

GARDEN CITY URBAN REDEVELOPMENT PLAN



GARDEN CITY, GEORGIA
Adopted: March 2016

Contents

Introduction	1
Purpose of a Redevelopment Plan.....	2
Urban Redevelopment Plan Requirements	2
Consistency with Comprehensive Plan	3
Designation of Redevelopment Entity	3
Redevelopment Area(s)	4
Urban Redevelopment Area – West Highway 21 Residential Target Area.....	5
Urban Redevelopment Area – Garden City South Target Area	12
Urban Redevelopment Area – Highway 21 Gateway Target Area.....	20
Description of parcels to be acquired	27
Structures to be demolished or rehabilitated	27
Plan to leverage private resources for redevelopment	27
Strategy for relocating displaced residents	28
Covenants and restrictions to be placed on properties.....	28
Needed public infrastructure.....	29
Changes to Planning, Zoning, and Building Regulations	29
Implementation Funding Strategies	29
URP Implementation.....	29

Introduction

The City of Garden City is located in western Chatham County, Georgia. The City is bordered by Savannah to the southeast, Port Wentworth to the north, Pooler to the west, and the Georgia Ports Authority - Garden City Terminal to the east. The City's population is slightly under 10,000 with about 50% white, 40% African American and 10% of another ethnicity. According to the US Census Bureau, the City's per capita income in 2010 was \$16,380, which is nearly \$10,000 less than that of Chatham County (\$25,903) and the State of Georgia (\$25,182). The City also has a significant portion of the population (22.4%) below the poverty line, which has been a driving factor in the preparation of this Urban Redevelopment Plan (URP).

The City is also contending with a number of challenges related to current and future development, housing, economic growth, and economic development as it relates to drawing and retaining the appropriate types of businesses. Established in 1937 as a bedroom community to the City of Savannah, Garden City has experienced a significant shift from residential to industrial development. This shift can be attributed to the presence of the Georgia Ports Authority – Garden City Terminal bordering the City to the east. The changing dynamic in development has led to disinvestment in some of the older neighborhoods in the City, encroachment of industrial uses, declining pockets of commercial, and deteriorating buildings. As a result, some areas of the City are experiencing higher vacancy rates, declining property values, and general property neglect.



The City is adopting this Urban Redevelopment Plan (URP) as a tool to assist with development and redevelopment of these blighted and/or underdeveloped areas of the City.

Purpose of a Redevelopment Plan

The Urban Redevelopment Act of Georgia (OCGA 36-61-1) was adopted in 1955 by the Georgia General Assembly as a tool to support the development of public/private partnerships for community revitalization efforts. The Urban Redevelopment Act (the Act) provides local governments in Georgia with specific powers to rehabilitate, revitalize, conserve, and develop designated “slum areas” per OCGA 36-61-2. The Act defines a slum area as:

“any areas which by reason of the presence of a substantial number of slum, deteriorated, or deteriorating structures; predominance of defective or inadequate street layout, faulty lot layout in relation to size, adequacy, accessibility, or usefulness; unsanitary or unsafe conditions; deterioration of site or other improvements; tax or special assessment delinquency exceeding the fair value of the land; the existence of conditions which endanger life or property by fire and other causes; by having development impaired by airport or transportation noise or by other environmental hazards; or any combination of such factors substantially impairs or arrests the sound growth of a Governmental Entity, retards the provisions of housing accommodations, or constitutes an economic or social liability and is a menace to the public health, safety, morals, or welfare in its present condition and use.”

Prior to exercising the powers associated with the Act, the City Council must adopt a resolution finding that the area constitutes a “slum area” based on the definition above and that redevelopment of the area is necessary in the interest of the public health, safety, morals, and welfare of residents of the neighborhood and community. In addition to defining the boundaries of the urban redevelopment area(s), City Council must also formally adopt the Urban Redevelopment Plan (URP).

Urban Redevelopment Plan Requirements

The URP is required to address many components of Garden City’s plan for renewal. These elements include, but are not limited to:

1. Designation of a redevelopment entity.
2. Indication of consistency with the City’s Comprehensive Plan.
3. Definition of boundaries of the area to be redeveloped (which need not be contiguous) which qualify as “blighted” as defined by the Act. These areas are designated as the Urban Redevelopment Area (URA).
4. Explanation of the negative conditions in the redevelopment area that cause it to meet the definition of “slum” and make redevelopment necessary.
5. Indication of any land acquisition, demolition, redevelopment, improvement, and rehabilitation proposed to be undertaken in the area.
6. Indication of any changes to planning, zoning, and building requirements.
7. Description of a feasible method for the relocation of families who will be displaced from the area into decent, safe, and sanitary dwellings within their means and without undue hardship.
8. Indication of the URP’s relationship to definite local objectives.
9. Indication of the maximum opportunity for rehabilitation and redevelopment of the area to be undertaken by private enterprise.

Consistency with Comprehensive Plan

The City of Garden City is currently in the process of updating the 2008 Comprehensive Plan. The preparation of the URP has been incorporated into this process to ensure consistency between these planning efforts. In addition, the issues and opportunities identified in the 2008 Comprehensive Plan as well as other planning documents have been used to assist in the development of the URP. The 2008, City of Garden City Stakeholders developed a vision statement during the public involvement program. The public had the opportunity to express their views and concerns with regard to current and future development patterns as well as quality of life issues. The vision statement created by the community during this process was to create:

“A safe, clean, family-oriented community with parks and trees that is poised for future growth and dedicated to the advancement of community quality of life.”

This vision statement reflects the views of the community and provides the City with a general outline for future planning. Some of the major trends identified in the City’s Comprehensive Plan related to housing are that the lack of new residential development, the lack of community stability, and inconsistencies between development patterns and neighborhood character. Garden City has developed the following goals for housing:

- Eliminate substandard housing
- Encourage quality infill development within established neighborhoods
- Create affordable housing opportunities within the community
- Create a diverse housing stock in terms of housing types and densities

The Comprehensive Plan established “Community Character Areas” to call attention and define historic development patterns for unique areas throughout the City. The plan defines these areas and discusses the manner in which future development should occur, current zoning within the area, considerations with regard to the zoning, and implementation measures. Incorporation of the vision statement, community goals and the Character Areas has occurred during the preparation of the URP creating consistency between these documents. A consistent theme between the goals and objectives of these documents should solidify their relevance, thus streamlining future implementation of proposed activities. In addition, the URP was produced in conjunction with the City’s new Comprehensive Plan, which will be adopted in October 2016.

Designation of Redevelopment Entity

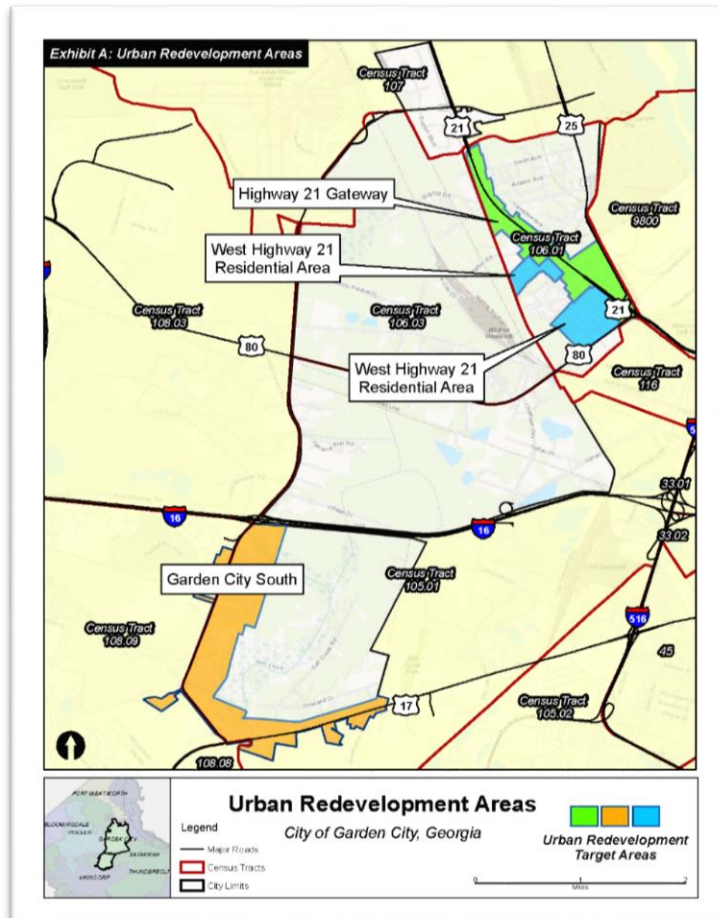
Garden City has elected to use the City Council to oversee implementation of the URP. City Council will develop a regular meeting schedule following adoption of the URP to review the plan and priorities identified within. Public meetings related to the URP will be advertised in advance and open to the public. The City Clerk or a designee shall serve as the secretary for the URP committee and will be responsible for recording meeting minutes and other administration related to the URP. The City Council, with the assistance of City staff, will be responsible for implementation of the URP. It will also be the responsibility of Council and staff to update the plan as necessary.

Redevelopment Area(s)

Garden City has identified three (3) Target Areas to be included in this URP as follows: (1) the West Highway 21 Residential Area, (2) Garden City South, and (3) the Highway 21 Commercial Corridor. The West Highway 21 area is primarily residential, the Highway 21 Gateway is mostly commercial, and Garden City South has a mix of both.

As a result, each area has unique development characteristics and varying needs as it relates to the desired type of redevelopment strategy. Given the broad cross section of the community being included in the URP, the redevelopment strategies developed and implemented have the potential to be applied to other areas within the City. The following items are included for each of the Urban Redevelopment Areas (URAs):

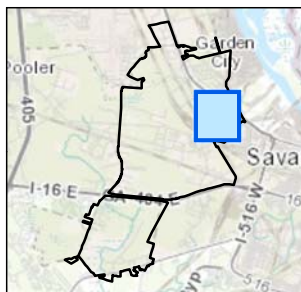
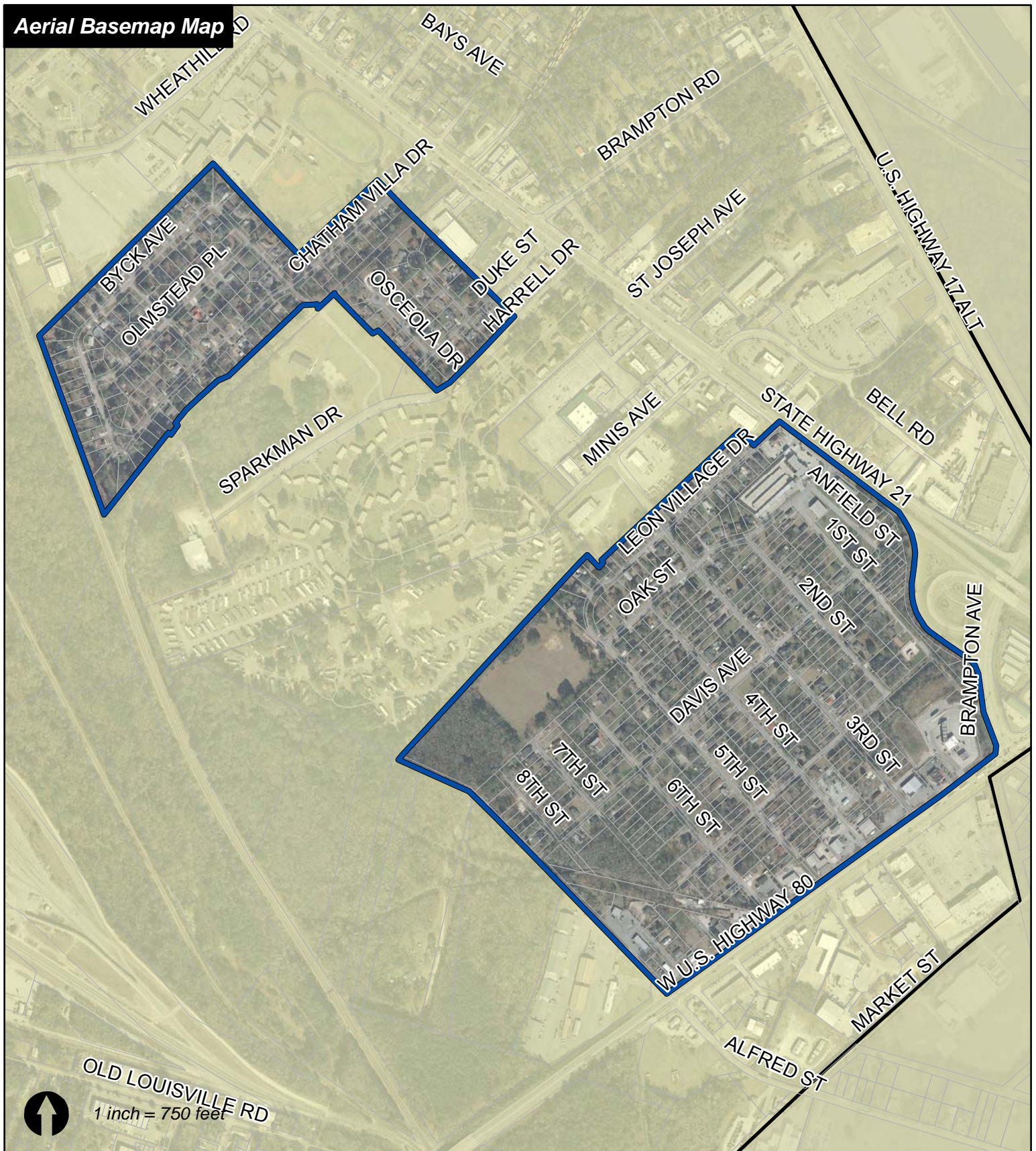
- General Description of the URA
- Aerial Photograph of each URA
- Explanation of Negative Conditions within the URA
- URA Boundary Map
- URA Needs / Opportunities / Recommendations
- Land Use Objectives within the URA
- URA Map Showing Poverty
- Housing Condition Map



Urban Redevelopment Area – West Highway 21 Residential Target Area

The West Highway 21 Residential area is located in the middle of the City, bordered by two major arterials; State Route 21 and US Highway 80. The target area include the Rossignol Hill and Chatham Villa neighborhoods. The Rossignol Hill neighborhood falls within the boundaries of Census Tract 106.01, Block Group 6, which has 61.4% of the resident population living in poverty. The Chatham Villa area is located north of Rossignol Hill and falls within the boundaries of Census Tract 106.01, Block Group 4, which has 38.8% of the resident population living in poverty. The target area is made up of approximately 630 parcels. The target area contains commercial uses along the arterials and scattered institutional within the neighborhoods, but roughly 90% of the parcels are residential, though there is a high number that are currently undeveloped. Lots within the target area are primarily of smaller in size, typically less than 0.25 acres in size.

