

A RESOLUTION OF THE BOARD OF COMMISSIONERS OF CARROLL COUNTY TO ADOPT THE 20-YEAR COMPREHENSIVE PLAN UPDATE, HEREINAFTER REFERRED TO AS THE "CARROLL COUNTY COMPREHENSIVE PLAN 2008-2028."

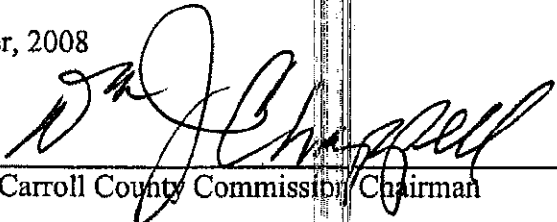
WHEREAS, Carroll County has completed the Carroll County Comprehensive Plan 2008-2028.

WHEREAS, the Carroll County Comprehensive Plan 2008-2028 describes the Growth Management Framework needed to assure the effective management of change taking into account the Carroll County public health, safety and general welfare.

WHEREAS, this document was prepared according to the Standards and Procedures for Local Comprehensive Planning effective May 1, 2005 and established by the Georgia Planning Act of 1989, and the required public hearing was held on June 19, 2008, with additional community meetings held on June 2, 2008, June 5, 2008, June 9, 2008, and June 10, 2008.

BE IT THEREFORE RESOLVED, that the Carroll County Board of Commissioners does hereby adopt the Carroll County Comprehensive Plan 2008-2028.

Adopted this 2nd day of September, 2008


Carroll County Commissioner Chairman

ATTEST:

Carroll County Clerk

Carroll County, Georgia



Community Agenda

2008 Update prepared by:

| | | |
|---|-------------------------|---------------------------------------|
| Carroll County Department of Community Development | PRISM Associates | University of West Georgia |
|---|-------------------------|---------------------------------------|

from the 2005 Update prepared by:

| | |
|--|--|
| Freilich, Leitner & Carlisle 1150 One Main Plaza Kansas City, Missouri, 64111 (816) 561-4414 voice (816) 561-7931 fax www.flc-kc.com | Planning Works, LLC 8014 State Line Road, Suite 208 Leawood, Kansas 66208 (913) 381-7852 voice (913) 381-7850 fax www.ourplanningworks.com |
|--|--|



Table of Contents

| | |
|--|----|
| Table of Contents | i |
| I. Introduction..... | 1 |
| A. Visioning..... | 1 |
| 1. Community Vision & Vision Statement..... | 1 |
| 2. Goals, Objectives and Policies..... | 1 |
| B. Using the plan | 2 |
| II. Community Vision..... | 3 |
| A. Future development map..... | 3 |
| B. Character Areas Map | 3 |
| C. Character Areas narrative | 3 |
| 1. Sub Areas..... | 3 |
| a. Rural Countryside | 3 |
| b. Natural Recreation Sites | 5 |
| c. Riparian Corridors | 6 |
| d. Community Crossroads..... | 7 |
| e. Special Purpose Residential..... | 8 |
| f. Urban Development..... | 10 |
| g. Utility Centers..... | 11 |
| 2. Transportation Corridors..... | 12 |
| a. Scenic Corridors..... | 12 |
| b. Industrial Transition..... | 13 |
| c. Eclectic Commercial..... | 14 |
| d. Interstate 20 Gateway | 16 |
| e. Intermediate Connectors | 16 |
| f. Aviation Gateway | 17 |
| III. Community Issues and Opportunities..... | 18 |
| A. Final List of Community Issues and Opportunities | 18 |
| 1. Key Natural and Historic Resources Issues | 18 |
| a. Managing stormwater | 18 |
| b. Protecting valuable natural resources | 18 |
| c. Protecting historic resources | 19 |
| 2. Key Housing Issues..... | 19 |
| a. Enhancing the jobs/housing balance..... | 19 |
| b. Developing more diversified housing mix..... | 19 |
| c. Coordinating affordable housing provision with cities..... | 19 |
| 3. Key Economic Development Issues | 20 |
| b. Supporting agricultural industry | 20 |
| c. Enhancing the jobs/housing balance..... | 20 |
| d. Protecting industrial and agricultural areas from encroachment | 20 |
| 4. Community Facilities Issues..... | 20 |
| a. Coordinating school development with county-wide growth..... | 21 |
| b. Coordinating with other service providers..... | 21 |
| c. Coordinating growth with provision of adequate public facilities..... | 21 |



| | | |
|-------------|--|----|
| d. | Maintaining fiscal integrity..... | 22 |
| 5. | Key Transportation Issues..... | 22 |
| a. | Transportation..... | 22 |
| b. | Protect gateways and entry corridors..... | 23 |
| 6. | Key Planning Issues..... | 23 |
| a. | Reinforcing community growth goals/policies..... | 23 |
| b. | Ensuring a balanced land-use mix..... | 23 |
| c. | Land use compatibility..... | 23 |
| d. | Provide compatible diversity within neighborhoods..... | 24 |
| e. | Planning for growth and development..... | 24 |
| f. | Protecting Key Transportation Corridors..... | 24 |
| IV. | Implementation Program..... | 24 |
| A. | Plan Implementation..... | 24 |
| 1. | Introduction..... | 24 |
| 2. | Implementation Tools and Techniques..... | 25 |
| a. | Development Regulations..... | 25 |
| b. | Capital Improvements Program..... | 25 |
| c. | Budget..... | 26 |
| d. | Inter-governmental Agreements..... | 26 |
| e. | Adequate Public Facilities..... | 27 |
| f. | Impact Fees..... | 27 |
| g. | Area and Facility Plans..... | 27 |
| h. | Purchase of Development Rights (PDR)..... | 27 |
| i. | Transferable Development Rights..... | 28 |
| j. | Land Evaluation and Site Assessment System (LESA)..... | 28 |
| 3. | Plan Maintenance..... | 29 |
| a. | Annual Monitoring..... | 29 |
| b. | Land Use Plan Amendments..... | 30 |
| c. | Policy Changes..... | 30 |
| B. | Short Term Work Program and Report of Accomplishments..... | 31 |
| V. | Policies..... | 36 |
| A. | Natural and Historic Resources Goals, Objectives and Policies..... | 36 |
| 1. | Natural Resources Goals, Objectives and Policies..... | 36 |
| 2. | Historic Resources Goal, Objectives and Policies..... | 38 |
| B. | Housing Goal, Objectives and Policies..... | 39 |
| C. | Economic Development Goal, Objectives and Policies..... | 41 |
| D. | Community Facilities Goals, Objectives and Policies..... | 45 |
| E. | Transportation Goal, Objectives and Policies..... | 46 |
| F. | Land Use and Growth Goal, Objectives and Policies..... | 50 |
| Appendix A. | Maps..... | 60 |
| Appendix B. | Public Comments Received at the Community Agenda Workshops..... | 63 |
| Appendix C. | Short Term Work Program and Report of Accomplishments..... | 64 |



I. Introduction

A. VISIONING

The Plan describes the Growth Management Framework needed to assure the effective management of change taking into account the Carroll County public health, safety and general welfare. Goals and objectives describe the ends sought by County residents. The detailed policies guide decision-makers through clearly articulated strategies. The Plan establishes a growth management framework consisting of the County's vision statement, goals, objectives policies and strategies.

1. Community Vision & Vision Statement

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

Carroll County's Vision

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

2. Goals, Objectives and Policies

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

Goal - description of a desired state of affairs for the community in the future. Goals are the broad public purposes toward which policies and programs are directed. Generally, more than one set of actions (policies) may be needed to achieve each



goal. In this Plan, goals are phrased to express the desired results of the Plan; they complete the sentence: "Our goal is ..."

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

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

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

B. USING THE PLAN

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

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

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

The Plan is the most important guide to future zoning decisions. Future land uses designated in the Plan indicate general land uses that will be appropriate once adequate public facilities and services are available and existing site limitations are mitigated. Future land use categories identify the appropriate intensities and general land use types



that are broader than zoning categories and may accommodate a wide range of uses subject to the provisions of the County’s land development regulations.

II. Community Vision¹

A. *FUTURE DEVELOPMENT MAP*

See Appendix A, Map 1

B. *CHARACTER AREAS MAP*

See Appendix A, Map 2

C. *CHARACTER AREAS NARRATIVE*

1. Sub Areas

a. Rural Countryside

Written description or illustrations of the types of development to be encouraged

- This, the largest of all proposed character areas, is best identified as rural areas of the county consisting of hills and dells that are a mix of active timberlands, pine forest, rolling active and inactive pastures and farmland, creek bottoms, low density and large lot residential uses, a sampling of small scale commercial undertakings, and other rural endeavors. These uses are random throughout the County and often exist side-by-side.
- Predominantly residential areas may have been historically defined by thriving rural churches, small mills, and a livelihood associated with rivers and nearby forests and farms, but may now be associated with residents desire to live in a more natural and secluded setting within a reasonable commute to work. There is some transitioning from older prefabricated homes to modern residential styles. The displacement of farm, pasture, and timberland by very large estate homes and low-to-medium density subdivisions is not an uncommon occurrence.
- Overall, these areas are best identified by their pristine bucolic nature with a mix of farms and forest.



List of land uses or zoning categories to be allowed

- Conservation
- Single-family residences
- Religious institutions
- Agriculture, forestry, and livestock

¹ For a summary of comments made during the county’s visioning process, please see Appendix B.



