residents now commuting outside the county, and likely spending their incomes outside of the County, has increased such that the cost of maintaining the level of services per resident has gone up. Map E1 displays the general location of major economic activity centers throughout the Butts County area. These centers represent

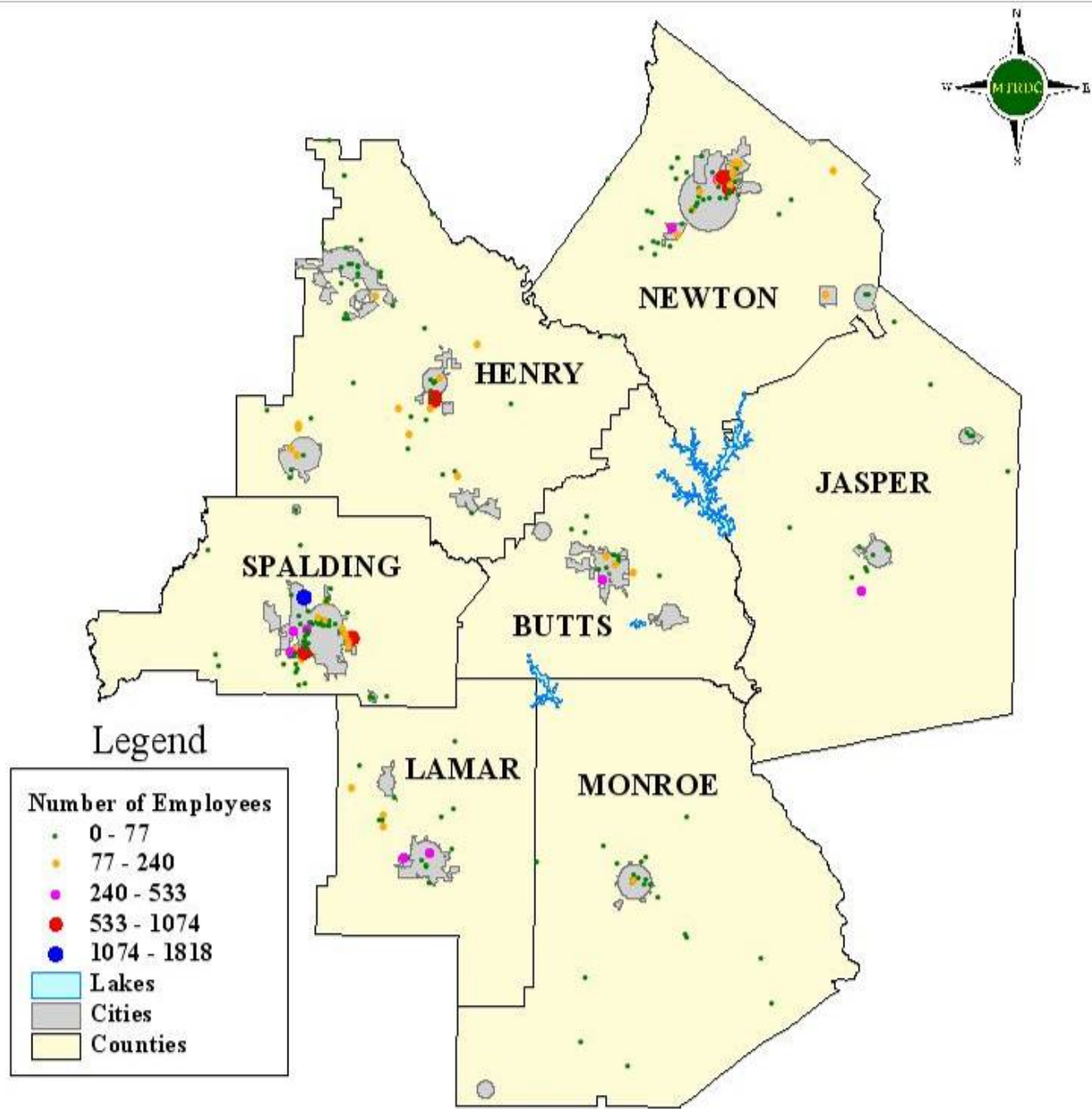
locations of significant employers (50+ people) and retail centers, and present one view of why and where many Butts County residents are commuting for employment and commercial activity.

**Table E12 - Commuting Patterns**

Destination of Butts County Residents				
	1980		1990	
<b>Butts</b>	2,786	55.4%	3,044	50.7%
<b>Henry</b>	507	10.1%	879	14.6%
<b>Fulton</b>	487	9.7%	553	9.2%
<b>Clayton</b>	131	2.6%	348	5.8%
<b>Spalding</b>	203	4.0%	256	4.3%
<b>DeKalb</b>	176	3.5%	246	4.1%
<b>Newton</b>	71	1.4%	131	2.2%
<b>Monroe</b>	129	2.6%	89	1.5%
<b>Jasper</b>		0.0%	74	1.2%
<b>Rockdale</b>	28	0.6%	64	1.1%
<b>Other</b>	512	10.2%	322	5.4%
<b>Total</b>	5,030	100.0%	6,006	100.0%
Persons Employed in Butts County				
	1980		1990	
<b>Butts</b>	2,786	82.1%	3,044	74.2%
<b>Spalding</b>	122	3.6%	393	9.6%
<b>Henry</b>	58	1.7%	170	4.1%
<b>Monroe</b>	138	4.1%	159	3.9%
<b>Lamar</b>		0.0%	131	3.2%
<b>Jasper</b>		0.0%	75	1.8%
<b>Clayton</b>	21	0.6%	74	1.8%
<b>Upton</b>		0.0%	56	1.4%
<b>Other</b>	267	7.9%	323	7.9%
<b>Total</b>	3,392	100.0%	4,102	100.0%

Source: US Bureau of the Census

Map E1 - Economic Activity Centers



Source: State Basemap of Georgia (2000); Georgia DOT (1996); U.S. Census Bureau (2000); MTRDC (1998-2002); Georgia Dept. of Industry Trade & Tourism (1998)

## Economic Development Resources

Many communities employ a number of methods to encourage and strengthen local business and economic conditions. Economic development resources can take the form of development agencies, government programs, or special features within an education system that foster desired business environments. These resources are created and maintained as a means of supporting the local economy, and as such become strong factors in the analysis of regional economic development patterns.

### Agencies

Multiple forms of agencies exist to support the economic and physical development of local communities, actively promoting and fostering their business environments. Among those providing assistance in Butts County:

- Butts County Industrial Development Authority (IDA) – Currently features one director with staff assistance from the Community Services Department. The IDA is responsible for coordinating efforts for promoting the County to prospective business and industry. Recent IDA work has included the development of the Riverview Industrial Park off I-75 and GA-36. The IDA is responsible for working to serve the needs of existing industry, ensuring the County is doing all it can to assist local businesses' prosperity. The IDA is also part of a joint development authority with neighboring Henry, Lamar and Spalding Counties.
- Butts County Chamber of Commerce – Often working hand in hand with the IDA, the Chamber specializes in organizing private sector initiatives for supporting local business. This has included special events, advertisements and promotional campaigns, and assistance with new business development. Both the IDA and Chamber assist businesses with finding the resources for job training and placement, capital improvements, and special tax and financing services to create a business climate suited for successful operation.
- McIntosh Trail Regional Development Center - The MTRDC has served Butts County since 1967, providing technical support and guidance for member local governments to assist them with transportation & land use concerns, economic and community development. Based in Griffin, in neighboring Spalding County, the MTRDC also helps member governments in grant writing and administration, compliance with State planning requirements and computerized mapping.

Similar assistance can also be accessed from other agencies or State offices based outside of the region. Such agencies provide consulting services, surveys and resource information, or a technical expertise that serves to strengthen business productivity, including:

- Georgia Department of Economic Development
- Georgia Power Company, Oglethorpe Power, and the Municipal Electrical Authorities of Georgia (MEAG)
- Georgia Institute of Technology/ Georgia Tech Research Institute, University of Georgia Business Outreach Services

### Programs and Tools

Local governments are involved in several programs designed to assist business initiatives and improve the quality of the local labor force. Butts County's smaller, rural nature limits the amount of resources it can provide for such efforts, short of helping businesses secure financial and programmatic support from the State. However, the County is working to provide county-wide water as well as making improvements to the sewerage system to facilitate business expansion. This includes measures to employ funds from the Special Local Option Sales Tax (SPLOST) to pay for those capital improvements that support economic development. The County is also very active in working with the Georgia Department of Transportation in scheduling numerous road improvements for the area, particularly the proposed South Jackson Bypass (See Community Facilities and Services). Such efforts are coordinated with private sector initiatives and signal the County's commitment to economic opportunity.

Potential future efforts include the development of a new industrial park, speculative building, and tax incentives for new businesses.

### Education and Training Opportunities

A workforce development center has recently opened within the Jackson Campus of Griffin Tech. Just outside Butts County are Clayton College and State University, Griffin Technical College, which hosts a QuickStart program to assist new businesses in training their workforce in specialized skills, and Gordon College, a rapidly growing 2-year facility located in Barnesville. All of these schools have been very active in working with local communities, Butts County included, in developing educational opportunities for area residents and in assisting local business development. Aided by the success of the Hope Scholarship Fund, in-state enrollment has greatly increased for Georgia and allowed more residents the chance to afford post-secondary education. The availability and need for Butts County residents and businesses to call upon these facilities will likely increase as the skills demanded by the marketplace continue to evolve.

Griffin Technical College has conducted a needs assessment regarding skills demanded and available within Butts County in anticipation of locating a satellite facility in or near Jackson. Together with the County the College is investigating funding prospects and feasibility scenarios before proceeding with a formal proposal for expansion.

## NATURAL AND CULTURAL RESOURCES

This Natural and Historic Resources chapter seeks to define the issues, problems, and opportunities associated with the effective management of a region’s native riches. Natural resources are those environmental conditions that share a direct relationship with surrounding communities, such as environmentally sensitive areas, scenic areas, and water sources. Historically significant resources are those places or structures recognized for an architectural or social significance contributing to the definition of a community or culture. Combined, these elements help define a community’s character and should be protected from misuse.

Note: The following acronyms are used throughout this chapter in reference to environmental organizations or programs:

TMDL:	Total Maximum Daily Load; Refers to both the measure of pollutants allowed within a stream and the program for implementing this system of water quality monitoring. Noting that a stream or river “has a TMDL” means that a segment of that water body is in violation of contaminant standards and needs remediation.
NPDES:	National Pollutant Discharge Elimination System; As authorized by the Clean Water Act, the NPDES permit program controls water pollution by regulating point sources that discharge pollutants into waters of the United States.

A region’s natural resources are the native conditions and elements that contribute to the local character and livelihood. The rivers and lakes supplying public water can, if properly managed, greatly serve a community’s health, culture, and economy. Because these sites and conditions are highly susceptible to disturbance from human activity, they are regarded environmentally sensitive and need to be preserved for public benefit. The following comprises a list of those conditions considered environmentally sensitive and requiring assessment as part of this plan:

**Table N1 – Environmentally Sensitive Areas**

Applicable to Butts County		Not Applicable to Butts County
Water Supply Watersheds	Steep Slopes	Protected Mountains
Groundwater Recharge Areas	Prime Agricultural land	Coastal Resources
Wetlands	Prime Forest Land	Air Quality (non attainment)
Protected River Corridors	Plant and Animal Habitats	
Flood Plains	Scenic Views and Sites	
Soil Resources		
Parks, Recreation and Conservation Areas		

Water supply watersheds located in Butts County are displayed on Map N1. Rivers designated as “Protected River Corridors” under the Georgia Part V Environmental Planning Criteria are depicted on Map N2. Sensitive water resources, such as groundwater recharge areas, wetlands, and flood plains can be seen on Map N3. Soil

conditions for Butts County are shown on Maps N4 and N5, steep slopes on Map N6, and parks, recreation and scenic areas on Map N7. Greenspace target areas are located on Map N8, and cultural or historic sites in the county are displayed on Map N9.

### **Water Supply Watersheds**

Watersheds are drainage basins that collect and supply rainwater for specific streams and rivers. Water Supply Watersheds are those watersheds that direct water into streams and reservoirs that feature intakes for public water supplies, and it is for this reason that they receive special consideration as an environmentally sensitive area. (See Map N1).

The Department of Natural Resources establishes watershed protection criteria within Georgia, requiring minimum development and protection standards within the watershed. For this purpose, water supply watersheds are categorized as either small (< 100 sq. miles) or large, and the protective standards are different for the watersheds' IMZ (Inner Management Zone) and OMZ (Outer Management Zone). The IMZ is defined as a 7-mile buffer upstream from the surface water intake point, and is often referred to as the main water supply watershed for public drinking water. The IMZ represents the most critical portion of the watershed because stormwater runoff and pollutants have less opportunity for nature to purify them before they reach the intake. The OMZ is the remaining portion of the watershed, and receives less restrictive protective measures because of the increases opportunity for pollutants to be purged naturally.

Within Butts County there are three water supply watersheds: Jackson Lake, the Towaliga River Basin, and the Henry County Reservoir. Because of the active or pending withdrawal permits for each, all three watersheds must be managed according to the State's minimum environmental planning criteria.

The Towaliga River water supply intake is located directly off the river, just above the confluence of the Towaliga River and Cabin Creek in western Butts County. It is used to provide water for select developments in the western part of the county and to deliver water from the river to western Jackson for storage and treatment. Improvements to the main City system and the intake at the Ocmulgee River mean this intake may not be called upon to serve additional customers for many years.

There are no 303(d) listed streams or TMDLs for this watershed. One site upstream from the intake had been regular monitoring station for USGS in the past, but the last record from that site is dated 1973. An additional USGS site exists downstream from the intake near Ga. Hwy. 36, which has data from three samples taken in 1995. For both intakes, none of the samples recorded displayed a significant violation or warranted concern for more testing and pollution control from the local water resource managers. There are no other regular monitoring stations within this watershed, nor are there any historical records for such a station.



### NPDES Storm Water Program

There are no industrial or municipal NPDES points located within the Towaliga River watershed, and no notable point discharges into the stream as monitored by the County. Construction permits are expected, however, as numerous subdivisions and industrial sites are expected within the upper regions of the watershed in Henry and Spalding Counties.

### Surveys of/Interviews with intake managers;

The City of Jackson maintains operation of the Towaliga River facility. The intake has been considered for system expansions, particularly as more development is proposed for the I-75 corridor. The foremost environmental concern for this watershed, should the intake be used again, would be the excess of development occurring within the watershed. Henry County is experiencing explosive growth along I-75 and near Locust Grove, including 1,000 plus home subdivisions and many warehousing and heavy commercial developments. The likelihood of increases runoff causing water quality issues with biota and turbidity, fecal and toxins has been discussed.

The other active water supply watershed is for the ***Ocmulgee River***. The public water supply intake is directly off the river is the primary water source for the City of Jackson and Butts County. Adjacent to the Lloyd Shoals Dam operated by Georgia Power, the intake pumps and treats raw water from the river. Because the Ocmulgee is the result of multiple smaller rivers (South, Alcovy and Yellow) and streams coming together, the water-supply watershed for this intake is considerably large (>100 sq. miles), stretching as far north as Gwinnett County and encompassing much of metropolitan Atlanta.

### Water Quality Reports

The Upper Ocmulgee is one of the more troubled river basins in Georgia, due in part to the volume of activity and use demanded by metropolitan Atlanta. A large degree of contaminant violations have been recorded within the watershed, including a number of stream segments totaling more than 187 linear miles that are listed as Not Supporting their designated uses. Most of these violations occur north of Butts County, within more urbanized or developing areas that lie upstream.

**Table N2- Status of Streams: Ocmulgee River Intake Watershed**

<b>Evaluation</b>	<b>Linear Mileage</b>	<b># of Segments</b>
Supporting	75.2	31
Partially Supporting	299.11	114
Non-supporting	187.6	117
Total	561.91	262

The bulk of the pollution issues for the Upper Ocmulgee fall in the context of fecal coliform, biota and dissolved oxygen; No fewer than 80 TMDLs have been written for stream segments contaminated by at least one of the three. In all, some 400 miles of stream segments have been identified as having some form of fecal contamination, with urban runoff and faulty septic systems suspected among the main causes. Most of these segments should have a TMDL implementation plan within the next three years.

Lake Jackson itself is listed as Partially Supporting with violations listed for “fecal coliform, fish consumption guidance.” While there are areas within the 7-mile inner-management zone (IMZ) for the water-supply intake that may contribute to this violation via runoff and septic leaks, it is anticipated that resolving violations upstream would also resolve much of the contamination issue in Lake Jackson itself. Also within the IMZ for this watershed is one stream segment listed as Not Supporting: a 6-mile stretch of Tussahaw Creek in northern Butts County. This segment has been listed for fecal coliform and assigned a needed reduction in the TMDL of fecal coliform of 71%. While the TMDL report did not specify areas of reduction for this specific segment, the non-point source load allocation alone surpassed the total TMDL for the stream segment and accounted for more than 75% of the fecal coliform released into this stream.

Additional stream segments listed as Not Supporting their designated uses included parts of the Big Cotton Creek, Camp Creek and Yellow Rivers. These segments fall outside Butts County but within the 20-mile outer management zone for the intake watershed. Just as the case with Tussahaw Creek, the non-point source load allocation alone surpassed the total TMDL allowed for fecal coliform in these streams, and accounted for far more of the total fecal count than from the point sources.

#### Water Quality Monitoring Data

Multiple USGS and EPA monitoring sites lie within the watershed, including many within the 20-mile outer management zone of the water-supply watershed. Much of the data associated with these points is either dated or accounted for within the most recent TMDL reports, at times being directly cited as the reason for the streams listing. The Upper Ocmulgee will be monitored again as part of Georgia’s Basin Management Program beginning in 2003 and 2004.

No additional monitoring or water quality data was discovered for streams within the 20-mile management zone for the water supply watershed.

#### NPDES Storm Water Program

Because of the size of the watershed, there are a significant amount of NPDES sites upstream from the intake. In all, there are 16 industrial sites, 31 municipal sites, and 6 private sites permitted within the water-supply water watershed. However, only 1 industrial and 5 municipal sites are within the outer-management zone (20 miles) of the intake.

**Table N3- NPDES Permits within 20 miles of Lake Jackson Intake**

Permit #	Facility	Type	Receiving Waters	County
GA0004341	Lloyd Shoals Hydro. - Ga. Power	I	Ocmulgee River	Butts
GA0049239	Meadow Creek Acq. WPCP	M	Trib. to Kalves Cr.	Henry
GA0049760	Locust Grove - East Pond	M	Wolf Creek	Henry
GA0049816	Locust Grove	M	Wolf Creek	Henry
GA0048445	DOE FFA-FHA	M	Alcovy River	Newton
GA0026239	Conyers - Scott Creek WPCP	M	Scott Creek	Rockdale

Little testing occurs of the raw water within the Ocmulgee River. The Water Authority has the benefit of having other agencies such as USGS perform occasional monitoring, while the authority continues with regular testing at the treatment facility. Some testing has been done within Lake Jackson on a cursory basis, though nothing has been detected beyond confirmation known conditions.

Fecal coliform remains a chief concern for the Ocmulgee watershed, as well as urban runoff and sediment and erosion. Because of the high pace of development in Henry and Newton counties, it is feared that more and new problems may arise while management practices are established to address past pollution issues.

It is anticipated that more TDML implementation plans and watershed studies will be done for waters upstream from Lake Jackson within the next couple of years. The MTRDC will be working with the Atlanta Regional Commission, the North Georgia Metropolitan Water District and others as these plans come into place. Additionally, the MTRDC will begin formulating TMDL plans for more streams within the watershed beginning in 2002-2003.

The third water supply watershed to consider in Butts County is the *Tussahaw Creek Reservoir* now under construction. This reservoir and withdrawal facility will be managed by the Henry County Water and Sewer Authority and very little, if any, of the water supply is intended for Butts County use. Approximately 40% of the reservoir will lie within Butts County, including the segment of the Tussahaw listed as Not Supporting its designated use (See Ocmulgee River above). It should be noted, however, that this watershed lies within the watershed for the Ocmulgee River, with the new intake to be approximately 8 miles upstream from the Ocmulgee River intake south of Lake Jackson. The intake for the Tussahaw Creek reservoir is under construction and should become active sometime in the year 2007 or 2008.




### Assessment

Despite the poor ratings of several stream segments within the water supply watersheds in Butts County, the overall water quality is not considered severe or warranting critical remediation. The County has adopted the required minimum environmental planning criteria to protect against adverse development. Additional measures are being taken to monitor development types and volume within these watersheds to better respond to pollution problems as well as provide education and outreach to the public to prevent contamination. It is hoped that the improved land use mapping and other actions outlined within the TMDL implementation plans will upgrade the stream segments that are listed for water quality violations and serve to prevent against further violations.



Map N1 - Water Supply Watersheds, Butts County, Georgia

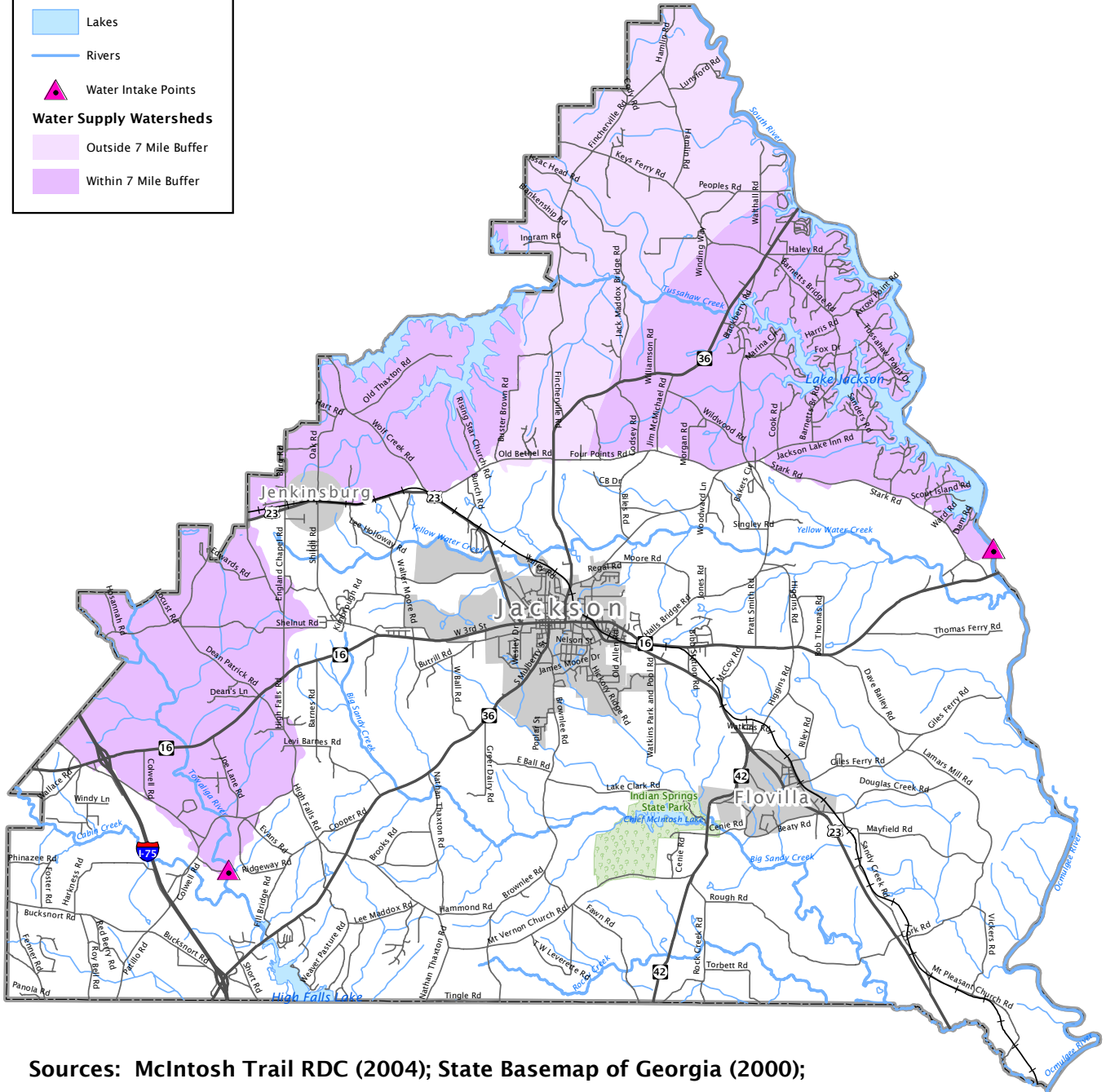
# Water Supply Watersheds - Butts County, Georgia

**Legend**

-  Lakes
-  Rivers
-  Water Intake Points

**Water Supply Watersheds**


-  Outside 7 Mile Buffer
-  Within 7 Mile Buffer





Sources: McIntosh Trail RDC (2004); State Basemap of Georgia (2000);

0 2.5 5 10 15 Miles

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## **Protected River Corridors**

"Protected river" is defined by Georgia DNR as any perennial river or watercourse with an average annual flow of at least four thousand cubic feet per second as determined by appropriate US Geological Survey documents. "River Corridor" means all land within one hundred feet horizontally on both sides of the river as measured from the riverbank.

The Ocmulgee River corridor has been identified by the Georgia Department of Community Affairs as a Protected River Corridor. In addition, some local development restrictions have been applied to the Ocmulgee river corridor. A minimum level of setback and development regulations has been established to preserve the quality of the river corridor along the Ocmulgee River as part of the requirements for water supply watersheds. Further measures may be pursued in the future as part of the overall water quality monitoring for the river and Jackson Lake.

Problems that have been associated with the Ocmulgee River and Lake Jackson include litter and refuse pollution from upstream activity and some flooding concerns with older properties along the shorelines (See analysis of Floodplains). Local homeowners groups and other associations interested in the health of the river and Lake Jackson have increased campaigns to communicate pollution issues and educate residents and recreational users about measures they can take to improve the local conditions. A recently completed Georgia Department of Community Affairs study on the Upper Ocmulgee River watershed addressed some of the pollution and litter issues and outlined beginning measures for improving the issue, including the communication of concerns among different communities. This information and other reports, including TMDL implementation plans, will also contribute to the update of the Ocmulgee River Basin 5-year Management Plan for the Department of Natural Resources. Once completed, the updated management plan will help the communities involved coordinate more effective measures for improving the water quality of the Ocmulgee.