Aerial Basemap Map



Legend

- Parcels
- City Limits
- Roads

West Highway 21 Residential Target Area

City of Garden City, Georgia



West Highway 21 Target Area

0 0.175 0.35 Miles

Negative Conditions within Redevelopment Area

The following conditions for the area have been documented to demonstrate why the West Highway 21 neighborhoods meet the definition of a “slum” area as defined in the Act:

- Poor Housing Conditions.
- Property Maintenance / Code Enforcement Issues.
- Vacant Structures. There is a high number of vacant structures within this community when compared to other neighborhoods in the City. These vacant structures contribute to problems associated with code enforcement, general neglect, and can lead to increased criminal activity.
- Undeveloped / Underutilized Lots. There is an extremely high percentage of undeveloped lots located within this community. In many cases, these lots are not maintained, which creates a burden for City Code Enforcement and can also lead to illegal dumping and a potential increase in criminal activity.
- Exterior buildings and structures are in need of repair and/or general maintenance
- Lower rates of home ownership.
- Deteriorating Infrastructure.
- Crime and Safety.
- General property distress



Land Use Objectives within Urban Redevelopment Areas

Land Use Characteristics. The West Highway 21 Target Area is primarily single-family residential uses with some multi-family. The Target Area is surrounded by the commercial development along Highway 21 and US Highway 80, with accounts for roughly 10% of the total land area. Interestingly, about 35% of the land area with the community is currently undeveloped. Many of these are vacant / undeveloped residential lots, although there is a 14 acre city-owned property (i.e. former Haynes School) that is currently undeveloped.

The 2008 Comprehensive Plan shows that the Target Area is intersected by the Traditional Neighborhood Character Area as well as the Commercial Redevelopment Corridor. Development patterns within the Traditional Neighborhood Character Area should focus on the following:

- Infill and redevelopment that is consistent with the neighborhood in terms of architecture and design
- Identification and protection of historic resources
- Enforcement of property maintenance standards
- Continuation of existing sidewalk network
- Continuation of the existing street grid with street scape improvements

Land use patterns proposed in the Commercial Redevelopment Corridor include:

- Mix of commercial uses that serve a regional market
- Compatible architecture design
- Infill development, redevelopment, and adaptive reuse of underutilized properties
- Appropriate standards for any new proposed billboards
- Focus on the establishment of new employers
- Affordable housing and higher density residential development

The land use recommendation for each of these Character Areas is consistent with the needs and opportunities proposed for this Target Area.

Zoning. The Target Area is intersected by the following zoning categories:

- R-1. The purpose of this zoning district is to establish an area for single-family dwellings and certain non-dwelling uses
- R-2. This zoning district allows for the development of single-family, two-family, and multi-family development as well as certain non-dwelling uses
- C-2. The purpose of this zoning district is to create and permit heavy commercial and certain industrial activities
- C-2A. This zoning district is reserved for heavy commercial and certain industrial activities, including activities related to the sale and consumption of alcohol.

The existing zoning categories are consistent with the desired future development of this Target Area.

Streets and Facilities. The Target Area mainly consists of a local street network with a collector street (3rd Street) that provides connection to US Highway 80 and Highway 21. Also within the boundaries of the URA is the Cooper Center, which is a city-owned community center.

Needs / Opportunities / Recommendations

There are a lot of opportunities within the West Highway 21 Residential Target Area. The neighborhoods within are centrally located in the City and are already in close proximity to the Highway 21 and Highway 80 commercial corridors. A number of churches are within the URA as well as an active community center (Cooper Center). The Cooper Center is operated by the City and is well utilized within the community; offering youth programs and special events.

Partnerships. Opportunities in this neighborhood exist for partnerships with churches, youth groups, and other volunteers to help assist with property maintenance. This trend is already taking place within the neighborhood and is likely to continue as a number of organization are already taking an active role. The **Garden City Housing Team** was established in 2011 as part of the Georgia Initiative for Community Housing Program (GICH). This 3-year program is administered by the state and University of Georgia to provide communities with tools and resources to addresses housing and redevelopment needs. Since “graduating” from the program, the Garden City Housing Team has achieved a 501(3c) designation and has been extremely active throughout the community as a whole. The team first conducted a City-wide

housing assessment to understand the current condition of housing and associated needs. The assessment revealed that many of the housing issues within the City were aesthetic in nature versus structural. The Housing Team has partnered with Habitat for Humanity, Rebuild America, Youth Works, and others and has performed general maintenance as well as other projects for residents in this Target Area and other neighborhoods.

Infill Development / Redevelopment. The City could explore the potential for an infill development program to encourage new housing on the vacant lots scattered throughout this area. There has actually been some recent infill development in recent years absent any incentives. Programs to encourage the redevelopment of existing homes would also benefit this neighborhood.

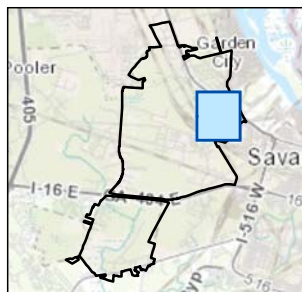
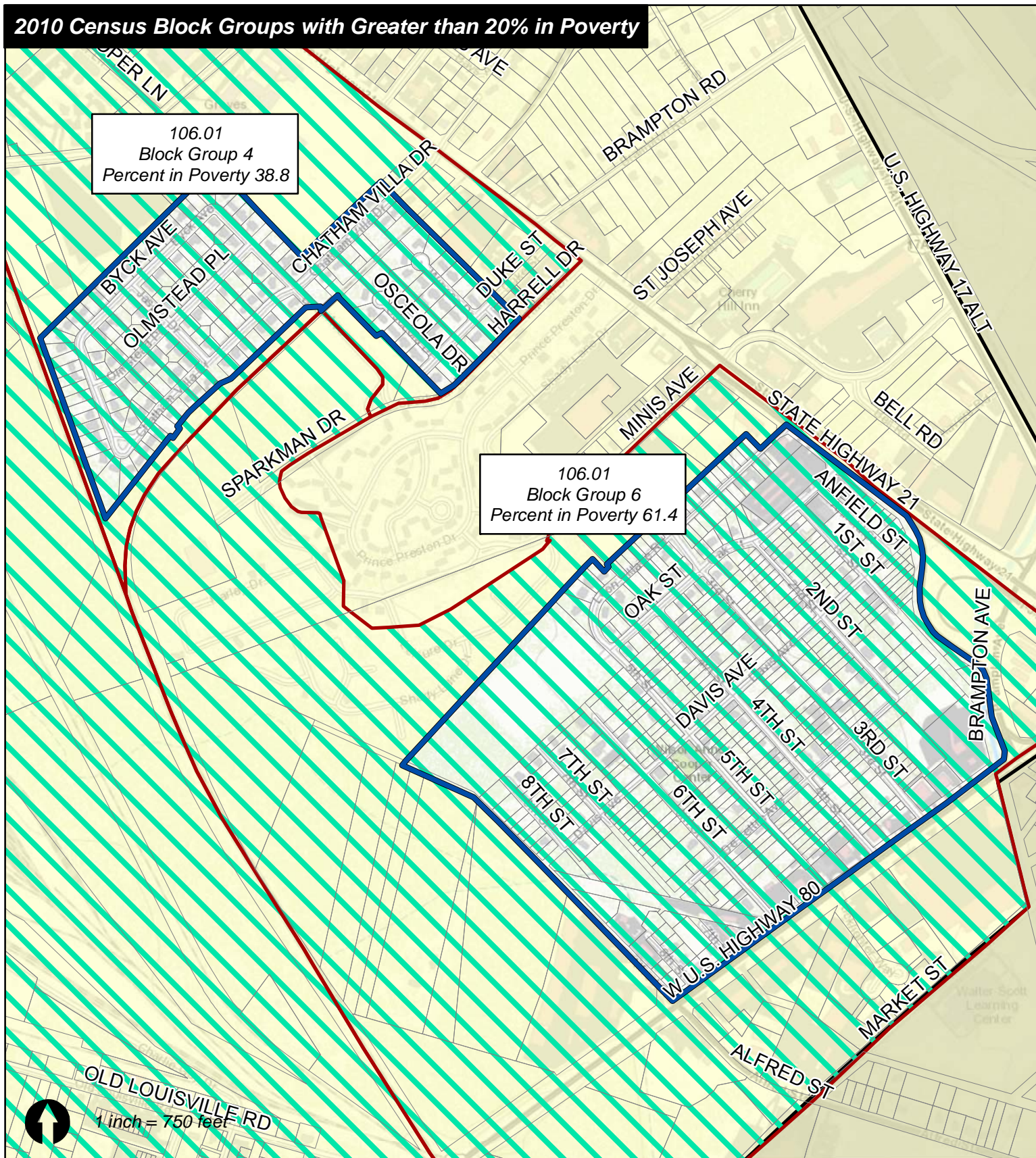
General Property Maintenance. Much of the negative perception related to the housing stock in this area could be corrected by property maintenance and improving the general aesthetics from a streetscape perspective.

Acquisition. There is a significant amount of vacant lots within this area, many of which are contiguous and owned by the same people. Should the City elect to take a greater role in the redevelopment process, there is an opportunity for property acquisition by possibly working with organizations such as habitat for Humanity. Lots could be recombined and use for pocket parks, community gardens, or other public uses to help enforce a stronger community.

Community Policing. Garden City has a Community Police Officer whose focus is to be out in the field, getting to know people and being recognized in the community. The Police Department occasionally uses foot patrols, and encourages neighborhood watch programs to assist with the reduction of crime.

Code Enforcement. The City has a fully staffed Code Enforcement Department that is actively involved in improving some of the general property maintenance issues in the community. The Code Enforcement officers provide education, warnings, and will issue a notice of violation when necessary.

2010 Census Block Groups with Greater than 20% in Poverty



West Highway 21 Residential Target Area

City of Garden City, Georgia

Legend

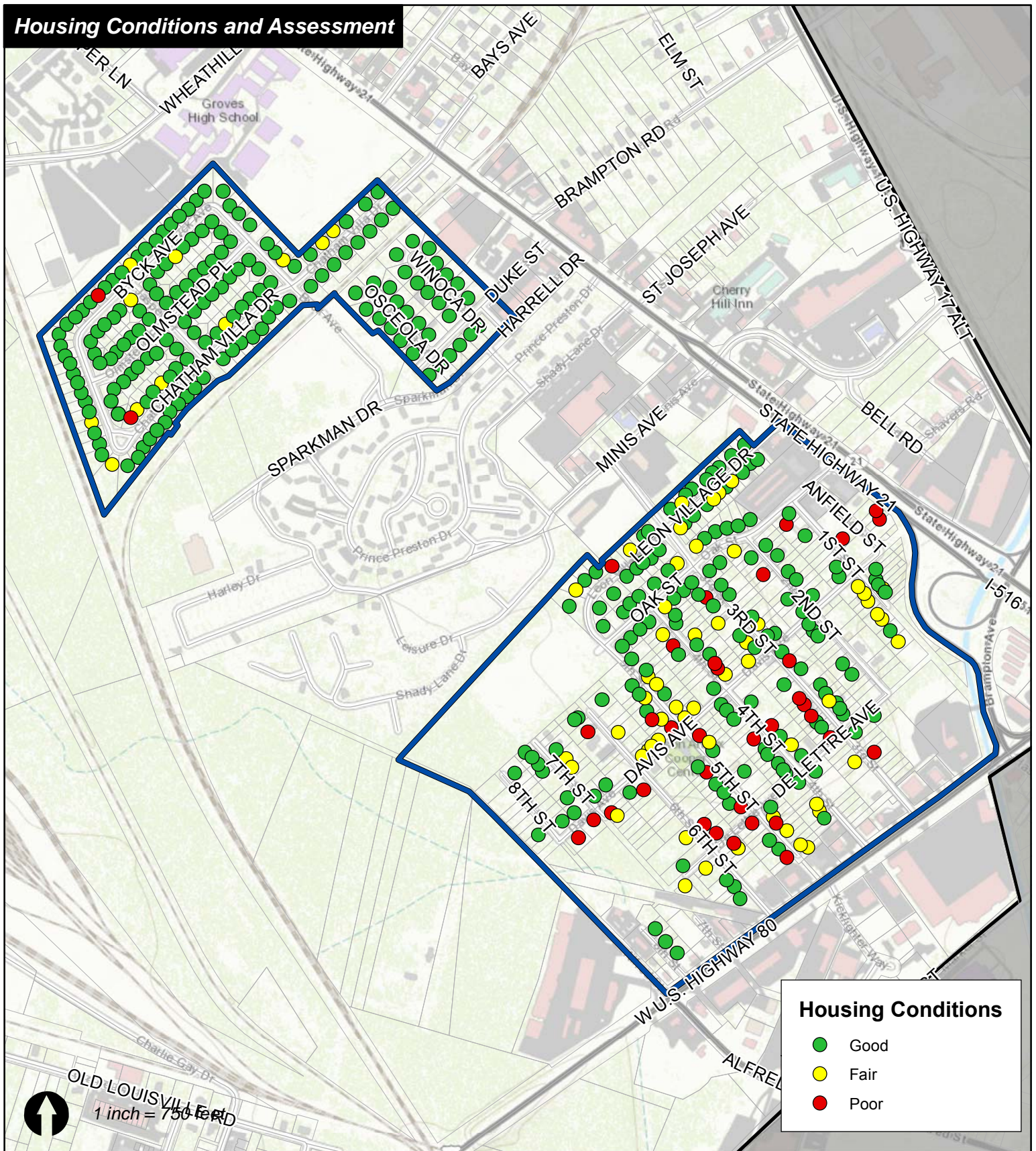
- Parcels
- City Limits
- Roads
- Census Blocks in Poverty



