

# Chapter 1

# INTRODUCTION

## EXECUTIVE SUMMARY

For 2005 the City of Flovilla, Georgia, and all of Butts County are on the verge of tremendous change. The growth of southern metropolitan will permanently alter the Flovilla/ Indian Springs by losing some of the rural character to a larger and more dynamic suburbia.

To achieve the best for the city's residents the City of Flovilla has participated in the local planning process to identify key the issues that lie ahead for the next 20 years and begin an action plan for resolving those issues. This document, the Comprehensive Plan for the City of Flovilla, represents the basic summary of this planning process and provides the residents and leaders alike the opportunity to pursue informed and coordinated decision-making concerning community development within the city.

The Comprehensive Planning process for Flovilla begins with establishing a vision for the city, one that projects a consensus ideal on what the community should look and function like in 20 years time. As discussed within, the City will eventually be a part of metropolitan Atlanta and face demands for larger commercial and residential centers than exists today. Yet amidst the potential for growth there remains the strong desire to preserve the existing sense of small-town charm. This can be managed in such a way that is not only financially and socially efficient for the City but one that builds upon the rural character and values cherished by city residents.

The planning process then brings together the issues of several elements, such as public facilities, economic development and land use, and provides a recommended course of action for achieving that vision. Over the next twenty years the City of Flovilla must address needs for new water supply sources, transportation concerns and the balance between economic growth, affordable housing and sound environmental policy. Done with proper focus and intention, the City government can pursue capital improvements and developmental policies that foster the quality of life for which all Flovilla residents aspire.

This plan must be regularly reviewed and updated, to reflect the newer and different conditions that will come with time. With proper care and guidance, however, the Comprehensive Plan and the planning process will help city residents and leaders understand the challenges and opportunities before them and make the informed decision that allows Flovilla to prosper.

## **THE LOCAL COMPREHENSIVE PLAN**

In 1989, the Georgia General Assembly passed the Georgia Planning Act, which established a coordinated planning program for the State of Georgia. This program provides local governments with opportunities to plan for their future and to improve communication with their neighboring governments. The Planning Act also assigns local governments certain minimum responsibilities to maintain "Qualified Local Government" (QLG) status and, thus, be eligible for a range of state and federal assistance programs.

The cornerstone of the coordinated planning program is the preparation of a long-range comprehensive plan by each local government in the state. This plan is intended to highlight community goals and objectives as well as determine how the government proposes to achieve those goals and objectives. It is intended that the comprehensive plan be used to guide local government decision-making on a daily basis. The Official Code of Georgia (O.C.G.A.) Section 50-8-2(G)(18) defines "Qualified Local Government" as a county or municipality which:

- Has a comprehensive plan in conformity with the minimum standards and procedures;
- Has established regulations consistent with its comprehensive plan and with the minimum standards and procedures; and
- Has not failed to participate in the Department of Community Affairs' (DCA) mediation or other means of resolving conflicts in a manner that, in the judgment of the department, reflects a good faith effort to resolve any conflict.

### Required Process

DCA establishes the guidelines for local comprehensive planning in Georgia, requiring that communities follow a three-step planning process: 1) Inventory and Assessment, 2) Statement of Needs and Goals, and 3) an Implementation Program. The Inventory and Assessment portion of the process requires the local government to review information from at least six particular elements, producing a profile of existing and projected conditions for the community and indicating which possible scenarios might be preferable to the community. After that is complete, the Statement of Needs and Goals takes the preferred conditions and outlines the actions necessary to achieve those priorities. Where civic actions or improvements are called for to achieve those goals, those actions are then scheduled within the Implementation Strategy to illustrate how and when the improvements will be made.

### Planning Schedule/ Public Input

With assistance from the McIntosh Trail Regional Development Center, this update to the City of Flovilla Comprehensive Plan began in late 2004 and continued through February of 2005. Based upon the prescribed three-step planning process, the Plan was developed from a formal inventory and assessment of basic conditions and characteristics of Flovilla and Butts County. Preliminary studies and assessments of data were done in December and January, including preparation of public forums, surveys and other workshops. Additionally City and County staff were asked for their input regarding conditions and issues facing the City of Flovilla.

**Comprehensive Plan Public Hearing Schedule**

<u>Date</u>	<u>Hearing Type</u>
November 16, 2004	City Council Meeting
December 21, 2004	Public Hearing/ City Council Meeting
January 27, 2005	Public Hearing/ City Council Meeting
February 24, 2005	Public Hearing/ City Council Meeting

After the initial public announcement, three public meetings and workshops were held to solicit input from residents and stakeholders. All meetings were held at the City Hall meeting room in the center of town and provided participants the chance to articulate a vision for the City and identify any issues that should be considered throughout the process. The vision was refined over time after reviewing the basic community information and prioritizing the issues and opportunities that should be addressed over the next twenty years. The final public hearing concerned the draft proposals for the future growth strategy and action plan.

**COMMUNITY VISION FOR THE CITY OF FLOVILLA**

Visioning for local communities is designed to focus residents and stakeholders on the desired state of the community in the long-term future. Stakeholders and meeting participants are encouraged to consider the feel, function, appearance and characteristics of their community in an idealistic sense. These features translate into objectives for which the community must then strive so as to attain the sense of community desired by the residents and stakeholders. The resulting Vision (Vision Statement) proposed for the City of Flovilla provides a summary of the ideals for which a community strives:

*“The City of Flovilla will preserve its rural heritage and provide a safe, attractive and prosperous community for families and business.”*

The vision was established on several key principles, most notably the desires to retain the rural character associated with the town’s history and the family-oriented character present today. Residents and business owners alike agreed that the City should first and foremost be responsive to the needs of the existing residents, working to provide an ideal, rural place to raise a family. To that end growth options were expressed in terms of addressing immediate needs of City residents (grocery, recreation) and how such development would fit the character and small-town charm preferred by residents. Further the City is encouraged to actively pursue the revitalization of a town center reminiscent of Flovilla’s rural-tourist heritage and to reaffirm the unique identity of the community.

The Vision for the City of Folvilla is consistent the goals and objectives expressed within the Southern Crescent Regional Plan, particularly the call for support of managed growth and the preservation of local character and resources. Through additional discussion within the City’s full Plan are supporting notions that favor improving the education and economic opportunity of the populace and further coordination of resources with Butts County, both initiatives supported by the Regional Plan. For these same objectives the City’s Vision can also be considered consistent with the DCA’s State Goals and Objectives.

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## Chapter 2

## POPULATION

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.

**DEMOGRAPHICS**

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.

**Total 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 2.1 – Total Populations and Growth Rates**

	1980	1990	2000		80-90	90-00		80-00
<b>Jackson</b>	4,034	4,076	3,934		1.0%	- 3.5%		-2.5%
<b>Jenkinsburg</b>	234	222	203		-5.1%	- 8.6%		-13.2%
<b>Flovilla</b>	340	571	652		67.9%	14.2%		91.8%
<b>Butts County</b>	13,665	15,326	19,522		12.2%	27.4%		42.9%
<b>Georgia</b>	5,484,000	6,478,000	8,186,453		18.1%	26.4%		49.3%

Source: US Bureau of the Census

Butts County 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, and the beginning of an eventual shift away from a rural community to one much more urban.

Flovilla has matched or exceeded the general growth trends for Butts County and is poised for more of the same. This has come with a patient expansion of city limits and with the ability to maintain a small-town feel due to the sparse development within the adjacent portions of the unincorporated county. The City has also benefitted from the nearby attraction of Indian Springs State Park, a stable water supply and the willingness of the City to consider a growing role within the County.

**Table 2.2 – Area Population Distribution**

	1980	1985	1990	1995	2000
<b>Butts County Region as share of Ga. population</b>	3.04%	3.06%	3.23%	3.56%	4.01%
<b>Butts County as share of regional population.</b>	8.19%	8.23%	7.33%	6.41%	6.53%
<b>Flovilla as share of Butts County population</b>	2.49%		3.73%		3.34%

Source: US Bureau of the Census

Butts Co. Region includes Butts, Henry, Lamar, Jasper, Monroe, Newton and Spalding Counties.

Despite Butts County’s population gains many surrounding counties have grown at much greater rates. The region is becoming more important to the State yet the county’s relative size (population) within the surrounding region is decreasing. This suggests Butts County could remain more susceptible to outside influences in growth and development patterns than in having more control and influence from within.

As a part of Butts County Flovilla can grow to represent a larger share of the population, after having stabilized since 1990. Flovilla is larger in population than Jenkinsburg and more progressive in its desire to accommodate further expansions of the City limits. As a result, the City will become a more active participant in the development of Butts County and must work with the county government and local authorities to ensure mutual prosperity.

**Table 2.3 – Population Projections**

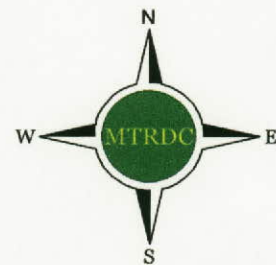
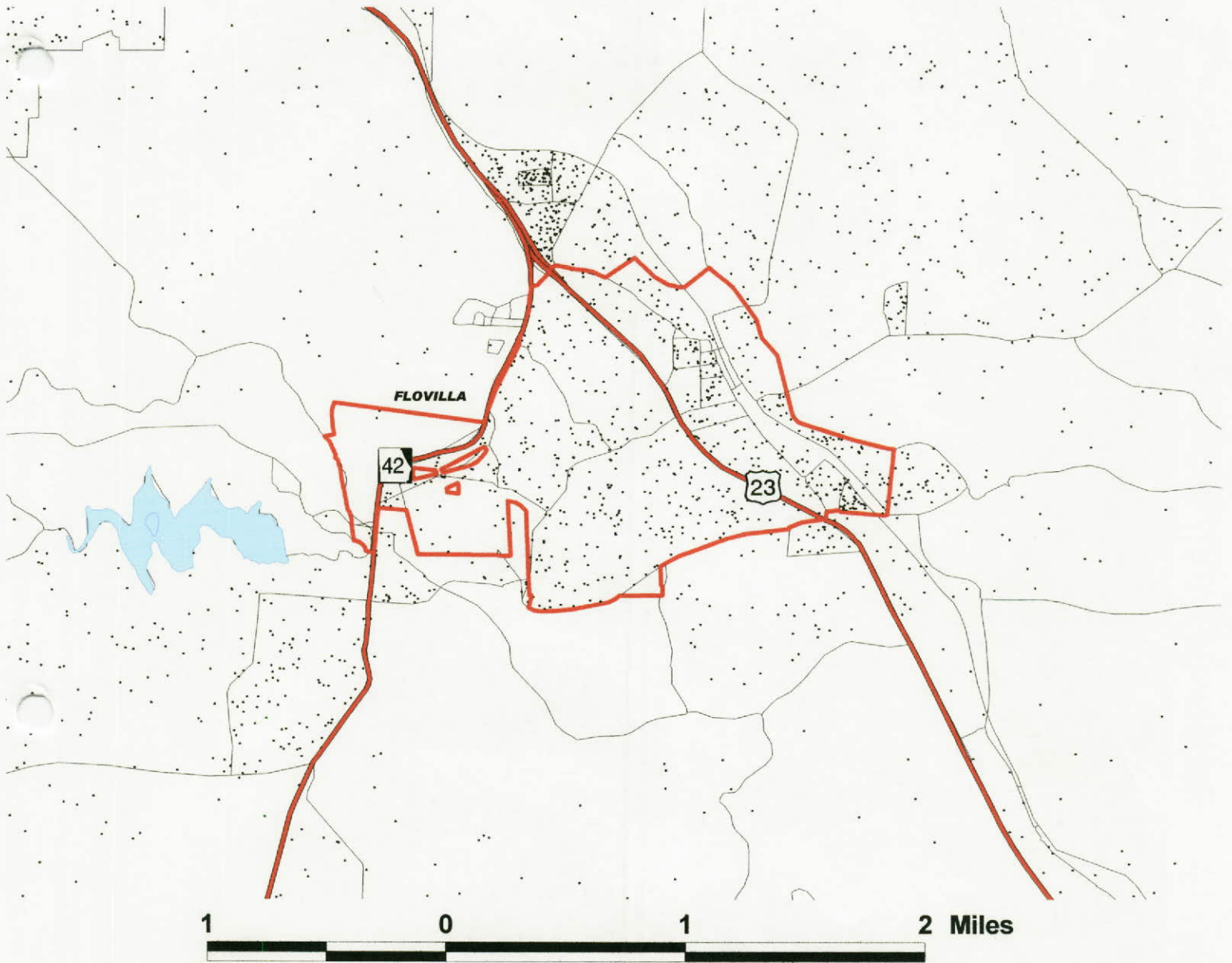
	2000	2005	2010	2015	2020	2025
<b>Butts County</b>	19,522	24,519	29,170	34,141	38,820	43,688
<b>Jackson</b>	3,934	4,897	6,751	8,185	9,607	11,211
<b>Jenkinsburg</b>	203	317	402	697	913	1,156
<b>Flovilla - Low</b>	652	763	888	1,044	1,223	1,403
<b>Flovilla - High</b>	652	763	915	1,213	1,465	1,781

Source: MTRDC, 2002

Based on the most recent Census estimates and current trends in housing permits, original projections for 2025 showed Butts County capable of 50,000 residents and Flovilla with just over 1,000 residents. However, discussions throughout the planning process have revealed plans for a controlled but progressive growth scenario with possible expansions of city services and limits. The City is considering the provision of sewer service for residents and working with area stakeholders on a scheme to revitalize the State Park. If all things come to pass Flovilla would be poised to take in additional residents and businesses. Much of this will depend on the nature of the final proposals for the State Park area and how Flovilla residents respond to the changes.

# Total Population (2000 Census)

## Map 2.1



**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 2.4 – Butts County Households**

	1975	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
<b>Total</b>	3,709	4,011	4,378	4,713	5,723	6,965	9,252	11,484	14,108	16,519	18,913
<b>Avg. Size</b>	3.28	3.09	2.99	2.88	2.80	2.77	2.65	2.54	2.42	2.35	2.31

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

**Table 2.5 – Flovilla Households**

	1980	1990	2000
<b>Total #</b>	133	171	206
<b>Avg. Size</b>	3.44	3.52	3.17

Source: US Bureau of the Census.

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 predominantly rural communities, Butts County has had consistently higher average household sizes than state or national trends, and Flovilla higher figures than Butts County. The rural atmosphere means a less transient population that is also 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. Flovilla is currently limited in its ability to add significant volumes of new development because the lack of a sewer system. This will become the key feature for any discussions concerning desires of the resident population to prohibit suffocating levels of development.

**Age Distribution**

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.

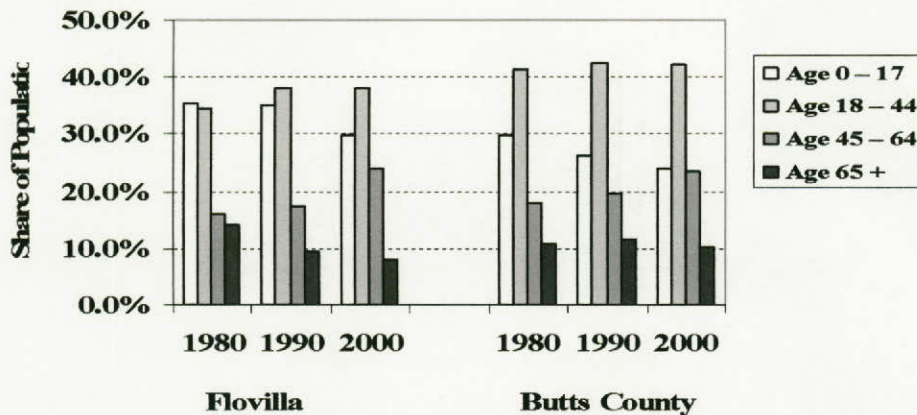


**Table 2.6 - Age Distribution: Butts County**

	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
<b>0 to 14</b>	23.4%	21.9%	21.8%	20.8%	20.0%	18.6%	17.9%	18.0%	18.5%	18.7%
<b>15 to 29</b>	38.4%	36.9%	33.2%	29.6%	27.9%	26.9%	26.9%	25.9%	24.4%	23.5%
<b>30 to 44</b>	18.3%	21.6%	24.1%	25.9%	25.7%	24.5%	22.4%	21.7%	21.1%	20.8%
<b>45 to 64</b>	18.0%	18.0%	18.4%	20.3%	23.5%	26.2%	28.0%	28.7%	28.6%	27.3%
<b>65+</b>	10.8%	11.1%	11.5%	11.1%	10.2%	10.5%	11.7%	12.6%	14.0%	15.8%

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

**Figure 2.1 - Age Distribution**



Source: US Bureau of the Census

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 over the next 25 years feature a decrease in the shares of the school age population (0<14) and an increase in the share of senior citizens. This will be critical to monitor while the County and the municipalities contend with demands for public services from these age groups. Flovilla should match the County trends except for a strong decrease in the share of senior citizens. This will be less the result of changes in that demographic but from the influx of newer, younger residents and households moving into the city. As Flovilla matures as a community it will begin to resemble a more modern suburban satellite of the metro region, capable of sustaining businesses and civic centers for a growing resident population.

**Racial Composition**

**Table 2.7 - Racial Composition/ Hispanic Origin**

	Flovilla			Butts Co.		
	1980	1990	2000	1980	1990	2000
<b>White</b>	59.0%	46.3%	47.9%	60.5%	64.1%	69.2%
<b>Black</b>	40.8%	52.3%	51.5%	39.2%	35.5%	28.8%
<b>Native American/ Aleut</b>	0.0%	1.0%	0.2%	0.2%	0.2%	0.4%
<b>Asian/ Pacific Islander</b>	0.2%	0.3%	0.0%	0.1%	0.1%	0.3%
<b>Other</b>	0.0%	0.0%	0.5%	0.1%	0.1%	0.3%
<b>Hispanic Origin</b>	2.0%		1.5%	1.4%	0.5%	1.4%

*Source: US Bureau of the Census, 2003*

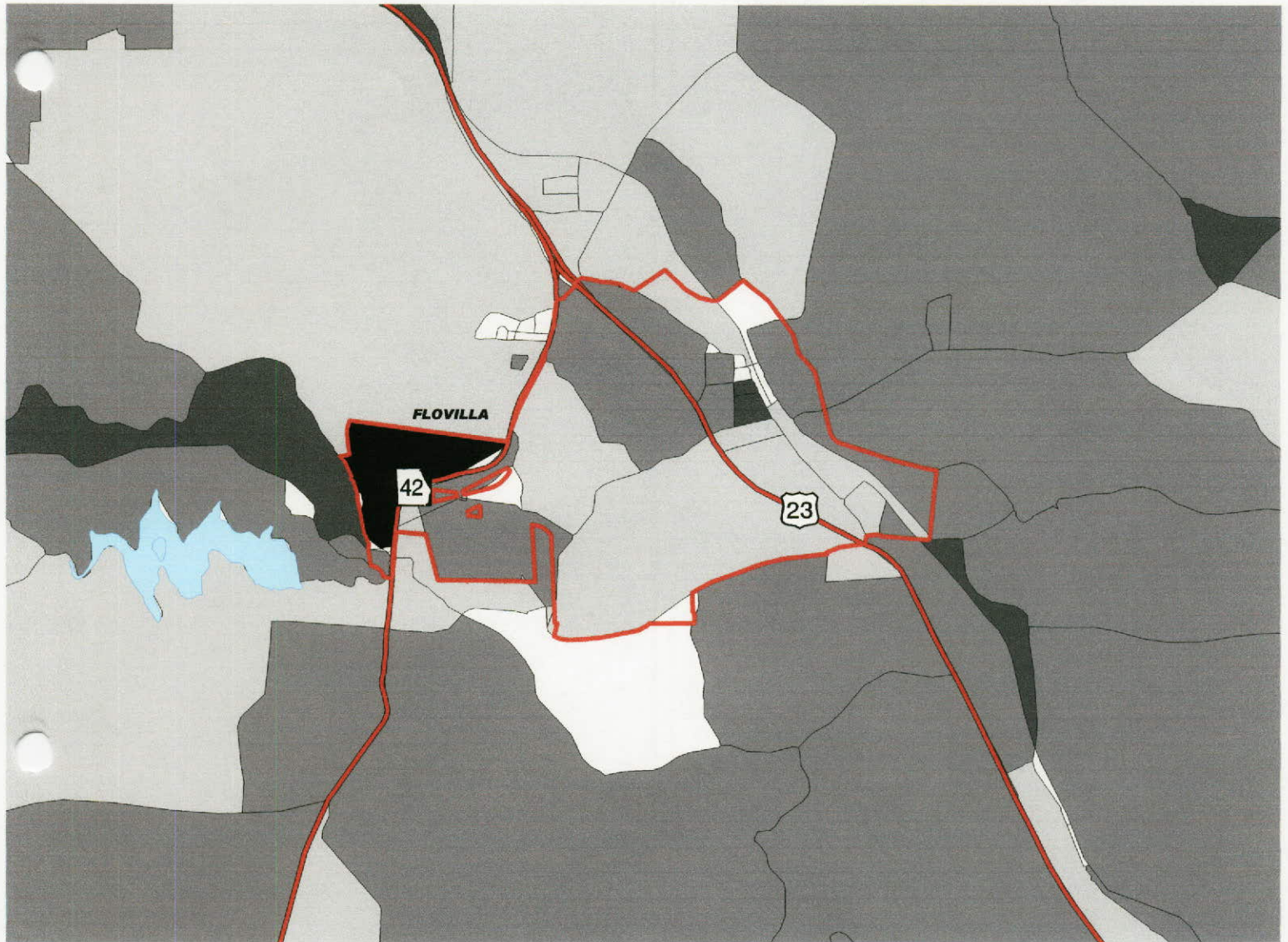
The racial make-up of Flovilla is more balanced than the state or Butts County average. Unlike many rural communities Flovilla features a stable mix of white and black residents and a steady amount of residents with Hispanic origins. This will likely continue as the City becomes more suburban in character unless one particular ethnic group descends upon the county en masse. Technological improvements such as the World Wide Web and telecommunications will render more communities more attractive for living or work by increasing the resources for easing multi-ethnic relations or retaining distant ties.

*Projected trends*

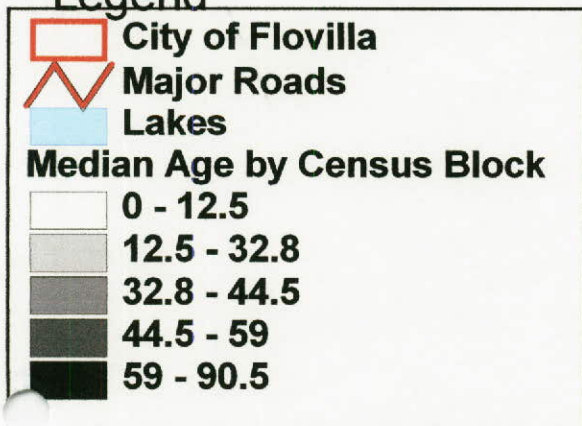
Growth in Butts County has brought some demographic change due to the accessibility of the metropolitan markets of Atlanta and Macon. This access allows minorities to retain communication and participation within their ethnic group while also venturing into more homogeneous communities. As Flovilla and Butts County become more intertwined with metro Atlanta, there will be an accompanying diversification of employment and commercial opportunities, as well as more diverse cultural activities that permits an increase in the share of minorities.

# Median Age

## Map 2.2

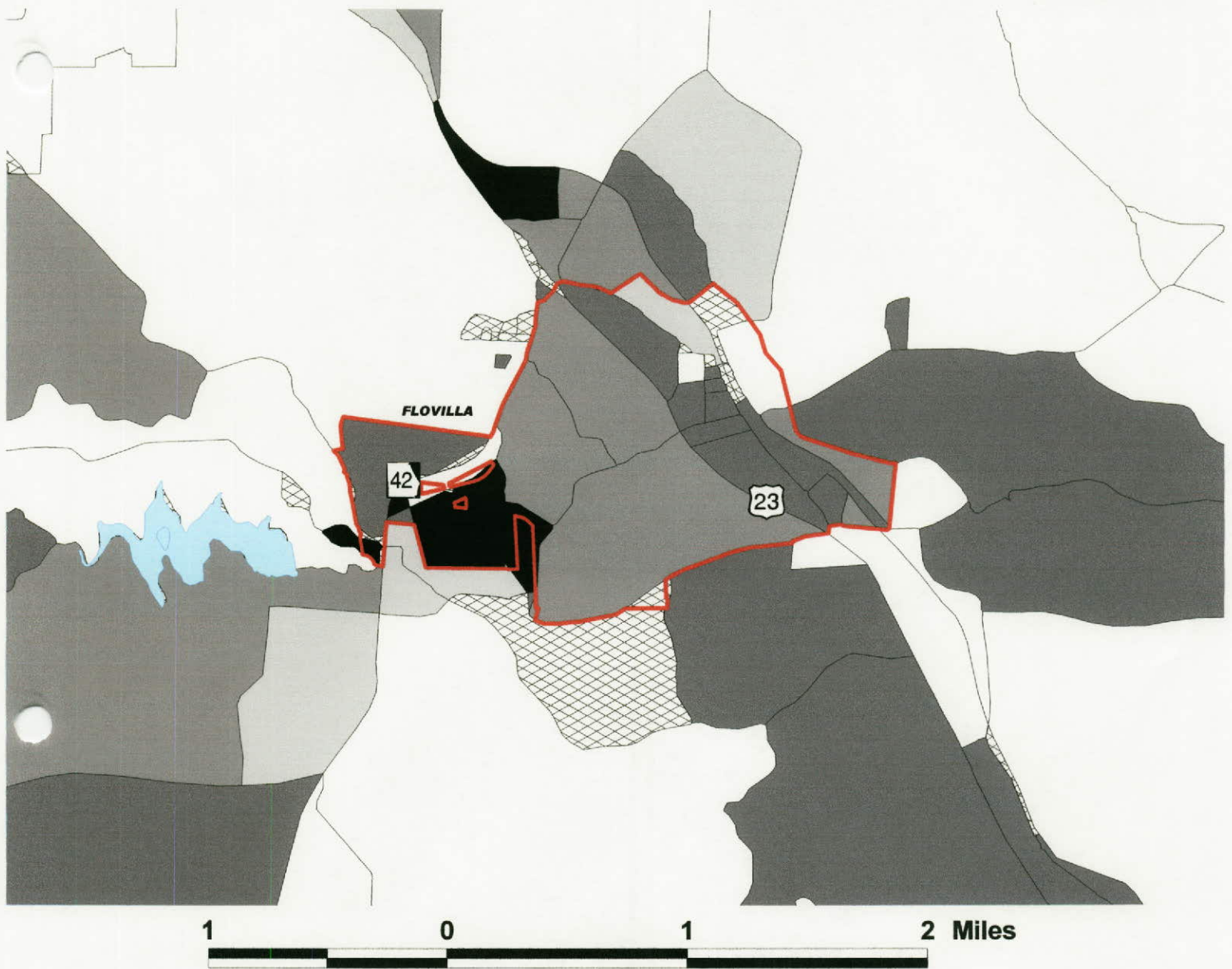


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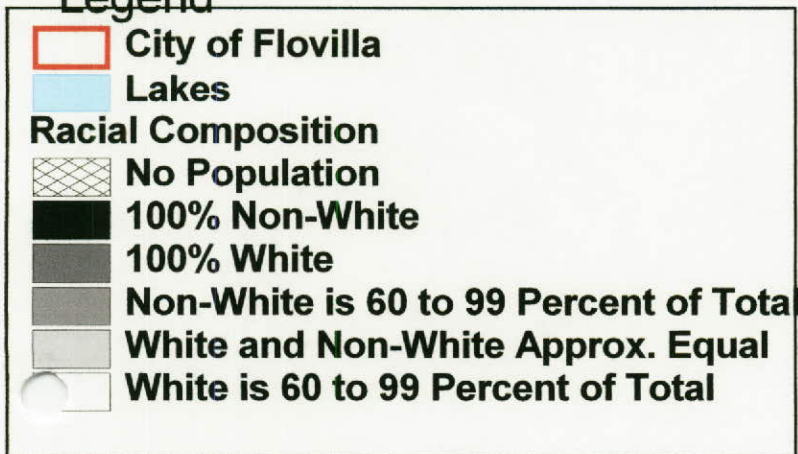


# Racial Composition

## Map 2.3



### Legend



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

**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.

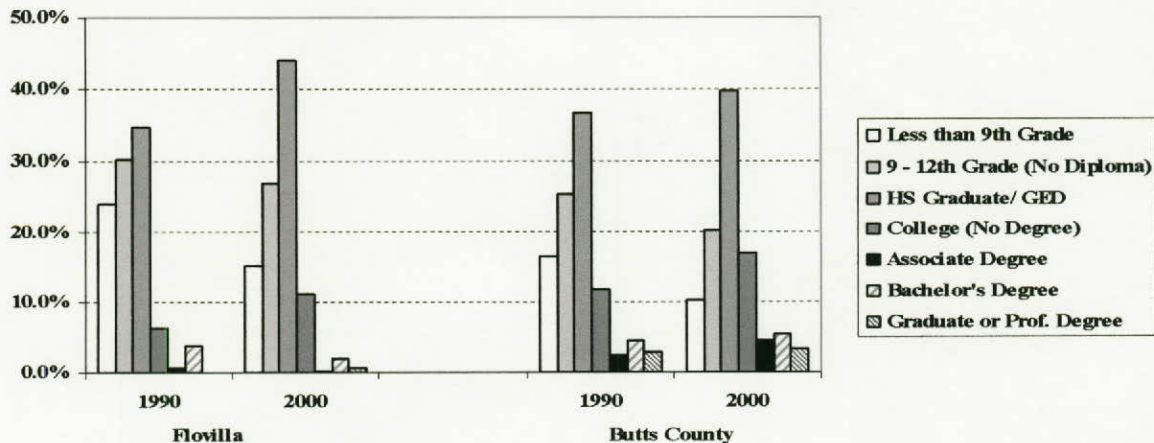
**Educational Attainment**

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 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.

