

**Athens-Clarke County and  
The City of Winterville**

# **Community Assessment**

**July 12, 2006**

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### Maps

(all of the Maps for the various chapters have been assembled into one document)

### *Supplemental Plans and Background documents:*

- *Athens-Clarke County Economic Development Plan: A Strategy for a Strong Economy*
- *Athens-Clarke County Economic Development Plan: Economic and Demographic Analysis*
- *Athens-Clarke County Leisure Services Master Plan*
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- *Athens-Clarke County and the City of Winterville Comprehensive Plan 1999 – 2009*

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## A IDENTIFICATION OF POTENTIAL ISSUES AND OPPORTUNITIES

### A.1 List of Potential Issues and Opportunities

#### A.1.1 Population

1. The population projections prepared for the Comprehensive Plan for Athens-Clarke County and the City of Winterville have been prepared with informed assumptions regarding the conditions that will affect growth in the future.

*The data provided in the Population chapter serves as the statistical basis for all of the other Community Assessment chapters within the Comprehensive Plan. The interpretation of this data is a complex undertaking given the atypical composition of the population within Athens-Clarke County, which is due in part to the high percentage of residents in the 15-24 age group (34% of the 2005 population estimate for Athens-Clarke County), and the somewhat uncertain future of local housing and employment trends. Misinterpretation of population data can have a significant impact on the accuracy of current condition assessments and the preparation of projections for the future, particularly with regard to land use, housing, economic development, and social service planning. The assumptions used as a basis for much of the population projections for both Athens-Clarke County and the City of Winterville rely heavily on data prepared by the U.S. Bureau of the Census. Other primary data sources, including building permit data and license plate data, have been used as well to verify census data, assist in identifying trends, and ultimately have been used to prepare projections. Comparisons of these various data sources with Census data have revealed possible statistical inconsistencies that, if improperly interpreted, may result in erroneous projections and estimates. In order to assist in evaluating the full scope of this data more thoroughly, it is recommended that a professional demographer be retained.*

2. Athens-Clarke County is the central place of a larger metropolitan area that since 1980 is the second fastest growing area in the state behind the Atlanta region.

*The Athens MSA which includes Oconee County and Madison County, has experienced 46.6% population growth between 1980-2000. This rapid regional growth is creating many growth pressures in the community including increased social service and civil infrastructure needs, increased traffic congestion, and other land use management issues.*



3. In comparison to other metropolitan central city counties in the state of Georgia outside of Atlanta, Athens-Clarke County has experienced a remarkable rate of growth since 1980.

*This growth rate of 54.3% for Athens-Clarke County is an increase over the 46.4% growth rate experiences from 1970-1990. Athens-Clarke County continues to function as the “port of entry” for population growth for the Athens MSA, and its overall rate of growth from 1980 to 2000 is the second highest of the MSAs outside of the metro Atlanta region.*

4. Athens-Clarke County has a relatively young population.

*By 1990 the median age for Athens-Clarke County was 25.6 years and 31.6 years for the state of Georgia. By 2020, it is projected that the median age for Athens-Clarke County will be 24.6 years and 33.9 years for the state of Georgia. While it is expected that the community’s median age will continue to decrease, but this decrease will occur at a slower rate than that of the past 20 years. Among the major factors impacting the average age of the population is the location of the University of Georgia in the community. With over 30,000 college students, Athens will likely continue to have a median age that is lower than the state as a whole.*

5. Athens-Clarke County is projected to have significant growth in the population age groups 15-24 and 55+ years.

The growth of these two age categories may disproportionately impact demand for certain community services and resources. Between 2005-2030, it is expected that these categories combined will increase from 51,952 to 67,426 people.

6. Between 1980-2000, Athens-Clarke County experienced white population growth that was lower than the state increase, while African-American and Other racial and ethnic populations increased at a modest rate similar to the rates and actual growth seen in surrounding counties and at the state level.

*The growth of the African-American and Other racial and ethnic populations is consistent with similar trends witnessed around the state, the southeastern United States, and the nation as a whole. The greatest single issue that this trend identifies is the need for Spanish-language services and support for the considerable growth witnessed among the Hispanic population.*

7. The residents of Athens-Clarke County exceed the state average in education attainment levels, both in terms of high school completion and four or more years of college education.

*This has resulted in a highly educated workforce. This is an important consideration in Athens-Clarke County's ongoing economic development efforts to attract and retain employers and moderate to high-paying jobs.*

8. For Athens-Clarke County, both per capita income and household income growth has been below state increases since 1980. This income growth also lags behind Madison County and Oconee County.

*It should be noted that the very low annual and per capita income of the University of Georgia's student body artificially lowers the income statistics for the community. The per capita income figures for Athens-Clarke County are also lowered by the fact that 50% of the workforce in 1998 held lower-paying jobs in the Wholesale, Retail, and Services employment sectors.*

*As a percentage of total employment, employment in these sectors is likely to remain at this level as Athens-Clarke County serves as a regional retail and service hub, and supports a university student population that is both the market and labor force for many of these retail outlets and service providers.*

9. According to the 2000 Census, approximately 25.8% of Athens-Clarke County residents are shown to earn incomes below the poverty level.

*This percentage represents a total population with incomes below the poverty level of 26,260 people. The 2000 Census also notes that 15,683 of these people (approximately 60% of those with incomes below the poverty level) are essentially single individuals that are not a part of a household with a spouse or children. In addition, the 2000 Census also indicates that 20,844 (79.4%) of the individuals with incomes below poverty level are between the ages of 18 and 64. The 18 – 64 age grouping is typically also used to identify those individuals within the workforce. Further analysis of this data is needed to reach any definitive conclusions.*

10. The City of Winterville has had a slightly older population than the state of Georgia and Athens-Clarke County.

*To a large extent, Winterville has remained unaffected by the presence and growth of the University of Georgia. As a result, this small community has historically attracted and retained a relatively older and more heterogeneous population. While it is expected that the community's median age will continue to increase, it is projected that it will increase at a much faster rate than that of the past 20 years for the City of Winterville.*

11. Winterville's per capita income and household income figures have been higher on average than those of Athens-Clarke County and the state of Georgia.

*Per capita income has increased in Winterville by a figure of \$7,404, or 113%, between 1979-1989 to \$13,958. This percentage increase is nearly identical to the figure for the state over the same period.*

### **A.1.2 Economic Development**

1. Our community's dependency on a small number of governmental (University of Georgia) and institutional provides a stable economic base. However, Expansion into additional economic sectors is needed to provide more balance in the future distribution of economic resources and employment opportunities.

*The Athens-Clarke County economy is concentrated in the Government and the Retail employment sectors. The community's primary economic base is employment provided by the 8,900 jobs at the University of Georgia. These 8,900 jobs and 30,000 students provide the support for a thriving retail economy in the community. It is anticipated that growth in these two sectors will remain constant through 2020.*

2. Our community would benefit from a more active business recruitment effort.

*Athens-Clarke County has a very diverse manufacturing base that has experienced stable employment growth since the early 1980's. Area manufacturers range from overhead transformer production to poultry processing establishments. Growth in manufacturing has been incremental yet steady, and has resulted primarily from the expansion of established industries already located in Athens-Clarke County. This pattern of steady manufacturing sector growth is anticipated to continue through 2020.*

3. Our community would benefit from creation of jobs with higher-end wages.

*Wages in the Clarke County area are below state averages and have failed to keep pace with state average increases. More high-wage employment opportunities are needed in the community, particularly in the Retail and Service sectors. While this is a potential area of concern from an employee standpoint, the relatively low wages may provide an opportunity in industrial recruitment.*

4. Educational and workforce training opportunities should be improved and increased.

*One of the historical strengths of the Athens-Clarke County economy is the low unemployment rate of the community. The presence of the University of Georgia helps to create a stable economic environment for the community. However, this equilibrium between employment opportunities and potential employees is somewhat deceiving. Training of the local workforce will need to continue in order to maintain these low unemployment levels over the life of this plan.*

5. The City of Winterville's economy is dependent upon Clarke County.

*The economy of Winterville is largely dependent upon the economic conditions found in Athens-Clarke County. Many residents of Winterville are employed at jobs located in Athens-Clarke County. Additionally, Winterville benefits from receiving water, sewer service provided by Athens-Clarke County in portions of the city, as well as from Clarke County schools and Sheriff services.*

6. Clarke County would benefit from a comprehensive economic development strategy.

*Tremendous opportunity exists for economic development activities in the community. With a highly educated workforce, below average wage rates, and the presence of ample infrastructure to support development, Athens-Clarke County appears to be strategically positioned to compete for economic development. The results of a Unified Government's comprehensive economic development strategy are needed in order to focus community efforts and activities to capitalize on these and other strengths in guiding the community's future economic development. In the 1990's Athens-Clarke County Economic Development: A Strategy Plan was produced; as such, an update and rededication to a comprehensive strategy seem appropriate.*

### **A.1.3 Natural And Cultural Resources**

1. The community could benefit from a more regional approach to the protection of our natural resources.

*Many of the counties surrounding Clarke do not have the same extended riparian buffers over the states requirements or more stringent flood plain protection standards that Clarke County does. The only regional effort to protect natural resources that has involved Clarke County is the construction of the Bear Creek reservoir. There should be an effort to work with the surrounding counties on water quality.*

2. Clarke County would benefit from measures to decrease air pollution levels.

*Clarke County currently meets attainment standards, but some measures indicate that the county may be approaching non-attainment.*

3. Athens-Clarke County should continue and, as appropriate, expand efforts to address erosion, sedimentation, and stormwater issues.

*As with any community facing development pressure, there are still violations to the County's soil and erosion standards and the protected environmental areas standards. More education may work toward efforts to stop these violations before they happen. Clarke County has the measures in place to enforce these standards and attempt to correct them, but more needs to be done before it occurs.*

4. Local Designation of the Athens Downtown Historic District should be explored.

*The Athens Downtown Historic is listed on the National Register of Historic Places and is one of the most historically and architecturally important resources within Athens-Clarke County. The downtown, to a great extent, defines our communities character and is significant as the center of town, both literally and symbolically, as the location of City Hall, the Clarke County Courthouse as well as significant, turn of the century commercial and office buildings and historic churches.*

### **A.1.4 Facilities And Services**

1. Solid Waste: Current policies may strain the existing fiscal capacity of the Solid Waste system to meet future needs.

*Athens-Clarke County's solid waste operations are exemplary. The landfill has substantial amount of capacity remaining and ways are being investigated to increase its life expectancy. The recycling efforts have seen a 68% increase in recyclables recovered and diverted from the landfill in 2005, and a 42% decrease in residential waste disposed per household of customers per month between July 1992 - June 2005 in the Urban Service District.*

*There are additional improvements, however, that the County would like to see. One of the biggest cost is the staff intensive backyard pickup service provided in the urban service district. Curbside collection was made optional beginning in 2005 and is currently used by 20% of the customer base. The Solid Waste Department is constantly looking for ways to improve recycling tonnage and has worked closely with the Clarke County School District and University of Georgia.*

*Another major issue facing Athens-Clarke County is the rapidly decreasing capacity for waste disposal in the area, we are currently investigating various options for the future and will be seeking Athens-Clarke County Mayor and Commission direction in the next year.*

### **A.1.5 Housing**

1. Clarke County would benefit from an inventory and assessment of the condition of housing.

*Some information is readily available from the Census and other, cursory survey work. A detailed analysis of the existing housing stock, including vacancy rates would be beneficial. For instance, according to the projected housing needs and the actual housing units constructed, Athens-Clarke County has built sufficient housing to date to meet the needs of the community into 2013. This data, based on Census and information from the Building Inspection Department, should be verified by identifying vacant housing in Clarke County.*

2. Clarke County would benefit from a strategy to address student housing within the community.

*It is unclear exactly how many students reside "off-campus" within Clarke County. A clear analysis of the affect of the student population on housing and a means to incorporate this data into the County's plans would be valuable.*

### **A.1.6 Land Use**

1. Athens-Clarke County zoning and development regulations encourage mixed-use, neo-traditional development patterns; however, new construction and redevelopment projects often fail to fully meet these standards for a variety of reasons. Conventional commercial and residential markets still pursue single-use land uses. Other local codes and regulations affecting new development also present challenges or obstacles to the attainment of mixed-use, neo-traditional developments.
2. Land uses and development regulations are often inconsistent or incompatible with natural environmental features like topography. These should be better integrated in both land use planning and review of new development.
3. With widely varying permitted densities between urban and rural residential areas, Athens-Clarke County should investigate the viability of a TDR (Transferable Development Rights) program in order to preserve rural lands while promoting density in urban nodes and redevelopment opportunity areas.

### **A.1.7 Transportation**

1. Coordination between future land uses and our transportation system will benefit our community.

*While there are segments of roadway in Athens-Clarke County that operate at or above capacity during peak hour, most of these capacity problems are addressed by projects in the current 2030 MACORTS Transportation Plan. The socioeconomic data used to generate the projects included in the 2030 MACORTS Transportation Plan was coordinated with the approved Future Land Use Plan valid at that time. Therefore, the upcoming MACORTS projects should show better coordination than projects of the recent past.*

2. Flexibility in design and operation of roadways is encouraged in order to face future changing conditions.

*It is projected that several capacity problems will exist in the future on major routes inside of the Athens Perimeter. These routes include Milledge Avenue, Prince Avenue, and Lumpkin Street. It will be very difficult to add capacity to these roadways in the future due to the historic character of the properties along these corridors, as well as community opinion that these routes are important in shaping the community's image. Therefore, measures to*

*decrease automobile traffic demand should be further explored such as constructing bicycle facilities and expanding mass transit usage.*

3. Congestion of our community's major corridors should be addressed.

*A potentially serious problem facing the community is the continued expansion of high-density land uses beyond traditional areas. Continued growth of high density land uses could exert additional pressure to widen two lane roadways such as Mitchell Bridge Road and Tallassee Road. One focus of the 2030 MACORTS Transportation Plan is to widen roadways only to the extent absolutely necessary and to concentrate on developing a better road network to offer ample alternatives.*

4. The Transit System and routes should continue to be evaluated and revised in order to provide the most relevant and efficient service to our community.

*To meet the continued needs and demands generated by development, it will become necessary for the transit system to expand and modify its existing routes. Continued effective and efficient management of the transit system will ensure that revenues received along with federal and state assistance will allow the transit system to fully utilize its resources. As environmental and road capacity issues become more of a regional issue, transit's role will increase as people become more aware of their role in reducing these regional concerns.*

*In late 2005, a Transit Development Plan (TDP) was completed for the Athens Transit System. This Plan evaluated the overall effectiveness and efficiency of the transit system and made recommendations regarding the future operation of the system. Recommendations included route modifications, extended service hours, use of 'superstops', and the possible inclusion of Park and Ride lots.*

5. Expansion of Transit Services will benefit Athens-Clarke County

*The Athens Transit System is unable, at this time, to serve all of Athens-Clarke County predominantly due to budget constraints. The TDP addresses expansion of services into more of Athens-Clarke County. As these improvements are made to ATS service, this issue will lessen. The Athens Transit System has been filling some of the gaps in service using the 5311 funding to provide "The Link" service – county wide demand response. As this service is new, the effectiveness of this program is still under consideration.*



6. Availability to transit, both at the time of construction and accommodations for transit access in the future, should continue to be a factor in new development.

*Transit is now included in the Plans Review process to ensure that developments integrate transit amenities into their design where feasible. This ensures that present development is transit-friendly if not transit oriented. Recently, the Athens Transit System and MACORTS developed the Transit Development Plan as a foundation for improvement to the Transit System and to encourage looking at transit as part of the 'bigger picture' of development in Athens-Clarke County.*

7. Athens-Clarke County should continue to support alternate modes of transportation.

*Athens-Clarke County continues to seek funding for alternative transportation projects, including those eligible for Transportation Enhancement (TE) funding. This program provides federal transportation dollars for alternative transportation projects and other uses. MACORTS and GDOT have made considerable progress in funding alternative transportation projects. During the update of the 2030 Long Range Transportation Plan (LRTP), projects from the Athens-Clarke County Bicycle Master Plan were integrated into the Plan.*

8. Athens-Clarke County and the City of Winterville could benefit from an expansion of the sidewalk system and the bike routes and linkage to other transportation systems.

*Athens-Clarke County development regulations require all new commercial and residential developments to provide sidewalks that provide internal and external access. Existing development is required to adhere to the sidewalk requirement when the development is modified. Over time, a complete network will be achieved.*

*Federal funds are pursued to complete bicycle projects, whenever possible. Local funds, especially Special Purpose Local Option Sales Tax (SPLOST) funds, are used to fill in gaps in the network of bicycle facilities. Those projects that are most 'in demand' by the public are typically completed first; therefore, the initial impression is one of an incomplete network. As funds become available, current gaps in the network will be filled*

### **A.1.8 Intergovernmental Coordination**

1. Efforts and programs to build and strengthen relations with the University of Georgia and Athens-Clarke County should be undertaken.

*Because of the prominence of the University of Georgia and its influence upon Clarke County's population, housing situations, the local economy and transportation, it is vital that relations between the Unified Government and the University of Georgia be strengthened and improved over time.*

## **B ANALYSIS OF EXISTING DEVELOPMENT PATTERNS**

### **B.1 Existing Land Use Maps**

- Athens-Clarke County is utilizing the LBCS (Land-Based Classification Standards) model developed by the American Planning Association to classify land uses based on a variety of characteristics. The model extends the notion of classifying land uses by refining traditional categories into multiple dimensions, such as activities, functions, building types, site development character, and ownership characteristics. Each dimension has its own set of categories and subcategories.
- Multiple sources have been incorporated into the analysis of Athens-Clarke County land uses to compile the LBCS database. These include zoning and building permit data, business tax certificates, tax assessor information, aerial photography, and windshield surveys of properties throughout the county.
- Athens-Clarke County's LBCS database is the most comprehensive assessment of the area's more than 38,000 land parcels. It identifies the multiple activities, functions, and structure types of complex, mixed-use parcels. The maps of each dimension described below provide a simplified graphic illustration of how land uses are distributed across Athens-Clarke County.

#### **B.1.1 Activity**

- Activity refers to the actual use of land based on its observable characteristics. It describes what actually takes place in physical or observable terms. An office activity, for example, refers only to the physical activity on the premises, which could apply equally to a law firm, a court house, a non-profit institution, or any other office use. Similarly, residential uses in single-family dwellings, multi-family

structures, manufactured homes, lofts, or any other type of building would all be classified as residential activity.

### **B.1.2 Function**

- Function refers to the economic function or type of establishment using the land. Every land use can be characterized by the type of establishment it serves. Function is independent of actual activity on the land. Establishments can have a variety of activities on their premises, yet serve a single function. For example, two parcels are said to be in the same functional category if they belong to the same establishment, even if one is an office and the other is a manufacturing plant.

### **B.1.3 Site Development Character**

- Site development character refers to the overall physical development character of the land. It describes what is on the land in general physical terms. For most land uses, it is simply expressed in terms of whether the site is developed or not. But not all sites without observable development can be treated as undeveloped. Roads, bike paths, storage tanks, and graded landscape features all alter and contribute to a site's development characteristics.

### **B.1.4 Structure Type**

- Structure refers to the type of structure or building on the land. Although many activities and functions are closely associated with certain structures, it is not always so. Many buildings are adapted for uses other than those for which they were originally built. A single-family residential structure, for instance, may serve an office activity and a dentistry function.

## **B.2 Areas Requiring Special Attention**

- Areas of significant natural or cultural resources
- Areas where rapid development or change of land uses is likely to occur
- Areas where the pace of development has outpaced, or may soon outpace the availability of community facilities and services, including transportation
- Areas in need of redevelopment and/or significant improvements to aesthetics or attractiveness
- Large abandoned structures or sites, including those that may be environmentally contaminated
- Areas with significant infill development opportunities
- Areas of significant disinvestment, levels of poverty, and/or unemployment

## **B.3 Recommended Character Areas**

- Uses separate map or overlay of Existing Land Use Map
- Covers Entire jurisdiction
- Uses appropriate types of character areas

## **C ANALYSIS OF CONSISTENCY WITH QUALITY COMMUNITY OBJECTIVES (QCOS)**

### **C.1 Assessment of Consistency with QCO's**

- (a) **Regional Identity Objective:** Regions should promote and preserve an “identity,” defined in terms of traditional regional architecture, common economic linkages that bind the region together, or other shared characteristics.

*Athens-Clarke County and the City of Winterville meet or exceed this objective.*

- (b) **Growth Preparedness Objective:** Each community should identify and put in place the prerequisites for the type of growth it seeks to achieve. These may include housing and infrastructure (roads, water, sewer and telecommunications) to support new growth, appropriate training of the workforce, ordinances to direct growth as desired, or leadership capable of responding to growth opportunities.

*Athens-Clarke County and the City of Winterville meet or exceed this objective.*

- (c) **Appropriate Businesses Objective:** The businesses and industries encouraged to develop or expand in a community should be suitable for the community in terms

of job skills required, linkages to other economic activities in the region, impact on the resources of the area, and future prospects for expansion and creation of higher-skill job opportunities.

*Athens-Clarke County and the City of Winterville meet or exceed this objective.*

- (d) Educational Opportunities Objective:** Educational and training opportunities should be readily available in each community – to permit community residents to improve their job skills, adapt to technological advances, or to pursue entrepreneurial ambitions.

*Athens-Clarke County and the City of Winterville meet or exceed this objective.*

- (e) Employment Options Objective:** A range of job types should be provided in each community to meet the diverse needs of the local workforce.

*Athens-Clarke County and the City of Winterville meet or exceed this objective*

- (f) Heritage Preservation Objective:** The traditional character of the community should be maintained through preserving and revitalizing historic areas of the community, encouraging new development that is compatible with the traditional features of the community, and protecting other scenic or natural features that are important to defining the community's character.

*Athens-Clarke County and the City of Winterville meet or exceed this objective.*

- (g) Open Space Preservation Objective:** New development should be designed to minimize the amount of land consumed, and open space should be set aside from development for use as public parks or as greenbelts/wildlife corridors.

*Athens-Clarke County and the City of Winterville meet or exceed this objective.*

- (h) Environmental Protection Objective:** Air quality and environmentally sensitive areas should be protected from negative impacts of development. Environmentally sensitive areas deserve special protection, particularly when they are important for maintaining traditional character or quality of life of the community or region. Whenever possible, the natural terrain, drainage, and vegetation of an area should be preserved.

*Athens-Clarke County and the City of Winterville meet or exceed this objective.*

- (i) **Regional Cooperation Objective:** Regional cooperation should be encouraged in setting priorities, identifying shared needs, and finding collaborative solutions, particularly where it is critical to success of a venture, such as protection of shared natural resources.

*Athens-Clarke County and the City of Winterville meet or exceed this objective.*

- (j) **Transportation Alternatives Objective:** Alternatives to transportation by automobile, including mass transit, bicycle routes and pedestrian facilities, should be made available in each community. Greater use of alternate transportation should be encouraged.

*Athens-Clarke County and the City of Winterville meet or exceed this objective.*

- (k) **Regional Solutions Objective:** Regional solutions to needs shared by more than one local jurisdiction are preferable to separate local approaches, particularly where this will result in greater efficiency and less cost to the taxpayer.

*Athens-Clarke County and the City of Winterville meet or exceed this objective.*

- (l) **Housing Opportunities Objective:** Quality housing and a range of housing size, cost, and density should be provided in each community, to make it possible for all who work in the community to also live in the community.

*Athens-Clarke County and the City of Winterville meet or exceed this objective.*

- (m) **Traditional Neighborhood Objective:** Traditional neighborhood development patterns should be encouraged, including use of more human scale development, mixing of uses within easy walking distance of one another, and facilitating pedestrian activity.

*Athens-Clarke County and the City of Winterville meet or exceed this objective.*

- (n) **Infill Development Objective:** Communities should maximize the use of existing infrastructure and minimize the conversion of undeveloped land at the urban periphery by encouraging development or redevelopment of sites closer to the downtown or traditional urban core of the community.

*Athens-Clarke County and the City of Winterville meet or exceed this objective.*

- (o) **Sense of Place Objective:** Traditional downtown areas should be maintained as the focal point of the community or, for newer areas where this is not possible, the development of activity centers that serve as community focal points should be encouraged. These community focal points should be attractive, mixed-use, pedestrian-friendly places where people choose to gather for shopping, dining, socializing, and entertainment.

*Athens-Clarke County and the City of Winterville meet or exceed this objective.*

## **D SUPPORTING ANALYSIS OF DATA AND INFORMATION**

### **D.1 Analysis**

- Data and information that is relevant to the community's list of issues and opportunities and employs 20-year planning time frame
- Data and information that identifies significant trends in the community

### **D.2 Compliance with Rules for Environmental Planning Criteria**

- State whether or not "Part V" ordinances have been adopted

### **D.3 Analysis of Consistency with Service Delivery Strategy**

- State whether action has been taken or is underway or not to verify SDS in conjunction with plan update.

**Athens-Clarke County and  
The City of Winterville**

# **Community Assessment Chapter One: Population**

**July 12, 2006**



# CHAPTER 1: POPULATION

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### **1.3 Introduction**

The purpose of the population element of the *Comprehensive Plan for Athens-Clarke County and the City of Winterville* is to inventory and assess selected population characteristics of the community. The information provided in the population element provides the foundation for other planning elements relating to Economic Development, Community Facilities, Housing, and Land Use.

An analysis of existing and projected population characteristics is among the first issues evaluated in an update of a community's Comprehensive Plan. The population characteristics evaluated in the population element include: total population, age distribution, households, racial composition, personal/household income levels, and educational attainment.

### **1.4 Total Population**

An examination of the population data for Athens-Clarke County and the City of Winterville must begin with an overview of the populations for these areas as a whole before the more detailed review of topical sub-category analysis can be undertaken. This section of this chapter provides a review of the past population trends that have resulted in the current population figures, as well as projections for future population growth, growth rate comparisons with other areas, and household population data.

#### **1.4.1 Population Trends (Past and Present)**

During the period from 1980 to 2000, population growth in Athens-Clarke County and the City of Winterville was relatively constant, although the percentage rates of growth in these two jurisdictions were very dissimilar. During the period from 1980 to 1990, Athens-Clarke County witnessed a growth rate of about 8.4%, but this rate was somewhat less than the growth rate for the state during that same period, (approximately 9.3%) and considerably less than the City of Winterville's growth rate (approximately 16.9%). From 1990 to 2000, Athens-Clarke County's growth rate decreased modestly to 6.7% and Winterville's growth rate slowed to a strong 9.9%, while the state's growth rate increased remarkably to approximately 13.2%. These trends demonstrate that Athens-Clarke County's population growth has remained relatively constant and without dramatic fluctuations, while forces at the macro (state) level were undergoing significant changes and even the slightest shift in housing or employment can represent very large statistical variations at the micro (Winterville)

level. The information in Table 1: Total Population and Percentage Growth Rate for Athens-Clarke County, City of Winterville, Athens MSA, State of Georgia (1980 – 2000) identifies these trends. The Athens MSA, or Metropolitan Statistical Area, is a geographic area identified by the U.S. Census Bureau for evaluating census data for an area containing a recognized population nucleus and adjacent communities that have a high degree integration with that nucleus. The Athens MSA is comprised of the following counties and all of the incorporated municipalities within them: Clarke, Oconee, Madison, and Oglethorpe.

**Table 1: Total Population and Percentage Growth Rate for Athens-Clarke County, City of Winterville, Athens MSA, State of Georgia (1980 – 2000)**

Location	Total Population			Growth Rate Percentages			
	1980	1990	2000	1980-1985	1985-1990	1990-1995	1995-2000
Athens-Clarke	75,020	88,060	101,750	8.7%	8.0%	6.9%	6.5%
City of Winterville	641	876	1,068	18.3%	15.4%	10.9%	8.9%
Athens MSA	104,672	126,262	139,853	10.4%	9.4%	10.3%	9.4%
Georgia	5,462,982	6,478,216	8,186,453	9.27%	9.27%	13.18%	13.18%

*Source: A-CC Planning Department, 2005, US Bureau of the Census, 1980-2000.*

## 1.4.2 Future Projections

Attempting to accurately predict what type of community changes will occur and at what magnitude is often very difficult without an understanding of what has happened in the past and how those trends relate to the present and foreseeable future. The following analysis projects population data for Athens-Clarke County and the City of Winterville based on known growth trends over the past twenty years and informed assumptions regarding the anticipated conditions that will affect growth in the future.

### 1.4.2.1 Projected Population for Athens-Clarke County

In projecting the population for Athens-Clarke County, three scenarios are illustrated that reflect what is perceived as low, moderate, and high growth rates. For interim planning purposes, it is recommended that the moderate growth scenario be used. As

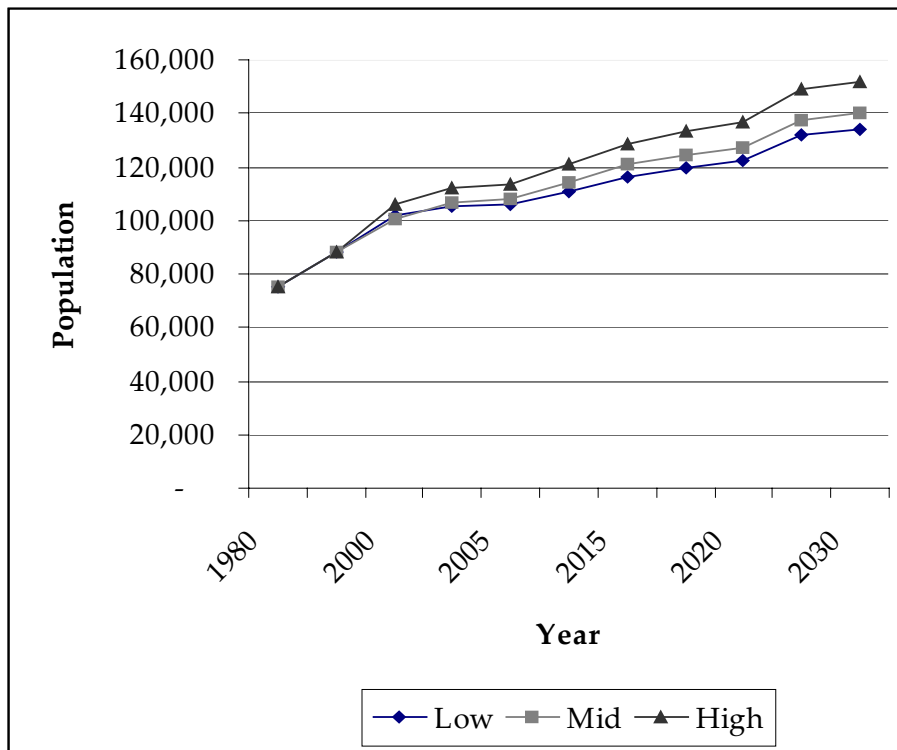
the planning process moves forward following the update of the Comprehensive Plan, this figure should be re-evaluated periodically. The first comprehensive opportunity to re-evaluate the accuracy of these projections will come with the completion of the national decennial census for the year 2010.

**Table 2: Athens-Clarke County Population Projections**

Year	Low	Moderate	High
1980	75,020	75,020	75,020
1990	88,060	88,060	88,060
2000	100,266	101,750	105,787
2005	106,010	107,918	113,479
2010	111,110	114,346	121,167
2015	116,530	120,774	128,862
2018	119,601	124,631	133,477
2020	122,240	127,203	136,554
2028	132,057	137,753	148,861
2030	133,722	140,060	151,937

*Source: A-CC Planning Department, 2005, US Bureau of the Census, 1980-2000.*

**Table 3: Athens-Clarke County Range of Population Projections through 2030**



The population of Athens-Clarke County has been projected in 5-year increments from the years 2000 to 2020. Also included are projections for 2018, which is the extent of the planning window for this document, projections through 2028 for comparative purposes during the next update to the Comprehensive Plan, and a projection through 2030 which is consistent with the population analysis used in local transportation planning documents. These population projections are illustrated in Table 2: Athens-Clarke County Population Projections and Table 3: Athens-Clarke County Range of Population Projections through 2030.

The low growth scenario for Athens-Clarke County uses the projected population growth scenario developed by the economic forecasting firm of Woods and Poole. Using the Woods and Poole annual increases in population, a population of 119,601 is projected by the year 2018. Based on recent growth rates and overall historical growth for the community, staff is of the opinion that these projections are unrealistic but should be used as the low growth scenario.

The moderate growth projection for Athens-Clarke County is based on the assumption that the average annual rate of growth from 2000 through 2030 will be approximately 1.2%, with the actual annual rate of 1.5% observed from 2000-2005 slowing to an average annual rate of just under 1% by the period 2025-2030. This will result in a population of 124,631 by the year 2018. Staff recommends that these projections be initially used in establishing future population totals for the community. The community has had a relatively stable trend of population growth since 1980 and these projections take this fact into account. In addition, these population projections have been based on primary source data compiled by Athens-Clarke County Planning Department staff for use in the preparation of transportation planning documents for the Madison-Athens-Clarke-Oconee Regional Transportation Study (MACORTS), the local metropolitan planning organization (MPO) charged with overseeing local transportation planning efforts as mandated by the Georgia Department of Transportation.

The high growth scenario for Athens-Clarke County is based on local primary source population estimations developed by Athens-Clarke County Planning Department staff that set the baseline for applying the yearly compounded growth rates reflected in the MACORTS data for the period 2000-2030. This methodology results in a population of 133,477 by the year 2018. While it is possible that these population figures are reasonable, staff is of the opinion that they are less likely than the moderate projection to actually occur unless the region's economic base grows faster than the rate observed

during the 1980's/1990's. Based on an evaluation of building permit data, it appears that growth in Athens-Clarke County is occurring but is slowing. A more thorough evaluation of building permit data is given in the "Housing" section of this plan document.

Athens-Clarke County is projected to have a steady to moderate growth rate of about 4.8-7.6% every five years through the year 2030. It is projected that the overall region will continue to see rapid growth, with the Athens MSA projected to grow by 5.8-9.2% every five years through the year 2020.

1.4.2.2 Projected Population for the City of Winterville

In projecting the population for the City of Winterville, three scenarios are illustrated that reflect what is perceived as low, moderate and high growth rates. For interim planning purposes, it is recommended that the moderate growth scenario be used. As the planning process moves forward following the update of the Comprehensive Plan, this figure should be reevaluated periodically. The first opportunity to re-evaluate the accuracy of these projections will come with the completion of the national decennial census for the year 2010.

**Table 4: City of Winterville Population Projections**

<b>Year</b>	<b>Low</b>	<b>Moderate</b>	<b>High</b>
1980	641	641	641
1990	876	876	876
2000	1,068	1,068	1,068
2005	1,153	1,169	1,192
2010	1,175	1,195	1,223
2015	1,282	1,322	1,392
2018	1,388	1,449	1,584
2020	1,452	1,525	1,712
2028	1,521	1,605	1,858
2030	1,709	1,829	2,297
<i>Source: A-CC Planning Department 2005.</i>			

The population of Winterville has been projected in 5-year increments from the years 2000 to 2020. Also included are projections for 2018 (which is the extent of the planning period for this document), projections through 2028 for comparative purposes during the next update to the Comprehensive Plan, and a projection through 2030 which is



consistent with the population analysis used in local transportation planning documents. These population projections are shown in Table 4: City of Winterville Population Projections.

The low growth scenario for the City of Winterville uses the projected population growth scenario developed by the economic forecasting firm of Woods and Poole. Using the Woods and Poole annual increases in population, a population of 1,388 is projected by the year 2018. Based on recent growth rates and overall historical growth for the community, staff is of the opinion that these projections are possible but not likely and, therefore, they should be used as the low growth scenario.

The moderate growth projection for the City of Winterville is based on the assumption that the average annual rate of growth from 2000 through 2030 will be approximately 1.8%, with the actual annual rate of 2.38% observed from 2000-2005 slowing to an average annual rate of 1.6% by the period 2025-2030. This will result in a population of 1,449 by the year 2018. Staff recommends that these projections be initially used in establishing future population totals for the community. The community has had a relatively stable trend of population growth since 1980 and these projections take this fact into account. In addition, these population projections have been based on primary source data compiled by Athens-Clarke County Planning Department staff for use in the preparation of transportation planning documents for the Madison-Athens-Clarke-Oconee Regional Transportation Study (MACORTS), the local metropolitan planning organization (MPO) charged with overseeing local transportation planning efforts as mandated by the Georgia Department of Transportation.

The high growth scenario for the City of Winterville is based on local primary source population estimations developed by Athens-Clarke County Planning Department staff that set the baseline for the 2005 projection by applying the yearly compounded growth rates reflected in the MACORTS data for the period 2005-2030. This methodology results in a population of 1,584 by the year 2018. While it is possible that these population figures are reasonable, staff is of the opinion that they are less likely than the moderate projection to actually occur. For development to be sustained at such a high rate, Winterville's present development pattern of relatively low density housing would have to be altered to accommodate higher densities. Given the conservative values currently expressed by the community, and the policies enacted by the Winterville City Council regarding zoning and land use, Winterville is not likely to alter their relatively low-density development pattern.

### 1.4.3 Growth Rate comparison to other areas

In order to understand the population growth of Athens-Clarke County and the City of Winterville more thoroughly, it is necessary to place these communities in a larger context. The sections that follow compare the rate of growth and the actual growth of these two communities with other Metropolitan Statistical Areas (MSAs), with other counties, and with the state as a whole. The Athens MSA is the census-defined region used by the federal government for a variety of planning purposes such as transportation planning. The MSA is commonly recognized as the basis for regional planning. The Athens MSA is composed of the three counties of Clarke, Oconee and Madison.

Among the variables that impact population growth are changes in economic development, transportation, housing, and community facilities. Factors that can influence an area's future population growth can be external as well as internal. In fact, the development that takes place in a neighboring city or county can have a profound impact on an adjacent community's growth.

Comparisons of the rates of growth for Athens-Clarke County, City of Winterville, Athens MSA, and the State of Georgia are provided in Table 5: Rate of Growth Comparisons: Athens-Clarke County, City of Winterville, Athens MSA, State of Georgia. The growth rates for the five-year periods prior to 2005 reflect the rates identified by the U.S. Bureau of the Census. Growth rates for the five-year periods that follow 2005 were prepared using information prepared by Woods and Poole (for the Athens MSA and the State of Georgia) and from the moderate growth projections for Athens-Clarke County and the City of Winterville, included in Table 2: Athens-Clarke County Population Projections and Table 4: City of Winterville Population Projections respectively.

**Table 5: Rate of Growth Comparisons: Athens-Clarke County, City of Winterville, Athens MSA, State of Georgia**

Location	1980-1985	1985-1990	1990-1995	1995-2000	2000-2005	2005-2010	2010-2015	2015-2020	2020-2025	2025-2030
Athens-Clarke	8.7%	8.0%	6.9%	6.5%	7.6%	6.0%	5.6%	5.3%	5.1%	4.8%
City of Winterville	18.3%	15.4%	10.9%	8.9%	11.9%	9.6%	9.6%	8%	8%	8%
Athens MSA	10.4%	9.4%	10.3%	9.4%	9.2%	8.9%	7.5%	7%	6.6%	5.8%
Georgia	9.3%	9.3%	13.2%	13.2%	6.9%	7.2%	7.2%	7.2%	7.2%	7.2%

*Source: A-CC Planning Department, 2006; US Bureau of the Census, 1980-2000; Woods & Poole Economics.*

1.4.3.1 Comparison of Georgia Metropolitan Statistical Areas (MSAs) Growth Rates

As illustrated in Table 6: Population Growth for Georgia: MSAs Outside of Atlanta, the historical population growth for Georgia’s six MSAs outside of Atlanta has been relatively constant from 1980-2000. The Athens MSA has experienced the fastest growth rate of any MSA in Georgia outside of Atlanta, with regional population growth of 46.6% since 1980. This growth rate far exceeds the growth rates of the next fastest growing areas outside of the metro Atlanta region (the Augusta MSA with 29.1% and the Savannah MSA with 27.0%). Between 1980 and 2000, the Athens MSA’s total population increased by approximately 48,772. While there are many reasons for this rapid growth rate, a primary factor is the impact of the increased enrollment and overall growth of the University of Georgia, the region’s largest employer and single greatest attraction for migration into the Athens MSA.

With regard to the analysis shown in Table 6: Population Growth for Georgia: MSAs Outside of Atlanta, it should be noted that northwestern Georgia has experienced considerable growth during this period. However, this area is within the Chattanooga, Tennessee MSA. As it is difficult to isolate the Georgia portion of this MSA for statistical purposes, it is not included as part of this comparison.

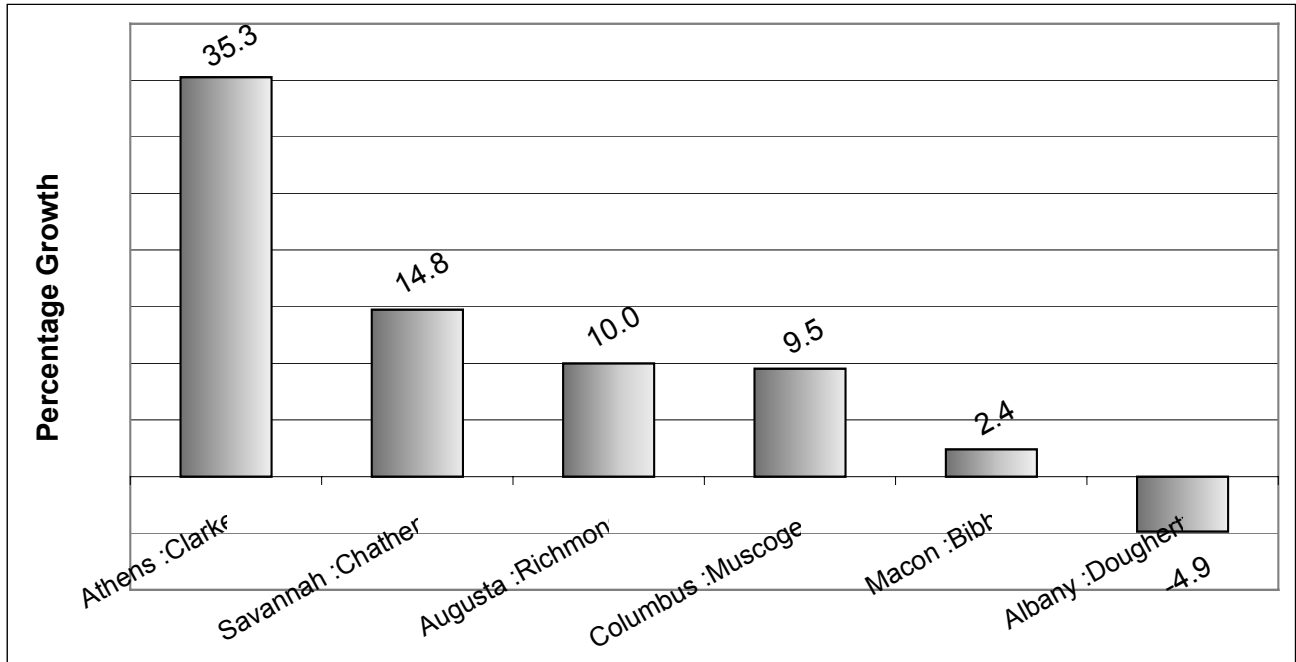
**Table 6: Population Growth for Georgia: MSAs Outside of Atlanta**

<b>Location</b>	<b>1980 Population</b>	<b>2000 Population</b>	<b>Actual Growth</b>	<b>% Growth (20yr)</b>
Athens MSA	104,672	153,444	48,772	46.6
Augusta MSA	240,293	310,294	70,001	29.1
Savannah MSA	230,728	293,000	62,272	27.0
Macon MSA	272,945	322,549	49,604	18.2
Columbus MSA	207,304	224,868	17,564	8.5
Albany MSA	112,402	120,822	8,420	7.5
<i>Source: U.S. Bureau of the Census 1980-2000.</i>				

As reflected in Table 7: Percent Population Growth for Central Counties in Georgia MSAs, Athens-Clarke County's population growth rate of 35.3% was more than double that of the next fastest growing central county (Savannah MSA's Chatham County) outside of the metro Atlanta area. While the rapid growth rates of the suburban counties in the Athens MSA receive much attention, Clarke County has experienced the most rapid growth of any comparable MSA's central county.

Clarke County's percentage of the total population growth for the Athens MSA from 1980 to 2000 is 54.3%. This represents a relatively balanced geographic distribution of population growth between the Athens MSA's central jurisdiction (Clarke County) and the bordering or outer jurisdictions to the north and south (Madison and Oconee Counties respectively) over the 20-year period. A comparative analysis of the central county's percentage of the total population growth for each MSA included in Table 6: Population Growth for Georgia: MSAs Outside of Atlanta is provided in Table 7: Percent Population Growth for Central Counties in Georgia MSAs. It may be assumed that the central counties in each MSA are the more urbanized jurisdictions within their respective MSA. Based on that single assumption, a simplistic interpretation of this data suggests that, by a slight majority, the growth within the Athens MSA during this time has been urban or suburban in nature. Conversely, nearly half of the MSA's population growth has been in Madison or Oconee Counties and has largely been suburban or rural in character.

**Table 7: Percent Population Growth for Central Counties in Georgia MSAs**



**Table 8: Percent Population Growth for Central Counties in Georgia MSAs**

Central County	MSA	1980 County Population	2000 County Population	Actual Central County Population Growth (1980-2000)	Central County Population Growth % (1980-2000)	Central County Population Growth as a % of MSA growth (1980-2000)
Muscogee	Columbus	170,108	186,291	16,183	9.5%	92.1%
Clarke	Athens	75,020	101,489	26,469	35.3%	54.3%
Chatham	Savannah	202,226	232,048	29,822	14.8%	47.9%
Richmond	Augusta	181,629	199,775	18,146	10.0%	25.9%
Bibb	Macon	150,256	153,887	3,631	2.4%	7.3%
Dougherty	Albany	100,920	96,020	-4,900	-4.9%	-58.2%

*Source: US Bureau of the Census 1980-2000.*

While many factors have contributed to this rapid regional growth rate, the most important variable is the growth in student enrollment at the University of Georgia and the associated employment growth in the community. Between 1970-1990, student enrollment at the University of Georgia increased by 8,276, or 37.8%, to over 30,000 students. Since 1990, enrollment at the University of Georgia has increased slightly from 30,170 in 1990 to 32,154 for spring semester in 2006. In addition, Athens-Clarke County's role as the cultural and commercial center of Northeast Georgia has expanded and local population growth has followed this trend.

1.4.3.2 Comparison of Athens MSA Member County Growth Rates

One of the most significant regional population growth issues has been the rapid growth rate of both Madison County and Oconee County (see Table 9: Population Growth 1980-2000 Athens-Clarke County, City of Winterville, Athens MSA, State of Georgia). Both of these MSA counties have experienced aggressive growth rates that have approximated the state average for the same period.

**Table 9: Population Growth 1980-2000 Athens-Clarke County, City of Winterville, Athens MSA, State of Georgia**

Location	1980	1985	1990	1995	2000	Actual Change	% Change 1980-2000
Athens-Clarke County	75,020	81,540	88,060	94,163	100,266	25,246	33.7%
City of Winterville	641	759	876	972	1,068	427	66.6%
Oconee County	12,427	15,023	17,618	21,922	26,225	13,798	111.0%
Madison County	17,747	19,399	21,050	23,390	25,730	7,983	45.0%
Athens MSA	104,672	115,467	126,262	139,853	153,444	48,772	46.6%
State of Georgia	5,462,982	5,970,599	6,478,216	7,332,335	8,186,453	2,723,471	49.9%

Source: US Bureau of the Census, 1980-2000.

With a growth rate of 111.0% since 1980, Oconee County is one of the fastest growing counties in the state of Georgia. Among the factors contributing to this rapid growth rate are: 1) the close proximity of the area to Athens-Clarke County (with many of the

subdivisions in Oconee County being within 10 minutes of the Athens Central Business District and UGA), 2) the availability of large tracts of undeveloped land, and 3) what is perceived by many people to be a strong public school system.

While Madison County and Oconee County have both experienced rapid population growth from a percentage standpoint, the majority of the numerical increase in the region's population between 1980-2000 has occurred in Athens-Clarke County. Between 1980-2000, the Athens MSA increased in population by 48,772. Of this regional population increase, 25,246 or 51.8%, occurred in Athens-Clarke County. In 1990, 69.7% of the region's population lived in Athens-Clarke County.

Although the growth rate for Athens-Clarke County for this same period is approximately 16% slower than that of the state, the community's growth rate of 33.7% is still fairly robust for an established urban area. The City of Winterville has also seen a significant percentage increase in population. Between 1980 and 2000, Winterville's population grew by almost 66.6%. The growth rates for both Athens-Clarke County and the City of Winterville are the result of several macro forces, including the relative economic prosperity of the Southern U.S. and the booming economy of Georgia in particular. The micro forces contributing to this continued growth include the steady growth of the University of Georgia over this period, increased local job opportunities, and the general advancement of Athens as the center of commerce and culture for Northeast Georgia.

#### **1.4.4 Household Characteristics**

The past, current and future number of households for the years 1980 through 2020 are illustrated in Table 10: Historical and Projected Household Growth for Athens-Clarke County, 1980 - 2020. The average household sizes for the years 1980 through 2030 are given in Table 11: Historical And Projected Average Household Size for Athens-Clarke County, City of Winterville, Athens MSA, State of Georgia, 1980 - 2020. The number and size of households are important in regard to identifying future housing and socio-economic needs.

The number of projected households and their size should be coordinated with the number and type of housing units needed to ensure that future household needs are met. Increasingly, more households have two people earning incomes. The family structure has dramatically changed over the years, creating more households with fewer people in each household. The number of households is increasing faster than the total population, thus resulting in smaller household sizes. Additionally, the

increase in elderly population is expected to contribute to the overall decrease in average household size.

#### 1.4.4.1 Household Characteristics for Athens-Clarke County

Athens-Clarke County experienced a 46% increase in number of households, or an increase of 12,358 total households, from 1980 to 2000, as shown in Table 10: Historical and Projected Household Growth for Athens-Clarke County, 1980 - 2020. Between 2000-2020, Athens-Clarke County is projected to add 9,962 households. It is projected that the number of households will increase by approximately 25.4% between 2000-2020.

As reflected in Table 11: Historical And Projected Average Household Size for Athens-Clarke County, City of Winterville, Athens MSA, State of Georgia, 1980 - 2020, the average household size for Athens-Clarke County is projected to decrease from 2.4 persons per household in 1990 to approximately 2.26 by the year 2020. It should be noted that Athens-Clarke County has historically had a significantly lower household size than both the state of Georgia and the Athens MSA. This smaller household size is due to the community's comparatively unique population characteristics, which includes the predominantly unmarried student population of the University of Georgia, as well as a relatively small number of households with children.

#### 1.4.4.2 Household Characteristics for the City of Winterville

Winterville experienced a 72.3% increase in number of households, or a total increase of 172, from 1980 to 2000 as shown in Table 10: Historical and Projected Household Growth for Athens-Clarke County, 1980 - 2020. Between 2000-2020, Winterville is projected to add 240 households. This increase represents just over a 58.7% increase in households between 2000-2020.

As reflected in Table 11: Historical And Projected Average Household Size for Athens-Clarke County, City of Winterville, Athens MSA, State of Georgia, 1980 - 2020, the average household size for Winterville decreased by 4.5% between 1980 and 2000. This trend is predicted to continue through 2020 as well. Winterville's average household size is projected to decrease from 2.52 persons per household in 2000 to approximately 2.35 by the year 2020. It should be noted that Winterville has historically had a smaller average household size than both the state of Georgia and the Athens MSA. This smaller household size is due to the community's comparatively unique population



characteristics, which includes a relatively older population who typically have fewer children living with them than the state or MSA averages.

It is interesting to note that Winterville’s average household size has historically been, and is projected to continue to be, larger than Athens-Clarke County’s average household size. This is largely due to Athens-Clarke County’s unusually small average household size resulting from the considerable number of students in the community. One factor that may alter the forecast for Winterville’s average household size is Winterville’s role as an outer suburb, or “bedroom community,” for the rapidly urbanizing Athens area. It is possible that Winterville’s average household size will draw even with Athens-Clarke County in the near future and could actually be smaller than Athens-Clarke’s by 2020 if Winterville attracts “empty nesters,” retirees, and even younger couples without children. Trends in the next five years will likely clarify whether Winterville’s average household size will remain larger than Athens-Clarke County’s, or if it will become smaller.

**Table 10: Historical and Projected Household Growth for Athens-Clarke County, 1980 - 2020**

<b>Year</b>	<b>Athens-Clarke County</b>	<b>City of Winterville</b>
1980	26,881	237
1985	30,417	285
1990	33,471	326
1995	36,267	368
2000	39,239	409
2005	41,441	469
2010	44,028	496
2015	46,615	555
2020	49,201	649
<i>Source: U.S. Census, 1980- 2000; A-CC Planning Department, 2006.</i>		

**Table 11: Historical And Projected Average Household Size for Athens-Clarke County, City of Winterville, Athens MSA, State of Georgia, 1980 - 2020**

Year	Athens-Clarke County	City of Winterville	Athens MSA	Georgia
1980	2.48	2.64	2.8	2.84
1985	2.43	2.56	2.7	2.74
1990	2.40	2.57	2.6	2.66
1995	2.38	2.48	2.5	2.63
2000	2.35	2.52	2.46	2.65
2005	2.33	2.49	2.43	2.61
2010	2.30	2.41	2.42	2.58
2015	2.28	2.38	2.41	2.51
2020	2.26	2.35	2.42	2.47

*Source: US Bureau of the Census, 1980-2000; Woods and Poole 2005 Data Pamphlet.*

## **1.5 Age Distribution**

Several national trends are impacting demographic characteristics of the populations of Athens-Clarke County and the City of Winterville. The most important of these is the aging of what is known as the “baby boom” generation. This age group of people born between 1946 and 1964 will impact the demand for a variety of services and products. A second major trend impacting the age of the community is the longer average life span for people in general. In addition, the regional and local trend is for sustained growth among college-aged residents and young professionals drawn to the southeastern United States and the Athens area in particular.

### **1.5.1 Age Groupings (Past – Present)**

The following sections provide population data for Athens-Clarke County and the City of Winterville arranged by age groupings identified by the US Census.

#### **1.5.1.1 Athens-Clarke County Age Groupings (Past – Present)**

Historically, Athens-Clarke County has had a relatively young population. Among the major factors impacting the average age of the population is the location of the University of Georgia in the community. With over 30,000 college students, Athens will

likely continue to have a disproportionately large number of residents in the 15 to 24 age group. It is interesting to note, however, that the percentage of the total population that the 15-24 age group represented in Athens-Clarke County decreased between 1980 and 2000 from 34.3% to 28.8%. This reduction has been attributed to an overall growth in population in all age groups without a significant, or statistically equal, increase in enrollment at the University of Georgia.

**Table 12: Population by Age Group for Athens-Clarke County, 1980-2000**

Age Group	1980		1985		1990		1995		2000	
	No. of Persons	% of total	No. of Persons	% of total	No. of Persons	% of total	No. of Persons	% of total	No. of Persons	% of total
0 - 4	4,583	6.1%	4,806	5.9%	5,543	6.3%	5,824	6.3%	5,976	6.0%
5 - 14	8,517	11.4%	7,797	9.6%	9,011	10.2%	10,520	11.3%	11,459	11.6%
15- 24	25,559	34.3%	27,480	33.8%	25,432	28.8%	27,330	29.3%	28,459	28.8%
25 - 34	13,266	17.8%	14,655	18.1%	16,091	18.2%	15,040	16.1%	14,067	14.2%
35- 44	6,624	8.9%	8,023	9.9%	10,566	12.0%	12,468	13.4%	14,086	14.3%
45 - 54	5,246	7.0%	5,753	7.1%	7,104	8.0%	8,386	9.0%	10,026	10.2%
55 - 64	4,850	6.5%	5,313	6.5%	5,560	6.3%	5,339	5.7%	6,154	6.3%
64 +	5,914	7.9%	7,402	9.1%	9,008	10.2%	8,275	8.9%	8,555	8.6%

*Source: Bureau of the Census, 1980-2000, Mid census extrapolations by the A-CC Planning Department, 2005.*

1.5.1.2 City of Winterville Age Groupings (Past – Present)

Historically, the City of Winterville has had a slightly older population than the state of Georgia, and considerably older than Athens-Clarke County. To a large extent, Winterville has remained unaffected by the presence and growth of the University of Georgia. As a result, this small community has historically attracted and retained a relatively older and more homogeneous population.

**Table 13: Population by Age Group for the City of Winterville, 1980-2000**

Age Group	1980		1985		1990		1995		2000	
	Pop.	% of total	Pop	% of total	Pop	% of total	Pop	% of total	Pop	% of total
0 - 4	46	7.2%	61	8.0%	76	8.7%	99	9.1%	107	10.1%
5 - 14	86	13.4%	116	15.3%	146	16.7%	166	15.2%	145	13.6%
15- 24	123	19.2%	113	14.9%	103	11.8%	120	11.0%	110	10.3%
25 - 34	113	17.6%	134	17.7%	155	17.7%	214	19.6%	224	20.9%
35- 44	67	10.5%	109	14.4%	151	17.2%	213	19.5%	234	21.8%
45 - 54	44	6.9%	68	9.0%	91	10.4%	106	9.7%	95	8.9%
55 - 64	66	10.3%	61	8.0%	56	6.4%	58	5.3%	46	4.3%
64 +	96	15.0%	96	12.7%	98	11.2%	116	10.6%	107	10.1%

*Source: Bureau of the Census, 1980-2000, Mid census extrapolations by the A-CC Planning Department, 2005.*

## 1.5.2 Future Projections

The inventory and assessment of a community's age distribution is important in terms of identifying present and future community service needs. Planning for capital facilities and services such as schools, recreation facilities/programs, youth centers and programs for the elderly all depend upon the age distribution of a community Table 14: Population by Age Group Athens-Clarke County, 2005-2030 and Table 15: Population by Age Group, City of Winterville, 2005-2030 illustrate the past, present and projected age categories for Athens-Clarke County and the City of Winterville.

### 1.5.2.1 Athens-Clarke County Future Projections

It is projected that between 2005-2030, an additional 4,481 people above the age of 54 will live in Athens-Clarke County. This will have a modest impact on the demand for community services. This aging population will also impact transportation planning as it relates to the demand for para-transit services as provided by the Athens Transit System.

While the older segment of the population is expected to grow, significant growth is also expected to occur in the younger segments of the population. Between 2005-2030, it is expected that an additional 10,993 people between the ages of 15-24 will live in the county. This population increase will impact the provision of community services, such

as high schools and other education and job training facilities, and the provision of affordable entry-level housing.

While there are several demographic trends that will impact the community, one of the major trends that will need to be addressed in community plans is expected growth in the population age groups 15-24 and 55+ years. The growth of these two age categories may disproportionately impact demand for certain community services and resources. Between 2005-2030, it is expected that these categories combined will increase from 51,952 to 67,426 people.

**Table 14: Population by Age Group Athens-Clarke County, 2005-2030**

Age Group	2005		2010		2015		2020		2025		2030	
	Pop.	% of total	Pop	% of total	Pop	% of total	Pop	% of total	Pop	% of total	Pop	% of total
0 - 4	5,612	5%	5,946	5%	6,280	5%	6,615	5%	7,163	5%	7,283	5%
5 - 14	10,468	10%	11,092	10%	11,715	10%	12,339	10%	13,362	10%	13,586	10%
15- 24	36,908	34%	39,106	34%	41,305	34%	43,503	34%	47,112	34%	47,901	34%
25 - 34	17,677	16%	18,730	16%	19,783	16%	20,836	16%	22,564	16%	22,942	16%
35- 44	11,893	11%	12,601	11%	13,309	11%	14,018	11%	15,180	11%	15,435	11%
45 - 54	10,295	10%	10,909	10%	11,522	10%	12,135	10%	13,142	10%	13,362	10%
55 - 64	6,313	6%	6,689	6%	7,065	6%	7,441	6%	8,059	6%	8,194	6%
64+	8,731	8%	9,251	8%	9,771	8%	10,291	8%	11,144	8%	11,331	8%

*Source: Bureau of the Census, 2000, Mid census extrapolations by the A-CC Planning Department, 2005.*

1.5.2.2 City of Winterville Future Projections

While there are several demographic trends that will impact the community, one of the major trends that will need to be addressed in community plans is expected growth in the population aged 55 years and older. This age category tends to have a disproportionate impact on the demand for community services, medical facilities, and other needs unique to an aging population. Between 2000-2030, it is expected that this category will increase from 17.5% of Winterville’s population to 23.9%. In addition, the 0-4 and 5-14 age groups are predicted to decrease from 24.6% in 2000 to 19.2% in 2030.

This is due in large part to the decrease in the number of young families that are traditionally found in the 25 – 44 age group.

**Table 15: Population by Age Group, City of Winterville, 2005-2030**

Age Group	2005		2010		2015		2020		2025		2030	
	Pop.	% of total	Pop.	% of total	Pop.	% of total	Pop.	% of total	Pop.	% of total	Pop.	% of total
0 - 4	122	10.2%	135	9.1%	148	8.6%	161	8.3%	174	7.4%	187	6.3%
5 - 14	163	14%	180	15.3%	197	14.8%	214	14.5%	231	13.9%	249	12.9%
15- 24	123	12.1%	136	13.4%	149	14.4%	162	14.2%	175	14.3%	188	13.1%
25 - 34	258	19.3%	286	18.4%	313	17.9%	340	17.3%	368	16.9%	395	16.3%
35- 44	262	18.6%	290	17%	317	15.4%	345	15.7%	373	16.6%	401	18.6%
45 - 54	106	8.3%	118	9.1%	129	9.5%	140	9.1%	151	8.6%	163	8.9%
55 - 64	51	5.2%	57	4.8%	62	5.6%	68	5.3%	73	6.2%	79	6.5%
64+	120	12.3%	132	12.9%	145	13.8%	158	15.6%	170	16.1%	183	17.4%

*Source: Bureau of the Census, 1980-2000, Mid census extrapolations by the A-CC Planning Department, 2005.*

1.5.2.3 Median Age Projections

The following section outlines the past trends and projected median ages for Athens-Clarke County and the City of Winterville, as well as the state of Georgia.

Historically, Athens-Clarke County has had a relatively young population. Among the major factors impacting the average age of the population is the location of the University of Georgia in the community. With over 30,000 college students, Athens will likely continue to have a median age that is lower than the state as a whole. As illustrated in Table 16: Median Age in Athens-Clarke County, City of Winterville, and the State of Georgia, in 1980 Athens-Clarke County had a median age of 24.4 years compared to the state figure of 28.6. By 1990 the median age for Athens-Clarke County was 25.6 years and 31.6 years for the state of Georgia. It is expected that the community’s median age will hold relatively constant through 2010 and then decrease through 2030. The rate of change in the median age was substantially higher in the state than Athens-Clarke County. Between 1980 and 2005, the median age for the state

as a whole increased by 15%. This increase was over three times as fast as the 4.5% increase in the median age for Athens-Clarke County during the same period.

Historically, the City of Winterville has had a slightly older population than the state of Georgia, and considerably older than Athens-Clarke County. To a large extent, Winterville has remained unaffected by the presence and growth of the University of Georgia. As a result, this small community has historically attracted and retained a relatively older and more heterogeneous population. As illustrated in Table 16: Median Age in Athens-Clarke County, City of Winterville, and the State of Georgia, in 1980 the City of Winterville had a median age of 30.6 years compared to the state figure of 28.6. By 1990 the median age for Winterville was 32.5 years and 31.6 years for the state of Georgia. While it is expected that the community’s median age will continue to increase, it is projected that it will increase at a much faster rate than that of the past 20 years for the City of Winterville.

**Table 16: Median Age in Athens-Clarke County, City of Winterville, and the State of Georgia**

Year	Athens-Clarke County	City of Winterville	State of Georgia
1980	24.4	30.6	28.6
1985	24.9	31.5	30.1
1990	25.6	32.5	31.6
1995	26.2	33.4	33.1
2000	25.4	36.6	33.4
2005	25.5	34.8	32.9
2010	25.1	37.2	33.4
2015	25.0	37.7	33.6
2020	24.6	39.4	33.9
2025	24.5	40.3	34.1
2030	24.2	41.7	34.4
% Change 1980-2005	4.5 %	13.7%	15%
% Change 2005-2030	- 5.1%	19.8%	4.6%

*Source: U.S. Census, 1980-2000 Woods and Poole, 2003*

### **1.5.3 Identification of Implications for the Community**

The relative aging of the population in both Athens-Clarke County and the City of Winterville will likely result in an increased demand for health services, transit services, and diversified recreational and cultural opportunities that are suited to the needs of citizens aged 55 years and older. Within Athens-Clarke County, it is projected that there will also be an increase among 15 to 24 year olds that will likely result in increased demand for park space, high school facilities, job training and higher education opportunities. The City of Winterville is likely to remain a “bedroom community” to Athens, and attract young professionals without children as well as “empty nesters” and individuals at or beyond retirement age.

## **1.6 Race and Ethnicity**

In an evaluation of the racial characteristics of the population and regional growth trends, several important trends are illustrated. These tables reflect trends in the rapid growth rate of white populations in Madison County and Oconee County that is well above the state average. The lack of growth in the black population in these counties is also noteworthy. In addition, the growth of the Hispanic and Latino population within all of the Athens MSA jurisdictions, with the exception of Winterville, is consistent with a regional and national trend toward marked increases in the percentage of the population with Hispanic or Latino heritage.

### **1.6.1 Racial and Ethnic Composition (Past – Present)**

#### **1.6.1.1 Racial Characteristics for Athens-Clarke County**

Athens-Clarke County has experienced strong population growth in the African-American population between 1980-2000. The 59.1% increase during the period was below the statewide increase of 63.4%. The actual African-American population in Athens-Clarke County increased from 17,565 to 27,945 between 1980 and 2000.

The 35.2% increase in white population between 1980-2000 for the Athens MSA was comparable with the state figure of 37.1%. For Athens-Clarke County, white population increased by 10,639 people between 1980-2000. This growth rate of 19.2% was almost half the state figure of 37.1%. It is projected that the future proportion of White population in Athens-Clarke County is projected to go down relative to the percentage of other racial population categories such as African-American, Hispanic and Latino, and other ethnic groups.



1.6.1.2 Racial Characteristics for the City of Winterville

The City of Winterville’s White population increased by 49 people between 1990-2000. This growth rate of 6.1% lags behind the state figure of 37.1%. It is projected that the future proportion of White population in Winterville is projected to continue to increase along this same trend.

Between 1970-1990, the City of Winterville’s African-American population saw a slight overall decrease (9.7%). The majority of this decrease appears to have occurred between 1970 and 1975, after which the African-American population rebounded strongly just prior to 1990. It is predicted that the African-American population will grow slightly, a 0.5% increase, as a percentage of total population between 1990 and 2020. Table 21: 2000 Comparative Race and Ethnic Population Composition for Athens MSA, Athens-Clarke County and the City of Winterville, illustrates future population racial breakdown by jurisdiction.

In 1980, Winterville had only six residents listed in the “Other” category. By 2000, that number had increased to 24. It is predicted that the 2000 number, which represents 2.0% of the total population, will be reduced to 1.7% of the total population of Winterville by 2020.

**Table 17: Historical Population Growth by Racial Category – White Population  
Athens-Clarke County, City of Winterville, Athens MSA, State of Georgia, 1980-2000**

Location	1980	1985	1990	1995	2000	Actual Change	% Change 1980-1990
Athens-Clarke	55,418	58,148	60,878	62,215	66,057	10,639	19.2%
City of Winterville	na	na	802	823	851	49	6.1%
Oconee County	11,402	13,806	16,210	19,805	23,688	11,998	107.7%
Madison County	16,207	17,654	19,100	21,050	23,133	6,926	42.7%
Athens MSA	83,027	89,769	96,510	103,310	112,247	29,220	35.2%
State of Georgia	3,948,797	4,256,993	4,565,190	4,885,430	5,412,371	1,463,574	37.1%

*Source: Bureau of the Census, 1980-2000, Mid census extrapolations by the A-CC Planning Department, 2005.*

**Table 18: Historical Population Growth by Racial Category – African-American Population Athens-Clarke County, City of Winterville, Athens MSA, State of Georgia, 1980-2000**

Location	1980	1985	1990	1995	2000	Actual Change	% Change 1970-1990
Athens-Clarke	17,565	20,250	22,935	25,440	27,945	10,380	59.1%
City of Winterville	12	14	47	124	201	189	1,675.0%
Oconee County	1,268	1,291	1,315	1,523	1,731	463	36.5%
Madison Co.	1,942	1,895	1,849	2,033	2,216	274	14.1%
Athens MSA	20,775	23,436	26,099	28,807	31,515	15,543	97.3%
State of GA	1,464,435	1,605,500	1,746,565	2,069,995	2,393,425	928,990	63.4%

*Source: Bureau of the Census, 1980-2000, Mid census extrapolations by the A-CC Planning Department, 2006.*

**Table 19: Historical Population Growth by Racial Category – Other Population Athens-Clarke County, City of Winterville, Athens MSA, State of Georgia 1980-2000**

Location	1980	1985	1990	1995	2000	Actual Change	% Change 1980-2000
Athens-Clarke	1,101	1,915	2,730	5,264	7,798	6,697	608.3%
City of Winterville	6	7	17	21	24	18	300%
Oconee County	31	90	149	599	1,049	1,018	3,183.9%
Madison County	17	84	150	409	667	650	3,823.5%
Athens MSA	1,149	2,089	3,029	6,284	9,538	8,389	730.1%
State of Georgia	49,087	82,416	131,503	317,749	503,996	454,909	926.7%

*Source: Bureau of the Census, 1980-2000, Mid census extrapolations by the A-CC Planning Department, 2006.*

## 1.6.2 Future Projections

**Table 20: Historical and Projected Racial Composition, 1980-2020**

Year	Athens-Clarke County			City of Winterville			State of Georgia		
	White	African-American	Other	White	African-American	Other	White	African-American	Other
1980	74.7%	23.6%	1.7%	97.1%	1.9%	1.0%	72.3%	26.8%	0.9%
1985	72.4%	24.7%	2.9%	97.0%	2.0%	1.0%	71.6%	26.9%	1.5%
1990	70%	25.9%	4.1%	91.5%	7.1%	1.4%	71%	27%	2%
1995	67.2%	28.6%	4.2%	86.4%	11.9%	1.7%	68.3%	27.9%	4.1%
2000	64.7%	30.8%	4.5%	79.7%	18.8%	1.5%	65.1%	28.7%	6.2%
2005	61.8%	33.3%	4.9%	78.9%	19.5%	1.6%	N/A	N/A	N/A
2010	59.4%	35.1%	5.5%	78.0%	20.2%	1.8%	N/A	N/A	N/A
2015	57%	36.8%	6.2%	77.8%	20.8%	1.4%	N/A	N/A	N/A
2020	55%	38.1%	6.9%	77.2%	21.1%	1.7%	N/A	N/A	N/A

*Source: US Bureau of the Census, 1980-2000, Woods and Poole, 2003.*

## 1.6.3 Comparison to Other Areas

The trends in percentage racial composition of Athens-Clarke County and the City of Winterville have remained constant over the past twenty years. Each community has witnessed an increase in the African-American portion of their populations, and the overall percentage of white population has decreased while the actual growth among the white racial category has remained relatively constant. Athens-Clarke County, like many other central MSA jurisdictions, has experienced significant growth in Hispanic and Latino population.