West Highway 21
Target Area

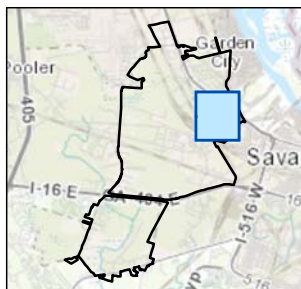
0 0.175 0.35
Miles

Housing Conditions and Assessment



Housing Conditions

- Good
- Fair
- Poor



Legend

- Parcels
- City Limits
- Roads

West Highway 21 Residential Target Area

City of Garden City, Georgia

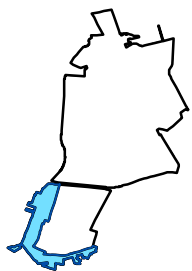
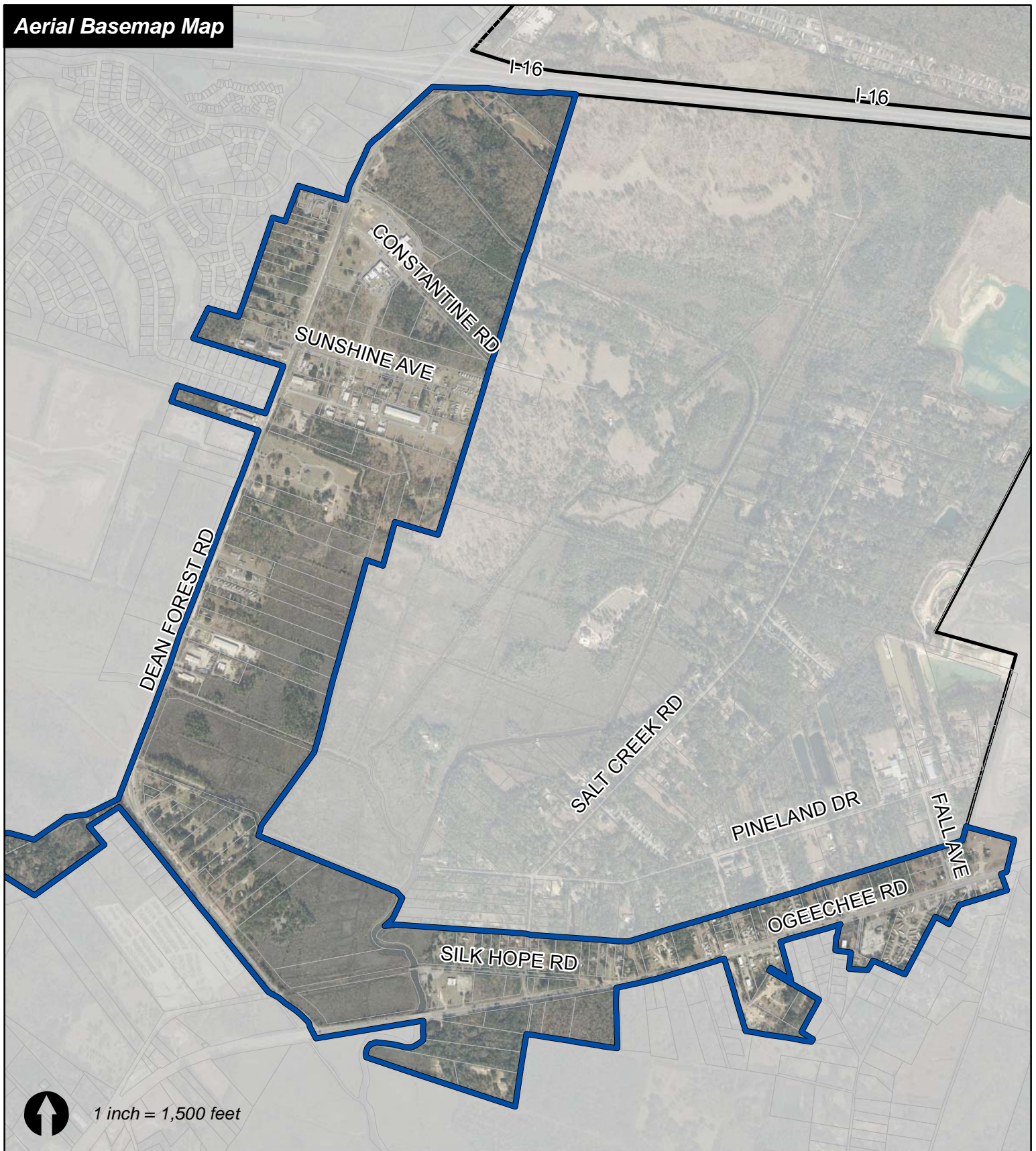
West Highway 21 Target Area

0 0.175 0.35 Miles

Urban Redevelopment Area – Garden City South Target Area

The Garden City South area is made up of the commercial corridors located south of Interstate 16. The main arterials that make up this Target Area are State Route 307 (Dean Forest Rd), and US Highway 17 (Ogeechee Rd). The majority of the area is within Census Tract 105.01, Block Groups 3 and 4, which have a percent in poverty of 30.3% and 54.3% respectively. The Target Area is roughly 770 acres and contains 205 parcels. There is a diverse mix of land uses within this area. The north portion of the area is the location of the Garden City Town Center. This mixed use development is home to City Hall as well as a number of commercial uses (many of which are currently vacant). The Town Center area also has a number of lots that are ready for development. There is a mix of single-family residential and light industrial as you move south along the Dean Forest Corridor. The Ogeechee Road corridor is primarily commercial with a sprinkle of residential. Historically, this area has been more rural in character and as a result, lot sizes in this area are larger than in other areas of the City.

Aerial Basemap Map



Legend

- Parcels
- City Limits
- Roads

Garden City South
City of Garden City, Georgia


Garden City South
Target Area

0 0.35 0.7
Miles

Negative Conditions within Redevelopment Area

The following conditions demonstrate why the Garden City South Target Area meets the definition of a “slum” area as defined in the Urban Redevelopment Act:

- Poor Housing Conditions.
- Lack of public infrastructure
- Vacant commercial lots
- Lower land values / average rents (per square foot)
- High numbers of business closures within the Target Area
- Vacant and underutilized commercial buildings
- Property Maintenance / Code Enforcement Issues.

Land Use Objectives within Urban Redevelopment Areas

Land Use Characteristics. The Garden City South Target Area contains the greatest diversity in land use composition when compared to the other two Target Areas. However, the focus and overlying need within this area relates to the commercial development along State Route (SR) 307 and US Highway 17 (Ogeechee Road). There is a lot of land along the SR 307 corridor that remains zoned for residential development (R-1). However, development trends along this route have more consistently been light industrial and heavy commercial. The Highway 17 corridor contains a mix of commercial and light industrial development as well. The lack of public water and sewer along this segment has led to a lower quality of development when compared to areas along the same corridor east and west of the Target Area. This area also includes the Town Center development that currently houses City Hall, the Live Oak Library, some vacant commercial space, and acres of land for development.

The Community Character Map from the 2008 Comprehensive Plan shows the defining character within this Target Area to be Local Commercial Corridor, Mixed Use Urban Anchor, and Suburban Residential.

Development patterns along the Local Commercial Corridor should focus on the following:

- Ensure that allowed uses reflect the needs of the local market, and that they be compatible with nearby residential neighborhoods.
- Intensive commercial uses (such as big boxes) should not be allowed, but instead reserved for the commercial redevelopment area.
- Design and architectural standards should be compatible with surrounding area.
- Road edges should be clearly defined by locating buildings closer to roadside with parking in the rear or at the side.
- Allow for office, retail, restaurant, gallery, services, supermarkets, and similar uses.

Land use patterns proposed for the Mixed Use Urban Anchor include:

- Residential development and commercial uses should be designed to complement each other and create a live/work environment.

- Varied residential densities and housing types should be allowed.
- Commercial uses should include a mix of retail, services, and offices to serve neighborhood residents' day-to-day needs, and should match the character of the neighborhood.
- Mixed use area design should be very pedestrian-oriented, with strong, walkable connections between different uses.
- Intensive commercial uses should be reserved for the Commercial Redevelopment area.
- Design and architectural standards should be compatible with the surrounding area.

Implementation measures and recommended development patterns for the Suburban Character Area include:

- Promote new developments that have strong walkable connections within and between neighborhoods.
- Encourage road connectivity.
- Allow for smaller local roads and associated right-of-ways
- Allow for appropriate neighborhood scale mixed uses within planned developments to provide a destination for pedestrian and to minimize the need for long trips
- Require the preservation of trees during the development process and post-development
- Encourage the preservation of open space and conservation type subdivisions
- Allow for various housing types and residential densities within planned developments
- Ensure the adequate creation of educational as well as active and passive recreational facilities for all new residential developments
- Ensure adequate capacity of infrastructure for existing and future development through sound long range planning
- Allow for planned mixed uses that serve the daily needs of the residents.

The Garden City South Target Area aims to improve the commercial and residential development in this section of the City. Strategies for redevelopment and new development in this area are consistent with recommended patterns defined in the Comprehensive Plan.

Zoning. The Target Area is intersected by the following zoning categories:

- R-A. The purpose of the R-A zoning district is to protect those rural areas within the urban expansion areas for future urban development. This district is also established to protect against the blight and depreciation which can result from premature development and to encourage future development in a coordinated and orderly manner.
- R-1. The purpose of this zoning district is to establish an area for single-family dwellings and certain non-dwelling uses.
- R-2. This zoning district allows for the development of single-family, two-family, and multi-family development as well as certain non-dwelling uses
- M. The purpose of the mixed-use zoning district is to encourage a balance and compatible mix of retail, professional, residential, civic, entertainment, and cultural uses, while promoting a coherent architectural identity.

- C-1. This zoning district is established to provide and encourage the proper grouping of roadside service areas that will accommodate needs of the traveling public in a manner that will prevent traffic congestion, traffic hazards and blight on the streets and highways within the city.
- C-2. The purpose of this zoning district is to create and permit heavy commercial and certain industrial activities.
- P-C-2. This zoning district requires a development plan be approved by City Council in addition to the standard requirements of the district.
- C-2A. This zoning district is reserved for heavy commercial and certain industrial activities, including activities related to the sale and consumption of alcohol.
- R-I-N. The purpose of this zoning district is to create an areas in which residential, institutional, and professional uses can be intermixed while at the same time achieving a healthful living environment.
- I-1. This zoning district is reserved for industrial uses which do not create excessive noise, odors, smoke and dust, and which do not possess other objection able characteristics which might be detrimental to the surrounding neighborhoods o to other uses permitted within the district.
- P-I-1. This zoning district requires a development plan be approved by City Council in addition to the standard requirements of the district.

There are a number of zoning categories intersecting the Gateway Area. It should be noted that the majority of the area is zoned C-2 and C-2A. As such, the focus of redevelopment in this area will be consistent with the purpose of the commercial zoning categories defined above. Additionally, this City may explore additional design standards to further improve the general aesthetics and to improve the quality of future construction.

Streets and Facilities. The Garden City South Target Area consists of two major arterials; State Route 307 and US Highway 17. Each of these segments handle a significant volume of daily traffic. Garden City Hall, the Police Department, Southside Fire, and the Hillcrest Cemetery also fall within the boundaries of this area.

Needs / Opportunities / Recommendations

There are a lot of opportunities within the Garden City South Target Area.

Infill Development / Redevelopment. The City could explore the potential for an infill development program to encourage new commercial development on the vacant lots.

Extension of Water and Sewer. The City is currently exploring the financial feasibility of extending public water and sewer to properties in this area. The properties along Hwy 17 are not currently served by City water or sewer, which can impact the quality of development.

Economic Development Strategy. There is a lot of undeveloped land in the Garden City Town Center area off SR 307. An economic development plan for this area might help spur development and occupancy of the vacant commercial units in this area.

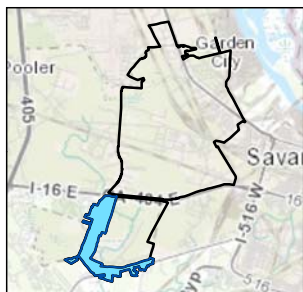
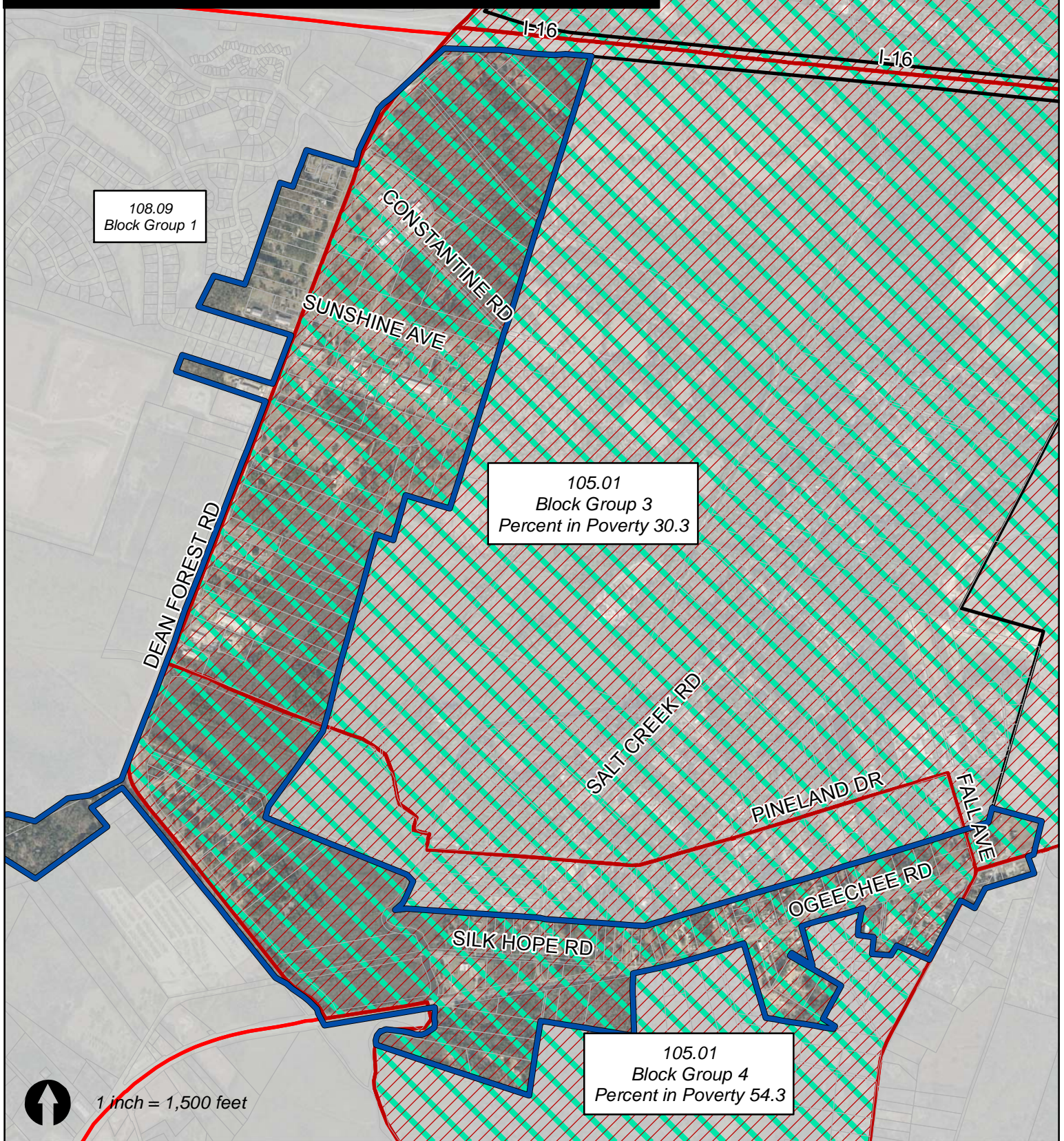
Design Standards / Zoning. The City should consider creating an overlay district or amending the existing zoning code to help foster the desired type of redevelopment and future development within this area. General design standards and the use of specific building materials could change the aesthetics of the corridor, which would ultimately steer future economic development.

