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TABLE OF CONTENTS

ELBERT COUNTY COMPREHENSIVE PLAN

CHAPTER 1:	INTRODUCTION	
CHAPTER 2:	POPULATION	
	Introduction	2-1
	Population Trends	2-1
	Population Projections	2-4
	Households	2-8
	Age Distribution	2-10
	Racial Distribution	2-13
	Education	2-14
	Income	2-16
CHAPTER 3:	ECONOMIC DEVELOPMENT	
	Introduction	3-1
	Purpose	3-1
	Organization	3-2
	Economic Base	3-2
	Labor Force	3-16
	Local Economic Development Resources.....	3-19
	Assessment of Local Economic Development.....	3-22
	Goals and Policies	3-31
CHAPTER 4:	HOUSING	
	Introduction	4-1
	Purpose	4-1
	Organization	4-1
	Housing Types.....	4-2
	Age and Condition of Housing	4-3
	Occupancy and Tenure of Housing	4-4
	Cost of Housing	4-7
	Future Housing Demand	4-9
	Assessment of Local Housing	4-11
	Goals and Policies	4-15
CHAPTER 5A:	NATURAL RESOURCES	
	Introduction	5A-1
	Public Water Supply Source	5A-1
	Water Supply Watersheds	5A-2
	Groundwater Recharge Areas.....	5A-5
	Wetlands	5A-6
	Protected Mountains.....	5A-8
	Protected River	5A-8
	Coastal Resource.....	5A-9
	Flood Plains	5A-9
	Soil Types.....	5A-10
	Steep Slopes.....	5A-12

Prime Agricultural and Forest Land	5A-12
Forest Land	5A-13
Plant and Animal Habitats	5A-19
Major Park, Recreation, and Conservation Areas	5A-19
Scenic Views and Sites.....	5A-20
Greenspace.....	5A-21
Vision Statement	5A-21
Goals and Policies	5A-21

CHAPTER 5B:

CULTURAL RESOURCES

Developmental History.....	5B-1
Identified Historic Resources.....	5B-5
National Register Listings.....	5B-6
Potential National Register Listings and Amendments to Listed Districts.....	5B-7
Certified Local Government (CLG) Status	5B-7
Community Landmarks.....	5B-8
Historic American Buildings Survey (HABS) Documentation.....	5B-9
Posted Historic Markers.....	5B-10
Archaeological Resources.....	5B-10
Transportation Resources.....	5B-10
Assessment	5B-11
Needs.....	5B-13
Community Vision.....	5B-13
Goals	5B-14
Objectives.....	5B-14

CHAPTER 6:

COMMUNITY FACILITIES AND SERVICES

Introduction	6-1
Purpose	6-1
Organization	6-1
Water Supply and Treatment.....	6-2
Public Sewerage and Wastewater.....	6-6
Inventory of Existing Systems	6-6
Solid Waste.....	6-10
Public Safety	6-13
Hospitals and Other Public Health Facilities	6-17
Government Facilities	6-22
Educational Facilities.....	6-24
Libraries and Cultural Facilities.....	6-27
Goals and Policies	6-28

CHAPTER 7:

LAND USE

Introduction	7-1
Organization	7-1
Existing Land Use.....	7-1
Land Use Assessment	7-4
Future Land Use.....	7-6
Projections of Required Acreage by Land Use Category.....	7-7
Future Land Use Narrative	7-12
Goals and Policies	7-14

CHAPTER 8: INTERGOVERNMENTAL COORDINATION

Inventory of Existing Conditions 8-1

State Programs 8-3

Assessment 8-3

Needs..... 8-3

Vision..... 8-4

Goals 8-4

CHAPTER 9: TRANSPORTATION

Introduction 9-1

Purpose 9-1

Organization 9-1

Transportation Facility Inventory..... 9-1

Public Transportation..... 9-10

Transportation Assessment 9-11

Assessment of Other Transportation Modes..... 9-17

Goals and Policies 9-17

SHORT TERM WORK PROGRAM

Chapter 1: Introduction

The Elbert County Comprehensive Plan provides county and city elected officials, staff, and residents with a set of goals and policies to help manage future growth and development over the next twenty years. This is a joint city/county plan, incorporating all of unincorporated Elbert County and its municipalities. The plan represents the county's participation in, and contribution to, the statewide planning process required by the Georgia Planning Act of 1989. The Elbert County Comprehensive Plan establishes a framework for planning for the provision of public facilities and services, choosing desirable economic growth, preserving the natural environment, protecting unique historic buildings, districts, and scenic areas, and establishing compatible future land uses.

This Plan Update represents a major revision to the 1994 Comprehensive Plan for Elbert County, Bowman, and Elberton and was written to comply with the Minimum Standards and Procedures for Local Comprehensive Planning effective January 2004.

The Minimum Planning Standards accommodate the diversity in the State's local governments in terms of size, growth rate, economic based, and environmental and geographic conditions, and their needs, concerns, and goals for the future. According, the Planning Standards provide for varied planning levels and flexibility within each planning level to allow all communities to address their individual range of issues.

Planning levels are Basic, Intermediate, and Advanced. A local government's planning level is based on its total population or its annual growth rate for the previous decade. Elbert County is classified as an Intermediate Planning Level community.

The Northeast Georgia Regional Development Center (RDC) was selected by Elbert County, Bowman, and Elberton to assist with Plan's Development. The RDC met with representatives from the three jurisdictions to develop a project schedule, public participation requirements, and a method for keeping the public informed throughout the process. Each local government appointed representatives from its respective departments, representative of local business interests, and community leaders in an effort to have broad-based community representation. The local government initiated contact with each individual to solicit his or her participation in the planning process. Over 50 individuals were appointed to the Planning Advisory Committee.

All communication regarding the plan was handled electronically. A list-serve was established to foster dialogue throughout the planning process. Drafts of each planning element were posted to the RDC's web site prior to each element's meeting. Revised drafts were posted within a week following the meeting and upon completion of the final draft. Advisory Committee members were notified of all postings to the web site and meetings via the list serve and direct e-mail. All meetings were filmed for replay on the local government television channel, and meeting notices were also posted on the Elbert County Chamber of Commerce web site and the City of Elberton's web site. Meeting notices were also published in the local newspaper.

The initial public hearing was held at the Athens Tech Lecture Hall on September 25, 2003. Advisory Committee meetings were held throughout October and November and the final public hearing was held December 11, 2003 at the Elberton City Hall.

The Plan includes an Inventory and Assessment of the resources within Elbert County and its municipalities and addresses nine planning elements; population, economic development, housing, natural resources, cultural resources, community facilities, intergovernmental coordination, transportation, and land use. The planning horizon for this document is 1980-2024.

A community vision was established for Elbert County, Bowman, and Elberton. The purpose of the vision is to portray a complete picture of what the community desires to become. That vision is:

Elbert County's resources evidence its past, provide a wealth of community amenities, and distinguish it from other places. While growth is inevitable, managing growth so it does not come at the expense of the county's resources will conserve the unique qualities of our community. We should promote orderly development, provide safe, sanitary, and affordable housing, conserve and protect our natural and cultural resources, and work to foster relationships among local and regional governments and quasi-governmental entities within and outside Elbert County so our community will continue to thrive.

The community vision is supported by a vision for each individual planning element that can be found in the individual planning element's chapter. Visions for each planning element are supported by the community goals and implementation policies.

Chapter 2: Population

Introduction

The population element provides the Elbert County, Bowman, and Elberton with the opportunity to inventory and assess population trends and characteristics. The information provided in the population element will form the basis for several planning decisions on the Economic Development, Community Facilities, Housing and Land Use elements of the comprehensive plan. A community's future goals are heavily dependent on population growth rates and demographic patterns. This chapter will present and analyze past and present population trends to determine future population projections. Components of this element include: population, households, age distribution, racial composition, education attainment, and personal/household income level.

Population Trends

The history of population in Elbert County and its cities is shown in Table 1. The population of Elbert County declined during the period after World War II until the 1970's, when it began a slow but consistent growth trend, reaching a population of 20,511 by the year 2000. The City of Bowman has followed a similar trend. The City of Elberton, in contrast, has shown a steady decline in population. This is apparently due to the gradual replacement of residential areas with commercial land uses.

Table 1 Historic Populations Elbert County, Bowman, and Elberton 1960 - 2000			
Year	Elbert Co	Bowman	Elberton
1960	18,585	654	7,107
1965	17,924	689	6,773
1970	17,262	724	6,438
1975	18,010	807	6,062
1980	18,758	890	5,686
1985	18,854	841	5,684
1990	18,949	791	5,682
1995	19,730	845	5,213
2000	20,511	898	4,743
Source: U.S. Census 1960 - 2000; interpolations by NEGRDC, 2003			

Table 2 compares the rates of growth for Elbert County and its cities with those of the nation, the state, and the Northeast Georgia region. While the state's population has increased rapidly, and the region as a whole has been growing at rate exceeding that of the state, Elbert County has experienced moderate increases. Bowman's percentage rate of change has fluctuated over the two decades, as is to be expected with a small population size. Elberton has shown steady decreases in population.

Table 2 Comparative Rates of Change Elbert County, Bowman, Elberton and Selected Areas 1980 - 2000		
	% Change 1980 -1990	% Change 1990 - 2000
Elbert County	1.0	8.3
Bowman	-11.1	13.5
Elberton	-0.1	16.5
Region	19.2	33.5
State	18.6	26.4
U.S.	9.8	13.2
Source: U.S. Census, 1980 – 2000		

The number of births less the number of deaths is the population change due to natural increase. The remainder of population change is attributable to net migration, that is, the number of people moving into an area less the number moving out. The population increases in Georgia generally and in Northeast Georgia especially tend to be driven more by net migration than by natural increase. Table 3 compares the sources of population increase for Elbert County with those of the region and the state. In Elbert County, too, the majority of population growth is due to a net in-migration rather than natural increase.

As may be expected from the foregoing, the population living in Elbert County has been quite mobile. Table 4 shows where people lived five years before the 2000 Census. About 15% of people in Elbert County moved into the county in the previous five years. In Bowman, the percentage was higher, more than 28%. About 13% of Elberton's residents in 2000 had moved into the county since 1995.

Table 3 Sources of Population Increase Elbert County and Selected Areas 1990 - 2000					
	Change 1990 - 2000	Natural Increase	Percent	Migration	Percent
Elbert County	1,562	441	28.2	1,121	71.8
Region	110,077	26,598	24.2	83,479	75.8
Georgia	1,708,304	582,140	34.1	1,126,164	65.9
Source: Georgia County Guide, 2002					

Table 4 Mobility of the Population 2000		
Elbert County		
Residence in 1995	Number	Percent
Same house	12144	63.1
Same county	4236	22.0
Different county in GA	1634	8.5
Different state	1063	5.5
Other	170	0.9
Bowman		
Residence in 1995	Number	Percent
Same house	518	56.6
Same county	137	15.0
Different county in GA	180	19.7
Different state	77	8.4
Other	4	0.4
Elberton		
Residence in 1995	Number	Percent
Same house	2415	54.5
Same county	1427	32.2
Different county in GA	251	5.7
Different state	254	5.7
Other	86	1.9
Source: U.S. Census, 2000		

Elbert County is considered primarily rural, with only two cities in the county. As shown in Table 5, the 200 Census found that less than one third of Elbert County's population lived in an urban area, compared with 47% in the region as a whole and nearly 72% statewide. The urban proportion of the population rose slightly in the decade from 1990 to 2000, but not as much as the rise in urbanization in the region and the state.

Table 5 Urban and Rural Population Elbert County and Selected Areas 1990 and 2000								
	2000				1990			
	Urban	Percent	Rural	Percent	Urban	Percent	Rural	Percent
Elbert	6,428	31.3	14,083	68.7	5,682	30.0	13,267	70.0
Region	206,056	47.0	232,244	43.0	127,173	38.7	201,050	61.3
Georgia	5,866,567	71.7	2,319,886	28.3	4,096,078	63.2	2,382,138	36.8
Source: Georgia County Guide, 2002								

There are only very small seasonal changes in the population of Elbert County. Although Lake Russell is a summer time attraction and several seasonal or part-time residences have been built to take advantage of it, the impact on population is minimal. In the 2000 Census, Elbert County had 286 vacant residences identified for seasonal, recreational, or occasional use. These represented 25% of the vacant residences, but only 3% of total housing units in the county. In comparison, Greene County (adjacent to Lake Oconee and a popular hunting area) had 11% of its housing units identified as seasonal and vacant; and Hart County (adjacent to Lake Hartwell) had 10% of its housing stock so identified. Elberton and Bowman had 0.6% and 1.9% of their housing stock, respectively, identified as seasonal.

Commuting patterns do not significantly affect the population of Elbert County. Although 1,524 employed persons enter the county to work, 2,338 commute out of the county. The net change of -814 persons is not a significant one. (See Chapter 3, Economic Development, for a more detailed discussion of commuting patterns. The net loss of people during the workday is partly offset by the entry of persons for business in Elberton and attendance at the Athens Tech campus. These visitors have not been quantified, but it is not believed to have a significant effect on the daily population of Elbert County or Elberton.

Population Projections

The Northeast Georgia Regional Development Center (RDC) prepared alternative population projections for the county and the cities. Using historical population trends, the historical population was fit to a linear and exponential growth curve. The RDC has also prepared regional population projections for counties (but not for cities). The results of these calculations were presented in Tables 6 through 8 for consideration by the Comprehensive Plan Advisory Committee. The projections selected for use in other elements of the comprehensive plan were, in all cases, Series B, the projections based on exponential regression.

The population projections presented in this plan are statistical projections based on past trends. They assume that the past trends will continue into the future. No attempt has been made to make assumptions about future cause and effect relationships. The principal factor that has governed population change in Elbert County and its cities for the past few decades has been the general trend for jobs and people to migrate to the Piedmont region of the Southeast. Elbert County has benefited somewhat from that trend, but not as much as other parts of the state or the region due to limited transportation connections to markets, lack of adjacent metropolitan areas for jobs, and lack of high-paying jobs within the Elbert County community. The City of Elberton has developed as a sub-regional retail and service center, drawing business from surrounding counties such as Wilkes, Oglethorpe, and Hart. This has fueled the modest population growth of the past twenty years.

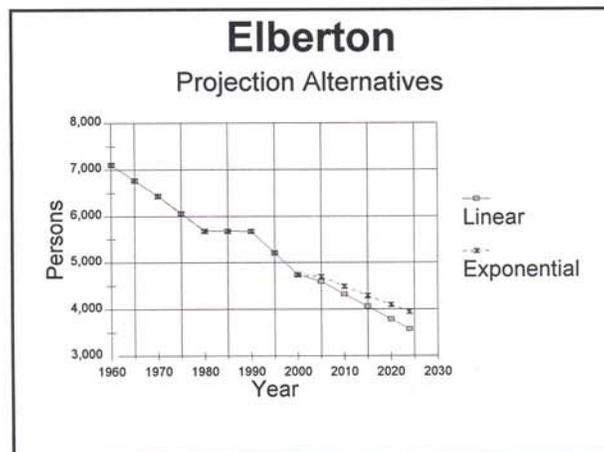
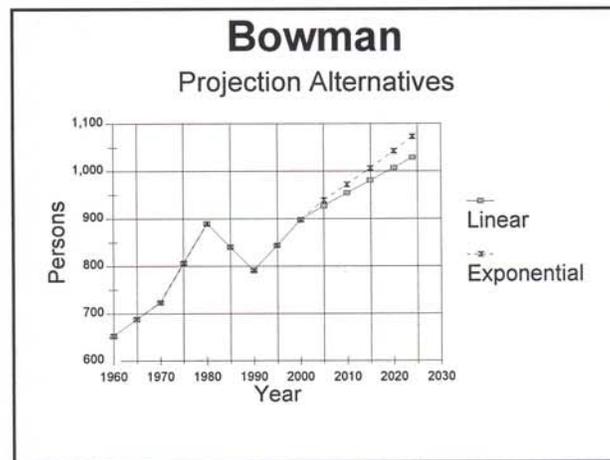
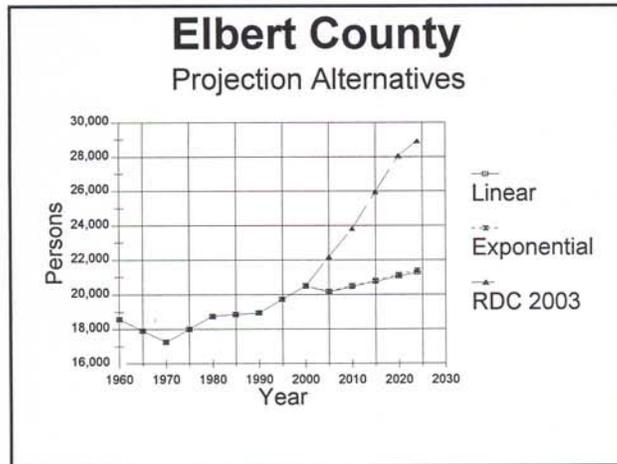
Paradoxically, the development of Elberton as a retail and service center and job center, combined with its reluctance to aggressively annex property, is the most probable explanation for its recent decline in population. Residential areas have been replaced by commercial development, which has reduced the housing stock and, hence, the population. New residences are increasingly being constructed outside the city limits in the unincorporated county. On the other hand, there are very few businesses locating in the unincorporated county.

The gradual growth of the population and the economy has introduced new people, migrating into the county from other locations, and has brought and will bring changes to the community. The effects have not been as striking as they have been in other, very rapidly growing, areas of the state and region, however. No noticeable effects or issues were revealed in discussions with the task force.

Table 6 Population Projection Alternatives Elbert County 2005 - 2024			
	Series A	Series B	Series C
2000	20,511	20,511	20,511
2004	20,243	20,255	21,843
2005	20,176	20,191	22,176
2006	20,234	20,253	22,508
2007	20,292	20,315	22,841
2008	20,350	20,377	23,174
2009	20,408	20,439	23,507
2010	20,465	20,501	23,840
2015	20,754	20,816	25,955
2020	21,043	21,136	28,070
2024	21,275	21,395	28,916
Source: U.S. Census 2000; NEGRDC 2003			

Table 7 Population Projection Alternatives City of Bowman 2005 - 2024		
	Series A	Series BI
2000	898	898
2004	921	931
2005	927	939
2006	933	946
2007	938	953
2008	943	959
2009	949	966
2010	954	973
2015	981	1,007
2020	1,008	1,043
2024	1,029	1,073
Source: U.S. Census 2000; NEGRDC, 2003.		

Table 8 Population Projection Alternatives City of Elberton 2005 - 2024		
	Series A	Series B
2000	4,743	4,743
2004	4,626	4,706
2005	4,596	4,696
2006	4,543	4,655
2007	4,490	4,613
2008	4,436	4,572
2009	4,383	4,530
2010	4,329	4,488
2015	4,062	4,290
2020	3,795	4,100
2024	3,581	3,954
Source: U.S. Census 2000; NEGRDC, 2003.		



Households

Table 9 shows the historical and projected households for the county and its cities. To project the number of households in the future, several assumptions must be made. First, the number of persons per household is not constant. The average household size for each jurisdiction was therefore projected into the future based on an extrapolation of historical trends (Table 10). Second, the number of persons in each jurisdiction must be projected. For purposes of preparing the household projections, the exponential projection of population was used for all three jurisdictions (Series B in Tables 6 - 8). Finally, the number of households was projected by dividing the total population by the average household size.

Projections of households are based only on historical trends in household size. They are rough estimates only, since they are based on assumptions about the future size of households in the county and its cities. They should be used for general planning purposes only.

Historically, household size has been diminishing throughout the nation. It is generally accepted that this is the result of people postponing starting families more than in the past, higher rates of single-family parents, and the aging population of “empty nesters” and single survivors.

As a result, the number of housing units is projected to grow faster than the population since the number of persons per housing unit is projected to be reduced. In fact, the projections for the City of Elberton show an increase in housing units despite a slight decrease in population. This is also an artifact of using linear regression, which is based on thirty-year trends rather than ten-year trends, producing an artificial “jump” in housing between 2000 and 2010.

Table 9 Historical and Projected Number of Households Elbert County, Bowman, and Elberton 1970 - 2024			
	Elbert County	Bowman	Elberton
1970	5,458	227	1,694
1975	6,004	269	1,948
1980	6,549	310	2,201
1985	6,832	310	2,275
1990	7,115	310	2,348
1995	7,560	344	2,167
2000	8,004	377	1,985
2005	8,546	417	2,350
2010	9,023	454	2,422
2015	9,526	494	2,497
2020	10,057	538	2,574
2024	10,503	576	2,637
Sources: U.S. Census, 1970, 1980, 1990; 2000 NEGRDC, 2003.			

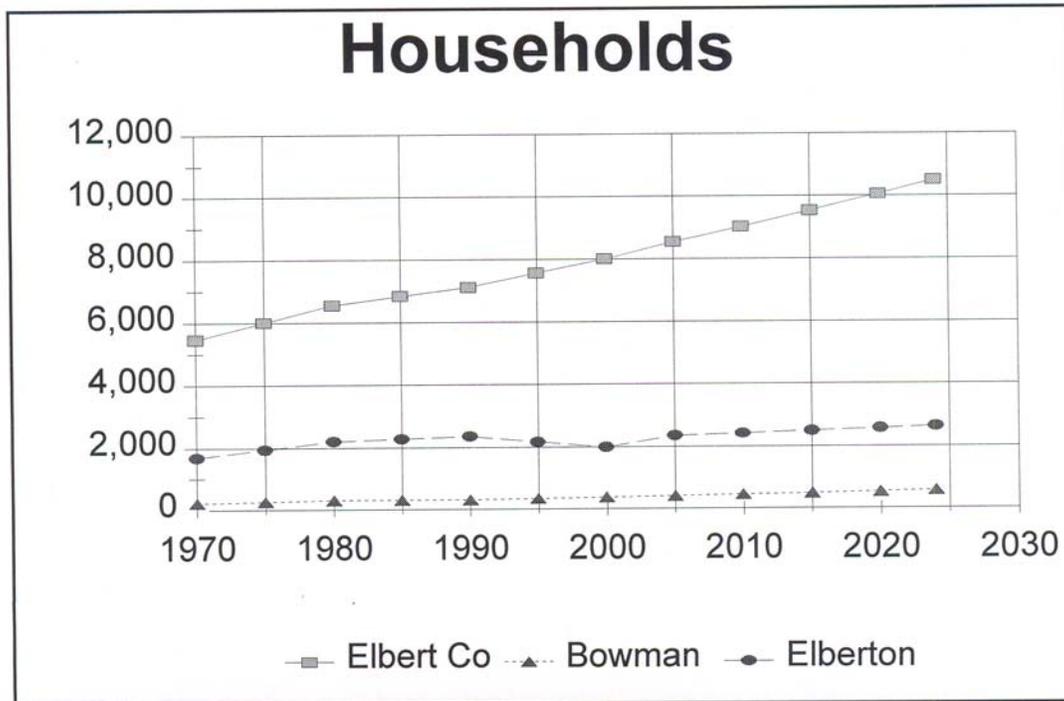


Table 10
Historical Average Household Size
Elbert County, Bowman, Elberton, and Selected Areas, 1970 - 2000
and Projected Household Size
Elbert County, Elberton, 2005 - 2024

Year	Elbert County	Bowman	Elberton	NEGRDC	State	U.S.
1970	3.2	3.2	3.8	3.1	3.3	3.1
1975	3.0	3.1	3.2	3.0	3.1	3.0
1980	2.8	2.9	2.6	2.8	2.8	2.8
1985	2.7	2.8	2.5	2.7	2.8	2.7
1990	2.6	2.6	2.4	2.5	2.7	2.6
1995	2.6	2.5	2.4	2.4	2.7	2.6
2000	2.5	2.4	2.4	2.2	2.7	2.6
2005	2.4	2.3	2.0			
2010	2.3	2.1	1.9			
2015	2.2	2.0	1.7			
2020	2.1	1.9	1.6			
2024	2.0	1.9	1.5			

Source: U.S. Census, 1970 - 2000; NEGRDC, 2003

Age Distribution

Table 11 presents the historical trends in the age distribution of Elbert County and its cities. Table 12 presents the same data as percentages of the population and compares those percentages to the region, the state, and the nation. Overall, there are not many significant differences in the distribution of ages between the county and cities. The City of Elberton has a slightly higher proportion of older persons, a trend that is not unusual as older persons often migrate into cities from rural areas and rarely the reverse.

Elbert County had a somewhat lower proportion of the population in the middle age groups, aged 25 through 44, than the average for the state or region. This is the age group of the population most likely to migrate in response to employment opportunities or other factors. Therefore, areas with high growth rates often have a higher proportion of population in these age groups, and areas where there is significant out-migration tend to lose more of this segment of the population.

Table 13 presents projected changes in the age distribution of the populations. To derive these projections, trends in the age group percentages were extrapolated using linear regression. The resulting percentages were then multiplied by the total population projections (Series B in all cases) to arrive at the projected populations by age group.

Table 14 shows the historical and projected median age for each jurisdiction through 2024. The figures were derived by applying linear regression to the historical trends from 1970 through 2000.

Table 11							
Population of Elbert County, Bowman, and Elberton by Age Group							
1970 - 2000							
Age Group	1970	1975	1980	1985	1990	1995	2000
Elbert County							
0-4	1,496	1,453	1,410	1,392	1,373	1,339	1,304
5-14	3,453	3,265	3,077	2,862	2,647	2,826	3,004
15-24	2,744	2,974	3,203	3,024	2,844	2,784	2,723
25-34	1,996	2,348	2,699	2,739	2,779	2,702	2,625
35-44	1,806	1,934	2,061	2,334	2,607	2,784	2,961
45-54	1,965	1,926	1,887	1,973	2,058	2,421	2,784
55-64	1,915	1,901	1,887	1,826	1,765	1,908	2,050
65 +	1,887	2,211	2,534	2,705	2,876	2,968	3,060
Bowman							
0-4	N/A	N/A	56	58	59	61	62
5-14	N/A	N/A	179	142	105	118	130
15-24	N/A	N/A	141	133	124	118	111
25-34	N/A	N/A	129	120	110	109	108
35-44	N/A	N/A	96	98	100	117	134
145-54	N/A	N/A	70	75	80	99	117
55-64	N/A	N/A	85	80	74	88	102
65 +	N/A	N/A	134	137	139	137	134

Age Group	1970	1975	1980	1985	1990	1995	2000
Elberton							
0-4	522	465	408	412	416	356	296
5-14	1240	1,033	825	821	816	766	716
15-24	965	957	948	815	681	671	661
25-34	704	717	730	761	791	703	614
35-44	697	623	549	614	678	641	603
45-54	832	707	581	572	563	549	535
55-64	740	705	669	618	567	498	429
65 +	738	857	976	1,073	1170	1,030	889
Source: U.S. Census, 1970 -2000; NEGRDC, 2003							

	Age 0-4	Age 5-14	Age 15-24	Age 25-34	Age 35-44	Age 45-54	Age 55-64	Age 65+
1980								
Nation	7.2	15.3	18.7	16.5	11.4	10.0	9.6	11.3
State	7.6	16.7	19.1	17.1	11.9	9.6	8.5	9.5
Region	7.3	16.0	22.1	16.0	11.1	8.9	8.2	10.5
Elbert	7.5	16.4	17.1	14.4	11.0	10.1	10.1	13.5
Bowman	6.3	20.1	15.8	14.5	10.8	7.9	9.6	15.1
Elberton	6.7	13.5	15.5	11.9	9.0	9.5	10.9	15.9
1990								
Nation	7.6	14.1	14.8	17.3	15.1	10.1	8.5	12.5
State	7.9	14.6	15.7	18.1	15.7	10.3	7.6	10.1
Region	7.5	14.2	19.3	16.6	14.1	9.9	7.5	10.8
Elbert	7.2	14.0	15.0	14.7	13.8	10.9	9.3	15.2
Bowman	7.5	13.3	15.7	13.9	12.6	10.1	9.4	17.6
Elberton	7.3	14.4	12.0	13.9	11.9	9.9	10.0	20.6
2000								
Nation	6.8	14.6	13.9	14.2	16.0	13.4	8.6	12.4
State	7.3	14.9	14.5	15.9	16.5	13.2	8.1	9.6
Region	7.0	14.3	17.6	15.2	15.0	12.4	8.4	10.0
Elbert	6.4	14.6	13.3	12.8	14.4	13.6	10.0	14.9
Bowman	6.9	14.5	12.4	12.0	14.9	13.0	11.4	14.9
Elberton	6.2	15.1	13.9	12.9	12.7	11.3	9.0	18.7
Source: U.S. Census, 1980 - 2000; NEGRDC, 2003								

Table 13 Projected Populations by Age Elbert County, Bowman, Elberton 2005 - 2024					
Elbert County					
	2005	2010	2015	2020	2024
0-4	1,219	1,166	1,111	1,055	1,008
5-14	2,496	2,343	2,185	2,021	1,886
15-24	2,688	2,621	2,552	2,480	2,420
25-34	2,884	2,967	3,052	3,139	3,210
35-44	3,124	3,329	3,540	3,756	3,933
45-54	2,591	2,708	2,828	2,951	3,051
55-64	1,862	1,848	1,833	1,817	1,804
65 +	3,328	3,519	3,716	3,918	4,083
Bowman					
	2005	2010	2015	2020	2024
0-4	69	73	78	82	86
5-14	108	98	87	75	65
15-24	113	109	104	98	94
25-34	109	107	105	102	99
35-44	149	165	181	199	213
45-54	134	151	170	189	206
55-64	107	115	124	133	141
65 +	149	154	159	165	169
Elberton					
	2005	2010	2015	2020	2024
0-4	242	211	182	156	136
5-14	498	427	361	300	255
15-24	473	410	352	299	259
25-34	567	540	515	490	472
35-44	506	485	465	445	430
45-54	374	330	289	250	222
55-64	338	289	244	202	171
65 +	907	898	889	879	870
Source: NEGRDC, 2003					

Year	Elbert County	Bowman	Elberton
1970	29.5	<i>N/A</i>	31.7
1975	30.3	<i>N/A</i>	32.8
1980	31.1	30.3	33.9
1985	32.8	32.7	35.5
1990	34.4	35.0	37.0
1995	35.8	36.3	36.9
2000	37.2	37.5	36.7
2005	38.4	39.7	38.7
2010	39.7	41.5	39.6
2015	41.0	43.3	40.5
2020	42.4	45.1	41.5
2024	43.4	46.6	42.2

Racial Distribution

Table 15 shows the trends in the racial makeup of Elbert County from 1980 through 2000. The majority of the population of Elbert County and its cities is white. All three jurisdictions show a high level of racial diversity. The percentages of white persons in the county and the City of Bowman have remained virtually constant for the past two decades. The percentage of white persons in Elberton has decreased by about nine percentage points over the same time period. The number and percent of other races have remained quite low. It should be noted that prior to 2000, respondents to the Census had to choose one race on the questionnaire. In 2000, however, respondents were able to choose more than one race. In Table 15, all persons identifying themselves or their family members as more than one race are included in the "other" category.

There are no reasons to conclude that the trends in the racial mix of the three populations will change in the next two decades. The change in racial composition in Elbert County is very small; the county will probably continue to gradually become more diverse. The changes in Bowman are inconsistent, and its small population implies that the racial mix will continue to fluctuate as a percent as people of different races move in and out of the town. The racial mix of Elberton has shown a significant and steady decline in the percentage of the population that is white, and this trend will likely continue in the next two decades as a higher percentage of whites migrate out of the city than other races. It is also likely that in future censuses the proportion of persons identifying themselves as "more than one race" and races other than white or black will increase.

**Table 15
Racial Composition of the Population
Elbert County, Bowman, and Elberton
1980 - 2000**

Number by Race															
	1980			1985			1990			1995			2000		
	White	Black	Other	White	Black	Other*									
Elbert Co	12,762	5,767	61	12,891	5,743	98	13,019	5,718	134	13,375	6,023	294	13,730	6,328	453
Bowman	687	193	0	658	177	0	628	161	0	647	190	8	665	218	15
Elberton	3,570	2,023	26	3,534	2,066	26	3,497	2,109	26	3,037	2,074	77	2,577	2,039	127
Percent															
	1980			1985			1990			1995			2000		
	White	Black	Other	White	Black	Other*									
Elbert Co	68.6	31.0	0.3	68.8	30.7	0.5	69.0	30.3	0.7	67.9	30.6	1.5	66.9	30.9	2.2
Bowman	78.1	21.9	0.0	78.8	21.2	0.0	79.6	20.4	0.0	76.6	22.5	0.9	74.1	24.3	1.7
Elberton	63.5	36.0	0.5	62.8	36.7	0.5	62.1	37.4	0.5	58.5	40.0	1.5	54.3	43.0	2.7
Source: U.S. Census, 1980 -2000															
*Note: "Other" category for 2000 for the first time includes persons identifying themselves as more than one race.															

Education

Table 16 presents data on the education attainment of persons 25 years of age or older for Elbert County, Bowman, and Elberton, by percent, and in comparison with the Northeast Georgia region, the state, and the nation. All of the jurisdictions have seen increases in the educational levels of their populations over the past two decades. However, all three jurisdictions lag behind the region, the state, and the nation in educational attainment.

Table 17 compares some standard measures of academic success for Elbert County schools with those of the region and the state. Elbert County schools show no significant difference in class completion or dropout rates. However, Elbert County students lag behind the state in advancing to post-secondary education and overall success on standardized tests.

Elbert County's (and the region's) high rate of persons with only a grade school education or less is generally thought to be a legacy of a time when school enrollment was not required past the eighth grade or, later, the early years of high school. Older people, who may not have attended higher grades, make up almost all of this population. (Local educators report that children are not leaving Elbert County schools before age 16.) The effect is masked in other, very rapidly growing areas, such as the state and the Northeast Georgia region as a whole, because the vast majority of people in-migrating to jobs have marketable skills and qualifications, including high school and college degrees. It is probable that Elbert County's slower rate of growth "reveals" this population rather than it being a characteristic of the current crop of students. In fact, Elbert County's rates of class completion and dropout rates are not significantly different from the state or region.

The low percentage of people in the county with higher education, i.e. 1-3 years of college or college degrees, is more of an issue. The primary reason for the low percentage of persons with higher degrees is the lack of jobs in the county requiring that level of education. That in turn provides little incentive for graduating students to move on to post-secondary education; and those that do generally leave the county to pursue their degree and do not return.

Finally, the lack of comparative success by Elbert County school graduates in measures of standardized tests indicates that there is room for improvement in the school system.

Table 16					
Educational Attainment					
Elbert County, Bowman, Elberton, and Selected Areas					
(Percent of Population 25 Years and Older)					
1980 - 2000					
	Elem 0-8	HS 1-3	HS Grad	Coll 1-3	Coll Grad +
1980					
Nation	18	14	37	15	17
State	24	20	28	13	15
Region	29	23	24	9	15
Elbert County	31	28	26	7	8
Bowman	N/A	N/A	N/A	N/A	N/A
Elberton	N/A	N/A	N/A	N/A	N/A
1990					
Nation	10	14	30	25	20
State	12	17	30	22	19
Region	15	21	30	16	17
Elbert County	18	28	34	10	11
Bowman	21	28	30	10	12
Elberton	19	28	31	11	12
2000					
Nation	8	12	29	21	31
State	8	14	29	20	30
Region	8	17	33	18	24
Elbert County	11	22	39	14	14
Bowman	16	19	35	17	14
Elberton	11	24	34	12	19
Source: U.S. Census, 1980 - 2000					

Table 17 Measures of Academic Success Elbert County and Selected Areas 1997 - 2001				
	Class Completion, 1997 - 2001 (%)	% of Graduating Class Attending Post-secondary Schools, 2001	Dropout Rates, Grades 9 - 12	% Passing All Four Graduation Tests on First Attempt
Region Average	69.3	42	6.9	62
State	71.1	45	6.4	65
Elbert County	69.5	35	6.7	53
Source: Georgia County Guide, 2002.				

Income

Table 18 compares Elbert County incomes with those of the state. Although Elbert County and its cities have lower incomes than the state, the situation is improving. For example, Elbert County raised its per capita income from 30% of the state's in 1969 to nearly 70% of the state's in 2000.

Table 19 shows the distribution of household incomes by income class for the county, the cities, and the state. The income distributions in the middle-income households are not significantly different from the state averages, but Elbert County and its cities have higher percentages of incomes in the lower groups than the state, and fewer in the very high-income categories.

Economic conditions, existing, past, and future, are addressed more fully in *Chapter 3: Economic Development*. However, some general comments are presented here. Historically, jobs in Elbert County have been concentrated in low-wage-paying industries such as agriculture, mineral extraction, and forestry. It is interesting that the recent introduction of poultry processing in the county and in neighboring counties is seen as having the potential for raising the income level of the residents. This has kept wages low generally in comparison with the state and region. The economic environment has had effects on other demographic characteristics: the slow rate of growth and immigration, the lack of incentive for seeking higher degrees than high school, and the out-migration of college-bound graduates.

In other, once-rural counties of Northeast Georgia, and of North Georgia generally, population, income, and wealth have increased rapidly when a county is adjacent to a powerful job center, such as the Metropolitan Statistical Areas of Atlanta, Athens, and Gainesville. Adjacent counties first become "bedroom communities" for the job centers, then commercial development follows to serve the burgeoning population, and finally larger, primary, industries follow and the "bedroom community" becomes a new job center in its own right. Elbert County is not adjacent to a growth center. Unless and until the economic structure of the county changes significantly, the county will continue to experience the trends in population, income, and education that it has experienced over the past thirty years. Such a change is likely to be gradual rather than swift.

Table 18
Trends in Selected Measures of Income
Elbert County, Bowman, Elberton, and the State
1969 - 1999

Per Capita Income							
Area	1969	1974	1979	1984	1989	1994	1999
Elbert County	2,081	3,552	5,023	7,156	9,288	11,912	14,535
Bowman	NA	NA	NA	NA	9,548	12,066	14,584
Elberton	NA	NA	5,505	7,433	9,361	12,424	15,486
Georgia	6,827	7,298	7,769	9,099	13,631	17,393	21,154
Median Household Income							
Area	1969	1974	1979	1984	1989	1994	1999
Elbert County	6,400	10,451	14,501	17,501	20,501	24,613	28,724
Bowman	NA	NA	NA	NA	17,589	20,836	24,083
Elberton	6,521	11,018	15,514	16,634	17,753	20,500	23,246
Georgia	24,461	23,410	22,358	25,261	29,021	35,727	42,433
Source: U.S. Census, 1970, 1980, 2000							

Table 19
Distributions of Households by Income
Percent of Households
1999

	Elbert County	Bowman	Elberton	Georgia
Less than 10,000	15.2	23.7	23.5	10.1
10,000 to 14,999	12.3	14.4	11.3	5.9
15,000 to 24,999	16.6	13.3	17.5	12.3
25,000 to 34,999	15.2	13.1	12.8	12.6
35,000 to 49,999	17.5	16.5	12.9	16.7
50,000 to 74,999	14.5	8.5	11.8	19.7
75,000 to 99,999	4.8	2.9	5.4	10.4
100,000 to 149,999	2.5	6.1	3.0	7.8
150,000 to 199,999	0.6	0.8	0.7	2.2
200,000 or more	0.7	0.5	1.1	2.4
Source: U.S. Census, 2000				

Chapter 3: Economic Development

Introduction

Economic development, defined by the International Economic Development Council, is:

“The process of creating wealth through the mobilization of human, capital, physical and natural resources to generate marketable goods and services. The economic developer’s role is to influence the process for the benefit of the community through expanding job opportunities and the tax base.”

Or simply put, it is the process of creating and maintaining a stable local economy. A key element of economic development, not mentioned within the definition, is the long-term requirement of maintaining the stability of the economy. It is not an overnight, nor a static process. The local economy must be diverse and capable of adapting to changes in regional, national and international markets.

Purpose

This element provides local government with an inventory and assessment of Elbert County’s economic base, labor force characteristics, local economic development resources, and a framework to promote change within the local economy. The inventory identifies trends and characteristics of the local labor force, the economic base of the community, and local economic development programs, tools and resources. The assessment determines the adequacy of the local economy and identifies areas of strength and weakness for the local government to address in implementing its strategy.

There is little economic data available at the municipal level; therefore this element examines the local economy from a county perspective. Municipal data, wherever available, are included and analyzed as contributing factors to the local economy.

Many forces affecting Elbert County’s economy are beyond the control of the local government. However, there are factors that the local government can affect and manage to direct the county towards its economic goals. This document represents the first full revision to the original Comprehensive Plan adopted in 1993. This element examines the evolution of the local economy over the past decade and addresses the county’s strategy to develop a sustainable economic environment that complements the adopted statewide goals and objectives guiding economic development throughout the State of Georgia.

- **Statewide Economic Development Goal:** *To achieve a growing and balanced economy, consistent with the prudent management of the state’s resources, that equitably benefits all segments of the population.*

In accordance with the overall goal the state has developed a set of Quality Community Objectives to help direct local governments formulate a set of local goals, policies and objectives. The statewide objectives are as follows:

- **Regional Identity Objective:** *Regions should promote and preserve an “identity”, defined in terms of traditional regional architecture, common economic linkages that bind the region together, or other shared characteristics.*
- **Growth Preparedness Objective:** *Each community should identify and put in place the prerequisites for the type of growth it seeks to achieve. These may include housing and infrastructure to support new growth, appropriate workforce training, ordinances to direct growth as desired, or capable leadership.*
- **Appropriate Business Objective:** *The businesses and industries encouraged to expand or develop in a community should be suitable for the community in terms of job skills required, linkages to other economic activities in the region, impact on the resources of the area, and future prospects for expansion and creation of higher-skill job opportunities.*

- **Educational Opportunities Objective:** *Educational and training opportunities should be readily available in each community – to permit community residents to improve their job skills, adapt to technological advances, or pursue entrepreneurship.*
- **Employment Options Objective:** *A range of job types should be provided in each community to meet the diverse needs of the local workforce.*

Organization

The outline of this element follows the minimum planning standards set forth by the Georgia Department of Community Affairs. The first section examines the economic base of the county and discusses employment and earnings by sector, average weekly wages, derivation of personal income, and major and unique economic activities that have occurred in the county since the previous plan update. Data is derived from census records, State Department of Labor, Elbert County Chamber of Commerce and Economic Development Authority, and Woods and Poole Economics, Inc. forecasts.

The second section provides an inventory of the local labor force identifying occupational statistics, employment status, unemployment rates, and commuting patterns. Data sources include census records and State Department of Labor reports.

The third section inventories all local economic development resources including agencies, programs and tools that help facilitate economic development throughout the county. This information has been obtained from the Northeast Georgia Regional Development Center (NEGRDC) and the Elbert County Chamber of Commerce and Economic Development Authority.

The last section assesses the local economy based on analysis of the economic base, labor force, economic development programs, and local economic development issues that may affect the implementation of the county's economic development strategies. The analysis captures the county's strengths and weaknesses and presents a strategy for achieving and maintaining economic stability through the identification of goals and the policy measures needed to achieve them.

Economic Base

A community's economic base refers to two main economic sectors of a community and their ability to serve non-local (referred to as the basic sector) and local (referred to as the non-basic sector) markets. The sectors are linked in two ways. First, the basic sector purchases goods and services directly from the non-basic sector. Second, basic sector employees purchase goods and services from the non-basic sector.

Conventional economic base theory discusses the notion of a multiplier effect. It theorizes that an increase in basic industry income generates an increase in total income for the community because of the extensive linkages between the basic and non-basic sectors. Using this theory, the industries most crucial to economic growth and stability are those that produce goods and services sold outside the community.

This section inventories both the basic and non-basic sectors of the Elbert County economy. The inventory includes information on employment and earnings, wages, personal income, and major and unique economic activities.

Note:

- Within this chapter employment refers to the number of people employed by local businesses and industries. It includes people living in surrounding areas commuting to Elbert County to work, and does not include Elbert County residents commuting elsewhere to work, unless stated otherwise.

Employment and Earnings

Sector Employment

Much of the following analysis refers to the term “sector”. The federal government classifies local industries and businesses into eleven major industrial sectors as follows:

- Farming
- Agricultural Services
- Mining
- Construction
- Manufacturing
- Transportation, Communication, Public Utilities (TCU)
- Wholesale Trade
- Retail Trade
- Finance, Insurance, Real Estate (FIRE)
- Services
- Government

Each sector is a compilation of the full range of economic activities relating to that sector, as defined by the North American Industrial Classification System (NAICS formerly the Standard Industrial Classification System, or SIC).

Refer to Table 1 and Figure 1 for numerical data on Elbert County’s employment totals for each of the following sectors, and to Table 2 and Figure 2 for state employment totals.

Farming

The farming sector can be defined as: *“all establishments such as farms, orchards, greenhouses, and nurseries primarily engaged in the production of crops, plants, vines, trees (excluding forestry operations), and specialties such as sod, bulbs, and flower seed. It also includes all establishments such as ranches, dairies, feedlots, egg production facilities, and poultry hatcheries primarily engaged in the keeping, grazing or feeding of cattle, hogs, sheep, goats, poultry of all kinds, and special animals such as horses, bees, pets and fish in captivity.” Woods and Poole Economics, Inc.*

According to the 2002 Georgia County Guide the total farm gate value for Elbert County was \$56,818,000 ranking 53 out of 159 counties. The total number of farms has decreased from 558 reported in the 1967 Agricultural Census to 320 reported in the 1997 Census. The major production commodity is poultry and eggs, representing 70.3% of total farm gate production. The average farm size in Elbert County is 178 acres, compared with a 265-acre state average. The decreasing percentage share of total employment is expected to continue throughout the planning horizon.

Agricultural Services

The agricultural services sector can be defined as: *“establishments primarily engaged in performing soil preparation, crop services, veterinary services, farm labor and management, and horticultural services. Forestry includes establishments engaged in the operation of timber tracts, tree farms, forest nurseries, and related activities such as reforestation. Fisheries include commercial fishing (including shellfish) and commercial hunting and trapping.” Woods and Poole Economics, Inc.*

Despite the decline in agriculture there has been a slight increase in agricultural services employment. This sector currently employs only 84 people, but it has increased from 53 people in 1990. Much of this growth is a result of secondary employment generated from the poultry industry. Despite the small increase in total employment the percentage share continues to be insignificant, less than one percent. The moderate growth is expected to continue, reaching 1.16% by the year 2025.

Mining

The mining sector is defined as: *“establishments primarily engaged in the extraction, exploration, and development of coal, oil, natural gas, metallic minerals (such as iron and copper), and nonmetallic minerals (such as stone and sand). Mining does not include refining, crushing, or otherwise preparing mining products; this activity is classified as manufacturing.” Woods and Poole Economics, Inc.*

Mining represents a small percentage of the local economy, only 1.46% of total employment, but is an essential component because of the existence of granite quarries. This sector is expected to remain relatively constant throughout the planning horizon, provided the continued need for raw materials in the granite industry.

Construction

The construction sector is defined as: *“establishments engaged in building new structures and roads, alterations, additions, reconstruction, installation, and repairs. It includes general contractors engaged in building residential and non-residential structures; contractors engaged in heavy construction, such as bridges, roads, tunnels, and pipelines; and special trade construction, such as plumbing, electrical work, masonry, and carpentry. Employment is counted at the fixed place of business where establishment-type records are maintained and not at the job site. Establishments engaged in managing construction projects are classified under services. Establishments engaged in selling and installations of construction material are generally classified under trade, except for materials such as installed elevators and sprinkler system. The installation of pre-fabricated building materials is included in construction.” Woods and Poole Economics, Inc.*

Construction employment has remained relatively constant, decreasing slightly since 1990. Construction activity is generally cyclical and dependent on a variety of external variables such as, interest rates and housing demand, making future employment unpredictable. The county projects that the population will continue to increase slowly over the planning horizon, therefore it is safe to assume that construction employment levels should maintain relatively constant. Currently the construction sector employs 425 people and is expected to remain relatively constant throughout the planning horizon.

Manufacturing

The manufacturing sector can be defined as: *“establishments engaged in the mechanical or chemical transformation of materials or substances into new products. Included in manufacturing are establishments engaged in assembling component parts in or associated with structures, and those engaged in blending materials such as lubricating oils or liquor. Broadly defined, manufacturing industries include: food processing, tobacco products; textile mill products; apparel; wood products; furniture; paper; printing and publishing; chemicals; petroleum refining; rubber and plastics; leather, aluminum; machinery, including computers, office equipment, and engines; electronics and electrical equipment; transportation equipment; instruments; and miscellaneous industries, such as jewelry, musical instruments, and toys.” Woods and Poole Economics, Inc.*

The manufacturing sector has been the largest employer in Elbert County dating back beyond the 1980 Census. Over the past 20 years employment levels have remained relatively constant despite the nationwide shift away from the traditional manufacturing industries. The 1990 employment figures reported that 3,364 employees were engaged in manufacturing activity and the 2000 numbers report 2,842, illustrating an employment decline in the Granite Industry. The employment figures are expected to remain constant as the Granite Industry is expected to remain a major employer.

Transportation, Communication, Public Utilities

The transportation, communication, public utilities sector can be defined as: *“establishments providing, to the general public or to other business enterprises, passenger and freight transportation, communications services, or electricity, gas, steam, water, or sanitary services, and all establishments of the Postal Service.” Woods and Poole Economics, Inc.*

This sector currently employs 281 persons and represents a small percentage of the total employment. As public utilities expand to serve the increased population this sector should continue to increase and is expected to employ 364 in 2025.

Wholesale Trade

The wholesale trade sector can be defined as: *“establishments primarily engaged in selling merchandise to retailers, industry, other wholesalers or brokers. The merchandise sold by wholesalers includes all goods used by institutions such as schools and hospitals, as well as virtually all goods sold at the retail level. The three main types of wholesalers are merchant wholesalers; sales branches of manufacturing, mining, or farm companies; and agents, merchandise or commodity brokers, and commission merchants.” Woods and Poole Economics, Inc.*

Wholesale trade employment figures report 538 employees in 2000, and this figure has increased consistently since 1990. These figures are expected to increase throughout the planning horizon, forecasted to reach 925 in 2025.

Retail Trade

The retail trade sector can be defined as: *“establishments engaged in selling merchandise for personal or household consumption and rendering services incidental to the sale of goods. Buying goods for resale to the consumer is a characteristic of retail trade establishments that distinguishes them from agricultural and extractive industries. Retail establishments include hardware stores, garden supply stores, and mobile home dealers; department stores; food stores, including supermarkets, convenience stores, butchers, bakeries, and fruit stands; automobile dealers; gasoline service stations; apparel and accessory stores; furniture and home furnishing stores, including electronics and home appliances; eating and drinking places.” Woods and Poole Economics, Inc.*

The level of retail employment has remained relatively consistent over the past twenty years. Generally, retail employment levels correlate with population. Elbert County's population has not increased at a rapid rate, further illustrated by the relatively small growth in the retail employment sector. In 2000, retail trade represented the fourth largest employment sector in the county, employing 1,275 persons. This trend is expected to continue, mirroring the forecasted population projections, reaching 1,387 employees in 2025. Elbert County's total retail sales in 2001 was over \$204 million ranking seventh, ahead of Greene, Jasper, Madison, Morgan, and Oglethorpe counties, in the region. Expansion of the retail trade sector in Elbert County may prove difficult because of the limited population growth forecasted over the next twenty years. The ability of the county to attract retail businesses that are able to capture a greater percentage of the local buying power will determine its ability to increase its total retail sales.

Finance, Insurance, Real Estate (FIRE)

The FIRE sector can be defined as: *“establishments, depository institutions, such as commercial banks, savings and loans, and foreign banks; credit institutions; holding companies not engaged in operation; investment companies; brokers and dealers in securities and commodity contracts; security and commodity exchanges; carriers of all types of insurance; insurance agents and insurance brokers; real estate operators including operators of nonresidential facilities, apartments, other residential properties, mobile home parks and railroad properties; real estate agents and managers; title offices; and developers not engaged in construction.” Woods and Poole Economics, Inc.*

The FIRE sector has gradually increased over the past twenty years and employs 450 persons, as reported in 2000. This trend is expected to continue and employment forecasts for 2025 estimate the FIRE sector employing 541 persons.

Services

The service sector can be defined as: *“establishments primarily engaged in providing services for individuals, businesses, governments, and other organizations. Service industries include: hotel and other lodging places;*

personal services; business services; automobile repair and automobile services; entertainment services; health services; legal services; education services; social services provided in privately owned establishments; private museums and zoos; membership organizations; professional services, and public relations; and private household employment.” Woods and Poole Economics, Inc.

As previously mentioned, Elbert County’s economy has not witnessed as dramatic a shift of manufacturing employment to the services sector as many other areas of the nation. However, service has increasingly represented a larger employment share in the county and this trend is expected to mirror the population increases forecast throughout the planning horizon. In 2000, service sector employment represented the second largest sector with 1,758 and is expected to reach 2,795 by 2025.

Government

The government sector can be defined as: *“all government workers regardless of their establishment classification includes executive offices and legislative bodies; courts; public order and safety; correctional institutions; taxation; administration and delivery of human resource programs such as health, education and public assistance services; housing and urban development programs; environmental programs; regulators, including air traffic controllers and public service commissions; and other government agencies.” Woods and Poole Economics, Inc.*

The government sector can be further defined as federal civilian, federal military, and state and local government. In 2000, all levels of government represented 1,662 employees. An increasing population demands greater public services and government employment is forecasted to reach 2,213, including 1,992 state and local officials, by 2025.

**Table 1
Elbert County Employment by Sector 1990-2025**

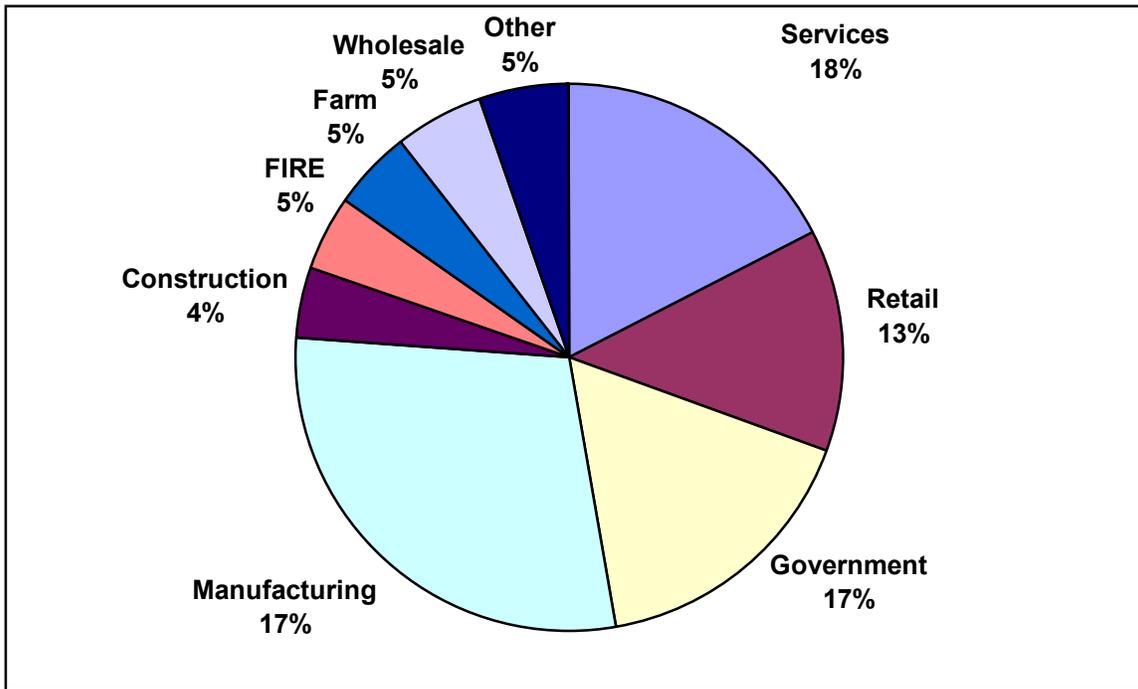
Category	1990	1995	2000	2005	2010	2015	2020	2025
Total	9,634	9,649	9,904	10,398	10,875	11,348	11,827	12,330
Farm	478	458	457	446	435	423	410	398
Agricultural Services	53	82	84	100	113	123	133	143
Mining	139	151	145	150	155	159	163	167
Construction	485	439	425	443	446	443	437	431
Manufacturing	3,364	2,769	2,842	2,869	2,898	2,922	2,943	2,966
TCU	231	217	281	304	325	342	355	364
Wholesale Trade	383	476	538	614	687	762	841	925
Retail Trade	1,117	1,308	1,275	1,288	1,307	1,328	1,354	1,387
FIRE	332	360	450	477	495	511	526	541
Services	1,572	1,758	1,745	1,919	2,109	2,317	2,544	2,795
Federal Civilian Government	156	188	151	153	152	151	148	145
Federal Military Government	84	79	73	74	75	76	76	76
State and Local Government	1,240	1,364	1,438	1,561	1,678	1,791	1,897	1,992

Source: Woods & Poole Economics, Inc.

*TCU refers to the Transportation, Communication, and Public Utilities sector.

*FIRE refers to the Finance, Insurance, and Real Estate sector.

Figure 1
Elbert County 2000 Employment by Sector (%)



*Other combines employment figures of the Agricultural Services, Mining, Transportation, and Communication, and Public Utilities.

*Government includes Federal Civilian, Federal Military, and State and Local levels of government.

Table 2
Georgia Employment by Sector 1990-2025 (x 100)

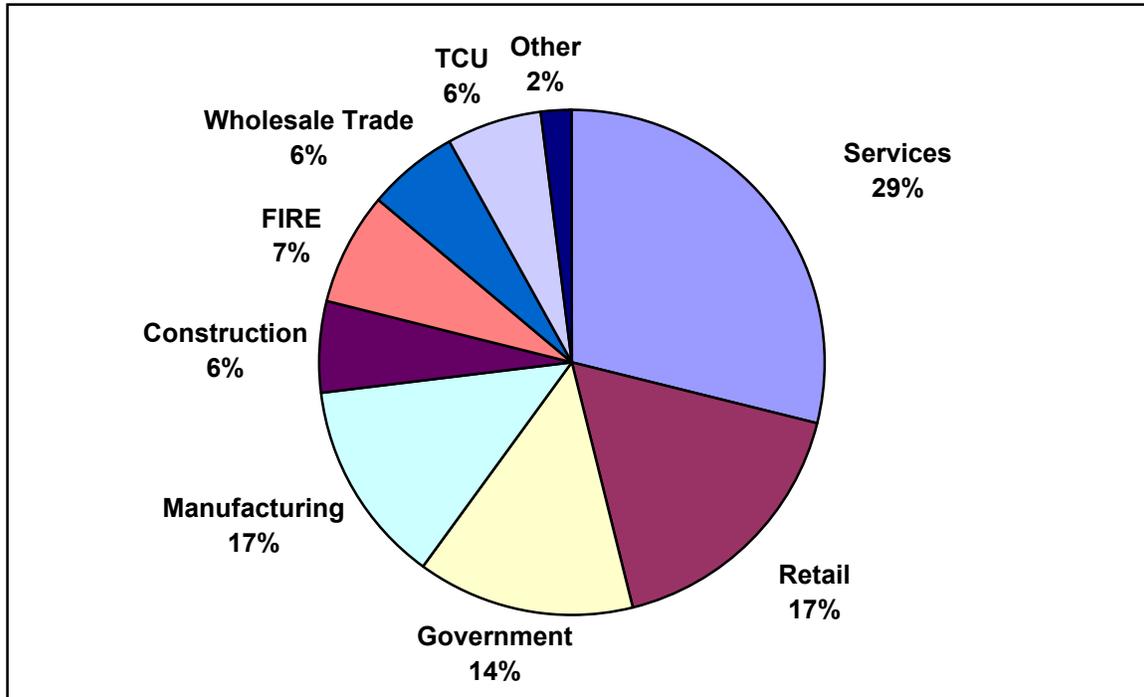
Category	1990	1995	2000	2005	2010	2015	2020	2025
Total	36,906	42,293	48,405	52,391	56,257	60,121	63,898	67,512
Farm	743	688	695	671	647	625	605	587
Agricultural Services	315	447	571	628	683	737	789	838
Mining	106	94	95	98	102	106	111	115
Construction	2,123	2,361	2,835	3,020	3,181	3,329	3,472	3,613
Manufacturing	5,725	6,034	6,156	6,299	6,429	6,537	6,614	6,659
TCU	2,163	2,419	2,893	3,162	3,405	3,626	3,815	3,965
Wholesale Trade	2,282	2,425	2,835	3,100	3,347	3,594	3,835	4,064
Retail Trade	6,066	7,249	8,147	8,797	9,430	10,047	10,631	11,165
FIRE	2,449	2,692	3,208	3,457	3,694	3,921	4,131	4,316
Services	8,766	11,254	13,979	15,706	17,441	19,260	21,129	23,010
Federal Civilian Government	1,030	983	927	924	925	928	931	936
Federal Military Government	907	947	948	947	946	945	945	944
State and Local Government	4,230	4,699	5,116	5,581	6,027	6,464	6,890	7,300

Source: Woods & Poole Economics, Inc.

*TCU refers to the Transportation, Communication, and Public Utilities sector.

*FIRE refers to the Finance, Insurance, and Real Estate sector.

Figure 2
Georgia 2000 Employment by Sector (%)



*Other combines employment figures of the Farm, Agricultural Services, and Mining Sectors.

*Government includes Federal Civilian, Federal Military, and State and Local levels of government.

The most striking differences between state and county employment percentages relate to the retail, services, and state and local government sectors. The relatively small population in Elbert County and the rural nature of the unincorporated area contributes to the discrepancy between the state and county retail sector employment percentages. The amount of retail trade present within an area is generally a reflection of the population. Elbert County has yet to experience rapid population growth and while the county population remains relatively small, retail trade can be expected to remain relatively constant throughout the planning horizon.

The difference in the service sector, although it represents the second largest employment sector for both the county and state, can be attributed to a more diverse set of services available throughout the state, particularly those typically found within larger urban areas, which are not present in Elbert County.

The contrast in percentages for the state and local government sector reflect a much more diversified economy statewide that is less reliant on government jobs.

Sector Earnings

Earnings represent the total of wages, salaries and other earned income paid to employees of businesses and industries in a given geographic area. This section examines trends in sector earnings for both the county and state, and forecasts earnings for each sector through the year 2025. Refer to Table 3 and Figure 3 for county earnings and 4 for state data.

Since 1990, the total earnings reported by local industries and businesses in Elbert County have grown by 26%. This figure is greater than the 3% increase in total employment over the same time period, indicating that on average, Elbert County employees are earning higher wages today than they were in 1990, discounting for inflation.

The two leading sectors in earnings percentage for the county are the manufacturing (\$78.1 million) and state and local government sectors (\$37.0 million). The two combined represent 56% of the total earnings. Both sectors are expected to continue providing the majority of county earnings, however the reliance on manufacturing earnings should decrease slightly as the services sector continues to expand within the county.

As in the comparison of employment percentages, similar differences are evident between state and county earnings. The higher percentage of earnings reflected in the manufacturing sector for the county illustrates the dependence on the manufacturing sector and the abundance of well-paying jobs. The state and local government sector is much more important locally and is reflected in its high percentage share of the total earnings. The large discrepancy between the services percentage reflects an overall lack of higher paying, professional services employment in the county as compared to the state.

Table 3
Elbert County Earnings by Sector 1990-2025 (x 1,000)

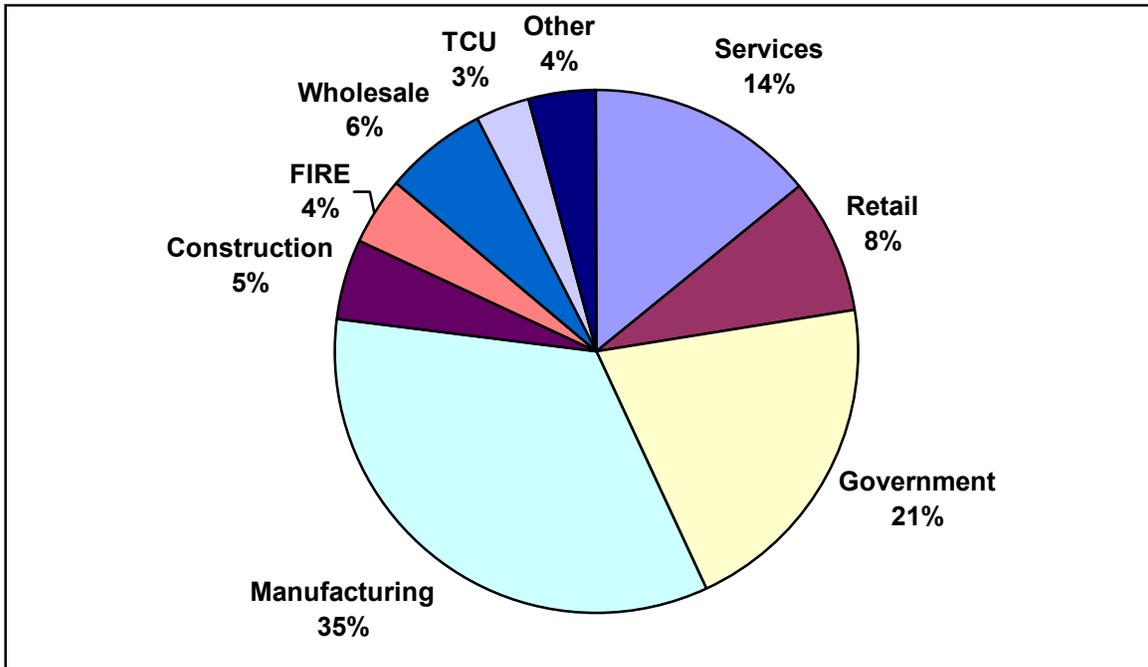
Category	1990	1995	2000	2005	2010	2015	2020	2025
Total	183,594	197,781	230,995	254,754	278,771	303,628	329,658	357,186
Farm	2,809	3,199	4,010	4,422	4,847	5,281	5,733	6,210
Agricultural Services	569	1,798	1,176	1,471	1,726	1,973	2,222	2,477
Mining	2,974	4,300	4,808	5,060	5,267	5,470	5,681	5,902
Construction	10,552	9,238	11,722	12,604	13,044	13,287	13,457	13,622
Manufacturing	69,587	66,553	78,126	83,758	89,536	95,281	101,050	106,921
TCU	5,240	5,368	7,606	8,763	9,890	10,968	11,967	12,866
Wholesale Trade	10,430	11,704	14,736	17,183	19,617	22,183	24,934	27,930
Retail Trade	15,095	17,119	19,496	20,121	20,870	21,663	22,548	23,580
FIRE	5,746	6,957	9,321	10,625	11,746	12,871	13,993	15,107
Services	23,356	28,337	32,648	38,437	45,005	52,467	60,986	70,764
Federal Civilian Government	7,123	10,492	9,365	9,878	10,227	10,490	10,694	10,847
Federal Military Government	921	889	941	998	1,056	1,112	1,168	1,222
State and Local Government	29,192	31,827	37,040	41,434	45,940	50,582	55,225	59,738

Source: Woods & Poole Economics, Inc.

*TCU refers to the Transportation, Communication, and Public Utilities sector.

*FIRE refers to the Finance, Insurance, and Real Estate sector.

Figure 3
Elbert County 2000 Earnings by Sector (%)



*Other combines employment figures of the Farm, Agricultural Services, and Mining Sectors.

*Government includes Federal Civilian, Federal Military, and State and Local levels of government.