- Neighborhood commercial and office space, where appropriate
- Civic and public uses



List of Quality Community Objectives to be pursued

- Regional Identity Objective
- Open Space Preservation Objective
- Environmental Protection Objective
- Sense of Place
- Housing Choices Objective
- Educational Opportunities Objective

Policies

- Preserve open space
- Enhance the economic function of agriculture, livestock, and forestry
- Promote conservation subdivisions over “traditional” residential development
- Discourage infrastructure extension, while providing adequate infrastructure for existing residents
- Encourage community activities to combat rural blight (the collection and outside storage of abandoned vehicles, tires, and other “junk” items)
- Encourage watershed protection activities such as rural hazardous chemical disposal, adopt-a-stream
- Protect rural character in architecture, setting, and landscape
- Ensure appropriate transitions, via buffering, between the surrounding rural landscape and new residential uses

Identification of implementation measures

- Adopt conservation incentives
- Actively seek conservation easements
- Enforce Best Management Practices (BMPs)
- Allow limited land split for heirs
- Identify areas of blight and enforce illegal dumping/litter ordinances
- Create a light ordinance to reduce glare and preserve night visibility of the sky
- Prohibit junkyards in highly visible locations or require intense buffering
- Strictly adhere to density standards
- Strictly limit commercial development to community oriented activities

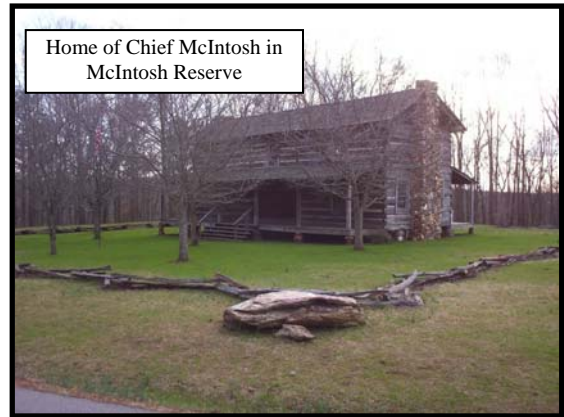


- Protect historic locations/structures (including barns)
- Identify appropriate size, locations, and range of uses

b. Natural Recreation Sites

Written description or illustrations of the types of development to be encouraged

- Carroll County is host to a number of unique areas prime for recreational activities. These areas are held in private or public ownership, have clearly defined boundaries, and typically have historical, ecological, or cultural significance. While the County contains many small parks, the Natural Recreation Sites character area is more specific to larger areas with specific themes. McIntosh Reserve, for example, offers abundant passive recreation and open space along the Chattahoochee River. Other sites include the future Blackjack Mountain Park, the future Little Tallapoosa Park, and the existing John Tanner State Park.



List of land uses or zoning categories to be allowed

- Conservation
- Appropriate public uses
- Hospitality industry, if appropriate
- Passive recreation (active recreation where appropriate)

List of Quality Community Objectives to be pursued

- Transportation Alternatives Objective
- Regional Identity Objective
- Open Space Preservation Objective
- Environmental Protection Objective



Policies

- Encourage preservation of open space, protect natural habitats
- Promote historic preservation
- Protect water quality
- Expand passive recreation opportunities
- Promote use of recreation facilities
- Protect heritage of property
- Seek ecotourism opportunities in place of revenue from commercial sprawl



Identification of implementation measures

- Identify target areas and seek funding for land acquisition and conservation easements (especially in areas with important water resources)
- Promote recreational facilities and promote Carroll County's history
- Educate County officials about the financial and environmental benefits of ecotourism, as compared to traditional commercial development
- Limit active recreation in sensitive areas
- Strictly enforce litter ordinance

c. Riparian Corridors

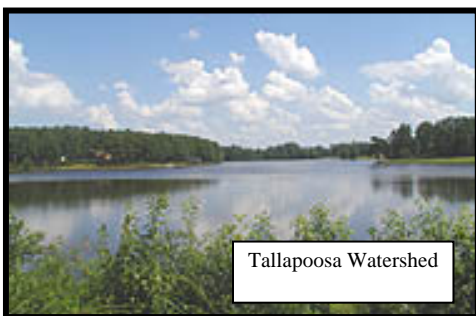
Written description or illustrations of the types of development to be encouraged

- While Carroll County has many creeks, streams, ponds, and other bodies of water, there are two large and significant rivers within the County's borders. These are the Little Tallapoosa and Chattahoochee Rivers. This character area includes those rivers and the natural areas along them. Development is evident along these bodies of water, but their banks are generally wooded. Other Riparian Corridors include Turkey Creek and Snake Creek.



List of land uses or zoning categories to be allowed

- Conservation
- Appropriate public uses
- Passive recreation



List of Quality Community Objectives to be pursued

- Heritage Preservation Objective
- Open Space Preservation Objective
- Environmental Protection Objective
- Growth Preparedness Objective

Policies

- Encourage preservation of open space, protect natural habitats
- Protect water quality
- Expand parks and passive recreation opportunities
- Promote river clean up activities



Identification of implementation measures

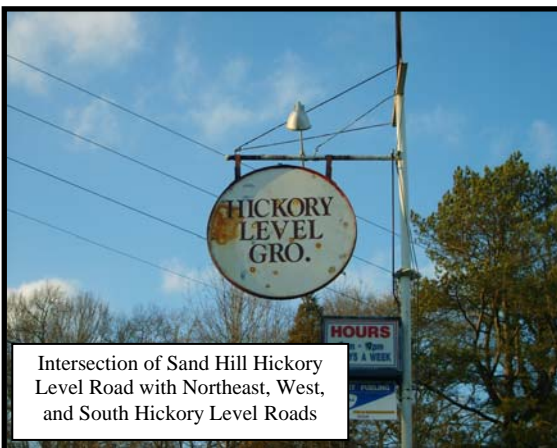
- Identify target areas and seek funding for land acquisition and conservation easements
- Acquire and dedicate open space to public for clean recreational activities (hiking, bird watching, etc.)
- Strictly enforce litter ordinance
- Limit or prohibit development within corridor
- Enforce BMPs for any development within or adjacent to corridor

d. Community Crossroads

Written description or illustrations of the types of development to be encouraged

- Those places within the County that have a special sense of place are Crossroads Communities. Specifically, they are the areas of the County that have special meaning to its residents. These areas can be located at the intersection of two streets or can be linear along a single street. In all cases, the Crossroad Community contains an epicenter that meets local needs via churches, community/recreation centers, cemeteries, eateries, convenience stores, gas stations, and/or some unique landmark. These sites are frequently visited by the surrounding neighbors, offering a means for repeated interaction. Overtime, relationships are formed and sentimental feelings become attached to the area as a smaller, more personal community within the County.
- The communities identified in Carroll County are:

| | |
|---------------|-------------------|
| ★ Legion Lake | ★ Hickory Level |
| ★ Banning | ★ Sand Hill |
| ★ Lowell | ★ Bowdon Junction |
| ★ Tyus | ★ Bucktown |
| ★ Clem | ★ Veal |
| ★ Hulett | ★ Cross Plains |
| ★ Burwell | ★ Center Point |



List of land uses or zoning categories to be allowed

- Conservation
- Single-family residences
- Religious institutions
- Neighborhood commercial and office space, where appropriate
- Civic and public uses Mixed-use buildings, where appropriate



List of Quality Community Objectives to be pursued

- Traditional Neighborhoods Objective
- Sense of Place
- Heritage Preservation Objective
- Open Space Preservation Objective
- Housing Choices Objective
- Educational Opportunities Objective

Policies

- Protect rural character in architecture, setting, and landscape
- Ensure appropriate transitions, via buffering, between the surrounding rural landscape and new uses
- Reinvigorate crossroads communities that are losing their identity
- Be prepared for future growth and its effects on the community's cohesiveness

Identification of implementation measures

- Strictly limit commercial development to community oriented activities
- Limit through-traffic where appropriate
- Limit visibility of parking, drive-thrus, storage, etc. from the road Identify appropriate size, location, and range of uses
- Protect historic locations/structures
- Prepare an overlay district specifically for Crossroads Communities (address architecture, massing, landscaping, building materials, signs, lighting)
- Establish standards for improved interconnectivity

e. Special Purpose Residential

Written description or illustrations of the types of development to be encouraged

- These include residential developments that were/are planned and developed with an explicit purpose in mind, such as a specific recreation or social activity. These neighborhoods likely have lakes that are key amenities. There are currently three neighborhoods in this character area: Lyon's Landing, Fairfield Plantation, and Buttercup Farms.
- Lyon's Landing is a fly-in community with a 3,000 foot lighted runway for residents to use. Homeowners typically are small





aircraft owners and have lots that feature hangers. Community features include gated entry, Clubhouse with pool, lighted tennis court, two lakes, and walking trails.

- Fairfield Plantation is a large planned community developed with resort-type recreation as a cornerstone. This gated neighborhood features a championship golf course, country club, staffed recreation center, pool, mini-golf, playground, lakes, and a beach resort area. Fairfield was originally developed in the 1970s and now features over 1,500 homes.
- Buttercup Farms is a planned (not yet constructed) equestrian/residential community in the southwest part of the County. The site consists of 353 acres and is designed for 17 lots. The site will feature a compacted gravel road (that will be privately maintained) throughout the development, along with a riding trail.

List of land uses or zoning categories to be allowed

- Conservation
- Parks and recreation
- Neighborhood commercial areas
- Civic and public uses
- Single-family residences
- Religious institutions
- Neighborhood commercial and office space, where appropriate
- Mixed-use buildings, where appropriate



List of Quality Community Objectives to be pursued

- Regional Solutions Objective
- Traditional Neighborhoods Objective
- Sense of Place
- Transportation Alternatives Objective
- Open Space Preservation Objective
- Educational Opportunities Objective

Policies

- Use access management strategies in appropriate locations
- Encourage a mixture of housing types for singles, families, elderly, and extended family
- Require developers to provide an equitable share of infrastructure
- Assure that adequate erosion and sedimentation control measure are taken on new developments in the watershed
- Maintain a built environment of stable character that is compatible with surrounding areas
- Protect rural character, where appropriate, in architecture, siting, and landscape

Identification of implementation measures



- Limit impervious surface of new development to a certain percentage of the total site area
- Require BMPs to protect water quality from storm water runoff and sedimentation
- Prohibit incompatible uses.
- Establish standards for improved interconnectivity

f. Urban Development

Written description or illustrations of the types of development to be encouraged

The areas immediately surrounding the incorporated cities (on the periphery) in Carroll County are expectedly more developed than other areas within the County. Water and sewer are more readily available in these areas than elsewhere, creating the greatest pressure for development. These areas are predominantly residential, but significant commercial activity is also present. Typical characteristics include: low pedestrian orientation, high open space, high to moderate degree of building separation, scattered civic buildings, and varied street patterns with copious use of cul-de-sacs. Every location within this character area may not represent all of the identifiers listed, but they are moving in that direction.



