

**DATE:** June 16, 2023

**TO:** Mayor Al Thurman, City of Powder Springs  
**ATTN TO:** Tina Garver, Community Development Director, City of Powder Springs  
**FROM:** Mike Alexander, Director, ARC Center for Livable Communities

The Atlanta Regional Commission (ARC) has received the following proposal and is initiating a regional review to seek comments from potentially impacted jurisdictions and agencies. The ARC requests your comments related to the proposal not addressed by the Commission's regional plans and policies.

**Name of Proposal:** 2023 City of Powder Springs CIE Amendment

**Description:** A regional review of the draft 2023 City of Powder Springs CIE Amendment.

**Submitting Local Government:** City of Powder Springs

**Action Under Consideration:** Approval

**Date Opened:** June 16, 2023

**Deadline for Comments:** July 7, 2023

**THE FOLLOWING LOCAL GOVERNMENTS AND AGENCIES ARE RECEIVING NOTICE OF THIS REVIEW:**

ATLANTA REGIONAL COMMISSION  
GEORGIA DEPARTMENT OF TRANSPORTATION  
GEORGIA ENVIRONMENTAL FINANCE AUTHORITY  
COBB COUNTY  
CITY OF DOUGLASVILLE

GEORGIA DEPARTMENT OF NATURAL RESOURCE  
GEORGIA REGIONAL TRANSPORTATION AUTHORITY  
PAULDING COUNTY  
DOUGLAS COUNTY  
CITY OF SMYRNA

GEORGIA DEPARTMENT OF COMMUNITY AFFAIRS  
GEORGIA SOIL AND WATER CONSERVATION COMMISSION  
CITY OF AUSTELL  
CITY OF HIRAM  
CITY OF MARIETTA

**Attached is information concerning this review.**

For questions, please contact Donald Shockley at [dshockley@atlantaregional.org](mailto:dshockley@atlantaregional.org) or 470-378-1531. If ARC staff do not receive comments from you on or before **July 7, 2023**, we will assume that your agency has no comments and will close the review. Comments should be submitted via email. The ARC review website is located at <https://atlantaregional.org/community-development/comprehensive-planning/plan-reviews/>

## Resolution No. 2023 - 116

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**A RESOLUTION AND PUBLIC HEARING TO TRANSMIT TO THE ATLANTA REGIONAL COMMISSION AND THE DEPARTMENT OF COMMUNITY AFFAIRS AN AMENDMENT TO THE CITY OF POWDER SPRINGS CAPITAL IMPROVEMENT ELEMENT OF THE COMPREHENSIVE PLAN; PROVIDING AN EFFECTIVE DATE; AND FOR OTHER PURPOSES.**

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**WHEREAS** the City of Powder Springs ("City") previously adopted its annual update to the update to the Comprehensive Plan Capital Improvement Element ("CIE") and Short-Term Work Program ("STWP") for the period 2023-2027 following the requirements of the Georgia Planning Act of 1989 and review by the Atlanta Regional Commission and Department of Community Affairs; and

**WHEREAS** the annual update of the CIE must consider whether it is necessary to redefine growth projections, redefine growth projections, land use assumptions or community goals that would affect system improvements proposed in the CIE; add new impact fee service areas or change the boundaries of existing impact fee service areas; change service levels established for an existing impact fee service area; or make any other revisions that might have a negative effect or major impact on another jurisdiction or authority; and

**WHEREAS** due to a faster pace of growth and two major annexations, the City determined that growth projections and land use assumptions should be examined, and based on subsequent study and research during the spring, the City has concluded that the population projections should be revised and incorporated into the CIE, resulting in revised estimates of existing levels of service for public safety and park and recreation, as well as the 20-year projection of capital facility needs; and

**WHEREAS** the attached amendment was prepared in accordance with the Development Impact Fee Compliance Requirements and the Minimum Planning Standards and Procedures for Local Comprehensive Planning established by the Georgia Planning Act of 1989, and a Public Hearing held June 5, 2023; and

**WHEREAS** said amendment is subject to review by the Atlanta Regional Commission and the Georgia Department of Community Affairs prior to the City's adoption.