## **Assessment**

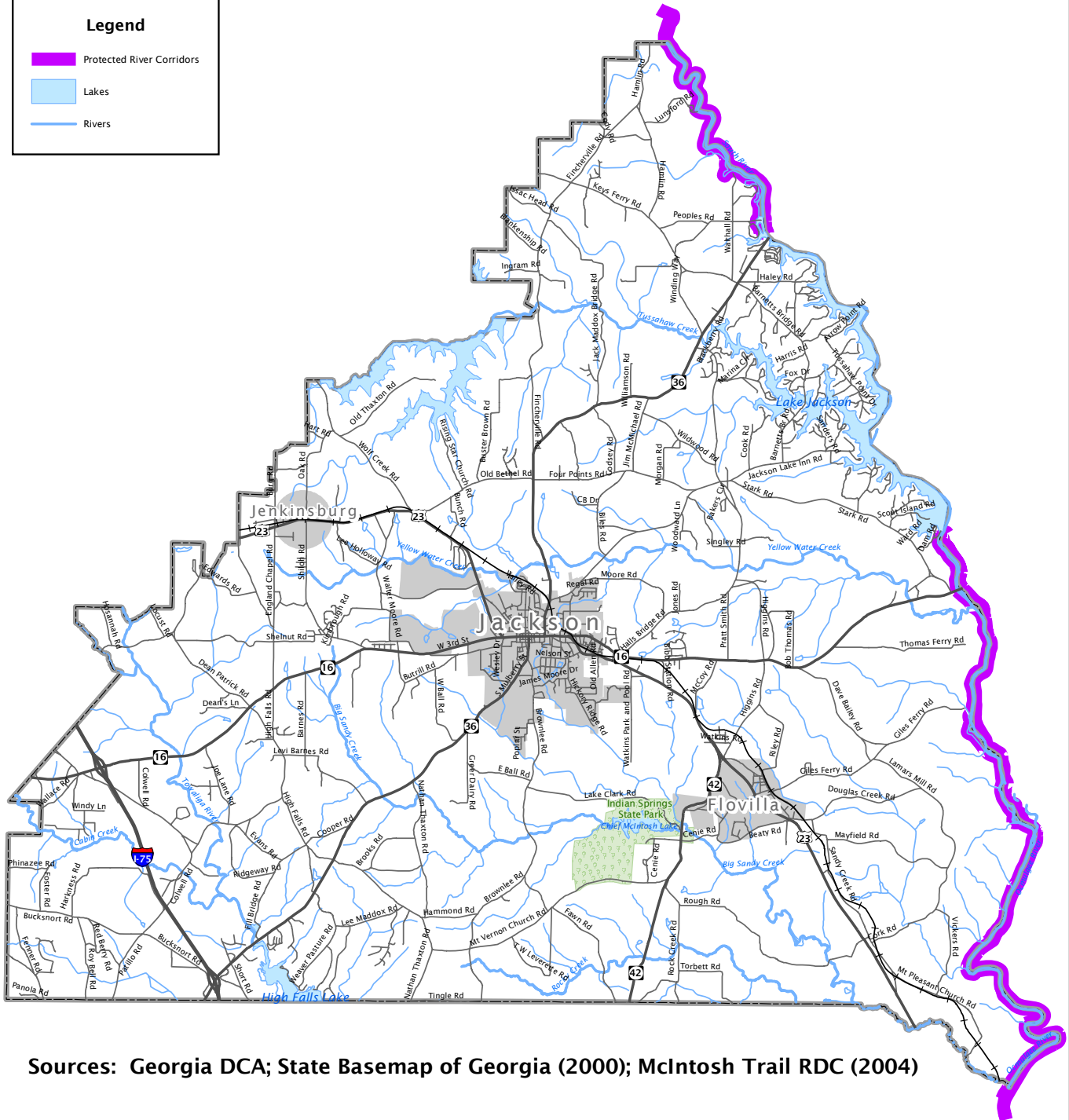
Butts County has adopted the required minimum environmental planning criteria to protect against adverse development along the Ocmulgee River corridor, and no critical issues have been identified regarding impacts on the river. The County is monitoring new development for erosion and contamination concerns as well as collective impacts on runoff and flooding. The County is encouraged to continue these efforts and to improve the information of existing properties within the river corridor.

Map N2 - Protected River Corridors


# Protected River Corridors - Butts County, Georgia

**Legend**


-  Protected River Corridors
-  Lakes
-  Rivers




Sources: Georgia DCA; State Basemap of Georgia (2000); McIntosh Trail RDC (2004)




0 2.5 5 10 15 Miles



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## **Wetlands**

Wetlands are defined by the US Environmental Protection Agency and the Army Corps of Engineers as "Those areas that are inundated or saturated by surface or groundwater for a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adopted for life in saturated soils." Wetlands are characterized by permanent or periodic wetness, acidic or hydric soils, and adaptive vegetation, and include coastal and inland marshes; lakes, ponds, and other open water; rivers, streams, and intermittent streams; swamps, bogs, sinkholes; and other areas exhibiting wetland characteristics. Flood protection, erosion control, water quality maintenance, drought management, and valuable fish and wildlife habitat are important wetland benefits.

Presently, 7709 acres of wetlands are present throughout Butts County. Prominent wetland areas are found throughout the county along the Towaliga River, Tussahaw Creek and other major streams. Butts County and each municipality have wetland protection ordinances that ensure no local development permit is issued for a proposed project with onsite wetlands until the US Army Corps of Engineers has reviewed the project and issued a Section 404 permit. To the extent possible, development should be limited in wetland areas in order to protect this valuable natural resource.

### Assessment

To date there have been no major problems associated with local wetlands, and the County has adopted the required minimum environmental planning criteria to protect against adverse development within and around these resources. Further actions that could be taken include improved assessment of development scale and types within recharge areas, as well as an attempt to inventory all properties dependent on wells and other private water sources. Such work done in conjunction with the Department of Natural Resources could improve the monitoring and response measures for water quality concerns with groundwater resources.

## **Groundwater Recharge Areas**

Groundwater recharge areas are drainage basins that direct water into underground aquifers for possible water supplies. There are three DNR classified groundwater recharge areas in Butts County (displayed in Map N3); Two recharge areas are located in the far southwest corner of the county around the I-75 and GA 36 corridors and the other is found in the upper-central part of the County just north of the county seat, Jackson. Land use and planning issues within the county should always consider proximity to a groundwater recharge area. Neither recharge area is currently under development pressure or features land uses that suggest a high probability of pollution nor hazardous material spills.

### Assessment

To date there have been no problems associated with the groundwater recharge areas within Butts County. The County has adopted the required minimum environmental planning criteria to protect against adverse development with recharge areas. Further

actions that could be taken include improved assessment of development scale and types within recharge areas, as well as an attempt to inventory all properties dependent on wells and other private water sources. Such work done in conjunction with the Department of Natural Resources could improve the monitoring and response measures for water quality concerns with groundwater resources.

Development along I-75 and GA State Highway 36 will need to be closely monitored, since this area is planned as an industrial employment center. Industrial and commercial development patterns have the potential to have adverse effects on groundwater recharge areas. Likewise, the groundwater recharge area at the intersection GA Hwy 36 and Old Bethel Road will need to be monitored for appropriate development, since this area has been identified as a potential crossroads commercial node.

### **Floodplains**

In their natural or relatively undisturbed state, floodplains provide three broad sets of values: (1) water maintenance and groundwater recharge; (2) living resource benefits, including habitat for large and diverse populations of plants and animals; and (3) cultural resource benefits, including archeological, scientific, recreational, and aesthetic sites. In addition, some sites can be highly productive for agriculture, aquaculture, and forestry where these uses are compatible.

The Federal Emergency Management Agency (FEMA) has designated specific floodplains, typically known one hundred year floodplain zones, as key hazard areas warranting special restrictions against development. These one hundred-year floodplain zones tend to be located in and near wetland areas. Currently, FEMA floodplain data is only available for the Ocmulgee River and the incorporated areas of the City of Jackson and Flovilla. (See Map N3) The remaining major floodplains associated with Tussahaw Creek, Yellow Water Creek, Big Sandy Creek, Rocky Creek, and the Towaliga River have been estimated based on topographic contour lines.

### **Assessment**







The proper management of floodplains remains an important consideration in land development and disaster mitigation. Development should be limited within flood prone areas in order to avoid costly damage and the potential loss of life. State recommended erosion and sedimentation ordinances should be adopted and enforced within floodplains. Currently the county does not have adequate floodplain mapping, due to the lack of FEMA Q3 floodplain data for much of the unincorporated portions of the county. For this reason, estimated floodplains have been drafted in based on topological data. However, more detailed floodplain mapping should be required for large development proposals in the unincorporated county that are potentially flood prone. Significant development is likely along Rocky Creek and Big Sandy Creek associated with recent proposed master planned communities. Conservation subdivision techniques should be applied in order to preserve flood prone areas within these large master planned developments.

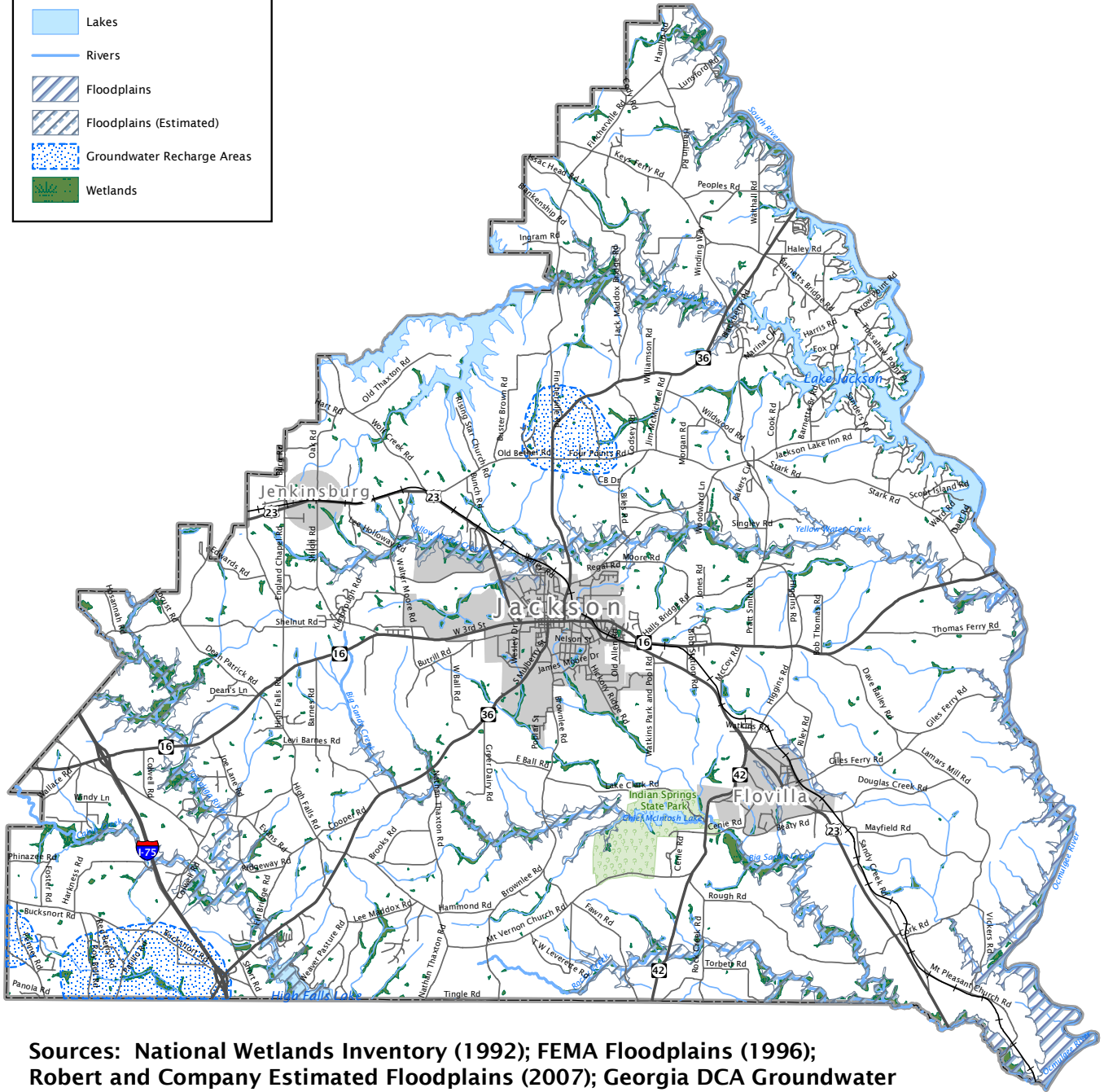


Map N3 – Sensitive Water Resources

# Sensitive Water Resources - Butts County, Georgia

**Legend**


-  Lakes
-  Rivers
-  Floodplains
-  Floodplains (Estimated)
-  Groundwater Recharge Areas
-  Wetlands





Sources: National Wetlands Inventory (1992); FEMA Floodplains (1996); Robert and Company Estimated Floodplains (2007); Georgia DCA Groundwater Recharge Areas (2005); State Basemap of Georgia (2000);

0 2.5 5 10 15 Miles

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## **Soil Conditions**

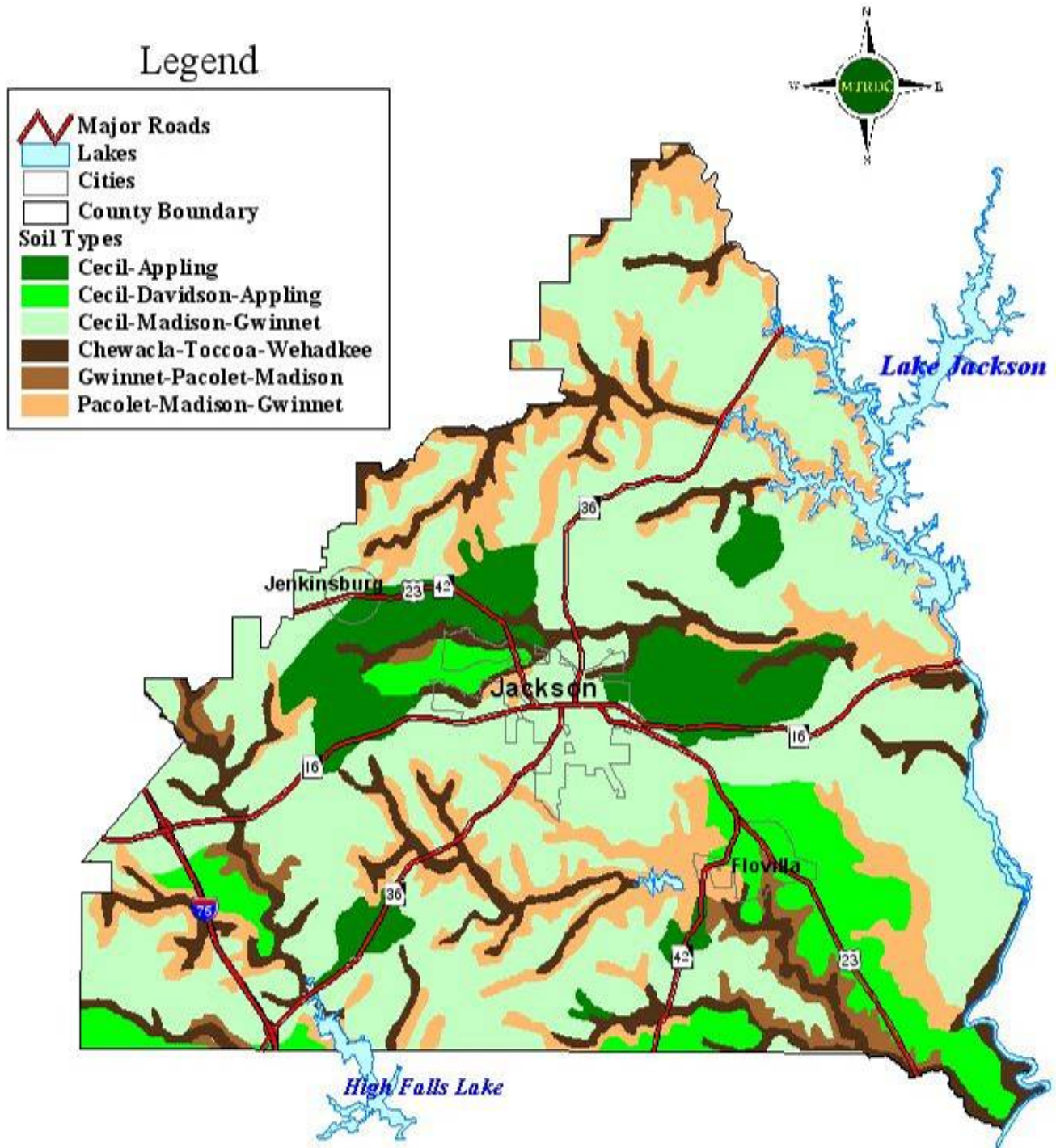
Butts County, like many areas within this region of the Georgia piedmont, has been a historically agricultural community. Textiles and other modest manufacturing industries have come to the county during the later half of the 1900's, but Butts County remains a viable area for livestock and other agribusiness. Much of this can be attributed to the generally fertile qualities of the local soils and the soft rolling terrain that allows the ecology to prosper.

At present, the Natural Resources Conservation Service is performing an updated, more detailed soil inventory. This information is not yet available for County planning purposes. Based upon existing knowledge of general soil associations the bulk of the County can be classified as having soil suitable for farming purposes. These parts of the county feature concentrations of the Cecil-Applying, Cecil-Davidson-Applying, and Cecil-Madison-Gwinnett soil associations, which are favorable for growing crops with their high quality of nutrients. Conversely, the remaining portions of the county feature soil associations more prohibitive to agricultural activity and certain types of urbanized development, such as the Chewacla-Toccoa-Wehadkee, Gwinnett-Pacolet-Madison, and Pacolet-Madison-Gwinnett. These areas should be protected from intense development where possible given their susceptibility to erosion and contamination from development activity.

## **Assessment**

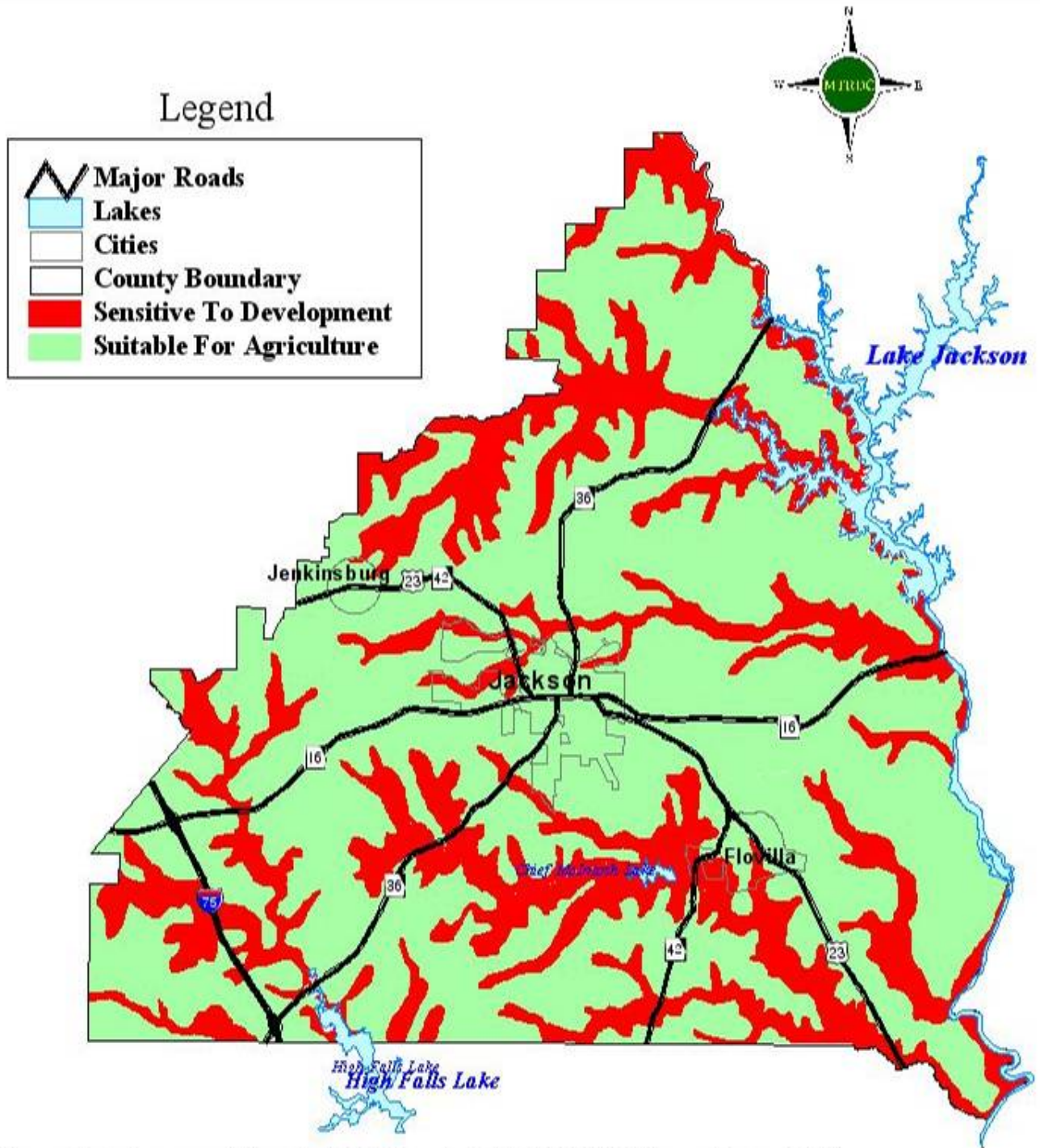
Butts County's rural character limits the volume and types of development that can harm native soil conditions, and to date no critical issues have been identified. Existing policies regarding the application of septic systems are considered acceptable, and, when considered with other environmentally sensitive areas, the areas exhibiting sensitive soil conditions remain in relatively good condition.

Map N4 - General Soil Associations



Source: State Basemap of Georgia (2000); Georgia DOT (1996); U.S. Census Bureau (2000); MTRDC (1998-2002)

Map N5 - Soil Attributes



Source: State Basemap of Georgia (2000); Georgia DOT (1996); U.S. Census Bureau (2000); MTRDC (1998-2002)



## **Prime Agricultural and Forest Lands**

Prime agricultural and forest lands are considered those areas valued for their use in agricultural and forestry production and as such may warrant special management policies.

As an industry, the agricultural trade in Butts County has been falling in status. As the county's ties to metropolitan Atlanta and Macon grow stronger, more and more land has been converted to suburban residential and commercial uses. While many properties remain in use for commercial farming or livestock, and the depiction of soil associations suggests conditions suitable for farming, the prospect of other uses being more profitable has fed the overall maturation of the county from rural to more suburban. Further, there is no distinct sub-community of farms within the county to suggest a particular area or cluster of properties might warrant protection over other county farms.

The same can be said for forestry production within the county. Butts County does not exhibit a high volume of land or trade from this industry (See the chapter on Economic Development), nor is any of the existing forested land considered critical for habitat or environmental concerns. As such, there are no areas within Butts County considered in need of protection as prime forest land.

### Assessment

No special or immediate actions have been identified regarding prime agricultural and forest land. As a means of supporting existing industries and residents, the county can and should study the business needs of those industries and attempt to guide new development away from established agricultural and forest lands. Success with the second initiative will depend on the value of the updated soils data from the Natural Resource and Conservation Service and the cost effectiveness of delivering urban services to other portions of the county.

## **Steep Slopes**

Steep Slopes include areas other than protected mountains where the slope of the land is severe enough to warrant special management practices. Soil conditions are often shallow and unstable in these areas, resulting in erosion and vegetative loss, reduced water quality and concerns over the safety or efficiency of development.