List of land uses or zoning categories to be allowed

- Single-family residences
- Moderate to high density residential
- Townhouses and multi-family dwellings
- Conservation
- Parks and recreation
- Civic and public uses
- Religious institutions
- Neighborhood commercial and office space
- Mixed-use buildings

List of Quality Community Objectives to be pursued

- Infill Development Objective
- Environmental Protection Objective
- Growth Preparedness Objective
- Appropriate Businesses Objective
- Employment Options Objective
- Regional Solutions Objective
- Regional Cooperation Objective

Policies

- Creating neighborhood focal points by locating commercial activity centers at suitable locations within walking distance of residences
- Promote income diversity



- Add traffic calming improvements, sidewalks, and increased street interconnections to improve walk-ability within existing and proposed neighborhoods
- Promote Traditional Neighborhood Design (TND) New development should be a master-planned with mixed-uses, blending residential development with schools, parks, recreation, retail businesses and service, linked in a compact pattern that encourages walking and minimizes the need for auto trips
- There should be strong connectivity and continuity between each master planned development
- Use access management strategies in appropriate locations
- Encourage a mixture of housing types for singles, families, elderly, and extended family
- Require developers to provide an equitable share of infrastructure
- Assure that adequate erosion and sedimentation control measure are taken on new developments in the watershed
- Maintain a built environment of stable character that is compatible with surrounding areas (no franchise or corporate architecture)
- Encourage the creation and connectivity of trails and greenspace

Identification of implementation measures

- Implement access control measures
- Adopt alternative street and pedestrian system standards
- Promote conservation subdivisions over “traditional” residential development
- Create incentives for or require walk-able community design
- Allow mixed use zoning for the promotion of commercial activities targeted toward the host community
- Require BMPs to protect water quality from storm water runoff and sedimentation
- Prohibit incompatible uses
- Establish standards for improved interconnectivity

g. Utility Centers

Written description or illustrations of the types of development to be encouraged

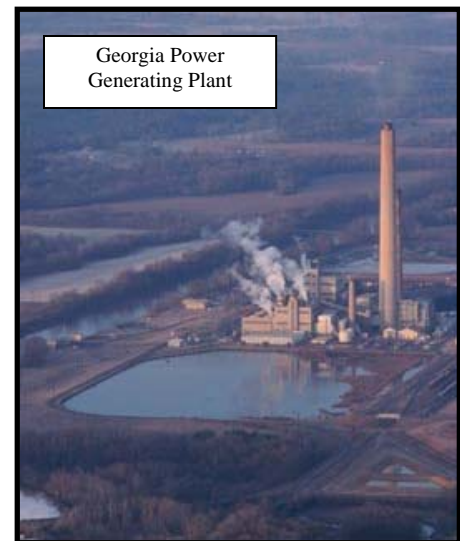
- This character area is comprised of those employers in the County who have a large physical and economic impact upon the County, and whose business involves intensive industrial uses. There are currently three sites in this character area: Plant Wansley, Plant Yates, and Plantation Pipeline.

List of land uses or zoning categories to be allowed

- Light to heavy industry
- Parks and open space (for employees)

List of Quality Community Objectives to be pursued

- Regional Identity Objective





- Environmental Protection Objective
- Appropriate Businesses Objective
- Employment Options Objective

Policies

- Avoid residential areas and make sure residential areas do not encroach utility uses
- Allow complementary businesses to be located near Utility Centers
- Require proper screening for truck loading areas
- Encourage open space areas for employees
- Ensure adequate infrastructure and services are in place to support utility centers

Identification of implementation measures

- Require BMPs to protect water quality from storm water runoff and sedimentation
- Prohibit incompatible uses
- Ensure appropriate transitions, via buffering, between the surrounding rural landscape and new residential uses
- Have clearly designated truck routes

2. Transportation Corridors

- Carroll County is traversed by significant highways and a major interstate. The placement of these roadways has certainly affected the landscape. With Carrollton as the exception, the eastern portion of the County is more developed than the west, while north Carroll County tends to be more populated than the southern regions of the County. For this reason, the personality of any given corridor will fluctuate depending on what area of the County it is located. Therefore, transportation corridors cannot simply be assigned only one designation. It may be the case that portions of the same road lay within different corridors.

a. Scenic Corridors

Written description or illustrations of the types of development to be encouraged

- As the name implies, Scenic Corridors are roads that are flanked by picturesque, rural land. Most highways within Carroll County are wholly or partially scenic. The natural highways should also prohibit large quantities of billboards and signs being put up. If billboards and signs are going to be allowed, they must all appear to have similar characteristics in design. Authorities should enforce strict littering ordinances on all businesses and residents.

List of land uses or zoning categories to be allowed

- Conservation
- Parks and recreation
- Civic and public uses
- Undisturbed buffers
- Replanted buffers, where necessary



List of Quality Community Objectives to be pursued

- Transportation Alternatives Objective
- Regional Identity Objective
- Open Space Preservation Objective
- Environmental Protection Objective
- Sense of Place
- Heritage Preservation Objective

Policies

- Protect scenic views
- Residential areas should not be highly visible from the road and buffers should be utilized to ensure proper screening
- Accommodate appropriate development that maintains the rural character of the corridor
- Encourage development to locate around larger intersections rather than being randomly spread along the entire corridor
- Strictly limit or prohibit strip malls, mass grading, billboards, junkyards, overly large structures, and unattractive building materials
- Place utility easements in a manner that best preserves the corridor’s visual effect



Identification of implementation measures

- Adopt effective sign and billboard regulations
- Actively seek conservation easements
- Update ordinances as necessary to prohibit incompatible uses
- Retroactively buffer offensive views
- Protect historic locations/structures
- Limit curb cuts and promote connectivity
- Strictly enforce littering ordinances
- Require Best Forestry Practice and selective tree harvesting for timber land

b. Industrial Transition

Written description or illustrations of the types of development to be encouraged

- There is only one identified Industrial Transition Corridor within Carroll County, which is Highway 27 north of Carrollton. This segment of Highway 27 would have previously fit somewhere between scenic and commercial, but the increased attention it has been given by the industrial sector has altered that status. A major distribution center for Wal-Mart is located along





Highway 27 and is expanding. The success of the distribution center has Highway 27 poised to become more industrial in nature.

List of land uses or zoning categories to be allowed

- Industrial and Heavy Commercial Uses
- Civic and public uses
- Buffers

List of Quality Community Objectives to be pursued

- Infill Development Objective
- Transportation Alternatives Objective
- Growth Preparedness Objective
- Appropriate Businesses Objective
- Employment Options Objective
- Regional Solutions Objective
- Regional Cooperation Objective

Policies

- Preserve vegetation along the highway to the best extent possible
- Avoid residential areas and make sure residential areas do not encroach industrial uses
- Allow complementary businesses to be located near industrial uses
- Require proper screening for truck loading areas and industrial structures from the road
- Industrial parks should have signalized left turn access
- Ensure adequate infrastructure and services are in place to support industrial development
- Ensure that infrastructure can handle growing demands

Identification of implementation measures

- Provide adequate space, via zoning, for industrial uses
- Require traffic studies for businesses and centers over a specified square footage
- Implement access control measures
- Require BMPs to protect water quality from storm water runoff and sedimentation
- Prohibit incompatible uses
- Establish standards for improved interconnectivity
- Maintain clear signage
- Adopt effective sign and billboard regulations
- Retroactively buffer offensive views
- Protect historic locations/structures
- Limit curb cuts and promote connectivity
- Strictly enforce littering ordinances

c. Eclectic Commercial



Written description or illustrations of the types of development to be encouraged

- Similar to “standard” commercial corridors, the Eclectic Commercial Corridor is defined by the land fronting on either side of a heavily traveled thoroughfare that connects two or more commercial nodes. Also similar to other commercial nodes, this character area is rapidly developing; residential land uses are under pressure to transition to commercial land uses (typically strip malls). However, new residential developments, some older single-family homes, large amounts of wooded areas, and active pastures can be found here.



List of land uses or zoning categories to be allowed

- Mixed-use developments
- Open Space
- Buffers
- Commercial and retail uses
- Churches
- Civic and public uses



List of Quality Community Objectives to be pursued

- Traditional Neighborhoods Objective
- Transportation Alternatives Objective
- Housing Choices Objective
- Growth Preparedness Objective
- Appropriate Businesses Objective
- Infill Development Objective
- Regional Solutions Objective

Policies

- Encourage nodal development with defined boundaries and transitions
- Restrict or prohibit strip development
- Discourage premature land use transitions from residential to commercial
- Provide adequate buffering for existing residences
- Reduce curb cuts
- Reduce visual clutter
- Promote interconnectivity
- Provide more pedestrian friendly alternatives
- Limit visibility of parking, drive-thrus, storage, etc. from the road

Identification of implementation measures

- Retrofit existing strip malls to be more interconnected and mixed-use
- Enforce ordinances



- Strict tree preservation requirements
- Architectural controls
- Sign and billboard controls
- Promote connectivity
- Require sidewalks, bike paths, and crosswalks
- Right-of-way Improvements

d. Interstate 20 Gateway

Written description or illustrations of the types of development to be encouraged

- Interstate 20 is a broad corridor that serves most traffic coming to and going through Carroll County. The interstate is often the gateway to the community.

List of land uses or zoning categories to be allowed

- Wide natural buffers to screen land and residences
- Measures to enhance views

List of Quality Community Objectives to be pursued

- Regional Identity Objective
- Transportation Alternatives Objective
- Growth Preparedness Objective



Policies

- Buffer existing residences along Interstate
- Prohibit new signs, other than approved highway signs
- Prohibit mass grading
- Buffer truck loading areas and other uses to reduce visibility

Identification of implementation measures

- Adopt a wide undisturbed buffer to block surrounding area from excessive noise from interstate traffic.
- Establish tree preservation and landscaping standards
- Sign and billboard controls

e. Intermediate Connectors

Written description or illustrations of the types of development to be encouraged

- Carroll County is fortunate to have a large network of highways. The Intermediate Connectors are those state highways that are not under tremendous developmental pressure and are even rural in nature (even though they do have a mixture of uses). The Corridor Development Plan Ordinance, a development overlay zone, governs



construction along the Intermediate Connectors as well as all state and federal highways within the County.

