



2008 Redevelopment Plan

Julian L. Jackson and W. Matthew Chancey

Chapter 1 Introduction

1.1 History and Background

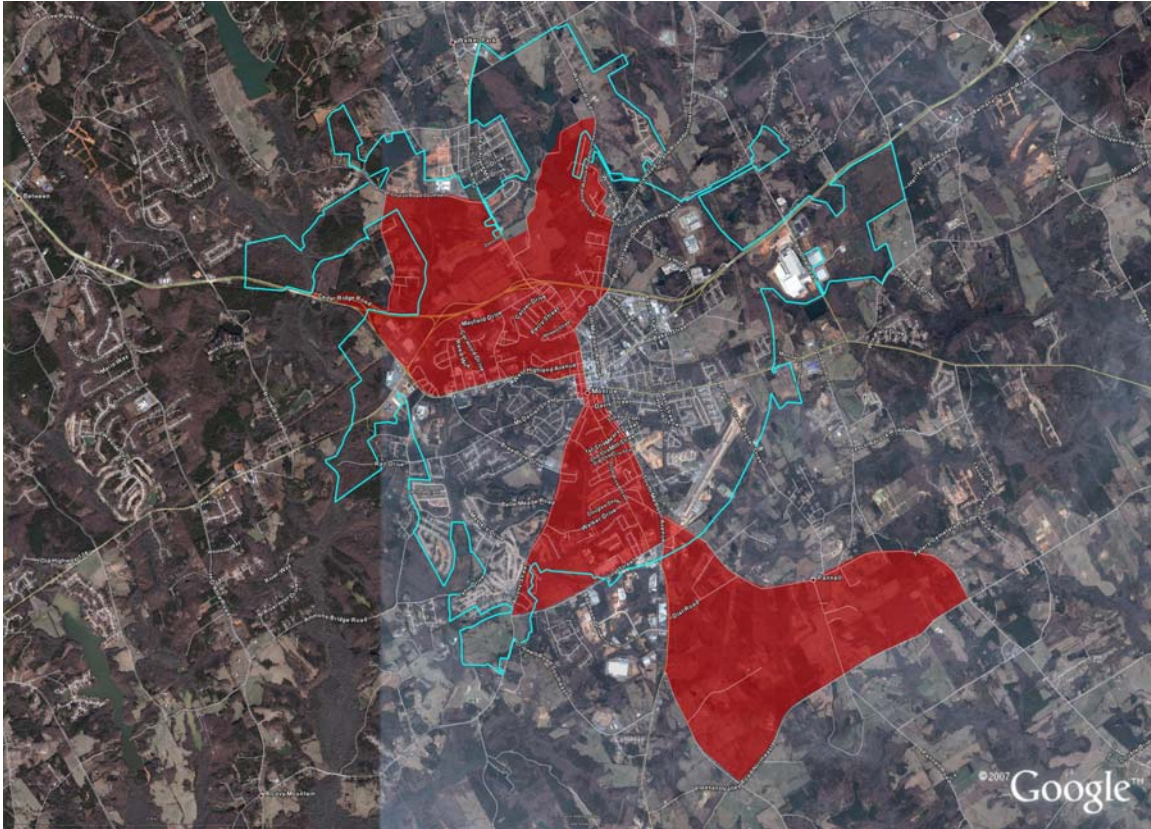
Originally called “Spring Place,” the county seat for Walton County was set aside in 1820 just two years after the creation of the County. Renamed Monroe to honor the fifth president of the United States, James Monroe, the small community began to grow immediately into a thriving center of government and commerce. Monroe was spared by Sherman’s troops during the Civil War and began to grow into a center for the agricultural community and as a location for textile manufacturing.

Monroe is located almost midway between Atlanta and Athens, Georgia along US Highway 78. In recent years, Monroe has benefited from its strategic location in Walton County and in the region and has attracted several significant industries to the area. However, in recent years growth and development in unincorporated Walton County has been more robust than within the city, and Monroe lags behind the county as a whole in several indicators of economic vigor.

This document is an update of the City of Monroe’s Urban Redevelopment Plan, first adopted in March 2007. The revised plan has been prepared and adopted pursuant to the procedural and planning requirements of the Georgia Urban Redevelopment Act (O.C.G.A. 36-61-1 et seq.) to allow the City to take advantage of the redevelopment powers enabled by the law. The plan has been updated to revise the boundaries of the URA district and to update the City’s redevelopment strategy based on current and projected economic, physical and demographic conditions. The document also incorporates findings and recommendations from recent planning studies. Some of the implementation strategies have been revised based on recent changes to several of Georgia’s redevelopment statutes and the availability of new state-level development tool and programs.

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As demonstrated by the map below the census block groups with poverty rate greater than 15% fall primarily within the city. The city's housing stock and commercial activity centers also tend to be older and in worse physical condition than those in other parts of Walton County.



The redevelopment district itself is a diverse area comprised of aging mill villages, transitioning or dysfunctional commercial corridors, portions of the historic downtown business district in need of infrastructure improvements and a number of deteriorated or declining neighborhoods. Also included are some undeveloped riparian areas and brownfields that are targeted for public infrastructure improvements. While not all buildings within the redevelopment area may be categorized as blighted, the redevelopment area boundaries have been drawn to encompass neighborhoods and commercial areas that are less prosperous than average and unlikely to improve from private market forces alone as well as parcels that the city has targeted for infrastructure improvements, special public projects and potential public/private partnerships. These

boundaries will ensure that most of the blighted structures or parcels and most low-income property owners in Monroe have access to economic tools, business recruitment incentives and rehabilitation funding needed to remove slum and blight or to prevent its spread.

As Walton County continues to grow and prosper, this plan is envisioned to help the residents of these neighborhoods with opportunities for improved housing and better access to employment.

Authority

1.2 Legislative Background

The Urban Redevelopment Act was adopted in 1955 and has been revised several times since its inception.

By adopting a Redevelopment Plan, a community can effectively use its statutory powers to improve public services and infrastructure, encourage private investment, and eliminate those conditions that have caused the area to be blighted.

The Urban Redevelopment Act allows local governments to do several useful things that would be problematic under their basic governmental powers including purchasing blighted property and reselling it to private parties redevelopment purposes under whatever prices and terms are deemed in the best interest of the community, executing long term contracts of up to 50 years with housing authorities, downtown development authorities, urban redevelopment agencies or private entities, issuing revenue bonds or even General Obligation Bonds to accomplish the purposes of the Act, and waiving building codes and other fees within the development area to achieve the goals established in the URA Plan. The Act also strengthens the City's ability to enforce development and building codes and allows it to establish design standards that may be more stringent or specific in terms of aesthetics than typical zoning ordinances.

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To access these special redevelopment powers defined in OCGA 36-71, a local government must first adopt a resolution determining that the redevelopment area qualifies as a “slum” as defined in the Act, and that it is in the best interest of the community to adopt and pursue a redevelopment plan and utilize it’s redevelopment powers under the Act. This “finding of necessity” resolution was adopted by the city for the original Urban Redevelopment Plan in 2007 and will be renewed as a procedural detail of amending the City’s Urban Redevelopment Plan.

The Urban Redevelopment Act defines "Slum area" as:

“an area in which there is a predominance of buildings or improvements, whether residential or nonresidential, which by reason of dilapidation, deterioration, age, or obsolescence; inadequate provision for ventilation, light, air, sanitation, or open spaces; high density of population and overcrowding; existence of conditions which endanger life or property by fire and other causes; or any combination of such factors is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency, or crime and is detrimental to the public health, safety, morale, or welfare. ‘Slum area’ also means an area 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 municipality or county, 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.” (O.C.G.A. 36-61-2)

1.3 Objectives

The primary objectives of the City in implementing this Redevelopment Plan are to:

- Remove existing blighting conditions threatening public health, safety, and welfare.
- Provide incentives and mechanisms to promote private investment in blighted and underutilized parts of the city.
- Create new jobs and businesses within and in proximity to the redevelopment area to provide a better quality of life to local residents and particularly low-to-moderate income households.
- Expand the range of housing choices available within the redevelopment area (examples: live/work units, cottage zoning featuring small fee-simple detached bungalows clustered around common open space, mixed use units above or proximate to commercial buildings, townhouses, converted industrial lofts, condominiums, and even cohousing.)
- Encourage home ownership for all interested City residents regardless of income through more active participation in innovative state housing programs and participation by local lending institutions.
- Convert currently vacant and dilapidated rental units within the redevelopment area to affordable owner occupied dwellings;
- Codify the City's desired development results by updating zoning codes (a priority activity under the plan) and as a short term measure while development codes are being provide legally enforceable guidance to property owners and developers on building placement, greenspace requirements, pedestrian amenities, public art, sidewalks, landscaping, screened parking;
- Invest in upgrading public amenities and improving obsolete or inadequate infrastructure in the Redevelopment Area, signifying local government's long-term commitment to the revitalization of the entire City;

