

# City of Pembroke Comprehensive Plan Update



2018-2028

*City of Pembroke*  
"A Historic Railroad Town"



A Resolution of the Mayor and City Council  
of Pembroke, Georgia

**Whereas**, The City of Pembroke is subject to the State of Georgia Planning Act of 1989 which calls for a certified Comprehensive Plan in order to obtain and maintain the status of Qualified Local Government; and,

**Whereas**, The City of Pembroke is a member of the Coastal Regional Commission, an agency created to provide regional planning and intergovernmental coordination among certain county and city governments in the coastal area of Georgia; and,

**Whereas**, The City of Pembroke Comprehensive Plan 2018-2028 was prepared according to the Standards and Procedures for Local Comprehensive Planning established by the Georgia Planning Act of 1989 and was found compliant in meeting minimum standards by the Georgia Department of Community Affairs; and,

**Whereas**, The City of Pembroke recognizes the essential role of short and long term planning in the successful operation of any governmental jurisdiction;

***Now, Therefore, Be it Resolved***, the Mayor and Council of the City of Pembroke hereby adopts The City of Pembroke Comprehensive Plan 2018-2028.

***So Resolved***, the 21<sup>st</sup> Day of June, 2018

By: Judy B. Cook  
Judy B. Cook, Mayor

Attest: Sharroll Fanslau  
Sharroll Fanslau, City Clerk

Steering Committee:

Mayor Judy B. Cook

Mayor Pro-tem Johnnie Miller

Councilwoman Diane H. Moore

Councilwoman Karen C. Lynn

Councilwoman Tiffany M. Walraven

Councilman Ernest Hamilton

City Clerk Sharroll Fanslau

City Planner Dain Reams

Public Safety Director William Collins

Public Projects Manager Richard E. McCoy

Code Enforcement Officer Kelly Price

City Administrator Paul A. Floyd

Stakeholder Groups:

Pembroke Planning and Zoning

Pembroke Downtown Development Authority

Pembroke GICH Team

Media Outreach:

Mr. Jeff Whitten, Bryan County News

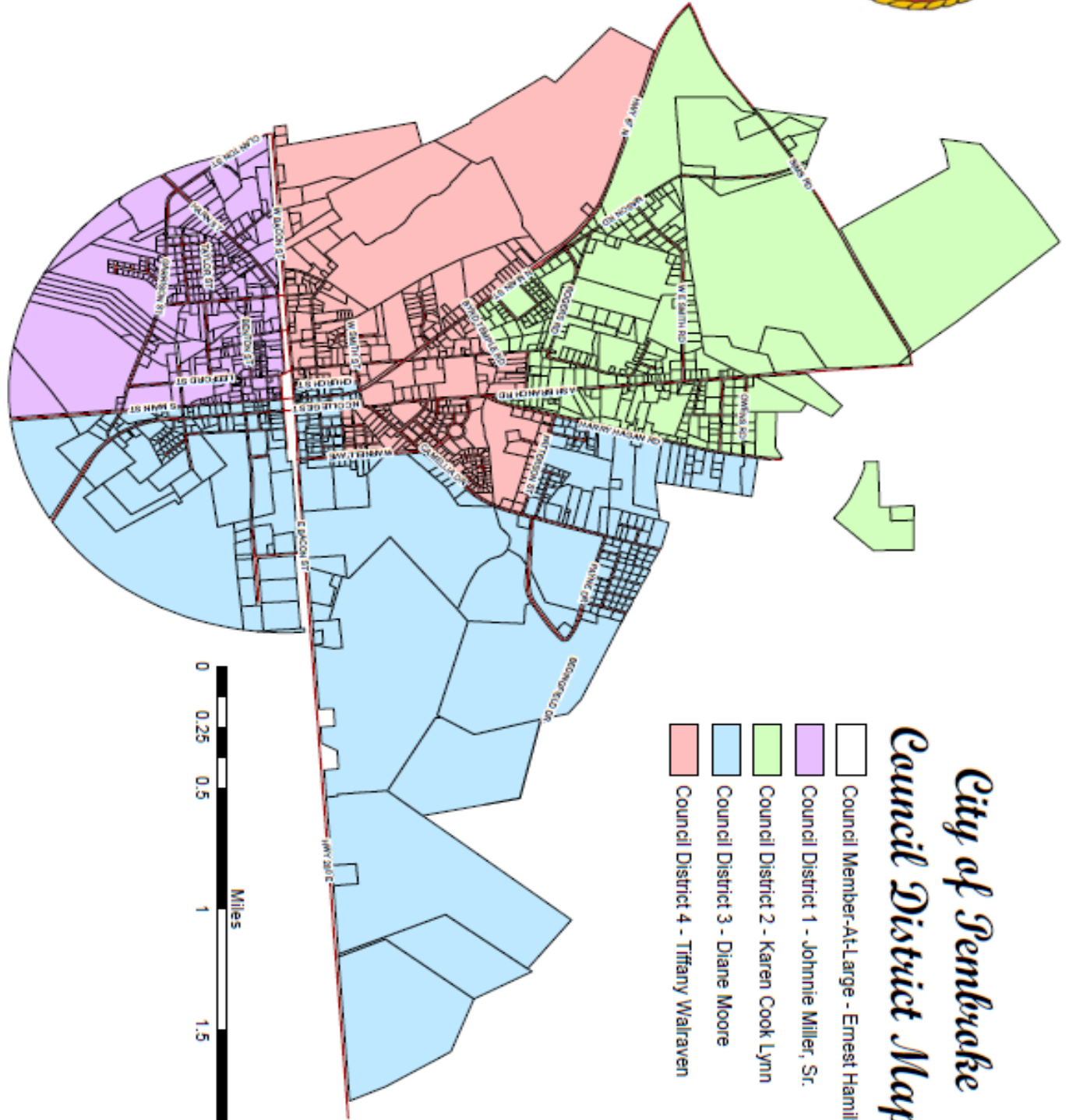
Ms. Diane Thomson, Bryan County Now, Savannah Morning News

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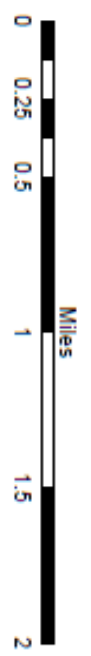
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# City of Pembroke Council District Map

- Council Member-At-Large - Ernest Hamilton
- Council District 1 - Johnnie Miller, Sr.
- Council District 2 - Karen Cook Lynn
- Council District 3 - Diane Moore
- Council District 4 - Tiffany Walraven



April 5, 2018

*To Whom it may Concern:*

*The City of Pembroke would like to submit this Comprehensive Plan for the years 2018-2028. This document meets and exceeds the requirements set forth by the Georgia Department of Community Affairs to maintain the City's Qualified Local Government Status. While we realize the relative futility of planning for every contingency in our uncertain future, it will be the goal of the steering committee made up of elected officials, city staff, board members and community stakeholders to implement this plan to the best of our ability and allow it to guide our decision making as we work together for a better future for the City of Pembroke. It is our hope and ambition that this plan will not gather dust on a shelf in the years to come but be treated to its intended purpose as a living document that grows, expands and evolves with our City. We hope that the reviewers at Coastal Regional Commission and the Georgia Dept. of Community Affairs enjoy reading and reviewing it as much as we enjoyed collaborating and writing it together. We look forward to your feedback.*

*With Eyes, Minds, Hearts and Hands to the Future,*

*Judy B. Cook, Mayor, City of Pembroke*

*Paul Alexander Floyd, Administrator, City of Pembroke*



*Vision Statement:*

*The City of Pembroke is a civic-minded, family oriented, rural community that is proud of its cultural significance, historical downtown, welcoming hospitality and commitment to maintaining the quality of life for future generations.*

*Our goals are to maintain the small town atmosphere while planning for growth and a diverse population through the provision of economic development opportunities and quality education; where sense of community is enhanced through responsible governance, leadership and preservation ethics.*

*Our priorities include: encouraging livability and diversity of housing options for all residents; promoting Pembroke's vitality and uniqueness of place; maintaining a sense of public safety and security; balancing the need for economic growth, environmental protection and quality government services.*

# Why Comprehensive Planning?

The Georgia Department of Community Affairs establishes standards and procedures of long term planning to help communities capitalize on their strengths, address their weaknesses, identify their opportunities and minimize their threats. These standards and procedures reflect the state's promotion of healthy, vibrant and economically diverse communities. This comprehensive plan and its accompanying data and documents will act as a living guide in helping the elected officials, the community leaders and staff of the City of Pembroke achieve the goals set forth in its Vision Statement.

The following document, although drawing data from the larger area and realizing that no community is an island unto itself, shall apply to the incorporated area of the City of Pembroke and any areas that may be annexed into the City of Pembroke during the time this document is in effect. This document will include the following elements:

1. Community Assessment drawn from the input of Stakeholders
2. Foundational Data related to:
  - A) Transportation
  - B) Housing
  - C) Land Use based on Character Areas
  - D) Economic Development
  - E) Community Resilience and Emergency Preparedness
3. Community Vision and Goals
4. Community Short Term Work Program
5. Community Long Term Work Program
6. Community Summary of Accomplishments under the 2008 plan

The City of Pembroke and Downtown Development Authority engaged the public as thoroughly as possible through two public input sessions that were publicized through paper flyers, newspaper advertisements, editorials, our city newsletter and social media outlets. In addition, to gather additional input, a month-long public input survey on community strengths and weaknesses and desired development strategies was conducted on the Downtown Development Authority's Facebook page which at the time of this writing has over 1,600 followers. The survey alone was taken by almost 4% of the population. These responses help shape community goals and spur initiatives reflected in the Community Work Programs.

# Community Assessment: Population

## **Population:**

Pembroke, along with the rest of north Bryan County, has experienced an encouraging degree of growth in the past few decades and is expected to have nearly 3,000 citizens by the time this plan is fully implemented. The city stood at 1,400 residents at the time of the 1980 Census. It annexed in a large amount of land in the early 1990's creating a 58.3% increase in population between the 1990 census (1,503) and 2000 census (2,379). Like most of rural and small town Georgia there was a shift in response to the economic recession of the mid to late 2000's resulting in a nearly 8% decrease in population by 2010 (2,196). The population has begun to rebound as the economy improves and affordable housing options in the city are expanded leading to a 13.1% increase by 2016 (2,484).

By comparison Bryan County's population, largely concentrated in the City of Richmond Hill and surrounding area, stands at an estimated 36,662 with an over 20% increase since 2010 and a 260% increase since 1980. The state of Georgia as a whole has seen a population increase of 8% between 2010 and 2016 reflecting nearly 1/12th of the 91% rise between 1980 and 2017 largely concentrated in metro- Atlanta

Government data sources for-see the growth in Bryan County continuing to rise past 80,000 by 2050 again mostly concentrated in the south Bryan-Richmond Hill-Interstate 95 corridor. These models show coastal areas and cities growing faster than other parts of the state. While it is difficult at times to consider Pembroke a 'coastal city', its proximity to Savannah and its significance as the seat of a coastal county identifies it as such.

## **Snapshot:**

The population of Pembroke is fairly evenly split between Males (47%) and Females (53%).

The population is roughly 61% White-Caucasian, 32% Black-African American, 3.5% Hispanic, 2.5% Two or more races and less than 1% Native American, Asian, etc.

Of the population 25 years and over in Pembroke, educational attainment is as follows:

High school or higher: 87.5%

Bachelor's degree or higher: 15.7%

Graduate or professional degree: 4.9%

Of the population 15 years and over in Pembroke, marital status is as follows:

Never married: 37.9%

Now married: 41.2%

Separated: 1.2%

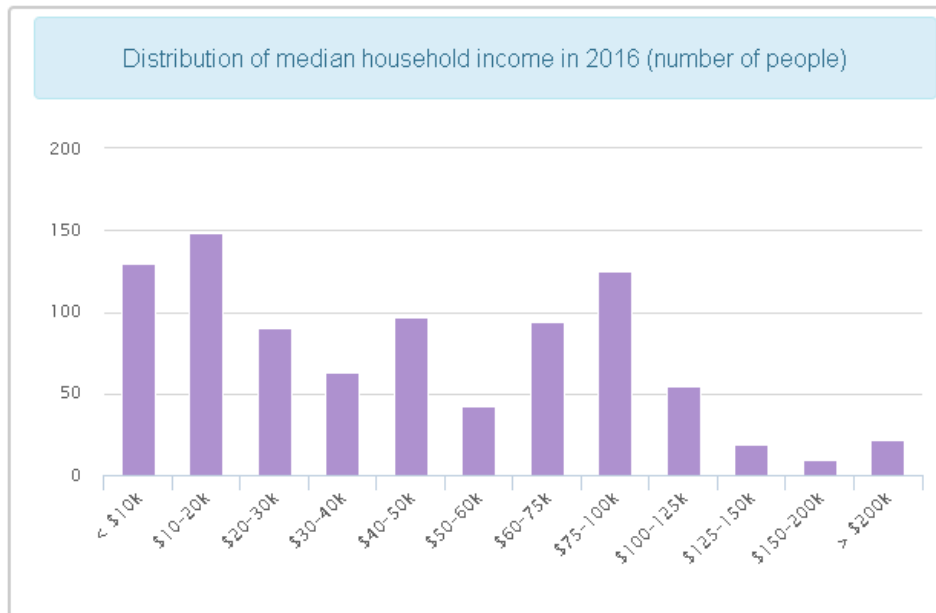
Widowed: 6.0%

Divorced: 13.7%

# Community Assessment: Workforce

## Income:

In 2016, the average median household income was estimated just over \$36,000 with an estimated per capita income of \$19,500. This is a large increase over the 2000 household estimate of \$28,500 and per capita estimate of \$13,800. An income distribution map shows a large segment of the population below \$20,000 per year, a fairly even spread up to \$100,000 and a steep drop in the number of 6 figure incomes. Other figures such as employment, average estimated home value, personal property value, etc. are reflective of this distribution.



## Employment, Commute Patterns and Job Mobility:

The unemployment rate in the City of Pembroke is estimated at just over 8%; lower than the Georgia average of 10.5%.

The average commute time for a member of the Pembroke labor force is 29.7 minutes.

Combined these numbers show the crucial role that a citizen's access to reliable transportation plays in their ability to earn.

In 2017, the Bryan County Industrial Development Authority conducted a workforce assessment. It showed that an estimated 4,988 workers stay in Bryan County for employment, 2,826 workers *drive in* to Bryan County for employment and 11,871 residents out-commute to a job outside Bryan County. Of these, 70% go to Chatham County, 24% go to Liberty County-Fort Stewart, 2% go to Effingham County, 2% go to Bulloch County, 1% go to Beaufort County, South Carolina and 1% go elsewhere. Pembroke's proximity to the Bryan County Industrial Park at Black Creek, Statesboro, Hinesville, Fort Stewart, West Chatham, Claxton and Metter within that 30 minute drive sphere makes it a prime residential location for those who are willing to drive a little further to work in exchange for a rural-suburban lifestyle and the small commercial industries that serve them.

## **Employment, Commute Patterns and Job Mobility continued:**

While the City of Pembroke's close proximity to the Port of Savannah, Fort Stewart Military Reservation, Georgia Southern University and other large employers is a blessing, it also presents a struggle. The struggle for creating jobs in closer proximity to the City of Pembroke will not be the simple creation of jobs but the creation of superior jobs for those desiring higher or at least lateral pay and potential for job mobility. For example: If we have 25 skilled residents commuting roughly 45 minutes to Colonial Oil where they make between \$17 and \$30 per hour and we want them to stay local, it will not benefit us to attract a chicken-processing plant that hires 50 unskilled people but has an average wage of \$9 per hour. The residents will not be moving upwards in their careers even after calculating the cost of their commute. This is not a new phenomenon. Thirty to fifty years ago, there were plenty of jobs in the local pulpwood industry and still residents commuted nearly 1 hour to Union Camp Papermills and Dixie Crystal Sugar in Savannah for the higher paying jobs with chances at job mobility.

# Consideration of the Regional Water Plan

Due to the City of Pembroke's location in the 'Yellow Zone', local officials, planners and developers must abide by the Coastal Regional Water Plan adopted in 2011 when adopting local implementation practices and development regulations. The six goals of the Coastal Regional Water Plan are as follows:

1. Manage and Develop high quality water resources to sustainably and reliably meet domestic, commercial, industrial and agricultural water needs.
2. Identify fiscally responsible and implementable opportunities to maximize existing and future supplies including promoting water conservation and re-use.
3. Optimize existing water and wastewater infrastructure, including identifying opportunities to implement regional water and wastewater facilities.
4. Protect and maintain regional recreation, ecosystems and cultural and historic resources that are water dependent to enhance the quality of life of our current and future citizens and help support tourism and commercial activities.
5. Identify and utilize best available science and data and apply principles of various scientific disciplines when making water resource management decisions.
6. Identify opportunities to manage storm water to improve water quantity and quality while providing for wise land management, wetland protection and wildlife sustainability.

The City of Pembroke while dealing with a scarcity of buildable land must still work to identify and protect strategic wetlands, floodplains and watersheds as storm-water collection points, aquifer recharge areas, natural habitats for protected plants and animals, recreational opportunities or a combination of two or more of these. Because of restrictions placed on the yellow zone, Pembroke is constructing a large capacity residential well in Bulloch County which is described in the Projects portion of this plan.

# Consideration of Cultural, Architectural and Historic Resources

One of the great assets that puts Pembroke ahead of its fellow cities is the preserved but functional condition of its historic downtown. Most of the buildings in the downtown core pre-date 1945 and still serve as small businesses, service industries and public functions just as they did over 100 years ago. Some outstanding examples are the M.E. Carter block (1890), the Julius Morgan block (1910), the Sims Plant Company (1930) the Tos Theatre (1937) and the original Pembroke Police Station (1940). Like many Georgia cities of the 1890's, Pembroke's business corridor developed parallel to the railroad tracks (east to west) and residential areas radiated down perpendicular streets (north to south). The most architecturally significant of these are North and South College Streets, Strickland Street, Church Street and South Poplar Streets. Public gathering spaces such as First Baptist of Pembroke (1926), and the Masonic Lodge (1900) became interspersed in these areas. Some entities are on their second building such as the Pembroke Christian Church (founded in 1905, present building 1945) and some like Mount Moriah Church have been heavily modified several times over the years (core building 1890, remodeled extensively in the 1930's and again in the 1950's). Another small but intact historic 'neighborhood within a neighborhood' exists in the blocks surrounding the Bryan County Courthouse (1937). This includes the Smith-Waters house (1890), the Tindol Hotel (1915), the Louis Jackson house (1930) and the unique Old City Jail. The brick exterior was built in 1912 but an 1880 steel jail was disassembled at the old county seat in Clyde and reassembled inside the jail in 1935.

Citizens who participated both in public hearings and the online survey overwhelmingly support the preservation and utilization of our historic downtown structures and integrity of our historic neighborhoods. The downtown area is listed on the National Register of Historic Places with many 'contributing structures' and there are design guidelines in place to protect the buildings. The City and Downtown Development Authority try to schedule as many events and functions downtown as time, staffing and resources allow in order to expose downtown merchants to a larger audience. The DDA has also highlighted historic buildings, businesses and neighborhoods on their social media outlets to help 'tell our story' to younger tech-savvy generations. Efforts are being made to expand this recognition of history 'beyond the bricks'. There is currently a plan to promote, beautify and recognize Northside Cemetery (1943) as a historic area as it reaches its 75th year of use. Six of our larger Live Oak trees have been placed on the Landmark and Historic Tree Register by the Georgia Urban Forest Council.

