

# **City of Griffin**

## **2024 Comprehensive Plan**



**Adopted December 14, 2004**

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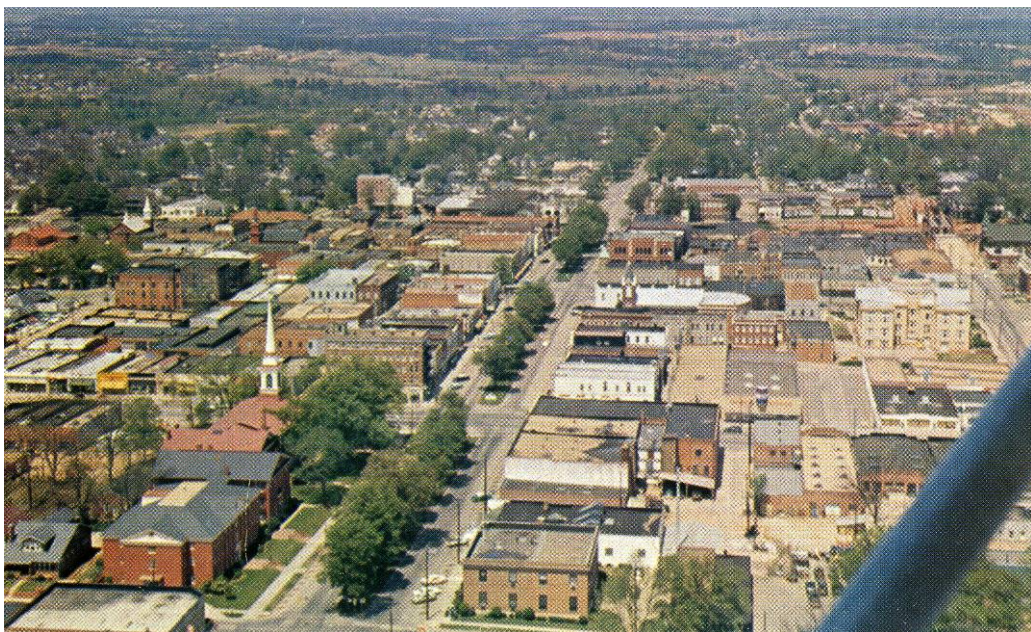
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# CHAPTER 1

## COMPREHENSIVE PLAN OVERVIEW



*Aerial View of Downtown Griffin from Postcard, c 1960*

# COMPREHENSIVE PLAN OVERVIEW

## 1.1 Purpose

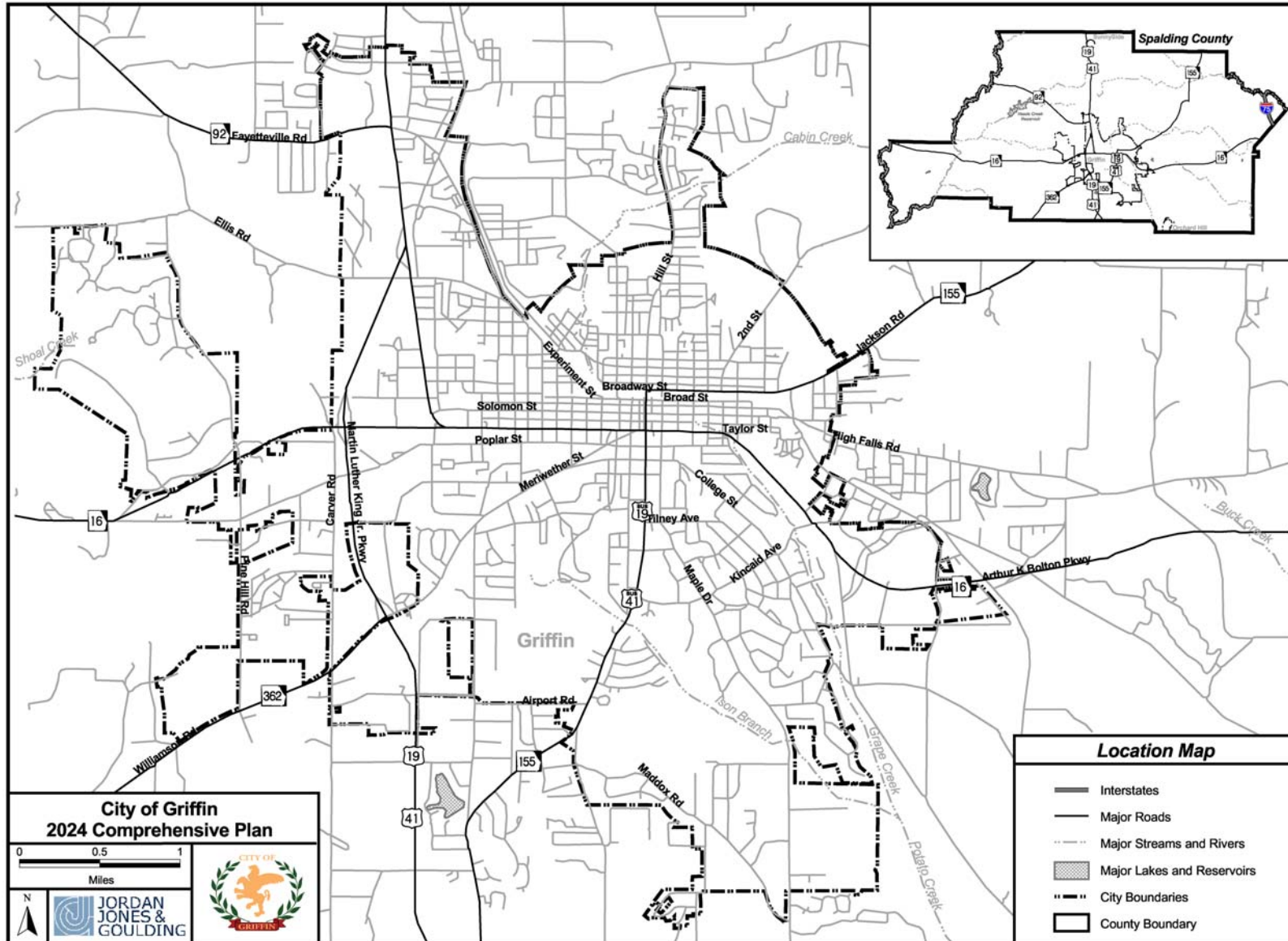
The City of Griffin 2024 Comprehensive Plan provides city officials, staff, and residents with a blueprint to guide growth and development over the next 20 years. This plan addresses a wide range of elements including demographics, economic development, natural and cultural resources, housing, community facilities, land use and transportation. This official statement will be used as the basis for zoning, transportation planning, and utility system decisions in the future. This plan serves as a major revision to the City’s Comprehensive Plan completed in 2001 and is prepared in compliance with the Georgia Planning Act of 1989.

Future major updates to the Comprehensive Plan shall occur, at a minimum, every 10 years. However, after five years the Short Term Work Program is required to be updated and community leaders should determine if the Comprehensive Plan needs a major update, based upon the degree of change in the community. If little has changed, minor revisions to the plan may be sufficient, in the form of plan amendments. If major changes have occurred or if the data upon which the plan is based has become dated, a complete update of the Comprehensive Plan should be initiated.

This document represents a major update of the Comprehensive Plan even though the last major update of the City’s Comprehensive Plan was adopted in December 2001. The reason for this is that since the plan was last adopted, the Georgia Department of Community Affairs updated the “Minimum Standards and Procedures for Local Comprehensive Planning” effective January 1, 2004. These new standards require a more extensive planning effort than was accomplished in 2001, including the creation of two new planning elements, Transportation and Intergovernmental Coordination. This new plan was prepared to meet the new minimum standards and to incorporate changes in existing conditions. For example, since the last plan was completed the results of the 2000 Census have been released and several new public facilities have been constructed.

The City of Griffin 2024 Comprehensive Plan includes all of the incorporated area of the City. Griffin covers 13.9 square miles of the Piedmont Plateau of North Central Georgia. The city is approximately 40 miles south of Atlanta and 55 miles north of Macon. Hartsfield-Jackson International Airport is 45 minutes north of Griffin. The major roadways that serve the city include US 19/41, SR 16, SR 155, and SR 362. Additionally, I-75 passes through the extreme northeastern corner of Spalding County, see **Figure 1-1**.

**Figure 1-1: Location Map**



## 1.2 Planning Process

A three-step planning process was undertaken in updating this plan:

***Step 1: Inventory of Existing Conditions***

The inventory prepared for the 2001 plan was updated based on the results of interviews with local officials and community leaders, feedback received at public meetings, and recent work prepared for other local planning studies, such as the City’s Comprehensive Transportation Plan.

***Step 2: Assessment of Current and Future Needs***

Based upon the inventory and assessment and the results of a Visioning Workshop, this step focused on providing both a factual and conceptual framework for making informed decisions about the future of the community. The results of this assessment are included near the end of each planning element or the next eight chapters of this report.

***Step 3: Articulation of Goals and an Associated Implementation Program***

Finally a five-year work program was developed based on the community’s needs and goals. These goals were derived from the assessment of current and future needs, community input, and a common vision. Each chapter includes a list of goals and recommended implementation steps. A comprehensive list of action items is included in the Implementation Plan, Chapter 10.

**Step 1: Inventory and Assessment**

The “Inventory and Assessment” portion of each chapter lists the resources in the City of Griffin and addresses the following eight elements. The adequacy of these resources is assessed based on interviews and meetings with elected officials, city staff, and residents.

Chapter 2 - Population

The population element specifically addresses total population, households, age distribution, racial composition, educational attainment, and income. Current, historic, and future data is provided for several of these population characteristics. This data is analyzed in increments from 1980 until 2025. Comparisons were also made between the City, the county, the region, and the state.



Chapter 3 - Economic Development	The economic development element examines the City’s economic base, labor force characteristics, and local economic development opportunities and resources to determine economic needs and goals.
Chapter 4 - Housing	The housing element provides an inventory and assessment of the City’s housing stock. Specifically this section addresses types of housing units, age and condition of housing, owner and renter occupied units, and cost of housing.
Chapter 5 - Natural and Cultural Resources	This element evaluates the City’s culturally and environmentally sensitive areas and outlines strategies for their appropriate use, preservation and protection.
Chapter 6 - Community Facilities	The community facilities element inventories and assesses existing public facilities and services to ensure they have the capacity to support and attract growth and development and/or to maintain and enhance the quality of life of the City’s residents. This section specifically addresses law enforcement, fire protection, emergency medical services, water supply and treatment, wastewater treatment, solid waste management, health care services, recreational resources, governmental facilities, educational and cultural facilities.
Chapter 7 - Land Use	The land use element of the plan assists local governments in determining existing land use patterns and future patterns of growth. Categories of land use include parks, recreation and conservation; agricultural; commercial; residential; industrial; public/institutional; government; transportation, communications and utilities; and undeveloped properties.
Chapter 8 - Intergovernmental Coordination	This planning element includes an inventory of existing coordination mechanisms to serve current and future needs of the community.
Chapter 9 - Transportation	This element includes an inventory of various components of the local transportation network, including roadways, bicycle and pedestrian ways, significant parking facilities, railroads and public transportation.

### **Step 2: Assessment of Current and Future Needs**

After conducting an inventory for each planning element, an assessment of current and future needs was undertaken. Much of this work was based on public input gathered at a Visioning Workshop on January 10, 2004. City officials and staff also assisted in this effort which is summarized toward the end of each element.

### **Step 3: Articulation of Goals and an Associated Implementation Program**

Based on the current and future needs for each planning element, an implementation strategy was prepared. The implementation strategies' section of this plan provides a Five-Year Short Term Work Program and a Record of Accomplishment. The work programs indicate the projects and programs that will be initiated in the next five-year period. The programs and projects are prioritized, a cost estimate provided, and responsibility assigned to each project. The Record of Accomplishment reports on what action items identified in the last plan were accomplished, dropped, or postponed.

## **1.3 Public Hearings**

The Minimum Local Planning Standards require that all local governments follow the three-step planning process outlined above. The minimum standards require holding two public hearings during the planning process. An initial public hearing is held before any planning begins to inform the community about the purpose of the plan, the planning process used in its preparation, and to encourage community input on local needs, issues and goals. This public hearing was held on September 30, 2003. Another public hearing is held after the draft plan is prepared and before it is submitted for review. At this hearing, the community is informed about the content of the plan, its recommendations, and is allowed to make suggestions, additions or revisions. This hearing was held on April 13, 2004.

## **1.4 Visioning Workshop**

The minimum standards also require that local governments provide adequate opportunities for the public to help articulate a community vision, goals and associated implementation program. To meet this requirement, a one-day Visioning Workshop was held on January 10, 2004. The workshop was held in downtown Griffin at City Hall from 9 AM to 5 PM. This intense day-long workshop was the culmination of nearly four months of active data collection and discussion focusing on the existing conditions and future growth and development of the City. The workshop resulted in a number of consensus-based recommendations which have helped form this update of the comprehensive plan.

A diverse group of stakeholders including elected officials, builders and developers, teachers, social service agencies, neighborhood activists and City staff attended the workshop. The group was led through a series of presentations and group exercises designed to help refine the City's

vision for the future, identify existing and future needs, and to possible implementation strategies.

The workshop began with a presentation on the City's trends and issues, outlining some of the findings and conclusions from the inventory of existing conditions. Following this the group was lead into a discussion of the City's strengths, weaknesses, opportunities and threats, or SWOT Analysis. Many of the stakeholders came to recognize through the discussion, that weaknesses and threats often present unique opportunities which can, in fact, enhance the livability of the City if planned for appropriately. The stakeholders listed a number of City strengths and opportunities including:



- Proximity to Macon, Columbus and Atlanta;
- Low-priced land;
- Good roads and access to major transportation corridors;
- Strong historic character and active downtown revitalization;
- Possibility of future commuter rail;
- Strong Development Authority and Downtown Development Authority; and
- Good recreation department and public parks.

The list of weaknesses and threats included:

- High percentage of rental and subsidized housing units (Section 8);
- High percentage of rental and some owner-occupied properties in disrepair;
- Lack of middle-class housing;
- High rate of public school student drop-outs;
- Disinvestments in older neighborhoods, particularly on the north side of Griffin;
- Aging infrastructure;
- Lack of public transportation; and
- Lack of community amenities including restaurants, retail establishments, and movie theaters.

Following the SWOT Analysis and group discussions, the workshop focused on goals and objectives for each of the plan elements. Participants were also asked to prioritize the goals to help identify immediate needs and action items. In crafting these goals, and throughout the planning process for this plan, the statewide goals and Quality Community Objectives were discussed and considered. By bringing these statewide goals to the attention of participants, they were able to be weaved into the long term goals each element. As a result, each element and the overall plan are consistent with this state



goals and objectives as required by the Minimum Planning Standards.

A priority board exercise was conducted to determine the current priority of the recommendations from the previous Comprehensive Plan. The goals and objectives used in the exercise dealt with the plan's recommendations for Land Use, Housing, Natural and Cultural Resources, Community Facilities, Economic Development and Transportation. Participants were given three dots of six colors (18 total) to vote on their current priorities. The three dots could be used to vote for three individual issues, or all could be used for one. The results of this exercise helped guide discussion on where current priorities were for the 2024 Comprehensive Plan.

Several large maps were displayed in the workshop room. Using strips of colored stickers, participants identified their favorite place, their least favorite place, a new park opportunity, a residential redevelopment opportunity, and a commercial redevelopment opportunity. This mapping exercise helped to gather pertinent land use and redevelopment information from participants that was used later in drafting the Land Use and Housing elements of the plan.

In closing, the visioning workshop participants were each asked what they thought the most important goal from the day was for them. Answers ranged from focusing on preservation districts, commuter rail, greenspace, housing, infrastructure, mixed-use development and employment issues to name a few. They also discussed the existing vision statement to determine if it still met the goals and objectives they saw for the City. Instead of changing the vision statement, a set of guiding principles was developed that includes:

- Provide excellent services
- Preserve small town charm
- Provide high quality education and encourage continuing education and skills
- Promote a friendly, inviting and cooperative city
- Redevelop residential and commercial areas
- Encourage a fiscally responsible government
- Promote the appreciation of the past in future growth
- Promote intergovernmental coordination
- Expand job base
- Protect the environment – (greenspace preservation, clean streams)

## 1.5 Vision Statement

### **VISION STATEMENT**

The City of Griffin shall be a model of excellence in local government; a safe, well-planned community with equal opportunity for all.

## **MISSION STATEMENT**

“In partnership with our community, the mission of the City of Griffin is to protect and enhance the quality of life by providing a high level of service in an efficient and responsible manner for all citizens.”

## **VALUES**

- 1.** We believe in honest, open democratic government. We are dedicated to the highest ideals of honor and integrity in order to merit the respect, trust and confidence of the citizens of the City of Griffin.
- 2.** We believe our primary responsibility is to those who live, work, visit or otherwise come in contact with our City. We are committed to enhancing the quality of life by providing exemplary services.
- 3.** We believe that the employees of the City are its most important resource and through them our mission and vision will be accomplished. We will support them with dignity, respect and fairness.
- 4.** We believe it is important to listen to our citizens and be sensitive and responsive to their needs.
- 5.** We believe that planning, training and teamwork will fulfill our mission and vision for the future of the City of Griffin.

# CHAPTER 2 POPULATION



# POPULATION

## 2.1 Introduction

The population element is a key component of the Comprehensive Plan. The information derived from population data creates a basis upon which a community can evaluate and determine the structure of all the other planning elements. Historic population data illustrate a community's total population trends in age characteristics, sex and race statistics, and educational attainment levels. Analysis of these numbers allows a community to see the changes that have occurred in its population over time. Historic population trends place a community's population growth or decline in perspective and inform the other planning elements.

Population projections, based on past trends, help communities plan for their future by providing information regarding expected degree of population growth or decline. Although these numbers are only indicators of what will probably happen, they allow planning for future provisions of services, facilities, jobs, and housing. This data facilitates one of the primary functions of the planning process: to help communities set goals and policies and establish programs needed to ensure quality of life for existing and future residents.

## 2.2 General Population Trends

Over the past seven decades, the City of Griffin has experienced cycles of population growth and decline. According to the US Bureau of the Census, since 1930 the population of Griffin has grown from 10,321 to a 2002 estimate of 23,226. During that period however, Griffin's population declined between 1970 and 1980 from 22,734 persons to 20,728. It is also estimated to have slightly declined since the last census from 23,451 to 23,226.

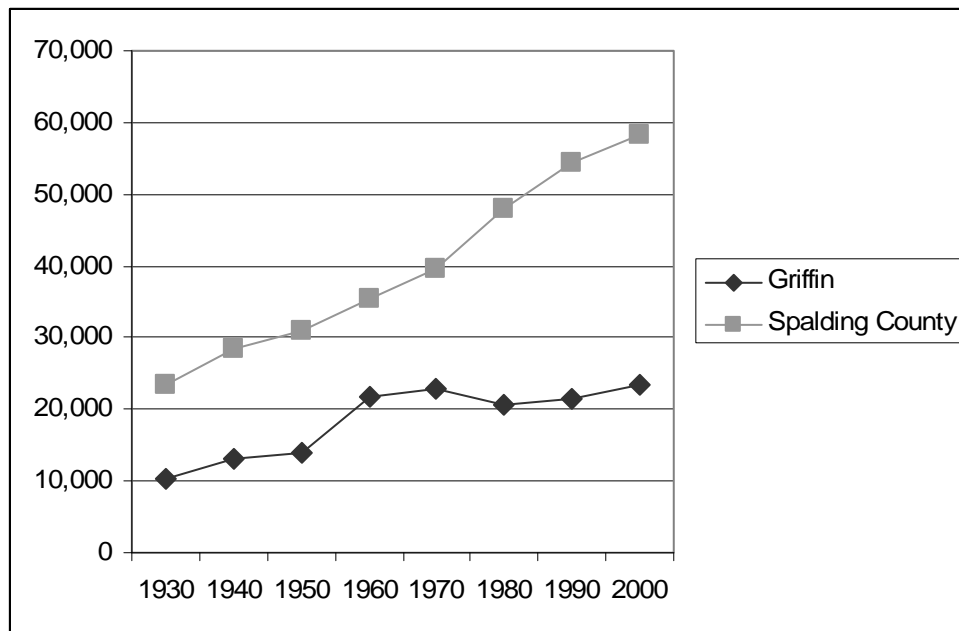
**Figure 2-1** and **Figure 2-2** provide the historic census counts from 1930 to 2000, and the 2002 estimate for the City of Griffin and Spalding County.

**Figure 2-1  
Total Population  
Griffin, Spalding County and Georgia  
1980 – 2002**

Year	Total Population		
	Griffin	Spalding County	Georgia
1980	20,728	47,899	5,462,982
1985	NA	50,841	5,962,708
1990	21,347	54,457	6,478,149
1995	21,785	57,035	7,188,538
2000	23,451	58,417	8,186,453
2002	23,226	59,410	8,560,310

*Sources: U.S. Census Bureau, 2000 and 2003*

**Figure 2-2  
Population Change  
Griffin and Spalding County  
1930 – 2000**



**Figure 2-3** compares the annualized rates of population growth between Griffin, Spalding County, and Georgia. Griffin experienced slow, stable growth between 1980 and 1995. The City’s fastest, recent growth occurred during the late 1990s. The rate of population growth for both Georgia and Spalding County outpaced the City’s over the past 22 years.



**Figure 2-3**  
**Historic Rates of Population Change (Annualized Rate)**  
**Griffin, Spalding County and Georgia**  
**1980 – 2002**

Years	Griffin	Spalding County	Georgia
1980-1985	0.3%	1.2%	1.8%
1985-1990	0.3%	1.4%	1.7%
1990-1995	0.4%	0.9%	2.2%
1995-2000	1.5%	0.5%	2.8%
2000-2002	-0.5%	0.8%	2.3%

*Source: U.S. Census Bureau*

## 2.3 Composition of Population

This population composition inventory provides data on age groups, household sizes, income levels, and the educational attainment of the City’s residents. These data help assess Griffin’s needs throughout the planning horizon. This information is essential to determining the present and future needs of community housing, recreation areas, child care, schools, community facilities, social programs, and medical services for all age groups, including small children, teenagers, and the elderly.

### 2.3.1 Age Distribution

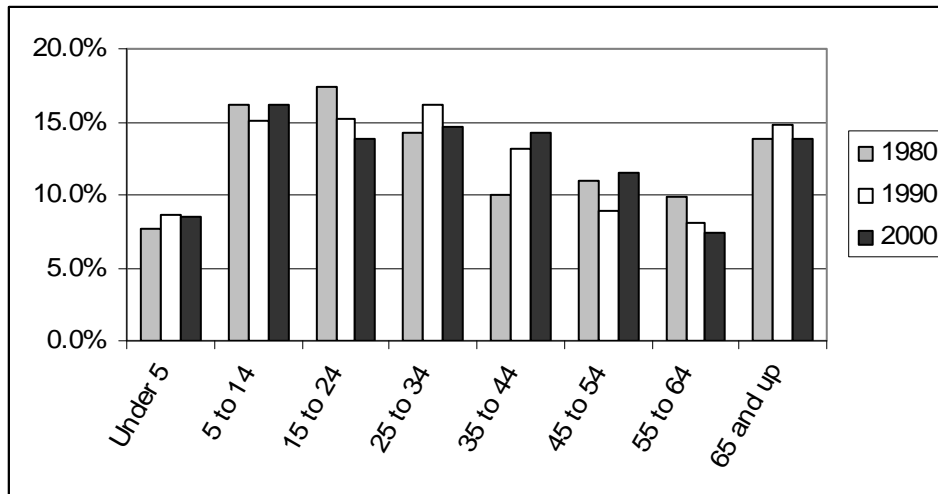
**Figure 2-4** provides the number of persons by age group for 1980, 1990, and 2000 for the City of Griffin. The “35 to 44” age bracket experienced the fastest growth of any age group over the past two decades. The “Under 5,” “25 to 34,” and “65 and up” brackets have all experienced consistent growth in total population. **Figure 2-5** graphically depicts the age distribution as a share of total population. Many of the age brackets have seen both positive and negative changes in their share of total population. The Baby Boomer generation can be seen most clearly in the large jump in the 35 to 44 age bracket between 1980 and 1990, and the increase in the 45 to 54 age bracket between 1990 and 2000. The most consistent decline in share of total population has occurred in the 55 to 64 age bracket.