The following table compares the overall racial and ethnic composition of the Athens MSA, Athens-Clarke County, and the City of Winterville for the year 2000. These same racial breakdowns represented here tend to appear with relative consistency in all of the non-metro Atlanta MSAs.

**Table 21: 2000 Comparative Race and Ethnic Population Composition for Athens MSA, Athens-Clarke County and the City of Winterville**

Race or Ethnic Group	Athens MSA		Athens-Clarke County		City of Winterville	
	Actual Population	% of Total	Actual Population	% of Total	Actual Population	% of Total
White	108,572	70.8%	61,943	61.8%	841	77.9%
Black or African-American	31,496	20.6%	27,607	27.5%	202	18.7%
Hispanic or Latino	7,619	5.0%	6,152	6.1%	3	0.3%
Asian	3,825	2.4%	3,214	3.2%	4	0.4%
American Indian or Alaskan Native	351	0.2%	194	0.2%	2	0.1%
Other	1,581	1.0%	1,164	1.2%	28	2.6%

*Source: U.S. Census Bureau, 2000.*

#### **1.6.4 Identification of Implications for the Community**

Between 1980-2000, Athens-Clarke County experienced White population growth that was lower than the state increase, while African-American and Other racial and ethnic populations increased at a modest rate similar to the rates and actual growth seen in surrounding counties and at the state level. The growth of the African-American and Other racial and ethnic populations is consistent with similar trends witnessed around the state, the southeastern United States, and the nation as a whole. The greatest single issue that this trend identifies is the need for Spanish-language services and support for the considerable growth witnessed among the Hispanic population.

#### **1.7 Income Characteristics**

Per capita income is the total personal income of the residents divided by the resident population of that area. Per capita income serves as an indicator of consumer markets and of the income level of area residents. This measure can vary widely from county to county and should be used with caution.

From a regional standpoint, both Madison County and Oconee County have experienced income growth that exceeded the state average between 1969-1989. Madison County experienced a 426% growth rate while Oconee County's per capita income increased by 596%. Oconee County's 1990 per capita income of \$15,164 exceeded the state average.

### **1.7.1 Income Characteristics for Athens-Clarke County**

Athens-Clarke County's per capita income and household income figures are lowered by the large population of students at the University of Georgia. The majority of these students do not work full-time. However, per capita income has increased in Athens-Clarke County by a figure of 328% between 1969-1989 to \$11,604. This increase, however, is significantly less than the 414.6% figure that the state of Georgia experienced in per capita income growth. Furthermore, Athens-Clarke County's per capita income is only approximately 85% of the state figure of \$13,631. While the large number of students explains the low per capita income relative to other areas, the relatively slow rate of income growth is an area that should be evaluated in further studies.

Household income data illustrates similar findings such as those identified above. Household income for Clarke County increased during the period from 1970-1990 but at a slower rate than the state of Georgia and other MSA counties. Furthermore, the 1990 median household income for Athens-Clarke County of \$20,806 is only 71.7% of the state figure of \$29,021. From a regional standpoint, Oconee County's median income is approximately 19% higher than the state figure.

The distribution of households by income groups for Athens-Clarke County and the state is illustrated in Table 23: Median Household Income, 1980-2000 and Table 24: Distribution of Households by Income for Athens-Clarke County, City of Winterville, and Georgia. In 1999, 27% of households in Athens-Clarke earned less than \$10,000 a year, compared to 16.8 percent of all households statewide. Athens-Clarke County's large percentage of households with incomes below \$14,999 may in part be explained by a high population of University students. Over 39.0% of Athens-Clarke County's population made less than \$14,999, as compared to 25.4% for the state as a whole. Additionally, only 16.2 percent of the households in Athens-Clarke made above \$50,000, compared to 22.8 percent for the state as a whole. Commuting patterns of upper income households suggest that many people earning higher wages in Athens-Clarke County actually live in neighboring counties, Oconee County in particular.

### **1.7.2 Income Characteristics for the City of Winterville**

Winterville's per capita income and household income figures have been higher on average than those of Athens-Clarke County and the state of Georgia. As illustrated by

Table 22: Per Capita Income, 1979-1999, per capita income has increased in Winterville by a figure of \$7,404, or 113%, between 1979-1989 to \$13,958. This percentage increase is nearly identical to the figure for the state over the same period.

As found in Table 23: Median Household Income, 1980-2000, median household income for the City of Winterville increased during the period from 1980-1990 by \$11,358, an increase of 65.0%. Although robust, this was at a slower rate than the state of Georgia, which saw an increase of \$13,988, or 93.0%.

The distribution of households by income groups for Winterville is illustrated in Table 24: Distribution of Households by Income for Athens-Clarke County, City of Winterville, and Georgia. In 1989, 9.0% of Winterville households earned less than \$10,000 a year, compared to 27.0% in Athens-Clarke and 16.8 percent of all households statewide. Most notably, 74.0% of Winterville households earned between \$15,000 and \$74,999, as compared to 53.9% in Athens-Clarke and 66.1% of all households statewide. These figures indicate that the majority of Winterville’s population is centered in the lower to upper middle income groups.

**Table 22: Per Capita Income, 1979-1999**

Location	1979	1989	1999	% Change 1979-1999
Athens-Clarke County	\$6,192	\$11,604	\$17,103	176.2%
City of Winterville	\$6,554	\$13,958	\$18,693	185.2%
Madison County	\$5,266	\$10,997	\$16,998	222.8%
Oconee County	\$6,708	\$15,164	\$24,153	260.0%
Georgia	\$6,402	\$13,631	\$21,154	230.4%

*Source: US Bureau of the Census, 1980-2000.*

**Table 23: Median Household Income, 1980-2000**

Location	1980	1985	1990	1995	2000	% Change 1980-2000
Athens-Clarke Co.	\$12,381	\$16,593	\$20,806	\$24,462	\$28,118	127.1%
City of Winterville	\$17,481	N/A	\$28,839	\$38,283	\$47,727	173.0%
Madison County	\$15,697	\$17,174	\$22,524	\$29,436	\$36,347	131.6%
Oconee County	\$17,236	\$25,901	\$34,566	\$44,889	\$55,211	220.3%
Georgia	\$15,033	\$22,027	\$29,021	\$35,727	\$42,433	182.3%

*Source: US Bureau of the Census, 1970-1990, mid-census extrapolations by A-CC Planning Department, 1998.*

**Table 24: Distribution of Households by Income for Athens-Clarke County, City of Winterville, and Georgia**

Income Categories	Athens-Clarke County	City of Winterville	Georgia
<\$9,999	20.8%	5.4%	10.1%
\$10,000 - \$14,999	9.3%	3.0%	5.9%
\$15,000 - \$24,999	15.5%	6.5%	12.3%
\$25,000 - \$34,999	12.5%	12.9%	12.6%
\$35,000 - \$49,999	14.4%	25.0%	16.7%
\$50,000 - \$74,999	13.6%	25.3%	19.7%
\$75,000 - \$99,999	5.6%	15.1%	10.4%
\$100,000 - \$149,999	5.4%	5.9%	7.8%
\$150,000 and above	2.9%	1.1%	4.6%

*Source: U.S. Census, 2000.*

According to the 2000 Census, approximately 25.8% of Athens-Clarke County residents are shown to earn incomes below the poverty level. This percentage of total population with incomes below the poverty level equates to 26,260 people. The 2000 Census also notes that 15,683 of these people (approximately 60% of those with incomes below the poverty level) are essentially single individuals that are not a part of a household with a spouse or children. In addition, the 2000 Census also indicates that 20,844 (79.4%) of the individuals with incomes below poverty level are between the ages of 18 and 64. The 18

– 64 age grouping is typically also used to identify those individuals within the workforce. Further analysis of this data is needed to reach any definitive conclusions.

## **1.8 Educational Attainment**

One of the most critical measures of an area’s population is the level of educational attainment achieved by its residents. By virtue of the presence of the University of Georgia, as well as other public and private post-secondary educational institutions, within Athens-Clarke County and the Athens MSA, both Athens-Clarke County and the City of Winterville enjoy relatively high educational attainment levels for most of their respective citizens.

### **1.8.1 Trends and Comparison to Other Areas**

Overall educational characteristics are illustrated by Table 25: Educational Attainment Comparison Highest Educational Level Completed for Persons Age 25 and Older Athens-Clarke County has one of the highest educational levels in the state. According to the 2000 Census, 37.5% of the population aged 25 years and over has at least 4 years of college. This figure is almost double the state figure of 19.3%. Moreover, in 2000 80.9% of Athens-Clarke County residents had completed at least 4+ years of high school, as compared to 78.6% of all residents for the entire state.

Educational attainment data for the population of Winterville is similar to the Athens-Clarke County data. According to the 2000 Census, 39.3% of the population aged 25 years and over has at least 4 years of college. This figure is more than double the state figure of 19.3%. Moreover, in 2000 88.1% of Winterville residents had completed at least 4+ years of high school, as compared to 78.6% of all residents for the entire state.



**Table 25: Educational Attainment Comparison Highest Educational Level Completed for Persons Age 25 and Older**

Years Completed	Athens-Clarke County			City of Winterville			State of Georgia		
	1980	1990	2000	1980	1990	2000	1980	1990	2000
Elementary School (0-8 yrs)	17.3%	9.8%	7.2%	20.7%	9.8%	3.7%	23.7%	12%	7.6%
High school (1-3 yrs)	15.3%	13.1%	11.9%	19.2%	13.1%	8.2%	19.9%	17%	13.8%
High School (Graduate)	20%	22.6%	21.5%	26.3%	27.2%	28.2%	28.5%	29.7%	28.7%
College (1-3 yrs)	12.4%	16.9%	19.4%	12.6%	21.4%	28.1%	13.3%	22%	25.6%
College (Graduate & Post-Grad)	35%	37.5%	40.0%	21.2%	28.4%	31.8%	14.6%	19.3%	24.3%
<i>Source: US Bureau of the Census, 1970-1990.</i>									

### 1.8.2 Identification of Implications for the Community

The residents of both Athens-Clarke County and the City of Winterville exceed the state average in education attainment levels, both in terms of high school completion and four or more years of college education. This unusually high concentration of people with advanced levels of education, particularly with regard to college graduates and those completing post-graduate work, is directly correlated to the University of Georgia as well as the other smaller public and private post-secondary education institutions. As a result, Athens-Clarke County has a highly educated workforce. This is an important consideration in Athens-Clarke County's ongoing economic development efforts to attract and retain employers and moderate to high-paying jobs. Another issue related to the relatively high number of people in the workforce with advanced levels of education is that, due to the limited number of jobs requiring advanced degrees or specialized training, many of these highly-skilled members of the workforce are employed in jobs requiring little to no training. As a result, access to these lower-skilled positions is further restricted to those members of the community that would otherwise be eligible for these employment opportunities.

Athens-Clarke County and  
The City of Winterville

# **Community Assessment**

## **Chapter Two:**

# **Economic Development**

July 12, 2006

# CHAPTER 2: ECONOMIC DEVELOPMENT

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## **2.2 Introduction**

The Economic Development Chapter identifies the trends and issues relating to the economic characteristics of Clarke County. The various sectors or industries that constitute Clarke County's economic base are evaluated in terms of their relative importance and impact. Clarke County's economy will be described in context of the State of Georgia's economy as well as on a national level. The characteristics of the labor force, including employment status, occupations, personal income, as well as wages and commuting patterns are described in the following text. Development agencies operating within the county, their programs as well as various tools, education, training and other economic resources available to local businesses and residents are listed and described.

The analysis of economic trends within Clarke County includes a look at which sectors, industries and employers are waning and which are growing. Any unique economic situations are discussed. Major employers and important new developments for their impact on our community are evaluated.

### **2.2.1 City of Winterville Economic Development**

It is important to note that the Census information that is presently available does not include economic data for the City of Winterville as a separate tract, block, or unique jurisdiction. Because of the relatively small size of Winterville, its economy is statistically insignificant in relation to Clarke County. Moreover, the City of Winterville does not possess the staff or the resources to maintain detailed records of the city's economic development data. As a result, many of the sections included in this element are limited in scope regarding Winterville's economy. Unless otherwise noted, any mention of Athens-Clarke County in this element includes information for the City of Winterville.

## Economic Base

### 2.2.2 Employment by Industry

While the Athens-Clarke County economy is heavily dependent upon public sector employment through the University of Georgia and other local government agencies, Athens-Clarke County has a diverse and healthy manufacturing base.

**Table 1: Employment By Industry – Clarke County 2002**

INDUSTRY	NUMBER OF FIRMS	EMPLOYMENT NUMBER	PERCENT	WKLY WAGE
<b>Goods Producing</b>	335	10,406	16.9	\$676
<i>Agriculture, forestry, &amp; fishing</i>	11	62	0.1	498
<i>Mining</i>	*	*	*	*
<i>Construction</i>	211	1,818	3	565
<i>Manufacturing</i>	111	8,497	13.8	700
Food Manufacturing	9	2,544	4.1	434
Beverage & tobacco mfg	3	85	0.1	855
Textile mills	*	*	*	*
Textile product mills	*	*	*	*
Apparel Manufacturing	*	*	*	*
Leather & allied product mfg	0	0	0	0
Wood product Manufacturing	5	328	0.5	653
Paper Manufacturing	*	*	*	*
Printing and related activities	24	234	0.4	538
Petroleum and coal products mfg	0	0	0	0
Chemical Manufacturing	*	*	*	*
Plastics & rubber products mfg	6	329	0.5	741
Nonmetallic mineral product mfg	*	*	*	*
Primary metal Manufacturing	0	0	0	0
Fabricated metal product mfg	13	377	0.6	671
Machinery Manufacturing	8	729	1.2	937
Computer & electronic product mfg	*	*	*	*
Electrical equipment/appliance	*	*	*	*
Transportation equipment	4	433	0.7	788
Furniture and related product mfg	*	*	*	*
Miscellaneous mfg industries	10	81	0.1	754

INDUSTRY	NUMBER OF FIRMS	EMPLOYEE NUMBER	PERCENT	WKLY WAGE
<b>Service Producing</b>	2,474	33,367	54.3	498
Wholesale trade	95	1,540	2.5	692
Retail trade	526	7,898	12.9	387
Transportation and warehousing	51	922	1.5	594
Utilities	5	195	0.3	1,295
Information	47	957	1.6	601
Finance and insurance	167	1,176	1.9	765
Real estate and rental and leasing	174	708	1.2	458
Professional, scientific/tech svcs	280	1,319	2.1	729
Management: companies/enterprises	16	313	0.5	1,019
Administrative and waste services	129	2,125	3.5	355
Educational services	23	262	0.4	629
Health care and social services	312	7,410	12.1	742
Arts, entertainment and recreation	33	395	0.6	599
Accommodation and food services	271	5,889	9.6	203
Other services (except government)	347	2,258	3.7	331
Unclassified - industry not assigned	37	100	0.2	527
<b>Total - Private Sector</b>	<b>2,845</b>	<b>43,873</b>	<b>71.4</b>	<b>540</b>
<b>Total - Government</b>	<b>98</b>	<b>17,572</b>	<b>28.6</b>	<b>724</b>
Federal government	25	1,595	2.6	983
State government	42*	12,049*	20*	*
Local government	31	3,928	6.4	581
<b>ALL INDUSTRIES</b>	<b>2,943</b>	<b>61,445</b>	<b>100</b>	<b>\$593</b>
<b>ALL INDUSTRIES - GEORGIA</b>				<b>\$687</b>

Notes: \*Denotes confidential data relating to individual employers and cannot be released by the Georgia Department of Labor – figure, if stated, is an estimate.

This data uses the North American Industrial Classification System (NAICS) categories (as opposed to Standard Industrial Classification (SIC) categories).

Average weekly wage is derived by dividing gross payroll dollars paid to all employees - both hourly and salaried - by the average number of employees who had earnings; average earnings are then divided by the number of weeks in a pay period to obtain weekly figures. Figures in other columns may not sum accurately due to rounding since all figures represent Annual Averages. Health services include government hospitals. Educational services include state and government institutions.

Source: Georgia Department of Labor. The data represents jobs that are covered by unemployment insurance laws.

**Table 2: Total Retail Sales – Clarke County**

YEAR:	1970	1980	1990	2000	2001	2003	2004	2005	2010	2015	2020	2025
Total Retail Sales (Mill. 1996 \$)	515.3	733.28	967.26	1321.11	1332.8	1383.47	1409.6	1436.34	1578.33	1735.4	1908.79	2100.16
Building Materials, Hardware .	37.6	46.22	62.24	61.53	63.79	63.53	64.08	64.86	70.36	77.66	85.76	94
General Merchandise	65.1	89.62	136.76	254.43	262.35	279.26	286.82	294.09	327.37	355.89	383.65	412.02
Food Stores	102.5	148.74	157.48	219.22	218.81	222.68	224.79	227.15	241.77	258.77	279.11	303.05
Automobile Dealers	94.22	129.81	189.77	293.01	298.79	311.69	317.6	323.62	356.35	397.14	439.68	482.54
Gasoline Service Stations	42.18	63.68	71.64	63.72	59.98	59.67	59.66	59.79	62.02	65.87	71.35	78.39
Apparel And Accessories	36.27	36.05	58.72	73.63	72.37	74.9	76.28	77.69	85.17	93.57	103.55	115.47
Furniture, Home Furnishings ..	24.13	38.91	39.08	75.95	73.93	73.9	75.3	76.72	84.05	93.25	103.13	113.13
Eating And Drinking Places ...	42.32	76.52	110.07	124.4	126.83	133.99	137.41	140.89	159.22	178.91	201.71	228.61
Drug Stores	17.55	24.48	38.6	43.36	46.01	48.43	49.54	50.64	56.03	61.12	66.5	72.47
Miscellaneous Retail Stores ..	53.44	79.25	102.89	111.88	109.94	115.44	118.12	120.88	135.99	153.23	174.34	200.5
<i>Source: Woods &amp; Poole Economics Inc. Clarke County, Georgia 2003 Data Pamphlet</i>												



Table 3: Total Earnings – Clarke County

YEAR:	1970	1980	1990	2000	2001	2003	2004	2005	2010	2015	2020	2025
Total Earnings (Millions 1996 \$)	755.42	1134.05	1644.67	2126.18	2182.96	2279.72	2327.95	2376.67	2626.24	2885.69	3155.02	3434.23
Farm Earnings	2	1.49	9.18	5.01	5.02	5.24	5.35	5.45	5.97	6.51	7.1	7.74
Agricultural Services, Other .	1.31	1.49	4.3	6.14e	6.54	6.85	7	7.17	8.11	9.12	10.17	11.23
Mining	0.28	3.01	1.42	1.57e	1.79	1.8	1.81	1.82	1.88	1.95	2.03	2.11
Construction	44.5	42.48	67.28	79.98	82.33	83.73	84.59	85.56	90.58	95.34	99.73	103.77
Manufacturing	185.32	278.99	291.53	328.62	335.36	344.01	348.59	353.28	376.43	399.52	422.92	446.9
Transport, Comm. & Public Util	34.83	43.6	52.72	72.74	78.09	86.9	91.14	95.33	115.35	133.77	150.32	164.54
Wholesale Trade	25.57	47.41	107.41	92.34	96.12	102.05	104.74	107.29	118.82	129.35	139.57	149.82
Retail Trade	80.41	105.8	143.54	217.11	221.9	227.62	230.46	233.35	247.96	263.02	278.16	292.92
Finance, Ins. & Real Estate ..	40.01	39.58	53.79	87.54	91.45	98.39	101.94	105.51	123.39	141.31	159.15	176.76
Services	86.65	148.54	296.59	513	530.14	558.93	573.8	589.21	674.69	773.92	887.46	1016.52
Federal Civilian Govt	62.3	99.71	101.32	97.03	91.58	90.3	89.49	88.6	84.86	82	79.88	78.48
Federal Military Govt	17.78	23.86	32.51	31.32	32.41	33.28	33.71	34.15	36.33	38.46	40.51	42.46
State And Local Govt	174.47	298.11	483.08	593.78	610.23	640.6	655.3	669.94	741.86	811.42	878.04	940.99
<i>Source: Woods &amp; Poole Economics Inc. Clarke County, Georgia 2003 Data Pamphlet</i>												

### 2.2.3 Comparison to State

Clarke County has an unemployment rate less than all but one of the surrounding counties and less than the State of Georgia as a whole; only Oconee County has a lower unemployment rate.

**Table 4: Comparison to State and Surrounding Counties**

<b>Labor Force: 2003 Annual Averages</b>				
	Labor Force	Employed	Unemployed	Unemployment Rate
Clarke	51,327	49,758	1,569	3.1%
Barrow	25,035	23,754	1,281	5.1%
Jackson	25,176	24,216	960	3.8%
Madison	14,045	13,535	510	3.6%
Oconee	14,554	14,275	279	1.9%
Oglethorpe	6,915	6,646	269	3.9%
Clarke Area	137,052	132,184	4,868	3.6%
Georgia	4,414,014	4,206,823	207,191	4.7%
Note: Labor force includes residents of the county who are employed or seeking employment.				
<i>Source: Georgia Department of Labor; Bureau of Labor Statistics</i>				

More recent figures agree with the 2003 Annual Averages, and demonstrate that Clarke County has a lower unemployment rate than that of Georgia and the United States. The Athens MSA (Metropolitan Statistical Area) and include Clarke, Madison and Oconee Counties.

**Table 5: Georgia Labor Force Estimates – Clarke County, Athens-Clarke County MSA, Georgia and the U.S.**

Not Seasonally Adjusted - Place of Residence - Persons 16 Years and Older						
Area	Employment Status	Preliminary OCT 2005	Revised: 9/1/2005	Revised: 10/1/2004	Change from: Revised: 9/1/2005	Change From: Revised: 10/1/2004
Clarke County	Civilian labor force	59,299	58,973	57,650	326	1,649
	Employed	56,789	56,247	55,598	542	1,191
	Unemployed	2,510	2,726	2,052	-216	458
	Rate	4.2	4.6	3.6		
Athens-Clarke County MSA	Civilian labor force	98,665	98,021	95,919	644	2,746
	Employed	94,653	93,750	92,667	903	1,986
	Unemployed	4,012	4,271	3,252	-259	760
	Rate	4.1	4.4	3.4		
Georgia	Civilian labor force	4,560,422	4,543,093	4,413,386	17,329	147,036
	Employed	4,316,582	4,291,248	4,210,535	25,334	106,047
	Unemployed	243,840	251,845	202,851	-8,005	40,989
	Rate	5.3	5.5	4.6		
United States	Civilian labor force	150,304,000	149,838,000	147,978,000	466,000	2,326,000
	Employed	6,964,000	142,579,000	140,447,000	761,000	2,893,000
	Unemployed	6,964,000	7,259,000	7,531,000	-295,000	-567,000
	Rate	4.6	4.8	5.1		
Note: Athens-Clarke County MSA: Clarke, Madison, Oconee, and Oglethorpe counties.						
Source: Georgia Department of Labor, Workforce Information & Analysis						

Information gathered from Woods and Poole project that Clarke County's citizens will continue to be employed by State and Local Government, the Service Industries, Retail and Manufacturing with proportional gains in most sectors – the exception being 'Farm Employment'. Neither the Employment by Sector, or the Earnings by Sector statistics factor in the relocation of the Navy School when projecting increases in employment by the 'Federal Military Government'.

**Table 6: Clarke County Employment by Sector**

	1970	1980	1990	2000	2005	2010	2015	2020	2025
<b>Total Employment (Thousands)</b>	36.10	48.66	62.77	75.85	80.62	85.26	89.85	94.35	98.76
Farm Employment	0.20	0.26	0.26	0.14	0.14	0.14	0.14	0.13	0.13
Agricultural Services, Other	0.10	0.14	0.36	0.50	0.53	0.57	0.62	0.66	0.70
Mining	0.00	0.02	0.07	0.07	0.07	0.07	0.08	0.08	0.08
Construction	1.79	1.77	2.49	3.02	3.09	3.19	3.27	3.35	3.40
Manufacturing	8.68	10.98	10.77	10.32	10.42	10.51	10.59	10.67	10.76
Transport, Comm. & Public Utility	1.33	1.23	1.51	2.05	2.51	2.89	3.21	3.46	3.64
Wholesale Trade	0.96	1.74	3.16	2.76	3.11	3.36	3.58	3.79	3.99
Retail Trade	4.79	7.18	11.53	14.43	15.17	15.77	16.37	16.95	17.47
Finance, Ins. & Real Estate	2.12	2.60	2.63	3.61	4.06	4.46	4.82	5.13	5.41
Services	5.81	8.68	13.48	20.52	21.89	23.50	25.36	27.42	29.69
Federal Civilian Govt	1.63	2.08	1.95	1.57	1.37	1.27	1.18	1.11	1.05
Federal Military Govt	0.76	0.68	0.80	0.69	0.70	0.71	0.72	0.73	0.73
State And Local Govt	7.93	11.29	13.77	16.18	17.58	18.81	19.92	20.88	21.70

*Source: Woods & Poole Economics Inc. Clarke County, Georgia 2003 Data Pamphlet*

**Table 7: Clarke County Earnings by Sector**

	1970	1980	1990	2000	2005	2010	2015	2020	2025
<b>Total Earnings (Millions 1996 \$)</b>	\$755.42	\$1,134.05	\$1,644.67	\$2,126.18	\$2,376.67	\$2,626.24	\$2,885.69	\$3,155.02	\$3,434.23
Farm Earnings	\$2.00	\$1.49	\$9.18	\$5.01	\$5.45	\$5.97	\$6.51	\$7.10	\$7.74
Agricultural Services, Other	\$1.31	\$1.49	\$4.30	\$6.15	\$7.17	\$8.11	\$9.12	\$10.17	\$11.23
Mining	\$0.28	\$3.01	\$1.42	\$1.57	\$1.82	\$1.88	\$1.95	\$2.03	\$2.11
Construction	\$44.50	\$42.48	\$67.29	\$79.98	\$85.56	\$90.58	\$95.34	\$99.73	\$103.77
Manufacturing	\$185.32	\$278.99	\$291.53	\$328.62	\$353.28	\$376.43	\$399.52	\$422.92	\$446.90
Transport, Comm. & Public Util	\$34.83	\$43.60	\$52.72	\$72.74	\$95.34	\$115.35	\$133.77	\$150.32	\$164.54
Wholesale Trade	\$25.57	\$47.41	\$107.41	\$92.34	\$107.29	\$118.82	\$129.35	\$139.57	\$149.82
Retail Trade .....	\$80.41	\$105.80	\$143.54	\$217.11	\$233.35	\$247.96	\$263.02	\$278.16	\$292.92
Finance, Ins. & Real Estate	\$40.01	\$39.58	\$53.79	\$87.54	\$105.51	\$123.39	\$141.32	\$159.15	\$176.76
Services	\$86.65	\$148.54	\$296.59	\$513.00	\$589.21	\$674.69	\$773.93	\$887.46	\$1,016.52
Federal Civilian Govt	\$62.30	\$99.71	\$101.32	\$97.03	\$88.60	\$84.86	\$82.00	\$79.88	\$78.48
Federal Military Govt	\$17.78	\$23.86	\$32.51	\$31.32	\$34.15	\$36.33	\$38.46	\$40.51	\$42.46
State And Local Govt	\$174.47	\$298.11	\$483.08	\$593.78	\$669.94	\$741.86	\$811.42	\$878.04	\$940.99
<i>Source: Woods &amp; Poole Economics Inc. Clarke County, Georgia 2003 Data Pamphlet</i>									

In the year 2005, according to Woods & Poole, the percentage of persons being employed by State and Local Government is 11% higher than the State average. The percentage of those being employed by the Transportation, Communication and Public Utilities Sector, as well as the Services Sector is approximately 3% lower than State figures. The rest of the sectors fall within 2% of State percentages.

**Table 8: State of Georgia Employment by Sector**

	1970	1980	1990	2000	2005	2010	2015	2020	2025
Total Employment (Thousands)	2,120.77	2,747.31	3,690.61	4,905.75	5,269.71	5,670.53	6,086.26	6,511.94	6,943.90
Farm Employment	94.13	96.56	74.29	67.04	65.71	64.26	63.04	62.01	61.22
Agricultural Services, Other	10.85	16.43	31.49	57.03	63.2	69	74.77	80.36	85.62
Mining	7.45	8.81	10.59	9.55	9.54	9.71	9.92	10.17	10.47
Construction	102.04	139.23	212.34	305.97	328.43	352.91	376.1	397.19	415.47
Manufacturing	475.21	528.81	572.48	600.18	615.24	630.95	644.74	656.21	665.19
Transport, Comm. & Public Utilities	112.13	152.58	216.34	302.46	331.49	361.66	389.3	413.12	432.12
Wholesale Trade	108.66	174.09	228.21	275.12	300.23	323.93	347.81	371.84	395.99
Retail Trade	288.61	407.63	606.61	820.05	870.06	932.92	996.49	1,059.69	1,121.59
Finance, Ins. & Real Estate	135.19	199.89	244.95	348.36	371.14	397.07	422.68	447.47	470.98
Services	368.88	502.84	876.6	1,426.40	1,580.07	1,751.83	1,944.29	2,157.03	2,390.07
Federal Civilian Govt	82.65	84.6	102.98	96.6	93.89	94.23	94.67	95.16	95.68
Federal Military Govt	115.03	92.3	90.75	94.35	95.92	97.61	98.83	99.57	99.82
State And Local Govt	219.94	343.55	422.99	502.65	544.8	584.45	623.62	662.12	699.69

*Source: Woods & Poole Economics Inc. Clarke County, Georgia 2003 Data Pamphlet*

**Table 9: State of Georgia Earnings by Sector**

	1970	1980	1990	2000	2005	2010	2015	2020	2025
TOTAL EARNINGS (MILLIONS 1996\$)	\$47,122.56	\$66,537.13	\$102,642.1 6	\$163,909.3 6	\$184,817.4 2	\$208,170.9 8	\$233,619.1 0	\$261,117.2 6	\$290,647.32
Farm Earnings	\$1,516.34	\$106.15	\$1,391.28	\$1,781.23	\$1,881.45	\$2,055.36	\$2,249.39	\$2,467.05	\$2,712.54
Agricultural Services, Other	\$202.12	\$244.86	\$475.91	\$960.77	\$1,110.05	\$1,271.78	\$1,443.96	\$1,622.70	\$1,804.11
Mining	\$211.78	\$429.96	\$373.74	\$398.79	\$440.13	\$449.72	\$463.34	\$479.80	\$498.66
Construction	\$2,664.44	\$3,765.49	\$5,975.28	\$9,769.87	\$10,841.81	\$12,000.53	\$13,163.26	\$14,295.63	\$15,365.73
Manufacturing	\$11,480.41	\$14,997.79	\$17,973.68	\$23,532.77	\$25,743.14	\$28,026.36	\$30,299.03	\$32,521.52	\$34,657.36
Transport, Comm. & Public Util	\$3,604.92	\$6,208.75	\$8,981.35	\$16,804.35	\$19,235.78	\$21,901.62	\$24,580.51	\$27,171.99	\$29,577.51
Wholesale Trade	\$3,504.37	\$5,900.69	\$9,090.71	\$14,011.72	\$15,704.95	\$17,371.34	\$19,112.93	\$20,931.65	\$22,828.42
Retail Trade .....	\$5,186.19	\$6,870.37	\$9,413.85	\$14,480.20	\$15,748.55	\$17,295.37	\$18,916.19	\$20,591.05	\$22,300.35
Finance, Ins. & Real Estate	\$2,414.16	\$3,617.31	\$6,600.85	\$12,471.45	\$14,168.47	\$16,110.68	\$18,192.38	\$20,394.65	\$22,694.96
Services	\$6,248.03	\$10,401.94	\$22,532.22	\$44,364.25	\$52,336.26	\$61,637.63	\$72,610.23	\$85,432.55	\$100,306.84
Federal Civilian Govt	\$2,941.53	\$3,751.39	\$4,780.64	\$5,651.21	\$5,729.53	\$5,968.75	\$6,224.23	\$6,492.82	\$6,774.99
Federal Military Govt	\$2,454.75	\$2,475.23	\$2,765.14	\$3,408.73	\$3,627.64	\$3,861.38	\$4,090.02	\$4,310.95	\$4,521.49
State And Local Govt	\$4,693.51	\$7,767.21	\$12,287.51	\$16,274.02	\$18,249.67	\$20,220.45	\$22,273.62	\$24,404.90	\$26,604.38
<i>Source: Woods &amp; Poole Economics Inc. Clarke County, Georgia 2003 Data Pamphlet</i>									

## 2.2.4 Comparison to Nation

Clarke County's Unemployment rates are approximately 2.9% lower than those for the United States and 1.6% lower than Georgia's averages.

**Table 10: Comparison to Nation – Clarke County, Georgia, U.S.**

<b>Labor Force: 2003 Annual Averages</b>				
	Labor Force	Employed	Unemployed	Unemployment Rate
Clarke	51,327	49,758	1,569	3.1%
Georgia	4,414,014	4,206,823	207,191	4.7%
United States	146,510,000	137,736,000	8,774,000	6%
Note: Labor force includes residents of the county who are employed or seeking employment.				
<i>Source: Georgia Department of Labor; Bureau of Labor Statistics</i>				

As with the comparison with State figures, the percentage of persons employed by State or Local Government in Clarke County is 11% higher than the percentage of the same in the United States. Nationally, 33% of the labor force is employed in the service industry, in Clarke County that figure is closer to 27%, a difference of 6%. A slightly higher percent of those in Clarke County work in the 'Retail' sector and a slightly lower percent work in the 'Services' sector. Other than those areas, employment in Clarke County, on average, is distributed across the sectors in a manner similar to that found throughout the United States.



**Table 11: United States Employment by Sector**

	1970	1980	1990	2000	2005	2010	2015	2020	2025
Total Employment (Thousands)	91,281.59	114,231.19	139,426.90	167,465.31	178,141.49	189,453.08	201,383.28	213,959.13	227,212.23
Farm Employment	3,961.00	3,798.00	3,153.00	3,103.00	3,098.33	3,074.00	3,047.99	3,020.28	2,990.92
Agricultural Services, Other	525.29	908.99	1,452.96	2,166.82	2,335.35	2,485.62	2,642.30	2,805.39	2,974.83
Mining	743.91	1,277.60	1,044.09	795.40	830.67	866.59	903.15	940.27	977.92
Construction	4,398.77	5,654.20	7,260.79	9,604.29	10,253.04	10,909.27	11,548.86	12,164.12	12,747.30
Manufacturing	19,687.40	20,781.10	19,697.20	19,106.92	19,243.70	19,419.97	19,606.95	19,804.84	20,013.98
Transport, Comm. & Public Util	4,865.51	5,672.11	6,568.61	8,247.10	8,727.08	9,223.25	9,709.08	10,180.11	10,631.76
Wholesale Trade	4,172.70	5,741.69	6,711.50	7,584.93	8,162.97	8,692.10	9,228.12	9,768.14	10,309.19
Retail Trade	13,698.80	17,883.90	22,920.51	27,344.10	28,751.94	30,375.02	32,045.70	33,761.87	35,521.15
Finance, Ins. & Real Estate	6,125.40	8,756.01	10,712.60	13,495.02	14,296.78	15,163.06	16,040.15	16,923.94	17,810.19
Services	17,029.81	24,999.60	38,709.65	53,276.74	58,499.47	64,046.95	70,111.91	76,741.79	83,988.31
Federal Civilian Govt	2,902.01	2,993.99	3,233.00	2,890.99	2,849.61	2,880.04	2,910.46	2,940.85	2,971.27
Federal Military Govt	3,231.99	2,501.01	2,718.00	2,075.02	2,109.68	2,146.66	2,173.55	2,189.79	2,195.29
State And Local Govt	9,939.00	13,263.00	15,245.00	17,775.00	18,982.88	20,170.54	21,415.06	22,717.76	24,080.12
<i>Source: Woods &amp; Poole Economics Inc. Clarke County, Georgia 2003 Data Pamphlet</i>									

**Table 12: United States Earnings by Sector**

	1970	1980	1990	2000	2005	2010	2015	2020	2025
TOTAL EARNINGS (BILLIONS 1996\$)	\$2,380.11	\$3,133.27	\$4,097.14	\$5,663.10	\$6,306.58	\$7,008.74	\$7,783.14	\$8,637.04	\$9,578.51
Farm Earnings	\$66.51	\$38.59	\$51.25	\$46.42	\$51.39	\$56.42	\$61.81	\$67.59	\$73.76
Agricultural Services, Other	\$10.59	\$13.88	\$25.89	\$37.97	\$42.77	\$47.53	\$52.70	\$58.29	\$64.33
Mining	\$24.98	\$65.93	\$42.58	\$48.04	\$50.93	\$53.92	\$57.02	\$60.22	\$63.51
Construction	\$152.43	\$193.52	\$241.73	\$338.47	\$371.97	\$406.44	\$441.72	\$477.48	\$513.35
Manufacturing	\$625.16	\$758.59	\$777.10	\$892.47	\$950.85	\$1,011.50	\$1,074.01	\$1,138.26	\$1,204.11
Transport, Comm. & Public Util	\$169.92	\$232.76	\$266.31	\$385.21	\$424.36	\$466.06	\$509.67	\$554.98	\$601.71
Wholesale Trade	\$141.10	\$205.96	\$258.22	\$351.18	\$387.68	\$422.77	\$459.63	\$498.18	\$538.32
Retail Trade .....	\$257.22	\$306.45	\$375.49	\$492.88	\$531.76	\$575.51	\$621.95	\$671.18	\$723.25
Finance, Ins. & Real Estate	\$124.43	\$182.81	\$284.93	\$537.13	\$607.28	\$684.96	\$769.96	\$862.58	\$963.08
Services	\$372.85	\$573.75	\$1,038.03	\$1,653.34	\$1,932.67	\$2,247.49	\$2,611.24	\$3,031.13	\$3,515.37
Federal Civilian Govt	\$109.78	\$140.12	\$160.02	\$176.89	\$181.56	\$190.43	\$199.69	\$209.34	\$219.42
Federal Military Govt	\$62.18	\$61.48	\$79.66	\$69.86	\$74.37	\$79.14	\$83.79	\$88.29	\$92.57
State And Local Govt	\$262.96	\$359.43	\$495.94	\$633.27	\$699.00	\$766.58	\$839.94	\$919.52	\$1,005.73
<i>Source: Woods &amp; Poole Economics Inc. Clarke County, Georgia 2003 Data Pamphlet</i>									

### 2.3 Labor Force

As is demonstrated by Table 13: Local Area Unemployment Statistics Information and by Table 14: Local Area Unemployment Statistics Line Graph, Unemployment in Clarke County remains lower than in the State of Georgia or the United States.

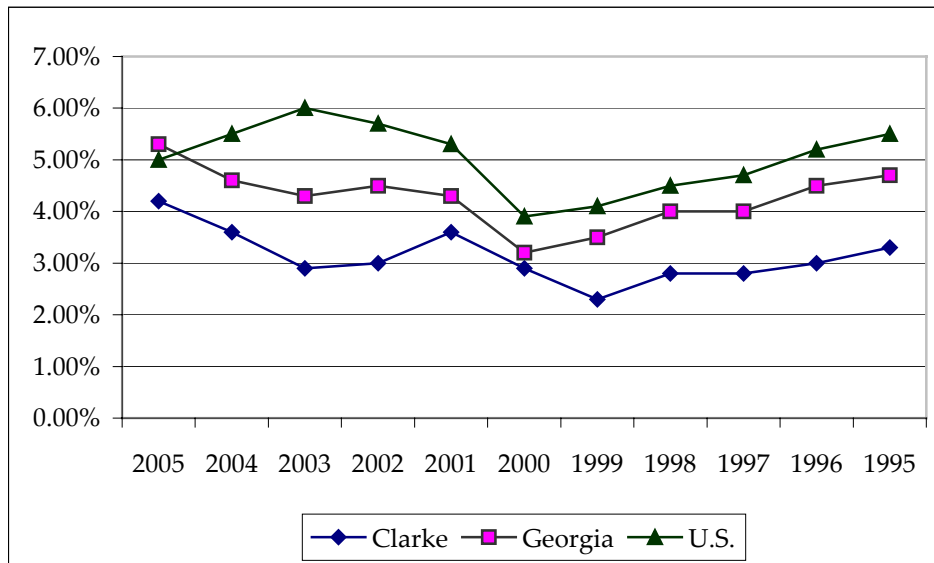
However, Clarke County unemployment rates do shadow, to some extent those of the state and nation.

**Table 13: Local Area Unemployment Statistics Information**

Clarke County										
2005	2004	2003	2002	2001	2000	1999	1998	1997	1996	1995
4.2%	3.6%	2.9%	3%	3.6%	2.9%	2.3%	2.8%	2.8%	3%	3.3%
State of Georgia										
2005	2004	2003	2002	2001	2000	1999	1998	1997	1996	1995
5.3%	4.6%	4.3%	4.5%	4.3%	3.2%	3.5%	4%	4%	4.5%	4.7%
United States										
2005	2004	2003	2002	2001	2000	1999	1998	1997	1996	1995
5%	5.5%	6%	5.7%	5.3%	3.9%	4.1%	4.5%	4.7%	5.2%	5.5%

*Source: U.S. Bureau of Labor Statistics / Suite 4675 / 2 Massachusetts Avenue, NE / Washington, DC 20212-0001*

**Table 14: Local Area Unemployment Statistics Line Graph**



### 2.3.1 Occupations

**Table 15: Employment Occupations - Clarke County**

	NUMBER	PERCENT
<i>Employed persons, 16 years and older</i>	<i>49,159</i>	<i>100.00%</i>
Agriculture, forestry, fishing and hunting, and mining	521	1.10%
Construction	2,132	4.30%
Manufacturing	5,823	11.80%
Wholesale trade	1,247	2.50%
Retail trade	6,141	12.50%
Transportation and warehousing, and utilities	1,161	2.40%
Information	1,429	2.90%
Finance, insurance, real estate and rental and leasing	1,844	3.80%
Professional, scientific, management, administrative, and waste management services	3,891	7.90%
Educational, health and social services	15,125	30.80%
Arts, entertainment, recreation, accommodation and food services	6,103	12.40%
Other services (except public administration)	1,941	3.90%
Public administration	1,801	3.70%
Note: NAICS categories are used to identify employment. The data represents employment by place of residence.		
<i>Source: US Census Bureau - 2000 Decennial Census</i>		

#### 3.3.1.1 Per Capita Income

Per Capita Income is equal to the sum of all income sources divided by the total number of persons in a geographic area. Per Capita Income estimates are a useful measure of an average person's economic status. Per Capita Income is estimated by dividing total personal income from all sources by total population. In the long run, per capita income levels of a region are affected by both changing demographic composition and changing local economic conditions. For example, if workers in two counties have similar earnings, but one county has a higher proportion of children (and therefore a lower proportion of workers) that county will likely also have a lower per capita income.

Personal income can be divided into three major components or sources:

1. *Earnings from work* — wage and salary payments to employees; the income of sole proprietors and partnerships (i.e., consultants and business owners); and other labor income including employer contributions to private pension and private welfare funds such as group health and life insurance, and worker’s compensation.
2. *Investment income* — income attributable to the rental of real property and the imputed net rental income of owner-occupants of non-farm dwellings; interest income from all sources; and all dividend income paid by businesses.
3. *Transfer payments* — payments to individuals for which they do not render current services, such as federal old-age, survivors, and disability benefits (Social Security); supplementary medical insurance; Medic-aid; state unemployment insurance; workers’ compensation; and food stamps.

Table 17: Clarke County Per Capita Personal Income. These figures for Clarke County are as reported by the consulting firm of Woods and Poole Economics in 2003. In 2003, Clarke County had a per capita personal income (PCPI) of \$23,125. This PCPI ranked 62nd in the state and was 80 percent of the state average (\$29,000) and 73 percent of the national average, \$31,472. The 2003 PCPI reflected an increase of 1.6% from 2002. The 2002-2003 state change was 1.1 percent and the national change was 2.2 percent. In 1993 the PCPI of Clarke was \$16,800 and ranked 39th in the state. The 1993-2003 average annual growth rate of PCPI was 3.2 percent. The average annual growth rate for the state was 3.9 percent and for the nation was 4.0 percent.

**Table 16: Per Capita Income and Projections for Clarke County, W&P Wealth Index and Mean Household Income**

	1970	1980	1990	2000	2005	2010	2015	2020	2025	2030*
Income Per Capita (2003 \$)	\$3,122	\$7,721	\$15,776	\$23,369	\$27,139	\$32,676	\$39,925	\$48,837	\$59,657	\$63,979
W&P Wealth Index (U.S. = 100)	83.64	81.26	86.18	87.15	87.13	86.65	85.99	85.18	84.29	83.984
Mean Household Income (2003 \$)	\$9,223	\$19,703	\$38,497	\$55,888	\$63,820	\$75,880	\$92,165	\$113,008	\$139,239	\$148,060

Source – 1970 – 2025 data: Woods & Poole Economics Inc. Clarke County, Georgia 2003 Data Pamphlet  
2030 is a linear projection of Woods and Poole data

Personal Income in the *Woods & Poole* Data for Clarke County are historical for the years 1969 – 2000 and are projected for the years 2001 – 2025. Total Personal Income is income received by persons from all sources, that is from participation in production, from both government and business transfer payments, and from government interest, which is treated like a transfer payment. Persons consist of individuals, nonprofit institutions serving individuals, private uninsured welfare funds and private trust funds. Personal Income is the sum of wages and salaries, other labor income, proprietor's income, rental income of persons, dividend income, personal interest income and transfer payments less personal contributions for social insurance.

#### *W&P Wealth Index*

The W&P Wealth Index measures a populace's affluence relative to the national average (US=100.0). This index refers to the wealth of Clarke County, compared to the nation, which is registered at 100.0. The Woods & Poole wealth index recognizes a 100.0 level for the nation as an equal percentage; higher levels indicate a wealthy and stable level while lower levels indicate slightly lower wealth levels in a particular area.

In 2005 the Woods and Poole wealth index for Clarke County indicated 86.18%, in 1990, 87.15% in 2000, and 87.13% in 2005. This reflects overall stability in wages in the local market relative to the national level.

Another source shows Personal Income being slightly lower in Clarke County. Personal income statistics are compiled by the U.S. Department of Commerce, Bureau of Economic Analysis (BEA) using data from all income sources, and are published periodically in the BEA's publication Summary of Current Business.

Note that in both Woods & Poole and the BEA statistics, personal income differs from money income reported by the U.S. Census because personal income includes employee fringe benefits, in-kind assistance payments, and an inventory adjustment to proprietors' income. Personal income also excludes employee contributions to social security.

**Table 17: Clarke County Per Capita Personal Income**

Year:	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003
Georgia	19,719	20,711	21,677	22,945	23,795	25,279	26,359	27,989	28,675	28,689	29,000
Clarke County	16,800	16,973	17,937	18,762	19,123	20,202	20,612	21,253	22,077	22,752	23,125
% by which Clarke County Per Capita Personal Income is less than Georgia Per Capita Personal Income	14.80%	18.05%	17.25%	18.23%	19.63%	20.08%	21.80%	24.07%	23.01%	20.69%	20.26%
<i>Source: Bureau of Economic Analysis</i>											
Per capita personal income was computed using Census Bureau midyear population estimates.											

The Bureau of Economic Analysis also tracks Total Personal Income (TPI). The Bureau defines Total Personal Income as the following:

Total personal income includes net earnings by place of residence; dividends, interest, and rent; and personal current transfer receipts received by the residents of Clarke. In 2003 net earnings accounted for 63.9 percent of TPI (compared with 65.5 in 1993); dividends, interest, and rent were 21.7 percent (compared with 21.5 in 1993); and personal current transfer receipts were 14.4 percent (compared with 13.0 in 1993). From 2002 to 2003 net earnings increased 5.1 percent; dividends, interest, and rent decreased 2.0 percent; and personal current transfer receipts decreased 1.2 percent. From 1993 to 2003 net earnings increased on average 4.2 percent each year; dividends, interest, and rent increased on average 4.5 percent; and personal current transfer receipts increased on average 5.5 percent.

Whereas Census numbers present the following:

**Table 18: Income as Reported in 2000 Census**

	Males Median income (dollars)	Females Median income (dollars)	Household Median income (dollars)	Per Capita Income	Families Median income (dollars)	Non-families Households Median income (dollars)
<b>Nation</b>	\$27,932	\$16,327	\$56,604	\$21,587	\$50,046	\$25,705
<b>Georgia</b>	\$27,727	\$16,853	\$56,625	\$21,154	\$49,280	\$26,509
<b>Clarke Co</b>	\$16,322	\$10,944	\$39,884	\$17,123	\$41,607	\$17,310
<b>Clarke Co. as a % of Nation</b>	58.4%	67.0%	70.5%	79.3%	83.1%	67.3%
<b>Clarke Co. as % of State</b>	58.87%	64.94%	70.44%	80.94%	84.43%	65.30%

*1999 Income  
Source: US Census Bureau - 2000 Decennial Census*

U.S. Census numbers do not include employee fringe benefits, in-kind assistance payments, and an inventory adjustment to proprietors' income in their definition of personal income and also relies on the amount reported on the Census form itself.

**Table 19: Commuting to Work – Clarke County**

	Clarke		Georgia		United States	
<b>Workers 16 years and over</b>	48,241	100.0%	3,832,803	100.0%	128,279,228	100.0%
Car, truck, or van -- drove alone	36,243	75.1%	2,968,910	77.5%	97,102,050	75.7%
Car, truck, or van -- carpooled	6,945	14.4%	557,062	14.5%	15,634,051	12.2%
Public transportation (including taxicab)	1,144	2.4%	90,030	2.3%	6,067,703	4.7%
Walked	2,069	4.3%	65,776	1.7%	3,758,982	2.9%
Other means	749	1.6%	42,039	1.1%	1,532,219	1.2%
Worked at home	1,091	2.3%	108,986	2.8%	4,184,223	3.3%
Mean travel time to work (minutes)	18.6		27.7		25.5	

*Source: U.S. Census Bureau*



Almost 20% of Clarke County residents work outside of the County (approximately 9, 232).

**Table 20: Commuting Patterns - Employed Residents Of Clarke County**

COUNTY WHERE EMPLOYED	NUMBER	PERCENT OF TOTAL
Clarke Co. GA	39,009	80.9%
Oconee Co. GA	1,975	4.1%
Jackson Co. GA	952	2.0%
Gwinnett Co. GA	932	1.9%
Fulton Co. GA	803	1.7%
Hall Co. GA	703	1.5%
Barrow Co. GA	660	1.4%
Madison Co. GA	524	1.1%
Other	2,683	5.6%
<b>Workers 16 and over residing in Clarke County:</b>	<b>48,241</b>	<b>100%</b>

Significantly, 61% of jobs in Clarke County are held by persons who reside in other Counties. That is 27,252 of the 66,160 persons employed in Clarke County live in Oconee, Madison, Oglethorpe, Barrow or some other jurisdiction.

While being an employment ‘hub’ is, in general terms viewed as an enviable position, Clarke County’s good fortune in this matter is diluted by the fact that the largest employer sector, local and state government, does not, in fact support community services as a tax payer.

**Table 21: Commuting Patterns - Persons Working In Clarke County**

COUNTY OF RESIDENCE	NUMBER	PERCENT OF TOTAL
Clarke Co. GA	39,009	59%
Oconee Co. GA	6,696	10.1%
Madison Co. GA	6,048	9.1%
Oglethorpe Co. GA	3,358	5.1%
Jackson Co. GA	3,022	4.6%
Barrow Co. GA	1,580	2.4%
Gwinnett Co. GA	895	1.4%
Walton Co. GA	895	1.4%
Other	4,657	7%
<b>Total Persons Working in Clarke County:</b>	<b>66,160</b>	<b>100</b>

According to the Bureau of Economic Analysis, “the earnings of persons employed in Clarke [not necessarily living in Clarke County] increased from \$2,627,257 in 2002 to \$2,761,376 in 2003, an increase of 5.1 percent. The 2002-2003 state change was 3.9 percent and the national change was 4.1 percent. The average annual growth rate from the 1993 estimate of \$1,661,501 to the 2003 estimate was 5.2 percent. The average annual growth rate for the state was 6.4 percent and for the nation was 5.3 percent.”

The City of Winterville’s employment growth and economic development efforts are relatively modest and largely dependent upon the economic activity of Athens-Clarke County. However, Winterville does support a number of small, family-owned businesses that offer convenience retail and basic services. Still, the community relies heavily on Athens-Clarke County for retail, professional services, restaurants and entertainment venues.

## **2.4 Economic Resources**

### **2.4.1 Economic Development Agencies**

Clarke County has several state and local agencies that provide economic development services in the community. Each of these agencies has enjoyed limited success in guiding and attracting economic development into the community. Perhaps the greatest achievement shared by all of these agencies is seen in the successful retention and steady expansion of the community’s employment base, particularly in the Retail, Government, and Manufacturing sectors.

### **Athens-Clarke County Unified Government**

The Unified Government assists in economic development efforts through a variety of methods. The Human and Economic Development Department (HED) provides targeted resources for low to moderate neighborhoods. Furthermore, HED provides operating resources to other third party organizations that perform economic development such as the East Athens Development Corporation. The Unified Government assists with other economic development efforts and industrial recruitment with other local and state partners such as the Chamber of Commerce.

### **Northeast Georgia Regional Development Center (RDC)**

The Economic Development Division assists local governments and development organizations through grant-writing and administration, strategic planning, and other technical assistance.

### **Athens Area Chamber of Commerce**

Works to foster economic development and promote local business. Website offers member information, a business directory, economic development information, and resources for visitors and residents of Athens. The Chamber acts as the primary marketing liaison for business expansions and recruitment in the community. The Chamber also has a professional staff that assists local and state agencies in the overall economic development process. Among the focus areas for the Chamber are the recruitment of industries to the Athena Industrial Park and Coggins Industrial Park.

### **Athens Clarke County Economic Development Foundation**

A public-private agency created to work with chamber of commerce, government, and UGA officials in promoting existing industries and attracting new businesses.

### **Athens Downtown Development Authority**

The Athens Downtown Development Authority acts as a liaison between government and the downtown business community to promote and enhance a safe and economically viable central business district. The Athens Downtown Development Authority (ADDA) is primarily responsible for the overall economic development of downtown Athens. The ADDA has a special tax district, composed of the traditional downtown area, where 1 mil is assessed to support economic development efforts. The Authority works to recruit prospective businesses with personal contacts, mail, telephone, trade associations, retain businesses by personal contact, identifying market opportunities, assisting with expansion/relocation or sale of businesses, market available space by providing building/store/office layouts, utility information, and

location advantages. In addition the ADDA assists property owners and managers in evaluating prospective tenants and may negotiate or assist in negotiation of lease terms, parcel assembly and negotiations. The ADDA also promotes the music industry with annual band showcase, yearly promotion of CD's, and national music trade show booths.

### **Convention and Visitors Bureau**

-The Convention and Visitors Bureau coordinates the recruitment and coordination of the convention business and tourism

### **East Athens Development Corporation**

A nonprofit community based development organization working to facilitate the economic empowerment of East Athens residents, and development and revitalization of the East Athens Community.

### **ACC Department of Human & Economic Development**

Addresses the challenges facing low-income citizens and neighborhoods, including poor housing conditions, unemployment, crime & juvenile delinquency. Encourages job creation, new business start-up, and expansion of established businesses.

### **Georgia Power**

Georgia Power, the recipient of the 2001 IDRC Global Innovator Award for Economic Development, operates a full-service Community and Economic Development organization serving the entire state of Georgia. Their success in helping new and existing companies expand in Georgia is a result of experienced leadership, leading edge technology, targeted research and data management tools, and unique value added site selection services. At the same time, Georgia Power assists Georgia communities with building their economic development attractiveness by offering leadership, strategy, infrastructure, and marketing consultation services.

### **Small Business Development Center - Athens Office**

Headquartered at the University of Georgia, the Small Business Development Center (SBDC) Network serves the entire state of Georgia. This organization maintains a local, Athens office which offers business consulting, business training workshops, and marketing and research services to assist individuals with the start-up of new businesses or the expansion of existing businesses.

### **University of Georgia: Terry College of Business Selig Center for Economic Growth**

Produces a wide variety of statistical and economic data. Publishes biennial *Georgia Statistical Abstract*, which includes tables covering population, health, education,

employment, earnings, income, prices, climate, agriculture, manufacturing, transportation, utilities, banking and finance, construction, government, law enforcement, and public welfare. Also publishes *Annual Georgia Economic Outlook* and bimonthly *Georgia Business and Economic Conditions*.

### **Athens Area Home Builders Association**

The Athens Area Home Builders Association, chartered in 1957, is a not-for-profit trade association representing and uniting the building industry in Clarke, Oconee, Madison, and Oglethorpe counties. This organization works to create and promote a favorable climate for quality, affordable construction to assure a positive economic future for communities in the Athens area.

### **Athens Society for Human Resource Management**

A non-profit society of human resource professionals representing business, government, and education.

### **City of Winterville**

The City of Winterville relies heavily on the elected officials of the city to coordinate and pursue local economic development activities. The activities of the City's appointed Planning Commission also have an impact on attracting new business to Winterville and retaining existing businesses. It is also important to note that the last five agencies listed above (Northeast Georgia Regional Development Center, Georgia Department of Industry, Trade and Tourism, UGA Small Business Development Center, Georgia Institute of Technology, and Georgia Power Company) are also available to assist the City of Winterville in their economic development efforts.

## **2.4.2 Economic Development Programs and Tools**

In 1999 Market Street Services, Inc. prepared a document outlining the community economic development strategy for the Athens-Clarke county Economic Development Authority, The Unified Government of Athens-Clarke County and the Athens Area Chamber of Commerce. This study, in two parts, consisted of *Athens-Clarke County Economic Development Plan: A Strategy For A Strong Economy* and *Athens-Clarke County Economic and Demographic Analysis*. Within the *Strategy For A Strong Government*, the following was proposed:

This profile identifies target business clusters that represent strong economic development opportunities for Athens-Clarke County. The six recommended target business clusters are Biotechnology, Environmental Technologies, Value-

Added Manufacturing, Software Development & New Media, Health Care, and Tourism & Hospitality.<sup>1</sup>

A copy of these reports is included in the Supplemental Documents for the Community Assessment.

### **Athens Downtown Development Authority**

The Support of Downtown Economic Development Through the Downtown Athens Special Tax District - The Athens-Downtown Development Authority (ADDA) has a special tax district to support economic development. ADDA receives 1 mil to support economic development activities.

### **East Athens Development Corporation**

EADC is a HUD Certified Housing Counseling Agency and a Community Housing Development Organization (CHDO). Housing programs include: Home Buyers Club, housing counseling, housing rehabilitation, owner occupied rehab, down payment assistance, ADA accessibility, and new construction.

### **The Northeast Georgia Regional Development Center State and Federal Funding Programs for Economic Development**

The Economic Development Department offers technical assistance in application-writing and administration of grants and loans to finance economic planning, industrial development, and the public infrastructure necessary for economic development. Following is detailed information about various state and federal funding programs that are available.

### **Freeport Exemption**

Using Tax Strategies to Encourage the Location of Manufacturers in the Community through the Freeport Exemption - Athens-Clarke County voters have elected to exempt the total value of the following types of commercial and industrial inventory: 1) Raw materials and goods in process of manufacture 2) Finished goods produced in Georgia within the last 12 months 3) Finished goods stored in Georgia within the last 12 months and destined for shipment out-of-state. This program is available to Athens-Clarke County and the City of Winterville.

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<sup>1</sup> Market Street Services, Inc. *Athens-Clarke County Economic Development Plan: A Strategy For A Strong Economy*. April 7, 1999 p.1.

### **Hospitality Resource Panel Athens Downtown Development Authority**

Formed in 1999, the Athens HRP is a community-organizing framework for creating an alliance of business associations, government agencies, and community organizations dedicated to developing safe communities and healthy businesses through the promotion of responsible hospitality principles and practices. As its name implies, an HRP is a "resource" to the hospitality industry, as well as everyone else involved. Rather than creating new programs, new projects or new materials, the HRP works to enhance the availability of programs and participation in those programs that currently exist. Through regular communication and collaboration, key stakeholders identify and develop strategies to address issues and concerns of the community relating to the service of food, alcoholic beverages and entertainment.

### **Minority Business Development**

In 2004 the Athens Area Chamber of Commerce Board of Directors: commissioned the Minority Business Action Team (now a full standing Committee). The commitment adopted by the Athens Area Chamber of Commerce Board of Directors reads as follows: "to employ its best efforts to ensure the meaningful participation by area minority (African-American, Hispanic, Latino, etc) businesses (or their representatives) in the governance, programs, operations, and business of the Chamber as the creation of opportunities for these minority businesses to do business with other businesses, governments, and institutions in the Athens area."

The Provision of Industrial Sites through Industrial Park Development - The Athens Chamber of Commerce markets industrial sites in the community. The primary industrial parks for the community are the Athena Industrial Park, Coggins Industrial Park and Paradise Valley Industrial Park. A significant industrial site is also located off of US 78 bus. and Atlanta Highway (known as the IBM property).

### **2.4.3 Education Training**

Athens-Clarke County has access to some of the best education and job training resources in the country. Home to the University of Georgia and Athens Area Technical College, Athens-Clarke County has a broad array of educational opportunities available to support economic development throughout Athens-Clarke County and the City of Winterville.

### **The University of Georgia**

The University of Georgia is accredited by the Commission on Colleges of the Southern Association of Colleges and Schools to award associate, bachelor's, master's and doctoral degrees. In addition a number of the individual university departments, degree programs, and service functions are accredited by appropriate professional organizations. The University has approximately 33,600 students enrolled at the Athens-Clarke County campus.

### **Athens Technical College**

Athens Technical College has an enrollment of roughly 20,000 students, the majority of which are in adult education and continuing education credit programs. Athens Technical College also offers a new veterinary technician certification program and a biotechnology degree that focuses on laboratory technical skills as well as skills more specific to the biotechnology industry.

### **Clarke County School System**

The Clarke County school system provides residents with college preparatory and vocational programs.

### **Georgia's Quick Start**

Georgia's Quick Start is a nationally-recognized program that provides high quality training services at no cost to new or expanding businesses in Georgia. The state of Georgia provides many workforce training and assistance programs at little or no charge to help businesses develop their employees' skills. Quick Start is administered through the Georgia Department of Technical & Adult Education (DTAE). Quick Start training services include: Assessments, Company Orientation, Technical and Advanced Manufacturing Technology Training, Productivity Enhancement, Leadership and Human Resources Development, Employee Involvement Training, Instructor Training, Office Automation/Administrative Training, and Customer Service Skills. Quick Start training for companies locating in Clarke County is available through Athens Technical College.

### **The Georgia Department of Labor Athens Career Center**

The Georgia Department of Labor operates the Athens Career Center, a Comprehensive One-Stop Career Center. The Center offers career and job information, internet job search, computer resume service, employment counseling, federal bonding program, interpreter/reader, job placement, job search workshops, resource area, skills assessment, unemployment insurance, work experience, work site training at this



center. This center serves Barrow, Clarke, Greene, Jackson, Madison, Morgan, Oconee and Oglethorpe counties.

### **Athens Area Chamber of Commerce: Mentor Program**

Initiated in 1991, the program is a dynamic partnership between the Athens Area Chamber of Commerce and the Clarke County School District. It pairs trained community volunteers with area school children and is designed to reach students who show potential but may need a little extra attention and guidance. There are now approximately 800 mentors.

Other agencies, including the Unified Government, provide resources for job training. HED provides resources to agencies such as Catholic Social Services to address employment and education problems faced by Hispanics and other immigrants in the community. Programs offered include English as a Second Language instruction, employment counseling and job placement.

## **2.5 Economic Trends**

### **2.5.1 Sector Trends**

According to a report by the University of Georgia's Selig Center for Economic Growth, Athens-Clarke County's Economic Character can be summed up as follows:

"This MSA has the largest share of government jobs in the state. Since a large proportion of spending and employment is tied to government appropriations, the local economy is very recession resilient. One negative implication, however, is that government spending tends to lag the overall macroeconomic cycle during recoveries."<sup>2</sup>

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<sup>2</sup> Jeffrey M. Humphreys and P. George Benson, "Georgia's Economic Outlook for 2006," *Georgia Business and Economic Conditions Volume 65, Number 4 Fourth Quarter* " Terry College of Business ,The University of Georgia (2005): p. 6

## 2.5.2 Major Employers

The Five Largest Employers in Clarke County<sup>3</sup> are:

Athens Regional Medical Center  
Con Agra Poultry, Inc.  
Gold Kist Inc  
Saint Mary's Hospital  
University of Georgia

While the government sector clearly dominates Clarke County's economy, the economic base rests surely on three sectors:

1. Government (University of Georgia, Athens-Clarke County Unified Government, Clarke County School District)
2. Medical Services
3. Manufacturing

## 2.5.3 Important New Developments

### 3.5.3.1 U.S. Naval Supply Corps School

The U.S. Naval Supply Corps School closing is scheduled for 2010, when its functions will move to a base in Rhode Island. The closure "...will cost about 1,000 jobs or 1.3 percent of the MSA's current employment. The closure diminishes the prospects for growth over the next few years, but the School's campus has excellent potential for redevelopment."<sup>4</sup> The Navy School Local Redevelopment Authority, a 16-member board that's developing a plan for the 58-acre property, will guide the redevelopment of the property.

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<sup>3</sup> Figures represent employment covered by unemployment insurance excluding all government agencies (except correctional institutions, state hospitals, colleges and universities), public schools, railroads and the US Postal Service. Data source is the Georgia Department of Labor and is shown for Third Quarter 2003. Employers are listed alphabetically by county, not by number of employees.

<sup>4</sup> Jeffrey M. Humphreys and P. George Benson, "Georgia's Economic Outlook for 2006," *Georgia Business and Economic Conditions Volume 65, Number 4 Fourth Quarter* Terry College of Business, The University of Georgia (2005): p. 66

### 3.5.3.2 Oliver Rubber

Cooper Tire & Rubber Co. of Findlay, Ohio, the parent company of Oliver Rubber, on May 8, 2006 filed official documents stating the firm's intention to shut down its Athens plant. 140 persons will lose jobs as a result of the closure at Oliver Rubber as well as leave the facility vacant.

## **2.5.4 Unique Economic Situations**

### 3.5.4.1 University of Georgia

“In the simplest and broadest terms, the total economic impact of university-related spending in FY 1998 on the Athens MSA is estimated at \$966 million. Of this total, \$671 million (69 percent) is the direct impact of spending and \$295 million (31 percent) is the induced or re-spending (multiplier) impact.”<sup>5</sup>

“Employment generated directly or indirectly by UGA-related spending accounts for more than 22 percent of all the jobs held by local residents.”<sup>6</sup>

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<sup>5</sup> Jeffrey M. Humphreys, David G. Clements, JoAnne Lowe, Tracie W. Sapp, “Economic Impact of The University of Georgia on the Athens Area” *Georgia Business and Economic Conditions Volume 59, Number 3*, Terry College of Business, The University of Georgia (May-June 1999): p. 2

<sup>6</sup> Jeffrey M. Humphreys, David G. Clements, JoAnne Lowe, Tracie W. Sapp, “Economic Impact of The University of Georgia on the Athens Area” *Georgia Business and Economic Conditions Volume 59, Number 3*, Terry College of Business, The University of Georgia (May-June 1999): p. 2

Athens-Clarke County and  
The City of Winterville

# Community Assessment

## Chapter Three:

### Housing

July 12, 2006

# CHAPTER 3: HOUSING

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### **3.3 Introduction**

This chapter will present an inventory and assessment of the existing housing stock, as well as projections of future housing needs. The inventory includes the total number of housing units, the types of housing, age and condition, occupancy and tenure, and the costs of housing units available in the community. The assessment includes a determination of the adequacy and suitability of the housing stock to serve current and future population and economic development needs. Projections of future housing demand are provided through the year 2028.

Clarke County has, according to the 2000 Census a housing stock of 42,126. Of those, the City of Winterville has 429; Athens-Clarke County has 41,644. This leaves 53 homes within the City of Bogart’s limits that fall within Clarke County.

#### **3.3.1.1 Section 2.1.1 City of Winterville Housing Information and Analysis**

It is important to note that the Census information regarding housing in Winterville is limited. Whatever Winterville statistics are found in the Census have been presented in this Chapter. For the most part, however, it is impossible to extract Winterville information from the countywide figures. Moreover, the City of Winterville does not possess the staff or the resources to maintain statistics of the city’s permits.

