

Preparing for the Future in Troup County, Georgia

● Assessment Report 2008



A Spatial Strategy for Sustainability



Center for Quality Growth and Regional Development

PREPARING FOR THE FUTURE IN TROUP COUNTY, GEORGIA

A Spatial Strategy for Sustainability

Produced for

Troup County and the Cities of LaGrange, West Point, and Hogansville

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ABOUT THIS REPORT

In June 2007, leaders in Troup County and the cities of LaGrange, West Point, and Hogansville kicked off a two-year strategic planning initiative to create a framework for sustainable development. The goal of the effort is to develop innovative strategies for promoting quality growth, fostering healthy economic development, enhancing the quality of life of residents, and protecting Troup County's natural environment, sense of place, and community. Troup County leadership wants to preserve and enhance places for area residents and businesses by proactively, progressively and fairly directing the community's growth and development to shape its future.

Georgia Tech—through its Enterprise Innovation Institute and Center for Quality Growth and Regional Development—conducted research, assessments, and strategy development in support of this initiative. This report is one in a series of reports entitled *Preparing for the Future in Troup County, Georgia* produced by Georgia Tech.

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EXECUTIVE SUMMARY

Cities, counties, and regions grow within a specific spatial context. Examining this context means determining how and where growth occurs at high or low densities; how quickly rural lands become urbanized; and whether current growth patterns will eventually require new transportation infrastructure. Thus spatial planning can help a city, county, or region understand and shape its future development needs.

Troup County is facing an unprecedented amount of growth in the county due in part to the location of the Kia plant and its associated suppliers. Troup County and its cities will need to plan in the short- and long- term for the effects this growth will have on the natural environment, the built environment, and the social environment.

The purpose of the Spatial Plan Analysis is to explore potential development pattern scenarios to merge economic development and quality growth issues within the spatial context in order to inform decisions in policy and regulations. This report is designed to be used as a framework in conjunction with the other reports from this strategic planning initiative to help guide the decision makers in Troup County as they plan for future growth. The report first assesses the existing conditions of the natural, built, and economic environments of Troup County. Future population and job projects are predicted in order to properly account for and accommodate future growth. Finally, Geographic Information Systems (GIS) and scenario analysis are used to depict potential development outcomes.

Many entities shape the future of a place. For example, local governments enact land development regulations that determine land use and the intensity of that use, state government is responsible for major transportation infrastructure decisions, school systems determine the location of new schools, philanthropic organizations establish funding priorities that can influence the development of community resources and facilities, and large land owners and developers can shape the location and quality of new subdivisions and centers. The list of players can continue on and on, with each exerting various influences on the look, feel and function of a community. A spatial planning approach acknowledges this large cast of actors, and seeks a common vision for the future, one that is executed through supportive policies and investments that allow the disparate entities to work collectively to achieve this common vision.

The key findings and recommendations of the *Spatial Strategy for Sustainability* are listed below [the full text of the recommendations can be found in the Conclusions and Key Recommendations section of the *Spatial Strategy for Sustainability*]:

Observation: Troup County and the cities will experience significant employment and residential growth in the next 25 years, unlike the population and job trends of the past 20 years.

Strategy: Troup county and the cities should take an adaptive planning approach to accurately predict and respond to changing needs and conditions.

Recommendation(s): The Troup County Leadership Team should identify

appropriate indicators that describe the qualities of the community to preserve and enhance during implementation of the strategic plan.

Troup County and the cities should collaborate on annual population estimates.

The strategic plan, as well as other plans of the cities, county, development authorities, utilities, schools, and local institutions, should be reviewed annually to address unexpected trends and make necessary amendments.

Observation: There is a substantial amount of undeveloped land throughout Troup County that is relatively suitable for urbanization, yet community stakeholders and elected officials have expressed a vision to concentrate future development in and around the cities to take advantage of available infrastructure and prevent sprawling development and associated ills.

Strategy: Explore officially adopting a vision and supporting policies to direct new development to areas in and adjacent to cities where existing or planned infrastructure capacity is available.

Recommendation(s): Troup County and the cities should use their comprehensive planning processes to articulate and formally adopt this vision of concentrated cities.

The cities should amend plans and policies to permit and as appropriate incentivize redevelopment of vacant, grayfield, and brownfield sites in already developed areas, and adaptive reuse of existing buildings.

The cities should begin to explore the adoption of spatial planning policies.

Troup County and the cities should amend zoning and subdivision regulations as needed based on the results of the *Quality Growth Audit* performed as part of the strategic planning process.

Troup County and the cities should build on their collaborative relationships and explore the potential for adopting minimum planning standards or project review criteria that is applicable countywide and for pursuing development decisions in a joint way.

Observation: While some of the older neighborhoods have declined, much of the remaining quality housing stock and historic street patterns remain.

Strategy: Troup County should continue to support existing older neighborhoods and explore using historically successful

patterns of development to inform policies for future development, especially infill development and the potential for greater mixed-use development within these neighborhoods.

Recommendation(s): Troup County and the cities should continue to preserve the historic downtowns and neighborhoods.

The cities should look to the character of successful older neighborhoods and areas as inspiration for policies and incentives for new developments.

Observation: The Troup County community feels that the Parks and Recreation Department has done a good job of strengthening its assets. West Point Lake is also an important recreational asset.

Strategy: Continue the commitment to maintaining high-quality parks and recreational infrastructure and expand park acres and facilities to address population growth and location.

Recommendation(s): Troup County should be proactive about addressing maintenance and beautification needs of all the county's parks and recreational centers to ensure a high-quality experience for visitors.

Troup County should continue its proactive approach to park and recreational facilities planning to address the needs of an increasing, and potentially changing population.

Observation: Many community stakeholders expressed a desire for environmental stewardship that balances economic and social factors through a sustainable development approach.

Strategy: Troup County and the cities should consider a multi-faceted approach to sustainable development across development types.

Recommendation(s): Troup County and the cities can showcase local examples of sustainable development, while simultaneously developing new policies and incentives to promote future examples.

Troup County and the cities should promote one of the most sustainable development practices known as infill development and the adaptation of vacant and underutilized sites within urbanized areas.

Troup County and the cities should examine building codes to introduce incentives and requirements for the use of "green" materials, systems, and practices.

Troup County and the cities should study the feasibility of using sustainable development and design practices for all

new government buildings and the retrofitting of existing buildings.

Troup County should expand its role as steward of the area's tremendous natural resources.

Troup County should tap into the interest among its youth in environmental preservation.

Troup County should encourage local companies to adopt environmental management standards.

Observation: Community stakeholders have expressed a desire for safe walking and biking access to key destinations and greenspace. At the same time, Troup County has approximately 6,000 acres of land that are highly unsuitable for development and another 58,000 acres that are less suitable. Much of the unsuitable land is related to water features that create a natural network connecting the cities to the lake, and various residential areas to civic buildings and downtowns. Troup County presents a natural synergy between the protection of the natural environment while also creating opportunities to make social connections and create an active living community.

Strategy: Troup County should explore a strategy for protecting and connecting environmentally sensitive lands, while simultaneously using the approach to connect people to schools, recreational and entertainment opportunities, and each other.

Recommendation(s): Troup County should explore opportunities associated with West Point Lake and the several riparian corridors that create a network throughout the county and connect to the surrounding region.

Because environmental features function without regards to political boundaries, local governments in Troup County and beyond should explore partnerships to protect and enhance the natural environment.

Observation: Water quality issues are a serious concern for Troup County

Strategy: Troup County and the cities should work together to develop policies and procedures to protect water quality throughout the county.

Recommendation(s): Troup County and the cities should work together to address water quality challenges.

Roadway and public space/facility design should apply the proven practices for reducing non-point source water pollution.

Observation: Georgia is undergoing a water crisis. Although the local watershed has been less impacted than others, many of the decisions made outside the region will have a tremendous impact on Troup County's water quality and supply.

Strategy: Troup County and the cities should continue to be involved in regional, state, and federal discussions about water resource management.

Recommendation(s): Troup County and the cities should continue to build relations and partnerships in the region, the state, and the southeast.

Observation: Troup County's ability to ensure efficient transportation flows around industrial districts will be challenged by the significant ongoing and anticipated industrial growth.

Strategy: Troup County and the cities should establish a long-range vision for industrial development and establish policies that protect important infrastructure and suitable land.

Recommendation(s): As a growing industrial center, Troup County and the cities should adopt policies and plans to secure land and systems that support the community's vision for future economic development.

Observation: With the introduction of Kia Motors and the associated businesses, Troup County is becoming a major business center in the southeast. As such, broader regional questions about effective and efficient transport will become increasingly important to the county and cities.

Strategy: Troup County and the cities should continue to expand their role in regional, state, and multi-state discussions about highway and railroad infrastructure.

Recommendation(s): Troup County and the cities should regularly assess the potential local and county-wide transportation impacts of anticipated developments.

Troup County and the cities should work with surrounding counties to communicate expected large scale commercial, residential, and industrial developments and potential infrastructure improvements that could have a cross-jurisdictional effect on traffic congestion.

Observation: All of the downtown districts are traversed by active rail lines, some of which create automobile flow issues and create less desirable pedestrian and bicycle access from the residential neighborhoods to downtown.

Strategy: The cities should seek to improve railroad crossings in concert with the Federal Rail Administration at key locations.

Recommendation(s): The cities should examine the origins and destinations of potential pedestrian and bicycle travel.

The cities should continue to advocate for traffic signaling technology and timing improvements.

INTRODUCTION

About this report

The location of the KIA Motors plant in Troup County has prompted a reassessment of the county's growth patterns and future economic and demographic prospects. In June 2007, leaders in Troup County and the cities of LaGrange, West Point, and Hogansville kicked off a two-year strategic planning initiative to create a framework for sustainable development. The Enterprise Innovation Institute (EII) and Center for Quality Growth and Regional Development (CQGRD) of Georgia Tech were invited to contribute analyses of Troup County's current and future growth patterns, including the spatial patterns of growth.

Cities, counties, and regions grow within a specific spatial context. Examining this context means determining how and where growth occurs at high or low densities; how quickly rural lands become urbanized; and whether current growth patterns will eventually require new transportation infrastructure. Thus spatial planning can help a city, county, or region understand and shape its future development needs.

The purpose of the Spatial Plan Analysis is to explore potential development pattern scenarios to merge economic development and quality growth issues within the spatial context in order to inform decisions in policy and regulations. This report is designed to be used as a framework in conjunction with the other reports from this strategic planning initiative to help guide the decision makers in Troup County as they plan for future growth. The report first assesses the existing conditions of the natural, built, and economic environments of Troup County. Future population and job projects are predicted in order to properly account for and accommodate future growth. Finally, Geographic Information Systems (GIS) and scenario analysis are used to depict potential development outcomes.

What is spatial planning?

A spatial planning assessment has been undertaken as part of the strategic planning initiative. The purpose of the Spatial Plan Analysis is to explore potential development pattern scenarios to merge economic development and quality growth issues within the spatial context. The results of the analysis provide information to make informed policy and regulatory decisions.

Spatial planning is a collective effort to re-imagine the Troup County area and to translate the results into priorities for infrastructure investment, private investment, conservation and supporting land use regulations. Specifically, spatial planning is concerned with physical places and the networks that connect them. The primary purposes of spatial planning are to:

- Coordinate public policy (both internally and externally)
- Improve economic competitiveness by developing collective assets
- Promote sustainable development through the balancing of environmental preservation, economic feasibility and social equity
- Respond to and have a voice in local, regional and global dynamics

Components of the analysis include: assessing existing conditions; evaluating internal and external relationships; performing a land suitability analysis; performing interregional cohort

component population projections by age and sex to 2030; investigating future development scenarios; and creating visualizations of potential development pattern scenarios.

Why a new approach?

Many entities shape the future of a place. For example, local governments enact land development regulations that determine land use and the intensity of that use, state government is responsible for major transportation infrastructure decisions, school systems determine the location of new schools, philanthropic organizations establish funding priorities that can influence the development of community resources and facilities, and large land owners and developers can shape the location and quality of new subdivisions and centers. The list of players can continue on and on, with each exerting various influences on the look, feel and function of a community. A spatial planning approach acknowledges this large cast of actors, and seeks a common vision for the future, one that is executed through supportive policies and investments that allow the disparate entities to work collectively to achieve this common vision. A comparison between the traditional land use planning and the new spatial planning approach illustrates the other advantages of the new approach (see Table 1).

Table 1- Comparison of Land Use Planning and Spatial Planning

	LAND USE PLAN	SPATIAL PLAN
PURPOSE	Regulating land use and development through designation of areas of development, protection, and application of performance criteria.	Shaping spatial development through the coordination of the spatial impacts of sector policy and decisions.
FORM	<p>Schedule of policies and decision rules to regulate land use for the administrative area.</p> <p>Mapping of designation of areas and sites for development purposes and protection.</p>	<p>Strategy identifying critical spatial development issues and defining clear desired outcomes across functional areas.</p> <p>Visualization of spatial goals, and key areas of change.</p> <p>Principles and objectives that will guide coordinated action.</p>
PROCESS	<p>Discrete process leading to adoption of final blueprint plan.</p> <p>Confrontational process, instigated through consultation on draft plans and political negotiation.</p> <p>Stakeholders using the process to protect and promote their interests.</p>	<p>Continuous process of plan review and adjustment.</p> <p>Mutual learning and information sharing, driven by debate on alternatives in collaborative political process.</p> <p>Stakeholders using the process to achieve their own and mutual goals.</p>
METHODS	<p>Mapping of constraints and collection of sectoral policy demands.</p> <p>Bargaining and negotiation with objectors and other stakeholders, informed by broad planning principles.</p> <p>Checking of proposals through sustainability appraisal/strategic environmental assessment.</p>	<p>Building understanding of critical spatial development trends and drivers, market demands and needs, and the social, economic, and environmental impacts of development.</p> <p>Analysis of options through visioning and strategic choice approaches.</p> <p>Generation of alternatives and options assisted by sustainability appraisal/strategic environmental assessment.</p>
DELIVERY AND IMPLEMENTATION	Seeks to direct change and control investment activity in land use through prescriptive regulation, whilst mitigating local externalities through conditions and planning agreements.	Seeks to influence decisions in other sectors by building joint ownership of the strategy and a range of incentives and other mechanisms including land use regulation and planning agreements.

	LAND USE PLAN	SPATIAL PLAN
MONITORING AND REVIEW	<p>Measures conformance of the plan's policies and proposals with planning control outcomes.</p> <p>Data provides portrait of plan area as general context for implementation of proposals.</p> <p>Periodic but frequent review of whole plan.</p>	<p>Measures performance of the plan in influencing sector policy and decision-making.</p> <p>Data informs understanding of spatial development and the application of the strategy.</p> <p>Regular adjustment of components of plan around consistent vision.</p>

Source: Nadin, 2006

THE CONTEXT OF TROUP COUNTY AND THE CITIES

The attractiveness of a community, and the enjoyment it brings to its residents, visitors, and local businesses, is a function of the interactions of three environments: the natural, the built, and the social. The natural environment consists not solely of parks and bodies of water but trails, undeveloped land, working (agricultural) lands, nature preserves, and greenspace. The built environment consists of infrastructure and buildings for human habitation. The social environment consists of the people who live within a community and the interactions between them. All three environments are constantly changing and influencing each other.

The following sections examine potential strategies for managing the natural environment, the built environment, and the social environment within Troup County in light of projected economic and demographic changes.

The Natural Environment/Green Infrastructure

Green infrastructure is a strategically planned network of undeveloped land, parks, waterways, working lands, and other natural areas connected to community facilities and cultural sites that are designed to improve quality of life, sense of place, habitat, and the environment. Unlike traditional conservation strategies that seek to restore environmentally important areas after development takes place, green infrastructure planning begins by identifying ecologically, socially, and economically important natural systems to guide future development patterns. Examples of green infrastructure include (see Figure 1):¹

- Parks (active and passive, urban, rural, large, pocket, urban gardens);
- Greenways and trails;
- Groundwater recharge and watersheds;
- Endangered species habitat;
- Waterways (rivers, creeks, lakes);
- Buffers (riparian, agricultural land, timber);
- Wetlands;
- Working lands (farms, agricultural land, timber);
- Forested land;
- Floodplains;
- Soil types;
- Rural grassland or shrub-land;
- Transportation right-of-way, including railroads;
- Cultural and historic resource sites;

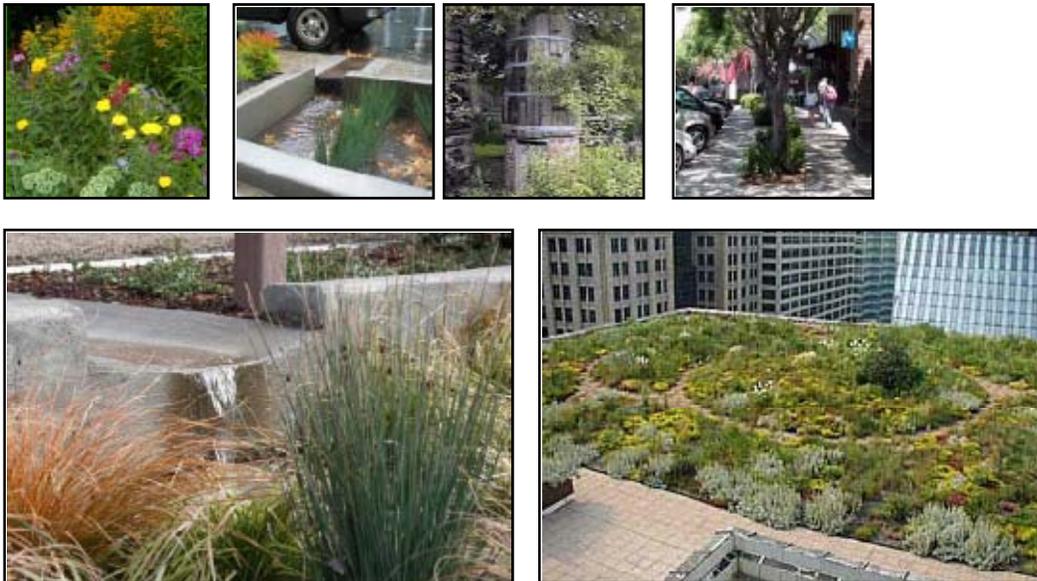
¹ *Green Infrastructure Toolkit* by Atlanta Regional Commission (ARC).

- Cemeteries; and
- Green roofs.

A well-developed green infrastructure network provides many benefits by: increasing biodiversity; maintaining natural ecological processes; reducing flooding; improving air and water quality; increasing recreational and transportation opportunities; enriching wildlife habitat; linking people to natural places; and creating a sense of place (see Table 2). These benefits are provided through the use of “hubs” and “links.” Hubs are larger tracts of land that sustain a variety of natural processes and provide a home for wildlife. Hubs can also be recreational or educational destinations for people. Examples include reserves, working lands (farms and forests), parks, large marshes or swamps, and public lands. Links connect the hubs and facilitate the flow of ecological processes and transportation for both people and wildlife. Links can be formed by connected pieces of property used for farming, timber, park, or public facilities, or they may be rivers and streams protected with land buffers. Links can also be parks and streetscapes that feature native trees and plants. This allows the green infrastructure system to connect to historical and cultural resources in urban areas.

Links may or may not be open to the public. If they are, they must include paths or sidewalks. These paths should be located along the boundaries of the link to protect the interior natural systems. Links that are intended to enhance the viability of native flora and fauna must meet specific thresholds—ranges in size, location, etc. based on purpose—as determined by scientific research. For guidance on thresholds for hubs and links, consult a wildlife biologist.²

Figure 1- Examples of Green Infrastructure



² A compendium of research on conservation thresholds is available in *Conservation Thresholds for Land Use Planners*. Kennedy, Christina, Jessica Wilkinson, and Jennifer Balch. *Conservation Thresholds for Land Use Planners*. Environmental Law Institute. 2003.



Source: *Managing Wet Weather with Green Infrastructure: Action Strategy 2008*.³

Table 2- Benefits of Green Infrastructure⁴

TYPES OF BENEFITS	BENEFITS
FISCAL	<ul style="list-style-type: none"> • Investing in open space saves communities money by strategically directing infrastructure funds and land conservation in appropriate locations. • Open space preservation can reduce the cost of flood insurance. • Open space and greenspace are important to attracting new industries and talented workers. • Taxable properties located adjacent to green infrastructure in urban areas often increase in value, generating a greater overall tax return to the community. • Homes located near parks and open space often sell for more than similar homes in other areas. • Greenways, parks and open spaces, and historic sites generate economic activity as tourist destinations. • The presence of greenways falls under the quality of life amenities that many businesses look for when deciding to relocate or to stay in an area. • The preservation of working lands—timber and agriculture—can support local economies and typically allow communities to pay less for service delivery than they would through residential development.
INFRASTRUCTURE	<ul style="list-style-type: none"> • Trails, bicycle paths, and walkways add to a community's transportation network. • It can be more cost effective to let natural systems clean the air and water than to develop technological solutions: <ul style="list-style-type: none"> ○ Retaining trees reduces the need for expensive storm water retention facilities. ○ Trees reduce air conditioning costs and can improve air pollution control. ○ Preserving land for flood storage reduces the need to spend money on man-made flood control devices. ○ Watershed protection can reduce the need for storm sewers and filtration plants to control polluted runoff.

³ Environmental Protection Agency. *Managing Wet Weather with Green Infrastructure: Action Strategy 2008*. Available online at http://www.epa.gov/npdes/pubs/gi_action_strategy.pdf.

⁴ *Green Infrastructure Toolkit* by Atlanta Regional Commission.

TYPES OF BENEFITS	BENEFITS
COMMUNITY	<ul style="list-style-type: none"> • Pride of place is an important component of quality of life. Preserving and enhancing historic sites, scenic areas, and greenways enhances the aesthetics of the community, thereby encouraging buy-in from the community. • The incorporation of green infrastructure can reduce the need for some 'gray infrastructure' which can free up funds for other public uses. • Parks and greenways can provide connections to, and within, communities. • Parks and open space are viewed as significant community assets and recreational amenities.
ENVIRONMENTAL	<ul style="list-style-type: none"> • Greenways placed along roadways help to mitigate noise, light, and exhaust fumes that have a negative effect on the quality of life of those who live nearby. • Preserving greenspace and building an efficient green infrastructure system can reduce the risk of natural disasters, and, it can reduce the economic bottom line for a community. • Green infrastructure and the preservation of greenspace protects life-sustaining forests and wetlands that not only provide habitat for diverse and numerous species, but also supply people with food, medicine, and shelter. • Connected green infrastructure is vital for the successful migration of animals, which ensures the continued success of wildlife populations. The loss of habitats puts animals in ever closer proximity to humans. • In simple terms: <ul style="list-style-type: none"> ○ Trees clean the air we breathe and the water we drink. ○ Wetlands filter and hold rain water, replenishing ground and drinking water. ○ Trees prevent soil erosion and increase the soil's ability to retain water. ○ Trees reduce the heat island effect, thereby helping to cool our urban areas.
HEALTH	<ul style="list-style-type: none"> • Access to nature has been proven to have significant positive impacts on mental health, and it can even lessen the symptoms of attention deficit disorder in children. • Parks, trails, and greenways provide opportunities for physical activity that lower the risk of heart disease, diabetes, and high blood pressure, among other diseases. • Trees and greenspace help to clean the air, which lessens respiratory ailments such as asthma, particularly in children and the elderly. All of these health benefits have a positive economic bottom line, reducing healthcare costs.

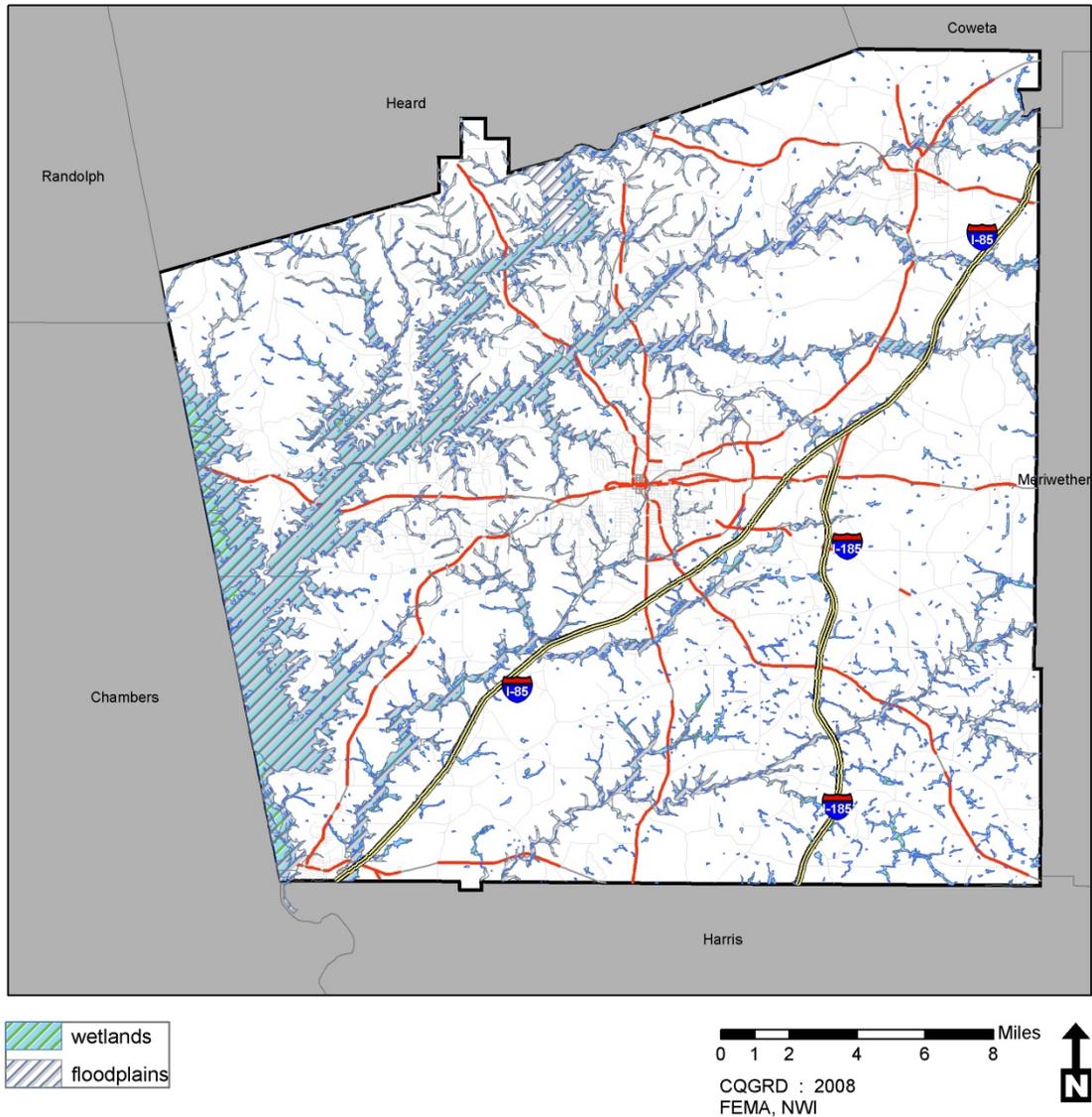
Green infrastructure planning is particularly important in Troup County, home to vital natural resources, such as farmland and natural viewsheds, as well as significant historical sites. Troup County is also home to West Point Lake, which extends 35 miles along the Chattahoochee River and provides over 525 miles of shoreline, providing opportunities for camping, fishing, boating, and other recreational activities. The green infrastructure enhances the rural feel of Troup County, acting as a draw for tourism and playing a significant role in resident's quality of life.

Wetlands

In supporting species native to the area, both plant and animal, and providing natural systems for cleaning and managing water, wetlands and floodplains are a crucial part of the natural environment. Accordingly, any green-infrastructure plan should include provisions to preserve wetlands wherever possible. Wetlands can be taken into account when planning to connect community facilities in less energy-intensive ways. Finally, a community needs to know about and respect those areas which may be prone to flood.

Figure 2 shows wetlands in Troup County. West Point Lake obviously dominates the county, but there are scattered wetland areas throughout the county. Preserving Troup County's attractive natural environment will require understanding the proper value of these wetlands.

Figure 2 - Troup County Wetlands and Floodplains



Critical Habitat

Troup County contains several species which are considered endangered or threatened, including one bird species, two fish species, and two plant species (see Table 2). The preservation of these critical habitats is vital in their continued survival.

The U.S. Fish and Wildlife Service tracks species that are considered endangered, threatened, or rare in attempts to prevent further endangerment. According to the Service,

- **Endangered species (E)** - a species which is in danger of extinction throughout all or part of its range.
- **Threatened species (T)** - a species which is likely to become an endangered species in the foreseeable future throughout all or part of its range.
- **Rare species (R)** - a species which may not be endangered or threatened but which should be protected because of its rarity.
- **Unusual species (U)** - a species which has special or unique features that entitle it to special consideration to ensure its continued survival.

Table 3- Listed Species in Troup County (updated May 2004)

SPECIES		STATUS		HABITAT	THREATS
		FEDERAL	STATE		
BIRD	Bald eagle <i>Haliaeetus leucocephalus</i>	T	E	Inland waterways and estuarine areas in Georgia. Active eagle nests were located in Troup County in 2000-2002.	Major factors in initial decline were lowered reproductive success following use of DDT. Current threats include habitat destruction, disturbance at the nest, illegal shooting, electrocution, impact injuries, and lead poisoning.
FISH	Bluestripe shiner <i>Cyprinella callitaenia</i>	None	T	Brownwater streams	
	Highscale shiner <i>Notropis hypsilepis</i>	None	T	Blackwater and brownwater streams	

SPECIES		STATUS		HABITAT	THREATS
PLANTS	Bay star-vine <i>Schisandra glabra</i>	None	T	Twining on subcanopy and understory trees/shrubs in rich alluvial woods.	
	Green pitcher-plant <i>Sarracenia oreophila</i>	E	E	Open seepy meadows, along sandy flushed banks of streams, and in partially shaded red maple-blackgum low woods or poorly drained oak-pine flatwoods: the known population of this species in Troup County has been extirpated.	Collection for commercial sale; fire suppression; and increased residential agricultural, and silvicultural development.

NOTE: T=Threatened Species, E=Endangered Species, S=Species of Concern

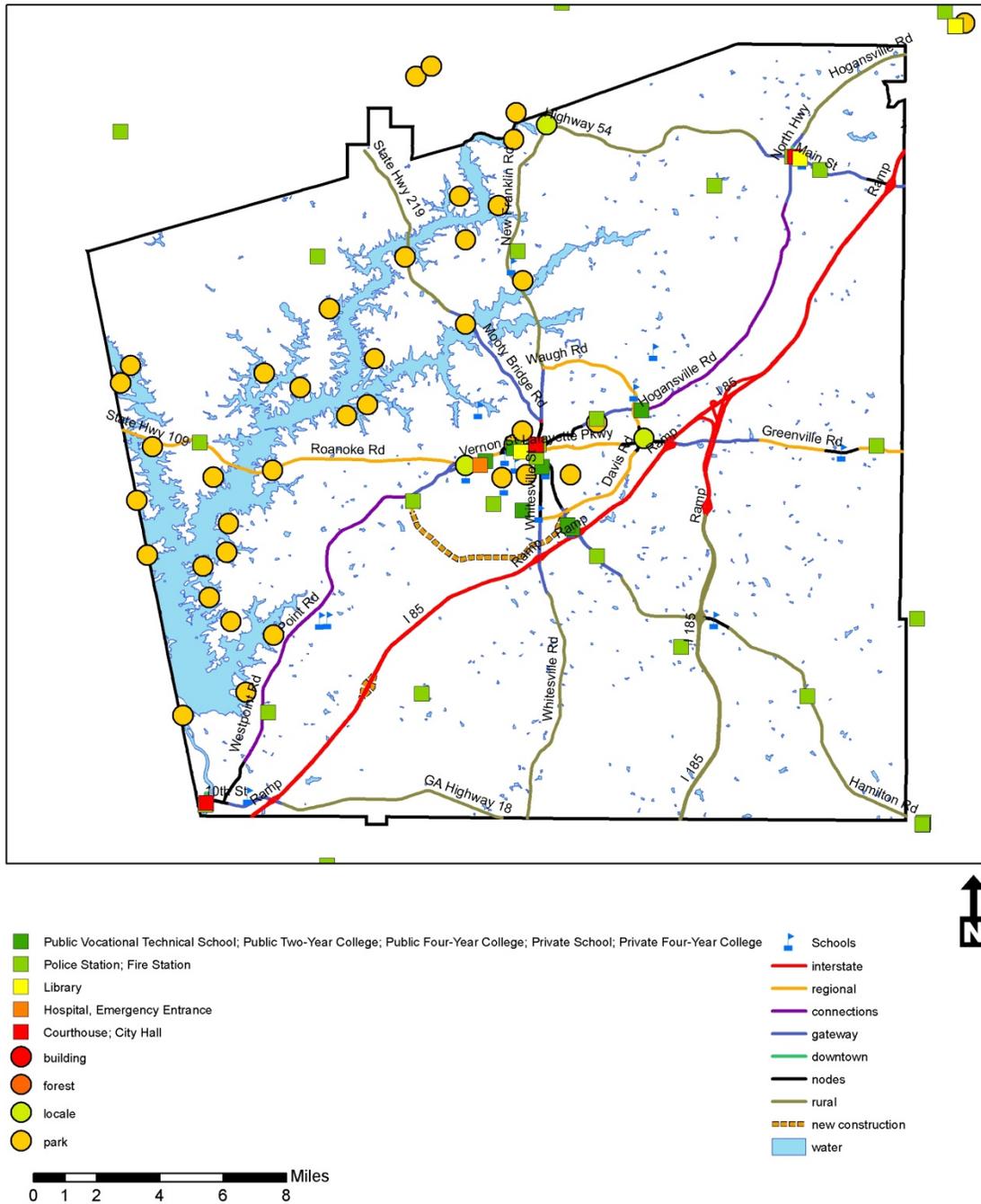
Source: U.S. Fish and Wildlife Service, Georgia Ecological Services Field Offices, Troup County⁵

Community Facilities

Troup County contains many community facilities, including parks, schools, libraries, fire and police services, and recreation centers. The majority of the community services and facilities are located within the City of LaGrange. However, Figure 3 demonstrates the importance of West Point Lake as a natural and recreational resource of Troup County due to the large number of parks located on its banks. These community facilities can serve as important hubs in a green infrastructure network as they provide important community and social connections.

⁵ Available online at http://www.fws.gov/athens/txt/counties_endangered.html#F.