Traffic Calming. The City should explore traffic calming measures along this corridor.

General Property Maintenance. The negative perception of this corridor could be corrected by property maintenance and improving the general aesthetics from a streetscape perspective.

Code Enforcement. The City has a fully staffed Code Enforcement Department that is actively involved in improving some of the general property maintenance issues in the community. The Code Enforcement officers provide education, warnings, and will issue a notice of violation when necessary.

2010 Census Block Groups with Greater than 20% in Poverty



Legend

- Roads
- Parcels
- City Limits
- ▨ Census Blocks in Poverty
- ▭ Block Groups

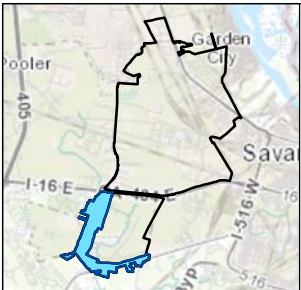
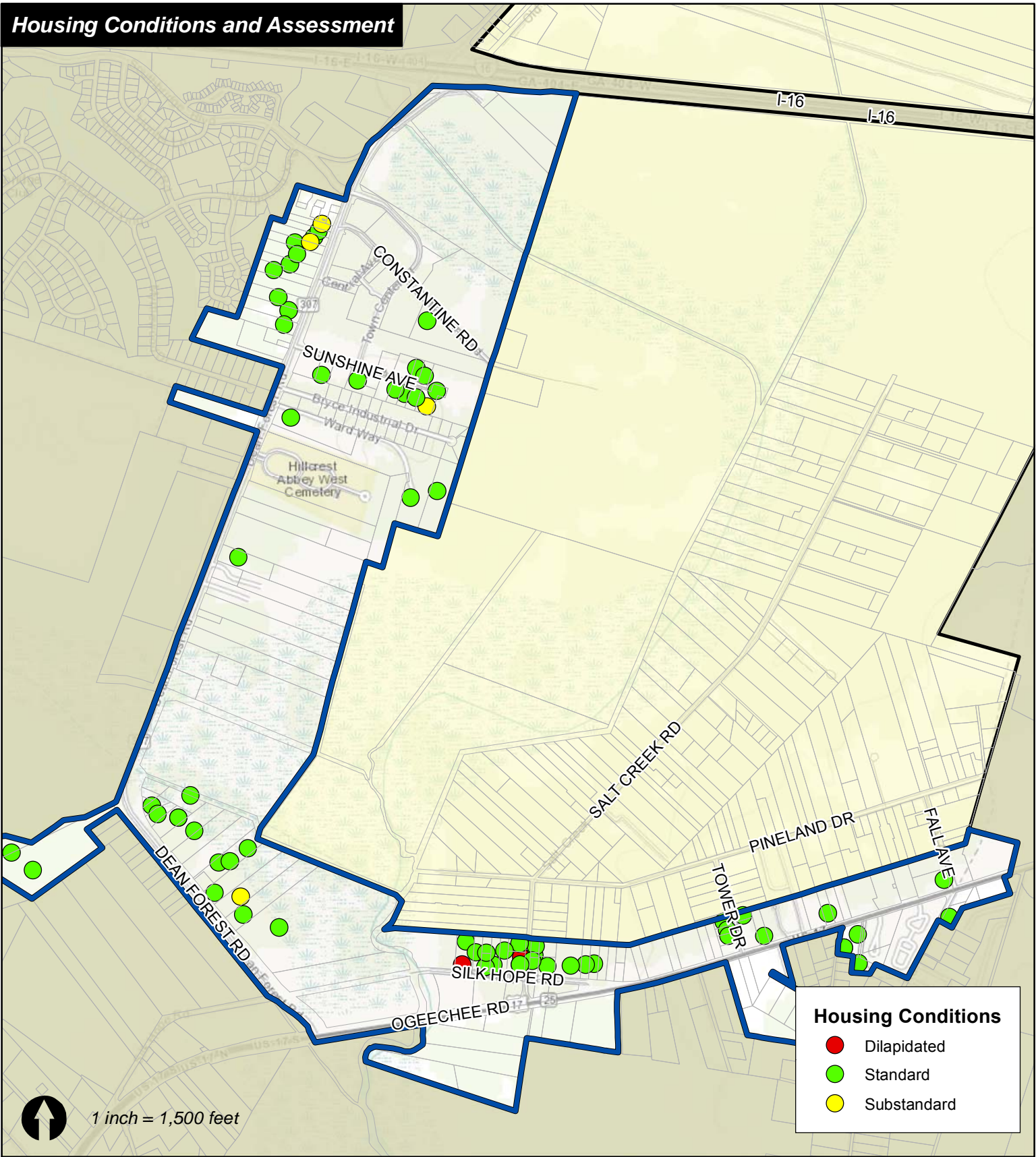
Garden City South

City of Garden City, Georgia

**Garden City South
Target Area**

0 0.35 0.7
Miles

Housing Conditions and Assessment



- Legend**
- Roads
 - Parcels
 - ▭ City Limits

Garden City South
City of Garden City, Georgia

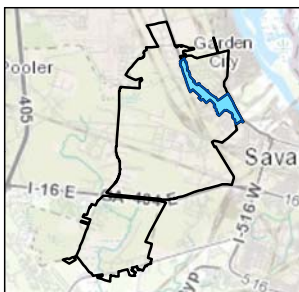
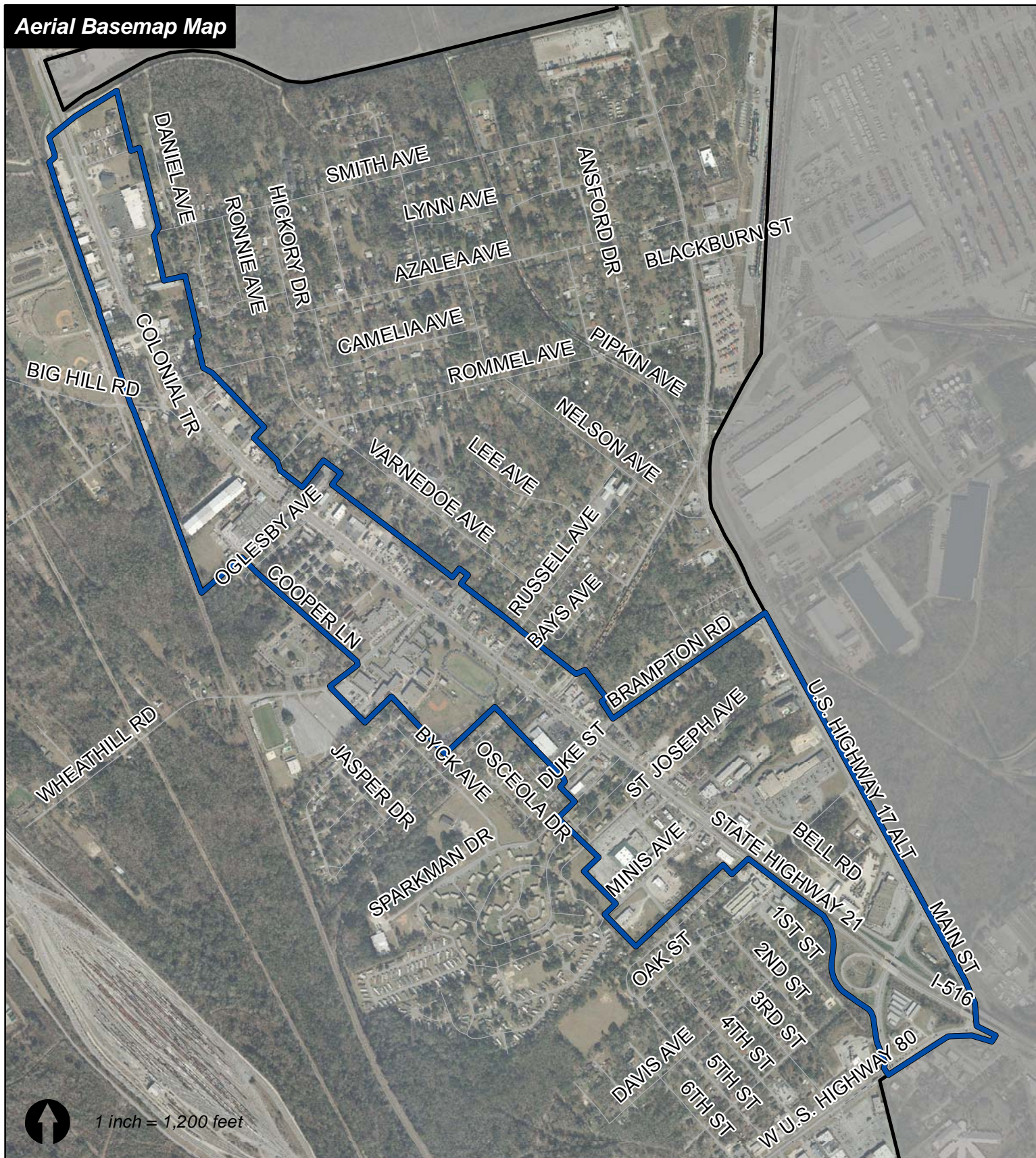
Garden City South
Target Area

0 0.35 0.7
Miles

Urban Redevelopment Area – Highway 21 Gateway Target Area

The Highway 21 Gateway corridor consists mainly of the commercial development directly adjacent to State Route Highway 21. This corridor is the primary access route to Savannah for vehicles traveling from Port Wentworth, Effingham County, and other areas north of the City. The Georgia Ports Authority is directly east of this area, so there is also significant truck and rail traffic. The corridor is intersected by a number of Block Groups, two of which have a rate of poverty that exceeds 20%. This area contains mainly commercial development, but there is some residential scattered along the corridor and on adjacent local streets.

Aerial Basemap Map



Legend

- City Limits
- Roads

Highway 21 Gateway

City of Garden City, Georgia

Hwy 21 Target Area

0 0.275 0.55 Miles

Negative Conditions within Redevelopment Area

The following conditions demonstrate why the Highway 21 Gateway meets the definition of a “slum” area as defined in the Act:

- Poor Housing Conditions.
- Deteriorating old industrial buildings
- Deteriorating infrastructure
- Vacant lots
- Vacant and underutilized commercial buildings
- Property Maintenance / Code Enforcement Issues.

Land Use Objectives within Urban Redevelopment Areas

Land Use Characteristics. The predominant land use along the Highway 21 corridor service related commercial. This land use accounts for nearly 40% of the target area. The area also contains roughly 20% public/institutional, 10% industrial, 9 % single-family residential, and 7% multi-family residential. Regardless of land use, a large percentage of property in the gateway corridor are under-utilized, run down, and in need of maintenance and improvements.

The 2008 Comprehensive Plan shows that the Target Area is intersected by the Commercial Redevelopment Corridor as well as the Public Institutional Character Area. Development patterns along the Commercial Redevelopment Corridor should focus on the following:

- Mix of commercial uses that serve a regional market
- Compatible architecture design
- Infill development, redevelopment, and adaptive reuse of underutilized properties
- Appropriate standards for any new proposed billboards
- Focus on the establishment of new employers
- Affordable housing and higher density residential development

Land use patterns proposed in the Public / Institutional Area include:

- Consideration should be given when new developments and uses are proposed near these areas
- Development adjacent to these areas should appropriate.

The land use recommendation for each of these Character Areas is consistent with the needs and opportunities proposed for this Target Area.

Zoning. The Target Area is intersected by the following zoning categories:

- R-1. The purpose of this zoning district is to establish an area for single-family dwellings and certain non-dwelling uses

- R-2. This zoning district allows for the development of single-family, two-family, and multi-family development as well as certain non-dwelling uses
- C-2. The purpose of this zoning district is to create and permit heavy commercial and certain industrial activities
- C-2A. This zoning district is reserved for heavy commercial and certain industrial activities, including activities related to the sale and consumption of alcohol.
- R-I-N. The purpose of this zoning district is to create an areas in which residential, institutional, and professional uses can be intermixed while at the same time achieving a healthful living environment.
- I-1. This zoning district is reserved for industrial uses which do not create excessive noise, odors, smoke and dust, and which do not possess other objection able characteristics which might be detrimental to the surrounding neighborhoods o to other uses permitted within the district.

There are a number of zoning categories intersecting the Highway 21 Gateway Target Area. It should be noted that the majority of the area is zoned C-2 and C-2A. As such, the focus of redevelopment in this area will be consistent with the purpose of the commercial zoning categories defined above. Additionally, this City may explore additional design standards to further improve the general aesthetics and to improve the quality of future construction.

Streets and Facilities. The Highway 21 Gateway corridor consists mainly of a major arterial that handles large volumes of traffic on a daily basis. As a result, the City experiences a significant increase in day-time population.

Needs / Opportunities / Recommendations

There are a lot of opportunities within the Highway 21 Gateway Target Area. This area is not only the gateway to Garden City, it is also a corridor that is used to access the City of Savannah and the Georgia Ports Authority. The daily thru traffic and day-time population are assets that can be used to market future commercial redevelopment opportunities along the corridor.

Infill Development / Redevelopment. The City could explore the potential for an infill development program to encourage new commercial development on the vacant lots. There are a number of buildings located along this corridor that are nearing the end of their useful lives. The City will need to focus on a more desirable type of development for many of these lots.

Land Acquisition / Demolition. There are a number of vacant lots and buildings along the corridor that are habitually vacant. The City should explore opportunities offered within this plan to acquire and potentially demolish some of these sites to help promote future development.