**Table 1: Population, Housing Units, Area, and Density: 2000**

	Population	Housing Units	Area in Square Miles			Density per square mile of land area	
			Total Area	Water Area	Land Area	Population	Housing
Clarke County	101,489	42,126	121.28	0.49	120.79	840.2	348.8
Georgia	8,186,453	3,281,737	59,424.77	1,518.63	57,906.14	141.4	56.7

*Source: U.S. Census Bureau, Census 2000*



**Table 2: Population and Housing Units Status for Selected Georgia Cities 2000**

	Population	Housing Units	Ratio Number of Persons per house
Savannah	131,510	57,437	2.29
Macon	76,939	44,341	1.74
Albany	97,255	32,062	3.03
Averages	<b>101,901</b>	<b>44,613</b>	<b>2.28</b>
Clarke County	<b>101,489</b>	<b>42,126</b>	<b>2.41</b>

*Source: U.S. Census Bureau, Census 2000*

**Table 3: Projected Supply and Demand of Housing**

Year	Population occupying Households	Projected Household Size	Projected Housing Units Required	Projected Available based on Census (2000) and then Building Permits	Five-year increase based on Linear Projection of Building Permits	Additional Housing Units Needed**	5.7% Vacancy Rate	Additional Units Needed with a 5.7% Vacancy Rate
2000*	92,125	2.35	39202	41644		-2442	2374	-68
2005	99155	2.33	42556	49362	7718	-6806	2814	-3993
2010	105061	2.3	45679	56748	7386	-11069	3235	-7834
2015	110967	2.28	48670	60438	8253	-11768	3445	-8323
2020	116874	2.26	51714	69558	9120	-17843	3965	-13879
2028	123,229	2.26	54526	85953	16395	-31427	4899	-26527
% Change 2000-2020	26.86%	-3.83%						

*\*U.S. Census Bureau, Census 2000  
Source: Athens-Clarke County Planning Department*

The projections in Table 3: Projected Supply and Demand of Housing represent the housing supply and demand if the current trend continues. However, it is obvious that the housing trends will respond to the market and that the supply will correct itself. More sophisticated analysis of the housing market in Clarke County is needed.

The 2000 Census reports Clarke County's total population at 101,489 with 93,309 or 91.9% occupying households. The following characteristics of Clarke County Households were depicted by the 2000 Census.

**Table 4: Household Size**

Household Size		Households		Population	
Total Clarke County Housing Units	42,126				
Clarke County Households	39,706				
Average household size	2.35	Owner	Renter	Owner	Renter
Households with 1-2 persons	25,847	10,450	15,397	16,865	23,021
Households with 3-4 persons	36,765	4,972	6,193	17,043	21,071
Households with 5 or more persons	2,694	1,259	1,435	7,026	8,283
Totals		16,681	23,025	40,934	52,375

*Source: U.S. Census Bureau, Census 2000*

### **3.4 Housing Types & Mix**

Census 2000 gives the number of housing units in Clarke County as 42,126; of these, 20,942 (49%) are single-family (both detached and attached units).

#### **3.4.1 Composition of Housing Stock**

The largest group of housing units in Clarke County is single-family detached, accounting for 45% of the occupied housing stock. Multifamily follows with 34% of the housing stock.

Census 2000 gives a breakdown of housing units by types as follows:

**Table 5: Housing Units in Clarke County**

	Percent of Total	Numbers
<b>Total:</b>		<b>42,126</b>
Single Family		
Single Family, detached	45%	19,121
Single Family, attached	4%	1,821
<i>Subtotal</i>	50%	20,942
Multifamily		
Duplex	9%	3,956
3 or 4 Units per building	8%	3,210
5 to 9 Units per building	8%	3,384
10 to 19 Units per building	8%	3,447
20 to 49 Units per building	6%	2,320
50 or more Units per building	5%	2,056
<i>Subtotal</i>	34%	18,373
Other	0%	
Mobile home	7%	2,753
Boat, RV, van, etc.	0%	58
<i>Subtotal</i>	7%	2,811
<i>U.S. Census Bureau: Census 2000</i>		
<i>Note: The Census Bureau defines a housing unit as a "dwelling".</i>		
<i>This should not be confused with the Athens-Clarke County Code's definition of a bedroom as a multifamily unit for the purposes of determining allowed density in some zones.</i>		

According to the Tax Assessor's data, the average home size in Clarke County is six (6) rooms, with three (3) bedrooms and two (2) baths. The Census information does not distinguish between bedrooms and rooms. According to that data, the median number of rooms in Clarke County is 4.8.

**Table 6: Trends in Types of Housing 1970 - 2000**

Housing Characteristic	1970	1980	1990	2000
Total Number of Units	20,554	27,566	35,971	42,126
Occupied Units	19,487	26,587	33,169	39,706
Single Family Units	11,108	14,808	16,715	20,942
Multi-Family Units	6,394	10,230	13,784	18,373
Mobile Homes	1,985	1,549	2,373	2,753
Other	n/a	n/a	297	58

*Source: U.S. Census, 1970, 1980, 1990, 2000*

**Table 7: Percentage Change in Types of Housing**

Housing Characteristic	Percent Change 1970 - 1980	Percent Change 1980 - 1990	Percent Change 1990 - 2000
Total Number of Units	34.12%	30.49%	14.6%
Occupied Units	36.43%	24.76%	16.5%
Single Family Units	33.31%	12.88%	20.2%
Multi-Family Units	59.99%	34.74%	25.0%
Mobile Homes	-21.96%	53.20%	13.8%

*Source: U.S. Bureau of the Census, 1970, 1980, 1990, 2000*

The housing in the City of Winterville is 93.9% single family detached. Duplexes comprise the next largest category with 2.1% (9 units).

**Table 8: City of Winterville - Housing Units**

	Percent	Number
Total housing units	100%	429
UNITS IN STRUCTURE		
Single Family, detached	93.9%	403
Single Family, attached	1.6%	7
<i>Subtotal</i>	95.5%	410
2 units (duplex)	2.1%	9
3 or 4 units	0.7%	3
5 to 9 units	0%	0
10 to 19 units	0%	0
20 or more units	0%	0
Mobile home	1.6%	7
Boat, RV, van, etc.	0%	0
<i>Source: U.S. Census, 1970, 1980, 1990, 2000</i>		

### 3.4.2 Recent Trends in types of Housing Provided

The Athens-Clarke County Building Permits and Inspection department maintains information on permits issued in Athens-Clarke County. The figures in Table 9: Number of Permits Issued,

Table 12: Average Value of Single Family New Construction in Athens-Clarke County 2000- 2005, and Table 1: Population, Housing Units, Area, and Density: 2000 are for Athens-Clarke County and do not include information for the City of Winterville.

The projected increase in single family housing between 2000 and 2005, according to Table 3: Projected Supply and Demand of Housing was 2,992; the number of units (single family, duplex and apartment/condominium) actually issued for the same period is 7,659 according to Table 9: Number of Permits Issued 2000 - 2005. Put another way, there were 255.98% more units constructed in the five-year period 2000-2005 than projections anticipated were necessary.

**Table 9: Number of Permits Issued 2000 - 2005**

Year	Single Family	Duplex		Apartments / Condominiums		Total Units
		Permits	Units	Permits	Units	
2005	714	16	35	425		
2004	855	1	98	462		
2003	717	0	88	680		
2002	676	15	72	1031		
2001	504	74	72	454		
2000	529	61	31	337		
<b>Total Units</b>	<b>3995</b>	<b>334</b>		<b>3389</b>		<b>3389</b>

*Source: Athens-Clarke County Building Inspection Department 2005*

The value of apartment and condominium construction as a percentage of all new residential construction in Clarke County over the past five years was highest in 2002 at 44%. Averages found single family residential comprising 68% of total construction value, duplexes being 3% and apartments and condominiums averaging 29%.

**Table 10: Value Of Construction – Residential Permits 2000 – 2005**

Year	Single Family		Duplex		Apartments / Condominiums		All Residential New Construction
	Total Value	%	Total Value	%	Total Value	%	Total Value
2005	\$65,385,662	78%	\$1,667,004	2%	\$16,925,257	20%	\$83,977,923
2004	\$84,821,351	77%	\$106,354	0%	\$24,560,950	22%	\$109,488,655
2003	\$72,929,693	66%	\$0	0%	\$36,772,375	34%	\$109,702,068
2002	\$61,462,302	54%	\$1,587,007	1%	\$50,325,588	44%	\$113,374,897
2001	\$45,769,781	62%	\$6,977,320	10%	\$20,537,439	28%	\$73,284,540
2000	\$45,120,851	75%	\$5,370,804	9%	\$9,769,254	16%	\$60,260,909
<b>5 Year Total</b>	<b>\$375,489,640</b>	<b>68%</b>	<b>\$15,708,489</b>	<b>3%</b>	<b>\$158,890,863</b>	<b>29%</b>	<b>\$550,088,992</b>

*Source: Athens-Clarke County Building Inspection Department 2005*

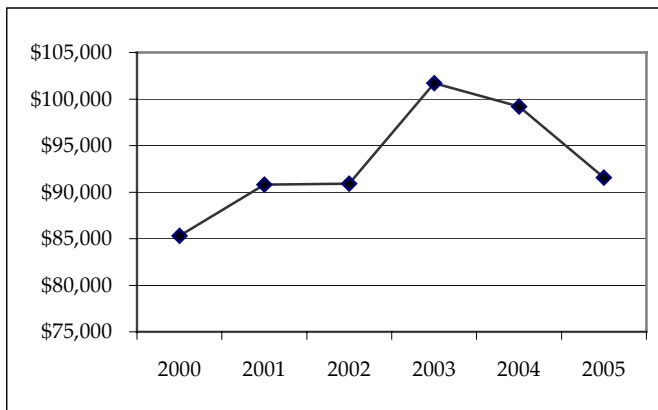
Single Family new construction in 2005 was valued at a little more than \$6,000 more than a Single Family house in 2000. However, 2005 averages were down \$10,000 from 2003.

**Table 11: Average Value of Each New Residential Project 2000- 2005**

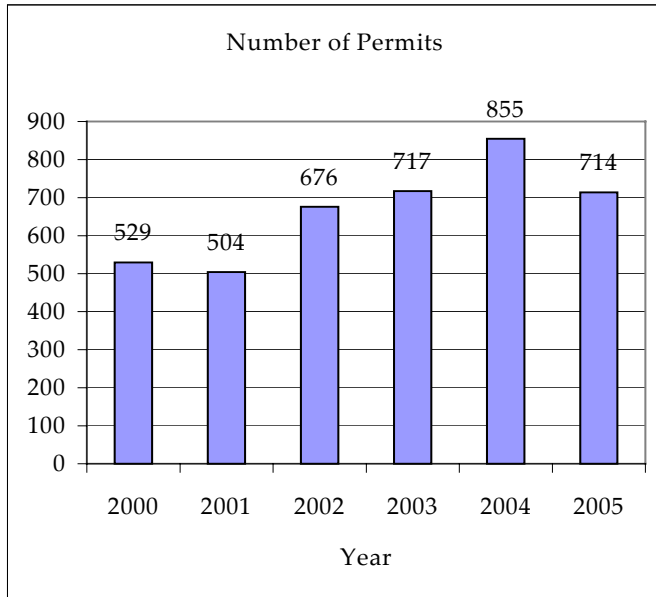
Year	Single Family	Duplex	Apartments / Condominiums
2005	\$91,577	\$104,188	\$483,579
2004	\$99,206	\$106,354	\$250,622
2003	\$101,715	n/a	\$417,868
2002	\$90,921	\$105,800	\$698,967
2001	\$90,813	\$94,288	\$285,242
2000	\$85,295	\$88,046	\$315,137

*Source: Athens-Clarke County Building Inspection Department 2005  
Value refers to improvements only, not the value of the land*

**Table 12: Average Value of Single Family New Construction in Athens-Clarke County 2000- 2005**



**Table 13: Number of Single Family Permits Issued in Athens-Clarke County**



If residential construction trends established since 2000 continue over the next 20 years, we can expect to see the following number of units constructed each year.

**Table 14: Forecast of Number of Residential Units Per Year**

	Year	Number of Units Per Year
Projections	2228	2171
	2225	2067
	2020	1893
	2019	1859
	2018	1824
	2010	1546
	2008	1477
Actual Numbers	<b>2005</b>	<b>1171</b>
	<b>2004</b>	<b>1319</b>
	<b>2003</b>	<b>1397</b>
	<b>2002</b>	<b>1737</b>
	<b>2001</b>	<b>1106</b>
	<b>2000</b>	<b>988</b>
<i>A linear best-fit trend forecast based on permits issued by the Athens-Clarke County Building Permits Office - 2000 – 2005</i>		



### 3.4.3 Evaluation of Mix of Housing Types

The 2000 Census reports Clarke County's total population at 101,489 with 93,309 or 91.9% occupying households. (The remaining 8% are institutionalized occupants.) An interpretation of this data is that 92% of the total population occupies 94.3% or 39,706 of the total number of housing units within the county. Of the 93,309 persons that occupy households, 40,934 or 43.9% are owner occupants and 52,375 or 56.1% are renters. The majority of persons living within these households are grouped within 1-2 and 3-5 persons per household with the average household size reported at 2.35.

There are 15,400 one- or two-person renter households, corresponding to over 23,000 individual renters. There are 7,600 renter households of more than 3 persons, corresponding to over 29,350 individuals. This indicates that over 56% of the renter population requires a dwelling with more than 2 bedrooms.

### 3.5 Condition and Occupancy

Clarke County does not have a complete survey of housing within its boundaries. A housing survey would provide much-needed information on local housing stock.

#### 3.5.1 Age and Condition of Housing

Data from Table 15: Age of Housing reveals that 36% of the total housing stock in Clarke County was built prior to 1969 and 23% was constructed within the last 10 years. The majority of construction, 41% took place over a 20-year span between 1970 and 1989. The median property age is approximately 26 years.

**Table 15: Age of Housing Clarke County**

Year Structures Built	Number	Percent
1999 to March 2000	1,225	2.9%
1995 – 1998	4,263	10.1%
1990 – 1994	4,251	10.1%
1980 – 1989	7,600	18.0%
1970 – 1979	9,667	22.9%
1960 – 1969	6,661	15.8%
1940 – 1959	5,501	13.1%
1939 and earlier	2,958	7.0%
Total	42,126	99.9%

*Source: U.S. Census Bureau, Census 2000*

**Table 16: City of Winterville - Year Structure Built**

	Number	Percent
1999 to March 2000	3	0.7%
1995 to 1998	28	6.5%
1990 to 1994	76	17.7%
1980 to 1989	113	26.3%
1970 to 1979	71	16.6%
1960 to 1969	50	11.7%
1940 to 1959	43	10%
1939 or earlier	45	10.5%
Total	429	
<i>Source: U.S. Census Bureau, Census 2000</i>		

The actual condition of properties can only be determined by a physical assessment of the properties. While a complete survey of the condition of housing in Athens-Clarke County has not been completed to date, Census 2000 data reports that the numbers of structures that are without basic and necessary utilities are as follows:

**Table 17: Plumbing Facilities**

Clarke County Total # of Occupied Units:	39,706
Owner occupied:	16,716
Complete plumbing facilities:	16,660
1.00 or less occupants per room	16,262
1.01 to 1.50 occupants per room	267
1.51 or more occupants per room	131
Lacking complete plumbing facilities:	56
1.00 or less occupants per room	47
1.01 to 1.50 occupants per room	9
1.51 or more occupants per room	0
Renter occupied:	22,990
Complete plumbing facilities:	22,871
1.00 or less occupants per room	21,310
1.01 to 1.50 occupants per room	867
1.51 or more occupants per room	694
Lacking complete plumbing facilities:	119
1.00 or less occupants per room	54
1.01 to 1.50 occupants per room	20
1.51 or more occupants per room	45
<i>Source: U.S. Census Bureau, Census 2000</i>	

**Table 18: Kitchen Facilities in Clarke County**

<b>Total:</b>	<b>39,706</b>
Owner occupied:	16,716
Complete kitchen facilities	16,684
Lacking complete kitchen facilities	32
Renter occupied:	22,990
Complete kitchen facilities	22,867
Lacking complete kitchen facilities	123
<i>Source: U.S. Census Bureau, Census 2000</i>	

- Less than 1% (0.44%) of dwellings in Clarke County are without plumbing facilities
- Less than 1% (0.39%) of dwellings in Clarke County are without complete kitchen facilities

The number of houses in the City of Winterville without complete plumbing facilities numbered, at the time of the Census, two.

**Table 19: City of Winterville - Houses lacking plumbing or kitchens**

	<b>Number</b>	<b>Percent</b>
Lacking complete plumbing facilities	2	0.5%
Lacking complete kitchen facilities	0	0%
<i>Source: U.S. Census Bureau, Census 2000</i>		

### 3.5.2 Owner Occupied

Clarke County’s owner occupancy rate is considerably below the average of the comparable cities’ rate, making renter occupancy considerably higher. The average household size is smaller than that of the comparable cities’. Both characteristics most likely flow from the large university population in Clarke County (approximately 33,600 students).

Map 3-1 Homestead Exemption illustrates the distribution of home-ownership based upon those owners who filed for the homestead exemption with the Tax Commissioner in Clarke County. Single Family residential uses without Homestead Exemptions found on this map were identified by the Current Land Use survey and the LBCS.

**Table 20: Comparison between Clarke County's & other Cities' Homeownership Rates**

Cities	Owner-Occupied		Renter-Occupied		Average Household Size
	Units	Percentage	Units	Percentage	
Albany	13,556	47.4%	15,064	52.6%	2.54
Macon	19,257	50.1%	19,187	49.9%	2.46
Savannah	25,842	50.3%	25,533	49.7%	2.45
Average	19,552	49.27%	19,928	50.73%	2.48
Clarke County	16,681	42%	23,025	58%	2.35

*Source: U.S. Census Bureau, Census 2000*

### 3.5.3 Renter Occupied

#### 3.5.3.1 Housing Tenure: Renter vs. Owner-Occupied

Census 2000 indicates that the total number of occupied housing units is 39,706. Of these housing units, 23,025 (58%) are rental and 16,681 (42%) are owner-occupied. Again 5.7% of all housing units in Clarke County are vacant.

Of the 16,681 owner-occupied units, 64% of the occupants are over 45 years old. This suggests that owner-occupants represent a more mature, less transient segment of the population. Family households account for 70.2% of all owner-occupied units. Half of these families are married couples. Less than one third (29.8%) of the owner-occupied housing units consist of non-family households.

Of the 23,025 renter-occupied units 68% of the occupants are between the ages of 15-34. Family households make up only 34% of this household type. Non-family households compose 65.4% of the rental units. This suggests that renters are younger, not related, and probably of the student population.

Table 21: Number of Renter Households-1990 and 2000 Census provides useful insight into the percentage change of Number of Renter Households between Clarke County and the State of Georgia from 1990 to 2000. Clarke County renter households increased nearly 25% compared to the State's rate of 17%.

**Table 21: Number of Renter Households-1990 and 2000 Census**

Location	Number of Renter Households		
	1990	2000	Increase in Rental Households 1990-2000
Georgia	829,823	977,215	17.76%
Clarke County	18,507	23,025	4,518 or 24.41%
<i>Source: U.S. Census Bureau, Census 1990 and 2000</i>			

Census 2000 reports that 37% of all households have resided in their current location for less than 2 years. An additional 29% have resided in their current location for 3 to 5 years. Only 34% of all households have resided in their current location for more than 5 years. This demonstrates the relatively high mobility of the local population. As such, rental property may be a more appropriate housing option for such a highly transient population than mortgaged housing.

3.5.3.2 Rental Availability

On December 31, 2001, Athens-Clarke County’s Human and Economic Development Department staff conducted an informal point in time survey of advertised rents in the Athens Banner Herald. Rents were found for ten one-bedroom apartments, sixteen two-bedroom apartments, and three three-bedroom apartments. All rents per unit were averaged. The only four-bedroom units advertised were rented using individual leases and were therefore excluded from the analysis. Individual lease agreements are a relatively new development designed specifically to capture the student renter market. The analysis revealed that the average rents were very close to the HUD Fair Market Rents for the community. (HUD’s Fair Market Rents for Athens Clarke-County are discussed later in this report.)

From January 2, 2002 through February 14, 2002 staff performed a telephone survey of 71 apartment managers with units located in Athens-Clarke County. In the survey, staff sought answers to questions concerning the number of units managed, the average rate of occupancy, the number of bedrooms available, and the rents for those units. Those 71 properties contain 9,044 units.

### 3.5.3.3 *University of Georgia*

The student population of the University of Georgia affects the local housing market. University students number around 33,600 as of the fall of 2005. This number represents 33% of the general population (101,489). According to the University of Georgia's Office of Institutional Research and Planning, of UGA undergraduates, approximately 73% live off campus. UGA freshmen are required to live on campus unless they reside with a family member or other special circumstance. The student population drives the rental housing market in Clarke County with as many as 33,600 students potentially living within the local general housing market. The numbers are not exact, as the University does not maintain information on the numbers of students living outside Clarke County and commuting. The University of Georgia's Physical Master Plan adopted in 1998, included strategies for the addition of approximately 3,000 to 4,000 new student-housing units over a 10 year period bringing the total of student housing on campus to about 9,000. To date, 1,500 of those beds have been added. The next phase, Phase II, will add only 30 beds.

**Table 22: Vacancy Rates Owners and Renters 2000**

<b>Clarke County, Georgia</b>	
Total:	42,126
Occupied	39,706
Vacant	2,420
<i>Source: U.S. Census Bureau, Census 2000</i>	

Census 2000 reports 42,126 total housing units in Clarke County. Of these total-housing units 39,706 (94.3%) are occupied households leaving 2,420 (5.7%) of the units vacant and available for occupancy provided the units are in safe, decent, and sanitary living conditions.

As indicated in Table 23: Vacant Housing Units in Clarke County 2000, 1,175 (49%) of the 2,420 vacant units are for rent. The number of vacant units for sale is 267 or 11%. The remaining 978 units are categorized as follows: a) units rented or sold but not occupied, b) units used seasonally, and c) others vacant with less than 1% utilized by migratory workers.

**Table 23: Vacant Housing Units in Clarke County 2000**

	Number	Percent
<b>OCCUPANCY STATUS</b>		
Total housing units	42,126	100%
Occupied housing units	39,706	94.3%
Vacant housing units	2,420	5.7%
<b>VACANCY STATUS</b>		
Vacant housing units	2,420	100%
For rent	1,175	48.6%
For sale only	267	11.0%
Rented or sold, not occupied	172	7.1%
For seasonal, recreational, or occasional use	153	6.3%
For migratory workers	14	0.6%
Other vacant	639	26.4%
<i>Source: U.S. Census Bureau, Census 2000</i>		

**Table 24: Characteristics of Vacant Housing in Clarke County 2000**

	Number	Percent
Total:	2,420	100%
Single Family, detached	847	35%
Single Family, attached	101	4%
Duplex	386	16%
3 or 4 Units per building	164	7%
5 to 9 Units per building	148	6%
10 to 19 Units per building	285	12%
20 to 49 Units per building	156	6%
50 or more Units per building	21	1%
Mobile home	288	12%
Boat, RV, van, etc.	24	1%
<i>Source: U.S. Census Bureau, Census 2000</i>		

**Table 25: Comparison between Clarke County & Other Cities Homeownership Rates**

Cities	Owner-Occupied		Renter-Occupied		Average Household Size
	Count	Percentage	Count	Percentage	
Albany	13,556	47.4%	15,064	52.6%	2.54
Macon	19,257	50.1%	19,187	49.9%	2.46
Savannah	25,842	50.3%	25,533	49.7%	2.45
Average	19,552	49.27%	19,928	50.73%	2.48
Clarke County	16,681	42%	23,025	58%	2.35
<i>Source: U.S. Census Bureau, Census 2000</i>					

Clarke County’s owner occupancy rate is considerably below the average of the comparable cities’ rate, making renter occupancy considerably higher. The average household size is smaller than that of the comparable cities.

When compared to cities of similar size regarding homeownership and rental occupancy rates, Clarke County is found to have the lowest owner-occupied rate at 42% and with the highest renter-occupied rate at 58%.

**Table 26: Population and Housing Units Status for Selected Georgia Cities**

	Housing Occupancy Rate	Vacancy Rate
Savannah	89.4	10.6
Macon	86.7	13.3
Albany	89.3	10.7
Averages	88.47	11.53
Clarke County	94.3	5.7
<i>Source: U.S. Census Bureau, Census 2000</i>		

The vacancy rate in Clarke County according to the Census is half that of the comparable cities – 5.7%

### **3.6 Cost of Housing**

A review of the August 6, 2002 Multiple Listing Services (MLS) found that there were a total of 103 single family, 50 townhouses and condominiums, and 7 mobile homes considered to be starter homes (low end & moderately higher priced starter homes) priced between \$45,000.00-\$130,000.00. Table 27: Homes Available for Sale by Type and Price 2002 displays a breakdown of the number of homes available for sale by housing type and price range.



**Table 27: Homes Available for Sale by Type and Price 2002**

Price Range(s)	Single Family	Townhouses	Mobile Homes	Projected Mortgage*
\$45,000-\$65,000	7	3	2	\$299-\$432
\$65,000-\$85,000	8	1	2	\$432-\$565
\$85,000-\$105,000	22	26	2	\$565-\$698
\$105,000-\$130,000	66	20	1	\$698-\$864
Totals	103	50	7	

*Source: Multiple Listing Service August 6, 2002*

\* Projected Mortgage Payments include principal and interest payments only at a rate of 7% amortized over 360 months.

**Table 28: Clarke County Mortgage Status and Selected Monthly Owner Costs<sup>1</sup>**

	Number	Percent
With a mortgage	9,491	68%
Less than \$300	118	0%
\$300 to \$499	568	4%
\$500 to \$699	1,505	10%
\$700 to \$999	3,239	23%
\$1,000 to \$1,499	2,652	19%
\$1,500 to \$1,999	863	6%
\$2,000 or more	546	3%
<b>Median (dollars)</b>	<b>\$935</b>	
Not mortgaged	4,355	31%
<b>Median (dollars)</b>	<b>\$279</b>	

*Source: U.S. Census Bureau, Census 2000*

<sup>1</sup> The term selected Monthly Owner Costs is used throughout this chapter. From the Census Bureau: "Selected Monthly Owner Costs Definition: The data on selected monthly owner costs were obtained from answers to long-form questionnaire Items 45a-d, 47b, 48b, 49, 50, 52, and 53b, which were asked on a sample basis at owner-occupied housing units. Selected monthly owner costs are the sum of payments for mortgages, deeds of trust, contracts to purchase, or similar debts on the property (including payments for the first mortgage, second mortgage, home equity loans, and other junior mortgages); real estate taxes; fire, hazard, and flood insurance on the property; utilities (electricity, gas, and water and sewer); and fuels (oil, coal, kerosene, wood, etc.). It also includes, where appropriate, the monthly condominium fees or mobile home costs (installment loan payments, personal property taxes, site rent, registration fees, and license fees). Selected monthly owner costs were tabulated separately for all owner-occupied units, specified owner-occupied units, and owner-occupied mobile homes and, usually, are shown separately for units "with a mortgage" and for units "not mortgaged."

**Table 29: City Of Winterville - Mortgage Status and Selected Monthly Owner Costs**

	<b>Number</b>	<b>Percent</b>
With a mortgage	237	78%
Less than \$300	0	0%
\$300 to \$499	21	6.9%
\$500 to \$699	47	15.5%
\$700 to \$999	103	33.9%
\$1,000 to \$1,499	51	16.8%
\$1,500 to \$1,999	13	4.3%
\$2,000 or more	2	0.7%
<b>Median (dollars)</b>	<b>\$813</b>	
Not mortgaged	67	22%
<b>Median (dollars)</b>	<b>\$238</b>	
<i>Source: U.S. Census Bureau, Census 2000</i>		

### 3.6.1 Median Property Value

**Table 30: Median Property Values Owner-Occupied in Clarke County**

	<b>Number</b>	<b>Percent</b>
<b>Specified owner-occupied units</b>	<b>13,846</b>	<b>100.0%</b>
<b>VALUE</b>		
Less than \$50,000	911	6.6%
\$50,000 to \$99,999	4,989	36.0%
\$100,000 to \$149,999	4,136	29.9%
\$150,000 to \$199,999	1,993	14.4%
\$200,000 to \$299,999	1,196	8.6%
\$300,000 to \$499,999	459	3.3%
\$500,000 to \$999,999	144	1.0%
\$1,000,000 or more	18	0.1%
<b>Median (dollars)</b>	<b>\$111,300</b>	
<i>Source: U.S. Census Bureau, Census 2000</i>		

**Table 31: City of Winterville - Median Property Values Owner-Occupied**

	Number	Percent
<b>Specified owner-occupied units</b>	<b>304</b>	<b>100%</b>
<b>VALUE</b>		
Less than \$50,000	1	0.3%
\$50,000 to \$99,999	184	60.5%
\$100,000 to \$149,999	82	27%
\$150,000 to \$199,999	21	6.9%
\$200,000 to \$299,999	13	4.3%
\$300,000 to \$499,999	3	1%
\$500,000 to \$999,999	0	0%
\$1,000,000 or more	0	0%
Median (dollars)	\$94,300	

*Source: U.S. Census Bureau, Census 2000*

### 3.6.2 Median Rent

According to the Census, the median contract rent in Clarke County is \$451; the lower contract rent quartile is \$341. The median rent in the City of Winterville is \$575

**Table 32: Contract Rent in Clarke County**

Total:	22,900		
With cash rent:	22,230		
Less than \$100	482	\$600 to \$649	1,155
\$100 to \$149	488	\$650 to \$699	1,128
\$150 to \$199	450	\$700 to \$749	580
\$200 to \$249	685	\$750 to \$799	611
\$250 to \$299	1,499	\$800 to \$899	658
\$300 to \$349	2,362	\$900 to \$999	380
\$350 to \$399	2,480	\$1,000 to \$1,249	522
\$400 to \$449	2,635	\$1,250 to \$1,499	244
\$450 to \$499	3,061	\$1,500 to \$1,999	14
\$500 to \$549	1,404	\$2,000 or more	0
\$550 to \$599	1,392	No cash rent	670

*Source: U.S. Census Bureau, Census 2000*

**Table 33: Rents at Asking – Clarke County**

Total:	1,316		
Less than \$100	12		
\$100 to \$149	8	\$600 to \$649	32
\$150 to \$199	9	\$650 to \$699	101
\$200 to \$249	12	\$700 to \$749	70
\$250 to \$299	38	\$750 to \$799	38
\$300 to \$349	122	\$800 to \$899	54
\$350 to \$399	46	\$900 to \$999	46
\$400 to \$449	239	\$1,000 to \$1,249	72
\$450 to \$499	141	\$1,250 to \$1,499	34
\$500 to \$549	120	\$1,500 to \$1,999	0
\$550 to \$599	122	\$2,000 or more	0
<i>U.S. Census Bureau: Census 2000</i>			

**Table 34: City of Winterville - Rents**

	Number	Percentage
Specified renter-occupied units	74	100%
<b>GROSS RENT</b>		
Less than \$200	3	4.1%
\$200 to \$299	7	9.5%
\$300 to \$499	14	18.9%
\$500 to \$749	37	50%
\$750 to \$999	10	13.5%
\$1,000 to \$1,499	0	0%
\$1,500 or more	0	0%
No cash rent	3	4.1%
Median (dollars)	\$575	
<i>Source: U.S. Census Bureau, Census 2000</i>		

### 3.6.3 Affordability For Residents And Workers

According to Federal Standards, affordable Housing for someone earning Federal minimum wage is \$268. Affordable Housing for someone receiving a Social Security payment of \$579 per month for disability is \$175 each month for housing.

According to the Census, the median contract rent in Clarke County is \$451. However, the lower contract rent quartile is \$341. According to the U.S. Census, 4.9% of homeowners in Clarke County pay 30%-34% of their Household Income for housing;

13.3% of homeowners spend more than 35% of their income on housing. For renters, 6% pay more than 30% of the household income to rent, 43.5% pay more than 35% of their income as rent.

**Table 35: Gross Rent As A Percentage Of Household Income In 1999<sup>2</sup>**

Total:	22,900	100%
Less than 10 percent	1,279	5.6%
10 to 14 percent	1,857	8.1%
15 to 19 percent	2,842	12.4%
20 to 24 percent	2,231	9.7%
25 to 29 percent	1,865	8.1%
30 to 34 percent	1,368	6.0%
35 to 39 percent	1,187	5.2%
40 to 49 percent	1,610	7.0%
50 percent or more	7,170	31.3%
Not computed	1,491	6.5%
<i>Source: U.S. Census Bureau, Census 2000</i>		

Based on the information in Table 35: Gross Rent As A Percentage Of Household Income In 1999, 43.99% of those renting pay less than 30% of their household income for housing. While the Census Bureau includes costs such as utilities in their definition of “Gross Rent” it is interesting to note that very few rental units include all utilities in their rent costs.

**Table 36: Inclusion of Utilities in Rent - Clarke County**

Total:	22,900
Pay extra for one or more utilities	20,533
No extra payment for any utilities	2,367
<i>U.S. Census Bureau 2000</i>	

<sup>2</sup> The term “Gross Rent” is used throughout this chapter. The Census Bureau defines “Gross Rent” as “the amount of the contract rent plus the estimated average monthly cost of utilities (electricity, gas, and water and sewer) and fuels (oil, coal, kerosene, wood, etc.) if these are paid for by the renter (or paid for the renter by someone else). Gross rent is intended to eliminate differentials which result from varying practices with respect to the inclusion of utilities and fuels as part of the rental payment.”

### 3.7 Cost-Burdened Households

#### 3.7.1 Needs Of Cost Burdened Households

Neither Athens-Clarke County or the City of Winterville have official data on the needs of cost burdened households.

#### 3.7.2 Relationship Of Cost To Socio-Economic Characteristics

**Table 37: Gross Rent As A Percentage Of Household Income In 1999**

Clarke County	White Alone	Black or African American alone	American Indian and Alaska Native alone	Asian alone	Hispanic or Latino	Some other race alone	Two or more races
Total:	15,002	6,177	47	884	1150	487	303
Less than 10 percent	628	551	10	12	167	78	0
10 to 14 percent	1,077	572	1	114	118	74	19
15 to 19 percent	1,694	917	19	93	289	91	28
20 to 24 percent	1,333	714	0	65	121	86	33
25 to 29 percent	1,191	539	5	78	62	28	24
30 to 34 percent	796	391	0	95	70	54	32
35 to 39 percent	733	348	7	73	25	0	26
40 to 49 percent	1,085	419	0	66	71	21	19
50 percent or more	5,538	1,305	5	182	150	25	115
Not computed	927	421	0	106	77	30	7
There were no Native Hawaiian and Other Pacific Islander alone responding. <i>Source: U.S. Census Bureau Census 2000</i>							

**Table 38: Mortgage Status By Selected Monthly Owner Costs As A Percentage Of Household Income In 1999**

Clarke County, Georgia	White Alone	Black or African American alone	American Indian and Alaska Native alone	Asian alone	Hispanic or Latino alone	Some other race alone	Two or more races
Total:	10,487	2,990	17	230	219	59	63
Housing units with a mortgage:	7,110	2,072	8	191	210	59	51
Less than 10 percent	771	107	0	16	10	10	0
10 to 14 percent	1,572	282	0	29	14	0	15
15 to 19 percent	1,403	359	0	67	50	17	17
20 to 24 percent	1,172	387	8	34	37	14	14
25 to 29 percent	769	216	0	0	31	0	0
30 to 34 percent	429	140	0	5	10	0	0
35 to 39 percent	205	128	0	16	0	0	0
40 to 49 percent	261	149	0	0	33	0	5
50 percent or more	479	296	0	24	18	18	0
Not computed	49	8	0	0	7	0	0
Housing units without a mortgage:	3,377	918	9	39	9	0	12
Less than 10 percent	2,103	267	0	26	0	0	0
10 to 14 percent	494	230	3	8	9	0	0
15 to 19 percent	277	137	0	5	0	0	2
20 to 24 percent	156	77	0	0	0	0	10
25 to 29 percent	102	24	0	0	0	0	0
30 to 34 percent	65	36	0	0	0	0	0
35 to 39 percent	34	38	0	0	0	0	0
40 to 49 percent	41	22	6	0	0	0	0
50 percent or more	48	66	0	0	0	0	0
Not computed	57	21	0	0	0	0	0
There were no Native Hawaiian and Other Pacific Islander alone responding.							
<i>Source: U.S. Census Bureau Census 2000</i>							

### 3.8 Special Housing Needs

**Table 39: Population In Group Quarters 2000**

<b>Total:</b>	8,180
<b>Institutionalized population:</b>	1,179
Correctional institutions:	583
Federal prisons and detention centers	0
Halfway houses	0
Local jails and other confinement facilities (including police lockups)	583
Military disciplinary barracks	0
State prisons	0
Other types of correctional institutions	0
Nursing homes	567
Hospitals/wards, hospices, and schools for the handicapped:	0
Hospitals/wards and hospices for chronically ill:	0
Hospices or homes for chronically ill	0
Military hospitals or wards for chronically ill	0
Other hospitals or wards for chronically ill	0
Hospitals or wards for drug/alcohol abuse	0
Mental (Psychiatric) hospitals or wards	0
Schools, hospitals, or wards for the mentally retarded	0
Schools, hospitals, or wards for the physically handicapped:	0
Institutions for the deaf	0
Institutions for the blind	0
Orthopedic wards and institutions for the physically handicapped	0
Wards in general hospitals for patients who have no usual home elsewhere	0
Wards in military hospitals for patients who have no usual home elsewhere	0
Juvenile institutions:	29
Long-term care:	0
Homes for abused, dependent, and neglected children	0
Residential treatment centers for emotionally disturbed children	0
Training schools for juvenile delinquents	0
Short-term care, detention or diagnostic centers for delinquent children	29
Type of juvenile institution unknown	0
<b>Noninstitutionalized population:</b>	7,001
College dormitories (includes college quarters off campus)	6,594
Military quarters:	242



On base:	242
Barracks, unaccompanied personnel housing (UPH), (Enlisted/Officer), and similar group living quarters for military personnel	145
Transient quarters for temporary residents	97
Military ships	0
Group homes:	72
Homes or halfway houses for drug/alcohol abuse	67
Homes for the mentally ill	0
Homes for the mentally retarded	3
Homes for the physically handicapped	0
Other group homes	2
Religious group quarters	12
Dormitories:	0
Agriculture workers' dormitories on farms	0
Job Corps and vocational training facilities	0
Other workers' dormitories	0
Crews of maritime vessels	0
Other nonhousehold living situations	0
Other noninstitutional group quarters	81
<i>Source: U.S. Census Bureau, Census 2000</i>	

### 3.8.1 Elderly

According to the 2000 U.S. Census, there are 567 persons in Clarke County who reside in Nursing Homes, the clear majority of those being elderly.

## Homeless

**Table 40: Homeless Persons in Athens-Clarke County**

	Numbers	Percent
Homeless Adults	330	75.7%
Homeless Children (under 18)	106	24.3%
Total Homeless Persons	436	100.0%
Chronic Homeless Adults	136	41.2%
Unsheltered Homeless Adults	117	35.5%
Homeless with Addictions	176	53.3%
Homeless with Mental Illness	100	30.3%
Homeless Veterans	40	12.1%
Homeless Fleeing Domestic Violence	46	13.9%
<i>A Point-in-time county conducted in January 2005 by the Northeast Georgia Homeless Coalition and the Athens-Clarke County Human and Economic Development Department</i>		

### 3.8.2 Victims of Domestic Violence

**Table 41: Homeless Adults Fleeing Domestic Violence**

Homeless Fleeing Domestic Violence	46	13.9% of Adult Homeless
<i>A Point-in-time county conducted in January 2005 by the Northeast Georgia Homeless Coalition and the Athens-Clarke County Human and Economic Development Department</i>		

### 3.8.3 Migrant Farm Workers

Neither Athens-Clarke County or the City of Winterville have official data on the needs of migrant farm works, as Clarke County does not have a significant agricultural base.

### 3.8.4 Persons with Disabilities

Neither Athens-Clarke County or the City of Winterville have official data on the needs of persons with disabilities.

### 3.8.5 Persons with HIV/AIDS

Neither Athens-Clarke County or the City of Winterville have official data on the needs of persons with HIV/AIDS.

### 3.8.6 Persons Recovering from Substance Abuse

**Table 42: Number of Homeless Adults with Addictions**

Homeless with Addictions	176	53.3% of total Adult Homeless Population
<i>A Point-in-time county conducted in January 2005 by the Northeast Georgia Homeless Coalition and the Athens-Clarke County Human and Economic Development Department</i>		

## 3.9 Jobs-Housing Balance

### 3.9.1 Cost Compared to Wages

According to the Census and articulated in the Economic Development Chapter of this document, 10% of the families in Clarke County take in less than \$15,000 annually. \$15,000 would be approximately \$7.21 an hour. That would be less income than is needed to rent an efficiency apartment without some sort of assistance.

**Table 43: Rent and Income in Athens-Clarke County**

	HUD Fair Market Rent for Athens-Clarke County	Hourly wage necessary in order for the Rent to be "Affordable" or 30% of income
Efficiency Apartment	\$445 per month	\$8.53 per hour
One Bedroom Unit	\$495 per month	\$9.50 per hour
Two Bedroom Unit	\$662 per month	\$11.93 per hour
Three Bedroom Unit	\$829 per month	\$15.90 per hour
Four Bedroom Unit	\$855 per month	\$16.40 per hour
<i>Source: Athens-Clarke County Human and Economic Development Department</i>		

As a rule of thumb, in order for housing to be affordable, it should not cost the owner more than 30% of their income. Approximately 18.2% of owners spend more than 30% a month on housing in Clarke County, according to the U.S. Census Bureau. One is not able to surmise the income levels of these homeowners from these figures, however, as

it is conceivable that property owners may choose to invest more than 30% of their income in their homes with sufficient income remaining to cover living expenses.

**Table 44: Clarke County - Selected Monthly Owner Costs As A Percentage Of Household Income In 1999**

	<b>Number</b>	<b>Percent</b>
Less than 15 percent	5,933	42.8%
15 to 19 percent	2,284	16.5%
20 to 24 percent	1,872	13.5%
25 to 29 percent	1,111	8.0%
30 to 34 percent	675	4.9%
35 percent or more	1,836	13.3%
Not computed	135	1.0%
<i>Source: U.S. Census Bureau, Census 2000</i>		

The City of Winterville has a similar number of property owners dedicating more than 30% of their income to housing costs (18.8%)

**Table 45: City of Winterville - Selected Monthly Owner Costs As A Percentage Of Household Income In 1999**

	<b>Number</b>	<b>Percent</b>
Less than 15 percent	113	37.2%
15 to 19 percent	66	21.7%
20 to 24 percent	37	12.2%
25 to 29 percent	25	8.2%
30 to 34 percent	16	5.3%
35 percent or more	41	13.5%
Not computed	6	2
<i>Source: U.S. Census Bureau, Census 2000</i>		

The number of households spending more than 30% of their household income is significant – 49%. It is not a stretch to assume that many of these households are comprised of University of Georgia Students, with little or no ‘income’ per se.

**Table 46: Clarke County - Gross Rent As A Percentage Of Household Income In 1999**

	Number	Percent
Less than 15 percent	3,136	13.7 %
15 to 19 percent	2,842	12.4%
20 to 24 percent	2,231	9.7%
25 to 29 percent	1,865	8.1%
30 to 34 percent	1,368	6.0%
35 percent or more	9,967	43.5%
Not computed	1,491	6.5%
<i>Source: U.S. Census Bureau</i>		

**Table 47: City of Winterville - Gross Rent As A Percentage Of Household Income In 1999**

	Number	Percentage
Less than 15 percent	17	23%
15 to 19 percent	12	16.2%
20 to 24 percent	20	27%
25 to 29 percent	8	10.8%
30 to 34 percent	2	2.7%
35 percent or more	12	16.2%
Not computed	3	4.1%
<i>Source: U.S. Census Bureau</i>		

### 3.9.2 Sufficient Supply of Affordable Housing

There appears to be contradictions between the Census-based data regarding affordable housing and housing supply in Clarke County and the anecdotal information. Representatives of the Athens Housing Authority state that the number of people on their waiting list for homes is at an all time high. However, Census information and building permits indicate that housing construction has outpaced population growth. More vacant housing should result in a decrease in the costs of housing. Again, due to Clarke County's complex housing market, due in part to the effect of the University of Georgia's student population, a more sophisticated analysis of housing would be beneficial.

**Table 48: Poverty Status by Receipt of Social Security Income in 1999**

Total:	39,706
Owner occupied:	16,716
Income in 1999 below poverty level:	1,376
With Social Security income	528
No Social Security income	848
Income in 1999 at or above poverty level:	15,340
With Social Security income	4,322
No Social Security income	11,018
Renter occupied:	22,990
Income in 1999 below poverty level:	9,456
With Social Security income	730
No Social Security income	8,726
Income in 1999 at or above poverty level:	13,534
With Social Security income	1,378
No Social Security income	12,156
<i>Source: U.S. Census Bureau, Census 2000</i>	

### 3.9.3 Commuting Patterns

Clarke County workers at 75.1% are closer to the national average of 75.7% who commute to work alone in a car, truck or van. This is 3.4% lower than the Georgia average of 77.5%. In Clarke County 4.3% of workers walked to work. That is 2.6% higher than the Georgia percentage of 1.7%; 1.4% higher than the average of 2.9% nationally. This speaks to the relatively close proximity of housing to work sites in Clarke County.

**Table 49: Commuting to Work – Clarke County**

	Clarke		Georgia		United States	
<b>Workers 16 years and over</b>	<b>48,241</b>	<b>100.0%</b>	<b>3,832,803</b>	<b>100.0%</b>	<b>128,279,228</b>	<b>100.0%</b>
Car, truck, or van -- drove alone	36,243	75.1%	2,968,910	77.5%	97,102,050	75.7%
Car, truck, or van -- carpooled	6,945	14.4%	557,062	14.5%	15,634,051	12.2%
Public transportation (including taxicab)	1,144	2.4%	90,030	2.3%	6,067,703	4.7%
Walked	2,069	4.3%	65,776	1.7%	3,758,982	2.9%
Other means	749	1.6%	42,039	1.1%	1,532,219	1.2%
Worked at home	1,091	2.3%	108,986	2.8%	4,184,223	3.3%
Mean travel time to work (minutes)	18.6		27.7		25.5	
<i>Source: U.S. Census Bureau, Census 2000</i>						

A little less than 20% of those living in Clarke County commute outside the county for work. A far greater number of those employed in Clarke County, reside outside the county jurisdiction (see the Economic Development Chapter of this document)

**Table 50: Commuting Patterns - Employed Residents Of Clarke County**

COUNTY WHERE EMPLOYED	NUMBER	PERCENT OF TOTAL
Clarke County GA	39,009	80.9%
Oconee County GA	1,975	4.1%
Jackson County GA	952	2.0%
Gwinnett County GA	932	1.9%
Fulton County GA	803	1.7%
Hall County GA	703	1.5%
Barrow County GA	660	1.4%
<i>Source: U.S. Census Bureau, Census 2000</i>		

### **3.9.4 Barriers to Affordability**

If the projections for housing demand are correct, as found in Table 3: Projected Supply and Demand of Housing, then Athens-Clarke County has built to date sufficient housing to supply demands, even with a 5.7% vacancy rate. With such a surplus, the barriers to housing are not the actual construction of housing units, but rather access to those dwelling units.



Athens-Clarke County and  
The City of Winterville

**Community Assessment**  
**Chapter Four:**  
**Natural and**  
**Cultural Resources**

July 12, 2006

# CHAPTER 4: NATURAL AND CULTURAL RESOURCES

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### **4.3 Introduction**

The purpose of the Natural Resources element of the Athens-Clarke County Comprehensive Plan is to:

- Inventory the natural and environmentally sensitive resources of Athens-Clarke County and the City of Winterville;
- Consider issues, problems, and opportunities associated with those resources; and
- Develop goals, policies, and strategies, for the appropriate use, preservation, and protection of those resources, which are consistent with State and Federal environmental law, as well as with the communities' priorities as expressed in other sections of the Comprehensive Plan.

The Georgia Department of Natural Resources has established minimum environmental planning standards pursuant to the Official Code of Georgia, § 12-2-8, entitled "Environmental Planning Criteria." These standards deal specifically with water supply watersheds, groundwater recharge areas, and wetlands. The information provided in the Natural Resources chapter of the Athens-Clarke County Comprehensive Plan satisfies both sets of environmental planning standards. The standards have been adopted by Clarke County that satisfy those requirements and are covered in the water supply watershed section of this chapter.

### **4.4 Mapping of Significant Natural and Cultural Resources**

The maps created for this chapter follow the mapping requirements found in Chapter 110-12-1-07(03). Data for Natural Resources maps was obtained from various sources including: Athens-Clarke County tax database, 2003 aerial photos, 1998 data from the University of Georgia Institute of Ecology's Spatial Analysis Lab and tree cover data from the Community Tree Council.

### **4.5 Environmental Planning Criteria**

Pursuant to the Official Code of Georgia, § 12-2-8, entitled "Environmental Planning Criteria," prepared by the Georgia Department of Natural Resources, establishes minimum standards for local governments to protect water supply watersheds, groundwater recharge areas, and wetlands. This protection is essential to public health, safety and welfare.

Athens-Clarke County has implemented and enhanced the State Environmental Planning Criteria. The state’s criteria have served as a springboard for the County to propose and adopt a variety of methods for protecting Water Supply Watersheds, Wetlands, Groundwater Recharge Areas and Protected Rivers. The result is a variety of new ordinances and programs designed to meet or exceed the State’s Title V Criteria.

#### 4.5.1 Current Ordinances / Programs

*The Protected Environmental Areas Ordinance* was designed specifically to address the title V criteria. Athens-Clarke County has identified Floodplains, Wetlands, Riparian Buffer zones, Significant Groundwater Recharge areas and Water supply watersheds and water supply intake areas as environmental areas. Any potential development to take place on a parcel of land that contains environmental areas shall have to obtain an environmental areas permit. Chapter 8-6 Protected Environmental Areas of the Athens-Clarke County Code of Ordinances provides stringent standards for activities taking place in protected environmental areas.

**Table 1: Riparian Buffers**

Hydrologic Feature	Riparian Buffer Width
Protected River	100 ft.
Upper North Oconee River and Sandy Creek	100 ft.
Protected Streams in “I” zones as defined in Title 9 of Athens-Clarke County Code.	150 ft.
All other protected streams	75 ft.
Lake or Pond	25 ft.
State Waters	25 ft.

*The Soil erosion and Sediment Control Ordinance* sets up the development standards for Land Disturbing Activities. This ordinance incorporates the State’s BMPs (Best Management Practices) for Erosion and Sedimentation Control and provides standards for submission and review of Erosion and Sedimentation Control Plans.

*NPDES Stormwater Phase II Best Management Practices and Implementation Program* incorporates education, research, mapping, service and quality goals that are being and will continue to be implemented through 2007. These BMPs will provide the public with useful tools and knowledge to help better manage the county’s stormwater.

#### **4.5.2 Future Projects / Ordinances**

*The Watershed Assessment and Protection Plan* is being spearheaded by the County's Public Utilities Department. The primary objective of this project is to develop a plan to protect the waters within the study areas by assessing the current condition of each watershed with respect to water quality standards and designated uses, identifying the primary causes of impairment, and developing a protection plan in an EPD-acceptable format. This project will help guide the County's Public Utilities Department in their planned expansion of Wastewater Treatment facilities in the next five years.

*A new Floodplain Ordinance* will address the changes in the new FEMA maps and will provide standards for activities that will be permitted in the floodplain. The County's Public Works Department will review the new FEMA maps and will begin to develop a new ordinance that will better guide the activities that are permitted to occur within a floodplain.

#### **4.5.3 Water Supply Watersheds**

Based on topography maps, all major ridgelines and drainage corridors within the community have been identified. The area within a series of ridgelines that is drained by a creek or river system can be defined by a "watershed". Watersheds are important to the planning process because of the impacts they have regarding land use, flood control and sanitary sewer service.

The following criteria were established to protect existing and planned surface sources of drinking water. The criteria define four classes of water supply watershed: 1) larger than 100 square miles supplying reservoirs, 2) smaller than 100 square miles supplying reservoirs, 3) larger than 100 square miles supplying water withdrawals, and 4) smaller than 100 square miles supplying water withdrawals. Georgia has several major rivers that divide the state into large drainage basins. These drainage basins are also water supply watersheds for numerous local governments. Athens-Clarke County is located in the Oconee River Basin and is drained entirely by the Oconee River system.

All of Athens-Clarke County's drinking water is drawn from the North Oconee and Middle Oconee Rivers. The majority of the drainage area in both of these watersheds is located within Jackson County, outside of Athens-Clarke County and the City of Winterville. Watershed protection measures will be developed and implemented by



the Upper Oconee Water and Sewer Authority. The Upper Oconee River Basin Water Authority is comprised of Jackson, Oconee, Barrow, and Athens-Clarke County.

Criteria for the protection of large water supply watersheds are less stringent than those for small water supply watersheds because large drainage basins are less vulnerable to contamination by land use development. There are no minimum protection criteria for stream corridors of the watershed tributary to the water supply intake, except that the stream corridors of the perennial tributaries within a seven mile radius upstream of a water reservoir must be protected through maintenance of a 100 foot vegetative buffer and exclusion of impervious surfaces, septic tanks, and septic tank drainfields within 150 feet of the stream banks.

Criteria for the protection of small water supply watersheds do not apply to Athens-Clarke County, as these types of water supply watersheds are not present in the County.

The watershed for Athens-Clarke County and the City of Winterville exceeds 100 square miles in area and does not include a reservoir. Therefore, no watershed protection is required. Future plans for a regional reservoir, to be located in Jackson County, will require that watershed protection measures be adopted. Those measures will be adopted by the Upper Oconee Water and Sewer Authority once the reservoir is completed. An emergency purpose reservoir exists just north of the Athens perimeter and is known as the Sandy Creek Reservoir. Because this reservoir is for emergency purposes only, no protection is mandated under the watershed protection criteria.

A 150-foot vegetative barrier must be maintained around all reservoirs in addition to stream buffers and setbacks. Additionally, only uses that minimize disturbance of the natural terrain and vegetation, such as hiking trails and picnic areas, should be permitted in buffer areas. The purpose of the buffer and setback requirements is to leave an area of natural vegetation that will act to slow down water flow and trap sediment and other contaminants carried in runoff before they reach the water supply stream or reservoir.

Impervious surface coverage should be limited to reduce the amount of runoff by leaving undisturbed areas in the watershed where rainfall can be absorbed into the ground instead of running off into streams or reservoirs. A higher rate of runoff contributes to pollution of the water supply stream.

Additional criteria at all locations of the small water supply watershed strictly prohibit the siting of new hazardous waste treatment or disposal facilities. Sanitary landfills are permitted only if they have synthetic liners and leachate collection systems. New facilities that handle hazardous materials under the Georgia Department of Natural Resources (DNR) guidelines will be required to perform their operations on impermeable surfaces that have spill and leak collection systems. Impervious surface area developed within the watershed area is limited to 25% of the total area or not to exceed the existing amount of impervious area within the watershed, whichever is greater.

#### **4.5.4 Wetlands**

Freshwater wetlands are defined as those areas that are inundated or saturated by surface of groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. The ecological parameters for designating wetlands include hydric soils, hydrophytic vegetation, and hydrological conditions that involve a temporary or permanent source of water to cause soil saturation.

It is difficult to put a value on wetlands as they have both an ecological, aesthetic, and economic value. Wetlands are beneficial socio-economically, as well as to fish and wildlife. The benefits to fish and wildlife are the provision of food and habitat, and through food chain support. Socioeconomic benefits include flood protection, erosion control, groundwater recharge, pollution abatement, sediment filtering, and the provision of a variety of harvestable natural products. Other values associated with wetlands involve aesthetics, educational programming, and research opportunities.

It is estimated that over fifty-four percent of the wetlands that originally existed in the United States have disappeared due to unplanned development in wetland areas. It is important that Athens-Clarke County plan future growth to preserve remaining wetlands so that their benefits continue to accrue for future generations.

The U.S. Department of the Interior has mapped wetlands for Athens-Clarke County and the City of Winterville. Wetlands were identified by an analysis of aerial photographs based on vegetation, visible hydrology, and geography in accordance with "Classification of Wetlands and Deepwater Habitats of the United States". The photographs typically reflect conditions during the specific year and season that they were taken. Thus, a detailed, on the ground, and historical analysis of a single site may result in a revision of wetland boundaries established through photographic

interpretation. Additionally, some small wetlands and those obscured by dense forest cover may not be included. These maps are the most commonly used.

Soil survey maps are used extensively as a secondary data source for wetlands mapping by identifying hydric soils. Hydric soils are those soils that are saturated, flooded, or ponded long enough during the growing season to develop anaerobic conditions in the upper part of the soils. In general, hydric soils are usually flooded, or ponded for one week or more, during the growing season. These soils usually support hydrophytic vegetation.

Limitations on the use of soil maps for wetland identification are numerous. Many small but cumulatively significant areas that often are wetlands (with hydric soil inclusions) are not mapped because the soil classification systems used in soil survey maps classify soils in landscape groupings. Aquatic beds and many tidal or permanently flooded wetlands are typically mapped as open water, not wetlands, on Soil Conservation Service (SCS) maps. This can lead to an under-estimation of current wetlands acreage. Moreover, many drained hydric soils can retain sufficient "hydric" features to result in their being classified by soil maps as hydric even after decades of continuous drainage. Conversely, not all wetlands contain soils that are classified as hydric, and this can lead to underestimation of wetland acreage. Wetlands may be the result of recent impoundment. In such areas, it typically takes at least a decade for hydric soil features to appear.

The location of probable wetlands, based on the above discussed map sources have been mapped for Athens-Clarke County. (See map 4-1 - Environmental Areas). The State of Georgia has provided criteria in §391-3-16(3)(c) "Criteria for Wetlands Protection" which describe for local government minimal considerations for wetland protection in the land use planning process with regard to wetlands identified in the Department of Natural Resources freshwater wetlands database. Those minimal considerations are as follows:

1. Whether impacts to an area would adversely affect the public health, safety, welfare, or property of others.
2. Whether the area is unique or significant in the conservation of flora and fauna including threatened, rare or endangered species.
3. Whether alteration or impacts to wetlands will adversely affect the function of the wetlands, including the flow or quality of water, erosion or shoaling, or adverse impacts on navigation.

4. Whether impacts or modification by a project would adversely affect fishing or recreational use of wetlands.
5. Whether an alteration or impact would be temporary in nature.
6. Whether the project contains significant state historical and archaeological resources, defined as "Properties On or Eligible for the National Register of Historic Places".
7. Whether alteration of wetlands would have measurable adverse impacts on adjacent sensitive natural areas.
8. Where wetlands have been created for mitigation purposes under Section 404 of the Clean Water Act, such wetlands shall be considered for protection.

It is critical to understand that all freshwater wetlands identified by DNR are protected by federal law and are subject to the same minimal land-use planning considerations defined by the state of Georgia.

Although all wetlands are protected under the law, the quality, extent, or present use of some wetlands may qualify them for special consideration regarding mitigation requirements if those wetlands must be altered or degraded. That is, some wetlands may be so valuable in the present condition as to be irreplaceable or to require significant mitigation acreage and efforts.

The Comprehensive Plan supports the protection of wetlands, particularly those that have been identified as being significant for their value as wildlife habitat. Wetlands should be designated and protected as open space. The alteration or destruction of identified "significant" wetlands and wetlands created for mitigation purposes pursuant to §404 of the Clean Water Act should be discouraged. Wetland protection criteria guidelines adopted by the Department of Natural Resources should be implemented.

#### **4.5.5 Groundwater Recharge Areas**

Groundwater recharge areas, as defined by state law, are any portion of the earth's surface where water infiltrates into the ground to replenish an aquifer. Probable "significant recharge areas" have been mapped by the Department of Natural Resources. Mapping of recharge areas is based on outcrop areas, lithology, soil types and thickness, slope, density of lithologic contacts, geologic structure, the presence of karst, and potentiometric surfaces. Standards have been developed for their protection, based on the level of pollution susceptibility.

Only a small portion of one significant groundwater recharge area, as identified by the Department of Natural Resources, is located within Athens-Clarke County. Protection measures for groundwater recharge areas are identified by the DNR based on the level of pollution susceptibility, types of soils, and slope of the specific recharge area.

It is important that these recharge areas be protected. Over 40% of Georgia's population obtain their drinking water from groundwater sources. If polluting substances seep into the ground in a recharge area, these pollutants are likely to be carried into the aquifer and contaminate the groundwater, thus making it unsafe to drink. Section 8-6-9 of the Protected Environmental Areas chapter of the Athens-Clarke County Code of Ordinance includes standards that address all land disturbing activities in areas indicated as significant groundwater recharge areas. The standards are as follows:

- (a) New waste disposal facilities must have synthetic liners and leachate collection systems.
- (b) No land disposal of hazardous waste shall be permitted.
- (c) The handling, storage and disposal of hazardous materials shall take place on an impermeable surface having spill and leak protection approved by the Georgia Department of Natural Resources, Environmental Protection Division (EPD).
- (d) New aboveground chemical or petroleum storage tanks larger than 650 gallons must have secondary containment for 110 percent of tank volume or 110 percent of the largest tanks in a cluster of tanks. Tanks used for agricultural purposes are exempt if they comply with all federal regulations.
- (e) New agricultural waste impoundment sites shall be lined if they are within a low pollution susceptibility area and exceed 50 acre-feet. As a minimum, the liner shall be constructed of compacted clay having a thickness of one foot and a vertical hydraulic conductivity of less than  $5 \times 10^{-7}$  cm/sec or other criteria established by the Natural Resources Conservation Service.
- (f) Permanent stormwater infiltration basins shall not be constructed in areas having high pollution susceptibility.
- (g) No construction may proceed on a building or mobile home to be served by a septic tank unless the Athens-Clarke County Health Department first approves the proposed septic tank installation as meeting the requirements of the Georgia Department of Human Resource Manual for On-Site Sewage Management (hereinafter DHR Manual) and paragraphs (h) and (i) below.
- (h) New homes served by a septic tank/drainfield system shall be on lots having minimum size limitations as follows, based on application of Table MT-1 of the DHR Manual (hereafter DHR Table MT-1). The minimums set forth in DHR Table MT-1

may be increased further based on consideration of other factors (set forth in Sections A--F) of the DHR Manual, pages M-1 and M-2: One hundred ten percent of the subdivision minimum lot size calculated based on application of DHR Table MT-1 if they are within a low pollution susceptibility area.

- (i) New mobile home parks served by septic tank/drainfield systems shall have lots or spaces having minimum size limitations as follows, based on application of Table MT-2 of the DHR Manual (hereinafter DHR Table MT-2). The minimums set forth in DHR Table MT-2 may be increased further based on consideration of other factors (set forth in Sections A-F) of the DHR Manual, pages M-1 and M-2:
- (j) One hundred ten percent of the subdivision minimum lot or space size calculated based on application of DHR Table MT-2 if they are within a low pollution susceptibility area.
- (k) New facilities that handle hazardous materials of the types listed in Section 312 of the Resource Conservation and Recovery Act of 1976 (excluding underground storage tanks) and in amounts of 10,000 pounds or more on any one day shall perform their operations on impervious surfaces and in conformance with any applicable federal spill prevention requirements and local fire code requirements.
- (l) Each recharge area shall be determined to have a pollution susceptibility of high, medium, or low based on the Georgia Pollution Susceptibility Map, Hydrologic Atlas 20, 1992 Edition. Said map is hereby adopted and made a part of this chapter by reference. All of Athens-Clarke County is located within a low pollution susceptibility area, as indicated on the Georgia Pollution Susceptibility Map, Hydrologic Atlas 20, 1992 Edition.

Recharge areas in Athens-Clarke County are located in the southeastern part of the County (see Map 4-1). Land use within these areas is primarily agricultural, including crop and forest, with scattered large lot residential development.

The Comprehensive Plan supports protection of the recharge areas within Athens-Clarke County. Groundwater recharge protection guidelines established by the Department of Natural Resources should be adopted and implemented. The presence of a water recharge area in Athens-Clarke County requires that regulations be adopted to protect this area as indicated by the DNR. Furthermore, the development of a multi-county reservoir to be used for a drinking water supply will require protection as well.

#### **4.5.6 Protected Rivers**

O.C.G.A. §12-2-8 requires the Department of Natural Resources to develop minimum planning standards and procedures for the protection of river corridors in the state, and

requires local governments to use these minimum standards in developing and implementing local comprehensive plans. The method mandated for the protection of river corridors is the establishment of natural vegetative buffer areas bordering each protected river. Local governments are required to develop river corridor protection plans that will maintain the integrity of this buffer area. Nothing shall prohibit local governments from establishing standards that are more restrictive than the minimum standards established by the Department of Natural Resources.

A "protected river" includes any perennial river or watercourse with an average annual flow of at least 400 cubic feet per second as determined by the U.S. Geological Survey.

State waters are defined as any and all rivers, streams, creeks, branches, lakes, reservoirs, ponds, drainage systems, springs, wells, and other bodies of surface or subsurface water, natural and artificial, lying within or forming a part of the boundaries of the state which are not entirely confined and retained completely upon the property of a single individual, partnership, or other land owner.

Athens-Clarke County has provided for the protection of state waters within the Athens-Clarke County Code of Ordinances. This protection takes the form of the required buffers outlined in the County's Environmental Areas Ordinance (Chapter 8-6). Furthermore, Athens-Clarke County has extended the required 100' riparian buffer on "protected rivers" to include all of the North and Middle Oconee Rivers and Sandy Creek. Please refer to Map 4-1 to view the County's Environmental Areas.

The North and Middle branches of the Oconee River played an integral part in the history of Athens-Clarke County. In addition to serving as a means of transportation for Native Americans and early settlers alike, the rivers furnished drinking water, provided energy to power the first industries, and allowed Athens and Clarke County to grow and prosper. Consequently the river corridors are rich with historical resources, such as mills, bridges, and other early industrial sites. It is also reasonable to expect the identification of archaeological resources within the undeveloped areas of the river corridor, particularly those areas that have not been subjected to flooding. The rivers and stream corridors of Athens-Clarke County continue to enhance urban development. They provide a place to escape the routine of everyday life while enjoying and interacting with nature. For wildlife, the river and stream corridors provide natural habitats that allow animals the freedom to roam and feed. The preservation of these corridors will improve the quality of life within Athens-Clarke County and, thereby, enhance the long-term vitality of our communities. Athens-Clarke County has demonstrated its support of the river and river corridors in two

ways: on going plans to develop the Oconee Rivers Greenway system, and the nomination of the Athens-Clarke County River system as a Regionally Important Resource.

The Oconee Rivers Greenway Commission is an advisory body established by the Athens-Clarke County Mayor and Commission in cooperation with the University of Georgia. The Commission relies on citizen volunteers from the community to help promote and create solutions for establishing the greenway. It is the mission of the Oconee Rivers Greenway Commission to protect the Oconee Rivers and insure the long-term integrity, natural beauty and life support functions of the rivers; to provide citizens the opportunity to enjoy healthy river-oriented recreational activities; to develop an economically viable plan for a Greenway system based on sound environmental principles, and to assist in the implementation of the Greenway Plan. The Greenway system begins with Cooks Trail, which provides a connection to the Sandy Creek Nature Center and Sandy Creek Park.

In Athens-Clarke County, the Middle Oconee and North Oconee Rivers have been designated by the Environmental Protection Division of the Georgia Department of Natural Resources as “protected” rivers. As defined by the Mountain and River Corridor Protection Act, this designation requires a local government to adopt protective measures for these rivers to provide proper sediment and erosion control. The county has exceeded these requirements through the Environmental Areas Ordinance and the Soil Erosion and Sedimentation Control Ordinance.

#### 4.5.6.1 Regionally Important Resources Nomination

The governing bodies of Athens-Clarke County and the City of Winterville nominated the Oconee River System as a Regionally Important Resource. Although the specific nomination was not approved for designation, the Georgia Department of Community Affairs (DCA), in a blanket designation, has recognized all the river systems in Georgia as Regionally Important Resources. This nomination was submitted by the Northeast Georgia RDC to DCA on September 30, 1992. The specific nomination read: “All perennial streams of 1<sup>st</sup> and 2<sup>nd</sup> order, with a buffer of 100 feet or the 100 year flood plain, which ever is greater. Streams of 3<sup>rd</sup> order or greater with a buffer of 200 feet or the 100 year flood plain, which ever is greater.”

The Oconee River System was nominated in order to ensure the proper management and protection of the Athens-Clarke County water supply. The county gets all of its drinking water from the Oconee River System that amounts to 15.5 million gallons per



day. There are economic, health, and recreation-related advantages to watershed protection, as well. Economic benefits include a reduction in the cost of water treatment. By protecting the water source, Athens-Clarke County can minimize the cost of water treatment. Obviously, public health is tied to the condition of the drinking water. Additionally, the river system has environmental and recreational importance. Many rare species of plants and birds inhabit these areas.

One of the greatest threats to the river system is water pollution. The major sources of pollutants in the water supply are stormwater runoff pollution from urban and agricultural areas, discharges from wastewater treatment plants, improperly installed septic systems, and industrial facilities. While several of the sources of pollution are closely monitored and controlled, others prove more difficult to identify and manage. Non point-source pollution, or contaminants which enter the river system from thousands of dispersed points at intermittent intervals is particularly challenging to identify and mitigate. Intensive agriculture, industry, commercial and residential development which is incompatible with the protection of the river system will affect (and has affected) water quality, availability, and aesthetics of river and creek front lands and wildlife.

In accordance with the "Criteria for River Corridor Protection," developed by the Department of Natural Resources, any development within the corridor must be in compliance with the criteria listed below.

1. A one hundred foot natural vegetative buffer shall be maintained within the corridor. Should any development require disturbance of the natural vegetative buffer, the buffer shall be restored as quickly as possible following any land-disturbing activity within the river corridor.
2. Single-family dwellings, including the usual appurtenances, shall not be prohibited within the buffer area as long as the dwelling is in compliance with all local zoning regulations and the dwelling is located on a tract of land containing at least two acres.<sup>1</sup>
3. Only one dwelling shall be located on each two-acre or larger tract.

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<sup>1</sup>Pursuant to the Criteria for River Corridor Protection, the size of the tract of land shall not include any area that lies within the protected river (for tracts of land that include portions of a protected river, the area between the river banks cannot be counted towards the two acre minimum size).

4. Septic tanks serving the dwelling are permitted within the buffer area; however, the drain field shall not be located within the buffer area.
5. Septic tanks and their drain fields for non single-family residential developments are expressly prohibited within the river corridor.

Industrial and commercial land uses within the river corridor which existed prior to the adoption of this comprehensive plan are exempt from this criteria provided that such uses do not impair the drinking quality of the river water and all state and federal government rules and regulations are met.