Steep and moderately steep slopes have been mapped throughout Butts County. Moderately steep slopes are defined as those areas between 15 - 20 % slope; and steep slopes are defined as those exceeding 20%. The largest concentration of steep slopes rests in the southern portions of the county along the Ocmulgee River and around the City of Flovilla. Special management practices may be warranted for protecting these areas as future development encroaches. For example, the proposed RoseHill master planned community will likely cause increased spin-off development around the City of Flovilla. In addition, the area between Flovilla and Jackson is included in the design studies for a proposed by-pass road around Jackson. Such road improvements are likely to increase development pressures and will require special attention for any impacts on, and resulting from, the steep slopes in the area. Additional concentrations

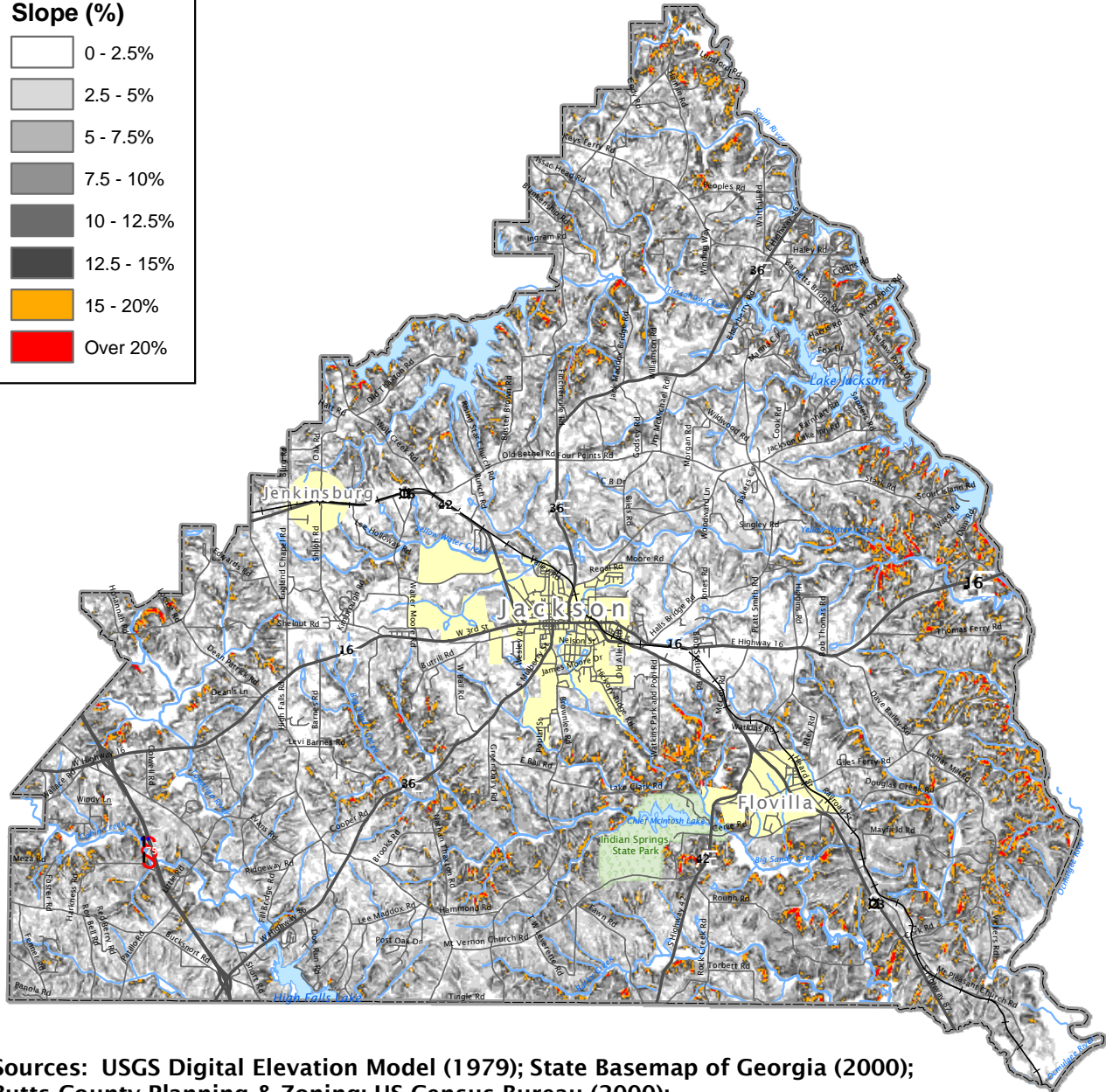
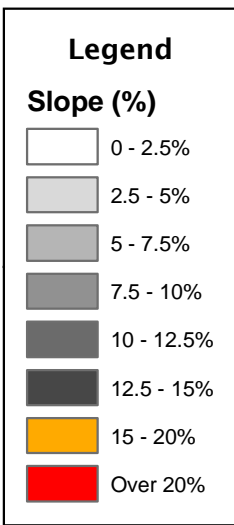
of steep slopes occur near the northern boundary shared with Henry County. This area is within close proximity of development pressures spilling out of Henry County, but is currently rural and within the watershed for new Tussahaw Creek Reservoir. The construction of the reservoir itself has caused some excessive runoff and sediment issues, but over time the protective measures for the watershed should also mitigate any adverse impacts on slope conditions in this area.

### Assessment

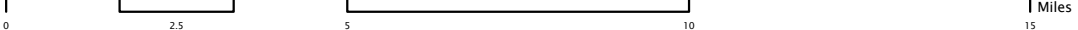
The only sizable concentration of steep slopes rests between Jackson, Flovilla and Indian Springs. Portions of this area will come under development pressure following the proposed construction of the RoseHill master planned community. As experienced within Dauset Trails, the potential exists to use the topography for expansive recreational or scenic uses. The County will have to revisit development plans for the area once the final engineering plans for the South Jackson Truck Route are completed.

Map N6 – Steep Slopes

# Steep Slopes - Butts County, Georgia



Sources: USGS Digital Elevation Model (1979); State Basemap of Georgia (2000);  
Butts County Planning & Zoning; US Census Bureau (2000);



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## **Parks, Recreation, Scenic and Conservation Areas**

In addition to preserving natural land for environmental necessity, some lands may be protected from development for more aesthetic or cultural reasons. Passive recreation areas, scenic vistas and other lands are often preserved for maintaining a level of balance between urbanized development and open natural landscapes.

Within Butts County, there are a few areas that fit the criteria for recreation or conservation areas (See Map N6). Indian Springs State Park and the Butts County Recreational Complex provide the primary recreation lands within the county. Much of the land within the Recreational Complex is dedicated for active sports and public access, though plans are in progress for expanding the park to include a nature trail and additional passive-use areas. Indian Springs State Park is largely passive-use, with a collection of picnic grounds and natural landscapes adjacent to the local lake and streams. Immediately against Indian Springs State Park is Dauset Trails, a large private park and conservation area that provides biking and hiking trails, some picnic grounds and a small lake for swimming. In addition, Dauset Trails also features a small animal zoo and learning center for hosting organized events.

Along with the public attractions listed above, there is growing sentiment around the county to preserve natural open space and create additional passive use space as the county grows. This is particularly true with the community's desire to preserve its overall rural nature and small town appearance. Efforts to support this sentiment would have to identify and conserve select areas that evoke the right image, feel and function of rural recreation for Butts County. The County does allow a conservation easement on properties as a tax advantage for leaving property undeveloped. This easement has not been employed for true conservation purposes, however, and eligibility is based solely on restriction of development: There is no consideration for the property's landscape or environmental characteristics, nor any correspondence to environmental policy. The County is to review the relative value of the policy when possible, for both the fiscal impacts and to investigate possible coordination with environmental benefit.

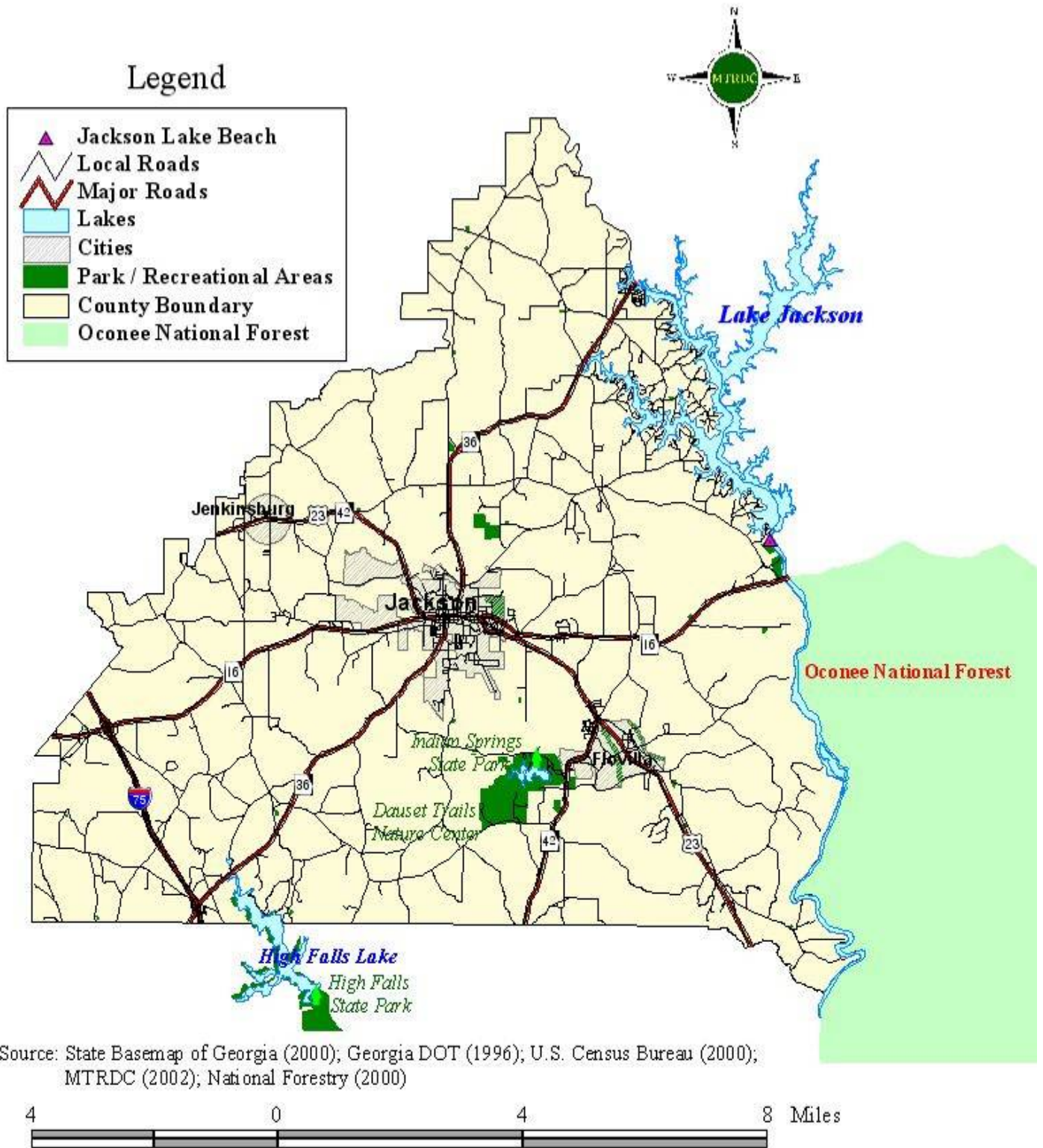
Scenic areas differ from traditional parks or conservation areas in that they may involve multiple properties, corridors or do not accommodate any other activities like camping, etc. Often such areas are combined with tourist routes or other cultural areas such as historic districts or conservation areas. Areas that have been suggested for this category include the homes and structures adjacent to Indian Springs and select tourist routes that follow Civil War trails and/or the Ocmulgee River corridor. The Indian Springs area includes the historic Indian Springs Hotel and has been the subject of many restoration and archeological efforts. Preliminary studies suggest the attraction of this area is dependent on the revitalization of the Hotel and surrounding properties, which the county is scheduled to examine through 2005. The tourist routes suggested for the county will be addressed through the Greenspace Committee (See Greenspace, this chapter) as part of a plan for trails and recreational pathways in Butts County.



### Assessment

The county and local residents have expressed a need for more passive recreational sites and a strong desire to retain rural character. Parks, conservation lands and scenic areas can contribute to these efforts, but the county must learn more about the exact traits and areas that exhibit the best potential for attaining those goals and then learn of more ways to obtain them. As tools for protecting the natural environment, the county can work to ensure that park and conservation projects are coordinated with environmental needs and policies.

Map N7 - Recreation and Conservation Areas



## **Greenspace**

As the previous sections discussed, a selected land area's conditions define not only an area's environmental sensitivity, but also its beneficial contributions to local ecology. As knowledge of best environmental practices grows, the concept of protected natural open space, or greenspace, has become both common and extremely desirable. Establishing select areas as protected greenspace can serve as environmental stewardship, protect scenic beauty, or as a buffer against over-development.

Coming into 2002, the community is dedicated to the incorporation of permanently protected greenspace in its long-term vision. Steps to upgrade the county's parks and recreation facilities have led towards the development of a formal Greenspace Plan with an emphasis on passive recreation opportunities. Requests have included calls for horse trails, bike and skating areas. Water protection is another concern with the growing demands on Lake Jackson and the Ocmulgee River watershed. As such, the county has applied for and been awarded funds from the Georgia Greenspace Program to finalize and implement the County Greenspace Plan.

The county views a successful comprehensive greenspace program as one that addresses the need for locally accessible open space, protects water quality and provides for passive recreational uses. Priorities for permanent protection include lands that preserve and enhance water quality including floodplains, buffers adjacent to streams and rivers and wetlands; agricultural land and scenic rural vistas; existing parks and new parks providing passive recreational opportunities; properties adjacent to existing parks, historic sites and public areas for expansion purposes; and providing pathways for recreational usage plus linkages between greenspace and other facilities and activity centers.

Map N7 represents a draft approach to identifying greenspace target areas within Butts County. These areas represent sensitive environmental resources which should be priorities for greenspace acquisition and conservation. Target greenspace areas include groundwater recharge areas, wetlands, and slopes over 18%.

## **Assessment**

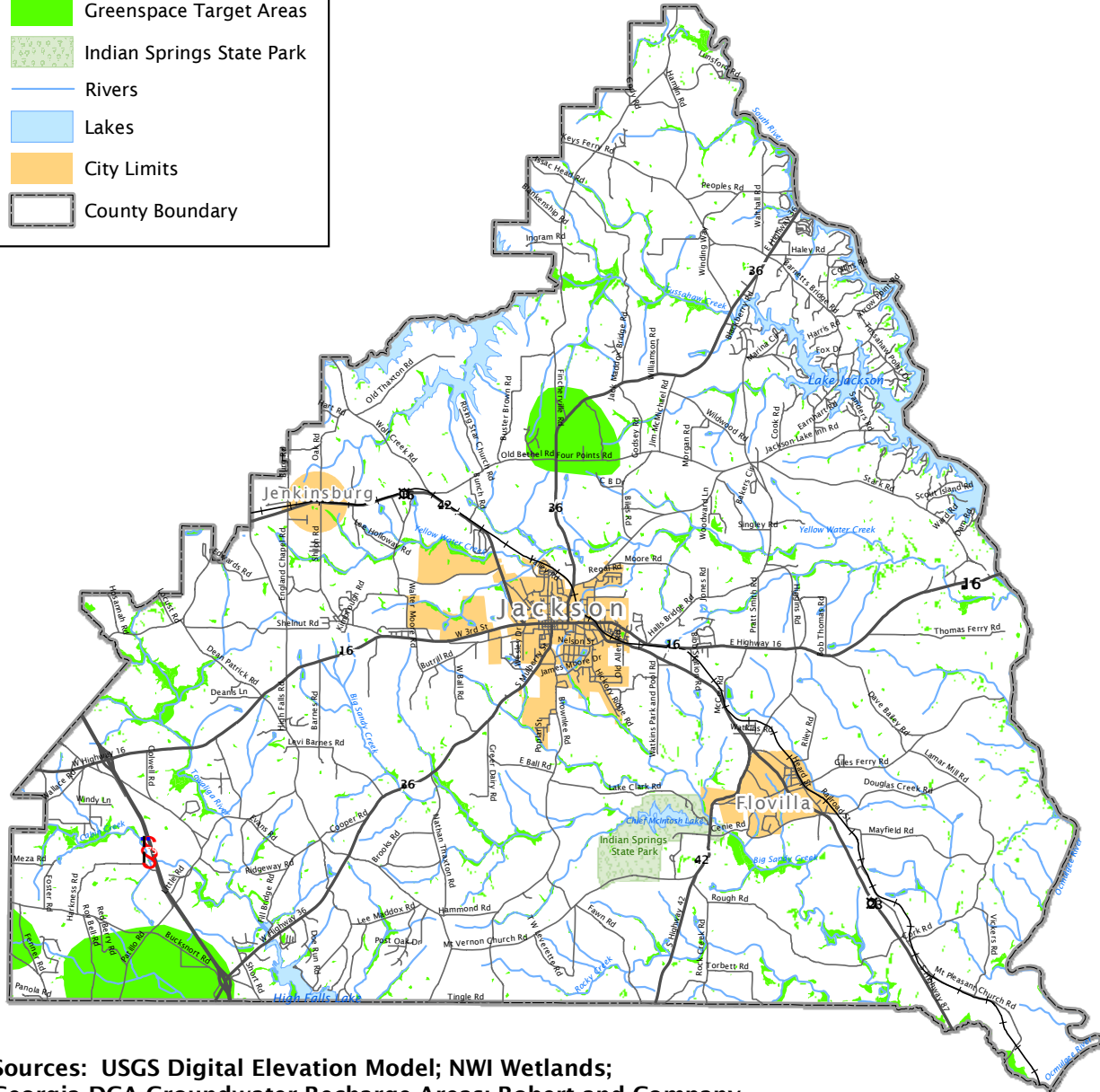
Butts County needs to adopt more control mechanisms to support the policies outlined in the comprehensive plan. Enforcement of the zoning ordinances alone cannot achieve the goals of the comprehensive plan and the greenspace plan. Improvements in the education and awareness of greenspace, its benefits and the regulations involved are the most critical issues to securing a successful greenspace effort. To this end, programmatic outreach, public forums and involvement of additional County departments are encouraged steps.

Map N8 - Greenspace Target Areas

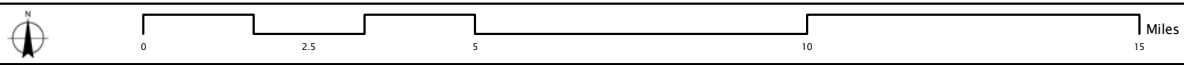
# Greenspace Target Areas - Butts County, Georgia

**Legend**

- Greenspace Target Areas
- Indian Springs State Park
- Rivers
- Lakes
- City Limits
- County Boundary



Sources: USGS Digital Elevation Model; NWI Wetlands; Georgia DCA Groundwater Recharge Areas; Robert and Company



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## Historic Resources

Historic resources are typically defined as buildings, objects or sites that are listed, or eligible for listing, in the National Register of Historic Places because of their associations with certain times and people in history. To be eligible for the National Register, a resource must be at least fifty years old, relatively unchanged (unless archaeological), and connected to a significant person, event, or architectural style. However, qualification brings a complete account of a resource's history and significance and establishes eligibility for special tax credits or other programs that preserve and build upon historic resources.

**Table N5 – Historic Properties**

Site	Location	Type	Significance	Nat. Register	Public	Condition
Ocmulgee Dam	East of Jackson	-	National	Eligible	Y	Good
Indian Springs St. Park - Stone Bldgs.	Indian Springs	-	National	Eligible	Y	Excellent
Indian Springs Hotel	Indian Springs	Commercial	National	Listed - 1973	Y	Poor
Captain William F. Smith House	Flovilla	Residential	State	Eligible		Good
J.R. Carmichael House	Jackson	Residential	State	Listed - 1977		Excellent
Idlewilde	Indian Springs	Residential	State	Listed - 1999	Y	Excellent
Butts County Courthouse	Jackson	Institutional	State	Listed - 1980	Y	Excellent
Robert Grier House	Jackson	Residential	Local	Listed - 1976		Deteriorated
Redman-Guest House	Stark	Residential	Local	Eligible		Fair
Confederate Monument	Jackson	-	Local		Y	Excellent
Barber-Browning House	East of Jackson	Residential		Eligible		Excellent
Cargile-Pittman House	East of Jackson	Residential		Eligible		Excellent
Dr. Wait's Drugstore	Flovilla	Commercial		Eligible		Fair
Indian Springs State Park Museum	Indian Springs	Institutional		Eligible		Good
Pack Watkins Homeplace	West of Jackson	Residential		Eligible		Good
Flovilla Storefront	Flovilla	Commercial		Eligible	Y	Good
Flovilla School	Flovilla	Institutional		Eligible	Y	Good
Hawkes Library	Jackson	Institutional		Eligible	Y	Good
Indian Springs Cemetery	Indian Springs	Institutional			Y	Good
Indian Springs Baptist Church	Indian Springs	Institutional			Y	Good

For the purposes of this document the inventory of historic resources is addressing the entire county, including those located within local municipalities. Map N8 displays the general location of area resources.

Map N8 - Historic Sites



Source: State Basemap of Georgia (2000); Georgia DOT (1996); U.S. Census Bureau (2000); MTRDC (1998-2002)



Butts County exhibits a wealth of significant historic resources that are currently unprotected. Most occur within or around local municipalities, though there is a sense of cohesion among the sites as part of a uniform community history. A handful of properties are listed on the National Register of Historic Places, including the Butts County Courthouse, the JR Carmichael House, and the Indian Springs Hotel (McIntosh Inn). These three buildings represent a minute fraction of the resources actually found within Butts County. With increased development taking place within the county, existing historic resources have become more threatened, as many of them are located on valuable land that is attractive to developers.

A historic resource study of Butts County, including seventeen buildings and structures, was completed by the McIntosh Trail Regional Development Center in 1979. An update of those records in June 2000 concluded that three of the buildings no longer existed, including the Bailey-Clark-Beck House, Sylvan Grove, and the Elder Hotel (which was destroyed by fire). Also, the Robert Grier House was badly deteriorated, possibly beyond repair. Those four constitute roughly 24% of the original seventeen listed in the McIntosh Trail RDC study, which is the only available study of the long-term effects of having no preservation protection at the local level. The buildings included in the McIntosh Trail study barely scratch the surface of Butts County's historic resources. While the county has much to offer, there are no local methods of preservation protection currently employed in Butts County. To protect these important resources, Butts County needs to adopt a local historic preservation ordinance. Historic buildings should be locally designated individually or within a district to offer the best protection. Also, buildings should be nominated to the National Register of Historic Places, which makes property owners eligible to apply for funding for restoration projects, and offers some protection against federally-funded projects that threaten historic resources.

Primarily, Butts County and the local municipalities should conduct a formal historic resource survey throughout the county to identify buildings or structures that are historic. The last such survey was completed in 1983, including only Jackson. Potential districts and individual buildings should be targeted for listing in the National Register and the Georgia Register of Historic Places. In addition, surveys aid preservation and land use planning, assist preservation efforts of Georgia's Certified Local Governments, expedite environmental review by governmental agencies, promote research of the state's history and architecture, and increase awareness of and interest in a community's historic buildings. Surveys are sponsored by local or regional organizations or governmental agencies under contract with the Historic Preservation Division, and may be conducted by both paid, trained surveyors and volunteers. Funding for surveys is available through the HPD.

Butts County would benefit from adopting a preservation ordinance, which provides the best method of protection for historic resources. The local government must adopt a preservation ordinance, appoint a design review board (much like a planning commission), and adopt a set of design guidelines. Historic districts and individual properties may be designated, which will make them subject to the newly adopted design guidelines. Before major changes (including demolition) are made to structures located within the historic district, or before new construction may be built within the district, the property owner must appear before the design review board to receive a Certificate of Appropriateness (formal approval). The board makes decisions based on

the design guidelines, a list of rules ensuring that such activities will be compatible with existing buildings in the district. The historic preservation commission staff works with property owners to produce appropriate plans. The design guidelines and the Certificate of Appropriateness process are not meant to intimidate property owners or limit their activity; rather, they serve as an effective tool by which communities can ensure the future integrity of historic districts and historic resources. This process ensures that future construction or alterations will be compatible with the existing fabric of the district, so that the whole serves as a cohesive unit. This process has been hugely successful in many Georgia towns and counties.

Any city, town, or county that has enacted a historic preservation ordinance, enforces that ordinance through a local preservation commission, and has met the requirements outlined in the *Procedures for Georgia's Certified Local Government Program* is eligible to become a CLG. Local governments must meet five broad standards in order to become a CLG:

- Enforce appropriate state or local legislation for the designation and protection of historic properties.
- Establish an adequate and qualified historic preservation review commission by state or local legislation. A preservation review commission is a locally appointed board that reviews design changes in designated historic districts in order to maintain the district's special and irreplaceable qualities.
- Maintain a system for survey and inventory of historic properties that furthers the purpose of the National Historic Preservation Act.
- Provide for adequate participation in the local historic preservation program, including the process for recommending properties for nomination to the National Register of Historic Places. A local government must encourage participation in its preservation efforts by having meetings that are open to all local residents, by sponsoring community-wide information and education activities and by encouraging National Register nominations.
- Satisfactorily perform the responsibilities delegated to it under the National Historic Preservation Act. The HPD works closely with a CLG to help it meet local needs and interests and to fully participate in the CLG program.

The benefits associated with becoming a CLG include: eligibility for application for federal historic preservation grant funds available only to CLGs; direct participation in the National Register of Historic Places program by reviewing local nominations prior to their consideration by the Georgia National Register Review Board; opportunities for technical assistance training sessions, information material, statewide meetings, workshops, and conferences; and increased communication and coordination among local, state, and federal preservation activities, as well as with other CLGs. Butts County should take advantage of the Certified Local Government program.

In addition, the City of Jackson would be a good candidate for the Georgia Better Hometown program, an association for assisting smaller municipalities (population of 1,000 to 5,000) interested in downtown revitalization. Although the program does not provide monetary support, each community receives three years of technical assistance, including streetscapes, façade improvement drawings, and the knowledge of individuals experienced in revitalization projects.



In December of 1998, a Joint Study Committee on Historic Preservation reported that “Historic preservation is a proven economic strategy for Georgia’s communities interested in creating jobs, attracting investors and visitors, revitalizing their downtowns, and providing affordable housing.... According to Donald Rypkema, author of *The Economics of Preservation*, ‘Nationwide, \$1 million spent in rehabilitating older buildings creates 39 more jobs – 20 in the construction industry and 19 elsewhere in the economy. This is 2.2 more jobs than the same amount spent in new construction.’ Rehabilitation of existing historic building stock has also been shown to cost less than new construction. The measures of a successful preservation and economic development strategy are revitalized downtown areas, rehabilitated historic neighborhoods, heritage museums, and tourist destinations that accurately and fully interpret Georgia history and pre-history, and new development that complements existing investments. Many areas in Georgia are prospering and growing. The cost of roads, schools, utilities, and other and private services are substantially higher in new growth areas. Historic preservation is a cost effective economic development strategy that reuses infrastructure investment which then results in more sustainable communities in Georgia.”

This report provides solid support for rehabilitation and adaptive use of historic buildings. Butts County would benefit from adaptive use projects. Typically, small businesses can start up with fewer costs if they are located in historic buildings, because new construction costs can be so high. This fosters a larger and more diverse group of businesses that will attract a larger number of customers and visitors to the area, consequently spending more money.

Butts County should consider seeking funding for preservation projects through grants and other sources. Historic properties owned by the county that are in need of rehabilitation could be eligible for funding from various sources; therefore, Butts County should explore such funding options when appropriate. Another option is the Special Purpose Local Option Sales Tax (SPLOST). Many communities use SPLOST funds to accomplish local preservation goals, such as the restoration of a county-owned historic building, or the improvement of the historic central business district streetscape.

Butts County should consider enacting a local marker program to identify its historic and significant properties. This would promote education and encourage tourism in the area. A local historic marker program could be funded by SPLOST, a local preservation organization, or through donations. Subsequently, Butts County could develop a driving or walking tour of its historic sites of interest to encourage travel within the area.

Heritage Education programs in Butts County schools would promote a local interest in the county’s historic resources. Such programs properly take advantage of the historic resources within the county, and employ them as learning laboratories to teach students about historic preservation, historic buildings, architecture, archaeology, city planning, Georgia history, and a wide range of other topics. A long-term benefit of heritage education in Butts County schools is that children will mature into adults with respect for and an interest in the protection and preservation of historic resources.