Table 4
Georgia Earnings By Sector 1990-2025 (x 100,000)

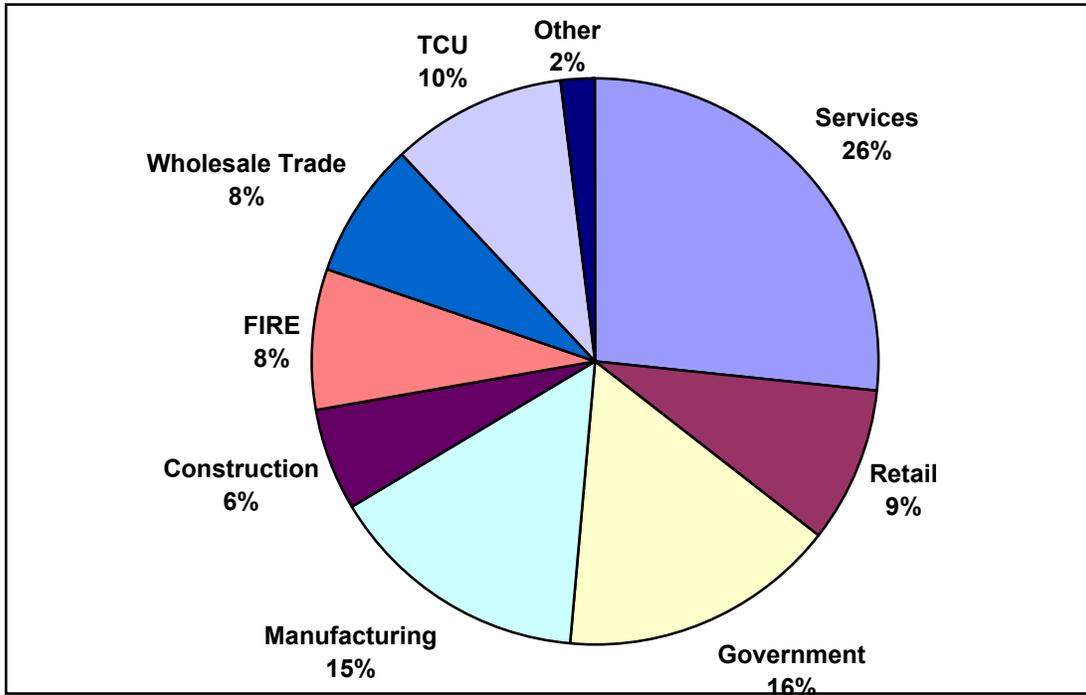
Category	1990	1995	2000	2005	2010	2015	2020	2025
Total	102,642	123,514	157,037	178,093	199,848	222,606	245,945	269,434
Farm	1,391	1,734	1,521	1,641	1,763	1,891	2,027	2,173
Agricultural Services	475	660	914	1,056	1,205	1,361	1,521	1,681
Mining	374	360	411	426	445	467	491	515
Construction	5,975	6,661	8,829	9,693	10,490	11,253	11,997	12,728
Manufacturing	17,974	20,801	23,821	25,923	28,002	29,978	31,782	33,368
TCU	8,981	11,644	15,095	17,259	19,388	21,490	23,473	25,358
Wholesale Trade	9,091	10,085	13,433	15,109	16,737	18,399	20,049	21,651
Retail Trade	9,414	11,217	13,631	15,087	16,557	18,031	19,472	20,843
FIRE	6,601	8,476	13,360	14,277	16,258	18,271	20,247	22,117
Services	22,532	30,045	42,216	50,430	59,371	69,323	80,183	91,809
Federal Civilian Government	4,781	5,147	5,322	5,498	5,670	5,915	6,139	6,372
Federal Military Government	2,765	3,080	3,305	3,452	3,602	3,755	3,912	4,071
State and Local Government	12,287	13,603	16,179	18,243	20,332	22,473	34,651	26,846

Source: Woods & Poole Economics, Inc.

*TCU refers to the Transportation, Communication, and Public Utilities sector.

*FIRE refers to the Finance, Insurance, and Real Estate sector.

Figure 4
Georgia 2000 Earnings By Sector (%)



*Other combines employment figures of the Farm, Agricultural Services, and Mining Sectors.

*Government includes Federal Civilian, Federal Military, and State and Local levels of government.

Average Weekly Wages

Another variable to consider when analyzing the local economy is the average weekly wage paid by industrial sector. Since 1990 the average weekly wage for all industries in Elbert County increased by 43%, or an average of \$12.90 per year, to \$431.00. During the same time frame the state average weekly wage increased by 55%, or \$23.40 per year, to \$658.00. See Table 4 for a detailed state and county comparison.

The overall percentage increases in the county wages was below the state increase and on average county industries are paying well below state average wages. The only sectors comparable in actual wages were retail trade and state government. The largest discrepancies in actual wages are in the TCU and FIRE sectors. The majority of high-paying employment opportunities found in these two sectors is generally located in major metropolitan areas.

Of note is that two of the largest employment sectors, service and retail respectively, represent the two lowest average weekly wages paid to their employees. The lower service sector wages reflect the lack of the higher-wage engineering, computer, legal or health service firms in the county. Retail generally pay lower wages with many jobs starting at minimum wage. An over-dependence on retail or low-wage service jobs can pose problems for the community.

Table 4
State and County Comparison of Average Weekly Wages by Sector

Category	County			State		
	1990	1995	2000	1990	1995	2000
All Industries	302	359	431	424	509	658
Agricultural Services	-	322	320	276	322	403
Mining	383	393	505	589	734	879
Construction	320	370	443	434	508	655
Manufacturing	301	389	469	450	555	721
TCU	378	425	521	603	737	949
Wholesale Trade	391	405	-	603	729	988
Retail Trade	203	221	273	236	275	350
FIRE	384	470	502	544	693	967
Services	238	301	368	414	501	657
Federal Government	-	-	-	543	666	847
State Government	-	-	507	451	493	588
Local Government	-	340	377	387	440	549

Source: U.S. Bureau of Labor Statistics

Sources of Personal Income

Sources of personal income are indicators of how a community obtains its wealth. Table 5 and Figure 4 illustrate actual and percentage income figures respectively. Table 6 and Figure 5 chart the same information for the state.

There are five categories used to analyze the sources of personal income. These categories are defined as followed:

1. **Wage and Salary:** Total income earned as compensation for working or rendering services;
2. **Other Labor Income:** Total employer contributions to private pension or worker’s compensation funds;
3. **Proprietor’s Income:** Measures total profits earned from partnerships and proprietorships;
4. **Dividends, Investment, Rent and Interest Income (DIRI):** Total income derived from investments and rental property; and
5. **Transfer Payments:** Total income from payments by the government under a variety of different programs including, Social Security, Unemployment Insurance, Food Stamps, Veterans Benefits, to name a few.

Associated with these categories is a category termed **Residence Adjustment Income (RAI)** that relates to the total income within the county. It is a measure of the personal income of county residents earned outside of the county. A positive number indicates that the amount of income earned outside the county by residents is greater than the amount of income earned inside the county by non-residents. Simply put, there are more people commuting out of the county to work than there are commuting into the county.

Between 1990 and 2000 Census years Elbert County residents experienced a 32% increase in total personal income. This figure is well below the 51% increase for the state, which is illustrated in the differences between real wages paid in the county and elsewhere in the state. When comparing the sources of total income, county and state percentage shares by type of income are relatively similar. The differences are apparent in wage and salary income, with a larger percentage of state income derived from this. The reasoning for this is illustrated in the percentage of income derived from RAI. This figure is relatively small in Elbert County, in comparison with other counties throughout the region, because of the high percentage of county residents working in the county. It represents a negative number for the state because of the lack of commuters working outside the state.

The higher percentage of transfer payments for Elbert County is attributed to its elderly population, which is expected to increase throughout the planning horizon.

Table 5
Elbert County Total Personal Income by Type (x 1,000)

Category	1990	1995	2000	2005	2010	2015	2020	2025
Total Income	305,288	343,203	402,297	441,989	483,504	527,630	574,910	625,914
Wage and Salary	136,095	143,752	167,797	185,747	203,864	222,702	242,532	262,606
Other	20,877	22,829	22,116	24,157	26,162	28,200	30,298	32,484
Proprietor's	26,622	31,200	41,082	44,850	48,745	52,726	56,828	61,096
DIRI	63,619	66,822	85,018	92,477	100,343	108,596	117,203	126,130
Transfer Payments	60,405	79,657	85,213	94,516	105,130	117,197	130,930	146,579
Less: Social Insurance	(10,743)	(12,031)	(13,475)	(15,502)	(17,689)	(19,996)	(22,426)	(24,981)
RAI	8,413	10,974	14,546	15,744	16,949	18,205	19,545	21,000

Source: Woods & Poole Economics, Inc.

*DIRI: Dividends, Investment, Rent, and Interest

*RAI: Residence Adjusted Income

*Categories do not add to the total because of the contributions paid to social insurance programs

Figure 5
Elbert County Percentage Personal Income By Type

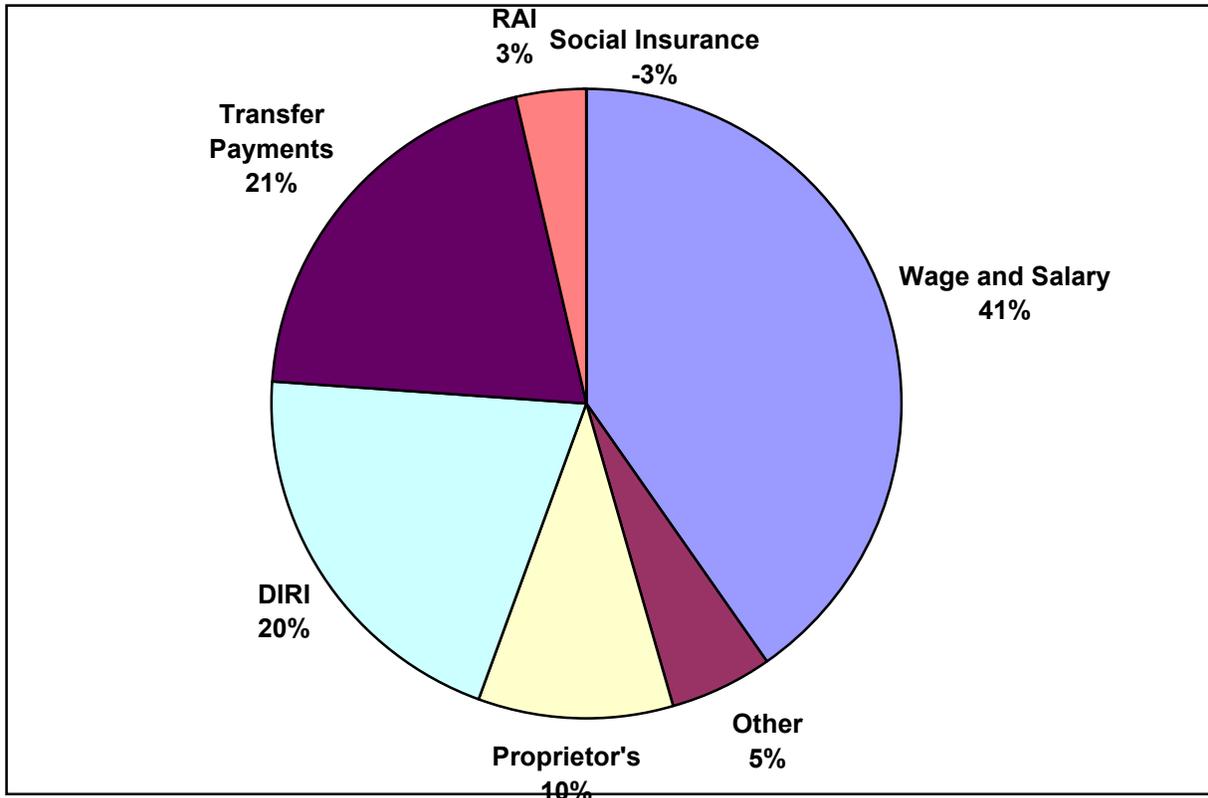


Table 6
Georgia Total Personal Income By Type (x 100,000)

Category	1990	1995	2000	2005	2010	2015	2020	2025
Total Income	134,782	163,230	203,905	231,841	261,193	292,236	324,550	357,693
Wage and Salary	81,356	96,423	124,507	141,630	159,337	177,925	197,065	216,414
Other	11,702	14,092	15,789	17,663	19,551	21,489	23,433	25,344
Proprietor's	9,584	12,999	16,741	18,800	20,960	23,193	25,447	27,675
DIRI	23,367	26,625	32,898	37,038	41,450	46,123	51,043	56,189
Transfer Payments	14,750	20,607	23,416	26,777	30,675	35,210	40,504	46,704
RAI	(136,775)	(245,276)	(331,309)	720,692	1,964,981	3,317,010	4,704,668	6,028,798

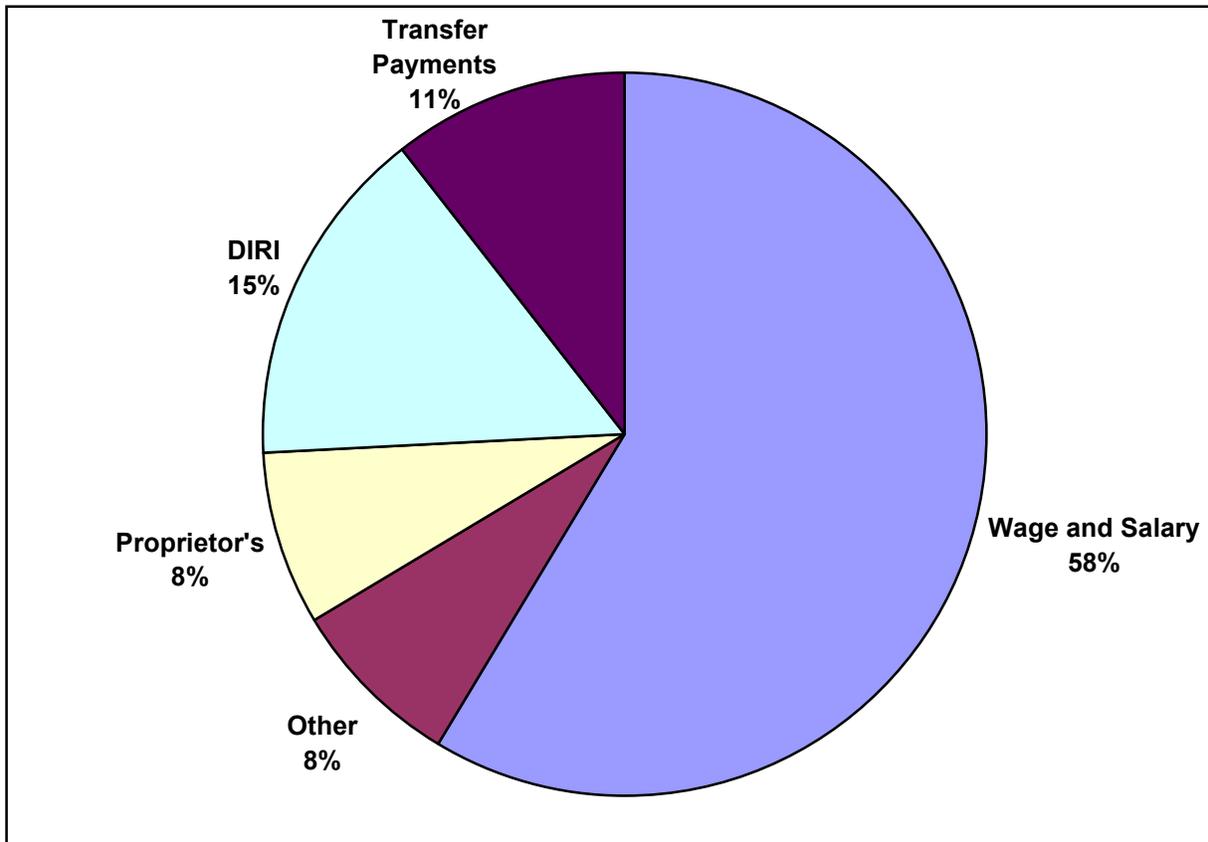
Source: Woods & Poole Economics, Inc.

*DIRI: Dividends, Investment, Rent, and Interest

*RAI: Residence Adjusted Income - *() reflects a negative number

*Categories do not add to the total because of the contributions paid to social insurance programs

Figure 6
Georgia Percentage Personal Income By Type



Major Economic Activities

The Economic Development Authority and County Chamber of Commerce work together in the promotion of Elbert County to both existing and prospective businesses. Through their combined efforts, the county has increased its industrial and commercial base since the 1993 Comprehensive Plan and has seen only one plant closing.

The City of Elberton also has a Downtown Development Authority, “Mainstreet Elberton”, which works with business owners to rent, renovate, and sell buildings as well as work to revitalize and refurbish downtown areas and structures. The organization operates a website serving to promote downtown Elberton to both visitors, as well as potential business owners. Mainstreet Elberton maintains an active database of available buildings located within the downtown to effectively attract potential businesses.

In 1996 the City of Elberton opened a fully serviced industrial park, investing in the purchase of land and extension of necessary infrastructure. Business has located within the industrial park and there remains affordable, fully serviced sites. The park also houses an existing structure suitable for manufacturing or distribution industries.

There have been several other business startups since the previous plan, the majority of which have located in the City of Elberton and primarily within the retail and service sectors.

The Elbert County Chamber of Commerce produces a business and newcomer’s guide that provides information on Elbert County and its municipalities. It is a useful guide to all of the services and amenities within the county and surrounding area, and serves to enlighten new residents as well as prospective businesses on what Elbert County has to offer.

As part of the county’s marketing program, the Economic Development Authority maintains an active relationship with existing industries and facilitates communication between industry officials and local government. The authority administers Business Retention and Expansion Process (BREP) surveys intended to gather information on local businesses and identify strategies to facilitate economic development throughout the county.

Unique Activities

The tourism sector is often overlooked in economic development strategies, however it can serve as a major stimulant to a local economy. The main purpose of promoting a local tourism industry is to generate revenue in the community through increased expenditures on goods and services by people outside of the community. In essence, it is an effort to attract consumers from outside the local economy to spend their money inside the local economy.

Elbert County is in a potentially unique situation with its location in proximity to two state parks, Richard B. Russell and Bobby Brown respectively. Increased awareness of the economic impact of tourism has generated greater interest from the county in promoting tourism as a viable economic development initiative.

In addition to the state parks, the county is also rich in historical and cultural resources. The Revolutionary and Civil wars, respectively, have left their mark on Elbert County and serve today as an untapped resource capable of generating tourism interest. The county houses the Georgia Guidestones, a granite monument located north of Elberton, which attracts visitors from across the Southeast.

Perhaps the most unique economic activity in the county relates to the Granite Industry. Elbert County is a major international supplier of granite finished and unfinished products, and is referred to as the Granite Capital of the World. Elberton houses the Granite Museum and the Economic Development Authority is working closely with the Elberton Granite Association to identify opportunities to utilize inactive granite quarries as potential tourist attractions.

Aside from all of the aforementioned unique attractions, the downtown squares of both Bowman and Elberton offer visitors a unique opportunity to experience a semblance of small-town Georgia, as it once existed.

The City of Elberton has consolidated each of its utilities (electric, natural gas, water, and sewer) and has added a telecommunications department to form Elberton Utilities. Consolidation of services occurred in 1998, including the addition of the telecommunications department offering dial-up and high speed Internet as well as cable television. Elberton Utilities also operates a marketing department to promote the use of broadband service, in addition to managing a variety of other citywide promotional activities.

The availability of each these services within the city can be an economic stimulant attracting business and industry. It allows the city to operate more efficiently and provides customers a greater level of service.

Labor Force

Employment by Occupation

Table 7 depicts the percentage of total employment by occupational classification for the Census years 1990 and 2000 (1990 data is aggregated in select categories to account for the 2000 classification system). The table offers a comparison between Elbert County, Georgia, and national figures related to occupational characteristics.

There has been a national trend over the last decade that has seen a shift in employment from the manufacturing sector, and other “blue collar” associated jobs, to the service sector. While Elbert County has seen an increase in service occupations this trend has not held true for the county because of the reliance on manufacturing sector employment. The county is well below state and national averages in the *Management, professional and related occupations* and *Service occupations*, but continues to exceed state and national averages in *Construction, extraction, and maintenance occupations* (despite a large decrease in county occupations between Census years), and *Production, transportation, and material moving occupations* all of which are generally related to the manufacturing sector.

Table 7
Employment by Occupation

Occupation	Percentage of Total Employment					
	1990			2000		
	Elbert	Georgia	U.S.A.	Elbert	Georgia	U.S.A.
Management, professional, and related occupations	19.3	28.3	30.1	20.4	32.7	33.6
Service occupations	11.0	12.0	13.2	11.5	13.4	14.9
Sales and office occupations	20.8	28.3	28.1	23.4	26.8	26.7
Farming, fishing, and forestry occupations	2.4	2.2	2.5	1.1	0.6	0.7
Construction, extraction, and maintenance occupations	23.3	12.8	10.7	11.3	10.8	9.4
Production, transportation, and material moving occupations	23.2	16.5	15.4	32.3	15.7	14.6

Source: U.S. Bureau of the Census

Employment Status

Table 8 identifies the labor force participation rates for Elbert County and compares them with state and national averages. The labor force identifies persons 16 years of age and older who are working or seeking work.

**Table 8
Labor Force Participation Rates**

	1990			2000		
	Elbert	Georgia	U.S.A.	Elbert	Georgia	U.S.A.
Total in labor force	60.5%	67.9%	65.3%	58.6%	66.1%	63.9%
Civilian labor force	60.4%	66.4%	64.4%	58.5%	65.0%	63.4%
Armed forces	0.1%	1.5%	0.9%	0.1%	1.1%	0.5%
Males in labor force	71.7%	76.6%	74.4%	66.2%	73.1%	70.7%
Females in labor force	50.9%	59.9%	56.8%	51.9%	59.4%	57.5%

Source: U.S. Bureau of the Census

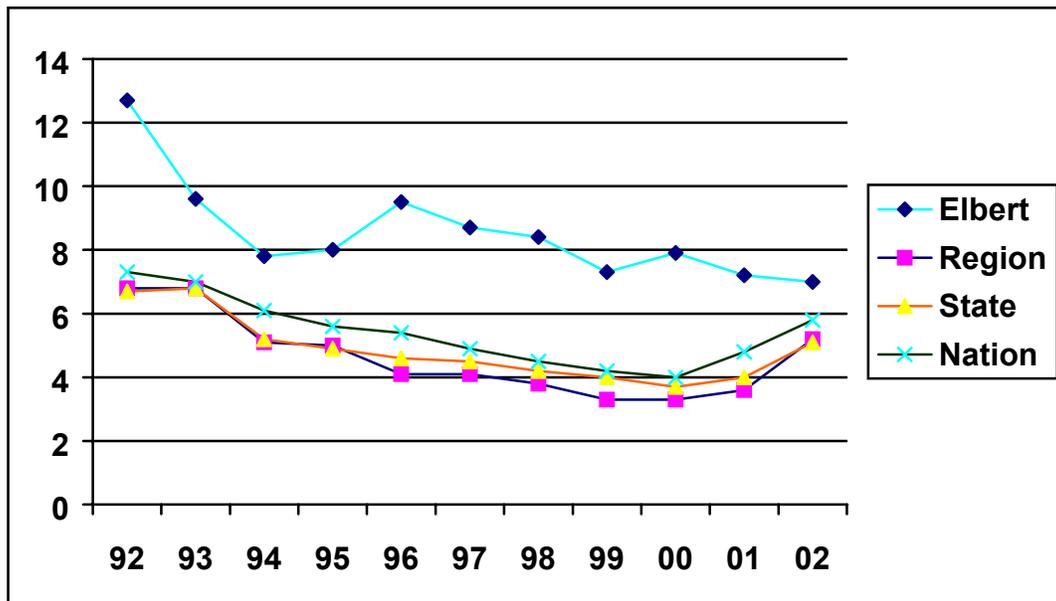
In 1990 the total labor force consisted of 14,350 residents, 16 years of age or older. This figure increased by 9.2% to 15,681, as reported in 2000. Overall the county is well below state and national averages relating to participation rates and has seen a decrease in both total and male participation rates. Despite the increase in female participation rates, it remains well below state and federal averages. The minimal armed forces rates reflect a lack of major military installations within the county.

Unemployment Rates

According to the Georgia Department of Labor, Elbert County had a 2001 unemployment rate of 7.0. This figure was higher than the Northeast Georgia region, state and national rates. Figure 7 illustrates the unemployment rates over the past ten years for Elbert County, the Northeast Georgia region, Georgia, and the nation.

Over the past decade unemployment rates have steadily decreased but the county's rate has remained above the region, state, and national averages. Historically economists have considered an unemployment rate under five as meaning that virtually everyone in the area that is actively looking for work is able to find it. The lack of employment opportunity within reasonable proximity to Elbert County may contribute to the higher rates. A worker's inability to travel to employment opportunities in Athens or Anderson may be a cause of increased unemployment. Elbert County does have a relatively self-contained local economy, but the high unemployment rate reflects the need for continued economic diversification to ensure an adequate supply of job opportunities exist to maintain a high level of employment. Low unemployment rates minimize the community impacts associated with jobless residents including crime, poverty, stress, substance abuse, and domestic violence.

**Figure 7
Unemployment Rates**



Source: U.S. Bureau of Labor Statistics

Commuting Patterns

Examining Elbert County’s commuting patterns provides insight for economic development planning, land use issues, and traffic patterns. Table 9 illustrates the local commuting statistics of the local labor force.

**Table 9
Commuting Patterns to Work**

Commuting Category	1990	2000
Number of residents commuting to work	8,015	8,576
Percent working in Elbert County	78.6	72.7
Percent working outside Elbert County	21.4	27.3
Mean travel time to work (minutes)	18.2	21.2
% of commuters traveling more than 30 minutes to work	19.9	22.7
% of workers who worked at home	173	208
Number of workers employed in Elbert County	7,773	7,762
Total number of residents employed in Elbert County	6,303	6,238

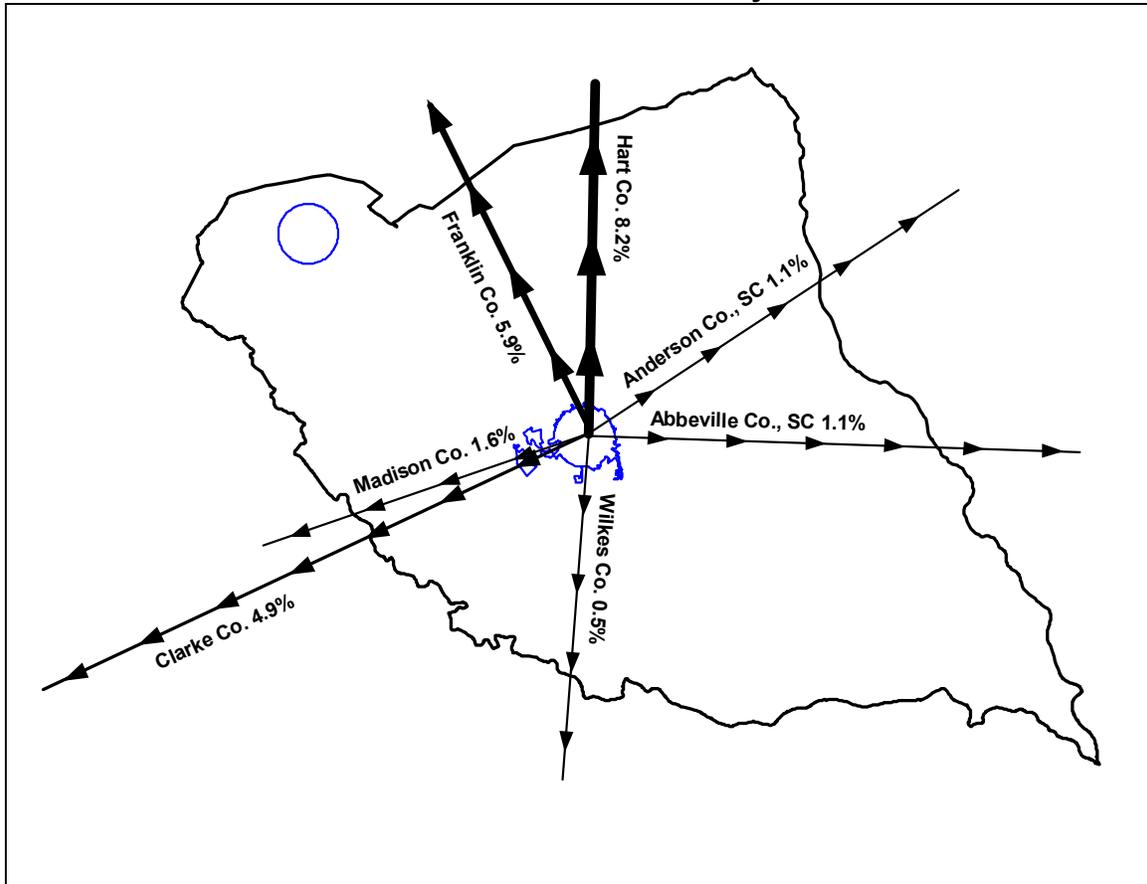
Source: U.S. Bureau of the Census

Examining Elbert County’s commuting patterns helps illustrate the nature of the local economy. Census data reports an increase in residents commuting to work from 8,015 to 8,576. Combining this increase with increases in mean travel time to work (increasing from 18.2 to 21.2 minutes) and percent of commuters traveling greater than thirty minutes to work (increasing from 19.9% to 22.7%) helps to explain the decrease in total number of residents working in the county (decreasing from 6,303 to 6,238).

The majority of the employment migration is into contiguous counties Hart and Franklin, and into the Athens Metropolitan Area. Of the 8,576 total employed residents of Elbert County, Hart, Franklin and Clarke counties attract 8.2%, 5.9%, and 4.9% of workers respectively. These figures increased for Hart and Franklin counties, up from 6.0% and 2.8% respectively, and decreased slightly for Clarke County, down from 5.2%, between 1990 and 2000 Census years.

Despite the increase in outward commuters, Elberton continues to attract a labor pool from outside of the county. According to Department of Labor statistics (reporting only on employment covered by unemployment insurance and excluding all government agencies) the county employed a total of 1,524 residents from outside Elbert County. The result is a net loss of 814 commuters working outside of the county. The Economic Development Authority and Chamber of Commerce are working to increase the availability of local employment opportunities through the recruitment of industry that can take advantage of the local labor force’s characteristics. Figure 8 illustrates the directional distribution of Elbert County commuters.

Figure 8
Directional Distribution of Elbert County Commuters



Source: Georgia Department of Labor

Local Economic Development Resources

Economic Development Agencies

The Economic Development Authority of Elbert County serves an important role in expanding industrial development in the county. The Authority works closely with city and county officials to promote Elbert County as a viable location to prospective businesses and industries. The Authority also works closely with existing businesses and industries to maintain the health of the local economy. This organization has a full-time director who implements a program of work that serves all of Elbert County.

The Elbert County Chamber of Commerce is a nonprofit organization that promotes the entire county to help improve existing businesses and create a better business environment. It serves existing businesses through various

volunteer committees, events, and promotions. The mission of the Chamber is to serve the needs of its membership and to advance the interest of economic development while enhancing the quality of life in Elbert County. Small business represents a significant portion of Elbert's local economy. One of the Chamber's main responsibilities is to ensure that they meet the needs of the small businesses. The chamber provides newsletters, and networking opportunities to help educate and inform small business owners of pertinent economic development information.

The City of Elberton has a Downtown Development Authority, "Mainstreet Elberton". This organization strives to promote the downtown as a viable location for new business. Downtown Elberton offers the county numerous resources for economic development, including necessary infrastructure and available building space, and present an opportunity to increase economic stability throughout the county.

Several agencies provide economic assistance to Elbert County. Georgia Power Company's Community Development Department offers Georgia communities development assistance in six program areas: research and information, business retention and expansion, leadership development, downtown revitalization, board governance, industrial location, and demographic and labor market analysis. A Georgia Power district office is located in Social Circle.

The Georgia Department of Industry, Trade and Tourism (GDITT) is another resource for industrial recruitment and tourism development. The University of Georgia Small Business Development Center (SBDC) in Athens provides management consulting for entrepreneurs and conducts marketing analyses and surveys designed to evaluate a community's economic development potential. The Institute of Community and Area Development (ICAD) offers technical assistance, training, and research services for local government community organizations.

Finally, the Northeast Georgia Regional Development Center (RDC) provides assistance in many community development areas. The RDC prepares local comprehensive plans, which includes economic development information for communities, and provides assistance through the administration of various financial grants. Additional services include the preparation of special economic development surveys and evaluations on how to improve, promote or reorganize a segment of the community. The RDC is actively involved in youth job training programs that are designed to employ residents and enhance job skills. The center also has a comprehensive network of elderly-related programs that address social, health, and employment needs.

Economic Development Programs and Tools

The Directors of the Economic Development Authority and Chamber of Commerce, Allen Nicas and Phyllis Brooks respectively, are the current local contacts for prospective statewide developers.

Georgia Power Resource Center, located in downtown Atlanta, introduces prospective industries from other states and countries to the state's economic development resources. Georgia Power's database includes industrial parks and sites located throughout Georgia. The database can display photographs of a site or park and a list of its utility and infrastructure features. The Georgia 100 software is a computer program designed to meet the business needs of companies through geographic analysis. Georgia's SBDC's are equipped with the Georgia 100 program.

The Elberton Industrial Park is located in Elberton, along Georgia Highway 72. The Park is fully serviced with water, sewer, gas, electricity, roads, and broadband telecommunications. The park has available, affordable sites for construction and has an available facility suitable for manufacturing or distribution.

Elbert County qualifies to capitalize on Georgia's existing "Business and Expansion Act" (BEST) program. The state program classifies counties in a tier system according to their economic status based on unemployment rates, poverty rates, and per capita income (Elbert County is classified as Tier 1). A Tier 1 status refers to the counties ranked 1 through 71 and represents the least developed counties in the state. This status allows businesses that create 5 or more jobs to qualify for a \$3,500 job tax credit.

Some federal and state grants and lending programs promote economic development in eligible communities. The county intends to seek all available funding for which it qualifies to promote economic stability in the region. There are a variety of programs available from the Department of Community Affairs (DCA), U.S. Department of Agriculture (USDA), Economic Development Administration (EDA), and the OneGeorgia Authority, to name a few.

Elbert County has established a 100% Freeport tax exemption. This exempts businesses from paying taxes on inventories of raw materials for manufactured goods or finished goods held by the manufacturer or producer for up to 12 months. Elbert County grants ad valorem tax abatements for new and expanding businesses while the City of Elberton does not levy ad valorem taxes on businesses operating within the city limits.

A revolving loan fund is available to industries seeking to locate in Elbert County. The loan is available at a lower interest rate with the amount of the loan tied to the number of low-moderate-income resident jobs that are created.

Educational and Training Opportunities

The Elbert County Public School System offers a comprehensive education program from Pre-Kindergarten to Grade 12. The county also houses the Elberton Christian School offering a private college preparatory experience to students enrolled in Kindergarten through Grade 12, and the Crossroads Alternative Elementary School.

The County implements a number of volunteer programs aimed at instilling greater value in education among children of all ages. Programs provide opportunities for children to increase knowledge and learn life skills increasing the probability that they remain in school through graduation.

The Athens Area Technical Institute is a unit of the State Board of Post-Secondary Vocational Education. The institution opened a satellite campus in Elbert County and offers diplomas and associate degrees in a variety of vocational-technical fields. In addition, a job placement service is available to students enrolled in programs of study at the institution assisting students in securing full or part-time employment. The Campus offers a variety of continuing education and adult education programs.

The Elbert County Adult Literacy program is administered by Athens Tech and serves both individuals and industries. The program helps adults gain their high school or general equivalency diplomas and strives to improve the educational levels of the local labor force.

Georgia also has a unique manpower-training concept known as "Quick Start." The state designed this program to train workers for specific, clearly designed jobs in a new or expanding company. Employees learn new skills and receive the opportunity to earn higher pay. Additionally, the company realizes one of its primary goals: increase production with minimum expenditures of time and money.

When a company selects a plant site in Elbert County, the Director of Quick Start from Athens Area Technical Institute and the State Training Coordinator from the Department of Technical and Adult Education, consult with company officials. Together, they discuss the company's manpower needs, job requirements, and start-up schedule. Training coordinators develop a training plan and submit it to the company for approval. Training facilities are set up at Athens Tech or, if more suitable, on the plant site.

The local State Employment Agency in Athens will recruit, test, and screen applicants in accordance with company specifications. Costly recruitment hours are saved and only qualified applicants are referred to the company for final selection and enrollment. Once the company accepts an employee, the trainee begins an on-the-job training program. The trainee is able to contribute to the company but also sharpens his or her skills under the guidance of state-paid instructors.

There are a variety of higher education institutions operating in the vicinity of Elbert County. Included is the University of Georgia, Georgia Institute of Technology, Georgia State University, and a variety of Junior and Community Colleges located throughout the region.

The Northeast Georgia Regional Development Center (RDC) provides staff support for the regional Workforce Investment Board (WIB). The WIB is a group of appointed local business, industry and education representatives that focus on meeting the local business needs for skilled workers and the training, education and employment of local individuals.

Assessment of Local Economic Development

Local Economic Development Issues Analysis

Infrastructure Capacities

Timing and location of infrastructure expansion are a major issue in economic development. The main issues of concern, for economic development purposes, are infrastructure capacities for water, sewer and roads. The county does not operate a public water or sewerage system in the unincorporated areas of the county limiting the areas that can be actively promoted for development. To fully promote the county for economic development purposes, the municipalities must continue to monitor the effectiveness of their infrastructure networks to ensure the capability of handling economic expansion.

Education

The lack of a highly skilled labor force has long been a problem throughout the northeast Georgia region. Low educational levels increase the difficulty in matching the labor force skills to prospective high wage industries and limit the type of employers that the county can successfully recruit. Despite the recent increases in the high school graduation rate, the percentage of residents with post-secondary education continues to be well below the state average. The county must continue its efforts to promote higher education to its students ensuring the development of a local labor pool that can serve as an asset for economic development. Athens Tech is a valuable resource in terms of providing advanced education opportunities to the local labor force and working with local businesses and industries in identifying educational needs for the local economy.

Tourism

As previously mentioned, Elbert County has a location advantage in relation to its proximity to two major recreation areas in Richard B. Russell and Bobby Brown state parks. Tourism is often an untapped resource in economic development planning and Elbert County has not begun to approximate its potential for utilizing tourism as an economic development strategy. The types of development adjacent to Lake Russell are currently limited according to federal regulations but development has already begun with the construction of a new state golf course, which could stimulate tourism development increasing state and local revenues. In addition to natural resources, the county is steeped in history, particularly related to the Revolutionary and Civil Wars. Strategies combining natural and historic resource tourism opportunities may provide optimal opportunity for the county to develop a tourism industry.

Increase Local Employment

Decreasing the outflow of the local labor force is an important issue in creating economic stability. As the commuting patterns section stated, Elbert County has a net outflow of commuters. To improve commuting patterns, the county must be successful in improving the education level of its labor force, attracting business that best match the skills of local workers, and attracting residents that best match the requirements of local employers. It is not an easy task and one that requires not only cooperation on various levels (as demonstrated in the administration of the Business Retention and Expansion Process by the Economic Development Authority linking local businesses and industries with county and city governments), but also specific marketing and recruitment strategies aimed at employer-employee compatibility.

Economic Diversification

As discussed throughout this plan, Elbert County is the Granite Capital of the World. An economic dependency on a single industry increases the potential of boom-bust cycles, which may destroy local economics during downturns in the dominant industry's economy. In order to fully stabilize the local economy, the county realizes the importance of the promotion of alternative employers to the Granite Industry ensuring a variety of job types are available to the population decreasing the dependency on a single natural resource industry.

The abundance of granite supply in the county illustrates that the Granite Industry is likely to remain a dominant employment sector for the foreseeable future, and beyond. However, economic diversification does not solely imply a need for increased employment in alternative sectors it can also relate to diversifying the types of exports within the dominant industry. Shifts in international granite markets have forced the granite industry to diversify in terms of export products. While this may result in the short-term reduction of granite industries it will result in long-term stability of the local economy.

Downtown Development

Both Bowman and Elberton possess functional downtown squares, reminiscent of historic small towns throughout the state. These assets need to be fully utilized to develop a diverse, multi-functional local economy because of their proximity to existing infrastructure. Business retention and expansion needs to be focused within the central business districts of the municipalities to maximize local economic development efforts.

Economic Base Assessment

The economic base inventory, previously discussed, provides an overview of the county's economic makeup. The assessment attempts to look at some of the underlying factors that have led to the existing conditions of the local economy and identify strategies for improving them.

Employment Assessment

Table 10 presents the location quotient analysis for each of the major industry sectors of the local economy. In order to get a closer look at the existing specialization of the economy it is important to refine the search beyond major industrial sectors and look at sub-categories within each of those sectors. The 2001 U.S. Census Bureau County Business Patterns reveals employment data at the sub-category level and allows for a more detailed local analysis to take place.

As mentioned previously, economic base theory's guiding principle is that all economic activity can be classified as either basic (export oriented) or non-basic (local serving). Based on this principle, the theory further states that an area's economic stability is dependent on outside demand for locally produced goods and services. The location quotient analysis attempts to identify the basic sectors of the county and in which of those sectors the county enjoys a competitive advantage over other local economies.

Industries with location quotients greater than 1.25 indicate relatively high production of a good or service and are categorized as basic industries that help to support the economy as a whole. Conversely, those industries with location quotients less than 0.75 indicate sectors that are not meeting local needs. A location quotient between 0.75 and 1.25 are generally considered self-sufficient.

The analysis reveals seven sub-sectors of the local economy with location quotients above 1.25. Of these sectors the largest location quotients were generated by sub-categories of the mining and manufacturing sectors related to the Granite Industry. The other major sector identified is the Plastics and Rubber Products sub-category of the manufacturing sector illustrating the relative strength of this industry.

The analysis also revealed eleven sectors with location quotients under 0.75, indicating that these may not be meeting local needs. Of particular concern should be the low location quotients for service sector industries. The most telling statistic is the low value for professional, scientific and technical employment (0.30) indicating the lack of high wage, service sector employment. Since retail and service sectors should, at a minimum, adequately serve the local population lower values within the services sector may reveal gaps in the local economy requiring increased employment to meet local demand for those goods and services.

Table 10
Elbert County Location Quotient Analysis

Major Industrial Sector	NAICS Code	Sub-Sector	2001 County Employment	2001 State Employment	County LQ
Agricultural Services	11	Totals	9	9,331	0.55
Mining	21	Totals	215	6,839	17.95
	2123	Nonmetallic mineral mining and quarrying	215	6,163	19.92
Construction	23	Totals	172	194,679	0.50
	325	Special Trade Contractors	132	114,937	0.66
Manufacturing	31-33	Totals	3,094	491,688	3.59
	311	Food Manufacturing	630	61,078	5.89
	313	Textile Mills	179	43,510	2.35
	326	Plastics and Rubber Products	485	28,314	9.78
	327	Nonmetallic Mineral Products	1,373	20,362	38.50
	336	Transportation Equipment Manufacturing	427	45,769	5.33
TCU	22,48-49,51	Totals	152	298,743	0.29
Wholesale Trade	42	Totals	289	201,981	0.82
	421	Durable Goods	266	127,921	1.19
Retail Trade	44-45	Totals	714	464,576	0.88
	441	Motor Vehicle and Parts Dealers	113	58,495	1.10
	445	Food and Beverage Stores	212	96,535	1.25
	453	General Merchandise Stores	150	81,068	1.06
FIRE	52,53	Totals	225	234,165	0.55
Services	54-56,61-62,71-72,81,95	Totals	1,255	1,593,895	0.45
	54	Professional, Scientific, and Technical	109	205,699	0.30
	56	Admin., Support, Waste Management and Remediation	69	334,934	0.12
	61	Educational Services	8	65,033	0.07
	62	Health Care and Social Assistance	599	361,620	0.95
	621	Ambulatory Health Care Services	146	121,593	0.69
	622	Hospitals	215	140,044	0.88
	623	Nursing and Residential Care Facilities	238	50,891	2.67
	71	Arts, Entertainment, and Recreation	10	36,750	0.16
	72	Accommodation and Food Services	289	303,213	0.54
	722	Food Services and Drinking Places	263	258,898	0.58
	81	Other Services	171	145,486	0.67
Unclassified	99	Totals	2	2,686	0.43
Total Employment			6,127	3,498,583	

Source: U.S. Census Bureau County Business Patterns

- Shaded areas represent totals for the major industrial sector.
- NAICS is the North American Industrial Classification System code.
- Total employment differs from the total stated in “Sector Employment” because of the difference in reporting requirements for the County Business Patterns and the fact that they do not collect employment data for Farm or Government employment.
- County LQ refers to the location quotient value. The location quotient is a ratio comparing the percentage of employment in a specific industry in the local economy with the employment percentage in the same industry in the state economy.

The location quotient is meant to serve as a guideline for the county to help identify potential strengths and weaknesses in the local economy that could be further pursued. Its general assumptions are that demand is constant throughout the state, labor productivity does not vary, and that each firm within an industry produces an identical product. Every community does not need to be self-sufficient in every sector and a location quotient less than one may not be cause for alarm.

According to economic base theory’s general principles, basic (export) employment is the engine that drives local economic activity and linkages it creates lead to increased non-basic (local serving) employment. The economic base ratio examines the relationship between basic and non-basic employment in the economy and is used to estimate a multiplier effect to forecast the increase in overall employment that can be expected from an increase in basic sector employment.

For example, an employment multiplier of 1.5 indicates that for every 100 new basic jobs 150 new non-basic jobs are created. The use and reliance on multipliers is not a recommended strategy because they are inaccurate, and generally inflated. However, they do serve as a general guideline to illustrate the significance of new export industries locating within a community and the linkages that they create within the local economy.

Using 2001 County Business Pattern data for Elbert County employment the economic base ratio can be estimated at 2,436:3,691. This information can be used to generate an employment multiplier to identify the potential impacts created by export-based industry. The ratio creates a 2.52 employment multiplier. This indicates that in a perfect economy, without any leakages, every new job created in the basic sector would lead to 2.52 new jobs in the non-basic sector.

Earnings Assessment

Another method of identifying potential target industries is to analyze sector per capita earnings. Table 11 identifies those sectors within the local economy that are paying higher wages, compared to overall wages in the county.

The table looks at employment and earnings data, from the previous section titled, Economic Base, for the years 1990, 1995 and 2000 within each of the major industrial sectors and for the county as a whole. Per capita earnings is calculated and the cumulative increase is tracked from 1990 to 1995, and 1990 to 2000. An overall earnings index is calculated by dividing sector per capita earnings by the total county per capita earnings. An index greater than 1 indicates a sector in which the employees generally earn higher wages than the average county employee earns.

**Table 11
Overall Earnings Index**

Elbert County Total	1990	1995	2000	TCU	1990	1995	2000
Total Employment	9634	9649	9904	Overall Earnings Index	1.19	1.21	1.16
Gross Earnings (000's)	183594	197781	230995	Total Employment	231	217	281
Per Capita Earnings	19057	20498	23323	Gross Earnings (000's)	5240	5368	7606
Cumulative Per Capita Earnings Growth %		7.56	13.79	Per Capita Earnings	22684	24737	27068
				Cumulative Per Capita Earnings Growth %		9.05	9.42
Farm	1990	1995	2000	Wholesale Trade	1990	1995	2000
Overall Earnings Index	0.31	0.34	0.38	Overall Earnings Index	1.43	1.20	1.17
Total Employment	478	458	457	Total Employment	383	476	538
Gross Earnings (000's)	2809	3199	4010	Gross Earnings (000's)	10430	11704	14736
Per Capita Earnings	5877	6985	8775	Per Capita Earnings	27232	24588	27390
Cumulative Per Capita Earnings Growth %		18.86	25.63	Cumulative Per Capita Earnings Growth %		-9.71	11.40
Agricultural Services	1990	1995	2000	Retail Trade	1990	1995	2000
Overall Earnings Index	0.56	1.07	0.60	Overall Earnings Index	0.71	0.64	0.66
Total Employment	53	82	84	Total Employment	1117	1308	1275
Gross Earnings (000's)	569	1798	1176	Gross Earnings (000's)	15095	17119	19496
Per Capita Earnings	10736	21927	14000	Per Capita Earnings	13514	13088	15291
Cumulative Per Capita Earnings Growth %		104.24	-36.15	Cumulative Per Capita Earnings Growth %		-3.15	16.83
Mining	1990	1995	2000	FIRE	1990	1995	2000
Overall Earnings Index	1.12	1.39	1.42	Overall Earnings Index	0.91	0.94	0.89
Total Employment	139	151	145	Total Employment	332	360	450
Gross Earnings (000's)	2974	4300	4808	Gross Earnings (000's)	5746	6957	9321
Per Capita Earnings	21396	28477	33159	Per Capita Earnings	17307	19325	20713
Cumulative Per Capita Earnings Growth %		33.10	16.44	Cumulative Per Capita Earnings Growth %		11.66	7.18
Construction	1990	1995	2000	Services	1990	1995	2000
Overall Earnings Index	1.14	1.03	1.18	Overall Earnings Index	0.78	0.79	0.80
Total Employment	485	439	425	Total Employment	1572	1758	1745
Gross Earnings (000's)	10522	9238	11722	Gross Earnings (000's)	23356	28337	32648
Per Capita Earnings	21695	21043	27581	Per Capita Earnings	14858	16119	18709
Cumulative Per Capita Earnings Growth %		-3.00	31.07	Cumulative Per Capita Earnings Growth %		8.49	16.07

Elbert County Total Manufacturing	1990 1990	1995 1995	2000 2000	TCU Total Government	1990 1990	1995 1995	2000 2000
Overall Earnings Index	1.09	1.17	1.18	Overall Earnings Index	1.32	1.29	1.22
Total Employment	3364	2769	2842	Total Employment	1480	1631	1662
Gross Earnings (000's)	69587	66553	78126	Gross Earnings (000's)	37236	43208	47346
Per Capita Earnings	20686	24035	27490	Per Capita Earnings	25159	26492	28487
Cumulative Per Capita Earnings Growth %		16.19	14.37	Cumulative Per Capita Earnings Growth %		5.30	7.53

Source: Woods and Poole Economics, Inc.; Calculations by NEGRDC

The earnings index should be compared with the economic base analysis to help develop strategies for further economic development within the county. What this initial analysis suggests is that opportunity may exist for the county to increase wages through the increased strengthening of the manufacturing sector (an overall location quotient of 3.59 and earnings index of 1.18). The earnings analysis further reflects the lack of high paying service sector employment opportunities in the county. In comparison with the location quotient analysis this reflects the need for increased service sector industries in the county.

Potential Trade Market Area

A trade market area is the geographic area from which the community draws the majority of its retail trade customers. Because Elberton is the economic engine of Elbert County its boundaries will be used to illustrate the potential trade area of the county. A trade area generally extends beyond the municipal boundary, and the assumption is that the majority of trade area residents shop in the community.

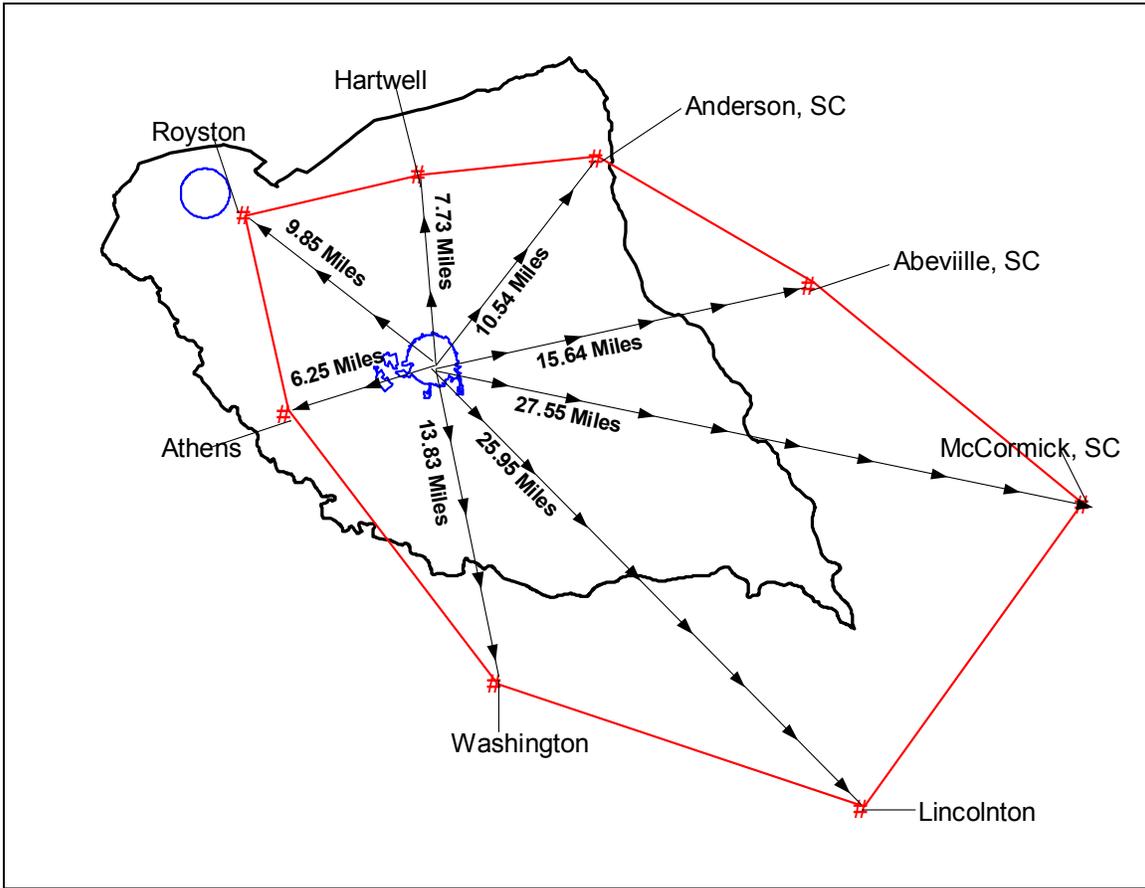
The trade area is considered an appropriate assessment for goods and services bought based on comparisons of price and quality (for example furniture, automobiles, medical services, etc.) and not necessarily appropriate for convenience goods (such as groceries or gasoline). However, once shoppers are in the community the probability increases that they will also purchase convenience goods.

The trade area is generated using a simple approach, commonly known as Reilly's Law of Retail Gravitation. This generates an estimate of the maximum distance customers are willing to travel to shop. The argument is that people are generally attracted to larger communities to do their shopping but the time and distance that they are willing to travel influences their shopping patterns.

Figure 9 illustrates the potential trade market area for the City of Elberton, and thus Elbert County, in relation to surrounding communities. The trade area illustrates that the majority of Elbert County residents likely do their shopping in Elberton. It also illustrates portions of Wilkes and Lincoln counties, south of Elbert County, and Abbeville and McCormick counties in South Carolina are willing to travel to Elberton to shop.

This geographic information can be utilized further to illustrate demographic characteristics of the representative populations within the trade area using Census data. The major assumption is that populations in comparative communities are relatively homogeneous in terms of cultural, economic, and social characteristics. It also assumes that all surrounding communities have equal access to the City of Elberton in terms of road networks and the absence of natural impediments.

**Figure 9
Potential Trade Market Area**



To further illustrate Elberton’s ability to attract consumers outside of its boundary Trade Area Capture and Pull Factors can be used. Table 12 illustrates both the trade area capture and pull factors for each of the identified retail sales categories.

**Table 12
Trade Area Capture and Pull Factor for Retail Trade Sectors**

Retail Category	Actual Sales (000)	Trade Area Capture	Pull Factor
Food & Beverage Stores	35,355	13,586	2.86
Food Service & Drinking Places	13,659	7,471	1.58
General Merchandise Stores	23,452	10,196	2.15
Clothing & Clothing Accessories stores	7,003	7,833	1.65
Furniture/Home Furnishings/Appliance Stores	3,363	3,195	0.67
Motor Vehicle & Parts Dealers	68,103	12,427	2.62
Gasoline Service Stations	19,313	11,618	2.45
Building Material & Garden Equipment & Supplies	9,332	4,948	1.04
Health & Personal Care Stores	14,742	22,684	4.78

Source: 2002 Georgia County Guide; Calculation by NEGRDC

The table illustrates the 2001 actual retail sales in Elbert County. According to the Existing Land Use section the majority of county retail activity is located in the City of Elberton, therefore it is safe to assume the majority of this retail activity takes place in Elberton.

The Trade Area Capture analysis provides an estimate of customer equivalents attracted to the city by each of the retail trade sectors. To interpret this value it should be compared to the municipal population (2000 Census total of 4,743). A trade area capture value greater than the population total indicates an attraction of consumers from outside its boundary or local consumers are spending more for this item than the statewide average. The opposite is true if this value is less than the municipal population.

While this does not reflect the actual number of customers for each sector, it does provide an estimate based on the assumption that local residents will consume goods and services at a similar rate as the statewide averages for each retail trade category. This can be used to compare retail sector over time to identify strengthening segments of the retail sector or areas decreasing in sales.

The Pull Factor attempts to remove the influence of the local population and focus attention on the community's ability to draw customers from surrounding areas. A Pull Factor of one (1) means that the community is drawing all of its customers from within its boundaries and none from the outside. Pull Factors greater than one (1) illustrate the extent a community is attracting outside consumers, and a value less than one (1) illustrates that not all shoppers within the community are being captured, or that local shoppers are spending less than the state average.

For example, the Pull Factor for Food & Beverage Stores is 2.86. This figure implies that this sector attracted outside purchases equal to 186% greater than the city population. The interpretation is that all residents of Elberton (4,743) shop within the city and it attracts 186% of the city population (8,843) from outside the city boundary.

These tools are used mainly for comparison purposes to help communities assess growth and decline of various sectors of the local economy. They are best used to compare Trade Area Capture and Pull Factors over time to determine successes or failures in attracting consumers from outside the community. While these tools provide comparisons between economic sectors over time, they do not provide reasons for the growth or decline. As with all of the tools discussed in this chapter, further analysis is needed at a local level to identify root causes of economic shifts.

Labor Force Assessment

The labor force assessment attempts to determine whether or not the jobs available in the community are appropriate to the residents in terms of skill and education levels required, and wages paid. The inventory and economic base analyses sections have identified strengths and weaknesses of the local economy, which are directly related to the characteristics of the local labor force.

Economic development is dependent upon the availability of a quality workforce. A key ingredient in assessing the quality of the workforce is the level of educational attainment. As discussed in the Population and Community Facilities chapters, as well as elsewhere in this chapter, local educational attainment is a problem in Elbert County as it is elsewhere in the state and the nation. In the 1997 survey of the National Association of Business Economists the most serious problem identified in the national economy is "...the poorly prepared labor force and the nation's education system."

One of the resources most often overlooked in developing economic development strategies is Human capital. No factor is more important for economic vitality than a quality school system, both because they prepare the future workforce and because they provide an attraction for potential businesses seeking to relocate. Properly training a community's youth cannot be underestimated in its contributions to creating a healthy community.

Elbert County's recognition of this has resulted in the creation of volunteer programs aimed at helping its youth deal with a wide range of issues and focusing children on the importance of education. The county has implemented a Mentor Program, in which volunteers are paired with a school-aged child needing additional guidance outside of the educational environment. This program allows children dealing with difficulties at home and/or school an avenue to deal with their problems. An uneducated or unskilled labor force cannot be cured overnight and must be dealt with as part of a long-term commitment.

There is also increasing recognition that education can no longer solely be focused on youth. Employment trends have changed over the past twenty years and adults are increasingly changing occupations and, in some cases, professions. Education has now become a life-long pursuit, acquiring a broad range of transferable skills as well as specialized training.

The availability of adult education programs at Athens Tech provides the county an invaluable resource to provide training and retraining opportunities to the local labor force. Collaboration between the college, local government, and private sector industry is essential to identify shifts in industrial employment needs and be able to meet those changes through changing educational programs.

Economic Development Agencies, Programs and Tools Assessment

The Economic Development Authority, Chamber of Commerce, and Elberton Downtown Development Authority are hard at work promoting the county for economic development purposes, as witnessed through the administration of the Business Retention and Expansion survey and the creation of the Mainstreet Elberton website.

The current availability of a well-sited, fully serviced industrial park is one of the county's strongest assets. It has both available land for new construction and a vacant facility for immediate relocation.

The availability of the Athens Tech Campus and the variety of educational and training opportunities it provides is a tremendous resource not only for Elbert County, but also for adjacent local economies. The ability to continually develop a qualified, productive workforce will determine the region's overall economic effectiveness and Athens Tech plays a major role in developing that labor force.

Goals and Policies

Note: All goals and policies refer to the county as a whole, unless otherwise stated, due to the comprehensive nature of the Economic Development chapter.

Vision Statement: *Increase local employment opportunities through the promotion of orderly economic growth fostering both the attraction of new and retention of existing businesses and industries that diversifies the local economy and maximizes the strengths of the local labor force.*

Goal 1.1: Attract new business and industry to the county focusing on maximizing the compatibility with the local labor force and minimizing the net loss of commuters to non-local markets.

Policy 1.1.1: Improve and nurture the small business environment promoting local entrepreneurship.

Policy 1.1.2: Maximize retail and service business potential through strategic marketing to prospective firms and promoting existing downtown locations as viable business sites.

Policy 1.1.3: Target specific industries for business recruitment, based on further economic analysis, that promote quality growth and maximize the skill levels of the labor force.

Goal 1.2: Diversify the local economy decreasing the dependency on the granite industry and increasing the variety of available jobs.

Policy 1.2.1: Determine key factors associated with retaining existing business and industry and facilitating their expansion where appropriate.

Policy 1.2.2: Monitor local economic conditions and characteristics to identify potential development strategies.

Goal 1.3: Utilize local assets to stimulate tourism through marketing and promoting Elbert County as an attractive tourist destination.

Policy 1.3.1: Address the potential for tourism related development on Lake Russell with state and federal agencies.

Policy 1.3.2: Collaborate on a multi-jurisdictional level to promote tourism throughout the region.

Goal 1.4: Coordinate economic growth with the Future Land Use map and all other sections of the Comprehensive Plan to ensure that quality development occurs in suitable locations.

Policy 1.4.1: Recruit and locate business and industry that is compatible with adjacent land uses.

Policy 1.4.2: Coordinate economic development initiatives with environmental protection policies and regulations ensuring the preservation of existing natural and cultural resources.

Policy 1.4.3: Concentrate economic development in areas served by existing or planned supporting infrastructure.

Policy 1.4.4: Develop the downtown district as an attractive business location and facilitate public access to businesses on the downtown square. *(Applicable to the municipalities of Bowman and Elberton)*

Goal 1.5: Investment in the long-term stability of the local economy, focusing on future prosperity, inter-regional cooperation, and improving the overall business climate.

Policy 1.5.1: Evaluate economic subsidies based on their long-term costs and benefits on the community as a whole.

Policy 1.5.2: Focus public investments and subsidies on equitable initiatives that do not sacrifice long-term economic health for short-term revenue increases.

Policy 1.5.3: Support, promote and strengthen local economic development organizations increasing the efficiency of economic development initiatives throughout the county.

Goal 1.6: Increase the marketability of Elbert County as a viable business location through the development of the local labor force.

Policy 1.6.1: Work closely with Athens Tech to assist local residents with job training and employment placement to develop a highly skilled workforce.

Policy 1.6.2: Continue to support grassroots efforts promoting secondary and post-secondary education to local youth.

Chapter 4: Housing

Introduction

Federal legislation declared, in the National Housing Act of 1949, that it is a national goal to attain "...a decent home and a suitable living environment for every American family." The difficulty lies in interpreting what constitutes a decent home and a suitable living environment. There are no easy answers to these questions and attempts to achieve this national goal at the local level have proven difficult.

There are a variety of aspects involved in planning for housing, including physical, economic, social, and environmental. Each of these are interrelated and planning for housing, in collaboration with the other elements of the Comprehensive Plan, attempts to mitigate negative impacts of the physical structure of housing on the economic, social and environmental conditions of the community.

Purpose

The purpose of the housing section is to inventory and assess the existing housing stock and to formulate a set of goals and policies to ensure the adequate provision of housing for future populations. The county and municipalities acknowledge that the private sector will continue to play the major role in providing an adequate supply of quality housing. However, the local governments hope to assist the private sector in meeting the challenges and demands of providing a suitable housing supply for existing and future populations.

The Governor's Office has formulated a set of statewide goals that include Quality Community Objectives, to coordinate local government planning throughout the state under each of the elements of the Comprehensive Plan.

- **Statewide Housing Goal:** *To ensure that residents of the state have access to adequate and affordable housing.*

In accordance with the overall goal the state has developed a Quality Community Objective to help direct local governments to formulate a set of local goals, policies and objectives. The statewide objective is as follows:

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

Elbert County, and the cities of Bowman and Elberton will work within the framework of this statewide initiative to create locally relevant goals and policies governing the future development of housing that meet the needs identified within the inventory and assessment components of this chapter.

Organization

The outline of this element follows the minimum planning standards set forth by DCA. The section one examines the housing types, section two examines the age and condition of the existing housing stock, section three looks at occupancy and tenure statistics for the existing housing stock, section four analyzes the costs of both owner and renter occupied housing, section five illustrates the future demand for housing, and section six assesses the housing needs based on the inventory information, and provides a set of goals and policies to help guide future housing development.

Housing Types

Table 1 analyzes the existing housing stock and includes historical data for comparison for the county, state and each of the municipalities. Over the past decade housing construction has occurred at a relatively slow rate throughout Elbert County, well below the state average with the majority of this expansion an increase in manufactured housing.

Table 1
Housing Units: Types and Trends

Jurisdiction	1980		1990		2000		%Change 80-90	%Change 90-00
	Total	Percent	Total	Percent	Total	Percent		
Elbert	7,038	100%	7,891	100%	9,136	100%	12.1%	15.8%
Single-Family	5,739	81.5	5,424	68.7	5,870	64.3	-5.5	8.2
Multi-Family	529	7.5	711	9.0	733	8.0	34.4	3.1
Mobile Home	770	11.0	1,756	22.3	2,469	27.0	128.1	40.6
Georgia	2,012,640	100%	2,638,418	100%	3,281,737	100%	31.1%	24.4%
Single-Family	1,525,070	75.8	1,712,259	64.9%	2,201,467	67.1	12.3	28.6
Multi-Family	334,622	16.6	598,271	22.7%	681,019	20.8	78.8	13.8
Mobile Home	152,948	7.6	327,888	12.4%	399,251	12.1	114.4	21.8
Bowman	314	100%	343	100%	416	100%	9.2%	21.3%
Single-Family	258	82.2	241	70.3	261	62.7	-6.6	8.3
Multi-Family	16	5.1	24	7.0	57	13.7	50.0	137.5
Mobile Home	40	12.7	78	22.7	98	23.6	95.0	25.6
Elberton	2,348	100%	2,602	100%	2,295	100%	10.8%	-11.8%
Single-Family	1,887	80.4	1,903	73.1	1,694	73.8	0.8	-10.9
Multi-Family	381	16.2	489	18.8	452	19.7	28.3	-7.6
Mobile Home	80	3.4	210	8.1	149	6.5	162.5	-29.0

Source: U.S. Bureau of the Census; 1980, 1990, 2000

*Total represents the total number of housing units reported during the identified census year.

*Percent represents the percentage of total housing units for each housing category.

*Percent Change reflects the increase in both total housing units, and each of the individual categories over the previous two decades.

*The 2000 housing units do not add to the total because of the 64 total recreational vehicles listed in the 2000 Census.

The number of single-family homes in the county increased by only 8.2% from 1990 to 2000 and currently represents 64.3% of the county's total housing stock. The percentage total of single-family housing is comparable at the county and state levels, representing 64.3% and 67.1 % respectively. However, the major difference is illustrated in the percentage increase between 1990 and 2000 Census years. Single-family housing development represented the largest increase in state housing types at 28.6%, while Elbert County experienced a modest increase at only 8.2%.

The discrepancy between county and state percentages for single-family housing development is further illustrated in the differences between county and state expansion rates of manufactured housing. The total percentage in the county has climbed to 27.0% (according to the 2000 Census figures), up from 22.3% reported in 1990. The 40.6% increase between Census years is nearly double the increase in manufactured housing throughout the state (21.8%) during the same time period.

