



HARLEM COMPREHENSIVE PLAN 2006-2016

Prepared by the CSRA Regional Development Center
For the City of Harlem, Georgia

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INTRODUCTION

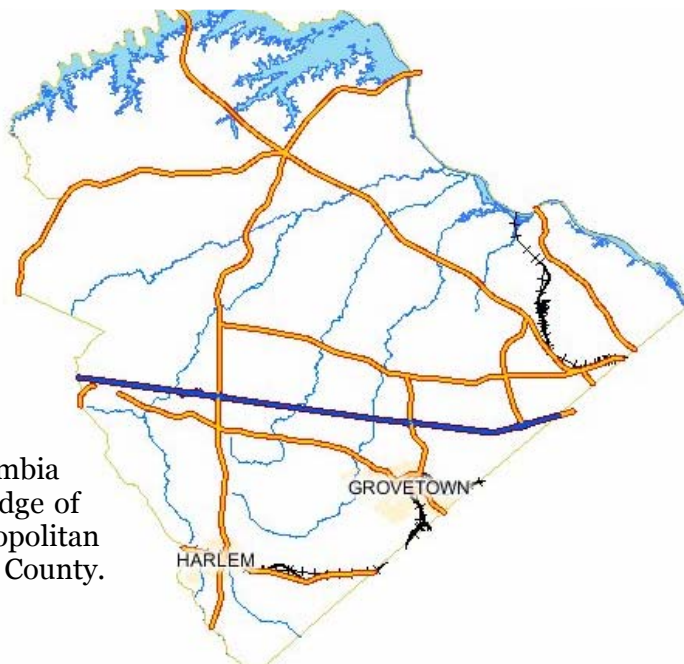
The city of Harlem, Georgia exemplifies traditional Southern charm and hospitality, yet also embraces the future, as seen in the city's Official Vision Statement, "To provide a community of choice for living, working and playing by embracing our past, celebrating our present, and promoting our future." Best known as the birthplace of Oliver Hardy, Harlem has long served as a quiet refuge from the increasingly hectic pace of life in the metropolitan Augusta region, offering small-town charm and a wealth of unique cultural resources.

PLAN SETTING

Harlem was founded in 1870 along the tracks of the Georgia Railroad, and is now 1 of the 41 municipalities belonging to the Central Savannah River Area Regional Development Center (CSRA RDC) located in Augusta. Harlem's close proximity to Augusta places it roughly half way between the state capitols of both Georgia and South Carolina.

Harlem's location in southern Columbia County (**Figure 1-A**) places it at the edge of the developing urbanized area of metropolitan Augusta and adjacent to rural McDuffie County.

Figure 1-A: Harlem's location in Columbia County



WHY PLAN?

Successful communities don't just happen; they must be continually shaped and guided. A community must actively manage its land use, infrastructure and resources, and respond to changing circumstances if it is to continue to meet the needs of its residents. Harlem residents value the character of their city, the strong sense of community, and the rich heritage found in their historical locale. Concern about maintaining the current economic development trend, providing for adequate infrastructure and ensuring adequate recreational and educational opportunities for its old and new citizens are issues that the city is continuously trying to address. Comprehensive planning, based on good data and public consultation, will assist the community in addressing these, and many other concerns.

WHAT IS THE COMPREHENSIVE PLAN?

The comprehensive plan is the official guiding document for the future of the city of Harlem. It is designed to formulate a coordinated, long-term planning program for the city. The plan establishes a vision and guides how that vision is to be achieved. It serves as a guide to both the public and private sector by providing a picture of how land will develop, how housing will be provided, how jobs will be attracted and retained, how open space and the environment will be protected, how public services and facilities will be provided, and how transportation facilities will be improved. Further, the plan guides elected and appointed officials as they deliberate community development issues and conveys policy and intended programs of action to residents. In short, the comprehensive plan is a unified document providing consistent policy direction.

The comprehensive plan is structured to be a dynamic document, subject to amendment when conditions within the city or county change significantly. Periodic updates are needed to ensure that it continues to meet the needs of the citizens of Harlem. The previous *Harlem Comprehensive Plan* was prepared in 1991. Many of the items recommended for implementation were completed or became irrelevant as years passed. This new plan addresses changes in the community since the last comprehensive plan.

HOW TO USE THE COMPREHENSIVE PLAN

The comprehensive plan is not, in itself, an implementation tool, but rather a guide to action. It is intended to serve as a reference point for potential users. For example, the Planning Commission or City Council may use the Plan's policies to decide whether to approve a proposed rezoning of land. The Board of Education may use the plan to determine future student enrollment and corresponding facilities expansion. The Tax Assessor's Office may use the plan to estimate future digests.



A number of companion planning documents should be used in conjunction with this comprehensive plan. These include:

- Harlem land development ordinances
- *Columbia County Growth Management Plan*
- *Columbia County/Grovetown/Harlem Joint Solid Waste Management Plan*
- Other local and state regulatory documents

Unlike these sector or single issue planning documents, which only generally refer to issues such as transportation, economic development, parks and recreation, annexation, and community services, the comprehensive plan addresses these issues in a coordinated manner.

PLANNING DEVELOPMENT PROCESS

Figure 1-B: Plan Development Process

The comprehensive plan is the product of extensive local government and citizen involvement through structured workshops and unstructured discussion sessions (**Figure 1-B**).

Planning/Advisory Committee

Preparations for the comprehensive plan began with the creation of an Advisory Committee. The primary purpose of the committee was to oversee and assist in the process of drafting the comprehensive plan. The committee was composed of Harlem elected officials, government employees and residents. The committee’s roles included communicating the concerns of interested groups regarding the development of the city; providing a forum for discussion of differing views; developing statements of the community’s vision and goals; and recommending goals, policies and implementation measures.

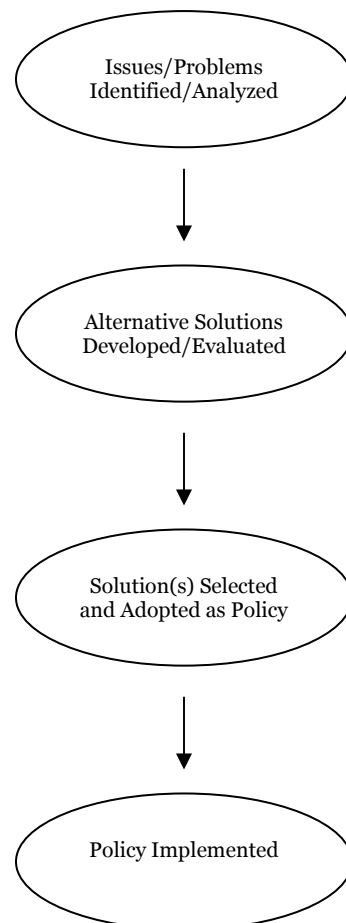
Throughout 2006, staff from the CSRA RDC collected background information about Harlem and surrounding communities through historical research, site visits, and information gathered from local officials. The Advisory Committee then provided direction and guidance by discussing the various issues raised at public hearings. Specific plan chapters were then prepared for the various functional elements of the plan. Additional activities of the Advisory Committee are highlighted in the *Community Participation Plan* portion of the *Harlem Comprehensive Plan*.

Public Consultation

The plan’s development is subject to a comprehensive public involvement process. Public involvement serves to educate community leaders about planning issues and to build constituency support - both necessary ingredients for any successful comprehensive plan. Each person at the table represents many others and offers insight on something overlooked by planners. By involving the public as a partner throughout the planning process, the message sent is that people’s ideas matter. And if a known and quantifiable effect on the plan is seen and people feel the plan is theirs, not just something imposed by a regional planning agency, they are likely to become advocates for its implementation.

Harlem Comprehensive Plan Components

The process to update the *Harlem Comprehensive Plan* conforms to the requirements established by the Georgia Department of Community Affairs’ “Standards and Procedures for Local Comprehensive Planning.” Harlem’s updated comprehensive plan document includes 3 principal components: *Community Assessment*, *Community Participation Plan* and *Community Agenda*. The remaining chapters contained within



this document comprise the *Community Assessment* portion of the plan. The *Community Assessment* analyzes existing conditions in Harlem and defines issues and opportunities which may be addressed later in the planning process. The information provided in the *Community Assessment*, combined with public input, provides the basis for the goals, objectives and actions established during the final *Community Agenda* portion of the *Plan*.

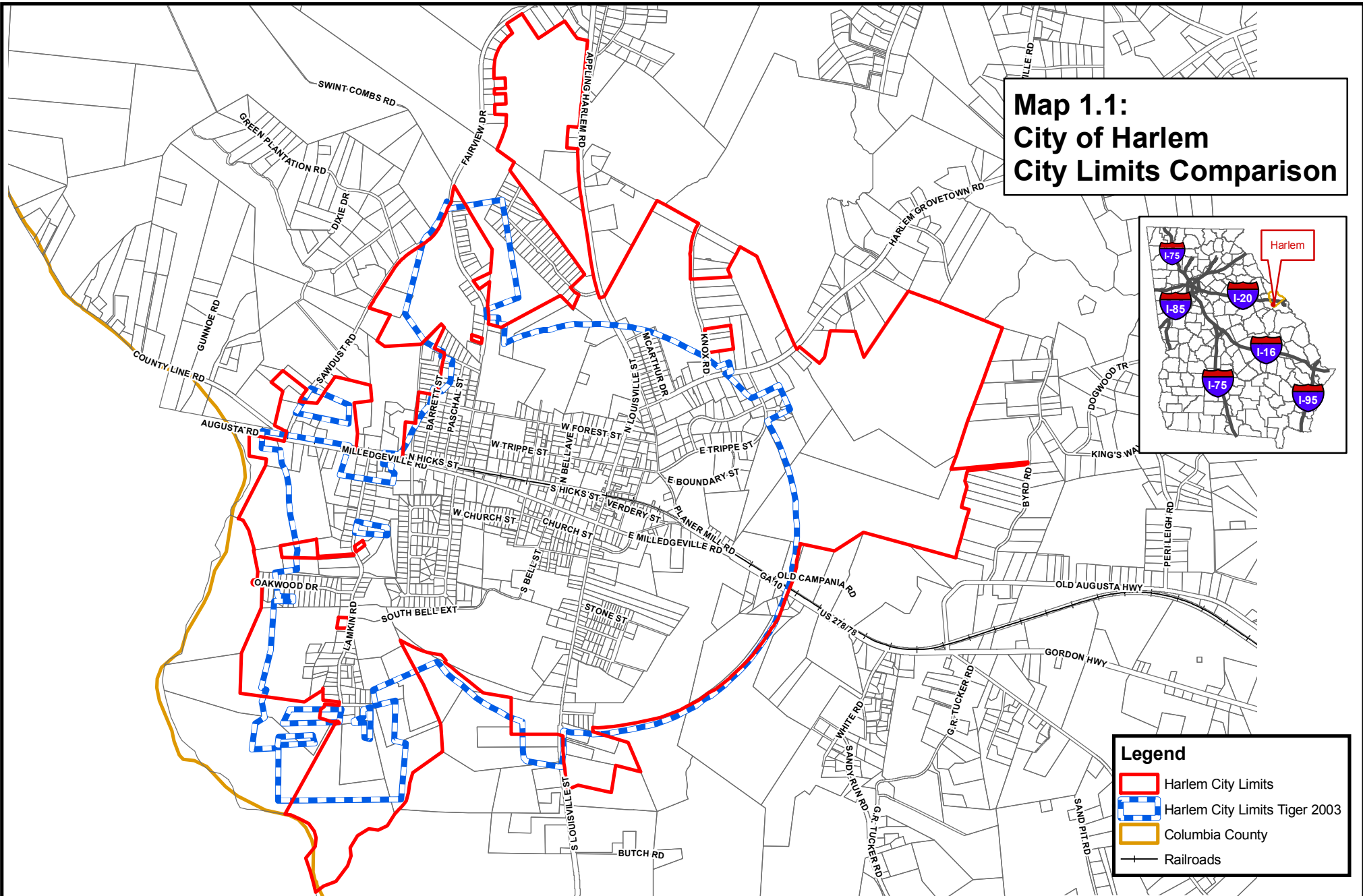
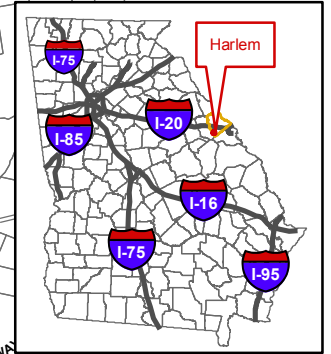
Mapping Specifications

The “Standards and Procedures for Local Comprehensive Planning” require that a number of maps be submitted with the *Harlem Comprehensive Plan* – most relating to the “Natural and Cultural Resources” and “Land Use” components. Required digital maps must illustrate city boundaries according to the U.S. Census Bureau’s TIGER boundary files. Unfortunately, as **Map 1.1** illustrates, TIGER boundaries vary greatly from the actual city limits. In Harlem’s case, many of these variations are the direct result of recent annexation activity – annexations that are not reflected in TIGER files as being within the municipal limits.

It is inadvisable to conduct a comprehensive planning process that ignores large areas of a community due to a lag in map updates. To address this issue, Harlem city staff utilized annexation records to provide plan preparers with an accurate city boundary for use in this plan document. Other than **Maps 5.1** through **5.7** (Natural and Cultural Resources), maps included in this document utilize the updated municipal boundaries. All of the analysis in the *Harlem Comprehensive Plan* is also based on the city’s updated boundary, rather than TIGER files.

To ensure consistency with state requirements, digital versions of all *Harlem Comprehensive Plan* maps utilizing TIGER boundaries will also be provided to the Georgia Department of Community Affairs.

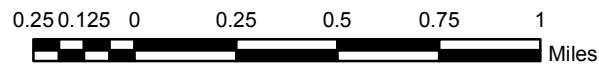
Map 1.1: City of Harlem City Limits Comparison



Legend

- Harlem City Limits
- Harlem City Limits Tiger 2003
- Columbia County
- Railroads

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July, 2006



ISSUES AND OPPORTUNITIES

The *Community Assessment* document considers issues and opportunities that are applicable to Harlem and have been identified through data compilation and community input. A discussion with the Harlem Advisory Committee during the initial committee meeting in January, 2006 yielded the preliminary list of issues and opportunities found in **Figure 1-C**.

The issues and opportunities listed in this section were discussed in greater detail during the preparation of the *Community Assessment* document. A more thorough discussion of community issues and opportunities can be found in the “Assessment” section of each chapter. The recommendations contained within each chapter of the *Community Assessment* are preliminary and will be expanded upon further during preparation of the *Community Agenda* subject to additional community-wide input.

Figure 1-C: Preliminary Harlem Issues and Opportunities	
<p>Economic Development:</p> <ul style="list-style-type: none"> • We would like to see more services locate within Harlem. • As more professionals choose to move to Harlem, many could relocate their offices to the city. • There could be some industrial development within the city. • There are currently few employment opportunities in town. 	<p>Land Use:</p> <ul style="list-style-type: none"> • Gordon Highway should develop as the city’s principal commercial corridor. • The city should find appropriate area to promote industrial development. • The city should determine if there are any potential conservation areas in the city.
<p>Natural and Cultural Resources:</p> <ul style="list-style-type: none"> • Harlem must preserve its historic downtown core and surrounding housing. • The city can build on the success of the Oliver Hardy museum and annual festival. • City’s tree canopy is an important community asset. 	<p>Transportation:</p> <ul style="list-style-type: none"> • The city is divided by the railroad, and divided by tractor –trailers using U.S. 221. • Traffic calming features should be considered on established residential streets. • We should promote bicycling options.
<p>Facilities and Services:</p> <ul style="list-style-type: none"> • City building space is restricted – buildings are old and need replacement. • City needs to seek additional water sources and waste water discharge options. 	<p>Intergovernmental Coordination:</p> <ul style="list-style-type: none"> • Partnerships with McDuffie County can be developed. • There is potential for greater coordination with economic development agencies.
<p>Housing:</p> <ul style="list-style-type: none"> • New housing options are taking shape at the edge of the city. • In many areas, new housing should reflect elements of historic housing stock. • Multi-family housing should be targeted to specific areas. • Older housing is starting to deteriorate – need to find ways to promote housing maintenance. 	

INTRODUCTION

An essential part of any comprehensive planning process is defining a community’s population characteristics. A variety of factors, including housing, economic development, community facilities and future land use are directly influenced by population data. A thorough understanding of population projections helps to ensure that goals and policies established in other parts of a comprehensive plan are truly consistent with the community’s future needs.

When planning for Harlem’s future, it is important to recognize the community’s relationship with surrounding unincorporated Columbia County and how county trends affect many factors within the city. Harlem’s close proximity to McDuffie County suggests that there may also be a direct link between the prosperity of both of these communities as well. As a result, the *Harlem Comprehensive Plan* compares population statistics of Harlem with Columbia County and McDuffie County.

The principal sources of information for this chapter are the United States Census Bureau and the Georgia Department of Education. While other data resources such as Woods and Poole Economics, Inc., the United States Department of Commerce, and the United States Department of Labor are typically utilized to help create a more accurate community picture, many of the statistics directly appurtenant to population figures in this chapter are not compiled or readily available at the municipal level. Regardless, the information that is presented within this chapter provides a detailed picture of Harlem’s population trends.

HISTORICAL POPULATION TRENDS

Harlem’s location within southwest Columbia County places it within the Augusta-Aiken MSA (comprised of Columbia, McDuffie and Richmond Counties in Georgia, and Aiken and Edgefield Counties in South Carolina) and in close proximity to rapidly expanding Augusta urban area.

Figure 2-A: Total Population, 1980-2000			
	1980	1990	2000
Harlem	1,485	2,199	1,814
Columbia County	40,118	66,031	89,288
McDuffie County	18,546	19,333	20,119
Georgia	5,457,566	6,478,216	8,186,453

Source: U.S. Census Bureau

Figure 2-A illustrates that population growth was a consistent trend at the local and state level in the 1980s. Harlem grew from a population of 1,485 to 2,199 between 1980 and 1990 – a substantial growth rate of 48.1 percent, comparable to that of unincorporated Columbia County and greater than that of neighboring McDuffie County. While populations continued to grow rapidly in Georgia and the unincorporated county in the 1990s, Census figures actually suggest that Harlem’s population declined by over 17 percent between 1990 and 2000.

Harlem’s most recent population growth trends are minimal. U.S. Census estimates from 2000 to 2004 (**Figure 2-B**) suggest a 4 year growth rate of less than 1 percent. Recent city annexations, combined with residential rezonings and efforts to secure additional water supply suggest that residential development may be on the upswing in Harlem in the near future.

Figure 2-B: Harlem Population Estimates, 2000-2004					
	2000	2001	2002	2003	2004
Total Population	1,814	1,820	1,824	1,804	1,817
Annual Rate (%) of Change	N/A	0.00	0.00	-0.01	0.01

Source: U.S. Census Bureau

POPULATION PROJECTIONS

While Columbia County and the state of Georgia are projected to sustain significant population increases over the next 20 year period, U.S. Census data displayed in **Figure 2-C** suggests that Harlem will soon experience a noticeable jump in population. Between 2005 and 2025, the state of Georgia is expected to increase its population by 2,728,887 people – a growth rate of 30.8 percent. Columbia County will add 41,970 people over the same 20 year period, increasing at a rate of 48.4 percent. McDuffie County’s growth will be a more modest 15.8 percent. During this same time, Harlem’s total population is expected to more than double.

Harlem’s anticipated population gain is the direct result of recent annexations, rezoning activity and anticipated subdivision approval of over 311 new residential dwelling units. All of this activity has been made possible by recent sewage capacity expansion and potential access to additional water sources. Following this immediate boom however, Harlem’s population growth rate is expected to slow.

Figure 2-C: Total Population Projections, 2000-2025						
	2000	2005	2010	2015	2020	2025
Harlem	1,814	1,896	2,680	3,455	4,021	4,174
Columbia County	89,288	101,581	113,873	126,166	138,458	150,751
McDuffie County	21,231	21,902	22,574	23,245	23,916	24,587
State of Georgia	8,186,453	8,868,675	9,550,897	10,233,118	10,915,340	11,597,562

Source: U.S. Census Bureau, Harlem Dept. of Planning and Zoning (Some Calculations by CSRA RDC)

Figure 2-D shows that Columbia County and the state of Georgia are projected to show gradually declining rates of growth in the next 20 years. Harlem’s growth rate is expected to increase significantly in the near term and gradually decrease over

Figure 2-D: Population Growth Rates, 2000-2025						
	2000	2005	2010	2015	2020	2025
Harlem	-9.6%	4.5%	41.4%	28.9%	16.4%	3.8%
Columbia County	14.9%	13.7%	12.1%	10.8%	9.7%	8.9%
McDuffie County	2.6%	3.1%	3.1%	3.0%	2.9%	2.8%
State of Georgia	11.6%	8.3%	7.7%	7.1%	6.7%	6.3%

Source: U.S. Census Bureau, Harlem Dept. of Planning and Zoning (Some Calculations by CSRA RDC)

each subsequent 5 year period. Over the long-term, Columbia County is expected to grow at a faster pace than Harlem through 2025.

Figure 2-E: Harlem, Columbia County: Average Household Size, 2005-2025

	2000	2005	2010	2015	2020	2025
Harlem	2.58	2.52	2.47	2.41	2.35	2.29
Columbia County	2.85	2.78	2.72	2.65	2.58	2.51
McDuffie County	2.62	2.54	2.47	2.39	2.31	2.23

Source: U.S. Census Bureau

Households

In Harlem, Columbia County and McDuffie County, average household size is projected to gradually decline (**Figure 2-E**). By the year 2025, Harlem’s average household size will be 2.29, McDuffie County’s will be 2.23 and Columbia County’s will be a slightly higher 2.51.

Figure 2-F: Household Type, 2000

	Harlem	Harlem (%)	Columbia County (%)	McDuffie County (%)
Total Households	694	N/A	N/A	N/A
1-person	185	27%	15%	23%
2-person	219	32%	31%	32%
3-person	118	17%	21%	20%
4-person	106	15%	20%	15%
5-person	45	6%	8%	6%
6 or more people	21	3%	3%	4%
Family Households	483	70%	82%	74%
Non-Family Households	211	30%	18%	27%

Source: U.S. Census Bureau, SF3, Table P14 (Calculations by: CSRA RDC)

In the year 2000, Harlem had a greater percentage of non-family households than Columbia County and McDuffie County. (**Fig. 2-F**). Of all households, 30 percent in Harlem consisted of non-family members. McDuffie County had a similar percentage (27 percent) while Columbia County showed a much smaller (18 percent) share of non-family households.

Also listed in **Figure 2-F** is the distribution of one to six person households in the year 2000. In Harlem, over 27 percent of all

households are made up of only a single person, which is similar to McDuffie County’s 23 percent share of one person households, and much larger than Columbia County’s 15 percent. The distribution of two and three person households is consistent across Harlem, Columbia County and McDuffie County, but Harlem’s share of four person households (15 percent) is smaller than that of Columbia County (20 percent).

Age

Figure 2-G illustrates historical trends and projections of Harlem’s population categorized by age group. Since 1980, the fastest growing age groups have been 35-44 year olds (85.4 percent growth), 5-13 year olds (53.7 percent growth) and 25-34 year olds (42.8 percent growth). In the same time period, 14-17 year olds have declined by 48.0 percent and 21-24 year olds have declined by 16.5 percent. Between 2005 and 2025, the only age group projected to grow more than 30 percent is 35-44 year olds, who will grow

by 33.8 percent. Declining growth is projected for 14-17 year olds (-90.6 percent), 21-24 year olds (-16.7 percent) and 18-20 year olds (-7.0 percent).

Figure 2-G: Harlem Population By Age Projections

Age	1980	2005	Rate (%) of Change 1980-2005	2025	Rate (%) of Change 2005-2025
0 – 4	108	152	40.7%	187	21.7%
5 – 13	216	332	53.7%	425	26.1%
14 – 17	125	65	-48.0%	17	-90.6%
18 – 20	78	72	-7.7%	67	-7.0%
21 – 24	97	81	-16.5%	68	-16.7%
25 – 34	194	277	42.8%	343	22.5%
35 – 44	158	293	85.4%	401	33.8%
45 – 54	166	227	36.7%	276	20.4%
55 – 64	154	160	3.9%	165	3.1%
65 +	189	238	25.9%	277	15.7%

Source: U.S. Census Bureau (Calculations by: CSRA RDC)

As a percentage of Harlem’s overall population, **Figure 2-H** shows that 5-13 year olds now represent the community’s largest age group at 17.5 percent. The next largest age groups are 35-44 and 25-34 year olds, both accounting for 15 percent of Harlem’s population. By 2025, 5-13 year olds will remain the largest age group in Harlem at 19.1 percent. The 14-17 year old age group is the smallest age group in Harlem, representing 3.5 percent of the 2005 population. By 2025, 14-17 year olds will still be Harlem’s least representative age group at less than 1 percent of the overall population.

Figure 2-H: Harlem: Percent of Total Population by Age Group

Age	Percent (%) of 1980 Population	Percent (%) of 2005 Population	Percent (%) Change 1980-2005	Percent (%) of 2025 Population	Percent (%) Change 2005-2025
0 – 4	7.3%	8.0%	0.7%	8.4%	0.4%
5 – 13	14.6%	17.5%	3.0%	19.1%	1.6%
14 – 17	8.4%	3.4%	-5.0%	0.8%	-2.7%
18 – 20	5.3%	3.8%	-1.5%	3.0%	-0.8%
21 – 24	6.5%	4.3%	-2.3%	3.1%	-1.2%
25 – 34	13.1%	14.6%	1.5%	15.4%	0.8%
35 – 44	10.6%	15.5%	4.8%	18.0%	2.6%
45 – 54	11.2%	12.0%	0.8%	12.4%	0.4%
55 – 64	10.4%	8.4%	-1.9%	7.4%	-1.0%
65 +	12.7%	12.6%	-0.2%	12.4%	-0.1%

Source: U.S. Census Bureau, (Calculations by: CSRA RDC)

Racial and Ethnic Composition

In 2005, Harlem’s population was 70.6 percent white, 25.3 percent African American and 4.1 percent composing all other races (**Figure 2-I**) For purposes of this plan document, the category of “other race” includes those groups listed by the United States Census

Figure 2-I: Harlem Racial Composition					
	1980	2005	Rate (%) of Change 1980-2005	2025	Rate (%) of Change 2005-2025
White alone	1,079	1,339	24.1%	1,547	15.5%
Black or African American alone	388	479	23.5%	552	15.2%
American Indian and Alaska Native alone	5	6	20.0%	7	16.7%
Asian or Pacific Islander	3	19	533.3%	32	68.4%
other race	10	53	430.0%	87	64.2%

Source: U.S. Census Bureau (Calculations by: CSRA RDC)

as: American Indian and Alaska Native, Asian, Native Hawaiian and Other Pacific Islander, and “Some other race” (meaning a survey respondent was unable to identify with any one of the primary racial categories). Between 2005 and 2025, the growth rates of both white and African American populations are projected to increase around 15 percent.

Figure 2-J: Hispanic Ethnic Composition, 1980-2025					
	1980	2005	Rate (%) of Change 1980-2005	2025	Rate (%) of Change 2005-2025
Harlem	28	44	57.1%	57	29.5%
Columbia County	537	2,757	413.4%	4,533	64.4%
McDuffie County	252	292	15.9%	324	11.0%

Source: U.S. Census Bureau (Calculations by: CSRA RDC)

The number of Harlem residents identifying themselves as Hispanic grew over 57 percent between 1980 and 2005, yet still comprises less than 3 percent of the city’s total

population (**Figure 2-J**). In contrast, Columbia County’s Hispanic population grew by over 400 percent between 1980 and 2005. In the next 20 years, the number of Hispanics residing in Harlem is projected to grow nearly 30 percent. It is important to note that according to the U.S. Census Bureau’s “*Overview of Race and Hispanic Origin: Census 2000 Brief*” (March, 2001), race and Hispanic origin are two distinct concepts. People of Hispanic ethnic origin may identify with one (1) or more different racial groups including white, African American, American Indian, etc.

EDUCATION

The educational level of a community is often a determinant of economic development. The skill levels of residents in an area can be inferred from the level of education prevalent in the citizenry. Companies requiring skilled workers may look for areas with high rates of high school graduates while industries requiring highly-skilled workers may seek counties with large numbers of college graduates. The reverse is also true, with communities often seeking to attract companies that are a good fit for the educational level of its citizens.

Educational level is also important when evaluating a school system’s quality. If the number of high school dropouts is particularly high for a certain area, the school system could be in need of improvement. School system quality can also be a factor in determining quality of life for the citizens of an area. The better the school system, the better the perceived quality of life.

Harlem children attend the Columbia County school system. Children from kindergarten through 5th grade attend Harlem Elementary School. Sixth grade to 8th grade students attend Harlem Middle School and 9th through 12th graders attend Harlem High School.

Educational Attainment

Between 1980 and 2000, **Figure 2-K** shows that the educational attainment level of Harlem’s residents changed significantly. In 1980, 22.2 percent of Harlem’s citizens did not complete 9th grade. By 2000, only 7.8 percent of Harlem’s citizens had less than a 9th grade education. The percentage of citizens whose highest level of education included some college grew from 9.8 percent in 1980 to 25.4 percent in 2000. Additionally, the percentage of those with a bachelor’s degree nearly doubled, growing from 5.9 percent to 11.5 percent between 1980 and 2000.

Figure 2-K: Harlem Educational Attainment, 1980-2000						
	1980 Population 25 Years or Older		1990 Population 25 Years or Older		2000 Population 25 Years or Older	
	Number	Percent (%)	Number	Percent (%)	Number	Percent (%)
Less than 9th Grade	191	22.2%	304	18.7%	84	7.8%
9th to 12th Grade (No Diploma)	225	26.1%	358	22.0%	171	15.8%
High School Graduate (Includes GED)	263	30.5%	444	27.3%	355	32.8%
Some College (No Degree)	84	9.8%	277	17.0%	275	25.4%
Associate Degree	NA	NA	87	5.3%	55	5.1%
Bachelor's Degree	51	5.9%	96	5.9%	124	11.5%
Graduate or Professional Degree	47	5.5%	63	3.9%	17	1.6%

Source: U.S. Census Bureau

While Harlem has exhibited a significant increase in the number of residents who have a college education, **Figure 2-L** suggests that it still lags behind Columbia County and the state of Georgia. Harlem’s population also continues to include a higher percentage of residents with less than a high school education (24 percent) than Columbia County and the state of Georgia. When compared to McDuffie County, Harlem’s population includes

9 percent more residents with at least a high school education and 9 percent more residents with at least some college education.

Figure 2-L: Educational Attainment, Percent (%) of Population 25 Years or Older, 2000				
	Harlem	Columbia County	McDuffie County	State of Georgia
Less than 9th Grade	8%	4%	11%	8%
9th to 12th Grade (No Diploma)	16%	8%	22%	14%
High School Graduate (Includes GED)	33%	26%	35%	29%
Some College (No Degree)	25%	22%	17%	20%
Associate Degree	5%	8%	3%	5%
Bachelor's Degree	11%	20%	8%	16%
Graduate or Professional Degree	2%	12%	4%	8%

Source: U.S. Census Bureau, SF3, 2000

Test Scores and Dropout Rates

All students seeking a Georgia high school diploma must pass the Georgia High School Graduation Tests (GHSGT) and the Georgia High School Writing Assessment (GHSWA). The GHSGT is divided into four (4) components: English/language arts, math, social studies and science. Students are given up to five (5) opportunities to pass each of these examinations with the first opportunity coming during their 11th grade year. Initial assessment at this time provides each student with enough time to retake the examinations prior to the end of their 12th grade year.

Figure 2-M: Harlem High School, Percentage of 11th Graders Passing State of Georgia Standardized Tests (1st Attempt)			
	2002-03	2003-04	2004-05
English/Language Arts	94%	93%	95%
Mathematics	90%	93%	92%
Social Studies	78%	83%	83%
Science	70%	75%	71%
Writing	90%	92%	93%

Source: (Georgia) Governor's Office of Student Achievement, Georgia High School Graduation Tests (GHSGT) & Georgia High School Writing Assessment (GHSWA)

As previously stated, Harlem children attend Harlem High School. **Figure 2-M** illustrates the percentage of Harlem High School 11th graders who passed the various components of the GHSGT and GHSWA on their first attempt over the last three (3) year period. Focusing on the number of students who passed each section of the exams on the first attempt is a more candid snap-shot of school achievement because results on subsequent exams may be affected by the provision of more resources to particular students than may be typical.

Figure 2-N: 2004-05 Percentage of 11th Graders Passing State of Georgia Standardized Tests (1st Attempt)				
	Harlem High School	Columbia County School System	Thomson High School	State of Georgia
English/Language Arts	95%	97%	90%	95%
Mathematics	92%	97%	90%	92%
Social Studies	83%	92%	77%	84%
Science	71%	83%	69%	68%
Writing	93%	96%	83%	89%

Source: (Georgia) Governor's Office of Student Achievement, Georgia High School Graduation Tests (GHSGT) & Georgia High School Writing Assessment (GHSWA)

Figure 2-N shows that Harlem High School's 2004-2005 test results are slightly lower than Columbia County, but show a higher level of achievement than Thomson High School in McDuffie County and the state of Georgia as a whole.

Figure 2-O: High School Drop Out Rate, 2002-2005			
	2002-03	2003-04	2004-05
Harlem High School	6.6%	9.0%	7.4%
Columbia County School System	4.4%	4.5%	3.9%
Thomson High School	7.9%	6.2%	5.9%
State of Georgia	5.5%	5.1%	5.0%

Source: Georgia Governor's Office of Student Achievement

In addition to testing results, Harlem High School's drop out rate between 2002 and 2005 was higher than that of the Columbia County School System, Thomson High School in McDuffie County and

the state of Georgia (**Figure 2-O**). The 2004-2005 drop out rate for Harlem High School (7.4 percent) increased from the 2002-2003 rate of 6.6 percent, while drop out rates declined during the same period in the Columbia County School System, Thomson High School and the state of Georgia.

INCOME

Household Income and Poverty

To measure Harlem's household income characteristics, this chapter focuses on median household income rather than average household income. Especially for a population base the size of Harlem's, average household income can often be skewed by a small number of particularly wealthy or poor residents. In contrast, a median figure can provide a more detailed picture of community character by more clearly identifying a baseline number which roughly half of a community's residents exceed. This chapter also focuses on household income rather than per capita income due to population figures that suggest a large number of families.

As shown in **Figure 2-P**, Harlem's median household income grew by 17.3 percent between 1990 and 2000 while

Figure 2-P: Change in Median Household Income			
	1990 (\$)	2000 (\$)	Percent (%) Increase
Harlem	26,000	30,500	17.3%
Columbia County	40,122	55,682	33.8%
McDuffie County	21,292	31,920	49.9%
State of Georgia	36,810	42,433	15.3%

Source: U.S. Census Bureau, STF3 1990, SF3 2000

Figure 2-Q: Poverty Level: 1989, 1999

	1989 Percent (%) Below Poverty Level	1999 Percent (%) Below Poverty Level	Percent (%) Change, 1989-1999
Harlem	13.0	17.0	4.0%
Columbia County	6.6	5.1	-1.5%
McDuffie County	21.6	18.4	-3.2%
State of Georgia	13.2	13	-0.2%

Source: U.S. Census Bureau, STF3 1990, SF3 2000 (Calculations by CSRA RDC)

Columbia County’s and McDuffie County’s grew by 33 percent and 50 percent each, respectively. While Harlem’s median household income is less than the State of Georgia, Harlem’s income grew faster than the State between 1990 and 2000.

While Harlem’s median household income increased substantially in the 1990s, so too did the city’s poverty rate, from 13 percent in 1989 to 17 percent in

1999 (**Fig. 2-Q**). Greater progress was shown by surrounding jurisdictions, as Columbia County and McDuffie County lowered their poverty rates for the same time period, as did the state of Georgia. In 1999, Harlem’s poverty level was 1.2 percent lower than that of McDuffie County and 11.9 percent higher than that of Columbia County.

Distribution of Households by Income

Figure 2-R illustrates that between 1990 and 2000 the only income bracket in Harlem to change by more than 5 percent was the \$20,000-\$29,999 group, which declined by 6.7 percent. All other household incomes remained stable between 1990 and 2000. The largest income sector in 2000 was those earning less than \$9,999 (19.5 percent), followed by households with an income of \$40,000-\$49,999 (15.9 percent) and \$20,000-\$29,999 (14.1 percent).

Figure 2-R: Harlem Household Income Distribution, 1990-2000

	1990	2000	Percent (%) Change, 1990-2000
Income less than \$9,999	19.2%	19.5%	0.3%
Income \$10,000 - \$14,999	11.7%	7.8%	-3.9%
Income \$15,000 - \$19,999	6.6%	7.8%	1.2%
Income \$20,000 - \$29,999	20.8%	14.1%	-6.7%
Income \$30,000 - \$34,999	5.8%	6.3%	0.5%
Income \$35,000 - \$39,999	8.1%	5.6%	-2.5%
Income \$40,000 - \$49,999	13.2%	15.9%	2.7%
Income \$50,000 - \$59,999	6.3%	5.8%	-0.5%
Income \$60,000 - \$74,999	4.6%	8.2%	3.6%
Income \$75,000 - \$99,999	2.7%	4.8%	2.1%
Income \$100,000 - \$124,999	0.8%	2.6%	1.8%
Income \$125,000 - \$149,999	0.2%	1.0%	0.8%
Income \$150,000 and above	0.0%	0.7%	0.7%

Source: U.S. Census Bureau

ASSESSMENT

POPULATION

Harlem’s geographic isolation from major metropolitan areas has helped to preserve the city’s small-town character. Accordingly, Harlem’s population growth was relatively minor until the Augusta metropolitan area expanded in the 1980s and an increased demand for middle-class housing led to dramatic population growth throughout neighboring Columbia County. Harlem’s population growth of 48 percent between 1980 and 1990 reflects the region-wide emergence of bedroom communities on the outskirts of the Augusta metropolitan area.

Growth remained strong in Columbia County between 1990 and 2000 as the county grew by over 35 percent. In Harlem, however, the 1990s was a decade of population decline. The city’s population shrank by 17 percent to 1,814 people in 2000. One explanation for Harlem’s population decline is the increase of middle-class suburban housing throughout unincorporated Columbia County and the nearby City of Grovetown in the 1990s. For the first time, those who worked in Augusta and wanted to live outside the city had more housing options besides Harlem. Places such as Grovetown offered a suburban lifestyle in newer housing units with a short commute to Augusta, which might have lured families away from Harlem.

The projected increase in Harlem’s population between 2000 and 2025 is also attributable to regional trends. As Augusta suburbs grow and the housing market in unincorporated Columbia County and Grovetown becomes saturated and increasingly expensive, Harlem will become a more affordable option for families commuting to Augusta. While a projected “population boom” over the next 5 year period can benefit Harlem in the short term, the city proceed cautiously regarding future annexations of property for residential development. More gradual population increases such as those experienced throughout Harlem’s history can benefit the community by ensuring that community services do not suddenly become over-extended; or, that an increased inventory of public utilities does not significantly increase maintenance costs for the city. Slower growth rates are easier for a community to absorb and will allow Harlem to preserve its small-town character, yet still remain economically viable.

Households

Harlem’s average household size of 2.52 in 2005 is similar to that of McDuffie County and slightly smaller than Columbia County’s average of 2.78, suggesting an aging population in Harlem. Throughout the region, household size is projected to decrease slightly over the next 20 years, which regionally may create a higher demand for smaller single-family homes and condominiums.

Additionally, Harlem is composed of 9 percent more single-person households than Columbia County, which may be attributed to soldiers from



Harlem residents continue to live in many of the community’s large historic homes – even as household size gradually decreases.

Fort Gordon seeking housing options off-base. The higher percentage of non-family households in Harlem supports the notion that more Fort Gordon soldiers live in Harlem than in Columbia County. The only other significant difference in household types between Harlem and Columbia County is the percentage of four-person households, which constitute 15 percent of Harlem’s households and 20 percent of Columbia County’s households, reflecting the difference in average household size between the two jurisdictions. Fewer four-person households in Harlem could reflect a lower birthrate, which would contribute to an increasingly aging population. Household types in Harlem and McDuffie County are virtually identical.

Age

Between 1980 and 2005, the fastest growing section of Harlem’s population was among the middle-aged. 35-44 year-olds grew by 85 percent, while those of ages 25-34 and 45-54 grew by over 35 percent each. Middle-age populations typically earn higher wages and rear more children than other age groups, thus contributing to Harlem’s economic prosperity and ensuring future population growth. Still, the growth of residents in their 30s, 40s and 50s – combined by the loss of teenagers and individuals in their early 20s – suggests that a large percentage of individuals raised in Harlem are now leaving for other opportunities. This theory supports the suggestion that household sizes are expected to decrease in Harlem over time.

Also of note is the 25 percent growth of those over 65 years old, which will increase the need for services and housing to accommodate retirees. Every age group in Harlem has increased substantially, with the notable exception of those between 14 and 24 years old. The decline of the younger age group is attributable to Harlem’s lack of employment opportunities, universities and multi-family housing. Between 2005 and 2025, Harlem’s age composition will remain stable, with a less than 3 percent change in every age group’s share of the city’s total population.

Race and Ethnicity

The information provided within **Figure 2-I** does not indicate any significant shift in racial makeup within Harlem. Historically and in future projections, Harlem’s population is around 70 percent white, 25 percent black and 5 percent all other racial categories. Among those included in the “other” racial category are those of Hispanic ethnicity, whose population has grown in Harlem. The Hispanic population in Columbia County grew 7 times faster than in Harlem between 1980 and 2005, possibly due to an increase in construction jobs for the rapidly growing unincorporated county. This theory is difficult to prove definitively however, due to figures that suggest that region-wide construction employment has decreased.

EDUCATION

Educational Attainment

Since 1980, Harlem’s gradual decrease in the percentage of persons not receiving at least a high school education, and corresponding increase of residents with a college degree,

illustrates that a skilled workforce is emerging within the community. While Harlem's educational attainment levels remain noticeably lower than Columbia County, the community exceeds education levels in McDuffie County and the state of Georgia. The increasing suburbanization of the region, combined with the positive reputation of the Columbia County school system suggests that Harlem's educational attainment levels will continue to rise and compare more favorably to the rest of Columbia County in the future.

Based on local education attainment levels, Harlem's workforce is well suited to continue supplying the construction and service industries. The increase in college educated residents has also resulted in an acknowledgement that Harlem should find ways to promote home businesses and other forms of professional employment within the city.

Test Scores and Dropout Rate

State-wide standardized test scores for students attending Harlem High School generally do not compare favorably to those of the entire Columbia County school system. The Harlem High School drop-out rate is also noticeably higher than the Columbia County school system, Thomson High School and the state of Georgia. The overall reputation of the Columbia County school system, and high county-wide achievement scores, will likely mean that Harlem High School's current achievement scores will not serve as an immediate deterrent to recruiting continued growth and the promotion of new industries in the Harlem area. Even so, a concerted effort should be made to work with the Columbia County Board of Education to find ways to bring Harlem High School attainment levels in line with the rest of the county. The Family Connection, a non-profit, grant-funded agency, is working to increase literacy in Harlem and lower drop-out rates.

INCOME

Harlem's median household income rose by over 17 percent in the 1990s, outpacing growth statewide but lagging behind Columbia County's 38 percent increase and McDuffie County's 50 percent growth. In 2000, median household income in Columbia County was over \$15,000 more than in Harlem, indicating a wealthier population resides in the unincorporated county than in Harlem. The income disparity between Harlem and Columbia County is largely attributable to higher educational attainment among unincorporated county residents. Harlem residents must continue to improve their educational attainment level and skills to compete with Columbia County residents for high-paying white collar jobs.

Also of note is the consistently high percentage of Harlem families living in poverty (over 17 percent). This number has increased slightly from 1990 to 2000 meaning that Harlem's increasing wealth has not been distributed to all segments of the population. Furthermore, the percentage of the city's households earning less than \$10,000 remained around 19 percent between 1990 and 2000, while those earning \$10,000-\$40,000 has decreased slightly. Only the upper income brackets increased in size, but their growth was not substantial enough to offset the large number of Harlem households living in lower income groups.

INTRODUCTION

Economic development is an ongoing and sustaining process - essential to planning for the future. It constitutes the economic base for the resident population. Virtually all residents participate in some way in the local economy, whether they produce, sell, or consume goods and services. Continued economic growth and diversification is also important to the revenue base of the City of Harlem. A local economy that balances residential with non-residential growth; and, can rely on multiple industry sectors for employment will be better equipped to keep pace with current municipal service demands, and also meet long-term maintenance responsibilities.

The purpose of the *Harlem Comprehensive Plan's* economic development section is to analyze past trends and current conditions in order to assess strengths and weaknesses in the local economy. Using information related to economic base, labor force, and economic development resources, this chapter provides an in-depth look at the economic variables that drive the Harlem economy.

The principal sources of information in this chapter are from the United States Census Bureau, the United States Department of Commerce and the United States Department of Labor. Because Harlem's economic well-being is tied so closely with the health of the region, this chapter briefly examines the regional economy as a whole. Many of the other data sets within this chapter also compare Harlem's economic statistics with surrounding jurisdictions. In some instances, data was not available at the municipal level. In these cases, Columbia County has been substituted for the city in order to study applicable topics using the most pertinent alternative measures.

REGIONAL ECONOMIC CONTEXT

As previously noted, Harlem is part of the 5 county Augusta-Aiken Metropolitan Statistical Area (MSA) and the 13 county Augusta-Aiken Economic Area (EA). The Augusta-Aiken EA is established by the United States Commerce Department's Bureau of Economic Analysis and relies on commuting patterns, federal OMB data and newspaper circulation to determine which rural counties are reliant on the economic health of a given MSA.

Figure 3-A illustrates recent employment by industry trends for the Augusta-Aiken MSA and EA. The trends in both statistical areas are similar - showing the majority of people working in "government and government services." Retail trade and manufacturing are identified as other principal employment sectors.

Trends illustrated by **Figure 3-A** show a significant growth of employment by "other services" with over 8 percent growth in employment within the MSA and over 10 percent growth in employment within the EA between 2001 and 2003. "Other services" refers to individuals engaged in a variety of occupations that are difficult to categorize, such as: equipment and machine repair, religious services, personal care, pet care, laundry, photocopying services, etc. In addition, the Figure shows similar decreases in the number of individuals within the region employed in manufacturing over the 2001-2003 periods.