While not exactly matching Butts County trends, Flovilla is showing signs of improvement in educational attainment. Greater shares of residents have completed high school and attended some college. As the City continues to grow this trend should continue, with most new households expected to come linked to local employment opportunities and aware of the necessity for higher education.

**Figure 2.2 – Adult (Age 25+) Educational Attainment**



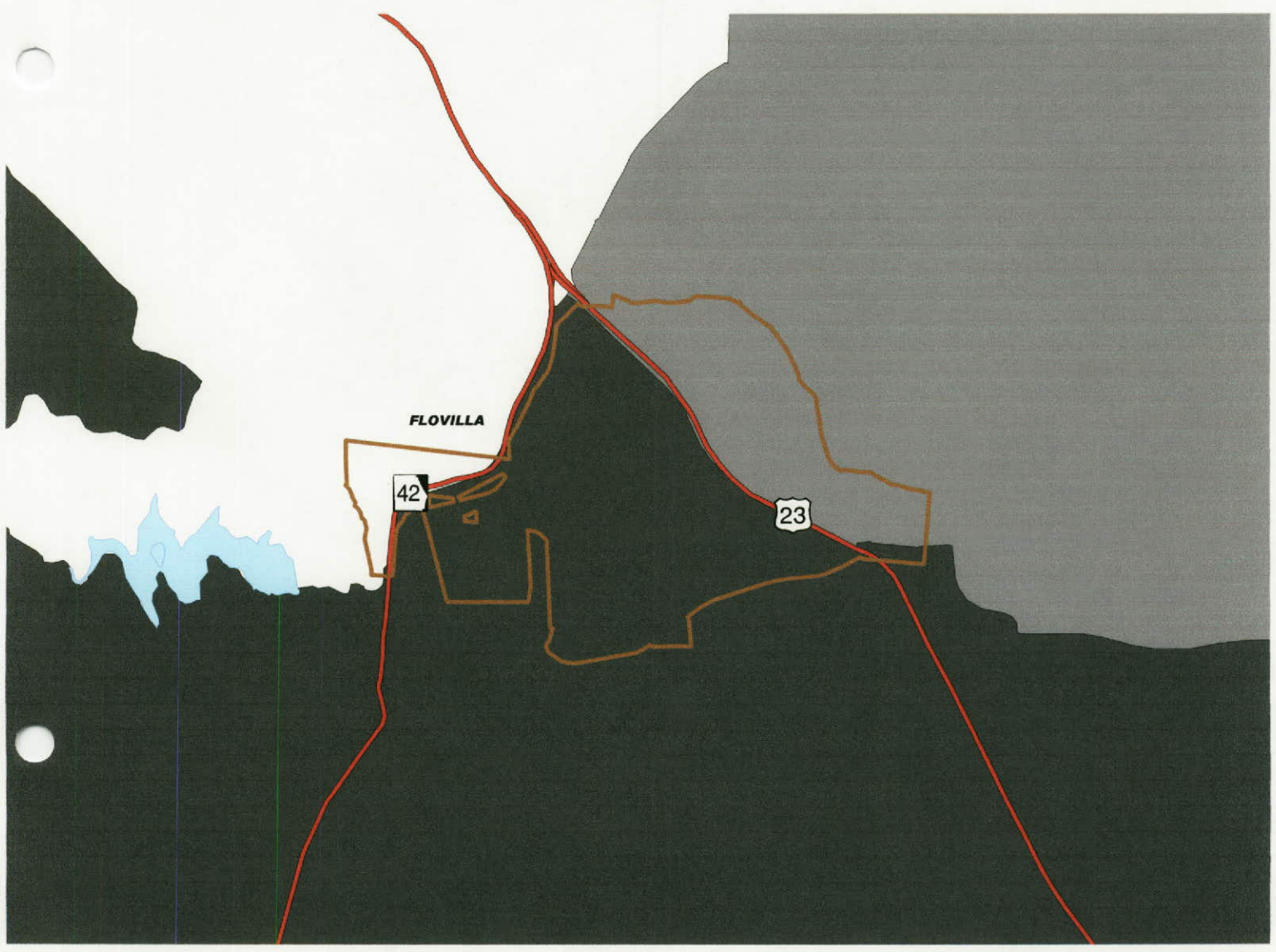
**Table 2.8 - Educational Attainment**

	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

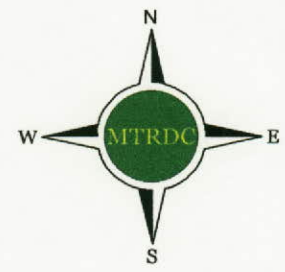
# Educational Attainment

## Map 2.4



### Legend

	City Of Flovilla
	Major Roads
	Lakes
<b>Percent High School Graduates by Block Group</b>	
	41.9 - 43.6
	39.6 - 41.9
	36.4 - 39.6
	27.7 - 36.4
	27.7



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

Butts County also exhibits lagging numbers with respect to educational statistics of existing students. Butts County students have consistently had lower graduation tests scores, higher drop out rates, and fewer graduates attending Public Colleges than the state average since 1995. While the Butts County School System has made some progress in these categories and does come close to the State average in many instances, the numbers still support the theory that local students are not taking full advantage of the system and may not have the job skills necessary to compete for higher skilled and/or higher paying jobs. This is one area of concern that the county will have to address in order to improve the local economy and over diversity of local industries.

**Table 2.9 – Butts County School Data**

<b>Butts County</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>
H.S. Graduation Test Scores (All Components)	76%	69%	59%	57%	63%	64%	52%
H.S. Dropout Rate	11.5%	10.1%	11.9%	1.9%	8.2%	9%	6.3%
Grads Attending Georgia Public Colleges	28.1%	28.1%	29.1%	36.7%	34.7%	NA	NA
Grads Attending Georgia Public Technical Schools	3.0%	6.6%	4.5%	7.5%	8.8%	8.0%	NA
<b>Georgia</b>							
H.S. Graduation Test Scores (All Components)	82%	76%	67%	68%	66%	68%	65%
H.S. Dropout Rate	9.26%	8.60%	7.30%	6.50%	6.50%	6.50%	6.40%
Grads Attending Georgia Public Colleges	35.0%	30.0%	30.2%	38.8%	37.5%	37.3%	36.1%
Grads Attending Georgia Public Technical Schools	5.4%	6.2%	7.1%	6.5%	6.4%	7.4%	8.8%

Source: Ga. Department of Education

**INCOME**

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.

In both per-capita and household incomes, Butts County performs 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 actually grown wider since 1970. (A fact most likely due to the range of higher incomes available outside of Butts County.) Meanwhile, Flovilla’s per capita income has fallen below the County figure to \$15,712 for 2000. Should this downward trend continue the City should review the employment conditions for residents or face the ramifications of economically weaker households.



**Table 2.10 – Butts County Average Per-Capita Income**

	1970	1975	1980	1985	1990	1995
Henry	\$3,114	NA	\$9,157	\$13,816	\$16,300	\$19,146
Spalding	\$3,183	NA	\$7,667	\$10,666	\$13,906	\$17,842
Jasper	\$2,883	NA	\$7,505	\$11,349	\$13,783	\$17,837
Newton	\$3,022	NA	\$7,687	\$11,591	\$14,037	\$17,340
<b>Butts County</b>	\$2,679	NA	\$7,131	\$10,153	\$12,450	\$17,159
Monroe	\$2,904	NA	\$7,422	\$10,517	\$14,174	\$17,130
Lamar	\$2,513	NA	\$7,195	\$10,103	\$12,234	\$16,091
Georgia	\$3,373	NA	\$8,353	\$12,864	\$17,123	\$21,696
<b>vs. Georgia</b>						
Butts Co.	79.4%	NA	85.4%	78.9%	72.7%	79.1%
Butts Area	89.0%	NA	94.4%	89.7%	84.2%	82.9%

Source: US Bureau of The Census

**Table 2.11 – Butts County Average Household Income (in 1987 constant dollars)**

	1970	1975	1980	1985	1990	1995	2000
Georgia	\$31,140	\$31,932	\$33,509	\$38,023	\$39,779	\$39,324	\$41,952
Butts County	\$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

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 2.11 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.

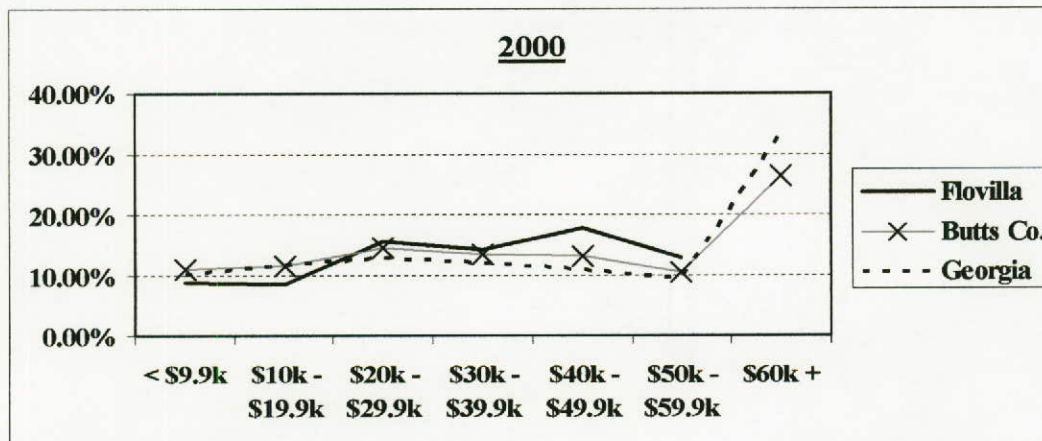
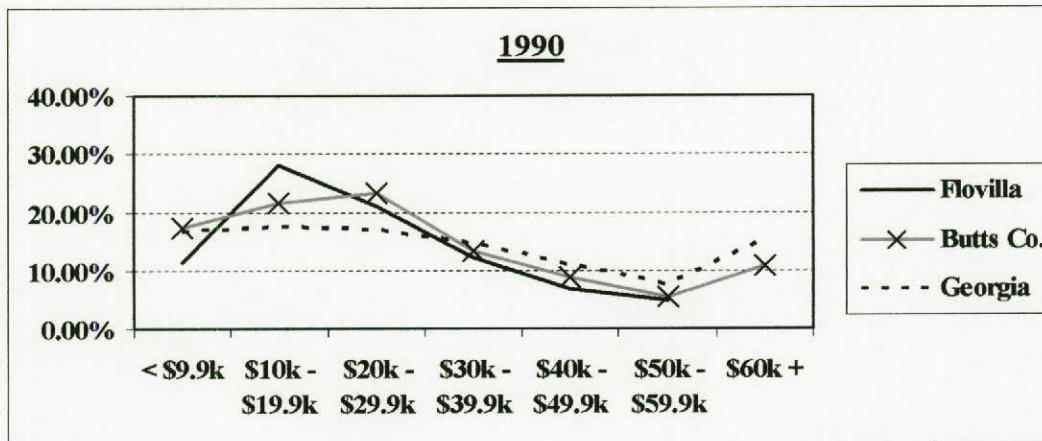
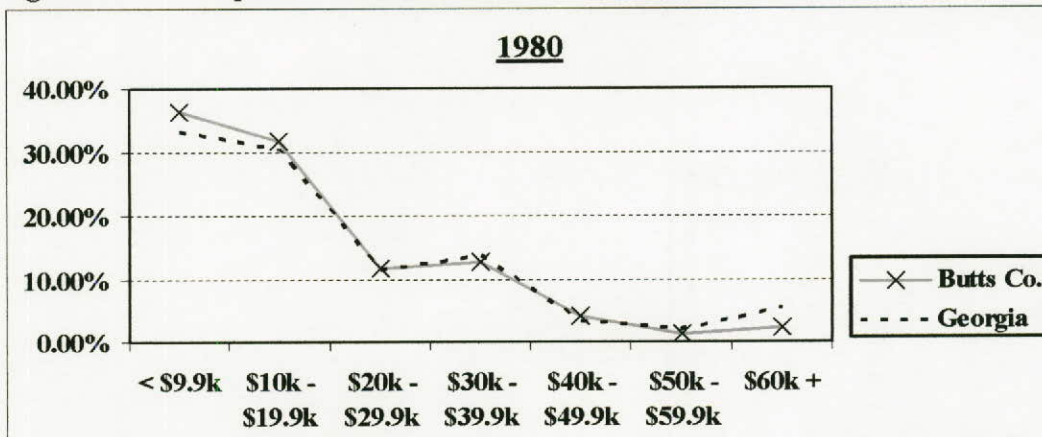
This can also be said regarding the distribution of households by income in Jenkinsburg. The trends are favorable as more and more households within the City are enjoying higher incomes levels. Nearly one half of the City now enjoys household incomes of greater than \$40,000, which is above the State and National median levels.

**Table 2.14 - Distribution of City Households by Income**

	1990	2000
< \$9,999	11.30%	8.80%
\$10,000 - \$19,999	28.20%	8.50%
\$20,000 - \$29,999	20.90%	15.60%
\$30,000 - \$34,999	4.30%	8.40%
\$35,000 - \$39,999	8.00%	5.80%
\$40,000 - \$49,999	6.70%	17.80%
\$50,000 - \$59,999	4.90%	12.90%
\$60,000 +	11.60%	16.50%

Source: 2000 - US Bureau of the Census

Figure 2.3 – Comparison of Household Income Distribution



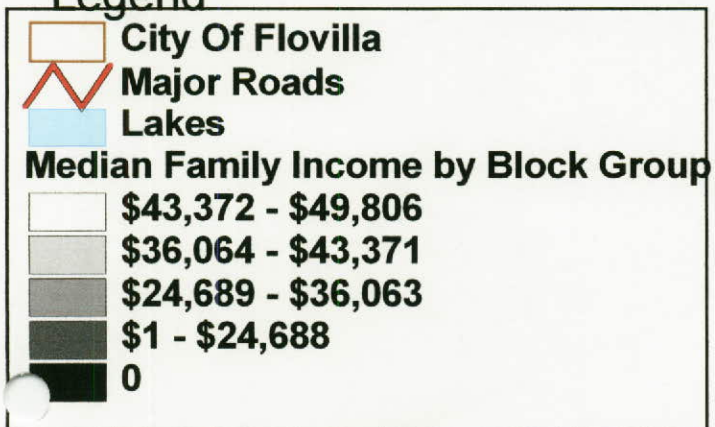
Source: US Bureau of the Census

# Income Distribution

## Map 2.5



### Legend



*ASSESSMENT*

The City of Flovilla is poised to receive significant growth as part of Butts County's continued shift toward suburbanization. The availability of water and the prospects of sewer suggest the City is progressively seeking growth in part to become more self-sufficient and play a larger role in area development.

None of the demographic traits for Flovilla suggest a cause for alarm. Like many rural communities the education and income levels are below state averages but showing improvements. Provided the community maintains its course and works with Butts County in securing the local economy, Flovilla will continue the positive trends and return to a more vibrant community reminiscent of the Indian Springs Park heyday.

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:*

Agri. Services:	Agricultural Services
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 basic, but vital, for more effective decisions concerning the health of the local economy.

**Employment by Economic Sector**

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 3.1 – Share of Total Employment**

	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
<b>Butts County</b>										
Govt. – St./ Local	19.0%	18.7%	21.3%	22.8%	23.5%	23.2%	23.1%	23.3%	22.6%	22.7%
Services	20.9%	22.3%	22.4%	22.7%	22.1%	22.1%	22.7%	23.0%	23.6%	24.1%
Retail	12.3%	16.4%	16.8%	17.8%	18.6%	20.0%	20.5%	21.0%	21.9%	21.9%
Manufacturing	26.4%	20.2%	18.0%	16.0%	15.3%	14.1%	13.4%	13.0%	12.5%	12.1%
TCPU	3.6%	4.2%	4.4%	4.6%	4.7%	4.5%	4.4%	4.4%	4.3%	4.4%
FIRE	5.0%	4.0%	4.3%	4.2%	4.1%	3.9%	3.8%	3.6%	3.6%	3.5%
Construction	3.2%	4.4%	3.6%	3.7%	3.6%	3.6%	3.7%	3.8%	3.8%	3.8%
Farming	5.3%	4.3%	3.7%	3.2%	3.1%	2.8%	2.6%	2.4%	2.2%	2.0%
Wholesale	2.2%	2.9%	2.9%	2.7%	2.6%	2.5%	2.4%	2.3%	2.3%	2.4%
Govt. – Military	1.3%	1.4%	1.3%	1.2%	1.1%	1.1%	1.0%	1.0%	0.9%	0.9%
Govt. – Fed. Civ.	0.5%	0.8%	1.1%	0.9%	0.9%	0.9%	0.9%	0.9%	0.9%	0.9%
Agri. Services	0.3%	0.3%	0.2%	0.2%	0.3%	0.3%	0.3%	0.3%	0.3%	0.2%
Mining	0.0%	0.0%	0.0%	0.0%	0.0%	0.9%	1.2%	1.2%	1.1%	1.1%
<b>Total Employment</b>	<b>4,436</b>	<b>4,764</b>	<b>5,180</b>	<b>5,388</b>	<b>5,498</b>	<b>5,836</b>	<b>6,108</b>	<b>6,343</b>	<b>6,690</b>	<b>7,026</b>
<b>Georgia</b>										
Services	18.1%	20.6%	23.3%	24.6%	25.1%	25.5%	25.8%	26.1%	27.0%	28.1%
Retail	14.9%	16.2%	16.5%	16.5%	16.9%	17.3%	17.6%	18.0%	18.4%	18.7%
Manufacturing	19.3%	17.5%	15.4%	14.8%	14.5%	14.2%	13.9%	13.6%	12.5%	11.5%
Govt. – St./ Local	12.6%	10.9%	11.4%	11.7%	11.3%	11.0%	10.8%	10.5%	10.3%	10.2%
FIRE	7.3%	7.0%	7.4%	7.6%	7.7%	7.7%	7.7%	7.7%	7.8%	7.7%
Wholesale	6.4%	6.6%	6.3%	6.4%	6.4%	6.5%	6.6%	6.7%	6.8%	6.8%
TCPU	5.6%	5.5%	5.8%	6.0%	6.1%	6.3%	6.4%	6.4%	6.5%	6.5%
Construction	5.1%	6.1%	5.6%	5.2%	5.3%	5.3%	5.2%	5.1%	5.1%	5.0%
Govt. - Fed. Civ.	3.1%	2.9%	2.8%	2.4%	2.2%	2.1%	2.0%	2.0%	1.9%	1.9%
Govt. – Military	3.3%	3.1%	2.5%	2.1%	1.9%	1.8%	1.7%	1.7%	1.6%	1.5%
Farming	3.5%	2.5%	2.0%	1.7%	1.5%	1.3%	1.2%	1.1%	1.0%	1.0%
Agri. Services	0.6%	0.8%	0.8%	0.8%	0.8%	0.8%	0.8%	0.8%	0.8%	0.8%
Mining	0.3%	0.3%	0.2%	0.2%	0.2%	0.3%	0.3%	0.3%	0.3%	0.3%

Source: Woods & Poole Economics, Inc., 1994  
2020, 2025 Projections by MTRDC

*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.

Currently most of Butts County's business operations are within or immediately around the City of Jackson due to access to utilities, sewer and the residential centers. Thus as an employment hub Flovilla accounts for a very small portion of Butts County (less than 6%), the majority of whom are within the manufacturing (30%) and construction (17%) sectors. Without sewer, urban residential densities or a true commercial center Flovilla does not have the basis for a dynamic economic engine. Instead the community has developed as a residential enclave with some small businesses that can operate outside of larger, more urban environments.

For Butts County as a whole *State and Local Government* operations have historically been among the largest employers. 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 strongest growth expected in the future will feature the *Retail and Service* sectors. The increasing customer base associated with areas shifting from a rural to urban fabric helps these industries grow exponentially. Many products, shops and services will make their debut only as Butts County reaches a critical mass of population to supply the market. This will, however, provide a key change in sales taxes as those markets currently attracting Butts residents to other communities develop local options. This is also the sector most likely to grow within Jenkinsburg unless additional urban services are developed. As the city's residential base continues to grow even in modest amounts, the appeal for additional commercial activity will grow stronger.

The most significant change in the share of Butts County employment 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.

*Identified Needs*

No significant needs based solely on this data. However, this information will be referenced in conjunction with other data in determining issues and concerns regarding economic sectors.

**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.

**Table 3.2 – Earnings by Sector (Total = dollar values x 1,000)**

	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
<b>Butts County</b>										
<b>Govt. – St./ Local</b>	23.0%	25.2%	29.4%	30.7%	31.1%	31.1%	31.3%	31.2%	31.0%	30.8%
<b>Manufacturing</b>	27.8%	19.0%	20.2%	15.9%	15.8%	15.5%	15.6%	15.7%	15.4%	15.2%
<b>Services</b>	14.7%	15.2%	15.7%	15.8%	15.5%	16.2%	16.0%	15.7%	16.5%	17.3%
<b>Retail</b>	13.1%	16.4%	12.4%	15.1%	15.4%	15.6%	15.9%	16.8%	16.7%	16.6%
<b>TCPU</b>	7.1%	7.1%	6.6%	6.7%	6.7%	6.6%	6.5%	6.3%	6.3%	6.2%
<b>Construction</b>	3.4%	4.7%	3.3%	4.3%	4.2%	4.1%	4.0%	3.9%	3.9%	3.8%
<b>Farming</b>	3.2%	3.2%	3.2%	3.3%	3.2%	3.0%	2.9%	2.7%	2.7%	2.7%
<b>FIRE</b>	3.2%	3.3%	3.2%	3.0%	3.1%	3.0%	3.0%	3.0%	2.9%	2.9%
<b>Wholesale</b>	2.8%	3.5%	3.5%	3.1%	3.0%	2.9%	2.8%	2.7%	2.7%	2.6%
<b>Govt. - Fed. Civ.</b>	1.2%	1.7%	1.8%	1.6%	1.5%	1.5%	1.5%	1.4%	1.4%	1.4%
<b>Govt. - Military</b>	0.4%	0.6%	0.5%	0.5%	0.5%	0.4%	0.4%	0.4%	0.4%	0.4%
<b>Agri. Services</b>	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%
<b>Mining</b>	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
<b>Total</b>	\$55,629	\$62,366	\$71,624	\$78,547	\$86,706	\$96,556	\$106,447	\$118,111	\$129,501	\$142,055
<b>Georgia</b>										
<b>Services</b>	16.2%	18.3%	22.8%	24.5%	25.4%	26.2%	27.0%	27.8%	28.8%	30.1%
<b>Manufacturing</b>	23.3%	20.7%	18.0%	17.7%	17.7%	17.6%	17.6%	17.6%	16.3%	15.0%
<b>Govt. – St./ Local</b>	11.2%	10.3%	11.3%	11.2%	10.7%	10.2%	9.8%	9.5%	9.3%	9.2%
<b>Retail</b>	10.7%	10.9%	9.9%	9.7%	9.7%	9.7%	9.7%	9.6%	9.9%	10.1%
<b>TCPU</b>	9.6%	9.1%	8.9%	9.1%	9.3%	9.5%	9.5%	9.5%	9.7%	9.8%
<b>Wholesale</b>	9.2%	9.5%	9.1%	9.1%	9.2%	9.2%	9.3%	9.3%	9.4%	9.4%
<b>FIRE</b>	5.6%	5.9%	6.4%	6.6%	6.7%	6.8%	6.9%	6.9%	6.9%	6.9%
<b>Construction</b>	5.8%	6.6%	5.7%	5.0%	5.0%	4.8%	4.6%	4.5%	4.4%	4.4%
<b>Govt. – Fed. Civ.</b>	4.7%	4.2%	3.9%	3.3%	2.9%	2.8%	2.6%	2.5%	2.4%	2.4%
<b>Govt. - Military</b>	2.7%	2.4%	1.9%	1.7%	1.5%	1.4%	1.3%	1.2%	1.1%	1.1%
<b>Farming</b>	0.1%	1.3%	1.4%	1.3%	1.2%	1.1%	1.0%	1.0%	0.9%	0.9%
<b>Agri. Services</b>	0.4%	0.4%	0.4%	0.4%	0.4%	0.4%	0.4%	0.4%	0.4%	0.4%
<b>Mining</b>	0.5%	0.4%	0.3%	0.3%	0.3%	0.3%	0.3%	0.3%	0.3%	0.3%

Source: Woods & Poole Economics, Inc., 1994  
2020, 2025 Projections by MTRDC



*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 key to Butts County for 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.

Flovilla residents account for smaller share of total earnings in Butts County compared to employment, a sentiment echoed in the figures for income (Chapter 2). This stems from the residential employment base in secondary earnings sectors such as retail, services and construction. This is not an issue of concern, however, as the overall economy of the City is tied to the County as a whole.

*Identified Needs*

No critical needs identified for this element

**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 3.3 - Average Weekly Wages – Butts County**

	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
<b>All Industries</b>	\$308	\$315	\$331	\$336	\$342	\$355	\$385	\$424	\$435	\$449
<b>Transportation, Comm, Util</b>	\$496	\$482	\$495	\$465	\$497	\$512	\$586	\$601	\$645	\$673
<b>Financial, Insurance, Real Estate</b>	\$355	\$364	\$387	\$399	\$426	\$444	\$511	\$585	\$574	\$562
<b>Wholesale</b>	\$347	\$343	\$399	\$462	\$461	\$464	\$533	\$554	\$580	\$555
<b>Manufacturing</b>	\$302	\$313	\$335	\$350	\$363	\$368	\$384	\$420	\$432	\$464
<b>Construction</b>	-	\$323	-	-	\$372	\$359	\$317	\$323	\$377	\$429
<b>Services</b>	\$242	\$240	\$254	\$273	\$279	\$304	\$385	\$443	\$378	\$367
<b>Agri, Forestry, Fishing</b>	-	-	-	-	\$182	\$199	-	\$259	\$275	\$310
<b>Retail</b>	\$177	\$185	\$215	\$208	\$209	\$223	\$234	\$255	\$263	\$283
<b>Local Gov</b>	-	-	\$349	\$364	\$349	\$394	\$402	-	-	-
<b>State Gov</b>	\$427	-	-	-	-	-	-	-	-	-
<b>Other</b>	-	-	-	-	-	-	-	-	-	-

Source: Georgia Department of Labor

**Table 3.4 – Comparison of Weekly Wages – Butts County vs. Georgia**

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

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.

*Identified Needs*

- With the County and other entities, review trends in wage rates on a regular basis; assessment of wages vs. cost of living to explain economic health of Butts County.