**Figure 2-4  
Age Distribution of Residents  
Griffin  
1980 – 2000**

	1980	1990	2000
Under 5 years	1,590	1,834	1,985
5 to 14 years	3,363	3,223	3,797
15 to 24 years	3,606	3,234	3,236
25 to 34 years	2,941	3,444	3,451
35 to 44 years	2,065	2,812	3,330
45 to 54 years	2,266	1,901	2,690
55 to 64 years	2,036	1,732	1,725
65 and up	2,861	3,167	3,237

*Source: U.S. Census Bureau*

**Figure 2-5  
Population Age Distribution  
Griffin  
1980 – 2000**



### 2.3.2 Race Distribution

The Griffin population is primarily white and black with a small percentage of other races (**Figure 2-6**). The African-American population increased from 1980 to 2000 by 2,888. The population of whites declined sharply during the 1980s, followed by a slight increase of 88 residents during the 1990s. As of the 2000 Census, there is no majority race in Griffin; African-Americans are the most populous comprising 49.9% of the total population.

During the 1990s, Griffin saw a resurgence in its Hispanic population, increasing dramatically from 63 residents in 1990 to 520 in 2000. Similar growth in the Hispanic population is occurring throughout Georgia.

**Figure 2-6  
Griffin, Racial Composition  
1980 – 2000**

	<b>1980</b>	<b>1990</b>	<b>2000</b>
White population	11,834	10,930	11,018
Black population	8,809	10,205	11,697
American Indian, Eskimo, or Aleut population	19	34	39
Asian or Pacific Islander population	47	139	239
Other race population	19	39	229
Hispanic origin (any race)	251	63	520
<i>Source: U.S. Census Bureau</i>			

### 2.3.3 Education

This section includes two types of data: metrics from the local public schools and educational attainment. Metrics from the local schools include the dropout rate and standardized test scores. This data allow the local school system’s performance to be tracked over time and compared against other districts. Educational attainment is the number of years in school that residents in the community have attained. The implications of educational attainment data include evaluation of local public educational programs, technical schools or training encouraged, and/or additional programs to assure a labor force sufficiently qualified for the existing or future economic base.

Education is generally the costliest service that a local government provides and its operations touch directly on the lives of many of the families within the community. It is important to evaluate the quality of education being provided, to gauge the effectiveness of this public service, and to insure that tax dollars are being spent in a productive manner. Maintaining high educational levels is also important for economic development; a good public school system can insure that a community will have an educated workforce in the years to come as well as attract businesses and residents seeking superior education.

**Figure 2-7** provides test score levels and dropout rates for the Griffin-Spalding School System. The high dropout rate within the system is alarming: 6.7% for grades 6 through 12 and 11.7% for grades 9 through 12 (compared to 3.4% and 5.8% for the state). While these rates declined between the 2001 and 2002 school years, they remain nearly twice as high as the state’s. The system falls behind state averages on four of the remaining six measures. The share of students performing well on their AP exams is slightly higher than the state average. Fifty-one percent of the graduates from Griffin-Spalding school system enrolled in a Georgia school of higher education, including both universities and technical schools.

**Figures 2-8** and **2-9** record the educational attainment of Griffin, Spalding County, the surrounding counties and Georgia. Griffin showed marked increase in the number of residents with a high school diploma or higher or a bachelor’s degree or higher. Compared with Spalding and surrounding counties, the share of Griffin’s residents with a bachelor’s degree or higher is

quite good at 16.4%. The City's share of high school graduates, however, lags behind most surrounding counties as well as the state.

**Figure 2-7**  
**Education Characteristics**  
**Griffin-Spalding County School System and Georgia**  
**1999 – 2002**

	Griffin-Spalding County School System			Georgia		
	1999-00	2000-01	2001-02	1999-00	2000-01	2001-02
<b>Dropout Rate, Grades 6-12 (percent)</b>	6.5	8.9	6.7	3.8	3.7	3.4
<b>Grade 8 Writing Assessment</b>	351	353	353	354	357	357
<b>High School Graduation Tests (percentage of eleventh graders passing on first administration)</b>						
<i>All components except writing</i>	66	65	69	68	65	69
<i>Writing</i>	81	89	85	90	92	87
<b>College Admissions/Credit Test Data</b>						
<i>SAT highest average math and verbal average scores, total</i>	983	988	978	984	991	991
<i>ACT composite score</i>	19.7	19.3	19.6	19.9	19.9	19.8
<i>AP exams, percent of test scores 3 or higher</i>	66	54	57	56	52	56
<i>Source: Georgia Department of Education, 2003</i>						

**Figure 2-8  
Education Attainment  
Griffin, Spalding County, Surrounding Counties and Georgia  
1990**

	<b>Griffin</b>	<b>Spalding</b>	<b>Butts</b>	<b>Fayette</b>	<b>Henry</b>	<b>Lamar</b>	<b>Pike</b>	<b>Georgia</b>
Persons 25 years and over	13,209	33,651	9,748	39,171	36,993	8,153	6,491	4,023,420
Less than 9 <sup>th</sup> grade	2,626	6,021	1,586	1,709	3,200	1,577	1,043	483,755
9 <sup>th</sup> to 12 <sup>th</sup> grade, no diploma	3,146	7,447	2,471	3,565	6,816	1,844	1,236	686,060
High school graduate	3,352	10,898	3,590	11,800	14,103	2,713	2,518	1,192,935
Some college, no degree	1,663	4,338	1,150	9,273	6,844	949	894	684,109
Associate degree	526	1,214	248	2,726	2,072	251	199	199,403
Bachelor's degree	1,228	2,333	421	7,320	2,745	520	367	519,613
Graduate or professional degree	668	1,400	282	2,778	1,213	299	234	257,545
Percent high school graduate or higher	56.3	60.0	58.4	86.5	72.9	58.0	64.9	70.9
Percent bachelor's degree or higher	14.4	11.1	7.2	25.8	10.7	10.0	9.3	19.3

*Source: U.S. Census Bureau, 1990 Census*

**Figure 2-9  
Education Attainment  
Griffin, Spalding County, Surrounding Counties and Georgia  
2000**

	<b>Griffin</b>	<b>Spalding Butts</b>	<b>Fayette</b>	<b>Henry</b>	<b>Lamar</b>	<b>Pike</b>	<b>Georgia</b>	
Persons 25 years and over	14,497	37,110	13,055	59,016	75,501	10,227	8,833	5,185,965
Less than 9th grade	1,845	4,041	1,317	1,313	3,069	952	745	393,197
9th to 12th grade, no diploma	3,391	7,924	2,629	3,189	8,838	1,979	1,438	718,152
High school graduate	4,208	12,885	5,208	14,174	25,901	3,789	3,539	1,486,006
Some college, no degree	2,209	6,145	2,208	14,725	17,907	1,912	1,459	1,058,692
Associate degree	471	1,487	571	4,268	5,026	444	415	269,740
Bachelor's degree	1,625	3,106	699	14,111	10,215	690	902	829,873
Graduate or professional degree	748	1,522	423	7,236	4,545	461	335	430,305
Percent high school graduate or higher	63.9	67.8	69.8	92.4	84.2	71.3	75.3	78.6
Percent bachelor's degree or higher	16.4	12.8	8.6	36.2	19.5	11.3	14.0	24.3
<i>Source: U.S. Census Bureau, 2000 Census</i>								

### 2.3.4 Households

**Figure 2-10** compiles total households and average household size data for the City of Griffin. Due to declining household size over the past thirty years, the number of households in Griffin increased at a rate faster than did total population.

This is not just a local trend but also a state and national trend. In the past, the number of household's rate of increase was much slower than the total population growth rate and household size was larger. People typically reared more children and multi-generational households were more common than today. However, the birth rate is declining and there are more single household dwellers. A larger percentage of people are choosing not to marry. The divorce rate has also increased significantly in recent decades. Married couples are waiting longer to have children and are raising smaller families. Women are working in greater numbers, thus making it more difficult to raise larger families. In addition, it is typical for the elderly to be moved into a care facility when they are unable to care for themselves rather than receiving permanent care from a family member. These factors are responsible for the increasing number of total households and declining average household sizes in our society.

**Figure 2-10**  
**Number of Households and Household Size**  
**Griffin**  
**1970-2000**

	Total number of households	Average household size
1970	7,255	3.13
1980	7,512	2.76
1990	8,076	2.64
1995	8,315	2.62
2000	8,876	2.60
<i>Source: U.S. Census Bureau; Jordan, Jones &amp; Goulding</i>		

### 2.3.5 Income Levels

Per capita income levels in Spalding County have remained below the state average since 1980 (**Figure 2-11**). Data for Griffin is not available in the same format for comparison; however, **Figure 2-12** provides historic income level data for Griffin in actual dollars and 2000 dollars. In 1999, the per capita income level for Griffin was lower than the per capita income level for Spalding County and the state of Georgia for 2000. Though these are two different data sources, this finding does suggest that income levels are higher outside of the City.

**Figure 2-11**  
**Per Capita Income (2000 Dollars)**  
**Spalding County and Georgia**  
**1980 –2000**

	1980	1985	1990	1995	2000
Spalding County	15,460	16,832	18,476	20,427	23,391
Georgia	16,822	20,284	22,677	24,406	28,343

*Source: U.S. Bureau of the Census*

**Figure 2-12**  
**Per Capita Income**  
**Griffin**  
**1979-1999**

	1979	1989	1999
Griffin (Actual Dollars)	5,768	10,520	15,563
Griffin (2000 Dollars)	13,681	15,571	16,086

*Source: U.S. Bureau of the Census*

Household income for Spalding County and Georgia appears in **Figure 2-13**. Actual household income has increased in the City of Griffin, however, when adjusted for inflation household income decreased between 1979 and 1989, but increased between 1989 and 1999 (**Figure 2-14**).

**Figure 2-13**  
**Mean Household Income (2000 Dollars)**  
**Spalding County and Georgia**  
**1980 –2000**

	1980	1985	1990	1995	2000
Spalding County	45,225	47,336	51,077	55,995	62,645
Georgia	47,879	55,696	60,643	65,102	75,416

*Source: Woods & Poole Economics, Inc., 2003*

**Figure 2-14**  
**Median Household Income**  
**Griffin**  
**1979-1999**

	1979	1989	1999
Griffin (Actual Dollars)	16,060	20,915	30,088
Griffin (2000 Dollars)	38,093	29,045	31,099

*Source: U.S. Bureau of the Census*

The distribution of income in Griffin is provided in **Figure 2-15**. Griffin has a higher share of households with incomes less than \$35,000 and a lower share of households with incomes



greater than \$35,000. This discrepancy is greatest with the highest and lowest income groups. For example, Georgia has twice the percentage of households with incomes over \$100,000 than Griffin. In 1999, the median household income was \$30,088 compared to the state's \$42,433.

**Figure 2-15**  
**Household Income Distribution**  
**Griffin**  
**1999**

<b>Income Range</b>	<b>Number of Households</b>	<b>Percent of Households</b>	<b>Percent of Georgia Households</b>
<\$10,000	1,525	17.2	10.1
\$10,000 – \$14,999	829	9.4	5.9
\$15,000 – \$24,999	1,387	15.7	12.3
\$25,000 – \$34,999	1,374	15.5	12.6
\$35,000 – \$49,999	1,385	15.6	16.7
\$50,000 - \$74,999	1,244	14.0	19.7
\$75,000 - \$99,999	566	6.4	10.4
≥100,000	550	6.2	12.4

*Source: U.S. Bureau of the Census*

**Figure 2-16** summarizes poverty status data for Griffin and Georgia from the latest Census. Poverty levels in Griffin are significantly higher than Georgia as a whole. Across each of the populations included in the table, Griffin's rate of poverty is roughly twice as high as the state's. The number of families in poverty, families with children, individuals, and elderly all have poverty rates approximately twice as high as the statewide rates. One in five residents of Griffin lives in poverty. And one in six of the city's families lives in poverty. The poverty rate did decline slightly during the 1990s from 23% to 21%.

**Figure 2-16**  
**Poverty Status**  
**Griffin**  
**1999**

	<b>Griffin</b>		<b>Georgia</b>
	<b>Count</b>	<b>Percent</b>	<b>Percent</b>
Total families	6,018	100.0	100.0
Families in poverty	1,068	17.7	9.9
With children under 18	869	14.4	7.7
With children under 5	462	7.7	3.7
Total individuals	23,451	100.0	100.0
Total individuals in poverty	4,908	21.4	13.0
Individuals 65 years and over	489	2.1	1.2

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

## 2.4 Population Projections

Internal as well as external forces may influence the future population of an area. The development that takes place in another city or county can occasionally have a profound impact on an area's future population. Examples of internal forces include an area's transportation accessibility, housing opportunities, economic development trends, and infrastructure capabilities. These are some of the factors that can have an influential role in determining an area's future population totals.

Attempting to predict demographic changes with accuracy is often difficult. Utilizing previous and current demographic trends is beneficial in projecting future population totals. The integration of internal (listed above) and external factors is also a component of the population projection. Typically, there is a range of population totals to choose from; these reflect different population scenarios.

For this plan, three population scenarios are presented in **Figure 2-17** and illustrated graphically in **Figure 2-18**. The High Forecast is based on the preferred population projection from the 1999 Comprehensive Plan for Griffin. The cohort-survival based projection incorporates birth rates, death rates, and migration and has been updated with the latest Census 2000 data. The forecast presented here incorporates a policy of attracting 100 additional residents to Griffin per year via various city policies. This method yielded a 2025 population for Griffin of 29,566. The medium projection is based on a geometric extrapolation of population trends between 1980 and 2002.<sup>1</sup> The low forecast comes from the Spalding County Comprehensive Plan. This more conservative number hedges against new annexation by the city and assumes a modest, stable rate of positive growth for Griffin's population.

The cohort with policy (High) projection requires that the government of Griffin adopt policies to encourage persons to reside in the city. Both the **Housing** and **Economic Development** elements include goals and policies aimed at increasing the population and retaining existing residents. The objective is to reverse the negative net migration of the city to a positive by providing employment opportunities and improved quality of life for the residents of Griffin.

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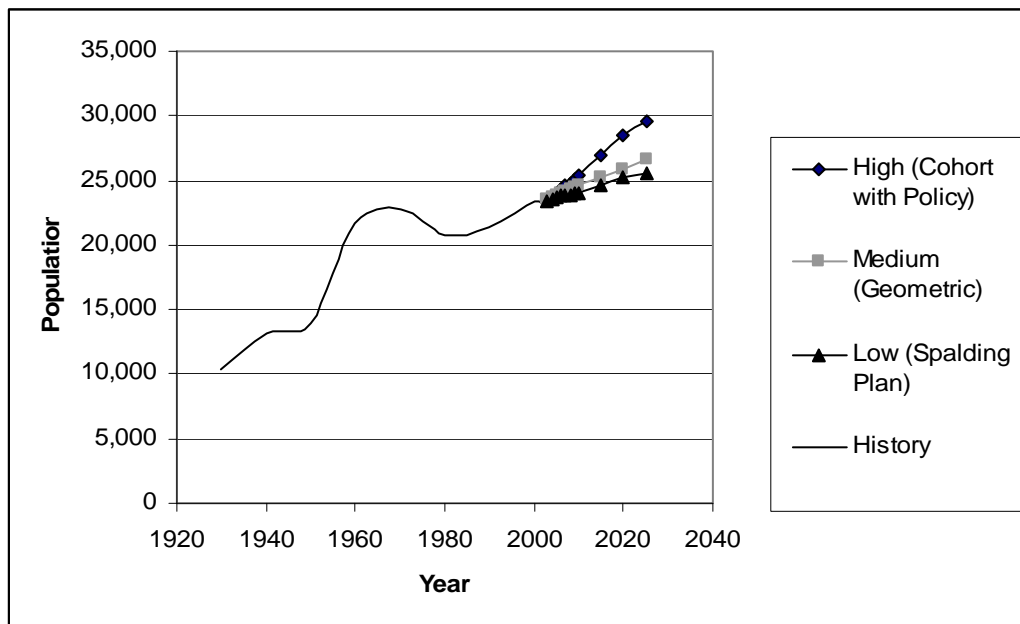
1. A linear regression was employed ( $r^2 = 0.91$ ).

**Figure 2-17**  
**Projected Total Population**  
**Griffin**  
**2000-2025**

Year	High Forecast	Medium Forecast	Low Forecast
2000*	23,451	23,451	23,451
2002**	23,226	23,226	23,226
2003	23,489	23,487	23,403
2004	23,751	23,748	23,579
2005	24,014	23,884	23,756
2006	24,294	24,020	23,801
2007	24,575	24,156	23,847
2008	24,855	24,292	23,892
2009	25,135	24,428	23,938
2010	25,416	24,565	23,983
2015	26,911	25,245	24,575
2020	28,503	25,926	25,170
2025	29,566	26,607	25,506

*Source: Jordan, Jones & Goulding, US Bureau of the Census.*  
 Notes: \* = Observation. \*\* = Estimate.

**Figure 2-18**  
**Projected Total Population**  
**Griffin**  
**2000-2025**



Residents outside the Griffin city limits will use some City facilities. Therefore, projections for Spalding County are needed to assist in determining public facility needs for the City. **Figure 2-19** provides projections for Spalding County similar to the ones provided for the City.

**Figure 2-19**  
**Projected Total Population**  
**Spalding County**  
**2000-2025**

Year	Low Projection	Middle Projection	High Projection
2000*	58,417	58,417	58,417
2001**	59,076	59,076	59,076
2002**	59,410	59,410	59,410
2003	-	62,107	-
2004	-	64,803	-
2005	61,800	65,670	63,300
2006	-	66,548	-
2007	-	67,437	-
2008	-	68,338	-
2009	-	69,269	-
2010	65,000	70,200	72,600
2015	69,000	75,000	85,800
2020	72,400	79,200	94,400
2025	75,885	85,632	103,000
<i>Source: Draft Spalding County 2004-2024 Comprehensive Plan, JJG, November 2003</i>			
Notes: * = Observation. ** = Estimate.			

**Figure 2-20** compiles household size and total household trends for Griffin. After having declined for decades, average household size is expected to stabilize around 2.6 persons per household. Total households are expected to exceed 10,000 for the first time in the city’s history by 2025.

**Figure 2-20  
Historic and Projected Number of Households and Household Size  
Griffin  
1980–2025**

	<b>Total number of households</b>	<b>Persons per household</b>
1980	7,512	2.76
1990	8,076	2.64
2000	8,876	2.62
2005	9,116	2.62
2010	9,485	2.59
2015	9,710	2.60
2020	9,933	2.61
2025	10,117	2.63

*Source: U.S. Census Bureau; Woods and Poole Economics, 2002; Jordan, Jones & Goulding*

Finally, the age distribution of a population will have an impact on the type of public facilities needed for a community. **Figure 2-21** projects age distribution based on the Middle Projection.

## 2.5 Summary of Key Findings

- Since 1930, Griffin has experienced cycles of population growth and decline. The latest estimate of total city population in 2002 is 23,226. It has dropped slightly since the 2000 Census, which counted 23,451 people in the city.
- Since 1980, the “35 to 44” age bracket has experienced the fastest growth of any age group. The most consistent decline over that period has been the “15 to 24” age bracket.
- African-Americans are most populous racial group in the city, comprising 49.9% of the population. The white population comprises 46.4% of the population. Other racial groups comprise only 3.7% of the population.
- Both Griffin and Spalding County lag behind the State in terms of educational attainment. 63.9% of the city’s population are high school graduates, while 16.4% have a bachelor’s degree or higher. The state’s educational attainment figures are 78.6% are high school graduates, while 24.3% have a bachelor’s degree or higher.
- The average household size in Griffin is 2.6 persons per household.
- The poverty rate in Griffin is higher than that of both Spalding County and the State. In 1999, the city’s poverty rate stood at 21.4%, compared to the state’s poverty rate of 13%. The mean household income in 1999 was \$30,088, and the per capita income was only \$15,563.
- By 2025, the population of Griffin is anticipated to reach somewhere between 25,506 and 29,566. The average household size is anticipated to rise slightly to 2.63. The percentage of the population over 65 is anticipated to rise from 13.8% to 16.3%.

**Figure 2-21**  
**Projected Population Age Distribution**  
**Griffin**  
**2000-2025**

	<b>2000</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>
Under 5 years	1,985	1,799	1,807	1,818	1,831	1,848	1,869	1,890	1,960	1,994	2,005
5 to 14 years	3,797	3,552	3,528	3,492	3,466	3,448	3,441	3,505	3,676	3,832	3,942
15 to 24 years	3,236	3,310	3,358	3,415	3,427	3,462	3,505	3,465	3,403	3,395	3,568
25 to 34 years	3,451	3,182	3,207	3,189	3,235	3,235	3,215	3,207	3,350	3,441	3,387
35 to 44 years	3,330	3,403	3,345	3,324	3,274	3,262	3,226	3,226	3,178	3,163	3,300
45 to 54 years	2,690	3,247	3,298	3,358	3,392	3,427	3,459	3,438	3,244	3,150	3,126
55 to 64 years	1,725	2,440	2,486	2,529	2,597	2,594	2,652	2,730	2,930	3,069	2,926
65 and up	3,237	2,814	2,855	2,895	2,934	3,016	3,060	3,103	3,505	3,881	4,353
<b>Total</b>	<b>23,451</b>	<b>23,748</b>	<b>23,884</b>	<b>24,020</b>	<b>24,156</b>	<b>24,292</b>	<b>24,428</b>	<b>24,565</b>	<b>25,245</b>	<b>25,926</b>	<b>26,607</b>

*Source: US Bureau of the Census; Jordan, Jones & Goulding*

# CHAPTER 3 ECONOMIC DEVELOPMENT



# ECONOMIC DEVELOPMENT

The purpose of the Economic Development section is to identify local economic development trends. This chapter examines the local economic base, the labor force, economic programs, tools and resources that are available to promote economic development. This information is analyzed to determine the community's strengths and weaknesses. The economic assessment will determine the adequacy of local economic programs and the suitability of extant employment for the local labor force. The analysis identifies types of businesses that should develop in the community to strengthen the local economy. Finally, in a subsequent section of the plan, a strategy of goals and policies directs the future economic development of the community according to public preference.

It should be noted that much of the economic data in this element is available only at the county level. Given that nearly half of the county's residents reside within the City of Griffin, this data should provide an accurate representation of the City's economy. The municipal data for the City of Griffin is included where available and comparable to the county and state data during the same period. Furthermore, an area's economic development must be regarded and addressed in a broad scope. Local municipal economies do not function in economic isolation, but interact with several economies that shape and determine the overall development of an area or county.