The construction of road and utility crossings shall be permitted provided that such crossing meet all requirements of the Erosion and Sedimentation Control Act of 1975, as amended, and any applicable local ordinances on soil erosion and sedimentation control

The following land uses shall be permitted in a river corridor, provided that such uses do not impair the long-term functions of the protected river or the river corridor.

1. Timber production and harvesting, if consistent with best management practices established by the Georgia Forestry Commission and the drinking quality of the river water as defined by the federal Clean Water Act, as amended, is not impaired;
2. Wildlife and fisheries management activities consistent with the purposes of O.C.G.A. §12-2-8;
3. Waste water treatment;
4. Recreational usage consistent either with the maintenance of a natural vegetative buffer or with river-dependent recreation;
5. Natural water quality treatment or purification;
6. Agricultural production and management, if consistent with best management practices established by the Georgia Soil and Water Conservation Commission, the drinking quality of the river water as defined by the federal Clean Water Act, as amended, is not impaired, and said activity is consistent with all state and federal laws, and all regulations promulgated by the Georgia Department of Agriculture; and,
7. Any other uses permitted by the Department of Natural Resources or under Section 404 of the Clean Water Act, as amended.

The following land uses are specifically prohibited within river corridors:

1. Handling areas for the receiving and storage of hazardous waste;
2. Hazardous waste or solid waste landfills; and
3. Other uses unapproved by the Athens-Clarke County Board of Commissioners as not being consistent with this river corridor protection plan or this comprehensive plan. All current uses in the river corridor will be permitted provided they do not impair the long-term functions of the river. Future uses, those uses approved after adoption of this comprehensive plan, must conform to the river corridor protection plan.

This comprehensive plan does not want to prohibit development along the river, but wants the river corridor protected from incompatible development. In order to achieve this goal, the development practices and review process of Athens-Clarke County and the City of Winterville have incorporated the federal and state requirements relating to natural resource protection.

It should also be noted that the Athens Community Watershed Project has been organized to address Clarke County water quality issues in new ways, and to share information regarding local water quality with a variety of local businesses, institutions, agencies and citizen groups. For more information, contact the Community Watershed Project, 264 N. Jackson Street, Athens, Georgia, 30601; or phone (706) 546-9008.

#### **4.5.7 Protected Mountains**

There are no Protected Mountains within Clarke County.

### **4.6 Other Environmentally Sensitive Areas**

#### **4.6.1 Public Water Supply Sources**

The Athens-Clarke County Public Utilities Service Delivery Plan outlines possibilities for future development of additional public water supply sources as well as plans to bring some reservoirs offline.

Their decisions are based on growth and development patterns outlined in the county's Future Land Use Plan. Short and long term growth projections are taken into account when planning future utility services. The University of Georgia is a significant utility

customer in Athens-Clarke County. Growth projections made by University Planners must be integrated into the overall utility plan. A reserve block of water capacity is developed from the projections provided by the University.

The Athens-Clarke County public Utilities Service Delivery Plan was updated in 2004 and is serving as the springboard for new Public Utility projects.

#### **4.6.2 Steep Slopes**

The Piedmont, the area in which Athens-Clarke County and the City of Winterville are located, appears to have been a broad, fairly smooth plain. Over an extended period of time, narrow valleys were created by natural erosion caused by streams. Between the drainage ways, there are low hills and ridges.

Slope characteristics have a direct impact on the types of land uses that may be developed. Sites with slopes between 0% and 5% are most easily developed, the most cost effective, and are appropriate for most types of land uses. As the percentage of slope rises, sites become more difficult and expensive to develop, drainage problems increase because of the more rapid rate of storm water runoff, and the types of land uses that are appropriate for the site become more limited. This is due to the difficulties associated with grading these sites for building slabs, as well as for vehicle movement and parking. At slopes of 12% and greater, sites become quite difficult to develop, costs can become prohibitive for certain land uses. As a general rule, the following land uses should be developed on lands having the indicated general slope characteristics:

Industrial areas - not more than 6% slope.

Retail, wholesale, warehousing and related uses - not more than 12% slope.

Multi-Family Residential - slope usually under 18%.

Single Family Residential – may be developed on slopes greater than 18%

Map 4-2 shows topography with and slope percentages. Table 2: Slope Acreage Breakdown identifies the acres of land within the slope percentage categories.

Athens-Clarke County has adopted standards that reduces the amount of development on slopes that are 25% or greater. These slopes are not mapped due to the large scale of the map data. Developers are asked to show those slopes based on the County's two-foot contours. That data is at a scale that is too detailed to show here. Over all density for lands zoned for single family subdivisions is calculated on the amount of the gross acreage does not contain slope that are 25% or greater. Most of the areas with steep

slopes are located along streams and rivers. These areas of land are also removed from the density calculations due to the increased riparian buffer area over the State of Georgia’s 25-foot protected buffers. The increased buffer width will be discussed further in water supply watershed section of this chapter. The result is an adjusted tract acreage that does not allow the use of environmentally sensitive areas, such as steep slopes, for calculating the residential density allowed by certain zoning districts.

**Table 2: Slope Acreage Breakdown**

Slope Percentage	Acreage
0 - 5.875%	65,289
5.875 - 11.751%	11,547
11.751 - 17.626%	857
17.626 - 23.501%	54
23.501 - 29.377%	5

*Source: USGS Digital Elevation Models, Athens-Clarke County GIS, 1999*

As the amount of developable land with little topography and other environmental constraints becomes limited, steep slopes will increasingly become a consideration for land use planning in Athens-Clarke County and Winterville. The following should be considered in the location of land uses:

- Areas with slopes of 25% or greater
- The possible increase in soil erosion from storm water runoff in areas with steep slopes.
- The aesthetic effect of developing steep slopes.

**4.6.3 Coastal Resources**

There are no coastal resources within Athens-Clarke County.

**4.6.4 Flood Plains**

Because of the potential for the loss of life and property due to development occurring within flood plains, the locations of flood plains are important to the planning process. The Federal Emergency Management Agency has located the limits of the 100-year and 500-year flood plains on Flood Insurance Rate Maps. The 100-year flood plain is defined as the area of land along the edges of streams or lakes that is required to

contain a 100-year flood. Similarly, the 500-year flood plain is defined as the strip of land along the edges of streams or lakes that is required to contain a 500-year flood. A 100-year flood has a 1% probability of occurring in any given year and a 500-year flood has a 0.2% probability of occurring in any given year.

The floodway is generally restricted to the existing stream and river channels, and flood plains in Athens-Clarke County are generally narrow and do not remove significant amounts of land from urban development. Although, it should be noted that because of the siltation of stream beds and increased runoff caused by new development within a stream's watershed, the land area required to contain floods often increases with new development unless mitigating measures are enacted.

The North Oconee River has the most extensive floodway area, with flood impacted zones typically 500 feet wide. This flood plain widens to 1,200 feet in the Riverside Park area, roughly 2,400 feet east of the University of Georgia along River Road. The area most impacted by flood plains is located between the North Oconee River and Sandy Creek. The widest flood zone on this part of the North Oconee is where the Southern Railway tracks cross the river. At this point, the flood zones are approximately 1,000 feet wide. Sandy Creek also has a significant flood plain just north of US 441, where the flood plain reaches 2,000 feet.

The Middle Oconee River has a flood plain that widens to approximately 1,500 feet immediately to the north of the Seaboard Coast Line Railroad.

Another significant flood plain is located along a tributary stream that runs parallel to the Athens Perimeter from the Athens County Club property to Newton Bridge Road. This flood plain is approximately 1,000 feet wide at its largest point.

A statewide effort is in the process of adopting new Digital Firm Maps that will better define floodplain areas and have the latest GIS data included with them. This will enable the floodmaps to be layered with other GIS information.

#### **4.6.5 Soils**

In planning for future development, it is important that an accurate analysis be made of local soil conditions. Soil properties directly influence the construction of buildings, roads and other improved areas, agricultural activities, and the location and design of septic tanks and drain fields. Local soil surveys are an invaluable tool for land use planning because of the information about site-specific development capability. Soil

surveys are the primary data source for determining prime agricultural lands, suitability of building foundations and septic tank drain fields, slope conditions, wildlife suitability, and flood/wetland conditions. Another important consideration is the suitability of urban soils for the existing and newly planted urban forest. Athens-Clarke County has adopted standards that address the condition of these soils for trees with the passage of the Community Tree Management Ordinance. The Ordinance is discussed further in the forest land section of the ordinance.

Not only should the suitability of soils for particular developments be considered, but the stability of soils on lands under development or recently developed must be considered during the planning of future development. The loss of soil by storm water runoff and wind erosion can be significant if not monitored during and after development occurs. Athens-Clarke County has addressed these concerns while meeting the Environmental Planning Criteria, which is discussed in detail in water supply watershed section.

Particular soils on individual sites will determine the suitability of development on that site whether it is residential, commercial, industrial, recreational, and so on. That type of detail can only be determined by an individual soil survey for that site. Large-scale soils maps may only determine areas of the county suitable for agricultural uses. For comprehensive planning purposes Table 3: Soil Association Acreage and Characteristics and Map 4-4 are provided in order to demonstrate the general types of soils found in broad areas and their development suitability as it relates to topography.

The general soils map can demonstrate areas with prime agricultural soils. For this reason Map 4-3 shows both the prime agricultural soils and areas zoned for agricultural uses. It should be noted that the examination of soil associations presented in this chapter reflects only general limitations on urban development and should only be used for broad planning analysis. A detailed soil analysis should be conducted before site-specific development decisions are made. There are eight soil associations in Clarke County, ranging from poorly-drained alluvians to well drained upland types. Most of the upland soils have slight to moderate limitations for urban development. There are some areas of the county where caution should be exercised in the development of even upland soils. Table 3: Soil Association Acreage and Characteristics indicates the soil associations in Clarke County and assesses the limitations that these soils place on certain types of development. Table 3: Soil Association Acreage and Characteristics lists soils in Athens-Clarke County, total acreage of those soils, and various soil characteristics that can pose limitations to development. Additionally, limitations for urban uses have been classified for soils that present light, moderate, or severe

limitations to certain types of urban development. The geographic location of these soil types can be determined through analysis of the soil survey maps.

**Table 3: Soil Association Acreage and Characteristics**

Soil Type	Acreage	Description
Congaree-Chewacla-Alluvial	7439	Nearly level, well-drained to poorly drained soils on flood plains. Moderate to severe due to flood plain limitations.
Appling-Cecil	3815	Nearly level to sloping; on broad, slightly dissected uplands. Slopes of 2-10% are prohibitive to industrial development
Cecil	17495	Nearly level to sloping; well drained on smooth uplands. Slight for residential and industrial development.
Davidson-Cecil	9161	Gently sloping to steep; on ridgetops and hillsides. Some moderate slope limitations in some areas.
Davidson-Pacolet-Musella	1581	Gently sloping to steep; on narrow to fairly broad ridgetops and valley slopes. Few; some slight slope limitations in areas.
Pacolet-Madison-Davidson	33490	Moderately sloping to steep; on highly dissected uplands. Moderate to severe due to slope limitations.
Madison-Cecil	2992	Gently sloping; on broad, smooth ridgetops. Few limitations to none.
Madison-Pacolet-Louisa	1963	Moderately steep to steep; on hillsides and valley slopes. Moderate to severe due to slope limitations.
<i>Source: USDA Soil Conservation Service, General Soil Map: Clarke Co., Georgia, 1967. Athens-Clarke County GIS</i>		

The most severe limitations for urban development in the community exist where soils are poorly drained, alluvial types (Type 1). These areas include river and stream bottom lands and are generally more suited to undeveloped open space or non-



intensive, recreational areas. The most common soil types in Athens-Clarke County are Cecil sandy clay loam, with 6-10% and 10-15% slopes. These soils comprise 20.4 percent of total soils, pose a moderate limitation to residential development due to slope, and pose a moderate to severe limitation to commercial development, also due to slope. Ashlar, Cartecay, Enon-Wilkes, Iredell, Louisa, Mecklenburg, Pacolet and Toccoa soils generally pose severe limitation to both residential and commercial development and in some cases are unsuitable to passive recreation. These soils comprise over 38 percent of the soils in Athens-Clarke County. The “shrink-swell” nature of these soils creates difficulties for the construction of large buildings. When these soils become wet they expand abnormally, and when they dry out, they shrink or contract to a much greater degree than other soil types. The expanding and shrinking characteristic tends to make the foundations of heavy buildings and large paved areas crack.

Countywide, 15 percent of the soils pose limitations to development due to slopes on these soils that exceed 15 percent. Slopes of more than 15 percent require substantial alteration for building development and pose severe limitations to septic tank drain fields. Ashlar, Enon-Wilkes, Louisa, Madison, and Pacolet soil associations generally pose significant limitations in this respect. Alteration of steep slopes changes the natural character of an area, and can create serious erosion problems. Developers should be encouraged to implement development practices that will minimize erosion and reduce other detrimental effects caused by development in areas with significant slopes.

#### 4.6.5.1 Erosion

A major threat to the maintenance of soils is erosion, a process which occurs naturally but which can be greatly accelerated by human activity. Factors that influence erosion are climate, topography, and vegetative cover. Other factors that effect the amount of erosion is topography and the intensity of the land use being developed.

The Environmental Planning Criteria and the NPDES MS4 Phase II required Clarke County to adopt a set an erosion and sediment control standards in March 2003. Athens-Clarke County also has been a local issuing authority for storm water permitting and inspections since 1994.

#### 4.6.5.2 Soil Suitability for Septic Tank Fields

A major consideration of soil suitability in Athens-Clarke County is the consideration of septic tank fields for use in conjunction with single family homes and duplexes

throughout Athens-Clarke County. The county has extended the minimum size required for a septic tank lot to 25,500 square feet if the lot is served by the County water supply, and 50,000 square feet for lots served by a private well. This would apply to both single family and duplex lots. This minimum lot criteria is contingent upon each individual lot meeting percolation tests conducted by the Clarke County Health Department. Most of the land in Athens-Clarke County and the City of Winterville, outside of the flood plain, is suitable for septic tank usage. This has been a significant factor in advancing urban sprawl development forms throughout the county, particularly the proliferation of scattered subdivisions throughout Athens-Clarke County. As infrastructure, in particular sewer, is extended to areas outside the County's service district, the request for denser development will increase. The zoning and future land use that was adopted in 2000 was developed based in part by the availability of sewer service. Athens-Clarke County is in the planning and permitting stage of a major sewer line expansion along Trail Creek to the northern part of the County. That line extension will serve a couple of developments currently using oxidation ponds and large manufactured home subdivision served by septic systems.

#### **4.6.6 Plant and Animal Habitats**

Land use in Athens-Clarke County provides habitat for a variety of species found in the Piedmont region of the Southeast, including, deer, turkey, squirrel, raccoon, many non-game animals, and songbirds. Quail, rabbit, and dove are most abundant around cropland areas. The streams and impoundment areas provide habitat for waterfowl and other wildlife. Beaver and otter are also numerous in these areas.

The primary game species are deer, turkey, and quail. Gray squirrels are occasionally found in the more mature forests that contain at least 20 percent oaks and hickories. The oak-pine forests are inhabited by a variety of small birds including warblers, vireos, thrushes, nuthatches, woodpeckers, chickadees, brown creepers, wrens and towhees. Red-shouldered hawks, broad-winged hawks and accipiter hawks are the most common birds of prey.

The Athens-Clarke County Mayor and Commission adopted the Greenway Network Plan in 2002. This plan established a mechanism for the creation of a "green infrastructure" in Athens-Clarke County. Wildlife corridors and travel ways are an integral component of this plan. Using vegetative cover maps, aerial photographs, and knowledge of the landscape, Athens-Clarke County staff and citizen volunteers help plan for the acquisition of property that interconnects natural areas. Such

interconnectivity provides travel corridors between habitat “islands of refuge”, utilizing both riparian and upland routes.

In 2000, Sandy Creek Nature Center, facility of the Leisure Services Department, entered into a cooperative venture with the Georgia Power, Co. W.I.N.G.S. program. This program converts utility right of ways into wildlife habitat. Using a 3-year rotation, approximately one-third of the utility right of way on the Nature Center property is given a light harrowing. This activity prevents the establishment of woody plants and creates a rich early field successional habitat.

Expanding on the success of the W.I.N.G.S program, in 2004, Athens-Clarke County Leisure Services Department initiated the development of a Natural Resources Management Program. The plan, still in formative stages, initially focuses on invasive plant removal and habitat restoration and maintenance. Several projects have been initiated as part of this planning effort.

Using local funds through the SPLOST program in 2004, the Leisure Services Department cooperated with the Upper Oconee Watershed Network (UOWN) to restore a small creek in the “Johnson’s Meadow” area of the North Oconee River Greenway. Later that year, a restoration project was initiated that converted 17 acres of overgrown riverfront property, including Johnson’s Meadow, into native habitat. This project involved staff and volunteers and removed over 30 tons of invasive plant material, trash, and debris from the sites. The area was replanted using a native grass mix. An early successional habitat management protocol was established as part of this effort requiring mowing twice per year – generally around the end of May and again between November and February. This standard eliminates/controls invasive plants while allowing ground nesting birds and single life-cycle insects a chance to complete their reproductive cycle. This standard also minimizes the impact on multi-generational lifecycle wildlife. In 2005 an additional 2.1 acres was added to this project from a site acquired for Dudley Park and located off of Mulberry Drive.

Continuing efforts to develop a Natural Resource Land Management program, Sandy Creek Nature Center worked with the USDA Forest Service during 2005 on a five-year invasive species control study. Privet was removed on two flood plain sites. One site was cleared by hand and the other cleared using a specialized machine. A third site on the Sandy Creek Greenway serves as a control. The study will monitor privet regeneration and be used to establish and refine current practices and standards. The study will conclude in 2010.

Also in 2005, Sandy Creek Nature Center established a Piedmont Prairie Demonstration Project. Once common during pre-European settlement times, this habitat has virtually vanished throughout the Piedmont region because of human activity and the elimination of fire. On a one-acre demonstration plot, invasive species were removed and native Piedmont prairie plants established. Interpretive materials were developed and used as part of the Center's public and schoolage educational activities. During the winter of 2006, the first controlled burn in an ongoing program was conducted, an essential step in this restoration project.

In spring 2006, the Leisure Services Department continued to expand its Natural Resources Management Program by designating early successional "zones" within the grass areas of the Parks. In cooperation with Central Services, Landscape Division, all grass areas within the parks were categorized into zones. These zones defined the mow rate, height, and intensity of maintenance. Future plans will expand zones to include standards for stream/river banks, evergreen, and hardwood forest management. Soils directly affect the kind and amount of vegetation that is available to wildlife as food and cover. If the soils have potential, wildlife habitat can be created or improved by planting appropriate vegetation, by maintaining the existing plant cover, or by helping the natural establishment of desirable plants.

Soils are rated on their potential as a habitat for open land, woodland, wetland, and rangeland wildlife. Soils in Athens-Clarke County are rated good, fair, and very poor. A rating of "good" indicates that few limitations impact management, and satisfactory results can be obtained if the soils are used for the designated purpose. A rating of "poor" indicates that there are severe limitations for the designated wildlife habitat. Generally, the habitat can be created, improved, or maintained, but management is difficult and must be intensive. A rating of "very poor" means that very severe limitations exist for the designated wildlife habitat. Wildlife habitat is impractical or impossible to create, improve, or maintain on soils having such a rating. This information can be used in planning for parks, wildlife refuges, nature study areas, and other developments for wildlife.

Over 89% of all soils in Athens-Clarke County are suitable for open land and woodland wildlife habitat. However, only 3.3% of all soils in Athens-Clarke County are suitable for wetland wildlife habitat.

**Table 4: Athens-Clarke County Soils - Potential for Wildlife Habitat**

**G = Good; F = Fair; P = Poor; VP = Very Poor**  
**(%) = slope**

Soil Name	Total Acres	% Total Acres	Open land wildlife	Woodland wildlife	Wetland wildlife
Appling sandy loam Cecil sandy loam Grover sandy loam (2-10%) Gwinnett sandy clay loam (6-10%) Iredell sandy loam (2-10%) Madison sandy loam (2-25%) Madison sandy clay loam (10-25%) Mecklenburg sandy clay loam (6-15%) Toccoa fine sandy loam Wickham sandy loam (2-6%)	127,685	55.6	G	G	VP
Appling sandy clay loam (6-15%) Ashlar Complex Cecil sandy clay loam, eroded (6-15%) Louisa gravelly loam, (10-30%) Madison sandy clay loam (6-10%)	61,015	26.7	F	F	VP
Cartecay soils	6,155	2.7	G	G	F
Cartecay soils, ponded	1,260	0.6	P	P	G
Davidson loam (2-6)	1,400	0.6	G	G	P
Davidson clay loam, eroded (6-15%)	3,745	10.7	G	F	VP
Enon-Wilkes complex, (10-25)	9,485	4.2	F/P	G/F	VP
Mecklenburg fine sandy loam (2-6%) Pacolet complex (2-6%)	5,180	2.3	F	G	VP
Pacolet sandy loam, (14.25%)	12,785	5.6	P	F	VP

Open land habitat consists of cropland, pasture, meadows, and areas that are overgrown with grasses, herbs, shrubs, and vines. These areas produce grain and seed crops, grasses and legumes, and wild herbaceous plants. The kinds of wildlife attracted

to these areas include bobwhite quail, pheasant, meadowlark, field sparrow, cottontail rabbit, and red fox.

Woodland habitat consists of areas of hardwoods or conifers, or a mixture of both, and associated grasses, legumes, and wild herbaceous plants. Wildlife attracted to these areas include wild turkey, ruffed grouse, woodcock, thrushes, woodpeckers, squirrels, gray fox, raccoon, deer, and bear.

Wetland habitat consists of open, marshy or swampy, shallow water areas where water-tolerant plants grow. Some of the wildlife attracted to such areas are ducks, geese, herons, shore birds, muskrat, mink, and beaver.

The Georgia Natural Heritage Program of the Department of Natural Resources, Wildlife Resources Division, has compiled a list of rare element occurrences for Athens-Clarke County.<sup>2</sup> A rare element occurrence is defined as a "species of concern...considered sufficiently rare or the status unknown so as to warrant the collection of occurrence information".<sup>3</sup> This information is available on a county-wide basis only. No specific rare element occurrences are listed for individual areas within Athens-Clarke County. The rare elements identified by the Georgia Natural Heritage Program have been identified in Tables 5 and 6, along with their Global and State Relative Rarity rankings, State protection status, and a brief description of typical habitat.

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<sup>2</sup>Special Concern Plants and Animals Potentially Occurring in Clarke County, (Social Circle, GA: Georgia Natural Heritage Program, Georgia Department of Natural Resources, June 29, 1998).

<sup>3</sup>Freshwater Wetlands and Natural Heritage Inventory, letter to Joe Tichy, NEGRDC, December 1, 1989.

**Table 5: Special Concern Plants Potentially Occurring in Athens-Clarke County**

Common Name & <i>Species</i>	Global Rank	State Rank	State Status	Habitat
Schwerin Indigo-Bush <i>Amorpha schwerinii</i>	G3	S2		Rocky upland woods
Glade Windflower <i>Anemone berlandieri</i>	G4?	S1, S2		Granite outcrop ecotones; openings over basic rock
Georgia Aster <i>Aster georgianus</i>	G2, G3	S2		Upland oak-hickory-pine forests
Drooping Sedge <i>Carex prasina</i>	G4	S3		Forested seepage slopes
Sedge <i>Carex stricta</i>	G5	S1		Sag ponds
Twisted Sedge <i>Carex torta</i>	G5	S1?		Rocky streambeds
Sedge <i>Carex venusta</i>	G4	SU		Bogs and low woods
American Chestnut (Nut-bearing) <i>Castanea dentata</i>	G4	S3		Upland mixed oak or oak-hickory forests
Bigfruit Hawthorn <i>Crataegus ravenelli</i>	G?	SUQ		Open hardwood forests
Pink Ladyslipper <i>Cypripedium acaule</i>	G5	S4	U	Upland oak-hickory-pine forests; piney woods
Large-Flowered Yellow Ladyslipper <i>Cypripedium calceolus</i> var. <i>pubescen</i>	G5	S3	U	Upland oak-hickory-pine forests; hardwood forests
Carolina Larkspur <i>Delphinium carolinianum</i>	G5	S3		Granite outcrops; rocky, calcareous oak forests;
Open-Ground Whitlow-Grass <i>Draba aprica</i>	G3	S1, S2	E	Granite outcrops
Pipewort <i>Eriocaulon koernickianum</i>	G2	S1		Granite outcrops
Harper Heartleaf <i>Hexastylis shuttleworthii</i> var. <i>harperi</i>	G4T3	S2?	U	Low terraces in flood plain forests; edges of bogs

Common Name & Species	Global Rank	State Rank	State Status	Habitat
Broadleaf Bunchflower <i>Melanthium latifolium</i>	G5	S2?		Mesic deciduous hardwood forests
Indian Olive <i>Nestronia umbellula</i>	G4	S2	T	Mixed with shrubby heaths in hard or flatwood areas
American Ginseng <i>Panax quinquefolius</i>	G4	S3		Mesic hardwood forests; cove hardwood forests
Dwarf Chinkapin Oak <i>Quercus prinoides</i>	G5	S2		Upland oak-hickory-pine forests; usually over basic soils
Dwarf Granite Stonecrop <i>Sedum pusillum</i>	G3	S3	T	Granite outcrops
Roundleaf Meadowrue <i>Thalictrum subrotundum</i>	G1, G2, Q	SH		Swamp edges, streamsides; mesic ravine forests
Piedmont Barren Strawberry <i>Waldsteina lobata</i>	G2?	S2	T	Stream terraces and outcrops

*Source: Georgia Natural Heritage Program, Georgia Dept. of Natural Resources, Social Circle (1998).*



**Table 6: Special Concern Animals Potentially Occurring in Athens-Clarke County**

Common Name & Species	Global Rank	State Rank	State Status	Habitat
Bachman's Sparrow <i>Aimophila aestivalis</i>	G3	S3	R	Open pine or oak woods; old fields; brushy areas
Ocmulgee Shiner <i>Cyprinella callisema</i>	G3	S3		Blackwater and brownwater streams
Altamaha Shiner <i>Cyprinella xaenura</i>	G1, G2	S1, S2	E	Brownwater streams
Eastern Silvery Minnow <i>Hybognathus regius</i>	G5	S3?		Blackwater and brownwater streams
Southeastern Myotis (Bat) <i>Myotis austroriparius</i>	G3, G4	S3		Caves and buildings near fresh water
Northern Pine Snake <i>Pituophis melanoleucus melanoleucus</i>	G5T4	S3		Dry pine or pine-hardwood forests
Bewick's Wren <i>Thryomanes bewickii</i>	G5	SU	R	Thickets; brushy areas; open woods
<i>Source: Georgia Natural Heritage Program, Georgia Dept. of Natural Resources, Social Circle (1998).</i>				

### Explanation of Rarity Rank and State Protection Status Abbreviations

The "Global Rank" and "State Rank" columns indicate relative rarity of species at the range-wide or global level and the Georgia or state level, respectively.

#### State (Global) Rank

- S1 (G1) Critically imperiled in state (globally) because of extreme rarity (5 or fewer occurrences).
- S2 (G2) Imperiled in state (globally) because of rarity (6 to 20 occurrences).
- S3 (G3) Rare or uncommon in state; rare and local throughout range or in a special habitat or narrowly endemic (21 to 100 occurrences).
- S4 (G4) Apparently secure in state (globally), and of no immediate conservation concern.
- S5 (G5) Demonstrably secure in state (globally).
- SU (GU) Possibly in peril in state (range-wide) but status uncertain; need more information on threats.

- SH (GH) Of historical occurrence in the state throughout its range, perhaps not verified in the past 20 years, but suspected to be still extant. These organisms and/or communities need to be re-surveyed.
- (T) Taxonomic subdivision (trinomial, either a subspecies or variety), used in a global rank, for example "G2T2."
- Q Denotes a taxonomic question - either the taxon is not generally recognized as valid, or there is reasonable concern about its validity or identity globally or at the state level.

### State Protection Status

The following abbreviations are used to indicate the status of state-protected plants and animals or those proposed for state-protection in Georgia.

- E Endangered
- T Threatened
- R Rare
- U Unusual, and deserving of special consideration.

The Georgia Natural Heritage Program staff, located in Social Circle, Georgia, provides development review services that will evaluate the potential impact of a specific development on the habitats of all Special Concern Plants and Animals identified in Athens-Clarke County. This service is provided free of charge.

#### **4.6.7 Other Significant Sensitive Areas**

Athens – Clarke County has no other significant sensitive areas. If any other significant sensitive areas are brought forward by the public, the County will investigate and act accordingly.

## **4.7 Significant Natural Resources**

### **4.7.1 Scenic Areas**

As part of the comprehensive planning process, an inventory of scenic views, corridors, and gateways has been prepared for Athens-Clarke County. This inventory takes into account both the natural and built environment. The intent of this inventory is to identify those areas that are considered to be aesthetically pleasing, publicly visible, and possess qualities that define the visual character of the county.

Scenic views and corridors can be divided into two basic categories: urban and rural. Urban views and corridors deal primarily with those areas that offer distinctive and generally positive views of Athens' downtown skyline, of the University of Georgia campus, and the major arterials collector streets, and downtown roadways. Rural views are defined as those vistas that offer distinctive and generally positive views of pasture, cropland, or largely undeveloped or undisturbed properties throughout Athens-Clarke County.

Scenic areas were identified through the Landscape Assessment<sup>4</sup> as the number two amenity that would improve Athens-Clarke County. Several scenic areas overlap with areas suggested for parks or green areas and could be preserved if the area is designated for a park or as a green area.

The locations of the significant views and sites are determined largely by proximity to transportation corridors. Indeed, many of these views and sites are points of entry or "Gateways" into Athens-Clarke County along major roadways. It is anticipated that, at a later date, some form of regulatory effort would be organized to manage the views of these areas. This regulatory effort has been incorporated into the development of the county's Future Land Use Plan and any subsequent Zoning Code revisions will incorporate measures to protect significant views and sites.

## **4.7.2 Agricultural Land**

### 4.7.2.1 Prime Agricultural Soils

In Georgia, prime farmland soils are those soils best suited for producing food, feed, forage, fiber, and oilseed crops. Soils throughout the state possess the quality, length of growing season, and moisture supply necessary for high-sustained crop yields. These can be produced economically if properly treated and managed according to modern farming methods. "Additional soils of statewide importance" are those soils that, in addition to prime farmland, are important for the production of food, feed, fiber, and forage crops. As development in Athens-Clarke County has extended beyond the historically urban centers of Athens and Winterville, and into the undeveloped agricultural areas of the county, the amount of prime agricultural land has diminished. Athens-Clarke County/Winterville had a total of 279 farms in 1959. By 1994, the total number of farms had decreased to 166. This decrease is a direct result of the urbanization of the county with land-intensive development. In addition to the nationwide decline in the numbers of smaller, family-based farms, the increased commercial, industrial and residential development during this period had a dramatic affect on the decline of farms throughout the county. In 2002 there were 104 farms in Athens-Clarke County that comprise a total of 14,121 acres. The average size of these farms is 136 acres. According to Soil Conservation Service information, all soils within Athens-Clarke County and the City of Winterville that are not within the urbanized area or within the flood plain are classified as prime farmland. The amount of prime agricultural land in the county is estimated to be less than 20,000 acres, which is less than 25% of the total land area.

In December 2003 the Athens-Clarke County Mayor and Commission adopted a density of one unit (single family home) per ten acres of land. This may have some effect on the reduction in the amount of farms being developed as single family subdivisions.

Ultimately, the market place will determine the amount of land in Clarke County that is used for agriculture.

## **4.7.3 Forest Land**

Georgia has the largest commercial forest acreage of any state in the U.S., and the forest products industry is one of the state's largest employers. In addition to the economic values, forests are important parts of the ecological system; they prevent soil erosion, serve as wildlife habitats, provide aesthetic qualities, and help maintain watersheds. A severe problem is occurring in Georgia because many landowners are cutting more trees than they are planting. Forest regeneration is a time-consuming process, taking

from 25 to 40 years for pine forests to reach market age. Timber harvesting, without planning for regeneration, has long term social and economic consequences for areas where it occurs. For these reasons, an analysis of forest resources is an important component in this element and in the comprehensive plan as a whole. Athens-Clarke County has a total area of 77,890 acres. Originally, virgin forest covered most of the county. In 1989, forestland comprised 35,726 acres, or roughly 46% of total acres. This is a decrease of 2.2 percent since 1982. Map 4-5 illustrates the various tree cover types across Athens-Clarke County.

The following is a list of the three basic approaches to forestland management in Athens-Clarke County:

- (a) Sawtimber Management – Landowners can intensively manage for high quality sawtimber. Generally, sawtimber rotations are around 35 years with one or two pulpwood thinnings starting at around age 18 or 20 with a possible second thinning around age 25. In some cases, landowners may opt for a pulpwood rotation of 20-25 years with no thinnings. In either of these two methods, landowners may participate in pine straw harvesting. Generally the trees are replanted after harvest.
- (b) Stewardship Management – This involves managing for multiple resources such as timber, wildlife, soil, water, recreation, and aesthetics. Some or all of these are taken into account during any activity that occurs on the tract. Some landowners in Clarke County have opted to join the stewardship program.
- (c) Some landowners do not practice any sort of organized management scheme. They allow their timber to grow and harvest it when they need the additional source of income, or when they are forced to harvest by the threat of timber diseases or insects.

In April 2005 Athens-Clarke County adopted a Timber Harvesting Notification requirement. A notification is required along with a \$5,000 surety bond or letter of credit. This is meant to insure that land is not cleared of trees for development purposes in order to avoid the tree conservation requirements required by the Tree Management Ordinance, which will be discussed later in this section. If timber harvesting or clearing occurs without an approved tree management plan then a three-year development limitation is imposed on that property. During any harvesting or timber or forest management activities, the operation should comply with Georgia's Recommended Best Management Practices. However, if Best Management Practices are not followed, water quality could be diminished and the EPA or EPD can impose fines for violating the Water Quality Act. In addition, the timber buyers will not purchase timber from loggers who routinely violate the Forestry Best Management Practices.

#### 4.7.3.1 Georgia Champion Trees

In an effort to recognize trees of outstanding size or possessing unique qualities, the Georgia Forestry Commission maintains a registry of Georgia's Champion Trees. This list is organized by species and location, and provides the trees circumference, height, crown spread, and overall score. In Athens-Clarke County, two trees have been recognized as National or Georgia Champions. The trees earning this recognition include:

##### National Champions:

- Georgia Oak (*Quercus georgiana*) owned by Wilbur and Marion Duncan, 73 inches in circumference; 75 feet tall; 63 foot crown spread; and a score of 164 points.

##### Georgia Champions:

- River Birch (*Betula nigra L.*) owned by Oconee Hill Cemetery, 151 inches in circumference; 90 feet tall; 80 foot crown spread; and a score of 261 points.
- Cedar, Blue Atlas (*Cedrus atlantica*) Owned by the University of Georgia, 94 inches in circumference; 55 feet tall; 70 foot spread; and a score of 167 points.
- Cedar, Incense (*Libocedrus decurrens*) owned by Alva Jo Evans; 133 inches in circumference; 78 feet tall; 40 foot spread; and a score of 221 points.
- Cedar, Japanese (*Cryptomeria japonica*) owned by Harry Yates; 43 inches in circumference; 53 feet tall; 23 foot spread; and a score of 102 points.
- Chinaberry (*Melia azederach*) owned by Kay Russell; 103 inches in circumference; 48 feet tall; 46 foot spread; and a score of 163 points.
- Ginko (*Ginko biloba*) owned by the University of Georgia; 101 inches in circumference; 80 feet tall; 55 foot spread; and a score of 195 points.
- Oak, Georgia (*Quercus georgiana*) owned by Wilbur and Marion Duncan, 73 inches in circumference; 75 feet tall; 63 foot crown spread; and a score of 164 points.
- Oak, Pin (*Quercus palustris*) owned by the University of Georgia; 98 inches in circumference; 67 feet tall; 56 foot spread; and a score of 179 points
- Oak, Sawtooth (*Quercus acutissima*) owned by the University of Georgia; 103 inches in circumference; 54 feet tall; 74 foot spread; and a score of 176 points.

The Community Tree Council has also recognized 67 additional County Champions.

#### 4.7.3.2 Urban Forest Resources

Athens-Clarke County values its urban forest for many reasons. In fact trees are one of the County's greatest resources. Urban trees absorb carbon from the air, filter out dust particles, cool their surroundings, protect the soil from erosion, reduce noise, and add to the aesthetic quality of the environment. There has been and continues to be many studies on the benefits of urban trees. Kathy Wolf from the University of Washington Center conducted one such study for Urban Horticulture in 2003. This study was demonstrated that people spent more money in shopping areas with tree canopy. The study was conducted in downtown Athens.

Given the age of both Athens and Winterville, many of the street and park trees are fairly old. In order to help ensure that these trees continue to provide canopy cover, Athens-Clarke County has taken significant measures by adopting a Community Tree Program and Community Tree Management Ordinance. Athens-Clarke County continues to be recognized as a Tree City USA. The Tree City USA Program is designed to recognize those communities that effectively manage their public tree resources, and to encourage the implementation of community tree management based on four standards. The Arbor Day Foundation sets the following standards: establishing a Tree Board, which is charged, by ordinance, to develop and administer a comprehensive city tree management program; adopt a tree ordinance which details public tree care policies for planting, maintenance and removals; establish an annual budget of at least \$2.00 per capita for a forestry program; and issue an Arbor Day proclamation and observe Arbor Day. The Georgia Forestry Commission will assist any local government with the compliance of the Tree City USA standards.

#### 4.7.3.3 Downtown Athens Tree Trail

A self-guided walking tour has been organized by the Athens-Clarke County Urban Tree Advisory Committee to highlight some of the significant urban tree plantings in downtown Athens. The tour is one mile long and begins at the Church-Waddel-Brumby House Welcome Center, continues through the University of Georgia's North Campus Quadrangle, past City Hall, and returns to the start via the Veterans Memorial Plaza at the County Courthouse.

In addition, a *Tree Registry* prepared by the Junior Ladies Garden Club of Athens in 1977 details the exact location and history of many public and privately owned trees throughout Athens. The *Founders Tree Trust* notebook contains tree planting records, official lists of trees planted, donors, and the people or event each tree commemorates.

Both of these documents can be found in the Heritage Room at the Athens-Clarke County Library.

#### 4.7.3.4 Community Tree Program

The Community Tree Program was adopted by the Unified Government on April 3, 2001. It was established by the Mayor and Commission of Athens-Clarke County for the purpose of proactively conserving and professionally managing the public tree resource, and actively supporting the quality conservation and management of the private tree resource for public health and safety, environmental health, and the enhancement of the quality of life in Athens-Clarke County. The Community Tree Program includes:

- Administration of the Community Tree Management Ordinance,.
- Maintenance of the *Athens-Clarke County Tree Species List*.
- Public tree establishment, maintenance, and record keeping.
- Tree care education and outreach, and maintenance of an education and outreach activities include tree consultations with private property owners by request.
- Tree conservation workshops and tree conservation notes held and published periodically.
- On-site training programs held for garden clubs, neighborhood groups, and Athens-Clarke County staff.
- Distribution of the Best Management Practices for Community Trees,.
- Development Assessments.
- A Heritage Tree Program (now the Landmark Tree program).
- Other community tree care projects that include tree planting, mulching demonstrations, and participation in Community Tree Council activities.

In 2001 the Unified Government hired an urban forestry consultant as a part-time Community Forester. Over the last 4.5 years, the Community Forester has worked 2-3 days per week coordinating the Community Tree Program. The Community Forester is a Registered Forester in the State of Georgia and an ISA Certified Arborist. The Community Forester is a technical resource for staff, civic organizations, the Community Tree Council, and citizens.

Another element of the Community Tree Program was the development of the Best Management Practices for Community Trees. The *Best Management Practices for Community Trees: A Technical Guide to Tree Conservation in Athens-Clarke County, Georgia* was developed in 2001 and adopted by the Unified Government to guide tree



conservation. This guide has been distributed not only throughout Athens-Clarke County at educational programs and events, but also throughout Georgia and the Southeast. Many communities have adopted this publication as their own, and most recently the State of Tennessee and the City of Chattanooga have used the document to develop their own BMPs. Presentations on the BMPs have been given to the Georgia Urban Forest Council, the Kentucky Arborist Association, the Southern Chapter of the International Society of Arboriculture, and the National Arbor Day Foundation.

In order to satisfy the Tree City USA requirements the Community Tree Council was established on October 3, 2000 by ordinance of the Unified Government of Athens-Clarke County. The Council is comprised of 15 members, 10 are nominated by the Commissioners to represent the 10 Districts in Athens-Clarke County, one is nominated by the Athens-Clarke County Mayor to represent that office, and three are nominated to represent professions or activities relevant to the Council in fulfilling its mission. The mission of the Council is to:

- Provide current updated tree and forest information through an interactive Community Forest Information System (CFIS) to local government, the private sector and the citizens of Athens-Clarke County.
- Continue to offer programs, forums and events targeting local government, business, institutions, civilian advocacy groups and citizens of Athens-Clarke County.
- Promote sustainability and responsible management of Athens-Clarke County community trees, and provide opportunity for broad-based local involvement.
- Collaborate with Athens-Clarke County Landscape Management Division, working groups and partners to develop application demonstrations highlighting the value of trees, and encouraging tree conservation.

#### 4.7.3.5 The Community Tree Management Ordinance

One of the perhaps most significant steps that Athens-Clarke County has taken towards managing and protecting the urban forest was the adoption of the Tree Management Ordinance in June 2005. This ordinance is meant to conserve portions of the existing tree canopy, but most of all it establishes guidelines and standards for the newly planted urban forest. Athens-Clarke County has had tree planting and landscape requirement since 2000. This ordinance establishes standards that will help ensure that those trees are planted and maintained properly. The goal of this ordinance is to reach forty-five percent tree canopy cover countywide. It is estimated that the current coverage is thirty-six percent. One significant way that it does this is by requiring that a

certified Arborist be on staff to monitor new developments. The effects of this ordinance, the Environmental Areas Ordinance, and the clearing standards for single family subdivisions adopted in August 2005 will prove to be significant in the conservation of one of Athens-Clarke County's greatest asset, its urban forest.

#### **4.7.4 Major Parks**

Athens-Clarke County's parks and recreation programs are administered by the Department of Leisure Services. The department's mission is to enrich the lives of our citizens through the stewardship of the community's natural resources and the efficient and responsive provision of quality leisure opportunities experiences and partnership. This full service "Department of Leisure Services" provides active and self-directed programs as well as facilities, grounds and natural resource management.

There are 38 parks and facilities with 84 buildings and structures in Athens-Clarke County. These parks include:

##### 4.7.4.1 Regional Parks

Regional Parks are natural resource based; destination oriented resource based outdoor recreation and educational facilities serving the entire county and a population within an hour's drive. The typical acreage standard is from 500-1000 acres of diverse, scenic natural and cultural environments. Athens-Clarke County has two regional parks.

##### 4.7.4.2 Community Parks

Community Parks have diversified indoor and outdoor recreation facilities and areas serving a population within 10-15 minutes driving time and situated in the main quadrants of the county. Typical acreage requirements are 100 acres and should include areas suitable for both active and passive recreation. Athens-Clarke County has four community parks.

##### 4.7.4.3 Neighborhood Parks

Neighborhood Parks are typically within walking distance to the residential areas that they serve. They are family oriented spontaneous recreation facilities for daytime use only. They are small acreage sites, being made up of 5-10 acres of land. Athens-Clarke County has 27 neighborhood parks, three of which are located in the town of Winterville and 17 school sites that are being developed into new neighborhood parks.

**Table 7: Parks located in Athens-Clarke County**

<b>Name</b>	<b>Type</b>	<b>Acreage</b>
Sandy Creek Park	Regional	782
Sandy Creek Nature Center	Regional	225
Bishop Park	Community	33
James Holland Youth Sports Complex	Community	62
Memorial Park (excluding zoo)	Community	72
Satterfield Park	Community	13
East Athens Community Park	Community	118
Thomas Lay community Center and Park	Community	7
SE Clarke Community Park	Community	124
Ben Burton Park	Neighborhood	27
Dudley Park	Neighborhood	24
East Athens Community Center Park	Neighborhood	18
North Oconee River Park and Aguar Plaza	Neighborhood	24
Pope/Reese Street Park	Neighborhood	1
Rocksprings park	Neighborhood	6
Wesley Whitehead Park	Neighborhood	6.6
Winterville Auditorium and Tennis Courts	Neighborhood	3
Winterville City Park	Neighborhood	5
17 Parks at Elementary and Middle Schools	Neighborhood	219
<b>Total Park Acreage</b>		<b>1769.6</b>

#### **4.7.5 Recreation Areas**

Recreation areas are an important facet of Athens-Clarke County’s Natural Resource management program. This includes the preservation and conservation of natural areas, wetlands, waterways and forest as well as habitat restoration, enhancement and maintenance of wildlife habitat and travel corridors, and fisheries management.

In 2003 the Unified Government of Athens-Clarke County adopted Leisure Service's Greenway Network Plan. The Greenway Network Plan provides the blueprint for greenway and natural area development for future generations through the creation of "green infrastructure." The Greenway Network Plan begins the process of identifying, protecting and creating a series of corridors providing opportunities for conservation, preservation, education, transportation and recreation. Additionally, these corridors provide opportunities for individuals and families to experience nature in a variety of ways while linking parks, neighborhoods, points of interest and activity centers.

The Greenway(s) are planned to be interconnected, linear open spaces along important environmental, historic and/or scenic corridors that offer opportunities for linear recreation, such as hiking, canoeing, and bicycling and are considered safe, alternative transportation corridors. There are no specific acreage requirements, but areas should be of a size and scenic quality to encourage sufficient levels of interest and use. Trailheads and parking should be located off major arterial or collector roadways.

Athens-Clarke County is in the process of developing a network of linear, public open space that will offer passive recreation, environmental conservation and a continuous trail along the Oconee River system, with connections to parks, schools, civic centers and neighborhoods. These greenways will serve to reduce pollution and protect the integrity of the Athens-Clarke County water supply; inspire a community-wide respect for the waterway environment, and provide protection for native wildlife. A successful greenway program will contribute to developing Athens-Clarke County into a balanced and beautiful community with a desirable quality of life that attracts new residents, businesses and tourists. The following table describes the three greenways that have been slated for development. Map 4-6 illustrates Recreation Areas in Athens-Clarke County.

**Table 8: Linear Parks located in Athens-Clarke County**

<b>Name</b>	<b>Description</b>	<b>Acreage</b>
Sandy Creek Greenway And Cooks Trail	4.1 mile long linear park along Little Sandy Creek.	492
North Oconee River Greenway and Heritage Trail	Multi-use trail, approximately 4 miles long.	31
College Station Greenway Extension	Proposed multi-use trail to expand the North Oconee River Greenway from Oconee Street to College Station Road.	Under Study
East Community Park Extension	Proposed multi-use trail that connects the Cook and Brother plaza of the North Oconee River Greenway with the Historic Gun Emplacement (proposed) and the East Community Park	Under Study

4.7.5.1 Natural Areas

Leisure Services maintains several natural areas as part of the Greenspace Program and the Greenway Network Plan project. These natural areas include areas set aside for habitat protection, water quality protection, stream and river buffer as well as areas being held for future park and greenway development.

**Table 9: Natural Areas for future Greenway Network**

Name	Description	Acreage
Erwin Land Donation	24 acre stream buffer and potential neighborhood trail connection with Holland Youth Sports Complex	24
Rock and Shoals Heritage and Natural Area	Adjacent to the Georgia Department of Natural Resources Rock and Shoals State Heritage site, this natural area helps protect and encompass the second largest granite outcrop in Athens-Clarke County. This site includes fragile outcrop flora and fauna and several rare and endangered species.	25
Whitehall Shoals Heritage and Natural Area	This natural area is managed by Athens-Clarke County under an agreement with the Georgia Department of Natural Resources and currently provides river and habitat protection. Future use of this site could include trails, canoe/kayak launch, restrooms and trails.	30
Tillman Tract	This natural area is managed by Athens-Clarke County under an agreement with the Georgia Department of Natural Resources and currently provides river and habitat protection. Future use of this site could include foot trails connecting University Heights subdivision with the Whitehall Shoals Natural Area.	6

4.7.5.2 Rails To Trails

Athens-Clarke County is in the process of converting abandoned railroad lines into multi-use trails that will significantly enhance alternative transportation and connectivity between existing greenway facilities, bicycle facilities and community destinations. In addition to alternative transportation, the rail-trail conversion will enhance recreation alternatives associated with health benefits.

**Table 10: Rail to Trail Projects**

Name	Description	Acreage
Georgia Rail Road Rail-Trail Project.	Proposed project connects bicycle facilities on Barnett Shoals Road to Dudley Park and the Multimodal Center of East Broad Street. The rebuilding of the 10 loop at US 78 is proposed to accommodate the rail-trail project. Although funding is currently allocated, this project also includes a connection to the Georgia rail Station at Winterville.	Under Study
Pulaski Heights Greenway and Park	This proposed project connects the Pulaski heights community and the Athens are Council on Aging with the North Oconee River Greenway. Additional connections could include the Lyndon House Arts Center, Thomas Lay Community Center and Fire Station number 1 with the North Oconee Greenway. This project includes a park with ADA accessible trails and exercise stations specifically designed for older community members.	Under Study
Whitehall Shoals Heritage and Natural Area	This natural area is managed by Athens-Clarke County under and agreement with the Georgia Department of Natural Resources and currently provides river and habitat protection. Future use of this site could include trails, canoe/kayak launch, restrooms and trails.	30
Tillman Tract	This natural area is managed by Athens-Clarke County under an agreement with the Georgia Department of Natural Resources and currently provides river and habitat protection. Future use of this site could include foot trails connecting University Heights subdivision with the Whitehall Shoals Natural Area.	6

**4.7.6 Conservation Areas**

The Conservation Areas for Athens-Clarke County are primarily composed of lands from three different sources. The Georgia Greenspace Program, Conservation Easements and the Greenway Network Program each contribute conservation acreage in the county that totals approximately 696 acres.

The Georgia Greenspace Program assists rapidly developing counties and municipalities in preserving open space and designating it as permanent greenspace. In

order for land to be defined as a “greenspace” it must be undeveloped or restored and any form of recreation should be informal (passive). Because of these criteria, lands that allow for active recreation may not be included in greenspace calculations. To date, the county has used state-appropriated funds to acquire five greenspace properties, totaling approximately 57 acres. The Athens-Clarke County Greenway, and future greenway easements also help contribute to greenspace, as do conservation easements.

Many conservation areas in Athens-Clarke County are protected by conservation easements. These areas help provide conservation acreage for the county in addition to the greenspace acreage. Private non profit groups work with property owners in Athens-Clarke County in order to protect ecologically rich areas, farmlands and scenic areas. Conservation easements are an agreement between a private non-profit land trust and the property owner. The purpose of the agreement is to limit the amount and type of development that can occur on the property. Both parties agree upon the restrictions. The owner maintains their property rights, but the limitations on development become part of the deed, which then permanently protects the conservation values set forth by the land trust and property owner. It is the responsibility of the land trust to enforce the restrictions and monitor the site on a regular basis to ensure that the conservation easement is being properly protected. There are approximately 475 acres of conservation easements in Athens-Clarke County.

The Athens-Clarke County Greenway is an important component of the County’s Greenspace. The number one goal of the Athens-Clarke County Greenway Network Plan is to provide a natural river buffer system that enhances quality of life through conservation and preservation of natural life support systems. The following objectives from the Greenway Network Plan identify the system’s significant contribution to land conservation:

- Conserve interconnected upland greenspace and riverine corridors for plants and wildlife.
- Identify and secure lands for future conservation, education, recreation, cultural or interpretive purposes.
- Identify and secure unusual, rare or ecologically sensitive areas for conservation/preservation purposes.

Other significant resources (not included in the above acreage) in Athens-Clarke County include the following sites: Sandy Creek Park and Nature Center, State Botanical Gardens, The University of Georgia Campus, Whitehall Forest and Rock N Shoals. The University of Georgia owns the majority of these sites. The large portions



of land owned by the University of Georgia have a great impact on land conservation and greenspace in the County. Map 4-6 illustrates conservation areas in Athens-Clarke County

#### **4.7.7 The City of Winterville**

Most of the information in this chapter encompasses all of Athens-Clarke County including the City of Winterville. Some of the resources that have been mentioned are not located within the City of Winterville.

There are no streams within the City of Winterville that require any watershed protection measures. The City of Winterville draws its water from the Athens-Clarke County system and as such has the same protection measures that exist for Athens-Clarke County.

Winterville has not adopted the more stringent riparian buffer requirements that are used in the rest of Athens-Clarke County. The City of Winterville uses the minimum buffer guidelines that are outlined by the State of Georgia.

There are no wetlands, recharge areas, or rivers located in the City of Winterville.

The City of Winterville does not have active tree protection programs. The City of Winterville, which does have zoning and subdivision regulations, does not provide for tree protection through these ordinances.

### **4.8 Other Significant Resources**

#### **4.8.1 Significant Cultural Resources**

The Cultural and Historic Resources component of this chapter provides an inventory of the historic resources located in Athens-Clarke County. This information was drawn from a variety of sources available to the preservation planner, as well as from a variety of local preservation organizations. The county's cultural history is detailed in the developmental history section and provides contexts for both existing and lost historic resources. All of the information included in this section has been reviewed for accuracy and includes the most current information available. This chapter has been

prepared according to the Minimum Planning Standards established by the Department of Community Affairs under the auspices of the Georgia Planning Act.

The Cultural and Historic Resources component of this chapter of the Athens-Clarke County Comprehensive Plan provides elected officials, staff, and residents with:

- ◆ A brief developmental history of Athens-Clarke County, organized chronologically and categorically. The categorical arrangement of the developmental history corresponds with the historic context categories included on the Historic Property Information Form (HPIF) and Historic District Information Form (HDIF) prepared by the Historic Preservation Division of the Georgia Department of Natural Resources. In the state of Georgia, both of these forms represent the first step of review when pursuing listing in the State and/or National Registers of Historic Places;
- ◆ An inventory of known historic resources, as well as areas known to have potential historic significance, that should receive special consideration in the planning process;
- ◆ An overview of the development of historic preservation programs at the national, state, and local levels;
- ◆ An outline of potential sources of support that can assist in the protection of historic resources.

It should be noted that much of the content of the Historic Resources chapter of the Athens-Clarke County Comprehensive Plan has been drawn from *Volume I of the Preservation Plan: Historic Resource Inventory and Assessment*, prepared in June 1996 and *Chapter 5: Historic Resources Inventory and Assessment*, adopted in 2000 by the Athens-Clarke County Planning Department.

## **4.9 Historic Landmarks**

### **4.9.1 Developmental History of Athens-Clarke County**

#### **4.9.1.1 Natural Setting**

During the early 18<sup>th</sup> century, the English founded settlements along the southeastern coast and sent explorers into the interior of the Georgia Piedmont to establish a fur trade with the Creeks and Cherokees. English settlers came to prefer the Piedmont's hardwood forests to all other types of land because of its fertility. Convenient sources of fresh water essential to farmstead settlement abounded in the Georgia Piedmont.

Rivers and streams of the area carried away much of the region's rainfall run-off, but a significant amount percolated into subterranean geological strata, which descended gradually in shelves from the mountains down to the Fall Line, providing an abundance of natural springs throughout North Georgia.

The eastern continental divide enters the northeastern corner of Georgia on the crest of the Blue Ridge and curves southward down across the Piedmont along the eastern edge of the Chattahoochee River basin west of Athens. As a result, the rivers of Clarke and other counties of northeast Georgia flow southeastward to the sea. Foremost among them, the Savannah River rises on the eastern slope of the Blue Ridge and follows a fairly straight course down through Georgia's easternmost watershed. Immediately west of the Savannah River basin lies the watershed of the Ogeechee, which rises in the lower Piedmont, then the watershed of the Oconee River, which flows down from the foothills through Clarke County and the city of Athens.

#### 4.9.1.2 Native American Influence

Two nations of Native Americans, the Cherokees and a confederation of linguistic groups whom the English called Creeks, had conflicting territorial claims in the Georgia Piedmont at the time of first European contact. The people of both nations lived in clusters of towns and villages surrounded by clearings and fields where they practiced subsistence agriculture. Except for a small Creek settlement at Skull Shoals south of modern Athens, both nations had left the Georgia Piedmont largely unoccupied. The Creek confederation claimed territory covering most of modern Alabama and the southern two-thirds of Georgia. Their towns and villages, though, lay mostly in the coastal plain of the lower Chattahoochee River basin, some two hundred miles southwest of modern Athens. The Cherokees claimed even more territory, about forty thousand square miles of the southern highlands north of the disputed boundary, which ran eastward across the Piedmont of Alabama and Georgia, passing through modern Clarke County just north of Athens.

White settlement of the Georgia Piedmont came late in the colonial period. After the Georgia Trustees secured the charter in 1732 and James Oglethorpe helped to found Savannah the next year, the first land cession confined colonial settlement to the tidewater lying between the Savannah River on the north and the Altamaha River on the south, about halfway down the coast to Florida.

When the French and Indian War closed in 1763, Georgia gained the coastal tidewater down to the Florida border and all the coastal plain between the Savannah on the east,

the Ogeechee on the west, and up over the Fall Line to a small stream called Little River about twenty-five miles above Augusta.

In 1773 the pressure of heavy debt to Indian traders persuaded the Creeks and Cherokees to cede more than two million acres of the Georgia Piedmont. This so-called "New Purchase" opened up for settlement the western half of the Savannah River basin extending sixty miles upstream from the Little River boundary of 1763. The heart of the cession of 1773 was the valley of the Broad River, the Savannah's largest western tributary above the Fall Line. The Broad River Valley lies immediately east of the Oconee River watershed. The Georgia legislature initially designated the valley as Wilkes County but later subdivided it into several counties, two of which, Oglethorpe and Madison, today touch the eastern edge of Clarke.

Settlers from Virginia and the Carolinas began pouring into the Broad River Valley on the eve of the Revolutionary War, while the future site of Athens still lay beyond the western edge of the frontier in native territory. But the colonials managed to provoke the Cherokees into joining the war on the British side, so when the war ended in 1783, the Cherokees were obliged to give up the Oconee River watershed, which included the territory of modern Athens and Clarke County. By the time the Creeks approved this cession in 1790, the Georgia legislature had chartered a state university and was in the early stages of deciding where to put it.

#### 4.9.1.3 The Founding of Athens

Although the state legislature chartered the university in 1785, the institution existed only on paper until 1801 when the appointed authority decided to locate it on land lying between the north and middle forks of the Oconee River a few miles above their confluence in what was to become Clarke County. The site chosen was a 633 acre tract donated by John Milledge on the west bank of the North Oconee River. On this site, the trustees established the initial unit of the university, which would be called Franklin College throughout the antebellum era.

Geography exerted a strong influence in determining the early growth of Athens and Clarke County. From any direction except the northwest, commerce and communication with Athens and Franklin College meant crossing the Oconee River, an intimidating barrier before the construction of bridges. The North Oconee, meandering southward through a rather steep-sided ravine half a mile east of the college gates, passed through Cedar Shoals, a section of rapids with exposed river bedrock adjacent to

the college. The Middle Oconee, about three miles west of the college gates, also passed over shoals slightly farther downstream.

From the earliest times, Native Americans followed deer tracks to these shoals to ford the river, establishing a trail used for east-west travel. The shoals also furnished river crossings for early settlers traveling north and south along the Pickens Trail. Later, these same river shoals would encourage the construction of mills and factories driven by water power.

#### 4.9.1.4 Early Settlement

The campus of Franklin College during the antebellum era was confined mostly to the bluff overlooking the river. This was an almost level area about 200 yards wide that extended southward from the college gates some 400 yards before beginning a fairly steep descent into the vale of Tanyard Creek, which flowed from west to east into the North Oconee River, severing the campus from the pastoral landscape to the south.

The trustees soon sold off a slightly higher hill just north of the college gates, where the town of Athens began. As the town grew, Athenians laid out a grid pattern of streets. Of the five east-west streets, Front Street, now Broad, crossed immediately in front of the college gates. The next was Clayton, slightly up the southern slope, then Market (now Washington), Hancock on top of the hill, and finally Dougherty Street over on the northern slope. The north-south streets, from west to east, began with Pulaski and continued eastward with Hull and Lumpkin Streets, College Avenue, and Jackson and Thomas Streets. Pulaski Street on the West and Thomas Street on the East intersected with Broad on the South and Dougherty on the North to form the four corners of the original grid. These boundaries continue to define the heart of downtown Athens today.

College Avenue, extending northward from the college gates up over the crest of the hill to Dougherty Street, would eventually become the commercial and governmental center of Athens. The old Town Hall originally stood in the middle of Market (Washington) Street between Lumpkin and Hull. Its successor, the Athens City Hall, was built on top of the hill facing east on College Avenue between Washington and Hancock. In the downtown area of early Athens, the most prestigious homes were built primarily on College Avenue and on Dougherty, Pulaski, Thomas, and Jackson Streets.

At the northwest corner of the grid, where Pulaski and Dougherty streets intersect, a low ridge, well over a mile wide in some places and with only gradual changes in

elevation, extended northwestward for more than forty miles without crossing a stream. This natural highway would evolve from an Indian trail into an excellent "ridge road." When it was designated as a "Federal Road" in the 1820s, it linked Augusta and Athens commercially with the Cherokee nation in northwest Georgia and with middle Tennessee and central Kentucky. The discovery of gold in Cherokee Georgia in 1829 filled the Federal Road with fortune hunters and multiplied demands for Cherokee removal. Nine years later the Cherokees were forced out, opening up northwest Georgia to rapid settlement and turning this road into the main commercial artery serving Jefferson, Gainesville, and the Gold Country, with connections into the Tennessee Valley and beyond. Athenians eventually named their stretch of this important thoroughfare Prince Avenue.

The breadth of the ridge just out of town and the natural beauty of the landscape along Prince Avenue encouraged its development into an avenue of grand homes. Many of the properties were fair-sized farms in a suburban setting, and virtually all contained acreage enough to include separate kitchen houses, vegetable gardens, servants' quarters, stables, barns, other outbuildings, and here and there a formal garden and a small orchard. By 1859, when this commercial artery was officially designated Prince Avenue, the double row of capital mansions, set back among spacious lawns and stately groves, had transformed the avenue into one of the most palatial streets in all of Georgia.

From the middle section of Prince Avenue, about a mile northwest of the college gates, a ridge road of major significance branched off southward and followed the high ground between the North and Middle forks of the Oconee River as far as the mansion and mill village of Whitehall, some five miles from downtown. The in-town section of this road, named Milledge Avenue for the university's early benefactor, became Prince Avenue's closest rival as an avenue of grand homes.

Although ten of the twelve historic districts in Athens-Clarke County at the end of 1995 flank Prince and Milledge avenues, the great majority of homes in these districts represent not only the wealthy, but also middle class and "blue-collar" residential areas.

The rivers and ridges of Clarke County, the university campus and the young city on a hill north of it, together constituted the primary features defining early Athens.

#### 4.9.1.5 Agriculture

Clarke County, a border county between the Appalachian foothills and lower Piedmont, had a dual agricultural economy. In the northern part of the county, the small independent yeoman farmer predominated before the Civil War. They cultivated little or no cotton and owned few slaves. In the southern and eastern parts of the county, larger-scale cotton plantations held sway. This dual system continued after the Civil War, but an intensive cotton culture did eventually spread into northern Clarke. With the collapse of the cotton industry in the 1930s, many fields reverted to forest, which now cover much of the county's land area. Presently only 24% of the county is classified as farm land and less than 1% of the population make their living on farms.

#### 4.9.1.6 Education

##### 4.9.1.6.1 Settlement & Formation of Clarke County (1780-1820)

On January 27, 1785, the Georgia General Assembly created the first chartered state-supported university in the nation, the University of Georgia. Abraham Baldwin served as the first president of the institution, which existed only on paper for a number of years. In 1793, the Georgia General Assembly endorsed the concept of state-supported higher education by setting aside an endowment of 40,000 acres of land to be laid out in 5,000 acre tracts. However, no action was taken until 1801, when the legislature sent the Senatus Academicus to Jackson County to select a site for the University and to contract for a building. The delegation of five men, including Abraham Baldwin, John Milledge, George Walton, John Twiggs, and Hugh Lawson, decided upon a hill high above the shoals on the land of Daniel Easley, despite the fact that the university already owned five thousand acres nearby. The state eventually mismanaged the disposition of, sold, or lost these 5,000 acres. Even so, John Milledge purchased 633 acres from Easley and donated the parcel to the trustees of the University. The trustees named the site Athens after the center of classical learning in Greece.

When University President Josiah Miegs arrived in the summer of 1801, he lodged with Easley until the first college buildings were erected. Because the first students arrived in the fall of 1801 before any buildings had been constructed, Miegs lectured outdoors. When Easley completed construction of the president's house, Miegs held classes there until the completion of the first classroom, a log cabin twenty feet square and a story and a half high. Easley also built the University's grammar school, a frame building completed in 1804 and deemed necessary because many students came unprepared for

college level study. On May 31, 1804, the first commencement took place beside the rising walls of the first permanent brick building, Old College, which was modeled after Connecticut Hall at Yale University. The contractor, John Billups, completed the building in 1806. Miags and Hope Hull plotted the 37-acre square of the university and laid out the first lots of the town. In 1808, the University's first chapel opened. By 1806, the University had 70 students and the grammar school had 40; however, curriculum conflicts and financial difficulties lead to decreasing enrollment and the eventual shutdown of the University in 1818. Under the leadership of Moses Waddel, the University re-opened in 1819 and soon prospered.

During the first decade of the town's existence, patrons and teachers established institutions without state or county control and offered a private education to the young men and women of the area. Although these private schools and academies offered a basic education, most of these institutions had tuition fees that were prohibitive. Specialized instruction in languages, singing, dancing, and painting contributed to the county's cultural development.

Before 1806, at least two schools existed – one school for boys and one for girls. Opened as early as 1803, Mrs. Allan and her daughter operated a girls seminary in Athens, where young ladies could board and receive instruction. In 1810, the school was relocated four miles south of town.

Eventually, the academic atmosphere created by the University encouraged the growth of other academies and schools in Athens. In 1809, a dancing academy and singing school opened. During 1814, two schools for girls were opened in Athens, and in 1815, a grammar school opened on the road from Watkinsville to Lexington.

Rural communities attempted to meet their educational needs with small elementary institutions, known as Old Field schools. By 1817, the Georgia legislature appropriated the first funds to be used by the counties to pay the tuition of children whose parents were unable to bear the educational expenses. The county paid the tuition of these needy children to whatever schools were available, but the majority of those qualifying attended the Old Field schools. Even so, any school receiving this aid was commonly known as a poor school.

#### 4.9.1.6.2 Rural Community Formation and Identity (1820-1860)

Until the University and Athens achieved a measure of stability in the 1820s, the development of a public educational system remained relatively slow. In 1821, the



Georgia legislature doubled the funds allotted for the poor school system, and in 1837, there was a failed attempt to create a free education system.

The Athens Grammar School, successor to the University's grammar school, operated in 1833 under the direction of J.N. Waddel. In the 1820s, the Athens Female Academy was perhaps the best known of the county's several academies. Despite its name, instruction was not limited to girls. The Trustees of the University gave the lot for the academy and the house built by private contribution. The academy was opened in 1829, and the operations expanded considerably during the 1840s.

In Georgia during the 1830s, a variety of churches and private groups sponsored manual labor schools, institutions where pupils could partially pay for tuition by working on the school farm. The Presbyterian Education Society of Georgia operated the Athens Manual Labor School until 1834, when the society relocated the school to a more rural area near Milledgeville (known as Midway at the time). It was re-opened there in 1835 as Midway Seminary, and the institution survives today as Oglethorpe University.

During the 1840s and 1850s, several private schools were established in Athens. Miss Emily Witherspoon operated a private elementary school for girls and boys. In 1842, the Athens High School for Young Ladies was opened. The Grove Seminary for Young Ladies opened in 1850. Center Hill Classical School and Cobbham Academy prepared boys for college or business. In 1856, a lot was purchased on Milledge Avenue for the construction of the new high school for young ladies, the Lucy Cobb Institute. T.R.R. Cobb raised the money for the three-story masonry structure, which was completed in 1858 and named in honor of the memory of his eldest daughter.

State educators successfully launched a free school system by 1858, when the legislature authorized public school systems and allotted additional funds for elementary institutions. Clarke County instituted a form of free school system in 1859, but it was repealed in 1860 in favor of an adaptation of the old poor school fund. This adjustment seemed to address educational needs of the time and by 1860, Clarke County had 26 schoolhouses and 29 teachers.

In 1859, Clarke County had approximately a dozen schools in operation with a combined enrollment of 400. In this year, the University of Georgia began operation of a preparatory school located on a site at the intersection of present-day Prince Avenue and Oglethorpe Street. This eventually became the site of the State Normal School.

Although Athens was the educational center of Clarke County, several academies and schools were operated outside its environs. These included Watkinsville Academy, Clarke County Academy, Salem Academy, Farmer's Academy, and Pine Grove Academy.

#### 4.9.1.6.3 Development as Clarke County Seat (1860-1900)

Even after 1886 when the county instituted a free public school system, Athens-Clarke County residents – both black and white – assembled, built, and funded their own schools. African-American examples of private educational institutions range from a small, rural, nineteenth-century schoolhouse to an early twentieth-century industrial school.

Founded in 1868, the Knox Institute became the best known of Athens' black private schools. It was located on the corner of Pope and Reese Streets in what is now known as the East Hancock Historic District. Although the building is gone, the site is still recognizable by an original fieldstone retaining wall. In 1913, the Knox Institute became the first high school for black students ever accredited by the Accrediting Commission of the University of Georgia. By 1924, the school enrolled 339 students from five states. However, the school closed its doors in 1929.

Noted and accomplished African-American educators from Athens included Lucius Henry Halsey, J. Thomas Heard, S.F. Harris and Judia Jackson Harris. These architects of learning established reputable institutions that offered wide curricula.

The State Normal School was opened in Athens in 1891 and provided the inspiration for the neighborhood's name. In 1928, the Normal School became known as the Georgia State Teachers College when legal requirements for teacher certification were changed.