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- Identify impediments to redevelopment such as outdated land development codes and specify changes that need to be made to ensure the City’s vision is properly codified;
- Participate using the redevelopment power granted by the statute in public/private partnerships to adaptively reuse old mill sites, industrial brownfields, obsolescent schools and other public facility sites for mixed use projects or other beneficial uses;
- Reduce crime and provide safer, cleaner and more attractive neighborhoods and commercial areas;
- Increase the long-term tax base of Monroe and Walton County;
- Remove any impediments to recruiting new more upscale businesses to the historic business district, or to branding and marketing downtown Monroe as Walton County’s cultural tourism, arts and entertainment center;
- Preserve the integrity of the City’s historic neighborhoods and provide assistance and incentives through tax credits and other tools for property owners investing in saving and restoring historic buildings;
- Meet the requirements for City to apply to the Georgia Department of Community Affairs for Opportunity Zone and CDBG Revitalization Area Strategy (RAS) designation. (See page x)

Chapter 2 Documentation of Slum and Blight

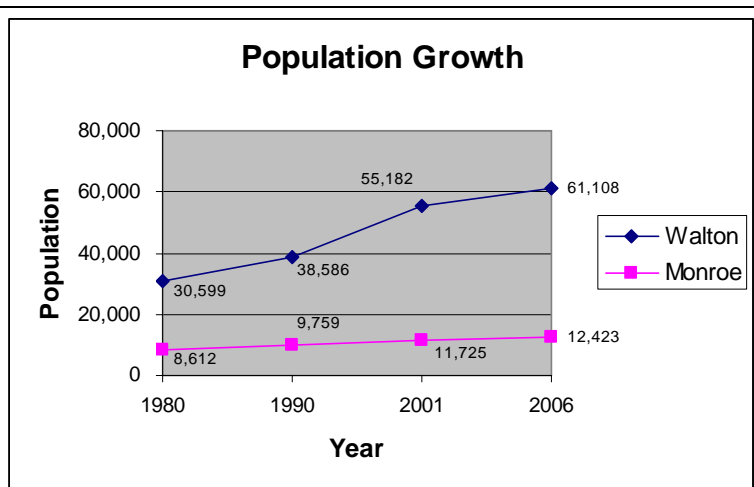
2.1 Summary of Findings

In general, due to various blighting conditions, parts of the City identified herein as the Monroe Redevelopment Area have experienced declining economic and social conditions that have discouraged private investment and lowered the quality of life for the community’s residents.

The Redevelopment Area is generally characterized by its economic and social deterioration and slum conditions threatening public safety and welfare. The identification of slum and blight has been established under the Urban Redevelopment Act as a matter for local legislative determination. The City has made its determination of redevelopment area boundaries by examining the confluence of a number of economic social and physical indicators. Where data could not be precisely disaggregated for the study area, disparities between the City of Monroe and Walton County never the less establish certain trends and support the need for this Redevelopment Plan. The remainder of this section highlights some of the more important data to support a finding of slum and blight.

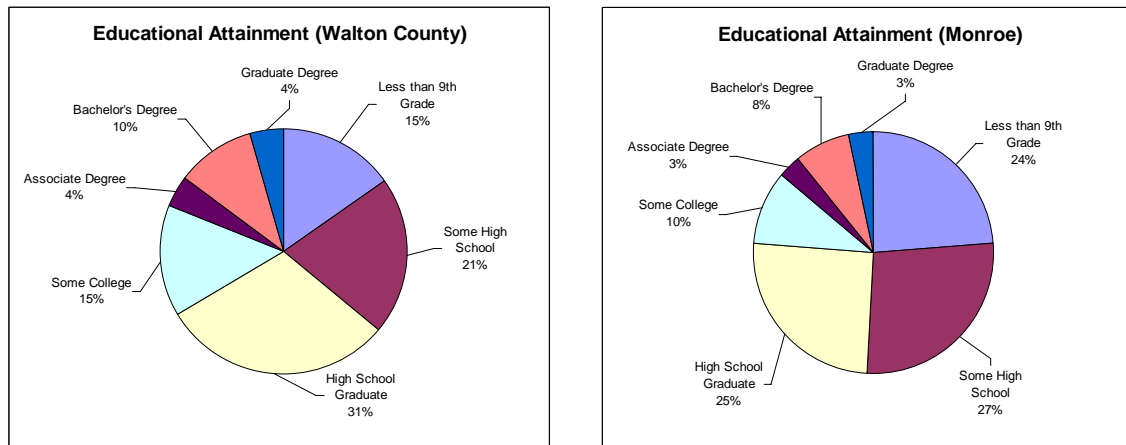
Population

Between 1990 and 2001, Monroe’s population grew by 20.1% while Walton County’s increased by 43%. This clearly indicates that Monroe has not experienced the same level of growth as the remainder of Walton County and its region. (2000 Census numbers indicate even more profound growth in Walton County)



Source: Claritas Inc.

Educational Attainment



Source: Claritas Inc.

The figures above represent the most recent available information on education attainment, the 1990 Census. The charts show that over 50% of the City of Monroe’s residents greater than 25 years old are not high school graduates with nearly a quarter having never attended high school.

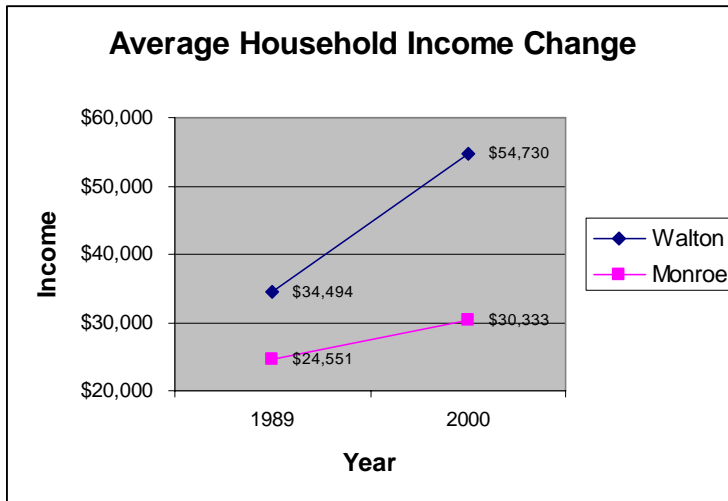
While some of the statistics examined are for the entire City of Monroe rather than the specific redevelopment area, they are representative of the economic and social deterioration that has existed in the area. It can safely be assumed that the figures above would provide an even more discouraging perspective if available for the smaller project area.

Crime and Unemployment

Other indicators such as crime and unemployment further support the area’s need for redevelopment. While unemployment figures cannot be disaggregated for the urban redevelopment area, the City’s overall unemployment rate is 7%, as compared with 4.2% for Walton County as a whole and 5.8% statewide.

Poverty Levels

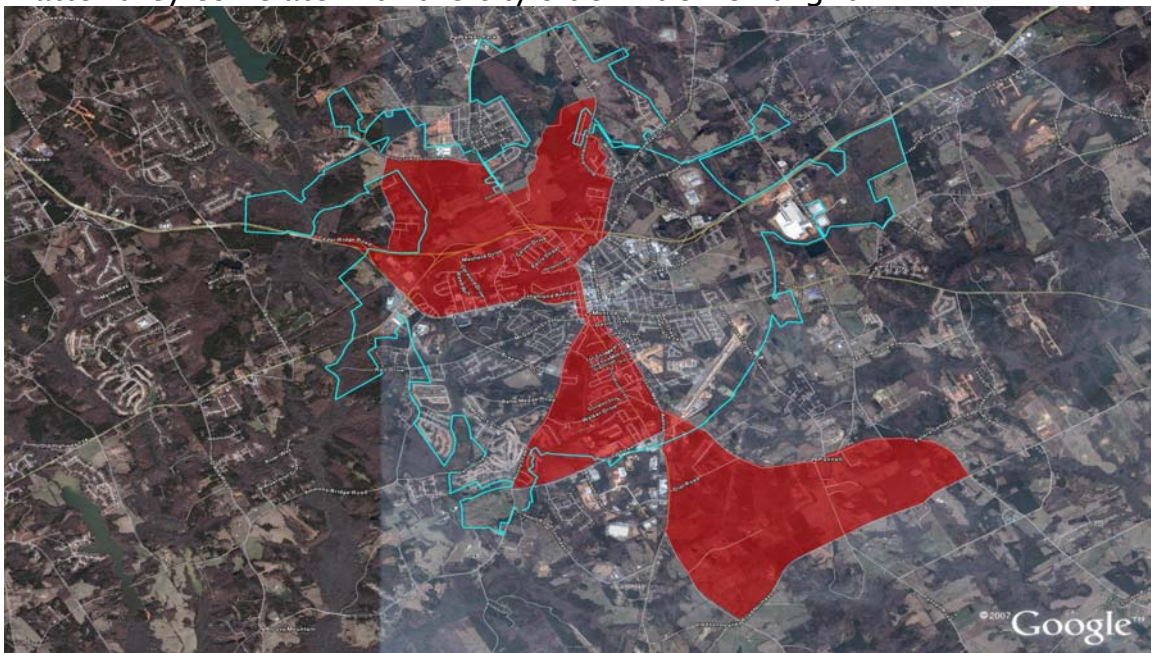
Average Household Income



Source: Claritas Inc.

