PICTURE GROVETOWN

URBAN REDEVELOPMENT PLAN (2012-2017)

Prepared By:
CSRA Regional Commission

APRIL 9, 2012

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ACKNOWLEDGEMENTS

The Mayor and City Council of the City of Grovetown recognize the substantial collaborative effort of multiple parties which has occurred in order to produce a focused plan of action for community redevelopment efforts in center city. The blueprint for downtown revitalization provided in the *Picture Grovetown Urban Redevelopment Plan (URP)* could not have been produced if not for the clear vision and absolute commitment of private citizens, public officials, and our consultant team.

Those private citizens who comprised the urban redevelopment plan advisory committee are deserving of particular recognition, for dedicating their time to attend meetings, reviewing interim documents, and contributing their insight and expertise into the development of the *Picture Grovetown URP*. Advisory committee members include:

- **Penny Kosky**
- **Frank Wilson**
- **Pam Jackson**
- **Mark Rodgers**
- **Dwight Joiner**
- **Dick Manion**
- **Mark Herbert**
- **Joey Brush**
- **Rosa Lee Owens**
- **Sylvia Martin**
- **Troy Post**
- **Rev. Frank Thigpen**
- **Tony Arnold**
- **TR Brooks**
- **Dennis Trudeau**

Grovetown city staff also exhibited unwaivering commitment to the development of the *Picture Grovetown URP* document. The following city department heads dedicated hours of their own, and their staff's time, in compiling the data necessary to substantiate the need for the plan—as well as generating ideas for subsequent city-initiated redevelopment efforts:

- **Al Robinson**, Director, Public Safety
- **Connie Smith**, Director, Planning and Zoning
- **Michael Woods**, Director, Public Works

We also acknowledge the Georgia Department of Community Affairs' Office of Planning and Environmental Management for providing funding to support our urban redevelopment planning endeavor. Finally, we recognize our project consultant, the CSRA Regional Commission, for facilitating the urban redevelopment planning process and for helping the community articulate the change that we picture for center-city Grovetown.

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EXECUTIVE SUMMARY

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E.A. WHY "PICTURE" GROVETOWN?

The *Picture Grovetown Urban Redevelopment Plan (2012-2017) (URP)* is an endeavor of the Mayor and Council of the City of Grovetown, Georgia. Preparation of the URP has been the responsibility of the Central Savannah River Area Regional Commission—whose work was largely conducted between August, 2011 and April, 2012.

Throughout the *Picture Grovetown* planning process, participants recognized the physical signs of deterioration and blight in older parts of the city. There has been a ready acknowledgement that some existing property characteristics and ongoing development patterns form a negative image of center city – and consequently, limit quality investment. Further, public officials, business owners and residents have recognized and embraced the fact that the Georgia Urban Redevelopment Act allows for the development of a "road map" for improving property condition and value in areas that might be characterized as slum and blight. Unfortunately for Grovetown, this definition may be applied to much of downtown.

In spite of center city disinvestment, Grovetown has still experienced extensive growth over the last 10 -15 years. This growth has occurred almost exclusively on the edges of the city, and taken on a suburban form often characterized by large lots, low densities, and a land use pattern dependent almost exclusively on the automobile for transportation. Grovetown's suburban growth has brought greater prosperity to the city—but it has not brought a distinct identity. This model of development contrasts greatly with the community's vision for center city as expressed in the *Grovetown Comprehensive Plan (2006-2016)*, yet is the only acceptable alternative to blight and deterioration that is apparent in the highly suburbanized development patterns within and surrounding Grovetown.

It has been easy to express the desire for an urban, high density, mixed-use form in center city Grovetown. It has been more difficult to envision the application of these development ideals into a built environment which lacks them. With an existing development pattern that offers no appropriate precedents, public officials and plan participants must take a leap of faith that their desire for urban form in center city – where none has existed before - is indeed plausible. *Picture Grovetown* not only provides the strategic plan for redevelopment activities in Grovetown that is consistent with the Georgia Urban Redevelopment Law, it also graphically illustrates that the development patterns desired by Grovetown officials to create a "downtown" are indeed possible. *Picture Grovetown* represents a challenge which the community has issued for itself in relation to urban redevelopment plan implementation. The plan provides the "picture" of the transformation of center city that is possible, and represents a commitment on pursuing that vision.

E.B. REDEVELOPMENT PLAN AREA.

The Picture Grovetown URP study area—and subsequently, the final redevelopment area—is represented on **Map 1-1** (See page 1-3). Redevelopment plan area boundaries comprise the original neighborhoods of Grovetown, its major commercial corridors, and outlying mobile home parks. Newer subdivisions are excluded form the *URP* boundaries.

Maps 1-6 and 1-7 also illustrate the boundaries of two (2) *URP* target areas. The Residential Development Target Area and Robinson Avenue Target Area illustrates those *URP* areas within which much of Grovetown's implementation efforts will take place. The initial basis for establishing these target areas is described in Subsection I.I.2 (Preliminary Recommendations) found on page 1-23.

E.C. CONSISTENCY WITH EXISTING PLANS.

Picture Grovetown represents a direct implementation step of the *Grovetown Comprehensive Plan (2006-2026)*. The goals and objectives herein are consistent with the community's comprehensive plan. The land use recommendations herein are also consistent—both in content and geographic scope—with the original character areas that were established in the comprehensive plan. Not only is *Picture Grovetown* consistent with the city's overall visioning plan, it provides much greater detail in how and where to implement city redevelopment concepts.

E.D. PLAN COMPONENTS.

The *Picture Grovetown URP* contains the following five (5) chapters:

- ***Chapter I: Findings of Necessity.*** *Includes all of the data necessary for Grovetown City Council to determine a findings of slum and blight within the redevelopment area and to adopt a findings of necessity resolution authorizing plan preparation.*
- ***Chapter II: Community Capacity Review.*** *Considers the preliminary plan recommendations established in Chapter 1 and evaluates additional community factors to determine the city's ability to realistically achieve those recommendations.*
- ***Chapter III: Public Input Process.*** *Outlines the methods that were used to garner public input into the planning process.*
- ***Chapter IV: Land Use Objectives.*** *Provides a detailed narrative of the land use and development patterns desired by Grovetown within the redevelopment area. Transposes a conceptual development model on a portion of the redevelopment plan area called: "Grovetown Bend," and incorporates a variety of variety of snap shots to illustrate how the city's design vision may look if applied to portions of the city.*
- ***Chapter V: Implementation Program.*** *Includes final plan recommendations, required plan implementation parameters and a five-year schedule.*

The *URP* chapters cumulatively provide all of the information that is necessary to meet the requirements of the Georgia Urban Redevelopment Law. Of greater consequence is that the content of the *URP* greatly exceeds the minimum requirements of the law in order to provide Grovetown with a graphic vision of the type of development that they have verbally expressed a desire to achieve. It must also be noted that given the geographic location for which the plan has been prepared, it does incorporate some of the components which might typically be found in a downtown master plan. Grovetown has essentially utilized this singular planning process to address the dual needs of slum abatement and downtown development.

E.E. PLAN RECOMMENDATIONS.

The final goals and objectives of *Picture Grovetown* are found in Chapter V (Implementation Program). Final recommendations changed very little from the preliminary recommendations that were generated when the "findings of necessity" component of the plan was prepared. The final plan goals, and corresponding objectives, are:

- ***GOAL: Transformative Housing Development.***
  Objective: *Develop a "Residential Pilot Site."*
  Objective: *Make code adjustments to enable "Character Area Development."*
- ***GOAL: Nuisance Property Abatement.***
  Objective: *Enable "Pro-active Abatement of Dangerous Buildings."*
  Objective: *Assume "Residential Property Stewardship."*
- ***GOAL: Community Commercial Investment.***
  Objective: *Develop a "Robinson Avenue Pilot Site."*
  Objective: *Provide "Commercial Development Incentives."*

A full description of the above list is provided within Chapter V.

Ultimately, *Picture Grovetown* has provided a clear strategic action plan with which the city of Grovetown may achieve its redevelopment vision. While there exist a host of methods for Grovetown and other Georgia communities to exercise when engaged in redevelopment efforts, *Picture Grovetown* does not throw all of these into the text of the document in an effort to appear "thorough" to those who might critique those strategies that Grovetown has chosen to pursue. Rather, *Picture Grovetown* includes an action plan that is conservative in scope, and calibrated to the community's current physical environment, organizational capacity, and access to resources.

- END -

CHAPTER I:
FINDINGS OF NECESSITY

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I.A. ESTABLISHING A "FINDINGS OF NECESSITY."

Communities that initiate a redevelopment planning process have determined that there exist conditions of physical decline within their jurisdictions that negatively impact citizens' quality of life and inhibit investment potential. To local leaders and citizens, visual evidence of blight and deterioration can be obvious to see. Because the conditions have typically developed over an extended period however, the need to reverse the trend of disinvestment has only become apparent after the physical decline of property becomes widespread.

Grovetown's desire to "redevelop" substantial sections of center city mirrors a common trend of reacting to a condition of disinvestment that has gradually become intolerable. By such time, the signs of blight are apparent in empty commercial buildings, deteriorated mobile home parks, and on properties strewn with garbage, weeds, abandoned vehicles, etc. Intuitively, Grovetown officials have come to recognize the necessity of substantial redevelopment efforts for parts of their city, and have acknowledged the need for creative approaches to generate community reinvestment.

Because an urban redevelopment plan often proposes to alter land development practices or patterns in a portion of a community, one cannot rely merely on intuition to generate strategies that may have profound impacts on private property and public finances. In preparing an urban redevelopment plan in accordance with the Georgia Urban Redevelopment Act, local intuition must be substantially augmented by data and observation that catalogs measureable conditions of deterioration.

Chapter 1 (Findings of Necessity), of the *Picture Grovetown URP*, is a compilation of datasets confirming conditions of slum and blight within a selected study area. This component of the *URP* is required by the Georgia Urban Redevelopment Act and serves as the basis for the City's "findings of necessity" resolution authorizing the preparation of an urban redevelopment plan (See **Appendix A**).

I.B. INITIATION OF THE PLANNING PROCESS.

The *Picture Grovetown Urban Redevelopment Plan* (*URP*) was originally initiated by the CSRA RC in the fall of 2010 under contract with the city of Grovetown. Following a project hiatus during winter 2010 and spring 2011, the project was re-initiated in summer, 2011.

Initial work between CSRA RC staff and a citizens' advisory committee resulted in the identification of four (4) principal topics of interest which the *URP* was intended to address: Housing development and redevelopment, nuisance properties, gateways, and economic development/job creation. Subsequent re-evaluation of these initial topics of interest in late 2011 resulted in refinement to the original list. The city of Grovetown's three (3) remaining redevelopment topics are:

- ***Transformative Housing Development:*** *Provide the conditions, and establish the parameters, by which new housing options are developed within the URP study area and that support:* ***A)*** *A form and design that is consistent with the applicable character area visions developed within the Grovetown Comprehensive Plan (2006-2026); and,* ***B)*** *Is constructed in a manner that retains long-term value; and,* ***C)*** *Includes amenities that attract residents interested in settling and investing in the future of Grovetown.*
- ***Nuisance Property Abatement:*** *Identify strategies that will encourage and/or require property owners to abate conditions that have resulted in deteriorated homes and/or properties.*
- ***Community Commercial Investment:*** *Explore incentive programs, property acquisition, and other economic development methods which may be utilized to attract commercial investment that reflects the community's retail market profile and unique character of varying commercial corridors and districts.*

The reference to "transformative" housing development within Grovetown's redevelopment topics of interest reflects the desire to substitute ill-conditioned housing stock with a new housing model not previously available in Grovetown. As opposed to the suburban style of development which has been immensely successful on the outskirts of the city, the desire for the study area is to promote housing stock which replicates elements of urban style and supports the city's overall vision of creating a "downtown." Ultimately, a focus on low to moderate income housing stock within the study area has not been deemed a priority. Such housing stock is already prevalent within the study area, and is associated by redevelopment planning participants with suppressing the value of adjacent

properties. In contrast, the housing quality sought by *URP* participants is an attempt to build and sustain investment in center city.

Grovetown seeks a "transformative" housing product for center-city properties which exhibit an urban form.

Similarly, the reference to "community" commercial investment suggests a desire for commercial development that supports the scale of surrounding property rather than requiring conformance to a large-scale contemporary commercial model. Robinson Avenue is a prime example where reinvestment should fit the city's goal of creating a small-scale and pedestrian-friendly commercial district.

As the authors of the *Picture Grovetown URP*, CSRA RC staff has the benefit of familiarity with the city – having prepared Grovetown's most recent comprehensive plan (2006), and recent 5-year partial update. When contacted by Grovetown to prepare a redevelopment plan, there already existed a consensus between both parties of the characteristics in the city which amounted to slum and blight. As such, while the resulting inventory of study area conditions provided in this chapter of the *URP* serves to confirm local knowledge of blighting conditions in parts of Grovetown, the findings of necessity serves also to identify target areas within which the majority of plan implementation steps should be focused.

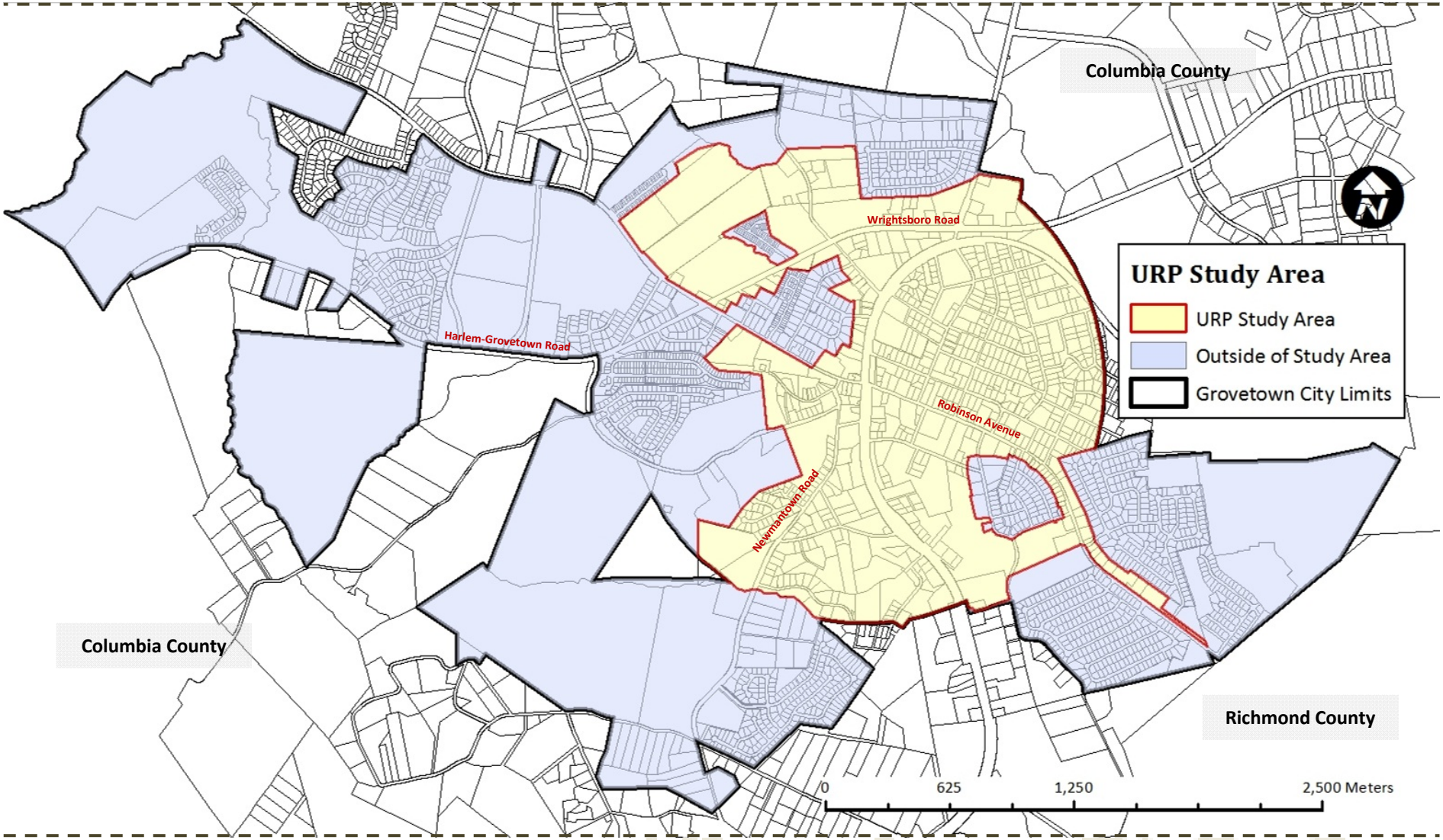
Modern commercial development models may not generate adequate activity within center-cities where parcel sizes and motor vehicle speeds are constrained.

I.C. STUDY AREA BOUNDARIES.

The boundaries of the *Picture Grovetown URP* study area are found on **Map 1-1**. Study area boundaries were finalized by the *URP* advisory committee (**See** Chapter 3: Public Input for Advisory Committee discussion) in November, 2011. **Figure 1-1** Illustrates that the study area is roughly 890 acres in size and encompasses slightly less than a third of the city's overall land area. The figure also reveals that roughly 2 out of 5 citizens and housing units are located within the study area boundaries according to the 2010 Census.

A number of steps were taken from the outset of the *URP* planning process to finalize study area boundaries. In late 2010, CSRA RC staff provided advisory committee members with a map illustrating the city's 2000 United States Census

MAP 1-1: URP STUDY (REDEVELOPMENT) AREA BOUNDARIES



block groups identified as having an overall poverty rate of 15 percent or more (See **Map 1-2**). Staff suggested the drawing of study area boundaries in Grovetown that approximated those of Census block groups with high rates of poverty. The basis for this initial recommendation was:

- *Boundaries would illustrate a Study Area directly targeted to a population with the greatest need.*
- *There are a greater number of federal and state funding sources available for impoverished geographic areas.*
- *A higher percentage of the population would be eligible to benefit from activities that could result from programs tailored to low-to-moderate income households.*

As suggested in Section I-B (Initiation of Planning Process) however, the rationale for study area boundaries based on Census block groups with high rates of poverty was ultimately determined not to reflect the community's preferred redevelopment interests. Additionally, the initial study area boundaries proposed by CSRA RC staff encompassed many newer and more affluent subdivisions which had been developed in Grovetown over the prior decade but were included within previously drawn Census block group boundaries. The future inclusion of these subdivisions in these block group boundaries following release of redrawn 2010 Census block group boundaries is not certain. There was also little utility in including new subdivisions within the final study area as they are not currently the source of Grovetown's blighting conditions.

Figure 1-1: URP Study Area & Balance of the City – General Demographics (2010)

	URP Study Area	Grovetown (Excluding Study Area)
Land Area (Acres)	1231	3065
Percent of City Land Area	28.6	71.4
Total Population (2010)	3805	5477
Percent of Total Population (2010)	41.0	59.0
Total Housing Units (2010)	1622	2429
Percent of Total Housing Units (2010)	40.0	60.0

Source: US Census Bureau; ESRI Business Analyst Online; CSRA RC

By the start of 2011, the *URP* advisory committee had worked with CSRA RC staff to identify a study area that was more reflective of the desire to redevelop center-city. Revised study area boundaries were prepared encompassing much of the original Grovetown land mass flanking both sides of Robinson Avenue and allowing for more consistent redevelopment strategies to be applied on both sides of the corridor.

The final study area boundaries approved by the *URP* advisory committee in November, 2011, improved upon those provided at the beginning of the calendar year. It had been determined that the January, 2011 study area boundary remained too broad of a land mass. Too much of the city's population was included within the study area boundaries – making it difficult to provide a distinction between household characteristics within and outside of the boundary. Also, with the knowledge that the majority of *URP* implementation strategies would be focused on more geographically constrained target areas, it was prudent to remove neighborhoods which would not likely be target area candidates from the study area. An additional benefit of this adjustment is to limit the misguided stigma which may develop among some residents by being located within an area characterized as one of "slum and blight." Non-study area properties will still be able to benefit indirectly from redevelopment plan implementation as many proposed tools such as ordinance revisions may be applied by Grovetown officials city-wide.

Ultimately, it is important to note: **Not all properties within the study area exhibit blighted or slum conditions**. There are some properties within the study area that are productive and in good condition. Such properties will likely be unaffected by the implementation of the *URP*. If anything, these properties are likely to be enhanced by the improvement of adjacent parcels, homes and businesses through the city's use of programs designed to improve infrastructure, abate deteriorated buildings and create commercial investment.

I.D. INDICATORS OF BLIGHTED CONDITION.

To establish findings that the majority of properties within the *URP* study area exhibit blighted and underdeveloped conditions, CSRA RC and Grovetown city staff compiled data on multiple topics. **Figure 1-2** provides a comprehensive list of potential indicators that were compiled and studied, and general background and notes on the sources of information.

The topics presented in **Figure 1-2** are discussed in greater detail throughout the remainder of this chapter. Depending on the data, comparisons have been drawn between those parts of Grovetown that are within or outside of the *URP* study area, between Grovetown and Columbia County, or even within targeted portions of the *URP* study area itself. An objective review of the data reveals that not every factor studied serves as an ultimate indicator for which blighted conditions may be confirmed within the *URP* study area. Cumulatively however, the review contained in this chapter is sufficient to establish a finding of necessity for the preparation of a redevelopment plan in Grovetown. The data analysis has also served to identify those portions of the URP study area upon which substantial energy must be exercised in order to successfully implement the resulting *URP* action plan.

I.E. HOUSEHOLD INDICATORS.

I.E.1. POVERTY RATE.

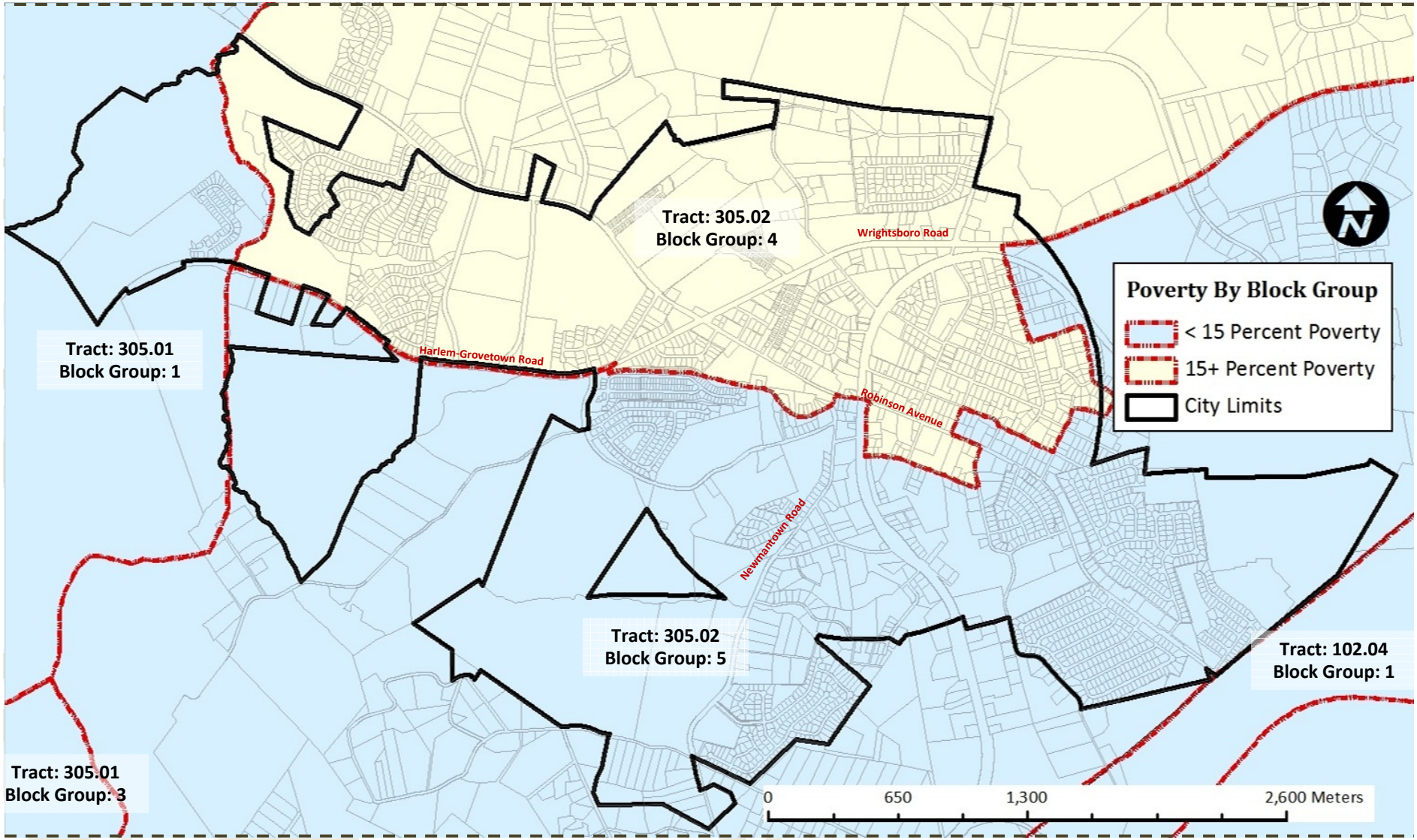
As illustrated in **Map 1-2**, a substantial portion of the *URP* study area is located within 2000 Census block groups with a poverty rate of 15 percent or more. Those portions of the study area within the 15 percent poverty threshold (by Census block group) meet the initial requirement to be considered for the creation of a Georgia Opportunity Zone and/or a Neighborhood Revitalization Area Strategy area – potential *URP* recommendations.

The majority of the city of Grovetown is located within U.S. Census tract 305.02 – with a small recently annexed area on the western side of the city located within Census tract 305.01. Census tract 305.02 contains two (2) block groups – both of which overlap portions of the municipal limits. Census tract 305.01 contains four (4) block groups – only one (1) of which incorporates a portion of Grovetown.

Figure 1-2: *Picture Grovetown URP* – Indicators of Blighted Condition

Household Indicators		
Poverty Rate	U.S. Census Bureau	15 percent of greater block groups
Household Income	ESRI Business Analyst Online	Relative to Columbia County
Transportation	ESRI Business Analyst Online	Availability of motor vehicles, means of transportation to work
General Property Indicators		
Housing Condition	CSRA Regional Commission	2005 Quality of Life Study (Fort Gordon)
Vacancy Rates	City of Grovetown; CSRA Regional Commission	2005 Quality of Life Study (Fort Gordon)/Census data
Building Activity	City of Grovetown	2007-2011 City permit data
Property Value (General)	Columbia County Tax Assessor	Land to building value
Business Indicators		
Property Value (Commercial)	CSRA RC/Columbia County Tax Assessor	Land to building value for example commercial properties
Business Licenses	City of Grovetown	2007-2011 City data
Retail Profile	ESRI Business Analyst Online	Consumer demand for services relative to supply
Brownfields	City of Grovetown; CSRA Regional Commission	Determination of properties which may be subject to environmental clean-up
Neighborhood Indicators		
Parcel/Street Arrangement	City of Grovetown; CSRA Regional Commission	Visual inventory/aerial photography
Infrastructure	City of Grovetown	Streets/storm water, underground utilities
Crime	FBI Uniform Crime statistics; City of Grovetown	2007-2011 Calls for service
Calls for Service (Nuisances)	City of Grovetown	2007-2011 Nuisance complaints (buildings/weeds/trash)
General Conditions/Visual Blight	CSRA Regional Commission	Driving/walking photo-documentation

MAP 1-2: GROVETOWN POVERTY BY CENSUS BLOCK GROUP



Varying poverty levels for Census tracts, block groups, and Grovetown as a whole is provided in **Figure 1-3**.

Figure 1-3 does not provide poverty statistics for households or individuals based on the boundaries of the *URP* study area. The current availability of figures based on this preferred geography is limited and deemed suspect. Based on the limited data sets available for review, **Figure 1-3** illustrates that in 2000 Grovetown had a poverty rate approaching 19 percent. Census tract block group 305.02(4) – that portion of Grovetown north of Robinson Avenue, and which constitutes the area currently eligible for Opportunity Zone and Neighborhood Revitalization Area Strategy participation - exhibited a poverty rate of 16.1 percent. The fact that Grovetown as a whole exhibited a higher poverty rate in 2000 than the three (3) Census tract block groups that overlap municipal boundaries illustrates that poverty was concentrated with the city. Secondary data sets studied by CSRA staff but not incorporated into the *URP* further suggest a higher concentration of poverty in 2000 within the study area itself.

Figure 1-3 also suggests that, based on 2009 US Census Bureau estimates, poverty figures within Grovetown are declining. A falling poverty rate in Grovetown is plausible given the municipality's phenomenal growth rate between 2000 and 2010. It is important however to recognize that 2009 data has been extracted from the Census Bureau's 2005-2009 American Community Survey 5-Year Estimates. The margin of error within this available data set is +/- 2.8 percentage points, suggesting that it is possible that poverty in Grovetown declined at a slower rate than illustrated within the figure. Figures will likely be adjusted when the U.S. Census Bureau releases formal 2010 numbers.

In spite of apparent falling poverty rates in Grovetown, Poverty within Columbia County remains concentrated within older portions of the Grovetown municipal limits. In considering the margin for error within 2009 American Community Survey 5-Year Estimates, Grovetown's poverty rate remains between 3.2 and 4.6 percentage points higher than Columbia County as a whole. Within the study area, rates of poverty have likely remained stationary as building permit data provides evidence that greater affluence in Grovetown has followed new housing starts – but occurring almost exclusively on the edges of the city.

Figure 1-3: Poverty Rate of Grovetown By Varied Geography

Geography	Total Population	Number (#) of Individuals Below Poverty Level	Percent (%) of Individuals Below Poverty Level	Portion of Tract/ Block Group in the URP Study Area?
2000 Census				
Census Tract 305.01 (Block Group 1)	3,125	283	9.1	No
Census Tract 305.02 (Block Group 4)	4,554	734	16.1	Yes
Census Tract 305.02 (Block Group 5)	5,541	604	10.9	Yes
Census Tract 305.02 (All Block Groups)	10,095	1,338	13.3	Yes
City of Grovetown	6,140	1,143	18.6	N/A
2009 Estimates				
Census Tract 305.02 (All Block Groups)	12,798	1,239	9.7	Yes
City of Grovetown	8,631	722	8.4	N/A

Source: U.S. Census Bureau, SF 3, Table P89 (2000); US Census Bureau, American Community Survey, 5-Year Estimates, Table B17001 (2009)

I.E.2. HOUSEHOLD INCOME.

Median household income within the city of Grovetown in 2010 was estimated to be $46,277. **Figure 1-4** illustrates that the median household income of residents within the *URP* study area lags behind those residents living outside the study area and Columbia County as a whole.

While the differences in household income within Grovetown itself are not presented as widely disparate, numbers presented in **Figure 1-4** reveal that the 2010 *URP* study area household income was estimated to be over 36 percent less than Columbia County. The 2010 *URP* study area household income projections

also illustrate a substantial percentage of households (47.3 percent) that earn 80 percent or less of the median family income estimated for the Augusta-Richmond County metropolitan statistical area. Although "household" and "family" are defined differently (with family income typically being higher than household income) the comparisons provided by **Figure 1-4** affirm a high percentage of households in the *URP* study area living on significantly constrained incomes. Families earning 80 percent or less of a political jurisdiction's median income are classified by the United States Department of Housing and Urban Development as low income, and are within the threshold of eligibility for low-to-moderate income housing and housing assistance programs.

Figure 1-4: URP Study Area and Various Jurisdictions – Household Income

Geography	2000 Median Household Income*	2010 Median Household Income	Percent (%) Change (2000-2010)	Augusta-Richmond County GA-SC MSA – Median Family Income (2010) $55,600	
				Number (#) of Households Less than 80 percent of MFI	Percent (%) of Households Less than 80 percent of MFI
URP Study Area	$43,901	$46,491	+5.9	642	47.3
Grovetown (excluding URP Study Area)	$50,426	$48,568	-3.7	916	44.8
Grovetown	$46,277	$47,762	+3.2	1558	45.8
Columbia County	$70,565	$73,155	+3.7	10,031	24.0

Source: ESRI Business Analyst Online, Market Profile; US Dept. of HUD, FY2010 Income Limits Doc. System
**Adjusted to 2010 Dollars (US Dept. of Labor, Bureau of Labor Statistics)*

I.E.3. TRANSPORTATION.

A substantial number of individuals living within the *URP* study area do not have access to a personal motor vehicle. The rate of households within the study area without direct access to a motor vehicle was 5.9 percent in 2000. While many urban areas are served by alternative transportation means and facilities, the geographic characteristics of Grovetown and surrounding Columbia County increase the need for motor vehicle accessibility. By comparison, Grovetown's rate of households lacking motor vehicle access is almost double that of Columbia County as a whole.