In addition to the historic sites and resources mentioned above, the public forums expressed strong support for the library and local parks as cultural amenities. These facilities are discussed within the Public Facilities and Services chapter. The neighborhoods around downtown Jackson were also raised as an example of the character favored within the community. For unincorporated Butts County, residential developments adjacent to the City could mimic the architectural design of adjoining neighborhoods and structures to capitalize on that sentiment.

No other cultural or historic sites have been submitted for assessment with this plan.

### Assessment

Butts County must consider its historic and cultural resources when planning for its future. They constitute an integral part of the community, and need to be protected if they are to survive. If employed, the aforementioned methods of protection will ensure that Butts County's historic resources will be preserved for the future in the midst of the development that threatens them. Historic resources form the backbone of the community and contribute to the community's aesthetic beauty. In addition, such resources will benefit the county's economy by providing affordable housing and retail space for small businesses, and by creating jobs for restoration and rehabilitation work. Preservation is "good for business," and Butts County would benefit by protecting its historic resources.

## HOUSING

The Housing Element of the comprehensive plan is used to evaluate whether existing and projected development will meet the county's housing needs with respect to supply, affordability, and accessibility. Housing is a critical issue to every community as a primary factor of quality of life. The costs and availability of quality housing is a key gauge in calculating local costs of living and one measure in defining the long-term sustainability of the resident population.

### Existing Housing Stock

In reviewing the housing trends across a community, the number of units alone does not provide the most accurate picture. Instead, the number of housing units must also be divided into three categories that further define the type of housing involved. For the purposes of this plan, the assessment of housing units will utilize three primary housing types: Single family, multi-family, and manufactured housing. Because each type of housing provides different options for lifestyle choices and economic conditions for local households, they also require varying sets of needs and demands with respect to land conditions, public services, and facilities. Understanding the different housing types and how they are dispersed throughout a community can assist governments in more effective distribution of public services and facilities.

*Single-family* units are defined as free-standing houses, or as units that are attached but completely separated by a dividing wall. Associated with the "American Dream," single family housing is often the most desirable by all parties involved; To residents for the ownership rights and symbolism of achievement, to governments for the tax revenue and investment in the community, and to developers for the potential return value.

*Multi-family* housing consists of structures containing two or more units, including large multi-unit homes, apartment complexes, and condominiums. Compared to single family housing, multi-family units are more cost effective to produce and associated with a more temporary residency, factors which have spurred the growth of this market in a national society achieving new levels of mobility.

*Manufactured housing* is currently defined by the US Census as all forms of pre-fabricated housing, with a special HUD definition for units produced before June 10, 1976. This category is generally the least expensive means of housing production and ownership, but is also often associated with weaker economic conditions because of how local communities continue to evolve in their approach to taxing such structures, treating modern units the same as their mobile-home predecessors. However, the difference between modern manufactured housing and conventional housing is growing smaller and smaller, with much of the remaining difference being stylistic and less in terms of functionality or impacts on public services. The issue of how manufactured units fits into overall housing plans, particularly in developing communities like Butts County, will remain prevalent until the real and taxable values of manufactured housing can be clearly defined in relation to conventional units.

Butts County displays a higher share of single family housing when compared to the state average (Table H1) because of the characteristics associated with the community’s rural history; Established households, less transient populations and high rates of home ownership. Many families remain in the area for generations, building homes on land handed down within the family. The area’s low cost has also drawn a number of households from surrounding communities in pursuit of home ownership.

**Table H1 – Housing Mix**

	Total Units			Share of Total Units			10-year Change	
	1980	1990	2000	1980	1990	2000	80 -90	90-00
Butts Co. - Total	4,663	5,536	7,380	100 %	100 %	100%	18.7 %	33.3%
Single Family	3,718	4,054	5,417	79.7 %	73.2 %	73.4%	9.0 %	33.6%
Multi-Family	372	484	695	8.0 %	8.7 %	9.4%	30.1 %	43.6%
Manf. Housing	573	998	1,258	12.3 %	18.0 %	17.2%	74.2 %	26.1%
Seasonal/ Migratory	311	502	410	6.7 %	9.1 %	5.6%	61.4 %	-18.3%
Georgia – Total				100 %	100 %	100.0%	31.1 %	24.4%
Single Family				75.8 %	64.9 %	67.1%	12.3 %	28.6%
Multi-Family				16.6 %	22.7 %	20.8%	78.8 %	13.8%
Manf. Housing				7.6 %	12.4 %	12.2%	114.4 %	21.8%
Seasonal/ Migratory				.8 %	1.3 %	1.5%	118.0 %	46.0%
US – Total					100.0%	100.0%		13.6%
Single Family					64.3%	65.8%		16.3%
Multi-Family					27.3%	26.4%		9.6%
Manf. Housing					7.3%	7.8%		6.2%
Seasonal/ Migratory					NA	3.1%		

Source: US Bureau of the Census

These same economic conditions (rural-suburban transition) for Butts County support a higher percentage of manufactured housing when compared with the State, and are often fostered with older development policies such as those prevalent in the region. As the quality of manufactured housing has increased over time, more and more households have looked to this housing type as the most affordable option to buy, even beyond first-time purchases. Butts County, with an abundance of land and growing population, has attracted a notable volume of such units and will likely see that trend continue.

By comparison, those same economic conditions supply the reasoning for a minimal number of multi-family units; Easy access to low-cost, single family housing, particularly in very stable communities, often detracts from the market for multi-family units. Butts County’s growth rate in multi-family housing is comparably high because of the relatively small market. However, the state, and in particular the metropolitan cities, will always exhibit higher ratios of multi-family housing than Butts County until the County becomes more urbanized.

Where the concept of single-family homeownership is considered a more desirable option than renting, Butts County has relatively strong numbers. What must remains

to be identified through further study will be whether or not the cost and quality of the housing units is also satisfactory, thereby giving Butts County a strong value for residential and taxation purposes.

### Future Housing Needs

Projections for housing needs are done in conjunction with those for households, using the projected population growth as a guide for calculating the numbers and types of housing units demanded. Local governments can then use these projections to create the conditions needed for successful housing development policies. The projections made for Table H2 were based primarily upon the County's future population projections. Household attributes form another important factor in planning for housing needs. Georgia Department of Community Affairs (DCA) projections for future average household size were included in housing needs calculations. The proportion of the population in group quarters also affects housing needs, since the institutionalized population is outside of the housing market. Butts County has a large proportion of group quarters population due to the presence of a large state prison. Therefore, the County's group quarters population is not expected to grow proportionally with the overall population. Finally, statewide vacancy rates (8.4%) have been applied to the housing needs calculations as a natural overage.

**Table H2 – Future Housing Needs 2000 – 2030, Butts County**

Year	Avg. Household Size	Group Quarters Population	Total Population	Total Units
<b>2000</b>	2.73	1,913	19,522	7,380
<b>2005</b>	2.64	1,985	25,739	9,754
<b>2010</b>	2.55	2,057	31,817	12,651
<b>2015</b>	2.46	2,129	36,760	15,260
<b>2020</b>	2.37	2,201	41,703	18,068
<b>2025</b>	2.28	2,273	46,646	21,097
<b>2030</b>	2.19	2,345	51,589	24,375
<b>Change 05-25</b>	<b>-0.36</b>	<b>288</b>	<b>20,907</b>	<b>11,343</b>

Sources: Georgia DCA, US Census Bureau, Robert and Company

Given the nature of projected growth rates and types, Butts County should experience real growth among all major residential types. The single-family detached category will continue to dominate the market, but may lose in comparative share value. This is because the increase in suburban amenities will likely also bring with it a demand for more multi-family units to accommodate more transient residents (such as newcomers, newlyweds) and those requiring special assistance (such as the elderly). While the market for manufactured housing will remain strong, particularly as the county's economy struggles, the overall growth may drive land prices and markets to work against the popularity of this type. As the community becomes larger costs will demand that more construction take place at conventional subdivision scale, where manufactured housing loses some of its competitive value.

## Assessment

Butts County's current housing demands are centered on low-to-moderate priced units to serve the burgeoning suburban market. The result is a healthy ratio of single-family units compared to state and national averages, but this factor must be weighed with costs and other conditions in mind.

## Age and Conditions

The US Census of Housing includes information on units without complete plumbing and water service, allowing governments to target concentrations of such housing for service upgrades or redevelopment. The number of housing units constructed prior to 1939 is one indicator of the overall age and productivity of the local housing market. Table H3 shows the age of the Butts County, state, and national housing stock. Butts County shows a much higher percentage of older housing compared to the state, but is lower than the national numbers.

**Table H3 - Housing Age & Conditions**

	Units			Share of Total			10-year Change	
	1980	1990	2000	1980	1990	2000	80-90	90-00
<b>Butts County</b>								
Pre - 1939	1,174	698	657	25.2 %	12.6 %	8.9%	-40.5 %	-5.8%
Inc. Plumbing	493	213	75	10.6 %	3.8 %	1.2%	-56.8 %	-64.8%
<b>Georgia</b>								
Pre - 1939	296,662	212,938	192,972	14.7 %	8.1 %	5.9%	-28.2 %	-9.4%
Inc. Plumbing	35,769	28,462	17,117	1.8 %	1.1 %	0.6%	- 20.4 %	-39.9%
<b>US</b>								
Pre - 1939		18,681,720	17,380,053		18.3%	15.0%		7.0%
Inc. Plumbing		1,101,696	670,986		1.1%	0.6%		39.1%

Source: US Bureau of the Census  
Inc. Plumbing = Incomplete Plumbing

The longevity of many Butts County families has contributed to the retention of the community's older housing stock. The number of older structures will continue to decline, however, through market forces buying up larger lots for subdivisions and through natural decay and age. Similar statements can be made regarding the housing stock with incomplete plumbing, in that the number of units fitting that category will subsequently be renovated, abandoned or demolished. These trends are occurring much more rapidly throughout the state's urban areas, but most projections have Butts County matching State averages for these categories by 2025.

## Assessment

The volume of below average units has been decreasing through natural age and loss of competitive value. To continue this trend the county must now work to ensure that new housing consistently raises the standards while also sufficiently meeting total demands for housing.

## Occupancy Characteristics

Tracking the vacancy rates for a region can help in gauging the strength of the housing market. Lower vacancy rates suggest the market is keeping pace with population growth and demands, while higher rates would indicate a glut of housing development. The threat exists that excessive vacancy rates may lead to the deterioration of certain units or even entire neighborhoods.

Similar to the different economic and social needs defined by the type of housing, data concerning the different types of residency can also indicate specific trends or needs of the region's population. Whether a housing unit is being leased or owned indicates the financial abilities of the household, as well as suggesting the health of the local economy. Typically, a stronger market is defined by a relatively high percentage of homeowners versus renters.

**Table H4 - Occupancy/ Vacancy Rates**

	Type of Occupancy			Vacancy Rates		
	1980	1990	2000	1980	1990	2000
<i>Butts Co. - Total</i>	4,663	5,536	7,380	14.5 %	15.2 %	12.5%
<b>Owner Occupied</b>	70.1%	71.8%	76.6%	-	1.0 %	2.5%
<b>Renter Occupied</b>	29.9%	28.2%	23.4%	-	1.7 %	7.9%
<i>Georgia - Total</i>				7.0%	10.3%	8.4%
<b>Owner Occupied</b>	65.0%	64.9%	67.5%	-	2.5%	1.9%
<b>Renter Occupied</b>	35.0%	35.1%	32.5%	-	12.2%	8.2%

Source: US Bureau of the Census

**Table H5 - Comparison of Occupancy/ Vacancy Rates**

	Butts	Henry	Jasper	Lamar	Monroe	Newton	Spalding
<b>TOTAL Units Built</b>	7,380	43,166	4,806	6,145	8,425	23,033	23,001
<b>Vacant</b>	925	1,793	631	433	706	1,036	1,482
<b>Owner Occupied</b>	4,945	35,272	3,303	4,136	6,129	17,099	13,523
<b>Renter Occupied</b>	1,510	6,101	872	1,576	1,590	4,898	7,996
<b>Owner to Renter Ratio of Vacancy</b>	1.6	1.72	1.16	0.68	0.44	0.87	0.42
<b>Owner Vacancy Rate</b>	3.1	2.12	1.11	1.69	1.19	1.7	2.16
<b>Renter Vacancy Rate</b>	6.15	6.78	3.54	6.19	9.51	6.47	8.18

Source: US Bureau of the Census

Again, the classic conditions of Butts County's rural setting have helped shape the data. The growing number of seasonal or second homes in the county has contributed to the higher overall and owner-occupied vacancy rates, while the relatively stable rural housing market has given way to possible overbuilding in this now metro-fringe

suburban market. Recent changes to the local and regional economies have stalled some growth and possibly lowered the demand for ownership from area buyers.

Similarly, the vacancy rate for rental units has recently increased from both economic hardships and improved opportunities for ownership. The vacancy rate for rental units remains below the state average, as expected for Butts County's small market. However, as the county continues to develop into a part the metropolitan region, more rental opportunities may be needed to accommodate an increasingly transient, and fiscally young, population.

What may further alter the numbers for Butts County's vacancy rates is the how well the economy keeps pace with the increased demand for housing. Currently, the county is slowly becoming a bedroom community - one where more and more of the population works and shops outside of the county. This means that fewer taxes (both property and sales) are being raised from local businesses, thus shifting a greater burden of the costs for public services to residential property taxes. Given that residential units traditionally do not pay enough in taxes to support the amount of services they demand unless they are valued at roughly \$45,000 or more per resident, this places Butts County in a precarious position. Continued increase in demand for residential development will only serve to raise the cost for land and the housing units that follow. More units may then approach the point where they're valuable enough to pay for their services, but they may also grow too expensive for local residents. These conditions explain the growing demand for manufactured housing, and support the notion that future development must be done in a manner that does not require public improvements at undue costs and can further sustain/attract commercial activity within Butts County.

### Assessment

While the county has sufficient volumes of affordable housing, the cause for concern that the county is not maximizing the development capacities within areas with existing utilities. As a measure of cost efficiency and land preservation, the county should consider options for allowing increased densities within urbanized areas. The issue will be maintaining the small town, rural character that residents consider so valuable, meaning they may be willing to pay higher taxes in order to retain the quality of life. Fortunately the high occupancy rates suggest the market is not currently oversaturated, allowing room for new, higher quality development to continue and help the economy.



## Housing Costs

**Table H6 - Housing Costs**

	Median Value			Share of Ga. Rates			10-year Change	
	1980	1990	2000	1980	1990	2000	80-90	90-00
<b>Owner Costs</b>								
Georgia	\$23,100	\$71,300	\$111,200	100 %	100 %	100%	208.7%	56.0%
Butts Co.	\$26,500	\$55,500	\$86,700	114.7%	77.8 %	78.0%	109.4%	56.2%
Henry	\$43,600	\$81,100	\$120,000					
Jasper	\$29,200	\$51,900	\$82,600					
Lamar	\$25,200	\$46,200	\$80,100					
Monroe	\$28,100	\$61,000	\$87,100					
Newton	\$32,800	\$65,100	\$99,900					
Spalding	\$32,500	\$56,900	\$84,700					
<b>Monthly Rent</b>								
Georgia	\$153	\$344	\$613	100 %	100 %	100%	124.8%	78.2%
Butts Co.	\$91	\$242	\$480	59.5 %	70.4 %	78.3%	165.9%	98.3%
Henry	\$126	\$531	\$636					
Jasper	\$63	\$284	\$302					
Lamar	\$72	\$319	\$321					
Monroe	\$82	\$324	\$341					
Newton	\$107	\$423	\$455					
Spalding	\$103	\$365	\$399					

Source: US Bureau of the Census

Ownership costs in Butts County have progressed steadily versus inflation since 1970. The county shared in the real estate boom of the 1980's, the decade that showed the greatest increase in property values and housing costs. However, as Butts County remains on the fringes of the metropolitan areas, local costs for home ownership remain significantly below the state average. So much so, in fact, that Butts County has begun to show signs of becoming a bedroom community of affordable housing for those working elsewhere in the region.

The costs associated with rental units have also grown closer to the State average. This trend is more steady and predictable in that rental properties are more mostly affiliated with urbanized areas. As Butts County becomes further entwined in the metropolitan Atlanta, there is a growing need and market for rental housing to accommodate the increase in transient and beginning households. Butts County will likely remain below the State average through 2025, but the local rental rates will continue to increase given the market's homogeneity.

This strong concentration of housing unit values between 50k and 150k suggest a very homogenous market within Butts County. The lack of diversity is of most concern given the fact that these households generally do not supply enough in tax revenues to offset the cost of services they receive. It also poses two long term issues in the

general absence of higher-valued units for these households to move into should the option arise, plus the costs for these units will eventually increase as the costs for land increase with the growing development pressures.

**Table H7 - Distribution of Housing Units; 2000**

<i>Unit Value</i>	<b>Butts</b>	<b>GA</b>
< \$50,000	9.7%	9.5%
\$50,000 - \$99,999	54.3%	34.2%
\$100,000 - \$149,999	20.9%	25.8%
\$150,000 - \$199,999	8.8%	13.3%
\$200,000 - \$299,999	4.3%	10.2%
\$300,000 - \$499,999	1.6%	5.1%
\$500,000 - \$999,999	0.3%	1.6%
\$1,000,000 +	0.0%	0.3%

Source: US Bureau of the Census

**Table H8 - Cost as Percent of Income; 2000**

SHARE OF INCOME	OWNER OCCUPIED		RENTER OCCUPIED	
	BUTTS	GEORGIA	BUTTS	GEORGIA
< 15.0%	36.6%	36.4%	18.3%	18.4%
15.0% - 19.9%	18.4%	18.4%	12.2%	14.6%
20.0% - 24.9%	12.3%	14.1%	13.5%	12.8%
25.0% - 29.9%	11.3%	9.2%	5.4%	10.2%
<b>OVER 30% (COST BURDENED)</b>	19%	21%	24.0%	18.9%
<b>OVER 50% (SEVERELY COST BURDENED)</b>	-	-	11.5%	16.5%
NOT COMPUTED	2.3%	0.9%	15.0%	8.6%
<b>TOTAL &lt; 30.0%</b>	<b>78.6%</b>	<b>78.1%</b>	<b>49.4%</b>	<b>56.0%</b>

Source: US Bureau of the Census

The measure of housing cost as a percent of income is the primary gauge used to monitor the efficiency of the housing market. As a factor considered in loan approval and in assessing a community's affordability, the rule of thumb provided for housing costs is that a household should spend no more than 30% of its income on housing. Table H8 suggests the affordability of home ownership in Butts County as being slightly better than the State average with an overall share of 78.6 % of households paying 30% or less of their income for housing. If there is a desire to increase the overall tax values of property in Butts County, this must be supported by an increase in local wage rates in order to maintain this level of affordability.

With respect to rental units, however, the story is much different for Butts County. With a sharp increase in the volume of households paying more than 30% (**cost burdened**) and 50% (**severely cost burdened**) of their incomes towards rental housing, it becomes clear that Butts County is a fairly restricted market, both in terms of the availability of units and in the volume of employment opportunities for these

households. There may be a need for more units, but only in conditions that allow/support lower costs.

An additional factor in assessing housing costs and values is the impact of property taxes. Property taxes are one of the primary revenue generators for local governments. Residential property, however, generally does not supply enough taxes to offset the demand for services and utilities, and the difference must be made up from commercial and industrial land uses. Many counties, including Butts, are currently experiencing a shortfall in such higher-end land uses. Thus the issue of housing affordability compared to local average incomes is that much more sensitive to adjustments to the millage rate. As the county seeks the highest return per housing unit from a growing population through development and tax policies, these measures may also push some housing costs beyond the reach of many residents and fail to increase home ownership.

Choices for affordable housing in Butts County typically requires a manufactured home on a standard 3-acre lot (minimum for that construction) or a conventional site-built house on a smaller lot. Given Butts County's current tax structure, land prices and general costs for construction, the site-built house on one acre, and perhaps even smaller lots, will yield a greater tax return, on average, than the manufactured unit on its three acres. Assuming that the additional policies support this notion, the County should consider adjusting the development regulations to favor site-built housing with accommodations for smaller lot sizes to provide for housing affordability. Further amendments should be made to minimize the extent of 2-5 acre lots as they are among the least productive residential conditions in terms of tax revenue generated.

### Assessment

Butts County is very affordable when compared to the average costs for the region and the State, but the nature of affordable housing within the county may not match other county goals for cost efficiency of public services or for desired housing types and character. There is time to assess the housing type and cost issues while also considering economic development options for increasing wage rates, but the county will need to develop a comprehensive housing policy that considers not only land use but cost issues for both the consumer and the County.

### **Special Needs Housing**

In addition to considerations for various income levels, housing assessments must also consider those persons and households with special needs such as the disabled, elderly, victims of domestic violence, those suffering with HIV or from substance abuse. This segment of the population not only requires basic housing, but also housing that matches affordability with functionality due to their limited abilities or need for access to medical care and human services.

Butts County has numerous organizations and facilities for providing coordinated assistance to those require physical assistance of some kind, including a Senior Center, the Council on Aging, and the local Health Department. Communication with these and other agencies revealed limited demand for housing for the HIV positive or other special medical needs, possibly due to the limited range of services available through

Sylvan Grove Hospital compared to larger, more regional facilities in neighboring counties. There is a need for housing for the elderly within Butts County, however. There are currently 2 residential complexes designed to accommodate seniors: one complex for seniors only that houses 80 individuals, and another that houses 35 individuals, both senior citizens and Section 8 participants.

In some communities there is also a need for homeless shelters or housing for migrant farm workers, accommodating the transient nature of both population groups. Butts County does exhibit a strong need for such shelter, however. There are no active shelters within the county and local churches and care organizations have not expressed a demand for one at this time. Similarly, the local agricultural industry has not shown a demand for migrant or seasonal labor due in part to the County's growing suburbanization.

### Assessment

Butts County has a current need for senior housing, with a projected need for other special assisted living facilities. As the county experiences more natural growth, the need to accommodate more residents requiring special needs will also grow. Even if Sylvan Grove does not assume a regional hospital status, there is a strong likelihood that the facility can provide or direct similar levels of residential care within the county. The County must also work closely with the City of Jackson to ensure that the housing provided for this market is designed well enough to contribute, rather than deter, neighborhood prosperity.

## TRANSPORTATION

Transportation concerns the accessibility to sites and land uses. The demands for transportation facilities and services vary by land use, demographics and other factors. The dynamic nature of accessibility and the various factors that combine to determine functional performance in infrastructure suggest transportation for larger communities requires special attention outside of the traditional public facilities and services: The provision of a quality transportation system can be assessed as in part a utility, part facility and part service. Because of these differences, and because transportation plays such a large part in shaping the development patterns and options within a community; transportation must often be assessed as its own element.

### Street/ Road Network

State roads are classified as interstates, arterials, collectors, or local roads based on average trip lengths, trip destinations, traffic density and speeds. Each classification represents the relative weight, or value, of a roadway, which helps govern the types of service and development conditions permitted. In this modern era characterized by the automobile, a community's accessibility is largely defined by the quality and quantity of its street network, particularly its access to major arterials. As a result, business and land development is often dictated by the conditions of the local roads and related capital improvements.

### Performance Analysis

A basic analysis of the level of service (LOS) of local roads was done by the MTRDC. This was done using the Multi-modal Transportation Planning Tool; A basic modeling software provided by the Georgia Department of Transportation (GDOT) and Georgia Tech. The source data was also provided by GDOT and included road characteristic files from 2001. This tool was designed to assess the rough performance levels of roads using a variety of factors such as average traffic flows, peak hour traffic conditions and more. It was designed to help local governments, particularly those in rural counties, project where the most pressing needs may occur under various circumstances.

The primary benefits of Butts County's existing infrastructure include direct access to I-75 on the County's west side and the even distribution of arterials throughout the county. (See Map T1). The county has essentially a spoke-and-wheel network of arterials radiating out from Jackson. To date this has provided adequate service for people traveling to the city for commercial and employment activities or for travel out of the county. Projections suggests the volume of traffic for each of those patterns will continue to grow, but more importantly there will be a notable increase in the volume and trip configuration of traffic within and around Jackson (See Map T2).

Using the default variables within the software and considering the basic projected land use patterns, the resulting analysis highlighted numerous roads that would likely have an LOS of D or lower, meaning they would not be able to provide the level of traffic flow and access demanded. The majority of these segments occurred along the arterials connecting Butts County to the Interstate and metro Atlanta. (See Map T3) While other factors and conditions may slightly alter the results, the basic tenants of

this analysis suggests that as these routes become more popular for their accessibility to regional attractions, they are also susceptible to overextension and will require upgrade.

Overall the county's thoroughfares are suitable in their layout, but many of the roads and/ or key intersections are in need of functional improvements within the next ten years. The local road network has begun to show the wear associated with suburban growing pains, and traditional rural commuting patterns with limited local traffic have given way to greater commuting traffic and a sharp rise in local trips. That increase has begun to approach capacity levels for select roads, causing public concern over local roads evolving into thoroughfares. The other major concern with the thoroughfares is the traffic congestion that has developed in downtown Jackson. As these roadways have grown more popular with commercial traffic, particularly lumber trucks, the sections within Jackson where the roads eventually merge have become very cumbersome for local and through traffic alike.

### Planned Road Improvements

The primary funding source for roadway improvements in Butts County comes through the Georgia Department of Transportation (GDOT), which distributes both state and national transportation funds. Table T1 lists current GDOT state aid contracts within Butts County for the years 2007 through 2008. GDOT also operates the Local Assistance Road Projects (LARP) program to aid counties in resurfacing local roads. Typically the DOT provides matching funds for qualified LARP projects. A list of Butts County's priority LARP projects for 2007 is provided in Table T2.

**Table T1 – Georgia DOT State Aid Contracts, 2007-2008**

Road Name	Total Price	DOT Cost	County Cost
Wathal Road	\$ 90,046	\$ 40,593	\$ 49,453
Buster Brown Road	\$ 165,514	\$ 75,000	\$ 90,514
England Chapel Road	\$ 320,499	\$ 109,812	\$ 211
Jack Maddox Bridge Road	\$ 92,566	\$ 43,587	\$ 48,979
Fairfield Church Road	\$ 159,763	\$ 50,000	\$ 109,763
Mt. Pleasant Church Road	\$ 75,939	\$ 34,375	\$ 41,564
Levi Barnes Road	\$ 127,539	\$ 51,015	\$ 76,524
<b>SUBTOTAL</b>	<b>\$ 1,031,866</b>	<b>\$ 404,382</b>	<b>\$ 627,484</b>

In addition to national and state funding, it is sometimes necessary to commit special sales tax and toll funding to local transportation projects. With the rapid growth of the population in Georgia and its associated traffic problems, the state's funding for road improvements is severely limited. Thus, new funding sources such as Special Purpose Local Option Sales Taxes (SPLOSTs) and toll roads are needed to pay for transportation infrastructure improvements. A list of previously committed SPLOST Road Projects in Butts County between the years 2007 through 2008 is provided in Table T3. In addition, requested new SPLOST road projects are listed in Table T4.