An indicator of Monroe’s lagging economy in relation to the region is household income. Essentially, between 1989 and 2001, Walton County’s increase in household income has been double that of the City of Monroe, 58.7% versus 23.6%. In fact, 46% of Monroe’s households have incomes less than \$20,000.

The map below indicates census block groups in the city in which 15% or more of the household live below the poverty level. While not every structure or home in these census blocks is in poor condition, a practical matter they correlate with the city’s definition of blight.



Housing Conditions

Housing conditions in the Redevelopment Area vary, however the boundaries were drawn to encompass both neighborhoods so deteriorated as to currently qualify as slums and neighborhoods that have been declining in recent years, and are in danger of becoming blighted.

Other Indicators of Blight

Signs of potential blight analyzed to establish redevelopment area boundaries include:

- lower building permit activity than for the City as a whole;
- deferred property maintenance;
- greater number of dwelling units which do not meet current codes;
- conversion of owner occupied homes to rental uses,
- increase in long term vacancies and foreclosures; and
- a higher percentage of delinquent property taxes than for the county in general.

The City of Monroe has therefore determined that, due to the range of deleterious and blighting conditions outlined in this section, the redevelopment area has not been subject to growth and development through private enterprise and will not reasonably be anticipated to be developed without the adoption of this Redevelopment Plan.

2.2 Statement of Conformance

This Urban Redevelopment Plan is generally consistent with the City's existing Comprehensive Plan. Specific project initiated under the URA Plan will be added to the Comprehensive Plan's Short Term Work Program each time it is updated.

2.3 Historic Resources

There are a number of historic properties and districts within the Redevelopment Area, which are either listed on the National Register of Historic Places, eligible for listing on the National Register, within a locally designated historic district, or on the survey list of the Georgia Historic Resources Survey.

None of the general projects within this Redevelopment Plan call for any historic structure to be:

- (a) substantially altered in any way inconsistent with technical standards for rehabilitation; or
- (b) demolished unless feasibility for reuse has been evaluated based on technical standards for the review of historic preservation projects.

However, if any project presented in this plan, once detailed design has been made, results in any changes to an historic structure, appropriate procedures will be followed as outlined in Chapter 10 of Title 44, the “Georgia Historic Preservation Act” as well as Chapter 44 of Title 36, the “Redevelopment Powers Law.”

2.4 Relocation Strategy

The City redevelopment strategy will minimize involuntary relocation of residents and businesses by using a phased approach to addressing poor housing conditions.

If any project identified in the Redevelopment Plan results in the need to relocate any residents or businesses, relocation financing and procedures will be complied with as outlined in applicable State and Federal Law. Such laws include, but are not limited to, Chapter 4 of Title 22, “The Georgia Relocation Assistance and Land Acquisition and Policy Act” as

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well as the Federal “Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970.”

In order to further reduce the need for involuntary relocation of residents or businesses, redevelopment efforts and code inspections will focus first on vacant rental units and then on occupied rental units that appear to have significant health and safety concerns. Moderate income homeowners, the last to be approached, will not be required to make expensive repairs and will in some cases be eligible for state and federal housing rehab funding such as Community Development Block Grant (CDBG) funding. (See references to RAS application.)

Furthermore, it is anticipated that as private public/private partnerships result in new infill units and access to mortgage financing increases, many residents will choose to move out of more deteriorated properties and into better housing that is not significantly more expensive than their current units. As residents move out of the worst units in the redevelopment area the City can focus on requiring that these newly vacated units be brought up to code.

The city’s redevelopment strategy will seek to encourage private investment in infill development of approximately 90 lots that have been demolished due to health and safety issues. Rebuilding high quality affordable homes on these parcels will increase the housing supply in a broader range of prices and stabilize or increase property values in targeted neighborhoods.

While there will always be a need for some public housing, the city’s long range goal is to move families on housing assistance (that appear unable to qualify for home ownership programs) from traditional public housing projects to more scattered site public housing through the use of Section 8 vouchers and perhaps house them in some individual properties to be managed by the housing authority. Long-range plans may involve redeveloping some existing public housing sites as well as inactive school properties as more modern mixed-use projects that incorporate

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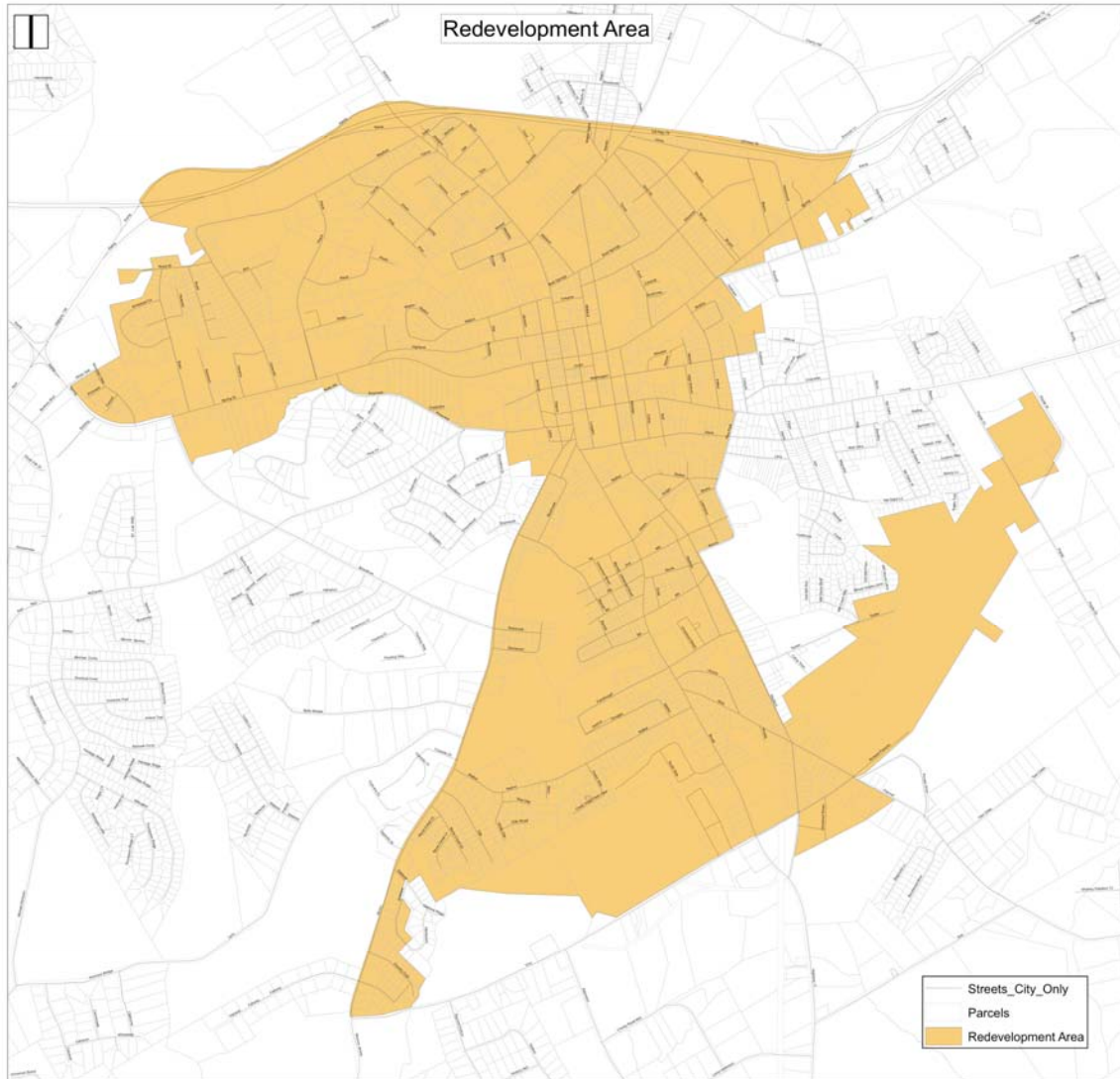
expanded recreational amenities and a broader range of unit costs. Some preexisting underutilized facilities may be reprogrammed specifically as independent living units for the elderly.