## 3.1 General Overview of the Economy

Griffin is the major employment center for Spalding County and serves as a regional retail and service provider for several counties south of the Atlanta metropolitan area. The City's location has several advantages that have helped sustain its economy over the years including:

- Proximity to Hartsfield-Jackson International Airport,
- Midway between Interstates 75 and 85,
- Access to the amenities of Atlanta while retaining its small town feel, and
- Important regional center midway between Atlanta, Macon, and Columbus.

For several generations, the county's economic engine was driven by the Manufacturing sector. The City's utilities and labor force attracted large industries such as Dundee Mills and Thomaston Mills. And while Manufacturing continues to be important, the Service sector now provides the most jobs and earnings.

Employment growth during the 1990s was robust. While the population of Spalding County grew by just 7.3%, total employment grew by 22% and total inflation-adjusted earnings grew by 39%. In 1990, statewide, Spalding County ranked 51<sup>st</sup> in total personal income per capita. By 2000, the county had risen to 36<sup>th</sup> and is projected to reach 21<sup>st</sup> by 2025. These figures and projections indicate that the local economy is steadily improving, and that it plays an important economic role in the region.



Unemployment spiked in recent years in conjunction with the national recession. But in the last year, unemployment rates have begun to decline. In December 2002, Griffin's unemployment rate was 9.0%. In November 2003, the rate had declined slightly to 7.5%

A number of important events and major trends are shaping Griffin's economy and will continue to do so over the next 20 years. The global free trade movement, inexpensive transportation costs, and cheap labor abroad will all continue to weaken the Manufacturing sector. The aforementioned shift from the Manufacturing to the Service sectors will continue to change the employment composition, though Manufacturing is expected to continue to play an important part in the local economy. Changes to the local transportation network will lead to changes in the types of residents and employers the City can attract. Key transportation improvements on the horizon include a potential east-west bypass around Griffin, the addition of commuter rail to Atlanta, consideration of relocating the local airport, and the development of multi-use greenways throughout the City. City redevelopment initiatives to assist blighted residential and commercial areas could reshape older neighborhoods and districts. Griffin must reinforce its place as a regional center for service and retail, especially through continued expansion at Griffin Regional Hospital. And finally, Spalding County's new found clean air non-attainment status will shape transportation and industrial growth.

### **3.2 Sector Employment: 1990-2000**

The City of Griffin and Spalding County's Manufacturing sector has historically been portrayed as an important part of the local economy. Manufacturing-related jobs supplied one third of all the county's employment opportunities in 1980. Over the past two decades, however, Spalding County's employment distribution has followed state and national trends, shifting from the Manufacturing sector to Service related sectors. In 1980, the Manufacturing sector held the largest numbers of jobs (33.4%) followed by Retail Trade (16.1%), Services (15.9%) and State and Local Government (15.6%). By 2000, the largest employer in the county was the Services sector (26.5%) followed by Manufacturing (21.3%), Retail Trade (18.4%), and State and Local Government (13.6%). **Figures 3-1 and 3-2** present the historic and projected growth trends in employment by industry sectors for Spalding County and Georgia, respectively.

Employment or sector dependence is defined as the extent to which a jurisdiction's economy is dependent on a particular sector for employment or earnings. Even though Spalding County's Manufacturing sector is still an important component to the economy, its employment dependence has declined over the past two decades. In 1980, the Manufacturing sector in the county ranked 37<sup>th</sup> in the state for the jobs provided in that sector. A decade later, the county ranked 66<sup>th</sup> in the state and by 1997 the Manufacturing sector had declined by 8.8 percent from 1980.

Spalding County's economy expanded primarily in the Services and Retail Trade sectors. Convenient transportation facilities, the availability of inexpensive property and the strategic location along major transportation corridors in close proximity to Atlanta have helped in establishing such an expansion in the City of Griffin.

**Figure 3-1  
Sector Employment, Count  
Spalding County  
1990 – 2025**

<b>Sector</b>	<b>1990</b>	<b>1995</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>
<b>Total Employment</b>	23,672	27,379	28,931	31,292	33,622	35,950	38,313	40,740
Farm Employment	340	294	284	280	273	265	258	250
Agricultural services	135	153	177	216	243	266	287	310
Mining	38	56	57	62	67	73	79	90
Construction	1,187	1,420	1,607	1,662	1,695	1,720	1,743	1,770
Manufacturing	5,657	6,584	6,161	6,248	6,375	6,514	6,654	6,790
Transportation, communication, utilities	711	763	645	672	695	713	726	730
Wholesale trade	965	854	1,473	1,643	1,808	1,982	2,169	2,370
Retail trade	4,647	5,214	5,332	5,647	6,013	6,403	6,817	7,260
Finance, insurance, real estate	950	1,195	1,239	1,185	1,180	1,187	1,196	1,200
Services	4,977	6,553	7,666	9,039	10,317	11,567	12,842	14,190
Federal civilian govt	152	139	132	137	137	136	133	130
Federal military govt	241	236	219	222	225	227	228	230
State and local govt	3,672	3,918	3,939	4,279	4,594	4,897	5,181	5,440

*Source: Woods and Poole Economics, Inc. 2002*

**Figure 3-2  
Sector Employment, Count  
Georgia  
1990 – 2025**

<b>Sector</b>	<b>1990</b>	<b>1995</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>
<b>Total Employment</b>	3,690,607	4,229,292	4,859,969	5,235,631	5,623,647	6,029,159	6,451,324	6,890,350
Farm Employment	74,286	68,780	67,356	64,877	62,438	60,240	58,297	56,580
Agricultural services	31,487	44,659	54,829	60,079	65,359	70,538	75,465	80,030
Mining	10,590	9,408	9,522	9,645	9,813	10,047	10,324	10,650
Construction	212,342	236,159	296,572	316,876	333,895	349,870	365,279	380,530
Manufacturing	572,477	603,394	613,992	632,106	649,864	665,184	677,683	687,260
Transportation, communication, utilities	216,343	241,886	296,267	322,804	347,846	371,521	392,902	411,300
Wholesale trade	228,213	242,508	276,326	300,312	322,310	344,504	367,022	389,990
Retail trade	606,608	724,946	816,701	893,996	973,979	1,055,498	1,138,662	1,223,640
Finance, insurance, real estate	244,947	269,183	345,923	369,137	392,407	416,440	440,943	465,710
Services	876,597	1,125,359	1,391,461	1,532,287	1,692,630	1,873,376	2,074,955	2,298,230
Federal civilian govt	102,981	98,336	92,262	91,889	91,883	92,089	92,439	92,940
Federal military govt	90,745	94,733	93,789	95,235	96,403	97,224	97,709	97,840
State and local govt	422,991	469,941	504,969	546,388	584,820	622,628	659,644	695,640

*Source: Woods and Poole Economics, Inc. 2002*

As shown in **Figure 3-3**, Spalding County's economy is increasingly becoming diversified with no reliance on one particular industry. Today, over 25% of employed persons are in the Services industry throughout the county. Other major sectors of the local economy include Manufacturing, Retail Trade and State and Local Government, each of which employ over 15% of total employment.

When comparing sector employment between Spalding County and the state of Georgia, there were some distinct similarities. Georgia's sector employment strengths were more diverse and are presented in **Figure 3-4**. As with Spalding County, the state's employment strengths were also found in the Manufacturing, Retail Trade, Services and Government sectors. The stronger and more diverse economy of Georgia is caused by the presence of major metropolitan areas in the state and the rapidly growing suburban economies.

Spalding County is more dependent on the Manufacturing sector than the state. In 2000, 12.6 percent of Georgia's labor force was employed in manufacturing, compared to 21.3 percent in the county. **Figure 3-7** below lists the top ten employers for Spalding County.

The Manufacturing sector is declining as a share of total employment (**Figures 3-3 and 3-4**). This decline is the result of increased competition in the southeastern United States and abroad. Textile manufacturing is extremely competitive. A significant portion of textile manufacturing has been exported overseas to benefit from cheap labor and greater product distribution. Also, Georgia faces manufacturing competition from neighboring states.

Spalding County relied more heavily on the dominant sectors of employment than did Georgia. Examining the other sectors of employment for both the county and the state of Georgia will reveal this fact. Typically, Georgia's employment percentages were higher than those in Spalding County.

In 2000, Georgia's Wholesale Trade and Transportation, Communications and Utilities (TCU) sectors were approximately twice that of Spalding County's. The TCU sector typically parallels an area's economic and population ranking. When the population increases or economic expansion occurs, the demand for infrastructure services usually increases. Georgia fluctuated in this sector while Spalding County experienced a decline. Georgia employed 6.1 percent in the TCU sector in 2000, compared to the county's 2.2 percent.

The wholesale trade sector fluctuated in both Spalding County and Georgia over the past two decades. The percentage of employment for wholesale trade in the county was 3.6 percent in 1980 and 5.1 percent in 2000. Georgia, however, had gone from 6.6 percent in 1980 to 5.7 percent in 2000.

**Figure 3-3  
Sector Employment, Share  
Spalding County  
1990 – 2025**

<b>Sector</b>	<b>1990</b>	<b>1995</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>
<b>Total Employment</b>	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Farm Employment	1.4%	1.1%	1.0%	0.9%	0.8%	0.7%	0.7%	0.6%
Agricultural services	0.6%	0.6%	0.6%	0.7%	0.7%	0.7%	0.7%	0.8%
Mining	0.2%	0.2%	0.2%	0.2%	0.2%	0.2%	0.2%	0.2%
Construction	5.0%	5.2%	5.6%	5.3%	5.0%	4.8%	4.5%	4.3%
Manufacturing	23.9%	24.0%	21.3%	20.0%	19.0%	18.1%	17.4%	16.7%
Transportation, communication, utilities	3.0%	2.8%	2.2%	2.1%	2.1%	2.0%	1.9%	1.8%
Wholesale trade	4.1%	3.1%	5.1%	5.3%	5.4%	5.5%	5.7%	5.8%
Retail trade	19.6%	19.0%	18.4%	18.0%	17.9%	17.8%	17.8%	17.8%
Finance, insurance, real estate	4.0%	4.4%	4.3%	3.8%	3.5%	3.3%	3.1%	2.9%
Services	21.0%	23.9%	26.5%	28.9%	30.7%	32.2%	33.5%	34.8%
Federal civilian govt	0.6%	0.5%	0.5%	0.4%	0.4%	0.4%	0.3%	0.3%
Federal military govt	1.0%	0.9%	0.8%	0.7%	0.7%	0.6%	0.6%	0.6%
State and local govt	15.5%	14.3%	13.6%	13.7%	13.7%	13.6%	13.5%	13.4%

*Source: Woods and Poole Economics, Inc. 2002*

**Figure 3-4  
Sector Employment, Share  
Georgia  
1990 – 2025**

<b>Sector</b>	<b>1990</b>	<b>1995</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>
<b>Total Employment</b>	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Farm Employment	2.0%	1.6%	1.4%	1.2%	1.1%	1.0%	0.9%	0.8%
Agricultural services	0.9%	1.1%	1.1%	1.1%	1.2%	1.2%	1.2%	1.2%
Mining	0.3%	0.2%	0.2%	0.2%	0.2%	0.2%	0.2%	0.2%
Construction	5.8%	5.6%	6.1%	6.1%	5.9%	5.8%	5.7%	5.5%
Manufacturing	15.5%	14.3%	12.6%	12.1%	11.6%	11.0%	10.5%	10.0%
Transportation, communication, utilities	5.9%	5.7%	6.1%	6.2%	6.2%	6.2%	6.1%	6.0%
Wholesale trade	6.2%	5.7%	5.7%	5.7%	5.7%	5.7%	5.7%	5.7%
Retail trade	16.4%	17.1%	16.8%	17.1%	17.3%	17.5%	17.7%	17.8%
Finance, insurance, real estate	6.6%	6.4%	7.1%	7.1%	7.0%	6.9%	6.8%	6.8%
Services	23.8%	26.6%	28.6%	29.3%	30.1%	31.1%	32.2%	33.4%
Federal civilian govt	2.8%	2.3%	1.9%	1.8%	1.6%	1.5%	1.4%	1.3%
Federal military govt	2.5%	2.2%	1.9%	1.8%	1.7%	1.6%	1.5%	1.4%
State and local govt	11.5%	11.1%	10.4%	10.4%	10.4%	10.3%	10.2%	10.1%

*Source: Woods and Poole Economics, Inc. 2002*

**Figure 3-5**  
**Sector Employment, Change**  
**Spalding County**  
**1985 – 2025**

Sector	85 to 90	90 to 95	95 to 00	00 to 05	05 to 10	10 to 15	15 to 20	25 to 25
<b>Total Employment</b>	14.3%	15.7%	5.7%	8.2%	7.4%	6.9%	6.6%	6.3%
Farm Employment	-9.3%	-13.5%	-3.4%	-1.4%	-2.5%	-2.9%	-2.6%	-3.1%
Agricultural services	48.4%	13.3%	15.7%	22.0%	12.5%	9.5%	7.9%	8.0%
Mining	52.0%	47.4%	1.8%	8.8%	8.1%	9.0%	8.2%	13.9%
Construction	15.9%	19.6%	13.2%	3.4%	2.0%	1.5%	1.3%	1.5%
Manufacturing	4.0%	16.4%	-6.4%	1.4%	2.0%	2.2%	2.1%	2.0%
Transportation, communication, utilities	8.5%	7.3%	-15.5%	4.2%	3.4%	2.6%	1.8%	0.6%
Wholesale trade	36.3%	-11.5%	72.5%	11.5%	10.0%	9.6%	9.4%	9.3%
Retail trade	14.7%	12.2%	2.3%	5.9%	6.5%	6.5%	6.5%	6.5%
Finance, insurance, real estate	-16.6%	25.8%	3.7%	-4.4%	-0.4%	0.6%	0.8%	0.3%
Services	43.5%	31.7%	17.0%	17.9%	14.1%	12.1%	11.0%	10.5%
Federal civilian govt	32.2%	-8.6%	-5.0%	3.8%	0.0%	-0.7%	-2.2%	-2.3%
Federal military govt	-2.4%	-2.1%	-7.2%	1.4%	1.4%	0.9%	0.4%	0.9%
State and local govt	8.8%	6.7%	0.5%	8.6%	7.4%	6.6%	5.8%	5.0%

*Source: Woods and Poole Economics, Inc. 2002*

**Figure 3-6**  
**Sector Employment, Change**  
**Georgia**  
**1985 – 2025**

Sector	85 to 90	90 to 95	95 to 00	00 to 05	05 to 10	10 to 15	15 to 20	25 to 25
<b>Total Employment</b>	14.5%	14.6%	14.9%	7.7%	7.4%	7.2%	7.0%	6.8%
Farm Employment	-9.8%	-7.4%	-2.1%	-3.7%	-3.8%	-3.5%	-3.2%	-2.9%
Agricultural services	28.1%	41.8%	22.8%	9.6%	8.8%	7.9%	7.0%	6.0%
Mining	3.4%	-11.2%	1.2%	1.3%	1.7%	2.4%	2.8%	3.2%
Construction	7.8%	11.2%	25.6%	6.8%	5.4%	4.8%	4.4%	4.2%
Manufacturing	1.3%	5.4%	1.8%	3.0%	2.8%	2.4%	1.9%	1.4%
Transportation, communication, utilities	21.7%	11.8%	22.5%	9.0%	7.8%	6.8%	5.8%	4.7%
Wholesale trade	6.5%	6.3%	13.9%	8.7%	7.3%	6.9%	6.5%	6.3%
Retail trade	16.6%	19.5%	12.7%	9.5%	8.9%	8.4%	7.9%	7.5%
Finance, insurance, real estate	8.8%	9.9%	28.5%	6.7%	6.3%	6.1%	5.9%	5.6%
Services	31.9%	28.4%	23.6%	10.1%	10.5%	10.7%	10.8%	10.8%
Federal civilian govt	11.3%	-4.5%	-6.2%	-0.4%	0.0%	0.2%	0.4%	0.5%
Federal military govt	-7.7%	4.4%	-1.0%	1.5%	1.2%	0.9%	0.5%	0.1%
State and local govt	20.1%	11.1%	7.5%	8.2%	7.0%	6.5%	5.9%	5.5%

*Source: Woods and Poole Economics, Inc. 2002*

**Figure 3-7  
Major Employers  
Spalding County  
2002**

<b>Employer</b>	<b>Products</b>	<b>Total Employees</b>
Spalding County Schools	Education	1,550
Springs Industries	Towels, finished cotton goods	1,100
NACOM Corporation	Automotive electronics	1,000
Spalding Regional Hospital	Health care	850
Cooper-Standard Automotive	Automobile rubber seals	571
Spalding County	Government	540
Caterpillar	Generators	500
City of Griffin	Government	466
1888 Mills/Southern Terry	Beach, bath and hand towels	360
Griffin Technical College	Education	307

*Source: Griffin Spalding Chamber of Commerce, 2002*

As noted from the discussion above, Griffin’s major employment sectors are in the Services and Manufacturing sectors. The Retail Trade and the Government sectors provide most of the remaining employment opportunities. The City of Griffin is experiencing a shift towards the Services sector, similar to the state. The types of wages earned in this sector will depend on the types of services that Griffin attracts. Medical services are prevalent in Griffin due to the presence of the Spalding Regional Hospital and its surrounding medical practices. Typically, the medical, business, and engineering and management services tend to pay higher wages.

### **3.3 Sector Employment: 2000-2025**

Sector employment projections are general guides to future economic activity based on current industry and employment information. There are several internal and external factors that can influence the various employment sectors in the next 20 years. Globalization, automation, demographic influences and competitive pressures all can affect future employment scenarios. The economic outlook for Griffin, Spalding County and Georgia will partially reflect the same economic and employment trends that influence the nation and world as technology reduces the communication/economic barriers of global distance.

Spalding County, like most counties in the region, may continue to experience a decline in manufacturing employment. This decline will require a skilled and educated manufacturing workforce. Jobs will be lost in this sector due to automation and a more competitive overseas market. High skilled jobs associated with advanced technologies that efficiently produce more goods with less labor will be a key element for future manufacturing success. The county needs to continue to provide an educational system that will enable Spalding County students to remain

competitive in the work force. The county should encourage residents to pursue post-secondary education in both traditional and non-traditional areas. See **Education and Training Opportunities, section 3.16**, for more information.

Spalding County should not witness much of the large, urban growth that influences the Transportation, Communication and Utilities (TCU) sector. The TCU sector is closely tied to the overall progress of the economy and the demands of the population and business community. Spalding County's TCU employment will increase to keep pace with the overall expansion and development. However, the percent of total employment will decline due to relatively faster growth in other sectors.

Promoting industrial expansion is an economic development goal for the City of Griffin. This type of expansion should be compatible with existing or planned infrastructure facilities and services. Some of the secondary effects of industrial expansion are the need for road, water and sewer improvements and additional housing and community facilities (schools, hospitals and libraries). Businesses that would overburden this type of infrastructure should be avoided. Proceeding with industrial development should only occur after consideration has been taken as to the long-range effects for the community. In order to maintain the character of the existing community, new businesses and industries should be compatible with adjacent land uses. For example, an industrial land use may place undue burdens on an established neighborhood; therefore, it should be avoided or adhere to specific zoning regulations, such as architectural restrictions or buffer requirements.

Industrial expansion would increase the diversity of the economic base and would lessen the tax burden on homeowners in the City. Residential development requires a significant proportion of City expenditures to build schools, cultural facilities, roads, water and sewer lines and police and fire services. The City's tax revenues should be supplemented with sources other than residential development. Continued expansion, development and promotion of the industrial park is essential to promoting industrial development, minimizing land use conflicts, and protecting residential tax.

**Figure 3-8** lists the location quotients for Spalding County in 2002. The Manufacturing sector scored the highest with 1.67, and is one of only two sectors that could be considered "high." This means relative to the state, Spalding County has a specialization in manufacturing. Since this sector is declining, a sound economic strategy should be developed to either retain and/or attract new manufacturing jobs to maintain the county's specialization, or pursue other sectors where the county may have an advantage.

**Figure 3-8  
Location Quotients, Spalding County vs. Georgia, 2002**

<b>Sector</b>	<b>Location Quotient</b>	<b>Status</b>
Farm Employment	0.72	Low
Agricultural services	0.57	Low
Mining	1.03	Normal
Construction	0.90	Normal
Manufacturing	1.67	High
Transportation, communication, utilities	0.36	Low
Wholesale trade	0.90	Normal
Retail trade	1.08	Normal
Finance, insurance, real estate	0.57	Low
Services	0.95	Normal
Federal civilian govt	0.25	Low
Federal military govt	0.39	Low
State and local govt	1.31	High

*Source: Woods and Poole Economics, Inc. 2002*

The Service and Wholesale Trade sectors hold a great deal of potential for job growth and specialization in Spalding County. The Service sector was the state’s fastest growing sector during the 1990s and is expected to continue to dominate through 2025. Because of Spalding County’s location nestled between Macon, Columbus and Atlanta, the county is very well situated to become a regional service provider for a number of counties to the south and west, including Pike, Lamar, Butts and portions of Monroe, Upson, Meriwether and Coweta. The Service sector’s share of county employment grew from 21.0 to 26.5% during the 1990s and is predicted to grow to 34.8% by 2025. With a 54% growth rate for the 1990s, this was, unequivocally, the fastest growing segment of the local economy. The number of Service sector jobs is expected to double by 2025. The driver behind the sector’s growth includes the Spalding Regional Hospital.

The Wholesale Trade sector also holds great promise in Spalding County. Wholesale trade includes establishments primarily engaged in selling merchandise to retailers, contractors, professional business users, or to other wholesales or brokers. Affordable land, excellent access to major transportation corridors, and far less congestion than urban-Atlanta counties all contribute to the promise of this sector. Further, the southern part of the metro area already contains an agglomeration of wholesale trade. Thus, the natural migration of these industries is to the south. If Spalding County wants to capture this job growth, it needs to position itself to compete with neighboring Butts and Coweta Counties. Wholesale Trade included 1,473 jobs in 2000, which accounted for 5.1% of all jobs. The sector grew at an astonishing 72.5% between 1995 and 2000. Over the next two decades, Wholesale Trade is expected to grow at a moderate rate, increasing its share of local jobs from 5.1 to 5.7%.

The third largest sector in 2000 was Retail Trade. It comprised 18.4% of the local job base and grew very rapidly during the period 1985 to 1995 (2.7% per year). The 1995 to 2000 period saw slower growth (0.4% per year); still, an average rate of 1.3% annual growth rate is projected for



the next 20 years. Between 2000 and 2025, the Retail sector's proportional share of county employment is expected to remain fairly constant. Spalding County provides many retail opportunities to the same area its Service sector serves. For daily and weekly shopping, Spalding County is important to those counties. For major purchases, "power shoppers" and all day splurges, the county cannot compete with the extent and diversity of shopping opportunities in Atlanta.

**Figure 3-6** shows the percentage of the total state employment for each industrial sector. Over the twenty-year projected period, both Spalding County and the state of Georgia are expected to experience an increase of employment in the Services sector. The major difference between Spalding County and the state of Georgia is that Georgia has higher percents of total employment, which means that the state is more diverse in terms of sector employment.