Figure 3-A: Regional Employment by Industry, 2001-2003

	Augusta-Richmond County (GA-SC) MSA			Augusta-Richmond County (GA-SC) EA		
	2001 Number (#) of Jobs	2003 Number (#) of Jobs	Percent (%) Change 2001-2003	2001 Number (#) of Jobs	2003 Number (#) of Jobs	Percent (%) Change 2001-2003
Total Employment	271,852	275,121	1.2%	300,755	302,847	0.7%
Construction	19,693	19,517	-0.9%	20,994	20,942	-0.2%
Manufacturing	29,419	26,830	-8.8%	36,854	33,053	-10.3%
Wholesale Trade	5,154	5,501	6.7%	5,473	5,853	6.9%
Retail Trade	31,426	31,687	0.8%	34,111	34,530	1.2%
Transportation & Warehousing	5,196	5,514	6.1%	5,434	6,118	12.6%
Information	4,247	3,909	-8.0%	4,451	4,153	-6.7%
Finance & Insurance	6,926	7,263	4.9%	7,454	7,943	6.6%
Real Estate & Rental & Leasing	6,859	6,895	0.5%	7,216	7,202	-0.2%
Administrative & Waste Services	28,707	27,973	-2.6%	29,176	28,265	-3.1%
Educational Services	2,323	2,669	14.9%	NA	NA	NA
Health Care & Social Assistance	21,911	23,093	5.4%	NA	NA	NA
Arts, Entertainment & Recreation	4,231	4,206	-0.6%	4,401	4,359	-1.0%
Accommodation & Food Services	16,485	17,861	8.3%	17,462	18,575	6.4%
Other Services except Public Administration	14,198	15,343	8.1%	15,317	16,892	10.3%
Government & Government Enterprises	55,040	56,008	1.8%	60,918	61,566	1.1%

Source: U.S. Dept. of Commerce, Bureau of Economic Analysis, Table CA25N; Calculations by CSRA RDC

ECONOMIC BASE AND TRENDS

Employment by Industry

While some of the “employment by industry” numbers for Harlem’s residents mirror the regional employment statistics in the prior Figure, **Figure 3-B** illustrates some differences. It is important to note that the data presented in **Figure 3-B** is not from the same source as **Figure 3-A**. **Figure 3-B** relies instead on the U.S. Census for local employment figures because the U.S. Commerce Department does not prepare annual “employment by industry” statistics at the municipal level. As a result, Harlem’s “employment by industry” statistics are not as recent as the regional statistics provided

by the U.S. Department of Commerce. To minimize these discrepancies, **Figure 3-B** has been prepared so that the employment categories are at least similar to those in **Figure 3-A**. Regardless, the variation in sources does not discount the fact that local employment trends can vary greatly throughout a statistical region.

Figure 3-B: Harlem Employment by Industry, 1980-2000						
	1980	1990	1990 Percent	2000	2000 Percent	Percent change 1990-2000
Agriculture, Forestry, Fishing	9	19	3.1%	2	0.3%	-89.5%
Construction	35	69	11.1%	81	11.4%	17.4%
Manufacturing	84	65	10.5%	112	15.8%	72.3%
Wholesale Trade	36	34	5.5%	30	4.2%	-11.8%
Retail Trade	77	106	17.1%	77	10.9%	-27.4%
Transportation, Warehousing, and Utilities	27	40	6.5%	40	5.6%	0%
Information	NA	NA	NA	16	2.3%	NA%
Finance, Insurance, & Real Estate	18	29	4.7%	37	5.2%	27.6%
Professional, Management, Administrative	30	19	3.1%	32	4.5%	68.4%
Educational, Health and Social Services	134	141	22.8%	153	21.6%	8.5%
Entertainment, Recreation, and Services	16	4	0.6%	49	6.9%	1125%
Other Services	20	51	8.2%	52	7.3%	2%
Public Administration	54	42	6.8%	28	3.9%	-33.3%
Total Employed Civilian Population	540	619	100.0%	709	100.0%	14.5%

Source: U.S. Census Bureau; Calculations by CSRA RDC

Figure 3-B demonstrates that a regional decline in manufacturing employment is not a trend being shared by Harlem. Between 1990 and 2000, the number of Harlem individuals employed in the manufacturing sector grew by more than 72 percent and represented the second largest source of employment, constituting 15.8 percent of all employed persons. The largest source of employment, “educational, health and social services,” accounted for 21.6 percent of jobs for Harlem residents in 2000. The fastest growing industry is “arts, entertainment, recreation, accommodation and food services,” which grew 1,125 percent between 1990 and 2000. The sharpest decline for the same time period is in agriculture, forestry & fishing, which decreased by 89.5 percent. Retail trade was the second largest industry in employing Harlem residents in 1990, but fell to fourth place by 2000.

When comparing the largest “employment by industry” sectors of Harlem with Columbia County and the Augusta-Aiken MSA, solely utilizing the U.S. Census Bureau’s employment classifications, all 3 jurisdictions are consistent. In all 3 jurisdictions, “educational, health and social services” makes up the largest employment sector. The similarity results because the U.S. Census Bureau does not maintain a classification for “government and government enterprises.” For example, many of the “government” workers identified by the U.S. Commerce Department in **Figure 3-A** may have

occupations such as teacher or social worker and thus be classified in Census figures within the “educational, health and social services” category.

Employment by Industry Projections

In projecting employment trends, it is important to note that the vast majority of Harlem workers are actually employed outside the municipal boundaries. Because of this fact, and the fact that Harlem employment figures make up a small percentage of the overall employment base in the county and region, **Figure 3-C** examines employment projections prepared for Columbia County. A review of Columbia County industry projections illustrates how future Harlem residents can expect to be employed. While there are a variety of companies that prepare employment projection data, **Figure 3-C** utilizes data found in the *Columbia County Growth Management Plan*.

Figure 3-C: Columbia County Employment by Industry Projections (2005-2025)						
	2005	2010	2015	2020	2025	2005-2025 Increase
Agriculture	348	399	399	494	544	196
Forestry, Fishing, Related Activities	145	167	167	206	227	82
Mining	73	83	83	103	114	41
Utilities	128	147	147	182	200	72
Construction	4549	5218	5214	6450	7114	2565
Manufacturing	3664	4202	4199	5194	5729	2065
Wholesale Trade	851	976	975	1206	1331	480
Retail Trade	5584	6405	6400	7917	8732	3148
Transportation, and Warehousing	621	713	712	881	972	350
Information	499	573	572	708	781	281
Finance and Insurance	1826	2095	2093	2589	2856	1030
Real Estate and Rental and Leasing	2368	2716	2714	3357	3703	1335
Professional and Technical Services	1126	1292	1291	1597	1761	635
Management of Companies and Enterprises	109	125	125	155	170	61
Administrative and Waste Services	2918	3347	3344	4136	4563	1645
Educational Services	950	1090	1089	1347	1486	536
Health Care and Social Assistance	3004	3445	3442	4285	4697	1693
Arts, Entertainment and Recreation	739	847	846	1047	1155	416
Accommodation and Food Services	2654	3044	3042	3763	4151	1496
Other Services except Public Administration	3123	3582	3580	4428	4884	1761
Federal, Civilian	143	164	163	202	223	80
Military	271	311	310	384	423	153
State and Local	4024	4615	4612	5704	6292	2269
Total employed civilian population	39717	45556	45519	56308	62108	22391

Source: Columbia County Growth Management Plan (2005)

Figure 3-D: Harlem Labor Force Participation, 1990-2000				
	1990		2000	
	Number (#) of People	Percent (%)	Number (#) of People	Percent (%)
Total People	1,874	N/A	1,309	N/A
In Labor Force	678	36.2%	774	59.1%
Civilian Labor Force	671	35.8%	741	56.6%
Civilian Employed	619	33%	709	54.1%
Civilian Unemployed	52	2.7%	32	2.4%
In Armed Forces	7	0.37%	33	2.5%
Not in labor force	1,196	63.8%	535	40.8%

Source: U.S. Census Bureau; Calculations by CSRA RDC

LABOR FORCE

Labor Force Participation

The number of Harlem residents participating in the labor force is illustrated in **Figure 3-D**. Individuals shown as not participating in the labor force do not include the unemployed. Such individuals may include children not yet 16 years of

age, retirees, stay-at-home spouses or residents engaged primarily in volunteer labor.

Harlem’s civilian labor force declined by over 500 people between 1990 and 2000, during which time the city’s overall population also decreased. However, as a percentage of Harlem’s population, those in the labor force increased by 14.1 percent. The percentage of civilian unemployed in Harlem remained largely unchanged during this period, declining by less than a percentage point. During this time, the total number of Harlem residents employed by the armed forces increased from 7 in 1990 to 33 in 2000. The number of residents not in the labor force decreased dramatically from 1,196 in 1990 to only 535 in 2000.

Labor Force by Occupation

Employment by “occupation” differs from employment by “industry”. Occupation refers to the type of work that one performs for a particular industry sector. For example, a person employed by the manufacturing industry may oversee plant operations and therefore hold a management occupation. In contrast, their co-worker may be responsible for preparing the plant’s product or seeking customers to buy the product. This individual would be involved in a production or sales occupation, respectively.

Figure 3-E demonstrates Harlem residents are evenly distributed across a wide range of occupations, the most popular being “sales and office occupations,” which nearly 27 percent of civilians categorize as their occupation. Each of the other occupations include 15 to 23 percent of Harlem’s employed labor force, with the exception of “farming, fishing and forestry occupations” employing less than 1 percent of the city’s labor force.

Figure 3-E: Harlem Civilian Labor Force by Occupation (2000)		
Employed civilian population 16 years and over	Number (#)	Percent (%)
Management, professional, and related occupations	162	22.8%
Service occupations	106	15%
Sales and office occupations	191	26.9%
Farming, fishing, and forestry occupations	4	0.6%
Construction, extraction, and maintenance occupations	123	17.3%
Production, transportation, and material moving occupations	123	17.3%

U.S. Census Bureau, SF3, Table DP-3; Calculations by CSRA RDC



Labor Force by Place of Work

While the preceding sections of this chapter highlight the industry and occupational sectors in which Harlem residents are employed, it is important to note that this does not mean that these jobs are located within the municipal limits of Harlem. **Figure 3-F** illustrates that the vast majority of Harlem residents in the civilian labor force work outside of the municipal limits. Of the 671 individuals listed as employed in the civilian labor force in 2000, all worked within the state of Georgia. Between 1990 and 2000, the percentage of Harlem’s labor force working outside of the municipal limits grew from 76 percent to 90 percent, indicating the city is becoming more of a bedroom community.

	1990	2000
Total Civilian Labor Force	741	671
Worked in State of residence	100%	100%
Worked in Harlem	23.9%	9.7%
Worked outside Harlem	76.6%	90.2%

Source: U.S. Census Bureau, SFI; Calculations by CSRA RDC

Personal Income

Personal income for Harlem, Columbia County and McDuffie County households rose between 1990 and 2000. **Figure 3-G** takes aggregate U.S. Census household income data from both decades, and divides the total by the number of Harlem, Columbia County and McDuffie County households in order to determine (by percentage) the predominant source of income generated by community residents. **Figure 3-G** also calculates the change of average household income by type, from 1990 to 2000, in order to determine the rate at which average income increased or decrease throughout the decade. Using the Consumer Price Index, a figure of 32 percent inflation between 1990 and 2000 is factored into the average household income “rate of change” in order to determine whether overall increases in wages translate into greater consumer buying power.

Figure 3-G illustrates that Harlem, Columbia County and McDuffie County households received a large percentage of their income from wages and salaries in 2000, ranging from roughly 74 to 79 percent for each jurisdiction. In Harlem, income from wages and salaries as a percentage of total city income increased by over 8 percent between 1990 and 2000. In contrast, less than 2 percent of Harlem residents rely on public assistance, while 5.9 percent rely upon Social Security and 6.7 percent collect retirement income. The Figure also illustrates that between 1990 and 2000, income in Harlem earned from “commissions, bonuses and tips” (referred to in the Figure as: “other types of income”) increased by over 106 percent. During the same time period, income earned from “aggregate interest, dividends, or net rentals” declined over 68 percent and “self employment income for households” decreased almost 55 percent. Income from self employment is much lower in Harlem (2.9 percent) than in Columbia County (5.3 percent) and McDuffie County (8.4 percent) for the year 2000.

Figure 3-G: Personal Income by Type (Constant 2000\$)

	Harlem					Columbia County		McDuffie County	
	1990	Percent of Total (1990)	2000	Percent of Total (2000)	Rate of Change (1990-2000)\$	Percent of total (2000)	Rate of Change (1990-2000)\$	Percent of total (2000)	Rate of Change (1990-2000)\$
Aggregate wage or salary income for households	\$15,823,482	68.1%	\$20,368,900	76.5%	6.4%	79%	3.8%	74.6%	34.6%
Aggregate other types of income for households	\$465,915	2.0%	\$1,164,100	4.4%	106.6%	1.8%	100.1%	1.3%	99.6%
Aggregate self employment income for households	\$1,412,664	6.1%	\$770,500	2.9%	-54.9%	5.3%	15.3%	8.4%	-55.6%
Aggregate interest, dividends, or net rental income	\$1,433,086	6.2%	\$553,600	2.1%	-68.1%	5.1%	31.9%	4.3%	53.4%
Aggregate social security income for households	\$1,521,387	6.5%	\$1,570,900	5.9%	-14.6%	3%	53.0%	5.7%	20.4%
Aggregate public assistance income for households	\$398,426	1.7%	\$396,200	1.5%	-17.8%	0.3%	-10.2%	2.06%	-36.6%
Aggregate retirement income for households	\$2,173,590	9.4%	\$1,793,500	6.7%	-31.8%	5.5%	45.7%	3.5%	73.7%
Total income	\$23,228,550	N/A	\$26,617,700	N/A	-5.3%	N/A	9.2%	N/A	27.8%

Source: U.S. Census Bureau, SF3; Calculations by CSRA RDC
 \$Assumes 32 percent inflation from 1990-2000

Annual Wage by Industry

In order to determine the most recent trends in average wages for Harlem workers, **Figure 3-H** utilizes statistics from the U.S. Department of Labor. Like many of the data sets compiled by the U.S. Census Bureau, the average wage information compiled by the U.S. Department of Labor can not be obtained at the municipal level. Regardless, because Harlem is located within Columbia County and most Harlem workers work outside the municipal limits, county-level statistics are utilized to provide the most comparable statistics. In addition, when calculating the rate of change (2001-2004) of average annual salaries within the Figure, an inflation rate of 7 percent (Consumer Price Index) was incorporated. Factoring inflation into the “rate of change” calculation provides a more accurate picture as to whether wage increases have resulted in increased consumer buying power. Decreases in buying power are illustrated in the Figure by industry sectors that show an increase in average annual wage during the 3 year period, but a negative number in the “rate of change.”

Figure 3-H: Columbia County: Estimated Average Annual Wage by Selected Industries (Constant 2004\$)

Industry Sector	2001 Estimated Average Annual Wage	2004 Estimated Average Annual Wage	Rate (%) of Change (2001-2004)\$
Construction	28,542	30,458	-0.3
Manufacturing	37,518	40,743	+1.5
Wholesale Trade	38,548	42,447	+2.9
Retail Trade	21,939	24,509	+4.4
Transportation & Warehousing	27,155	29,608	+1.9
Information	47,364	48,465	-4.4
Finance & Insurance	29,137	31,342	+0.5
Real Estate & Rental & Leasing	20,338	24,037	+10.4
Administrative & Waste Services	16,960	15,928	-12.2
Educational Services	18,234	19,116	-2.0
Health Care & Social Assistance	22,533	26,729	+10.7
Arts, Entertainment & Recreation	14,026	13,402	-10.7
Accommodation & Food Services	8,941	9,791	+2.3
Other Services except Public Administration	18,604	19,288	-3.1

*Source: U.S. Dept. of Labor, Bureau of Labor Statistics, Quarterly Census of Employment and Wages
\$ Assumes 7 percent inflation from 2001-2004; Calculations by CSRA RDC*

Figure 3-H illustrates that within Columbia County, the greatest rate of change in wages between 2001 and 2004 was in the “health care and social assistance” and “real estate, rental and leasing” professions with growth rates of over 10 percent each. While jobs in the information industry continue to earn the highest average annual wage at \$48,465 a year (2004), wage increases of only 2.3 percent between 2001 and 2004 did not keep pace with inflation. This trend in Columbia County of wages increasing at a rate slower than inflation is shared by 3 other industry sectors.

ECONOMIC RESOURCES

Effective economic development programs are a group effort, involving not only local government and staff but also the cooperation of and resources available from other potential partners that have programs at various levels.

State Resources

Georgia Department of Economic Development

The Georgia Department of Economic Development (GDEcD) is the principal state-level agency engaged in business, trade partnership and tourist recruitment. The agency is led by an experienced board which includes executives from many of the state's leading employers. GDEcD works in collaboration with multiple state and federal programs, and maintains a worldwide marketing campaign targeting more than 15,000 companies with the potential to expand or relocate in Georgia. Examples of recent recruitment successes include (From most recent):

- *Latexco Manufacturing Facility (Lavonia, GA):* 40 new jobs, \$10 million investment.
- *Kia Assembly Plant (West Point, GA):* 2800 jobs (+2600 supplier jobs), \$1.2 billion investment.
- *Target Import Warehouse (Savannah, GA):* 200+ jobs.
- *Sara Lee Distribution Center (Macon, GA):* 140 jobs, \$24 million investment.

Within the CSRA region, GDEcD has assisted in facilitating the location of Meltblown Technologies to Sandersville resulting in up to 100 jobs and \$1.7 million of investment to Washington County. Even closer to Harlem, GDEcD's assistance helped Columbia County to attract a 2002 \$35 million expansion of Quebecor World Inc., the world's largest commercial printer.

Regional Resources

Central Savannah River Area Regional Development Center

The Central Savannah River Area Regional Development Center (CSRA RDC) is available to provide a variety of economic development activities to its 13 county and 41 municipal member jurisdictions. Designated the region's "economic development district" by the U.S. Department of Commerce's Economic Development Administration, the CSRA RDC's development activities include assistance with:

- Site selection and initial consultation;
- Prospect development initiatives;
- Project management; and,
- Business retention activities.

The CSRA RDC's Local Government Services staff is available to assist CSRA communities by preparing, developing and administering a variety of state and federal grants tailored to meet each jurisdiction's needs. The CSRA RDC Planning staff can also

conduct various economic development studies and provide data collection services. The CSRA RDC provides mapping services to local communities as well which can be utilized to assist in economic development efforts initiated by local public or private sector organizations.

The CSRA Business Lending Corporation is an additional component of the CSRA RDC. The Business Lending Corporation is a non-profit corporation licensed to deliver the SBA-504 program by the U.S. Small Business Administration. The SBA-504 loans administered by the Business Lending Corporation provide businesses with low, fixed rates to finance a portion of business start-up or improvement costs. A variety of other similar loan programs are also administered by the Business Lending Corporation in an effort to increase and improve business investment activity throughout the CSRA region and beyond to the rest of Georgia and portions of South Carolina.

Georgia Power, Economic Development Division

Georgia Power's Economic Development Division is charged with the responsibility of attracting businesses to the state. The Division is engaged in marketing the state of Georgia to potential investors and maintaining a database of sites appropriate for business investment. Georgia Power also serves as a consultant to local communities by providing technical advice on how to attract business investment. In addition to these services, Georgia Power's Community Development Department acts as a clearinghouse for communities to identify funding opportunities to make substantive and aesthetic improvements to local infrastructure.

Local Resources

Columbia County Chamber of Commerce

The Columbia County Chamber of Commerce provides a variety of services to help enhance the business environment of Columbia County's existing and prospective businesses and industries. The Chamber of Commerce actively markets business opportunity in the county and facilitates the efforts of a variety of business interests to promote and maintain the growth of the local economy. Recent Chamber efforts are leading to the creation of a Columbia County Convention and Visitor's Bureau which provides a more focused marketing tool for local cultural and natural resources.

Development Authority of Columbia County

The Development Authority of Columbia County is the principal economic development agency or Columbia County and its municipalities. The organization's primary mission is to recruit new businesses to Columbia County and to provide the necessary assistance to existing businesses in order to retain them, assist with relocation or expand. Working in cooperation with the Columbia County Board of Commissioners and Chamber of Commerce, the Development Authority is able to market local site selection and expansion opportunities to existing or prospective Columbia County businesses.

Education and Training

Augusta Technical College

The mission of Augusta Technical College is to promote the educational, economic, and community development of the Central Savannah River Area. The college provides training in multiple medical-related and technology fields. Campuses are located in Richmond, Burke, and McDuffie counties – with a new location planned for Columbia County. Among the many personal and professional growth opportunities offered by Augusta Technical College, are 2 initiatives designed specifically to boost the state of Georgia’s economic development potential: the Center for Advanced Technology (CADTEC) and Quick Start.

The Center for Advanced Technology (CADTEC) at Augusta Technical College was founded to provide manufacturers in the CSRA region with access to information on the latest business technologies and training opportunities necessary to ensure long-range competitiveness in the world market. CADTEC offers multiple training and consultation opportunities to business and industry that are designed to showcase emerging industrial technologies and innovations. CADTEC also offers its clients assessments designed to establish objectives, criteria and training necessary to regain or maintain their competitive edges in the market.

Augusta Technical College also serves as a provider of the Georgia Department of Technical and Adult Education's Quick Start training program. Quick Start provides job-specific training for Georgians to enter the workforce in new and expanding industries. Through the Quick Start program, employers can work with Certified Economic Development Trainers provided by local technical colleges to coordinate project management and employee training to ensure an ample supply of specialized labor. The state-funded program is one of the many incentive tools that the state can provide to encourage businesses to locate in Georgia. All training services are available at no cost to client companies.

Family Connection of Columbia County, Inc.

One of 159 state-wide collaboratives associated with the state of Georgia’s *Family Connection* public-private partnerships, *Family Connection of Columbia County Inc.* seeks to implement programs aimed at improving the lives of children in families. The *Family Connection of Columbia County, Inc.* is based in Harlem. In partnership with the City of Harlem and the Columbia County Board of Education, the Family Connection’s impact has been felt in Harlem through programs aimed at decreasing the local public school drop-out rate, and job training.

ASSESSMENT

REGIONAL ECONOMIC CONTEXT

The Augusta-Aiken MSA and EA show continued growth of employment opportunities and overall population during the early part of the decade. This chapter illustrates that much of the regional employment growth is based in service and retail sector industries. Growth in these industry sectors is often a reaction to population growth in an area – rather than serving as the source of such growth. While such a trend is a natural product of overall population growth, it will be important for the region to closely monitor service sector growth to ensure that it reflects a balance between higher-paying administrative and professional services and lower-paying service sector jobs (ex. fast-food, grocery stores, etc.)

The Augusta-Aiken area has also shown overall decreases in the number of individuals employed in high-paying industry sectors such as manufacturing and information – declining between 2001 and 2003 by 8.8 and 8.0 percent, respectively. Declining employment in high-paying industry sectors can lead to a decline in disposable income by household – and a tax base that is growing at a slower rate than population – placing a greater burden on services. In addition, the small overall employment number within the MSA in information industry sectors (3,909 in 2003) suggests that the region may not be competitive in the growing technology sector.

ECONOMIC BASE AND TRENDS

Employment by Industry

Harlem has benefited from the rapid growth of the Columbia County job base. While region-wide manufacturing employment has declined – Columbia County’s, along with Harlem’s has increased. In addition, more Harlem residents (21.6 percent) were employed in the “education, health and social service” industry sector than any other in 2000. The relatively high percentage of office-type occupations (i.e. sales & office, management & professional) of Harlem residents can serve as a recruiting tool and suggests that, in spite of recent population losses, a greater number of professionals are calling Harlem home. Harlem can continue to capture a greater number of people employed in the office industry, and keep more of them employed within the municipal limits, by identifying areas of the city that can be reserved for office land uses and promoting home-based employment through the use of flexible home-occupation or live-work zoning regulations.



A few downtown buildings offer upper-story floor space to support professional services and/or residential development.

Harlem has also expressed interest in extending the downtown area slightly south to incorporate the Louisville Street/Gordon Highway intersection (See Chapter 9). This should help the city focus better concentrate job creation in desirable areas.

Tourism has become a significant revenue source as the biennial Laurel and Hardy festival draws over 30,000. The City currently lacks accommodation space and tourists rely on Augusta and Columbia County hotels. Encouraging the development of a B&B or motel within or in close proximity to the downtown should allow the City to capture more tourism revenues.

Employment by Industry Projections

Continued growth of most job sectors throughout Columbia County is a result of a county-wide population boom, coupled with sound business recruiting. Harlem residents should continue to benefit from these new employment opportunities. It is important for Harlem’s long-term economic health to actively recruit office-related jobs to sites within the municipal limits. The City should consider ways to utilize data on the county’s booming growth rate to present to real estate development firms in an effort to ensure that new service industries and office development is targeted to specific areas within the municipal limits. Increased emphasis in technology infrastructure within the municipal limits (such as cellular and Wi-Fi development) may also attract professional service providers to the city.

LABOR FORCE

Labor Force Participation

Labor force participation by Harlem residents remains relatively low at 59.1 percent. Regardless of whether residents work within the municipal limits or not, maintaining high participation rates and low unemployment levels is dependant on identifying and enhancing industry clusters, and acknowledging weaknesses in the regional economy – rather than just the municipal economy. Data presented in this chapter suggests that likely industry clusters in the regional economy are medical and educational institutions.

A weakness may be the lack of high-technology and information industries. Harlem should actively participate with adjacent local jurisdictions and economic development organizations to enhance regional employment opportunities.



As Harlem grows, additional commercial uses may locate on Gordon Highway. Harlem can prepare for this growth in advance by developing standards to address building and site design.

Labor Force by Occupation

Harlem residents are employed in a diverse and well-balanced set of occupations. Retaining such balance can be accommodated by continuing to provide for a variety of housing options (See Chapter 4) and identifying areas within the city where non-residential land uses and growth should occur (See Chapter 9).

Labor Force by Place of Work

The vast majority of Harlem residents continue to work outside of the municipal limits. As Harlem remains located away from Columbia County's suburban expansion, existing commercial and office property has not yet been fully developed. Because Columbia County's suburban expansion is not projected to occur in proximity to Harlem, increases in employment opportunities within the municipal limits will not naturally occur in the near term. Harlem will need to follow a business recruiting strategy to increase its job base.

Personal Income

Wage and salary income is increasing substantially as an overall percentage of community-wide personal income. This increase; coupled with increases in income from commissions, bonuses and tips; can translate into a larger proportion of the overall population that is generating employment opportunities within the municipal limits – possibly via more local businesses. As previously suggested, Harlem should focus on capturing a portion of the regional services job market.

Annual Wage by Industry

Wage increases by industry vary greatly when compared to inflation. Most of the service-based industries that Harlem should focus on recruiting have seen wage increases at a faster rate than inflation.

ECONOMIC RESOURCES

Harlem will continue to benefit from the rapid growth and development that is occurring throughout Columbia County. By actively working with regional economic development agencies, Harlem has the ability to develop a more diversified economic base, based on specific industry sectors and internal employment opportunities.

INTRODUCTION

Analysis of the type, condition and cost of a community’s housing stock are just a few of the factors that help determine whether community development trends are meeting the needs of today’s population; and, promoting long-term sustainable growth. As existing housing ages – and new housing development occurs - it is especially important to consider whether the community’s changing housing stock offers a variety of choices for a diverse population. Similar to a local economy that is not dependant on a single industry, communities that offer multiple housing options are better prepared to meet future demographic and economic shifts.

As a result, the *Harlem Comprehensive Plan’s* housing component is not only intended to determine whether adequate housing stock exists within the city to serve the existing population; but, to determine whether the available housing stock is suitable to meet the anticipated needs of Harlem’s new residents. In analyzing housing suitability, it is necessary to consider whether the city offers varying types of dwelling units, and units that are financially accessible to households in multiple income classes – providing more opportunity for people to work and live within the city.

The principal sources of information in this chapter are the United States Census Bureau and the City of Harlem. Most of the figures within this chapter compare Harlem’s housing trends with surrounding Columbia County and adjacent McDuffie County. In some instances, data is not available at the municipal level. In these instances, Columbia County has been substituted for the city in order to study the most pertinent alternative measure.

HOUSING TYPES AND MIX

Types of Housing Units

Figure 4-A identifies the existing and historical local housing stock. Since 1990, the total number of housing units in Harlem increased by almost 20 percent. The largest increase has been in the number of single-family attached housing units. In 1990 Harlem had only 9 single-family attached units but had increased that number to 32 by

	1990	1990 Percent (%)	2000	2000 Percent (%)	Percent (%) Change 1990-2000
Total Housing Units	658	N/A	789	N/A	19.9%
Single Units (detached)	517	78.6%	602	76.3%	16.4%
Single Units (attached)	6	0.9%	32	4.1%	433.3%
Double Units	57	8.7%	69	8.7%	21.1%
Multi-Unit	40	6.1%	53	6.7%	32.5%
Mobile Home or Trailer	29	4.4%	33	4.2%	13.8%
All Other	9	1.4%	0	0.0%	-100.0%

Source: U.S. Census Bureau

2000. The growth of these units exceeded 400 percent between 1990 and 2000. Regardless, Harlem housing stock remains dominated by single-family detached homes – with over ¾ of all units. Single-family housing (detached and attached) now accounts

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for over 80 percent of Harlem's total housing stock. Unlike many other communities in the CSRA however, Harlem maintains a consistently low percentage of mobile homes within the municipal limits.

	Harlem	Columbia County	McDuffie County
Single Units (detached)	76.3%	77.3%	62.0%
Single Units (attached)	4.1%	2.5%	0.9%
Double Units	8.7%	1.7%	2.9%
3 or more Units	6.7%	4.9%	6.1%
Mobile Home or Trailer	4.2%	13.6%	28.1%

Source: U.S. Census Bureau, SF3, 2000

As seen in **Figure 4-B**, Harlem's housing stock in 2000 closely resembled neighboring jurisdictions. The percentage of detached single units for Harlem and Columbia County was both around 77 percent, while McDuffie County had slightly less (62 percent) of the same units. Multifamily units (including duplexes) are slightly more prevalent in Harlem than Columbia County or McDuffie County, yet still only account for 15.4 percent of the city's housing. As previously stated, the

major difference between Harlem and other jurisdictions is in the percentage of mobile homes and trailers. Harlem's housing stock was only 4.2 percent mobile homes in 2000, while Columbia County was 13.6 percent and McDuffie County was 28.1 percent mobile homes. Harlem's strict regulation of mobile homes has prevented new units from locating to the city.

Household Type

While household type was previously discussed in Chapter 2 (See **Figure 2-F**), it is necessary to revisit this topic in greater detail in order to compare available housing stock with the types of households that make-up Harlem's population. **Figure 4-C** expands upon **Figure 2-F** by breaking down family households and non-family households according to size.

The high percentage of family households in Harlem, Columbia County and McDuffie County is consistent with the low percentage of multi-family housing in each community. In Harlem, roughly 2/3 of family households include more than 2 people. It is likely that many of these households include children - with the parents

Household Type	Harlem (#)	Harlem (%)	Columbia County (%)	McDuffie County (%)
Total Households	694	N/A	N/A	N/A
Family Households	483	70%	82%	74%
2-person	195	28%	29%	29%
3-person	116	17%	21%	20%
4-person	106	15%	20%	15%
5-person	45	6%	8%	6%
6 or more people	21	3%	3%	4%
Non-Family Households	211	30%	18%	26%
1-person	185	27%	15%	23%
2-person	24	3%	2%	3%
3-person	2	0%	<1%	0%
4-person	0	0%	0%	0%
5-person	0	0%	0%	0%
6 or more people	0	0%	0%	0%

Source: U.S. Census Bureau, SF3, Table P14 (Calculations by: CSRA RDC)

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being attracted to detached single-family units as opposed to multi-family housing. In contrast, at 30 percent Harlem exhibits a slightly higher percentage of non-family households than Columbia and McDuffie Counties. While Chapter 2 acknowledges that this slightly elevated percentage of non-family households may be the result of soldiers from Fort Gordon residing in the community, it is also likely that there are a number of single elderly homeowners in the community retaining ownership of some of the older single-family housing stock. This theory is supported by the fact that there exists a noticeably higher percentage of single-family housing units than family households – households which, by definition include at least 2 residents.

CONDITION AND OCCUPANCY

Age of Housing

Harlem’s housing stock is older than that of Columbia and McDuffie Counties, as demonstrated in **Figure 4-D**. A little less than 20 percent of Harlem’s housing stock was built in the 1990s, while over 36 percent of Columbia County’s and over 24 percent of McDuffie County’s housing was built in the same time period. Over half of the housing in Harlem was built before 1970, and nearly one quarter of the city’s housing was constructed in the 1960s.

Figure 4-D: Harlem, Columbia County, McDuffie County, Age of Housing (2000)

	Harlem Number (#) of Units	Harlem Percent (%) of Units	Columbia County Percent (%) of Units	McDuffie County Percent (%) of Units
Built 1999 to March 2000	15	1.9%	4.3%	3.20%
Built 1995 to 1998	47	6.0%	15.0%	11.0%
Built 1990 to 1994	88	11.2%	17.3%	10.1%
Built 1980 to 1989	149	18.9%	31.4%	20.9%
Built 1970 to 1979	79	10.0%	19.5%	24.1%
Built 1960 to 1969	170	21.5%	7.8%	12.7%
Built 1940 to 1959	156	19.8%	3.6%	12.1%
Built 1939 or earlier	85	10.8%	1.1%	6.0%

Source: U.S. Census Bureau, SF3, Table DP-4

Harlem also exhibits a much higher percentage of units built prior to 1950 than Columbia and McDuffie Counties. The high percentage of historic homes that remain in Harlem than other communities may be the combined result of fewer development pressures and/or fewer instances of demolition by neglect. Whatever the principal reason for the high percentage of historic homes remaining in the city, this is a resource that provides Harlem with a well-defined character.

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While the date of construction of a home is not an accurate indicator of housing conditions, **Figure 4-E** shows that a relatively small percentage of housing units in Harlem lack plumbing or kitchen facilities, although Columbia County and the state of Georgia contain an even smaller percentage of units lacking facilities.

	Harlem	McDuffie County	Columbia County	State of Georgia
Lacking Plumbing Facilities	1.5%	1.7%	0.4%	0.90%
Lacking Complete Kitchen Facilities	2.0%	1.4%	0.6%	1.0%

Source: U.S. Census Bureau

Occupancy Characteristics

Housing occupancy and tenure characteristics are important variables in determining the adequacy of the existing housing stock. **Figure 4-F** shows that between 1990 and 2000 the percentage of owner-occupied housing units in Harlem declined by roughly 4 percent, while renter-occupied units increased nearly 7 percent and vacant units were reduced by nearly 3 percent. The owner to renter ratio in Harlem fell from 2.46:1 in 1990 to 1.81:1 in 2000. The percentage of rental housing units in Harlem is roughly twice the amount than in Columbia County; but, is fairly consistent with the state of Georgia.

	Harlem				Columbia County		State of Georgia	
	1990 Number (#) of Housing Units	1990 Percent (%) of Total Units	2000 Number (#) of Housing Units	2000 Percent (%) of Total Units	2000 Number (#) of Housing Units	2000 Percent (%) of Total Units	2000 Number (#) of Housing Units	2000 Percent (%) of Total Units
Vacant	92	13.4%	84	10.7%	2,201	6.6%	275,368	8.4%
Owner Occupied	423	61.6%	454	57.5%	25,544	76.7%	2,029,293	61.8%
Renter Occupied	172	25.0%	251	31.8%	5,576	16.7%	977,076	29.8%

Source: U.S. Census Bureau, SF3, 2000, Table DP-4; STF3, 1990

The combined data of **Figure 4-F** and **Figure 4-G** illustrates that there is a greater demand for rental housing in Harlem than in adjacent jurisdictions. By 2000, **Figure 4-G** illustrates a slightly lower vacancy rate of rental units within Harlem (6.0 percent) than in surrounding counties. While it is not unusual to have a higher percent of vacant rental properties than those intended for owner-occupancy, at 4.2 percent Harlem shows a noticeably higher owner-occupancy vacancy rate than Columbia and McDuffie Counties. It is quite

	Harlem	Columbia County	McDuffie County	State of Georgia
Owner-Occupied Units	4.2%	2.9%	1.4%	1.9%
Rental Units	6.0%	9.1%	8.0%	8.2%

Source: U.S. Census Bureau, SF1, Table DP-1

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possible that as Harlem’s population has aged, owner-occupied units that have become vacant are in need of a significant amount of maintenance. Unlike adjacent jurisdictions, large numbers of newer housing stock may not have been constructed in Harlem during the intervening period – making it more difficult to find the right buyer willing to invest in available older properties.

COST OF HOUSING

As with Columbia and McDuffie Counties, **Figure 4-H** shows that property values in Harlem increased between 1990 and 2000. Both the median property value and median rents increased by 37.5 percent during the 10 year period. The growth rate of median property values and rents within Harlem was less than the other jurisdictions within the Figure. While previous Figures suggests that there is adequate rental housing demand in Harlem, the slower rate of growth may be the result of the location of subsidized housing units within the city, and remaining rental units that may not be in good condition.

Figure 4-H: Harlem, Columbia County, McDuffie County, state of Georgia, Cost of Housing (1990-2000)				
		1990 (\$)	2000(\$)	Percent (%) Change 1990-2000
Harlem	Median Property Value	55,500	76,300	37.5%
	Median Rent	275	378	37.5%
Columbia County	Median Property Value	83,200	118,000	41.8%
	Median Rent	442	620	40.3%
McDuffie County	Median Property Value	46,900	74,600	59.1%
	Median Rent	275	389	41.5%
State of Georgia	Median Property Value	70,700	111,200	57.3%
	Median Rent	433	613	41.6%

Source: U.S. Census Bureau, SF3 (2000)

More noticeable is the significantly slower rate of growth of median property values in Harlem than other jurisdictions. Again, Harlem’s numbers may reflect an older housing stock than other portions of fast-growing Columbia County and areas of McDuffie County in close proximity to Thomson. Although a recent visual survey conducted as part of the *Harlem Historic Resources Survey* suggests that much of the city’s historic housing stock appears to be in fair to good condition, such a survey does not reveal hidden deferred maintenance costs such as plumbing, electrical and HVAC. In addition, recent construction of new housing units in Harlem has been limited – although pending increases in sewage treatment capacity, annexations and rezoning activity suggest that Harlem may be about to experience new residential growth that could increase city-wide property values.

COST-BURDENED HOUSEHOLDS

Figure 4-J compares the total number of cost-burdened households in Harlem with those in Columbia County, McDuffie County and the state of Georgia. A “cost-burdened” household refers to those households that spend 30 percent or more of their annual income on housing related expenses. There is a distinct difference between a household that is cost-burdened and one that is in poverty. There are cost-burdened households across every income class – often times categorized as such because they may be living above their means either as a result of their own choices or, from limited housing options. Another reason that households may be living in a cost-burdened situation is that housing costs in the community may have increased at a dramatically higher rate than family income.

Figure 4-I: Harlem, Columbia County, McDuffie County, state of Georgia, Cost-Burdened Households (2000)								
	Harlem		Columbia County		McDuffie County		State of Georgia	
	Number (#)	Percent (%)	Number (#)	Percent (%)	Number (#)	Percent (%)	Number (#)	Percent (%)
Total Households	694	N/A	31,120	N/A	7,980	N/A	3,007,678	N/A
Cost-Burdened Households (30-49% of Income)	95	13.7%	3,749	12.0%	823	10.3%	397,964	13.2%
Cost-Burdened Households (50% or Greater of Income)	93	13.4%	1,961	6.3%	633	7.9%	278,401	9.3%

Source: U.S. Census Bureau, SF3

Figure 4-I shows that over a quarter of Harlem households are living in a cost-burdened condition – with a little less than half of this number (13.4 percent) classified as “severely cost-burdened” – spending more than 50 percent of their annual income on housing related costs. Harlem’s current level of cost-burdened households is noticeably higher than the other communities highlighted in the Figure. The percentage of cost-burdened households in Harlem, spending between 30 and 49 percent of their annual incomes on housing, increased by over 35 percent between 1990 and 2000. The 1990 Census did not, however, calculate the percentage of severely cost burdened households – so there is no number with which to compare the 13.4 percent of severely cost-burdened households identified by the 2000 Census. Regardless, it is apparent the total number of cost-burdened households in the community has risen in Harlem over time.

A likely reason for the significant increase in cost-burdened households in Harlem is not as a result of dramatic increases in housing value – rather, a significant decrease in household incomes. This situation can result from an aging population living in households of decreasing size – all magnified in the case of Harlem because of a smaller population base from which to draw the data.

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Figure 4-J compares the number of affordable housing units available to Columbia County residents based on varying levels of median household income. The Figure is based on Columbia County data as opposed to Harlem because the housing supply data provided by the U.S. Department of Housing and Urban Development is not available at the municipal level. Regardless, the numbers presented in the Figure take into account both unincorporated and incorporated portions of the county. The Figure also examines whether the available affordable housing stock is safe and sufficient to meet occupants' needs or, exhibits problems ranging from inadequate facilities to inadequate size.

Figure 4-J: Columbia County, Supply of Affordable Housing Units (2000)

	Rental Supply	Owned Supply	Total Supply	Percent of Housing Stock	Households	Percent of Total Households	Total Households with Housing Problems**	Ratio of Affordable Housing Supply to Households with Housing Problems
MFI 30*	863	0	863	2.6%	1713	5.5%	1105	1/1.3
MFI 50*	1436	4361	5797	17.4%	6087	19.6%	1161	5/1
MFI 80*	2644	7749	10393	31.2%	11594	37.3%	1739	6/1
MFI 100*	1107	14204	15311	46.0%	15382	49.3%	2686	5.7/1

Source: U.S. Department of Housing and Urban Development, *Comprehensive Housing Affordability Strategy, 2000*; U.S. Census Bureau, *SF3 (Some Calculations by CSRA RDC)*
 *MFI30 means housing that is affordable for families earning 30 percent of median family income. MFI 50 means housing that is affordable for families earning 50 percent of median family income. Etc.
 **Households with a housing problem refers to households that are cost-burdened, and/or living in units that are overcrowded, and/or living in units that lack adequate plumbing or kitchen facilities.

Figure 4-J suggests that by 2000, the affordable housing supply in Columbia County for income classes earning 100 percent of median family income or less was close to meeting local demand. The only exception was for households earning less than 30 percent of median household income. For this income group, there are roughly twice as many households as there is available housing stock. As a result, the majority of households within this income group are living in a unit with 1 or more problems. In contrast, households earning between 50 and 100 percent of median income, are far less likely to be required to live in a dwelling unit with 1 or more housing problems. It is important to note that the Figure does not specify whether existing units are located in close proximity to Harlem or whether the amount of affordable housing is increasing or decreasing in the community.

SPECIAL HOUSING NEEDS

Specific data sets on the number and percent of Harlem residents requiring special housing accommodations is not readily available. The Georgia Department of Community Affairs has, however, identified the following information in regard to “special needs” populations in Columbia County:

- *AIDS Cases (1981-2000):* 142
- *Domestic Violence Victims:* 607 police actions in response to domestic violence reports.

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- *Elderly Population – Aged 62+(2000):* 8863 (9.9% of population)
- *Disabled – any mental or physical disability(1990):* (19.6% of population)
- *Substance Abuse Treatment (2001):* 5307 (5.9% of population)

Information on migrant/seasonal workers within Columbia County was unavailable. The Harlem Housing Authority does operate 2 subsidized housing complexes within the municipal limits of Harlem through funding by the United States Department of Agriculture (USDA). In addition, through a partnership of the Harlem Economic Development Foundation and the Harlem United Methodist Church (supplemented by local donations), 2 transitional homes are operated within the municipal limits that are made available to the special needs populations within the city. Preference for these units is given to single mothers and victims of domestic violence.

JOBS-HOUSING BALANCE

Chapter 3 illustrates that the majority of Harlem residents commute outside of the city boundaries to work. Much of the out-migration of labor from Harlem can be attributed to the fact that very little industry and few retail establishments exist within the municipal limits. In spite of this fact, there is evidence that a growing number of individuals with higher incomes are opting to relocate to Harlem to take advantage of the historic character and quieter lifestyle. Some of these individuals may be engaged in professional service occupations that provide them some flexibility to determine where they ultimately work. As growth continues to work its way toward Harlem, it is likely that some retail and office development will locate within the municipal limits to serve the city's residents.

Category	Percent (%) Change 1990-2000
Median Property Value	37.5%
Median Rent	37.5%
Cost-Burdened Households (30 % - 49% Only)	35.7%
Families Below the Poverty Level	4.0%
Average Household Income\$	-5.3%
Median Household Income\$	-11.1%
Average Wage Per Job*\$	3.9%

**Augusta-Aiken (GA-SC) MSA
S: Adjusted for Inflation*

In looking at **Figure 4-K** however, it is apparent that there is a growing gap within the city of the wealthy and the poor. Rising property values are not being matched by rising incomes – decreasing most Harlem resident's purchasing power. Unlike information provided previously in **Figure 2-P**, the household income information in **Figure 4-K** factors in a 32 percent inflation rate between 1990 and 2000. While average household income in Harlem actually rose during the 10 year period, inflation rose at a faster rate – decreasing the *value* of household incomes. At over 11 percent the value of median household incomes within Harlem decreased at more than double the rate than average household income value. This disparity supports the suggestion that some wealthier residents have opted to move to Harlem or that a few pre-existing residents have benefited significantly from the growth of Columbia County.

ASSESSMENT

HOUSING TYPES AND MIX

Types of Housing Units/Household Type

The high percentage of single-family dwelling units within Harlem is consistent with other communities throughout the region. Harlem does; however, have a significantly smaller proportion of mobile homes than many communities throughout the CSRA. Especially in rural areas, it is not uncommon for manufactured housing to meet a significant proportion of the community's affordable housing needs. These needs are potentially being met in Harlem by a higher percentage of duplexes and multi-family units.



Every effort should be made to preserve Harlem's outstanding historic homes from inappropriate alterations or demolition from neglect.

In comparing the types of housing in Harlem to household composition, it is probable that the type of housing stock available matches household makeup. In many communities it is likely that a higher percentage of non-family households than family households will meet their housing needs through renting – often times via duplexes, multi-family buildings or manufactured housing. Although the city's non-family households account for 30 percent of the population – as opposed to only 20 percent of the housing stock that is listed as duplex, multi-family or mobile home – that does not translate into 10 percent discrepancy between “renters” and “rental

units.” At least a few of the non-family households in Harlem with more than 1 person are probably homeowners. More significantly, many of the single-person non-family households (27 percent of all households) are likely homeowners – many of whom are potentially aging and were living in a family household arrangement in the recent past.

While it appears that the percentage of housing type is appropriate for the city at this time, Harlem should consider ways to allow or provide for additional single-family attached or duplex housing options in the near future so that aging residents who can no longer care for large single-family homes have additional housing options within the city limits. It is also important to recognize that a balanced dispersal of housing types does not mean that all units are in good condition. It will be important for the city to at least reserve areas for future multi-family construction as well.