Figure 3- Troup County Community Facilities



Source: Center for Quality Growth and Regional Development (CQGRD)

Greenspace Needs

Troup County has a large supply of greenspace and parks available to its residents, primarily due to parkland and greenspace surrounding Westpoint Lake, but there are also many community recreation facilities and parks available to residents in the county and the cities.

One standard approach to evaluate the need for new parks and greenspace is to calculate the acres of parkland, greenspace and openspace per 1,000 residents. In 2000 Troup County had approximately 60,000 residents and 21,000 acres of parks and greenspace and openspace (Table 4) for a ratio of about 350 acres of parkland, greenspace or openspace per 1,000 residents. This ratio is much higher than the commonly accepted 8 to 10 acres of parkland or greenspace per 1,000 residents.

Table 4 - Acres of Parks, Greenspace, and Openspace in Troup County

	Park, Greenspace, and Openspace Acreage ⁶
Troup County	19,488
LaGrange	1,318
Hogansville	200
West Point	45
Total	21,051

Since Troup County and the cities have more than an adequate amount of parkland and greenspace available, their focus should turn to ensuring and improving connectivity and access to these natural resources. This can be done through the creation of bike and pedestrian facilities throughout the community to connect existing greenspace and park areas. It is also important to ensure that these existing resources are available and accessible by all elements of the population, especial young, elderly, and disabled populations.

⁶ These totals are taken from the county and the cities' comprehensive plans

Land Suitability Analysis

Troup County, while undergoing an unprecedented amount of development, has a large amount of undeveloped land which is potentially available to meet these needs. While that land may be available, it may not be desirable for development for myriad reasons. There are many factors that may make land more or less desirable for development. Proximity to environmentally sensitive areas (e.g. floodplains, wetlands, critical habitat) or areas that contain hazardous materials or are the source of high noise levels can make land less desirable, while proximity to existing development and services (e.g. areas near cities, major roads, or areas currently served by water and sewer) may make land more desirable for development.

Land suitability analysis involves taking a systematic look using a Geographic Information System (GIS) at many factors that may make land more or less desirable for development. The output of this analysis can serve as a guide as Troup County and the Cities plan for future development and growth.

The underlying land suitability analysis for this project takes into account proximity to sensitive resources (wetlands, flood plains, protected lands), potential environmental hazards (hazardous waste sites, wastewater discharge sites) and existing development (where infrastructure already exists). This allows us to determine areas that would be most suitable for growth and development that takes into account quality of life and place goals.

Based on prior research⁷ and feedback from the leadership team, lands are classified as more or less suitable for development based on their proximity to the following features (see Table 5):

Table 5- Land Suitability Classifications

CLASSIFICATIONS	SUITABILITY FOR DEVELOPMENT
100-Year Flood Plains	Areas within the flood plain have low suitability
Hazardous Disposal Sites	Areas within 500 feet of these sites have low suitability
Wastewater Treatment Plants	Areas within 500 feet of these sites have low suitability
Wetlands	Areas within wetlands have low suitability
Airport	Areas within 500 feet have low suitability
Federal and State Lands ⁸	Areas within have the least suitability
Major Roads	Within ½ mile of major roads is highly suitable Within ½ to 1 mile of major roads is moderately suitable More than 1 mile from a major road is less suitable

⁷ The analytical tools used in this report are published in the North Carolina Division of Coastal Management's "Land Suitability Analysis User's Guide" and were customized for Troup County. The document can be found on-line at: http://dcm2.enr.state.nc.us/Planning/user_guide_lsa2005.pdf

⁸ Protected lands (US Corp of Engineer Lands) are considered not developable for this analysis.

CLASSIFICATIONS	SUITABILITY FOR DEVELOPMENT
Developed Lands	Within ½ mile of developed land is highly suitable
	Within ½ to 1 mile of developed land is moderately suitable
	More than 1 mile from developed land is less suitable
Major Interchanges	Within ½ mile of a major interchange is highly suitable
	Within ½ to 1 mile of a major interchange is moderately suitable
	More than 1 mile from a a major interchange is less suitable

Source: Center for Quality Growth and Regional Development (CQGRD)

When proximity to one of the criteria dictates low suitability (e.g. wetlands) an area within proximity of that feature receives a negative score on that measure. When proximity dictates high suitability (e.g. major roads) an area within proximity of that feature receives a positive score on that measure. In this analysis, a GIS is used to look at land in 30m square areas. Each area in the county gets a score for each criteria and the sum of those scores is a measure of the overall suitability of the area, the higher the score, the more suitable the area is for development and the lower the score, the less suitable the area is for development.

To further enhance the analysis, members of the leadership team were asked to prioritize the criteria. They were given 10 points to allocate to the list of criteria. No more than 4 points could be given to any single criteria more than 4 points but not all 10 points had to be used. The more points assigned to a particular measure, the more weight it is given in the land suitability analysis. All of the inputs from the Leadership Team members were combined to generate a final weighting scheme for the land suitability analysis (see Table 6).

For example, if one wanted to protect wetlands above all else, then they would give wetlands 4 points and allocate 0 points to all other measures. Or if one believes that keeping development out of flood zones and directing growth to available areas around interchanges are equally important, they would allocate 4 points to flood zones and 4 points to interchanges.

Table 6- Criteria Weighting Scores

CLASSIFICATIONS	RAW SCORE	WEIGHTING
Wetlands	21	0.18
Floodzones	9	0.08
Hazardous Disposal Sites	8	0.07
Airports	1	0.01
Wastewater Treatment Plants	2	0.02
Developed Land	28	0.24
Primary Roads	26	0.22

CLASSIFICATIONS	RAW SCORE	WEIGHTING
Major Interchanges	23	0.19

Source: Center for Quality Growth and Regional Development (COGRD)

Figure 4 illustrates the suitability of land for development throughout Troup County based on the analysis described above. The areas most suited for development are along major road corridors and near the three cities. The areas least suited for development are those areas directly adjacent to the lake and more rural areas in the north-west, south-central and south-east portions of the county.

According to this analysis, there are 39,000 acres unsuitable for development and over 200,000 acres with varying degrees of development suitability (table 7).

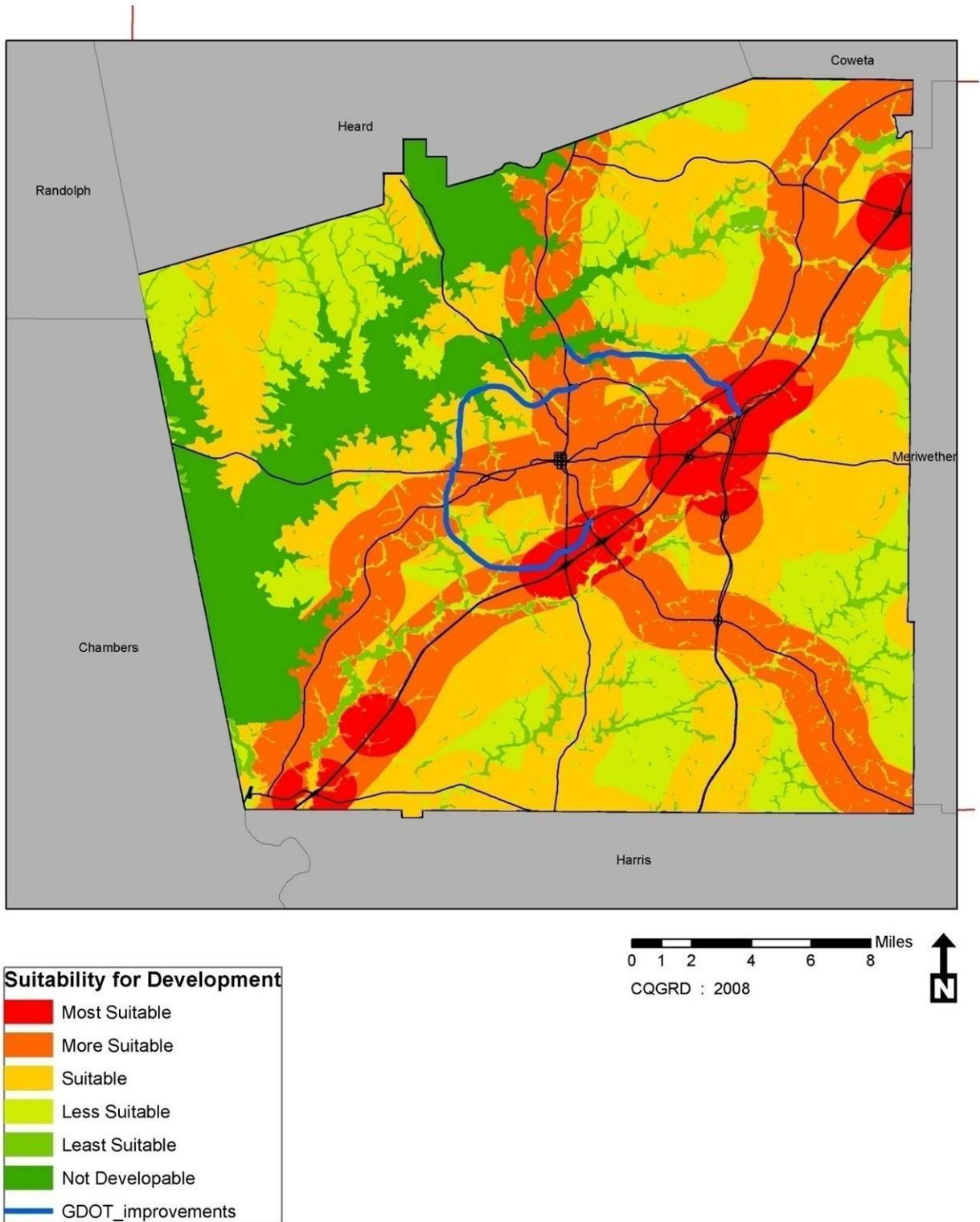
Table 7 - Land Suitability

Suitability	Acres	Acres Available for Development
Not Developable	39,387	0
Most Suitable	18,426	13,891
More Suitable	72,104	58,681
Suitable	92,368	85,404
Less Suitable	60,637	58,493
Least Suitable	6,155	5,882

To be effective in directing policy responses to growth in Troup County, this suitability analysis should be used with other pertinent information to incorporate adjustments to land use plans, amend development regulations, and implement a green infrastructure strategy.

One way to accomplish this is through the use of the recently created development scorecard. This scorecard is a checklist used to review development proposals to evaluate whether they fulfill community goals and minimize negative impacts. The development scorecard should complement the primary planning tools—comprehensive plans, land use maps, character area maps, zoning, and subdivision regulations. As the scorecard represents the goals of the county as a whole, it can be used to clearly express community visions and interests for new development to developers. While this process would result in countywide minimum standards for development, Troup County and the cities could adopt additional or more exacting standards for their individual jurisdictions.

Figure 4- Suitability for Development



Source: Center for Quality Growth and Regional Development (CQGRD)

The Built Environment

Since before the beginning of recorded history, people have been reshaping the natural environment to increase their own health, comfort, and safety. The built environment includes homes and offices, schools and churches, sidewalks and highways, theaters and shops, gyms and restaurants, plazas and concert halls. As such, one of the most important tasks a community's leaders face is the direction of the growth of the built environment. Because of the amount of capital required, changes to the built environment—the erection of a new building or the destruction of an old one—are expensive, with repercussions lasting long beyond the initial short-term projections. Therefore it is crucial for any community planning for the future to consider the potential growth of the built environment.

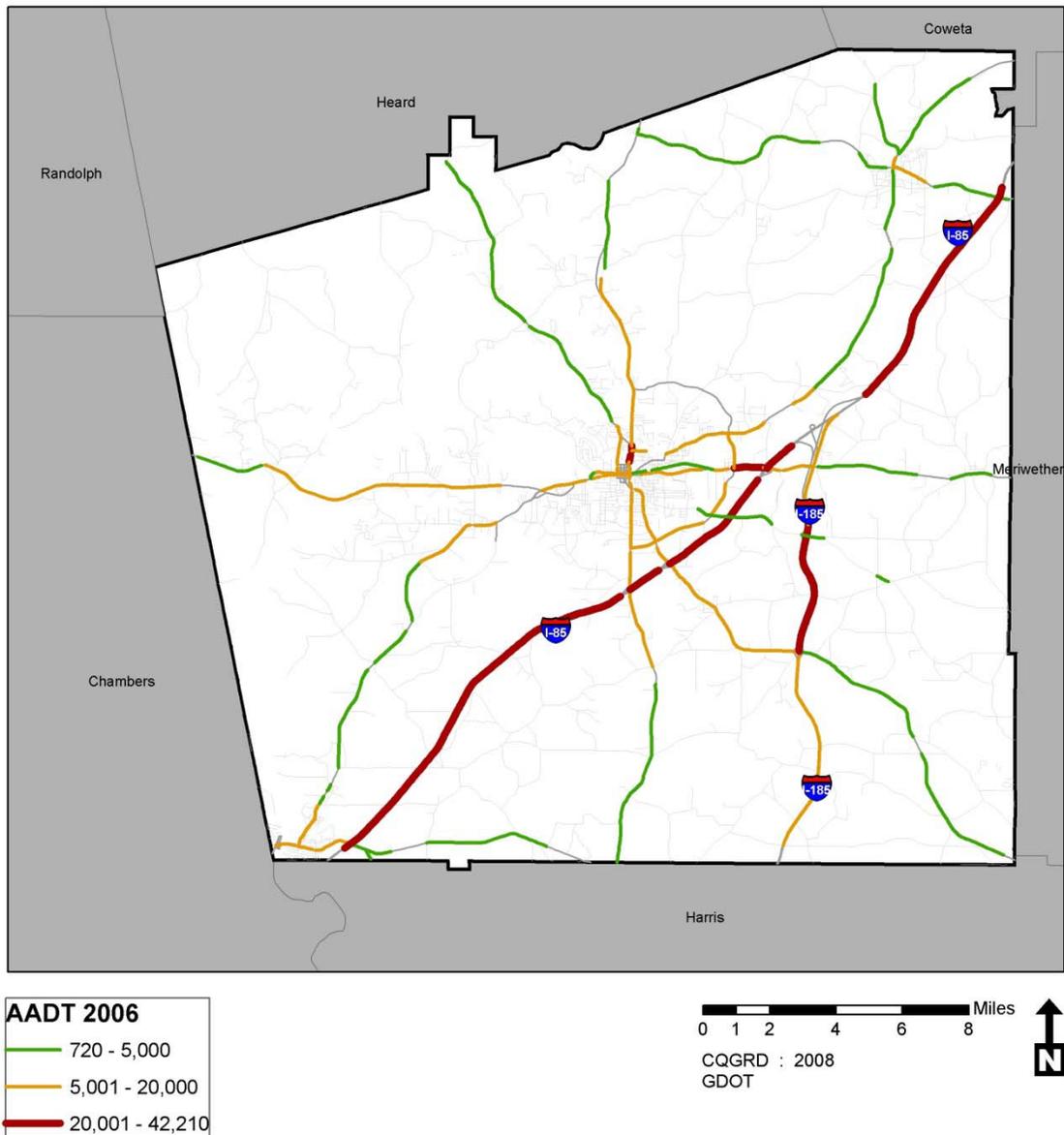
The following section will consider several aspects of the built environment: transportation infrastructure, land use, zoning ordinances, housing supply, and the economic structure.

Transportation Infrastructure

Transportation infrastructure often acts as the skeleton or supporting structure of a community. As such, it is important that communities ensure that this infrastructure functions adequately in the present and will remain in the future. This focus on functionality should go beyond moving goods and people and to look at the impact of transportation infrastructure on communities, community design, land use, and quality of life. This becomes increasingly important in areas like Troup County expecting rapid future growth. What is a functioning transportation infrastructure now will likely not be sufficient in the near future. New industrial and residential development has the potential to overlap and may create land use and transportation conflicts that reduce efficiency, create safety issues, and have a negative impact on resident's quality of life.

Figure 5, below, shows the annual average daily traffic (AADT) for the major roads in Troup County. Interstate 85 and the northern section of Interstate 185 carry the highest volumes of traffic.

Figure 5 - Troup County AADT (2006)

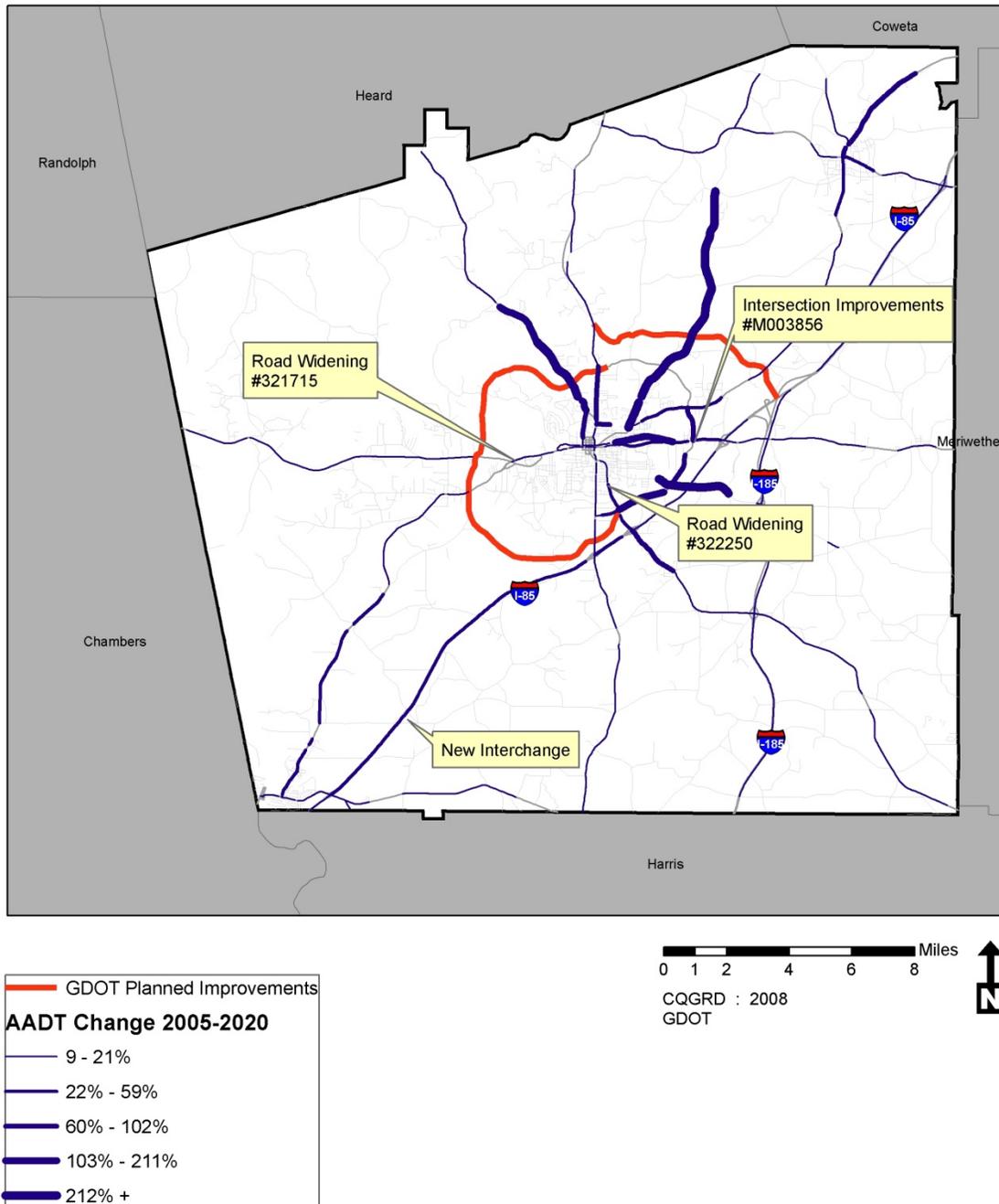


With the addition of Kia, associated suppliers, and the anticipated increase in large-scale residential developments, it is expected that Troup County will see an increase in inter- as well as intra-county traffic. Troup County and its cities will need to plan, in the short- and long-term, for the expected local increases in traffic from expected residential, industrial, and commercial development and the effects that those increases will have on congestion, land use, and quality of life and place.

In an effort to understand some of the potential impacts of this increase in development, analyses were done to estimate future growth in Average Annual Daily Traffic (AADT) on selected thoroughfares throughout the county and to incorporate into that analysis the cumulative impact of the planned large scale residential developments (DRIs) and opening and growth of the Kia plant and its suppliers. The report, *Preparing For the Future in Troup*

*County, Georgia: Transportation Assessment,*⁹ models future transportation demand, provides a street typology for primary roadways, discusses ways to address special issues such as public transportation, freight movement, and railroads, and presents a photo gallery of best practices for alternative transportation strategies.

Figure 6 - Troup County AADT Change (2005-2020)



⁹ The *Transportation Assessment* is meant to be used as an additional resource to the *Troup County Multi-Modal Transportation Study* which was completed by HNTB Corporation for GDOT in 2006.

Figure 6 shows the many road infrastructure improvements planned for Troup County in the next several years. The GDOT planned improvements on the map are new roads that are either currently under construction or will soon be constructed.¹⁰ Additionally there are some improvement projects taking place on existing roads. Project #321715 will widen Westpoint Road (SR 14/US 29) from Upper Glass Bridge to Old Vernon Road from two to four lanes (3.05 miles). The project was established in 2007 and is expected to be completed in 2011. Project #322250 will widen Hamilton Road (SR 1/US 27) from Auburn Street to Morgan Street/SR 219. This 1.42 mile project will widen the roadway from two to four lanes, starting right-of-way acquisition in 2009 and being completed after 2011. These road additions and improvements will mitigate some of the increased traffic that will accompany the new residential, commercial, and industrial development that is expected in the next 20 years.

The new developments will have an effect on localized traffic levels. Figure 6 shows the percentage increase in 2020 AADT over base line projections that can be attributed to new development. This map shows that significant increases in daily traffic volume can be expected on corridors to the north and southeast of LaGrange, GA.

The analysis shows the potential magnitude of growth in traffic volumes that can be expected as the current residential and industrial developments in the planning and construction stage come to fruition. As Troup County and its cities continue to grow, these areas of traffic volume increase should receive more in-depth analysis to ensure that appropriate infrastructure investments and improvements are made to alleviate congestion and to promote connectivity throughout the county. Going forward, it is important for the county and cities to not only analyze the impacts of individual developments, but of all anticipated developments together to ensure a better understanding of potential aggregate impacts.

Preparing for the Future in Troup County, Georgia: Transportation Assessment models future transportation demand, provides a street typology for primary roadways, discusses ways to address special issues such as public transportation and freight movement and railroads, and presents, a photo gallery of best practices for alternative transportation strategies. The *Transportation Assessment* is meant to be used as an additional resource to the *Troup County Multi-Modal Transportation Study*, which was completed by HNTB Corporation for GDOT in 2006.¹¹

¹⁰ Information on future road improvements was obtained from the following GDOT websites: <http://tomcat2.dot.state.ga.us/STIP/index.cfm> and http://tomcat2.dot.state.ga.us/tpro/ext_intro_page.cfm?CFID=111338&CFTOKEN=24072619.

¹¹ The *Troup County Multi-Modal Transportation Study* can be accessed online at <http://www.dot.state.ga.us/informationcenter/programs/studies/pages/TroupCountyMultiModal.aspx>.

Freight Movement

Freight movement has become an increasingly important factor in the planning and programming of transportation infrastructure. Truck traffic can create delays and cause localized congestion problems, especially around industrial areas such as the locations of the new Kia plant and the new Kia suppliers.

The Freight Analysis Framework, published by the US DOT integrates data from a variety of sources to estimate commodity flows and related freight transportation activity among states, regions, and major international gateways. Figures 7 and 8 respectively show the expected increase in truck traffic in the southeastern region from 1998-2020.

Figure 7 - Estimated Daily Truck Traffic - 1998

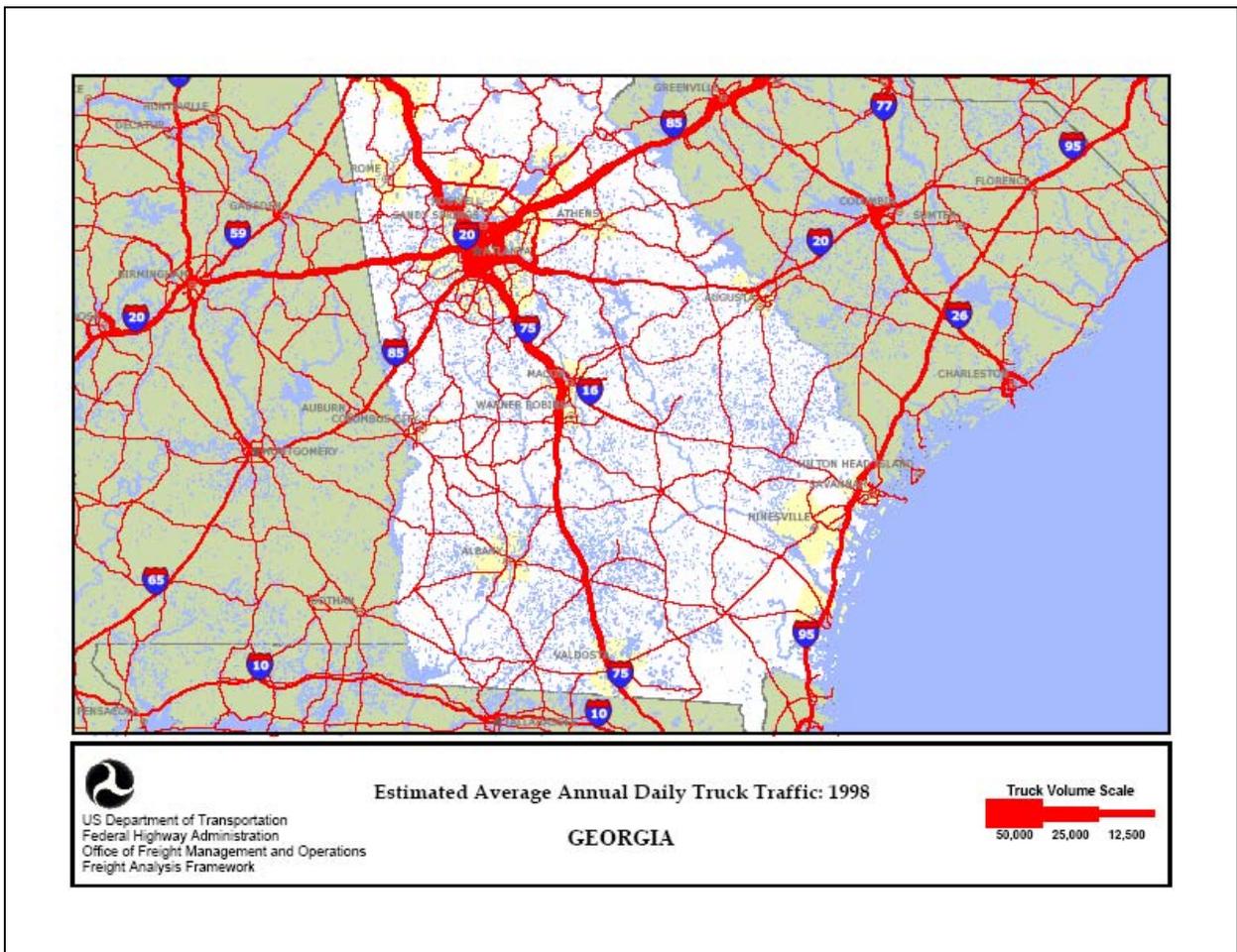
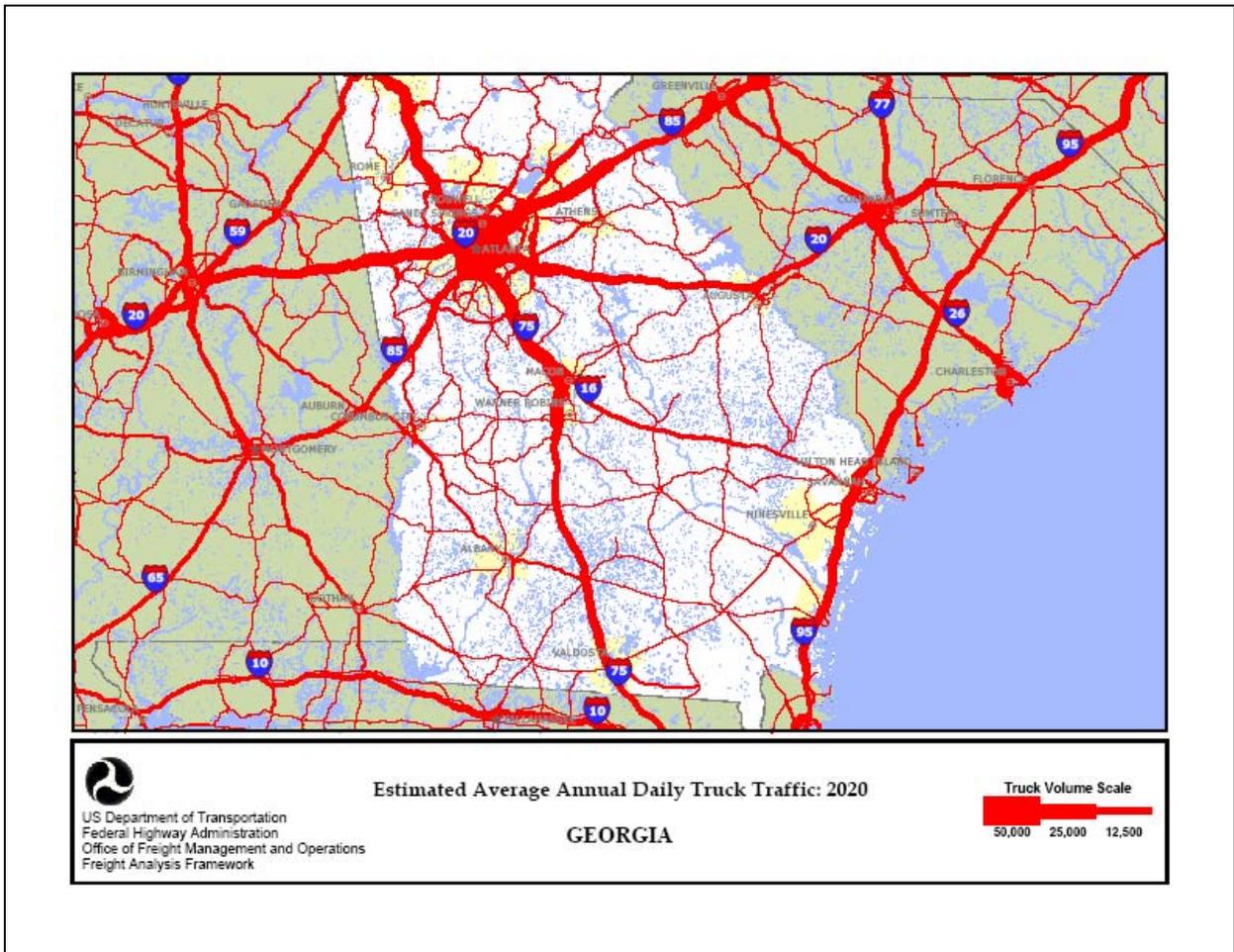


Figure 8 - Estimated Daily Truck Traffic 2020



In addition to the expected general increase in truck traffic throughout the southeastern US, Troup County can expect to see localized increases in daily truck traffic. Figures 9 and 10 show Average Annual Daily Truck Traffic (AADTT) for Troup County in 2002 and projected to 2035. Truck traffic is expected to increase substantially and to mostly be concentrated along I-85, but major arterial roads, including I-185, can also expect to see truck traffic increase. The data used in these maps were created in 2002 and do not include the addition of the Kia plant and other suppliers in this increase. It can be expected that the addition of Kia, the suppliers, and the addition of new residential developments could cause even greater increases in truck and vehicular traffic in certain locations in the county (see figure 6).