List of land uses or zoning categories to be allowed

- Open Space
- Buffers
- Light commercial and retail uses
- Churches
- Civic and public uses
- Residential
- Agricultural

List of Quality Community Objectives to be pursued

- Traditional Neighborhoods Objective
- Transportation Alternatives Objective
- Housing Choices Objective
- Growth Preparedness Objective
- Infill Development Objective
- Sense of Place

Policies

- Provide adequate buffering for existing residences
- Reduce curb cuts and promote interconnectivity
- Reduce visual clutter
- Protect scenic views
- Provide more pedestrian friendly alternatives
- Limit visibility of parking, drive-thrus, storage, etc. from the road

Identification of implementation measures

- Preserve tree buffers
- Architectural controls
- Sign and bill board controls
- Promote connectivity
- Right-of-way Improvements

f. Aviation Gateway

Written description or illustrations of the types of development to be encouraged

- This character area consists solely of the West Georgia Regional Airport. The airport is a key piece of the transportation network and is utilized by citizens and businesses alike. Also, the airport is an important part of local economic development efforts.





List of land uses or zoning categories to be allowed

- Open Space
- Industrial
- Commercial

List of Quality Community Objectives to be pursued

- Growth Preparedness Objective
- Appropriate Businesses Objective
- Regional Solutions Objective
- Regional Cooperation Objective

Policies

- Support compatible land uses, such as light industrial and open space.
- Restrict incompatible land uses, such as residential.
- Restrict building height.
- Examine use of TDR to protect the airport flight patterns.
- Coordinate with the City of Mt. Zion.

Identification of implementation measures

- Develop an airport protection ordinance.

III. Community Issues and Opportunities

A. FINAL LIST OF COMMUNITY ISSUES AND OPPORTUNITIES

1. Key Natural and Historic Resources Issues

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

a. Managing stormwater

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

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

b. Protecting valuable natural resources

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

- Protection of woodland areas and heritage trees;
- Protection of wetlands, rivers, streams and lakes;
- Conservation of prime agricultural land;



- Protection of steep slopes from inappropriate development and erosion;
- Preservation of historical resources; and
- Retention of meaningful green spaces.

c. Protecting historic resources

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

2. Key Housing Issues

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

a. Enhancing the jobs/housing balance

Efforts of the County, its communities, Carroll Tomorrow and other groups have focused on the need to increase the number and quality of jobs available in the County. One measurable objective for the Comprehensive Plan to establish is to increase the ratio of jobs to housing units. The combination of the jobs housing ratio and average wage rates would provide a useful benchmark to measure economic development progress.²

b. Developing more diversified housing mix

Carroll County has experienced strong demand for manufactured homes and starter homes. While the Mirror Lake development represents a more upscale market, much of this development is in Douglas County and the majority of new residential development in Carroll County is geared to more modest market segments. The County needs to foster a more diverse housing market and seek to increase average home prices to levels that better reflect those of the Atlanta Metropolitan area as a whole.

c. Coordinating affordable housing provision with cities

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

² The housing/job ratio was 1.239 in 2000 according to Census data.



3. Key Economic Development Issues

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

a. Implementing a coordinated county-wide economic development program

Carroll Tomorrow has been working towards a coordinated economic development program that will improve employment opportunities for all County residents and improve the fiscal capabilities of the cities and the County to provide public facilities and services. To achieve this end, Carroll Tomorrow is working to support existing employers and attract more high quality employers. Attracting better jobs requires competitive locations for employers and a high quality workforce available to fill the jobs. Improving the quality of Carroll County's work force is a high priority.

b. Supporting agricultural industry

Agriculture is an important sector of the County's economy, contributing over \$40 million annually. While the County desires to increase local employment and housing opportunities, the timing, location and design of development will affect the long-term viability of agricultural operations. In addition to the loss of agricultural land when new development occurs, residential encroachment into agricultural areas can interfere with agricultural operations if residences are located downwind of poultry or cattle operations or are adjacent to farms. The Comprehensive Plan should identify prime agricultural lands and identify equitable strategies to support the long-term retention of viable agricultural operations.

c. Enhancing the jobs/housing balance

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

d. Protecting industrial and agricultural areas from encroachment

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

4. Community Facilities Issues

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



a. Coordinating school development with county-wide growth

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

b. Coordinating with other service providers

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

c. Coordinating growth with provision of adequate public facilities

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

Water - The key water issues are securing adequate supplies of water and distributing enough water to provide for everyday needs and fire suppression. The opening of the CCWA reservoir in 2003 has created an adequate supply of water to meet demands through the planning period, subject to completion of improvements required to store and distribute the water.

Wastewater - Wastewater service availability is one of the key limitations to urban and suburban intensity growth. Without centralized service, residential densities and non-residential development potential are limited. Centralized sanitary sewer systems currently are provided in Villa Rica, Temple, Carrollton, Bremen, Bowdon and the Fairfield PUD. Carrollton, Temple and Villa Rica will need to increase wastewater capacities to serve projected growth. Additional demands from planned suburban growth areas could be met by community systems, provided that the County and CCWA establish appropriate standards for design, management and funding of the systems. The key wastewater issues that the County needs to address are: ensuring that new development is adequately served; providing for safe and efficient service; and coordinating municipal and community systems so they can be integrated in the future, if necessary to meet environmental standards or improve operating efficiencies.

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



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

d. Maintaining fiscal integrity

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

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

5. Key Transportation Issues

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

a. Transportation

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

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



roadway capacity and providing an attractive environment for residents and economic development prospects.

b. Protect gateways and entry corridors

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

6. Key Planning Issues

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

a. Reinforcing community growth goals/policies

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

b. Ensuring a balanced land-use mix

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

c. Land use compatibility

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



- d. Provide compatible diversity within neighborhoods**
Avoid homogeneity and provide diverse housing opportunities while ensuring neighborhood stability and compatibility.
- e. Planning for growth and development**
Carroll County has experienced extraordinary growth over the last 30 years. This has emphasized the importance of planning for and effectively managing growth through a growth management process that:
- Results in predictable, timely and equitable development approval decisions;
 - Involves stakeholders in decisions early in the planning and development process – at times when they can have the most significant impact on development patterns; and
 - Facilitates effective enforcement of zoning, development and building codes.
- f. Protecting Key Transportation Corridors**
Highways 61 and 27 have experienced a hodge-podge development pattern that detracts from the function and appearance of the corridors. Future land use and development patterns should protect the capacity of these and other arterial roadways and ensure that development will strengthen the character and vitality of the County as a whole.

IV. Implementation Program

A. PLAN IMPLEMENTATION

1. Introduction

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

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



2. Implementation Tools and Techniques

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

a. Development Regulations

On a day-to-day basis, the development regulations³ (zoning and subdivision regulations) are the most important tools for Plan implementation. The County's land use, transportation, public facility, housing, environmental and community services goals and objectives are achieved through a myriad of incremental public and private development decisions. The standards and procedures for creation of parcels and improvements serving those parcels are established in the County's subdivision regulations. Standards and procedures for the subsequent development of individual parcels are included in the County's zoning regulations. Updates to the development regulations should be consistent with the Plan to ensure that incremental actions on development requests support the Plan's goals, policies and recommendations. The County should consider merging the zoning and subdivision regulations into a unified development code.

b. Capital Improvements Program

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

The long-range CIP should reflect the size, approximate location and estimated costs of improvements needed to serve anticipated growth for the next 10 to 20 years. This program is not an engineering document, but should provide enough specificity to determine which costs are required to remedy existing deficiencies and which costs provide new capacity that will be demanded by new development. The long-range CIP should establish the basis for County's development fees.⁴ The long-range CIP should be updated at least once every five (5) years or when significant changes to the base systems

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

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



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

c. Budget

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

d. Inter-governmental Agreements

Since public challenges do not start or stop at jurisdictional boundaries, responses to those challenges will require inter-governmental coordination. Inter-governmental agreements (IGAs) are treaties between two or more units of government for the mutual benefit of all parties. Within the context of this plan, legal agreements between Carroll County, its cities and/or rural service providers could address compatible growth and infrastructure issues throughout the County. Such agreements should establish each party’s rights, responsibilities and recourse within a cooperative growth management process designed to implement the policies of this Plan, notably the Urban Growth Area (UGA) policies. Items typically addressed in local government IGA’s include: development review authority, annexation processes, site development standards, infrastructure projects, building and related codes, public safety mutual aid agreements, impact fees and IGA administrative procedures. To implement this Plan, the following IGAs are anticipated:

- *Urban Growth Area* agreements to coordinate land use planning, zoning, subdivision and other development standards and procedures. The objective of these agreements will be to facilitate growth and the provision of adequate public facilities by coordinating city and County development approvals, land use regulations, improvement standards, capital improvement plans and infrastructure funding strategies.
- *Water and Wastewater Service Agreements* to coordinate capital planning, systems design, inspections, operations, maintenance and funding responsibilities. The County anticipates facilitating discussions between cities and the Carroll County Water Authority to help provide for the efficient provision of water and wastewater services to Urban Growth Areas.
- *School Services* at the request of the Carroll County School Board, the County will explore opportunities to coordinate the development and funding of school facilities with the County’s growth and development.



e. Adequate Public Facilities

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

f. Impact Fees

Impact fees are premised on the policy that new development should bear the capital costs, in whole or in part, that are directly attributable to that development. Collection of impact fees reduces upward pressure on the mill levy thus protecting current property owners from costs associated with accommodating new growth. The conviction that developers should be financially responsible for the costs of extending services to new development has gained widespread acceptance – the use of impact fees is increasing nationwide,⁵ with more than 60% of all communities levying some type of exaction on new development to fund governmental facilities and services. Although fees and exactions on development have long been rooted in local government planning, the concept has expanded dramatically to embrace more and more types of public facilities and improvements and to include requirements not only for public improvements, but also for dedication of land for public facilities. Impact fees are most commonly used to fund street, water, sewer, police, fire protection and school facilities.

g. Area and Facility Plans

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

h. Purchase of Development Rights (PDR)

PDR programs involve the government purchasing development rights through the purchase of conservation easements on agriculture or vacant land. The landowner continues to own the land and may use the land as provided for by the easement. PDR

5 Donald G. Hagman, Julian Conrad Juergensmeyer, *Urban Planning and Land Development Control Law*, 2nd ed. (West Publishing Co., 1986), Pg 277.



programs involve the significant expenditure of government revenue that is most often raised in conjunction with a bond issue for agricultural preservation. State, federal, and non-profit conservation organizations (land trusts) can purchase development rights or provide supplemental funding for local or non-profit conservation efforts. Mitigation fees also may be used to fund PDR programs. Purchasing of development rights through conservation easements is less expensive than fee simple acquisition. If fee simple acquisition occurs, the PDR holder may sever the development rights and sell the land for agriculture purposes. The severed right may be extinguished or placed in a “TDR Bank” for future resale to developers.

i. Transferable Development Rights

As the name implies, TDRs allow the development rights from one property to be transferred and used on another property to preserve open space, protect historical assets, remove development potential from environmentally sensitive areas, and/or protect agriculture land. The right to develop land under local zoning codes has a financial value that is reflected in the land price. Provided the local government sanctions the use of TDRs, landowners in priority agricultural area “sending zones” can sell their development rights to developers who will use them in “receiving zones” to increase the density of development and enhance their return on investment. For a TDR program to be successful, there needs to be sufficient development pressure to make development rights valuable to developers and the price and return from development rights have to be financially beneficial to the seller and buyer.