CONDITION AND OCCUPANCY

Age of Housing/Occupancy Characteristics

While the city of Harlem is blessed with a large inventory of historic homes, these structures – regardless of exterior appearance - are more likely to reveal evidence of deferred maintenance over time. In addition, the city has a number of housing units of

that were constructed between the 1950s and 1960s. Like the historic structures within the city that were built prior to the 1950s, many of these post-war structures are also showing signs of deterioration. Since it is likely that many of these units are not as valued as the pre-war structures that are being listed on the National Register of Historic Places (noticeable exceptions are those subdivisions cited in the *Harlem Historic Resources Survey*), there may be less community concern for retaining them as they age. As a result, the city should consider formally incorporating at least some of the *Historic District Residential Design Guidelines* – produced for the Harlem Historic Preservation Commission - into its land development regulations so that infill construction in non-historic areas can reflect the character of Harlem’s preferred historic housing stock.

Adopting residential design standards can be done in a manner that will promote the construction of complementary housing styles while having a minimal effect on housing cost. Design guidelines can be implemented to focus solely on building scale, shape, position on the site and general building arrangement (ex. front porches, rear garages, street facing front door, etc.) in cases concerning large development tracts that were never part of the pre-existing historic grid. In contrast, the same guidelines can be interpreted more prescriptively when applied to individual infill parcels in older historic neighborhoods throughout the city. In such instances there can be a much greater focus on additional building features such as building ornamentation and exterior building materials. It is these items that can directly affect the cost of new construction in a community. While it is recommended that Harlem continue its efforts in implementing local historic preservation design guidelines, the city should vary its approach to applying the guidelines - particularly on new development tracts – so that it does not inadvertently stagnate growth or inhibit the community’s ability to build needed affordable housing units.



Another community’s use of form-based design guidelines as part of their affordable housing programs results in new housing for low-income families that incorporates preferred elements of the surrounding historic housing stock.

Decreasing rates of home-ownership and a noticeably higher rate of owner-occupancy vacancy in Harlem than adjacent areas may be partially attributed to the presence of older housing that is difficult to maintain. Anticipated growth of new housing options on the fringes of the city may gradually reduce these trends; but, does not address the effective re-use of preexisting housing stock. The city should consider a program to purchase abandoned houses and/or vacant lots to develop new affordable housing units. Federal and state funding sources can be used to supplement the cost of the redevelopment; and, potentially provide down-payment assistance to low-income families who may currently be renting within the city at this time. Similarly, the city could create a housing maintenance assistance program to provide an incentive to low-income individuals who may want to purchase 1 of the city’s vacant housing units that is intended for owner-occupancy.

COST OF HOUSING

Harlem's slower growth rate in median property value than other jurisdictions listed in **Figure 4-I** is consistent with a higher owner-occupied vacancy rate in the city than other areas. Once again, such a condition may be related to maintenance costs for much of the city's existing housing stock. The city should consider ways to balance design requirements in historic neighborhoods with rehabilitation incentives.

COST-BURDENED HOUSEHOLDS

An increase in the number of cost-burdened households within Harlem illustrates that there is an increasing number of residents who are spending a greater proportion of their incomes on their housing expenses. This trend can ultimately lead to deferred maintenance of housing units and/or higher percentages of renters in the community. While most communities develop home maintenance assistance programs targeted to low-income families, healthy neighborhoods tend to exhibit households with a greater range of income levels. In recognition of this fact, a greater number of communities are starting to offer maintenance assistance programs to property owners who actually earn more than median household income. The programs work by providing a public subsidy that goes toward the interest rate of home equity loans to keep the rates lower than the general market. Such programs promote reinvestment in the community by middle-income families to help keep the tax base high and improve long-term gains in residential property values. Harlem should consider whether such a program is feasible for the community and determine whether there are any housing and lending institutions that it can partner with.

SPECIAL HOUSING NEEDS

Harlem does a great deal more to provide for the housing needs of low-income families or "special needs" populations than most cities of its size. Gradually, Harlem should try to focus more effort on promoting home-ownership for low-income families.

JOBS-HOUSING BALANCE

Anticipated housing development on the edge of town will soon boost housing options for existing and potential Harlem residents. Employment opportunities within the city for Harlem residents are not plentiful – resulting in the export of jobs. Naturally, employment opportunities, particularly within the service sector, are expected to increase as suburban development expands beyond Grovetown toward Harlem and McDuffie County. While many of these service sector jobs will provide professional opportunities for wealthier residents of the city, there should also be a large number of supporting lower-wage service sector jobs as well. These anticipated jobs will be much easier to fill if the city promotes the development of new housing stock that is accessible to a much wider cross-section of income levels. As a result, the city should make the effort to promote areas where more affordable higher-density housing can be developed in the future.

INTRODUCTION

As Harlem develops, community leaders understand the need to mitigate the impacts of development on the natural landscape. Likewise, there is an acknowledgement that growth can incorporate the preservation of key historic properties and other cultural amenities. The natural and cultural resources element examines a variety of topics including: groundwater recharge areas, water supply watersheds and wetlands; soils, prime agricultural or forest land; scenic views or sites; historic structures and properties, archeological resources; etc. By identifying such resources, the community can consider environmental standards and targeted preservation to ensure that local growth does not compromise the health of regional water systems, air, and habitat diversity.

The purpose of this section is to inventory those natural resources that should be protected in order to promote the long-term health and well-being of Harlem’s residents; and, to inventory the city’s cultural assets that enhance residents’ quality of life and provide Harlem with its own unique identity. This section also considers how new development can affect these resources and recommend ways to mitigate impacts through resource protection. The principal sources of information in this chapter are the Georgia Department of Natural Resources and the United States Department of Agriculture, the United States Fish and Wildlife Service.

As of 2005, the city of Harlem encompassed an area of 2.5 square miles with a few remaining tracts of undeveloped land/open space. Except for a very small portion of the city, Harlem city limits are located within the Carolina and Georgia Sand Hills Major Land Resource Area (MLRA). However, recent annexations on the northern side of the city have resulted in an increasing percentage of the city extending into the Southern Piedmont MLRA. A Major Land Resource Area, as defined by the U.S. Department of Agriculture, is a geographic area, usually several thousand acres in extent, which is characterized by a particular pattern of soils, climate, water resources, land uses, and type of farming.

(Note: In accordance with state planning standards, the maps within this chapter utilize the Harlem city boundaries that are consistent with the U.S. Census Bureau’s TIGER boundary files.)

ENVIRONMENTAL PLANNING CRITERIA

As part of the Georgia Planning Act of 1989, the Georgia Department of Natural Resources (DNR) developed the *Rules for Environmental Planning Criteria* for use by local communities. The *Criteria* establish recommended minimum planning standards for the protection of water supply watersheds, groundwater recharge areas, wetlands, river corridors and mountains. This chapter identifies those applicable resources that are found in Harlem. Because there are no protected river corridors or protected mountains in close proximity to Harlem, those specific items are not addressed by this plan.



Water Supply Watershed

According to *Savannah River Basin Management Plan (SRBMP)* (2001) produced by DNR, Harlem lies within the Savannah River drainage basin. The Savannah River Basin covers 10,579 square miles and spans across North Carolina, South Carolina and Georgia. The surface waters within each drainage basin throughout the state are further divided into “hydrological units” defined by the U.S. Geological Survey (also referred to in the *SRBMP* as “major watersheds”). Lying on a ridgeline, some streams within Harlem flow north into the Middle Savannah River hydrological unit (sub-basin), and some flow south into the Brier Creek sub-basin. This plan makes note of these geographic and hydrological subdivisions so that a distinction can be made between them and “water supply watersheds” that require additional resource protection to ensure a safe supply of public drinking water.

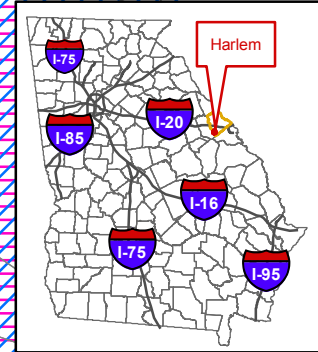
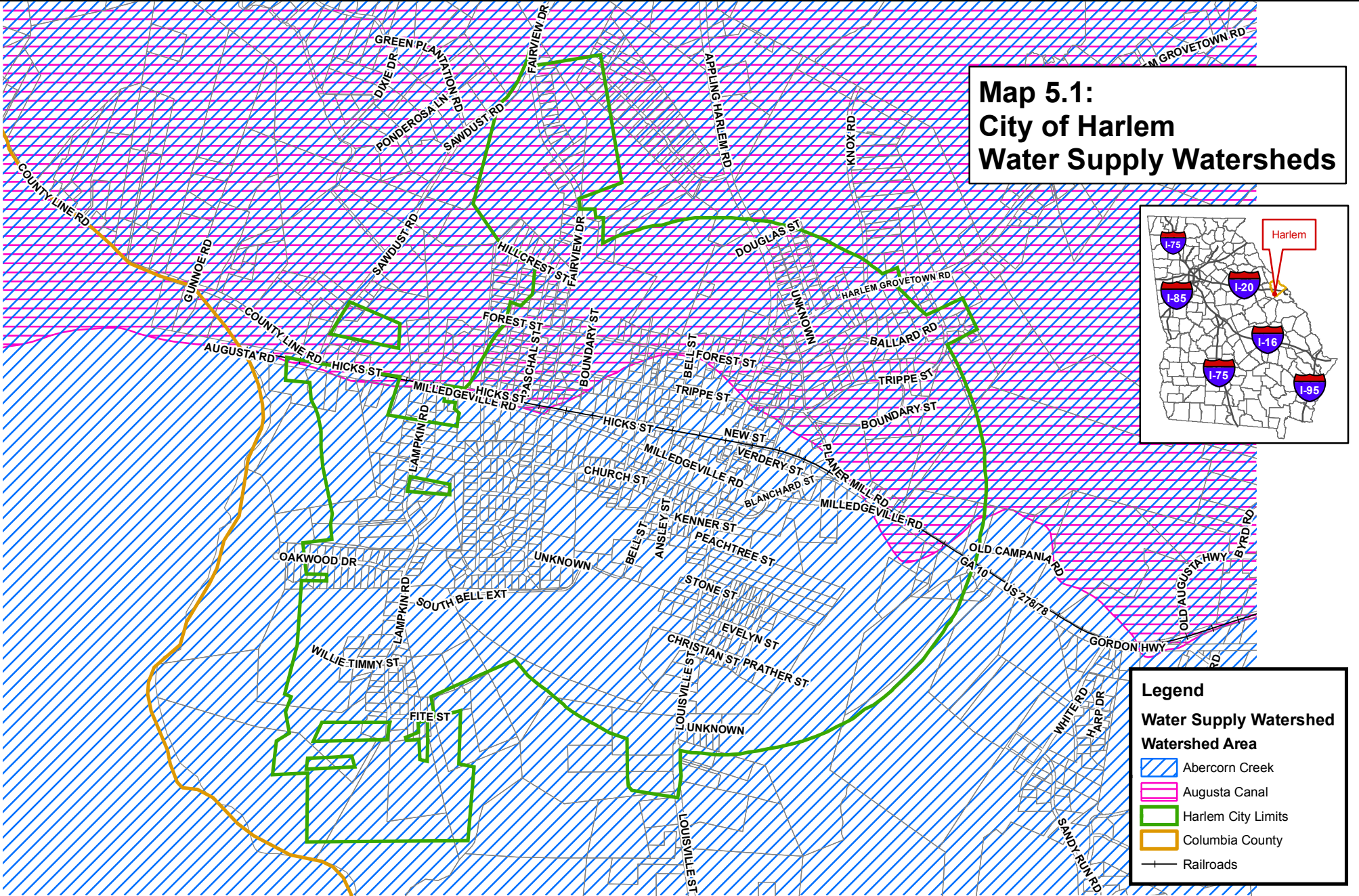
The *Criteria* define a water supply watershed as an area of land upstream from a governmentally owned public drinking water intake. Harlem lies within the Augusta Canal and Abercorn Creek water supply watersheds (**Map 5.1**). Harlem’s development activities can have an effect on the quality of drinking water within these watersheds. Columbia County’s water system is among the many jurisdictions located within this water supply watershed - with public water intakes downstream from Harlem. As a customer of Columbia County’s water system, the City of Harlem has a vested interest in maintaining water quality in the perennial streams within the municipal limits.

Protection of Harlem’s water supply will help keep drinking water free of contamination from various pollution sources. By limiting the amount of pollution that infiltrates the water supply, utilities can reduce the cost of purification and ensure public health. There are a number of factors that determine the volume of water in a stream or other body of water, such as precipitation, land cover, slope, soil type and absorption rate. Water that is not absorbed by the soil, detained on the surface by lakes or ponds; or used by vegetation, runs off the land as overflow or surface run-off. If too much impervious surface is developed within a water supply watershed, run-off can become contaminated through various non-point sources of pollution and can adversely impact the watershed.

In part to address the problem of run-off, the *Criteria* establish a recommended set of standards to protect surface water supplies including the use of buffer zones around streams and specifying allowable impervious surface densities within such watersheds. At more than 100 square miles in size, the Augusta Canal and Abercorn Creek water supply watersheds are considered “large drainage basins” and are subject to DNR’s “large watershed criteria.”

Large watersheds are theoretically less vulnerable to contamination by land development. This theory has led DNR to recommend less stringent watershed protection criteria than to water supply watersheds of less than 100 square miles in size. For large water supply watersheds, minimum buffer criteria are not recommended for perennial stream corridors that are beyond a 7 mile radius from the boundary of a reservoir (although there are siting requirements for some land uses).

Map 5.1: City of Harlem Water Supply Watersheds



Legend

Water Supply Watershed

Watershed Area

- Abercorn Creek
- Augusta Canal
- Harlem City Limits
- Columbia County
- Railroads

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The following are recommendations for water supply watersheds that are greater than 100 square miles and are within a 7 mile radius of a reservoir boundary:

- 150 foot buffer around reservoirs
- 100 foot buffer on each side of perennial streams within a 7 mile radius of the reservoir boundary
- 150-foot setback of impervious surfaces on each side of the perennial stream within a 7-mile radius of the reservoir boundary
- Septic tanks and septic drain fields should be prohibited from within impervious surface setbacks.

Groundwater Recharge Areas

Recharge areas are portions of the earth’s surface where water infiltrates the ground to replenish an aquifer, which is any stratum or zone of rock beneath the surface of the earth capable of containing or producing water from a well. In order to avoid toxic and hazardous waste contamination to drinking water supplies, groundwater or aquifer recharge areas must be protected. While recharge takes place throughout Georgia’s land area, the amount of recharge reaching underground aquifers varies from place to place and is dependent on geologic conditions.

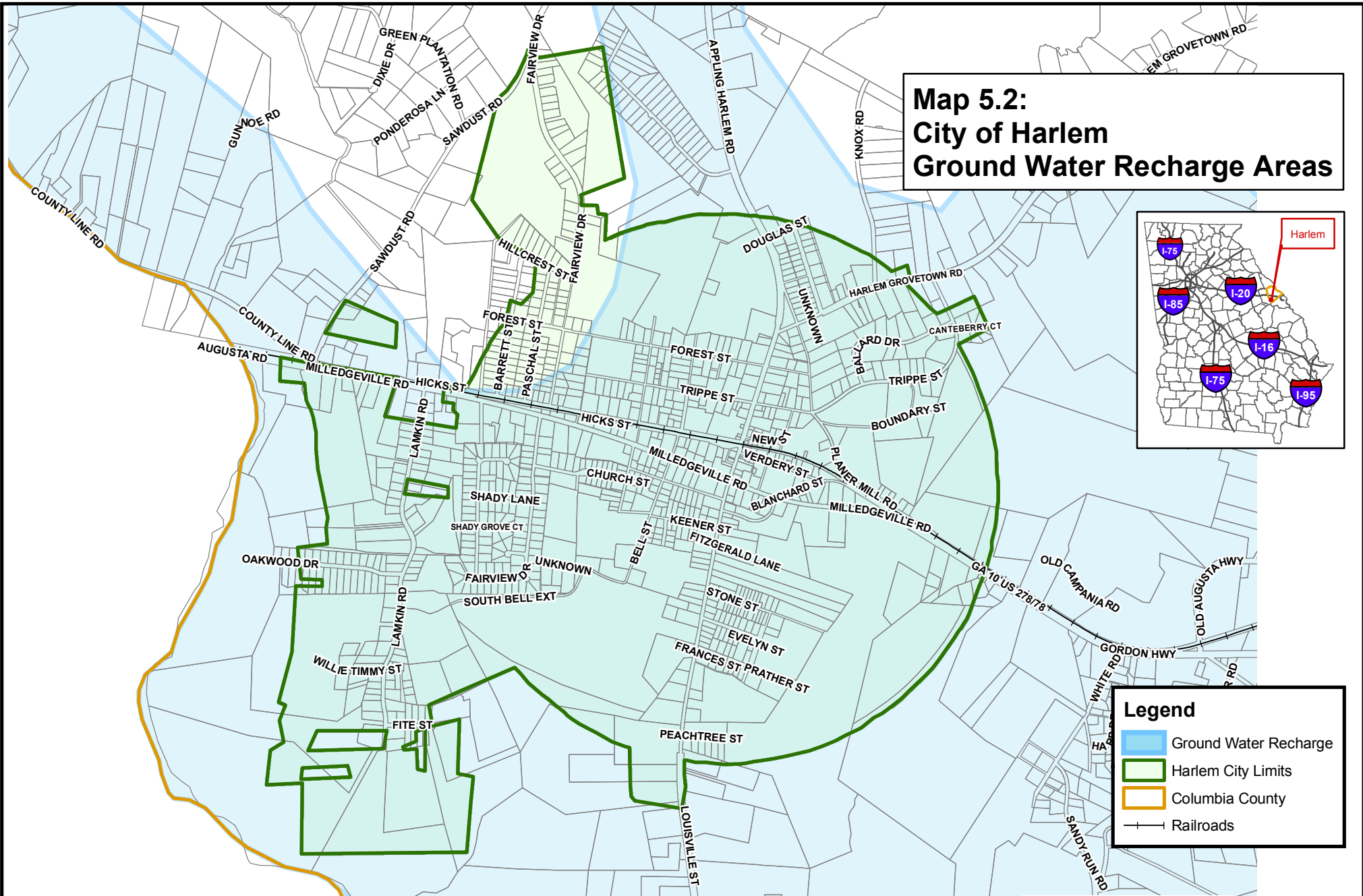
Map 5.2 displays the location of the major aquifer recharge area almost entirely encompassing the city of Harlem. Located within the northern extent of the Carolina and Georgia Sand Hills Major Land Resource Area, Harlem’s aquifer recharge areas are part of a cretaceous sand aquifer system consisting of inter-bedded sands and clay. Groundwater is found in the pores of the unconsolidated sandy layers of soil and shale. The recharge areas in the vicinity of Harlem are dominated by these sandy soils which allow for moderate to high permeability. Thick soils, combined with shallow to moderate slopes, promote favorable conditions for development and pose greater risks to the health of recharge areas in the city.

Wetlands

Wetlands serve as important fish and wildlife habitats and breeding grounds. They are also an integral factor in food chain production. Numerous plant and animal species have adapted to the special conditions of freshwater wetlands and cannot survive elsewhere.

Federal law defines freshwater wetlands as those areas that are inundated or saturated by surface or 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. Wetlands generally include swamps, marshes, bogs and similar areas. Under natural conditions, wetlands help to maintain and enhance water quality by filtering out sediments and other non-point source pollutants from adjacent land uses.

Map 5.2: City of Harlem Ground Water Recharge Areas



Legend

- Ground Water Recharge
- Harlem City Limits
- Columbia County
- Railroads

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Five categories of wetlands are identified in the *Criteria* as requiring protection through ordinances: open water, non-forested emergent wetlands, scrub/shrub wetlands, forested wetlands, and altered wetlands.

The wetlands present in Harlem are displayed in **Map 5.3**. This map is based on the location of soil associations that contain many of the characteristics found in a wetland environment. Land uses in wetland areas should be limited to low impact uses, including timber production and harvesting, wildlife and fishery management, and recreation.

These land uses as well as others are covered in more detail under Section 404 of the federal Clean Water Act. Section 404 prohibits the discharge of dredging or fill material into the water bodies or wetlands of the United States unless a permit is granted. The United States Army Corps of Engineers (USACE) administers this program and determines if a section 404 permit should be issued by analyzing the project's impact on wetlands.

ADDITIONAL ENVIRONMENTALLY SENSITIVE AREAS

Flood Plains

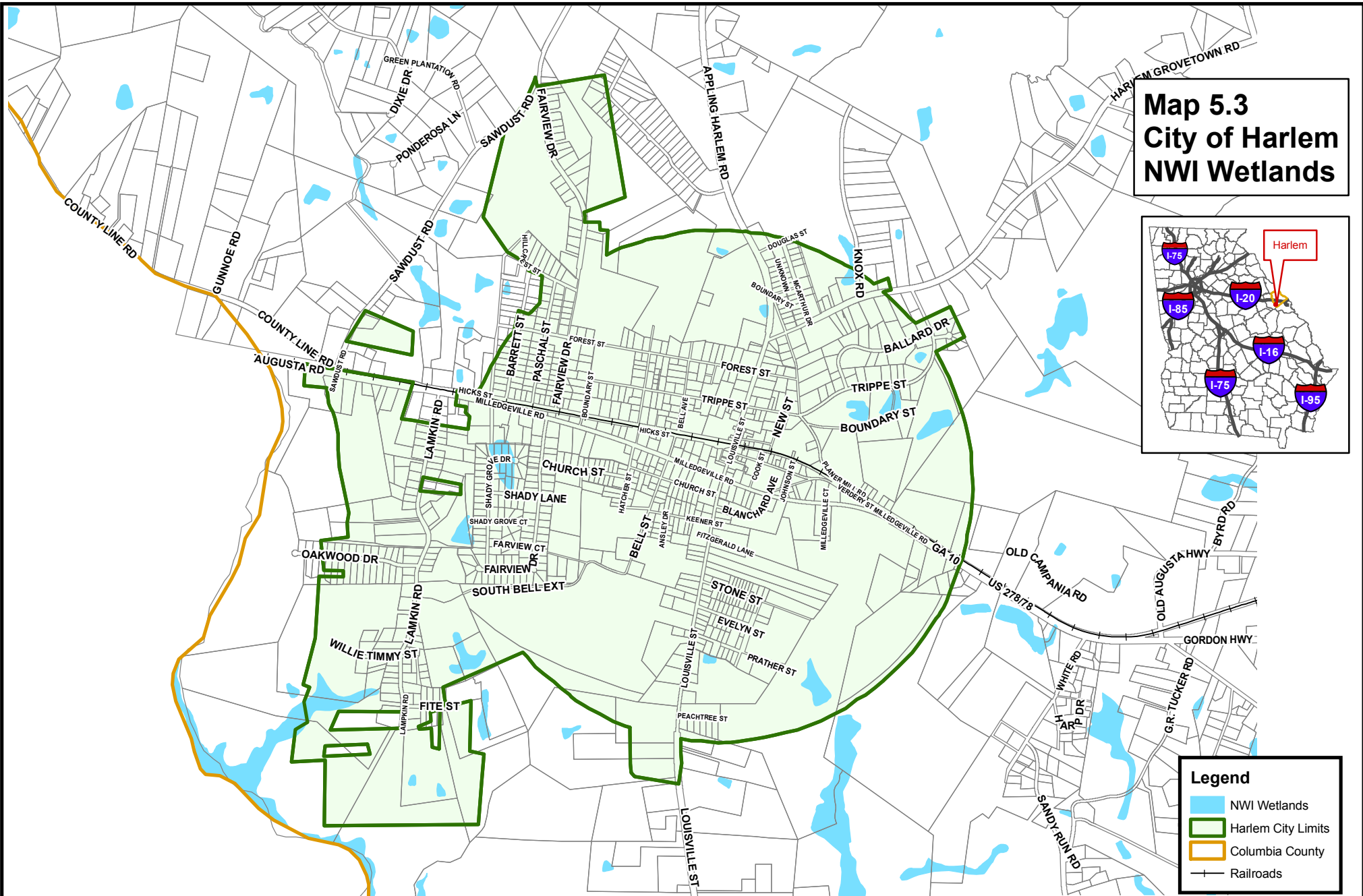
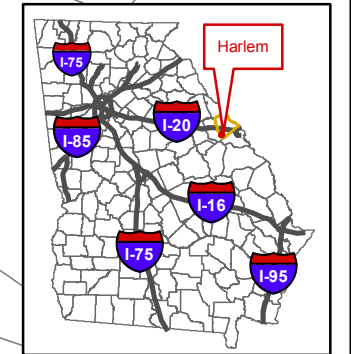
Flood plains are areas of land that can periodically and temporarily be covered by overflowing streams and run-off from adjacent properties. These low-lying areas typically parallel perennial stream beds and swales. Floodplains serve three major purposes: natural water storage and conveyance, water quality maintenance, and groundwater recharge. These three purposes can be greatly inhibited when floodplains are misused or abused through improper and unsuitable land development. For example, if floodplains are filled in order to construct a building, then valuable water storage areas and recharge areas are lost. These activities can actually alter the shape of the flood plain and result in flooding in previously dry areas. Therefore, floodplain development is usually discouraged with exception of recreational facilities. Flood plains within Harlem are illustrated in **Map 5.4**.

Harlem participates in the federal government's National Flood Insurance Program (NFIP). NFIP allows property owners within participating communities to purchase federally backed flood insurance. In order for Harlem property owners to be eligible for the program, the City adopted a flood plain management ordinance in 2004 that regulates development activities within the flood plain in order to reduce flood risks to new and previously existing structures and facilities.

Soils

As previously mentioned, Harlem is primarily located within the northern extent of the Carolina and Georgia Sand Hills MLRA. The Carolina and Georgia Sand Hills MLRA actually forms a very narrow band between the Southern Piedmont MLRA and the Coastal Plain MLRA. A small portion of the city of Harlem is located in the Southern Piedmont.

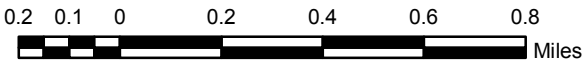
Map 5.3 City of Harlem NWI Wetlands



Legend

- NWI Wetlands
- Harlem City Limits
- Columbia County
- Railroads

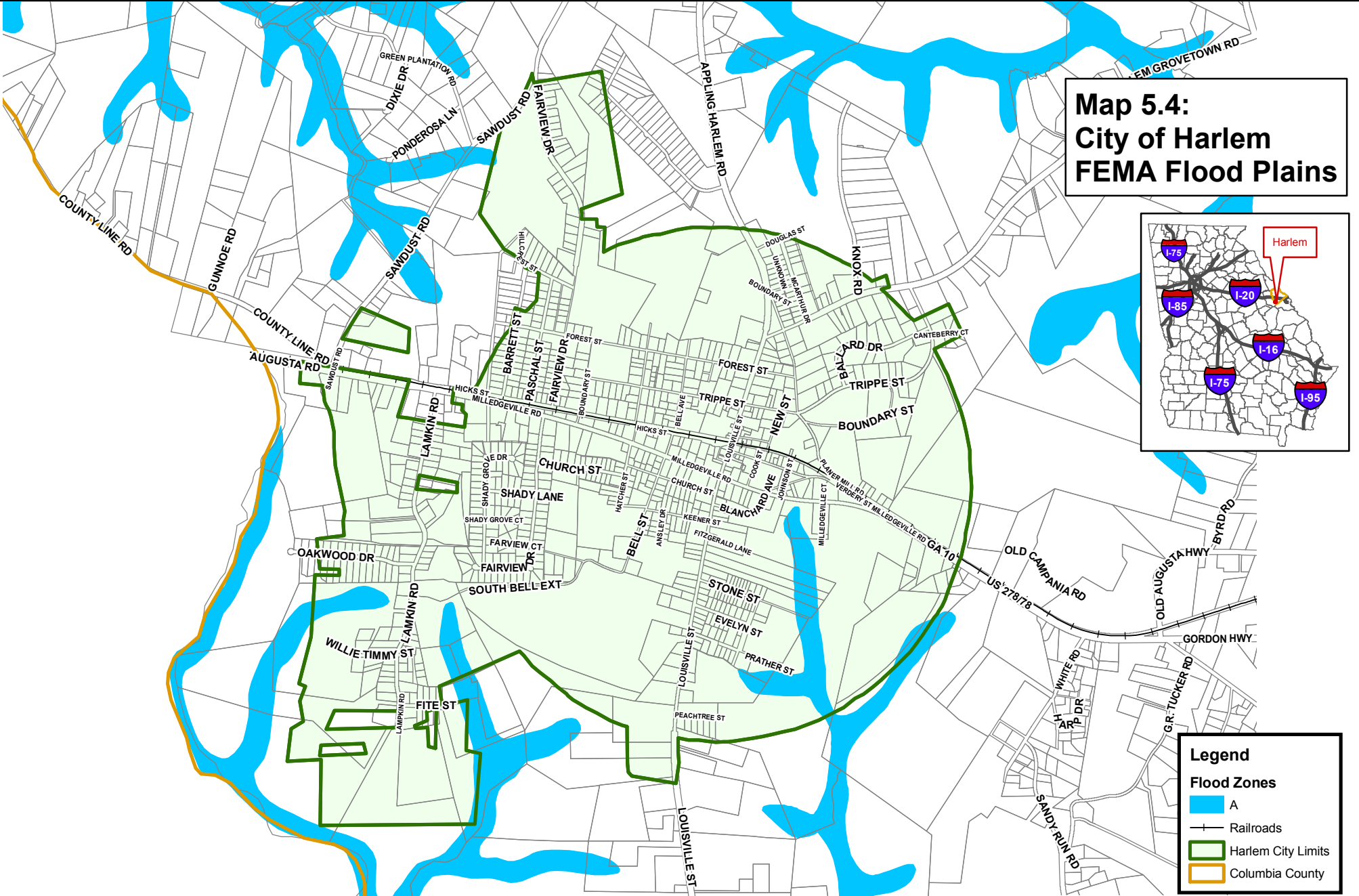
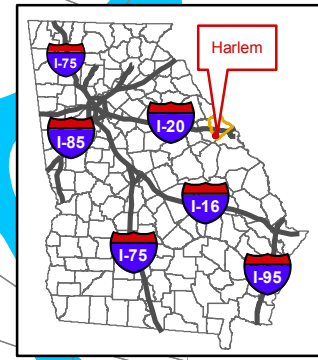
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Map 5.4: City of Harlem FEMA Flood Plains



Legend

Flood Zones

- A
- Railroads
- Harlem City Limits
- Columbia County

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The *Cecil-Madison-Pacolet* soil association is found within those portions of Harlem that are located in the Southern Piedmont MLRA. *Cecil-Madison-Pacolet* soils are found on ridges and side slopes of the Piedmont uplands. This association consists of deep well-drained soils that are formed in felsic, igneous and metamorphic rocks. Surface layers consist principally of gravelly sandy loam.

The primary soil type in Harlem is *Wagram-Troup-Norfolk*. This series - belonging to the dominate soil type *Paleudalut* - is common in the Carolina and Georgia Sand Hills MLRA. *Wagram-Troup-Norfolk* soils are well-drained, smooth and convex; and, are located on very gently sloping ridge tops and hillsides of the MLRA. The soils have a brownish, sandy surface layer and a predominately brownish or yellowish, loamy subsoil. This soil is good for urban types of development, although soils that have a thick sandy surface and subsurface have limited sanitary facility usage.

Harlem soil associations are illustrated on **Map 5.5**.

Plant/ Animal Habitats

Growth and development in and around Harlem will inevitably alter the natural landscape, reduce wildlife habitat, and affect animal and plant species diversity. One of the most reliable barometers to determine the level of impact that growth is having on animal and plant life is to measure the proximity of state and federally protected species to development activities. **Map 5.6** illustrates that Harlem is located within the vicinity of 2 plant species that do, or may in the future, warrant special protection.

Federal Species Protection

The U.S. Fish and Wildlife Service administers the federal *Endangered Species Act (ESA, 1973)*. The *ESA* lists animal and plant species as either “threatened” or “protected.” All listed animal species and their habitats are protected from “take” – meaning they can not be harassed, harmed or captured. In addition, activities are prohibited that would create significant habitat modification or degradation that may inhibit or harm the animal’s natural behaviors. Listed plant species are not protected from “take”; but, it is illegal to collect or harm them on federal lands. In the vicinity of Harlem, there is no federally protected plant or animal species.

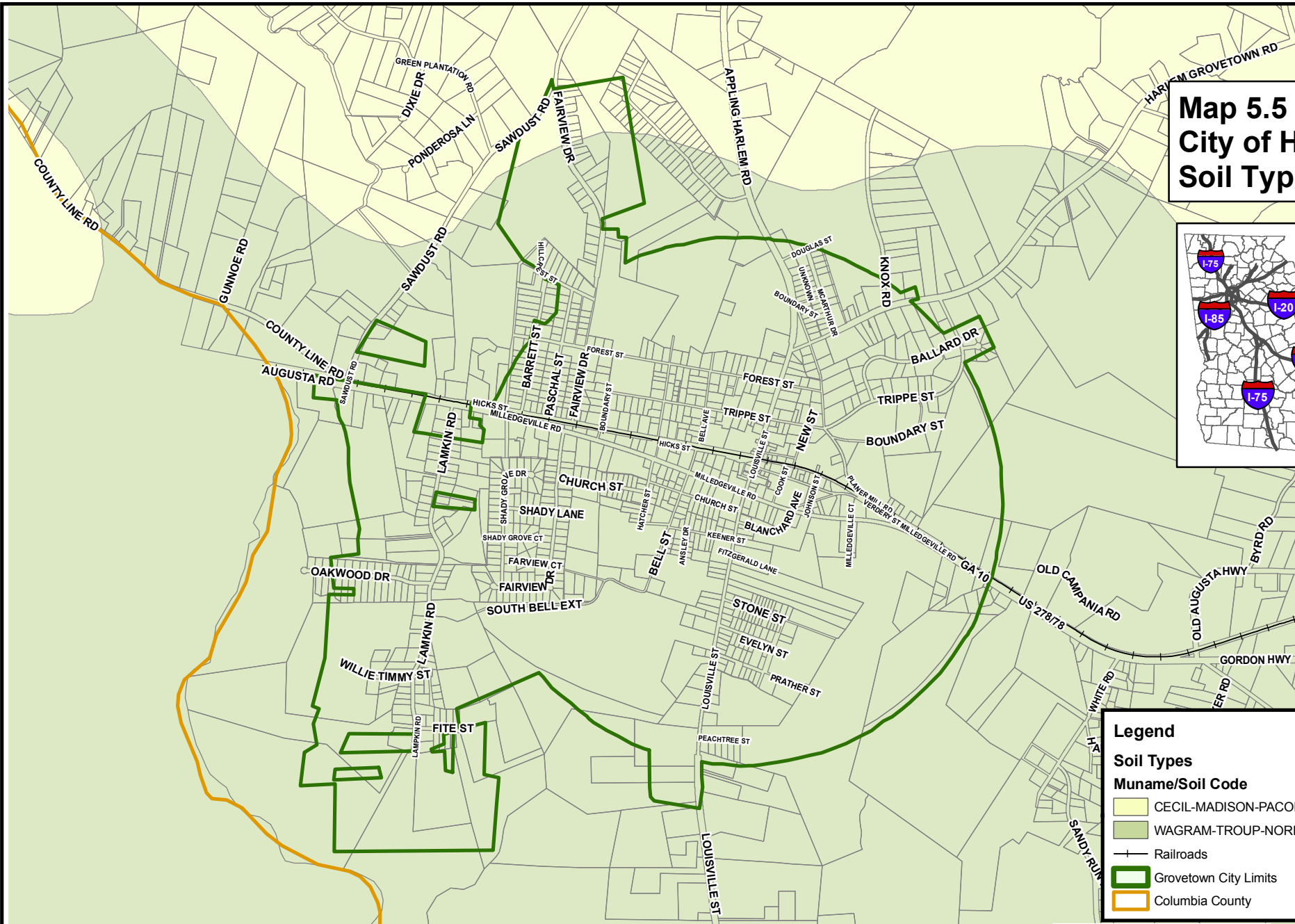
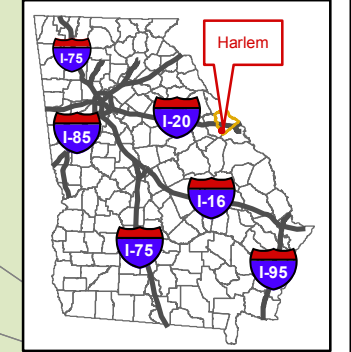
State Species Protection

The Georgia Department of Natural Resources’ Wildlife Resources Division administers the state of Georgia’s *Endangered Wildlife Act (1973)* and *Wildflower Preservation Act (1973)*. These acts protect listed species habitat and prohibit the capture, killing, or selling of protected species only on state owned lands. There are no state protected animal species in the vicinity of Harlem. DNR classifies the



The Atlantic White Cedar – is the sole plant species in the vicinity of Harlem included on the state’s list of protected species.

Map 5.5 City of Harlem Soil Types



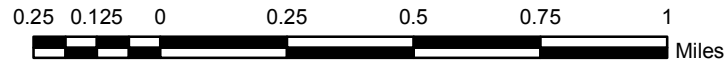
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Soil Types

Muname/Soil Code

- CECIL-MADISON-PACOLET (GA025)
- WAGRAM-TROUP-NORFOLK (GA038)
- Railroads
- Grovetown City Limits
- Columbia County

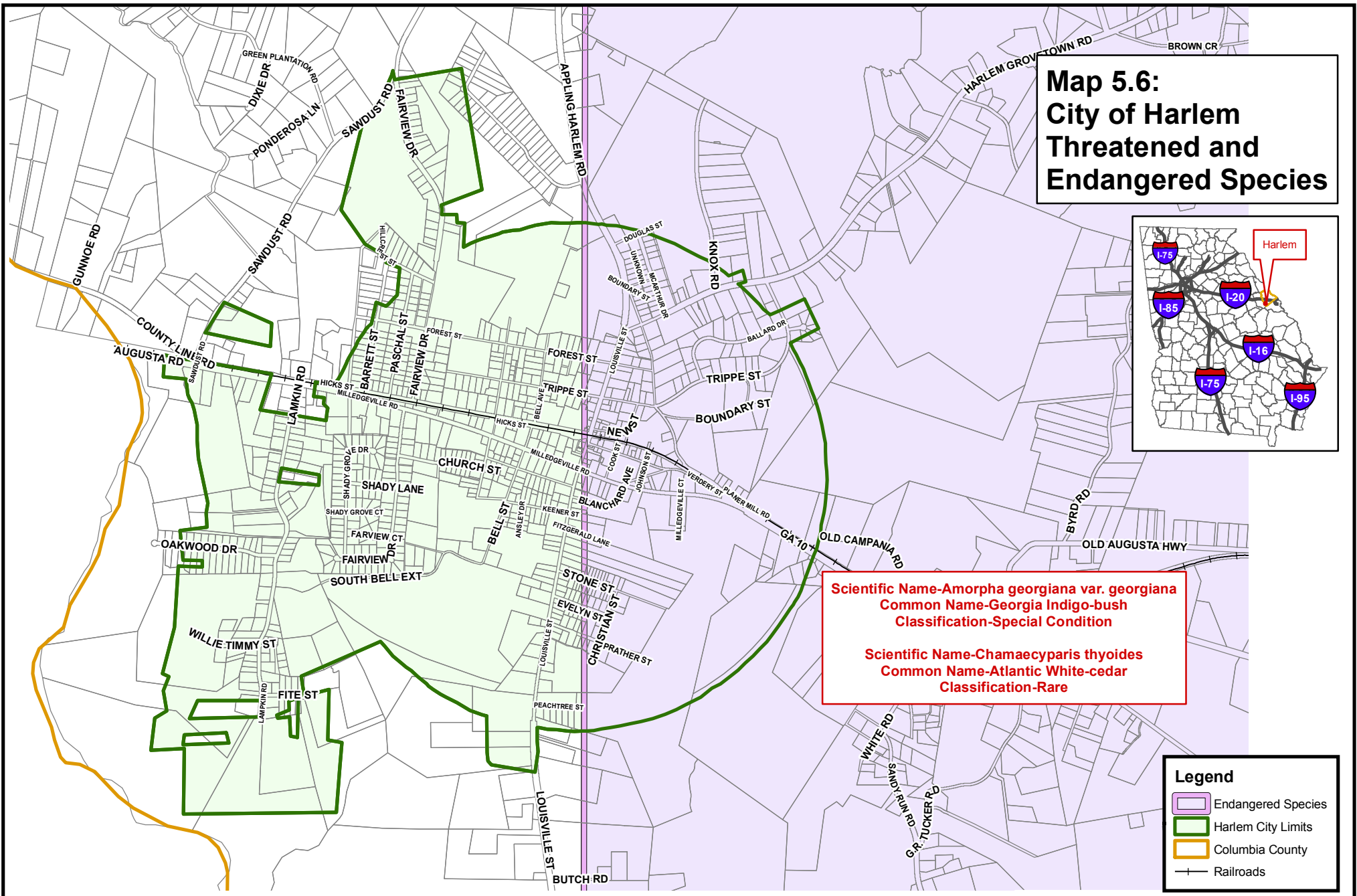
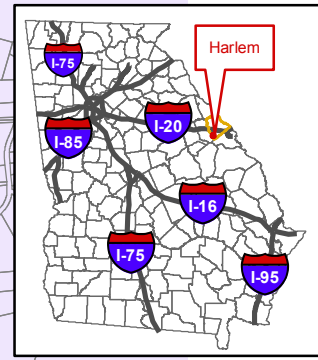
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Map 5.6: City of Harlem Threatened and Endangered Species



Scientific Name-*Amorpha georgiana* var. *georgiana*
Common Name-Georgia Indigo-bush
Classification-Special Condition

Scientific Name-*Chamaecyparis thyoides*
Common Name-Atlantic White-cedar
Classification-Rare

Legend

- Endangered Species
- Harlem City Limits
- Columbia County
- Railroads

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Atlantic White-cedar as a “rare” species. Harlem is not, however located within close proximity to any state or federal lands that harbor critical species or habitat.

In addition to those species listed as protected by the state of Georgia, the Georgia Natural Heritage Program (GNHP) maintains a list of species of “special concern.” The special concern list includes federal and/or state protected animal and plant species; and, lists other rare or imperiled species or habitats that may not yet have official protection. The GNHP is the result of a partnership between DNR and the Nature Conservancy and is continually updating its inventory with the state-wide assistance of citizens. The GNHP lists the Georgia Indigo Bush as plant species in the Harlem vicinity that should be given special consideration.

ADDITIONAL SIGNIFICANT NATURAL RESOURCES

Scenic Areas

The study area for the *Harlem Comprehensive Plan* is limited largely to the municipal limits of the city – with references made to adjacent portions of unincorporated Columbia County when a specific topic is of regional significance. In addition to the *Plan’s* limited geographic scope, most land within Harlem has either been developed or cleared for development. These combined factors have contributed to the fact that no significant scenic views or areas have been identified within the municipal limits. A review of the *Columbia County Growth Management Plan (2005)* confirms that Harlem is not within close proximity to any documented scenic views or sites in the unincorporated portions of the county.

Prime Agricultural/Forest Land

The majority of land within Harlem has either been developed or is slated for development. Although there is a portion of land on the southern and eastern edges of Harlem that is shown on **Map 9.1** as being used for farming/agriculture, there is no evidence that this is considered prime – nor that the city retains of any significant stands of trees.

Major Parks, Recreation or Conservation Areas

As referenced in the Community Facilities element of this *Plan*, Harlem resident’s principal recreational opportunities exist at the Harlem City Park. Within the 13.7 acre city park, the community is offered baseball, softball, basketball, football, soccer, and tennis facilities as well as a walking track and picnic area.



Harlem City Park is a public multiuse facility spanning 13.7

A tract of land in the southeastern portion

of the city contains Harlem's largest areas of floodplain and wetlands. While much of this tract could still be suitable for some type of future development, this wetland and floodplain area actually bisects it. Lacking any significant conservation area within the municipal limits, Chapter 9 recommends that this area develop as "conservation subdivision" character area – promoting small, clustered lots while leaving a significant portion of the site in common open space. In addition, should Harlem's annexation activities extend to the boundary with McDuffie County – and the Brier Creek tributary that forms the Columbia/McDuffie boundary at this point – the city show incorporate stream-side buffers that promote natural corridor preservation.

CULTURAL RESOURCES

Principally known as the birthplace of Oliver Hardy, the "portly" comedian of "Oliver and Hardy fame," Harlem has experienced slow, steady growth since its incorporation in 1870. From the late 19th century – through much of the 20th century, the railroad town of Harlem served the greater Augusta region as a transportation center for timber and agricultural goods. Founded in 1865 by former Georgia Railroad Engineer, Newnan Hicks, and Doctor Andrew Sanders, Harlem's early growth was fueled in large part by Dr. Hicks' sale of land for one dollar an acre. Along with its sister city of Grovetown, early Harlem also prospered as a late 19th century haven for wealthy Augustans. Early and steady investment in Harlem is evidenced by the outstanding collection of residential and non-residential structures that remain in the town today.

Historic Resources Survey

The *City of Harlem Historic Resources Survey* was completed in 2005 as part of a city wide effort initiated by the City of Harlem and the Harlem Historic Preservation Commission to identify and survey all historically significant properties located in the city. It was funded through a Certified Local Government (CLG) Survey and Planning Grant from the Historic Preservation Division of the Georgia Department of Natural Resources and matched in part by the City of Harlem. All phases of the survey were conducted by Robert A. Ciucevich of Quatrefoil Consulting in consultation with the City and Historic Preservation Commission. The survey encompassed all areas within the city limits of the city of Harlem.

The surveyor conducted a preliminary area analysis field survey followed by an intensive field survey in which all properties deemed to be 50 years or older were photographed, marked on a community base map, and a Georgia Historic Resources Survey form completed. Those resources that suffered a significant loss of integrity were excluded from the survey. Historical information for the preparation of a developmental history of Harlem, as well as the background information of the individual properties, was obtained through research at the Georgia Historical Society, the William T. Walton and Helen Walton Memorial Library in Harlem, and the Reese Library at Augusta State University.

A total of 228 historic resources were surveyed during the *Harlem Historic Resources Survey*.

Construction Dates

In analyzing the results for property distribution by common historical time periods, the majority of resources surveyed were built between 1880 and 1919, or the period of the “New South.” Incorporated in 1870, this was a period of great prosperity and growth for Harlem. As a result of its location along the Georgia Railroad and its close proximity to Augusta, Harlem became an important transportation center for the local cotton and timber industry during this time. A total of 77 historic resources, or 34 percent of the properties surveyed, date from this period.

It should be noted that the World War II/pre-Cold War period was another important period of growth in Harlem, ranking a close second to the New South period in terms of property distribution by common historical time periods (73 historic resources, or 32 percent of properties surveyed). In fact, when combined in part with the closely related Cold War period, more historic resources were built in Harlem between 1945 and 1955 than during any other time.

The swift demobilization of the nation’s nearly 12,000,000 service men following the defeat of the Axis Powers created a nation-wide housing shortage. As an inadequate number of private homes were constructed during the Depression and virtually no residential housing was built during the war years, communities throughout the country struggled to provide housing for the nation’s fighting men as they re-entered civilian life. In Harlem, three distinct subdivisions of “post World War II” housing were built during this time. Many of the new families that came to live in Harlem during this time were attracted by employment opportunities offered by the Tracy-Luckey Company and the Georgia Railroad.