Figure 9 - Troup County Estimated Truck Traffic 2002

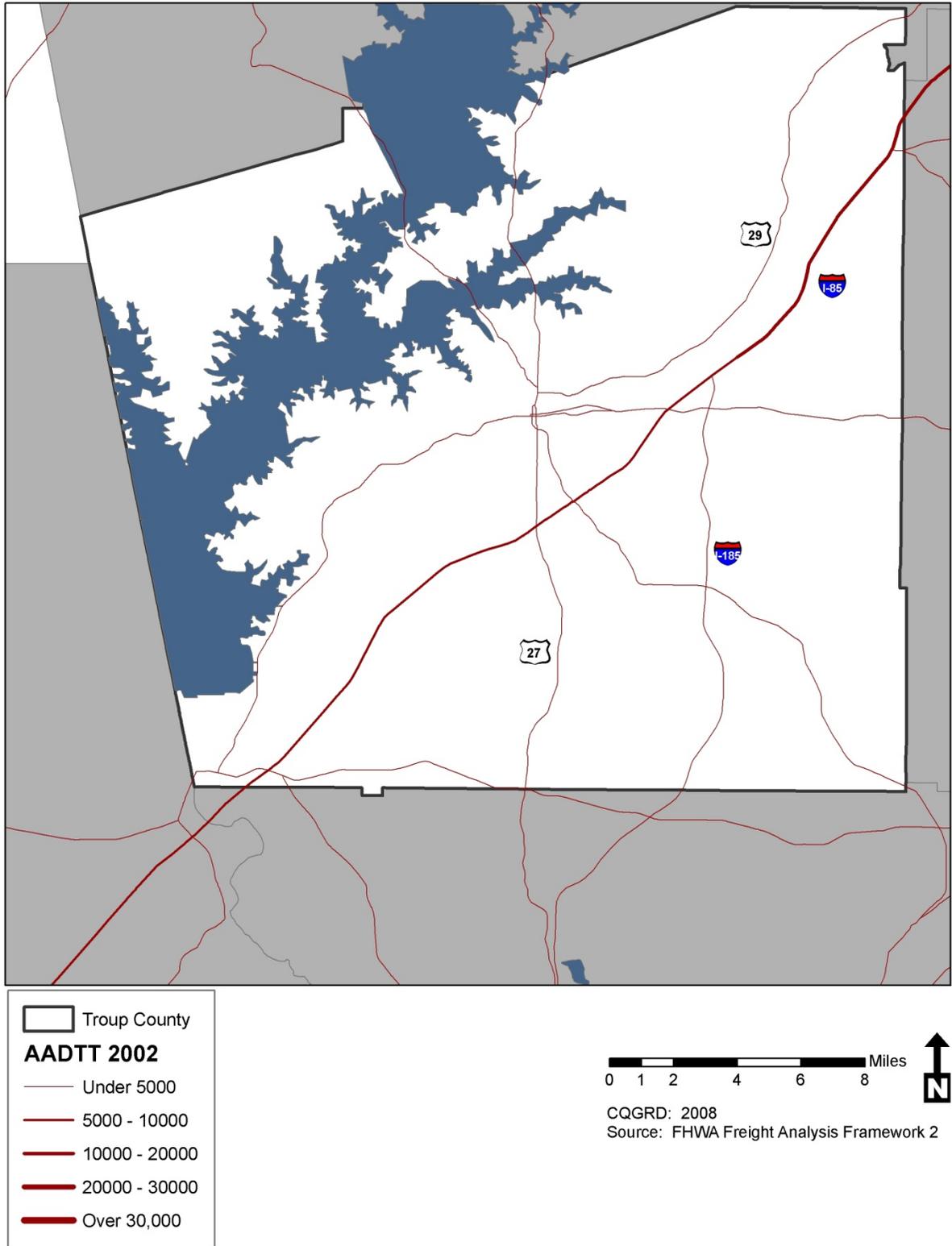
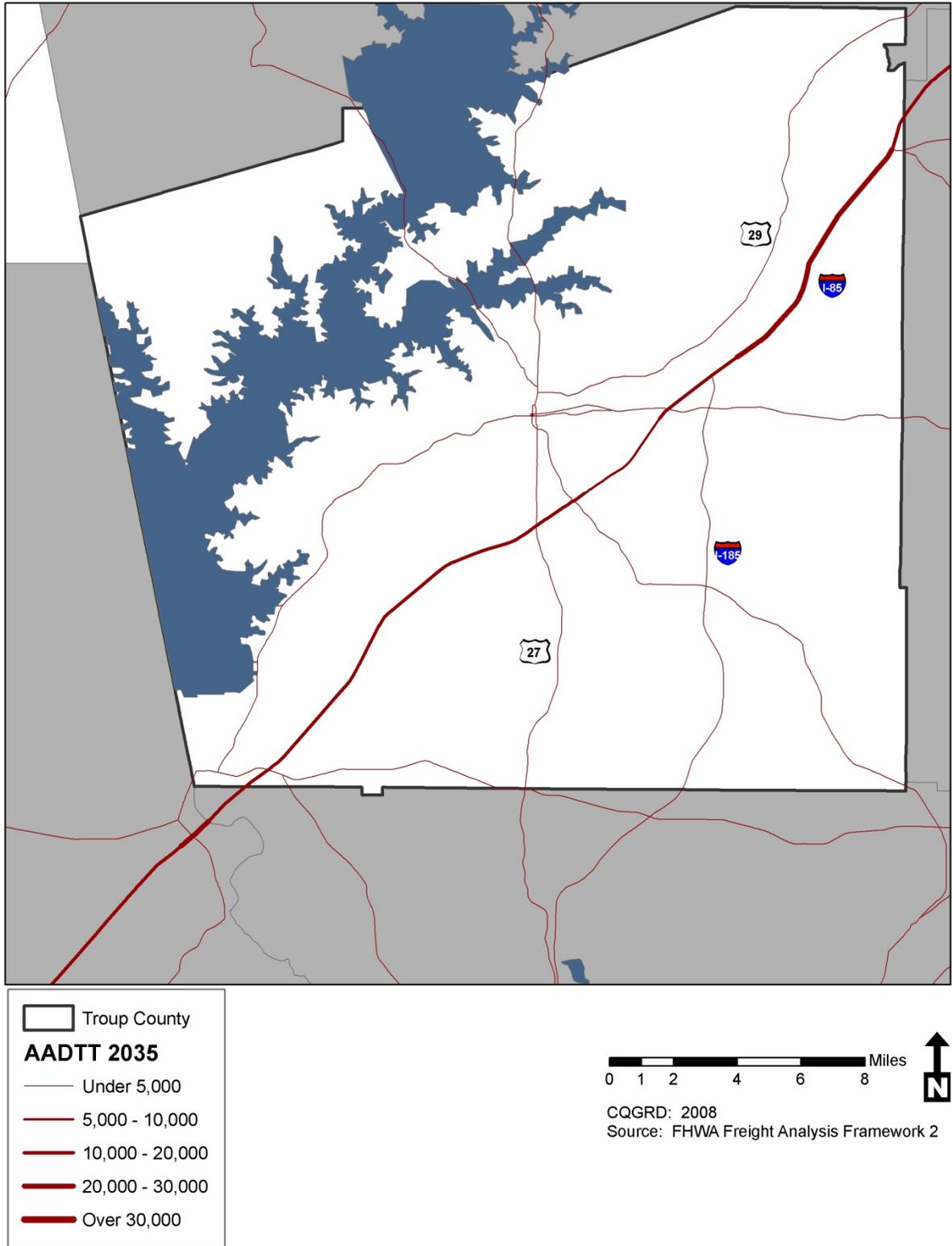


Figure 10 - Troup County Estimated Truck Traffic 2035



The preceding section shows that Troup County can expect changes to average annual daily traffic (AADT) and average annual daily truck traffic (AADTT) as a result of population growth and increased economic activity between 2005 and 2020. Such increases in traffic volume could lead to increases in congestion and have negative impacts on quality of life in Troup County, especially in the area around LaGrange. The companion report *Preparing for the Future in Troup County, Georgia: Transportation Assessment* analyzes the potential impacts of these changes and provides strategies for addressing them. One of these strategies is to develop a descriptive street typology for Troup County and the cities. The following section provides a brief summary of what a street typology for Troup County and the cities would look like. A full analysis and prescription for Troup and the cities' street typology can be found in the report *Preparing for the Future in Troup County, Georgia: Transportation Assessment*.

Street Typology

The goal of a descriptive street typology is to classify a network of streets and arterials in terms of their uses and features. This classification gives purpose and distinction to the neighborhoods in which the networks exist. The street typology presented defines streets by considering their effect on adjacent land uses and serves as a guide to future development in Troup County. The design features presented in this report are recommendations—the features are based on ITE's Context Sensitive Solutions (CSS) Manual, on best practices, and on typologies created for comparable communities. CSS is a flexible approach to roadway standards and development practices that considers the total context within which a transportation improvement project will exist. This approach is sensitive to community values and better balances the economic, social, and environmental objectives.

The typology is meant to be interpreted broadly. It should also be considered flexible in that as growth occurs, street designations can and should change. It can be used as a tool to define how Troup County's streets should function based on community needs and the needs of future development. The typology can be used to guide and inform future planning efforts (like the Atlanta Regional Commission's Transportation Improvement Programs and Georgia Department of Transportation (GDOT) projects). The recommended design features may also be incorporated into future Community Benefit Agreements¹² with developers. Because the typology can be used as a guide for developers and for future GDOT projects, the zoning ordinances should be consistent with it. A typology could be applied as an "overlay" that is applicable to lots located within 500 feet (or some other distance) of the roadway centerline. If the zoning requirements of an underlying district are stricter than the typology's requirements, the zoning requirements should be used.

A functional classification emphasizes vehicular road users (particularly personal vehicles and trucks). A descriptive street typology is a complementary classification system that relates the roadway and roadside features to the character of the corridor. These descriptive classifications can thus provide smoother transitions between streets with different functional classifications but similar land use, as well as allowing continuity of pedestrian and bicycle infrastructure.

¹² A Community Benefits Agreement, or "CBA," is a legally enforceable contract, signed by community groups and by a developer, setting forth a range of community benefits that the developer agrees to provide as part of a development project. See <http://www.goodjobsfirst.org/pdf/cba2005final.pdf> for more.

The Troup County descriptive street typology assigns one of the following eight classifications to roadways throughout the County:

- **Interstate-** A network of highways also referred to as freeways or expressways;
- **Regional-** An area of land that is part of a larger whole;
- **Connection-** A means of transition from one roadway network to another;
- **Gateway-** A network point that acts as an entrance to another network;
- **Downtown-** The city's core or central location;
- **Nodes-** A point in the network in which lines intersect or branch;
- **Rural-** A settled area outside of the central city; and
- **Residential-** A settled area outside of the central city.

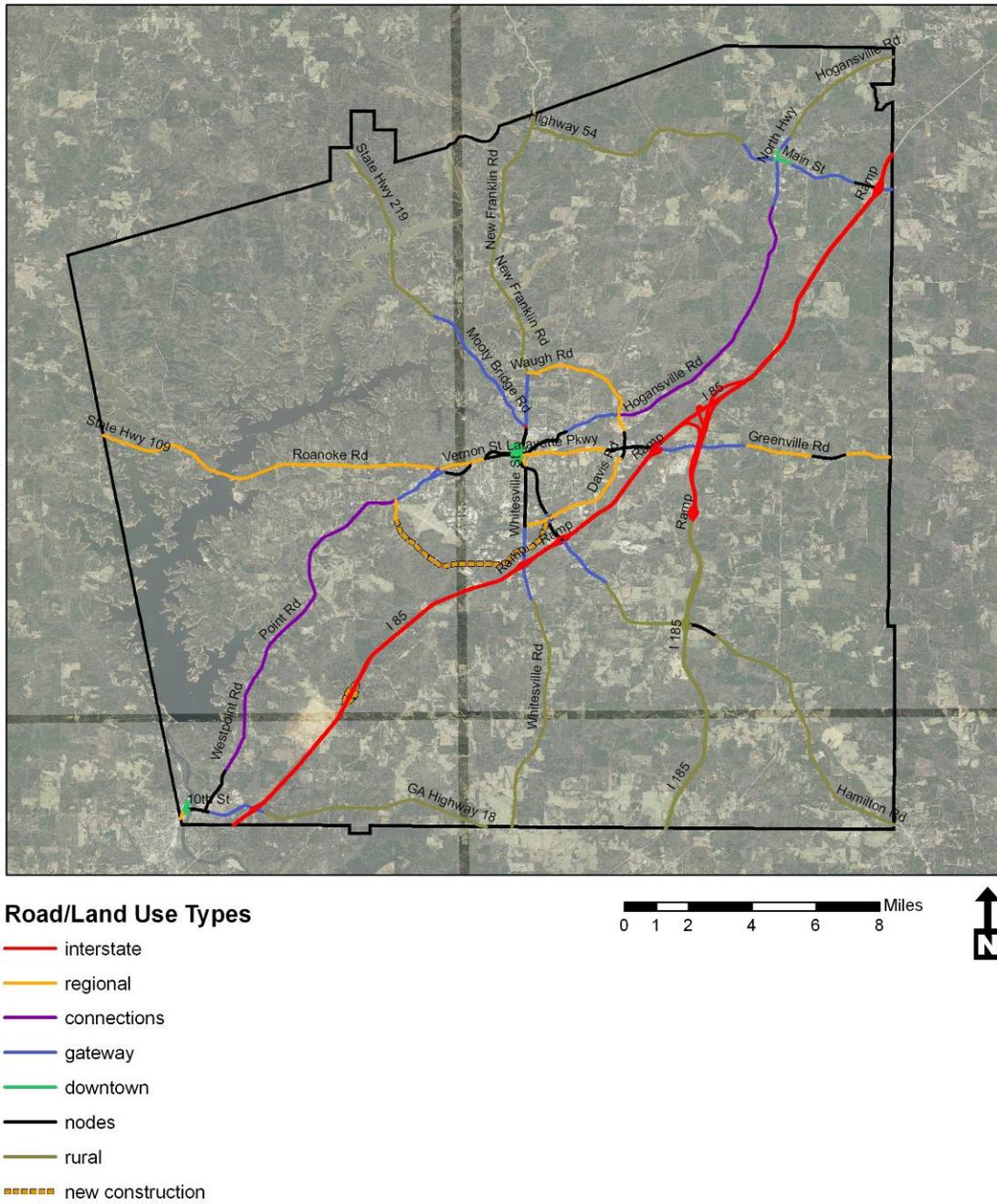
Detailed descriptions of the purpose, character, and basic design of each of the street types listed above are provided in Table 8 and a map showing the application of these street types to Troup County, Figure 11, are provided after the street typology descriptions. More detailed and localized descriptions can be found in *Preparing for the Future in Troup County, Georgia: Transportation Assessment*.

Table 8- Street Typology Descriptions

		Interstate	Regional	Connection	Gateway	Downtown	Node	Rural	Residential	
									Traditional	Low-Impact
ROADWAY	Travel Lanes	4-6 lanes	4-6 lanes	2-4 lanes	2-4 lanes	2-4 lanes	2-4 lanes	2-4 lanes	2 lanes	1-2 lanes
	Lane Width	12 feet	12 feet	12 feet	11 feet	10-11 feet	11-12 feet	12 feet	12 feet	10-11 feet
	Median Priority	Required	High	Low	High	None	Low	None	None	None
	Targeted Speed	45-65 mph	40-55 mph	40-55 mph	25-40 mph	25 mph	25-35 mph	35-50 mph	20-30 mph	20-30 mph
	Traffic Calming	None	Trees, landscaping or a median to visually narrow the roadway	None	Use of narrower lanes and vegetative buffer	Narrow lanes, textured crosswalks, signage, and horizontal measures	Limited to horizontal measures and textured crosswalks	None	N/A	N/A
	Transit Service	Express	Express	Local	Local	Local	Local	Local	N/A	N/A
	Bicycle Accommodations	No	Optional separated path	Optional separated path	Bicycle lane/shared path	Bicycle lane/shared path	Bicycle lane to connect with larger network	Optional separated path/shoulder/shared lane	Shared lane	Shared lane
	Pedestrian Way	No	Sidewalks (urban) or optional separated path (rural)	Optional separated path	8-10 foot sidewalk	12-16 foot sidewalk and 6 foot furniture zone/tree pits	10-12 foot sidewalk and 3-6 foot furniture zone/vegetative buffer	Optional shared path	Sidewalk (optional)	N/A
	Access Management	Limited Access	Moderate	Moderate	High	High	High	Low	Low	Low
	On-street Parking Priority	None	None	Low	Moderate	High	Moderate	None	N/A	N/A

		Interstate	Regional	Connection	Gateway	Downtown	Node	Rural	Residential	
									Traditional	Low-Impact
LAND USE	Land Use Types I=Industrial; C=Commercial; MU=Mixed-Use; R=Residential; AG=Agricultural; CN=Conservation; and IN=Institutional	I and C	C, MU, and R	C and R	C, MU, and HDR	C and MU	C and MU	R, AG, CN, IN, and C	R	R
	Setback	100-120 feet	0-20 feet (urban); 100 feet (rural)	15-20 feet (C); 60-100 feet (R)	0-20 feet	0 feet	0 feet	100-125 feet	Varies	Varies
	Building Heights LR=low-rise; MR=mid-rise, and HR=high-rise	N/A	LR	LR	LR to MR	MR	LR to MR	LR	LR	LR
	Density LD=low-density; MD=medium-density; and HD=high-density	LD	LD to MD	MD	MD to HD	HD	MD to HD	LD to None	LD to MD	LD to MD
	Building Design Standards	Yes	Yes, for C and MU	Yes, for C	Yes	Yes	Yes	Yes, for building envelope	N/A	N/A
	Streetscaping	Landscaped median and/or shoulder area	Natural vegetation	Natural vegetation	Street trees, lighting and furniture, and wayfinding signage	Street trees, lighting and furniture, wayfinding signage, and public art	Street trees, lighting and furniture, wayfinding signage, and public art	Natural vegetation	Not required	N/A

Figure 11- Troup County Street Typology



Source: Center for Quality Growth and Regional Development (COGRD)

Land cover

Figures 12 and 13 show how land cover in Troup County has changed over the past thirty years. The most dramatic change is the addition of West Point Lake, which was beginning to be built in the mid-1970s. The amount of wetlands in the county has also increased. But those concerned for the future of Troup County might well note the change from mostly forest in 1975 to a scattered network of built-out areas in 2001. Not only has the amount of land devoted to urban uses increased significantly, urbanized land has spread over the county to resemble a spider's web. Such growth patterns, if continued, will require significant investments in infrastructure and could lead to increased traffic congestion, environmental degradation, and loss of rural character.

Troup County, in their most recent comprehensive plan, has recognized that there are too many residential developments being built that are reliant on septic systems and wells, and that current regulations do not preserve rural character or allow flexibility in design. They have been working to develop tools to deal with these issues and preserve the rural character and natural resources of the county while allowing for appropriate development. This has included creating a character area map designating different areas of the county for different future land uses, working on a development scorecard that rates developments, prior to the development review process, on how well they meet the county's development goals, and they have updated their zoning ordinances (table 12) to incorporate smart growth principles and promote development that is consistent with the character area map.¹³

¹³ These items can be found at the Troup County website at http://www.troupcountyga.org/building_planning_zoning.html

Figure 12- Land Classification Map, 1975-1977

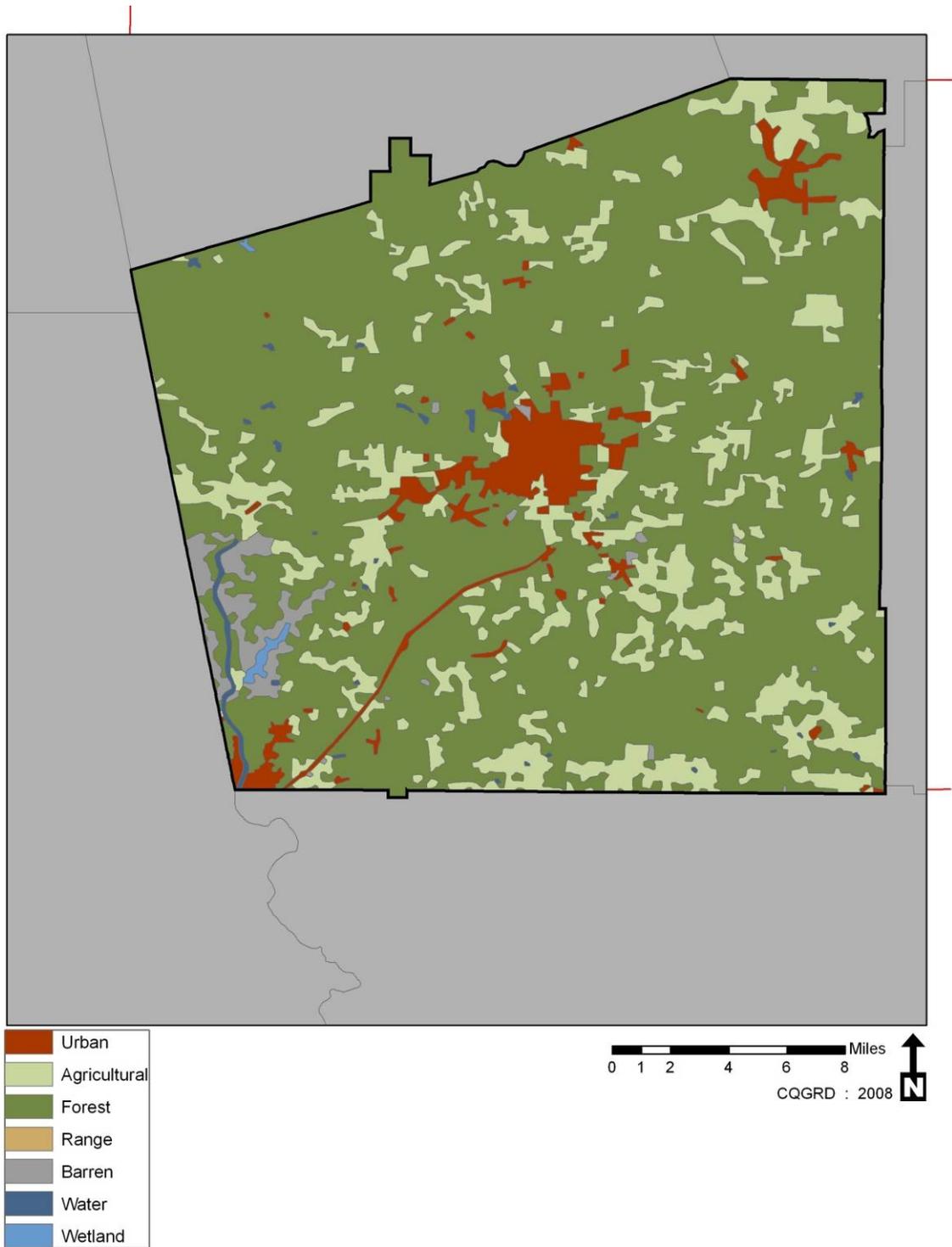
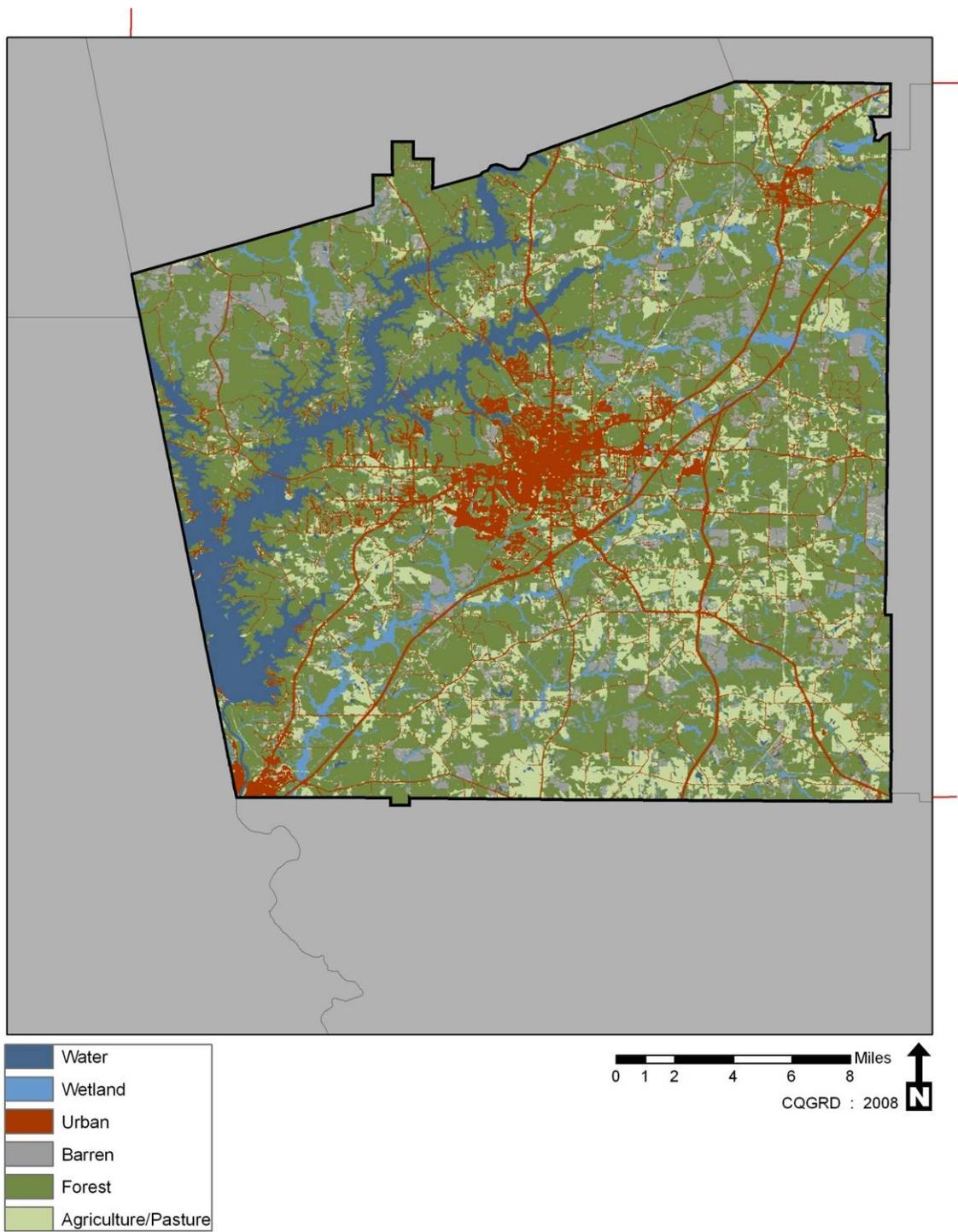


Figure 13- Land Classification Map, 2001



Zoning

Zoning laws help shape the built environment and thus the way a community grows. Considering existing zoning regulations is a requirement of any spatial plan. Tables 9 through 12 show the existing zoning regulations for LaGrange, Hogansville, West Point, and Troup County. Since zoning is locally determined and regulated, it is important to consider the zoning for each community separately.

As can be seen from the tables, LaGrange's zoning encourages slightly higher residential density than do Hogansville, West Point, or unincorporated Troup County. LaGrange's maximum single-family residential lot area minimum is 12,000 feet, whereas for Hogansville, West Point, and unincorporated Troup County, the minimums for single-family residential are 14,000 feet, 15,000 feet, and 1 acre. Hogansville and unincorporated Troup County also allow zoning for agricultural land for as much as 5 acres per single-family lot. These zoning regulations have helped contribute to the spidery pattern of urbanization observed in comparing growth in Troup County between the mid-1970s and 2001, as described earlier.

The companion report *Preparing for the Future in Troup County, Georgia: Quality Growth Audit*, provides a detailed analysis of the codes and regulations of Troup County and the cities as they relate to smart growth principles.

Table 9 - City of LaGrange zoning ordinance

LaGrange										
	Description	Principal Uses	Minimum Lot Area	Minimum Lot Area per Additional Dwelling Unit	Minimum Lot Width	Minimum Building Setback Line	Minimum Side Yard	Minimum Rear Yard	Maximum Lot Coverage of Building	Maximum Building Height
R-1 residential district	Intended to provide single-family residential areas with maximum amenities and minimum interference from conflicting uses of land.	Single family dwellings, churches, noncommercial agriculture, educational buildings, public works facilities	12,000 sq ft	N/A	80 ft	25 ft	10 ft	30 ft	42.5% of total lot area	35 ft
R-2 residential district	Medium density neighborhood consisting of single family and two-family residences.	All R-1 uses, plus colleges, libraries, police and fire stations, group residential facilities	9,000 sq ft	3,000 sq ft	60 ft, plus 10 ft for each additional unit	25 ft	10 ft, plus an additional foot for each foot in excess of 20 ft in height	30 ft	40% of total area	35 ft
R-3 residential district	Relatively high density residential neighborhood for single-family, two-family, and multifamily residences.	All R-2 uses, plus group dwellings, tourist homes and sororities, nursery schools, homeless shelter	6,000 sq ft	3,000 sq ft	60 ft, plus 5 ft for each additional unit	25 ft	10 ft, plus one additional foot for each foot in excess of 20 ft in height	25 ft. for single family units, 30 ft for multifamily units	50% of total area	50 ft
R-4 zero lot district	Established as a traditional zone between residential land use and commercial or industrial use.	All R-1 uses, plus zero lot line dwellings	2,000 sq ft	N/A	N/A	20 ft	None required	20 ft.	N/A	N/A
R-5 residential single-family district	Established to achieve a more efficient use of land in order to meet the changing demographic needs of citizens and to maximize infrastructure.	Single family dwellings, churches, education buildings, public works facilities	4000-6000 sq ft	N/A	N/A	20 ft	8 ft for 3-story, 5 ft for 2-story or less	20 ft	N/A	25 ft
R-2M residential mobile home district	Medium density neighborhood consisting of single-family, two-family and conditional use	All R-2 uses, plus manufactured homes	6,000 sq ft	3,000 sq ft	50 ft, plus 10 ft for each additional	25 ft	8 ft	25 ft	50% of total area	35 ft

LaGrange										
	Description	Principal Uses	Minimum Lot Area	Minimum Lot Area per Additional Dwelling Unit	Minimum Lot Width	Minimum Building Setback Line	Minimum Side Yard	Minimum Rear Yard	Maximum Lot Coverage of Building	Maximum Building Height
	multifamily and manufactured homes.				unit					
MPH-1 mobile home park district	Established for residential manufactured home park purposes only.	Manufactured home parks with a minimum of 4 acres	5,000 sq ft	N/A	N/A	N/A	N/A	N/A	N/A	N/A
P-1 parkway zone	Established to provide a superior environment along major transportation corridors through the application of an overlay zone.	Land within the zone may be used as permitted in the underlying district in which it is located, subject to conditions.	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
	Description	Principal Uses	Minimum Lot Area	Minimum Lot Area per Additional Dwelling Unit	Minimum Lot Width	Minimum Building Setback Line	Minimum Side Yard	Minimum Rear Yard	Maximum Lot Coverage of Building	Maximum Building Height
C-1 neighborhood commercial district	Established for those areas of the community where the principal use of the land is for the retailing of goods and services to surrounding residential neighborhoods.	Parking lots, churches, medical clinics, offices, retail, restaurants, public works facilities, hospitals, government service facilities	N/A	N/A	N/A	30 ft	10 ft	N/A	N/A	35 ft
C-2 central business district	Established as the centrally located trade and commercial service area of the community and region.	Alcoholic beverage sales, automobile repair and parts, auto sales, banks, bus terminals, public parks, etc.	N/A	N/A	N/A	N/A	N/A	N/A	N/A	50 ft
C-3 general commercial district	Established for those areas of the community where the principal use of land is for general retail service to the region and highway-oriented service establishments away from	All C-2 uses, plus animal hospitals, car washes, motels, shopping centers, etc.	N/A	N/A	N/A	65 ft	30 ft if abutting residential	N/A	N/A	50 ft

LaGrange										
	Description	Principal Uses	Minimum Lot Area	Minimum Lot Area per Additional Dwelling Unit	Minimum Lot Width	Minimum Building Setback Line	Minimum Side Yard	Minimum Rear Yard	Maximum Lot Coverage of Building	Maximum Building Height
	the central business district.									
G-1 general industrial district	Established for those areas of the community where the principal use of the land is for industries which include manufacturing, processing, wholesaling and storage of heavy materials, products, and associated uses.	Any industrial use involving manufacturing or assembly operations, warehousing, etc.	N/A	N/A	N/A	25 ft	30 ft if abutting residential	N/A	N/A	N/A
H-1 heavy industrial district	Established for general industrial use.	All G-1 uses, plus airports, landfills	N/A	N/A	N/A	25 ft	20 ft if abutting residential	20 ft if abutting residential	N/A	N/A
OIR-1 office-institutional-residential district	Established to permit high density residential use as well as limited office use in an environment compatible with residential areas.	All R-3 uses, offices for real estate, insurance, accountants, medical offices, etc.	6,000 ft	N/A	60 ft, plus 5 ft for each additional unit	25 ft	N/A	40 ft	50% of total area	35 ft

Table 10 - City of Hogansville zoning ordinance

Hogansville										
	Description	Principal Uses	Minimum Lot Area	Minimum Lot Area per Additional Dwelling Unit	Minimum Lot Width	Minimum Building Setback Line	Minimum Side Yard	Minimum Rear Yard	Maximum Lot Coverage of Building	Maximum Building Height
RD rural development district	Designed primarily to encourage a compatible relationship between agriculture and low density, rural residential development.	Single-family dwellings, farms, livestock structures, schools, utility facilities	1 acre	N/A	100 ft	25-40 ft	20 ft	40 ft	N/A	35 ft
R-1 residential district	Established to accommodate medium density single-family residences.	Single-family dwellings, farms, schools, utility facilities	14,000 sq ft	N/A	75 ft	20-35 ft	15 ft	25 ft	N/A	35 ft
R-2 residential district	Established to provide high density single-family residences.	Single-family dwellings, personal farming, schools, utility facilities	5,000 sq ft	5,000 sq ft	50 ft	20-30 ft	5 ft	20 ft	N/A	40 ft
R-3 residential district	Established as a relatively high-density residential neighborhood for single-family, two-family, and multifamily residences.	Multifamily dwellings, group care homes, boardinghouse, schools, utility facilities	1,800 sq ft	1,800 sq ft	N/A	25 ft	0 ft, 16 ft between groups	25 ft	N/A	40 ft
CR commercial-residential district	Established to provide for limited retail activities, offices for professional services, and residential uses as part of commercial structures.	Child care facility, cinema, congregate personal care home, equipment supplies, government buildings, grocery, hospital, hotel, offices, etc.	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
GC general commercial district	Established to provide appropriate locations for a wide variety of commercial activities which will serve a large market area.	All CR uses, plus gas stations, golf courses, parks, schools, repair service, shopping center, vocational school, etc.	10,000 sq ft	N/A	100 ft	25-40 ft	15 ft	15 ft	N/A	40 ft
GI general	Established to provide	Manufacturing	1 acre	N/A	100 ft	25-40 ft	15 ft	15 ft	N/A	40 ft

Hogansville										
	Description	Principal Uses	Minimum Lot Area	Minimum Lot Area per Additional Dwelling Unit	Minimum Lot Width	Minimum Building Setback Line	Minimum Side Yard	Minimum Rear Yard	Maximum Lot Coverage of Building	Maximum Building Height
industry district	suitable areas for warehousing, distribution, manufacturing, etc.	facilities, warehouses, recycling centers, sewage treatment facilities, solid waste stations, freight handling, truck stops, etc.								