Table T2 - Butts County 2007 LARP Priority List

LARP Priority List, 2006-2007 - Butts County, GA					
Priority	Road Name	CR #	Length (Miles)	Beginning At	Ending At
1	Buster Brown	011	2	Old Bethel Rd (CR 296)	Dirt Road
2	Thorpe Rd	049	1.3	Barnetts Bridge (CR 289)	Dead End
3	High Falls Rd	138	8.7	Hwy 16 West	Hwy 36 West
4	England Chapel Rd	003	2.8	Hwy 42	Hwy 16
5	Levi Barnes Rd	190	1.5	Hwy 36 West	Dirt
6	Walthal Rd	030	1	Keys Ferry (CR 043)	Dead End
7	Barnes Rd	201	1.5	Hwy 16 West	Levi Barnes Rd (CR 191)
8	Oak Rd	004	1.3	Wolf Creek Rd (CR 300)	Jenkinsburg City limit
9	Colwell Rd	299	3.5	Hwy 16 West	Bucksnot Rd (CR 288)
10	Deerfield Rd	384	1	Hwy 36	Cul-de-Sac
11	Doe Run Rd	401	0.4	Deerfield Rd (CR 384)	Cul-de-Sac
12	Joe Lane Rd	187	2	Hwy 16 West	Kinard Mill Rd (CR 191)
13	Panola Rd	318	0.5	Chappell Mill Rd (CR 175)	Cul-de-Sac
14	Rising Star Church Rd	313	1.1	Bethel Rd (CR 296)	Dead End
15	Higgins Rd .	301	1.8	Hwy. 16 West	Hwy 87
16	Brownlee Rd	296	5.9	Jackson City limits	Monroe County line
17	Mt Pleasant Church Rd	362	1	Hwy 87	Dirt Road
18	Woody Rd .		0.4	Woodward Ln	Dead End
19	Dean Patrick Rd		3.2	Hwy 16 West	Henry County line
20	Mt Vernon Church Rd		2.1	Hwy 42	Mt Vernon Baptist Church

**Table T3 – Previous Committed SPLOST Road Projects, 2007-2008**

<b>Previously Committed SPLOST Road Projects, 2007-2008</b>		
<b>Road Name</b>	<b>Type of Activity</b>	<b>County's Cost</b>
IDA Road	New Entrance Road	\$ 250,000
Bucksnorth Road & Interchange	New Road/Interchange	\$ 187,000
Riley Road	Triple-Surface Treatment	\$ 123,988
Harkness Road	Triple-Surface Treatment	\$ 257,512
Blackberry & Deptula Rds.	Triple-Surface Treatment	\$ 70,000
Harbour Shores Road	Paving	\$ 311,413
Hamlin Road	Topo/Landscaping	\$ 9,786
Glade Road	Engineering/Pipes	\$ 77,276
England-Chapel Road	Drainage pipes	\$ 6,694
SUBTOTAL	--	\$ 1,293,669

**Table T4 – Requested New SPLOST Projects**

<b>Requested New SPLOST Projects</b>		
<b>Road Name</b>	<b>Type of Activity</b>	<b>County's Cost</b>
C.B. Drive	Paving	\$ 56,764
Woody Lane	Paving	\$ 59,839
Britton Road	Paving	\$ 24,479
Old Biles Road	Dirt	\$ 4,000
Arthur Smith Road	Paving	\$ 136,699
Old South River Road	Triple Surface	\$ 157,739
Barnett Bridge	Guardrail	\$ 5,162
SUBTOTAL	--	\$ 444,682

Future transportation improvements programmed into the Georgia DOT State Transportation Improvement Program (STIP) are listed in Table T5. Key STIP projects and major proposed long-range projects are also displayed in Map T4. For the short term, passing lanes are programmed along GA36 and US 23 north of Jackson. Three bridge improvements are also programmed along GA36 north of Jackson. Long range DOT projects include a widening of GA16 between I-75 and Jackson. The proposed south Jackson bypass has now been deferred and added to the county's long range plans. This means that the south bypass would not be scheduled until after 2014, if at all. In addition to the DOT list of short term and long-term planned projects, Butts County has a priority list of projects for long term planning displayed in Table T5.

### Assessment

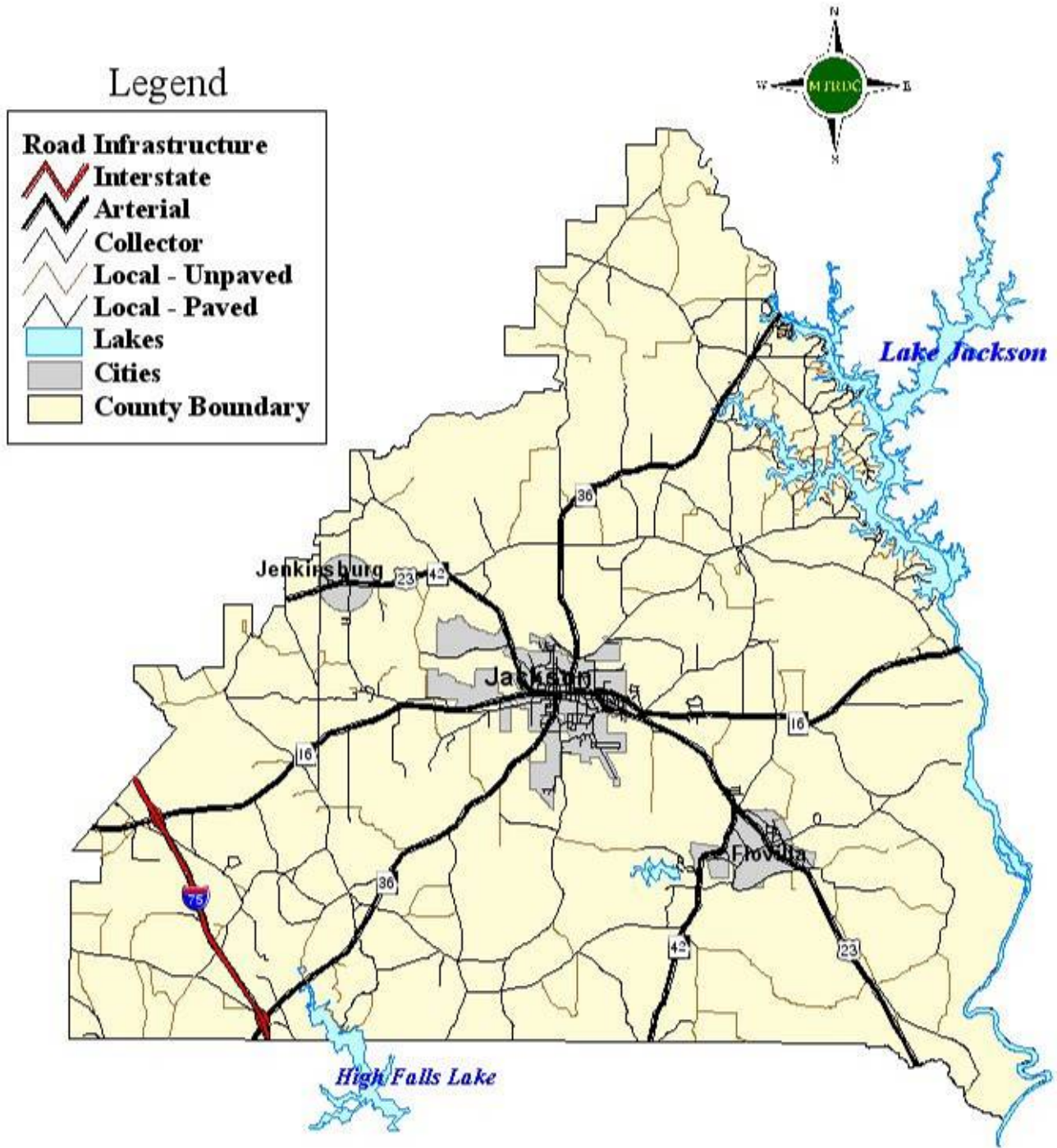
The street/road network for Butts County is considered adequate for serving current demands with the exceptions of heavy truck traffic in downtown Jackson and minor congestion around Lake Jackson. As the population and traffic demands grow, however, the current infrastructure will show excessive wear and become inadequate for efficient service. The County must monitor the relative level of service for each primary roadway to ensure the timely provision of improvements and/or the development of alternate routes and systems to satisfy demands.



**Table T5 –Georgia DOT State Transportation Improvement Program (STIP) Projects**

Year	Work Type	Description	Phase	Total Cost
2008	Sidewalks	SIDEWALKS; LIGHTING & LANDSCAPING IN JACKSON	Construction	\$ 625,000
2009	Bridges	SR 36 @ TOWALIGA RIVER 7.5 MI SW OF JACKSON	Right of Way	\$ 450,000
2011	Bridges	SR 36 @ YELLOW WATER CREEK 1 MI N OF JCT SR 42	Right of Way	\$ 62,000
2008	Bridges	SR 36 @ SOUTH RIVER @ BUTTS-NEWTON COUNTY LINE	Right of Way	\$ 225,000
2011	Passing Lanes	SR 36: 2 EB & 3 WB PASSING LANES NORTH OF JACKSON	Right of Way	\$ 402,000
LR	Widening	SR 16 WIDEN FM I-75 TO CITY OF JACKSON	Right of Way	\$ 12,553,000
LR	Bridges	SR 36 @ YELLOW WATER CREEK 1 MI N OF JCT SR 42	Construction	\$ 2,324,000
LR	Roadway Project	SR 36 FROM I-75/BUTTS COUNTY TO SR 18/LAMAR COUNTY	Right of Way	\$ 266,060
LR	Widening	SR 36/JACKSON FM SR 16 TO CR 289/STARK RD	Right of Way	\$ 112,000
LR	Bridges	SR 36 @ TOWALIGA RIVER 7.5 MI SW OF JACKSON	Construction	\$ 2,650,000
LR	Widening	SR 16 WIDEN FM I-75 TO CITY OF JACKSON	Construction	\$ 18,498,000
LR	Bridges	SR 36 @ SOUTH RIVER @ BUTTS-NEWTON COUNTY LINE	Construction	\$ 1,957,500
LR	Widening	SR 36/JACKSON FM SR 16 TO CR 289/STARK RD	Construction	\$ 11,828,000
LOCL	Sidewalks	SIDEWALKS; LIGHTING & LANDSCAPING IN JACKSON	Engineering	\$ 62,000
LOCL	Sidewalks	SIDEWALKS; LIGHTING & LANDSCAPING IN JACKSON	Right of Way	\$ 50,000
LOCL	Bridges	CR 290 N OF SR 36 @ TUSSAHAW CREEK	Right of Way	TBD
LR	Passing Lanes	SR 36: 2 EB & 3 WB PASSING LANES NORTH OF JACKSON	Construction	\$ 4,562,000
LR	Passing Lanes	SR 36: 2 EB & 3 WB PASSING LANES NORTH OF JACKSON	Right of Way	\$ 3,050,000
LR	Roadway Project	SR 36 FROM I-75/BUTTS COUNTY TO SR 18/LAMAR COUNTY	Construction	\$ 1,040,240
LR	Bridges	CR 290 N OF SR 36 @ TUSSAHAW CREEK	Construction	\$ 726,000
LR	Bridges	CR 290 N OF SR 36 @ TUSSAHAW CREEK	Engineering	\$ 73,000
LR	Passing Lanes	SR 42/US 23 PASSING LANES @ 2 LOC BT JACKSON & JENKINSBURG	Construction	\$ 9,066,000
LR	Roadway Project	JACKSON SOUTH BYPASS FM SR 16 @ BERT RD TO SR 16 @ BIBB STA	Construction	\$ 15,308,000
LR	Roadway Project	JACKSON SOUTH BYPASS FM SR 16 @ BERT RD TO SR 16 @ BIBB STA	Right of Way	\$ 6,939,000

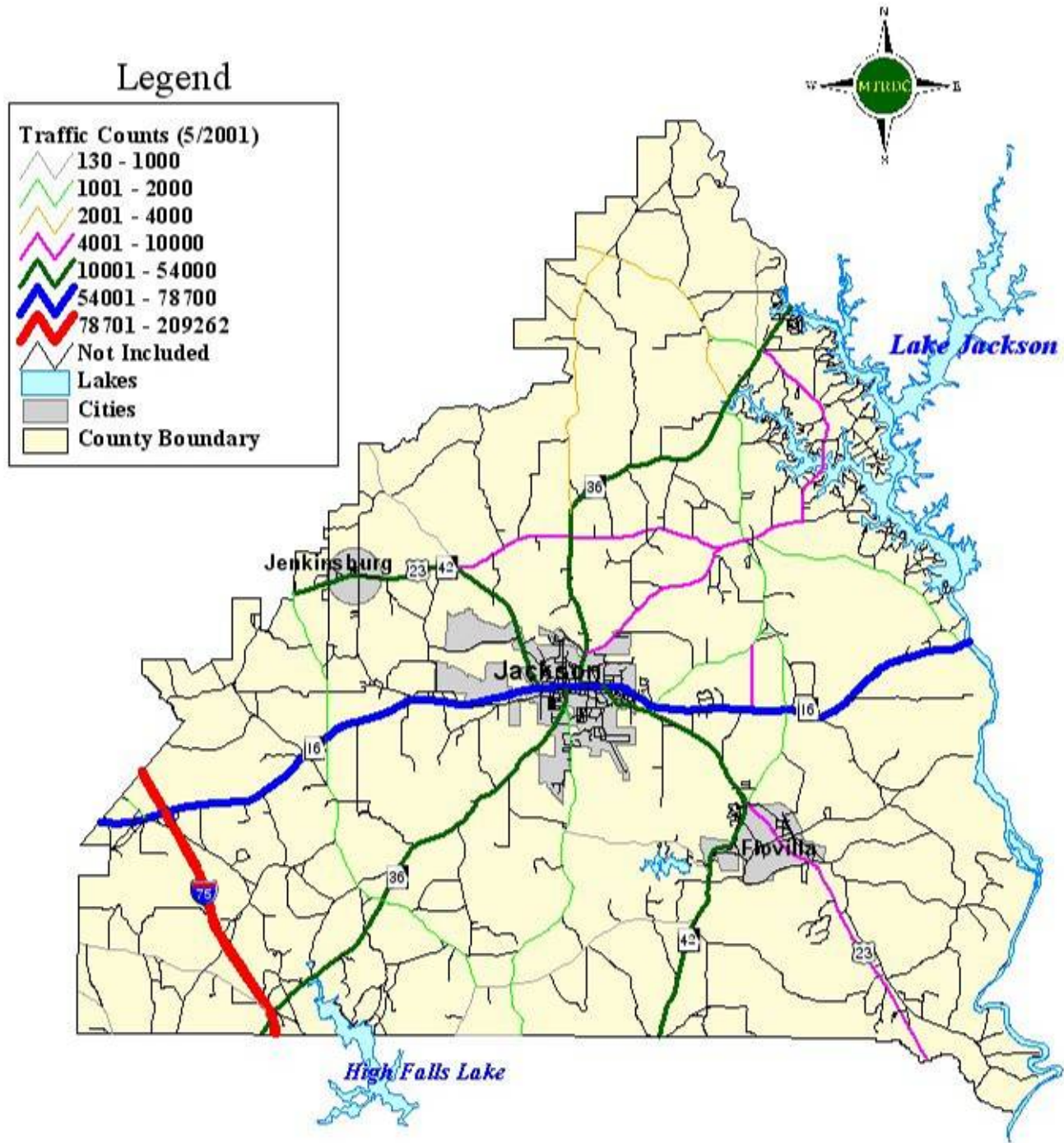
# Map T1 - Road Network



Source: State Basemap of Georgia (2000); Georgia DOT (1996); U.S. Census Bureau (2000);



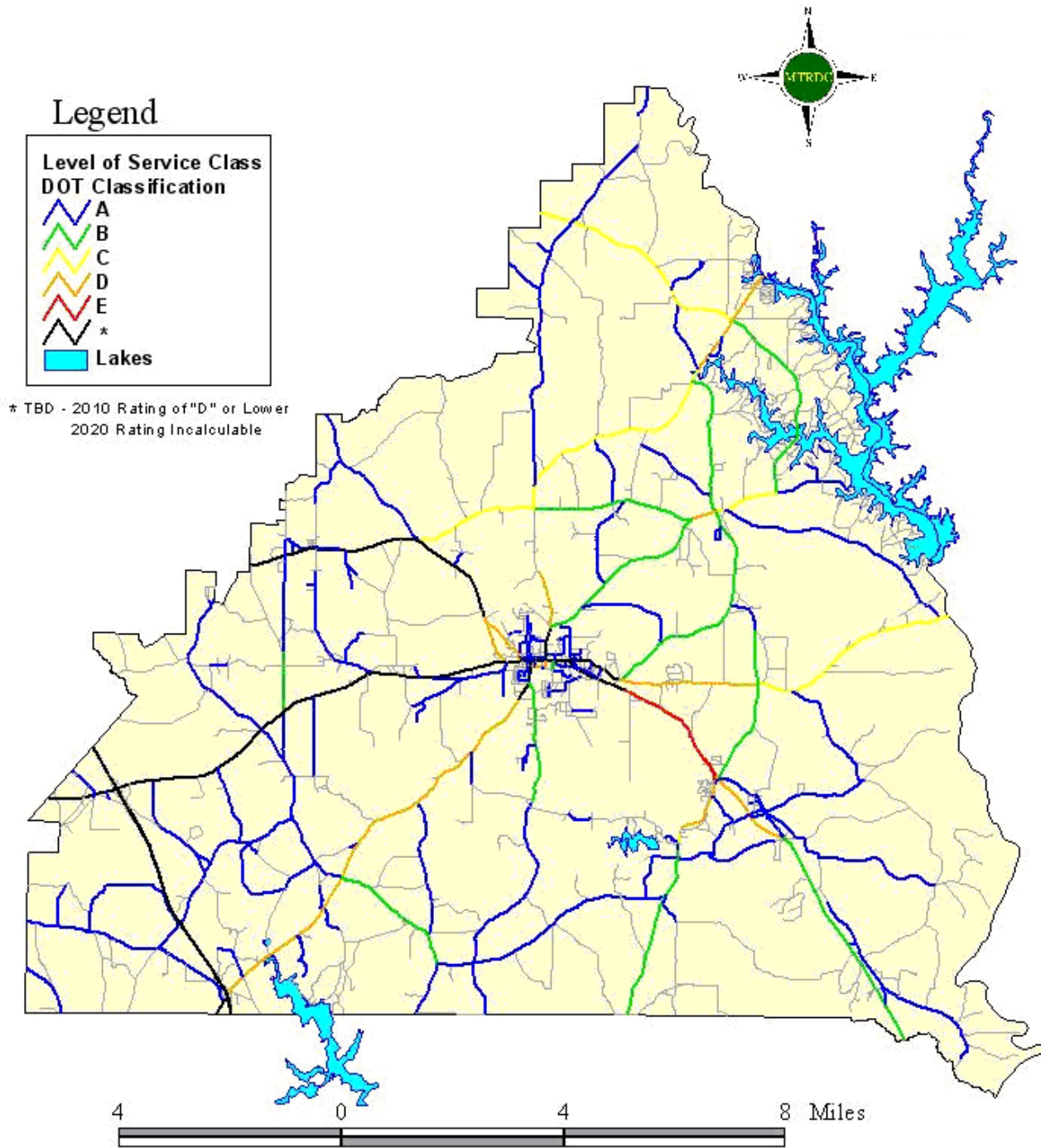
Map T2 - Traffic Patterns



Source: State Basemap of Georgia (2000); Georgia DOT (1996-2001); U.S. Census Bureau (2000); MTRDC (1998-2002)



# Map T3 - Projected Level of Service





Source: Georgia DOT (1996-2000); State Basemap of Georgia (2000);  
MTRDC (2004)




Map T4 - Scheduled Road Improvements

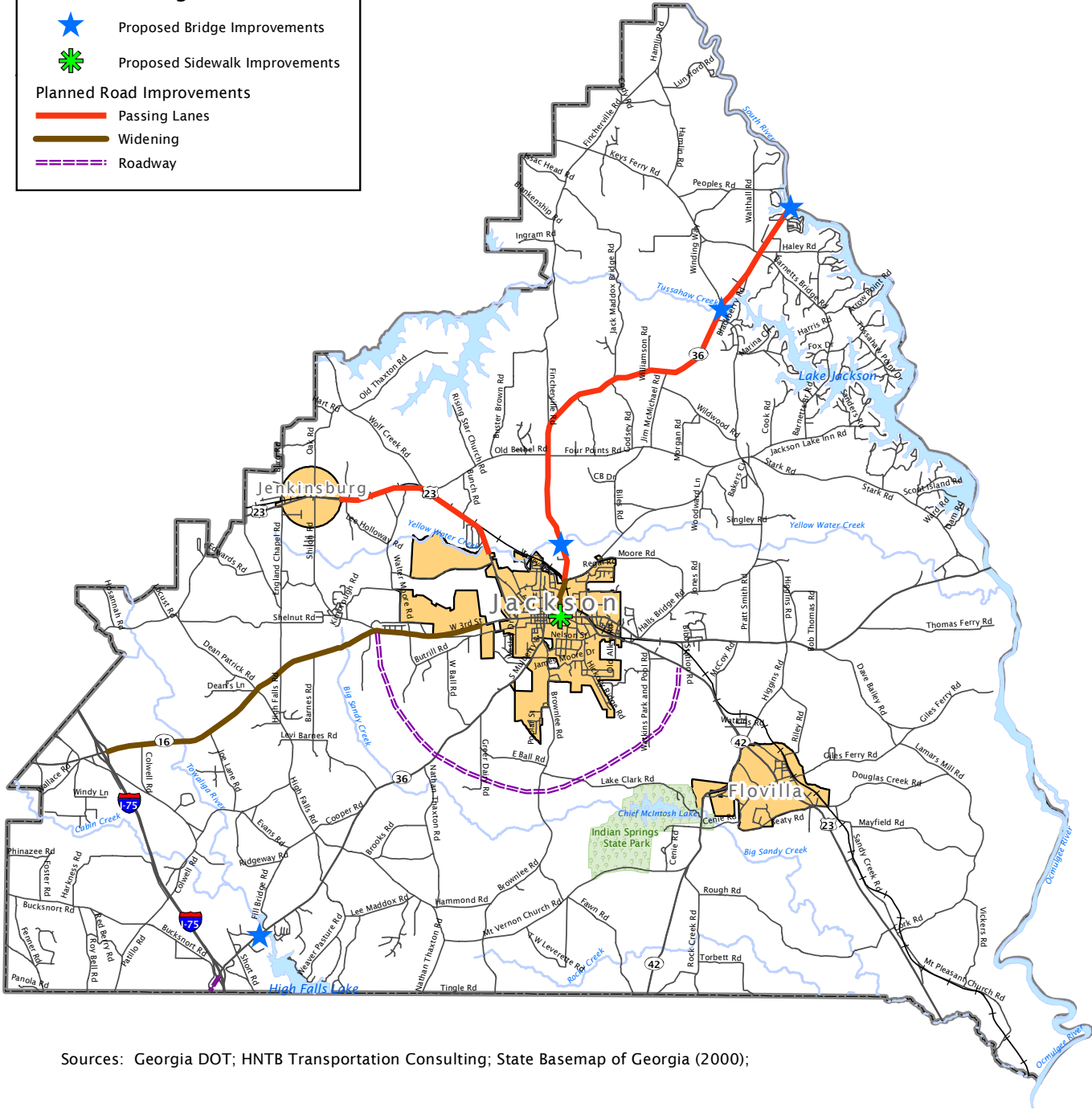
Planned DOT Transportation Improvements - Butts County, Georgia

**Legend**

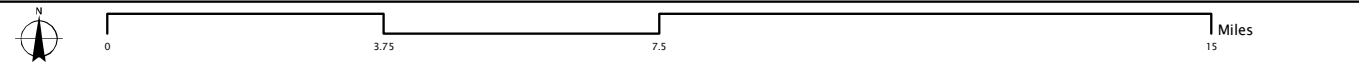
-  Proposed Bridge Improvements
-  Proposed Sidewalk Improvements




**Planned Road Improvements**

-  Passing Lanes
-  Widening
-  Roadway



Sources: Georgia DOT; HNTB Transportation Consulting; State Basemap of Georgia (2000);



<p>Butts County, Comprehensive Plan Update 2007 R.A.C. Number: 06050.10</p>	 <p>Butts County, Georgia</p>	 <p>Robert and Company Engineers, Architects, Planners 239 Peachtree St. NE International Tower, Suite 2000 Atlanta, GA 30303</p>	 <p>Jerry Weitz &amp; Associates, Inc. Planning &amp; Development Consultants 1225 Rucker Road, Alpharetta, Georgia 30004 Phone: (770) 751-5000 • E-Mail: jerry@jerryweitz.com www.jerryweitzassociates.com Fax: (770) 751-0798</p>
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## **Public Transportation**

Public transportation allows people otherwise unable to travel greater access to the community, and can support a community's health and vitality by providing a functional alternative to private automobile ownership. Public transportation is also a means of diffusing traffic pressures, alleviating the environmental concerns stemming from roadside development, and for stimulating residential and commercial activity.

While no formal bus system exists within rural Butts County, a number of public programs have been in operation to assist those unable to travel on their own. Since 1995, the McIntosh Trail RDC has managed a Unified Transportation System funded by the Georgia General Assembly and the State Department of Transportation. In recently implementing this program in Butts County, the RDC facilitated the coordination of multiple agencies and organizations providing various transit services to county residents. While also providing limited open public service, the UTS specifically provides transportation to the elderly, disabled, Medicaid recipients, and job training programs for low-income areas. Now working regionally, this system will serve as the monitor for any future upgrades for traditional public transit services.