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

	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
<b>Butts County</b>										
<b>Total (Actual)</b>	\$94,022	\$112,641	\$129,294	\$142,825	\$163,368	\$186,468	\$213,163	\$244,291	\$279,738	\$320,693
<b>Wage &amp; Salary</b>	46.23%	42.33%	43.47%	42.48%	41.26%	39.76%	38.19%	36.60%	35.23%	33.93%
<b>Transfer Pmt.</b>	26.23%	26.60%	27.44%	29.84%	30.74%	31.80%	32.92%	34.08%	35.15%	36.16%
<b>DIRI</b>	14.60%	18.04%	17.17%	15.17%	16.19%	17.24%	18.27%	19.24%	20.02%	20.74%
<b>Proprietor</b>	9.12%	9.42%	7.58%	8.51%	7.99%	7.57%	7.19%	6.83%	6.52%	6.27%
<b>Other Labor</b>	3.81%	3.62%	4.35%	4.00%	3.83%	3.63%	3.43%	3.24%	3.07%	2.90%
<b>Residence Adj.</b>	48.92%	53.18%	49.26%	43.80%	40.99%	38.37%	36.01%	33.92%	0.00%	0.00%
<b>Georgia</b>										
<b>Total</b>	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%
<b>Wage &amp; Salary</b>	62.52%	61.25%	60.18%	58.79%	58.04%	56.96%	55.66%	54.12%	52.73%	51.31%
<b>Transfer Pmt.</b>	13.50%	12.44%	12.57%	14.52%	14.83%	15.32%	15.95%	16.74%	17.50%	18.37%
<b>DIRI</b>	11.88%	14.02%	14.52%	13.38%	14.30%	15.31%	16.42%	17.64%	18.75%	19.77%
<b>Proprietor</b>	6.15%	6.61%	6.69%	6.96%	6.66%	6.43%	6.22%	5.99%	5.74%	5.49%
<b>Other Labor</b>	5.95%	5.68%	6.05%	6.35%	6.18%	5.97%	5.75%	5.51%	5.28%	5.05%
<b>Residence Adj.</b>	0.23%	0.04%	0.13%	1.19%	1.57%	1.78%	1.92%	1.99%	0.00%	0.00%

Source: Woods & Poole Economics, Inc.

DIRI = Dividend, Investment Return, Indirect payments

*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 from Table 3.5 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.

Flovillas status as a rural residential community removed from social and health service centers contributes to the city's higher rate of personal income in the wages/salary category. Listed at more than 82% for the year 2000 and improving since 1990, Flovilla features more independent households than the county in general. This is a trend the City should strive to maintain as it benefits the community by reducing the potential need for social services.

### *Identified Needs*

No critical needs identified in this element

### **Economic Activities**

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

#### *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 located 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 Flovilla. 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.
- Williams Brothers Lumber is developing a truss assembly plant at the former Caterpillar 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*

- The City of Flovilla, the local historic society and other stakeholders are developing a plan to revitalize the Indian Springs State Park area, including Flovilla. Currently underway this effort seeks to identify the potential for new amenities within or around the park, including conference facilities and other tourist oriented commercial activity. The City of Flovilla intends to use this effort to guide efforts to rejuvenate their historic town center or downtown district. Efforts specifically in the town center district would include new and expanded civic facilities and scale-appropriate commercial development that would serve area residents. Early findings and recommendations from this plan should be available within 2005, at which time those recommendations should be incorporated into the City's Comprehensive Plan.

### *Assessment*

The City of Flovilla should capture a good deal of the residential growth expected to come to Butts County but will only accommodate a select volume of new commercial and light industrial activity. The location south of Jackson and further removed from metro Atlanta limits the opportunity for capturing new businesses, hence the drive to restore the appeal and attraction of the State Park to lure residents and tourists to the area. Should sewer service be made available and the State Park improvement effort produce the desired results, then Flovilla will be poised for more advanced growth, both physical and economic.

### *Identified Needs*

- Report identifying the clear capacities and needed improvements for public services and proposals for growth management to maximize allocation of utilities and capital improvements;
- Continue working with and supporting the Indian Springs State Park revitalization plan; Incorporate recommendations into the City's Plan and work program.

### **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 3.6 – City of Flovilla Employment by Occupation**

	1990	2000	Change 1990 - 2000	
			#	%
<b>TOTAL All Occupations</b>	244	311	67	27.46%
<b>Executive, Administrative and Managerial (not Farm)</b>	3.69%	2.57%	-1	-11.11%
<b>Professional and Technical Specialty</b>	3.69%	8.04%	16	177.78%
<b>Technicians &amp; Related Support</b>	1.64%			
<b>Sales</b>	10.25%	10.29%	7	28.00%
<b>Clerical and Administrative Support</b>	6.56%	9.00%	12	75.00%
<b>Private Household Services</b>	2.46%			
<b>Protective Services</b>	2.46%			
<b>Service Occupations (not Protective &amp; Household)</b>	8.61%	12.54%	18	85.71%
<b>Farming, Fishing and Forestry</b>	3.28%	0.00%	-8	-100.00%
<b>Precision Production, Craft, and Repair</b>	15.16%	25.08%	41	110.81%
<b>Machine Operators, Assemblers &amp; Inspectors</b>	27.05%	16.72%	-14	-21.21%
<b>Transportation &amp; Material Moving</b>	6.15%	16.72%	37	246.67%
<b>Handlers, Equipment Cleaners, helpers &amp; Laborers</b>	9.02%			

Source: US Bureau of the Census

**Table 3.7 – Comparison of Employment by Occupation, 2000**

	Jackson	Flovilla	Jenkin.	Butts Co.	Georgia	US
<b>Precision Production, Craft, and Repair</b>	16.5%	25.00%	12.8%	16.0%	9.0%	8.5%
<b>Clerical and Administrative Support</b>	15.9%	9.00%	17.4%	16.8%	15.1%	15.4%
<b>Service Occupations (not Protective &amp; Household)</b>	15.2%	12.50%	9.3%	12.7%	11.6%	12.0%
<b>Machine Operators, Assemblers &amp; Inspectors</b>	11.5%	16.70%	9.3%	15.0%	10.8%	9.4%
<b>Executive, Administrative and Managerial (not Farm)</b>	11.5%	2.50%	8.1%	8.0%	14.0%	13.5%
<b>Professional and Technical Specialty</b>	10.5%	8.00%	10.5%	9.7%	18.7%	20.2%
<b>Sales</b>	8.7%	10.20%	11.6%	9.3%	11.6%	11.2%
<b>Transportation &amp; Material Moving</b>	7.2%	16.70%	9.3%	11.2%	6.6%	6.1%
<b>Other</b>	3.0%	0.00%	11.6%	1.1%	1.8%	2.9%
<b>Farming, Fishing and Forestry</b>	0.0%	0.00%	0.0%	0.3%	0.6%	0.7%

Source: US Bureau of the Census

*Assessment*

Mirroring the figures from the employment tables, Flovilla exhibits far greater shares of its labor force employed within the manufacturing trades (Precision production, machine operation and transportation) than either the County or the State. This is actually a beneficial status compared to communities with an overabundance in the minimal wage sectors of retail or services, but does highlight the relative absence of higher paying occupations such as administrative or professional specialists.

As an overall trend the City is moving closer in line with the County figures and with state averages. 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 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. The City of Flovilla will likely play a secondary role in guiding this growth, however, as most new business ventures will require more technical infrastructure and human capital to succeed, thus requiring a more urban environment than the City may be able to provide.

*Identified Needs*

- Need to improve the variation in skill sets available within the county, with particular focus on professional service skills.

**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 3.8 - 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>	<b>7.1%</b>	<b>9.7%</b>	<b>6.5%</b>	<b>5.2%</b>	<b>5.8%</b>	<b>5.9%</b>	<b>4.8%</b>	<b>4.8%</b>	<b>4.2%</b>	<b>5.2%</b>	<b>5.5%</b>
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%
Georgia	5.0%	7.0%	5.8%	5.2%	4.9%	4.6%	4.5%	4.2%	4.0%	3.7%	4.7%
Nation	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.

*Identified Needs*

No specific needs from this element.

**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 3.9 – Labor Force Participation**

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



**Table 3.10 – Labor Force Participation, 2000**

	Jackson	Flovilla	Jenkinsburg	Butts	Georgia	US
<b>Total Labor Force</b>	1,629	334	90	8,457	4,129,666	138,820,935
<b>Civilian Labor Force</b>	100.0%	100.0%	97.8%	99.8%	98.4%	99.2%
<b>Civilian Employed</b>	93.6%	93.1%	95.6%	95.9%	93.0%	93.4%
<b>Civilian Unemployed</b>	6.4%	6.9%	2.2%	3.8%	5.4%	5.7%
<b>In Armed Forces</b>	0.0%	0.0%	2.2%	0.2%	1.6%	0.8%
<b>Not in Labor Force</b>	1,407	173	49	6,892	2,121,021	78,347,142

Source: US Bureau of the Census

*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.

While Flovilla exhibited a comparably high unemployment rate this is largely due to the greater shares of one income households and retirees living in the City. Flovilla has a low cost of living and is a community of family households wherein unemployment rates above 5% do not necessarily indicate bad things.

*Identified Needs*

- Continue to maximize existing labor force; Work with IDA and Chamber to learn more of why some residents are not in the labor pool.

## **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.

The biggest impacts on Flovilla concern the through traffic of commuters traveling southward from Jackson into Monroe County or parts of Metro Macon. However this is an overall low volume of commuters using the arterials, whereas most traffic issues in Flovilla concern the industrial or commercial transport through town. Until the City and Butts County develop a larger employment base there will always be a significant amount of residents commuting outside of the county to work.

**Table 3.11 – Commuting Patterns**

	1980		1990		2000	
<b>Butts</b>	2,786	55.4%	3,044	50.7%	3,533	44.59%
<b>Henry</b>	507	10.1%	879	14.6%	1,423	17.96%
<b>Fulton</b>	487	9.7%	553	9.2%	728	9.19%
<b>Clayton</b>	131	2.6%	348	5.8%	605	7.64%
<b>Spalding</b>	203	4.0%	256	4.3%	443	5.59%
<b>Dekalb</b>	176	3.5%	246	4.1%	284	3.58%
<b>Newton</b>	71	1.4%	131	2.2%	210	2.65%
<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%	104	1.31%
<b>Other</b>	512	10.2%	322	5.4%	594	7.50%
<b>Total</b>	5,030	100.0%	6,006	100.0%	7,924	

	1980		1990		2000	
<b>Butts</b>	2,786	82.1%	3,044	74.2%	3,533	61.74%
<b>Spalding</b>	122	3.6%	393	9.6%	327	5.71%
<b>Henry</b>	58	1.7%	170	4.1%	240	4.19%
<b>Monroe</b>	138	4.1%	159	3.9%	492	8.60%
<b>Lamar</b>		0.0%	131	3.2%	206	3.60%
<b>Jasper</b>		0.0%	75	1.8%	191	3.34%
<b>Clayton</b>	21	0.6%	74	1.8%	109	1.90%
<b>Upson</b>		0.0%	56	1.4%		
					64	1.12%
<b>Other</b>	267	7.9%	323	7.9%	560	9.79%
<b>Total</b>	3,392	100.0%	4,102	100.0%	5,722	

Source: US Bureau of the Census

*Identified Needs*

- Continue to foster more employment opportunities within the county, and encourage businesses to hire county residents.



## 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/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 the City of Flovilla;

- Butts County Industrial Development Authority (IDA) – Currently features one full-time 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 contributed to the location of one new industry and ongoing discussions for expansion and improvement of water and sewerage on the county’s west side.
- 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 Industry, Trade, and Tourism
- 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. Flovilla's small town 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 City can participate in certain county-wide measures such as the Special Local Option Sales Tax (SPLOST) to pay for capital improvements that support economic development.

### **Education and Training Opportunities**

While there are no post-secondary education facilities within Butts County, a number of opportunities exist in neighboring counties as well as further north in metro-Atlanta. Within 30 miles 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 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.

### *Assessment – Economic Development Resources*

Flovilla and Butts County have access to many agencies and programs to assist with economic development, but has expressed a need to improve utilization of these resources and expand the educational opportunities within the area. Specifically mentioned has been the desire to provide a post-secondary training facility within the county. Such a facility could also provide coordinated programs with the local school system to encourage more job skills training and education among Butts County children.

### *Identified Needs*

- Maintain communication with economic development partners

## **ECONOMIC DEVELOPMENT - IDENTIFIED NEEDS & GOALS**

### **Needs:**

The following represents a listing of those comprehensive issues identified by the inventory and analysis of economic development issues for the City of Jackson. Additional needs for natural and historic resources may be identified throughout the planning process. However, these issues in particular must be addressed to improve the community's management of such resources and to achieve the goals desired by the community.

- With the County and other entities, review trends in wage rates on a regular basis; assessment of wages vs. cost of living to explain economic health of Butts County.
- Report identifying the clear capacities and needed improvements for public services and proposals for growth management to maximize allocation of utilities and capital improvements;
- Continue working with and supporting the Indian Springs State Park revitalization plan; Incorporate recommendations into the City's Plan and work program.
- Need to improve the variation in skill sets available within the county, with particular focus on professional service skills.
- Continue to maximize existing labor force; Work with IDA and Chamber to learn more of why some residents are not in the labor pool.
- Continue to foster more employment opportunities within the county, and encourage businesses to hire county residents.
- Maintain communication with economic development partners

**Goal:** *To achieve a growing and balanced economy, consistent with the prudent management of local resources, that equitably benefits all segments of the population.*

**Objectives:**

*The City should participate in the READI certification process* The City should support the Development Authority in maintaining the State sponsored READI certification for economic development professionals. This should also include additional measures for training, networking, and promoting the city

*The City should maintain a formal Economic Development Plan* Beyond the elements included in this Comprehensive Plan, the City of Flovilla should work with Butts County in maintaining a formal plan and policy for the attraction and expansion of business opportunities. This should include a clear and manageable action plan for recruiting new industry as well as improving the skills and conditions for the labor force. This plan should be developed in coordination with regional partners in education, public services and economic development.

*Development a post-secondary education network* To assist with the development and quality of the local labor pool, the City should work with the School Board, the IDA, Griffin Technical College and other organizations to provide increased access to skills training for city residents. There should also be measures to coordinate training directly with current and projected job skills demanded by area businesses.

*Indian Springs State Park Revitalization Plan* To assist with the overall economic development in and around Flovilla, the City should work with the State Park revitalization effort to identify key issues and recommend improvement actions for the Park, surrounding lands and the City of Flovilla. This should include a basic strategy for development within the city's traditional town center area, or downtown.



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.

## NATURAL RESOURCES

A region's natural resources are the native conditions and elements that contribute to the local character and livelihood. As the rivers and lakes supplying public water, mineral deposits that support local industry, or a scenic park serving locals and tourists alike, these resources can, 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:

### Applicable within Flovilla

Potable Water Sources  
Wetlands  
Flood Plains  
Soil Resources  
Steep Slopes  
Parks, Recreation and Conservation Areas

### Not Applicable within Flovilla

Water Supply Watersheds  
Groundwater Recharge Areas  
Protected River Corridors  
Prime Forest Land  
Plant and Animal Habitats  
Scenic Views and Sites  
Protected Mountains  
Coastal Resources  
Air Quality (non attainment)  
Prime Agricultural Land

General locations for wetlands and water supply watersheds in the area can be seen on Map 4.1. Soil conditions for Butts County are shown on Maps 4.2 and 4.3, steep slopes on Map 4.4, and parks, recreation and scenic areas on Map 4.5.

## Public Water Sources

The City of Flovilla maintains its own water supply, treatment and distribution system, and does have an agreement with the County permitting the City of Flovilla to claim first right at providing water service to much of the southeastern portion of the county. The bulk of the source water comes from 5 wells within or immediately adjacent to the city. Additional finished water (less than 27k gallons per month) is purchased from the Butts County Water and Sewer Authority (BCWSA) to supplement raw water sources and as an emergency backup supply. According to the draft Master Plan for the BCWSA, "there have been reports of turbidity and iron at times in water from some wells," however no significant issues have been raised concerning the quality of water provided to residents.

The draft Master Plan also indicates that the projected demand for water within the County is expected to double (or more) over the next 30-50 years. For the southeastern portion of the county, including Flovilla, the projections suggest an increased demand of more than 700k to 2,800k gallons per day (gpd); A minimum 400% increase over current demands.

While the City of Flovilla water system currently harbors some capacity for expansion (present demand is roughly 65% of capacity) there is not enough within the existing well-and-pump system to capture significant amounts of new water customers under the BCWSA projections. The draft Master Plan begins discussions of the need to develop additional water resources and the City is already aware of the eventual need to develop more wells. Once the BCWSA has completed their draft plan and made initial recommendation to the County and

municipalities, the City of Flovilla will begin working to find new sources for their own system.

#### *Assessment*

In terms of water quality it appears that the City of Flovilla has been able to sufficiently meet demands. As the City pursues studies to identify new resources, they should also consider a specialists' review of their development plans to ascertain any adverse impacts new development types or locations might have on local groundwater.

In terms of water quantity the City of Flovilla will have the need for more water within the latter half of the planning period depending on the total growth experienced by Butts County. The BCWSA Plan suggests a need to perhaps even quadruple the existing withdrawal capacity for this portion of the county.

#### *Identified Needs*

- Environmental report outlining potential development impacts on groundwater sources;
- With the County and the BCWSA, work to identify new water sources and develop an agreement whereby Flovilla has access sufficient water for the next 50 years.

#### **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. A thorough site evaluation should be conducted prior to any determination of wetlands on a specific property in Butts County.

Only very small portions of Flovilla contain wetlands, most of which are affiliated with a small tributary stream and flood plain that runs through the center of the city. At present none of the wetlands is threatened by development, nor are they affiliated with a water supply source.

#### *Assessment*

To date there have been no major problems associated with local wetlands, and the City has adopted the required minimum environmental planning criteria to protect against adverse development within and around these resources. Further actions that could be taken in the future include improved assessment of development scale and types near wetlands.

#### *Identified Needs*

- With the County, maintain inventory of wetlands and of development information in and around those resources, including enhanced land use mapping, depiction of structures and impervious surfaces and more detailed information of potential pollution sources.

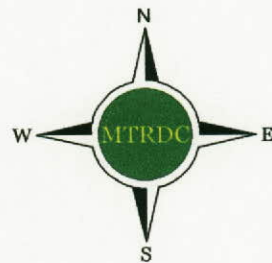
# Water Resources

## Map 4.1



### Legend

	Major Roads
	100 Year Flood Zones
	Lakes
	Wetlands
	City Of Flovilla
	Indian Springs / Dauset Trails
	Butts County



## **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 zone tends to be located in and near wetland areas.

Within Flovilla there is a small creek and drainage basin that bisects the city. This area and the related wetlands constitute a 100-year floodplain. An additional floodplain runs along the railroad track opposite from, and just outside of, the City. Both floodplains are largely undisturbed marsh and woods.

### *Assessment*

The collection of floodplains within the City is not presently threatened by development but its location near a major arterial corridor suggests the need for strict monitoring and management of development in the future. Particularly as the City is pursuing commercial development within the city's core, this area may be subject to additional pressures and require critical handling.

### *Identified Needs*

- Direct development regulations to prevent development within the floodplain and/ or minimize intrusion into the floodplain.

## **Soil Conditions**

Butts County, like many areas within this region of the Georgia piedmont, has been a historically agricultural community. Much of this can be attributed to the generally fertile qualities of the local soils and the soft rolling terrain that allows the local ecology to prosper. However Flovilla does not exhibit a great deal of active farming within the City and only marginal potential to retain commercial agriculture within the city limits without expansion.

At present, the Natural Resources Conservation Service is performing an updated, more detailed soil inventory. It is unknown when this information will be made available for City planning purposes. Based upon existing knowledge of general soil associations the bulk of the City can be classified as having soil quite suitable for farming or development 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*

Flovilla does not have many severe constraints, development or otherwise, based upon the prevailing soil conditions within the city. Those areas that feature sensitive soils are also within the aforementioned floodplain or in areas with concentrations of steep slopes. As such, these areas will already be subject to scrutiny and face limitations when considered for development.

*Identified Needs*

- Acquire the updated soil mapping from the Natural resource and Conservation Service. Based upon new information, review and amend development policies as needed.

**Plant and Animal Habitat**

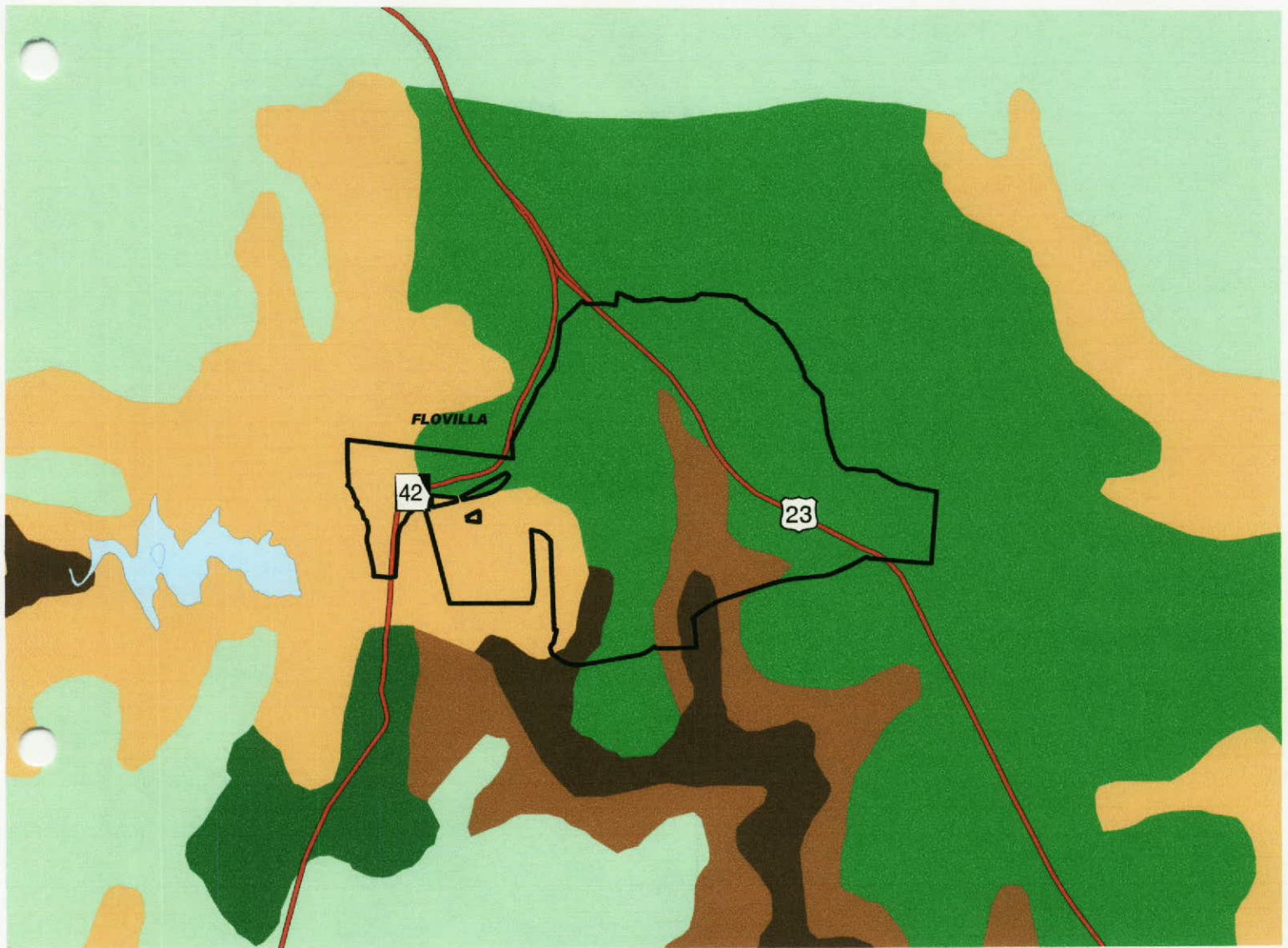
Given the low levels of open space within the city limits, no significant habitats have been identified or preserved in the City of Flovilla for the protection of specific plants or animals. The Georgia Department of Natural Resources did not identify any critical sites or stream habitats within the city warranting further protection.

*Identified Needs*

No needs identified.

# General Soil Associations

## Map 4.2



### Legend

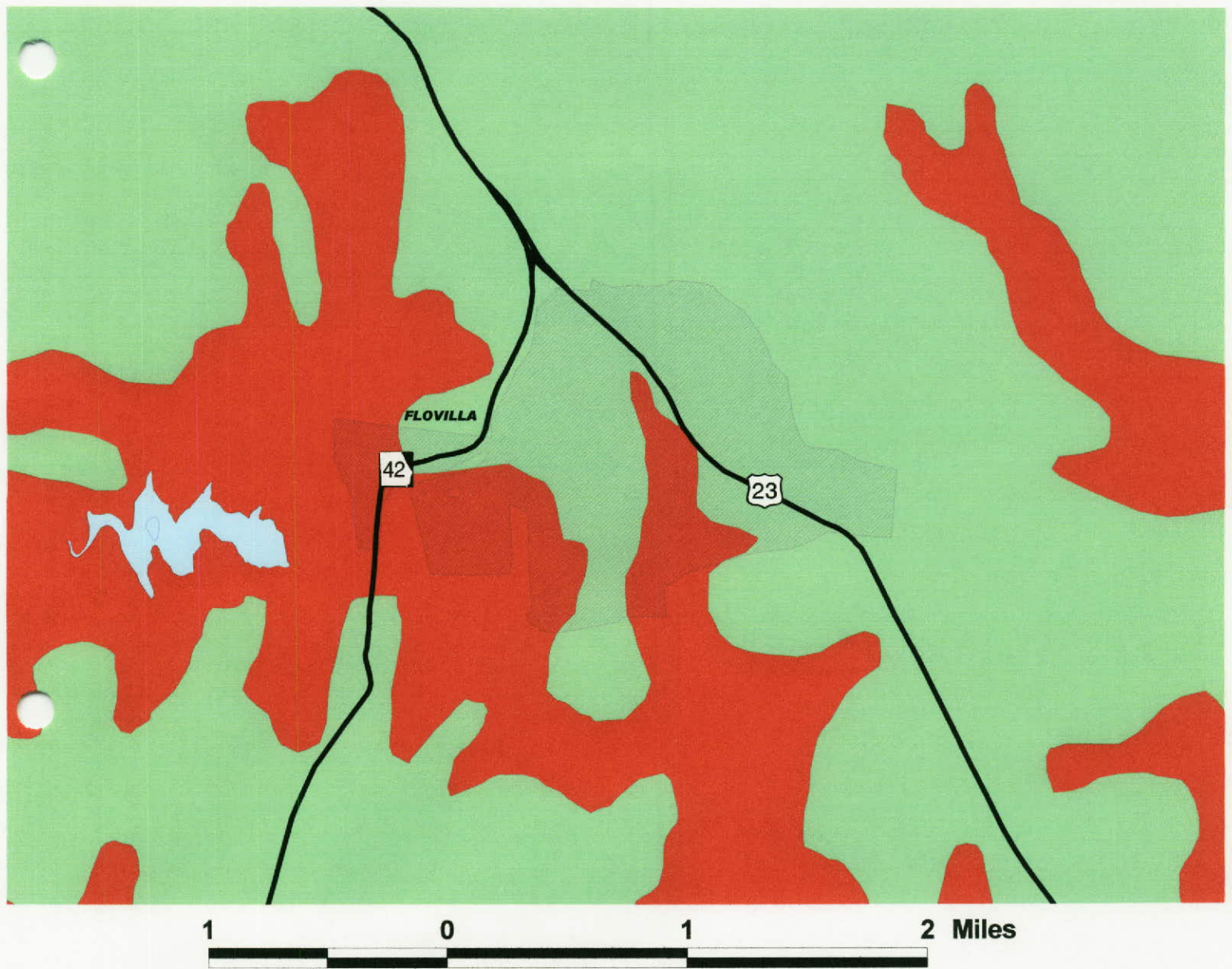
-  City Of Flovilla
-  Lakes
-  Major Roads
- Soil Types**
-  Cecil-Applying
-  Cecil-Davidson-Applying
-  Cecil-Madison-Gwinnet
-  Chewacla-Toccoa-Wehadkee
-  Gwinnet-Pacolet-Madison
-  Pacolet-Madison-Gwinnet








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

# Soil Attributes

## Map 4.3



### Legend

	City Of Flovilla
	Major Roads
	Sensitive To Development
	Lakes
	Suitable For Agriculture





### **Prime Agricultural and Forest Lands**

Prime agricultural and forest lands are considered those areas valued for their use in agricultural or silvicultural production and as such may warrant special management policies. However, as industries neither agriculture nor forestry have significant operations within Flovilla. Several farms remain on lands with prime soil conditions but there has been no call to establish special protective policies for these sites nor are they concentrated within a way to suggest a specialized, functional agricultural corridor.