Table 11 - City of West Point zoning ordinance

West Point										
	Description	Principal Uses	Minimum Lot Area	Minimum Lot Area per Additional Dwelling Unit	Minimum Lot Width	Minimum Building Setback Line	Minimum Side Yard	Minimum Rear Yard	Maximum Lot Coverage of Building	Maximum Building Height
R-1A Single-Family Dwelling District (Low Density)	Intended to provide for areas of low density, single - family residential use.	Single family detached dwellings, home occupation in accordance with Section 21.	15,000 sq ft	N/A	85 ft	30 ft	12 ft	35 ft	14,000'	35 ft
R-1 Single-Family Dwelling District (Medium Density)	Intended to provide for medium density development.	Single family detached dwellings, home occupation in accordance with Section 21.	7,500 sq ft	N/A	75 ft	25 ft	10 ft	25 ft	6,500'	35 ft
R-2 Multiple Family Dwelling District (High Density)	Intended to encourage and protect quality multi-family development.	Single-family detached dwellings, two-family homes, duplex dwellings, triplex and quadruplex dwellings, garden apartments, townhouses, manufactured homes, home occupations in accordance with Section 21.	Multi-Family: 1 acre	N/A	150'	35'	12'	40'	42,560'	65'
			Condo: 1 acre	N/A	150'	20'	10'	25'	42,560'	65'
			Town-House: 2400 sq ft	N/A	24'	20'	10'	25'	1,400'	45'
			Single-Family: 5000 sq ft	N/A	60'	20'	7'	25'	5,000'	35'
R-PUD-1, Residential Planned Unit Development District	To allow greater flexibility for development of certain tracts of land in the city, within a	Any use permitted in the R-2, Multiple Family District with restrictions	Area and Dimensional Regulation requirements will be based on the	Area and Dimensional Regulation requirements will be based on the	Area and Dimensional Regulation requirements will be based on the	Area and Dimensional Regulation requirements will be based on the	Area and Dimensional Regulation requirements will be based on the	Area and Dimensional Regulation requirements will be based on the	Area and Dimensional Regulation requirements will be based on the	Area and Dimensional Regulation requirements will be based on the

West Point										
	Description	Principal Uses	Minimum Lot Area	Minimum Lot Area per Additional Dwelling Unit	Minimum Lot Width	Minimum Building Setback Line	Minimum Side Yard	Minimum Rear Yard	Maximum Lot Coverage of Building	Maximum Building Height
	Residential Planned Unit Development District (RPUD-1)		development scheme. Dimensional requirements shall be approved during the preliminary master plan review.	development scheme. Dimensional requirements shall be approved during the preliminary master plan review.	development scheme. Dimensional requirements shall be approved during the preliminary master plan review.	development scheme. Dimensional requirements shall be approved during the preliminary master plan review.	development scheme. Dimensional requirements shall be approved during the preliminary master plan review.	development scheme. Dimensional requirements shall be approved during the preliminary master plan review.	development scheme. Dimensional requirements shall be approved during the preliminary master plan review.	development scheme. Dimensional requirements shall be approved during the preliminary master plan review.
MXD-1, Mixed Use District	To allow and encourage flexibility and creativity in the design and development of comprehensively planned, mixed-use developments.	Residential and commercial/office uses, and other uses that require council approval.	Multi-Family: 1 acre	N/A	Multi-Family: 150'	Multi-Family: 25 ft	Multi-Family: 10 ft	Multi-Family: 25 ft	42,560'	65 ft
			Condo: 1 acre	N/A	Condo: 150'	Condo: 15'	Condo: 10'	Condo: 20'	42,560'	65 ft
			Town-House: 2200 sq ft	N/A	Town-House: 22'	Town-House: 15'	Town-House: 10'	Town-House: 20'	1,100'	45 ft
			Single-Family: 5000 sq ft	N/A	Single-Family: 50'	Single-Family: 15'	Single-Family: 5'	Single-Family: 20'	4,000'	35 ft
Central Business District (CBD)	Intended to encourage development of this district as a shopping, dining and activity center for residents, tourists and the surrounding region.	Commercial and Retail.	5,000 sq ft	N/A	50'	10'	5'	10'	90%	65'
General Commercial District (CGN)	Intended to provide a wide variety of commercial service and retail	Commercial and Retail.	22,500 sq ft	N/A	150'	35'	12'	30'	90%	65 ft

West Point										
	Description	Principal Uses	Minimum Lot Area	Minimum Lot Area per Additional Dwelling Unit	Minimum Lot Width	Minimum Building Setback Line	Minimum Side Yard	Minimum Rear Yard	Maximum Lot Coverage of Building	Maximum Building Height
	uses to benefit the citizens of and visitors to the City of West Point and Georgia.									
Heavy Commercial District (CHV)	Designed to provide areas where activities of a service nature which are more intensive in character than in other commercial zones may be carried out.	Commercial/Office Use and others that need council approval.	22,500 sq ft	N/A	150'	35'	15'	35'	90%	65 ft
Light Industrial District (I-1 & I-1A)	Intended primarily for the conduct of light manufacturing, assembling and fabrication, and for warehousing, wholesaling and service operations.	Light Industrial Uses	43,600 sq ft	N/A	150'	35'	15'	35'	90%	65 ft
Heavy Industrial District (I-2)	Intended to provide for heavy industrial uses.	Heavy Industrial Uses	87,120 sq ft	N/A	200'	40'	30'	40'	90%	65 ft

Table 12 - Troup County zoning ordinance

Troup County										
	Description	Principal Uses	Minimum Lot Area	Minimum Lot Area per Additional Dwelling Unit	Minimum Lot Width	Minimum Building Setback Line	Minimum Side Yard	Minimum Rear Yard	Maximum Lot Coverage of Building	Maximum Building Height
AG agricultural district	Established to provide low density residential areas and land uses compatible with intense agricultural uses.	Single-family dwellings, farming, livestock raising, nursery, etc.	5 acres	N/A	220 ft	145' Fed/state	50 ft	50 ft	N/A	40 ft
						125' county				
						100' subdivision				
						100' county				
RR rural residential district	Established for low density residential purposes.	Single-family dwellings, farming, livestock raising, nursery, etc.	3 acres	N/A	175 ft	130' State/Fed	50'	50'	N/A	40'
						120' County				
						100' (Subdivision)				
LR lakeside residential district	Established to provide a medium density residential area near West Point Lake.	Single-family dwellings, farming for personal use, townhomes and condominiums	2 acres	N/A	150 ft	125' Fed/state	25 ft	45 ft	N/A	40 ft
						100' County				
						80' subdivision				
LRR lakeside rural residential district	Established to provide a low density residential area near West Point Lake.	Single-family dwellings, farming, livestock raising, nursery, etc.	3 acres	N/A	175 ft	130' Fed/state	50 ft	50 ft	N/A	40 ft
						120' county				
						100' subdivision				
						90' county				
						80' subdivision				

Troup County										
	Description	Principal Uses	Minimum Lot Area	Minimum Lot Area per Additional Dwelling Unit	Minimum Lot Width	Minimum Building Setback Line	Minimum Side Yard	Minimum Rear Yard	Maximum Lot Coverage of Building	Maximum Building Height
R-4: Single Family Medium Density District (OPTION A)	Established to provide for medium residential growth with densities that adhere to smart growth principles.	N/A	1 acre	N/A	100 ft	120' Fed/state	20 ft	40 ft	N/A	40 ft
						110' county				
						90' subdivision				
R-4: Single Family Medium Density District (OPTION B)	Established to provide for medium residential growth with densities that adhere to smart growth principles.	N/A	1.5 acres	N/A	125 ft	120' Fed/state	20 ft	40 ft	N/A	40 ft
						110' county				
						90' subdivision				
	Description	Principal Uses	Minimum Lot Area	Minimum Lot Area per Additional Dwelling Unit	Minimum Lot Width	Minimum Building Setback Line	Minimum Side Yard	Minimum Rear Yard	Maximum Lot Coverage of Building	Maximum Building Height
MFR Multi-Family Residential district	Established to provide high density multi-family areas.	Multifamily dwellings, single-family dwellings, personal care home, boardinghouse, townhomes and condominiums	6000 SF	3000 SF Max 6 units/acre	70 ft	25'	10 ft + 1 ft/ additional ft for bldgs higher than 20 ft	25 ft single family 30 ft multi-family + 1 ft/ additional ft for blds higher than 20 ft	50 %	35 ft
MHP Manufactured Home Park district	Established to encourage the development of manufactured home parks within a well planned environment.	Single-family dwellings, laundry, etc.	10 contiguous acres, 30% for streets ...etc. Individual unit spaces =	N/A	100 ft	50 ft	40 ft	N/A	N/A	N/A

Troup County										
	Description	Principal Uses	Minimum Lot Area	Minimum Lot Area per Additional Dwelling Unit	Minimum Lot Width	Minimum Building Setback Line	Minimum Side Yard	Minimum Rear Yard	Maximum Lot Coverage of Building	Maximum Building Height
			1200 SF Recreation space = 10%							
USD Unrestricted Subdivision	Designed to allow manufactured homes as a permitted use along with site built homes.	Single-family dwellings	3 parcels	N/A	N/A	N/A	N/A	N/A	N/A	N/A
CRVP Commercial Recreational Vehicle Park	Designed to provide for areas where recreational vehicle parks may be developed.	Laundry, all other uses require permit	5 acres	N/A	N/A	N/A	N/A	N/A	N/A	N/A
NHC neighborhood commercial district	Established to provide a location for commercial growth in neighborhoods by creating commercial nodes to serve rural areas.	Banks, small shops, group child care, single family dwellings, farming, livestock raising, library, offices, parks	1 acre	N/A	90 ft	90 ft State/Fed	10 ft	30 ft	N/A	35 ft
						80 ft County				
						80' Subdivision				
GC general commercial district	Established to provide areas for more intense commercial uses.	All uses except those intended for industrial uses are accepted.	1 acre	N/A	100 ft	100 ft State/Fed	10 ft	30 ft	N/A	35 ft
						75 ft County				
HC Heavy Commercial	Established to provide areas for more intense commercial uses	Amusement parks, racetracks ... major attendance	1 acre	N/A	100 ft	200 ft State/Fed	30 ft	40 ft	N/A	40 ft
						150 ft County				
	Description	Principal Uses	Minimum Lot Area	Minimum Lot Area per Additional Dwelling Unit	Minimum Lot Width	Minimum Building Setback Line	Minimum Side Yard	Minimum Rear Yard	Maximum Lot Coverage of Building	Maximum Building Height

Troup County										
	Description	Principal Uses	Minimum Lot Area	Minimum Lot Area per Additional Dwelling Unit	Minimum Lot Width	Minimum Building Setback Line	Minimum Side Yard	Minimum Rear Yard	Maximum Lot Coverage of Building	Maximum Building Height
LC limited commercial district	Established to provide for slightly more intense commercial districts.	Appliance sales, athletic clubs, banks, cemetery, child care centers, churches, colleges, single-family dwellings, multifamily dwellings, etc.	1 acre	N/A	90 ft	100 ft State/Fed	10 ft	30 ft	N/A	35 ft
						90 ft County				
GI general industrial district	Established to provide appropriate locations for industrial operations.	All GC uses permitted, in addition to junk yards, machine shops, manufacturing facilities, radio towers, solid waste, etc.	1 acre	N/A	100 ft	125 ft State/Fed	10 ft	20 ft	N/A	35 ft
						100 ft County				
LI Limited Industrial	Established to provide areas for less intense industrial uses.	All GI uses permitted except stone cutting, solid waste, and recycling centers	1 acre	N/A	100 ft	125 ft State/Fed	10 ft	20 ft	N/A	35 ft
						100 ft County				
PUD Planned Unit Development district	Intended to establish procedures & standards for the implementation of comprehensively planned, multi-use & mixed use projects.	N/A	100 acres	N/A	N/A	N/A	N/A	N/A	100% provided a parking plan	45 ft
FH Flood Hazard district	Established for areas subject to frequent	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Troup County											
	Description	Principal Uses	Minimum Lot Area	Minimum Lot Area per Additional Dwelling Unit	Minimum Lot Width	Minimum Building Setback Line	Minimum Side Yard	Minimum Rear Yard	Maximum Lot Coverage of Building	Maximum Building Height	
	periodic flooding.										
HA Historic Area overlay district	Intended to recognize, help protect and plan for Troup County's historic areas.	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	
SC Scenic Corridor Overlay district	Intended to protect views from the road to natural conditions, archaeological sites... Also intended to regulate land use to complement a scenic experience. Also intended to provide tree canopies & to preserve rural character.	N/A	N/A	N/A	N/A	100 ft	N/A	N/A	N/A	Distance from Road ROW (ft)	Max Ht (ft)
										0-40	10
										41-100	20
										101-200	35
									201-300	45	

Housing Supply

Housing is also a crucial part of a community and of its built environment. Figures 14 through 17 show housing vacancy rates in Troup County, LaGrange, Hogansville and West Point. As can be seen from the maps, housing vacancy is a more critical issue in the northwest part of unincorporated Troup County, in the southern part of LaGrange and south of the city, in northwest West Point, and in northwest and west Hogansville. Later in this report and in the companion report *Preparing for the Future in Troup County, Georgia: Redevelopment Assessment* future housing needs in Troup County and the cities and strategies for addressing these needs while adhering to smart growth principles are discussed.

Figure 14- Troup County Housing Vacancy Rates

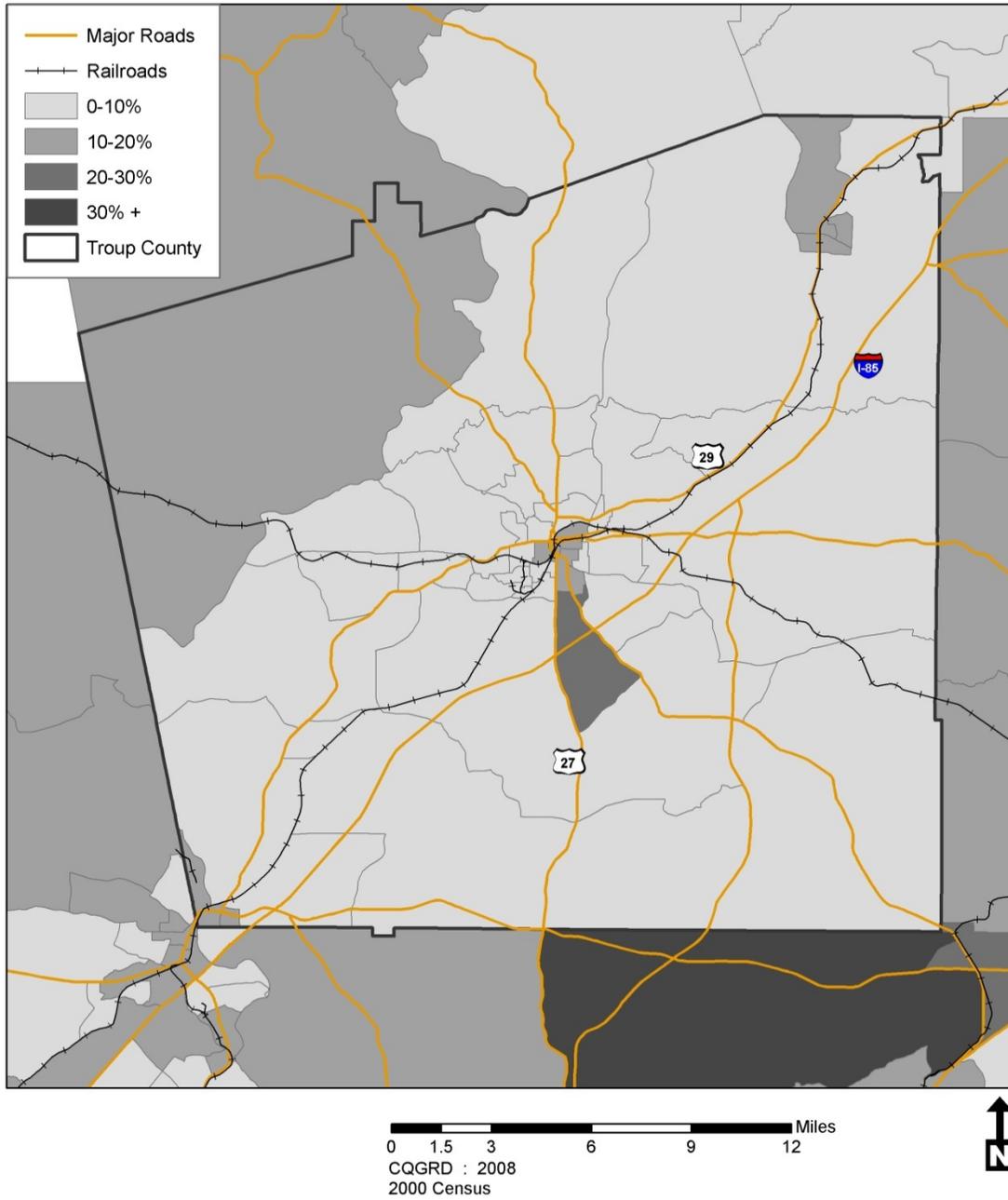


Figure 15- La Grange Housing Vacancy Rates

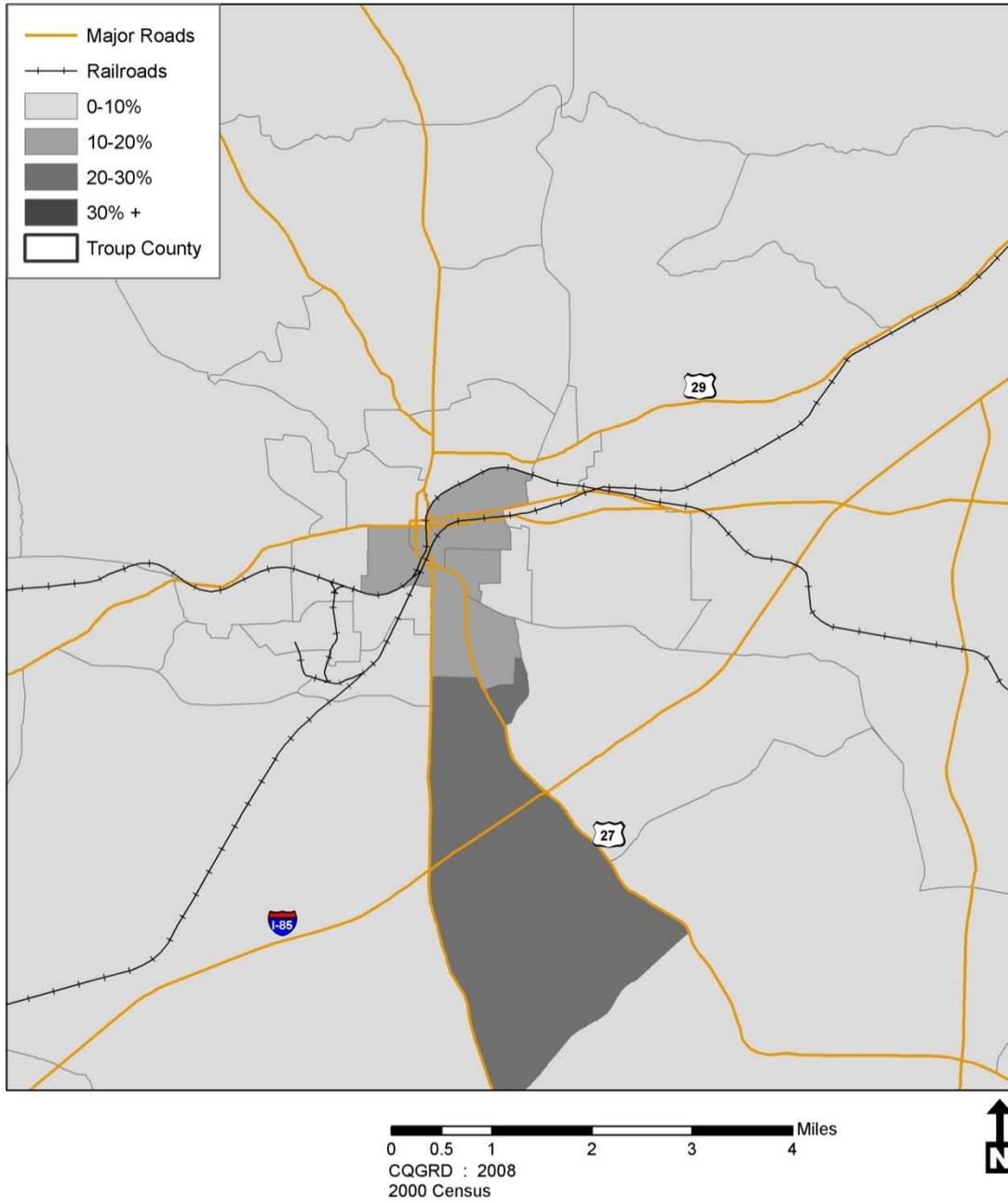


Figure 16- West Point Housing Vacancy Rates

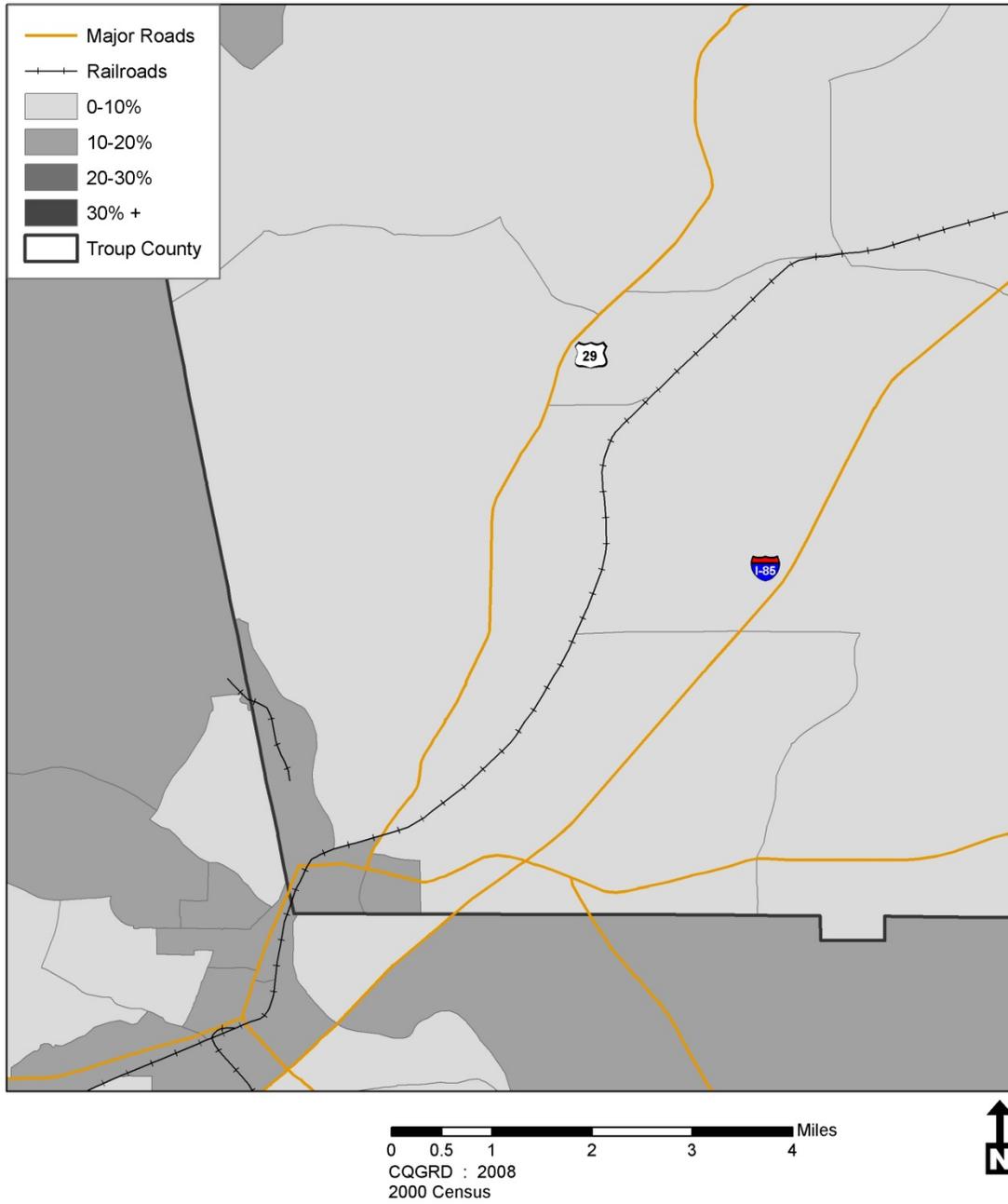
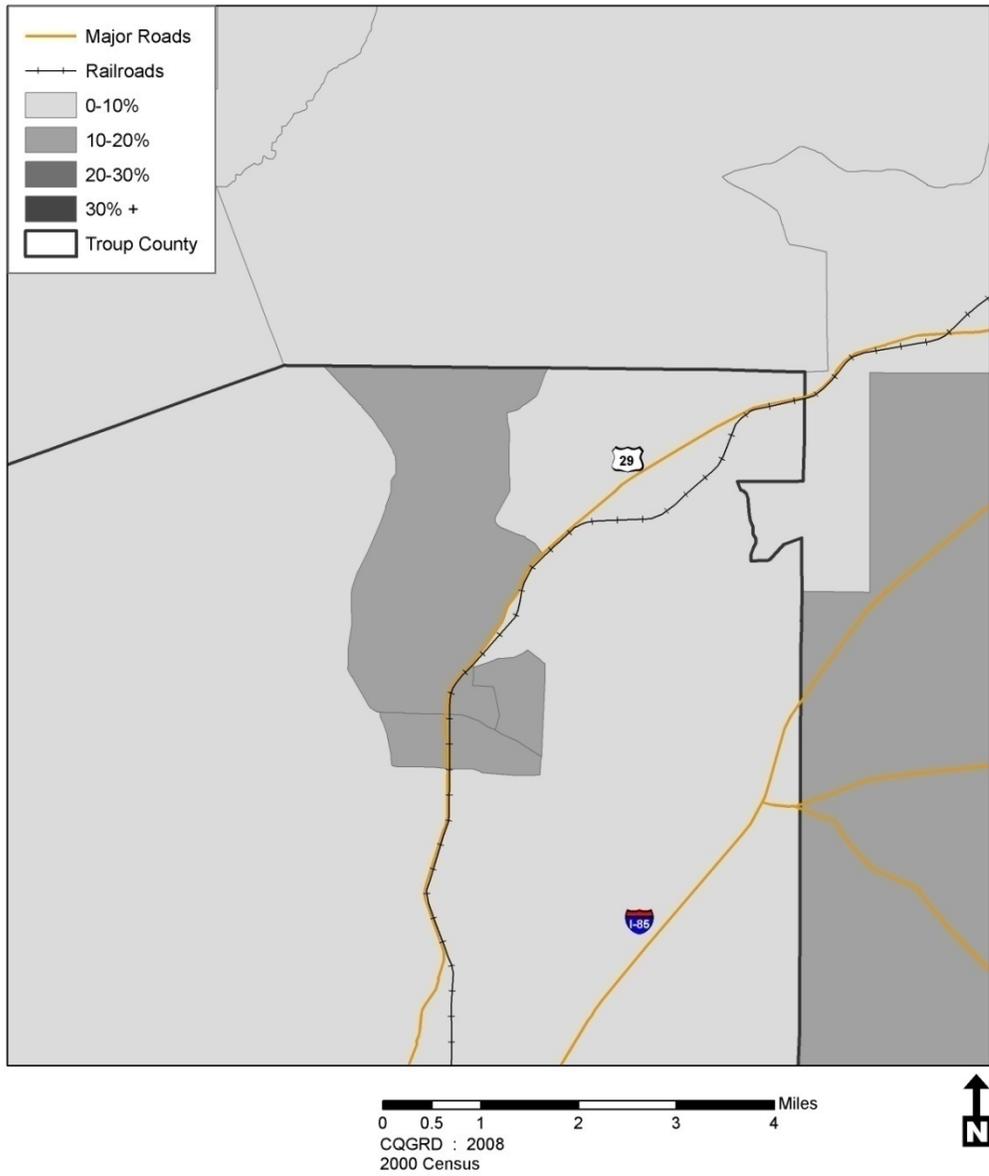


Figure 17- Hogansville Housing Vacancy Rates



Planned Future Development

In the past 5-7 years there has been a marked increase in proposed developments of regional impact in Troup County. The Georgia Department of Community Affairs (DCA) defines Developments of Regional Impact (DRIs) as “large-scale developments that are likely to have regional effects beyond the local government jurisdiction in which they are located.”¹⁴ Since 1989, the Georgia DCA has had procedures in place to identify and review DRIs, giving the local government more information when deciding ultimately whether to bless or turn down the proposed project.

Table 13 shows current DRIs under consideration in Troup County. If all of these DRIs are completed, they will result in nearly 16,000 more residential units in the county over the next 20 years. Most of the DRIs are for developments that provide for a mix of housing options; single-family, multi-family, and town home.

Table 13 - Developments of Regional Impact in Troup County

DRI #	Name	Date Submitted	Residential units	Type	Completion date
1878	The Riverfront at Westpoint*	6/14/2008	200	Single family	2011
			398	Townhome	2011
1874	Talisa Village*	5/30/2008	4900	Mixed residential	2028
1443	Hammet Road Residential Development	5/11/2007	551	Single family	2009
1425	Highland Landings	4/26/2007	2300	Mixed residential	2017
1221	Ridgeview Park	9/13/2006	755	Single family	2015
861	Bryant Lake	7/11/2005	200	Multi-family	2012
			640	Single family	2012
750	Northpointe	3/1/2005	800	Single family	2015
			400	Multi-family	2015
704	LaGrange Commons	1/3/2005	366	Single family	2011
			624	Townhome	2011
651	Big Springs	9/29/2004	1250	Single family	2012
			1100	Mixed residential	2012
			400	Multi-family	2012
589	The Meadows	5/25/2004	783	Single family	2016

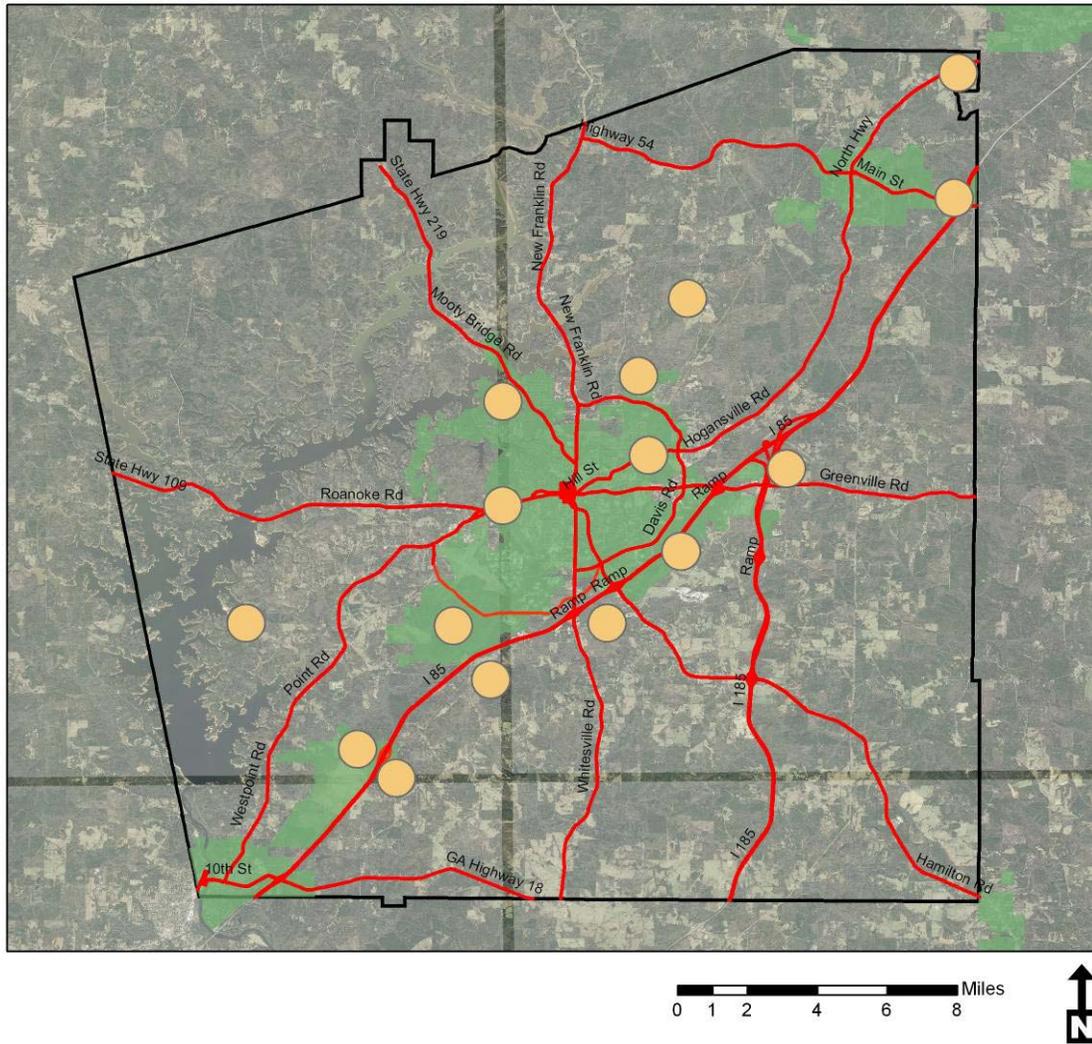
15,667

*These DRIs were submitted after the population and other analyses were done for this report

Figure 18 shows areas of planned and potential redevelopment that have been identified by the leadership committee. They are scattered throughout the county but appear most frequently on major roads, such as I-85. Such an approach concentrates development in already urbanized areas, increasing densities and limiting the need to extend infrastructure provision over an increasingly larger space.

¹⁴ Quote taken from Georgia Department of Community Affairs website
<http://www.dca.state.ga.us/development/planningqualitygrowth/programs/regionalimpact.asp>

Figure 18 - Areas of Redevelopment Identified by the Leadership Committee



Redevelopment Opportunities

Troup County, Georgia can anticipate large population and employment growth in the next few years due to the location of the Kia plant in the City of West Point. This anticipated increase will lead to development—residential, commercial, and industrial—in Troup County and the cities. While this new development will meet the demands of local residents, businesses, and visitors, it will create new opportunities and challenges. Troup County and the cities need to plan, in the short- and long-term, for the expected local increases of residential, industrial, and commercial development and the effects those increases will have on land use and quality of life and place within Troup County.

The report, *Preparing for the Future in Troup County, Georgia: Redevelopment t Assessment*, assesses redevelopment opportunities in Troup County and the cities in three major areas: historic downtowns and commercial centers, residential neighborhoods, and travel corridors and interchanges. The assessment also provides an analysis of case studies of communities with automobile plants and of communities with leading redevelopment strategies and tools.

According to stakeholders, quality growth in Troup County is essential in considering all development activities. Priorities for quality growth include:

- Maintain historic small town and rural character and amenities (see Figures 19-23);
- Use existing infrastructure capacity;
- Minimize the growth in miles of car travel, including matching land use to transportation systems, mixing land use, and providing alternatives for some trips;
- Create appropriate and healthy housing;
- Protect sensitive natural environments;
- Pursue quality economic development; and
- Work collaboratively.