#### 4.9.1.6.4 Maturation and Expansion (1940-1980)

Following the end of World War II, the U.S. Navy for its Supply Corps School acquired the Georgia State Teachers College campus (formerly the State Normal School). The Navy still operates the school on the site today.

During the 1960's, Athens-Clarke County experienced the revolution of integration. In 1961 the University of Georgia admitted its first two African American students which thrust the campus into turmoil for a period of days. Nine years later the public school system followed suit as a black high school merged with the local white one.

#### 4.9.1.7 Religion

##### 4.9.1.7.1 Settlement and Formation of Clarke County (1780-1820)

Some of the earliest settlements in Clarke County were communities begun along the Oconee River by religious denominations; the Methodists at Watkinsville and the area between the forks of the Oconee River; the Baptists at Trail Creek, Barber's Creek, and Barnett Shoals; and the Presbyterians at Sandy Creek. Congregations in rural settlements formed more quickly than those in Athens.

The Methodists, Presbyterians, and Baptists were well established in Athens by 1806. Initially, individual denominations held their religious gatherings in private homes, meeting houses, and on the campus of the University of Georgia. Opened in 1808, the University's original chapel became the town's first religious edifice. Hope Hull, often regarded as the "Father of Methodism in Georgia," held services in the Athens area as early as 1804 in a log cabin, the first Methodist meeting house west of the Oconee River. In 1810, Hull erected a larger log cabin, known as Hull's Meeting House, to hold the growing congregation. From 1801 to 1880, the Old Athens Cemetery on Jackson Street served as a common burial ground.

##### 4.9.1.7.2 Rural Community Formation and Identity (1820-1860)

Bible classes initiated by University President Robert Finley in 1817 led to the establishment of the First Presbyterian Church. His successor, Dr. Moses Waddel, founded the congregation on the college campus on Christmas Day 1820 and became the church's first pastor. The Baptists established a congregation in 1830. Elizabeth Stockton Moore held meetings in her home which led to the founding of the Episcopal congregation in 1843. Despite growing congregations, nine out of ten people actually belonged to no church as late as 1831. However, the religious message was further spread by services, Sunday Schools, revivals, camp meetings, bible societies, temperance societies, and religious organizations.

The first churches were simple, frame buildings constructed on land provided by the University of Georgia. The Methodists were the first denomination to build a church. In 1824, Thomas Hancock donated a lot for the construction of a forty-foot square, frame building with seats for whites in the middle and galleries for slaves on three sides. In 1828, the Presbyterians built a church on campus (current location of the north wing of the Academic Building). Around 1830, the Baptists constructed a small frame

church on a corner of the campus, at Lumpkin and Broad Streets. In 1832, James Carlton and Ross Crane constructed the University's extant Chapel for \$15,000.

As church membership increased during the 1840s and 1850s, the more prominent and established congregations began construction of stylish, masonry churches that were intended to "anchor Athens' downtown physically and spiritually for the next century." In 1852, the Methodists erected the First Methodist Church on the southwest corner of Hancock and Lumpkin Streets, the site of the congregation's first frame church. In 1855, Ross Crane designed and constructed a Greek Revival style church on Hancock Avenue for the Presbyterian congregation. Completed in 1856 at the cost of \$10,000, the First Presbyterian Church featured a steeple surmounted by a gigantic hand, carved and gilded, with a finger pointing toward heaven. In 1858, the Baptist congregation hired James Carlton to design the Athens Baptist Church for the southeast corner of College and Washington Streets.

Because the Old Athens Cemetery was nearly filled by a half-century of burials, a committee was appointed in 1853 to select a site for a new cemetery. In 1855, a tract was purchased along the Oconee River south of the Athens Factory. Dr. James Camak designed the plan for the Oconee Hill Cemetery, which opened in 1856. Lots were divided into three classes and free spaces were set aside for the indigent.

During this period, most blacks were actively religious. The Slave Code of all southern states after the 1830s forbade slaves to have separate religious services unless supervised by whites. Although many blacks in town worshiped in churches for whites with segregated seating, separate black congregations also operated under the supervision of sponsoring white denominations. Two churches for blacks existed in 1849. A black Presbyterian congregation worshiped in the little church on campus that the Baptists had built and vacated in 1858; the building burned in 1860. Within rural Clarke County, Shady Grove, Chestnut Grove, and Billups Grove were among the churches for blacks that predated the Civil War.

Rural congregations increased in number as well. In the 1830s, the Disciples of Christ settled the Scull Shoals area and established the Republican Church. By 1850, there were 21 churches for 5 denominations in Clarke County; Methodist (11), Baptist (7), Presbyterian (2), Episcopalian (1), and Christian (1). Before the advent of the Civil War, two new rural churches were organized: Buena Vista Baptist Church, often referred to as Barrett's Baptist Church, organized in December of 1858; and Princeton Factory Baptist Church was established in March of 1859.

#### 4.9.1.7.3 Development as Clarke County Seat (1860-1900)

Religious diversity increased as the Jewish, Christian, and Catholic congregations formed during this period. When a small group of Jewish people assembled in Athens after the Civil War, Robert L. Bloomfield offered the first meeting place. The Congregation of the Children of Israel organized in the early 1870s, and Moses Myers served as president of the congregation for the first 25 years. Around 1876, the First Christian Church also organized. The formation of the Roman Catholic congregation occurred near the end of the 19<sup>th</sup> century. Prior to this time, priests from Washington or Sharon traveled to celebrate mass for Athens' Catholic citizenry.

Newly formed congregations adopted facilities and constructed houses of worship. Robert L. Bloomfield was responsible for the construction of a Neo-Gothic Episcopal chapel on Oconee Street, adjacent to the Athens' Factory mill village. The chapel was consecrated as St. Mary's Chapel on Easter Day 1870. In 1873, the Right Reverend Bishop Gross, Bishop of Savannah, acquired the property on the northwest corner of Pulaski and Dougherty Streets, and the congregation utilized an existing building, which became known as the Roman Chapel. This small, frame structure was formerly the University of Georgia's Law School and the law offices of T.R.R. Cobb. The Congregation of Israel utilized Moses Myers' building on College Avenue until 1884 on the southeast corner of Pulaski and Dougherty Streets. In 1892, the Episcopal Church was demolished when the congregation relocated to Prince Avenue. The Baptist congregation replaced their church on the corner of College and Washington in 1898.

Blacks withdrew from white church affiliations and formed independent congregations. In 1860, Joseph Williams, a black Presbyterian preacher who had ministered to Georgia blacks since the 1840s, was assigned to the First Presbyterian Church. Within six months, Williams gathered a sizable black congregation that met in the church's basement and in the independent churches for blacks outside of town. In 1866, the First African Methodist Episcopal congregations organized in a blacksmith shop on Foundry Street. The church was originally named after Pierce's Chapel in honor of Reverend Lovick Pierce, a white minister of the First Methodist Church who helped the members locate a building on the Oconee River so that they might worship independently. Hill's First Baptist Church organized in 1867. Within the black community, lodges formed and organized insurance and burial insurance programs. In 1882, the Gospel Pilgrim Society purchased land from Elizabeth Talmadge and founded the Gospel Pilgrim Cemetery.

Religion functioned as a primary force that shaped Athens' blacks' lives. Churches such as Chestnut Grove, Hill First Baptist Church, and the First A.M.E. Zion Church blossomed during the antebellum and reconstruction years and matured by the early twentieth-century. Although A.M.E. Zion formed in 1866, Chestnut Grove assembled before the Civil War. These churches flourished in Athens-Clarke County. Seeds that propagated from the early churches spread, rooted, and blossomed elsewhere in the community. African-American men and women who led active religious lives at once preserved their community, their traditions, and their African heritage. Churches functioned as the core of the black community. Most operated schools. Picnics, weddings, and political events held on church property tightly-knitted the community in times of celebration. In times of duress, churches provided support so that Athens' blacks could endure death, slavery, and segregation.

In 1893, the rural churches that existed included New Hope Church, Mt. Zion Church, Bethel Church, New Grove Church, Moore's Grove Church, Boggs Chapel, Prospect Church, Corinth Church, and Big Creek Church.

#### 4.9.1.7.4 Urbanization of Clarke County (1900-1940)

At the beginning of the century, the first suburban church was constructed. Emmanuel Episcopal Church, completed in 1899, occupied their new granite, Gothic style church. Prosperous congregations initiated improvements and construction of new facilities on the fringes of the downtown area near Prince Avenue. In 1902, the First Presbyterian Church was substantially remodeled. The steeple was completely removed, the hand having been removed before the turn of the century, and a new portico constructed. In 1913, St. Joseph's Catholic Church built a masonry building upon the northwest corner of Pulaski and Dougherty Streets, in front of the Roman Chapel that they had previously utilized. In 1915, First Christian Church constructed a new brick facility on the northeast corner of Pulaski and Dougherty Streets, across from their original frame building. The Baptist congregation relocated to the new First Baptist Church on the southwest corner of Pulaski and Hancock Streets in 1921. In 1925, Emmanuel Episcopal Church completed a bell tower, dedicated to Robert L. Bloomfield for his instrumental role in the transportation of the granite for the building. Charles Morton Strahan, developed the grounds and designed the rectory and parish hall for this congregation.

The black community flourished as well. By 1908, Hill's First Baptist Church constructed a brick church with Gothic Revival detailing and a modified cross plan on the northeast corner of Pope and Reese Streets. The First A.M.E. congregation hired an

architect and a builder to construct a church on the southeast corner of Hull and Strong Streets in 1916.

Due to the movement toward town and the increase of absentee landlordism and black tenant farms, five rural churches disbanded around the turn of the century. However, rural churches remained plentiful; in 1915, there were 17 churches for blacks and 8 churches for whites. Methodist was the prevailing denomination among whites and Baptist among blacks, and none of the rural churches had a full-time pastor.

#### 4.9.1.7.5 Maturation and Expansion (1940-1980)

By 1944-45, almost 10,000 of Athens' citizens were members of the 14 churches for whites, including Methodist (4), Baptist (4), Presbyterian (2), Episcopalian (1), Christian (1), Church of Christ (1), and Holiness (1).

Urban renewal relocated one congregation and attempted to relocate another. The Congregation of Israel's synagogue was demolished in the late 1960s, and the congregation moved to Dudley Drive. Although their parsonage was demolished in 1969 for the construction of Urban Renewal projects, the First A.M.E. Church successfully fought pressure to relocate and nominated their historic property to the National Register.

Also, by 1944-45, there were thirteen churches for blacks, including Baptist (7), Methodist (5), and Holiness (1). Hill's First Baptist Church, Hill's Chapel, Ebenezer Baptist Church, First A.M.E. Church, St. John's A.M.E. Church, Greater A.M.E. Church, and St. Mark's Church were among these congregations.

#### 4.9.1.7.6 Unification: Athens-Clarke County (1980-1995)

All major and most minor denominations are represented in Athens today, including African Methodist Episcopal (A.M.E.), Anglican, Apostolic, Assembly of God, Baptist, Catholics, Charismatic, Christians, Christian Scientists, Church of Christ, Church of God, Disciples of Christ, Episcopal, Evangelical, Hebrew, Jehovah's Witness, Latter-Day Saints, Lutheran, Methodist, Nazarene, Non-Denominational, Pentecostal, Pentecostal Holiness, Presbyterian, Seventh Day Adventist, Society of Friends, and Unitarian-Universalist.

Since the 1980s, prominent churches within the city have continued expansion programs, sometimes resulting in the razing of the surrounding communities that they

were originally built to serve. Large parking lots are a testament to the weekly influx of suburban parishioners.

#### 4.9.1.8 Transportation

##### 4.9.1.8.1 Settlement and Formation of Clarke County (1780-1820)

Roads, bridges, and ferries were of great concern to the frontier country. However, inclement weather and rough terrain often made travel by coach, carriage, horseback, or foot an ordeal. By the early 1800s, Athens was serviced by stages traveling between Athens and Augusta. In 1804, a post road opened between Watkinsville and Athens, and by 1811, a horse path from Athens to Fort Stoddard provided safe and sure passage as a U.S. postal route to New Orleans and for settlers moving onward to the western frontier. By the 1820s, a new road connected Watkinsville and Athens and offered easier egress.

The 1820s completed two bridges, a small bridge across Barber's Creek on the Athens-Watkinsville Road and one across the Oconee River near Athens. However, bridges often washed out and were expensive to rebuild and maintain.

##### 4.9.1.8.2 Rural Community Formation and Identity (1820-1860)

As the county seat, Watkinsville served as the junction of mail routes, stage runs, and rudimentary roads to Athens from Greensboro and Madison. In 1828, a direct mail route connected Athens and Danielsville. By 1837, stage service from Milledgeville arrived via Watkinsville three times a week. Even after the advent of the railroad, post coaches and stages transported passengers to Athens from railroad lines in Crawfordville and Greensboro until the lines were extended to Athens. In 1845, the Hodgson brothers established a stagecoach line between Athens and Gainesville to transport mail and passengers. Although some of the roads became passable, most remained unreliable country trails, maintained only by the occasional trimming of low-hanging branches and underbrush and the filling of mudholes. After the legislature authorized the incorporation of joint stock companies in 1850, two plank road companies organized in Clarke County to improve transportation routes to Clarkesville and Gainesville. Even so, no evidence exists that these improvements were implemented.

In a disastrous flood, the Harrison Freshet of 1840, waters washed out most of the bridges, including Athens upper and lower bridges and the bridge built at Princeton



Factory in 1834. A double track bridge, 435 feet long and 24 feet wide, replaced the lower Athens bridge, which connected Front Street with the Georgia Railroad Depot. The old upper Athens bridge was replaced by a single track span. By 1850, Clarke County had ten bridges: three over the Appalachian, four over the Middle Oconee, one over the North Oconee, one over Barber's Creek, and one over Sandy Creek.

During this period, a new form of transportation arrived. The Charleston-Hamburg Railroad of South Carolina completed its line across from Augusta in 1833. Eager to transport their goods through Augusta and Savannah and frustrated by the expense, slowness, and hassles of freight travel by wagon, Georgia citizens established a railroad. On December 21, 1833, the General Assembly chartered the Georgia Railroad. In 1834, the organizational meeting commenced in Athens at the home of James Camak, the first president, and route survey and construction soon began. Powered initially by animals and then by steam, the Georgia Railroad first reached Athens in 1841; however, the tracks terminated at Carr's Hill east of the Oconee River. The Georgia Railroad Depot in Athens was built at this terminus in 1841-42. As the terminus for the only railroad extending into northeast Georgia, Athens became a center for commerce and trade and served as the home office for the Georgia Railroad until 1841, when the headquarters moved to Augusta. By 1842, freight moved between Athens and Augusta twice a week and passengers traveled daily, except Sunday. When the Georgia Railroad replaced its depot in 1855, the new depot was once again constructed on the eastern side of the Oconee River, requiring wagons and stages to transport passengers and freight into town. When other railroads' plans for extension through the county developed in the 1850s, citizens explored additional railroad connections to retain the town's newly acquired status as regional trade center.

#### 4.9.1.8.3 Development as Clarke County Seat (1860-1900)

Until this time, streets were either untitled or had unofficial titles, but in 1859, a committee named 46 streets in Athens, primarily after distinguished local men. In 1885, the city authorized a modest, street-paving program, replacing dirt streets and mudholes with vitrified brick, granite blocks, and creosoted wood blocks. In 1898, a particularly wet winter, and the passing of numerous Spanish-American army wagons, encouraged additional street improvements. Street paving bonds were issued in 1900, and cement sidewalks followed the next year.

In 1866, a Clarke County Grand Jury suggested that the county and city buy the lower Athens bridge, since the privately owned toll bridge across the Oconee was poorly maintained. Three years later, the bridge was reopened in 1870. The old upper Athens

bridge, which was a covered bridge located near North Avenue, provided passage across the Oconee River as well.

Athens grew as a marketplace serviced by an increasing number of railroads. R.L. Bloomfield, promoter and first board president, initiated a new rail line from Athens to Clayton. Although authorized in 1854 and chartered in 1871, the Northeastern Railroad's first train to Athens did not arrive until 1876. Two more railroads soon followed, the Macon and Northern Railroad in 1887, and the Georgia, Carolina and Northern Railroad in 1891. The completed railroad trestle provided access into Athens across the Oconee River, near the upper Athens bridge on North Avenue. Such competition eventually forced the Georgia Railroad to construct a new depot on the western side of the river, near Broad Street.

#### 4.9.1.8.4 Street Railway

In 1870, Mr. William Bailey Thomas built and operated for a short time a freight railway on Oconee Street. It was intended to transport goods from the Georgia Railroad depot on Carr's Hill to downtown Athens, and the route was named the Athens Street Railway. In 1885, a promoter from Texas named Mr. Snodgrass introduced the first passenger street railway cars to Athens in 1888. The company that he founded was eventually named the Classic City Street Railway Company and he shipped mules in to Athens to power his cars. Rails for this service were laid on Broad, College, Clayton, Lumpkin, Hancock, Pulaski, Prince, and Milledge. The cars using these rails were named the Lucy Cobb, Pocahontas, and No. 2. When the line went into receivership, Mr. Harris purchased the business and electrified the line. On June 23, 1891, the first electric streetcar moved down the roads of Athens, powered by a hydroelectric plant at Mitchell Bridge and Tallassee Shoals. When Snodgrass returned to Texas, the streetcar line changed owners who then went into business with the Athens Park and Improvement Company. The new company extended the line for electrified streetcars down Boulevard. The streetcar barn was located off of Boulevard at the end of the line on land given to the railway by the Athens Park and Improvement Company as an inducement to extend the line through their new Boulevard residential development. In the 1890s, new streetcar tracks extended past Cobbham, and out Prince Avenue, to the Normaltown area. When the venture failed again, subsequent owners purchased and built dams and power plants at Mitchell Bridge and Tallassee shoals to provide electricity, which replaced a small steam-powered generator that had been built on Boulevard. In 1910, all of the property belonging to the Athens Electric Railway Company was transferred to the Athens Railway and Electric Company, which became part of the Georgia Power Company in 1927.

#### 4.9.1.8.5 Urbanization of Clarke County (1900-1940)

Athens soon became a major center of transportation and trade. At the turn of the century, Clarke County had 200 miles of graded roadway. As the county engineer from 1908 to 1919, Charles Morton Strahan mapped the county and extended its system of public roads. He also pioneered an innovative surfacing technique, known as the Clarke County method. Approximately half of the county's roads benefited from this surface treatment, which was distinguished by a mixture of sand and clay as a topsoil for paving roads. Convict labor maintained the roads. Anticipating the impact of the automobile, Strahan helped draft legislation that created the Georgia Highway Department in 1918 and became the department's first head. By 1923, Athens had 105 miles of streets, and improved highways spread throughout Clarke County.

In 1915, Clarke County had five railroads: Seaboard Air Line, Southern, Georgia, Central of Georgia, and the Gainesville Midland. Seaboard served as the only main line in the county. Midland was a local railroad connecting Athens and Gainesville. Three stations existed outside of Athens: Georgia Railroad Station (Winterville), Central of Georgia Railroad Station (Whitehall), and the Georgia Midland Railroad Station (Ocnee Heights). In 1906, small towns grew up around these stations and businesses opened to serve the residents of each area.

In 1907, the state of Georgia and Athens witnessed air travel when Ben Epps opened a shop on Washington Street and designed, built, and briefly flew his first airplane. Although his plane resembled the Wright Brothers' 1903 bi-plane, Epps' first venture was technically a monoplane. Epps continued to test his new designs in 1909, 1911, 1924, and 1930. During these innovative years, Epps continued to fly other planes that he had purchased, and in 1919, the Rolfe-Epps Flying Service offered flight instruction, passenger flights, and aerial photography. The company operated on rented land that is now the site of the Athens-Ben Epps Field. Epps died in a plane crash in 1937.

#### 4.9.1.9 Commerce

The Athens-Clarke County area had become the trading, market, and banking center for Northeast Georgia by the 1840s. Athens filled a need for the people of the region, who previous to the city's rise were compelled to make long and expensive trips to Augusta, then on to the nearest important city. With the spread of an intensive cotton culture following the end of the Civil War, Athens became a major cotton market. This large

and lucrative business continued until the boll weevil and the Great Depression caused its ultimate collapse.

African Americans' presence penetrated the business community, as well. Although enslavement prevented most blacks from owning shops, slaves' experiences in the bustling city as skilled artisans prepared them for post-bellum life. Some former slaves such as Madison Davis, a Reconstruction politician and later a real estate agent, took active roles in both politics and business. Another ex-slave, Monroe Bowers "Pink" Morton, emerged as a wealthy entrepreneur and established the Morton Theater. Black-owned businesses sprouted all over town. However, many black professionals and businessmen established their operations at the crux of Washington and Hull Streets, also known as "Hot Corner." African-American doctors, dentists, pharmacists, newspaper offices, and grocers assembled at this auspicious locale and opened shops where they could serve the interests of the black community. At the corner African-American men and women intermingled socially and supported local vendors. Most importantly, "Hot Corner" gave black professionals opportunities to establish businesses and practices in a supportive environment.

Banking played a key role in downtown development, and Bankers Row on Broad Street for many years housed much of the financial community. In the early 20th century, the Athens Savings Bank stood on Broad, flanked by the National Bank of Athens at "Bank Corner" (at Broad and Jackson Streets) and the American State Bank. Other banking establishments by the 1920s included the Commercial Bank of Athens, People's Bank, Clarke County Bank, and Georgia National Bank, which was founded in 1903.

New warehouses and freight depots grew up along Foundry Street as Athens became a major center for transportation and trade. Athens was one of the largest cotton markets in the world in 1910, handling more wagon loads of cotton than any other town in Georgia. World War I caused cotton prices to soar and then plummet. The demand for cloth and uniforms proved a boon to Athens textile industries as cotton prices rose to unprecedented highs. As a result, cotton was still the principal crop across much of the region, and the tired land required increasing amounts of fertilizer to produce a crop. While many of the small farmers did not prosper under this one-crop system, the cotton factors, fertilizer manufactures and farm implement suppliers in Athens did very well.

The depression that hit rural Georgia began in 1920 and lasted until World War II. Diversification and a balanced economy helped Athens and Clarke County weather the economic storms of the 1920s and 1930s. While some businesses, banks, and farms

failed, the area fared far better than most, aided in part by the presence of the university and a building program there fostered by the New Deal.

#### 4.9.1.10 Industry

Before 1828, manufacturing in Clarke County included flour milling, saw milling, grist milling, cotton ginning, cotton pressing, furniture making, blacksmithing, tailoring, milliner and mantua making (an early term for “dressmaker”), saddle tanning, and bridle and harness making. Most of these businesses were small independent operations. After 1828 the emphasis was placed on the manufacture of cotton goods.

During the years 1829 to 1833, three cotton mills opened in Athens. The first of these mills opened in 1830 and was named the Athens Manufacturing Company (later the Georgia Factory)—located about five miles south of Athens on the lower end of the Oconee River’s north fork. Wealthy citizens in Athens and Clarke County invested in the cotton mill, which boasted 1,000 spindles and 30 looms when it opened. In 1837, management of the mill was taken over by John White, who quickly acquired full ownership. The factory-owned mill village that developed took his name as Whitehall. By 1849, the average daily production of the mill’s 70 workers was 140 yarn bundles and 800 yards of cloth. The mill complex included the factory, houses, stores, and other facilities. The factory earned profits during the Civil War by producing Confederate uniforms. After the war, the mill purchased the closed armory in Athens and greatly expanded its textile production.

The second textile plant in Athens, which opened in 1834, was the Athens Cotton and Wool Factory (Athens Factory). This mill was located near the center of Athens at Cedar Shoals. A series of disasters plagued the mill in its early years: in 1835, a fire destroyed most of the mill; in 1840, a flood wiped out the factory; and in 1857, another fire took place. The undaunted investors rebuilt after each of the disasters and the factory continued to produce stripes, bedticking, linsey-woolsey and other textiles.

The third factory incorporated in Athens in 1833 was called the Camak Manufacturing Company and later Princeton Factory in 1834. Located two and one-half miles south of Athens on the banks of the Oconee River, the mill produced cotton as well as woolen textiles. A mill village with several houses and a store developed near the factory. The factory was sold to Dr. James S. Hamilton in 1845 and was eventually purchased by Captain James White. The Princeton Factory mill building, a large two-story brick structure, burned in 1973.

By the 1840s, Athens and Clarke County were second only to Savannah and Chatham County in capital invested in manufacturing. The three mills employed 220 persons and together had 5,630 spindles. All three mills continued to operate into the mid-20th century. In the 1940s, the manufacturing industry, chiefly textiles, employed one-fifth of the work force in Clarke County. After World War II, mill villages disappeared as corporations owning the mills sold their properties and offered mill workers the chance to purchase homes. At the Princeton Factory, mill houses were moved away from the factory site. Thomas textiles bought the mill site at Whitehall and operated the last water-powered textile plant in the county for many years.

Another early industry was the Pioneer Paper Mill. This site, in southern Clarke County, began in the 1830s and continued through the Civil War. The mill was described as being a wooden structure on a stone basement, two stories high. Paper was manufactured here until after the Civil War. In the 1890s, the site became a cotton mill, and in 1946 the mill was altered to produce cordage, which is still produced there today.

Also, in the early 1900s, Southern Manufacturing Company, one of the largest cotton mills in the region, located in Athens. By 1909, the mill boasted 384 looms and 21,020 spindles. In addition, at the intersection of present-day Westlake Drive and Milledge Circle, Bobbin Mill operated until the turn-of-the-century, supplying bobbins made from locally grown dogwood trees to supply the textile industry. Also, Star Thread Mill operated at Barnett Shoals and supported a mill-village settlement.

After World War II, outsider-owned businesses multiplied, and mill villages became a thing of the past. In 1951, Clarke County landed its first major outside industry when Dairy Pak, a company based in Cleveland, Ohio, opened a new branch in Athens for the production of milk and juice cartons. The following year, Gold Kist began poultry processing in Clarke County. In 1954, General Time opened a \$2.5 million plant on Newton Bridge Road, which made Westclox and Seth Thomas timepieces. In 1957, Westinghouse (now ABB) moved some of its corporate executives to Athens from Sharon, Pennsylvania, to run a new plant.

#### 4.9.1.11 Military

During the Civil War, Athens served as the collection point for volunteers from surrounding counties. The town also became a haven for refugees from the active theaters of war. Residents from cities such as Savannah and Brunswick forwarded their valuables to Athens for safekeeping and women and children traveled to Athens

seeking safety. During the war, Athens Fire Company No. 1 organized as a home guard. The Cook and Brother Armory also brought new industry to Athens. The armory opened on December 25, 1862, on the east bank of the Oconee River in renovated mill buildings and manufactured infantry rifles, artillery rifles and carbines. At its peak, the factory produced 600 guns of each class per month. Additionally, Calvary horseshoes, bayonets, and agricultural machinery were made at the armory. Because workers were at a premium and the armory could employ 200 people, women and slaves supplied much of the labor.

#### 4.9.1.11.1 Stoneman's Raid

On August 1, 1864, two Union brigades under the command of Colonel Horace Capron and Colonel Adams passed through Madison, setting fire and destroying commissary supplies. At midnight, they stopped just below Watkinsville. The next day, the troops ransacked Watkinsville, taking horses, mules, and provisions. Plans were laid to enter Athens and "destroy the armory and other government works." Adams' brigade advanced towards Athens along present-day Highway 441. The "Mitchell Thunderbolts" (the Athens home guard) and Captain Ed Lumpkin's battery (along with the double-barreled cannon) were well entrenched at the outer defenses of Athens on a hill above the paper mill on Barber's Creek. Shots from Lumpkin's artillery reportedly killed a lieutenant, wounded several soldiers and sent the remaining troops fleeing upriver in the direction of Jefferson. Capron's battalion, having remained behind at Watkinsville, got word of the strength of the Athens fortification and set out to rejoin Adams, but got lost between Watkinsville and Athens. Another battery of Lumpkin's men exchanged gunfire with a group of Union troops on Mitchell's Road about sunset the same day.

After the battle near Jug Tavern, a contingent from Major Cook's Armory battalion Calvary, men of the 16<sup>th</sup> Georgia Calvary and a regiment of Kentucky Infantry rounded up about 300 men. On August 3, the first Union prisoners arrived in Athens for processing on the field near Old College and internment in the Chapel. For the next few days, Confederate troops rounded up prisoners in the woods surrounding the battlefield and sent them to Athens under guard by the Thunderbolts. Approximately 430 Union cavalry prisoners were captured. The Thunderbolts escorted the prisoners to the depot for shipment to Camp Sumner near Andersonville, Georgia.

#### 4.9.1.12 Architecture

The historic architecture of Athens-Clarke County spans a period from the 1820s through the 1940s and post-war period. The dwellings existing in and around the urbanized area of the county include the early vernacular, Plain Style, log dwellings, Federal, Greek Revival, Italianate, Gothic Revival, Romanesque, and various other manifestations of the eclectic tastes of the Victorian Era. Later styles such as the bungalow, Classic Revival, and Craftsman are also well-represented.

The dwellings of the cotton mill workers have a distinctive flavor, usually being one or one-and-a-half stories with massive central chimneys and, almost, inevitably, shed rooms projecting from the rear. Relatively few early rural dwellings have survived, but several good examples of the Plain Style still exist.

The Antebellum mansions in the Greek Revival style are among the noted landmarks of Athens. The majority of these houses are found along Milledge and Prince Avenues that were Athens' most fashionable streets for many years. It should be noted that no Greek Revival mansions exist in rural Clarke County today, and probably few, if any, ever existed there.

The historic commercial structures in the historically urbanized areas of Clarke County exhibit the widely varying styles found in domestic architecture with those of the Victorian Era predominating.

The work of many nationally and regionally renowned architects is exhibited in Athens. City Hall, one of the most distinctive structures in downtown Athens, was designed by Augusta architect L.F. Goodrich and built in 1904. In 1905, James Knox Taylor, architect of the U.S. Treasury Building in Washington, D.C., designed the Renaissance Revival Federal Building located across from City Hall on College Avenue. In 1908, Athens' first skyscraper, the Southern Mutual Insurance Company building, was constructed on College Avenue. The seven-story building was the largest ferro-concrete office building in the South at the time, and the region's first example of Commercial-style architecture.

Atlanta architect A. Ten Eyck Brown designed the 125-room Georgian Hotel, Athens' first fine hotel, constructed in 1909. Brown also designed the Clarke County Courthouse, built in 1918, which exhibits both Neoclassical and Beaux Arts elements. Athens' tallest structure, the nine-story Holman Hotel (now the NationsBank building), was built in 1913 on the corner of Clayton and Lumpkin Streets, and competed with the Georgian for local prominence. Local architect Frederick Orr designed a number of



early-20th century residences in the areas around Milledge Avenue and Milledge Circle, as well as the YWCO gymnasium that was constructed in 1913.

Regionally recognized Atlanta architect Neel Reid designed a number of local residences, as well as the Renaissance Revival-style Michael Brothers department store, which was built in 1923 at Clayton and Jackson Streets. Also, in addition to other local work, architect Wilmer Heery re-designed the Peabody Library, located on the University of Georgia's North Campus, to accommodate the Georgia Museum of Art in 1958.

#### 4.9.1.13 Towns, Communities, and Neighborhoods

##### 4.9.1.13.1 City of Winterville

While the community surrounding what would become Winterville appears to have had its beginnings with the advent of the railroad, the initial settlement of the area had a much more exotic beginning. Much of the land that is now part of the City of Winterville was a part of a land grant from the State of Georgia to a Revolutionary War hero named Count d'Estaing, who later deeded the land to a Madame Gouvain, who was an acquaintance of the Empress Josephine, the widow of a French general, and a private secretary to President James Monroe. The first settler to the area is said to be Keziah Hale, who arrived in 1802 and built a house near Shoal Creek on the Athens Road. The Pittard family later purchased this house, and the Hale family relocated elsewhere in the area shortly thereafter.

It was the development of the railroad that was the catalyst for the community that would eventually become Winterville. The Georgia Railroad Company finished its line from Union Point in Greene County to Athens in 1841, and apparently it was not long after this that the company established "Six Mile Station," essentially the site of present day Winterville, as a wood and water stop along the line. The name of the station refers to the distance of the stop from Athens – roughly six miles. The station formed the nucleus for the development of Clarke County's second significant railroad town, and this community proceeded to thrive with the growth and further development of the railroad. In the early 1850s, members of the Winters family, for whom the community would eventually be named, began to settle in the area. Diedrich Heinrich Winter, later called Henry, was from Bremerhaven in Germany, and was the first of his family to arrive in the area. His brother Christopher and his cousin John Winter of Hanover followed him shortly thereafter in 1860.

Henry Winter, who ultimately worked for the railroad for forty years, worked as the first section foreman, and the station soon became known as “Winter’s Station.” In 1866, John Winter, who operated a shop in the community, became the first postmaster and about this time the community came to be called Winterville.

As evidenced by the large number of houses present today which appear to have been constructed during the last quarter of the 19<sup>th</sup> century, the Winterville community appeared to generally prosper in the years following the close of the Civil War. Several of the area churches appear to have received their starts about this time. The first church in the county was the Line Church, established after 1859 when Sarah Hart Pittard deeded 2 1/4 acres to the trustees. The first pastor was Isaac M. King. All denominations originally utilized the structure that was built for services, but eventually solely the Methodist Church used the building. The First Baptist Church was organized in 1886 when it broke off from the Moore’s Grove Church, and the Reverend Coile served as the first pastor and continued to serve for a period of fifty-five years.

Winterville was incorporated in 1904, with W.R. Coile serving as the first mayor and John Pittard as the first clerk. The town straddled the county line between Clarke and Oglethorpe Counties, and in 1906 the state legislature allowed the citizens of to vote themselves into one county or another. The results of this referendum placed Winterville within Clarke County.

By 1920, Winterville had a population of 510 citizens, five general stores, one drugstore, a bank, two garages, two cotton gins, two grist mills, and a number of doctors. Residents also took an interest in civic boosterism, and organized an annual Winterville Community Fair.

The agricultural community continued to prosper with its own schools, which consolidated with the Athens schools in 1956, churches, and other public amenities. Residents of Winterville value their distinct identity and history, and have made significant decisions in recent years to protect their autonomy from the recent growth of nearby Athens. The most influential of these recent developments was the community’s decision to not consolidate with the rest of Clarke County under the unified government of Athens-Clarke County.

The community has managed to preserve its small-town atmosphere, and continues to promote its unique identity through the several special events, the largest of which is

the annual Marigold Festival. This festival recognizes the city's nickname as the "City of Marigolds."

#### 4.9.1.13.2 Cobbham

Northwest of the Central Business District lies Athens' oldest residential "suburb," first laid out in the early 1830s. It has evolved from an almost rural setting for a few large Antebellum homes with their dependencies to a rather densely populated in-town area of single and multi-family dwellings and, increasingly, commercial and institutional intrusions. The area, originally called Cobbham, is bisected by one of Athens' major thoroughfares, Prince Avenue. Once one of the town's most majestic and beautiful streets lined with large Antebellum and Victorian Era homes, Prince Avenue is now lined mostly with late 20<sup>th</sup>-century commercial structures while only a few landmark buildings survive.

To the south of Prince Avenue is the Cobbham Historic District, stretching from Fire Hall No. 2 at the intersection of Prince Avenue and Hill Street on the east to Athens Regional Medical Center at King Avenue on the west. Streets are laid out in a gridiron, and extension of the downtown grid pattern, which is cut diagonally by Prince Avenue. The area is characterized by rather narrow, tree-shaded streets lined with dwellings reflecting architectural trends and tastes from the Greek, Gothic, and Italianate Revivals through the late 19<sup>th</sup>-century eclecticism, to the Craftsman and Classic Revival styles of the early 20<sup>th</sup>-century. Many of the houses are large in scale, and a number have been subdivided into apartments. Cobbham joins the East and West Hancock Districts on the south.

Also historically a part of Cobbham is the Boulevard Historic District, which lies to the north of Prince Avenue, between that street and the Seaboard Coast Line Railroad. Although initially considered a part of Cobbham, the Boulevard District has developed a separate identity since the latter part of the last century. Unlike Cobbham, the streets are laid out parallel and perpendicular to Prince Avenue. The rough grid is distorted east of Barber Street and west of Park Avenue as the streets follow the changing angle of Prince Avenue. The larger late 19<sup>th</sup> and early 20<sup>th</sup>-century houses reflecting the varying architectural styles of the period are found primarily along the street known formally as Boulevard. When the area was developed in the late 19<sup>th</sup>-century, streetcars ran down this wide thoroughfare, giving it special distinction. This street most resembles the Cobbham District south of Prince Avenue and, as in that neighborhood, the street was once lined with huge shade trees which were largely destroyed in a 1973 tornado.

#### 4.9.1.13.3 Normaltown

Beyond Talmadge Drive along both sides of Prince Avenue is the neighborhood known as Normaltown. At the heart of this neighborhood was the State Normal School, which opened in 1891 and provided the inspiration for the neighborhood's name. The Normal School became known as the Georgia State Teachers College in 1928, when legal requirements for teacher certification were changed. It is now the campus of the United States Navy Supply Corps School. The historic two- and three-story brick buildings of the Normal School reflect Classical Revival design. The Navy has since constructed a number of contemporary buildings on the campus for classroom and dormitory space. Along Oglethorpe Avenue may be found a number of large Victorian Era and turn-of-the-century houses on tree-shaded and landscaped lots which face the Navy School campus. The commercial area of Normaltown along Prince Avenue was once a local business center of one- and two-story brick commercial structures dating from around the turn-of-the-century. Many of these buildings still exist today, although several have been removed and replaced with contemporary commercial buildings and medical offices supporting the nearby Athens Regional Medical Center.

North of Prince Avenue and adjacent to the Normaltown commercial area is a residential area known as Buena Vista Heights. This area was developed around the turn of the century as a streetcar suburb at the end of the Boulevard streetcar line.

#### 4.9.1.13.4 Whitehall

On the southern boundary of Clarke County between the North Oconee River and the Central of Georgia Railroad lies the mill village of Whitehall. The community is laid out, basically, along a central axis defined by Whitehall Road that descends sharply from bluffs on the north and south to cross the river on a modern concrete bridge. Many structures front on this street and others are located on narrow lanes that branch off the main thoroughfare on either side of the river. Though at first it is not perceptible, the community is divided into two mill villages – one serving the mill located along the river, and the second for the mill adjoining the Central of Georgia tracks to the south. The modest one and one-and-a-half story frame structures, which housed the mill operatives, were once owned by the mills but are now largely owned by the present residents. There are several larger and more elaborate houses for the mill supervisors, as well as the mansion of the owner known formally as Whitehall. A school and a company store remain as well as several original mill structures and fragments of the dam near the Oconee Bridge. Nearby, on the North Oconee, are the remains of two dams and power plants that were constructed to provide hydroelectric

power for the mills. In 1997, the mill building at Whitehall was rehabilitated through an adaptive use project that developed the structure as loft apartments.

#### 4.9.1.13.5 Brooklyn

During the Spanish-American War, a training camp for volunteer soldiers was set up west of Athens along a broad ridge that offered a clear view of the Athens skyline. This area of high ground was located near the present intersection of Broad and Hawthorne Streets. The area came to be called Brooklyn, after the soldiers from the New York City borough that camped here with the Fifth New York Regiment.

#### 4.9.1.13.6 Barberville

Across the North Oconee River to the north of the Central Business District, are the Grace Street, Ruth Street, and Madison Heights neighborhoods. The land rises steeply from the river for some distance to a crest at the edge of the old Athens city limits. This area near the crest of the hill was once known as Barberville. Some older structures, often greatly altered or in poor condition, are located along the river. A few well-kept Victorian era and Turn-of-the-century dwellings are grouped along North Avenue, the principal north-south thoroughfare for the area. Most of these older dwellings are interspersed with trailer parks and contemporary developments. The historical integrity of the entire area has, unfortunately, been largely lost. Beyond Barberville, North Avenue becomes the Ila and Old Danielsville Road. Commercial structures line much of this highway and radiating subdivisions now dot the rolling, once largely agricultural, countryside.

#### 4.9.1.13.7 East Athens and Carr's Hill

To the east of the Central Business District and University of Georgia, across the North Oconee River, lie the East Athens and Carr's Hill neighborhoods, situated to the north and south of Oak Street, respectively. East Athens is characterized by small dwellings and neighborhood businesses which serve the low and moderate income families of the area. The section was settled early, but subsequent development of private and public housing and alterations to existing structures have destroyed, to a large extent, its historic character. The Chicopee Mills complex, an industrial plant with original structures dating from the Civil War, is situated near the banks of the Oconee River at Broad Street, and is the dominant historic structure in the area. The complex has been renovated and is now used by the University of Georgia.

## 4.9.2 Historic Resource Surveys

Due to the concurrent and continuous nature of surveys, the following survey review encompasses all known survey efforts, evaluated through surviving survey reports, documentation results, and final products. The depository for documentation materials and the final product of each survey conclude each reference. A portfolio of all accessible survey reports resides in the Athens-Clarke County Planning Department.

### 4.9.2.1 Historic American Buildings Survey (1935 to the Present) and Historic American Engineering Record (1969 to the Present)

In 1933, HABS/HAER began as an emergency funding project within the National Park Service and, in 1935, it became a cooperative effort between the National Park Service, the American Institute of Architects and the Library of Congress. Within the Athens-Clarke County vicinity, the selective survey documented one monument and thirty-two buildings, including five demolished structures and one relocated structure.

**Table 11: HABS / HAER Documented Buildings and Structures in Athens-Clarke County, Georgia**

HABS	
1	1234 Lumpkins Street (House)
2	225 Milledge Avenue (House)
3	897 Milledge Avenue (House)
4	Camak House, 279 Meigs Street
5	Charles Hayes House, 1720 South Lumpkin Street
6	Cobb Institute, Girls' Dormitory, 220 North Milledge Avenue
7	Dearing House
8	First Presbyterian Church
9	General R. D. B. Taylor House, 634 Prince Avenue
10	Golding-Gerdine House, 129 Dougherty Street
11	Grant-Hill-White-Bradshaw House, 570 Prince Avenue
12	H. C. White House, 327 South Milledge Avenue
13	Hamilton-Hunnicut House, 325 Milledge Avenue
14	Hodgson House, 87 Oconee Street
15	Hotel, 480 Broad Street
16	James Sledge House, 749 Cobb Street
17	Joseph Henry Lumpkin House, 248 Prince Street
18	Lyle House, 320 Lumpkin Street

<b>HABS</b>	
19	Merk House, 735 Prince Avenue
20	Nicholson House, 224 Thomas Street
21	Parr House, 227 Bloomfield Street
22	Reed House, 185 Hull Street
23	Ross Crane House, Pulaski & Washington Streets
24	Stevens Thomas House, 347 Hancock Street (moved from Pulaski Street)
25	T. R. R. Cobb House, 194 Prince Avenue
26	Tallassee Shoals Hydroelectric Facility, Middle Oconee River
27	Taylor Monument, Oconee Hills Cemetery
28	Thomas-Carithers House, 530 Milledge Avenue
29	University of Georgia Chapel
30	University of Georgia Phi Kappa Hall, Broad & Jackson Streets
31	University of Georgia, Demosthenian Hall
32	Upson House, 1000 Prince Avenue
<b>HAER</b>	
	Tallassee Shoals Hydroelectric Facility, Middle Oconee River

The HAER program, established in 1969, concentrated on engineering resources such as bridges and dams and documented no resources within Athens-Clarke County. Survey efforts compiled archival materials such as black and white photographs, information data sheets, and architectural measured drawings. The Library of Congress files the records, which are also published within The Georgia Catalog: Historic American Buildings Survey. The Heritage Room of the Athens-Clarke County Library has secured microfilm copies of these records.

#### 4.9.2.2 Athens-Clarke Heritage Foundation House Survey (1967)

In 1967 the Athens-Clarke Heritage Foundation (ACHF), a citizen non-profit organization, conducted an initial survey of the Athens area. The Athens-Clarke Heritage Foundation House Survey sought to provide a convenient source of written and photographic information on buildings constructed in Athens before 1900. This selective survey documented 797 resources along streets in existence in the 19th century, utilizing Charles Morton Strahan's 1893 "Map of Athens, Georgia" and excluding smaller buildings of similar or identical appearance to other survey sites. Although it emphasized dwellings, the survey also included commercial and institutional resources. Field research yielded a black and white photograph attached to an individual data sheet, which supplied reconnaissance level information regarding

ownership, use, architect/builder, value, exterior appearance, date of construction, style, physical condition, and an evaluation of significance. The survey summary, data sheets, photographs, and negatives are kept in the Hargrett Rare Book and Manuscript Library, University of Georgia Libraries.

#### *Historic Structures Survey: Clarke County, Georgia (1975)*

While employed by the Historic Preservation Division<sup>5</sup> of the Georgia Department of Natural Resources, Patricia Irwin Cooper conducted the Historic Structures Survey: Clarke County, Georgia in 1975. This survey effort identified resources within the city limits of Athens and Winterville and several sites in the unincorporated sections of Clarke County. The endeavor documented 229 buildings, including 156 in Athens, 15 in Winterville, and 58 in Clarke County. The survey was selective with minimum documentation: field research produced a color slide and an information form for each resource. The survey form contained categories such as the site's original owner, style, facade material, outbuildings, plan, alterations, condition and significance; historical accounts and personal insights from current owners supplemented these categories. The survey report compiled a list of Athens-Clarke County's oldest sites, a list of endangered resources, and a list of sites and districts potentially eligible for nomination to the National Register. The Historic Preservation Division of the Georgia Department of Natural Resources received the original survey report, slides, and forms; the Northeast Georgia Regional Development Center and the Athens-Clarke County Planning Department retained copies of the forms.

#### *4.9.2.3 Athens-Clarke Heritage Foundation & HPD Grant-Funded Survey (c.1977-1985)*

In the late 70s and early 80s, Athens-Clarke Heritage Foundation, as recipient of matching grant funds from the Historic Preservation Section<sup>6</sup> of the Department of Natural Resources, contracted separately with two preservation consultants, David Brown and Dale Jaeger, to survey historic areas of Athens and prepare nominations to the National Register. District listings resulting from this work were: Downtown Athens (1978), Cobbham (1978), Bloomfield (1985), Boulevard (1978), Boulevard (1985), Milledge Avenue (1985), Milledge Circle (1985), Woodlawn (1987), Reese Street (1987), Oglethorpe Avenue (1987), and West Hancock (1988).

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<sup>6</sup> Historic Preservation Division of the Georgia Department of Natural Resources, previously known as the Office of Historic Preservation and the Historic Preservation Section.



#### 4.9.2.4 City of Athens Historic Resource Survey (1988-1989)

Receiving a Certified Local Government (CLG) matching grant for \$7000 in 1988, the City of Athens instigated a comprehensive and intensive Historic Resources Survey. The project assessed 1,422 sites, comprised of commercial, residential, and institutional properties within the city limits of Athens. Although originally intended to document the existing fifteen National Register listings and four districts, the survey completed the individual properties and only one of the districts. In 1989 an additional \$6000 matching grant enabled the continuation of survey efforts in the three remaining districts and the development of a design guidelines brochure. Surveyors recorded information upon the Georgia Historic Resource Form and attached contact prints and photographs. Information relating to the current owner, site description and plan, historical context/significance, and Universal Transverse Mercator (UTM) reference was omitted to expedite the survey. Accurate architectural descriptions with professional terminology provided detailed information for each resource, cross-referenced to tax map numbers. The Athens-Clarke County Planning Department forwarded duplicates to the State Historic Preservation Office and retained the original forms, field maps, and negatives.

#### 4.9.2.5 State-Owned Historic Property Survey (1992)

In 1992 the Historic Preservation Division of the Georgia Department of Natural Resources and the Georgia Trust for Historic Preservation co-sponsored the State-Owned Historic Property Survey, financed by the Governor's discretionary fund. Seeking to identify and document all resources owned or leased by the State of Georgia that were constructed in 1942 or earlier, this survey incorporated buildings, structures, sites, objects, and landscape features and omitted prehistoric sites and highway bridges. The Athens-Clarke County area possessed 85 of the 1175 historic resources identified within this comprehensive state-wide survey. The consultant intensively documented the resources upon the Georgia Historic Resources Form and utilized secondary resources. The Historic Preservation Division completed database entry and forwarded to the Athens-Clarke County Planning Department copies of the survey forms and a copy of the published report *Held in Trust: Historic Buildings Owned by the State of Georgia*.

#### 4.9.2.6 Winterville Historic Resource Survey (1993)

As a preliminary step in a community-wide preservation planning initiative, Constance Malone, a private preservation consultant, conducted the Winterville Historic Resource Survey. The survey was sponsored by the Winterville Historic Preservation Committee and the City of Winterville, and funded through the Georgia Department of Natural Resources' Historic Preservation Division. The intensive and comprehensive survey identified 83 properties in Winterville's city limits, which is within Clarke County but not within the jurisdiction of the Athens-Clarke County Historic Preservation Commission. Documenting all properties identified as 50 years or older regardless of physical condition or integrity, the field survey yielded black and white photographs and contact prints which were attached to the Georgia Historic Resource Forms. The survey report included a breakdown of buildings by architectural style, building type, and exterior materials and a recommendation of a multiple resource National Register nomination for one district and an individual property.

#### 4.9.2.7 Assessment of Winterville's Inventory of Historic Resources

This survey document assesses the collective condition of Winterville's historic resources, and identifies possible next steps and sources of support for future preservation efforts. With rare exception, the historic structural resources of the City of Winterville are in fair to excellent condition, and are threatened only by the financial concerns of individual property owners. The vast majority of these resources are residential structures. Due to its role as a "bedroom community" for Athens-Clarke County, the overwhelming residential character of the city is likely to continue in the future. It should also be noted that the landscape and surroundings should be given as much attention as the structures in order to maintain Winterville's character as a small, rural community.

There are only a few commercial buildings of historic or architectural significance in Winterville. This is due in large part to the fact that there has been, and continues to be, relatively little commercial activity in Winterville. Historically, Winterville's commercial success was as a railroad town. However, with the advent of automobile transport and the diminishing use of rail passenger traffic through Winterville, the commercial growth of the town stalled. This lack of commercial development pressure has been instrumental, however, in preserving the structures that were built prior to the early years of the 20<sup>th</sup> century. In recent years, Winterville has been successful in adaptively reusing some of its commercial buildings, such as the use of the Winterville Railroad Depot as a community center and the use of the former Winterville Bank building as a residence. The old general store and the mechanic's garage remain vacant, however, and need attention.

By including these commercial structures, as well as the historic residential buildings, in a National Register District, financial incentives and programs would become available for these property owners to take advantage of and complete the stabilization of these valuable historic resources. In addition to commissioning this study, Winterville City Council has also taken a significant step by establishing the Winterville Historic Preservation Commission. Once the district or its contributing structures are also designated locally, this commission will work to protect the resources and pursue options for their continued maintenance.

#### 4.9.2.8 Prince-Dougherty Corridor Study (1993)

Through another Certified Local Government (CLG) matching grant, the Athens-Clarke County Planning Department conducted the Prince-Dougherty Corridor Study in 1993. The basis of the study was an intensive and comprehensive survey, which evaluated the visual aspects and evolutionary character of this major traffic corridor. The study documented 171 historic and non-historic properties along Prince Avenue and Dougherty Street. The North Athens Perimeter, which intersects the western end of Prince and the eastern end of Dougherty, served as a boundary; excluding two large, non-historic complexes at either end of the corridor. An extensive field survey compiled a comprehensive building inventory and produced individual Georgia Historic Resources Forms with black and white photographs attached and UTM references omitted. Research efforts supplemented these forms with copies of historic photographs of existing or former buildings. The Athens-Clarke County Planning Department retained all originals and negatives and published the Prince-Dougherty Corridor Study to aid future planning efforts and to serve as a model study for traffic corridors.

#### 4.9.2.9 Comprehensive Plan Windshield Survey (1993)

The Athens-Clarke County Planning Department initiated the Comprehensive Plan Windshield Survey in 1993 to provide location and preliminary information on concentrations of historic resources. Neither comprehensive nor intensive, the survey included buildings constructed before 1932, except those owned by State or Federal Governments and those of significantly reduced integrity. Survey efforts noted landmarks and resources of outstanding quality and significance not previously surveyed. Although field survey identified all historic resources within the accessible, non-incorporated regions of the county, surveyors recorded only representative buildings within the city limits and residential neighborhoods. The survey produced

color slides and used an abbreviated survey form, comprised of information regarding name, location, style, date of construction, and a preliminary determination of National Register eligibility. Assessing architectural styles, building types, dates of construction and median age of housing, the information resulted in the Historic Resources Element of the Athens-Clarke County Comprehensive Plan (July 1994), and the Athens-Clarke County Planning Department retained the forms and slides.

#### 4.9.2.10 Preservation Planning Survey (1995)

Guided by the Athens-Clarke County Historic Preservation Commission, a team of preservation graduate students from the University of Georgia implemented a Preservation Planning Survey in 1995. With the intention of creating a methodology for future surveys, the study developed a format and applied it to four preselected, residential areas. Comprehensive and intensive, this endeavor focused on buildings of integrity constructed prior to 1940 and documented 783 historic resources; comprehensive but reconnaissance survey efforts covered two more areas. The team adapted a field survey form for clarity and speed, generated Georgia Historic Resource Forms and included contact prints. The Athens-Clarke County Planning Department received forms and negatives and a copy of the Athens Preservation Planning Study.

#### 4.9.2.11 New Town, Lickskillet, Barrow/Pulaski Neighborhood Survey (1998)

This survey was conducted as part of an overall revitalization strategic plan for this area immediately north of downtown Athens and east of the Boulevard Historic District. The survey was completed by second-year Masters of Historic Preservation students from the University of Georgia in February 1998. Field survey forms, maps and photographs for the subject properties were prepared and are available from the Athens-Clarke County Planning Department.

In addition to the aforementioned surveys, individual sites and specific areas are often the subject of survey efforts during the course of the local designation process, National Register nominations, and Certificates of Appropriateness and Section 106 reviews. Athens-Clarke County's Historic Preservation Planner and planning interns regularly complete specialized surveys requested by the Historic Preservation Commission. Recently, these have included the Hull Street area, the Cloverhurst area, and four individual dwellings of significance. Property owners and developers, seeking financial incentives, document their properties; the Puritan Mill complex serves as a recent example. Non-profit organizations, academic institutions, and government agencies

sponsor research and surveys of historic sites as well. In addition, graduate students with the Masters of Historic Preservation program annually produce planning and preservation studies.

#### 4.9.2.12 Downtown Athens Athens-Clarke Heritage Foundation Survey (2003)

This survey was conducted as preliminary research in preparation for an amendment to expand the existing Downtown National Register Historic District and in part, toward an effort to locally designate downtown. Areas surveyed include all properties within the original National Register District to record properties toward an updated period of significance and for all properties zoned C-D (Commercial Downtown), toward an expansion of National Register boundaries. The survey was completed by preservation consultant, John Kissane, and funded by the Athens-Clarke Heritage Foundation. Field survey forms, maps and photographs for the subject properties were prepared and are available at the Athens-Clarke Heritage Foundation.

### **4.9.3 Designation of Historic Resources in Athens-Clarke County**

Once historic resources have been identified through surveying and evaluated regarding their age and historic structural integrity, the next step is to determine which properties are eligible for designation. The designation process involves in-depth research regarding the historic resource or resources. From this research, it is determined whether the resource(s) possess national, state, or local historical significance.

#### 4.9.3.1 National Register of Historic Places

The National Register of Historic Places is the official list of the nation's historic and cultural resources worthy of preservation. The National Register was authorized by the National Historic Preservation Act of 1966 and is part of the national effort to identify, evaluate, and protect our architectural and archaeological resources. The program is administered by the National Park Service under the Secretary of the Interior. Properties listed in the National Register include buildings, structures, sites, objects, and districts significant in American history, architecture, archaeology, engineering, and culture.

Benefits of National Register listing include the following:

- Recognition that a property is of significance to the nation, state, or community.
- Consideration in the planning for federally assisted projects, including review by the Advisory Council on Historic Preservation under Section 106 of the National Historic Preservation Act of 1966.
- Eligibility for certain federal tax benefits, such as the investment tax credit for rehabilitation of income-producing buildings and the charitable deductions for donations of easements.
- Qualification for federal preservation grant consideration when funding is available.

To be listed in the National Register, a property must meet the National Register criteria for evaluation. Basic criteria for consideration require that a property be old enough to be considered historic (generally at least 50 years old) and that the majority of its defining characteristics remain intact. In addition, the property must (a) be associated with events, activities, or developments that were important in the past; or (b) be associated with the lives of people who were important in the past; or (c) be significant in the areas of architectural history, landscape history, or engineering; or (d) have the ability to yield information through archaeological investigation that would answer questions about our past.

National Register listing does not place obligations or restrictions on the use of an individual property. National Register listing is not the same as local historic district zoning or local landmark designation that protects listed properties with design review and other regulatory measures. Properties listed in, or eligible for, the National Register are only subject to an environmental review for projects using federal funds – regardless of the amount. National Register listing does not encourage public acquisition of or access to property.

In the state of Georgia, the Historic Preservation Division (HPD), under the Department of Natural Resources, administers the National Register program. For individual properties, a “Historic Property Information Form” is completed and submitted by an applicant. For historic areas or districts, a “Historic District Information Form” is used. Both forms are available from the HPD, the Athens-Clarke County preservation planner, and the preservation planner at the Northeast Georgia Regional Development Center. Owners of properties interested in listing a historic resource in the National Register should first contact one of these agencies for further information and assistance.

Historic resources (i.e. buildings, structures, sites, objects, and districts) listed in or eligible for National Register listing fall under Section 106 of the National Historic Preservation Act (NHPA), as amended, for environmental review if they are “federally assisted” and considered an “undertaking.” An “undertaking” means a project, activity, or program funded in whole or in part under the direct or indirect jurisdiction of a Federal agency, including: a) those carried out by or on behalf of the agency; b) those carried out with Federal financial assistance; c) those requiring a Federal permit, license, or approval; and d) those subject to State or local regulation administered pursuant to a delegation or approval by a Federal agency. [16 U.S.C. 470w(7)]. The following is a working definition of “undertaking”:

An undertaking means any project, activity, or program that can result in changes in the character or use of historic properties, if any such historic properties are located in the area of potential effect. The project, activity, or program must be under the direct or indirect jurisdiction of a Federal agency or licensed or assisted by a Federal agency. Undertakings include new and continuing projects, activities, or programs and any of their elements not previously considered under Section 106. [36CFR § 800.2(o)]

Agencies, organizations, and property owners in Athens-Clarke County that are involved in an undertaking should follow Section 106 review procedures and contact either the local or regional preservation planner, or the Historic Preservation Division (HPD), for further information.

#### 4.9.3.2 Georgia Register of Historic Places

Established in 1989, the Georgia Register of Historic Places is the state’s companion to the National Register of Historic Places. Modeled closely after the National Register, the Georgia Register is Georgia’s official statewide list of historic properties worthy of being preserved. Properties listed in the National Register are automatically listed in the Georgia Register.

#### 4.9.3.3 Local Designation

Under the provisions of the Georgia Historic Preservation Act of 1980, local governments can pass historic preservation ordinances to specify procedures for designating historic properties within their jurisdictions.

The City of Athens passed their preservation ordinance in 1986. The ordinance provided for the appointment of an Historic Preservation Commission to review and

recommend historic properties and resources for local designation by the Athens-Clarke County Mayor and Chair and Commission, as well to recommend resources to be considered for listing in the National and Georgia Registers. Following unification with the Clarke County government in 1991, the preservation ordinance applied to all of Clarke County, excluding the City of Winterville.

Athens-Clarke County presently has a total of sixteen (16) designated historic districts, nine (9) of which are both locally designated and listed in the National and/or State Registers, while nine (9) districts have received National and State Register listing only. In addition to the designated districts, a total of fifty-four (54) individual properties have been locally designated and/or listed in the National and State Registers. Twenty-one (21) individual properties have been listed both locally and at the State and National levels. Eighteen (18) properties have received local designation only, fifteen (15) properties have been listed in the State and National Registers only, and the Tree That Owns Itself received local designation in 1988. Also, eighteen properties in Athens-Clarke County have been documented as part of the Historic American Buildings Survey (HABS). However, two of these properties have since been razed or removed.

**Table 12: Properties Listed in the Georgia and National Registers of Historic Places**

Name	National Register	Locally Designated	HABS
Anderson Cottage		1994	
Athens Factory	1980		
Athens High and Industrial School		1988	
Athens Manufacturing Company (Whitehall Mill)	2002	2002	
Barrow School		1991	
Bishop House	1976		
Bloomfield Street Historic District	1985	1988	
Bobbin Mill Works		1990	
Coca-Cola Bottling Plant (Bottleworks)	2006	2002	



Name	National Register	Locally Designated	HABS
Boulevard Historic District	1985	1988	
Brightwell Shotgun Row <i>(locally designated as part of the Boulevard Historic District)</i>	2001	1988	
Buena Vista Historic District	1999		
Camak House	1975	1990	YES
Chase Street School		1991	
Chase-Albion House	1974		
Chestnut Grove School	1984	1998	
Church-Waddel-Brumby House	1975	1988	
Clarke County Courthouse		1991	
Clarke County Jail	1980	1991	
West Cloverhurst-Springdale Historic District	pending	1998 (in part)	
Cobb Institute	1972		YES
Cobb-Treanor House	1979		YES
Cobbham Historic District	1978	1988	
Crane-Ross House	1979	1991	YES
A.P. Dearing House (a.k.a. Albin P. Dearing House)	1979	1991	YES
Dearing Street Historic District	1975	1998 (Part)	
Downtown Athens Historic District	1978		
F.M. Coker Building		1998	
Firehall No. 2		1990	
First African Methodist Episcopal Church	1980	1998	
Franklin House	1974	1990	YES
Garden Club of Georgia House	1972		
Georgian Hotel		1991	

Name	National Register	Locally Designated	HABS
Gospel Pilgrim Cemetery	2006	1988	
Henry W. Grady House	1976		
Dr. James S. Hamilton House	1979	1990	
Hamilton-Williams House		1998	
West Hancock Historic District	1988		
Henderson Avenue Historic District <i>(listed on the National Register as part of Dearing Street Historic District)</i>	1975	1999	
Hiram House		1998	
Hodgson House		1991	
Homewood		1991	
Hoyt Street Station		1988	
Gov. Wilson Lumpkin House	1972		
Joseph Henry Lumpkin House	1975		YES
South Milledge Avenue Historic District	1985		
Milledge Circle Historic District	1985		
Morton Theatre Building	1979	1988	
Newton House	2002	1998	
Old North Campus	1972		
Parr House	1982		YES
Parrott Insurance Building	1977		YES
Phinzy-Segrest House		1991	
Presbyterian Manse	1974	1988	YES
Reese Street Historic District	1987		
Rocksprings Shotgun Row Historic District	1996	2000	
Scudder-Lewis House		1994	
James A. Sledge House	1974		YES
R.P. Sorrells House	1992		

Name	National Register	Locally Designated	HABS
Susan Building		1988	
Taylor-Grady House	1976	1988	YES
Thomas House	1985	1991	YES
Thomas-Carithers House	1979	1991	YES
Tree That Owns Itself		1988	
UGA President's House	1972		YES
Upson House	1973	1988	YES
Ware-Lyndon House	1976	1988	
Warehouse Historic District	1988		
Whitehall	1979		
Wilkins House	1970	1991	
Winterville Historic District	2001		
Woodlawn Historic District	1987	1988	

4.9.3.3.1 Potential Designations

A number of historic properties in Athens-Clarke County have been listed in the National and Georgia Registers of Historic Places, but have yet to receive local designation. In addition to these properties, numerous historic districts have been surveyed throughout the county, but have not yet received designation at any level.

Table 13: Short-list of Properties Eligible for the National Register and/or Local Designation lists those properties that have been surveyed, are identified as eligible for the National Register or have been listed in the National Register, and have yet to be designated locally.

**Table 13: Short-list of Properties Eligible for the National Register and/or Local Designation**

Name	Location
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<b>Name</b>	<b>Location</b>
Athens Warehouse Historic District	Thomas, Hancock, & Mitchell Streets and Georgia RR.
Beech Haven	Off Broad St.
Billups Grove Schoolhouse	5700 Lexington Rd.
Buena Vista Heights Historic District	Park and Yonah Aves., Pound St., Boulevard and Nantahala.
Carr's Hill Historic District	Between Oconee St. and the N. Oconee River.
Civil War Armory	Waters St.
Coke Talmadge House	1275 Prince Ave.
Dearing Street Historic District in entirety	Dearing St.; Finley to Milledge
Downtown Athens Historic District	Athens Downtown
E.K. Lumpkin House	973 Prince Ave.
Emmanuel Episcopal Church	498 Prince Ave.
First Baptist Church of Athens (Pulaski)	135 & 115 Prince Ave.
First Christian Church	270 Dougherty St.
James White Jr. House	1084 Prince Ave.
Julius Talmadge House or C.G. Talmage House	1295 Prince Ave.
King Avenue Historic District	King Ave.; Prince Ave. to Broad St.
McNutt's Creek Battlesite	Puritan Road
Milledge Avenue Historic District	Milledge Avenue - Broad St. to Five Points
Milledge Circle Historic District	Area Southwest of Five Points
Mure-Newberry House	1055 Prince Ave.
Oconee Hill Cemetery	East of UGA between Georgia RR & N. Oconee R.
Oglethorpe Avenue Historic District	U.S.N. Supply Corps School, Oglethorpe and Normal Aves
Pulaski Street/Pulaski Heights Historic District	Pulaski Street between Prince Avenue and Cleveland Avenue
Puritan Cordage Mill and Mill Village	151 Puritan Rd.
R.P. Sorrells House	220 Prince Ave.
Reese Street Historic District	Between Broad, Harris, Meigs, and Finley

Name	Location
Rocksprings Historic District	433-447 Rocksprings
Sandy Creek Pump Station	No Address
Seaboard Coast Line RR Station	900 College Ave.
Saint Joseph's Catholic Church	134 Prince Ave.
West Hancock Historic District	Between Hill, Franklin, Broad/Hancock, and Plaza.
Whitehall Mill and Mill Village / Thomas Textiles	Whitehall Road
Wray-Nicholson House and Hull Street Historic District	200 Block of Hull St.

#### 4.9.4 Economic Benefits of Historic Preservation

The preservation of historic landmarks and districts has a measurable impact on the community. Athens-Clarke County is fortunate to retain so many of its historic neighborhoods and commercial areas, which most cities have lost and neo-traditional planners are attempting to recreate. Apart from the aesthetic benefits, the maintenance and retention of these resources affords heritage education opportunities. Heritage tourism continues to bring visitors who discover walking and driving tours and shop within the Athens' historic commercial downtown. Additional economic benefits of rehabilitation of existing buildings, as opposed to new construction, include the use of existing public services and the increase in property values for historic properties.

##### 4.9.4.1 Economic Benefits of Historic Preservation in Georgia: A Study of Three Communities: Athens, Rome, and Tifton (1996)

The project goal was to measure the effects of preservation efforts on local economies using the National Trust for Historic Preservation's research model, *The Economic Benefits of Preserving Community Character: A Practical Methodology*. The National Trust methodology calls for analysis of three types of economic activity: real estate activity, construction activity, and tourism. Information was gathered on both residential and commercial neighborhoods. Areas considered for the purpose of the study are located within districts listed in the National Register of Historic Places, or protected by a local preservation ordinance. For each designated historic neighborhood selected, a comparable non-designated historic area was chosen.

## Athens-Clarke County, Georgia

Approximately 600 properties, sampled from six of Athens’ local and national historic districts were examined. The study examined the comparative rate of property value increase between designated and non-designated areas. Construction data was gathered from building and electrical permits for these areas also. Finally, tourism data were collected from research provided to the state, and from historic sites in the Athens area.

**Table 14: Economics Study – Athens-Clarke County Sample Areas**

Boulevard	Designated - L/N
Woodlawn	Designated - L/N
Milledge Circle	Designated - N
West Hancock	Designated - N
Cloverhurst	Non-Designated at the time report was prepared
Pulaski Heights	Non-Designated
King	Non-Designated
Downtown (commercial)	Designated - N
<i>The sample area names were assigned for this study and do not represent actual district names. The term district is not applied to these areas because they represent only portions of designated districts.</i>	
<i>L - locally designated / N -nationally designated (National Register Historic Places)</i>	

### *Real Estate Activity:*

Assessment and sales figures for residences and businesses were collected and analyzed. These numbers were compared to neighborhoods of similar visual character but dissimilar preservation standing.

The study totals reveal a positive analysis of the benefits of preservation. Woodlawn outperformed its comparison group, Cloverhurst, by eight percentage points (61.33%-53.37%). Additionally, Milledge Circle surpassed its two control groups, with an increase of 50.63%. Assessment values in the King area increased at a rate of 21% and Pulaski Heights rose 30.49%. Boulevard, which compares to the non-designated Pulaski area, increased by 42.5%. West Hancock grew at a modest rate over the period, 4.5%. Thus, the assessment values of the designated properties out-pace their individual comparison districts in each case.

Real estate values in the downtown district grew greatly over the twenty-year span. The 187 property assessment values sampled from a four-block area adjacent to the

University increased at a rate of 65.46%. Since implementation of the Main Street Program in 1980, the district assessment values have risen at a rate of 41.03%.

*Construction:*

An examination of preservation-related construction activity demonstrates that this work can benefit the economy through the number of local construction, manufacturing, and sales jobs it creates. The number and dollar value of local rehabilitation projects in the community were assessed. Permit fee revenue stemming from construction and rehabilitation were also calculated. Additionally, tax incentives, enacted by local, state and federal governments, add to the benefits of rehabilitating designated structures. For example, home and business owners in Athens can benefit from the local tax abatement program. This incentive program provides an owner of a historic property an eight-year freeze on property tax assessments with an incremental increase to current fair market value during the ninth year.

Over the last nineteen years, the Athens-Clarke County Building Inspections Department's records show a much higher level of construction work in designated areas, both locally and nationally, than non-designated areas. The total number of projects in designated neighborhoods is 120, with a value of over \$1.4 million. In contrast, the non-designated neighborhoods engaged in one-third as many projects, with a total value of only \$370,000.