The unincorporated county does not have an abundance of multi-family housing because of the lack of infrastructure required to allow for increased residential development densities. Multi-family development increased by only 3.1% between the 1990 and 2000 Census years. Currently, the unincorporated area houses only 30.6% of the total multi-family housing found in the county with the majority of multi-family units found in the City of Elberton. While multi-family housing has increased in number since 1990 its percentage of the housing stock has actually decreased. In 1990 multi-family homes represented 9.0% of the housing stock as compared to 8.0% in 2000.

The City of Bowman grew considerably between Census years and its total housing stock has increased by a total of 21.3% between 1990 and 2000, well above the county rate (15.8%) and slightly below the state rate (24.4%). The relatively small sample size is difficult to analyze but there has been growth in all three housing types with 20 new single-family units, 33 new multi-family units, and 20 new manufactured homes.

The City of Elberton experienced a loss in total housing units corresponding to its loss in population between 1990 and 2000. Rates for single-family, multi-family, and manufactured housing all decreased. The City houses 25.1% of the county's total housing units and has the largest supply of multi-family housing, representing 61.7% of the total units, because of its extensive water and sewer networks. Single-family housing dominates the total housing stock and there are a very small percentage of manufactured homes, well below the state and county rates.

Age and Condition of Housing

Age of Housing Stock

Table 2 examines the age of the housing stock within Elbert County, including each of the municipalities, and compares it with state characteristics. The age of the housing stock is a general indicator of the maintenance costs that can be expected. Overall, Elbert County's housing stock is relatively old with 33% built prior to 1960.

Table 2
Age of Housing Stock

Jurisdiction	99-00*		95-98		90-94		80-89		70-79		60-69		40-59		Pre-39	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Elbert	207	2.3	755	8.3	863	9.4	1,503	16.5	1,562	17.1	1,224	13.4	1,739	19.0	1,283	14.0
Georgia*	1306	4.0	4135	12.6	3708	11.3	7212	22.0	6089	18.6	4160	12.7	4274	13.0	1929	5.9
Region*	924	5.6	2432	14.8	2129	13.0	3261	19.9	2981	18.2	1783	10.9	1690	10.3	1219	7.4
Bowman	9	2.2	15	3.6	54	13.0	72	17.3	64	15.4	56	13.5	66	15.9	80	19.2
Elberton	16	0.7	29	1.3	45	2.0	183	8.0	304	13.2	334	14.6	847	36.9	537	23.4

Source: U.S. Bureau of the Census; 2000

*Column 99-00 reports on new construction from 1999 through to March of 2000.

*Georgia data is reported in 00's.

*Region data is reported in 0's.

*Region includes Barrow, Clarke, Greene, Jackson, Jasper, Madison, Morgan, Newton, Oconee, Oglethorpe, and Walton counties.

*No. refers to the total number of units constructed during that time period.

*% refers to the percentage of total units represented by each time period.

The housing data reflects the relatively slow population increase that the county has experienced. Only 19.9% of total housing units in the county have been constructed since 1990. The City of Bowman's statistics illustrate that much of the growth occurred in the early 1990's, while Elberton reflects steadily declining construction numbers corresponding to the decline in population totals.

The county does have a relatively high number of homes constructed prior to 1939, in comparison with state figures, particularly within both cities. Both of these communities have an abundance of historic structures that are actively preserved within both residential and commercial districts.

Condition of Housing Stock

The only way to gauge the condition of the housing stock is through the use of federal standards that report on the number of homes built prior to 1939, the number that lack complete plumbing facilities, the number that house more than one resident per room (anything greater than one is considered overcrowded by federal standards), and the number that lack complete kitchen facilities. Table 3 illustrates housing condition data for the county and each of the municipalities and compares them with state levels.

Overall the housing condition throughout the county is adequate and very comparable to state levels in all three categories. The higher percentage of pre-1939 units suggests increased usage of historic homes and buildings within the municipalities, particularly within the Elberton historic district.

Housing units lacking either full plumbing or kitchen facilities does not appear to be a significant problem anywhere in the county and rates have fallen since 1990. The increase in units lacking full kitchen facilities in Elberton may be the result of low-income households unable to afford replacement appliances or the continued use of dilapidated rental units as affordable housing.

**Table 3
Condition of Housing Stock**

Jurisdiction	Lack of Plumbing			Pre-1939			Overcrowded		
	80	90	00	80	90	00	80	90	00
Elbert	8.3	2.7	0.7	27.5	14.5	14.0	NA	3.9	3.2
Georgia	2.0	8.0	0.5	15.0	8.0	5.9	NA	4.0	4.9
Region*	2.8	1.7	0.7	19.5	10.8	8.0	NA	NA	3.9
Bowman	21.3	1.6	0.5	NA	25.9	19.2	NA	3.4	1.5
Elberton	3.1	1.0	0.5	34.9	21.7	23.4	NA	4.0	3.3

Source: U.S. Bureau of the Census; 1980, 1990, 2000

*Data is reported as a percentage of the total housing stock for each category.

*Lack of plumbing refers to all units lacking complete plumbing facilities.

*Pre-1939 refers to housing units constructed prior to 1939.

*Overcrowded refers to occupied housing units that have 1.01 or more occupants per room

*Region includes Barrow, Clarke, Greene, Jackson, Jasper, Madison, Morgan, Newton, Oconee, Oglethorpe, and Walton counties.

Overcrowding is not a significant issue in the county and the percentage of overcrowded units is below the state average. This may be attributed to the general increase in size of single-family housing over the past ten years and the lower average household size for owner-occupied housing. Elberton is experiencing relatively high overcrowding rates, although still below the state rate, because it houses the majority of low-income, multi-family housing.

Occupancy and Tenure of Housing

This section addresses the occupancy and tenure characteristics of housing units throughout the county. Vacancy rates are an important variable for determining the adequacy of the existing housing stock. Vacant houses and

apartments are necessary to provide a choice of location and price for housing consumers. A healthy vacancy rate is between, approximately, four and five percent and fluctuates according to the housing market. Too few vacant units may drive up prices and limit housing choices, while too many reduces the demand for new units, limiting available options.

The tenure of a housing unit refers to whether or not it is occupied by its owner or renter. A higher homeownership rate may lead to increased community stability by decreasing the mobility of its residents and increasing an individual's financial stake in the community. However, in order to ensure an adequate mix of housing types and prices, a healthy rental market should be maintained to supply adequate housing for the local labor force and lower income households.

Table 4 illustrates the occupancy and tenure characteristics for the county housing stock as well as each of the municipalities, and provides a state comparison.

**Table 4
Occupancy and Tenure of Housing**

Jurisdiction	Total Units			Occupied Units			Vacancy Rate (%)			Owner-Occupied (%)			Owner Vacancy (%)		Renter-Occupied (%)			Renter Vacancy (%)		Owner: Renter Ratio		
	80	90	00	80	90	00	80	90	00	80	90	00	90	00	80	90	00	90	00	80	90	00
Elbert	7,038	7,891	9,136	6,554	7,115	8,004	6.9	9.8	12.4	73.1	73.2	75.9	1.4	1.7	26.9	26.8	24.1	8.2	8.0	2.72:1	2.73:1	3.15:1
Georgia*	20126	26384	32817	18717	23666	30064	7.0	10.3	8.4	60.4	58.2	67.5	2.5	1.9	32.6	31.5	32.5	12.2	8.2	1.9:1	1.9:1	2.1:1
Region*	9172	12105	16419	8678	11140	15333	5.4	8.0	6.6	65.9	65.6	68.3	NA	1.9	34.1	34.4	31.7	NA	6.7	1.93:1	1.90:1	2.15:1
Bowman	314	343	411	310	310	377	1.3	9.6	8.3	71.3	73.6	73.5	0.9	0.7	28.7	26.4	26.5	9.9	2.0	2.48:1	2.78:1	2.77:1
Elberton	2,348	2,602	2,265	2,201	2,348	1,985	6.3	9.8	12.4	56.6	59.3	57.1	1.8	3.7	43.4	40.7	42.9	9.0	6.6	1.30:1	1.46:1	1.33:1

Source: U.S. Bureau of the Census

*Georgia Totals are reported in 00's.

*Region data is reported in 0's.

*Region includes Barrow, Clarke, Greene, Jackson, Jasper, Madison, Morgan, Newton, Oconee, Oglethorpe, and Walton counties.

*All decimal values represent percentage totals.

*1980 data is not available for owner and renter vacancy rates.

*The Owner: Renter ratio is calculated by dividing the number of owner-occupied units by the number of renter-occupied units.

The percentage of owner-occupied housing has increased to 75.9%, well above the state average, and the ratio of owners to renters is also well above the state level. This is a reflection of the moderate increase experienced in single-family construction, as well as the dramatic increase in manufactured housing units. This would indicate that a large percentage of manufactured housing units are owner-occupied. The City of Bowman reflects a similar trend, with an owner-occupied rate above the state average, but the City of Elberton has a very different housing composition. The low owner-occupied rate corresponds with a high renter-occupied rate, much higher than the state average, further illustrating the concentration of rental units in the City of Elberton.

The overall vacancy rate is well above the state average at 12.4%, reflecting the loss of population in the City of Elberton. The owner vacancy rate was well below the overall rate, at 1.7%, indicating a low demand for new housing, while the rental is much higher than the owner vacancy rate, at 8.0%, and is a reflection of the high rental vacancy rates in Elberton.

The owner to renter ratio illustrates the overall trend of increased home ownership throughout the county. The county trend has increased over the past ten years from 2.73:1 in 1990 to a ratio of 3.15:1 in 2000. This indicates that for every renter-occupied unit, there are 3.15 owner-occupied units. This trend well exceeds the increase in state homeownership patterns. The City of Bowman has remained relatively constant but continues to experience higher homeownership ratios than the state. The exception to this trend has been the City of Elberton, which has actually seen an increase in the number of renter-occupied housing units. The ratio has decreased over the past decade and now represents the lowest ratio in the county at 1.33:1.

There were only 64 housing units reported as recreational or seasonal, representing less than one percent of the total. The majority of these are associated with recreational vehicles located near Lake Russell.

Cost of Housing

Median Value of Housing

There are many factors that contribute to the overall cost of housing including the price of land, construction costs, availability of financing options, and land regulation policies governing development and construction. All of these factors combine with the supply and demand of housing to determine its price. It is important that the price of housing within a jurisdiction is compatible with the earned income of its residents. Analyzing the cost structure of the housing market can help determine if there is an adequate supply of affordable housing options in the community.

Table 5 analyzes the median cost for both owner and renter occupied housing over the past twenty years for the county and each of the municipalities, and compares the values with state data.

Table 5
Median Cost of Housing

Jurisdiction	Owner Median Value (\$)			Renter Median Value (\$)			Owner % Change 90-00	Renter % Change 90-00
	80	90	00	80	90	00		
Elbert	56,843	58,761	66,600	165	207	327	13.3	58.0
Georgia	48,275	93,939	111,200	320	453	613	18.4	35.3
Region	NA	63,151	97,722	NA	283	408	54.7	44.2
Bowman	54,544	57,049	64,900	169	256	346	13.8	35.2
Elberton	58,515	56,917	65,000	167	207	322	14.2	55.6

Source: U.S. Bureau of the Census; 1980, 1990, 2000

Calculations by NEGRDC

*All dollar values are expressed in 2000 constant dollars to eliminate inflation from the comparison.

*Region includes Barrow, Clarke, Greene, Jackson, Jasper, Madison, Morgan, Newton, Oconee, Oglethorpe, and Walton counties.

The cost of housing in Elbert County has increased steadily since 1980 but remains well below the state median value. This can be attributed to the lower demand for housing, as illustrated by the population data. Owner-occupied median values represent the lowest cost of any county within the Northeast Georgia region (including Barrow, Clarke, Greene, Jackson, Jasper, Madison, Morgan, Newton, Oconee, Oglethorpe, and Walton counties). Median values in both municipalities are similar to the county figure and are both well below the state rate.

The 2000 median value of manufactured housing in the county was significantly lower than traditional housing and was listed as \$36,300, comparable to the state median value of \$33,600. This illustrates the increased affordability that manufactured housing can offer to lower income households, particularly within unincorporated areas of the county.

The renter-occupied median rent is well below the state, partially due to the fact that there are few high-end apartment homes for rent in the county and the majority of the multi-family units represent the affordable housing stock and are relatively cheaper. The least expensive rents are found in Elberton indicating a cluster of affordable housing in the city that serves to house the majority of the low-wage retail and service sectors labor force, however rental rates throughout the county are relatively similar.

Housing Affordability

The term affordable housing is one of the most difficult to define because of the negative stigma attached to it. Affordable housing relates to the supply of housing available for the residents of a jurisdiction, whether they are highly educated professionals, minimum wage retail employees, or a special needs population.

Assessing affordability is a measure of the housing cost burden that is placed on households. More specifically, federal standards consider a household to be cost-burdened if it pays more than 30% of its gross income on housing. A household is considered severely cost-burdened if it spends more than 50% of its gross income on housing.

Table 6 illustrates the percentages of households that are considered cost burdened (classified in the 30-49% category) and severely cost-burdened (classified in the 50%+ category) according to their household expense for both owner and renter-occupied units. Severely cost-burdened data is not available from the 1990 Census; therefore the percentage of cost-burdened households refers to those that spent greater than 30% of their gross income on housing costs.

**Table 6
Percentage of Cost-Burdened Households**

Jurisdiction	Owner-Occupied				Renter-Occupied			
	1990		2000		1990		2000	
	30-49%	50%+	30-49%	50%+	30-49%	50%+	30-49%	50%+
Elbert	18.5%	NA	10.5%	8.5%	35.1%	NA	15.8%	14.4%
Georgia	19.3%	NA	13.5%	7.5%	37.0%	NA	18.9%	16.5%
Bowman	19.2%	NA	9.2%	9.2%	29.4%	NA	12.2%	20.8%
Elberton	21.3%	NA	11.6%	8.6%	40.0%	NA	14.7%	18.1%

Source: U.S. Bureau of the census; 1990, 2000

Overall the county and cities is below state averages in terms of cost-burdened households, reflecting the low median owner-occupied housing values and low median contract rents. However, the county and cities exceed state averages for severely cost-burdened owner-occupied housing and both cities exceed the state average for severely cost-burdened renter-occupied housing. This can be partially explained by the relative prevalence of poverty in the

population in comparison with state averages. Table 7 illustrates the poverty status statistics for each of the jurisdictions and compares with state rates.

Table 7
Poverty Status

Jurisdiction	Families in Poverty	Individuals in Poverty
Elbert	14.6%	17.3%
Georgia	9.9%	13.0%
Bowman	22.0%	24.2%
Elberton	21.3%	24.5%

Source: U.S. Bureau of the census; 2000

When compared with state statistics the county poverty rates appear high. As discussed in Chapter 3, Economic Development, the county does not have an abundance of high-paying professional jobs that are more predominant in larger metropolitan areas, which contributes to lower overall wages and may contribute to increasing poverty levels. However, the lower costs of living in the county should offset the lack of higher wage employment. This may be best explained by the high unemployment rate in the county, as discussed in Chapter 3 and the presence of subsidized housing units in Bowman and Elberton, generally occupied by low-income families and individuals.

Future Housing Demand

The forecast of future housing demand is based primarily on the expected population increase in Elbert County and the trends established in previous sections of this chapter, and elsewhere in the plan. Currently the majority of the county's inventory is single-family residences with a relatively small percentage of the housing stock in multi-family development, and an increasing percentage of mobile/manufactured housing.

The previous sections of this chapter have revealed the following trends:

1. The percentage of homeownership has increased in the county over the past twenty years and currently outpaces state rates.
2. The corresponding rate of renter-occupied housing has decreased.
3. The majority of multi-family housing is located in Elberton, with clusters in Bowman.
4. The total percentage of mobile/manufactured homes has increased.
5. The overall condition of the housing stock is improving with the increase in new construction.
6. The cost of housing is increasing in the county but is well below state median values in both owner and renter occupied housing.

The following forecasts are merely guidelines of what to expect if existing trends continue to hold true. To calculate the forecasts, the following assumptions were made:

1. Demand for housing shall keep pace with population increase.
2. The population will be able to afford housing within the county and municipalities.
3. The percentage rates of owner and renter-occupied housing shall remain the same throughout the planning horizon.
4. Average household size will decrease throughout the planning horizon.
5. An average vacancy rate of 5% shall be maintained throughout the planning horizon.
6. The composition of the housing stock shall remain constant throughout the planning horizon.

Table 8 illustrates the forecast for the county totals throughout the planning horizon in five-year increments from 2000 through to 2025. Table 9 provides the same data for each of the municipalities. In this case the overall trends for the municipality are factored into the forecast and the assumption is made that all percentage totals for owner and renter occupied, and single-family, multi-family and mobile/manufactured homes shall remain constant throughout the planning horizon.

In 2000, the county baseline data consisted of 64% single-family, 8% multi-family, and 28% mobile/manufactured homes. The owner and renter occupied rates are 75.9% and 24.1% respectively and will remain constant throughout the planning horizon. The unincorporated baseline totals are 83% owner-occupied and 17% renter, with 61% single-family, 4% multi-family, and 35% mobile/manufactured home.

**Table 8
County Housing Demands**

County Totals	Total Units	New Units	Single-Family	New Units	Multi-Family	New Units	Mobile Home	New Units
2000	9,136	-	5,870	-	733	-	2,469	-
2005	9,144	100	5,852	64	732	8	2,560	28
2010	9,655	510	6,179	327	772	41	2,703	143
2015	10,193	538	6,523	344	815	43	2,854	151
2020	10,761	568	6,887	364	861	45	3,013	159
2025	11,238	477	7,192	305	899	38	3,147	134
Unincorporated Totals								
2000	6,425	-	3,915	-	224	-	2,222	-
2005	6,187	-238	3,915	-202	224	-41	2,222	71
2010	6,582	395	3,713	245	183	20	2,293	128
2015	6,997	415	3,958	258	203	21	2,421	135
2020	7,437	440	4,216	274	224	24	2,556	143
2025	7,805	368	4,490	229	248	19	2,699	121

Source: U.S. Bureau of the Census 2000; Calculations by NEGRDC

Using the baseline assumption that owner and renter-occupied percentage rates shall remain constant throughout the planning horizon derives an owner-occupied total of 5,924 units and a renter-occupied total of 1,881 units in 2024 for the unincorporated county. The total new units required through 2025 are 1,380, broken down by 575 single-family, 24 multi-family, and 477 mobile/manufactured units.

**Table 9
Municipal Housing Demand**

Jurisdiction	Total Units	New Units	Single-Family	New Units	Multi-Family	New Units	Mobile Home	New Units
Bowman								
2000	416	-	261	-	57	-	98	-
2005	442	26	278	17	59	2	104	6
2010	481	39	303	25	64	5	114	10
2015	524	42	330	27	70	6	124	10
2020	570	47	359	29	76	6	135	11
2025	611	40	385	25	82	6	144	9
Elberton								
2000	2,295	-	1,694	-	452	-	149	-
2005	2,515	220	1,861	167	490	42	163	14

Jurisdiction	Total Units	New Units	Single-Family	New Units	Multi-Family	New Units	Mobile Home	New Units
2010	2,592	77	1,918	57	505	15	168	5
2015	2,672	80	1,977	59	521	16	174	5
2020	2,754	82	2,038	61	537	16	179	5
2025	2,822	67	2,088	50	550	13	183	4

Source: U.S. Bureau of the Census; Calculations by NEGRDC

In 2000, Bowman's baseline data consisted of 63% single-family, 13% multi-family, and 24% mobile/manufactured homes. The owner and renter occupied rates are 73.5% and 26.5% respectively and will remain constant throughout the planning horizon. Elberton's baseline totals are 57% owner-occupied and 43% renter, with 74% single-family, 20% multi-family, and 6% mobile/manufactured home.

Bowman's housing increase results in a total of 449 owner-occupied units and 162 renter-occupied utilizing the baseline assumptions. The forecasts call for a total of 195 total new housing units throughout the planning horizon broken down by 124 single-family, 25 multi-family, and 46 mobile/manufactured units.

Elberton's housing increase results in a total of 1,609 owner-occupied units and 1,213 renter-occupied utilizing the baseline assumptions. The forecasts call for a total of 527 total new housing units throughout the planning horizon broken down by 394 single-family, 98 multi-family, and 34 mobile/manufactured units.

Assessment of Local Housing

Housing Choice Assessment

In order to meet the diverse needs of the county's population a variety of housing options needs to be available. As Table 1 indicated, the majority of housing units throughout the county are single-family (64.3%) but the percentage is decreasing because of the increase in mobile/manufactured housing in the unincorporated county.

This trend is a reflection of the affordability of mobile/manufactured homes in Elbert County. Despite the relatively low median values for owner-occupied households, as indicated in Table 5, the median values are nearly half that cost. The median value of a mobile/manufactured home in Elbert County is \$36,300, well below the median value of traditional single-family housing of \$66,600. The demographics of county households indicate that the majority of households are traditional, married couple types (51.9%). However, over the past decade there has been a decrease in the proportion of family to non-family households, with family households falling from 74.7% to 72.1% between Census years. This is further illustrated by examining the components of the family households. The indicators illustrate an increase in single-female households, from 14.2% to 15.7%, and an increase in single-occupant households from 23.6% to 25.0%. These statistics help to explain the decrease in average household size in the county from 2.62 to 2.53, well below the 2000 state average of 2.65.

The demographic shift experienced in Bowman between Census years is similar to the county changes. The total number of family households decreased from 71.6% to 64.7%, with married-couple families decreasing from 56.5% to 45.1%. The corresponding increases are illustrated in the upward shift in single-female householders from 12.3% to 15.9%, and the increase in non-family households from 28.4% to 35.3% (specifically single-occupant households increasing from 26.1% to 31.8%). The increase in multi-family housing units in Bowman has accommodated the shift in the demographics, increasing the number of affordable units in the city to single earner households. This has also contributed to the decrease in average household size from 2.55 to 2.38.

Elberton has also experienced similar demographic trends, although because of the abundance of multi-family housing in the city (both in 1990 and 2000) the shift was not as pronounced. The number of family households

decreased slightly from 66.4% to 64.2%. Married-couple families experienced the largest decrease among the indicators dropping from 44.8% to 37.9% of family households. This downward change is further illustrated by the corresponding increase in single-female households from 18.6% to 21.8% and single-occupant households from 31.8% to 32.9%. The demographic change has contributed to the decrease in average household size from 2.39 to 2.35. Elberton houses the majority of multi-family units in the county and has a relatively high percentage of renter-occupied households (as illustrated in Table 4). This is directly related to the fact that Elberton houses the majority of employment opportunities in the county and allows non-traditional households access to affordable housing within reasonable proximity to their place of employment.

The existing housing stock seemingly matches the composition of the population, though Elberton has expressed the desire to increase the ratio of owner-occupied to renter-occupied units in order to create a greater sense of investment in the community. As the population continues to expand, economic development initiatives look to match that expansion through increased commercial and industrial activity. Increases in the retail and service industries are generally correlated with population expansion and they also support the majority of the low-wage employment opportunities. As the labor force increases in all wage categories housing needs must continually be assessed to ensure that the new population's needs are being addressed

Housing Condition Assessment

Overall the condition of the housing stock is adequate throughout the county due to recent construction and the preservation of a large percentage of historic homes. Over one-third of housing in the county has been constructed in the past twenty years and the demand for new housing is projected to remain constant throughout the planning horizon.

As Table 3 illustrates, the deficiencies in the housing stock are decreasing throughout the county and are relatively similar to state averages in units lacking complete plumbing or kitchen facilities, and overcrowded units. The only major difference between state and county or municipal averages is reflected in the percentage of homes built prior to 1939. As discussed in the previous section on "Condition of Housing Stock," as well as in the Natural and Cultural Resources chapter, there are a large percentage of historic homes that are currently preserved within the cities of Bowman and Elberton in existing, or planned, historic districts, as well as historic homes in the unincorporated county. The preservation of these homes contributes to the community in a variety of ways and maintains the county's historic character.

Housing Affordability

Table 5 examines the cost of housing throughout the county and illustrates the trends that have occurred since 1980. The cost of living in Elbert County has continually increased over the past twenty years, however the median cost of purchasing a home is well below the state average and represents the lowest median value in the Northeast Georgia region. This is a reflection of Elbert County's location in a rural environment outside of the high growth areas within the Metro Atlanta. The median contract rent has also increased but is below the state average due to the lack of high-end condominium style rental properties.

To determine whether or not the housing stock is affordable to the population increases in income levels must be analyzed. Increases in housing costs must correlate to increases in income to ensure that there are affordable housing options available to the entire population.

Median housing costs increased throughout the county in 2000. Using a generally accepted lending standard that a household can qualify to purchase a home valued at 2.5 times its annual income, Table 10 illustrates the correlation between median housing values and median incomes. Table 11 further illustrates the comparison between housing costs and income levels within various price ranges.

Table 10
Income Required to Afford Median Value Homes

Jurisdiction	Median Housing Value-2000	% Change 1990-2000	Median Income-2000	% Change 1990-2000	Required Income-2000	% Change 1990-2000
County	\$66,600	13.3	\$28,724	6.3	\$26,640	13.3
Bowman	\$64,900	18.4	\$24,083	3.9	\$25,960	13.8
Elberton	\$65,000	13.8	\$31,154	37.9	\$26,000	14.2
Georgia	\$111,200	14.2	\$49,280	28.9	\$44,480	18.4

Source: U.S. Bureau of the Census; Calculations by NEGRDC

Table 11
Housing Affordability

Elberton County		
Units	Housing Price Range	Households
32.6	<50,000	27.5
43.8	50,000-99,999	31.8
14.1	100,000-149,999	17.5
6.5	150,000-199,999	14.5
1.4	200,000-299,999	4.8
0.2	300,000-499,999	3.1
1.4	500,000+	0.7
Bowman		
Units	Housing Price Range	Households
20.5	<50,000	38.1
64.9	50,000-99,999	26.4
6.5	100,000-149,999	16.5
6.5	150,000-199,999	8.5
1.6	200,000-299,999	2.9
0	300,000-499,999	6.9
0	500,000+	0.5
Elberton		
Units	Housing Price Range	Households
32.5	<50,000	34.8
51.6	50,000-99,999	30.3
10.3	100,000-149,999	12.9
4.9	150,000-199,999	11.8
0	200,000-299,999	5.4
0	300,000-499,999	3.7
0.6	500,000+	1.1

Source: U.S. Bureau of the Census; Calculations by NEGRDC

Table 10 highlights the relationship between rising housing costs and rising income levels. The difference between the two values indicates that the majority of higher paying jobs are locating in Elberton as evidenced by the relatively large increase in median income between census years. The Required Income-20000 column illustrates the necessary household income to afford a median priced home within each respective jurisdiction. Both Elbert County and the City of Bowman's statistics compare favorably, with Bowman's required income slightly below the median priced home (as previously mentioned this can be partially explained by the increase in multi-family housing units in the city, many of which are subsidized housing units, generating lower household income levels). The City of Elberton's median income levels are certainly adequate to afford median-priced homes within the city. The state comparison illustrates the relative affordability of housing throughout the county.

Table 11 refines the comparison of income to housing values illustrating the compatibility between the two variables within different housing value ranges. The Units column identifies the percentage of housing units within each community priced within the defined range and the Households column indicates the percentage of households that can afford housing within each of the identified ranges. A household's ability to afford housing is determined by assessing household income and determining which value range best fits each household to ensure it is not cost-burdened.

Overall, owner-occupied housing is relatively affordable to the majority of county citizens as illustrated by the fact that the majority of housing units are priced below \$100,000, matching the population's needs. This complements the data presented in Table 6, indicating that the number of cost-burdened households throughout the county are below the state average.

The increase in contract rent was moderate over the past decade but continues to remain well below the state average, as illustrated in Table 5. However, this does not necessarily mean that it is affordable to all who need it. As previously mentioned, this is a problem statewide and it is becoming increasingly difficult for lower wage employees (typically retail workers) to find adequate, affordable housing. Many of these types of jobs are paying minimum (\$5.15/hour) or comparable wages. In order to afford the median contract rent without becoming cost burdened an employee must earn \$6.25/hour. Since the majority of rental units are single occupant households, or single earner families, this represents the only source of income. Retail trade employees are generally earning lower wages and are those who most often require affordable rental options. Retail trade represents the fourth largest employment sector in the county and has an average weekly wage of \$273, which equates to \$6.83/hour, basically the amount needed to afford the median rent.

This is a situation that requires monitoring at the local level because of the large influence housing availability has on economic development. Without a strong supply of affordable, adequate housing units the county cannot house the projected workforce and will struggle attracting new commercial and industrial employers.

Special Needs Housing

The only significant special needs population identified in Elbert County is the elderly aged 65 and older. As noted in Table 11 in the Population chapter, the elderly population represents a significant demographic group in the county and accounted for nearly 15 percent of the total population.

Currently Elbert County has three nursing homes/long-term care facilities as reported in Chapter 6, Community Facilities, which meet the special needs of Elbert County's elderly population. These facilities consistently operate at or near capacity and as the county population ages additional housing options may be needed to ensure an adequate supply of special needs housing.

Housing Compatibility with Local Employment

Overall, the housing chapter illustrates that the cost of living in Elbert County, and its municipalities, is lower than state averages because of the rural nature of the county and the absence of large-scale suburban development. The Economic Development chapter discusses wages and earnings of the county population, and as indicated in the section on "Average Weekly Wages," average wages have increased in the county. While these wages do not compare with state averages they do appear sufficient to provide employed residents adequate income to afford available housing.

The commuting workforce in Elbert County is much smaller than surrounding suburbanized counties. As discussed in Chapter 3, “Commuting Patterns,” the loss of local commuters is not a major issue. While the county is seeking to retain a larger percentage of its workers, overall the county has a high percentage of employed residents working in Elbert County. This indicates that the existing supply of housing and employment opportunities are adequate, allowing local workers the opportunity to live near their place of work.

Goals and Policies

Vision Statement: *Promote the provision of safe, sanitary, and affordable housing to all residents and support the preservation of the environment and existing historic neighborhoods through sound growth management practices that minimize the adverse impacts of housing construction.*

Goal 1.1: Focus residential development in areas supported by necessary infrastructure. *(Applicable to Elbert County and the municipalities of Bowman and Elberton)*

Policy 1.1.1: Coordinate future residential development with the availability of supportive infrastructure. *(Applicable to Elbert County and the municipalities of Bowman and Elberton)*

Policy 1.1.2: Encourage infill redevelopment, where appropriate, in suitable areas supported by necessary infrastructure. *(Applicable to the municipalities of Bowman and Elberton)*

Policy 1.1.3: Encourage mixed-use development within the downtown district. *(Applicable to the municipality of Elberton)*

Policy 1.1.4: Mitigate negative environmental impacts associated with increased residential development. *(Applicable to Elbert County and the municipalities of Bowman and Elberton)*

Goal 1.2: Utilize the Future Land Use map to determine suitable locations for residential development. *(Applicable to Elbert County and the municipalities of Bowman and Elberton)*

Policy 1.3.1: Avoid scattered, non-contiguous residential development patterns. *(Applicable to Elbert County and the municipalities of Bowman and Elberton)*

Policy 1.3.2: Focus residential growth in appropriate locations as determined on the future land use map. *(Applicable to Elbert County and the municipalities of Bowman and Elberton)*

Policy 1.3.3: Promote clustered residential development that provides for open space and landscape preservation and self-contained recreational areas. *(Applicable to Elbert County and the municipalities of Bowman and Elberton)*

Policy 1.3.4: Preserve, conserve and enhance historic structures and sites wherever possible. *(Applicable to Elbert County and the municipalities of Bowman and Elberton)*

Goal 1.3: Seek outside funding sources for housing rehabilitation and special needs housing assistance. *(Applicable to Elbert County and the municipalities of Bowman and Elberton)*

Policy 1.4.1: Ensure adequate supply of special needs housing. *(Applicable to Elbert County and the municipalities of Bowman and Elberton)*

Policy 1.4.2: Encourage the renovation of substandard or vacant units for use as affordable housing units for low-to-moderate income households. *(Applicable to Elbert County and the municipalities of Bowman and Elberton)*

Chapter 5A: Natural Resources

Introduction

This section addresses the natural resources found in Elbert County and the cities of Elberton and Bowman. Natural resources inventoried, including their need for protection or management, include public water supply sources, water supply watersheds, groundwater recharge areas, wetlands, protected mountains and rivers, coastal resources, floodplains, soils suitable for development, steep slopes, prime agricultural and forest land, plant and animal habitats, major park, recreation, and conservation areas, and scenic views and sites. Based on the community's vision, goals, policies and strategies were determined for these resources appropriate use, preservation, and protection.

Public Water Supply Sources

Public water supply sources vary by community. Water supply sources are either surface water (rivers & lakes) and/or groundwater (wells). Some communities rely solely on one type of water source; others rely on multiple sources while others use water sources that exist in adjacent communities.

Elberton has two active surface withdrawal permits, one on Beaverdam Creek (emergency/back-up) and one on Lake Russell. The watershed for Beaverdam Creek lies both in Elbert County and Elberton. The Beaverdam Creek withdrawal is protected through a watershed protection ordinance that was passed by Elbert County in January 2001. Elberton passed its protection ordinance in June 1999.

The Lake Russell withdrawal serves as the primary municipal water source for the city. This is a small water supply watershed encompassing approximately 67 square miles. No watershed protection measures have been adopted. The watershed lies in both Elbert County and Elberton.

Bowman has 3 municipal wells; Mt. Zion Church well (emergency); City Park Well; and R.E.Adams Well (emergency).

Georgia's Source Water Assessment Program (SWAP) is aimed at protecting public drinking water supplies at their source. SWAPs were completed throughout the state in May 2003. The Plan is intended to identify potential sources of pollution within a drinking water supply watershed and assess the overall susceptibility of the water supply based on the identified upstream sources.

Raw water samples were taken for Fortson Creek. Samples were tested for *Cryptosporidium* and *Giardia*, disease-causing microorganisms that can exist in the intestines of mammals. These microorganisms are difficult to remove from raw water using traditional water treatment techniques since they are resistant to chlorine. No *Cryptosporidium* cysts were found in the city's raw water supply during the 6-month sampling program. *Giardia* cysts were identified at low levels in the December 2001 sample but there were no detections during the rest of the sampling.

Based on data gathered and analysis completed, Elberton's water supply was rated a LOW score for overall pollution susceptibility. The assessment identified 125 potential point and non-point pollutant sources within the City's two water supply watersheds. Many of the pollutant sources in the watershed were related to granite mining practices, but most of these practices ranked as a low priority potential pollution source. Based on the analysis, it was determined that the highest priority pollutant sources in these watersheds are:

- Sites listed on the Hazardous Site Inventory
- Landfill
- Wastewater treatment plants
- Railroad and Pipeline crossings

The conclusions of the SWAP report indicated that because the Lake Russell watershed covers a large area, it is important for Elberton to work with other municipalities to ensure a safe drinking water source. Prevention and notification are critical to protecting the community's water supply.

Limited development in the watershed has largely been responsible for good water quality. However, as Elberton and the surrounding area develop, maintaining good water quality will become an increasing challenge. Roadway or railroad expansion or new road construction through the area will need to be planned, managed, and well routed to keep from posing significant risk to the watershed. In addition, extra measures, such as reducing speed or installing containment barriers, were recommended on railroad crossings located in close proximity to the drinking water supply intakes in order to minimize the impact of a spill or accident along the railroad line would have on the water supply.

Assessment

Elberton has adequate staff to enforce its ordinances and therefore, has seen no problems with watershed protection within the Beaverdam Creek watershed, the sole watershed previously affecting the city for which protection criteria was adopted. As with the Beaverdam Creek watershed, there is little development in the Lake Russell watershed. The city anticipates that future development will be very limited. This fact coupled with the city's ordinance enforcement will continue to adequately protect these watersheds.

Bowman's well is situated on a 56-acre parcel on land identified as park/recreation/conservation and owned by the city. Despite the fact that the city has not passed a wellhead protection ordinance, the well's pollution potential is limited. Surrounding land uses are residential and agricultural. There are no large-scale agricultural operations in the city or near the wellhead that could potentially pollute the groundwater. Future land use indicates little to no development within the city.

Most of the Beaverdam and Lake Russell watersheds are located in unincorporated Elbert County. Prior to this year, ordinance enforcement was the responsibility of the Code Enforcement Officer. Even with this officer, enforcement was not deemed a success based on the coliform levels in Fortson Creek. Elevated levels are largely due to a nearby neighborhood, Sunny Acres, where homes are served by individual septic systems, many of which are failing.

In 2003, the county abolished its Code Enforcement position. Responsibility for code enforcement has been shifted to various county departments including the Health Department, Sheriff's Department, and Tax Office. However, without any development permitting, enforcement of the watershed ordinance in the county is unlikely. Funding and lack of desire by the citizens for any regulation are deemed the primary reasons. The county plans on funding a position for a Code Enforcement Officer in 2004. This position will have responsibility for enforcing all environmental-related ordinances thus offering better protection for these resources than is available under the current dispersed enforcement system.

To date, development in the watersheds has been limited. The area is not served by public sewer or water; therefore, only scattered growth is anticipated. The lack of development should therefore somewhat reduce the potential for pollution.

In lieu of regulatory mechanisms, the plan supports a proactive approach to addressing the pollution issues associated with existing development: for instance, providing public sewer to neighborhoods with failing septic systems.

Water Supply Watersheds

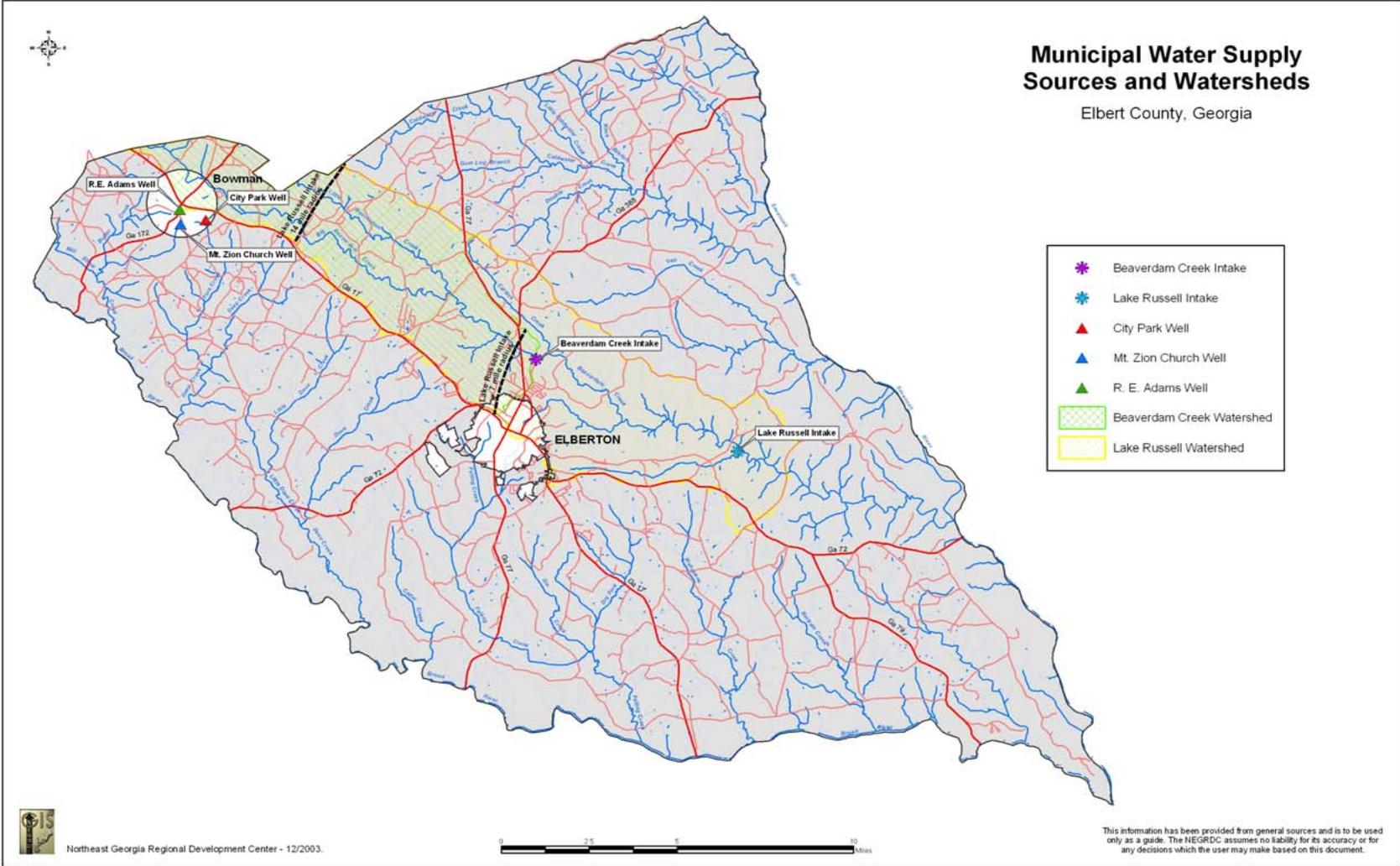
The Environmental Planning Criteria define a water supply watershed as the area where rainfall runoff drains into a river, stream or reservoir used downstream as a source of public drinking water supply. By limiting the amount of pollution that gets into the water supply, local governments can reduce the costs of purification and help guarantee public health.

Elberton is the sole jurisdiction that utilizes surface water for its municipal drinking water. The Lake Russell intake is the primary municipal drinking water source with Beaverdam Creek serving as an emergency/back-up source.

The Georgia Department of Natural Resources established Environmental Planning Criteria for the protection of drinking water watersheds. The protection criteria vary depending on whether the watershed is large (>100 sq. miles) or small (<100 sq. miles).

Protection criteria for the Beaverdam Creek watershed, a small water supply watershed, was adopted by Elberton in June 1999 and Elbert County in January 2001. The criteria restricts land uses within the watershed (i.e., hazardous waste treatment or disposal facilities, sanitary landfills), limits impervious surface area to 25% of the watershed or existing use, whichever is greater, and requires the use of Agricultural Best Management Practices for the application of animal waste on land. The criteria restricts impervious surfaces from a 150 foot buffer adjacent to both sides of the stream bank, requires a 100 foot vegetative buffer, restricts septic tanks and their related drain fields within the 150 foot setback, and requires the use of silvicultural and agricultural best management practices.

No protection criterion exists for the Lake Russell intake watershed, a large water supply watershed encompassing 111 square miles.



Assessment

See above-discussion on Public Water Supply Sources for vulnerability assessment of these watersheds.

Elbert County and Elberton must adopt the large water supply watershed protection criteria for the Lake Russell intake watershed.

Groundwater Recharge Areas

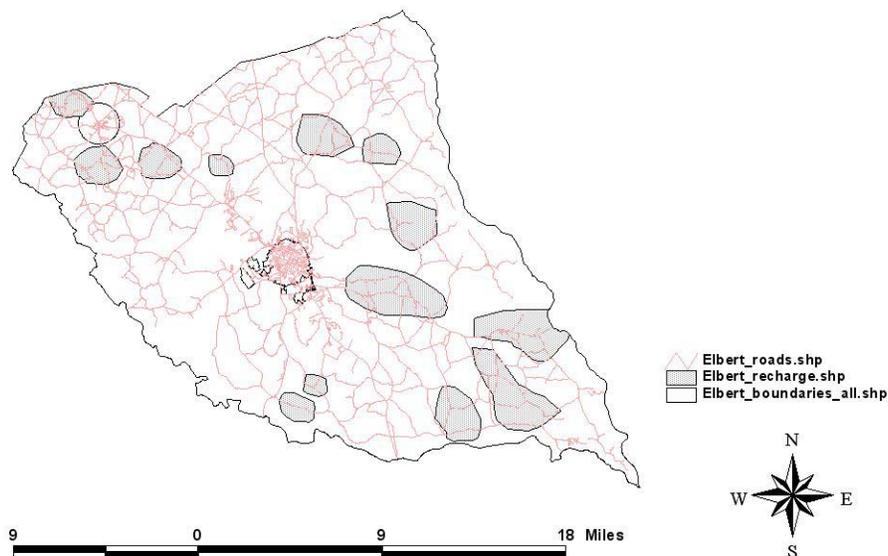
Groundwater resources are contained within underground reservoirs known as aquifers. These aquifers are zones of rock beneath the earth's surface capable of containing or producing water from a well. They occupy vast regions of the subsurface and are replenished by infiltration of surface water runoff in zones of the surface known as groundwater recharge areas.

If hazardous waste or toxic substances pollute the water that seeps into the ground in a recharge area, these pollutants are likely to be carried into the aquifer and contaminate the groundwater, making it unsafe to drink. Since 40 percent of Georgians, primarily located in the coastal plain portion of the state, get their drinking water from groundwater sources, we cannot allow groundwater recharge areas to be contaminated.

Once polluted, it is almost impossible for a groundwater source to be cleaned up. Groundwater is susceptible to contamination when unrestricted development occurs within significant groundwater recharge areas. It is, therefore, necessary to manage land use within groundwater recharge areas in order to ensure that pollution threats are minimized.

In the Piedmont, groundwater recharge areas are generally those with thick soils and slopes of less than 8 percent.

Groundwater Recharge Areas



There are eleven significant groundwater recharge areas in the county, all located in unincorporated Elbert County with the exception of a small area in northwest Bowman. In January 2001 Elbert County adopted protection criteria established by DNR. Bowman adopted the protection criteria in October 2000. These criteria include:

1. No issuing of permits for land disposal of hazardous wastes or for new sanitary landfills not having synthetic liners and leachate collection systems;
2. Requirements of impermeable pads for facilities that treat, store, or dispose of hazardous waste;
3. Secondary containment for new aboveground chemical or petroleum storage tanks having a minimum volume of 660 gallons (tanks for agricultural purposes are exempt provided they comply with all Federal requirements);
4. Lining requirements for agricultural waste impoundments; and
5. Lot size requirement in accordance with the Department of Human Resources' Manual for On-Site Sewage Management Systems, for new homes and new mobile home parks served by septic tank drain systems.

Assessment

In 2003, the county abolished its Code Enforcement position. Responsibility for code enforcement has been shifted to various county departments including the Health Department, Sheriff's Department, and Tax Office. However, without any development permitting, enforcement of the groundwater recharge protection ordinance in the county is unlikely. The county plans on funding a position for a Code Enforcement Officer in 2004. This position will have responsibility for enforcing all environmental-related ordinances thus offering better protection for these resources than is available under the current dispersed enforcement system.

Bowman's population growth has been limited, and population projections indicate continued limited growth. No development is anticipated in the recharge area within the city limits; therefore, the city anticipates no change in its ability to protect the recharge area.

Wetlands

Five categories of wetlands are identified in DNR's Rules for Environmental Planning Criteria as requiring protection through ordinances: open water, non-forested emergent wetlands, scrub/shrub wetlands, forested wetlands, and altered wetlands. Wetlands are areas that are flooded or saturated by surface or groundwater often and long enough to grow vegetation adapted for life in water-saturated soil. A wetland does not have to be flooded or saturated for more than one week of the year in order to develop the vegetation and soil characteristics that qualify it as a wetland. Wetlands provide many important benefits such as the following:

Flood Control. Wetlands act as natural sponges. They absorb and gradually release water from rain to groundwater and streams.

Water Quality Improvement. Wetlands act as natural filters and remove sediment, nutrients and pollution from runoff.

Groundwater Recharge. Water migrates downward through wetlands to maintain groundwater levels.

Shoreline Erosion Control. Wetland plants bind the soil with their roots providing protection from storm and wave damage.

Natural Products. A wealth of natural products is produced by wetlands - timber, fish, shellfish and wildlife.

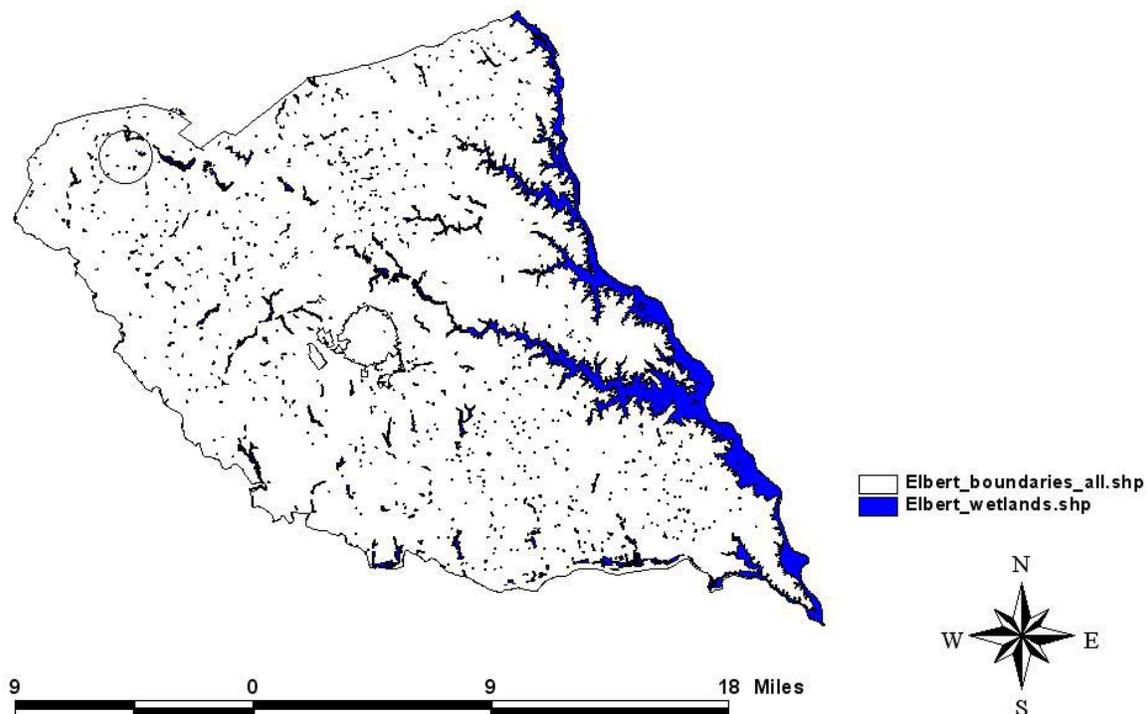
Fish and Wildlife Habitat. Wetlands provide food, nursery grounds and shelter for both aquatic and terrestrial organisms.

Recreation and Aesthetics. Many recreational activities take place in and around wetlands - hunting, fishing, hiking, birding, and photography.

Since 1890, the United States Army Corps of Engineers (USACE) has had regulatory responsibilities for waters of the U.S. The original purpose was to protect navigation. Section 404 of the Clean Water Act of 1977 gives them the authority to regulate the discharge of dredged or fill materials into waters or wetlands of the U.S. A federal permit from the USACE is required in order to alter or disturb wetlands in any way. Local governments must ensure that local government permitting does not inadvertently encourage alteration of wetlands that are regulated by the U.S. Army Corps of Engineers.

Wetlands are scattered throughout Elbert County, Bowman, and Elberton. All jurisdictions have adopted the required DNR protection criteria except Elberton. Unfortunately, when the last comprehensive plan was completed, wetland mapping was not available for Elberton. That data has since become available and Elberton will be required to adopt a wetlands protection ordinance consistent with the DNR Wetland Protection Criteria.

Wetlands



Assessment

Most development within the county is within Elberton and its vicinity and Bowman. Elberton has few wetlands within its jurisdictional boundary. Development to date has not affected wetlands. Future development patterns should not negatively affect wetlands as the city is largely built out. However, the city must adopt a wetlands protection ordinance to comply with the Georgia Planning Act. Elberton has adequate staff to enforce its ordinances and therefore foresees no problem with protecting wetlands within its jurisdiction.

Bowman's population has been rather stagnant, and projections indicate little growth. Few wetlands exist in the city and the city has established development review procedures. The city foresees no problem with protecting wetlands within its jurisdiction. The most extensive wetlands are located in the northern part of the city on large agricultural tracks. However, as previously mentioned hobby farms are the predominant agricultural practice within the city and the city anticipates little future development. Therefore, development impacts on wetlands are not anticipated.

Small isolated wetlands are scattered throughout unincorporated Elbert County. In 2003, the county abolished its Code Enforcement position. Responsibility for code enforcement has been shifted to various county departments including the Health Department, Sheriff's Department, and Tax Office. However, without any development permitting, enforcement of the wetlands protection ordinance in the county is unlikely. The county plans on funding a position for a Code Enforcement Officer in 2004. This position will have responsibility for enforcing all environmental-related ordinances thus offering better protection for these resources than is available under the current dispersed enforcement system.

Protected Mountains

There are no elevations in Elbert County, Elberton, or Bowman that meet the definition of "protected mountain."

Protected River

River corridors are of vital importance to Georgia in that they help preserve those qualities that make a river suitable as a habitat for wildlife, a site for recreation, and a source for clean drinking water. River corridors also allow the free movement of wildlife from area to area within the state, help control erosion and river sedimentation, and help absorb floodwaters.

A protected river has been defined by the General Assembly as a Georgia river that has an average flow rate of at least 400 cubic feet per second. A protected river corridor is all land, inclusive of islands, in areas of a protected river and being within 100-feet horizontally on both sides of the river as measured from the uppermost part of the river bank (usually delineated by a break in the slope). The protected area also includes the area between the uppermost part of the riverbank and the waters edge, although this strip of land is not included as part of the 100-foot buffer requirement contained in the minimum standards.

The Broad River meets the protected river criteria. Elbert County has sole jurisdictional authority over this river.

The river is home to the Shoals Spiderlily and the False Poison Sumac, both threatened species. Sensitive natural areas within the corridor are numerous wetlands and Anthony Shoals. Scenic views abound. Few historic resources are documented since the most recent survey, 1980, documented only those resources accessible by road. However, the historic site of the Broad River Manufacturing Company (Hopewell Factory, Thompson's Factory) remains. This site is located on the north side of the Broad River near the foot of Anthony Shoals, 3/4 mile from Georgia 79 and is currently owned by the U.S. Army Corps of Engineers. The site, which dates from 1848, consists of extensive ruins of cut granite and brick.

Land use within the corridor is predominantly agricultural, including commercial forest, with limited residential and commercial uses.

In January 2001 Elbert County adopted a river corridor protection ordinance that established a 100' undisturbed vegetative border adjacent to the river corridor and limits development within the corridor to residential provided that any dwelling is on a minimum lot of 2 acres. Agricultural and silvicultural activities are permitted provided they comply with best management practices. Prohibited activities include hazardous waste landfills, receiving or storage or solid waste landfills, C&D landfills, hazardous materials handling, and surface mining.

Assessment

The River Corridor Protection ordinance is not enforced. Because the county no longer funds the position of Code Enforcement Officer, responsibility for code enforcement has been shifted to various county departments including the Health Department, Sheriff's Department, and Tax Office. However, without any development permitting, enforcement of the River Corridor Protection ordinance in the county is unlikely. The county plans on funding a position for a Code Enforcement Officer in 2004. This position will have responsibility for enforcing all environmental-related ordinances thus offering better protection for these resources than is available under the current dispersed enforcement system.

Development impacts on the river are limited largely due to the lack of development along the river. The river corridor is predominately agricultural and is projected to remain such during the 20-year planning horizon. However, long term, as the community's population increases, development impacts may become a reality

Coastal Resources

There are no resources in Elbert County, Elberton, or Bowman that meet the definition of "coastal resource".

Flood Plains

Floodplains include areas within the community that are subject to flooding based on the 100 year, or base, flood. Floodplains are generally flat, low-lying areas adjacent to stream channels. They act as floodwater storage areas, soaking up stormwater runoff in excess of a stream channels capacity.

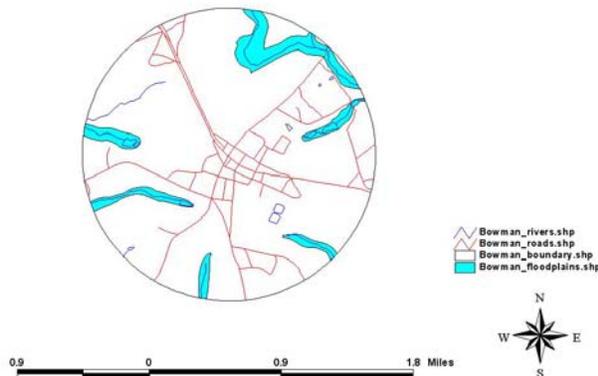
Flood hazard boundary maps have been prepared for Elberton and Bowman. Elberton has participated in the National Flood Insurance Program since 1986. Bowman first participated in 1975; however, since 1976 the city has been subject to sanctions since it never adopted a floodplain management ordinance. A community subject to sanctions is not eligible for federal funds for projects, which take place in the floodplain, including federal financial assistance for permanent repair or reconstruction of insurable buildings located in a Special Flood Hazard Areas where there is a residentially declared disaster due to flooding. Additionally, any structures built in a floodplain cannot get flood insurance, a requirement of any lender.

Flood prone areas in Elberton are located on Beaverdam Creek in the northern part of the city and on Falling Creek in the southern part of the city. Floodplains have not been mapped for areas annexed into the city since 1986.

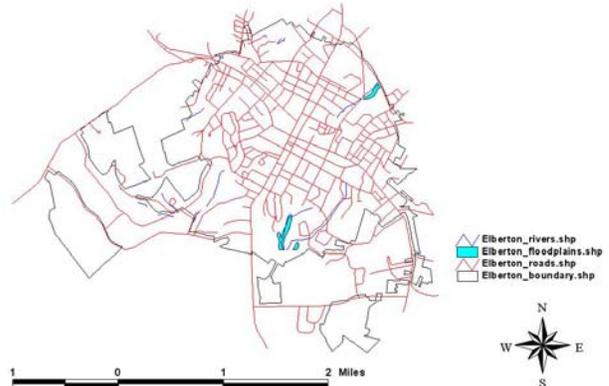
Flood prone areas in Bowman are located on South Beaverdam Creek north and south of N. Broad Street, and on Butler and Fork creeks.

Unincorporated Elbert County, which does not participate in the Flood Insurance Program, generally sees only structural flood damage occurring on county roads, bridges, and culvert stream crossings. Historically, there has been some agricultural flood damage on the Broad River upstream of Clarks Hill Lake and Wahachee, Deep, and Butler creeks.

Bowman Floodplains



Elberton Floodplains



Assessment

Elberton reports recent flood damage along Falling Creek. Primarily, the damage has been to the basements of structures. The city received a GEMA grant of \$107,000 to install culverts on Brookside Drive and an unnamed street on Heard Drive to alleviate flood damage. This project should be complete September 2004.

Bowman reports no structural flood damage. However, the city indicates that it would like to participate in the Flood Hazard Program. This will required the city to adopt a Flood Prevention ordinance.

Previously, Elbert County has not participated in the Flood Hazard Insurance Program. However, recently, the county initiated the process so that may ultimately participate. A preliminary map has been developed but has not been certified. A final map should be available by the end of 2006.

Enforcement of the ordinance will lie with a Code Enforcement Officer. However, unless the county funds the position, this ordinance, like those previously discussed, will not be enforced. The county plans on funding a position for a Code Enforcement Officer in 2004. This position will have responsibility for enforcing all environmental-related ordinances thus offering better protection for these resources than is available under the current dispersed enforcement system.

Soil Types

Soil types are included in the comprehensive plan in terms of their suitability for development. Some soil types with poor drainage are unsuitable for development, and can erode in a way that harms water quality. Soil quality can be improved with proper erosion and sediment control measures, but in some cases it is necessary to restrict development or require land modifications in these areas.

Erosion causes water quality problems in Georgia. Erosion leads to an increase in sediment ending up in our lakes, streams, estuaries or marshlands. Problems caused by this sediment include:

Local Taxes - Cleaning up sediment in streets, sewers and ditches adds extra costs to local government budgets.

Dredging - The expense of dredging sediment from lakes, harbors and navigation channels is a heavy burden for taxpayers.

Lower Property Values - Neighboring property values are damaged when a lake or stream fills with sediment. Shallow areas encourage weed growth and create boating hazards.

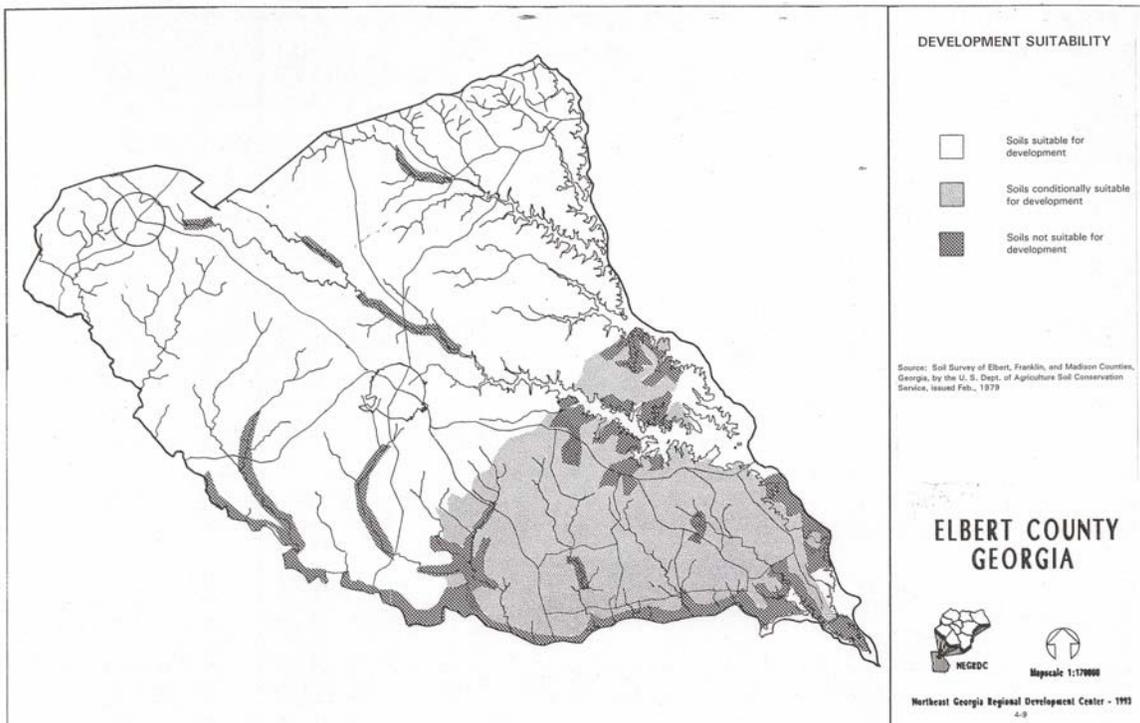
Poor Fishing - Muddy water drives away fish like spotted sea trout that rely on sight to feed. As it settles, sediment smothers fish eggs and shellfish such as clams and oysters. Sediments can also clog fish gills and kill them.

Nuisance Growth of Weeds and Algae - Sediment carries fertilizers that fuel algae and weed growth. Growing algae use oxygen from the water that fish need to survive.

The determination of whether a soil is suitable for development is based on severity of slope, depth to bedrock, water table, and soils with a severe limitation for septic absorption fields.

Assessment

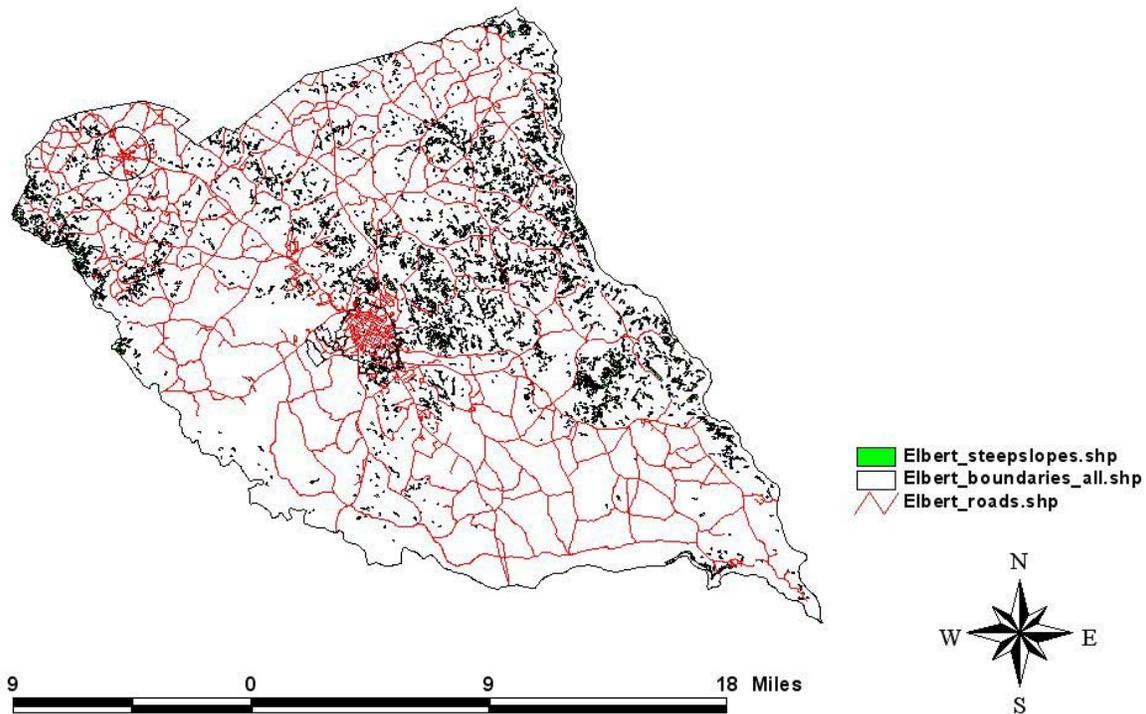
A majority of soils in Elbert County are suitable for development. Soils throughout Bowman and Elberton are largely suited for development. Generally, soils in the lower third of the county are considered unsuitable for septic tanks unless the septic field is installed with additional drain lines and larger drain fields.



Steep Slopes

Steep slopes include areas, other than protected mountains, where the slope of the land exceeds 18% and therefore warrants special management practices. The reason for identifying and regulating development on steeply sloped terrain is similar to the reasons for mountain protection. Soil conditions are often shallow and unstable in these areas, resulting in erosion and vegetative loss, and reduced water quality.

Elbert County Steep Slopes



Steep slopes are scattered throughout the county with most occurring in the upper Broad River corridor and east of Georgia 17 and 72. These areas are largely undeveloped with only scattered residential development.

Assessment

Little development is anticipated in the 20-year planning horizon; therefore, no impact on steep slopes is anticipated.

Prime Agricultural and Forest Land

Prime Agricultural and Forest Land areas include those valued for agricultural or forestry production that may warrant special management practices. Many Georgia communities depend on agriculture and forestry as a crucial part of the local economy. Often farmland exists in areas experiencing such high population growth that it becomes

economically infeasible to continue farming, resulting in loss of agricultural property and open space. Likewise, uncut timberland provides an aesthetic value to a community, which deserves protection. Land-use regulation and innovative implementation strategies can help protect productive farmland and timberland from transitioning to other uses.

Prime Agricultural Soils

Countywide, 13.6% of soils are prime agricultural soils. The soils are located throughout the county but the largest concentrations are in Elberton and south and southeast of its city limits, north of Elberton, and in the southeastern portion of the county below Sam Tate, George Ward, and Cherokee roads.

Crops grown in the unincorporated Elbert County include cotton, soybeans, wheat, and corn. These crops are, and will continue to be, an important part of the local economy and it is therefore important to protect soils that support these crops. The county has no regulatory mechanisms to protect these soils and none are anticipated.