Figure 19- Panorama of Historic Downtown Hogansville



Source: Center for Quality Growth and Regional Development

Figure 20- Doc Spier's Gathering Place (LaGrange, GA)



Source: Center for Quality Growth and Regional Development (CQGRD)

Figure 21- Hawkes Children's Library (West Point, GA)



Source: Center for Quality Growth and Regional Development (CQGRD)

Figure 22- Country store (Unincorporated Troup County)



Source: Center for Quality Growth and Regional Development (CQGRD)

Figure 23- Undeveloped Land (Unincorporated Troup County)



Source: Center for Quality Growth and Regional Development (CQGRD)

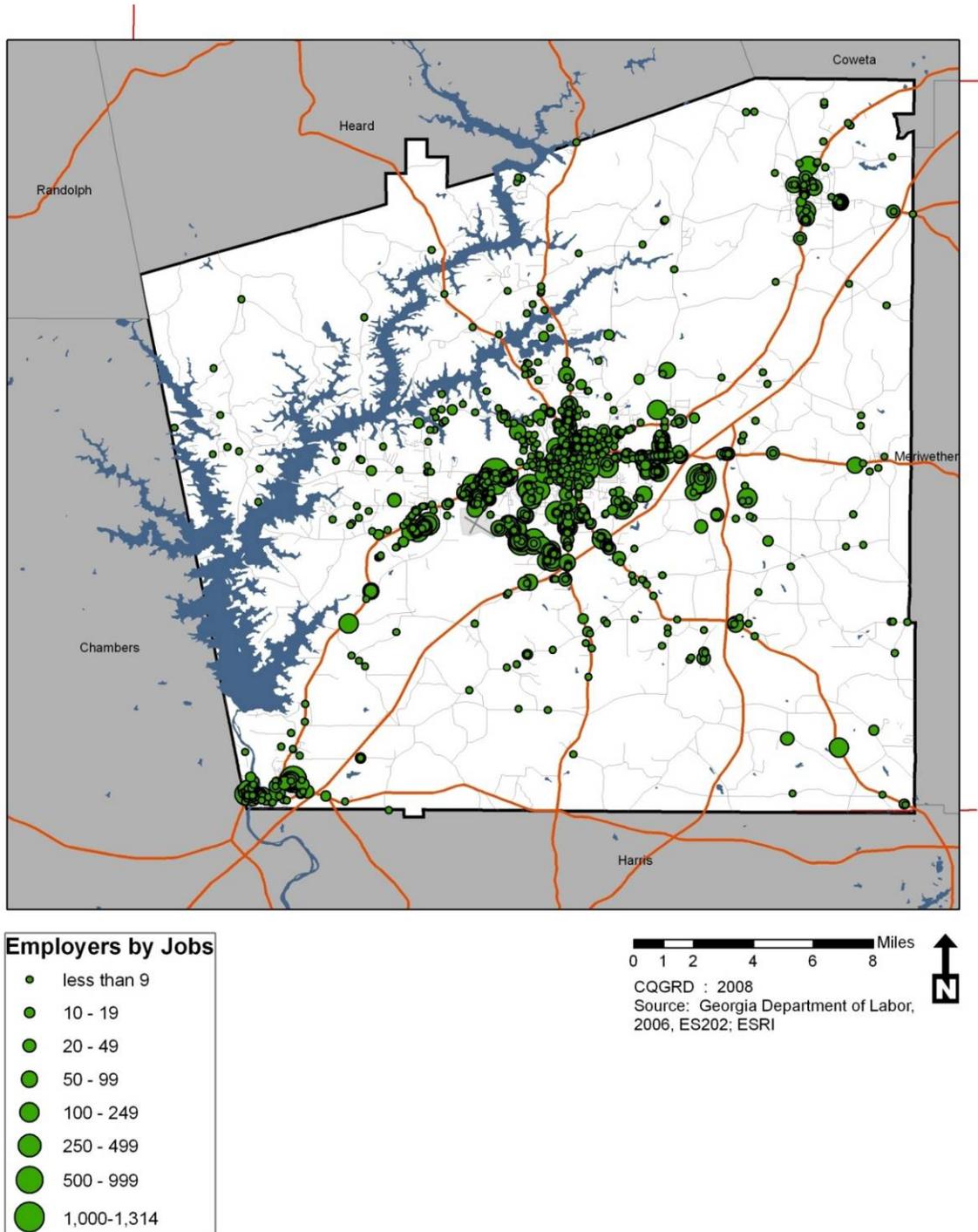
The Economic Environment

The economic environment of a community has obvious effects on its natural and built environment. Without a healthy economy, it can be difficult for a community to invest resources in protecting its natural environment, providing supporting infrastructure or pursuing redevelopment strategies. A spatial plan thus must consider the existing and projected economic environment in which a community finds itself.

Industry Composition

Figure 24 shows the spatial distribution of employment in Troup County as of 2006. Most of the economic activity in Troup County is clustered around LaGrange and along major road corridors.

Figure 24- Location of Employment (by number of jobs), 2006



There are over 30,000 total jobs in Troup County. Table 14 shows that 71 percent (76.4 percent for employment) of establishments are located within incorporated areas. For example, 59.1 percent (65.1 percent for employment) of employers are located in LaGrange, 8.1 percent (8.1 percent for employment) in West Point, and 3.8 percent (3.1 percent for

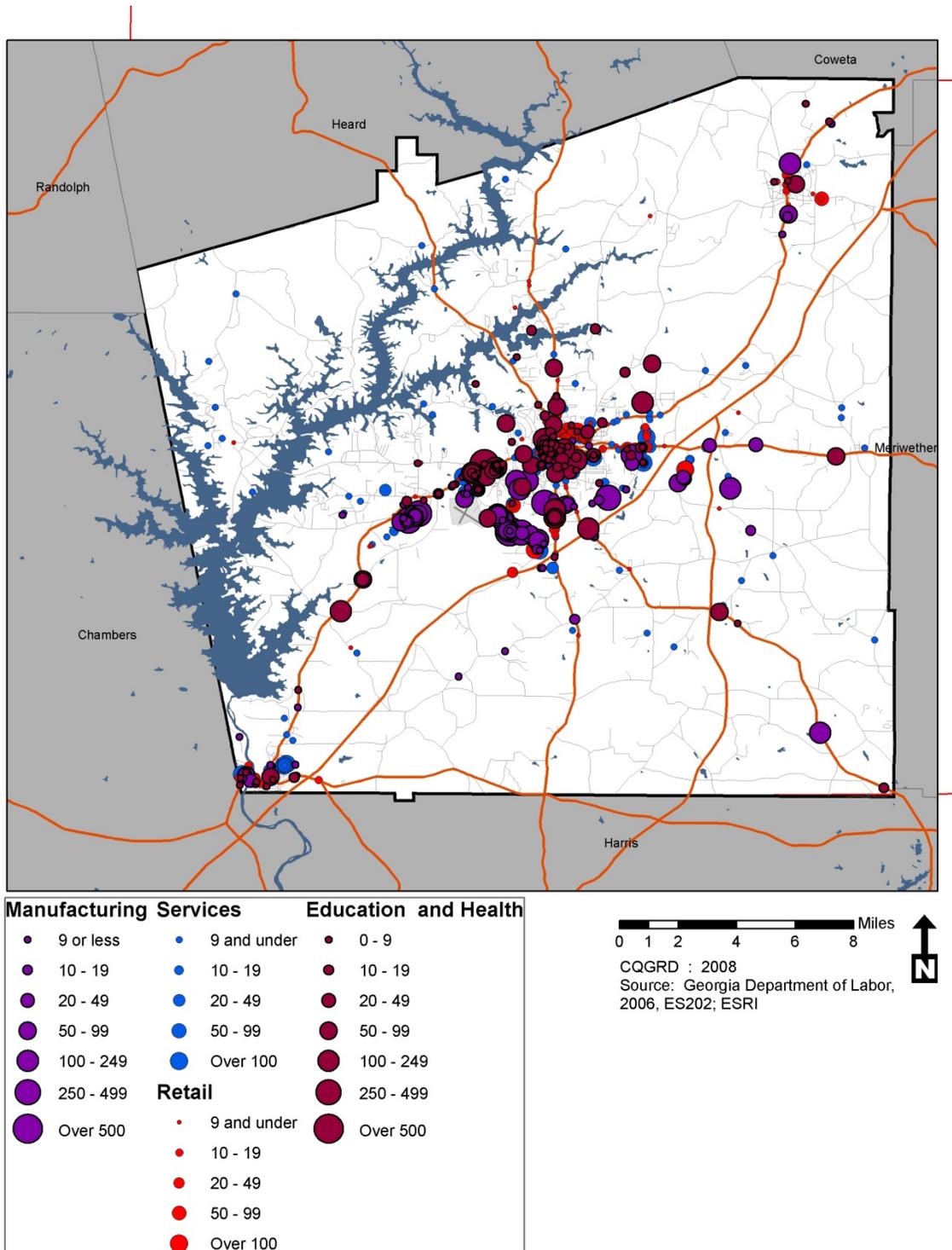
employment) in Hogansville. In addition, many large employers are located within incorporated areas, and those in unincorporated areas are mostly small sized employers (Figure 24).

Table 14- Geographical Distribution of Establishments and Employments

GEOGRAPHIC AREA	ESTABLISHMENTS		EMPLOYMENT	
Hogansville	56	(3.8%)	961	(3.1%)
LaGrange	862	(59.1%)	19,901	(65.1%)
West Point	118	(8.1%)	2,491	(8.1%)
<i>SUBTOTAL</i>	1,036	(71.0%)	23,353	(76.4%)
Unincorporated Area	423	(29.0%)	7,221	(23.6%)
<i>TOTAL</i>	1,459	(100.0%)	30,574	(100.0%)

Source: Center for Quality Growth and Regional Development (COGRD)

Figure 25- Location of Establishments in Four Largest Employment Sectors



As shown in Table 15, below, manufacturing has the highest share (23.2 percent) in total employment. Educational and health services shares 19.9 percent, Services 19.1 percent, and Retail 15.2 percent in order. Figure 30 provides a spatial context for these employer locations.

The map in figure 25 shows that most manufacturing is located within or around incorporated areas. Specifically, large manufacturing companies are concentrated in the LaGrange area between Highway 29 and I-85.

Retail is concentrated in incorporated areas mostly along Highway 27 and 29 or major roads. Specifically, many small to large retail establishments are concentrated on the intersection of US Highways 27 and 29.

In addition, educational and health services, which have the second highest share (19.9 percent) in total employment, are mostly distributed within incorporated areas along US Highway 29 and concentrated at the intersection of US Highways 29 and 27.

Small companies in services, including information, FIRE, professional and technical services, management of companies and enterprises, and administrative and support and waste management and remediation services, are scattered in unincorporated areas although larger companies in the service sector are located primarily within incorporated areas, in particular, LaGrange and West Point.

Table 15 - Employment and Number of Establishments of each Industrial Sector in Troup County

INDUSTRIAL SECTOR	ESTABLISHMENTS		EMPLOYMENT		EMPLOYMENT/ ESTABLISHMENT
Agriculture, mining, and utilities	15	(1.0%)	168	(0.5%)	11
Construction	154	(10.6%)	1,477	(4.8%)	10
Manufacturing	105	(7.2%)	7,093	(23.2%)	68
Retail	267	(18.3%)	4,634	(15.2%)	17
Wholesale, Transportation, and Warehousing	105	(7.2%)	1,291	(4.2%)	12
Services	360	(24.7%)	5,852	(19.1%)	16
Educational and Health services	161	(11.0%)	6,075	(19.9%)	38
Arts, Entertainment, Accommodation, and Food services	130	(8.9%)	2,320	(7.6%)	18
Other service	136	(9.3%)	445	(1.5%)	3
Public	12	(0.8%)	1,209	(4.0%)	101
Other	14	(1.0%)	9	(0.0%)	1
TOTAL	1,459	(100.0%)	30,574	(100.0%)	

Source: Center for Quality Growth and Regional Development (COGRD), Georgia Department of Labor ES202, 2006

Figure 26- Business Proximity to Major Highways, 2006

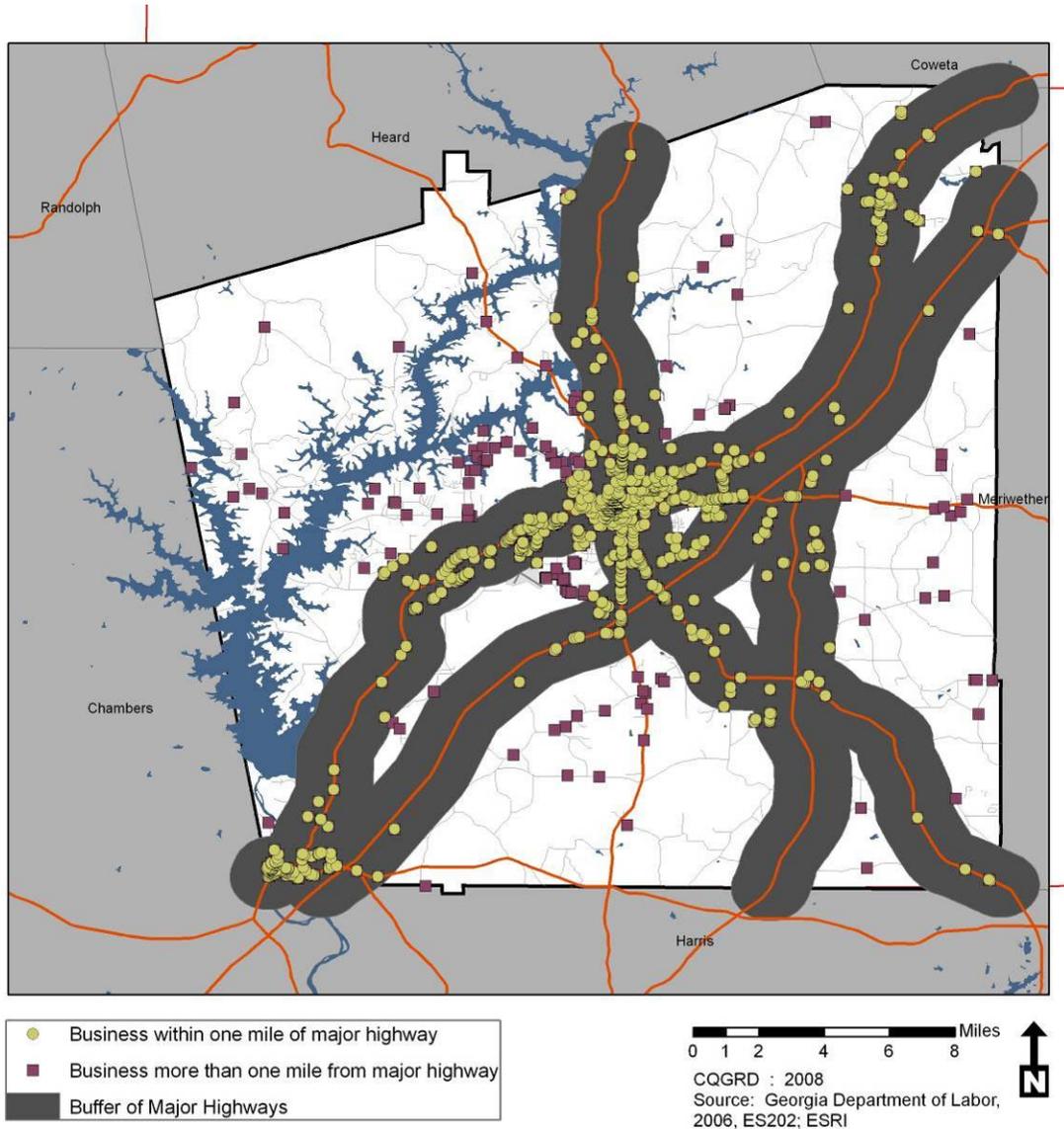


Figure 26 and tables 16 and 17 show that most companies (88.4 percent in establishment and 85.3 percent in employment) are located within 1 mile of major highways, including US Highways 27 and 29 and interstate 85 and 185. The industrial composition of these companies is similar to the entire composition in Troup County. For example, educational and health services, services, manufacturing and retail have higher shares in total employment as seen in Table 17.

However, Table 18 shows that construction companies have the highest share in establishments among those who are located more than 1 mile away from major highways, although manufacturing has the highest share in terms of employment.

Table 16- Employment Locations and Major Highways

EMPLOYMENT LOCATION	ESTABLISHMENTS		EMPLOYMENT	
Within 1 mile from major highway	1,290	(88.4%)	26,070	(85.3%)
In other areas	169	(11.6%)	4,504	(14.7%)
TOTAL	1,459	(100.0%)	30,574	(100.0%)

Center for Quality Growth and Regional Development (CQGRD), Georgia Department of Labor ES202, 2006

Table 17- Employers within 1 Mile from Major Highways

INDUSTRIAL SECTOR	ESTABLISHMENTS		EMPLOYMENT	
Agriculture, Mining, & Utilities	9	(0.7%)	129	(0.5%)
Construction	117	(9.1%)	1,353	(5.2%)
Manufacturing	81	(6.3%)	4,469	(17.1%)
Retail	256	(19.8%)	4,469	(17.1%)
Wholesale, Transportation, & Warehousing	87	(6.7%)	1,087	(4.2%)
Services	330	(25.6%)	5,323	(20.4%)
Educational & Health services	150	(11.6%)	5,451	(20.9%)
Arts, Entertainment, Accommodation, & Food services	123	(9.5%)	2,194	(8.4%)
Other service	115	(8.9%)	411	(1.6%)
Public	11	(0.9%)	1,177	(4.5%)
Other	11	(0.9%)	7	(0.0%)
TOTAL	1,290	(100.0%)	26,070	(100.0%)

Center for Quality Growth and Regional Development (CQGRD), Georgia Department of Labor ES202, 2006

Table 18- Employers More than 1 Mile from Major Highways

INDUSTRIAL SECTOR	ESTABLISHMENTS		EMPLOYMENT	
Agriculture, Mining, & Utilities	6	(3.6%)	39	(0.9%)
Construction	37	(21.9%)	124	(2.8%)
Manufacturing	24	(14.2%)	2,624	(58.3%)
Retail	11	(6.5%)	165	(3.7%)
Wholesale, Transportation, & Warehousing	18	(10.7%)	204	(4.5%)
Services	30	(17.8%)	529	(11.7%)
Educational & Health services	11	(6.5%)	624	(13.9%)
Arts, Entertainment, Accommodation, & Food services	7	(4.1%)	126	(2.8%)
Other service	21	(12.4%)	34	(0.8%)
Public	1	(0.6%)	32	(0.7%)
Other	3	(1.8%)	2	(0.0%)
TOTAL	169	(100.0%)	4,504	(100.0%)

Center for Quality Growth and Regional Development (CQGRD), Georgia Department of Labor ES202, 2006

The Social Environment

When people talk about the “quality of life” in a particular community, they are really talking about the social environment. Those elements seen as positive contributors to the social environment will vary widely, given individual preferences, but it remains clear that a healthy and functioning social environment contributes greatly to the attractiveness of a community. If crime is relatively low, and people trust the police and judicial system; if people frequently have positive interactions with neighbors and other residents; and if community services, including public facilities, schools, religious facilities, and social and cultural organizations, are present and functioning, then a community can reasonably be said to have a healthy social environment.

The following sections describe elements that contribute to the social environment of Troup County. This section focuses mainly on population characteristics. Many of the companion reports from this project also address issues relating to the social environment including workforce characteristics.

Population Density

According to the 2000 US Census there are approximately 59,000 people in Troup County. As Figure 27, below, shows, Troup County experiences its highest levels of population density in the center of the county, around LaGrange. In the rest of the county residents are relatively dispersed.

Figure 27 - Population Distribution for Troup County - 2000

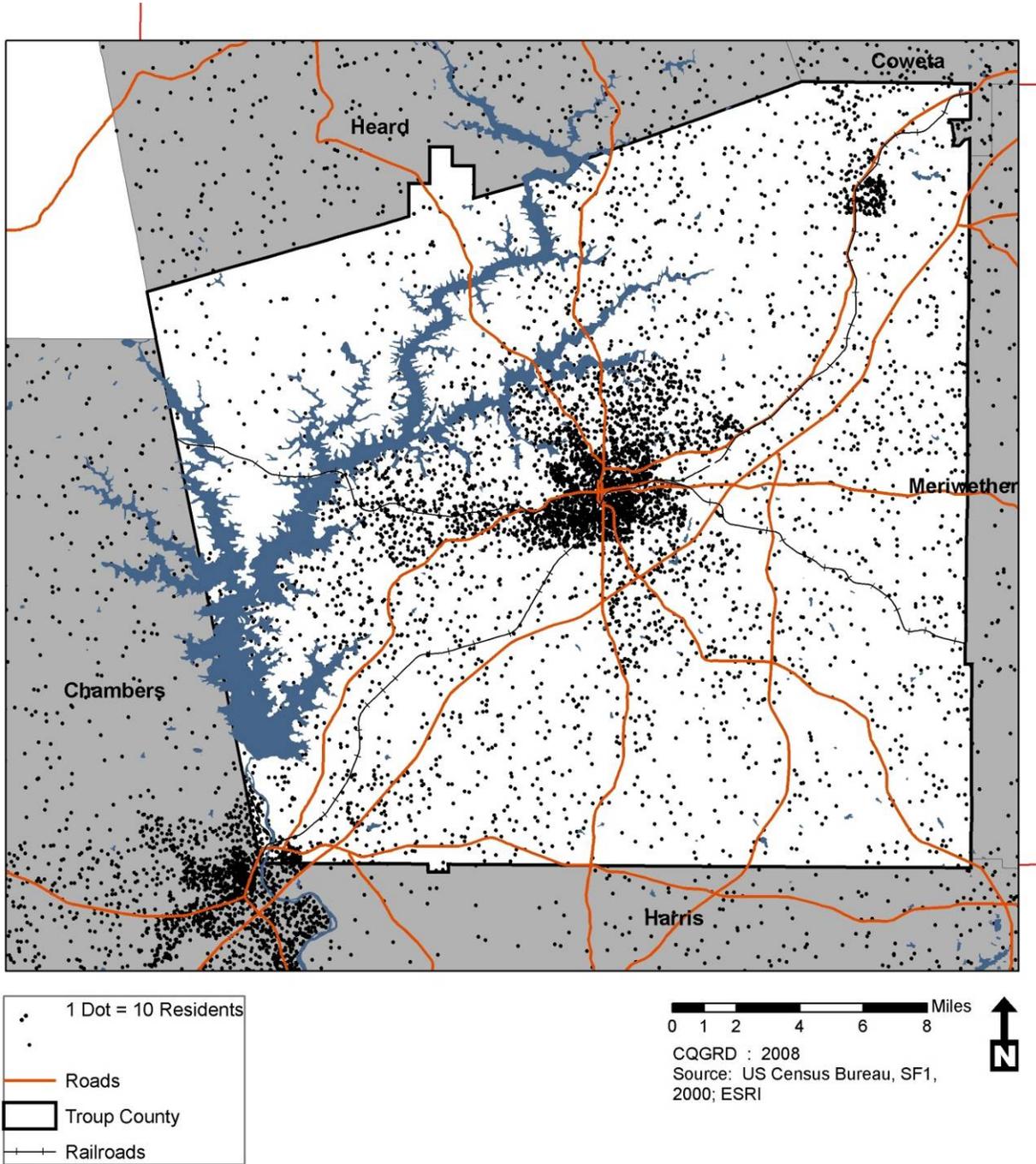


Table 19 - Troup County Demographic Characteristics

	Troup County	percent	Georgia	percent
Total population	58,779		8,186,453	
Male	28,010	47.7%	4,027,113	49.2%
Female	30,769	52.3%	4,159,340	50.8%
Median age	34.6		33.4	
Under 5 years	4,256	7.2%	595,150	7.3%
18 years and older	42,406	72.1%	6,017,219	73.5%
65 years and older	7,401	12.6%	785,275	9.6%
White	38,676	65.8%	5,327,281	65.1%
Black	18,734	31.9%	2,349,542	28.7%
Other	1,369	2.3%	509,630	6.2%
Hispanic or Latino	1,004	1.7%	435,227	5.3%
Average HH Size	2.61		2.65	
Average family size	3.12		3.14	
Population 25 years and older	36,815		5,185,965	
High school graduate or higher	26,868	73.0%	4,074,616	78.6%
Bachelor's degree or higher	6,614	18.0%	1,260,178	24.3%
Median HH income	35,469		42,443	
Per capita income (1999)	17,626		21,154	
Families below poverty level	1,908	12.2%	210,138	9.9%
Individuals below poverty level	8,491	14.8%	1,033,793	13.0%

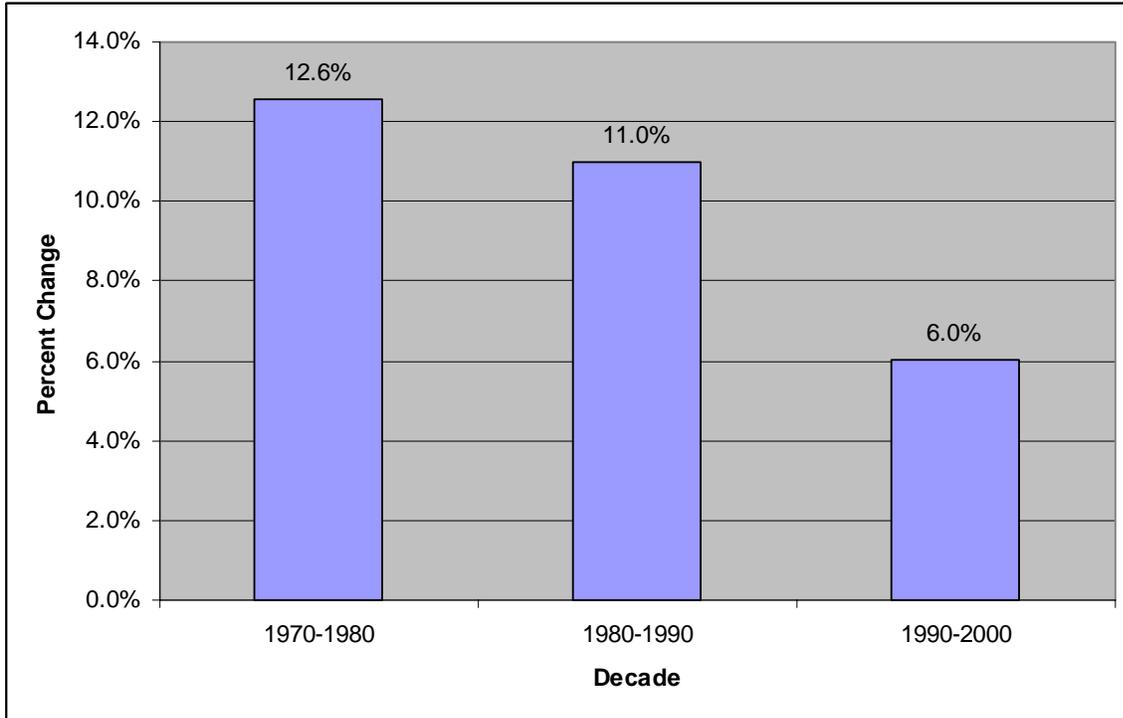
Source: 2000 US Census

Table 19 shows the demographic makeup of Troup County as compared to the State of Georgia. In general population characteristics, the makeup of Troup County is similar to that of the State of Georgia. One exception is the level of Hispanic or Latino population accounting for 1.7% of Troup's total population while Hispanic and Latino population accounts for 5.3% of the State of Georgia's population. Troup County has a smaller percentage of its adult population with a high school degree or higher or a bachelor's degree or higher. Additionally Troup has lower median and per capita incomes and higher percentages of families and individuals living below the poverty line.

Troup County has been experiencing moderate, but declining population growth in the 1970 - 2000 time frame (Figure 28). Troup's population grew 12.6 percent from 1970-1980, 11 percent from 1980-1990, and 6 percent from 1990-2000. The county's three incorporated cities, Hogansville, LaGrange, and

West Point have seen similar trends with decreasing growth rates. Two of the cities, Hogansville (-7 percent) and West Point (-4 percent), lost population from 1990-2000.

Figure 28- Troup County Historic Population Change



Source: Center for Quality Growth and Regional Development (CQGRD)

However, the five year period 2000-2005 saw an increase in residential construction in Troup County as indicated by annual residential building permit numbers provided by the county and cities and the increase in applications for DRIs (see table 12). These numbers show approximately 35 percent more residential building permits being issued county-wide in 2005 than in 2001. With the arrival of Kia and the associated job and residential growth that are expected to accompany this, the trend of increased residential construction is expected to continue.

The relative lack of density in the county and the increase in both residential and commercial building and the associated increases in population will bring growth pressures on Troup County that will affect both the social and physical character of Troup County. In order to assess the future needs of a community's social and physical environment, it is not enough to look at the present population, but to look at future projections. The following section contains projections as to population growth and demographic makeup and also for land consumption, workforce, housing and industrial makeup for Troup County. The section ends with three scenarios outlining potential outcomes if different approaches to growth are pursued.

The Future of Troup County and the Cities

The spatial planning assessment to this point has provided a descriptive assessment of many characteristics of Troup County and its cities as they have been in the past and are at the current time. With the many changes facing Troup County it is prudent to make rational assumptions about what the future holds for Troup County in terms of population, economic development, and land consumption. These assumptions will provide the planners and policy makers with guidance as they plan for the next 20-30 years.

Projections

The Context of Population Change

The factors that affect population change include demographic trends (principally age distribution and mortality rates), in- and out-migration rates, employment rates and other economic activity, housing construction, land use patterns, and regional, national and global trends. Population is also affected by factors whose impacts are not subject to easily captured quantitative measurement, such as policy decisions or impressions about the development potential of an area. The following section outlines the conditions impacting population trends in Troup County, Georgia.

Historic Population Trends

As discussed in the previous section, Troup County has been experiencing moderate, but declining population growth in the 1970 - 2000 time frame (Figure 33). Troup's population grew 12.5 percent from 1970-1980, 11 percent from 1980-1990, and 6 percent from 1990-2000. The county's three incorporated cities, Hogansville, LaGrange, and West Point have seen similar trends with decreasing growth rates. Two of the cities, Hogansville (-7 percent) and West Point (-4 percent), lost population from 1990-2000.

However, the five year period 2000-2005 saw an increase in residential construction in Troup County as indicated by annual residential building permit numbers provided by the county and cities. These numbers showed approximately 35 percent more residential building permits being issued county-wide in 2005 than in 2001. With the arrival of Kia and the associated job and residential growth that are expected to accompany this, the trend of increased residential construction is expected to continue. To explore the range of possible population growth that could accompany this growth, six projection scenarios were calculated using different assumptions about the magnitude and longevity of Troup county's future population and job growth. Between 1970 and 2000, the population of Troup County grew by 32.5 percent. Between 2000 and 2030, the expected growth in population is 50 percent or more.

Population Projection Methodology

An inter-regional cohort-component model was used to project population by age and sex for Troup County. This is a widely accepted population-projection technique that is useful for modeling areas, such as counties, where data about the components of population change are readily available.¹⁵

¹⁵ Isserman, Andrew M. (1993), "The Right People, The Right Places: Making Population Estimates with an Inter-regional Cohort Component Model." *Journal of the American Planning Association*, Vol. 59, No. 1.

The cohort-component method is in effect an accounting framework. This means that every person staying, coming into, or going out of the study area (Troup County) because of birth, death, or migration, has to be accounted for in some fashion. Each of these components—birth, death, and migration—is an independent process that changes by varying degrees, affecting differing segments of the population in different ways.

For this model, population is divided into 18 five-year age cohorts: under five, five-to-nine, 10-to-14, continuing on to 85 and older. These cohorts are further divided by gender for a total of 36 cohorts. This allows the measurement of the disaggregate effects of population change on each cohort.

This model uses the “at-risk” principle of demography. Each individual cohort has a certain risk, or probability, of a demographic event occurring for its members. This takes into account the varying probability that members of a specific cohort will experience a demographic event such as birth, death, or migration. For example, the specific birth rate for mothers age 20-24 will only be applied to females in the age 20-24 cohort since they are the only ones that have a probability, or risk, of becoming 20-24-year-old mothers.

Adherence to this “at-risk” principle requires the use of an inter-regional approach when calculating migration rates. There are two types of migrants:

- out-migrants are those who move out of the county during a specified time period, and
- in-migrants are those who move into the county from another location during a specified time period.

The migration rates for both types of migrants are calculated using 2000 census data and reflect those who have moved into and out of the county during the 1995-2000 time frame. Out-migration rates are calculated and applied to cohorts living within the specific county and in-migration rates are calculated and applied to cohorts living outside the county of interest. In other words, only those who live outside the county are “at-risk” of migrating into the county and only those who live in the county are “at-risk” of migrating out of the county in any given time period.

To account for recent trends in in-migration, building permits and/or certificates of occupancy for the years 2001-2005 are used to calibrate the model. These data, along with household size data and vacancy rates from the 2000 census, are used to calculate a target population for 2005. When this 2005 target population is higher than the cohort-component model’s 2005 population, the in-migration rates in the model are adjusted to calibrate the model to the higher 2005 population level.

In addition to migration rates, this model uses cohort-specific birth and death rates. Birth rates are calculated separately for each at-risk female age cohort beginning with those ages 10-14 through females age 50-54. Each county’s live births by age cohort by year were obtained from the State of Georgia’s published vital statistics. To help control for fluctuations that might occur, the number of live births in the target county by each cohort is averaged over the three years (1999, 2000, and 2001), then divided by the cohort’s total population to get the birth rate for that cohort. Georgia vital statistics are also used to determine the proportion of females and males born in each county for the same time period. Death rates are calculated in the same manner as birth rates, using Georgia vital statistics, and are applied to all age cohorts.

Using the female 20-24-year-old cohort as an example, figure 29 illustrates how the model moves through each time period. A certain number of the cohort currently residing in the county will survive

and stay throughout the five-year time period and will become part of the 25-to-29 age cohort in the year 2005. Those stayers will give birth to a certain number of boys and girls, who will become part of the under-five cohort for their gender in 2005. A certain number of the 20-24-year-old cohort will survive, but move out of the county along with any children to which they give birth in that time period. Additionally, there will be a certain number of the 20-24-year-old female cohort residing in the rest of the United States that will move into the county during the five-year time period. Those new residents will give birth to a certain number of boys and girls which will become part of the under-five age cohort for their gender in 2005.