Local studies also show that there are significant barriers to home ownership within the city. The city will explore affordable housing programs available through the Georgia Department of Community Affairs to remedy these problems and strengthen residential neighborhoods. Where feasible, families in the redevelopment area will be offered credit counseling so that they can obtain mortgage financing and will be given access to special home ownership and down payment assistance programs.

Chapter 3 Description of Redevelopment Area

3.1 Boundary Description

The boundaries of the proposed Redevelopment Area are identified on the map below.



3.2 Current Conditions

Georgia State Code defines a redevelopment area as any urbanized or undeveloped area that is detrimental to public health, safety and welfare and whose sound growth is impaired due to a presence of any combination of the following factors:

- Predominant number of substandard, slum or deteriorating structures;
- Predominance of defective or inadequate street layout, inadequate parking, roadways, bridges, or public transportation facilities incapable of handling the volume of traffic flow into or through the area;
- Faulty lot layout in relation to size, adequacy, accessibility, or usefulness;
- Unsanitary or unsafe conditions;
- Deterioration of site or other improvements;
- The diversity of ownership, tax, or special assessment delinquency exceeding the fair market value of the land;
- Diversity of ownership on defective or unusual conditions of title which prevent or encumber the free alienability of land; or
- The existence of conditions which endanger life or property by fire and other causes.

The Code also identifies as redevelopment areas those areas, which are substantially underutilized by:

- Containing open lots or parcels of land;
- Containing a substantial number of buildings or structures which are 40 years old;
- Containing structures or buildings of relatively low value as compared to the value of structures or buildings in the vicinity;
- Having development impaired by airport and related transportation noise or by related environmental factors; or
- An area in which there is a shortage of housing that is affordable to low and moderate-income persons.

A parcel-by-parcel survey was conducted within the City of Monroe Redevelopment Area to assess conditions as they pertain to the Georgia State Code and the criteria for the definition of a redevelopment area. This survey indicated that growth and development of the Redevelopment Area is severely impaired due to the existence of many of the conditions of blight described above.

3.3 Structures

The overwhelming majority of the residential structures within the district are in various states of disrepair rendering them **substandard**. The attached map showing existing conditions categorizes each parcel by standard, deteriorated, dilapidated, vacant, and abandoned.

Standard structures are those which are in generally good condition without any significant deterioration. **Deteriorating structures** are those that are showing signs of a lack of maintenance and do not meet sections of minimum housing codes. These structures often have cracked and chipped paint, broken glass, loose or missing shingles, broken, inoperable, or boarded-up windows, and exist on overgrown lots. Virtually every residential street within the Redevelopment Area has a significant amount of these substandard buildings.

As can be seen on the existing conditions map, the largest concentrations of deteriorated structures are along Perry, Nowell, and West Marable Streets.

Over the past two years the City has aggressively worked toward clearing over 90 condemned structures that were vacant and past saving. The vacant lots where these houses stood represent a significant infill development opportunity.

Deteriorating buildings are not limited to residential areas. Almost every commercial building within the district shows its own level of deterioration such as cracked and crumbling masonry walls and foundations, broken glass, and boarded-up windows. Many of these buildings are deteriorating due to their age or simply because of neglect.

The City will consider acquiring these parcels as well as other tax delinquent properties for resale to private individuals or developers. In such cases, deed restrictions or covenants will be filed with the property deed to ensure that the conditions of sale run with the land.

3.4 Infrastructure

Other blighting conditions present within the area include substandard infrastructure such as **inadequate street layout, faulty lot layouts, and the deterioration of site and other improvements.**

While the overall system of roads in the City of Monroe is a modified grid pattern, the Redevelopment Area has an abundance of dead-end streets. Many of these are stub-outs to adjacent tracts and were perhaps built with continued development in mind. Of course, new development never occurred and the streets often dead-end into vacant property. Others were caused by the construction of Highway 78. In either case, the abundance of dead-ends creates an inefficient street system where access to fire and other safety vehicles is impaired. Similarly, many of the existing streets within the district are too narrow for emergency vehicles to effectively serve the homes. This is compounded when a narrow street also happens to be one of the dead-ends mentioned above.

While the city will seek TEA, LCI, LARP and other funding to support streetscape and transportation projects, the City's updated development ordinances will also contain provisions allowing private property owners and developers to meet their greenspace requirements by building streets or donating rights-of-way for the road connections identified on

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the map below, thereby encouraging private contributions to expanding the City's road infrastructure. New regulations will also require grid connectivity in all new subdivision layouts.

Finally, in regards to infrastructure, there exist many parcels in the district, which have no access at all to roads. These **landlocked tracts**, in their present arrangement, are virtually insured of never being fully developed and utilized. Road improvements will be made or alternately land lots will be replatted to eliminate landlocked parcels.

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Monroe, Georgia LCI Study Area: Transportation Projects

ID	Description	Type of Improvement	Engineering Year	Engineering Costs	ROW Year	ROW Costs	Construction Year	Construction Costs	Total Project Costs	Responsible Party	Funding Source	Local Source & Match Amount
Pedestrian												
T-1	Pedestrian Facility - Broad Street (Davis St to 2nd St)	Pedestrian	2008	\$372,000	2009	\$0	2010	\$2,080,000	\$2,392,000	City	TE Grant, LCI	SFLOST \$790,400
T-2	Pedestrian Facility - N. Broad St. Marable St to US 78	Pedestrian	2010	\$330,000	2011	\$0	2012	\$2,200,000	\$2,530,000	City	LCI, TAD	SFLOST \$506,000
T-3	Pedestrian Facility - Route to Park (and Street to new park)	Pedestrian	2012	\$75,000	2013	\$0	2014	\$500,000	\$575,000	City	TE Grant	SFLOST, TAD \$190,000
T-4	Pedestrian Facility - Spring St	Pedestrian	2014	\$225,000	2015	\$0	2016	\$1,500,000	\$1,725,000	City	LCI, TAD, TE Grant	SFLOST, TAD \$570,000
T-5	Pedestrian Facility - Alony St (Ammons Bldg Rd to Sherwood Dr)	Pedestrian	2015	\$30,000	2016	\$0	2017	\$600,000	\$630,000	City	TE Grant	SFLOST, TAD \$238,000
T-6	Sidewalk Masterplan Implementation (53,387 ft)	Pedestrian	Varies	\$776,310	n/a	\$0	Varies	\$5,175,400	\$5,951,710	City	SFLOST, CDBG	SFLOST \$1,811,389
T-5a	SR 11, Church St to Davis St (646 ft)	Pedestrian	2008	\$9,600	n/a	\$0	2008	\$4,600	\$7,420	City	SFLOST, CDBG	SFLOST \$2,610
T-5b	Olsen St (1,517 ft)	Pedestrian	2009	\$27,755	n/a	\$0	2009	\$151,700	\$174,455	City	SFLOST, CDBG	SFLOST \$53,095
T-5c	Monroe St (352)	Pedestrian	2008	\$7,630	n/a	\$0	2008	\$62,200	\$69,830	City	SFLOST, CDBG	SFLOST \$16,270
T-5d	N. Midland Ave (732 ft)	Pedestrian	2008	\$10,980	n/a	\$0	2008	\$73,200	\$84,180	City	SFLOST, CDBG	SFLOST \$26,620
T-5e	Oak St (560 ft)	Pedestrian	2009	\$8,400	n/a	\$0	2009	\$48,000	\$56,400	City	SFLOST, CDBG	SFLOST \$18,000
T-5f	SR 11, Modified Dr to Sorrells St (1,533 ft)	Pedestrian	2009	\$23,895	n/a	\$0	2009	\$158,300	\$183,195	City	SFLOST, CDBG	SFLOST \$58,785
T-5g	Cook St (843 ft)	Pedestrian	2009	\$9,645	n/a	\$0	2009	\$44,300	\$73,845	City	SFLOST, CDBG	SFLOST \$22,265
T-5h	60th Spring Ave (331 ft)	Pedestrian	2009	\$13,965	n/a	\$0	2009	\$83,100	\$107,065	City	SFLOST, CDBG	SFLOST \$32,585
T-5i	Midland Ave (246 ft)	Pedestrian	2010	\$3,720	n/a	\$0	2010	\$24,800	\$28,520	City	SFLOST, CDBG	SFLOST \$6,680
T-5j	2nd St (1,447 ft)	Pedestrian	2010	\$17,115	n/a	\$0	2010	\$114,100	\$131,215	City	SFLOST, CDBG	SFLOST \$39,935
T-5k	3rd St (812 ft)	Pedestrian	2010	\$12,150	n/a	\$0	2010	\$61,000	\$83,150	City	SFLOST, CDBG	SFLOST \$26,350
T-5l	4th St (923 ft)	Pedestrian	2010	\$13,845	n/a	\$0	2010	\$82,300	\$106,145	City	SFLOST, CDBG	SFLOST \$32,305
T-5m	Gate St (256 ft)	Pedestrian	2010	\$5,340	n/a	\$0	2010	\$35,600	\$40,840	City	SFLOST, CDBG	SFLOST \$12,460
T-5n	5th St (1,456 ft)	Pedestrian	2011	\$21,840	n/a	\$0	2011	\$145,600	\$167,440	City	SFLOST, CDBG	SFLOST \$50,960
T-5o	GW Center Dr (1,672 ft)	Pedestrian	2011	\$25,080	n/a	\$0	2011	\$167,200	\$192,280	City	SFLOST, CDBG	SFLOST \$58,520
T-5p	Mews St, from SR 11 to Madison Ave (711 ft)	Pedestrian	2011	\$10,665	n/a	\$0	2011	\$71,000	\$81,765	City	SFLOST, CDBG	SFLOST \$24,685
T-5q	Mayfield Dr (1,601 ft)	Pedestrian	2012	\$24,015	n/a	\$0	2012	\$160,100	\$184,115	City	SFLOST, CDBG	SFLOST \$56,035
T-5r	Mill St (1,467 ft)	Pedestrian	2012	\$22,025	n/a	\$0	2012	\$146,700	\$168,725	City	SFLOST, CDBG	SFLOST \$51,345
T-5s	Pine Knoll (354 ft)	Pedestrian	2012	\$5,310	n/a	\$0	2012	\$35,400	\$40,710	City	SFLOST, CDBG	SFLOST \$12,390
T-5t	Morris St, from SR 11 to Railroad St (711 ft)	Pedestrian	2013	\$10,665	n/a	\$0	2013	\$71,000	\$81,765	City	SFLOST, CDBG	SFLOST \$24,685
T-5u	Novell St (1,453)	Pedestrian	2013	\$21,945	n/a	\$0	2013	\$146,300	\$168,245	City	SFLOST, CDBG	SFLOST \$51,205
T-5v	Southview Dr (394 ft)	Pedestrian	2013	\$5,760	n/a	\$0	2013	\$38,400	\$44,160	City	SFLOST, CDBG	SFLOST \$13,440
T-5w	Folker St (1,828 ft)	Pedestrian	2013	\$27,390	n/a	\$0	2013	\$182,600	\$212,615	City	SFLOST, CDBG	SFLOST \$63,910