Also, the total permit fees collected are much higher in the designated areas, totaling \$10,285, compared to \$2,880 in non-designated areas. Reviewing county-wide participation in the state and federal tax incentive programs for rehabilitation, figures indicate that rehabilitation projects represent over a \$13 million reinvestment in the community from 1979 to 1996 (figure not adjusted for inflation).

Sales tax, resulting from historic rehabilitation, also demonstrates increased benefits of designation. From 1980 to 1995, neighborhoods with local and national designations each contributed over \$4,000 in sales tax. The non-designated areas brought in \$2,175. Downtown was by far the most active area, with over 175 projects totaling over \$7 million current dollars. Additionally, downtown rehabilitation brought nearly \$30,000 in building permit fees to the local economy. Downtown projects also generated the most temporary work. Over the last fifteen years, downtown rehabilitation produced 200 temporary jobs, over 13 positions each year. Rehabilitation in the commercial district has brought in nearly \$50,000 in sales tax over the last fifteen years. In addition

to jobs and dollars spent on such construction work, this activity generates considerable sales tax revenues for the community.

#### *Tourism:*

Numerous benefits to the community are afforded by visitors who are attracted by local historic tourism sites. The Davidson-Peterson Associates firm, which compiles tourism statistics for the state of Georgia, found that tourism brought over \$123 million to Athens-Clarke County in 1994, and over \$134 million in 1995. This nine percent growth rate represents an additional eleven million dollars spent within the Athens community.

The expenditures made by tourists while visiting an area represent new funds coming into the community. These funds are re-spent and result in additional benefits. The Athens Welcome Center, located in the Church-Brumby House, has approximately 20,000 visitors annually. The Junior League of Athens, which provides services at the Taylor-Grady House, reports that in the last year, their tours and events brought in over \$23,000.

#### *Summary of findings from Athens Case Study:*

In the sampled study areas, property assessment values show that designated districts, especially locally designated, have increased in value faster than their non-designated comparison areas. Downtown Athens has shown especially strong results. Both the Main Street Program and National Register listing have contributed greatly to this success. Construction data shows comparatively high levels of financial investment in designated areas. Additionally, the rehabilitation of these properties has contributed more temporary jobs, permit revenue and tax dollars to the community than have non-designated neighborhoods. Once again, the downtown has outperformed all other study areas. Numbers for tourism, in general, indicate growth in Athens. Overall, data gathered in accordance with the Trust methodology shows the significant fiscal impact of preservation.

#### 4.9.4.2 Other Related Economic Studies:

This study has also been published by the National Trust for Historic Preservation as part of their *Dollars & Sense of Historic Preservation* Series. Other studies in this series include titles such as *Virginia's Economy and Historic Preservation: The Impact of Preservation on Jobs, Business, and Community Development* by Donovan D. Rypkema, *The*



*Impacts of Historic District Designations in Washington D.C.* by Dennis Gale, as well as *The Economic Benefits of Preserving Community Character: A Practical Methodology*, by the Government Finance Research Center of the Government Finance Officers Association.

#### 4.9.4.2.1 Heritage and Cultural Tourism

A 1997 Travel Industry Association of America (TIA) survey found that 27%, or 53.6 million adults said they took at least one trip in the previous year that included a visit to a historic place or museum that was more than 50 miles from their home. In fact, the top five destinations for family travel in 1998 were: historic sites (41%); city (40%); ocean/beach (36%); lake (34%); family reunion (34%).<sup>7</sup> Also, 33 million U.S. adults attended a cultural event such as a theater, arts, or music festival. Cultural and historic travelers spend more, stay in hotels more often, visit more destinations, and are twice as likely to travel for entertainment purposes than other travelers. The same TIA study found that the South Atlantic region of the U.S. is the most popular destination region for historic/cultural travelers, accounting for 24% of all historic/cultural trips nationwide.

Heritage tourism in Athens-Clarke County draws heavily from the thousands of visitors and students attracted by Athens' cultural amenities, the University of Georgia, and travelers passing through Athens from the surrounding region and Metro Atlanta. Attractions within Clarke County that involve and /or are related to historic preservation include:

- The Classic Center & Foundry Street Warehouses
- The Morton Theatre
- The Athens Welcome Center, located in the Church-Waddel-Brumby House
- The Taylor-Grady House
- University of Georgia North Campus
- U.S. Navy Supply Corps Museum
- Travelers on the Antebellum Trail

Several current projects have also been initiated that will add heritage tourism destinations to Athens-Clarke County. Some of these include the Arnocroft House, the Heritage Trail/North Oconee River Greenway, the Lyndon House Arts Center and the

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<sup>7</sup>Source: Travel Industry Association of America

Wray-Nicholson House project, both of which have been funded in part by Special Local Option Sales Tax (SPLOST) funds.

#### **4.9.5 Preservation Programs and Incentives**

Recognizing the benefits of historic preservation, federal, state, and local government support and encourage preservation efforts by offering financial incentives. In addition to the incentives discussed below, preservationists have been able to take advantage of low-interest loan programs, grants-in-aid, revolving funds, and other legislation to preserve and restore Athens-Clarke County's historic resources. These programs are administered at the national, state, and local levels, and a number of them have been profiled within this section.

##### 4.9.5.1 National Preservation Programs and Incentives

###### 4.9.5.1.1 Rehabilitation Investment Tax Credit (RITC)

RITC's are the most widely used preservation incentive program. Certain expenses incurred in connection with rehabilitating an old building are eligible for a tax credit. RITC's are available to owners and certain long-term renters of income-producing properties. There are two available rates: 20% for a historic building and 10% for a non-historic building, with different qualifying criteria for each rate.

To be eligible for this incentive, a property must be listed in the National Register of Historic Places, and the rehabilitation project must meet the substantial rehabilitation test, where the amount of the rehabilitation is greater than the adjusted value of the building and at least \$5,000. The property must be used for an income-producing purposes for at least five years, and generally, the work must meet rehabilitation standards and be completed within two years.

To qualify for this incentive, owners must have certification of both the historic structure and the completed rehabilitation. A two-part application is available from the State Historic Preservation Office (Historic Preservation Division).

###### 4.9.5.1.2 Charitable Contribution Deduction

The charitable contribution deduction is taken in the form of a conservation easement and enables the owner of a "certified historic structure" to receive a one-time tax deduction. A conservation easement usually involves the preservation of a building's

facade by restricting the right to alter its appearance. Qualified professionals should be consulted on the matters of easement valuations and the tax consequences of their donation.

To be eligible for this deduction, the property must be listed in the National Register, either individually or as a contributing building within a historic district. Buildings listed individually are automatically designated as certified historic structures. Buildings within National Register historic districts must have the Part 1 application reviewed by the SHPO and certified by the National Park Service.

State and local receiving agencies that take part in this program include the Georgia Trust for Historic Preservation and the Athens-Clarke Heritage Foundation.

For more information, contact:

*Historic Preservation Division  
Georgia Dept. of Natural Resources  
500 The Healey Building  
57 Forsyth Street, NW  
Atlanta, Georgia 30303  
(404) 651-5181 or (404) 656-2840.*

#### 4.9.5.2 Georgia Preservation Programs and Incentives

##### 4.9.5.2.1 Rehabilitated Historic Property Tax Assessment Freeze Program

The law provides an owner of historic property, which has undergone substantial rehabilitation, an eight-year freeze on property tax assessments. For the ninth year, the assessment increases by 50% of the difference between the recorded first year value and the current fair market value. In the tenth and following years, the tax assessment will then be based on the current fair market value. This preferential assessment includes the rehabilitated building, and not more than two acres of real property surrounding the building.

To be eligible, the property must be listed or qualify for listing in the Georgia Register of Historic Places and/or the National Register of Historic Places, either individually, or as a contributing building within a historic district. Also, rehabilitation work must meet rehabilitation standards established by the Secretary of the Interior, and must be completed within two years.

Requirements for the preferential assessment dictate that the rehabilitation project meet a substantial rehabilitation test, with matters of valuation determined by the County Tax Assessor.

If the property is:

- Residential (owner-occupied residential property) -rehabilitation must increase the fair market value of the building by at least 50%
- Mixed-Use (primarily residential and partially income-producing property) - rehabilitation must increase the fair market value of the building by at least 75%.
- Commercial and Professional Use (income-producing property) - rehabilitation must increase the fair market value of the building by at least 100%.

#### 4.9.5.2.2 Rehabilitated Historic Property State Income Tax Credit Program

The state law, adopted in 2002, provides the owner of a historic home, which has undergone substantial rehabilitation, the opportunity to take 10% of the rehabilitation expenditures as a state income tax credit up to \$5000. If a home is located in a target area, as identified in O.C.G.A. Section 48-7-29.8, the credit may be equal to 15% of rehabilitation expenditures up to \$5000, and for any other certified structure, the credit may be equal to 20% of rehabilitation expenditures up to \$5000.

To be eligible, the property must be eligible for or listed in the Georgia Register of Historic Places. Also, rehabilitation work must meet rehabilitation standards established by the Secretary of the Interior, and must be completed within two years. At least 5% of the qualified rehabilitation expenditures must be allocated to work completed to the exterior of the structure.

Every project must meet the substantial rehabilitation test and the applicant must certify to the Department of Natural Resources that this test has been met. The substantial rehabilitation test is met when the qualified rehabilitation expenses exceed the following amounts:

- For a historic home used as a principal residence, the lesser of \$25,000 or 50% of the adjusted basis of the building
- For a historic home used as a principal residence in a target area, \$5,000
- For any other certified historic structure, the greater of \$5,000 or the adjusted basis of the building.

#### 4.9.5.2.3 Georgia Heritage Grants

Initiated during the 1994 Session of the Georgia General Assembly, these grants provide funding for the preservation of historic properties in Georgia. Since that time, the Georgia Heritage Grants, administered through the Historic Preservation Division, have provided seed money for the preservation of historic properties and archaeological sites throughout the state. The Program offers matching funds on a statewide competitive basis to local governments and nonprofit organizations for the preservation of Georgia Register-eligible historic properties. For further information or to be put on a list to receive an application, contact: Cherie Bennett, Grants Coordinator, Historic Preservation Division, Department of Natural Resources at [cherie\\_bennett@dnr.state.ga.us](mailto:cherie_bennett@dnr.state.ga.us) or call at 404/651-5181 or go to <http://www.gashpo.org/>.

#### 4.9.5.2.4 Historic Preservation Fund Grant

The Historic Preservation Fund grant program is appropriated annually by the US Congress through the National Park Service to the state historic preservation offices. The 60/40 matching grants enable Certified Local Governments to undertake projects that aid in the preservation of historic properties, such as historic resource or archaeological surveys, National Register nominations, planning projects, or information and education projects. For further information, contact: Cherie Bennett, Grants Coordinator, Historic Preservation Division, Department of Natural Resources at [cherie\\_bennett@dnr.state.ga.us](mailto:cherie_bennett@dnr.state.ga.us) or call at 404/651-5181 or go to <http://www.gashpo.org/>.

#### 4.9.5.2.5 Governor's Discretionary Fund

Administered by the Office of the Governor, State of Georgia, the Governor's Discretionary Fund provides funding for special needs or special situations that are not necessarily covered by other state programs. Incorporated municipalities, counties, and authorities are eligible to apply. For more information, contact the Office of the Governor, 404-656-1776.

#### 4.9.5.2.6 OneGeorgia Authority Grants

The OneGeorgia Authority is a new tool created by the Governor and the Georgia General Assembly to help bridge the economic divide in Georgia. The Authority will channel one third of the state's tobacco settlement to economic development projects for Tier 1 and 2 counties and in certain instances, Tier 3 counties. Flexible assistance will be

provided in the form of loan and grants to support local and regional economic development strategies. While the authority will support traditional economic development projects, it will also support innovative solutions to local and regional challenges. For more information, go to [www.onegeorgia.org](http://www.onegeorgia.org)

#### 4.9.5.2.7 Historic Resource Survey Funding

Funding is available each year to conduct historic resource surveys to document Georgias historic resources. Priorities for projects are development pressure, lack of or incomplete existing survey, and direct links to other preservation or planning activities. Countywide surveys are emphasized, but surveys of communities and surveys with broad regional or statewide benefits are also eligible. These surveys do not require matching funds, but sponsoring groups are encouraged to raise local money or in-kind contributions. For more information, contact Kenneth Gibbs, Survey Coordinator, Historic Preservation Division, Department of Natural Resources at [Kenneth\\_gibbs@dnr.state.ga.us](mailto:Kenneth_gibbs@dnr.state.ga.us) or call at 404-651-6432.

#### 4.9.5.2.8 Georgia Historical Records Advisory Board:

The Historic Records Grant Program is designed to promote preservation of and access to historical documents and the use of technology in Georgia's repositories and local government offices. Projects may include but are not limited to inventories of collections, establishment of records management programs, arrangement and description of materials, microfilming or using information technology to provide for the management and long-term accessibility of records. For an application contact: Anne Smith, Georgia Department of Archives and History at 404-657-4530 or visit, [www.sos.state.ga.us/archives/ghrab/grants/grants.htm](http://www.sos.state.ga.us/archives/ghrab/grants/grants.htm)

#### 4.9.5.2.9 Georgia Humanities Council

The Georgia Humanities Council provides support for educational programs which are developed and carried out in local communities. The Council provides grants in varying amounts to nonprofit organizations, including museums, libraries, historical societies, community groups, schools, government agencies, and universities to support public programs in many formats in communities across Georgia. Grants include Teacher Enrichment Grants, Conference Grants, Public Program Grants, Special Program Grants, and Planning/Consultant Grants. For more information, visit [www.georgiahumanities.org](http://www.georgiahumanities.org)

#### 4.9.5.2.10 Historic Landscape and Garden Grant Program:

The Garden Club of Georgia offers this 50/50 matching grant program for historic gardens owned by public, nonprofit organizations. Eligible activities must relate directly to the physical improvement of the landscape or garden. Eligible activities for funding include restoration of designed landscape and gardens, historic landscape/garden restoration plans, or cultural landscape reports. There is a \$3,000 maximum per grant. For more information, contact The Garden Club of Georgia, Inc.'s State Headquarters at 706-227-5369 or download grant guidelines and grant application form at [www.uga.edu/gardenclub/Grants.html](http://www.uga.edu/gardenclub/Grants.html)

#### 4.9.5.2.11 TEA-21/Transportation Equity Act for the 21st Century

This reimbursement program is sponsored by the Federal Highway Administration and administered by the Georgia Department of Transportation. The objective is to provide funds for transportation-related projects enhancements, such as pedestrian and bicycle facilities; safety and educational activities for pedestrians and bicyclists; acquisition of scenic easements and historic sites; scenic or historical highway programs (including the provision of tourist and welcome center facilities); landscaping or other scenic beautification; historic preservation; rehabilitation and operation of historic transportation buildings, structures and facilities; preservation of abandoned railway corridors; control and removal of outdoor advertising; archaeological planning and research; environmental mitigation to address water pollution due to highway runoff or reduce vehicle-caused wildlife mortality while maintaining habitat connectivity; establishment of transportation museums. State and local government agencies are eligible to apply. Grants are matching grants (20% local, 80% federal) with a \$1,000,000 maximum. For more information, contact Ronda Britt at 404-657-6914 or email her at [ronda.britt@dot.state.ga.us](mailto:ronda.britt@dot.state.ga.us) or visit <http://www.dot.state.ga.us/dot/plan-prog/planning/projects/te/index.shtml>

#### 4.9.5.2.12 Georgia Cities Foundation

Established in 1999, the Georgia Cities Foundation (GCF) is a nonprofit subsidiary of the Georgia Municipal Authority. The GCF's mission is to assist communities in their efforts to revitalize and enhance downtown areas by serving as a partner and facilitator in the funding of downtown capital projects in Georgia through their revolving loan program. The program provides low-interest loans to Downtown Development Authorities or similar entities for downtown development projects. For more

information, contact Perry Hiott at 678-686-6297 or go to [www.georgiacitiesfoundation.org](http://www.georgiacitiesfoundation.org)

#### 4.9.5.2.13 Community Development Block Grant Loan Guarantee Program

(Section 108 Program): Local Governments are eligible to apply for these grants. Eligible activities include, but are not limited to: rehabilitation of real property owned or acquired by the public entity or its designated public agency; the acquisition, construction, reconstruction, rehabilitation or installation of commercial or industrial buildings, structures and other real property equipment and improvements. For more information, contact Brian Williamson with the Department of Community Affairs at 404-679-1587 or email at [bwilliam@dca.state.ga.us](mailto:bwilliam@dca.state.ga.us)

#### 4.9.5.2.14 Downtown Development Revolving Loan Fund (DD RLF)

These grants provided by the Georgia Department of Community Affairs (DCA) assist non-entitlement cities and counties in implementing quality downtown development projects. Grants range up to \$200,000 maximum per project. Applications may be submitted throughout the year and are generally reviewed within 30 days of submission. For more information call Steed Robinson at 404-679-1585 or visit <http://www.dca.state.ga.us/grants/index.html>

#### 4.9.5.2.15 Quality Growth Grant Program:

The purpose of the Quality Growth Grant Program is to provide eligible recipients with state financial assistance for the implementation of quality growth initiatives that are outside the typical scope of other grant or loan sources. Quality growth initiatives are any activities that promote better management of growth and development so that growth enhances, rather than detracts from, the quality of life in a community. Eligible activities include, but are not limited to: projects directly promoting growth management concepts such as infill housing, brownfield redevelopment or similar projects that discourage urban sprawl; preparation of local ordinances, regulations, or inter-governmental agreements promoting growth preparedness, sustainable development, and other quality growth strategies; public education on quality growth topics; programs to preserve community heritage, sense of place, and regional identity. For more information, contact the Quality Growth Grant Program Administrator at 404-679-4940 or go to [www.dca.state.ga.us/grants/qualitygrowthgrant.html](http://www.dca.state.ga.us/grants/qualitygrowthgrant.html)



### Capital Outlay for Public School Facilities Construction

Eligible activities include new construction, renovation, and modifications of public school facilities. For more information, contact William Jerry Rochelle, Ph.D. of the Georgia Department of Educations Facilities Services Unit at 404-656-2454.

#### 4.9.5.3 Certified Local Governments

The Certified Local Government (CLG) program was created by the National Historic Preservation Act Amendments of 1980 in order to formally establish a federal-state-local preservation partnership. The amendments outline five broad standards that must be met by a local government in order to be granted “certified local government” status. These standards include:

- Enforcing appropriate state or local legislation for the designation and protection of historic properties;
- Establishing an adequate and qualified historic preservation review commission by local legislation;
- Maintaining a system for survey and inventory of historic properties;
- Providing for adequate public participation in the local historic preservation program, including the process of recommending properties to the National Register of Historic Places; and
- Satisfactorily performing the remaining responsibilities delegated to it by Federal and State governments.

The role of “certified local governments” in the federal-state-local partnership involves, at minimum, the responsibility for review and approval of nominations of properties to the National Register of Historic Places, and the eligibility to apply to the State Historic Preservation Officer for matching funds reserved for “certified local governments.”

Athens-Clarke County has maintained its “certified local government” status since 1987.

#### 4.9.5.4 Main Street Program

The Georgia Main Street program is a statewide program that operates under the National Trust for Historic Preservation’s National Main Street Center. The program began in 1980 and is based on a comprehensive strategy of work that is geared toward local needs and opportunities. The strategy includes a four-point approach for

encouraging economic development in historic downtowns: (1) design, (2) organization, (3) promotion, (4) economic restructuring.

The City of Athens was selected as one of the first five Main Street Communities in the nation at the onset of the Main Street Program in 1980.

For more information, contact:

*Georgia Main Street Program  
Center for Business and Economic Development  
Georgia Southwest College  
Americus, Georgia 31709  
(912) 931-2124*

#### 4.9.5.4.1 Georgia Better Hometown Program

The Georgia Better Hometown Program is a public-private effort of the Georgia Department of Community Affairs, the Georgia Power Company, and the Georgia Municipal Association. The program was created to assist smaller cities (population 1,000 - 5,000) with downtown revitalization efforts. This program helps communities through a 4-point revitalization approach: (1) improved organization, (2) economic restructuring, (3) preservation and reuse of existing buildings, and (4) promotion of the city and downtown area.

The benefits of being a “Better Hometown” community includes access to a team of consultants that will assess conditions and make realistic recommendations for capitalizing on resources. The team will also make periodic visits to provide assistance and monitor progress. A variety of resources will be provided and brokered for the community, including planning, demographic and market analysis, community survey instruments, business recruitment, and training. Assistance will be provided with locating loans, grants, and other sources of financing for local projects, businesses, and buildings. Highway signs will designate the community as a Georgia Better Hometown City.

In Athens-Clarke County, the City of Winterville meets the size requirements for participation in this program. Interested cities must apply for consideration and meet the established eligibility criteria.

For more information, contact:

*Better Hometown Program  
Georgia Department of Community Affairs  
60 Executive Park South, NE  
Atlanta, Georgia 30329-2231*

#### 4.9.5.4.2 Georgia Centennial Farm Program

Throughout the state of Georgia, farms that contribute to the state's agricultural heritage are recognized by the Georgia Centennial Farm Program. This program is administered by the Historic Preservation Division, Georgia Department of Natural Resources in cooperation with the Georgia Farm Bureau Federation, the Georgia Department of Agriculture, the University of Georgia College of Agriculture and Environmental Services, the Georgia National Fair and the Georgia Forestry Commission.

The program recognizes farms through three types of award categories: (1) the Centennial Heritage Farm Award, (2) the Centennial Farm Award, and (3) Centennial Family Farm Award. Each category requires that eligible farms use a minimum of 10 acres for agriculture production or earn \$1,000 in farm-generated income. Other requirements pertain to each category involving ownership and National Register listing as follows: Centennial Heritage Farms, owned by members of the same family for 100 years or more and listed in the National Register; Centennial Farm Award, at least 100 years old and listed in the National Register; and Centennial Family Farm, owned by members of the same family for 100 years or more and not listed in the National Register. Farms awarded a Centennial Heritage Farm Award receive a bronze plaque from the Historic Preservation Division.

Family farms played an important role in Athens-Clarke County's social and economic development during the 19<sup>th</sup> and early 20<sup>th</sup> centuries. Farms also comprise many of the county's historic resources as well as cultural landscapes. However, the recent expansion of residential and commercial development into the remaining rural portions of the county threaten the few farms and farm-related structures remaining in the county.

Preparation of applications for Georgia Centennial Farm awards should be considered by the individual property owner or interested organizations with permission from the owner(s). The recognition of significant historic farms contributes to preserving the agricultural history of Athens-Clarke County.

For more information, contact:

*Historic Preservation Division  
Georgia Dept. of Natural Resources  
500 The Healey Building  
57 Forsyth Street, NW  
Atlanta, Georgia 30303  
(404) 651-5181 or (404) 656-2840.*

#### 4.9.5.4.3 Georgia Heritage 2000 Program

The fund is intended to provide seed money for the preservation of historic properties and archaeological sites throughout Georgia. The program is intended to:

- encourage preservation of threatened historic properties and sites;
- stimulate economic development and neighborhood revitalization through historic preservation;
- demonstrate high profile, high impact community preservation projects which provide public benefit,
- assist local communities in developing sound preservation projects;
- reinforce the goals of the State Historic Preservation Plan.

The Georgia 2000 Program awards matching grants (60% state / 40% applicant) to non-profit organizations and local governments for the preservation of publicly-accessible historic properties listed in, or eligible for, the Georgia Register of Historic Places.

A Georgia 2000 grant has been awarded to the Historic Cobbham Foundation for a preservation project involving the Old Clarke County Jail at Meigs and Finley Streets.

For more information, contact:

*Historic Preservation Division  
Georgia Dept. of Natural Resources  
500 The Healey Building  
57 Forsyth Street, NW  
Atlanta, Georgia 30303  
(404) 651-5181 or (404) 656-2840.*

#### 4.9.5.4.4 Local Development Fund

This fund is designed to provide eligible recipients with limited state funds for local community development projects. Eligible projects include, but are not limited to, downtown development, tourism and marketing-related activities, community facilities, and historically appropriate improvements of governmental buildings listed on the National Register of Historic Places. The fund cannot be used for administrative or overhead costs, or for general improvements to city halls, county courthouses, or public safety facilities. Single-community grant requests cannot exceed \$10,000 (joint community requests cannot exceed \$20,000), and at least a 50% cash or in-kind local match is required.

A Local Development Fund grant was awarded to Athens-Clarke County to construct handicap access into the Taylor-Grady House.

For more information, contact:

*Georgia Department of Community Affairs  
Attn: Local Development Fund  
60 Executive Park South, NE  
Atlanta, Georgia 30329-2231*

#### 4.9.5.4.5 Heritage Education

Trains teachers in school systems across Georgia to use local historic resources to teach Georgia's Quality Core Curriculum (QCCs) in subjects such as history, social studies, language arts, and visual arts. The program reaches over 20,000 students each year and supports the work of more than 640 educators and classroom teachers in 45 school systems in 41 counties.

For more information, contact:

*Georgia Trust for Historic Preservation  
1516 Peachtree Street, NW  
Atlanta, Georgia 30309-2916  
(404) 881-9980*

#### 4.9.5.4.6 Preservation and Community Assistance

Provides technical assistance to a wide variety of preservation-related projects in communities throughout the state regarding how to use existing historic resources to improve the quality of life. Many of these programs are conducted in collaboration with the Georgia Department of Natural Resources, Historic Preservation Division, and with local preservation organizations. Assistance and referrals are also provided to individual owners who need advice regarding their historic properties.

For more information, contact:

*Georgia Trust for Historic Preservation*  
1516 Peachtree Street, NW  
Atlanta, Georgia 30309-2916  
(404) 881-9980

#### 4.9.5.4.7 Mainstreet Design Assistance

Provides design assistance to owners of historic commercial buildings to encourage the revitalization of Georgia Mainstreet cities and downtowns. In 1996, the Georgia Trust helped 100 owners rehabilitate historic downtown properties through this program.

For more information, contact:

*Georgia Trust for Historic Preservation*  
1516 Peachtree Street, NW  
Atlanta, Georgia 30309-2916  
(404) 881-9980

#### 4.9.5.4.8 Revolving Fund

Provides effective alternatives to demolition or neglect of architecturally and historically significant properties by promoting their rehabilitation and enabling owners of endangered historic properties to connect with buyers who will rehabilitate their properties. To accomplish this, the Georgia Trust accepts donations of properties, acquires options to purchase, or purchases outright, threatened significant historic properties to stabilize them and market them for sale.

Several communities in Georgia use local revolving funds for preservation projects. A revolving fund is used to buy or option an historic property. The sale proceeds are reinvested into another project, thus leveraging the initial funding. Revolving funds

can be created for acquisition or rehabilitation projects, or set up on a low-interest loan basis.

The Department of Community Affairs has created the Georgia Appalachian Region Downtown Development Revolving Loan Fund to enhance downtown economic activity, attract private investment, create and save jobs, and preserve and enhance historic buildings in 35 northern counties. The Fund is used to make below market rate loans on a matching basis to qualified downtown businesses. Eligible uses for the loans include rehabilitation, building and land acquisition, and facade improvements.

For more information, contact:

*Georgia Trust for Historic Preservation*  
1516 Peachtree Street, NW  
Atlanta, Georgia 30309-2916  
(404) 881-9980

#### 4.9.5.4.9 Scenic Byways Project

Facilitates designation of scenic highways throughout the state. In collaboration with the Georgia Department of Transportation and Scenic America, this project is the first partnership of its kind to protect historic, cultural, archaeological, recreational, and scenic resources along state roadways.

For more information, contact:

*Georgia Trust for Historic Preservation*  
1516 Peachtree Street, NW  
Atlanta, Georgia 30309-2916  
(404) 881-9980

#### 4.9.5.4.10 State Historical Markers

Georgia State Historical Markers across Georgia are easily recognized as square, green-metal signs with the Georgia State Seal at the top. These signs were first erected in 1952 by the newly established Georgia Historical Commission. The purpose of the marker program was to provide “simple recognition, which serves to identify and encourage the preservation of the wealth of historical resources in Georgia. Markers are an effective way to inform both residents and visitors alike about significant places, events, and people in Georgia’s past.”

Until recently, the program had been administered by the Department of Natural Resources, Parks, Recreation, and Historic Sites Division. In 1996, the Georgia legislature did not approve continued funding for placing new Georgia Historical Markers, only repairing existing markers. Following the legislative action, the Georgia Historical Society announced that it would assume the administrative duties associated with the marker program. The new markers will have a black background, silver seal, and white lettering. No more than twenty markers will be approved per year, and new markers must be sponsored by organizations and not individuals.

Applications for the marker program are available locally at the Northeast Georgia Regional Development Center in Athens.

For more information, contact:

*The Georgia Historical Society*

*501 Whitaker Street*

*Savannah, Georgia 31499*

*(912) 651-2125 or Fax (912) 651-2831*

Presently, Athens-Clarke County has 30 Georgia Historical Markers. The titles and locations of each marker are listed below.

1. 1891 First Garden Club, Ladies Garden Club, S. Lumpkin and Bocock Streets, along western edge of North UGA campus, Athens [33°57'20N, 83°22'35W]
2. America's First Garden Club GHM 029-9, Front lawn of Young Harris Methodist Church, 973 Prince Ave., Athens [33°57'42N, 83°23'02W]
3. Camak House: Landmark in Georgia Railroading GHM 029-10 Meigs and Finley Streets, Athens [33°57'34N, 83°23'43W]
4. Clarke County GHM 029-4 Courthouse on Washington St. in Athens [33°57'35N, 83°22'27W]
5. Cook and Brother Confederate Armory GHM 029-2, Chicopee Building, MLK Pkwy. and First St. (E. Broad St.), Athens [33°57'31N, 83°21'58W]
6. Dr. William Lorenzo Moss Birthplace GHM 029-14, 479 Cobb St., Athens [33°57'36N, 83°23'32W]
7. Dr. Moses Waddel Noted Educator and Presbyterian Minister GHM 029-11, First Presbyterian Church, 185 E. Hancock Ave., Athens [33°57'37N, 83°22'36W]
8. Former Site of Georgia State Normal School (Side 1), U.S. Navy Supply Corps School, next to Prince Ave. sidewalk at Navy Supply Corps School, Athens [33°57'52N, 83°24'10W][This replaces Old State Normal School GHM 029-3, which was returned to the Georgia Department of Natural Resources]



9. Georgia's Pioneer Aviator Ben T. Epps 1888-1937 GHM 029-16, Traffic Circle in front of the terminal at Athens-Clarke County Airport [33°57.111N, 83°19.429W]
10. Herty Field GHM 029-17, Located at end of Herty Drive behind Moore and New College facing grassy field and fountain, North UGA Campus, Athens [33°57'22N, 83°22'32W]
11. Historic Athletic Grounds University of Georgia, just east of corner of E. Baxter and S. Lumpkin, Athens [33°57'05N, 83°22'37W]
12. Hodgson-Dodd Park, Lamar Dodd: 1909-1996 (Side 1), ACC, Springdale and Cloverhurst Streets, Athens [33°56'38N, 83°23'43W]
13. Hodgson-Dodd Park, Hugh Hodgson:1893-1969 (Side 2), ACC, Springdale and Cloverhurst Streets, Athens [33°56'38N, 83°23'43W]
14. Holmes/Hunter Academic Building, UGA, just south of the University of Georgia Arch on Broad St., Athens [33°57'26N, 83°22'31W]
15. Home of Joseph Henry Lumpkin Georgia's First Chief Justice GHM 029-12 248 Prince Ave., Athens [33°57'38N, 83°22'58W]
16. Jeruel Academy / Union Baptist Institute, GHS 29-2. on Baxter St. near entrance of Brumby Residence Hall, University of Georgia, Athens [33°57'01N, 83°22'57W]
17. Lucy Cobb Institute 1858-1931 GHM 029-8, 201 N. Milledge Ave between Reece St. and Hancock Ave., Athens [33°57'23N, 83°23'20W]
18. May Erwin Talmadge DAR, 1295 Prince Ave., Athens [33°57'47N, 83°24'00]
19. Old Athens Cemetery Thomas Miller Chap. NSCD, Jackson St. between UGA Art School and Baldwin Hall, North UGA Campus, Athens [33°57'16N, 83°22'22W]
20. Olympic Games in Athens Athens 96 Olympics Organizing Committee, Athens Classic Center, 300 N. Thomas St., Athens [33°57'36N, 83°22'24W]
21. Robert Toombs Oak GHM 029-15, South side of Demosthenian Hall, North UGA Campus, Athens [33°57'24N, 83°22'31W]
22. The Athens Double-Barrelled Cannon GHM 029-5, City Hall, corner of College and Hancock Aves., Athens [33°57'36N, 83°22'35W]
23. The Red and Black GHM 029-18, Herty Drive behind Academic Bldg., North UGA Campus, Athens [33°57'25N, 83°22'32W]
24. The Stoneman Raid GHM 029-7, US 129/US 441/Ga 15 (Macon Hwy) at south end of Middle Oconee River bridge, Athens [33°55'05N, 83°23'27W] [Badly damaged in 2001 accident; pole still standing but marker still in DNR marker repair shop.]
25. The Stoneman Raid GHM 029-6, just west of Broad and Lumpkin Streets, Athens [33°57'26N, 83°22'38W]
26. The Taylor-Grady House GHM 029-13 Prince Ave. and Grady St., Athens [33°57'41N, 83°23'19W]
27. U. S. Navy Supply Corps School (Side 2), U.S. Navy Supply Corps School, Prince Ave. at Navy Supply Corps School, Athens [33°57'52N, 83°24'10W]

28. United States Navy Pre-Flight School, GHS 29-1, at Baldwin Hall, University of Georgia, near corner of Baldwin and Jackson Streets, Athens [33°57'13N, 83°22'22W]
29. University of Georgia GHM 029-1, Just past UGA Arch at main entrance to North UGA campus, Broad St. opposite College Ave., Athens [33°57'27N, 83°22'31W]
30. William Bartram Trail, State Botanical Garden & GCG, .2 mile inside entrance to Botanical Garden off S. Milledge Ave., Athens [33°54.294N, 83°22.676W]

#### Missing and Removed Markers

Oconee Hill Cemetery, Thomas Miller Chap. NSCD, entrance to Oconee Hill Cemetery, East Campus Rd., Athens [33°57'01N, 83°22'15W] [Pole standing but marker stolen in 2002. Believed to have been taken by college students in large nearby apartment complex.]

#### 4.9.5.5 Local Preservation Programs and Incentives

##### 4.9.5.5.1 Local Option Tax Incentive for Historic Preservation

This incentive program provides an owner of a historic property an eight-year freeze on property tax assessments. For the ninth year, the assessment increases by 50% of the difference between the recorded first year value and the current fair market value. In the tenth and following years the tax assessment will then be based on the current fair market value.

To be eligible for this incentive, a property must be a locally designated historic resource and listed in the Georgia Register or the National Register of Historic Places. The property, if located within a residential area, must conform to the local zoning ordinance. The property may not receive benefits under both the local option act and the state rehabilitation act simultaneously; however, no provision prevents utilizing these benefit programs consecutively for a total benefit of approximately eighteen years.

To qualify for this incentive, owners must have certification of (a) local designation from the Historic Preservation Commission and (b) listing in either the Georgia Register or National Register of Historic Places from the Georgia Department of Natural Resources. Certification should be submitted to the Athens-Clarke County Board of Assessors.

For more information and copies of the application forms, please contact:

*Historic Preservation Planner  
Athens-Clarke County Planning Department  
120 W. Dougherty Street  
Athens, Georgia 30601  
(706) 613-3515*

#### 4.9.5.5.2 Tax Increment Financing (TIF) Districts

Recent state legislation allows for local governments to designate districts within their jurisdictions where the local property taxes generated by the properties within the district are pooled and used to provide improvements to those properties within the designated TIF district.

#### 4.9.5.5.3 Business Improvement Districts (BIDs)

Similar to Tax Increment Financing Districts, but the money collected through this mechanism is in addition to the property taxes normally collected by the local government. Considerable creativity is allowed in the assessment of the “taxes” collected within the BID. For example, each property may be assessed based upon the amount of paved area on the property. The funds collected are administered by a BID Board, comprised of representatives from the BID, typically with the assistance of advisory personnel provided by the local government.

#### 4.9.5.5.4 Historic Preservation Guidelines

The Historic Preservation Commission and the Athens-Clarke County Planning Commission developed a set of design guidelines as an aid for historic preservation in Athens. The guidelines address specific rehabilitation and design issues regarding the communities’ historic landmarks and districts. The goal of the design guidelines is to protect the visual qualities of local historic districts and landmarks.

The design guidelines do not prevent property owners from making changes to their properties. They ensure that changes enhance the historic qualities of buildings and historic areas. The guidelines are intended to:

- protect the historic character and integrity of a district;
- provide guidance to people undertaking construction;

- identify and recommend appropriate design review approaches; and
- increase public awareness of historic structures.

Specifically, the design guidelines were created to address nine issues related to redevelopment, new construction, and other exterior improvements made to locally designated historic properties and districts. These nine issues include:

- **Retention of Distinguishing Features:** Every building possesses some components which contribute to its architectural character. During restoration or rehabilitation work, an effort should be made to retain these original features.
- **Avoidance of Imitative Historic Features for Which There is No Historic Basis:** There is a tendency to make alterations to a building that have no historical justification. These sorts of changes are discouraged. Ideally, the owner should be able to prove that the proposed alteration actually existed on the building at some previous time.
- **The Retention of Later Additions:** Changes to a structure over time may be significant in their own right if they represent substantial changes to the historic or architectural character of the building in a specific period of time. These alterations must be assessed in terms of their contributions to the overall character and appearance of the historic property.
- **Crafted Elements Should be Preserved:** Many older structures possess characteristics which would be difficult or impossible to reproduce today. Elements like these give character to a building and distinguish it from newer buildings. Any proposed alterations that call for unnecessary destruction of examples of craftsmanship would not be approved.
- **Repair, Do Not Replace:** The retention of original or historic building elements is encouraged whenever possible. While some replacement materials may closely match the original, newer elements generally cause a loss of historic value.
- **Careful Cleaning Methods:** Some cleaning methods for wood and masonry, such as sandblasting, are harsh and can permanently harm the historical material. Harsh and potentially damaging cleaning methods are to be avoided. The Preservation Planner can provide information regarding more sensitive, alternative cleaning methods.
- **Compatible Additions and Construction:** New buildings within historic districts should reflect the architecture of their surroundings, but not imitate that architecture. New construction should relate to existing buildings in terms of height, mass, lot placement, facade arrangement and spacing, and materials.
- **Reversibility:** All proposed alterations should be reversible. New additions should be made so that the original fabric of the structure is not altered.

- **Additional Review:** The Preservation Commission makes determinations of appropriateness for a range of possible changes. Their right to control change is not tied to any permitting process, so changes which do not require a building permit may still need approval from the Historic Preservation Commission. Potential changes such as parking lots and mechanical systems fall within the jurisdiction of the Historic Preservation Commission.

Specific guidelines have been prepared and approved by the Historic Preservation Commission regarding fences, porches, replacement of siding, signs, additions, new construction, roofs and associated details.

#### 4.9.5.5.5 Athens-Clarke Heritage Foundation

This organization works to preserve the community's architectural, historical, and natural heritage through a variety of programs and initiatives. The ACHF conducts workshops, sponsors lectures, arranges exhibits and tours, and organizes fund-raising events. Membership is open to anyone interested in historic preservation. Dues are charged. Two financial incentives are offered by the non-profit agency including a revolving loan fund as well as a façade easement program.

For more information, contact:

*Amy Kissane, Executive Director*  
489 Prince Avenue, Firehall #2  
Athens, Georgia 30601  
(706) 353-1801 or FAX (706) 552-0753

#### 4.9.5.5.6 Athens Downtown Development Authority

This agency was formed to promote the historic Downtown Athens area. Programming for this organization includes special events held in Downtown Athens, as well as serving as a liaison between Downtown property and business owners, the Athens Area Chamber of Commerce, and the development community.

For more information, contact:

*Athens Downtown Development Authority*  
224 College Avenue  
Athens, Georgia 30601  
(706) 353-1421 or FAX (706) 353-8526

#### 4.9.5.5.7 Athens Land Trust

This group was formed to address open space land preservation and affordable housing needs in Athens-Clarke County. It is the goal of this group to maintain undeveloped land through ownership and conservation easements and, in addition, develop affordable housing.

For more information, contact:

*Athens Land Trust*

*P.O. Box 48054*

*Athens, Georgia 30604*

*(706) 353-9968 or FAX (706) 549-5161*

#### 4.9.5.5.8 Hands on Athens

The group was formed as a sub-committee of the Athens-Clarke Heritage Foundation to create a coalition of organizations dedicated to assisting low-income Athens-Clarke County homeowners in historic neighborhoods to maintain, repair, and restore their properties as part of overall neighborhood revitalization. Hands on Athens is a non-profit 501(c)(3) private, non-profit organization which holds an annual spring event whereby volunteers renovate and repair properties over the course of one weekend. For more information, contact:

*Kay Stanton, HOA Administrator*

*489 Prince Avenue, Firehall #2*

*Athens, Georgia 30601*

*(706) 353-1801 or FAX (706) 552-0753*

#### 4.9.5.5.9 Community Approach to Planning Prince Avenue (CAPP)

The organization was created to study the Prince Avenue corridor from downtown to the perimeter in a manner based upon principles that maximize group participation in a creative problem solving way. CAPP is comprised of diverse groups who live, work, travel, and own property along Prince Avenue. CAPP is structured toward civic engagement that solicits a full range of expertise, opinion, and advice from business owners, property owners, institutions, workers, and citizens that use Prince Avenue. The goal of the organization is to identify needs, goals, and visions of the community, to arrive at a consensus for what is wanted for Prince Avenue, and then to explore avenues to implement that vision.

## 4.9.6 Other Preservation Tools

### 4.9.6.1 Facade and Conservation Easements

The Facade and Conservation Easements Act of 1976 authorizes governmental agencies and non-profit organizations to receive facade or conservation easements for the purpose of preserving properties designated by the State Historic Preservation Officer. By granting an easement, the property owner is entitled to a re-evaluation of the property to reflect the encumbrance and to an adjustment in the tax digests.

State legislation allows Georgia communities to encourage preservation through the donation of easements. The success of this technique has been tempered by the Internal Revenue Service's concern with the accurate valuation of the easement deduction, resulting in vigorous audits. However, professional standards for the appraisal of easements have been used successfully in locations across the state by qualified appraisers.

"Conservation Easement" refers to a legal restriction or limitation on the use of real property which is expressly recited in any deed or other instrument of grant or conveyance executed by or on behalf of the owner of the land described therein and whose purpose is to preserve land or water areas predominantly in their natural scenic landscape or open condition or in an agricultural farming, forest, or open space use. In addition, such purpose shall include the returning of land or water areas to such conditions or uses when the land is located within an historic district.

"Facade" refers to an interior or exterior surface of a building. Typically, the identified surface is given emphasis due to its special architectural treatment or other defining quality.

"Facade Easement" means any restriction or limitation on the use of real property which is expressly recited in any deed or other instrument of grant or conveyance executed by or on behalf of the owner of real property and whose purpose is to preserve historically or architecturally significant structures or sites, whether designated individually or as part of an officially designated historic district, pursuant to any local political subdivision's authority to provide for such districts and to provide for special zoning restrictions therein or historically or architecturally significant structures or sites which have been designated as such by the State Historic Preservation Officer.

#### 4.9.6.2 Preservation Covenants

Covenants are legal mechanisms written into the deed of a property, or into any other real estate agreement, that seek to protect important features of the property.

Covenants dictate that, for a specified period or in perpetuity, all major changes to a property that is eligible for, or already listed on, the State or National Register are reviewed and approved by the Historic Preservation Division prior to the start of work. The federal Historic Preservation Fund and most state preservation grants require that a covenant be placed on the historic property assisted by an Historic Preservation Fund grant. This guarantees that the federal or state grant investment is protected in the future and that the property owner will receive technical assistance for the continuing preservation of the property. Historic properties across Georgia that are subject to preservation covenants include the Fox Theatre in Atlanta, the Rock House in McDuffie County, the Central of Georgia Railroad shops and terminal facilities in Savannah, and the St. Simons Lighthouse. Historic properties in Athens with preservation covenants include the facade and lobby of the Georgian Hotel, the Franklin Hotel, and a few of the fraternity and sorority houses along Milledge Avenue.

#### 4.9.6.3 Building Code Compliance Alternatives

The Uniform Act for the Application of Building and Fire-related Codes to Existing Buildings of 1984, known as House Bill 839, enable local building code officials to allow compliance alternatives for existing buildings (at least 5 years old) that are unable to comply fully with current fire and building codes. Compliance alternatives provide for a safe building by overcompensating on one code requirement to balance the failure to meet another. The City of Athens passed an ordinance amending the building code to give special consideration to “existing, historic, and landmark museum buildings.” This ordinance was carried over in the transition to the Unified Government of Athens-Clarke County, and has since been re-approved by the governing body in January 1993.

The legislation also creates a building classification called “landmark museum building” that is exempted from all but nine specific provisions of the building and fire codes and need only comply with minimum building code requirements such as fire extinguishers, fire and smoke alarms, occupancy limits, and emergency lighting. Landmark Museum Buildings must exhibit a high degree of architectural integrity and be open to the public.



#### 4.9.6.4 Revolving Funds

Several communities in Georgia use local revolving funds for preservation projects. A revolving fund is used to buy or option an historic property. The sale proceeds are reinvested into another building, leveraging the initial funding. Revolving funds can be created for the acquisition or rehabilitation projects, or set up on a low-interest loan basis. The purpose of revolving funds is to prevent the destruction of historic buildings, either from neglect or demolition, and provide stewardship through allowing the purchase by an owner who intends to preserve the property.

A statewide revolving fund for preservation in Georgia is in place with the Georgia Trust for Historic Preservation. This program is varied and can re-market historic properties after rehabilitation or restoration. The Georgia Trust will consider individual properties for acquisition on an individual basis and properties in Athens-Clarke County may be eligible for inclusion in the Revolving Fund program.

The Department of Community Affairs has created the Georgia Appalachian Region Downtown Development Revolving Loan Fund to enhance downtown economic activity, attract private investment, create and save jobs, and preserve and enhance historic buildings in 35 northern counties. The Fund is used to make below market rate loans on a matching basis to qualified downtown businesses. Eligible uses for the loans include rehabilitation, building and land acquisition, and facade improvements.

Locally, the Athens-Clarke Heritage Foundation has established a Revolving Fund for the purposes of purchasing historic properties for resale, paying fees and ancillary costs associated with the successful resale of the property, and financing the structural stabilization of the property. In addition, the Historic Cobbham Foundation has established a Revolving Fund to be used specifically for properties within the Cobbham neighborhood. See Historic Cobbham Foundation on page 126 for more information on the Historic Cobbham Foundation.

#### 4.9.6.5 Preservation Organizations

Numerous organizations have been organized nationally, state-wide, and locally to advance the interests of historic preservation. These groups are funded publically, semi-publically, or privately, and can provide administrative, financial, organizational support for preservation-related efforts.

#### 4.9.6.5.1 National Trust for Historic Preservation

Recognizing the need to encourage public participation in the preservation process, the U.S. Congress chartered the National Trust for Historic Preservation in 1949 as a nonprofit, quasi-public organization.

For more information, contact:

*National Trust for Historic Preservation*  
1785 Massachusetts Ave., NW  
Washington, DC 20036  
(202) 673-4000

#### 4.9.6.5.2 American Institute of Architects

For more information, contact:

*American Institute of Architects*  
*Committee on Historic Resources*  
*Regional Urban Design Assistance Teams*  
1735 New York Ave., NW  
Washington, DC 20006  
(202) 626-7300

#### 4.9.6.5.3 American Planning Association

For more information, contact:

*American Planning Association*  
*Urban Design and Preservation Division*  
122 S. Michigan Ave., Suite 1600  
Chicago, Illinois 60603

#### 4.9.6.5.4 Historic Preservation Division (HPD), Georgia Department of Natural Resources

The Historic Preservation Division serves as the state historic preservation office in Georgia. Working in partnership with the United States Department of the Interior, the state preservation office carries out the mandates of Georgia law and the National Historic Preservation Act, as amended, and works with local communities to preserve the historical, architectural, and archaeological resources of Georgia.

For more information, contact:  
*Georgia Dept. of Natural Resources*  
*500 The Healey Building*  
*57 Forsyth Street, NW*  
*Atlanta, Georgia 30303*

#### 4.9.6.5.5 Georgia Trust for Historic Preservation

For more information, contact:  
*Georgia Trust for Historic Preservation*  
*1516 Peachtree Street, NW*  
*Atlanta, Georgia 30309-2916*  
*1310 West Ridge Road*  
*(404) 881-9980*

#### 4.9.6.5.6 Vernacular Georgia

For more information, contact:  
*Georgia Mountains Regional Development Center*  
*P.O. Box 1720*  
*Gainesville, Georgia 30503-1720*  
*(770) 538-2626 or Fax (770) 538-2625*

#### 4.9.6.5.7 Georgia Historical Society

Chartered in 1839, the Georgia Historical Society is a private, non-profit organization which serves as the historical society for the entire state. The Society is one of the oldest historical organizations in the country and the oldest cultural institution in Georgia.

For more information, contact:  
*The Georgia Historical Society*  
*501 Whitaker Street*  
*Savannah, Georgia 31499*  
*(912) 651-2125 or Fax (912) 651-2831*

#### 4.9.6.5.8 Athens-Clarke County Historic Preservation Commission

Seven Athens-Clarke County residents are appointed by the Unified Commission to implement the Historic Preservation Ordinance adopted in 1987. This ordinance provides protection for “designated” properties, landmarks, and districts by requiring

that major exterior changes be approved by the Commission. The duties of the commissioners, assisted by staff, are to survey historic properties, recommend to the Unified Commission properties for designation, review major exterior changes to designated properties and to educate the public concerning historic preservation. The actual designation of properties is performed by the Unified Commission. The Historic Preservation Ordinance is based upon state enabling legislation passed by the legislature in 1980 as the Georgia Historic Preservation Act.

#### 4.9.6.5.9 Northeast Georgia Regional Development Center Preservation Planner

The Northeast Georgia Regional Development Center serves a thirteen-county area, including Athens-Clarke County where the agency's office is located. With the guidance of a regional Historic Preservation Advisory Committee, the Regional Preservation Planner offers historic preservation advisory assistance to communities within the region. This assistance may include, but is not limited to, assisting in the preparation of plans for preservation-related projects, providing assistance in identifying sources of financial and administrative support for preservation-related projects, serving as a professional resource for local and county-wide preservation organizations, and acting as a liaison between local officials and state and federal agencies and personnel on a variety of preservation-related issues. The Preservation Planner also provides guidance regarding the National and Georgia Register of Historic Places process.

For more information, contact:

*Burke Walker, Regional Preservation Planner  
Northeast Georgia Regional Development Center  
305 Research Drive  
Athens, Georgia 30610  
(706) 369-5650 or Fax (706) 369-5792*

#### 4.9.6.5.10 Athens-Clarke Heritage Foundation

This organization works to preserve the community's architectural, historical, and natural heritage through a variety of programs and initiatives. The Foundations conducts workshops, sponsors lectures, arranges exhibits and tours, and organizes fund-raising events. Membership is open to anyone interested in historic preservation. Dues are charged.

For more information, contact:  
*Amy Kissane, Executive Director*  
*489 Prince Avenue*  
*Athens, Georgia 30601*  
*(706) 353-1801 or FAX (706) 552-0753*

#### *4.9.6.5.11 Athens Land Trust*

This group was formed to address open space land preservation and affordable housing needs in Athens-Clarke County. It is the goal of this group to maintain undeveloped land through ownership and conservation easements and, in addition, develop affordable housing.

For more information, contact:  
*John Kissane, Executive Director*  
*Athens Land Trust*  
*P.O. Box 48054*  
*Athens, Georgia 30604*  
*(706) 613-0122*

#### *4.9.6.5.12 Athens Historical Society*

The society is open to anyone interested in history and the background of Athens-Clarke County. The purpose of the society is to advance the research and understanding of the rich history of Athens-Clarke County. Efforts sponsored by the society include the publication of historical papers and research and the development of special interest programs. Membership dues are charged.

For more information, contact:  
*Athens Historical Society*  
*P.O. Box 7745*  
*Athens, Georgia 30604-7745*  
*Mary Warren, (706) 549-1264*

#### *4.9.6.5.13 Athens Family History Center*

This resource center has been organized to provide access to family group sheets, personal histories, personal ancestry files and international genealogical indexes for people researching family histories. Please call for hours of operation.

For more information, contact:

*Athens Family History Center*  
706 Whitehead Road  
Athens, Georgia 30605  
(706) 543-3052

#### 4.9.6.5.14 Clarke-Oconee Genealogical Society

This organization collects and preserves information that is relative to the past; promotes and coordinates genealogical research efforts, instructs and shares expertise through workshops and guest speakers. The group is actively involved in indexing relevant local genealogical information. Meetings are held quarterly at various sites.

For more information, contact:

*Clarke-Oconee Genealogical Society*  
P.O. Box 6403  
Athens, Georgia 30604  
Linda Aaron, Home: (706)783-3646;  
Work: (706)542-7123

#### 4.9.6.5.15 Historic Boulevard Neighborhood Association

This group has been organized by residents of the Boulevard Historic District to address neighborhood issues within the district, and to lobby for or against local issues affecting the neighborhood. This group is also involved in beautification projects within the district, including tree planting, installation of neighborhood entrance signs, and a Neighborhood Watch program.

For more information, contact:

*Historic Boulevard Neighborhood Association*  
189 Virginia Avenue  
Athens, Georgia 30601

#### 4.9.6.5.16 Historic Cobbham Foundation

This group is open to anyone who is interested in the conservation and restoration of the Cobbham Historic District and the properties associated with the historic Lucy Cobb Institute. This group also administers a revolving fund for the purposes of supporting preservation-related projects.

For more information, contact:

*Historic Cobbham Foundation*  
*380 Meigs Street*  
*Athens, Georgia 30601*

#### 4.9.6.5.17 University of Georgia Student Historic Preservation Organization

This group is organized by students enrolled in the Master of Historic Preservation program in the School of Environmental Design at the University of Georgia, and membership is open to any University of Georgia student interested in the field of historic preservation. The group is a co-sponsor of local Preservation Week activities held annually in May, and also works to organize special events both on and off-campus designed to raise awareness of preservation-related issues.

For more information, contact:

*Student Historic Preservation Organization*  
*Denmark Hall*  
*University of Georgia*  
*Athens, Georgia 30602*

### **4.10 Cultural Landmarks**

The clear majority of the significant cultural resources in Clarke County are, in fact also Historic Resources. However, there has been some work to identify non-historic resources and document them.

#### **4.10.1 SOS! Save Outdoor Sculpture (1993)**

*Save Outdoor Sculpture!*, a joint project of the Smithsonian Institution's National Museum of American Art (NMAA) and the National Institute for the Conservation of Cultural Property (NIC), implemented the largest arts and cultural volunteer project in 1992. Funded by the Pew Charitable Trusts, The Getty Grant Program, and the Henry Luce Foundation, this private/public initiative sought to complete a national inventory and focus attention on the preservation of outdoor sculpture. *Georgia SOS!*, directed by Lisa Vogel of the University of Georgia's School of Environmental Design, coordinated the identification and the basic condition assessment of 33 pieces of outdoor sculpture within Athens-Clarke County during 1993. Comprehensive and intensive field survey excluded grave markers/headstones, museum collections, commemorative works,

architectural structures, minor decorative architectural elements, mass-produced items, and machinery, weapons, or other implements not originally conceived as sculpture. Volunteers compiled on-site documentation upon survey questionnaires, library research, and black and white photographs. The Office of Preservation Services retained copies of the information and forwarded all originals to the Inventories of American Painting and Sculpture Department of the National Museum of American Art.

#### 4.10.2 Cultural Tourism

It also important to note that several annual events are held in, or benefit from, the historic areas in and around Athens. These events draw thousands of visitors to Athens each year. In fact, 5 of the top 10 local events in terms of total attendance (not including UGA football games) are held in areas of Athens that have benefited from historic preservation. These events include:

**Table 15: Annual Cultural Events Held in Clarke County**

Event	Rank	Attendance	Location
Athens Heritage Antiques Show & Sale	X	Not Available	Lyndon House Arts Center
Athens Home and Garden Show	X	Not Available	Classic Center
Athens Human Rights Festival	X	Not Available	College Square, Downtown Athens
AthFest (music festival)	4	20,000	Downtown Athens
Boybutante Ball (Boybutante AIDS Foundation)	X	Not Available	40 Watt Club
Christmas in Athens	X	Not Available	Citywide
Christmas Parade of Lights	3	20,000-25,000	Downtown Athens
Classic City Brew Fest	X	Not Available	Not Available
DawgFest (UGA Homecoming)	5	12,000	UGA Campus and Downtown
GreenFest	6	6,000-7,000	Downtown Athens
Halloween, Athens Style	X	Not available	Associated night club venues
Harvest Festival	8	1,700	Lyndon House
Hot Corner Celebration	X	Not Available	Downtown Athens
Insectival	X	Not available	State Botanical Gardens



Event	Rank	Attendance	Location
Marketplace (Junior League of Athens)	X	Not Available	Classic Center
Memorial Day in Memorial Park	9	2,000	Memorial Park
North Georgia Folk Festival	X	Not available	Sandy Creek Park
Piedmont Gardeners' Garden Tour	X	Not Available	City-wide self-guided tour
Robert Osborne's Classic Film Festival	7	5000	Classic Center Theatre
Snake Day	X	Not Available	Sandy Creek Nature Center
Star Spangled Classic (July 4 <sup>th</sup> )	1	35,000	Bishop Park
Taste of Athens (Community Connection)	10	750	Classic Center
Twilight Criterium	2	25,000	Downtown Athens
UGA International Street Festival	X	Not Available	College Square, Downtown Athens
Zoo Day	X	Not Available	Memorial Park

Source: Athens Convention and Visitors Bureau, 2005-2006.

*Events listed are those identified by the Athens Convention & Visitors Bureau that attract visitors from outside of Clarke County (with attendance rankings from Top 10 of all local events, for events with attendance figures)*

#### **4.11 Archeological Landmarks**

Archaeology was first recognized as an important tool in historic resource management with the passage of the federal Antiquities Act in 1906, and the 1966 National Historic Preservation Act codified the role of the individual states in protecting important historical and prehistoric resources.

##### **4.11.1 Archaeological Sites**

Sites can range in size from a space the size of a telephone booth to large villages, and even entire towns. Every site possesses two critical attributes: first, it contains objects of historic or prehistoric value; and second, those objects are contained in a meaningful context. These cultural objects, or artifacts, can be made of stone, fired clay (pottery), bone, plant or animal material. A site may also contain other non-manmade objects that relate to the natural environment, such as pollen grains or food bones. A meaningful context is one in which the ground has not been significantly disturbed by recent

activities. Artifacts can only be accurately understood when they are put together with the details provided by the place in which they are found. Artifacts out of context lose their interpretive value as clues to past events and cultures.

#### **4.11.2 Site Identification**

The preservation of archaeological sites depends on careful management of site location information. Every site identified through research conducted in compliance with state and federal laws is recorded in the Georgia Archaeological Site File, at the University of Georgia in Athens. Public disclosure of locational information on known sites is not required under certain conditions (OCGA 50-18-72), and currently is only available to properly authorized and permitted professionals working on projects that meet all legal guidelines. The aim of the current policy is to give access to appropriate parties, but to prohibit looters and vandals from obtaining this information for illegal activities.

With regard to burial sites, and Native American burial sites in particular, it is important to understand that these sites can be difficult to recognize. Burials are often in shallow pits containing small bone fragments and associated burial objects, such as pots, beads, pipes, and ornate artifacts. However, unless careful scientific investigation is employed, it will be difficult to recognize most burials. For a nominal fee, many archaeological consultants will perform a risk-management survey, which will assess the likelihood of disturbing burials or other types of sites on a property.

To determine if there is the potential to find archaeological sites with a certain area, it is recommended that a professional archaeology consultant be contacted to do a preliminary evaluation of both the existing site information and the tract of land itself. The staff of the Historic Preservation Division, Georgia Department of Natural Resources, can be contacted for assistance in determining the appropriate course of action, writing a scope of work that will address the identified needs, and selecting a consultant to perform the work.

#### **4.11.3 Site Protection**

A variety of strategies are used to manage archaeological sites. The first step is always to fill out a site form (available from the Georgia Archaeological Site Files). Avoidance with greenspacing, or partial or full excavation are methods for managing sites. The Historic Preservation Division can provide assistance in developing appropriate plans that integrate development and preservation goals.

Several fundamental principles guide all state and federal laws dealing with human remains, artifacts, archaeological sites, and collecting. The first is respect for religious beliefs and practices of all cultures. This is particularly important when dealing with burials. Digging or collecting artifacts from sites should only occur when absolutely necessary. Illegal removal of artifacts from private property, through trespass and theft, is punishable by law. Moreover, artifact removal without permission from the owner and without consulting the State Archaeologist is strongly discouraged. Contact the Historic Preservation Division for more information regarding state and federal laws that deal with archaeological resources.

#### **4.12 Archeological Sites Identified by Georgia DNR**

##### **4.12.1 Athens-Clarke County Archaeological Resources**

According to the 1991 archaeological resource survey, Athens-Clarke County presently has 101 known archaeological resources. The surveyed sites include prehistoric resources and burial grounds, as well as structural remains of historic buildings. Many of these resources are located in close proximity to water courses or along ridge lines throughout the county.

At present there is no formal review procedure administered by the governments of Athens-Clarke County or the City of Winterville to ensure that these resources are protected from encroaching development. With the assistance of the State Archaeologist's Office, the Athens-Clarke County Planning Department will investigate how a local review process for archaeological resources might be structured.

It should be noted that it is legal to search for artifacts if you have written permission from the landowner and have notified the Georgia Department of Natural Resources in writing at least five working days prior to removal. This includes Civil War sites.

It is not legal to surface collect, dig, or metal detect on state and federal land without appropriate permits. It is also generally illegal to dig human burials and/or collect human skeletal remains or burial objects. It is also unlawful to dispose of or possess any human body part, knowing it to have been removed from a grave illegally. (OCGA Section 12-3, Section 16-12, Section 31-21, and Section 36-72.)

In the event that a burial site is discovered, stop digging immediately. Protect the burial from harm and notify local law enforcement. Law enforcement will notify the coroner, local government, and the Georgia Department of Natural Resources. A plan will be developed to protect the burial. The Historic Preservation Division suggests that they be contacted for guidance by anyone encountering a burial.

Athens-Clarke County and  
The City of Winterville

**Community Assessment**  
**Chapter Five:**  
**Community Facilities and**  
**Services**

July 12, 2006

# CHAPTER 5: COMMUNITY FACILITIES

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### **5.3 Introduction**

The "community facilities" element is a key component of the Comprehensive Plan for Athens-Clarke County and the City of Winterville. Determining whether to maintain or enhance our community facilities, while tailoring them to county growth patterns, are important parts of the comprehensive planning process.

The Community Facilities planning element provides an inventory of public facilities and services available to Athens-Clarke County and Winterville residents. The facilities and services described are important components of a healthy community and are essential for maintaining an acceptable standard of living.

A new element that will be an important "community facilities" component in ACC Comprehensive Plan is a policy that in June 2004, the Mayor and Commission adopted stating that all future county projects would be designed to achieve the minimum level of certification under the U.S. Green Building Council's LEED™ Rating System. This system provides standards for building design, siting, construction, and operations that will increase energy efficiency, reduce environmental impacts, and provide better buildings for workers and visitors. ACC has become a member of the USGBC and its Environmental Coordinator is a LEED Accredited professional. Six new buildings have been registered as LEED projects. Three are completed and occupied – the East Athens Educational Dance Center and the East and West Police Substations – one is under construction and the last two are still in the design stage. Applications for certification will soon be submitted for the completed buildings. Meanwhile a committee is working to refine the LEED policy to apply it most appropriately to buildings of various sizes and uses. It will also seek to encourage the adoption of green building principles by other local agencies such as the University of Georgia, the Clarke County School District, and the private sector. A private project – a non-profit school – has already been registered with the USGBC.

The following sections provide a description of existing community facilities in Athens-Clarke County and Winterville.

It should be noted that the City of Winterville, through cooperative agreements with the government of Athens-Clarke County, has access to Athens-Clarke County facilities and receives a number of services from Athens-Clarke County. This overview will specify where these services and facilities are shared.



## **5.4 Mapping of Significant Community Facilities and Services**

Map 5.1 Fire Stations and Coverage Areas

Map 5.2 Public Safety Facilities

Map 5.3 Recreational Areas and Cultural Facilities

Map 5.4 Solid Waste Facilities

Map 5.5 Health Care and Other Community Facilities

Map 5.6 Schools, Libraries and General Government Facilities

## **5.5 Water Supply and Treatment**

Public water service, inclusive of water for domestic consumption and fire protection in the County, is the responsibility of the Athens Clarke County Public Utilities Department. Currently, water service is provided to 98% of the residences in Athens Clarke County and the City of Winterville combined.

### **5.5.1 Distribution System**

The distribution network consists of approximately 721 miles of water mains ranging in size from 4 inches (4") to 36 inches (36") in diameter. In 2005, the system handled an average of 17 million gallons per day (MGD) with an average per capita water usage rate for residential/commercial customers of 155 gallons per capita per day (GPCD). Unaccounted for water averaged approximately 7% of all water pumped during 2005 which is within the goal established by the American Water Works Association of 15%. The Unified Government of Athens Clarke County Public Utilities Department manages the county's public water distribution system.

A small portion of the population that currently does not receive water service from Athens Clarke County is served by private wells or by 22 small private/community water systems, located within individual subdivisions or mobile home parks. The private community water systems pump about 300,000 gallons per day (GPD) from ground water sources to serve approximately 3,000 customers. An additional 2,000 residents use individual private wells for potable water.

Winterville has an adequate water supply and is served by a combination of water from Athens-Clarke County and private wells.

A Service Delivery Plan was completed by the Public Utilities Department and approved by the Mayor and Chair and Commission on January 3, 1995, in compliance

with the Unification Charter. The Service Delivery Plan identifies the necessary system and plant improvements required to provide water service for Athens Clarke County and the City of Winterville from the current date through the year 2020. The Service Delivery Plan identifies water service as the provision of treated public water supply through Transmission and Distribution Lines that are located outside developments and along identified major roadways. The Service Delivery Plan was updated and approved by the Mayor and Commission in 2004 following the completion and approval of a new ACC Land Use Plan.

The goal of the Mayor and Commission is to make available to all Athens Clarke County and Winterville residences the provision of public water service. As a means of obtaining this goal, the Public Utilities Department was approved to receive SPLOST 2005 funding for approximately 40 miles of water mains, which will be extended down every public roadway that currently does not have public water service available.

As a result of the drought experienced in 1986, Athens Clarke County joined with Jackson, Barrow, and Oconee Counties (the Upper Oconee Basin Group) for the purpose of establishing a reliable water supply source. To prevent any possible disruption of water service, the Upper Oconee Basin Group successfully secured the passage of legislation that created an Authority to develop the Bear Creek Reservoir Project. The reservoir was completed and holds approximately 5.0 billion gallons of water, consists of 505 acres of normal pool and involves a dam 900 linear feet in length and 90 feet (90') in height. The reliable yield is 53 MGD average daily flow of raw water. The subject reservoir will meet the water needs of the Athens Clarke County community through the year 2040. ACC's proportionate share of the reservoir is 44% of the total yield. The State of Georgia Environmental Protection Division (EPD) establishes regulations, which prevent water withdrawals below 7Q10 values in order to protect aquatic life and provide assimilation of treated wastewater. Under the old withdrawal permit, ACC was not required to comply with 7Q10 stream flow values. With the issuance of the new/revised withdrawal permit in association with the J. G. Beacham treatment plant upgrade/expansion, ACC will meet the 7Q10 stream flow values.

### **5.5.2 Treatment System**

Raw water is treated at the J. G. Beacham Water Filtration Plant located at 800 Water Works Drive. This facility, constructed in 1935 with an initial capacity of 3 MGD, has a current permitted capacity of 28 MGD. It is the only municipal facility for the treatment of potable water in Athens Clarke County. Once the raw water is pumped to the Filtration Plant and the water filtration process is completed, potable water is distributed to the system's 38,000 customers located in Athens Clarke County.

Due to the projected increase in population, the Public Utilities Department is currently expanding/upgrading the J.G. Beacham Water Filtration Plant to 32 MGD by the year 2007.

## **5.6 Sanitary Sewage System and Wastewater Treatment**

Like public water service, the provision of sanitary sewage and wastewater treatment is the responsibility of the Athens Clarke County Public Utilities Department.

Currently wastewater service is provided to 55% of the County's residents, including portions of the City of Winterville. The remainder of the county's residents are served by private septic systems or one of four small private wastewater systems.

The City of Winterville does not have a sanitary sewer system of its own, and portions of the city on public sewer are served by the Athens Clarke County system. The Winterville Planning Commission has approved a sewer line that would be designated for commercial use only. The ACC Service Delivery Plan established a goal to provide wastewater collection and treatment service to approximately 90% of the combined Athens Clarke County and Winterville population, while private on-site disposal systems (i.e. septic tanks) will provide wastewater service to the remaining 10%. As a means of obtaining this goal, the Public Utilities Department identified in the Service Delivery Plan, the extensions of wastewater Trunk and Interceptor Lines into sub-basins currently unsewered. In addition to providing wastewater service to previously unsewered areas, new sewer lines paralleling existing gravity sewers are planned where the projected flows will exceed the existing wastewater collection system's hydraulic capacities by the year 2015.

As the long-range plan for Athens Clarke County and the City of Winterville is developed, modifications to the Service Delivery Plan, with regard to the extensions of wastewater service, may be required. Improvements identified in the Service Delivery Plan in regards to the wastewater collection system include approximately 71 miles of Trunk and Interceptor Lines ranging in size from 8 inch (8") to 54 inches (54") in diameter. Several Service Delivery Plan Interceptor and Trunk Line Projects are currently under designed with installation to follow upon completion of the easement acquisitions.

The Athens Clarke County Public Utilities Department is currently producing a quarterly newsletter a means of informing our customers of improvements and upgrades to the ACC water distribution and wastewater collection systems and for other informational purposes. There is also a Public Utilities Website; [www.accpublicutilities.com](http://www.accpublicutilities.com). The Public Utilities Department Water Conservation

Coordinator is conducting educational classes and conservation programs as a means of educating the general public regarding water and wastewater issues.