### Assessment

The transportation service provided in Butts County has proven cost effective in meeting the local demand. However, the system is currently running at or near capacity, and as part of a regional system is susceptible to program-wide issues that may originate outside of Butts County. Continued growth within the low-income population may create a demand for additional transit service and/or more pedestrian access to employment and activity centers. However, there is a strong likelihood Butts County will be designated part of metropolitan Atlanta for metropolitan transportation planning purposes within the planning period. Once this happens, Butts County will have greater requirements for public transportation but will also have access to greater resources and coordination with other organizations.

## **Railroads**

Butts County is bisected by a Norfolk Southern rail-line that runs north/south. Used exclusively for freight traffic, this line serves as many as 50 trains per day and is geared for service within the county. Piggyback services for east-west lines and additional routes are available both in Atlanta and Macon. One of the county's industrial parks sits alongside approximately two miles of the track line, with roughly four service docks available for local businesses.

Georgia has been studying the potential for passenger rail services throughout the state, particularly with commuter service feeding into metro-Atlanta. Most of the studies to-date have outlined how the line through Butts County is too busy already to supply this service and have directed the major north-south route to the less-used rail line 20 miles west in Griffin. Regardless of the eventual passenger rail scenario, plans have been made to provide public transit/ van service to ensure Butts County residents have quality access to the nearest passenger station available.

### Assessment

The foremost need for rail service within Butts County is the maintenance of the existing commercial access. The Industrial Development Authority and other organizations must work with local businesses to ensure their needs for routes and services can be maintained. The potential for passenger service can be reviewed if/when the State Rail Passenger Authority examines a route through Butts County. Until then, the County should work to make sure the local public transportation assists in providing access to passenger rail stations projected for neighboring counties.

### **Airports**

While a number of private airfields do exist in Butts County, there are no commercial airports within Butts County. Commercial service is available through airports in many neighboring communities, such as Griffin and Hampton, and Butts County lies within 40 miles of Hartsfield International Airport. The nation's largest and second busiest facility, this provides almost all of the major passenger and commercial service required for Butts County as well as a strong source of regional employment opportunities.

Recent discussions concerning the relocation of the Griffin-Spalding County Airport have prompted the idea of a regional facility. One scenario proposes relocating the airport to Butts County to provide closer access to I-75 and relieve potential land use conflicts surrounding the existing site. The new location might also allow the facility to be larger and accommodate more and bigger aircraft, something the current site is facing difficulty in providing. The Butts County Industrial Development Authority has worked with the Griffin-Spalding Airport Authority and other organizations to study the feasibility and potential of such a relocation.

### Assessment

Currently Butts County does not need a commercial facility of its own, though the availability could allow for stronger economic development. Pending the outcome of the regional airport proposal with Griffin and Spalding County, Butts County has no critical needs for commercial airports at this time or within the planning period.

### **Alternate Transportation**

Butts County does not have an extensive system of sidewalks or other pedestrian pathways. A fair volume of sidewalks exists within Jackson, but expansion of the network has not yet reached the outer fringes of city growth. As new and more public facilities are placed outside of the central city hub, more consideration must be given to sidewalks/ pedestrian paths as a means of linking these facilities with population centers.

Other non-vehicular modes, such as bike and boat travel, are becoming more popular in the county. Requests have been made of the county to examine the feasibility of more access points along Lake Jackson and the Ocmulgee River, including the possible designation of a formal route for boaters complete with signage and promotion. Bike

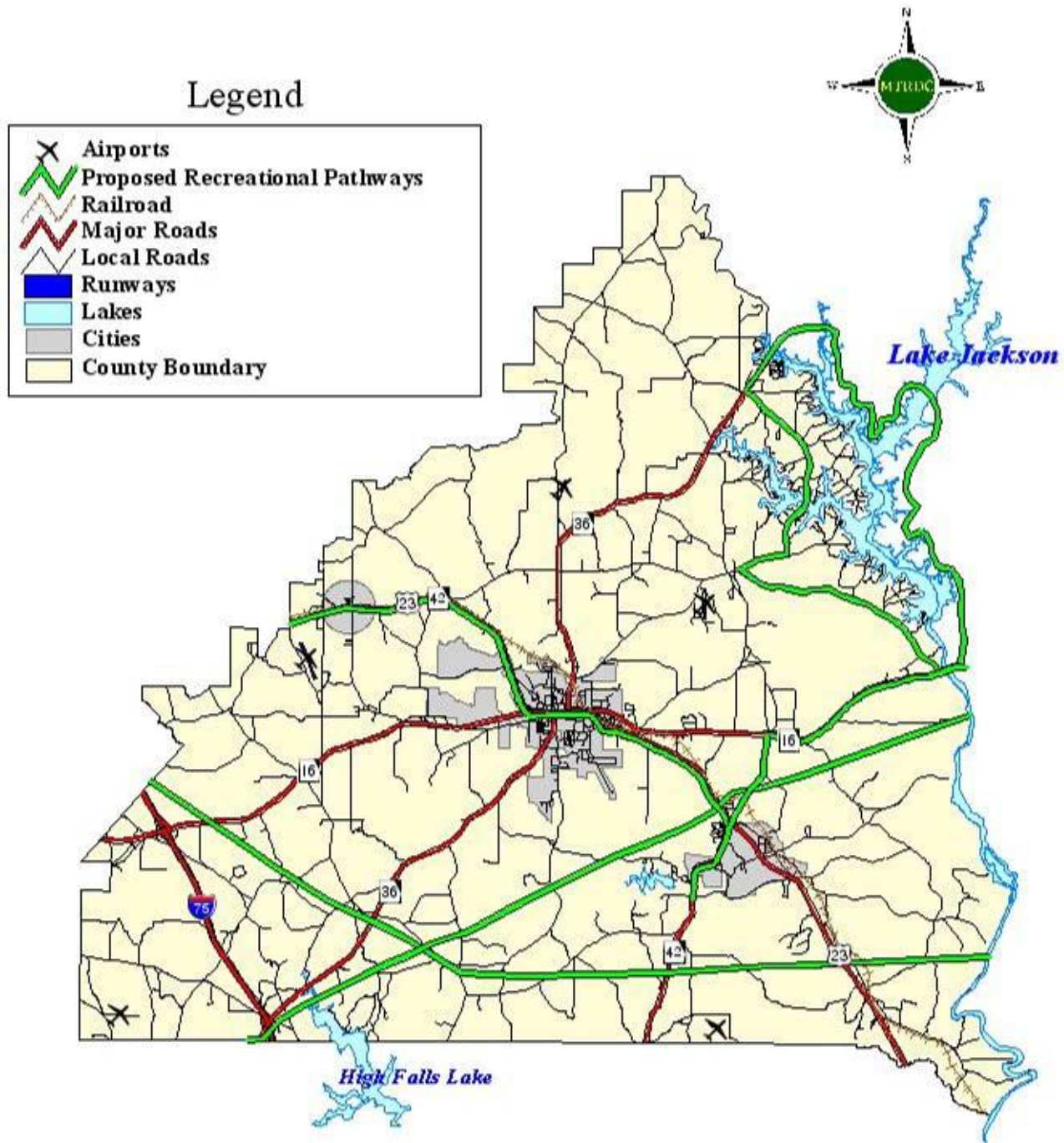
paths and horse trails have also been requested throughout the county, with particular attention to linkage with the County's Recreation Center, Indian Springs State Park and Dauset Trails.

### Assessment

Despite the provisions of the UTS and road improvements, Butts County's transportation infrastructure is not very conducive to efficient transportation other than by private automobile. The county's rural nature and suburban development patterns are on pace to render the major arterials into high speed through roads as the resident population grows further and further away from activity centers. Alternative measures, such as improved sidewalks, pedestrian and bike paths should be included in future transportation plans to alleviate the road network and foster more compatible land uses. These alternative measures need to be coordinated with the county's new Recreational Pathways and Greenspace Programs.



Map T5 - Alternate Transportation Facilities



Source: State Basemap of Georgia (2000); Georgia DOT (1996-2002); U.S. Census Bureau (2000); MTRDC (1998-2002)



## **PUBLIC FACILITIES AND SERVICES**

Public facilities and services are those elements vital to a population's health, safety, and welfare that are most effectively provided by the public sector, such as sewerage, law enforcement and school services. The Public Facilities and Services element examines the community's ability to adequately serve the present and projected demands for such services, identifying concerns with the spatial distribution and conditions affecting service delivery. These assessments can then assist in projecting future demands and in planning future capital improvement projects.

In addition to the inventory included in this chapter, an updated and more detailed assessment of future facility improvement needs has been developed as a full Capital Improvements Element of the Comprehensive Plan.

### **Water**

There are currently four separate agencies providing water within Butts County, including the municipal water systems of the Cities of Jackson, Jenkinsburg, and Flovilla, as well as the Butts County Water & Sewer Authority (BCWSA). A map depicting the generalized water supply infrastructure as well as municipal water service areas is provided in Map F1. The primary raw water supply for the county is an intake from the Ocmulgee River just downstream from Lake Jackson. The BCWSA also retains a reserve water intake point on the Towaliga River that is available for service when needed. In addition to these surface water intake points, there are several groundwater wells, which provide supplemental water supply. For example, there are three wells operated by the DNR within Indian Springs State Park, five wells within the City of Flovilla, two wells at Forest Glen Estates, one well at Jackson Lake Mobile Home Park, and four emergency wells at the Georgia Diagnostic Center State Prison.

For water treatment, the Butts County Water & Sewer Authority operates a treatment facility at the Ocmulgee intake point that is permitted to withdraw 4 million gallons per day (MGD) from the river. The average daily withdrawal is approximately 2.5 MGD. The Towaliga River water treatment plant is owned by the City of Jackson and has a permit to withdraw up to 1.25 MGD. While the Towaliga plant is available for standby use, the plant has not been in service since 1997 and would require significant modification to be brought back into regular use.

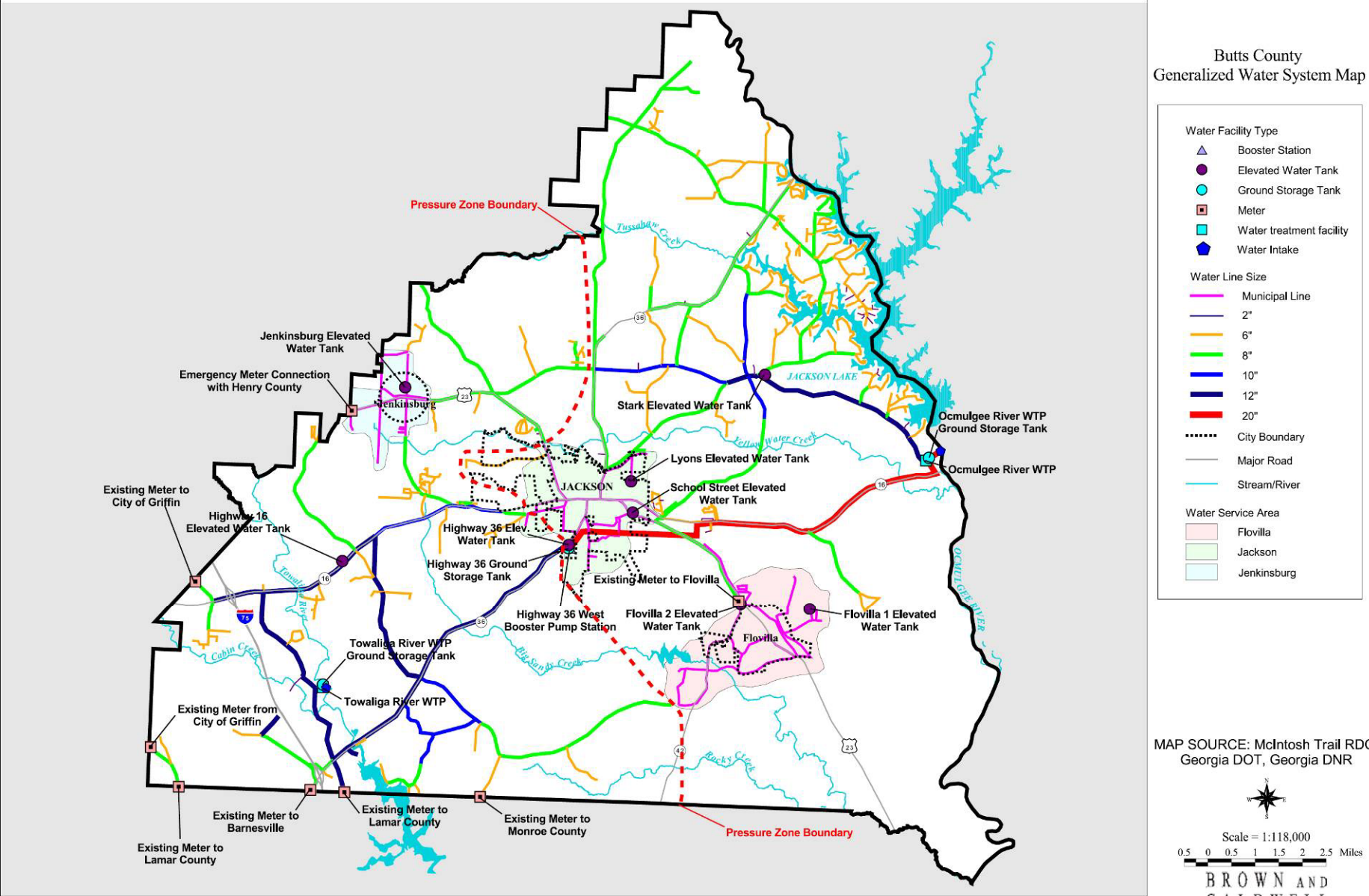
### **Assessment**

The distribution of water is one of the key factors to attracting and/or restricting growth now that Butts County is expecting significant residential development in the years to come. The BCWSA water distribution system includes approximately 225 miles of water mains that supply water to the most populated regions of the county. Currently, the main network for distributing water is concentrated within the City of Jackson, on the county's north side around Jenkinsburg, and between Jackson and Lake Jackson. Additional water service is provided to customers in the southwestern portion of Butts County through a contractual arrangement with the City of Griffin. Initiated in 1999, this provides water to households along Chappell Mill Road and Fenner Road. One notable exception is the southeast corner of the county along the Ocmulgee River, which currently has little or no available water distribution infrastructure. The water

distribution system has two pressure zones (See Map F1): a high pressure zone in the west and a low pressure zone in the east. These zones served as planning areas for the BCWSA's Water and Sewer Master Plan.

The Butts County Water & Sewer Authority's recent 50-year Management Plan has outlined the need to upgrade its system in order to meet anticipated growth. Using aggressive population projections, the BCWSA anticipates a rise in water demand from 1.7 MGD in 2000 to 7.5 MGD by 2030. Several upgrades to the BCWSA's current water treatment and distribution system would be required in order to meet the county's needs in the event of such rapid population growth. Potential alternatives include increased withdrawal from the Ocmulgee, reactivation of the Towaliga River intake, and the construction of new water storage reservoirs. Potential reservoir locations have been identified at the Towaliga River and along Panther Creek.

Map F1 - Butts County Generalized Water Systems



Source: Butts County Water & Sewer Authority Master Plan, 2005.

## Wastewater Systems

Wastewater treatment facilities represent a key piece of public infrastructure that has profound effects on the location and capacity for growth. In particular, access to sewer facilities allows for much greater density of development for both residential and non-residential growth. Wastewater treatment infrastructure is also among the most expensive public facilities to build and maintain. Because gravity flow operation dictates much of the feasibility of sewer systems, wastewater treatment planning is often conducted by basins or “sewersheds.” The Butts County Water and Sewer Authority (BCWSA) is responsible for oversight of the provision sewer within unincorporated Butts County, while the City of Jackson operates some wastewater treatment facilities within its municipal jurisdiction.

The limited amount of sewerage service available remains Butts County’s primary restriction to growth. While service is available within Jackson and for a select portion of the industrial developments near I-75, the capacity to treat more sewage is the prohibiting factor. As the population grows, facility improvements and service expansion will become more cost effective. However, any efforts to produce notable upgrades in the county’s ability to provide sewerage in the near future would require significant assistance from outside sources.

In 1999, the Butts County, et al. Water & Sewer Authority completed the first phase of a sewer system for unincorporated Butts County. The Authority used proceeds from the 1997-2002 Special Purpose Local Option Sales Tax to construct the first phase of the system. The initial focus has been to provide sewer service to the Interstate 75 corridor at the Georgia Highway 36 interchange in order to promote commercial and industrial development.

The first stage of development included construction of the Bucksnot Ranch land application sewage treatment facility, a main lift station, force main connecting the lift station to the treatment facility, and some gravity sewer lines in the service area. Treatment capacity for this system is 300,000 gallons per day (GPD), with start-up flows at approximately 20,000 GPD. Build-out flows from the Highway 36 interchange were originally estimated at 500,000 GPD by the year 2010.

### Assessment

The BCWSA’s 50-year master plan for water and wastewater service expansion examined both the potential for centralized and decentralized wastewater management. Centralized wastewater treatment involves the construction of large sewer lines, lift stations, and force mains to transport wastewater to a centralized wastewater treatment plant or point discharge location. Decentralized systems typically utilize some form of land application such as septic systems and aerobic treatment units (ATUs). While centralized systems have a huge overall cost, they are recognized as offering a higher overall efficiency with better treatment and operation than decentralized systems. In contrast, smaller, decentralized wastewater treatment systems have a much lower capital cost, but often perform poorly. While technical advances have improved the efficiency of some decentralized treatment systems, both septic and aerobic treatment options require regular operation and management attention in order to prevent system failure. Because of these factors, the overall

strategy of the BCWSA supports centralized sewer service expansion over distributed systems.

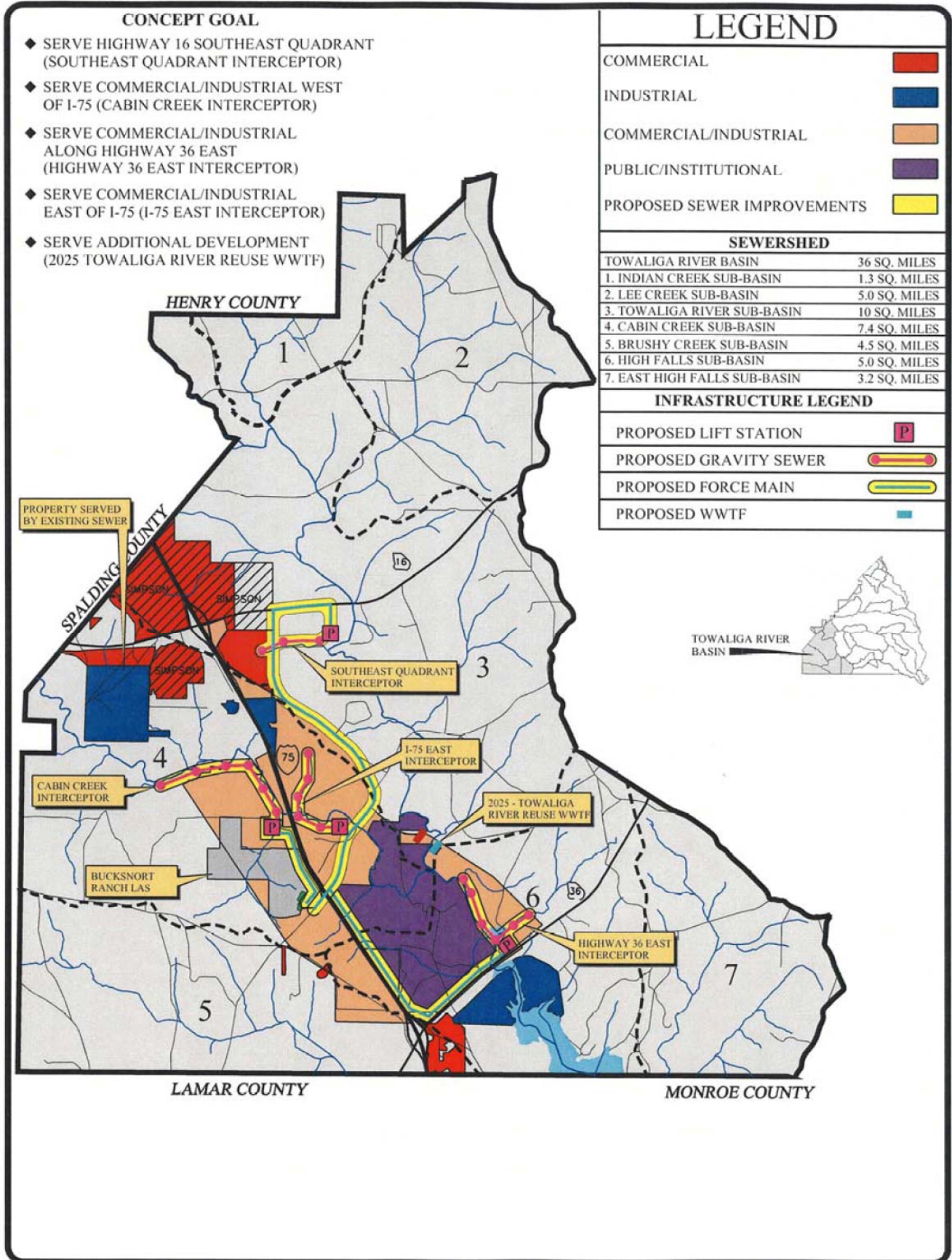
Environmental and public health concerns associated with wastewater treatment in Butts County are the most prominent within the water supply watersheds identified in the Natural and Cultural Resources element of the Comprehensive Plan. These include Lake Jackson, the watershed upstream of the Towaliga River water intake point, and the Henry County Reservoir. Failed septic systems within these watersheds represent the greatest potential public health concern stemming from wastewater treatment.

The BCWSA has limited economic potential for developing centralized systems in the sewersheds that do not currently have existing treatment facilities or the capacity to transport wastewater to existing facilities. Thus, wastewater expansion plans are centered on increased capacity and linkages to existing facilities. Currently, the BCWSA operates centralized wastewater treatment in the Towaliga River Basin in the southwest corner of Butts County. The City of Jackson also maintains some wastewater treatment operations within the Yellow Water Creek Basin on the north side of the city, and within the Big Sandy Creek Basin on the south side of the city. The two wastewater treatment facilities on the north side of Jackson are very near operating capacity with no reserve for expanded service. The wastewater treatment facility on the south side of Jackson is operating at about 30 percent capacity with about .5 MGD in operating reserves.

Both the BCWSA and the City of Jackson have a stated policy of prioritizing extension of wastewater treatment to commercial and industrial users for the purpose of encouraging economic development. The first priority for wastewater service expansion in unincorporated Butts County is along the I-75 corridor, within the Towaliga Basin. Wastewater treatment improvements along the I-75 corridor may enable the expansion of industrial and commercial activity envisioned within the comprehensive plan. Thus, improvements within the Towaliga Basin, including several new sewer trunk lines, lift stations, force mains, and a new wastewater treatment facility (WWTF) have been included as short-term facility expansion priorities. These sewer improvements recommended within the BCWSA's water and sewer expansion master plan are depicted on Map F2. Additional long-term wastewater treatment infrastructure is planned on the south side of Jackson within the Big Sandy Creek sewershed. These improvements are intended to serve potential commercial and industrial uses planned south of Jackson in and around the proposed quarry site. Recommended sewer improvements within the Big Sand Creek sewershed are depicted in Map F3.

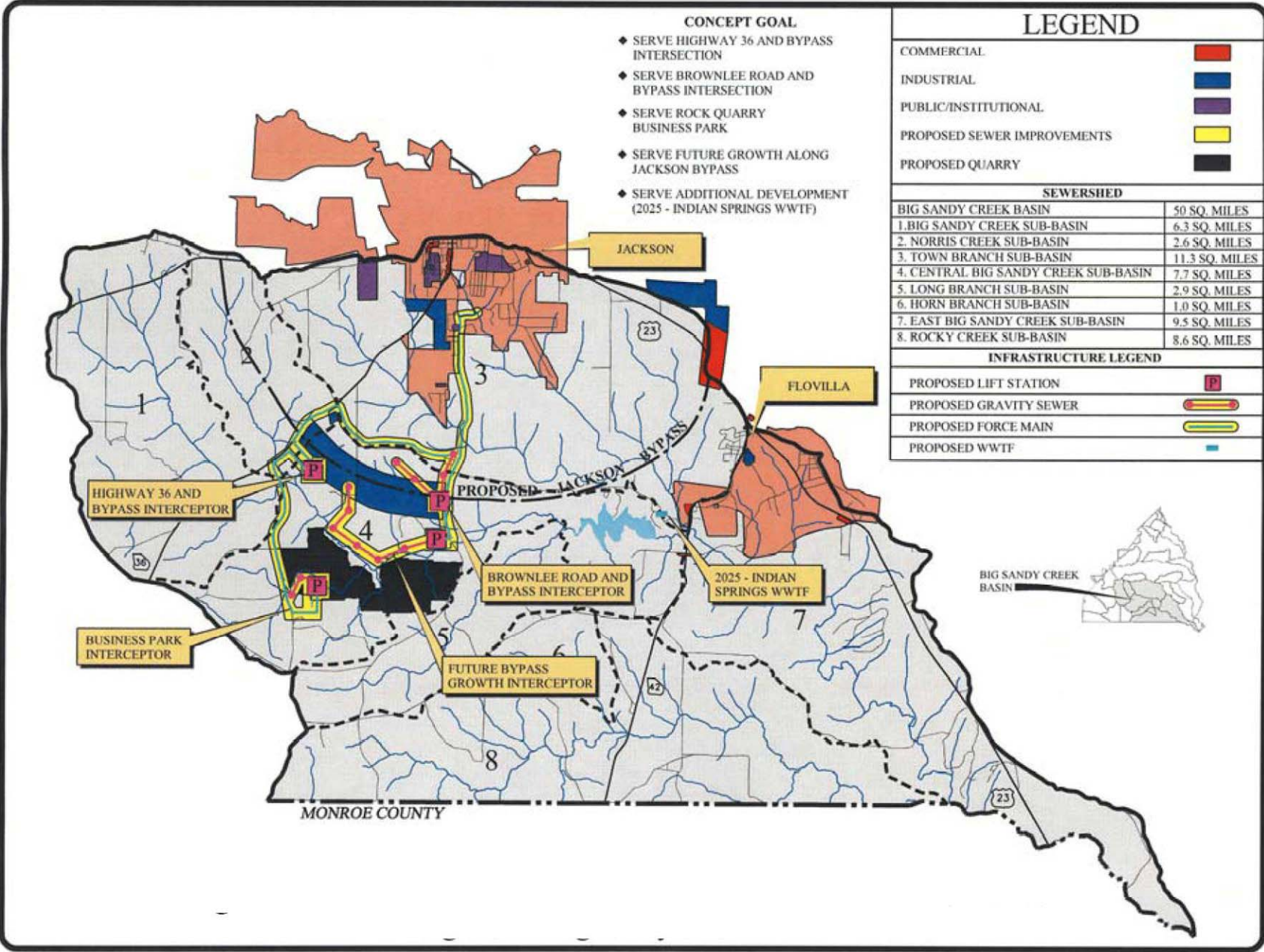
In addition to the improvements planned by the BCWSA, intergovernmental agreements for the provision of water and wastewater treatment may be beneficial to the county. The City of Locust Grove is currently constructing a 1.5 MGD wastewater treatment facility that is expandable to an ultimate capacity of 6.0 MGD. Such an agreement could help mitigate potential conflicts between the suburban growth pressure from Henry County identified in the comprehensive plan (See Character Areas Map, p.19) and the Towaliga water supply watershed.