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Monroe, Georgia LCI Study Area: Transportation Projects

ID	Description	Type of Improvement	Engineering Year	Engineering Costs	ROW Year	ROW Costs	Construction Year	Construction Costs	Total Project Costs	Responsible Party	Funding Source	Local Source & Match Amount
T-6k	W Marable St (1,482 ft)	Pedestrian	2014	\$19,915	n/a	\$0	2014	\$126,100	\$146,015	City	SFLOST, CDBG	\$44,135
T-6l	W Washington St (690 ft)	Pedestrian	2014	\$9,000	n/a	\$0	2014	\$60,000	\$69,000	City	SFLOST, CDBG	\$21,000
T-6e	Walker Dr (529 ft)	Pedestrian	2014	\$7,920	n/a	\$0	2014	\$52,600	\$60,520	City	SFLOST, CDBG	\$16,480
T-6aa	Hubbard St (1,014 ft)	Pedestrian	2014	\$15,210	n/a	\$0	2014	\$101,400	\$116,610	City	SFLOST, CDBG	\$35,400
T-6bb	Ford St (1,107 ft)	Pedestrian	2015	\$16,515	n/a	\$0	2015	\$110,100	\$126,615	City	SFLOST, CDBG	\$38,535
T-6cc	Milidge Ave (1,052 ft)	Pedestrian	2015	\$15,790	n/a	\$0	2015	\$105,200	\$120,990	City	SFLOST, CDBG	\$36,820
T-6dd	N Wayne St (1,000 ft)	Pedestrian	2015	\$15,000	n/a	\$0	2015	\$100,000	\$115,000	City	SFLOST, CDBG	\$35,000
T-6ee	S Wayne St (927 ft)	Pedestrian	2016	\$13,905	n/a	\$0	2016	\$92,700	\$106,605	City	SFLOST, CDBG	\$32,445
T-6ff	Bell St (631 ft)	Pedestrian	2016	\$9,465	n/a	\$0	2016	\$63,100	\$72,565	City	SFLOST, CDBG	\$22,085
T-6gg	Cooley St (629 ft)	Pedestrian	2016	\$9,435	n/a	\$0	2016	\$62,900	\$72,335	City	SFLOST, CDBG	\$22,015
T-6hh	S Lumpkin St (649 ft)	Pedestrian	2016	\$9,735	n/a	\$0	2016	\$64,900	\$74,635	City	SFLOST, CDBG	\$22,715
T-6ii	Duke St (515 ft)	Pedestrian	2016	\$7,740	n/a	\$0	2016	\$51,600	\$59,340	City	SFLOST, CDBG	\$18,060
T-6jj	Wright St (590 ft)	Pedestrian	2016	\$8,650	n/a	\$0	2016	\$59,000	\$67,650	City	SFLOST, CDBG	\$20,650
T-6kk	E 5th St (287 ft)	Pedestrian	2017	\$4,005	n/a	\$0	2017	\$26,700	\$30,705	City	SFLOST, CDBG	\$9,345
T-6ll	Lawrence St (1,254 ft)	Pedestrian	2017	\$18,810	n/a	\$0	2017	\$125,400	\$144,210	City	SFLOST, CDBG	\$43,890
T-6mm	Mears St, from Pine Park St to Lawrence St (200 ft)	Pedestrian	2017	\$4,500	n/a	\$0	2017	\$30,000	\$34,500	City	SFLOST, CDBG	\$10,500
T-6nn	Morris St, from Pine Park St to S Main St (394 ft)	Pedestrian	2017	\$8,510	n/a	\$0	2017	\$59,400	\$67,910	City	SFLOST, CDBG	\$20,790
T-6oo	Unknown St, from 2nd to 4th (440 ft)	Pedestrian	2017	\$6,600	n/a	\$0	2017	\$44,000	\$50,600	City	SFLOST, CDBG	\$15,400
T-6pp	Pine Park St (2,069 ft)	Pedestrian	2018	\$31,035	n/a	\$0	2018	\$206,900	\$237,935	City	SFLOST, CDBG	\$72,415
T-6qq	Stones St (1,268 ft)	Pedestrian	2018	\$19,290	n/a	\$0	2018	\$126,600	\$145,890	City	SFLOST, CDBG	\$45,010
T-6rr	Unknown St, from 2nd to 6th (452 ft)	Pedestrian	2018	\$6,760	n/a	\$0	2018	\$45,200	\$51,960	City	SFLOST, CDBG	\$15,620
T-6ss	Lavinia Ave (895 ft)	Pedestrian	2019	\$13,425	n/a	\$0	2019	\$89,500	\$102,925	City	SFLOST, CDBG	\$31,325
T-6tt	Alley (218 ft)	Pedestrian	2019	\$3,270	n/a	\$0	2019	\$21,800	\$25,070	City	SFLOST, CDBG	\$7,630
T-6uu	Barrett St (1,201 ft)	Pedestrian	2019	\$28,515	n/a	\$0	2019	\$190,100	\$218,615	City	SFLOST, CDBG	\$66,535
T-6vv	Colquhoun St (204 ft)	Pedestrian	2020	\$4,560	n/a	\$0	2020	\$30,400	\$34,960	City	SFLOST, CDBG	\$10,640
T-6vww	Doy St (268 ft)	Pedestrian	2020	\$5,570	n/a	\$0	2020	\$36,600	\$42,170	City	SFLOST, CDBG	\$12,680
T-6xx	E Washington St (1,220 ft)	Pedestrian	2020	\$18,200	n/a	\$0	2020	\$122,000	\$140,200	City	SFLOST, CDBG	\$42,700
T-6yy	Green St (2,120 ft)	Pedestrian	2020	\$31,800	n/a	\$0	2020	\$212,000	\$243,800	City	SFLOST, CDBG	\$74,200
T-6zz	High School Ave (832 ft)	Pedestrian	2021	\$9,480	n/a	\$0	2021	\$63,200	\$72,680	City	SFLOST, CDBG	\$22,120
T-6aaa	King St (1,015 ft)	Pedestrian	2021	\$15,225	n/a	\$0	2021	\$101,500	\$116,725	City	SFLOST, CDBG	\$35,525