Assessment

Within unincorporated Elbert County, most prime agricultural soils are largely undeveloped. Limited development is anticipated during the 20-year planning horizon; therefore, impact on prime agricultural sources is limited

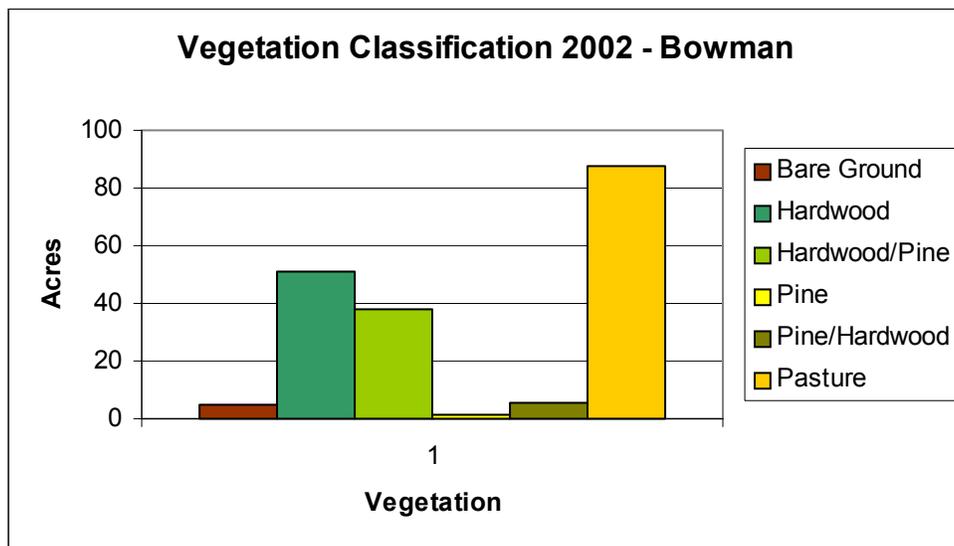
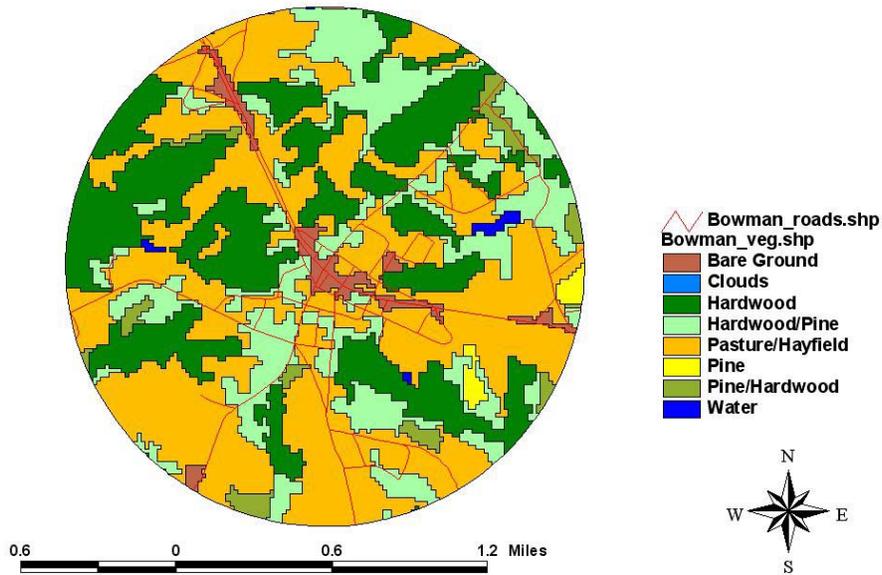
Within Bowman, prime agricultural soils exist in a north-south and east-west corridor. Those within the downtown area are largely developed; however, large, undeveloped parcels exist outside the general downtown area. However, the only agricultural activity in Bowman is local gardening.

Prime agricultural soils in Elberton are largely developed; therefore, conservation of these soils is not possible.

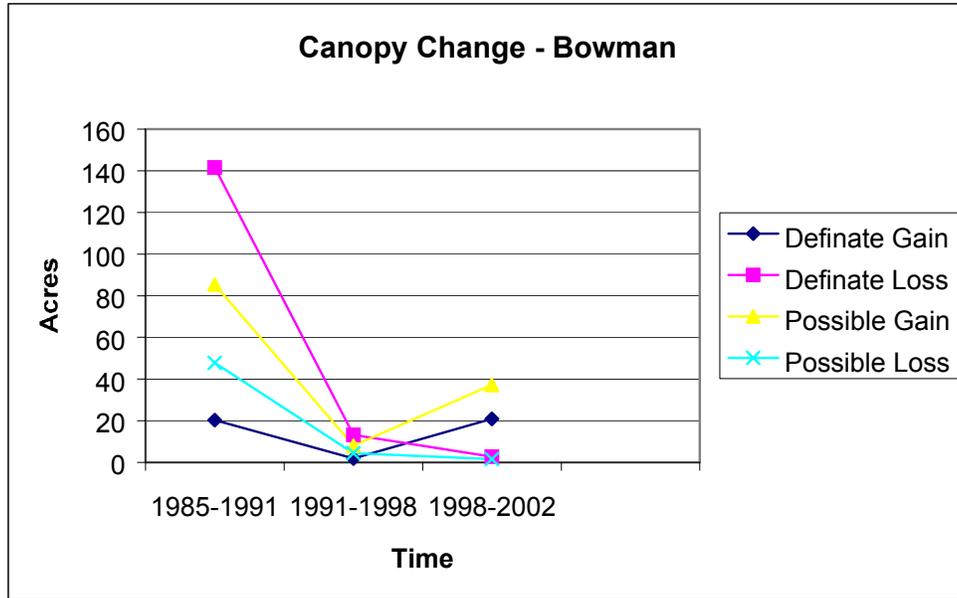
Forest Land

Based on a 2002 vegetation classification, Bowman is about equally covered with forested and non-forested areas. The predominate forest vegetation is hardwood or hardwood/pine mix. Bare ground, <25 percent vegetation, is primarily limited to the downtown and small areas north and south of downtown on Ga. 17.

Vegetation Classification 2002 - Bowman



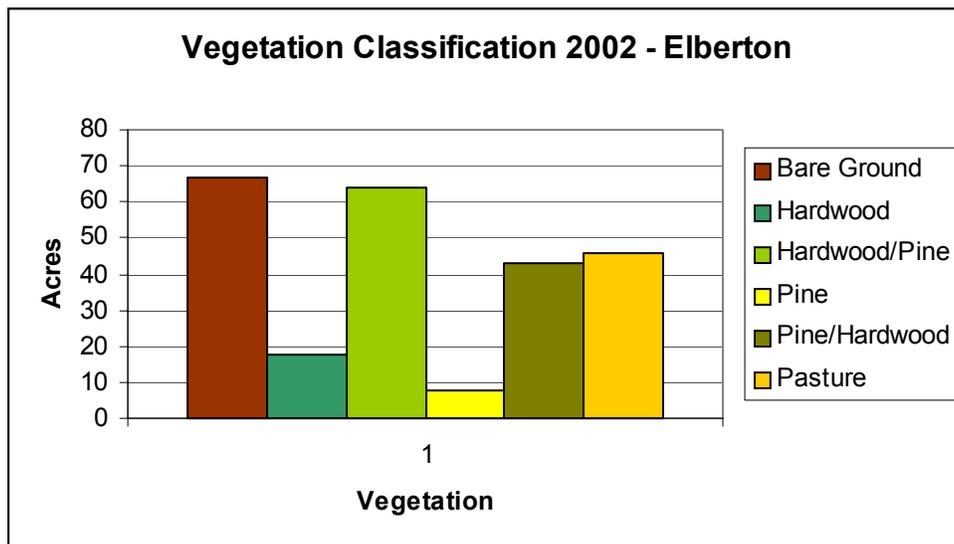
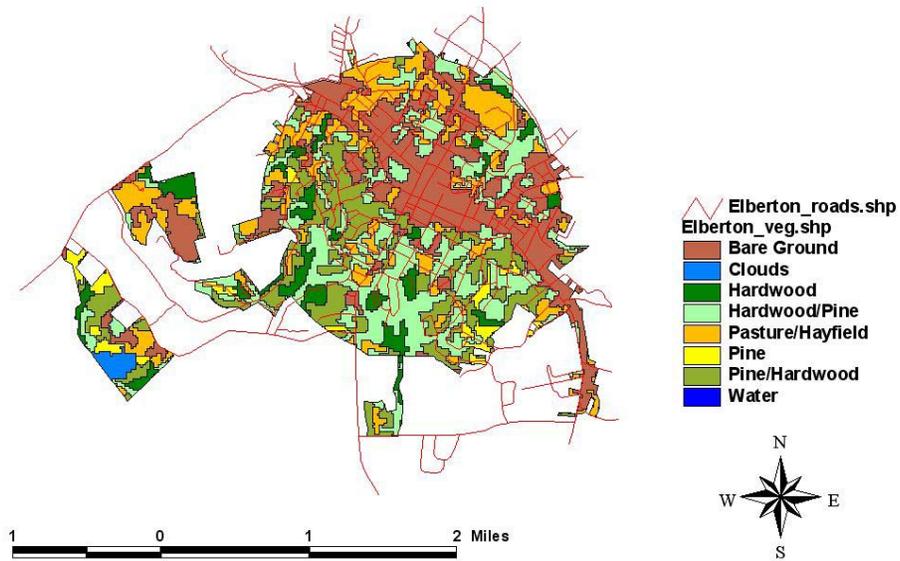
Over the last 17 years, 1985-2002, Bowman has seen a dramatic decrease in the loss of tree canopy. Most canopy loss, 141.62 acres, occurred between 1985 and 1991. However, since 1991, the city has seen a net gain in tree canopy, probably due to the limited development in the city.



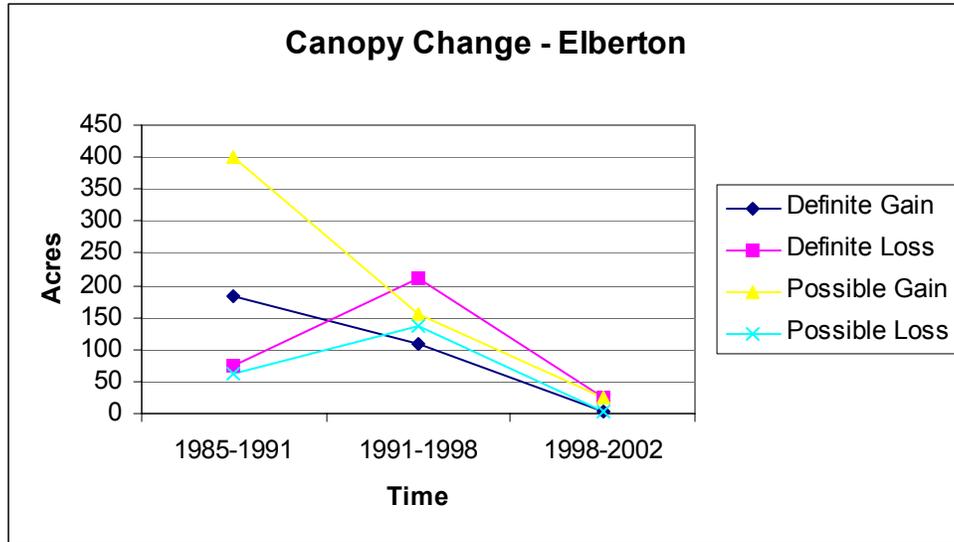
Bowman, a participant in the Tree City USA program, adopted a tree protection ordinance in 1992. The Bowman ordinance provides for a City Tree Board charged with developing and administering a written plan for the care, preservation, and planting of trees and shrubs along streets and other public areas in the city. However, the Tree Board is inactive and the city provides no funding for a tree maintenance program. The city provides for cutting of diseased trees on private property should property owners not properly maintain their trees.

Elberton, the county seat and most developed area, has slightly more forested acreage than non-forested. The predominant forest vegetation is mixed hardwood/pine. Bare ground, <25 percent vegetation, is concentrated in the downtown area and along the Ga. 17 corridor.

Vegetation Classification 2022 - Elberton



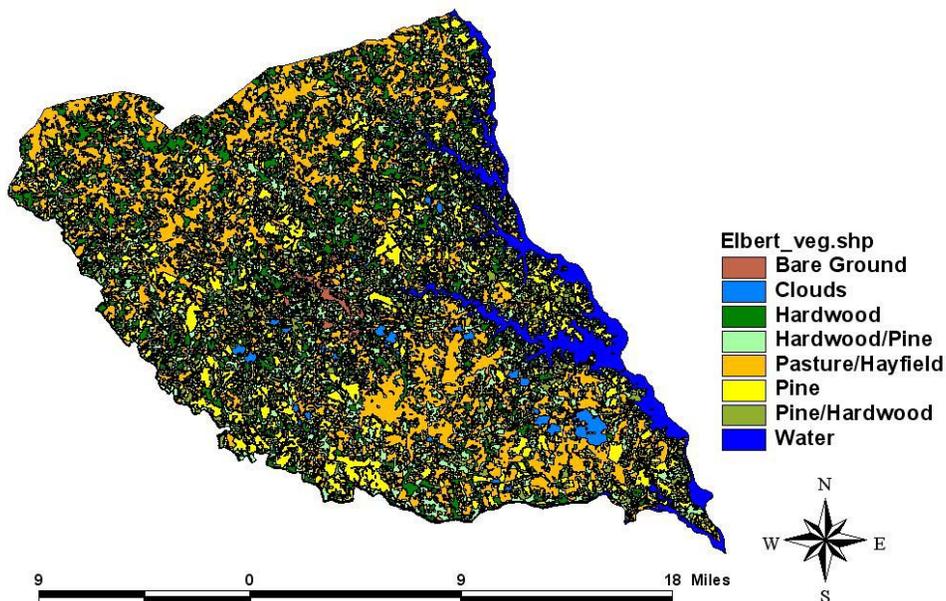
Elberton saw a significant loss of tree canopy between 1985 and 1998 evidencing the residential and commercial growth in the community and transportation projects. Tree canopy losses have continued, and any gains have been minimal through 2002. The city has suffered an overall net loss of tree canopy.

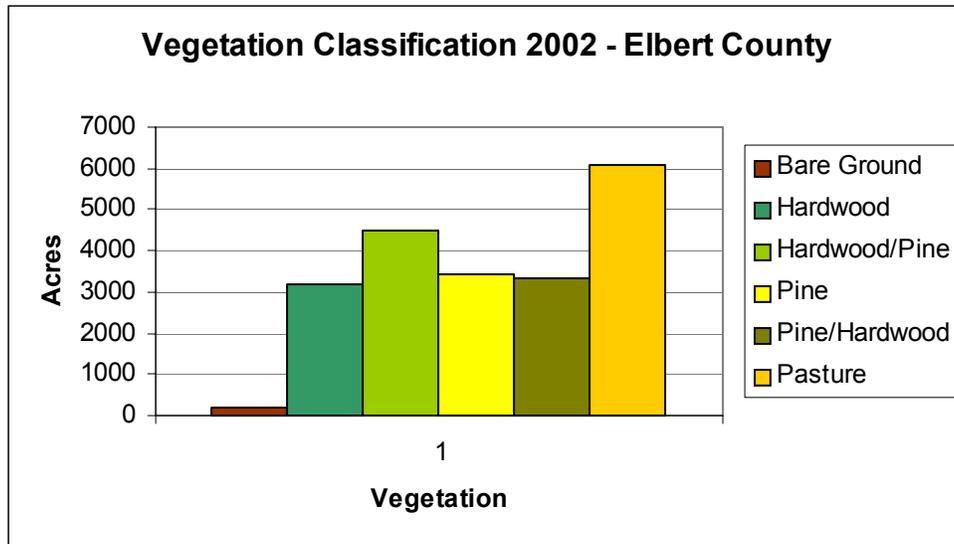


Elberton recently updated its tree ordinance and requires tree replacement if a tree is removed on public property. The city has authority to cut diseased or dead trees on private property

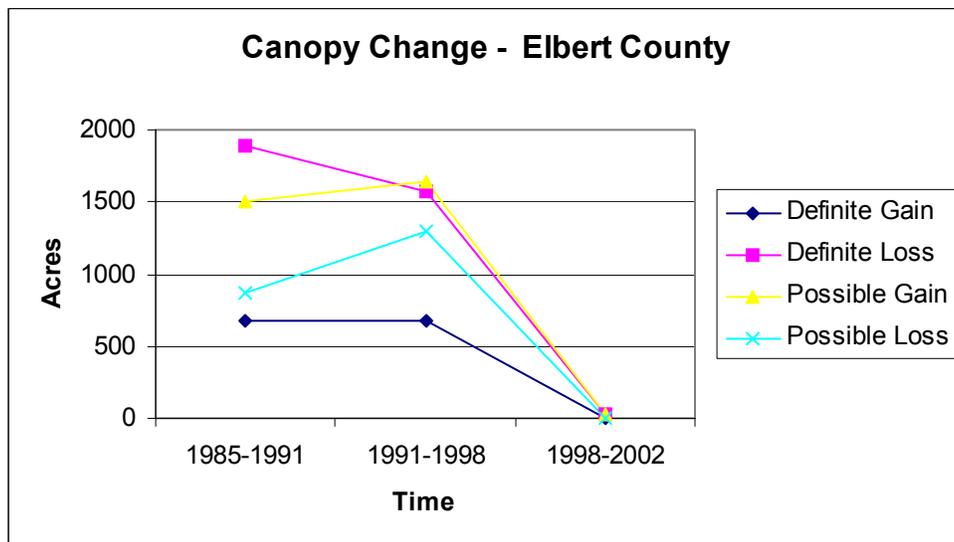
Elbert County’s forested areas exceed its non-forested areas by more than a 2:1 ratio. Forest vegetation is fairly uniform between hardwood, pine, or mixed hardwood/pine. Historically, timber companies held much of the forested land; however, recently, significant amounts of the commercial forest were sold to private interests.

Vegetation Classification 2002 - Elbert County





Canopy change data are countywide; therefore, the canopy loss from 1985-1998 reflects not only the loss in Elberton but also loss from development in the unincorporated area as well as the widening of Highway 72. However, canopy loss has decreased to almost zero since 1998 reflecting not only the lack of development in the community but also the lack of commercial timber harvest.



Elbert County has no tree protection or maintenance program nor development regulations that require tree planting associated with development.

Assessment

Tree canopy has been demonstrated to provide a range of benefits to communities that include air and water quality, energy conservation, and carbon sequestration. As communities develop, it is in their economic, environmental, and social interest to protect its respective tree canopy.

Since little development is anticipated in Bowman over the 20-year planning horizon, tree canopy should continue to increase if for no other reason than the growth of existing trees resulting in a denser canopy.

Elberton is largely built-out with few large tracts remaining. Tree canopy will increase only through a municipal planting program or through the efforts of citizens on private property.

The sale of commercial timber tracts in unincorporated Elbert County could threaten the county's tree canopy as these large tracts typically are sold for potential development. However, the county's population growth is projected as modest and associated development, limited. Therefore, the loss of tree canopy from development should be limited during the 20-year planning horizon. Additionally, the Broad River Watershed Association, a local land trust, continues to actively pursue donations of conservation easements along the Broad River. Any forested areas placed in the easement will help to conserve and protect the tree canopy.

Plant and Animal Habitats

Plant and Animal Habitats include areas that support rare or endangered plants and/or animals. Protected species means those species of plant and animal life that the Department of Natural Resources has designated and made subject to the "Wildlife Preservation Act" and "Endangered Species Act".

Information on rare or endangered plants and animals is available only on a countywide basis. Habitat of the 3 animals is:

- ! forested wetlands in Broad and Little River basins (*Cambarus strigosus* A Crayfish); Status - imperiled
- ! riparian floodplain (*Distocambarus devexus* Broad River Burrowing Crayfish); Status - critically imperiled
- ! shallow rocky rapids (*Somatogyryus tenax* Savannah Pebblesnail); Status - imperiled

Habitat of the nine plants is:

- rich wooded slopes and the Savannah River system (Pale yellow trillium);
- moist, rich woods (Horse balm);
- sandy or rocky open woods (Dwarf Sumac);
- poorly drained, seasonally wet seepage swamps (Oglethorpe Oak);
- streams and rivers among boulders in rocky shoals and Anthony Shoals (Shoals Spiderlily);
- sandy and rocky soils (Ground Juniper); and
- rich woods and opening (Closed gentian).
- no habitat listed for Curly-heads (Clematis)
- no habitat listed for Birdfoot-trefoil
- no habitat listed for Woodland Bulrush
- granite outcrops (Granite Stonecrop)
- no habitat listed for Lanceleaf Trillium

Assessment

Many of the habitats that support the above-listed plants and animals are contained in unincorporated Elbert County. Development within the county has been limited and is expected to remain so over the next 20 years. Development has not, nor is it anticipated that it will, impact these plant and animal resources.

Major Park, Recreation, and Conservation Areas

Major Park, Recreation and Conservation Areas include major federal, state and regional parks, recreation areas and conservation areas (e.g., wildlife management areas, nature preserves, national forests, etc.). Identifying these areas can serve to reveal needs your community may have for land dedicated to conservation or green space. Note: Local parks and recreation areas are identified in the Community Facilities and Services Element.

Two state parks are located in the county, Bobby Brown State Park and Richard B. Russell State Park. Bobby Brown State Park is located on the site of the old town of Petersburg where the Board and Savannah rivers flow into the Clark Hill Reservoir. The park is named in memory of Lt. Robert T. Brown, U.S. Navy, who gave his life in World War II. The 665-acre park contains 61 tent and trailer sites, pool and concessions, boat ramp and dock; 3 picnic shelters, a 1.9 mile hiking trail to Lake Overlook, and a 78,00-acre lake. The park is the site of an annual spring fishing tournament.

Richard B. Russell State Park is located adjacent to Russell Lake. The park contains 40 picnic sites, 30 picnic shelters, boat ramps, swimming beach and fishing.

The Broad River Wildlife Management Area (WMA) is located east of Ruckersville in eastern Elbert County. This area is managed by the Game and Fish Division, Department of Natural Resources and is open to the public for camping, hiking, and hunting.

Assessment

Bobby Brown State Park, Richard B. Russell State Parks, and the Broad River WMA are located in unincorporated Elbert County. The county has no authority over these facilities.

Scenic Views and Sites

Scenic Views and Sites include significant visual landmarks and vistas that may warrant special management practices. An example of a scenic view could be a scenic byway in your community. These scenic roads or areas often require local government protection from visual blight such as signage and billboards along major highways or from encroaching development. Other types of scenic views and sites: campgrounds, waterfalls, scenic trail, or points of interest.

Scenic views and sites identified include:

- Elberton Water Works
- Broad River Corridor
- Anthony Shoals
- Scull Shoals Creek - extensive shoals, water falls, blueberry island
- Shoals - last set of significant shoals, high bluff; contains river-related historic site
- Area between Tucker Cemetery and Stephen Heard Cemetery
- Beaverdam Creek below and including the Power Plant and Dam
- Broad River at Highway 172
- Nancy Hart cabin
- Guidestones
- Granite Museum
- Railroad Depot
- Granite Bowl
- Elmhurst Cemetery
- Rock Gym
- Granite City Walking Trail
- Elberton Historic District
- Elbert County Courthouse
- Elberton Downtown Square
- Ga. Highways 17 and 72 in Elberton

Assessment

Many of the scenic sites are historic sites within the Elberton Historic District and are therefore provided some degree of protection under the city's historic preservation ordinance. Other sites are in more remote areas of the county but are not threatened due to the lack of development.

Elberton plans to undertake streetscape improvements along Ga. Highways 17 and 72 in Elberton including tree plantings and sidewalk improvements by 2007 at an estimated cost of \$10,000.

Future land use patterns indicate most development will occur adjacent to Elberton. Therefore, there will be little to no impact on the scenic rural resources.

Greenspace

Elberton received a TE grant to implement a Pedestrian and Bike Enhancement plan. This is a three-phase plan that will ultimately connect different park/community greenspaces from the former Elbert County Middle School and out Ruckersville Highway to Richard B. Russell State Park. Phase I, to be completed in December 2003 will see the development of an 8' wide pedestrian/bike trail that will link the Elbert County High School with the Welcome Center with an offshoot trail to Brookwood Circle in Elberton. Phase II will connect existing parks and extend to Jones Street, Athens Tech Road, and Athens Technical College. The anticipated cost for Phase II is \$750,000. Phase II should be completed during FY2005. Phase III time frame and cost is undetermined.

Elberton has a number of greenspaces on land donated by developers and deeded to the city. None of this land is under a conservation easement. The city has developed playgrounds in two areas and probably will add a third playground by 2005 at a cost of \$30,000 – \$35,000. Additional areas the city would like to develop are two properties on the north side of the town, the railroad area and a park at the Burke Street Gym. The Burke Street Gym Park would ultimately be linked with the city's trail system. There is no timetable or cost estimate for the latter two parks.

Neither Bowman nor Elbert County has a greenspace program.

Vision Statement

Conserve and protect the environmental and natural resources through good land stewardship and land development practices.

Goals and Policies

Goal: Conserve and protect environmental and natural resources.

Policy: Protect public water supply

Policy: Protect river resources.

Policy: Enforce ordinances.

Policy: Provide for community greenspace.

Policy: Conserve community scenic views and sites.

Chapter 5B: Cultural Resources

Developmental History

The land within Elbert County was once part of hunting, fishing, and burial grounds for the Creek and Cherokee Indian tribes. As settlers and traders migrated into this territory, they sold goods to Native-Americans. Most of the goods were purchased on credit, from traders in Augusta and Savannah. Their debt totaled \$100,000 by 1773 and resulted in the Treaty of Augusta of 1773 where the State of Georgia settled the debt. In return, the Creek and Cherokee tribes conveyed ownership of their lands to the State. In 1773, Wilkes County was formed from this land and later, in 1790, Elbert County was subdivided from a portion of Wilkes County.

The county was home to some of the state's earliest leaders. It attracted early Georgians through land grants and its proximity to Augusta. Its land was fertile and able to produce many crops other than tobacco and cotton. Many of the county's first residents migrated from Virginia, North Carolina, and South Carolina.

Dartmouth was the first frontier settlement in Elbert County and the third town in Georgia. It was located in southeastern portion of the county on the land between the confluence of the Broad and Savannah rivers--near Bobby Brown State Park. European settlement increased in response to Royal Governor Wright proclamation in 1773 that allowed purchase of land for reasonable terms on lots from 100 to 1,000 acres. The Governor also encouraged settlement by promoting the fertility of the soil, saying it was capable of producing wheat, corn, tobacco, and hemp. The response from new settlers was overwhelming. Dartmouth eventually was replaced by Petersburg as a frontier settlement.

Fort James was located 2 miles below Dartmouth and was visited by the famed botanist William Bartram in the spring of 1776. His accounts described the fort as well fortified and able to defend new settlers from Indian aggression. Early settlers in Elbert County encountered both Indian hostilities as well as Tory-Whig conflicts. Stories, such as the legend of Nancy Hart, allude to these circumstances. Hart, a heroine of the American Revolution, lived in Elbert County from the 1770s-1790s and defended her homestead in southeastern Elbert County.

As Dartmouth gave rise to the town of Petersburg, lands were quickly cleared for the cultivation of tobacco and flax. The production of cotton was not widespread. In 1786, the General Assembly passed an act authorizing the construction of a tobacco warehouse for storage and inspection. With many new citizens from the tobacco lands of North Carolina and Virginia, the Petersburg area was quickly cultivated for production of commercially grown tobacco. It became the center for tobacco export while supporting over 35 mercantile businesses. Petersburg was incorporated in 1802 and grew to more than 2,000 residents during this time, making it the third largest city in Georgia.

Cotton production eventually outpaced tobacco. Petersburg's farmers, however, failed to convert to cotton production and the town's economy suffered. An outbreak of yellow fever, from the flooding of the Savannah and Broad rivers, nearly eliminated the entire population in one year. Petersburg never recovered and eventually became a ghost town.

Heardmont

Stephen Heard came to Elbert County in 1790 to land granted to him in 1784. Heard, a leader of the Whigs, fought against the Tories from 1778-1781. He served as acting Governor from 1780-81 and held positions on Whig executive council. He received over 6,850 acres of land, mostly in Elbert County, for his military and political service. On this land, he built "Heardmont," an elegant plantation home reputed to be "the grandest house north of Augusta." He resided here with his wife Elizabeth Darden and nine children until his death in 1815.

The house deteriorated and Heard's son, Thomas Jefferson Heard, removed portions to his home named "Rose Hill." The once, grand home, no longer exists but the family cemetery, known as "God's Acre," remains and is the

resting place of Gov. Heard, his wife, and several relatives. The cemetery is listed in the *Georgia Governors' Gravesites Field Guide, 1176-2003*.

Heardmont continued to function as an agricultural community for the remainder of 19th century and into the 20th century. In 1930, about 100 families lived within the Heardmont community comprising a post office, railroad depot, gin, and a general store.

Ruckersville

In 1785, John Rucker acquired 600 acres in Elbert County and moved to the area from Ruckersville, Virginia with his wife Betsy. They built a small cabin and established a homestead near Van Creek. Twenty-eight years later, John left Elbert County and sold 290 acres of his land to his second son, Joseph. Joseph remained near the family home and increased his land holdings to 550 acres while building a home called "Cedar Grove." Rucker incorporated the town he helped create in 1822.

Cedar Grove functioned as home and offices for Rucker's farm that developed into a diverse agricultural complex and financial center. Rucker created a bank in 1838 and served as its president. By 1849, Rucker's plantation covered 5,689 acres and, by 1860, he managed twelve other plantations totaling 13,245 acres. He traveled yearly to Augusta on business, entertained General Robert Toombs at Cedar Grove, and was commonly referred to as "Squire Rucker" and known as "Georgia's first millionaire."

Following the Civil War, Cedar Grove and Ruckersville entered the same period of decline experienced throughout the South. Rucker himself read the Emancipation Proclamation to his slaves, but all chose to stay. Joseph Rucker died in 1864 and Ruckersville declined throughout the post-bellum years, never to recover its former prominence like so many communities in Georgia.

Coldwater Plantation

Near Ruckersville another settlement started of Virginians and North Carolinians called Coldwater Community. Around 1788, Ralph Banks built a two-story frame house with front and rear porches, a jerkin head roof, diaper pattern chimneys, and a four-room, central-hall plan.

Originally the house had a pair of chimneys at each end of the jerkin-head roof. The pattern of the brickwork chimneys had three concentric diamonds, forming a diaper pattern from glazed brick headers. The two-story house included an attic and basement. A line of elm trees leads up to the house. Behind the Banks House several fruit trees and two 19th-century outbuildings occupied the landscape. Farther away from the house stands a group of barns and sheds.

Ralph Banks' fourteen children were all well educated. One son, Richard, studied medicine at the University of Pennsylvania and became a well-known surgeon in Georgia and South Carolina. As an employee of the federal government, he visited and treated the Cherokee Indians, who looked at his treatments as miracles. As the Cherokee territory changed hands after 1858, Banks County was named on his behalf. The Banks house is also considered the site of the first Methodist Conference held by Bishop Asbury in 1788.

Bowman

Bowman is located in a portion of Elbert County that originally existed as a forested and agricultural area. An early road passed through the area in 1875 that connected Elberton with Toccoa. A well, that pre-dated the town, served as a stopping point for those traveling by mule or horseback. This road later became the route for the Elberton Airline Railroad.

During the 1870s, a Mr. B. Burden, a large landowner in the area, donated land in and around Bowman for railroad right-of-way, town square, cemetery lots, and sites for three churches. The construction of the narrow-gauged railroad created demand for services in Bowman. A store was soon constructed and later followed by the Bowman depot and Johnson hotel. Bowman developed as a small railroad community and a stop between Elberton and

Toccoa that began operating in 1876. The community quickly developed with the construction of homes, churches and, in 1889, a high school academy that served 100 students and was one of twenty-eight in the state.

Like many historic communities in Georgia, Bowman evidences the railroad's introduction within a largely agricultural area. Most of the original town exists with the exception of the depot.

Elberton

Following the creation of Elbert County in 1790 by the Georgia State Legislature, a location for a county courthouse was needed. Three justices selected the site of "Elbertville," a place frequented and founded by William Woodley in 1769 as a stopover when transporting livestock. The name later changed to Elbert Court House and eventually Elberton.

The site of Elberton had several natural and topographical attributes that contributed to its selection. A spring provided an abundant water source and its elevated position allowed for adequate drainage. It was also situated in the middle of the newly created county. In 1808, the downtown was platted with the gridiron street plan on high ground at the center of circular city limits. Principal city streets intersected at right angles, forming the gridiron around a central rectangular square.

Development extended along present-day Elbert Street, between Oliver and McIntosh, and North Oliver Street between College Avenue and Railroad Street. There were several dwellings scattered on the south public square, surrounding the Courthouse. The Globe, Elberton's first commercial hotel, once stood on the site of the current courthouse. An ad in *The Elberton Star* in 1899 described it as an impressive hostelry with comfortable beds, attentive servants, and tables supplied with the best the market afforded. A fire in 1893 destroyed the Globe.

A stagecoach route, known as The Old Augusta Road, ran from Augusta to Lexington and made three stops a day in Elberton. This stagecoach line provided access to the outside world until 1878 when the Elberton Airline Railroad began service.

Between 1790 and 1860 Elberton enjoyed a period of gradual growth. More land was cleared for farming and cotton began to replace the earlier tobacco crops as the predominant agricultural product. In 1803, Elberton (i.e., Elbertville) was incorporated. Five appointed commissioners governed the town. As population increased, roads and churches were constructed. In 1853, the two-story, flat-roofed courthouse was constructed on the town square.

When the news reached the village of Elberton that Georgia had seceded from the Union in 1861, a large celebration followed with bonfires, speeches on the public square, and torch-lit processions. Every district in the county elected militia officers. Soldiers formed the McIntosh Volunteers, the Goshen Blues, the Bowman Volunteers, and the Fireside Guards. All but the Goshen Blues were inducted in Atlanta into the 15th Georgia Regiment of Infantry Volunteers, serving under Colonel Howell Cobb. The Goshen Blues remained near Atlanta until they were eventually sent to the Army of Northern Virginia.

Elbert County's African-American population arrived with the settlers from the Carolinas and Virginia as slaves and freemen between 1786 and 1788. The slaves worked the fields raising tobacco, cotton, and other crops. The slaves from the Ruckersville plantations achieved greater prosperity under the direction of Joseph Rucker. With the Emancipation Proclamation, all slaves became citizens with voting rights. Historical accounts state that many ex-slaves in Elbert County ignored the policies of Reconstruction and chose to stay and live on the planter's land.

Residential development during the period of 1790 to 1860 occurred along Heard Street. A particular design element, called the "Elberton Doorway," is evident in this area. The doorway is crowned with a transom having one large central light, with those on either sides decreasing in size as they move toward the sides. The sidelights begin with a large light at the bottom of the surround with panes decreasing in size as they rise to the transom.

During the period between 1860-1878, most local residents felt the effects of the Civil War. More than 280 residents from Elberton and Elbert County died in the war and countless volunteers provided support at home. Following the Civil War, Reconstruction began the slow process of overcoming the War's losses.

There began a campaign for new and improved community buildings during Reconstruction. This need resulted in a new county jail, constructed in 1870 from local granite. Other institutional buildings soon followed largely in response to population growth that increased from 512 in 1870 to 927.

From 1878 to 1900, Elberton and Elbert County experienced a surge in growth, primarily from the introduction of the railroad into Elberton in 1878. The Elberton Airline Railroad connected Elberton with Toccoa. Another line, completed in 1891, connected Atlanta with Richmond, Virginia and aided Elberton by offering transportation that resulted in increased commerce and trade.

Table 1: Elberton's late 19th and early 20th Century Population Growth

Year	Population
1870	512
1880	927
1890	1,572
1900	3,834
1910	6,483

With the introduction of the railroad, industrial opportunities also increased. The first historical mention of a commercial quarry was in July 1889. The Elberton Star reported that the Swift and Wilcox Quarry were to produce dressed blocks of granite to build bridge piers for the Richmond and Danville Railroad (now the Southern Railroad). The railroad transferred workmen from a quarry at Toccoa to the Elberton facility. Later, 16 stone dressers from Scotland joined the quarry work force of 32 men. McLanahan Crushed Stone now owns and operates this quarry, operating as a crushed stone quarry.

The second known quarry was the old Elberton City Quarry, located off the current Bartlett Street. Owned by Tate and Oliver, it was rented to an Italian company and supplied granite for railroad construction use. The second granite building was the two-room granite calaboose at the junction of Oliver and Elbert Streets in 1881, called "General Smith," after the first "boarder." In 1891 the Harris-Allen Library and Masonic Temple on Church Street used granite and brick in its construction.

Several granite warehouses were constructed along the railroad. The expansion of the granite industry and growth spurred by the railroads provided a need for a new Courthouse and Jail. In 1893, the County Commissioners appropriated \$35,000 for the construction of the new courthouse and \$10,000 for a new jail. The architectural firm of Hunt and Lamb of Chattanooga, Tennessee were selected for the project along with Pauley Jail Company of St. Louis, Missouri. The City Hall building, constructed in 1897, served Elberton until the new Municipal Center was constructed in 1964.

Growth resulted in expansion of the central business district. Businesses grew along streets perpendicular to the square. The first public library, the Harris-Allen Library, opened in 1872. In December of 1896, the town of Elberton became chartered installing a mayor and five council members. The city limits were drawn in a one-mile radius around the courthouse.

A disastrous fire destroyed much of the central business district in May 1899. Four businesses and the U.S. Post Office were lost. Another fire, in February 1902, destroyed most of the business district including the four blocks known as the Tate and Swift blocks. Economic recovery occurred when, in 1908, four banks organized and, the next year, the Chamber of Commerce formed.

New development continued in 1910. The Brown Brothers constructed a large cotton warehouse. A new block of buildings appeared on the East side of North Oliver Street and the Seaboard Air Line Railway Company built the passenger depot. The rail line to Tignall (and eventually to Augusta) was completed in 1913. The Samuel Elbert Hotel was built during the same period, constructed in the fashionable Tudor Revival style. The Elberton Oil Mills

that refined cotton oil also prospered during this period and eventually developed the Highland Park neighborhood in the 1910s. The steady growth provided by the granite industry and others created the need for community resources. The public school system began between 1900 and 1920, the post office in 1912, and a local hospital in 1929.

From 1920 to 1940, Elberton experienced a boom and bust. A large part of the land in Elbert County was in farm production, either for cotton or grains. Cotton production reached its peak in 1919 and cotton prices continued to rise. Between 1900 and 1916 Georgia's cotton crop tripled. Georgia farmers, from landowners to tenants, experienced greater prosperity in 1917 than any time since the 1850s. Because of this high profitability, Elbert County's farmers had little to no incentive to attempt crop diversity; they remained solely dependant on cotton. The wartime prosperity ended in 1920 with a sequence of economic events that forever changed agriculture in the south.

The first blow came with a dramatic drop in cotton prices, followed abruptly by the invasion of the boll weevil. Between 1920 and 1925, nearly 3.5 million acres were removed from farming across the state. The Great Depression hit the nation in 1929. Between 1929 and 1932, farm prices fell more than 60 percent, reducing the gross yearly cash income on a typical Georgia farm from \$206 to \$83. The granite and silk industries alleviated the hardships of the Great Depression in Elbert County by providing jobs for many residents. In fact, Elbert County was recognized in the late 1920s as the most prosperous and least Depression affected county within the South. The Chamber of Commerce organized in 1924 as well as The American Legion, the Rotary and Kiwanis clubs. These organizations provided community service as well as promoting Elbert County across the state.

From 1940 to 1960, Elberton experienced growth and prosperity. With profitability and growth from the granite industry, a residential and commercial building boom hit Elberton. Elberton's unique collection of post WWII properties evidence this period of growth, particularly in its commercial and governmental buildings. Medical facilities also enlarged and the Savannah River Hydroelectric Project was developed to meet the demands of growth.

"Modernization" came into Elberton in the 1950s as urban renewal began in the early 1960s. The results of urban renewal included the widening of Elbert Street to allow increased and faster traffic flow. In addition, both sides of Elbert Street were cleared of buildings east of the intersection with McIntosh Street to the Heard Street junction. This project resulted into the current strip development on Elbert Street. Other building projects at this time were: the construction of the Granite Bowl; the Municipal complex (1964); and the Granite Center on College Street.

As Elberton experienced new commercial development during the 1950s-1960s, many historic buildings were razed in support of "urban renewal." Modern" buildings were constructed and some remain today that contribute to the City's architectural heritage as "Recent Past" architecture.

Identified Historic Resources

Historic resources in Elbert County were inventoried as part of a Dept. of Natural Resources survey in 1975. This survey identified 110 properties, most dating to the 19th and early 20th centuries. Many properties were omitted like crossroad communities, 1920s properties, and rural resources. The survey, therefore, does not provide accurate data regarding the existing number of historic resources.

The U.S. Census compiles information regarding homes built before 1939. These residential properties are considered "technically historic" due to their age but other important data regarding their condition and architectural significance is unknown. The following table lists the numbers for the county and cities.

Table 2: Houses Built Before 1939

	Elbert County	Bowman	Elberton
1980	1938	N/A	N/A
1990	1185	57	501
2000	1283	80	537

This information is particularly useful in considering the loss of historic resources in the county. In a twenty-year period, this information indicates that 655 historic residential homes were lost or 34% of the total in 1938. As Elbert County is a predominately rural county, this trend suggests it is loosing many properties that evidence its past and particularly those related to its agricultural past. This same data is incomplete for the cities; the same comparison for the twenty-year period is not possible.

The 1975 survey identified four historic properties in Bowman. A windshield survey of the town suggests there are many more existing historic properties that may be eligible for the National Register of Historic Places. Elberton, in the same survey, had 29 identified properties.

A more recent survey, completed in 1997 for the City of Elberton, identified a total of 710 historic properties. This updated survey revealed Elberton's diverse assortment of architectural styles, ranging in date from 1820-1940. Many of these properties, according the survey report, have been altered but 77% "retain sufficient integrity (p.10)."

National Register Listings

The National Register of Historic Places is the county's listing of historic properties that are significant on a local, state, or national level. They recognize properties worthy of preservation. Information about the National Register is available online from the National Park Service at <http://www.cr.nps.gov>. Copies of the nominations are on file at the Northeast Georgia Regional Development Center (www.negrdc.org) and the Historic Preservation Division of Dept. of Natural Resources (www.gashpo.org). For Elbert County and its municipalities, the following properties are listed (listings in italics represents properties destroyed):

Elbert County

Alexander-Cleveland House. A ca. 1784-5 plantation-plain house associated with William Alexander that burned in 1981.

William Allen House/Beverly Plantation. A ca. 1784-1803 plantation plain house, significant for its association with William and Beverly Allen. The house and related outbuildings evidenced one of the state's earliest frontier settlements in the county. (Destroyed by fire 2000).

Ralph Banks Place/Coldwater Plantation. A ca. 1788-1800 house build by Ralph Banks whom settled the area in 1785. It is also the birthplace of Dr. Richard Banks, a highly-regard surgeon. Banks County was named in his honor for his commitment to heath and service to northeast Georgians. The plantation and its history are tied to the larger planter system in South during the early 19th century. The house exists within a cultural landscape.

Asa Chandler House. A ca. 1849 plantation plain type house with numerous outbuildings associated with the Reverend Asa Chandler of the Falling Creek Baptist Church during the mid-19th century.

Dove Creek Baptist Church. A one-story church built ca. 1880 by African-Americans who separated from the predominately white Dove Creek Church following the Civil War. (Demolished 1988).

Ralph Gaines House. A ca. 1827 log and frame house with unique brick detailing. The house is associated with Ralph Gaines, a craftsman who built wagons and tools and operated a farm in Elbert County.

Rucker House/Cedar Grove. A house built ca. 1830-40s as a plantation-plan type with later modifications. Mr. Rucker was a prominent businessman who is known as Georgia's first millionaire. Outbuildings associated with the property are not extant. Located in the Ruckersville community.

Elbert County Courthouse. A Romanesque styled building designed by R.H. Hunt of Hunt & Lamm of Chattanooga. Hunt had strong family ties to Elberton. The courthouse was constructed in 1893 for a cost of \$35,000. It was renovated in 1964 and is currently (2003) undergoing a second renovation.

Elberton

Elberton Commercial Historic District. The district extends from the square along Oliver, McIntosh, Church and Elbert streets. It includes primarily commercial and institutional buildings that collectively define the downtown and Mainstreet area.

Elberton Depot. A Queen Anne styled depot constructed in 1910 to provide both passenger and freight service. The depot is distinctive with its clay-tile roof, large overhanging eaves, and dormer windows.

Elberton Residential Historic District. A traditional residential area built during the late 19th and early 20th centuries and containing a range of building types and architectural styles. It served as the primary residential area for Elberton's middle-class and professional during the City's early development.

Rock Gym. A 1941 armory, gymnasium, and auditorium constructed of load-bearing granite. The building was designed by Hunter J. Price and constructed with labor provided under the National Youth Administration (NYA) and Civilian Conservation Corps (CCC).

Potential National Register Listings and Amendments to Listed Districts

County

- Fortsonia Community. A crossroads community located in the county's southern portion.
- Nickville Community. A crossroads community in eastern Elbert County.

Bowman

- Bowman Historic District. Residential and commercial properties that evidence the town's development from 1878 as a railroad stop.

Elberton

- Railroad Street
- Elberton Silk Mills
- The Cotton Mill
- Tate Street District
- George Herndon Home
- Elberton Hydroelectric Plant
- Old Elberton City Hall. Expansion of the Elberton Residential District
- Expansion of the Elberton Commercial District
- Harris-Allen Library. Coca-Cola Building
- Georgia Granite Company buildings and Granite Building
- Elmhurst Cemetery

Certified Local Government (CLG) Status

The CLG program in Georgia is based on a national model administered in Georgia by the Historic Preservation Division of the Georgia Dept. of Natural Resources. For a local government to participate, they must adopt a historic preservation ordinance, appoint a historic-preservation commission and participate in design review. The program provides technical assistance and a grant program to assist in the local protection of historic resources. (See the National Park Service's web site for more information: <http://www2.cr.nps.gov/clg/index.htm>).

Bowman

The City of Bowman may wish to pursue CLG status and adoption of a preservation ordinance for the commercial downtown area. This measure would insure that the historic downtown retains its traditional character and potential to draw tourist and visitors.

Elberton

The City of Elberton is the only CLG within Elbert County. The Historic Preservation Commission (HPC) reviews exterior changes within the two designated historic districts and several landmarks within the city. As an overlay zoning mechanism, owners within the designated historic districts are required to submit for a Certificate of Appropriateness (COA) before changes are made to exteriors. The HPC reviews and determines if the changes are compatible within the historic district and not resulting in the alteration or loss of character-defining features or materials. Locally designated properties in Elberton are listed below:

Locally designated historic districts:

- Elberton Residential Historic District
- Elberton Commercial Historic District
- Forest Avenue District

Locally designated landmarks:

- Depot
- Granite Bowl
- Rock Gym
- Courthouse

In 1997, a “Historic Resources Survey Report” prepared by a private consultant recommended other districts in Elberton for local designation. These three districts are listed below:

- Expansion of the Elberton Commercial District: This expansion would mirror the National Register amendment.
- Oliver/Tate Street District: Primarily a residential area that includes Oliver Street and properties that evidence the period between 1890-1920. This area should also include properties along N. MacIntosh Street extending to Elmhurst Cemetery.

These districts have not been designated and await further action by the Historic Preservation Commission.

The CLG program, in the past, has provided grant assistance for several historic preservation projects. It is expected that future projects will be funded through this program. Funding, for example, could be sought to amend the National Register districts, providing the services of a consultant to prepare the required research and evaluation.

Community Landmarks

Cultural Resources include Community Landmarks that represent significant buildings or places within the county and its cities. These may not be recognized by formal listings or surveys, yet remain important within the local community. They may offer opportunities for use by local governments, economic development potential through tourism, and their aesthetic qualities provide community character.

County

- Coldwater Methodist Church.
- Dewey Rose. A small cross roads community in the north-central portion of the county.
- Falling Creek Baptist Church.
- Courthouse.
- Rock Gym.

- Nancy Hart Cabin.
- Granite Bowl.
- Vann Creek Baptist Church.
- Guidestones.
- Gov. Heard gravesite.
- Bethlehem United Methodist Church (Thompson Meeting Place).
- Dan Tucker's gravesite.

Bowman

- Downtown Square and well.

Elberton

- Swift-Oliver House. Originally built by James C. Harper and William Swift in the late 1850s.
- The Loehr-Jolly House c. 1858.
- Coca-Cola Building, 1928. The building is based on a model provided by the Coca-Cola Company in Atlanta with H.J. Price, a local architect in Elberton, completing the plans. It evidences the development and distribution of Coca-Cola that began in 1913 in the city.
- First Methodist Church, 1889/1922. Designed by Homer C. Mickel, a local builder, and Luther Turner, a brick mason. A Gothic Revival styled building that was damaged during a storm in 1908 and required alternations to the original building.
- First Baptist Church, 1897. Designed by local architect R.H. Hunt and reflecting the Richardsonian Romanesque style.
- First Presbyterian Church, 1909. Designed by R.H. Hunt and William Wallis in the Gothic Revival style.
- Samuel Elbert Hotel. A Tudor-Revival styled building constructed in 1925 and more recently renovated into office space.
- Granite Museum. A non-historic facility that displays tools, artifacts, and information related to the granite industry.
- Depot. The Seaboard-Airline Passenger Station is 1909 Queen Anne styled depot currently used to house the offices of the Elbert County Historical Society.
- McIntosh Street commercial buildings.
- The Elbert Theater. An Art Deco styled theater constructed in 1940 and in the process of restoration.
- Elmhurst, Lincoln Heights, and Saint Mary's cemeteries.

Historic American Buildings Survey (HABS) Documentation

The HABS program is administered by the National Park Service and provides standards and guidelines for documenting cultural resources. Many properties in Elbert County were documented under this program to mitigate the adverse effects on historic properties during the Richard B. Russell Dam construction project. Photographs, measured drawings, and sketches of the properties listed below can be viewed on the Library of Congress' web site at: <http://memory.loc.gov/ammem/hhquery.html>

- GDOT Bridge @ Beaverdam Creek and CR168. Elberton Vicinity.
- Georgia Carolina Memorial Bridge. Elberton Vicinity.
- Pearle Cotton Mill & Dam. Elberton Vicinity
- Blackwell Bridge, Heardmont Vicinity
- Dye-White Farm. Heardmont Vicinity
- Grogan House. Middleton vicinity.
- William Allen House/Beverly Plantation (destroyed). Pearl vicinity.
- Alexander-Cleveland House. Ruckersville Vicinity
- Rueben J. Anderson Farm. Ruckersville Vicinity
- W. Frank Anderson Farm. Ruckersville Vicinity

Posted Historical Markers

Georgia Historical Markers are posted through a program administered by the Georgia Historical Society. This program requires a two-part application process and, if approved, cost sharing for the marker's expense. The following Georgia Historical Markers are posted in Elbert County and its cities:

1. Bethlehem Methodist Church GHM 052-7 Just off Ga 72 about 12 miles southeast of Elberton.
2. [Coldwater Methodist Church](#) GHM 052-10 Coldwater Creek Rd SE of Nuberg, off Ga 77.
3. [Colonist's Crossing](#) GHM 052-8A Ga 72 about 1 mile west of the Savannah River.
4. [Elbert County](#) GHM 052-13 Courthouse in Elberton.
5. [Falling Creek Baptist Church](#) GHM 052-11 Ga 77 about 3 miles south of Elberton [34°04'24N, 82°52'07W].
6. Gov. Heard's Grave GHM 052-5 At DAR park in Heardmont, north of Ga 72.
7. Gov. Heard's Home GHM 052-4 Ga 72 at road to Heardmont, southeast of Middleton.
8. [Grave of General Wiley Thompson](#) GHM 052-14 Courthouse in Elberton
Nancy Hart GHM 052-9A Ga 17 at River Road, about 10 miles south of Elberton.
9. "Old Dan Tucker" GHM 052-12 Ga 72 at road to Heardmont, southeast of Middleton.
10. [Old Post Road](#) GHM 052-3 Courthouse in Elberton
Site of Petersburg GHM 052-9B Bobby Brown State Park.
11. Stinchcomb Methodist Church GHM 052-8B Ga 17 about 4 miles northwest of Elberton.
12. Van's Creek Baptist Church GHM 052-6 at Ruckersville.

The following site was identified as a potential location for posting a new marker.

- Jefferson-Davis Trail

Archaeological Resources

Elbert County's archaeological resources evidence human activity from two periods: the pre-historical, from Native-American occupation and historical, from frontier exploration and European settlement. The Georgia Archaeological Site File at the University of Georgia maintains a listing of recorded archaeological sites. Elbert County has 365-recorded sites (1993). This total is third largest in the northeast Georgia region and reflects the county's early history. Many of these sites were recorded as part of Lake Russell's construction. A map indicating general locations of these sites is included in this chapter.

Below is a listing of other archaeological sites in Elbert County identified by the Advisory Committee:

- Heardmont Cemetery known as "God's Acre." Located in the Heardmont community, twelve miles east of Elberton and the burial place of Gov. Stephen Heard.
- Nancy Hart Cabin. The cabin no longer exists, but the site is significant as a cultural landscape evidencing the famous frontier heroine.
- Thompson's Factory. Also known as the Broad River Manufacturing Company formed in 1847 that milled cotton and wool.
- Indian Mill. Originally a Native-American site with a large boulder used for grinding corn. Located in the Coldwater Creek area in northeastern Elbert County.
- Old Dan Tucker Grave
- Revolutionary war cemetery on Brewers Mill Road.

Transportation Resources

Within the county and its cities, historic properties exist that evidence transportation. Most of these cultural resources are trails or properties and sites related to the railroad and/or surface transportation. Many of these are in community use while others have not been rehabilitated or developed into facilities. The list below identifies these resources:

- Bowman Depot site: Original location of depot located across from the town square and place where passengers and freight boarded trains.
- Jefferson Davis Trail: Trail that extends near Bowman and through the county and evidences the path traveled by the Confederate President as he fled Virginia hoping to reach Florida. Jefferson was captured and arrested by Union soldiers near Irwinville, Georgia in 1865.
- Elberton Granite City Trail and Bicycle Network: A network of trails that extends from the historic downtown. The trail system is intended as an alternative transportation system.
- Elberton Passenger and Freight depots: Two depots used in conjunction with the Elberton Airline Railroad service that began in 1878. The passenger depot serves as the offices for the historical society.
- Elberton Armory Building: Also known as the “Rock Gym” this building served as an armory for National Guardsmen during World War II. Military vehicles were housed here that guarded the county’s roads and bridges from potential attacks during the 1940s.

Assessment

County

Elbert County is unique for its collection of cultural resources that evidence its early, frontier development. The county also includes early towns like Dartmouth, Ft. James, and Petersburg that no longer exist. As these communities evidence the establishment of the new frontier, there exists potential to attract tourist to learn more about these now, ‘lost cities.’ Historic resources have the potential to attract tourist and a more defined link between tourism and these places would provide for economic development opportunities. The county’s state parks also offer opportunities for capturing and directing visitors to historic sites within the county.

Many of the county’s historic resources are disappearing at a significant rate. Three of the county’s eight National Register listed properties have been lost since listing— all as a result of fires. Historic, residential properties have been lost at a rate of 38% over a twenty-year period. If this rate continues, much of the county’s rural, historic character will be lost. The cause for this is presumably from vacant and neglected properties that deteriorate beyond repair. Natural disasters and accidental cause are also responsible. Land use changes from 1993 to 2003 indicated an increase of 3% in residential development and decrease of same percentage in agricultural land use. These figures suggest land use change is not the primary contributor resulting in the loss of cultural resources. Future growth and development is predicted to consume 2,315 acres of land by 2024 (refer to table 7.3.2.0-1). This number reflects a relatively limited amount of growth that, as in the past, is not solely responsible for the previous high-rate of loss of historic housing. Nevertheless, cultural resources and the negative affects of future land use development should be considered as change occurs, as historic houses are fast disappearing (see land use section 7.3.1.2).

Two rural crossroads communities were identified as appropriate for National Register listing. These include the Nickville community in western Elbert County and Fortsonia in the southern portion.

The county is in the process of renovating the courthouse, making needed repairs and additions. These changes are intended to address increased usage and access needs. They will continue into the five-year work period.

The Guidestones are a remarkable attraction, widely visited primarily as a result of word-of-mouth. More signage, on-site interpretative information, and promotion are needed to enhance this unique place. With its current popularity, dedication of greater resources to its promotion is believed to represent an investment in economic development.

Generally speaking, public interest and support for historic preservation is limited as are its economic, environmental, and cultural benefits.

Bowman

There is growing interest in historic preservation. Business owners and residents are realizing the opportunities that exist in using the city’s historic character to attract shoppers, visitors, and tourists. An appointed commission is

tasked with investigating and using historic preservation programs intended to recognize and protect cultural resources.

Bowman retains much of its original character, especially in the commercial, downtown area. The downtown has a variety of businesses and shops, many of which would appeal to tourists or visitors. Efforts are being made to both recognize the historic town and protect the commercial section. Preservation efforts, such as these, are appropriate for this small rural community.

There is interest locally in promoting historic Bowman and partnering with the county and other regions and states in developing tourism opportunities. One of these is the Jefferson Davis Trail that would extend through Elbert County and Bowman and would provide a draw for tourists interested in Civil War history. It would also provide the city with economic development opportunities.

Opportunities exist in the city to create a museum that would provide a facility for tourists to learn about local history. It would also complement the historic commercial area offering an economic development tool.

In general, Bowman is well suited for historic-preservation activities, particularly those that recognize, promote, and protect existing cultural resources. Historic preservation can be used locally to meet economic development goals and maintain the community's unique character.

Bowman is not expected to grow at a significant rate over the next twenty-year period. It will exist as it has in the past as a crossroads town within a rural county. Most, if not all, development is expected to occur near existing infrastructure and within the historic town. Of utmost importance for the city is to insure future development remains compatible with the town's historic properties. For example, new development should be similar in size, scale, and setback to existing historic properties. Interest in designating a historic district will provide a zoning mechanism to insure design standards are met. While the amount of future development may not pose a large threat to cultural resources, the design and placement does have the potential to affect the town's historic integrity. This factor is especially true in agricultural zones and vacant parcels within the town. (See 6.4.2.0 for information on future land use).

Elberton

Little undeveloped space exists in the city, so land use patterns are established. New, residential development is expected to occur outside the city limits on SR17. This change will not affect cultural resources in the city. Because the historic areas (i.e., residential and commercial) are intact, land use changes in the future are not expected to negatively affect cultural resources. Most of the city's cultural resources, moreover, are identified and many protected as designated local historic districts. Ongoing recognition and designation of cultural resources will ensure the retention of Elberton's historic character and individual historic properties. (See 6.4.3.0 for further information on future land use).

Several properties in Elberton offer opportunities related to tourism. These include: the Samuel Elbert Hotel, the Rock Gym and The Elbert Theater. Shuttle or tour buses that originate from the historic, downtown square and tour parts of the historic city could provide tourism service. Restroom facilities and greater promotion of the historic downtown is needed to attract visitors.

The Elberton Theater is a long-term restoration project that benefits the community and visitors. Great progress has been made in returning it to use within the community and continued restoration work is needed to complete the full restoration.

The Samuel Elbert Hotel is an important community landmark that could provide accommodations to tourists and other visitors. It requires restoration to return it to its original use as a hotel. Its location too is well suited for visitors, situated on the historic square and adjacent to the courthouse and Elbert Theater. A restored hotel would provide the city with a unique destination for visitors and complement the city's historic and recreation facilities available through the theater, historic downtown, and pedestrian trail.

Interest in historic preservation is “passionate” among a select few residents. It is believed if greater awareness about historic preservation’s purposes and benefits were known, greater support would follow.

As a Certified Local Government (CLG), Elberton participates in formal historic preservation programs including National Register nominations, surveys of historic resources, and the local designation of historic properties and districts. These activities serve to preserve and protect the city’s cultural resources and should continue.

While Elberton maintains a granite museum, many visitors are interested in seeing a ‘real’ quarry. Economic development opportunities exist in creating a quarry site where visitors can observe and experience a quarry. This facility would complement the existing museum and offer a sensible addition to visitor attractions. Preliminary planning and discussions are appropriate over the next five years with more tangible results likely coming beyond the current five-year work program.

Elmhurst Cemetery, with its varied and elaborate granite monuments, is an important local resource evidencing many people associated with granite industry. It too could be incorporated into a visitors’ site. In the past, a walking tour of the cemetery was prepared and this could be expanded. It does offer an additional tourism facility that would complement and build on other local resources.

There are great opportunities in the city’s trail network. This trail is part of a Transportation Enhancement project funded through the Georgia Department of Transportation. It connects the downtown area with residential areas, schools, and Athens Tech., This trail, eventually, could extend into the county and to Lake Russell, offering an unique access route to a host of community, cultural, and recreational resources.

Needs

County

- Greater promotion and enhancement of cultural resources to attract tourist and provide economic benefits.
- Coordination of tourism efforts among all jurisdictions and with Lake Russell and state park sites.
- Count visitation at the Guidestones and, based on use, provide on-site amenities and greater promotion

Bowman

- Greater promotion and enhancement of cultural resources to attract tourist and provide economic benefits.
- Coordination of tourism efforts among all jurisdictions and with Lake Russell and state park sites.
- Continued participation and involvement by volunteers and preservation professionals to plan, preserve, and protect existing cultural resources.

Elberton

- Greater promotion and enhancement of cultural resources to attract tourist and provide economic benefits.
- Coordination of tourism efforts among all jurisdictions and with Lake Russell and state park sites.
- Continued and increased concentration on Mainstreet and activities that enhance and promote the traditional downtown.

Community Vision

Cultural resources evidence our past and distinguish our communities from other places. Through the conservation of significant historic properties, many shared, community goals will be accomplished that make our county and its cities a better place to live.

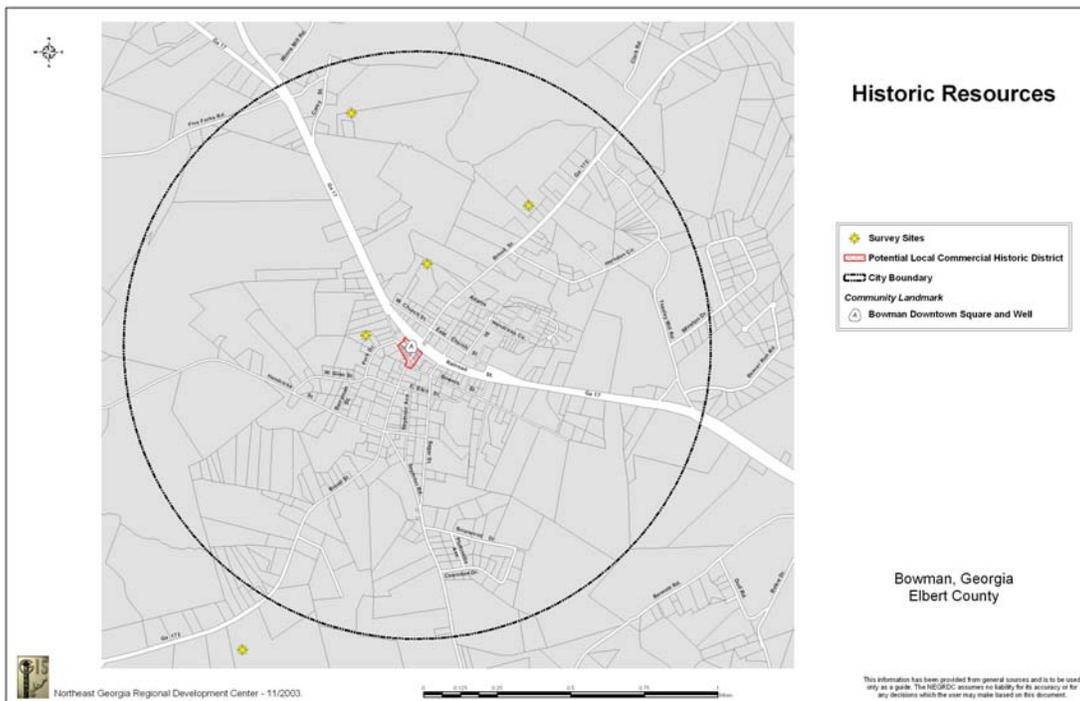
Goals

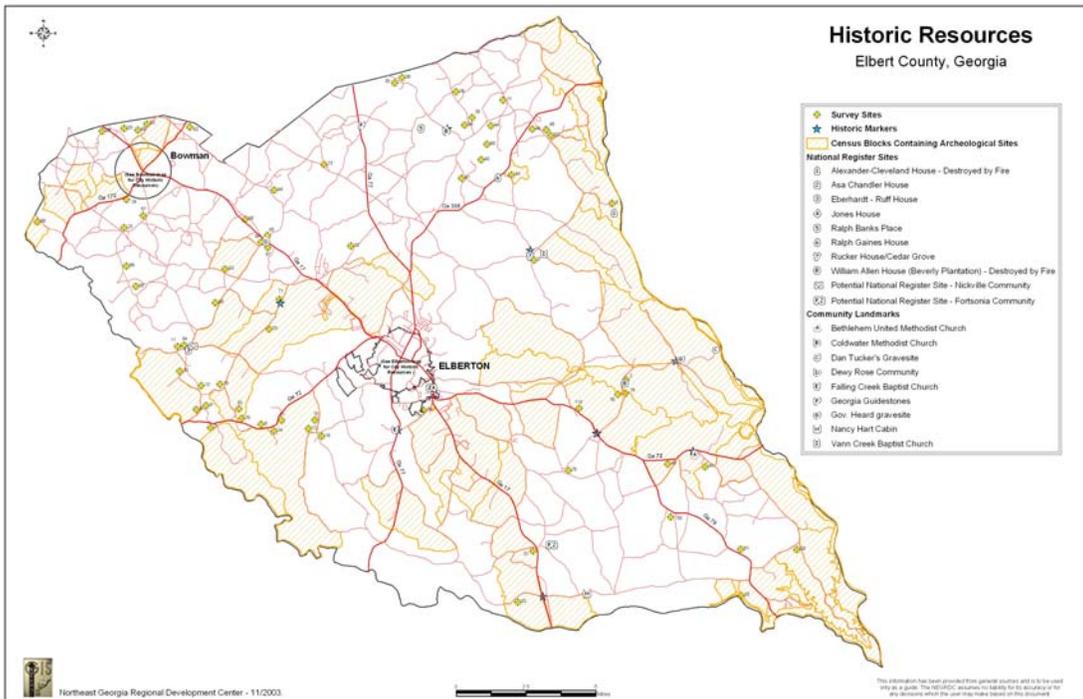
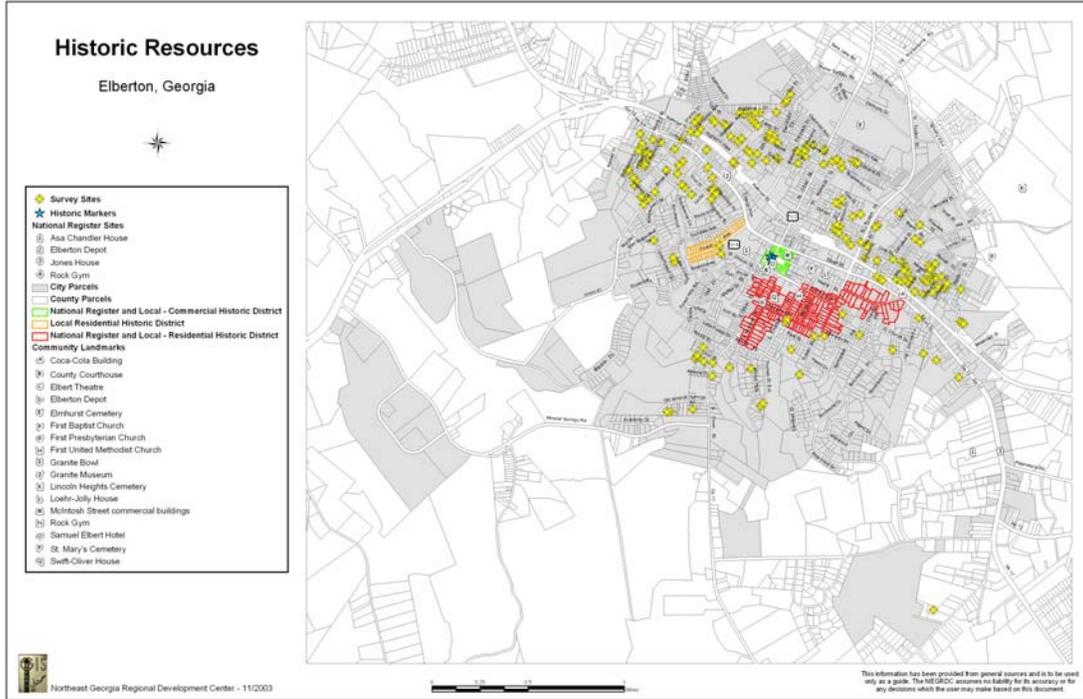
- Preserve significant cultural resources and community landmarks.