#### *Assessment*

No special or immediate actions have been identified regarding prime agricultural and forest land. Existing operations are encouraged to remain and will benefit from the lack of public utilities attracting more intense land uses. However there is no urgency to take special action to foster or sustain existing agricultural operations.

#### *Identified Needs*

No critical needs identified for this element.

### **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.

Within the City of Flovilla there is one area that exhibits a concentration of steep slopes worth monitoring: The city's western tip immediately adjacent to Indian Springs State Park. This portion of the city, as well as the park and points westward, feature notable changes in grade and topography. New development here would incur a great deal of land disturbance and possibly alter prevailing drainage patterns, floodplains and wetlands. These areas are considered a valuable part of the local scenic beauty and help define the pastoral sense of character associated with Indian Springs. As such any change and development in this portion of the city should work with the terrain to preserve that aspect of local character.

#### *Assessment*

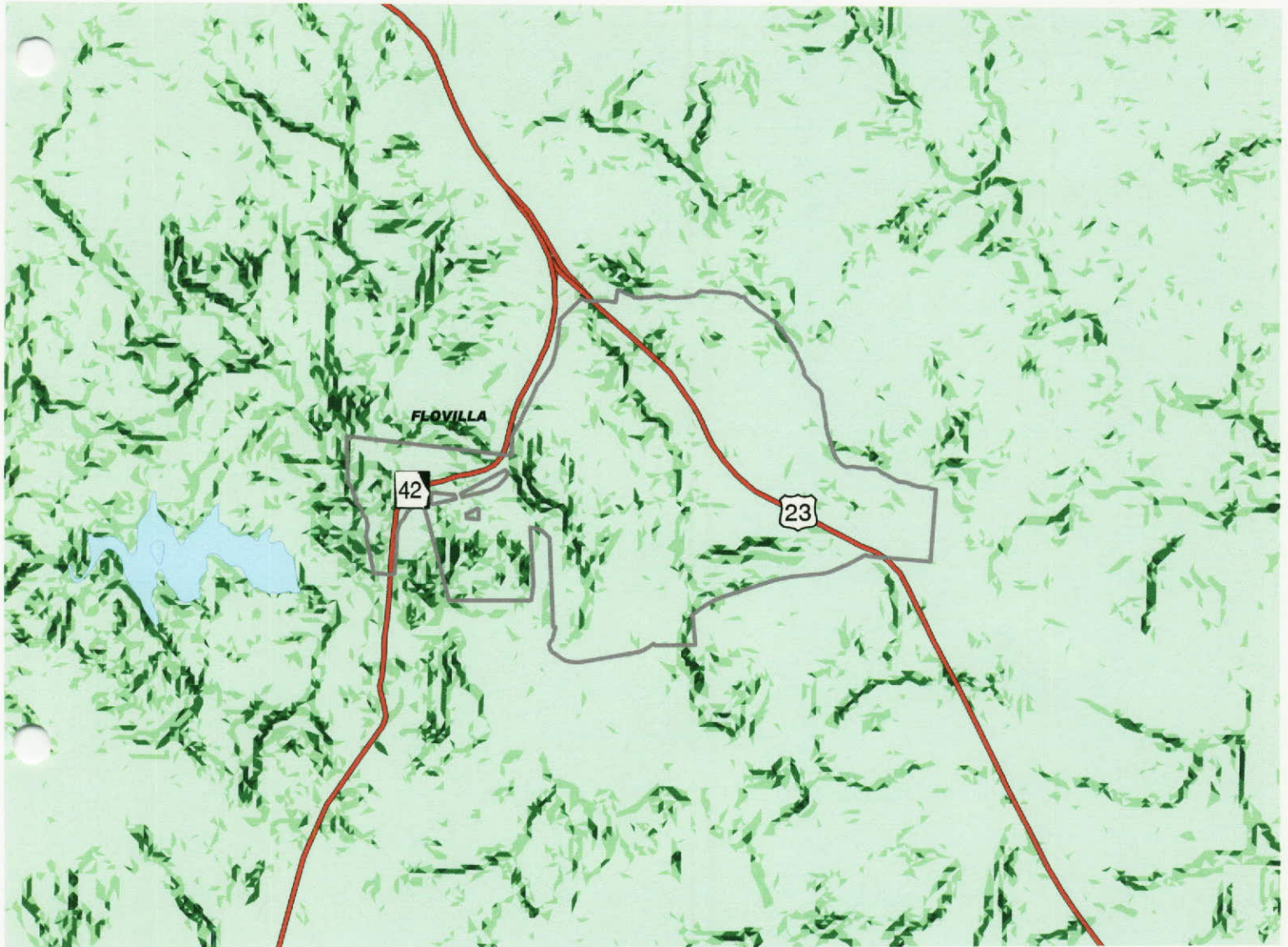
The development patterns and types proposed for this portion of Flovilla should not greatly impact the slope conditions nor should the slopes all together prevent development. However the City should consider this portion of the community for more rural, less-intense development so as to minimize any impacts. Given basic concerns over slope conditions the City should work with the County to enforce erosion control practices and monitor stormwater issues for flooding and/or pollution issues that may occur in areas with steep slope conditions.

#### *Identified Needs*

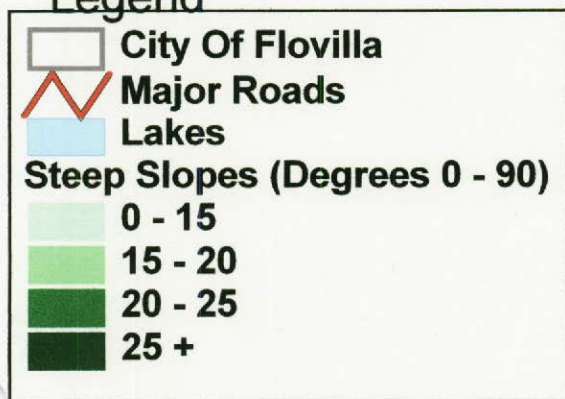
- Use planning and development regulations to prevent areas of steep slopes from receiving intense, heavy development.

# Steep Slopes

## Map 4.4



### Legend



## **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 the City of Flovilla there is one municipal park for passive recreation, located on the fringe of the historic neighborhood between US 23 and the railroad track. This is an open air park that includes a walking track, benches and picnic amenities and a playground. Nearby is a publicly-accessible tennis court.

There is growing sentiment in Butts 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. At present there are no areas formally designated for conservation within Flovilla, but the presence of sensitive areas and the availability of undisturbed land allows the possibility. Any effort pursued for the preservation of open space will have to be coordinated with the County.

### *Assessment*

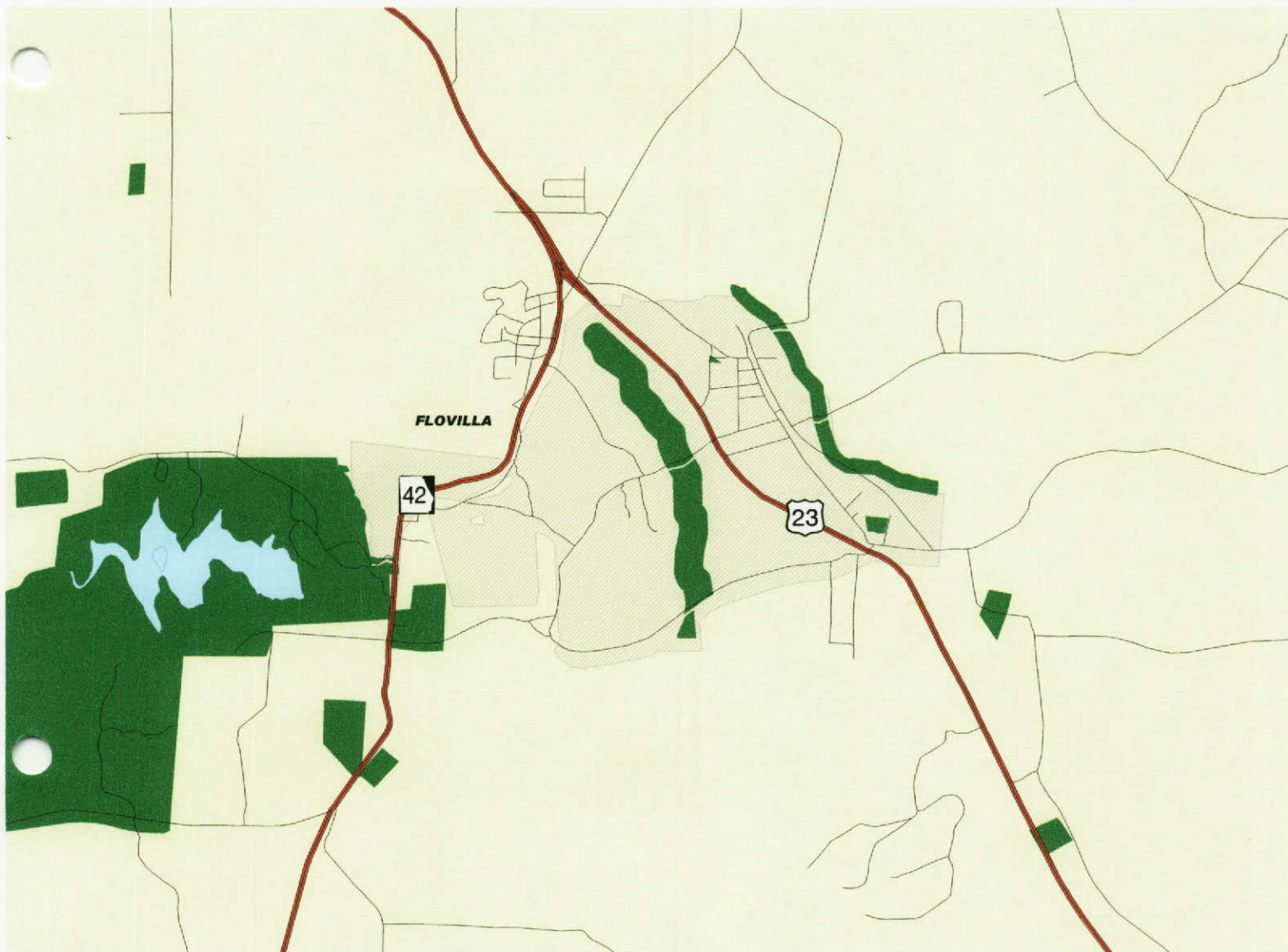
As the City and surrounding areas grow formal consideration should be given to improving and possibly adding on to the existing park, or developing new neighborhood parks. Where possible new parks and/or recreation sites should be coordinated in design such that they are easily accessible from surrounding residential areas and show connectivity to other public sites. In addition, preliminary discussions with the County Parks and Recreation Department indicate the potential for locating outdoor active recreation park space in or around Flovilla.

### *Identified Needs*

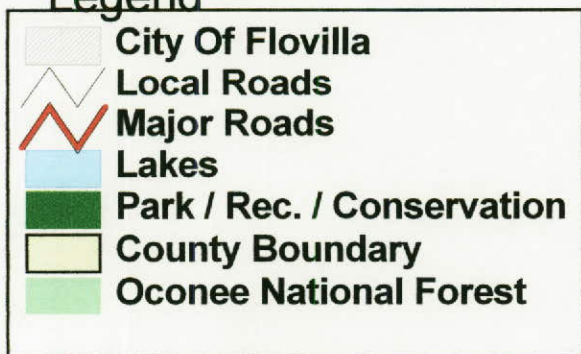
- In accordance with the Indian Springs revitalization study, the City should develop a master recreation plan and/or work with the County to identify the potential for formal park space in and around Flovilla.

# Recreation And Conservation Areas

Map 4.5



## Legend



## **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.

In 2002, steps to upgrade Butts County's parks and recreation facilities 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. 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.

### *Assessment*

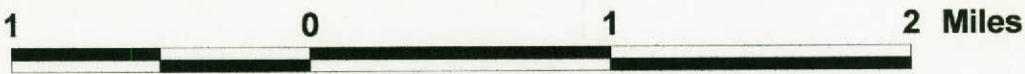
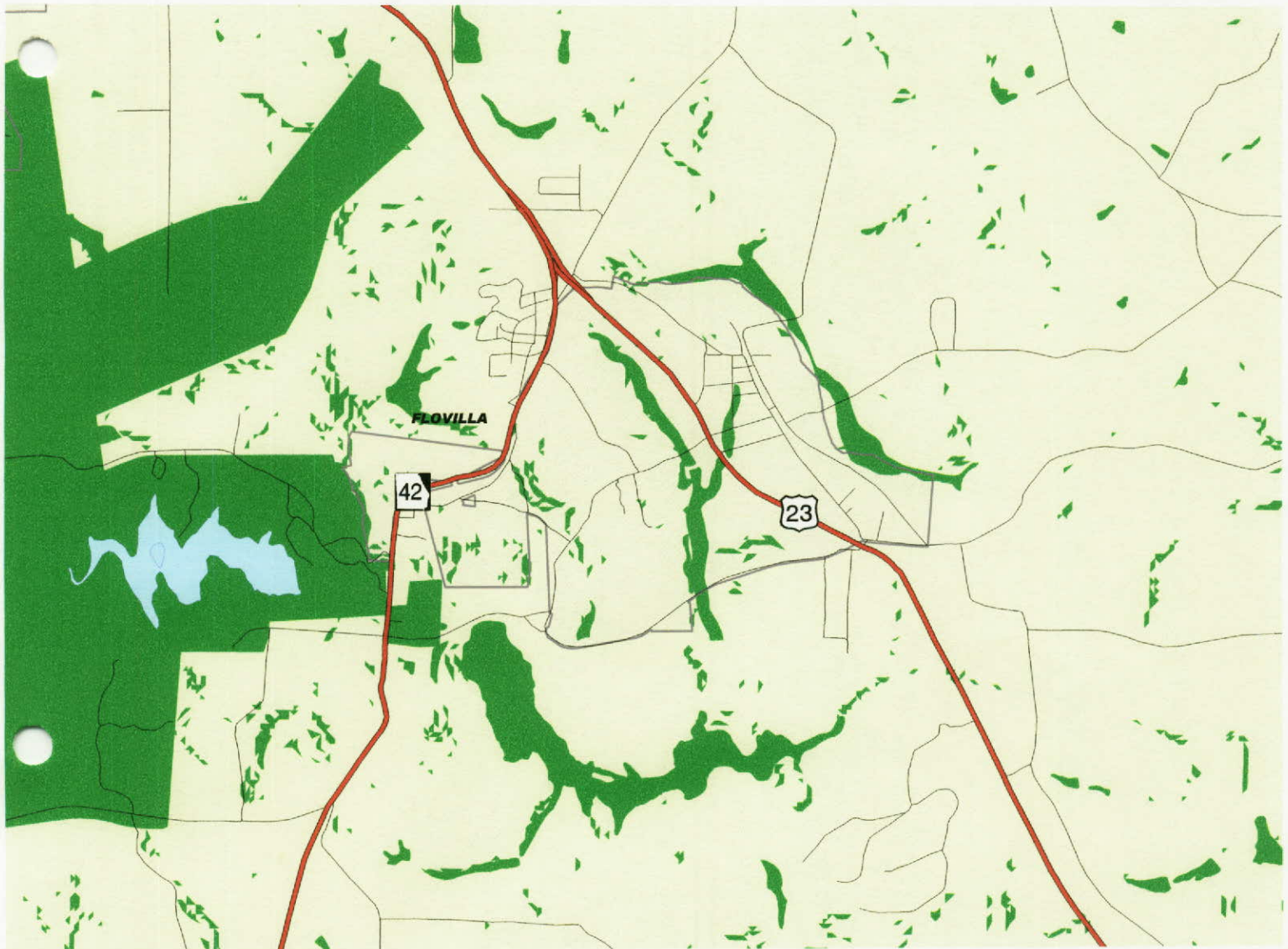
The areas within Flovilla that match the needs and goals of the County's greenspace program are the steep slopes, floodplains and wetlands. Because the latter two conditions already receive minimal protection from environmental regulations there is little demand for establishing formal greenspace protections beyond the policies currently employed. The concentrations of steep slopes will be monitored through other planning measures, but those areas will likely be used for rural development considerations.

### *Identified Needs*

- Support the goals of the County Greenspace Program; Address policies and regulations as needed.

# Greenspace Target Areas

## Map 4.6



### Legend



**HISTORIC AND CULTURAL 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. For the purposes of this document the inventory of historic resources is addressing the Flovilla and Indian Springs area, with the general qualification that resources must be listed in the National Register or otherwise identified in local literature as a significant resource. Map 4.7 displays the general location of area resources.

Site	Location	Type	Significance	Nat. Register	Public	Condition
Ocmulgee Dam	NE of Flovilla	-	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
Idlewilde	Indian Springs	Residential	State	Listed - 1999	Y	Excellent
Dr. Wait's Drugstore	Flovilla	Commercial		Eligible		Fair
Indian Springs State Park Museum	Indian Springs	Institutional		Eligible		Good
Flovilla Storefront	Flovilla	Commercial		Eligible	Y	Good
Flovilla School	Flovilla	Institutional		Eligible	Y	Good
Indian Springs Cemetery	Indian Springs	Institutional			Y	Good
Indian Springs Baptist Church	Indian Springs	Institutional			Y	Good

- **Captain William F. Smith House.** 199 Smith Street, Flovilla. This house was constructed circa 1850 for a Mr. Higgins. Captain Smith, who was the Editor of the Middle Georgia Argus, later occupied the house. The house is a two-story plantation plain style with a monumental two-story veranda with an entablature supported on wood piers. The clapboard house has stuccoed masonry chimneys at the gable ends. There are three red barns on the property. The house is currently in good condition.
- **Dr. Wait’s Drug Store.** Old Highway 87, Flovilla. This one-story, brick building with segmental headed windows is located at the end of a row of historic stores. It is currently in poor condition, but does not seem to have sustained any major changes.
- **Flovilla Storefront.** Old Highway 87, Flovilla. This two-story building features an unaltered, cast iron storefront. It is located in the same row of historic buildings as Dr. Wait’s Drug Store.
- **Flovilla School.** Flovilla. This one-story, asymmetrical, frame building has been adapted for use as a community center. The building contains a restored classroom interior and features a large front gabled entrance. The building has had additions to it, but is in good condition.

- McIntosh Inn (Indian Springs Hotel, Varner House). Highway 42, across from Indian Springs State Park, Indian Springs. The Inn was built circa 1823 by William McIntosh and Joel Bailey to accommodate travelers on Indian lands prior to the Treaty of 1825 with the Creek Indians. McIntosh, half-Scottish and half-Creek Indian, was the cousin of Georgia's Governor George M. Troupe and also the Chief of the Cowetas, one of the leading subtribal groups within the Creek nation. This was Indian Springs' first and finest hotel, and is now the only known antebellum mineral springs hotel left standing in Georgia.

The Treaty of 1825 with the Creek Indians was signed by Chief McIntosh at the McIntosh Inn on February 12, 1825. In return for his part in the ceding of 4,700,000 acres of land, the Upper Creek tribe killed Chief McIntosh.

The Inn is a two-story, asymmetrical, clapboard building with a side gabled roof and gable end brick chimneys. The pier foundation uses native stone. According to a pre-1913 photograph, the front porch was two stories with thin, square columns; a more recent one-story porch has been removed from the building.

The interior of the Inn exhibits details such as mantels and wainscoting that show knowledge of the Federal period.

In 1850, the Inn became the property of the Varner family and remained in their possession until 1953. In 1953, J.H. Elliott of Atlanta bought the house, added a collection of artifacts and furnishings, and opened it to the public for a fee. The 1974, the property was sold to the State of Georgia, who had plans to restore it. Restoration never took place due to the high cost estimated, and the property was deeded to Butts County in 1982. The county leases the property to the Butts County Historical Society for \$1.00 per year. Since that time, the Society has been attempting to restore the building, which was listed on the National Register in 1973.

Currently, the hotel is in poor condition, with windows boarded and the porch removed. In 1985, an inexperienced carpenter, hired to do restoration work, did extensive damage to the building. The carpenter removed original stone piers from the foundation without replacing them. They are believed to be located in the root cellar under the building, which was filled with dirt. Also, the carpenter damaged floor joists, installed a steel beam (which the building cannot support), and burned original materials he took from the structure. The Butts County Historical Society has recently received funding from the Georgia DOT for the purpose of restoring the building, which was once a stop on a stagecoach line.

An 1823-1833 period, fenced garden has been constructed to the side of the hotel. It consists of period roses, herbs, annuals, perennials, and an 1829 summerhouse. Originally, there was an annex building on the garden site, and during Varner ownership there was a clay tennis court. There is a small barn constructed of aged wood sited behind the house near the river. Next door to the hotel is a modern house that serves as the Butts County Historical Society's headquarters. The house lies on property that once was part of the hotel. Several outbuildings were located on the site, although the exact location of those buildings is unknown.

- Indian Springs State Park Museum. Site of the Wigwam Hotel, Indian Springs State Park, Indian Springs. The Wigwam Hotel was built in 1890 on a property leased from the State.



The Hotel operated as a popular resort and convention center until 1921 when the building was consumed by fire.

After the fire, the State built a simple two-story, hipped roof museum of native stone to house Indian relics. The museum is now closed to the public. The building has wood doors with a round-headed carving above the door depicting Native Americans. Stone stairs lead behind the building, down the slope to the river. The building appears to be in excellent condition.

- Indian Springs State Park Stone Buildings. Indian Springs State Park, Indian Springs. Located within what is believed to be the oldest state park in the nation is a complex of stone buildings, many of which were constructed during the Depression by the Civilian Conservation Corps (CCC). Structures include a large pavilion, a spring house which shelters the natural sulfur spring, several restroom buildings, a museum, etc. The buildings are well taken care of.
- Indian Springs Cemetery. Indian Springs State Park, Indian Springs. This cemetery lies next to the road within the park. Among others, members of the Varner family, who owned the Indian Springs Hotel (Varner House), are buried at this location.
- Indian Springs Baptist Church. Highway 42 at the intersection with Cenie Road, Indian Springs. This church was constructed circa 1885. The small, frame, Queen Anne-style building has a gabled front entrance with a stained glass fanlight, stained glass windows, and a pyramidal capped bell tower. The front doors have arched glass panels, and the façade of the building has vertical wood siding above the water table resembling wainscoting. The building is in good condition and is still used for monthly church services and receptions.
- Idlewilde. Indian Springs State Park Office, Indian Springs. Constructed in 1908, this house is a two-story, frame, New South type house with a hipped tin roof, brick chimneys, dentil molding, and a rear kitchen addition. The asymmetrical, L-shaped building has a partial-width front veranda supported on wood piers. Behind the house is a historic garden with stone walls, a fishpond, and terraces. Plantings include boxwood, crape myrtle, oak trees, etc. The house was recently restored and is in excellent condition, serving as the park office. The grounds were also restored; however, much work could be done to restore certain elements of the garden, including the fishpond. Four historic outbuildings lie on the property, including a garage, cottage, well house, and shed. The house and grounds are publicly accessible and serve as a good example of adaptive use. Idlewilde was listed on the National Register of Historic Places in 1999.

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 most of these buildings lack significant protection. 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 and Flovilla 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.

In addition to the formally recognized historic resources within and nearby the City of Flovilla are several more structures, mostly houses, that are eligible based on age but may not exhibit critical architectural character or notable histories warranting special protection. However the collection of sites and structures taken together suggest enough resources to consider the creation of a historic district worthy of preservation. Should there be any desire to nominate/designate a site or group of resources for preservation the City could work with the County to employ special regulations and policies, thus allowing the City the means to address the issue in the future. It is assumed the State Park revitalization study is addressing the preliminaries for such an effort with their inventory of individual properties.

#### Assessment

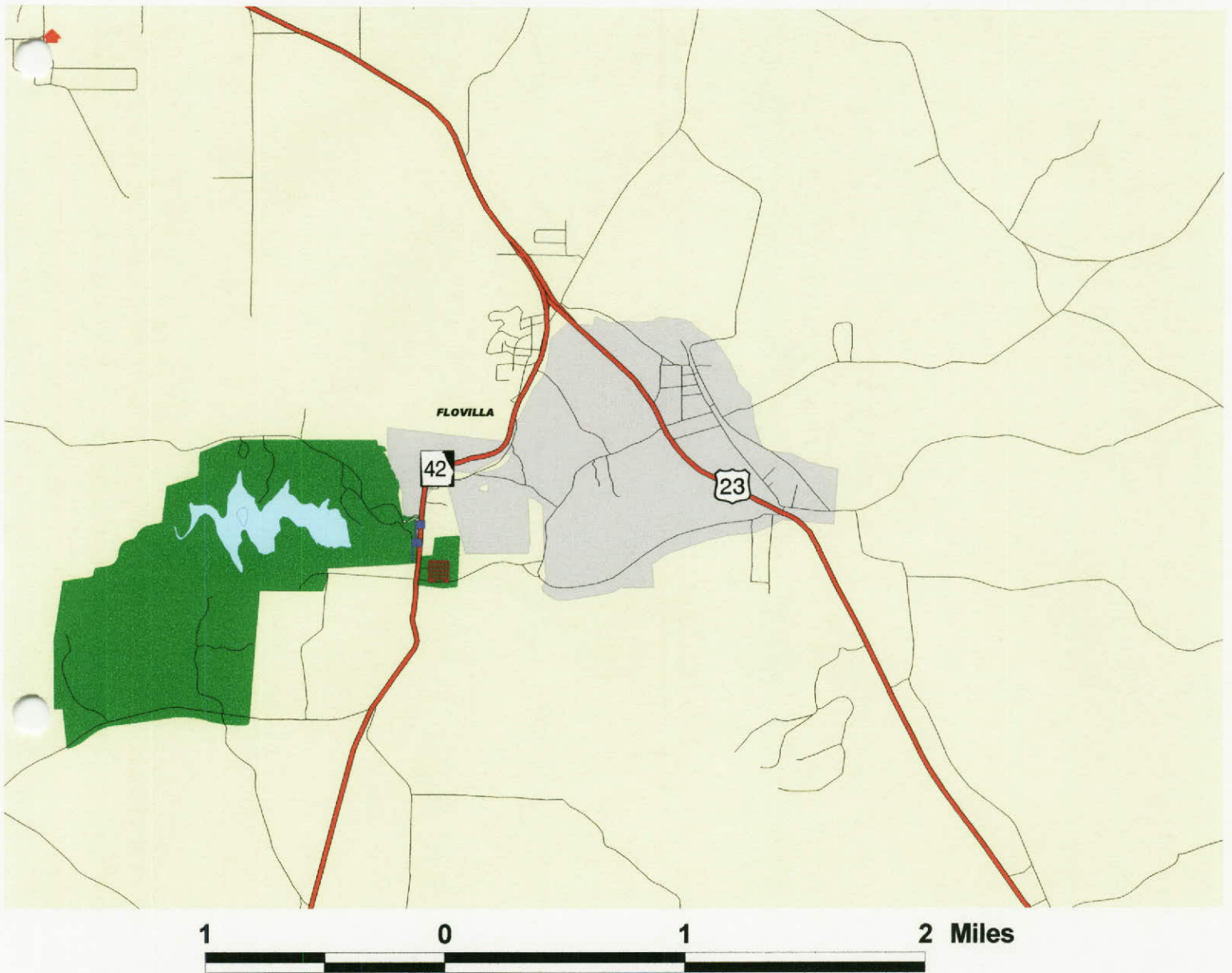
Flovilla must consider these historic and cultural resources when planning for its future. They constitute an integral part of the community and need to be protected if they are to survive. If employed, various methods of protection will ensure that these historic resources will be preserved for the 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. For Flovilla and Indian Springs specifically, they define local character and are the basis of proposed economic development efforts. In addition, such resources will benefit the 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 Flovilla would benefit by protecting its historic resources.

#### *Identified Needs*

- With the County, establish a Historic Resources Plan in conjunction with local municipalities

# Historic Sites

## Map 4.7



### Legend

- Historic Markers
- Registered Historic Sites
  - McIntosh Inn
  - Odd Fellows Building
- Major Roads
- Local Roads
- Lakes
- Indian Springs / Dauset Trails
- City Of Flovilla
- Butts County



## NATURAL AND HISTORIC RESOURCES - IDENTIFIED NEEDS & GOALS

### Needs:

The following represents a listing of those comprehensive issues identified by the inventory and analysis of historic and natural resources for the City of Flovilla. Additional needs for natural and historic resources may be identified throughout the planning process. However, these issues in particular must be addressed to improve the community's management of such resources and to achieve the goals desired by the community.