Figure 1-5 illustrates the range of options utilized by residents in the study area to commute to work on a daily basis, and contrasts these figures with Columbia County. In 2000, a substantially higher percentage of workers in Grovetown and the *URP* study area carpooled to work than in Columbia County as a whole. Likewise, there exists a noticeably higher mode share percentage of individuals from the study area walking to work or using other means (such as a bicycle) – in spite of the lack of existing bicycle infrastructure – and limited interconnected walking infrastructure. Numbers provided for Grovetown commuters in the 2009 American Community Survey 5-Year Estimates suggest that the number of pedestrian and cycling commuters may have increased since the 2000 Census.

Figure 1-5: URP Study Area and Various Jurisdictions – Means of Transportation to Work (2000)

Means of Transportation to Work	Percent (%) of Workers Aged 16+ By Transportation Type		
	URP Study Area	Grovetown	Columbia County
Drove Alone	76.9	79.2	86.2
Carpooled	17.2	15.2	10.3
Public Transportation	0.0	0.0	0.1
Walked	3.1	2.1	0.6
Other Means	1.4	2.1	0.7
Worked at Home	1.5	2.1	2.2

Source: ESRI Business Analyst Online, Market Profile

Data sets prepared by the US Census Bureau, including the 2000 Decennial Census and 2009 American Community Survey, suggest that no Grovetown residents utilize public transportation as a means to work. Columbia County Public Transit does not provide a fixed route service; but, rather relies on "curb to curb" on-call service. While the lack of fixed route service may deter Grovetown workers form

utilizing public transportation in Columbia County, the base of Columbia County Public Transit service operations is located in close proximity to the Grovetown municipal limits.

I.F. GENERAL PROPERTY INDICATORS.

I.F.1. HOUSING CONDITION.

The condition of housing stock within Grovetown was measured in 2005 as part of the *Augusta Quality of Life Reports* prepared for the CSRA Alliance for Fort Gordon. Through the efforts of city staff, a windshield survey was performed to assess housing conditions within those portions of Columbia and Richmond Counties in close proximity to Fort Gordon. A total of 2830 housing units were surveyed in Columbia County – of which 1180 (41.7 percent) were located in Grovetown. The housing inventory that was conducted did not include all housing units which existed in Grovetown at the time. The roughly 36 percent of Grovetown housing stock which was surveyed provided a well-distributed – if not representative -sample.

Residences of stick-built construction (excludes: trailers, mobile homes and manufactured homes) which were surveyed were divided into four (4) classifications of condition: standard, deteriorated minor, deteriorated major and dilapidated. Of the four survey classifications, properties listed as "deteriorated major" and "dilapidated" pose the greatest challenge for the community. "Deteriorated major" housing units include structural defects that are significant enough to warrant immediate repair or risk the home becoming uninhabitable in the near term. "Dilapidated" housing units include those that do not currently provide safe and adequate shelter and require immediate comprehensive rehabilitation or demolition.

Results of the 2005 windshield survey suggest that only six (6) of the 1007 stick-built residences surveyed exhibited a condition of deteriorated major or dilapidated. Given local knowledge of Grovetown – particularly the *URP* study area - this low percentage of substandard housing stock seems generous. Upon further review of the data in conjunction with the *URP* project, CSRA RC staff concluded that a substantially high percentage of the housing units surveyed in 2005 were located within Grovetown's newest subdivisions, and outside of the study area boundaries. Further, much of the older stick-built housing stock in Grovetown was constructed after the 1940s and utilizes brick as an exterior wall material. With a reliance on a drive-by visual survey, it is more difficult to observe obvious signs of deterioration on many brick structures.

Grovetown's numerous mobile home parks were not incorporated into the 2005 housing survey conducted on behalf of the CSRA Alliance for Fort Gordon.

Trailers, mobile homes, and manufactured homes were not rated for condition in 2005. Of the 847 units included in the survey figures for Columbia County, 172 (20.3 percent) were located within the Grovetown municipal limits. While the survey itself suggests that trailers, mobile homes and manufactured homes make up an even smaller percentage of Grovetown's overall housing stock, US Census Bureau figures suggest up to 42 percent of the housing stock in the *URP* study area (41.7 percent city-wide) is made up of this housing type. Visual surveys of the study area conducted as a part of this project confirm that these higher numbers

of manufactured housing stock is accurate. In fact, the 2005 windshield survey is confirmed to have excluded the vast majority of Grovetown's mobile home parks. Many of the individual units on within study area mobile home parks are abandoned and/or exhibit an advanced state of deterioration.

I.F.2. VACANCY RATES.

A healthy housing market exhibits a vacancy rate of three (3) percent for housing intended for owner-occupancy, and five (5) percent for rental units. Healthy cumulative vacancy rates are around eight (8) percent. Forecasting software utilizing data prepared by the US Census Bureau suggests the housing vacancy rates throughout Columbia County, Grovetown, and the *URP* study area increased significantly between 2000 and 2010. **Figure 1-6** provides the projected change in housing units by occupancy status and tenure between 2000 and 2010.

Figure 1-6: URP Study Area and Various Jurisdictions – Owner & Renter Occupancy (2000)

Housing Units	URP Study Area		Grovetown (excluding URP Study Area)		Grovetown		Columbia County	
Housing Units Census 2000	**Number (#)**	**Percent (%)**	**Number (#)**	**Percent (%)**	**Number (#)**	**Percent (%)**	**Number (#)**	**Percent (%)**
Occupied	1,326	89.2	856	90.3	2,182	87.4	31,120	93.4
Owner	877	59.0	611	64.5	1,488	59.6	25,557	76.7
Renter	449	30.2	245	25.8	694	27.8	5,563	16.7
Vacant	161	10.8	92	9.7	253	10.1	2,201	6.6
Housing Units 2010 Projections	**Number (#)**	**Percent (%)**	**Number (#)**	**Percent (%)**	**Number (#)**	**Percent (%)**	**Number (#)**	**Percent (%)**
Occupied	1,357	83.7	2,044	84.1	3,401	84.0	41,800	89.8
Owner	869	53.6	1,387	57.1	2,256	55.7	34,010	73.0
Renter	488	30.1	657	27.0	1,145	28.3	7,790	16.7
Vacant	265	16.3	385	15.9	650	16.0	4,765	10.2

Source: ESRI Business Analyst Online, Housing Profile;

Figure 1-6 illustrates a much higher percentage of owner-occupancy in Columbia County than in Grovetown and the *URP* study area. The figure further suggests a greater degree of housing stability in Columbia County as a whole by exhibiting a smaller increase in overall vacancy rates within the County than in Grovetown. With a projected vacancy rate of 10.2 percent, Columbia County exhibits fairly housing occupancy – particularly in light of dramatic nation-wide changes to the housing market over the last three (3) years.

By contrast, occupied housing units in Grovetown exhibit a much higher percentage of rental units than in Columbia County. Rental occupancy makes up an even higher percentage of housing units within the *URP* study area (projected at 30.1 percent in 2010). If factoring in vacant units which are intended to be "for rent" only, the study area has a potential rental occupancy rate of over 37 percent. Increases to housing vacancy rates outside of the *URP* study area may reflect a combination of the decreasing condition of older housing, and a surplus of new housing units. Section I.F.3 (Building Activity) partially supports this presumption by illustrating that 99.12 percent of residential permits issued for new construction between 2007and 2011 were for locations outside of the study area. These units were not absorbed by the market in spite of a projected population growth rate of 116 percent outside of the *URP* study area between 2000 and 2010 (a 101 percent higher projected rate of growth than for study area itself.) Within the *URP* study area, the housing vacancy rate is projected to have increased by 64 percent between 2000 and 2010. During the same period, the total number of housing units within the study area increased by a much smaller margin (9.1 percent). Indeed, between 2005 and 2010, only 10 of new residential housing permits were issued by Grovetown for property within the study area. Unlike other parts of the city, dramatic increases in the rental vacancy rate within the study area may be more directly tied to housing stock that is becoming increasingly deficient.

I.F.3. BUILDING ACTIVITY.

Building permit records collected by the city of Grovetown from 2007 through September, 2011, indicate that interest in residential development within the city has remained strong. **Figure 1-7** indicates that while new housing starts

dropped by almost 54 percent between 2008 and 2009, the rate of new residential construction seemed to have recovered by late 2011. The figure also illustrates the effect that city policies appear to have had on new manufactured housing within the municipal limits – significantly reducing the total number of new permits for this housing type.

Figure 1-7: Grovetown Residential Building Permits (2007-2011)

Residential Building Permits (New Construction)	2007	2008	2009	2010	2011 (Through Sept.)	Total
Townhouses						
Number (#)	118	124	34	35	45	356
Percent (%) of Total	41.1	47.7	24.3	18.4	20.3	32.4
Single-Family						
Number (#)	156	119	100	147	173	695
Percent (%) of Total	54.4	45.8	71.4	77.4	77.9	63.2
Manufactured Housing						
Number (#)	13	17	6	8	4	48
Percent (%) of Total	4.5	6.5	4.3	4.2	1.8	4.4
Cumulative						
Total (#)	287	260	140	190	222	1099
Total Value ($)	$40.6 Mil.	$33.5 Mil.	$19.8 Mil.	$25.4 Mil.	$31.4 Mil.	$150.8 Mil.

Source: City of Grovetown; Building Activity Reports

As stated in the previous section, Grovetown's building permit data indicates that almost all new residential construction (excluding manufactured housing) occurred outside of the *URP* study area. Between 2007 and September, 2011, only 10 of 1134 building permits for new residential construction (0.88% percent) were issued for property within the *URP* study area. Distribution of residential building permits is provided on **Map 1-3**.

Unlike residential building permit activity, commercial building activity remains limited in Grovetown. Of the 97 total building permits issued for commercial activity over the last five (5) years, only four (4) were for new construction. While all four (4) permits were issued for property within the *URP* study area, their location reflects the fact that study area boundaries encompass most of the city's commercially zoned property.

Building permits for new commercial construction between 2007 and September, 2011, accounted for only 1.3 percent of the total value of new construction in Grovetown. This trend illustrates that while Grovetown is adding residents, it is not adding commercial services to support its population.

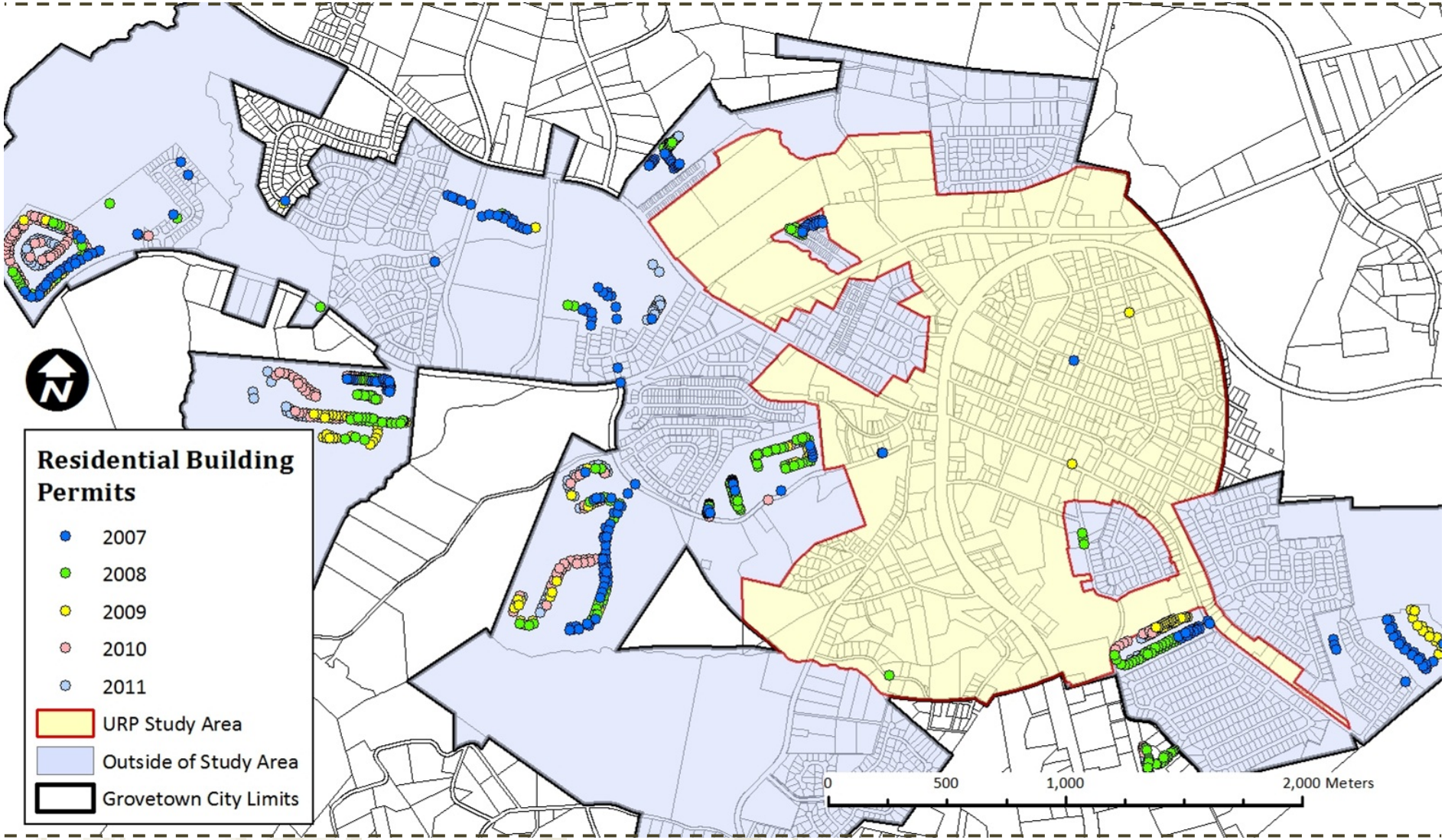
I.F.4. PROPERTY VALUE (GENERALLY).

Property records provided by the Columbia County Tax Assessor's Office have allowed for an evaluation of land and improvement values with the *URP* study area. By utilizing the "allocation method" when considering land valuation, the market value of a piece of land may be compared to the market value of the improvements which are located on the land (buildings and other structures). When the land value is equal to or greater than the value of the improvements on the land, redevelopment potential for a property or area begins to look feasible. Under such a scenario, a high land to improvement ratio assumes that the property is located in a "high-demand" area but contains deteriorated buildings and/or structures.

An evaluation of all *URP* study area parcels indicates that on parcels containing built improvements, the land value equates to roughly 37 percent of total property value. The study area ratio incorporates all residential and non-residential parcels, and provides an overall impression that land value is priced appropriately to meet investment demand.

A closer look at a few commercial and non-commercial focus areas (See **Map 1-4 & Map 1-5**) illustrates that there are specific areas within the study area where land value far exceeds the total value of improvements on the property. The locations

MAP 1-3: GROVETOWN RESIDENTIAL BUILDING PERMITS



illustrated on **Map 1-4** are described in greater detail within **Figure 1-8**.

Figure 1-8: Residential Focus Areas – Land to Improvement Value (2011)

Residential Focus Area	Total Land Value ($)	Total Improvement Value ($)	Land To Improvement Ratio (%)
Area A	$469,951.00	$31,402.00	94
Area B	$262,151.00	$31,902.00	89
Area C	$420,650.00	$280,440.00	60
Area D	$340,971.00	$254,568.00	57
Area E	$249,725.00	$17,097.00	94
Area F	$222,924.00	$109,968.00	67
Cumulative Average	**$327,728.66**	**$120,869.00**	**73**

Source: Columbia County Tax Assessor (Calculations by CSRA RC)

Figure 1-8 illustrates a much higher land to improvement value for select residential properties as opposed to that ratio described for the *URP* study area as a whole. An informal comparison with the value of these focus areas with individual and adjacent parcels which have recently been developed with duplexes – and the distinctly improved valuations - indicates that residential properties in the study area do retain investment potential. The figure illustrates however that many study area properties lack improvements or contain improvements which have significantly depreciated in value.

It must be noted that the residential focus areas referenced on **Map 1-4** and within this subsection do not represent a comprehensive list of study area tracts. The tracts listed in **Figure 1-8** are representative of the disinvestment found in a much larger number of residential properties throughout the study area. The common traits of these tracts are sole or limited ownership, group residential rental development (multiple units on one (1) tract), primarily occupied by mobile homes, large incidence of visual blight/code violations and police calls for service. Much of these actors contribute to the spread of disinvestment and blight on adjacent property throughout the *URP* study area. All of these focus areas may serve as "target areas" to be determined within Chapter IV: Land Use Plan.

I.G. BUSINESS INDICATORS.

I.G.1. COMMERICAL PROPERTY VALUE.

Map 1-5 also illustrates commercial parcels on Robinson Avenue and Wrightsboro Road that were evaluated and compared in terms of land value, improvement value and total value. The value of these parcels is also compared to similar commercial properties on Baston Road in unincorporated Columbia County. A summary of this comparison is provided within **Figure 1-9**. The parcels chosen for comparison in **Figure 1-9** were selected based on their location on major thoroughfares with similar traffic volumes, and a similar cumulative square footage of heated building space. While some attempt was made to compare similar types of commercial uses to others, this consideration is more subjective and was not weighted as highly as the other factors mentioned.

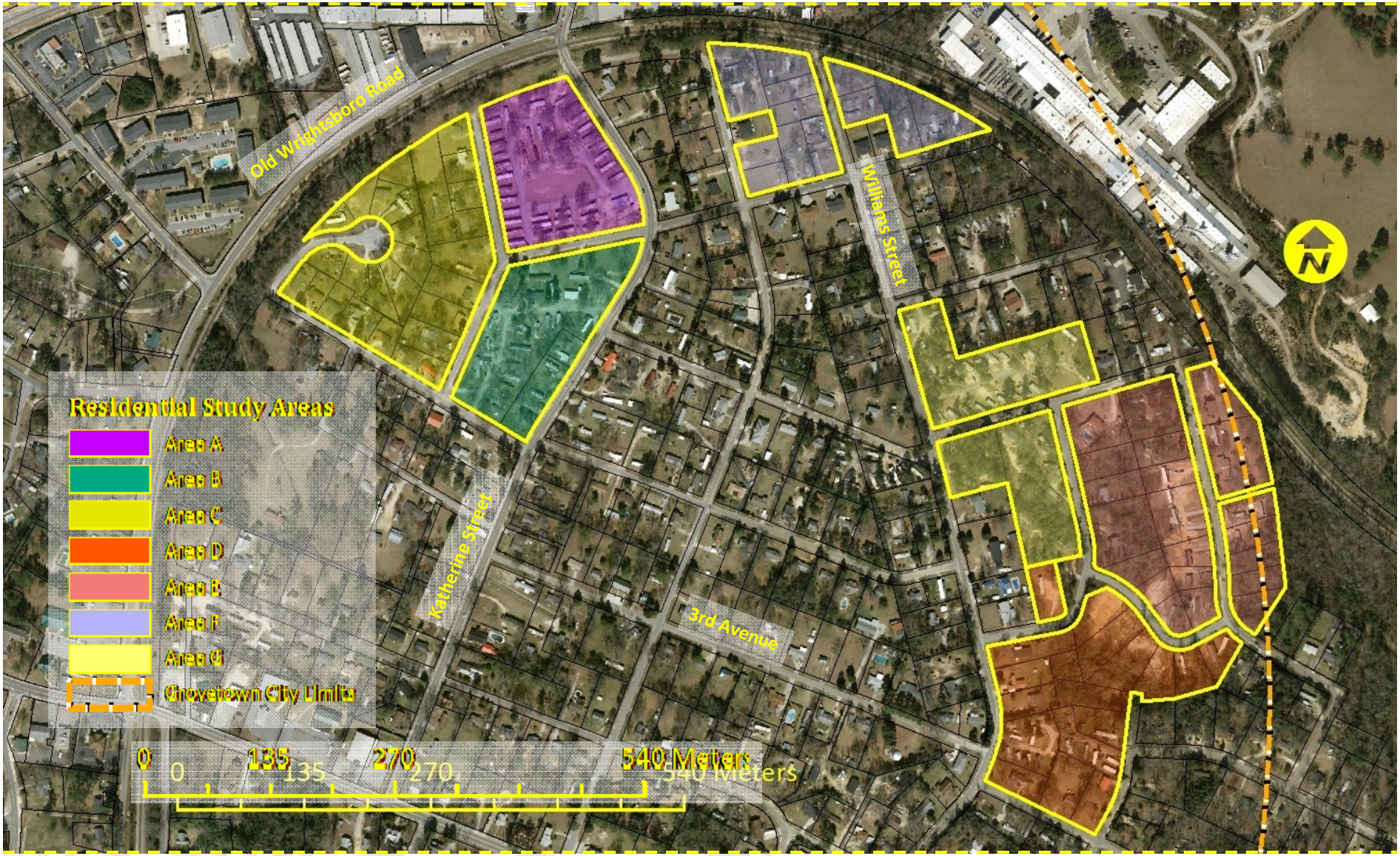
Figure 1-9: Commercial Focus Areas – Land to Total Value for Select Parcels (2011)

Commercial Focus Area	Total Acres	Land Value ($) Per Acre	Total Value ($) Per Acre	Land To Total Value Ratio (%)
Robinson Avenue	4.57	$402,693.00	$1,674,065.00	24
Wrightsboro Road	6.2	$1,316,730.00	$3,340,452.00	39
Baston Road	7.8	$2,566,769.00	$5,001,426.00	51

Source: Columbia County Tax Assessor (Calculations by CSRA RC)

When comparing the ratio for land to total value, **Figure 1-9** illustrates gradually

MAP 1-4: URP STUDY AREA: RESIDENTIAL STUDY AREAS



MAP 1-5: URP STUDY AREA: COMMERCIAL STUDY PROPERTIES

increasing percentages between Robinson Avenue, Wrightsboro Road and Baston Road. At 24 percent of total value per acre, **Figure 1-9** suggests that there is little demand for commercial land within the *URP* study area on Robinson Avenue. The figure even suggests lukewarm demand for commercial property on Wrightsboro Road. At 51 percent of total value, **Figure 1-9** suggests that there is a significantly higher demand for commercial land along Baston Road than within Grovetown. With a land value per acre presented in this exercise of 123 percent less than Baston Road, it seems likely that Robinson Avenue does not offer the same competitive advantages to attract commercial investment that may otherwise be offered by more prosperous portions of Columbia County. Even though the sample properties selected on Robinson Avenue contain improvements that are cumulatively older than Baston Road – and therefore subject to greater depreciation – total land value per acre on the Baston Road example sites remains 57 percent higher than selected Robinson Avenue commercial property. The market alone is not attracting the investment necessary to allow Robinson Avenue to transform into a thriving commercial center.

Figure 1-9 should not be mistaken for an attempt to provide a comprehensive appraisal of commercial corridors. The variables required to assemble a full appraisal far exceed the scope of the *URP*. The figure does provide a snapshot of relative commercial property value in differing parts of Columbia County. Even if considering identical uses, it is apparent that commercial property value in Grovetown does not command the same value as similar property in other portions of Columbia County. For example, when comparing the CVS drugstores on Horizon South Parkway and Baston/Fury's Ferry Road, land to total value was virtually identical at 50 percent. Per acre however, the land value of the Baston/Fury's Ferry location was 22 percent higher than the Grovetown location. The total value per acre for the Baston Fury's Ferry location remains 17 percent higher than the Grovetown location even though the improvements on the former site have had over 12 years to depreciate.

I.G.2. BUSINESS LICENSES.

In contrast to the residential building permit data presented in section I.F.3, business license data indicates a significant decrease in recent commercial investment within the Grovetown municipal limits. Between late 2007 and September, 2011, a total of 444 business licenses were issued for new business ventures within Grovetown. Of these, only 176 (39.6 percent) remained active near the end of the survey period. **Figure 1-10** presents city-wide business license data from 2007 to 2011.

Figure 1-10 Grovetown Business Licenses (2007-2011)

Year Issued	(New) Business Licenses Total	(New) Standard Business Licenses			(New) Home Occupation Business Licenses		
		Total Number (#)	Total Number (#) Active	Percent (%) of Total Number Active	Total Number (#)	Total Number (#) Active	Percent (%) of Total Number Active
2007	6	4	2	50.0	2	1	50.0
2008	337	143	71	49.7	194	43	22.2
2009	47	13	7	53.9	34	11	32.4
2010	43	8	7	87.5	35	25	71.4
2011	11	5	5	100.00	6	4	66.7
Total	**444**	**173**	**92**	**53.2**	**271**	**84**	**31.0**

Source: City of Grovetown
**2007 figures include only November and December; 2011 figures through September.*

Although **Figure 1-10** indicates that many Grovetown residents have attempted to operate home occupation businesses from their places of residence, such ventures are not as successful as a whole. Only 31 percent of home occupation businesses established in Grovetown since late 2007 remain active – as opposed to a success rate of over 50 percent for standard businesses opened at a commercial location. Factors for the success or failure of home occupations vary, including lack of business skills by "at-home" entrepreneurs, lack of personal capital to maintain or grow the venture; or, in the case of Grovetown a large transient rental population

tied to government assignments at Fort Gordon.

Figure 1-11: URP Study Area and Columbia County - Household Expenditures (2010)

House and Home Expenditures		URP Study Area			Columbia County	
		Spending Potential Index*	Average ($) Amount Spent	Average Expenditure as a Percent (%) Compared to	Spending Potential Index*	Average ($) Amount Spent
Expenditures by Category	Owned Dwellings	79	$9,291.33	57.2	138	$16,253.61
	Rented Dwellings	61	$2,080.02	81.2	75	$2,562.40
	Household Operations	76	$1,194.23	59.5	127	$2,007.47
	Utilities, Fuels, Public Services	79	$3,598.83	66.1	120	$5,441.46
	Housekeeping Supplies	79	$556.74	65.3	122	$853.06
	Household Textiles	76	$100.98	61.4	124	$164.36
	Furniture	77	$461.64	60.2	128	$766.39
	Major Appliances	78	$237.55	62.4	126	$380.83
Combined Expenditures		$17,521.32		61.6	$28,429.58	

Source: ESRI Business Analyst Online, Financial Expenditures and, House and Home Expenditures

** "Spending Potential Index" figure is a household figure generated by ESRI representing the asset value or amount spent for*

Ultimately, home occupation businesses do not present the best measure of whether or not the business investment climate of a community is healthy. Investment in commercial buildings and property (and the resulting taxes that are generated from that investment) provides a better measure for a healthy business climate. Of the 92 "standard" business licenses (those issued for operations at a commercial location) which remained active in late 2011, 57 (61.9 percent) were for business ventures on Grovetown's two (2) main business corridors - Robinson Avenue and Wrightsboro Road. Of these, less than a third (17 total) were for businesses on Robinson Avenue. More properties are for sale, and more existing commercial buildings are vacant, on Robinson Avenue than on Wrightsboro Road as well.

It must be noted that the data provided by the city of Grovetown and utilized within the *URP* does not include businesses which may have received their initial city business licenses prior to mid-2007. Although this implies that the business license data presented herein is not comprehensive, the information is sufficient to illustrate trends of business concentrations and renewal rates on newer ventures which likely mirror those of most pre-existing businesses.

I.G.3. RETAIL PROFILE.

Financial expenditures for residents living within the *URP* study area are illustrated in **Figure 1-11**. The figure projects the average annual cost for varying categories of household expenditures both in the *URP* study area and Columbia County. Similar to estimated household income, *URP* study area residents' household expenditures are valued at roughly 62 percent of those for residents of Columbia County as a whole.

Expenditures by category presented within **Figure 1-12** re-iterate that household incomes, property value, mortgages and rents, and ultimately buying power remain significantly lower in Grovetown than in more affluent areas of Columbia County. While buying power by study area residents may be depressed – as compared to Columbia County – **Figure 1-12** suggests that there remain a numerous retail categories where retail potential has not yet been met. Within the figure, estimated retail sales (supply) of study area businesses is compared to the expected retail potential (demand). Where demand is higher than supply, unmet retail potential is being lost (leakage). Leakage is represented in **Figure 1-12** as a positive number – excess supply is represented by a negative number.

At first glance, **Figure 1-12** appears to suggest that total retail demand within the *URP* study area is being met by study area businesses. A closer inspection of the data infers that retail demand is only being met by an abundance of grocery stores, fast-food restaurants and convenience stores.

While all three (3) categories undoubtedly serve study area residents, the characteristics of the latter two (2) categories suggest that much of the retail sales are a reflection of convenience to the high concentration of motor vehicle traffic which is forced to bisect Grovetown on a daily basis to and from Fort Gordon. Much of these sales have the potential to be lost once additional development at Lewistown Road and I-20 occurs.

Figure 1-12: URP Study Area and City of Grovetown - Retail Market Place Profile (2010)

Industry*	*URP* Study Area			Grovetown		
	Supply (Retail Sales)	Demand (Retail Potential)	Leakage/ Surplus**	Supply (Retail Sales)	Demand (Retail Potential)	Leakage/ Surplus**
Motor Vehicle and Parts Dealers (NAICS 441)	$5,882,495	$5,780,845	0.9	$14,913,565	$7,104,168	35.5
Furniture and Home Furnishings Stores (NAICS 442)	$688,246	$398,316	10.2	$1,738,919	$584,942	49.7
Electronics and Appliance Stores (NAICS 443/4431)	$632,963	$0	100.0	$1,597,659	$0	100.0
Building Mat., Garden Equip. and Supply Stores (NAICS 444)	$1,090,986	$774,265	17.0	$2,778,270	$999,705	47.1
Food and Beverage Services (NAICS 445)	$5,597,233	$7,540,438	-14.8	$14,165,572	$9,270,153	20.9
Health and Personal Care Stores (NAICS 446, 4461)	$964,281	$448,926	36.5	$2,459,320	$551,692	63.4
Gas. Stations (NAICS 447, 4471)	$4,079,834	$6,458,814	-22.6	$10,375,711	$7,937,334	13.3
Clothing and Clothing Accessory Stores (NAICS 448)	$619,405	$197,129	51.7	$1,563,774	$258,414	71.6
Sporting Goods, Hobby, Book and Music Stores (NAICS 451)	$346,600	$227,189	20.8	$872,634	$279,196	51.5
General Merchandise Stores (NAICS 452)	$2,927,404	$3,049,532	-2.0	$7,403,415	$3,747,617	32.8
Misc. Store Retailers (NAICS 453)	$328,274	$62,627	68.0	$834,462	$82,894	81.9
Non-store Retailers (NAICS 454)	$372,629	$283,179	13.6	$966,367	$358,708	45.9
Food Services and Drinking Places (NAICS 722)	$4,056,123	$4,552,364	-5.8	$10,242,564	$5,628,285	29.1
Total Retail Trade & Food and Drink (NAICS 44-45, 722)	**$27,586,473**	**$29,773,624**	**-3.8**	**$69,912,232**	**$36,803,109**	**31.0**

Source: ESRI Business Analyst Online, Retail Market Place Profile
**North American Industry Classification System (NAICS)*
***Leakage represented by a positive number. Surplus represented by a negative number.*

By looking at Grovetown as a whole however, **Figure 1-12** suggests that there is a much wider market outside of the *URP* study area that is being underserved in all categories. A review of the retail marketplace profile for a three (3) mile radius around Grovetown also confirms this potential, although some of this demand may already be being captured by recent development at the Lewistown Road/I-20 interchange in unincorporated Columbia County.

I.G.4. BROWNFIELDS.

A potential inhibiting factor for development efforts is the presence of brownfield sites – properties contaminated by petroleum or other hazardous products. The location of brownfields in a given jurisdiction endangers residents' health and decreases investment potential due to the potential clean-up costs that would be required to utilize a site.

A recent review of potential brownfield sites within the CSRA revealed a number of candidate locations within Columbia County which have Grovetown addresses. While a few potential brownfield sites are located in close proximity to Grovetown, only a minor commercial parcel is located within the fringe of the *URP* study area or the Grovetown municipal limits.

I.H. NEIGHBORHOOD INDICATORS.

I.H.1. PARCEL/STREET ARRANGEMENT.

Visual surveys of the study area have been combined with a review of maps, and interviews with stakeholders in order to identify parcel and street arrangements which detract from development potential within the *URP* study area. In reviewing parcel "arrangements," CSRA RC staff was less concerned with the land use characteristics of individual parcels – rather, staff was interested in parcel shape and size.

The study area exhibits few individual parcel characteristics that suggest an inefficient lot layout which would serve as a trigger for eventual blight. A review of any study area map presented within this plan illustrates a fairly order grid of streets with individual lots of uniform depth and orientation. Parcel inefficiencies are tied to those where small lots have been combined into larger tracts for the purpose of group development – with multiple dwelling units on a single tract of land.

The *URP* study area street system may not be a causal factor directly contributing to the gradual deterioration which has occurred within the study area. Unlike parcel arrangements however, the current layout of the street system makes effective study area redevelopment much more difficult without active public sector participation. In older portions of the study area, a fairly consistent – if irregular – grid street system exists. Unfortunately, the grid which is anchored by Katherine and Dorn Streets is impeded by the envelopment of much of the study area by CSX Transportation's Georgia Railroad. Traffic is funneled to two (2) choke points at the railroad. Add to this intersecting streets from four (4) sides at the Robinson Avenue at-grade railroad crossing, and misaligned streets (Katherine and School Street) within the Grovetown Elementary Street school zone, and the relative advantages of the early grid system are largely eliminated. As development has occurred further to the edges of the study area, less street interconnectivity has occurred – limiting options to distribute new traffic.