Local government may provide incentives by establishing transfer ratios or density bonuses to increase the development right and value for those who exercise TDR options. For example, a farmer may have the ability to build one home, but due to a transfer ratio of 1:3 a developer who purchases the TDR can build 3 homes, thus making the TDR more valuable. A TDR Bank may be created to assist the smooth and timely transfer of development rights to developers. TDR banking requires some up front investment by local government, but the TDR bank acts as a revolving fund to facilitate the buying and selling of rights.

In Carroll County, TDRs should be developed in coordination with the Agricultural Preservation Board.

j. Land Evaluation and Site Assessment System (LESA)

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

- The level of public services available;
- Adjacent land use;



- Land base fragmentation;
- Planned land use and zoning;
- Proximity to city jurisdictions and Urban Growth Areas (UGA's); and
- Floodplains, and other factors.

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

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

3. Plan Maintenance

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

a. Annual Monitoring

Prior to development of each budget, the Board should:

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



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

b. Land Use Plan Amendments

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

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

c. Policy Changes

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

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

The major review process should solicit input from businesses, neighborhood groups, developers, the County's cities and other community interests through the Planning Commission. Comprehensive Plan amendments that appear appropriate as a result of this review would be processed according to the adopted Plan amendment process.



B. SHORT TERM WORK PROGRAM AND REPORT OF ACCOMPLISHMENTS

The Comprehensive Plan requires on-going action to achieve its goals over the planning period. The necessary course of action is described in the Short Term Work Program. The STWP should be reviewed on an annual basis to identify the previous year’s accomplishments and to modify the work program tasks establishing a reasonable timeline for key plan implementation tasks. The Department of Community Affairs (DCA) planning standards require that either an annual work program review or 5-year review must be submitted to the DCA to ensure consistency with statewide planning goals and with the adopted local Comprehensive Plan.⁶ **Appendix C** contains the complete Short Term Work Program and Report of Accomplishments.

Exhibit 1 lists key comprehensive plan implementation strategies that should be incorporated into the STWP.

- **Tool** – identifies the mechanism to affect the project.
- **Project/Activity** – identifies the task and describes the project, action or document necessary to carry out the strategy.
- **Priority** – identifies the relative priority of the project/activity. .
- **Initiating Entity** – identifies the department or agency that is charged with undertaking the task.
- **Policy References** – identifies the policies as well as the corresponding goals and objectives corresponding to the activity. The policies should guide the implementation activity.

Exhibit 1: Key Implementation Strategies

| Task Number | Action Description | Tool | Priority Schedule | Initiating Entity | Policy References |
|-------------|---|-------------------------|-------------------|---|---|
| 1 | Unify and update the zoning and subdivision regulations in a Unified Development Code that incorporates the following provisions: | Development Regulations | 1 | Community Development, Planning Commission, County Commission | |
| | Adjustments to zoning districts to address the Plan's land use and density considerations | | | | LU-1b, LU-2a, LU-2e, LU-4c, LU-5a, LU-5g, LU-5h, LU-6a, LU-6b, LU-6g, LU-7a, LU-8b, LU-8c, ED-1a, ED-1d, ED-1g, ED-2a, ED-3d, ED-7a, H-1a, H-4b, H-4c, H-4d, T-4a |

⁶ Georgia Department of Community Affairs. Supra note 8. at Chapter 110-12-1.04(7).



| Task Number | Action Description | Tool | Priority Schedule | Initiating Entity | Policy References |
|-------------|--|------|-------------------|-------------------|--|
| | A Scenic View Corridor Overlay district to protect and enhance aesthetics in scenic highway corridors identified in the Plan | | | | LU-6d, LU-8b, T-4a, T-4c |
| | An Airport Protection Overlay district to minimize conflicts between land uses and airport operations | | | | LU-1c, LU-2b, LU-2c, LU-6d, LU-8b, T-5a, T-5b, T-5c, T-5d |
| | Zoning and review criteria to reflect Comprehensive Plan policies | | | | LU-1b, LU-2a, LU-2c, LU-5i, LU-6a, LU-6e, LU-7a, ED-1a, H-4b, T-2a, T-2c, T-2d, CF-1b |
| | Procedures and criteria to amend the Future Land Use Plan and other components of this Plan; | | | | LU-1b, LU-2a, LU-2f, ED-1f, ED-1g, ED-2b, H-4b |
| | A LESA System to review subdivisions in the rural tier | | | | LU-1b, LU-2a, LU-2d, LU-5i, LU-6e, ED-1a, H-2a, T-2a, T-2c, T-2d |
| | Riparian corridor protection standards that provide adequate stream buffers for water quality protection | | | | LU-2c, LU-5a, LU-5c, LU-5d, LU-8b, NR-1a, NR-1b, NR-1c, NR-2d, NR-2e |
| | Level of service standards that require adequate public facilities to be available concurrent with development demands | | | | LU-2a, LU-4d, LU-5a, LU-5c, LU-5d, LU-5e, ED-2c, LU-5i, LU-6a, LU-6f, H-2a, T-1a, T-2b, CF-1a, CF-1b |
| | Conservation subdivision design standards | | | | LU-1b, LU-2b, LU-2c, LU-5a, LU-5h, LU-6c, LU-6d, LU-6g, LU-8c, ED-3c, T-5c, NR-1a, NR-1b, NR-2d |
| | Standards and procedures for transfers of development rights | | | | LU-1b, LU-3g, LU-5a, LU-5h, LU-6c, LU-6d, LU-6g, LU-8a, LU-8c, ED-3a, Ed-3b, T-5c, T-5d, NR-1b |
| | “Agriculture Use Notice” provisions | | | | LU-1b, LU-2b, LU-6g, LU-7a, LU-7f |
| | “Resource Management Easements” to protect landowners rights to farm in the rural tier | | | | LU-1b, LU-2b, LU-2c, LU-6g, LU-7a, LU-7f |
| | Buffers between residential and agricultural uses and between residential and large scale commercial uses; | | | | LU-1b, LU-2a, LU-2b, LU-2c, LU-6g, LU-7a, NR-2d |
| | Single family and manufactured housing design standards; | | | | LU-2a, H-1a |



| Task Number | Action Description | Tool | Priority Schedule | Initiating Entity | Policy References |
|-------------|--|---------------------------|-------------------|---|--|
| | Adequate public facility standards for mobile home parks including storm shelter facilities; | | | | LU-2a, H-1b, H-1c, H-1d, H-2a, CF-1a |
| | Broad accessory use provisions to facilitate development of employee amenities for commercial and industrial establishments | | | | ED-1d, ED-1e |
| | Site design standards within commercial and industrial zoning districts; | | | | LU-2a, LU-2b, LU-4a, LU-4b, LU-4c, LU-5g, ED-2a, T-1b, T-1c, T-1d, NR-2c, NR-2d |
| | Development agreement standards and procedures | | | | LU-2a, LU-3d, LU-5c, LU-5d, LU-5e, LU-6a, LU-6f, ED-2a, H-2b, H-2c, H-2d, T-2b, CF-1d |
| | Pedestrian friendly design standards for commercial centers and adjacent residential areas | | | | LU-2a, LU-2b, LU-2e, LU-4a, LU-4b, LU-5g, ED-2a, T-1b, T-1c |
| | Clear standards and procedures to evaluate development impacts and proposed mitigation measures | | | | LU-2a, LU-2b, LU-5d, ED-2a, T-2a, T-2c, H-2a, NR-2c |
| | Financial assurances for on-site improvements; | | | | LU-2a, LU-2e, LU-4c, LU-5c, LU-5d, ED-2a, H-2b, H-2c, H-2d, CF-1d |
| | Standards for assuring ongoing maintenance of common areas through Home Owners' Associations or other mechanisms | | | | H-2b |
| | Minimum standards for infrastructure | | | | LU-2a, LU-4a, LU-4b, ED-2a, H-2a, H-2c, T-2a, T-3a |
| | Standards for driveways, private roads and other means of access to new development | | | | LU-2a, H-2b, H-2c, T-1c, T-2e, T-3a |
| | Standards for the development of "New Communities" | | | | LU-2a, LU-2e, LU-5f, LU-9c |
| | Standards and procedures for review and preservation of historic resources | | | | HR-2b |
| | Site clearing standards that help retain mature trees. | | | | LU-2a, H-2b, NR-2d |
| 2 | Forward development application copies to local governments and service providers so that they may comment on service capacity and demand related to the proposed development | Administrative Procedures | 1 | Community Development | LU-3a, LU-3h, ED-1a, ED-1f, ED-1g, ED-2a, ED-5a, T-3a, T-5e |
| 3 | Conduct a regional sewer coordination study | Sewer Feasibility Study | 1 | County Commission, CCWA, Carrollton, Villa Rica | LU-1a, LU-1c, LU-3a, LU-4d, LU-5b, LU-9a, ED-1a, ED-1g, ED-2a, ED-2b, ED-2c, ED-4b, ED-7b, T-3b, CF-2c |