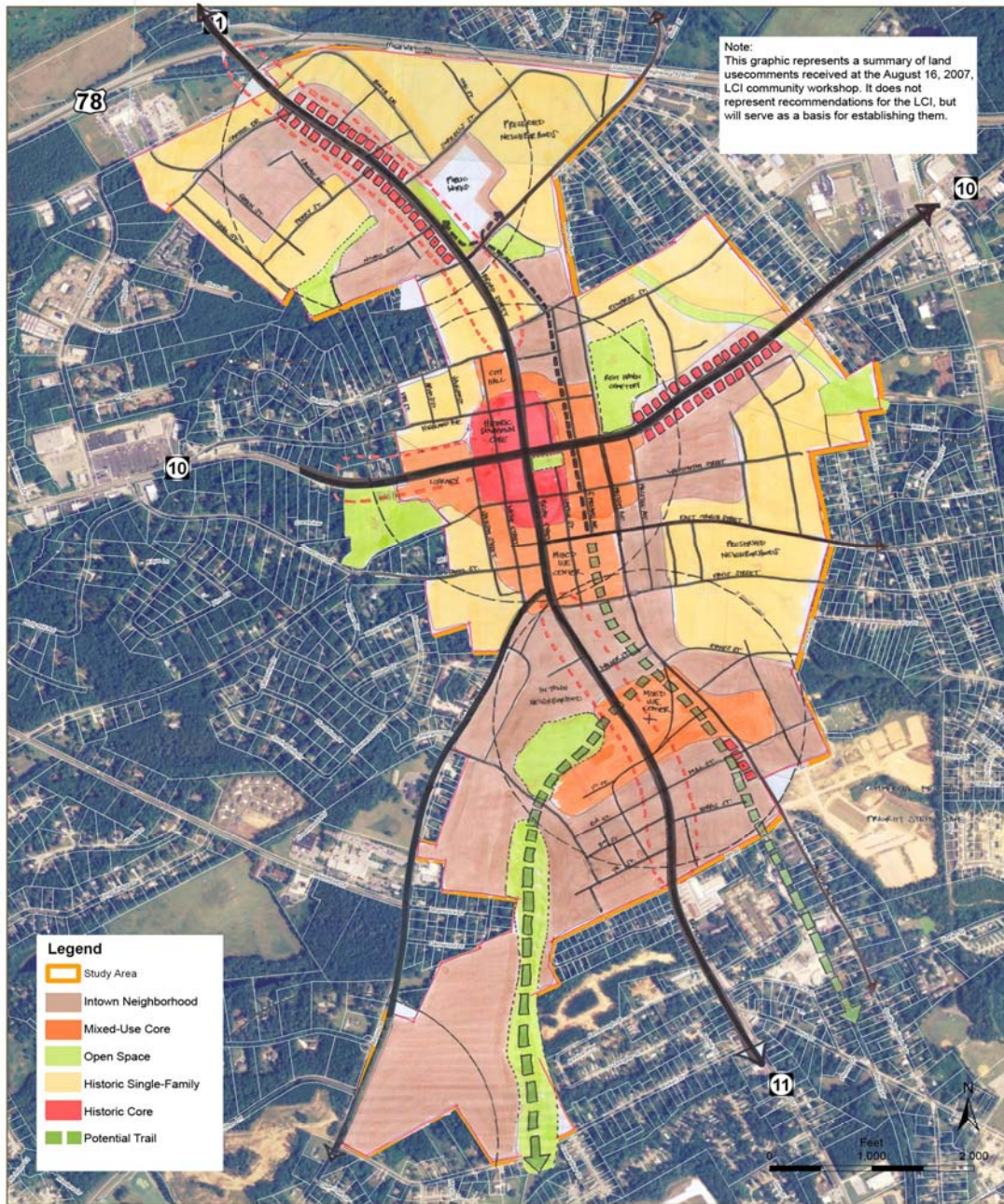
City of Monroe – Redevelopment Plan

Monroe, Georgia LCI Study Area: Transportation Projects

ID	Description	Type of Improvement	Engineering Year	Engineering Costs	ROW Year	ROW Costs	Construction Year	Construction Costs	Total Project Costs	Responsible Party	Funding Sources	Local Source & Match Amount
T-84a	Mokey Cr (1,106 ft)	Pedestrian	2021	\$16,620	n/a	\$0	2021	\$110,820	\$115,600	City	SPLOST, CDBG	SPLOST \$38,780
T-84c	Nelson St (532 ft)	Pedestrian	2021	\$7,695	n/a	\$0	2021	\$53,300	\$68,310	City	SPLOST, CDBG	SPLOST \$18,655
T-84d	Northview St (344 ft)	Pedestrian	2021	\$5,160	n/a	\$0	2021	\$34,400	\$39,560	City	SPLOST, CDBG	SPLOST \$12,040
T-84e	Public Alley (861 ft)	Pedestrian	2022	\$13,365	n/a	\$0	2022	\$8,100	\$102,465	City	SPLOST, CDBG	SPLOST \$31,165
T-84f	Public Alley, from E Washington St to dead end (368 ft)	Pedestrian	2022	\$5,370	n/a	\$0	2022	\$3,600	\$41,170	City	SPLOST, CDBG	SPLOST \$12,530
T-84h	Public Alley, from Walon St to Highland Ave (420 ft)	Pedestrian	2022	\$6,300	n/a	\$0	2022	\$42,000	\$48,300	City	SPLOST, CDBG	SPLOST \$14,700
T-7	Public alley upgrades between Broad and Wayne in downtown core)	Pedestrian	2013	\$13,500	n/a	\$0	2015	\$90,000	\$103,500	City	SPLOST, TAD, CDBG	SPLOST, TAD \$103,500
Streets												
T-10	Madison Avenue Upgrade	Vehicular/Pedestrian	2013	\$900,000	2014	\$400,000	2015	\$6,900,900	\$8,900,000	City	SPLOST, TAD	SPLOST, TAD \$8,900,000
T-11	Truck Route	Vehicular	2009	\$250,000	2010	\$300,000	2011	\$2,550,000	\$2,800,000	City	SPLOST	SPLOST \$2,800,000
T-12	Avonvale Connector	Vehicular/Pedestrian	2010	\$150,000	2010	n/a	2011	\$1,150,000	\$1,300,000	Private	City, Private	TAD \$230,000
T-13	Study of Broad Street/Alcoy Street and Broad Streets Street Intersections	Vehicular/Pedestrian	201	\$15,000	n/a	\$0	0	\$0	\$15,000	Private, City	City, Private	SPLOST, TAD \$15,000
Other Transportation Improvements												
T-20	Park-and-Ride lot at US 78 and US 11 (112 Oak Street, old school central offices)	Transit/Vehicular	2013	\$100,000	2014	\$800,000	2015	\$1,050,000	\$1,950,000	GRTA, GCOT	FIA, GRTA, GCOT	n/a \$0
T-21	Special Events Shuttle	Transit/Vehicular	n/a	\$0	n/a	\$0	Annually	\$0	\$15,000	Private, DDA	Private	DDA, Private \$15,000
T-22	Broad Street Signal Timing	Pedestrian/Roadway Operations	2010	\$75,000	n/a	\$0	2011	\$900,000	\$975,000	GCOT	Bond Fund, "Fast Forward" program	n/a \$0
T-23	Traffic Calming Devices	Roadway Operations	2010	\$4,500	n/a	\$0	2011	\$30,000	\$34,500	City	SPLOST	SPLOST \$34,500
T-24	Multi-Use Trails	Pedestrian/Bicycle	2011	\$375,000	n/a	\$0	2013	\$2,500,000	\$2,875,000	City, Private, PATH Organization	TE, SPLOST, TAD, Private	SPLOST, Private, TAD \$975,000
T-24a	Walton Mills to Avondale Mills	Pedestrian/Bicycle	2011	\$662,500	n/a	Access assessment	2013	\$1,750,000	\$2,012,500	City, Private, PATH Organization	TE, SPLOST, TAD, Private	SPLOST, Private, TAD \$612,500
T-24b	Railroad to reserve "rail with trail" (Walton Study Area only)	Pedestrian/Bicycle	2013	\$112,500	n/a	Private donation	2015	\$750,000	\$862,500	City, County, PATH Organization	TE, SPLOST, TAD, Private	SPLOST, Private, TAD \$262,500
T-25	Downtown Directional Signage (also project O-3)	Roadway Operations	2012	\$0	n/a	\$0	2013	\$75,000	\$75,000	City, DDA	SPLOST, TAD, Private	SPLOST, TAD, Private \$75,000
T-26	Bicycle Racks	Bicycle	n/a	\$0	n/a	\$0	2008	\$800	\$800	DDA, Private	DDA, Private	DDA, Private \$800
T-27	Replace Light Fixtures on Broad St	Pedestrian/Roadway Operations	2007	\$0	n/a	\$0	2008	\$40,000	\$40,000	DDA, City	DDA, City	City, DDA \$40,000
T-28	Parking Deck (250 Spaces)	Vehicular	2014	\$200,000	2015	\$0	2016	\$4,200,000	\$4,200,000	DDA, Private, City	TAD, SPLOST	City, DDA \$4,200,000
T-29	Monroe Directional Signs on US 78, I-20	Roadway Operations	2012	\$0	n/a	\$0	2013	\$100,000	\$100,000	DDA, Private, City	DDA, City	DDA, Private, City \$100,000
T-30	Share-the-road markings on Alcoy Street	Bicycle	2015	\$0	n/a	\$0	2017	\$40,000	\$40,000	City, Private, PATH Organization	TE, SPLOST, TAD, Private	SPLOST, Private, TAD \$40,000
T-31	Share-the-road markings on Midland Street	Bicycle	2011	\$0	n/a	\$0	2013	\$10,000	\$10,000	City, Private, PATH Organization	TE, SPLOST, TAD, Private	SPLOST, Private, TAD \$10,000