Objectives

- Recognize, promote and enhance cultural resources for expanded visitation and to provide economic development opportunities.
- Retain and reuse cultural resources that evidence the county's heritage.

Maps:





Chapter 6: Community Facilities and Services

Introduction

The availability and location of community facilities and services plays an important role in shaping the future growth of the county. One of the major impediments, or facilitators, of growth is the existence of community infrastructure. We have come to expect our local governments to provide us with a certain level of service and as growth increases so do the demands for services. Many of the initiatives discussed in the economic development, housing, and land use sections of the plan rely on the expansion or construction of additional community facilities and services for their successful implementation. This chapter inventories the existing infrastructure throughout the county and identifies needs related to accommodating future growth.

Because of the relative rural nature of the county the predominant land use served by the various community facilities is residential. The majority of commercial and industrial land is located in and around Elberton and is served by both city and county facilities.

Purpose

The purpose of this section is to examine the inventories of existing facilities and services and to determine how adequately they are serving the existing population. Based on this assessment, future needs can be quantified relating to the expected population growth. The section attempts to illustrate the linkages between growth and the availability of community facilities and services. Increasing populations experience a demand for new infrastructure in the form of roads, water, sewer, schools, and public protection. This increased demand, combined with the requirements for periodic maintenance and expansion of existing facilities, creates an increasing financial burden on local governments and ultimately on the individual taxpayers. The comprehensive plan's intent is to carefully coordinate future infrastructure expansion with each section of the plan to provide for the orderly growth of the community.

The Governor's Office has formulated a set of statewide goals that include Quality Community Objectives, to coordinate local government planning throughout the state under each of the elements of the Comprehensive Plan.

- **Statewide Community Facilities and Services Goal:** *To ensure that public facilities throughout the state have the capacity, and are in place when needed, to support and attract growth and development and/or maintain and enhance the quality of life of Georgia's residents.*

In accordance with the overall goal the state has developed a set of Quality Community Objectives to help direct local governments formulate a set of local goals, policies and objectives. The statewide objectives are as follows:

- **Transportation Alternatives Objective:** *Alternatives to transportation by automobile, including mass transit, bicycle routes and pedestrian facilities, should be made available in each community. Greater use of alternate transportation should be encouraged.*
- **Regional Solutions Objective:** *Regional solutions to needs shared by more than one local jurisdiction are preferable to separate local approaches, particularly where this will result in greater efficiency and less cost to the taxpayer.*

Elbert County, and the cities of Bowman and Elberton will work within the framework of this statewide initiative to create locally relevant goals and policies governing the future development of community facilities and services that meet the needs identified within the inventory and assessment components of this chapter.

Organization

This element is divided into nine sections discussing each of the community facilities and services identified in the Department of Community Affairs Minimum Planning Standards. These include:

- Water supply and treatment;
- Sewer and wastewater;
- Solid waste management;
- Public safety;
- Hospitals and other public health facilities;
- Recreation;
- General government;
- Educational facilities; and
- Libraries.

Each of these sections describes the presence and adequacy of the facility or service and the final section outlines the community goals and policies.

Water Supply and Treatment

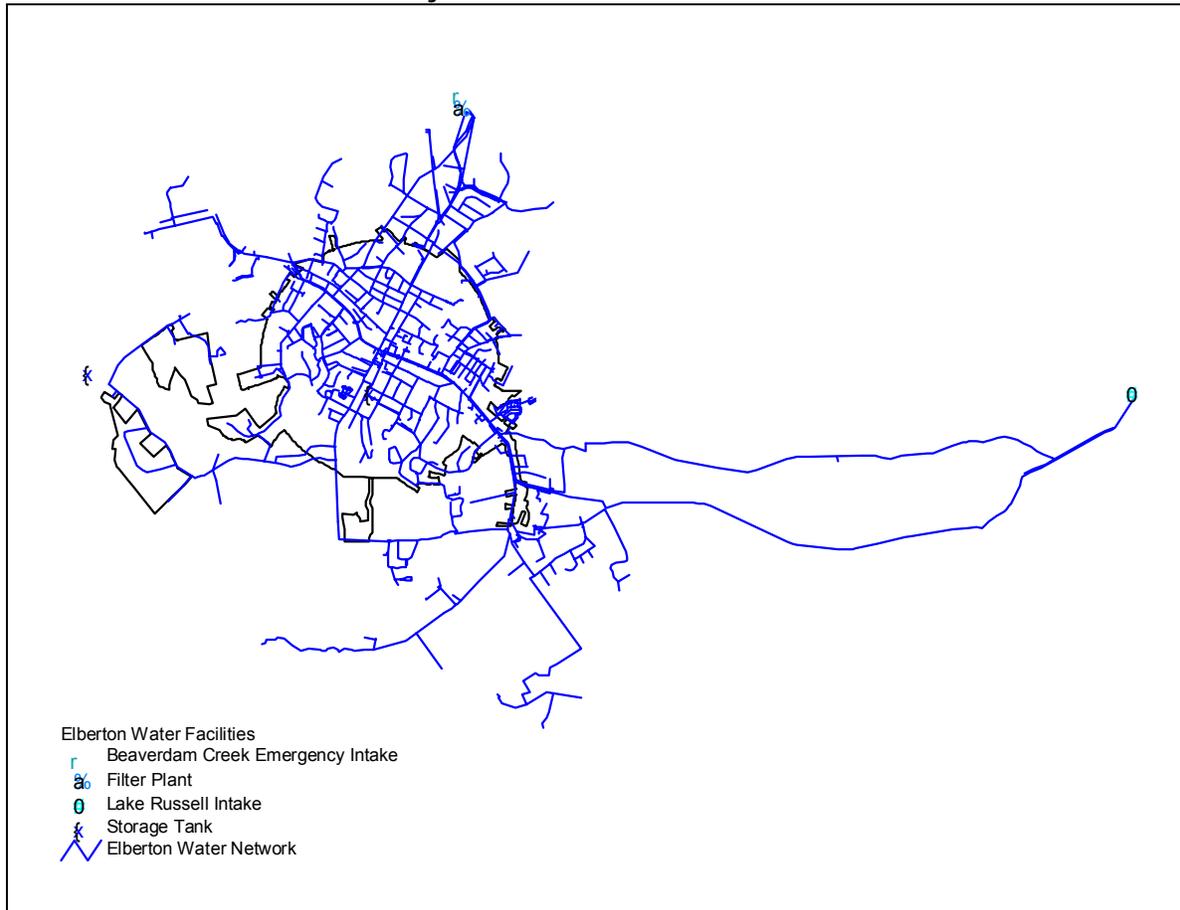
One of the most important issues throughout the state is the availability and quality of drinking water. The incredible growth rates experienced in the Atlanta Metro areas have put tremendous pressures on public drinking water sources and have depleted numerous private wells as the groundwater supply continues to decrease.

Inventory of Existing System

There is no public water provided to residents of the unincorporated county.

The City of Elberton draws its water from Lake Richard B. Russell, with an emergency intake on Beaverdam Creek. The city has a total permitted withdrawal of 7.5 million gallons per day (mgd), with a treatment capacity of 3.0mgd and an elevated storage capacity of 1.75mgd, utilizing two storage tanks. In 2002 the city had a total of 2,911 residential customers with 596 commercial and industrial customers. The average daily demand is 1.7mgd, with a peak demand reaching 2.7mgd. The City of Elberton water network is illustrated in Figure 1.

Figure 1
City of Elberton Water Network

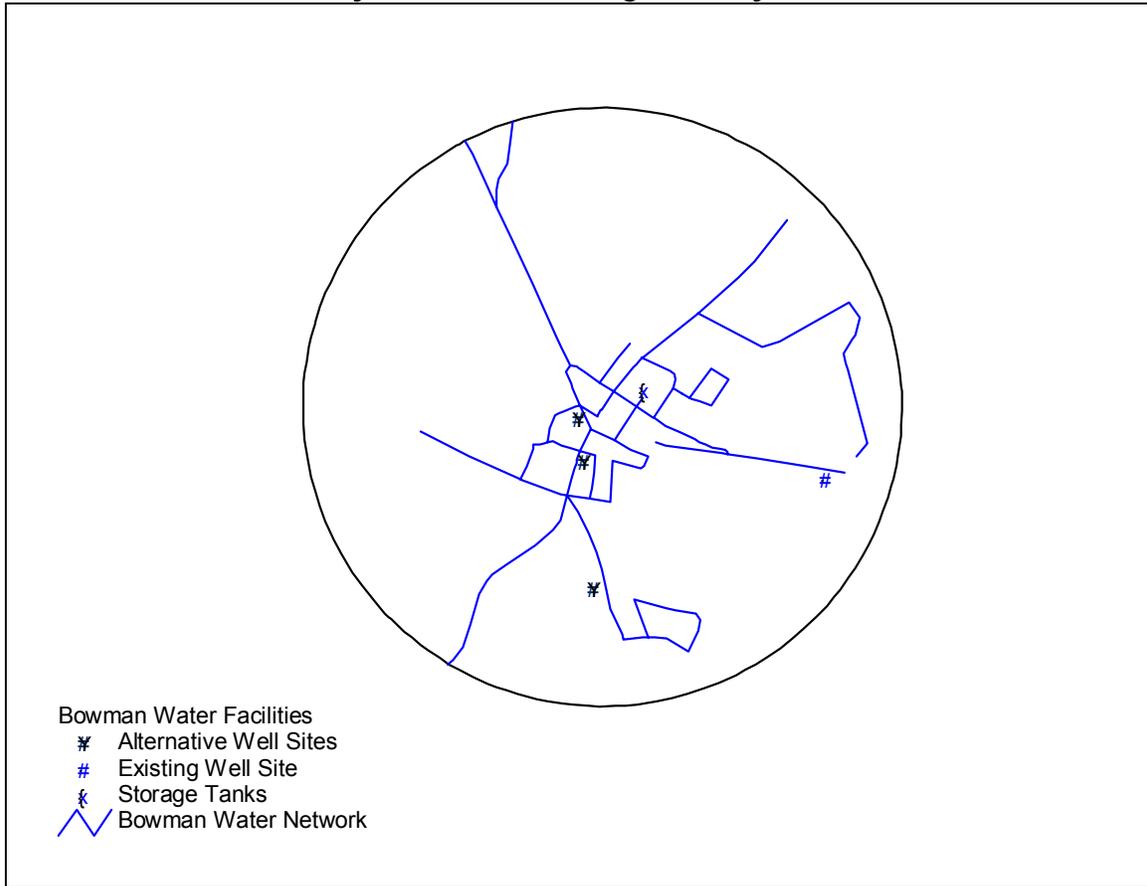


The network illustrates two storage tanks, one near downtown and the other near the industrial park, the water filter plant, north of the city near Beaverdam Creek (illustrated flowing north of the city), and the two intake points, one on Lake Russell (east of the city) and the other along Beaverdam Creek (north of the city). As illustrated, network customers are both within and outside of the city limits.

The City of Bowman provides a public water supply through a main well located within Bowman Community Park. The city has an approximate total treatment capacity of 0.15mgd and an elevated storage capacity of 0.15mgd, utilizing one storage tank. The city has an estimated 462 customers with an approximate average daily demand of 0.10 mgd. The City of Bowman water network is illustrated in Figure 2.

The network illustrates the location of the elevated storage tank and the main well site, located in the Bowman Community Park. All customers of the Bowman network are located within the city boundary.

**Figure 2
City of Bowman Existing Water Systems**



Water System Assessment

Based on population projections discussed in Chapter 2, community facilities and services must be assessed to determine their levels of service and ability to meet the demands of the existing and future population. A level of service analysis for the water systems must take a number of variables into consideration when determining the adequacy of the network to serve its users. Each of the municipal water systems must be assessed based on the ability of the four following variable's ability to adequately serve the population.

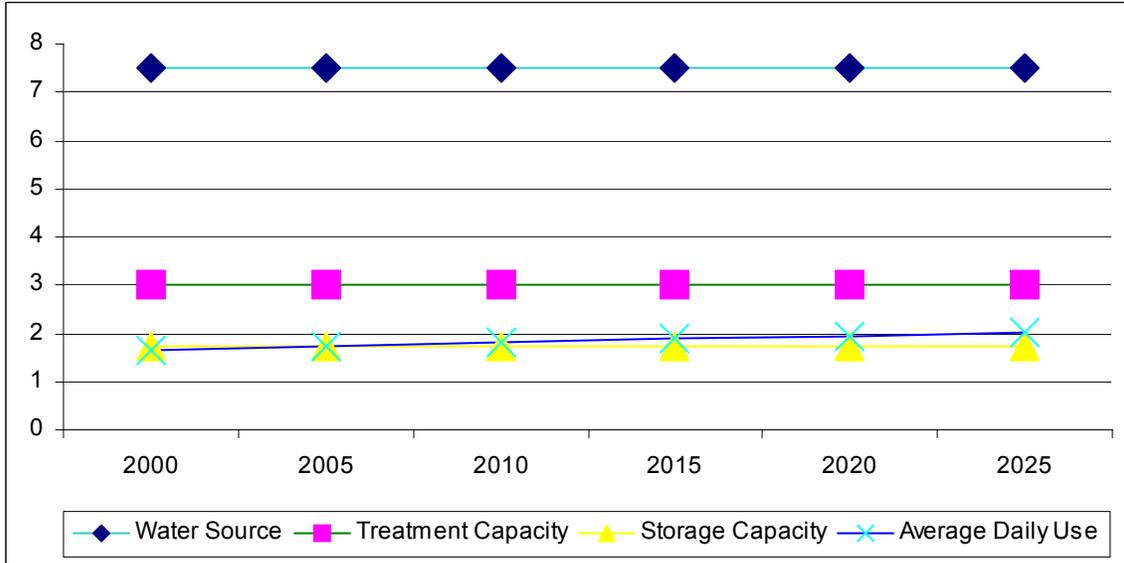
The first variable is the water source, which must be analyzed to determine whether or not the available water is adequate to supply existing and future demand. The second variable is the treatment capacity of the water system, which addresses the systems capability of providing potable water. The third variable deals with storage capacity and the ability to meet the average daily demand. The final variable is the delivery system, to determine if the current network can adequately provide water to those areas designated for service.

City of Elberton Water System Assessment

Elberton's source of water is Lake Russell, which is capable of holding approximately 336 billion gallons of untreated water. The city has a permitted withdrawal capacity of 7.5mgd that exceeds existing demand. Currently the city network experiences an average daily demand of 1.7mgd, peaking at 2.7mgd. The treatment capacity of the water filter plant is 3.0mgd. Currently the city utilizes two water storage tanks with a total capacity of 1.75mgd. Figure 3 illustrates the increased demand expected throughout the planning horizon based on the population and

employment projections and the assumption that existing conditions will not change. Forecasted figures are presented in million gallons per day (mgd).

**Figure 3
Water System Projected Demand**



Source: Northeast Georgia Water Study; City of Elberton Utilities Department

Water demand forecasts are derived from population, housing, and employment forecasts based on existing average use levels. These forecasts are based on minimal expansion of the network service area and would increase accordingly if water service were extended further into the unincorporated area.

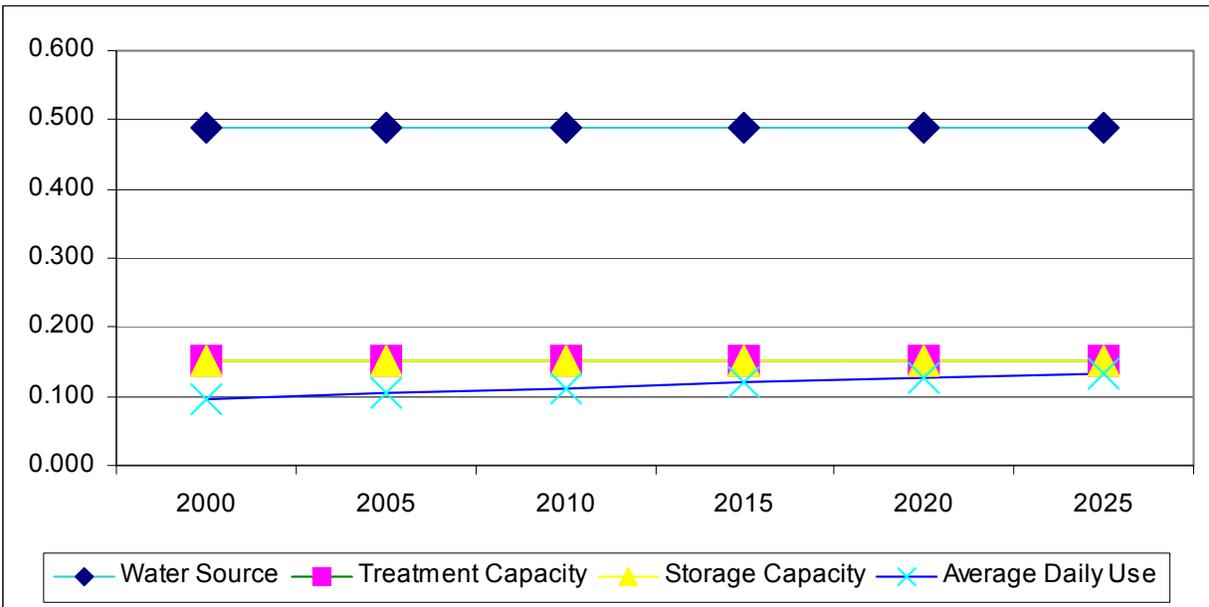
The projections illustrate that the source and treatment capacity are adequate to serve the future demand. The Utilities Department continually monitors the delivery system to identify inadequate pipe segments in disrepair or too small. The city has recently undergone a number of repairs to the delivery system and will mitigate problems on an as needed basis. The forecasts do illustrate an inadequacy in the amount of storage capacity. Based on current trends, and considering that peak average demand already exceeds 2.6mgd, the city will need to expand its existing storage capacity to ensure adequate service to future customers.

The city is planning an expansion beyond its existing service area to provide adequate service to residential and industrial areas within the county. New development in the unincorporated county may connect to the City of Elberton network provided the extension of service is economically feasible based on a complete and approved engineering study and provided adequate financing is available. As discussed in the Intergovernmental Coordination chapter, the city plans to explore the potential for cooperative relationships with other local governments to identify opportunities to fully utilize the water source capacity.

City of Bowman Water System Assessment

The city utilizes a main well as its single source of water located within the Bowman Community Park. The well has a maximum pumping capacity of 340 gallons per minute (approximately equal to 0.49mgd). Currently the city experiences an average daily demand of 0.10mgd, peaking at 0.14mgd. The treatment capacity of the well is 0.15mgd. Currently the city has a single elevated storage tank with a capacity of 0.15mgd. Figure 4 illustrates the expected increased demand based on the projected increase in total users. Forecasted figures are presented in million gallons per day (mgd).

**Figure 4
Water System Projected Demand**



Source: City of Bowman; Northeast Georgia RDC

Water demand forecasts are derived from population, housing, and employment forecasts based on existing average use levels. These forecasts are based on minimal expansion of the network service area and on the assumption that all new housing units in the City of Bowman will be connected to the water network. The projections illustrate that the source, storage and treatment capacity can adequately accommodate future growth in Bowman. The city needs to continually monitor the condition of the network delivery system because of the age and condition of water pipes throughout the city.

Public Sewerage and Wastewater

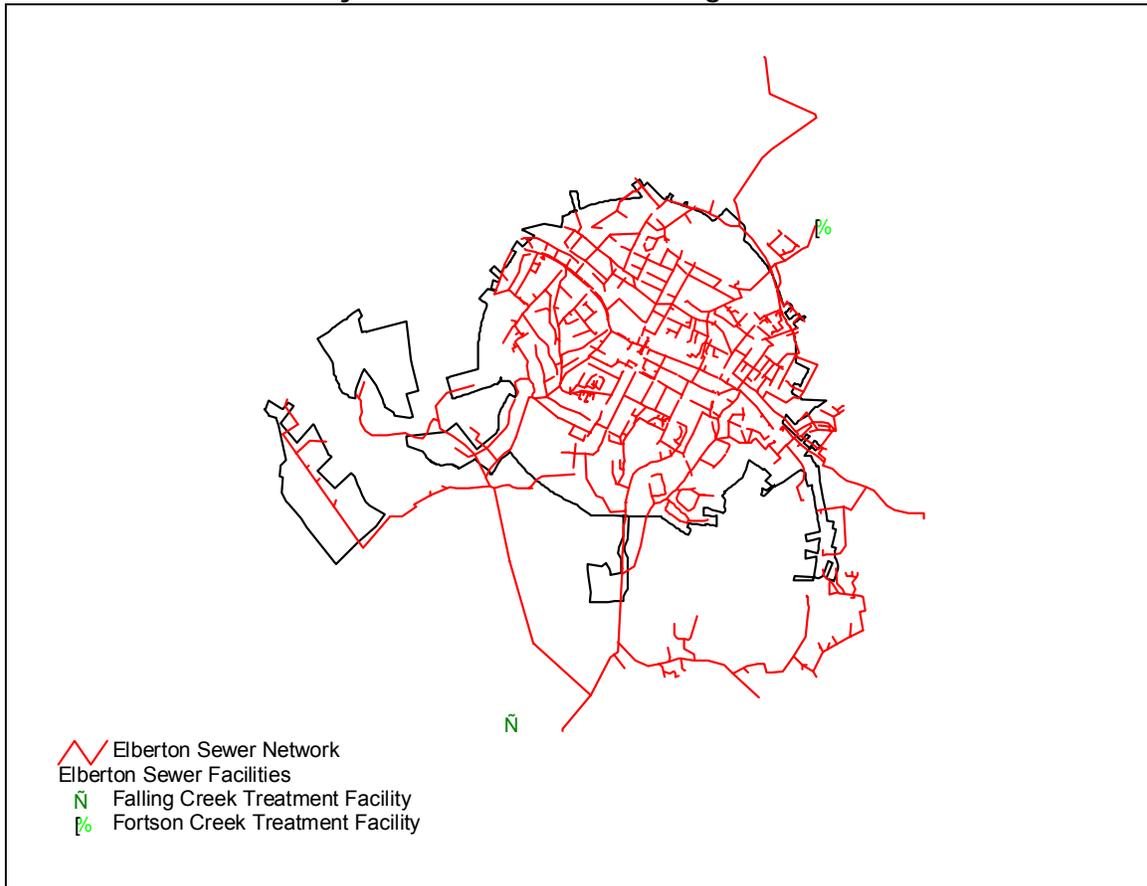
Another major issue concerning the development of Elbert County is the presence of a public sewerage system within the municipalities. Septic systems are intended to provide sewer service to low-density development and are used predominantly in the unincorporated areas.

Inventory of Existing Systems

There is currently no public sewerage system serving the unincorporated county.

The City of Elberton operates two water pollution control plants, one on Falling Creek and the other on Fortson Creek, with a total capacity of 1.5mgd (0.9mgd at Falling Creek and 0.6mgd at Fortson Creek). The average daily flow at the Falling Creek plant is 0.55mgd, and 0.35mgd at the Fortson Creek plant. The network served a total of 2,458 customers in 2002. The City of Elberton sewer network is illustrated in Figure 5.

Figure 5
City of Elberton Public Sewerage Network

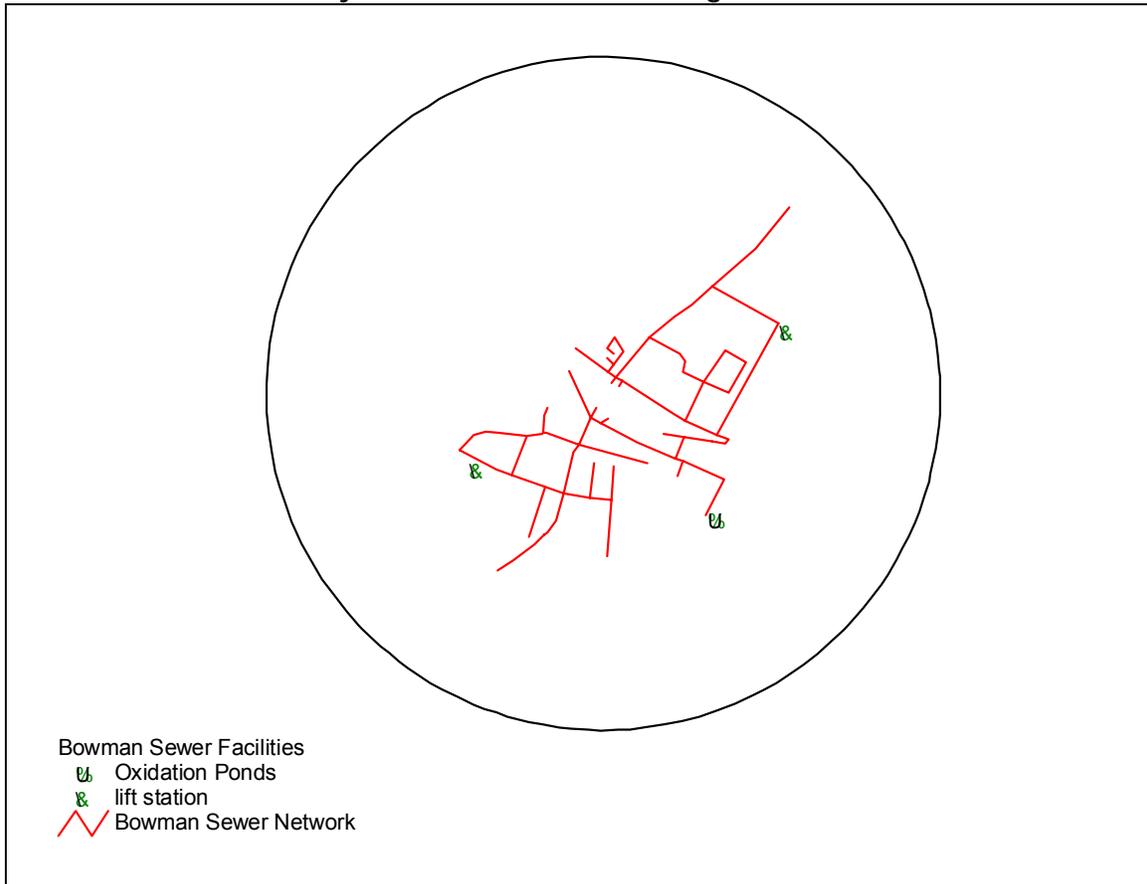


The network illustrates both wastewater pollution control plants, the Falling Creek facility northeast of the city, and the Fortson Creek facility south of the city. As illustrated, the network serves customers within and outside of the city boundary.

The City of Bowman utilizes two lagoons as oxidation ponds to treat waste for discharge into Deep Creek. Not all city residents are connected to the public sewerage system. The existing system currently serves approximately one-half of the city. Those not connected utilize personal septic tanks. There are currently 243 customers utilizing the sewerage system, generating an approximate average daily demand of 0.05mgd (approximation based on NEGRDC calculations).

The network illustrates the location of the oxidation ponds, as well as both lift stations utilized to pump sewerage to the lagoons.

**Figure 6
City of Bowman Public Sewerage Network**



Sewer System Assessment

A level of service analysis for the sewer systems must take a number of variables into consideration when determining the adequacy of the network to serve its users. Each of the municipal sewer systems must be assessed based on the ability of the three following variable's ability to adequately serve the population.

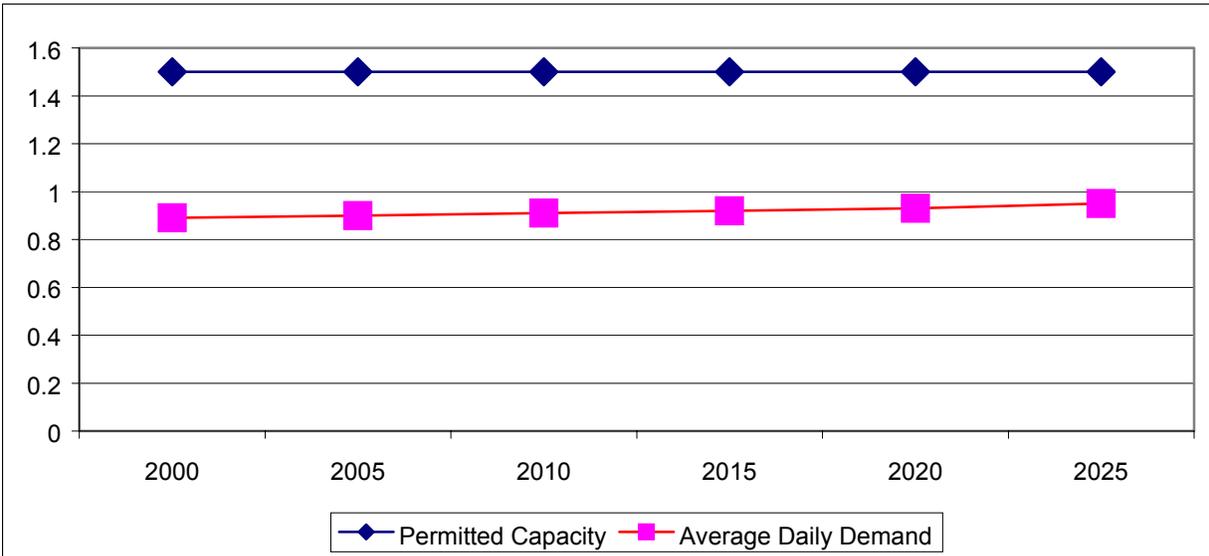
The first variable is the capacity of the treatment facility, which must be analyzed to determine whether or not the available capacity is adequate to accommodate existing and future demand. The second variable is the delivery system, to determine if the current network can adequately sewerage from those areas designated for service. The final variable is the ability of the receptor streams to accommodate additional treated wastewater in their systems.

City of Elberton Sewer System Assessment

The permitted capacity of the Falling Creek water pollution control plant increased to 0.9mgd in 1992. Currently the two plants provide a total of 1.5mgd, to serve the 2,458 existing customers. The average daily load on the two plants combined is 0.9mgd, which adequately meets the existing demands. The city is in the process of undergoing improvements to the Fortson Creek facility dealing with infiltration and inflow upgrades, which should improve the operation of the facility and may increase the design capacity.

Figure 7 illustrates the increased demand expected throughout the planning horizon based on the population and employment projections and the assumption that existing conditions will not change.

Figure 7
Sewerage System Projected Demand



Source: City of Elberton Utilities Department; Northeast Georgia RDC

Public Sewerage demand forecasts are derived from population, housing, and employment forecasts based on existing average use levels. These forecasts are based on minimal expansion of the network service area and would increase accordingly if sewerage service were extended further into the unincorporated area.

Forecasts indicate that the existing combined capacity of the two facilities should adequately serve future populations provided minimal expansion of the service area.

The current delivery system is reportedly in adequate condition, overall, to meet the existing and future needs. However, the city is in the process of analyzing its sewer network to prioritize areas for pipe replacements and upgrades. Sections of the network are old and outdated and will require replacement in order to fully meet future population and economic needs.

The environmental integrity of the stream systems serving the water pollution control plants must be continuously monitored in order to ensure that additional treated wastewater does not contaminate the receptor streams beyond repair. Falling Creek and Fortson Creek are the respective streams receiving the treated effluent from the wastewater treatment facilities.

Fortson Creek is listed on Georgia's 303 (d) list, indicating that it does not meet water quality standards, specifically the stream's ability to support existing fecal coliform loads. The impairment of the stream is a result of a number of variables, including septic tank failures, direct discharge of raw sewage, urban runoff, and leaks, overflows, and failures of the Fortson Creek water pollution control plant.

The United States Environmental Protection Agency (EPA) has prepared a Total Maximum Daily Load (TMDL) for the concentration of fecal coliform within Fortson Creek and Elbert County and the City of Elberton have created a TMDL implementation plan to reduce the fecal coliform load in Fortson Creek. The implementation of this plan calls for intergovernmental coordination to reduce the amount of flooding within the drainage basin, development of a public education campaign to reduce sources of waste that generate fecal coliform, and to identify and eliminate failing septic systems.

Water quality sampling on Fortson's Creek has led to the discovery of an eroded sewer pipe crossing the stream that was dispensing raw sewage into the creek. Continued monitoring of the stream is necessary to determine the effectiveness of the implementation plan and to ensure that the stream can continue to function properly. The initiation of the infiltration and inflow program and improvements to the treatment plant should alleviate sediment load problems associated with the Fortson Creek wastewater treatment facility.

City of Bowman Sewer System Assessment

Bowman's sewer system has experienced little change over the past ten years. In 1993 there were a reported 243 customers, the number currently served by the existing network. The existing network serves only citizens within the city limits, and currently serves only half of the city.

The capacity of the oxidation ponds is unknown and the average daily use is not calculated. However, based on average use rates for different types of land use, an average daily use can be approximated as 50,000 gallons per day.

The oxidation pond treatment system is described as adequate to meet the existing and projected needs for the city. As part of the infrastructure assessment study, discussed previously in Bowman's water system assessment, the public sewerage system will be analyzed and assessed according to its total effectiveness. Included in this assessment is the identification of inadequate pipes within the delivery system. This detailed assessment will create recommendations for potential expansion of the network, where applicable, to include a greater proportion of city households.

Deep Creek, the system's effluent receptor stream, has not been identified as an impaired stream by the EPA analysis for TMDL. However, this is an issue that requires consistent monitoring to ensure the environmental integrity of the stream system remains intact.

Unincorporated County Sewer Assessment

The county does not operate a public sewerage system nor does it have plans for implementing the construction of a sewer network. New development in the unincorporated county may connect to the City of Elberton network based on the same criteria for extension of service discussed in the unincorporated county water assessment.

Regional watershed studies and TMDL implementation plans have increasingly identified septic tanks as an increasing non-point source pollutant. The abundance of septic tanks in unincorporated areas has increased dramatically over the past twenty years as suburban development has outpaced urban. It is not known for certain the number and location of all septic tanks in the county, but assuming that all households not connected to the municipal sewerage systems are using a septic system would indicate that there are currently approximately 6,400 individual septic systems (according to housing unit estimates from the Housing chapter). This is an approximation but it does illustrate the large number of essentially, unmonitored sewer systems in the county. A septic tank should be cleaned out every 3-5 years to ensure that it continues to work properly. Currently there is no regulation in place to monitor the maintenance of septic systems and once a problem is identified it is generally too late to prevent any contaminants from entering the ground and surface water.

Solid Waste

Solid waste management is an important issue in Elbert County, brought about by the combination of increased population growth, stringent environmental controls and public demand for more efficient and user-friendly collection systems. The closing of the county landfill, increasing quantities of solid waste and fewer acceptable sanitary landfills have placed more emphasis on source reduction, recovery, and reuse of materials.

Elbert County is a member of the Northeast Georgia Regional Development Center's (NEGRDC) Solid Waste Task Force. The task force represents twelve counties in the NEGRDC region addressing solid waste management issues on a regional basis. In 1993, a regional comprehensive Solid Waste Management Plan (SWM) was finalized, required by law under the 1990 Georgia Solid Waste Management Act, which states that each county must have a SWM plan by July 1992. The Georgia SWM Act also calls for a 25 percent per capita reduction of waste being generated and disposed of. The Task Force is revising the SWM plan, scheduled for completion by June 30, 2004.

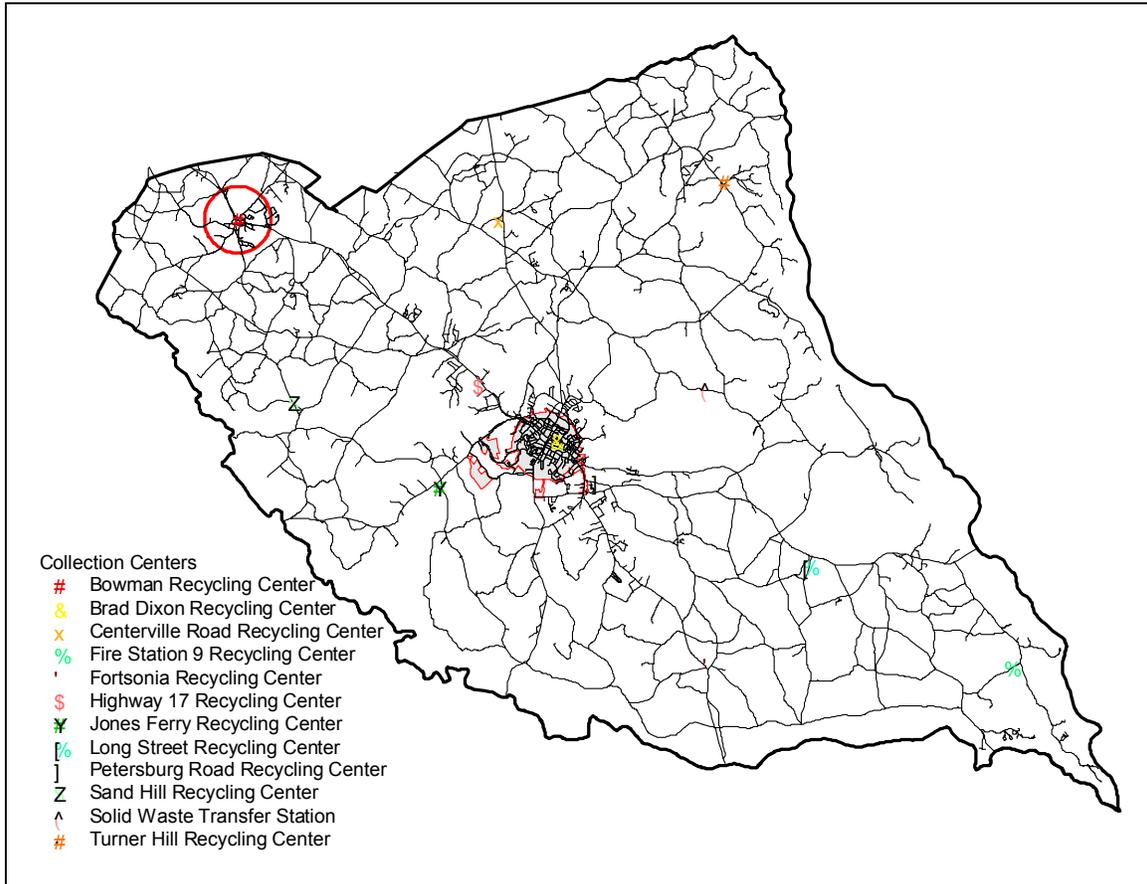
Waste Collection Inventory

Elbert County no longer operates a landfill, but has converted the location on Holmes Chapel Road to a transfer station where solid waste collected throughout the county is transferred to a municipal solid waste landfill in Homer. The transfer station currently handles a total of 60 tons of solid waste per day and accepts household, commercial and industrial, construction and demolition, and inert solid waste materials.

The county does not provide curbside pickup of solid waste in the unincorporated area, or either of the municipalities but does have a network of ten household waste disposal and recycling centers throughout the county. These manned collection centers are located within proximity to higher density residential areas throughout the unincorporated area (including a location within the Bowman City Limits). Household waste and recyclables are accepted at all collection stations, provided that household waste is contained in county trash bags. The county has shifted to a volume based (pay-as-you-throw) solid waste management system, as recommended in the 1993 regional solid waste management plan. As a result, the county now requires all household waste collected at manned collection centers or at the transfer station to be bagged using county bags, which are available at 28 retail outlets throughout the county.

Recyclables collected throughout the county include newspapers and magazines, plastics, steel and aluminum cans, cardboard, glass and scrap metal. All aforementioned recyclables are accepted at each of the manned collection centers. The locations of the county solid waste transfer station as well as each of the household waste disposal and recycling centers are illustrated in Figure 8.

**Figure 8
Location of Solid Waste Collection Facilities**



The City of Elberton offers residential customers weekly solid waste collection service and sells large containers to commercial customers. The city operates two solid waste collection trucks and hauls all solid waste to the county transfer station. The city also provides weekly curbside recycling collection for city residents. Recyclable materials are collected, processed and stored at the recycling center located on North Tusten Street. The city recycling center currently operates in cooperation with the county on recycling materials that the county is not capable of collecting at this time.

The City of Bowman offers residential customers weekly solid waste collection services, operating one solid waste collection truck hauling waste to the county transfer station. As previously mentioned, the county does operate a household waste disposal and recycling centers within the city that provides city residents with a recyclable collection center.

Assessment of Solid Waste Management

The locations of the convenience centers allow equal access to a waste disposal site for all county residents and the volume-based collection system ensures an equitable fee structure. The county intends to continue its public education campaign to help minimize the amount of waste generated in the county, and participate in regional solid waste planning to identify collaborative strategies to achieve the overall goals.

The existing transfer station has a projected useful life of, up to, 15 years. The transfer station currently handles approximately 60 tons of solid waste per day. The facility is capable of handling upwards of 150 tons of solid waste per day with additional equipment and employees.

The county is progressing with its solid waste management plan and is currently considered an “Extra Effort” local government by the Georgia Department of Community Affairs (DCA) in its community indicators program assessing the adequacy of local government’s efforts in environmental preservation. The county participates in the Northeast Georgia Regional Solid Waste Management Plan and has implemented identified needs in the plan over the years, including the construction of the manned household waste disposal and recycling centers and the implementation of the volume-based fee structure of solid waste collection.

Because of solid waste collection by each of the municipalities county services are generally only utilized by residents within the unincorporated county, however all residents of the county can purchase the county collection bags and access the collection stations.

Public Safety

Emergency 9-1-1 Center

Elbert County operates a countywide Emergency 9-1-1 System operating from the central communications building at 451 Taggart Street in Elberton. The Center is responsible for dispatching emergency services countywide, including the City of Elberton Police and Fire Department respectively.

The Center staffs a Director, an Operations Supervisor and 12 Communications Officers. The 12 Communications Officers are employed on 4 shifts a day with 3 Officers per shift. The Center handles an average of 13,554 emergency calls per year, and an additional 46,740 non-emergency calls.

Law Enforcement Inventory

Three law-enforcement offices serve Elbert County: the Elbert County Sheriff's Department, the Elberton Police Department, and the Georgia State Patrol. The Elbert County Sheriff’s Department provides police protection for unincorporated Elbert County and the City of Bowman. The Elberton Police Department provides services within the city limits.

Sheriff's Department

The Elbert County Sheriff’s Department provides law enforcement services throughout the unincorporated county as well as within the city limits of Bowman through a contractual agreement between the city and the Department.

The Department is located in the Sheriff’s Department facilities and operates the county detention center. The Department operates Investigation, Traffic and K-9 divisions aside from its general patrol officers. The Investigation Division has three investigating officers, the Traffic Division has two full-time officers, and the K-9 Division has two teams consisting of a handler and dog.

The Department currently staffs a total of 25 full-time officers, consisting of the Sheriff, two Captains, four Shift Patrol Sergeants, one Investigations Sergeant, one Investigations Lieutenant, four Shift Patrol Corporals, one Investigations Corporal, ten Shift Deputies, and one School Resource Deputy and 3 part-time Deputies on call. The Department reports an average of 12,000 calls per year with an average response time of 10 minutes. The Sheriff’s Department responds to calls on the countywide Emergency 9-1-1 system.

The detention center has a carrying capacity of 50 inmates. The Sheriff’s Department has an agreement with the City of Elberton Police Department to house excess county detention center inmates, up to a total of 12 inmates.

Elberton Police Department

The City of Elberton operates an independent police department, serving citizens of Elberton within the city limits, headquartered in the city Police Station. The Department staffs 16 Patrol Officers, 2 Criminal Investigators, 2 School Resource Officers, a Code Enforcement Officer, Administration Officer, Court Clerk, and Maintenance Supervisor in addition to the Chief of Police.

The Department reports an average of 6,000 calls per year with an average response time of two minutes. The Department responds to calls on the countywide Emergency 9-1-1 system.

As previously mentioned, the Department does cooperate with the Sheriff's Department on the handling of prison inmates. The city detention center has a capacity of 12 inmates.

Fire Protection Inventory

An excellent fire department is a vital link in the chain of regional development, affecting insurance costs and, thus, the willingness of people and industries to settle in a given area. Fire protection is directly affected by the quality of the water system and a lack of infrastructure can severely reduce the community's ability to provide adequate fire protection.

The existence and adequacy of a water system become a determining factor in the rating given a fire department by the Insurance Services Organization (ISO). Other factors include: the size and type of buildings in a community, the presence or absence of a fire alarm system, how calls are received and handled, whether fire fighters are paid or volunteer, whether there is a community water system, the size of water mains, and how long it takes a department to respond to a call. This independent organization weighs all these factors to assign a department a rating between one and ten, with a rating of nine or ten meaning that an area is relatively unprotected.

ISO ratings are not legal standards but recommendations that insurance companies can use to set fire insurance rates. Because they are set by an independent organization, they become an easy way of comparing community fire departments. However, because these ratings involve weighing several variables, they do not directly compare. For instance, a rating of seven in two different communities does not mean that each is working with the same equipment under the same circumstances. Rather, one could have an adequate water system but inadequate personnel and equipment, the other, the reverse.

Elbert County Fire Protective Services

The Elbert County Fire Department and the Georgia Forestry Commission provide fire protection throughout unincorporated Elbert County. The Elbert County Fire Department provides service to the unincorporated area of the county, as well as the City of Bowman. Each department is interconnected through a central communication system allowing countywide fire protection services. All calls are handled through the countywide Emergency 9-1-1 system.

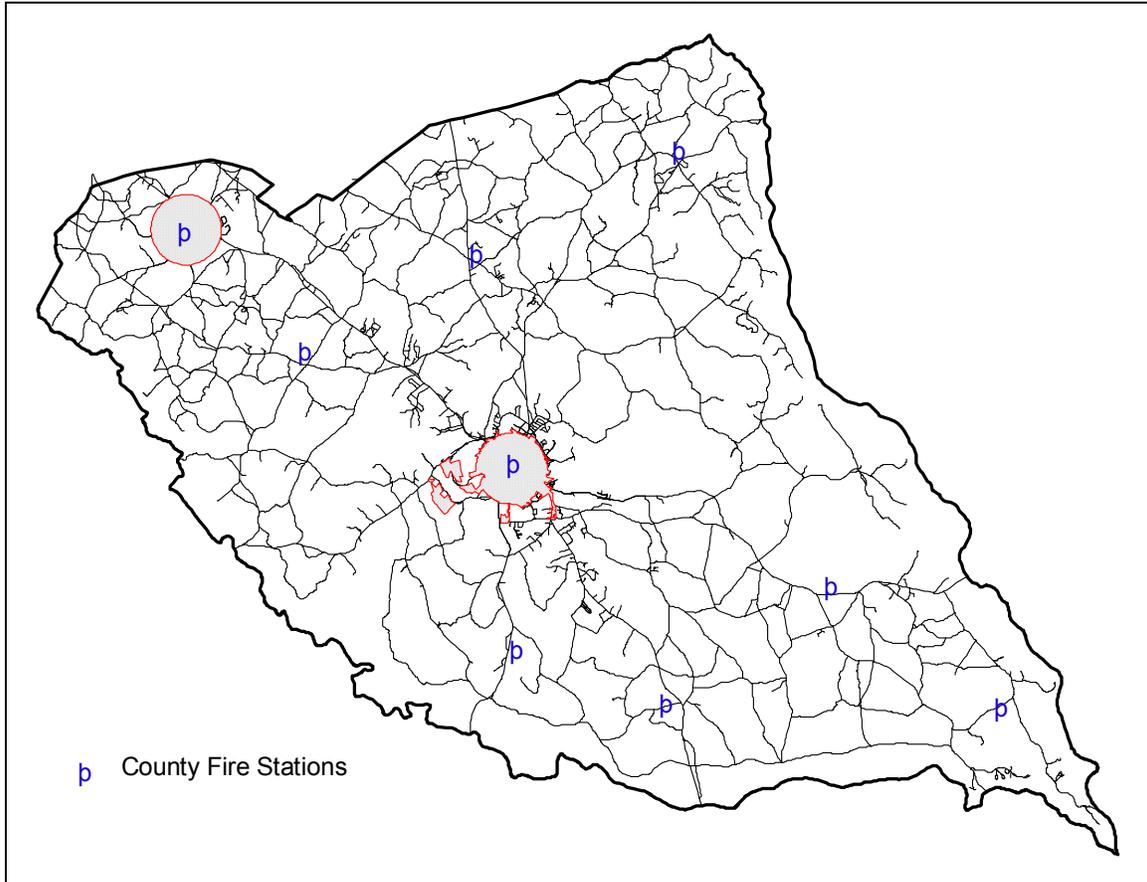
The County Fire Department includes nine stations located throughout the county, with primary coverage areas extending a three-mile radius around each station. Secondary coverage area includes a five-mile radius around each station. The county Department headquarters are located in Elberton. Figure 9 illustrates the locations of the county Fire Departments.

The Department consists of 140 volunteer firefighters. Water is supplied in the unincorporated areas through a network of 64 dry hydrants, as well as 16 boat ramp suction sources on Lake Russell. Pressurized hydrants are available in both municipalities.

The county's ISO rating is 5/9, indicating a rating of 5 within five road-miles of a fire station within 1,000 feet of a hydrant and a rating of 9 within five road-miles of a station without a water source.

The Georgia Forestry Commission (GFC) is funded by the state to combat woodland, wild land and agricultural fires, generally not responding to structure fires. The Elbert County Unit is located outside of Elberton on Jones Ferry Road. This unit serves all of Elbert County and must contend with special fire hazards such as large pine plantations.

Figure 9
Location of County Fire Departments



City of Elberton Fire Protective Services

The Elberton Fire Department is located at 202 North Thomas Street in Elberton. The department staffs 18 full-time personnel (including a Fire Chief, a Fire Inspector, 3 shift commanders, 3 assistant shift commanders, and 10 firefighters) and has 15 volunteer firefighters. The City of Elberton independently runs the fire department and provides the department an annual operating budget. The department reports an average of 200 calls per year with an average response time of 4 minutes. All calls are handled through the countywide Emergency 9-1-1 system. The department's primary coverage area is the city limits and has an ISO rating of 4.

Emergency Medical Services Inventory

Elbert County operates an Emergency Medical Services department serving the entire county, including each of the municipalities. The Department operates 4 fully equipped ambulances and 2 fully equipped rescue trucks. The vehicle fleet is dispatched out of the Elbert Memorial Hospital and responds to calls through the countywide Emergency 9-1-1 System.

The Department staffs 12 full-time Paramedics, 2 full-time Emergency Medical Technician's (EMT), 12 part-time EMT's and 45 volunteer First Responders. The First Responder Program is a volunteer program responding to

motor vehicle and industrial accidents, possible cardiac arrest, and respiratory distress calls. The Department reports an average of 3,120 calls per year with an average response time of 7 minutes.

Public Safety Assessment

Both county and city emergency services are seeking to increase the efficiency of providing services to the public. The county and Elberton have already begun this process by consolidating all emergency services on a single emergency 9-1-1 network to increase the efficiency of dispatching the various departments.

In order to fully increase the efficiency in delivery of emergency services, the county plans to consolidate each of the three departments into a single emergency facility. The emergency services facility will also house the Emergency 9-1-1 system, and provide a training facility for all emergency services staff and volunteers.

The city also intends to consolidate the emergency services that it provides. The police and fire department have both begun using the countywide 9-1-1 system and intend to consolidate the departments to increase the level of service provided to city residents. The departments will coordinate efforts to avoid duplicative services and accentuate operational efficiency.

Emergency 9-1-1 Assessment

The county has consolidated all county emergency departments under a single emergency 9-1-1 system and upgraded its phone system to handle the increased load of calls as a result of the consolidation.

Current staff levels are adequate to handle the existing workload. The number of emergency calls must continually be monitored to ensure that staff levels are capable of dealing with increased workloads as the population increases.

Communications equipment and facilities maintenance and upgrades must take place on a regular basis to ensure a continued high level of service to county residents. The 9-1-1 system will move into the county emergency services facility upon its completion and equipment and facilities upgrades will be undertaken at that time.

Law Enforcement Assessment

Overall the Sheriff's Department adequately serves the existing population. According to the Federal Bureau of Investigation Uniform Crime Report of 2002, national averages of rural counties for the number of sworn officers per 1,000 population was 2.5 sworn officers per 1,000 residents and 4.2 total personnel per 1,000 residents. According to the staff figures for the Elbert County Sheriff's Department county averages per 1,000 persons are currently 1.2 sworn officers per 1,000 residents, and 1.4 total personnel per 1,000 residents.

The Sheriff's Department will move into the county emergency services facility upon its completion. This facility will include a new detention center, alleviating many of the capacity issues the county currently faces. The existing facility will be converted to a women's detention center.

The Uniform Crime Report states that the national average for cities under 10,000 people was 4.1 sworn officers per 1,000 residents and 5.0 total personnel per 1,000 residents. According to the staff figures for the Elberton Police Department city averages per 1,000 persons are currently 4.7 officers per 1,000 residents and 6.2 total personnel per 1,000 residents.

These statistics are merely national averages and do not constitute standardized levels of service. There are a number of variables that determine the effectiveness of local law enforcement agencies aside from the total available staff, including crime rates, geographic size of the service area, population densities, and demographics.

The Elberton Police Department reports that they are currently understaffed and in need of upgraded equipment and facilities to adequately serve existing populations as well as the projected growth. As part of the consolidation of

services efforts with the city fire department, deteriorated police facilities also need renovation to increase the Department's ability to serve the public.

Because of the expected growth throughout the county staff levels will need constant monitoring to ensure that the agencies are able to maintain adequate levels of service to an increasing population.

The total number of crimes reported in 2000 was 236 (6.8% violent crimes and 93.2% property crimes), which created an index crime rate of 1,150.6/100,000 residents ranking Elbert County 32 in the state (a rank of 159 represented the highest crime rate).

Fire Protective Services Assessment

It is difficult to assess the county's level of service for fire protection because of all the variables involved. Overall, every department has reported a general adequacy in providing service to its jurisdiction, however as the population continues to grow, additional staff, and equipment will be required to maintain adequate response times and qualified personnel. Of the 140 volunteer firefighters, 120 have completed the Georgia Firefighters Module 1 Course.

The county has constructed a ninth fire station since the initial comprehensive plan was created and has created a tenth fire district, in which a station is planned for construction. The tenth district is planned northwest of the City of Elberton to increase protection in the area that has seen the greatest economic and population growth. The county headquarters will move into the new county emergency services facility upon its completion.

The Elberton Fire Department has expressed that they are currently able to provide adequate service to the city. The Department is intent on consolidating its services with the Police Department to increase its level of service.

Emergency Medical Services Assessment

The department reports that it is currently able to meet the demands throughout the county, but like all other public safety departments, increased population requires more staff, equipment, and ambulances. It is also imperative that staff, equipment and facilities are consistently upgraded in terms of training, latest available technologies, and adequate space.

The existing level of service is 1 ambulance per 5,127 residents. To maintain this level of service, investment in new equipment and staff must keep pace with population growth. The Department has identified the need to replace two ambulances with newer models in order to ensure they can continue to provide an adequate level of service.

The Emergency Medical Services Department will move its facilities to the County Emergency Services Facility upon its completion.

Hospitals and Other Public Health Facilities

Hospitals and Health Centers

The Elbert Memorial Hospital is the only acute care facility in the county. It has a 52-bed capacity and offers emergency and full outpatient facilities and services, staffed by a total of 215 employees. The Elberton-Elbert County Hospital Authority governs the Hospital.

The Hospital is accredited by the Joint Commission on the Accreditation of Healthcare Organizations, demonstrating the Hospital's compliance with nationally recognized healthcare standards. The public has access to a wide variety of physicians through the Hospital, including a number of specialists. There are a total of 31 physicians available through the Hospital, including 22 of who are located in Elberton.

The Hospital reports an average of 2,200 inpatients, 12,000 outpatients, 8,500 emergency department visits, 1,200 surgical procedures, and 150 births per year.

The Elbert County Health department offers a variety of health services to county residents and is located at 27 West Church Street in Elberton. The Department has Registered Nurses on staff and services offered include children's medical care, preventive healthcare, women's health services, family planning, birth control, counseling, and immunizations. The County Health Department is also responsible for personal septic tank permitting.

The City of Bowman has a medical clinic, staffed with a General Practitioner full-time from Monday to Friday, as a part of the Ty Cobb Healthcare System.

Nursing Homes

There are three privately run nursing home facilities operating in Elbert County, the Heardmont Nursing Home, Nancy Hart Nursing Center, and Spring Valley Health Care Center. According to 2001 statistics, there were a total of 187 beds available among the three facilities and they were reporting an average occupancy rate of 87.3%.

The county also has additional smaller private personal care homes, reportedly capable of handling up to five patients each.

Hospitals and Public Health Facilities Assessment

The demand for health services in the county continues to grow as Elbert County's population grows and ages. There is currently adequate room in the hospital, reporting an average occupancy rate of 44.4% of its 52 beds. The number of practicing physicians has increased from 15 in 1990, to 22 locally practicing physicians in 2003. The ratio of residents to physicians has decreased from 1,263:1 in 1990 to 932:1 in 2003. Elbert County is within close proximity to state of the art medical facilities in Athens and Atlanta.

The Hospital facility is reportedly inadequate to meet both existing and future populations. The majority of the infrastructure in the existing facility has met, or exceeded its useful life and is in need of repair or replacement. The Hospital facility is disjointed and is comprised of a number of separate buildings rather than a single facility, resulting in increased burdens on the infrastructure particularly the heating and air conditioning units.

From a cost-benefit standpoint renovation and expansion is a cost-prohibitive option because of the separation of the facilities. In order to fully meet the healthcare needs of the existing and future populations a new facility is needed, whether on the existing site or in a anew location.

All of the private nursing homes are below state averages in terms of staff hours per resident per day. The current state average is 3.5 hours/resident/day and all three are operating below that level. This is merely an average reported across the state and does not represent a standardized level of service. There are a number of variables that determine the number of staff hours per resident based on occupancy and the dependency level of the residents.

Parks and Recreation Facilities

An important aspect of population growth is recreational opportunities, both passive and active. The availability of parks and recreation opportunities plays a large role in the perceived quality of life of one area over another and can make the difference in a relocation decision.

Inventory of Parks and Recreation Facilities

The National Recreation and Park Association has developed a set of standards that communities can use when developing guidelines for parks and recreation facilities planning. The Association defines parkland in a tiered approach and assigns a potential service boundary for each tier. The four tiers of parks can be defined as:

1. **Neighborhood Park:** serves the population of a neighborhood, and is generally accessible by bicycle or on foot. Typical facilities include an equipped play area, multipurpose courts, multipurpose fields, picnic area, and passive recreation area. The customary service area is a one-mile radius.
 2. **Community Park:** located near major roadways and designed to serve the needs of more than one neighborhood. Typical facilities include a large group picnic shelter, swimming pool, lighted or unlighted baseball/softball fields, lighted tennis courts, recreation building, gymnasium, rest room, passive recreation area, and parking. The customary service area is a three-mile radius.
 3. **Regional Park:** developed to serve several communities, population centers, or large portions of the county. Typical features include nature, hiking, riding or exercise trails, nature center, amphitheater, or other specialized building, area for boating or swimming, rest room, passive recreation area, and parking. The customary service area is a twenty-mile radius.
 4. **Highly Specialized Park:** primarily used for athletics or specialized recreational activities. Typical facilities include baseball field, softball field, football field, soccer field, gun range, rest rooms, passive recreation area, and parking. The customary service area is a twenty-mile radius.
- Recreation, Park, Open Space, and Greenway Standards and Guidelines; National Recreation and Park Association, 1996.*

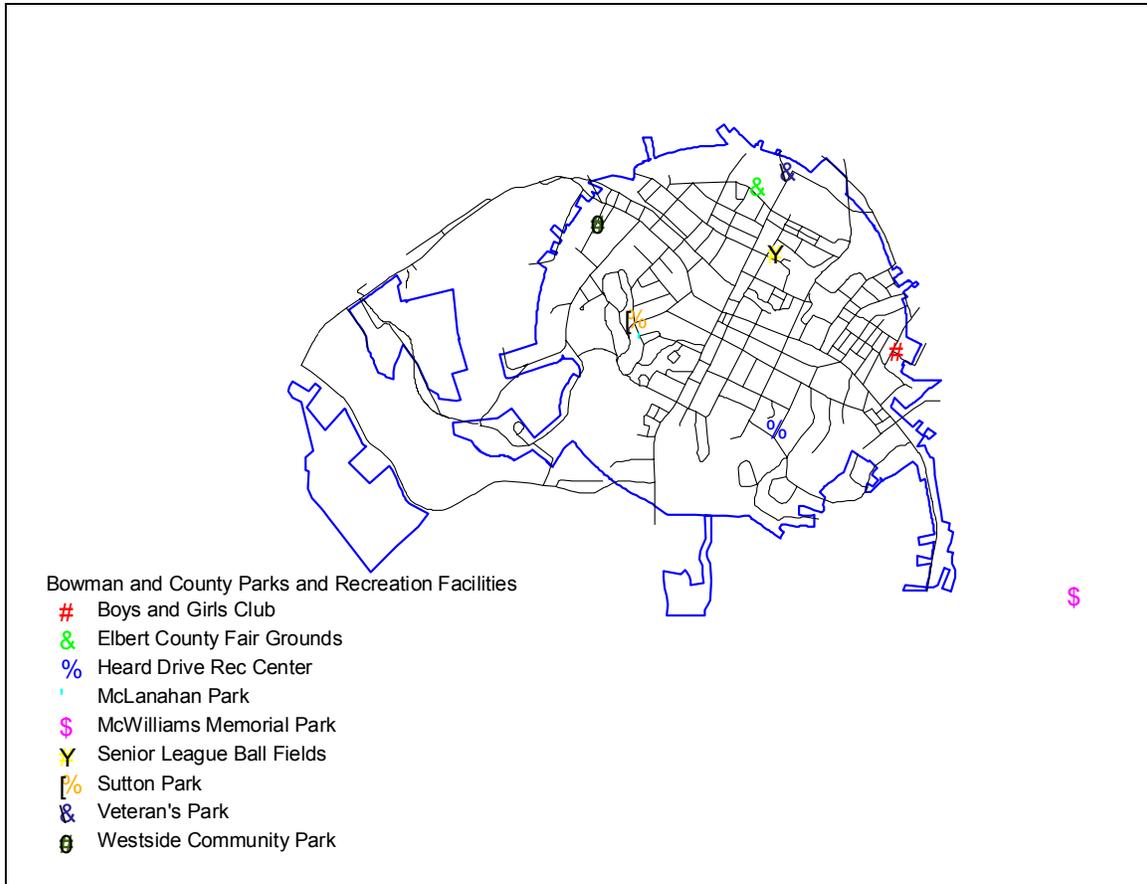
These four categories are broad-based and can be further refined to provide greater definition in classifying a community's park space.

There are other areas in the county that may be classified as parks and recreation that do not meet the definitions set forth. Areas that have been set aside within new subdivision developments for common open space may provide passive recreational activities or simply be used for the conservation of naturally sensitive lands. The county also has a state-owned game reserve, approximately 850 acres, which could be classified as a recreation area to a segment of the population. School sites may also provide recreational opportunities to the general population after school hours. See Table 1 for an inventory of existing park facilities throughout the county (based on the four identified park classifications).

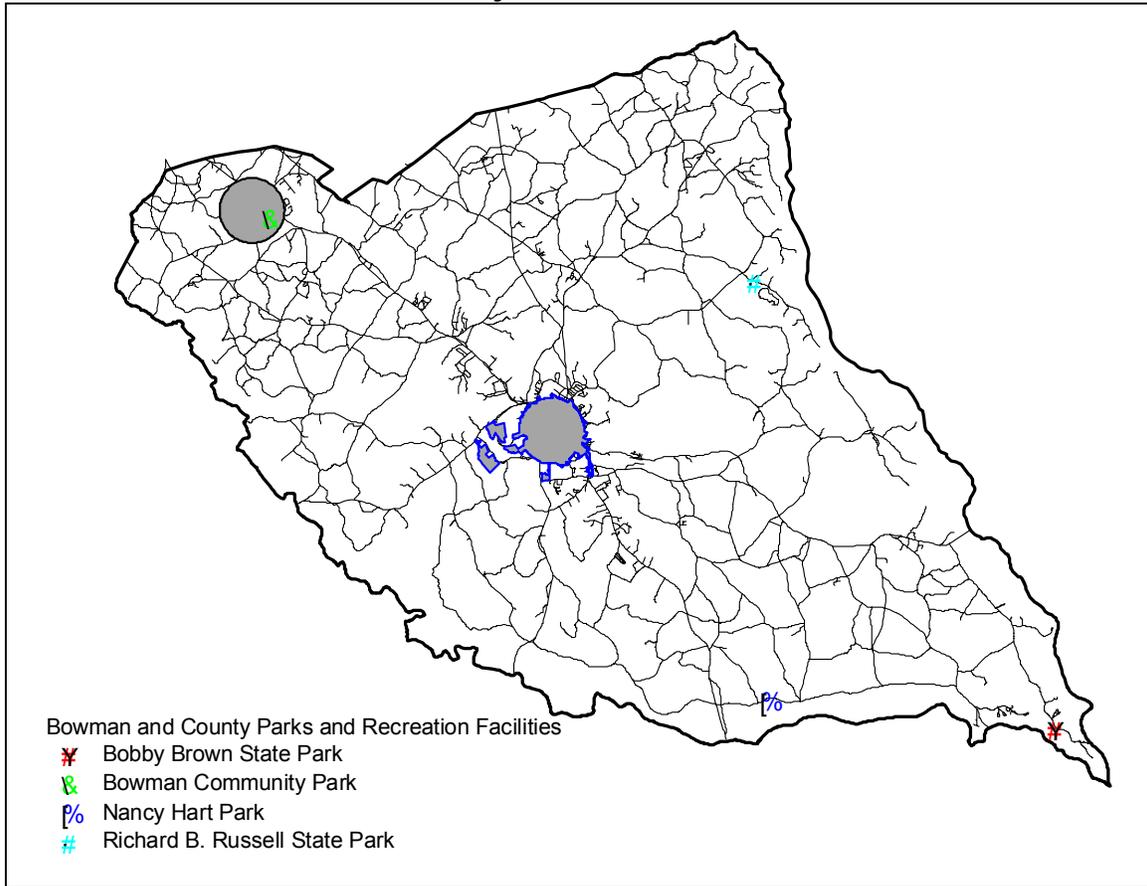
Table 1
Location of Parks and Recreation Facilities

Facility	Acres	Location	Category
Heard Drive Recreation Area	5.5	Elberton	Community Park
Bowman Community Park	45.0	Bowman	Community Park
Rock Branch Park	3.0	Rock Branch Community	Community Park
McWilliams Memorial Park	50.0	Elbert County	Community Park
Senior League Recreation Center	4.5	Elberton	Highly Specialized
Westside Community Park	0.3	Elberton	Neighborhood Park
Sutton Park	3.0	Elberton	Neighborhood Park
McLanahan Park	3.5	Elberton	Neighborhood Park
Bobby Brown State Park	665.0	Elbert County	Regional Park
Richard B. Russell State Park	2,241.0	Elbert County	Regional Park
Nancy Hart Park	14.0	Elbert County	Regional Park

Figure 10
Elberton Area Parks and Recreation Facilities



**Figure 11
Bowman and County Parks and Recreation Facilities**



Assessment of Parks and Recreation Facilities

The National Recreation and Park Association has set as a guideline level of service 10 acres of park, recreation, or open space per 1,000 persons. This is merely a guideline and every community has its own set of needs based on the demographics of the population. Table 2 illustrates the ratio of park acreage by category per 1,000 people.