As these historic buildings, neighborhoods, areas and trees continue to age, the City of Pembroke's planners, decision-makers, potential developers, congregations, etc. will have to take extra (and many times expensive) measures to ensure that our cultural, architectural and historic resources continue to be a source of civic pride, an economic driver and a desirable place to live, work and socialize.

# Community Input Methodology

The City of Pembroke shares the Dept. of Community Affairs vision that comprehensive planning should be rooted in the input of the community and intra/intergovernmental coordination. For this reason, two public hearings were held to foster conversation with community stakeholders. These hearings were well publicized and attended (Appendix 1). The first was held February 22nd at the J. Dixie Harn Community Center 91 Lanier Street. The second was held March 12th at Pembroke City Hall 160 N Main Street following a regularly scheduled City Council meeting two weeks later. They were open table discussions based largely on the results of our survey. Interestingly, the sessions enjoyed a large amount of participation by unincorporated citizens who nevertheless saw themselves as stakeholders in Pembroke through employment, property owners or just users of our parks.

Mayor Cook and the City Administrator participate in a number of strategic planning meetings with Bryan County, the Bryan County Development Authority and the City of Richmond Hill. These meetings are designed to keep each other informed on ongoing and upcoming projects where cooperation and coordination by one entity may benefit another. In consideration of the large role that Bryan County Schools plays in our city, the Mayor and Administrator sit on the Bryan County Board of Education's Superintendent Advisory Council which meets monthly and updates stakeholders on the progress of school projects. Finally, the City Administrator (who sits on the Bryan County Planning and Zoning Board) has been an active participant in the formation of the 2018 Bryan County Comprehensive Plan. All these elements will result in a well-rounded, cohesive plan that includes as much relevant information as possible.

These meetings and hearings have been interspersed by a series of formal and informal meetings with City of Pembroke department heads, Mayor Cook and city engineer Mr. Matthew Barrow. These meetings were conducted in the conference room at Pembroke City Hall and occasionally in the field to look at specific infrastructure. During these meetings, the previous Comprehensive Plan was reviewed and accomplishments noted. Any goals in the 2008 plan which had not yet been accomplished were considered to find out why they were not completed and is it still a feasible goal for us. Our primary objective was to avoid promising anything to the public in the form of a hearing or written plan that could not be realistically achieved during the course of the plan.

# Needs and Opportunities

## **Needs:**

Just as the heart of Pembroke rests in its citizens, the heart of the Comprehensive Planning process should rest in the community input, goals and aspirations. In receiving and analyzing this feedback on the city's progress, it is helpful to refer to Maslow's Pyramid (or Hierarchy) of Needs.

At the base of Maslow's pyramid is **Physiological Needs**: air, food, water, etc. These are things so basic to human existence, they are taken for granted and rarely brought up in these conversations even though the City does meet many of these needs through maintaining its water system and zoning that restricts any industry that would excessively pollute the air to industrial areas. The City even goes beyond its duty to provide these needs for many of its citizens through coordination with United Way, Second Harvest, Bryan County Family Connection and other charitable entities that provide food to many disadvantaged citizens.

The next step up the pyramid is **Safety Needs**. This goes beyond security of person and property to the security of employment and shelter. The City of Pembroke has and will always provide for the security and protection of persons and property through emergency services and law enforcement. The other part of this step can be more complicated. Security in employment, as referred to in a previous section, remains a challenge for many of our citizens. The City of Pembroke must continue to work closely with local employers through the Downtown Development Authority and North Bryan Chamber of Commerce, larger employers through the Bryan County Industrial Development Authority and the Bryan County Board of Education to ensure that our citizens graduate high school with desirable skillsets for potential employment. This issue and the cities response is discussed more thoroughly in the Economic Development element of this plan. As to security in shelter, the City of Pembroke must look to its Code Enforcement Division. Rental Property constitutes nearly 40% of our single unit housing stock and some units are in poor to dangerous condition. These sub-standard units are more often than not occupied by the elements of our population most vulnerable to poverty, homelessness, domestic violence and drug related issues. This issue and the cities response is discussed more thoroughly in the Housing element of this plan.

The next level of Maslow's pyramid is **Love Needs**: friendship, family, relationships, etc. This is an issue that the Steering Committee believes sets Pembroke apart. The City of Pembroke is and always has been a family oriented community with great civic pride in its ties of kinship and common lineage. As with all Southerners, our other great tie that binds is food. Any of our restaurants or church social events is a great opportunity to observe this need being fulfilled at some level. The City's role in fulfilling this need rests in creating and fostering a positive and safe environment in our downtown, our pedestrian routes (especially school pedestrians) and our park areas. In today's world, the ability to walk through a downtown, walk to school or play on a playground in safety cannot be taken for granted. If people can continue to meet and greet in safety in these areas and conduct the commerce of friendship as well as business, the City will thrive. Events are also a key component of this environment. In the age of online shopping and home entertainment, citizens do not bring themselves downtown as they did in the past. The City and Downtown Development Authority must continue the work of bringing people together through events and promotions.



# Needs and Opportunities

## **Needs:**

The next need in Maslow’s pyramid is the **Need for Esteem:** Human beings as social creatures have an innate need to earn and retain the respect of others. This respect can stem from achievement, service, natural charisma or giving respect to others. The City of Pembroke strives to address this need through its youth initiatives. Many of our survey participants identified the need for youth programming and post-school/summer activities. Participation in city sponsored youth activities such as the “JP’s” Junior Police Academy, “SADD” Students Against Destructive Decisions and “HYPE” Helping Youth People Excel helps youth gain the self –esteem that comes with productive socialization and working together toward common goals. The City must continue to support whenever possible other youth oriented organizations like the Bryan County 4-H Club and local Boy Scouts. The youth that grow up with skills learned in these organizations that translate into esteem from self and peers are proven to become productive adults and involved citizens.

This planning session and this desire expressed by the community and the school system is a good time for the city to address the public service crisis facing our country. Young people are not attracted to public service like they have been in the past and alarming numbers of public servants will retire in the timeframe of this plan. The City should promote a Junior City Council to familiarize students with the role of government and the difference they can make as potential leaders. Students feel a great amount of esteem when they help make decisions and present decisions to a governing body.

Finally the pinnacle of Maslow’s pyramid is the **Need for Self-Actualization:** Creativity, Morality, Problem-solving and Involvement. This fulfillment of this need occurs when all others are met and the citizen, unburdened by the threat of other needs is free to fulfill their own destiny. This is the goal we strive to achieve as a city and as a society. The City must take initiative to attract small business owners, leaders of civic and non-profit organizations and others who seek to achieve this level of sufficiency. Pembroke has a rich community of achievers that need to be recognized and given responsibility relative to their talents as an example to all of us.

## **Opportunities:**

As stated in the Employment section of the Community Assessment, Pembroke is a centrally located community with access to a multitude of employment centers, markets and regional partners. Pembroke is also one of a ever-shrinking handful of cities within a 50 mile radius of Savannah that has a population under 5,000. One has to only consider the case of Pooler to realize the outstanding potential for accelerated growth that must be prepared for. In the interest of organization, the opportunities identified are listed in Quality Community Objectives following this portion.

1. Development Patterns
2. Housing
3. Resource Conservation
4. Economic Development
5. Intergovernmental Relations
6. Youth Activities and Recreation

# Quality Community Objectives

## Development Patterns

### Vision:

To promote quality growth, affordability, and sense of place throughout the City of Pembroke while continuing to provide effective and efficient service delivery to all residents.

### Objectives:

Mix of Neighborhoods  
 Infill Development  
 “Highest and Best Use”  
 Regional Identity  
 Connectivity  
 Alternative Transportation Options

### Location:

Current Incorporated Area  
 Any area incorporated during the tenure of this plan

### Needs and Opportunities

1. Availability of existing infrastructure and/or costs of new infrastructure is not often considered in proposed development
2. There is a lack of employers that offer workers a wage sufficient to purchase and maintain our current housing stock
3. The City must have a more detailed Land Use Plan to promote orderly development and avoid ‘spot rezoning’
4. The City should promote its centralized location as a regional center, a county seat, and a confluence of rail and three state routes
5. There is a lack of infrastructure and connectivity based on alternative transportation such as bikes, pedestrians, etc.

### Policies

1. Encourage proposed development in areas adequately served by infrastructure
2. Encourage a mix of businesses and industrial uses that support job creation with higher than area average wage.
2. Encourage developers to consider smaller, more affordable housing options that target area workers at area average wage.
3. Expand Land Use Plan based on GIS data as it becomes available
3. Avoid ‘Spot Rezoning’ and inconsistent zoning rulings whenever possible
4. Encourage development that capitalizes on Pembroke’s regional connectivity as a highest and best use especially in Industrial Areas (see Character Areas)
5. The City should continue to expand its sidewalk/bike lane/greenway infrastructure in order to better connect neighborhoods to downtown, parks, natural areas and community gathering places

### Implementation

1. Make GIS data readily available to potential developers and Planning and Zoning to make informed decisions about infrastructure costs and impact
2. Work with Bryan County Industrial Development Authority to create and update market studies, workforce composition, commuting patterns, etc.
2. Consider higher density housing options to lower construction and infrastructure costs that are passed to the consumer.
3. Effectively manage growth through coordination and communication between staff, Planning and Zoning and City Council
4. Consider, prioritize and pursue transportation infrastructure projects that enforce Pembroke’s reputation as a regional hub
5. Encourage developers to create walkable neighborhoods and connect them to city sidewalks and bike lanes when possible
5. Continue to monitor sidewalks, crosswalks and streetlights to ensure a safe and comfortable walking experience
5. Invest in strategically placed benches, ramps, bridges, etc to ensure a safe and comfortable walking experience for seniors, strollers, wheelchairs, etc.

# Quality Community Objectives

## Housing

### Vision:

To promote developments of quality housing, encourage rehabilitation of substandard housing and facilitate demolition of derelict and potentially dangerous housing throughout the City in order to provide a higher standard of living and maintain stable property values for its citizens

### Objectives:

Quality Developments  
Rehabilitation  
Code Enforcement  
Standard of Living

### Location:

Current Incorporated Area  
Any area incorporated during the tenure of this plan

### Needs and Opportunities

1. There exists within the City a lack of quality housing stock to meet the need of a growing population
2. There exists within the City a large portion of substandard housing much of which is owned by elderly, disabled, handicapped and socio-economically disadvantaged persons
3. There exists within the City a large portion of substandard housing owned and managed by absentee landlords and landlords who intentionally or unintentionally fail to maintain an acceptable standard of living for their tenants
4. There exists within the City a large number of substandard manufactured homes and mobile homes, some with no clear owner or title
5. There exists within the City a large number of derelict, decaying and potentially dangerous structures classified as 'Heirs Property' with no clear owner or title

### Policies

1. Foster relationships with realtors and developers with proven records of quality to market the Pembroke area as a build-ready, development-friendly community
2. Work to identify housing that poses a threat to the health and safety of the resident and surrounding residents
2. Monitor the community to constantly assess the need for special housing
3. Monitor the community to constantly assess the presence of substandard rental property and take subsequent action through code enforcement and municipal courts against owners
4. Create guidelines and standards for manufactured and mobile home entry into the City
4. Create guidelines and standards for manufactured and mobile home parks that exist within the City or may exist in the future
5. Adopt and enforce local, state and federal regulations and guidelines regarding code enforcement against heir property
5. Support efforts by public and non-profit groups working to prevent and rectify heirs property issues

### Implementation

1. Create and continuously update a housing inventory and actively utilize the Pembroke Housing social media page to help potential buyers find quality homes in Pembroke
2. Pursue grants and alternative funding for rehabilitation of substandard owner-occupied houses
2. Pursue opportunities for special housing such as senior care centers, veterans housing and housing for disabled persons
3. Continue to allocate funds for code enforcement staff and equipment and municipal court expenses
4. Continue to utilize the most current state and national codes and guidelines concerning mobile home requirements
4. Monitor areas zoned for mobile home parks for compliance with building code standards and code enforcement standards before additional homes are added
5. Continue to utilize the most current local, state and federal regulations and guidelines regarding code enforcement against heir property
5. Coordinate with the Georgia Heirs Property Law Center to provide workshops to citizens to prevent and rectify heirs property issues

# Quality Community Objectives

## Resource Conservation

### Vision:

To preserve, protect and promote the City's natural, historic and cultural resources with special consideration given to 'Sense of Place'

### Objectives:

Heritage-Historic Preservation  
 'Open Space' Rural Preservation  
 Environmental Preservation  
 Enhanced Use of City Park System

### Location:

Current Incorporated Area  
 Any area incorporated during the tenure of this plan

### Needs and Opportunities

1. The City must continue to consider the impact of Fort Stewart
2. The City should protect neighborhoods and business districts that convey our Sense of Place as a historic railroad town
3. The City should protect its natural resources and recognize its surrounding timber lands, agricultural areas, wetlands, floodplains and habitats that convey our Sense of Place as part of the Pine Barrens-Coastal Plain
4. A sudden on-set of unplanned development could cause the City to lose its remaining agricultural lands and pastures that convey our Sense of Place as a rural 'open space' area
5. Citizens are unaware of the essential role of floodplains and wetlands as a storm water collector, watershed filter and sources of aquifer recharge

### Policies

1. Promote awareness and consideration of 'buffer zones' adjacent to Fort Stewart and their Joint Land Use Plan
2. The Downtown Development Authority will continue to work with Planning and Zoning to implement and enforce historic design guidelines and preserve the integrity of historic neighborhoods
3. Planning and Zoning will continue to keep landowners informed on our tree ordinance, protected wetlands and up-to-date floodplain designations
3. The Downtown Development Authority will work with Georgia Forestry to continue to recognize and designate historic trees within the city
4. The City will maintain open dialogues with owners of agricultural lands and pastures to control and anticipate development that would fill large tracts of 'open space' within and contiguous to the City
5. Support awareness and education of watershed issues

### Implementation

1. Consider the Army Compatible Use Buffer as growth continues south of the City
2. The DDA and PnZ will continue to keep its guidelines concurrent with state and national guidelines for historic preservation
3. Planning and Zoning will keep our GIS data concurrent with state and federal designated wetlands and floodplains
3. Planning and Zoning will work with potential developers to enforce the tree ordinance
3. The DDA will continue to annually recertify Pembroke as a 'Tree City USA', Georgia Urban Forest Council, Keep America Beautiful, etc.
4. Planning and Zoning will consider the effects of large developments and building density on tracts of 'open space'
5. Support efforts of regional agency partners DNR, NRCS, UGA Extension/4-H, GSWCC, Riverkeepers, etc to inform the population on watershed issues

# Quality Community Objectives

## Resource Conservation cont'd

### Vision:

To preserve, protect and promote the City's natural, historic and cultural resources with special consideration given to 'Sense of Place'

### Objectives:

Heritage-Historic Preservation  
'Open Space' Rural Preservation  
Environmental Preservation  
Enhanced Use of City Park System

### Location:

Current Incorporated Area  
Any area incorporated during the tenure of this plan

### Needs and Opportunities

6. The City's park system is underutilized as a resource for pedestrian-connectivity, a conservation-education tool, a source of active recreation and an asset to surrounding property values

### Policies

6. Continue to allocate and seek additional funds and resources for parks and recreation and connecting sidewalks, paths and greenways  
6. Continue to seek community input on the most desired use of recreational resources

### Implementation

6. Explore opportunities to enhance our City park system through improved connectivity, signs and materials highlighting native plants and animal habitat, the role of storm water collection, expanded passive and active recreational opportunities and communication with surrounding property owners  
6. Continue to make parks a priority of regular police patrols to ensure a safe environment for park users and protection of City investment

# Quality Community Objectives

## Economic Development

### Vision:

To enhance the quality of life for all Pembroke residents and visitors by improving economic opportunity and sense of community

### Objectives:

Commercial Growth Preparedness  
Business Recruitment  
Promote Business Education  
Retain Existing Businesses  
Employment Options  
Cultural Resources and Opportunities  
Utilization of DCA designations applicable to Pembroke

### Location:

Commercially zoned parcels in the Current Incorporated Area  
Any commercially zoned parcel area incorporated during the tenure of this plan  
Any parcel incorporated during the tenure of this plan desiring to be zoned commercial and meeting the criteria thereof

### Needs and Opportunities

1. There is a large amount of buildings stock in our commercial area that is intentionally or unintentionally left vacant and/or in disrepair
2. There is a large amount of building stock in our commercial area and land in our commercial and industrial areas that is tax exempt due to ownership by a government or non-profit entity
3. There are large portions of our population who possess skills that are underutilized due to lack of employment opportunities
4. There is a lack of facilities in the City for cultural, artistic and civic pursuits
5. The City lacks the funds, resources and manpower necessary to fully restore and utilize the historic Tos Theatre as a multi-purpose cultural center

### Policies

1. Establish lines of communication between owners and potential buyers to try to facilitate building turnover
  2. Maintain lines of communication between owners and the development authorities to try to facilitate building and land turnover and subsequent return to the tax rolls
- OR
2. Work with owners to facilitate the use of the buildings and/or land to its highest and best public use
  3. Communicate to potential businesses the availability of skilled retirees, military spouses, veterans, etc.
  3. Support efforts by Bryan County High School to boost graduation rates and expand technical education

### Implementation

1. Maintain relationships with downtown building owners but monitor for code enforcement violations and hazards to health and safety of downtown patrons
2. Continue to participate in Intergovernmental Strategic Planning Sessions to foster creative solutions to utilize tax exempt property to its full potential
2. Continue to cooperate with the Bryan County Development Authority, Georgia Power, Genessee and Wyoming and others to cross-market industrial land to more potential buyers and developers
3. Continue to analyze the most current census and workforce data to provide to potential employers
3. Continue to support the Bryan County Board of Education's pursuit of a Career Academy grant to increase the number of high school graduates with marketable skills
4. Recognize both profit and non-profit entities offering the arts via no-cost advertising sources ie: social media, city newsletter, etc.
5. Identify and pursue grants and resources that facilitate the arts in rural areas and/or historic buildings

# Quality Community Objectives

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Promote Business Education  
Retain Existing Businesses  
Employment Options  
Cultural Resources and Opportunities  
Utilization of DCA designations applicable to Pembroke

### Location:

Commercially zoned parcels in the Current Incorporated Area  
Any commercially zoned parcel area incorporated during the tenure of this plan  
Any parcel incorporated during the tenure of this plan desiring to be zoned commercial and meeting the criteria thereof

### Needs and Opportunities

6. The City lacks the funding and resources to actively recruit and incentivize businesses

### Policies

6. Pursue and utilize designations from the Dept of Community Affairs that benefit rural, disadvantaged areas

### Implementation

6. Inform potential businesses about the designations and tax incentives of locating in Pembroke  
6. Streamline permitting and licensing when possible to create a business-ready environment

# Quality Community Objectives

## Inter-Governmental Relations

### Vision:

To maintain cooperative initiatives while actively pursuing additional partnership opportunities with local municipalities as well as surrounding jurisdictions in order to provide the highest quality of services for Pembroke's citizens and stakeholders

### Objectives:

Intra-governmental Strategic Planning  
 Inter-governmental Strategic Planning  
 Mutual-Aid Agreements  
 Regional Solutions  
 Regional Cooperation  
 Service Delivery Strategies  
 Staff, Board and Volunteer Training  
 Positive relations with local and regional media

### Location:

Current Incorporated Area  
 Any area incorporated during the tenure of this plan

### Needs and Opportunities

1. As the City continues to grow, the need will arise for additional law enforcement and emergency response staff
2. As the City continues to grow the need will arise for additional planning, water and street personnel to maintain an expanding infrastructure
3. In the past, there have been differences, and miscommunication between the City and County
4. In the past, there have been differences and miscommunication between the City and the Board of Education
5. As the City continues to grow, departments and agencies across jurisdictions will have to work together to create larger scale solutions
6. Opportunities exist to increase efforts of regional coordination and co-operation
7. Opportunities exist for staff, board member and volunteer training on a regional level to respond to regional issues

### Policies

1. The City will continue to monitor growth to ensure that adequate staff exists to respond to emergencies
2. The City will continue to monitor growth to ensure that adequate staff exists to maintain expanding infrastructure
3. The City will continue to cultivate positive relationships with Bryan County as a partner in pursuit of the greater good
4. The City will continue to cultivate positive relationships with Bryan County Board of Education as a partner in pursuit of the greater good
5. The City will continue to support partnerships with other jurisdictions via mutually beneficial agreements
6. The City will continue to participate in regional partnerships in the areas of public safety, econ. development, housing, water management, planning etc.
7. The City will continue to pursue opportunities to attend training with regional partners

### Implementation

1. The City will use the formulas set forth by state and federal agencies to ensure adequate staff exists to respond to emergencies
2. The City will develop a formula to ensure that adequate staff exists to maintain expanding infrastructure
3. The City will continue to participate in Intergovernmental Strategic Planning sessions in order to create larger scale solutions
4. The City will continue to participate in the Superintendent's Advisory Council to stay up to date on school issues and projects
5. The City will exercise its authority to enter into mutual aid agreements that benefit its citizens
6. The City will exercise its authority to enter into mutually beneficial regional partnerships
7. The City will continue to participate in regional training opportunities especially in the areas of law enforcement and emergency response



# Quality Community Objectives

## Inter-Governmental Relations

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### Objectives:

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 Inter-governmental Strategic Planning  
 Mutual-Aid Agreements  
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 Regional Cooperation  
 Service Delivery Strategies  
 Staff, Board Member and Volunteer Training  
 Positive relations with local and regional media

### Location:

Current Incorporated Area  
 Any area incorporated during the tenure of this plan

### Needs and Opportunities

8. In the past, the City has struggled with a lack of coverage of local events, issues, notices in local and regional media

9. As our planning cycles and Service Delivery Strategy updates occur concurrently, there are opportunities for cooperation between the City of Pembroke and Bryan County, the City of Pembroke and the City of Richmond Hill, etc. etc. to solve problems broader in scope than any one entity could solve alone

### Policies

8. The City will continue to cultivate positive relationships with local and regional media and well as utilizing alternative media

9. The City Administrator will utilize every opportunity to work with his or her Richmond Hill counterpart and his or her Bryan County counterpart to identify these multi-faceted issues and work together to create solutions that benefit all parties involved.