| Task Number | Action Description | Tool | Priority Schedule | Initiating Entity | Policy References |
|-------------|--|--|-------------------|---|---|
| 4 | Participate in the joint development of a business park with Carroll County cities and Carroll Tomorrow | Special Area Plans | 1 | Community Development, Public Works, Planning Commission, County Commission | LU-1c, LU-2e, LU-3a, LU-4b, LU-4c, LU-4d, LU-9a, ED-1a, ED-1g, ED-2a, ED-2b, ED-2c, ED-4b, ED-7a, ED-7b, H-4b, T-1d, T-3a, T-3b, T-3c, CF-2c |
| 5 | Assist local historic preservationists, cities and the Georgia Department of Natural Resources in creating a detailed inventory of historic assets as baseline data for on-going preservation and tourism activities. | Special Purpose Study and GIS | 1 | Community Development | HR-1a, HR-1b |
| 6 | Appoint an Agricultural Advisory Board to recommend refinements to the County's agricultural retention policies | Agricultural Advisory Board | 1 | County Commission | |
| 7 | Designate an Agriculture Conservation District | Zoning Ordinance | 2 | County Commission | LU-7b, LU-8b, ED-3d |
| 8 | Develop a Purchase of Development Rights (PDR) and Transferable Development Rights (TDRs) program and incorporate TDR provisions into the development regulations. | Development Regulations/Special Purpose Code | 2 | Community Development Department, Planning Commission, County Commission | LU-1b, LU-2c, LU-3g, LU-5a, LU-5h, LU-6c, LU-6d, LU-7a, LU-8a, LU-8d, LU-8e, ED-3a, T-4c, T-5d, CF-2c, H-2d, NR-1c, NR-1h |
| 9 | Provide government representatives, service providers, the development community and the general public an annual planning and development report summarizing development activity, infrastructure improvements and progress in the implementation of the Comprehensive Plan. | Community Outreach | 2 | Community Development Department, Planning Commission, County Commission | LU-1c, LU-2a, LU-2f, LU-3a, LU-3h, LU-9a, ED-1a, ED-1f, ED-1g, ED-4b, ED-5a, T-3c, T-5e, CF-2a |
| 10 | Provide County representation and input to local and regional economic development organizations (Chambers of Commerce, City economic development departments) and service providers (CCWA, Carroll County School Districts) to support economic development activities that are consistent with the Comprehensive Plan. | Community Outreach | 2 | County Commission | LU-1a, LU-1b, LU-1c, LU-1d, LU-1e, LU-9a, ED-1a, ED-1b, ED-1f, ED-1g, ED-2b, ED-2c, ED-3e, ED-4b, ED-4a, ED-4c, ED-4d, ED-5a, ED-5c, T-3a, T-3b, T-3c, T-5e, CF-2a, CF-2d |



| Task Number | Action Description | Tool | Priority Schedule | Initiating Entity | Policy References |
|---|---|------------------------------|-------------------|---|--|
| 11 | Develop, adopt and annually update a Countywide Capital Improvements Program with input from the cities and other service providers. | Capital Improvements Program | 2 | Public Works and County Commission | LU-1c, LU-4b, LU-4d, LU-5b, LU-9a, ED-1g, ED-2a, ED-2c, ED-4b, ED-5b, T-1d, T-3a, T-3b, T-3c, CF-1a, CF-2a, CF-2b, CF-2c |
| 12 | Prepare detailed land use and infrastructure plans for the following areas: <ul style="list-style-type: none"> • Villa Rica Urban Growth Area • Carrollton Urban Growth Area • Bowdon Urban Growth Area | Area Plans | 2 | Community Development, applicable city | |
| 13 | Negotiate inter-governmental agreements (IGA) between with Carrollton, Villa Rica, Temple, and Bowdon Zion to implement the UGA policies, including: | IGA | 2 | County Commission | LU-1c, LU-2a, LU-2b, LU-3a, ED-1a |
| | Development review procedures | | | | LU-3a, LU-3h |
| | Consistent improvement and development standards | | | | LU-3a, LU-3b, LU-3c, LU-3d, LU-9b |
| | Land use and infrastructure phasing plans | | | | LU-9b, ED-4b, H-4b |
| | Interim development standards for development without access to centralized services | | | | LU-3a, LU-3b, LU-3e, LU-5c, NR-1g |
| | Transferable development rights provisions | | | | LU-8c, Ed-3a, NR-1c |
| | Building codes standards and procedures | | | | LU-3a |
| | Funding of capital, maintenance and operation of public facilities and services | | | | LU-3a, LU-3d, LU-5d, LU-5e, LU-9b, CF-2b, CF-2c |
| | Consistent utility extension policies | | | | LU-3a, LU-3h, LU-9b |
| | Joint service and mutual aid agreements, as appropriate | | | | LU-3a |
| IGA administrative procedures and other terms | | | | LU-3a, LU-3h | |
| 14 | Develop and adopt a formal Capital Improvements Program | CIP | 2 | Public Works | |
| 15 | In coordination with the cities and other service providers, evaluate alternatives to equitably fund the costs of infrastructure required to serve new development | Impact Fees | 3 | Community Development, Public Works, Planning Commission, County Commission | LU-3a, LU-4d, LU-5d, LU-5e, ED-2a, ED-5b, H-2c, H-2d, T-3b, CF-1d |



| Task Number | Action Description | Tool | Priority Schedule | Initiating Entity | Policy References |
|-------------|--|---------------------------|-------------------|---|--|
| 16 | Support the efforts of local conservation organizations to disseminate written materials and make presentations regarding the use of conservation easements, transferable development rights and other resource management tools | Community Outreach | 3 | Agricultural Advisory Board, Community Development | LU-1b, LU-2c, LU-3g, LU-7c, LU-7d, ED-3c, NR-1f, NR-2a |
| 17 | Publish a "Country Living Handbook" to inform potential residents of responsibilities and inconveniences associated with rural living | Community Outreach | 3 | Community Development | LU-1b, LU-7d |
| 18 | Evaluate the use of Land Consumption Mitigation Fees to fund the long-term preservation of viable agricultural lands. | Special Purpose Study | 4 | Community Development, Planning Commission, County Commission | LU-1b, LU-2c, LU-7e, ED-3b, NR-1c, NR-1d |
| 19 | In coordination with the Cities, develop and maintain a GIS-based housing stock inventory. | GIS | 4 | | LU-3a, H-3a, H-4a, HR-1a |
| 20 | Establish a road surface management system for the County's road system. | Administrative Procedures | 3 | Public Works | T-2f |

V. Policies

A. NATURAL AND HISTORIC RESOURCES GOALS, OBJECTIVES AND POLICIES

1. Natural Resources Goals, Objectives and Policies

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

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

Policies:

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



- NR-1b:** Allow residential density bonuses for development that dedicates to the public or qualified land trust meaningful greenspace in excess of 20% of the gross land area of the development.
- NR-1c:** Consider targeting the use of transfers of development rights (TDRs) to allow development potential within floodplains, wetlands and riparian corridors to be located to more appropriate sites while the land sending the TDRs would be preserved by conservation easement or other appropriate legal mechanism. (See Policy LU-6d).
- NR-1d:** If implemented, use Land Consumption Mitigation Fees to fund greenspace acquisition through the purchase of conservation easements or fee simple acquisition. (See Policy ED-2b).
- NR-1e:** Actively participate in the greenspace program and Little Tallapoosa Drinking Water Stewardship Project by coordinating greenspace preservation activities with those of neighboring jurisdictions and land trust organizations.
- NR-1f:** Participate in a public information campaign regarding the voluntary donation of conservation easements and the activities of land trusts.
- NR-1g:** Coordinate the parkland acquisition efforts of cities with the approval of interim development within UGAs (See Policy LU-3f).
- NR-1h:** Explore the feasibility of adopting a sales tax or bond proposition to generate funds for conservation acquisition. Such exploration should consider the use of such funds as leverage for State and Federal open space retention funding programs. Regional partnerships to pool funding should be examined.
- NR-1i:** Adopt and enforce site plan, construction standards and erosion mitigation measures as part of the zoning, subdivision and/or site development regulations.

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

Policies:

- NR-2a:** Work with the Carroll County Cooperative Extension Service to promote best agriculture management practices that:
 - a. Reduce the over-application of chemicals and fertilizers on fields;
 - b. Minimize risks of water contamination from poultry and livestock operations;
 - c. Advocate vegetative buffers along riparian corridors to filter chemicals and fertilizers from field water runoff;
 - d. Support terracing of fields to minimize water run-off and soil erosion;



- e. Locate confined animal feeding operations away from drainage ways and ensure that operations are designed to minimize risks of surface or groundwater contamination.

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

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

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

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

2. Historic Resources Goal, Objectives and Policies

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

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

Policies:

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

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

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

Policies:

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

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

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



HR-2d: Consider targeting the use of transfers of development rights to allow development potential on properties with significant historical resources to be transferred to properties without historic resources.

B. HOUSING GOAL, OBJECTIVES AND POLICIES

The following housing goal, objectives and policies were developed from input received from the Steering Committee, staff, Planning Commission, stakeholder groups and the community at large.

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

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

Policies:

H-1a: Prohibit the placement of Pre-HUD⁷ mobile homes throughout the County while allowing manufactured homes that meet adopted minimum design and safety requirements may be placed within manufactured home parks.

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

H-1d: New manufactured home parks shall be served by centralized sewer service that is consistent with policy LU-5c.

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

Policies:

H-2a: Require all new housing developments to comply with the adequate public facilities standards provided in **Exhibit 110**.

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

⁷ Pre-HUD refers to manufactured homes constructed before prior to June 15, 1976 which do not meet the minimum construction standards established in the Manufactured Home Construction and Safety Standards Act of 1974.