I.H.2. INFRASTRUCTURE.

While subject to the need for constant maintenance and servicing, the city of Grovetown's street, storm drainage, water and sewer infrastructure within the *URP* study area does not exhibit system-wide failures that would be a cause of slum and blight. Regardless, the apparent age of the infrastructure does not serve to promote new investment. Many streets within the study area are narrow and utilize open ditches for drainage. Cracked and broken pavement can be found throughout the study area – particularly along the edges of streets that lack curbing. Much of the street edge cracking can be attributed to open ditches that have filled with silt to the point where they are almost imperceptible. Filled ditches created street-side ponding that deteriorates the street surface. Even on some curbed and guttered sections of street, evidence of erosion and ponding mars the street surface. Often times, the erosion originates from driveway approaches within the public right-of-way that have not been paved as part of the street improvement project.

Pedestrian accessibility throughout the study area is also inhibited. Many study area street segments lack public sidewalks. Street segments within the *URP* study area – improved and unimproved – also lack other aesthetic enhancements that may promote a greater degree of community pride – with exposed utility lines towering over the public right-of-way rather than street trees.

Development potential south of Robinson Avenue is also inhibited due to the city's ongoing problems with sewer treatment capacity. Lacking a long-term solution to this problem, development potential for this principal commercial corridor – and the overall goal of creating a downtown – will remain limited.

I.H.3. CRIME.

As part of the data compilation process for the *Picture Grovetown URP*, CSRA RC staff reviewed FBI Uniform Crime Statistics reports for the years 2005 through 2010. Unfortunately, data presented on the FBI website for Grovetown did not include information pertaining to the years 2006 and 2009. FBI data sets are also presented for criminal activity city-wide and therefore do not serve to contrast criminal activity within the *URP* study area from without.

As an alternative to utilizing the FBI data sets, the Grovetown Department of Public Safety compiled select police report data for the 2007 through 2011 calendar years. Data was compiled for the following four (4) types of police reports: assault and battery, burglary, drugs and sexual related crimes. These report headings do not directly correspond with the types of property and violent crime headings that are presented within the FBI database; nor, do they assume that the perpetrators of the alleged activity are ultimately found guilty. Regardless, because the data can be tracked geographically it is much more useful in illustrating the frequency of alleged criminal behavior with the study area as opposed to other areas of the city.

Figure 1-13: City of Grovetown – Reports of Criminal Activity (2007-2011*)

Incident Type	Total Reported Incidents	Reported Incidents (URP Study Area)	Percent (%) Reported Incidents (URP Study Area)
Assault and Battery	377	229	60.7
Burglaries	171	90	52.6
Drugs	45	39	86.7
Sexual Related Crimes	54	33	61.1
Cumulative Incident Reports	**647**	**391**	**60.4**

Source: Grovetown Department of Public Safety.
**2011 figures through October.*

Figure 1-13 summarizes reports of select criminal activity within Grovetown from 2007 through October, 2011. While reported incidents of burglary occurred with the *URP* study area at only a slightly higher rate than other areas of the city, the other three (3) categories presented illustrate a disproportionate share of activity within the study area itself. In particular, reports of crimes of a sexual nature within the boundaries of the study area accounted for almost 87 percent of all activity. Overall, criminal activity reports provided by the Grovetown Department of Public Safety suggest that roughly 60 percent of alleged activities during the five -year period studied occurred within the study area. This information is particularly striking given the fact that the study area accounts for less than a third of the city's total land area.

I.H.4. NUISANCES.

Between 2007 and 2010 there were at least 402 complaints filed city-wide for violation of city code related to property nuisances. Such complaints are reported to the Grovetown Planning and Development Department for abatement. For purposes of the *URP*, a "nuisance" includes the following reported code violations: grass/weeds, junk vehicles, trash/debris, unapproved camper, unauthorized garage/shop, underpinning, unfit (occupied) structure. Grass/weeds and junk vehicle violations accounted for almost three quarters of all complaints. Complaints were evenly split between study and non-study area properties.

Grass/weeds and junk vehicle complaints accounted for the vast majority of all calls for service (44 and 30 percent, respectfully). Nuisance data provided by the city of Grovetown does not reflect dangerous building complaints – which are predominantly located within the study area itself. More information regarding dangerous and vacant buildings can be found in the next subsection.

I.H.5. GENERAL PROPERTY CONDITION/VISUAL BLIGHT.

Data presented throughout this chapter provides a number of clues that much of the *URP* study area is in an advanced state of deterioration that is inhibiting quality of life and investment potential. The greatest evidence of study area need however, is the intuitive visual knowledge first presented by Grovetown officials and residents. While visual surveys of the study area confirm that some properties are maintained in good condition, a large number of study area properties reveal conditions that indicate a lack of upkeep and investment. Visual blight is evidenced throughout the study area in the form of weeds, garbage, inoperable vehicles, front yard parking, vacant and unsecured buildings (commercial and residential), graffiti, vagrancy, etc.

Unkempt yards are prevalent in many portions of the study area – whether through the presence of tall grass and weeds, or parking of operable and

inoperable vehicles on the property. Weeds and debris on private property attracts and provides a haven for rodents and pests. In contrast, wear and tear on some properties caused by operating motor vehicles results in erosion - quickly filling storm drainage systems with silt.

There many instances where multiple homes or trailers are located on a single piece of property. Whether occupied or not, direct access to these structures is often inhibited due to a lack of paved streets or driveways. The ownership and leasing arrangements presented on these properties can be confusing. These situations may suggest unclear or contested property title – serving as a disincentive for anyone to invest in redevelopment.

Vacant. Deteriorated. Concealed. A prime example of slum and blight in Grovetown. The aesthetics of many residential properties in the URP study area are serve to attract questionable activity.

Many vacant study area buildings are also unsecured. These structures serve as a refuge for vagrants and illegal activities. The graffiti found on some of these vacant and open buildings suggests that negative elements are continually attracted to the accessible and concealed spaces that are provided.

Admittedly, there is some *URP* study area data that draws little distinction between the property values and household conditions of parcels within and outside of the study area boundaries. Inspection of the study area illustrates though that lack of discernible differences is related to the existence of a few well-maintained properties of owner-occupants interspersed among tracts in deplorable conditions. Future investment of these well-maintained properties is questionable at best if substantial action is not taken by Grovetown now to remove surrounding conditions of blight which – if left unattended – will dissuade long-time residents from seeing the wisdom in continuing to reinvest in their own property.

I.I. FINDINGS OF NECESSITY REPORT.

Following a review of relevant data, stakeholder interviews, and on-site observation, it has been determined that URP study area conditions warrant the development of an urban redevelopment plan. An assessment of the negative conditions which exist within the URP study area is provided within this section and serve as the basis for the preparation of Grovetown's "findings of necessity" resolution as required by the Georgia Urban Redevelopment Act. Further, the preliminary recommendations contained within this section serve as the basis for the development of the land use plan and implementation program portions of the URP as provided within Chapters 4, 5, and 6.

I.I.1. NEGATIVE CONDITIONS.

Conditions exist throughout much of the URP study area that adhere to the definition of slum and blight as provided within the Georgia Urban Redevelopment Act. The applicable conditions are summarized as follows:

- ***Concentrations of Poverty.*** *Data suggests that while overall poverty within Grovetown is declining, concentrations of poverty within the city remain high – particularly within the URP study area. A review of building permit data provides strong evidence that Grovetown's overall decreasing rate of poverty is directly tied to new development occurring outside of the study area boundaries. With few residential building permits being issued within the URP study area itself between 2000 and 2010, evidence suggests that a slight decrease in the overall number of households in poverty is not necessarily tied to improved living conditions. Rather, deterioration of the existing housing stock has led to a significant increase in vacant dwelling units.*
- ***Deteriorated Mobile Home Parks.*** *The URP study area contains an extremely high number of mobile home parks and general concentration of manufactured housing. Many of these properties contain mobile homes that appear to be in substandard condition. The study area also contains many mobile dwelling units which appear vacant and are open to the elements – attracting vagrants and illegal activities. Mobile home parks in the study area generally exhibit limited infrastructure (i.e. dirt drives, lack of curb and gutter, etc.) and limited amenities. The presence and size of these properties is such that there is little resulting concentration of homes of standard construction. Grovetown's mobile home parks keep overall property values depressed effectively limiting prospective investment. These underperforming developments must be gradually phased-out.*
- ***Low Owner-Occupancy.*** *Along with an apparent deterioration of overall housing quality, the percentage of owner-occupied dwellings appears to be decreasing. Combined with significant increases in vacant dwelling units, there seems to be little incentive for non-transient families to invest in center-city Grovetown for the long-term. While the presence of rental property itself is not necessarily a condition of blight, the low overall housing quality and values tied to the rental population within the URP study area – in consideration of other data and observations presented within this chapter – indicates that residing within the URP study area for extended periods has become increasingly undesirable for much of the population.*
- ***Depressed Land and Building Values.*** *Combined property value data presented in Subsection I.F.4. suggests that – at 37 percent of total value – property within the URP study area is not within high demand. A closer look at select commercial parcels further illustrates the point when compared to a comparable commercial corridor in an alternative location within Columbia County. On residential property within the study area, many parcels (particularly those tied to mobile homes) exhibit significantly small improvement values. Low commercial land and residential building value is reflective of the low household incomes of many study area (and non-study area) residents of Grovetown.*
- ***Limited Commercial Investment.*** *Limited investment on new commercial development in the URP study area – particularly on Robinson Avenue – has occurred in the last several years. Although data suggests significant leakage of potential retail dollars from within Grovetown, prime commercial property on Wrightsboro Road remains undeveloped – even though there is evidence that commercial land within the city is valued at far less than in other portions of Columbia County. Robinson Avenue is further handicapped by exhibiting a parcel arrangement and size that is more reflective of a traditional downtown but lacking the design characteristics that accompany downtowns and make them vibrant locations. These conditions have contributed to high business turnover within the URP study area and the continued condition of underutilized commercial property.*

  There is no evidence that local regulation has contributed to lack of investment – as land development standards are significantly higher in unincorporated Columbia County. On the contrary, the prevalence of cheaply constructed buildings has resulted in faster depreciation of improvements and a resulting aesthetic that does not support short-term expenditure on quality building materials that can result in longer-term stability of commercial districts. Codes on materials, aesthetics and landscaping must be improved.

- ***Nuisance Activities.*** *Some categories of criminal activity and nuisance complaints (buildings) are concentrated within the study area. Dangerous and vacant buildings should be a particular concern for the city as – unlike issues such as junk vehicles and tall grass – such a condition is provides refuge for criminal behavior in addition to the typical aesthetic challenges.*

I.I.2. PRELIMINARY RECOMMENDATIONS.

The preliminary urban redevelopment plan recommendations presented within this subsection have been prepared following consideration of the "indicators of blight" presented within this chapter, and associated "capacity findings" presented within Chapter 2: Community Capacity Review. These initial recommendations are not presented in any order of priority and do not represent final URP goals, objectives, or strategies. They merely serve as a first step toward formulating those components of the plan. As such, the recommendations herein are also not comprehensive. For a full overview of URP goals, objectives, and strategies, please see Chapters 4, 5, and 6.

- ***Pro-Active Abatement of Dangerous Buildings.*** *This recommendation should not be interpreted as questioning whether or not Grovetown city staff been actively boarding and/or demolishing vacant and dangerous buildings. The number of vacant and dangerous buildings reported and abated by the city of Grovetown is much higher than the nuisance violation complaints presented in Subsection I.H.4. Rather, being "pro-active" means that the city must employ more measures to compel property owners to prevent or abate dangerous building violations on their own. City code should be revised to create additional financial disincentives for property owners to retain uninhabitable structures. Where city funds must be used to abate such conditions, measures should be in place to recoup the public funds quickly – if not through collection of tax liens, then through property acquisition. The city must be willing to commit to strict enforcement of these ordinances so that city staff can conduct themselves consistently.*
- ***Residential Property Stewardship.*** *The city of Grovetown must be prepared to acquire and oversee – in the short-term – an inventory of residential parcels which may have been subject to dangerous building abatement. These scattered-site properties may be packaged for dedication to a developer committed to redeveloping the parcels consistent with design requirements applied by the community in the form of land development ordinances and/or deed restrictions. Effective acquisition and dispersal of such properties may require the creation of a redevelopment or land bank authority.*
- ***Residential Pilot Site.*** *Reinvestment in the URP study area – particularly quality commercial investment – hinges greatly on improving household income characteristics and the total values of residential properties. Creation of a public/private partnership to redevelop a tract of substantial size within the study area will provide a core of new housing units whose concentration can slow long-term devaluation. Public assistance to attract a private partner may take the form of assistance with property acquisition and construction of complimentary infrastructure. Focus on a major tract – such as a derelict mobile home park—provides the ability to maximize existing street grids when planning public infrastructure related to the development site.*

  The residential pilot site approach is necessary to "kick-start" confidence that new development within center-city Grovetown will be of an increased value, and subsequently attract a greater volume of private development options. For purposes of greatest impact, including visibility and proximity to preferred areas of commercial redevelopment, the residential pilot site must be located within that portion of the URP study area represented on ***Map 1-6****.*
- ***Robinson Avenue Pilot Site.*** *Although both commercial corridors within the URP study area are devalued and have been subject to limited investment, Wrightsboro Road's acreage and arrangement of tracts provides it with characteristics that allow it to compete more effectively for contemporary auto-centric commercial development. Further, with a focus on "re" development, the URP should provide a greater focus on Robinson Avenue as a commercial corridor which has been largely built-out and completed an initial lifecycle of development (In contrast, many parcels on Wrightsboro Road have never contained development of any kind). Robinson Avenue is more apt to need public assistance to make it more attractive for private investment.*

  Grovetown officials and stakeholders have consistently stated their desire to create "downtown" on Robinson Avenue. After many years, it has become clear that this is unlikely to occur unless a property can be developed in such a manner as to physically demonstrate that Robinson Avenue can convert to a commercial district with the same built characteristics of a traditional downtown. As with the residential pilot site recommendation, public action should be exercised to provide for the location and supporting infrastructure within public rights-of-way which support such a vision in design and function. Some leasable space within the pilot site may be provided for a small business incubator to encourage the expansion of some of Grovetown's many home-based businesses. Other downtown supportive programs such as a community improvement district should be considered in advance to support

proposed investments related to a pilot site.

- *For greatest impact, including visibility and proximity to preferred areas of residential redevelopment, the Robinson Avenue pilot site should be located between the 100 block (west) and 400 block (east) as represented on **Map 1-7**.*
- ***Character Area Development Code Adjustments.*** *Redevelopment of residential and commercial property within the URP study area in a manner that increases design quality, and provides a character consistent with the urban form expressed by Grovetown officials and stakeholders, will require substantial revision to existing land development codes. Codes governing specific building types, form, materials, etc. must be developed. Supporting codes regarding street characteristics, landscaping, utilities, signage, etc. must also be developed. Likewise, codes inhibiting the stated design vision such as wide streets, on-street parking prohibitions, and waiver of sidewalk requirements must be repealed.*

  Amendment of these codes must occur early in the URP implementation process. Application of these codes can initially be to constrained geographic areas – or solely to pilot sites – in the form of overlay districts, planned developments, or possibly even deed restrictions.
- ***Commercial Development Incentives.*** *With flagging commercial investment in the URP study area, financial incentives must be considered by the city of Grovetown for new development, redevelopment, and/or investment activity that adheres to preferred design characteristics identified by Grovetown. The creation of a tax incentive district such as an Opportunity Zone may be one (1) appropriate approach for offering incentives; but, may not be appropriate in some instances. For instance, development of a Robinson Avenue pilot site may be better served by capturing new tax revenues through a tax allocation district. An alternative incentive approach to tax abatement may be the waiver of building permit and other development fees. Being cognizant that this is a redevelopment effort focused on center-city, incentives should not be prepared in a manner that increases the competitive advantage of the Wrightsboro Road corridor over Robinson Avenue.*

I.I.2. REDEVELOPMENT PLAN BOUNDARIES.

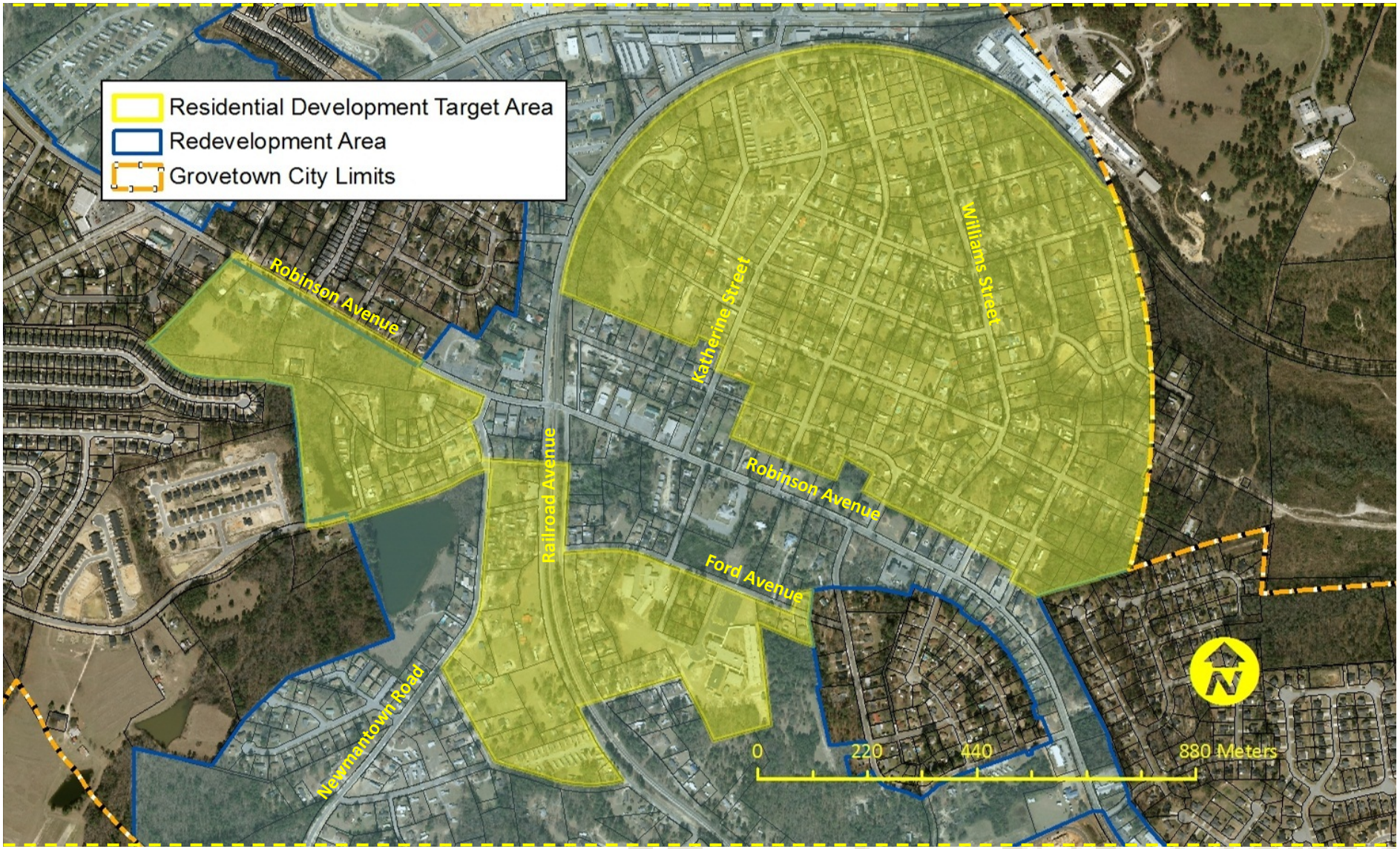
Many of the policies, codes, and programs which may result through implementation of the URP may be applied to the entire URP study area. Indeed many final plan recommendations provided within Chapter 5: Plan Goals and Strategies, may – and should – be applied city-wide. For the ultimate success of plan implementation however, the majority of energy must be focused on targeted areas of much more limited geographic scope. The URP provides the following preliminary recommendations regarding plan application:

- ***Grovetown Redevelopment Plan Area.*** *Properties scattered throughout the URP study area exhibit the conditions of blight and neglect that warrant the preparation of an urban redevelopment plan. The original study area boundaries (**Map 1-1**) will also serve as the boundaries for the "Grovetown Redevelopment Plan Area." The Grovetown Redevelopment Plan Area should be subject to the following preliminary recommendations presented in Subsection I.I.1: **Pro-Active Abatement of Dangerous Buildings, Residential Property Stewardship, Character Area Development Code Adjustments, Commercial Development Incentives**.*
- ***Residential Development Target Area.*** *Consistent with the preliminary recommendation presented in Subsection I.I.1 and entitled "**Residential Pilot Site**," Grovetown must select a tract – or cluster of adjacent tracts/parcels – to consolidate into a single pilot site for the development of housing units designed and constructed in accordance with the city's preferred urban design vision. While the general portion of the URP study area within which this pilot site may be located has been identified on **Map 1-6,** the final pilot site location must be open-ended to account for changing conditions over the life of the URP. Further discussion of Residential Development Target Area parameters is discussed in Chapter 4: Land Use Plan.*
- ***Robinson Avenue Target Area.*** *Consistent with the preliminary recommendation presented in Subsection I.I.1 and entitled "**Robinson Avenue Pilot Site**," Grovetown must select a tract – or cluster of adjacent tracts/parcels – to consolidate into a single pilot site for the development of mixed use/commercial building(s) designed and constructed in accordance with the city's preferred urban design vision. While the general portion of the URP study area within which this pilot site may be located has been identified on **Map 1-7**, the final pilot site location must be open-ended to account for changing conditions over the life of the URP. Further discussion of Robinson Avenue Target Area parameters is discussed in Chapter 4: Land Use Plan.*

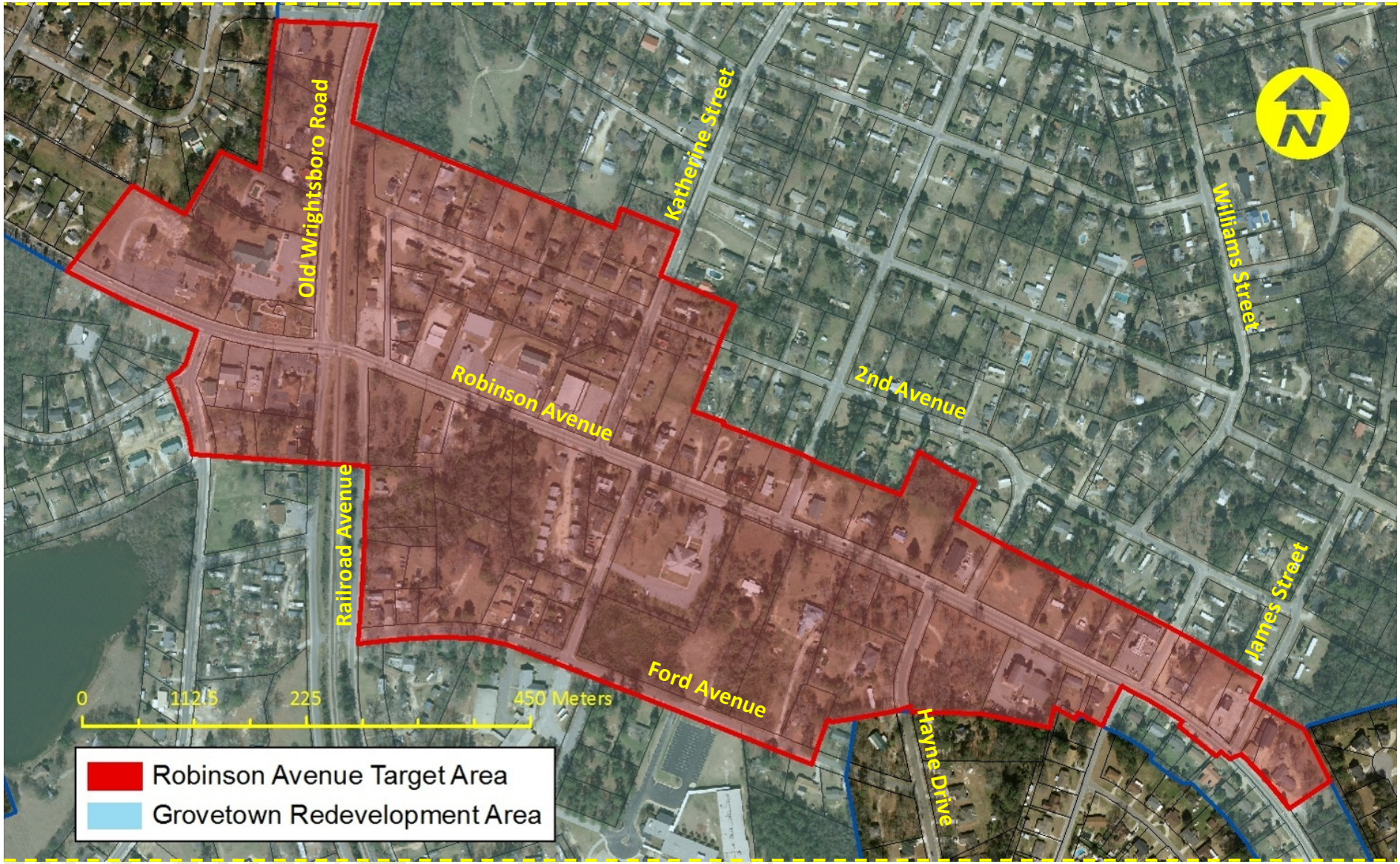
Having confirmed its boundaries through the findings of necessity report, the URP "study area" shall now be referred to as the "redevelopment area" from this point forward within the document.

- END -

MAP 1-6: URP REDEVELOPMENT AREA: RESIDENTIAL DEVELOPMENT TARGET AREA



MAP 1-7: URP REDEVELOPMENT AREA: ROBINSON AVENUE TARGET AREA



CHAPTER II:
COMMUNITY CAPACITY REVIEW

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II.A. COMMUNITY CAPACITY REVIEW.

Many urban redevelopment plans are prepared for singular pre-determined objectives – such as the creation of tax abatement districts, or to provide greater access to grant funds. These plans may improve a community's competitive advantage for public funding; but are often utilized merely as a marketing tool. It is not necessary for many such plans to include elaborate or detailed implementation strategies. With fixed objectives, the outcomes of these plans typically fit within what a community's organizational capacities or physical environments may already allow.

Given the scope of challenges revealed through Grovetown's urban redevelopment planning process, implementation efforts must be broader. Successful reversal of long-standing physical deterioration within much of Grovetown requires multiple strategies. There is no single, prescribed method for addressing the accumulated conditions of blight that have come to characterize much of center city Grovetown. It will be necessary for Grovetown to consider a redistribution of public resources if it hopes to effectuate plan implementation.

While Chapter 1 (Findings of Necessity) of the *URP* provides the basis on which to prepare a plan to eliminate conditions of slum and blight, the findings must be supplemented by a review of community resources necessary to successfully implement the plan. The "findings of necessity" allows Grovetown to ask **what** must be done to reverse trends of deterioration – and therefore to develop their *URP* objectives. It is the "community capacity review" prepared within this chapter, which evaluates **how** Grovetown can best implement the plan given capabilities, resources and level of commitment.

Chapter 2 (Community Capacity Review) of the *Picture Grovetown URP*, considers community characteristics and traits which impact the scope of the plan's vision, and assesses the community's ability to implement that vision. The information contained within this chapter has been prepared concurrent with Chapter 1 (Findings of Necessity) and during subsequent preparation of the action plan found in later chapters. The topics contained within this chapter have been given significant thought by participants in preparing plan implementation strategies.

The "community capacity review" is not a template; nor, is it an inventory of all community facilities and/or physical attributes which one may compile for a broader document such as a comprehensive plan. Community capacity factors selected for review herein have been considered only in relation to how they may affect potential *URP* implementation. Some of the initial data and conclusions presented in this chapter of the *URP* will require additional study over the course of the plan's five-year implementation program.

II.B. GROVETOWN ORGANIZATIONAL STRUCTURE.

The City of Grovetown is governed by a Mayor/Council/Administrator form of government. Grovetown City Council is comprised of four (4) members who are responsible for formulating city policy, enacting ordinances, and approving the annual budget. The Mayor represents the city in an official capacity and is the presiding officer at Council meetings.

The Mayor and City Council jointly appoint the city administrator who, in turn, is responsible for a staff of 89 employees. The city administrator conducts his/her business under the general guidance and direction of the Mayor and Council.

II.B.1. DEVELOPMENT SERVICES.

The city of Grovetown is divided into three (3) departments: Planning and Zoning, Public Safety, and Public Works. All departments are further subdivided into divisions with more specific missions. Of Grovetown's three (3) departments, the Planning and Zoning, and Public Works departments share a variety of "development services" responsibilities for private property and infrastructure. The various functions of both departments mean that both will share in the overall responsibility of *URP* implementation. The relevant characteristics of Grovetown's two (2) development services departments are as follows:

- ***Planning and Zoning.*** *The Grovetown Planning and Zoning Department consists of four (4) staff members responsible for the administration and enforcement of zoning, subdivision, and other land development ordinances; nuisance codes; building codes; and business licenses. The department leads*

the review of development plans, conducts building inspections, processes zoning requests, and ensures compliance with codes under its purview. The department consists of a director, two (2) building inspectors, and an administrative assistant.

The duties of all Planning and Zoning staff members are focused on maintaining compliance with codes adopted by City Council. Even the department director may be viewed as a "working" director – meaning that their day-to-day responsibilities extend beyond overall administration and into actual permit review/issuance, site plan review, inspection, etc. Add the responsibility of continual ordinance maintenance/amendment, and Planning and Zoning staff has little additional time to lead long-range planning efforts; or, to lead plan implementation efforts in the form of grant writing and administration, comprehensive ordinance amendments, transportation and land use studies, etc. As evidenced by the CSRA RC's preparation of the Grovetown comprehensive plan and URP, these advanced planning services are typically out-sourced by the city. Other long-range staff-level planning services are not outsourced (i.e. ARTS MPO participation) but are likewise not assigned to "in-house" staff. Lack of active staff-level participation in such functions inhibits Grovetown's ability to have timely and direct input on planning processes that can greatly impact the city.

- ***Public Works.*** *The Grovetown Public Works Department contains four (4) divisions focused on the following tasks: parks and recreation, streets and sanitation, fleet management, and water and wastewater. These essential services are focused on the day-to-day maintenance of infrastructure and the city's other capital assets.*

  As with the Planning and Zoning Department, the Public Works Departments' mission emphasizing infrastructure maintenance leaves department staff with little opportunity to lead the design and construction of new or retrofitted public facilities. Instead, Grovetown relies on an annual contract for services with a private engineering firm to provide a variety of engineering studies and/or public facility designs. The city is billed hourly for these services as they are requested. The URP does not question the cost/fiscal value of outsourcing these services; but, lack of in-house design capabilities provides a greater risk that future redevelopment area street infrastructure may not match the type of development preferred for adjacent private properties.

II.B.2. COMMUNITY DEVELOPMENT ASSISTANCE

As referenced in the prior subsection, long-range planning and community development services have typically been out-sourced by the city of Grovetown on an "as needed" basis. Among the principal organizations that have provided past assistance to the city – and may be of assistance in some capacity in *URP* implementation – are the CSRA RC, and the Development Authority of Columbia County. The CSRA RC has prepared prior plans and grant applications for the city, while the Development Authority has worked to attract direct jobs to Grovetown and greater Columbia County in the form of economic development incentives. Both organizations incorporate the community development and economic development expertise necessary to provide the city with options as it considers how best to allocate resources for *URP* implementation efforts.

II.C. GROVETOWN REVENUES/EXPENDITURES.

The city of Grovetown earns revenue through three (3) principal fund categories: General Fund and Capital Projects Fund (SPLOST) (Governmental Funds); and, the Water and Sewer Fund (Proprietary Fund). Revenue for the General Fund is generated via a number of tax sources, and miscellaneous permits and fees. The Capitol Projects Fund is funded by the special local option sales tax (SPLOST) that is voted on by Columbia County voters every five (5) years. Grovetown's portion of SPLOST revenue is based on a percentage of Columbia County's overall population. The Water and Sewer Fund is an "enterprise fund" where fee revenues collected through the operation of the city's water and sewer systems are directed to the systems' continual operation and maintenance. Capitol Project Funds and Water and Sewer Funds are targeted for specific earmarked projects and purposes.

It will be necessary for Grovetown to consider that *URP* implementation activities will likely require the allocation of city FUNDS. For instance, the preliminary recommendations of Chapter 1 (Findings of Necessity) suggest that studies, code revisions and property acquisition are all activities that will likely be required. Although it is the intent of the *URP* to leverage other funding sources for plan implementation, there are many federal and/or state funding programs for which Grovetown may not qualify. Local financial match will typically be required even in those instances where Grovetown does qualify for funding assistance.