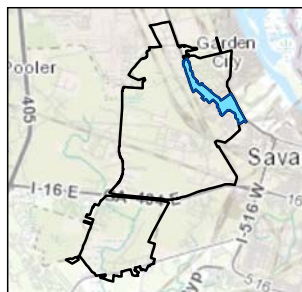
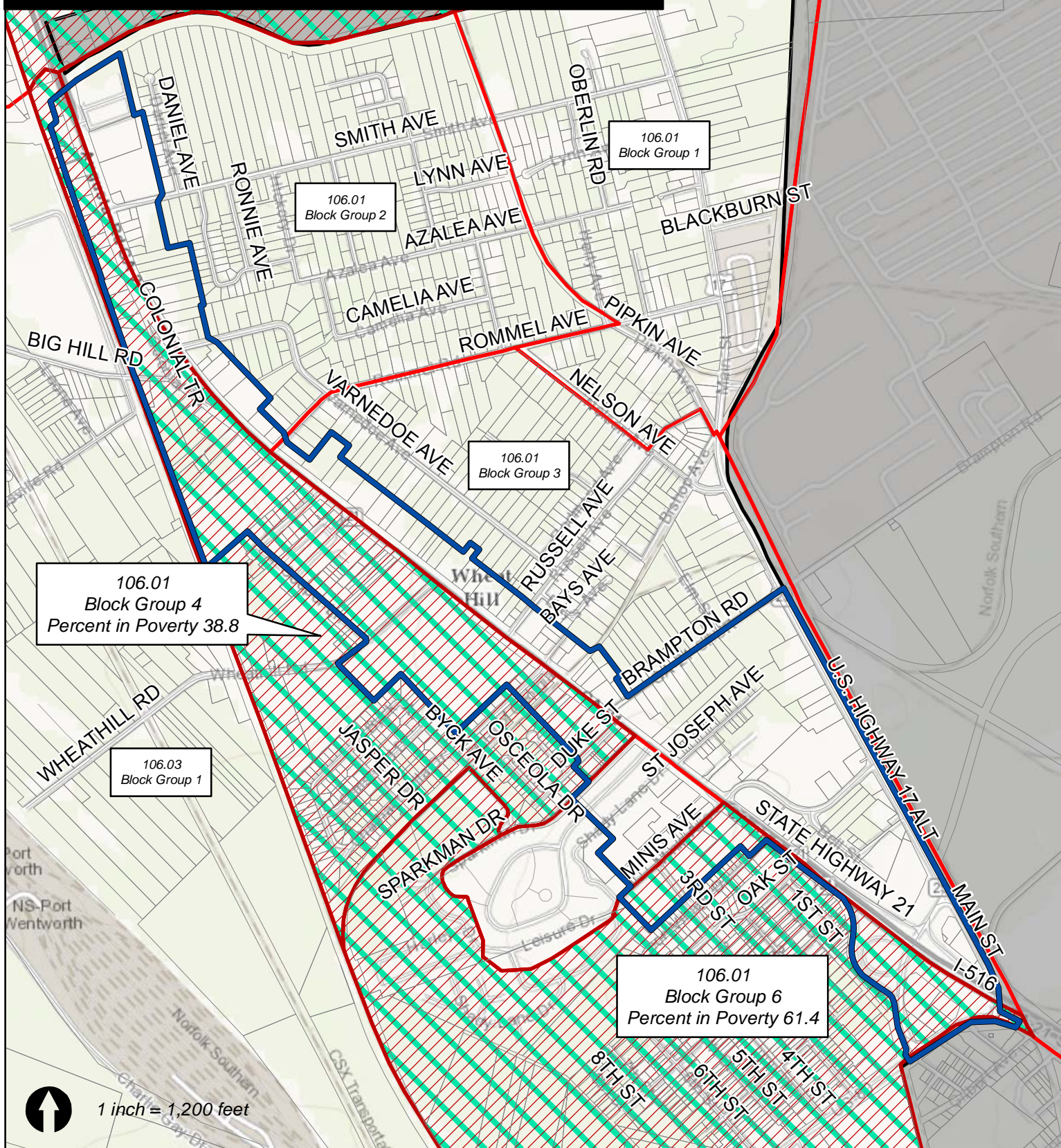
Design Standards / Zoning. The City should consider creating an overlay district or amending the existing zoning code to help foster the desired type of redevelopment and future development within this area. General design standards and the use of specific building materials could change the aesthetics of the corridor, which would ultimately steer future economic development.

Traffic Calming. The City should explore traffic calming measures along this corridor.

General Property Maintenance. The negative perception of this corridor could be corrected by property maintenance and improving the general aesthetics from a streetscape perspective.

Code Enforcement. The City has a fully staffed Code Enforcement Department that is actively involved in improving some of the general property maintenance issues in the community. The Code Enforcement officers provide education, warnings, and will issue a notice of violation when necessary.

2010 Census Block Groups with Greater than 20% in Poverty



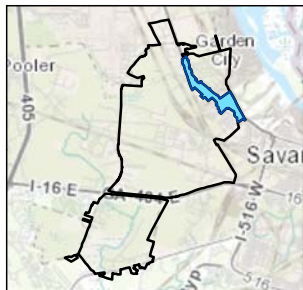
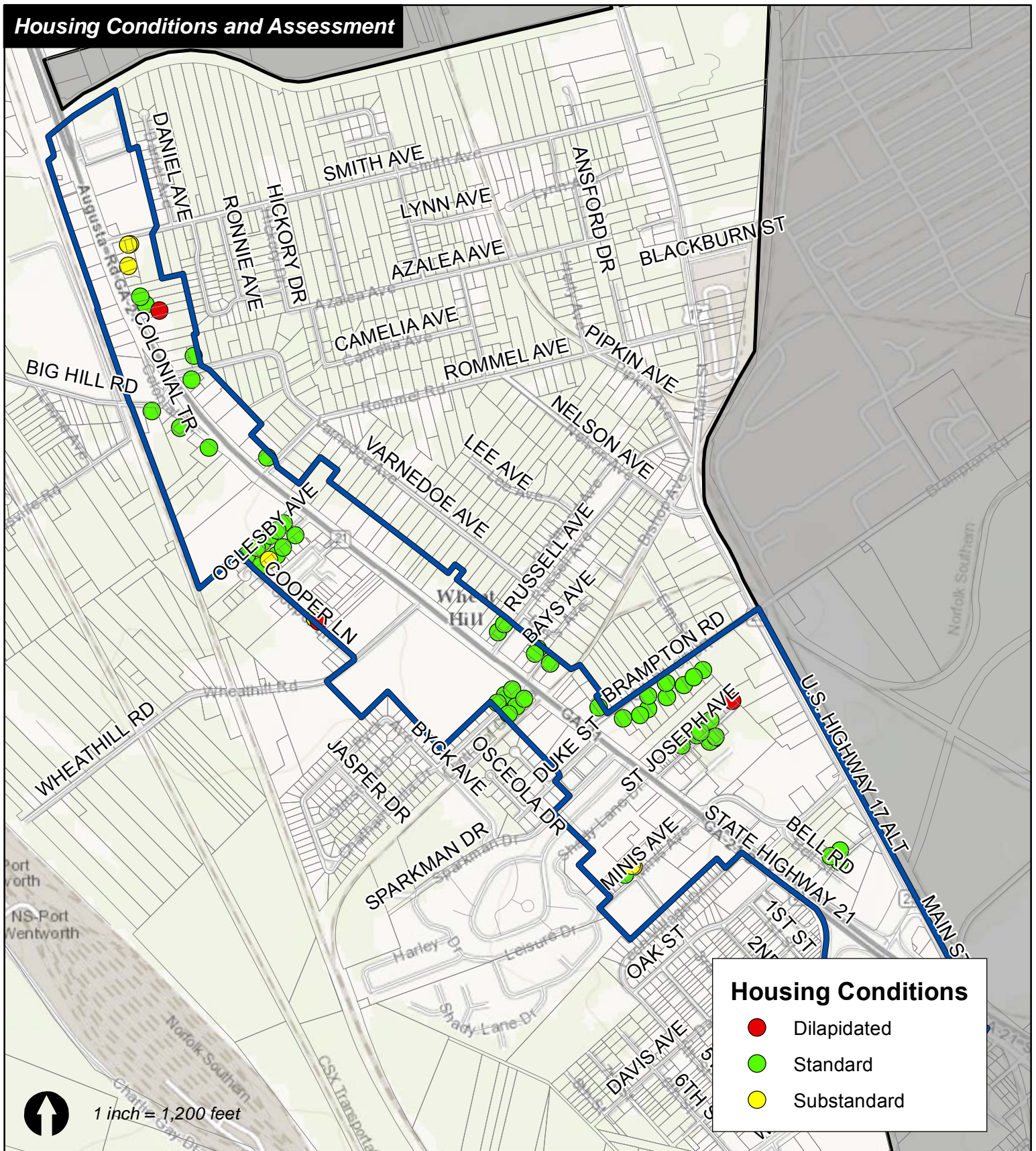
- Legend**
- Roads
 - Parcels
 - City Limits
 - Census Blocks in Poverty
 - Block Groups

Highway 21 Gateway City of Garden City, Georgia

**Highway 21
Target Area**

0 0.275 0.55
Miles

Housing Conditions and Assessment



- Legend**
- Roads
 - Parcels
 - City Limits

Highway 21 Gateway

City of Garden City, Georgia

**Highway 21
Target Area**

0 0.275 0.55
Miles

Description of parcels to be acquired

The overall goal of the URP is to generate investment and redevelopment in the identified target areas of the City. However, the activities proposed in the URP do not currently involve the acquisition of specific parcels for redevelopment. The initial intent of the City is to use the URP process as a means to identify areas in need and to provide tools and incentives to encourage private investment with guidance from the City. If the URP is successful, the City may examine the direct acquisition of lots and/or property in the future. In the event the City pursues property acquisition, the URP will be updated and amended to reflect the new redevelopment approach.

Structures to be demolished or rehabilitated

The City has not identified specific structures for rehabilitation or demolition during this phase of the URP. However, this Garden City Housing Team, with the assistance of City staff, have completed a city-wide housing assessment that identifies the overall condition of all single-family residential structures in the City. This assessment notes whether a structure is sub-standard or dilapidate based on the number of different criteria. The City may elect to expand this assessment to include all structures within the defined target areas. Should this occur, the City will amend to URP to include this information as well as any additional updates. If the City begins taking a lead role in this process, any rehabilitation and/or demolition will be conducted in accordance with the policies outlined in the Urban Redevelopment Act and any other applicable state and federal regulations.

Plan to leverage private resources for redevelopment

Job Credits. This is essentially a tax credit that helps assist businesses wishing to expand by provided incentives for job creation. In Georgia, job credits provide businesses a state tax credit for up to five years for each job created.

Enterprise Zones. These are defined areas (or “zones”) where specific policies and incentives are developed to encourage economic development and growth. These areas are intended to encourage development in blighted neighborhoods by offering tax and regulatory relief to business owners that develop within the defined zone.

Bond Allocation Program. The Georgia Department of Community Affairs (DCA) is responsible for implementing a system that allocates the use of private-activity bonds in order to further the provision of safe, sanitary, and affordable housing. This program is also application to some non-residential projects.

Tax Allocation Districts (TAD). A TAD is a defined area where ad-valorem property taxes are collected above a certain threshold for a certain period of time to be used for specific improvements with the TAD. The improvements are typically utilized for redevelopment projects and infrastructure improvements.

Community Improvement District (CID). A CID is a private organization created by the property owners within a specific geographic boundary that collects additional tax revenues (via a self-imposed taxing

mechanism) from properties within the defined area. Revenue collected is spent on common improvements with the District, such as roads or infrastructure.

Opportunity Zones (OZ). The Opportunity Zone designation is a provision under the Job Tax Credit Program, in O.C.G.A. 48-7-40.1(c)(4), which states: “Any area which is within or adjacent to one or more contiguous census block groups with a poverty rate of 15 percent or greater as determined from data in the most current United States decennial census, where the area is also included within a state enterprise zone pursuant to Chapter 88 of Title 36 or where a redevelopment plan has been adopted pursuant to Chapter 61 of Title 36 and which, in the opinion of the commissioner of community affairs, displays pervasive poverty, underdevelopment, general distress, and blight.”

Opportunity Zones are intended to encourage development, redevelopment, and revitalization in areas that have higher level of poverty and are underdeveloped or suffer from blight. Combining the revitalization tools of an Opportunity Zone with employment incentives and economic development programs, cities can create a strong set of incentives for these Target Areas. Opportunity Zone incentives include:

- \$3,500 tax credit per job created
- The lowest job creation threshold of any job tax credit program (2 jobs)
- Use of Job Tax credits against 100% of income tax liability and withholding
- Expansion of the definition of “business enterprise” to include all businesses of any nature

The Opportunity Zone designation can be a powerful tool and requires application to be included and acceptance by the Department of Community Affairs (DCA). The program also requires an annual report each year to demonstrate trends within the opportunity zone(s) versus other areas of the City.

Strategy for relocating displaced residents

The City has no intention of relocating or displacing existing residents at this time. The primary focus of the URP is to stimulate private investment and revitalization to enhance the quality of life and community for existing residents. The City does not anticipate the need to implement a relocation strategy as part of this URP at this time. However, should the need arise, relocation will be conducted in accordance with applicable state and federal mandates.

Covenants and restrictions to be placed on properties

As the URP is implemented, the City may take a greater role in acquiring residential and commercial properties to help facilitate redevelopment within the designated areas. Depending on the type of lot, location, and desired use, the City may place a deed restriction on the property to help facilitate redevelopment that is consistent with the overall vision for the redevelopment area.

Needed public infrastructure

The City of Garden City maintains a city-wide Capital Improvement Project list that identifies the location of areas where major capital projects are recommended. This list will be utilized on an ongoing basis to determine infrastructure needs within the target areas.

Changes to Planning, Zoning, and Building Regulations

Reviewing and revisions existing policies related to zoning and building regulations is a process the City can undertake to help achieve the desired redevelopment outcomes within the Target Areas. At this time, the City does not have any immediate plans to make any changes to these existing policies. Any proposed development and/or redevelopment with the target areas will be required to adhere to the City's existing zoning and building requirements. Any future changes to these policies would be reviewed by the Planning Commission and would require approval by City Council. The City is also in the process of updating the Comprehensive Plan. It is likely that the implementation strategy developed as part of this update will include recommendations for changes to existing city policies as they related to planning and zoning. Any policy recommendations will be reviewed to ensure that between the comprehensive plan and the goals for the identified URAs.

Implementation Funding Strategies

The City of Garden City will primarily rely on General Funds for the implementation of the Urban Redevelopment Plan. The City will also explore other funding sources such as state or federal grants, as well as SPLOST to help facilitate implementation of certain components of the URP. The City is relying heavily on private investment within the Target Areas with the goal of offering incentives to encourage redevelopment within these areas.

There are a number of projects in the City's current Capital Improvement Program that address infrastructure and other needed improvements within the Target Areas. The City will ensure that coordination between these departments occurs and that projects within the URP target areas are considered during the annual budgeting process.

URP Implementation

The following shows the key dates and activities to be completed during the preparation of the URP: (1) Public Hearing and presentation, November 2015; (2) Open Comment Period, November 2015 – December 2015; (3) Urban Redevelopment Plan approved by resolution, December 2015; and (4) URP review and updates on an ongoing basis.