**BE IT THEREFORE RESOLVED** by the Mayor and Council of the City of Powder Springs that the Community Development Director shall present at a public hearing and then transmit to the Atlanta Regional Commission and Department of Community Affairs for review the amendment to the Capital Improvements Element of the Comprehensive Plan, attached as Exhibit "A". This resolution is effective immediately upon adoption.

**SO RESOLVED** this 5<sup>th</sup> day of June 2023.

  
Albert Thurman, Mayor

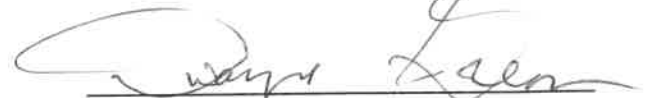
  
Henry Lust, Council Member

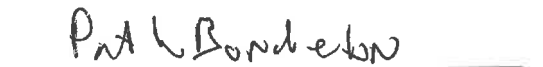
[additional signatures follow]

## Resolution No. 2023 - 116

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Doris Dawkins, Council Member

  
Dwayne Green, Council Member

  
Patrick Bordelon, Council Member

  
Patricia Wisdom, Council Member

ATTEST:  
  
Kelly Axt, City Clerk

**CITY OF POWDER SPRINGS  
CAPITAL IMPROVEMENTS ELEMENT (CIE)  
FOR PARKS AND RECREATION AND PUBLIC SAFETY  
(2023 AMENDMENT FOLLOWING 2023 ANNUAL UPDATE)**

**BACKGROUND**

To support a development impact fee program, the city's comprehensive plan must meet state administrative rules for Capital Improvements Elements (CIEs).<sup>1</sup> The City of Powder Springs first adopted a CIE for development impact fees in 2006 as an amendment to its comprehensive plan of 1995. The City Council adopted development impact fee ordinances for parks and recreation and public safety as an amendment to its Unified Development Code in 2006, thus implementing the impact fee program. The CIE has been amended annually as required by state administrative rules, with periodic updates over the years.

**REQUIREMENTS FOR CIE ANNUAL UPDATES**

State administrative rules (110-12-2-.03) specify that an annual update of a CIE must consider whether it is necessary to:

1. Redefine growth projections, land use assumptions or community goals that would affect system improvements proposed in the CIE;
2. Add new impact fee service areas or change the boundaries of existing impact fee service areas;
3. Change service levels established for an existing impact fee service area; or
4. Make any other revisions that might have a negative effect or major impact on another jurisdiction or authority.

On January 3, 2023, per Resolution 2023-09, the Powder Springs City Council adopted its required annual update of the comprehensive plan including community work program and this CIE. The amendment included updates to the schedule of improvements for public safety and parks and recreation.

Due to a faster pace of growth and two major annexations, the city determined that growth projections and land use assumptions needed to be updated. Based on extensive work by the Community Development Department of the city, as well as technical assistance from KB Advisory Group, the population projections for the city are completely revised. These new projections of population (and consequentially, projection of functional population) are incorporated into this CIE, resulting in revised estimates of existing levels of service for public safety and park and recreation, as well as the 20-year projection of capital facility needs.

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<sup>1</sup> Rules of Georgia Department of Community Affairs, Chapter 110-12-2, Development Impact Fee Compliance Requirements

## **SERVICE AREAS**

The service areas for parks and recreation and public safety are the Powder Springs city limits.

## **LEVEL OF SERVICE (LOS) MEASURES AND STANDARDS**

### **Parks and Recreation**

Since people are the consumer of parks and recreation facilities, the level of service standard for parks and recreation facilities adopted by the city is based on the residential population. Projections of future population are therefore needed to assess future needs for developed park acreage.

The amount of developed park acres per 1,000 residents is the level of service (LOS) measure for the parks and recreation impact fee program. That is the same level of service measure as the one used in the development impact fee program adopted in 2006, and as annually amended since then. The adopted level of service LOS standard, parks and recreation is 1.61 developed acres per 1,000 population (Table 1), the same as adopted in 2006 and as annually amended since then.