Figure 2-1 lists those Grovetown capital facilities projects which were included in the 2011-2016 SPLOST referendum recently approved by Columbia County voters. A slightly more detailed description of these projects provided by the city of Grovetown is also included in **Appendix C**. These are the purposes for which Grovetown must spend SPLOST revenues. It is fair however, to consider how projects which are listed in **Figure 2-1** and **Appendix C** elate to the land use plan provided in Chapter 4 and may be leveraged to serve the dual purpose of meeting SPLOST commitments while advancing the *URP*. For instance, can the relocation of the fire station referenced in **Appendix C** make property available that may be used for a commercial redevelopment project on Robinson Avenue? Grovetown may even consider the reprioritization of Water and Sewer Fund to infrastructure projects that leverage private investment opportunities which result from plan implementation as well.

Figure 2-1: Columbia County SPLOST Renewal: Grovetown Capital Facilities (2011-2016)

Capital Facilities:	Cost ($):
Public Works: Equipment, Vehicle, Heavy Equipment.	$1,300,000
Public Safety: Vehicles, Fire Station, Service Truck, Turn-out Gear, Fire Truck.	$2,487,466
City Facilities: Renovations/Expansions.	$2,400,000
Water/Sewer: Water and Sewer Improvements.	$2,400,000
Computers: All Departments.	$50,000
Security System: City Facilities.	$100,000
Transportation.	$400,000
Recreation: Parks Improvements.	$1,619,422
Storm water/Water & Sewer: Equipment, Improvements.	$200,000
Paving/Walking Trail Improvements.	$200,000
Museum/Media Center/Land.	$1,831,340
Total Estimated Proceeds:	**$12,988,228**

Source: Columbia County SPLOST Renewal Presentation (2011)

Grovetown's fiscal year 2010 audit report suggests that the city finished the year with a 2.8 million dollar reserve fund. Naturally, a cursory review of the city's general balance sheet does not account for delayed bills or other obligations (apparently, the fiscal year 2011 reserve fund is anticipated to be much smaller). Regardless, it is from the General Fund – and any possible reserve fund balance - that Grovetown may consider *URP* implementation expenditures ranging from work on codes and studies, to possible new staff, and/or the acquisition of property. The city will also need to consider if there exist any revenue sources which may be waived to entice some additional development activity within the *URP* redevelopment area.

II.D. CITY-OWNED PROPERTY.

The city of Grovetown owns no less than 56 parcels of land within the municipal limits totaling over 527 acres and valued at 13,814,261 dollars – including land and improvements. There are also three (3) additional parcels of land owned by the city south of the municipal limits off of Newmantown Road which serves as the municipal landfill and totals almost 83 acres.

The vast majority of the city's publically owned properties are used for essential and non-essential city services. To accommodate those services that are typically deemed essential, much of Grovetown's municipally-owned property is utilized for uses such as sewer drain fields and treatment facilities, water towers, pump stations and municipal buildings. Other city property is utilized for parks, greenway trails and flood control. The city has also acquired the ownership and maintenance responsibility to a large number of detention facilities and subdivision common space parcels which are typically deeded to a homeowner's association from a developer for perpetual care and maintenance. This latter category of city-owned property is a burden that should not be borne by the city. The future practice of assuming control of these facilities should be discontinued through the adjustment of subdivision regulations which require city approval of restrictive covenants prior to final platting (and other measures) to facilitate the transfer of common parcels to homeowner's associations and fees for the associations' ability to care for the properties. This recommended measure should be taken by Grovetown independent of *URP* implementation.

The vast majority of municipally-owned property that serves an essential public purpose, is located in areas that are otherwise undevelopable, or is in the form of small lot remnants or fragments. There are a few city parcels – some containing municipal buildings – which may provide the city with the long-term opportunity

to enter into one (1) or more land transaction agreements should it attempt to assemble property as part of the implementation process of the *URP*. Some municipal properties that could be considered as a component of redevelopment activities are illustrated on **Map 2-1**. While not all properties which are highlighted are to be vacated by the city, they are all of a size, and in a location, whereby private interests may be interested in working with the city to acquire rights to the properties in exchange for public investment activities. Of particular interest are the three (3) combined parcels located at the intersection of Robinson Avenue and Newmantown Road. The cumulative 1.11 acre parcels are located at a key downtown intersection across the street from city hall and contain a fire station, senior center and other community services. The fire station is slated to be relocated by the end of 2012, and city officials have indicated that the other public services on these parcels may also be relocated should there be interest in attracting private investment to redevelop the properties.

City functions on property at the intersection of Newmantown Road and Robinson Avenue are being vacated—providing a potential downtown redevelopment site.

II.E. LAND USE AND DEVELOPMENT PATTERNS.

II.E.1. CURRENT LAND USE.

Figure 2-2 provides a summary of current land use within the *URP* redevelopment area. Residential uses – both standard construction and manufactured housing account for over 62 percent of the total land use of the redevelopment. A further subdivision of residential land use suggests that 19.85 percent of current residential land use in the redevelopment plan area is utilized for manufactured housing. **Map 2-2** Illustrates that most manufactured housing is located along the fringes of the redevelopment area and is not evident from Robinson Avenue. There does however, exist a cluster of manufactured housing parks flanking Katherine Street at the northern gateway into center city. Although the figures herein are derived from a 2006 land use inventory, the information remains highly accurate given the fact that very few building permits for new construction have been issued for redevelopment area properties since 2005.

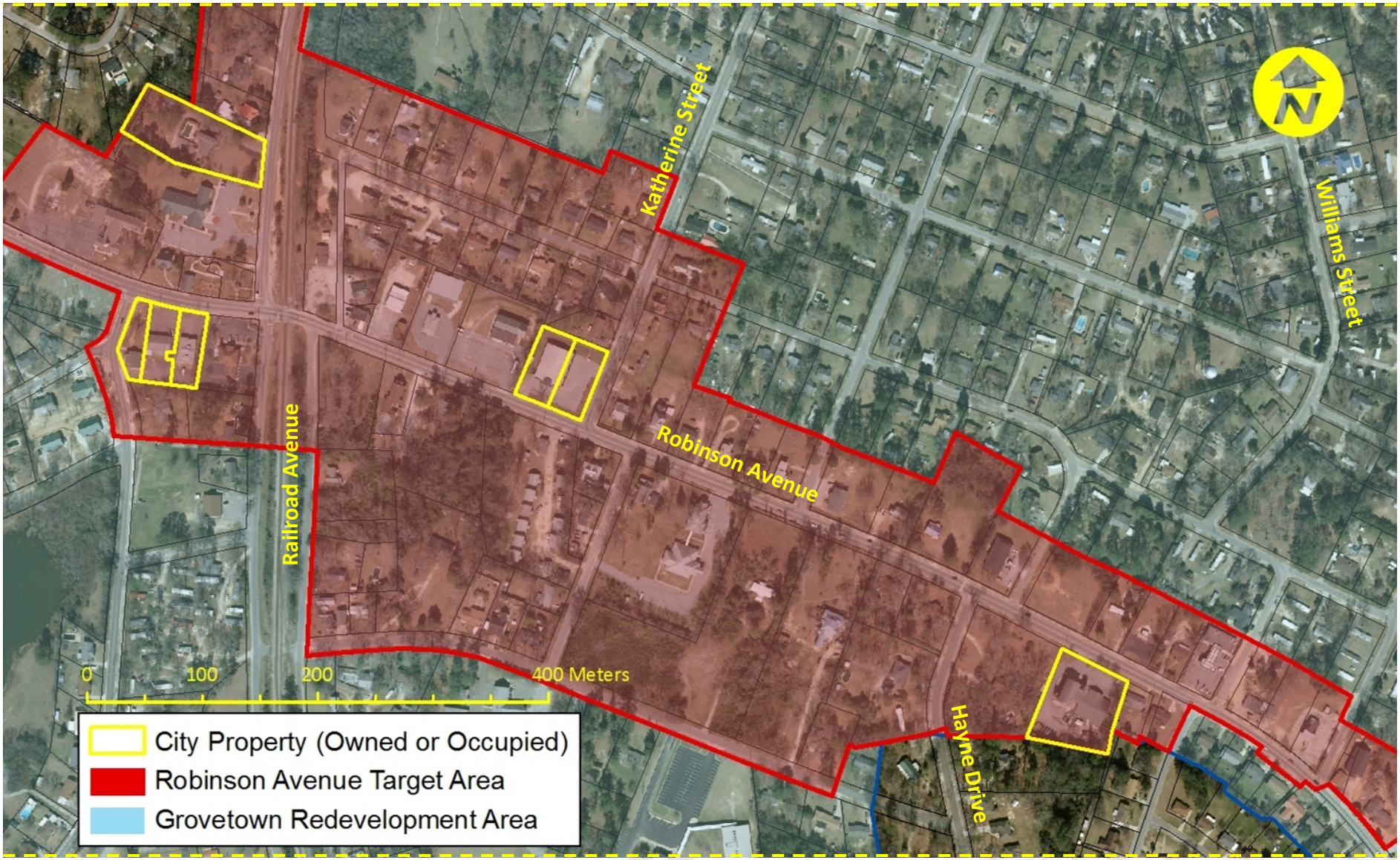
Figure 2-2: URP Redevelopment Area: Current Land Use (2006)

Land Use Category:	Acreage	Percent (%) of Rede-velopment Area
General Residential	531.01	42.75
Manufactured Housing	246.64	19.85
Commercial	52.24	4.21
Industrial	94.28	7.59
Public/Institutional	240	19.32
Transportation/Communication/Utilities	2.39	.19
Parks/Recreation/Conservation	13.76	1.11
Agricultural/Forestry	8.16	.66
Undeveloped/Vacant	53.64	4.32
Total	**1242.02**	**100**

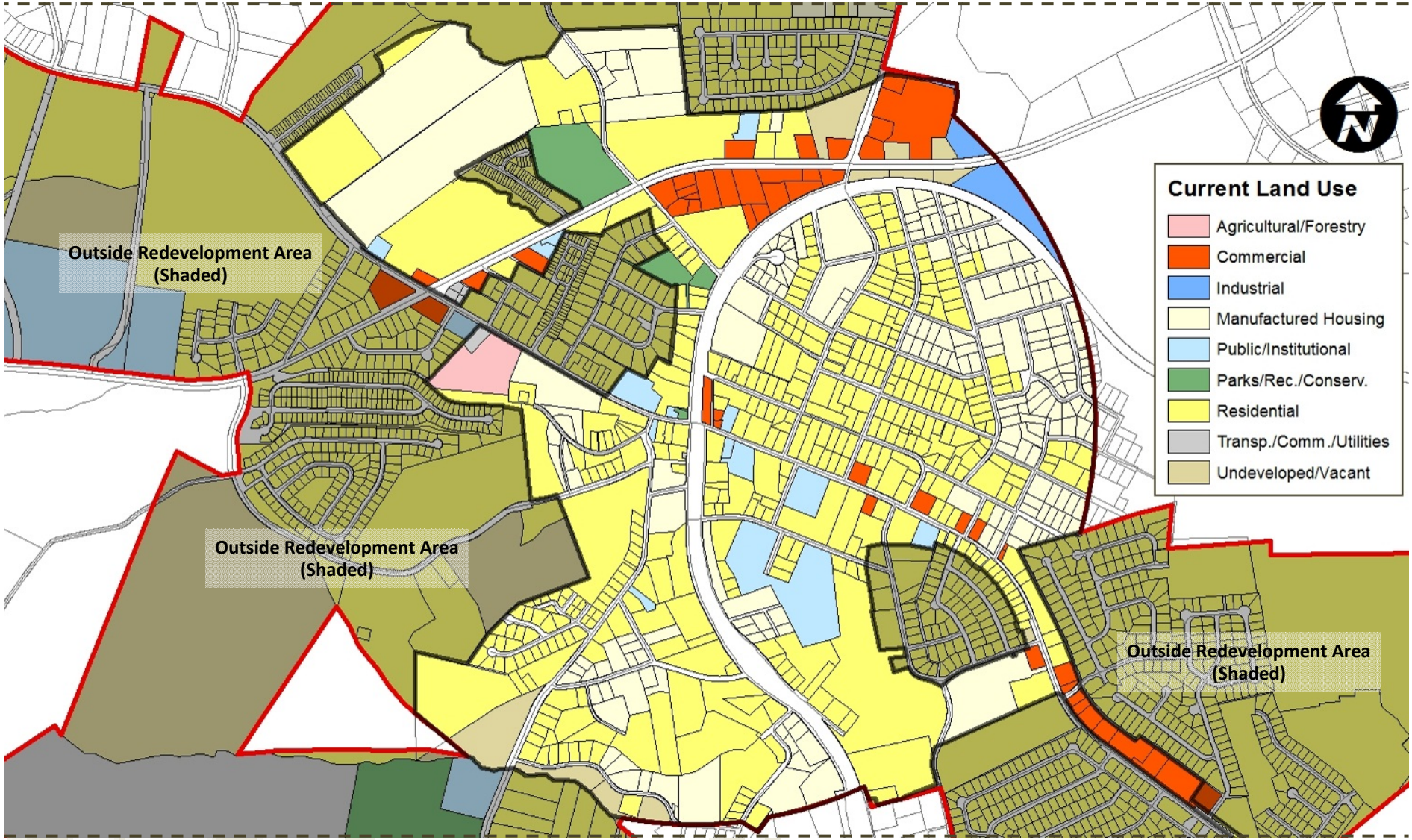
Source: City of Grovetown, CSRA RC

Although viewed as Grovetown's principal "downtown" corridor, **Map 2-2** shows that very little commercial activity exists on Robinson Avenue – particularly between Newmantown Road and Hayne Drive. Visual survey of the

MAP 2-1: POTENTIAL CITY-OWNED REDEVELOPMENT PROPERTY



MAP 2-2: URP REDEVELOPMENT AREA: CURRENT LAND USE (2006)



redevelopment area further confirms that Robinson Avenue was not originally a commercial street. Redevelopment of a mixed-use downtown in this area will be less of a "rehabilitation," and more of a land use "conversion."

Many residential properties still flank Robinson Avenue. Grovetown will need to determine how residential rehabilitation is incorporated into a new "downtown."

II.E.2. COMPREHENSIVE PLAN.

The *Grovetown Comprehensive Plan (2006-2026)* was adopted in February, 2007. The boundaries of the redevelopment plan area include portions of most of the city's "character areas" – those loosely bounded sectors of the city whereby unique development patterns are envisioned by community members. A comparison of character area locations with the redevelopment area boundaries is provided on **Map 2-3**. Of greatest significance to the direction of Grovetown's redevelopment planning efforts are the following character areas: Grovetown City Center, City Center Transitional, Residential Infill, and Robinson Parkway. The development parameters of these character areas are considered in great detail within the land use plan component of the *URP* (Chapter 4). A full description of each of these four (4) character areas is found in **Appendix D**.

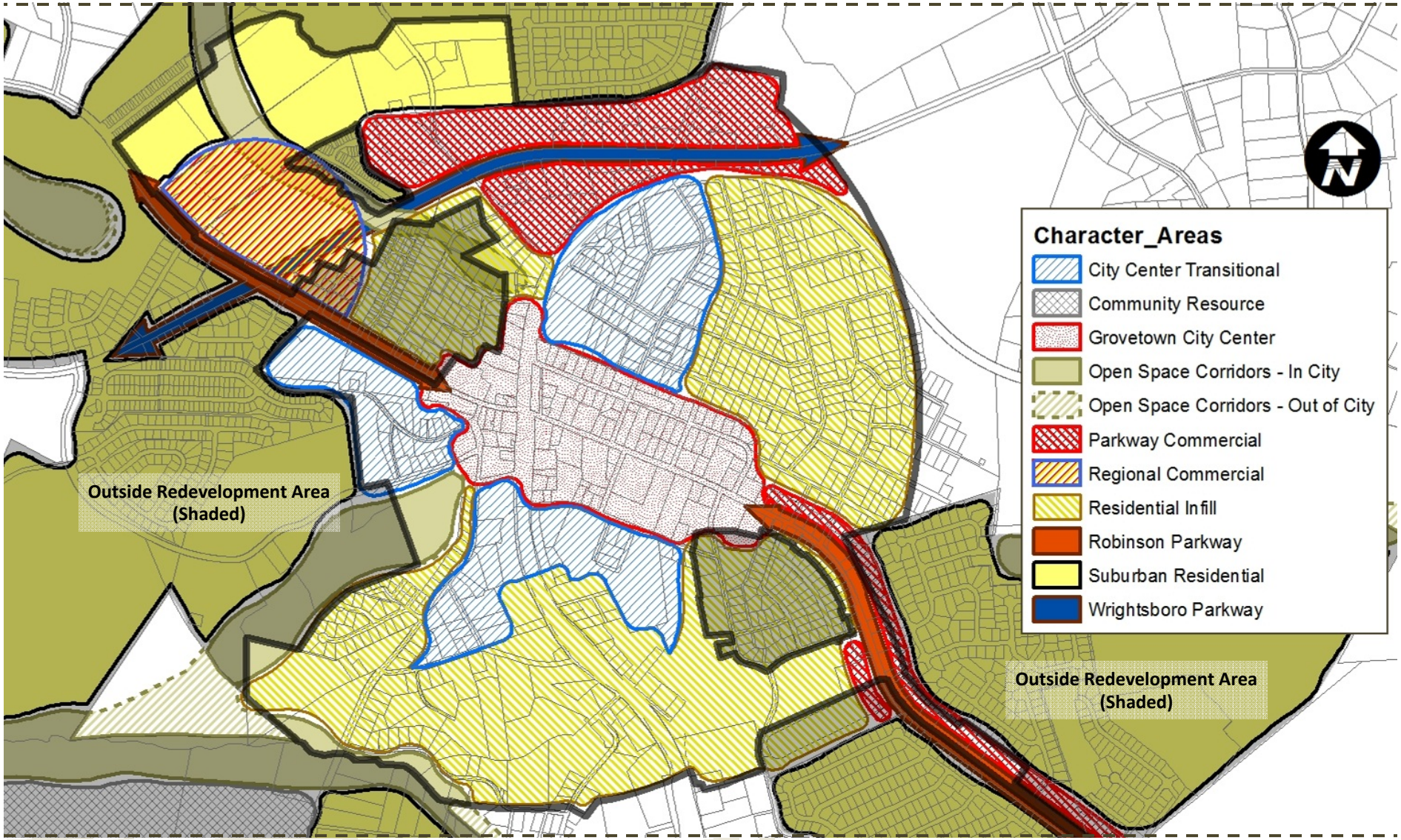
II.E.3. DEVELOPMENT PATTERNS AND ORDINANCES.

While land patterns within much of the redevelopment area have changed little over the last decade, a cursory review of Grovetown land development ordinances reveals that zoning and subdivision standards are written to favor a sprawling and suburban style of development. Many of the resulting characteristics of land such as wide streets, plentiful curb-cuts, little landscaping, generous sign provisions, etc. produce development that would not conform to the stated design preferences contained in the *Grovetown Comprehensive Plan (2006-2026)*. Until recently, there have also been few attempts to manage the quality of building stock through land development provisions related to materials, form, lot placement, scale or style. Should the *URP* redevelopment area experience a development boom prior to the implementation of the *URP*, new structures and site arrangements would not promote an urban form.

Of particular note are Grovetown's ordinances related to the public right-of-way. Current street and parking standards do not support a pedestrian scale of development and activity. As such, it is unlikely that developers will feel assured of building with an urban style of construction on adjacent properties if the public right-of-way is not conducive. More specific information regarding Grovetown's sidewalk, street and parking ordinances can be found in Subsections II.G.3 (Pedestrian and Bicycle Facilities) and II.G.4 (Parking).

Grovetown has recently taken a proactive step toward implementing the design vision which it generated for center city during the 2006 comprehensive planning effort. City Council recently adopted the C-3 Central Business District zoning ordinance which applies to part of the Robinson Avenue corridor. The new district seeks to manage building materials and style, parking layout, site utilities, fencing, and other aspects of site development in center city to provide for a more pleasing aesthetic downtown. The ordinance is modeled after similar standards in Columbia County and is written to provide flexibility to applicants and staff in

MAP 2-3: URP REDEVELOPMENT AREA: CHARACTER AREAS



interpretation and application these standards. There has been little subsequent development activity downtown to gauge the success of the new zoning district.

These duplexes do not conform to the center city design vision of Grovetown's comprehensive plan. The design of residential building types, and placement of compatible densities should be given greater consideration than specific land uses.

Grovetown is also concerned with how and where duplex development fits in the scheme of the redevelopment area. An R-3A Duplex Zoning District created by the city has not been applied to any property, although duplex construction has been permitted on a handful of scattered sites within the municipal limits. By default, these duplexes are non-conforming. The inconsistent and scattered placement of land uses can be disruptive to a neighborhood. Still, the *URP* does not propose to question whether or not a duplex is an appropriate housing type for center city. Building types with consistent design parameters can be compatible. Mixed uses can complement each other. A more pressing matter is to determine where certain residential densities are appropriate, and what design features can provide architectural compatibility between land uses.

Grovetown land development ordinances also remain permissive in their allowance of mobile homes. The housing type remains permitted in all residential zoning districts and is typically valued at far less than standard "stick-built" construction. The scattered distribution of the housing type within the *URP* redevelopment area artificially suppresses overall residential property value. Similar to duplex housing types, Grovetown should evaluate its zoning ordinance and consider measures that will actively direct manufactured housing to specific areas of concentration and/or require design compatibility with adjacent housing types.

II.F. NUISANCE ABATEMENT.

City records provided for nuisance abatement activity between 2007 and 2010 are discussed in Chapter 1, Subsection I.H.4 (Nuisances). City records illustrate that almost 97 percent of all nuisance violations (ie. grass/weeds, junk vehicles, etc.) have been abated. City staff reports that abatement has typically come in the form of voluntary compliance, or compliance following a judge's order. "Abatement" means that the property meets the minimum standards of city code – not that measures taken by or on behalf of the property owner appear tasteful to all persons. Further, abatement does not mean that similar violations do not recur at a particular address. As such, there may be wide-ranging opinions by Grovetown residents regarding the successful enforcement of city property maintenance codes. Ultimately, the city may consider a more pro-active path of nuisance abatement and develop methods to begin applying tax liens to property and/or taking title in some instances.

A written record of dangerous and vacant buildings was not included in the nuisance records provided for preparation of the *URP*. Nuisance buildings provide not only aesthetic problems to center-city Grovetown, but health and safety problems as well. The fiscal year 2012 Grovetown budget for the first time includes funds earmarked for the abatement of dangerous buildings in Grovetown suggesting that a more assertive approach in land clearance may be initiated in the city. Sustaining this activity will be critically important to attracting developer confidence within center-city. Even if clearance is not immediately followed by

substantial development activity, the removal of the blight may assist the assessed valuation of adjacent properties maintained in good condition.

In part by suppressing surrounding property values, the "improvement" value of property containing dangerous and vacant structures provides greater liability than revenue for the city. Scenes such as these do not generate investor confidence.

II.G. TRANSPORTATION INFRASTRUCTURE.

II.G.1. ROADWAY NETWORK.

The majority of roadway mileage within the *URP* study area takes the form of low volume local residential streets. The maps which supplement the *URP* illustrate that the majority of this network is arranged in a loose grid pattern with many interconnected streets. The study area is also traversed by two (2) major thoroughfares: Robinson Avenue and Wrightsboro Road. Other thoroughfares of note which access, or provide key vehicular connections within the study area include Lewiston Road, Katherine Street and Old Wrightsboro Road.

The local residential street system within the study area provides a greater degree of interconnectivity than may otherwise be found in more suburbanized areas of Columbia County. This interconnectivity might be presumed to provide for effective traffic dispersal for local motor vehicle trips given the limited number of households within the study area; yet, Robinson Avenue and Wrightsboro Road continue to present traffic congestion challenges – especially during peak hours. Two (2) possible factors for study area traffic congestion include: **A)** The majority of motor vehicle trips on both thoroughfares are not local trips confined to the study area; and, **B)** The CSX railroad bisecting the study area offers only two (2) at-grade crossings for motor vehicle traffic. The latter consideration is discussed in greater detail within Subsection II.G.5 (Railroads).

Although a detailed traffic study is not a component of the *Picture Grovetown URP*, accessible data provides clues to support the conclusion that the study area is not the origination or terminus of most motor vehicle trips recorded within the area. **Figure 2-3** examines average annual traffic data in the vicinity of Grovetown between 2005 and 2010. The figure compares the combined traffic volumes of Robinson Avenue and Wrightsboro Road east of Grovetown, within the study area, and west of Grovetown. Traffic volumes north of Grovetown on Lewiston Road are also incorporated into **Figure 2-3**.

Figure 2-3 illustrates heavy traffic volumes entering and exiting the Grovetown area to the east and north – reflective of the metropolitan employment centers to the east of the city, including Fort Gordon. While the dramatic change between 2005 and 2010 of traffic volumes on Lewiston Road reflects the recent opening of a Wal-Mart Super Center that draws traffic from north of Interstate 20, Lewiston Road's growth in traffic volume of over 12 percent between 2005 and 2008 remains consistent with other thoroughfares converging on Grovetown. Conversely, combined traffic volumes of thoroughfares west of the study area can be attributed to the multiple residential subdivisions which have been constructed in Grovetown over the last decade following annexation.

Although **Figure 2-3** indicates that traffic volumes are highest within the redevelopment area, the redevelopment area includes only an estimated 1,277

households with access to motor vehicles. Considering average motor vehicle trips generated by residential uses, the estimated percentage of motor vehicle trips that exceed five (5) minutes in duration, plus dispersal among major thoroughfares, only a very small percentage of traffic volumes on Grovetown's major thoroughfares may be generated by study area residents. Further, during the five (5) year period of study, total study area population was projected to have increased by less than 3 percent – far less than increases in traffic volume during the same timeframe. Finally, there exists little new commercial development within the study area to generate significant increases to traffic volumes. As indicated in Section I.F.3 (Building Activity), only four (4) new non-residential building permits were issued between 2005 and 2010 totaling 23,472 square feet of new commercial space. These comparisons suggest that traffic congestion within the *URP* study area is not self-generated.

Figure 2-3: Traffic Volumes – Grovetown Vicinity (2005-2010)

Location	Thoroughfares	Traffic Counters	2005 Traffic Volumes (AADT)	2010 Traffic Volumes (AADT)	Change in Traffic Volumes (2005 – 2010)
East of URP Study Area	Robinson Avenue and Wrightsboro Road	0176, 0245	16740	20450	+22.0 %
North of URP Study Area	Lewiston Road	0258	10880	15530	+42.7%
West of URP Study Area	Harlem-Grovetown Road and Wrightsboro Road	0167, 0241	12730	13450	+5.67%
Within URP Study Area	**Robinson Avenue and Wrightsboro Road**	**0172, 0243**	**20160**	**22450**	**+11.3%**

Source: Georgia Department of Transportation; STARS

External sources of study area traffic congestion reflect the geography of Grovetown. Fort Gordon – a major regional employer – lies due east of center city Grovetown and adjacent to the municipal limits. Grovetown's new residential subdivisions lie on the opposite side of center city. Most traffic must pass directly through the study area along Robinson Avenue to access the Fort. Compounding matters, much of the new residential growth in Columbia County lies north of Grovetown. From Interstate 20, motorists wishing to access Fort Gordon from Lewiston Road are forced to bisect the study area utilizing Katherine Street or Old Wrightsboro Road – both of which carry traffic volumes far in excess of what is typically found on local residential streets. Lacking a by-pass, none of these trips is diverted around the city.

II.G.2. INTERSECTIONS/ACCESS MANAGEMENT.

Participants in the *Picture Grovetown URP* process acknowledge that there exist traffic congestion problems within the study area. Plan participants have however, expressed concerns about engineering solutions to congestion of major thoroughfares within the study area that result in the un-intended consequences of enabling higher motor vehicle speeds and/or invite additional traffic volumes. As a result, there is a preference for traffic congestion solutions that improve thoroughfare efficiency through access management rather than the addition of travel lanes for increased capacity. This preference applies to those thoroughfares owned and maintained by the City, and those owned and maintained by the Georgia Department of Transportation. Design preferences are also reflected in the two (2) project description sheets for Robinson Avenue and Wrightsboro Road which were prepared by the city for potential funding by the Transportation Investment Act of 2010 (TIA10) referendum to be considered in late 2012 (See **Appendix E**).

Map 2-4 Illustrates intersections identified by *Picture Grovetown URP* participants that present challenges to traffic flow within the redevelopment area. As expected most problem areas are located on Robinson Avenue and Wrightsboro Road. The problems at these intersections are perceived to exist as a result of many different variables: include traffic volumes, lack of signalization and/or misalignment. Regardless, it is important to note that **Map 2-4** only identifies problem street intersections, and does not identify the multiple access management challenges posed along thoroughfare lengths by unregulated curb-cuts.

Of the many street alignment challenges within the *URP* study area, and illustrated on **Map 2-4**, the Katherine and School Street intersections at Robinson Avenue

MAP 2-4: INTERSECTION IMPROVEMENT NEEDS

provide a particularly difficult challenge. Both streets are located within the Grovetown Elementary School's school zone. Vehicle speeds at certain times during the school day are reduced. Traffic is also required to stop at unregulated intervals due to the location of a mid-block pedestrian crossing attended by a school crossing guard.

Given the overall redevelopment vision provided in Chapter 4: Land Use of the URP, a focus on "context sensitive" design solutions – particularly within the constrained spaces of much of Robinson Avenue – is preferred over standard engineering design guidelines focused primarily on enabling greater motor vehicle speeds and volumes.

Context sensitive design: East Boulevard in Charlotte following a "road diet" from four (4) to three (3) lanes. Added bike lanes, on-street parking, landscaped medians, pedestrian "refuge islands. Carries over 21,000 AADT—81 percent more motor vehicles than Robinson Avenue.

II.G.3 PEDESTRIAN AND BICYCLE FACILITIES.

A complete inventory of pedestrian and bicycle facilities is not within the scope of the URP project. A visual survey of the study area easily reveals however that the pedestrian network in Grovetown is severely deficient while bicycle infrastructure is non-existent.

The vast majority of local residential streets within the URP study area lack sidewalks – regardless of the age of adjacent developments. Most of Wrightsboro Road is also lacking of pedestrian infrastructure. Most sidewalks within the study area are confined to segments of Katherine Street, Old Wrightsboro Road and Robinson Avenue. Where provided, these sidewalks are generally narrow and placed close to, or directly adjacent to, the back of street curbs. The width of Grovetown sidewalks, their proximity to motor vehicle traffic, and grade changes when crossing driveway throats results in a design that is not pedestrian-friendly and likely results in their underutilization. In many cases, Grovetown's limited sidewalk network is not supported at intersecting streets by sufficient crosswalk facilities. Where connecting crosswalks exist, the infrastructure dedicated to the facility is typically limited to striping, and/or signage. Rarely is the crosswalk at a major intersection or mid-block location signalized. Rather, many of these locations include extremely wide curb radii – increasing the distance that a pedestrian must walk to cross a street intersection, and allowing for motor vehicles to make turning motions at a higher rate of speed.

Although some portions of Robinson Avenue include paved shoulders of sufficient width to allow for bicycle travel, these thoroughfare segments are not expressly dedicated to bicycle travel. No dedicated on-street bicycle facilities exist along redevelopment area thoroughfares. Likewise, no off-street trail system exists within the redevelopment area to convey non-motorized traffic on alternative routes. Grovetown ordinances also do not require "end of destination" bicycle facilities such as bicycle racks or lockers. Katherine Street, Robinson Avenue and Wrightsboro Road are all identified within the pending ARTS MPO's master bicycle and pedestrian plan as routes on which on-street bicycle infrastructure should be added.

In addition to the references within Subsection II.E.2 (Intersections/Access Management) regarding context sensitive design solutions to Grovetown's traffic congestion issues, the desire to convert thoroughfares so that multiple forms of transportation are comfortably accommodated – including bicyclists and pedestrians – will require Grovetown to consider a "Complete Streets" policy approach to street design. A reversal of recent development ordinance amendments which eliminated sidewalk requirements in lieu of wide streets, and disallow on-street parking must be considered by Grovetown as well. Such policies are contrary to Grovetown's stated vision for much of the *URP* study area as identified in the *Grovetown Comprehensive Plan (2006-2026)* and the land use plan recommendations contained in Chapter 5 of the *URP*. Other development ordinance amendments must also be considered such as standards for bicycle parking, and "on-site" pedestrian infrastructure that accommodates pedestrians within and between development sites.

II.G.4. PARKING.

Motor vehicle parking on the public street is prohibited in Grovetown. All parking requirements within Grovetown must be met through the provision of off-street parking located outside of the public street right-of-way. These requirements have the unintended effects of increasing percentages of impervious surfaces on development property – while decrease potential building square footages. The prohibition of on-street parking results in excessively wide travel lanes that promote higher vehicle speeds – regardless of posted speed limits. Grovetown's parking provisions are contrary to the City's policies contained within the *Grovetown Comprehensive Plan (2002-2026)*.

II.G.5. RAILROADS.