### Implementation

8. The City will keep local and regional media informed on events and issues and utilize our social media sources to reach a larger and more diverse audience

9. The City Administrator will correspond regularly and promptly with counterparts and expect likewise. He or she will also create opportunities for staff counterparts to work together (City planner-City planner, City planner-County staff, etc.)

9. The City Administrator will be an active participant in County planning processes and strive to ensure that the City of Pembroke's goals and aspirations are taken into consideration.

# Quality Community Objectives

## Youth Activities and Recreation

### Vision:

To continue current initiatives while actively pursuing additional partnership opportunities with surrounding jurisdictions in order to provide recreational as well as educational activities to the children and young families of Pembroke

### Objectives:

- Youth Recreation
- Youth Education
- Youth Involvement
- Youth-Law Enforcement Relations
- Student-Pedestrian Safety

### Location:

Current Incorporated Area  
Any area incorporated during the tenure of this plan

### Needs and Opportunities

1. Although the age of the average Pembroke citizen continues to rise, there is still a large number of underserved, socio-economically disadvantaged youth in the community
2. There is a lack of entertainment based business in the city geared toward children and young families
3. There is a lack of funding, staffing and resources allocated toward City sponsored youth activities
4. There is a nationwide perception by minority youth that police officers and government officials are targeting their communities
5. There is within the City a large number of children who are unsupervised and roaming between school dismissal and parents arriving home from work
6. There is no clear long term strategy for the future of Pembroke parks and recreation

### Policies

1. Coordinate with Bryan County Board of Education and Bryan County Family Connections to utilize the most current data on numbers of underserved, socio-economically disadvantaged children in the community
2. Pursue appropriate entertainment based businesses wishing to locate in the downtown area
3. Identify and utilize grant funding from public and private sources to support City-sponsored youth activities
3. Pursue alternative sources of funding, staffing and resources to support City-sponsored youth activities and as matching funds for grant application
4. Utilize every opportunity to show the positive role of law enforcement and government officials in the community
4. Create opportunities for youth and young families to interact with law enforcement and government officials such as downtown events
5. Create opportunities for youth activities between the hours of 3:30 and 6:30 PM specifically targeting middle and high school students
5. Monitor after-school pedestrian routes and bus stops to ensure students' safety
6. Create and update a capital improvements plan for park and recreation projects, expansion and improvements

### Implementation

1. Continue to support efforts by Bryan County Family Connections, United Way and private parties that offer services to families of underserved children
2. Continue to pursue entertainment based business in the downtown area by providing information on traffic studies, available space, DCA incentives, retail studies, etc.
3. Pursue volunteers and donations of time, money and resources toward City sponsored youth activities
3. Support efforts by schools and non-profit groups such as churches, clubs, etc. to organize youth activities for Pembroke citizens
4. Continue to allocate funding, staff and support for the Junior Police Academy, Students Against Destructive Decisions and National Night Out
4. Continue to maintain positive relationships between Pembroke law enforcement, emergency services and Bryan County Schools
5. Continue to support youth activities at the Mikell Foxworth Recreation Center during after-school hours
5. Install and monitor security cameras at strategic intersections and heavily traveled pedestrian routes to ensure student's safety
6. Utilize land use plans and budget to locate potential park land and recreation opportunities for the benefit of the most citizens possible.

# Transportation Element

The ability for traffic to flow at all times of the day is essential to citizens in the performance of their job, their commerce with others and their social and civic activities. On a larger scale, traffic flow in the City of Pembroke is essential for emergency service response time, the safe transportation of hundreds of school children, the timely response of infrastructure maintenance crews from the City, Bryan County and Ga Dept of Transportation, the safe and efficient operation of the Georgia Central Railroad, the delivery of goods and services on three state routes and perhaps most importantly the timely exercise of convoy maneuvers by the Third Infantry Division.

Pembroke must look to the maintenance and in some instances full replacement of crumbling City streets and accompanying infrastructure as well as the expansion/modification of streets as commercial areas expand their capacity and buildable land develops into residential areas. It must also be considered if Pembroke plans to expand into unincorporated areas, that much of this area is serviced by dirt roads, ditches and canals that have been in service just as long (and in some cases longer) than the City system and in varying states of maintenance and repair.

**State Routes:** There are three Georgia State Routes that converge in downtown Pembroke, Ga. Pembroke will continue to communicate with and follow directives of the Georgia Dept of Transportation regarding improvements within the City.

1. Ga Hwy 119 is an 81.2 mile long route from Riceboro to the South Carolina line near Clyo. It is a vital link between three county seats (Hinesville, Pembroke and Springfield) as well as the primary route of training exercises for Fort Stewart until they reach the traffic signal at the US Hwy 280/Ga Hwy 30 intersection and the route switches to Ga Hwy 67. At this intersection Ga Hwy 119 shifts one block east and becomes North College Street then follows the right fork to become Camellia Drive. At this point Hwy 119 becomes a converging point for school bus traffic serving Bryan County High, Middle and Elementary Schools. It connects with Interstate 16 northeast of Pembroke.

2. Ga Hwy 67 is a 59.2 mile long route from the northern boundary of Fort Stewart 2 miles south of Pembroke to Millen. Like Hwy 119, 67 connects three county seats (Millen, Statesboro and Pembroke). When it reaches US Hwy 280/Ga Hwy 30 in downtown Pembroke it shifts one block west to the traffic signal where it becomes North Main Street, passes City Hall and the future Public Safety building site and then travels north through Bulloch County. Hwy 67 carries a large amount of agricultural equipment traffic, logging equipment and harvesting traffic, military convoys and students travelling from Fort Stewart and Pembroke to Georgia Southern University. It connects with Interstate 16 north of Pembroke.

3. US Highway 280/Ga Hwy 30 is a 392 mile long route from US Hwy 80 in Blitchton to Interstate 20/59 in Birmingham Ala. It joins multiples county seats throughout southern Georgia notably Pembroke, Claxton and Reidsville. It carries a large amount of logging equipment and harvesting traffic and container truck traffic from the Georgia Ports Authority in Savannah. It is the primary service road for almost all of the commercial property and historic downtown in Pembroke as East and West Bacon Street. It is the primary route for out-commuting to Savannah. It is a school bus route from Pembroke to Lanier Primary School located in unincorporated Bryan County.

# Transportation Element

US Highway 280 connects with Interstate 16 east of Pembroke.

**Arterial Roads:** The City of Pembroke has three arterial roads that carry large amounts of unincorporated traffic in and out of the city limits. Pembroke while responsible for its portion of these routes will continue to communicate and cooperate with Bryan County in order to better serve the largest amount of citizens in each jurisdiction along these routes.

1. Ash Branch Road is a 6.5 mile road that services the area between Ga Hwy's 67 and 119. It begins at the intersection of Smith Street, North College Street and Camellia Drive and travels north 2 miles within the City of Pembroke, another 2 miles before crossing into Bulloch County and another 2.5 miles before intersecting Interstate 16. North of I-16, the road becomes Arcola Road. Due to its length and highly rural nature, Ash Branch carries a large amount of logging traffic, school bus traffic and residential traffic. Its deteriorating condition is a major concern for both Bryan County and the City of Pembroke and will continue to be so as the City grows. "The Ash Branch Corridor" is the subject of a multi-year effort by the Pembroke chapter of the Georgia Initiative for Community Housing to improve housing conditions along the route.

2. Sims Road is a 3 mile road that connects Ga Hwy 67, Ash Branch Road and Ga Hwy 119. It begins (unpaved) on Highway 67 and constitutes the northern boundary of the City for 1.7 miles until it intersects with Ash Branch Road. This portion services a very large tract of developable land on the south side and several homes with city water service and our wastewater treatment plant on the northside. From Ash Branch it travels (paved) for 1.3 miles passing through a large unincorporated rural-residential area until it intersects with Highway 119. South of this point are 4 large tracts of buildable land near the Bryan County School complex. At this point, the route continues as George Edwards Rd (unpaved) for 3 miles through large tracts of timber, farms and wetlands until it intersects with Stubbs and Wilma Edwards Road. Wilma Edwards Road is categorized as a major local road by Bryan County as a link between Hwy 119 near Pembroke and Hwy 280 near Black Creek south of I-16. Sims Road in its entirety is a logical northern boundary for Pembroke as development spreads. Pembroke should work closely with Bryan County on maintaining and eventually upgrading the entire road to a paved arterial state with accompanying infrastructure as needed.

3. Harn Street-Bacontown Road is a 3.5 mile road that services a rural population between US Hwy 280 and the Fort Stewart boundary. It begins as Harn Street at South Poplar Street in Pembroke and travels west roughly 1 mile before crossing into unincorporated Bryan County and travels another 2.5 miles as Bacontown Road before intersecting with US Hwy 280/Ga Hwy 30 at the Bryan County Development Authority's "Reka Site". There is a small amount of school bus traffic associated with Harn Street to the Head-start Kindergarten. There are several short roads, both paved and unpaved, that 'cut-off' and join points on this route to US Hwy 280/Ga Hwy 30. Due to its proximity to larger tracts of buildable land in the unincorporated area, land and rail frontage belonging to the Bryan County Industrial Authority at the route's west terminal and Canoochee EMC's installation of 3-phase power for the entire route, Bacontown Road has great potential and will play a prominent role in Pembroke's future. Bacontown Road was recently resurfaced with SPLOST funds by Bryan County.

# Transportation Element

**Secondary and Tertiary Streets:** From a transportation perspective, Pembroke's strength lies in its grid. These secondary streets although small in size serve a valuable service. There are alternative routes for small traffic to almost any point and with a few strategic modifications, these detours could be made suitable for truck traffic. This need was made evident when Ga Hwy 119 and Ga Hwy 67 were being resurfaced simultaneously and traffic was successfully detoured for several weeks. The ability for citizens to travel around town without entering onto a state route or arterial road is valuable in times of heavy traffic and/or obstructions such as accidents or utility work closures. The City of Pembroke should have a rotation schedule to ensure that secondary streets that serve as alternatives to state routes and arterial roads are maintained and preserved on a regular basis as resources become available.

**Unpaved Streets:** There currently exists 6 unpaved streets in the City of Pembroke: Shuman, Old Still, Ware, Mary, Bedingfield and Quattlebaum. Of these, Shuman is nearing 100% development but the others serve sparsely populated residential areas. Bedingfield and Quattlebaum traverse one of the largest sections of buildable land in the city and will likely be incorporated into a larger grid if the area is developed. The City of Pembroke should make a concentrated effort to pave these streets and install appropriate infrastructure as resources become available.

## Transportation Project Forecast

**Round-about:** The City of Pembroke and the Georgia Dept. of Transportation are currently investigating the possibility of a round-about at the intersection of North College Street, Smith Street, Ash Branch Road and Camellia Drive/Hwy 119 North. This traffic circle would lessen the log truck traffic that is negatively impacting City Streets in this area as well as make the intersection safer for traffic leaving the College Station Apartments and future traffic leaving the Pembroke Public Safety Complex. The City will continue to communicate with GDOT as they consider this project.

**Industrial Park Improvements:** The City of Pembroke and Bryan County Industrial Development Authority are currently marketing the 10 acre site of the former wastewater treatment plant. The site is served by Pembroke water and sewer, the Georgia Central railroad, Claxton Natural Gas and Georgia Power. If a desirable incoming industry requires improvements made to Industrial Drive, the City of Pembroke and Bryan County will apply for various sources of Economic Development focused grant funding from GDOT and DCA. Existing industries have requested that both jurisdictions petition for a signalized railroad crossing at the Industrial Park entrance.

# Transportation Element

## Alternative Transportation

**Public Transportation:** The coach buses operated by the Coastal Regional Commission provide rural transit service to the residents of Bryan County. CRC transports a large number of senior citizens from their homes to the Bryan County Senior Center located in downtown Pembroke. The City of Pembroke will continue to support the efforts of CRC and Bryan County to serve our senior citizens with transportation.

**Pedestrian and Bicycle Greenways and Paths:** As development patterns change and people's preference has shifted toward pedestrian and bicycle transportation, paths and greenways designed for these purposes have become a priority. As roads are modified in developing areas to accommodate growing numbers of automobile traffic, the City of Pembroke should consider including sidewalks and bike lanes. Priority should be given to those streets and roads that connect concentrations of residences to the downtown commercial area and parks. Another source of potential pedestrian greenways is canal banks. The canal system that links the entire city should have shoulders and banks adequately trimmed and maintained to serve a dual purpose as a recreational resource and a mosquito control measure. The trimming of the canal banks should abide by the rules set forth in the Pembroke Tree Ordinance both to prevent erosion and to create a pleasant experience for pedestrians. Connecting loops of sidewalks, bike lanes and paths should exist where possible such as Camellia Drive, Ash Branch Rd, Harry Hagan Rd and Patterson Street or Railroad Street, South Poplar Street, Garrison Street and Ledford Street.

## Parking Needs and Opportunities

The City of Pembroke currently has diagonal parking on Bacon Street/Hwy 280 for most of the Historic Downtown, a large parking lot across the street on Railroad property, some pockets of rear parking at the Senior Center and behind businesses, one private pay-to-park lot on North Main Street/Hwy 67 and one privately owned parking lot which can be used or closed at the discretion of the owner. Across Strickland Street from that, the Pembroke Christian Church has a grass corner which is used extensively for church parking and overflow/large vehicle downtown parking during the week. We do not utilize parking meters anywhere in the city.

The most apparent issue concerning parking, other than the shortage, is customers parking on the railroad lot and crossing Hwy 280 at various points rather than our designated crosswalks. A solution may be acquiring and utilizing lots north of/behind the business district. Looking far into the future, the city may consider working with the private parking lot owners or the Christian Church to construct a parking deck facility.

The City owns a large tract of land south of the commercial area (DuBois Square). As the business area expands, there is potential for a large parking lot or structure there.

The planned Public Safety Complex will have a large amount of parking that will only be fully utilized once a month for Municipal Court. These spaces will be open and only two blocks from downtown.

# Housing Element

One of the largest challenges facing Bryan County but particularly the City of Pembroke is the lack of an adequate and stable housing market. There are many variables that contribute to this challenge that are listed here with some detail:

**High Percentage of Rental Property:** Nearly 1/2 of the City's residential units are rental property. A large number of rental property creates challenges in the areas of population stability, consistency of utility revenue, owner accountability for code enforcement issues and inability of many residents to break a cycle of poverty. An estimated 1/4-1/3 of these residents are considered cost burdened meaning that more than 30 percent of their income is spent on monthly rent. One positive aspect is that Pembroke rentals are attractive to military personnel with off base housing allowances who do not look to invest in housing during their short tenure in the area.

**High Percentage of Substandard Housing:** The City of Pembroke has conducted a survey of houses within its jurisdiction and placed them on a scale noting defects and hazards visible from the street. One of the short term goals of this plan is to update this information to reflect any changes since 2013. The City should continue to support and allocate funds for code enforcement efforts at the officer, staff and municipal court level. Also the City will continue to allocate funds and resources in support of the Georgia Initiative for Community Housing in order to maintain eligibility for grants to rehabilitate substandard homes and/or for construction of new homes built in the below area median income range.

**Mobile Homes:** There is a negative attitude within the City of Pembroke with regard to mobile and modular homes. There is a large number of mobile homes in the City that are substandard, are vacant and deteriorating, have unclear titles and are the subject of drug-related criminal activity. The City should continue to strengthen its mobile home ordinance to ensure owner-accountability. City planning and zoning should also implement overlay districts to ensure that mobile and modular homes are not permitted in a designated historic district.

**Senior Homestead Exemption:** For many years, senior citizens within Bryan County have benefitted from senior homestead exemption meaning that many residents pay little to no taxes on their homes. In many cases, these are the largest and most desirable houses on the market. In turn, many of the seniors who live in these larger homes desire a smaller residence with less upkeep. In response, the City has passed a carriage house ordinance to give seniors the opportunity to build smaller dwellings behind their homes and offer their larger home for rent. This would increase the value of the property above the homestead exemption threshold and at least partially put some value back on the tax digest. The City through its GICH efforts has also applied for a senior independent living facility on the site of the former Bryan County Elementary School. Seniors who take advantage of this facility could sell or rent their homes. Either would release the home from its primary residence status and place it back on the tax digest.

# Housing Element

**Traditional Subdivisions:** The City's online survey revealed a negative attitude toward traditional high density subdivisions. These developments take advantage of scarce buildable land as a highest and best use and utilize infrastructure to its highest potential. The City will continue to support developers of traditional subdivision with careful attention to regulation, zoning and effects on adjacent property.