- Environmental report outlining potential development impacts on groundwater sources;
- With the County and the BCWSA, work to identify new water sources and develop an agreement whereby Flovilla has access sufficient water for the next 50 years.
- With the County, maintain inventory of wetlands and of development information in and around those resources, including enhanced land use mapping, depiction of structures and impervious surfaces and more detailed information of potential pollution sources.
- Direct development regulations to prevent development within the floodplain and/ or minimize intrusion into the floodplain.
- Acquire the updated soil mapping from the Natural resource and Conservation Service. Based upon new information, review and amend development policies as needed.
- Use planning and development regulations to prevent areas of steep slopes from receiving intense, heavy development.
- In accordance with the Indian Springs revitalization study, the City should develop a master recreation plan and/or work with the County to identify the potential for formal park space in and around Flovilla.
- Support the goals of the County Greenspace Program; Address policies and regulations as needed.
- With the County, establish a Historic Resources Plan in conjunction with local municipalities

**Goal:** *To conserve and protect the environmental, natural and historic resources of Flovilla*

### Objectives:

*The City should support the County Greenspace Plan* The City should work with the County in coordinating growth strategies and development opportunities that protect environmental resources within the city and assist in the management and preservation of open space.

*The City must identify additional water supply sources* In conjunction with the BCWSA, the City must identify additional sources for public water supply, make them available to the City system and work to secure the long-term quality of that resource.

*The City should develop a Water Resource Conservation Policy and Plan* To ensure the supply of safe drinking water and clean, healthy streams and rivers for recreation, the City should work

with the County and the BCWSA in developing and maintaining a conservation plan with respect to local water resources. This would identify all monitoring, discharge and withdrawal activities, plus an assessment of long-term issues concerning both water quality and quantity.

*Butts County should perform a Historic Resources survey* To assist with the proper management and care of historic resources, the City should inventory existing and potential resources that contribute to the local character and history. The County should then develop potential actions and policies for the overall retention, restoration and management of these resources as possible.

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.

## TOTAL UNITS/ TYPE OF STRUCTURE

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 spurned 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.

**Table 5.1 – Housing Trends**

	Total Units			Share of Total Units			10-year Change	
	1980	1990	2000	1980	1990	2000	80 - 90	90 - 00
<b>Flovilla - Total</b>	170	185	229				8.82%	23.78%
<b>Single Family</b>	144	136	162	84.71%	73.51%	70.74%	-5.56%	19.12%
<b>Multi-Family</b>	3	3	2	1.76%	1.62%	0.87%	0.00%	-33.3%
<b>Manf. Housing</b>	19	39	65	11.18%	21.08%	28.38%	105.3%	66.67%
<b>Seasonal/ Migratory</b>	4	7	0	2.35%	3.78%	0.00%	75.00%	-100.%
<b>Butts Co. - Total</b>	4,663	5,536	7,380	100 %	100 %	100%	18.7 %	33.3%
<b>Single Family</b>	3,718	4,054	5,417	79.7 %	73.2 %	73.4%	9.0 %	33.6%
<b>Multi-Family</b>	372	484	695	8.0 %	8.7 %	9.4%	30.1 %	43.6%
<b>Manf. Housing</b>	573	998	1,258	12.3 %	18.0 %	17.2%	74.2 %	26.1%
<b>Seasonal/ Migratory</b>	311	502	410	6.7 %	9.1 %	5.6%	61.4 %	-18.3%
<b>Georgia – Total</b>				100 %	100 %	100.0%	31.1 %	24.4%
<b>Single Family</b>				75.8 %	64.9 %	67.1%	12.3 %	28.6%
<b>Multi-Family</b>				16.6 %	22.7 %	20.8%	78.8 %	13.8%
<b>Manf. Housing</b>				7.6 %	12.4 %	12.2%	114.4 %	21.8%
<b>Seasonal/ Migratory</b>				.8 %	1.3 %	1.5%	118.0 %	46.0%

Source: US Bureau of the Census

The rural residential nature of Flovilla is best evidenced by the inventory of local housing conditions. The vast majority of housing units are single family detached units, including those that are of manufactured construction. This is a small community based on single family homes and several small businesses, and in the absence of increased growth pressure immediately around the city there is little to suspect that aspect will change.

Flovilla is located in a growing county where land is plentiful and relatively affordable, yet the absence of sewer limits the potential for conventional subdivisions and as a result the City remains small. In the railroad, Highways and State Park the city also has physical features that have prohibited conventional growth patterns. Clearly Flovilla will become a smaller portion of Butts County’s total population base, however the city can grow large enough to distinguish itself from the county as a whole and retain a strong sense of identity.

**Projections**

Projections for housing 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 5.2 were based upon recent trends in housing permits and subdivision activity in Butts County, with long-range calculations adjusted from projections made by numerous other sources, including reports from the US Census and the Georgia Department of Natural Resources. These take into account the general consensus of city residents to remain a small community.



**Table 5.2 - Jenkinsburg Projections: 2000 - 2025**

<b>Year</b>	<b>Persons per HH</b>	<b>Population</b>	<b>Total Housing Units</b>
<b>2000</b>	3.15	652	229
<b>2005</b>	3.13	763	242
<b>2010</b>	3.09	888	284
<b>2015</b>	3.06	1,044	338
<b>2020</b>	3.03	1,223	400
<b>2025</b>	3.15	1,403	463
	<b>Change 2000 - 2025</b>	<b>751</b>	<b>234</b>

Given the nature of projected growth rates and types, the City of Flovilla should continue expansions of the single family and manufactured residential types. The absence of any sewer service or urban conditions is less conducive to multi-family units, which are more likely to locate in Jackson or Forsyth (Monroe County). The single-family detached category will remain most popular but may not necessarily increase its share of the overall housing stock unless more significant expansion of the City boundaries occurs. Implementation of conceptual civic improvements (new recreation center, State Park facilities) could also alter the economic value of various housing types, strengthening the appeal of more upper-class housing.

*Assessment*

A small community, Flovilla has grown as needed with no formal concerns over housing supply. Butts County’s current housing demands are centered around low-to-moderate priced units to serve the burgeoning suburban market. As a result Flovilla will capture a large ratio of single-family units compared to state and national averages.

*Identified Needs*

No critical needs identified with this element.

**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 5.3 - Housing Conditions**

	Total Units			Share of Total			Change	
	1980	1990	2000	1980	1990	2000	80 - 90	90 - 00
<b>Flovilla</b>								
Pre - 1939		52	44		28%	19.2%		-15%
Inc. Plumbing		4	4		0%	1.7%		0%
<b>Butts County</b>								
Pre - 1939	1,174	698	657	25%	13 %	9%	-40 %	-6%
Inc. Plumbing	493	213	75	11%	4 %	1%	-57%	-65%
<b>Henry County</b>								
Pre - 1939	1,764	901	991	14%	4%	2%	-49%	10%
Inc. Plumbing	631	219	147	5%	1%	0%	-65%	-33%
<b>Jasper County</b>								
Pre - 1939	869	493	654	28%	14%	14%	-43%	33%
Inc. Plumbing	363	137	77	12%	4%	2%	-62%	-44%
<b>Lamar County</b>								
Pre - 1939	1,109	874	676	26%	17%	11%	-21%	-23%
Inc. Plumbing	328	129	72	8%	3%	1%	-61%	-44%
<b>Monroe County</b>								
Pre - 1939	1,212	562	619	24%	9%	7%	-54%	10%
Inc. Plumbing	552	181	155	11%	3%	2%	-67%	-14%
<b>Newton County</b>								
Pre - 1939	2,421	1,711	1,290	20%	11%	6%	-29%	-25%
Inc. Plumbing	893	291	182	7%	2%	1%	-67%	-37%
<b>Spalding County</b>								
Pre - 1939	3,380	1,879	1,890	20%	9%	8%	-44%	1%
Inc. Plumbing	524	128	238	3%	1%	1%	-76%	86%
<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%

Source: US Bureau of the Census

Inc. Plumbing = Incomplete Plumbing

*Assessment*

The volume of units lacking complete plumbing is considered negligible and should be in decline as most older units have already been upgraded. As new units are added to the city will only raise the overall level of quality of housing and will increase the viability of renovations in other units.

As a city with many rural communities Flovilla has a significantly larger share of units built prior to 1939. Provided the care and maintenance of these structures is acceptable then this is considered a tremendous asset to the community and one of the selling points in revitalizing local tourism. The abundance of housing units evoking the design and character of the State Park

heyday matches well with the small-town charm everyone wishes to preserve. The City should monitor the general state of older housing units to guard against concentrations of houses falling into disrepair and consider design regulation to ensure new development is compatible with historic/ near historic structures.

*Identified Needs*

- Develop and maintain a housing inventory that identifies concentrations of sub-par housing units; Develop and action plan for revitalizing those areas.
- Consider design regulations for housing within and adjacent to older neighborhood to preserve the character of historic Flovilla.

**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 whole 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 5.4a - Occupancy/ Vacancy Rates**

	Type of Occupancy			Vacancy Rates		
	1980	1990	2000	1980	1990	2000
<b>Flovilla – Total</b>		185	229	-	18.9%	6.6%
<b>Owner Occupied</b>	NA	84.3%	84.1%	-	-	-
<b>Renter Occupied</b>	NA	15.7%	15.9%	-	-	-
<b>Butts Co. – Total</b>	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%
<b>Georgia – Total</b>				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 5.4b – Comparison of Occupancy/ Vacancy Rates, 2000**

	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?

While Butts County’s rural setting contributed to high owner-occupancy rates, the City of Flovilla has grown to feature even better figures at a total vacancy rate of 6.6% in 2000. This is the result of modest growth within the city of very specific types of housing, specifically single-family ownership opportunities. Even the majority of rental properties within the City are detached housing units which garners more appeal to a this fashion of rural community.

Another consideration regarding the overall occupancy and vacancy figures for Flovilla and Butts County 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 both jurisdictions 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 rental housing within the city, 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 to the City.

*Assessment*

The overall vacancy rates for Flovilla are satisfactory and improving still. This matches the growth scheme preferred by residents and stakeholders as they look to establish a solid residential base of permanent family households.

*Identified Needs*

No critical needs identified with this element.

HOUSING COSTS

Table 5.5 - 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%
Flovilla		\$40,400	\$75,800		56.7%	68.2%	-	87.6%
Butts Co.	\$26,500	\$55,500	\$86,700	115%	78%	78%	109%	56%
Henry	\$43,600	\$81,100	\$120,000	189%	114%	108%	86%	48%
Jasper	\$29,200	\$51,900	\$82,600	126%	73%	74%	78%	59%
Lamar	\$25,200	\$46,200	\$80,100	109%	65%	72%	83%	73%
Monroe	\$28,100	\$61,000	\$87,100	122%	86%	78%	117%	43%
Newton	\$32,800	\$65,100	\$99,900	142%	91%	90%	98%	53%
Spalding	\$32,500	\$56,900	\$84,700	141%	80%	76%	75%	49%
<b>Monthly Rent</b>								
Georgia	\$153	\$344	\$613	100%	100%	100%	125%	78%
Flovilla		\$350	\$505		101.7%	82.4%	-	44.3%
Butts Co.	\$91	\$242	\$480	59%	70%	78%	166%	98%
Henry	\$126	\$531	\$636	82%	154%	104%	321%	20%
Jasper	\$63	\$284	\$302	41%	83%	49%	351%	6%
Lamar	\$72	\$319	\$321	47%	93%	52%	343%	1%
Monroe	\$82	\$324	\$341	54%	94%	56%	295%	5%
Newton	\$107	\$423	\$455	70%	123%	74%	295%	8%
Spalding	\$103	\$365	\$399	67%	106%	65%	254%	9%

Source: US Bureau of the Census

Ownership costs in Flovilla have progressed tremendously since 1970. The real estate boom of the 1980's carried over into the 90's, marking significant increases 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 median. So much so, in fact, that Flovilla and Butts County are becoming a bedroom community of affordable housing for those working elsewhere in the region.

This is especially evident in the rental figures, wherein the average monthly rent for Flovilla is higher than many other area communities. This is likely due to the volume of single family detached rental units in Flovilla, as compared to the volumes of conventional multi-family units likely found elsewhere. The availability of inexpensive land has increased the viability of this rental market and Flovilla and Butts County are seeing the affects.

With respect to housing values, the strong concentration of units valued 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 5.6 – Distribution of Housing Units; 2000**

Unit Value	Butts	GA
< \$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 5.7 - 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%
30.0% - 34.9%	5.4%	5.8%	9.8%	7.3%
35.0% +	13.6%	15.2%	25.8%	28.1%
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 costs 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 5.6 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. With a sharp increase in the volume of households paying more than 30% 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.

Specifically for Flovilla, the 2000 Census revealed 10 households paying between 30-49% of their income in housing costs and at least 17 households paying more than 50%. For a small community this is a high number, but no formal social ills have been related directly to this issue within the City. The City should work with the County to monitor the trend in this condition and see if future actions may be required.

#### *Assessment*

Flovilla is an affordable place to live, even for renters who are often getting the value of a single family home for their expenses. However the average costs are rapidly coming in line with State averages as Butts County progresses toward true suburban status. Flovilla is taking on the features of a true bedroom community, something community leaders and officials wish to reverse by developing more local economic activity. Barring a worsening of any trends there is no immediate action the City need to address concerning housing costs.

#### *Identified Needs*

- With the County, review property taxes and zoning codes to allow for affordable housing while attracting more high-end housing and ownership opportunities.

## SPECIAL NEEDS HOUSING

There is marginal need for specialty housing within Flovilla given the communities rural status. The distance to health and human services reduces the viability of specialty units for medical or social service care, plus the overall demand for such housing in the County is comparably low. Some needs for senior housing is needed in Butts County in general, but most developers and local officials would prefer to see that housing in Jackson with close proximity to activity centers and health care.

For Census 2000 nine (9) units were listed for overcrowding, indicating more than 1 resident per occupiable room. There has no indication of whether or not this is a trend that has improved or become worse. This is another situation that the City should monitor in relation to trends in housing costs and employment opportunities to ensure that no portions of the city feature concentrations of economically weak households or derelict units.

### *Assessment*

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. However the City of Folvilla is not in direct need of special housing conditions at this time nor is there an opportunity to address some of the general county needs through City resources.

### *Identified Needs*

- (See Housing Costs)



## HOUSING - IDENTIFIED NEEDS & GOALS

### Needs:

The following represents a listing of those comprehensive issues identified by the inventory and analysis of housing issues for the City of Flovilla. Additional needs for natural and historic resources may be identified throughout the planning process. However, these issues in particular must be addressed to improve the community's management of such resources and to achieve the goals desired by the community.

- Develop and maintain a housing inventory that identifies concentrations of sub-par housing units; Develop and action plan for revitalizing those areas.
- Consider design regulations for housing within and adjacent to older neighborhood to preserve the character of historic Flovilla.
- With the County, review property taxes and zoning codes to allow for affordable housing while attracting more high-end housing and ownership opportunities.

**Goal:** *To ensure that the residents of Flovilla have access to adequate and affordable housing.*

### Objectives:

*The City should develop a Neighborhood & Community Assessment of housing conditions.* As Flovilla continues to attract residential growth, there is a pressing need for monitoring the types of housing that enter the market and ultimately shape the demands for public services. A neighborhood level assessment can provide a profile of those housing types/conditions that prove more financially stable, where the county should direct infill and rehabilitative development and what steps, if any, should be done to alter housing development patterns.

*The City should consider a market study for local housing trends in the future.* New construction techniques, utility and service demands, and changes in household conditions are reshaping the housing market. The City should review projections for housing demands to ensure that housing quality, quantity and affordability do not stray from intended levels. This study is intended to provide the planning officials with an understanding of future development conditions and how they may introduce new issues and demands on the City of Flovilla.

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 how 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 in Butts County 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 form 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.

As expected from the size and development history of Flovilla the inventory of roads within the city is considerably small. US Highway 23 and State Highway 42 are the only arterials within the City, all other roads are classified as local. As such, those are the only two roadways projected to suffer failing levels of service within the planning timeframe, depending on impacts from other potential developments.

One thing that is also clear is that the totality of plans offered thus far for the revitalizations of Indian Springs Sate Park include some proposals that would have dramatic impacts on local traffic patterns. Calls for a conference center or similar facilities would entail for more local traffic and likely require improvements to local roads.

### *Assessment*

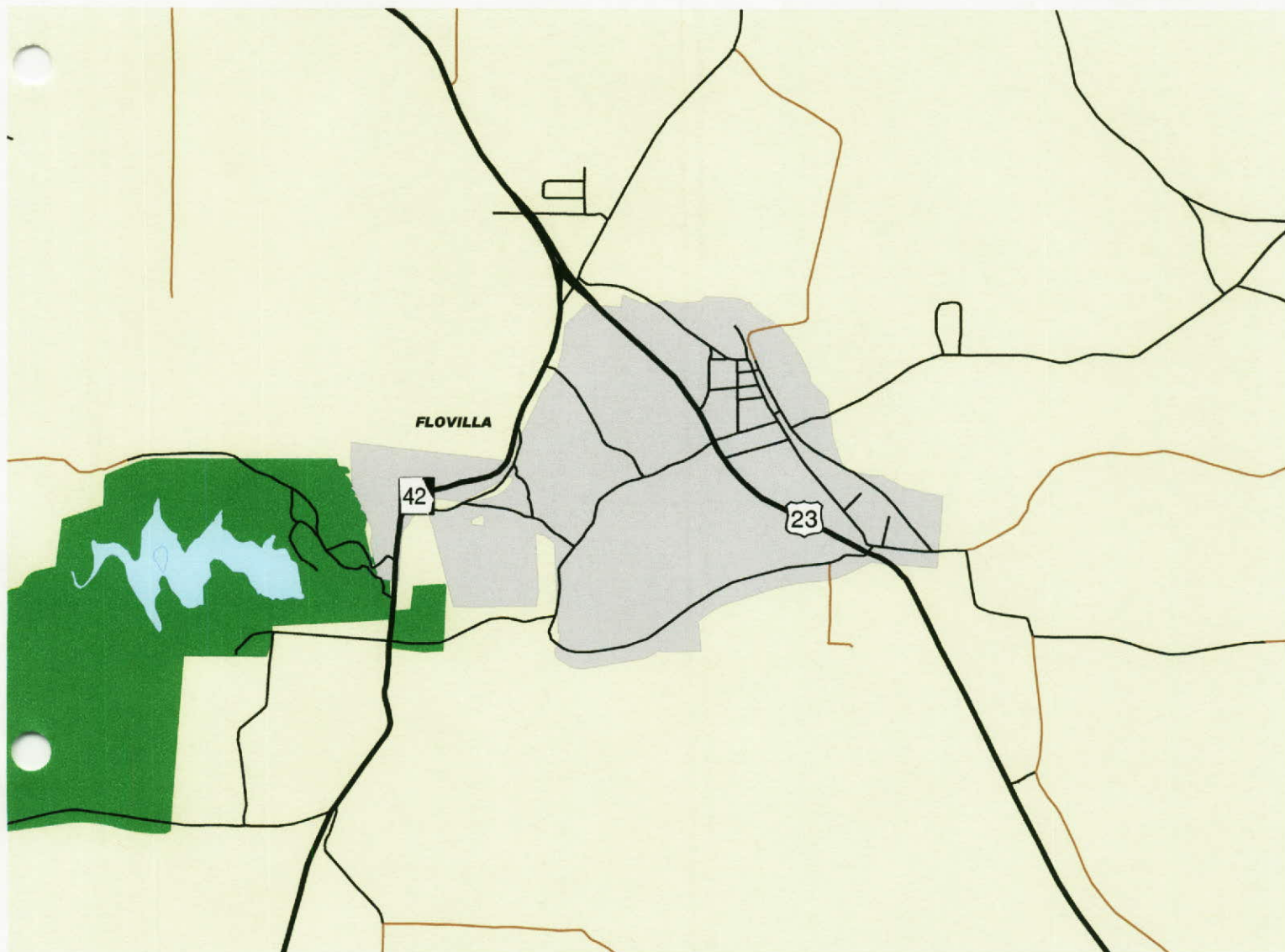
The street/road network for Flovilla is considered adequate for serving current demands. As the population and traffic demands grow, however, US 23 and GA 42 will grow congested and become inadequate for efficient service. As both major through roads and the main service corridors for Flovilla this should be addressed early on; The impact the suspected improvements may have on local properties and businesses will likely be amplified given that corridor's limitations with the railroad running along one side. These issues will be discussed in the revitalization strategies for Flovilla and the State Park, but will likely entail more comprehensive assistance from the DOT.

### *Identified Needs*

- Continued monitoring of traffic counts and annual update of level of service analyses
- Improved communication and planning between the City, the County and the Georgia Department of Transportation
- Continue working with DOT to develop improvements for US 23 and GA 42

# Road Network

## Map 6.1



### Legend

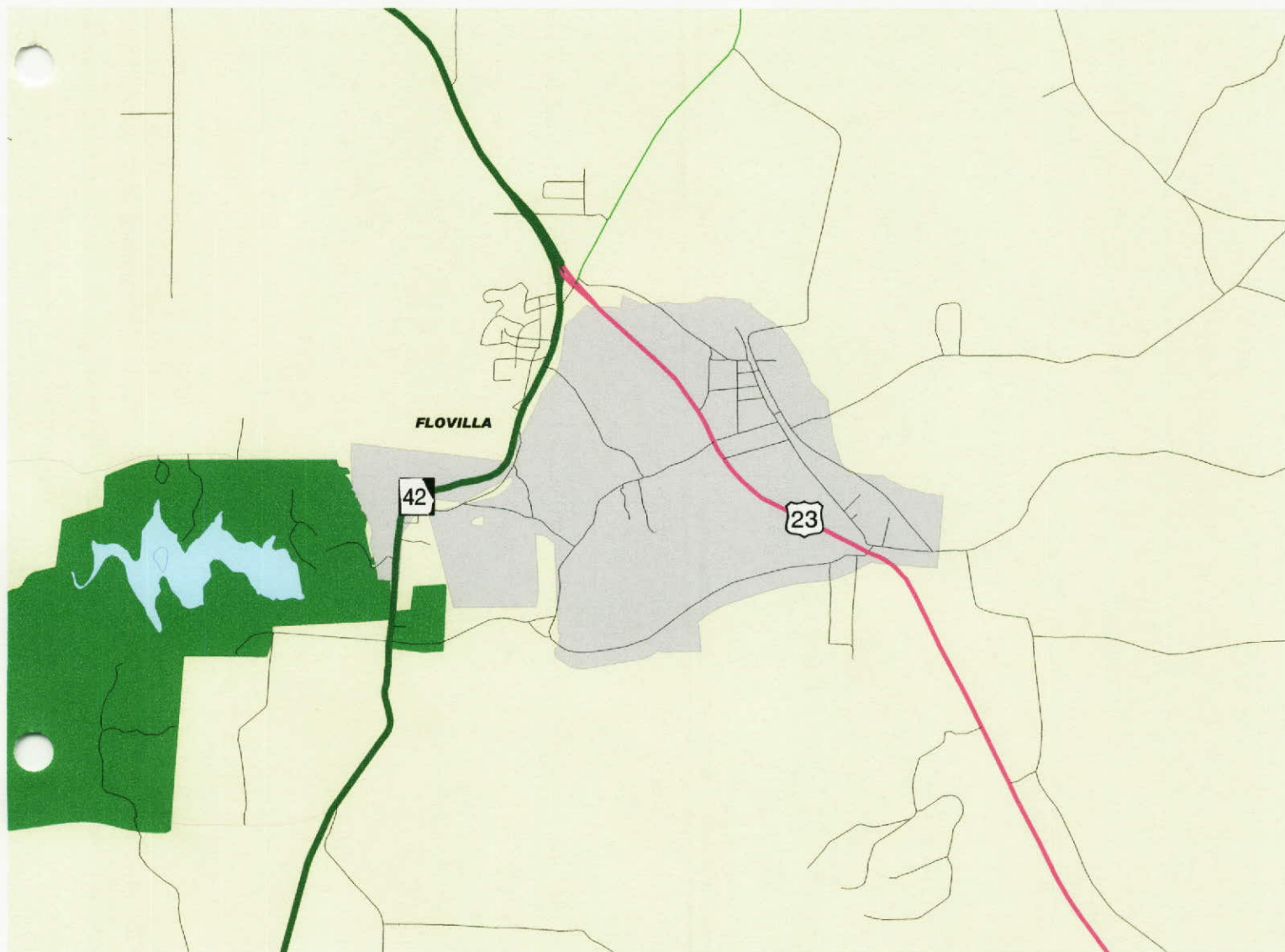
#### Road Infrastructure

-  Interstate
-  Arterial
-  Collector
-  Local - Unpaved
-  Local - Paved
-  City Of Flovilla
-  Lakes
-  Indian Springs / Dauset Trails
-  Butts County

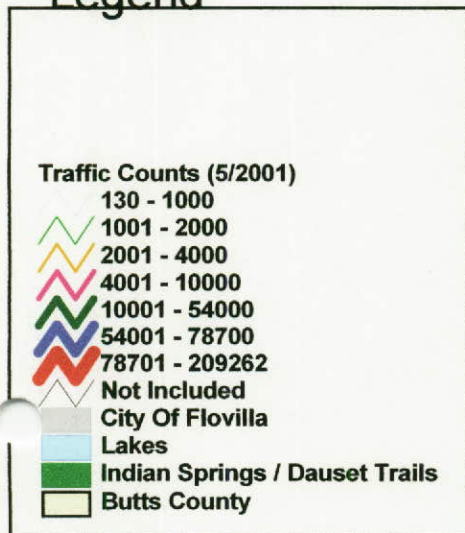


# Traffic Patterns

## Map 6.2



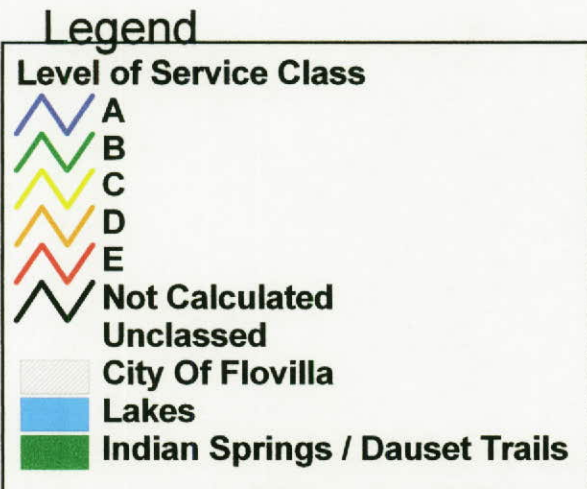
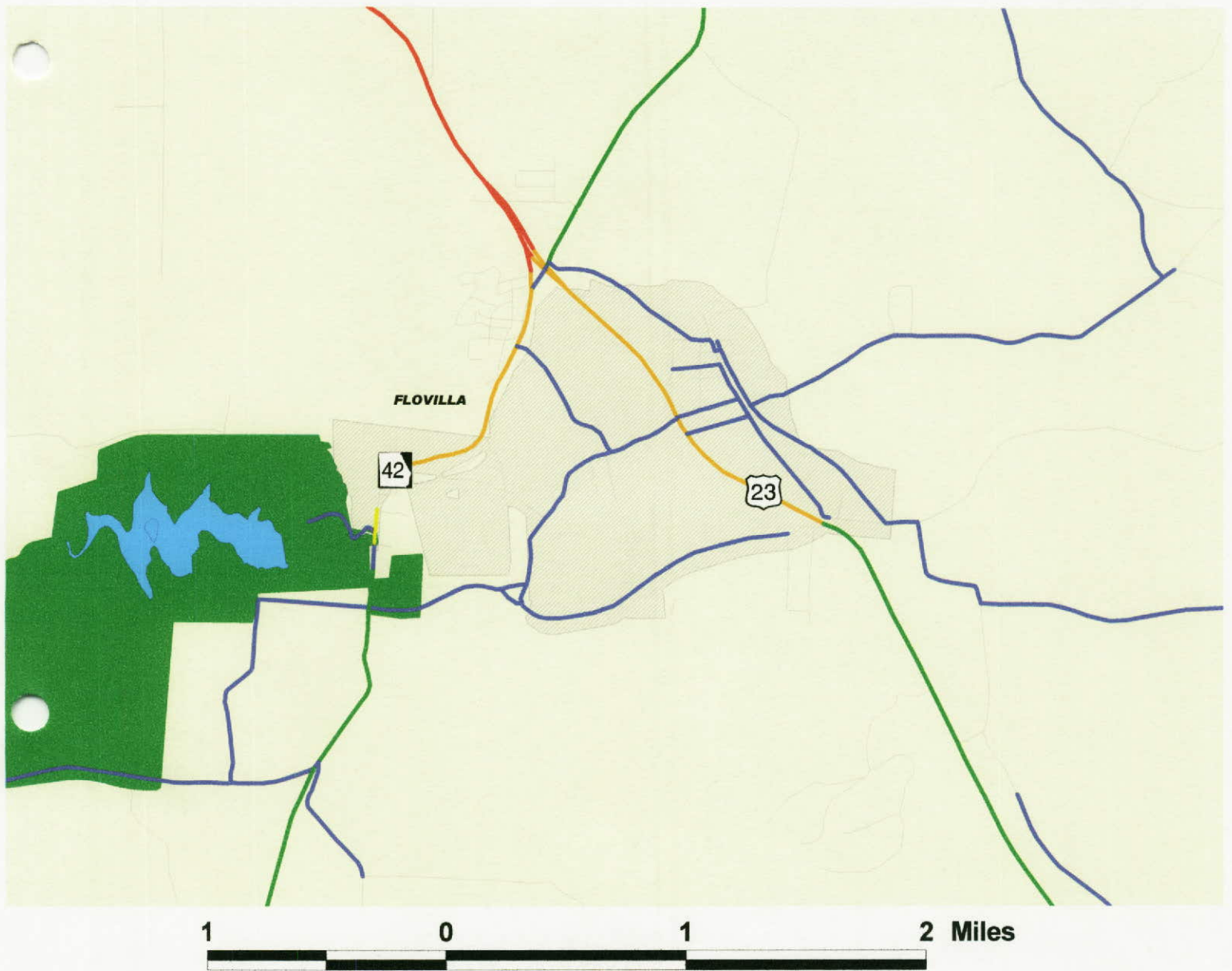
### Legend