N/A: Not Applicable

Totals: \$1,600,000 \$32,691,200 \$37,772,510 \$20,409,690



WORKSHOP SUMMARY

Town Center LCI
The City of Monroe, Georgia



Tunnell-Spangler-Walsh & Associates
Keck & Wood, Inc.
Arnett Muldrow & Associates
July 2007

Chapter 4 Zoning and Land Use Changes Under the Plan

The Urban Redevelopment Act requires that the URA plan identify any changes in zoning or density and describe any exceptions to existing land use regulations that will be applicable within the Urban Redevelopment Area.

The entire city is due for an update of its old zoning code so zoning and development regulations citywide can be anticipated to change significantly in the next two years. Based on a recently completed Livable Community Initiative Plan adopted by the city last year, the community has embraced the vision of a pedestrian oriented “live/work/play environment, with a good portion of the City accommodating mixed-use development. According to the study, the new development regulations should return (at least in most of the LCI study area) to densities and to lot sizes more typical of Monroe’s historic City form. The study also recommends a special district category that would accommodate large-scale masterplans presented to the City by private sector partners and flexible standards for special projects proposed such as old mill sites.

The City will seek to implement a form-based code, that is, a code which allows property owners a great deal of flexibility in building uses but pays more attention to the appearance, quality and type of building materials, historic compatibility and environmental functionality of new infill development.

The City is currently oversupplied with residential multifamily units, as well as single family detached rental units some of which are vacant and deteriorating. It may be that zoning districts that currently permit multifamily apartment development may be altered under the new ordinance, or that apartments will need to meet higher quality standards and design requirements or be allowed only in the context of mixed use

City of Monroe – Redevelopment Plan

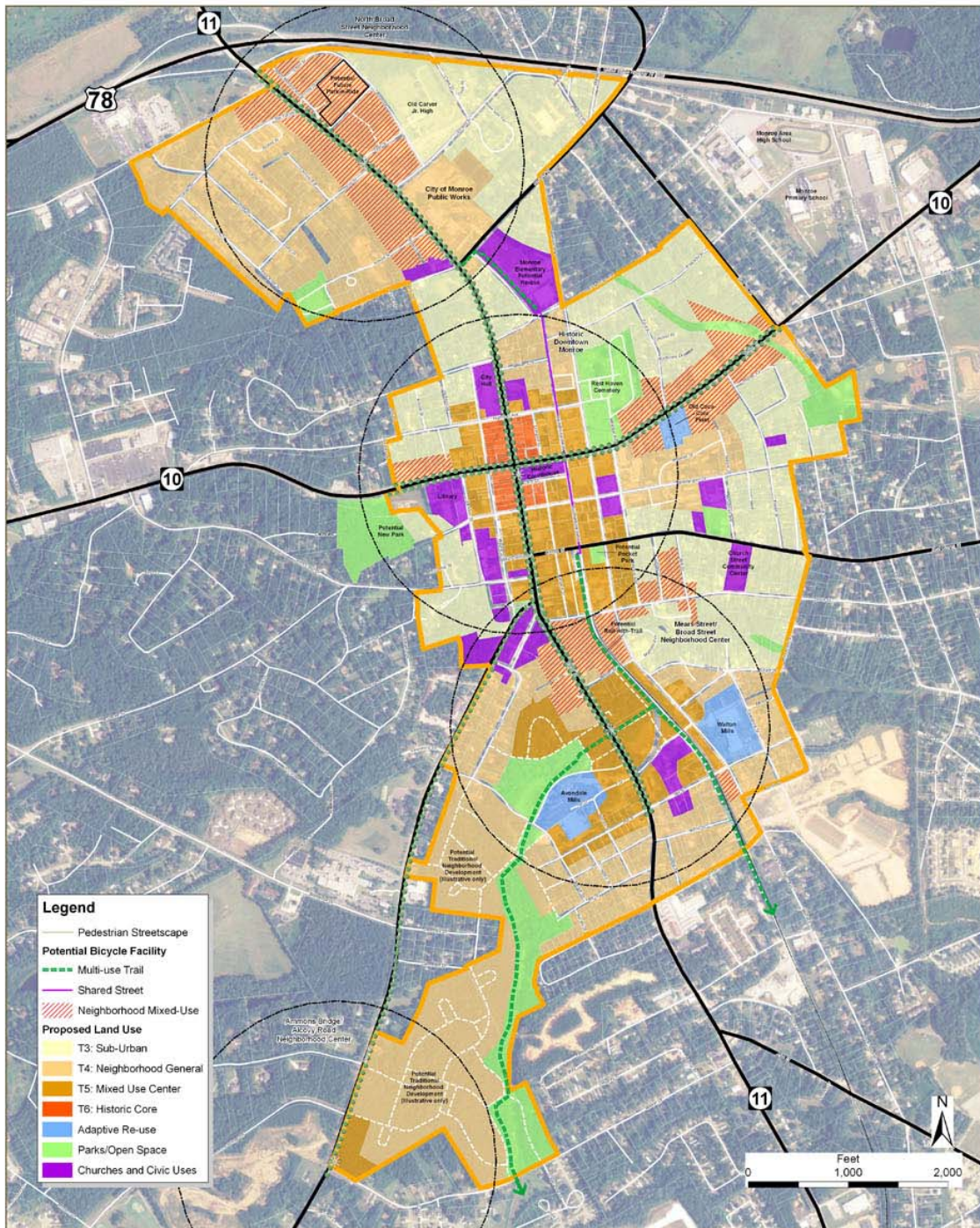
development projects. It is difficult to be more specific about new zoning changes until the revisions begin next year, but the map below, taken from the LCI Study provides some idea of the community's vision for the downtown core and major corridors.

The following **Land Use & Zoning Policies** drawn from the LCI Plan provide some specific detail about desired development patterns in the Redevelopment Area:

- Preserve the historic integrity of the downtown core, especially the blocks along Broad Street between Highland Avenue and Washington Street.
- Preserve, protect, and encourage the rehabilitation of historic buildings (those over 50 years old).
- Encourage sidewalk level retail in new buildings on: Broad Street (between Highland Avenue and Davis Street), Spring Street, and North Broad Street.
- Protect neighborhoods from commercial and multifamily intrusion.
- Encourage two-to-four story commercial, residential, and mixed-use buildings on vacant or under-utilized non-historic sites in area bounded by Highland Avenue, Midland Avenue, Davis Street, and Jackson Street.
- Support the development of two-to-three story commercial, residential, or mixed-use buildings on vacant or under-utilized non-historic sites on Spring Street east of Midland Avenue.
- Support the renovation of the Coca-Cola building on Spring Street into office, retail, or light industrial space, with potential mixed-use or residential buildings around it.
- Support existing efforts to enforce zoning and building codes.

Readers are referred to the full LCI Study for more specific zoning recommendations and detailed descriptions of proposed special projects.

City of Monroe – Redevelopment Plan



FRAMEWORK PLAN

Town Center LCI
The City of Monroe, Georgia

T S W
TEAM

Tunnell-Spangler-Walsh & Associates
Keck & Wood, Inc.
Arnett Muldrow & Associates
November 8, 2007

Chapter 5 Implementation Strategy

5.1 Designation of Redevelopment Powers

5.2

According to Section 36-44-4(a) of the Georgia Code of Laws, a city may designate itself as its respective redevelopment agency as an alternative to the creation of a redevelopment agency. As the designated redevelopment agency, the city may exercise any redevelopment authority outlined in the Code for the purpose of implementing the redevelopment plan.

The City of Monroe will serve as the redevelopment agency for the purposes of this Redevelopment Plan and will assume all powers and responsibilities outlined in State Code 36-44-5 including:

- Issuing Tax Allocation Bonds;
- Entering into any contracts, leases, mortgages, or other agreements determined to be necessary to implement the Redevelopment Plan;
- Acquiring, retaining, or disposing of property for redevelopment purposes as outlined in the Redevelopment Plan;
- Exercising any powers outlined in Chapter 61 of the Georgia Code of Laws entitled “Urban Redevelopment Law.”