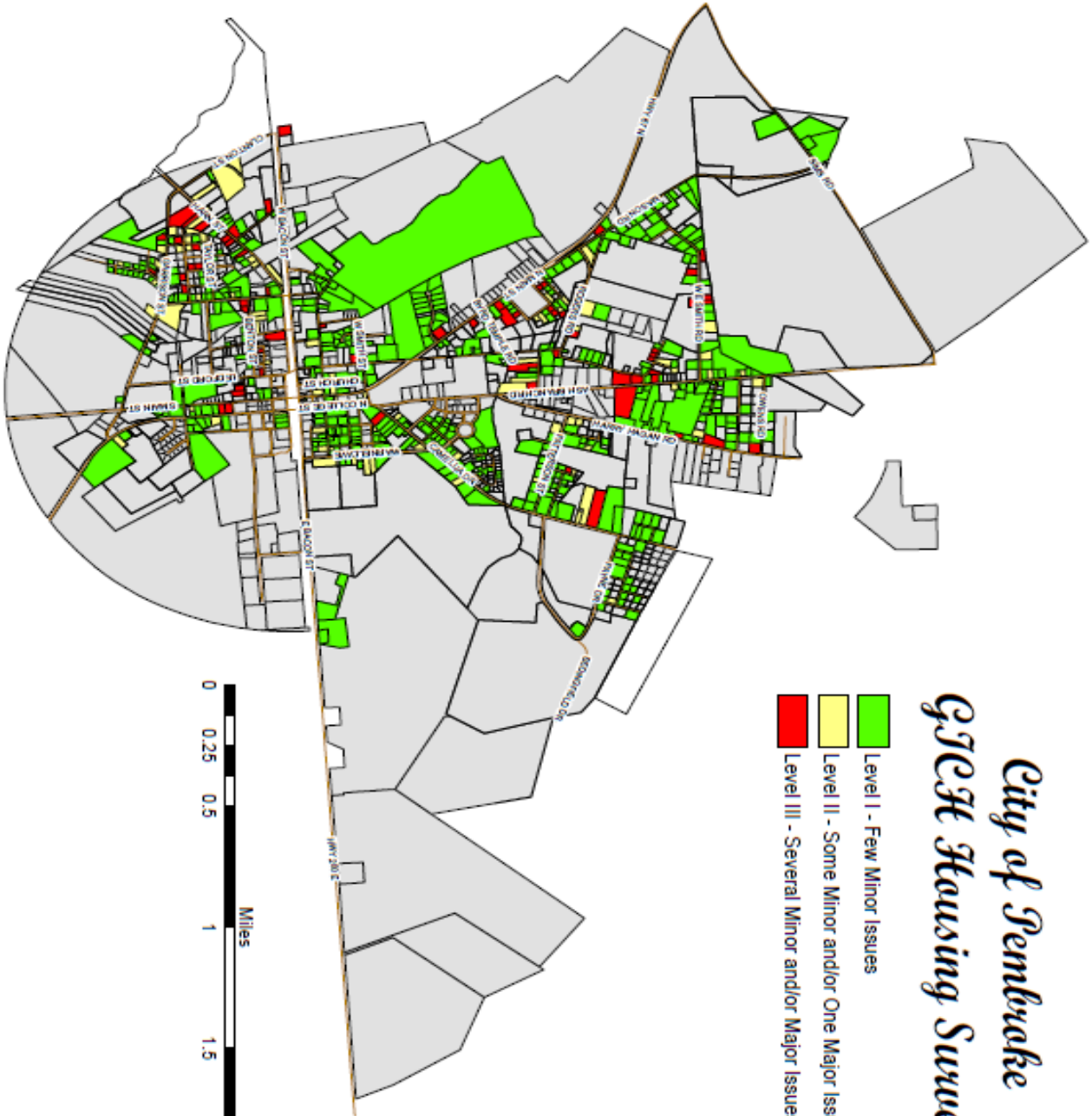
**Conservation Subdivisions:** The City's online survey showed a desire for subdivisions to take open space, wetlands and trees into consideration when planning and developing. The City should research the idea of Conservation Subdivisions in order to take advantage of large tracts within the city with partial wetland issues. These subdivisions rather than allocating every piece of land to an owner, designate land (typically 25-40%) aside as greenspace to be retained by a homeowners association or land trust and smaller lots (typically 1/4-1/3 of an acre) adjoining the space.

**Inefficient Housing:** Much of the city's housing was constructed in an era when energy and water efficiency was not widely considered. The City should encourage homeowners to identify sources of disproportionate energy and water use and take appropriate measures. The City will continue to identify sources of funding and notify citizens of what they can apply for to implement better efficiency in their homes.

**Vacant/Heirs Property:** There exists within the City residential property classified as Heirs property with no clear title or owner. These homes are automatically disqualified from any sources of funding or aid and are typically the structure that pose the largest safety and health hazards. The City will continue to make efforts to regulate and remediate Heirs Property by local, state and federal guidelines where applicable. The City will also support efforts of non-profits such as the Georgia Heirs Property Law Center to curtail through legal aid the occurrence of Heirs Property.

**Mixed Use Housing:** There exists within the City mixed use property that house commercial and service enterprises on the ground floor and residences on the second floor and many more with the potential for such use. The City will continue to support these ventures as alternative housing as long as they meet all safety, occupancy and zoning requirements. Due to the historic character and designation of many of these buildings, the Downtown Development Authority will continue to promote the use of Historic Tax Credits to improve these buildings for commercial and residential purposes.





# City of Pembroke GTEH Housing Survey

- Level I - Few Minor Issues
- Level II - Some Minor and/or One Major Issues
- Level III - Several Minor and/or Major Issues

# Land Use Element

## **End Goal:**

It has always been the goal of the City of Pembroke to provide a superior level of services to its residents while maximizing the potential for the city to earn revenue enough to not only maintain but expand and improve those services. As expenses continue to rise for staff, benefits, fuel, machinery, equipment, training, accounting, etc, the residential base growth remains barely above stagnant. The cliché of “they’re not making land anymore” has never been more true as the city is almost land-locked by surrounding and intertwining wetlands and floodplains.

The City must look for creative solutions to expand the capability of its existing land to produce revenues through commercial growth and increased sales tax receipts, projects and developments that boost the existing tax digest and promote the highest and best use of residential land. This method of Infill Development will boost both tax collection, sales tax receipts and utility revenues while minimizing the high costs associated with infrastructure expansion.

While pursuing this infill, however, the City must be mindful of the existing residents who appreciate Pembroke for its small town atmosphere, close knit community and open space feel. Simply stacking people in every corner will have negative impacts on the Sense of Place that makes Pembroke special. It will be the duty of a strongly led planning and zoning board working closely with utility department heads and City Council to create, define and maintain this delicate balance.

Part of this essential process is defining and creating goals and guidelines for Pembroke’s Character Areas. These are defined in this section based on not only geography and connectivity but community input and advocacy. These are defined on the following pages with ideas and input with regard to potential density.

1.Conservation Areas

2.Educational Campus

3.Public Service Areas

4.Recreational Areas

5.Gateways

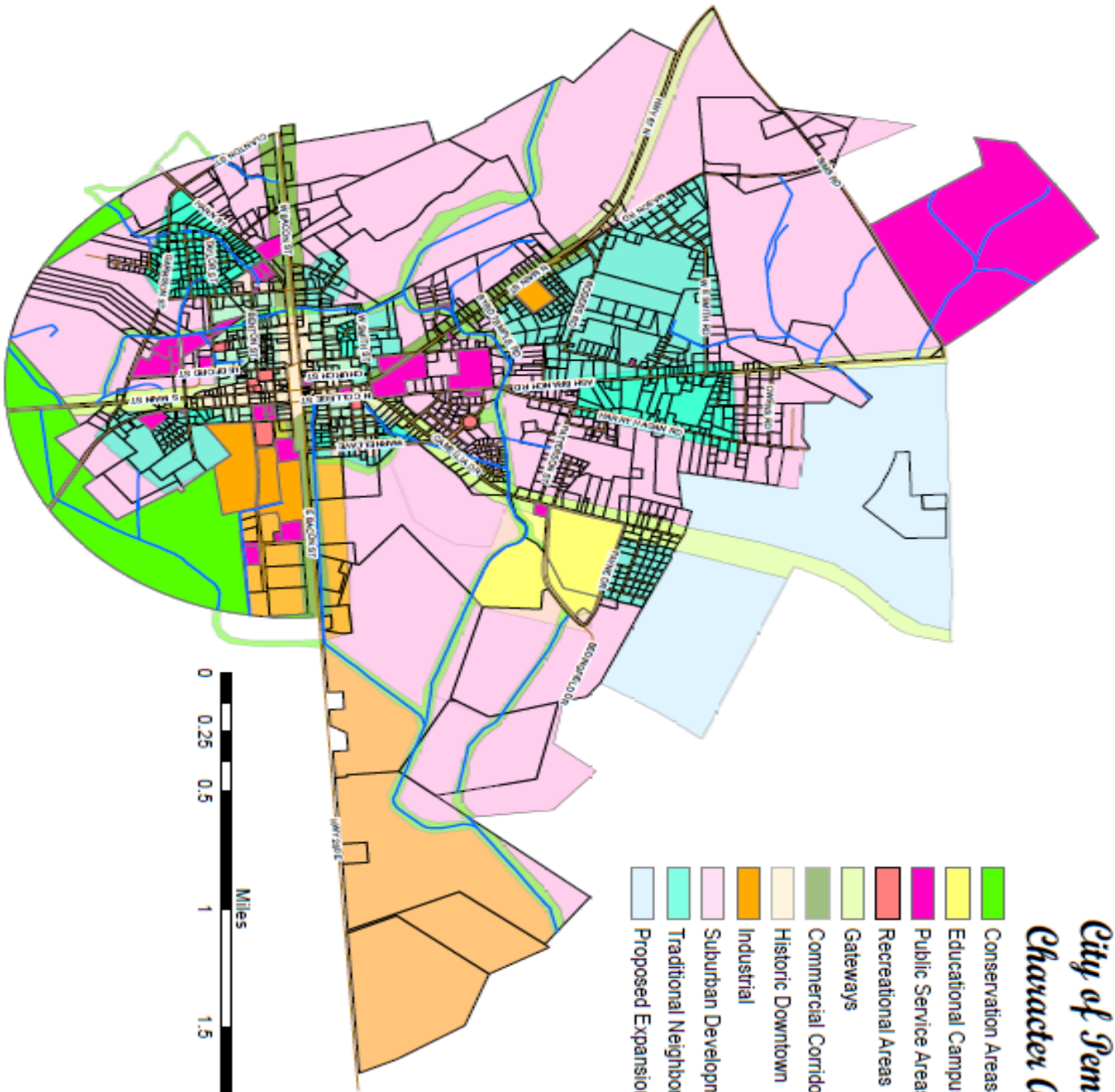
6.Commercial Corridors

7.Historic Downtown

8.Industrial Areas

9.Suburban Development

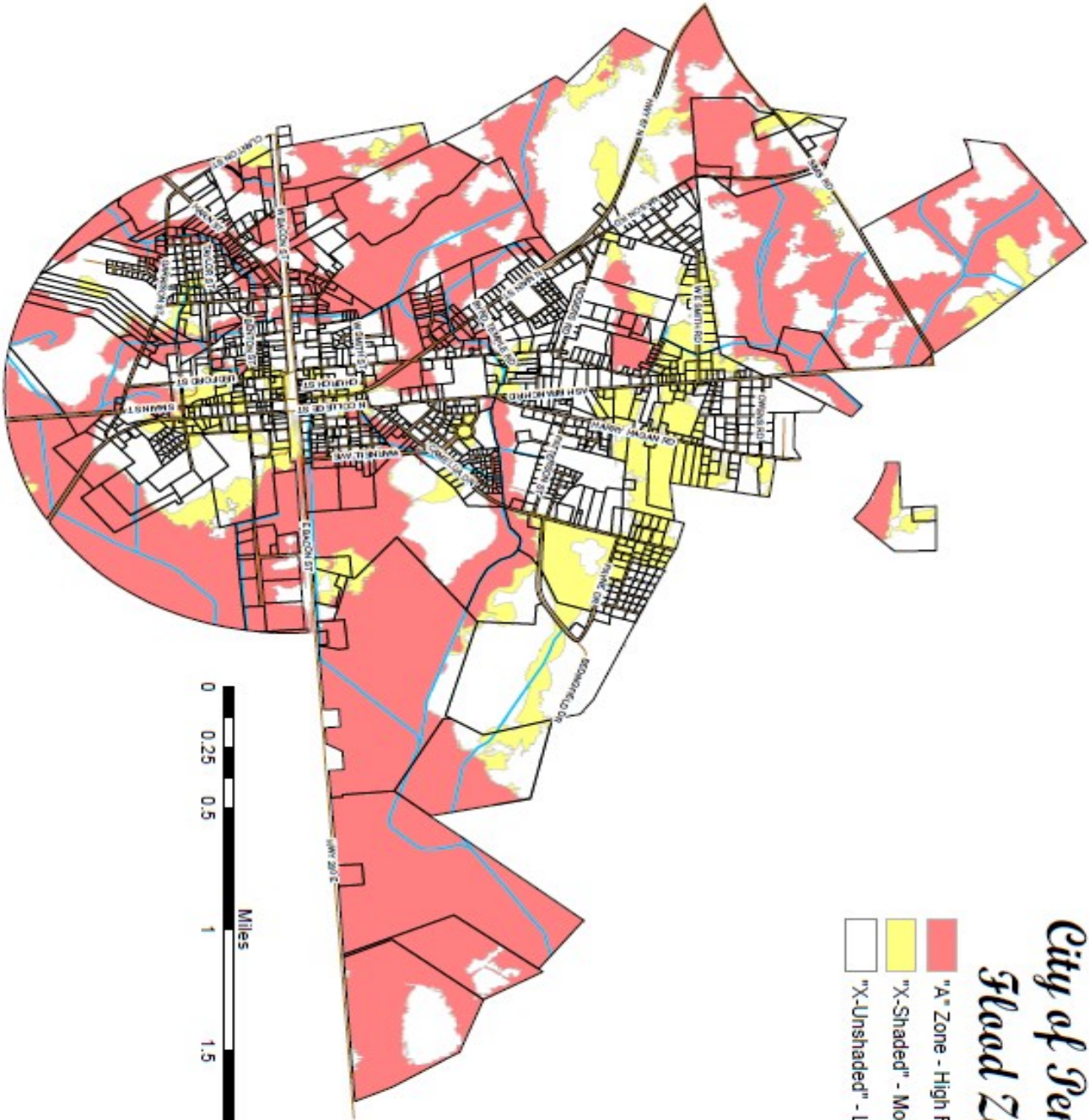
10.Traditional Neighborhood



*City of Pembroke  
Character Areas*

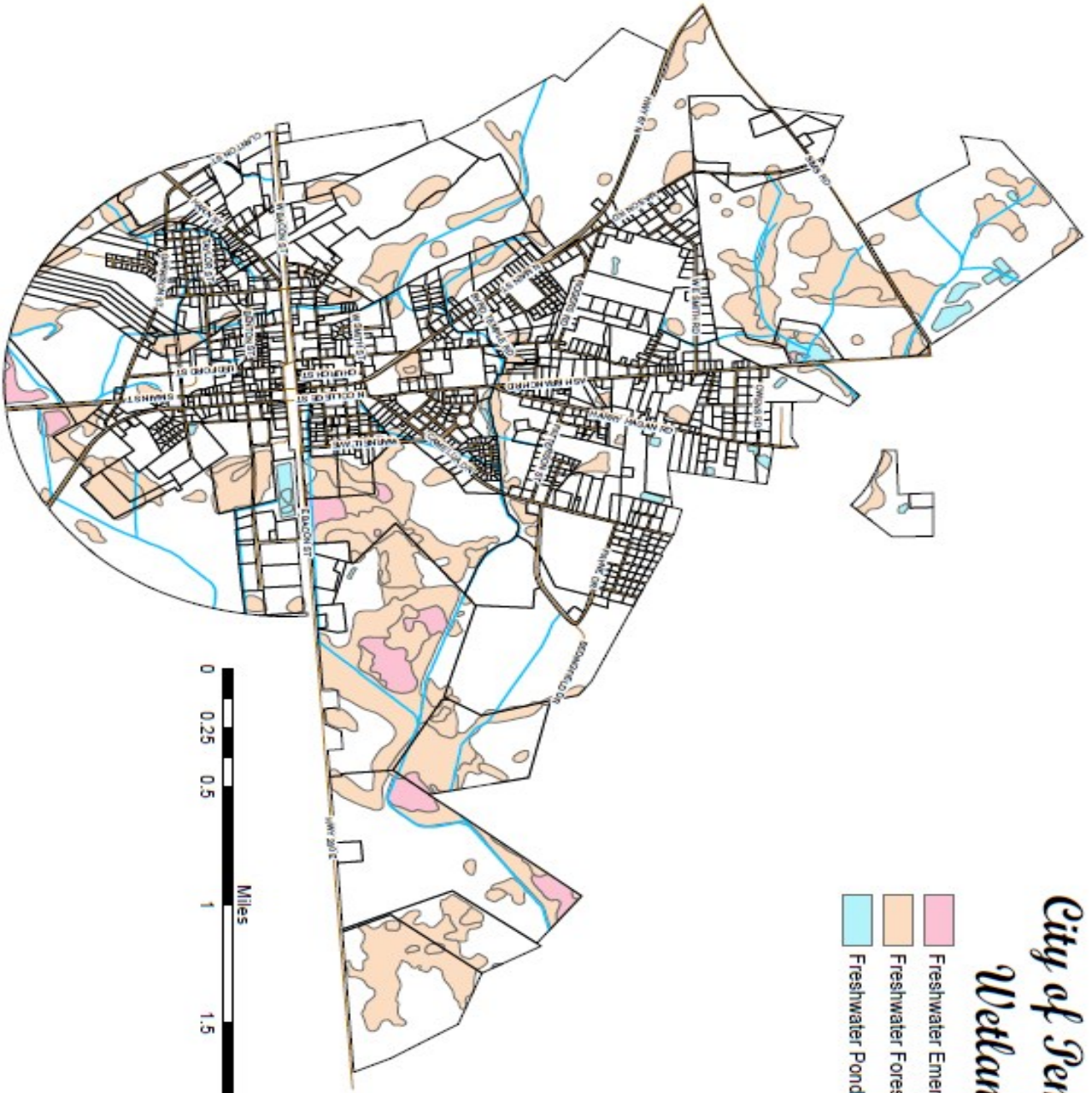
- Conservation Areas
- Educational Campus
- Public Service Areas
- Recreational Areas
- Gateways
- Commercial Corridors
- Historic Downtown
- Industrial
- Suburban Development
- Traditional Neighborhood Development
- Proposed Expansion





# City of Pembroke Flood Zones

- "A" Zone - High Flood Risk
- "X-Shaded" - Moderate Flood Risk
- "X-Unshaded" - Low Flood Risk



# City of Pembroke Wetlands

-  Freshwater Emergent Wetland
-  Freshwater Forested/Shrub Wetland
-  Freshwater Pond

# Land Use Element

## Conservation Areas: Defining Narrative

The City of Pembroke defines Conservation Areas as any area incapable of supporting development or related infrastructure, any area where it is not economically feasible to make capable of development or related infrastructure, any area owned or managed by a Conservation-focused entity or any area under a conservation easement which restricts its use.

While there are several tracts in City limits which utilize USDA's Conservation Use program, these programs periodically expire and it is at the discretion of the owner whether or not to re-enroll them making them subject to development if the owner desires. Almost all of these tracts are utilized by agriculture, pasture or silviculture and subject to annual or periodic harvesting or grazing.