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

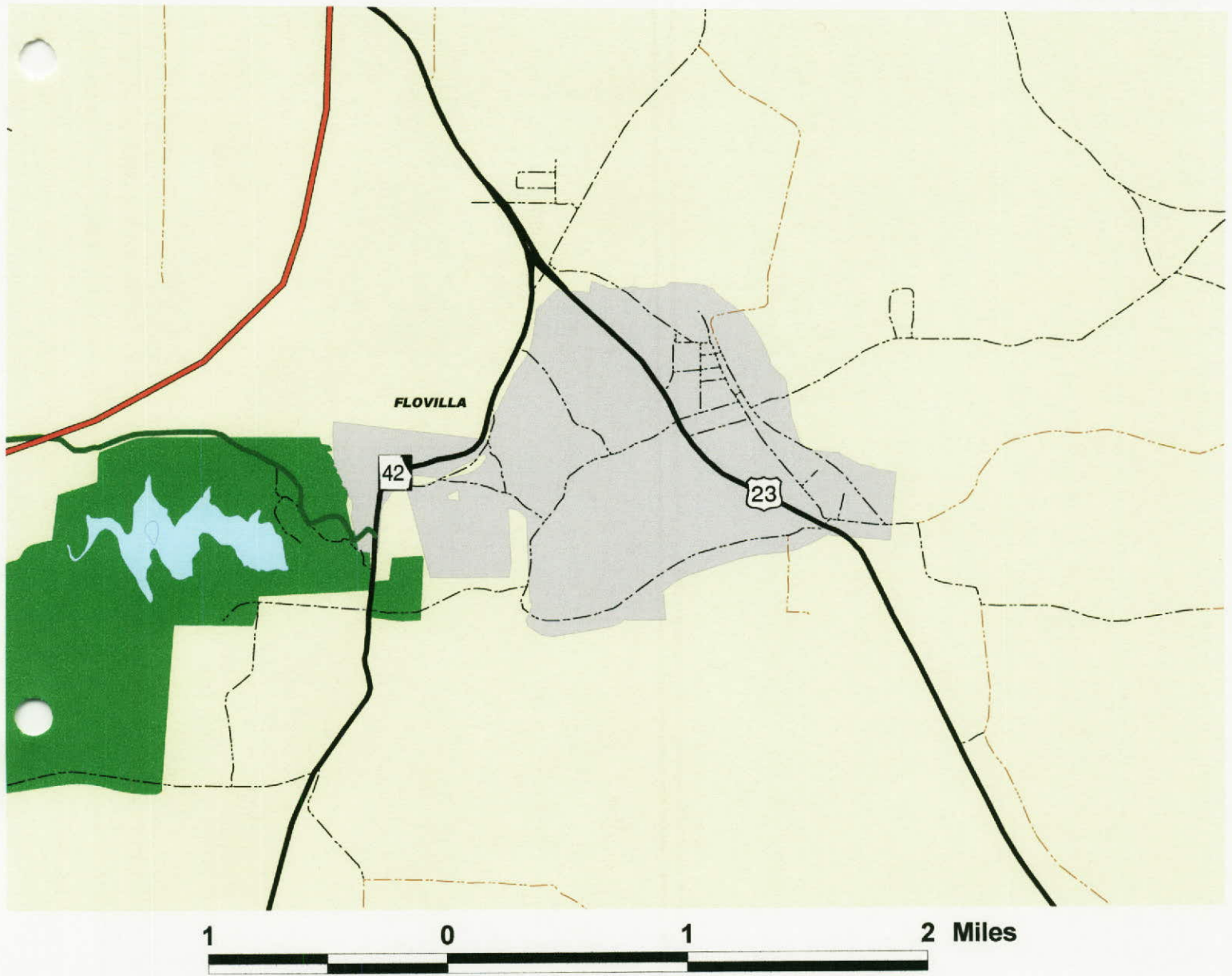
# Level Of Service

## Map 6.3



# Scheduled Road Improvements

## Map 6.4



### Legend

- STIP 2003-2005
- New Construction
- Scheduled Roads for Paving
- Major Roads
- Road Surface
- Paved
- Unpaved
- Lakes
- City Of Flovilla
- Indian Springs / Dauset Trails
- Butts County



## **BRIDGES**

There are no bridges within the City of Flovilla.

## **SIGNALIZATION AND SIGNAGE**

There is currently one traffic signal in Flovilla; a caution light for the intersection of US 23 in downtown Flovilla. Currently there are no significant issues related to this intersection but as new development and proposed improvements are introduced to the community there will likely be increased needs for a formal stoplight at this or another intersection along US 23.

No significant issues concerning signage were identified as part of this planning process, with the possible exception of directing traffic at the intersection of US 23 and GA 42. This is the result of the awkward arrangement of the intersection resulting from a less than perpendicular connection, separated lanes and wider turns to accommodate truck traffic. This was not cited enough to warrant immediate action, but should be noted as additional changes and improvements are made in the future.

### *Assessment*

The Georgia Department of Transportation will be reviewing the signalization and signage in certain parts of Flovilla as part of future efforts to upgrade US 23 and GA 42. No formal action for traffic signals or signage will be required before then.

### *Identified Needs*

No critical needs identified for this element.



## **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 or could work within Flovilla or 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 urban Atlanta for metropolitan transportation planning purposes within the next twenty years. Once this happens, Jenkinsburg will have greater requirements for public transportation but will also have access to greater resources and coordination with other organizations.

### *Identified Needs*

- Work with the County to monitor needs of existing public transportation program.

## **RAILROADS**

A north/south running Norfolk Southern rail line used exclusively for freight traffic runs along the City's right side. This route serves as many as 50 trains per day and allows piggyback service for additional routes in both Atlanta and Macon. The rail line is accessible for business within the county but currently not within Flovilla.

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 Jackson 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 City residents have quality access to the nearest passenger station available.

### *Assessment*

The foremost need for rail service within Flovilla is the maintenance of the existing line for commercial access while also ensuring the line does not adversely impact local traffic and business. The Butts County 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 Flovilla. Until then the City should work to make sure the local public transportation assists in providing access to passenger rail stations projected for neighboring counties.

### *Identified Needs*

- Work with the County and GDOT in monitoring the rail line for service and impact issues.

## **AIRPORTS**

While a number of private airfields do exist in Butts County none of them offer commercial service. Commercial service is available through airports in many neighboring communities (Griffin and Hampton) plus Flovilla lies within 50 miles of Hartsfield/ Jackson International Airport. The nation's largest and second busiest facility, Hartsfield provides all of the major passenger and commercial service required by the City as well as offering a 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 is working with the Griffin-Spalding Airport Authority and other organizations to study the feasibility and potential of such a relocation, with the next status report due at the end of 2004.

*Assessment*

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

*Identified Needs*

No critical needs identified for this element

**ALTERNATE TRANSPORTATION**

The City of Flovilla does not presently have any sidewalks given the city's small, rural nature. The potential exists for a small network linking established residential areas with select civic and public sites on the east side and possibly along the GA 42 corridor adjacent to Indian Springs. Both concepts are being considered as part of the Indian Spring State Park revitalization strategy currently underway.

Other non-vehicular modes, such as bike and boat travel, are becoming more popular in the county. Requests have been made to the county Parks and Recreation Department to examine the feasibility of more bike paths and horse trails throughout the county, with particular attention to accessibility of the County's Recreation Center in Jackson, Indian Springs State Park and Dausett Trails. Included in the formal routes proposed are on-road bike routes through Flovilla and another route/ dedicated trail along the proposed south Jackson truck route immediately north of Flovilla. Such trails may become more effective and in demand as development occurs in and around Flovilla, particularly if another key destination such as a park or school is included along the network.

*Assessment*

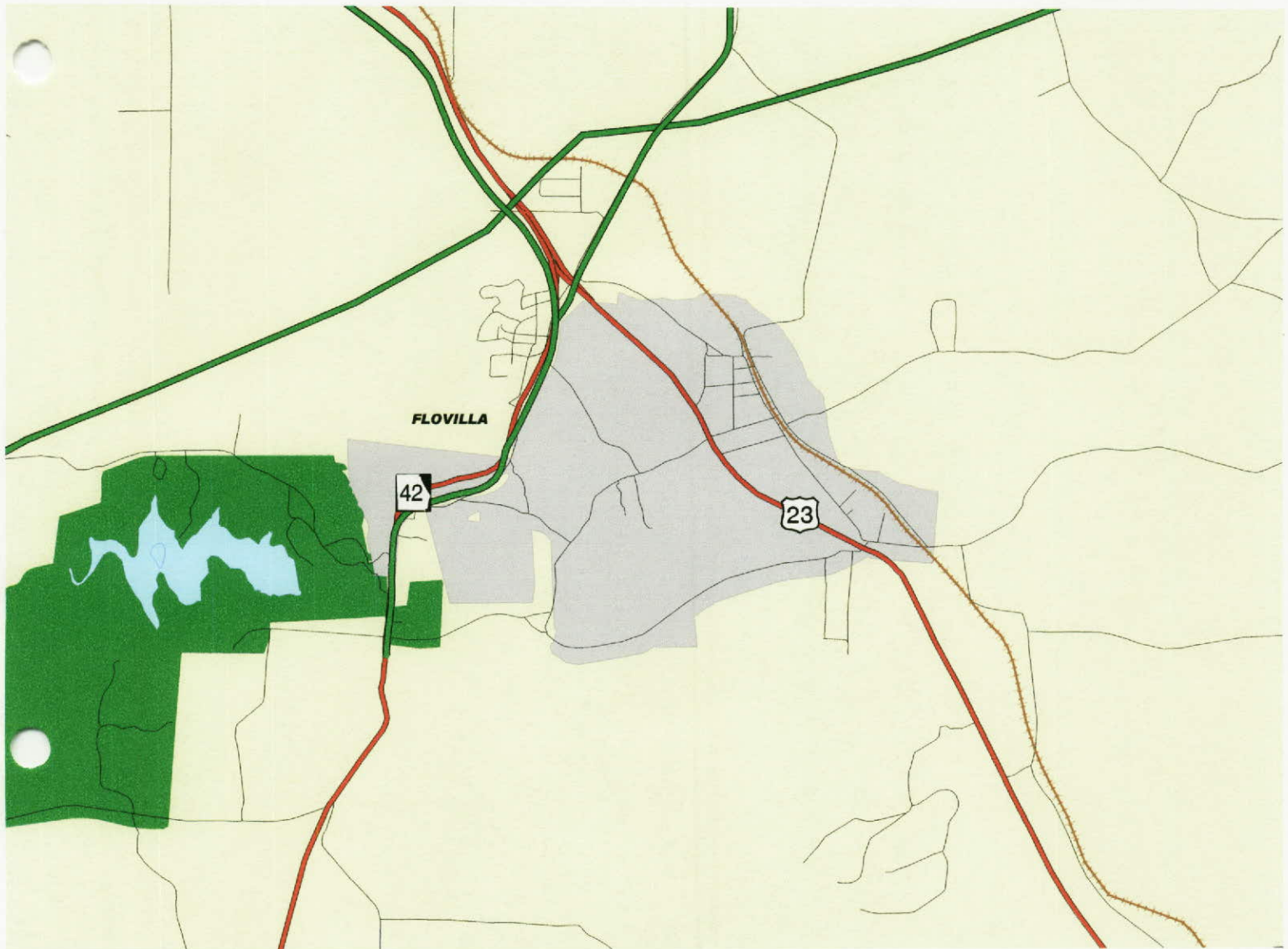
Until there is a greater density of residents and/or activities to raise the demand, the general cost effectiveness of sidewalks is considered low for Flovilla. There may be increased demand should additional commercial activity come into the city and within walking distance of the fringe residential areas. However, this is not a high priority among residents at this time.

*Identified Needs*

- Monitor the development of the County efforts with trails and pedestrian paths for any opportunity to provide access to/within Flovilla

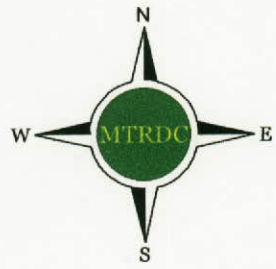
# Alternate Transportation Facilities

## Map 6.5



### Legend

- Proposed Recreational Pathways
- Railroad
- Major Roads
- Local Roads
- Lakes
- City Of Flovilla
- Indian Springs / Dauset Trails
- Butts County



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

## IDENTIFIED NEEDS & GOALS

### Needs:

The following represents a listing of those comprehensive issues identified by the inventory and analysis of transportation issues for the City of Flovilla. Additional needs may be identified throughout the planning process. However, these issues in particular must be addressed to achieve the transportation goals desired by the community.

- Continued monitoring of traffic counts and annual update of level of service analyses
- Improved communication and planning between the City, the County and the Georgia Department of Transportation
- Continue working with DOT to develop improvements for US 23 and GA 42
- Work with the County to monitor needs of existing public transportation program.
- Work with the County and GDOT in monitoring the rail line for service and impact issues.
- Monitor the development of the County efforts with trails and pedestrian paths for any opportunity to provide access to/within Flovilla

**Goal:** *The City of Flovilla should try to provide the transportation infrastructure and facilities needed to maintain and enhance the quality of life of City residents and businesses.*

### Objectives:

Develop a Transportation Plan with the County In conjunction with Butts County, the City of Flovilla should create a formal transportation plan for guiding improvements, coordinating requests of new development and communication with the Georgia Department of Transportation.

Plan for improvements to US 23 and GA 42 The City of Flovilla must begin assessing their needs and concerns for these corridors to ensure improvements meet local needs while also serving as a primary state arterial.

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.

## Water

The City of Flovilla maintains its own water supply, treatment and distribution system, and does have an agreement with the County permitting the City of Flovilla to claim first right at providing water service to much of the southeastern portion of the county. The bulk of the source water comes from 5 wells within or immediately adjacent to the city. Additional finished water (less than 27k gallons per month) is purchased from the Butts County Water and Sewer Authority (BCWSA) to supplement raw water sources and as an emergency backup supply. According to the draft Master Plan for the BCWSA, "there have been reports of turbidity and iron at times in water from some wells," however no significant issues have been raised concerning the quality of water provided to residents.

The draft Master Plan also indicates that the projected demand for water within the County is expected to double (or more) over the next 30-50 years. For the southeastern portion of the county, including Flovilla, the projections suggest an increased demand of more than 700k to 2,800k gallons per day (gpd); A minimum 400% increase over current demands.

While the City of Flovilla water system currently harbors some capacity for expansion (present demand is roughly 65% of capacity) there is not enough within the existing well-and-pump system to capture significant amounts of new water customers under the BCWSA projections. The draft Master Plan begins discussions of the need to develop additional water resources and the City is already aware of the eventual need to develop more wells. Once the BCWSA has completed their draft plan and made initial recommendation to the County and municipalities, the City of Flovilla will begin working to find new sources for their own system.

### *Assessment*

In terms of water quality it appears that the City of Flovilla has been able to sufficiently meet demands. As the City pursues studies to identify new resources, they should also consider a specialists' review of their development plans to ascertain any adverse impacts new development types or locations might have on local groundwater.

In terms of water quantity the City of Flovilla will have the need for more water within the latter half of the planning period depending on the total growth experienced by Butts County. The BCWSA Plan suggests a need to perhaps even quadruple the existing withdrawal capacity for this portion of the county.

### *Identified Needs*

- Environmental report outlining potential development impacts on groundwater sources;
- With the County and the BCWSA, work to identify new water sources and develop an agreement whereby Flovilla has access sufficient water for the next 50 years.

## Sewerage Systems

The City of Flovilla does not provide sewer service at this time, but discussions have been raised suggesting the implementation of sewer would improve the viability of the City and the Indian Springs area to garner desired economic development. No official studies have been done

to date, but upon the completion of the State Park revitalization plan the City Council will consider options for various civic improvements, including the prospects for adding sewer service.

*Assessment*

The City is currently in a wait-and-see mode to determine the viability of sewer in Flovilla. It is believed that the density and volume of potential customers is sufficient to initiate the service, but early recommendations suggest a larger customer, preferably commercial, is needed to ensure project success.

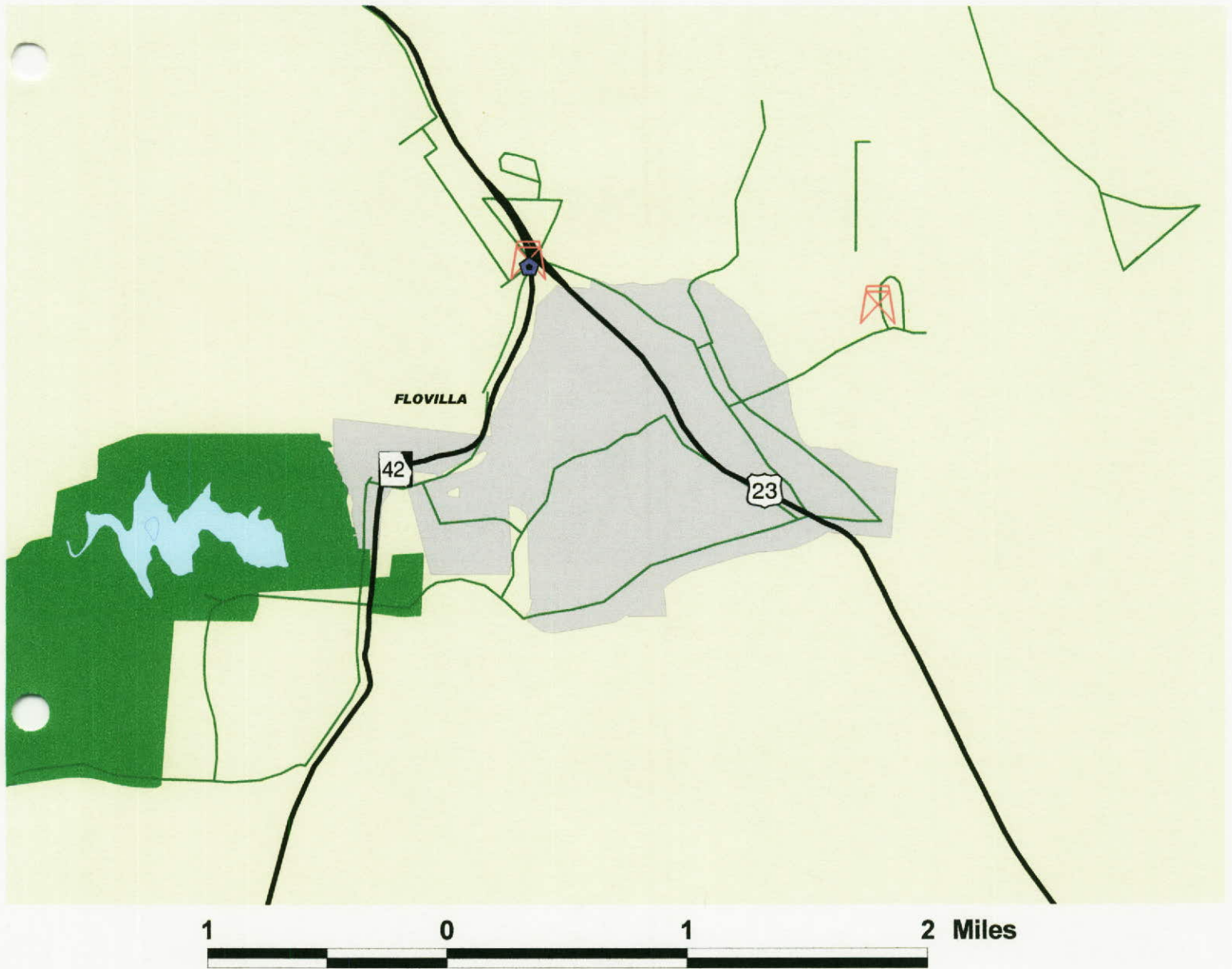
*Identified Needs*

- Upon completion of the State Park revitalization plan, the City should investigate the possibility for sewer service within and around Flovilla.



# Water & Wastewater Facilities

## Map 7.1



### Legend

Legend	
	Watertowers
	Major Roads
	Existing Water Lines
	Lakes
	City Of Flovilla
	Indian Springs / Dauset Trails
	Butts County



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

**Solid Waste Management**

(Note: Butts County is currently updating the joint solid waste management plan, but certain data has not yet been made available for this plan.) Butts County last updated its Solid Waste Management Plan in 1998, in conjunction with the cities of Flovilla, Jackson, and Jenkinsburg. The planning and review processes for this update revealed no major findings or changes to the County’s existing level of service. Public comment has been favorable regarding residential and commercial solid waste removal and disposal. No major facility expansions have been found necessary beyond those associated with conventional maintenance, and current projections suggest the County may not have to visit the issue of locating new disposal centers until 2035.

*Quantity of Waste*

Between 1993 and 1997 Butts County saw a 40% increase in the amount of solid waste generated coinciding with just a 10% increase in population. Some of this can be attributed to construction and demolition debris, particularly as the total volume for the county was not constant during that time frame. Documentation on disposal activities as provided by the Georgia Department of Natural Resources indicates that waste being disposed by Butts County and its municipalities for the years 1993-1998 is as follows:

**Table 7.2 – Volume of Solid Waste disposed (in tons)**

	<b>FY '93</b>	<b>FY '94</b>	<b>FY '95</b>	<b>FY '96</b>	<b>FY '97</b>
Butts County	15,972.45	21,950.02	6,553.16	16,441.15	25,610.85
City of Jackson	3,128.05	2,888.98	6,013.21	1,374.61	1,067.44
City of Flovilla	*	*	35.37	34.29	.79
Town of Jenkinsburg	18.82	17.62	16.06	8.2	*
<b>Total</b>	<b>19,119.32</b>	<b>24,856.62</b>	<b>12,617.80</b>	<b>17,858.25</b>	<b>26,679.08</b>
<b>Change vs. 1993</b>		<b>30%</b>	<b>-34%</b>	<b>-6.6%</b>	<b>39.5%</b>

\* = Waste disposal may be included in Butts County figure/

*Collection*

The City of Flovilla provides curbside collection for city residents once per week.

*Waste Reduction*

While there is not an active local waste reduction or recycling plan the City does communicate with the County regarding overall recycling efforts and promoting the availability of recycling centers (See Education, below). The Pine ridge Landfill does feature the ability to recycle materials submitted as part of the general waste.

## **Fire Protection**

Fire protection services provide not only the direct benefit of safety against hazards, but the ability to provides 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. The current fire insurance rating for Butts County 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.

To date there have been no concerns raised regarding fire protection service within the city. The City of Flovilla maintains an intergovernmental service agreement with Butts County for automatic aid and fire suppression. As part of this agreement the City maintains equipment and personnel at the City Fire Station adjacent to City Hall.

### *Identified Needs*

- Review the need for updated Fire Department facilities and equipment needs after 2009

## **Police Services**

The County Sheriff's Department is responsible for providing law enforcement to the general citizens of Flovilla. The Department is also responsible for management of the County Jail and assisting the County Court during proceedings.

### *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 does indeed become more suburban. 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.

In general respondents considered the levels of law enforcement within Flovilla acceptable, though there is general concern for the Department's ability to maintain the level of that service. There has been no discussion of possibly initiating a local police force, however, as an alternative.

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### *Identified Issues*

- Maintain level of law enforcement service within the City

### **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.

### *Identified Needs*

- Ability to accommodate more intensive and specialty care
- Expansion of facilities to accommodate growth

### **E-911**

Butts County has recently developed E-911 service that has improved the response rate and effectiveness of emergency care in the County. The service covers the entire county and all municipalities. Continued upgrades in the information and parcel data are necessary for this program to function more effectively but no additional changes are anticipated at this time.

### *Identified Needs*

- Maintain level of E-911 service

### **General Government**

The City of Flovilla maintains a municipal administration building (City Hall) on the north side of the rail line. This facility includes office and general meeting space and also functions as the customer service center regarding City services.

The building itself is in good shape and considered functional for the planning timeframe. Though meeting space is considered sufficient for projected growth the demands for increases in office space will be dependent on the real growth rate. Demands for increased storage space as well will have to be reviewed within 10 years to assure the adequacy of the facility.

### *Identified Needs*

- Review long-term needs for office space and other facilities by 2010

### **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*

Within the City of Flovilla there is one municipal park for passive recreation, located on the fringe of the historic neighborhood between US 23 and the railroad track. This is an open air park that includes a walking track, benches and picnic amenities and a playground. Nearby is a publicly-accessible tennis court.

Most of the active 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.

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. In addition to improvements for Daughtry Park the results of the Department's planning process revealed the following needs:

#### 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; 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. As the county grows consideration will be given to the potential for new facilities outside of Jackson, at which point the Department will work directly with the City of Flovilla to review possible coordination

of projects and assist with City specific objectives.

*Identified Needs*

- In accordance with the Indian Springs revitalization study, the City should develop a master recreation plan and/or work with the County to identify the potential for formal park space in and around Flovilla.

**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.

*Assessment*

Though the system as a whole will need additional schools to maintain levels of service, no specific issues were identified concerning the need for schools within or closer to Flovilla. The size and quality of the existing school 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.

*Identified Needs*

No critical needs identified

**Libraries**

Butts County is served by the regional Flint River Library System and maintains a local branch near downtown Jackson. This facility features meeting spaces, public computer terminals and 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.

*Identified Needs*

- Work with the Library system to identify target areas for new facility beyond 2015.

## IDENTIFIED NEEDS & GOALS

### Needs:

The following represents a listing of those comprehensive issues identified by the inventory and analysis of public facilities and services issues for The City of Jackson. Additional needs for natural and historic resources may be identified throughout the planning process. However, these issues in particular must be addressed to improve the community's management of such resources and to achieve the goals desired by the community.

- Environmental report outlining potential development impacts on groundwater sources;
- With the County and the BCWSA, work to identify new water sources and develop an agreement whereby Flovilla has access sufficient water for the next 50 years.
- Upon completion of the State Park revitalization plan, the City should investigate the possibility for sewer service within and around Flovilla.
- Continue monitor and implement the Solid Waste Management Plan
- Review the need for updated Fire Department facilities and equipment needs after 2009
- Maintain level of law enforcement service within the City
- Ability to accommodate more intensive and specialty care
- Expansion of facilities to accommodate growth
- Maintain level of E-911 service
- Review long-term needs for office space and other facilities by 2010
- In accordance with the Indian Springs revitalization study, the City should develop a master recreation plan and/or work with the County to identify the potential for formal park space in and around Flovilla.
- Work with the Library system to identify target areas for new facility beyond 2015.



**Goal:** *To ensure that public facilities in Flovilla have the capacity to support growth and development and maintain and enhance the quality of life of city residents.*

**Objectives:**

*The City should develop Long Range Capital Improvements Schedule* Upon implementation of the GASBE 34 assets management system, the City should develop a long-range (25-year) capital improvements plan and a study evaluating the cost-effectiveness of various annexation scenarios.