Figure 29- Conceptual Illustration of the Cohort-Component Population Projection Method

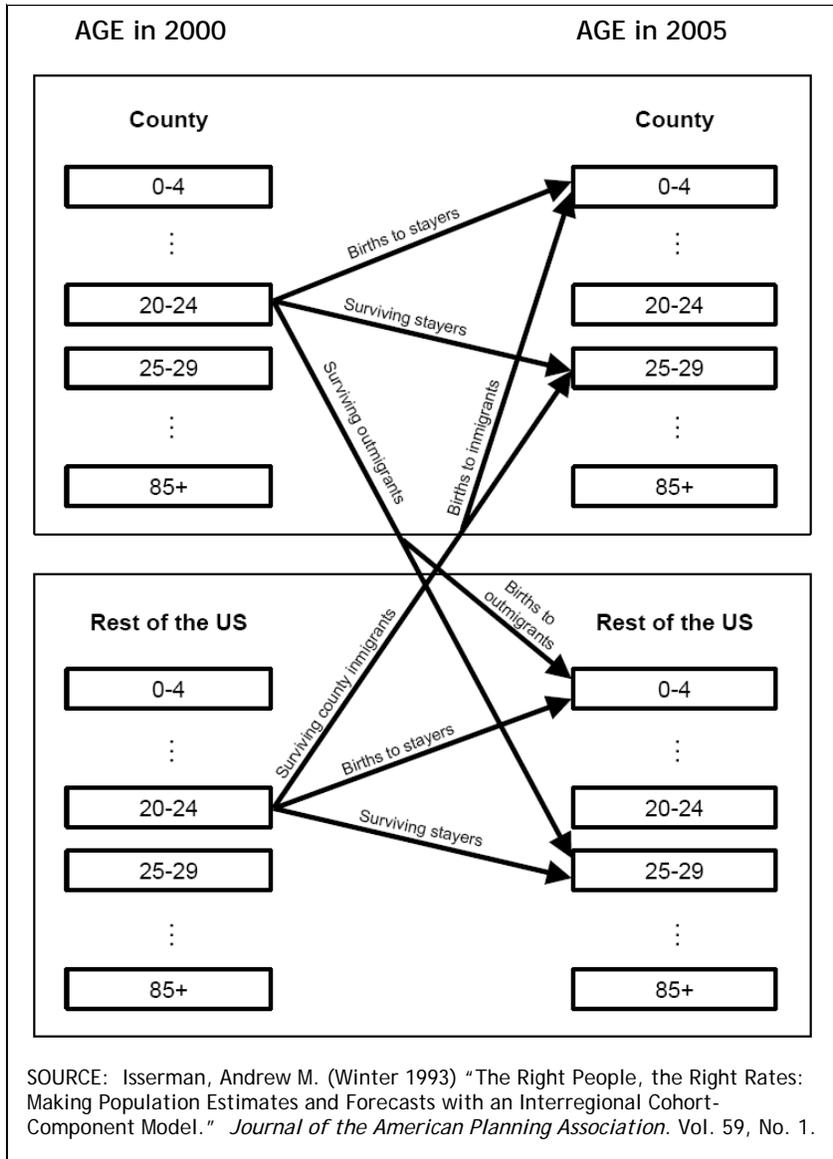
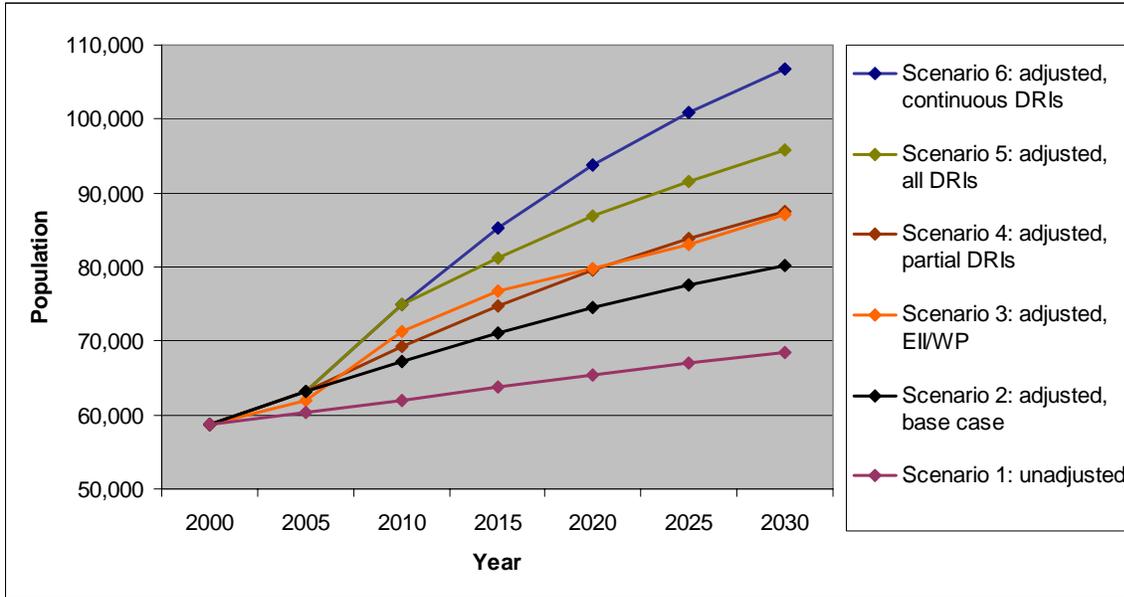


Figure 30 shows the results of the six population projection scenarios run for Troup County, and the detailed results of each scenario are presented in table 20. Each of the scenarios is explained in the following section. The six scenarios illustrate a range of possible outcomes that can be expected for Troup County over the next 25 years.

Figure 30- Troup County Population Scenarios



Source: Center for Quality Growth and Regional Development (CQGRD)

Table 20- Population Projection Scenarios

SCENARIOS	2000	2005	2010	2015	2020	2025	2030
Scenario 1: unadjusted	58,779	60,360	61,970	63,755	65,442	66,957	68,438
Scenario 2: adjusted, base case	58,779	63,214	67,229	71,084	74,531	77,564	80,292
Scenario 3: adjusted, EI ² /WP	58,779	62,015	71,281	76,681	79,795	83,141	87,094
Scenario 4: adjusted, partial DRIs	58,779	63,214	69,250	74,806	79,660	83,873	87,556
Scenario 5: adjusted, all	58,779	63,214	75,030	81,313	86,926	91,546	95,761

SCENARIOS	2000	2005	2010	2015	2020	2025	2030
DRIs							
Scenario 6: adjusted, continuous DRIs	58,779	63,214	75,030	85,218	93,717	100,875	106,823

Source: Center for Quality Growth and Regional Development (CQGRD)

Scenario 1: Un-adjusted Model

This scenario uses the original population projection model as described above. This model relies on Census data, which only tracks population trends from 2000 and earlier. Scenario 1 assumes that historic population trends will continue through 2030.

Scenario 2: Adjusted Model, base case

Additional Data: Local Residential Building Permits (2001-2005)

This is our “base case” scenario. It begins with the original model described in the methodology, but the in-migration rate is adjusted to account for residential construction (as tracked in local building permits) that has taken place in the 2001-2005 time period. This adjustment results in a 2005 population estimate of 63,214 (the 2006 Census population estimate for Troup County is 63,245). This more recent migration trend is then projected forward.

Scenario 3: Adjusted Model, EII/WP

Additional Data: Woods and Poole population forecasts 2005 - 2030, Enterprise Innovation Institute (EI²) economic impact assessment

This scenario is based on potential job growth in the county rather than by potential growth in housing stock and associated in-migration rates. The EI² economic impact assessment provides an estimate of the additional population that can be expected based on the arrival of the Kia plant, associated suppliers and other economic development. For this model, the Woods and Poole forecasts¹⁶ were used as the baseline population and the EI² population numbers were added in the years 2010 - 2030.

Scenario 4: Adjusted Model, partial DRIs

Additional Data: Developments of Regional Impact Data

This scenario assumes that HALF of the residential units currently described in all area Developments of Regional Impact (DRI) applications will be built (approximately 2,545 residential units) between 2005 and 2010. After 2010, the model reverts to the migration rate established in the base case (Scenario 2).

¹⁶ Population forecasts from Woods and Poole Economics, Inc. (WP) 2006 CEDDS were used in these calculations. WP is a firm that specializes in long-term county economic and demographic projections. WP's population forecasts are derived from their county level employment forecasts.

Scenario 5: Adjusted Model, all DRIs

Additional Data: Developments of Regional Impact Data

This scenario assumes that ALL of the residential units currently described in all area DRI applications will be built (approximately 5,090 residential units) between 2005 and 2010. From 2010 to 2030, the model uses an adjusted migration rate. This new migration rate is calculated by averaging the migration rate established in the base case (Scenario 2) and a migration rate based on the build out of all current DRIs.

Scenario 6: Adjusted Model, DRI continuous

Additional Data: Developments of Regional Impact Data

This scenario assumes that ALL of the residential units currently described in all area DRI applications will be built (approximately 5,090 residential units) between 2005 and 2010. This scenario assumes that all new units will be inhabited by new residents during the 2005-2010 time period. This rate of growth is continued through 2030.

While the six scenarios show a range of possible outcomes, scenario 4 will be used for the remaining analysis due to the fact that it is in the middle of the range of values. Additionally, the fact that scenarios 3 and 4 are close in value is important because scenario 3 is adjusted based on economic development projections and supports the level of adjustment used in scenario 4 strengthening the validity these middle of the road scenarios.

Table 21 shows the breakdowns for age and gender for scenario 4 which was the middle scenario and figure 31 shows that growth in the adult population segments, and especially in the 65 and older population group, is outpacing the other age groups. This demographic change has implications on Troup County with regards to what types of services and amenities, both public and private, will be needed to serve an older population.

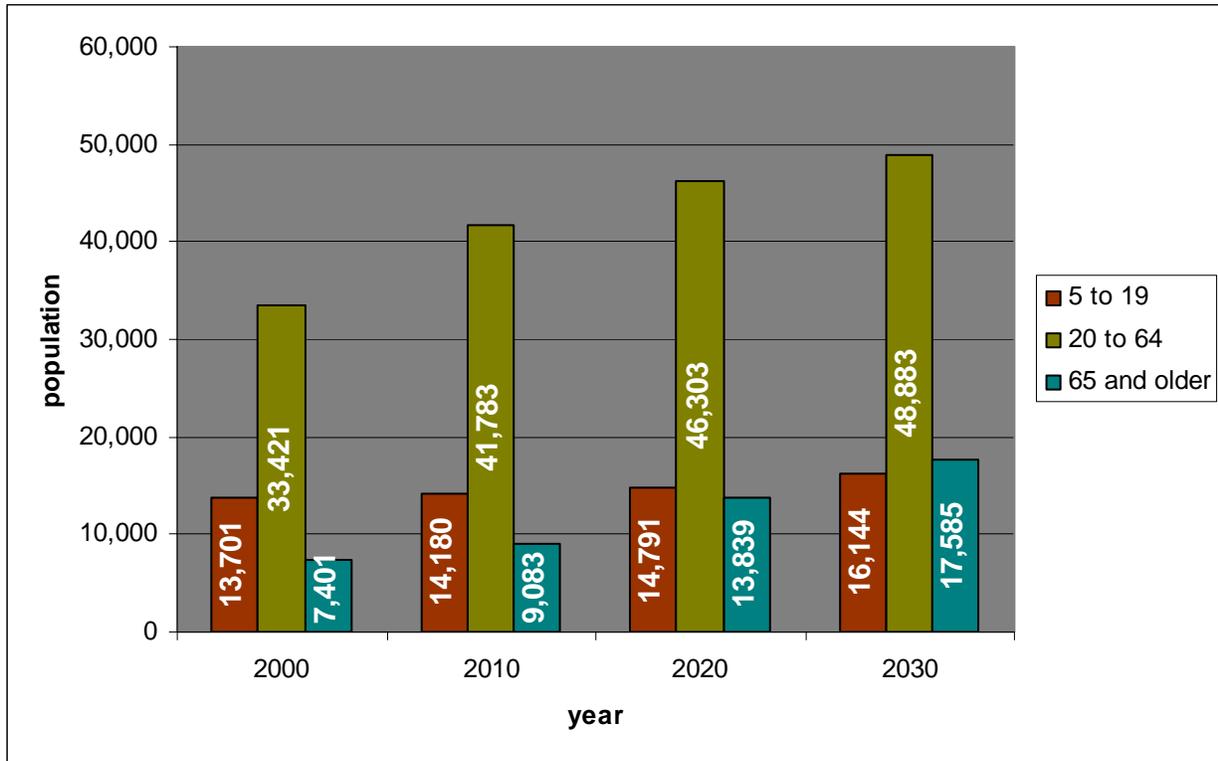
Table 21- Age and Gender Details of Population Scenario 4

Age	2000			2005			2010			2015		
	Male	Female	Total									
Under 5	2,123	2,133	4,256	1,869	2,051	3,921	2,003	2,200	4,203	2,221	2,401	4,621
5 - 9	2,433	2,298	4,731	2,107	2,119	4,226	1,855	2,038	3,893	1,988	2,185	4,173
10 - 14	2,377	2,292	4,669	2,640	2,452	5,092	2,498	2,420	4,918	2,331	2,387	4,718
15 - 19	2,171	2,130	4,301	2,525	2,395	4,920	2,794	2,575	5,369	2,715	2,584	5,299
20 - 24	1,925	1,893	3,818	2,164	2,167	4,330	2,497	2,452	4,949	2,656	2,567	5,223
25 - 29	1,915	1,998	3,913	2,024	2,012	4,036	2,256	2,291	4,547	2,456	2,491	4,948
30 - 34	1,973	2,103	4,076	2,005	2,035	4,040	2,200	2,157	4,357	2,385	2,376	4,761
35 - 39	2,044	2,274	4,318	2,193	2,285	4,478	2,297	2,308	4,605	2,507	2,458	4,965
40 - 44	2,134	2,270	4,404	2,158	2,351	4,509	2,313	2,403	4,716	2,407	2,431	4,838
45 - 49	2,080	2,193	4,273	2,244	2,361	4,605	2,288	2,449	4,737	2,390	2,470	4,860
50 - 54	1,812	1,932	3,744	2,222	2,326	4,548	2,442	2,552	4,994	2,433	2,580	5,013
55 - 59	1,301	1,345	2,646	1,873	1,997	3,869	2,342	2,458	4,801	2,529	2,655	5,184
60 - 64	1,020	1,209	2,229	1,394	1,451	2,845	1,968	2,111	4,078	2,395	2,542	4,936
65 - 69	839	1,115	1,954	975	1,201	2,175	1,377	1,521	2,898	1,846	2,107	3,954
70 - 74	707	1,160	1,867	749	1,102	1,851	916	1,262	2,178	1,274	1,602	2,876
75 - 79	584	934	1,518	552	983	1,535	611	985	1,596	746	1,140	1,885
80 - 85	363	752	1,115	396	738	1,134	392	788	1,180	432	801	1,233
85 +	209	738	947	263	836	1,099	312	921	1,232	329	989	1,318
Total	28,010	30,769	58,779	30,353	32,861	63,214	33,358	35,891	69,250	36,040	38,766	74,806

Age	2020			2025			2030		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Under 5	2,258	2,470	4,728	2,287	2,528	4,815	2,344	2,600	4,945
5 - 9	2,204	2,385	4,589	2,241	2,454	4,695	2,269	2,512	4,781
10 - 14	2,474	2,538	5,012	2,671	2,719	5,390	2,726	2,796	5,522
15 - 19	2,608	2,582	5,190	2,757	2,734	5,491	2,939	2,902	5,841
20 - 24	2,637	2,607	5,244	2,590	2,631	5,221	2,730	2,779	5,509
25 - 29	2,500	2,530	5,031	2,547	2,608	5,155	2,569	2,665	5,234
30 - 34	2,523	2,517	5,040	2,511	2,508	5,020	2,598	2,615	5,214
35 - 39	2,675	2,656	5,331	2,786	2,772	5,558	2,742	2,734	5,476
40 - 44	2,621	2,595	5,216	2,777	2,777	5,555	2,872	2,879	5,751
45 - 49	2,479	2,501	4,980	2,695	2,674	5,369	2,845	2,847	5,692
50 - 54	2,497	2,579	5,076	2,584	2,615	5,199	2,808	2,799	5,608
55 - 59	2,486	2,641	5,126	2,524	2,625	5,149	2,610	2,664	5,274
60 - 64	2,549	2,709	5,258	2,478	2,658	5,136	2,494	2,631	5,125
65 - 69	2,208	2,503	4,712	2,330	2,646	4,977	2,250	2,574	4,824
70 - 74	1,666	2,124	3,790	1,975	2,491	4,466	2,075	2,613	4,688
75 - 79	1,026	1,449	2,475	1,314	1,863	3,177	1,547	2,165	3,712
80 - 85	528	937	1,465	720	1,195	1,915	904	1,494	2,398
85 +	359	1,038	1,397	424	1,163	1,587	551	1,412	1,963
Total	38,300	41,361	79,660	40,213	43,661	83,873	41,875	45,681	87,556

Source: Center for Quality Growth and Regional Development (CQGRD)

Figure 31- Increasing Older Adult Population



Source: Center for Quality Growth and Regional Development (COGRD)

Job Projections

The addition of the KIA plant in Troup County will have an effect not only on the makeup of the population and built environment, but it will change the economic environment as well with This following section is a summary of the companion report from EII, *Preparing for the Future in Troup County, Georgia: Business Development Assessment*.

Troup County’s fastest growing industries are finance and insurance, transportation, warehousing, and health and social services. These occupations have the fastest paced projected job growth from 2004 to 2014. Beyond these, the need for network systems and data communication analysts are anticipated to grow significantly, as are truck drivers, pre-school teachers, cement masons, medical assistants, and certain textile-related occupations. Creative class jobs appear to be another source of opportunity for West Georgia. These jobs are particularly advantageous because human capital is their main input and they are often of a high wage nature. Given the projected growth of professional, scientific, and technical industries due to Kia, these jobs will likely only grow in demand for qualified workers. Prior to the announcement of Kia, projections were provided for growth from 2002 to 2012, and such jobs were projected to expand by 15.1 percent from 54,870 to 63,160, yielding 8,290 net new jobs (Table 22).

Table 22 - Net New Job Growth in Creative Class Occupations for West Georgia Region

Creative Class Occupation	Net New Jobs 2002-2014
Sales and related (SOC 41-0000)	2,362
Education, training, library (SOC 25-0000)	1,722
Healthcare practitioners, technical (SOC 29-0000)	1,342
Management (SOC 11-0000)	1151
Business and financial operations (SOC 13-0000)	533
Computer and mathematical (SOC 15-0000)	488
Life, physical, and social science (SOC 19-0000)	39
Arts, design, entertainment, sports, media (SOC 27-0000)	69
Architecture and engineering (SOC 17-0000)	90
Legal (SOC 23-0000)	33
TOTAL	7,829

Source: Georgia Department of Labor

When considering future workforce demands, it is imperative to examine where the economy is going generally, but, even more so for Troup County given Kia and its suppliers. When fully staffed with an estimated 2,500 employees, Kia is expected to employ workers in the areas of general production (stamping, assembly, body, paint), maintenance (mechanical, electrical, and tool & dye technicians), and office (administration, accounting, human resources, communications, etc.). While the majority of jobs are expected to be of a production nature, it is estimated that approximately 10 percent will be in the maintenance area and another 15 to 20 percent will be office-related. A small fraction of staffing needs is reported to be of an engineering nature in the areas of mechanical, industrial design, facility, electrical, robotics / conveyer systems, and construction.

Economic Impact Results

The following tables summarize the results from the economic impact analysis done by EII for this project. Detailed results of this analysis can be found in *Preparing for the Future in Troup County, Georgia: Business Development Assessment*. Table 23 shows job impacts for each county, which include construction, direct, and multiplier jobs. The job figures show cumulative jobs in each year. Although all new direct jobs stop after 2010 which is phase IV of the schedule, the indirect and induced jobs continue into 2012 due to our assumption of a three-year lag for all multiplier impacts to be completed.

Table 23 - County-Level Impacts - Jobs

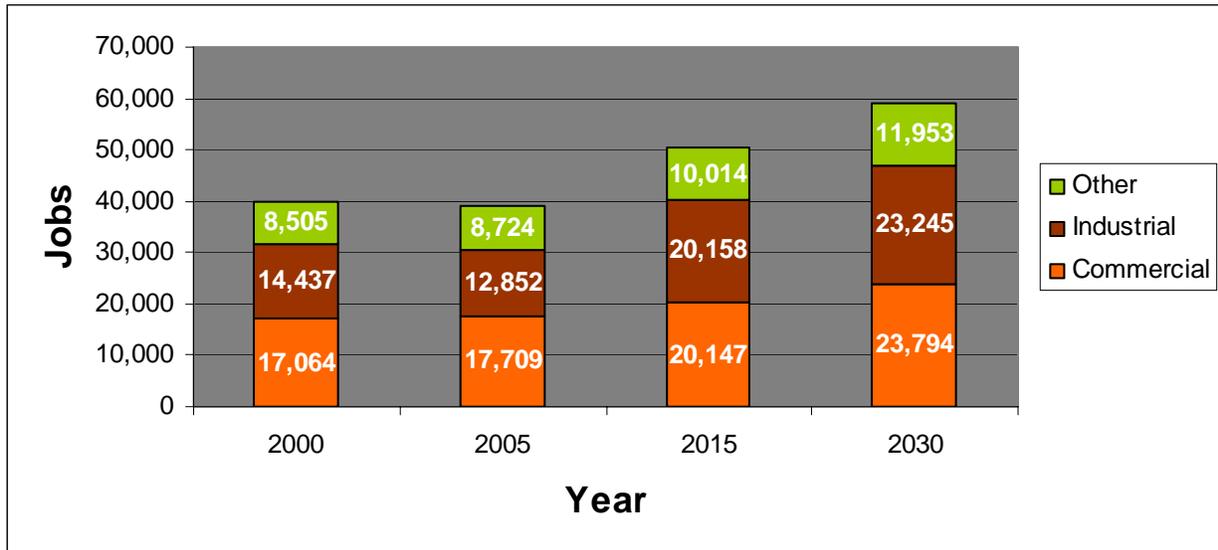
COUNTY	2007	2008	2009	2010	2011	2012
Chambers, AL	30	822	1,874	2,304	2,628	2,777
Lee, AL	13	395	1,066	1,756	2,381	2,743
Randolph, AL	6	132	333	471	573	625
Coweta, GA	3	61	245	554	837	1,006
Harris, GA	12	323	853	1,413	1,911	2,225

COUNTY	2007	2008	2009	2010	2011	2012
Heard, GA	15	228	756	1,434	1,958	2,178
Meriwether, GA	9	240	631	964	1,252	1,405
Muscogee, GA	11	349	916	1,434	1,908	2,170
Troup, GA	79	1,662	3,908	4,688	5,226	5,478
REGIONAL TOTAL	179	4,211	10,582	15,017	18,674	20,606

Source: Enterprise Innovation Institute

Figure 32 shows the growth of jobs that can be expected in Troup County by 2030. This growth in jobs will be economically beneficial for Troup, but will also increase demand for new housing and will lead to increases in traffic levels, especially near large new residential and commercial developments.

Figure 32 - Job Projections by Type, 2000-2030

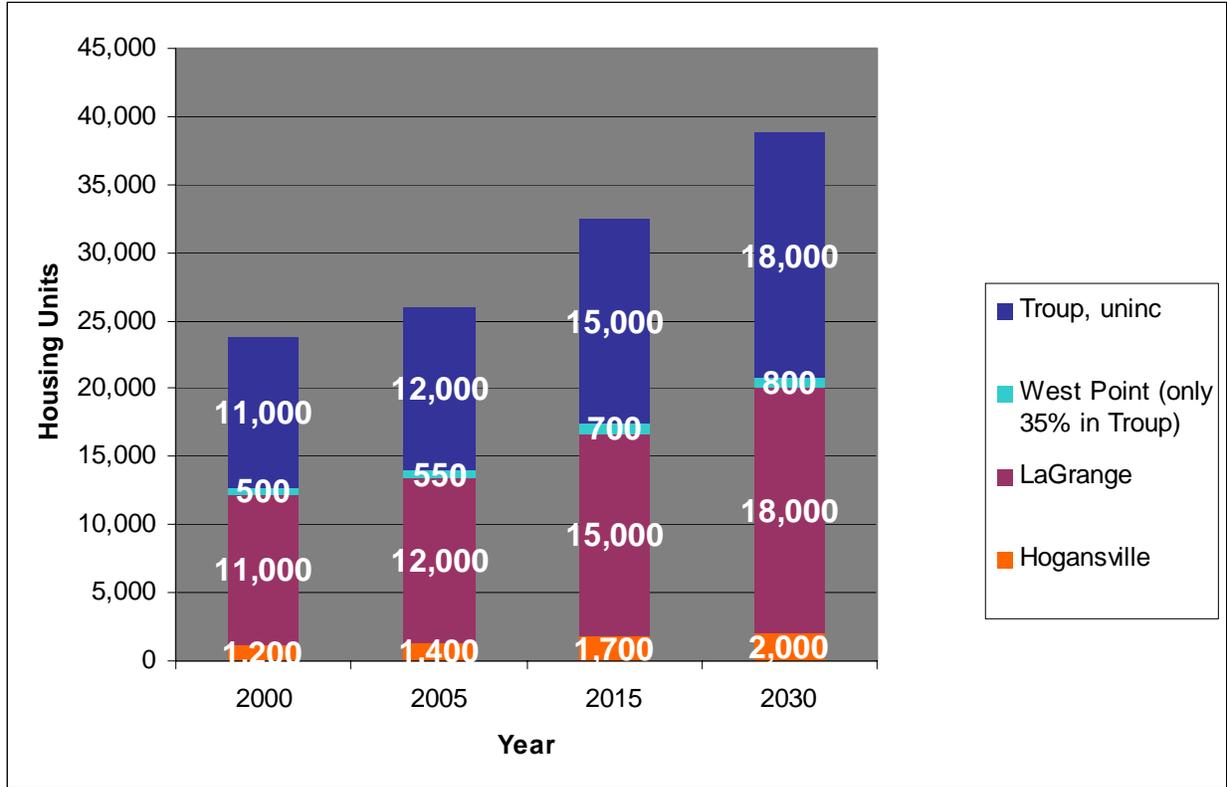


Source: EII, Woods and Poole

Housing Supply Needs

Figure 33, below, shows the housing supply that will be needed to accommodate future projected growth in Troup County. The greatest needs, as can be seen in the chart, will be in LaGrange and in unincorporated Troup County. There will be the need for a net increase of approximately 15,000 housing units by the year 2030. As shown in a previous section, there are approximately 15,500 housing units in developments currently in the DRI process slated to be built over the next 20 years.

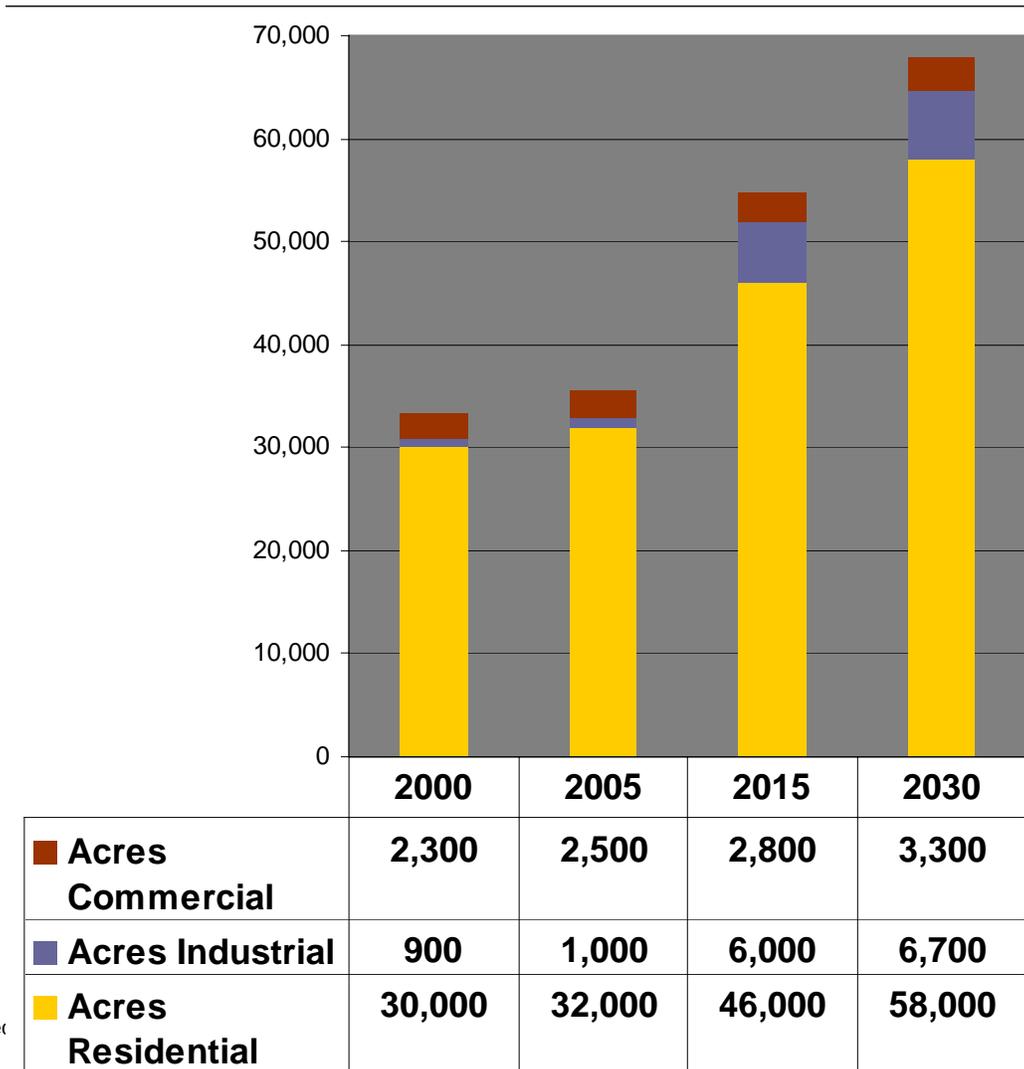
Figure 33 - Projected housing needs in Troup County 200-2030



Source: Census Bureau, CQGRD Population Projections

The addition of jobs and population to Troup County over the next 20-25 years will result in additional land consumption. Figure 34, below, shows the projected demand for developed acres, using forecasting population and economic growth in Troup County to 2030. The analysis suggests that to meet the needs of 2030 with the current housing densities, approximately 33,000 additional acres will have to be developed, the majority of them for residential purposes. As the land suitability analysis conducted earlier in this report shows, there is plenty of land available and suitable for development. However, how and where this land is ultimately developed will have ramifications on traffic congestion, infrastructure provision, environmental impact, and social and community issues.

Figure 34 - Acres Needed for Future Troup Development



Source: Get

Scenarios

The following is a comparison of three scenarios for future growth in Troup County to 2030. Each scenario assumes a different pattern of growth and development and tracks the potential consequences in terms of population density and land use changes. As will be seen, different assumptions about growth lead to very different future land-use patterns. These scenarios are based on estimates of future conditions and should be used as a guide as to the magnitude of change that can be expected.

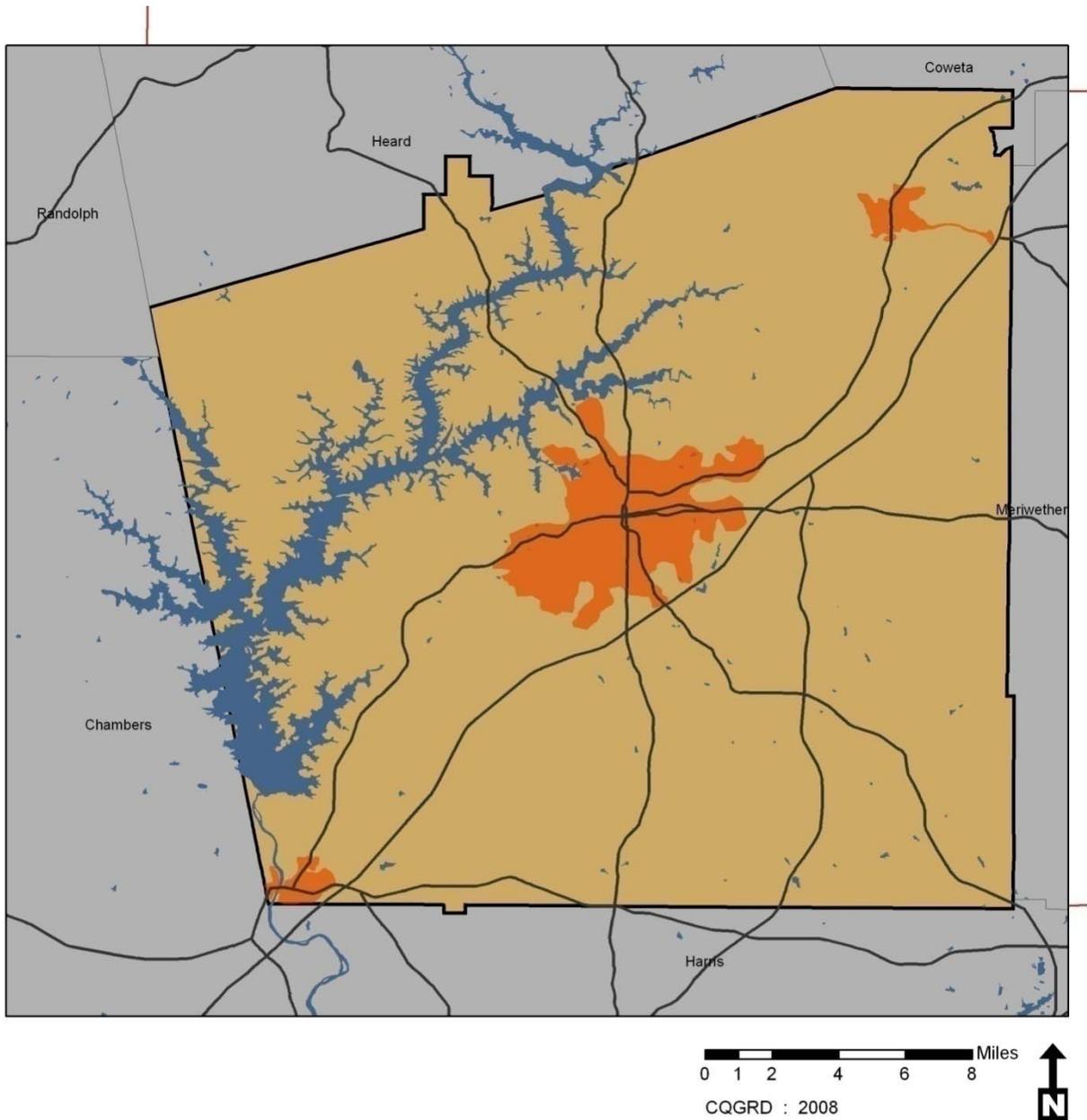
The three scenarios that were created are as follows:

- Scenario 1: Status quo growth patterns with existing densities.
- Scenario 2: Assumes population shifts to existing cities and residential densities are lower in unincorporated Troup County.
- Scenario 3: Assumes that the existing cities retain their current proportion of population and maintain their density, but the unincorporated land gets divided into low density development (to maintain rural character) and emerging nodes are created with densities similar to the existing cities.