### **5.6.1 Collection**

A Service Delivery Plan was completed by the Public Utilities Department and approved by the Mayor and Chair and Commission on January 3, 1995, in compliance with the Unification Charter. The Service Delivery Plan was updated and approved by the Mayor & Commission in 2004 following the completion and approval of a new ACC Land Use Plan. The Service Delivery Plan identifies the necessary system and plant improvements required to provide wastewater service from the current date through the year 2015 for both Athens Clarke County and the City of Winterville. The Service Delivery Plan identifies wastewater service as the provision of publicly owned sewage treatment facilities, Trunk Lines, and Interceptor Lines within identified major drainage basins and specified sub-basins. Presently, all residents in Athens Clarke County and the City of Winterville are adequately served by either public or private wastewater collection systems. The Unified Government of Athens Clarke County Public Utilities Department manages the county's public wastewater system.

The three major drainage basins in Athens Clarke County are served by three (3) Water Reclamation Facilities (WRF): (1) North Oconee, (2) Middle Oconee and (3) Cedar Creek Water Reclamation Facilities, with a combined permitted capacity of 18 million gallons per day (MGD).

The wastewater collection system consist of approximately 445 miles of gravity flow sewers ranging in size from 6 inch (6") to 42 inches (42") in diameter. A short section of force main serves a small portion of Athens Clarke County. The oldest public wastewater lines are located in downtown Athens, date to the late 1800's and are still operational. The remainder of the County, not served by the public wastewater collection system, is served by either individual private septic tanks or by four small private wastewater systems. The public wastewater collection system has no known combined sewers that carry both wastewater and storm water. However, both the North Oconee and Middle Oconee WRFs are experiencing some level of infiltration/inflow (I/I). I/I is the introduction of extraneous stormwater flows into the public wastewater collection system through defective pipes and/or manholes or through direct discharge of flows from residential, commercial, or industrial operations. Staff has made and will continue to make significant efforts toward reducing the level of I/I. All of the wastewater collected in the collection system inclusive of I/I, must be treated at one of the three WRFs prior to discharge.

## 5.6.2 Treatment Systems

The Mayor & Commission authorized contracts for design services to expand/upgrade all three (3) WRFs to a new permitted capacity of 28 MGD. The actual project designs shall commence during the early part of 2006 and take approximately one year to complete.

Since its construction in 1962, the North Oconee WRF has been upgraded from its original capacity of 5 MGD to a permitted capacity of 10 MGD. In 1997, the facility's peak month flow was 6.7 MGD. The expansion of this WRF will result in a facility capacity of 14 MGD. The project will entail utilizing the latest technology for wastewater treatment and noise and odor control and is expected to be online by 2012.

The Middle Oconee WRF, constructed in 1964, has been expanded from its original 2 MGD capacity to a permitted capacity to date of 6 MGD. In 1997, the facility's peak month flow was 4.8 MGD. The upgrade of this WRF will produce a capacity of 10 MGD and will include utilization of the latest technology in terms of wastewater treatment and noise and odor control. This facility is anticipated to be on line by 2011.

The Cedar Creek WRF is a 2 MGD facility placed into service in 1980 which eliminated several small treatment facilities (i.e. oxidation ponds serving individual residences). In 1997, the peak flow was reported to be 1.5 MGD. The expansion of this facility will produce a capacity of 4 MGD and will also utilize the latest in technology in regards to wastewater treatment and noise and odor control. This facility should be on line by 2011.

Wastewater solids from the three WRFs are disposed of at the Athens Clarke County Landfill. This disposal site is available when dry weather permits. However, during wet weather conditions solids are retained at the plants until the landfill can once again accept wastewater solids. A long-range solid waste management plan is currently in the development process to address methods of wastewater solids disposal.

The Recycling Division within the Department of Solid Waste has primary responsibility for spearheading Athens-Clarke County's recycling initiatives and public education efforts. This two-person Division works closely with residents, businesses and industries to facilitate their contribution to the recycling effort.

In 1988, Athens -Clarke County became the home of Georgia's first municipally operated curbside recycling program. This began with the curbside collection of newspapers in selected neighborhoods. By 1992, the County was offering twice-a-

month curbside pickup of newspaper, glass, aluminum and plastic to all residents located in the Urban Service District. Currently, as noted above, the County offers once-a-week curbside recycling on the same day as garbage pickup. In addition to individual collection, there are six recycling drop-off centers within the County that are open 24 hours, seven days a week. In 1995, the Athens-Clarke Material Recycling facility opened for business. This was the first public-private "recovered materials processing facility" (RMPF) of its kind opened in Georgia. This facility is owned and operated by Resource Recovery Systems of Centerbrook, CT; however, in return for establishing the RMPF, Athens-Clarke County has agreed to deliver or pay for the delivery of 775 tons per month of recyclables to the facility. Presently, the County's agreed upon recyclable tonnage is being exceeded.

The Athens-Clarke County government is also committed to the purchase of recycled paper and departments are charged with reviewing purchases to verify that items are recyclable. In addition, an office paper recycling program has been implemented at all County offices. As previously noted, the volume-based fee system for collection of waste is another incentive for the public to recycle.

The University of Georgia contributes to local recycling efforts through its operation of drop-off sites for newspaper, aluminum, glass, and plastic. The University also instituted programs for office paper recycling and composting of yard and animal wastes. In addition, the University has made arrangements for a local asphalt company to utilize incinerator fly-ash that has previously been disposed of at the landfill.

### **5.6.3 Septic Systems**

The Clarke County Health Department's Environmental Health Section has regulatory responsibility in several areas of public health. Among these responsibilities are the permitting and inspection of food service establishments, public swimming pools, tourist courts, and on site sewage management systems.

Proper treatment and disposal of human wastes and other sewage is a critical factor for the health of individuals living in areas where a community sewage disposal system is not available. Although Athens-Clarke County has an extensive community sewage treatment system, there are many areas of the county where the city sewer system is not accessible. In these areas, on site sewage management systems, also known as septic systems are used for sewage disposal. Septic systems, when properly designed and maintained, and properly installed where site and soil conditions are favorable, can be expected to function satisfactorily.

To this end, Environmental Health Specialists at the Clarke County Health Department's Environmental Health Section conduct subdivision reviews (predevelopment, preliminary, and final), commercial and residential plan reviews, site evaluations, complaint investigations (repair requests) and existing system evaluations (if requested by homeowner, lender, or other agency). Environmental Health Specialists issue permits for construction of on-site sewage management systems and conduct installation inspections. The system must be installed by a State certified installer and must be inspected and approved by Clarke County Health Department prior to being backfilled.

The most common type of application for septic permit processed by this office is for a residential septic system. A residential septic permit application must include the following:

- 1) Completed site approval request form
- 2) A copy of the surveyed/recorded plat of the property
- 3) Original Level III soil report and map from a State certified Soil Scientist
- 4) A sketch of the proposed project on plat or application form
- 5) Applicable fees must be submitted at time of application

In some cases, more information such as additional soil data or a site plan may be required. If the field review and information submitted are in accordance with the State Rules and Regulations for On-Site Sewage Management Systems, Chapter 290-5-26, and Local or District policies, then the evaluating Environmental Health Specialist can issue a permit for the construction of a septic system. Permits are valid for one (1) year from the date of issue. Their office has recently been relocated to 202 Ben Burton Circle, Bogart, GA 30622 and their mailing address is P.O. Box 190, Bogart, GA 30622.

Also visit The State Environmental web site for more information. The web address is: <http://health.state.ga.us/programs/envservices/index.asp>

The web site provides information on all Environmental Health programs, including the Rules and Regulations for On-Site Sewage Management Systems (Chapter 290-5-26) and also maintains current lists of State certified soil scientists and installers.

## **5.7 Other Facilities and Services**

### **5.7.1 Fire Protection**

Adequate fire protection is a vital link in the chain of regional development, affecting insurance costs and, thus, the willingness of people and industries to locate in a given area. The adequacy of fire protection is measured by not only fire station location and quality, but is directly affected by the quality of the water system and the ability to provide emergency communications.

The Insurance Services Organizations (ISO) has a fire protection rating system that evaluates the fire department capabilities, as well as the adequacy of the water system. Specific factors include: the size and type of buildings in a community; the presence or absence of sprinkler systems; the way calls are received and handled; the number of fire fighters available to respond to calls; whether there is a community water system; the size of water mains and capacity; and how long it takes a department to respond to a call. This independent organization weighs all these factors to assign a department a rating between 1 and 10, with a rating of 9 or 10 meaning that an area is essentially unprotected. Some ratings, for example, are split between a 7 and a 9. The lower number is the area within five road miles of a fire station and 1,000 feet of a fire hydrant. The higher number is the area within five road miles of a fire station, but with no established water system.

ISO ratings are not legal standards but recommendations that insurance companies may use to set fire insurance rates. Because they are set by an independent organization, they become an easy way of comparing community fire departments. However, because these ratings involve weighing a number of variables, they do not directly compare. For instance, a rating of 7 in different communities does not necessarily mean that each is working with the same equipment under the same circumstances. Rather, one could have an adequate water system but inadequate personnel and equipment, the other the reverse.

Athens-Clarke County is served by the Athens-Clarke County Fire & Emergency Services Department by means of a network of eight fire stations located throughout the County. The Department is comprised of 175 personnel: 2 administrative, 7 fire prevention and 166 fire suppression. All fire stations are staffed with members working a 24-hour on/48 hours off shift. The ISO rating for the urbanized area of the County is a 2, while a small portion of the more rural area not having an established water system has an ISO rating of 9. The Insurance Services Office (ISO) completed a Public Protection Classification (PPC) survey during the last quarter of 2003 for Athens-Clarke County that resulted in the overall fire safety rating for ACC being upgraded to a Class 2/9 from the previous Class 3/9. Throughout the United States, only 0.7% of communities rated by ISO have achieved a Class 2 rating. In the state of Georgia,



Athens-Clarke County is the second countywide Fire Department to achieve a Class 2 rating. ISO is the leading supplier of statistical, underwriting, and actuarial information for the insurance industry. ISO ratings are used by insurers to calculate premiums on residential, commercial, and industrial property within a community. The new ISO rating for Athens-Clarke County will take effect on September 1, 2004. "The Class 2 rating for Athens-Clarke County represents a multi-department effort that began six years ago," said Chief Wendell Faulkner of Fire and Emergency Services. "This positive step forward for public safety is the result of cooperation between elected officials, the Manager's Office, Fire and Emergency Services, Public Utilities, Communications, and SPLOST. In 1998, we developed a game plan to achieve this goal and have made many recommendations to the Mayor and Commission. Past and present elected officials have consistently supported allocating funds to reach this goal and their support has been critical."

ISO rates a community based upon a set of criteria defined in the Fire Suppression Rating Schedule (FSRS). Three major features are evaluated: fire alarm and communication systems – 10%, Fire Department infrastructure – 50%, and water supply systems – 40%.

Athens-Clarke County has improved its 800-megahertz communication system through the use of SPLOST funds, including the first installation in the United States of an integrated Motorola MOSCAD™ Fire Station Alerting and MOSCAD Siren Control system. The MOSCAD system enables 911 dispatchers to transmit automated commands to all fire stations simultaneously and communicate to firefighters within seconds after sending the alerts. The system provides an escalating tone pre-alert to the stations involved in the emergency response, automatically opens fire station doors, and turns on station lights at the appropriate station. The system also provides dispatchers the capability to remotely monitor and close the fire station doors.

"ISO is an outside organization that is in the business of reviewing Fire Departments across the country. For this company to say Athens-Clarke County has one of the best Fire Departments in the nation only validates what those of us who live here have known for some time," said Mayor Heidi Davison. "This ISO rating increase illustrates our ability as a government to set definable, multi-departmental goals that benefit all our citizens and businesses."

The Fire Department is strictly a fire prevention and suppression department. It is not an emergency medical response system, even though they respond and are equipped to handle rescue and crash emergencies.

In addition to fire response, the Fire Department reviews compliance with the fire code for all new construction and conducts annual inspections of public use buildings and

establishments that serve alcohol in the County. The Department responds to calls at the University of Georgia but does not handle inspections or review of new construction on campus. The University has its own Fire Protection Division and on occasion requests the Fire Department to review construction plans. The Fire Department also serves as back up to the crash rescue unit at the Athens-Clarke County Airport. Map 5.1 Fire Station and Coverage Areas.

**Station 1: Fire Station No. 1 (Headquarters) - 700 College Avenue**

Fire Station No. 1, located in downtown Athens on College Avenue, is the Department's headquarters. The building has 19,530 square feet that includes 2000 square feet of maintenance area. The station, constructed in 1978, is in good condition. The station employs 33 persons divided into 3 shifts of 11, 11 and 11 respectively. The four-bay station is equipped with one engine, one ladder truck, one rescue vehicle, and one Battalion Chief. Fire Station No.1 is well planned with rear vehicular access for fire trucks and front egress, and has the capability of housing additional equipment without building expansion. Station No. 1 is the busiest fire station of the eight, serving as first response to emergencies coming from the University of Georgia campus, the central business district and nearby residential areas.

**Station 2: Fire Station No. 2 - 3500 Atlanta Highway**

Fire Station No. 2 is located at the corner of Atlanta Highway and Mitchell Bridge Road. The 7,500 -square foot building, constructed in 1981, is a two-bay facility. Ingress is off Atlanta Highway with egress on Mitchell Bridge Road. 15 persons organized into three shifts of five staff Fire Station No. 2. The station has one pumper truck and serves the western and northwestern area of the County. Station No. 2 also responds to calls in Oconee County along the by-pass loop in accordance with the mutual aid agreement between Athens-Clarke County and Oconee County.

**Station 3: Fire Station No. 3 - 1198 South Milledge Street**

Fire Station No. 3, built in 2003 replaced the old station on South Lumpkin Street. This two-bay building is located in a densely populated area known as "Five Points", which is one of the busiest intersections in town. Due to its proximity to the University of Georgia, Station No. 3 is a first response company to any emergency on the south side of campus. The station also serves neighborhoods along Milledge Avenue and commercial areas around Five Points. 21 people, again organized into three shifts of 7, 7 and 7, man Fire Station No. 3. The station has one engine and a ladder truck. The station

is state of the art facility and was designed to fit into the architectural design of the Five Points area. A community room was designed into the building for meetings.

**Station 4: Fire Station No. 4 – 900 Oglethorpe Avenue**

Fire Station No. 4 replaced the old station, which was located at the intersection of Hawthorne and Oglethorpe Avenues. Constructed in 2003, this station has three bays as well as a community room. There are 21 fire fighters on duty at Fire Station No. 4, divided into three shifts of 7,7, and 7. The station has one engine and one fire rescue vehicle, as well as the Battalion Chief for the West Side of the County. Station 4 serves primarily the northwest section of the County.

**Station 5: Fire Station No. 5 - 1090 Whit Davis Road**

Fire Station No. 5, located on the corner of Cedar Shoals Drive and Whit Davis Road, is in excellent condition. The 7,600-square foot building, constructed in 1974, was originally planned as Clarke County's Fire Department Headquarters, and therefore has ample room for administration, training and day room facilities. The two-bay facility is designed to allow fire trucks to enter the station off Whit Davis Road and exit onto Cedar Shoals Drive. Fire Station No. 5 serves an area composed primarily of low-density, single-family neighborhoods and light commercial areas in the southeastern portion of Athens-Clarke County. 15 persons divided into 3 shifts of five staff Fire Station No. 5. The station is equipped with one pumper truck.

**Station 6: Fire Station No. 6 - 580 Athena Drive**

Fire Station No. 6, on Athena Drive, is located at the center of Athens-Clarke County's designated industrial park in the northeastern area of the County. The 7,500 square foot station, built in 1982, is designed identically to Station No. 2. Due to its proximity to the airport, Station No. 6 is primary back-up to any airport emergency. There are 15 fire fighters housed in Station No. 6. The station is equipped with one pumper truck and one tanker.

**Station 7: Fire Station No. 7 – 2357 Barnett Shoals Road**

This was the first station built under SPLOST in 2000. A new design was used and has served as the template for the design of Stations 3, 4, 8, and the planned Station 9. This fire station will provide fire protection to the commercially zoned properties along Lexington Highway and Gaines School Road, as well as the medium density residential area south of Lexington Road. The station also serves the eastern portion of the

University of Georgia campus. The station houses a pumper truck and a ladder truck. It also houses the Fire Safety House that is used by the Fire Prevention Bureau for public education. 21 firefighters staff the station in three shifts of seven.

#### **Station 8: Fire Station No. 8 – 3955 Jefferson Road**

This station was built in 2003 under the SPLOST program. This station is a three bay modern facility and also has a community room. It houses fifteen firefighters divided among three shifts. It has a pumper as well as a Hazardous Materials truck. The firefighters man either vehicle and respond with the appropriate one depending on the nature of the call for service. The area served comprises of a mix between residential, commercial, and also the gas pipeline stations in the area.

As mentioned previously, the City of Winterville maintains a volunteer fire department as well as receiving coverage from the Athens-Clarke County Fire Department.

Station 9 is slated for construction in 2006. This station will be located on Danielsville Road. It will house fifteen firefighters divided among three shifts. It will have a pumper, and will have room for future expansion as needed. A community room will also be included within the building. The addition of this station, along with recent water line improvements, will raise the level of service in this area tremendously.

Recent improvements at Athens-Ben Epps Airport have provided a new station for housing fire-fighting apparatus. This building is located within the property. It houses a new Crash Fire Rescue truck, as well as the older mini-pumper that was previously used. The truck is staffed part-time by Airport personnel. The Fire Department also responds to any incident within the airport property, this building as known as Station 10.

The Athens-Clarke County Fire Department provides primary fire fighting services to the City of Winterville. The Winterville Volunteer Fire Department fire fighters provide backup coverage to the County. The level of fire protection provided to the City of Winterville is presently at an acceptable level of service given the relatively low population and type of development within the city.

#### Emergency Medical Services (EMS)

Athens Regional Medical Center and St. Mary's Hospital provide emergency medical services in Athens-Clarke County (including Winterville). For EMS dispatching purposes, Clarke County and Oconee County are divided into 10 EMS zones served by

either Athens Regional's or St. Mary's medical ambulances. These ambulances are situated at satellite locations throughout the two-county area. When a medically-related 911 call comes in, it is handled by Athens Regional's centralized medical emergency dispatching services. The dispatcher identifies the location of the call and dispatches the medical ambulance that is in the zone closest to the call. If transport to a hospital is required, the patient is transported to the respective zone's hospital. If patients are not in life-threatening conditions, they may request the hospital of their choice.

Between the two hospitals, there are 13 ambulances and 53 full-time EMTs. Emergency medical calls average approximately 1150 calls per month and the average response time is about 6 minutes. All ambulances are Advanced Life-Support equipped and licensed by the Department of Human Resources. The Northeast Georgia Emergency Medical Services Council which is composed of members appointed handles policy decisions about coverage and levels of service by the respective governing bodies.

#### Emergency Management Agency (EMA)

The Emergency Management Agency (EMA) responsibilities are under the auspices of the Athens-Clarke County Fire Department. This all-risk agency serves as the coordinating agency for all emergency/rescue services in Athens-Clarke County. Any time more than two emergency agencies are involved, the EMA is called to coordinate services. One of the primary responsibilities of the EMA is to coordinate emergency services during times of disaster.

#### Emergency Dispatching

All public safety operations in Athens-Clarke County utilize the 24-hour central-dispatch system, supervised by the Athens-Clarke County Police Department. The dispatcher routes all calls for fire, law-enforcement, or medical service to the correct agency. Personnel include 2 full-time dispatchers, 3 part-time dispatchers, and 1 full-time administrator.

### **5.7.2 Public Safety**

Athens-Clarke County is served by three law-enforcement offices: the Athens-Clarke County Police Department, the Clarke County Sheriff's Office, and the City of Winterville's Police Department. Map 5.2 Public Safety Facilities.

### 5.7.2.1 A-CC Police Department

In FY06 the Athens-Clarke County Police Department (ACCPD) was authorized 294 full time employees, including 231 sworn officers and 63 civilians to provide general police services for an estimated population of 109,000 over 121 square miles. The ACCPD is headquartered at 3035 Lexington Road, where command and control functions including the 911 Communications Center are located. The ACCPD employs a decentralized management style and provides services from seven buildings dispersed throughout the county. Aside from its headquarters, the ACCPD operates from the West Precinct at 3700 Atlanta Highway in the Georgia Square Mall, the Downtown Substation at 133 East Washington Street, the East Substation at 385 Fairview Street, the West Substation at 1060 Baxter Street, the Multi-Jurisdictional Drug Task Force on Prince Avenue, and the Family Protection Center at 2795 Lexington Highway. Additionally, the ACCPD will open a "storefront" office in Fire Station #9 at 1650 Danielsville Road during 2007. These facilities are a major component of the Department's commitment to community-oriented, problem-solving policing through their presence within the diverse neighborhoods of Athens-Clarke County (ACC).

Also, the decentralization of the police staff is a tool utilized to increase citizen-police interaction during non-enforcement periods and activities. The ACCPD is involved in a number of other community-oriented, problem-solving policing initiatives. Its bicycle and walking patrols have greatly increased the Department's presence in the downtown district and the Baxter Street corridor. Likewise, police presence within public housing areas since the mid-1970's has resulted in a sustained reduction in per capital crime in and adjacent to those properties. Additionally, regular neighborhood level meetings are scheduled throughout ACC with the Athens Housing Authority, the Athens Downtown Development Authority's Responsible Hospitality Panel, the various neighborhood watches, etc. to problem solve and as a supplement to the bi-weekly internal departmental crime reduction meeting (Compstat, computer comparison statistics). In cases where violent crimes occur, the ACCPD assigns an intensive team of investigative personnel to the crime and, for the crime of homicide, the Georgia Bureau of Investigation supports the ACCPD during such investigations.

The ACCPD also has a school resource officer assigned to each middle and high school. The officer serves as a resource officer to students and teachers on issues of drugs, crime deterrence, gangs, etc. Likewise, the Department is proactive in the area of domestic abuse. The ACCPD works with the courts in an early intervention posture that advocates a system of "arrest and counseling," not simply "pro-conviction." Also, the ACCPD philosophically and materially supports the Drug Courts of the State Court and

the Superior Court in abuse reduction goals and strategies. These leadership and management approaches, which are focused on service delivery at the neighborhood level, problem solving with citizens, and increased community partnership, have been key to sustaining a decade of crime reduction (1997-2006), while solving crimes above the national average. All of these initiatives reflect the Department's view that the police are the people and the people are the police. The police being only full-time individuals charged with the duties that are incumbent on all of the citizens.

The Athens-Clarke County Police Department has identified a need for an increase in narcotics and beat officers, adding a substation on Baxter, and having the downtown location open 24 hours a day. In the area of domestic abuse, the Department sees a stronger link with the hospitals and the possibility of locating a facility near to the police headquarters that would provide temporary shelter for victims of family violence.

#### 5.7.2.2 Sheriff's Office

The Clarke County Sheriff's Office's primary responsibilities involve law enforcement services to the court system (Superior Court, State Court, Municipal Court, Probate Court, Magistrate Court and Juvenile Court) and supervising the County Jail. The Office also acts as server of court processes for civil papers, subpoenas, evictions, protective orders, felony and misdemeanor arrest warrants, as well as being responsible for transporting prisoners in and out of the county, handling licenses for raffles and bonding, maintaining a sex offender registry, and conducting background checks for gun permits. The Office also has a deputy assigned to the Alternative School as a School Resource Officer, has implemented the DARE program in all of the elementary and middle schools in Athens-Clarke County, provides the P.R.I.D.E. program to residents of our jurisdiction, and participates in the V.O.I.C.E. program.

The Sheriff's Office has three sections that report through the Chief Deputy: the Field & Court Section, the Jail Section and the Administrative Section. In all, the Office has 137 sworn officers, and 24 civilian personnel. Most deputies work on 12-hour shifts with rotating days off. The Office's Field & Court and Administrative Sections operate out of the Courthouse located at 325 E. Washington Street, while the County Jail is located at 3015 Lexington Road.

The Sheriff's Office noted that it is running behind in its processing and has a need for additional warrant officers, as well as court deputies. Additionally, the Office identified a need for a holding area for prisoners awaiting their cases to come before the court.

### 5.7.2.3 City of Winterville Police Department

The Winterville Police Department is located at 125 N. Church Street, about two blocks from the city square, next to city hall. The Department serves only the City of Winterville, an area of about 2.6 square miles. It has a Chief and two full time officers, one part time reserve officer, two patrol cars, and a K-9 unit truck.

Although limited in its local enforcement capability, Winterville, with assistance from Athens-Clarke County and the Georgia State Patrol enjoy an adequate level of police protection for a town of its size. The Police Department is presently pursuing an additional patrol car.

### 5.7.2.4 Detention Centers

There are two detention facilities in the Athens-Clarke County area: the county jail and the county prison (work camp). The Youth Development Center, once operated by the County, is currently operated by the State.

### 5.7.2.5 County Jail

As noted above, the Sheriff's Office is responsible for operating the County Jail. The facility is primarily a pre-trial facility that houses inmates awaiting final disposition of their cases in the courts. The Jail also houses inmates who have been sentenced for short periods of times (up to 12 months). Besides the inmates awaiting trial, a small percentage of the total yearly jail population is composed of sentenced felons awaiting transfer to state prison.

In 1992, the County passed a Special Local Options Sales Tax that included money for expansion of the County Jail. This allowed for the facility to address severe overcrowding; however, today there is a critical need for additional expansion of the facility to accommodate twice as many inmates as the 1992 population. Currently, the Jail has 338 beds and an average daily population (in 2005) of 426 inmates.

### 5.7.2.6 Athens-Clarke County Correctional Institution/County Prison

The Athens-Clarke County Correctional Institution/County Prison is operated by the County Commission under the operational supervision of a warden appointed by the Mayor and Chair and Commission, with confirmation by Georgia Department of Corrections. The Prison is designed as a minimum-security facility (current Georgia Department of Correction's rating). Inmates are received from the County Jail and the



Georgia Department of Corrections. County-sentenced inmates typically are charged with misdemeanors serving one year or less, but probation revocations of felon sentences can be issued requiring service in the County of revocation. State-sentenced inmates are usually felon sentences ranging from one year to life. The Prison is located at 2825 County Farm Road. Winterville does not have a jail/detention area, but utilizes the Athens-Clarke County Jail.

### **5.7.3 Parks and Recreation**

Athens-Clarke County's athletic, recreational, educational, and cultural arts programs are administered by the Department of Leisure Services. The department's mission is to enrich the lives of our citizens through the stewardship of the community's natural resources and the efficient and responsive provision of quality leisure opportunities, experiences, and partnerships. This department offers the most diverse and comprehensive system of services, programs, and facilities in the Northeast Georgia region. This full-service "Department of Leisure Services" provides active and self-directed programs as well as facilities, grounds, and natural resource management.

#### **Athens-Clarke County Leisure Services Department At-A-Glance**

- 6 divisions (administration / internal services, arts, athletics, natural resources, parks, recreation)
- 4th largest department in Athens-Clarke County
- 38 parks and facilities with 84 buildings and structures
- 3,400+ acres with over 1.8 million annual visitors
- 3,450 annual programs involving 325,000 participants
- 1,250 annual facility rentals
- 838 volunteers contributing 32,500 hours of service
- 8 advisory boards
- 79 full time and 200 part-time/seasonal employees
- 186 contract labor employees

Active programs include camps, team sports, tournaments, classes, theater, exhibits, special events, festivals, and interpretive and educational programs. Self-directed activities include biking, hiking, swimming, tennis, skateboarding, fishing, boating, . Facilities and grounds management includes parks, greenways, trails, zoo, swimming pools, playgrounds, skatepark. Natural resource management includes the preservation and conservation of natural areas, wetlands, waterways and forest as well as habitat restoration, enhancement and maintenance of wildlife habitat and travel corridors, and fisheries management. Although there are private recreational facilities available within

the County, including fishing and boating, lakes, civic club ball fields, and country-club golf courses, for the purposes of assessment, only publicly managed leisure facilities are considered here.

In 2003 the Unified Government of Athens-Clarke County adopted Leisure Service's Greenway Network Plan. The Greenway Network Plan provides the blueprint for greenway and natural area development for future generations through the creation of a "green infrastructure". The Greenway Network Plan begins the process of identifying, protecting, and creating a series of corridors providing opportunities for conservation, preservation, education, transportation, and recreation. Additionally, these corridors provide opportunities for individuals and families to experience nature in a variety of ways while linking parks, neighborhoods, points of interest, and activity centers. The services and programs of the Department are funded through fees and charges, the General Fund, grants, and donations. A key component of the Department is the support of eight not-for-profit boards along with the Oconee River Greenway Commission, and the Rail-Trail Committee. These citizen advisory boards affiliated with the Leisure Services are the Sandy Creek Nature Center, Inc., Lyndon House Arts Foundation, Friends of Athens Creative Theater, Morton Theater Corporation, Friends of SE Clarke Park, the Gymnastics Booster Club, and PRIDE, the parental group associated with the East Athens Educational Dance Center. The Oconee River Greenway Commission was created by ACC Commission action as an oversight and advisory group for greenway and related endeavors. The Rails-Trials Committee is a committee created by the ACC Commission and appointed by the Mayor to provide oversight and support to rail-trail activities in Athens.

In 1994 the Unified Government of Athens-Clarke County adopted the Leisure Services Master Plan. This plan represents a comprehensive planning process to determine ways that leisure services can be efficiently and effectively delivered to the citizens of Athens-Clarke County. It is a plan of action that addresses organization, management, parks, facilities, and programming. The Leisure Services Master Plan reflects the unique conditions of Athens-Clarke County, nationwide trends, and successful leisure service delivery in comparable communities. Also, the plan lists priority recommendations to be undertaken by the Unified Government of Athens-Clarke County bridging the gap between theory and practice with existing system analysis and public input.

In 2002 the Unified Government of Athens-Clarke County Auditor's Office conducted an assessment of the organization and operations of the Leisure Services Department since merging the former Recreation & Parks and Arts & Environmental Education Departments in FY97. The purpose of this audit was to perform a comprehensive

analysis of the services, staffing, and resources employed by the Leisure Services department in the delivery of programs, activities, and services for the citizens of Athens-Clarke County.

The Department of Leisure Services is divided into six divisions: recreation, athletics, arts, natural resources, park services, and administration. With 2299.46 acres of park facilities to operate and maintain, the Department has a sizable amount of responsibility. These parks include: two regional parks (1007 acres); community parks (429 acres); 26 neighborhood parks including school parks (340.6 acres); the greenway system (523 acres); and special use facilities (6.86 acres) that serve the County and the region. Added to these acreage, are the 17 elementary and middle school recreation sites. These facilities have been converted into additional neighborhood parks through an agreement between the Leisure Services Department and the Clarke County School District. See Map 5.3 Recreational Areas and Cultural Facilities.

#### 5.7.3.1 Regional Parks

Regional parks are natural resource-based, destination-oriented resource based outdoor recreation and educational facilities serving the County and a population within an hour's drive. Regional parks often serve day, evening and over-night uses. The typical acreage standard is from 500 - 1000 acres of diverse, scenic natural and cultural environments. Access is via a major regional highway. Athens-Clarke County has two regional parks, Sandy Creek Park and Sandy Creek Nature Center.

**Table 1: Regional Parks**

Name	Facilities	Acres
Sandy Creek Park	Natural, interpretive and outdoor recreation park developed with US Soil Conservation Service; 260-acre man-made lake; visitor center; community center; BBQ building; small beach; picnic pavilion; 3 picnic shelters; equestrian & 10 miles of hiking trails; amphitheater; disc golf course, 3 dog parks; campgrounds; 2 tennis & 2 basketball courts; multipurpose field; self-directed baseball field; volleyball court; 2 horseshoe pits; boat launch; 2 playgrounds;	782
Sandy Creek Nature Center	Environmental , Natural Science and Appropriate Technology Center (ENSAT); Natural resource interpretive center; Walker Discovery Hall; Allen House Adm. Office and Intern Housing; log house; picnic tables; 5 miles of nature trails and boardwalk along North Oconee River and Sandy Creek; connects to North Oconee River Greenway via pedestrian bridge and to the Cook’s Greenway Trail via boardwalk and pedestrian bridge	225
	<b>Total Acres</b>	<b>1007</b>

5.7.3.2 Community Parks

Community parks have diversified indoor and outdoor recreation facilities and areas serving a population within 10 - 15 minutes driving time and situated in the main quadrants of the county. Typical land requirements are 100 acres that include areas suitable for active (athletic fields) and passive recreation (picnic grounds, walking trails, water features). Due to high volumes of traffic, access is recommended to be from a major roadway.

**Table 2: Community Parks**

Name	Facilities	Acres
Bishop Park	Community building and gym; Olympic size pool; tennis center and 9 courts; 3 softball fields; 2 basketball courts; multipurpose athletic field; 2 playgrounds; concessions building; BBQ/picnic facility; administrative office building	33
James Holland Youth Sports Complex	Baseball and soccer complex: 4 little league ballfields; 2 300' baseball fields; 4 soccer fields; 3 concession buildings	62
Thomas Lay Community Center and Park	Community center and gym; 1 softball field and concession building; 2 basketball courts; 1 tennis court; picnic shelter; pool; playground	7
Memorial Park (excluding zoo)	Community building; pool; 2 basketball courts; multipurpose athletic field; 3 picnic shelters; 4 playgrounds; 3 acre lake	72
Satterfield Park	3 little league baseball fields; 2 senior league baseball fields; 3 tennis courts; concession building;	13
East Athens Community Park	Football and soccer complex; baseball/softball field; concession/pavilion building (under development)	118
SE Clarke Community Park	Concession building; baseball and softball complex; 2 tennis courts; exercise/jog trail; nature trail; picnic shelter; 2 playgrounds; 2 restrooms; dog park; skatepark	124
	<b>Total Acres</b>	<b>429</b>

**5.7.3.3 *Neighborhood Parks***

Neighborhood parks are family-oriented spontaneous recreation facilities for daytime use only. They are small acreage sites, having from 5 - 10 acres as a standard requirement. Facilities include multipurpose, low maintenance facilities for passive or unstructured play such as walking trails, picnic areas and practice fields or courts. Access should be from the local street network accessible by sidewalks and/or bike. Often times neighborhood parks are located adjacent to elementary schools or community centers. Athens-Clarke County has 27 neighborhood parks, three of which are located in the City of Winterville (two of these may actually function as community parks but due to size are considered neighborhood parks), and 17 school sites that are being developed into new neighborhood parks.

**Table 3: Neighborhood Parks**

Name	Facilities	Acres
Ben Burton Park	Park located along the Middle Oconee River. includes; picnic tables, grills, trails,	27
Dudley Park	Natural resource oriented park with trails along North Oconee River and Trail Creek is part of the Heritage Trail; includes Historic interpretation and exhibits, multipurpose field; picnic tables, benches, and grills; will serve as a inter-connect with the proposed Rails-to-Trails project	24
East Athens Community Center and Park	Community center and gym; 2 basketball courts; 2 tennis courts; playground; pool; picnic shelter; multipurpose athletic field	18
North Oconee River Park and Aguar Plaza	Park generally located along both banks of the North Oconee River with walking trails, picnic shelter benches, tables; and grills. The Aguar Plaza includes interpretive signs, benches and a trail.	24
Pope/Reese Street Park	Vest pocket park: 1 basketball court; general purpose plaza area;	1
Rocksprings Park	Community center and senior center; 2 basketball courts; 1 softball/baseball field; pool; playground;	6
Wesley Whitehead Park	2 softball fields with concession building; (in City of Winterville)	6.6
Winterville Auditorium and Tennis Courts	Auditorium; 2 tennis/basketball courts; Rutland Center Classroom Building; (Shared-use agreement; maintained by Town of Winterville)	3
Winterville City Park	BBQ building with kitchen; 1 basketball court; playground; picnic area; (in Town of Winterville)	5
17 Parks at Elementary and Middle Schools	Nature trail; multi-purpose fields; picnic grounds; walking and jogging trails; playgrounds; shelters;	219
	<b>Total Acres</b>	<b>333.6</b>

*5.7.3.4 Greenways (Linear Parks)*

Greenways (Linear Parks) are planned to be interconnected, linear open spaces along important environmental, historic and / or scenic corridors that offer opportunities for linear recreation, such as hiking, canoeing and bicycling and are considered safe, alternative transportation corridors. There are no specific acreage requirements, but areas should be of a size and scenic quality to encourage sufficient levels of interest and

use. Trail heads and parking areas should be located off of major arterial or collector roadways.

The adoption of the Greenway Network Plan established a process for the creation of a “green infrastructure” for Athens-Clarke County. This generational plan creates a system of linear parks, greenspace, and transportation corridors for purposes including preservation, conservation, recreation, education, wildlife habitat and travel, transportation and destination points.

Athens-Clarke County is in the process of developing a network of linear, public open space that will offer passive recreation, environmental conservation and a continuous trail along the Oconee River system, with connections to parks, schools, civic centers and neighborhoods. These greenways will serve to reduce pollution and protect the integrity of the Athens-Clarke County water supply; inspire a community-wide respect for the waterway environment; and provide protection for native wildlife. A successful greenway program will contribute to developing Athens-Clarke County into a balanced and beautiful community with a desirable quality of life that attracts new residents, businesses and tourists.

**Table 4: Greenways (Linear Parks)**

Name	Facilities	Acres
Sandy Creek Greenway and Cooks Trail	A 4.1 mile linear park located along Little Sandy Creek that connects Sandy Creek Nature Center to Sandy Creek Recreation Area; 4000' of boardwalk and 5 footbridges;	492
North Oconee River Greenway and Heritage Trail	A multiuse trail connecting the University of Georgia at Baldwin Street to Sandy Creek Nature Center. Includes almost 4 miles of trail,, the Aguar Plaza, picnic tables, benches, and the Heritage Trail – an interpretive walk highlighting the history of Athens and the North Oconee River.	31
College Station Greenway Extension	A proposed multiuse trail and associated amenities expanding the North Oconee River Greenway from Oconee Street to College Station Road	Under study
East Community Park Extension	A proposed multiuse trail that connects the Cook and Brother Plaza of the North Oconee River Greenway with the Historic Gun Emplacement (proposed) and the East Community Park	Under study
	<b>Total Acres</b>	<b>523</b>

5.7.3.5 Historic Sites

The management and interpretation of historic sites helps build a sense of place within the community. Included in this section are areas acquired and maintained specifically for their historic and educational value.

**Table 5: Historic Sites**

Name	Facilities	Acres
Cook and Brothers Armory Historic Gun Emplacement Site	A proposed park containing the last complete artillery gun emplacement constructed in Athens-Clarke County during the civil war. The site will include interpretive signs, a replica artillery piece, ADA access and parking	6.86
	<b>Total Acres</b>	<b>6.86</b>

This table does not include other Historic Sites owned by Athens-Clarke County and used for purposes other than parks. Such sites include the Taylor-Grady House, operated by the Junior League as a house museum by the Junior League, the Church Brumby House, operated by Athens-Clarke Heritage Foundation as a Welcome Center, and many others.

5.7.3.6 Natural Areas

Leisure Services maintains several natural areas as part of the Greenspace program and the Greenway Network Plan project. These natural areas include areas set aside for habitat protection, water quality protection, stream and river buffer as well as areas being held for future park and greenway development.



**Table 6: Natural Areas**

<b>Name</b>	<b>Facilities</b>	<b>Acres</b>
Erwin Land Donation	A 24 acre stream buffer and potential neighborhood trail connection with Holland Youth Sports Complex.	24
Rock and Shoals Heritage and Natural Area	Adjacent to the Georgia Department of Natural Resources Rock and Shoals State Heritage site, this natural area helps protect and encompass the second largest rock outcrop In Athens-Clarke County. This site includes fragile outcrop flora and fauna and several rare and endangered species.	25
Whitehall Shoals Natural Area	This natural area is managed by Athens-Clarke County under an agreement with the Georgia Department of Natural Resources and currently provides river and habitat protection. Future use of this site could include trails, canoe/kayak launch, restrooms and trails.	30
Tillman Tract (University Heights)	This natural area is managed by Athens-Clarke County under an agreement with the Georgia Department of Natural Resources and currently provides river and habitat protection. Future use of this site could include foot trails connecting University Heights subdivision with the Whitehall Shoals Natural Area.	6
	<b>Total Acres</b>	<b>85</b>

5.7.3.7 Rails to Trails

Athens-Clarke County is in the process of converting abandoned railroad lines into multiuse trails that will significantly enhance alternative transportation and connectivity between existing greenway facilities, bicycle facilities, and community destinations. In addition to alternative transportation, the rail-trail conversion will enhance recreational alternatives along with associated health benefits.

**Table 7: Rails to Trails**

Name	Facilities	Acres
Georgia Rail Road Rail-Trail Project	This proposed project connects the bicycle facilities on Barnett Shoals road to Dudley Park and the Multimodel Center on East Broad Street. The rebuilding of the 10 Loop at US78 is proposed to accommodate the rail-trail project. Although no funding is currently allocated, this project also includes a connection to the Georgia Rail Station at Winterville.	Under Study
Pulaski Heights Greenway and Park	This proposed project connects the Pulaski Heights Community and the Athens Area Council on Aging with the North Oconee River Greenway. Additional connections could include the Lyndon House Arts Center, Thomas Lay Community Center, and Fire Station Number 1 with the North Oconee River Greenway. This project includes a park with ADA accessible trails and exercise stations specifically designed for older community members.	Under Study

5.7.3.8 Special Purpose and Cultural Facilities

Special purpose and cultural facilities satisfy needs for specialized recreation pursuits, such as the performing arts, aquatics, visual arts, gymnastics, zoological, etc. There are no specific land requirements but access should be from the major road network.

**Table 8: Special Purpose and Cultural Facilities**

Name	Facilities	Acres
Bear Hollow Wildlife Trail (zoo adjacent to Memorial Park)	Small zoological park featuring native piedmont bird and animal species; zoo classroom; zoo operations building, amphitheatre; zoo barn	5
Lyndon House Arts Center	38,500 sq. ft. visual arts facility will include gallery space, craft rooms, children's gallery, historic house museum, kitchen, library resource room and community arts room;	5
Morton Theatre	A 25,000 square-foot performing arts theater with 500 seats; Harris Pharmacy/history space; 1,100 square-foot Burney Building office space;	N/A

Name	Facilities	Acres
Parks Maintenance Center	2,700 square-foot facilities building; 2,000 square-foot janitorial building;	N/A
Athens Creative Theatre (connected to Memorial Park Ops Bldg)	3,139 square foot facilities building; It is a "black box" facility, which offers maximum flexibility and configuration.	N/A
East Athens Educational Dance Center	5,500 square feet and has a large presentation hall, three dance studios for practice and is the first LEED certified public or private sector building in the County	N/A
	<b>Total Acres</b>	<b>10</b>

5.7.3.9 School Facilities

Athens-Clarke County and the Clarke County School District have agreed to joint use of facilities. Athens-Clarke County developed playgrounds, walking and jogging trails and all-weather play areas at 17 elementary and middle schools. These facilities are recognized as parkland during non-school hours.

The Department of Leisure Services currently uses School District facilities for programs such as youth basketball practices and games, special events, and other recreational and educational activities. In exchange, the school district uses Leisure Services facilities for baseball and tennis competitions, field trips, and pre-kindergarten programs.

5.7.3.10 University of Georgia

There are no cooperative agreements between Athens-Clarke-County and the University of Georgia for joint use of facilities at the University.

5.7.3.11 Recreation and Volunteer Programs

The Department of Leisure Services is continuously involved in a wide variety of programs and services. Such programs and services are possible through cooperative efforts with outside groups, the direct support of affiliated agencies, and the generosity of individual volunteers and groups.

Leisure Services partners with a wide variety of agencies and businesses, creating the most comprehensive and diverse program in the region. By co-sponsoring programs, the department is able to create diverse services and programs in areas such as arts,

athletics, recreation, environmental education, natural resources, special populations, and health. Leisure Services has program service agreements with youth athletic associations that includes Athens United Soccer Association, Clarke Youth Association, Athens Youth Association, Stonehenge Youth Association, East Athens Dolphins, Georgia Fall baseball, Holland Park Youth Association, and Athens American National Little League. The Department also has an established service contract for tennis programming at county facilities with Tennis for Life. Other affiliated groups include, Clarke County Health Department, Boy Scouts and Girl Scouts, Athens Regional Medical Center and St. Mary's Hospital, American Red Cross, and Athens Tutorial Program. Leisure Services activities and facilities are supported directly by several affiliated groups. These support organizations provide financial and technical assistance as well as oversight and direct volunteer support of various Leisure Service activities.

The Leisure Services Department has a well- established volunteer system. Individuals and groups seek out and are recruited for activities and projects that directly benefit programs and services provided to the public. Volunteers give their time in projects and activities ranging from the arts, dance, athletics, recreation, environmental education, natural resource management, trail maintenance, and gymnastics.

#### **5.7.4 Stormwater Management**

A-CC has an extensive stormwater management program and provides many services for dealing with the problems created by stormwater runoff that benefit the entire community. Athens Clarke County has applied and received coverage for the NPDES Stormwater Phase II Permit issued by the Georgia Environmental Protection Division. The permit requires municipalities to develop and implement a stormwater management program that includes activities that focus on the following six areas:

- Public Education and Outreach
- Public Participation
- Illicit Discharge Elimination
- Construction Site Erosion Control
- Post-Construction (long-term) Stormwater Controls
- Good House Keeping Practices for Municipal Practices/Programs

The County has developed a comprehensive program that provides the services needed to address all stormwater management needs, responsibilities and obligations. The vision of the county's program can be summarized by five goals that describe the overall direction, authority and responsibility of the program to manage stormwater.

- NPDES Compliance
- Source-Water Water Quality Protection
- Provide Infrastructure to Support Growth of Community
- Preserve Quality of Life
- Flood Hazard Reduction

In 2004 the Mayor and Commission of Athens Clarke County adopted an ordinance authorizing implementation of A Stormwater Utility Enterprise Fund to provide a dedicated revenue source for stormwater management. For a detailed description of the stormwater management program and activities please refer to the attached report.

### **5.7.5 Solid Waste Management**

In 2004, Athens-Clarke County participated in a Regional Solid Waste Plan prepared in cooperation with the Northeast Georgia Regional Development Center. This Plan provided a general framework for guiding the County's solid waste collection, disposal and recycling efforts. To complement the original Plan, a more comprehensive solid waste reduction plan was developed for Athens-Clarke County under contract with Resource Recycling Systems of Ann Arbor, Michigan.

This plan identified specific policy decisions of the Athens-Clarke County government with regard to local solid waste management issues. Policy decisions included "volume-based" garbage fee systems for the residential and commercial service sectors, expanded and newly created residential and commercial recycling services, respectively; procurement of a Recovered Materials Processing Facility (RMPF); development of private hauler franchising requirements; and expansion of area recycling drop-off centers.

This solid waste comprehensive plan has been implemented in its entirety. The management of solid waste issues in Athens-Clarke County is the responsibility of the Department of Solid Waste. The Department has 58 full-time and 6 part-time employees: eleven are located at the landfill, 10 in recycling operations, 4 in administration and the remainder are in solid waste collections.

The solid waste program for Athens-Clarke County is one of the most progressive in Georgia.

Solid waste collection in Athens-Clarke County is based on two service districts: an urban service district which is Athens' city limits prior to unification; and a general

service district which is the balance of the County. In the urban service district, crews with the Department of Solid Waste provide once-a-week, backyard and optional curbside collection of household waste and curbside collection of recyclable. The once-a-week curbside recycling is on the same day as garbage pickup. Residents have two bins, a blue bin for "paper" items and a green bin for "container" items. In the general service district, 8 private franchise haulers offer comparable services for the collection of garbage and recyclable. To reward recycling, the County has instituted a volume-based garbage fee system requirement for both public and private solid waste collection services. Customers pay based on the size of the waste container and the number of containers; therefore, the more volume, the higher the fee. This volume-based fee system encourages recycling through reduction of the waste volume, and thereby reduction of the fees paid.

Waste collection for customers (businesses and residents) in the downtown area is provided by ACC and is also a volume-based garbage and recycling program. These downtown customers typically cannot be serviced from dumpsters, and therefore, dispose of their waste in bags that are placed outside their businesses or residences 30 minutes prior to their scheduled collection time. Customers choose their service level and pay based on the number of pickups chosen. They also pay \$1 each for authorized disposal bags for garbage. These customers can reduce their fees by placing recyclable materials curbside at no additional charge. Services in the downtown are offered three times a day, seven days a week. Apartment complexes can contract with a private hauler for waste disposal or use ACC's services. Dumpster customers may also request recycling services (typically handled with dumpsters as well). The University of Georgia collects its own waste for disposal at the ACC landfill. The University also collects recyclable and operates an office paper recycling program throughout the campus.

The Department of Solid Waste also provides leaf and limb pickup to residents of both the urban and general service districts six times a year. Leaf/limb materials collected are transported to the landfill mulching site, mulched and sold for \$7 a pickup truck load. Bulkier items are picked up by special request and transported to the appropriate disposal or recycling facility.

Private haulers take their collections directly to the landfill of their choice. Total, non-recyclable waste collected from Athens-Clarke County in 2005, was 85,782 tons. Approximately 62% was from residential customers and 18% was from commercial/industrial customers. Based on a 2005 population of 108,222 this is 1.26 tons per capita per year. In 2005, yard waste accepted totaled 7,709 tons (includes both Athens-Clarke and Oglethorpe Counties).

Private haulers operate in Winterville similarly to how they operate in the General Service District of Athens-Clarke County.

In 1992, given the proximity of Athens-Clarke County's existing landfill to Oglethorpe County and in the spirit of mutual benefit, Athens-Clarke and Oglethorpe Counties entered into an agreement whereby Athens-Clarke would take Oglethorpe's waste. This agreement was reached in exchange for (1) Oglethorpe's landfill being converted into a disposal facility for construction and demolition materials from both counties, and (2) using land owned by ACC but located in Oglethorpe County (adjacent to existing landfill site) for expansion of ACC's landfill. This substantially increased both counties' disposal capacities. Currently, the Athens-Clarke County Municipal Landfill is encompasses 380 acres, 24 acres of which are located in Oglethorpe County. Of the 380 acres, 100 acres have been closed out and 38 acres are currently in use. As of July 2005, the last date for when a "remaining-life" calculation is available, the landfill's remaining capacity was calculated at 9.8 years. The facility is located on Lexington Road eight miles east of downtown Athens.

The landfill receives approximately 107,000 tons of waste per year. This does not include the collection of recyclables, which is running about 13,000 tons per year and is contributing significantly to reducing the County's waste stream. The landfill began accepts tires at a recycling charge of \$3 a tire, however, oil disposal/recycling is still handled privately at service stations around the County. White goods and other scrap metals can be brought to the landfill for free and then recycled by Athens Auto Wrecking for the benefit of the 4-H. Biomedical waste goes to a private company for disposal. The County does accept yard waste, which is diverted to its tub grinder located at the landfill. The resulting mulch is then sold year-round or is used to cover the trash after being mixed with soil. Cooking oil generated by downtown restaurants is collected by ACC crews, stored temporarily at College Avenue facilities and then collected by a processor from Atlanta.

The Recycling Division within the Department of Solid Waste has primary responsibility for spearheading Athens-Clarke County's recycling initiatives and public education efforts. This two-person Division works closely with residents, businesses and industries to facilitate their contribution to the recycling effort.

In 1988, Athens -Clarke County became the home of Georgia's first municipally operated curbside recycling program. This began with the curbside collection of newspapers in selected neighborhoods. By 1992, the County was offering twice-a-month curbside pickup of newspaper, glass, aluminum and plastic to all residents

located in the Urban Service District. Currently, as noted above, the County offers once-a-week curbside recycling on the same day as garbage pickup. In addition to individual collection, there are six recycling drop-off centers within the County that are open 24 hours, seven days a week. In 1995, the Athens-Clarke Material Recycling facility opened for business. This was the first public-private "recovered materials processing facility" (RMPF) of its kind opened in Georgia. This facility is owned and operated by Resource Recovery Systems of Centerbrook, CT; however, in return for establishing the RMPF, Athens-Clarke County has agreed to deliver or pay for the delivery of 775 tons per month of recyclables to the facility. Presently, the County's agreed upon recyclable tonnage is being exceeded.

The Athens-Clarke County government is also committed to the purchase of recycled paper and departments are charged with reviewing purchases to verify that items are recyclable. In addition, an office paper-recycling program has been implemented at all County offices. As previously noted, the volume-based fee system for collection of waste is another incentive for the public to recycle.

The University of Georgia contributes to local recycling efforts through its operation of drop-off sites for newspaper, aluminum, glass, and plastic. The University also instituted programs for office paper recycling and composting of yard and animal wastes. In addition, the University has made arrangements for a local asphalt company to utilize incinerator fly-ash that has previously been disposed of at the landfill.

Athens-Clarke County monthly residential collection fees in the Urban Service District range from \$15.50 for collecting one 20-gallon can to \$45.50 for five 32-gallon cans. Large proportions of the residential customers are "basic service level" subscribers are charged at a rate of \$19.50 per month for pick-up of two 32-gallon cans. Private hauler fees for residential customers in the General Service District run between \$14 to \$22.00 per month. For commercial customers, the rates for curbside service vary based on the frequency of pickup from \$28 for three times a week service to \$155 for three times a day service (plus the additional charge of \$1 per bag). Residential customers in the downtown area are offered twice a week service for \$33 per month. Dumpster customer rates vary based on the size of the dumpster and the frequency of pickup, from \$83 for a 4-yard dumpster once per week to \$507 for an 8-yard dumpster 5 times per week.

The Department of Solid Waste is an enterprise fund operation based on revenues from the collection fee system. In addition, as noted above, the County has an agreement with the RMPF operator guaranteeing it a minimum volume of 775 Tons Per Month or 35 Tons Per Day (annualized) of recyclable; any shortfall, and the County makes up the difference. This agreement provides for ACC to pay a processing fee for each ton of



material brought to the RMPF: \$86/ton for bottles and cans; and \$45/ton for paper based on a sliding tipping fee schedule. In addition, ACC receives 80% of the revenues from the sale of these materials. Although tonnage and revenues fluctuate, annual net revenues average approximately \$120,000. The Landfill Enterprise Fund receives revenues from tipping fees. In 2005, the tipping fee was \$34 per ton for garbage and \$14 per ton for yard waste. A host fee of \$2.05 is paid to Oglethorpe County when disposing of waste in the cell in that county.

Of the jurisdictions in the Northeast Georgia Region, Athens-Clarke County has initiated one of the most extensive public education programs. The County's Recycling Division, working with the Solid Waste Advisory Committee and other volunteer groups, sponsors GreenFest, Scrap Tire Amnesty/Recycling Week, America Recycles Day, monthly public service announcements on recycling, and other recycling educational efforts and activities. The Solid Waste Citizens Committee meets bi-monthly to review technology changes and make recommendations to the Commission for changes or additions to the solid waste operations. The Solid Waste Department also funds a "Keep Athens-Clarke County Beautiful" office. This office presents information on recycling and litter prevention to civic groups, teachers, school children, and publishes information on recycling initiatives and directories. It also has an active Business and Industry Recycling Committee that provides information on recycling opportunities in those sectors and instituted a Recycle of the Year Award. Map 5.4 Solid Waste Facilities

## **5.7.6 Health Care Services**

It should be noted that Athens-Clarke County is the medical center for northeast Georgia, serving a large geographic market. Map 5.5 Health Care and Other Community Facilities

### 5.7.6.1 Hospitals and Health Centers

*Athens Regional Medical Center (ARMC)* is the cornerstone of Athens Regional Health Services. ARMC is located at 1199 Prince Avenue. It consists of 315-bed regional referral center, acute care facility, two urgent care centers, a quality network of physicians and a health maintenance organization. ARMC also offers services such as a nationally recognized open-heart program, diabetes education, oncology services, maternal/child services, emergency trauma care and all major areas of intensive care. ARMC's medical

staff numbers more than 250 professionals, and there are more than 2,800 employees. ARMC services a 17-county service area in northeast Georgia, including Athens/Clarke, Oconee, Oglethorpe, Madison, Jackson, Barrow, Walton, Morgan, Greene, Taliaferro, Wilkes, Elbert, Hart, Franklin, Banks, Stephens and Habersham.

*St. Mary's Hospital*, part of St. Mary's Health Care System, is located at 1230 Baxter Street. The non-profit, faith-based hospital provides a continuum of inpatient and outpatient health care services, including a 24-hour emergency room and EMS service. Focus areas include neuroscience, cardiac care, general medicine/general surgery, orthopedics, women's and children's services, gastroenterology and senior services. The system also features home health care/hospice services, provided in the home; a wellness center/outpatient rehabilitation center at 105 Trinity Place; industrial medicine practice at 1500 Oglethorpe Avenue, and Highland Hills retirement community in Oconee County.

*Athens-Clarke County Health Center* offers a variety of health and education services to help prevent the onset of diseases. The main Health Department is located at 345 North Harris Street in Athens. There are two satellite clinics: one is the East Athens Clinic located at 310 McKinley Drive and Teen Matters located at 1077 Baxter Street. Both the main Health Department and East Athens Clinic offer immunizations for infants, children and adults, infant and child health examinations, vision and hearing screens, case management services for pregnant women and high risk infants and children, family planning and cancer prevention services, high blood pressure and diabetes services, tuberculosis testing and treatment services, Special Supplemental Nutrition Program for Women, Infants, and Children (WIC) and nutritional services, testing and treatment for HIV and sexually transmitted diseases (STDs), and environmental health services. Birth and death certificates are available at the main health department. Teen Matters is a specialty health and youth development center serving teenagers. Registered Nurses, Licensed Practical Nurses, Licensed Social Workers, Health Educators, Environmentalist, and clerks staff the facilities. The Clarke County Health Department is part of the ten-county Northeast Health District, whose District office is in Athens. The Health Department receives funding from the State and County and through collection of fees for services.

*Athens Neighborhood Health Center* is a County-operated general family practice facility serving Athens-Clarke County. The facility provides health care to all age groups on a sliding scale basis. It is located at 675 College Avenue and 402 McKinley Drive.

*Athens-Clarke County Community Mental Health Center* is located at 250 North Avenue in a 32,490 square foot facility. The Mental Health Center provides outpatient mental health services to residents of Athens-Clarke County. Services include diagnosis, evaluation and treatment of psychiatric patients, screening of clients for in-patient admissions to the Athens Regional Medical Center or Georgia Regional Hospital in Augusta, and referrals to other service agencies and emergency services. The center offers individual, family, and group counseling for adults, children and adolescents. The center also has a 24-hour intensive education program called a "risk reduction program" for those who have been charged with DUI or substance-abuse.

There are no public or non-profit health facilities located within the City of Winterville. Winterville residents are presently served by public and non-profit health facilities located in Athens-Clarke County.

*Athens Community Council on Aging* is located at 135 Hoyt Street in Athens Clarke County. The facility is an activities center for residents sixty years or older. The center provides varied services for the elderly including: day care for senior adults with physical disabilities or Alzheimer's; and a community care program that helps to provide in-home care for eligible individuals.

*Area Agency on Aging (AAA)* is located at 305 Research Drive in Athens and serves as an advocate for all older persons in Northeast Georgia. The AAA plans, coordinates and supports the development of comprehensive, community based, long-term care services. Our primary purpose is to provide access to these services, allowing older individuals to remain independent in his/her community.

There are no public or non-profit senior centers located within the City of Winterville. Senior Winterville residents are presently served by public and non-profit senior center facilities located in Athens-Clarke County.

#### **5.7.6.2 Other Community Services**

*Goodwill Industries of North Georgia (formerly Kelley Diversified)* is located in downtown Athens at 395 Willow Street in a 14,924 square foot facility and at 10 Huntington Road, Suite A2 in Perimeter Square Shopping Center. The Huntington Road location houses the goodwill store and career center in 40,000 sq ft of leased retail space with the goodwill store and career center. The private, non-profit is primarily funded by fee-for-service contracts through department of labor vocational rehabilitation to address the needs of people with disabilities and other barriers to employment offering services that range from self-help skills to pre-work activity. One of its main functions is to prepare

people for competitive employment, often turning people from tax-recipients to taxpayers. Many local and state industries and employers contract with the organization to train the program participants, providing critical workforce development for our community, which is done both in-house and in the community.

*ACTION, Inc. (Area Committee to Improve Opportunities Now)* is a private non-profit agency that administers various state and federally funded programs, such as Child Care/PreK, Weatherization, Housing Counseling, Community Services Block Grants, Youth Services and the Full Plate Food Rescue Program. Athens-Clarke County has a satellite office in the former Elementary School on Oconee Street.

*Department of Family and Children Services (DFCS)* is located at 284 North Avenue. The building is 34,840 square foot. The agency is divided into two sections: The Office of Family Independence and Social Services. The Office of Family Independence determines eligibility for Food Stamps, Medicaid for Adults (pregnant women and elderly, blind, or disabled adults) and Children, Temporary Assistance for Needy Families (cash benefit assistance), and Child Care assistance (for working parents). The Social Services section investigates allegations of child maltreatment, provides temporary homes for children when their birth parents or families are unable to care for them, offers adoption assistance when reunification with children's birth family is not possible, and administers the General Assistance Program which provides assistance for transportation, utilities, etc., when certain criteria is met such as sudden loss of income. DFCS is primarily funded by the State, with some funding from the Federal government, and Athens-Clarke County.

### **5.7.7 General Government Facilities**

Athens-Clarke County currently owns over 300 buildings and properties. This includes general administration buildings, court facilities, fleet services, the Classic Center, cooperative extension, animal control, etc. The list below is just some of those buildings but does not include any facilities operated by Clarke County School District or the Housing Authority, nor facilities that are managed by departments that are covered in other sections of the "Community Facilities and Services" element of the Plan.

A study is presently underway to validate space programming for certain offices and to undertake a systems analysis of the benefits of proximity of some operations to one another. The long-range goal is to reorganize the location of government offices between administrative, judicial, and executive functions. The Athens-Clarke County Central Services Department has also begun a "life cycle program" which programs funding needs for replacement of major system improvements.

The City of Winterville presently has four governmental facilities: Winterville City Hall, the Police Department and Public Works facility, the Volunteer Fire Department, and the Old Winterville Depot. The Winterville Depot has been remodeled and is used for meeting space and special community functions. At this time, Winterville city officials have indicated that their present facilities are sufficient for the civic functions of the city government. Map 5.6 Schools, Libraries and General Government Facilities.

**Table 9: General Government Buildings Inventory\***

Facility	Locations	Square Footage
Animal Control	45 Beaver Dam Rd.	3,776
City Hall	301 College Avenue	21,530
Classic Center	300 N. Thomas Street	8,800
Classic Center Theater	300 N. Thomas Street	80,950
Cooperative Extension	2152 W. Broad Street	6,068
COSTA Building	133 E. Washington Street	16,000
Courthouse	325 E. Washington Street	118,000
Dougherty St. Bldg.	120 W. Dougherty Street	21,772
Facilities Mgmt.	2825 County Farm Road	12,372
Fleet Mgmt.	225 Newton Bridge Road	25,760
Foundry Complex	Foundry Street	60,582
Print Shop	3045 Lexington Road	4,160
Simon Michael Bldg.	150 E. Hancock Avenue	1,621
Tag Office	3025 Lexington Road	4,105
<p>* ACC operations not listed here are include in other community facility element.  Source: A-CC Central Services</p>		

### 5.7.8 Education Facilities

The Clarke County School District serves all of Athens-Clarke County's public school children. This District is a public school district consolidated in 1956, with an organizational structure instituted under a 1968 voluntary desegregation plan. Geographic attendance zones determine middle and high school attendance.

Elementary school students are assigned to schools based on a "school choice" program. This is a method of assigning students to schools based on parent selection, space availability, sibling preference, location of special programs, transportation zones, and computer lottery if needed. Parents with children in grades K-5 rank their school preference and students are then assigned based on the above factors.

The District's 21 schools include 13 elementary schools (Pre-K-5), 4 middle schools (6-8), and 3 high schools (9-12). As of October 2005, the District had an enrollment of 11,760 students (K-12) and 540 students in Pre-K. The student population's racial and ethnic mix is 57% African-American, 25% Caucasian, and 18% of Hispanic or Asian origin. The District's student/teacher ratio is prescribed by state classroom maximums. Portable classrooms do exist due to growing enrollment, particularly in southeastern Athens-Clarke County. In 2005, the expenditure per student was approximately \$7,900, exclusive of federal funds. Student drop-out rates continue to fall from 15.3% in 1995 to 12.7% in 1997. Table 5.10 provides a listing of the school facilities, the date constructed, number of acres, current enrollment, and capacity.

The District has over 960 professionals, of whom 60% hold advanced degrees. District-wide instructional staff includes executive directors of instructional services, district services, and technology services and continuous improvement; directors of teaching and learning, assessment, early childhood education and family engagement, professional learning, student services, career and technical education, gifted education and English for Speakers of Other Languages (ESOL), and public relations and communications.

The school District is involved in collaborative efforts with appropriate governmental, social service agencies, and churches to help all students achieve success. The District and the University of Georgia mutually benefit from their proximity to one another through opportunities for student teaching, internships, research projects and mentoring students in the gifted program. Community relationships are strengthened within the business community through apprenticeships and work with service clubs such as the Rotary Club. There are parent/teacher associations or organizations in all schools.

The District's Partners in Education Program, one of the largest programs in the State, directly involves over 160 businesses, public institutions, governmental agencies and churches in programs and activities within each of the District's schools. The Clarke County Mentor Program pairs over 800 adult role models with students in need of support and encouragement.

In addition, the private, Foundation for Excellence in Public Education in Clarke County sponsors "Excellence in Teaching" awards, distinguished teaching awards, instructional grants, and scholarships for teaching assistants who are pursuing teaching certification. After-school programs are also available to elementary and middle school children.

The special education needs of students who have learning disabilities, or are audio, visually or orthopedically challenged are handled by Student Services. These students attend classes at any one of 19 schools in the District where a suitable program is available, and have nurses, social workers and psychologists who work within Student Services available to them.

There are seven private schools located within Clarke County.

The City of Winterville is part of the Clarke County School District. Winterville Elementary is located inside the town limits at 305 Cherokee Road. Map 5.6 Schools, Libraries and General Government Facilities.

**Table 10: Clarke County School District Facilities Location, Date Built and Enrollment**

<b>School</b>	<b>Location</b>	<b>Date Built</b>	<b>Enrollment 5/14/98</b>
Alps Rd. Elementary (K-5)	200 Alps Road	2002	458
Barnett Shoals Elementary (K-5)	3220 Barnett Shoals Rd.	1966	529
Barrow Elementary (K-5)	100 Pinecrest Dr.	1923	336
Chase Street Elementary (K-5)	757 N. Chase St.	1923	321
Cleveland Rd. Elementary (K-5)	1700 Cleveland Rd.	1990	324
Fourth St. Elementary (K-5)	715 Fourth St.	1990	451
Fowler Dr. Elementary (K-5)	400 Fowler Dr.	1966	440
Gaines Elementary (K-5)	280 Gaines Rd.	1928	543
Oglethorpe Ave. Elementary (K-5)	1150 Oglethorpe Ave.	1969	410
Timothy Rd. Elementary (K-5)	Timothy Rd.	1977	414
Whit Davis Elementary (K-5)	1450 Whit Davis Rd.	1990	606
Whitehead Rd. Elementary (K-5)	500 Whitehead Rd.	1963	454
Winterville Elementary (K-5)	305 Cherokee Rd.	1896	469
Burney-Harris-Lyons Middle (6-8)	1600 Tallassee	1983	574
Clarke Middle (6-8)	1235 Baxter St.	1959	625
Hilsman Middle (6-8)	870 Gaines School Rd.	1965	620
W.R. Coile Middle (6-8)	110 Old Elberton Rd.	1995	663
Cedar Shoals H.S. (9-12)	1300 Cedar Shoals Dr.	1972	1,269
Clarke Central H.S. (9-12)	350 So. Milledge Ave.	1957	1,410
<b>Total Elementary Enrollment</b>			<b>5,755</b>
<b>Total Middle School Enrollment</b>			<b>2,482</b>
<b>Total High School Enrollment</b>			<b>2,679</b>
<b>Total School Enrollment (K-12)</b>			<b>10,916</b>
<i>Source: Clarke County School District.</i>			



### 5.7.9 Library Facilities

The Athens-Clarke County Library, Winterville Branch Library, the Resource Centers at East Athens and Lay Park Community Centers and the Pinewoods Library and Learning Center are part of a five-county regional library system consisting of Clarke, Franklin, Madison, Oconee and Oglethorpe Counties. The Athens Regional Library System is headquartered at the ACC Library. Libraries within this system share borrowing privileges which allows them to leverage access to much greater resources for their patrons. The libraries in the system are a part of the PINES network which provides access to the collections of 250 libraries in Georgia; all residents are also eligible to use the myriad databases provided by the Galileo network.

While the regional library system does not include the University of Georgia or Athens Tech's libraries, students are eligible to receive a library card. Non-University of Georgia students and faculty may apply for library cards at University of Georgia's Library for a one-time fee of \$10 by applying through the County's library system. It should be remembered, however, that the missions of the institutions are very different, with one supporting the curriculum and research of a major university, and the other providing information and services for the general public. Map 5.6 Schools, Libraries and General Government Facilities.

#### 5.7.9.1 Athens-Clarke County Library:

The Athens-Clarke County Library opened its doors in its present location at 2025 Baxter Street in 1992. The new 61,000 square foot facility solved severe space limitations and enabled the library to offer new and enhanced services to the public. Amenities include a 200-seat auditorium, a small conference room and a gift shop. In addition to traditional library space, the library devotes 3000 sq. ft. to the Special Needs Center of Northeast Georgia, 4500 sq. ft. for the bookmobile, outreach and technical services for the region, and another 2000 sq. ft. for Library administration. Since opening this facility, the number of library patrons, as measured by the number of library cards issued, has risen dramatically from approximately 29,000 in 1992 to 41,781 in 2005. The Library has over 70 full and part-time employees and a daily visitor tally of approximately 2000 patrons.