The sole tract on the City of Pembroke's Character Area map designated as a Conservation Area is in the southwest corner of town below the Garrison neighborhood and in the southeast portion of town from South Main Street (Ga Hwy 119) to the J Dixie Harn Industrial Park canal. These areas comprise roughly 8% of an over 2,200 acre owned and managed by "The Conservation Fund" a nationwide organization dedicated to the protection of 'working forests'. This tract, known historically as the 'A. H. Crooms' tract', was part of a transfer of over 20,000 acres in six counties from VZ Timber Company into the "Working Forest Fund" which protects large privately held forests from development encroachment. This tract is almost completely in wetlands and holds standing water 9-11 months of the year making it unsuitable and uneconomically feasible for development even without its owner's protection.

It is zoned A-5 by both Bryan County and the City of Pembroke and subject to the restrictions thereof. The implementation strategy of the Conservation Fund to keep this tract being used in a working forest-conservation manner is concurrent with this Character Area Use.



The 'A.H. Crooms Tract' owned by The Conservation Fund. This portion is south of the Industrial Park and is likely the tracts' highest point.

The City of Pembroke has also designated canal right-of ways as a Conservation Character Area. Because of the important role canals play in the City's infrastructure, they must be maintained and accessible to Public Works crews and equipment. An opportunity exists to maintain these canals to the extent they could be used as a recreational trail for pedestrians and bicyclists. This would be a great opportunity for the public to access wetlands and floodplains and observe the role they play in storm water retention, flood and erosion control, natural habitats, and aesthetics. The City will work with the owners of parcels bisected by these canals to ensure that their property rights and liability are protected.

# Land Use Element

## Conservation Areas:

Vision: To preserve and protect Pembroke’s natural and cultural resources, while promoting these amenities for tourism, recreational use and public enjoyment

Description: natural features, viewsheds, linear greenspace, habitat, environmentally sensitive areas

Specific Uses: Passive Recreation, Remediation, Storm water collection, wildlife habitat, Erosion control

Aligns with Resource Conservation Quality Community Objective

<b>Issues and Opportunity</b>	<b>Policy</b>	<b>Implementation</b>
-Pembroke has the potential to develop rapidly and natural resources may diminish under pressure	-Rather than stifle development, the City will implement measures to ensure that development takes conservation measures into consideration	-Tree Ordinance -Conservation Subdivision Ordinance -Maximum Footprint per Zoning -Link new developments to City greenspace
-Pembroke has the potential to develop in a sprawling pattern and rural-‘open space’ resources may diminish under pressure	-The City will promote infill development of pocket subdivisions and division of existing lots where feasible	-Infill Development -Mixes of lot size
-Much of Pembroke is classified as wetlands and floodplain	-Pembroke will monitor floodplain information from the EPD, FEMA and other agencies as it evolves  -Rather than see this issue as a barrier, the City will treat it as an opportunity for creative zoning and passive recreation	-Communication with EPD, FEMA, DNR, etc. -Implement GIS information to clearly delineate wetlands and floodplains -Implement Canal bank trails so the public can “see the wetlands at work” -Continue to implement mosquito control

# Land Use Element

## Educational Campus: Defining Narrative

The City of Pembroke defines its Educational Campus as any parcel belonging to the Bryan County Board of Education namely Bryan County Schools and its auxiliary structures. In the future, this definition may be expanded to include any parcel owned by a private, parochial or charter school, a University System or a Technical College System.

The parcels on the Character Map that carry this designation are Bryan County High, Middle and Elementary Schools located East of Camellia Drive and entirely connected by Payne Drive (92 acres) and Bryan County HeadStart located on Harn Street (4 acres). There is ample buildable room for expansion of these schools as well as the relocated Lanier Primary School if the Board of Education sees fit. Portions of these tracts are tentatively designated for a Career Academy and a new Transportation Center.

These parcels are zoned B-2 and B-3 by Bryan County and the City of Pembroke and subject to the restrictions thereof. The implementation strategy of the Bryan County Board of Education to keep this tract being used in an Educational Campus manner is concurrent with this Character Area Use.



Bryan County High, Middle and Elementary Schools and supporting athletic and extracurricular facilities.

Bryan County Elementary was built with the infrastructure and foundations in place for additional wings in the future for either the elementary school's growth or the relocation and consolidation of Lanier Primary School.

This campus occupies some of the highest and best soils in the City limits.



# Land Use Element

## **Educational Campus:**

**Vision:** To provide the community with a safe educational environment through strong pedestrian connectivity, a welcoming surrounding environment and recognizing Bryan County Schools as essential to our Sense of Place

**Description:** Surrounded by Suburban Developing Areas, Bryan County High, Middle and Elementary Schools encompassing Payne Drive and connecting streets and lanes, Bryan County HeadStart

**Specific Uses:** Educational Facilities, Low Density-Open Space Preservation, Bike-Pedestrian Recreation

Aligns with Development Patterns Quality Community Objective

<b>Issues and Opportunity</b>	<b>Policy</b>	<b>Implementation</b>
-Bryan County Schools requires adequate connectivity for pedestrian, bike, car and bus traffic	-The City will continue to maintain, promote and expand its system of connecting streets, sidewalks, bike lanes as resources are available	-Lighting -Crosswalks -Payne Drive project -Camellia Drive and Payne Drive Sidewalks
-A high quality of canopy and greenspace preservation is desired to provide a healthy environment, a traffic sound barrier, an educational resource, a sense of school identity and pleasant aesthetics	-The City will continue to maintain, promote and expand its tree ordinance, wetland protection guidelines and streetscaping in this area -The City will pursue resources for signage along its gateways and on its water tower to promote school pride and identity	-Police patrol and school traffic assistance -Coordinated site planning for future buildings -Encourage canopy and greenspace preservation during the site planning phase of school expansions and additions -Signage on gateways and water tower

# Land Use Element

## **Public Service Areas: Defining Narrative**

The City of Pembroke defines its Public Service Areas as any parcel owned by a Government entity, authority or agency that provides a public service (other than Bryan County Schools). This includes facilities owned by the City of Pembroke, Bryan County, the State of Georgia, the US Postal Service and the Georgia Dept. of Transportation. There is crossover in some cases with Historic Downtown.

The parcels on the Character Map that carry this designation serve a variety of purposes from government offices to public works yards to parks and are scattered throughout the city. The only parcel larger than 20 acres is the City Water Treatment facility on the city's most northern point.

These parcels are zoned B-2 and B-3 by Bryan County and the City of Pembroke and subject to the restrictions thereof. The only exception is the City Water Treatment facility which is zoned R-1 due to its size. The implementation strategy of the owning entities to keep these areas being used in their various capacities is concurrent with this Character Area Use.

In cases where a government entity purchases a parcel with the intention of constructing houses for either resale, rental, neighborhood revitalization or a Housing Authority, the parcel shall be considered Traditional Neighborhood or Suburban Development.

In cases where a government entity purchases a parcel with the intention of building, improving or rehabilitating commercial or industrial property, the parcel shall be considered Commercial or Industrial.

In cases where a government entity purchases a parcel with the intention of retaining it as a conservation area or a park space, the parcel shall be considered Conservation or Recreational.



# Land Use Element

## Public Service Areas:

**Vision:** To provide the community with a safe environment in which to conduct public functions through strong pedestrian connectivity, a welcoming surrounding environment and recognizing our status as an Incorporated City and Bryan County seat as essential to our Sense of Place

**Description:** City Square, Courthouse Square, Post Office, Library, Northside Cemetery, Etc. Spread throughout the city, largely surrounded by Suburban Developing Areas and their supporting streets and lanes.

**Specific Uses:** Public Facilities, Low Density-Open Space Preservation, Bike-Pedestrian Recreation  
**Aligns with Development Patterns and Resource Conservation Quality Community Objectives**

Issues and Opportunity	Policy	Implementation
<p>-Public Service Areas require adequate connectivity for pedestrian, bike, car and bus traffic</p>	<p>-The City will continue to maintain, promote and expand its system of connecting streets, sidewalks, bike lanes as resources are available</p>	<p>-Landscaping and Maintenance of City facilities                      -Lighting                      -Crosswalks</p>
<p>-A high quality of canopy and greenspace preservation is desired to provide a healthy environment, a traffic sound barrier, an public resource, a sense of city identity and pleasant aesthetics</p>	<p>-The City will continue to maintain, promote and expand its tree ordinance, wetland protection guidelines and streetscaping in these areas</p> <p>-The City will pursue resources for signage along its gateways, city square, public safety complex and courthouse square to promote civic and county seat pride and identity</p>	<p>-Sidewalks                      -Police patrol                      -Coordinated site planning for future buildings</p> <p>-Encourage canopy and greenspace preservation during the site planning phase of public service expansions and additions</p> <p>-Signage on gateways and public buildings and spaces</p>
<p>-Some of the public service structures within the City are contributing structures to our National Register of Historic Places designation and have special preservation guidelines.</p>	<p>-The City will continue to support restoration efforts on the Bryan County Courthouse as a contributing structure to our National Register of Historic Places district</p> <p>-The City will continue to maintain the Old City Jail in Courthouse Square as a contributing structure to our National Register of Historic Places district</p>	<p>-Promote Courthouse Square as a historic site through City Walking Tours</p> <p>-The Downtown Development Authority will coordinate with Bryan County to ensure restoration efforts on the Courthouse meet National Register standards</p> <p>-The Downtown Development Authority will coordinate with the City to ensure restoration efforts on the Old City Jail meet National Register standards</p>
<p>-The City of Pembroke is the only provider of cemetery service within the incorporated area</p> <p>-Northside Cemetery is a historic resource and a strong contributor to our Sense of Place</p>	<p>-The City of Pembroke will continue to provide cemetery service to the public on a lot sales and user fee basis</p> <p>-The City may consider a second cemetery site if Northside fills and expansion is not feasible</p>	<p>-The City of Pembroke will continue to maintain, promote and if possible expand Northside Cemetery as demand rises and resources become available</p> <p>-The Downtown Development Authority will submit Northside Cemetery for National Register status</p>

# Land Use Element

## **Recreational Areas: Defining Narrative**

The City of Pembroke defines its Recreational Areas as any parcel owned by a Government entity, authority or agency that provides a recreational service (other than Bryan County Schools). Currently the only parcels meeting this designation are owned by the City of Pembroke but at some point may include facilities owned by Bryan County or the State of Georgia. There are several playgrounds operated by churches and private parties that, although recreational structures, are classified by their parcel's primary structure.

The parcels on the Character Map that carry this designation are scattered throughout the city. Some may be used or sold for future housing, government and/or commercial development at which point they will be reclassified accordingly. Any parcel purchased by a governing entity for park purposes will be reclassified into Recreational Areas.

These parcels are zoned B-2 by Bryan County and the City of Pembroke and subject to the restrictions thereof. Any park to be sold or developed will be rezoned if the proposed use is consistent with a different zoning. The implementation strategy of the owning entities to operate and maintain these and any future areas as parks is concurrent with this Character Area Use.



# Land Use Element

## **Recreational Areas:**

**Vision:** To provide the community with a safe environment in which to enjoy a variety of active and passive recreational activities through strong pedestrian connectivity, a welcoming surrounding environment and recognizing that the health and activity of a City is dependent on the health and activity of its residents

**Description:** J Dixie Harn Community Center, Mikell Foxworth Recreation Center, passive parks, walking trails, other areas designated

**Specific Uses:** Public Facilities, City Events, Low Density-Open Space Preservation, Bike-Pedestrian Recreation,

Aligns with Youth Activities and Recreation, Development Patterns, Resource Conservation Quality Community Objectives

<b>Issues and Opportunity</b>	<b>Policy</b>	<b>Implementation</b>
<p>-Due to the distance between the City of Pembroke and Bryan County's facilities at Hendrix Park, Pembroke is the primary provider of recreational activities for people with limited resources and limited access to transportation</p>	<p>-The City will continue to maintain its recreational facilities and parks for its citizens at the highest level of service that resources and staffing will allow</p> <p>-The City will continue to support Bryan County Family Connections use of the Harn Center as a summer lunch site</p>	<p>-Landscaping and Maintenance</p> <p>-Summer and After School programming</p> <p>-Lighting</p> <p>-Crosswalks</p> <p>-Sidewalks</p> <p>-Police patrol</p>
<p>-Recreational Areas require adequate connectivity for pedestrian, bike, car and bus traffic</p>	<p>-The City will continue to maintain, promote and expand its system of connecting streets, sidewalks, bike lanes as resources are available</p>	<p>-Pursue grants and funds such as Safety LMIG and TEA that target 'Community gathering places'</p>
<p>-A high quality of canopy and greenspace preservation is desired to provide a healthy environment, a traffic sound barrier, an public resource, a sense of city identity and pleasant aesthetics</p>	<p>-The City will continue to maintain, promote and expand its tree ordinance, wetland protection guidelines and streetscaping in these areas</p>	<p>-Encourage canopy and greenspace preservation during the site planning phase of recreation expansions and additions</p>
<p>-The J Dixie Harn Center is a strong contributor to Pembroke's Sense of Place</p>	<p>-The City will continue to maintain and upgrade when possible the J Dixie Harn Center, playgrounds and pool as the City's central recreational resource</p>	<p>-Facilities and Equipment Maintenance</p> <p>-User Fees</p> <p>-Playground upgrades</p>
<p>-If/When the adjoining tract owned by the Martin family is developed the City should consider the 3 acres near the ballfield as a second ballfield</p>	<p>-The City will continue communication with the Martin family and the Bryan County Industrial Authority</p>	<p>-Land acquisition and park expansion if and when resources are available</p>

# Land Use Element

## Gateway Areas: Defining Narrative

The City of Pembroke defines its Gateway Areas as the parcel on a State Route or arterial road between its intersection with City limits and another character area designation. Pictured are two of the intersections of areas: Owens Supply marks a transition from Gateway to Commercial Corridor on the north side of US 280 and Industrial on the south side. The Williams Building, known for its mural, marks the transition to Historic Downtown

The parcels on the Character Map that carry this designation serve a variety of purposes from Residential to Industrial to Conservation. They are a variety of sizes and zoning and are therefore bound together by location rather than use.

These parcels are subject to the restrictions of their respective zoning designated by Bryan County and the City of Pembroke. Regardless of their use, they serve an important visual role as the entranceways to the City. Their current zoning (if not necessarily the structures thereon) is concurrent with this Character Area Use.



# Land Use Element

## Gateways:

**Vision:** To enhance mobility while creating an inviting and aesthetically pleasant entrance to Pembroke where Sense of Place is balanced with economic opportunity and vitality

**Description:** Areas of developed or undeveloped land at intersections of City limits with state routes and arterial roads

**Specific Uses:** Residential, Commercial, Public Transportation Services, Signage

**Aligns with Development Patterns, Economic Development and Inter-governmental Relations Quality Community Objectives**

<b>Issues and Opportunity</b>	<b>Policy</b>	<b>Implementation</b>
<ul style="list-style-type: none"> <li>-There is a need for public transportation due to large portions of the population with limited access to private transportation</li> </ul>	<ul style="list-style-type: none"> <li>-The City will continue to coordinate with agencies that provide public transportation</li> <li>-The City will encourage the use of alternative transportation such as biking and walking</li> </ul>	<ul style="list-style-type: none"> <li>-Continue relationship with Coastal Regional Commission to provide ‘Coach Service’ to incorporated residents</li> <li>-Continue to coordinate with GDOT to provide roadway improvements for alternative transportation such as sidewalks and bike lanes</li> </ul>
<ul style="list-style-type: none"> <li>-There is a desire to create aesthetically pleasing entrances into the City of Pembroke</li> </ul>	<ul style="list-style-type: none"> <li>-The City will continue to maintain right-of-ways along state routes and arterial roads</li> </ul>	<ul style="list-style-type: none"> <li>- Landscaping and Maintenance</li> <li>- Tree Maintenance</li> <li>- Signage and Lighting</li> </ul>
<ul style="list-style-type: none"> <li>-There is a constant presence of litter and debris along state routes and arterial roads</li> </ul>	<ul style="list-style-type: none"> <li>-The City will continue to utilize the Dept of Corrections to keep entryways and right-of-ways clear of litter and debris</li> </ul>	<ul style="list-style-type: none"> <li>- Debris Pickup</li> <li>- Litter Ordinance</li> <li>- Police Patrol</li> </ul>
<ul style="list-style-type: none"> <li>-There are several examples of dilapidating and substandard structures that are aesthetically undesirable near City entryways</li> </ul>	<ul style="list-style-type: none"> <li>-Pembroke Police Dept will continue to enforce the litter ordinance</li> <li>-The City will continue to support and allocate funds for Code Enforcement to address substandard structures</li> </ul>	<ul style="list-style-type: none"> <li>- Code Enforcement</li> <li>- Planning and Zoning</li> </ul>
<ul style="list-style-type: none"> <li>-Our roadways and peripheral areas contribute strongly to our rural Sense of Place</li> </ul>	<ul style="list-style-type: none"> <li>-City Planning and Zoning will consider corridors and entryway overlay districts to implement design guidelines along entryways</li> <li>-The City will support efforts by private and non-profit groups to conduct community cleanups, signage and entryway improvements according to GDOT regulations and guidelines</li> </ul>	<ul style="list-style-type: none"> <li>- Public/Private/Non-Profit Partnerships</li> <li>- “Adopt a Spot” program</li> </ul>

# Land Use Element

## Commercial Corridors: Defining Narrative

The City of Pembroke defines its Commercial Corridors as the parcels on a State Route or arterial road that are zoned for and operate for a commercial purpose. This Character Area overlaps with Historic Downtown along US 280 from Warnell Street to Butler Street. Both areas are interspersed with some residences, churches and government buildings. These buildings will be considered part of the Commercial Corridor despite a non-commercial zoning.

The parcels on the Character Map and match its definition and carry this designation contain businesses or varying size, scope and customer base. Most of these commercial entities employ less than five people but a few employ as many as twenty.

These parcels are zoned B-2 and B-3 by Bryan County and the City of Pembroke and are subject to the zoning restrictions thereof. Their uses as a diverse mix of commercial entities that constitute a source of employment and a well-rounded local economy with regional reach via state routes is concurrent with this Character Use Area.





# Land Use Element

## **Commercial Corridors:**

**Vision:** To promote diversified economic and employment opportunities for Pembroke stakeholders to improve quality of life and contribute to the City’s economic vitality and Sense of Place

**Description:** Areas of developed or undeveloped land paralleling state routes and arterial roads that are designated commercial areas and that experience a high degree of vehicular traffic

**Specific Uses:** Commercial, Service Industries, Light Industrial, Public Transportation Services, Signage

Aligns with Development Patterns and Economic Development Quality Community Objectives

<b>Issues and Opportunity</b>	<b>Policy</b>	<b>Implementation</b>
-Economic Growth in the City is hindered by a lack of retail, food service, commercial investments and light industries	-The City and Downtown Development Authority will continue to market Pembroke as a retail ready City with available buildings, vacant land and other opportunities for businesses	-Retail Studies -Market Analysis -Traffic/Daytime Population Studies -Commercial Inventory
-There is a lack of spending opportunities in the City to generate SPLOST revenues and promote a healthy market for goods and services	-The City and Downtown Development Authority will continue to participate in SPLOST advisory councils at the renewal of each SPLOST cycle	-SPLOST promotion -“SPLOST Dollars at Work” Signage
-There is a desire to create aesthetically pleasing commercial areas in the City of Pembroke	-The City and Downtown Development Authority will continue to inform potential businesses of the DCA tax incentives and benefits of locating in Pembroke	-Opportunity Zones -Military Zones -Downtown Development Authority
-There are several examples of vacant and substandard structures that are aesthetically undesirable in City commercial areas	-The City will continue to support and allocate funds to the Pembroke Mainstreet program	-Pembroke Mainstreet Program -City Events and Promotions
There is a lack of skilled laborers in the City to support commercial enterprises and light industry	-The City will continue to support and allocate resources to Code Enforcement to rectify commercial property issues	-Code Enforcement
-Our local merchants and independent business people contribute strongly to our small town Sense of Place	-The City will continue to support the Bryan County Board of Education in efforts to produce skilled high school graduates	-Superintendent’s North Bryan Advisory Council -CTAE Council
	-The City and Downtown Development Authority will continue to support local business people through marketing, promotion, social media posts and City events	-North Bryan Chamber of Commerce

# Land Use Element

## Historic Downtown: Defining Narrative

The City of Pembroke defines its Historic Downtown as the parcels containing contributing structures to our National Register of Historic Places designation. Almost all of these structures stand in the center of the original City limits at the intersection of US 280, Ga Hwy 119 and Ga Hwy 67 and extending from Warnell Street on the east to Butler Street on the west.