### 3.4 Sector Earnings: 1990-2000

Sector earnings information is important for the collective earnings capacity for each economic sector. The resulting information is an important tool in assessing which industries are financially important to the county. **Figures 3-9** and **3-10** present the earnings by sector for Spalding County and then the state. **Figures 3-11** and **3-12** present the percent of earnings attributable to each sector. In addition, when a specific sector's earnings percentage is compared to its employment percentage, a sector's earnings strength or weakness can be assessed. Earnings represent the total of wages, salaries and other earned income paid to persons working for the businesses or industries located in a given geographic area.

**Figure 3-11** presents the percentage of employee earnings from each employment sector in Spalding County since 1985. The table reveals that the total earnings reported by local industries and businesses in the county have risen over 39% from \$509 million (1996 constant dollars) in 1990 to \$708 million in 2000. This rise in total earnings is greater than the rise in total employment, which grew by 22% over the same period. On average, employees in the county earn higher wages today than they did in 1985.

The four dominant sectors in terms of Spalding County earnings are the same four in terms of employment: Manufacturing, Services, State and Local Government, and Retail Trade. There is, however, substantial difference within the top four due to the fact that there are more earnings associated with manufacturing jobs than service jobs, and more earning associated with state and local government jobs than retail trade jobs. Manufacturing, which ranks first in terms of earnings with 27.3%, ranks second in terms of employment with 21.3%. The opposite is true for the Service sector, which ranks second in term of earnings and first in terms of employment. Similarly, State and Local Government ranks third in terms of earnings and fourth in terms of employment and Retail Trade ranks fourth in terms of earnings and third in terms of employment. **Figures 3-13** and **3-14** clarify this by compiling the ratio of earnings share to employment share. The sectors with ratios greater than one have a disproportionately larger share of income per job; in other words, this sector has jobs that are better paying than average. Alternatively, sectors with ratios less than one have below average earnings. In 2000,

Manufacturing and State and Local Government had ratios of 1.38 and 1.28 respectively, while Services and Retail Trade had ratios of 0.78 and 0.67, respectively.

Compared with the state, Spalding County has a higher proportion of its earnings tied up in the four largest sectors: 80% versus 62%. The sheer size of the state dilutes local specializations found at the county level. In other words, the county's economy is less diversified than the state. The state's three biggest sectors in terms of earnings are Services (26.8%), Manufacturing (14.9%), and State and Local Government (10.2%). These are the county's three largest sectors for earnings as well, although, with the county, Manufacturing exceeds Services. The fourth largest sector for the county is Retail Trade (12.4%) compared with the state's TCU (9.9%).

Of the seven Private Industry sectors with more than 500 employees in Spalding County, five have higher earnings to employment ratios than the state. These are Construction, Manufacturing, TCU, Retail Trade, and FIRE. Services and Wholesale Trade have ratios below that of the state. The previous section on Sector Employment asserts the potential for the Wholesale Trade and Service sectors. The earnings to employment ratios suggest a competitive edge from the wages perspective at attracting businesses within these sectors to Spalding County

Unfortunately, the most attractive, sizable sector from the earnings to employment perspective is Manufacturing, which as stated, is in decline. This reiterates the historic and present importance of the sector and underscores the necessity of sound economic strategy to shore the sector and supplement the local economy with new, high-paying jobs in another sector.

**Figure 3-9  
Spalding County, Sector Earnings,  
1985 to 2025**

<b>Sector</b>	<b>1985</b>	<b>1990</b>	<b>1995</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>
<b>Total earnings (millions 1996 \$)</b>	\$427	\$509	\$613	\$708	\$798	\$893	\$992	\$1,097	\$1,208
Farm Employment	\$2	\$1	\$0	\$0	\$0	\$0	\$0	\$0	\$1
Agricultural services	\$1	\$2	\$1	\$2	\$2	\$3	\$3	\$3	\$4
Mining	\$2	\$1	\$2	\$2	\$2	\$3	\$3	\$3	\$3
Construction	\$22	\$28	\$34	\$39	\$42	\$44	\$45	\$47	\$49
Manufacturing	\$125	\$138	\$180	\$194	\$209	\$225	\$243	\$261	\$280
Transportation, communication, utilities	\$23	\$23	\$24	\$22	\$25	\$27	\$29	\$31	\$33
Wholesale trade	\$19	\$26	\$24	\$48	\$55	\$62	\$70	\$78	\$87
Retail trade	\$65	\$67	\$75	\$88	\$95	\$103	\$113	\$122	\$133
Finance, insurance, real estate	\$15	\$19	\$29	\$25	\$26	\$27	\$29	\$31	\$33
Services	\$60	\$101	\$126	\$156	\$196	\$237	\$280	\$327	\$380
Federal civilian govt	\$6	\$7	\$7	\$7	\$7	\$8	\$8	\$8	\$8
Federal military govt	\$3	\$3	\$3	\$3	\$3	\$3	\$3	\$3	\$4
State and local govt	\$85	\$94	\$107	\$122	\$136	\$151	\$166	\$181	\$195

*Source: Woods and Poole Economics, Inc. 2002*

**Figure 3-10  
Georgia, Sector Earnings,  
1985 to 2025**

<b>Sector</b>	<b>1985</b>	<b>1990</b>	<b>1995</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>
<b>Total earnings (millions 1996 \$)</b>	\$85,920	\$102,642	\$123,514	\$160,462	\$180,866	\$202,919	\$227,019	\$253,253	\$281,758
Farm Employment	\$1,088	\$1,391	\$1,734	\$1,566	\$1,683	\$1,803	\$1,933	\$2,076	\$2,233
Agricultural services	\$351	\$476	\$660	\$944	\$1,086	\$1,239	\$1,401	\$1,567	\$1,733
Mining	\$414	\$374	\$360	\$438	\$445	\$456	\$471	\$490	\$511
Construction	\$5,648	\$5,975	\$6,661	\$9,630	\$10,607	\$11,506	\$12,401	\$13,309	\$14,243
Manufacturing	\$17,212	\$17,974	\$20,801	\$23,849	\$26,144	\$28,511	\$30,855	\$33,129	\$35,299
Transportation, communication, utilities	\$7,605	\$8,981	\$11,644	\$15,868	\$18,060	\$20,305	\$22,610	\$24,909	\$27,140
Wholesale trade	\$7,766	\$9,091	\$10,085	\$13,549	\$15,125	\$16,662	\$18,270	\$19,955	\$21,731
Retail trade	\$9,141	\$9,414	\$11,217	\$14,426	\$16,215	\$18,126	\$20,145	\$22,277	\$24,531
Finance, insurance, real estate	\$4,803	\$6,601	\$8,476	\$12,154	\$13,863	\$15,688	\$17,666	\$19,784	\$22,033
Services	\$14,916	\$22,532	\$30,045	\$42,960	\$50,244	\$58,891	\$69,107	\$81,084	\$95,046
Federal civilian govt	\$4,391	\$4,781	\$5,147	\$5,443	\$5,622	\$5,826	\$6,052	\$6,295	\$6,557
Federal military govt	\$3,160	\$2,765	\$3,080	\$3,298	\$3,502	\$3,706	\$3,907	\$4,105	\$4,298
State and local govt	\$9,425	\$12,288	\$13,603	\$16,338	\$18,271	\$20,199	\$22,201	\$24,272	\$26,404

*Source: Woods and Poole Economics, Inc. 2002*

**Figure 3-11**  
**Sector Earnings, Share**  
**Spalding County**  
**1985 to 2025**

Sector	1985	1990	1995	2000	2005	2010	2015	2020	2025
<b>Total Employment</b>	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Farm Employment	0.4%	0.1%	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%
Agricultural services	0.2%	0.3%	0.2%	0.2%	0.3%	0.3%	0.3%	0.3%	0.3%
Mining	0.5%	0.2%	0.3%	0.3%	0.3%	0.3%	0.3%	0.3%	0.3%
Construction	5.2%	5.4%	5.6%	5.6%	5.2%	4.9%	4.6%	4.3%	4.0%
Manufacturing	29.3%	27.2%	29.4%	27.3%	26.1%	25.2%	24.5%	23.8%	23.2%
Transportation, communication, utilities	5.3%	4.4%	3.9%	3.2%	3.1%	3.0%	2.9%	2.8%	2.7%
Wholesale trade	4.4%	5.1%	3.9%	6.8%	6.9%	7.0%	7.0%	7.1%	7.2%
Retail trade	15.2%	13.1%	12.3%	12.4%	11.9%	11.6%	11.3%	11.2%	11.0%
Finance, insurance, real estate	3.6%	3.8%	4.8%	3.5%	3.2%	3.0%	2.9%	2.8%	2.7%
Services	14.0%	19.9%	20.5%	22.0%	24.5%	26.5%	28.2%	29.8%	31.4%
Federal civilian govt	1.3%	1.4%	1.2%	1.0%	0.9%	0.9%	0.8%	0.7%	0.7%
Federal military govt	0.7%	0.5%	0.4%	0.4%	0.4%	0.4%	0.3%	0.3%	0.3%
State and local govt	19.8%	18.5%	17.5%	17.2%	17.1%	16.9%	16.7%	16.5%	16.2%

*Source: Woods and Poole Economics, Inc. 2002*

**Figure 3-12**  
**Georgia, Sector Earnings, Share**  
**1985 to 2025**

Sector	1985	1990	1995	2000	2005	2010	2015	2020	2025
<b>Total Employment</b>	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Farm Employment	1.3%	1.4%	1.4%	1.0%	0.9%	0.9%	0.9%	0.8%	0.8%
Agricultural services	0.4%	0.5%	0.5%	0.6%	0.6%	0.6%	0.6%	0.6%	0.6%
Mining	0.5%	0.4%	0.3%	0.3%	0.2%	0.2%	0.2%	0.2%	0.2%
Construction	6.6%	5.8%	5.4%	6.0%	5.9%	5.7%	5.5%	5.3%	5.1%
Manufacturing	20.0%	17.5%	16.8%	14.9%	14.5%	14.1%	13.6%	13.1%	12.5%
Transportation, communication, utilities	8.9%	8.8%	9.4%	9.9%	10.0%	10.0%	10.0%	9.8%	9.6%
Wholesale trade	9.0%	8.9%	8.2%	8.4%	8.4%	8.2%	8.0%	7.9%	7.7%
Retail trade	10.6%	9.2%	9.1%	9.0%	9.0%	8.9%	8.9%	8.8%	8.7%
Finance, insurance, real estate	5.6%	6.4%	6.9%	7.6%	7.7%	7.7%	7.8%	7.8%	7.8%
Services	17.4%	22.0%	24.3%	26.8%	27.8%	29.0%	30.4%	32.0%	33.7%
Federal civilian govt	5.1%	4.7%	4.2%	3.4%	3.1%	2.9%	2.7%	2.5%	2.3%
Federal military govt	3.7%	2.7%	2.5%	2.1%	1.9%	1.8%	1.7%	1.6%	1.5%
State and local govt	11.0%	12.0%	11.0%	10.2%	10.1%	10.0%	9.8%	9.6%	9.4%

*Source: Woods and Poole Economics, Inc. 2002*

**Figure 3-13**  
**Spalding County**  
**Earning to Employment Ratio**  
**1990 to 2025**

<b>Sector</b>	<b>1990</b>	<b>1995</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>
<b>Total Employment</b>	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Farm Employment	0.09	0.00	0.05	0.06	0.06	0.06	0.06	0.07
Agricultural services	0.55	0.39	0.40	0.41	0.41	0.41	0.41	0.41
Mining	1.30	1.29	1.49	1.44	1.41	1.37	1.33	1.24
Construction	1.08	1.08	1.00	0.99	0.97	0.96	0.94	0.93
Manufacturing	1.14	1.22	1.28	1.31	1.33	1.35	1.37	1.39
Transportation, communication, utilities	1.48	1.41	1.42	1.44	1.46	1.48	1.49	1.50
Wholesale trade	1.25	1.25	1.34	1.32	1.30	1.28	1.26	1.24
Retail trade	0.67	0.64	0.67	0.66	0.65	0.64	0.63	0.62
Finance, insurance, real estate	0.95	1.10	0.82	0.85	0.87	0.89	0.90	0.92
Services	0.95	0.86	0.83	0.85	0.86	0.88	0.89	0.90
Federal civilian govt	2.16	2.34	2.12	2.10	2.09	2.07	2.07	2.08
Federal military govt	0.51	0.50	0.52	0.53	0.53	0.53	0.53	0.54
State and local govt	1.19	1.22	1.26	1.25	1.24	1.23	1.22	1.21

*Source: Woods and Poole Economics, Inc. 2002*

**Figure 3-14**  
**Georgia**  
**Earning to Employment Ratio**  
**1990 to 2025**

<b>Sector</b>	<b>1990</b>	<b>1995</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>
<b>Total Employment</b>	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Farm Employment	0.67	0.86	0.70	0.75	0.80	0.85	0.91	0.97
Agricultural services	0.54	0.51	0.52	0.52	0.53	0.53	0.53	0.53
Mining	1.27	1.31	1.39	1.34	1.29	1.25	1.21	1.17
Construction	1.01	0.97	0.98	0.97	0.96	0.94	0.93	0.92
Manufacturing	1.13	1.18	1.18	1.20	1.22	1.23	1.25	1.26
Transportation, communication, utilities	1.49	1.65	1.62	1.62	1.62	1.62	1.61	1.61
Wholesale trade	1.43	1.42	1.49	1.46	1.43	1.41	1.39	1.36
Retail trade	0.56	0.53	0.53	0.53	0.52	0.51	0.50	0.49
Finance, insurance, real estate	0.97	1.08	1.06	1.09	1.11	1.13	1.14	1.16
Services	0.92	0.91	0.94	0.95	0.96	0.98	1.00	1.01
Federal civilian govt	1.67	1.79	1.79	1.77	1.76	1.75	1.73	1.73
Federal military govt	1.10	1.11	1.06	1.06	1.07	1.07	1.07	1.07
State and local govt	1.04	0.99	0.98	0.97	0.96	0.95	0.94	0.93

*Source: Woods and Poole Economics, Inc. 2002*

### 3.5 Sector Earnings, 2000-2025

By the year 2025 Spalding County will receive over 54.6 percent of their earnings from the Manufacturing and Services sectors. All sectors are expecting an increase in terms of absolute earnings. In terms of sector earnings as a share of total earnings, the Service sector is expected to see the only significant increase, while most other sectors will remain about the same or decline. **Figure 3-9** presents the projected earnings for each employment sector in Spalding County to the year 2025.

**Figures 3-11 and 3-12** offer a comparison of the percentage of total earnings for the county and the state by illustrating Georgia's earnings in each industrial sector. As in the comparison of county and state employment percentages, Manufacturing presents the most striking difference between the county and the state earnings percentages.

The declining importance of the Manufacturing sector is most evident in **Figure 3-11**. Manufacturing, which comprised 27.3 percent of Spalding County's earnings in 2000, is expected to decline to 23.2 percent by 2025. The earnings to employment ratios in **Figure 3-13**, however, illustrate the importance of the sector to the local economy. With a ratio of 1.28, Manufacturing has the highest ratio among the major employment sectors and is slightly higher than the state ratio.

Several other important sectors are projected to have significant differences in the earnings employment ratios when compared to the state's. Spalding County's Service sector has a lower ratio than the state's, although it is projected to increase between 2000 and 2025. Another important sector, Retail Trade, also has a projected ratio that is lower than the state's. Retail Trade is the largest sector with a ratio higher than the state's (0.62 compared to 0.49).

### 3.6 Average Weekly Wages

**Figure 3-15** shows average weekly wages for Spalding County and Georgia during 1990, 1995 and 2000. While it is important to know which economic sectors earn the most money in a local economy, it is also important to know which sectors pay the highest wages.

Generally, the sectors with the most employees are not among those with the highest wages. The Service sector is the county's largest employer but ranks eighth in terms of weekly wages. The Manufacturing sector, which ranks second in terms of employment, has the fifth highest sectoral wages. And, the third highest employer, Retail Trade, ranks tenth in terms of wages. The highest wages can be found in the Federal Government, Wholesale Trade and TCU sectors. But, these three sectors comprise just 7.8% of the county's employment.

Spalding County wages are behind the state's for every sector. On average, they are 25% less than state wages. The state wages are driven up by Atlanta, where the cost of living is higher than in Spalding County. Also in Atlanta, there are a greater proportion of highly skilled jobs in any given sector than there are in Spalding County.

**Figure 3-15**  
**Wages by Sector**  
**Spalding County, Georgia**  
**1990 – 2000**

Sector	Spalding County			Georgia		
	1990	1995	2000	1990	1995	2000
Agricultural Services, Other	\$181	\$252	\$296	\$276	\$322	\$403
Mining	-	-	-	\$589	\$734	\$879
Construction	\$368	\$466	\$553	\$434	\$508	\$655
Manufacturing	\$356	\$448	\$569	\$449	\$555	\$720
Transportation, Communication and Utilities	\$485	\$528	\$676	\$603	\$737	\$934
Wholesale Trade	\$396	\$474	\$680	\$603	\$729	\$987
Retail Trade	\$215	\$248	\$328	\$236	\$275	\$350
Finance, Insurance and Real Estate	\$414	\$547	\$618	\$543	\$693	\$967
Services	\$335	\$361	\$435	\$414	\$501	\$633
Federal	\$539	\$681	\$741	\$543	\$666	\$897
Local	\$332	\$437	\$450	\$386	\$440	\$544
State	\$394	\$409	\$515	\$450	\$493	\$578

*Source: Georgia Department of Labor*

### 3.7 Income by Type

Spalding County and Georgia’s past and projected personal income and sources of personal income are shown in **Figures 3-16** and **3-17**. The various sources of income are defined below.

- **Wage and Salary**                      Measures total income earned as compensation for working or rendering services.
- **Other Labor Income**                      Measures total employer contributions to private pension or workers compensation funds.
- **Proprietor’s Income**                      Measures total profits earned from partnerships and proprietorships.
- **Dividend, Investment, Rent and Interest Income**                      Measures the total income from investments and rental property.
- **Transfer Payments**                      Measures total income from payments by the government under many different programs (including Social Security, unemployment insurance, food stamps, veteran benefits, etc.).

- **Residence Adjustment** Measures the net amount of personal income of residents from a particular jurisdiction that is earned outside that jurisdiction. For example, if the net residence adjustment number is negative, that indicates the amount of income earned in the county by non-residents is greater than the amount of income earned outside the county by residents of the county. However, if the number is positive then it means that the amount of income earned outside the county by residents of the county is greater than the amount of income earned in the county by non-residents of the county.

Since 1990, total personal income in Spalding County increased by \$344 million. This growth represented a 37% increase over the last ten years. During the same period, Georgia's total personal income increased by 55%. Over the next twenty years, Spalding County's personal income is projected to increase by 51%.

In 2000 Spalding County residents earned \$1.3 billion in total income (in 1996 dollars). Of this sum 45% came from wages and salaries, 17% from dividends, rents and interest, and 16% from transfer payments. The state, by comparison, had 61% coming from wages and salaries, 17% from dividends, rents and interest, and 11% from transfer payments.

The residence-adjusted income is an important category that reveals the percentage of income earned outside the county by county residents. **Figure 3-18** shows that in 1985, Spalding County residents earned 17.3% of their income from other counties, which decreased to a 2000 level of 14.8%. Woods and Poole predicts little change to this rate over the next two decades. As the number of jobs in the county increases and residents are given more opportunities to work within the county, the residence adjustment will decline.



**Figure 3-16  
Income by Type  
Spalding County, 1985 – 2025**

Source	1985	1990	1995	2000	2005	2010	2015	2020	2025
<b>Personal income (millions 1996 \$)</b>	\$781	\$923	\$1,068	\$1,267	\$1,420	\$1,581	\$1,753	\$1,939	\$2,138
Wages and salaries	\$338	\$407	\$493	\$574	\$649	\$728	\$810	\$898	\$991
Other labor income	\$42	\$56	\$68	\$65	\$72	\$80	\$88	\$96	\$104
Proprietors income	\$47	\$46	\$52	\$69	\$77	\$85	\$94	\$103	\$113
Dividends, interest and rent	\$129	\$164	\$169	\$210	\$233	\$257	\$283	\$310	\$338
Transfer payments to persons	\$112	\$139	\$190	\$204	\$231	\$262	\$296	\$336	\$382
Less social insurance contributions	\$23	\$30	\$38	\$43	\$50	\$58	\$67	\$77	\$87
Residence adjustment	\$135	\$141	\$136	\$188	\$208	\$228	\$250	\$273	\$298

*Source: Woods and Poole Economics, Inc. 2002*

**Figure 3-17  
Income by Type  
Georgia, 1985 – 2025**

Source	1985	1990	1995	2000	2005	2010	2015	2020	2025
<b>Personal income (millions 1996 \$)</b>	\$110,382	\$134,782	\$163,230	\$209,309	\$236,962	\$266,921	\$299,617	\$335,164	\$373,727
Wages and salaries	\$68,599	\$81,356	\$96,423	\$128,049	\$144,760	\$162,812	\$182,588	\$204,172	\$227,684
Other labor income	\$9,626	\$11,702	\$14,092	\$14,308	\$15,909	\$17,605	\$19,430	\$21,385	\$23,476
Proprietors income	\$7,695	\$9,584	\$12,999	\$18,105	\$20,197	\$22,502	\$25,001	\$27,697	\$30,597
Dividends, interest and rent	\$17,428	\$23,367	\$26,625	\$35,169	\$39,713	\$44,582	\$49,773	\$55,275	\$61,073
Transfer payments to persons	\$11,841	\$14,750	\$20,607	\$23,301	\$26,662	\$30,514	\$34,922	\$39,973	\$45,770
Less social insurance contributions	\$4,528	\$5,840	\$7,270	\$9,398	\$11,071	\$12,974	\$15,087	\$17,407	\$19,929
Residence adjustment	(\$280)	(\$137)	(\$245)	(\$225)	\$791	\$1,879	\$2,990	\$4,070	\$5,055

*Source: Woods and Poole Economics, Inc. 2002*

**Figure 3-18**  
**Share of Income by Type**  
**Spalding County**  
**1985 – 2025**

<b>Source</b>	<b>1985</b>	<b>1990</b>	<b>1995</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>
<b>Personal income</b>	100%	100%	100%	100%	100%	100%	100%	100%	100%
Wages and salaries	43.3%	44.1%	46.1%	45.3%	45.7%	46.0%	46.2%	46.3%	46.4%
Other labor income	5.4%	6.1%	6.3%	5.1%	5.1%	5.0%	5.0%	4.9%	4.9%
Proprietors income	6.0%	5.0%	4.9%	5.4%	5.4%	5.4%	5.4%	5.3%	5.3%
Dividends, interest and rent	16.6%	17.7%	15.8%	16.5%	16.4%	16.3%	16.1%	16.0%	15.8%
Transfer payments to persons	14.4%	15.1%	17.7%	16.1%	16.3%	16.5%	16.9%	17.3%	17.9%
Less social insurance contributions	-	-	-	-	-	-	-	-	-
Residence adjustment	17.3%	15.3%	12.7%	14.8%	14.6%	14.4%	14.2%	14.1%	13.9%