*The City and County should develop a plan for community health services* To properly gauge the need for improved and or expanded health services, the City and County should work with local health officials and Sylvan Grove to develop a plan for ensuring residents have access to the level of service demanded.

*The City should consider the location of new civic facilities* With the understanding that much of the county's new growth will occur between Jenkinsburg and Jackson, the City of Flovilla should work with the County, the School Board and the Library in facilitating the location of new civic structures that provide efficient access and compliment local development patterns.

*The City should develop a Recreation Master Plan* With the County, the City of Flovilla should develop a recreation master plan that identifies the potential demands and locations for new recreation facilities within and around the City.

## **Chapter 8**

## **INTERGOVERNMENTAL COORDINATION**

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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

The City of Flovilla is one of three incorporated municipalities within Butts County. 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 has provided zoning and code enforcement services in the past but the City is considering other options for the future. 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.

### *Assessment*

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

To date there have been no significant land use conflicts revealed along jurisdictional boundaries, though there was one issue of error on the part of the County's services. As the County and City grow the nature of this relationship will 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.

#### *Adequacy of existing coordination mechanisms? Needs that would benefit from further coordination?*

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 City and County may consider a regular forum for review and coordination of actions.

### *Needs/ Closure*

- Consider development of a regular land use planning forum with Butts County;
- Review options for amending provision of zoning and code enforcement services for the City.

## 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?*

Continued growth within Butts County will increase the demand for more school facilities and more dynamic programs. The City should work closely with the Board to ensure that siting of future facilities is done to maximize accessibility and the use of supporting utilities and infrastructure.

#### *Adequacy of existing coordination mechanisms? Needs that would benefit from further coordination?*

Future collaboration between the City, the Board and the County Planning and Zoning Department regarding location demands might be better served through a regular, organized forum. Beginning with this planning cycle the School Board will have access to more detailed information in evaluating locations for future school facilities. The Board should also consider assisting the City with assessments of the impacts new development might place on the local school system. Regular communications of these issues will ensure they receive the proper attention from the chief elected officials.

### *Needs/ Closure*

- With the County, consider a regular forum for Board of Education members and City officials to review and assess changes in land use and development.

## Independent Special Districts

Neither the City of Flovilla nor Butts County is currently a member 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 and the City of Flovilla will have to participate in special districts for water resource management, stormwater management and/or transportation planning.

Independent Authorities

Butts County has an Industrial Development Authority (IDA) to assist with local economic development. The IDA currently features an independent Board of Directors and one full time staff person housed in the same offices as the County Planning and Zoning Department. 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 City Council when requesting support for measures above and beyond the normal scope of duties already assigned to the IDA.

*(Note: The City's relationship with the Butts County Water and Sewer Authority is discussed in Community Facilities and Services.)*

*Assessment*

*Issues arising from growth and development?*

The IDA is poised to be more active as the City and County experience more residential growth and feel economic influences from neighboring communities. The type of growth drawn 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? Needs that would benefit from further coordination?*

The existing levels of communication between the IDA and the City are considered adequate for the planning timeframe. As the role of the IDA evolves within a growing County, the City may require more detailed and/or frequent communication in order to coordinate any required actions from other departments.

*Needs/ Closure*

No critical need identified.

## 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 City Council, informing the Council 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 City but instead offers direct communication and assistance as needed.

### *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 work with the City Council 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? Needs that would benefit from further coordination?*

Currently the Chamber provides valuable information to the City Council 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 modern suburban community and facing increasing demands for commercial and professional services, the City Council must be made aware of the local economic conditions to act wisely on behalf of area business needs.

### *Needs/ Closure*

- The Chamber should produce an annual profile of economic conditions within the county for review with the City Council, including an assessment and recommendations on any action required of the City to support the Chamber and area businesses.

## Utilities

Georgia Power serves the City of Flovilla as well as portions of the Indian Springs community. They are responsible for maintaining their individual network 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. 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 provider suggests the City is well equipped to meet the demands 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 City Council on those regular improvement projects that are scheduled.

*Adequacy of existing coordination mechanisms? Needs that would benefit from further coordination?*

Existing levels of coordination and monitoring are considered adequate.

*Needs/ Closure*

No critical needs identified regarding intergovernmental coordination.

Sheriff

The Butts County Sheriff's Department is responsible for the provision of law enforcement services throughout the county and in Flovilla. The Sheriff's Department is also responsible for the maintenance of the County detention facility and providing deputies for assisting with the local courts in Jackson. An assessment of the Department's 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. However, there are no inter-jurisdictional concerns expected throughout the planning period.

*Adequacy of existing coordination mechanisms? Needs that would benefit from further coordination?*

Methods for interaction and coordination between the City and the Sheriff's Department are addressed as part of the Service Delivery Agreement (see below), and are considered adequate at this time.

*Needs/ Closure*

No critical needs identified regarding intergovernmental coordination.

Tax Assessor

As the office responsible for the maintenance of property records and valuation, the County Tax Assessor should be knowledgeable of local development patterns and 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 City 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 and City grow this issue will only become more critical.

*Adequacy of existing coordination mechanisms? Needs that would benefit from further coordination?*

Coordination between the Assessor's Office and the County Planning and Zoning Office (responsible for City zoning matters) 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.

*Needs/ Closure*

- Continue to upgrade the GIS database and work with the County Planning and Zoning Office to review methodology for updating City records.

Regional and State Entities

For regional planning purposes Butts County and the City of Flovilla are members 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 the City of Jackson appoint four members to the MTRDC Board of Directors and the administrators for the City of Flovilla 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 and the City of Flovilla. 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 the City for issues and demands related to their fields and then to work with the City 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.

*Assessment*

*Issues arising from growth and development?*

The City Council will review local development needs and concerns as part of this planning process and will participate in the development of future Regional Plan updates to ensure consistency of goals and objectives.

*Adequacy of existing coordination mechanisms? Needs that would benefit from further coordination?*

While the types of services Flovilla may require of these entities might change over time, each of the State Departments and the MTRDC has the capacity to adapt to those changes. Existing models of service to similarly rural communities, as well as the established relationships with the City, 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). Several local leaders and officials from Butts County have expressed concern over the ability to communicate local needs and issues earlier in GDOT's transportation planning processes. As the City and County grow they 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 City the prospect for more involved discussion with a variety of local officials earlier in the planning process would be more favorable.

*Needs/ Closure*

No critical needs identified regarding intergovernmental coordination.

**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 and the Cities of Jackson, Flovilla and Jnkinsburg are in the process of updating their Service Delivery Agreement in conjunction with this planning cycle. The Agreement covers 12 separate public services and includes arrangements with all four governments, 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 Flovilla and Jenkinsburg and coordinate services with the City of Jackson.

- *Code Enforcement:* This is the one aspect of the planning and zoning duties that the City of Flovilla will manage in house.
- *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.
- *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. 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 within the county.
- *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 County, the Cities of Jackson, Jenkinsburg and the Butts County Water and Sewer Authority for water treatment and operation of wastewater facilities. Butts County, the Cities of 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 not offered by Flovilla are managed directly by the County and offered to the municipalities.

#### *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 prepared within thirty days.

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

The City of Flovilla 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 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 City consider what further actions are affordable and most effective.

*Compatibility of adjoining land use plans*

As the entity historically responsible for zoning, code enforcement and basic planning assistance, the County Planning and Zoning Department works to maintain zoning standards across jurisdictions and help each City understand conditions in surrounding areas. To date, few conflicts have arisen between Flovilla and Butts 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 increases, 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 with the City of Fovilla. 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.

*Needs/ Closure*

- Maintain and regularly review the Service Delivery Agreement.

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 and all three cities 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 and the three cities view 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.

**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 the City of Flovilla:

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

**ARTICULATION OF THE COMMUNITY VISION, GOALS AND IMPLEMENTATION MEASURES**

The Vision for the City of Flovilla was developed with the concerns of many key stakeholders and local organizations in mind. Existing levels of communication and collaboration are an improvement over previous models and even more cooperation is expected in the future given the increasing interdependency that comes with suburban growth.

**Identified Needs:**

The following list presents those issues identified in the assessment of intergovernmental coordination issues for the City of Flovilla. Additional needs may be identified throughout the planning process however these particular issues must be addressed to improve intergovernmental coordination as it impacts community development within the county.

- Consider development of a regular land use planning forum with Butts County.
- With the County, consider a regular forum for Board of Education members and City officials to review and assess changes in land use and development.
- The Chamber should produce an annual profile of economic conditions within the city for review with the City Council, including an assessment and recommendations on any action required of the City to support the Chamber and area businesses.
- Continue to upgrade the GIS database and work with the County Planning and Zoning Office to review methodology for updating City records.
- Maintain and regularly review the Service Delivery Agreement.

**Goal:** *That the City of Flovilla maintain in good standing relationships with other entities and organizations that contribute to the provision of public services, facilities and overall community development within the city.*

**Objectives:**

Develop a forum for review economic development issues The City should regularly consult with the Chamber of Commerce and Industrial Development Authority regarding trends, concerns and needs of the economy and local businesses.

Develop an annual report assessing impacts of new development on the school system Together with the County Planning and Zoning Department, the City should receive and review reports identifying the net impacts recent development has had on the demand for various school facilities and programs. The City should then provide to the local Board of Education an updated outline of projected population growth and development trends for the Board to use in planning to meet future demands.

Develop and maintain a parcel-level-accurate GIS database The City should work with the County Planning and Zoning Department and the Tax Assessors Office in developing a methodology for quickly and accurately updating parcel records in the GIS, and consider the needs of other departments in devising a database structure for City land use information.

Land use regulations represent guidelines for shaping development patterns that provide for efficient growth while also protecting sensitive social and environmental areas. An assessment of land use conditions allows governments to produce the effective land use regulations needed to serve projected development demands generated from other comprehensive plan elements. The Land Use Element presents an inventory of existing land use patterns and trends for the region. Analysis of the prevailing trends is used to identify preferred patterns of growth for the future and to explore the potentials for regional approaches to land use problems and issues.



### EXISTING LAND USE

Butts County is a predominantly rural agrarian and bedroom community in the early stages of a suburban transition. Some suburban style strip development is occurring along the I-75 corridor and the major arterial roads leading through the county. Most of this growth is in the form of new subdivisions, but additional commercial centers have developed as well. What exists in the form of urban land uses with modest densities of housing and commercial activity is concentrated in the county seat of Jackson.

Flovilla is a minor commercial and residential center five miles south of Jackson and along an arterial reaching south toward metropolitan Macon. Without providing larger roles in government services such as schools, medical care or judicial operations, Flovilla has experienced only modest growth over the past decade and does not exhibit any urbanized areas. There are several commercial and civic operations within the city but otherwise Flovilla is a modest residential community in rural Butts and Counties.

**Table 9.1 – City of Jackson Land Use, 2002**

Land Use	Acres	Percent	Acres/Person*
Residential	472	38.85%	0.7
Agricultural/ Forestry	165	13.60%	0.3
Undeveloped	311	25.58%	0.5
Industrial	61	5.03%	0.1
Transportation/ Communication/ Utilities	87	7.14%	0.1
Commercial	51	4.23%	0.1
Public/ Institutional	3	0.25%	0.0
Park/ Recreation/ Conservation	65	5.32%	0.1
<i>Total</i>	<i>1213.91</i>	<i>100.00%</i>	<i>1.9</i>

Source: MTRDC

\* = Based on 2000 estimate of 203

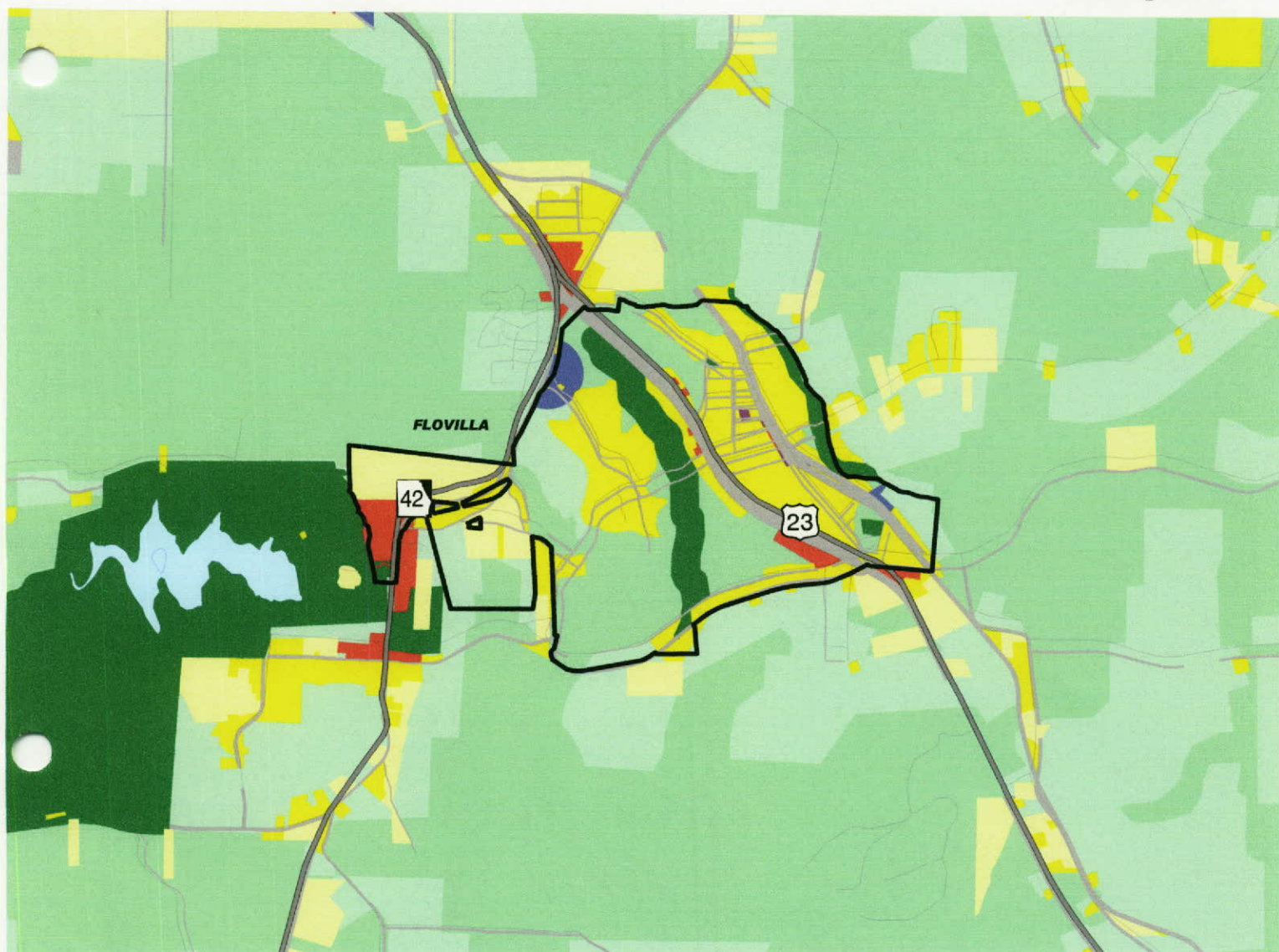
Table 9.1 shows the proportion of land use types within the city, based upon the classifications required by DCA. The following depicts the general conditions for each category as exists within the City of Flovilla:

- **Residential:** Flovilla consists mostly of modest residential lots including a traditional neighborhood east of US 23 and suburban-style clustering of homes reaching west of US 23 toward Indian Springs State Park. Several larger lot residences permeate the city, including hobby farms and scenic rural homesteads.
- **Commercial:** Most of the city’s commercial activity occurs along US 23 and SR 42. A couple of churches and neighborhood-scale businesses are located along local roads.
- **Industrial:** All of the industrial activity within Flovilla is considered light industrial or warehousing, and all of it is located off of US 23/ SR 42. The location of the railroad alongside this arterial prohibits the development of such uses north of the roadway.

- *Parks/ Recreation/ Conservation:* The City maintains a passive recreation park for picnics, walking and small events adjacent to the historic town center neighborhood. There are no formal conservation areas within the City limits but several areas that qualify for the minimum environmental protection standards.
- *Public/ Institutional:* In addition to the City Hall, a post office and fire station are maintained within the City.
- *Agricultural and Forest:* Like most small towns Flovilla evolved as the residential alternative to farms and larger agricultural properties. While some farms remain active in Flovilla they are few in number and on the periphery of the city limits. Neither of these uses features prominently within the land use trends and projections for the city, particularly on a commercial scale.
- *Transportation/ Communication/ Utilities:* All of the land within Flovilla classified as TCU is existing roadways, a water tower, railroads and right's of way.

# Existing Land Use

## Map 9.1



### Legend

	City Of Flovilla
	Major Roads
	Local Roads
	Lakes
<b>Land Use Classifications</b>	
	Agricultural/Forestry
	Undeveloped / Unused
	Park / Rec. / Conservation
	Commercial
	Industrial
	Public / Institutional
	Rural Residential
	Residential
	Trans./Comm./Util.



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

## **BASE LAND USE ASSESSMENT**

### ***Historical Factors***

Flovilla originated as a rail-stop for travelers visiting Indian Springs State Park and since has spread westward toward the park's entryway. The remnants of Flovilla's two downtown areas can be seen along US 42 adjacent to the State Park and along the railroad track within the older residential center. As the park waned in popularity and passenger rail service died within the region, Flovilla regressed from self-sufficiency to a simple bedroom community outside of Jackson. Some businesses remain and the park is still an attraction, but without established sewer lines or other services there was not the pressure or ability for Flovilla to maintain its downtown.

### ***Land Use Patterns and Density***

Flovilla remains sparsely populated and rural in character, with a low overall density of under 2 acres per person. Residential development has not been via large subdivisions but primarily through construction of individual units, both manufactured and site-built. Existing commercial development consists of individual businesses; No commercial strip centers are found within 2 miles of the City. Another consideration is how US 23 divides the historic neighborhood and civic center of Flovilla from the larger residential concentration between US 23 and US 42.

### ***Blighted and Transition areas***

Flovilla's size and pace of development has not left significant areas in blight or in need of drastic attention. Individual properties exhibit disrepair or simply feature fewer amenities compared to more modern designs and developments. The area across the main entry to Indian Spring State Park has garnered attention for revitalization efforts and the Indian Springs Hotel is in need of additional rehabilitation, but growth trends suggest these will be remedied within the planning time frame. However, there is no concentration of occupied properties in severe blight or suffering undue transition to poorer states that would demand formal action from the City.

### ***Market forces and Development Policies***

Flovilla does utilize a Planning Commission and some development regulations with occasional assistance provided by the Butts County Planning Department. The regulations are conventional in nature and are designed to preserve the basic pattern and quality of development. The difference between the City's and County's regulations are minimal there is no pressure by developers to annex into the city as a means of achieving notably different standards. As part of an effort to resist such trends and to maintain the existing community character there has been some discussion concerning amendments to the policies to foster larger homes and further steps to prohibit higher densities. The most dynamic change that may result of projected market forces would be the potential for increased commercial activity within the city limits as the surrounding population density experiences natural increases. Given the City's desire to revitalize the downtown core and the State Park area, such growth would be welcomed but would also be scrutinized for compatibility with the standards and character residents and stakeholders wish to attain.

### ***Conflicting Land Uses***

To date there are no notable conflicts in land uses between Flovilla and Butts County. The development pressures around Flovilla are currently light and focusing on rural residential categories that have been compatible with existing development within the City.

### ***Environmentally Sensitive Areas***

There are wetlands within Flovilla, most notably the creek running north/south through the heart of the City. There are also concentrations of steep slopes on the cities west side adjacent to the State Park. The City and County do have the minimum Environmental Planning Standards in place to assist with resource protection, and to date there have been no notable concerns for development adversely impacting either environmentally sensitive areas.

### ***Cultural Resources***

Flovilla is home to several historic homes and structures, notably the Indian Springs Hotel and smaller structures within the state park. In addition there are several homes, churches and small commercial structures along the US 42 corridor or within the historic Downtown of Flovilla that, while not registered historic sites, are of sufficient age, design and familiarity that they strongly contribute to the character of the City. Efforts are underway to define formal districts for each of the historic downtown areas so that the City may consider development guidelines within each area.

### ***Target Areas for Infill Development***

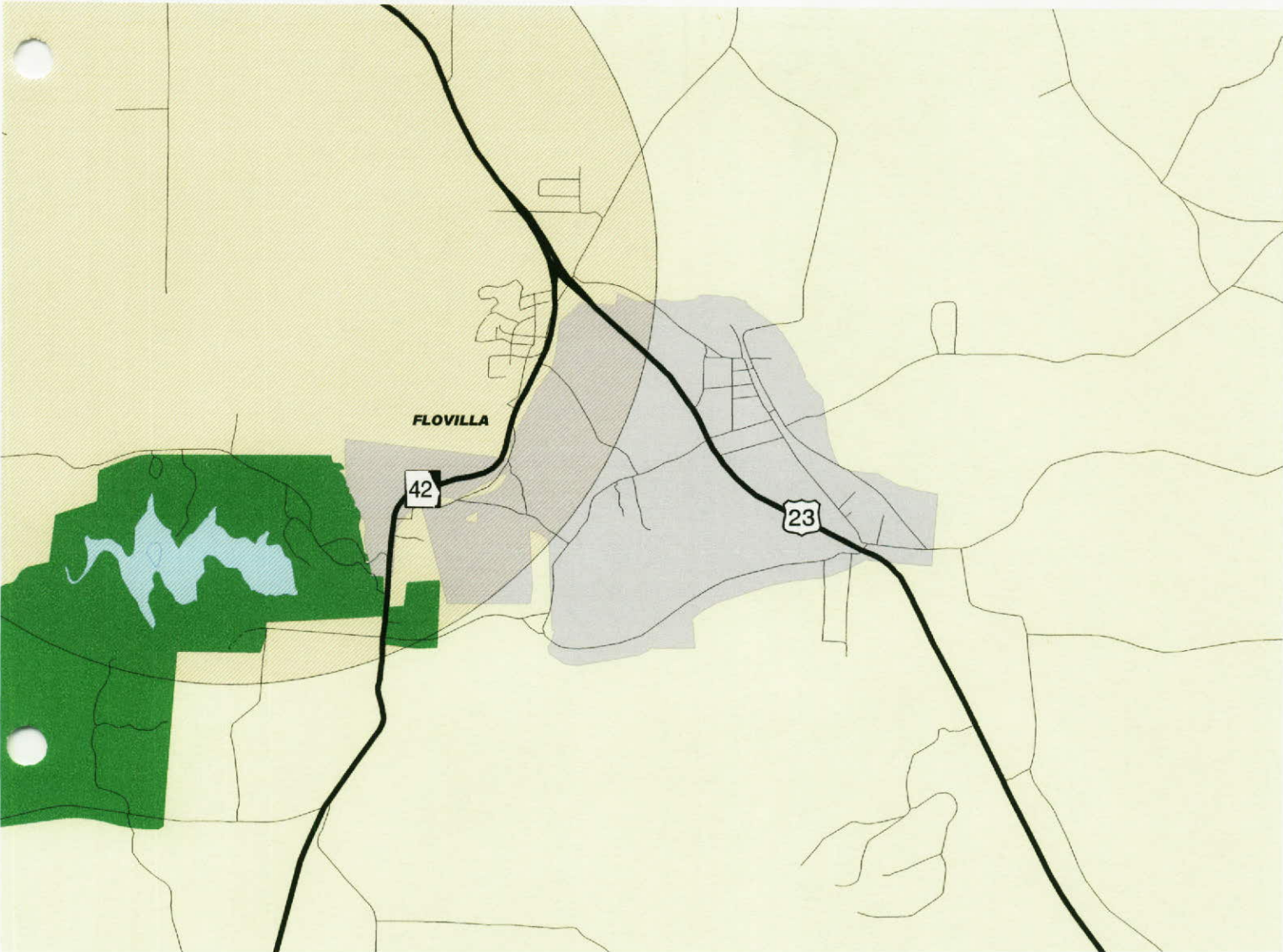
Flovilla is a modest community with limitations in public services that naturally limit growth and change. As such there are very few sites that are habitually vacant and/or in such disrepair that they adversely impact the community or are in need of assistance to facilitate rehabilitation. Further, there is no concentration of structures or properties within the city worth designating a formal target area for infill. Instead, the City should pursue policies that encourage redevelopment over new development where possible.

### ***Other Development Considerations***

- The City of Flovilla does not have a formal industrial area but has worked with the County, the Industrial Development Authority and local landowners to identify potential industrial land just south of the city. Additional improvements would be required to make the land acceptable for industrial scale. However both jurisdictions and the authority would favor this transition and work to make it happen if prospective businesses showed interest. As such the City will work to preserve the compatibility of land uses adjacent to the southern corridor.

# Development Pressures

## Map 9.2



### Legend

- Development Pressures**
- Favorable Low Density Residential
- Major Roads
- Local Roads
- Lakes
- City Of Flovilla
- Indian Springs / Dauset Trails
- County Boundary



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

## **FUTURE LAND USE**

The goal of a Future Land Use strategy is to set forth a community's preferences for the general locations of land uses that are consistent with the needs, goals and policies developed in other elements of the plan. Given the size, character and stated goals for the community the land use assessment did involve much variation in general growth strategies. Specifically, the conditions and goals already identified as most critical to Flovilla prescribed a set of controlling factors for guiding the development of the future land use strategy.

Assessment of the key issues, potential costs and benefits of possible scenarios established the following as issues critical to deciding the direction for which Flovilla should strive:

- A strong desire to maintain the small-town character, retain a difference between Flovilla and rural Butts County;
- A strong desire to revitalize the Indian Springs State Park and potential tourism/commercial activity within Flovilla; This includes the development of a true downtown for the city, including new civic uses;
- The need to maintain access to public water and to pursue sewer where possible;
- To improve and maintain the viability of the highway corridors without disrupting local traffic or residential areas.

There was consensus that Flovilla should work to rejuvenate the local economy with the hope of luring tourists to the City and to develop commercial centers that support existing residents. Preferably this would all be done within relatively compact areas in or adjacent to the downtown or town center districts of Flovilla and Indian Springs. Several concepts for scenic routes or bike routes also pass through Flovilla. Additional proposals for amenities such as a conference center, a civic center/ recreational facility and possible trolley services would compliment the development scheme. The details of these ideas are to be defined through extensive studies and workshops currently underway.

Beyond this there are minor needs such as potential park space and pedestrian pathways, and the development of a residential development strategy that compliments the revitalization plan mentioned above. If Flovilla is to retain its character it must maintain a residential base that supports local businesses and develops an identity truly separate from the rest of Butts County. This may entail more than bringing in new development, but ensuring that the design, configuration and accessibility of new housing works with the community plan and maximizes utilities.

Greater detail for development considerations and design recommendations will be reviewed upon the completion of the State Park revitalization plan in 2005.

### Spatial Analysis

Spatial analyses are a series of tasks designed to evaluate land based on the principles of supply and demand. Knowing that each land use requires certain traits for development, local governments can project where each land use is suitable based on those traits. After determining each property’s potential for development, the community may then project the land use demands for future populations and locate each use according to where the conditions are most desirable. This process not only provides for an efficient allocation of existing land and resources, but also serves to protect vital environmental resources, preserve the land necessary for future growth, and guide future public works and capital improvement projects.

There are two limitations to projecting land use for cities, however: 1) The uncertainty over annexations and the prospect of changes to the city boundaries, and 2) dealing with an environment that is near fully developed. With respect to Flovilla it is known that the City is considering sewer service to accommodate economic growth, which may require expansion of city boundaries. Further, most residents surveyed suggested that the types of growth welcomed into the city is more important than the overall volume.

Given the above conditions, knowing that the city will likely grow during the planning period and considering the changes projected in the Butts County Comprehensive Plan, the City of Flovilla should anticipate the need to accommodate a population of near 1,500 in the year 2025. Using that figure as an estimate, the total amount of new land needed to accommodate each land use type can be calculated based on a ratio of acres per person. This information then completes the spatial analysis and allows the development of a future land use map. (There has been no change listed for the Agricultural/ Forestry category because it is assumed the city will not annex any properties for that use.)