Original Use

In analyzing the results for original use, an overwhelming majority of resources were single family residential. A total of 194 resources, or 85 percent of the buildings surveyed in this section, fell into this category. Most of the remaining resources surveyed are commercial, institutional, or religious buildings located in or around the Harlem downtown commercial district.

Architectural Analysis

Of the 228 historic resources surveyed, 99 properties, or 43 percent of the buildings surveyed, are representative of an academic architectural style. A few residential resources were found to exhibit elements of 2 or more styles. There were 3 instances of secondary stylistic elements. Many of the 129 resources that exhibit no academic style are simple, post World War II houses located in small subdivisions on the periphery of the town center.

Craftsman and Folk Victorian are the most common architectural styles found in Harlem, representing 20 percent and 16 percent of examples surveyed, respectively. Although a majority of the resources exhibiting stylistic influences displayed elements or

were vernacular expressions of various styles, several high style examples were identified during the survey.

Outbuildings

During the Harlem Historic Resources Survey, a total of 92 outbuildings and structures were identified representing 12 historic uses recognized by the Historic Preservation Division and identified in the Georgia Historic Resources Survey Manual.

Structural Characteristics and Building Materials

The majority of the buildings surveyed in Harlem (192 properties or 84.2 percent of resources surveyed) are balloon frame residential structures built between 1880 and 1954, a period that spans Harlem's early development, growth, and height of significance as a local transportation and light manufacturing center along the Georgia Railroad.

A total of 201 historic resources, or 88 percent of the buildings surveyed, are 1 story in height. Of the remaining historic resources, 18 buildings (8 percent) are 2 stories, and 9 are 1½ story (4 percent).

About three quarters of the resources appear to have retained their original historic siding, with 23.2 percent of the properties surveyed having clapboard siding, 11.8 percent having brick exteriors, and 7.4 percent having concrete block. Although asbestos siding is often considered a substitute siding, many of the building surveyed that were built between 1945-1954 exhibited asbestos siding as the original cladding. Asbestos siding was used in 15.7 percent of houses surveyed. 27.6 percent of resources exhibited substitute siding such as vinyl/aluminum siding (26 percent), masonite, and asphalt sheeting.

Integrity and Physical Condition

The physical condition of about 1.7 percent of the historic resources surveyed during the *Harlem Historic Resources Survey* are in poor or deteriorated condition. The overall physical condition of the majority of resources surveyed range from fair (10.5 percent) to good (87.7 percent).

National Register Eligibility

The National Register of Historic Places (NR) is the nation's list of historic buildings, structures, sites, objects and districts worthy of recognition and preservation. Being listed in the NR provides formal recognition of a property's historical, architectural, or archaeological significance based on national standards. NR designation identifies significant historic properties that can be taken into account in a broad range of preservation and development activities. It also insures that these properties will be considered in the planning of state or federally assisted projects. NR listing does not place obligations on private property owners, nor does it place restrictions on the use, treatment, transfer, or disposition of private property. National Register listing does not lead to public acquisition of property nor does it require public access to property.

At present, there are no historic properties in the city of Harlem listed in the National Register of Historic Places; however, Harlem has a historical rich concentration of historic properties.

In reviewing the breakdown of surveyed properties in Harlem that “appear” to be eligible for listing on the National Register, a total of 55 were identified. All of these resources were found to possess a qualifying degree of individual significance as well as noteworthy architectural characteristics and a good level of integrity. It should be noted that many of the properties included on this list are located among compact concentrations of historic properties having similar developmental histories and architectural characteristics that appear to meet the requirements for a historic district or multiple property nomination. Although all of the properties on the list meet certain criteria for individual listing on the National Register, it may be more appropriate for several of these resources to be included as part of a historic district or multiple property nomination.

Significant Cultural Resources

Figure 5-A lists those significant historic resources within the city of Harlem that appear to be eligible for individual listing in the National Register.

Figure 5-A: Harlem Significant Cultural Resources	
Inventory Number	Resource
Rural (Farm)	
Resource #CB-H-229	W.L Phillips House, 4753 S. Louisville Street
Residential	
Resource #CB-H-006	Carpenter Italianate I-house, 145 N. Louisville Street (Hoyle)
Resource #CB-H-024	Neoclassical Revival style house, 360 N. Louisville Street (Creech-Riley)
Resource #CB-H-026	Folk Victorian style cottage, 365 N. Louisville Street (Emily Middleton)
Resource #CB-H-029	Barnsley-Wood House, 425 N. Louisville Street
Resource #CB-H-030	Dr. John Luther Weeks House, 410 N. Louisville Street
Resource #CB-H-037	Hatcher-Turner House, 160 E. Trippe Street
Resource #CB-H-063	Folk Victorian style house, 140 W. Forrest Street (Shepherd House)
Resource #CB-H-071	Vance Verdery House, 180 W. Forrest Street
Resource #CB-H-074	Lazenby-Larkin House, 240 W. Forrest Street
Resource #CB-H-077	#1&2 W. Forrest Street Apartments (concrete block)
Resource #CB-H-078	#3&4 W. Forrest Street Apartments (concrete block)
Resource #CB-H-079	#5&6 W. Forrest Street Apartments (concrete block)
Resource #CB-H-080	#7 W. Forrest Street Apartments
Resource #CB-H-081	Wayne McGahee House, 295 W. Forrest Street
Resource #CB-H-082	Side Hallway Cottage, 315 W. Forrest Street
Resource #CB-H-084	Phillips-Conner House, 420 W. Forrest Street
Resource #CB-H-086	Tracey House, 465 W. Forrest Street
Figure 5-A (Continued)	
Resource #CB-H-093	Lucky House, 165 W. Trippe Street
Resource #CB-H-098	L.M. Conner House, 280 W. Trippe Street (Cinderella House)



N A T U R A L A N D C U L T U R A L R E S O U R C E S

Resource #CB-H-101	Newnan Hicks House/Hicks Hotel, 170 N. Hicks Street (Riley House)
Resource #CB-H-103	Clary-Little House, 250 N. Hicks Street
Resource #CB-H-105	Walsh House, 280 N. Hicks Street
Resource #CB-H-106	Revell House, 310 N. Hicks Street
Resource #CB-H-107	Mayor E.D. Clary House, 320 N. Hicks Street
Resource #CB-H-108	Dr. Paschal House, 380 N. Hicks Street
Resource #CB-H-110	Hubert-Hannah House, 135 S. Hicks Street
Resource #CB-H-111	Lampkin House, 145 S. Hicks Street
Resource #CB-H-112	Phillips House, 155 S. Hicks Street
Resource #CB-H-118	Lazenby House, 340 N. Bell Street
Resource #CB-H-119	Larkin House, 320 N. Bell Street
Resource #CB-H-123	Wall House, 260 N. Bell Street
Resource #CB-H-146	Cleve Harrison House, 180 Milledgeville Road
Resource #CB-H-150	235 Milledgeville Road, Old Methodist Parsonage
Resource #CB-H-153	Tilby-Hoffman House, 250 Milledgeville Road
Resource #CB-H-155	Neoclassical Revival style cottage (Dr. King), Milledgeville Rd.
Resource #CB-H-156	Neoclassical Revival style house, 435 Milledgeville Road
Resource #CB-H-158	Craftsman style Georgian cottage, N. Hicks Street Extension
Resource #CB-H-196	355 S. Louisville Street
Resource #CB-H-203	420 S. Louisville Street
Resource #CB-H-204	430 S. Louisville Street
Resource #CB-H-215	140 Stone Street
Resource #CB-H-216	165 Stone Street
Commercial	
Resource #CB-H-008	Masonic Lodge/Commercial Bldg, 160/172 N. Louisville St.
Resource #CB-H-010	Harlem Hardware & Furniture Co., Verdery Street
Resource #CB-H-016	Warehouse, 129 New Street
Resource #CB-H-160	Sawdust Community Store, County Line/Sawdust Road
Industrial	
Resource #CB-H-152	Thomson Company, 305 Milledgeville Road
Institutional	
Resource #CB-H-001	Harlem Methodist Church, Milledgeville Road
Resource #CB-H-002	Harlem Baptist Church, Milledgeville Road
Resource #CB-H-162	Mt. Tabor Baptist Church, Milledgeville Road (Sawdust)
Transportation	
Resource #CB-H-003	Auto Dealership, Milledgeville/N. Louisville Street
Community Landmarks	
Resource #CB-H-004	Columbia Theater, 135 N. Louisville Street
Resource #CB-H-145	Harlem Women's Club, 170 Milledgeville Road (concrete block)

Figure 5-B lists additional cultural resources within the city of Harlem that provide the community with its unique identity.

Figure 5-B: Additional Cultural Resources
Residential
Jack Hatcher House, 160 W. Trippe Street
Industrial
Verdery Building, grocery/hardware (metal building)
Institutional
New Holt Church, Verdery Street
George T. White Academy (Rosenwald School)
Auditorium at Middle School, 1927 (bricked over)
Community Landmark
Oliver-Hardy Festival Museum
Harlem Library
City of Harlem center marker on grounds of First Baptist Church
Georgia Historical Marker, Oliver Hardy birth site (in front of police department)
Georgia Historical Marker, Indian Trail (on way to Tobacco Road)
Gazebo at Women’s Club
Gazebo at Harlem Memorial Cemetery near Oliver Hardy’s grave
Archaeological Land Marks
Well, N. Louisville Street and Sassafras Street
Harlem Memorial Cemetery, Oliver Hardy buried here
Second Mt. Moriah Cemetery, S. Bell Avenue
Dr. Murphy’s Pond (community swim hole)
Bath House at Scrugg’s Pond, cement square children’s pool, c. 1915

Historic Design Guidelines

In addition to the work on the *Harlem Historic Resources Survey*, the Historic Preservation Commission has worked with a consultant to produce the *Downtown Harlem Design Guidelines* and the *Historic District Residential Design Guidelines*. The *Downtown Harlem Design Guidelines* are currently being administered by the Harlem’s Planning and Zoning Commission for renovation, rehabilitation and new construction projects on properties located in the central business district. Eventually, both sets of design guidelines are intended to be administered by the Historic Preservation Commission; and, more specific local historic district boundaries will be determined.

ASSESSMENT

ENVIRONMENTAL PLANNING CRITERIA

Water Supply Watershed

Harlem receives the majority of its drinking water from surface water sources. With anticipated increases in Harlem’s population and land area, new development will affect the quality and volume of storm water entering perennial streams that extend into adjacent jurisdictions. Potential impacts to downstream water quality will not only affect other jurisdictions that rely on surface drinking water intakes, it may directly affect the quality of water that is being supplied by Columbia County to Harlem. In recognition of these shared cumulative impacts, Harlem could examine current storm water and floodplain standards and consider whether it should adopt any additional water supply watershed ordinance standards that meet or exceed the recommendations found in the DNR’s *Rules for Environmental Planning Criteria*.

Groundwater Recharge Areas

Harlem’s location over an aquifer recharge area that has a high susceptibility to pollution also poses direct consequences to the health of the city’s residents – even though only a small percentage of the city’s public drinking water supply still comes from three wells located in the city. Continued development in Harlem obviously impacts these sources of groundwater and provides a greater long-term risk of contamination. While the city has adopted required wellhead protection plans, it should also review existing ordinances to determine whether any additional recommendations in DNR’s *Rules for Environmental Planning Criteria* pertaining to groundwater recharge areas should be incorporated into city codes.

Wetlands

The vast majority of Harlem’s wetlands lie within or in close proximity to floodplains. As with the recommendations contained in the water supply watershed and groundwater recharge area sections above, a thorough review of the city’s existing floodplain, storm water, and erosion and sedimentation control standards should take place. Additional wetlands protections – referencing DNR’s *Rules for Environmental Planning Criteria* – should be considered to provide additional community-wide protection to sensitive wetland habitats.

ADDITIONAL ENVIRONMENTALLY SENSITIVE AREAS

Flood Plains

The steps that Harlem has taken to address flood plain management are consistent with many communities across the country. Harlem should simply monitor existing

development standards to determine whether its current floodplain related provisions should be amended in the future to balance development and its impacts.

Soils

Continued implementation of sediment and erosion control measures can be augmented by additional stream side buffers and requirements for targeted open space reserves as part of new development.

Plant/Animal Habitats

There is little evidence to confirm the presence of state protected plant species on parcels of land within or adjacent to Harlem. Confirming the location of such species on any parcel of land that is projected for development would require a site survey prior to land clearance. Should Harlem wish to pro-actively identify state protected species on a development tract, it should work with the Georgia Natural Heritage Program to determine what measures might best ensure the opportunity to protect critical species that could be affected by future development activity.

ADDITIONAL SIGNIFICANT NATURAL RESOURCES

Scenic Areas – Prime Agricultural/Forest Land – Major Parks, Recreation or Conservation Areas

Many people across the country are drawn to different regions in part because of the area’s natural beauty. Ironically, as more people are drawn to an area, natural spaces are replaced by the built environment. Even in areas of high growth, preservation of the natural landscape can enhance the daily experiences of full-time residents.

Especially on the periphery of the city, Harlem should consider methods of incorporating a greater percentage of common open space into new development – both residential and non-residential. Standards for cluster and low-impact development both serve to preserve open space while still allowing property owners to develop and market their properties. Properties adjacent to permanently protected areas can even result in greater profits to the developer. The city could even require a local land clearance permit that would identify portions of a development site that will remain undisturbed prior to construction activity. A local land clearance permit could also assist the city implementing existing environmental protection standards; or, new potential provisions such as a tree protection ordinance. While Chapter 9 identifies areas where a “cluster subdivision” character area could be located, development regulations can be structured so that even typical subdivisions can incorporate active and/or passive community open space.

Should Harlem expand west to the McDuffie County line, it should also consider protecting the creek corridor which forms the Columbia/McDuffie boundary. In addition to open space or stream-side buffer requirements, Harlem could purchase properties through the assistance of the Georgia Greenspace Program or the Georgia Land Conservation Program. Harlem could even look for ways to partner with an

organization such as the Central Savannah River Land Trust to serve as stewards for protected open space within the city.

CULTURAL RESOURCES

The City of Harlem is significant for its development as an important regional commercial and transportation center along the Georgia Railroad during the late 19th and early 20th centuries. Significant public, commercial, industrial, institutional, and religious buildings include the Columbia Theater, the Masonic Lodge Building, the L.M. Conner Building, the Harlem Methodist Church, the Thomson Company Factory, and the Harlem Women’s Club House. Significant residential buildings include the Dr. John Luther Weeks House, Hatcher-Turner House, L.M. Conner House, E.D. Clary House, Newnan Hicks House/Hicks Hotel, among others. Although fifty-six of the two hundred and thirty-two historic resources surveyed in Harlem appear to be eligible for individual listing in the National Register, the city as a whole is largely intact and appears eligible as a historic district. The city should make every effort nominate properties referenced in the *Harlem Historic Resources Survey* as potentially eligible for listing on the National Register of Historic Places. In particular, the city should focus its effort on the following:

Harlem Historic District

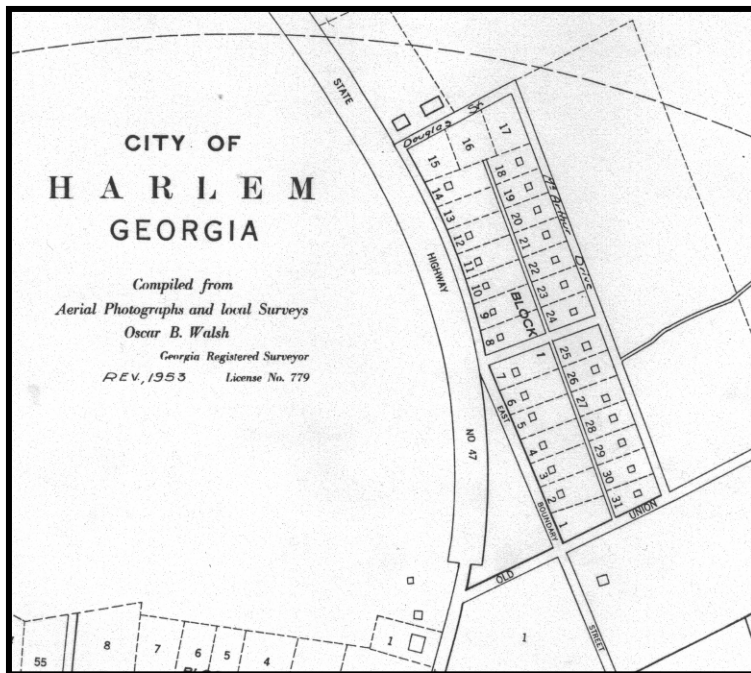
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This map outlines the preliminary boundaries of the Harlem Historic District

Harlem Heights Subdivision (Resources #CB-H-045 – CB-H-060)

The Harlem Heights Subdivision is significant as a good example of the type of simple housing developments that were built in communities throughout the nation as a solution to the severe housing shortage brought on by the staggering number of servicemen returning to civilian life following the end of World War II. Like most of these developments, the Harlem Heights Subdivision was established on farmland located on the outskirts of the town and features several rows of simple, nearly identical



The Harlem Heights Subdivision located on the northern approach to town.

houses designed to provide basic shelter for the beginning family. Another common feature shared by these developments is the patriotic names given to the development or its principal features, which was undoubtedly used as a means of honoring (and attracting) veterans. McArthur Drive and Douglas Street in Harlem Heights are both references to popular WWII and Korean War General Douglas McArthur. The Harlem Heights Subdivision is largely intact and appears eligible as a

historic district (or as a contributing element of the

Harlem Historic District).

W.L. Phillips House (Resource #CB-H-229)

Built c1910, the W.L. Phillips House is a nice example of a Georgian type house featuring elements of the Folk Victorian and Neoclassical Revival styles. Located south of Harlem near the city limits, the Phillips house is also significant as one of the few homesteads in Harlem that retains a rural farm context. The house, along with its remaining associated farm acreage, appears individually eligible for listing on the National Register.



The W.L. Phillips House was built in 1910 and is located near the southern boundary of Harlem on South Louisville Street.

The City of Harlem has also been a participant in the Certified Local Government Program (CLG) since April 2002 when city council adopted a historic preservation ordinance and appointed the Harlem Historic Preservation Commission. Subsequently, the City applied for Certified Local Government designation from the DNR/Historic Preservation Division that was approved in January 2003. Projects completed by the HPC using preservation grant and local funds include the *Historic Resources Survey*, the *Downtown Harlem Design Guidelines* and *Historic District Residential Design Guidelines*.

The *Downtown* guidelines display text and illustrations for both commercial and industrial buildings. The *Residential* guidelines appear in three sections: rehabilitation, site & setting, and new construction. The design guidelines include discussion of the design review process and a chart to follow steps created to guide the property owner in seeking a Certificate of Appropriateness (COA). The design guidelines are written in a manner that provides Harlem with flexibility in how they are implemented. Consistent with the recommendations in Chapter 4, Harlem is encouraged to provide a greater degree of flexibility when applying the guidelines to commercial areas outside of the historic central business district, and to large development tracts that are not located within the historic residential street grid of the city.

INTRODUCTION

In order to promote community-wide economic development and improve the quality of life for a community’s residents, the effective maintenance of public facilities and services is crucial. Communities such as Harlem which are anticipating new development and an increase in population are also faced with the challenge of expanding existing services to meet projected demand. Regardless of whether a community is or is not experiencing growth, effective local governments will maintain a comprehensive inventory of public services and constantly seek ways to improve and/or expand the level of service to existing and future residents.

This chapter analyzes the majority of Harlem’s major community facilities to determine whether adequate infrastructure and services exist or are planned to meet future needs. The adequacy of Harlem’s water and sewer distribution and treatment facilities is reviewed as well as the city’s storm drainage system. Public safety services – including fire protection, E.M.S. and police are inventoried and analyzed. Parks and recreation opportunities in Harlem are examined to determine whether adequate facilities exist and whether there is an appropriate level of community-wide access. Harlem’s solid waste management system is also reviewed. The only major community facility not reviewed in this component is the transportation system. Harlem’s transportation facilities are reviewed in Chapter 7 of the *Plan*.

The City of Harlem served as the principal source of information for this chapter although some secondary sources were also consulted. Many of the parks and recreation figures in this chapter were prepared by referencing standards recommended by the National Recreation and Parks Association (NRPA).

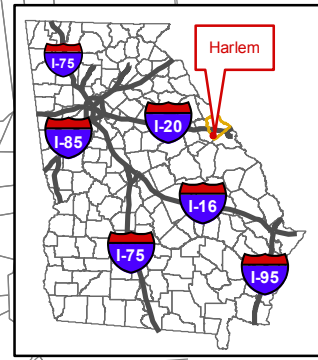
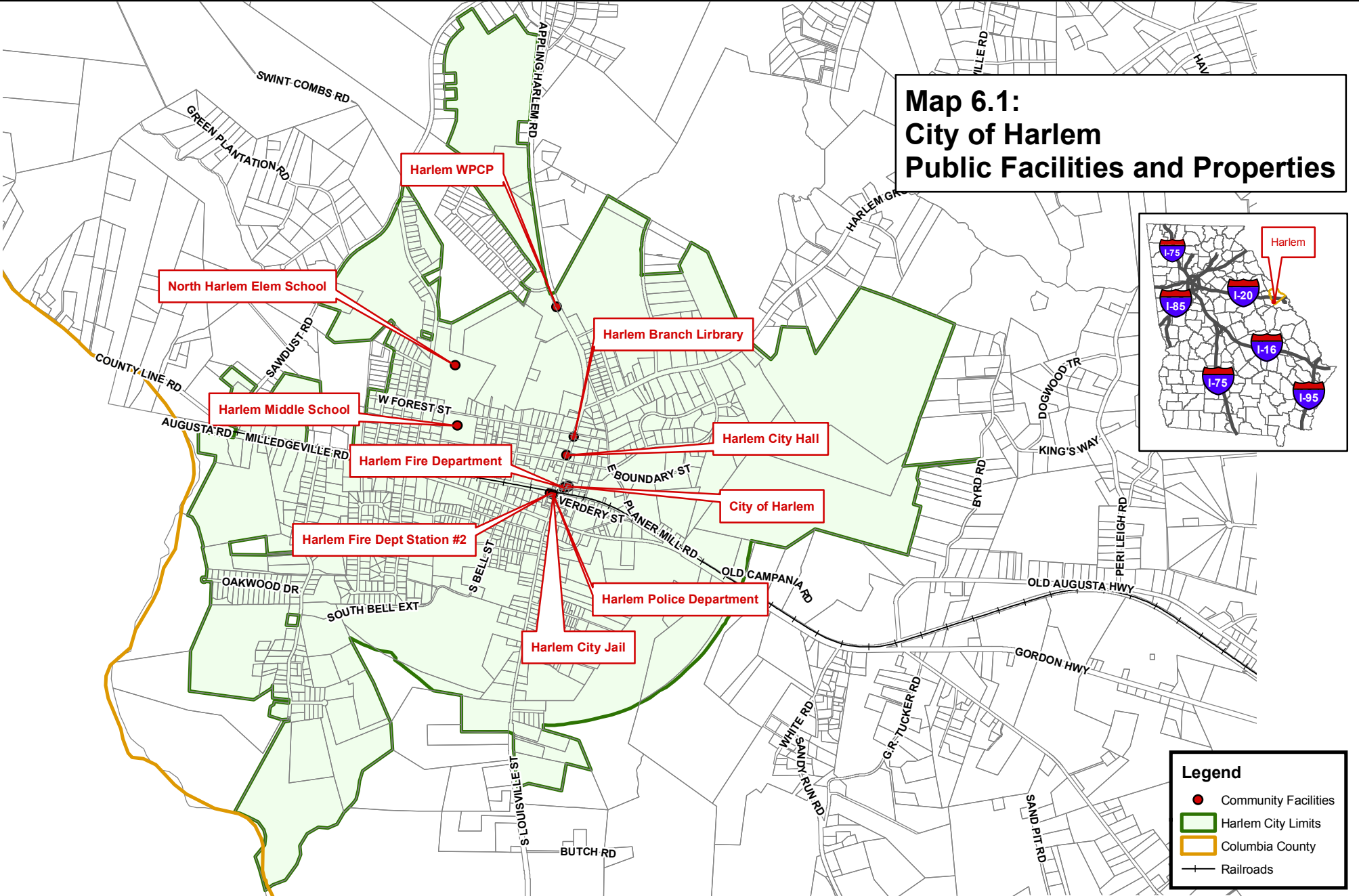
Many of the community facilities referenced throughout this chapter can also be found on **Map 6.1**.

WATER SUPPLY AND TREATMENT

With a relatively stable population figure, the rate of water consumption within Harlem has not exhibited an significant growth trend. **Figure 6-A** shows that between 2003 and 2005 average daily water consumption increased by less than 1 percent. During the same 3 year period, Harlem’s population growth rate has remained relatively flat. This consistency between the rates of change for water consumption and population suggests that the water consumption habits of Harlem’s residents remains consistent. During this same time period, total system storage capacity has remained at 1,015,000 gallons located within 4 water tanks and a reservoir within the city (excluding water remaining in the lines throughout the city system).

Figure 6-A: Harlem Annual Average Daily Water Consumption (2001-2005)			
	2003	2004	2005
Average daily consumption (Gallons)	360,000	392,000	361,000
Excess System Capacity (Gallons/Day)*	655,000	623,000	654,000
<i>Source: City of Harlem</i>			
<i>* Based on current storage capacity of 1,015,000 gallons</i>			

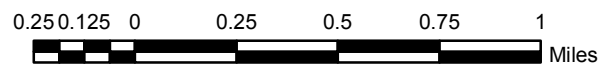
Map 6.1: City of Harlem Public Facilities and Properties



Legend

- Community Facilities
- Harlem City Limits
- Columbia County
- Railroads

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Anticipated growth, combined with consistent water consumption habits, has resulted in the need to seek additional sources of water in order to meet projected consumer demand. As illustrated in **Figure 6-B**, Columbia County’s water system is the principal source of Harlem’s water, accounting for roughly 90 percent of the city’s supply. Water supplied via Columbia County’s water system is treated at 1 of the system’s 2 treatment facilities; as is the water supplied by all 3 of the city’s wells.

Figure 6-B: Harlem Water System (2005)		
Operating Authority(ies)		City of Harlem
Water Usage/Consumption	Current Average Daily Consumption:	400,000 gallons
	Peak Average Daily Consumption (2003-2005)	371,000 gallons
System Capacity	Total System Capacity:	1,015,000
	Excess System Capacity:	615,000
Water Supply Source(s)	Primary Source(s) of Water Supply:	Purchases water from Columbia County – about 90% of total
	Secondary Source(s) of Water Supply:	3 wells – water is treated with chlorine as it comes into reservoir
Storage and Treatment Facility(ies)	Storage Facilities	100,000 gallon reservoir 500,000 gallon tank 250,000 gallon tank 100,000 gallon tank 65,000 gallon tank
	Treatment Facilities:	N/A
Distribution Lines	Linear Mileage:	30
Customers		1,900
<i>Source: City of Harlem</i>		

In order to diversify its options while meeting continued demands, Harlem is seeking a new sources of water by considering additional groundwater sources and/or partnering with the City of Thomson to provide water via a trunk line extension from Adam’s Chapel Road.

SEWAGE SYSTEM AND WASTE WATER TREATMENT

The challenges to maintaining adequate sewer system capacity in Harlem are similar to those for supplying adequate water – projected population increases has resulted in Harlem requesting approval from the Georgia Department of Natural Resources (DNR) to double the city’s sewage treatment capacity from 250,000 gallons per day to 500,0000 gallons. Approval of Harlem’s request for additional treatment capacity would allow the city to continue to discharge the effluent into Euche Creek. While **Figure 6-C** shows that Harlem’s total sewer treatment capacity is limited to 250,000 daily gallons, DNR has given the city preliminary approval to add on to its treatment plant and double current treatment capacity.

Figure 6-C: Harlem Sewage and Wastewater Treatment System (2005)		
Operating Authority(ies)		City of Harlem
Usage	Current Average Daily Usage:	160,000 gal.
System Capacity	Total System Capacity:	250,000 gal.*
	Excess System Capacity:	N/A (Excess daily flow discharged to Columbia County system.) – available if permit capacity increased
Treatment Facility(ies) & Collection Lines	Treatment Facility:	1 Treatment facility at 700 N. Louisville
	Linear Mileage:	36 Miles
Customers		776
<i>Source: City of Harlem</i> <i>*The city is only permitted to process 250,000 gal; but, has been given preliminary approval by DNR to expand treatment capacity.</i>		

The limited treatment capacity of Harlem’s waste water system has been the primary factor limiting the city’s growth over the recent past. Preliminary approval of expanded capacity by DNR has already resulted in recent city annexations and rezoning for new residential development. Final approval and completion of plant expansion is expected to result in a noticeable short-term population gain for the city and is a principal factor in projecting more substantial population gains (**Figure 2-C**) than previously predicted. As part of permit approval, the city is considering ways to make minor required upgrades to the treatment plant through local fees and collaboration with the Georgia Environmental Facilities Authority.

GENERAL FACILITIES AND SERVICES

Storm Water Management

The City of Harlem and Georgia Department of Transportation (GDOT) maintain a number of underground storm water collection lines. While storm water collection is facilitated on the majority of Harlem streets via open ditch sections, there is a desire to gradually convert open ditch street sections to curb and gutter. The City is acting on this policy by requiring curb and gutters for all new city streets.

Solid Waste Management

The collection of solid waste in Harlem is handled by Advanced Disposal Systems and Inland Disposal under contracts with the City. Advanced Disposal handles commercial dumpsters throughout the city while Inland curbside pick-up service for residential customers in the city (as well as some county residents). With the pending closure of the Columbia County landfill, solid waste hauled by both companies is taken to the Augusta-Richmond County landfill via a company operated transfer station.

Consistent with the findings of the *Joint Columbia County Solid Waste Management Plan* (2005), Harlem has been proactive in promoting programs to reduce/stabilize

Figure 6-D: Harlem Waste Generation Rates, 2002-2004			
2002	2003	2004	2002-2004 Percent (%) Change
430 Tons	466 Tons	412 Tons	-4.1%
<i>Source: Harlem Department of Public Works</i>			

waste tonnage generated from city properties. **Figure 6-D** shows that between 2002 and 2004, the tonnage of solid waste generated in Harlem actually decreased by over 4 percent.

Harlem’s ability to minimize any long-term gain in city generated solid waste can be attributed to recycling services and the City-run yard waste collection program. Household recycling is offered for all residential customers as part of the city’s contract with Inland Disposal. Yard waste in Harlem is collected by the Harlem Public Works Department weekly and taken to an inert landfill within municipal limits.

Parks and Recreation

Parks data presented in this chapter includes National Recreation and Parks Association (NRPA) standards. A review of the NRPA standards reveals a range of recommended park acreages and facilities for communities based on multiple factors. Because application of the NRPA standards to individual communities allows for varying outcomes, the information provided in **Figures 6-F, 6-G** and **6-H** of this chapter should be viewed merely as an interpretation of NRPA recommendations. Communities can develop multiple types of recreation spaces to meet varying needs and interests. **Figure 6-E** shows the 6 park classifications defined by the NRPA. *(Note: Figure 6-E only includes the “general description” and “content” for each classification. NRPA park classifications typically address “population served,” “service area and accessibility,” acres and size range as well.*

Figure 6-E: National Recreation and Parks Association, Parks Classifications
Playlots: Small areas intended primarily for the use of children up to early elementary grades. Most suited for apartments, townhouses and trailer parks. Includes play equipment, swings, slides, sandboxes and benches.
Neighborhood Playground: Designed to provide active and passive short-term activities. Usually located adjacent to schools. Includes areas for preschool/school age children, shelters, open space, areas for court and field games.
Neighborhood Park: Landscaped natural park of limited size primarily for passive recreational needs of all ages but with designed active areas. Provides some scenic and aesthetic value. Should be located in the center of a multiple-family dwelling neighborhood or nearby site. Includes open lawn space, shrubbery, small picnic areas, drinking fountain, scenic paths or nature walks, areas for court games if not provided at a nearby recreation facility.
Community Playfield: Primarily an athletic complex that serves the recreational needs of the community. Usually 1 per community; however, if the community is cut by barriers or if sufficient acreage can not be obtained, then 2 are recommended. Includes athletic complex – lighted court and field games area, community center, swimming pool, lawn areas, adequate parking, potential picnic or play area for children. Has high potential for recreational programming.
Major Community Park: A large natural area and/or landscaped area to provide urban dwellers escape from city congestion without traveling a large distance. Designed to accommodate a large number of people and a wide variety of activities. Provides for both active use and passive use. Can include a wide range of facilities such as play apparatus, bicycle trails, swimming facilities, picnic tables, paths, game courts, gardens and natural areas, pavilion, ample parking, sanitary facilities. May include multi-purpose trails internally or as part of a system.
Urban Greenspace or Open Space: Passive areas in landscaped or natural state in or near urban areas. May be planned for conversion to more intensive recreational use when needed. May provide recreational experiences, provide environmental quality, or act as buffers. Main recreational purpose is to provide a buffer from congestion and provide aesthetic experience. May also act as a land bank. May include natural lands, watersheds, forests, landscaped borders, parkways and boulevards, corner parks, medians, downtown aesthetic parks, plazas, malls, sanitary facilities. May provide bicycle, hiking and nature trails as a feature or as part of a larger system.
<i>Source: National Recreation and Parks Association</i>



COMMUNITY FACILITIES

Based on information provided by the City of Harlem’s Parks and Recreation Department, the city’s 1 park property comprises a total of 13.7 acres. **Figure 6-F** categorizes Harlem’s park property by the NRPA park classification which best describes it.

Figure 6-F: Harlem City Park Property by Classification and Acreage (2005)							
Harlem City Park Property	Park Classification*						Total (Acres)
	Playlots	Neighborhood Playground	Neighborhood Park	Community Playfield	Major Community Park	Open Space	
Harlem City Park					✓ 13.7 acres**		13.7 acres**
Total (Acres)					13.7 acres**		13.7 acres**

Source: City of Harlem, Parks and Recreation Department
 *Park classifications established by the National Recreation and Parks Association
 **Includes adjacent Columbia County property. Roughly 7 acres developed.

Utilizing NRPA standards, **Figure 6-G** examines the similarities between the number and size of Harlem park properties and hypothetical towns of 1,000 and 2,000 people. The Figure suggests that Harlem is providing close to adequate major community park space for its current population, but could consider investment in some other park-space options.

Figure 6-G: Harlem City Park Property & National Recommended Standards (2005)							
	Playlots	Neighborhood Playground	Neighborhood Park	Community Playfield	Major Community Park	Open Space	Total Acres
Harlem Parks (Total Acres)	0	0	0	0	13.7 acres	0	13.7 acres
NRPA* Minimum Acreage Recommendations (Per 1,000 people)	.2	2	2	1	5	1	11.2
NRPA* Minimum Acreage Recommendations (Per 2,000 people)	.4	4	4	2	10	2	22.4
NRPA* Minimum Number of Facilities for City of 2,000 people (Note: Rounded up to Whole Number)	1 (1 accessible to 500 - 2500 people)	1 (1 within 1/3 mile of 1,000 - 5,000 people)	1 for up to 10,000 people	1 for entire community of up to 30,000	1 for between 40,000 and 100,000 people	1 Trail system per region	N/A

Source: City of Harlem, Parks and Recreation Department; NRPA* (Some Calculations by: CSRA RDC)
 *National Recreation and Parks Association

A review of **Figure 6-G** specifically suggests that the city may need to consider the development of a greater amount of smaller playlots, neighborhood playgrounds and neighborhood parks. A key difference between the small and large park facilities is that the smaller facilities can be spread throughout the community to promote greater access to a larger population.

COMMUNITY FACILITIES

As with the previous Figure, **Figure 6-H** compares Harlem’s recreation facilities with NRPA recommendations. While located exclusively in the city’s 1 park property, many of Harlem’s recreation facilities compare favorably to the NRPA recommendations – although some additional facilities are recommended. It should also be noted that within the last few years, Harlem completed a significant renovation of its existing park.

Figure 6-H: Harlem Recreational Facilities & National Recommended Standards (2005)										
	Basketball Courts	Tennis Courts	Volleyball Courts	Baseball Fields	Football Fields	Soccer Fields	Softball Fields	Multi-Use Courts	Swimming Pools	Trails
Harlem (Number)	1	1	0	3	0	1	0	0	0	1
NRPA* Recommended (Minimum Number)	1 per 5000	1 per 2000	1 per 5000	1 per 5000	1 per 20,000	1 per 10,000	1 per 5000	1 per 10,000	1 per 20,000	1 trail system per region
NRPA* Minimum Number Applied to City of 7,000 people (Note: Rounded up to Whole Number)	2	4	2	2	1	1	2	1	1	1

Source: City of Harlem, Parks and Recreation Department; NRPA
National Recreation and Parks Association

Harlem does not operate any recreational sports leagues; however, the city does partner with Columbia County for the operation of recreational leagues within the city limits. In return, Columbia County maintains the city park space.

Libraries

Library services for Harlem residents are provided by the Columbia County Community and Leisure Services Division. The Harlem branch of the Columbia County Library is located directly in the center of the city. The Harlem Library provides an inventory of 12,000 books, a collection of newspapers and magazines, videos and DVDs, children’s programs, a meeting room and public computer access. Two additional library branches are located in Evans and near Grovetown.

The Harlem Library was expanded and renovated in 2003 providing new HVAC and electrical systems, 700 square feet of meeting space, parking, furniture, carpets, windows, etc.

Schools

Harlem public school students attend Harlem Elementary School, Harlem Middle School and Harlem High School. Student achievement at these facilities was discussed in Chapter 2. All public schools attended by Harlem students are operated by the Columbia County Board of Education (CCBOE). Harlem Elementary School and Middle School are located within the municipal limits – with Harlem High School located a few miles north of the city along U.S. Highway 221.

A Head Start program is also operated within the municipal limits of the city.

General Government Facilities

Administration	4
Laurel & Hardy Museum	1
Parks and Recreation	0
Planning and Zoning	1
Public Safety	12
Public Works	14
Family Connection	4
Water and Sewer	0
Total	36

Source: City of Harlem

City Hall	3
City Annex Building	7
Public Safety Building	12
Fire Station (S. Hicks St.)	**
Fire Station (New Street)	**
Laurel & Hardy Museum	1
Public Works Shop	12
Waste Water Lab	3

Source: City of Harlem
 *See Map 6.1 for location of City properties.
 **Not staffed full-time.
 #Includes part-time staff.

The City of Harlem is divided into 6 departments employing a total of 35 employees. **Figure 6-I** provides a breakdown of City employment by department. While most departments indicate a preference for additional staffing, the City’s greatest apparent staffing need is in the Public Works Department. Even at the city’s current population, this department could use no fewer than 4 additional employees to deal with water, sewer and street maintenance. Harlem’s anticipated growth trend leaves little doubt that other staff increases may need to be considered in the near future. It should also be noted that the Family Connection is technically autonomous from the city; but, the city does act as the organization’s fiscal agent and provides administrative space.

As illustrated in **Figure G-J**, Harlem employees are scattered among 7 city-owned buildings and 1 building that is currently being leased by the city (See **Map 6.1**). Harlem’s recently renovated city hall building will need to be expanded in the near future in order to consolidate city administrative functions and decrease the city government’s dependency on leasing private space.

PUBLIC SAFETY

Fire Protection/ Emergency Medical Services

Harlem fire protection services are provided by the City’s public safety department. Staff, vehicles and equipment are inventoried in **Figure 6-K**. Firefighters are based at 2 stations – 1 north of the Georgia Railroad and 1 south of the Georgia Railroad. There is no full-time staff at either station as the vast majority of the fire department is a volunteer force. Three full-time public safety officers are cross-trained to provide immediate fire services in emergencies.

The city reported no short-term need for additional fire staffing, in spite of projected population growth, for a few reasons. First, the public safety department’s service area was recently decreased as a result of action by Columbia County. The decreased service area eliminates Harlem’s prior responsibility to provide fire protection for a much larger portion of unincorporated Columbia County. In addition, mutual aid agreements keep Harlem’s current fire protection staffing needs low. Currently, the most apparent need for Harlem’s fire protection staff is the replacement of trucks and other equipment – much of which is fairly old.

EMS service is provided by Columbia County.

Police

Harlem’s police services are also provided by the City’s unified public safety department. Police staff, vehicles and facilities are inventoried in **Figure 6-L**. As expressed in the section on fire protection, the public safety department has maximized existing staff services by cross-training many employees. The city anticipates that in the next 3 to 5 years, additional police staff will be necessary to meet the gradually increasing rates of calls for service.

Figure 6-K: Harlem Public Safety: Fire Protection/EMS (2006)	
Operating Authority(ies)	Fire: City of Harlem EMS: Columbia County
Staff	Firefighters: 0 Cross-Trained (Full-Time): 3 Volunteer Firefighters: 22 EMT/Paramedics: 0
Vehicles	Rescue Truck: 0 Brush Truck: 0 Pumpers: 4 Knockers: 1 Aerial Truck: 0 Tanker: 0 Ambulance: 0
Special Equipment	Air packs & turn out gear
Station(s)	2; 110 New St. & 100 S. Hicks St.
Service Area of Station(s)	Entire City limits
Insurance Rating	In City: 6 In County: 6-7
<i>Source: City of Harlem, Department of Public Safety</i>	

Figure 6-L: Harlem Public Safety: Police (2006)	
Operating Authority(ies)	City of Harlem
Staff	Records Clerk: 1 Director: 1 Public Safety (Police & Fire): 2 Police Officers: 4 Dispatchers: 4
Vehicles	2003 Crown Victoria: 3 2004 Crown Victoria: 1 2006 Crown Victoria: 1
Special Equipment	none
Station(s)	1; 180 N Louisville St.
Detention Facilities	1; 180 N Louisville St. (3 cells)
<i>Source: City of Harlem, Department of Public Safety</i>	

COMMUNITY FACILITIES

There are no apparent shortcomings in police vehicles at this time. There is the need and desire to replace the existing police facility with a single public safety building that can better meet police and fire needs. The public safety building would provide an appropriate level of space for municipal court as well.

ASSESSMENT**CONSISTENCY WITH SERVICE DELIVERY STRATEGY**

The Georgia Department of Community Affairs requires that all community facilities addressed in this chapter are reviewed for consistency with the current service delivery strategy. A review of facilities conducted during this planning process – including transportation – confirms that all Harlem community facilities and services are being provided in accordance with the current Columbia County Service Delivery Strategy. Amendment of the service delivery strategy to address a potential Harlem/McDuffie County partnership to boost water supply is not necessary because this service would be provided directly to the City of Harlem as the client/customer.

WATER SUPPLY AND TREATMENT

To effectively supply adequate water for a growing population, Harlem will not only need to consider other sources (such as the City of Thomson water system) but will eventually be required to expand storage capacity. In recognition that a continually growing population will only increase water demand, Harlem should consider working with Columbia County to promote water conservation and educate the public on how it can reduce average daily water consumption habits.

SEWAGE SYSTEM AND WASTE WATER TREATMENT

Harlem should collaborate with GEFA in order to provide short-term funding for sewage treatment facility upgrades that will be required in order to increase treatment capacity. The city should consider the use of tap fees in order to ensure that new development pays for the sewage system upgrades that will make increased development density feasible. In addition, should anticipated new development not materialize in the short-term, the city may have to consider increasing user fees to current customers to offset any cost over-runs.

GENERAL FACILITIES AND SERVICES**Storm Water Management**

The City of Harlem's Public Works Department has acknowledged that there are multiple areas within the city where inadequate storm water systems – particularly on open-ditch section roads – create drainage problems. Open ditches fill with silt and are difficult and expensive to maintain. The City will continue to address this problem over time by incorporating underground storm drainage systems in future street improvement projects. Harlem already requires that curb and gutter be included on all new street segments.

Storm drainage problem, however, extend beyond the street. Increased storm water is the direct result of the gradual increase in impervious surface areas within the city as a result of new development. Regardless of whether street segments incorporate underground drainage with a curb and gutter system, or open ditches – more development leads to more impervious surface area and more runoff. To reduce this impact, the city should consider revisions to its land development ordinances that allow for less impervious surfaces as part of new development. In addition, the city can consider increasing requirements for tree preservation or the planting of new canopy trees throughout a development site. A mature tree canopy is an effective way to significantly reduce the amount of storm water runoff generated by development.

Increased volumes of water, especially water channeled directly to streams via a curb and gutter system, can also result in increased velocity of discharge - threatening streams with silt and/or erosion. The City could consider “low-impact” development alternatives that allow storm water to flow through filtration, detention and/or retention systems that allow for more natural treatment of runoff. These engineered systems are more reliant on topography, soils and natural vegetation – as opposed to hard structures - to slow the amount and speed of storm water runoff before it reaches stream channels. Application of such an idea may be appropriate in the “conservation subdivision” character area recommended in Chapter 9.

Solid Waste Management

Harlem continues to exhibit a commitment to reducing solid waste disposal through the active provision and promotion of household and yard waste recycling programs. A continued commitment to these programs is recommended.

Parks and Recreation

Harlem does not currently meet most nationally recommended standards for the provision of park space and recreational opportunities. With a population expected to increase in the near future, the city should initiate efforts to acquire additional park space. More importantly, additional park space should be strategically located in areas of the city that do not currently have direct access to the Harlem City Park. The park is located in the southwestern portion of the city and is separated from much of the city’s population by U.S. 278 (Gordon Highway) – creating particular access problems for children and the elderly. Because of the highway, much of the travel to this facility - even though it is located in close

most nationally recommended standards for the



Projected growth rates in Harlem may make it difficult to keep up with demand for recreation space. Requiring private recreation space as part of new development may help Harlem keep up with community demand.

proximity to many areas of the city – must be made by motor vehicle. Park space is recommended north of the Georgia Railroad. In addressing the issue of greater park accessibility, new park space can be of smaller size than the current facility - facilities such as playgrounds, tot lots, community greens, etc. As targeted areas in central Harlem are redeveloped, these smaller neighborhood accessible park spaces could be incorporated into the developments. It is also possible to partner with the Columbia County Board of Education to formally develop and improve shared school-park facilities.

The city could also consider meeting future active and passive park space demands by requiring new developments that exceed a certain threshold to incorporate private park spaces or open space into their developments. Requiring the incorporation of small park areas into new development is a way of letting growth pay for itself – similar to requiring new streets, sidewalks, storm water systems and other community facilities. In addition, this approach allows the community to meet recreational demand and nationally recommended standards while focusing public dollars on the further development of large existing community-wide parks.

Schools/Libraries

The Harlem Library provides Harlem area residents with all the services that are typically associated with a modern library facility. The library is used frequently due to the advantageous location downtown and directly adjacent to pedestrian-oriented neighborhoods. It has become apparent that there will need to be technology upgrades in the near future; and, additional space will be needed to accommodate any of the desired needs for an increased inventory of materials.