*Source: Woods and Poole Economics, Inc. 2002*

**Figure 3-19**  
**Share of Income by Type**  
**Georgia**  
**1985 – 2025**

<b>Source</b>	<b>1985</b>	<b>1990</b>	<b>1995</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>
<b>Personal income</b>	100%	100%	100%	100%	100%	100%	100%	100%	100%
Wages and salaries	62.1%	60.4%	59.1%	61.2%	61.1%	61.0%	60.9%	60.9%	60.9%
Other labor income	8.7%	8.7%	8.6%	6.8%	6.7%	6.6%	6.5%	6.4%	6.3%
Proprietors income	7.0%	7.1%	8.0%	8.7%	8.5%	8.4%	8.3%	8.3%	8.2%
Dividends, interest and rent	15.8%	17.3%	16.3%	16.8%	16.8%	16.7%	16.6%	16.5%	16.3%
Transfer payments to persons	10.7%	10.9%	12.6%	11.1%	11.3%	11.4%	11.7%	11.9%	12.2%
Less social insurance contributions	-	-	-	-	-	-	-	-	-
Residence adjustment	-	-	-	-	0.3%	0.7%	1.0%	1.2%	1.4%

*Source: Woods and Poole Economics, Inc. 2002*

**Figure 3-20**  
**Change in Income by Type**  
**Spalding County**  
**1985 – 2025**

<b>Source</b>	<b>85 to 90</b>	<b>90 to 95</b>	<b>95 to 00</b>	<b>00 to 05</b>	<b>05 to 10</b>	<b>10 to 15</b>	<b>15 to 20</b>	<b>20 to 25</b>
<b>Personal income</b>	18.1%	15.8%	18.6%	12.0%	11.4%	10.9%	10.6%	10.3%
Wages and salaries	20.2%	21.3%	16.5%	13.1%	12.0%	11.4%	10.8%	10.4%
Other labor income	33.3%	20.8%	-4.2%	11.6%	10.5%	9.9%	9.3%	8.6%
Proprietors income	-1.6%	12.2%	32.5%	11.5%	10.9%	10.3%	9.7%	9.5%
Dividends, interest and rent	26.6%	3.0%	24.4%	10.9%	10.5%	10.0%	9.6%	9.1%
Transfer payments to persons	23.7%	36.5%	7.7%	13.1%	13.2%	13.3%	13.4%	13.6%
Less social insurance contributions	32.2%	26.4%	11.7%	17.6%	16.6%	15.3%	14.2%	13.2%
Residence adjustment	4.8%	-3.9%	38.4%	10.6%	9.9%	9.5%	9.2%	9.2%

*Source: Woods and Poole Economics, Inc. 2002*

**Figure 3-21**  
**Change in Income by Type**  
**Georgia**  
**1985 – 2025**

<b>Source</b>	<b>85 to 90</b>	<b>90 to 95</b>	<b>95 to 00</b>	<b>00 to 05</b>	<b>05 to 10</b>	<b>10 to 15</b>	<b>15 to 20</b>	<b>20 to 25</b>
<b>Personal income</b>	22.1%	21.1%	28.2%	13.2%	12.6%	12.2%	11.9%	11.5%
Wages and salaries	18.6%	18.5%	32.8%	13.1%	12.5%	12.1%	11.8%	11.5%
Other labor income	21.6%	20.4%	1.5%	11.2%	10.7%	10.4%	10.1%	9.8%
Proprietors income	24.6%	35.6%	39.3%	11.6%	11.4%	11.1%	10.8%	10.5%
Dividends, interest and rent	34.1%	13.9%	32.1%	12.9%	12.3%	11.6%	11.1%	10.5%
Transfer payments to persons	24.6%	39.7%	13.1%	14.4%	14.4%	14.4%	14.5%	14.5%
Less social insurance contributions	29.0%	24.5%	29.3%	17.8%	17.2%	16.3%	15.4%	14.5%
Residence adjustment	-	-	-	-	-	-	-	-

*Source: Woods and Poole Economics, Inc. 2002*

### **3.8 Recent Economic Activities**

This section reports on recently occurring, locally significant events in the City of Griffin economy. Examining the number, size and types of new businesses locating in Griffin or the expansion of existing businesses can provide a useful measure of the strength and vigor of the local economy. This data has been collected primarily from the Chamber of Commerce and also includes information from newspapers.

The City of Griffin held a “Taste of Downtown” event to emphasize and promote business activities. The event averages around 2,000 people in attendance and is hosted by the Griffin Downtown Council. Other annual events include Iris City Arts & Crafts Festival, Iris City Beauty Pageant, Independence Day Parade, Spalding County Fair, Downtown Arts, Crafts & Antiques Festival, Downtown Christmas Open House, and the Christmas Parade.

In the spring of 2003, county residents voted against a new Special Purpose Local Option Sales Tax (SPLOST) to purchase land for an Economic Development Park. Another SPLOST package is being considered for public referendum, which may or may not include industrial land acquisition. In any case, because of the short supply of available industrial land and the vital role that manufacturing jobs play in the county’s economy, the acquisition of more industrial land is a high priority for local economic development interests.

Other recent activities include Springs Industries completing a \$60 million upgrade of its facilities, essentially automating many of its processes. The result is a reduction in the number of jobs at Springs, with total employment at approximately 1,000. Job reductions also occurred recently at Caterpillar, where 300 employees were laid off. However, Caterpillar is still one of the largest employers in the county with over 500 employees.

### **3.9 Special or Unique Economic Activities**

The agricultural research center, located on the University of Georgia (UGA), Griffin Campus, is both a special and unique economic activity in Griffin. This facility provides aide in finding solutions to problems that continue to perplex farmers, commercial growers, the food industry and the consumer. UGA has ongoing programs in agricultural economics, agricultural engineering, crop and soil science, entomology, food science and technology, horticulture, and plant pathology. In addition, a federal-state plant introduction program is located at the station.

The county is working with the University of Georgia, Griffin Campus, to develop the University Research Center. This facility would provide research space for individuals or companies interested in technology, with a special emphasis on those in food science. It is envisioned that scientists from around the world would come to Griffin to utilize this resource, as it would be a one-of-a-kind facility. Also, the Research Center would serve as an incubator for new or expanding food technology companies, hopefully spinning off new businesses that would provide higher paying jobs to area residents.

Other unique economic activities in the county are currently conceptual in nature and not yet fully developed. One idea is to attract “call centers” to the county. Previously, these centers were concentrated in the Midwest, but today these call centers are locating where labor is available at an affordable price. The county and city are also seeking to attract light manufacturing and assembly companies because they typically provide higher paying jobs. A specific example of this type of industry would be a small warehouse distribution center with about 100,000 – 200,000 square feet, such as a return center for a department store chain.

### **3.10 Employment by Occupation**

**Figure 3-22** shows the 1990 to 2000 percentages of residents from Griffin, Spalding County, Georgia and the United States employed in various occupations classifications.

In 2000, two occupational groups were nearly tied for the largest share of city employees. The “operators, fabricators, and laborers” and “managerial and professional specialty occupations” both had about a quarter of the City’s employed residents. The “technical, sales, and administrative support occupations” had a close third with 24%.

Compared with the state and nation, Spalding County has substantially fewer “managerial” workers, while having substantially more in the “operators” and “precision production” groups. Both Georgia and Spalding County are following the national shift from blue to white collar occupations.

**Figure 3-22**  
**Occupations by Type, Count**  
**Griffin, Spalding County, Georgia, 1990 – 2000**

Occupation	1990			2000		
	Griffin	Spalding County	Georgia	Griffin	Spalding County	Georgia
Employed persons 16 years and over	9,341	25,399	3,158,450	9,122	25,438	3,839,756
Managerial and professional specialty occupations	1,688	4,394	761,290	2,249	5,720	1,255,959
Technical, sales, and administrative support occupations	2,654	7,003	984,817	2,202	6,344	1,028,240
Service occupations	1,259	3,336	438,821	1,330	3,195	514,241
Farming, forestry, and fishing occupations	137	384	68,174	58	93	24,489
Precision production, craft, and repair occupations	844	3,539	366,391	873	3,829	415,849
Operators, fabricators, and laborers	2,759	6,743	538,957	2,410	6,257	600,978

*Source: US Bureau of the Census, 1990 and 2000*

**Figure 3-23**  
**Occupations by Type, Share**  
**Griffin, Spalding County, Georgia, 1990 – 2000**

Occupation	1990				2000			
	Griffin	Spalding County	Georgia	United States	Griffin	Spalding County	Georgia	United States
Employed persons 16 years and over	100%	100%	100%	100%	100%	100%	100%	100%
Managerial and professional specialty occupations	18%	17%	24%	26%	25%	22%	33%	34%
Technical, sales, and administrative support occupations	28%	28%	31%	31%	24%	25%	27%	27%
Service occupations	13%	13%	14%	15%	15%	13%	13%	15%
Farming, forestry, and fishing occupations	1%	2%	2%	2%	1%	0%	1%	1%
Precision production, craft, and repair occupations	9%	14%	12%	11%	10%	15%	11%	9%
Operators, fabricators, and laborers	30%	27%	17%	15%	26%	25%	16%	15%

*Source: US Bureau of the Census, 1990 and 2000*

### 3.11 Employment Status Characteristics

**Figure 3-24** compares Spalding County, Georgia and the nation in terms of workforce participation. Spalding County mirrors the trends and rates found within the state and nation. The year 2000 differences between Spalding County and the state are primarily due to the fact that there are a greater percentage of retired aged persons in Spalding County relative to the state.

Overall, male participation in the workforce is substantially higher than female participation; participation rates, in general, are declining; and female participation, as a share of the entire workforce, is increasing. The decline in overall participation reflects an aging population with longer life spans and is facilitated by the retiring Baby Boomer generation. Trailing and increasing female participation in the workforce has been a trend for decades.

**Figure 3-24**  
**Labor Force Participation**  
**Spalding County, Georgia, United States**  
**1990 – 2000**

For all residents over 16 years	1990			2000		
	Spalding County	Georgia	United States	Spalding County	Georgia	United States
Participation in labor force	65.6%	67.9%	65.3%	61.4%	66.1%	63.9%
Percentage of workforce that is female	46.4%	46.2%	45.3%	46.8%	46.3%	46.4%
Male participation rate	75.1%	76.6%	74.4%	69.6%	73.1%	70.7%
Female participation rate	57.2%	59.9%	56.8%	54.2%	59.2%	57.5%

*Source: US Bureau of the Census, 1990 and 2000*

## 3.12 Unemployment Rates

**Figure 3-25** traces the average annual unemployment rate for Spalding County and its surrounding counties, Georgia and the United States. Annual data for Griffin is not available, but some recent rates are known. In December 2002, Griffin’s unemployment rate reached 9.0 percent, and as of November 2003, the rate had dropped slightly to 7.5%.

Spalding County experienced a long general decline in its unemployment rate throughout the 1990s. This trend was consistent with the state, nation and the surrounding counties. Since 1999, however, the rate increased sharply.

Since 1992, Spalding County’s average unemployment rate was more consistent with state and national averages than were the surrounding counties. Since 1999, Spalding’s rate has risen far above that of the state. The more urbanized counties – Fayette, Henry, and Coweta – have had rates consistently lower than the state’s, while most of the more rural counties – Butts, Meriwether, and Lamar – have had unemployment rates that exceeded Georgia’s. Those counties located closer to Atlanta have greater access to the advantages offered by the metropolitan region. These advantages include more economic resources, a more diverse economic base and greater educational opportunities.

**Figure 3-25**  
**Unemployment Data**  
**Spalding County, Adjacent Counties, Georgia, US**  
**1992 – 2002**

Year	Spalding	Butts	Henry	Fayette	Coweta	Meriwether	Pike	Lamar	Georgia	US
1992	7.1%	9.7%	5.4%	4.2%	7.3%	11.2%	6.1%	7.0%	7.0%	7.5%
1993	6.1%	6.5%	4.1%	3.3%	5.3%	8.8%	6.8%	5.1%	5.8%	6.9%
1994	5.1%	5.2%	3.7%	2.9%	4.2%	7.6%	5.0%	4.3%	5.2%	6.1%
1995	4.7%	5.8%	3.4%	2.6%	4.1%	6.6%	3.8%	4.1%	4.9%	5.6%
1996	5.1%	5.9%	2.8%	2.3%	3.8%	6.4%	4.5%	4.2%	4.6%	5.4%
1997	5.1%	4.8%	2.6%	2.3%	4.0%	5.6%	3.9%	4.5%	4.5%	4.9%
1998	4.5%	4.8%	2.3%	2.3%	3.3%	5.2%	3.7%	4.4%	4.2%	4.5%
1999	4.1%	4.3%	2.1%	1.9%	2.8%	5.8%	4.0%	5.8%	4.0%	4.2%
2000	4.9%	5.2%	2.1%	1.9%	3.4%	6.0%	4.3%	6.4%	3.7%	4.0%
2001	4.8%	5.0%	2.5%	1.9%	3.3%	6.9%	4.0%	6.0%	4.0%	4.8%
2002	7.9%	6.5%	4.3%	3.5%	5.3%	9.0%	5.8%	9.3%	5.7%	5.8%

*Source: Georgia Department of Labor, 2004*



### 3.13 Commuting Patterns

**Figure 3-26** reveals the commuting modes for the residents of Griffin for 2000. **Figure 3-27** compiles employment location data for Spalding County for 1990 and 2000.

The following summary is based upon the mode of transportation used by workers in the City of Griffin. In 2000, 69% of Griffin's workers drove alone to work and 24% carpooled. A very small percentage of workers used public transportation and other means of transportation. Compared to 1990 data the share of "drive alone" commuters decreased slightly and the share of carpoolers increased by 2%. The percentage of workers in Griffin who walked to work or worked at home was 4%.

Between 1990 and 2000, the share of Spalding County residents working within the county declined from 62.9 to 55.0 percent. County residents are increasingly finding work in nearby counties such as Henry, Fayette, and the collective "Other" group. The Other category includes all counties employing less than one percent of the workers and includes a large number of counties further afield. The implications of this trend are not clear cut. The data was collected in April of 2000 before the economic downturn and before unemployment rates spiked. One interpretation is that the employment in Spalding County is not meeting resident's needs, and therefore more residents are choosing or being forced to look outside the county for employment. Another possible interpretation is that as Metro Atlanta envelopes Spalding County, more employment opportunities are cropping up in adjacent counties that were not there a decade ago. This combined with improvements to the highway networks lead to greater mobility and choices for Spalding residents: essentially a positive trend.

And while the causes for increased employment outside of Spalding County are unclear, the implications are not. As more residents leave the county for work, they are almost certainly driving more, exacerbating a growing air quality problem. More driving also leads to lost productivity or stress on leisure/family time, in addition to increased congestion on area roadways. The trend will also affect the residence adjustment component of county income. In 2000, approximately 11,200 Spalding County *residents* worked outside the county, and approximately 9,100 Spalding County *workers* lived outside the county.

**Figure 3-26**  
**City Of Griffin, Commuting to Work, Mode**  
**2000**

	<b>Total Number of Workers</b>	<b>Percentage of Workers</b>
Workers 16 years and over	8,923	100%
Drove Alone	6,121	68.6%
Carpooled	2,134	23.9%
Used Public Transportation	220	2.5%
Used Other Means	89	1.0%
Walked or Worked at Home	369	4.0%
<i>Source: US Census Bureau, 2000</i>		

**Figure 3-27**  
**Spalding County,**  
**Location of Employment for Spalding County Residents**  
**1990 – 2000**

<b>County Where Employed</b>	<b>1990</b>	<b>2000</b>
Spalding	62.9%	55.0%
Henry	6.4%	9.7%
Clayton	8.7%	8.5%
Fulton	7.8%	7.7%
Other	4.5%	7.0%
Fayette	3.6%	5.9%
DeKalb	2.1%	2.3%
Coweta	1.6%	1.4%
Butts	1.6%	1.3%
Pike	1.0%	1.2%
<i>Source: US Census Bureau, Census 2000</i>		

### **3.14 Economic Development Agencies**

Public involvement efforts for this plan identified the local economic development agencies as one of the most important strengths in Griffin. At the same time, the public stated the fragmented coordination of the economic development agencies as a weakness. The public also thought improvements could be made in the promotion of Griffin. The Implementation Program found at the end of this element recommends creating an economic development council to meet bi-annually for the sole purpose of coordinating economic development and promotion efforts in Griffin and Spalding County.

The Griffin-Spalding County Chamber of Commerce was founded in 1923. With approximately

800 memberships, the Chamber leads the way in community goal setting and has taken the lead in determining needs and developing plans for action, recognizing resources for further development and educating the community on economic development issues. The primary concern for the Chamber is to promote quality growth in both existing and new industries that will yield not only additional jobs, but a whole new dimension to the community. Many of the Chamber's activities are expedited through several committees made up of Chamber members. These committees help the Chamber in surveying the needs of business and industries and in coordinating efforts with the governments in Spalding County.

The Griffin-Spalding County Development Authority is a separate agency that coordinates its activities with the Chamber of Commerce. The Development Authority receives financial support from the City of Griffin and Spalding County and functions as the lead recruiter of industry to Griffin and Spalding County.

Other agencies that are associated with Griffin and help to promote business and industry are the Local Workforce Investment Board, the Downtown Development Authority, the Griffin Downtown Council and the Griffin Main Street Council.

### **3.15 Economic Programs and Tools**

The City of Griffin has expressed a desire to develop additional industrial parks to attract high technology industries. The City of Griffin, as well as Spalding County, should capitalize upon its location and accessibility to recruit light industrial/wholesale/distribution activities such as the Nestle facility in McDonough. The Development Authority, in concert with the City and county, should develop an incentive package to attract these industries to the area.

Griffin Technical College has provided education, training and related services to meet the needs of business, industry and individuals for the City of Griffin. Public involvement efforts conducted for this plan identified the education-industry partnerships in Griffin as one of the most important local assets. They cited the adaptability and the potential of the program to both attract new employers and empower local residents. The college offers a wide range of programs to aid economic development. There are presently four major programs to assist local businesses:

- Continuing Education
- Customized Training and Assessment
- Work Keys
- Quick Start

The City of Griffin currently supplies water to approximately 9,500 customers within Griffin. Water service is also provided to customers in unincorporated Spalding County, City of Zebulon, and the City of Williamson.<sup>1</sup> A larger water treatment plant and reservoir are being developed in

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<sup>1</sup> Engineering Strategies, Inc., Water Supply Study 2000-2050 for Flint River Multi-Jurisdictional Water Supply System, June 1998.

Pike County to accommodate large water users. The total capacity of this plant will be 42 million gallons per day. Changing technology is decreasing the amount of water many industrial technologies consume, but the City of Griffin is presently limited in the capacity available for industry.

### **3.16 Educational and Training Opportunities**

There are three local institutions for post secondary education available for the City of Griffin residents. These institutions are the University of Georgia, Griffin Technical College, and Gordon College. Spalding County is in great need for a four-year college that offers bachelors and masters degrees in order to supplement technical opportunities available at Griffin Technical College. The University of Georgia campus has plans to expand its program from today's limited course offerings to a full-blown four year branch of the UGA system.

Griffin Technical College is the closest adult education facility for the area residents. Griffin Technical College is a fully accredited college that provides technical and skills training in numerous courses and programs. Griffin Technical College also offers cooperative training programs for students who work full-time to enhance and refresh their skills. This institution makes both academic and vocational training available with both day and evening classes. The college should continue to expand opportunities and courses that lead to bachelors' degrees.

Gordon College is a two-year institution in the University System of Georgia. This institution is located in nearby Barnesville, which is halfway between Atlanta and Macon. The college offers 70 associate of arts, associate of science, associate of science in nursing and associate of applied science degrees. More than half of this institution's enrollment is from the immediate six-county area. Evening classes are available to the residents of Griffin at Griffin High School.

### **3.17 Assessment of Current and Future Needs**

The City of Griffin has a well-diversified and thriving economy. This assessment identifies current and future needs with the City. Many of these are aimed at keeping Griffin competitive in the years ahead. Others focus on improving the quality of life of existing residents.

The Service and Wholesale Trade sectors are growing rapidly and have been identified as key sectors for the future of Griffin's economy.

The Manufacturing sector, while slipping as a share of total employment, has maintained a fairly constant number of employees. Maintaining this sector and increasing it as possible is also important. Obtaining additional land within the city for industrial development has been identified as a key requirement to maintaining a strong Manufacturing sector.

In recent years, Griffin and Spalding County have successfully attracted a number of high profile employers to the county. Improving access to and from the City and county is critical to

continue attracting new businesses. The commuter rail station is one essential transportation link for Griffin. An additional need under consideration is the improvement of local air service.

Griffin has an array of important local assets. Discerning how best to leverage these is a key need. The oft-cited assets of the City include the University of Georgia, proximity to I-75 and metro Atlanta, the city’s rich history and historic sites, a vibrant downtown, community park, role as a regional hub, the sock shop, as well as its small town feel and high quality of life.

The Land Use and the Natural and Cultural Resources chapters lay out the preferred pattern of growth and identify the potential environmental pitfalls associated with future growth. All future economic development should both be consistent with the Future Land Use Plan and not continue to degrade the environment.

### 3.18 Economic Development Goals

1. Attract high paying jobs to the city, especially in the Manufacturing, Warehousing, and Service and Retail sectors.
2. Revitalize distressed residential areas and redevelop abandoned and underutilized commercial areas.
3. Improve educational opportunities for existing residents and job training partnerships with local businesses.
4. Continue and expand efforts to make downtown Griffin a vital, thriving mixed-use district.
5. Improve access to and from the City.
6. Continue and expand support for the arts, cultural events, and tourism.