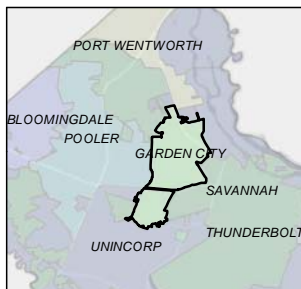
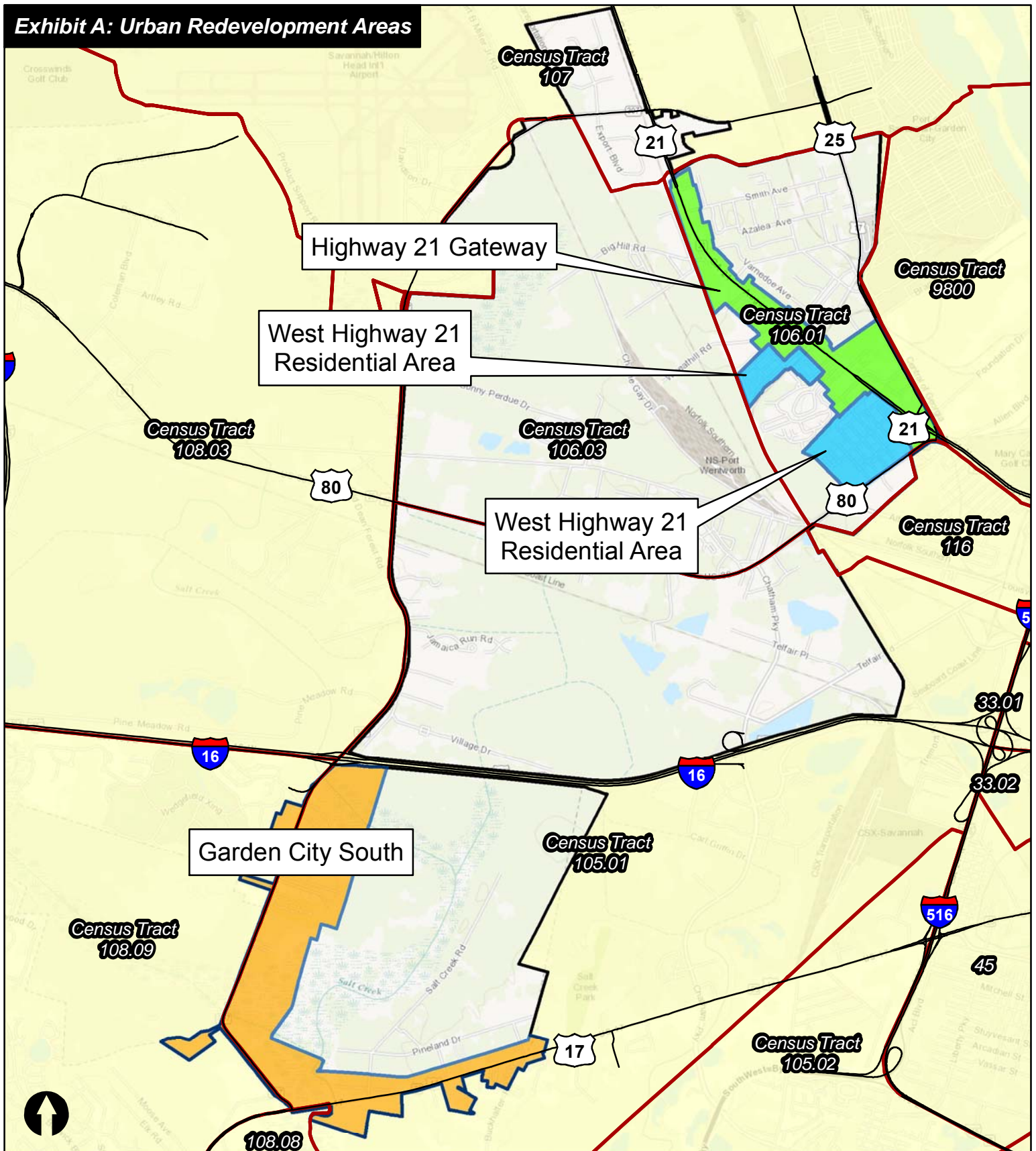
As stated above, the City is currently in the process of completing an update to the Comprehensive Plan, which is due to be adopted in October 2016. The Comprehensive Plan will include an implementation section that details specific activities that City will undertake to achieve the defined goals and recommendations. The URP will be meshed into the Comprehensive Planning process, such that the Target Areas and the associated recommendations are considered as part of the overall planning efforts and to ensure consistency.

APPENDIX A

URBAN REDEVELOPMENT AREAS



Exhibit A: Urban Redevelopment Areas



Legend

- Major Roads
- ▭ Census Tracts
- ▭ City Limits

Urban Redevelopment Areas

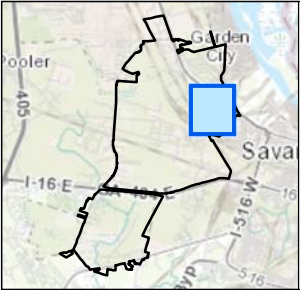
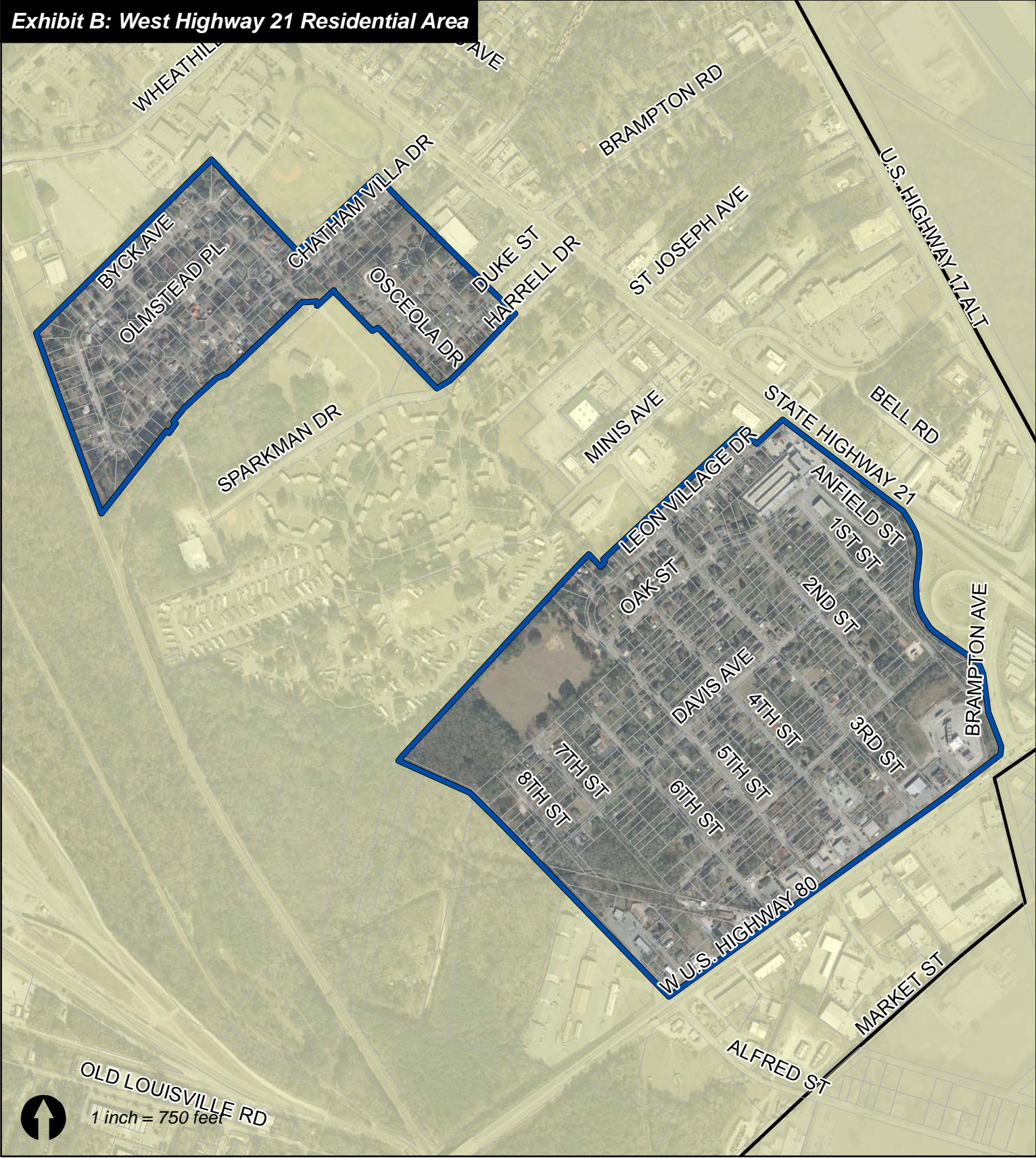
City of Garden City, Georgia



Urban Redevelopment
Target Areas

0 1 2
Miles

Exhibit B: West Highway 21 Residential Area



- Legend**
- Parcels
 - City Limits
 - Roads

West Highway 21 Residential Target Area

City of Garden City, Georgia


West Highway 21
Target Area

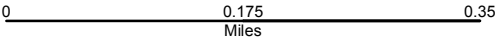
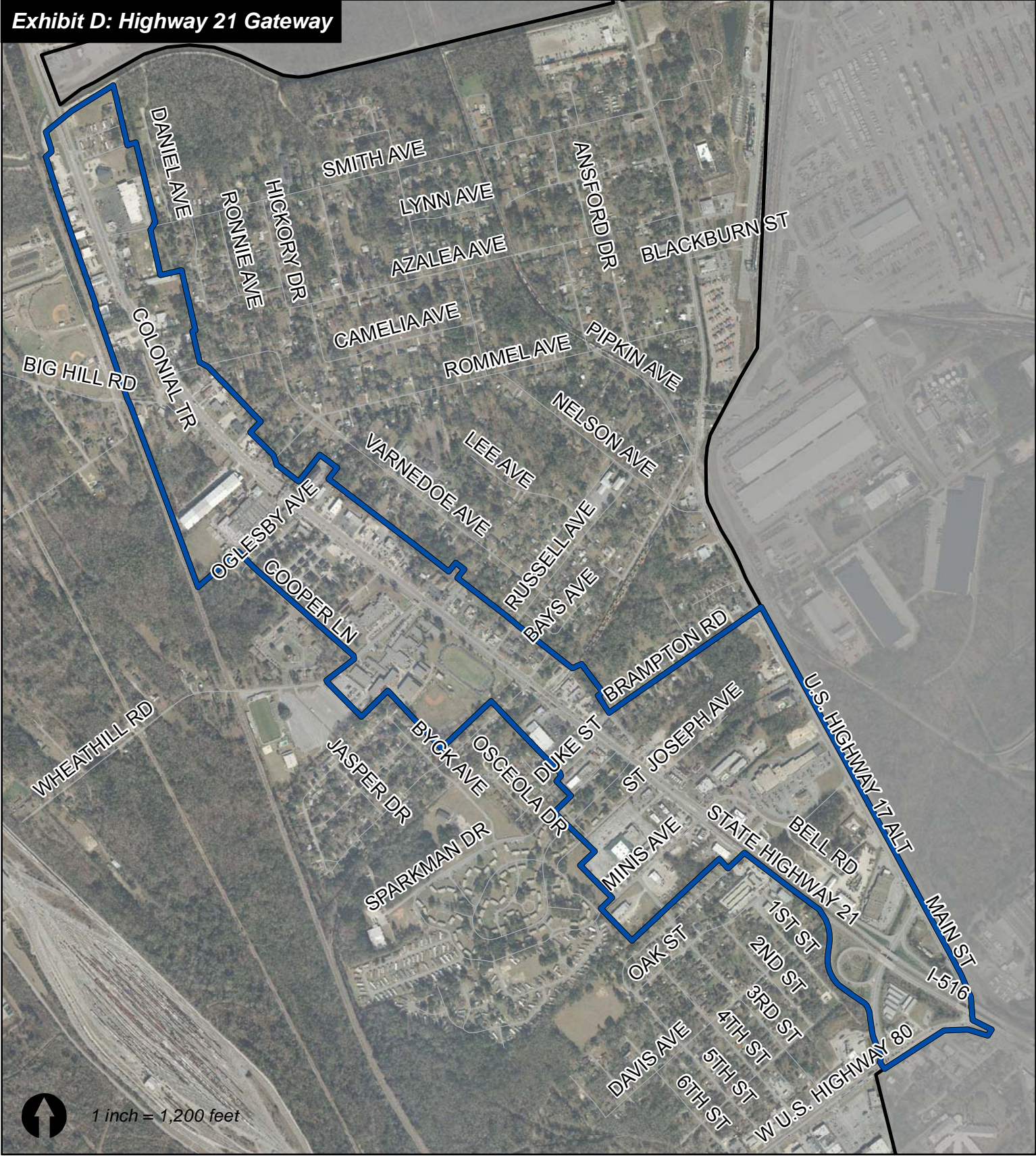


Exhibit D: Highway 21 Gateway



Highway 21 Gateway

City of Garden City, Georgia

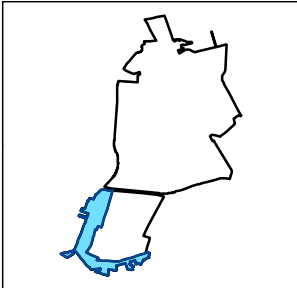
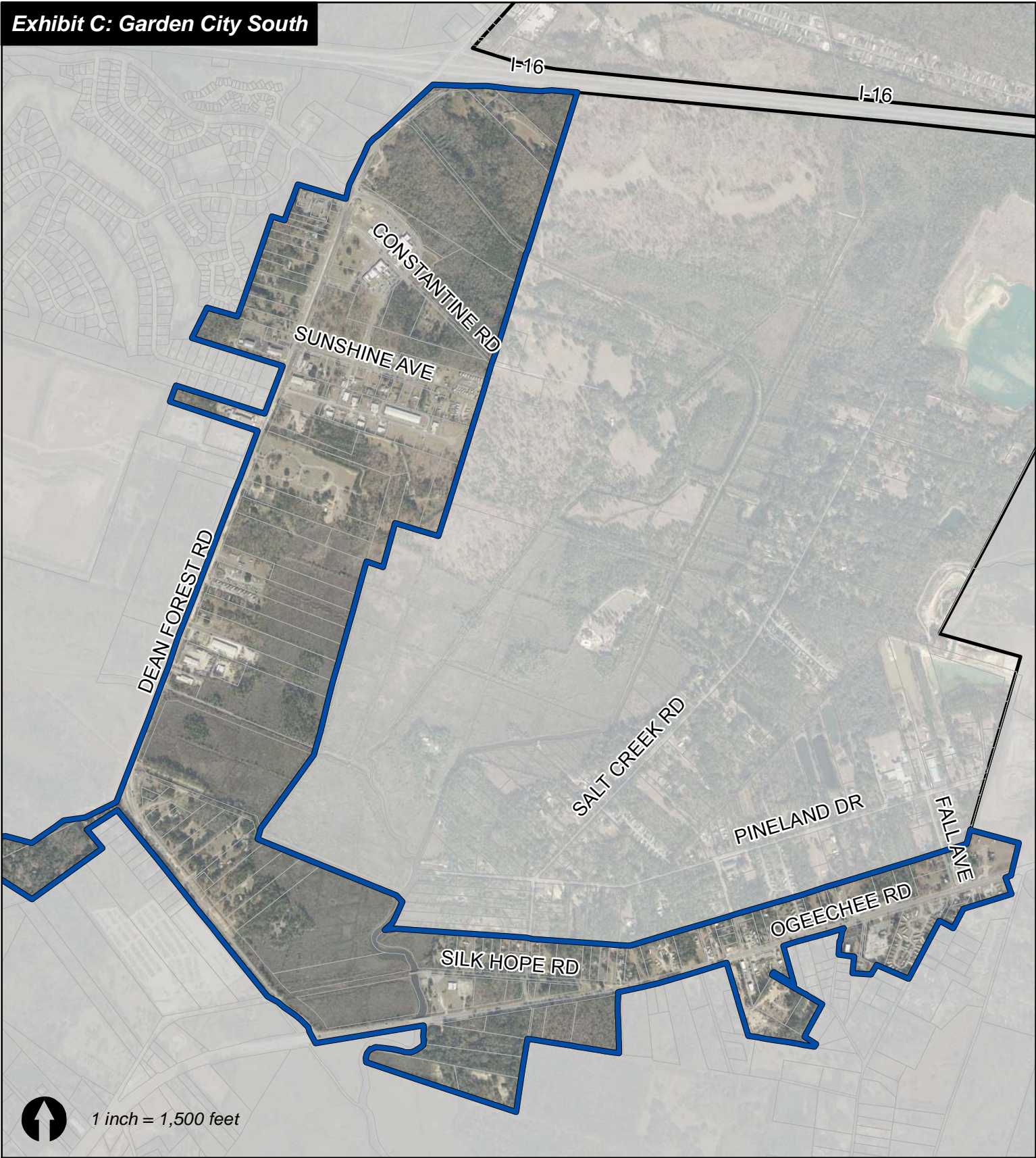