### **Public Safety**

The Development Impact Fee Act of 1990 includes “public safety” within the definition of public facilities: “Public safety facilities, including, police, fire, emergency medical, and rescue facilities” (O.C.G.A. 36-71-2(16)). Fire and emergency medical services and rescue facilities are provided by Cobb County and therefore are not a part of the city impact fee program. The city’s express purpose for impact fees in the public safety arena, adopted in 2006, was to help fund a new police building. Court services are a part of the public safety facilities provided by the City of Powder Springs and therefore may be included in the public safety impact fee program.

The functional population of the city is defined as the sum of population and employment in the city. The functional population creates demand for public safety services, whereas only the residential population creates demand for park and recreation facilities. Even though much of the city’s resident labor force leaves their residences in the city during the day for work, there is still the need to provide public safety services in their absence (i.e., protect property from fire and crime). All residents benefit from Powder Springs’ police protection services, even if they work outside the city during the day. That is, the city’s police will respond to public safety calls whether or not residents are home.

The Powder Springs impact fee program uses the number of square feet per functional population as the level of service measure for public safety facilities. That is the same level of service measure as the one adopted in 2006, and as annually amended since then.

The City of Powder Springs’ public safety development impact fee program adopted in 2006 included an adopted level of service standard of 0.5495 square feet per functional population

(Table 1). That level of service standard has remained the same in all subsequent annual updates of the CIE since 2006 and remains unchanged in this annual update.

**Table 1**  
**Adopted Level of Service (LOS) Standards**  
**City of Powder Springs**

<b>Facility</b>	<b>Level of Service Standard</b>
Parks and Recreation	1.61 developed acres per 1,000 population
Public Safety	0.5495 square feet per functional population

## LAND USE ASSUMPTIONS

As noted above, this amendment to the CIE incorporates new growth projections and land use assumptions (Table 2) based on buildout projections (see appendix).

**Table 2**  
**Projections of Population, Employment**  
**and Functional Population, 2023 to 2043**  
**City of Powder Springs**

<b>Projection</b>	<b>2023 (March)</b>	<b>2028</b>	<b>2033</b>	<b>2038</b>	<b>2043</b>
Population	18,070	21,962	24,218	26,176	28,134
Employment	3,725	3,919	4,113	4,306	4,500
Functional Population	21,795	25,881	28,331	30,482	32,624

Source: Jerry Weitz & Associates, Inc. May 2023, based on data in appendix and other sources.

## FACILITIES INVENTORIES

### Parks and Recreation

Table 3 provides an inventory of Powder Springs' city developed parks.

**Table 3**  
**Inventory of Developed Park Acreage, 2023**  
**City of Powder Springs**

<b>Name of Park</b>	<b>Total Acres 2023</b>	<b>Total Developed Acres 2023</b>
Powder Springs Park <sup>2</sup>	32.9	11.65
Powder Springs Park Trail	0.4	0.4
Hopkins Road Park (Pedestrian Park)	16.5	0.75

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<sup>2</sup> This park is jointly owned and operated by the city with Cobb County. Therefore, only one-half of the developed acreage is counted in the inventory of developed park land.

Hopkins Road Park (Disc Golf)	6.8	2.5
Silver Comet Linear Park	35.0	8.2
Pedestrian Bridge – Silver Comet Trail	0.29	0.29
Ron Anderson Rec. Facility	0.61	0.61
Butner Street Neighborhood Park	0.34	0.34
Lucille Trail	1.5	1.5
Wildhorse Trail	1.9	1.9
Lancer Drive Park	1.0	1.0
Thurman Springs Park	1.4	1.4
Total	98.64	30.54

Source: Powder Springs Department of Community Development, November 2017, revised June 2, 2023.

## **Public Safety**

Between June and August 2009, the city considered several potential options for expansion of the city’s public safety facilities. As reflected in the 2009 CIE update, the city after 2009 chose to demolish approximately 6,500 square feet of the existing 8,790 square foot original police facility building and renovate the remaining 2,400 square feet for a municipal court facility. After 2009, the city chose to purchase an existing commercial building and renovate a majority of it for a new police headquarters building. As called for in the 2009 public safety CIE schedule of improvements, the city purchased a 2.337-acre lot which included a vacant commercial building containing 17,098 square feet and a 3,000-square foot greenhouse structure. The city then renovated 13,665 square feet of that building and converted the greenhouse structure into 1,966 square feet of maintenance facilities for public safety. The existing inventory of public safety facilities operated by Powder Springs is shown in Table 4.