The most obvious public school facility needs at this time are improvements to the Harlem Middle School athletic facilities. Through cooperation between the city, Columbia County and the Columbia County Board of Education, facility upgrades could be jointly funded – in order to develop a “school-park” that can meet many of the recreational needs of residents on the north side of Harlem by allowing for greater access by the general public.



The need for additional building space is the municipal government’s greatest apparent need.

General Government Facilities

Staff and building space needs are just as apparent in Harlem as they are in most of Georgia’s small communities. The city’s most apparent staffing need is in the Public Works Department – especially in light of ongoing increases to the street inventory, and water and sewer systems. All of these facilities require continued maintenance. Further additions to these facilities are expected as a result of recent annexation and rezoning activity. The city should explore funding options to help hire additional public works staff in the immediate future.

With the need to rely on leased building space for many of the city's staff members, funding sources should also be explored to allow for the expansion of city hall. Consolidation of many city services into one city hall building will increase long-term savings in rent, communications and time. In addition, more downtown space will be made available for private investment.

PUBLIC SAFETY

Fire Protection/Emergency Medical Services/Police

While the greatest current need for Harlem fire protection services is new vehicles, projected population increases will undoubtedly result in future demands for more staff and equipment. Harlem should consider supplementing local revenue which goes to fund fire protection and emergency services operations with the U.S. Department of Homeland Security's *Assistance to Firefighters Grants*.

There will be anticipated short-term staffing needs for city police services as well. While the city of Harlem can not apply for the program directly (must apply through the State of Georgia), the most likely financial supplement to police services is the U.S. Department of Justice's *Justice Assistance Grant* program.

As previously mentioned, all branches of the Harlem Department of Public Safety and Municipal Court are inhibited by a lack of office space – particularly a lack of space for record-keeping. Additional building space is the most pressing need for city public safety and must be addressed in the near future.

INTRODUCTION

Provision of an efficient transportation system in and around Harlem is crucial to maintain economic growth and improve the quality of life for Harlem's residents. Many people think of transportation solely in terms of roads and streets that allow them to commute in their cars between home, work, recreation and shopping. Efficient transportation systems actually focus on the movement of people and goods – rather than vehicles - through the use of multiple means. As a result, this component of the *Harlem Comprehensive Plan* addresses streets, pedestrian facilities, bicycle facilities, public transportation, parking, railroads, freight, etc. Only by considering all modes of transportation can Harlem prepare to meet the future needs of its citizens and businesses.

This chapter analyzes the city's street network including existing conditions, levels of service and potential deficiencies. Pedestrian, bicycle and public transportation systems are also reviewed to see where system deficiencies can be addressed to provide Harlem residents with additional travel options. Parking and freight (including trucking, rail and aviation) will be examined to determine the effects on economic development potential in the city. Finally, the transportation/land use connection will be examined to determine how future land use decisions can balance the capacity of the transportation network with projected travel demand. The data provided in this chapter is not limited to the municipal boundaries of Harlem. Transportation facilities in adjacent portions of unincorporated Columbia County are also reviewed due to their obvious ability to impact the growth and development of Harlem.

The principal sources of information for this chapter are the Georgia Department of Transportation (GDOT) and the U.S. Department of Transportation's Federal Highway Administration (FHWA). Other regional and federal organizations also served as sources of information including the Federal Aviation Administration, Federal Rail Administration and the Surface Transportation Board.

STREET NETWORK

The most obvious component of many communities' transportation networks are streets. Because the vast majority of Americans rely on automobiles as their principal source of transportation, maintaining or improving the efficiency of the street network is the most significant transportation concern of a majority of local governments. Harlem is a perfect example of this trend – with over 85 percent of all workers commuting alone via motor vehicle in 2000. In total, over 95 percent of all Harlem workers commuted to work via a motor vehicle (alone or carpool) in 2000. These facts emphasize the need to focus significant energy toward maintaining Harlem's street network.

Existing Street Network

Roadways are classified by the FHWA based on their function within the local highway network and, according to their geographic location within urban or rural areas. While individual states have the discretion to make variations to the FHWA functional classification guidelines, the *Georgia Statewide Transportation Plan* states that "...roads in Georgia have been classified according to functional use in accordance with guidelines

developed by the FHWA” (Sec.4-1). Harlem’s location outside of the Augusta urban area means that the functional classification of the majority of streets is defined according to the following hierarchy (**Figure 7-A**):

Figure 7-A: Harlem Roads, Functional System Characteristics
Rural Interstate Principal Arterial: Routes designed at Interstate Highways.
Rural Principal Arterial: Provide corridor movement having trip length and travel density characteristics indicative of substantial statewide or interstate travel.
Rural Minor Arterial: Provide links between cities and larger towns; and, should provide for relatively high overall travel speeds with minimum interference to through movement.
Rural Major Collector: Provide links to traffic generators not served by the arterial system including small towns, consolidated schools, shipping points, county parks, mining and agriculture.
Rural Minor Collector: Provide service to smaller communities not served by higher road classification and generally connects locally important traffic generators with rural areas that are further from towns and cities.
Rural Local Road: Main purpose is to provide access to land. Short distances, low speeds, and many curb cuts. Connects to larger traffic connectors.
<i>Source: U.S. Department of Transportation, Federal Highway Administration, “FHWA Functional Classification Guidelines.”</i>

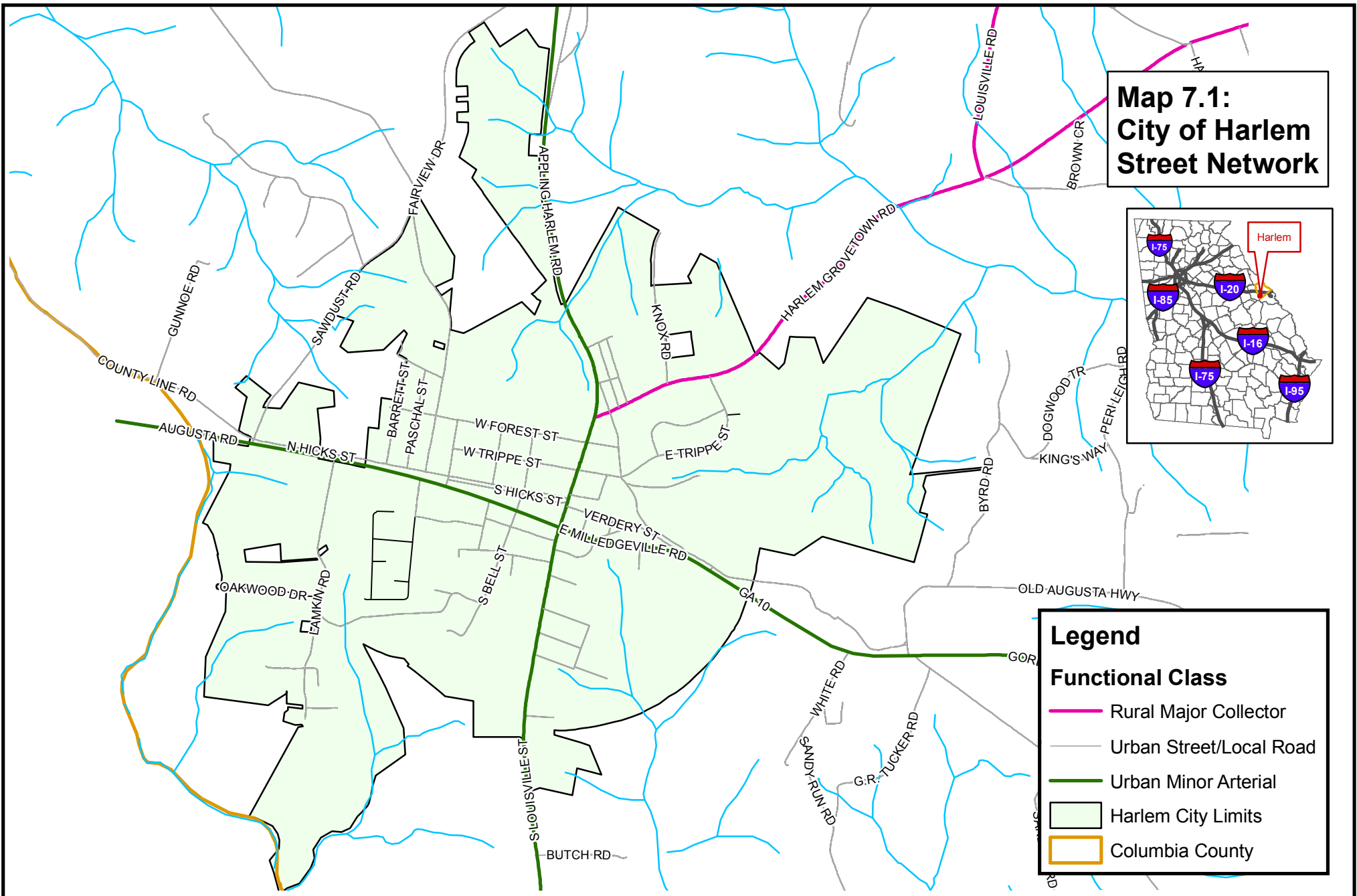
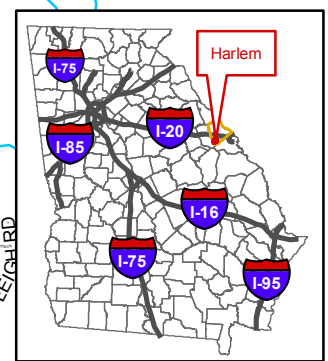
As illustrated on **Map 7.1**, most streets within Harlem are classified as rural local roads. There are notable exceptions such as Gordon Highway/US 78/SR10 and N. Louisville Road (rural minor arterials) and Harlem-Grovetown Road (rural major collector). Kemper Drive, which feeds into Gordon Highway on the west side of town is the one rural minor collector identified by GDOT that is in close proximity to Harlem. The remaining street system in Harlem has been identified by GDOT as rural local roads – although some certainly serve a collector level function.

Road mileage within the municipal limits of Harlem has increased slightly between 1997 and 2003, the latest data available. This increase is most likely due to annexation by the city and limited residential development during that time period. **Figure 7-B** illustrates that the total mileage of roads within

Figure 7-B: Harlem Road Mileage (1997-2003)			
Route Type	Total Mileage (1997)	Total Mileage (2003)	Percent % Change 1997-2003
State Route	3.1	3.2	+3.2%
County Road	0.4	0.4	+0.0%
City Street	11.1	11.9	+7.2%
Total	14.6	15.5	+9.0%
<i>Source: Georgia Department of Transportation, Office of Transportation Data, “400 Series Reports.”</i>			

Harlem increased by 9 percent between 1997 and 2003. The majority of increase (7.2 percent) was due to an increase in the amount of city streets within Harlem - supporting the new residential development explanation. No change was reported for the amount of county roads, and state roads increased by only 1/10 of a mile. With the city’s current limited size, most new street mileage in the near term can be expected to come in the form of additions to city street mileage as a result of development potential to a number

Map 7.1: City of Harlem Street Network

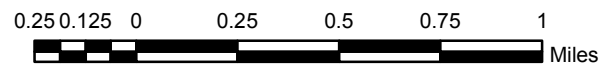


Legend

Functional Class

- Rural Major Collector
- Urban Street/Local Road
- Urban Minor Arterial
- Harlem City Limits
- Columbia County

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of vacant parcels remaining in the municipal limits – particularly since much of the city’s future development s expected to come in the form of residential land uses.

Traffic Volumes

While Harlem’s road network has expanded over time, so too have the number of vehicle miles driven by residents and workers living in Harlem and in surrounding communities. **Figure 7-C** compares the growth of Harlem’s road network with the growth of motor vehicle trips on the network. The figure measures Harlem traffic in “vehicle miles traveled” (VMT). VMT is defined as a measurement of total miles traveled by all vehicles for a specific time period in a defined area. In **Figure 7-C**, the total VMT is measured for a 24 hour period on Harlem’s entire road network.

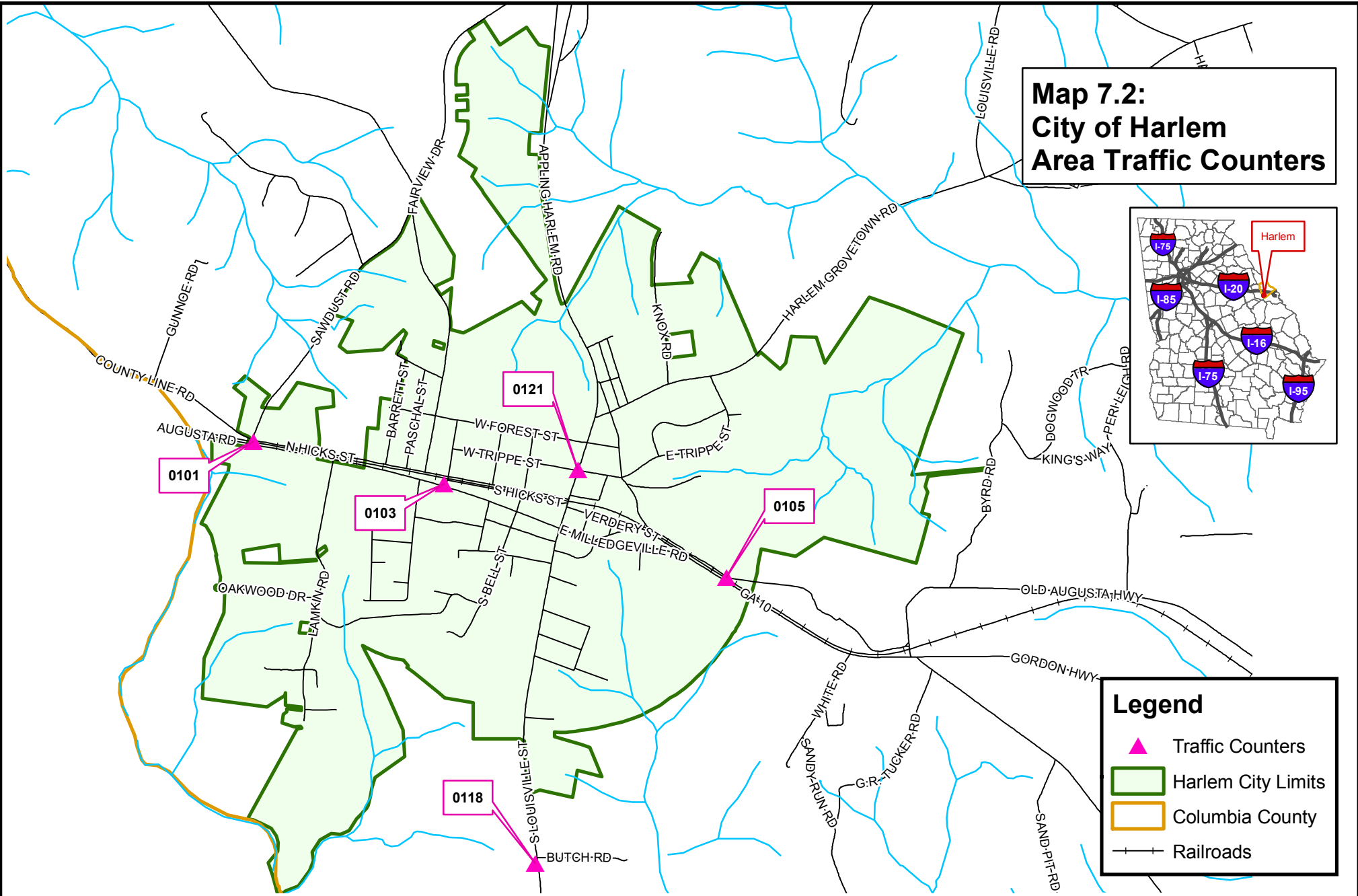
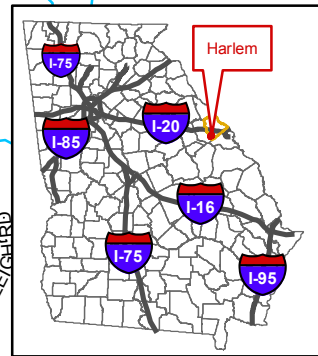
Figure 7-C: Harlem Travel Volumes (1997-2003)						
Route Type	Total Road Mileage (1997)	Daily VMT* (1997)	Total Road Mileage (2003)	Daily VMT* (2003)	Percent % Change of Total Road Mileage 1997-2003	Percent % Change of Daily VMT* 1997-2003
State Route	3.1	15,999.0	3.2	14,509.2	+3.2%	-9.3%
County Road	0.4	643.5	0.4	847.4	+0.0%	+31.7%
City Street	11.1	4,842.5	11.9	8,675.6	+7.2%	+79.2%
Total	14.6	21,485.0	15.5	24,032.2	+9.0%	+11.9%

*Source: Georgia Department of Transportation, Office of Transportation Data, “400 Series Reports.”
Vehicle Miles Traveled.

Figure 7-C illustrates that surface mileage of roads within Harlem increased 9 percent between 1997 and 2003 and overall daily VMT increased at a slightly faster rate of almost 12 percent. At almost 12 miles of surface, city streets make up the majority of the Harlem street network. VMT on state routes actually decreased slightly (-9.3 percent) but increased much more on county roads (+31.7 percent) between 1997 and 2003. The total daily VMT on Harlem’s street network increased almost 12 percent during the 6 year period measured in **Figure 7-C**.

GDOT measures traffic counts at five locations within the city of Harlem. These points are listed on **Figure 7-D**, which shows the changes in annual average daily traffic (AADT) on specific segments of Harlem thoroughfares. The information in the table combines GDOT estimates with counts of traffic traveling in both directions on a specific street segment. (*Note: When reviewing the information in **Figure 7-D**, it is important to cross-reference **Map 7.2** to find the location of each traffic counter on the applicable road segment.*)

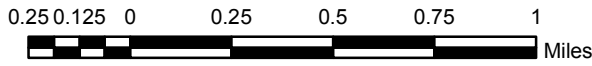
Map 7.2: City of Harlem Area Traffic Counters



Legend

- ▲ Traffic Counters
- Harlem City Limits
- Columbia County
- Railroads

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Figure 7-D: Harlem Traffic Counts – Major Thoroughfares (1999-2005) (See Map 7.2)

Traffic Counter Number (See Map 7.2)	Street	1999 AADT*	2000 AADT*	2001 AADT*	2002 AADT*	2003 AADT*	2004 AADT*	2005 AADT*	Percent % Change of AADT 1999-2005
101	Sawdust Road	5,904	5,714	5,550	6,272	6,280	5,900	6,080	3%
103	Gordon Hwy (Lamkin Rd to Club St.)	10,059	8,980	8,317	8,430	8,470	8,150	8,400	-16%
105	Gordon Hwy (US 221 to White Road)	7,071	6,829	6,829	6,875	3,280	6,290	6,420	-9%
118	US 221 (N. Hicks to Old Blythe)	2,426	2,200	2,473	1,919	2,160	2,110	2,090	-14%
121	Harlem-Grovetown Road (to New St.)	6,718	5,980	5,647	5,686	5,850	7,400	5,930	-12%

Source: Georgia Department of Transportation, Office of Transportation Data, "Annual Traffic Counts." *Annual Average Daily Traffic.

Figure 7-D suggests that 4 of the 5 segments within the Harlem city limits decreased in annual average daily traffic (AADT) by between 9 and 16 percent for the period 1999 to 2005. The chart also shows that the AADT fluctuates from year to year and that changes up or down of 10 to 20 percent are not uncommon. What the chart does illustrate, however, is the relative stability of the Harlem road network. There are no visible patterns of rapid increase where AADT has changed by 50 percent or more over time which would indicate rapid population or commercial growth. This chart shows relative stability in the community over the past 6 years. Taking the combined information illustrated in Figures 7-C and 7-D, it may be possible to assume that increases in AADT on city and county street segments may be the result of the population shift referenced in other chapters – that a larger percentage of the city’s population is made up of individuals who are now commuting to jobs in other areas of the region rather than practicing a trade within Harlem itself.

Figure 7-E: Level of Service Characteristics

Level of Service	Description
A	Free flow with low volumes and high speeds.
B	Reasonably free flow, but speeds beginning to be restricted by traffic conditions.
C	In stable flow zone, but most drivers are restricted in the freedom to select their own speeds.
D	Approaching unstable flow; drivers have little freedom to select their own speeds.
E	Unstable flow; may be short stoppages
F	Unacceptable congestion; stop-and-go; forced flow.

Source: U.S. Department of Transportation, Federal Highway Administration, "Flexibility in Highway Design."

Level of Service

The primary method for analyzing the operational efficiency of a community’s road network is by measuring the Level of Service (LOS) of the major thoroughfares within the network. According to the Transportation Research Board’s *Highway Capacity Manual*, LOS is a measure of highway congestion describing



operational conditions of a roadway in terms of average speed, travel time, maneuverability, and traffic interruptions. **Figure 7-E** provides a description of the 6 LOS categories.

It is important to note that descriptions in **Figure 7-E** focus solely on the freedom of drivers to travel between destinations with as little interference as possible. Because communities are typically comprised of multiple street types, land uses and development intensities, a LOS of A is not necessarily the most appropriate level of traffic

Figure 7-F: Level of Service by Highway and Area Type

Highway Type	Type of Area and Appropriate Level of Service			
	Rural Level	Rural Rolling	Rural Mountainous	Urban and Suburban
Freeway	B	B	C	C
Arterial	B	B	C	C
Collector	C	C	D	D
Local	D	D	D	D

Source: U.S. Department of Transportation, Federal Highway Administration, "Flexibility in Highway Design." Adapted from the AASHTO Green Book.

flow within certain areas of Harlem. For instance, the high unrestricted speeds permitted by a LOS A street are not appropriate for a residential neighborhood or central business district. **Figure 7-F** identifies the FHWA’s recommended LOS for highway types based on location. The Figure actually recommends that a LOS of B is more appropriate for the major thoroughfares within a rural level/rolling locale such as Harlem.

Based on GDOT traffic modeling, the major thoroughfares within and adjacent to Harlem are generally operating at between a LOS of A and C. **Figure 7-G** shows the most recently measured LOS for 7 road segments in the vicinity of Harlem. The Figure also predicts the LOS for each of the road segments in the year 2030.

Figure 7-G: Harlem Streets by Level of Service (See Map 7.3)

Street	Segment Number (See Map 7.3)	Segment/Classification/Recommended Level of Service	Level of Service (2002)	Projected Level of Service (2030)
US 221/SR 47:	1	SR 223 & US 278/Rural Minor Arterial (B)	B	C*
US 221/SR 47:	2	US 278 & McDuffie County Line/Rural Minor Arterial (B)	A	A*
US 278/US 78/SR 10:	3	west of Richmond County/Rural Minor Arterial (B)	A	B#
	4	east of US 221/Rural Minor Arterial (B)	B	C*
US 278/US 78/SR 10:	5	west of US 221/Rural Minor Arterial (B)	C	E*
	6	east of McDuffie County/Rural Minor Arterial (B)	B	D*
Harlem-Grovetown Rd.	7	east of US 221/Rural Major Collector (C)	A	A*

Source: Georgia Department of Transportation, Office of Planning
 *Assumes no additional capacity.
 #Assumes widening to 4 lanes

Figure 7-G makes a distinction between roads that were modeled by assuming that no additional lane capacity is added. Based on GDOT guidelines, there is only one segment

of road (US278 east of US221) that is performing below the recommended LOS for that classification type and it is projected to worsen considerably over time if the road is not improved. Other segments of road such as, US221 between US278 (Gordon Highway) and US223 and US278 east of US221 are expected to fall below their recommended LOS in the next 30 years. It appears from the list that US278 (Gordon Highway) will need some improvement over the next 30 years if the LOS for the road is to remain at its optimal level. *(Note: When reviewing the information in **Figure 7-G**, it is important to cross-reference **Map 7.3** to find the location of each traffic counter on the applicable road segment.)*

There are two significant short-term street projects identified by the Georgia *State Transportation Improvement Program (STIP)* (FY 2006-2008). The larger of the 2 projects is a downtown transportation enhancement improvement project that will replace pedestrian walkways, improve drainage, replace lighting, and improve the Harlem downtown. The second project is a GDOT project that will improve the signals at US78 (Gordon Highway) and US221 (N. Louisville St.) and create wider turn lanes for trucks entering US78 (Gordon Highway) from US221 (N. Louisville St.) and to improve the safety of the intersection. These projects are projected to be completed by 2008.

Motor Vehicle Accidents

Increased traffic volume on Harlem’s roadways unfortunately translates into a gradual increase in motor vehicle accidents. Motor vehicle accident data compiled by the Georgia Department of Motor Vehicle Safety between 1996 and 2003 shows that the total number of motor vehicle crashes in Columbia County increased 33 percent from a 1996 total of 2,427 accidents to 3,222 accidents in 2003. During this same period, the rate of Columbia County motor vehicle crashes (per 10,000 licensed drivers) fluctuated. In 2003, the rate of motor vehicle crashes was 387.3 as opposed to 393.0 in 1996.

Data provided by the Harlem Department of Public Safety, and illustrated in **Figure 7-H**, shows

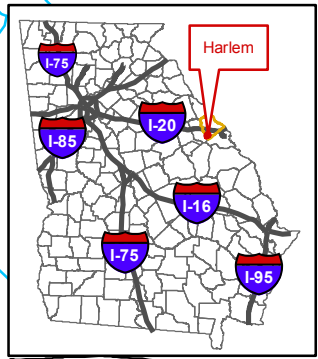
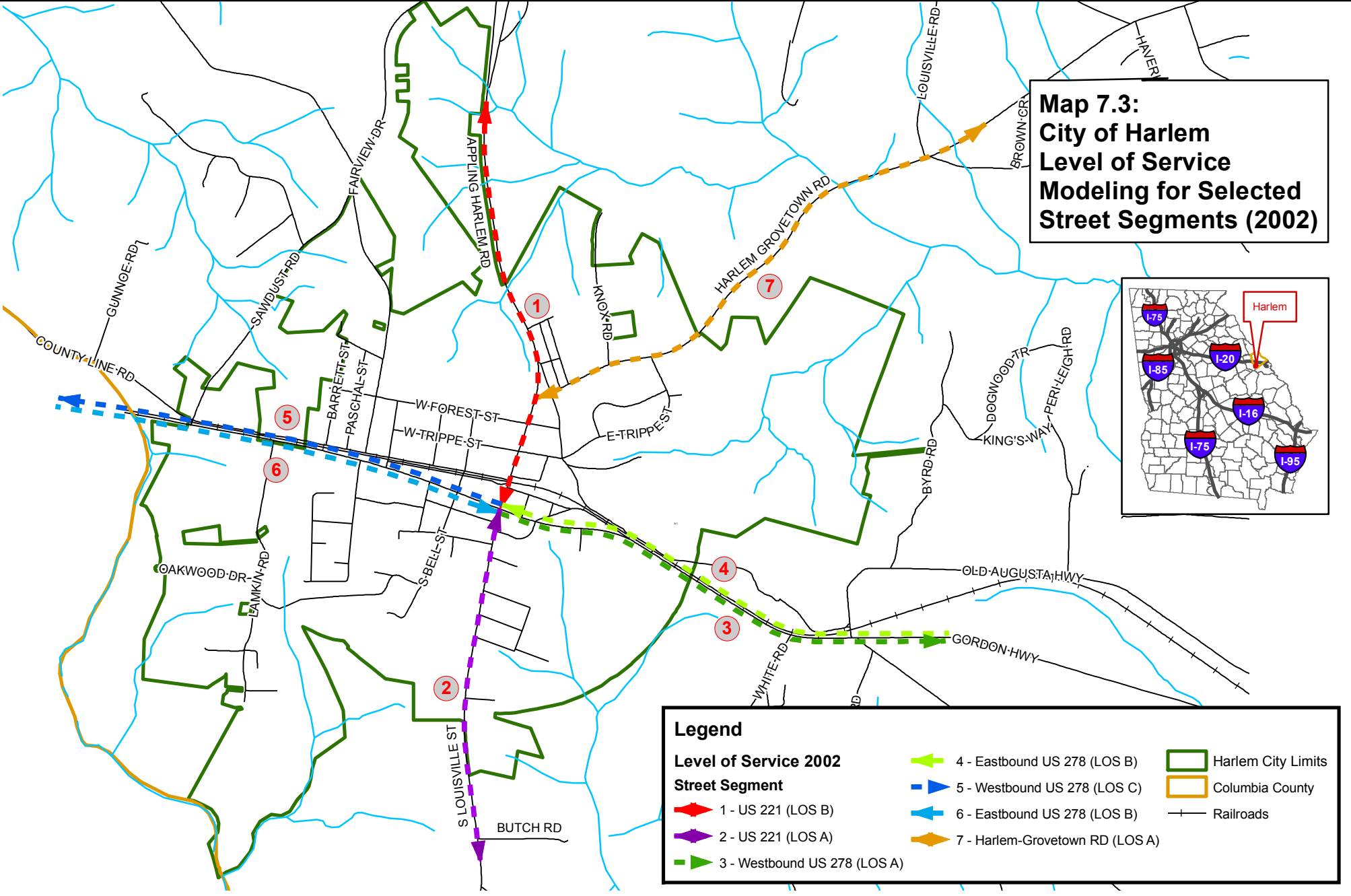
Figure 7-H: Harlem Motor Vehicle Accidents by Road (2005)

Road	Total Number # of Accidents
Highway 278 (at Hwy 221)	7
Harlem-Grovetown Road	3
GA 47	4
GA 10	4
S. Fairview Street	1
Lamkin Road	1
Fairview Drive	1
E. Boundary	1
Cook Street	1
Sawdust Road	1
New Street	1
W. Forrest Street	1
N. Hicks Street	1
Blanchard Street	1
Leonard Drive	1
Frank Neal Street	1

Source: Harlem Department of Public Safety

that the most accidents occurring in Harlem happen at the intersection of US278 and US221. This is not unexpected given the large volume of traffic that each of these roads handles throughout the year. New signaling at the intersection should help alleviate the number of accidents at the intersection.

Map 7.3: City of Harlem Level of Service Modeling for Selected Street Segments (2002)



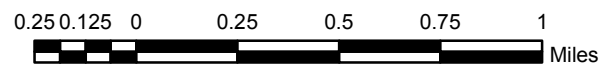
Legend

Level of Service 2002 Street Segment

- 1 - US 221 (LOS B)
- 2 - US 221 (LOS A)
- 3 - Westbound US 278 (LOS A)
- 4 - Eastbound US 278 (LOS B)
- 5 - Westbound US 278 (LOS C)
- 6 - Eastbound US 278 (LOS B)
- 7 - Harlem-Grovetown RD (LOS A)

- Harlem City Limits
- Columbia County
- Railroads

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Signalization and Signage

There is only 1 signalized intersection within the city of Harlem. It is located at the intersection of US278 (Gordon Highway) and US221 (N. Lewisville Road) and is the major intersection in the city. Three “at-grade” railroad crossings exist in the city and include lights and traffic gates which activate when a train is approaching. All other intersections with identified arterial and collector streets are posted with stop signs.

Bridges

GDOT oversees the bi-annual inspection of all bridges located on federal, state, county and city roads. The Department also oversees the bi-annual inspection of all other drainage structures on interstates and state highways only. For purposes of inspection and maintenance by GDOT, a bridge generally includes: bridges and culverts that are longer than 20 feet in length. Drainage structures typically include: those remaining structures that may allow for drainage under the roadway but are less than 20 feet in length.

Drainage structures inspected by GDOT are done so according to standards established by the Department. Communities that require assistance to rehabilitate locally owned and maintained drainage structures may request funding assistance from GDOT. While some drainage structures may exist within or adjacent to the city of Harlem, they have not been inventoried as part of the *Plan*.

GDOT’s bi-annual inspections of bridges are required by the FHWA. Bridge inspections are based on sufficiency ratings which take into account a variety of factors including: condition of major structural components, volume of traffic, load rating, type of design clearance, alignment of approach, etc. Bridges with a rating of 75 or better are deemed “sufficient.” Bridges rated between 50 and 75 are classified as “structurally deficient” while bridges rated less than 50 are “functionally obsolete.”

Figure 7-I identifies GDOT bridges in close proximity to Harlem with their most recent sufficiency ratings. Both of the bridges, as defined by GDOT, are outside of the Harlem city limits although they connect Harlem to the rest of the region. Each bridge carries a

Figure 7-I: Sufficiency Rating of Bridges in Harlem Vicinity (2006)			
Bridge (By Inventory Number)	Location	Rating	Classification
#073-0037-0	Harlem-Grovetown Road (near Harris Hammond)	91.75	Sufficient
#073-0045-0	Harlem-Wrens Road (near Whitaker)	90.67	Sufficient

Source: Georgia Department of Transportation.

very high sufficiency rating by GDOT and is in excellent condition. The first bridge is on the Harlem-Grovetown road leading out of the city toward Grovetown. The second bridge is on US221 to the south of Harlem leading towards Wrens.

PEDESTRIAN FACILITIES

A visual survey of Harlem reveals that a large percentage of streets within the municipal limits do not include sidewalks or other pedestrian features. Sidewalk segments are confined primarily to the downtown area and some adjacent residential streets in the historic neighborhoods of the city. There are no marked cross-walks within the municipal limits – although pedestrian improvements are likely to be included in the downtown streetscape project on N. Louisville Street.

Recent updates of many of the city’s land development ordinances include requirements for developments to incorporate sidewalks on all new street segments.

BICYCLE FACILITIES

The city of Harlem does not currently have any designated on-street bicycle facilities and the provision of bicycle parking facilities such as bike racks is also not required by city ordinance. A portion of the Georgia Statewide Bicycle Route system is just to the north of the city along US223, however this “route” is located 4 miles away and is largely an arterial road with relatively high speeds and no shoulders – deterring all but the most experienced cyclists from using it.

PUBLIC TRANSPORTATION

Harlem residents are currently served by the Columbia County Rural Public Transit system. This van service is available by appointment (24 hour notice required) and can provide customers with access to facilities within all of Columbia County and all portions of Richmond County north of Gordon Highway. Transportation is provided to and from the following locations:

- Education facilities
- Employment centers
- Shopping facilities
- Medical facilities
- Recreational facilities
- General places of business

The Columbia County Rural Public Transit system is operated Monday through Friday from 8:00 AM to 5:00 PM. Wheel chair clients must be ambulatory or be escorted. There are no current plans to expand service.

PARKING

The city of Harlem’s land development regulations contain off-street parking requirements for new development. Within the city, there is only one street where on-street parking is allowed – N. Louisville Road (US221). On-street parking is prohibited throughout the rest of the city. In the traditional downtown area, the city has two public

parking lots that are available to visitors at no cost. Parking is generally not an issue in the city. Even when the city holds a festival or event downtown the local businesses make their parking lots available for public use.

RAILROADS

The city of Harlem is bisected by CSX Transportation's Atlanta to Augusta mainline (the "Georgia Railroad"). CSX is defined by the federal Surface Transportation Board as a Class 1 Railroad, meaning that its average annual operating revenue meets or exceeds 255.9 million dollars. The rail line running through Harlem currently serves only freight operations and is defined as a "mainline" because it serves a large number of trains conveying a high volume of tonnage between major markets (terminals). The Augusta-Aiken MSA is a particular beneficiary of the railroad's mainline status because Augusta is home to a CSX *Transflo* bulk transfer terminal which allows for rail/truck transfers of freight.

According to the *Georgia Freight Rail Plan*, the 47 mile segment of the Atlanta to Augusta mainline, which includes Harlem, carried approximately 13.5 million gross ton miles per mile of track in 1998. Roughly 15 trains pass through Harlem on a daily basis – a gradual increase since 1998. While trains are passing through Harlem, motor vehicle traffic at 3 "at-grade" street crossings is blocked. Harlem's at-grade vehicular rail crossings are located at N. Louisville Road, N. Bell Street, and W. Boundary. The *Georgia Statewide Freight Plan* suggests that rail tonnage is expected to double throughout the state of Georgia by 2035.

Harlem is not currently served by passenger rail. The Georgia Rail Passenger Program proposes intercity passenger rail service between Augusta and Atlanta in the long-term; however, such service has not been listed as a priority or been provided funding.

TRUCKING, PORT FACILITIES AND AVIATION

Trucking

Freight traffic on roads in the Harlem vicinity is based largely on large trucks traveling through the city along US221 to areas south of Columbia County. It has been theorized that trucks use US221 and Gordon Highway to avoid the weigh station on Interstate-20, east of the city. However, without further study, this claim cannot be substantiated. Regardless of the reason, truck traffic through downtown Harlem is heavy and detracts from efforts to the revitalization the area. The large trucks discourage people from using the pedestrian walkways as a result of their noise and proximity to downtown sidewalks. Mobility of the large trucks can be limited and the city has reported that the curbs installed by the state at US221 and US278 have been repeatedly destroyed by trucks trying to make the turn onto eastbound US278. Funded improvements to the signals at this intersection should help alleviate this nuisance. Efforts to accommodate the turning motions of large trucks at the intersection promote the continued traffic through downtown – in contrast to local efforts to make the downtown area more pedestrian friendly.

Truck traffic within Harlem is restricted by city ordinance. Except for local deliveries, commercial trucks may be prohibited from traveling city-owned streets when posted. Most of the truck traffic in Harlem is limited to US221 and US278 with rare exception.

Port Facilities

The closest port facility to Harlem is located in Savannah. There is no apparent and direct economic impact of truck/port, or rail/port transfers originating or terminating in Harlem.

Aviation

There is no public use airport located within Harlem or unincorporated Columbia County. The *Georgia Aviation Systems Plan* does not recommend that an airport facility be located in Columbia County. Regardless, Harlem is within the service area of 3 public airports:

- Augusta Regional Airport at Bush Field (Level III)
- Augusta-Daniel Field (Level I)
- Thomson-McDuffie County Regional Airport (Level III)

Level I airports include runway lengths of at least 4000 feet. Level III airports include at least 1 runway of 5500 feet or more. As a result, Level III facilities can accommodate a much wider variety of aircraft, providing greater economic potential for surrounding communities. When categorizing airports by “level”, the Federal Aviation Administration typically considers runway length, facilities and traffic count

Harlem’s central location to all 3 facilities provides options for travelers who may be visiting Harlem for business or pleasure. According to the *System Plan*, all 3 airports are projected to see increased activity through 2020 - including increases in aircraft that are based at each facility, and annual aircraft take-offs and landings. As a result, the *System Plan* suggests that all 3 airports provide additional facilities and services commensurate with their roles in the state-wide aviation system.

The vast majority of take-offs and landings at all 3 airports are comprised of passenger traffic. The total value of air freight currently being handled at Augusta Regional Airport a Bush Field is negligible and expected to account for roughly \$2,000,000 million by 2035.

TRANSPORTATION/LAND USE CONNECTION

Harlem’s land development pattern is largely characterized by low-density residential land uses. Low-density single-family development consumes land at a greater rate than most other land uses and requires the construction of more miles of public streets and other infrastructure. All new development in Harlem is required to have access to a public street; but, because all non-residential land uses in the city have typically located on existing state or county highways, the city’s land development regulations only include dimensional design standards for local residential streets. New residential developments in Harlem also tend to lack multiple access points, choosing instead a

single entry pattern. This creates a greater flow of traffic onto large capacity arterials and reduces travel options. With these newer exceptions noted, the city of Harlem has largely been built on a grid pattern with multiple access points and good traffic flow opportunities.

The central business district (CBD) of Harlem is limited to a small stretch of US221 (N. Louisville Road) just north of Gordon Highway. More commercial is located along Gordon Highway, however it is more auto oriented than the CBD. Good occupancy rates in the CBD has helped Harlem maintain its early 20th century character.

ASSESSMENT

ROAD NETWORK

Existing Road Network/Traffic Volumes/Level of Service

Of the developable land remaining in the city, the vast majority is expected to convert to low-density residential land uses over time as Harlem continues to develop as a bedroom community to the Augusta urbanized area. In addition, as Harlem annexes land, it is expected that most of these tracts will likely be for low-density residential development as seen in recent neighborhoods constructed in the city. Such a development pattern ensures that traffic volumes will increase on existing arterial streets. However, projections made by GDOT indicate that with current growth patterns, service levels on arterial roads are not expected to decrease greatly over the next 25 years with the exception of US278 (Gordon Highway) – (See **Figure 7-G**). These projections do not assume any additional capacity to the road and given the current width it may not be possible to increase the capacity. Therefore, the projections contained in **Figure 7-G** support that alternatives to capacity building should be explored in order to maintain a reasonable traffic flow through the city.

To help offset projected decreases in the efficiency of traffic flow on US278 (Gordon Highway), Harlem should coordinate with Georgia DOT and Columbia County to incorporate access management standards for arterial streets in order to increase efficiency. By working with these jurisdictions to create and adopt access management standards that promote greater separation of driveways, cross-access easement requirements, traffic control medians, etc.; long-term functional efficiency of major thoroughfares may be improved.

In addition, Harlem can also pro-actively address projected decreases in traffic flow efficiency by promoting greater interconnectivity between streets and developments. By creating these linkages, some future traffic can be channeled off of existing state highways. Greater interconnectivity of streets disperses traffic more effectively by giving drivers multiple route options. A few ways for Harlem to address this connectivity is to require new residential developments to have multiple connections to adjacent housing or institutional uses when applicable, and to extend internal streets to property lines so that future development on vacant adjacent tracts can tie into an extended grid street system. Harlem can also work with other jurisdictions to create a major thoroughfare plan for the area - defining potential routes for future collector and arterial streets – while incorporating design standards for these type of thoroughfares within its development regulations. The major thoroughfare plan could include an “official map” providing local jurisdictions with the right to purchase and reserve future road corridors as new development occurs. By developing and adopting street design standards for collector and arterial streets within the municipal limits, Harlem would have the ability to require that such streets be built as surrounding properties are developed.

Motor Vehicle Accidents

As with most communities, the vast majority of motor vehicle accidents in Harlem occur on or near the thoroughfares with the greatest traffic volume. In Harlem, these accidents

are occurring primarily at the intersection of US278 and US221 (Gordon Highway and N. Louisville Road).

The most efficient way for the city to limit motor vehicle accidents at this intersection is to work with GDOT to improve the intersection and make the signaling system more efficient – including the provision of new turn lanes. The *STIP* shows that money has been allocated for an improvement to the intersection and new signals.

Signalization and Signage

As briefly discussed previously, there are signalization issues at the main intersection of US278 and US221 which is the site of numerous accidents throughout the year. GDOT has earmarked funds to improve the signals and widen the intersection so that large 18-wheel trucks do not tear up the curbs when trying to navigate the intersection.

Harlem should address signage through the main downtown section of the city. Most of the signage is cluttered and difficult to read. These may be a requirement by the state but it would be clearer for motorists to see where they were going if the signs were made less cluttered. State requirements can be met while improving driver visibility and aesthetics through the adoption of a city-wide “way-finding” signage program that provides for a more uniform signage theme throughout Harlem.



Way-finding signage reduces the visual clutter of community signage while producing a consistent theme and identity.

Bridges

There are no apparent deficiencies to bridges and drainage structures in the Harlem vicinity. Close coordination of Harlem staff with GDOT engineers regarding the date and results of biannual bridge and drainage structure inspections will enable Harlem to act promptly on potential future deficiencies. Also, active coordination with Columbia County will enable Harlem to proactively seek the means to correct potential problems to facilities within or adjacent to the city.

PEDESTRIAN FACILITIES

Pedestrian facilities such as sidewalks and walkways are a fairly easy way for a community to develop a transportation system not solely reliant on motor vehicles. Road segments including sidewalks are a reminder that streets are intended to convey people – not vehicles. Not only do such facilities provide Harlem residents with a viable transportation alternative; but, they provide pathways on which people can exercise and experience the outdoors.

As a historic city developed at the turn of the century, Harlem has a ready pedestrian system throughout the historic districts and downtown area. In fact, Harlem has received \$375,000 to improve its pedestrian walkways throughout the downtown area along US221. Harlem has also been very proactive in continuing the development of the pedestrian system by requiring sidewalks as part of new development. Like most communities; however, there are gaps in the pedestrian system which can decrease its feasibility as a transportation option. The sidewalk system in most new subdivisions ends at the entrances to the developments. Many of these limitations can be addressed when street improvements are planned within the city. In the short-term, Harlem's pedestrian network can be increased by incorporating basic changes in its land development regulations such as: requiring new development to build sidewalks on their portion of street frontage; and, requiring "walkway" connections (pedestrian paths not located in a street right-of-way) between residential developments and adjacent land uses such as parks, schools or major shopping destinations.

Pedestrian networks can also be improved through changes in basic design features. Sidewalks of 5 feet in width, rather than 4 feet, allow 2 people to walk comfortably beside each other. Revising street design standards to move sidewalks at least 6 feet away from curbs decreases design conflicts where sidewalks cross driveway approaches, provides room for tree plantings and provides pedestrians with a greater feeling of safety – particularly on higher-volume streets. Painting motor vehicle stop bars and pedestrian crossings on the street pavement at intersections can also provides drivers with a better understanding that they are in a pedestrian environment. Mid-block crosswalks can also be enhanced by incorporating traffic calming features in the pavement such as speed tables or rumble strips and/or strategically installing "Yield to Pedestrian" signage at key locations.

BICYCLE FACILITIES

The communities best prepared to deal with increasing traffic congestion are those which invest in non-motorized elements of their transportation system. Gradual investment in on-street and off-street bicycle facilities increases a community's quality of life by providing residents with more than 1 transportation option. As more retail and office uses follow population trends and locate in Harlem, local residents will have more options to work and shop within the city. Under Harlem's current development pattern, these increasing "internal" trips will need to be accommodated almost entirely by motor vehicles.

Bicycling in Harlem can be encouraged through designating routes through city streets, posting "share the road" signs, and providing bike racks in the city's downtown. Residents could be encouraged to use bikes to get downtown and the routes could encourage bicyclists from outside the city to explore Harlem.

The city could revise land development regulations to include requirements for bike lanes on new targeted collector level streets; and, include bike lanes in future road improvement projects. The relatively low traffic volume and speeds on collector streets makes bike traffic suitable and provides the basic facilities to encourage novice bike riders to consider some trips (to neighbors, parks, schools, convenience store, etc.) as bicycle commuting opportunities. Some existing streets can also receive pavement

markings that illustrate that cyclists have a right to be on the thoroughfare; but, unlike bicycle lanes there is no stripe on the road that insinuates that the cyclist is limited to a narrow section of pavement close to the curb.

A bicycle network also requires facilities for cyclists when they arrive at a destination. Many communities require the provision of bicycle racks as part of new development through their zoning ordinances. Others initially promote bicycle parking by providing bicycle racks at properties owned by the local jurisdiction. The new pedestrian walkway project in downtown Harlem would be an excellent opportunity to begin promoting bikes as a transportation option.

PUBLIC TRANSPORTATION

While Harlem residents have access to Columbia County's transit system, limited services result in logistical challenges for persons interested in utilizing public transportation. It is possible that, because of system overlap, Harlem residents using the Columbia County Rural Public Transit system may be able to access the Augusta public transit system to provide additional travel options within the City; but, this option does not ease the logistical burden of using public transportation.