Scenario 2 was chosen as the preferred scenario by the leadership team. It was preferred that new growth occur adjacent to the existing cities and that steps are taken to preserve the rural character of the unincorporated areas of the county.

Each of the scenarios are described below and each one has a map depicting how the cities might grow to accommodate this growth. Each of the scenarios provides a conservative, middle-of-the-road, and high estimate. These estimates are on the 2030 population scenarios 2 (80,292), 4 (87,556), and 6 (106,823) presented earlier in this report in Table 20. The map in figure 35 shows an approximation of the current extent of urbanized lands around the cities.

Figure 35 - Current Urbanized Land



Scenario 1 assumes that historic growth, development, and settlement patterns will continue into the future. Table 24 shows the amount of newly urbanized land that can be expected in each of the separate jurisdictions and table 25 shows the percentage increase in urbanized land throughout the county. With a middle-of-the road estimate, it is expected that the percentage of urbanized land in Troup County will increase by 7.9% to 17%.

Table 24 - Troup County Future Development - Scenario 1

	conservative estimate	middle-of-the-road estimate	high estimate
Troup County Total Area*	285,414	285,414	285,414
SUBTRACT Land Already Developed**	26,326	26,326	26,326
SUBTRACT Land Unsuitable for Development***	39,463	39,463	39,463
Land Available for Development	219,625	219,625	219,625
SUBTRACT Land Needed for New Development through 2030 (existing densities)****	18,461	22,459	33,030
SUBTRACT Land Needed for Public Dedication through 2030	2,769	3,369	4,955
Remaining Land, 2030	198,395	193,797	181,640
<hr/>			
Total Land Developed, 2005-2030	21,230	25,828	37,985
in and around Hogansville	549	663	965
in and around LaGrange	4,506	4,879	5,865
in and around West Point	3,130	3,153	3,214
in unincorporated Troup	13,045	17,133	27,939

* US Census Bureau, ** 2001 Land Cover Data, ***CQGRD land suitability analysis, ****Based on CQGRD population projections, Woods and Poole, Inc. and EII employment projections

Table 25 - Change in Urbanized Land - Scenario 1

Percentage of Land Area Urbanized			
	conservative estimate	middle-of-the-road estimate	high estimate
total urbanized, 2005	9.2%	9.2%	9.2%
newly urbanized, 2005-2030	6.5%	7.9%	11.6%
total urbanized, 2030	15.7%	17.1%	20.8%

Figure 36 - Scenario 1 - 2030

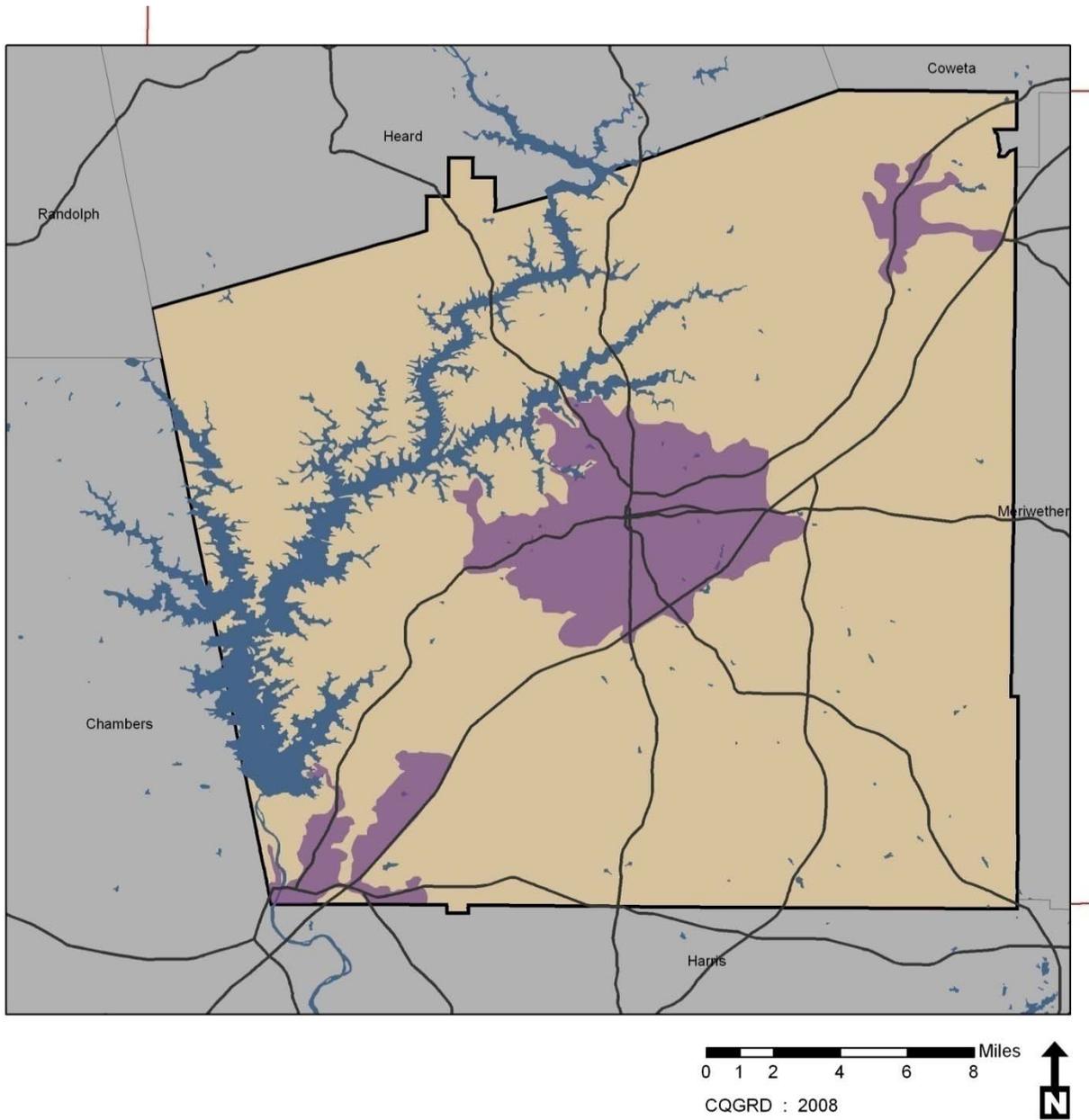


Figure 36 shows the potential growth of the cities under scenario 1.

In scenario 2, it is assumed that a greater portion of future population will shift to the denser incorporated areas of Hogansville, LaGrange, and West Point and that the unincorporated areas will decrease their residential density. Table 26 shows the amount of newly urbanized land that can be expected in each of the separate jurisdictions and table 27 shows the percentage increase in urbanized land throughout the county. With a middle-of-the road estimate, it is expected that the percentage of urbanized land in Troup County will increase by 7.8% to 17%. While this is similar to the increase in scenario 1, Table 26 shows that fewer acres (14,900 in scenario 2 vs. 17,100 in scenario 1) will be developed in unincorporated areas under the conditions shown in scenario 2. This analysis was done assuming that the densities in the cities will remain the same. An increase in densities within the cities could result in fewer acres in unincorporated Troup County becoming urbanized.

Table 26 - Troup County Future Development - Scenario 2

	conservative estimate	middle-of-the-road estimate	high estimate
Troup County Total Area*	285,414	285,414	285,414
SUBTRACT Land Already Developed**	26,326	26,326	26,326
SUBTRACT Land Unsuitable for Development***	39,463	39,463	39,463
Land Available for Development	219,625	219,625	219,625
SUBTRACT Land Needed for New Development through 2030****	18,206	22,181	32,690
SUBTRACT Land Needed for Public Dedication through 2030	2,731	3,327	4,903
Remaining Land, 2030	198,689	194,117	182,032
Total Land Developed, 2005-2030	20,936	25,508	37,593
in and around Hogansville	1,435	1,630	2,146
in and around LaGrange	4,901	5,310	6,391
in and around West Point	3,552	3,614	3,777
in unincorporated Troup	11,048	14,954	25,280

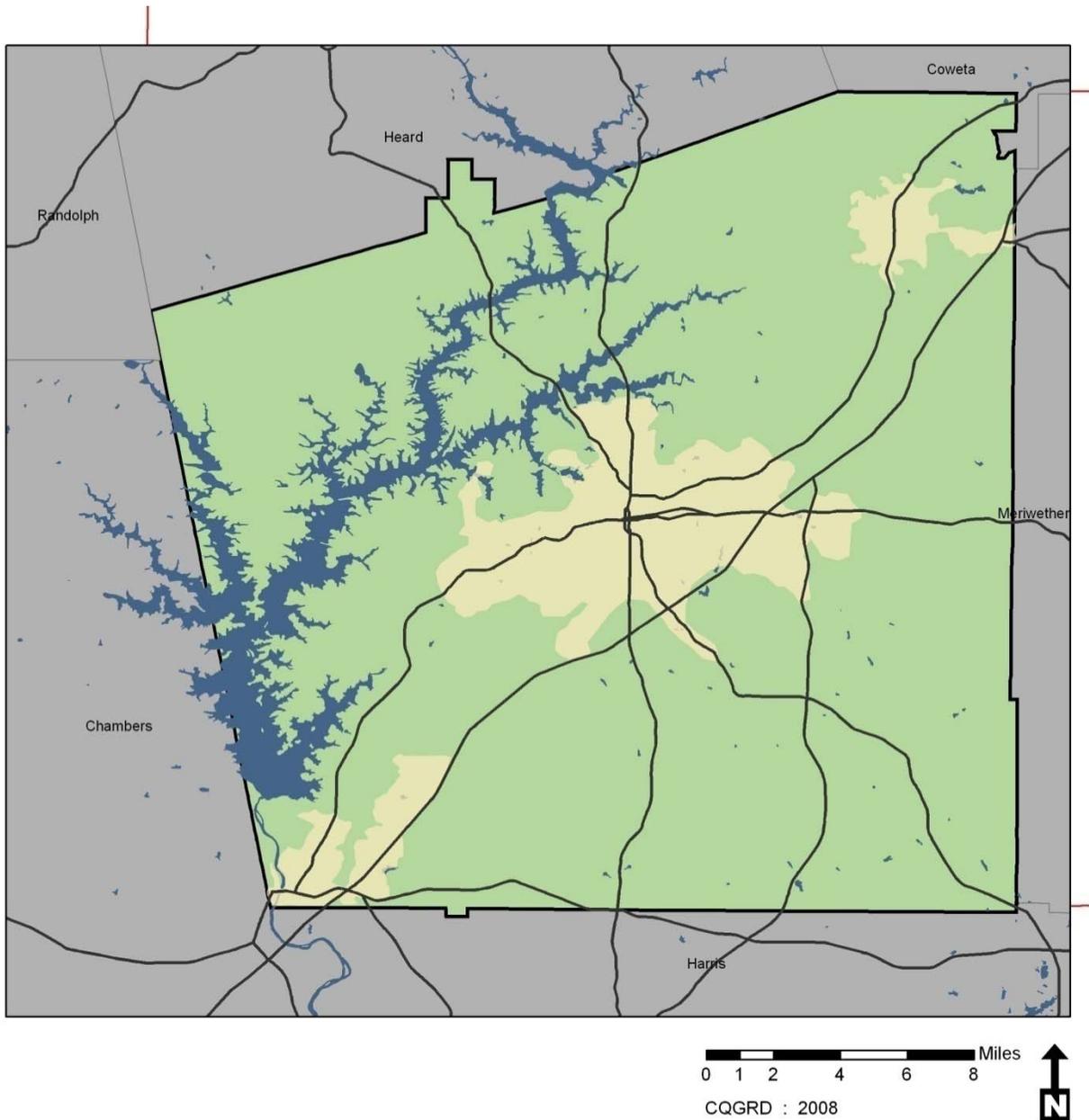
* US Census Bureau, ** 2001 Land Cover Data, ***CQGRD land suitability analysis, ****Based on CQGRD population projections, Woods and Poole, Inc. and EII employment projections

Table 27 - Change in Urbanized Land - Scenario 2

Percentage of Land Area Urbanized			
	conservative estimate	middle-of-the-road estimate	high estimate
total urbanized, 2005	9.2%	9.2%	9.2%
newly urbanized, 2005-2030	6.4%	7.8%	11.5%
total urbanized, 2030	15.6%	17.0%	20.7%

Figure 37 shows the potential growth of the cities under scenario 2. It shows the cities boundaries expanding more than in either scenario 1 or 3.

Figure 37 - Scenario 2 - 2030



In scenario 3 it is assumed that the existing cities retain their same proportion of population and maintain their density, but the unincorporated areas in the county gets divided into low density development (to maintain rural character) and emerging nodes with densities similar to the existing cities. Table 28 shows the amount of newly urbanized land that can be expected in each of the separate jurisdictions and table 29 shows the percentage increase in urbanized land throughout the county. With a middle-of-the road estimate, it is expected that the percentage of urbanized land in Troup County will increase by 5.8% to 15%. The total increase in urbanized land is less than in either scenario's 1 or 2 and most of the increase in newly urbanized land in the county will be concentrated in new centers. Figure 38 shows the potential growth of cities and the emergence of new centers in scenario 3.

Table 28 - Troup County Future Development - Scenario 3

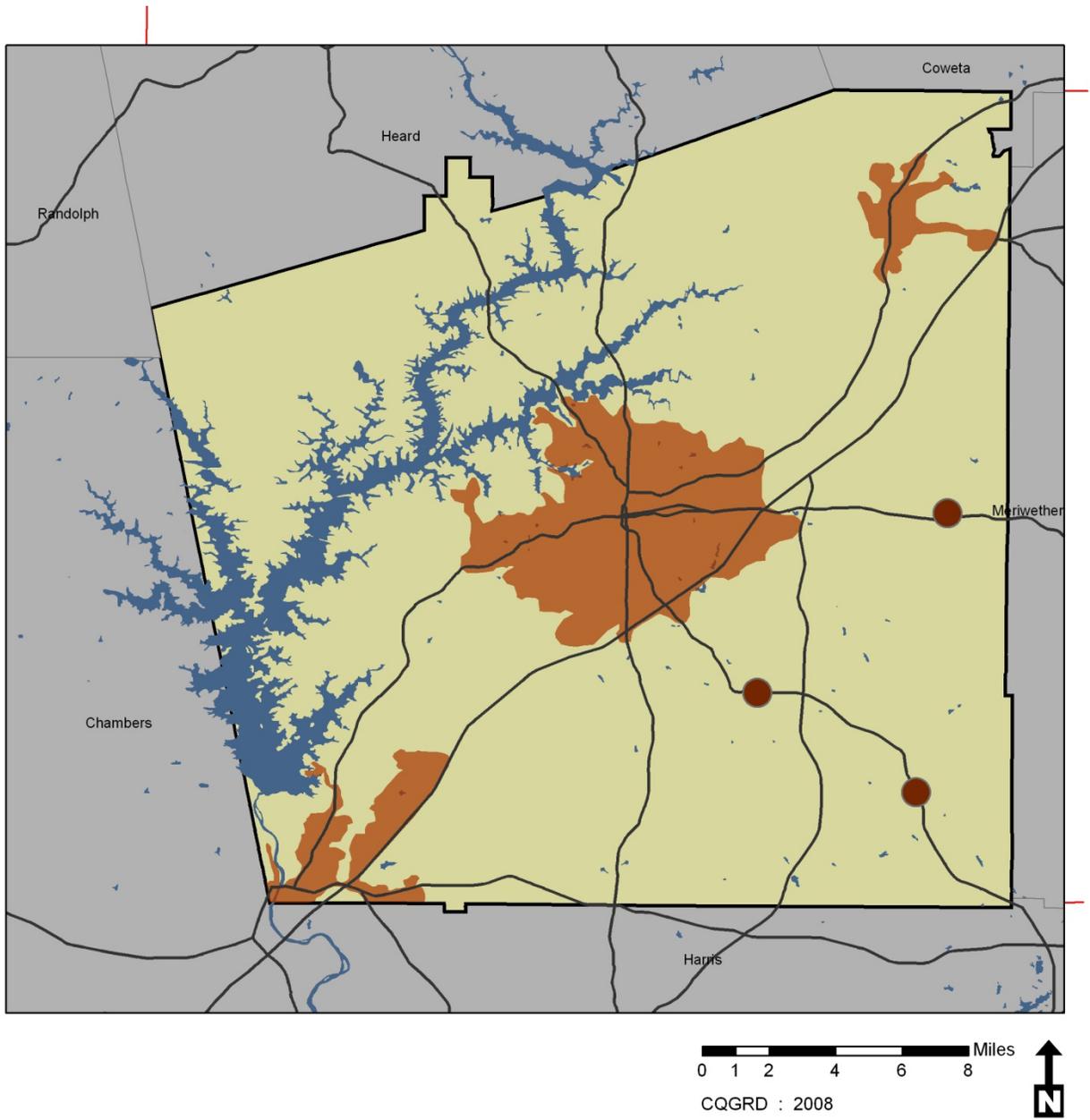
	conservative estimate	middle-of-the-road estimate	high estimate
Troup County Total Area*	285,414	285,414	285,414
SUBTRACT Land Already Developed**	26,326	26,326	26,326
SUBTRACT Land Unsuitable for Development***	39,463	39,463	39,463
Land Available for Development	219,625	219,625	219,625
SUBTRACT Land Needed for New Development through 2030****	13,038	16,542	25,808
SUBTRACT Land Needed for Public Dedication through 2030	1,956	2,481	3,871
Remaining Land, 2030	204,632	200,601	189,946
Total Land Developed, 2005-2030	14,993	19,024	29,679
in and around Hogansville	549	663	965
in and around LaGrange	4,587	4,967	5,972
in and around West Point	3,130	3,153	3,214
in unincorporated Troup (70% dispersed, 30% in emerging centers)	6,728	10,241	19,527

* US Census Bureau, ** 2001 Land Cover Data, ***CQGRD land suitability analysis, ****Based on CQGRD population projections, Woods and Poole, Inc. and EII employment projections* US Census Bureau, ** 2001 Land Cover Data, ***CQGRD land suitability analysis, ****Based on CQGRD population projections, Woods and Poole, Inc. and EII employment projections

Table 29 - Change in Urbanized Land - Scenario 3

Percentage of Land Area Urbanized			
	conservative estimate	middle-of-the-road estimate	high estimate
total urbanized, 2005	9.2%	9.2%	9.2%
newly urbanized, 2005-2030	4.6%	5.8%	9.0%
total urbanized, 2030	13.8%	15.0%	18.3%

Figure 38- Scenario 3 - 2030



CONCLUSIONS AND RECOMMENDATIONS

The Well Planned Community requires the careful and deliberate consideration of existing conditions, community vision and goals, and future challenges and opportunities. This report along with all of the reports in this project *Preparing for the Future in Troup County, GA* are part of a collective effort to imagine the future of Troup County and to translate the results into priorities for infrastructure investment, private investment, conservation, and supporting land use regulations.

While several observations and recommendations are provided for this goal, they are closely tied to those associated with all the other goals for a holistic approach to create a sustainable and desirable future for Troup County and the cities.

OBSERVATION:	Troup County and the cities will experience significant employment and residential growth in the next 25 years, unlike the population and job trends of the past 20 years.
STRATEGY:	Troup County and the cities should take an adaptive planning approach to accurately predict and respond to changing needs and conditions.
STRATEGIC GOAL(S):	The Well Planned Community The Quality Governance Community
REFERENCE(S):	A Spatial Strategy for Sustainability

While community stakeholders and leaders alike welcome this growth, they have also expressed a strong desire to maintain the high quality of life and “small town” character of the area. To achieve this vision, the county and cities must continue to track and adapt to population growth.

The Troup County Leadership Team should identify appropriate indicators that describe the qualities of the community to preserve and enhance during implementation of the strategic plan. Using current data, update the indicators annually to measure progress and any degeneration. Indicators may assess both physical and social conditions. For example, the communities may choose to measure the number of acres developed and redeveloped, acres of socially and environmentally important areas newly protected from development or secured for public use, or the ratio of population living in incorporated areas versus unincorporated areas. Social indicators may measure citizen involvement in volunteer and community groups, voter participation, or attendance at local government meetings.¹⁷

Troup County and the cities should collaborate on annual population estimates. Consider developing a shared methodology for tracking population change that would:

- Use building permit, housing vacancy, utility hook up, and school enrollment data, to estimate current population for each city and the unincorporated area. The estimate can be used to test earlier population projections and to determine when new population projections are needed.

¹⁷ See *Preparing for the Future in Troup County, Georgia: Sustainable Development Report Card*.

- Map the location of significant population and employment growth across all jurisdictions to access potential cumulative impacts; for example, schools, traffic, utilities, and recreational facilities.
- Share results with all government departments, schools, utilities, public services, and other programs and institutions to encourage them to make adequate plans to serve future needs.
- Reexamine future land use plans to ensure that adequate land is designated for future residential needs. Use acres available for redevelopment to reduce the number of Greenfield acres needed for new housing. Keep in mind that an oversupply of residential areas in the future land use plan increases the likelihood of potentially costly leap-frog development (new development that is not adjacent to existing development), likewise an undersupply of land available for residential development can result in an unnecessary increase in housing prices.

The strategic plan, as well as other plans of the cities, county, development authorities, utilities, schools, and local institutions, should be reviewed annually to address unexpected trends and make necessary amendments. Since it is difficult to predict the consequences of the county’s economic growth, it will be important to take an incremental approach that can be adapted as policies and processes are tested over time, but remains true to the community’s vision and goals.

OBSERVATION:	There is a substantial amount of undeveloped land throughout Troup County that is relatively suitable for urbanization, yet community stakeholders and elected officials have expressed a vision to concentrate future development in and around the cities to take advantage of available infrastructure and prevent sprawling development and its associated ills.
STRATEGY:	Explore officially adopting a vision and supporting policies to direct new development to areas in and adjacent to the cities where existing or planned infrastructure capacity is available.
STRATEGIC GOAL(S):	The Well Planned Community The Environmental Steward Community The Quality Governance Community
REFERENCE(S):	A Spatial Strategy for Sustainability Redevelopment Assessment The View From Community Stakeholders

As the suitability analysis shows,¹⁸ there are over 63,000 acres of land that are highly suitable or suitable for new development in Troup County. This far exceeds the land needs for population and job growth over the next 25 years; therefore, it is important to articulate and officially adopt a community vision for growth, one that provides a geographic and temporal sense, as well as a design character, of preferred development. A coordinated and complementary vision among the jurisdictions is important, because the impacts of development decisions cross jurisdictional boundaries.

Troup County and the cities should use their comprehensive planning processes to articulate and formally adopt this vision of concentrated cities. The county's current comprehensive planning process is beginning to outline this vision, which must reflect and be reflected in the plans and policies of the cities to be effective. The areas for new development depicted in the character area maps should reflect development needs based on population and employment projections. As suggested in an earlier recommendation, oversupply of land for development can result in premature conversion of rural and agricultural lands to urban areas.

For subsequent comprehensive plan updates, Troup County and the cities should consider a joint or coordinated planning process—synchronizing efforts in terms of timeframe and process—to identify areas of common goals and visions that can further support the development of consistent or complementary policies and development regulations across jurisdictions.

The cities should amend plans and policies to permit and as appropriate incentivize redevelopment of vacant, Greyfield, and Brownfield sites in already developed areas, and adaptive reuse of existing buildings. The cities have opportunities to foster and direct growth in downtowns, commercial corridors, residential neighborhoods, and industrial areas that are prime for redevelopment. In instances where redevelopment would not happen but for public involvement, the cities should study which specific redevelopment projects would provide the greatest social, economic, and environmental impacts.

The cities should begin to explore the adoption of spatial planning policies. Without guidelines for future growth patterns, unsustainable developments (e.g. leapfrog developments in rural area and environmentally threatening developments around West Point Lake) may be proposed by developers. Adopting spatial planning policies clarifies where development is desired. They should consider using containment tools that preserve open space and farmland, minimize the use of land, ensure the orderly transition from rural to urban land use, and reduce the social disruption due to urban sprawl. Such policies include:

- An Urban Growth Boundary (UGB), which is a line drawn around cities that is intended to encourage development within the boundary and not allow or discourage new developments outside the boundary. The boundary is set considering future population growth (usually 20 years projection) and periodically (every 5 years) reviewed to examine whether or not the boundary should be expanded.
- Urban Service Areas (USA) denote a line beyond which a city will not install or upgrade infrastructure or offer services, and is also periodically reviewed. Unlike UGBs, urban development is not prohibited beyond USAs, but developers are burdened with the infrastructure and service costs of the new development.

¹⁸ The suitability analysis conducted as part of the strategic planning process categorized land in Troup County along a continuum of desirability for development. Various criteria, including presence of wetlands or floodplains, proximity to significant transportation infrastructure, proximity to features that may be detrimental to livability, were weighted by the Leadership Team and used in the model to categorize land as desirable or undesirable for future development. Results of this analysis are in the report entitled *Preparing for the Future in Troup County, Georgia: A Spatial Strategy for Sustainability*.

Troup County and the cities should amend zoning and subdivision regulations as needed based on the results of the Quality Growth Audit performed as part of the strategic planning process. The audit provides a comprehensive assessment of each jurisdiction’s current policies and regulations that impact land development practices that influence environmental quality and the welfare of residents, businesses, and visitors. The quality growth audit for Troup County and the cities evaluates existing plans, policies, and practices against the accepted principles of Quality Growth, Sustainable Development, Context Sensitive Solutions, and Universal Design. The audit provides numerous and specific recommendations for amendments to policies, plans, and regulations. Troup County staff and officials, along with staff and officials from each of the incorporated cities, need to consider community priorities and resources to determine how best to address the recommendations contained in this report.

An important issue for Troup County is the expected increase in large-scale developments. These developments can have a serious impact on the communities. Therefore, careful evaluation of Planned Unit Development codes, which often regulates large developments, is necessary to ensure high-quality and environmentally sensitive developments.

Troup County and the cities should build upon their collaborative relationships and explore the potential for adopting minimum planning standards or project review criteria that is applicable countywide and for pursuing development decisions in a joint way. To help guide development in desired areas and to influence the quality of development, there are a number of options to consider, such as:

- A project review rating system (also known as a land use guidance point system or development scorecard) should be explored.
- The jurisdictions should meet at periodic intervals to review the macro implications of large scale developments planned and underway in the county and to have some dialogue regarding how such implications may affect future development decisions.
- The jurisdictions should explore alternative tools for joint review of development such as a memorandum of agreement to establish procedures for how to jointly review development proposals for properties within certain areas of interest, the potential for creating a design review commission, and revisiting the possibility of a joint planning commission.

OBSERVATION:	While some of the older neighborhoods have declined, much of the quality remaining quality housing stock and historic street patterns remain.
STRATEGY:	Troup County should continue to support existing older neighborhoods and explore using historically successful patterns of development to inform policies for future development, especially infill development and the potential for greater mixed-use development within these neighborhoods.
STRATEGIC GOAL(S):	The Good Habitat Community The Well Planned Community

REFERENCE(S):	The Navigable Community
	The Environmental Steward Community
	Redevelopment Assessment
	A Spatial Strategy for Sustainability
	Quality Growth Audit

The cities have maintained much of their historic development patterns, which are relatively compact and connected grids with density and the intensity of uses diminishing in a radial fashion from the central business districts. Each downtown has a distinct and charming personality and many of the historic neighborhoods are characterized by a comfortable diversity of architectural styles and some variation in home size and type. Such development is the inspiration for the New Urbanist (or neotraditional) movement, which embraces the concept that well-connected places where walking and public space allow for causal interaction and create an authentic and sustainable sense of community.

Troup County and the cities should continue to preserve the historic downtowns and neighborhoods. As DASH's community supported efforts have shown, progress is being made to address the problems of substandard housing. Still, areas of poor housing remain and efforts must continue. And while some progress has been made in all of the downtowns, continued effort is needed to create vibrant and growing centers. Consider:

- Partnering with local banks to create a Home Improvement Program (HIP) to provide low- and moderate-income residents with technical assistance and low interest rate loans to maintain their homes, and thereby help stabilize neighborhoods. In most cases, loans are not repaid unless the house is sold or changes ownership. Such a program can be established throughout county or in select neighborhoods and may be run by the county or cities, or by the housing authorities.
- Creating a Façade Improvement Program for the downtown and select existing neighborhood commercial nodes. Such a program is designed to stimulate private investment in exterior improvements by creating public/private partnerships. Downtown plans should define design guidelines that must be met to qualify for the improvement program.
- Adopting development regulations that ensure that infill development, both commercial and residential, complement the surrounding buildings and neighborhood, particularly in scale, volume, setback, street orientation, and fenestration.
- Encouraging infill and expansion of the downtowns of each of the cities, while maintaining a mixing of uses. Downtowns can support a greater density, intensity, and variety of uses than other areas of the community because they are better served by infrastructure. Encouraging residential development in the downtowns can be a catalyst to reduce commercial space vacancies as businesses start to realize a potential clientele. Downtowns can be attractive residential locations for young couples and singles who want to live near entertainment areas, as well as older adults who may be looking to downsize their homes and live in areas that have more services nearby. When exploring downtown development it is imperative that historic preservation (protecting the architecture and elements that inform the city's unique character) and green space (giving people living in smaller houses access to public outdoor space) be equally addressed.

The cities should look to the character of successful older neighborhoods and areas as inspiration for policies and incentives for new development. They should consider:

- Conducting an assessment of select neighborhoods to create a Community Design Guidebook to be used by designers of new developments. The neighborhoods selected should reflect the range of densities and housing sizes throughout the cities and should reflect the distinct character of each city. Augmented with environmental goals, the guidelines can be used to offer incentives to encourage developers to create new communities that reflect the character of the existing development.
- Incentives, like density bonuses in appropriate areas, can also be used to encourage the creation of needed housing. Following the inventory of housing supply (quantity and quality) that is scheduled to be part of the county’s comprehensive planning process, a better assessment of housing needs and therefore appropriate policies can be established. Combined with the proposed Community Design Guidebook, it is possible to encourage the development of high-quality affordable housing. The monitoring of available affordable housing should be an important component of any performance or indicator system to monitor progress and illustrate success.

OBSERVATION:	The Troup County community feels that the Parks and Recreation Department has done a good job of strengthening its assets. West Point Lake is also an important recreational asset.
STRATEGY:	Continue the commitment to maintaining high-quality parks and recreational infrastructure and expand parks acres and facilities to address population growth and location.
STRATEGIC GOAL(S):	The Entertaining Community
REFERENCE(S):	The View From Community Stakeholders A Spatial Strategy for Sustainability

During community interviews, there was consistent praise for the recent work of the Troup County Parks and Recreational Department to build and upgrade area parks. There were references to a desire to ensure consistent maintenance and upgrades continue into the future, to continue the positive work the department has achieved.

Many cited West Point Lake as a key local asset. Hope is that the drought conditions will soon improve and restrictions lifted, so that West Point Lake can be again promoted as a center of recreational activity.

Troup County should be proactive about addressing maintenance and beautification needs of all the county’s parks and recreational centers to ensure a high-quality experience for visitors. Ultimately, this speaks to the question of ensuring staff and funding levels remain consistent with need.

Once the drought conditions allow, Troup County can continue to promote camping, fishing, and boating activities at West Point Lake. The lake should continue to be treated as a premier community asset, with that treatment involving a balance of environmental safeguarding and promoting recreational opportunities.

Troup County should continue its proactive approach to park and recreational facilities planning to address the needs of an increasing, and potentially changing population. The county and cities should work together to set goals for the provision of parks and recreation facilities. Some communities set park acre per 1,000 people goals, others express it by parks as a percentage of total city land, and still others express goals in terms of proximity, for example some communities have set a goal of 90 percent of residents living within one mile of a park. When identifying potential new park locations, consideration should be given to advancing accessibility to parks, and West Point Lake, via pedestrian and bicycle trails.

OBSERVATION:	Many community stakeholders expressed a desire for environmental stewardship that balances economic and social factors through a sustainable development approach.
STRATEGY:	Troup County and the cities should consider a multi-faceted approach to sustainable development across all development types.
STRATEGIC GOAL(S):	The Environmental Steward Community The Well Planned Community The Quality Governance Community
REFERENCE(S):	A Spatial Strategy for Sustainability Quality Growth Audit Redevelopment Assessment 2008 Survey of Troup County Youth The View From Community Stakeholders Sustainable Development Report Card

Sustainable development is about protecting the natural environment while supporting the social and economic conditions in Troup County. For example, many efforts to protect the natural environment (e.g. energy efficient building practices and appliances or compact land development practices) have associated positive economic (e.g. lower operating and development costs) and social (e.g. improved indoor air quality for better health and a more walkable and socially connected community) impacts.

Troup County and the cities can showcase local examples of sustainable development, while simultaneously developing new policies and incentives to promote future examples. They should consider working across jurisdictions to develop print and online materials that describe examples of sustainable development in Troup County. This could be part of the Community Information System (Web portal) suggested in the “Implementing the Strategic Plan” section.

There are several outstanding examples; among them, the LaGrange landfill methane capture for energy production, Interface's facility and practices, Milliken's standard operating procedures, DASH's neighborhood revitalization efforts, Highland Park's conservation easements, and the LaGrange College Leadership Council's Sustainability initiative and the College's new library, the first LEED certified building in Troup County. Any one of these is worthy of note and combined they set the course for an overarching vision of sustainable development in the form of industrial and residential development, as well as institutional and public sector action. Sharing information about these examples can attract innovative developers and businesses who will recognize the benefits of working in communities with a willingness to adapt to new ideas that protect the natural environment and provide community benefits. Coordinated tours of examples of sustainable practices can be organized to illustrate first-hand the success of these projects.

Troup County and the cities should promote one of the most sustainable development practices known as infill development and the adaptation of vacant and underutilized sites within urbanized areas. This practice makes use of existing infrastructure and reunites neighborhoods that have been severed by deteriorating or poorly performing areas. Conduct an inventory of these sites and provide this information to developers. For large sites and areas, work with the surrounding neighborhoods to develop a small area plan, potentially with the development authority, to establish a local vision for future development. Amend comprehensive plans to support infill development.

Troup County and the cities should examine building codes to introduce incentives and requirements for the use of "green" materials, systems, and practices. Such approaches reduce water and energy consumption, waste creation, and make use of recycled and renewable materials for construction. As a side benefit, buildings constructed through this approach are less expensive to operate and can result in improved indoor air quality, which is especially important for children and older adults whose respiratory systems are more sensitive. (NOTE: This could be incorporated into the joint project review process recommended in Recommendation WP-8.)