**Table 4**  
**Inventory of Public Safety Facilities, 2023**  
**City of Powder Springs**

<b>Public Safety Facility</b>	<b>Building Space Square Feet</b>
City Court Facility (renovation of original 8,790 square foot police building)	2,400
Police Headquarters Building (renovated commercial space)	13,665
Maintenance facility (at Police Headquarters)	1,966
Total, All Facilities	18,031

Source: City of Powder Springs, 2009 CIE Update. Updated June 2, 2023.

## EXISTING LEVELS OF SERVICE

Table 5 shows existing levels of service for parks and recreation and public safety, based on the adopted level of service standards and updated population and functional population projections.

**Table 5**  
**Existing Levels of Service**  
**City of Powder Springs Impact Fee Program**

Facility	Inventory	Population (March 2023)	Existing Level of Service
Parks and Recreation	30.54 developed park acres	18,070 (resident)	1.69 developed park acres per 1,000 population
Public Safety	18,031 square feet of building	21,795 (functional)	0.82 square feet of public safety building space per functional population

Note: Table revised June 2, 2023.

### Parks and Recreation

The existing level of service for parks and recreation facilities is 1.69 developed park acres per 1,000 population. This is above the adopted level of service standard of 1.61 developed acres per 1,000 population. This means that as of 2023, there is no deficiency in the amount of developed park land in Powder Springs and a slight surplus.

### Public Safety

At 0.82 square feet of public safety building space per functional population (see Table 4), the current public safety building space exceeds by a large margin the adopted level of service standard of 0.5495 square feet per functional population.

## ASSESSMENT OF NEEDS

### Parks and Recreation

As of 2023, as noted above, the city has no deficiency in parks and recreation facilities. Table 6 shows the parks and recreation facility needs for the 20-year planning horizon based on the adopted level of service standard (Table 1) and the revised land use assumptions (Table 2).



**Table 6**  
**Parks Needs Based on LOS Standard and Land Use Assumptions, 2028-2043**  
**City of Powder Springs**

<b>Projection</b>	<b>2028</b>	<b>2033</b>	<b>2038</b>	<b>2043</b>
Residential population	21,962	24,218	26,176	28,134
Total developed park acres needed @ 1.61 acres per 1,000 population	35.35	39.00	42.14	45.12
Acres of developed park land needed during 5-year period (cumulative) above existing (2023) inventory	4.81	8.46	11.60	14.58

Note: Table revised June 2, 2023.

Based on the revised population projections (Tables 2 and 6), there will be a projected 20-year demand of 14.58 new developed parkland acres needed to serve the 2043 population of Powder Springs. In other words, there are 14.58 acres of new developed park land that are attributed to new residential population growth and can therefore be funded (100%) with impact fees collected during the 20-year planning horizon. For the next five years, the city needs to plan for 4.81 additional acres of developed park land.

### **Public Safety**

Table 7 provides a projection of public safety facility needs for the 20-year planning horizon. Based on the functional population projections and existing public safety building inventory of 20,093 square feet, the city will not need to add any new public safety facilities during the planning horizon.

**Table 7**  
**Public Safety Needs Based on LOS Standard and Land Use Assumptions, 2028-2043**  
**City of Powder Springs**

<b>Projection</b>	<b>2028</b>	<b>2033</b>	<b>2038</b>	<b>2043</b>
Functional population	25,881	28,331	30,482	32,624
Square footage of public safety building space needed @ 0.5495 square feet per functional population	14,221	15,568	16,750	17,927
Public safety building square footage needed during 5-Year Period (cumulative) above existing (2023) inventory	None	None	None	None

## SCHEDULE OF IMPROVEMENTS

### Parks and Recreation

Table 8 provides the schedule of improvements for parks and recreation facilities (developed park acres) for the next five years. As noted above (Table 6), the projected need based on new population growth during the next five years is 4.81 acres of developed park land. This means that the city can fund 100% of the cost of providing 4.81 acres of developed park land by the end of 2028. The schedule of improvement (Table 8) therefore reflects these needs.