The *URP* study area is bisected by the "Georgia Railroad," CSX Transportation's Atlanta to Augusta mainline. Used exclusively to convey freight, the 47 mile segment of this Class 1 railroad on which Grovetown lies carries over 15.29 million gross tons per mile of track (2004) – with at least 15 trains passing through Grovetown on a daily basis. There is no projected decrease in freight rail tonnage passing through Grovetown.

Wide streets, generous curb radii, insufficient bicycle and pedestrian infrastructure, and railroads—all public design challenges that must be addressed to support urban design on private property.

As mentioned in Subsection II.?.1 (Roadway Network), there are only two (2) railroad crossings located within the *URP* study area – at Katherine Street and Robinson Avenue. Further, a review of *URP* maps illustrates that with the city of Grovetown, the Georgia Railroad forms a crescent within which much of center city is wrapped. Both of these factors combine to funnel motor vehicle traffic to limited "choke points." The dramatic bend in the railroad requires that trains reduce their speed as they pass through Grovetown further increasing wait times of motorists at blocked intersections. Stalled traffic on Katherine Street and Robinson Avenue also impedes intersecting and un-signalized streets. Finally, at-grade railroad crossings are also accompanied by train whistles which can provide a disruptive encroachment of noise throughout much of the study area. Successful redevelopment strategies in the Study Area must address the traffic and noise impacts of the Georgia Railroad.

II.G.6. TRANSPORTATION PROJECTS.

A review of GDOT-administered transportation project databases suggests multiple pending projects for the city of Grovetown. The vast majority of these projects are small in scale – providing funds for road resurfacing, intersection adjustments, etc. Close inspection of these project lists shows most projects to be long-range – typically with no funding identified for them.

As provided in Subsection II.G.2 (Intersections/Access Management), the two (2) most substantial future transportation projects for which Grovetown is seeking funding are traffic flow improvements to Robinson Avenue and Wrightsboro Road (See: **Appendix E**). Proposed as part of the TIA10 referendum, short-term funding for these projects is not guaranteed. Regardless of whether or not TIA10 funding is forthcoming, these projects are within GDOT right-of-way, who would likely assume project delivery. It will be critical for Grovetown to have taken the advanced steps necessary to increase the odds that these and other transportation infrastructure projects of substantial size are designed consistent of the community's own goals and objectives for these corridors.

II.H. COMMUNITY CAPACITY REPORT.

The community capacity report provided in this section lists considerations relating to the development of the URP land use plan and implementation program provided in Chapters 4, 5, and 6. The community capacity suggestions have been prepared following the endorsement of the preliminary recommendations contained in Chapter 1: Findings of Necessity (Subsection I.I.2) by the *Picture Grovetown URP* advisory committee. Combined, the findings of necessity and community capacity report provide the basis for all other plan recommendations contained in the remaining chapters of the URP document.

- ***Designated Staff Resource.*** *Implementation of the Picture Grovetown URP requires that there exists a staff member whose principal (if not sole) responsibility is to administer the URP implementation program. The city's current organizational structure and division of tasks obligates existing staff to focus on essential day-to-day operational tasks. The complexity with which URP implementation is envisioned – with multiple concurrent initiatives - makes it unrealistic to expect existing staff to shoulder those additional tasks which exceed the scope of their current responsibilities (although current staff would be impacted by changes to applicable codes and other pro-active code enforcement programs).*

  A "redevelopment plan manager" must be an individual with a community development background and have a mix of experience with initiating and administering economic development incentive programs, housing, transportation and other grant programs, property acquisition methods, understanding of visually-based development ordinances such as form-based codes, and a command of the nuisance abatement process. Finding and individual with all of these talents is extremely difficult; but, being able to employ an individual who may focus on these proactive initiatives is necessary. The appropriate employee may be employed "in-house" or perhaps with another agency – subject to the full or partial funding of their salary by the city.

- ***Implementation Expenditures & Incentives.*** *Implementation of the Picture Grovetown URP will require a significant local commitment to expenditures for a variety of tasks and resources possibly including: ordinance development, grant writing, special studies, infrastructure design, land acquisition/ clearance, property abatement, designated staffing, street reconstruction, etc. Grovetown must be prepared for the possibility that third party funding sources may not be available and/or applicable to the type of redevelopment activities for which Grovetown is most interested. The City must consider a scenario where local government funds serve as the primary source of URP implementation expenditures. The city of Grovetown must also consider which tax and/or targeted fee waivers produce adequate benefit to entice additional development activity within the URP redevelopment area.*

- ***Pro-Active Abatement of Dangerous Buildings.*** *This topic was specifically included in the list of preliminary URP recommendations contained in Chapter 1 (Findings of Necessity). In light of the recent city budgetary commitment to this task (**See:** Section II.F [Nuisance Abatement]), it is important to emphasize that the removal of dangerous buildings from underperforming property is the single most important nuisance abatement activity that can be conducted by the city in meeting its stated URP goals. Full support for staff activities in carrying out this mandate is necessary on behalf of the city's elected officials. Vertical construction is expensive to clear from a site. Unsecured vacant structures threaten the physical environment of a neighborhood, and the well-being of residents. Left standing in great numbers, new investment in the URP redevelopment area could remain fleeting. The 50,000 dollars earmarked for this activity in the fiscal year 2012 may result in the clearance and abatement of roughly ten (10) structures. If there is no other public expenditure of funds in support of URP implementation, the annual renewal of funding for this task alone will improve the viability of downtown Grovetown.*

- ***Robinson Avenue Pilot Site Acquisition and Transfer.*** *Chapter 1 (Findings of Necessity) of the URP recommends the acquisition of property for the development of a residential pilot project within the URP redevelopment area, and a commercial pilot project along the Robinson Avenue corridor. The costs and methods associated with a government entity acquiring such property are often controversial subjects. As illustrated in Section II.D (City-Owned Property) however, the city of Grovetown is already in possession of three (3) parcels at a key intersection within the Robinson Avenue target area (Newmantown Road and Robinson Avenue – See Map 2-?) that may be a prime downtown commercial anchor. The fire station at this location is slated to be moved by the end of calendar year 2012, while the city is exploring possible relocation of senior center services at this location to Liberty Park – freeing this 1.11 acre site of any remaining public purpose and effectively providing the city with a marketable pilot site without the expense of property acquisition. Although questions of legal transfer and other public assistance remain in making this site attractive to private investment, a potentially unencumbered commercial site is already in the city's possession.*

- ***Character Area Development Code Adjustments.*** *As previously discussed in the preliminary plan recommendations found in Chapter 1: Findings of Necessity, redevelopment of residential and commercial property within the URP study area in a manner that increases design quality, and provides a character consistent with the urban form expressed by Grovetown officials and stakeholders, will require substantial revision to existing land development codes. Grovetown has taken the first step in this direction in the form of the C-3 Central Business District ordinance. Similar considerations must be given to ordinances governing a variety of residential housing types.*

- ***Transportation Project Leadership.*** *The design of public street infrastructure is as critical to the development of a "downtown" in center-city Grovetown as is adjacent private property. Downtown buildings that promote pedestrian activity and provide a commanding street wall will not work properly without downtown streets that create a sense of enclosure and calm motor vehicle speeds - and vice-versa. Grovetown may forfeit a genuine opportunity to develop such an environment within state-regulated street corridors – and meet other potential objectives such as creating quiet zones at rail crossings, and providing bicycle and pedestrian facilities – without guiding street design on the front end. The city should consider developing what it considers to be appropriate "context sensitive" solutions to traffic congestion problems in the redevelopment area that also meet the land use objectives of the URP. Grovetown should consider commissioning one (1) or more traffic feasibility studies and conceptual street designs for at least portions of Robinson Avenue and Katherine Street which will guide appropriate street (re)design consistent with URP goals.*

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CHAPTER III:
PUBLIC INPUT PROCESS

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III.A. PUBLIC INPUT PROCESS.

Grovetown city officials have recognized that public outreach is an essential component of the *URP* planning effort. The city of Grovetown worked to develop a planning process that would consider a wide range of community interests as the plan document was being prepared. Chapter 3 (Public Input Process) of the *Picture Grovetown URP* outlines the methods that were utilized to solicit community input in the *URP* planning process.

III.A.1. COMMUNITY VISION.

The *Picture Grovetown URP* is being prepared as a implementation task of the *Grovetown Comprehensive Plan (2006-2026)*, short-term work program component. Regarding an urban redevelopment plan, the short-term work program states:

> *"Prepare an urban redevelopment plan for the "Grovetown city center" character area and portions of the "center city transitional" and "residential infill" character areas." (pg. 141[1])*

This provision is only one (1) of many within Grovetown's short-term work program that refers to the need for redevelopment activity - principally in relation the "downtown" or "center-city," and as a method of implementing the design vision provided in the land use component of the city's comprehensive plan. The resulting *URP* recommendations closely approximate this original community vision. The public input process utilized by the city of Grovetown for the *URP* likewise reflects officials' understanding that the community's development vision has not changed and continues to enjoy public support. The result is a public input process that relies heavily on participation through engaged community representatives and interest groups through the use of advisory committees.

III.A.2. CITY COUNCIL.

As the project client, the Grovetown City Council was provided with direct input opportunities and numerous updates throughout the redevelopment planning process. The mayor and all city council members were copied on all *URP* correspondence sent to the advisory committee, and were offered the opportunity to observe committee meetings. City council was also provided with the opportunity for direct input as a group on the following occasions:

- ***February 10, 2012.*** *(City Council Workshop)*
- ***February 13, 2012.*** *(City Council Meeting)*
- ***April 9, 2012.*** *(City Council Agenda Session)*
- ***April 9, 2012.*** *(Public Hearing; City Council Meeting)*

At the February 10, 2012, Grovetown City Council workshop, CSRA RC staff provided the mayor and council members with an overview of the redevelopment process, findings of necessity report, and draft plan recommendations. This meeting resulted in the mayor and city council endorsing the "findings of necessity" confirming a condition of slum and blight within the *URP* study area (as represented in Chapter 1 of the *URP*). On February 13, 2012, Grovetown City Council adopted a resolution affirming the findings of necessity, authorizing the city to exercise urban redevelopment powers and to formally prepare an urban redevelopment plan (**Appendix A**).

Following subsequent completion of a draft urban redevelopment plan document, CSRA RC again met with the mayor and city council prior to their regularly scheduled meeting on April 9, 2012. RC staff provided the mayor and council with a detailed overview of the *URP* plan goals, strategies and implementation schedule/parameters. A public hearing was also held by Grovetown City Council on April 9, 2012, and a second resolution was approved adopting the final urban redevelopment plan, and designating redevelopment powers to the appropriate agencies.

III.A.3. ADVISORY COMMITTEE.

The principal method of public input for the *Picture Grovetown URP* was through the active participation of an advisory committee. The advisory committee was formed by Grovetown city officials with the input of CSRA RC staff. Consistent with the Georgia Urban Redevelopment Act, the advisory committee represented a broad cross-section of interest groups from the community. A membership list can be found in **Appendix F.**

The initial meeting of the *Picture Grovetown URP* Advisory Committee was held on

December 1, 2010. The meeting was facilitated by CSRA RC staff and focused on the Georgia Urban Redevelopment Act and the *URP* planning process. As previously mentioned in Section I.B. (Initiation of the Planning Process), following the initial advisory committee meeting, the *URP* project was suspended until the summer of 2011.

Upon re-initiation of the redevelopment planning process, the *Picture Grovetown URP* Advisory Committee was reorganized to incorporate members of a city-created "downtown advisory committee." The latter committee had been created during the *URP* project hiatus and been charged with the task of preparing downtown design guidelines consistent with the provisions of the city's comprehensive plan. As the *URP* planning process re-commenced, Grovetown city officials determined that it would be confusing and counter-productive to conduct two (2) concurrent planning efforts which risked overlapping and/or producing contradictory results. City officials have also been of the opinion that the *Picture Grovetown URP* serves the dual role of redevelopment plan and downtown development plan. In October, 2011, city officials dissolved the downtown advisory committee and its' mandate, and combined its membership with that of the *Picture Grovetown URP* Advisory Committee. The advisory committee membership roster provided in **Appendix F** includes all members of the combined committee.

The *Picture Grovetown URP* Advisory Committee began meeting again in November, 2011. The committee met on the following dates:

- ***November 3, 2011.***
- ***December 15, 2011.***
- ***February 1, 2012.***
- ***April 3, 2012.***

The November, 2011 advisory committee meeting was billed by CSRA RC staff as a "reset" meeting - meaning that previously discussed topics would be addressed again as a result of significantly expanded committee membership and time gap since the start of the project. As a result, RC staff again provided an overview of the Georgia Urban Redevelopment Act and the *URP* planning process to meeting participants. The focus of the second advisory committee meeting was the findings of necessity report - while the third meeting resulted in a discussion about the community capacity review findings and preliminary plan recommendations. The topic of discussion at the final advisory committee meeting on April 3, 2012, was the final plan recommendations—including the proposed plan implementation program and schedule. While not everyone could attend every meeting, all members of the advisory committee received e-mail notifications announcing upcoming meeting and event dates, and draft versions of *URP* documents.

In addition to their attendance at public meetings, all advisory committee members were encouraged to promote public awareness of the ongoing planning process. Advisory committee members with property interests in the redevelopment plan area were particularly helpful in providing background information to the general public, encouraging participation in the process, and correcting misinterpretations of the intended outcomes of the redevelopment plan. Some advisory committee members have also been helpful in providing CSRA RC staff with contact information for potential plan implementation partners. Although one cannot claim consensus among advisory committee members on every provision contained in the *URP*, the final document adopted by City Council is a reflection of the preferred method for revitalizing center city Grovetown.

III.A.4. GENERAL PUBLIC.

Implementation of the *Picture Grovetown URP* has the potential to directly affect property owners within center city Grovetown. While the *URP* implementation program is largely void of recommendations which could cause the displacement of households within the redevelopment plan area, center city residents nonetheless have the potential to be indirectly affected by the changing characteristics of downtown which may result the city's efforts. As such, Grovetown city officials worked to promote public awareness of the redevelopment planning process. The three (3) principal public outreach methods employed by the city of Grovetown are listed within this section.

- ***Open House.*** *A public open house was held on April 3, 2012. At the public open house, CSRA RC staff provided a brief presentation about the objectives*

of the redevelopment plan, and the recommended implementation program. A question and answer session was conducted, and then participants were offered the opportunity to view different exhibits and speak with CSRA RC staff and city officials individually.

- ***Posting of Documents.*** *At the end of March 2012, documents associated with the Picture Grovetown URP were posted on-line for public access art the CSRA RC's website. The posting of these documents was referenced in advisory committee and city council communications, and at the public open house.*

- ***Public Hearing.*** *The Georgia Urban Redevelopment Act requires that a public hearing be held prior to the adoption of an urban redevelopment plan. Consistent with this requirement, a public hearing was held at Grovetown City Hall on April 9, 2012 in conjunction with a City Council meeting. The hearing was advertised in accordance with Georgia open meetings laws with an announcement in the Columbia County News-Times (See* ***Appendix G****).*

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CHAPTER IV:
LAND USE OBJECTIVES

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IV.A. LAND USE OBJECTIVES.

The Georgia Urban Redevelopment Act requires that urban redevelopment plan documents include an overview of land use objectives. This chapter of the *Picture Grovetown URP* establishes the land use objectives of the plan including recommendations on: land uses and site design on private property, design features for public street rights-of-way, and suggestions for public amenities such as trails and parks. To meet these objectives, recommended modifications to the city's land development regulations (i.e. zoning, subdivision regulations, manufactured housing standards, etc.) are necessary. Modification to other city codes—particularly nuisance codes and streets—is also recommended. The chapter clarifies where such codes should be applied—whether within individual target areas, the entire redevelopment plan area, or the city as a whole. As with prior chapters, the recommendations provided herein will be incorporated into the final implementation program and schedule contained in Chapter 5 (Implementation Program).

IV.A.1. LAND USE—GOVERNING PRINCIPLES.

The *Picture Grovetown URP* is an implementation task of the *Grovetown Comprehensive Plan (2006-2026)*, short-term work program component. If for no other reason, the *URP*'s status as an implementation step of the city's comprehensive plan necessitates that the land use objectives presented within this chapter relate to the comprehensive plan's character areas and associated development parameters —specifically those that are provided in **Appendix D** of the *URP*. Individuals utilizing this *URP* document must also assume two (2) overarching governing principles highlighted on the next pages.

During the URP planning process, participants have affirmed the community's desire to create an urban and pedestrian-friendly downtown as originally expressed in the Grovetown Comprehensive Plan (2006-2026).

- ***GOVERNING PRINCIPLE A: Interrelationship of Ordinances:*** *Successful application of the city's preferred design objectives requires consistency between how private spaces are developed, in relation to streets and other components of the public realm. Lacking a unified land development ordinance, recommended modifications to Grovetown's zoning ordinance and subdivision regulations must occur concurrently in order to effectively develop the urban spaces envisioned by the city.*

Many suburban neighborhoods are characterized by wide streets and deep building setbacks that create a feeling of exposure (Figure A). Urban neighborhoods favor narrower streets framed by building facades and landscaping to create a sense of enclosure (Figure B). For a preferred neighborhood type to function properly in center-city Grovetown , development ordinances must ensure that the arrangement of private building lots and the public street space corresponds.

- ***GOVERNING PRINCPLE B: Placement of Land Uses:*** *Land development ordinances that prioritize consistency in building design and placement are more effective in grouping a wider variety of land uses into compact spaces. The design emphasis of such ordinances addresses many of the physical characteristics of buildings and land which might otherwise be viewed as incompatible. Still, there must be a degree of consistency in the manner in which varying building types, densities, and land uses, are distributed throughout the city. The Picture Grovetown URP recommends that transitions between differing building types, densities and land uses typically be based on rear lot lines instead of street frontages, and between adjacent blocks rather than within blocks. Consistency in this manner will increase investment confidence on behalf of small property owners and developers alike.*

There may be exceptions to this "placement of land uses" recommendation. In particular, a partial transition of land uses may occur as the result of the city's efforts to facilitate the redevelopment of pilot sites. Where possible, such transitions which are intended to implement the land use objectives herein should be expedited by the city—even if a city-initiated zoning map amendment is required on occasion.

The street in Figure A includes no less than five (5) residential, office and retail zoning districts on a single block. This sporadic zoning pattern reflects the community's indecision in trying to revitalize a depressed neighborhood by rezoning property to enable any type of development. This inconsistent strategy has been unsuccessful and has actually accelerated the decline of the neighborhood. A lack of predictability in land use decisions for the area has scared away investors with a long -term vision.

Figure B illustrates a consistent zoning pattern on the street frontages of adjacent blocks. The subject community has created a condition of predictability for how land uses will develop—and streets will function—in the neighborhood. While change is possible, developers have greater assurance that long-term land use patterns on each street are fixed, and can better gauge the monetary return on their investments.

IV.A.2. LAND USE PATTERN OBJECTIVE.

The *Picture Grovetown URP* does not propose adjustments to the general land use pattern of parcels that are located outside of the *Residential Development Target Area* or the *Robinson Avenue Target Area.* Within the target areas themselves, the *Picture Grovetown URP* supports the following four (4) objectives:

- ***Conversion of Robinson Avenue.*** *Robinson Avenue and ancillary streets should be converted into a traditional downtown center—with an emphasis on multi-story commercial and mixed use structures. Zoning decisions and public improvements should enable this conversion subject to the modification of existing land use and development ordinances to support appropriate building placement, scale, massing, frontages, etc. Where historic single-family homes remain, the city may opt to retain such character on the parcels, but allow for a variety of land uses within the existing structures.*
- ***Residential density and building type options.*** *Higher density residential development and building type options must be permitted within the Residential Development Target Area (**Map 1-6**). The greatest flexibility in housing type and increased densities should be located within those portions of the target area that are also located within the Center City Transitional character area (**Map 2-3**), are directly adjacent to the Robinson Avenue Target Area, and can support the greater intensity of land uses projected for that area. Densities and building type options within the character area should gradually decrease further from Robinson Avenue. Within that portion of the Residential Development Target Area that also corresponds to the Residential Infill character area, single-family dwelling units should remain the predominant housing type—although at greater densities than currently exist. Within this character area other housing types may be considered where parcels border the Robinson Avenue Target Area.*
- ***Reduction of manufactured housing.*** *The inventory of manufactured housing stock should be decreased within the target areas over time. New manufactured or modular housing units should only be permitted where such units can adhere to the same design requirements as standard residential construction.*
- ***Mix of building type subject to design.*** *Adjustments to the land use pattern suggested within this subsection should only occur if ordinances are in place which would require that new development adhere to a specific form. Emphasis on elements of form-based land use coding will allow a greater mix of land uses subject to consistent building and site design requirements. Lacking a commitment to these tools, the built environment sought by redevelopment plan participants may only be partially achieved. In this scenario, the URP does not encourage substantial adjustment to the center-city land use pattern beyond the reduction of substandard manufactured housing stock.*

The trends listed within this subsection of the *URP* should not be considered comprehensive. The remaining subsections of this chapter provide additional information on the physical components of Grovetown's center-city, and further recommendations that would cumulatively adjust land development patterns in the redevelopment plan area.

In order for the city of Grovetown to retain flexibility in adjusting land use patterns of parcels and blocks within the *Residential Development Target Area* or the *Robinson Avenue Target Area*, specific boundaries of areas that may require zoning adjustments have not been mapped. Mapping recommended areas for wholesale adjustment of land uses also limits the ability of the city to adjust plan implementation strategies should conditions in the redevelopment plan area change. Pre-emptively mapping areas where substantial change in land uses is recommended by this plan also fails to account for the fact that new zoning districts might be created to implement the plan. The form and number of these districts to be created is not known at this time—therefore not making it possible to know where they will be specifically applied. Ultimately, the best guide for projecting where changes in land use will occur are the character areas provided in the *Grovetown Comprehensive Plan (2006-2026)*.

Illustrations related to this objective can be found on pages 4-5 and 4-6.

IV.A.3. ZONING—GENERAL OBJECTIVE.

Existing zoning provisions related to residential uses will not permit the development of neighborhoods that exhibit the built environment envisioned by the *Grovetown Comprehensive Plan (2006-2026)* and redevelopment planning participants. Lot sizes, building coverage, setbacks, and other dimensional requirements prohibit dwelling units from being clustered in close proximity and being built close to the public street. In contrast, these ordinances do not address

GUIDING ILLUSTRATIONS. PANEL 4-A.

The lack of on-street parking does not preclude the construction of high intensity land uses close to the street; nor, the provision of designated pedestrian and bicycle facilities (Figure A). The Robinson Avenue corridor can incorporate the same multi-modal facilities with minor right-of-way additions and without negatively impacting traffic flow (Figure B).

Figure C illustrates how basic building form and siting components are general enough to accommodate the needs of franchise or chain businesses while forming a solid street edge. Grovetown buildings sited behind large expanses of parking area would not be permitted in the future should the code adjustments recommended herein be adopted by the city.

GUIDING ILLUSTRATIONS. PANEL 4-B.

Communities often fear mixing land uses because contemporary design makes the finished product look distinct and incompatible with other building types such as the Grovetown duplexes shown in Figure A. Differing land uses look les threatening when there is design compatibility such as the single-family dwellings and duplexes illustrated in the historic homes in Figure B. It is important to note however, that form-based design does not mean "historic" design (Figure C). The Picture Grovetown URP does not propose historic design guidelines. Form-based codes in Grovetown should allow for modern design interpretations.

a variety of design considerations that promote consistent building form, interaction, and pedestrian-scale such as: building materials, fenestration, building orientation, width of curb cuts, etc. Rather, the principal focus of the R1 R2, R3 and R4 is to separate differing types of residential land uses—with the guarantee of a single-family street only occurring in conjunction with densities that are far too low for center-city districts.

Residential districts in the redevelopment plan area should be reconfigured—either in the form of stand-alone or overlay districts—to place a greater emphasis on building design and type. With a commitment to quality building materials and a consistent building form in reconfigured residential districts, a greater variety of land uses—including some supporting commercial services in limited instances—may be allowed across different residential districts. The result is increased flexibility in land uses and an improved public perception on "high" density development that can improve development potential in the redevelopment plan area.

Potential adjustments to Grovetown's commercial zoning districts may be less complicated. Recent amendments to the city of Grovetown's C3 (Central Business) District approved by the mayor and city council have expanded the geographic scope of the district to include much of the *Robinson Avenue Target Area* provided on **Map 1-7**. Adjustments to the text have provided for greater consistency in building material requirements in the district, as well as improved landscaping, limitations on auto-centric design components such as drive-thrus, and site design considerations related to parking and screening. Further amendment will be necessary however. The revised C3 district still does not address the building massing, orientation, fenestration, and similar considerations that will produce a traditional urban form.

The effective modification of all of these zoning districts will further require that supplemental regulations related to signage, landscaping, parking, etc. be reviewed and adjusted accordingly.

The *URP* does not propose to replace the entire *Grovetown Zoning Ordinance*. Rather, these proposed changes can be accomplished through a series of concurrently zoning text and map amendments. This approach allows Grovetown city officials to gradually implement the code adjustments herein—with the most pressing matters to be addressed first. Potential concerns with particular aspects of the code amendments can be compartmentalized and have less affect on other amendments than if all were combined into a single document. In contrast, this method of implementation may remain complex due to the need to be meticulous in drafting amendments that fit with existing ordinance language and structure. While the geographic scope of this objective is intended to focus on the redevelopment plan area, adjustment will likely occur that affect properties city-wide.

Illustrations related to this objective can be found on pages 4-8 and 4-9.

IV.A.4. ZONING—MANUFACTURED HOUSING OBJECTIVE.

Gradual revisions to Grovetown zoning provisions have significantly reduced the number of manufactured housing units which are being permitted within the municipal limits. Nonetheless, this housing type remains prevalent within the redevelopment plan area. As currently applied, such units are also inconsistent with the residential design components desired by city officials. Grovetown will need to re-evaluate zoning provisions to further limit the geographic area within which new manufactured housing units may be permitted and/or apply design requirements in a manner that all residential units—included manufactured and modular units must meet the same standards related to form, massing, scale, materials, etc. Steps must also be taken to accelerate the abatement of non-conforming manufactured or mobile home parks—particularly as the number of habitable units decrease over time. Non-conforming provisions may tie replacement units to upgrade of other remaining units, and or site improvements. Such provisions may be applied through the development of a new zoning district for mobile home parks.

The intended scope of this objective is the *Residential Development Target Area* and *Robinson Avenue Target Area* although code revisions may be structured in a manner that applies city-wide. The possible inclusion of a Manufactured Housing

GUIDING ILLUSTRATIONS. PANEL 4-C.

Grovetown's form-based codes will address multiple building and property factors including proximity to the street (Figure A), floor to ceiling heights (Figure B), and access and services (Figure C). Figure D illustrates a low-to-moderate income house which incorporates basic elements of form -based design such as front door orientation, fenestration, front porch, massing of building materials, direct access to the sidewalk, and rear parking. Form-based design addresses the basic building blocks of property development and need not be cost-prohibitive.

GUIDING ILLUSTRATIONS. PANEL 4-D.

Starting clockwise from the upper-left, Figures A through D illustrate components of form-based design applied to commercial areas of decreasing intensity. A similar application of form-based codes can be applied to center-city Grovetown where building density is calibrated to provide block-by-block transitions between the most intensive and least intensive center-city districts. With two (2) of the three (3) buildings in Figure D being recent infill, the figure shows that development codes in Grovetown can be designed to respect any existing and preferred building forms.

Park (MHP) district in the *Grovetown Zoning Ordinance* also has the potential to impact property outside of the redevelopment plan area.

IV.A.5. SUBDIVISION REGULATIONS—STREET OBJECTIVE.

Application of the urban form desired by Grovetown will require substantial revision to development standards related to street design. New urban street standards must be created that function cooperatively with adjacent property developed under the city's planned form-based zoning districts. Resulting streets will focus on thoroughfare "type" rather than the Federal Highway Administration's functional classification system. Urban streets will be narrower, with curb and gutter cross-sections, on-street parking will be enhanced by landscaped curb extensions, varying types of edge zones (landscaping strips) and throughway zones (sidewalks) that relate to residential and commercial contexts, street trees and underground utilities. An alternative will be provided for thoroughfares where bicycle facilities are desired. Application of the urban street standards may be supported by a local thoroughfare map to guide where each thoroughfare type should be located. These revisions to the city's subdivision regulations may require alterations to portions of the general code related to on-street parking which is otherwise prohibited. Modifications to streets at railroad crossings which may enable the creation of "quiet zones" through center-city Grovetown will also be considered by city officials.

The scope of this objective will vary. As proposed herein, the urban street standards may apply solely to the *Residential Development Target Area* and *Robinson Avenue Target Area*—and even then, potentially as only a code alternative. It is likely however, that integration of one (1) or more of these recommendations into the structure of Grovetown's existing land development codes will require changes that apply city-wide. City officials may also opt to apply any number of revisions related to topics such as sidewalks, street trees, etc., to the city as a whole. Illustrations related to this objective ARE on page 4-9.

IV.A.6. PUBLIC FACILITIES OBJECTIVE.

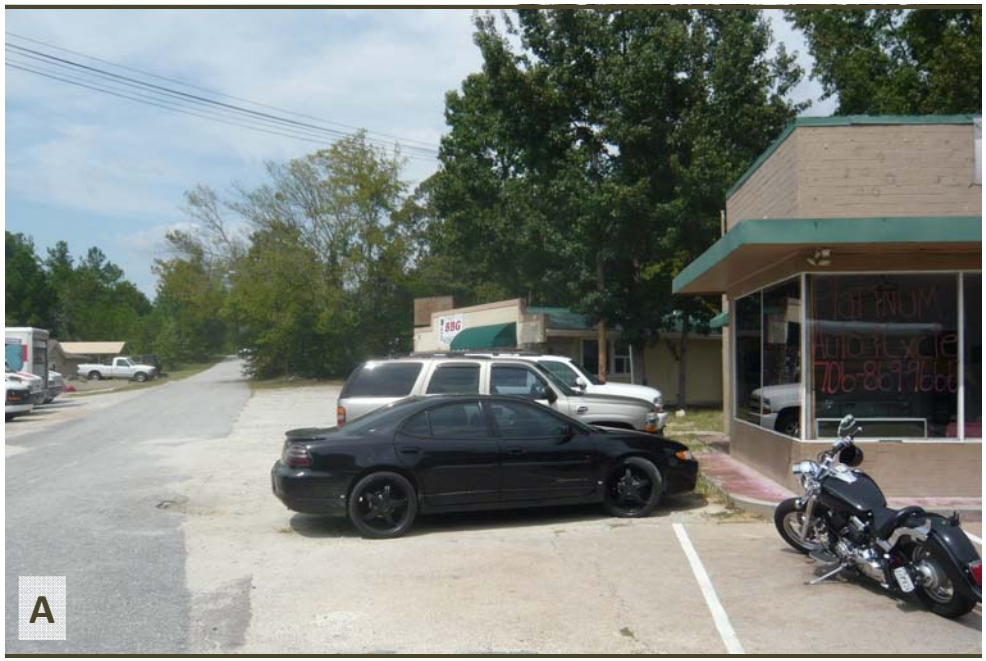
The attractiveness of center-city Grovetown to prospective residents can be enhanced by providing greater access to park space and trail amenities. Even during the development of Grovetown's comprehensive plan in 2006, data suggested that while the totally acreage of public park space in Grovetown was adequate, accessibility to those spaces was limited. Most of Grovetown's park space is located on the edges of the city in close proximity to newer development. The need for small passive public green spaces spread among multiple locations was suggested.

The city of Grovetown will seek to support activities in the *Residential Development Target Area* and *Robinson Avenue Target Area* by developing urban park amenities such as greens, plazas, trails, etc. in close proximity to new developments. If the implementing authority(ies) of the *URP* are involved in property acquisition and transfer within these target areas, they will consider retaining acreage where necessary for siting such facilities. Grovetown will further seek to utilize public funding sources such as Recreational Trails and Transportation Enhancement grants where necessary to facilitate this objective. Specifically, the city will continue to investigate the possibility of creating a trail facility parallel to the *Georgia Railroad* right-of-way. The facilities referenced in this objective will be limited to the *Residential Development Target Area* and *Robinson Avenue Target Area,* but potential accompanying amendments to land development ordinances related to park space may apply city-wide.

As discussed in Chapter 2 (Community Capacity Review), Grovetown's development ordinances are structured such that the city has acquired ownership to storm water detention facilities and a variety of other miscellaneous parcels for which it has assumed day-to-day responsibility. Unlike public street rights-of-way, many other communities typically require such areas be owned by a homeowner's association—who are in turn responsible for basic maintenance of landscaping—while the city retains access rights for functional maintenance. Should Grovetown implement the recommendations regarding this topic which are suggested in Subsection II-D (City-Owned Property), resulting ordinance amendments would apply city-wide.

Illustrations related to this objective can be found on page 4-9.

GUIDING ILLUSTRATIONS. PANEL 4-E.



Excessive curb cuts accessing the public street (Figure C) eliminate the ability to create a functioning streetscape—obstructing pedestrian ways and eliminating space for planting strips. An emphasis on rear vehicular access (Figure D) reserves space on the street frontage or sidewalks, landscaping, and traffic calming in the form of on-street parking.