### 3.19 Implementation Program

**Goal #1: Attract high paying jobs to the county, especially in the manufacturing, warehousing and service and retail sectors.**

Action Item	Responsible Party	Time Frame
Annex and expand the industrial park on Green Valley Road and support the development of a new industrial park in the city	Griffin-Spalding Development Authority, City Commission	2004-2006
Promote the City of Griffin as good location for national call centers and mid-size warehouse and distribution facilities. Target the recruitment of priority businesses, such as medical and financial services that pay higher wages.	Griffin-Spalding Development Authority	On-going

Maintain a consistent and appropriate incentives package and an updated list of available industrial sites within Spalding County to offer to prospective businesses and industries.	Griffin-Spalding Development Authority	On-going
Economic Development Council - Form a council with appointees by the City of Griffin, Spalding County, Board of Education, and the Chamber of Commerce to meet twice a year to review and coordinate economic development efforts. Also include representatives from UGA, Griffin Tech, and the Development Authority.	City Commission	2004
Support, publicize and recognize outstanding efforts of existing business and industry	Spalding County Chamber of Commerce	On-going
Data Resource Center –Maintain databases on available industrial and business development sites and offer this information to potential industrial and business clients who meet the city’s definition of target opportunities.	Spalding County Chamber of Commerce	On-going
Study the possibility of forming a City Development Authority	City Commission	2005

**Goal #2: Revitalize distressed residential areas and redevelop abandoned and underutilized commercial areas.**

Action Item	Responsible Party	Time Frame
Continue to rehabilitate downtown historic buildings for commercial, institutional and residential uses.	Downtown Development Authority, Main Street Program	On-going
Prepare draft regulatory incentives to encourage the adaptive reuse and redevelopment of abandoned buildings and vacant sites, such as density bonuses or streamlined procedural requirements in select target areas, and bring before the City Commissioners for adoption.	Griffin Planning & Development Dept	2005-2006
Prepare a draft Property Maintenance Code and bring before the City Commissioners for adoption.	Griffin Planning & Development Dept.	On-going

Support the creation of Community Improvement Districts – identify existing commercial areas that need special improvements to stimulate renewal, and identify local business leaders to champion the establishment of a CID, which would allow them to raise their own taxes to pay for improvements.	City Commission, Spalding County Chamber of Commerce	On-going
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**Goal #3: Improve educational opportunities for existing residents and job training partnerships with local businesses.**

Action Item	Responsible Party	Time Frame
Support the development of a four year college at the UGA campus.	City Commission	On-going
Strategic Plan for Educational Excellence – Work with Board of Education to create a public forum on educational excellence, establish a blue-ribbon task force and hire a facilitator to prepare a strategic plan for education.	City Commission and Board of Education	On-going
Support technical and adult educational opportunities for Griffin residents and workers	Griffin Technical Institute and School System	On-going
Support and strengthen existing adult literacy and GED programs in Griffin	Griffin Technical Institute and School System	On-going
Strengthen and expand the “Quick Start” program, which provides new and expanding industries with customized training programs, pre-employment training, screening and testing services.	Griffin Technical Institute	On-going

**Goal #4: Continue and expand efforts to make downtown Griffin a vital, thriving mixed-use district.**

Action Item	Responsible Party	Time Frame
Support mixed-use development in the Central Business District	City Commission	On-going
Continue to rehabilitate downtown historic buildings for commercial, institutional and residential uses	DDA, Main Street Program	On-going

Promote local tourism by educating the public about the county's rich cultural history and numerous historic sites and cemeteries.	Spalding County Chamber of Commerce, DDA, Downtown Council, Main Street, Griffin Historic Preservation Commission	2005
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**Goal #5: Improve access to and from the City.**

Action Item	Responsible Party	Time Frame
Support the development of commuter rail service from Macon to Atlanta.	GA DOT, GA Rail Passenger Authority, City Commission	On-going
Support the development of a greenway network throughout the City.	City Commission and private interests	On-going
Improve local air service.	City Commission and Spalding County BOC	On-going
Support the construction of a new east-west bypass around the city	City Commission	On-going

**Goal #6: Continue and expand support for the arts, cultural events and tourism.**

Action Item	Responsible Party	Time Frame
Promote local tourism and special events.	Spalding County Chamber of Commerce, Downtown Council	On-going



# CHAPTER 4 HOUSING



# HOUSING

## 4.1 Introduction

Housing is central to a community's quality of life. The traditional American Dream includes ownership of a home that is affordable and large enough to meet the family's needs. Homeownership is valued regardless of one's geographic location and irrespective of one's socioeconomic standing, race, ethnicity, and age. An investment in one's home is also an investment in the community's future. From comments received at public meetings, it is clear that the citizens of Griffin share this belief and are concerned about the quality of housing in their community.

As is evident in the following analysis, Griffin needs to deal with several housing issues. Within the City there is a relatively high percentage of rental housing, deteriorating or dilapidated housing, and cost burdened households. Trying to ensure that future generations will have the opportunity to own safe and affordable housing is one of the serious challenges now facing civic leaders.



To help plan for this and to determine future housing needs, this chapter examines the existing housing stock in the City. This housing inventory includes a review of the types of housing and their age, condition, occupancy, tenure, and cost. Following this is an assessment of current and future needs to help determine the adequacy and suitability of the housing stock to serve the population. This assessment includes housing projections that will assist the City in preparing for an adequate housing supply. The primary source of information for this chapter is the U.S. Bureau of the Census. Maps of the current residential parcels and land areas that are appropriate for future residential development can be found in the Land Use chapter.

## 4.2 Distribution of Housing Units

The U.S. Census identifies three major categories of housing units: Single-family homes, multi-family homes, and mobile homes. Mobile homes are defined as houses to which there is no permanent foundation. The mobile home classification includes manufactured homes and modular homes. **Figure 4-1** shows the number of units, the number of occupied units, and the different types of housing units in 1990 and 2000.

In 2000, City of Griffin residents occupied 92.1% percent of all housing units in the City. The majority of housing units were single-family detached homes, accounting for 74.1% of all housing units. Mobile homes constituted less than 1% percent of all housing units in the City and multi-family units totaled 24.3% percent of all units.

**Figure 4-1  
City of Griffin, Types of Housing, 2000**

	<b>Number</b>	<b>Percent of Total</b>
Total Housing Units	9,669	100.0%
Occupied Units	8,905	92.1%
Single-family Units	7,162	74.1%
Multi-family Units	2,348	24.3%
Mobile Homes	4	<1%
<i>Source: U.S. Census Bureau, 2000 and Spalding County Tax Assessor's office.</i>		

### 4.3 Trends in Housing Types

During the 1980s and 1990s, the number of housing units in the City of Griffin continued to increase; however, the trends among the types of housing produced were considerably different. **Figure 4-2** illustrates the trends in housing types and the percent changes for housing since 1980. This table reveals that by 2000 the City of Griffin experienced a reversal in housing stock trends. From 1980 to 1990, the number of single-family units decreased while the number of multi-family units increased. From 1990 to 2000, however, that has reversed and the number of single-family units has increased while the number of multi-family units decreased. Both single family and multi-family units, however, have experienced a net increase since 1980. The City of Griffin's housing stock totaled 9,669 units in 2000, an increase of 1,767 units from 1980. During that same period, however, the city's vacancy rate rose from 5% to 8%.

**Figure 4-2  
City of Griffin, Trends in Types of Housing, 1980 – 2000**

	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>Percent Change 1980-1990</b>	<b>Percent Change 1990-2000</b>
<b>Total Housing Units</b>	<b>7,902</b>	<b>8,749</b>	<b>9,669</b>	<b>10.7%</b>	<b>10.5%</b>
Occupied Units	7,512	8,076	8,905	7.5%	10.3%
Single-family Units	5,912	5,849	7,162	-1.1%	22.4%
Multi-Family Units	1,968	2,811	2,348	42.8%	-16.5%
Mobile Homes	22	89	4	304.5%	-95.5%
<i>Source: U.S. Census Bureau, Census 2000 and Spalding County Tax Assessor's Office.</i>					

## 4.4 Age and Condition of Housing

**Figure 4-3** reviews the age and condition of Griffin’s housing units over the last twenty years. It should be noted that the definition of substandard housing is based on federal guidelines used in gathering data for the U.S. Census. While these measures have historically provided a base from which to measure basic housing standards, there are several other factors affecting the quality of housing that are not measured by the federal guidelines. These include insect infestation, rodent infestation, the availability and condition of electric power, leaking roofing, foundation problems, sagging floors and ceilings and deteriorated mobile homes.

Between 1980 and 2000, the percentage of substandard housing units, defined as lacking complete plumbing, decreased from 1.9 to 1.2 percent. Though this number is small it is relatively high when compared to the percentage of substandard housing units in the Atlanta MSA and in the state of Georgia, 0.4% and 0.5% respectively, see **Figure 4-4**. Also it is disturbing that the number of substandard units actually rose between 1990 and 2000 from 64 to 119.

Part of the reason for this rise in substandard units is the relative age of the housing in Griffin. As **Figure 4-4** illustrates over 10% of the housing units in Griffin are over 60 years old, which is nearly twice the percentage of older homes in the Atlanta region and the state. Another factor contributing to this rise in substandard units is the high poverty rate in the City, households that are cost-burdened have a harder time maintaining safe housing standards.

**Figure 4-3**  
**City of Griffin, Condition of Housing Units, 1980 – 2000**

	1980	1990	2000	Percent Change 1980-1990	Percent Change 1990-2000
Number Year-Round Units	7,902	8,749	9,669	10.7%	10.5%
Units Built Before 1939	2,012	1,139	1,006	-43.4%	-11.7%
No. of Substandard Units	147	64	119	-56.5%	85.9%
Percent Substandard Units	1.9%	0.7%	1.2%	-63.1%	85.7%
<i>Source: Georgia Department of Community Affairs, Document #DP6-402-D5P-13255, March 1994. US Bureau of the Census, Census 2000.</i>					

**Figure 4-4**  
**City of Griffin, Atlanta MSA, and the State of Georgia, Condition of Housing Units, 2000**

	<b>Griffin</b>	<b>Atlanta MSA</b>	<b>Georgia</b>
Units Built Before 1939	1,006	66,937	192,972
Percent of Total Built Before 1939	10.4%	4.2%	5.9%
No. of Substandard Units	119	6,751	17,117
Percent Substandard Units	1.2%	0.4%	0.5%
<i>Source: U.S. Census Bureau, Census 2000</i>			

The issue of poor housing conditions was identified as part of the previous Comprehensive Plan. In response, the City decided to investigate the issue further and undertake a Housing Conditions Inventory. A survey was undertaken in August 2001, documenting the external housing conditions in five geographic areas where poor conditions were known to be prevalent. **Figure 4-5** is a map showing the location of these five survey areas. All totaled there were 2,784 single-family housing units inventoried as part of this effort, or approximately 29% of the total housing units in the City. Multi-family units and public housing were not part of this survey.



The survey found that 84% of the single-family units in the survey areas were in adequate condition, with only minor upgrades needed such as painting, repair of cracked windows and removal of litter or junk from the yard. There were 15%, or 410 units, found to be deteriorating. These units are the most critical because if problems such as missing roofing and siding materials or cracking foundations are not repaired then these units will become deteriorated. Finally, only 1%, or 29 total units, were found to be dilapidated. These units have such severe problems that they are likely uninhabitable and should be torn down.

## 4.5 Tenure, Occupancy and Cost

This section addresses the number of owner and renter-occupied housing units, and vacant units in the City of Griffin. Data is provided in **Figure 4-6**. The majority of occupied housing units in the City were renter-occupied units. These units accounted for 57% while owner units made up 43% of all occupied units.

**Figure 4-6**  
**City of Griffin, Trends in Occupancy and Tenure, Cost of Housing,**  
**1980 – 2000**

	1980	1990	2000
<b>Total Housing Units</b>	7,902	8,749	9,669
Occupied Units	7,512	8,076	8,876
Number Occupied by Owner	3,581	3,382	3,819
Owner Occupied (%)	47.7%	41.9%	43%
Dollar Median Value (\$)	\$32,700	\$60,600	\$90,700
Number Occupied by Renter	3,931	4,694	5,057
Renter Occupied (%)	52.3%	58.1%	57%
Dollar Median Rent (\$)	\$96	\$233	\$527
Number of Units Vacant	390	673	793
Vacant Units as Percent of Total	4.9%	7.7%	8.2%

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

As shown in **Figure 4-7**, the City of Griffin in 2000 had a lower owner occupancy rate than Georgia and the Atlanta MSA. Whereas both the region and state have a 2:1 ratio of owner occupied to renter occupied units, Griffin is almost 2:3.

**Figure 4-7**  
**City of Griffin, Atlanta MSA, and the State of Georgia, Tenure and Cost of Housing,**  
**2000**

	<b>Griffin</b>	<b>Atlanta MSA</b>	<b>Georgia</b>
<b>Total Housing Units</b>	9,669	1,589,568	3,281,737
Occupied Units	8,876	1,504,871	3,006,369
Number Occupied by Owner	3,819	999,564	2,029,154
Owner Occupied (%)	43%	66%	67%
Dollar Median Value (\$)	\$90,700	\$135,300	\$111,200
Number Occupied by Renter	5,057	505,307	977,215
Renter Occupied (%)	57%	34%	33%
Dollar Median Rent (\$)	\$527	\$746	\$613
Number of Units Vacant	793	84,697	275,368
Vacant Units as Percent of Total	8.2%	5.3%	8.4%
<i>Source: U.S. Census Bureau, Census 2000</i>			

In terms of cost, Griffin’s median housing value and median rent were considerably lower than those of both the Atlanta MSA and the state. This does not mean, however, that the housing in Griffin is more affordable. When compared with the income of City residents, it is clear that a large percentage of the City’s homeowners and renters are cost burdened, see **Figure 4-8**. Cost burdened is defined as paying more than 30% of one’s income on housing costs. Severely cost burdened is defined as paying more than 50% of one’s income on housing costs. In Griffin, 29% of renters and 22.5% of homeowners were cost burdened in 1999. In Georgia by comparison, 35% of renters and 21% of homeowners are cost burdened. So even though housing costs in the City are relatively lower than those in the region and state, they are not necessarily more affordable to the community’s residents.

**Figure 4-8**  
**City of Griffin, Cost Burden of Housing, 1999**

	<b>Owner</b>		<b>Renter</b>	
	<b>Households</b>	<b>% of Total</b>	<b>Households</b>	<b>% of Total</b>
Total Housing Units	3,634	100%	5,056	100%
Households Paying >30% of Income on Housing: Cost-Burdened	819	22.5%	1,974	39.0%
Households Paying >50% of Income on Housing: Severely Cost-Burdened	358	9.8%	1,000	19.8%
<i>Source: U.S Census Bureau, Census 2000</i>				



## 4.6 Housing and Community Characteristics

This section of the Housing element addresses the relationship between the existing housing stock and two characteristics of the existing population and workforce: commuting patterns and special needs. These two aspects of the community, when compared with existing housing stock, are good measures of how well the housing stock meets the residents' needs.

### 4.6.1 Commuting Patterns

As described in the Economic Development chapter, section 3.13, commuting patterns data for just the city is not available from the census, however county level data is, and it indicates that during the 1990s, more and more county residents were leaving the county to go to work. The percentage of employed residents commuting to employment in other counties actually increased from 36.7% to 44.6%. Oddly, the total number of jobs in Spalding County increased from 23,672 in 1990 to 28,931 in 2000. As the county added just fewer than 4,000 new residents, job growth actually exceeded population growth during the 1990s.



*Traffic along Taylor Street*

While there are many dimensions to this apparent contradiction, new construction is a probable contributing factor. There appears to be a disconnect between the types of jobs the county is attracting and the types of new construction. Namely, the quality, size and amenities of new residential developments are insufficient to entice new employees and their families to live in Griffin and Spalding County.

Therefore, there appears to be a latent demand for increasing diversity of new residential developments in terms of quality, size and neighborhood amenities. In order to increase diversity, however, other barriers must be eliminated, such as the poor performance of the public school system and aging infrastructure.

### 4.6.2 Special Needs

A variety of populations within the City of Griffin have special housing needs. **Figure 4-9** includes an inventory of some disabilities accounted for by the Census Bureau. Many of these disabilities simply require modifications to existing residences, such as replacing steps with ramps and improving wheelchair accessibility. Others, such as individuals with extreme mental disabilities, require long-term residential care. The City of Griffin has an array of residential services working within the community. There are shelters for victims of domestic violence and their families, rehabilitation centers for individuals recovering from drug addiction or mental illness, additional residential facilities for people with developmental disabilities, and transitional housing for homeless families and individuals. A suite of agencies provide subsidized or affordable housing for older adults and there is a hospice residence for patients with late stage cancer and other terminal diseases.



**Figure 4-9  
City of Griffin, Age By Type of Disability, 2000**

Age Group	Total Disabilities Talled	Sensory Disability	Physical Disability	Mental Disability	Self-Care Disability	Go-Outside Home Disability	Employment Disability
5-15 Years	362	44	24	223	71	N/A	N/A
16-64 Years	6,754	387	1,330	823	414	1,489	2,311
65 and Over	3,408	557	1,159	446	399	847	N/A
Total	10,524	988	2,513	1,492	884	2,336	2,311

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

## 4.7 Housing Assistance

This section describes the variety of housing assistance organizations that are operating within Griffin. Griffin has a public housing authority and a number of private organizations that offer housing assistance. Much of this information was derived from interviews and the Spalding County Resource Directory, an online directory provided by the Spalding County Collaborative for Families and Children.

### 4.7.1 Public Housing

The Griffin Housing Authority administers three developments totaling 250 housing units:

- 9 Oaks. Built in the last 20 to 25 years. An elderly housing facility. 50 housing units.
- 120 Meriwether Street. Built in the 1950s. Family housing. 1, 2, 3, and 4 bedroom units.
- 80 Fairmont. Built in the 1960s. Families and a few handicapped units.

Waits for public housing units are roughly three to four months for families, and about a year for 9 Oaks.

According to a recent *Griffin Daily News* newspaper article, there are 471 units of Section 8 rental housing within Griffin. The Section 8 Voucher Program is a federal housing program offered through the U.S.

Department of Housing and Urban Development (HUD) and administered by the Georgia Department of Community Affairs (DCA). It provides tenant-based assistance or rent subsidy on behalf of low-income families to participating landlords who agree to maintain their rental properties to the required Housing Quality Standards.



#### **4.7.2 Private Assistance**

There are a wide variety of private organizations that provide housing assistance in Griffin. The Spalding County Collaborative for Families and Children maintains an online directory [www.spaldingresources.com](http://www.spaldingresources.com) that includes a list of available housing assistance. Many of the organizations in the directory provide emergency assistance and are described later in the Community Facilities chapter. Following is just a sample of some of the organizations listed.

**Action Ministries** - A transitional housing project to enhance the ability of a family to live independently and to move toward self-sufficiency. It provides supportive services and temporary housing for homeless families for a period of six to nine months. Only homeless families are eligible. Transitional and permanent housing is available for persons who are HIV positive. Emergency assistance with rent, mortgage or utilities provided when funding is available. All referrals for HIV housing must come through the Spalding County Health Department.

**Affordable Housing Enterprises, Inc., D/B/A Health Care Systems of Georgia** - Provides assistance for people who want to buy a home but can't afford an existing home. They offer encouragement and hope to potential homeowners to invest in themselves and their community. Assistance is available for credit repair, location of available property in area, building of affordable homes from the ground up and low interest home mortgages.

**Chance House** - This is a transitional boarding house for homeless males who are seeking to get back on the right track. Rooms are available based on income. Job training, job placement and counseling are provided.

**Christian Women Center, Inc** - A non-profit organization whose primary goal is to provide a temporary home to women and their children in crisis. Other services include a one-year training program, shelter, food and clothing, and referral to other agencies as needed. The child care facility is exclusively for the women in the shelter and the training program.

**Griffin Area Habitat for Humanity** - A local organization that seeks to build lives as well as houses. It is affiliated with Habitat for Humanity International, an ecumenical Christian ministry that builds decent, affordable housing for people currently living in substandard housing. To qualify for a Habitat home, families must invest at least 300 hours building their own or other families' houses. Habitat sells the houses to the family at cost, using a 25-year no-interest loan plan. Habitat has developed five or six homes in Griffin in the last two years.

**McIntosh Trail Mental Health, Developmental Disabilities, Addictive Diseases, Personal Growth Center** - Provides a wide scope of affordable outpatient, day treatment and residential housing services to people with mental health, Developmental Disabilities and Addictive Diseases disabilities. Fees are based on income level and number of dependents. The immediate situation is treated, but focus is on creating a path that may include employment and independent living assistance enabling all to become valuable contributing members of the community.

**Middle Georgia Community Action Agency, Inc** - Offers community service programs designed to improve the overall quality of life and encourage self-sufficiency. Housing services

provided by MGCAA include:

- Energy Assistance - One time heating or cooling energy payment to eligible low-income families.
- Family Resettlement Program – Assists individuals who are homeless or threatened with homelessness with rent, utilities, deposits, first month’s rent and set up fees. Applicant must be a TANF family in the last quarter or end of their lifetime benefits, or whose case has permanently closed for less than 12 months.
- Weatherization- Provides for energy conservation measures on the homes of low-income homeowners and renters (with landlord permission). Services include attic insulation, window repair/replacement and measures to reduce air infiltration.
- Housing Preservation- Provides housing renovations to help low income and very low income homeowners to improve level of energy efficiency, safety and sanitation.

**The Nehemiah Program** - This is a private non-profit program. Its purpose is to help with down payment assistance for low and middle-income families to achieve home ownership.

**Salvation Army Home of Hope** - Provides time limited housing for homeless families - men, women and children.

## 4.8 Assessment of Current and Future Needs

### 4.8.1 Current Needs

Based on the inventory and public comments received during the creation of this plan, the current housing needs of the community are primarily threefold: lack of home ownership, poor housing conditions, and affordability. In all three areas, Griffin lags behind the regional average and, in many cases, behind the state average. Based on vacancy rates and the supply of undeveloped lots in the City (see Existing Land Use Plan) there seems to be an adequate supply of housing for the immediate and future needs of Griffin residents. The local problems concerning housing do not revolve around the volume of supply, but rather about housing quality and affordability.

Affordability of housing plays a key role in home ownership. There are many barriers to home ownership that affect low-income people. These include meeting loan underwriting criteria such as debt to income ratios, down payment requirements, closing costs, credit histories and interest rates and the low or declining values of properties in declining or transitioning neighborhoods where many low income units are located.

According to the 2000 U.S. Census, as shown in **Figure 4-11**, the majority of Griffin’s households fall within the lower income category. For example, 42% of Griffin’s households had annual incomes ranging from \$0 to \$24,999 in 2000. Using a generally accepted lending standard that a household can purchase a housing unit costing approximately 35% of its annual income, a household in Griffin would have to earn roughly \$31,745 to afford the median owner-occupied housing unit which was valued at \$90,700 in 2000.<sup>1</sup> Applying this same standard in

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<sup>1</sup> Dowell Myers, *Analysis with Local Census Data Portraits of Change*, Academic Press, Inc., 1992.

terms of rental cost, a household in Griffin would have to earn approximately \$18,068 annually to afford the median monthly rent of \$527 in the city in 2000.

**Figure 4-11: Households by Income Category, 2000**

<b>Income Category</b>	<b>Number of Households</b>	<b>Percent of Total Households</b>
\$0-\$9,999	1,525	17.2%
\$10,000-\$14,999	829	9.4%
\$15,000-\$24,999	1,387	15.7%
\$25,000-\$34,999	1,374	15.5%
\$35,000-\$49,999	1,384	15.6%
\$50,000-\$74,999	1,244	14.0%
\$75,000-\$99,999	566	6.4%
\$100,000-\$149,999	290	3.3%
\$150,000-\$199,999	144	1.6%
\$200,000 or more	116	1.3%

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

There is a need to rehabilitate the substandard and dilapidated housing in Griffin. This type of housing is found throughout the north Griffin neighborhoods, along with some areas to the south and southwest of downtown. Abandoned and dilapidated homes, as well as occupied homes with serious structural problems, are found throughout each neighborhood and not confined to one certain area.

#### **4.8.2 Future Needs**

The population of the City of Griffin is expected to increase from 23,451 in 2000 to anywhere from 25,506 to 29,566 in 2025. The following analysis provides an assessment of the City’s housing stock by comparing the City’s overall housing supply with the demand for housing. The City’s supply characteristics have already been discussed in the previous sections. The City’s demand characteristics will include the examination of the number of households, household size and household income for the City of Griffin. **Figure 4-12** includes a projection of the number of total housing units needed in 2025. As can be seen, 1,189 additional units are estimated to be needed by 2025. Housing demand projections are based on population projections and are not intended to reflect actual residential construction.

**Figure 4-12  
City of Griffin, Future Housing Demand, 2000-2025**

<b>Year</b>	<b>Population</b>	<b>Household Size</b>	<b>Total Households</b>	<b>Total Housing Units**</b>	<b>Additional Units Needed</b>
2000*	23,451	2.62	8,876	9,636	0
2005	23,884	2.62	9,116	9,754	118
2010	24,565	2.62	9,485	10,149	513
2015	25,245	2.59	9,710	10,389	753
2020	25,926	2.61	9,933	10,628	992
2025	26,607	2.63	10,117	10,825	1,189
* Observation					
** Assumes 7% vacancy rate					
<i>Source: Jordan, Jones &amp; Goulding</i>					

Based on the population projections included in this plan, approximately 1,189 additional housing units will be needed by 2025. What this figure does not indicate, however, is the price range and type of housing that is needed to meet current and economic needs of the City. As the economic development statistics pointed out, even though the county’s employment numbers increased, the number of residents commuting outside the county and into the county to work has increased. This contradiction indicates that there appears to be a disconnect between the types of jobs the county is attracting and the types of new construction. Namely, the quality, size and amenities of new residential developments are insufficient to entice new employees and their families to live in Griffin and Spalding County.