**Table 8**  
**Schedule of Improvements, 2023-2028**  
**Parks and Recreation Impact Fee Program**  
**City of Powder Springs**

<b>Capital Improve-ment</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>2028</b>	<b>Total 2023-2028</b>	<b>Funding Source</b>
Add 4.81 developed acres @ \$450,000 per developed acre (TBD)		324,675	1,082,250	1,082,250			2,489,175	100% Impact Fees
Total		324,675	1,082,250	1,082,250			2,489,175	100% impact fees

TBD = to be determined.

Table revised June 2, 2023.

Per O.C.G.A. 36-71-4(q), development impact fees must be based on actual system improvement costs or reasonable estimates of such costs. The cost to develop park land in Powder Springs as of 2023 is an estimated \$450,000 per acre. In addition to park development, planning and engineering costs (estimated at 15% of total development costs) for the 4.81-acre developed park addition can be funded with park and recreation impact fees.

### Public Safety

Per the Georgia Development Impact Fee Act of 1990, O.C.G.A. Section 36-71-4 (k), local governments may provide for the imposition of a development impact fee for system improvement costs previously incurred by the local government to the extent that new growth and development will be served by the previously constructed system improvements. New growth and development will be served by the public safety facilities already provided by the City of Powder Springs, the costs of which were previously incurred and for which debt service is required.

Because the city borrowed funds and has already executed the public safety capital improvements that meet the long-term needs for facilities as projected in this CIE, there are no projects listed in the schedule of improvements. Instead, public safety impact fees collected by the city from this point forward will be used to pay the bonds according to schedules called for in the bond document, and as summarized in Table 9.

**Table 9**  
**Schedule of Improvements, 2023-2028**  
**Public Safety Impact Fee Program**  
**City of Powder Springs**

<b>Capital Project Improvement</b>	<b>2013</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>2028</b>	<b>Total</b>	<b>Funding Source</b>
Repay principal and interest on Bonds Series 2014/2015 for police facility improvements already constructed	275,000	275,000	275,000	275,000	275,000	275,000	1,650,000	Impact fees (100%)

#### **POLICY STATEMENT FOR EXEMPTIONS**

The City of Powder Springs does not desire to exempt all or a portion of development impact fees for the purposes of encouraging economic development and employment growth or affordable housing. Therefore, no policy statement supporting such exemptions is provided.

**APPENDIX A  
GROWTH PROJECTIONS/LAND USE ASSUMPTIONS (2023)**

**Table A-1  
Decennial Census Statistics (2020)  
City of Powder Springs**

	<b>Total (2020)</b>	<b>Source Note (PL 94-171 Data)</b>
Population, Total	16,887	Table P1 Race
Population, Group Quarters (all nursing home residents)	197	Table P5 Group Quarters Population by Major Group Quarters Type
Population, Total Household	16,690	Derived from other data in table
Housing Units, Total	5,998	Table H1 Housing
Housing Units, Occupied (same as households)	5,755	Table H1 Housing
Housing Vacancy Rate (%)	4.0%	Derived from other data in table
Persons Per Occupied Housing Unit (average household size)	2.90	Derived from other data in table

Source: U.S. Census Bureau. 2020 Decennial Census, Redistricting Data (PL 94-171) (100% Count)

**Table A-2  
American Community Survey (ACS) Statistics (2021)  
City of Powder Springs**

	<b>Total (2021)</b>	<b>Source Note</b>
Population, Total	16,698	DP05 ACS Demographic and Housing Estimates; B1003 Total Population
Population, Group Quarters	201	B26001 Group Quarters Population
Population, Total Household	16,497	DP09019 Household Type (Including Living Alone) by Relationship
Housing Units, Total	6,052	B25001 Housing Units
Housing Units, Occupied (same as households)	5,794	S1101 Households and Families
Housing Units, Occupied, Single-family, Detached	5,265	S2504 Physical Housing Characteristics for Occupied Housing Units
Housing Units, Occupied, Not Single-Family Detached	529	S2504 Physical Housing Characteristics for Occupied Housing Units
Housing Vacancy Rate (%)	4.2%	Derived from other data in table
Persons Per Occupied Housing Unit (average household size)	2.85	S1101 Households and Families

Source: U.S. Census Bureau. American Community Survey, 2021 ACS 5-Year Estimates (sample statistics)

**Table A-3  
New Housing Starts, 2020-2022  
City of Powder Springs**

<b>New Residential Building Permits</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>Total New Dwelling Units, 2020-2022</b>
Detached, single-family	112	165	127	404
Attached, multi-family	0	0	18	18
Total	112	165	145	422

Source: City of Powder Springs Community Development Department, April 2023.