Streets intersecting Robinson Avenue (Figure A) remain realistic candidates for streetscape conversions that provide on-street parking to support adjacent businesses. The street in Figure B was converted through a public-private partnership—adding on-street parking, landscaping and sidewalks to support the adjacent commercial development.

IV.A.7. DILAPIDATED AND ABANDONED STRUCTURES OBJECTIVE.

The improvement value of residential properties throughout the redevelopment plan area is kept artificially low due to the wide distribution of dilapidated and vacant/abandoned structures—the majority of which are manufactured housing units. As previously referenced, the city of Grovetown is taking more pro-active measures in abating these blighting influences. Unfortunately, the city has not yet been able to recoup the fees on its building abatement and property clean-up expenditures. The result has been that irresponsible property owners has enjoyed their properties being cleaned-up by Grovetown's tax payers free of charge. Even the threat of city action to abate dangerous and dilapidated buildings has not motivated owners of slum property to take action to improve their holdings.

Consistent with the recommendations of prior *URP* chapters, The city of Grovetown will revise its nuisance codes to compel property owners to abate dangerous and vacant buildings—and other nuisance property conditions—in a pro-active manner. Tools to be considered include annual dangerous and vacant building inspection and licensing fees, and "maintaining a nuisance" provisions that tie repetitive nuisance violations to the property owner—even on rental property. The city will also re-evaluate its abatement process to ensure that owners of property on which the city has had to take abatement action are required to reimburse the public expenditure. Grovetown will work with Columbia County to streamline the process in which abatement fees and tax liens may be repaid. This provisions of this objective will be developed to apply to the city as a whole.

IV.B. *GROVETOWN BEND* CONCEPTUAL SITE PLAN.

The *Picture Grovetown URP* proposes a built-environment in center-city Grovetown for which the community has no suitable examples. Commercial buildings on Robinson Avenue are set far from the street – behind expanses of asphalt used for parking. Residential streets within the redevelopment area are filled with mobile homes crammed on small sites, or "stick-built" homes addressing the street with garage or carport openings, and located behind sizeable front yards. Large driveway cuts provide little distinction between the street and private spaces. All aspects of this type of built environment are contrary to the recommendations of the *Picture Grovetown URP*, and to the design vision expressed in the city's comprehensive plan.

Although the prior subsections of this chapter include exhibits demonstrating Grovetown's preferred center-city development pattern, it can be difficult to envision how such "radical" changes to the community's development patterns could be applied to downtown Grovetown. Nothing like it exists in Grovetown—nor ever has. To assist in envisioning the use of the design principles proposed herein, the *Picture Grovetown URP* includes an additional design exhibit—the *Grovetown Bend* conceptual site plan.

IV.B.1. HIGHLIGHTS OF THE CONCEPTUAL SITE PLAN.

The *Grovetown Bend* conceptual site plan envisions the creation of a residential pilot development in center-city, a Robinson Avenue (commercial) pilot development, and a trail or promenade linking the two (2) via the *bend* of the Georgia Railroad. Highlights of this **hypothetical** site plan include:

- **Residential Pilot Development:** Illustrates an enhanced northern residential gateway into center city Grovetown at the intersection of Katherine Street and the Georgia Railroad. Deteriorated mobile home parks, individual manufactured housing units, and a handful of other non-descript single-family homes are replaced with a mix of townhomes and single-family residences. Accessible public open space has been added to the neighborhood. Rear alleys and common areas buffer residential land uses and provide vehicular access to private property. Differing residential uses are separated by block while framing the street and a public promenade lining the railroad. Streets area redesigned to include sidewalks, on-street parking, landscaping, etc., while redevelopment cost is minimized by utilizing the existing grid.
- **Robinson Avenue Pilot Development:** Envisions mixed-use development at the intersection of Robinson Avenue and the Georgia Railroad. Two-story buildings housing a mix of ground floor retail and upper floor office or residences are located on the eastern side of the railroad intersection. Principal buildings address the street and the railroad tracks. A second tier of buildings located on 2nd Avenue provides for a less intense mix of office and residential uses. Robinson Avenue is widened to an avenue with a central landscape median while intersecting streets have been realigned or diverted to improve the functionality of Robinson Avenue and providing for the

possibility of a "quiet zone" at the railroad intersection. Parking is located to the rear of buildings, or on redesigned side streets which include on-street parking and other enhancements. A pedestrian promenade on the east side of the railroad tracks extends between Robinson and 2nd Avenue to a public plaza, and further north.

- ***Grovetown Bend* Promenade.** The residential and Robinson Avenue pilot developments are linked via a pedestrian promenade fronting the east side of the Georgia Railroad. Both sites are also linked by a street paralleling the promenade. The promenade amenity provides residential access to shopping, neighborhood services and recreational opportunities. Guests to the Robinson Avenue pilot site are likewise treated to an amenity that enhances the reputation of the development as an attractive activity center.

IV.B.2. USE OF THE CONCEPTUAL SITE PLAN.

The sole purpose of the *Grovetown Bend* conceptual site plan is to illustrate building and site design ideas. When viewing the conceptual site plan readers are advised of the following:

- The site plan is hypothetical only. It does not have any binding authority.
- Properties incorporated into the conceptual site plan are not "preferred" for redevelopment over any other potential property in the redevelopment area.
- The site plan does not represent any pending action on behalf of the city of Grovetown.
- Costs of the proposal are not estimated as the model assumes that development would occur in multiple phases over a number of years.

Grovetown Bend is merely a model. Individuals utilizing the *Picture Grovetown URP* document are first encouraged to reference the land use recommendations presented in the preceding sections of this chapter. Only after doing so, should readers view the remaining pages of this chapter containing illustrations of *Grovetown Bend*. The subsequent illustrations highlight how the design recommendations referenced herein may appear as they are gradually implemented to create a new center-city Grovetown.

IV.B.3. *GROVETOWN BEND* CONCEPT ILLUSTRATIONS.

Grovetown Bend concept illustrations are located on pages 4-14 through 4-24.

ILLUSTRATION 4-1. *GROVETOWN BEND* SITE PLAN.

Aerial view of the *Grovetown Bend* conceptual site plan. Includes all three (3) development components: A) Residential Pilot Development; B) Robinson Avenue Pilot Development; and, C) the *Grovetown Bend* promenade.

ILLUSTRATION 4-2. RESIDENTIAL PILOT DEVELOPMENT.

The conceptual residential redevelopment plan is bounded on the east by Katherine Street, on the North and west by the Georgia Railroad, and on the south by Fiske Street. Encompassing four (4) city blocks totaling ??? acres, this conceptual plan replaces 83 dwelling units (mostly manufactured housing) with a total of 106 single-family homes and townhomes. Single-family lots are color-coded in yellow. Townhouse lots are orange. Green denotes both public park area and private common areas.

ILLUSTRATION 4-3. RESIDENTIAL SITE BY BLOCK.

Two (2) blocks of the conceptual residential site plan share single-family and townhouse lots (Blocks A and C). Block B is presented exclusively as single-family homes, while Block D contains only townhomes. Single-family units are located on the east side of the development primarily between Flythe and Katherine Streets and provide a transition from the higher densities on the west side of the development and existing single-family development east of Katherine Street. Higher densities are proposed on the western side of the development and adjacent to the railroad in order to support proposed high intensity development on Robinson Avenue.

ILLUSTRATIONS 4-4 & 4-5.

Consistent with "Governing Principle B: Placement of Land Uses" (See page 4-3), land uses transition by block - rather than street face. Single-family homes face single-family homes (4-4). Townhomes face townhomes. In addition, common areas to the rear of lots provide an additional buffer between land uses of differing intensity (4-5). Ultimately, both residential land uses remain in close proximity, with compatibility enhance through designed and predictable transition points/areas.

ILLUSTRATION 4-6. RESIDENTIAL/RAILROAD RELATIONSHIP.

With a major railroad line bisecting Grovetown—as opposed to a river or other prominent geographic feature—the Grovetown Bend site plan proposes to treat the rail line as an amenity. Townhomes oriented toward the rail line are separated by a pedestrian promenade of substantial width that provides direct access to downtown. Provision of a railroad-oriented block face is made possible by – and maximizes the use of rear vehicular access to the dwelling units.

ILLUSTRATION 4-7. RESIDENTIAL STREETS.

Except for Katherine Street, all residential streets would be converted to an urban cross-section with curb and gutter, planting strip, sidewalks, and on-street parking. Travel lanes would be narrow to discourage excessive speeds, while strategically placed traffic circles provide terminal vistas for residents and motorists. The conceptual site plan has been largely conceived to utilize existing street rights-of-way, with the only exception being a half block connection of Fiske Street . Alleys are proposed for the development to provide parking access, concentrate services such as garbage pick-up and mailboxes, serve as the primary location of utilities, and to decrease curb cuts on the public street, and therefore limit disruptions to walkers, cyclists, and motorists.

ILLUSTRATIONS 4-8 & 4-9. PUBLIC OPEN SPACE.

While the total number of dwelling units in Grovetown Bend would increase from present numbers by almost 28 percent, efficient lot layouts can provide for additional public open spaces more directly accessible to adjacent residences. The spaces in the illustrations are further augmented by the promenade linear park (4-9), and the common areas located at the rear of properties.

ILLUSTRATION 4-10. *GROVETOWN BEND* PROMENADE.

The conceptual site plan provides a linear park lining the proposed downtown mixed use center on Robinson Avenue with the residential site flanking the Katherine Street/ Georgia Railroad intersection. The "promenade" can have a variety of treatments by segment—from formal to informal—depending on its location. The linear park amenity provides an activity for visitors to Grovetown's downtown, and can be used by residents for recreational use, or as a transportation linkage to downtown.

ILLUSTRATION 4-11. ROBINSON AVENUE SITE PLAN.

New mixed use buildings flank the Robinson Avenue/Georgia Railroad intersection. All four (4) existing streets that access Robinson Avenue at this location are rerouted away from the railroad tracks to improve traffic flow, and denote a transition in building and property type form existing suburban form to an urbanized center. As with the residential component, buildings frame the street while parking is largely concealed to the rear of properties.

ILLUSTRATION 4-12 & 4-13. STREET TYPES AND FRONTAGES.

As illustrated, Robinson Avenue would be converted to a three (3) lane street segment with center landscape median, bike lanes, and wide sidewalks (4-12). Bollards nan street planters provide distance between pedestrians and motorists. Narrow travel lanes, vegetation and buildings in close proximity to Robinson provide a narrowing affect that helps to control drivers' speed, although realigned intersections help to increase street capacity.

While parking lots are provided to the rear of buildings, on-street parking is added to all side streets to off-set the need for expansive off-street parking facilities.

ILLUSTRATION 4-14. 2ND AVENUE.

Mixed use buildings along 2nd Avenue can house offices, residences and/or small retail that is less reliant on exposure to motor vehicle traffic volumes. This secondary mixed-use block provides a gradual transition between the existing neighborhood to the north and larger proposed commercial structures fronting Robinson Avenue.

IV.C. INTEGRATION OF LAND USE OBJECTIVES.

The objectives identified in Section IV.A (Land Use Objectives) will be applied in a manner that supports the overall goals of the *Picture Grovetown URP*. It is inferred that plan implementation strategies contained in Chapter 5 (Implementation Program) are consistent not only with the land use objectives referenced herein, but also with the recommended scope under which these objectives should be applied.

Although Section IV.A (Land Use Objectives) provides suggestions for the method in which the land use objectives should be applied, the implementation program contained in Chapter 5 is purposely vague on timeframe. Other than confirming the fact that the code modifications recommended in this chapter must be prepared, the redevelopment plan provides discretion for how the mayor and city council of Grovetown apply them. Depending on conditions during the five-year implementation period, city officials may determine to first apply the land use modifications in a limited fashion— via the use of restrictive covenants on individual properties. In contrast, upon completion the land use code modifications may be applied throughout the redevelopment plan area and target areas through general adoption and/or the application of new zoning districts. A third option would be to gradually apply code adjustments through their placement on limited geographic areas. Ultimately however, the city of Grovetown should strive to apply the recommendations herein to the broadest applicable geographic areas by the end of the five-year implementation program.

The city of Grovetown may ultimately choose not to pursue the land use objectives through ordinance modification. Regardless, the recommendations of this chapter still serve as city policy, and as a supplement to the land use policies contained within the city's comprehensive plan. Thee recommendations herein should be utilized by the mayor and city council, and/or planning commission when considering zoning map amendments, zoning text amendments, subdivision proposals, street improvements, and all other decisions affecting land development in the redevelopment plan area.

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CHAPTER V:
IMPLEMENTATION PROGRAM

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V.A. IMPLEMENTATION PROGRAM OVERVIEW.

The Georgia Urban Redevelopment Law requires that an urban redevelopment plan include a workable strategy for implementation. The resulting implementation program contained in this chapter of the *Picture Grovetown Urban Redevelopment Plan* incorporates the following components:

- ***Final Goals.*** *A list of final URP goals with supporting information regarding associated opportunities, potential partnerships, and challenges.*
- ***Implementation Parameters.*** *An inventory of items that establish the organizational boundaries of plan implementation such as: implementing agency, staffing, target properties, resident relocation, legal tools, etc.*
- ***Public Awareness.*** *A narrative of how the public will remain abreast of plan implementation activities.*
- ***Implementation Schedule.*** *Five-year schedule of plan strategies.*

As structured herein, the *Picture Grovetown URP* implementation program not only meets the requirements of the Georgia Urban Redevelopment Law, but also considers those previously discussed capacity issues that are unique to Grovetown.

V.B. FINAL GOALS AND OBJECTIVES.

V.B.1 CONFIRMATION OF GOALS AND OBJECTIVES.

The three (3) initial goals of the *Picture Grovetown URP* are listed in Chapter 1 (Findings of Necessity). These goals were first developed by Grovetown city officials upon the initiation of the redevelopment planning process, and later confirmed by redevelopment plan advisory committee members. Upon the conclusion of the "findings of necessity" component of the redevelopment plan, six (6) preliminary recommendations were presented (Also located in Chapter 1 of the *URP*). A comparison of the preliminary plan goals and recommendations is provided in **Figure 5-1**.

Following extensive public input and oversight by the redevelopment plan advisory committee, the preliminary plan goals listed in **Figure 5-1** are confirmed as the official goals of the *Picture Grovetown URP*. **The preliminary recommendations listed in Figure 5-1 are confirmed as the official objectives of the *Picture Grovetown URP*.**

Figure 5-1: *Picture Grovetown URP* Goals and Objectives

Preliminary Goals *(Full descriptions on pages 1-1 and 1-2)*	Preliminary Recommendations *(Full descriptions on pages 1-23 and 1-24)*
1) Transformative Housing Development	Develop a "Residential Pilot Site."
	Make code adjustments to enable "Character Area Development."
2) Nuisance Property Abatement	Enable "Pro-active Abatement of Dangerous Buildings."
	Assume "Residential Property Stewardship."
3) Community Commercial Investment	Develop a "Robinson Avenue Pilot Site."
	Provide "Commercial Development Incentives."

Source: Picture Grovetown Urban Redevelopment Plan, Chapter 1 (Findings of Necessity)

V.B.2. ISSUES AND OPPORTUNITIES.

Throughout the data collection and public input process, many issues were raised by redevelopment planning participants that would form and impact the preferred methods of *URP* implementation. Many additional issues and opportunities were revealed through general plan research—particularly as a result of the community capacity review conducted in Chapter 2. The varying issues and opportunities that have arisen through the planning process have been consolidated and are presented in **Figures 5-2** through **5-4** (pages 5-2 through 5-4) as they relate to each of the six (6) *URP* objectives. Much of the key information presented in the six (6) figures is subsequently utilized to form the *URP*'s primary implementation parameters presented in Section V.C. (Implementation Parameters.)

Figure 5-2: GOAL: Generate "Transformative Housing Development."

OBJECTIVE: Develop a "Residential Pilot Site."

Issue:

Development of a residential pilot site (a.k.a. pilot development) of substantial acreage in a visible portion of the redevelopment area is necessary to stimulate sustained investor confidence in the area.

Findings:

- Household income characteristics and residential property value in the redevelopment area is reflective of the deteriorated conditions of the majority of housing stock.
- Individual parcel conditions and the lack of large tracts of land makes suburban style of development unattractive and unfeasible in center-city.
- Many large existing tracts of land contain mobile homes, and have multiple street frontages.
- The grid street pattern and block arrangement of many portions of the redevelopment area supports the (re) development of a traditional urban neighborhood style of development.
- The existing street grid can be largely utilized in conjunction with redevelopment of an adjacent tract, but will require conversion to provide for the proper urban context.
- Lacking a desire to promote additional low-to-moderate income housing in the redevelopment area, federal and state programs tailored to leverage local funding are limited.
- Advanced preparation of a residential redevelopment site may require resident relocation.
- Conversion of larger acreage can yield a "critical mass" of potential dwelling units which make development at a higher price-point than previously seen in the area more feasible.
- City participation in the project may include site clearance activities, conversion or construction of complimentary street infrastructure, park development, etc.
- State and/or federal funding sources for supporting infrastructure are limited to transportation enhancement grants and recreational trails grants—unless the project site is slated for low-to-moderate income housing.
- An identified site of adequate acreage, and a willing developer, does not exist at this time to substantiate the creation of a tax allocation district to fund supporting infrastructure.
- The Georgia Urban Redevelopment Law does allow the city to issue bonds to fund infrastructure improvements in support of pilot site development.

Recommendations:

- Either through the acquisition of property related to nuisance abatement, or a partnership with owners of large tracts, finalize the location of preferred residential pilot development sites.
- Deed restrict the pilot site to ensure that redevelopment and/or rezone the property to ensure that potential development is consistent with the design goals and objectives of the URP.
- Allocate resources for site clearance if property has been acquired by the city.
- Prioritize water and sewer improvements (city water/sewer fund, SPLOST, etc.) where necessary to support pending (re)development of property.
- Fund street improvements/conversions on one (1) or more blocks adjacent to the redevelopment site (SPLOST, TE grant, etc.) resulting in urban street type that supports preferred development style of adjacent property.
- In accordance with applicable advertising requirements, advertise a sale of property in conjunction with a request for proposals.
- Tie selection of a developer or developers to proposals that adhere to completed land development code amendments, or to corresponding deed restrictions. Include a timeframe for performance.

OBJECTIVE: Make code adjustments to enable "Character Area Development."

Issue:

The city of Grovetown's existing land development codes do not allow for the type of development envisioned by the URP and the Grovetown Comprehensive Plan (2006-2026).

Findings:

- Existing city planning documents promote, and the URP planning process has reaffirmed, the community's desire to create an neighborhoods and business districts in center-city that incorporate an urban form and design.
- Existing zoning regulations incorporate dimensional standards that limit residential densities that would compliment proposed commercial redevelopment activity on Robinson Avenue.
- Existing zoning regulations emphasize auto-centric commercial development in an area intended to gradually convert into a downtown center.
- Existing subdivision regulations include street design standards that facilitate high motor vehicle speeds, discourage pedestrian activity, and would not compliment building placement or design on adjacent private property that adheres to the vision of the URP.
- Amendments to street design standards must consider that some major streets in the redevelopment plan area are under the jurisdiction of GDOT.
- Supplemental regulations regarding landscaping, signage, building materials, on-street parking, etc., must be adjusted to create a uniform and unique development standard for center-city.
- Development codes related to mobile homes and manufactured housing have not resulted in the removal of non-conforming development in an expedient manner.
- The current street grid in much of the redevelopment planning area provides a framework for developing small-scale pedestrian-friendly spaces that better reflect traditional development.
- Meeting the urban design vision of Grovetown's planning documents requires adjustments away from land use based "Euclidean" zoning, in favor of design via "form-based" coding.
- Necessary code amendments are substantial, and unique enough, to require assistance from an outside party. Grovetown city staff duties and expertise is not compatible with the code amendment needs recommended herein.

Recommendations:

- Evaluate the costs and time associated with the development of "form-based" land development regulations for center-city Grovetown.
- Select a consultant to concurrently prepare necessary amendments to Grovetown's subdivision regulations, zoning ordinance, and any other applicable land development codes.
- If necessary, apply components of the pending code amendments to deeds and restrictions associated with an pilot site which may begin development in the interim.
- Develop the code amendments with the intention that they be applied to a substantial portion of the redevelopment plan area; but, re-evaluate the geographic scope of their application as they are nearing completion.

Source: Picture Grovetown Urban Redevelopment Plan, Chapter 1 (Findings of Necessity)

Figure 5-3: GOAL: Conduct "Nuisance Property Abatement."

OBJECTIVE: Enable "Pro-active Abatement of Dangerous Buildings"

Issue:

The prevalence of dilapidated and unsafe buildings in the redevelopment plan study area inhibits investor confidence in redevelopment activity. Existing nuisance codes and processes are inadequate to facilitate expedient and consistent abatement of problem property.

Findings:

- Open and dilapidated, and/or structurally unsafe buildings are hazards for residents of center-city Grovetown.
- A prevalence of deficient mobile homes in the redevelopment plan area have artificially depressed the improvement value of residential property.
- Nuisance provisions in Grovetown City Code do not provide a clear process for dangerous building abatement—even with use of the Standard Unsafe Building Abatement Code.
- The city is in the process of prioritizing properties for which money allocated for abatement should be spent.
- There is no clear collection method to recoup funds spent on property abatement.
- Dangerous building codes are not structured to compel a property owner to abate vacant and dangerous building conditions on their own.
- Investor confidence in redevelopment activities is affected more by the presence of dilapidated and/or unsafe structures than vacant property.
- It remains simpler to abate dangerous building conditions on vacant parcels - as there exists no cost and time related to resident relocation.
- The recent passage of HB 110 on vacant and foreclosed property has limited the amount of money that may be charged annually to register abandoned buildings.

Recommendations:

- Initiate a building conditions study for the redevelopment plan area that provides a more accurate inventory of building condition.
- Prepare revisions to nuisance codes that include at least: adoption and local modification of the International Property Maintenance Code, annual vacant and dangerous building registration and inspection fee, "maintaining a nuisance" provisions that tie nuisances to miscellaneous offenses provisions and rental owner accountability.
- Prepare new fee schedules, applications, registration certificates, public education materials, etc., that correspond to the building and nuisance code revisions.
- After adoption of code provisions, provide an amnesty period to property owners to allow them to meet the new code standards. Incorporate public awareness campaign.
- Actively enforce new codes at conclusion of amnesty period targeting properties based on results of building conditions study and/or proximity to potential redevelopment pilot sites.

OBJECTIVE: Assume "Residential Property Stewardship."

Issue:

The city of Grovetown must be prepared to assume ownership of abandoned properties dispersed throughout the redevelopment plan area, and facilitate new building activity.

Findings:

- Existing conditions of property in center-city make the redevelopment of scattered parcels less attractive due to surrounding blighting factors.
- There is not a history of high improvement values in the redevelopment area, calling into question who may be attracted to center-city in the early years of reinvestment.
- Proposed nuisance code adjustments may initially increase the number of properties which are abandoned by their owners.
- The city will need to work with Columbia County to expunge delinquent taxes on parcels the city may acquire for redevelopment purposes.
- Retaining temporary public ownership of abandoned properties during the redevelopment planning period may be necessary, as new land development codes will take time to implement.
- Temporary public ownership of development parcels may allow for the application of consistent deed restrictions regarding the type of redevelopment permitted.
- Initial development prospects may view new design-based land development codes as cost-prohibitive in light of the redevelopment area's history of property values.
- A method to offset the perceived costs associated with form-based development code requirements is to provide a large inventory of redevelopment parcels to interested developers. (providing a better economy of scale).
- The Georgia Urban Redevelopment Law allows the city to, "...seek requests for proposals for such properties and accept the proposal that it deems to be in the public interest and in furtherance of the purpose." Sale to the highest bidder is not required.

Recommendations:

- Coordinate with Columbia County about intent and prepare intergovernmental agreement regarding taxes on property assumed by the city as a result of redevelopment planning activities. Adjust service delivery strategy if necessary.
- Complete nuisance code work and initiate abatement process.
- Conduct clearance activities on acquired properties where dilapidated buildings remain.
- Replat acquired properties where necessary to create parcel arrangements and street right-of-way adjustments that conform to ongoing land development code amendments.
- Following acquisition of a sufficient inventory of parcels, and according to applicable advertising requirements, advertise a sale of property in conjunction with a request for proposals.
- Tie selection of a developer or developers to proposals that adhere to completed land development code amendments, or to corresponding deed restrictions. Include a timeframe for performance.

Source: Picture Grovetown Urban Redevelopment Plan, Chapter 1 (Findings of Necessity)

Figure 5-4: GOAL: Enable "Community Commercial Investment."

OBJECTIVE: Develop a "Robinson Avenue Pilot Site."

Issue:

Development of a Robinson Avenue pilot site (a.k.a. pilot development) through a public/private partnership is necessary to demonstrate Grovetown's commitment to conversion of the corridor into a traditional downtown.

Findings:

- Robinson Ave. is not a competitive contemporary commercial corridor due to parcel sizes and arrangements.
- Conversion of Robinson Avenue to the city's preferred development vision of a traditional "downtown" district is inhibited by physical characteristics that do not complement traditional building design, and a historical absence of such a built environment in center-city.
- The metropolitan portion of Columbia County lacks a true pedestrian-oriented "downtown."
- No examples exist in Grovetown that promote the preferred design of structures on the corridor.
- Traffic flow issues on Robinson Avenue must be addressed in a "context sensitive" manner that focuses on efficiency at intersections rather than adding lanes and additional vehicle capacity.
- Limited commercial activity in the area means that there exists little market data identifying the type of enterprises that may be attracted to the Robinson Avenue corridor.
- Railroad crossings present additional traffic flow and noise problems that must be addressed to promote commercial and/or mixed use investment on the corridor.
- Robinson Avenue is a GDOT right-of-way. Design preferences must be actively promoted by the city.
- The city of Grovetown owns land at Robinson Avenue and Newmantown Road that may serve the purposes of a pilot site—eliminating property acquisition costs.
- The Georgia DCA administered Redevelopment Fund Program may be used for clearance of slum and blight, property acquisition and/or infrastructure improvements.
- Georgia DCA and Georgia Municipal Association revolving loan funds may be used in conjunction with other financing methods to support the construction of a pilot development.
- The Georgia Urban Redevelopment Law does allow the city to issue bonds to fund infrastructure improvements in support of pilot site development.

Recommendations:

- Finalize the location of preferred Robinson Avenue pilot development sites.
- Deed restrict the pilot site to ensure that redevelopment and/or rezone the property to ensure that potential development is consistent with the design goals and objectives of the URP.
- Initiate a traffic feasibility study to promote preferred traffic improvements and design of Robinson Avenue, and to investigate possible railroad "quiet zones" at the Katherine Street and Robinson Avenue crossings.
- Allocate resources for site clearance (Redevelopment Fund, SPLOST, etc.)
- Prioritize corresponding water/sewer improvements (city water/sewer fund, SPLOST, etc.) where necessary.
- Consider authorizing a market study for the pilot site to attract development interest.
- Fund street improvements/conversions on one (1) or more blocks adjacent to the redevelopment site (SPLOST, TE grant, etc.) resulting in urban street type that supports preferred development style of adjacent property.
- Consistent with advertising requirements, advertise sale of property with a request for proposals.
- Tie selection of a developer or developers to proposals that adhere to completed land development code amendments, or to corresponding deed restrictions. Include a timeframe for performance.

OBJECTIVE: Provide "Commercial Development Incentives."

Issue:

Commercial development in Columbia County over the last several years has largely by-passed Grovetown due to demographic characteristics of the population, the quality of existing on-site improvements, and limited transportation capacity.

Findings:

- Household income characteristics in Grovetown are not adequate (in comparison to Columbia County as a whole) to attract a wide range of retail investment types.
- Rudimentary market data suggests that there remains unmet retail demand in several sectors within and in close proximity to Grovetown.
- Non-residential building permit data activity in Grovetown for the last six (6) years has been minimal.
- Commercial building construction has largely been low cost and of limited aesthetic value. Much of this development is already illustrating signs of deterioration.
- Robinson Ave. is not a competitive contemporary commercial corridor due to parcel sizes and arrangements. Other incentives are necessary.
- Large tracts on portions of Wrightsboro Road remain undeveloped in spite of the presence of city infrastructure.
- Key state-administered tax incentive programs (i.e. Enterprise Zone, Opportunity Zone) may have greater impact on Wrightsboro Road properties than Robinson Avenue.
- Possible use of Opportunity Zones as a job tax credit incentive may be expanded in the future to cover adjacent portions of unincorporated Columbia County suitable for industrial use.

Recommendations:

- Determine and initiate development fee abatements for all or portions of the redevelopment area.
- Coordinate with Columbia County to determine the feasibility of their participation in property tax exemptions related to possible Enterprise Zones.
- Take steps necessary to create one (1) or more Enterprise Zones within the redevelopment area.
- Create one (1) or more Opportunity Zones in the redevelopment area.
- Prioritize Wrightsboro Road for the initial application of Enterprise and Opportunity Zone designation.
- Create Enterprise and Opportunity Zones for Robinson Avenue if necessary to support Robinson Avenue pilot development activities.

Source: Picture Grovetown Urban Redevelopment Plan, Chapter 1 (Findings of Necessity)

V.C. IMPLEMENTATION PARAMETERS.

V.C.1. DESIGNATION OF THE IMPLEMENTING AGENCY.

The city of Grovetown is designated as the implementing agency of the *URP*. All powers and oversight of redevelopment plan implementation shall remain vested in the mayor and city council of the city of Grovetown unless one (1) or more specific powers of implementation is vested in another governing authority/ agency through the amendment of this plan. Designation of the city as the implementing authority does not preclude the mayor and city council from partnering or contracting with other entities to provide products, programs, or other services in support of *URP* implementation. Examples of possible partnerships are listed in Subsection V.C.3 (Partnering Agencies). Day-to-day activities related to the redevelopment plan will be conducted by Grovetown staff, or private interests selected by the city.

The city of Grovetown may consider the establishment of an urban redevelopment agency or development authority for the purpose of property transfer to private parties for redevelopment purposes. Such action—and conveyance of authority—should only be considered if it is determined that publicly acquired property in the furtherance of this plan may be legally conveyed by the agency/authority to the private interest at a below-market-rate. The city may also consider the establishment of either agency, or a housing authority, for the purpose of implementing the affordable housing recommendation in Section V.C.10 (Inclusionary Housing Policy). These actions may be taken at a later date only following *URP* amendment, and may also require the amendment of the *Columbia County Joint Service Delivery Strategy*.

V.C.2. REDEVELOPMENT PLAN MANAGER/STAFFING.

The significant number of programs and projects associated with *URP* implementation necessitates that the city of Grovetown establish a "redevelopment plan manager" position. **Creation of this position is the single most critical task that Grovetown officials must undertake in order to facilitate successful plan implementation.** There currently exists no city staff with the background or time to manage the multiple and necessary administrative and marketing tasks related to plan implementation. The redevelopment plan manager will be responsible for grant writing and administration, economic development incentive zone creation and tracking, land disposition activities, public outreach, requests for proposals, redevelopment financing, coordination with partnering agencies and property owners, plan amendments, etc.

Creation of the redevelopment plan manager position should not result in overlap of the duties of existing Grovetown city staff. Existing planning and zoning staff will still manage nuisance codes, building abatement activities, zoning and subdivision action, etc. Public works staff will still oversee infrastructure improvements related to redevelopment activities. The redevelopment plan manager works in partnership with these existing staff members to ensure coordination of these duties in relation to the *URP* implementation parameters and schedule.

As previously mentioned in Chapter 2 (Community Capacity Review), the redevelopment plan manager position may be a full-time city "community development" position (or staff to an urban redevelopment agency or development authority if created later.) In this instance, the physical location of the employee would assist in ensuring effective coordination with other city staff engaged in plan-related code enforcement, land development and infrastructure activities. Another option may be to partner with the Development Authority of Columbia County to fund a new staff position. While possibly more affordable, this option might result in the staff member being an employee of Columbia County. Designated funding for the position by the city may be through a contract which clarifies the city's role in hiring and firing the employee, the number of hours or percentage of time for which the employee is responsible solely for Grovetown's *URP*, and other considerations such as where the employee is physically located. This option may also require the amendment of the *Columbia County Joint Service Delivery Strategy*.

The implementation schedule established in Section V.F. proposes a Year 1 program heavily dependent on studies and ordinance work that can be accomplished by outsourcing to third parties. As such, immediate establishment of this position is not imperative through the end of calendar year 2012 and the first several months of 2013 (thereby providing Grovetown with the opportunity

to defer full funding of the position in fiscal year 2013.) If the position is partially funded by Columbia County through the Development Authority of Columbia County, partial city-funding for the position for only the second half of 2013 would align with the beginning of the County's fiscal year. Delaying the creation of the position until Year 2 of *URP* also serves Grovetown by allowing time to measure the city's commitment to plan implementation. Ultimately however, delay in establishing the redevelopment plan manager position beyond the summer of 2013 will inhibit the city's ability to sustain *URP* implementation. By that time, ordinances and studies should be nearing completion. Property abatement and/or acquisition will be taking place. Possible abandonment of the city property at Robinson Avenue and Newmantown Road will be near. It is at this critical point where the redevelopment plan manager must be in place to begin the work to dispose of property and finance improvements.