Statistics in the *Georgia Statewide Transportation Plan* illustrate that road construction and maintenance will not be able to keep pace with projected vehicle miles traveled. The result is that increased traffic congestion in Harlem and statewide is almost guaranteed. Recognition of projected increases in traffic congestion, combined with the current lack of viable public transit options, may indicate that Harlem should consider discussing ways to increase transit options with local public transit service providers. Options could range from increased hours for existing services, to the establishment of new targeted transit services such as express commuter buses.

PARKING

Harlem has two municipal parking lots in the downtown area open to the public for free. In addition to this, on-street parking is allowed only along N. Louisville Road but not in other parts of the city. Off-street parking requirements are contained in the Harlem zoning regulations. There is no indication at this time that continued application of these standards will fail to address future parking needs on non-residential properties within the city. Particular attention should be paid, however, to off-street parking lot design standards for non-residential development. Harlem can address any pending development issues by considering potential revisions to its parking lot design standards such as: increasing driveway throat lengths, spacing of access points, traffic control islands and medians, and on-site pedestrian walkways between parking areas and buildings.

Harlem's prohibition of most on-street parking ensures unobstructed traffic flow of emergency and service vehicles throughout the entire city. This prohibition does have the potential to create unintended consequences – particularly in residential subdivisions with wider pavement widths than historic neighborhoods. The lack of any

on-street parking on local residential streets increases the width of travel lanes and can encourage higher speeds in neighborhoods. Instances of front yard parking can also increase for residents with multiple vehicles or in instances where there are large gatherings. Additionally, should Harlem wish to develop areas in the future according to a more traditional building pattern – such as a downtown business district or neo-traditional subdivision – parking needs will have to be addressed partially through the provision of on-street parking.

Harlem is encouraged to consider a review of its on-street parking policies to determine whether there are street segments with adequate width to allow some on-street parking – particularly on streets with curb and gutter. In older and newer residential areas, many communities allow parking on 1 side of the street (often times on the side of the street in which sidewalks are constructed to provide an additional buffer for pedestrians). The City can also coordinate with the U.S. Postal Service to reduce or eliminate the number of development with rural route mailboxes – relying instead on mailboxes or mail slots at the front door. Whether for contemporary subdivisions or traditional style developments, alternative street standards can be created that accommodate on-street parking and emergency access.

RAILROADS

Harlem benefits indirectly by increased use of the CSX rail line that bisects the city and the *Transflo* facility located in Augusta. Increased use of these facilities translates into potential jobs for residents of the entire Augusta-Aiken MSA. Unfortunately, Harlem is most directly impacted by the noise, traffic delays and potential disruption of emergency response which can occur when freight trains pass at-grade street crossings.

Increases in both rail freight and motor vehicle volumes are not likely to subside in the foreseeable future. Due to the way in which the rail line bisects the city, there are no opportunities for a cost effective way to change at grade crossings to below- or above-grade crossings. Noise abatement may be accomplished by working with CSX to establish “quiet zones” at existing at-grade crossings. Quiet zones are one or more at-grade crossings where train horns are not routinely sounded. Rules for the establishment of quiet zones are maintained by the Federal Railroad Administration.

While the inclusion of passenger rail service on existing rail lines has the potential to increase train traffic through Harlem, such a scenario is unlikely in the short-term. There is no funding for the establishment of an Augusta to Atlanta intercity passenger rail line – nor is funding likely in the near future. Even if passenger rail service is established between Atlanta and Augusta there is no guarantee that it would be located within existing CSX rights-of-way (although that is currently the most cost-effective approach). There is also no guarantee that Harlem would be directly served by passenger rail through the construction of a depot within the city limits.

TRUCKING, PORT FACILITIES AND AVIATION

Trucking

Harlem hosts a large amount of truck traffic through the center of town as trucks drive south on US221 to other parts of the region. The trucks’ cargo varies from logs to retail goods, to other consumption items. While it is largely suspected that a portion of this truck traffic is the result of some trucks avoiding the weight station on Interstate 20, this cannot be confirmed and the city must deal with the amount of truck traffic that use routes through the city. The number of trucks driving through the downtown is a nuisance and discourages pedestrian activity and sidewalk cafes. The only way to eliminate this undesirable traffic is through construction of a by-pass. In light of anticipated growth in and around Harlem, and the length of time that it can take to add such projects to the *STIP*, the city should consider initiating work with GDOT and Columbia County to develop a by-pass around the city. While such by-passes can have the unintended consequence of reducing visibility of downtown businesses to drivers – without this option, the city’s efforts to promote a pedestrian-friendly downtown can be



Large truck traffic will continue to bisect downtown Harlem until another travel option is provided.

inhibited as traffic increases to levels that decrease pedestrian and bicyclist comfort. A by-pass can be designed to limit direct access from adjacent properties – limiting the possibility that it will generate new businesses that will compete with established downtown merchants. In addition, efforts to secure right-of-way for a by-pass at this time could be much less difficult and costly than when areas around the city begin to develop.

While the city of Harlem has an ordinance in place restricting truck traffic to arterial streets, violations are not an infrequent occurrence. Additional efforts should be considered to improve truckers’ awareness of the local truck ordinance. Truckers should also be made aware of the city’s no “air brake” ordinance. A solution could be to post new signage at critical intersections (such as the US221 and E. Trippe St. intersection) notifying drivers of truck restrictions and/or hazards to oversized trucks a rail crossings. The appropriate signage solution can be identified through consultation with the GDOT and the FHWA’s *Manual on Uniform Traffic Control Devices*.

Port Facilities

There is no apparent and direct correlation between Harlem and coastal port facilities requiring action by the city.

Aviation

Harlem is located in close proximity to 3 public use airports providing a range of aviation services to the CSRA region. Further development of all 3 facilities is recommended by the Georgia Aviation Systems Plan to increase the effectiveness of each airport’s services.

With no projected capacity deficiencies at any of the 3 accessible airports, travelers to and from Harlem – whether flying commercial, chartered or personal aircraft – will continue to benefit from competitive options. Because of demand /capacity ratios which are projected to remain low for the foreseeable future, Harlem’s airport options appear adequate.

TRANSPORTATION/LAND USE CONNECTION

Anticipated new residential growth in Harlem will undoubtedly result in immediate increases in City tax revenues. These increases will enabled the City to continue the expansion of public services and infrastructure to meet the immediate needs of new residents and businesses. Development patterns that are predominantly dependant on low-density residential growth however, risk creating infrastructure networks that are difficult to maintain over extended periods of time – particularly transportation systems. When homes are constructed further apart, it is necessary to extend streets, curb and gutter and sidewalks additional distances. Although most of these initial costs will be paid by the developer or new residents, it will ultimately be the responsibility of the local jurisdiction to provide for long-term maintenance.

Even though it is likely that new retail and office uses will locate within Harlem, locating these uses along highly traveled thoroughfares, with few linkages to adjacent residential streets limits accessibility to businesses by most individuals other than those who choose to drive. While provision of facilities in non-residential areas that promote bicycle and pedestrian accessibility is certainly advisable (and promoted in the *Plan*), the shear distances that exist as a result of low-density development discourage most residents from commuting or conducting errands in anything other than their automobiles. All of these trips create more wear and tear on the street system and increase maintenance needs. Because maintenance of the city street network is inevitable, Harlem should immediately consider ways that it can supplement its maintenance budget so that long-term needs can be met with less concern about future valuation of property.

As referenced in Chapter 9, Harlem should also consider designating areas where higher-density redevelopment can occur. Doing so will result in a larger population base located close to the city center that utilizes a smaller network of public streets. Redevelopment of these areas to higher densities is possible largely through the use of the central city’s interconnected street grid. While some additional street connections and upgrades may be necessary to promote such redevelopment activity, the resulting long-term comparison of revenues vs. expenditures is likely to exhibit fewer demands on city services and infrastructure.

In addition, Harlem continues to generate most of its business activity in the downtown CBD. As suburban growth extends to Harlem, a greater number of retail establishments will begin to locate on Gordon Highway. Many of these new establishments can compete directly with downtown businesses – particularly due to there location on a high visibility major thoroughfare. In order to guarantee a long-term awareness on behalf of motorists that there is also a downtown business option, efforts should be made to promote the extension of the CBD (and a traditional building pattern) an additional half block to the south so that it flanks all 4 corners of the U.S. 221 and U.S. 278 intersection.

INTRODUCTION

Successful implementation of the *Harlem Comprehensive Plan* is largely dependant on maintaining and/or enhancing the relationships that the city has with other government entities. The intergovernmental coordination component of the *Plan* provides Harlem with the opportunity to inventory existing multi-jurisdictional agreements and policies, and the localized policies of adjacent jurisdictions. An assessment of these agreements and policies ensures that successful *Plan* implementation is achieved in concert with the objectives of other governments and entities.

ADJACENT LOCAL GOVERNMENTS

Columbia County

Harlem is located within Columbia County. As a result, the city and county coordinate on a wide range of topics relating to infrastructure, growth and development. Continuing cooperation between these 2 jurisdictions is evidenced by a recently updated joint Service Delivery Strategy (SDS). The SDS was updated concurrently with the *Columbia County Growth Management Plan* and ensures adequate delivery of public services to citizens of Columbia County, Harlem and Grovetown.

McDuffie County/City of Thomson

Harlem is also directly adjacent to McDuffie County. Because Harlem receives 90 percent of its water from Columbia County, the city has approached the City of Thomson to provide an alternative source of water. Thomson is amenable to Harlem tapping into a trunk line that is located in McDuffie County within close proximity to the city limits. A potential water service agreement benefits Thomson by bringing new customers to the water system. Because of the City of Thomson's close working relationship with McDuffie, working cooperatively with Thomson on water projects benefits Harlem by allowing for additional residential growth, and creates the atmosphere for potential future partnerships with both jurisdictions.

SPECIAL AUTHORITIES AND DISTRICTS

Columbia County Solid Waste Management Authority

Harlem is a member of the Columbia County Solid Waste Management Authority (SWMA) and is represented on the Board. The SWMA oversees solid waste disposal activities at the Columbia County Landfill. The landfill has reached capacity and is slated to close in 2006.

SCHOOL BOARD

Columbia County Board of Education

All public schools attended by Harlem students are operated by the Columbia County Board of Education (CCBOE). Currently, all portions of Columbia County south of Interstate 20 – including Harlem, lie within School Board District #4. District #4 is proposed to be expanded to also include rural areas in the western and northern portion of the county. This change would also result in the creation of a Board Chairman position elected by a county-wide vote. Proposed legislation creating this change is anticipated to take affect in 2007. The CCBOE keeps local communities informed of events through their Community Relations Department

Harlem currently keeps the CCBOE informed of growth patterns by providing the administration with copies of approved preliminary subdivision plats.

DEVELOPMENT AUTHORITIES AND DISTRICTS

Development Authority of Columbia County

Previously identified in the *Plan* as an economic resource for Harlem, the Development Authority of Columbia County is the only independent development authority that directly impacts the city of Harlem. As noted, the organization's primary mission is to recruit new businesses to Columbia County and to provide the necessary assistance to existing businesses in order to retain them, assist with relocation or expand. The Authority works in cooperation with the Columbia County Board of Commissioners and Chamber of Commerce to market local site selection and expansion opportunities to existing or prospective Columbia County businesses.

FEDERAL, STATE AND REGIONAL PROGRAMS

Central Savannah River Area Regional Development Center

Harlem is also a member of the Central Savannah River Area Regional Development Center (CSRA RDC) and benefits from access to planning, grant writing and aging programs. Harlem is also kept aware of Developments of Regional Impact (DRI) by the CSRA RDC staff in accordance with procedures established by the Georgia Department of Community Affairs.

Family Connection

Family Connection is a statewide network of 159 county collaboratives in Georgia that commit to improving results for children and families in five areas: healthy children, school readiness, school success, strong families and self-sufficient families. Harlem has served as a fiscal agent for Family Connection since July 1, 2004 which means that all funds for the Harlem chapter flow through the city. The city also provides office space,

phone service, and internet service for the local organization. Its current benchmark is to improve the high school graduation rate in Columbia County.

Fort Gordon Military Reservation, U.S. Department of Defense

Located just to the northwest of Fort Gordon, Harlem’s economic well-being is closely tied to the activities within the Fort. The Fort *Gordon Joint Land Use Study (2005)* which addresses the need to avoid land uses on private properties in close proximity to the Fort that can disrupt its mission. Recommendations contained within the *Study* will be considered when developing the city’s future development map and the goals and objectives of other portions of this plan.

ASSESSMENT

ADJACENT LOCAL GOVERNMENTS

Columbia County/McDuffie County/City of Thomson

The joint SDS between Harlem and Columbia County has facilitated new growth in both jurisdictions. Harlem's potential water arrangements with the City of Thomson may lead to future mutually beneficial agreements between Harlem, Thomson and McDuffie County.

SPECIAL AUTHORITIES AND DISTRICTS

Columbia County Solid Waste Management Authority

The impending closure of the Columbia County Landfill will leave the SWMA with little remaining responsibility. While the SWMA may remain largely inactive, it will still have a role to play in making sure that the landfill site does not deteriorate over time and create pollution problems in adjacent groundwater and streams. The SWMA may also need to take a more active role in solid waste disposal in the future, should an additional solid waste facility be needed within Columbia County.

SCHOOL BOARD

Columbia County Board of Education

It is imperative that the CCBOE be able to anticipate the location and rate of population growth throughout all jurisdictions in Columbia County. To assist the CCBOE in being pro-active in anticipating community-wide growth, Harlem can provide them with additional development information. The city should consider making direct contact with the CCBOE for any anticipated development activity ranging from amendments to the future development map, to notices of residential rezonings, to preliminary plats prior to City Council approval. Providing input prior to development activities allows the CCBOE the opportunity to work with the Harlem City Council and Planning Commission before potential conflicts occur.

DEVELOPMENT AUTHORITIES AND DISTRICTS

Development Authority of Columbia County

Harlem should consider the preparation of an annual report that it can provide to agencies such as the Development Authority of Columbia County that summarize development activity in the city including residential building permits, infrastructure improvements and business licenses. Provision of this information reminds the

Development Authority of the positive business climate within Harlem as they consider the marketing of development sites.

FEDERAL, STATE AND REGIONAL PROGRAMS

Central Savannah River Area Regional Development Center

A variety of planning, grant writing and other local government services are available to Harlem through the use of their Regional Development Center.

Family Connection

Harlem should continue to support this organization and its stated benchmark to improve the high school graduation rate in Columbia County.

Fort Gordon Military Reservation, U.S. Department of Defense

Harlem should continually consult the recommendations contained within the *Fort Gordon Joint Land Use Study* when considering annexation and other development activities.

INTRODUCTION

Development patterns and the use of land are the most obvious manifestation of all demographic information provided in previous chapters of this plan. The built form that property takes – in contrast to the natural setting remaining on other pieces of property – is inextricably tied to a variety of factors ranging from population change, to location of infrastructure, to job creation, environmental limitations, etc.

This chapter reviews the current land use pattern in Harlem and compares it to the information and projections formulated in previous chapters. By making these comparisons, the *Harlem Comprehensive Plan* formulates a preliminary land use and development plan to meet the future economic, social, physical and environmental needs of the city. The land use and development plan proposed in this chapter takes the form of preliminary recommended “character areas.” This format provides Harlem with a framework for making development decisions that are complementary to long-term goals. The format also allows adequate flexibility for Harlem to alter development strategies according to unanticipated changes in conditions, while avoiding the emergence of inefficient development patterns.

Unlike previous chapters, this chapter does not contain an “Assessment” section. Assessment of land use in Harlem is summarized within the section addressing preliminary recommended character areas.

LAND USE CATEGORIES

The Georgia Department of Community Affairs’ (DCA) “Standards and Procedures for Local Comprehensive Planning” includes a list of standard land use categories. The broadly defined land use categories contained in the list establish the parameters under which each local jurisdiction should classify existing parcels. The following section provides an overview of the land use categories Harlem has opted to utilize in order to inventory current land uses. A breakdown of current land uses in Harlem is contained in **Figure 9-A** and **Map 9.1**.

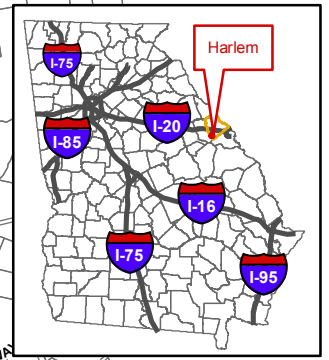
Residential

The vast majority of residential property in Harlem is composed of single-family detached “stick-built” homes – although there are limited numbers of mobile homes, duplexes and multi-family structures. Harlem as opted to illustrate their residential land uses according to the following 3 sub-categories:

General Residential

The general residential category includes most low-density residential housing types within the city limits including single-family detached dwellings, single-family attached dwellings and duplexes.

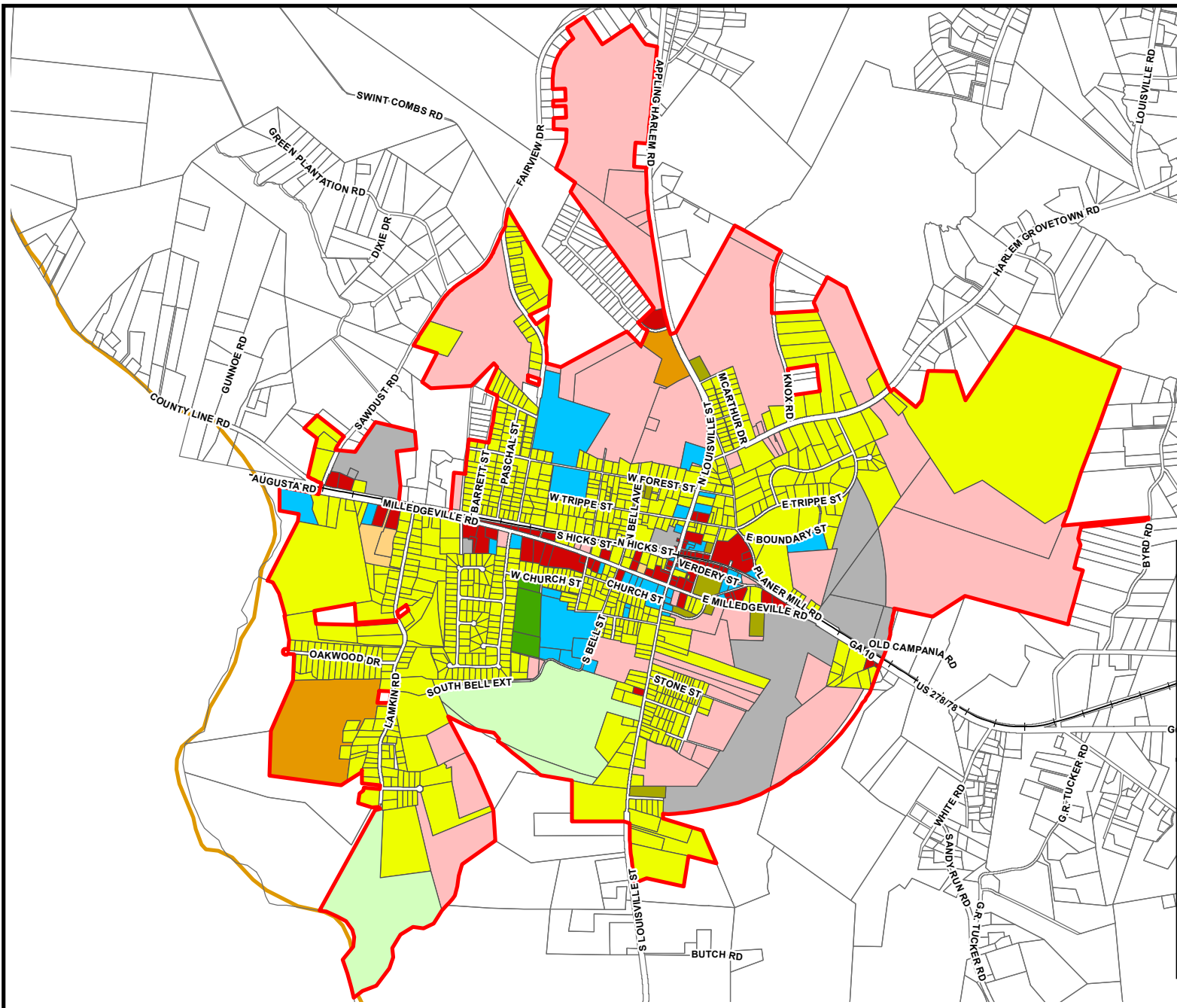
Map 9.1: City of Harlem Current Land Use



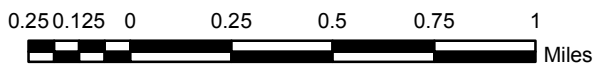
Legend

Current Land Use

- Residential
- Multifamily Residential
- Manufactured Housing
- Commercial
- Industrial
- Parks/Recreation/Conservation
- Public/Institutional
- Transportation/Communication/Utilities
- Agriculture/Forestry
- Unused/Undeveloped
- Harlem City Limits
- Columbia County
- Railroads



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Regional Development Center
GIS Department
3023 Riverwatch Parkway, Suite A
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www.csrrdc.org
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Manufactured Housing

Manufactured housing includes all mobile homes or trailers that precede or meet the current definition of manufactured housing as defined by the National Manufactured Housing Construction and Safety Standards Act of 1974, as amended (42 U.S.C. 5401-5445). This sub-category has been applied to all parcels containing at least 1 manufactured housing unit.

Multi-Family

The multi-family category includes property with residential structures containing 3 or more dwelling units.

Commercial

Includes: All land dedicated to non-industrial business uses including retail sales, offices and general services.

Industrial

Includes: Manufacturing facilities, processing plants, factories, warehousing and wholesale trade, mining or mineral extraction, etc.

Public/Institutional

Includes: Government and institutional uses such as city halls, government building complexes, police and fire stations, libraries, prisons and post offices, schools, military installations, etc. Also includes private facilities such as colleges, churches, cemeteries, hospitals, etc. Some public facilities such as utility or recreational properties are classified in other more appropriate categories.

Transportation/Communication/Utilities

Includes: Major transportation routes, public transit stations, power generation plants, railroad facilities, radio towers, telephone switching stations, airports, etc.

Park/Recreation/Conservation

Includes: Land dedicated for active or passive recreational uses. These public or privately owned properties may include playgrounds, parks, nature preserves, wildlife management areas, national forests, golf courses, recreations centers, etc.

Agriculture/Forestry

Includes: Land dedicated to farming such as fields, lots, pastures, farmsteads, specialty farms, livestock production, etc; and, large-scale agriculture operations, commercial timber or pulpwood harvesting.

Undeveloped/Vacant

Includes: Lots or tracts of land that are served by typical urban public services (water, sewer, etc.) but have not yet been developed for a specific use or were developed for a specific use that has since been abandoned.

Mixed Use

While there are a number of structures within the central business district (CBD) that have the potential to incorporate a mixture of uses such as retail, office and residential; these buildings are currently being utilized for single-uses. As a result, CBD properties are represented on the current land use map (See **Map 9.1**) as commercial or industrial - although the preliminary character areas recommended in this chapter promote the future use of the CBD as a mixed-use district.

Harlem has also recently approved a planned development (PD) district for a tract within the city. The PD concept plan that has been approved by the city includes more than 1 land use; but, these uses are still divided into single-use tracts of land. There is no apparent example in Harlem where multiple uses are mixed on single tracts of land; or, within single structures. As a result, this category is omitted from the current land use map.

CURRENT LAND USE

Considering all but the “mixed use” land use category referenced in the previous section, **Map 9.1** illustrates the breakdown of current land uses in Harlem according to individual parcel. It should be noted that some of the large “undeveloped/vacant” properties identified on the map (particularly on the northern edge of town) have been approved for new residential development but had not yet begun construction as of the adoption of the *Plan*.

Figure 9-A shows that roughly 48 percent of all property in Harlem is used for residential purposes – particularly low-density residential. The Figure also illustrates that cumulatively, agricultural/forestry and undeveloped/vacant property accounts for over a third of Harlem’s land area. The large tracts that comprise these land uses – combined by their locations - are the most likely properties to eventually convert to additional residential uses.

Figure 9-A: Harlem Current Land Use Distribution (2006)

Land Use Category	Acres	Percentage
General Residential	977.1	42.8%
Manufactured Housing	9.3	0.4%
Multi-Family	14.8	0.6%
Commercial	53	2.3%
Industrial	165.3	7.2%
Public/Institutional	89.5	3.9%
Transportation/Communication/Utilities	67.3	2.9%
Parks/Recreation/Conservation	13.4	0.6%
Agricultural/Forestry	157.5	6.9%
Undeveloped/Vacant	737.8	32.3%
Total	2285	100.0%

Source: City of Harlem, CSRA RDC

AREAS REQUIRING SPECIAL ATTENTION

In preparing the *Community Assessment* portion of the *Harlem Comprehensive Plan*, it is necessary to evaluate existing land development patterns to determine if any areas within the city should be given special attention. By reviewing prior chapters of this document and comparing the information contained within each to knowledge gained from public meetings, interviews and field research, clear land use characteristics emerge.

The “areas requiring special attention” listed in this section are compiled under headings contained in the “Standards and Procedures for Local Comprehensive Planning.” The supporting descriptions in this section are brief because they summarize the analysis and assessment made throughout other portions of the *Community Assessment* document. In addition, all areas described in this section are also incorporated into preliminary character area recommendations.

Areas of Significant Natural or Cultural Resources

- *Harlem Historic (Business) District.* The commercial, industrial and institutional properties comprising the central business district and located within the boundaries of the area designated by the *Harlem Historic Resources Survey* as being eligible for listing on the National Register of Historic Places.
- *Harlem Historic (Residential) District.* The largely residential area around the central business district and located within the boundaries of the area designated by the *Harlem Historic Resources Survey* as being eligible for listing on the National Register of Historic Places.
- *Harlem Heights Subdivision.* Intact example of post-WWII housing development intended to ease the housing shortage which occurred as a result of soldiers returning from the war. Boundaries identified by the *Harlem Historic Resources Survey* and potential eligibility for district listing on the National Register of Historic Places.

Areas Where Rapid Development or Change of Land Use is Likely

- *Northern Harlem.* Annexed property to the north and northeast of the city (primarily along U.S. 221 and Harlem-Grovetown Road) that likely to develop as low-density residential.

Areas Where Development May Outpace Community Resources and Services

- None apparent. New development potential around the edge of Harlem is being made possible by the city’s pending expansion of waste water treatment capacity.

Areas in Need of Redevelopment

- *Southeast Harlem.* Principally extending along S. Louisville Street and areas to the east, this quadrant of the city exhibits greater numbers of housing that is in a

deteriorated condition. Poor conditions on private property are accompanied by sub-standard streets and storm water drainage systems.

Large Abandoned Structures or Sites

- None apparent.

Areas with Significant Infill Opportunity

- *Harlem Historic District.* The central business district and surrounding historic residential neighborhoods include a number of random parcels that can be developed according to design guidelines developed by the city.

Areas with Significant Disinvestment

- See previous “Areas in Need of Redevelopment” sub-section.

RECOMMENDED CHARACTER AREAS

Knowledge gained from data and information displayed throughout all sections of the *Community Assessment* document can be translated into a preliminary future development scenario for Harlem. This preliminary scenario is presented in the form of “character areas” as recommended by the “Standards and Procedures for Local Comprehensive Planning.” Character areas not only identify existing and future land uses that may be appropriate for a particular area, they can highlight a variety of other factors such as: the form, function and style of new development; existing features that should be incorporated into future development scenarios; and, relationships to adjacent development. In short, a character area addresses not only *WHAT* a piece of land should be used for; but, also *HOW* that land should be used.

Preliminary character areas that are referenced in this section can be found on **Map 9.2**. The recommended preliminary character areas in the *Community Assessment* will not necessarily retain their current composition following the completion of the *Community Agenda* document. By incorporating additional public input, character area boundaries and descriptive elements may be revised. In addition, other character areas may be identified or, some areas contained in this chapter may be eliminated.

CHARACTER AREA INTERPRETATION

While the preliminary character area recommendations in this chapter are subject to change, please make note of the following character area features:

Boundaries

General Characteristics

Unlike a parcel-specific future land use map, boundaries on a character area map are conceptual and may cross parcel lines. The character area boundaries in this document are intended to represent an approximation of character area location. This flexibility allows the governing body charged with implementing the plan to make decisions based on changing conditions while reducing the need to continually update the future development map. As a result, it is possible to assume that small parcels located directly adjacent to 1 or more character areas may be permitted by the local government to develop according to the parameters of the adjacent area rather than the area in which it is located. Such an action should be taken sparingly and the decision should only be made if the local government can show that it is consistent with the recommendations provided in all other sections of the *Harlem Comprehensive Plan*. For the most part however, tracts should develop according to the parameters established in the specific character area in which it is located. Harlem is strongly encouraged to initiate amendments to their future development map whenever they intend to promote a development pattern in an area that is contrary to the adopted map.

Annexations

In recognition of Harlem’s recent annexation activities, one should assume that in most instances character areas represented on **Map 9.2** would merely be extended to adjacent

parcels as they are annexed. Harlem may also opt to create new character areas that are more appropriate for annexed land. Regardless, Harlem should amend their future development map as they annex adjacent parcels.

Boundary Revisions

The character area boundaries illustrated in **Map 9.2** are preliminary and will be adjusted as a result of public input during the preparation of the *Community Agenda* document.

Industrial Land

Of all of the preliminary character areas recommended in this chapter, industrial land uses should be limited to small areas in the “Downtown Center” and “Milledgeville Road Business District” character areas. Within the “Downtown Center” character area, industrial uses should be limited to only those existing historic structures that were originally constructed and used for industrial purposes, and have not already been converted to retail, office or residential uses. New industrial structures should not be constructed in the “Downtown Center” character area – nor should significant expansion to existing industrial uses take place. Such industrial activities should be limited to only include “light industrial” uses as defined by the *Harlem Zoning Ordinance*.

In the “Milledgeville Road Business District,” industrial land uses should be limited to areas in close proximity to where U.S. 278 intersects city boundary lines. Such industrial activities should be limited to only include “light industrial” uses as defined by the *Harlem Zoning Ordinance*. Should Harlem choose to annex land on the eastern or western edges of town for targeted industrial development (such as an industrial park) in the future, additional industrial uses in the Milledgeville Road Business District should then be limited to that section of the corridor that is in close proximity to the targeted industrial development.

With a lack of significant industrial land within the current city limits, it is reasonable to anticipate that potential future annexations on the edge of Harlem to the east and/or west could result in new targeted industrial development. Should this scenario occur, Harlem should amend their comprehensive plan document in order to develop a character area that is suited specifically for this distinct land use. In contemplating potential future industrial growth, Harlem should focus on a planned approach through the development of an industrial park. If the city chooses to promote industrial park development, it should focus on areas that have direct access to more than 1 arterial street, have direct access to rail lines, are not in close proximity to perennial streams or other environmentally sensitive areas, and will not result in a development pattern that increases truck traffic through the central business district. In this scenario, the city should also amend land development regulations in order to develop industrial street standards that can accommodate large vehicles.

Relation to Columbia County

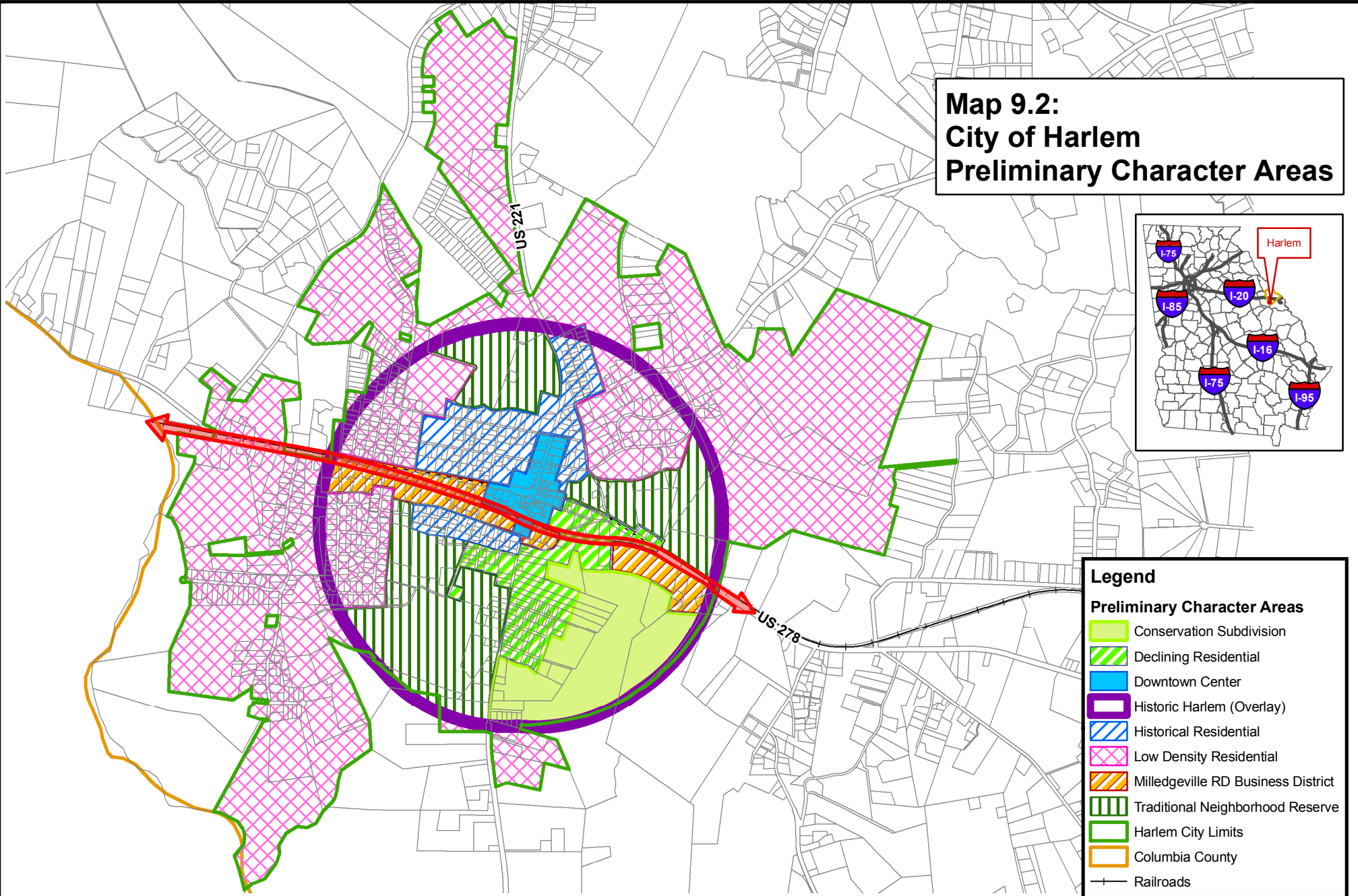
A review of the *Columbia County Growth Management Plan* reveals that the preliminary recommended character areas in this *Community Assessment* document are consistent with the recommendations for adjacent areas of unincorporated Columbia

County. When proposing character areas for parcels subject to future annexations, Harlem should consider the recommendations of the *Columbia County Growth Management Plan* regarding the “Harlem Area” character area.

Implementation

Recommended techniques for the implementation of character areas will be formulated during preparation of the *Community Agenda*.

Map 9.2: City of Harlem Preliminary Character Areas

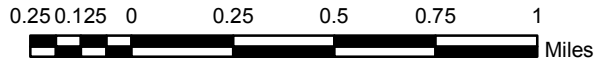


Legend

Preliminary Character Areas

- Conservation Subdivision
- Declining Residential
- Downtown Center
- Historic Harlem (Overlay)
- Historical Residential
- Low Density Residential
- Milledgeville RD Business District
- Traditional Neighborhood Reserve
- Harlem City Limits
- Columbia County
- Railroads

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Central Savannah River Area
Regional Development Center
GIS Department
3023 Riverwatch Parkway, Suite A
Augusta, GA 30907-2016
www.csradc.org
July, 2006



(Preliminary) Character Area: Historic Harlem (Overlay Area)

General Description:

Circular area comprising the original Harlem city limits and containing a wide variety of land uses and development patterns that span the all periods of the city’s history. Intended to promote development of private parcels and public spaces in a manner that is largely complementary to the city’s New South development period between 1880 and 1919; but to also allow private properties in other sub-areas to develop according other historic patterns where applicable.

Existing Character:

- Comprised of the entire original city limits.
- Multiple land uses present.
- Multiple neighborhood, street, block, lot and building types present.
- Wide range of property conditions.

Development Pattern Recommendations (Preliminary):

- Incorporate all applicable components of the *Downtown Harlem Historic Design Guidelines* and *Historic District Residential Design Guidelines* to existing and new structures in the Downtown Center, Historic Residential, Milledgeville Road Business District character areas, and any area of a local historic district as adopted by the city of Harlem.
- Incorporate all applicable components of the *Downtown Harlem Historic Design Guidelines* and *Historic District Residential Design Guidelines* - except sections on materials and details - to new structures in portions of the Declining Residential, Low-Density Residential and Traditional Neighborhood reserve character areas that are not located in a local historic district as adopted by the city of Harlem.
- Adopt traditional neighborhood site design features, dimensions and layouts for new lots, blocks and streets.



Harlem’s existing historic character...



...compared to Harlem’s preferred future development pattern.

(Preliminary) Character Area: Downtown Center

General Description:

Mixed-use activity center promoting building and site design features complimentary to the historic development patterns found in the city’s central business district.

Existing Character:

- Historic commercial and industrial buildings close to the street.
- Occupancy of the district is fair – upper floors have a very high vacancy rate.
- Concentration of government uses.
- Some residential on periphery.
- Narrow pedestrian friendly streets.
- High volume of large vehicle traffic through district.
- Neighborhood commercial uses.

Development Pattern Recommendations (Preliminary):

- Promote pedestrian activity and accessibility.
- Incorporate *Downtown Harlem Design Guidelines*.
- Create community focus as an “event” district.
- Multiple uses on sites and within structures including: office, neighborhood retail, restaurants.
- Create cluster of government buildings and services.
- Promote museums and other institutional uses.
- Complementary infill with traditional architectural style, and orienting buildings to the street (build-to lines versus setbacks) – particular focus on street-facing building facades.
- Parking to the sides and rear of structures.
- Façade design requirements.
- Develop town center features in business district.
- Tree preservation.
- Uniform sign standards (private & public).
- Uniform style for street lights, sidewalks, street signs, etc.).



Downtown Harlem promotes pedestrian amenities and traditional commercial construction.



Small downtowns can be extended along high volume highways to promote community-wide urban form.

(Preliminary) Character Area: Milledgeville Road Business District

General Description:

Principal east-west arterial corridor to develop with a mixture of retail and office uses while preserving historic residential structures and promoting site design features that are complimentary to adjacent historic districts.

Existing Character:

- Commercial uses are mainly vehicle oriented.
- Institutional uses along Milledgeville Road – mainly churches.
- Declining residential.
- Vacant/abandoned properties dot the district.
- High volume traffic.
- Sidewalks in fair condition.
- Above ground utilities.

Development Pattern Recommendations (Preliminary):

- Continuation of commercial development.
- Incorporate building and site design guidelines.
- Continuation of pedestrian features from “downtown center” character area.
- Location of large retail development.
- Location of businesses promoting motor vehicle use (i.e. drive-thrus).
- Limited light industrial uses at western and eastern edge of city limits.
- Preserve existing historic residential structures for office and neighborhood retail uses.
- Widen to a landscaped boulevard with landscaped median and street trees.
- Manage vehicular access via traffic control median, spacing of driveways and cross-access easements.
- On and off-street pedestrian and bicycle features.
- Pedestrian scale street lights and buried utilities.
- Uniform signage – no off-premise signs.
- Uniform street numbering system for easy recognition by emergency responders.
- Street trees and on-site tree planting requirements.



Existing commercial buildings on U.S. Highway 278 do not match the community's design preferences. Commercial sites are dominated by paved space and lack



Design features and mixed materials can result in uniform commercial development

(Preliminary) Character Area: Traditional Neighborhood Reserve

General Description:

Large tracts located within the “Historic Harlem” overlay character area that have previously been left largely undeveloped and extend from both pre-existing contemporary and historic neighborhoods. Promotes traditional neighborhood site development geared toward pedestrian comfort and accessibility, and promotes building design that respects the scale, orientation and principal features of older housing stock.

Existing Character:

- Large number of vacant parcels available for development.
- Some low-density residential.
- Adjacent to other residential uses.
- Street connectivity opportunities to other districts.

Development Pattern Recommendations (Preliminary):

- Neighborhoods promoting primarily single-family detached and attached housing types.
- Limited townhouse or single-family attached development – clustered on specific blocks.
- Design guidelines promoting some components of traditional architecture (front porches, rear garages, front door orientation, etc.) but allowing variations in building materials.
- Site design guidelines promoting traditional lot, block and street layout (extension of street grid to property lines, interconnectivity, on-street parking, smaller lots, sidewalks, tree planting strips, alleys, pedestrian scale street lights, etc.)
- Additional neighborhood parks (small tot lots, playgrounds, community greens, etc.)
- Smaller building lots for higher single-family densities than Harlem’s historic neighborhoods.



Traditional neighborhood reserve areas are interspersed with a variety of housing stock and large undeveloped tracts.



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

(Preliminary) Character Area: Low-Density Residential

General Description:

Developed and undeveloped areas of the city intended for low to moderate density residential land uses including single-family dwellings, duplexes and townhouses; and small-scale non-residential uses that are directly associated with and support residents. The area allows for flexibility in residential building design, but encourages street block and lot arrangements that promote interconnectivity between tracts.

Existing Character:

- Mix of low-density, contemporary residential and vacant parcels.
- Largely in good to fair condition.

Development Pattern Recommendations (Preliminary):

- Low to moderate density housing options (single-family, duplex, townhouses).
- Varying housing types contained within separate development tracts or streets.
- Promote variety of architectural styles.
- Street linkages between arterials and adjacent development tracts.
- Collector street standards for large developments and in targeted areas.
- Bicycle and pedestrian features with direct linkages to community facilities.
- Self-contained neighborhood parks or recreation space.
- Measures to promote upkeep of existing residences.
- Promote percentage of affordable housing as part of new development.
- Higher density development should have direct access to high volume thoroughfares and should not be accessed via local residential streets.



Many of the areas recommended for low-density residential development are located outside of the original city limits.



New low-density residential development can take many forms.

(Preliminary) Character Area: Declining Residential

General Description:

Low-density residential areas of the city that are interspersed with undeveloped tracts that show signs of significant building deterioration, deteriorating infrastructure and general lack of upkeep. Low-density infill residential opportunities are apparent as well as opportunities for multi-family development in close proximity to existing arterial streets.

Existing Character:

- Large number of residential structures in fair to poor condition.
- Overgrown vegetation
- Street system in poor repair – lack of paving in some cases.

Development Pattern Recommendations (Preliminary):

- Promote rehabilitation of sub-standard housing.
- Property owner education.
- Encourage homeownership.
- Design guidelines for infill structures promoting traditional building form and placement (front porches, rear garages, front door orientation, etc.)
- Site design guidelines promoting traditional lot, block and street layout (extension of street grid to property lines, interconnectivity, on-street parking, smaller lots, sidewalks, tree planting strips, alleys, pedestrian scale street lights, etc.)
- Mixture of housing types and densities permitted but contained within separate development tracts or sites.
- Higher density development should have direct access to high volume thoroughfares and should not be accessed via local residential streets.



The declining residential area includes a mix of housing types and conditions.



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

(Preliminary) Character Area: Historic Residential

General Description:

Residential neighborhoods containing the largest concentration of National Register eligible properties within the city of Harlem and exhibiting the best examples of New South and/or post-WWII development patterns. Intended for infill development that incorporates the development features that result in seamless transitions between historic homes and contemporary construction.

Existing Character:

- Large grand homes on sizeable parcels.
- Most homes built before 1930.
- Streets laid out in grid pattern.
- Tree canopy.
- Well maintained pedestrian sidewalks.

Development Pattern Recommendations (Preliminary):

- Promote low-density infill – primarily single-family detached.
- Design guidelines promoting traditional architecture (front porches, rear garages, front door orientation, etc.)
- Promote housing maintenance – primarily of original exterior design features.
- Extension of sidewalk system.
- Tree preservation.
- Incorporate traffic calming features into residential streets.



Grand old homes from the era of the New South provide a tranquil presence to historic Harlem neighborhoods.



Infill development should incorporate elements of Harlem’s historic housing stock.

(Preliminary) Character Area: Conservation Subdivision

General Description:

Residential development with limited commercial supporting commercial or recreational uses that clusters small building lots on confined portions of the site in order to preserve larger amounts of open space.

Existing Character:

- Large number of vacant parcels available for development.
- Some low-density residential.
- Adjacent to other residential uses.
- Street connectivity opportunities to other districts.
- Wetlands and floodplains.

Development Pattern Recommendations (Preliminary):

- Small clustered building lots – allowing lots that are less than typical lot size in the zoning ordinance, but maintaining overall site density.
- Large percent of the site in common open space.
- Focus development on previously cleared portions of the site – leaving woodlands largely intact.
- Low-impact development techniques allowing natural drainage.
- Preserve wetlands, floodplains and other sensitive environmental areas.



Lacking drainage channels and ponds that incorporate native vegetation to assist in storm water filtration; many existing Harlem neighborhoods experience problems with flooding along flat sections of street during heavy rain.



Trails throughout common areas can connected clustered lots in conservation subdivisions.

PURPOSE

The Georgia Department of Community Affairs’ “Standards and Procedures for Local Comprehensive Planning” establishes state-wide planning goals. These goals are accompanied by a list of ‘Quality Community Objectives’ that elaborate on the state-wide goals through consideration of local and regional growth and development issues. As part of the *Community Assessment*, Harlem has evaluated its current policies, activities and development patterns for consistency with the Quality Community Objectives.

Factoring in the data and recommendations contained in prior chapters, a comparison of Harlem’s current status with the Quality Community Objectives reveals additional issues and opportunities for the city to consider. **The “issues and opportunities” associated with some of the objectives in the consistency review below are not intended to be an all-inclusive list.** In some instances, the issues and opportunities expand on prior recommendations made throughout other portions of the *Community Assessment*. In other instances, suggestions in this chapter may simply duplicate prior recommendations. Regardless, all issues and opportunities contained in the chapter will be considered further during preparation of the *Community Agenda*.

QUALITY COMMUNITY OBJECTIVES

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.

Status: Harlem is promoting the preservation of local resources through their work to establish historic districts in the city; and, their efforts to promote a significant regional celebrity – Oliver Hardy – through the continued support of the Laurel and Hardy Museum.

Issues and Opportunities: Harlem should continue to devote energy toward the expansion of the Laurel and Hardy-based heritage festival.

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 responding to growth opportunities.

Status: Harlem has secured funding for improving the infrastructure in its traditional downtown area. It has also put into effect residential development guidelines to encourage the kind of housing growth it wants.

Issues and Opportunities: Targeted housing regulations and design guidelines. The city should also encourage traditional neighborhood site development and form-based codes

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.