**Table A-4**  
**Current Estimates of Population and Housing Units (2020-2023)**  
**City of Powder Springs**

	<b>2020 (Census)</b>	<b>2021</b>	<b>2022</b>	<b>2023 (March)</b>
Population, Total	16,887	17,208	17,667	18,070
Population, Group Quarters (all nursing home residents)	197	197	197	197
Population, Total Household	16,690	17,011	17,470	17,873
Housing Units, Total	5,998	6,110	6,275	6,420
Housing Units, Occupied (same as households)	5,755	5,866	6,024	6,163
Housing Vacancy Rate (%)	4.0%	4.0%	4.0%	4.0%
Persons Per Occupied Housing Unit (average household size)	2.90	2.90	2.90	2.90

Source: Compiled by Jerry Weitz & Associates, Inc. based on data in this appendix, May 2023.

**Table A-5**  
**Anticipated Housing Construction By Stage of Development/Construction (March 2023)**  
**City of Powder Springs**  
**(No. of Dwelling Units)**

<b>Stage Development/Construction</b>	<b>Single-family</b>	<b>Townhome</b>	<b>Apartment</b>	<b>Total</b>
Projects under construction (unfinished portion)	203	24	0	227
In land development permitting	149	104	532	785
In zoning review	313	495	336	1,144
Total	665	623	868	2,156

Source: City of Powder Springs Community Development Department and KP Advisory Group, March 2023.

**Table A-5  
Sequencing of Housing Construction  
and Population Projections (2023-2033)  
City of Powder Springs**

Year	Housing Units by Type Added During the Year Shown				Population Projection		
	Single-family Units	Townhome Units	Apartment Units	Total Housing Units	Population In New Units (1)	Cumulative Total Household Population	Cumulative Total Population (2)
2023	80	60	0	140	400	18,273	18,470
2024	75	50	0	125	356	18,629	18,826
2025	75	50	150	275	784	19,413	19,610
2026	75	50	150	275	784	20,197	20,394
2027	75	50	150	275	784	20,981	21,178
2028	75	50	150	275	784	21,765	21,962
2029	75	50	150	275	784	22,549	22,746
2030	75	50	118	243	693	23,242	23,439
2031	60	75	0	135	385	23,627	23,824
2032	0	75	0	75	214	23,841	24,038
2033	0	63	0	63	180	24,021	24,218
Total, 2023-2033	665	623	868	2,156	6,148	--	

(1) At PPU (persons per unit) (average household size) of 2.85 (utilizing ACS 5-year estimate from 2021, and assuming full (100%) housing unit occupancy.

(2) Group quarters population as of 2020 (197 persons) is added to the household population to get to this total.

Source: City of Powder Springs Community Development Department and KP Advisory Group, March 2023. Compilation and population projections by Jerry Weitz & Associates, Inc., May 2023.

**Table A-5  
Population Projections, 2038 and 2043  
City of Powder Springs**

	New Housing Units	Cumulative Housing Units (end of time period)	New Population from New Units (end of time period) (2)	Cumulative Population (end of time period)
2033-2038	687	9,263	1,958	26,176
2039-2043	687	9,950	1,958	28,134
Total	1,374 (1)	9,950	3,916	28,134

(1) Based on Total Buildout Potential of 9,950 total housing units per estimate of KB Advisory Group and City of Powder Springs Community Development Department, minus existing (March 2023 housing units, minus housing units forecasted to be constructed from 2023 to 2033.

(2) At PPU (persons per unit) (average household size) of 2.85 (utilizing ACS 5-year estimate from 2021), and assuming full (100%) housing unit occupancy.

Source: City of Powder Springs and KB Advisory Group, March 2023.