**Hwy 21
Target Area**

Legend
 City Limits
 Roads

0 0.275 0.55
Miles



Exhibit C: Garden City South



Legend

- Parcels
- City Limits
- GCSouth_Union
- Roads

Garden City South
City of Garden City, Georgia

 Garden City South
Target Area

0 0.35 0.7
Miles

APPENDIX B

RESOLUTIONS



RESOLUTION NO. 2016-

A RESOLUTION TO RESTATE THE NEED FOR REDEVELOPMENT AREAS WITHIN THE CITY OF GARDEN CITY; TO RE-DEFINE THE BOUNDARIES OF THE PREVIOUSLY ESTABLISHED REDEVELOPMENT AREAS; TO DESCRIBE THE RE-DEFINED REDEVELOPMENT AREAS; TO CAUSE A REDEVELOPMENT PLAN TO BE PREPARED FOR SAID AREAS; AND OTHER RELATED PURPOSES.

WHEREAS, the Mayor and Council of Garden City, Georgia have determined that a need exists to enlarge one of the urban redevelopment areas established by them by resolution on November 16, 2015, and shown on Exhibit "B" attached thereto, in order to include an adjacent area (the "Additional Area") which, like the other previously established urban redevelopment areas, suffers from slum and blighting influences which are detrimental to the public's health, safety, and welfare, and which is negatively affecting the community in general; and,

WHEREAS, the Mayor and Council of Garden City, Georgia, find that the Additional Area, as well as all of the previously established urban redevelopment areas, are detrimental to the public health, safety, morals and welfare, by reason of (a) the existence therein of structures, buildings and improvements which are dilapidated, deteriorating, aging or obsolescent, with inadequate provision for ventilation, light, air, sanitation or open spaces, and (b) the existence therein of conditions of disease, infant mortality, high unemployment, juvenile delinquency and crime; and,

WHEREAS, the Mayor and Council of Garden City, Georgia, further find that by reason of the presence in the Additional Area, as well as in the previously established urban redevelopment areas, of a predominant number of substandard, slum, deteriorated, or deteriorating structures, inadequate parking, faulty lot layout in relation to size, adequacy, accessibility, and usefulness, unsanitary and unsafe conditions, deterioration of site and other improvements, tax delinquency exceeding the fair value of the land, diversity of ownership, defective or unusual conditions to title which prevent or encumber the free alienability of land, and the existence of conditions which endanger life and property by fire and other causes, the areas substantially impair and arrest the sound growth of the community, retard the provision of housing accommodations and employment opportunities, and constitute an economic and social liability and are menaces to the public health, safety, morals and welfare in their present condition and use; and,

WHEREAS, the Mayor and Council of Garden City, Georgia, further find that the Additional Area, as well as the previously established urban redevelopment areas, substantially impair and arrest the sound growth of the community because of their location within urbanized or developed areas and because of the presence of factors enumerated in the previous two paragraphs hereof; and,

WHEREAS, the Mayor and Council of Garden City, Georgia, further find that the Additional Area, as well as the previously established urban redevelopment areas, are particularly appropriate for community development and/or redevelopment by reason of being substantially underutilized due to containing open lots and parcels of land or by containing a substantial number of buildings of relatively low value as compared to the value of structures or buildings in the vicinity of the areas, and also due to the shortage therein of housing that is affordable for persons of low and moderate income;

NOW THEREFORE, IT IS HEREBY RESOLVED, by the Mayor and Council of Garden City, Georgia, in a meeting duly assembled, pursuant to the authority granted by Official Code of Georgia Annotated Section 36-61-5, that the following areas (constituting the Additional Area and the previously established urban redevelopment areas), are hereby re-found (as to the previously established urban redevelopment areas) or found (as to the Additional Area) to contain slum and declared to be urban redevelopment areas as defined by Official Code of Georgia Annotated Section 36-61-5:

Those areas lying within the corporate limits of the City of Garden City and being enclosed by the boundaries identified in "Exhibits "A", "B", "C", and "D", Garden City, Georgia Urban Redevelopment Areas.

Be IT FURTHER RESOLVED, by the Mayor and Council of Garden City, Georgia, that the designation of the above descriptions as urban redevelopment areas allows the Council to request the preparation of a workable urban redevelopment program in accordance with Official Code of Georgia Annotated Section 36-61-6 to address the presence of factors within the area and enumerated in the first four paragraphs hereof.

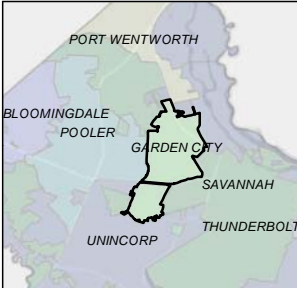
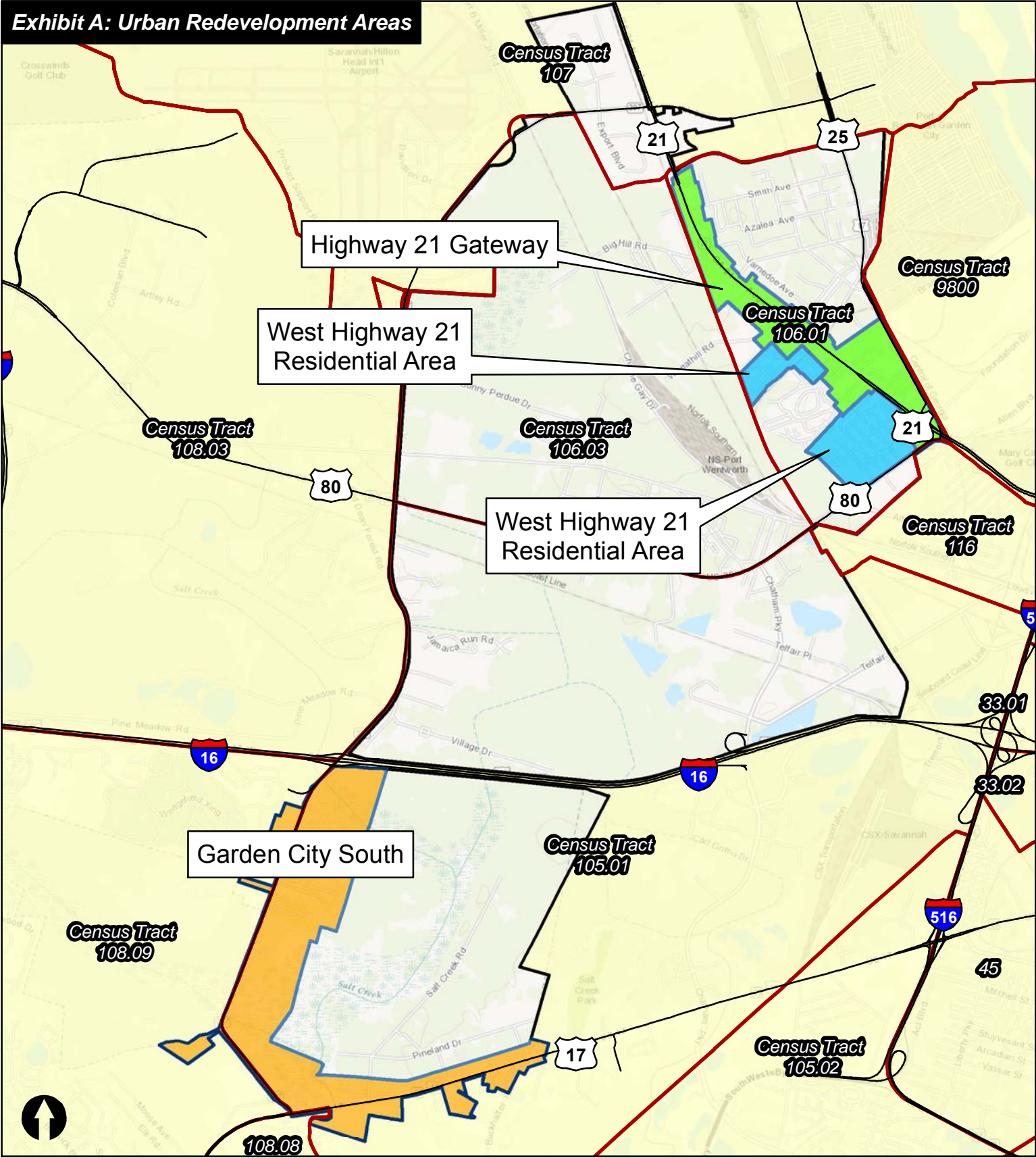
Adopted this 7th day of March, 2016.


RHONDA FERRELL-BOWLES
Clerk of Council

Received and approved this 7th day of March, 2016.


DON BETHUNE, Mayor

Exhibit A: Urban Redevelopment Areas



- Legend**
- Major Roads
 - Census Tracts
 - City Limits

Urban Redevelopment Areas

City of Garden City, Georgia



Urban Redevelopment Target Areas

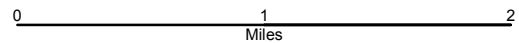
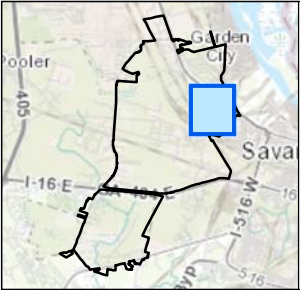
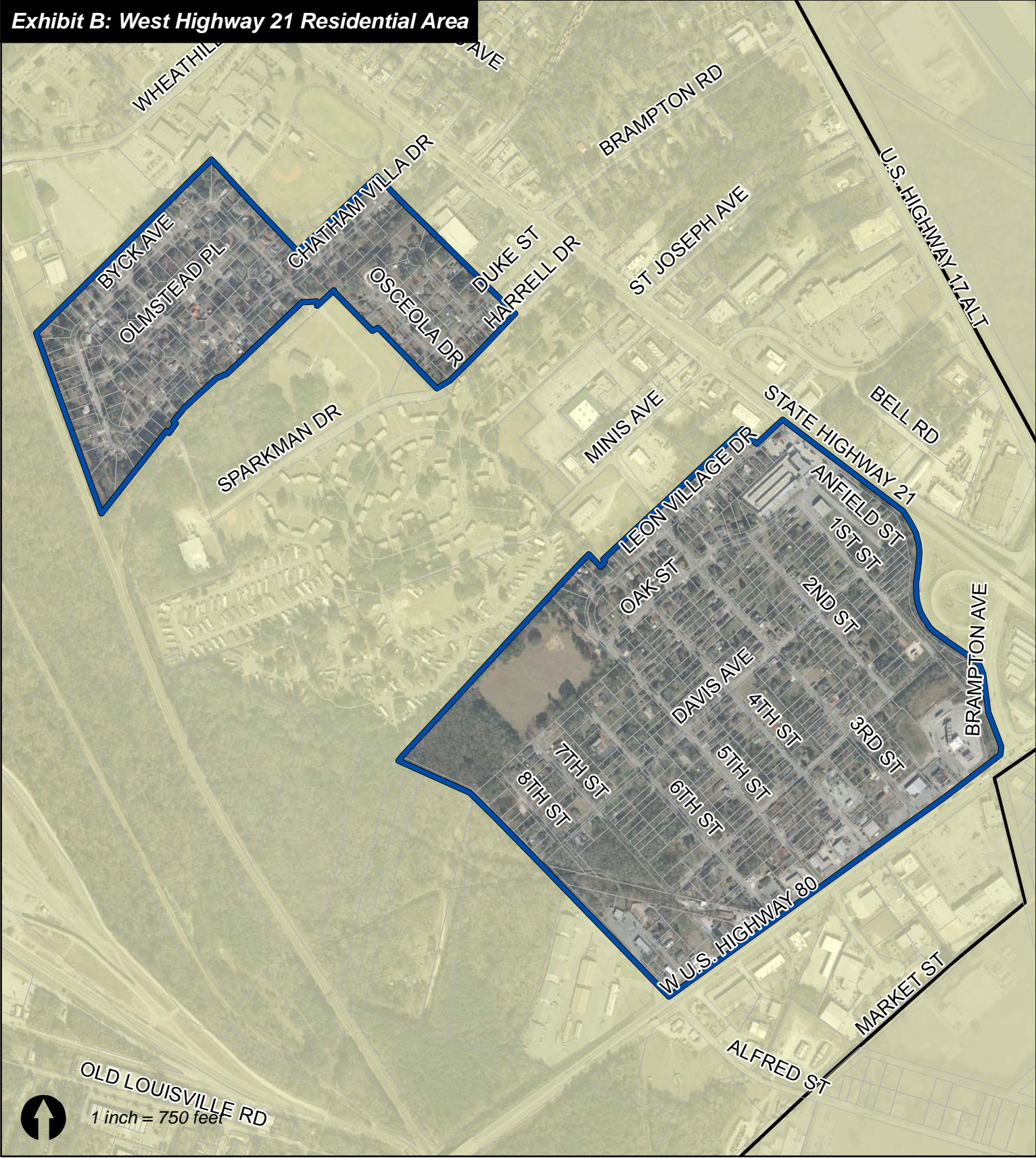