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

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

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

Policies:

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

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

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

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

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

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

Policies:

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

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

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

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



C. ECONOMIC DEVELOPMENT GOAL, OBJECTIVES AND POLICIES

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

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

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

Policies:

- ED-1a:*** Coordinate land use decisions to ensure that residential development does not create negative impacts on the viable operation of agricultural, commercial and industrial uses. (See Objectives LU-1, LU-2, LU-4 and LU-7).
- ED-1b:*** Support the Carroll County Chamber of Commerce and Carroll Tomorrow in their efforts to promote entrepreneurial development and small business expansion.
- ED-1c:*** Support local efforts to provide job training, placement services, night day care and other services for the unemployed and low wage earners.
- ED-1d:*** Ensure that development regulations allow businesses to establish accessory uses that provide employee amenities.
- ED-1e:*** Support the creation of transportation options for low wage earners including cooperative shuttle service to employment centers and carpooling.
- ED-1f:*** Identify and support opportunities for regular and continuing communication between the County and Cities with key economic development organizations, including, but not limited to Carroll Tomorrow, area-wide economic development organizations, the State Department of Economic Development, and local Chambers of Commerce.
- ED-1g:*** Provide opportunities for economic development interests to participate in decision-making processes pertaining to economic development, capital facility planning and land uses.



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

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

Policies:

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

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

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

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

Policies:

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

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

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

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



ED-3e: Support economic development initiatives that promote value added activities and the direct marketing of agriculture products that allow local producers to capture a greater share of the consumer’s food expenditures. Direct marketing ventures include: farmer’s markets, internet sales, sales to local institutions, “pick-your-own” operations, farm stands and community supported agriculture.

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

Objective ED-4: Jobs/Housing Ratio⁸ - Maintain or increase the jobs/housing ratio in Carroll County, while increasing the median wage rate for jobs in the County and increasing access to jobs by county residents.

Policies:

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

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

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

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

ED-4e: Maintain information on potential incentives to assist existing and new businesses, including property tax abatement programs (such as the Enterprise Zone Employment Act), the use of local fee exemptions (such as otherwise required for development applications or building permits), employer income tax credits (such as the Job Tax Credit, Retraining Tax Credit, Child Care Tax Credit) or sales tax exemptions (such as the Manufacturing Machinery and Computer Sales Tax Exemption).

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

Policies:

⁸ Jobs/Housing Ratio is calculated by dividing the number of jobs; 35,354 in the year 2000; by dwelling units; 34,058 in the year 2000. The 2000 Jobs/Housing Ratio equaled 1.04 jobs per dwelling unit.



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

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

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

Objective ED-6: Income - Increase median household income to equal or exceed the Atlanta metropolitan region's average by the year 2020.

Policies:

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

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

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

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

Policies:

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

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



D. COMMUNITY FACILITIES GOALS, OBJECTIVES AND POLICIES

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

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

Policies:

CF-1a: Define acceptable levels of service for the purposes of facility planning and development review that are consistent with **Exhibit 110**. Development of levels of service should be coordinated with the cities and rural service providers in the County.

CF-1b: Require development within the UGAs to receive an urban level of service as defined by the adjacent City.

CF-1c: Ensure that residential development proposals in rural areas have access to adequate public facilities (See Policy LU-6f).

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

Exhibit 110: Public Facility Standards

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



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

Policies:

CF-2a: Conduct an annual County-wide CIP workshop early in the budget cycle to identify priority projects that support the Comprehensive Plan. Parties involved should include cities, School Districts, Carroll County Water Authority, rural service providers and the Carroll County Chamber of Commerce.

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

CF-2c: Target County funding for significant infrastructure improvements related to:

- Providing appropriate infrastructure and service capacity to a jointly developed industrial park. (See Policies ED-6a and b);
- A coordinated sewerage system along the Little Tallapoosa River basin from Carrollton upstream through Villa Rica (See Policy LU-5b);
- Urban infrastructure and service improvements within UGA's (See Policy LU-3e); and
- Green infrastructure acquisitions (See Policy NR-1h).

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

E. TRANSPORTATION GOAL, OBJECTIVES AND POLICIES

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

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

Policies:

T-1a: Adopt street level of service measures consistent with those listed in **Exhibit 110**.

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

T-1c: Adopt property access design standards that:

- Establish connectivity between adjacent commercial or industrial properties;
- Allow or encourage shared driveway access for adjacent properties; and
- Establish appropriate driveway separation.



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

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

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

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

Policies:

T-2a: Evaluate development proposals in rural areas to ensure that development occurs along roads that are designed to handle additional traffic (see Policy LU-6f).

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

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

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

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

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

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

Policies:

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

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



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

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

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

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

Policies:

T-4a: Develop and adopt a Scenic Overlay zoning district to apply along designated scenic corridors identified in **Map 11** in **Appendix A** and along other segments that are designated scenic in the future. Scenic Overlay zoning should include provisions that:

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

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

T-4c: Consider targeting the use of transfers of development rights to allow development potential along scenic roadways to be transferred away from scenic corridors.

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

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



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

Policies:

- T-5a:** Work with West Georgia Regional Airport officials to identify land adjacent to the airport facilities that present opportunities for expansion and complementary industrial uses along with delineating accident potential and approach zones.
- T-5b:** Establish an Airport Overlay zoning district in which land uses' intensities, uses and structural heights are regulated to protect the functionality and safety of long-term airport operations.
- T-5c:** Promote the use of conservation subdivision design in rural lands adjacent to the airport.
- T-5d:** Consider targeting the use of transfers of development rights to allow development potential within airport accident potential zones to be transferred away from hazardous areas.
- T-5e:** Provide the West Georgia Regional Airport direct notification and the opportunity to comment on development proposals that may influence facility operations.

Objective T-6: Bicycle - Protect the function of the airport and opportunities for its expansion by limiting residential encroachment.

Policies:

- T-6a:** Promote the establishment of bicycle lanes and roadway design that accommodates bicycles.
- T-6b:** Encourage public and private investments that promote the expansion of bicycle facilities, encourage bicycling as a transportation option, and promote bicycling safety.



F. LAND USE AND GROWTH GOAL, OBJECTIVES AND POLICIES

GOAL: To maintain a balanced, sustainable⁹ land use pattern that accommodates projected growth while fostering community vitality, improving the quality of the built environment and protecting the integrity of the natural environment.

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

Policies:

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

LU-1b: Develop economic and other incentives to retain viable agricultural operations (see Objective LU-7 for additional agricultural policies).

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

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

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

Objective LU-2: Land Use Compatibility¹⁰ – Mitigate land use transitions to ensure that agricultural, residential, industrial, commercial and environmental lands can serve their intended functions (as determined by the Comprehensive Plan) with minimal interference from adjacent land uses.

⁹ Sustainable development patterns maintain environmental quality, social equity, economic and fiscal health, and efficient land use practices.

¹⁰ Compatibility is the ability of adjacent land uses to co-exist without significant interference with the normal activities of either use. The intent of this definition is to ensure that where different uses are established adjacent to one another, any negative impacts of those uses are mitigated.



Policies:

LU-2a: Require that incremental development approvals by County appointed and elected officials be in conformance with the Future Land Use Plan (**Map 21, Appendix A**) and subject to the corresponding development standards.

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

LU-2c: Preclude residential development within planned industrial areas, airport approach zones, agricultural conservation zones¹¹ and significant flood hazard areas.

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

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

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

Objective LU-3: Urban Growth Areas – Accommodate at least 50% of anticipated population growth within cities and defined Urban Growth Areas (UGA). Such development will be consistent with applicable City standards for land use and infrastructure as established by intergovernmental agreement.

Policies:

- LU-3a:** Coordinate with communities and development applicants to ensure that within UGAs:
- a. Land uses are consistent with the long-term growth plans of those cities¹²;
 - b. Densities/intensities are consistent with plans to provide centralized water, sewer and other public facilities;
 - c. All development within the UGA will be served by adequate public facilities at adopted levels of service.
 - d. Public improvements are consistent with applicable city plans and design standards;

¹¹ See Objective LU5 and subsequent policies for additional criteria affecting residential development in agricultural conservation zones.

¹² UGAs are intended to accommodate residential and non-residential uses in accordance with the applicable city's growth plans.



- e. The use of private on-site facilities (e.g., septic tanks and water wells) will be limited and only allowed when they will not present a barrier to coordinated urban growth and the efficient extension of centralized facilities¹³;
- f. Site design standards are consistent with applicable city standards;
- g. Buildings will be constructed in accordance with the applicable codes of the adjacent City;
- h. Development review procedures are streamlined to encourage planned development, and to minimize procedural redundancy; and
- i. Regulatory and enforcement responsibilities are clearly assigned to the appropriate jurisdiction.

LU-3b: Facilitate annexation of existing and proposed non-rural development adjacent to cities, subject to standards, phasing and/or procedures¹⁴ established in the inter-governmental agreements effecting UGA policies.

LU-3c: Ensure that extension of municipal services into the UGA are located, designed and timed to facilitate planned urban growth at appropriate densities through a coordinated Capital Improvements Program.

LU-3d: Participate in infrastructure improvements in Urban Growth Areas, provided that the costs of improvements serving new development are funded by the development creating the need for the improvements.¹⁵

LU-3e: Permit interim development within the UGA provided that:

- a. The land use and transportation facilities are consistent with adopted plans and applicable inter-governmental agreements;
- b. Development is designed to be compatible with planned land uses;
- c. Lots are clustered and do not exceed ½ acre, except as necessitated by environmental constraints;
- d. Centralized water service meeting adopted fire protection standards is available; and
- e. Funding and design provisions are made for future connection to centralized water and sewer facilities.

LU-3g: Allow Transfers of Development Rights (TDRs) from designated sending areas to be used to achieve density bonuses where adequate public facilities exist.

LU-3h: For cities without centralized sewer service, provide the opportunity to comment on nearby development proposals to promote consistency with adopted city plans.

13 Interim use of on-site or community wastewater systems is anticipated in remote portions of UGAs, subject to conditions established through inter-governmental agreement.

14 The cities and County may establish supplemental procedures for notice and hearing, provided that such procedures are consistent with statutory annexation requirements.

15 Urban Growth Area agreements should address development fees and the apportionment of those fees.



Objective LU-4: Corridor Commercial and Employment – Target highway corridors for commercial and employment opportunities that support community vitality and enhance the attractiveness of the corridors.

Policies:

LU-4a: Avoid shallow strip development along corridors and encourage nodal development patterns where commercial uses interconnect with each other and adjacent residential neighborhoods through common access points along highway corridors.

LU-4b: Facilitate property access from a system of collectors or side streets that are generally parallel to the highway corridor.

LU-4c: Ensure that new development and redevelopment are designed to be compatible with the function of the corridors and to establish an attractive environment for users of corridors. Design standards in corridors should address landscape, building form and materials, parking area design, signs and other site design factors.