# Map F2 - Recommended Sewer Improvements, Towaliga Basin



Source: Butts County Water & Sewer Authority Master Plan, 2005.

Map F3 – Recommended Sewer Improvements, Big Sandy Creek Basin



Source: Butts County Water & Sewer Authority Master Plan, 2005.



## **Solid Waste Management**

Butts County last updated its Solid Waste Management Plan (SWMP) in 2005 for the planning period of 2005-2015. Cities and counties within Georgia are required to update their solid waste management plans once every ten years. The purpose of the SWMP is to ensure that adequate solid waste collection and disposal capacity are available for the ten-year planning horizon. The plan must also identify all solid waste handling facilities within the jurisdiction as well as land areas unsuitable for new solid waste handling and disposal facilities. Finally, waste reduction is also a stated goal of the solid waste planning process. However, Georgia has recently backed off its goal of reducing solid waste generation by 25 percent as compared to 1993 disposal rates.

Butts County's Brownlee Road Landfill was closed in 1999. Since this closure, the county does not operate a landfill or a formal collection service for its residents and commercial establishments. Instead, the collection service offered by Butts County is a voluntary program for residential users and includes seven (7) manned collection centers that are strategically located throughout the county for residents to dispose of their waste and some recyclable items. Within the three municipalities in Butts County, weekly curbside pickup service is available. The Cities of Jackson and Flovilla both contract with private companies to dispose of their municipal solid waste, while Jenkinsburg operates its own collection service.

During the base year of 2004, 27,117 tons of municipal solid waste and recyclables were disposed in Butts County. Approximately 18,365 tons entered landfills, while 628 tons were recycled. The rate of disposal for municipal solid waste in Butts County was 6.49 pounds per person per day (ppd), as compared to 7.52 ppd for the state as a whole. The county's disposal rate is projected to increase 1% annually, consistent with the state's overall trend toward growth in per capita waste disposal.

Waste reduction efforts in Butts County are coordinated through the county's Environmental Department, which operates seven collection centers throughout the county. The county's recycling centers are located at 1) Halls Bridge Road; 2) Keys Ferry Road; 3) Brownlee Road; 4) Colwell Road; 5) England chapel Road; 6) Bibb Station Road; and 7) Brooks Road.

A privately owned landfill, Pine Ridge Recycling Landfill is located in Butts County. There is also one privately owned inert waste facility proposed to be located in Butts County along GA-36 south of the City of Jackson. Butts County utilizes the Pine Ridge landfill to dispose of municipal solid waste. The Pine Ridge Recycling Landfill has an estimated useful life that extends far beyond the ten-year scope of the County's recent Solid Waste Management Plan.

### **Assessment**

Overall, the solid waste management program for Butts County and its municipalities has been relatively efficient. Due to the rural nature of the unincorporated county, the collection box system is adequate to serve the needs of the county in the immediate future. However, as the county continues to be influenced by suburban growth and the expansion of the Atlanta metro region, the need for collection service is likely to grow. As population densities increase in suburban developing portions of the county,

collection service will become more feasible. Because the comprehensive plan encourages new development to locate near existing developed areas, it may be feasible to extend municipal collection systems to some locations adjacent to existing service areas. New collection centers may also be warranted in areas likely to experience increased growth. In particular, the area of southeast Butts County containing the RoseHill master planned community is likely to require an additional collection facility, since there is currently no facility in that region of the county. The density of this planned community will also eventually merit curbside collection as the community approaches buildout. The Pine Ridge Recycling Landfill is likely to meet the disposal needs of the county for at least the next decade, including the increased population associated with the RoseHill development.

## **Fire Protection**

Fire protection services provide not only the direct benefit of safety against hazards, but the ability to provide such services traditionally ensure a higher quality of life for urbanized communities by permitting greater numbers of residents and activities at lower insurance costs. Half of this is dependent on the distribution of the public water system, the other half is the make up of the personnel, facilities and equipment needed to perform the actual protection services.

### Assessment

To help measure the performance or value of fire protection services, a national fire protection rating system has been established by the Insurance Services Organization to evaluate the adequacy of fire protection services in a community. Ranging from 1 to 10, communities with more than adequate personnel and water systems would score very low, while areas with sparse public water and volunteer firemen would score very high. Butts County's current fire insurance rating is 6, with possible changes in the future depending on the volume of new households and expansion of the public water system and fire plugs. The performance of the County Fire Department overall has been considered satisfactory for existing needs, with the intention to purchase more/newer gear and minor equipment in the coming years.

The County Fire Department, which serves the entire county and all municipalities, consists of both full and part-time personnel. The Department features 7 districts/stations distributed throughout the county. These fire service districts are displayed in Map F4. Including administrative staff, there are 40 full time employees of the fire department and 45 volunteers throughout the county. Primary equipment includes 6 fire trucks, 5 ambulances, 2 squad cars, and 4 staff vehicles. Most of the county is served by volunteer stations, but the overall level of performance has been rated positively according to citizen comments and surveys. Only the stations in Jackson, Jenkinsburg, and near the I-75/Hwy 36 commercial area have full employee staffs.

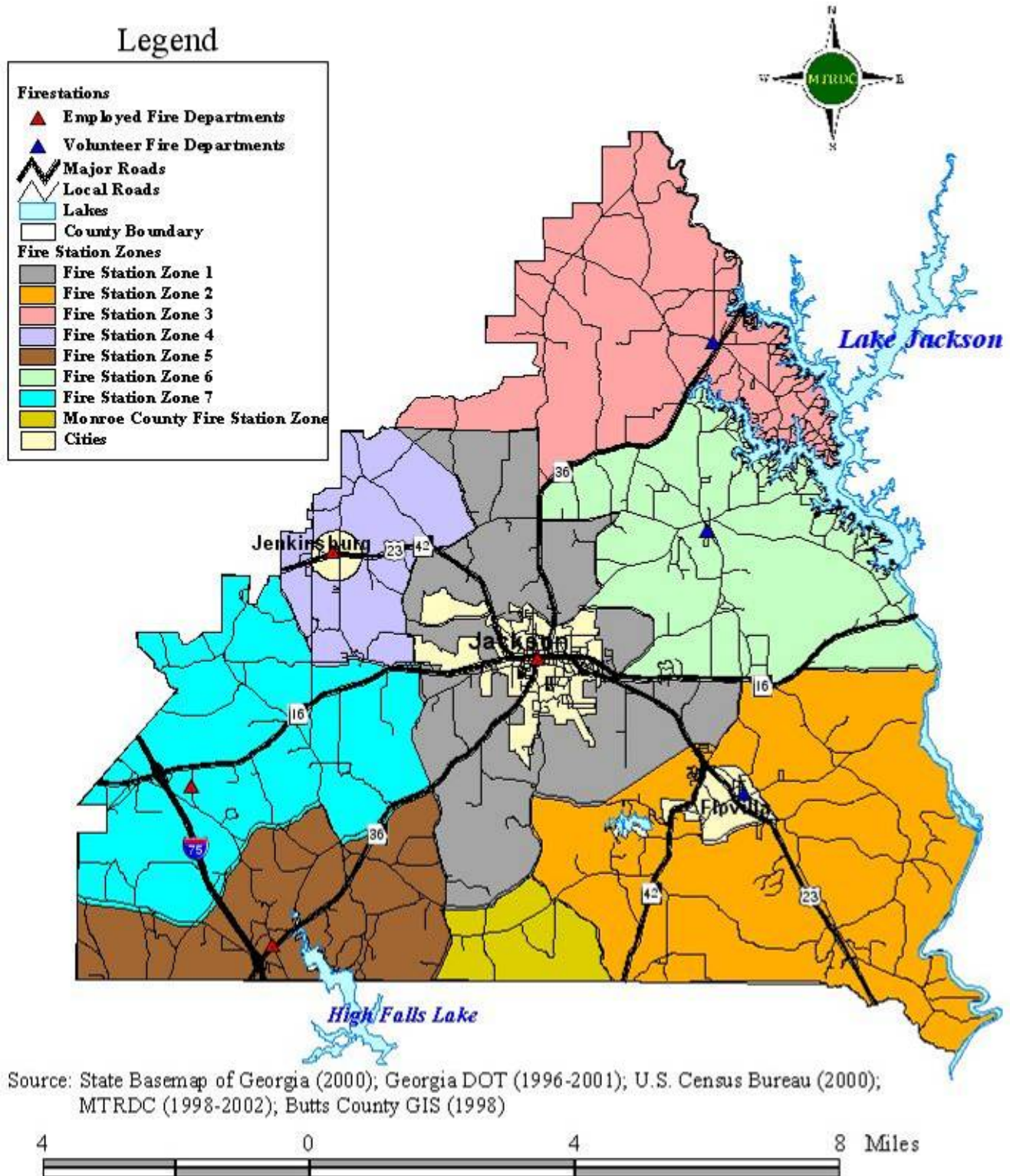
See Capital Improvements Element for detailed future fire protection improvement needs.

**Table F3- Butts County Fire Protection District Profiles**

Station/ District	2000 Population	Volunteer/ Employee Staff
<b>1 - Jackson</b>	<b>6196</b>	<b>Employee Staff</b>
<b>2 - Flovilla</b>	<b>2218</b>	<b>Volunteer</b>
<b>3 - North Jackson Lake</b>	<b>2719</b>	<b>Volunteer</b>
<b>4 - Jenkinsburg</b>	<b>1330</b>	<b>Employee Staff</b>
<b>5 - Southwest/ High Falls</b>	<b>2855</b>	<b>Employee Staff</b>
<b>6 - East Jackson Lake</b>	<b>2210</b>	<b>Volunteer</b>
<b>7 - West/ Hwy 16</b>	<b>1808</b>	<b>Volunteer</b>
<b>Monroe County Fire Dept.</b>	<b>159</b>	<b>NA</b>

Source: MTRDC, 2002, based upon US Census Data

# Map F4 – Fire Protection



**Police Services**

The County Sheriff’s Department is responsible for providing law enforcement to the general citizens of Butts County. The Department is also responsible for management of the County Jail and assisting the County Court during proceedings. Designated law enforcement zones within Butts County are depicted on Map F5.

Assessment

The foremost factor that warrants attention is the number of officers within the Department. Currently, the Department employs 53 people, including 31 deputies, 4 administrative personnel and 18 jailors operating the county detention facility. The Federal Bureau of Investigation suggests a ratio of 3.8 employees per-1000 persons for suburban counties, and in 1991 the southern United States had an average of 2.4 employees per-1000. This ratio suggests the Butts County Sheriff’s Department is understaffed by roughly 28 persons, and will have to be monitored as the county experiences continued suburban growth. While surveys have described the level of police protection in the county as predominantly good, the staffing concerns with the Sheriff’s Department threatens the future ability to respond to service calls; Despite a fairly consistent number of employed officers during the 90’s, Butts County experienced about a 300% increase in the percentage of service calls between 1994 and 1998.

**Table F4- Police Zones & Population Served**

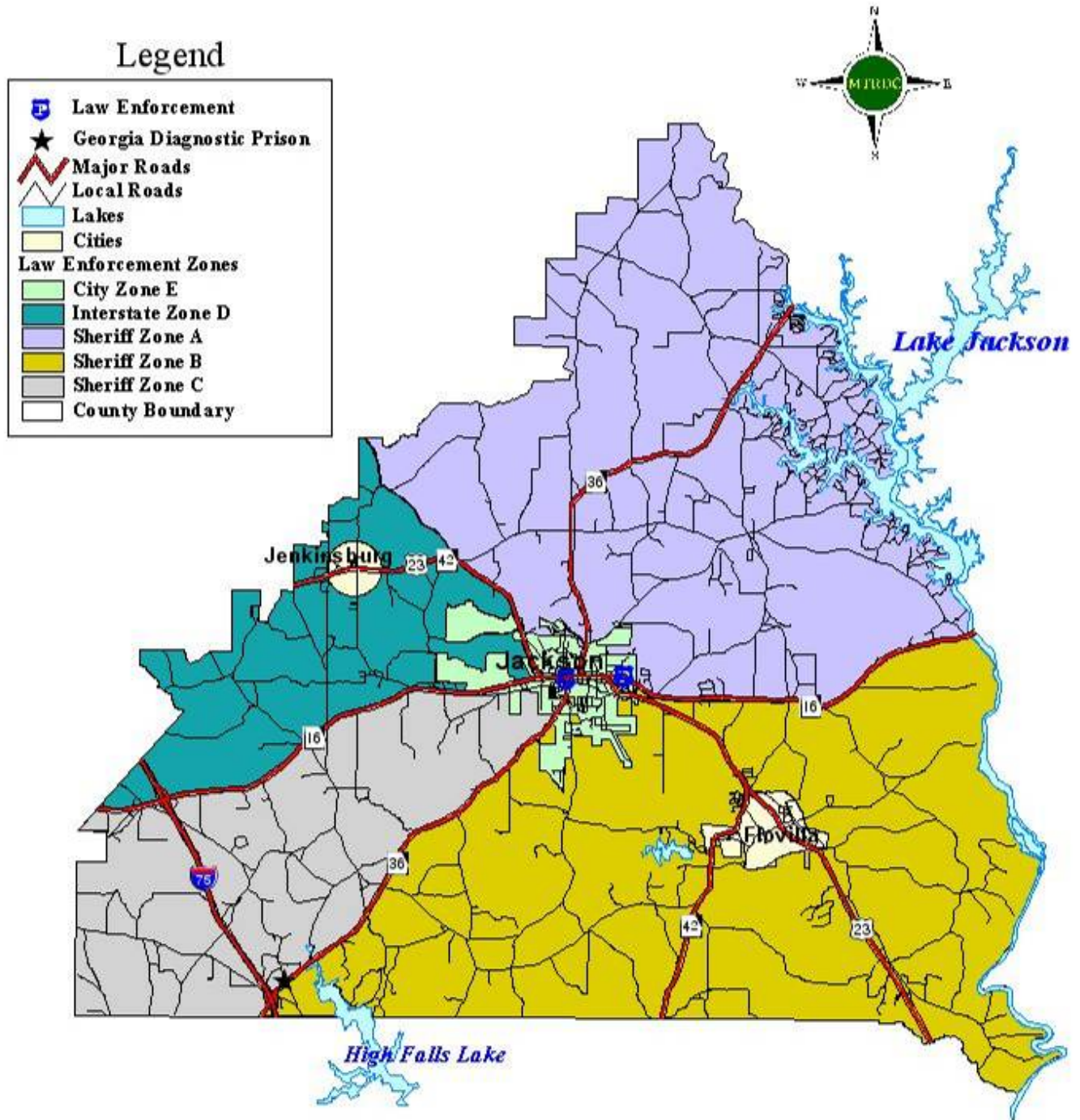
<u>Sheriff’s Zone</u>	<u>2000 Population</u>
A	6,952
B	4,282
C	3,625
D (I-75)	1,705
E (Jackson)	2,931

Source: MTRDC, 2002, based upon US Census Data

The county jail has a capacity of 100 inmates, with average population for the past two years varying between 90 and 100+ inmates, a majority of who are being held while awaiting trial. The facility was constructed in 1996 with a life expectancy of roughly 30 years, but the county’s current growth rate has increased demand. The Department does have an arrangement with the City of Jackson for access to their facility, but this comes at a fee and does not have the capacity to handle the expected increases in the demand for space.

See Capital Improvements Element for detailed Public Safety improvement needs.

Map F5 – Law Enforcement



Source: State Basemap of Georgia (2000); Georgia DOT (1996-2001); U.S. Census Bureau (2000); MTRDC (1998-2002); Butts County GIS (1998)



## **Health Care**

Currently Butts County has one local hospital, Sylvan Grove and a County Health Department. Both facilities are located in Jackson and are considered sufficient to meet the present demand for basic medical care.

### Assessment

Sylvan Grove features 25 beds for inpatient care, with a regular demand for about 10 beds. The hospital can handle light emergency cases and outpatient treatment, however, more intensive cases are traditionally taken to Spalding Regional or Henry County Medical unless specialized care requires submission to a major facility in Atlanta. As the county grows, particularly in terms of the elderly population, the demand for more diversified and increased medical services will arise. It is anticipated that the demand for doctors and supporting staff will increase to at least twice the current allotment, and the facilities at Sylvan Grove will need renovations and upgrades.

### **E-911**

Currently the Butts County Emergency Communications Department operates a call center out of a 1,000 square foot facility next to the sheriff's office on 1471 E. 3<sup>rd</sup> Street in the City of Jackson, Georgia. The department is soon planning to move into the County administrative center located at 625 West 3<sup>rd</sup> Street in Jackson. This upgraded building is considered adequate to meet the facility needs of the department for years to come.

The Emergency 911 department is also planning a major technological investment with the purchase of a Computer Aided Dispatch (CAD) system. This new dispatch system will require additional personnel to manage technological operations. The 911 department currently employs 15 communications professionals who route calls to the proper emergency service, such as police, fire protection, or emergency medical. The Emergency 911 department anticipates the need to hire 4 new employees in order to meet the demands of anticipated growth.

The current level of service provided by the 911 department is a 3 minute average dispatch time for emergency calls.

## **General Government**

The levels of service presently offered by the Butts County government have largely been considered satisfactory. Most departments have been able to adopt computerized technology to upgrade their services, and the County has been renovating numerous facilities to keep up with demands for work space. The projected volume of growth for Butts County is not expected to dramatically alter the current arrangements for personnel beyond planned support staff additions, though future dealings with the development sector and Butts County municipalities may grow more congested.

The county recently performed an assessment of office space and determined the existing Courthouse space was inadequate for the long term. As a result, the county purchased a new building several blocks from the Jackson town square for use as an administrative center. The new facility, a former grocery store in a small commercial strip development, will allow the county more space, improved handicapped access and parking, and the chance to provide more modern amenities.

The Butts County Courthouse recently received a substantial renovation that refinished the main courtroom located on the second story. The building, listed on the National Register of Historic Resources, is located in Jackson's historic town square and its restoration was part of a revitalization of the city's downtown. Further renovations are scheduled for the courthouse to update the basement and minor offices spaces, though most major reconstruction efforts are now complete. Once the county vacates the courthouse studies will be commissioned for determining be further renovations to bring more modern amenities to the structure.

## **Recreation Facilities and Programs**

Recreational facilities provide communities with a quality that is difficult to measure but considered vital to its social well being. By offering a variety of recreational activities a region can strengthen the residents' quality of life and stimulate facets of the local economy.

### Assessment

Most of the County owned recreation facilities (ball fields, gymnasiums) are located within Daughtry Park, the main recreational complex located in east Jackson. To date, the centralized location has been adequate for County residents. The Butts County Parks and Recreation Department also works closely with the School Board to ensure shared-use of facilities for County and School system athletic and recreational programs. This is a cost effective measure that also allows the two bodies opportunities for coordinated youth programs while maximizing the taxpayers' investment in such facilities. Recently, the Department acquired financial assistance through a Land & Water Conservation Fund Grant and public/private partnerships to help purchase 42 acres to the immediate north of Daughtry Park. This property is scheduled for the development of multi-purpose athletic fields (soccer/baseball) with restrooms, concession amenities, exercise & nature trails and space for future needs.

During 2001, the Butts County Parks and Recreation Department conducted its own critical needs assessment and produced a clear design on programmatic needs for the next 25 years. The growth experienced in Butts County has spawned increased interest in local recreation amenities, and as such the Department has been able to receive quality public input for accurately addressing the county's recreation demands.

The results of the Department's planning process revealed the following needs:

### *Remedial repairs & improvements within Daughtry Park -*

- Renovations to the baseball complex's fencing, lighting, press box/concession buildings and an expanded irrigation system;
- Redesign and reconstruction of existing T-ball fields;



- Repairs to the softball complex press box/concession building & irrigation system;
- Renovation of the restrooms, concession building and resurfacing of the track at the football complex;
- Parking and road resurfacing and signage throughout the park.

*New facility needs -*

- Acquisition of two 50-100 acre tracts of land, one each in the north and south ends of the county, for future community parks;
- Multi-purpose athletic fields (soccer/baseball with amenities);
- Community aquatic center,
- Roller blade/skateboard park,
- New senior citizen center resulting in expanded recreational space in existing community center;
- Fitness & gymnastic center;
- Park & building maintenance/storage facility;
- New covered pavilion & additional picnic areas.

Efforts are underway to address both sets of needs, including the creation of committees to assist in developing a greenspace and pathways & trails plan for the county. Eligible to participate in the Georgia Greenspace Program, Butts County is working to protect natural open space and develop passive recreational pathways to link the community's citizens and resources. Even if they all cannot be shared, it is envisioned that pathways will be made available for hiking and walking, biking, canoeing and horseback riding. This proposal suggests the development of many paths along utility easements and alongside select roadways. A shared pathway adjacent to the proposed South Jackson By-pass is a vital part of the pathways scheme as currently proposed. It is hoped that grants and SPLOST funding can be secured to realize these objectives

See Capital Improvements Element and Butts County Parks and Recreation Master Plan for detailed Parks and Recreation improvement plans and needs assessment.

## **Education**

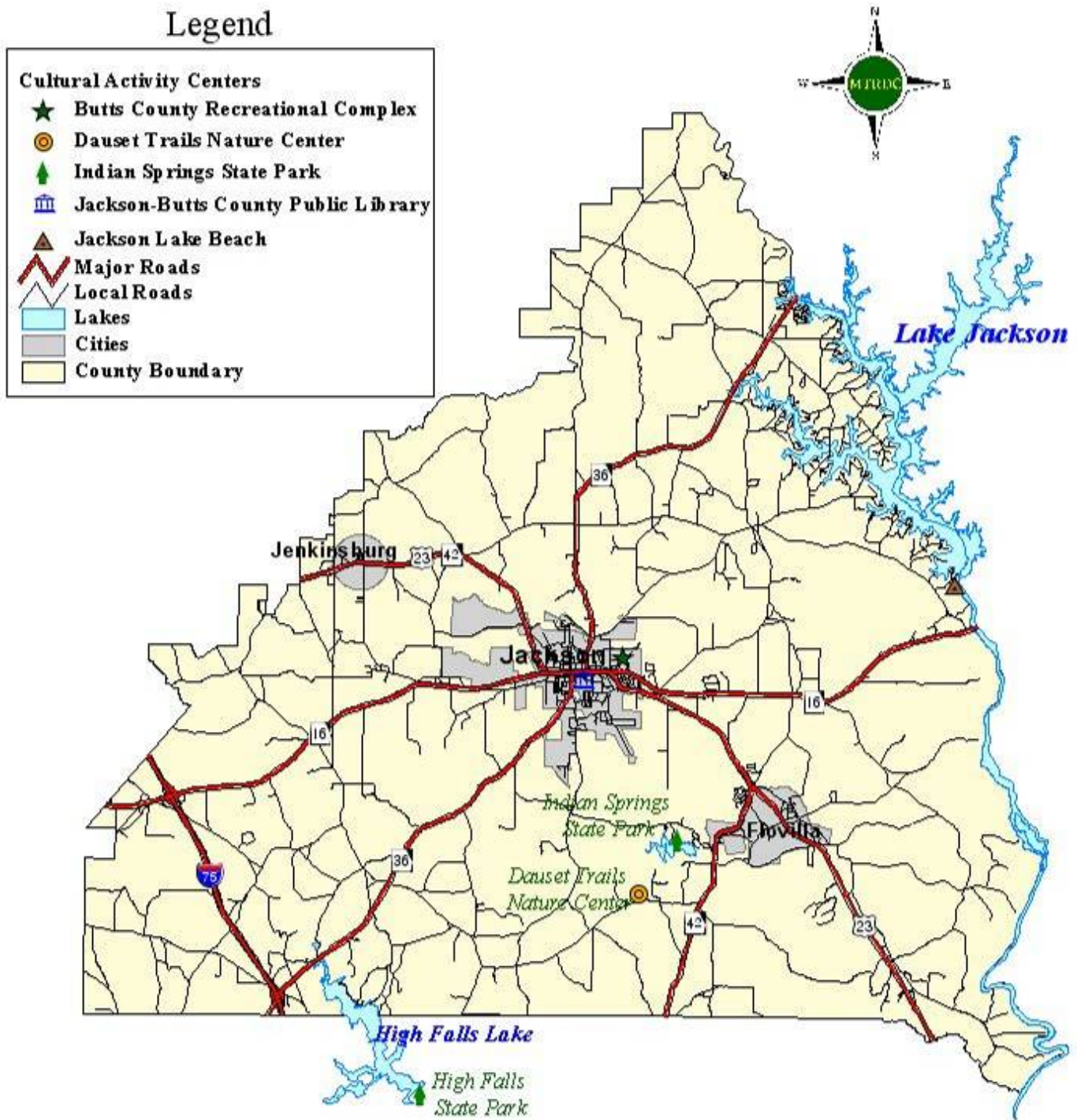
The Butts County School System currently has five (5) schools and 3 mobile classrooms to accommodate 3,500+ students. The quality of existing classroom facilities is considered adequate for current needs, but population growth will demand expansions and/or new schools. The school system currently sees an increase in enrollment of roughly 120 students per year, a trend expected to continue if not increase over the next ten years. At this rate, it is anticipated that the school system would need to add two more elementary schools, a new middle school and a new high school. Select renovations to existing elementary schools and preliminary studies for a third elementary school are included in the school systems current 5-year plan.