## **4.9 Articulation of Community Goals and Associated Implementation Program**

At the Visioning Workshop held on January 10, 2004, participants reviewed the existing housing goals and recommendations of the Comprehensive Plan and offered suggestions to improve them. The goals outlined below are derived from the inventory and these comments. Several of the comments received are actual action items and are included in the following implementation program. This implementation program outlines specific actions to address each of the goals, identifies who is responsible, and sets out a possible timeframe for implementation.

### **4.9.1 Housing Goals**

Based on the analysis of current and future housing needs, the City of Griffin should strive to:

- Encourage home ownership.
- Reduce the cost burden for housing.
- Promote stronger neighborhood identity with diversity and improved walkability
- Encourage the development of housing options for all income ranges and consistent with the economic goals of the City.
- Encourage property maintenance and reduce the percentage of substandard housing.

As was evident in the housing inventory conducted two years ago, Griffin’s housing problems are concentrated in several geographic areas. This plan calls for the targeted approach rather than general broad brush one. **Figure B-3 in Appendix B** presents a target area map for the community that identifies areas where the community should focus its efforts and seek to fulfill these goals first.

The targeted areas include:

- North Hill Street Residential Area
- Commuter Rail Station Area
- Alternative Commuter Rail Station Area/Thomaston Mill Area
- Central Business District
- Medical Center
- Ellis Crossing and Oxford Village commercial redevelopment areas
- Meriwether Street Redevelopment
- Airport
- Several corridors leading into downtown:
  - West Poplar and West Solomon Streets
  - West Taylor Street
  - Experiment Street
  - US 19/41

Detailed descriptions of each of these areas and recommended implementation strategies can be found in the Land Use chapter, section 7.8.

#### 4.9.2 Implementation Program

##### Goal #1: Encourage home ownership.

Action Item	Responsible Party	Time Frame
Institute home ownership program for first time homeowners in Target Areas	Griffin Housing Authority, DCA, local financial institutions	On-going
Pursue resource opportunities (state and federal grants) for home ownership and renewal (non-profit and private organization)	Griffin Housing Authority, DCA, local financial institutions	On-going

**Goal #2: Reduce the cost burden for housing.**

Action Item	Responsible Party	Time Frame
Pursue resource opportunities (state and federal grants) for home ownership and renewal (non-profit and private organization)	Griffin Housing Authority	On-going
Revise Zoning Ordinance to encourage the development of workforce housing, or a variety of housing types in target areas	Griffin Planning & Development Dept.	2005-2006

**Goal #3: Promote stronger neighborhood identity with diversity and improved walkability.**

Action Item	Responsible Party	Time Frame
Allow and encourage compatible infill development in established neighborhoods	Griffin Planning & Development Dept	On-going
Strengthen Historic Preservation efforts in residential neighborhoods.	Griffin Historic Preservation Commission	On-going
Promote transit oriented development near the proposed commuter rail station (contingent on rail station development)	Griffin Planning & Development Dept, and DDA	2006-2008

**Goal #4: Encourage the development of housing options for all income ranges and consistent with the economic goals of the City.**

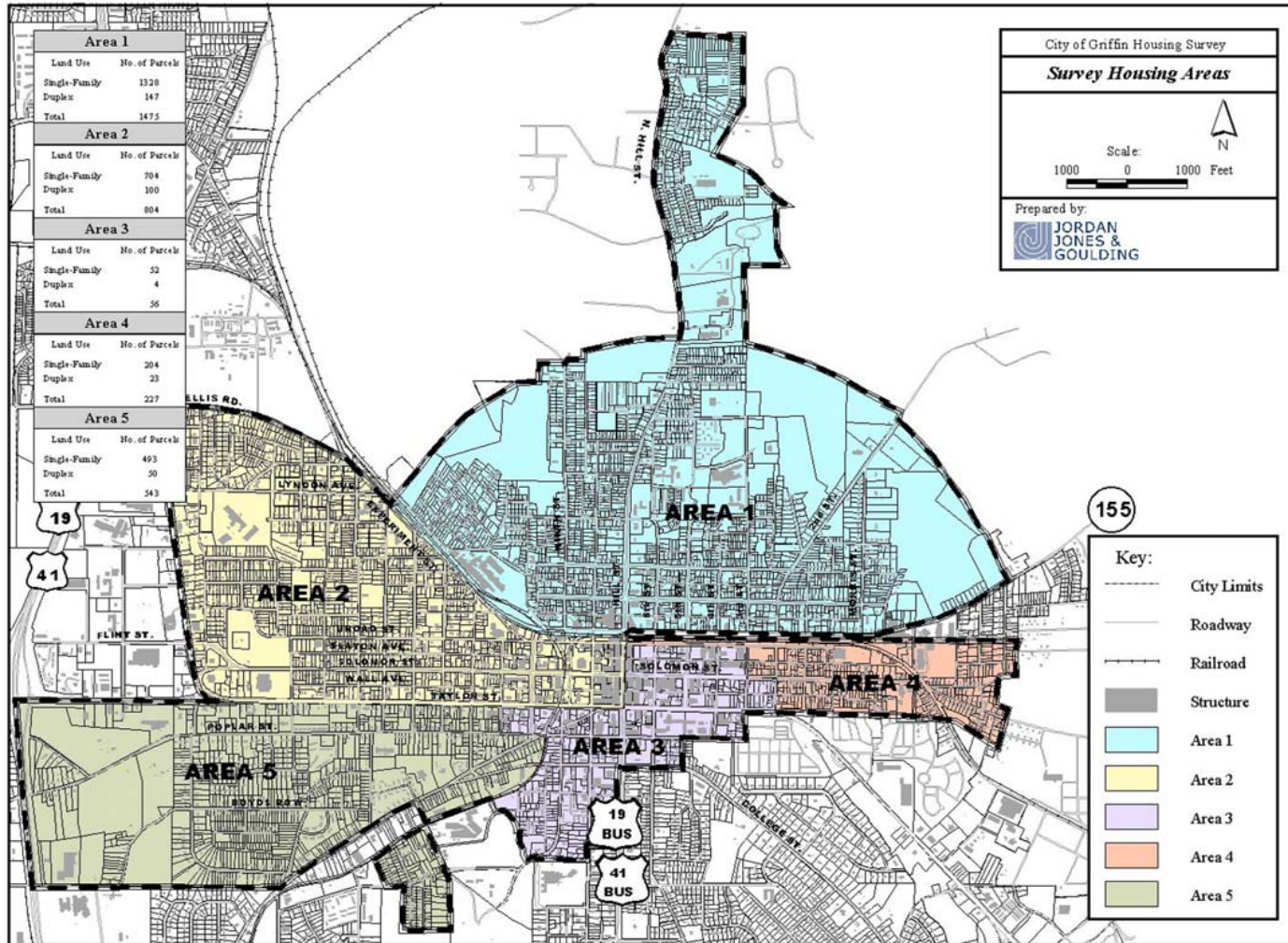
Action Item	Responsible Party	Time Frame
Encourage an increase in downtown housing residential opportunities (lofts)	Downtown Development Authority	On-going
Draft amendments to the Zoning Ordinance to promote the development of quality housing and a greater variety of housing types, and present to the City Commission for adoption	Griffin Planning and Development Dept.	2005-2006

**Goal #5: Encourage property maintenance and reduce the percentage of substandard housing.**

Action Item	Responsible Party	Time Frame
Update the Housing Conditions Inventory	Griffin Planning and Development Department	2009-2010
Continued evaluation of housing and property maintenance codes and stringent enforcement	Griffin Planning and Development Department	On going



**Figure 4-5: Housing Conditions Inventory, Survey Area**



Source: City of Griffin Housing Conditions Inventory, JJG, Figure 1, 2001.

# CHAPTER 5 NATURAL AND CULTURAL RESOURCES



# NATURAL AND CULTURAL RESOURCES

This chapter addresses both the natural and cultural resources found in the City of Griffin. It covers the natural features of the city including physiography, topography, soils, slopes, and existing and historic land covers. Riparian resources including wetlands, groundwater recharge areas, water supply watersheds, floodplains and water quality are also inventoried. Cultural resources including historic properties and structures, views, and scenic areas are inventoried as well.

These resources are valued within the city and their proper stewardship and edification is important to the residents of Griffin. This plan incorporates these values throughout the planning process. It also seeks ways to leverage the natural and cultural resources to the benefit of the city's residents.

## 5.1 Natural Resources Inventory

### 5.1.1 Introduction

Under the revised minimum planning standards of 2004, natural resources include public water supply sources, water supply watersheds, groundwater recharge areas, wetlands, flood plains, soils, steep slopes, prime agricultural land, conservation areas and scenic views. To preserve and protect a community's natural resources, the Department of Natural Resources established minimum protection standards for natural resources, the environment and vital areas of the state, specifically, water supply watersheds, groundwater recharge areas, wetlands, river corridors, and mountains.

### 5.1.2 Physiography and Topography

The topography of an area is an important planning consideration because it indicates how suitable an area is for development and the potential cost that could be involved. In Spalding County, the topography is gently sloping to moderately steep with elevations ranging from 710 feet to 995 feet, with the City of Griffin's elevation being 980 feet above sea level. Steep slopes are not a concern in Griffin, due to this rolling topography and associated gentle slopes.

The City of Griffin is located in north central Georgia, approximately 40 miles south of Atlanta. The City serves as the county seat for Spalding County. The county's immediate neighbors are Clayton and Henry counties to the north, Pike and Lamar counties to the south, Fayette, Coweta and Meriwether counties to the west and Butts County to the east. The total land area of Griffin is 13.9 square miles, or 8,922 acres.

### 5.1.3 Geology and Mineral Resources

An inventory and analysis of local geology and mineral deposits are important in determining site-specific development potential as well as opportunities for expansion of extractive industries as part of the local economic base. The underlying bedrock in Spalding County consists of biotite gneiss and schist and granite/granite gneiss. Other mineral resources found in the county are feldspar, mica and granite.

### 5.1.4 Soils

The United States Department of Agriculture Soil Conservation Service, in cooperation with the University of Georgia's College of Agriculture, completed a soil survey for Spalding County in 1961. This survey did not include the City of Griffin. However, the findings for the county are likely applicable to the City as well.

As shown on the General Soils Map included as **Figure 5-2**, several main patterns of soils called soil associations exist in and around Griffin. Each association usually contains a few major soils and several minor soils in a pattern that is characteristic although not strictly uniform.

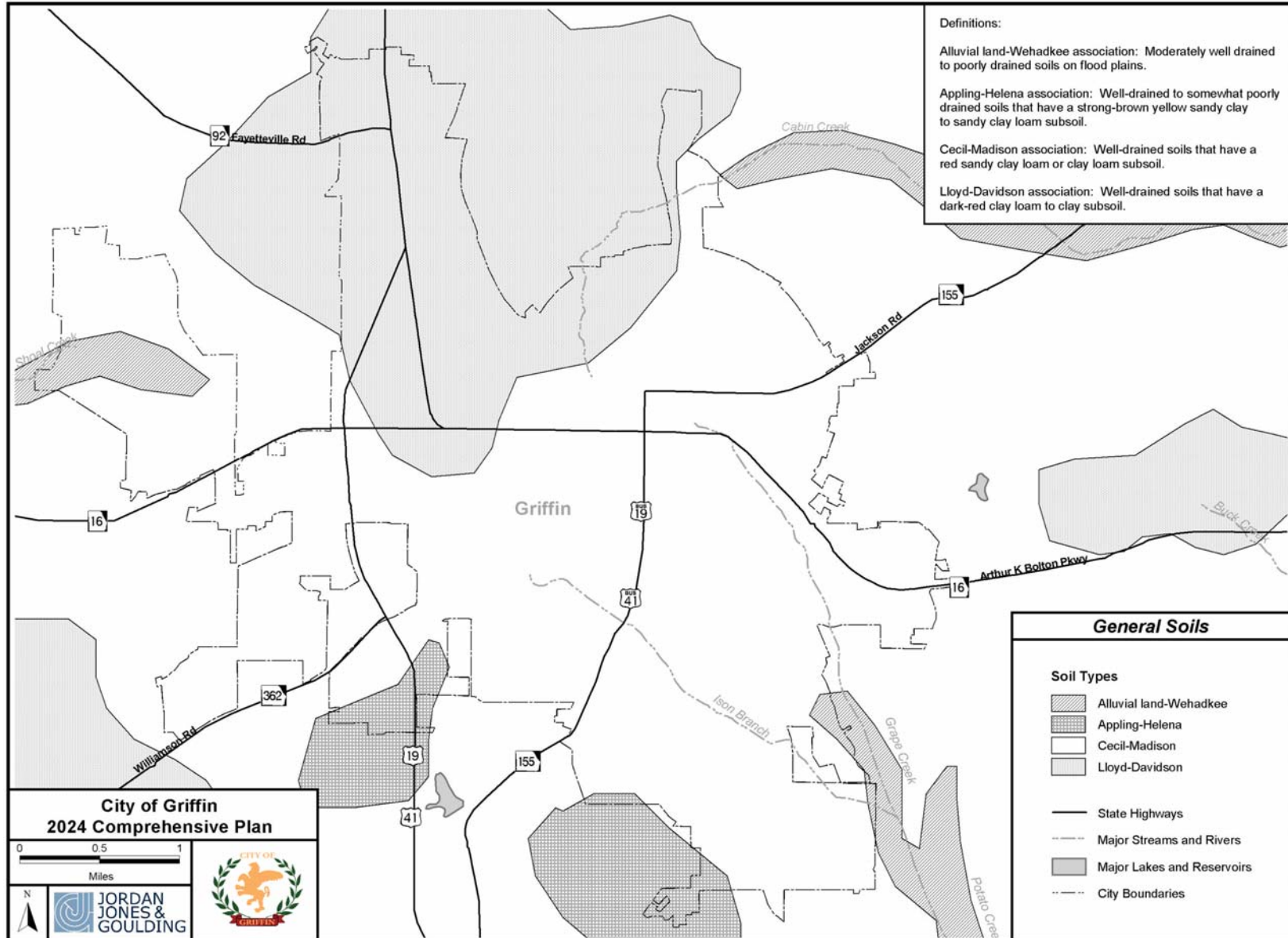
According to the Spalding County Soil Survey, there are four soil associations in the county, the Cecil-Madison, Lloyd-Davidson, Appling-Helena and Alluvial land-Wehadkee associations. The first three associations listed above are found primarily on upland areas, while the Alluvial land Wehadkee association is found along the county's larger streams and rivers. The most common soil type found in the county is the Cecil-Madison association, making up approximately 70 percent of the total land area. **Figure 5-1** summarizes the important characteristics of each soil type.

**Figure 5-1  
Soil Types in Spalding County**

Association Name	General Description
Cecil-Madison	<ul style="list-style-type: none"> <li>• Broad, very gently sloping to strongly sloping areas dissected by many streams and smaller drainageways</li> <li>• Makes up 70% of the county’s soils</li> <li>• Well drained, the best-suited soils in the county for agriculture</li> <li>• Soils respond well to good management and well suited for development and septic tank drainage fields</li> </ul>
Lloyd-Davidson	<ul style="list-style-type: none"> <li>• Broad, very gently sloping to strongly sloping uplands dissected by many streams and smaller drainageways</li> <li>• Makes up 11% of the county’s soils</li> <li>• Well drained and good for agriculture</li> <li>• Are well-suited for development and generally well-suited for septic tanks; the Davidson soils comprise less than 10% of this classification and are not well-suited to septic tanks</li> </ul>
Appling-Helena	<ul style="list-style-type: none"> <li>• Very gently sloping and gently sloping interstream divides that are dissected by many streams and smaller drainageways</li> <li>• Makes up 9% of the county’s soils</li> <li>• Well drained and good for agriculture</li> <li>• Well-suited for development and generally well-suited for septic tanks; the Helena soils comprise less than 12% of this classification and are not well-suited to septic tanks</li> </ul>
Alluvial land-Wehadkee	<ul style="list-style-type: none"> <li>• Comprise most of the floodplains within the county</li> <li>• Makes up 10% of the county’s soils</li> <li>• Range from moderately well drained to wet</li> <li>• Poor drainage, frequent flooding, in addition to wetlands protections, limit the suitability of these soils for agriculture</li> <li>• Not suited to septic tank drainage fields and development</li> </ul>



Figure 5-2



### 5.1.5 Prime Agricultural and Forest Lands

Griffin has an economic history grounded in agriculture and forestry. Since its original settlement through the 1950s an important portion of the City's economy was grounded in agriculture. Cotton, peaches and corn were among the most important crops. As well, the old growth forests were harvested in earnest in the 1860s, exhausting supplies by 1920. Today, agriculture and silviculture are not as important to the local economy as they once were. The county still contains some dairy and beef cattle farms and a limited degree of silviculture. Very few farmers still grow row crops; hay and grass farming are more prevalent.

Within the city limits of Griffin, most of the remaining agricultural land is part of the University of Georgia Experiment Station. However, mature trees can be found throughout the City. These should be preserved as they provide aesthetic benefits, cool and clean the city's air, buffer adjacent land uses, and provide character to a community. Griffin can help preserve Spalding County's farms and forests by attracting new residents and businesses to the city through new construction, infill, and redevelopment.

### 5.1.6 Plant, Animal and Wildlife Habitat

Before western settlers arrived around 1815, loblolly-shortleaf pine forests dominated the uplands of Spalding County. These forests consisted of the two dominant pines with an understory of mid-level deciduous trees such as dogwood and sourwood. Oak-hickory forest, consisting of white, post and southern red oaks along with pignut and mockernut hickories was present to a lesser degree. The wetlands were truly dominated by hardwoods including Yellow Poplar, gum, oak, maple and ash. As mentioned above, all of the old growth forests were logged prior to 1920.

The City of Griffin does not have a tree ordinance. Most residents and stakeholders involved in the public involvement efforts supported a strong tree ordinance and were disappointed in several recent commercial developments' lack of landscaping and trees. In developing a tree ordinance, the city should protect specimen trees, ban exotic and invasive species, and include a provision encouraging native trees and landscaping to enhance wildlife habitat as well as conserve water.

Similar to other components included in the Natural Resources section of the Comprehensive Plan, specific data related to plant, animal and wildlife habitat is not available for the City of Griffin. Information on these habitats can be found for Spalding County only. However, it is likely the city's plant and animal environments are similar to those found in the unincorporated areas of the county.

No areas within the City have been established as natural preserves at any level of government.

The Georgia Department of Natural Resources (DNR) has created the Georgia Natural Heritage Program that focuses on identifying elements of special concern in the state. These elements

include plant species, animal species, or natural community types that are especially rare or threatened. The only plant species on the DNR list for Spalding County is the Alexander Rock Aster, which is found on granite outcrops. The DNR includes the following animal species as endemic to Spalding County on their list:

- Altamaha Shiner (minnow),
- Florida Floater (freshwater mussel),
- Highscale Shiner (minnow),
- Oval Pigtoe (freshwater clam),
- Shinyrayed Pocketbook (freshwater clam),
- Southern Elktoe (freshwater mussel), and
- Rayed Creekshell (freshwater mussel).

All seven animal species are aquatic, which underscores the importance of the streams and river basins habitats within the county. While there are no riparian natural preserves within the city, there are federal and state protections for water quality, wetland and stream buffers, in addition to the species protection acts, which all serve to preserve the stream and river habitats within the city. In addition to plant and animal species, the DNR's Natural Heritage Program also lists protected natural communities, but none are located within Spalding County.

#### 5.1.7 State and Federal Park, Recreation and Conservation Areas

The University of Georgia (UGA) owns an agricultural research center in the northwestern part of Griffin along U.S. 19/41. The Georgia Station is managed by UGA's College of Agricultural and Environmental Sciences and occupies 1,166 acres, 881 acres in Spalding County and 285 acres in Pike County. The Georgia Station has several hundred acres of farmland, some of which is located within the City of Griffin. While not a conservation area per se, the research plots represent some of the City's last agricultural land, and will likely remain in agriculture through 2024, the planning horizon for this plan.

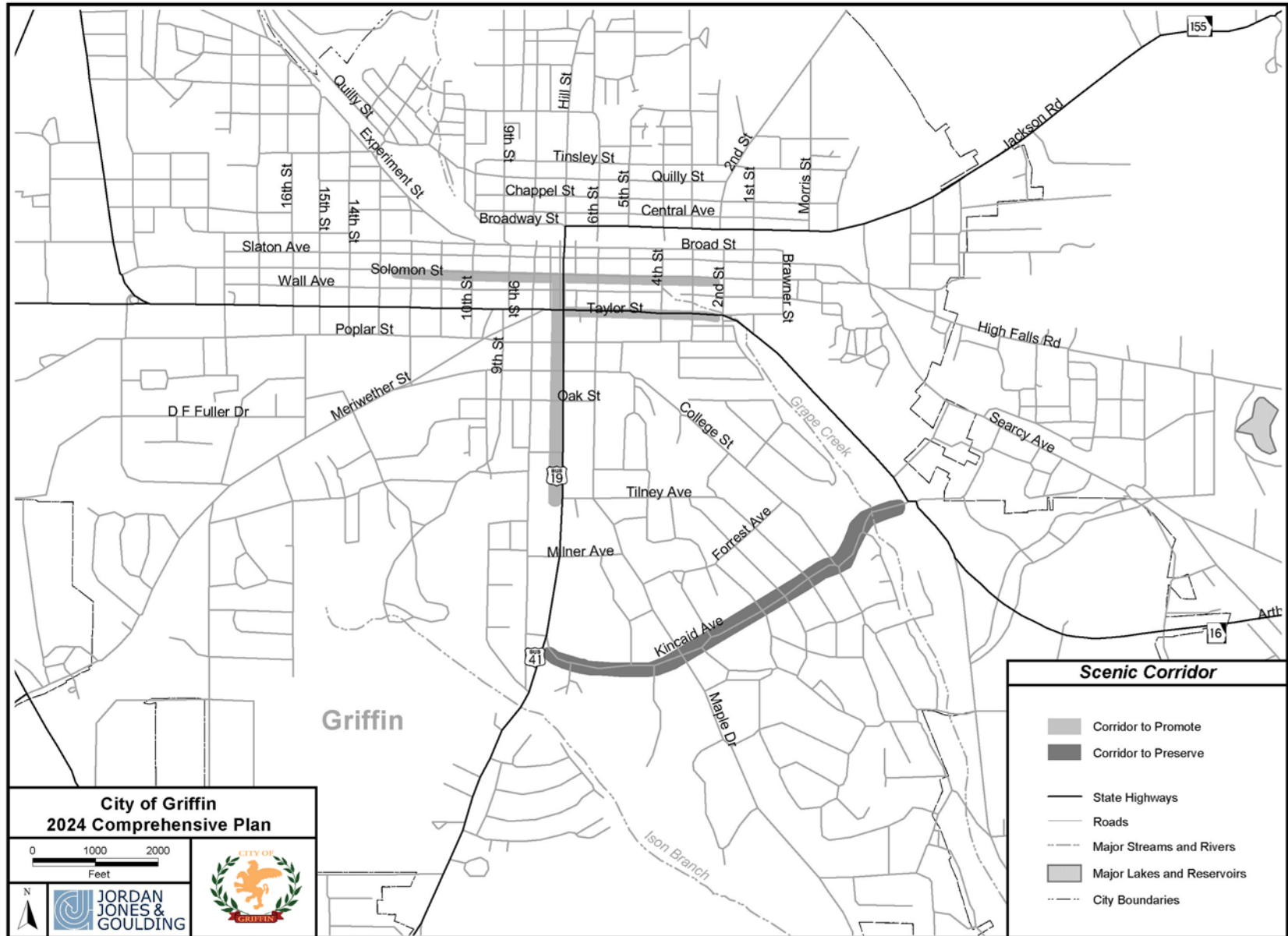
There are no state or national parks, recreation, or conservation areas within the City of Griffin.