Status: Harlem is largely a bedroom community with employment and businesses suited to serve that population. Some employers (i.e. Tracy Lucky) offer light manufacturing jobs to residents, but for the most part the city only contains service businesses.

Issues and Opportunities: If the city decides to pursue its status as a bedroom community it should encourage the service businesses to grow and attempt to attract more services to the city.

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 advances.

Status: Harlem has an elementary and high school that is part of the Columbia County school system. It also is supporting Family Connection which is a statewide organization committed to improving conditions at the local level.

Issues and Opportunities: The city should find ways to support the stated benchmark of the Family Connection program which is to improve the high school graduation rate in the county.

Employment Options

Objective: A range of job types should be provided in each community to meet the diverse *needs* of the local workforce.

Status: Active recruitment of service sector employers will provide Harlem residents of varying income levels with expanded access to jobs.

Issues and Opportunities: Additional service and retail employment options in Harlem must be matched with a variety of safe and convenient housing options within the municipal limits for potential employees.

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.

Status: Harlem has taken a proactive approach to heritage preservation by initiating the creation of historic districts, design guidelines, and promoting the preservation of its historic building stock.

Issue and Opportunities: The city could create targeted historic districts within portions of the original city boundaries that illustrate the greatest concentration existing resources as identified by the *Harlem Historic Resources Survey*. By creating smaller sub-districts within the mostly city-wide historic area, the city could utilize its newly created design guidelines more effectively and have less danger of arbitrary application of the guidelines to previously undeveloped portions of the city, or to auto-oriented areas along major thoroughfares. In addition to districts and design guidelines the city could establish a façade improvement program for buildings within a specific central business district area. This could encourage downtown properties to clean up the facades and make them more historically accurate in some cases.

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 greenbelt/wildlife corridors.

Status: Harlem does not require open space in new residential development. Harlem has one all-purpose park that includes a basketball court, tennis court, three baseball fields, and a soccer field.

Issue and Opportunities: Even though Harlem has a major community park with lots of amenities, it does not have any other types of parks or public greenspace. It should encourage the establishment of smaller parks and playlots, neighborhood parks and playgrounds. Harlem can develop conservation subdivision standards which allow smaller lot sizes in exchange for greater amounts of open space. The city can consider the adoption of minimum open space requirements for developments exceeding a certain threshold.

Environmental Protection

Objective: Air quality and environmentally sensitive areas should be protected from the 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.

Status: Harlem has adopted erosion and sedimentation ordinances, wellhead protection standards *and* a flood plain management ordinance. The city does not have a water supply watershed ordinance, groundwater recharge ordinance or wetland protection ordinance.

Issues and Opportunities: Much of Harlem lies on a groundwater recharge area; yet, the City does not have a groundwater recharge ordinance. To promote environmental protection in concert with new development, Harlem should investigate recommended environmental protection ordinances produced by DNR and determine whether any portion of these ordinances should be incorporated into existing land development

standards. The city can show further commitment to environmental protection through the adoption of a tree preservation/planting ordinance or standards to promote low-impact development in areas adjacent to perennial streams.

Regional Cooperation

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

Status: Many of the previous chapters in the *Community Assessment* identify opportunities for Harlem to work with other jurisdictions in order to promote economic development, orderly growth and resource protection.

Issues and Opportunities: One primary opportunity for regional cooperation would be the development of a potential by-pass (in partnership with Columbia County and Georgia DOT).

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.

Status: Harlem is continuously repairing its sidewalk and pedestrian walkways to encourage walking as a transportation alternative. The city has required that sidewalks be installed in all new residential developments. Gaps in the sidewalk system are most prevalent in non-residential areas. Bicycling options are limited to local residential streets with low traffic volumes, although some bicyclists use US221 as an access road to other bike trails in the county.

Issues and Opportunities: Lacking a city-wide bicycle system, a city bicycle and pedestrian plan can be developed to generate specific strategies for developing a bicycle system and enhancing the pedestrian system. The city can also require new non-residential subdivision developments to connect to the existing sidewalk system and to create sidewalks on the frontage part of the development.

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.

Status: To address development needs, Harlem works directly with adjacent local jurisdictions to *ensure* provision of necessary services. Harlem may not be actively represented in all regional agencies – potentially missing out on additional development opportunities.

Issues and Opportunities: Faced with identical development issues, Harlem must actively engage with Columbia County to ensure the long-term sustainability of its public infrastructure and environmentally sensitive areas.

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.

Status: Harlem's housing stock is defined by single-family and other low-density housing choices. Housing choices range from historic homes built before 1940 to brand new homes built in traditional suburban style. Some housing has had less upkeep investment and is considered declining. There are few multi-family housing options available in the city, but it is affordable. Manufactured housing is represented in the city but not in a large quantity.

Issues and Opportunities: The city can target truly historic residential areas by designating them historic districts and applying the city's new design guidelines to protect the historic character of the area. Redevelopment of substandard or declining properties can be achieved through a development authority which can seek higher-density uses for the target areas. Multi-family choices can be incorporated into residential redevelopment areas through the use of codes that focus more on building form and scale than style and materials.

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.

Status: Harlem *does* not have any standards or incentives to promote traditional site development patterns that are compact and promote a mixture of uses.

Issues and Opportunities: Consider development of a traditional neighborhood development district and/or mixed-use development district. This would include specification of street widths, block, lot and parcel layout, and other TND principals.

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.

Status: Harlem has several opportunities for infill development from vacant lots, to brownfield redevelopment, to substandard housing redevelopment.

Issues and Opportunities: Promoting infill redevelopment can be inhibited by uncooperative property owners of deteriorating property. Consider more pro-active dangerous and vacant building standards that increase the ability to demolish or remove dilapidated buildings. Investigate the possibility of drafting a redevelopment plan and identify funding sources that may assist the city with property acquisition.

Sense of Place

Objective: *Traditional* downtown areas should be maintained as the focal point of the community or, for newer areas where it 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.

Status: Harlem has been able to retain a large part of its original downtown structures built mainly between 1890 and 1920. It has wisely kept its city, public safety, and other institutional uses such as libraries in the downtown area. Other service businesses, antique stores, and retail shops occupy the area. The city has secured GDOT funding to replace sidewalks, improve drainage, and improve signage in the downtown area along US221.

Issues and Opportunities: The city can further consolidate its city functions into one building within the downtown business district. This will ensure that the downtown business district will have an anchor in the future. The city can pursue a possible by-pass for the downtown area to divert heavy truck traffic that diminishes the sense of place in the downtown CBD. Design guidelines applied to a specific downtown district will also help the city retain its sense of place.

PURPOSE

The *Community Agenda* document is the portion of the *Harlem Comprehensive Plan* that will guide the city’s future and serve as the basis for the policy decisions of the city’s elected and appointed leaders; and, administrative staff. Local decisions should be consistent with the recommendations contained within this document.

The *Community Agenda* contains a final list of identified community-wide issues and opportunities. Through the implementation of the steps contained within the *Community Participation Plan*, community issues and opportunities have been prioritized in order to create a short-term and long-term guide for citizens and community leaders to utilize. Through community input, the goals, objectives and policies contained in this document are best represented through the following vision statement:

Harlem Vision Statement
"To provide a community of choice for living, working and playing by embracing our past, celebrating our present, and promoting our future."

Harlem’s community vision statement is a prominent reminder of citizen preferences that were expressed during the preparation of the *Community Agenda* document. All sections of the *Community Agenda*, including the: Future development map, character area narratives, final list of issues and opportunities, the short-term work program and long-term goals and policies have been prepared with the vision statement in mind. Local decisions that adhere to the goals, objectives and strategies contained in the *Community Agenda* are a direct implementation of the community’s preferred vision.

PROCESS

Public Notification

The *Community Agenda* was prepared according to the process outlined in the *Community Participation Plan* document. While much of the *Community Assessment* document was prepared relying on the input of the Harlem Advisory Committee, *Community Agenda* preparation was based on open house style public workshops. In order to generate community participation in the planning process, the following means were utilized to generate citizen interest:

- *Press release generated and distributed to local media.*
- *Public meeting notice generated and advertised in multiple editions of the Columbia County News Times (Posted in block-format for easy recognition).*
- *Interview solicited with Columbia County News Times to generate community interest.*
- *“Community Announcements” applied for with local TV media for posting during news telecasts.*
- *Meeting Announcements at City council meetings.*
- *Announcement posted on City Hall message board.*



- *Two-sided flyers created for distribution including mayoral invitation (**Appendix B**). Distributed via:*
 - *Postings at city buildings.*
 - *Police Department distribution to businesses and churches.*
 - *Mailed to stakeholder groups.*
 - *Mailed to previous public participants.*
 - *Provided to public visiting city hall to pay utility bills.*
 - *Distributed to students at Euchee Creek Elementary School, North Harlem Elementary School and Harlem Middle School for distribution to parents (over 1600 copies).*

Public Workshops

Public workshops were held in an informal “open house” format in which attendees could meet directly with the city officials and staff from the CSRA Regional Development Center. Upon signing-in to a workshop, attendees could meet with planners, view information boards, review future development maps and accompanying narrative charts, acquire informative handouts, fill out surveys, talk with city officials and watch two scrolling presentations at their leisure. The focus of the first open house was to develop, finalize and prioritize community issues and opportunities. The second open house was used to solicit input on the proposed implementation program and allow for applicable revisions. Open house survey materials and comment cards can be found in **Appendix B**.

Harlem Advisory Committee

Additional meetings of the Harlem Advisory Committee were held in conjunction with public open houses. The advisory committee was invaluable in preparing for upcoming open houses and interpreting public input. The public has been provided with the opportunity to review all documentation prepared during the planning process – including the draft *Community Agenda* document.

COMMUNITY ISSUES AND OPPORTUNITIES

Since the first Harlem Advisory Committee meeting in January, 2006, the community’s list of issues and opportunities has continually been revised. The final list of identified issues and opportunities, with the exception of the topic of land use, is contained within this section (**Figure 11-A**). Issues and opportunities specifically related to the topic of land use are presented in narrative form within the “character area description” and “recommended development patterns” portions of the eleven character areas that have been developed by the community (See “Community Vision” section of this document). Corresponding implementation measures of all final issues and opportunities can be found throughout the “Implementation Program” portion of the *Community Agenda*. Please note that the issues and opportunities contained in **Figure 11-A** are not ranked according to priority.

COMMUNITY AGENDA

Figure 11-A: CITY OF HARLEM – ISSUES AND OPPORTUNITIES

TOPIC: POPULATION	
A.	Being cautious regarding new property annexation for residential growth to help Harlem to preserve its small-town character, yet still remain economically viable.
B.	Increasing employment and housing options for Harlem’s younger population to remain in the city.
C.	Providing more services to senior citizens and accommodate retirees.
D.	Providing additional employment opportunities and/or incentives in construction, service and manufacturing sectors for residents without college degrees or other advanced credentials.
E.	Promoting local growth in office-based professional services including occupations such as bankers, accountants, doctors, architects, engineers, etc. to provide employment options for an increasing number of residents with college educations.
F.	Decreasing the Harlem High School drop-out rate.
G.	Decreasing the consistently high percentage (17 percent) of Harlem families living in poverty.
TOPIC: ECONOMIC DEVELOPMENT	
A.	Ensuring that new employment options balance the varying income levels of Harlem's population by attracting service sector jobs that cater to both higher-paying administrative and professional services and lower-paying service sector jobs (ex. Fast-food, grocery stores, etc.).
B.	Extending the downtown business district south of Gordon Highway to provide an area of concentration for new employment.
C.	Encouraging the development of B&B style accommodations for tourists.
D.	Encourage more office-related development within the city.
E.	Improve the technology infrastructure within the municipal limits (such as cellular or Wi-Fi).
F.	Enhancing employment options within the city that build on existing regional industry clusters industry clusters anchored by medical and educational institutions.
G.	Providing Harlem’s workforce with a variety of housing options.
H.	Collaborating with regional economic development agencies to develop a diverse economy based on multiple industry sectors and employment opportunities in the city limits.
TOPIC: HOUSING	
A.	Redeveloping some of the deteriorating manufactured housing stock into higher-density and/or mixed use development.
B.	Formally incorporating the <i>Historic District Residential Design Guidelines</i> .
C.	Providing safe, clean and affordable housing choices to Harlem residents of varying income levels.
D.	Developing multi-family housing options for residents who may not be able to purchase single-family homes (this includes reserving space for future multi-family development).
E.	Assembling vacant houses and/or vacant lots to develop new, affordable, for-sale housing.
F.	Establishment of a house maintenance program for low- to moderate-income households that own their own homes.
TOPIC: NATURAL AND CULTURAL RESOURCES	
A.	Protecting the quality of surface drinking water sources (i.e. streams, ponds, lakes, etc.) from the effects of new development.
B.	Protecting the quality of groundwater sources (i.e. aquifer recharge areas) located within and in close proximity to the city limits from the effects of new development.
C.	Improving or increasing standards that provide community-wide protection to sensitive wetland habitats.
D.	Incorporating open space in new developments that preserves natural habitat.
E.	Including a greater proportion of natural landscape into new developments.
F.	Coordinating with state or local preservation organizations (i.e. Central Savannah River Land Trust) to promote the acquisition and management of open space areas.
G.	Establishment of more parks/open space within the city limits.
H.	Adopting local historic preservation standards to protect the design and character of historic structures while providing flexibility in their use.
TOPIC: COMMUNITY FACILITIES	
A.	Creating partnerships to ensure the adequate provision of water and sewer discharge services to the current city population.
B.	Creating partnerships to allow for the provision of water and sewer discharge services to allow for continued population growth.
C.	Investing in sewage treatment facility upgrades to accommodate new developments in the future.



COMMUNITY AGENDA

Figure 11-A: CITY OF HARLEM – ISSUES AND OPPORTUNITIES	
D.	Reducing the amount of impervious surfaces as in new development and increasing tree planting/protection standards to reduce the amount of storm water runoff generated by a development site.
E.	Creating “low-impact” development alternatives that allow storm water to flow through filtration, detention and/or retention systems that allow for more natural treatment of runoff.
F.	Increasing the commitment to reducing solid waste disposal through the active provision and promotion of household and yard waste recycling programs.
G.	Providing additional public park space and recreational opportunities for all ages.
H.	Incorporating active recreation areas into new developments.
I.	Upgrade the technology capabilities of the Harlem Library and plan for the need for more space in the future.
J.	Hiring additional municipal employees to ensure effective provision of services to the city’s population.
K.	Consolidate city hall functions into one facility.
L.	Increase the amount of space for Public Safety and Municipal Courts departments.
TOPIC: TRANSPORTATION	
A.	Creating partnerships to ensure the adequate provision of water and sewer discharge services to the current city population.
B.	Creating partnerships to allow for the provision of water and sewer discharge services to allow for continued population growth.
C.	Investing in sewage treatment facility upgrades to accommodate new developments in the future.
D.	Reducing the amount of impervious surfaces as in new development and increasing tree planting/protection standards to reduce the amount of storm water runoff generated by a development site.
E.	Creating “low-impact” development alternatives that allow storm water to flow through filtration, detention and/or retention systems that allow for more natural treatment of runoff.
F.	Increasing the commitment to reducing solid waste disposal through the active provision and promotion of household and yard waste recycling programs.
G.	Providing additional public park space and recreational opportunities for all ages.
H.	Incorporating active recreation areas into new developments.
I.	Upgrade the technology capabilities of the Harlem Library and plan for the need for more space in the future.
J.	Hiring additional municipal employees to ensure effective provision of services to the city’s population.
K.	Consolidate city hall functions into one facility.
L.	Increase the amount of space for Public Safety and Municipal Courts departments.
TOPIC: LAND USE (See “Community Vision”)	



COMMUNITY VISION

Future Development Map

Following community input received during the preparation of the *Community Agenda* document, the preliminary character area map (**See: Community Assessment, Page 103-A, Map 9.2**) has largely remained in tact from its original draft to form the city of Harlem’s future development map (**Map 11.1**). As illustrated on **Map 11.1**, Harlem has identified eight character areas representing a variety of land use and development scenarios. Per the authority provided by the Georgia Department of Community Affairs’ “Standards and Procedures for Local Comprehensive Planning,” Harlem has opted not to prepare a future land use map as part of its comprehensive plan. The parcel-specific parameters required for a future land use map have been determined to provide the city with less flexibility in accommodating development which may occur as a result of changing conditions in the area.

Character Areas

As previously noted in the *Community Assessment* document, it is important to consider the following issues when interpreting the final character areas presented on Harlem’s future development map:

Character Area Boundaries

Unlike a parcel-specific future land use map, character area boundaries are conceptual and may cross parcel lines. The character area boundaries in this document are intended to represent an approximation of character area location. This flexibility allows the governing body charged with implementing the plan to make decisions based on changing conditions while reducing the need to continually update the future development map. As a result, it is possible to assume that small parcels located directly adjacent to one or more character areas may be permitted by the local government to develop according to the parameters of the adjacent area rather than the area in which it is located. Such an action should be taken sparingly and the decision should only be made if the local government can show that it is consistent with the recommendations provided in all other sections of the *Harlem Comprehensive Plan*. For the most part however, tracts should develop according to the parameters established in the specific character area in which it is located. Harlem is strongly encouraged to initiate amendments to their future development map (**Map 11.1**) whenever the community intends to promote a development pattern in an area that is contrary to the adopted map.

Annexations

In recognition of Harlem’s recent and active annexation activities, one should assume that in most instances character areas represented on **Map 11.1** would merely be extended to adjacent parcels as they are annexed. Harlem may also opt to create new character areas that are more appropriate for annexed land. Regardless, Harlem should amend their future development map as they annex adjacent parcels.

Overlay Character Areas

Of the eight character areas established by Harlem, seven are applied to separate segments of the city – reflecting preferred development patterns on topics ranging from building and site design and arrangement, to appropriate land uses. One of the character areas established by the city should be viewed more as “overlay” character area. The overlay character area is Historic Harlem. The preferred development parameters contained in the overlay character area supplements the ideas established in the adjacent or underlying character areas. Creating an overlay character area of the original city limits promotes the community’s desire to protect historic resources within the city and to establish guidelines that can direct preservation of residential and commercial properties.

Industrial Land

With consideration to Harlem’s limited land area, none of the recommended character areas highlighted in **Map 11.1** incorporate industrial uses. Of the areas in and around the city of Harlem, very little is suitable for new industrial uses, however, if conditions in other parts of the county change, the city may need to consider the addition of land designated for industrial use. Should this scenario develop, Harlem should amend its comprehensive plan document in order to develop a character area that is better suited for this distinct land use.

Relation to Columbia County

A review of the *Columbia County Growth Management Plan* reveals that Harlem’s character areas are consistent with the recommendations for adjacent areas of unincorporated Columbia County. When proposing character areas for parcels subject to future annexations, Harlem should consider the recommendations of the *Columbia County Growth Management Plan* regarding the “Harlem Area” character area.

CONSERVATION SUBDIVISION CHARACTER AREA

CHARACTER AREA DESCRIPTION:

Residential development with limited commercial supporting commercial or recreational uses that clusters small building lots on confined portions of the site in order to preserve larger amounts of open space.



Trails throughout common areas can connect clustered lots in conservation subdivisions.



Small building lots will increase the amount of available open space.

RECOMMENDED DEVELOPMENT PATTERNS:

- Small clustered building lots – allowing lots that are less than typical lot size in the zoning ordinance, but maintaining overall site density.
- Large percent of the site in common open space.
- Focus development on previously cleared portions of the site – leaving woodlands largely intact.
- Low-impact development techniques allowing natural drainage.
- Preserve wetlands, floodplains and other sensitive environmental areas.

State Quality Community Objectives:

The recommended development patterns for the Conservation Subdivision character area will promote the following “Quality Community Objectives” established by the Georgia Department of Community Affairs:

- Growth Preparedness
- Appropriate Business
- Open Space Preservation
- Housing Opportunity
- Traditional Neighborhood

APPROPRIATE LAND USES (Where consistent with recommended development patterns):

- Single-family Residential
- Recreation
- Open space

APPROPRIATE ZONING CLASSIFICATIONS (Where consistent with recommended development patterns):

Existing Harlem Zoning Districts:

- R-1A, 1B, 2, 3 and 4 Residential Districts

Potential Zoning Districts (*Note: Efforts to achieve the recommended development patterns contained in this document may also be achieved through amendments to existing zoning districts.*)

- Conservation, Cluster or Open Space District (A district that can promote the objective of open space preservation through a variety of techniques such as lot clustering, minimum open space requirements, etc. May be in the form of an overlay district.)

IMPLEMENTATION MEASURES: Please see the “Implementation Program” portion of this document.

DECLINING RESIDENTIAL CHARACTER AREA

CHARACTER AREA DESCRIPTION:

Low-density residential areas of the city that are interspersed with undeveloped tracts that show signs of significant building deterioration, deteriorating infrastructure and general lack of upkeep. Low-density infill residential opportunities are apparent as well as opportunities for multi-family development in close proximity to existing arterial streets.



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



New developments will revitalize declining areas and can increase the amount of open space.

RECOMMENDED DEVELOPMENT PATTERNS:

- Promote rehabilitation of sub-standard housing.
- Property owner education.
- Encourage homeownership.
- Design guidelines for infill structures promoting traditional building form and placement (front porches, rear garages, front door orientation, etc.)
- Site design guidelines promoting traditional lot, block and street layout (extension of street grid to property lines, interconnectivity, on-street parking, smaller lots, sidewalks, tree planting strips, alleys, pedestrian scale street lights, etc.)
- Mixture of housing types and densities permitted but contained within separate development tracts or sites.
- Higher density development should have direct access to high volume thoroughfares and should not be accessed via local residential streets.

State Quality Community Objectives:

The Recommended development patterns for the center city transitional character area will promote the following “Quality Community Objectives” established by the Georgia Department of Community Affairs.

- Housing Opportunities
- Traditional Neighborhood
- Infill Development
- Open Space Preservation

APPROPRIATE LAND USES (Where consistent with recommended development patterns):

- Single Family Residential
- Multi-family Residential
- Townhouses/Condominium
- Duplex
- Open Space and recreational Areas
- Public Schools

APPROPRIATE ZONING CLASSIFICATIONS (Where consistent with recommended development patterns):

Existing Harlem Zoning Districts:

- R-1A, 1B, 2, and 3 (Residential Districts)
- R-4 (Townhouse Residential District)
- PUD (Planned Unit Development District)

Potential Zoning Districts (Note: Efforts to achieve the recommended development patterns contained in this document may also be achieved through amendments to existing zoning districts.)

- Small Lot Residential District (A district with minimum lot sizes similar to, or smaller than, the current R3 district; but, where residential use is limited to single-family development. Allows denser infill development complimentary to existing residential uses without permitting multi-family development.)
- Design Overlay District (A district that is applied to a piece of property in addition to the underlying land-use based zoning district. The overlay district can be used to apply design requirements to the area consistent with recommended development patterns.)
- Live/Work District (A district that provides for employment opportunities in conjunction with a dwelling which are more extensive than home occupations and which create a mixed use neighborhood predominantly residential in character.)

IMPLEMENTATION MEASURES: Please see the “Implementation Program” portion of this document.

COMMUNITY AGENDA

DOWNTOWN CENTER CHARACTER AREA

CHARACTER AREA DESCRIPTION:

Mixed-use activity center promoting building and site design features complimentary to the historic development patterns found in the city's central business district.



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



Planted areas and wider sidewalks can enhance a downtown district.

RECOMMENDED DEVELOPMENT PATTERNS:

- Promote pedestrian activity and accessibility.
- Incorporate *Downtown Harlem Design Guidelines*.
- Create community focus as an “event” district.
- Multiple uses on sites and within structures including: office, neighborhood retail, restaurants.
- Create cluster of government buildings and services.
- Promote museums and other institutional uses.
- Complementary infill with traditional architectural style, and orienting buildings to the street (build-to lines versus setbacks) – particular focus on street-facing building facades.
- Parking to the sides and rear of structures.
- Façade design requirements.
- Develop town center features in business district.
- Tree preservation.
- Uniform sign standards (private & public).
- Uniform style for street lights, sidewalks, street signs, etc.).

State Quality Community Objectives

The Recommended development patterns for the Downtown Center character area will promote the following “Quality Community Objectives” established by the Georgia Department of Community Affairs.

- Heritage Preservation
- Sense of Place
- Environmental Protection
- Transportation Alternatives

APPROPRIATE LAND USES (Where consistent with recommended development patterns):

- Small scale retail
- Professional offices
- Condominium/Loft
- Multi-family residential
- Religious
- Government and institutional office
- Neighborhood serving commercial
- Office
- Cultural facilities

APPROPRIATE ZONING CLASSIFICATIONS (Where consistent with recommended development patterns):

Existing Harlem Zoning Districts:

- B-1 Downtown Business District
- B-2 Local Business District
- B-3 General Business District
- P-1 Professional District

Potential Zoning Districts (*Note: Efforts to achieve the recommended development patterns contained in this document may also be achieved through amendments to existing zoning districts.*)

- Design Overlay District (A district that is applied to a piece of property in addition to the underlying land-use based zoning district. The overlay district can be used to apply design requirements to the area consistent with recommended development patterns.)
- Mixed-Use District (A district where residential and non-residential land uses should be combined not only on single sites, but within single structures.)

IMPLEMENTATION MEASURES: Please see the “Implementation Program” portion of this document.

HISTORIC HARLEM CHARACTER AREA

CHARACTER AREA DESCRIPTION:

Circular area comprising the original Harlem city limits and containing a wide variety of land uses and development patterns that span the all periods of the city’s history. Intended to promote development of private parcels and public spaces in a manner that is largely complementary to the city’s New South development period between 1880 and 1919; but to also allow private properties in other sub-areas to develop according other historic patterns where applicable.



Harlem’s existing historic residential development includes a variety of styles and building types.



Design guidelines can help preserve the character of historic housing and provide guidance for future infill development.

RECOMMENDED DEVELOPMENT PATTERNS:

- Incorporate all applicable components of the *Downtown Harlem Historic Design Guidelines* and *Historic District Residential Design Guidelines* to existing and new structures in the Downtown Center, Historic Residential, Milledgeville Road Business District character areas, and any area of a local historic district as adopted by the city of Harlem.
- Incorporate all applicable components of the *Downtown Harlem Historic Design Guidelines* and *Historic District Residential Design Guidelines* - except sections on materials and details - to new structures in portions of the Declining Residential, Low-Density Residential and Traditional Neighborhood reserve character areas that are not located in a local historic district as adopted by the city of Harlem.
- Adopt traditional neighborhood site design features, dimensions and layouts for new lots, blocks and streets.

State Quality Community Objectives:

The recommended development patterns for the Historic Harlem character area will promote the following “Quality Community Objectives” established by the Georgia Department of Community Affairs:

- Growth Preparedness
- Heritage Preservation
- Regional Identity
- Educational Opportunities

APPROPRIATE LAND USES (Where consistent with recommended development patterns):

N/A: (*Note: Character area is in the form of an overlay. Appropriate land uses determined by underlying and adjacent character areas.*)

APPROPRIATE ZONING CLASSIFICATIONS (Where consistent with recommended development patterns):

Existing Harlem Zoning Districts:

N/A: (*Note: Character area is in the form of an overlay. Appropriate land uses determined by underlying and adjacent character areas.*)

Potential Zoning Districts (*Note: Efforts to achieve the recommended development patterns contained in this document may also be achieved through amendments to existing zoning districts.*)

- Design Overlay District (A district that is applied to a piece of property in addition to the underlying land-use based zoning district. The overlay district can be used to apply design requirements to the area consistent with recommended development patterns.)
- Historic Overlay District (A district that is applied to a piece of property in addition to the underlying land-use based zoning district. The overlay district can be used to apply historic preservation standards to the area consistent with recommended development patterns.)

IMPLEMENTATION MEASURES: Please see the ‘Implementation Program’ portion of this document.

COMMUNITY AGENDA

HISTORIC RESIDENTIAL CHARACTER AREA

CHARACTER AREA DESCRIPTION:

Residential neighborhoods containing the largest concentration of National Register eligible properties within the city of Harlem and exhibiting the best examples of New South and/or post-WWII development patterns. Intended for infill development that incorporates the development features that result in seamless transitions between historic homes and contemporary construction.



Grand old homes from the era of the New South provide a tranquil presence to historic Harlem neighborhoods.



Infill development should incorporate elements of Harlem's historic housing stock.

RECOMMENDED DEVELOPMENT PATTERNS:

- Promote low-density infill – primarily single-family detached.
- Non-residential uses should be limited to major streets.
- Non-residential should be confined to historic structures if one is on the site – preferably through home occupation.
- Design guidelines promoting traditional architecture (front porches, rear garages, front door orientation, etc.)
- Promote housing maintenance – primarily of original exterior design features.
- Extension of sidewalk system.
- Tree preservation.
- Incorporate traffic calming features into residential streets.

STATE QUALITY COMMUNITY OBJECTIVES:

The recommended development patterns for the Historic Residential character area will promote the following “Quality Community Objectives” established by the Georgia Department of Community Affairs:

- Heritage Preservation
- Infill Development

APPROPRIATE LAND USES (Where consistent with recommended development patterns):

- Single-Family Residential
- Professional offices
- Institutional uses
- Religious institutions
- Recreation

APPROPRIATE ZONING CLASSIFICATIONS (Where consistent with recommended development patterns):

Existing Harlem Zoning Districts:

- R-1A and 1B (Residential District)
- P-1 (Professional District)

Potential Zoning Districts (*Note: Efforts to achieve the recommended development patterns contained in this document may also be achieved through amendments to existing zoning districts.*)

- Design Overlay District (A district that is applied to a piece of property in addition to the underlying land-use based zoning district. The overlay district can be used to apply design requirements to the area consistent with recommended development patterns.)
- Historic Overlay District (A district that is applied to a piece of property in addition to the underlying land-use based zoning district. The overlay district can be used to apply historic preservation standards to the area consistent with recommended development patterns.)
- Small Lot Residential District (A district with minimum lot sizes similar to, or smaller than, the current R3 district; but, where residential land use is limited to single-family development. Allows denser infill development that is complimentary to existing residential land uses without permitting multi-family development.)
- Live/Work District (A district that provides for employment opportunities in conjunction with a dwelling which are more extensive than home occupations and which create a mixed use neighborhood predominantly residential in character.)

IMPLEMENTATION MEASURES: Please see the “Implementation Program” portion of this document.

LOW-DENSITY RESIDENTIAL CHARACTER AREA

CHARACTER AREA DESCRIPTION:

Developed and undeveloped areas of the city intended for low density residential land uses should contain single-family dwellings. The area allows for flexibility in residential building design, but encourages street block and lot arrangements that promote interconnectivity between tracts.



New low-density residential development can take many forms.



Housing options within the district are diverse.

RECOMMENDED DEVELOPMENT PATTERNS:

- Promote low-density housing options (single-family).
- Allow for single-family housing types contained within separate development tracts or streets.
- Promote a variety of architectural styles.
- Require street linkages between arterials and adjacent development tracts.
- Develop collector street standards for large developments and in targeted areas.
- Develop bicycle and pedestrian features with direct linkages to greenways and community facilities.
- Incorporate self-contained neighborhood parks or recreation space.

STATE QUALITY COMMUNITY OBJECTIVES:

The Recommended development patterns for the Low-Density Residential character area will promote the following “Quality Community Objectives” established by the Georgia Department of Community Affairs.

- Growth Preparedness
- Open Space Preservation
- Environmental Protection
- Housing Opportunities

APPROPRIATE LAND USES (Where consistent with recommended development patterns):

- Single Family Residential
- Recreation and Open space
- Public & Private Parks

APPROPRIATE ZONING CLASSIFICATIONS (Where consistent with recommended development patterns):

Existing Harlem Zoning Districts:

- R-1A, 1B, 2 (Residential District)
- PUD (Planned Unit Development District)
-

Potential Zoning Districts (*Note: Efforts to achieve the recommended development patterns contained in this document may also be achieved through amendments to existing zoning districts.*)

- Conservation, Cluster or Open Space District (A district that can promote the objective of open space preservation through a variety of techniques such as lot clustering, minimum open space requirements, etc. May be in the form of an overlay district.)

IMPLEMENTATION MEASURES: Please see the “Implementation Program” portion of this document.

MILLEDGEVILLE ROAD BUSINESS DISTRICT CHARACTER AREA

CHARACTER AREA DESCRIPTION:

Principal east-west arterial corridor to develop with a mixture of retail and office uses while preserving historic residential structures and promoting site design features that are complimentary to adjacent historic districts.



Design features and mixed materials can result in uniform commercial development.



On-street parking and wide sidewalks can make small scale retail more attractive to shoppers.

RECOMMENDED DEVELOPMENT PATTERNS:

- Office, retail, residential and institutional uses often located within mixed-use buildings.
- Street-facing buildings close to the public right-of-way via build-to-lines (vs. setbacks).
- Increased building density with traditional design features.
- Incentives to preserve historic homes including allowing non-residential uses.
- Minimum percentage of each development site with street frontage faced by buildings with parking on the sides or rear.
- Wide urban sidewalks (curb to building) with street trees, street furniture, uniform signage, pedestrian scale street lights, buried utilities and pedestrian crosswalks.
- Opportunities for on-street parking a street design features that slow traffic.

State Quality Community Objectives:

The Recommended development patterns for the Milledgeville Road Business District character area will promote the following “Quality Community Objectives” established by the Georgia Department of Community Affairs:

- Appropriate Business
- Employment Options
- Sense of Place
- Heritage Preservation

APPROPRIATE LAND USES (Where consistent with recommended development patterns):

- General Retail
- Commercial Activity

APPROPRIATE ZONING CLASSIFICATIONS (Where consistent with recommended development patterns):

Existing Harlem Zoning Districts:

- P-1 (Professional District)
- B-1 (Downtown Business)
- B-2 (Local Business)
- B-3 (General Business)

Potential Zoning Districts (Note: Efforts to achieve the recommended development patterns contained in this document may also be achieved through amendments to existing zoning districts.)

- Corridor Overlay District (A district that is applied to a piece of property in addition to the underlying land-use based zoning district. The overlay district can be used to apply access management and aesthetic design requirements to the area consistent with recommended development patterns.)

IMPLEMENTATION MEASURES: Please see the “Implementation Program” portion of this document.

IMPLEMENTATION PROGRAM

Through the community participation process, Harlem’s identified issues and opportunities have been refined and prioritized in order to develop a clear direction in which to dedicate city resources and energy. The “Implementation Program” portion of the *Community Agenda* document is divided into two sections. First, the “short-term work program” represents clear objectives whose implementation is of immediate priority to the community. Next, the “long-term goals and policies” section provides further direction and support for city actions above and beyond the immediate five year planning period.

Short-Term Work Program

As a list of community priorities resulting from the comprehensive planning process, the measurable objectives contained within the short-term work program are subject to revision only through the formal amendment of the *Harlem Comprehensive Plan*. In contrast, specific strategies that have been proposed to obtain each objective are subject to change at any time. Changes to strategies can occur for any number of reasons including: lack of funding or resources, identification of alternative strategies, strategies rendered moot as a result of implementing alternatives, determination of infeasibility, etc. Changes to strategies contained in the short-term work program must be reflected in updates provided by the City of Harlem in accordance with the “Standards and Procedures for Local Comprehensive Planning.”

Relation to Character Areas

While many of the strategies listed within the short-term work program are not categorized under the topic of “land use,” many of the development objectives proposed in Harlem’s character area descriptions are intended to be implemented through strategies listed under other topics. In some cases, implementation of the short-term work program will result in the implementation of recommended development objectives for multiple character areas.

CITY OF HARLEM – SHORT-TERM WORK PROGRAM									
Activity	Year of Implementation					Responsible Party	Estimated Cost	Funding Source(s)	
	2007	2008	2009	2010	2011				
TOPIC: ECONOMIC DEVELOPMENT									
Objective: Encourage more office related development within the city.									
Objective: Improve the technology infrastructure within the municipal limits.									
	Inventory tracts that are suitable for office development.			X	X	X	City of Harlem	Staff Time	City
	Pursue new technology infrastructure that would be added to the city including more internet and cable carriers, more competition for phone access (land and cell).		X	X	X	X	City of Harlem/Private	Undetermined	City/Private/OneGeorgia
	Install a Wi-Fi hotspot within the downtown business district.		X	X	X	X	City of Harlem/Private	Undetermined	City/Private/OneGeorgia



COMMUNITY AGENDA

CITY OF HARLEM – SHORT-TERM WORK PROGRAM									
Activity	Year of Implementation					Responsible Party	Estimated Cost	Funding Source(s)	
	2007	2008	2009	2010	2011				
TOPIC: HOUSING									
Objective: Provide Harlem’s workforce with a variety of housing options.									
Assemble dilapidated property using CDBG funds or through tax liens.	X	X	X	X	X	City of Harlem	Staff Time	City/CDBG	
Apply for CHIP funding to use for down payment assistance and low interest loans for first time homebuyers.	X	X	X	X	X	City of Harlem	Staff Time	City/CHIP	
Partner with a developer to construct for-sale housing on the assembled parcels.	X	X	X	X	X	City of Harlem	Staff Time/Private	City/Private	
Objective: Formally incorporating the <i>Historic District Residential Design Guidelines</i> .									
Adopt the <i>Historic District Residential Design Guidelines</i> as part of a local historic zoning district by the Historic Preservation Committee	X					City of Harlem	Staff Time	City	
Objective: Redevelop the deteriorating manufactured housing stock into higher-density and/or mixed development.									
Adopt a nuisance ordinance requiring that annual inspection and licensing of vacant and dangerous buildings be conducted.		X				City of Harlem	Staff Time	City	
Encourage the development of new housing or other appropriate uses consistent with the corresponding character area on sites that have deteriorated manufactured housing.	X	X	X	X	X	City of Harlem	Staff Time	City	
Assemble sites within the Downtown Center and Milledgeville Character Areas occupied with manufactured housing and repurpose them with more community focused uses.				X	X	City of Harlem	Staff Time	City	
Objective: Annex and rezone all homes that are on or near the city limits in order to clean up boundary lines of Harlem.									
Initiate annexation of any properties that are receiving city services.	X	X				City of Harlem	Staff Time	City	
TOPIC: NATURAL AND CULTURAL RESOURCES									
Objectives: Establish more parks and open space within the city limits.									
Inventory and assemble land within the city limits that would be appropriate for new pocket parks and small playgrounds.	X	X	X	X	X	City of Harlem	Staff Time/ Undetermined	City/USDA, DNR	
Objective: Protect the quality of groundwater sources (i.e. aquifer recharge areas) located within and in close proximity to the city limits from the effects of new development. Incorporate open spaces in new developments that preserves the natural habitat.									
Objective: Include a greater proportion of natural landscape into new developments.									



COMMUNITY AGENDA

CITY OF HARLEM – SHORT-TERM WORK PROGRAM									
Activity		Year of Implementation					Responsible Party	Estimated Cost	Funding Source(s)
		2007	2008	2009	2010	2011			
	Develop conservation subdivision standards.		X				City of Harlem	Staff Time	City
	Require local land clearance permits for new development.		X				City of Harlem	Staff Time	City
	Amend land development regulations to increase natural buffers from streams.				X		City of Harlem	Staff Time	City
	Amend the open space regulations in the land development regulations to require that a percentage of landscape remain natural in new residential developments.		X				City of Harlem	Staff Time	City
	Adopt a city-wide tree preservation ordinance.					X	City of Harlem	Staff Time	City
TOPIC: COMMUNITY FACILITIES									
Objective: Invest in sewer treatment facility upgrades to accommodate new developments in the future.									
Objective: Extend water lines in the city to create better flow in system and eliminate stagnant water.									
	Initiate physical expansion of sewer treatment facility to double the capacity of the facility and to accommodate expected population growth over the next 20 year period.	X	X	X			City of Harlem	Undetermined	City, USDA, EDA, DCA, DNR, GEFA
	Explore opportunities with the City of Thomson to establish water supply to the city of Harlem.	X	X	X			City of Harlem	Staff Time	Thomson
Objective: Enhance city government services.									
	Use current plan to consolidate the city administrative functions into an expanded city hall.	X	X	X			City of Harlem	Undetermined	City
	Renovate, expand, or relocate space for public safety.				X	X	City of Harlem	Staff Time	City
	Address need for more public works space by expanding or moving the current facility.					X	City of Harlem	Staff Time	City
	Relocate the fire station away from the RR line.					X	City of Harlem	Undetermined	City
	Acquire new fire fighting equipment.	X	X	X	X	X	City of Harlem	Undetermined	City
	Purchase new police vehicles and radio equipment.	X	X	X	X	X	City of Harlem	Undetermined	City
	Purchase new generator, chipper, and other equipment for public works.	X	X	X	X	X	City of Harlem	Undetermined	City
	Purchase a new trash truck for the city.	X	X	X	X	X	City of Harlem	Undetermined	City
	Purchase new recreation equipment for the city.	X	X	X	X	X	City of Harlem	Undetermined	City
	Expand Library facilities as needed based on population expansion.				X	X			



COMMUNITY AGENDA

CITY OF HARLEM – SHORT-TERM WORK PROGRAM									
Activity	Year of Implementation					Responsible Party	Estimated Cost	Funding Source(s)	
	2007	2008	2009	2010	2011				
TOPIC: TRANSPORTATION									
Objective: Improve the bicycle and pedestrian access and safety on city streets.									
Develop city wide bike and pedestrian plan to target the location of on-street and off-street bicycle and pedestrian facilities.	X	X	X	X	X	City of Harlem	Undetermined	City/RDC	
Amend land development regulations to require walkway access between new developments and adjacent greenway trails, schools, parks and other public facilities.	X					City of Harlem	Staff Time	City	
Amend land development regulations to increase sidewalk width and the distance between sidewalks and the back of street curb.			X			City of Harlem	Staff Time	City	
Amend land development regulations to require new residential and non-residential development to provide sidewalks along the frontage of existing streets.				X		City of Harlem	Staff Time	City	
Apply for TE grant funding to improve pedestrian/bicycle access/safety along Gordon Highway.			X		X	City of Harlem	Staff Time/ 20% matching funds	TE	
Apply for TE grant funding to improve transportation function and access to all parts of the city.	X		X		X	City of Harlem	Staff Time/ 20% matching funds	TE	
Objective: Promote the inclusion of a by-pass around the city to alleviate truck traffic through the downtown.									
Work with GDOT and Columbia County to fund a by-pass around the city by including it in the STIP.	X	X	X	X	X	City of Harlem	Staff Time	City	
TOPIC: HISTORIC RESOURCES									
Objective: Promote the preservation of historic structures and Harlem’s heritage									
Identify list of the 10 most historic sites in Harlem and designate them for preservation.		X				City of Harlem Historic Preservation Commission	Undetermined	City/Georgia Heritage Fund	
Nominate eligible properties to the National Register of Historic Places	X	X	X	X	X	City of Harlem Historic Preservation Commission	Undetermined	City/Georgia Heritage Fund	
Renovate the Columbia theater into community space.	X	X	X			City of Harlem Historic Preservation Commission	Undetermined	City/Georgia Heritage Fund/Tax Credits	
Preserve facades of downtown buildings	X	X	X	X	X	City of Harlem Historic Preservation	Undetermined	City/Georgia Heritage Fund	



COMMUNITY AGENDA

CITY OF HARLEM – SHORT-TERM WORK PROGRAM									
Activity	Year of Implementation					Responsible Party	Estimated Cost	Funding Source(s)	
	2007	2008	2009	2010	2011				
						Commission			
TOPIC: LAND USE									
Objective: Improve the connectivity of streets within the city.									
	Amend land use regulations so that streets are brought to the property line.	X					City of Harlem	Staff Time	City
Objective: Create improved tools for future development.									
	Develop a Traditional Neighborhood zoning district.	X					City of Harlem	Staff Time	City



Long-Term Goals and City Policies

In addition to the community priorities listed within the short-term work program, the comprehensive planning process has revealed long-term goals that Harlem citizens, stakeholders and leaders would like to achieve in order to maintain community prosperity and promote a unique community character. Many of the long-term goals and supporting policies listed in this Section are consistent with, and extensions of, the objectives and strategies contained in the short-term work program. Other long-term goals are distinct from any of the ideas generated in the short-term work program. Regardless, all items in **Figure 11-B** represent courses of action that Harlem intends to take as it charts its future. Where applicable, decisions of the local leadership will be consistent with the ideas contained in the *Community Agenda* “Implementation Program.”

Figure 11-B: CITY OF HARLEM – LONG-TERM GOALS AND SUPPORTING POLICIES	
TOPIC: HISTORIC RESOURCES	
A.	Promote the preservation of historic structures and Harlem’s heritage.
	<ul style="list-style-type: none"> • Support the City of Harlem Historic Preservation Committee to ensure that historic structures in Harlem are cataloged and identified for preservation. • Establish a building façade grant program to help maintain the integrity of historic buildings in Harlem. • Investigate the possible nomination of eligible individual historic properties or districts within the city of Harlem to the National Register of Historic Places. • Adopt local historic preservation standards to protect the design and character of historic structures while providing flexibility in their use.
TOPIC: ECONOMIC DEVELOPMENT	
A.	Ensure that new employment options balance the varying income levels of Harlem’s population by balancing professional service-sector jobs with lower-paying service sector occupations.
	<ul style="list-style-type: none"> • Collaborate with regional economic development agencies to develop a diverse economy based on multiple industry sectors and employment opportunities in the city limits. • Focus retail recruitment efforts to character areas along major thoroughfares as identified in the future development map. • Promote the formation of local private business groups that can focus their energy on marketing Harlem as an attractive business location. • Form a chamber of commerce.
B.	Decreasing the Harlem High School drop-out rate.
	<ul style="list-style-type: none"> • Continuing to support the Family Connection program in Harlem and creating city-wide programs to address the high drop-out rate in the city.
C.	Decreasing the consistently high percentage of Harlem families living in poverty.
	<ul style="list-style-type: none"> • Work with county and state officials to create a diversified economy within the Harlem area to ensure that families have the greatest opportunities to more employment options. • Create city programs to help lift families out of poverty by emphasizing fiscal and budgeting skills and maintaining an active employment service.
E.	Encourage the development of Bed & Breakfast style accommodations for tourists.
	<ul style="list-style-type: none"> • Designate an area in which the location of a B&B establishment would be beneficial to the city.
F.	Extend the downtown business district south of Gordon Highway to provide an area of concentration for new development.
	<ul style="list-style-type: none"> • Focus economic development activity near the intersection of Gordon Highway and U.S. 278 to bring business development south of the downtown area. • Create a special business district to encourage development south of Gordon Highway.
TOPIC: HOUSING	
A.	Provide safe, clean and affordable housing choices to Harlem residents of varying income levels.
	<ul style="list-style-type: none"> • Develop multi-family housing options for residents who may not be able to purchase single-family homes. • Investigate inclusionary housing policies. • Partner with the private sector and/or government agencies to develop housing assistance programs.