**Table 9.4 – Butts County; Prospective Land Use Changes**

Land Use	2002	2025	Change in Acres
	Acres/Person	Acres x Pop*	2025 – 2002
Residential	0.7	1015	543
Commercial	0.1	110	59
Public/ Institutional	0.0	7	3
Park/ Recreation/ Conservation	0.1	139	74
Transportation/ Comm./ Utilities	0.1	187	100
Industrial	0.1	131	70

Source: MTRDC

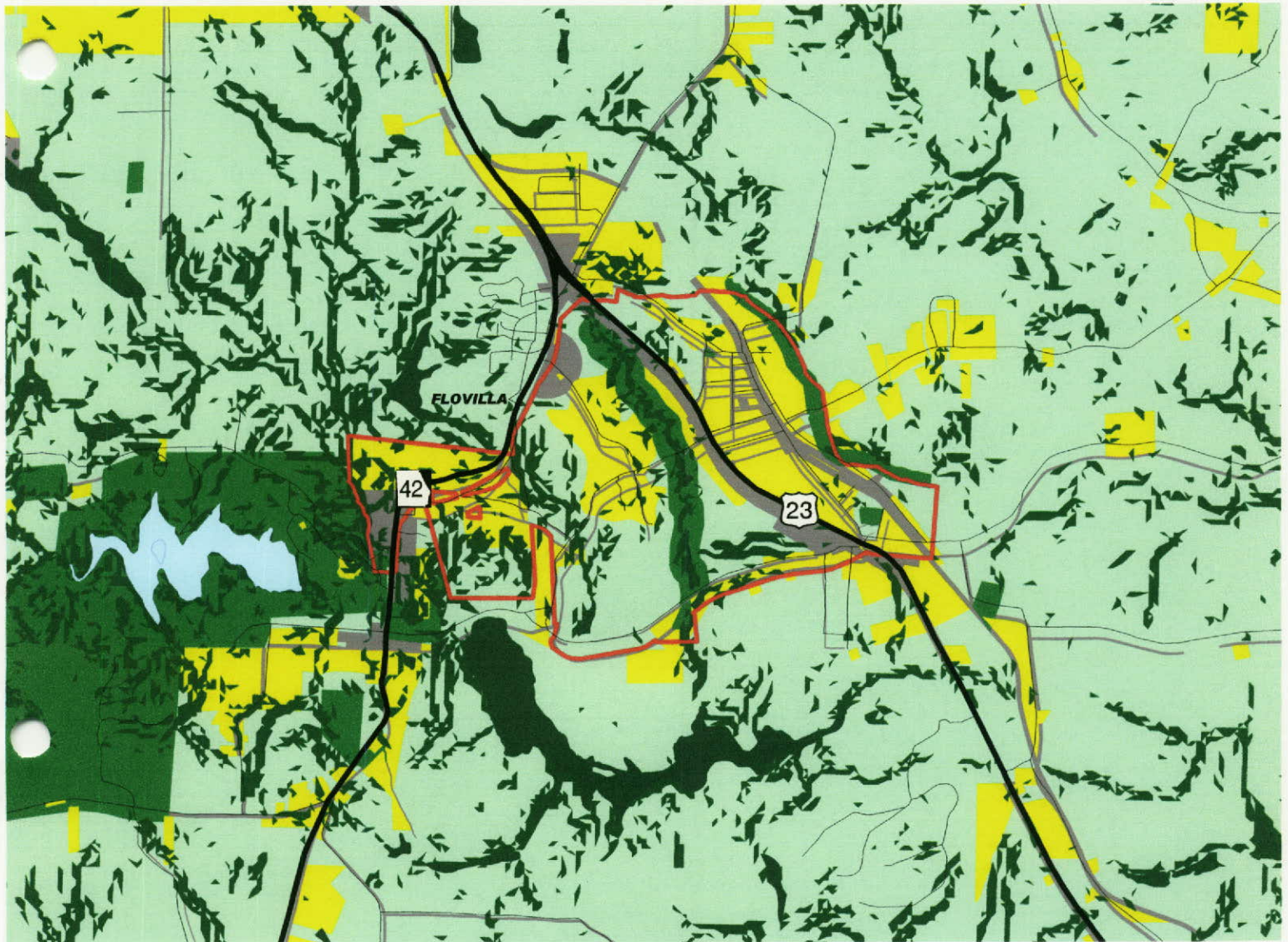
• = Based on 2025 estimate of 583, from MTRDC

Under this assessment Flovilla would need an additional 375 acres of new land to be annexed into the city to accommodate the projected population under densities and scales of land use similar to those experienced today. Or incorporate higher density activities into the city. This does not mean the City must move in this direction, but indicates the volume of land required to maintain a similar scale of land use and density to that experienced today. Further restrictions in utility upgrades and refusal to annex property would keep the population growth down but would also leave land around Flovilla subject to the land management policies of Butts County.












# Target Areas For Restricting Growth

## Map 9.3



1 0 1 2 Miles

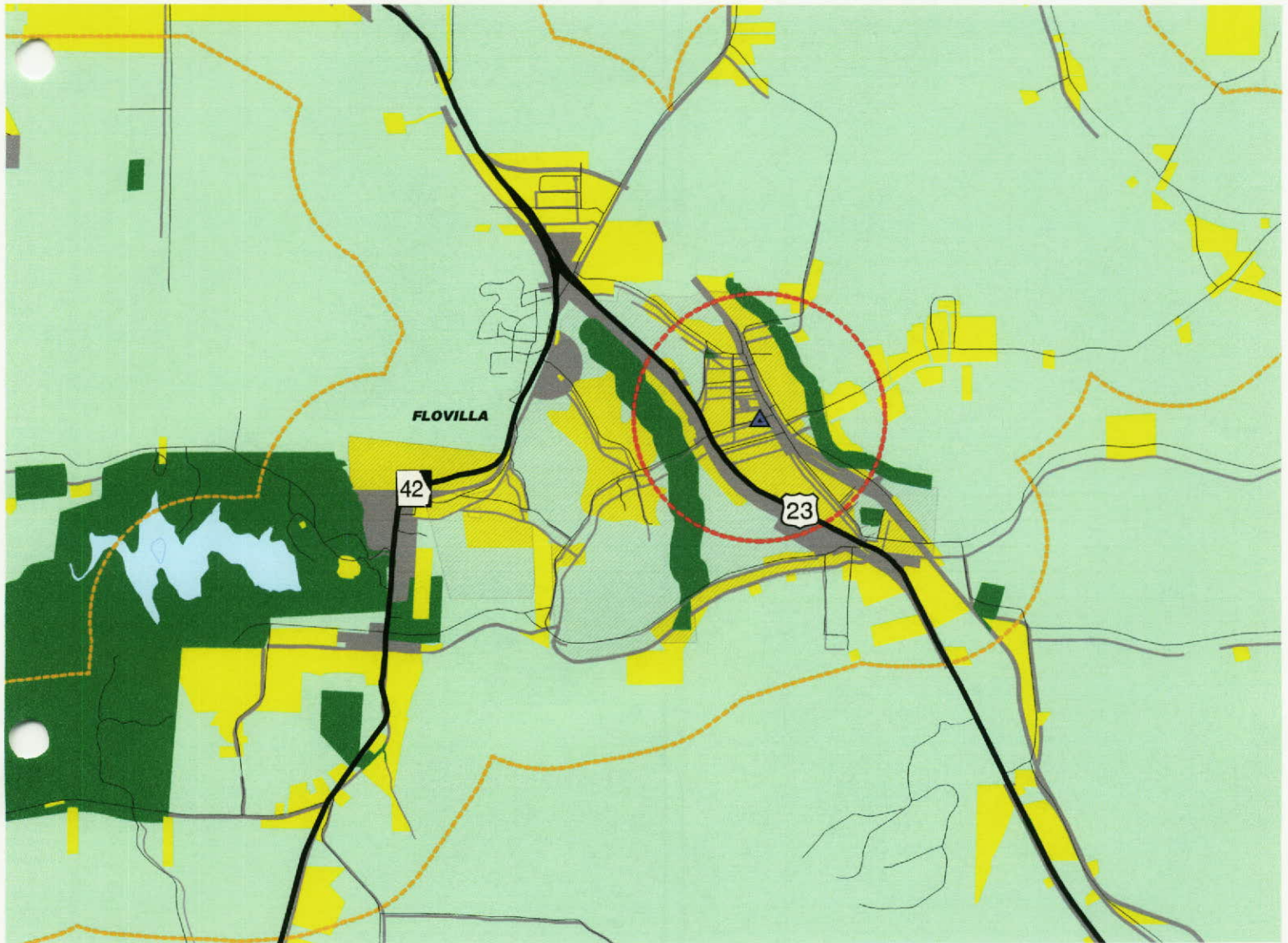
### Legend

-  Major Roads
-  Local Roads
-  City Of Flovilla
-  Lakes
-  Steep Slopes (20 Degrees or Greater)
-  Park / Recreational
- Land Use Scenario**
-  Agricultural / Forest / Undeveloped
-  Commercial / Industrial / Public Inst./ TCU
-  Residential



# Urban Service Areas

## Map 9.4



### Legend

#### Firestations

- ▲ Employed Fire Departments
- ▲ Volunteer Fire Departments
- ▬ Major Roads
- ▬ Local Roads
- ▬ 1/2 Mile Buffer of Fire Stations
- ▬ 1/2 Mile Buffer of Water/Sewer Lines
- ▬ City Of Flovilla

- ▬ Lakes
- ▬ Park / Recreational

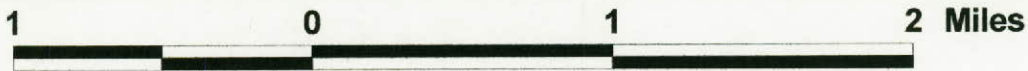
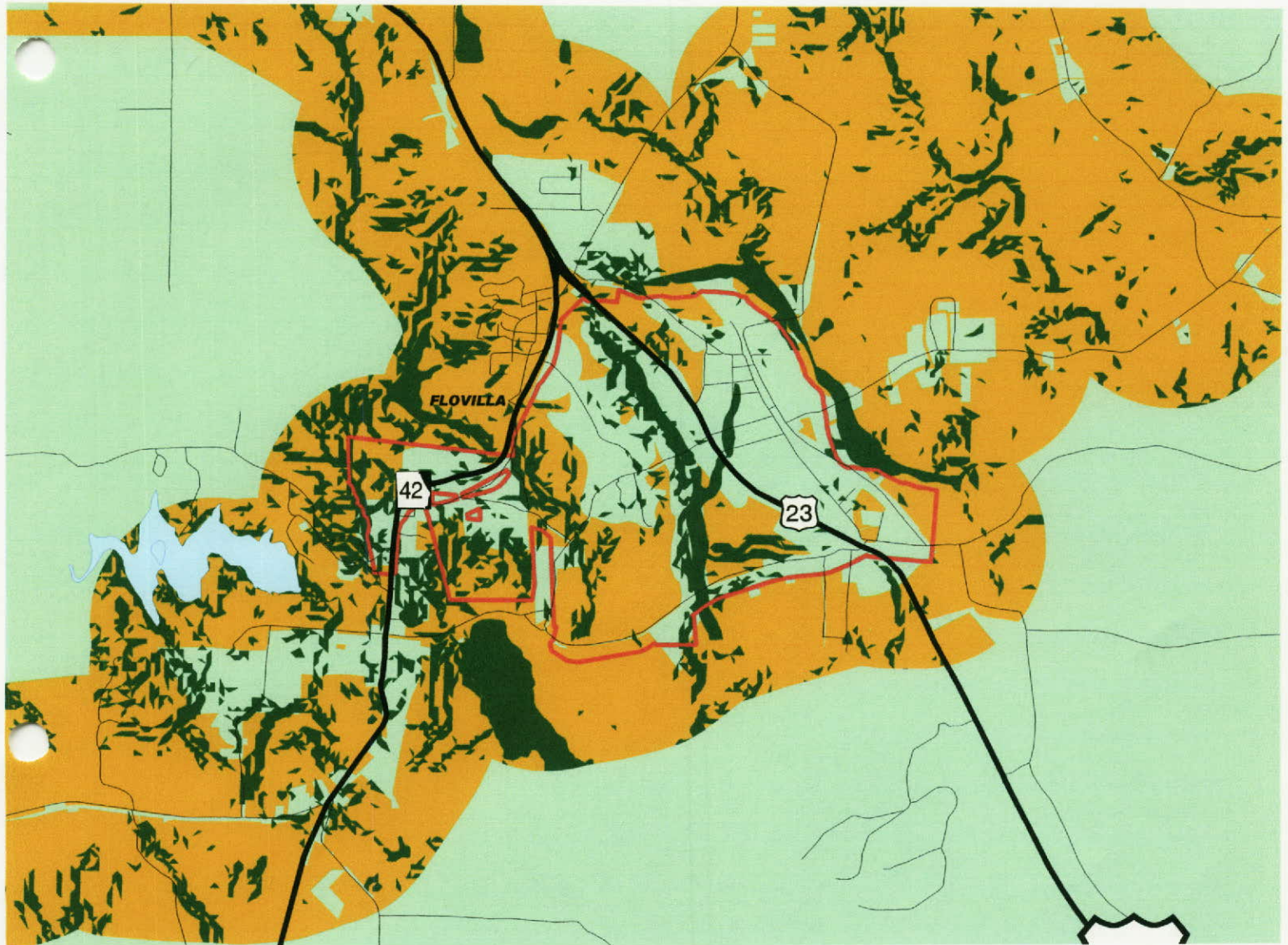
#### Land Use Scenario

- ▬ Agricultural / Forest / Undeveloped
- ▬ Commercial / Industrial / Public Insti./ TCU
- ▬ Residential









# Target Areas For Attracting Growth

Map 9.5



## Legend

-  Major Roads
-  Local Roads
-  City Of Flovilla
-  Lakes
-  ESA's for Water/Sewer/Fire Buffers
-  Generalized Target Area for Development



### ***Developing the Future Land Use Scenario***

Once the spatial analysis has identified the amounts and locations of land needed and available for each land use, the new land uses may then be allocated on the Future Land Use Map based upon the development conditions desired for the City of Flovilla.

**Land Use Goal:** *To ensure that land resources are allocated such that they accommodate and enhance Flovilla's economic development, natural and cultural resources, community facilities and housing to protect and improve the quality of life for all city residents.*

#### **Objectives:**

*Development policies and regulations should encourage development patterns supporting the character and economic vitality desired for Flovilla.* The city should review all zoning and development regulations to ensure their ability to foster development that abides by the goals of this plan, including, but not limited to, the following principles:

- Where possible, commercial activity should be restricted to portions of the US Highways adjacent to the State Park and adjacent to the historic neighborhood alongside the railroad;
- New residential use is encouraged adjacent to existing neighborhoods, particularly in between the US Highways, with larger developments restricted to paved roads. Developments exhibiting traditional neighborhood design elements such as parking in the rear, sidewalks and conservation design should be encouraged;
- New civic facilities should be clustered within the core of the older neighborhood;
- Recreation and conservation land should be pursued through the long-term development of more neighborhood park space and, where possible, recreational trails to improve the quality of neighborhoods and connectivity throughout the City;
- Industrial activity should be directed to the city's south side, as coordinate with the County;
- Established agricultural and forestry uses should be protected from adverse impacts of new development.

*Regular assessment of development trends and the Future Land Use map.* In conjunction with the Short-term Work Program update, the City should review the latest development issues in and around Flovilla with the Butts County Planning Department and assess the need to amend the Future Land Use map. The review should also analyze the ability of the land use regulations and policies to achieve the goals of the Comprehensive Plan, offering changes where necessary.

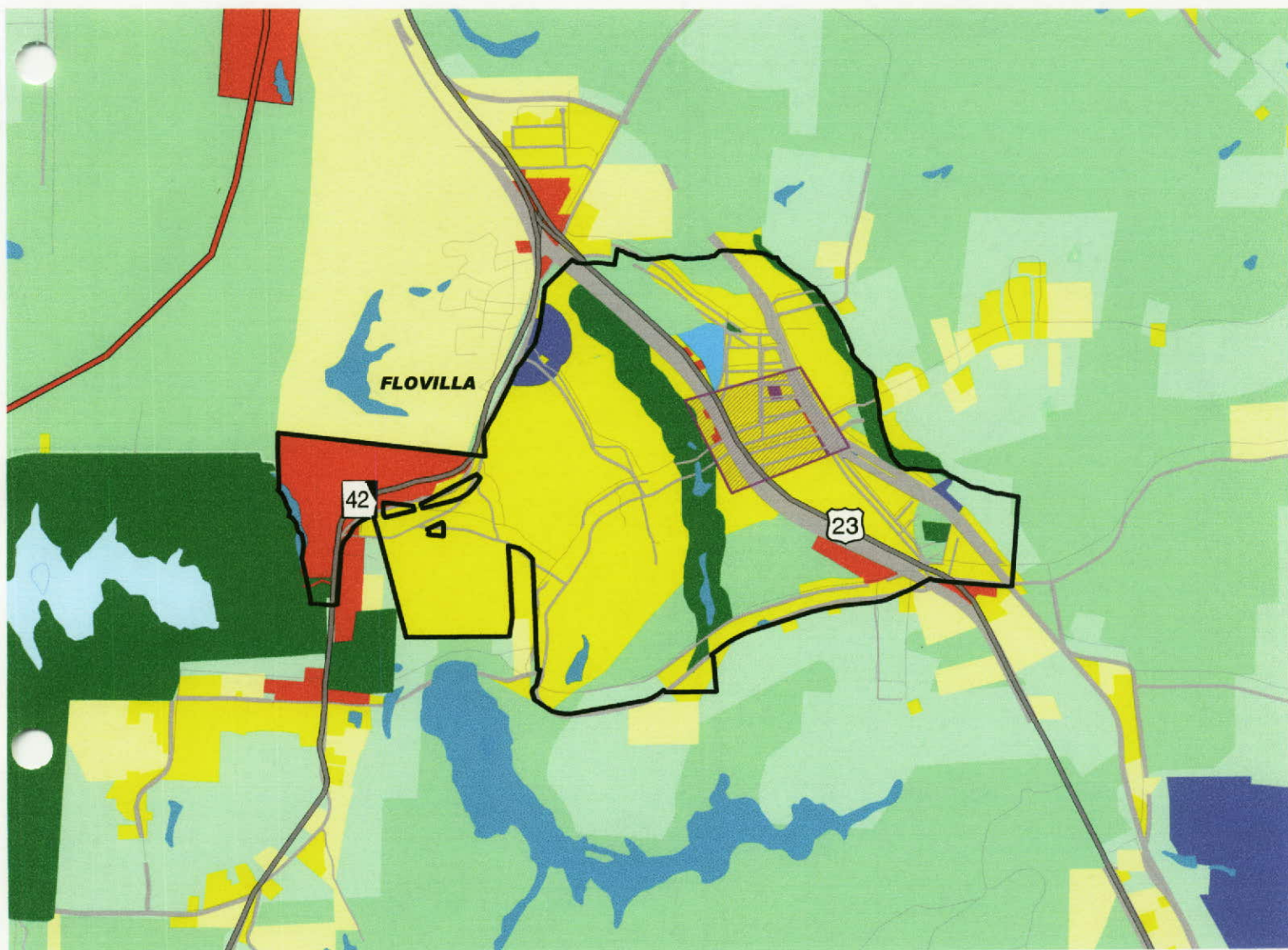
### ***Future Land Use Map***

While the City of Flovilla has the potential to expand through annexation in any outward direction, properties with road frontage and access to utilities are considered the most attractive and likely for annexation due to the relative ease with which the property can be incorporated into the existing development patterns. Those in high growth areas are also stronger candidates as development pressures pursue more urban themes. *This is not to suggest certain lands are targeted for annexation, but to provide a representation of the conditions needed for the City to accommodate future population growth as discussed within the plan.*

Map 9.6 presents the Future Land Use Map for the City of Flovilla. This map provides an approximation of land uses for the year 2025, with various new land uses distributed according to the goals and policies described within the body of the Comprehensive Plan. This Future Land Use map does not reflect some annexation as discussed above, but instead focuses on the management of land use within the existing city limits. This map is used to guide development policies and public improvement efforts to help shape land use into the most desirable patterns for the community. The Future Land Use Map does not mean the property must be used for the land use category shown, but merely gives the City planning officials, the public and other agencies a guide for understanding the land uses that the City is expecting and preparing to sustain. In addition to referencing the map, development proposals within the City of Flovilla should be reviewed against all of the goals and policies discussed in this chapter and throughout the entire Comprehensive Plan. This map may be amended based upon evolving conditions and goals for the City. At a minimum, it must be updated every ten years.

# Future Land Use

## Map 9.6



### Legend

	City Of Flovilla
	Flovilla Town Center Overlay
	Proposed Jackson Bypass
	Major Roads
	Local Roads
	Lakes
<b>Land Use Classifications</b>	
	Agricultural/Forestry
	Undeveloped / Unused
	Park / Rec. / Conservation
	Commercial
	Industrial
	Public / Institutional
	Rural Residential
	Residential
	Trans./Comm./Util.
	Potential Conservation



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

Schedule 2005 - 2009  
City of Flovilla Work Program

revised  
copy  
5/19/05

Year	ID #	Element	Activity	Cost	Funding Source	Responsibility
2005	1	ED	Organize Economic Development Plan with Chamber and Development Authorities	\$5,000	City	Adm.
2005	2	ED	Indian Springs Park Revitalization Plan	\$10,000	State Parks, County, City	Adm.
2005	1	CF	Sewage Engineering Study	\$50,000	City, County	Adm./ Water
2006	1	CF	Study to identify new water sources	\$50,000	DNR/ GEFA	Adm./ Water
2006	2	CF	Annual review of transportation issues; Submit local demands to DOT for STIP	\$500	City, County	Adm.
2006	3	CF	Recreation Master Plan	\$5,000	City	Adm.
2006	4	CF	Build new Community Center	\$1 Million	State, City, County	Adm.
2006	5	CF	Purchase new land	\$100,000	City	Adm.
2006	1	H	Neighborhood and Housing Assessment	\$5,000	City	Adm., RDC
2006	1	NCR	Historic Resources Survey	\$10,000	HPD, City, County	Adm.
2007	1	CF	Annual review of transportation issues; Submit local demands to DOT for STIP	\$500	City, County	Adm.
2007	1	LU	Review of options for Development Design guidelines; Conceptual plan for restoration of downtown commercial core	\$5,000	City	Adm., RDC
2007	1	H	Report on housing trends; How to attract more quality housing	\$5,000	City, DCA	Adm., RDC
2007	1	ED	Review of education and economic development issues within the City and County	\$500	City/ Co./ School/ IDA/ Chamber	Adm.
2008	1	CF	Annual review of transportation issues; Submit local demands to DOT for STIP	\$500	City, County	Adm.
2008	2	CF	Conceptual planning for improvements to US 23, GA 42	\$40,000	DOT, City, County	Adm.
2008	3	CF	Study for expansion/ relocation options for City Hall	\$10,000	City	Adm.
2008	4	CF	New warehouse for equipment and materials	\$300,000	State	Adm.
2008	5	CF	New well	\$50,000	City	Adm./ Water
2009	1	CF	Annual review of transportation issues; Submit local demands to DOT for STIP	\$500	City, County	Adm.
2009	2	CF	Community Health Services Plan with County	\$25,000	County, City, DHR	Adm.
2009	1	NHR	Develop a Water Resources Conservation Plan	\$10,000	City, County, BCWSA	Adm.
2009	1	LU	Update Comprehensive Plan	\$5,000	City	Adm.
2009	1	ED	Review of education and economic development issues within the City and County	\$500	City/ Co./ School/ IDA/ Chamber	Adm.

**List of Accomplishments**  
*City of Flovilla Work Program*

*revised copy  
5/9/05*

<b>Date</b>	<b>Work Item</b>	<b>Status</b>
1999-2003	Concult with Butts County Planning Dept. about future land use planning with the County	Complete
1999-2003	Work with County in producing new zoning and land use maps	Complete
1999-2003	Develop ordinances to support DNR Part V regulations	Complete
1999-2003	Seek assessment of county housing conditions and needs; Determine potential growth for Flovilla	Complete
1999-2003	Participate in studies for possible Jackson By-pass	Complete
1999-2003	Have sewerage engineering survey performed*	In Progress
1999-2003	Repair/upgrade city water system	Complete

\* Joint study with Butts County underway; will provide base assessment of potential for sewer in/around Flovilla and Indian Springs

✓  
✓



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Year	ID #	Element	Activity	Cost	Responsibility	City Dept.
2005	1	ED	Organize Economic Development Plan with Chamber and Development Authorities	NA	City	Adm.
2005	2	ED	Indian Springs Park Revitalization Plan	NA	State Parks, County, City	Adm.
2005	1	CF	Sewage Engineering Study	\$50,000	City, County	Adm.
2006	1	CF	Study to identify new water sources	\$50,000	DNR/ GEFA	Adm./ Water
2006	2	CF	Annual review of transportation issues; Submit local demands to DOT for STIP	NA	City, County	Adm.
2006	3	CF	Recreation Master Plan	\$5,000	City	Adm.
2006	4	CF	Build new Community Center	\$1 Million	State, City, County	Adm.
2006	5	CF	Purchase new land	TBD	City	Adm.
2006	1	H	Neighborhood and Housing Assessment	\$5,000	City, RDC	Adm.
2006	1	NCR	Historic Resources Survey	\$10,000	HPD, City, County	Adm.
2007	1	CF	Annual review of transportation issues; Submit local demands to DOT for STIP	NA	City, County	Adm.
2007	1	LU	Review of options for Development Design guidelines; Conceptual plan for restoration of downtown commercial core	NA	City/ RDC	Adm.
2007	1	H	Report on housing trends; How to attract more quality housing	\$5,000	City/ RDC/ DCA	Adm.
2007	1	ED	Review of education and economic development issues within the City and County	NA	City/ Co./ School/ IDA/ Chamber	Adm.
2008	1	CF	Annual review of transportation issues; Submit local demands to DOT for STIP	NA	City, County	Adm.
2008	2	CF	Conceptual planning for improvements to US 23, GA 42	\$40,000	DOT, City, County	Adm.
2008	3	CF	Study for expansion/ relocation options for City Hall	\$10,000	City	Adm.
2008	4	CF	New warehouse for equipment and materials	\$300,000	State	Adm.
2008	5	CF	New well	\$50,000	City	Adm.
2009	1	CF	Annual review of transportation issues; Submit local demands to DOT for STIP	NA	City, County	Adm.
2009	2	CF	Community Health Services Plan with County	\$25,000	County, City, DHR	Adm.
2009	1	NHR	Develop a Water Resources Conservation Plan	\$10,000	City, County, BCWSA	Adm.
2009	1	LU	Update Comprehensive Plan	TBD	City	Adm.
2009	1	ED	Review of education and economic development issues within the City and County	NA	City/ Co./ School/ IDA/ Chamber	Adm.

*Funding Sources?*

List of Accomplishments  
City of Flovilla Work Program

initial  
copy

Date	Work Item	Status
1999-2003	Concult with Butts County Planning Dept. about future land use planning with the County	Complete
1999-2003	Work with County in producing new zoning and land use maps	Complete
1999-2003	Develop ordinances to support DNR Part V regulations	Complete
1999-2003	Seek assessment of county housing conditions and needs; Determine potential growth for Flovilla	Complete
1999-2003	Participate in studies for possible Jackson By-pass	Complete

City of Flovilla, Georgia  
Short Term Work Program

List of Accomplishments 1994 - 1998

Plan Element	PROJECT	Responsibility	Year Initiated	Year Completed	Estimated Cost	Funding Source	Status	Comments
CFS	Construct new city park	City	1995	TBD	\$500	City	In Progress	
CFS	Construct nature trail at community center	City	1996		\$250	City	Canceled	Insufficient funds
CFS	Have sewage engineering survey performed	City, Consultant	1997	TBD	\$5,000	City	Postponed	Funding not yet available

5-Year Work Program 1999 - 2003

Plan Element	PROJECT	Responsibility	Year Initiated	Year Completed	Estimated Cost	Funding Source	Status	Comments
LU	Consult with Butts County Planning Dept. about future land use planning with the County	City, County	1999	2000	NA			
LU	Work with County in producing new zoning and land use maps	City, County	1999	2000	\$150	City		
LU, NR	Develop ordinances to implement new DNR Part V environmental protection regulations	City, County, RDC	1999	2000	NA			
H	Seek assessment of county housing conditions and needs; Determine potential growth for Flovilla							
CFS	Construct new city park	City, County	2000	2001	TBD	County		
CFS	Have sewage engineering survey performed	City, Consultant	1998	2000	\$500	City	In Progress	From previous STWP
CFS	Repair/ upgrade city water system	City	2000	2001	\$400,000	City, possible grants		From previous STWP
CFS	Participate in studies for possible Jackson by-pass	City, GDOT, County	1999	2001	NA			

CFS = Community Facilities & Services; LU = Land Use; NR = Natural Resources; H = Housing