Troup County and the cities should study the feasibility of using sustainable development and design practices for all new government buildings and the retrofitting of existing buildings. This presents an opportunity to model good practices and create local awareness and acceptance of such practices, including rainwater and grey water capture for use in landscape maintenance, green roofs, use of renewable and recyclable materials, and the use of native and adaptive plants that require less water and pesticides.

Troup County should expand its role as the steward of the area's tremendous natural resources. The presence of West Point Lake and the Chattahoochee River gives Troup County a rather unique natural environment. Furthermore, the foremost item community stakeholders named for preservation was natural resources and among the first tier "betterment" activities they identified was protecting and restoring the environment. The Lake and River are vital to the health of humans, as well as flora and fauna. As such, new development in this area should be designed and constructed in such a way as to protect this important resource. The county and cities should consider encouraging the use of ecological principles of natural flows and processes combined with sustainable economic development strategies to conceptualize new, large-scale residential, commercial, and industrial projects. Such a strategy could apply conservation easements and conservation subdivision strategies, platting to reflect natural contours that

enable natural system functions to remain relatively intact, storm water management approaches that create habitat for wildlife, and other techniques.

Troup County should tap into the interest among its youth in environmental preservation. The county should explore, in partnership with the school system and area civic organizations (e.g., Rotary) opportunities to engage youth in civic activities related to environmental stewardship like litter clean-up efforts along waterways, tree planting projects, or removal of invasive plants.

Troup County should encourage local companies to adopt environmental management standards. Companies should undertake energy and water conservation assessments, which often result in can improve conservation practices and result in cost savings. In addition, they should be encouraged to explore opportunities to further mitigate their environmental impacts by planting trees, using natural weed killers and pesticides, replace lawns with plant native or adaptive plants, all of which frame a comprehensive pollution prevention strategy. Efforts should be made to widely praise and champion new adopters of environmental management standards. Local industry champions in this regard, such as Milliken and Interface, can play key roles in such an effort. (Georgia Tech’s Enterprise Innovation Institute is a potential resource to assist in this area.)

OBSERVATION:	Community stakeholders have expressed a desire for safe walking and biking access to key destinations and green space. At the same time, Troup County has approximately 6,000 acres of land that are highly unsuitable for development, and another 58,000 acres that is less suitable. Much of the unsuitable land is related to water features that create a natural network connecting the cities to the lake, and various residential areas to civic buildings and downtowns. Troup County presents a natural synergy between the protection of the natural environment while also creating opportunities to make social connections and create an active living community.
STRATEGY:	Troup County should explore a strategy for protecting and connecting environmentally sensitive lands, while simultaneously using the approach to connect people to schools, recreational and entertainment opportunities, and each other.
STRATEGIC GOAL(S):	The Environmental Steward Community The Attractive Community The Entertaining Community The Quality Governance Community The VIEW From Community Stakeholders
REFERENCE(S):	A Spatial Strategy for Sustainability

As Troup County’s infrastructure—water systems, power lines, and roads—connects its people and businesses, so could green infrastructure connect its natural spaces: parks, forests, undeveloped lands

and waterways. Green infrastructure is a strategically planned network of undeveloped land, parks, waterways, working lands, and other natural areas connected to community facilities and cultural sites. It is designed to improve quality of life, sense of place, habitat, and the environment. Unlike traditional conservation strategies that seek to restore environmentally important areas after development takes place, green infrastructure planning begins by identifying ecologically, socially, and economically important natural systems to guide future development patterns.

A well-developed green infrastructure network provides many benefits by: increasing biodiversity; maintaining natural ecological processes; reducing flooding; improving air and water quality; increasing recreational and transportation opportunities; enriching wildlife habitat; linking people to natural places; and creating a sense of place. These benefits are provided through the use of “hubs” and “links.” Hubs are larger tracts of land that sustain a variety of natural processes and provide a home for wildlife. Hubs can also be recreational or educational destinations for people. Examples include reserves, working lands (farms and forests), parks, wetlands, and public lands. Links connect the hubs and facilitate the flow of ecological processes and transportation for both people and wildlife. Links can be formed by connected pieces of property used for farming, timber, park, or public facilities, or they may be rivers and streams protected with land buffers. Links can also be parks and streetscapes that feature native trees and plants. This allows the green infrastructure system to connect to historical and cultural resources in urban areas.

Troup County should explore opportunities associated with West Point Lake and the several riparian corridors that create a network throughout the county and connect to the surrounding region. These areas are especially sensitive to increased urbanization, but they are also attractive amenities that provide a unique identity for the communities. These “green ribbons” can be used to: (1) protect environmentally sensitive areas, (2) provide recreational opportunities, (3) offer alternative transportation solutions, (4) define urban and rural areas, and (5) preserve community identity. In particular the ribbons can create links between the three downtowns and West Point Lake and the Chattahoochee River, which offer excellent opportunities for entertainment and recreation, but are often only connected by auto-oriented networks. The concept of green ribbons can be extended beyond natural corridors to include landscaped parkways, well-treed downtown streetscapes, and other linear arrangements, while remaining focused on creating environmentally sensitive links that enhance multi-modal connectivity and the natural environment. It can become a tangible and enduring example of the community’s commitment to the natural environment and to each other. Troup County and the cities should consider:

- Developing a Green Ribbons Plan that identifies a network of environmentally, historically, and socially important areas (this may include rivers, wetlands, floodplains, forests, historic sites, schools, libraries, city and county buildings, major institutions). Begin by identifying areas that may serve as the foundation for the network then, working with a variety of partners and the development community, apply tools and strategies to identify and connect the ribbons, as discussed in the *Preparing for the Future in Troup County, Georgia: A Spatial Strategy for Sustainability* report.

Because environmental features function without regarding to political boundaries, local governments in Troup County and beyond should explore partnerships to protect and enhance the natural environment. For example, Coweta County has a greenway plan that naturally connects to Troup County, with the recently designated scenic byway in south Troup there is an opportunity to create meaningful and visible connections to Callaway Gardens in Harris County, and thinking more broadly, the Chattahoochee River connects LaGrange to the Atlanta, Gainesville, Columbus, and Auburn metropolitan areas and beyond. A regional and

connected approach greatly benefits the natural environment and support wildlife, but it can be designed in such a way to provide ecotourism opportunities that can help maintain it.

OBSERVATION:	Water quality issues are a serious concern for Troup County.
STRATEGY:	Troup County and the cities should work together to develop policies and procedures to protect water quality throughout the county.
STRATEGIC GOAL(S):	The Environmental Steward Community The Well Planned Community
REFERENCE(S):	A Spatial Strategy for Sustainability Quality Growth Audit

Water quality is a well-known challenge for the county and cities. Existing sewer infrastructure is in need of maintenance and improvement. With increased development come higher rates of sewer discharge, the likelihood of greater quantities of impervious surfaces and resulting non-point source pollution, and increased intrusion into wetlands and floodplains, all of which can further degrade water quality.

Troup County and the cities should work together to address water quality challenges. The City of LaGrange has already developed a watershed protection plan, which is an excellent starting point for a county-wide and even regional response. Troup County and the cities should consider working together when appropriate to develop and implement watershed protection programs. This can include the introduction and expansion of stormwater best management practices for construction, new development, and redevelopment; undertaking systematic sewer maintenance and upgrade programs; and a program for addressing the maintenance of existing septic systems throughout the county. There are also opportunities to use the provision of green infrastructure and other sustainable development practices to promote water quality in the county. Cooperation is important because water challenges cross jurisdictional boundaries.

Roadway and public space/facility design should apply the proven practices for reducing non-point source water pollution. There are many examples of exemplary programs to support water quality improvements. Among them, the Green Highways initiative, which focuses on roadway design, construction, operations, and maintenance practices that rely on recycled materials, wetlands preservation and restoration, natural systems for runoff cleansing, and forest preservation.

OBSERVATION:	Georgia is undergoing a water crisis. Although the local watershed has been less impacted than others, many of the decisions made outside the region will have a tremendous impact on Troup County’s water quality and supply.
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STRATEGY:	Troup County and the cities should continue to be involved in regional, state, and federal discussions about water resource management.
STRATEGIC GOAL(S):	Environmental Steward Community Well-planned Community Quality Governance Community
REFERENCE(S):	A Spatial Strategy for Sustainability Quality Growth Audit

The severe drought in Georgia over this past year has brought to light the importance of multiple scales of planning for our water resources. Effective planning must involve all entities in the watershed to ensure that both upstream and downstream concerns with water quality and quantity are addressed and that everyone’s water needs are adequately met.

Troup County and the cities should continue to build relations and partnerships in the region, the state, and the southeast. Staying engaged with the Metropolitan North Georgia Water Planning district, the Atlanta Regional Commission, the Georgia Environmental Protection Division, the Georgia Environmental Finance Authority, and the Georgia Department of Community Affairs to help address issues of water quality and quantity into West Point Lake will be critical. Such relationships will help Troup County and the cities to be more informed about upstream planning and policy initiatives that can [negatively or positively] affect the water quality and quantity in the county allowing them to take appropriate measures to address these effects.

Troup County and the cities should continue to work with the Chattahoochee-Flint Regional Development Center and regional advocacy groups like West Point Lake Coalition to ensure that local and regional concerns about water resource management are being discussed.

OBSERVATION:	Troup County’s ability to ensure efficient transportation flows around industrial districts will be challenged by the significant ongoing and anticipated industrial growth.
STRATEGY:	Troup County and the cities should establish a long-range vision for industrial development and establish policies that protect important infrastructure and suitable land.
STRATEGIC GOAL(S):	The Navigable Community The Well Planned Community The Good Habitat Community
REFERENCE(S):	Transportation Assessment A Spatial Strategy for Sustainability Quality Growth Audit

Troup County industry is currently well served by transportation systems and land that are available and suitable for industrial development. New non-industrial development has the potential to encroach on industrial areas and may create land use and transportation conflicts that reduce efficiency and create safety issues.

As a growing industrial center, Troup County and the cities should adopt policies and plans to secure land and systems that support the community’s vision for future economic development. The county and cities should consider:

- Developing an Industrial Districts Park Management Plan and address industrial land needs for the long-term future. Such a plan can establish policies and guidelines for design and siting of businesses, as well as set environmental guidelines that may be related to the Green Ribbons strategy outlined earlier.
- Carefully evaluating residential and commercial development proposals near existing and future industrial areas to ensure that such development will not create traffic congestion that will inhibit freight movement, and the freight routes and noise and light pollution from industrial areas will not negatively impact residential areas. For a full examination of community impacts of freight see the Transportation Assessment.

OBSERVATION:	With the introduction of Kia Motors and the associated businesses, Troup County is becoming a major industry center in the southeast. As such, broader regional questions about effective and efficient transport will become increasingly important to the county and cities.
STRATEGY:	Troup County and the cities should continue to expand their role in regional, state, and multi-state discussions about highway and railroad infrastructure.
STRATEGIC GOAL(S):	Navigable Community Quality Governance Community
REFERENCE(S):	Transportation Assessment A Spatial Strategy for Sustainability

With the addition of KIA, associated suppliers, and the anticipated increase in large scale residential developments, it is expected that Troup County will experience an increase in inter- as well as intra-county traffic. Troup County and the cities will need to plan, in the short- and long-term, for the expected local increases in traffic from expected residential, industrial, and commercial development. It is expected that increases will be seen in commercial (freight) as well as non-commercial traffic.

As previously mentioned, it is important that Troup County and the cities regularly assess the potential local and county-wide transportation impacts of anticipated developments. This should be expanded beyond just the potential effects of traffic congestion on freight movement, but should include the potential for traffic congestion from commercial development, freight traffic,

and large-scale residential developments of regional impact (DRI). This could be integrated into the planning and governance coordination suggested in Recommendations Q1- Q3.

Additionally, there will be traffic impacts, both commercial (freight) and non-commercial from future development occurring in adjacent counties. Similar to the suggestion in E-6, Troup County and the cities should work with surrounding counties to communicate expected large scale commercial, residential, and industrial developments and potential infrastructure improvements that could have a cross-jurisdictional effect on traffic congestion.

OBSERVATION:	All of the downtown districts are traversed by active rail lines, some of which create automobile flow issues and create less desirable pedestrian and bicycle access from the residential neighborhoods to the downtown.
STRATEGY:	The cities should seek to improve railroad crossings in concert with the Federal Rail Administration at key locations.
STRATEGIC GOAL(S):	Navigable Community Quality Governance Community
REFERENCE(S):	Transportation Assessment A Spatial Strategy for Sustainability

To become a multimodal community, any deterrence to walking and biking, especially to destinations like downtown districts, should be considered for improvements. Real and perceived safety issues can decrease the likelihood of people using alternative modes of travel. Railroad crossings that do not explicitly provide for pedestrian and bicycle safety or that create burdensome automobile backups can create challenges. The cities should consider:

The cities should examine the origins and destinations of potential pedestrian and bicycle travel. Several methodologies are available to undertake this effort, including latent demand analysis, bike and pedestrian level of service, and community surveys. Once key routes are identified, engineering studies should be undertaken to improve key railroad crossings.

The cities should continue to advocate for the traffic signaling technology and timing improvements. Such improvements can have a dramatic impact on automobile cueing and can relieve congestion in the downtowns and around railroad crossing.

APPENDICES

APPENDIX A: Planned Unit Development

APPENDIX B: Consolidation Considerations

APPENDIX A: Planned Unit Developments

Background

Planned Unit Developments (PUDs) are generally thought of as a way of revising land development regulations to encourage developers to propose planned mixed-use developments for sites they choose in the community. Developer's plans are approved only if they meet specified community standards. A PUD permits a developer to meet overall community density and land use goals without being bound by, sometimes restrictive, existing zoning requirements. A PUD is a special type of floating overlay district which generally does not appear on the municipal zoning map until a designation is requested. This is applied at the time a project is approved and may include provisions to encourage clustering of buildings, designation of common open space, and incorporation of a variety of building types and mixed land uses. A PUD is planned and built as a unit thus fixing the type and location of uses and buildings over the entire project. Potential benefits of a PUD include more efficient site design, preservation of amenities such as open space, lower costs for street construction and utility extension for the developer and lower maintenance costs for the municipality.

There are 2 important aspects to making sure PUDs are put in place efficiently, and that they are good development:

- **Procedural changes:** Procedure is very important to making sure the PUD is an option that developers want to take.
- **Substantive changes:** The substantive aspect is very important to the development of PUDs because this is where you can ensure that the PUD is going to meet your needs and be appropriate in design and scale with the community. The first step in addressing the substance issue is deciding exactly what exactly the goal of the development is.

Possible Goals:

- To encourage the application of new development techniques and technology which will result in superior living or development arrangements
- To promote the efficient use of land to facilitate more economic provision of housing, circulation systems, utilities and their maintenance
- To promote energy conservation and use of renewable energy resources
- To preserve to the greatest extent possible significant landscape features and to utilize such features in a harmonious fashion
- To provide for more usable and suitably located open space and recreation facilities than would otherwise be provided under conventional land development procedures.

Best Practices

http://www.southernpines.net/client_resources/planning/pud%20best%20practices_2_20_07.pdf

Other Resources

Guides to creating a PUD:

- *Georgia Quality Growth Partnership*

The Planned Unit Developments tool includes step-by-step guides for implementation, considerations about costs, administrative requirements, and example ordinances or similar materials that may be used for putting approaches into practice.
http://www.dca.state.ga.us/intra_nonpub/Toolkit/Guides/PUD.pdf

- *Optional Approaches to Planned Unit Development Zoning*

<http://www.dca.state.ga.us/OITDSShared/asp/NavDisclaimer.asp?Leaving=GQGP&GoToURL=http://www.ccao.org/newsletter/cab199708.htm>

- *Environmental Protection Agency - Region 4*

This guide discusses development patterns and processes, why planning for growth is important, and alternative land use options such as: cluster development, planned unit development, development of regional impact, overlay districts, performance zoning, transfer of development rights, and open space purchases.
http://www.dca.state.ga.us/OITDSShared/asp/NavDisclaimer.asp?Leaving=GQGP&GoToURL=http://www.dca.state.ga.us/intra_nonpub/Toolkit/Guides/epa_largelot.pdf

Model Ordinances:

- *City of Cambridge, Massachusetts Zoning Ordinance, Article 12.000 Planned Unit*
http://www.dca.state.ga.us/OITDSShared/asp/NavDisclaimer.asp?Leaving=GQGP&GoToURL=http://www.cambridgema.gov/~CDD/commplan/zoning/zord/zo_article12_pud.pdf
- *Municipal Research and Services Center of Washington* Provides information and sample ordinances relating to Planned Unit Development relevant to Washington cities.
<http://www.dca.state.ga.us/OITDSShared/asp/NavDisclaimer.asp?Leaving=GQGP&GoToURL=http://www.mrsc.org/subjects/planning/pud.aspx?r=1>
- *Planned Unit Development (DCA Model Code 6-30)*
<http://www.dca.state.ga.us/development/PlanningQualityGrowth/programs/modelcode.asp>
- *The Village of Gurnee, Lake County, Illinois Zoning Ordinance - 9.0 Planned Unit Developments*
http://www.dca.state.ga.us/OITDSShared/asp/NavDisclaimer.asp?Leaving=GQGP&GoToURL=http://www.gurnee.il.us/building/zoning_ord/09.html

Georgia Implementation Examples:

- [Columbia County, GA](#) - The County's PUD (planned unit development) designation allows greater flexibility and more creative design than is possible in other county zoning districts. There is a wider variety of housing choices, a higher level of amenities, and the preservation of natural qualities of open spaces within the PUD district. Protected areas within the PUD must

be consistent with the comprehensive plan. The PUD designation is allowed only in areas where public water and sewer services are available.

- [Fannin County, GA](#) - The implemented development regulations will maintain the community's character by improving the pattern, design, and aesthetics in the rapidly growing area along State Route 515 (Appalachian Development Highway).
- [Fayette County, GA](#) - The City Council approved PCD (planned community development) zoning for an upscale mixed use development on 110 acres just west of downtown. Specifically, the plan calls for 117,900 square feet of offices, 25,100 square feet of restaurants, 135,400 square feet of neighborhood shopping and four styles of homes ranging from townhouses to large estate homes. The city envisions a pedestrian-friendly community of 203 homes on tree-lined streets, wrapped around a series of neighborhood parks, plus a hotel/conference center, a class A office complex, a day care center and a neighborhood shopping area with loft apartments.
- [Gwinnett County, GA](#) - A live, work, play revitalization project proposed of mixed uses near Snellville. The project will include 120 town homes, 33 small lots homes, 17 live work units and 168,400 square feet of office and commercial space.
- [Henry County, GA](#) - Monarch Village comprises approximately 800 homes, a commercial "Town Square," and an elementary school, together with parks and recreational open space, on a master-planned site of 380 acres. The project, made possible by a zoning amendment, combines TND and conventional subdivision design, limiting the proportion of "TND lots" to 50 percent of the total. The residential areas are connected to the commercial town square by a street designed for travel by foot and bicycle as well as car. Park space is well distributed throughout the site. Putting apartments over shops and offices provides for a more energetic public space, and for better security through "eyes on the street." School circulation is conveniently integrated into the overall system. One negative point, however, is that there is only one main access route serving the whole development, creating the possibility for congestion. (A secondary connection is provided to the school entrance, but this serves few residents.) There is also only one potential connection to future development on adjacent sites, which limits connectivity to the community's street system.

APPENDIX B: Consolidation Considerations

TO: TROUP COUNTY

FROM: Georgia Tech/CQGRD

DATE: July 11, 2007

RE: BACKGROUND INFORMATION ON GOVERNMENT & SERVICE CONSOLIDATION

At the request of Troup County we have compiled this memorandum with background information and examples of government consolidation and service consolidation that have been adopted by jurisdictions in Georgia and the United States.

Growth Management Techniques: Consolidation

According to Article IX, Section III, Paragraphs I and II of the Georgia Constitution, municipal governments can undertake intergovernmental contracts (service agreements) and local government reorganization (consolidation).

Paragraph I. **Intergovernmental contracts.** (a) The state, or any institution, department, or other agency thereof, and any county, municipality, school district, or other political subdivision of the state may contract for any period not exceeding 50 years with each other or with any other public agency, public corporation, or public authority for joint services, for the provision of services, or for the joint or separate use of facilities or equipment; but such contracts must deal with activities, services, or facilities which the contracting parties are authorized by law to undertake or provide.

Paragraph II. **Local government reorganization.** (a) The General Assembly may provide by law for any matters necessary or convenient to authorize the consolidation of the governmental and corporate powers and functions vested in municipalities with the governmental and corporate powers and functions vested in a county or counties in which such municipalities are located; provided, however, that no such consolidation shall become effective unless separately approved by a majority of the qualified voters of the county or each of the counties and of the municipality or each of the municipalities located within such county or counties containing at least 10 percent of the population of the county in which located voting thereon in such manner as may be prescribed in such law.

Government Consolidation

What is it?

Municipal government consolidation, commonly in the form of city-county, is a formal joining of city and/or county governments resulting in a unified body that assumes responsibilities of the city and the county. City-county consolidations are rare (33 out of 3,069 county governments according to Census Bureau), but there have been many attempts.

Why consolidate?

Literature does not provide conclusive proof of the benefits and pitfalls of government consolidation because there have been few long-term studies and most information is relevant on a case-by-case basis. Whether or not consolidation is the right course of action depends largely on municipal size and local conditions.

The most commonly cited reasons for pursuing government consolidation are to:

- Produce cost savings. In the short term, studies have shown that costs increase, but over the long-term, depending on the design of the government, there may be monetary savings;
- Increase efficiency. Government inefficiencies associated with duplicating city and county services are eliminated;
- Improve resource base. A consolidated government has better jurisdiction, legal powers, and tax sources;
- Enhance planning capacity. Under a comprehensive planning system, dealing with land development issues and controlling sprawl prevents fragmentation. The development approval process is streamlined and public/private cooperation is improved; and
- Improve accountability. As a consolidated entity, responsibility and blame cannot be disputed between the separate city and county governments.
- Address regional issues. A unified government is better able to coordinate policies, particularly at the regional level.

(from *Cities 101: City-County Consolidation*, National League of Cities Official Website, www.nlc.org)

As previously mentioned, the effects of government consolidation depend greatly on context. Research has shown that costs for many services may actually go up following large municipal consolidations because:

- certain services do not achieve economies of scale
- wages of government employees are typically “averaged up” to level of highest-paid comparable employee (before consolidation)
- “averaging up” also occurs for service levels and standards for equipment and facilities

Additional studies have demonstrated that cost savings is closely related to municipal size: 80 percent of municipal services/activities do not possess economies of scale for populations exceeding 20,000; the remaining 20 percent are capital-intensive services. However, the Federal Advisory Commission on Intergovernmental Relations concluded that per capita costs fall for municipalities with up to 25,000 people and remain constant for those with up to 250,000. Further, consolidations of cities smaller than 20,000 people can achieve economies of scale. (from *Municipal Research News – Is Municipal Consolidation the Answer?*) In summary, cost savings depend on the composition, population density, and relative sizes of cities and counties in question. Small counties with large municipalities require less transitional costs and infrastructure development. For large municipalities surrounded by several small unincorporated communities, city/county consolidation provides way to equalize tax base between central urban core and surrounding areas.

In addition, the potential for cost savings depends on restrictions placed upon a consolidation effort by the state’s enabling act. Does the statute require guaranteed job security for all former government personnel? Does it mandate an equitable compensation and fringe benefits package? What service delivery responsibilities are placed upon the unified government (ex: zones with varying levels of taxation and services)? What budgetary limitations are made? (from *City/County Consolidation: A Brief Overview Presented to the Mississippi Legislature*)

Based on a review of consolidation literature, the following conclusions were made:

1. Significant gains in efficiency are unlikely
2. Significant gains in perceived service quality are more likely (citizens of consolidated governments have equivalent or higher levels of satisfaction)
3. Modest changes to city government, like consolidating a few units of service provision, are not likely to have a significant impact on economic development.
4. Morale problems among government employees are a potential pitfall – differences in policies, compensation scales, and employee classification systems must be carefully resolved.
5. Context matters – most of the literature is based on case-by-case analysis.
6. Important distinction - capital intensive public goods (example sewers) benefit from economies of scale while labor-intensive public goods (i.e. social services) do not.

See Appendix I for a summary of the literature reviewed.

(from *The Effects of City-County Consolidation: A Review of the Recent Academic Literature*)

Why not consolidate?

Besides the lack of conclusive evidence that government consolidation leads to economic development and cost savings, opponents argue that:

- fragmentation promotes increased competition that leads to reduced service costs, increased public access, and greater political accountability;
- outcomes depend largely on consolidated government structure and supporting policies – and often short-term and long-term outcomes are very different;
- consolidation removes elected representatives from their constituents leading to reduced political accessibility and accountability – “decentralized” structures are more democratic; and
- small municipalities can still take advantage of economies of scale by contracting out (public or private) for services

Process in Georgia

Georgia General Assembly must approve a referendum on consolidation. It can be proposed as a general law or a local law. A local law only requires majority approval of the county’s state legislators and senators – the General Assembly will then pass it. The county commission and municipal governments must then approve the consolidation referendum before it can be voted on. The referendum must be approved by majority of voters in the entire County (including the City population, and a majority of voters in the affected municipality must also approve abolishing the municipal charter. However, consolidation is also subject to review by the US

Department of Justice through the Voting Rights Act and can be still rejected. The Voting Rights Act authorizes review of state and local government actions that affect the ability of minority voters to participate equally in elections. (from Chapter 10 of *Case Studies of City-County Consolidation: Reshaping the Local Government Landscape*).

Functional (Services) Consolidation

Opponents of government consolidation cite that regional cooperation, economies of scale, and other potential benefits can also be achieved through interlocal agreements for service consolidation. These agreements can take several forms:

- Contracting out services to a private firm, resulting in lower costs because of competition and avoidance of high capital investment costs.
- Mutual aid agreements in which municipalities agree to provide support on an “as needed” basis, usually for services like fire protection, emergency response, and law enforcement.
- Sharing use of facilities and/or equipment which is an opportunity to improve efficiency of services. For example, several small jurisdictions can pool resources to purchase expensive equipment, and costs can be spread over larger population.
- An “exchange of services”, which is similar to sharing services.
- Intergovernmental service contracts, under which one municipality (with greater resources) “sells” a service to neighboring municipalities.
- Functional consolidation, an agreement by which two or more local governments agree to consolidate the funding and/or delivery of a service or a department.

(from Municipal Research News – *Is Municipal Consolidation the Answer?*)

Today, a strong case can be made for interlocal agreements because residents often live in one community yet work or shop in another community, meaning the provision of services must be addressed at a multi-jurisdictional level. Interlocal (intergovernmental) agreements and joint public services (JPS) initiatives can occur at 4 levels:

- County to county
- County to city
- City to City
- Public-Private partnerships (County/City to private entity)

The benefits include:

- More uniform service delivery and quality over a large area (with services shared over a larger area, can afford new capital costs).
- Reducing redundancy of operations.
- Expanding sense of community.

- Providing a service that would not otherwise be available.
- Reducing impact of attrition and retirements (efficiencies gained often eliminate need to fill vacated positions).
- Leveraging experiences and talents of personnel across a broader area.
- Realizing economies of scale for service delivery.
- Providing additional training and promotional opportunities for staff.
- Hiring and retaining of professional, well-educated, and highly qualified staff.
- Fostering future joint ventures among communities.
- Breaking down barriers to doing business in order to encourage companies to move to or expand within the region. (Fostering economic development by making licensing, building codes, tax rates, etc. uniform and easier to understand.)

However, disincentives include:

- The need for uniform backing of elected officials.
- Ceding control of critical service may increase risks of quality problems.
- Less direct elected official oversight and/or reduced citizen participation.
- Opposition from employees unions or other stakeholders.
- Loss of local identity or autonomy.
- “Parent” units may not want to give up control to a new entity.
- Need to address demographic differences between participating communities.
- Could result in one participant paying more of the costs, exercising excessive influence, or receiving a disproportionate level of the services (agreements need to be carefully crafted and periodically updated).
- Inconsistency in standards.
- Incompatible technology or infrastructure.

In considering an interlocal agreement, municipalities should address:

- Governance (who makes up the governing body, how are they selected, what are term lengths, should there be an oversight board);
- Management;
- Organization (staffing issues – training, pay scale, pension, benefits);
- Support services;

- Operations (service quality levels, service area, etc.);
- Infrastructure and assets (where will facility be located, new or existing structure, equipment needs);
- Transition planning; and
- Communications/Media relations.

(from Sym.bi.o.sis. Sym.me.try. Syn.er.gy. The Case for Interlocal Cooperation)

Examples of Consolidation

Government Consolidation

Jurisdictions	Reason	Structure	Actions/Results
Athens – Clarke County, GA (1990)	Smallest Georgia county; UGA brings “temporary residents”; Service delivery and taxation tension between city and unincorporated; demographic shifts in unincorporated County; desire for regional effort to maintain quality of life	Mayor and 10 District Commissioners	3 previous votes failed (passed in Athens but opposed by majority of unincorporated voters); charter designed to attract voters - mandated equalization of water rates, creation of special service districts to match taxes with services, job protection for public employees; process was inclusive and citizen-led; accomplishments include a comprehensive planning process, passage of a SPLOST, development of a services delivery plan, regional partnerships in water, solid waste, and industrial development; but still conflicts between government and neighborhoods on growth issues
Augusta – Richmond County, GA (1995)	Racial tensions (city versus suburbs); demographic and economic shifts led to financial hardship in Augusta (on the verge of bankruptcy in 1995)	Mayor elected County-wide; 10 District Commissioners	After failed attempts, consolidation was approved by voters in 1988 referendum but rejected by US Department of Justice;
Columbus – Muscogee County, GA (1970)	Consistency of services between city and unincorporated areas	Mayor (elected by City); City Manager (appointed by mayor); City Council (8 district-elected members, 2 at large members)	Followed a failed attempt in 1962; Foundation of intergovernmental cooperation – merged health departments, school systems, water & sewer service; succeeded because small county with few local governments and strong support of mayor, businesses, and media; charter guaranteed job protection for public employees; main opponents were county commissioners; charter allowed for multiple service districts that could have different property tax rates
Jacksonville – Duval County, FL (1967)	Demographic shifts (decline in central city, move to urban fringe); dissatisfaction with government; need for economic development	Mayor (administrative) & City Council (legislative) – 14 district council members, 4 at-large	Combined government does not include other 4 cities in the County; shifted from property taxes to sales taxes and user fees; public spending similar to unconsolidated Tampa; no significant increases in growth of manufacturing, retail, or services; constant socioeconomic equity (favors urban fringe); enhanced political empowerment (district representation) but decrease in voter turnout
Lafayette – Lafayette Parish, LA (1992)	Effort to reform government and improve efficiency (consolidation is easier in Louisiana due to less regulatory impediments)	Elected City-Parish President and 9 District Council Members	Supported by media and Chamber of Commerce as a logical step because: city and parish governments were already similar and the parish was small and the city was slowly expanding through annexation; media provided public education; charter allowed City and other municipalities to remain as separate legal entities; resulted in unified development and planning

Jurisdictions	Reason	Structure	Actions/Results
Branch – North Branch, MN (1994)	*City-City Consolidation; Citizen-initiated because of environmental issues, costly annexation battles, and demand for public services	Mayor and City Council elected from throughout the combined city	Unique geography – City of Branch surrounded City of North Branch; both cities were small but growing; city-city consolidation without a charter

Examples from *Case Studies of City-County Consolidation: Reshaping the Local Government Landscape (2004)*. The book also provides a city-county consolidation (C³) model to explain why consolidation efforts fail or succeed.

Functional Consolidation

Jurisdictions	Which Function	Reason	Details
City of Longview & City of Kelso, WA ¹	Department of Public Works	Minimize duplication of employees (cost savings), develop consistency in services	Longview employs Director and Kelso employs Assistant Director – but serve both cities under the direction of both city managers
Cities of Bellevue, Kirkland, Redmond, & Issaquah, WA ¹	Uniform building law and administration of building codes	Simplify and standardize the process at a regional level	Cities' building departments adopted common building codes and produce easy to read bulletins; also co-sponsor training programs and partner with local businesses
City of Edmonds, WA & 5 utility franchises (4 private, 1 public) ¹	Edmonds Utility Consortium	Maximize joint utility opportunities to provide quality service; coordinate planning	Governing documents establish procedures for coordination of planning, construction, service, and other functions of the consortium members
King County, WA & 34 local jurisdictions ¹	Wastewater Treatment	Avoid duplication of infrastructure; provide a necessary service	King County owns and operates the regional treatment plants, pipelines, pump stations and other related facilities and provides service to 17 cities and 17 local sewer utilities in 3 counties (these entities own and operate independent collection systems)
9 Cities and Districts in Central Puget Sound Region (WA) ¹	Cascade Water Alliance	Provide water supply for current/future demand (without harming wildlife); coordinate with other regional water suppliers	Nonprofit corporation; planning, policy guidelines, identification of potential sources
City of Westland & Oakland County, MI ²	Police department (information system applications)	Cost savings, better integration	Westland was using a third-party vendor but switched to Oakland County's service; temporarily lost some functionality but gained access to multi-jurisdictional database of police information and 24-hr technical support; 40 percent savings for yearly operating costs and system paid for itself within 2 years
City of Plymouth & Plymouth Township, MI ²	Fire prevention/suppression & first responder EMS	City had a fully staffed fire station but Township had a brand new facility with no staff	Agreement to jointly provide services - gained enhanced service coverage, leveraged use of a broader equipment inventory, increased number of officers responding to calls

Jurisdictions	Which Function	Reason	Details
City of Rochester & Monroe County, NY ³	Centralized emergency communications system (911 call center)	Better coordinate public safety dispatch within County	City operates the service on behalf of all participating units but County funds 98 percent of its operating expenses
Village of Endicott & Broome County, NY ³	Human resource services	Cost savings; avoid duplication	By leaving the position of labor relations negotiator vacant and paying hourly rate for County's negotiator, the Village saves about \$60,000 per year and the County earns \$16,000 in revenue.
Washington County, NY & towns/villages ³	Highway maintenance and construction	Avoid duplicating expensive equipment and staff (economies of scale)	Long-standing, opened agreement

1. Numerous examples of intergovernmental agreements are provided by the Municipal Research and Services enter (MRSC) of Washington at <http://www.mrsc.org/Subjects/Governance/IG-Cooperation.aspx>.
2. Example from *Sym.bi.o.sis. Sym.me.try. Syn.er.gy. The Case for Interlocal Cooperation*.
3. Example from Shared Municipal Service Incentive Program: A NYSAC Policy Primer