Figure 11-B: CITY OF HARLEM – LONG-TERM GOALS AND SUPPORTING POLICIES	
B.	Establish a house maintenance program for low- to moderate-income households that own their own homes. <ul style="list-style-type: none"> • Seek funding for grants to be given to low- to moderate-income households to maintain owner-occupied housing. • Work with local organizations to conduct home-buying/maintenance programs for low- to moderate-income households.
C.	Incorporate active recreation areas into new developments. <ul style="list-style-type: none"> • Require new developments to provide active recreation areas.
D.	Promote higher-density development patterns to reduce distances between residential, retail, and office areas. <ul style="list-style-type: none"> • Create areas of higher density to increase the walkability of the city.
TOPIC: NATURAL AND CULTURAL RESOURCES	
A.	Protect the quality of drinking water sources (i.e. streams, watersheds, etc.) from the effects of new development. <ul style="list-style-type: none"> • Incorporate open space in new developments that preserves natural habitat in sensitive environmental areas such as floodplains. • Include a greater proportion of natural landscape into new developments. • Improve or increase standards that provide community-wide protection to sensitive wetland habitats. • Reduce the amount of impervious surfaces in new development and increasing tree planting/protection standards to reduce the amount of storm water runoff generated by a development site.
B.	Coordinate with state or local preservation organizations to promote the acquisition and management of open space areas. <ul style="list-style-type: none"> • Seek funding for the acquisition and management of open space areas. • Require new developments to have undisturbed open space within the development.
TOPIC: COMMUNITY FACILITIES	
A.	Provide additional public park space and recreational opportunities for all ages. <ul style="list-style-type: none"> • Incorporate active recreation areas into new developments. • Identify areas where small public parks can be developed to improve community accessibility. • Continue to partner with the Columbia County Parks and Recreation Department to provide variety in active recreational options. • Upgrade the technology capabilities of the Harlem Library and plan for more space needs in the future.
B.	Enhance city government services. <ul style="list-style-type: none"> • Use current plan to consolidate the city administrative functions into an expanded city hall. • Streamline record-keeping functions. • Increase the amount of space available for the Public Works department and Municipal Courts. • Relocate the fire station away from the railroad line. • Hiring additional municipal employees to ensure effective provision of services to the city’s population.
C.	Invest in sewer treatment facility upgrades to accommodate new developments in the future. <ul style="list-style-type: none"> • Continue to monitor the needs for new sewer capacity in relation to population needs. • Improve service by maintaining the existing system of sewer lines and maintaining the treatment facility.
D.	Extend water lines in the city to create better flow in system and eliminate stagnant water. <ul style="list-style-type: none"> • Improve the water quality of residents and customers. • Collaborate with the City of Thomson to improve the flow of water to improve taste and quality by creating a circular loop for water flow.
E.	Provide more services to senior citizens and accommodate retirees. <ul style="list-style-type: none"> • Create senior programs to address the growing senior population in Harlem. • Ensure that seniors have access to public transportation. • Develop programs in conjunction with local hospitals that focus on health care for seniors.
F.	Increase commitment to reduce solid waste disposal through the active provision and promotion of household and yard waste recycling programs. <ul style="list-style-type: none"> • Work with local and state officials to encourage more solid waste and yard waste recycling.
G.	Limit the impact of new development infrastructure needs on the fiscal budget <ul style="list-style-type: none"> • Implement development impact fees to offset the cost of constructing needed infrastructure for new development projects in the city.

Figure 11-B: CITY OF HARLEM – LONG-TERM GOALS AND SUPPORTING POLICIES	
TOPIC: TRANSPORTATION	
A.	Promote the inclusion of a by-pass around the city to alleviate truck traffic through the downtown.
	<ul style="list-style-type: none"> • Work with GDOT and Columbia County to fund a by-pass around the city by including it in the STIP. • Coordinate with the railroad to decrease noise that results from at-grade street crossings. • Address future parking issues through the improvement of off-street parking standards and the targeted provision of on-street parking options.
B.	Increase pedestrian/bicycle safety and access to all portions of the city.
	<ul style="list-style-type: none"> • Develop an extensive recreational trail network. • Increase pedestrian and bicycle linkages throughout the city. • Provide for non-vehicular access between developments. • Create more on-street and off-street bike facilities and include bike lanes on wider streets to encourage alternative transportation usage.
C.	Manage the long-term maintenance of city streets while improving access along major thoroughfares.
	<ul style="list-style-type: none"> • Explore funding measures necessary to create a reserve fund for long-term street maintenance. • Promote higher-intensity development patterns in order to decrease the amount of new public facilities/utilities being added to the city’s street system. • Develop access management standards for major thoroughfares. • Develop a full city street hierarchy and network to allow for the construction of higher-volume streets as part of new development.
TOPIC: LAND USE (See “Community Vision”. Recommended development patterns contained within each character area description represent Harlem’s land use goals and policies.)	



HARLEM COMPREHENSIVE PLAN APPENDIX

February, 2007

PURPOSE

As a document that reflects the shared vision, goals and objectives of an entire community, a comprehensive plan must be based on extensive public involvement. Only through the input of local leaders and the general public can any comprehensive plan be embraced as the community’s guide to long-term health and sustainability. The level of community ownership of a comprehensive plan is tied directly to the degree of public input that is incorporated into the planning effort. Only by conducting a comprehensive planning process that creates this public sense of ownership will the community make a conscious decision to work toward its implementation. Without active citizen involvement, it is unlikely that a comprehensive plan will do more than sit forgotten on a shelf. A comprehensive plan that is based on public input, however, will continue to serve as a dynamic policy guide that benefits the community well into the future.

The *Community Participation Plan* ensures that public input is incorporated into the comprehensive planning process for Harlem. To obtain this input, stakeholders are targeted to focus attention to key issues and opportunities that must be addressed through the creation of Harlem’s *Community Agenda*; and, to provide an understanding of community-wide priorities in advance of the *Agenda* preparation. Through workshops, the general public will refine and revise community issues and opportunities. The general public will also generate the ideas that will ultimately form the implementation policies of the *Harlem Comprehensive Plan*.

STAKEHOLDERS

Planning/Advisory Committee

The *Community Participation Plan* proposes the continued use of a planning/advisory committee appointed by Harlem City Council. The Harlem Advisory Committee will meet intermittently to provide direction to *Community Agenda* preparation based on input received through public workshops and surveys.

The Harlem Advisory Committee was actually formed soon after *Community Assessment* data collection was initiated. The Advisory Committee is composed of a broad cross-section of Harlem community leaders including citizens and local officials. As with any data collection effort, a plan preparer must take into account quantitative and qualitative information. The support of the Advisory Committee during the data collection effort was essential – both in fulfilling many primary data requests; and, in providing the necessary feedback to better understand statistical information.

Harlem Comprehensive Plan Planning/Advisory Committee	
Name	Organization
Ruth Blackburn	Tracy-Luckey Co.
Ann Blalock	Foundation HPC
Tom Blalock	City of Harlem
Daniel W. Cason	City of Harlem
Stephaney Crenshaw	Columbia Co. Board of Education
Bobby Culpepper	Harlem Planning & Zoning
Renee Dean	RMD Photography
Jean Dove	City of Harlem
Debra Moore	City of Harlem
Robin Root	City of Harlem
Gary Russeth	Citizen
Jean Russeth	Citizen
Dee Tapley	City of Harlem



Additional Stakeholder Identification

With the assistance of the Advisory Committee during the *Community Assessment* process, additional stakeholders have been identified. During preparation of the *Community Agenda*, it will be important to offer stakeholder organizations and individuals the opportunity to provide feedback and direction through a variety of options. In addition to the principal public participation techniques proposed in this document, many community stakeholders will have the opportunity to participate in individual interviews and/or future Advisory Committee discussions. Stakeholder groups and organizations include the following:

Harlem Comprehensive Plan, Stakeholders	
Augusta Technical College	Development Authority of Columbia County
Columbia County Board of Education	Family Connection
Columbia County Chamber of Commerce	Fort Gordon
Columbia County Community and Leisure Services Division	Georgia Department of Natural Resources
Columbia County Construction and Maintenance Division	Georgia Department of Transportation
Columbia County Engineering and Environmental Services Division	Harlem City Council
Columbia County Planning and Development Division	Harlem Foundation
Columbia County Rural Public Transit	Harlem Housing Authority
Columbia County Water Utility	Harlem Planning and Zoning Dept.
CSRA Area Agency on Aging	Harlem Public Safety Dept.
CSRA Business Lending Corporation	Harlem Public Works Dept.

PARTICIPATION TECHNIQUES

Planning/Advisory Committee Meetings

Community Assessment

Meetings of the Advisory Committee began in January, 2006. The initial committee meeting focused on a description of the comprehensive planning process and the importance of a comprehensive plan in establishing long-term community policy. Committee members also provided initial input on Harlem’s issues and opportunities. Subsequent committee meetings focused on presentations and discussions that revolved around data sets and information that are required in order to adhere to the “Supporting Analysis of Data and Information” section of the “Standards and Procedures for Local Comprehensive Planning.”

Community Agenda

Advisory Committee meetings will continue during the preparation of the *Community Agenda* portion of the *Harlem Comprehensive Plan*. The committee will retain their role as a focus group – helping to translate community input into measurable goals and priorities. The committee will also assist in the initial development of *Plan* implementation strategies. Finally, the committee will serve as the primary vehicle for soliciting public participation in the *Community Agenda* process. It will be the Advisory Committee’s responsibility to educate residents on the need to participate in the planning process; and, to inform the community of upcoming opportunities to participate. The number and frequency of Advisory Committee meetings during the *Community Agenda* process is illustrated in the comprehensive plan schedule within this document; but, is subject to change based on public input.

Public Workshops

Community Assessment

The initial public workshop for the *Harlem Comprehensive Plan* was held on Tuesday, May 2, 2006. Through the initiative of Advisory Committee members, Harlem residents and property owners were invited to participate in the workshop through the distribution of flyers, and public hearing notices posted in the *Columbia County News-Times*. Newspaper postings advertising the workshop were prepared in large block format so that they would be conspicuous to readers.

The workshop format was centered around a presentation explaining the comprehensive planning process and detailing how Harlem residents and property owners would be able to participate in *Plan* preparation during the *Community Agenda* portion of the planning effort. After questions and answers, attendees were offered the opportunity to participate in future Advisory Committee meetings. An attendee information/survey card was made available that included basic questions soliciting citizens’ opinions on positive and negative attributes of Harlem. Responses were intended to supplement information received from prior Advisory Committee meetings and augmented recommendations contained in the *Community Assessment* document.

Community Agenda

At least 2 additional public workshops will be held for the general public during preparation of the *Community Agenda*. Unlike the formal presentation format of the initial *Community Assessment* workshop, *Community Agenda* workshops will be held in a “drop-in” format. As with an open house, drop-in workshops allow members of the public to attend at any point during an identified block of time and stay for the period of time they feel comfortable with. Drop-in workshops also will provide individual staff members with the opportunity to speak one-on-one with attendees.

At the first workshop, attendees will be able to walk among displays that highlight issues and opportunities related to all topics addressed in the *Community Assessment*. For each topic, attendees may complete a survey form that allows them to rank the information presented in order of priority. The surveys will also allow attendees to suggest revisions and options to the preliminary recommendations that are being

presented. Project staff will be available throughout to answer questions and provide clarification. All information will be compiled and utilized to revise community goals and objectives.

The second workshop will be conducted in the same format as the first; except, participants will focus on suggesting and prioritizing implementation policies.

Stakeholder Interviews

Many of the stakeholder groups identified herein were contacted for input during preparation of the *Community Assessment*. As previously suggested, stakeholder groups will have the opportunity to provide input on the draft *Community Assessment* document. Stakeholder groups expressing interest will have the opportunity to participate in individual interviews and attend *Community Agenda* public workshops.

Public Hearings

Public hearings will be held in accordance with the “Standards and Procedures for Local Comprehensive Planning.”

COMMUNITY AGENDA SCHEDULE

The *Harlem Comprehensive Plan* is being prepared according to the schedule below. This schedule was approved by the Harlem Advisory Committee at their initial meeting in January, 2006. The number of Advisory Committee meetings and public workshops illustrated on the schedule is a minimum and may increase.

City of Harlem, Georgia Comprehensive Plan Update
Project Schedule*

Task	Community Assessment						Community Participation/Agenda						
	Jan. 2006	Feb.	March	April	May	June	July	August	Sept.	Oct.	Nov.	Dec.	Jan. 2007
Planning/Advisory Committee meetings.	X						X		X	X			
Community Assessment/Participation Plan Drafts Complete. Distribute.								X					
Community Assessment/Participation Plan draft report presentation by RDC.								X					
Community Assessment/Participation Plan transmitted by local government.								X					
Community Assessment/Agenda public workshops				X					X				
Community Assessment/Participation Plan DCA/RDC review period.								X	X	X	X	X	
Community Agenda draft report presentation by RDC										X			
Community Agenda transmitted by local government.											X		
Community Agenda DCA/RDC review period.											X	X	X
Community Agenda Final product adopted by local government.											X	X	X
													X

*Project schedule approved by Harlem Advisory Committee, January, 2006.



PUBLIC OPEN HOUSE:

Be sure YOU have a say in Harlem's future!

Open House

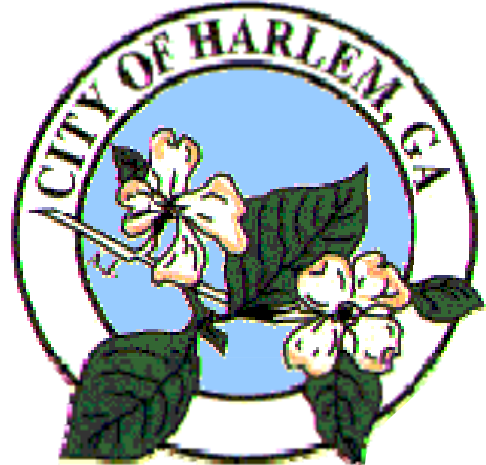
Thursday, November 2, 2006

Harlem City Hall

*Brief presentation at **6:00 pm** and
Staff will be available to take questions and
comments until **8:00 pm***

Refreshments will be served!

**Invite your friends
and neighbors!**



What is the Comprehensive Plan?

- A comprehensive plan is a guide for how a community will grow and develop in the future.
- The comprehensive plan addresses a community's issues and opportunities in relation to topics such as: population, economic development, housing, natural and cultural resources, community facilities, transportation and land use.
- The comprehensive plan results in goals, policies and strategies that will guide a community's decision-making process for an extended period of time.

Why should I attend?

- The Comprehensive Plan is the public's document. This is your opportunity to shape your city's future by suggesting changes to the draft Comprehensive Plan.
- As a Harlem resident, property owner or business owner, you need to know what the Comprehensive Plan means to you and familiarize yourself with the policies that will directly affect you.

What will occur at the meeting?

- In a brief presentation, you will be given an overview of the comprehensive planning process.
- You will be able to offer additional comments to ensure that the Harlem Comprehensive Plan is a document that reflects the wishes of its citizens.
- Staff from the CSRA Regional Development Center will be on-hand to explain the short-term objectives and the long-term goals identified by the citizens of Harlem and to answer any questions you may have.

For more information, contact **Dee Tapley**, City of Harlem:
(706) 556-0043





110-B N. Louisville Street
P.O. Box 99
Harlem, GA 30814

1-706-556-0043
Fax: 706-556-0609
www.harlemga.org
E-mail: cityofharlem@harlemga.org

October 30, 2006

Dear Citizen or Business Owner,

I would like to invite you to the *Harlem Comprehensive Plan* community Open House. The Open House will be held on Thursday, November 2, 2006 at Harlem City Hall. There will be a brief presentation at 6:00 pm followed by a question and answer session. This meeting will give you an opportunity to learn more about the comprehensive plan process and to familiarize yourself with the short-term objectives and long-term goals that have been identified by the citizens of Harlem.

Your participation at the Open House is very important. By attending, you will be helping to finalize Harlem's *Community Agenda* document – an essential part of the comprehensive planning process. Before the conclusion of the open house, you will be asked to complete a comment card to identify any additional issues you believe need to be addressed before the City Council adopts the Comprehensive Plan.

The *Harlem Comprehensive Plan* must be based on public input in order to ensure the wishes of the citizens and business owners are successfully implemented. I am hoping for your help to finalize this important community guide. If you have questions, please contact Dee Tapley at (706) 556-0043.

Sincerely,

Scott Dean
Mayor
City of Harlem

EQUAL OPPORTUNITY EMPLOYER AND PROVIDER

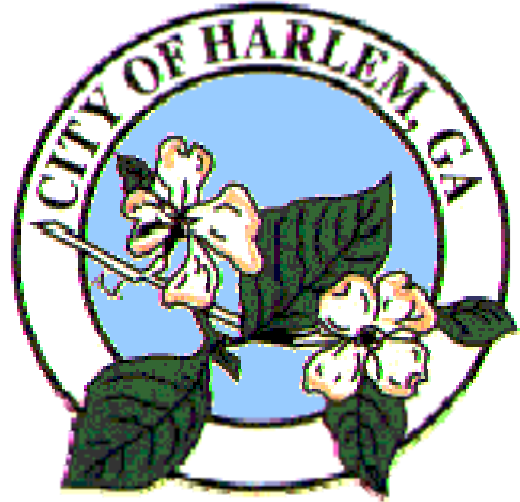


Change is coming!

Participate in Harlem's Future!

Open House
Tuesday, September 26th
Drop-in anytime between
6:00—8:00 pm
Harlem City Hall

**Invite your friends
and neighbors!**



What is the Comprehensive Plan?

- A comprehensive plan is a guide for how a community will grow and develop in the future.
- The comprehensive plan addresses a community's issues and opportunities in relation to topics such as: population, economic development, housing, natural and cultural resources, community facilities, transportation and land use.
- The comprehensive plan results in goals, policies and strategies that will guide a community's decision-making process for an extended period of time.

Why should I attend?

- The comprehensive plan is the public's document. This is your opportunity to shape your city's future.
- As a Harlem resident, property owner or business owner, you know best which issues and opportunities that Harlem will face over the next 20 years. The Comprehensive Plan will not be complete until it includes the input of the general public.

What will occur at the meeting?

- You will be able to identify and prioritize community issues and opportunities for a range of topics.
- You will be able to suggest future development options for the city.
- Staff from the CSRA Regional Development Center will be on-hand to explain the comprehensive planning process and update you on the status of Harlem's comprehensive plan.

Have questions? Can't attend? Would you like to participate in the future?

For more information contact **Dee Tapley**, City of Harlem: **706-556-0043**





110-B N. Louisville Street
P.O. Box 99
Harlem, GA 30814

1-706-556-0043
Fax: 706-556-0609
www.harlemga.org
E-mail: cityofharlem@harlemga.org

September 5, 2006

Dear Resident or Property Owner,

I would like to invite you to the Harlem Comprehensive Plan Community Open House, **Tuesday, September 26, 2006 at Harlem City Hall**. There is no formal presentation during the Open House, so please feel free to drop-in at any time between the hours of **6:00 and 8:00 pm**. This meeting will give you an opportunity to share your ideas and help in the effort to solicit input from the citizens and businesses of Harlem.

Your participation in the comprehensive planning process is extremely important. Attendance at the Open House gives you the opportunity to help shape Harlem's *Community Agenda* – an essential part of this process. Over the next few months you will have a few opportunities to prepare and prioritize lists of issues, opportunities, goals and strategies for implementation. Along with a future development map and short-term work program, these items will guide Harlem's growth and development for the next twenty years.

The *Community Agenda* must be based on public input in order for the *Harlem Comprehensive Plan* to garner the necessary community support to ensure its effective implementation. I am hoping for your help to prepare this document. If you have questions, or are unable to attend but would like to know how you can participate, please contact Jason Hensley with the CSRA Regional Development Center at (706) 210-2000 ext. 120 or at jhensley@csrardc.org.

Sincerely,

Scott Dean
Mayor
City of Harlem

EQUAL OPPORTUNITY EMPLOYER AND PROVIDER





Harlem Comprehensive Plan Public Open House – Tuesday, September 26 Issues and Opportunities Survey

Purpose of the Survey:

The Harlem Comprehensive Plan document will guide the city's growth and development for the next twenty (20) years. To do so, Harlem residents, property owners, business owners and community leaders must first identify key issues and opportunities that face the city.

Please take a few minutes of your time to review this survey and provide us with your input.

Section 1: Harlem Community Vision Statement

Help develop a vision statement for Harlem by completing the following three (3) sentences:

1) The one (1) thing that I like most about Harlem is:

2) The one (1) thing about Harlem that I would most like to change/enhance/improve is:

3) In the next ten (10) years, Harlem should become a city that:

For more information about the Harlem comprehensive planning process; or, to return completed surveys, please contact:

**City of Harlem
Attn: Dee Tapley
P.O. Box 99
Harlem, GA 30814**

(706) 556-0043

Section 2: Issues and Opportunities by Topic

What are the most important issues that face Harlem as it develops over the next twenty (20) years? As Harlem changes, what opportunities will Harlem have to improve its citizens' quality of life?

This section contains information and questions on six (6) topics that are being considered through the Harlem comprehensive planning process: population, economic development, housing, natural and cultural resources, community facilities and transportation. **Please review the preliminary list of issues and opportunities identified for each topic. Feel free to add issues or opportunities that should be addressed. Tell us which items are the most important.**

Topic: POPULATION: Which of the following issues or opportunities regarding population do you feel are the most urgent (Need to be addressed first)? **Rank each issue with 1 representing the most urgent. (Please use each number only once.)** (Note: If you feel a particular item should not be addressed at all, please leave the space blank.)

Item	Rank	Issue/Opportunity
A.	—	Being cautious regarding new property annexation for residential growth to help Harlem to preserve its small-town character, yet still remain economically viable.
B.	—	Increasing employment and housing options for Harlem's young population to remain in the city.
C.	—	Providing more services to senior citizens and accommodate retirees.
D.	—	Providing additional employment opportunities and/or incentives in construction, service and manufacturing sectors for residents without college degrees or other advanced credentials.
E.	—	Promoting local growth in office-based professional services including occupations such as bankers, accountants, doctors, architects, engineers, etc. to provide employment options for an increasing number of residents with college educations.
F.	—	Decreasing the Harlem High School drop-out rate.
G.	—	Decreasing the consistently high percentage (17 percent) of Harlem families living in poverty.
H.	—	Your Population Issue/Opportunity Here:
I.	—	Your Population Issue/Opportunity Here:

Topic: ECONOMIC DEVELOPMENT: Which of the following issues or opportunities regarding economic development do you feel are the most urgent (Need to be addressed first)? **Rank each issue with 1 representing the most urgent. (Please use each number only once.)** (Note: If you feel a particular item should not be addressed at all, please leave the space blank.)

Item	Rank	Issue/Opportunity
A.	—	Ensuring that new employment options balance the varying income levels of Harlem's population by attracting service sector jobs that cater to both higher-paying administrative and professional services and lower-paying service sector jobs (ex. Fast-food, grocery stores, etc.)+
B.	—	Extending the downtown business district south of Gordon Highway to provide an area of concentration for new employment.
C.	—	Encouraging the development of B&B style accommodations for tourists.
D.	—	Encourage more office-related development within the city.
E.	—	Improve the technology infrastructure within the municipal limits (such as cellular or Wi-Fi).
F.	—	Enhancing employment options within the city that build on existing regional industry clusters industry clusters anchored by medical and educational institutions.
G.	—	Providing Harlem's workforce with a variety of housing options.
H.	—	Collaborating with regional economic development agencies to develop a diverse economy based on multiple industry sectors and employment opportunities in the city limits.
I.	—	Your Economic Development Issue/Opportunity Here:
J.	—	Your Economic Development Issue/Opportunity Here:

Topic: HOUSING: Which of the following issues or opportunities regarding housing do you feel are the most urgent (Need to be addressed first)? **Rank each issue with 1 representing the most urgent. (Please use each number only once.)** (Note: If you feel a particular item should not be addressed at all, please leave the space blank.)

Item	Rank	Issue/Opportunity
A.	—	Redeveloping some of the deteriorating manufactured housing stock into higher-density and/or mixed use development.
B.	—	Formally incorporating the <i>Historic District Residential Design Guidelines</i> .
C.	—	Providing safe, clean and affordable housing choices to Harlem residents of varying income levels.
D.	—	Developing multi-family housing options for residents who may not be able to purchase single-family homes (this includes reserving space for future multi-family development).
E.	—	Assembling vacant houses and/or vacant lots to develop new, affordable, for-sale housing.
F.	—	Establishment of a house maintenance program for low- to moderate-income households that own their own homes.
G.	—	Your Housing Issue/Opportunity Here:
H.	—	Your Housing Issue/Opportunity Here:

Topic: NATURAL & CULTURAL RESOURCES: Which of the following issues or opportunities regarding natural & cultural resources do you feel are the most urgent (Need to be addressed first)? **Rank each issue with 1 representing the most urgent. (Please use each number only once.)** (Note: If you feel a particular item should not be addressed at all, please leave the space blank.)

Item	Rank	Issue/Opportunity
A.	—	Protecting the quality of surface drinking water sources (i.e. streams, ponds, lakes, etc.) from the effects of new development.
B.	—	Protecting the quality of groundwater sources (i.e. aquifer recharge areas) located within and in close proximity to the city limits from the effects of new development.
C.	—	Improving or increasing standards that provide community-wide protection to sensitive wetland habitats.
D.	—	Incorporating open space in new developments that preserves natural habitat.
E.	—	Including a greater proportion of natural landscape into new developments.
F.	—	Coordinating with state or local preservation organizations (i.e. Central Savannah River Land Trust) to promote the acquisition and management of open space areas.
G.	—	Establishment of more parks/open space within the city limits.
H.	—	Adopting local historic preservation standards to protect the design and character of historic structures while providing flexibility in their use.
J.	—	Your Natural & Cultural Resources Issue/Opportunity Here:
K.	—	Your Natural & Cultural Resources Issue/Opportunity Here:

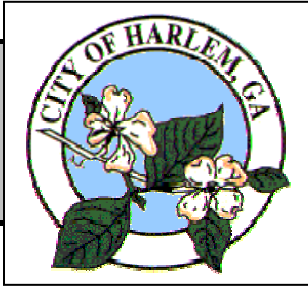
Topic: COMMUNITY FACILITIES: Which of the following issues or opportunities regarding community facilities do you feel are the most urgent (Need to be addressed first)? **Rank each issue with 1 representing the most urgent. (Please use each number only once.)** (Note: If you feel a particular item should not be addressed at all, please leave the space blank.)

Item	Rank	Issue/Opportunity
A.	—	Creating partnerships to ensure the adequate provision of water and sewer discharge services to the current city population.
B.		Creating partnerships to allow for the provision of water and sewer discharge services to allow for continued population growth.
C.	—	Investing in sewage treatment facility upgrades to accommodate new developments in the future.
D.	—	Reducing the amount of impervious surfaces as in new development and increasing tree planting/protection standards to reduce the amount of storm water runoff generated by a development site.
E.	—	Creating “low-impact” development alternatives that allow storm water to flow through filtration, detention and/or retention systems that allow for more natural treatment of runoff.
F.	—	Increasing the commitment to reducing solid waste disposal through the active provision and promotion of household and yard waste recycling programs.
G.	—	Providing additional public park space and recreational opportunities for all ages.
H.	—	Incorporating active recreation areas into new developments.
I.	—	Upgrade the technology capabilities of the Harlem Library and plan for the need for more space in the future.
J.	—	Hiring additional municipal employees to ensure effective provision of services to the city’s population.
K.	—	Consolidate city hall functions into one facility.
L.	—	Increase the amount of space for Public Safety and Municipal Courts departments.
M.	—	Your Community Facilities Issue/Opportunity Here:
N.	—	Your Community Facilities Issue/Opportunity Here:

Topic: TRANSPORTATION: Which of the following issues or opportunities regarding transportation do you feel are the most urgent (Need to be addressed first)? **Rank each issue with 1 representing the most urgent. (Please use each number only once.)** (Note: If you feel a particular item should not be addressed at all, please leave the space blank.)

Item	Rank	Issue/Opportunity
A.	—	Create more on-street and off-street bike facilities and include bike lanes on wider streets to encourage alternative transportation usage.
B.	—	Promoting greater interconnectivity between streets and developments to reduce dependency on existing major highways.
C.	—	Encourage the construction of a by-pass around Harlem to alleviate traffic through the CBD.
D.	—	Manage the access of motor vehicles to and from private properties along major roads in order to decrease motor vehicle conflicts and accidents created by traffic entering and exiting highways.
E.	—	Increasing pedestrian safety and access to all portions of the city.
F.	—	Creating an on-street and off-street bicycle network to provide bicycle linkages throughout Harlem.
G.	—	Extend the downtown south of Gordon Highway.
H.	—	Increasing the city's recreational trail network.
I.	—	Increasing access to public transportation options.
J.	—	Addressing future parking issues through the improvement of off-street parking standards and the targeted provision of on-street parking options.
K.	—	Coordinating with the railroad to decrease noise, traffic delays and potential disruption of emergency service as a result of at-grade street crossings.
L.	—	Reducing large truck traffic through older areas of the city.
M.	—	Promoting higher-density development patterns to reduce distances between residential, retail and office areas.
N.	—	Ensuring that adequate funds exist to meet long-term street maintenance responsibilities.
O.	—	Your Transportation Issue/Opportunity Here:
P.	—	Your Transportation Issue/Opportunity Here:

Additional Comments (Any topic):



Harlem Comprehensive Plan Public Open House – Tuesday, September 26 Community Vision Survey

Purpose of the Survey:

The Harlem Comprehensive Plan document will guide the city's growth and development for the next twenty (20) years. To do so, Harlem residents, property owners, business owners and community leaders must create a community vision that paints a picture of what Harlem should look like in the future.

Please take a few minutes of your time to review this survey and provide us with your input.

What "Character Area" is your property/business/residence in?

Character areas identify existing and future land uses that may be appropriate for a particular part of Harlem. Character areas also highlight a variety of other factors such as: the form, function and style of new development; existing features that should be incorporated into future development scenarios; and, relationships to adjacent development. In short, a character area addresses not only *WHAT* a piece of land should be used for; but, also *HOW* that land should be used.

Take a few minutes to locate your property on the character area maps displayed. Also take a few minutes to read the description of the preliminary character area in which your property is located. Once you have reviewed these items, please answer the following questions:

1) My property/business/residence is located at (address):

2) My property/business/residence is located in the following character area:

3) In general, I agree with the recommendations for the character area in which my property is located.	Yes_____	No_____
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4) If you answered "No" on Question #3, would you agree with the recommendations for your character area if the boundaries were changed to exclude your property?	Yes_____	No_____
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5) Is there anything that you would change about the character area in which your property is located?

Additional Character Area Opinions/Recommendations

Character Area Boundaries

1) Having reviewed the contents of this survey and the displayed character area maps, would you propose that any character area boundaries be revised? Yes _____ No _____

2) If you answered "Yes" to question #1, please identify the character area(s) whose boundaries you would change.

3) Please explain why you would change the boundary of a particular character area(s). If possible, please draw your proposed boundary changes on the attached map.

Additional Character Areas

4) Is there any other character area that should be included for Harlem? If so, please describe and show on the attached map.

Additional Comments

For more information about the Harlem comprehensive planning process; or, to return completed surveys, please contact:

**City of Harlem
Attn: Dee Tapley
P.O. Box 99
Harlem, GA 30814**

(706) 556-0043

(PRELIMINARY) CHARACTER AREA: Milledgeville Road Business District

General Description: Principal east-west arterial corridor to develop with a mixture of retail and office uses while preserving historic residential structures and promoting site design features that are complimentary to adjacent historic districts.

Development Pattern Recommendations: Please review the preliminary list of development objectives recommended for this character area below. Place a “✓” or an “x” next to each of the development objectives that you think should be implemented in this character area. If you feel a particular objective should not be implemented, leave the space blank.

Item		Development Objective
A.	—	Continuation of commercial development.
B.	—	Incorporate building and site design guidelines.
C.	—	Continuation of pedestrian features from “downtown center” character area.
D.	—	Location of large retail development.
E.	—	Location of businesses promoting motor vehicle use (i.e. drive-thrus).
F.	—	Limited light industrial uses at western and eastern edge of city limits.
G.	—	Preserve existing historic residential structures for office and neighborhood retail uses.
H.	—	Widen to a landscaped boulevard with landscaped median and street trees.
I.	—	Manage vehicular access via traffic control median, spacing of driveways and cross-access easements.
J.	—	On and off-street pedestrian and bicycle features.
K.	—	Pedestrian scale street lights and buried utilities
L.	—	Uniform signage – no off-premise signs
M.	—	Uniform street numbering system for easy recognition by emergency responders.
N.	—	Street trees and on-site tree planting requirements.

Are there any of the above development objectives that you would change/add (Please list and explain)?

Development Objective Snap-Shot: Please look at the two pictures below. Place a “✓” or an “x” above the picture that you find preferable. If you do not like either picture, leave the space blank.

Please explain your selection; or, why you chose not to make a selection:

1) Existing Development Pattern. ____



2) Alternative Development Pattern. ____



(PRELIMINARY) CHARACTER AREA: Historic Residential

General Description: Residential neighborhoods containing the largest concentration of National Register eligible properties within the city of Harlem and exhibiting the best examples of New South and/or post-WWII development patterns. Intended for infill development that incorporates the development features that result in seamless transitions between historic homes and contemporary construction.

Development Pattern Recommendations: Please review the preliminary list of development objectives recommended for this character area below. Place a “✓” or an “x” next to each of the development objectives that you think should be implemented in this character area. If you feel a particular objective should not be implemented, leave the space blank.

Item		Development Objective
A.	—	Promote low-density infill – primarily single-family detached.
B.	—	Design guidelines promoting traditional architecture (front porches, rear garages, front door orientation, etc.)
C.	—	Promote housing maintenance – primarily of original exterior design features.
D.	—	Extension of sidewalk system.
E.	—	Tree preservation.
F.	—	Incorporate traffic calming features into residential streets.

Are there any of the above development objectives that you would change (Please list and explain)?

Development Objective Snap-Shot: Please look at the two pictures below. Place a “✓” or an “x” above the picture that you find preferable. If you do not like either picture, leave the space blank.

Please explain your selection; or, why you chose not to make a selection:

1) Existing Development Pattern. ____



2) Alternative Development Pattern. ____



(PRELIMINARY) CHARACTER AREA: Historic Harlem (Overlay Area)

General Description: Circular area comprising the original Harlem city limits and containing a wide variety of land uses and development patterns that span the all periods of the city’s history. Intended to promote development of private parcels and public spaces in a manner that is largely complementary to the city’s New South development period between 1880 and 1919; but to also allow private properties in other sub-areas to develop according other historic patterns where applicable.

Development Pattern Recommendations: Please review the preliminary list of development objectives recommended for this character area below. Place a “✓” or an “x” next to each of the development objectives that you think should be implemented in this character area. If you feel a particular objective should not be implemented, leave the space blank.

Item		Development Objective
A.	—	Incorporate all applicable components of the <i>Downtown Harlem Historic Design Guidelines</i> and <i>Historic District Residential Design Guidelines</i> to existing and new structures in the Downtown Center, Historic Residential, Milledgeville Road Business District character areas, and any area of a local historic district as adopted by the city of Harlem.
B.	—	Incorporate all applicable components of the <i>Downtown Harlem Historic Design Guidelines</i> and <i>Historic District Residential Design Guidelines</i> - except sections on materials and details - to new structures in portions of the Declining Residential, Low-Density Residential and Traditional Neighborhood reserve character areas that are not located in a local historic district as adopted by the city of Harlem.
C.	—	Adopt traditional neighborhood site design features, dimensions and layouts for new lots, blocks and streets.

Are there any of the above development objectives that you would change/add (Please list and explain)?

Development Objective Snap-Shot: Please look at the two pictures below. Place a “✓” or an “x” above the picture that you find preferable. If you do not like either picture, leave the space blank.

Please explain your selection; or, why you chose not to make a selection:

1) Existing Development Pattern. ____



2) Alternative Development Pattern. ____



(PRELIMINARY) CHARACTER AREA: Downtown Center

General Description: Mixed-use activity center promoting building and site design features complimentary to the historic development patterns found in the city’s central business district..

Development Pattern Recommendations: Please review the preliminary list of development objectives recommended for this character area below. Place a “✓” or an “x” next to each of the development objectives that you think should be implemented in this character area. If you feel a particular objective should not be implemented, leave the space blank.

Item		Development Objective
A.	—	Promote pedestrian activity and accessibility.
B.	—	Incorporate <i>Downtown Harlem Design Guidelines</i> .
C.	—	Create community focus as an “event” district.
D.	—	Multiple uses on sites and within structures including: office, neighborhood retail, restaurants.
E.	—	Create cluster of government buildings and services.
F.	—	Promote museums and other institutional uses.
G.	—	Complementary infill with traditional architectural style, and orienting buildings to the street (build-to lines versus setbacks) – particular focus on street-facing building facades.
H.	—	Parking to the sides and rear of structures.
I.	—	Façade design requirements.
J.	—	Develop town center features in business district.
K.	—	Tree preservation.
L.	—	Uniform sign standards (private & public).
M.	—	Uniform style for street lights, sidewalks, street signs, etc.).

Are there any of the above development objectives that you would change/add (Please list and explain)?

Development Objective Snap-Shot: Please look at the two pictures below. Place a “✓” or an “x” above the picture that you find preferable. If you do not like either picture, leave the space blank.

Please explain your selection; or, why you chose not to make a selection:

1) Existing Development Pattern. ____



2) Alternative Development Pattern. ____



(PRELIMINARY) CHARACTER AREA: Declining Residential

General Description: Low-density residential areas of the city that are interspersed with undeveloped tracts that show signs of significant building deterioration, deteriorating infrastructure and general lack of upkeep. Low-density infill residential opportunities are apparent as well as opportunities for multi-family development in close proximity to existing arterial streets.

Development Pattern Recommendations: Please review the preliminary list of development objectives recommended for this character area below. Place a “✓” or an “x” next to each of the development objectives that you think should be implemented in this character area. If you feel a particular objective should not be implemented, leave the space blank.

Item		Development Objective
A.	—	Promote rehabilitation of sub-standard housing.
B.	—	Property owner education.
C.	—	Encourage homeownership.
D.	—	Design guidelines for infill structures promoting traditional building form and placement (front porches, rear garages, front door orientation, etc.)
E.	—	Site design guidelines promoting traditional lot, block and street layout (extension of street grid to property lines, interconnectivity, on-street parking, smaller lots, sidewalks, tree planting strips, alleys, pedestrian scale street lights, etc.)
F.	—	Mixture of housing types and densities permitted but contained within separate development tracts or sites.
G.	—	Higher density development should have direct access to high volume thoroughfares and should not be accessed via local residential streets.

Are there any of the above development objectives that you would change (Please list and explain)?

Development Objective Snap-Shot: Please look at the two pictures below. Place a “✓” or an “x” above the picture that you find preferable. If you do not like either picture, leave the space blank.

Please explain your selection; or, why you chose not to make a selection:

1) Existing Development Pattern. ____



2) Alternative Development Pattern. ____



(PRELIMINARY) CHARACTER AREA: Conservation Subdivision

General Description: Residential development with limited commercial supporting commercial or recreational uses that clusters small building lots on confined portions of the site in order to preserve larger amounts of open space.

Development Pattern Recommendations: Please review the preliminary list of development objectives recommended for this character area below. Place a “✓” or an “x” next to each of the development objectives that you think should be implemented in this character area. If you feel a particular objective should not be implemented, leave the space blank.

Item		Development Objective
A.	—	Small clustered building lots – allowing lots that are less than typical lot size in the zoning ordinance, but maintaining overall site density.
B.	—	Large percent of the site in common open space.
C.	—	Focus development on previously cleared portions of the site – leaving woodlands largely intact.
D.	—	Low-impact development techniques allowing natural drainage.
E.	—	Preserve wetlands, floodplains and other sensitive environmental areas.
F.	—	Small clustered building lots – allowing lots that are less than typical lot size in the zoning ordinance, but maintaining overall site density.

Are there any of the above development objectives that you would change (Please list and explain)?

Development Objective Snap-Shot: Please look at the two pictures below. Place a “✓” or an “x” above the picture that you find preferable. If you do not like either picture, leave the space blank.

Please explain your selection; or, why you chose not to make a selection:

1) Existing Development Pattern. ____



2) Alternative Development Pattern. ____



(PRELIMINARY) CHARACTER AREA: Traditional Neighborhood Reserve

General Description: Large tracts located within the “Historic Harlem” overlay character area that have previously been left largely undeveloped and extend from both pre-existing contemporary and historic neighborhoods. Promotes traditional neighborhood site development geared toward pedestrian comfort and accessibility, and promotes building design that respects the scale, orientation and principal features of older housing stock.

Development Pattern Recommendations: Please review the preliminary list of development objectives recommended for this character area below. Place a “✓” or an “x” next to each of the development objectives that you think should be implemented in this character area. If you feel a particular objective should not be implemented, leave the space blank.

Item		Development Objective
A.	—	Neighborhoods promoting primarily single-family detached and attached housing types.
B.	—	Limited townhouse or single-family attached development – clustered on specific blocks.
C.	—	Design guidelines promoting some components of traditional architecture (front porches, rear garages, front door orientation, etc.) but allowing variations in building materials.
D.	—	Site design guidelines promoting traditional lot, block and street layout (extension of street grid to property lines, interconnectivity, on-street parking, smaller lots, sidewalks, tree planting strips, alleys, pedestrian scale street lights, etc.)
E.	—	Additional neighborhood parks (small tot lots, playgrounds, community greens, etc.)
F.	—	Smaller building lots for higher single-family densities than Harlem’s historic neighborhoods.

Are there any of the above development objectives that you would change (Please list and explain)?

Development Objective Snap-Shot: Please look at the two pictures below. Place a “✓” or an “x” above the picture that you find preferable. If you do not like either picture, leave the space blank.

Please explain your selection; or, why you chose not to make a selection:

1) Existing Development Pattern. _____



2) Alternative Development Pattern. _____





Harlem Comprehensive Plan Update
Public Open House
November 2, 2006



Please check all that apply: I am a Harlem A) resident ____, B) property owner ____, C) business owner ____.

Do you think the objectives and strategies contained in the Short-Term Work Program reflect the wishes of the citizens of Harlem? Why or why not? _____

Do you think there are there any additional objectives that need to be added to the Short Term Work Program? If yes, please list any additional objectives. _____

Please list any additional concerns or comments: _____

Thank you for your input and suggestions. Please leave this completed comment card on the sign-in table on your way out or it may be dropped-off at:

Harlem City Hall, 230 N. Lewisville Street

The Harlem Comprehensive Plan Update will be completed over the next several months. If you have additional comments or questions, please contact Dee Tapley, City of Harlem, (706) 556-0043.



Harlem Comprehensive Plan Update
Public Open House
November 2, 2006



Please check all that apply: I am a Harlem A) resident ____, B) property owner ____, C) business owner ____.

Do you think the objectives and strategies contained in the Short-Term Work Program reflect the wishes of the citizens of Harlem? Why or why not? _____

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APPENDIX D

**City of Harlem Short Term Work Program (2002-2005)
Report of Accomplishments**

Element: ECONOMIC DEVELOPMENT								
Project	2002	2003	2004	2005	Responsibility	Cost	Funding Source	Status/Comments
1. Solicit light industry to Harlem area					City, County, IDA, Chamber	n/a	City, County, EDA, IDA	on going
2. Apply for Better Hometown designation; hire part-time Better Hometown Manager					City	\$18,000/yr	City, public festival proceeds	applied 5 times, not rec'd
3. Solicit commercial and retail businesses to Harlem area					City, Chamber of Commerce	n/a	City	on going
4. Apply for lower ISO rating to reduce fire insurance rates					City	n/a	n/a	not complete

Element: COMMUNITY FACILITIES								
Project	2002	2003	2004	2005	Responsibility	Cost	Funding Source	Comment
1. Upgrade Godwin Well					City	\$125,000	CDBG, SPLOST	doing cost study
2. Sidewalk and storm drainage repair					City	\$500,000	CDBG, SPLOST	ongoing yearly
3. Maintain and upgrade roads (Lamkin Road)					City, County, State	\$175,000	DOT LARP, SPLOST, City, County	completed
4. Purchase, upgrade, & renovate public buildings					City	\$300,000	SPLOST, grant funds	completed
5. Construct City of Harlem Community Center					City	\$500,000	CDBG	finished museum & added room on library
6. Purchase one new fire truck					City	\$175,000	SPLOST	completed
7. Install new sewer lines from I-20 rest areas to city					DOT	\$600,000	DOT	completed
8. Sewer line expansion on MacArthur Drive					City	\$1,000,000	SPLOST, user fees	completed
9. Water line extensions					City	\$1,700,000	GEFA loan, SPLOST	completed
10. Add covered picnic areas at park					City, County	\$60,000	City, County, LDF, DNR, civic organization donations	completed
11. Obtain land for new community center/recreation facility expansion					City	\$150,000	City, grant funds, Greenspace Program funds	completed
12. Expand recreation facilities with Senior Center, Boys & Girls Club, new park, etc.					City, County	\$1,500,000	SPLOST, DNR grants, CDBG, other grants	completed
13. Extend sewer lines into new subdivisions (Oakwood Estates and others that are built)					City, Developer	various	Developer	completed
14. Technology upgrade including GIS and new computers for City Hall					City	\$50,000	City, grants	completed
15. Update meter reading system to a touch-read system					City	\$300,000	City, grants	completed
16. Downtown Walkway Revitalization Plan on US 221					City	\$450,000	TEA grant, City	begins 1/15/07

APPENDIX D (Continued)

17. Streetscape and sidewalk improvements					City	\$300,000	TEA grant, City, LDF	begins 1/15/07
18. Water line expansion and upgrade southeast of Harlem (GR Tucker Rd, Sandy Run Rd, Old Blythe Rd, US 221)					City	\$100,000	County, City	not completed
19. Upgrade fire department equipment					City	\$20,000	GIRMA, City, other grants	completed
20. Provide handicapped access to library					City	\$20,000	grant funds	completed

Element: LAND USE								
Project	2002	2003	2004	2005	Responsibility	Cost	Funding Source	Comment
1. Update Zoning regulations					City	n/a	City, DCA	completed
2. Annex land towards I-20 on US 221, down US 278, to McDuffie County line, and in Sawdust area					City	n/a	City	annexed a large amount

Element: NATURAL & HISTORIC RESOURCES								
Project	2002	2003	2004	2005	Responsibility	Cost	Funding Source	Comment
1. Adopt historic preservation ordinance and commission					City	n/a	City, RDC, DNR	completed
2. Revitalize and beautify Main Street					City	\$300,000	City, DNR, grants, donations	completed
3. Adopt and implement environmental protection ordinances for wetlands and groundwater recharge areas					City, DNR, RDC	\$1,000	DCA, DNR, RDC	completed
4. Designate historical downtown buildings on National Register of Historic Places					City, RDC	n/a	grant funds, DNR	ongoing

Element: HOUSING								
Project	2002	2003	2004	2005	Responsibility	Cost	Funding Source	Comment
1. Number houses to aid emergency service vehicles in address location					City	\$25,000	LDF, City, grant funds, civic organization donations	completed