This Character Area is almost completely overlapped with Commercial Corridor but includes interspersed residences, churches and government buildings meaning the zone is more linked by designation than land use.

These parcels are largely zoned B-2 and B-3 by Bryan County and the City of Pembroke with the exceptions of the few residences and are subject to the zoning restrictions thereof. Their uses as businesses, local landmarks, gathering places and points of local pride are central to the City's identity and sense of place and are concurrent with this Character Use Area.



# Land Use Element

## Historic Downtown:

**Vision:** To identify, promote and preserve the historic structures and places of Pembroke that contribute to the City’s economic vitality and Sense of Place

**Description:** US Hwy 280 from Poplar Street to Warnell Street, Railroad Street from Poplar Street to Lanier Street, Residential corridors and Mixed Use on North-South Main Street, Strickland Street, North-South College Streets, and East-West Burkhalter Streets, Courthouse Square, any other ‘contributing structure’ listed on the City’s National Register of Historic Places Map.

**Specific Uses:** Commercial, Service Industries, Pedestrian-Passive Recreation, Events, Mixed-Use Residential, Government Offices, Etc.

Aligns with Development Patterns and Economic Development Quality Community Objectives

<b>Issues and Opportunity</b>	<b>Policy</b>	<b>Implementation</b>
-Economic Growth and Retail Opportunities are desired but not at the expense of our historic buildings	-The City and Downtown Development Authority will continue to market Pembroke as a retail ready City with available buildings, vacant land and other opportunities for businesses	-Retail Studies -Market Analysis -Traffic/Daytime Population Studies -Commercial Inventory
-There needs to be a staff person and plan of work dedicated to business recruitment and outreach, events and promotions and grant research	-The City and Downtown Development Authority will continue to inform potential businesses of the DCA tax incentives and benefits of locating in a historic building	-Opportunity Zones -Military Zones
-There needs to be a concentrated collaborative effort to revitalize the downtown economically and promotionally	-The City will continue to support and allocate funds to the Downtown Development Authority and Pembroke Mainstreet program	-Downtown Development Authority -Pembroke Mainstreet Program -City Events and Promotions
-There are several vacant and decaying commercial buildings with historic designation	-The City will continue to support and allocate resources to Code Enforcement to rectify commercial property issues	-Code Enforcement
-Many of our businesses and service industries own and occupy historic buildings	-The City and Downtown Development Authority will continue to support local business people through marketing, promotion, social media and city events	-North Bryan Chamber of Commerce -Social Media pages -City Newsletter
-There is a lack of pedestrian and bike oriented “street furniture” in the downtown area	-The City will continue to pursue funding for streetscaping and street furniture as resources allow	-Streetscape plan -Sidewalk-Greenway-Bike Plan -TEA Grant through GDOT
-There is a lack of funding to restore and utilize the Tos Theatre and Apartment	-The City will utilize public, private and non-profit partners to gather the largest amount of funding for the largest community purpose	-Partnerships -Georgia Theatre Association -SPLOST

# Land Use Element

## Industrial: Defining Narrative

The City of Pembroke defines its Industrial areas as the parcels containing businesses and structures that serve Industrial purposes. These include but are not limited to warehousing, logistics and distribution, heavy and light manufacturing, wholesale and commodities, processing and finishing, etc. Almost all of these parcels are located in the J. Dixie Harn Industrial Park but some like Express Packaging are located throughout the city. The Character area map shows large tracts with US 280 frontage across from Harn Park as well as the 30 acre Martin family tract south and west of the park as potential Industrial expansion.

This Character Area is interspersed with government operations: Bryan County Animal Control unit, Bryan County Family Connections, Bryan County Sheriff's Department and Jail and the Bryan County Board of Education Bus Facility meaning the zone is currently more linked by location rather than land use.

These parcels are largely zoned I-1 and I-4 by Bryan County and the City of Pembroke with the exceptions of the few smaller B-2 and C-3 entities and are subject to the zoning restrictions thereof. Their uses as industry in our Industrial Park and a few outlying parcels and concurrent with this Character Area Use.



# Land Use Element

## **Industrial:**

**Vision:** To create a variety of opportunities for workforce, businesses and entrepreneurs taking advantage of our regional transportation links, port and interstate proximity, rail capability and industrial quality utilities. To enhance signage and aesthetics that create a feeling of industry-city pride and ease of transition between Industrial and adjacent areas.

**Description:** J. Dixie Harn Industrial Park, independent small industries, US Highway 280 east of the Industrial Park-Kangeter Canal

**Specific Uses:** Warehousing and Distribution, Heavy Commercial, Regional Service Industries, Light Manufacturing and Logistics

Aligns with Development Patterns and Economic Development Quality Community Objectives

<b>Issues and Opportunity</b>	<b>Policy</b>	<b>Implementation</b>
-There is a critical need for new industry and investment in the City's Industrial Park	-The City and Downtown Development Authority will continue to market Pembroke as a industry-ready City with available buildings, vacant land and other opportunities for industries	-Retail Studies -Market Analysis -Traffic/Daytime Population Studies -Workforce Studies
-The majority of the local workforce commutes to a job outside of Bryan County	-The City and Downtown Development Authority will continue to inform potential businesses of the DCA tax incentives and benefits of locating in Pembroke	-Industrial land Inventory  -Opportunity Zones -Military Zones
-There is a need for local workforce motivation, training and education	-The City supports the efforts of the Bryan County Board of Education in their pursuit of vocational education and a Career Academy grant	-North Bryan Advisory Council -CTAE Council
-There is limited staffing and resources for industry recruitment and retention	-The City supports the efforts of the Bryan County Industrial Development Authority	
-The desire for industry is so great it could lead to undesirable 'spot rezoning' which negatively effects adjacent property values and infrastructure	-While industries will be treated on a case by case basis, 'spot-rezoning' will be avoided if at all possible and treated as inconsistent with the City's Land Use Plan	-City Land Use Plan -Planning and Zoning will carefully weigh the positive and negative effects of 'spot rezoning' on city residents and property owners and make data-based recommendations to City Council
-Much of our industrial park is owned by tax-exempt entities	-The J Dixie Harn Industrial Park will be given top priority for incoming industry	-Street and Utility infrastructure will be upgraded as funding and resources allow
	-The City will continue to communicate and coordinate with tax exempt entities to facilitate land and building turnover and consolidation whenever it may occur	-Bryan County Industrial Development Authority will be the lead entity in these cases due to superior staffing and resources

# Land Use Element

## **Suburban Development: Defining Narrative**

The City of Pembroke defines its Suburban Development areas as the parcels that either free-standing or part of a subdivision constitute residential areas following a suburban, low to mid-density pattern of development. Because of the rural character and availability of land as the City developed during the boom of the 1960's and 1970's, much of the original city and almost all of the northern annexed areas fall into this category. As population grows and the amount of buildable land remains the same, density will increase and some areas will transition from Suburban to Traditional Neighborhood classification. As the demand for different styles and arrangements of housing increase, this classification may break up into different subcategories by the next comprehensive plan.

This Character Area is interspersed with small businesses and home occupation businesses, churches, traditional neighborhoods, multi-family areas and City parks but by and large meets the Suburban Development description.

These parcels are largely zoned R-1 and AR-1 by Bryan County and the City of Pembroke with the exceptions of the few larger tracts of undeveloped land zoned A-5 and are subject to the zoning restrictions thereof. Their uses as residential areas with flexibility for infill or expansion is concurrent with this Character Area Use.



# Land Use Element

## **Suburban Development:**

**Vision:** To create and manage a variety of appropriate living opportunities in our remaining rural and open areas to accommodate a diverse population for present and future

**Description:** Areas where suburban-type development is considered the highest and best use. Characterized by low pedestrian orientation, low traffic volume and centralized recreation-conservation spaces

**Specific Uses:** Low to Medium Density Residential, Parks-Open Space, School Pedestrian Connectivity

Aligns with Development Patterns, Housing and Resource Conservation Quality Community Objectives

<b>Issues and Opportunity</b>	<b>Policy</b>	<b>Implementation</b>
-There is a critical need for new housing opportunities suited to the local workforce and area median income	-The City and Downtown Development Authority will continue to market Pembroke as a build-ready City with available vacant land and other opportunities for developers	-Real Estate Market Analysis -Traffic/Daytime Population Studies -Workforce Studies -Buildable Land Inventory
-The majority of the local workforce commutes to a job outside of Bryan County resulting in a 'bedroom community' mentality	-The City and Downtown Development Authority will continue to inform potential developers of the DCA tax incentives and benefits of building in Pembroke and building for area median income	-CHIP Grants -GICH Program -LITECH Projects
-There is a need for alternative housing arrangements for seniors, many of whom live in existing desirable subdivisions	-The City will pursue a mix of senior housing arrangements to provide for the best quality of life for our aging citizens	-Senior focused developments -Senior Apartments -'Age in Place' opportunities
-There is limited staffing and resources for development recruitment and retention	-The City will continue to allocate resources to Planning and Zoning in the form of staff, funding and board training	-Planning and Zoning Staff
-The desire for housing is so great it could lead to undesirable 'spot rezoning' which may be incompatible with adjacent industrial or environmentally-sensitive areas	-While developments will be treated on a case by case basis, 'spot-rezoning' will be avoided if at all possible and treated as inconsistent with the City's Land Use Plan	-Planning and Zoning Board Training -Land Use Plan
-The City must consider suburban style growth as it pertains to infrastructure expansion	-Encourage proposed development in areas adequately served by public facilities and infrastructure, specifically lift-stations	-Infrastructure and Capital Projects Improvement short term and long term plans
	-Incorporate new developments into emergency response plans as they occur	-Emergency Response Plan -Fire Hydrant plan

# Land Use Element

## **Suburban Development continued:**

**Vision:** To create and manage a variety of appropriate living opportunities in our remaining rural and open areas to accommodate a diverse population for present and future

**Description:** Areas where suburban-type development is considered the highest and best use. Characterized by low pedestrian orientation, low traffic volume and centralized recreation-conservation spaces

**Specific Uses:** Low to Medium Density Residential, Parks-Open Space, School Pedestrian Connectivity

Aligns with Development Patterns, Housing and Resource Conservation Quality Community Objectives

<b>Issues and Opportunity</b>	<b>Policy</b>	<b>Implementation</b>
-There exists a large amount of unsold, undeveloped lots in existing subdivisions	-Maintain current real estate listing on the Pembroke Housing social media page	-Pembroke Housing Facebook page
-Several existing subdivisions and developments have insufficient above ground infrastructure such as curb and gutter, sidewalks, streetlights and undersized cul-de-sacs	-Continue to enforce the existing subdivision ordinance in new developments -Continue to monitor and implement the most up to date emergency access rules and guidelines to maintain the City's ISO rating -Encourage developers to link new subdivisions' sidewalk system into the City sidewalk system to create a integrated network for pedestrians	-Subdivision Ordinance -FEMA Guidelines -State building and site codes -Pedestrian Plan
-Several large undeveloped tracts within the City have significant floodplain and wetland issues and not fit for traditional subdivision development	-Encourage developers to consider conservation subdivisions that utilize wetlands and floodplain areas as green-space and conservation easements	-Conservation Subdivision ordinance -Maintain up-to-date flood maps -Greenspace and Tree Canopy requirements
-Traditional subdivisions rarely incorporate enough utility customers to justify infrastructure investment	-Consider lowering the minimum lot size requirement in favor of a maximum footprint requirement	-Minimum lot size vs Maximum footprint



# Land Use Element

## **Traditional Neighborhood Development: Defining Narrative**

The City of Pembroke defines its Traditional Neighborhood Development areas as the parcels that either free-standing or part of a subdivision constitute residential areas following a mid to high density pattern of development. These are usually categorized by narrower setbacks and closer proximity to the streets and sidewalks. Much of the of the historic city core neighborhoods and several outlying developed areas fall into this category. As population grows and the amount of buildable land remains the same, density will increase in many areas and the Traditional Neighborhood classification will expand. As the demand for even higher density multi-family arrangements of housing increase, this classification may break up into different subcategories by the next comprehensive plan.

This Character Area is interspersed with small businesses and home occupation businesses, churches, multi-family areas and City parks but by and large meets the Traditional Neighborhood Development description and has the infrastructure in place to support higher density living.

These parcels are largely zoned R-1 by Bryan County and the City of Pembroke and are subject to the zoning restrictions thereof. Their uses as residential areas making the best use of buildable land and available infrastructure is concurrent with this Character Area Use.



# Land Use Element

## **Traditional Neighborhood Development:**

**Vision:** To encourage new development on free standing lots in traditional neighborhoods that accentuate the surrounding area’s traditional features and Sense of Place

**Description:** Residential Areas in established sections of the community. Characteristics consist of high pedestrian orientation, street trees and landscaping, small regular lots with pockets of open park space, In large part contiguous to Historic Downtown on primary and secondary street networks.

**Specific Uses:** Residential, Home-Occupation business where appropriate, Passive Recreation

**Aligns with Development Patterns, Housing and Resource Conservation Quality Community Objectives**

<b>Issues and Opportunity</b>	<b>Policy</b>	<b>Implementation</b>
-As the community grows, there will be pressure to expand commercial areas at the expense of traditional neighborhoods	-Planning and Zoning will encourage home occupation businesses and home conversion office space and home conversion retail as alternatives to traditional ‘strip mall’ type development	-Home Occupation licenses -Home-Office-Retail Conversions
-As population rises, there will be pressure to expand multi-family development in traditional neighborhoods	-The City and Planning and Zoning encourage carefully managed multi-family style growth in areas designated by zoning and the Land Use Plan	-Land Use Plan -Multi-family Residential Zoning -Home-Apartments Conversion
-There exists a large amount of unsold, undeveloped lots in traditional neighborhoods	-Maintain current real estate listing on the Pembroke Housing social media page	-Pembroke Housing Facebook page
-There exists a large amount of rental property in traditional neighborhoods	-The City will work with Bankers and Realtors to implement education programs that encourage and facilitate home ownership	-GICH Program -Realtors’ Day
-There is a large amount of contention and pushback over mobile, modular and manufactured housing in traditional neighborhoods	-Planning and Zoning will take mobile, modular and manufactured homes on a case by case basis	-Mobile Home Ordinance -Architectural Design Guidelines
-As architectural preferences evolve there will be pressures to replace examples of small, rural, traditional architecture with more modern structures	-Planning and Zoning will consider and present data on the effectiveness of overlay districts in traditional neighborhoods  -The City will acknowledge the contribution of these structures to our rural historical Sense of Place and take measures to ensure their preservation	-Overlay districts  -The City and Pembroke Mainstreet program will secure designation for selected houses as contributing structures to our National Register of Historic Places District

# Land Use Element: Appendix

## Land Infill/Footprint/Utility Revenue Ratios:

As the City of Pembroke looks forward at a time of anticipated growth, there is one rather alarming issue: the lack of vacant, buildable land above the 100 year floodplain. After more than a century of development, it appears that nearly 100% of the 'hill-tops' are occupied. The easy answer would be to expand outwards, however there is more wetland and floodplain issues immediately adjacent to the city than there is in it! The only exceptions are north on Hwy 119 and southwest on Harn Street-Bacontown Rd (see transportation element). The more feasible answer is to promote large infill on the remaining large developable tracts in the City and small pockets of infill by demolishing and replacing substandard and derelict housing with new housing and semi-commercial areas.

This push for infill is one of the central tenets of this plan. The City of Pembroke cannot afford to continue to provide the level of service desired by its citizens on its current and similar extensions of its current residential base (1 house per 1/4 - 1 acre). The minimum residential lot size is currently 5,500 square feet or 1/8th of 1 acre if that lot is served by City water and sewer. The City should consider eliminating this requirement and replacing it with a maximum footprint requirement.

For Example:

An single level 1,200 square foot house utilizes 21% of a minimum lot of 5,500 square feet. This allows 7 homes per acre utilizing only 19% of that acre. A 5 acre tract with 7 homes per acre with an average water bill of \$90 per month yields \$42,000 or \$8,400 per acre per year.

A 1,200 single level house on a lot with a 40% maximum footprint requirement utilizes 3,000 square feet. At this rate one acre can support 14 houses utilizing 38.5% of that acre. A 5 acre tract with 14 families per acre with an average water bill of \$90 per month yields \$75,600 or \$15,120 per acre per year.

Now consider if that 1,200 square foot house was 800 square feet on the 1st floor and 400 on the 2nd floor. Because we're measuring Footprint, this acre now supports 21 houses on the same 38.5%. A 5 acre tract with 21 houses per acre with an average water bill of \$90 per month yields \$113,400 or \$22,680 per acre per year.

Another method of infill to highest and best use is to identify potential land for multi-family buildings and complexes. This would naturally have a higher maximum footprint.

A series of duplexes measuring 1800 square feet (900 per person) on a 50% maximum footprint zone supports 12 buildings or 24 families per acre. A 5 acre tract with 60 buildings/120 families with an average water bill of \$85 per month yields \$122,400 or \$24,480 per acre per year.

A 2 story apartment building giving 10 starter families 800 square feet plus hallways each in a 50% maximum footprint requirement utilizes less than 1/4 of an acre. At that rate, a 5 acre tract with 100 families with an average water bill of \$80 per month renders \$960,000 or \$192,000 per acre per year.

There are roughly 6 square miles of buildable land in Pembroke. If 1/32nd of that land was built into apartments, the water/sewer revenue collection on that land alone would be **over \$23,000,000.**

# Land Use Element: Appendix

## Land Infill/Footprint/Utility Revenue Ratios:

This conversion plan shouldn't be a simple number across the board. As shown in the examples, maximum footprint should be contingent on the zoning and desired use of the parcel. Land closer to the center of the city designated for multi-family use would have a larger maximum footprint consistent with more urban development. Land on the outskirts of the city should have a smaller maximum footprint representative of its suburban-rural-open space feel. In this way, the larger numbers of customers close to existing infrastructure will help offset the cost associated with expanding infrastructure to outlying areas.

Increasing the number of potential residents near the city core will also boost the number of retail customers within walking distance of commercial areas. Consumers will be increasing local SPLOST revenues while reducing wear and tear on City streets. This desire for connectivity requires investments in pedestrian-focused infrastructure like sidewalks and streetlights. These investments are made with the increased property tax revenue from larger scale development per acre.

There is a roughly 40 acre-60 lot series of blocks east of North College Street, south of Camellia Drive. While many of these houses are in good condition, many are substandard rental property or vacant. However the size of the blocks are inconsistent with the current minimum lot size meaning two strategically placed substandard houses can monopolize an entire city block with room for 6-8 small homes. This would be an ideal area to implement this strategy on a small, observable scale in the form of ***an overlay district*** rather than a city wide implementation all at once. Small lots could be purchased and improved by residents desiring small homes with low upkeep which would then motivate owners of substandard property in the district to improve their buildings, demolish and replace them or sell them to new ambitious owners.