Looking specifically at each park classification can provide better clarification of the types of parkland available within the community. The ratio of neighborhood park space in the county is 0.5 acres per 1,000. It is difficult for the county to maintain parks of this type within the unincorporated area because of the low-density, scattered style of residential development that occurs outside of municipal boundaries. All of this park acreage is present within the City of Elberton.

**Table 2
Existing Park Acreages**

Park Type	Acreage	Acres per 1000 Persons
Neighborhood	10.8	0.5
Community	53.5	2.6
Regional	2,920	142.4
Highly Specialized	4.5	0.2
Totals	2,995.8	145.8

The ratio of community park space per 1,000 is 2.9 acres per 1,000 people. These types of parks combine a greater amount of recreation activities than neighborhood parks. The City of Elberton has 12.5 acres of community park space, the Rock Branch Community has 3 acres, and the City of Bowman has approximately 45 acres within the Bowman Community Park.

The county has an abundance of regional park space because of the presence of two large state parks. Both parks provide a variety of recreation activities and serve not only the entire county, but also attract visitors from throughout the state and beyond.

The only park currently classified Highly Specialized is the Senior League Recreation Center used exclusively for softball and baseball.

The overabundance of regional park acreage in the county inflates the ratio of total park acreage per 1,000 residents. The excess acreage above and beyond the recommended ratio does not necessarily mean the existing level of service is adequate. The construction of the multi-use trail network connecting the state bicycle routes intersecting Elberton, as discussed in the Transportation Chapter, increases the amount of recreation acreage available and also incorporates additional park space that is planned along the network behind Athens Tech and on Jones Street.

Currently, the facilities at Heard Street are dilapidated and unused. In order to provide functional recreational use the park requires revitalization and refurbishing of its facilities to increase the amount of useable park space within the city.

The county operates a Boys and Girls Club and also has land dedicated for use as the county fairgrounds. The county plans to improve the facilities and activities provided at McWilliams Park, including the construction of a new multi-purpose facility and swimming pool.

Bowman’s community park provides the city with ample recreation space and the city plans to continue investment in the park to diversify the types of activities that the park can provide.

Government Facilities

Inventory of General Government Facilities

This section presents an inventory of general government facilities. Although the respective local governments own and operate a variety of buildings only those that are used for everyday government activity are reported on. Table 3 presents an inventory of all general government facilities throughout the county.

**Table 3
Existing Government Facilities**

Building Name	Use
Elbert County Facilities	
Elbert County Commissioner’s Office	Houses County Commission offices and county departments.
Elbert County Sheriff’s Department	Sheriff’s offices and detention center.
Solid Waste Transfer Station and Collection Centers	Manned collection centers throughout the county and centrally located solid waste transfer station.
Elbert County Health Department	Health Department
Volunteer Fire Stations	County Fire Stations
Elbert County Courthouse	Probate, Magistrate, Criminal court.
Emergency Management Offices	Emergency 9-1-1 and Emergency Services office.

Building Name	Use
Elbert County Facilities	
Board of Education Offices	Board of Education.
Recreation Department Offices	Recreation Department.
Elbert County DFCS Facility	Department of Family and Children Services
City of Elberton Facilities	
Public Works Administration	Admin. Offices for all public works departments and motor pool repair shop.
Recycling Center	Collects, processes and stores recycled materials.
Cemetery Office	Administrative office for both municipal cemeteries and shop area for small engine repair.
Old Public Works Building	Materials, supplies, and surplus equipment storage.
Animal Control Facility	Used for impoundment of stray animals.
Customer Service Building	Houses utility customer service departments including finance and customer and support services.
Elberton Municipal Building	City Hall and city departments.
Elberton Fire Department	City Fire Station.
Elberton Police Department	City Police Station.
City of Bowman Facilities	
Bowman City Hall	City Hall and library service outlet.
Bowman Public Works Admin. Building	Houses public works department.

Government Facilities Assessment

The county has constructed new facilities over the past decade to house the Health Department, the manned solid waste and recyclable collection centers, and a new fire station. The county also plans on constructing a new emergency service facility (as discussed in section 6.4.5.0), to house the Fire Department Headquarters, Sheriff’s Department, Emergency Medical Services Department, and the Emergency 9-1-1 offices to consolidate emergency services under a single facility, as well as an additional Fire Station to serve the tenth Fire District discussed earlier in “Fire Protection Services Assessment.”

The courthouse is in need of renovation, as also discussed in the Natural and Cultural Resources section and the county offices require additional space. The DFCS facility does not provide adequate space and is in need of expansion. The county has identified the opportunity to relocate the department as opposed to constructing a new facility. In order to maximize the use of existing facilities the county has identified the opportunity to renovate the old Middle School to use as county office space. The county also plans on constructing a new animal control facility.

The City of Elberton, as part of consolidating its emergency services, intends to upgrade its existing Police Department facility increasing the amount of available space and upgrading the equipment. The city also intends to increase services at the Utilities Customer Service building, implement a more efficient financial management software system, and renovate space within the existing Municipal Building to expand the amount of available office space. The city also plans on developing teleconferencing capabilities to allow opportunities for distance learning continued education and a variety of other potential applications.

The City of Bowman has no foreseeable need for expansion or construction of facilities.

Educational Facilities

The Elbert County Board of Education provides public elementary and secondary education throughout Elbert County. There are no private schools operating in Elbert County.

Inventory of Existing Educational Facilities

The most recent student enrollment figures (March of 2002) report the total enrollment in Elbert County schools at 3,813. This represents a 3.4% decrease over 1995 figures, which reported the county school system at 3,949 full-time students. Table 4 presents the total enrollment at each of the existing schools in both school districts and Figure 12 illustrates their locations.

The numbers of school children have either decreased or remained relatively constant since 1995 in the majority of the schools. The newly constructed Doves Creek Elementary School (opened in 2000) decreased enrollment in the three other Elberton area elementary schools. The decreasing population in the City of Elberton can also be attributed to the decreasing enrollment figures. The Bowman Elementary School has increased marginally since 1995, reflecting the increase in population as reported in Chapter 2. Overall the county has five Elementary Schools offering Pre-Kindergarten to Grade 5, one Middle School offering Grades 6 to 8, and one High School offering Grades 9-12.

**Table 4
Full-Time Student Enrollments – 1996-2002**

School Name	1995 Enrollment	2003 Enrollment	% Change	Capacity
Beaverdam Elementary School	540	389	-27.9	600
Blackwell Elementary School	587	305	-48.0	820
Bowman Elementary School	255	271	6.3	350
Doves Creek Elementary School	-	427	NA	600
Elbert County High School	1,069	1,076	0.7	1,200
Elbert County Middle School	900	933	3.7	1,200
Falling Creek Elementary School	598	412	-31.1	650
Totals	3,949	3,813	-3.4	5,420

Source: Georgia Department of Education

Figures 12 and 13 illustrate the locations of each of the education facilities throughout the county.

Figure 12
Elberton Area Education Facilities

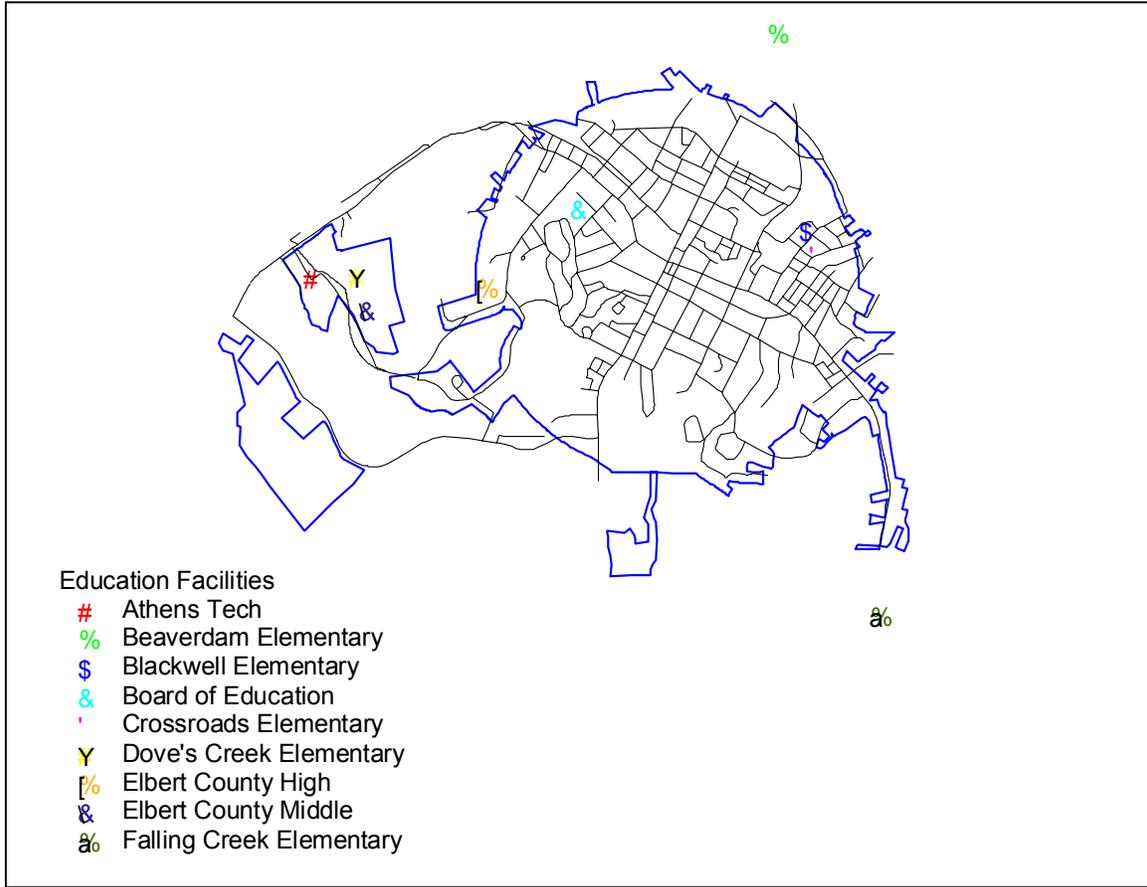
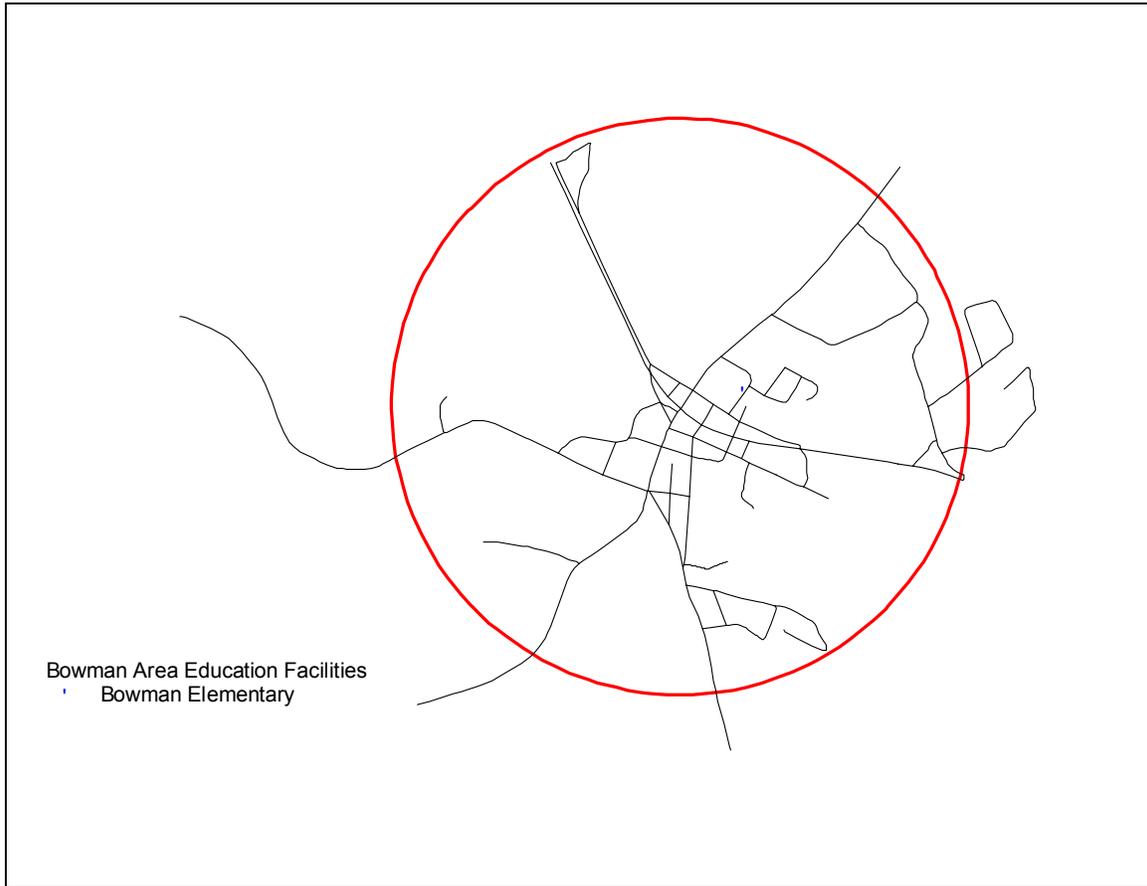


Table 5
Addresses of Existing Schools

School Name	Address
Beaverdam Elementary School	1088 Ruckersville Road, Elberton
Blackwell Elementary School	373 Campbell Street, Elberton
Bowman Elementary School	P.O. Box 489, Bowman
Doves Creek Elementary School	1150 Athens Tech Road, Elberton
Elbert County High School	600 Abernathy Circle, Elberton
Elbert County Middle School	45 Forest Avenue, Elberton
Falling Creek Elementary School	1019 Falling Creek Circle, Elberton

Source: Georgia Department of Education

**Figure 13
Bowman Area Education Facilities**



Education Facilities Assessment

Since 2000 the Elbert County Board of Education (BOE) has completed the construction of the Middle School in Elberton (opened for the start of the 2003 school year) and Doves Creek Elementary School in Elberton (opened for the start of the 2000 school year). Both of these projects are located adjacent to the Athens Tech campus. This new construction has alleviated congestion within the elementary schools and expanded the capacity of the middle schools.

Currently there are no schools operating at, or beyond capacity. Long-term, the BOE will expand facilities as needed to support the population growth.

The BOE also operates an alternative school, the Crossroads Elementary, and the county has access to a private K-12 school, Elberton Christian School, which occupies the old Truett McConnell College facility.

Future impacts on the public school system must be monitored as growth occurs, to determine the ability of existing facilities to handle the projected growth. Forecasts may be based on average statistics generated from national averages utilized in the Rutgers University Fiscal Impacts of Land Development Patterns study done in 1997. The study estimates that every new single-family household generates 0.72 public school-aged children, every multi-family household generates 0.21 public school-aged children, and every manufactured household generates 0.30

public school-aged children. Using the household forecasts from the Housing Element enrollment projections may be done.

It is difficult to project the needs long-term over this document's planning horizon (twenty years) but short-term forecasts may be somewhat useful to determine potential impacts on the school system. Household forecasts to 2010 illustrate an increase of 309 single-family households, 39 multi-family households, and 234 mobile/manufactures households. Utilizing the Rutgers study statistics generates an expected 300 school-aged children increase by 2010.

The slow growth expected throughout the county, combined with the recent construction of the new middle and elementary schools should allow the existing facilities to adequately accommodate the population's needs in the foreseeable future.

As mentioned in the Economic Development section, the education level of county residents is an important tool in recruiting potential business. Table 6 illustrates comparison data between the county school district and the overall state averages for key indicators in determining the effectiveness of the education system.

**Table 6
1990-2000 Comparison for Select Statistics**

Category	2001-2002 Data	
	Georgia	Elbert
% Grads with college prep diploma	64.8%	45.1%
High School dropout rate	5.8%	6.7%
Ratio of students to teachers	15:1	14:1
Average cost/full-time student	\$6,484	\$6,259

Source: Georgia Department of Education

This data reflects the decreased value placed on education that has been discussed in the Economic Development section. The county school board continues to work with children through a variety of volunteer programs to help address the overall lack of educational attainment in the county.

Libraries and Cultural Facilities

Inventory of Existing Library and Cultural Facilities

The Elbert County Public Library operates its main branch in the City of Elberton, located at 345 Heard Street, and has a service outlet located in Bowman City Hall.

The main branch is staffed two full-time employees and three part-time employees. The library also operates a bookmobile that mobilizes 1,867 print materials. The library is equipped with 15, Internet capable, public access computer stations. The main branch houses a total of 83,312 total print materials and 3,717 non-print materials, for a total of 87,029 total volumes.

The Senior Community Service Employment Program staffs the Bowman service outlet. The facility operates four, Internet capable, public access computers. The facility houses a total of 1,126 print materials.

Overall, the Elbert County Public Library System has 88,155 total volumes in circulation.

Elbert County, Elberton, and Bowman are steeped in history and house a variety of historical cultural facilities, as noted in the Historic Resources Section. In addition to the historic structures the county also has the Granite Museum, located in Elberton providing historic and educational displays relating to the history of Elberton's granite industry, The Elbert Theatre, in Elberton offering live performances, and the Georgia Guidestones, located in northern Elbert County on Highway 77, a mysterious granite monument known as the Stonehenge of America.

Assessment of Libraries and Cultural Facilities

The county, rich in history, has a variety of cultural resources for its residents to explore and the continued preservation efforts in Bowman and Elberton ensure that these historic structures remain intact. To increase tourism opportunities and potential visitors to the county, and its cities, historic and cultural resources may be marketed to a wider range of potential users, as will be discussed further in the Economic Development Chapter.

The libraries possess a total of 88,155 volumes, which is equal to 4.3-volumes per capita. The Georgia Public Library System has adopted standardized recommendations for libraries based on the population size they are serving. Elbert County's total population of 20,511 (as reported in the 2000 Census) is right at the threshold for communities either greater than or less than 20,000, both illustrating different recommended levels of service.

There are three levels of service, basic, full and comprehensive. For communities under 20,000 the basic level of service is 4 volumes per capita, the full service is 6 volumes per capita, and the comprehensive is 8 volumes per capita. For communities over 20,000 the basic level of service is 2 volumes per capita, full service is 4 volumes per capita, and comprehensive service is 6 volumes per capita.

Based on these recommendations, the Elbert County Library System is operating, at-worst on a basic level of service, or at-best a full level of service. However the main branch does report a need for additional space within the existing facility. Currently the shelving space is inadequate to properly store all of the volumes and the computer lab space is inadequate to house all of the terminals. Small expansion is needed to mitigate both of these problems.

The Elbert Theatre continues to undergo renovations to fully restore the theatre and allow a wider variety of functions to occur. The renovations represent a long-term commitment from all aspects of the county including local governments and the general public.

Goals and Policies

Water Supply and Treatment

Vision Statement: *Provide potable water service in a safe, clean, efficient, economical, and environmentally sound manner concurrent with new development.*

Goal 1.1: Meet environmental criteria and public health rules and guidelines. *(Applicable to Elbert County and the municipalities of Bowman and Elberton)*

Policy 1.1.1: Adopt environmental planning criteria related to water quality.

Policy 1.1.2: Promote the conservation of water resources.

Goal 1.2: Coordinate new development with the existence and availability of adequate potable water service and continue to maintain and expand existing facilities as required to efficiently meet increasing demands. *(Applicable to the municipalities of Bowman and Elberton)*

Policy 1.2.1: Analyze the ability of existing infrastructure to handle all new development.

Policy 1.2.2: Maximize the use of existing infrastructure for potable water service.

Policy 1.2.3: Invest in new infrastructure as needed to ensure the continued provision of an adequate level of service.

Goal 1.3: Increased storage capacity for treated water. *(Applicable to the municipality of Elberton)*

Public Sewerage and Wastewater

Vision Statement: *Provide sanitary sewer service in a safe, clean, efficient, economical, and environmentally sound manner, concurrent with urban development.*

Goal 1.1: Continue to maintain and expand existing facilities as required to efficiently meet increasing demands. *(Applicable to the municipalities of Bowman and Elberton)*

Policy 1.1.1: Analyze the ability of existing infrastructure to handle all new development.

Policy 1.1.2: Maximize the use of existing infrastructure for sanitary sewer service.

Goal 1.2: Meet environmental criteria and public health rules and guidelines. *(Applicable to Elbert County and the municipalities of Bowman and Elberton)*

Policy 1.2.1: Implement a maintenance management program to minimize infiltration/inflow problems in the conveyance system. *(Applicable to the municipality of Elberton)*

Policy 1.2.2: Continue to monitor the environmental integrity of Fortson's Creek and mitigate identified deficiencies. *(Applicable to the municipality of Elberton)*

Policy 1.2.3: Monitor the location and number of on-site septic systems throughout the county. *(Applicable to Elbert County)*

Solid Waste Management

Vision Statement: *Ensure a dependable, environmentally safe means of disposing of solid waste and recyclables is available to all homes and businesses.*

Goal 1.1: Continue participation in the Northeast Georgia regional Solid Waste Authority. *(Applicable to Elbert County and the municipalities of Bowman and Elberton)*

Policy 1.1.1: Strive to meet the waste reduction goals set forth in the Northeast Georgia Regional Solid Waste Management Plan.

Goal 1.2: Increase citizen awareness of solid waste issues throughout the county. *(Applicable to Elbert County and the municipalities of Bowman and Elberton)*

Public Safety

Vision Statement: *Provide responsive and effective public safety services ensuring adequate staff, equipment and space is available to each of the departments.*

Goal 1.1: Continued investment in the public safety agencies to maintain an adequate level of service in the face of increased population. *(Applicable to Elbert County and the municipality of Elberton)*

Policy 1.1.1: Invest in personnel, equipment, training and facility expansion as dictated by growth.

Policy 1.1.2: Increase citizen involvement in crime prevention through public education and neighborhood watch programs.

Policy 1.1.3: Coordinate water and transportation infrastructure improvements with fire protection agencies to ensure that adequate fire protection can be maintained in all new developments.

Goal 1.2: Increased efficiency in the provision of emergency services through the coordination amongst all departments. *(Applicable to Elbert County and the municipality of Elberton)*

Goal 1.3: Utilize existing space for the creation of a women's detention facility. *(Applicable to Elbert County)*

Hospitals and Other Public Health Facilities

Vision Statement: *Continue to support public and private health care providers ensuring that all of the county's needs are capably met, including all special needs communities.*

Goal 1.1: A new Hospital facility is needed to ensure adequate provision of health care services to future populations. *(Long-term goal, outside of the short-term work program scope applicable to Elbert County and the municipalities of Bowman and Elberton)*

Policy 1.1.1: Continue to assist the Hospital Authority in fundraising initiatives in effort to construct a new facility.

Parks and Recreation Facilities

Vision Statement: *Provide, protect and maintain a quality, accessible, and economically efficient network of parks, recreation facilities, and open space that serves all residents.*

Goal 1.1: Provide additional recreation opportunities in accordance with future growth. *(Applicable to Elbert County and the municipalities of Bowman and Elberton)*

Policy 1.1.1: Acquire, maintain and refurbish parks and recreation facilities as needed in accordance with increased populations.

Policy 1.1.2: Coordinate public park expansion with local law enforcement agencies to ensure that they are adequately protected.

General Government

Vision Statement: *Provide adequate space, equipment, and technology to elected officials and staff to facilitate local government operations and decision making processed.*

Goal 1.1: Create a cooperative environment that facilitates the sharing of information among all levels of government. *(Applicable to Elbert County and the municipalities of Bowman and Elberton)*

Policy 1.1.1: Evaluate the use and efficiency of local government facilities.

Policy 1.1.2: Maintain ongoing communication between county and municipal governments to provide services in a coordinated and efficient manner.

Policy 1.1.3: Continue to solicit and utilize citizen advisory committees to provide public input into all planning activities.

Goal 1.2: Complete renovations to the county courthouse. *(Applicable to Elbert County)*

Goal 1.3: Expand the amount of available space for government offices through the reuse of the former county middle school. *(Applicable to Elbert County)*

Goal 1.4: Provide a facility for use as an animal control shelter. *(Applicable to Elbert County)*

Goal 1.5: Increase the efficiency of utility payment services through increased access to utilities customer services representatives. *(Applicable to the municipality of Elberton)*

Goal 1.6: Increase the availability of office space within the Municipal Complex. *(Applicable to the municipality of Elberton)*

Goal 1.7: Develop teleconferencing capabilities to increase educational opportunities for city employees. *(Applicable to the municipality of Elberton)*

Goal 1.8: Increase the efficiency of the financial management software system. *(Applicable to the municipality of Elberton)*

Goal 1.9: Expand the amount of space available to the DFCS department. *(Applicable to Elbert County)*

Educational Facilities

Vision Statement: *Collaborate with the local school boards to provide and maintain a quality education system that meets the needs of residents now, and into the future.*

Goal 1.1: Coordinate facility expansion based on future population projections and local land use planning. *(Applicable to Elbert County and the municipalities of Bowman and Elberton)*

Policy 1.1.1: Facilitate school board participation in the development review process to ensure that adequate educational facilities exist to accommodate new development.

Policy 1.1.2: Coordinate the location of future school sites with local governments ensuring the compatibility of adjacent land uses.

Policy 1.1.3: Maximize the use of existing school facilities.

Goal 1.2: Expand classroom space to ensure educational facilities adequately serve the population's demands. *(Applicable to Elbert County and the municipalities of Bowman and Elberton)*

Libraries and Cultural Facilities

Vision Statement: *Provide and maintain accessible, economically efficient libraries and cultural facilities to meet the information, educational and recreational needs of all residents.*

Goal 1.1: Continued support of the public library system and other cultural facilities to ensure adequate service is provided to existing and future populations. *(Applicable to Elbert County and the municipalities of Bowman and Elberton)*

Policy 1.1.1: Continue to provide financial and human resource support to the Elbert County Public Library System to meet identified needs.

Policy 1.1.2: Continue to support the preservation and enhancement of cultural facilities throughout the county.

Goal 1.2: Increase the amount of space available in the main branch of the public library. *(Applicable to Elbert County and the municipalities of Bowman and Elberton)*

Goal 1.3: Complete renovations to the Elbert Theatre. *(Applicable to the municipality of Elberton)*

Chapter 7: Land Use

Introduction

Since the adoption of the Joint City/County Comprehensive Plan in 1993, the county has experienced a relatively small amount of growth. Overall, the county remains a rural area and has not experienced the suburban growth seen elsewhere in the region. This chapter links other elements of the plan to create a vision for the future of Elbert County, Bowman, and Elberton and provide direction for managing anticipated growth.

Purpose

The purpose of the Land Use element is to ensure that the distribution of land uses meets the future economic, social, physical and environmental needs of Elbert County. The Future Land Use map can assist local governments in making development decisions that complement long-term goals established throughout this plan and avoid the emergence of inefficient development patterns. The Governor's Office has formulated a set of statewide goals that include Quality Community Objectives, to coordinate local government planning throughout the state under each of the elements of the Comprehensive Plan.

- **Statewide Land Use Goal:** *To ensure that land resources are allocated for uses that will accommodate and enhance the state's economic development, natural and historic resources, community facilities, and housing to protect and improve the quality of life of Georgia's residents.*

In accordance with the overall goal the state has developed a set of Quality Community Objectives to help direct local governments formulate a set of local goals, policies and objectives. The statewide objectives are as follows:

- **Traditional Neighborhood Objective:** *Traditional neighborhood patterns should be encouraged, including use of more human scale development, mixing of uses within easy walking distance of one another, and facilitating pedestrian activity.*
- **Infill Development Objective:** *Communities should maximize the use of existing infrastructure and minimize the conversion of undeveloped land at the urban periphery by encouraging development or redevelopment of sites closer to the downtown or traditional core of the community.*

Organization

The chapter is divided into two main sections, existing and future land use respectively. The existing land use section inventories existing development patterns and assesses change over time and its contributing factors. The future land use section assesses the needs established throughout the plan, forecasts the amount of land needed to accommodate the projected growth, and outlines the goals and policies needed to implement the future land use map.

Existing Land Use

An existing land use map categorizes every parcel by its predominate land use. This plan represents an update to the initial land use map created in 1993. The Department of Community Affairs Minimum Planning Standards state that the overall goal of the land use element is to "Ensure that land resources are allocated for uses that will accommodate and enhance economic development, natural and historic resources, community facilities, and housing; and to protect and improve residents quality of life."

Existing Land Use Acreages

The Existing Land Use map illustrates the existing county land use, generated from the county tax assessor’s office. Every parcel of land is assessed according to its use for tax purposes and this information is transferred to a parcel coverage map of the entire county to produce the existing land use map.

Table 1 presents the total acreage according to the following land use categories; Agriculture/Forestry, Residential (single-family and mobile/manufactured home), Multi-Family Residential, Commercial, Industrial, Government, Public/Institutional, Parks/Recreation/Conservation, and Transportation/Communication/Utilities. Table 2 illustrates municipal land use acreage totals.

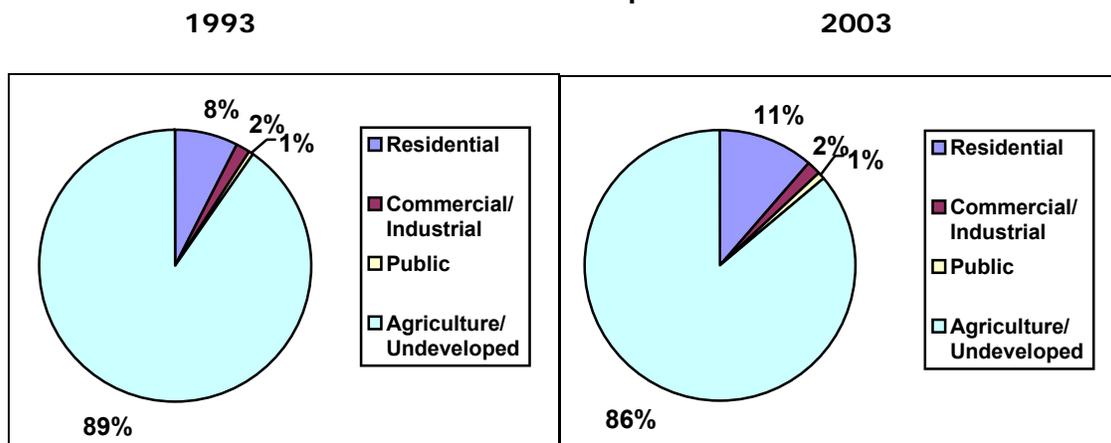
Figure 1 illustrates the percentage changes in developed land since the 1993 Comprehensive Plan land use inventory. There were no significant changes in land use other than an increase in residential land from 8% to 11% and a corresponding decrease in agriculture/forestry categories dropping from 89% to 86%. There was little fluctuation in other land use categories reflecting the overall rural characteristics of the county. Figure 1 illustrates location of new development throughout the county.

Table 1
2003 Existing Land Use Acreage County Totals

Land Use	Acres	% of Total
Total Residential	26,800	11.40
Single-Family	26,768	11.83
Multi-Family	32	0.01
Commercial	2,466	1.05
Industrial	1,313	0.56
Government	932	0.40
Public/Institutional	721	0.31
Parks/Recreation/Conservation	27,785	11.83
Transportation/Communication/Utilities	183	0.08
Undeveloped/Unused	296	0.13
Agriculture/Forestry	174,414	74.25
Totals	234,910	100.00

Source: Elbert County Tax Assessor’s Office; calculations by NEGRDC

Figure 1
1993-2003 Comparison



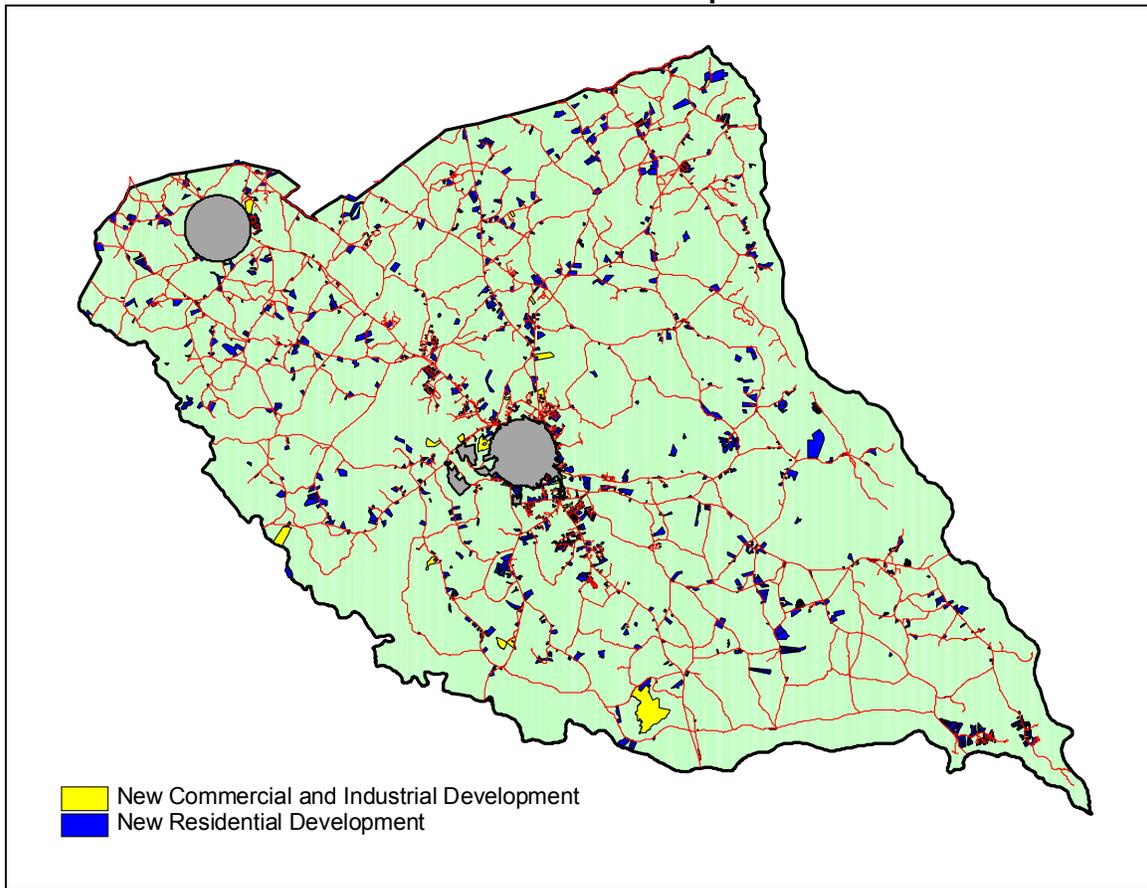
*Public includes transportation/communication/utilities and agriculture/undeveloped includes parks/recreation/conservation.

Table 2
2003 Existing Land Use Acreage – Municipal Totals

Land Use	Bowman		Elberton	
	Acres	% of Total	Acres	% of Total
Total Residential	794	39.45	1,302	57.21
Single-Family	788	39.18	1,275	47.21
Multi-Family	6	0.27	27	1.00
Commercial	29	1.43	484	17.92
Industrial	0	0.00	200	7.39
Government	28	1.40	292	10.80
P/I	25	1.24	166	6.14
P/R/C	56	2.78	72	2.67
T/C/U	0	0.00	7	0.27
Agriculture	944	46.95	156	5.79
Undeveloped	30	6.73	21	0.79
Totals	1,905	100.00	2,700	100.00

Source: Elbert County Tax Assessor's Office; calculations by NEGRDC

**Figure 2
Illustration of New Development**



Land Use Assessment

Historical Factors

Existing development patterns can be attributed to the rural characteristics of Elbert County. Elberton and Bowman's presence in the county, as established communities, has led to the focus of new development in and around the cities, minimizing suburban type development in the rural areas.

Elbert County's location outside major metropolitan areas is a major determining factor in the pace of development. The distance between Elbert County and the Athens and Anderson metropolitan areas continues to be perceived by the respective workforces as being greater than they are willing to commute. This is illustrated in the Economic Development chapter's discussion on commuting patterns. Data tells us that Athens is the third largest destination of Elbert County commuters but the number of commuters has decreased between Census years. The rapid expansion of the Athens Metro area has yet to generate any major impacts on Elbert County's development patterns.

Land Use Patterns and Infrastructure Availability

Infrastructure is an umbrella term that relates to many of the community facilities and services referred to in Chapter 6. Certain types of infrastructure, such as water, sewer, and transportation influence where and how much development occurs.

Transportation

Transportation is one of the strongest influences on land use patterns. Travel behavior and the existence of roads have a direct impact on the location of new development. Elbert County has an abundance of state routes intersecting the rural areas and linking them with Bowman and Elberton, as discussed in the Transportation chapter. Historically, development patterns in the unincorporated areas have occurred along, or within close proximity to these major road networks, as illustrated in the Existing Land Use map and in Figure 2.

The improved efficiency of road networks has led to our increased reliance on automobile travel, which is reflected in the way we develop our neighborhoods. The most prominent features of our subdivisions are garages, driveways, wide roads, and a lack of sidewalks. The increased mobility of the population, in general, has led to a drastic decrease in mixed-use and neighborhood commercial development and has decreased our mobility options through a forced reliance on the automobile, even for the shortest of trips.

Availability of Water and Sewer

The lack of major infrastructure networks within the unincorporated regions of the county has led to this dispersed pattern illustrated in Figure 2 with little opportunity for clustered development. Elberton's extension of water and sewer networks outside its boundary, as illustrated in the Community Facilities chapter, has allowed commercial, industrial and residential development to occur at higher densities adjacent to the city.

The lack of water and sewer in the unincorporated areas of the county limits the economic development options outside of the infrastructure networks service areas and requires low-density single-family residential development.

The unavailability of sewer means that all new development outside of the Elberton, and Bowman service areas must rely on individual septic tanks to dispose of their wastewater. The environmentally sound use of septic systems relies on the ability of the soils to naturally absorb the septic treated wastewater and on individual homeowners to properly maintain their septic systems. The increased use of septic tanks not only increases the potential for raw waste leaks into groundwater sources, but also limits the ability to reuse treated wastewater. As discussed in the Natural and Cultural Resources and Community Facilities chapters, new development requiring individual septic systems needs to be coordinated with the location of soils suitable for development.

Environmental Issues

The ability to develop a parcel of land is directly related to the environmental constraints present on that parcel. Environmental constraints vary widely from the presence of wetlands to the inability of soil to absorb septic wastewater. Refer to Chapter 5A, Natural and Cultural Resources, for a more detailed discussion on the environmental features presented throughout the county.

Some of the most obvious environmental constraints are the presence of floodplains, wetlands, or steep slopes. The abundance of stream and river corridors intersecting the county creates a roadmap of environmentally sensitive areas. Refer to Chapter 5A and the section on Water Resources for illustration of the occurrence of these areas in the county.

Some of the less obvious environmental constraints are much more difficult to regulate and have the potential to pose greater development restrictions in the future if they are mismanaged now. One of the largest issues throughout the state is the protection of water quality. Water quality is affected by a multitude of variables including raw sewage, urban runoff, poorly maintained septic systems, farm-animal wastes, and sprawling development.

Another of the less obvious environmental constraint relates to the air quality of the region. Sprawling development patterns have increased the reliance on the automobile and forced people to drive greater distances to their workplace. The increased road traffic has led to increased vehicular emissions to the point that air quality in metro areas fails to meet the EPA's standards. This problem does not directly affect Elbert County, as it has not urbanized at a rapid pace, nor is it adjacent to any major metropolitan areas. However, as suburban development continues to sprawl further into rural areas this may generate negative impacts on Elbert County. In order to preempt these

impacts, compact development patterns, focused in those areas with access to the necessary supportive infrastructure, need to be promoted.

These are problems that do not know political boundaries and cannot be solved by a single jurisdiction. In order to fully combat these problems full intergovernmental cooperation is needed on a regional scale.

Opportunities for Infill Development

The notion of infill development is quite simple and refers to maximizing development in areas already served by infrastructure before developing in areas requiring infrastructure expansion. Traditionally this requires urban areas that have experienced suburban flight as traditional downtown commercial development has relocated to suburban strip shopping centers. Generally, there is already water, sewer, transportation, and in many cases the actual physical infrastructure present. Downtown revitalization projects can generate a more vibrant downtown district through mixed-use residential and commercial projects.

Neither municipality has a concentration of dilapidated areas nor can a general area can be fully classified as blighted and in need of redevelopment. However, both municipalities are actively promoting the revitalization of their respective downtown districts, as discussed in the Economic Development chapter. The increased mix of land uses can stimulate economic development and foster a greater sense of community downtown.

This does not only relate to cities, there may be opportunities for infill in the unincorporated area. The one benefit of “leapfrog” or scattered development is that there is generally a void between developments that can be exploited for infill purposes. This is not readily apparent on the county’s existing land use map because of the lack of development that has occurred in the rural areas. However, as has been discussed elsewhere in this document, the City of Elberton is the main provider of water and sewer to areas both within and surrounding the city boundary. As these infrastructure networks expand outside the existing service area these “gaps” in development may become more apparent and infill development may be appropriate to create a contiguous development pattern between the incorporated city limits and the low-density development in the county facilitating further infrastructure expansion. Land use patterns must be continually monitored to identify where these opportunities may exist.

Future Land Use

Assessment of Needs

Throughout this document each of the elements has provided a set of goals and policies that relate to the future development of the county and the municipalities. Each of the elements is highlighted here in terms of how their needs affect the development of the future land use plan.

Economic Development

The major issue stemming from the economic development section is increasing the skill level of the local labor force to stimulate business and industrial recruitment. The county struggles in its ability to attract quality employers because of the overall lack of a highly educated labor force.

Another important issue is the development of a local tourism industry. As discussed in the Economic Development chapter, the enormous tourism potential in the county has yet to be fully utilized. The abundance of natural and historic resources in the county and cities is an opportunity to attract visitors from outside the county, region, and state. This potential must be closely tied with future land use patterns to ensure that future development generated from increased tourism does not negatively impact the very resources that allowed it.

Natural and Historic Resources

The implementation of the Department of Natural Resources Environmental Planning Criteria will help to preserve the natural environmental features of the county and enhance the residents' quality of life. This is closely linked with increasing economic development through tourism initiatives. Currently, federal regulations limit all types of development within 300 feet of Lake Russell. The county anticipates that these regulations are going to be changed to allow development in specifically designated areas. It is imperative that this development does not negatively impact the environmental integrity of the lake. It is also imperative that future land use patterns be adjusted accordingly to correlate with the area designated for development to ensure efficient, environmentally sound development patterns emerge in this environmentally sensitive region.

These initiatives must be fully adopted and regulated in order to ensure the preservation of the natural environment. This includes the preservation of historic resources. The county has a rich and illustrious history that is preserved in the abundance of historic resources throughout the county, particularly in the cities of Bowman and Elberton. It is important that the county and municipalities treat these resources as susceptible environmental areas to ensure that they are preserved for future generations to enjoy.

Community Facilities, Services and Transportation

The timing and location of facility and service expansion is a major contributor to the ability of the county and municipalities to manage growth. Intergovernmental cooperation is a necessity in order to take full advantage of existing facilities and to help curb the unnecessary development of vacant land in the county. The ability to focus new developments into those areas that can accommodate them with the necessary infrastructure is the key to the successfully managing growth.

This is more applicable to the municipalities because of their existing infrastructure networks. But as mentioned in the Community Facilities section, Elberton's water and sewer service areas extend outside of the city boundaries and those areas are more capable of handling increased economic and residential growth.

Sprawling patterns of development further decrease the economic feasibility of extending public infrastructure in the county and will further increase the costs associated with providing public services. The ability to develop in a compact fashion decreases the costs associated with providing the required infrastructure and creates population clusters that are easier to service for the school system, law enforcement, fire protection, and emergency medical services.

Housing

Suburban development creates a homogeneous environment dominated by single-family residential development. The dominance of a single type of housing limits housing options and segregates populations based on socioeconomic characteristics. The stigmas attached to mobile/manufactured homes prevent their inclusion in a typical subdivision, and this is generally true of multi-family dwellings as well.

The county and cities want to promote the development of various types of housing and focus residential development in areas equipped with existing, or planned, supportive infrastructure to allow greater flexibility in the type of development that can occur. In order to meet the needs of an expanding and diversifying labor force, as discussed in the Economic Development chapter, a range of housing types are required. To ensure a wide variety of types and locations, the City of Elberton is promoting residential development within its downtown increasing the mixing of uses to create a more vibrant central business district.

It is important that the county and cities continue to monitor their housing and demographic conditions to identify potential deficiencies in the housing market that they may be able to help adjust through regulation.

Projections of Required Acreage by Land Use Category

To ensure that adequate land is dedicated to each land use according to future needs acreage must be projected throughout the planning horizon to ensure the future land use map meets the minimum requirements to support the anticipated growth.

To do this the Per Capita Use Rate method is used. This method extrapolates the rate of population per acre for each land use and calculates the projected acreage requirements based on the estimates established in the population element. To provide a more accurate indication of commercial and industrial requirements the Per Capita Use Rate is done using employment per acre as opposed to population.

The problem with this method is that it uses existing patterns and densities of development and reflects what will be required twenty years from now using today’s standards. It is likely that residential densities will increase over time, as more compact forms of development are utilized. It also fails to reflect the county’s desire to increase its industrial recruitment to reduce the commuting patterns of the local workforce.

What it does point out is the future impacts generated from today’s development patterns and helps to visualize how the county and municipalities may look twenty years into the future if existing trends continue. Table 3 illustrates the Elbert County projections by land use.

The Use Ratio reflects how much acreage of a given land use is dedicated to each resident of the county. It is merely an estimate and a reflection of the prevailing development patterns. As previously mentioned, the calculations for the 2024 acreage needs assume that prevailing development patterns will remain constant throughout the horizon, which is an unlikely scenario. The low use ratio for residential development indicates that every 1.31 people require one acre of land. Using the average household size of 2.53 (the average household size countywide as reported in the 2000 Census) requires approximately 1.93 acres per average household. This reflects the low-density development in the unincorporated areas, without access to the necessary infrastructure.

**Table 3
2024 Land Area Projections**

Land Use Category	Existing Acreage	Use Ratio	2024 Acreage
Total Residential	26,800	1.31	27,955
Commercial*	2,466	0.62	3,475
Industrial*	1,313	0.44	1,377
Public	2,014	0.10	2,101
Total County Acreage	235,002		235,002
Total Developed Acreage	32,593		34,908
Total Undeveloped Acreage – includes Undeveloped/Unused and Agriculture/Forestry	202,409		200,094

Source: Elbert County Tax Assessors; Calculations by NEGRDC

*The Use Ratio for both Commercial and Industrial uses a comparison ratio of employees per acre, as opposed to population per acre.

The main illustration of this table is that prevailing development patterns will consume an additional 2,315 acres over the next 20 years and decrease the amount of undeveloped acreage by 1.1%. This is a direct correlation to the population and economic forecasts over the next twenty years, which speculate that growth will continue to be limited throughout the county. However, changes in the federal regulations governing the development of Lake Russell could drastically affect the amount of acreage needed, particularly in the Commercial and Residential categories.

This forecasting method looks only at those land uses that can be easily quantified in terms of per capita use. As discussed in the Community Facilities section, the abundance of park acreage in the county is more than adequate to provide existing and future populations ample recreation opportunities. That does not necessarily mean that all segments of the population are adequately served. The county and cities continue to work towards increasing the amount of recreation facilities and activities available to the public.

Future Land Use Map

The Future Land Use map is an important tool used in implementing the Comprehensive Plan. The map does not represent an exact pattern of development but identifies appropriate areas of opportunity for each land use category to accommodate the expected growth.

Throughout the planning horizon, real estate markets and the availability of infrastructure and services will determine the exact location and timing of development. The map is intended as a guideline for planning commissioners, staff, and elected officials to use in making development decisions. As local economics and demographics change over time, so too should the Future Land Use map. It requires periodic monitoring to ensure that development decisions are being made using the most accurate illustration of the desired future growth patterns.

Future Land Use Categories

These land use categories correspond to those on the Future Land Use maps. Categories also reference the types of activities associated with each land use.

Multi-Family Residential: *(Illustrated only on the Bowman and Elberton Future Land Use Maps)*

Characteristically urban environment typically containing attached residential development, whether rental or owner-occupied units, of one to three stories. Typical densities are 8 units per acre, or greater. The provision of public sewerage is required for any development of this nature and its location is limited to areas within the municipal sewer service areas.

Residential: Defined as those areas within the county capable of accommodating the expected growth throughout the planning horizon. Density is not differentiated in the county because of the lack of infrastructure networks required to support higher density developments. The areas designated for residential development are immediately adjacent to the cities of Bowman and Elberton, clustered within proximity to community facilities and services. Extension of water service outside of Elberton's existing service area should allow residential densities to increase in the unincorporated area, likely developing at a gross density of 1 dwelling unit per acre. The municipalities have density categories based on zoning classifications in Elberton and the locations of infrastructure in Bowman. These categories are defined in the section on Future Land Use Acreages.

Other uses may include, but are not limited too, elementary, middle, and/or high schools, community and/or neighborhood parks, or any other use that is compatible with the surrounding residential community. Residential development is not prohibited in other areas but it is the county's intent to promote and encourage development to occur within this district to take full advantage of existing and planned infrastructure. Residential areas designated within proximity to recreation areas, located along the eastern border of the county and designated Park/Recreation/Conservation, reflect the potential for increased development provided regulations are changed governing land use adjacent to the lake.

Agricultural/Forestry: Defined as lands retaining their rural character throughout the planning horizon. Generally refer to areas lacking the infrastructure necessary to accommodate growth. Actual uses may include, but are not limited too, farming, raising of livestock, timber production and harvesting, or any other use compatible with the rural environment.

Residential development is neither prohibited nor encouraged within this area. These districts represent rural areas of the county and more intense development may be more suitable in the residential district or within the municipal boundaries.

Commercial: Includes all retail and commercial service activities ranging from convenience stores to shopping malls. Businesses may be stand alone or clustered into commercial nodes. Actual uses may include, but are not limited too, hotels, restaurants, entertainment facilities, repair shops, churches, or any other use that is compatible with a commercial/retail district. These uses require proximity to not only the necessary supportive infrastructure, but also higher population densities. These uses are concentrated along major transportation corridors and within proximity to the municipalities, and residential clusters in the county. Designated areas within proximity to recreation areas, located along the eastern border of the county and designated Park/Recreation/Conservation, reflect the potential for increased development provided regulations are changed governing land use adjacent to the lake.

Office/Professional: *(Illustrated only on the Elberton Future Land Use Map)* Accommodates businesses that do not directly provide products to consumers on-site, nor manufacture, store or distribute products. Businesses may be small, single offices or function as a part of a multi-tenant office park. Occupants may include doctors, lawyers, or accountants or any other professional service provider compatible with this style of development.

Industrial: Includes both light and heavy industrial uses. Light industrial includes, but is not limited too, warehousing and distribution, trucking, and small-scale manufacturing. Heavy industrial is generally defined as manufacturing uses that convert raw materials to finished products, storage of bulk materials, natural resource extraction, or any other process that could produce high levels of noise, dust, smoke, odors, or other emissions. Heavy industrial uses would have adverse impacts on surrounding areas and should be isolated as much as possible within proximity to the required community facilities. The majority of the industrial land use in the county is related to the Granite Industry.

Public/Institutional: Includes certain state, federal or local institutional land uses, including but not limited too, colleges, churches, cemeteries, and hospitals. Areas designated as public/institutional reflect the current use. Future such developments are likely to occur within proximity to highly populated areas and should be accommodated within residential districts where appropriate.

Government: Includes certain, state, federal or local government land uses, including but not limited too, city halls and government building complexes, police, fire and emergency medical services stations, libraries, prisons, post offices, schools, and military installations. Future development patterns will largely determine the location of these uses. The expected population increases within the residential districts will require additional government services and will likely house the majority of increased government property.

Parks/Recreation/Conservation: This category is for land dedicated to passive or active recreational uses. These areas may be either publicly or privately owned and include, but are not limited too, playgrounds, public parks, nature preserves, wildlife management areas, national forests, golf courses, and recreation centers.

Transportation/Communication/Utility: This category may include, but is not limited too, such uses as power generation plants, railroad facilities, radio towers, public transit stations, telephone switching stations, airports, and port facilities.

There are development concepts that are difficult to illustrate on a map, including clustered residential development and mixed-use development. The clustered developments are encouraged to minimize impervious surfaces and preserve greenspace. These are promoted within all residential areas where supportive infrastructure and suitable environmental conditions exist.

Mixed-use development is not reflected on the maps but generally refers to the combination of 2 or more land use categories, often found in master-planned communities, reflecting compact community concepts minimizing the reliance on the automobile for transportation. The City of Elberton's central business district is the most appropriate area in the county for this type of development because of the existing infrastructure, available buildings, and economic activity.

Future Land Use Acreages

Table 4 displays the total acreage figures for each land use category on the 2024 Elbert County Future Land Use map. Table 5 displays the municipal acreage totals.

The County does not use density parameters, as previously discussed. Residential development occurring in areas serviced with public water will likely occur at gross densities of 1 dwelling unit per acre.

The City of Bowman uses the following density parameters:

H/D (High-Density): 4 or more dwelling units per acre.

M/D (Medium-Density): 1 to less than 4 dwelling units per acre.

L/D (Low-Density): Less than 1 dwelling unit per acre.

M/F (Multi-Family): Includes duplexes, apartments, and public housing.

The City of Elberton uses the following density parameters:

H/D (High-Density): 10 dwelling units per acre.

M/D (Medium-Density): 4 to 7 dwelling units per acre.

L/D (Low-Density): 3 dwelling units per acre.

M/F (Multi-Family): Includes duplexes, apartments, and public housing.

Table 4
2024 Future Land Use Acreage – Unincorporated County

Land Use	Acres	% of Total
Total Residential	37,469	16.27
Agriculture/Forestry	155,249	67.41
Commercial	6,186	2.69
Industrial	2,403	1.04
Government	640	0.28
Public/Institutional (P/I)	541	0.23
Parks/Recreation/Conservation (P/R/C)	27,642	12.00
Transportation/Communication/Utilities (T/C/U)	176	0.08
Totals	230,306	100.0

Table 5
2024 Future Land Use Acreage – Municipal Total

Land Use	Bowman		Elberton	
	Acres	% of Total	Acres	% of Total
Residential	1,029	54.10	1,219	45.15
H/D	196	10.29	225	8.33
M/D	292	15.34	72	2.67
L/D	536	28.15	895	33.15
M/F	6	0.32	27	1.00
Commercial	44	2.31	717	26.56
O/P	NA	-	5	0.19
Industrial	0	-	242	8.96
Government	28	1.47	284	10.52
P/I	25	1.31	154	5.70

Land Use	Bowman		Elberton	
	Acres	% of Total	Acres	% of Total
P/R/C	56	2.94	72	2.67
T/C/U	0	-	7	0.26
Agriculture	721	37.87	0	-
Totals	1,905	100.00	2,700	100.00

Future Land Use Narrative

Elbert County

The county has experienced very little growth over the past decade, and future forecasts predict relatively slow growth patterns in the foreseeable future. Despite the slow growth forecasts the county does intend to work closely with the cities to preemptively manage future growth.

The main areas of the county considered adequate for growth are those areas adjacent to Bowman and Elberton. The majority of planned commercial, industrial and residential expansion is appropriate for these areas because of their proximity to the cities and the community facilities and services that they provide, as well as their access to major thoroughfares.

Areas along the eastern border of Elbert County, adjacent to the Park/Recreation/Conservation land have been designated either residential or commercial based on the potential these areas hold for tourism related development and the increased residential demand expected if federal regulations are changed to allow development adjacent to Lake Russell. As mentioned earlier in this chapter, and in the Economic Development chapter, these areas of the county represent local assets for the county provided that they are properly managed. These designations are not representative of any proposed change in the regulations and merely illustrate forecasts of potential future development. If these regulations are, in fact, changed at some point in the future these designations need to be revisited to ensure that they are in accordance with the revised regulations and that they minimize development impacts on the natural environment.

Growth adjacent to the City of Elberton must be done concurrently with the expansion of the water network planned for that area. As discussed in the Community Facilities chapter, the City of Elberton can extend water service at its discretion outside of its city boundary. The city intends to extend water service, initially northwest along Georgia Highway 17 to service industrial and residential areas of the unincorporated county. This infrastructure expansion is necessary to accommodate the growth designated for the area in order to promote compact development patterns. All development should be coordinated with the City of Elberton and its plans for infrastructure expansion.

Elbert County's rural character is further illustrated by its abundance of natural resources. The lack of development pressures in the county has contributed to the continued presence of these resources and projected development needs can be well managed without negatively impacting any environmentally sensitive area. Refer to the Natural Resources chapter (Chapter 5A) for further discussion on the location and assessment of existing natural areas. The intent of the Future Land Use map is to coordinate growth with the presence of natural resources and to minimize the impacts of development through designating appropriate areas to accommodate growth. All development within the designated areas on the map must adhere to all environmental regulations to minimize all impacts on the natural resources identified in Chapter 5A.

Similarly, the county has an abundance of cultural resources, discussed in Chapter 5B. These have also been discussed in the context of promoting economic development through promoting historic tourism opportunities. These are truly fragile resources that must be treated in the same fashion as natural features because of the local importance that they hold. Future development needs to incorporate the preservation of locally significant historic resources as identified in Chapter 5B.

Because of the lack of infrastructure in the unincorporated area and the lack of sewer expansion planned outside of Elberton there is little opportunity for alternative development patterns, such as Traditional Neighborhood Developments. The lack of development in the county illustrates few opportunities for infill or redevelopment. The majority of the planned growth illustrated on the Future Land Use map consists of new development and represents a transition from Agriculture to Residential land use.

Elbert County's relative isolation from major urban markets decreases outside influences on local development patterns. As commuting patterns shift and urbanized areas continue to expand Elbert County may develop a greater attraction to urban commuters as a suburban, "bedroom," community.

Despite the planned increase in development, Agricultural designated land dominates the Future Land Use map. Chapter 5A illustrates the occurrence of prime agricultural areas. The Economic Development section illustrates the continued role agriculture plays in the local economy and it is important that development decisions reflect the need for agricultural land to preserve not only the agricultural industry but also the rural character of the county.

The county does not have zoning and does not intend to implement zoning in the foreseeable future. There are currently no ordinances in place promoting no alternative development patterns or are any planned.

City of Bowman

Little has changed in Bowman over the past decade and population forecasts illustrate similar trends can be expected. The city has an abundance of available land within the city limits and does not foresee a need to annex any additional land. The majority of growth is planned in and around the existing and planned infrastructure networks. As discussed in the Community Facilities chapter, the city is in the process of examining its water and sewer networks and intends to implement the necessary upgrades to the respective systems to adequately serve existing and future populations.

Chapter 5A illustrates the occurrences of key natural resources within the city limits. The city owns a community park that houses its main well, which is the main source of drinking water. This acreage is dedicated to recreational uses, both passive and active, and ensures the preservation of natural areas surrounding the well.

The city has identified a number of significant historic resources and is exploring opportunities to develop a historic district, as discussed in the Historic Resources section of Chapter 5B. Many of the historic structures are within the downtown district, which represents a local asset for economic development. All future development needs to occur in a context sensitive fashion to ensure the continued preservation of the city's historic character.

Because of the relatively small size of the city, there is not expected to be a large demand for alternative development types. The city has expressed an interest in continuing the redevelopment of the downtown square through historic preservation efforts. This development is expected to increase local economic activities, the majority of which is expected to be locally serving.

There are no significant developments within or around the city that can be expected to influence Bowman's future land use. Bowman's distance from the cities of Elberton, and Royston minimizes the impacts of development in these two larger communities on the City of Bowman. Without major economic development initiatives in, or near the city, minimal development pressures can be expected.

The city has a high percentage of undeveloped land classified as Agriculture. This does not represent an active agricultural industry, rather an abundance of open space.

The city does not have zoning and does not intend to implement zoning in the foreseeable future. There are currently no ordinances in place promoting no alternative development patterns or are any planned.

City of Elberton

Elberton represents the largest concentration of development in the county. Elberton is the county seat and houses not only all of the city government offices, but also the majority of county facilities. Elberton's location at the intersection of the county's major thoroughfares contributes to Elberton being the economic capital of the county. The major thoroughfare corridors intersecting Elberton are designated for commercial or industrial development because of their access to the road network.

There are no readily identifiable areas suitable for future annexation; however, the extension of water service outside of the city boundary will increase development adjacent to the city. Increased commercial and residential expansion outside of the city limits requires the expansion of city infrastructure networks. Planned expansion is scheduled within the next five years northwest of the city along Georgia Highway 17, towards Bowman.

The Community Facilities chapter identified Fortson Creek as an environmentally impaired stream requiring mitigation to decrease its sediment load. Increased urban development is a contributing factor to the environmental integrity of the stream. Future development may decrease the stream's ability to fully function. The Natural resources section of Chapter 5A further identifies the locations of environmentally sensitive areas requiring preservation. In addition to the natural features within the city, there is also an abundance of historic resources. The city currently has three historic preservation districts, illustrated in Chapter 5B, encompassing the majority of the downtown district. Historic preservation is an important issue in the city and, like elsewhere in the county, provides opportunity for economic development through tourism initiatives.

The nature of the central business district provides opportunity for alternative land use development patterns. The downtown square and central business district houses a number of retail and public uses and represents one of the city's historic districts. The local government continues to revitalize and redevelop existing historic structures within the district and promotes the development of a mixed-use environment to developers. To date, there has not been a large demand for these types of development but as economic development initiatives continue within, and surrounding the city, this type of development may become more attractive.

Much of the city has already been built and there is little undeveloped space available within the city limits. Land use patterns are relatively established within the city and illustrate development patterns focusing economic activity along major transportation corridors and within the downtown with residential development radiating outwards from a central business district. This does not generate any significant transition between land uses.

One of the major factors influencing development in Elberton is the presence of the Granite Industry. The majority of land dedicated to granite production is located surrounding the city and the majority of its workforce resides in Elberton. As mentioned, Elberton is the economic center of the county and the majority of planned economic expansion is designated in or adjacent to the city. This not only requires the necessary infrastructure expansion to accommodate this growth but also an adequate supply of workforce housing. Whether or not development physically occurs within the city limits new development will impact the city.

Elberton is an urbanized area and has no rural or agricultural designated land within its boundary. The city utilizes a zoning ordinance that coordinates growth with the Future Land Use map. The ordinance allows mixed-use development within the downtown district as an alternative development pattern.

Goals and Policies

Vision Statement: *Promote the orderly development of land to accommodate the anticipated growth through the protection of environmental and historic resources and the coordination of available public facilities and services.*

Goal 1.1: Minimize negative impacts associated with new development on environmentally sensitive areas. *(Applicable to Elbert County and the municipalities of Bowman and Elberton)*

Policy 1.1.1: Maintain water quality through the protection of environmentally sensitive lands and the conservation of open space.

Goal 1.2: Coordinate new development with the presence of adequate public facilities. *(Applicable to Elbert County and the municipalities of Bowman and Elberton)*

Policy 1.2.1: Expend public resources on expansion and construction of facilities and services in areas designated for growth on the Future Land Use Map.

Policy 1.2.2: Base development approval process on the ability of the existing or planned public facilities to accommodate increased use.

Goal 1.3: Coordinate all new development with the Comprehensive Plan and ensure that land use and future land use information reflect current development patterns. *(Applicable to Elbert County and the municipalities of Bowman and Elberton)*

Policy 1.3.1: Ensure that sufficient acreage has been designated on the Future Land Use map to accommodate projected growth.

Policy 1.3.2: Promote the use of innovative development techniques, such as mixed-use development, to increase development densities and reduce the consumption of vacant land. *(Applicable to the municipality of Elberton)*

Policy 1.3.3: Maintain a cooperative relationship within, and among local governments to ensure the orderly development of the entire county.

Goal 1.4: Update Future Land Use map on a periodic basis to ensure it adequately reflects prevailing development patterns. *(Applicable to Elbert County and the municipalities of Bowman and Elberton)*

Chapter 8: Intergovernmental Coordination

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

Inventory of Existing Conditions

Adjacent Local Governments

Elbert County and the cities of Bowman and Elberton prepared and adopted a joint comprehensive plan in 1993. The county and cities are continuing the tradition of cooperating in planning efforts by completing the present plan as a jointly developed and adopted plan.

Elbert County and the cities of Bowman and Elberton have adopted a verified Service Delivery Strategy. The strategy includes a land use dispute resolution process consisting of three levels of consultation on proposed annexations and land use changes within governments' zones of influence. First, notification is required of any proposed annexation or change of land use within the zone of influence. If a government takes issue with the proposed action, it first pursues informal negotiation with its partner. Third, if that process fails to produce a satisfactory result, the government may invoke a formal mediation process.

The Service Delivery Strategy identifies several formal agreements between governments. Cooperation in carrying out these agreements is generally managed at the staff level on a day-to-day basis.

- A mutual aid agreement between Elberton and Elbert County for assistance with fighting fires.
- A contractual agreement for law enforcement between the City of Bowman and the Elbert County Sheriff's office.
- An agreement for building inspection and fire safety inspection in the unincorporated county by the Elberton code enforcement staff.
- An agreement between Elbert County and the City of Elberton to provide emergency housing of prisoners in the county's jail in the event of overflow at the city facility.
- An agreement for the City of Elberton to provide certain recyclable materials recovery and processing for recyclables collected by the county.

The Service Delivery Strategy calls for a joint countywide recreation program including both cities. However, that arrangement is not being implemented and the SDS will be amended accordingly.

The City of Elberton has a contractual agreement with the U.S. Government to provide water storage sufficient to supply the city with a specific maximum withdrawal (see Community Facilities Element).

Elbert County is a member of the Northeast Georgia Regional Solid Waste Management Authority, created under the Georgia Regional Solid Waste Management Authority Act. The Authority membership includes ten counties. The Authority on behalf of its member counties and all the cities within them, under a general contract, carries out solid waste planning. The Authority may conduct special planning studies, facility construction, and other solid waste activities under specific supplemental contracts with its member counties.

The county and the cities are participating in a joint thoroughfares plan with a private consultant.

Sheriff

There is a formal agreement between the City of Elberton and the Sheriff to house city prisoners at the county jail in emergencies.

The City of Bowman has contracted with the Sheriff's office to provide police services in Bowman.

Other

There are no formal agreements, policies, or procedures for coordination among the local governments, the superior or probate courts, or the tax assessor's office.

Utilities

There are three providers of electricity in Elbert County: Hart Electric Membership Corporation, Georgia Power, and the City of Elberton (a member of the Municipal Electric Authority of Georgia). Although informal communication occurs among these entities, there is no formal process for coordinating activities. There are no formal procedures in place for coordination between any of the electric utilities and any of the local governments.

School Board

The Elbert County school system provides space for county offices in an old middle school while the county provided the grading for construction of the new middle school. The school system also shares facilities with the county recreation program, providing its basketball facilities in return for access to the recreation department's soccer and other outdoor fields. The City of Elberton cooperates with the school system to provide apprenticeship programs for students in video production and Internet services.

Development Authorities

The State of Georgia gave authorization to Elbert County to establish the Lake Russell Development Authority, which is comprised of a seven-member board. The development board was created to study the land and market feasibility of future development around Lake Russell. Future development options include building a marina, golf course and a conference center around the lake. This authority is not currently active.

The Development Authority for Elbert County, Elberton, and Bowman was formed to issue tax-exempt industrial revenue bonds for companies that wish to build an industrial facility. Efforts are concentrated on the Elberton Industrial Park.

The City of Elberton has a downtown development authority. Although its board was originally appointed by the city council, it is now self-perpetuating, i.e. the board members appoint replacements for vacancies.

The City of Elberton has a housing authority whose board of directors is appointed by the city council.

There is a local hospital authority that was created before 1965. Its board of directors is self-appointing.