Exhibit B: West Highway 21 Residential Area



- Legend**
- Parcels
 - City Limits
 - Roads

West Highway 21 Residential Target Area

City of Garden City, Georgia


West Highway 21
Target Area

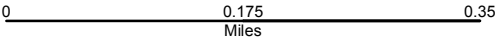
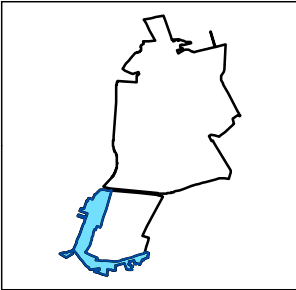
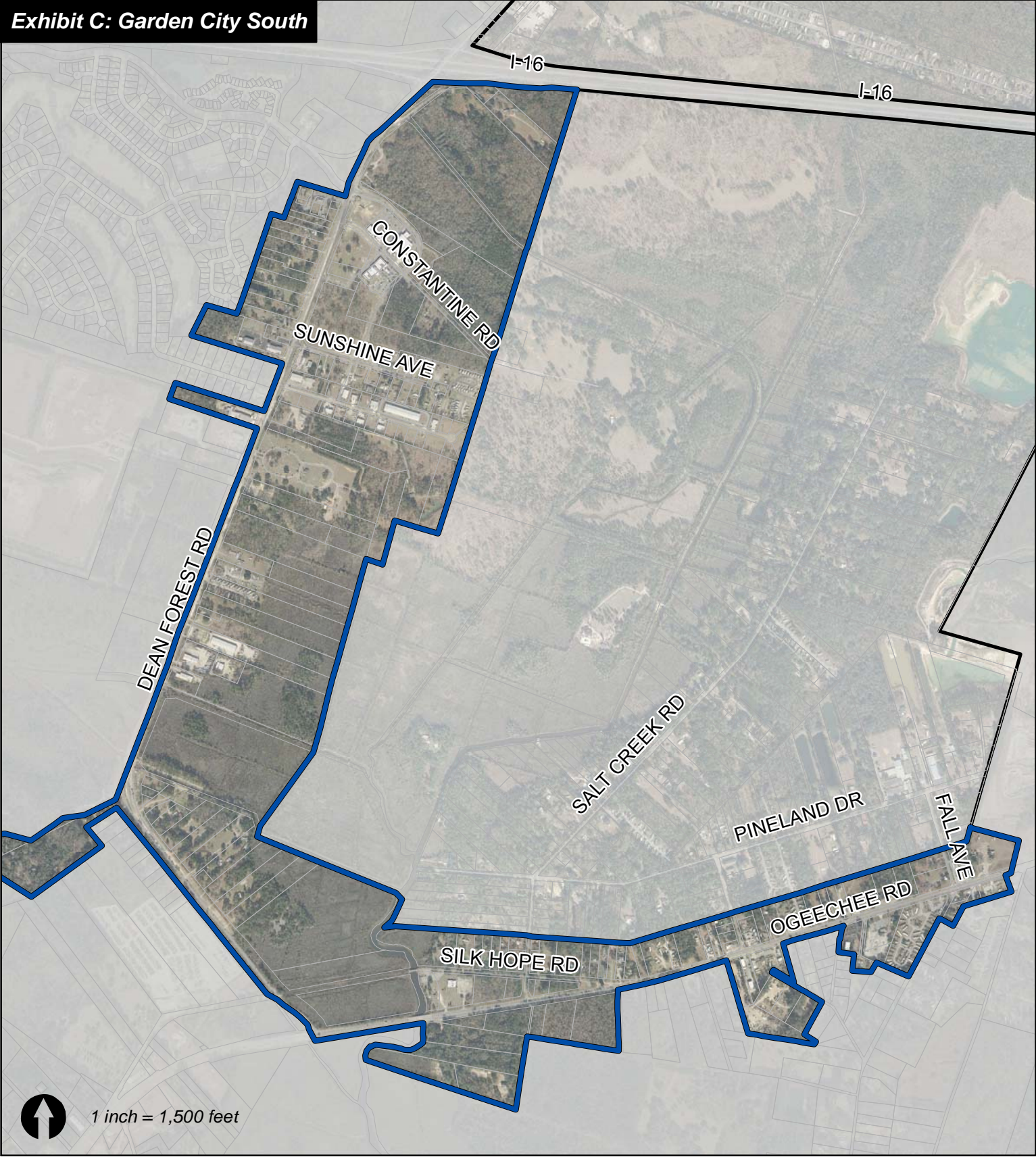


Exhibit C: Garden City South



Legend

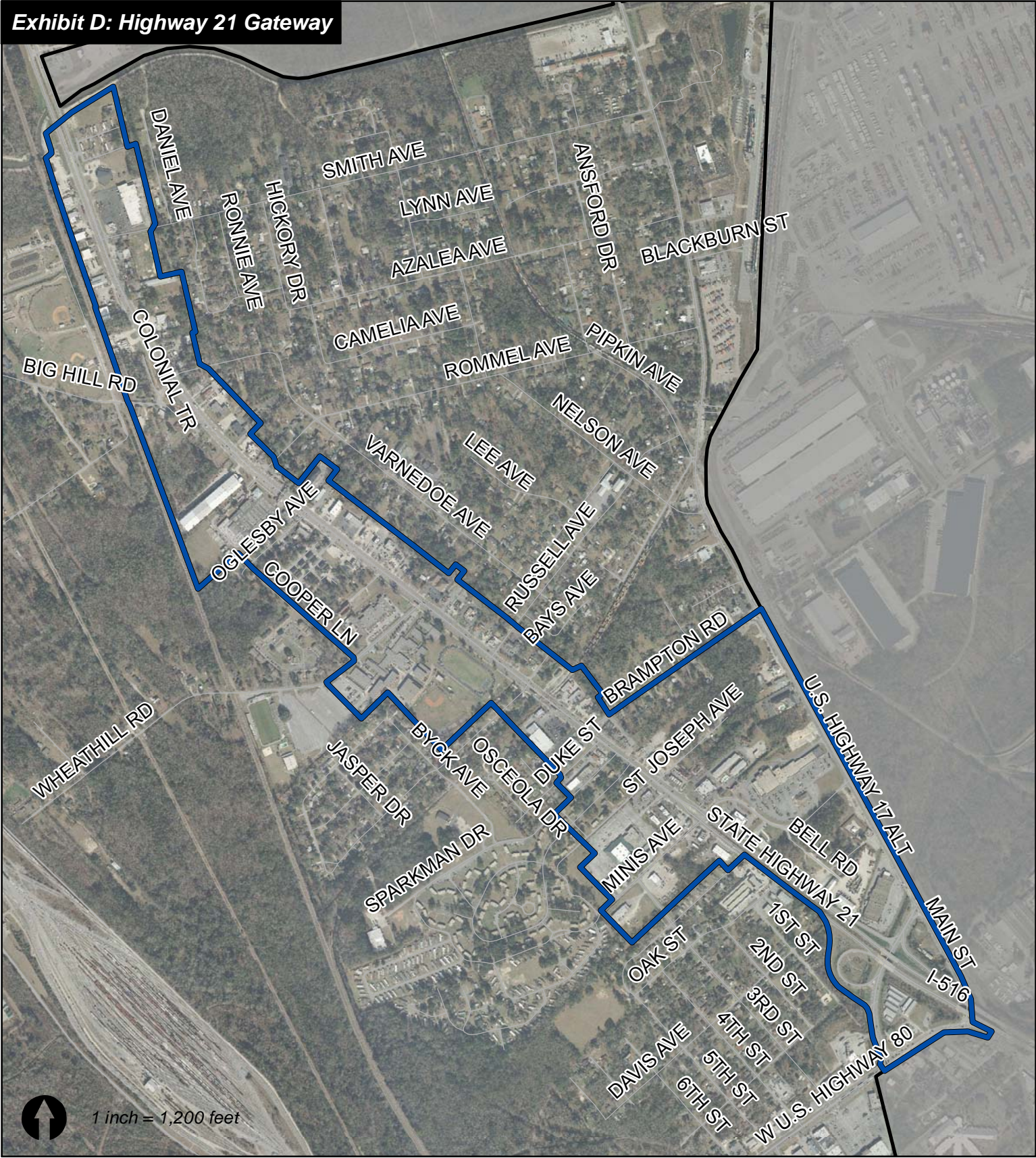
- Parcels
- City Limits
- GCSouth_Union
- Roads

Garden City South
City of Garden City, Georgia

 Garden City South
Target Area

0 0.35 0.7
Miles

Exhibit D: Highway 21 Gateway



Highway 21 Gateway

City of Garden City, Georgia


Hwy 21
Target Area

Legend
 City Limits
 Roads

0 0.275 0.55
Miles

RESOLUTION 2016-_____

**A RESOLUTION ADOPTING AN URBAN REDEVELOPMENT PLAN
GARDEN CITY, GEORGIA**

WHEREAS, Garden City, Georgia, has prepared an Urban Redevelopment Plan in accordance with Official Code of Georgia Annotated Section 36-61-1 et. seq. to rehabilitate, conserve, and redevelop defined geographical areas; and,

WHEREAS, the Urban Redevelopment Act can be used alone, or in combination with many of Georgia's other legislative redevelopment tools, to support local comprehensive planning, revitalize faltering commercial corridors, recruit and nurture small businesses, rehabilitate older homes and neighborhoods, ensure architecturally compatible infill development, and to generate new adaptive reuse for old industrial facilities; and,

WHEREAS, Garden City has identified geographic boundaries that contain slum conditions which constitute the Urban Redevelopment Areas, and can be described as:

Those certain areas lying within the corporate limits of Garden City, Georgia, and being enclosed by the boundaries identified in Exhibits "A", "B", "C", & "D", City of Garden City, Georgia, Urban Redevelopment Areas.

WHEREAS, these delineated areas suffer from slum and blighting influences which are detrimental to the public's health, safety, and welfare, and which are negatively affecting the community in general; and

WHEREAS, Garden City desires to work with public and private sector partners to ensure that the desired redevelopment of the above-described areas is achieved; and

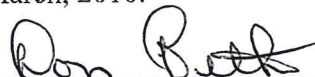
WHEREAS, having identified herein the negative influences on the above-described geographic areas, Garden City intends to work diligently to foster conditions conducive to redevelopment within these areas;

NOW THEREFORE, IT IS HEREBY RESOLVED, that the Mayor and Council of Garden City, Georgia, do hereby adopt the attached Urban Redevelopment Plan (Exhibit "E")

Adopted this 7th day of March, 2016.


RHONDA FERRELL-BOWLES, Clerk of Council

Received and approved this 7th day of March, 2016.


DON BETHUNE, Mayor

APPENDIX C

PUBLIC HEARING PRESENTATION



URBAN REDEVELOPMENT PLAN

City of Garden City

Public Hearing
November 2, 2015
7:00 PM

URBAN REDEVELOPMENT PLAN (URP)

Purpose of a Redevelopment Plan

- Help cities address blight, slums, and community dis-investment
- Provides local governments with a plan and the necessary tools to facilitate targeted redevelopment & revitalization efforts.

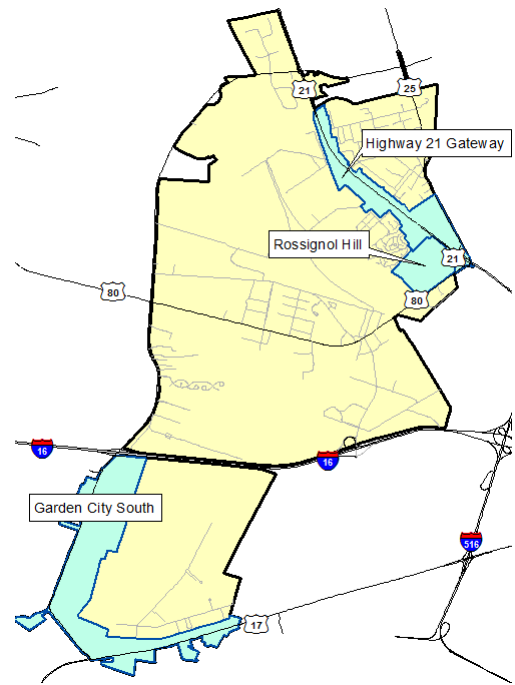
URBAN REDEVELOPMENT PLAN (URP)

Urban Redevelopment Process

- Develop the Draft URP
- Identify Target Areas for Redevelopment
- Hold Public Hearing
- Appoint an Entity to Oversee URP Implementation
- Adopt & Implement URP
- Update/Revise URP via “Adaptive Implementation”

URBAN REDEVELOPMENT AREAS

- Rossignol Hill Target Area
- Highway 21 Gateway Target Area
- Garden City South Target Area



ROSSIGNOL HILL TARGET AREA

Negative Conditions

Poor Housing Conditions
 Property Maintenance Issues
 Vacant Structures
 Undeveloped / Underutilized Lots
 Lower Rates of Home Ownership
 Crime and Safety
 General Property Distress

Needs / Recommendations

Infill Development / Redevelopment
 General Property Maintenance
 Partnerships
 Acquisition
 Community Policing
 Code Enforcement



HIGHWAY 21 GATEWAY TARGET AREA

Negative Conditions

Poor Housing Conditions
 Deteriorating Old Industrial Buildings
 Deteriorating Infrastructure
 Vacant Lots
 Vacant / Underutilized Commercial Buildings
 Property Maintenance

Needs / Recommendations

Infill Development / Redevelopment
 Land Acquisition
 Demolition
 Design Standards
 Traffic Calming
 Business Relocation
 Code Enforcement



GARDEN CITY SOUTH TARGET AREA

Negative Conditions

Poor Housing Conditions
 Lack of Public Infrastructure
 Vacant Commercial Lots
 Lower Land Values
 Lowers Rents (per square foot)
 High Number of Business Closures
 Vacant Commercial Buildings

Needs / Recommendations

Infill Development / Redevelopment
 Extension of Water and Sewer
 Economic Development Strategy
 Design Standards / Zoning
 Traffic Calming
 General Property Maintenance
 Code Enforcement



URBAN REDEVELOPMENT PLAN (URP)

Next Steps

- Make the URP available for public comment (website)
- Adopt "Resolution of Necessity" (December 7, 2015)
- Adopt URP by Resolution (December 7, 2015)
- Implement & Update URP (ongoing)

Implementation Strategy

- Develop in conjunction with the City's Comprehensive Plan Update (October 2016)

QUESTIONS AND DISCUSSION