LU-4d: Ensure that Adequate Public Facilities (APF) are available concurrently with development in these corridors. Participate in the development costs of these public facilities when consistent with adopted economic development objectives and policies.

Objective LU-5: Suburban Development – Allow suburban residential development and limited support businesses and institutions where adequate infrastructure and services are available.

Policies:

LU-5a: **Map 19 in Appendix A** indicates suburban areas that are planned for sewer service (S-1) and areas that are not planned for centralized sewer service (S-2). Community systems may be established in S-2 areas subject to applicable standards. In areas that are not planned for centralized sewer service, suburban residential development may be authorized at on lot sizes of at least ½ acre, subject to environmental constraints. Where centralized sewer is provided densities of 2 dwellings per gross acre are authorized and up to 6 dwellings per acre may be achieved through the transfer of development rights (see Objective LU-8 and subsequent policies).

LU-5b: Participate in the development of a coordinated regional sewer system that initially serves the Little Tallapoosa River basin from Carrollton upstream through Villa Rica.

LU-5c: Allow community sewer facilities when:
a. The systems are designed to be connected to a regional system;



- b. The systems satisfy state and local environmental objectives, standards and ordinances;
- c. The systems will be operated by a public agency;
- d. The systems are designed and constructed to standards adopted by the operating agency; and
- e. Where municipal or regional sewer service is planned within 7 years, the costs of future connection to a regional system are assured by the development served by the interim facilities.

LU-5d: Require suburban residential development to fund its proportional share of public facilities required to meet its demands.

LU-5e: Ensure that public facilities are adequate to meet the demands from new development as development occurs in accordance with adopted level of service standards (see **objective CF-1** and subsequent policies for more details).

LU-5f: Allow for the creation of self-sufficient “New Communities”¹⁶ within suburban areas provided that:

- a. The New Community is responsible for 100% of the costs for a full range of infrastructure and services along with the long-term operation and maintenance at appropriate levels of services. A full range of infrastructure and services includes: roads, water, sewer, stormwater drainage, parks, pedestrian facilities, fire protection, public safety, schools and libraries¹⁷;
- b. The development encompasses sufficient acreage and dwelling units to support neighborhood services and to provide sustainable funding for public facilities and services;
- c. A mixture of residential types is created that accommodates diversity of residential tenure, densities, design and affordability;
- d. A self-sufficient mixture of commercial establishments that provides goods and services for the community’s residents is created;
- e. Employment opportunities are encouraged; and
- f. Traditional town planning¹⁸ design standards are observed in the formulation and construction of new communities.

LU-5g: Allow neighborhood scale retail and service uses, as well as institutional uses at appropriate locations in suburban areas. Such uses shall be located where adequate facilities, including adequate road capacity are available to meet long-term demands to be generated by the uses. Unless approved as

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

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

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



part of a new community, planned development or as part of an area plan (See Objective LU-9 and subsequent policies), commercial services shall be limited to small nodes at intersections of collector or greater capacity streets with pedestrian-friendly facilities.

LU-5.h: Encourage the development of conservation subdivisions and planned developments that provide a variety of residential choices.

LU-5.i: Ensure that suburban development occurs in a logical growth pattern by precluding premature subdivision, which is evidenced by:

- a. Inadequate roads, water or wastewater service;
- b. A lengthy distance separation from existing suburban development;¹⁹
- c. The predominance of agriculture, pasture land, and forestry uses in the vicinity; and/or
- d. Inadequate fire and emergency medical service response times.

Objective LU-6: Rural Development – Gradually reduce the percentage of County-wide residential development that is characterized as low density rural residential development while ensuring that such development that does occur is compatible with agriculture operations and environmental resources.

Policies:

LU-6a: Direct residential growth to locations that can be efficiently served with adequate public facilities as set forth in **Exhibit 110**.

LU-6b: Maintain a base residential density of 1 dwelling per 4 acres in rural residential areas (see policy LU-6c for other factors affecting density).

LU-6c: Allow residential density to be increased to up to 1 dwelling per 2 acres through the use of transfers of development rights (TDRs) provided that rural residential sending area is located within a designated agricultural conservation zone (see Objectives LU-7, LU-8 and subsequent policies), that the receiving property is not in an agricultural conservation zone, and that the development meets County’s standards for conservation subdivision design.

LU-6d: Consider providing density bonuses for conservation subdivisions receiving development rights transferred from riparian corridors, floodplains, wetlands, scenic viewsheds, and airport accident potential zones, provided that the bonuses will not be transferred into an designated agricultural conservation zone.

¹⁹ It is the purpose of this policy to discourage leapfrog development. The existing edge of development is considered an existing suburban rim and to pass or go ahead into adjoining properties is appropriate. However, the extent of the distance from the existing rim is considered excessive often when one-quarter mile is exceeded and leapfrogging occurs - unless exceptional conditions exist.



LU-6e: Establish a Land Evaluation and Site Assessment (LESA) system to determine the suitability of land conversion from agriculture to rural residential land use. The LESA system should account for the adequacy of public facilities, compatibility with surrounding land uses and zoning, agricultural viability and other relevant factors determining the suitability and appropriate timing development.

LU-6f: Where rural residential development is unsuitable due to factors identified in the LESA system, allow development, subject to mitigation of deficiencies.

LU-6g: Promote land use compatibility and sustainability in rural areas as follows:

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

Objective LU-7: Agriculture – Retain agriculture as a viable economic endeavor in Carroll County by:

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

Policies:

LU-7a: Coordinate with property owners and agricultural interests to identify and create agricultural conservation districts (ACD) in accordance with the following policies:

- a. ACDs shall consist of large contiguous areas currently used or appropriate for agriculture, timber and/or environmental resource protection activities.
- b. Residential development activity will be limited to family subdivisions or other development supporting agriculture and timber operations.
- c. Notice shall be given to purchasers of land in ACDs, explaining that levels of services will be lower than in development areas, that right-to-farm provisions mean that residents should expect inconveniences (noise, dust, odors, and lights) associated with normal agricultural activity, that



- buffer requirements may apply to their property, and that their property may be subject to a nuisance easement.
- d. Land use regulations will provide greater flexibility for the operations of home occupations and agricultural support activities, but shall prohibit other retail and industrial development.
 - e. ACDs shall serve as a sending zone for transfers and purchase of development rights (see Objective LU-8 and subsequent policies).
 - f. Larger minimum lot sizes may apply than in other rural areas, though the base density of 1 dwelling per 4 acres shall be allowed for purposes of transferring development rights.

LU-7b: Create an Agricultural Advisory Board representing the diversity of agricultural operations in Carroll County. The Board shall recommend boundaries and regulations for ACDs as well as refinements to policies and regulations that effect agriculture, flora and fauna. The Board also shall advise the County on the development and administration of Transfers of Development Rights.

LU-7c: Support efforts to educate local agriculture industry and lenders concerning the use of conservation easements, restrictive covenants, deed restrictions and other legal mechanisms to retain agricultural land.

LU-7d: Forge partnerships with local and regional land trusts and the Carroll County Cooperative Extension Service to coordinate conservation efforts and provide public information concerning preservation tools and options.

LU-7e: Evaluate and mitigate development proposal impacts on viable agricultural operations (See Policy LU-6f).

LU-7f: Develop local right-to-farm measures that support the intent of Georgia’s right-to-farm legislation,²⁰ including:

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

Objective LU-8: Protect agricultural and other targeted lands through voluntary purchase of development rights and incentive-based transfer of development rights programs.

Policies:

LU-8a: Foster public support for initial and ongoing funding of a voluntary purchase of development rights program that targets acquisition of development rights in designated agricultural conservation zones.

²⁰ State of Georgia Code 41-1-7.



- LU-8b:** Sending zones for purchase or transfer of development rights shall include agricultural conservation districts, designated environmental resource areas, and other areas specifically identified by ordinance.
- LU-8c:** Receiving zones for transfers of development rights shall include Urban Growth Areas, suburban areas where centralized sewer service is available, and conservation subdivisions in rural areas not included in an agricultural conservation district.
- LU-8d:** Establish by ordinance exchange rates for transfers of development rights that strongly encourage their purchase for suburban areas and Urban Growth Areas, and make their use viable for conservation subdivisions in rural areas. For example, one development right in an agricultural conservation district may be worth three development rights in a suburban area and 1.5 development rights in a conservation subdivision located in a rural area.
- LU-8e:** Establish standards, policies and procedures to facilitate the effective and efficient transfer, tracking and enforcement of the development rights program.

Objective LU-9: Coordinate the provision of services and land development approvals through the creation of area plans.

Policies:

- LU-9a:** In suburban areas that are planned for centralized sewer service, jointly develop an area plan in conjunction with the Carroll County Water Authority and other applicable service providers to coordinate development approvals with the efficient development of sewer service.
- LU-9b:** Prior to adoption of intergovernmental agreements establishing land use and improvement standards for Urban Growth Areas, jointly develop area plans with applicable cities that establish a future land use pattern and a phasing plan for extension of centralized utilities to serve the areas.
- LU-9c:** Prior to the creation of a new community, prepare an area plan to provide for the development phasing concurrent with the funding and provision of adequate public facilities in accordance with policy LU-6g.
- LU-9d:** Facilitate preparation of area plans for existing unincorporated communities when community residents and property owners agree to participate in the development of the plan.

Objective LU-10: Ensure that future development in commercial corridors (Highway 61 and 27) is consistent with the function of these roads to carry



high volumes of traffic at relatively high speeds and that development does not detract from the appearance of the corridor.

Policies:

LU-10a: Limit access to commercial corridors and facilitate development of parallel roadways to provide direct access to sites.

LU-10b: Establish and maintain stringent appearance standards for commercial corridor development that address landscaping, screening, building design, and other factors affecting the aesthetics and safety of site development.

Objective LU-11: Preserve the character of the county’s unique areas, including historic community crossroads, riparian corridors, urban areas, special purpose residential, utility centers, scenic corridors, and aviation gateway.

Policies: For a list of Character Area policies, see Section 1.C.



Appendix A. Maps



Map 1: Future Development Map



Map 2: Character Areas Map



Appendix B. Public Comments Received at the Community Agenda Workshops



Appendix C. Short Term Work Program and Report of Accomplishments