V.C.3. PARTNERING AGENCIES.

Other public agencies have resources that Grovetown may access to assist in *URP* implementation. In addition to the financial programs which they oversee, staff with the Georgia Department of Community Affairs and Georgia Municipal Association can serve as valuable advisors to the city—the latter being a particularly good resource for legal assistance. The Development Authority of Columbia County could be a local liaison for Grovetown, while staff from the Fort Gordon army garrison may be of assistance in steering eligible families to new housing within the redevelopment plan area. The city of Grovetown may also contract with the CSRA Regional Commission for services such as ordinance writing and grant writing and administration.

V.C.4. PROPERTY SUBJECT TO CITY ACTION.

The city of Grovetown has recently compiled a detailed list of properties within the redevelopment plan area that are in violation of city nuisance ordinances, and will be subjected to nuisance abatement activities over the course of the next several months. Redevelopment area properties have been rated by condition, occupancy status, and priority enforcement area. The most recent version of this database can be found in **Appendix H**, and will guide initial decisions on where the city will spend recently allocated funds for the purpose of nuisance abatement. The *URP* does not however, incorporate the city's internal enforcement area map because priority zones with the redevelopment area may be subject to change significantly following the proposed completion of nuisance code amendments proposed for Year 1 of the *URP* implementation program. Changes in the abatement process resulting from nuisance code amendments may result in the more efficient recoupment of public abatement funds in part through the city's acquisition of a number of delinquent properties. The resulting nuisance code amendments as presented in **Figure 5-3** will also be accompanied by new processes, fees, and awareness activities that will require the temporary suspension of some activity in order to provide an amnesty period for property owners who may be affected by changes in the rules. Unless otherwise unavoidable for the purpose of consolidating a pilot development site, property acquisition efforts will be limited to unoccupied properties. The city's activities will include condemnation, but the exercise of eminent domain will only occur upon the failure of a property owner to recoup the city for any publicly-funded abatement activity, or upon a failure to pay fees which may be required in association with maintaining a nuisance, or as required to adhere to the city's dangerous and boarded building ordinance.

Over the 5-year *URP* implementation period, the condition of property throughout the redevelopment plan area will change. The city of Grovetown will periodically amend nuisance property lists to remove properties that have been successfully abated, or to add new properties that have deteriorated into a nuisance condition.

V.C.5. PILOT DEVELOPMENT SITE SELECTION.

Appendix H accurately represents those properties upon which the city of Grovetown will focus their abatement process. These properties also represent a significant portion of the land on which the city may focus property acquisition efforts—particularly in relation to consolidating one (1) or more sites upon which the Robinson Avenue pilot development, and residential pilot development., may be located. Applicable pilot development site selection will be limited to the Residential Development Target Area and Robinson Avenue Target Area (**Maps 1-6** and **1-7**).

Within the Residential Development Target Area, pilot site acquisition and/or development should be prioritized on locations with the most visibility—either along the Katherine Street corridor, the Georgia Railroad, or flanking the Robinson Avenue Target Area. The city's first candidate for pilot site development in the Robinson Avenue Target Area should be those properties currently owned by the city at the southeast corner of Robinson Avenue and Newmantown Road. Other focal points should be on vacant properties around the Robinson Avenue intersections with 2nd Avenue, Railroad Street, and School Street. Of course, if opportunity presents itself in other portions of either target area, the city is encouraged to take advantage as all portions of both target areas are suitable for pilot site redevelopment.

In all instances, the city should attempt to work with willing property owners rather than relying on condemnation. While the city should emphasize leveraging pilot sites that it already owns, Grovetown must be prepared to spend public funds for the purpose of pilot site property acquisition. As soon as the city has committed itself to a pilot site, it should be prepared to commission a market study of the property prior to courting a private development interest.

V.C.6. APPLICATION OF DEVELOPMENT CODES.

A full overview of the types of land development code amendments recommended in conjunction with *URP* implementation is provided in Chapter 4 (Land Use Objectives). Preparation of the land development code amendments referenced in Chapter 4 must begin in Year 1 of the implementation program, and should conclude during Year 2. During the *URP*'s 5-year implementation program, the scope of property to which these code amendments is applied may vary. Should a delay occur, the city of Grovetown should be prepared to commit to and apply the amended land development codes to the entire redevelopment plan target areas no later than Year 5 of the implementation program.

Application of code amendments will be aided by incorporating and adopting a "regulating map" component that categorizes existing and future streets by street type, maps associated right-of-way needs, and illustrates the location of build-to-lines based on these presumptions. The regulating map will be a key tool in ensuring that new building placement and right-of-way edges adhere to projected development patterns. The development codes will also be supported by architectural design requirements and street type specifications. Private parties responding to any request for proposals for development of *URP*-related sites, will be required to illustrate conformance to the city's design requirements and vision.

V.C.7. INFRASTRUCTURE PRIORITIES.

The greatest infrastructure priority related to *URP* implementation is the construction of new streetscapes that incentivize investment into pilot development sites, and to the concentrations of scattered site development referenced in **Figure 5-3** (Objective: Assume "Residential Property Stewardship.") In this instance however, "streetscape" does not merely refer to the aesthetic improvements that will leverage private development interest, but also associated upgrades to water and sewer lines, storm drainage systems, and other underground utilities.

Particular emphasis should be placed by the city of Grovetown on streetscape improvements that enhance the aesthetics and traffic flow on Robinson Avenue—at least between Newmantown Road and School Street. Railroad crossings at Robinson Avenue and Katherine Street must be redesigned with the intention of creating a quiet zone for trains passing through center-city Grovetown, and re-routing of ancillary streets intersecting Robinson Avenue will be considered. The city is encouraged to conduct a traffic feasibility study to guide the implementation of these objectives in Year 1 of the implementation program.

Chapter 2 (Community Capacity Review) of the *URP* also references the need for park amenities tied to redevelopment efforts in the Residential Development Target Area and Robinson Avenue Target Area. Conveyance of city-owned property to a private development interest may be conditioned on the retention of a portion of a site for park and/or multi-use trail development. Funding may be supported by Recreational Trails grants or Land and Water Conservation Funds (if the latter source is re-funded by Congress at a future date.)

As infrastructure improvements are intended to support development with urban characteristics, placement and design must be guided by the results of the

proposed traffic feasibility study related to Robinson Avenue and portions of Katherine Street, and by proposed land development amendments. The existing Grovetown street system is not compatible with the development patterns intended for center-city.

With an emphasis on market-rate development, the majority of funding for *URP*-related infrastructure development will be principally composed of local sources. In addition to the discretionary use of some general funds, the city should pursue the use of the Redevelopment Fund for property clearance and infrastructure improvements tied to the Robinson Avenue pilot development, and for other sections of the Robinson Avenue. Streetscape improvements may also be accomplished by accessing Transportation Enhancement grant funds. Where pilot site, or scattered residential site development, is anticipated to extend beyond this 5-year implementation program, the city should consider one (1) or more accompanying infrastructure projects to be included on the 2017-2021 SPLOST list (with project lists being compiled in Columbia County as early as 2013.) The city will also consider leveraging private investment dollars via application for Georgia DCA and Georgia Municipal Association administered downtown development loan funds. The city should only exercise bonding authority in conjunction with a firm developer commitment on a site of substantial size.

V.C.8. FEE ABATEMENTS.

Through the authority vested in it by adoption of the *Picture Grovetown Urban Redevelopment Plan*, the city of Grovetown will reserve the right to waive a variety of development-related fees to encourage investment activity in the redevelopment plan area. Fees that the city may opt to waive include, but are not limited to: zoning and subdivision application fees, building permit and inspection fees, water and sewer tap fees, business licenses, etc. The city is not obligated to tie the waiver of these fees to an Enterprise Zone, which may be limited in geographic scope and whose tax exemption provisions extinguish over time. Unless tied to an Enterprise Zone with differing boundaries, **a potential fee abatement package will apply only to the Residential Development Target Area and Robinson Avenue Target Area** (**Maps 1-6** and **1-7**) - not the redevelopment plan area as a whole.

Grovetown is advised to offer a fee abatement package only to those property development interests that commit to, or are compelled to, adhere to the design vision and pending regulations presented by this document—perhaps in the form of a reimbursement. Whichever fees Grovetown chooses to waive, it is strongly advised to do so in a consistent manner, and only following the adoption of a resolution that establishes the parameters of the fee abatement package. The scope of incentives offered should not be on a case-by-case basis. The fee abatement package should be subject to annual review and renewal by the mayor and city council and should gradually be allowed to sunset if development activity within the redevelopment area becomes substantial. This expiration provision should not apply pilot development sites where investment interest is actively being facilitated by the city via sales of property or infrastructure improvements.

Complimentary recommendations on incentives tied solely to business development are found in Subsection V.C.11 (Business Incentives.)

V.C.9. RESIDENT RELOCATION.

It is the intent of the *Picture Grovetown URP* to focus any activities that result in property acquisition on those structures that are unoccupied. Resident displacement is not anticipated as a result of the *URP*'s goals and objectives. Still, it should be the responsibility of the redevelopment plan manager to oversee resident relocation should property abatement and acquisition efforts unexpectedly necessitate such activity. Given the parameters of this redevelopment plan, it is assumed that the resident relocation activity would be permanent.

Although only required where federal funds are being used, potential resident relocation by the city of Grovetown will conform to the Uniform Act administered by the U.S. Department of Housing and Urban Development. If resulting from a redevelopment activity where federal funds are involved, relocation would be funded through the designation of a portion of the funding source.

V.C.10. INCLUSIONARY HOUSING POLICY.

The city of Grovetown does not anticipate utilizing federal and state funding

programs that will require residential property be developed and marketed for low-to-moderate income households. Regardless, in partnering with a private developer to construct new housing units on city-acquired property, or property to be served by publicly-funded infrastructure as a result of a development agreement, the city of Grovetown is advised to require that a small percentage of such units be offered to households participating in the Georgia Dream Homeownership Assistance program or similar down payment assistance/ low interest loan programs. Such units should be spread throughout a development so that affordable housing units are not concentrated in one (1) location on a site, and may be accomplished via the reservation of specific lots to be developed independently by the *URP* implementing authority under the direction of the redevelopment plan manager.

V.C.11. BUSINESS INCENTIVES.

The *Picture Grovetown URP* provides the data necessary to substantiate the creation of enterprise and opportunity zones in the redevelopment plan area. In addition to the fee abatements recommended in Subsection V.C.9 (Fee Abatements), the city of Grovetown should take the steps necessary to enact at least two (2) Enterprise Zones for purposes of local tax exemptions—one (1) for Wrightsboro Road, and a second for Robinson Avenue. The Wrightsboro Road Enterprise Zone should be created early in the 5-year *URP* implementation process—perhaps to coincide with the hiring of a redevelopment plan manager. No further delay is necessary in creating the Wrightsboro Road Enterprise Zone as its establishment is not required to coincide with any other implementation strategies. The establishment of an enterprise zone on Robinson Avenue should be timed to coincide with the selection of a private investor for pilot site development.

Following the creation of the Wrightsboro Road Enterprise Zone, the city may create a complimentary opportunity zone for purposes of allowing for job tax credits. Opportunity zone establishment for Robinson Avenue will be discretionary, and need not occur unless a job-producing prospect of substantial size is considering a location downtown. Ultimately, these incentives and previously discussed fee abatements must be actively marketed by the city of Grovetown in partnership with the Development Authority of Columbia County as a cohesive development package.

V.D. OPTIONAL REDEVELOPMENT TOOLS.

The implementation parameters identified in Section V.C do not represent a comprehensive list of tools that can be used by a Georgia community for purposes of redevelopment. There are many other methods which a municipality may opt to utilize in order to generate nuisance abatement and new investment in blighted and underutilized portions of the community. This Section of the *URP* provides a concise summary of a handful of programs which were considered in preparation of the plan, but were ultimately determined not to represent the best methods for achieving the city's redevelopment goals at this time. Should the city determine at a later date that some of the programs listed in this Section may in fact be useful in exercising the *URP*'s implementation program, amendment of the redevelopment plan should not be necessary (unless otherwise stated.)

V.D.1. HOUSING AND INFRASTRUCTURE TOOLS.

The construction and/or rehabilitation of low-to-moderate income housing is not an objective of the *Picture Grovetown URP*. Rather, Grovetown aspires to promote the construction of housing at higher price-points that will support proposed commercial investment downtown. Traditional Community Development Block Grants (CDBG)—which may be utilized for land acquisition, clearance, and infrastructure improvements—is directly tied to activities that provide for housing at low-to-moderate price points. Community Housing Improvement Program (CHIP) grants are similar geared to low-to-moderate income households. For economic development, CDBG grants are also tied to job creation requirements which the city is not yet comfortable it could adhere to as a result of a limited history of commercial investment in the redevelopment area. The single CDBG program that the city currently intends to target to meet the *URP* goals and objectives is the Redevelopment Fund (See Subsection V.C.7 [Infrastructure Priorities]). As the Redevelopment Fund is available on a continual basis, preparation of a Revitalization Area Strategy for purposes of annual access to other CDBG and CHIP programs is also unnecessary.

V.D.2. BROWNFIELDS.

Brownfields are real property upon which, the expansion, redevelopment, or reuse may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant. The use of such sites can be inhibited significantly due to the costs associated with clean-up. The United States Environmental Protection Agency oversees the Brownfield Grant Program which assists in assessing contaminated sites—or sites suspected of contamination—and resulting clean-up efforts.

There are no confirmed brownfield sites in the city of Grovetown. There are also no suspected brownfield sites in the Residential Development or Robinson Avenue Target Areas. As such, the 5-year *URP* implementation program does not entertain the need for Brownfield Grant application. Should future evidence suggest the need, brownfield assessment and abatement activities may be incorporated into redevelopment efforts.

V.D.3. HISTORIC PRESERVATION.

There exist no historic structures within the redevelopment area that are locally designated or listed on the National Register of Historic Places. Historic preservation objectives listed in Grovetown's 2006 comprehensive plan suggesting that a historic preservation commission be created, local ordinance be adopted, and Certified Local Government status be sought, have been removed from the city's latest short-term work program.

No ordinance is proposed within the *URP* for purposes of preserving historic resources in the redevelopment plan area; although, reuse of existing historic homes should be encouraged by diversifying the types of land uses which may be used in the structure.

V.D.4. DOWNTOWN DEVELOPMENT.

There does not yet exist a true downtown in center-city Grovetown—although creating a "downtown" is a principal objective of the *URP*. As a result of the current characteristics of the Robinson Avenue Target Area, the city will not seek to participate in the state of Georgia's Main Street program during the 5-year implementation program. Similarly, a lack of substantial existing commercial investment in the target area significantly limits the feasibility of creating a community improvement district. Both of these programs should be revisited at the conclusion of the initial implementation period.

V.D.5. TAX ALLOCATION DISTRICT.

The *Picture Grovetown URP* advocates the use of tax exemption/credit tools rather than tax financing. The city also does not yet have a private development partner—nor a site of suitable acreage—that would make the use of a tax allocation district for purposes of redevelopment feasible at this time.

V.E. PUBLIC AWARENESS.

Many of the city of Grovetown's initial redevelopment plan activities involve capacity-building, feasibility studies and ordinance preparation. The public will not recognize these efforts—particularly during the first year of the *URP* implementation program—as the results of these activities will not be readily apparent on the ground. Although not listed within the implementation schedule, it is advisable for Grovetown to continue conducting public awareness activities so that the linkage between *URP* tasks, and the status of redevelopment plan implementation, remains part of the public consciousness.

Grovetown's public awareness campaign regarding *URP* implementation should address any combination of the following issues:

- *Provide information of upcoming events/activities.*
- *Educate the public on planned programs related to the URP.*
- *Provide an overview of the ongoing efforts of the city and partnering agencies.*
- *Address rumors related to plan objectives or status.*
- *Reduce public disillusionment if immediate tangible results are not observed.*

Conduct of the of any public awareness campaign should be a key responsibility of the redevelopment plan manager and may include the following components:

- *Press releases/news articles.*

- *Newsletters.*
- *Periodic open houses.*
- *One-on-one discussions with property owners.*
- *Presentations to civic groups.*

The general public awareness recommendations in this subsection should be viewed as guidelines. Lack of an awareness campaign may limit the public's support for proposed SPLOST projects which tie to the *URP*. It is equally important for Grovetown to recognize that any activities which it takes relating to the acquisition of property or abatement of nuisances on private property will need to be undertaken in a consistent and incremental manner. Prior to wholesale action being taken by the city on nuisance abatement, public outreach is highly recommended—including advanced notices and public presentations targeted to property owners within the redevelopment plan area. These outreach efforts should explain the reasoning behind planned pro-active nuisance abatement activities, provide an overview of applicable city code, include visual examples of properties in varying stages of compliance, highlight the steps the city will take depending on property owner (in)activity to notices of violation, and intended outcomes. Equally important, the city must more assertively publicize its success in abating building and property nuisances. These outreach methods should not be limited to property owners who may be in violation of city code, but include all redevelopment plan area property owners and residents.

V.F. IMPLEMENTATION SCHEDULE.

V.F.1. FIVE-YEAR IMPLEMENTATION PROGRAM.

The *Picture Grovetown Urban Redevelopment Plan* includes a 5-year implementation program. While the Georgia Urban Redevelopment Law does not specify a specific timeframe within which implementation of an urban redevelopment plan must occur, local environments can change dramatically over the course of five (5) years. Depending on positive or negative changes in the redevelopment plan area, or changes to the composition of local government authority, a redevelopment plan may have been largely implemented or simply disregarded.

Ultimately, the continued effectiveness of any urban redevelopment plan dictates that the document periodically undergo a comprehensive review, and a locally appropriate degree of modification. It is not inferred however that expiration of the *Picture Grovetown URP*'s 5-year implementation program invalidates the plan; although, continued effectiveness of the plan beyond this timeframe may certainly be questioned unless the city of Grovetown has taken formal action to discontinue use of the plan, or is taking steps to update and reauthorize it.

V.F.2. AMENDMENTS.

Substantial modification of, or amendment to, and urban redevelopment plan prepared in accordance with the Georgia Urban Redevelopment Law must adhere to the provisions of O.C.G.A. 36-61-7(e). Such requirement obligates the local governing authority to hold a public hearing and approve an amended resolution of redevelopment plan adoption. A prime example of "substantial" modification may be the reallocation of redevelopment powers to another entity, but such term is not clearly defined and the Urban Redevelopment Law provides few other applicable examples. Grovetown is advised to exercise caution in how it processes amendments to the *Picture Grovetown URP*, and defer to the requirements of Georgia Code in most instances.

Should city of Grovetown officials determine—as the *Picture Grovetown URP*'s 5-year implementation program is nearing its conclusion—that the redevelopment plan has been an effective tool which warrants continued use in the community, a full review, update and amendment process is recommended. Amendments should also be considered if significant changes to the *URP* goals, objectives and strategies, implementation parameters and schedule, are desired before the conclusion of the initial 5-year implementation schedule.

V.F.3. IMPLEMENTATION SCHEDULE.

The implementation schedule for the *Picture Grovetown URP* can be found on pages 5-13 through 5-15. Years 3 through 5 of the schedule are combined into a single table due to an increasing repetition of implementation steps which may occur as the city advances further from the plan's adoption date. The schedule is a general guide and adherence to all the recommended implementation steps, or

sequence of steps, is not absolute. The list of tasks within the implementation schedule does not include those items which are referenced in this document but are subject to *URP* amendment.

Adjustments to plan implementation will occur to meet changing conditions in the community. It is not assumed that all adjustments to the method of plan implementation will result in a modification to this schedule or any other component of the *URP* document.

- END -

YEAR 1—Implementation Schedule—*Picture Grovetown Urban Redevelopment Plan (2012-2017)*

Programming		Applicability			Possible Expenditures		Implementation Calendar												
Task	Continuation From Prior Program Year? (Y/N)	Area of Implementation	Associated Plan Goals (Page 5-1; Figure 5-1)	Responsible Parties	Funding Sources	Cost Estimate	Recommended Period	April 2012	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan. 2013	Feb.	March 2013
Adopt the Grovetown URP	N/A	Redev. Area	1-3	CSRA Regional Commission	N/A	None	April, 2012	●											
Prepare RFP/RFQ for Katherine/ Robinson traffic feasibility study.	N/A	Redev. Area	1 & 3	City/CSRA RC	General Fund	Staff Time	April—July, 2012	●	●	●	●								
Select consultant for feasibility study.	N/A	Redev. Area	1 & 3	City	General Fund	Staff Time	July—August, 2012				●	●							
Conduct Katherine/Robinson traffic feasibility study.	N/A	Redev. Area	1 & 3	City/Private Partner	General Fund	$20,000	August, 2012—November, 2012					●	●	●	●				
Coordinate with GDOT to implement preferred Robinson Avenue design.	N/A	Rob. Ave. Target	3	City/Private Partner/CSRA RC	TIA10/TE	$8,000,000	January, 2013—March, 2017										●	●	●
Prioritize and target the abatement of vacant and dangerous buildings.	N/A	Redev. Area	2	City	General Fund	$50,000	April, 2012—March, 2017	●	●	●	●	●	●	●	●	●	●	●	●
Prepare and distribute RFQ or contract for services for nuisance code amendments.	N/A	Citywide	2	City/CSRA RC	General Fund	Staff Time	April—June, 2012	●	●	●									
Prepare and adopt nuisance code amendments and program.	N/A	Citywide	2	City/Private Partner/CSRA RC	General Fund	$30,000	July, 2012—March, 2013				●	●	●	●	●	●	●	●	●
Explore relocation opportunities for tenants on city property at Robinson Ave./Newmantown Rd. (Robinson Ave. Option A)	N/A	Rob. Ave. Target	3	City	General Fund	Staff Time	July, 2012—December, 2013				●	●	●	●	●	●	●	●	●
Apply for Robinson/Newmantown Streetscape grant (Tied to Robinson Avenue Option A).	N/A	Rob. Ave. Target	3	City/CSRA RC	TE/ Recreational Trails	$1,000,000 ($250,000 Local)	October, 2012—December, 2012							●	●	●			
Develop job description, budget, and other parameters for "redevelopment plan manager" position.	N/A	Redev. Area	1-3	City/CSRA RC	General Fund	Staff Time	June—November, 2012			●	●	●	●	●	●				
Apply for Enterprise Zone designation on Wrightsboro Road corridor	N/A	Redev. Area	3	City	General Fund	Staff Time	January, 2013—June, 2013										●	●	●
Prepare and distribute RFQ or contract for services for land development code amendments.	N/A	Redev. Area	1	City/CSRA RC	General Fund	Staff Time	December, 2012—March, 2013										●	●	●
Explore budget options for property purchase (Robinson Ave. Option B).	N/A	Rob. Ave. Target	3	City	TBD	Varies	July, 2012—December, 2013				●	●	●	●	●	●	●	●	●

YEAR 2—Implementation Schedule—*Picture Grovetown Urban Redevelopment Plan (2012-2017)*

Programming		Applicability			Possible Expenditures		Implementation Calendar												
Task	Continuation From Prior Program Year? (Y/N)	Area of Implementation	Associated Plan Goals (Page 5-1; Figure 5-1)	Responsible Parties	Funding Sources	Cost Estimate	Recommended Period	April 2013	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan. 2014	Feb.	March 2014
Coordinate with GDOT to implement preferred Robinson Avenue design.	Y	Rob. Ave. Target	3	City/Private Partner/CSRA RC	TIA10/TE	$8,000,000	January, 2013—March, 2017	●	●	●	●	●	●	●	●	●	●	●	●
Prioritize and target the abatement of vacant and dangerous buildings.	Y	Redev. Area	2	City	General Fund	$50,000	April, 2012—March, 2017	●	●	●	●	●	●	●	●	●	●	●	●
Adjust nuisance abatement process to coordinate with adopted code amendments and new program parameters.	N	Citywide	2	City	General Fund	Staff Time	April, 2013—June, 2013	●	●	●									
Apply for Enterprise Zone designation on Wrightsboro Road corridor.	Y	Redev. Area	3	City	General Fund	Staff Time	January, 2013—September, 2013	●	●	●	●	●	●						
Prepare land development code amendments.	N	Redev. Area	1	City/Private Partner/CSRA RC	General Fund	$50,000—$60,000	April, 2013—June, 2014	●	●	●	●	●	●	●	●	●	●	●	●
Conduct job search for, and hire, redevelopment plan manager.	N	Redev. Area	1-3	City	General Fund	Staff Time	June, 2013—September, 2013			●	●	●	●						
Apply for Opportunity Zone designation on Wrightsboro Road corridor.	N	Redev. Area	3	City	General Fund	Staff Time	October, 2013—March, 2014							●	●	●	●	●	●
Adopt and monitor fee abatement package for target areas.	N	Target Areas	3	City	General Fund	Staff Time	January, 2014—March, 2017										●	●	●
Explore relocation opportunities for tenants on city property at Robinson Ave./Newmantown Rd. (Robinson Ave. Option A)	Y	Rob. Ave. Target	3	City	General Fund	Staff Time	July, 2012—December, 2013	●	●	●	●	●	●	●	●	●			
Consolidate and clear Robinson Ave. Option A site.	N	Rob. Ave. Target	3	City	Redev. Fund	Undet.	January, 2014—March, 2014										●	●	●
Explore budget options for property purchase (Robinson Ave. Option B).	Y	Rob. Ave. Target	3	City	TBD	Varies	July, 2012—December, 2013	●	●	●	●	●	●	●	●	●			
Engage in property purchase (Robinson Ave. Option B) if budgeted.	N	Rob. Ave. Target	3	City	General Fund/ Redev. Fund	Varies	April, 2013—March, 2014	●	●	●	●	●	●	●	●	●	●	●	●
Commission a market study for the Robinson Avenue pilot development.	N	Rob. Ave. Target	3	City	General Fund	$20,000	October, 2013-March, 2014							●	●	●	●	●	●
Initiate public awareness campaign.	N	Redev. Area	1-3	City	General Fund	Staff Time	October, 2013—March, 2017							●	●	●	●	●	●

YEAR 3-5—Implementation Schedule—*Picture Grovetown Urban Redevelopment Plan (2012-2017)*

Programming		Applicability			Possible Expenditures		Implementation Calendar												
Task	**Continuation From Prior Program Year? (Y/N)**	**Area of Implementation**	**Associated Plan Goals (Page 5-1; Figure 5-1)**	**Responsible Parties**	**Funding Sources**	**Cost Estimate**	**Recommended Period**	**April 2014 — 2016**	**May**	**June**	**July**	**Aug.**	**Sept.**	**Oct.**	**Nov .**	**Dec.**	**Jan. 2015 — 2017**	**Feb.**	**March 2015 — 2017**
Coordinate with GDOT to implement preferred Robinson Avenue design.	Y	Rob. Ave. Target	3	City/Private Partner/CSRA RC	TIA10/TE	$8,000,000	January, 2013—March, 2017	●	●	●	●	●	●	●	●	●	●	●	●
Prioritize and target the abatement of vacant and dangerous buildings.	Y	Redev. Area	2	City	General Fund	$50,000	April, 2012—March, 2017	●	●	●	●	●	●	●	●	●	●	●	●
Prepare land development code amendments.	Y	Redev. Area	1	City/Private Partner/CSRA RC	General Fund	$50,000—$60,000	April, 2013—June, 2014	●	●										
Initiate public awareness campaign.	Y	Redev. Area	1-3	City	General Fund	Staff Time	October, 2013—March, 2017	●	●	●	●	●	●	●	●	●	●	●	●
Periodically solicit RFPs for pilot development sites and scattered sites.	N	Target Areas	1-3	City	General Fund	Staff Time	April, 2014-March, 2017	●	●	●	●	●	●	●	●	●	●	●	●
Work with developer to redevelop Robinson Avenue Pilot site.	N	Rob. Ave. Target	3	City/Private Partner	TE/DDA Loans/ Redev. Fund/Local	Undet.	June, 2014—June, 2015			●	●	●	●	●	●	●	●	●	●
Adopt and monitor fee abatement package for target areas.	Y	Target Areas	3	City	General Fund	Staff Time	January, 2014—March, 2017	●	●	●	●	●	●	●	●	●	●	●	●
Identify infrastructure projects that support private site development and should be include in next SPLOST.	N	Target Areas	1-3	City	SPLOST	Staff Time	April 2014—March, 2017	●	●	●	●	●	●	●	●	●	●	●	●
Apply for Enterprise Zone designation on the Robinson Avenue corridor if necessary to support pilot development.	N	Rob. Ave. Target	3	City	General Fund	Staff Time	June. 2014-June, 2015			●	●	●	●	●	●	●	●	●	●
Engage in property purchase (Robinson Ave. Option B); Res. Dev. Site) if budgeted.	N	Target Areas	1 & 3	City	Redev. Fund/Local Funds	Varies	April, 2014-June, 2015	●	●	●	●	●	●	●	●	●	●	●	●
Apply for Streetscape grant (Tied to Robinson Ave. Option B; Res. Dev. Site).	N	Target Areas	3	City/CSRA RC	TE/ Recreational Trails	$1,000,000 ($250,000 Local)	October, 2014—December, 2014							●	●	●			
Work with developer to redevelop Residential Pilot site.	N	Res. Dev. Target	1	City/Private Partner	DDA Loans/ Local Funds	Undet.	June, 2015-June, 2016			●	●	●	●	●	●	●	●	●	●
Work with developer to redevelop scattered residential sites.	N	Target Areas	1 & 3	City/Private Partner	Local Funds	Undet.	June, 2014—March, 2017			●	●	●	●	●	●	●	●	●	●

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APPENDIX

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A RESOLUTION OF NECESSITY FOR THE CITY OF GROVETOWN, GEORGIA, TO EXERCISE URBAN REDEVELOPMENT POWERS.

WHEREAS, the Mayor and Council of the City of Grovetown, Georgia, find that within the area roughly bounded by the eastern municipal limits between and flanking both sides of Wrightsboro Road and Robinson Avenue; and extending to the southern municipal limits in the vicinity of Railroad Avenue, VFW Road and Newmantown Road; and further encompassing properties west of Newmantown Road and Whiskey Road which extend west along Robinson Avenue and Wrightsboro Road toward the western municipal limits; the meandering boundary of all such areas being highly variable and specified as provided in "Exhibit A;" there exist one or more areas containing a predominance of buildings or improvements, whether residential or nonresidential, which by reason of dilapidation, deterioration, age, or obsolescence; or the existence of conditions which endanger life or property by fire and other causes; are detrimental to the public health, safety, morals, or welfare; and,

WHEREAS, the Mayor and Council of the City of Grovetown, Georgia, find that within that portion of the City described herein there exists areas containing a predominance of underdeveloped and/or abandoned buildings and property; concentrations of mobile home parks with low improvement values that suppress the value of adjacent and surrounding property, and limit investment potential; low rates of owner-occupied residential property; evidence of deferred property maintenance; limited investment in retail and other business enterprises; inadequate public infrastructure and amenities necessary to support extensive redevelopment activity; and, a sustained concentration of activities detrimental to both person and property; and that such conditions are documented as provided in "Exhibit B;" and,

***WHEREAS**, the Mayor and Council of the City of Grovetown, Georgia, find that the* combination of such factors substantially impairs or arrests the sound growth of the municipality; retards the provisions of housing accommodations and supporting business enterprise; and constitutes an economic or social liability and is a menace to the public health, safety, morals, or welfare in its present condition and use;

NOW THEREFORE BE IT ORDAINED BY THE GOVERNING AUTHORITY OF THE CITY OF GROVETOWN, GEORGIA.

Section 1. The Mayor and Council of the City of Grovetown, Georgia find that one or more areas of slum and blight exist within the City, and that the rehabilitation, conservation, or redevelopment, or a combination thereof, of such area or areas is necessary in the interest of the public health, safety, morals, or welfare of the residents of the City of Grovetown; and furthermore,

Section 2. The Mayor and Council of the City of Grovetown, Georgia, find it necessary to exercise powers of urban redevelopment pursuant to the provisions of the Official Code of Georgia, Title 36, Chapter 61;

Section 3. These findings of necessity shall cause to be prepared an urban redevelopment plan consistent with the requirements of the Official Code of Georgia, Title 36, Chapter 61, for the physical development of those portions of the City of Grovetown described herein.