Currently: 40 acres=1,742,400 square feet \* .7 (to subtract streets and setbacks)=1,219,680 square feet=222 potential lots

Proposed: Minimum house size 600 square feet with a 40% maximum footprint would make a minimum lot of 1,500 square feet. A Maximum house size of 2,000 square feet with a 40% maximum footprint would yield a 5,000 square foot lot. If the average lot was then 3,300 square feet the same 40 acres could support 370 lots or a 60% increase.

While boosting the number of consumers in that neighborhood, it also protects its small town rural integrity. 600-2,000 square feet sounds small but its what is already there. This would lead builders to build homes that are consistent with the neighborhood, desired by the residents and concurrent with slightly below area median income.

# Economic Development Element

It should be one of the primary goals of the City of Pembroke to improve the economic and social well being of residents by creating the conditions for economic growth through the expansion of the capacity of individuals and businesses in a community from the downtown storefronts to the Industrial Park.

Economic Development at its basic level consists of three areas of focus that build upon each other.

1. Policies implemented to meet broad economic objectives such as high employment, expanded tax base, sustainable growth, etc.
2. Policies implemented to provide the accompanying infrastructure and services to meet the needs of broad economic objectives
3. Policies implemented to facilitate job creation and retention in the local economy such as marketing, small business startup, business expansion, workforce training and real estate development

As stated in the transportation element of this plan, location and connectivity are the great advantages of the City of Pembroke. Close proximity to exits on Interstate 16 and Savannah airports and seaports paired with Bryan County's available land and pro-business approach make for a winning combination.

## **Economic Base and Workforce:**

With 18 colleges and universities in the Savannah area, Bryan County graduates have a multitude of opportunities to join the workforce in several cases before they even graduate high school. There are programs of study in manufacturing, marketing, engineering, aviation technology, warehousing and logistics. As Bryan County's interstate exits begin to grow, there will be more opportunities in areas such as hotel management, restaurant management and retail studies within easy driving distance of Pembroke. Add these possibilities to the constant demand for community cornerstones such as teachers and administrators, contractors, equipment operators, healthcare professionals, bankers, realtors, etc. Finally one must consider the largest most influential employer in the world the United States Government who operates the largest military reservation east of the Mississippi almost in Pembroke's back door. Fort Stewart is a two-headed creature in that it employs young men and women straight out of high school and discharges retired men and women with a vast array of skill sets some of whom choose to stay in the area if they can begin their second careers.

All of these factors must be considered when planning and policy-making for the economic future of Pembroke.

# Economic Development Element

## **Economic Base and Workforce:**

In 2015, the Pembroke workforce numbered 1,044 people or roughly 35% of the population. The four largest sectors constitute over half the workforce: Administrative 20.8% (217), Installation Maintenance and Repair 12.5% (130) and Sales 10.8% (113) and Cleaning and Maintenance 9.1% (95).

Bryan County Schools are the City of Pembroke's largest employer with 70-75 people and also the highest median wage at \$43,250. Overall median household income is \$36,314. Males have an average income that is 1.27 times higher than females, who average \$33,696.

The unemployment rate for Bryan County in 2017 was 4.6%. Although the County's unemployment rate remained lower than Georgia's average, it followed the same trends from 4% in 2000 to a 9.5% peak in 2010.

While connectivity and proximity to Savannah and Fort Stewart is Pembroke and Bryan County's greatest economic development asset it also constitutes its greatest threat in the form of out commuting. While statistics for Pembroke are lacking, Bryan County estimates that 70% of its population leaves Bryan County for work with 70% of those going into Chatham County and 24% to Liberty County.

## **Workforce Issues and Challenges:**

The following challenges are identified by the Bryan County Development Authority as regional issues. Any business seeking to locate in the City of Pembroke will face these issues

- Labor Supply Shortage in advanced blue collar skills
- Labor Supply Shortage in bilingual applicants
- Labor Supply Shortage in Information Technology based skills
- Labor Supply Shortage in Finance based skills
- Labor quality is wage sensitive
- Limited graduation rates in manufacturing and logistics even as labor demands in these fields continue to rise

# Economic Development Element

## **Workforce Opportunities:**

The following programs have been identified by the Bryan County Development Authority to aid with workforce development issues in Bryan County.

-Soldier for Life Transition Assistance Program: full spectrum transition services to soldiers, retirees and families in transition from active duty or demobilizing. Life skills training include job search, resume writing, career guidance, benefits use and negotiation skills

-Georgia Dept of Labor: a wide range of service to both job seekers and employers. The mission of GDOL is to work with public and private partners in building a workforce that contributes to Georgia's economic prosperity.

-Technical College System of Georgia: Savannah Technical College and Ogeechee Technical College offer services to aid in recruitment, hiring, and retention of well-qualified employees. These schools provide customized training programs on-site as requested. These activities range from on campus interviews, student focused presentations, facilitating career specific workshops and participating in career fairs

-Quick Start: provides comprehensive workforce training services and customized job specific training as part of the Technical College System of Georgia.

# Community Resilience Element

Community Resilience is defined as the sustained ability of a community to utilize available resources to anticipate the risk of, respond to, withstand and recover from adverse situations.

Resilient communities have the ability to minimize loss of life and property, re-establish commerce quickly and restore essential services as needed for full and timely economic recovery.

It is the goal of the City of Pembroke to maintain adequate personnel and equipment, preventative measures, preparedness strategies and communication technologies to withstand and recover from any natural or manmade disaster that may occur in the City or within 5 miles of the city limit as defined in our Intergovernmental Mutual Aid agreement with Bryan County.

## **Identified Hazards:**

The Bryan County Multi-Jurisdictional Hazard Mitigation Plan identified eight natural hazards considered to pose the greatest threat to residents, property and the economy. Based on these hazards the City has identified implications and formulated response plans

<b><u>Event</u></b>	<b><u>Implications</u></b>	<b><u>Response</u></b>
<b><u>Coastal Storms</u></b>	Heavy rain, lightning strikes, flash floods, storm-force winds, downed powerlines, damaged buildings, damaged trees and widespread debris, saturated spray fields	Track storms projected path, clear and monitor storm drains and gutters, secure generators for water system, board windows and sandbag doors of City facilities, address any hanging or loose debris and limbs
<b><u>Drought (as measured by Palmer Index)</u></b>	Increased risk of wildfire, extreme heat	Increase fire patrol, issue increased citations for unpermitted fires, check hydrants and equipment regularly
<b><u>Flooding</u></b>	Damaged buildings, overwhelmed gutters and drains, ditches and canals clog with debris, sewer system compromised, sewage spills, washouts in streets and culverts, post-flood mosquito infestation	Sandbag City facilities, clear and monitor drains and gutters, keep ditches and canals clear of debris, monitor water and sewer pumps, lift stations and treatment plant, increase mosquito control post-flood
<b><u>Hail</u></b>	Damaged roofs, windows, vehicles and equipment, In extreme cases damage to electrical transformers and water treatment plant equipment and spray-fields	Board windows of city facilities, cover as many City vehicles as possible, instruct personnel to take cover



# Community Resilience Element

<b><u>Event</u></b>	<b><u>Implications</u></b>	<b><u>Response</u></b>
<b><u>Hurricanes</u></b>	<p>Heavy rain, lightning strikes, flash floods, storm-force winds, downed powerlines, damaged buildings, damaged trees and widespread debris, saturated spray fields, extended power outages, washed out streets and culverts, increased post flood mosquito infestation</p> <p><i>(Note: Shelters are not allowed in coastal counties, therefore the City of Pembroke cannot and will not endorse a Hurricane shelter)</i></p>	<p>Track storms projected path, clear and monitor storm drains and gutters, secure generators for water system, board windows and sandbag doors of City facilities, address any hanging or loose debris and limbs, increase mosquito control, contact Red Cross and United Way to address vulnerable population, contact FEMA in a declared emergency</p>
<b><u>Tornadoes</u></b>	<p>High winds, widespread debris, tree damage, downed power lines, damaged buildings and vehicles, injured personnel, extended power outages</p>	<p>Maintain alarm system in Public Safety building, board windows in City facilities, secure and house loose equipment and vehicles, contact Red Cross and United Way for vulnerable population, contact FEMA in a declared emergency</p>
<b><u>Wildfires (naturally occurring)</u></b>	<p>Damage to buildings and property, damaged power poles and downed lines, potential evacuations</p>	<p>Maintain hydrants and fire equipment regularly, coordinate with Georgia Forestry Commission for break plowing, monitor weather for changes</p>
<b><u>Wind Storms</u></b>	<p>Damage to buildings and property, loose debris, downed trees, downed powerlines, damaged signage</p>	<p>Address dead and damaged trees as they pose a threat to safety, allow Code Enforcement to address excessive loose debris in yards</p>

# Community Resilience Element

In addition to natural disasters, response plans have been made by Director William Collins and Dept heads for the following man-made disasters that pose a real and direct threat to Pembroke life, property, mobility and economy

<b><u>Event</u></b>	<b><u>Implications</u></b>	<b><u>Response</u></b>
<b><u>Chemical Spills/Gas Leaks</u></b>	Hazardous fumes, burns, damaged equipment, contaminated area, potential evacuations	Secure the area, implement traffic control if necessary, Notify appropriate agencies, Monitor isolated area, administer first aid as needed, monitor weather conditions
<b><u>Sewer Spills</u></b>	Hazardous fumes, flooding, contaminated water downstream, contaminated storm water, infiltrated systems	Secure the area, Notify Environmental Protection Division, estimate spill volume for reporting, post notifications
<b><u>Wildfires (man-made)</u></b>	Damage to buildings and property, potential damaged utilities, potential evacuations	Maintain hydrants and fire equipment regularly, coordinate with Georgia Forestry Commission for break plowing, monitor weather for changes
<b><u>Terrorism (Active and Cyber)</u></b>	Damage to buildings, property, Damage to computerized records and systems, Damage to infrastructure, Damage to communication systems	Have designated staff and/or private party to monitor and update firewall against malware, spyware, ransomware, etc.
<b><u>Railroad Accidents</u></b>	Damage to infrastructure, utilities, property and personnel, potential chemical or hazardous material spills	Secure area, implement traffic control if necessary, assess for any spills, injuries or entrapments, notify railroad and GDOT
<b><u>School-Related Threats</u></b>	Potential catastrophic damage to life and school property	Establish location of threat, mobilize law enforcement as quickly as possible, establish incident command to coordinate teams, determine short term/long term threats, neutralize threat, administer first aid if necessary
<b><u>Major Traffic Accidents</u></b>	Damage to life, property, utilities, streets	Dispatch emergency personnel, secure area, redirect traffic as necessary, assess for any injuries or entrapments, administer first aid as needed, clear roadway
<b><u>Airplane Crash</u></b>	Widespread damage to life, property, utilities, streets	Dispatch emergency personnel, secure area, assess for chemical spills and hazardous debris, establish incident command to coordinate teams, administer first aid as necessary

# Community Resilience Element

An important preliminary measure to establishing disaster resilience is identifying vulnerable populations in the community. These include

- Senior Adults over age 65
- Children under age 5
- Persons living in poverty
- Persons without reliable transportation or without access to public transportation
- Persons living in mobile homes

The populations identified as vulnerable may have difficulty receiving and adhering to evacuation orders due to age, income, mobility and capability.

According to Census tract data, the population of District 1 of Bryan County contains

- 14-15% senior adult population
- 7-8% children under age 5
- 18%+ poverty and/or substandard housing
- 12%+ without reliable transportation

According to the 2013 GICH survey there are roughly 60 mobile homes in the City or 6% of all dwellings

It should be a goal of the City of Pembroke's Public Safety division to periodically update these numbers and incorporate them into the most current emergency response plan, evacuation routes, etc.

It has been the practice of the Pembroke Fire Department to monitor the population that is on oxygen assistance during extended power outages. This practice should be continued and updated periodically.

# Community Short Term Work Program

## 2018-2022

Development Patterns

Project or Activity	2018	2019	2020	2021	2022	Responsible Party	Cost Estimate	Source
Update the Land Use Plan and utilities to a GIS format	X	X	X	X	X	City, Spatial Engineering GIS Services	\$5,000 per quarter	General
Update Comprehensive, Solid Waste, Pedestrian Plans, etc.	X	X				City	\$1,000	General
Coordinate with Bryan County to create cohesive Comp. and Land Use Plans	X				X	City and County Planning and Zoning Boards Development Authorities	\$1,000	General
Update Comp and Land Use Plans as needed					X	City	\$1,000	General
Plan growth and efficiency of the City's water and sewer system	X	X	X	X	X	City, Water Dept., Spatial Engineering GIS Services, City Engineer	\$5,000	General, Water Dept.
Formulate and Adopt Overlay districts for Gateways and Historic areas		X	X			City, Planning and Zoning	\$1,000	General
Implement Blight Ordinance and Code Enforcement	X	X	X	X	X	City	\$1,000	General
Enforce design guidelines in Historic Area	X	X	X	X	X	City, Mainstreet Program	\$500	General, Mainstreet Program
Analyze financial impact of growth and development patterns desired and needed	X	X	X	X	X	City, DDA	\$1,000	General
Improve connectivity of Sidewalks, Streetscapes, trails and other Pedestrian improvements to encourage walking	X	X	X	X	X	City, Mainstreet Program	\$10,000 annually allocated for matching funds	General, Safety LMIG, T-splst

# Community Short Term Work Program 2018-2022

## Housing

Project or Activity	2018	2019	2020	2021	2022	Responsible Party	Cost Estimate	Source
Continue to promote tax incentives of developing in Pembroke	X	X	X	X	X	City, DDA	\$1,000	General, GICH
Update housing inventory and identify blight areas	X	X	X	X	X	City	\$3,000	General, GICH
Coordinate with regional, state and federal partners in public housing	X	X	X	X	X	City	\$3,000	General, GICH
Coordinate with public and private agencies to prevent and rectify heirs property issues	X	X	X	X	X	City	\$1,000	General, GICH
Coordinate with regional, state and federal partners for special housing (seniors, veterans, disabled, etc.)	X	X	X	X	X	City	\$1,000	General, GICH

# Community Short Term Work Program 2018-2022

## Resource Conservation

Project or Activity	2018	2019	2020	2021	2022	Responsible Party	Cost Estimate	Source
Expand streetscapes while incorporating natural elements on Hwy 280, 67, 119 and Ash Branch Rd	X	X	X	X	X	City	\$300,000	General, GDOT, Safety LMIG, T-Splost, Private donations
Identify and remediate point and non-point source pollution	X	X	X	X	X	City	\$5,000	General, EPD Grants
Create nature trails along canal paths to highlight and educate citizens about the role of wetlands in the City	X	X	X	X	X	City	\$25,000	General, DNR Grants, Private donations
Continue to utilize the Georgia Urban Forest network to recognize historic and outstanding trees	X	X	X	X	X	City	\$1,000	General
Adopt a conservation subdivision ordinance		X	X			City, Planning and Zoning	\$1,000	General
Continue to acquire small parcels for park space in newly annexed areas		X	X	X	X	City, DDA	\$10,000 annually after annexations	General, SPLOST, Private donations
Support Adopt-a-Spot and Highway Beautification programs	X	X	X	X	X	City, DDA, Main-street Program	\$1,000	General

# Community Short Term Work Program 2018-2022

## Economic Development

Project or Activity	2018	2019	2020	2021	2022	Responsible Party	Cost Estimate	Source
Continue to support efforts of Downtown Development Authority and Mainstreet Program	X	X	X	X	X	City	\$20,000 annually	General
Make infrastructure improvements to J Dixie Harn Industrial Park	X	X	X	X	X	City	\$1,000,000	General, GDOT, SPLOST, T-SPLOST, DCA, OneGeorgia
Continue to market downtown storefronts	X	X	X	X	X	City, DDA, Mainstreet Program	\$1,000	General
Continue retail study and make findings available to local businesses	X	X	X			City, DDA	\$4,000 annually for 3 years	General
Support Bryan County Development Authority workforce surveys	X	X	X	X	X	City, DDA	\$2,500	General

# Community Short Term Work Program 2018-2022

## Youth Activities and Recreation

Project or Activity	2018	2019	2020	2021	2022	Responsible Party	Cost Estimate	Source
Employ a full-time Recreation Coordinator/Pool Manager			X	X	X	City	\$24,000 annually	General
Continue after-school programming and make improvements at Mikell Foxworth Rec Center	X	X	X	X	X	City	\$20,000 annually	General, SPLOST
Continue support of Junior Police Academy and SADD	X	X	X	X	X	City	\$3,000 annually	General
Continue support of Bryan County Family Connections by utilizing the Harn Center as a Summer Lunch Site	X	X	X	X	X	City	\$1,000	General
Maintain sidewalks and streetlights on school pedestrian routes	X	X	X	X	X	City	\$2,500 annually	General, Safety LMIG
Construct Splashpads at Harn Center			X	X	X	City	\$25,000	General, Grant funds
Replace pool pump at Harn Center	X					City	\$5,000	General, Grant funds
Purchase portion of Martin tract below Sherriff's Dept. for second baseball field				X	X	City	\$50,000	General, SPLOST



# Community Long Term Work Program

## 2018-2028

### Infrastructure and Capital Projects

Project or Activity	2018	2020	2022	2024	2026	Responsible Party	Cost Estimate	Source
Construct Public Safety Complex	X	X				City	\$5,000,000	General, Splost
Construct residential water well in Bulloch County and connect to current water system	X	X				City	\$2,500,000	General, CDBG, USDA grant
Replace sewer and storm pipes in Basin 1, 2 and 3	X	X	X	X	X	City	\$10,000,000	General, Water, Splost, CDBG, USDA, GEFA
Pave and improve all unpaved streets	X	X	X	X	X	City	\$1,000,000	General, LMIG, T-Splost
Pave service roads in Northside Cemetery			X	X		City	\$100,000	General, LMIG, T-Splost
Repair and resurface Ash Branch Road	X	X	X			City	\$2,500,000	General, LMIG, T-Splost
Repair and resurface downtown street grid			X	X	X	City	\$200,000	General, LMIG, T-Splost
Repair and repaint downtown parking in conjunction with DOT's Hwy 280 project		X				City	\$50,000	General, LMIG, T-Splost
Replace open ditches with curb, gutter and pipe as needed	X	X	X	X	X	City	\$25,000 annually	General
Complete curb and gutter on Strickland Street		X				City	\$25,000	General

*The timeliness on several of these projects is contingent on the passage of T-Splost in May of 2018.*

# Community Long Term Work Program

## 2018-2028

### Infrastructure and Capital Project Partnerships

Project or Activity	2018	2020	2022	2024	2026	Responsible Party	Cost Estimate	Source
Convert all downtown streetlamps to LED	X	X				Georgia Power	Unknown	Unknown
Rebuild Payne Drive and accompanying infrastructure	X	X				City, County?	\$200,000	Special LMIG, T-Splost?
Install fire hydrants and water taps along Ash Branch Road as part of the water-well project	X	X				City, County?	Unknown (dependent on number of hydrants)	General, Water, CDBG, USDA, GEFA
Promote and make improvements to J Dixie Harn Industrial Park	X	X	X	X	X	City, Bryan County Development Authority	Up to \$1,000,000	General, Water, Splost, DCA, GEFA
Improve and install railroad crossing signal at Industrial Park entrance			X			City, Railroad	\$250,000	General, T-Splost, One-Georgia, DCA Edge
Improve and install railroad crossing signal on South Poplar Street					X	City, Railroad	\$250,000	General, T-Splost, Safety LMIG