The Library offers a wealth of computer services to its patrons including wireless access. Its investment in computers has been substantial but the Library continues seeing demand grow with each computer added. Currently, the Library offers wireless access for laptops throughout the building and provides 27 computers in the

Educational Technology Center; 31 computers in Reference; 27 computers for young adults; and 15 computers for children. In addition, the Library has 22 public access computers located throughout the building for the PINES automated circulation and catalog system. Most of the computers are networked and have access to the Internet through a telecommunications network provided by the State of Georgia. A special feature of the service is Galileo, which offers access to a wide variety of databases provided in cooperation with the Board of Regents. Patrons using their home computers can access both Galileo and PINES directly from the library's home page; a password or pin number may be required. The Library has also made a strong commitment to focus on providing staff and the public with thorough training on the use of all Library computers.

In addition to computer services, the Library also offers deliveries to disabled and home-bound patrons; services to low income day care and pre-kindergarten facilities; an extensive array of programs for families, caregivers and youth, from infancy through high school, including 6 weekly children's story times in English and 1 in Spanish, an exciting vacation reading program that features incentives and recognition to keep children enthusiastic about reading, as well as school visits for library orientation and literature based programming. Young Adult (12 - 18 years) services include after school programs featuring writing, crafts, Great Book discussions and skill building opportunities such as chess and do-it-yourself topics. The Library is dedicated to assisting families with programs and materials to prepare their children for school success beginning in early childhood when a strong foundation must be laid. Internet training programs; special parenting classes; self-directed testing such as LSAT prep courses; and an extensive history and genealogy service from the Heritage Room are provided. Information Services staff is available to assist patrons [in-house, online, or by phone] locate information to answer questions or assist educational pursuits. A wide array of cultural programming for adults, from musical performance to discussion groups, is provided to enhance lifelong learning and build community.

#### 5.7.9.2 Winterville Branch Library

In 2006, the Winterville library will celebrate its 32th anniversary of the opening of its branch library. The library is located in an adaptive re-use of a quaint, turn-of-the-century house operated by 2 part-time employees. A recent addition to the library has enlarged the facility and made the building accessible under the Americans with Disabilities Act. The library is fully on-line as a member of the Athens Regional Library System, PINES and Galileo, with computer terminals offering access to all holdings at the Library. The branch facility also has an active after-school-reading program that has been very successful in enhancing the reading abilities of disadvantaged students.

#### 5.7.9.3 East Athens and Lay Park Resource Centers

The Library operates two 800 sq. ft. Resource Centers inside the East Athens and Lay Park Community Centers. These centers opened in 2002 as a part of the SPLOST 2000 project which renovated the two buildings. The mission of these two centers is to provide the residents in the vicinity access to library materials, homework assistance and internet resources. They, too, are fully on-line members of the Athens Regional Library System. When the library moved to its location on Baxter Street, many of the users residing in the downtown area were lost because of transportation issues. These Centers focus on lifelong educational skills for children and adults who need to build reading and computer skills. The libraries reflect a strong African American collection of materials.

#### 5.7.9.4 Pinewoods Library and Learning Center

Located in Pinewoods Mobile Home Park on Athens' north side, the Center occupies a modified double-wide classroom building which opened in March, 2005. The innovative outreach program is primarily funded through a National Leadership Award from the Institute of Museum and Library Services to reach the area's rapidly growing Hispanic community. The Center offers library materials and language instruction in both Spanish and English, 14 public access computers, class-room instruction on computer use, tutorial programs, health education seminars, parenting workshops, arts classes and other special interest programs. One of the services is Plaza Comunitaria which enables Mexicans living in the area to obtain a GED; the program is also being used in several public schools and the Clarke County Jail. The Library formed partnerships with Lyndon House Arts Center, area hospitals, Office of International Public Service and Outreach at UGA, Athens Transit, the Clarke County School District and other community groups to accomplish its goals of helping to increase the educational level of the immigrant Mexican population living in Athens.

#### 5.7.9.5 ENSAT and Lyndon House Arts Center

The Library also operates non-circulating resource centers at Sandy Creek Nature Center (ENSAT) and Lyndon House. Each facility is on-line with PINES and the Athens Regional Library System; a collection of books and materials continues to rotate to these Centers on a regular basis.

**Table 11: Existing and Projected Library Needs 1995-2020**

	Athens Regional Library		Winterville Library	
	<i>2000 Population</i>	<i>2028 Population</i>	<i>2000 Population</i>	<i>2028 Population</i>
	<i>101,750</i>	<i>137,753</i>	<i>1,068</i>	<i>1,605</i>
Existing Square Feet*	61,000	77,000***	4000	4000
Minimum Square Feet per Person [.6]	61,050	72,711	641	963
Medium Square Feet per Person [.7]	71,225	84,829	748	1,124
Less Regional Sq. Ft.**	-9,500	-9,500		
Min. Standard: Excess or Deficiency	-9,550	-5,211	3,359	3,037
Existing Volumes	190,000	190,000	8320	8320
2 Volumes/Person	203,500	275,506	2,136	3,210
Excess or (Deficit)	-13,500	-85,506	6,184	5,110
<p>*Sources Athens Regional Library; Standards for Georgia Public Libraries; Space Standards for Public Libraries;</p> <p>**The 9,500 square feet devoted to regional services includes services such as outreach, technical services, Special Needs Center of Northeast Georgia and administration;</p> <p>***Note that the Library plans to add 16,000 SF with SPLOST 2005 funding which will bring the total square footage to approx. 77,000</p>				

Athens-Clarke County and  
The City of Winterville

**Community Assessment**  
**Chapter Six:**  
**Intergovernmental**  
**Coordination**

July 12, 2006

# CHAPTER 6: INTERGOVERNMENTAL COORDINATION

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## **6.2 Introduction**

The Service Delivery Plan for Athens-Clarke County and the City of Winterville was adopted in June of 1999. This plan will be updated as part of the Comprehensive Planning Process.

## **6.3 Adjacent Local Governments**

There are three local governments within the boundaries of Clarke County: The Unified Government of Athens-Clarke County, City of Winterville and the Town of Bogart, Georgia. While the entirety of both Athens-Clarke County and the City of Winterville lie within Clarke County, the bulk of the City of Bogart is found within Oconee County.

### **6.3.1 MACORTS**

Perhaps one of the most important coordinated efforts between Athens-Clarke County and the surrounding counties is MACORTS. MACORTS (Madison Athens-Clarke Oconee Regional Transportation Study Area) is a cooperative transportation planning body for the urbanized area which includes Athens-Clarke County and portions of southern Madison County and northern Oconee County. Formed in 1969, MACORTS was originally known as ACORTS until Madison County was added to the area in 2002/2003. MACORTS is responsible for implementing the 3-C (comprehensive, cooperative, and continuing) Transportation Planning Process. The Athens-Clarke County Planning Department is designated as the Metropolitan Planning Organization (MPO) for MACORTS, one of 14 MPOs in the state. The Transportation Planning Process is required by federal law for all urban areas over 50,000 in population. The MACORTS Transportation Plan includes projects in the MACORTS area which utilize state and/or federal funds. These must go through a process of adoption into a regional transportation plan. Projects that are in this plan are, over time, put into the Transportation Improvement Program for budgeting, scheduling and implementation.

The Service Delivery Plan, as adopted in 1999 identifies the following services that are coordinated between governments in Clarke County:

### **6.3.2 Services Provided By One Government**

The Unified Government of Athens-Clarke County provides the following services for the entirety of Clarke County:



**Table 1: Services Provided By One Government**

• Aging Services	• Probate Court
• Airport	• Public Health
• Convention and Tourism	• Public Transit
• Cooperative Extension Service	• Public Transportation – MACORTS
• Coroner	• Recycling – Collection and Processing
• Downtown Development Authority – Athens	• River Corridor Environmental Support
• Emergency Management	• Roads and Bridges / Construction and Maintenance
• Family and Child Services	• Solid Waste – Commercial
• Indigent Legal Services	• Solid Waste Educational
• Jail (Corrections)	• Storm Water Management
• Juvenile Court	• Superior Court
• Keep Athens-Clarke County Beautiful	• Water Supply (treatment and distribution)
• Magistrate Court	•

**6.3.3 Services Provided By More Than One Government:**

Several community services are provided by more than one government either directly, or, more commonly, through contracts or agreements with Athens-Clarke County to provide the services for compensation. A more detailed description of these services is found in the Clarke County Service Delivery Plan, which will be updated as part of the Clarke County Comprehensive Planning process.

**Table 2: Services Provided By More Than One Government**

• Building Inspection	• Municipal Court
• Election Services	• Right-of-Way Maintenance
• Fire Protection	• Planning
• Leaf and Limb Collection	• Police
• Leisure Services	• Solid Waste Collection – residential
• Library	• Tax Collection
• Marshal Services	

**6.3.4 Services Provided By Government Outside of Clarke County**

Other than the usual state and federal government agencies (such as the Clarke County Health Department) no services are provided in Clarke County by government outside

of Clarke County. Natural Gas Service is provided to a small portion of Clarke County from Commerce, Georgia.

#### **6.4 Independent Special Authorities and Districts**

There are several Special Authorities and Districts within Clarke County and identified by the 1999 Service Delivery Strategy. Specifically mentioned are the Northeast Georgia Solid Waste Management Authority, the Athens-Clarke County Public Facilities Authority, the Clarke County Airport Authority, the Classic Center Authority and the Upper Oconee Water Basin Authority.

A search of the Department of Community Affairs website provides a list of Authorities within Athens-Clarke County. Some of these, not discussed in this section, are covered under 6.6 Independent Development Authorities and Districts on page 10 of this chapter

**Table 3: Authorities serving Athens-Clarke County and Registered with the Georgia Department of Community Affairs**

<b>Authority Name</b>	<b>Type</b>	<b>Method of Creation</b>	<b>Dependency</b>	<b>Single- or Multi-Jurisdictional</b>
Athens Public Facilities Authority	Building	Local Law	Dependent	Single
Athens-Clarke County Downtown Development Authority	Downtown Development	General Statute	Dependent	Single
Athens-Clarke County Industrial Development Authority	Industrial Development	Local Constitutional Amendment	Independent	Single
Clarke County Airport Authority	Airport	Local Law	Dependent	Single
Classic Center Authority for Clarke County	Stadium and Coliseum	Local Law	Dependent	Single
Development Authority of the Unified Government of Athens-Clarke	Development	General Statute	Independent	Single

<b>Authority Name</b>	<b>Type</b>	<b>Method of Creation</b>	<b>Dependency</b>	<b>Single- or Multi-Jurisdictional</b>
County, Georgia				
Downtown Athens Development Authority	Downtown Development	Local Constitutional Amendment	Independent	Single
Georgia Bioscience Joint Development Authority	Multi-County	General Statute	Independent	Multi-Jurisdiction
Hospital Authority of Clarke County Georgia	Hospital	General Statute	Independent	Single
Housing Authority of the City of Athens, Georgia	Housing	General Statute	Independent	Single
Joint Development Authority of Northeast Georgia	Multi-County	General Statute	Independent	Multi
Residential Care Facilities for the Elderly Authority of Athens-Clarke County	Residential Care of the Elderly	General Statute	Independent	Single
Solid Waste Management Authority of Athens-Clarke County, Georgia	Solid Waste Management	General Statute	Dependent	Single

#### **6.4.1 The Northeast Georgia Solid Waste Management Authority**

Athens-Clarke County and the City of Winterville are members of the 10-County Solid Waste Authority, which was set forth by the Northeast Georgia Regional Development Center to implement a ten-year solid waste plan. The Solid Waste Authority sets short-term and long-term goals for the future needs of solid waste planning. These include, but are not limited to:

- Regional Landfills
- Regional Recycling
- Regional Grants
- Tire Amnesty Programs

#### **6.4.2 Athens-Clarke County Public Facilities Authority**

The Athens-Clarke County Public Facilities Authority has the power to plan and construct public transportation systems, air quality control installations, and similar projects.

#### **6.4.3 Athens-Clarke County Airport Authority**

This six-member body advises the Athens-Clarke County Commission on technical matters involving Athens-Ben Epps Airport.

#### **6.4.4 The Classic Center Authority**

The operations of the Classic Center, a local convention center, is guided by the leadership of the Classic Center Authority (CCA). The Center is located within the Central Business District of downtown Athens and is a meeting, special events, and performing arts venue providing entertainment, dining opportunities, and a variety of programs including, but not limited to trade shows and conferences. Originally founded March 10, 1988, the CCA is a political subdivision of state government as enacted by the General Assembly of the State of Georgia. This five-member Authority is appointed by the Athens-Clarke County Mayor and Commission.

#### **6.4.5 Upper Oconee Water Basin Authority**

The Bear Creek Reservoir is located north of Bogart and west of Cleveland Road in Jackson County and serves Athens-Clarke, Jackson, Barrow and Oconee counties. The Upper Oconee Water Basin Authority was formed by these counties to address long

term water needs through regional approaches. The 505-acre lake helps Athens-Clarke County to ensure an adequate water supply during periods of drought. Athens-Clarke County's 44% share of the reservoir water will be pumped to the Beacham Water Plant for treatment

## **6.5 School Boards**

A nine-member Clarke County Board of Education is the official governing body for the School District. Its responsibilities include policy-making, budget approval, evaluation of the superintendent and other duties as prescribed by law. Board members are elected to four-year terms. Since 1954, there has been one school district co-extensive with the limits of Clarke County.

### **6.5.1 School District**

There are twenty schools within the Clarke County School District. Of those, thirteen are Elementary Schools (K-5), four are Middle Schools (6-8) and two are Senior High Schools (9-12). In addition, the District operates the Classic City High School - Performance Learning Center and a Pre-Kindergarten Program. All schools are accredited by the Southern Association of Colleges and Schools and meet Georgia Department of Education standards

### **6.5.2 Gifted Education Program:**

Nearly 12% of students are enrolled in gifted education

### **6.5.3 Students**

The enrollment in Clarke County Schools is currently 12,126. The K-5 Average Pupil/Teacher Ratio is 23:1 and the average daily attendance rate: 94.9%

### **6.5.4 Teachers and Staff**

There are 820 Teachers employed by the Clarke County School Board. In addition, there are 250 Paraprofessionals and 900 Professional support employees. 60% of teachers and school administrators hold advanced degrees

### **6.5.5 Community Involvement**

The Board of Education welcomes Community Involvement, specifically through the following programs:

- Foundation for Excellence in Public Education in Clarke County
- Clarke County Mentor Program
- Partners In Education

### **6.5.6 Multi-Jurisdictional School: The Rutland Academy**

The Rutland Academy serves behaviorally disordered students in the public schools of northeast Georgia. Students are served from the following systems: Barrow, Commerce City, Clarke, Elbert, Greene, Jackson, Jefferson City, Madison, Morgan, Oconee, Oglethorpe, Social Circle City, and Walton. The schools mission is to provide a therapeutic, educational environment which encourages and nurtures student's social and emotional growth; enabling them to reach their highest level or capacity in the least restrictive environment and to become productive and contributing members of society. As part of Clarke County's Special Local Option Sales Tax referendum (SPLOST 2) funds for the Rutland Academy were approved to be used for the relocation and expansion of the facilities. A little more than 40% of the students at the Rutland Academy are from Clarke County.

## **6.6 Independent Development Authorities and Districts**

### **6.6.1 Athens Downtown Development Authority**

Formed by state legislation in 1977, the Athens Downtown Development Authority administers the revitalization and redevelopment of the Central Business District. Acting as a liaison between the Athens Clarke County Government and the Downtown Business community, the Authority coordinates planning and implementation of public facilities as well as assisting private investors and individual businesses. The Athens Clarke County Downtown Development Authority, created in 1995, focuses on the redevelopment of the Downtown East area, a fifty-acre "brownfield" site adjacent to the Central Business District.

### **6.6.2 Athens Housing Authority**

Chartered under state law, a public housing authority is a not-for-profit public corporation. A housing authority is an independent organization with a relationship to

federal, state, and local governments; however, it is not a part of any governmental body. This organizational structure allows housing authorities to work in conjunction with local governments and agencies to develop long-term housing strategies for communities.

In 1937, the U.S. Department of Housing and Urban Development (HUD) charged communities with the development of affordable housing in order to "provide decent, safe, and sanitary housing for low-and-moderate income families." Shortly after that, community and business leaders established the Athens Housing Authority to respond to a basic need.

In 1941, Parkview Homes, the first public housing in Athens, was opened to families. Since that time, the Athens Housing Authority has overseen the design, construction, maintenance, and administration of eleven additional neighborhoods.

Since its inception, the Athens Housing Authority has worked cooperatively with Athens-Clarke County to create a variety of affordable housing options. The Athens Housing Authority manages and administers 1,255 dwelling units for approximately 3,300 residents.

The Housing Authority has the ability to initiate tax-exempt revenue bonds, and through them have aided the renovations and construction of privately owned affordable housing developments in the community. The Authority's ACT I Homes program was designed for families ready to purchase their first house. On a regional level and national level, through the Georgia HAP Administrators Inc (Section 8 Housing Assistance Payment program), the Authority has secured contracts through HUD to conduct management and occupancy reviews for project-based subsidized housing units in Northeast Georgia and the state of Illinois.

### **6.6.3 Hospital Authority of Clarke County Georgia**

The Hospital Authority is a public body corporate and politic of the State of Georgia, duly created and validly existing pursuant to the Hospital Authorities Law of the State of Georgia, as amended (the "Act"), and by a resolution of the Board of Commissioners of Roads and Revenues of Clarke County adopted on January 5, 1960. Under this Act, the Hospital Authority has the power to provide for the planning, design, construction, acquisition or carrying out of any "project", which is defined in the Act to include hospitals, health care facilities, medical office buildings, clinics, nursing homes, rehabilitation centers, extended care facilities and other public health facilities. The Act also grants the Hospital Authority the power to issue its revenue anticipation

certificates for the purpose of providing funds to carry out the duties of the Hospital Authority, and to pledge or assign any or all of its income, revenues, tolls, charges or fees to the payment of the principal of, redemption premium (if any) and interest on any revenue anticipation certificates issued by the Hospital Authority in connection therewith. The Act also authorizes the issuance of revenue anticipation certificates to refund or refinance indebtedness. The Hospital Authority has no taxing power.

The Hospital Authority is governed by a nine-member Board of Trustees (the "Hospital Authority Board"). Members are appointed for overlapping six-year terms by the Mayor and Commission of the Unified Government of Athens-Clarke County. The Authority Board recommends two candidates to the Mayor and Commission for each vacancy, but the Mayor and Commission is not bound by this recommendation.

Prior to May 1, 1995, Athens Regional Health Services was both owned and operated by the Hospital Authority. On July 1, 1995, the Hospital Authority and ARMC entered into a lease pursuant to which the Authority leased its assets, including the System, and transferred the operations and liabilities of the System to ARMC. The Hospital Authority continues to own property and is an active institution which acts as a financial conduit to handle intergovernmental transfers, issue bonds and other long term financing, and any other issues that it needs to support the activities of Athens Regional Medical Center. The board members have an active role in the boards of the affiliated organizations of Athens Regional Health Services.

## **6.7 Federal, State or Regional Programs**

There are the usual list of Federal, State and Regional Programs that function within Clarke County. However, in regards to planning, the University of Georgia is the most significant in regards to community planning.

### **6.7.1 The University of Georgia**

In many ways, Athens-Clarke County is a community that developed around the location of the University to provide a variety of services, such as housing and commercial trade. There are no cooperative agreements between Athens-Clarke-County and the University for joint use of facilities at the University. However, the University relies on Athens-Clarke County for many of its day to day services. For instance, the University of Georgia water consumption comprised 7% of all water pumped during 1997. The University of Georgia collects its own waste for disposal at the Athens-Clarke County landfill. The University also collects recyclables and operates an office-paper recycling program throughout the campus. The Fire Department responds to calls at the



University of Georgia but does not handle inspections or review of new construction on campus. The University of Georgia maintains its own Police Department, but utilizes Athens-Clarke County's Municipal Court system to process its citations. Both Athens-Clarke County and the University of Georgia benefit from integrated land use and infrastructure planning and the development of mutual implementation strategies.

Athens-Clarke County and  
The City of Winterville

# **Community Assessment**

## **Chapter Seven:**

### **Transportation**

July 12, 2006

# CHAPTER 7: TRANSPORTATION

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Map: Transportation Corridor Plan

## **7.2 Introduction**

Athens-Clarke County has a substantial transportation network that has developed over the past 200 years. While a detailed regional transportation plans exists for the community in the Madison Athens-Clarke Oconee Regional Transportation Study (MACORTS) 2030 Transportation Plan, this section will provide an overview of the existing and planned network.

## **7.3 Road Network**

### **7.3.1 Roads**

In Athens-Clarke County there are approximately 56 centerline-miles of roads that are maintained by the Georgia Department of Transportation (state route system). The vast majority of the roads in Athens-Clarke County (91%) are locally maintained and account for 537 miles. Based on estimates developed by the Athens-Clarke County Transportation and Public Works Department, the replacement cost of these locally maintained roads is approximately \$104,556,000.

Map 7.1 Functional Classification System illustrates the functional class of routes for the Athens area. These classifications include:

- Principal Arterials – Principal arterials are intended to serve as primary routes for travel between areas of principal traffic generation and major urban activity centers.
- Minor Arterials – Minor arterials are intended to serve as primary routes for travel within and between community subareas and augment the Principal Arterial system.
- Urban Collectors – Urban collector streets are intended to serve traffic from local roads to Arterials and are public thoroughfares with a lesser degree of present or future traffic than Arterials.

### **7.3.2 Highways**

Athens-Clarke County has a well-developed highway network; most of which has been constructed primarily since the 1950's. The primary network is based on a network of arterial routes carrying traffic from the suburban sections of the county, and surrounding counties, to the central city / UGA area. Most of these arterial routes have

been widened to four lanes or are planned to be widened in the coming years. A beltway route circles the center of the urban area, including downtown Athens. The Athens Perimeter, completed in the early 1990's, makes Athens one of only two communities in the state of Georgia with a beltway route system circling the center of the urban area.

### **7.3.3 Bridges**

Bridge projects are treated much the same as road projects in the Madison Athens-Clarke Oconee Regional Transportation Study transportation planning process. They are included in the MACORTS Long Range Transportation Study. Please see this study submitted as a Supplemental Plan. Bridge Inspection and maintenance are responsibilities of Athens-Clarke County on all non-state route roadways.

### **7.3.4 Connectivity**

The Athens-Clarke County Zoning and Development Standards (Title 9 of the Athens-Clarke County Code of Ordinances) require the connectivity of new roadways constructed as part of a new development. No cul-de-sacs are allowed with a length in excess of 500 feet or serving more than 19 lots. This encourages the connectivity of internal streets. Multi-family developments that will generate more than 200 vehicle trips per day are required to have 2 access points to encourage connectivity with the existing road network.

### **7.3.5 Signalized Intersections**

Signalized Intersections in Athens-Clarke County are reviewed and maintained by the Transportation and Public Works Department.

### **7.3.6 Signage**

The Transportation and Public Works Department maintains signage of streets in Athens-Clarke County. Street names in Athens-Clarke County are reviewed against the current list of existing streets by the Athens-Clarke County Planning Department as part of the Preliminary Plat review process in order to prevent duplication or confusion between names that are too similar. Coordination with the 911 system and the U.S. Postal Service is also accomplished through this process.

## **7.4 Alternative Modes**

Athens-Clarke County remains committed to the development of alternative modes of transportation as a means to reduce the demands on the current road network.

### **7.4.1 Bicycle Paths**

Bicycle facilities include both on-road and off-road components in Athens-Clarke County. The on-street facilities are located along arterial and other selected corridors and are located in the right-of-way or along easements. The off-street facilities are located off the right-of-way and near residential subdivisions or natural areas.

Over the last several years, Athens-Clarke County and the University of Georgia have put substantial effort into increasing the number and connectivity of bicycle facilities in the County. Current facilities include those along Barnett Shoals Road, Research Drive, College Station Road, Riverbend Road, East Campus Road, Baxter Street, Alps Road, Oglethorpe Avenue, Epps Bridge Parkway, and the Oconee River Greenway System. Some signage reminding drivers to “Share the Road” has also been placed around Athens-Clarke County. The Athens-Clarke County Bicycle Master Plan (approved December 2001) guides the development of bicycle facilities within Athens-Clarke County. The MACORTS Transportation Plan identifies the core routes planned for a bike system as potential projects.

Please see Map 7.2 Existing and Planned Bicycle Network Improvements

### **7.4.2 Pedestrian Facilities**

Pedestrian facilities include both on-road and off-road components. The on-street facilities are located along arterial and other selected corridors and are located in the right-of-way or along easements. The off-street facilities are located off the right-of-way and near residential subdivisions or natural areas.

The majority of the sidewalks in Athens-Clarke County are located in the rights of way adjacent to the roadways across the county. In response to the needs of the community, the governing body has approved a “sidewalk rating plan” and provided the funding to address any existing gaps in the sidewalk network. The Zoning and Development Standards require the construction of sidewalks for new subdivisions as well as for certain commercial projects.

### 7.4.3 Public Transportation

The Athens Transit System (ATS) is the public transportation provider in Athens-Clarke County. ATS operates nineteen buses along fourteen routes Monday through Friday from 6:15 a.m. to 7:15 p.m. These routes include North Avenue, East Athens, Beechwood/Baxter, West Broad/Atlanta Highway, West Broad/Brooklyn, Prince Avenue, Barber/Chase/Garnet Ridge, Macon Highway/Five Points, Riverbend, East Campus Road/South Milledge Avenue, Georgia Square Mall, Athens Tech, Lexington Road/Gaines School Road, College Station Road/Barnett Shoals Road.

Map 7.3 Athens Transit System illustrates the routes operated by the Athens Transit System.

Athens Transit System also operates a paratransit service known as “The Lift” for persons with disabilities. This service is operated on a one-mile radius from the fixed route, which is  $\frac{1}{4}$  mile farther than the federally mandated distance. This service utilizes lift-equipped vans and offers door-to-door service. The Lift operates during the same hours as the fixed routes.

In August 2004, the Athens Transit System implemented the Section 5311 program, “The Link”. The Link consists of three types of service:

1. Demand-Response Or Route Deviation Service  
Demand Response is a type of service where individual passengers can request curb-to-curb transportation from one specific location to another at a certain time. Route deviation service operates along a public right-of-way on a fixed route, but which may deviate from route occasionally in order to take a passenger to a destination or pickup from an origin, after which the service returns to a regular route.
2. Contract Or Subscription Service  
Subscription service is a type of demand response service in which routes and schedules are pre-arranged to meet the travel needs of riders who sign up for the service in advance. Often these riders are clients of human service agencies, who contract with the transportation operator to provide the service on behalf of the agency. This type of service may be provided by a Section 5311 program only to the extent that it does not violate FTA Charter Bus restrictions.



### 3. Fixed Route, Fixed Service

Fixed route services operate along a prescribed path on a fixed route, serving pre-established stops and sometimes flag stops.

The Section 5311 program, The Link, provides assistance for the provision of public transportation services. As such, transportation services that use vehicles purchased using the Section 5311 funding or subsidized by Section 5311 operating funds must be open to the general public, and advertised as such. Section 5311 funded services may be designed to maximize use by members of the general public who are transportation – disadvantaged persons, including elderly persons and persons with disabilities. The Link is Athens-Clarke County inclusive and is available 6 days per week: Monday through Friday, from 8 a.m. to 10 a.m. and 4 p.m. to 6:30 p.m.; Saturday 9 a.m. to 11 a.m. and 4 p.m. to 6:30 p.m. During the first year of service, the Link carried approximately 7,650 passengers and generated approximately \$6,247 in revenue.

#### 7.4.3.1 Transit Ridership

Total revenue for the Athens Transit System has fluctuated during the last five year period (FY 2001 – FY2005) between \$548,586 and \$716,366. Ridership during this same period has fluctuated between 956,327 and 1,478,805. Several factors have contributed to this erratic pattern of productivity. Pass prices were increased in FY 2002. The UGA contract for service was renegotiated in FY 2003 to include faculty and staff as well as students among those who may ride the bus without purchasing a Pass. The FY 2004 and FY 2005 figures directly reflected the lack of parking on the UGA campus and the subsequent opening of three parking decks on the UGA Campus. With increased federal funding, a fare increase in FY 2005 and the opening of the Multimodal Transportation Center, it is anticipated that revenue and ridership will stabilize and will steadily increase in future years.

The Demand Response Service has experienced a steady decline from FY 2001 – FY 2005. Ridership decreased from 11,403 in FY 2001 to 9,361 in FY 2005. This decline is the result of the fact that the fixed route fleet became 100% handicapped accessible in FY 2005. More Demand Response customers now take advantage of the more economical fixed route service.

#### **7.4.4 Areas with limited mode choices**

As is commonly found, there is often a spacial mismatch between adequate transportation services and transit dependant populations. The Athens Transit System endeavors to fill some of these ‘gaps in service’ using the 5311 funding to provide “The

Link” Services. Requirements for new developments to provide pedestrian sidewalks will further extend the pedestrian system into new areas of the county. However, there are large portions of Athens-Clarke County, particularly that zoned Agricultural Residential (AR) that do not currently have the population to support any but private automobile.

#### **7.4.5 Effectiveness in meeting community mobility needs**

In late 2005, a Transit Development Plan (TDP) was completed for the Athens Transit System. This Plan evaluated the overall effectiveness and efficiency of the transit system and made recommendations regarding the future operation of the system. Recommendations included route modifications, extended service hours, use of ‘superstops’, and the possible inclusion of Park and Ride lots.

### **7.5 Parking**

Providing adequate parking is often a challenge in urban communities. The danger is either providing too little parking, thereby increasing congestion, or having a sea of vacant parking due to misplaced developer optimism. In the Athens Central Business District, on-street parking is available as well as several surface lots, 2 downtown parking decks, 1 attended parking lot and an additional parking deck adjacent to the Classic Center and the Multimodal Transportation Center site. As the University of Georgia campus is adjacent to the Central Business District. UGA has invested heavily in parking on campus. There are five parking decks on the UGA campus and abundant surface parking lots providing approximately 20,000 parking spaces.

The most recent update to the Zoning and Development Standards adopted in 2000 reflected the community opinion that the previous parking requirements were excessive. The parking requirements were modified accordingly and incorporated into the current code. For example, general retail uses before the 2000 code required that a developer provide 1 parking space per 200 square feet of gross floor area. New standards require 1 space per 300 square feet of gross floor area. The code modifications still provide ample parking without being excessive. The maximum number of parking spaces is also established in the current ordinance.

#### **7.5.1 Areas With Insufficient / Inadequate Parking**

Lack of adequate parking has not been a general problem in Clarke County. However, with approximately 33,600 students and 9,840 employees of the University of Georgia, parking on the UGA campus is an issue. The University of Georgia has addressed this

issue in their Parking Master Plan and continues to make progress as more parking decks are built.

### **7.5.2 Surface Parking Facilities In Need Of Retrofitting Or Redevelopment**

There are no public parking facilities identified as being in need of retrofitting or redevelopment at this time.

## **7.6 Railroads, Trucking, Port Facilities and Airports**

### **7.6.1 Freight and Passenger Rail Lines**

According to the Georgia Rail Freight Plan – Update 2000, prepared for the Georgia Department of Transportation (GDOT) by Georgia Rail Consultants, the terminating commodities included coal, non-metallic mineral products, lumber/wood products, and stone/clay/glass products. Athens-Clarke County is served by two Class 1 railroads, CSX and Norfolk Southern and one Class 3 railroad, the Athens Branch Railroad.

### **7.6.2 Major Rail Intermodal Facilities**

The State of Georgia, the U.S. Department of Transportation and the Unified Government of Athens-Clarke County continue to work on the development of Commuter Rail for the Athens region. The preliminary concept calls for the development of a commuter rail line between Athens and Atlanta. The federal and state governments have allocated resources to study this route along with other routes in the state.

The Georgia Rail Passenger Authority (GRPA) is currently coordinating rail planning along the corridor between Athens and Atlanta. Under the Transportation Equity Act of the 21<sup>st</sup> Century (TEA-21), \$14 million in funding was awarded to the initial planning phase of the proposed commuter rail corridor. No additional funds have been allocated to the project, however, due to a lack of political support for the Athens-to-Atlanta commuter rail corridor.

In response to the need for a transportation center to coordinate commuter rail, transit, bicycle and pedestrians, Athens-Clarke County has begun construction of the Multimodal Transportation Center (MMTC) located just east of the Central Business District. The MMTC will provide facilities for the University of Georgia and Athens Transit System as well as pedestrian/bike access. Provisions will be made to accommodate a future commuter rail facility at the MMTC site.

### **7.6.3 Non-rail Freight Operations**

Athens-Clarke County is the cultural/economic hub for the region. As such, there are several freight terminals in Athens, including Saia (located on SR 106), Yellow Freight (located on SR 29) and Adams Motor Carrier (located on Athena Drive). Athens is also home to Allied Movers, North American, and Mayflower Moving Company. There are 2 specialized freight terminals, FedEx and UPS. Clarke County is served by several state routes that serve freight movement well.

### **7.6.4 Seaports**

Athens-Clarke County is inland and has no harbors or ports.

### **7.6.5 Harbors**

Athens-Clarke County is inland and has no harbors or ports.

### **7.6.6 Air Terminals**

The Athens-Ben Epps Airport is the regional airport for the MACORTS region. It provides freight and passenger connection service to Charlotte, NC. Passenger enplanements at Athens-Ben Epps Airport for the last twelve months (2005) totaled 10,747 passengers. Airplanes entering and leaving the airport during the same period totaled 69,233. Plans are to enlarge the existing runways as well as provide for the addition and expansion of other amenities. As with all modes of transportation, an important factor to consider when expanding the aviation facilities is the compatibility with the adjacent land uses.

Map 7.4 Ben Epps Airport illustrates the Athens-Ben Epps Airport and its associated runway hazard zone. This runway hazard zone is protected through restricting the placement of certain land uses that could result in the significant loss of life in the event of an accident. The Zoning and Development Standards do so using the Airport Overlay Zone classification making such uses a Special Use requiring the approval of

the Athens-Clarke County Mayor and Commission. An objective of the land use planning process is to limit high-density land uses from this area.

The Airport Authority completed a Master Plan Update in September 2003 outlining future improvements including runway extensions.

## **7.7 Transportation and Land Use Connection**

### **7.7.1 Areas with Significant Traffic Congestion**

Map 7.5 Roadway Segments Either At or Above Capacity illustrates the existing segments of roadways in the community that had volume to capacity ratios greater than 1.0 as of the year 2000. Roadway segments with volume to capacity ratios between 1.0 - 1.29 indicate that traffic conditions during peak hours are likely experiencing congestion problems. Volume to capacity ratios of 1.3 and above indicate that the corridor is likely over capacity and plans should be developed to either increase capacity or reduce demand on the route.

#### **7.7.1.1 Roadways having 2000 volume to capacity ratios greater than 1.0**

1. Atlanta Highway (SR 10 Loop to Crane Drive)
2. Chase Street (at SR 10 Loop)
3. Danielsville Road (Boley Drive to Nowhere Road)
4. Lexington Road (SR 10 Loop to Barnett Shoals Road)
5. Macon Highway (S. Milledge Avenue to SR 10 Loop)
6. Milledge Avenue (at College Station Road, at Baxter Street, at Broad Street)
7. Oconee Street (Broad Street to Poplar Street)
8. Old Hull Road (at SR 10 Loop)
9. Riverbend Road (College Station Road to S. Milledge Avenue)
10. Tallassee Road (SR 10 Loop to Vaughn Road)

An evaluation of Map 7.5 Roadway Segments Either At or Above Capacity indicates that the most critical capacity problems exist along Tallassee Road, Danielsville Road and Lexington Road.

The Georgia Department of Transportation (GDOT) currently has a transportation demand model which projects traffic conditions for the year 2030. This model uses as input the communities planned population and employment growth and the construction of projects in the MACORTS 2030 Transportation Plan. Based on currently adopted Future Land Use Map and growth projections in the currently approved

Comprehensive Plan, the following segments are expected to have capacity problems by the year 2030:

7.7.1.2 Roadways with projected (2030) volume to capacity ratios between 1.0 and 1.29

1. Atlanta Highway (Oconee County line to Old Cleveland Rd.; Alps Rd. to Market Square)
2. Baldwin St. (E. Campus Road to Williams St.)
3. Barber Street (Cleveland Ave. to Athens Ave.)
4. Barnett Shoals Rd. (Whitehall Rd. to Rockford Dr.)
5. Baxter St. (Milledge Ave. to Bloomfield St.; Newton St. to Lumpkin St.; Rocksprings St. to Paris St.)
6. Broad Street (Milledge Ave. to Finley St.; Hull Rd. to Lumpkin St.; Lumpkin St. to College Ave.)
7. Cherokee Rd. (Morningview Dr. to Beaverdam Extension)
8. College Station Rd. (River Rd. to Riverbend Rd.)
9. Commerce Rd./US 441 (Newton Bridge Rd. to Jackson County line; SR 10 Loop to Pinebluff Rd.)
10. Danielsville Rd. (Walker Dr. to Leann Dr.; SR 10 Loop to Hull Rd.)
11. Jackson St. (Broad St. to Mitchell St.)
12. Jefferson River Road (Jefferson Rd. and South Ridge Dr.)
13. Jefferson Rd. (S. Homewood Dr. to SR 10 Loop)
14. Lexington Rd. (Winterville Rd. to Gaines School Rd.)
15. Macon Highway (Milledge Ave. to Moose Club Dr.)
16. Milledge Ave. (E. Campus Dr. to Davis St.; Broad St. to Baxter St.; Springdale St. and Southview Dr.)
17. Mitchell Bridge Rd. (SR 10 Loop to Woodhaven Pkwy.)
18. North Avenue (Thomas St. to Willow St.)
19. Nowhere Rd. (Freeman Dr. to Cherokee Forest Dr.)
20. Oak St. (Poplar St. to Inglewood Dr.; Carr St. to Old Winterville Rd.)
21. Oconee St. (Broad St. to Willow St.)
22. Oglethorpe Ave. (Hawthorne Rd. to Hollie Street)
23. Old Hull Rd. (Hull Rd. to SR 10 Loop)
24. Oneta St. (N. Chase St. to Barber St.)
25. Prince Ave. (SR 10 Loop to Hawthorne Ave.)
26. Research Dr. (International Dr. and Barnett Shoals Rd.)
27. Riverbend Rd. (College Station Rd. and S. Milledge Ave.)
28. SR 10 Loop (Macon Highway to College Station Rd.; College Station Rd. to Lexington Rd.; Barnett Shoals Rd. to Peter St. (NB side); Danielsville Rd. to US 29 (EB side); Commerce Rd. to Danielsville Rd.; Newton Bridge Rd. to

- Commerce Rd.; Chase St. to Jefferson Rd.; Oglethorpe Ave. and Jefferson Rd. (WB); Oglethorpe Ave. to Atlanta Hwy.)
29. Timothy Rd. (SR 10 Loop to Autumnwood Ave.)
  30. US 29 (Hull Road to SR 10 Loop)

7.7.1.3 Roadways with a projected (2030) volume to capacity ratio of 1.30 and above

1. Atlanta Highway (Old Cleveland Rd. to SR 10 Loop)
2. Macon Highway (SR 10 Loop to S. Lumpkin St.)
3. N. Chase St. (Rowe Rd. to a point just south of Winston Dr.)
4. SR 10 Loop (Ramp from SR 10 Loop to SR 316 – SB; Eastern ramps at Timothy Rd.; Ramp at Epps Bridge Parkway – NB, WB)
5. Tallassee Rd. (Vaughn Rd. to SR 10 Loop)

Map 7.6 Madison Athens-Clarke Oconee Regional Transportation Study illustrates the currently adopted 2030 Transportation Plan for the Madison Athens-Clarke Oconee Regional Transportation Study (MACORTS). This Plan includes projects designed to add capacity to important regional routes in the community such as US 78 to Crawford and Oglethorpe County.

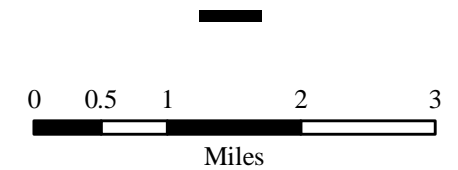
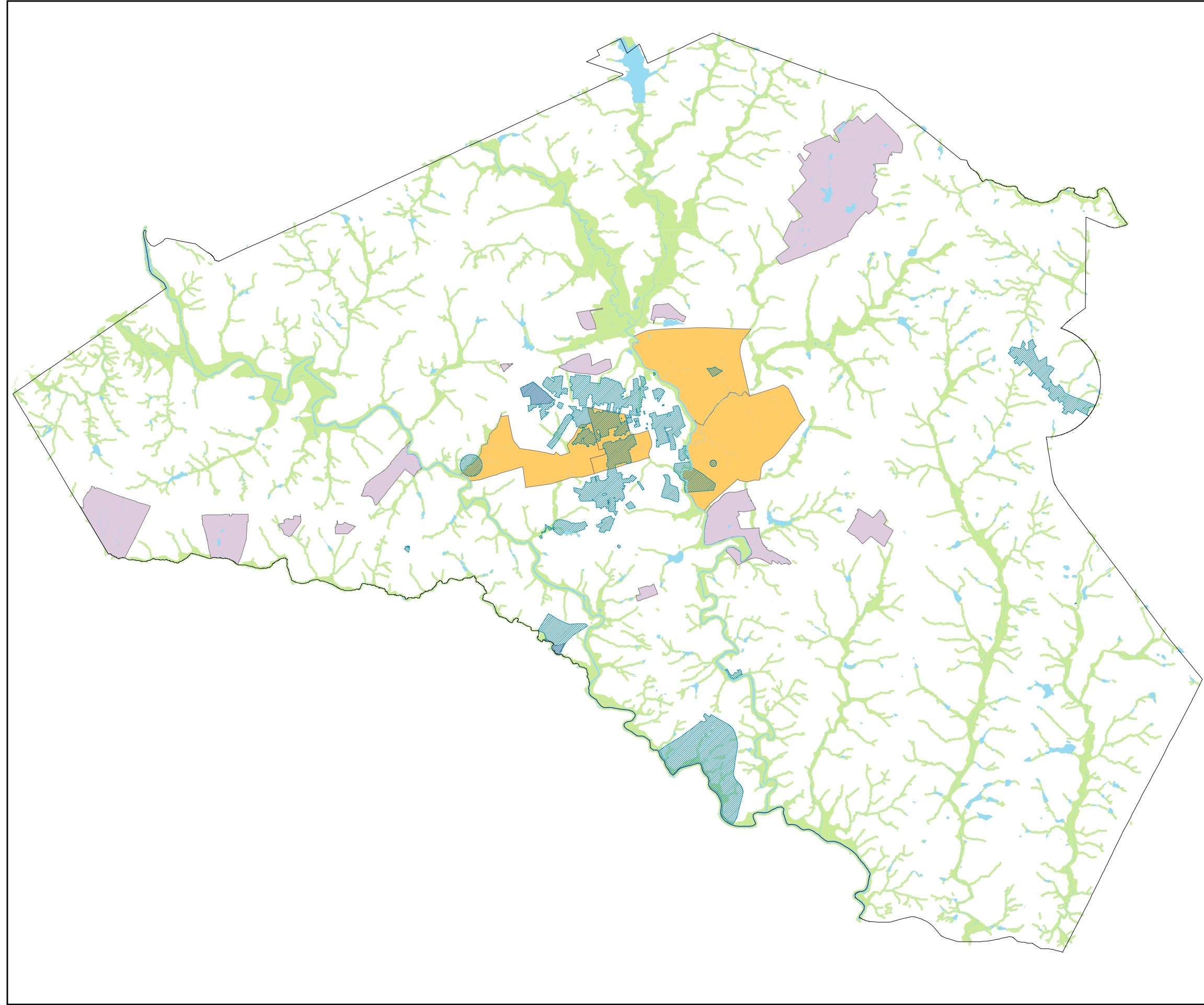
## **7.7.2 Underutilized Transportation Facilities**

There are no underutilized transportation facilities in Clarke County. There are missed opportunities, such as the absence of commuter rail to Atlanta and insufficient funding for transit.

## Areas Requiring Special Attention

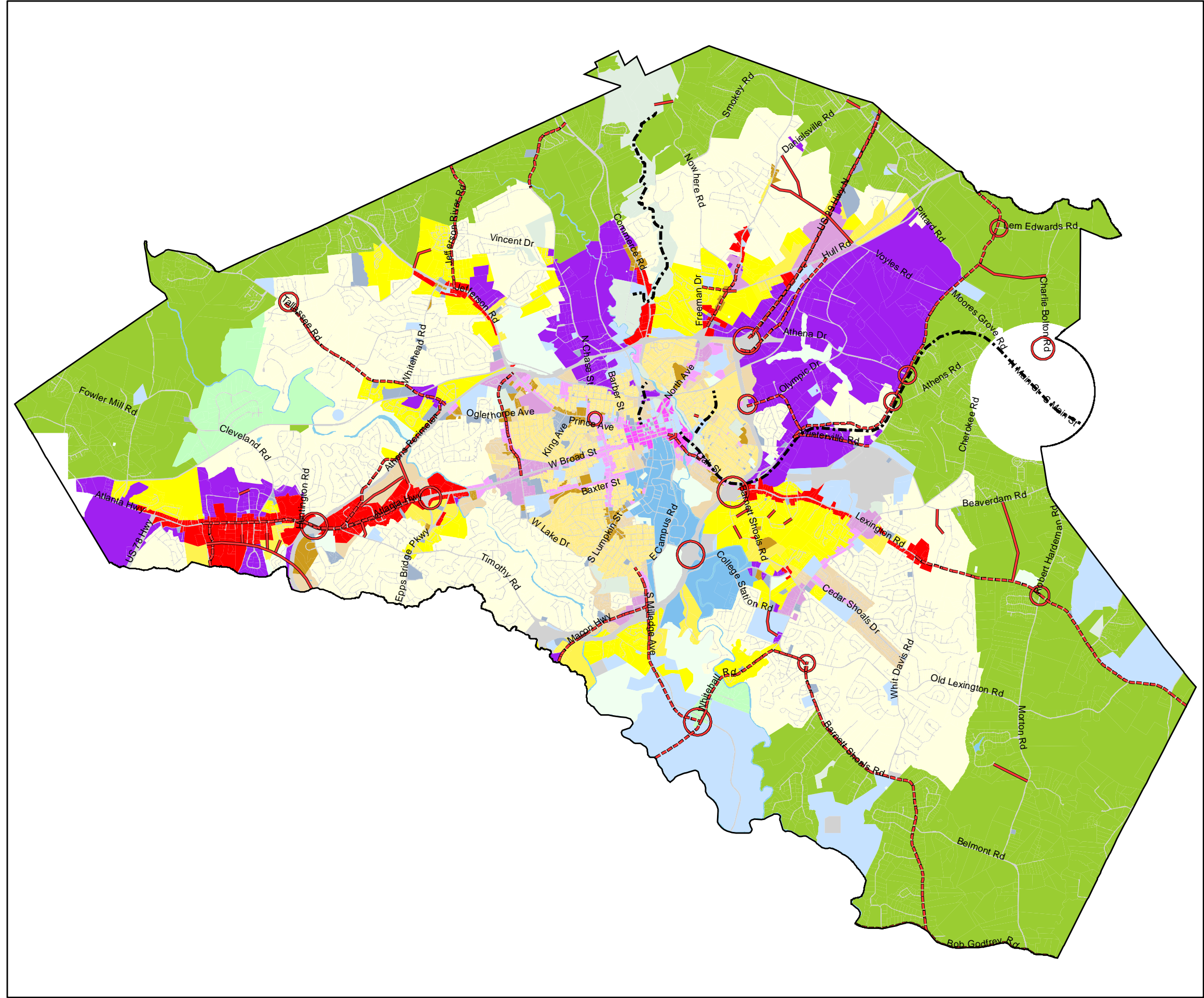
### Legend

- Historic Area
- Neighborhood Revitalization Area
- Area Where Redevelopment or Change Likely
- Environmental Area
- Lake, Stream, or River



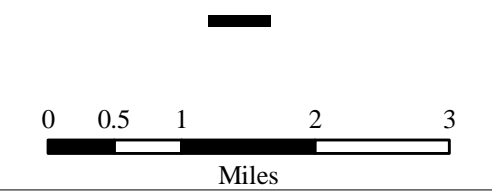


# Recommended Character Areas



### Legend









- Corridor Business
- Downtown
- Main Street Business
- Community Center Mixed Use
- Employment
- Government
- University District
- Community/Institutional
- Neighborhood Mixed Use
- Residential Mixed Use
- Corridor Residential
- Traditional Neighborhood
- Traditional Neighborhood Established
- Single Family Residential
- Rural
- Rural Residential
- Rural Employment
- Transportation/Communication/Utilities
- A-CC Owned Parks and Open Space
- Other Parks and Open Space
- Water
- Proposed New Road
- Proposed Road Widening
- Intersection Realignment
- Trail

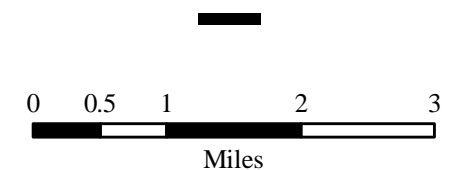
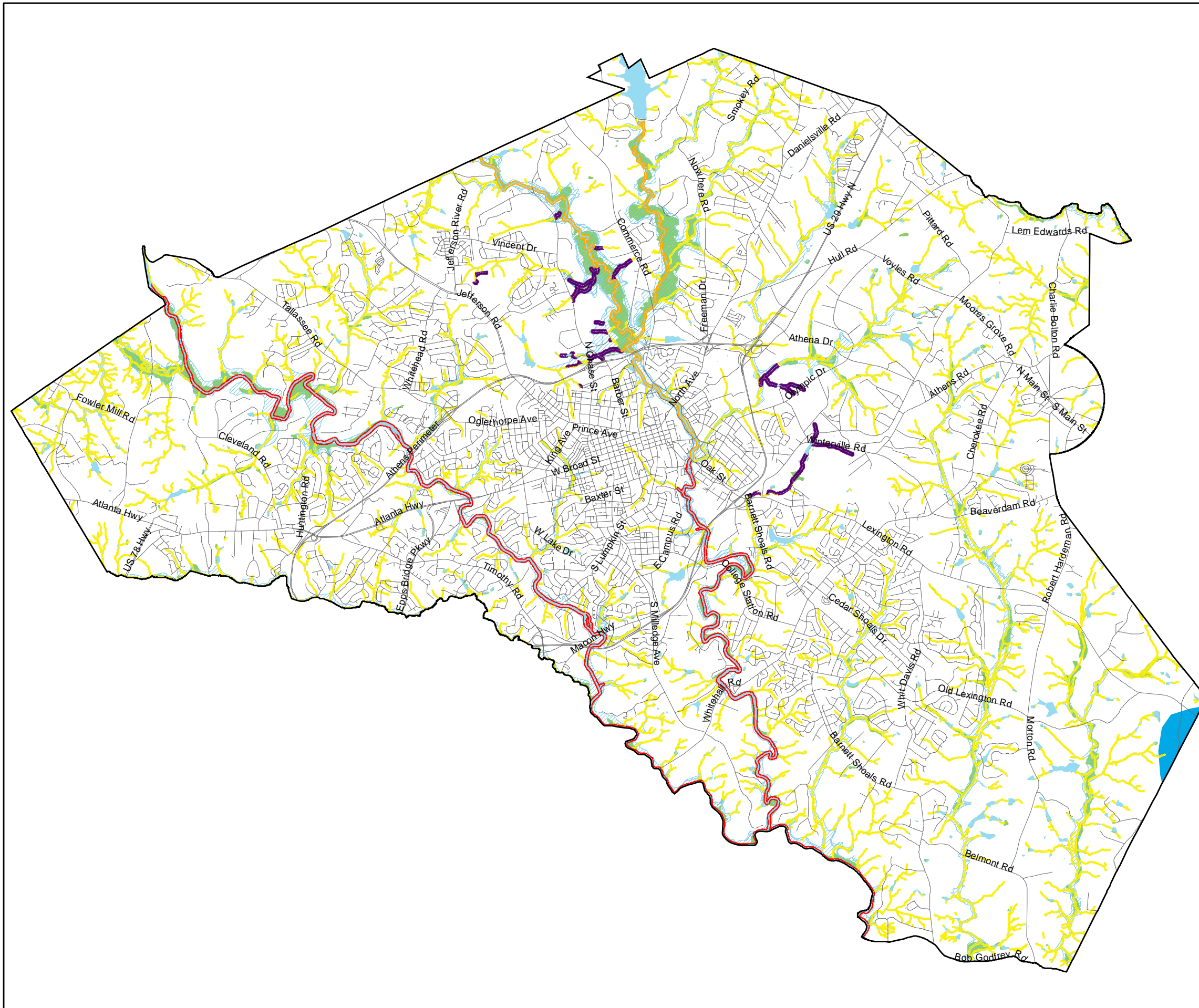




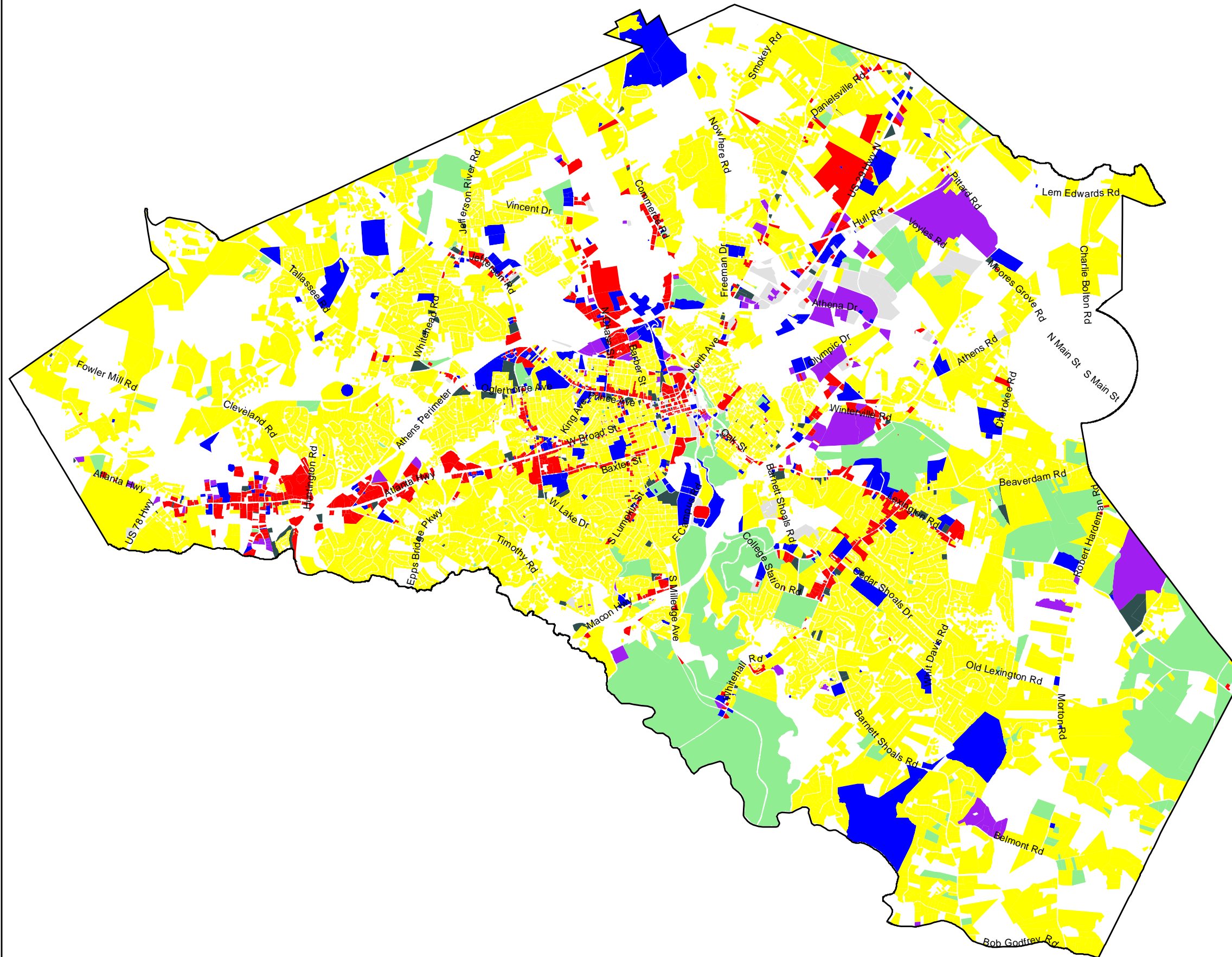
## Environmental Areas

### Legend

-  Lakes and Rivers
-  Wetlands
-  Groundwater Recharge
-  100 Year Floodplain
-  75' Buffer on Intermittent and Perennial Protected Streams
-  100' Buffer North Oconee River & Sandy Creek
-  100' Buffer on Protected River Corridor Area
-  150' Buffer on Intermittent and Perennial Protected Streams in Industrial (I) Zones

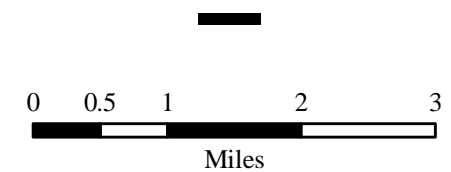


## Land-based Classification Standards - Activity



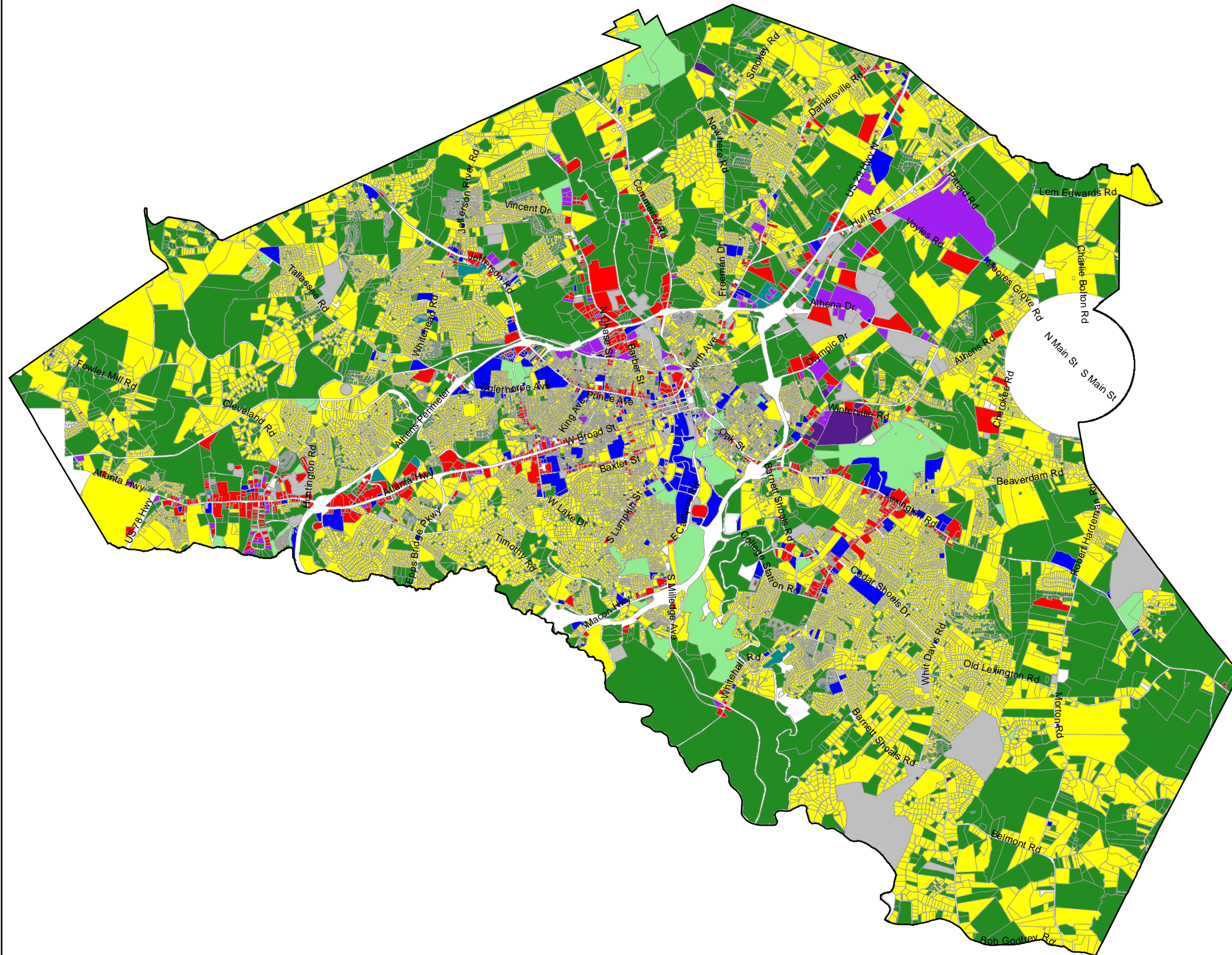
### Legend

- Residential Activities
- Shopping, Business, or Trade Activities
- Industrial, Manufacturing or Waste-related Activities
- Social, Institutional, or Infrastructure-related Activities
- Travel or Movement Activities
- Mass Assembly of People
- Leisure Activities
- Natural Resource-related Activities
- Unclassifiable Activities

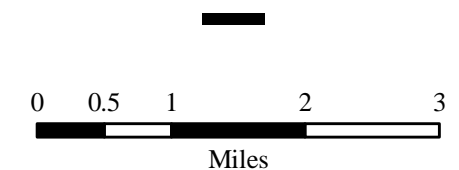




# Land-based Classification Standards - Function

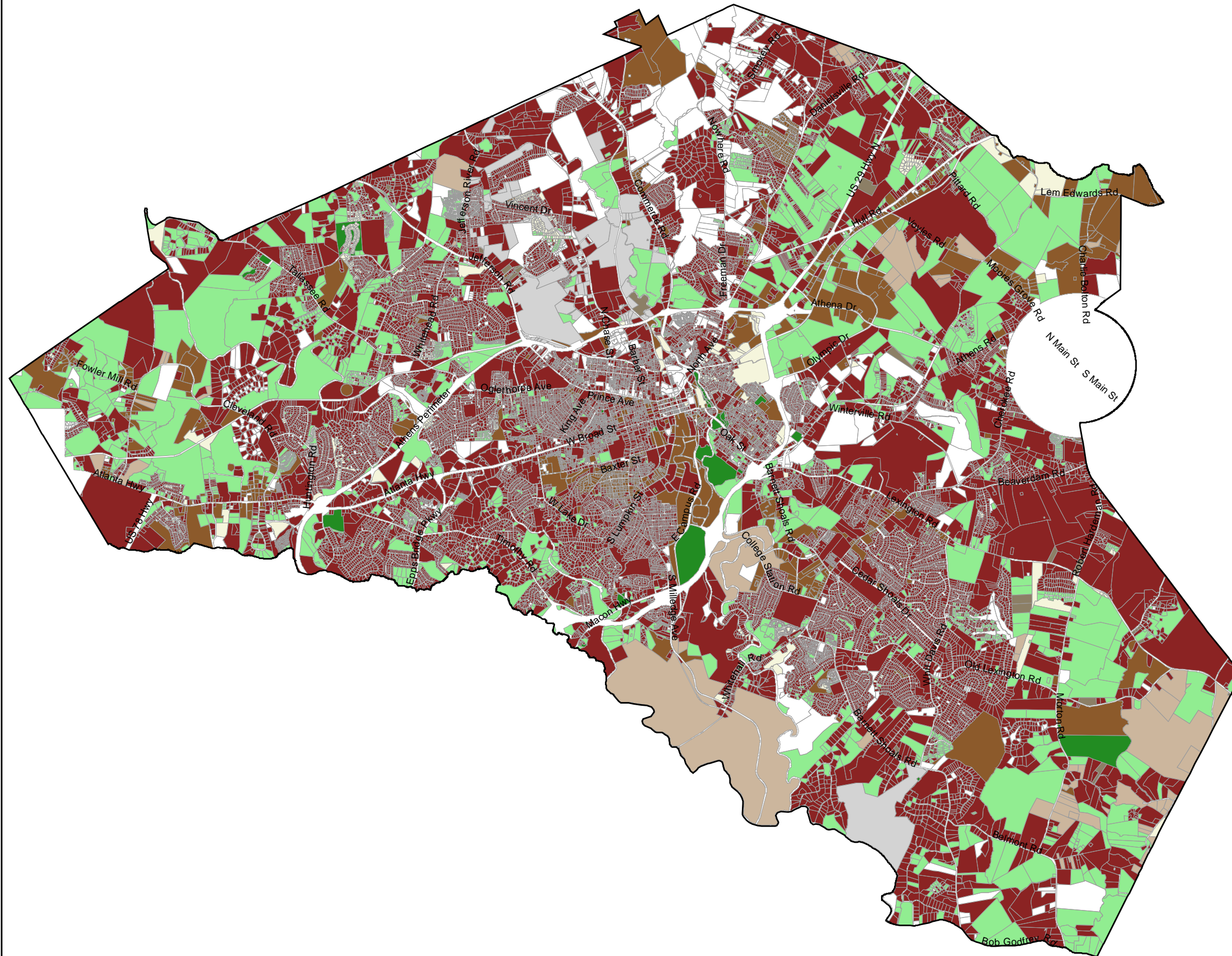


- Legend**
- Residential or Accommodation
  - General Sales or Services
  - Manufacturing or Wholesale Trade
  - Transportation, Communication, Information, or Utilities
  - Arts, Entertainment, or Recreation
  - Education, Public Administration, Health Care or Other Institutional
  - Construction-related Business
  - Mining and Extraction Establishments
  - Agriculture, Forestry, Fishing, or Hunting



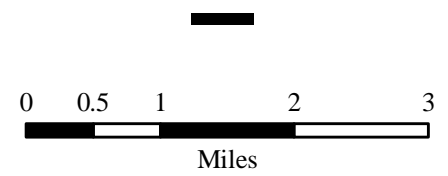


# Land-based Classification Standards - Site



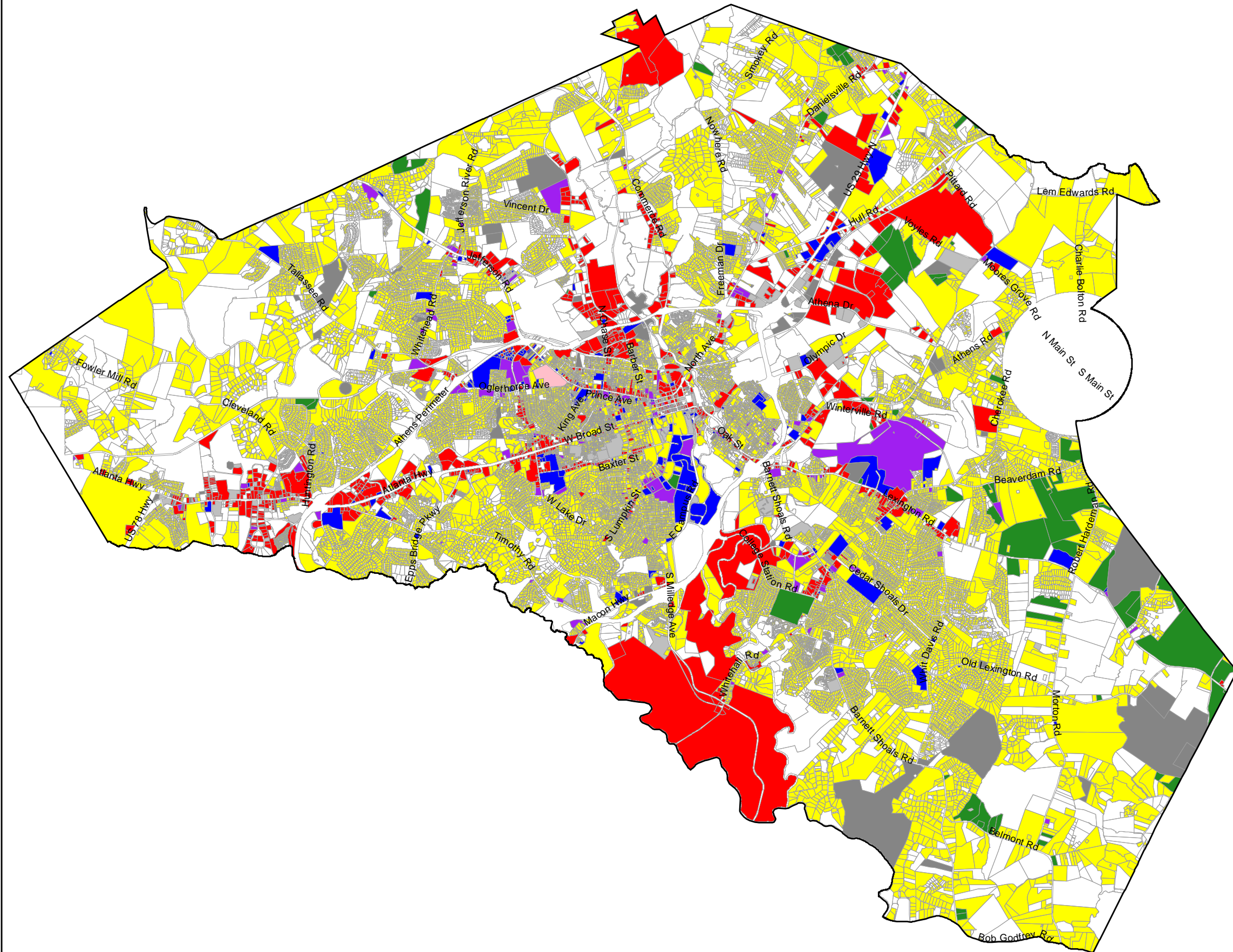
### Legend

- Site in Natural State
- Developing Site
- Developed Site - Crops, Grazing, Forestry, etc.
- Developed Site - No Buildings or Structures
- Developed Site - Non-building Structures
- Developed Site - Buildings
- Developed Site - Parks
- Not Applicable
- Unclassifiable





# Land-based Classification Standards - Structure



**Legend**

- Residential Building
- Commercial Building or Other Specialized Structure
- Public Assembly Structure
- Institutional or Community Facility
- Transportation-related Facility
- Utility or Other Non-building Structure
- Specialized Military Structure
- Shed, Farm Building, or Agricultural Facility
- No Structure