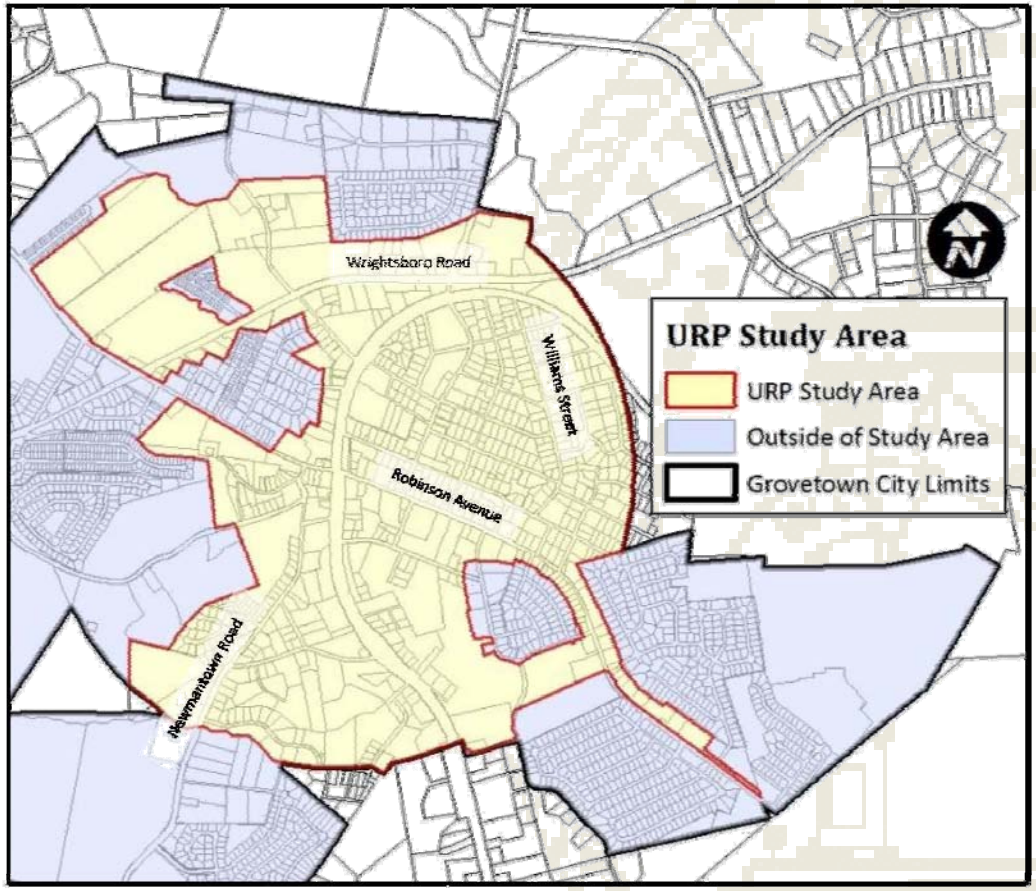
Approved this 13TH day of February, 2012 by the Mayor and Council of the City of Grovetown, Georgia.

ATTESTED:

Vicky Capitillo, City Clerk

George W. James, Mayor

Exhibit A



RESOLUTION NO. ##, EXHIBIT A
ADOPTED ## DAY OF FEBRUARY, 2012

PAGE EA-1 OF 1

A RESOLUTION TO ADOPT AN URBAN REDEVELOPMENT PLAN AND DESIGNATE THE CITY OF GROVETOWN, GEORGIA, AS AN URBAN REDEVELOPMENT AGANCY.

WHEREAS, the Mayor and Council of the City of Grovetown, Georgia, find that within the area roughly bounded by the eastern municipal limits between and flanking both sides of Wrightsboro Road and Robinson Avenue; and extending to the southern municipal limits in the vicinity of Railroad Avenue, VFW Road and Newmantown Road; and further encompassing properties west of Newmantown Road and Whiskey Road which extend west along Robinson Avenue and Wrightsboro Road toward the western municipal limits; the meandering boundary of all such areas being highly variable and specified as provided in "Exhibit A;" there exist areas containing a predominance of buildings or improvements, whether residential or nonresidential, which by reason of dilapidation, deterioration, age, or obsolescence; or the existence of conditions which endanger life or property by fire and other causes; are detrimental to the public health, safety, morals, or welfare; and.

WHEREAS, the Mayor and Council of the City of Grovetown, Georgia, find that within that portion of the City described herein there exists areas containing a predominance of underdeveloped and/or abandoned buildings and property; concentrations of mobile home parks with low improvement values that suppress the value of adjacent and surrounding property, and limit investment potential; low rates of owner-occupied residential property; evidence of deferred property maintenance; limited investment in retail and other business enterprises; inadequate public infrastructure and amenities necessary to support extensive redevelopment activity; and, a sustained concentration of activities detrimental to both person and property; and.

WHEREAS, the Mayor and Council of the City of Grovetown, Georgia, find that the combination of such factors substantially impairs or arrests the sound growth of the municipality; retards the provisions of housing accommodations and supporting business enterprise; and constitutes an economic or social liability and is a menace to the public health, safety, morals, or welfare in its present condition and use; and.

WHEREAS, pursuant to the provisions of the Official Code of Georgia Section 36-61-7, the Mayor and Council of the City of Grovetown, Georgia, have held a public hearing on an urban redevelopment plan for the area described above; and.

WHEREAS, the Mayor and Council of the City of Grovetown, Georgia, believe that the City of Grovetown is the entity best suited to implement the provisions of such urban redevelopment plan;

NOW THEREFORE BE IT ORDAINED BY THE GOVERNING AUTHORITY OF THE CITY OF GROVETOWN, GEORGIA.

Section 1. The Mayor and Council of the City of Grovetown, Georgia find that one or more areas of slum and blight exist within the City, and that the rehabilitation, conservation, or redevelopment, or a combination thereof, of such area or areas is necessary to the interest of the

PAGE 1 OF 2

public health, safety, morals, or welfare of the residents of the City of Grovetown; and furthermore.

Section 2. The Mayor and Council of the City of Grovetown, Georgia, find that:

1. If necessary, a feasible method exists for the relocation of families if displaced from the urban redevelopment area into decent, safe, and sanitary dwelling accommodations within their means and without undue hardship to such families; and,

2. The urban redevelopment plan conforms to the *Grovetown Comprehensive Plan (2006-2026)*; and.

3. The urban redevelopment plan will afford maximum opportunity, consistent with the sound needs of City, for the rehabilitation or redevelopment of the urban redevelopment area by private enterprise; and furthermore.

Section 3. The Mayor and Council of the City of Grovetown, Georgia, adopt said urban redevelopment plan, known as the Picture Grovetown Urban Redevelopment Plan (2012-2017) for the City of Grovetown; and furthermore,

Section 4. The Mayor and Council of the City of Grovetown, Georgia, pursuant to the provisions of the Official Code of Georgia Section 36-61-17, designate the City of Grovetown as the "Urban Redevelopment Agency" and vest in said City all of the "urban redevelopment project powers" as defined therein.

Approved this 9th day of April, 2012 by the Mayor and Council of the City of Grovetown, Georgia.

ATTESTED:

Vicky Capelillo, City Clerk

George W. James, Mayor

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2011
1. Fire Station
2. Land for Station
3. GEFA Loan for Water tank/ Line Robinson Avenue
4. Pole Barn Sewer Plant
5. Hay Baler

2012
1. GEFA Loan for Water tank/Line Robinson Avenue
2. Sewer Plant Office Building
3. Public Safety vehicles (2)
4. Vehicles Public Works (Vac truck, Brush attachments for Bobcat/Dump Trucks/Recreation vehicles)
5. Pavilion Euchee Creek
6. Computers (as needed)

2013
1. GEFA Loan for Water Tank/Line Robinson Avenue
2. Public Safety vehicles(2)/turn out gear/hose
3. Water line (Gordon Highway)
4. Goodale Park Renovations
5. Vehicles Public Works (Street Sweeper, Mowers, dump trucks)
6. Gym Equipment
7. Security System (various city buildings/roads)

2014
1. GEFA Loan for Water tank/Line Robinson Avenue
2. Water line (Harlem Grovetown Road)
3. Vehicles Public Works (Backhoe, trailer, Vehicles)
4. Public Safety Vehicles (2)
5. Senior Center expansion or relocation
6. Euchee Creek Trail connector (Harlem Grovetown Rd)
7. Computers as needed

2015
1. GEFA Loan for Water tank/Line Robinson Avenue
2. Public Safety vehicles (2) Service Truck
3. City Hall Renovation
4. Maintenance Building Renovation
5. Public Safety/ Annex Renovations
6. Transportation (road improvements will designate roads at this time)

2016
1. Fire Engine
2. Public Safety Vehicles (2)

LAND USE

(PRELIMINARY) CHARACTER AREA: CENTER CITY TRANSITIONAL

GENERAL DESCRIPTION:

Developed areas within and in close proximity to the central part of the city. Intended to promote a mixture of housing types at medium to high densities while preserving single-family residential character on streets where it is already the predominant land use. Development should be subject to form-based building and site features to promote a traditional development character. Supports some targeted office and retail uses if located directly adjacent to commercial corridors or the city center.

EXISTING CHARACTER:

- Range of housing styles including multi-family, duplex, single-family and manufactured housing.
- Contains some older underdeveloped areas and areas of low-density that are now surrounded by higher density housing.
- Greater degree of street interconnectivity than surrounding portions of the city.
- Limited infill.
- Principally narrow streets with open-ditch sections.
- Mature landscaping.

DEVELOPMENT PATTERN RECOMMENDATIONS (PRELIMINARY):

- Higher-density single-family housing (via smaller lots and townhouses) on development tracts or through infill.
- Targeted acquisition of large parcels.
- Multi-family on some targeted large tracts.
- Single-family residential infill on streets where it is already the predominant land use.
- Allow targeted small-scale office and retail at intersections of collector and arterial streets.
- All residential development should incorporate street extensions where applicable to promote street grid interconnectivity.
- Urban street segments extending from city center that incorporate sidewalks, on-street parking and street trees.
- Incorporate design guidelines.
- Minimum percentage of affordable housing units on redevelopment sites.
- Incorporate neighborhood parks or play lots into redevelopment sites.

The center city transitional area currently exhibits the city's greatest variety of housing types and densities.

Areas within the center city transitional character area can be targeted for a variety of well-designed housing types.

LAND USE

(PRELIMINARY) CHARACTER AREA: GROVETOWN CITY CENTER

GENERAL DESCRIPTION:

Historic central portion of Grovetown flanking Robinson Avenue and the Georgia Railroad. To be redeveloped to create a downtown character for the city by promoting mixed use buildings incorporating traditional design features and supporting streetscape design.

EXISTING CHARACTER:

- Principal location of community buildings including churches and government offices.
- Largest concentration of historic structures in the city.
- Street grid extending north and south from Robinson Avenue.
- Some low-density residential.
- Limited neighborhood commercial services.
- Bisected by Georgia Railroad.
- Mature trees.

DEVELOPMENT PATTERN RECOMMENDATIONS (PRELIMINARY):

- Mixed-use buildings.
- Buildings close to the street via build-to-lines (vs. setbacks).
- Street-facing building orientation and pedestrian access.
- Non-traditional design features.
- Incentives to preserve historic homes including allowing non-residential uses.
- Parking on sides and rear of buildings.
- Minimum percentage of each development site with street frontage faced by buildings.
- Wide urban sidewalks (curb to building) with street trees and furniture.
- Public way-finding signage.
- Pedestrian scale lighting and buried utilities.
- Traffic calming and pedestrian crosswalks.
- Intersecting streets with on-street parking.
- Increased building density.
- Office, retail, residential and institutional uses.

Institutional uses including churches and government buildings are clustered in center city Grovetown.

Small downtowns located on high volume highways can be transformed to promote a traditional urban form.

LAND USE

(PRELIMINARY) CHARACTER AREA: RESIDENTIAL INFILL

GENERAL DESCRIPTION:

Developed and undeveloped portions of the central area of the city that should continue to support low to medium density residential uses including single-family, duplexes and townhouses while incorporating form-base building and site design features. Development of varying residential housing types should be focused on promoting different uses by street – rather than a lot-by-lot basis. Infill opportunities on single lots should focus on single-family residential while duplex and townhouse development should be targeted to new street segments – particularly areas that are directly adjacent to the "Grovetown city center" and "center city transitional" areas.

EXISTING CHARACTER:	DEVELOPMENT PATTERN RECOMMENDATIONS (PRELIMINARY):
• Range of housing styles including duplex, single-family and manufactured housing. • Contains some older undeveloped areas. • Greater degree of street interconnectivity than surrounding portions of the city. • Limited infill. • Principally narrow streets with open-ditch sections. • Mature landscaping.	• Single-family infill according to design guidelines. • Additional housing types (duplex and townhouses) on some blocks according to design guidelines – not mixed between single-family lots. • Extension of street grid system including sidewalks and street trees. • Rehabilitation program for existing single-family houses.

The residential infill and center city transitional character areas contain underutilized tracts close to center city that are candidates for redevelopment.

Form-based design guidelines can promote a preferred development pattern by focusing on basic building dimensions and site layout rather than decorative features and materials that can increase costs.

LAND USE

(PRELIMINARY) CHARACTER AREA: ROBINSON PARKWAY

GENERAL DESCRIPTION:

Public street segment that should incorporate elements such as access management controls, bicycle and pedestrian enhancements, targeted traffic calming, landscaping, street trees and private and public sign standards in order to improve function and aesthetics and provide a community-wide identity. Enhancements should be incorporated on different segments of the parkway in a manner that supports specific design and function objectives of the flanking character areas.

EXISTING CHARACTER:	DEVELOPMENT PATTERN RECOMMENDATIONS (PRELIMINARY):
• Two-lane state highway. • Bisects historic center of town. • Flanked by a range of uses including residential, commercial and institutional. • Sidewalks along most segments of the street – close to travel lanes. • Above-ground utilities. • Varying segments of open-ditch and underground storm drainage. • No on-street parking. • New signage for pedestrian crosswalks. • Crosses Georgia Railroad. • Large number of intersecting streets.	• Manage vehicular access via traffic control median, spacing of driveways and cross-access easements. • On and off-street pedestrian and bicycle features. • Traffic calming in Grovetown city center character area. • Pedestrian scale street lights and buried utilities. • Uniform signage – no off-premise signs. • Uniform street numbering system for easy recognition by emergency responders. • Street trees. • Wide urban sidewalks (curb to building) in Grovetown city center character area.

Robinson Avenue looking south east from Hardy Street.

On-street parking, wide sidewalks and pedestrian-scale lighting are just a few of the features that can be incorporated into urban streetscapes.

Project Sheet

Project Number: RC07-00121[illegible] *Project Name:* Improvements to Robinson Avenue/SR 223 from SR 388 to SR 10/Richmond County

GDOT ID:

Project Description: Provide functional improvements to Robinson Avenue/SR 223 via access management to facilitate the efficient dispersal of motor vehicles off of and onto the corridor, and incorporate measures to safely support other modes of transportation. Context sensitive solutions will be utilized on much of the thoroughfare which support the city of Grovetown's overall objectives of enhancing urban form while providing for facilities that support pedestrian and bicycle activity.

Regional Commission: Central Savannah River Area

County: Columbia County

Phase	Total Project Cost	Total TIA Amount
PE	$800,000	$800,000
ROW	$1,300,000	$1,300,000
CST	$6,100,000	$6,100,000
Total	$8,000,000	$8,000,000

Comments (Please note all cost estimates are in 2011 dollars and actual costs for all phases at year of expenditure will be higher):

Public Benefit	Notes
Maximizing the value of Georgia's Assets	This project could potentially maximize the full utility of an existing transportation facility(s). Example benefits could be: mitigating congestion (e.g. operational improvements) and optimizing capital asset management (e.g. resurfacing, rehabilitation). The impacts would apply to the roadway segment, corridor, and/or associated intersections.
Additional Benefits	This project will benefit the public by relieving congestion within Columbia County to the entrance to Ft. Gordon SR 223. The current average daily traffic is 11,340 in Columbia County and 13,070 in the area of Ft Gordon in Richmond County.
Safety and Traffic Operations	Pedestrian facilities and potential intersection improvements – particularly in the vicinity of Katherine Street and nearby school zone – may provide for safer access to Grovetown Elementary School.
Increasing Modal Options (Bike/Ped)	Addition of bicycle and pedestrian facilities provides a direct route from new residential areas of Grovetown directly to a principal access at Fort Gordon.

Project Location

Project Sheet

Project Number: RC07-00[illegible] *Project Name:* Wrightsboro Road Improvements from SR 388/Lewiston Road to SR 223/Robinson Avenue

GDOT ID: 0[illegible]

Project Description: Improve the level of service of Wrightsboro Road through the use of "edition Retrofit" improved motor vehicle capacity, and manage access to and from the corridor, and, incorporate measures throughout the corridor to safely support pedestrians and bicyclists.

Regional Commission: Central Savannah River Area

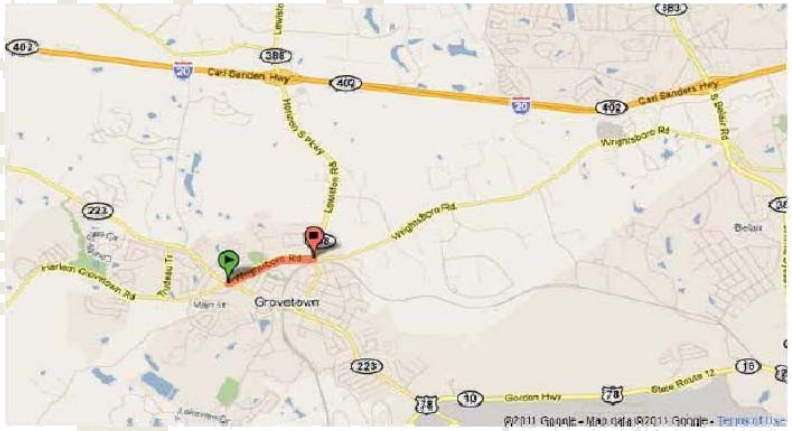
County: Columbia County

Phase	Total Project Cost	Total TIA Amount
PE	$[illegible]	$[illegible]
ROW	$[illegible]	$[illegible]
CST	$2,000,000	$2,000,000
UTIL	$300,000	$300,000
Total	$3,000,000	$3,000,000

Comments (Please note all cost estimates are in 2011 dollars and actual costs for all phases at year of expenditure will be higher):

Public Benefit	Notes
Maximizing the value of Georgia's Assets	This project could potentially maximize the full utility of an existing transportation facility(s). Example benefits could be: mitigating congestion (e.g. operational improvements) and optimizing capital asset management (e.g. resurfacing, rehabilitation). The impacts would apply to the roadway segment, corridor, and/or associated intersections.
Safety and Traffic Operations	This project is being [illegible] to potentially reducing the incidence of vehicle [illegible] on the roadway segment, corridor, and/or intersections.

Project Location



Grovetown Urban Redevelopment Plan
Advisory Committee Membership List
(Private Citizens)*

- Penny Kosky
- Frank Wilson
- Pam Jackson
- Mark Rodgers
- Dwight Ishee
- Troy Peck
- Rev. Frank Tuggen
- Tony Arnold
- Dick Marion
- Mark Herbert
- Joey Brush
- Rosa Lee Owens
- Sylvia Martin
- Ed Brooks
- Dennis Trudeau

[Note: List does not include Grovetown City Council and staff members that participated in advisory committee meetings, nor does it reflect the million meeting attendees by other members of the public. Sign-in sheets of all meeting attendees are maintained by the GRA Regional Consultant.]

NOTICE OF PUBLIC HEARING

Grovetown Urban Redevelopment Plan

In accordance with the Georgia Urban Redevelopment Act (O.C.G.A. 36-61-1 et. seq.), the City of Grovetown will hold a public hearing during the regularly scheduled meeting of the Mayor and City Council on **Monday, April 9th, at 6:30 pm** at the City Council Chambers, Grovetown City Hall, 103 Old Wrightsboro Road, Grovetown, Georgia. The purpose of the public hearing is to solicit community input on the proposed Grovetown Urban Redevelopment Plan. The redevelopment plan is being prepared in order to achieve the following goals:

- Generate "transformative" housing development.
- Conduct nuisance property abatement.
- Enable community commercial investment.

The urban redevelopment planning area includes much of center-city Grovetown roughly bounded by Wrightsboro Road to the north, the municipal limits to the east, Newmantown Road to the west, and VFW Road to the south. The boundaries of the planning area are highly variable and may be viewed by the public by visiting http://www.csrardc.org/. Citizens can also obtain copies of the draft plan in advance of the public hearing by visiting http://www.csrardc.org/ or by contacting the CSRA Regional Development Center at the number below.

Contact: Christian F. Lentz @ 706-210-2000

	ZONE # 1										
1	104 Katherine Street	Res	Comm	Cramer House	Georgia Fowler	Abandoned	Demolish			1	Hazardous/Falling Apart
2	112 E. Robinson	Res	Comm	Bethlehem Church	Clifford Memorial	Abandoned	Demolish			1	Falling Apart/Hazardous
3	E. Robinson (Several parcels)	Res	Comm	Bethlehem Church's	Various Banks/Individuals	Abandoned	Demolish			1	Falling Apart/Hazardous
4	118 E. Robinson	Res	Comm	Corner School St	Bryan W. Fitts	Abandoned	Demolish			1	Falling Apart/Hazardous/Needs Major Repairs
5	202 Katherine Street	Res	Comm	Goodale House	Goodale	Abandoned	Demolish			1	Falling Apart/Hazardous
6	210 E. Robinson Avenue	Res	Comm	Yeoman's	Walt L. Yeomans	Abandoned	Remove Buildings			1	Falling Apart/Property & Home unkept
7	302 Katherine Street	Res	Res	Lidenfeld/Clear Trailer	Prickett	Unsafe/unfit?	TBD/pending inspection			1	
8	400 Katherine Street	Res	Res	Coto (house & trailer)	Lucius Coto	Abandoned	Remove House/Trailer			1	Falling Apart/Hazardous
9	501 Katherine Street	Res	Res	Tull Oaks	Tull Oaks Partners/Edge	Occupied	Remove House/Trailer			1	Multiple Trailers
10	609 Katherine Street	Res	Res	Trailer Park, Joiner	Midtown Properties	Some Occupied	Remove Trailers			1	Multiple Trailers
11	517 E. Robinson Avenue	Res	Comm	older home off Robinson	Dodier & Dunagan	Occupied/Unfit (?)	TBD/pending inspection				
12	525 E. Robinson Avenue	Comm	Comm	Old Western Auto Warehouse	Allworth Development	Unsafe/Unit	Demolish				
13	201 W. Robinson Avenue	Res	Comm	Dunns Mobile Homes	Dunn (SOME OCCUPIED/SOME UNFIT)	unsafe/unfit?	TBD/pending inspection				
14	401 E Robinson Ave	C/R	Comm	Howes Shop & House	Clarence Howe	unsafe/unfit?	TBD/pending inspection			1	
	ZONE # 2										
1	200 Baker Street	Res	Res	Greenhill's Old Trailer	Chris Allcut/Wendy Hawley	Abandoned	Remove			2	House/Abandoned/Hazardous
2	110 Second Avenue	Res	Comm	Trailer Park	CSRA Property Group LLC	Occupied	Cleanup			2	
3	111 Howell Street	Res	Res	End of Howell on Loft	Glenn Troutwell Jr	Abandoned	Demolish			2	Falling Apart/Hazardous/Unsafe
4	104 Second Ave	Res	Comm	Mill Behind Trailers	CSRA Property Group LLC	unsafe/unfit?	TBD/pending inspection			2	
5	119 Second Avenue	Res	Res	Boarded Up House	Thrush/Hessenberger	unsafe/unfit?	TBD/pending inspection				
6	100 & 106 Bonner Street	Res	Res	Hawthornes Old Duplexes	DR Investors LLC	unsafe/unfit?	TBD/pending inspection			2	
	ZONE # 3										
1	0 Dorn Street 007060	Res	Res	On rt @Bendlin Street	Needom Tomlinson	Abandoned	Remove Trailers			3	Multiple Trailers/Falling Apart/Hazardous
2	0 Dorn Street 007060	Res	Res	On rt @Bendlin Street	Needom Tomlinson	Abandoned	Remove Trailers			3	Multiple Trailers/Falling Apart/Hazardous
3	0 Williams Street 008009	Res	Res	End of Williams St	Doris Jenkins	Abandoned	Remove Trailers			3	2 trailers/Hazardous/Falling Apart
4	0 Williams Street 008039	Res	Res	on rt of williams & bennett	Silas L Marnell	unsafe/unfit?	TBD/pending inspection			3	2 trailers/Hazardous/Falling Apart
5	102 George Street	Res	Res	Clarks Trailers	Clark/Southern Bank	Condemned	Remove Trailers			3	Multiple Trailers/Falling Apart/Hazardous
6	105 George Street	Res	Res	Clarks Trailers	Clark/Southern Bank	Condemned	Remove Trailers			3	Multiple Trailers/Falling Apart/Hazardous
7	109 George Street	Res	Res	Capozzi's Property	Darlella Capozzi	Abandoned	Remove Trailers			3	Falling Apart/Hazardous/Unkept
8	118 Bennett Street	Res	Res	on rt bennett & walton	James H. Parrish	Abandoned	Remove Trailers			3	Multiple Trailers/Falling Apart/Hazardous
9	212 Fourth Avenue	Res	Res	Clarks Trailers	Clark/Southern Bank	2 Condemned	Remove Trailers			3	4 trailers/Hazardous/Falling apart
10	0 Williams Street/61A004A	Res	Res	Thibodeaux Trailers	Steve Thibodeau	unsafe/unfit?	TBD/pending inspection			3	7 trailers
11	502/506 Williams Street	Res	Res	Clarks Park	Clark/Southern Bank	Condemned	Remove Trailers			3	Possible Agreement with Southern Bank/Proposal
12	Walton Dr/G08029	Res	Res	Neals Property	Johnny Neal	unsafe/unfit?	TBD/pending inspection			3	
13	Walton Dr/G08028	Res	Res	Neals Property	Johnny Neal	unsafe/unfit?	TBD/pending inspection			3	
14	Walton Dr/G08027	Res	Res	Neals Property	Johnny Neal	unsafe/unfit?	TBD/pending inspection			3	
15	Walton Dr/G08026	Res	Res	Neals Property	Johnny Neal	unsafe/unfit?	TBD/pending inspection			3	
16	Walton Dr/G08025	Res	Res	Neals Property	Johnny Neal	unsafe/unfit?	TBD/pending inspection			3	
17	Walton Dr/G08024	Res	Res	Neals Property	Johnny Neal	unsafe/unfit?	TBD/pending inspection			3	
18	200 Elm Street	Res	Res	Saxon's House	Ingrid Saxon	Junk/debris	Cleanup			3	
19	507 Dorn Street (007073)	Res	Res	Brown's Old House	Rockefeller	Falling Apart	Repair/Demolish				

*(**NOTE:** The nuisance property abatement list contained in this Appendix is maintained by the city of Grovetown, Planning and Zoning Department and is accurate as of April 5, 2012. The list is for informational purposes only, is not representative of all properties in Grovetown which may be subjected to nuisance abatement activity, and is subject to change.)*

20	112 Saturn Court	Res	Res	Reddish Trailer on Hill	Wilson	unsafe/unfit ?	TBD/pending inspection				
21	Elm Street/G08037	Res	Res	Perez Property	Felix Perez	unsafe/unfit ?	TBD/pending inspection			3	
22	5th Avenue/G07093 & G07093A	Res	Res	Thibodeaus Trailers	Steve Thibodeau	unsafe/unfit ?	TBD/pending inspection			3	multiple trailers
	ZONE # 4										
1	201 Third Ave	Res	Res	Thompson's Old House	Grits Mill Properties	Abandoned	Demolish			4	Wood Frame House/Falling Apart/Hazardous
2	202 Pinetree Street	Res	Res	cr of pinetree & james	Connie M. Quarles	unsafe/unfit ?	TBD/pending inspection			4	
3	102 Barbara Street	Res	Res	cr of 2nd & barbara	Pamela Reese Stewart	unsafe/unfit ?	TBD/pending inspection			4	2 trailers
4	104 Williams Street	Res	Res	next to Lollinger's house	Ronald & Shannon Wilson	Dilapidated	Demolish			4	Wood Frame House/Falling Apart/Hazardous
5	107 Williams Street	Res	Res	Across from Stoddards	Johnny Neal	Dilapidated	Demolish			4	Old trailer/falling apart/hazardous
6	Barbara St/Flippin Street	Res	Res	Midtown Property	Midtown Properties	unsafe/unfit ?	TBD/pending inspection			4	
7	0 Williams Street/G07093A	Res	Res	Thibodeaus Trailers	Steve Thibodeau	unsafe/unfit ?	TBD/pending inspection			4	Multiple trailers
8	106 Third Avenue	Comm	Res	Old Upholstery Shop	Catherine Norton	Dilapidated	Demolish			4	old shop/falling apart/unsafe/hazardous
9	107 A&B Phinizy Street	Res	Res	Neals Property	Johnny Neal	debris/repairs	Cleanup/Repair			4	
10	105 Phinizy Street	Res	Res	Neals Property	Johnny Neal	junk/debris	Cleanup			4	
11	108 Phinizy Street	Res	Res	Neals Property	Johnny Neal	junk/debris	Cleanup			4	
12	102 Phinizy Street	Res	Res	Jackson Property	Patsy Jackson	undergrowing	undergrowth/cleanup			4	
13	304 James Street	Res	Res	Vacant Lot on corner	Doug Wilder	junk/debris	cleanup			4	
14	303/305 1/2 James Street	Res	Res	Wilson Property	Shannon Wilson	unsafe/unfit ?	TBD/pending inspection			4	2 trailers
15	301 James Street	Res	Res	Thibodeaus Trailers	Steve Thibodeau	unsafe/unfit ?	TBD/pending inspection			4	multiple trailers
16	209 Pinetree Street	Res	Res	Thomas Property	Henry Thomas	unsafe/unfit ?	TBD/pending inspection			4	
17	210 Pinetree Street	Res	Res	Faircloth Trailers	Eddie Faircloth	unsafe/unfit ?	TBD/pending inspection			4	multiple trailers
18	Barbara Street/G07038	Res	Res	Flippins Old Property	Lanning	junk/debris	cleanup			4	
19	204 Barbara Street	Res	Res	Broadus's House	Broadus Vinson	trash/repairs	Cleanup/Repair			4	
20	Barbara Street/G07038A	Res	Res	Flippins Old Property	Lanning	unsafe/unfit ?	TBD/pending inspection				
21	206 Fourth Avenue	Res	Res	Culpepper's Old House	Jones	unsafe/unfit ?	TBD/pending inspection			4	
22	Third Avenue/G07103	Res	Res	Newman/Old Trailer	Charles Newman	unsafe/unfit ?	TBD/pending inspection			4	
23	112 Third Avenue	Res	Res	Newman/Old Trailer	Timothy Newman	Dilapidated	Demolish			4	
24	105 Dorn Street	Res	Res	Old Blue Garage Unit	Stewart	Dilapidated	Demolish			4	unsafe/falling apart/hazardous
25	105 Third Avenue	Res	Res	Burned House	Billy Johnson	Burned	Demolish			4	unsafe/hazardous/burned home
26	126 Walton Drive	Res	Res	Trailers on Corner of Walton	Miller	unsafe/unfit	Demolish				
27	102 & 106 Pinetree Street	Res	Res	Lambright Properties	Lambright/McClure	Condemned	Remove Trailers			5	Falling Apart/Hazardous
	ZONE # 5										
1	1199 Lakeside Dr/201 Old Thompson	Res	Res	Norman/Hammond	Columbia Crossing Partners	unsafe/unfit ?	TBD/pending inspection			5	Multiple Trailers
2	103 Spring Street	Res	Res	Norman/Hammond	Columbia Crossing Partners	unsafe/unfit ?	TBD/pending inspection			5	Multiple trailers
3	200 Old Thomson Road	Res	Res	Lambright/McClure	Lambright/McClure	Condemned	Remove Buildings			5	Multiple buildings/Falling Apart/Hazardous
4	106 Ford Avenue	Res	Res	Albert Hall's Property	Albert & Carol Hall	Dilapidated	Demolish			5	Wood Structures/Falling Apart/Unsafe/Hazardous
5	200 Hayne Drive	Res	Res	yellow house on corner	Milton Berry	Dilapidated	Demolish			5	Wood Frame House/Falling Apart/Hazardous
6	205 Railroad Avenue	Res	Res	Newman's Old Property	Gridmark Investments	2 Condemned	Remove Trailers			5	2 Trailers Condemned/Possibly others unsafe
7	209 Railroad Avenue	Res	Res	next to Gridmarks Prop	Chew Hong C Rose	unsafe/unfit ?	TBD/pending inspection			5	possibly unsafe/unfit for human habitation
8	Railroad Avenue (G10000)	Res	Res	Stripped Our MH	Downs/Hammonds	Dilapidated	Demolish			5	Old trailer/falling apart/hazardous
9	213 Railroad Avenue	Res	Res	Marks Park	Mark Coleman	unsafe/unfit ?	TBD/pending inspection			5	multiple trailers
10	321 Railroad Avenue	Res	Res	Old Wood House	Hammonds/Jones	Dilapidated	Demolish			5	old wood structure/unsafe/falling apart
11	202 Johns St (G11000)	Res	Res	Old Warden House	Columbia County Board of Education	Dilapidated	Demolish				

*(**NOTE:** The nuisance property abatement list contained in this Appendix is maintained by the city of Grovetown, Planning and Zoning Department and is accurate as of April 5, 2012. The list is for informational purposes only, is not representative of all properties in Grovetown which may be subjected to nuisance abatement activity, and is subject to change.)*

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Welcome
to
Grovetown