The county board of health oversees the county health department. Some members serve ex-officio and individual county commissioners appoint some. The county and city governments cooperate closely on a professional level on the issuance of various permits, including food service, septic tanks, and others. The health department and the hospital authority have contracts for the hospital to provide several services, including emergency preparedness for bio-terrorism events and indigent care. The hospital authority also has mutual aid contracts with virtually every hospital in the state. It also has a cooperative agreement with the school system to use a school building for its wellness center in return for free use by school system employees. The hospital is also a clinical training site for Athens Tech, the Medical College of Georgia, and participates in an apprentice program for high schools students studying health occupations.

State Programs

Appalachian Regional Commission

Elbert County is a member of the Appalachian Regional Commission (ARC), a development agency of the U.S. government, operated in all or part of thirteen states under the U.S. Department of Commerce. The Commission's mission is to mitigate the obstacles to social and economic development inherent in the Appalachian terrain and to promote economic development in the region. Participation in ARC makes Elbert County eligible to receive economic development grants. The local liaison for ARC is the Northeast Georgia Regional Development Center in Athens, Georgia.

Assessment

Land Use

No land use conflicts were identified during plan development. The county does not implement zoning or any other land use restrictions; therefore, there are few opportunities for land use conflicts between the county and either of the cities. No land use conflicts have been identified with any adjacent counties.

Neither Elberton nor Bowman has a policy of expansion via annexation. A conflict resolution process is in place via the county service delivery strategy. It is deemed satisfactory, although it has not been used to date.

Identified Needs

The City of Bowman does not have a backup supply for its water system, nor does it have readily apparent alternatives should demand out-pace its supply. The neighboring counties of Franklin, Madison, and Oglethorpe have limited water supply options. Elbert County has not identified growth centers dense enough or rapidly growing enough to warrant investigation into a public water supply of its own. The City of Elberton has a substantial water withdrawal capacity from Lake Russell and an on-going agreement with the U.S. Army Corps of Engineers for water withdrawal and storage. Therefore, the City of Elberton, Madison County, and the City of Royston have identified a mutual need for exploring possible regional water supply strategies.

Adequacy of Existing Coordination Mechanisms

The existing Service Delivery Strategy adopted by the county and the two cities has been found for the most part to be satisfactory. The recreation services strategy needs to be revised as part of this planning process to recognize changes in the relationship between Elbert County and the City of Elberton.

Other regional and intra-county coordination mechanisms, organizations, and relationships are judged to be adequate and to provide sufficient sharing of information and planning among the governments of Elbert County, its neighbors, and regional organizations with which it is affiliated. With the exception of the initiative in planning potential multi-jurisdictional solutions for water supply and thoroughfares, there were no planned facilities, programs, goals, or implementation strategies identified in the development of this plan that are judged to require additional coordination mechanisms or to have impacts on other jurisdictions requiring new coordination mechanisms.

Needs

- Continue joint comprehensive planning approach to ensure a common basis is maintained for planning by all local governments and quasi-governmental agencies.
- Continue existing coordination through agreements and procedures already established.

- Cooperative approach to water supply in the Broad River Basin. (Bowman, Elberton)
- Coordination to ensure maximum benefit from tourism-related projects.

Vision

Establish formal relationship among governments and quasi-governmental entities within and outside Elbert County when necessary to eliminate duplication of services, minimize costs, and create opportunities for cooperation. Continue informal cooperation at both the policy and staff levels for the same purpose.

Goals

- Maintain existing inter-governmental coordination mechanisms within the county and among partners in regional organizations.
- Investigate the potential for a regional or multi-jurisdictional approach to water supply in the Broad River Basin.
- Maximize the benefit from tourism-related activities identified in this plan by coordinated efforts by Elbert County, Bowman, Elberton, and appropriate state agencies.

Chapter 9: Transportation

Introduction

The street system continues to provide the backbone of the local transportation network because of the reliance on the automobile. It is imperative that local governments monitor and analyze the effectiveness of the transportation network to ensure its ability to adequately serve the population.

Purpose

The purpose of this section is to inventory the county's existing transportation network and assess its adequacy for transporting the current and future population. An efficient transportation network is a key element in determining the county's ability to grow and function. Adequate transportation facilities are necessary not only for the transport of people, but also of goods and services. The efficiency of the network has a direct impact on the land use of the county through its ability to disperse increased traffic levels as a result of new residential, commercial, and industrial development.

The Transportation element falls under the umbrella of the Community Facilities statewide goals and objectives, focusing on promoting alternative modes of transportation and seeking regional solutions to multi-jurisdictional problems.

Organization

The first section inventories all of the transportation facilities and services present in the county, including the road network, significant bicycle and pedestrian ways, significant parking facilities, public transportation, and railroads, port facilities, and airports. Each type of transportation infrastructure is qualitatively analyzed according to a suitable level of service in terms of how the existing infrastructure serves the existing population.

The second section provides an assessment of the inventory based on the needs of the future population as discussed in the Population, Economic Development, and Land Use elements and articulates a set of goals and policies to help guide future local government decisions affecting the transportation network. The assessment attempts to determine whether or not existing levels of service are acceptable, existing transportation infrastructure can meet the demands of future populations, and new facilities or expansions are required to meet the desired level of service.

Note: Elbert County does not have any significant parking facilities in the county and this section is not included in the inventory or assessment.

Transportation Facility Inventory

Existing Road Network

Elbert County is located in northeast Georgia adjacent to the State of South Carolina. GA highways 17, 72, 77, 79, 172, and 368 all intersect a portion of the county. There are two main categories of thoroughfares, rural and small urban. The only routes in the county qualifying as urban are in the City of Elberton, the remaining roads are classified as rural thoroughfares.

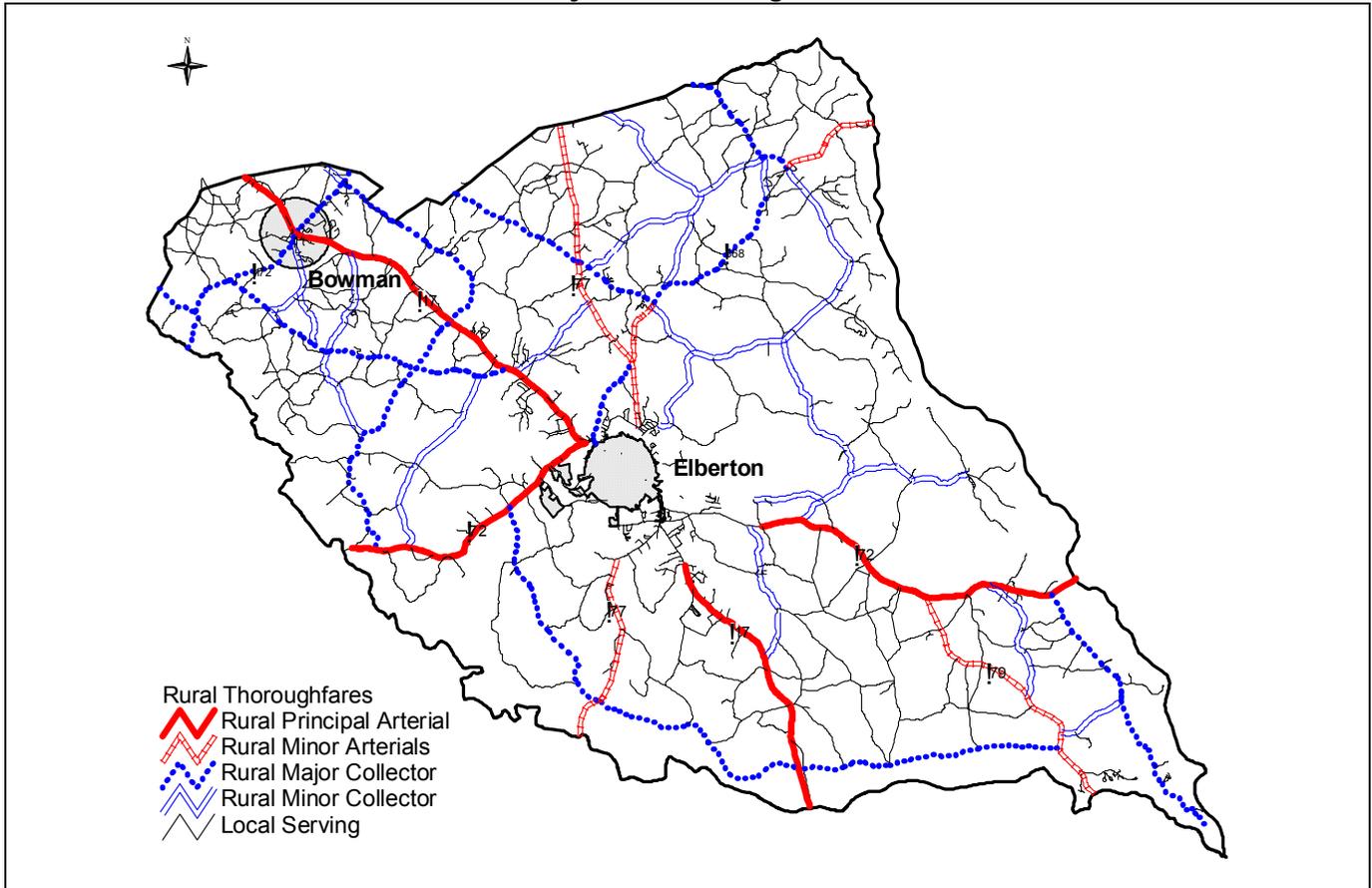
Roads are classified by the U.S. Department of Transportation based on their function within the local highway network. The general highway map of Elbert County illustrates road classifications and is presented in Figure 1.

Each classification category is defined in the following paragraph according to the U.S. Department of Transportation standards.

1. **Principal Arterials:** These roads, which include interstates and rural freeways: serve "substantial" statewide or interstate trips, as defined by high mileage or volume; connect most urban areas of 25,000 or more and virtually all urban areas of 50,000 or more; and provide an integrated network without stub connections except where geography dictates otherwise.
2. **Minor Arterials:** With the principal arterial system, these roads form a rural network that links other cities, larger towns, and other traffic generators, such as major resort areas, capable of attracting travel over similarly long distances; links all developed areas of the state; and serve corridors with trip lengths and travel density greater than those predominantly served by rural collector or local systems. Minor arterials therefore constitute routes whose design should be expected to provide for relatively high overall travel speeds, with minimum interference to through-movement.
3. **Major Collectors:** These roads, with minor collectors, primarily serve the county rather than state traffic. Consequently, more moderate speeds are typical. They serve any county seat or larger town not on an arterial route, and other traffic generators of equivalent intra county importance, such as consolidated schools, shipping points, county parks, and important mining and agricultural areas; link the latter places with nearby larger towns or cities, or arterials and freeways; and serve the more important intra county travel corridors.
4. **Minor Collectors:** Also serving county-wide traffic, these roads should evenly collect traffic from local roads and bring all developed areas within a reasonable distance of a collector road; provide service to the remaining smaller communities; and link the locally important traffic generators with the hinterland.

Roads classified on the map are considered major county thoroughfares and serve as main transportation routes within the county and to surrounding areas. All other county or municipal roads not classified on the thoroughfare map are considered locally serving.

Figure 1
Elbert County Rural Thoroughfare Network



Source: Georgia Department of Transportation, General Highway Map

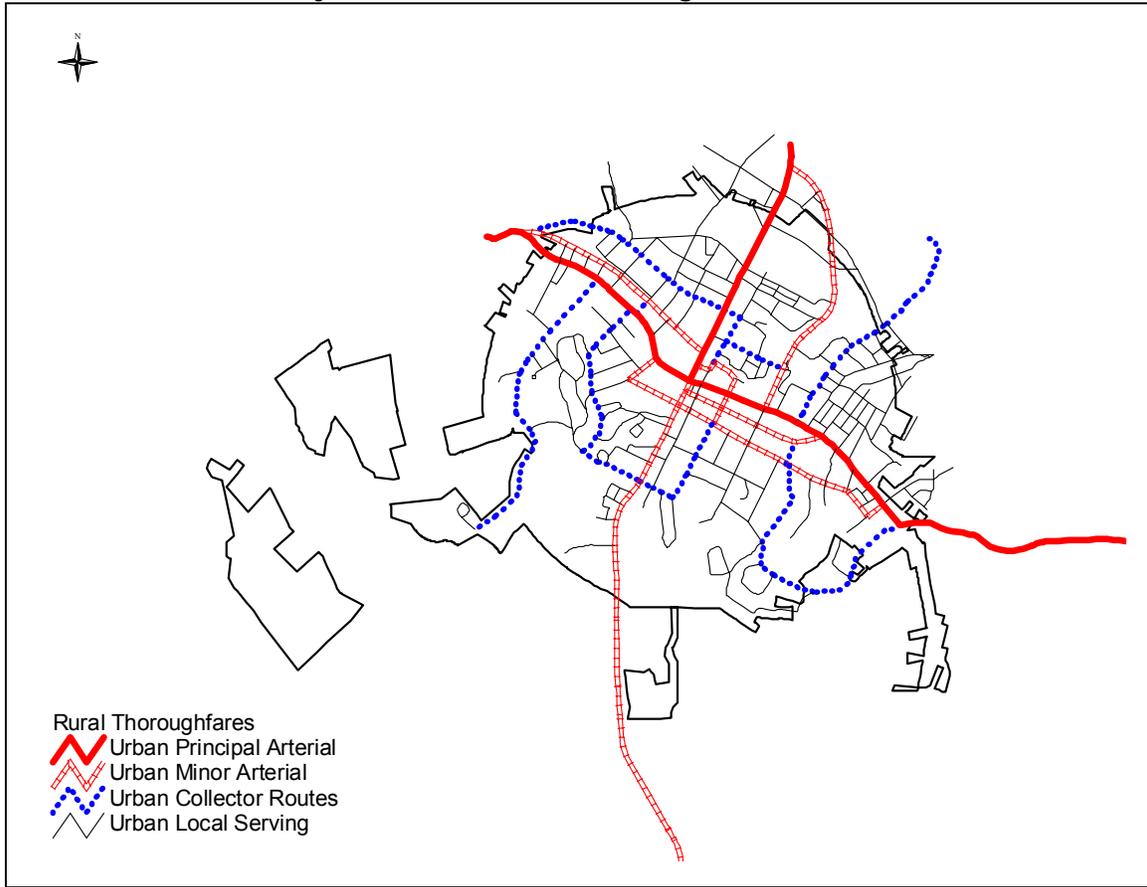
Tables 1 and 2 identify the total mileage of each route classification within the county and the total vehicle miles traveled (VMT) on each of the classifications. VMT is a function of the annual traffic counts done throughout the county by the Georgia Department of Transportation and is related to population increases.

Table 1
Total Mileage by Route Type

Type of Road	Mileage	VMT
Rural Principal Arterial	40.12	172,739.0
Rural Minor Arterial	28.01	64,863.0
Rural Major Collector	78.53	68,531.0
Rural Minor Collector	73.16	65,614.2
Rural Local	382.29	157,096.2
Rural Total	602.11	528,834.41

Source: Georgia Department of Transportation 400 Series Transportation Data: 2002

Figure 2
City of Elberton Urban Thoroughfare Network



Source: Georgia Department of Transportation, General Highway Map

Table 2
Total Mileage by Route Type

Type of Road	Mileage	VMT
Urban Principal Arterial	8.75	100,558.0
Urban Minor Arterial	9.99	33,267.6
Urban Collector	10.84	15,843.3
Urban Local	43.38	35,973.2
Urban Total	72.96	185,642.1
County Totals	675.1	714,476.5

Source: Georgia Department of Transportation 400 Series Transportation Data: 2002

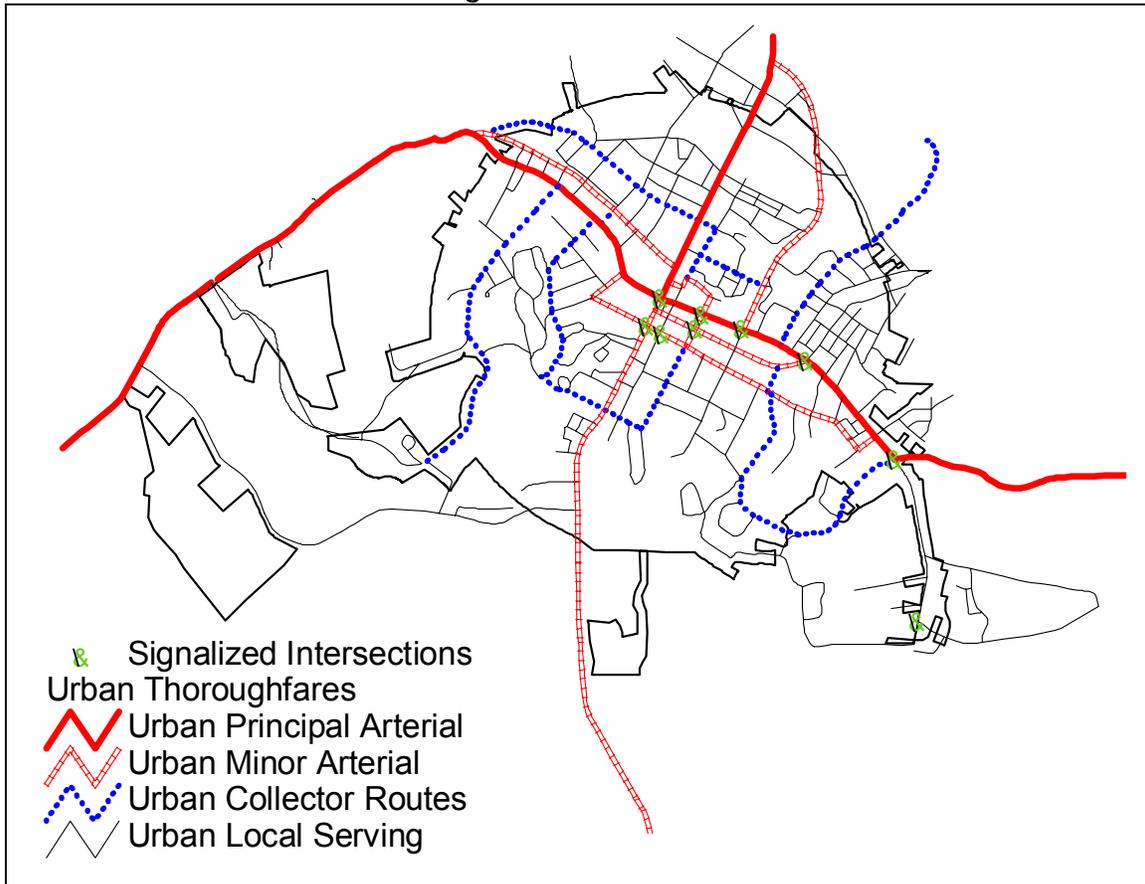
Bridges and Signalized Intersections

An effective road network involves maintaining bridges and signalized intersections ensuring they are capable of adequately handling traffic volumes. The only signalized intersections in Elbert County are located within the City of Elberton, illustrated in Figure 3. The majority of intersections are along Georgia Highway 72, intersecting the city. This corridor handles high traffic volumes, as previously reported, and represents the city’s main commercial

corridor. Signalization is essential at these intersections to provide an orderly flow of traffic in and out of the various commercial establishments.

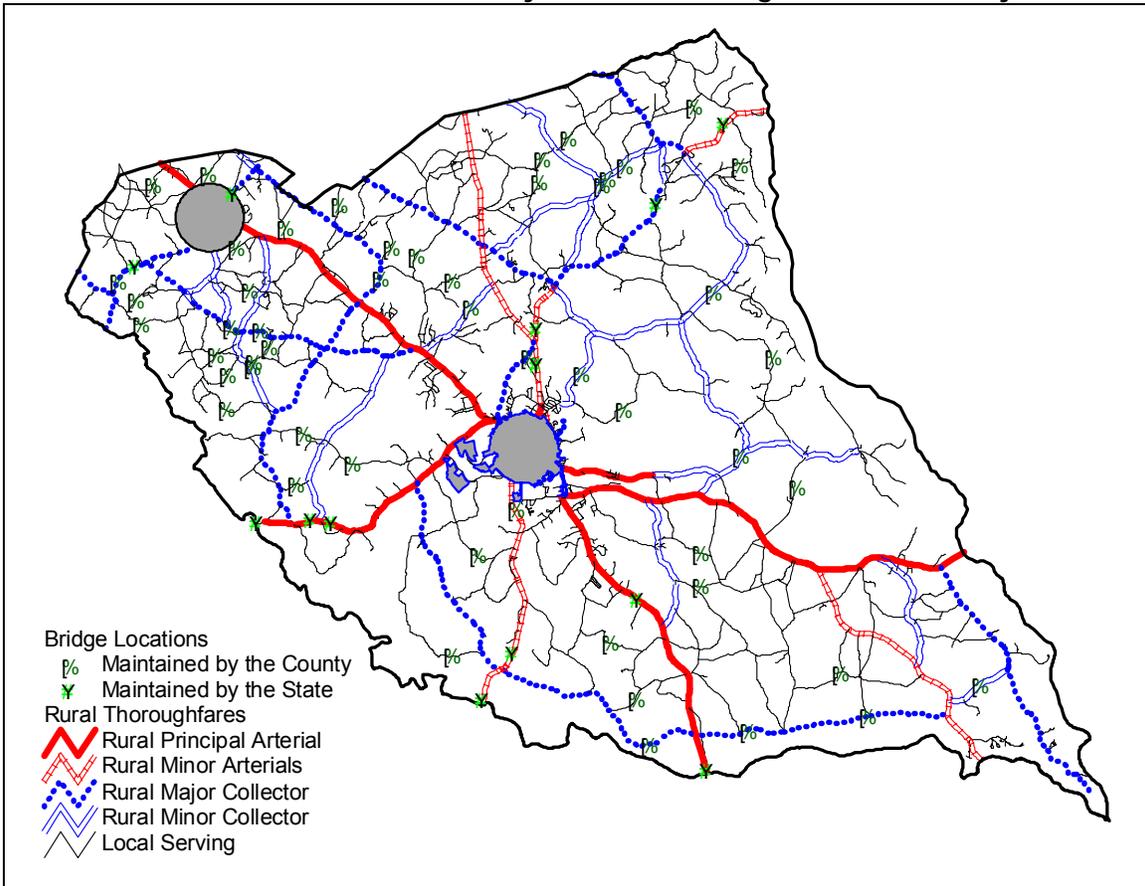
Other illustrated intersections are within the city's central business district.

Figure 3
Locations of Signalized Intersections - Elberton



The abundance of river and stream corridors throughout the county, as illustrated in Chapter 5, indicates the need for bridges to create an adequate road network. The county has a number of state highways present in the county, as previously discussed, and all bridges on these roads are maintained by the Georgia Department of Transportation. Bridges located on county roads are maintained by Elbert County. Figure 4 illustrates the locations of bridges throughout the county and differentiates between whether they are state or county maintained.

Figure 4
Locations of State and County Maintained Bridges – Elbert County



Level of Service

The quality of service provided by the road network requires a quantitative measure of the operational efficiency of the roads. A method of analysis is to determine the Level of Service (LOS) of the major thoroughfares within the network (Illustrated in Figures 5 and 6). According to the Highway Capacity Manual, LOS is a measure describing operational conditions of a roadway in terms of average speed, travel time, maneuverability, and traffic interruptions. There are six LOS categories, ranging from A to F (described in Table 3), each describing the operating conditions associated with them.

**Table 3
Level of Service Definitions**

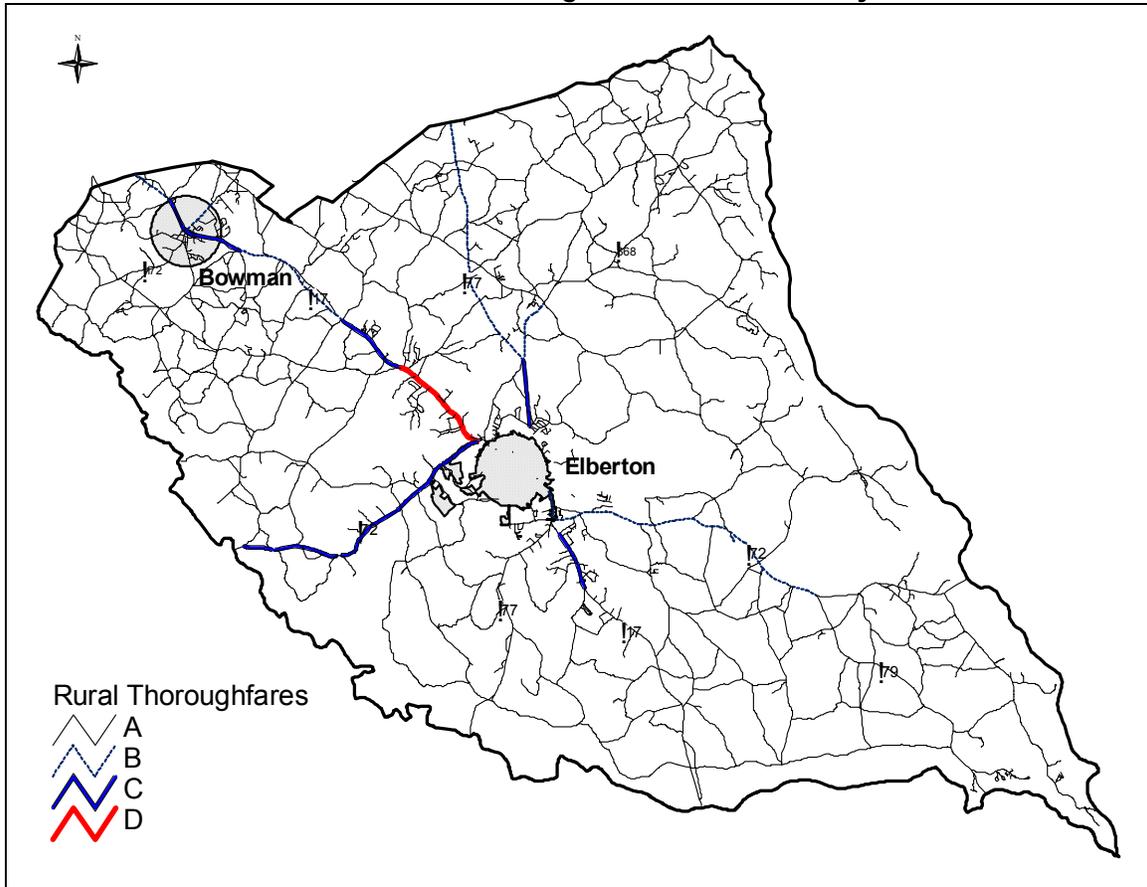
Level of Service	Quality of Traffic Operation
A	Free flow, minimum delay at signalized intersections.
B	Occasional short delays that may require waiting through one red light.
C	Stable flow with intermittent delays at signalized intersections (typical design level). Backups may develop behind turning vehicles.
D	Approaching unstable flow and may require waiting through two or more red lights.
E	Unstable flow. Roadway is operating at capacity with high levels of congestion that may result in lengthy delays.
F	Forced flow through jammed intersections. Excessive delays resulting in extremely high levels of congestion.

Source: Transportation Research Board Highway Capacity Manual, 2000

The LOS indicates the roadway conditions during the peak hour of traffic, generally those associated with the morning and evening “rush hours” (7:00-8:00am and 4:00-5:00pm). It is calculated by determining the ratio of traffic volume to roadway capacity for segments of individual roadways based on accumulated flow from collector roads within its “traffic shed”. A traffic shed operates in a similar fashion to a watershed, assuming that vehicular traffic will flow from collector roads onto larger arterial roads.

As indicated in Table 3, the typical design level of a road represents an operational LOS C. This indicates that roads are designed to adequately handle 65% of the road’s capacity while maintaining a stable flow of traffic. According to the most recent traffic count data (2002 counts from the Georgia Department of Transportation) the heaviest traveled roads in the county are GA Highways 17, 72, and 77. Figures 5 and 6 illustrate the existing LOS estimates in the road network.

Figure 5
LOS of Rural Thoroughfares – Elbert County



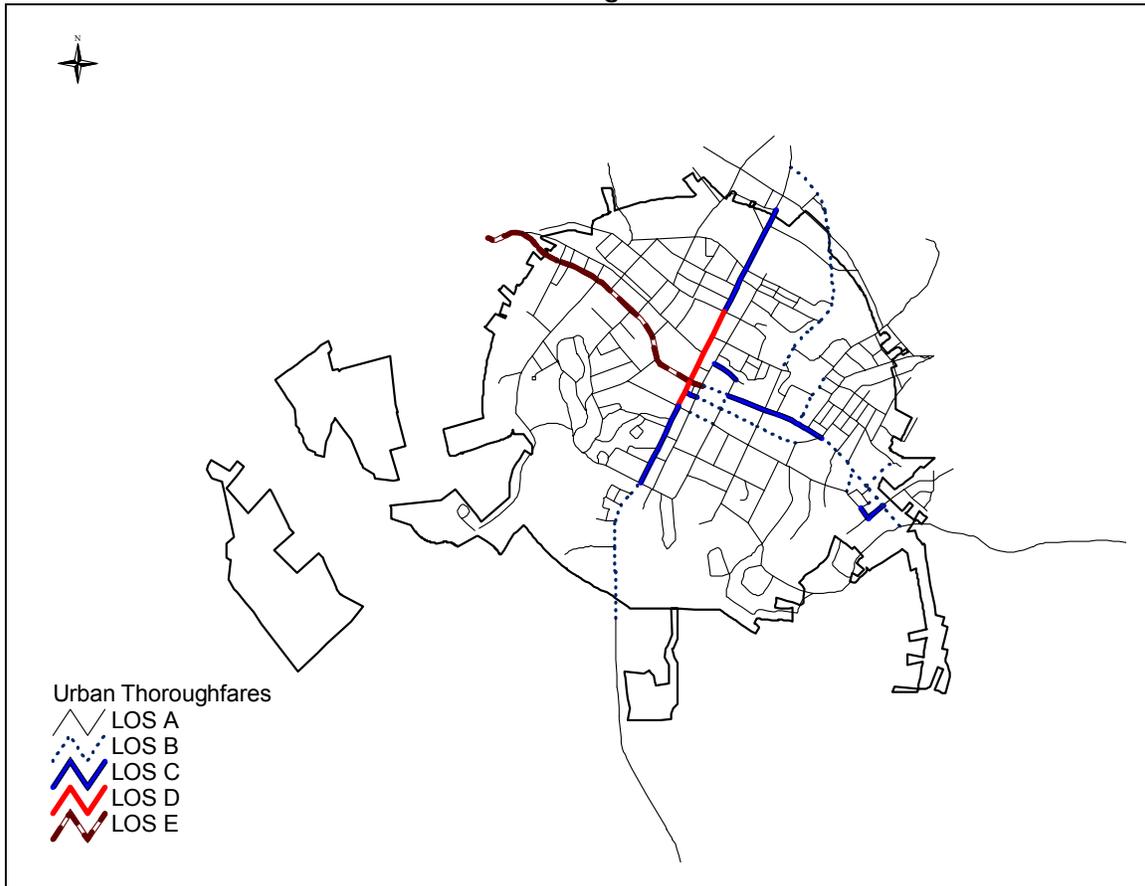
Source: LOS Calculations by NEGRDC based on traffic system information contained in the DOT Multimodal Transportation Planning Tool

The map illustrates that the majority of the traffic network in rural Elbert County is operating at an adequate level of service of C or better, with the majority of roadways operating at LOS A.

Currently the only roadway that is beyond LOS C and approaching an unstable traffic flow defined by a LOS D rating is the segment of Georgia Highway 17, west of the City of Elberton. The high use rates of Highways 17, 72 and 77 (sections of Highways 72 and 77 entering the City of Elberton are illustrated at LOS C) indicate that these highways serve as main commuter routes to the City of Elberton.

Traffic counts have increased over the past five years according to the DOT 1997-2002 Annual Average Daily Trips (AADT) with the largest percentage increases on rural thoroughfares entering Elberton. Elberton's role as the county's major employment center combined with the access to arterial state routes increases the amount of daily vehicle trips into and through Elberton.

Figure 6
LOS of Urban Thoroughfares - Elberton



Source: LOS Calculations by NEGRDC based on traffic system information contained in the DOT Multimodal Transportation Planning Tool

The urban thoroughfares illustrate a similar overall pattern as the rural network with the majority of roadways operating at a LOS of C or better. However, there are road segments within the city that are nearing capacities and operating at a LOS of either D or E, indicating unstable traffic flows and congestion problems during peak-hour traffic periods.

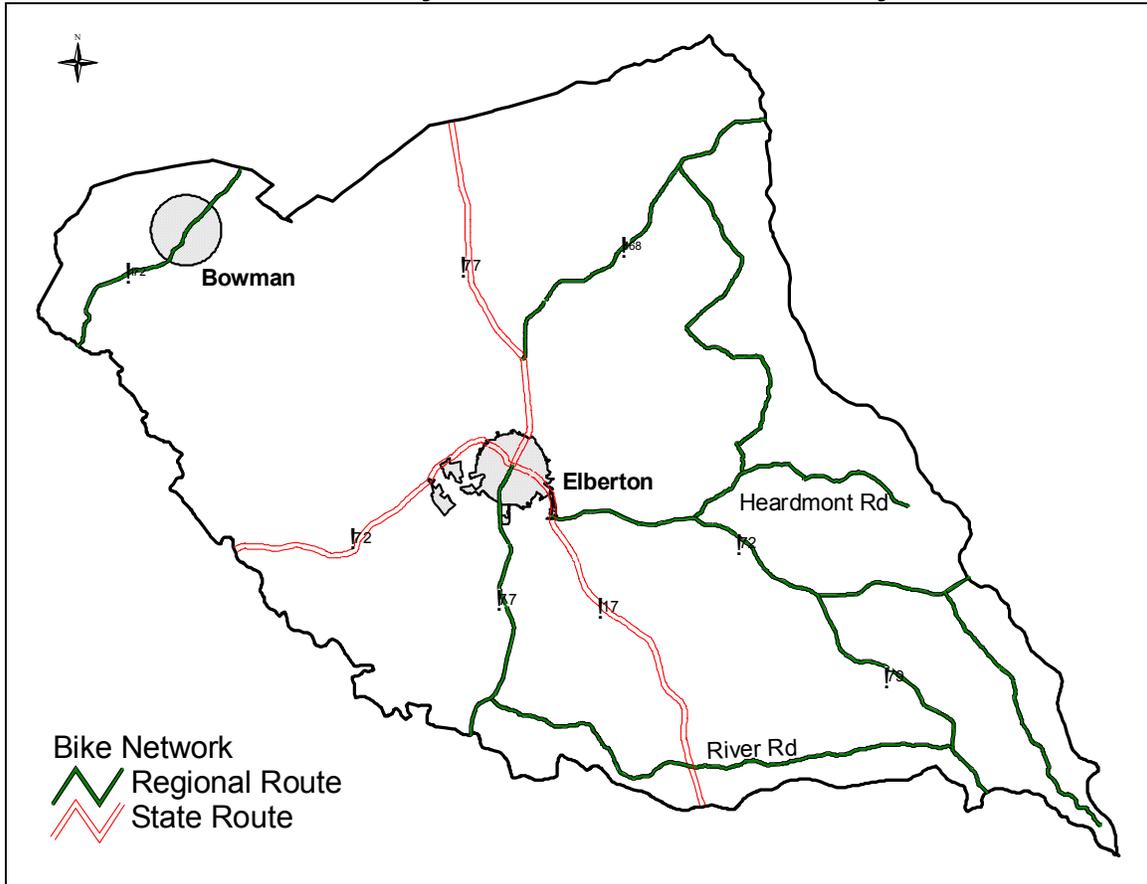
As previously mentioned, traffic counts have steadily increased over the past five years with the majority of trips utilizing Elberton's urban thoroughfare network. Diminishing LOS along GA Highways 17 and 77 provides further evidence of the increased travel within the urban network. GA Highway 17, west has already reached a LOS E indicating the roadway is currently operating at capacity.

Pedestrian and Bicycle Facilities

There is currently no comprehensive sidewalk inventory in the county. The Northeast Georgia Regional Development Center is in the process of undertaking a region-wide inventory of significant pedestrian resources, including sidewalks. Many of the new suburban developments throughout the region are not built to the pedestrian scale and lack the necessary facilities to encourage pedestrian maneuverability. Suburban development has become more scattered and further away from retail and service outlets, making it increasingly difficult to walk or ride anything other than a car to do everyday household activities.

There are two facility plans identifying planned bicycle networks in Elbert County. The first is the Northeast Georgia Regional Bikeway Plan that links the entire region through an interconnected bikeway network along existing roads. This plan was created in 1992 and will be revised in 2004. The second is the Planned Statewide Bicycle Route Network, which has two links that intersect Elbert County. Figure 7 illustrates the planned Elbert County bicycle network.

**Figure 7
Planned Bicycle Route Network – Elbert County**



Source: Georgia Bicycle and Pedestrian Plan 1999; Regional Bicycle Routes Plan 1992

Public Transportation

There is currently no public transportation available in Elbert County, and it is not in the immediate plans. The population density in the county is not conducive to implementing a public transportation system.

The county does provide transportation services for rural residents under Section 18 of the Rural Transportation Program. Services include transporting rural residents to and from destinations for shopping, work, school, personal appointments, and recreational opportunities within the county.

Railroads

The rail companies provide crucial cargo transport for industries within Elbert County. Many items and materials are too bulky or heavy to be shipped by truck and are moved by rail. Both CSX Railroad and Norfolk Southern Corporation, running from Atlanta to Augusta with intrastate interchanges at Atlanta, Athens, Augusta, and Macon,

serve Elbert County. The nearest “piggyback” yard (piggyback refers to the transfer of goods between trucks and train cars) is located in Gainesville along the CSX rail line.

The state has attempted to identify solutions to the problems associated with increased traffic flows. One of the solutions is the installation of a commuter rail network serving the City of Atlanta, and its surrounding area. The Commuter Rail Plan identifies six existing rail corridors as having high user potential. Phase one includes lines extending from the Five Points Station in Atlanta, to Athens, Bremen and Senoia. The three lines proposed for phase two originate at the Five Points Station and extend to Canton, Gainesville and Madison. The closest commuter rail service for Elbert County residents is the potential Athens-to-Atlanta link, which provides park-and-ride services throughout the northeast Georgia region.

Aviation

The Elbert County airport, the Patz Field Airport, is located two miles east of Elberton along GA Highway 72. The airport has one 4,000 feet by 75 feet lighted runway serving small planes. The nearest commercial air service is in Athens, GA, or Anderson, SC, both providing US Air commuter service to Charlotte. Atlanta-Hartsfield International Airport is located in Atlanta, approximately 100 miles from Elberton, providing major commercial airline service.

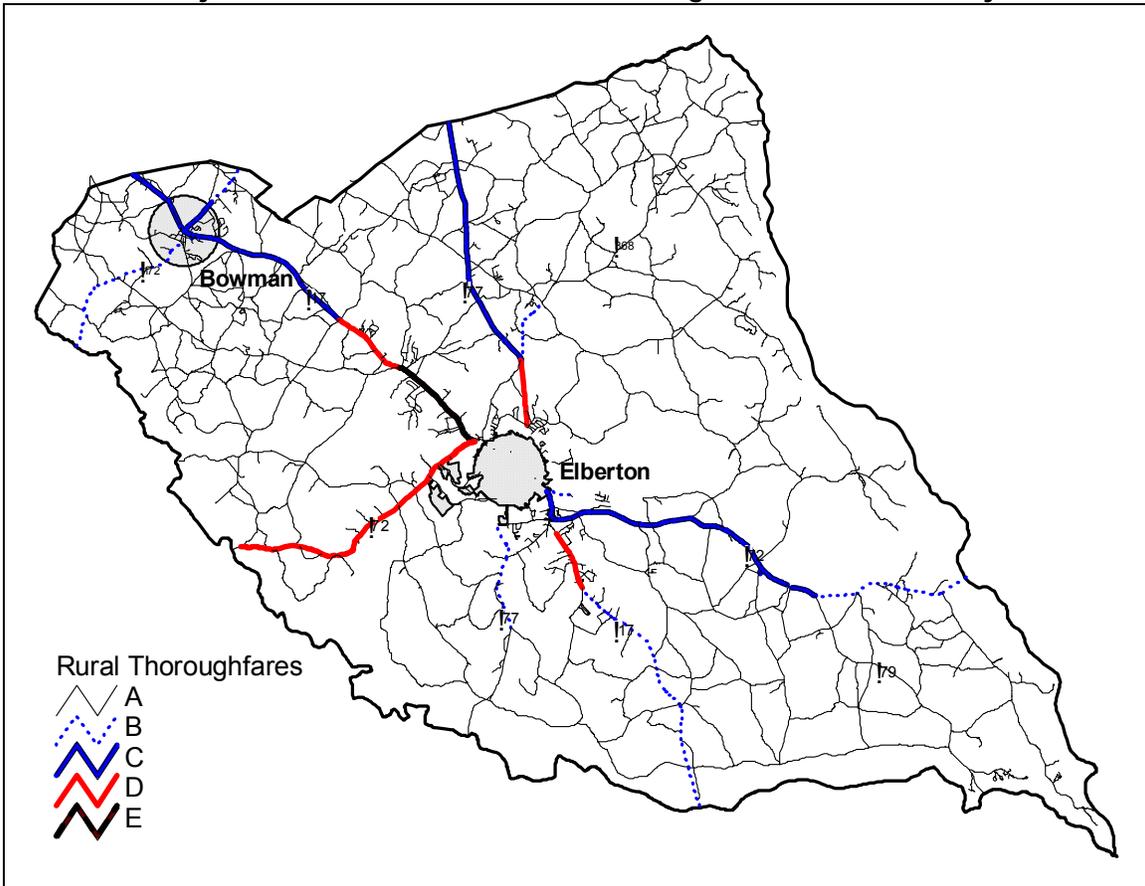
Transportation Assessment

Road Network Assessment

Future land use patterns will play a large role in the continued efficiency of the transportation network. A typical single-family detached home generates an average of 9.54 vehicle trips per day, according to the Institute of Traffic Engineers. According to 2000 figures, there are now approximately 1.8 passenger vehicles per household throughout the county and 24.5% of households reported they had three or more vehicles.

Future traffic projections on the road network should be quantified to illustrate future impacts of growth and to create additional variables to be used when making future development decisions. Figure 8 illustrates the LOS projections for the rural thoroughfare network by the year 2014, assuming that traffic counts increase according to DOT District 1 projected estimates.

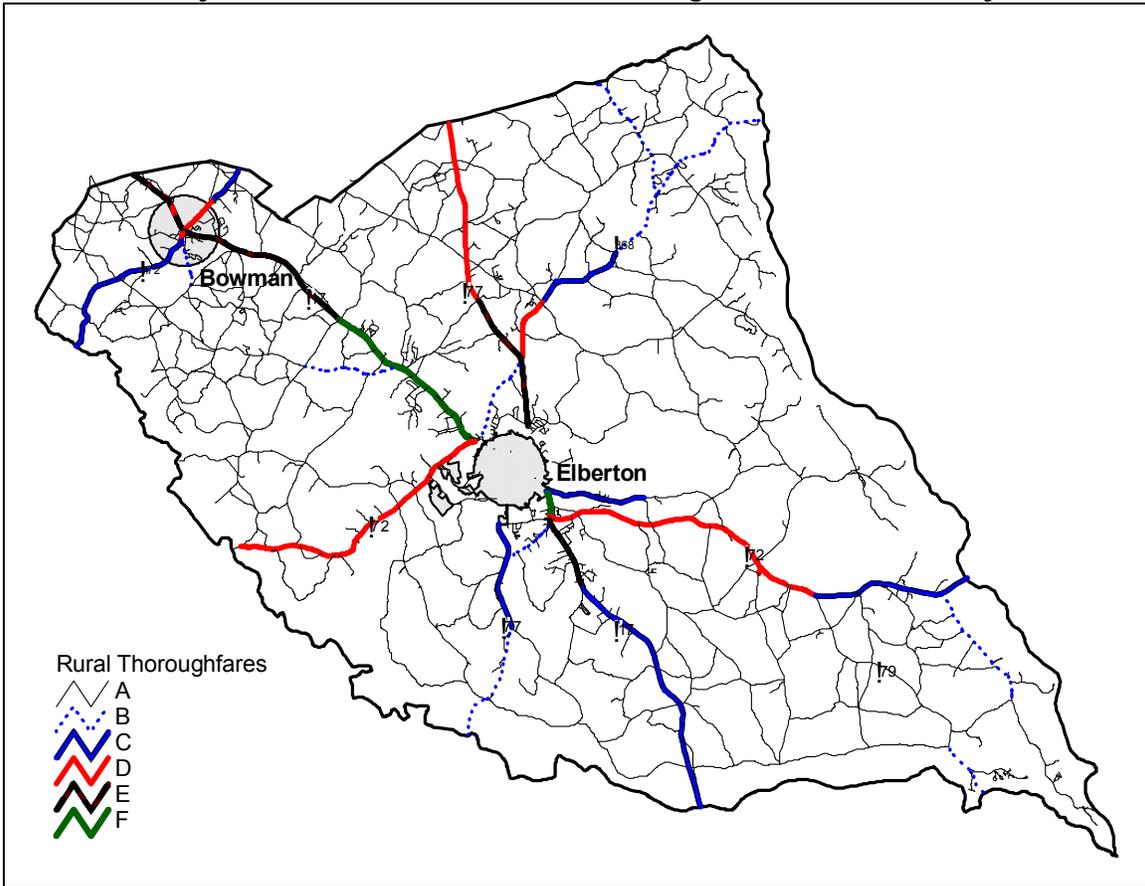
Figure 8
Projected 10-Year LOS on Rural Thoroughfares – Elbert County



Source: DOT Multimodal Transportation Planning Tool; NEGRDC

To generate the ten and twenty year forecasts, Georgia Department of Transportation (DOT) data is used to project the traffic increases on each of the identified major thoroughfares in the existing road network. The DOT generates projected rates of increases for each of its planning districts (Elbert County lying in District 1) based on route type. These rates of increase are applied to the LOS determinant formula to identify segments of the county thoroughfare network unable to handle increased traffic loads. Figure 9 illustrates the 2024 LOS projections.

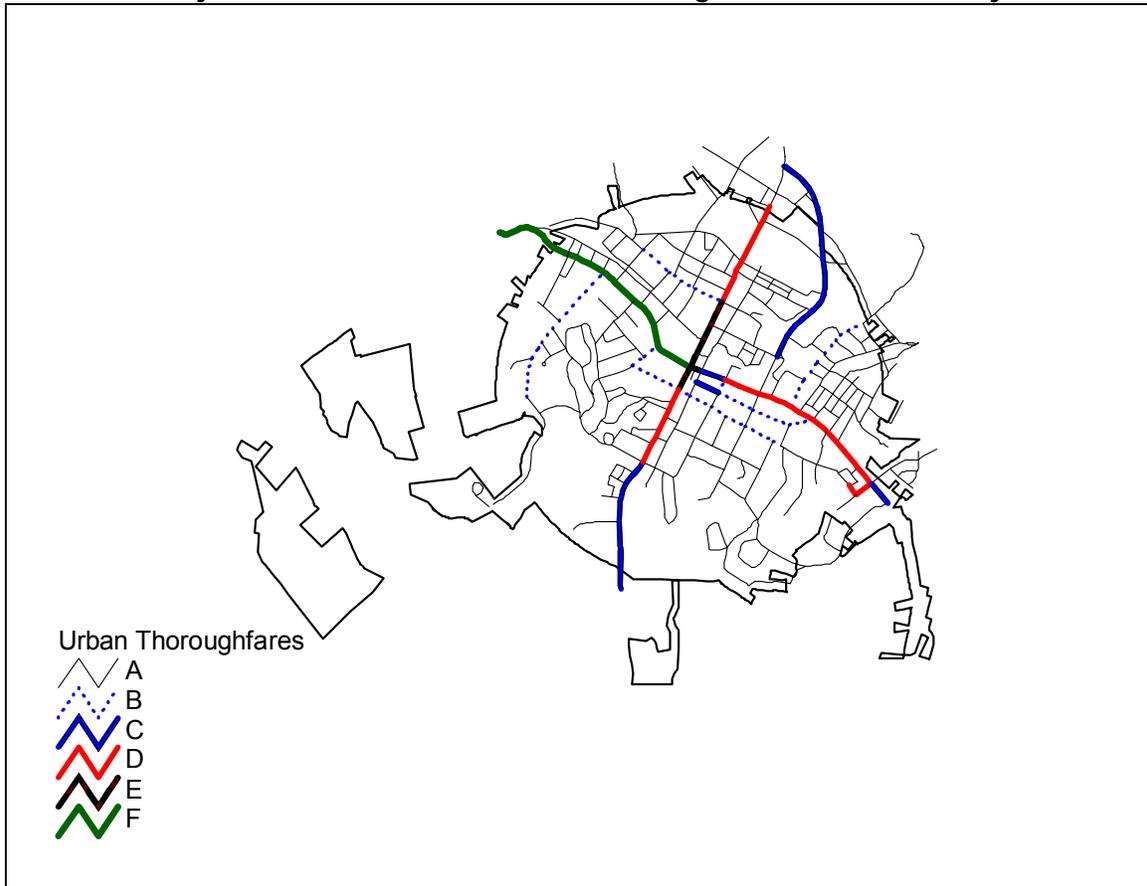
Figure 9
Projected 20-Year LOS on Rural Thoroughfares – Elbert County



Source: DOT Multimodal Transportation Planning Tool; NEGRDC

These are illustrations of the LOS projections on the rural thoroughfare network. The same analysis can be done on the urban thoroughfare network to illustrate potential traffic impacts within the City of Elberton. Figure 10 illustrates the ten-year projection, and Figure 11 illustrates the twenty-year.

Figure 10
Projected 10-Year LOS on Urban Thoroughfares – Elbert County

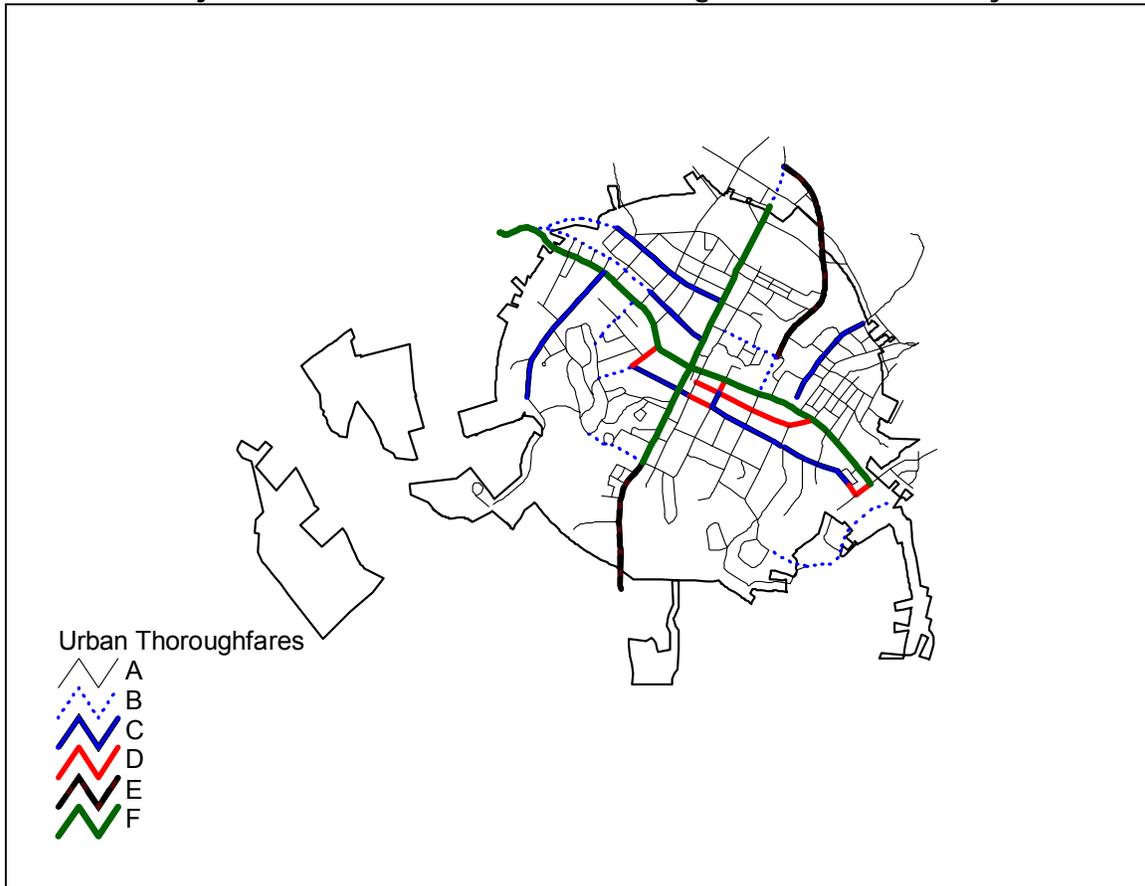


Source: DOT Multimodal Transportation Planning Tool; NEGRDC

Elberton's traffic impacts are not only a result of its expected housing and population growth, but also its economic growth. As discussed in the Economic Development chapter, Elberton is the main source of employment opportunities in the county, as well as attracting employees outside of the county. As economic development continues in, and around the city, and the amount of jobs increases traffic, impacts on the urban thoroughfare network can be expected to worsen.

These LOS projections are based solely on the projected percentage increases on the major thoroughfares. Changing land use patterns will also affect the traffic conditions throughout the county. To get a better understanding of the local network and to develop specific strategies for mitigating the deficiencies a thorough traffic study should be done. This will help to develop a more detailed thoroughfare plan that could help the county and municipalities coordinate road improvements with expected growth.

Figure 11
Projected 20-Year LOS on Urban Thoroughfares – Elbert County



Source: DOT Multimodal Transportation Planning Tool; NEGRDC

In order to better assess the impacts of land use on the transportation network and to identify potential implementation measures to mitigate those impacts a detailed thoroughfare study and plan is needed. This chapter makes a broad assessment of the transportation network and illustrates potential deficiencies based on existing traffic conditions and expected future land use impacts. A detailed thoroughfare plan can provide a much more precise assessment and identify specific needs for implementation.

Bridges and Signalized Intersection Assessment

Currently, the only planned improvement projects in the DOT State Transportation Improvement Program (for years 2003-2005) involve bridge replacements on Eliam Road at Wahachee Creek, Sweet City Road at Dove Creek, Peachtree Road at Little Coldwater Creek, and Georgia Highway 77 at Falling Creek. There is also intersection improvement work scheduled on Georgia Highway 77 at the intersection of Georgia Highway 368 and Brewers Bridge Road.

The adequacy of the overall road network relies on the maintenance of bridges and on the adequacy of signalized intersections to maintain a steady traffic flow. The county continues to monitor the condition of bridges throughout the network and repair them on an as needed basis.

The level of service (LOS) of the signalized intersections is a direct correlation to the level of service of the road segments that they control. Currently, all signalized intersections on Georgia Highway 72 are operating at a LOS D. As discussed in the section Road Network Assessment, this illustrates that these intersections are approaching

their capacities during peak-hour traffic periods. As traffic flows continue to increase and generate greater impacts on the road network the LOS is expected to decrease, as illustrated in the 10 and 20-year LOS forecasts.

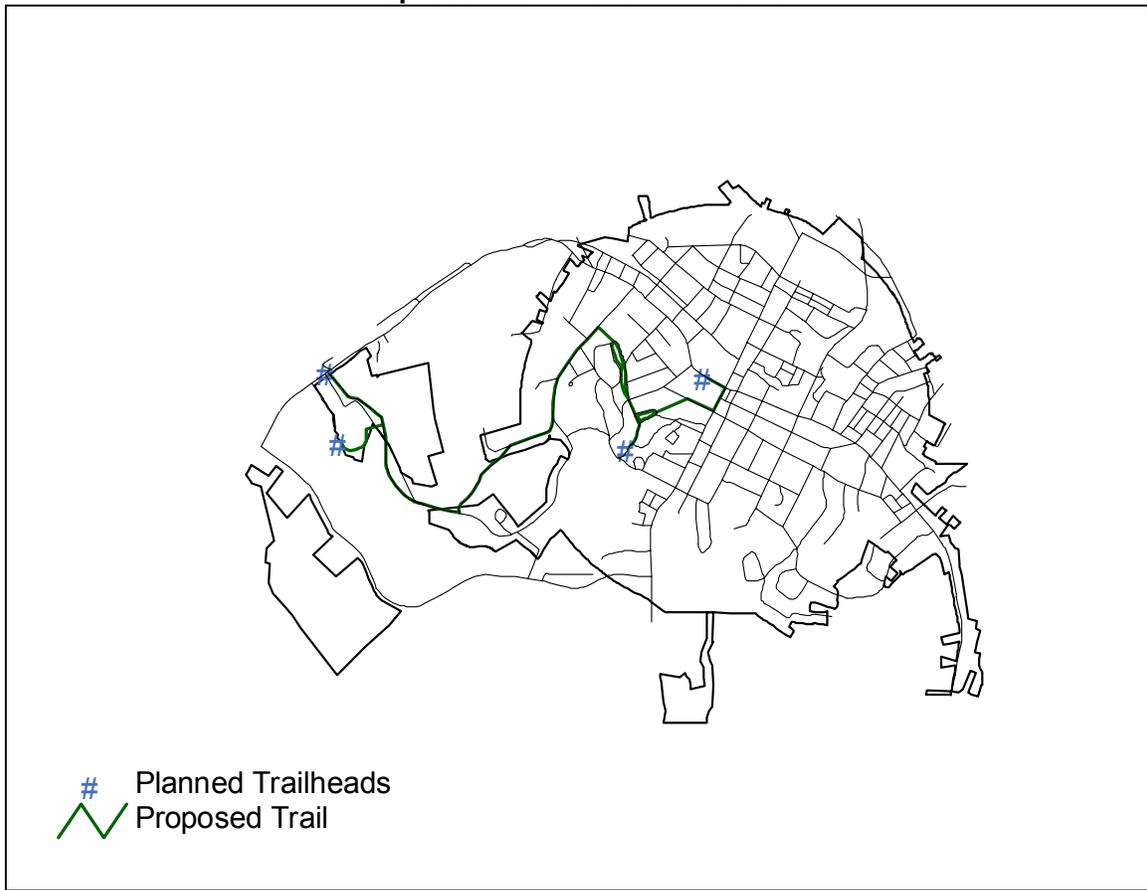
Land use impacts on these intersections, particularly along the Georgia Highway 72 commercial corridor, need to be monitored. Traffic impacts need to be addressed in development approval decisions to determine the ability of these intersections to adequately handle increased volumes.

Bicycle and Pedestrian Facilities Assessment

As is the case in many communities, there is an overall lack of bicycle and pedestrian facilities. While there have been a number of bicycle routes identified within the county none have yet to be fully implemented. This is being addressed through revisiting the regional bicycle route map and moving forward in designating feasible bicycle routes linking the state parks with population centers in the county.

The City of Elberton intends to construct a trail network, the Granite City Trail, linking the city with the two planned state routes intersecting Elberton. The trail is a combination of striped bicycle lanes, share the road bicycle signage, and multi-use trail construction. The trail links state bicycle route 60 (on Georgia Highway 72) with state bicycle route 85 (on Georgia Highway 77 N), with four trail heads along the route linking schools, parks, and the downtown area to the trail. Figure 12 illustrates the proposed route.

Figure 12
Proposed Trail Network - Elberton



Assessment of Other Transportation Modes

Currently, population densities in the county are not sufficient to merit a public transportation system and this is not expected to change throughout the planning horizon of this document. The county intends to continue providing its rural transportation program to its residents, which currently adequately serves the population's needs.

The airport has been expanded and currently meets the county's needs. The railroad continues to be an important factor in Elbert County's local economy because of the need to transport both finished and unfinished granite products.