The size and quality of the existing staff are generally considered strengths of the system, though there is concern over the average classroom size (currently around 22 students per teacher). The ideal condition desired by the administration is to afford the facilities and staff to move closer to 18 students per teacher within 10- 15 years.

## **Libraries**

Butts County is served by the Flint River Library System, which also serves Spalding, Lamar and Pike Counties. The Butts County branch is located near downtown Jackson, and features meeting spaces, public computer terminals and most major area periodicals. This facility is considered satisfactory for present demands, but may require additional space or services for a population increase of more than twice the present level. Plans for additional facilities or satellite locations have been discussed, with demand for additional library space expected in about 5 more years. As new school construction is explored in the future, the library system will monitor the distribution of new households and student populations to identify service areas that could sustain a new library and learning center. Co-locating with additional public facilities, such as an arts center or auditorium, is considered the most favorable situation for developing a new library.

# Map F6 - Cultural Activity Centers



Source: State Basemap of Georgia (2000); Georgia DOT (1996-2001); U.S. Census Bureau (2000); MTRDC (1998-2002); Butts County GIS (1998)



## **INTER-GOVERNMENTAL COORDINATION**

Modern communities are more intertwined than at any time in history, with neighboring jurisdictions sharing environmental features, coordinated transportation systems and other socio-economic ties. In order to provide the efficient and effective delivery of governance, such relationships require coordinated planning between counties, cities and across all public sector organizations.

The Intergovernmental Coordination chapter provides local governments an opportunity to inventory existing intergovernmental coordination mechanisms and processes with other local governments and governmental entities that can have profound impacts on the success of implementing the local government's comprehensive plan. The purpose of this element is to assess the adequacy and suitability of existing coordination mechanisms to serve the current and future needs of the community and articulate goals and formulate a strategy for effective implementation of community policies and objectives that, in many cases, involve multiple governmental entities.

\* Note: A number of the topics discussed in this chapter are also discussed in Public Facilities and Services chapter or the Natural and Cultural Resources chapter. For those topics, the focus in this chapter is the effectiveness of coordination between the entities involved and not the overall effectiveness of the provision of services.

### **Coordination with Other Entities**

The intergovernmental coordination element requires an inventory and assessment of the relationships between the local government and the various entities assisting in the provision of public sector services and facilities. This can include other units of local government providing services but not having regulatory authority over the use of land, such as constitutional officers. The inventory of each item must address the nature of the entity's relationship to the local government comprehensive plan, the structure of existing coordination mechanisms or agreements, and the parties responsible for coordination.

### **Adjacent local governments**

Butts County has three incorporated municipalities; Flovilla, Jenkinsburg and Jackson, the county seat. Currently, all four governments participate in the Service Delivery Strategy (discussed below) and engage in some fashion of coordinated planning and/or land use management. The County provides zoning administration and some basic planning services to the cities, done through contractual agreements between the County and each municipality. Currently there is no regular, coordinated forum involving administrators or planning officials from all communities. However there are special called functions allowing officials from each government to review particular issues.

In addition, the County and related county authorities has engaged in regular discussions with neighboring counties for review of economic development and land use planning. Butts County has examined coordinated agreements with Lamar,

Spalding and/or Henry Counties regarding development along the I-75 corridor. These negotiations have produced minor agreements concerning the provision of water and/or sewer service across county lines. Butts County is also working with Henry County regarding the protection and management of a new reservoir that will cross county boundaries, and has contacted Newton County regarding protection measures and tourist management of Lake Jackson, an existing reservoir that borders several counties.

### Assessment

#### *Issues arising from growth and development*

To date there have been no significant land use conflicts revealed along jurisdictional boundaries. The application of the Service Delivery Strategy as worked to ensure Butts County and its municipalities have a functional relationship. As the County and cities grow, this relationship can become more important but will also receive some support from improved technology and information, allowing the communities to do more and better analysis in dealing with growth management issues.

Inter-county agreements will likely become more crucial for Butts County given its geographic location and configuration. While the County is has an abundance of water and is developing a more self-sufficient sewer system, time and resources may require the county to coordinate the provision of such services across county boundaries.

#### *Adequacy of existing coordination mechanisms*

Any shortcomings in the existing methodology and resources for intergovernmental coordination will be greatly improved with the update of the Comprehensive Plan and the application of several plan objectives to upgrade, share and monitor land use information. This would aid in the Prevention of land use conflicts and the efficient provision of public services. The County and its municipalities may consider a regular forum for review of issues and coordination of actions.

### **School Boards**

The Butts County School System is a countywide system governed by an independent Board of Education. Existing coordination efforts consist of communications between administrative offices and minor collaborations regarding the siting of new facilities. The Board also works with other entities regarding efforts to monitor and address needs for special educational programs, workforce training and other social initiatives.

The Board of Education has its own required Five-year Strategic Plan, which includes a discussion of equipment, facility and programmatic needs. Elements from that Strategic Plan were reviewed and incorporated into this Comprehensive Plan.

### Assessment

#### *Issues arising from growth and development*

As the county continues to grow, the demand for more school facilities and more dynamic programs will increase. The County must work more closely with the Board to

ensure that the siting of future facilities is done to minimize the impacts of the facility and maximize the use of supporting utilities and infrastructure.

### *Adequacy of existing coordination mechanisms*

Beginning with this plan the County has begun to evaluate the preferable locations for future school facilities. Future collaboration between the Planning and Zoning Department and the Board regarding location demands might be better served through a regular, organized forum. The Board should also consider assisting the County with more accurately monitoring and projecting the impact of new development on the local school system. Regular communications of these issues will ensure they receive the proper attention from the chief elected officials.

### **Independent Special Districts**

Butts County is currently not a member of or designated a part of any independent special districts. It can be assumed that as Butts County becomes more involved with metropolitan Atlanta, the County will have to participate in special districts for water resource management, stormwater management and/or transportation planning.

### **Independent Authorities**

Butts County currently has an Industrial Development Authority (IDA) to assist with local economic development. The IDA currently features an independent Board of Directors and one staff person currently housed with the Chamber of Commerce. The Industrial Development Authority is scheduled to move into the Butts County Administrative Building after the completion of renovations. The role of the IDA is to assist in the procurement of new businesses for the county and assist in the maintenance and improvement of existing businesses. For this role, the IDA receives funding and administrative support from the County and, as needed, each municipality. The IDA also works to acquire outside assistance, monetary or technical, on behalf of local initiatives. As required, the IDA must work with the County Commission when requesting support for measures above and beyond the normal scope of duties already assigned to the IDA.

In addition to the Butts County IDA, there have also been joint Development Authority initiatives coordinated with Spalding and Lamar Counties. These efforts sought to bring industrial and commercial development to the I-75 corridor through coordinated provisions of facilities and services, financial agreements and other support. The IDA is currently working on an effort to explore the potential relocation of the Griffin-Spalding Regional Airport to Butts County as a joint venture to foster more development along the Interstate.

### Assessment

#### *Issues arising from growth and development*

The IDA is poised to be more active as the experiences more residential growth and feels economic influences from neighboring communities. The type of growth will be most critical, though, as Butts County needs to secure a more dynamic and advanced array of industries and try to improve local wage rates and education levels.

### *Adequacy of existing coordination mechanisms*

The existing levels of communication between the IDA and the County are considered adequate for the planning timeframe. As the potential for more multi-county IDA efforts increases, however, the County may require more detailed and/or frequent communication in order to coordinate any required actions from other departments.

## **Chambers of Commerce**

The other local entity assisting with economic development is the Chamber of Commerce, which also features a governing Board of Directors. The Chamber acts as the liaison of business interests to the County Commission, informing the Commission of key issues, needs and objectives that support native companies and employees. As with the IDA, the Chamber does not have a regular forum for interaction with the County but instead offers direct communication and assistance as needed. In return, the County sponsors several Chamber programs and efforts through financial and technical assistance.

### Assessment

#### *Issues arising from growth and development*

The Chamber of Commerce will continue to add new members as the County grows and draws new businesses. Among the most critical issues facing the Chamber will be managing the interests of a greater variety of business and labor concerns and communicating those interests to the County. To this end the Chamber must be sure to continue working with the County Commission and the Tax Assessor to ensure that local leaders are aware of local business needs and advise them on policies or actions that may adversely impact area businesses.

### *Adequacy of existing coordination mechanisms*

Currently the Chamber provides valuable information to the County Commission and Planning and Zoning Department regarding key issues and needs for local businesses. This is not done on a regular basis, however, and does not always include deeper analytical information such as an assessment of trends or comparative analyses. With Butts County evolving into a more suburban community and facing increasing demands for commercial and professional services, the County Commission must be made aware of the accurate local economic conditions, enabling them to act wisely on behalf of area business needs.

## **Utilities**

Butts County is served by four different utility providers: Central Georgia Electric Membership Corporation provides service to most of unincorporated Butts County as well as 13 other counties; Snapping Shoals Electric Membership Corporation provides service to the northeastern portion of the county; The City of Jackson maintains its own Electricity/Water/ Sewer Department; Georgia Power serves the Cities of Jenkinsburg and Flovilla as well as portions of the Jackson Lake and Indian Springs communities. Each of the providers is responsible for maintaining their individual networks but may coordinate shared use of transmission lines. At least three major transmission lines

run through the county that are also for providing service to, or receiving service from, outside the county.

At least two of the providers have interest in Butts County for more than just the maintenance of their transmission networks. Georgia Power also owns and operates the Lloyd Shoals dam off of the Ocmulgee River for regulating the flow to a nearby generator facility. The Central Georgia EMC also provides natural gas service to the County and manages the main pipeline that runs through Butts County.

### Assessment

#### *Issues arising from growth and development*

Assessments from the utility providers suggest the county is well equipped to meet the demands for power and gas throughout the planning period. No significant improvement or expansion projects are called for within this period and the providers will continue to work with the County on those regular improvement projects that are scheduled.

#### *Adequacy of existing coordination mechanisms*

Existing levels of communication between utility providers and the County are considered adequate and no significant changes have been suggested. In the absence of any need or plans for significant system improvements, the County could work with local providers to determine under what conditions in the very long term future may indeed require notable changes to the local utility infrastructure. However, such a build-out scenario would be crude in accuracy and is not necessary at this time.

### **Sheriff**

The Butts County Sheriff's Department is responsible for the provision of law enforcement services throughout the entire county, including within Butts County's three municipalities. The Sheriff's department is also responsible for the maintenance of the County detention facility and providing deputies for assisting with the local courts. An assessment of the Departments performance and needs can be found in the Public Facilities and Services chapter.

### Assessment

#### *Issues arising from growth and development*

The Sheriff's Department will continue to face needs in manpower, facilities and equipment as the County grows larger. More importantly, it is expected that the nature of criminal activities within the county will evolve as Butts County becomes more suburban. This may entail new and/or special needs for the Sheriff's Department in terms of training and equipment. The Department should continue to keep the Commission advised of the nature of criminal activity within the county and attempt to project changes in those activities as the socio-economic conditions within the county change.



### *Adequacy of existing coordination mechanisms*

The Sheriff's Department regularly advises the Commission on budgetary and other matters and the Department's needs are considered in accordance with all other County demands and expenditures. Current levels of coordination are considered adequate and this is not anticipated to change throughout the planning period.

## **Tax Assessor**

As the office responsible for the maintenance of property records and valuation, the Tax Assessor should be knowledgeable of local development patterns and potential issues.

### Assessment

#### *Issues arising from growth and development*

One of the most critical functions of the Tax Assessor's Office is the timely and accurate incorporation of information concerning new development. Maps and other details regarding new developments are provided to the Assessor's Office as established by policy and regulation, but the ability to update the official County records remains arduous. The Office currently lacks the most accurate portrayal of parcel boundaries for its geographic information system, limiting the efficiency of productivity and the ability to do quality spatial analyses. As the county grows, this issue will only become more critical.

### *Adequacy of existing coordination mechanisms*

Coordination between the Assessor's Office and the Planning and Zoning Office is adequate with the potential for improved efficiency. The MTRDC is currently working with both offices to update parcel and land use information, and to develop a system whereby information from new developments can be more quickly assimilated into the County records for tax assessment and analytical purposes.

## **Regional and State Entities**

For regional planning purposes Butts County is a member of the **McIntosh Trail Regional Development Center**. The MTRDC is responsible for implementing a Regional Plan, assisting local governments with community development concerns and with assisting select State and Federal efforts within the region. Combined, the County and Jackson appoint four members to the MTRDC Board of Directors and the County administrators, if not acting as one of the Board appointees, are notified of MTRDC activities. Coordination with the MTRDC includes participation in the development of the Southern Crescent Regional Plan, with which this local Plan must show consistency.

Various Departments of State government also have regional district offices assigned to serve Butts County. Premier among these are the **Department of Transportation** (District 3 office located in Thomaston) and the **Departments of Community Affairs and Industry, Trade and Tourism** (SDR 4, based out of Newnan). Each of these State Departments is assigned to monitor Butts County for issues and demands related to their fields and then to work with the County in developing resolutions as needed. Such initiatives have included studies for major road improvements and training for

economic development officials. To date, communication occurs on a casual, as needed basis but no significant need for change has been identified.

The presence of Indian Springs State Park makes the Department of Natural Resources a stakeholder in Butts County as well. Currently the State is reviewing the structure of the State Park system and no new plans for the existing parks have been approved. As such, the Indian Springs Park managers are unsure of any planned improvements or changes. They have been receptive to plans to improve the area surrounding the park, and several groups are organizing an effort to study and revitalize the Indian Springs area.

## Assessment

### *Issues arising from growth and development*

Local officials within Butts County have been conscientious of regional land use trends, best development practices and coordination of land use policies. As such coordination with the Southern Crescent Regional Plan and with the Department of Community Affairs' State and Regional Objectives was considered critical to the development of this Plan update. Butts County will review local development needs and concerns with those documents in mind and will participate in the development of future Regional Plan updates to ensure consistency of goals and objectives.

### *Adequacy of existing coordination mechanisms*

While the types of services Butts County may require of these entities might change as the county grows, each of the State Departments and the MTRDC has the capacity to adopt those changes. Existing models of service to similarly suburban communities, as well as the established relationships with the County, suggest that coordination among the entities should remain satisfactory. The possible exception to this could be the call for improved communication with the Department of Transportation (GDOT). Many local leaders and officials have expressed concern over the ability to communicate local needs and issues earlier in GDOT's transportation planning processes. As the County grows it will not only have more dynamic transportation needs but it will also likely require participation in a metropolitan planning organization. While GDOT will continue to communicate with the County, the prospect for more involved discussion with a variety of local officials earlier in the planning process would be more favorable to Butts County.

## **Coordination with Other Programs**

In addition to evaluating the coordination with other entities, the local government must also inventory other applicable related state programs and activities that are interrelated with the provisions of the local government's comprehensive plan. The purpose of such an inventory is to identify existing agreements, policies, initiatives, etc. that may/will have an effect on the options a local government may want to exercise as part of its comprehensive plan.

### Service Delivery Strategy

The 1997 Georgia General Assembly enacted the Local Government Services Delivery Strategy Act (HB 489). The intent of the Act is to provide a flexible framework for local governments and authorities to agree on a plan for delivering services, to minimize any duplication and competition in providing local services, and to provide a method to resolve disputes among service providers regarding service delivery, funding equity and land use. In summary, in each County the Service Delivery Strategy Act provides local governments and authorities with an opportunity to reach an agreement to deliver services in an effective and cost efficient manner.

Local governments must also maintain and adhere to their service delivery strategy and submit it to DCA for verification in order to remain eligible for state administered financial grants or state permits. No state administered financial assistance or state permits will be issued to any local government or authority that is not included in a DCA-verified service delivery strategy. In addition, no state administered financial assistance or state permits will be issued for any local project which is inconsistent with the agreed upon strategy.

### Summary of Butts County Agreement

Butts County last updated its Service Delivery Agreement in 1999. The Agreement covers 12 separate public services and includes arrangements with all three municipalities, five organizations, five other counties and the City of Barnesville. A majority of the agreements concern public safety services or countywide facilities or services such as the Library and recreation facilities. Many arrangements revolve around the ability of Butts County to provide services to the Cities of Jenkinsburg and Flovilla and coordinate services with the City of Jackson.

- *Code Enforcement:* Financed through general funds, this places responsibility on the County Government to process all applications and reviews for zoning amendments, special exceptions and variances as well as other Zoning Department duties. Creates uniformity in building codes, permits, inspections and ordinances.
- *Public Safety Communications:* Establishes the provision of E911 service to Butts County, Flovilla and Jenkinsburg to the Butts County Communications Department, and outlines the cooperative arrangement between the Communications Department and the City of Jackson Police Department.
- *Detention Services:* Butts County is to house inmates for all three municipalities, with 30% capacity of the Detention Center guaranteed for City of Jackson inmates. The City jail is to remain usable should the County facility become overcrowded.
- *Emergency and Disaster Relief:* Establishes co-operative assistance between Newton and Butts Counties as needed during and emergency or disaster situation. This includes training, emergency services and supplies, and collaboration in Georgia Emergency Management Authority initiatives.
- *Fire Protection:* Fire Protection is provided by Butts County for all of the unincorporated county as well as municipalities. Jackson & Flovilla maintain equipment and personnel for the suppression of fires augmented by Butts County. Also establishes mutual aid agreements with all adjacent counties, cities within Butts County, and the Diagnostic & Classification Prison. All funds are from Butts County's General Fund.

- *Investigative Services:* Denotes that Butts County will have jurisdiction over investigative services provided to Butts County and the City of Jackson.
- *Law Enforcement:* Designed to create uniformity of law enforcement. Butts County will provide law enforcement services within the municipality of Flovilla.
- *Library:* Places sole interest, ownership and managerial rights of the public library to Butts County.
- *Recreation:* Butts County will provide annual budget and supervision of the maintenance and operation of the Parks and Recreation Department on behalf of the entire county and all municipalities.
- *Roads, Streets and Bridge Maintenance:* The Butts County Road Department provides maintenance to all county roads and bridges in unincorporated Butts County. The Cities of Flovilla, Jackson, and Jenkinsburg provide maintenance to all roads, streets, and bridges within their corporate limits, to be completed either by the cities or by private contractor.
- *Animal Control:* Outlines the services rendered by the Animal Control Division, jointly placing responsibility for this countywide service on the County Government.
- *Water Service:* Cooperative agreement between the Cities of Jackson and Jenkinsburg and the Water Authority for water treatment and operation of wastewater facilities. Butts County, the Cities of Flovilla, Jackson, and Jenkinsburg, and the Butts County et al, Water and Sewer Authority have established a committee that directs functions of water and sewer services in conjunction with current and future land use plans.

#### Consistency between Comprehensive Plan and SDA

Conditions outlined within the SDA were considered when evaluating the needs and objectives for each related public service or facility within this Plan. Most facilities and services are managed directly by the County and offered to the municipalities. For those elements that involve an outside authority or entity shaping the provision of service within unincorporated Butts County, the analysis considered the conditions desired by the County and the conditions permissible by the provider.

#### Summary of dispute resolution land use process

The following describes the process outlined for resolving land use disputes for the Cities of Flovilla, Jackson, Jenkinsburg and Butts County, effective July 1, 1998:

- Prior to initiating any formal annexation activities, the municipality involved must notify the Butts County Board of Commissioners in writing of a proposed annexation and provide specific information about the proposal as outlined in the agreement. The County then has a brief review period by which they must respond to the initial notice indicating no objections or describing “bona fide” objections with supporting documents and listing any specific conditions that would alleviate those objections.
- If the County has **no** objection to the City’s proposed action, or if the County fails to respond to the affected City within the deadline, the city is empowered to proceed with the annexation and the County loses its rights to dispute the action.

- If the County notifies the City with objections the City may respond by either a) agreeing to implement the County's conditions and stipulations, b) agreeing with the County and stopping further action on the annexation, c) disagreeing that the County's objections are "bona fide" and seek a declaratory judgment in court, or d) initiating a mediation process to discuss alternatives and/or possible compromises.
- If the City initiates mediation, the City and the County shall agree on an outside independent mediator, establish a mediation completion schedule, and determine the participants, including affected property owners, for the mediation process. The appropriate City and County agree to share equally all costs associated with the mediation process.
- If no resolution of the County's "bona fide" land use and zoning objection(s) results from the mediation process, the City shall **not** proceed with the proposed annexation.
- If the City and County reach an agreement on conditions permitting the annexation, an agreement for execution by the City, the County and specific property owners shall be prepared within thirty days.

#### Consistency of the land use plan with water and/or sewer extensions/improvements

The Butts County Comprehensive Plan and the Water and Sewer Authority's 50-Year Management Plan have been developed concurrently and using shared information. Water and Sewer Authority Personnel will (have) also been given the opportunity to review and comment on the Comprehensive Plan. As a result of this collaboration, projected land use patterns and future land use goals were derived in part from information concerning the conditions and locations of water and sewer service throughout the county.

To date, the Water and Sewer Authority has not been able to develop more specific improvement plans concerning their options for system expansion alternatives. The completion of this 50-Year Management Plan will require fiscal and logistical planning on the part of all stakeholders in helping the Authority and the County consider what further actions are affordable and most effective.

#### Compatibility of adjoining land use plans

As the entity responsible for zoning, code enforcement and basic planning assistance, the County works to maintain compatible zoning standards across jurisdictions and help each planning commission understand conditions within neighboring jurisdictions. To date, few conflicts have arisen between city and county land use patterns due largely to the comparably moderate pace of development and controlled supply of water and sewer. As the availability of utilities changes and the pace of growth intensifies, however, the potential for more dynamic land use types and related conflicts will increase, meaning an increased need for monitoring the compatibility of land uses within the county.

## Assessment

### *Issues arising from growth and development*

Butts County's growth into a more suburban condition will entail more complex demands for services and coordination of land use. The Service Delivery Agreement must be regularly reviewed against the individual needs and concerns of the local governments to ensure the efficient provision of those services within the county. Thus, the SDA may be considered adequate for current needs and for future needs provided the additional measures for the development and sharing of more detailed information are employed to assist the planning process.

## Governor's Greenspace Program

Preserving lands for greenspace make our communities attractive and livable, improve quality of life and promote economic competitiveness. The Georgia Community Greenspace Program, signed into law in 1992, provides an opportunity for urban and rapidly developing communities to preserve at least 20% of their land and water as permanently protected Greenspace by providing technical and financial assistance. In accordance with the Department of Natural Resources Greenspace rules, local governments participating in the Greenspace Program are required to ensure that their Greenspace Program and comprehensive plan remain consistent.

## Summary of Local Greenspace Program

Because of the growth rate experienced in the 1990's Butts County became eligible for participation in the Georgia Greenspace Program in 2002. In return for the funding and assistance awarded through participation with this program, the County had to meet certain requirements, including the adoption an official Greenspace Plan, attempts to implement the objectives identified within the Plan and ensuring consistency between the Plan and related policies and/or regulations.

The mission of the Butts County Greenspace Program is to maintain a proper balance between people and their environment by conserving the abundant historic and natural resources of the County for future generations and to enhance the quality of life for all residents. Butts County views a successful comprehensive greenspace program as one that addresses the need for locally accessible natural landscapes, protects water quality and provides for passive recreational uses.

Locally these efforts are directed by the Butts County Parks and Recreation Department with guidance provided an appointed Greenspace Advisory Committee. Objectives and actions recommended by the Greenspace Advisory Committee are provided to the County Commission for review and approval as part of the County's official Greenspace Plan. Butts County and the communities of Flovilla and Jackson have agreed to actively sponsor and support the Greenspace Committee's actions.

It is the goal of Butts County and the municipalities of Flovilla and Jackson to facilitate the permanent protection of at least 20% (approximately 23,950 acres) of the land base of the county. Based upon the discussion of conditions and trends within Butts County, areas identified as priorities for permanent protection include lands that preserve and enhance water quality including floodplains, buffers adjacent to streams and rivers and wetlands; agricultural land and scenic rural vistas; existing parks and

new parks providing passive recreational opportunities; properties adjacent to existing parks, historic sites and public areas for expansion purposes; and providing pathways for recreational usage plus linkages between greenspace and other facilities and activity centers.

Included below is a list of existing local land-use ordinances, policies, and regulations that Butts County will use to permanently or temporarily protect greenspace until the County can provide permanent protection. Given the dilution of funds through the Greenspace Program, the Committee is pursuing more coordinated planning initiatives that involve the public sector.

**Table G1 – Greenspace Planning Tools**

<u>Tools which offer permanent protection</u>	<u>Tools that offer temporary protection</u>
Conservation subdivisions.	Planning flexibility.
Purchase of development rights.	Provision of sewerage.
Transferable development rights.	Floodplain regulation.
Conservation easements.	Road Construction.
A negotiated purchase of fee simple title	Agricultural zoning.
	Education programs
	Adoption of a riparian buffer zone
	Support within the comprehensive plan

The County has used its first allotment of Greenspace Program funds (approximately \$77,000) to acquire land that will be used for a recreational trail and greenway linking two schools and other recreational facilities within Jackson.

Lands to Receive Permanent Protection

The County and each of its participating municipalities will permanently protect 3394 acres of stream buffers, 8890 acres of forest & 100 acres of agricultural land, 100 acres of scenic rural vistas, 6000 acres of wetlands, 2650 acres of passive parks, and 338 acres of recreational pathways, 56 acres of historic resources, 155 acres of steep slopes and 2264 acres of flood plan.

Greenspace Program Vision Map

A Greenspace Vision Map was included within the Natural and Cultural Resources chapter.

Short-Term Work Program Activities

The following activities were drafted from the proposed Butts County Greenspace Plan:

- Amend ordinance to provide for environmental overlay zones
- Amend ordinance to allow conservation subdivisions as an alternative to prescriptive zoning
- Place SPLOST referendum before the voters to raise additional local funds for acquisition and pathway improvements
- Identify federal and private sources of grant funds for land acquisition and access improvements

- Identify opportunities for gift of fee-simple title or conservation easements, and approach the landowners to seek the gifts
- Marketing the greenspace program through local media, brochures & civic presentations
- Establishing educational greenspace programs designed for landowners, developers & school age children
- Amend existing comprehensive plans to make them consistent with the community greenspace program
- Establish a Parks Foundation

### Other Programs

The following programs were recommended for assessment as part of the Minimum Standards and Requirements for Local Comprehensive Planning but are not applicable to Butts County:

- Coastal Management
- Appalachian Regional Commission
- Water Planning Districts.
- Transportation Requirements for Non-Attainment Areas.