Furthermore, acting as the redevelopment authority, the City of Monroe will be responsible for all levels of implementation including:

- The coordination with other public and private agencies of any activity necessary to meet the objectives of this Plan;

City of Monroe – Redevelopment Plan

- The management of projects outlined in this plan including facilitating (either directly or by securing consultant services) the

- planning, design, negotiations, pre–construction and construction of any project;
- Facilitating any activity associated with projects which may require zoning compliance, inspections or other municipal administrative services;
- Seeking other public and private sources of funding to implement the projects within the Plan.

While the City of Monroe will serve as its own redevelopment agency within the Redevelopment Area, it will rely on the assistance and expertise of the Downtown Development Authority (DDA). The City recognizes that the participation of the DDA and other local agencies is vital to the success of this Redevelopment Plan.

Planning and Support Services

Support services will be required as needed such as planning and design services, as well as engineering, environmental, legal and administrative services.

5.3 Determining Appropriate Implementation Tools

Implementation tools for the Urban Redevelopment Plan fall into several categories including Development Incentives, Outside Funding Sources, and Statutory Revitalization Tools. These tools are described in subsequent sections. As the City moves forward in implementing various aspects of the redevelopment plan, various combinations of these tools may be employed to achieve specific project goals.

5.4 Development Incentives

Land Assembly and Build to Suit RFPs

One of the biggest costs of the private developer is assembling a big enough parcel to make development cost effective. Some communities have taken on the role of acquiring land and selling it to the developer for

a reasonable profit. Another example of this technique is to assemble land and then put up for sale through a competitive RFP process with the land going to the developer with the best response to the city's Request for Proposal. The land may be sold at market rates or below appraised value, but the developer signs an agreement binding him to develop in the manner proposed including site amenities such as public greenspace, recreational facilities or space for public offices.

Tax Credits

Various kinds of state and national tax credits can be used to encourage developers to build consistent with an urban redevelopment plan. These include historic, elderly housing, affordably housing credits. Many of these credits can be layered for great profitability.

Subsidizing Site Preparation or Infrastructure Costs

Within the blighted and slum areas of the Redevelopment Area, various improvements will be made to the public infrastructure. Streetscape improvements would include paving roads, new or renovated sidewalks, street lighting, and landscaping. Other infrastructure projects will include water and sewer improvements and installation, storm drainage facilities, improved signage, and parking facilities. These improvements are often coupled with a specific redevelopment strategy proposed by the private sector allowing the local redevelopment agency the ability to provide only public infrastructure leaving the actual provision of new housing to the private sector. The public investment ends up being a "write down" to the cost of development.

Waiver of Fees and Building Requirements

The Urban Redevelopment Act allow cities to waive all sorts of building fees, impact fees, infrastructure hook up fees, and to make exceptions to their own development regulations to facilitate redevelopment projects. This can often save developers a great deal of money or make their profits higher.

Sale and Leaseback Arrangements

In cases where a local government needs more space for functional or administrative uses, it might agree to have the developer include buildings in their project and execute a long-term lease on the facility. This has the advantage of incorporating a civic component in mixed use projects, providing the developer with at least one stable long term anchor tenant and does not require financing a new facility with SPLOST funds or GO bonds.

5.5 Legislative and Statutory Tools

Enterprise Zones

In 1997, the General Assembly enacted the Enterprise Zone Employment Act, recognizing the need for revitalization in many areas of Georgia. The State Enterprise Zone program intends to improve geographic areas within cities and counties that are suffering from disinvestment, underdevelopment, and economic decline, encouraging private businesses to reinvest and rehabilitate these places.

The Enterprise Zone area must meet at least three of five criteria:

- Pervasive poverty established using the most current United States decennial census prepared by the U. S. Bureau of Census.
- Unemployment Rate (average for preceding yr.) at least 10% higher than State or significant job dislocation.
- Underdevelopment evidenced by lack of building permits, licenses, land disturbance permits, etc. lower than development activity within local body's jurisdiction.
- General distress and adverse conditions (population decline, health and safety issues etc.).
- General Blight evidenced by the inclusion of any portion of the nominated area in an urban redevelopment area.

City of Monroe – Redevelopment Plan

Incentives include Property tax exemption -- OCGA §36-88-3(1), abatement or reduction in occupation taxes, regulatory fees, building inspection fees, and other fees that would otherwise be imposed on qualifying business -- OCGA §36-88-9(a)

Opportunity Zones

In 2004, the General Assembly passed, and the Governor signed legislation (2004 session's HB 984) to create a program within the State's Job Tax Credit Program of "Opportunity Zone" job tax credits. In 2008, the General Assembly passed, and the Governor signed an amendment (HB 1273) that streamlined the program and expanded the areas and businesses eligible for the Zones and job tax credits. The Opportunity Zone Tax Credit Program authorizes DCA to designate as a "less developed area" an area within or adjacent to a census block group with 15% or greater poverty where an enterprise zone or urban redevelopment plan exists. Opportunity Zones are intended to encourage development, redevelopment and revitalization in areas that have higher levels of poverty and are underdeveloped or suffer from blight. By combining the revitalization tools of an Opportunity Zone, the Zone's employment incentives and the State's existing economic development program within these "pockets of poverty", some of the strongest incentive programs available can be created. Opportunity Zone Tax Credit Incentives:

- the maximum Job Tax Credit allowed under law – \$3,500 per job created
- the lowest job creation threshold of any job tax credit program – 2 jobs
- use of Job Tax Credits against 100 percent of income tax liability and Withholding
- expansion of the definition of "business enterprise" to include all businesses of any nature

Tax Allocation District (TAD)

A TAD is a special district created by a local government in which bonds are issued to support public improvements associated with new development. Said bonds are retired with taxes generated by new developments. A TAD is under consideration for the town center area and is strongly recommended for Monroe. The status of TADs is now in limbo after a state Supreme Court ruling that school taxes cannot be used for

economic development. This tool could be very useful if an upcoming constitutional amendment resolves the school tax issue.

Community Improvement District (CID)

A CID is a self-imposed, self-taxing district run by a non-profit organization. A CID is charged with raising funds from commercial properties for public improvements. Such initiatives are strongly encouraged by this study.

Land Banking Authorities

A 1990 Act of the General Assembly permits cities to enter into agreements with counties to establish local “land bank authorities.” These authorities are created to acquire tax delinquent properties and return them to tax-paying status. A land bank authority has the power to sell or lease the property. It can also manage, maintain, protect, repair, alter, and insure the property. A trade or exchange for other property is also authorized.

A city and the county in which it is located enter into an interlocal cooperation agreement in accordance with the Land Bank Authorities law. A four-member board is established. Two of these four are appointed by the mayor of the city; the other two are appointed by the county commission.

If a city or county obtains a judgment against a tax delinquent property for the unpaid taxes, the property becomes subject to a tax sale. If no person bids an amount equal to the total of taxes, interests, and costs owing on the property, then the authority receives an option to acquire it from the tax commissioner.

If the authority acquires the property, it may extinguish all city and county taxes, other than school district taxes, at the time it sells or otherwise disposes of the property. Purchasers who intend to build or rehabilitate low-income housing will receive primary consideration for tax forgiveness. The authority has full discretion in determining the sales

price of properties that it may acquire. A 12-month redemption period applies to tax-sale properties that the authority acquires. This means that the original owner has the option for 12 months from the date of the tax sale to buy the property back from the authority. The original owner must pay the amount paid at the tax sale plus 10% of that amount. An additional 10% and the payment of certain administrative costs may also apply. (See OCGA 48-4-42).

5.6 Outside Funding Sources

Community Development Block Grant Funds (CDBG)

CDBG funds are channeled from the US Department of Urban Development (HUD) to local communities for housing infrastructure community facilities primarily benefiting low to moderate-income citizens. In Georgia, the Georgia Department of Community Affairs administers the competitive CDBG funding. Having an Urban Redevelopment Plan in place allows a city to apply for a special Revitalization Area Strategy designation, which may provide bonus points on CDBG projects or allow the city to apply for funds more often than regular applicants.

Private Donations

Local matches could be obtained by soliciting area property owners, businesses, and residents. Private funds may also be used to fund specific “special interest” projects. For example, the PATH Foundation funds multi-use greenway trails, while the Trust for Public Land and the Blank Foundation sometimes fund park projects.

Surface Transportation Program (STP) funds

The STP provides flexible funding that may be used by localities for projects on any Federal-aid highway, including bridge projects on any public road; transit capital projects, and intercity and intercity bus terminals and facilities.

Transportation Enhancement (TE) funds

These funds from the federal government can be used to expand travel choice, strengthen the local economy, improve the quality of life, and protect the environment. Streetscape, pedestrian and bicycle facilities, and gateways are some of the projects that can qualify for TE funds.