*The timeliness on several of these projects is contingent on the passage of T-Splost in May of 2018.*

# Report of Community Accomplishments

## 2008-2018

### Water and Sewer

Project or Activity	Complete	Underway	Postponed	Not Accomplished	Reason for Postponed or Not Accomplished
Southwest Water Main Upgrades: 2" watermains to 8" watermains, looped dead end waterlines and added fire protection on the following streets: Ware St., Benton St., Kent St., Bing St., Garrison St., Taylor St., Clanton St., Surrency St., Harn St., Ledford St., Lucious Dr. and McFadden St.	X				
Mason Road Water and Sewer: upgraded existing 2" water mains and replaced an 8" Asbestos/Cement watermain with a 10" PVC watermain and added fire protection to N. Main St., Bowers St., Anderson St., Mason Rd., W.E. Smith Rd., Sims Rd. and Rogers Rd.	X				
Payne Road Water and Sewer Project: provided Sewer for the Payne Road area and upgraded 2" watermains to 8" watermains, looped dead end mains and added fire protection to Payne Rd., Camellia dr., Waters Circle, Cason Dr., McRae St., Miles Ln. and Patterson St.	X				

# Report of Community Accomplishments

## 2008-2018

### Water and Sewer

Project or Activity	Complete	Underway	Postponed	Not Accomplished	Reason for Postponed or Not Accomplished
Old Wastewater oxidation pond closure	X				
Upgrade of Lift Stations #2 and #3	X				
Installation of Emergency back-up generator on Lift Station #7	X				
Watermain Upgrades on Strickland, West Smith, Burkhalter, Mikell and Taylor Streets	X				

# Report of Community Accomplishments

## 2008-2018

### Transportation

Project	Complete	Underway	Postponed	Not Accomplished	Reason for Postponed or Not Accomplished
Resurfaced Bowers Street and installed curb and gutter	X				
Resurfaced Garrison Street from Poplar St. to Ledford St. and replaced storm drain culverts	X				
Resurfaced Sharon, Lambert, Spier and Gibson Streets	X				
Resurfaced 1,200 ft. of Ash Branch Rd.	X				
Constructed sidewalk from Camellia Drive to Bryan County Elementary School	X				
Restriped Harry Hagan, Mason, Bill Brown, Rogers, Williams Rd.s and McFadden Dr.	X				
Resurfaced Industrial Drive South and East	X				
Anderson Lane/ Downtown drainage project	X				
Resurfaced Lewis and Henry Streets	X				
Resurfaced Payne Drive from Hwy 119 to Waters Circle	X				
Paving of Judge John R. Harvey Drive servicing the Bryan County Sheriff's office	X				

# Report of Community Accomplishments

## 2008-2018

### Transportation

Project	Complete	Underway	Postponed	Not Accomplished	Reason for Postponed or Not Accomplished
Resurfaced DuBois Street Extension and Front Run	X				
Resurfaced West Gibson Street	X				
Paved streets in Patterson subdivision (Clarence, Harrell, Ossie)	X				
Resurfaced Jones, West Railroad, Warnell and Surrencey Streets and Strickland Street Extension	X				

# Report of Community Accomplishments

## 2008-2018

Update from Previous Plan

Project	Complete	Underway	Postponed	Not Accomplished	Reason for Postponed or Not Accomplished
Conserve, protect and manage the land use resources of the community for optimum benefit		X			
Update Comprehensive Plan and solid waste plan	X				
Coordinate with County to update land use plan and maps		X			
Update Pembroke future land use map	X				
Adopt architectural and design overlay ordinances for gateways and corridors		X			
Improve sidewalks and streetscapes to enhance the scenic experience and promote walking		X			
Continue to promote pedestrian orientation with strong walkable connections between different uses and adjacent neighborhoods		X			
Adopt design and landscape standards		X			
Effectively manage growth and gov. expenditures through orderly expansion of water and sewer services		X			
Analyze financial impacts of growth to help determine types of development patterns desired and needed		X			

# Report of Community Accomplishments

## 2008-2018

Update from Previous Plan

Project	Complete	Underway	Postponed	Not Accomplished	Reason for Postponed or Not Accomplished
Assess the feasibility of developing an incentive program to attract medical practitioners				X	Not deemed feasible DCA incentives available by opportunity zone designation
Support efforts of DDA to revitalize downtown area		X			
Support Bryan-Pembroke Development Authority efforts to attract jobs and industry		X			<i>through DDA (City) and DABC (County)</i>
Support efforts of DDA to establish a revolving loan fund		X			<i>through GICH-CHIP</i>
Work with DBAC to attract light industry to the Harn Industrial Park		X			
Cooperate with state and local school authorities and local employers to identify and achieve practical improvements in curricula and workforce skills. Coordinate improvements in curricula which will affect workforce skills		X			<i>through Superintendent's Council and CTAE Advisory Group</i>
Coordinate with local, regional, and state economic development authorities to identify and achieve targeted industrial development services		X			



# Report of Community Accomplishments

## 2008-2018

Update from Previous Plan

Project	Complete	Underway	Postponed	Not Accomplished	Reason for Postponed or Not Accomplished
Support efforts of DBAC to plan a local econ. dev. workshop that brings together local, regional and state econ. dev. resources		X			
Continue to build relations with Fort Stewart		X			
Support private sector efforts to establish a new commercial district on Hwy 67 North to attract travelers to Ft Stewart and I-16				X	Private sector efforts subject to economic recession City efforts focused in existing commercial district
Continue to give relevant Pembroke City employees and local officials training in available econ. dev. tools.		X			
Continue to support and encourage employees to utilize the employee education incentive program and to take advantage of the High School Outreach Program for Literacy		X			
Support efforts of DBAC to establish relationships with local retired persons with econ dev knowledge to be volunteer business and dev. advisors		X			
Develop a tourism and marketing plan		X			
					<i>DDA-Mainstreet</i>

# Report of Community Accomplishments

## 2008-2018

Update from Previous Plan

Project	Complete	Underway	Postponed	Not Accomplished	Reason for Postponed or Not Accomplished
Actively recruit and support businesses that best suit the community		X			
		<i>Through NextSite 360 retail study</i>			
Utilize incentive packages to promote the City, the industrial park and attract businesses		X			
		<i>Through DCA opportunity and military zone designation</i>			
Create policies and programs to support entrepreneurial activities		X			
		<i>Through business friendly zoning</i>			
Identify workforce training resources to match the need of the local workforce. This may be through formal education, private providers, specialized training or other resources		X			
		<i>Through DBAC, CTAE Advisory Group</i>			
Support a city-wide Adopt a Highway and Clean and Beautiful Program	X				
	<i>Keep Pembroke Beautiful</i>				
Continue to work with Fort Stewart on promoting Pembroke for enlisted affordable, housing and commercial establishments			X		Fort Stewart not deemed a priority by current administration

# Report of Community Accomplishments

## 2008-2018

Update from Previous Plan

Project	Complete	Underway	Postponed	Not Accomplished	Reason for Postponed or Not Accomplished
Establish partnership with Georgia Southern, SCAD, UGA and Georgia Tech to accomplish econ dev goals	X				
	<i>GSU MPA intern program</i>				
Address needs of existing businesses to improve local environment for retention and expansion		X			
		<i>Through DDA, DBAC and DCA</i>			
Identify a niche market and promote that to potential businesses/ industries		X			
		<i>Through NextSite360 retail study</i>			
Continue to support the activities and events of the Main-street Program and allocate funding to the program.		X			
Explore making Downtown Pembroke Wireless				X	Not deemed feasible at this time
Support the improvement of the education attainment, general health and income levels of the population to produce optimum public benefits such as living wages and full time employment opportunities		X			
		<i>Through Bryan County Family Connections</i>			
Survey the local workforce to determine composition, satisfaction, commuting patterns of local labor force		X			
		<i>Through DBAC</i>			

# Report of Community Accomplishments

## 2008-2018

Update from Previous Plan

Project	Complete	Underway	Postponed	Not Accomplished	Reason for Postponed or Not Accomplished
Conduct a housing inventory study to identify which structures are in need of repair and take appropriate measures	X	<i>Through GICH 2008</i>			
Identify blighted areas for planning purposes and to encourage upgrading	X	<i>Through GICH</i>			
Rehabilitate, maintain and preserve old historic neighborhoods		X	<i>Limited to City-owned properties</i>		
Coordinate with local, regional and state housing authorities to identify and to achieve improved private and public housing choices		X	<i>Through GICH-CHIP</i>		
Pembroke will aid the public with rental accessibility and affordable housing options	X	<i>Sawmill Landing Apt.'s</i>			
Develop and adopt plan to provide infrastructure to serve growing population		X	<i>Developing Capital Improvements Plan</i>		
Develop and adopt guidelines to manage growth in City		X	<i>Through Planning and Zoning</i>		
Support efforts of Pembroke Housing Authority				X	Super-ceded by GICH-CHIP efforts

# Report of Community Accomplishments

## 2008-2018

Update from Previous Plan

Project	Complete	Underway	Postponed	Not Accomplished	Reason for Postponed or Not Accomplished
Work with developers to upgrade current housing stock for low-moderate income areas		X <i>Through GICH-CHIP</i>			
Work with developers to expand low income housing options		X			
Conduct a housing needs assessment	X <i>Through GICH</i>				
Create small area plans for traditional neighborhoods and the redevelopment of older neighborhoods		X <i>Researching feasibility of overlay districts</i>			
Continue to work with private, non-profit and other gov't organizations to offer housing options		X			
Investigate available programs and funding sources to stimulate redevelopment		X			
Consider an ordinance to require new developments to provide a percentage of units for affordable housing				X	The City does not wish to hinder or place undue burden on potential developers and has affordable housing in place
In cooperation with BCPH identify all point and non-point source pollution hazards, unplugged wells, and other potential pollutants of groundwater recharge, adopt remedial programs and pollution control regulations				X	Super-ceded by EPD

# Report of Community Accomplishments

## 2008-2018

Update from Previous Plan

Project	Complete	Underway	Postponed	Not Accomplished	Reason for Postponed or Not Accomplished
Support local efforts to obtain NRHP registration for appropriate publicly and privately owned historical, architectural and archaeological properties		X			
		<i>Pursuing designation for Northside Cemetery</i>			
Construct a recreation complex: nature trails, bike paths and passive recreation		X			
		<i>Mike Foxworth Rec Center</i>			
Coordinate with State and federal authorities to better define high value and productive wetlands and to implement all applicable wetlands and floodplain regulations		X			
		<i>Identified and regulated by NFIP and EPD</i>			
Expand Streetscape to entire downtown on Hwy s 280, 67 and 119				X	TEA grants unfunded for several years, may be new possibilities via T-Splst
Renovate Tos Theatre for use as a community center				X	Not economically feasible at this time
Implement measures to protect valued resources through local inventories		X			
Set aside designated areas for park and recreation activities	X				
	<i>See Character Area Map</i>				
Adopt a conservation subdivision ordinance and modify subdivision regulations to require preservation of sensitive natural areas		X			
		<i>Research stages</i>			

# Report of Community Accomplishments

## 2008-2018

Update from Previous Plan

Project	Complete	Underway	Postponed	Not Accomplished	Reason for Postponed or Not Accomplished
Create incentives for developers to link greenspace together creating a publicly accessible network			X		Conservation subdivision ordinance not yet in place
Adopt the Bryan County Bicycle and Pedestrian Plan and implement recommendations				X	Bryan County Bicycle and Pedestrian Plan does not exist
Provide incentives to developers to conserve open and greenspace linking together open space networks				X	Funds do not exist for incentives
Investigate ways to encourage reinvestment in historic downtown		X			
		<i>State and Federal Tax Credits</i>			
Activate the Revitalization Committee and form a Historic Preservation Committee				X	Duplication of duties with DDA and Mainstreet Program
Develop heritage tourism opportunities		X			
Upgrade City parks		X			
Upgrade Comprehensive Plan and Solid Waste Plan	X				
Construct new water tank and well; improve southside distribution; upgrade 6 inch lines to 8 and 10s.		X			
		<i>Lines upgraded; tank and well in progress</i>			
City Hall expansion, construct council chamber	X				

# Report of Community Accomplishments

## 2008-2018

Update from Previous Plan

Project	Complete	Underway	Postponed	Not Accomplished	Reason for Postponed or Not Accomplished
Fill oxidation pond at wastewater plant for future development	X				
Convert open ditches to curb and gutter and piping		X			
					<i>Subject to SPLOST funding</i>
Upgrade Shuman, McRae, Mary, Old Still and Ware Streets				X	Not feasible, new possibility with T-Splost
Remodel City Hall including accessibility accommodations	X				
Improve sewer system and capacity as needed		X			
					<i>GEFA loan</i>
Explore more funding for increases in City staff	X				
Explore training opportunities for P&Z Board	X				
Install bike storage facilities in Downtown				X	Not enough need
Improve sidewalks and streetscapes in Downtown to enhance scenic experience and promote walking		X			
Construct new courtroom facilities				X	Currently utilize council chamber, will use Public Safety Building in the future
Construct new public safety shooting range				X	Utilize range at Smith State Prison
Adopt and implement a capital improvement plan for public facilities and recreational amenities	X	X			
					<i>Will be updated with this plan</i>



# Report of Community Accomplishments

## 2008-2018

Update from Previous Plan

Project	Complete	Underway	Postponed	Not Accomplished	Reason for Postponed or Not Accomplished
Conduct a parking study including projections of future supply and demand	X	X			
	<i>informally</i>	<i>Capital Improvement Plan component</i>			

# Appendix 1: Community Input Memorandum



## City of Pembroke "A Historic Railroad Town"



JUDY B. COOK  
Mayor

SHARROLL FANSLAU  
CITY CLERK

DANA F. BRAUN  
City Attorney

ROBERT F. PIRKLE  
Municipal Court Judge

JOHNNIE A. MILLER, SR.  
Mayor ProTem  
Councilmember - District 1

KAREN LYNN  
Councilmember - District 2

DIANE MOORE  
Councilmember - District 3

TIFFANY M. WALRAVEN  
Councilmember - District 4

ERNEST HAMILTON  
Councilmember-At-Large

### MEMORANDUM

**DATE:** March 5, 2018

**TO:** All citizens of Pembroke and North Bryan County

**FROM:** Alex Floyd, City Administrator

**SUBJECT:** Comprehensive Planning

There will be a public hearing following the City Council meeting on Monday, March 12, 2018. This will be the second meeting regarding the Comprehensive Plan for the City of Pembroke and North Bryan County.

Everyone is invited to attend.

Please attend if at all possible.

# Appendix 1: Community Input Agenda

CITY OF PEMBROKE

## COMPREHENSIVE PLAN KICKOFF

- ◆ Introductions and Opening Remarks Alex Floyd
- ◆ Intro to the Comprehensive Plan Process
- ◆ Paper Activity
- ◆ Regional Outlook and How we “fit in”
- ◆ Goals and Aspirations
- ◆ Issues and Obstacles

BREAK

- ◆ Briefing on City’s financial situation Sharroll Fanslau
- ◆ Big Projects on the Horizon Alex Floyd
- ◆ Little Projects on the Horizon
- ◆ Funding Sources

ACTIVITY: Needs and Opportunities

- ◆ SWOT Analysis
- ◆ Conclusions

City Council Meeting and 2nd Hearing, 7:00, March 12, 2018

**ALEX FLOYD**  
**CITY ADMINISTRATOR**

City Hall  
PO Box 130, 160 N. Main Street  
Pembroke, Georgia  
31321

Phone: 912-653-4413  
Fax: 912-653-4424  
Email: [administrator@pembrokega.net](mailto:administrator@pembrokega.net)

# **Appendix 1: Community Input Public Notice**

## **CITY OF PEMBROKE AND BRYAN COUNTY**

### **10 YEAR COMPREHENSIVE PLAN**

#### **NOTICE OF PUBLIC HEARING**

The City of Pembroke and Bryan County are holding the first of two Public Hearings for our 2018-2028 Comprehensive Plan. This plan will guide the decision-making of our city and county staff and elected officials as they strive to build a better Bryan for our citizens. We need Public Input to guide the focus, strategic goals and desired outcomes of this plan.

The Hearings will be held on Thursday, February 22, at 6:30 P.M. at the J Dixie Harn Community Center, 91 Lanier St located behind the Bryan County Courthouse. Light refreshments will be provided.

All interested parties are invited to attend and all opinions will be heard and respected. Persons with disabilities that may require assistance should call 912-653-4413.

Thank you,

Alex Floyd, City Administrator

## Appendix 1: Community Input Postcard



**Our 2018 plan will  
guide decision making  
for the next ten years.  
Be a part of it!**

**6:30 PM**

**February 22nd**

**Harn Community Center**

**91 Lanier Street**

**(behind the courthouse)**

# Appendix 1: Community Input Session February 22, 2018

NAME	EMAIL	PHONE #
JANICE MIZELL	PALTN9@AOL.COM	912-704-4582
<i>Charlotte Wilson</i>		
D.A. REAS	PLANNING@PEMBROKEGA.NET	412-653-4476
Bob Floyd		
Webbie Floyd	bandofloyd@gmail.com	653-2268
Tiffany Walraven	tiffany@owenssupplycompany.com	656-815,
Peter Waters	fire@PembrokeGA.net	658-5219
Judy B. Cook	mayor@pembrokega.NET	653-4413
Juth Fagan	jtarsuta@bryan-county.org	653-5857
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William Collins	publicsafety@PembrokeGA.net	912-653-44
PAUL SWINGLE	paulblakeswingle@gmail.com	912 755 0561
Bobbie Pareso	rpareso@yahoo.com	719-287-0023
Patricia Bacon	pbacon87@msn.com	912-653-347
Pamela Gunter	gandcpam@g-net.net	912-667-2066
Sherrill Fanelan		
Miranda Fanelan		

## Appendix 1: Community Input

Comp. Plan Meeting 3/12/18

MATTHEW BARROW

William Collins

Sheila fields

Marie Allen

Charlotte Bacon

Johnnie Miller

Karen Lynn

Donald Moore

Ermut Hammeton

Judy S. Cook

Tiffany Walraven

Alex Floyd

Shannon Fausler

## Appendix 1: Community Input

### Notice of Public Hearing:

The draft of the City of Pembroke's Comprehensive Plan for 2018-2028 is complete. There will be a public hearing and briefing at 6:00 PM, April 23rd at City Hall 160 N. Main Street, Pembroke, Ga for anyone who wishes to inspect the document and make comments, suggestions and corrections.

All Pembroke stakeholders are encouraged to attend.

Thank you,

Alex Floyd, City Administrator

*It is the policy of the City of Pembroke that all City-sponsored public meetings are accessible to people with disabilities. If you need assistance in participating in this meeting or event due to a disability, please call (912) 653-4413 at least three (3) business days prior to request an accommodation.*



# Notice of Public Hearing:

The City of Pembroke's Comprehensive Plan for 2018-2028 has been approved. There will be a final public hearing and briefing at 4:00 PM, June 21<sup>st</sup> at City Hall 160 N. Main

Street, Pembroke, Ga for anyone who wishes to inspect the document and make comments, suggestions and corrections. After comments are addressed there will be a

Resolution made to formally Adopt the document.

All Pembroke stakeholders are encouraged to attend.

Thank you,

Alex Floyd, City Administrator

*It is the policy of the City of Pembroke that all City-sponsored public meetings are accessible to people with disabilities. If you need assistance in participating in this meeting or event due to a disability, please call (912) 653-4413 at least three (3) business days prior to request an accommodation.*