Goals and Policies

Vision Statement: *Provide a safe, efficient, and effective transportation system that reflects both existing and future needs while providing a variety of transportation options.*

Goal 1.1: Increase the efficiency of transportation flow facilitating linkages between major interstate routes. *(Applicable to Elbert County and the municipality of Elberton)*

Policy 1.1.1: Monitor road conditions and analyze the potential adverse impacts of new development. *(Applicable to Elbert County and the municipalities of Bowman and Elberton)*

Policy 1.1.2: Upgrade and expand the existing transportation facilities, as needed, to accommodate future growth in the most efficient manner. *(Applicable to Elbert County and the municipalities of Bowman and Elberton)*

Goal 1.2: Improve the mobility of pedestrians and bicyclists throughout the county. *(Applicable to Elbert County and the municipalities of Bowman and Elberton)*

Short Term Work Program
for
Elbert County, Elberton, & Bowman, Georgia

Elbert County Implementation	Plan Element	2004	2005	2006	2007	2008	Responsible Party	Cost Estimate	Funding Source
Produce video to promote cultural resources as tourist destinations.	NR/ED		X				County, Other.	\$10,000	Local, Other.
Hire Code Enforcement Officer	NR/TRA	X					County	\$78,000	Local
Enhance and extend pedestrian and bicycle trail.	NR/TRA				X		County.	\$700,000	Local, DOT TE, Other.
Provide tourism information at Lake Russell.	NR/ED	X					County	-0-	
Nominate Nickville Community to National Register.	NR		X				County, Private	\$3,000	Other
Nominate Fortsonia Community to National Register.	NR					X	County, Private	\$3,000	Other
Create Jefferson Davis Trail	NR/TRA				X		County, Private, Other	\$10,000-\$200,000	Local, DNR, Other.
Support courthouse renovation and expansion.	NR/CF		X				County	2,300,000	Local
Work with state agencies to identify opportunities for business and industrial recruitment.	ED	X	X	X	X	X	County	0	NA
Study local economic characteristics and conditions to address the potential for economic diversification.	ED	X	X	X	X	X	County	0	NA

Short Term Work Program
for
Elbert County, Elberton, & Bowman, Georgia

Elbert County Implementation	Plan Element	2004	2005	2006	2007	2008	Responsible Party	Cost Estimate	Funding Source
Utilize the Future Land Use map to coordinate new economic development in appropriate areas serviced by the necessary infrastructure.	ED	X	X	X	X	X	County	0	NA
Support the Economic Development Authority.	ED	X	X	X	X	X	County	30,000/year	Local
Develop a cooperative relationship between local government, Athens Tech, and local businesses and industries to monitor labor force conditions and needs.	ED	X	X	X	X	X	County	0	NA
Utilize Future Land Use map to coordinate new development in appropriate areas serviced by necessary infrastructure.	HO	X	X	X	X	X	County	0	NA
Assist Special needs population with receiving government assistance to improve housing conditions.	HO	X	X	X	X	X	County	0	NA

Short Term Work Program
for
Elbert County, Elberton, & Bowman, Georgia

Elbert County Implementation	Plan Element	2004	2005	2006	2007	2008	Responsible Party	Cost Estimate	Funding Source
Seek government funding to rehabilitate substandard housing and to ensure a continued supply of low-to-moderate income affordable housing options.	HO	X	X	X	X	X	County	0	NA
Implement Roads and Bridges projects as identified in County SPLOST referendum.	TRA	X	X	X	X	X	County	5.25 Million	SPLOST
Generate thoroughfare plan to identify transportation needs.	TRA		X				County	1,250	Local. Funded in conjunction with Elberton.
Coordinate tourism and cultural resource development efforts to include all jurisdictions and appropriate state agencies. (See Cultural Resources Element for detailed description of projects.)	IC		X	X	X	X	County, Bowman Elberton, State Agencies	-0-	NA
Continue participation in the Northeast Georgia Regional Solid Waste Management Authority.	CF	X	X	X	X	X	County	500-1,000/year	Local
Develop public education program to promote recycling.	CF	X	X	X	X	X	County	2,500/year	Local

Short Term Work Program
for
Elbert County, Elberton, & Bowman, Georgia

Elbert County Implementation	Plan Element	2004	2005	2006	2007	2008	Responsible Party	Cost Estimate	Funding Source
Construct new Emergency Services Facility housing the Sheriff, Fire and EMS departments, including a new detention center and training facility.	CF		X				County	5.6 Million	SPLOST
Construct additional county fire station in the newly created tenth fire district.	CF			X			County	200,000	Local; State; Private
Replace two ambulances with new, fully equipped units.	CF				X		County	160,000	SPLOST
Retrofit existing detention center for use as a women=s facility.	CF		X				County	100,000	Local
Assist the Hospital Authority in fund raising initiatives to help raise money for a new facility.	CF	X	X	X	X	X	County	0	NA
Acquire and construct additional parks and recreation facilities and improve equipment to meet demand.	CF	X	X	X	X	X	County	750,000	SPLOST

Short Term Work Program
for
Elbert County, Elberton, & Bowman, Georgia

Elbert County Implementation	Plan Element	2004	2005	2006	2007	2008	Responsible Party	Cost Estimate	Funding Source
Renovate the old Middle School for use as county offices.	CF			X			County	750,000	SPLOST
Construct new Animal Control Shelter.	CF		X				County	500,000	SPLOST
Relocate DFCS Department	CF			X			County	Part of Middle School renovation	SPLOST
Coordinate new development with the local school board to minimize impacts on the school system.	CF	X	X	X	X	X	County	0	NA
Continue to seek additional volunteers to support the Mentor Program, and others offered by the School Board.	CF	X	X	X	X	X	Board of Education	0	NA
Renovate the main branch of the Elbert County Public Library.	CF	X					County	100,000	SPLOST
Adopt Large Water Supply Watershed Protection Criteria for Lake Russell Intake.	NR		X				County	0	NA

Short Term Work Program
for
Elbert County, Elberton, & Bowman, Georgia

Elbert County Implementation	Plan Element	2004	2005	2006	2007	2008	Responsible Party	Cost Estimate	Funding Source
Minimize the negative environmental impacts of development.	LU	X	X	X	X	X	County	0	NA
Coordinate new development with existing and planned community facilities.	LU	X	X	X	X	X	County	0	NA
Utilize the Future Land Use map to coordinate new development with the Comprehensive Plan.	LU	X	X	X	X	X	County	0	NA
Address the Future Land Use map every two years to ensure it adequately reflects prevailing development patterns.	LU			X		X	County	0	NA

-- See last page of document for explanation of acronyms --

Explanation of Acronyms

Plan Element

CF	Community Facilities
ED	Economic Development
HO	Housing
LU	Land Use
NR	Natural and Historic Resources
ARC	Appalachian Regional Commission
DCA	Department of Community Affairs
C	CDBG Community Development Block Grant
C	DDRLP Downtown Development Revolving Loan Program
C	LDF Local Development Fund
C	QG Quality Growth
DNR	Department of Natural Resources
C	GH Georgia Heritage
C	HPF Historic Preservation Fund
C	LWCF Land and Water Conservation Fund
C	RTP Recreation Trails Program
DOL	Department of Labor
DOT	Department of Transportation
C	TE Transportation Enhancement
GEFA	Georgia Environmental Facilities Authority
GFC	Georgia Forestry Commission
C	U&CF Urban & Community Forestry Grant
RDC	Regional Development Center
USDA	United States Department of Agriculture

Short Term Work Program
for
Elbert County, Elberton, & Bowman, Georgia

Bowman Implementation	Plan Element	2004	2005	2006	2007	2008	Responsible Party	Cost Estimate	Funding Source
Nominate city to National Register	NR		x				City	\$3,000	Local; Other.
Locally designate commercial historic district	NR			x			City	-0-	
Seek CLG designation	NR			x			City	\$500-\$1,000	Local.
Create Jefferson Davis Trail	NR/TRA				x		City, Private, Other	\$10,000-\$200,000	Local, Other, DNR, Other.
Apply for Georgia historical marker for Jefferson Davis Trail	NR				x		City	\$1,200	Local, Other.
Create Historical Museum	NR					x	City	\$40,000-\$100,000	Local, Other, Ga DNR.
Promote heritage education	NR					x	City, Other	\$500	City, Other, Ga DNR
Explore options for multi-jurisdictional approach to water supply in the Broad River Basin	IC		x	x			City, Elberton	-0-	
Utilize Future Land Use map to coordinate new development in appropriate areas serviced by necessary infrastructure.	HO	X	X	X	X	X	City	0	NA
Assist Special needs population with receiving government assistance to improve housing conditions.	HO	X	X	X	X	X	City	0	NA

Short Term Work Program
for
Elbert County, Elberton, & Bowman, Georgia

Bowman Implementation	Plan Element	2004	2005	2006	2007	2008	Responsible Party	Cost Estimate	Funding Source
Seek government funding to rehabilitate substandard housing and to ensure a continued supply of low-to-moderate income affordable housing options.	HO	X	X	X	X	X	City	0	NA
Work with state agencies to identify opportunities for business and industrial recruitment.	ED	X	X	X	X	X	City	0	NA
Study local economic characteristics and conditions to address the potential for economic diversification.	ED	X	X	X	X	X	City	0	NA
Utilize the Future Land Use map to coordinate new economic development in appropriate areas serviced by the necessary infrastructure.	ED	X	X	X	X	X	City	0	NA
Develop a cooperative relationship between local government, Athens Tech, and local businesses and industries to monitor labor force conditions and needs.	ED	X	X	X	X	X	City	0	NA

Short Term Work Program
for
Elbert County, Elberton, & Bowman, Georgia

Bowman Implementation	Plan Element	2004	2005	2006	2007	2008	Responsible Party	Cost Estimate	Funding Source
Coordinate tourism and cultural resource development efforts to include all jurisdictions and appropriate state agencies. (See Cultural Resources Element for detailed description of projects.)	IC		X	X	X	X	City, County, Elberton, State Agencies	-0-	NA
Improve transportation infrastructure according to community needs.	TRA	X	X	X	X	X	City	Varied according to project.	Local
Complete engineering study of water and sewer networks.	CF		X				City	3,000	Local
Implement findings of engineering study improving water and sewer infrastructure as needed to meet community needs.	CF			X	X	X	City	Varied according to identified projects	Local; DCA; ARC; USDA
Work with county to develop public education program to promote recycling.	CF	X	X	X	X	X	City	2,500/year	Local
Diversify types fo activities provided in the city park.	CF	X	X	X	X	X	City	Varied according to project.	County; DCA; DNR; NPS; GFC; DOT
Coordinate new development with the local school board to minimize impacts on the school system.	CF	X	X	X	X	X	City	0	NA

Short Term Work Program
for
Elbert County, Elberton, & Bowman, Georgia

Bowman Implementation	Plan Element	2004	2005	2006	2007	2008	Responsible Party	Cost Estimate	Funding Source
Adopt Flood Prevention Ordinance.	NR		X				City	0	
Minimize the negative environmental impacts of development.	LU	X	X	X	X	X	City	0	NA
Coordinate new development with existing and planned community facilities.	LU	X	X	X	X	X	City	0	NA
Utilize the Future Land Use map to coordinate new development with the Comprehensive Plan.	LU	X	X	X	X	X	City	0	NA
Address the Future Land Use map every two years to ensure it adequately reflects prevailing development patterns.	LU			X		X	City	0	NA

-- See last page of document for explanation of acronyms --

Explanation of Acronyms

Plan Element

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C	QG Quality Growth
DNR	Department of Natural Resources
C	GH Georgia Heritage
C	HPF Historic Preservation Fund
C	LWCF Land and Water Conservation Fund
C	RTP Recreation Trails Program
DOL	Department of Labor
DOT	Department of Transportation
C	TE Transportation Enhancement
GEFA	Georgia Environmental Facilities Authority
GFC	Georgia Forestry Commission
C	U&CF Urban & Community Forestry Grant
RDC	Regional Development Center
USDA	United States Department of Agriculture

Short Term Work Program
for
Elbert County, Elberton, & Bowman, Georgia

Elberton Implementation	Plan Element	2004	2005	2006	2007	2008	Responsible Party	Cost Estimate	Funding Source
Enhance and extend pedestrian and bicycle trail.	NR/TRA				x		City	\$739,000	Local, DOT TE, Other.
Designate additional properties under preservation ordinance.	CR			x			City	-0-	
Announce availability of Samuel Elbert Hotel for public/private uses in publications and websites.	CR			x			City, Other	-0-	
Support theater restoration project.	CR/CF		x				City, Other	\$300,000	DNR GH, DNR HPF, Local
Survey historic resources	CR					x	City	\$2,000	DNR HPF
Nominate Historic Resources to National Register	CR					x	City	\$1,000-\$3,000	DNR HPF
Locally designate historic resources	CR					x	City	-0-	
Maintain Certified Local Government Status	CR					x	City	-0-	
Enhance and promote Mainstreet	CR					x	City	\$15,000-\$30,000	Local, Other
Include Elmhurst Cemetery in tourism publication and guides.	CR					x	City	-0-	

Short Term Work Program
for
Elbert County, Elberton, & Bowman, Georgia

Elberton Implementation	Plan Element	2004	2005	2006	2007	2008	Responsible Party	Cost Estimate	Funding Source
Explore options for multi-jurisdictional approach to water supply in the Broad River Basin	IC		x	x			City, Bowman	-0-	
Coordinate tourism and cultural resource development efforts to include all jurisdictions and appropriate state agencies. (See Cultural Resources Element for detailed description of projects.)	IC		X	X	X	X	City, County, Bowman, State Agencies	-0-	NA
Utilize Future Land Use map to coordinate new development in appropriate areas serviced by necessary infrastructure.	HO	X	X	X	X	X	City	0	NA
Assist Special needs population with receiving government assistance to improve housing conditions.	HO	X	X	X	X	X	City	0	NA
Promote infill residential development to developers.	HO	X	X	X	X	X	City	0	NA
Minimize the negative environmental impacts of residential development.	HO	X	X	X	X	X	City	0	NA

Short Term Work Program
for
Elbert County, Elberton, & Bowman, Georgia

Elberton Implementation	Plan Element	2004	2005	2006	2007	2008	Responsible Party	Cost Estimate	Funding Source
Seek government funding to rehabilitate substandard housing and to ensure a continued supply of low-to-moderate income affordable housing options.	HO	X	X	X	X	X	City	0	NA
Work with state agencies to identify opportunities for business and industrial recruitment.	ED	X	X	X	X	X	City	0	NA
Study local economic characteristics and conditions to address the potential for economic diversification.	ED	X	X	X	X	X	City	0	NA
Utilize the Future Land Use map to coordinate new economic development in appropriate areas serviced by the necessary infrastructure.	ED	X	X	X	X	X	City	0	NA
Continue to support the Economic Development Authority.	ED	X	X	X	X	X	City	2,500/year	Local
Develop a cooperative relationship between local government, Athens Tech, and local businesses and industries to monitor labor force conditions and needs.	ED	X	X	X	X	X	City	0	NA

Short Term Work Program
for
Elbert County, Elberton, & Bowman, Georgia

Elberton Implementation	Plan Element	2004	2005	2006	2007	2008	Responsible Party	Cost Estimate	Funding Source
Work on placement of utilities underground within the downtown district to improve the central business district=s aesthetic value.	ED				X		City	750,000	Local
Organize AClean and Beautiful@ initiatives to promote and improve downtown aesthetics.	ED	X	X	X	X	X	Downtown Development Authority	5,000/year	Local; Private Donations
Improve transportation infrastructure according to community needs identified in thoroughfare plan.	TRA	X	X	X	X	X	City	Varied according to project.	Local
Generate thoroughfare plan to identify transportation needs.	TRA		X				City	1,250	Local. Funded in conjunction with Elbert County.
Implement projects for water line extension and tank construction as identified by the Elberton Utilities Department.	CF	X	X	X	X	X	City	7.5 Million	Local; ARC; USDA
Implement projects for sewer line replacement, wastewater treatment plant improvements and inflow/infiltration program implementation as identified by the Elberton Utilities Department.	CF		X	X	X	X	City	4.7 Million	Local; ARC; USDA

Short Term Work Program
for
Elbert County, Elberton, & Bowman, Georgia

Elberton Implementation	Plan Element	2004	2005	2006	2007	2008	Responsible Party	Cost Estimate	Funding Source
Continued implementation of Fortson=s Creek TMDL plan/	CF/NR	X	X	X	X	X	City	0 (cost of capital improvements included in sewer updgrade work item)	NA
Work with county to develop public education program to promote recycling.	CF	X	X	X	X	X	City	2,500/year	Local
Consolidate police and fire services under a single public safety agency increasing the efficiency of providing emergency services.	CF			X			City	230,000	Local; Law Enforcement Grant opportunities
Expand existing police department to increase the efficiency of service delivery.	CF				X		City	1.5 Million	Local; Law Enforcement Grant opportunities
Expand emergency services personnel, facilities, and equipment as required to maintain an adequate level of service.	CF	X	X	X	X	X	City	Varied according to type of expansion.	City; Local Law Enforcement Block Grants
Assist the Hospital Authority in fund raising initiatives to help raise money for a new facility.	CF	X	X	X	X	X	City	0	NA

Short Term Work Program
for
Elbert County, Elberton, & Bowman, Georgia

Elberton Implementation	Plan Element	2004	2005	2006	2007	2008	Responsible Party	Cost Estimate	Funding Source
Acquire and construct additional parks and recreation facilities and improve equipment to meet demand.	CF	X	X	X	X	X	City	Varied according to project.	County; DCA; DNR; NPS; GFC; DOT
Construct a drive-through cashier island at the utilities customer services facility.	CF			X			City	150,000	Local
Upgrade the existing financial management software system.	CF		X				City	100,000	Local
Renovate the municipal building to provide additional office space.	CF		X				City	100,000	Local
Develop teleconferencing capabilities to allow for distance learning educational opportunities.	CF					X	City	750,000	Local
Coordinate new development with the local school board to minimize impacts on the school system.	CF	X	X	X	X	X	City	0	NA
Adopt and implement Large Water Supply Watershed Protection Ordinance for Lake Russell intake watershed.	NR		X				City	0	NA
Adopt and Implement Wetlands Protection Ordinance.	NR		X				City	0	NA

Short Term Work Program
for
Elbert County, Elberton, & Bowman, Georgia

Elberton Implementation	Plan Element	2004	2005	2006	2007	2008	Responsible Party	Cost Estimate	Funding Source
Reduce flooding on Brookside Dr./Heard Dr. by installing culverts.	NR		X				City	107,000	GEMA
Implement Phase II of Granite City Trail	NR/CF			X			City	\$750,000	TE Grant
Develop playground.	NR/CF			X			City	\$30,000 -35,000	City
Streetscape Improvements for Ga. Highways 17 & 72.	NR/CF					X	City	10,000	City
Minimize the negative environmental impacts of development.	LU	X	X	X	X	X	City	0	NA
Coordinate new development with existing and planned community facilities.	LU	X	X	X	X	X	City	0	NA
Utilize the Future Land Use map to coordinate new development with the Comprehensive Plan.	LU	X	X	X	X	X	City	0	NA
Address the Future Land Use map every two years to ensure it adequately reflects prevailing development patterns.	LU			X		X	City	0	NA
Utilize citizen advisory committees to address Future Land Use needs.	LU			X		X	City	0	NA

Short Term Work Program
for
Elbert County, Elberton, & Bowman, Georgia

Elberton Implementation	Plan Element	2004	2005	2006	2007	2008	Responsible Party	Cost Estimate	Funding Source
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-- See last page of document for explanation of ANRonyms --

Explanation of ANRonyms

Plan Element

CF	Community Facilities
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C	LWCF Land and Water Conservation Fund
C	RTP ReNReation Trails Program
DOL	Department of Labor
DOT	Department of Transportation
C	TE Transportation Enhancement
GEFA	Georgia Environmental Facilities Authority
GFC	Georgia Forestry Commission
C	U&CF Urban & Community Forestry Grant
RDC	Regional Development Center
USDA	United States Department of Agriculture

Implementation Schedule

SHORT TERM WORK PROGRAM 1999 - 2003 AND ONGOING ELBERT COUNTY COUNTY I.D. NO. 1052052									
PLAN ELEMENT	PROJECT NO.	DESCRIPTION	INITIA- TION YEAR	COMPLE- TION YEAR	COST ESTIMATE	RESPO N-SIBLE PARTY	POSSIBLE FUNDING SOURCES	PROJECT STATUS	Explanation (if abandoned) or Estimated Completion Date (if postponed)
(Col.# 1)	(Col.# 2)	(Col.#3)	(Col.#4)	(Col.#5)	(Col.#6)	(Col.# 7)	(Col.# 8)		
NR	0001	Expand duties of Code Enforcement Officer to include enforcement of environmental ordinances.	1999	1999		Local		3	Position eliminated. County Manager attempting to fund new positio
NR	0002	Adopt and implement environmental protection ordinances (wetlands, river corridor, groundwater recharge, watersheds).	1999	1999		Local		1	
NR	0003	Establish development review infrastructure.	1999	1999	unknown	Local	Local	4	No interest
NR	0004	Contract for development of River Corridor Land Use Plan.	1999	2000	10,000 - 30,000	Local	GA RDC, Local	4	Not a priority since no plan review or development regulations in county.

SHORT TERM WORK PROGRAM 1999 - 2003 AND ONGOING ELBERT COUNTY COUNTY I.D. NO. 1052052									
PLAN ELEMENT (Col.# 1)	PROJECT NO. (Col.# 2)	DESCRIPTION (Col.#3)	INITIA- TION YEAR (Col.#4)	COMPLE- TION YEAR (Col.#5)	COST ESTIMATE (Col.#6)	RESPO N-SIBLE PARTY (Col.# 7)	POSSIBLE FUNDING SOURCES (Col.# 8)	PROJECT STATUS	Explanation (if abandoned) or Estimated Completion Date (if postponed)
CF	0001	Complete Phase II of the fire training center, to include burn building, drivers training course and training room. (Joint project with Elberton)	1999	2000	700,000-1,000,000 (Total cost)	Local	Local	4	Joined with Elberton to develop facility
ED	0001	Resurface roads for future economic development.	1999	2000	ongoing	Local	US OTH, Local	1	
CF	0002	Determine if a new DFCS building is needed or if expansion is sufficient. Complete project.	1999	2001	200,000-750,000	Local	GA OTH, Local	3	Building to be relocated in 2005
ED	0002	Build one-half dozen recycling/convenience centers.	1999	2001	1,000,000	Local	GA DCA LDF	1	
ED	0003	Build new health center next to high school.	1999	2001	500,000	Local	GA DCA CBDG, Local	1	
ED	0004	Expand water service into unincorporated areas of county for future economic development.	1999	2001	800,000	Local	GA DCA CDBG-EIP, GA GEFA	Ongoing	Limited expansion because of capacity

SHORT TERM WORK PROGRAM 1999 - 2003 AND ONGOING ELBERT COUNTY COUNTY I.D. NO. 1052052									
PLAN ELEMENT (Col.# 1)	PROJECT NO. (Col.# 2)	DESCRIPTION (Col.#3)	INITIA- TION YEAR (Col.#4)	COMPLE- TION YEAR (Col.#5)	COST ESTIMATE (Col.#6)	RESPO N-SIBLE PARTY (Col.# 7)	POSSIBLE FUNDING SOURCES (Col.# 8)	PROJECT STATUS	Explanation (if abandoned) or Estimated Completion Date (if postponed)
ED	0005	Build 10-20 more cabins at Russell and Bobby Brown State Parks for tourism purposes.	1999	2001	500,000	GA DNR	GA DNR	3	Lack of State funding and commitment
ED	0006	Develop new golf course.	1999	2001	3,000,000	GA DNR	GA DNR	1	
HIS	0001	Continue to support courthouse restoration and expansion.	1999	2002	2,300,000	Local	GA DNR HPF, Local	2	E.C.D. - 2004
HIS	0002	Encourage use of state and federal tax-incentive programs.	1999	2003		GA RDC, Local		1	
CF	0003	Study response times and call volumes throughout Elbert County to improve ambulance response times and determine need and locations of Emergency Medical Service satellite stations.	1999	2003	15,000	Local	Local	1	
CF	0004	Use SPLOST funds to make improvements and construct new schools as described in referendum.	1999	2003	15,000,000	Board of Education	SPLOST	1	

SHORT TERM WORK PROGRAM 1999 - 2003 AND ONGOING ELBERT COUNTY COUNTY I.D. NO. 1052052									
PLAN ELEMENT (Col.# 1)	PROJECT NO. (Col.# 2)	DESCRIPTION (Col.#3)	INITIA- TION YEAR (Col.#4)	COMPLE- TION YEAR (Col.#5)	COST ESTIMATE (Col.#6)	RESPO N-SIBLE PARTY (Col.# 7)	POSSIBLE FUNDING SOURCES (Col.# 8)	PROJECT STATUS	Explanation (if abandoned) or Estimated Completion Date (if postponed)
HIS	0003	Nominate historic resources to National Register.	1999	2003	1,000	GA RDC, Local	GA DNR, Local, Private	2	2004
CF	0005	Update the county rescue unit's fleet of vehicles.	1999	2003	150,000	Local	Local	1	Possible S.P.L.O.S.T. 2006 Purchased 1 new ambulance, remounted 2. Will add additional units in 2006
CF	0006	Continue development of McWilliams Park, to include lighting and fencing all ballfields, constructing a concession stand and building required support buildings.	1999	2003	500,000	Local	GA DCA LDF, Local, Private	2	A multi-purpose building will be erected by 2006 - remains
HIS	0004	Encourage use of financial incentives directed toward historic resources.	1999	2003		GA RDC, Local		1	

SHORT TERM WORK PROGRAM 1999 - 2003 AND ONGOING ELBERT COUNTY COUNTY I.D. NO. 1052052									
PLAN ELEMENT (Col.# 1)	PROJECT NO. (Col.# 2)	DESCRIPTION (Col.#3)	INITIA- TION YEAR (Col.#4)	COMPLE- TION YEAR (Col.#5)	COST ESTIMATE (Col.#6)	RESPO N-SIBLE PARTY (Col.# 7)	POSSIBLE FUNDING SOURCES (Col.# 8)	PROJECT STATUS	Explanation (if abandoned) or Estimated Completion Date (if postponed)
NR	0005	Identify potential areas suitable for parks/green acquire, and contract for design plan.	1999	2003	unknown	Local	GA DNR LWCF, GA DCA LDF, GA DNR RAF, Local, Private, River Care 2000	4	County was not interested in participating Greenspace Program.
HIS	0005	Survey historic resources.	1999	2003	2,000	Local	GA DNR HPF, Local, Private	4	No interest
CF	0007	Complete long-range strategic hospital plan and act on recommendations to ensure a high level of service is maintained.	1999	2003	unknown at present	Local	Local	4	Local advisory group - outside management actually has control. Not county responsibility
CF	0008	Increase public transportation availability to improve accessibility to education and health care facilities.	1999	2003	250,000	Local	GA OTH, Local	1	
HIS	0006	Protect historic rural resources through sound land use planning.	1999	ongoing		Local		4	No interest in formal land use planning

SHORT TERM WORK PROGRAM 1999 - 2003 AND ONGOING ELBERT COUNTY COUNTY I.D. NO. 1052052									
PLAN ELEMENT (Col.# 1)	PROJECT NO. (Col.# 2)	DESCRIPTION (Col.#3)	INITIA- TION YEAR (Col.#4)	COMPLE- TION YEAR (Col.#5)	COST ESTIMATE (Col.#6)	RESPO N-SIBLE PARTY (Col.# 7)	POSSIBLE FUNDING SOURCES (Col.# 8)	PROJECT STATUS	Explanation (if abandoned) or Estimated Completion Date (if postponed)
HIS	0007	Continue to promote heritage education that includes archaeology.	1999	ongoing	500	Local	GA OTH, Local, Private	1	
HIS	0008	Participate in Upper Savannah River Economic Coalition.	1999	ongoing	1,500	County	GA DOT, Local, Private	4	No interest
ED	0007	Promote apprenticeship programs through Board of Education.	1999	ongoing	100,000	Local	Local	1	
HIS	0009	Continue to identify vacant historic resources.	1999	ongoing		Local		1	
ED	0008	Continue to support Economic Development Authority activities.	1999	ongoing	30,000	Local	Local	4	Need master plan
ED	0009	Increase business opportunities through county's revolving loan fund.	1999	ongoing	250,000	Local	Local	3	On hold due to litigation. No estimated completion data available.

SHORT TERM WORK PROGRAM 1999 - 2003 AND ONGOING ELBERT COUNTY COUNTY I.D. NO. 1052052									
PLAN ELEMENT (Col.# 1)	PROJECT NO. (Col.# 2)	DESCRIPTION (Col.#3)	INITIA- TION YEAR (Col.#4)	COMPLE- TION YEAR (Col.#5)	COST ESTIMATE (Col.#6)	RESPO N-SIBLE PARTY (Col.# 7)	POSSIBLE FUNDING SOURCES (Col.# 8)	PROJECT STATUS	Explanation (if abandoned) or Estimated Completion Date (if postponed)
HIS	0010	Develop county-wide preservation ordinance.	2000	2001	2,000	Local	GA DNR HPF, Local	4	Insufficient resources
ED	0010	Build National Guard Armory.	2000	2001	125,000 start up	Local	US OTH	4	Abandoned by state
CF	0009	Construct new fire department substation in southern portion of the county.	2000	2002	500,000	Local	Local	1	Another station will be built 2004-2005
NR	0006	Pursue Scenic Byway designation for Highway 172. This includes development of required byway management plan.	2000	2003	5000	Local	GA DCA LDF, GA RDC, Local	4	When new alignment for St. Rt. 72 occurs - this will happen
ED	0011	Develop resort area on Lake Russell.	2000	2003	5,000,000	GA OTH	GA OTH	4	State must commit to funding
LU	0001	Adopt a sign ordinance.	2003	2003	2,000-5,000	Local	Local	4	No interest
CF	0010	Expand the county detention center and create a new women's facility.	2003	ongoing	500,000	Local	Local	2	Retrofit current jail for D.O.C. females - E.C.D. 2005

SHORT TERM WORK PROGRAM 1999 - 2003 AND ONGOING ELBERT COUNTY COUNTY I.D. NO. 1052052									
PLAN ELEMENT (Col.# 1)	PROJECT NO. (Col.# 2)	DESCRIPTION (Col.#3)	INITIA- TION YEAR (Col.#4)	COMPLE- TION YEAR (Col.#5)	COST ESTIMATE (Col.#6)	RESPO N-SIBLE PARTY (Col.# 7)	POSSIBLE FUNDING SOURCES (Col.# 8)	PROJECT STATUS	Explanation (if abandoned) or Estimated Completion Date (if postponed)
HIS	0011	Develop oral history project.	2003	ongoing	1,000	Local	Local, Private	4	No interest
CF	0011	Ensure that the library provides a quality level of service. Identify needs and deficiencies to determine if expansion or a new facility is necessary.	ongoing	ongoing	50,000	Local	GA OTH, Local	3	State funding needed
CF	0012	Assist the library in raising revenue to cover annual operating costs.	ongoing	ongoing	100,000/year	Local	Local, Private	1	
CF	0013	Improve fire safety capabilities to reduce ISO rating to lower fire insurance rates and attract growth.	ongoing	ongoing	100,000	Local	Local	1	
CF	0014	Improve county-wide recycling efforts.	ongoing	ongoing	1,000-5,000	Local	Local	1	
CF	0015	Participate in regional solid waste efforts.	ongoing	ongoing		GA RDC, Local		1	
CF	0016	Investigate all future possibilities concerning the remaining life of the county landfill and possibly create a landfill authority or board.	ongoing	ongoing	unknown	Local	Local	4	Landfill closed March 2000.

SHORT TERM WORK PROGRAM 1999 - 2003 AND ONGOING ELBERT COUNTY COUNTY I.D. NO. 1052052									
PLAN ELEMENT (Col.# 1)	PROJECT NO. (Col.# 2)	DESCRIPTION (Col.#3)	INITIA- TION YEAR (Col.#4)	COMPLE- TION YEAR (Col.#5)	COST ESTIMATE (Col.#6)	RESPO N-SIBLE PARTY (Col.# 7)	POSSIBLE FUNDING SOURCES (Col.# 8)	PROJECT STATUS	Explanation (if abandoned) or Estimated Completion Date (if postponed)
CF	0017	Continue to provide and expand the county's composting program.	ongoing	ongoing	20,000	Local	Local	1	
CF	0018	Provide passive recreation and sports facilities throughout the county, as needed.	ongoing	ongoing	variable	Local	Local, GA DCA LDF	1	
CF	0019	Improve bridges throughout the county. Upgrade to steel/concrete construction.	ongoing	ongoing	unknown	Local	Local, GA DOT	1	
CF	0020	Maintain paved roads throughout the county and ensure that all roads are in good condition and widened as appropriate.	ongoing	ongoing	variable	Local	Local, GA DOT	1	
CF	0021	Participate in Regional Solid Waste Management Authority.	ongoing	ongoing		Local, GA RDC		1	
HO	0001	Seek government funding to rehabilitate substandard housing and construct new low to moderate income housing units.	ongoing	ongoing	5,000/yr.	GA RDC, GA OTH, Local	US AGR FHA, GA DCA CDBG, GA OTH, Local, Private	1	

SHORT TERM WORK PROGRAM 1999 - 2003 AND ONGOING ELBERT COUNTY COUNTY I.D. NO. 1052052									
PLAN ELEMENT (Col.# 1)	PROJECT NO. (Col.# 2)	DESCRIPTION (Col.#3)	INITIA- TION YEAR (Col.#4)	COMPLE- TION YEAR (Col.#5)	COST ESTIMATE (Col.#6)	RESPO N-SIBLE PARTY (Col.# 7)	POSSIBLE FUNDING SOURCES (Col.# 8)	PROJECT STATUS	Explanation (if abandoned) or Estimated Completion Date (if postponed)
HO	0002	Assist the elderly and handicapped with receiving governmental assistance to improve housing.	ongoing	ongoing	5,000/yr.	GA OTH, Local	GA OTH, Local, Private	1	
HO	0003	Expand the existing infrastructure to encourage continued residential growth in desired locations.	ongoing	ongoing	3,000,000	Local	Local	1	

SHORT TERM WORK PROGRAM
1999 - 2003 AND ongoing
BOWMAN
CITY I.D. NO. 2052001

PLAN ELEMENT (Col.# 1)	PROJECT NO. (Col.# 2)	DESCRIPTION (Col.#3)	INITIA-TION YEAR (Col.#4)	COMPLE-TION YEAR (Col.#5)	COST ESTI-MATE (Col.#6)	RESPON-SIBLE PARTY (Col.7)	POSSIBLE FUNDING SOURCES (Col.#8)	Project Status	Explanation (if abandoned) or Estimated Completion Date (if postponed)
NR	0001	Adopt and implement groundwater recharge, watersheds, and wetlands protection ordinances.	1999	1999		Local		1	
CF	0001	Construct a new community center.	1999	2000	478,000	Local	GA DCA CDBG, GA OTH	1	
HIS	0001	Continue to promote heritage education.	1999	2001	500	Local	GA OTH, Local, Private	1	
CF	0002	Expand the public sewerage system to service the entire city.	1999	2003	750,000	Local	Local, County, GA DCA CDBG	2	Selected engineer to evaluate infrastructure. Finalizing scope of work. Project schedule and funding undetermined at this time.
CF	0003	Work with the county to establish E-911 service and construct a new ambulance substation in Bowman.	1999	2003	400,000	Local	Local, County	4	County created a central government location.
ED	0001	Contribute funding for full-time position to promote tourism through Economic Development Authority.	1999	ongoing	2,500	Local	Local	4	City requested the authority to develop a small business development plan for city. Plan never developed.

SHORT TERM WORK PROGRAM
1999 - 2003 AND ongoing
BOWMAN
CITY I.D. NO. 2052001

PLAN ELEMENT (Col.# 1)	PROJECT NO. (Col.# 2)	DESCRIPTION (Col.#3)	INITIA-TION YEAR (Col.#4)	COMPLE-TION YEAR (Col.#5)	COST ESTI-MATE (Col.#6)	RESPON-SIBLE PARTY (Col.7)	POSSIBLE FUNDING SOURCES (Col.#8)	Project Status	Explanation (if abandoned) or Estimated Completion Date (if postponed)
ED	0002	Expand role of Economic Development Authority to include more recruitment.	1999	ongoing	10,000	Local	Local	4	Not a city responsibility.
CF	0004	Annex subdivision property along Beaver Run Road and Winston Drive.	2000	2003		Local		1	
CF	0005	Rehabilitate dilapidated downtown buildings.	2000	ongoing	500,000	Local	Local, GA DCA CDBG, Private, GA OTH	1	
CF	0006	Expand services and recreational opportunities at Bowman Community Park, to include rustic campgrounds and trails (possibly with assistance from the Elbert/Elberton Recreation Department).	2000	ongoing	300,000	Local	Local, County	2	
CF	0007	Expand or build a new Health Care Center.	2001	2003	400,000	Local	GA DCA CDBG, GA OTH	1	
CF	0008	Pave and resurface streets in Bowman.	ongoing	ongoing	250,000	Local, GA DOT	Local, GA DOT	1	
CF	0009	Seek grant assistance and other funding sources to upgrade Bowman's sewerage system.	ongoing	ongoing	750,000	Local	Local, GA DCA CDBG	2	

**SHORT TERM WORK PROGRAM
1999 - 2003 AND ongoing
BOWMAN
CITY I.D. NO. 2052001**

PLAN ELEMENT (Col.# 1)	PROJECT NO. (Col.# 2)	DESCRIPTION (Col.#3)	INITIA-TION YEAR (Col.#4)	COMPLE-TION YEAR (Col.#5)	COST ESTI-MATE (Col.#6)	RESPON-SIBLE PARTY (Col.7)	POSSIBLE FUNDING SOURCES (Col.#8)	Project Status	Explanation (if abandoned) or Estimated Completion Date (if postponed)
HO	0001	Expand the existing infrastructure to encourage continued residential growth within the city limits and areas outside of the city served by public water and sewer.	ongoing	ongoing	150,000/yr.	Local	Local	1	
HO	0002	Assist the elderly with receiving governmental assistance to improve the condition of their homes.	ongoing	ongoing	3,000/yr.	Local	GA OTH, Local	1	
HO	0003	Actively seek all sources of government funding to rehabilitate substandard housing and construct new low to moderate income housing.	ongoing	ongoing	3,000/yr.	Local	US AGR FHA, GA DCA CDBG, GA HFA	1	

SHORT TERM WORK PROGRAM 1999 - 2003 AND ongoing ELBERTON CITY I.D. NO. 2052002									
PLAN ELEMENT (Col.# 1)	PROJECT NO. (Col.# 2)	DESCRIPTION (Col.# 3)	INITIATION YEAR (Col.# 4)	COMPLETION YEAR (Col.# 5)	COST ESTIMATE (Col.# 6)	RESPONSIBLE PARTY (Col.# 7)	POSSIBLE FUNDING SOURCES (Col.# 8)	Project Status	Explanation (if abandoned) or Estimated Completion Date (if postponed)
NR	0001	Pass and implement Bird Sanctuary Ordinance.	1999	1999		Local		1	December 11, 1998
NR	0002	Develop Tree Protection Ordinance.	1999	1999	2,500	Local	Georgia Forestry Commission, Local	1	March 2, 1999
NR	0003	Adopt and implement watershed protection.	1999	1999		Local		1	June 9, 1999
HIS	0001	Consider Locklin St. District for possible local historic district designation.	1999	2000	500	Local	Private	4	December, 1999 - Negative response from citizens
CF	0001	Acquire right of way and relocate gas lines in preparation for GA 17 widening.	1999	2000	2,000,000	Local	Local	3	Project on hold pending DOT releasing plans. No estimated completion data available.
HIS	0002	Restore Elmhurst Cemetery Pavilion.	1999	2000	8,500	Local	Local	4	No funding.
CF	0002	Complete Phase II of the fire training center, to include burn building, drivers training course and training room. (Joint project with Elbert County)	1999	2000	700,000-1,000,000 (Total cost)	Local	Local	4	Lack of Funding

SHORT TERM WORK PROGRAM 1999 - 2003 AND ongoing ELBERTON CITY I.D. NO. 2052002									
PLAN ELEMENT (Col.# 1)	PROJECT NO. (Col.# 2)	DESCRIPTION (Col.# 3)	INITIA- TION YEAR (Col.# 4)	COMPLE- TION YEAR (Col. #5)	COST ESTI- MATE (Col.# 6)	RESPO N-SIBLE PARTY (Col.#7)	POSSIBLE FUNDING SOURCES (Col. #8)	Project Status	Explanation (if abandoned) or Estimated Completion Date (if postponed)
ED	0001	Place utilities underground in the historic district to make downtown more attractive.	1999	2001	1,000,000	Local	Local	2	25% Complete 2006
ED	0002	Conduct a tourism feasibility study.	1999	2001	35,000	Local	Local	2	2006
ED	0003	Develop TV and telecommunications infrastructure.	1999	2001	5,500,000	Local	GA DCA CDBG-EIP	1	September, 2001
HIS	0003	Continue to support theater rehabilitation project.	1999	2002	300,000	Local	GA DNR, Local, Private	2	Approximate completion date 2004
ED	0004	Continue to develop industrial park / Progress Blvd.	1999	2002	4,000,000	Local	Local	1	
CF	0003	Complete theater restoration.	1999	2002	300,000	Local	GA DNR, Local, Private	2	90% Complete 2004
HIS	0004	Restore Rock Gym.	1999	2002	800,000	GA OTH, Local	GA DNR, Local, Private	4	County Owned - not a city responsibility.
HO	0001	Work with Habitat for Humanity to construct housing for low-income individuals.	1999	2002	unknown	Local	Local, Private	1	
HIS	0005	Continue to promote heritage education.	1999	2003	5,000	GA OTH, Local	GA CFA, Local, Private	1	

SHORT TERM WORK PROGRAM 1999 - 2003 AND ongoing ELBERTON CITY I.D. NO. 2052002									
PLAN ELEMENT (Col.# 1)	PROJECT NO. (Col.# 2)	DESCRIPTION (Col.# 3)	INITIA-TION YEAR (Col.# 4)	COMPLE-TION YEAR (Col. #5)	COST ESTI-MATE (Col.# 6)	RESPO N-SIBLE PARTY (Col.#7)	POSSIBLE FUNDING SOURCES (Col. #8)	Project Status	Explanation (if abandoned) or Estimated Completion Date (if postponed)
ED	0005	Expand water, sewer, and gas lines for economic development purposes.	1999	2003	200,000/yr.	Local	Local	2	2010
NR	0004	Continue to provide for protection of urban trees.	1999	2003	184,881/yr.	Local	Local	1	1999
NR	0005	Implement Scenic Byways program.	1999	2003	10,000	Local	Local	3	Target Date 2007
HIS	0006	Survey historic resources.	1999	2003	2,000	Local	GA DNR HPF, Local, Private	1	
NR	0006	Continue to develop and establish city parks.	1999	2003	unknown	Local	GA DCA LDF, GA DNR RAF, GA DNR LWC, Local	1	
HIS	0007	Continue financial support for Main Street.	1999	2003	15,000/yr.	Local	Local, Private	1	
HIS	0008	Continue to follow HB 839 and building code compliance.	1999	2003		Local		1	
CF	0004	Extend water lines to IMEX (Industry).	1999	2003	800,000-1,000,000	Local	GA DCA CDBG/EIP, Local	2	Bids are out now. December, 2004
HIS	0009	Nominate historic resources to National Register.	1999	2003	1,000	GA RDC, Local	GA DNR, Local, Private	2	Estimated completion 2007

SHORT TERM WORK PROGRAM 1999 - 2003 AND ongoing ELBERTON CITY I.D. NO. 2052002									
PLAN ELEMENT (Col.# 1)	PROJECT NO. (Col.# 2)	DESCRIPTION (Col.# 3)	INITIA-TION YEAR (Col.# 4)	COMPLE-TION YEAR (Col. #5)	COST ESTI-MATE (Col.# 6)	RESPO N-SIBLE PARTY (Col.#7)	POSSIBLE FUNDING SOURCES (Col. #8)	Project Status	Explanation (if abandoned) or Estimated Completion Date (if postponed)
HIS	0010	Encourage use of state and federal tax-incentive programs.	1999	2003		GA RDC, Local		1	
HIS	0011	Promote economic benefits of historic preservation.	1999	2003		GA RDC, Local		1	
HIS	0012	Continue to improve and enhance mainstreet.	1999	ongoing	5,000	Local	Local	1	
HIS	0013	Maintain Certified Local Government status.	1999	ongoing		Local		1	
HIS	0014	Locally designate historic resources.	1999	ongoing		Local		2	2007
HIS	0015	Continue to identify vacant historic resources.	1999	ongoing		Local		1	
HIS	0016	Participate in Upper Savannah River Economic Coalition.	1999	ongoing	1,500	Local	GA DOT, Local, Private	1	
HIS	0017	Encourage adaptive-use of historic resources.	1999	ongoing		Local		1	
ED	0006	Create full-time position to promote tourism through Economic Development Authority.	1999	ongoing	17,500/yr.	Local	Local	1	
ED	0007	Organize more "Clean and Beautiful" initiatives for the downtown area.	1999	ongoing	5,000	Local	Local	1	

SHORT TERM WORK PROGRAM 1999 - 2003 AND ongoing ELBERTON CITY I.D. NO. 2052002									
PLAN ELEMENT (Col.# 1)	PROJECT NO. (Col.# 2)	DESCRIPTION (Col.# 3)	INITIA-TION YEAR (Col.# 4)	COMPLE-TION YEAR (Col. #5)	COST ESTI-MATE (Col.# 6)	RESPO N-SIBLE PARTY (Col.#7)	POSSIBLE FUNDING SOURCES (Col. #8)	Project Status	Explanation (if abandoned) or Estimated Completion Date (if postponed)
ED	0008	Expand role of Economic Development Authority to include more recruitment.	1999	ongoing	10,000	Local	Local	1	
ED	0009	Form committee to update land use plan and zoning requirements to promote business.	2000	2001	10,000	Local	Local	2	2005
ED	0010	Develop and renovate downtown theater for stage plays and movies.	2000	2002	300,000	Local	Local, Private	2	2004
CF	0005	Build a facility to serve as a E-911 and Telecommunications Center.	2000	2002	400,000	Local	Local	1	Telecom Building Completed 2001 without E-911
CF	0006	Initiate teleconferencing capabilities for law enforcement, continuing education, distance learning and other applications.	2000	2003	750,000	Local	Local	2	2008
CF	0007	Construct a Youth Development Center near Blackwell Elementary School.	2000	2003	600,000	Local	GA DCA CDBG, GA OTH, Local	1	

SHORT TERM WORK PROGRAM 1999 - 2003 AND ongoing ELBERTON CITY I.D. NO. 2052002									
PLAN ELEMENT (Col.# 1)	PROJECT NO. (Col.# 2)	DESCRIPTION (Col.# 3)	INITIA-TION YEAR (Col.# 4)	COMPLE-TION YEAR (Col. #5)	COST ESTI-MATE (Col.# 6)	RESPO N-SIBLE PARTY (Col.#7)	POSSIBLE FUNDING SOURCES (Col. #8)	Project Status	Explanation (if abandoned) or Estimated Completion Date (if postponed)
CF	0008	Establish a subsidized day care facility that will make it easier for parents and care givers to work.	2000	2003	350,000	Local	GA DCA CDBG, GA OTH, Local, Private	1	
CF	0009	Expand the public sewer system into areas where the city wants additional growth to occur.	ongoing	ongoing	3,500,000	Local	Local	2	50% Complete 2006
CF	0010	Improve and expand public water systems to ensure the effectiveness of distribution systems and their ability to accommodate growth.	ongoing	ongoing	1,000,000	Local	GA DCA CDBG, GA OTH, Local	2	50% Complete 2004
CF	0011	Expand and develop Lake Forest Park, to include playground equipment, walking trails and greenspace.	ongoing	ongoing	250,000	Local	Local	2	2007
CF	0012	Improve fire safety capabilities to reduce ISO rating to lower fire insurance rates and attract growth.	ongoing	ongoing	100,000	Local	Local	1	
CF	0013	Expand the public water system into areas where the city wants additional growth to occur.	ongoing	ongoing	1,500,000	Local	Local	1	

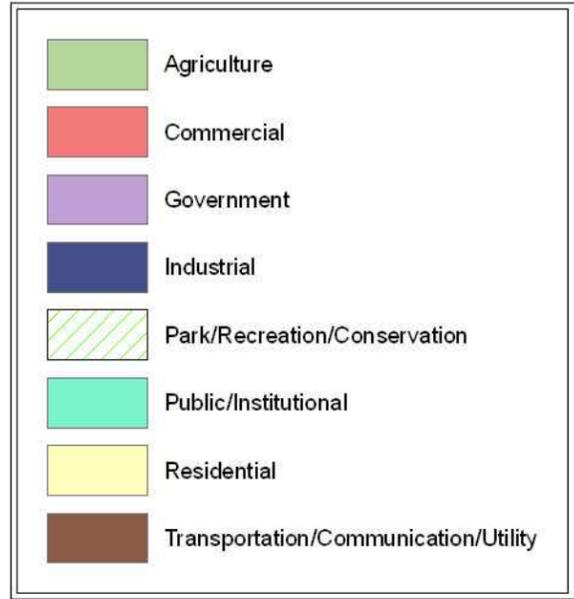
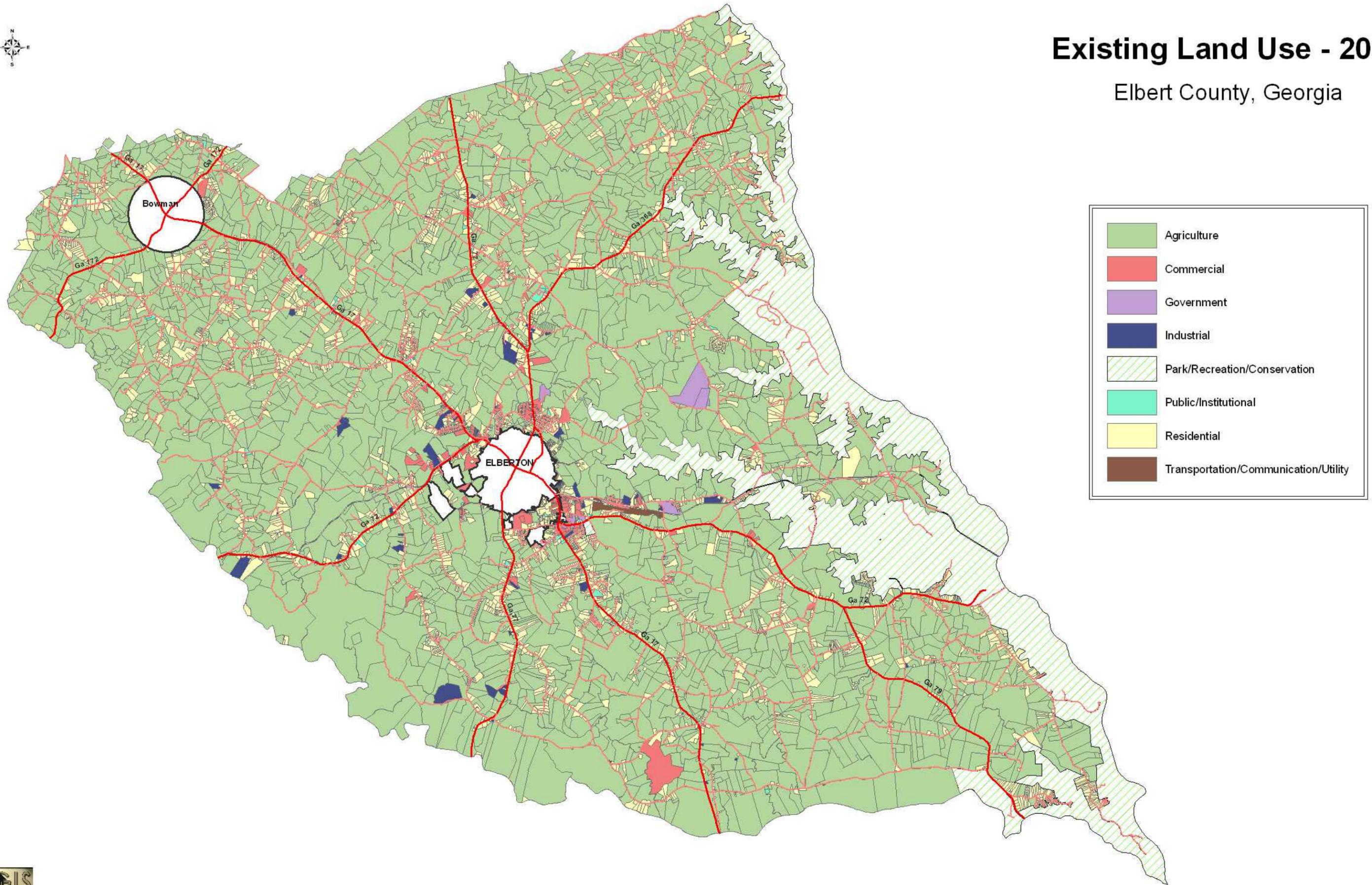
SHORT TERM WORK PROGRAM 1999 - 2003 AND ongoing ELBERTON CITY I.D. NO. 2052002									
PLAN ELEMENT (Col.# 1)	PROJECT NO. (Col.# 2)	DESCRIPTION (Col.# 3)	INITIA-TION YEAR (Col.# 4)	COMPLE-TION YEAR (Col. #5)	COST ESTI-MATE (Col.# 6)	RESPO N-SIBLE PARTY (Col.#7)	POSSIBLE FUNDING SOURCES (Col. #8)	Project Status	Explanation (if abandoned) or Estimated Completion Date (if postponed)
CF	0014	Keep records on number of calls to the Police Department and the length of time to complete each call.	ongoing	ongoing		Local		1	
CF	0015	Improve ambulance response time throughout Elberton.	ongoing	ongoing		Local		1	
CF	0016	Establish educational programs on recycling to inform consumers, encourage cooperation between local government officials and increase participation in recycling efforts.	ongoing	ongoing	2,500	Local	Local	1	
HO	0002	Promote infill residential development in the city and make developers aware of the areas that residents have identified for development immediately outside of the city limits.	ongoing	ongoing		Local		1	
HO	0003	Actively seek all sources of government funding to rehabilitate substandard housing and construct new low to moderate income housing.	ongoing	ongoing	5,000/yr.	Local	US AGR FHA, GA DCA CDBG, GA HFA	1	

SHORT TERM WORK PROGRAM 1999 - 2003 AND ongoing ELBERTON CITY I.D. NO. 2052002									
PLAN ELEMENT (Col.# 1)	PROJECT NO. (Col.# 2)	DESCRIPTION (Col.# 3)	INITIA-TION YEAR (Col.# 4)	COMPLE-TION YEAR (Col. #5)	COST ESTI-MATE (Col.# 6)	RESPO N-SIBLE PARTY (Col.#7)	POSSIBLE FUNDING SOURCES (Col. #8)	Project Status	Explanation (if abandoned) or Estimated Completion Date (if postponed)
HO	0004	Expand the existing infrastructure to encourage continued residential growth within the city limits and areas outside of the city served by public water and sewer.	ongoing	ongoing	5,000,000	Local	Local	2	2004
HO	0005	Assist the elderly and handicapped with receiving governmental assistance to improve housing.	ongoing	ongoing	5,000/yr.	GA OTH, Local	GA OTH, Local, Private	1	



Existing Land Use - 2003

Elbert County, Georgia

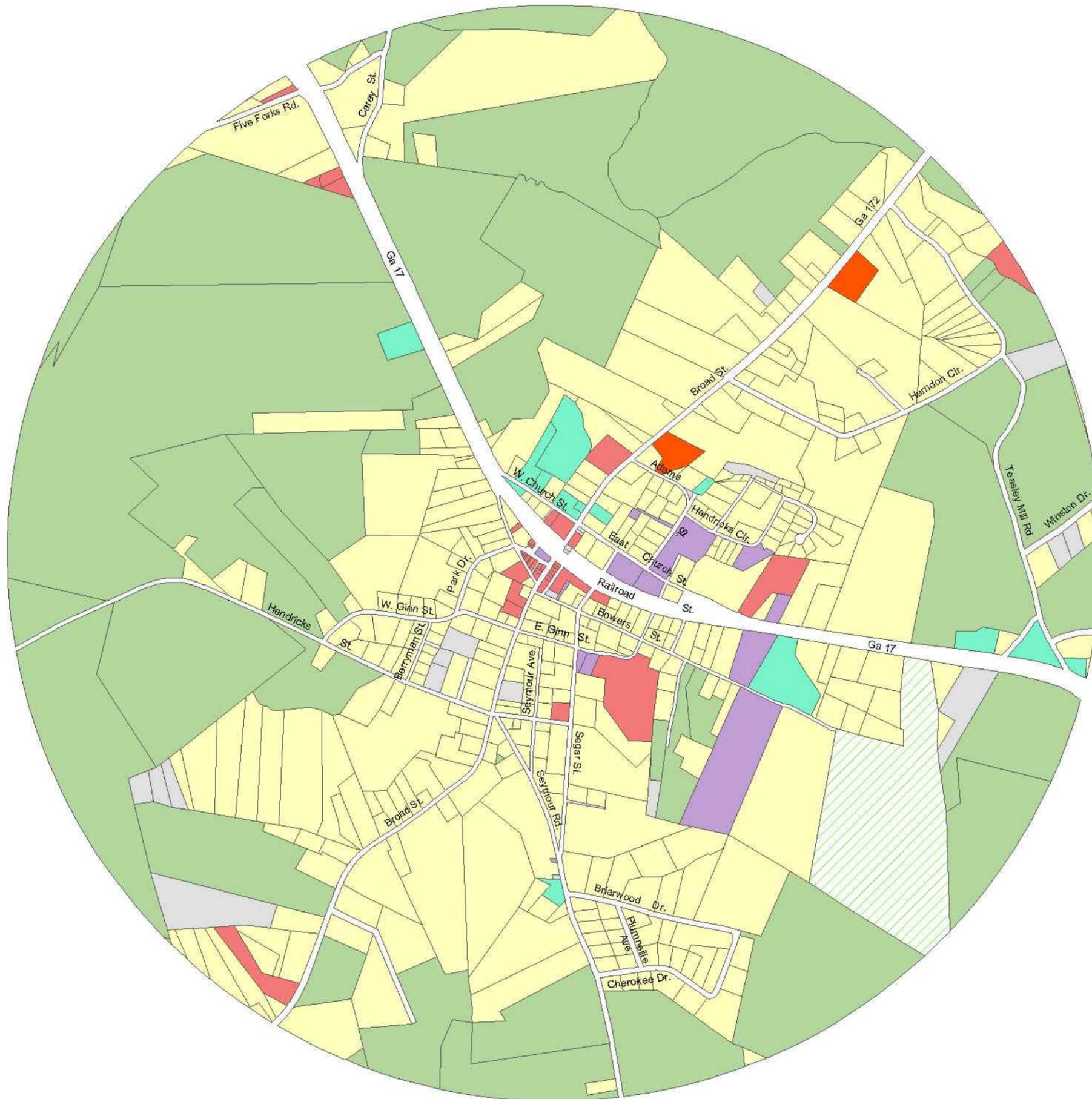




Existing Land Use - 2003

Bowman, Georgia
Elbert County

- Multi-Family Residential
- Residential
- Agriculture
- Commercial
- Government
- Park/Recreation/Conservation
- Public/Institutional
- Undeveloped/Unused

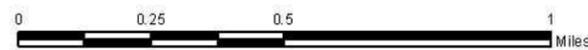
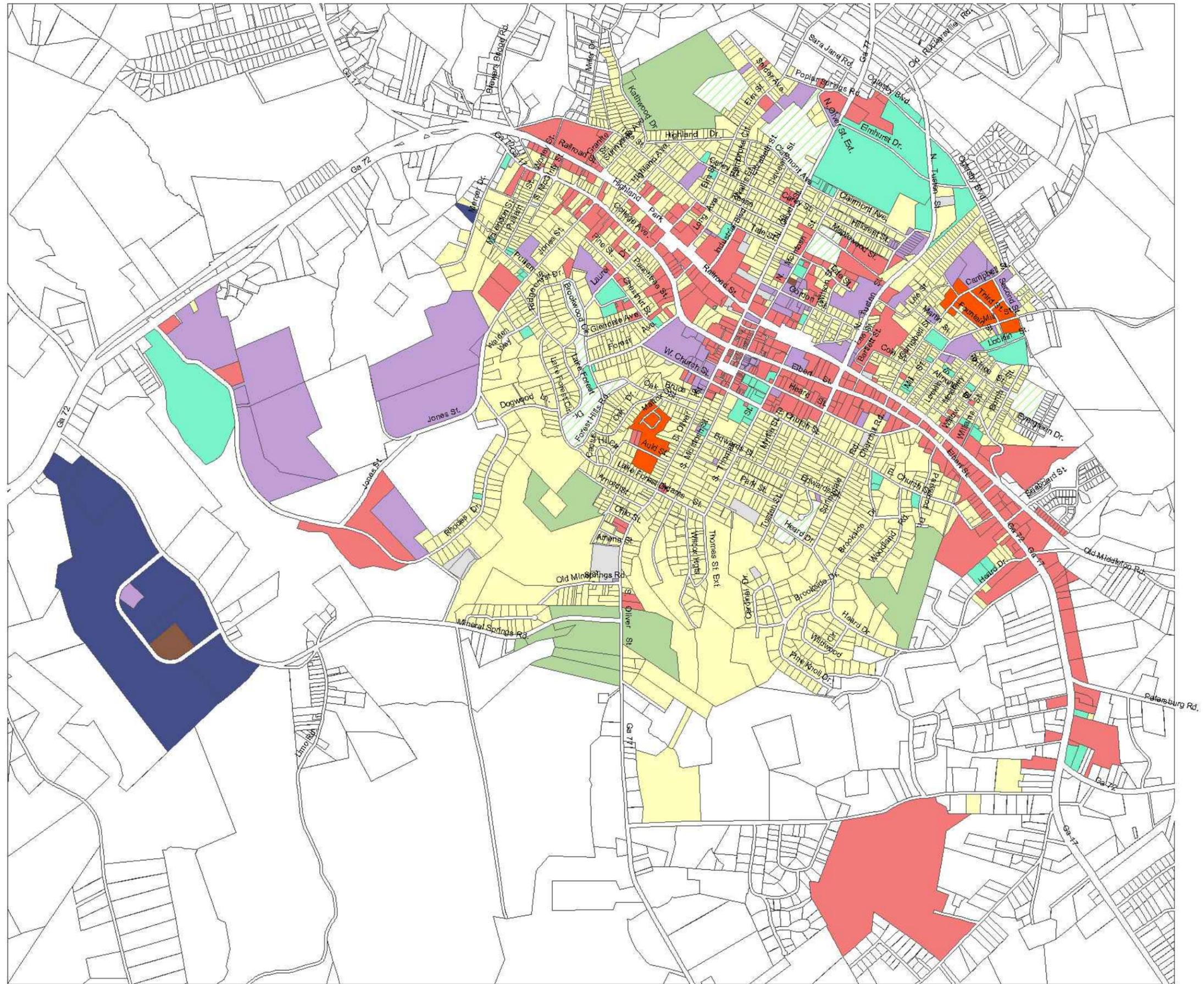


Existing Land Use - 2003

Elberton, Georgia
Elbert County



- Agriculture
- Commercial
- Government
- Industrial
- Multi-Family Residential
- Park/Recreation/Conservation
- Public/Institutional
- Residential
- Transportation/Communication/Utility
- Undeveloped/Unsuad

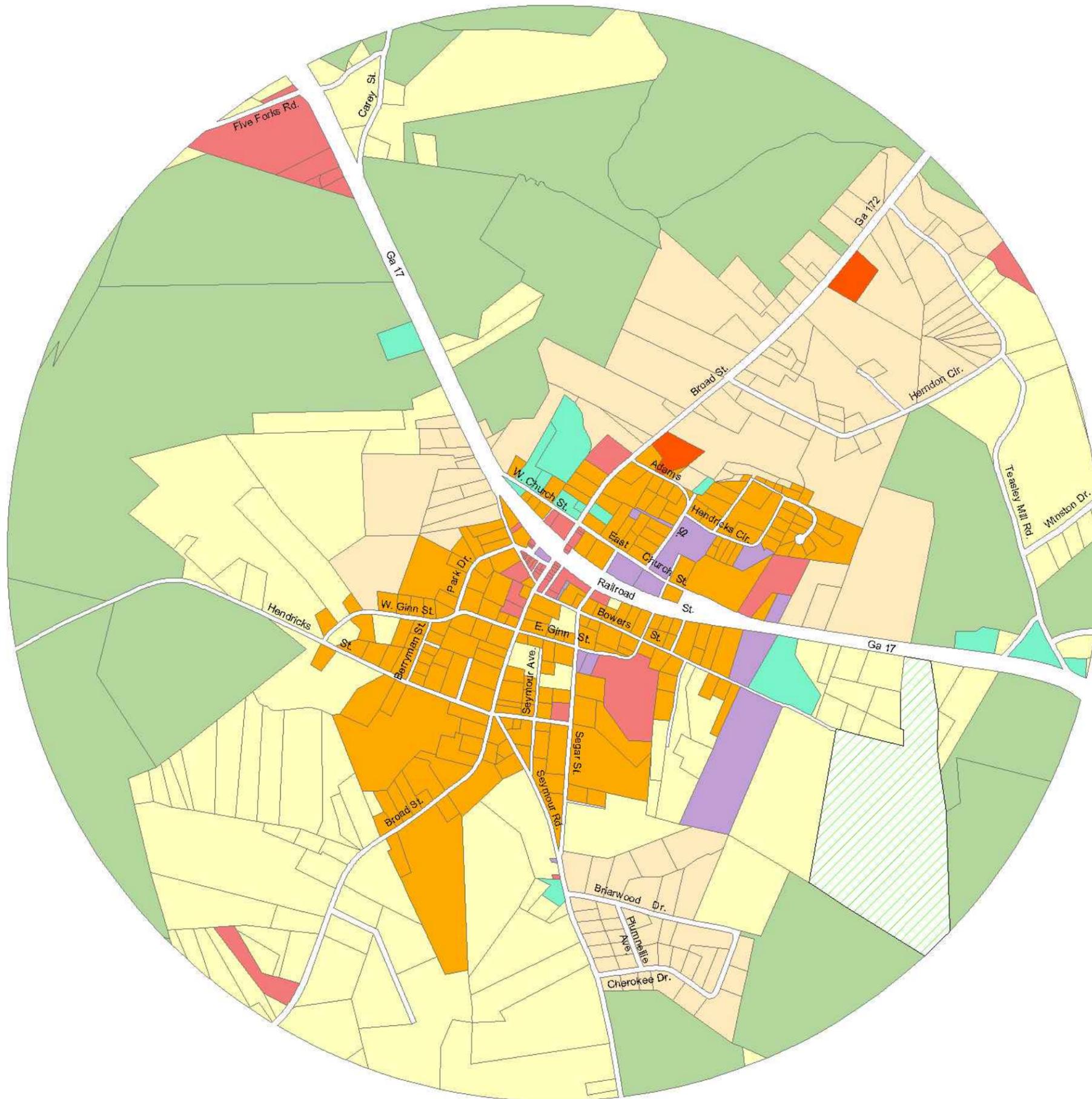




Future Land Use - 2023

Bowman, Georgia
Elbert County

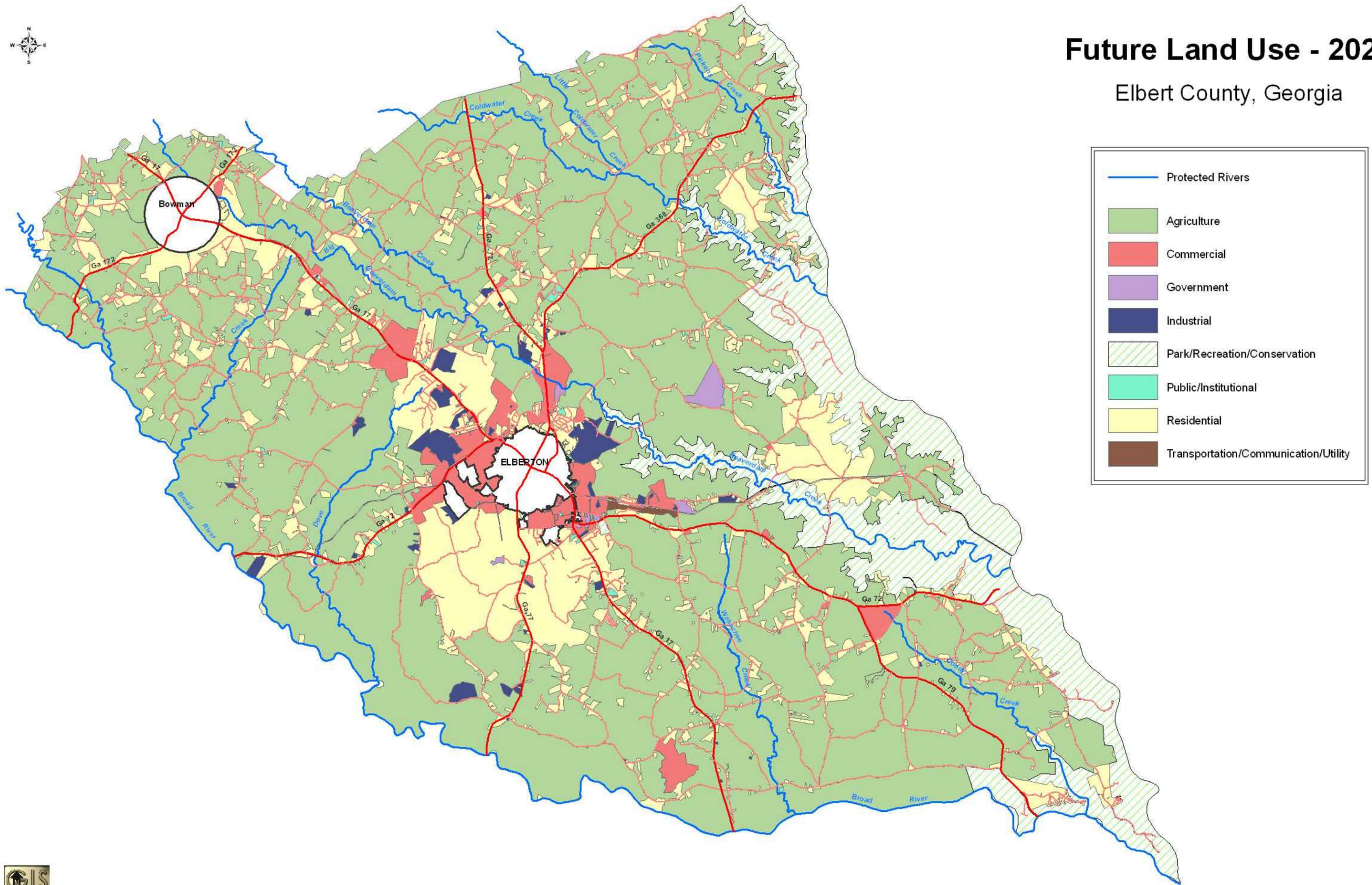
- Multi-Family Residential
- High Density Residential
- Medium Density Residential
- Low Density Residential
- Agriculture
- Commercial
- Government
- Park/Recreation/Conservation
- Public/Institutional





Future Land Use - 2023

Elbert County, Georgia



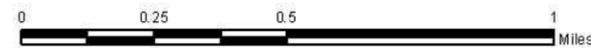
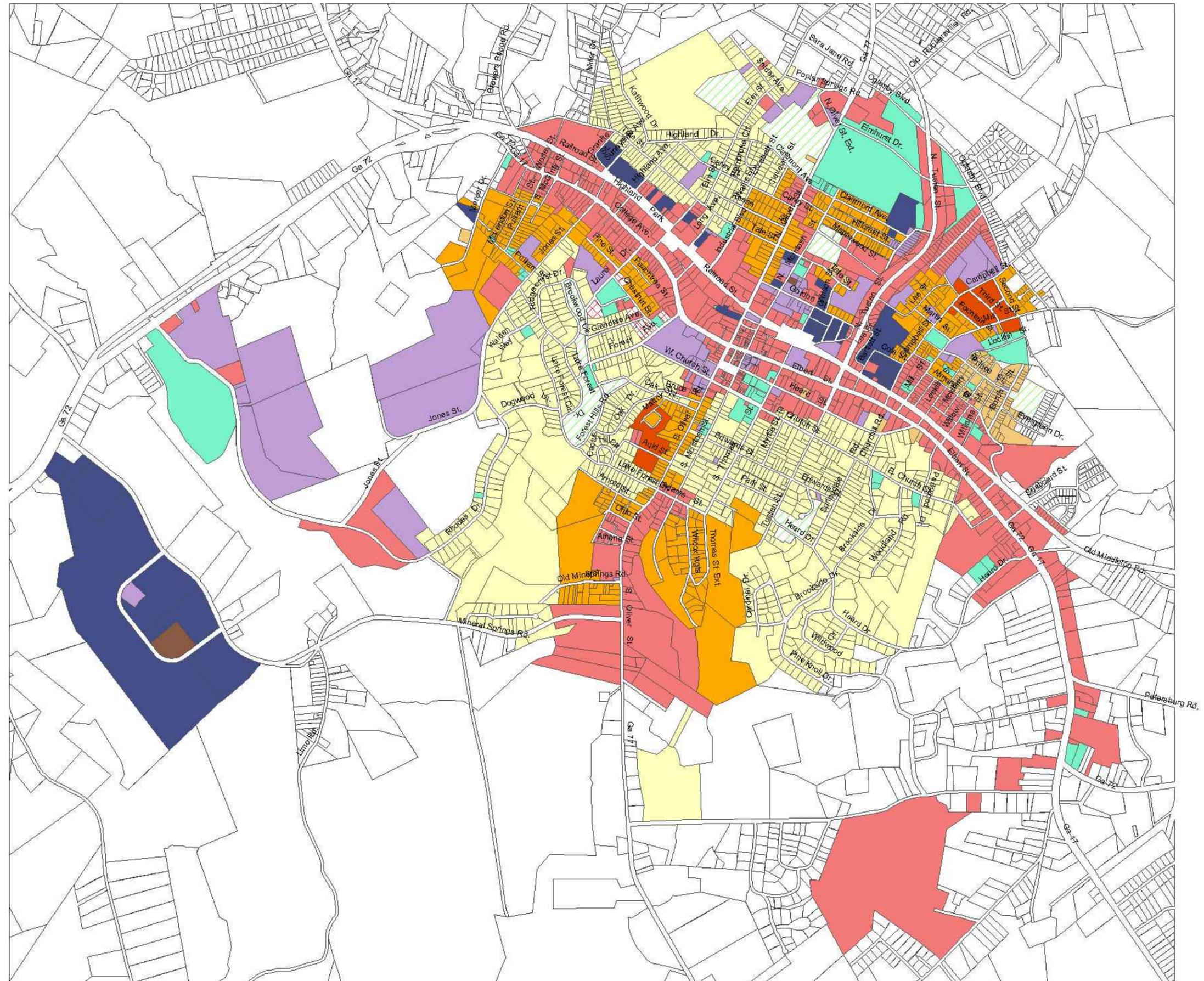
	Protected Rivers
	Agriculture
	Commercial
	Government
	Industrial
	Park/Recreation/Conservation
	Public/Institutional
	Residential
	Transportation/Communication/Utility



Future Land Use - 2023

Elberton, Georgia
Elbert County

- Multi-Family Residential
- High Density Residential
- Medium Density Residential
- Low Density Residential
- Agriculture
- Commercial
- Government
- Industrial
- Office/Professional
- Park/Recreation/Conservation
- Public/Institutional
- Transportation/Communication/Utility
- Undeveloped/Unsuited





Historic Resources

-  Survey Sites
-  Potential Local Commercial Historic District
-  City Boundary
- Community Landmark**
-  Bowman Downtown Square and Well

Bowman, Georgia
Elbert County