#### 5.1.8 Scenic Views

As shown on **Figure 5-3**, citizens and elected officials have identified two areas that have scenic qualities. One of the areas identified by citizens should be promoted, while the other should be preserved. The area identified for promotion is in the heart of Griffin's Central Business District (CBD). This area is defined as Hill Street from Milner Avenue north to 6<sup>th</sup> Street. The areas identified for preservation include College Street and Maple Drives, just southeast of the CBD.



Figure 5-3



In order to both promote and preserve these identified scenic views, certain steps should be taken. First, the City may want to continue improving the downtown area by moving the overhead utility lines underground and pursuing additional streetscaping construction where appropriate. Second, the City should encourage local merchants to take advantage of the numerous programs offered by the Downtown Development Authority and the DDA should strive to expand the programs and funding opportunities it has to offer local merchants. Third, in order to preserve the identified scenic views, the City should consider establishing overlay zoning districts. This would provide additional requirements above that required by the underlying zone.

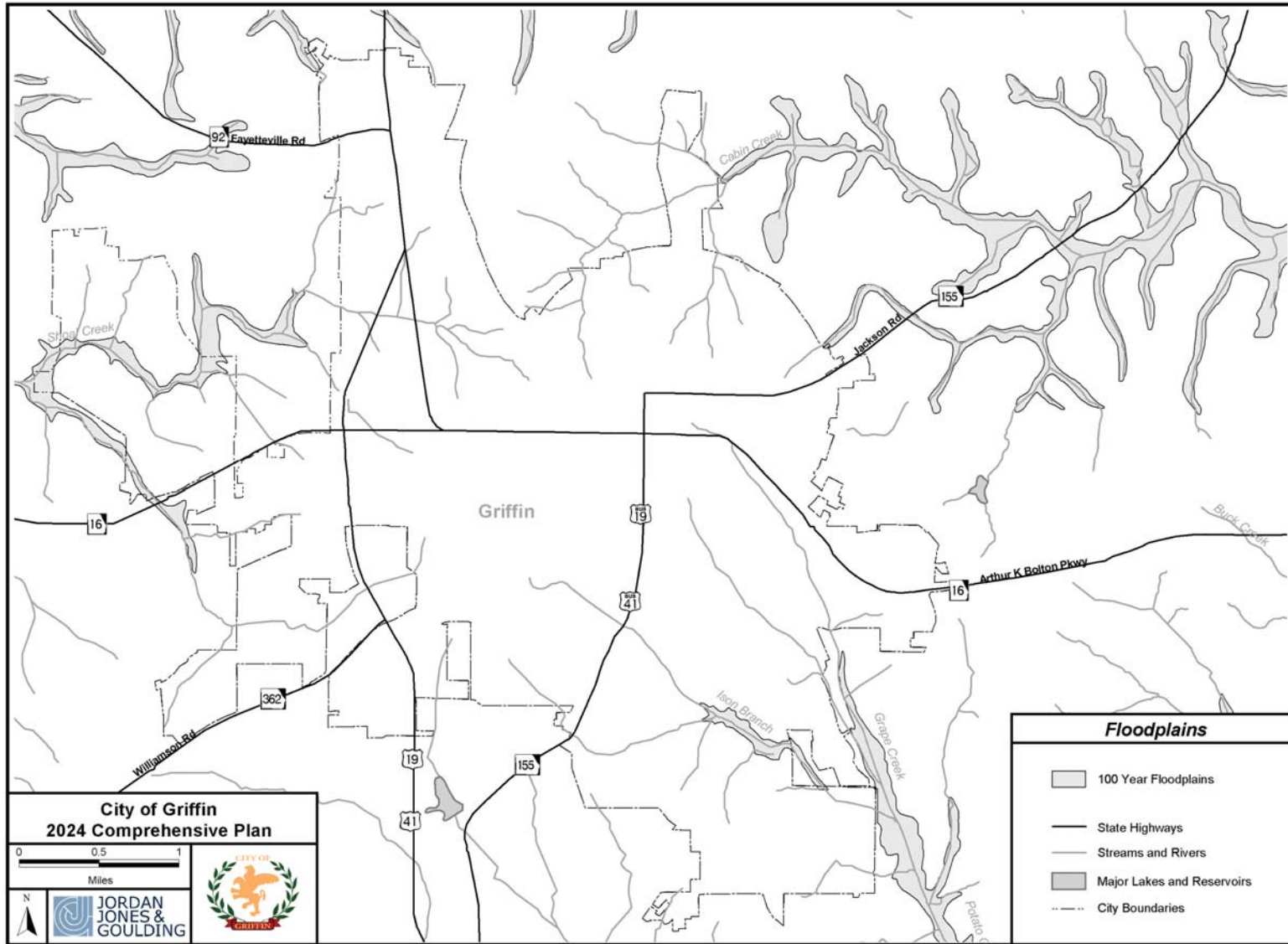
### 5.1.9 Floodplains

Floodplains are the lowlands adjoining streams or rivers that are subject to periodic and temporary flooding. A floodplain undisturbed by human activity serves as a natural drainage channel for flood flows. The vegetation of the floodplain retards the velocity of the flows and allows infiltration of water and settling of sediments. Periodic flooding of the floodplain is a natural part of stream processes. The size of a flood is described by its likelihood of occurrence. For example, a “50-year flood” is one likely to occur once in 50 years. Floodplains are described by the size of the flood that can inundate them. Many floodplain regulations refer to the 100-year flood (one which has a one percent chance of occurring each year).

In July, 2003, the City of Griffin adopted a Floods Ordinance. The ordinance, which primarily limits development activities within the 100-year floodplain, is designed to minimize property damage and human harm from floods.

**Figure 5-4** indicates the locations of the 100-year floodplain within Griffin. Because downtown Griffin is located on a ridgeline, there are few floodplains in its vicinity. There are two principal flood-prone areas within Griffin’s city limits. One is along Shoal Creek within the Griffin Country Club on City’s west side. Ison Branch, which begins within Municipal Park and flows southeast towards Orchard Hill, is also a flood-prone stream. Both of these streams are primarily bordered by single-family residential development, recreation space, and vacant land.

Figure 5-4



#### 5.1.10 Environmental Planning Criteria

Environmental Planning Criteria prepared by the Georgia Department of Natural Resources, establishes minimum standards for local governments to protect mountains, coastal resources, water supply watersheds, groundwater recharge areas, wetlands, and river corridors. This protection is essential to public health, safety and welfare.

The City of Griffin contains no protected mountains, no coastal resources, no groundwater recharge areas and no protected river corridors. The City does contain portions of a water supply watershed as well as wetlands, both of which are discussed in following sections.

#### 5.1.11 Water Supply Watersheds

A watershed is an area bounded by a divide that drains to a particular stream or river. Because the eastern continental divide bisects the City of Griffin, the western half of the city lies in the watershed for the Flint River, and drains to the Gulf of Mexico via the Apalachicola River. The eastern half of the county is within the Towaliga River watershed, which drains to the Atlantic Ocean via the Ocmulgee and Altamaha Rivers. Within these large watersheds, smaller watersheds can be delimited around streams and creeks.

Presently, the City of Griffin gets its water from an intake on the Flint River and an intake on the Head's Creek Reservoir. In response to recent drought and the unreliability of the Heads Creek Reservoir, the City is constructing a new regional reservoir within Pike County. Construction began during the fall of 2002 and the facility is expected to be operational by 2007. The area upstream from each of these points encompasses a water supply watershed. The vast majority of the water supply watersheds are located within unincorporated Spalding County. Within Griffin, the extreme northern end of the City along Highway 41 is located within the water supply watershed for the Heads Creek Reservoir. The extreme northwest corner of the Griffin Country Club is within the same watershed protection area.

Protection of the Spalding County portion of these watersheds is provided by Spalding County's Unified Zoning Ordinance through the S-2 Sensitive Lands overlay district. In general, development restrictions in this district include no sewage treatment facilities or industries which deal with toxic products. Additionally, no new industrial and commercial uses are permitted within 1,000 feet of an existing or proposed reservoir, and all uses are governed by minimum lot requirements and setbacks near this 1,000 foot line. The S-2 district places an impervious surface limit of 25% on new developments. It also expands the minimum stream buffer width from 25 to 100 feet and bans impervious surfaces and septic tanks within 150' of the stream edge.

## 5.1.12 Wetlands

Wetlands are areas that are “flooded or saturated by surface or groundwater often and long enough to grow vegetation adapted for life in water-saturated soil.” Some wetlands, such as marshes and swamps, are easy to identify. Other wetlands, such as bottomland forest and wet meadows, are less obvious, since they may be dry part of the year or not be visibly wet. Wetlands are a valuable resource that provide flood storage and groundwater recharge, filter sediment and pollutants from runoff and provide erosion protections. Wetlands also serve as important habitat for many plant species as well as for fish, waterfowl and other wildlife.

Wetlands are protected under Section 404 of the Federal *Clean Water Act*, which is administered by the U.S. Army Corps of Engineers and the U.S. Environmental Protection Agency. Section 404 requires that any activity involving the deposition of dredged or fill material into “waters of the United States, including wetlands,” must receive a permit from the Corps of Engineers. Some of the activities requiring permits include: filling and grading, levee and dike construction, land clearing, road construction, dam construction and placement of structures or structural supports in a wetland.

The state of Georgia has provided local governments criteria in O.C.G.A. 391-3-16, “Criteria for Wetlands Protection” which describe the mandatory considerations for wetlands protection in the land use planning process with regards to wetlands identified in the Department of Natural Resource’s freshwater wetlands database. Those minimal considerations are:

1. Whether impacts to an area would adversely affect the public health, safety, welfare, or the property of others.
2. Whether the area is unique or significant in the conservation of flora and fauna including threatened, rare or endangered species.
3. Whether alteration or impacts to wetlands will adversely affect the function, including the flow or quality of water, cause erosion or challenge, or impact navigation.
4. Whether impacts or modification by a project would adversely affect fishing or recreational use of wetlands.
5. Whether an alteration or impact would be temporary in nature.
6. Whether the project contains significant state historical and archaeological resources, defined as “Properties On or Eligible for the National Register of Historic Places.”
7. Whether alteration of wetlands would have measurable adverse impacts on adjacent sensitive natural areas.
8. Whether wetlands created for mitigation purposes under Section 404 of the Clean Water Act, such wetlands shall be considered for protection.

As stated in the *Georgia Planning Act* certain land uses are acceptable in wetlands, while other uses are unacceptable. The designated acceptable uses are timber production and harvesting, wildlife and fisheries management, wastewater treatment, recreation, natural water quality treatment and purification, and other uses permitted under Section 404 of the *Clean Water Act*. Unacceptable uses include receiving areas for toxic or hazardous waste or other contaminants, hazardous or sanitary waste landfills, and other uses unapproved by local governments. The City

of Griffin has a Flood Hazard/Wetland (FH/W) district designed to minimize property damage and human harm from floods.

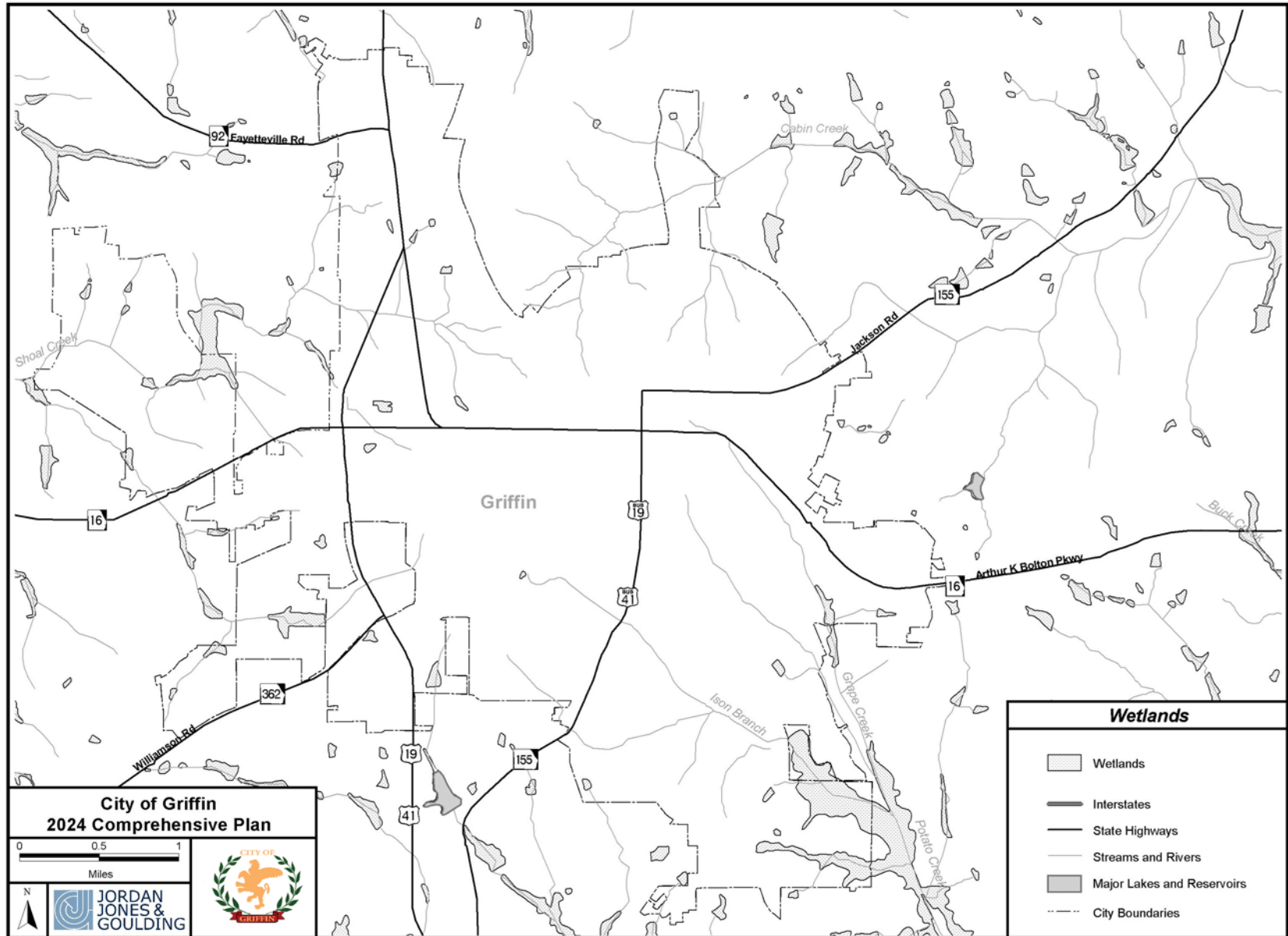
The U.S. Fish and Wildlife Service has developed a complete set of wetlands maps for Spalding County through the National Wetlands Inventory. **Figure 5-5** summarizes the acreage of the City's wetlands. As indicated, roughly 2.1% of the City (192 acres) is covered by wetlands. **Figure 5-6** illustrates the location of the City's wetlands, lakes and streams. The largest concentrations of wetlands are along Potato Creek and Ison Branch, but most of the City's wetlands are small isolated wetlands scattered throughout the City.

**Figure 5-5**  
**Wetland Acreage**  
**City of Griffin**

	<b>Acres</b>	<b>Percent</b>
City of Griffin	8,888	100.0%
Uplands	8,660	97.4%
Wetlands	192	2.1%
Lakes	36	0.4%

*Source: National Wetlands Inventory, US Fish and Wildlife Service*

Figure 5-6



### 5.1.13 Water Quality

Since the enactment of the *Clean Water Act*, states have been encouraged to clean up point source pollutants to their waterways. Considerable progress has been achieved in this area. However, today there is an increased focus on contaminants from nonpoint source pollutants. These include sediment, nutrients, pesticides, animal wastes and other substances that enter waterways from runoff and ground water flow.

The US Environmental Protection Agency, via the Georgia Environmental Protection Division (EPD), identifies two of the City's streams as not supporting the *Clean Water Act* (CWA) mandate of being "fishable and swimmable." The list of waterways not meeting the CWA mandate is referred to as the 303d list, referring to the section of the CWA requiring the list. **Figure 5-7** summarizes the 303d listed streams located within the City of Griffin.



**Figure 5-7: State Listed Impaired Waterways**

Name	Location	Water Use Classification	Violation	Sources	Evaluation	Priority	Action Taken
Potato Creek	Headwaters to U.S. Hwy. 333 (Spalding/Lamar Counties)	Fishing	Biota Impacted	Municipal Facility, Nonpoint Source, Urban Runoff	Partially Supporting	Low	EPD will address nonpoint source (urban runoff) through a watershed protection strategy. Griffin Potato Creek WPCP is under a compliance schedule to meet TRC limit by 5/14/99 and to meet other permit limits including one for whole effluent toxicity
Cabin Creek	Griffin	Fishing	Biota Impacted, Copper, Toxicity Indicated	Industrial Facility	Not Supporting	Moderate	Spring Industries (formerly Dundee Mills) under Order to attain compliance with permit limits by 12/1/01.

*Source: US Environmental Protection Agency*

In preparation of the 2003 *Griffin Stormwater Master Plan*, the City conducted a comprehensive water quality evaluation over 28 months. That monitoring effort found that, not just Potato and Cabin Creeks, but every stream within Griffin had “very poor” biotic integrity and elevated levels of fecal coliform bacteria. Biotic integrity is essentially a measure of habitat quality. The better the biotic integrity, the more healthy the stream. Fish, insects, and plants can survive, and water quality is generally good. Fecal coliform is an indicator of the presence of pathogens that are harmful to human health. In short, the *Stormwater Master Plan* assessment found that each of the streams in Griffin is both unhealthy for people and unhealthy for plants and animals.

The water quality evaluation went further. The assessment found elevated levels of nutrient runoff in the city Golf Course, both nitrogen and phosphorus. The study found elevated levels of heavy metals in downtown Griffin and low dissolved oxygen downstream of the Griffin Country Club. The study also found elevated levels of the heavy metal zinc in the OakView Area and wet weather turbidity in Shoal Creek.

The stormwater plan maps out a strategy for improving water quality within Griffin that includes additional use of a variety of water quality Best Management Practices (BMPS), a suite of new policies and ordinances, a multi-faceted education, outreach, and community participation program, as well as additional monitoring and study. The **Community Facilities** chapter addresses the recent creation of the stormwater utility, and enhancements in stormwater management the City has recently undertaken to improve water quality.

#### 5.1.14 Air Quality

Air quality has a direct and far reaching impact on public health and well-being. Maintaining a high level of air quality is especially important because of the mobile nature of the air in the atmosphere and the difficulty in controlling and cleaning polluted air once it has been contaminated. Young children, the elderly, and people with asthma and other respiratory ailments are especially vulnerable to polluted air conditions.

Air quality is affected by a number of factors, including dust, pollen, temperature, humidity, smoke and chemical emissions. Generally speaking, any type of particulate matter suspended in the air lessens the overall air quality. Natural sources of air pollution, such as weather conditions and seasonal changes are difficult to control. However, the greatest amount of polluting emissions released into the atmosphere come from man-made sources.

Ground level ozone is the most serious threat to the ambient air quality in the City of Griffin. Ground level ozone is formed by a chemical reaction that combines nitrogen oxide (NO<sub>x</sub>), and volatile organic compounds (VOC) in the presence of sunlight. Ground level ozone, the principal component of smog, is a major irritant to the mucous membranes and causes burning and irritation of the eyes, nose and throat, and often causes coughing and choking. Repeated exposure to high ozone levels can cause what is sometimes described as “sunburn of the lungs” and can cause permanent lung damage. Ground level ozone should be distinguished from the “ozone layer” found in the upper atmosphere of the earth. This layer of ozone in the stratosphere acts as a protective shield filtering out damaging ultraviolet radiation, known to cause skin

cancer. Although ground level ozone is produced from natural sources, the majority found in urban areas can be traced to mobile sources of air pollution, such as automobiles, trucks, buses and airplanes and stationary sources such as power plants.

Spalding County will likely fall out of compliance with the Clean Air Act standard for ozone in the coming year because of historically poor air quality. Presently, 13 counties comprise the Atlanta area's urban air quality basin. Spalding County is one of nine counties that might be added to the basin within the next year. Overall, air quality in this 13 county area is measured and compared against the National Ambient Air Quality Standards. This is a method used to evaluate the air quality in the nation's urban areas. The Atlanta area is currently considered to be a "non-attainment area" for air quality, meaning that levels of ozone exceed current federal standards for urban areas. This non-attainment status directly affects the region's ability to expand its system of regionally significant roadways, since automobile emissions are directly linked to these high levels of air pollution. Due to federal regulations, non-attainment designation would directly impact the county's road improvement program and its ability to add additional travel capacity to regionally significant roads, such as through street widening.

Falling out of compliance with the Clean Air Act would bring Spalding County under the control of the Georgia Regional Transportation Authority (GRTA). This regional government is working to improve regional transit service and lessen the impact of Developments of Regional Impact (DRIs). GRTA also has influence over some aspects of new transportation investments.

## **5.2 Cultural Resources Inventory**

### 5.2.1 Introduction

The cultural resources section of this element provides an inventory of the City's cultural resources. It also includes a description of the City's developmental history that helps establish an historical context for its buildings, sites and landscape features. The cultural resources inventory provides residents, elected officials, and others with information about historic areas and individual historic resources that require special consideration in the planning process. This information may be used to guide local preservation efforts and activities.

Much of the cultural resources section is based on the 2000 preservation plan and historic survey, which the City of Griffin contracted the Carl Vinson Institute of Government to complete in 2000. As part of this arrangement, the School of Environmental Design researched and created a preservation plan. Some of the graphics from that preservation plan are reproduced in **Appendix A**.

Six survey teams from the University divided the City into seven different areas. The teams visually inspected each tax parcel in their respective districts, and determined the age and integrity of the structures. The survey teams took a critical approach to integrity issues, especially when considering common building forms, such as 1920s and 1930s vernacular structures; older structures were judged with less strict scrutiny. The survey not only focused on houses and commercial buildings, but also considered districts, landscapes, cemeteries, and other permanent

objects. As the state of Georgia has not yet made survey recommendations regarding post-WWII resources, the survey did not include anything built prior to 1940.

### 5.2.2 Developmental History

In the 17<sup>th</sup> and 18<sup>th</sup> centuries, what is now Spalding County was claimed by both Spain and the colony of South Carolina. However, white settlement did not begin until the 1820s, when Georgia purchased the land from the Creek Indians.

The Creeks, under the First Treaty of Indian Springs, ceded a large piece of territory between the Ocmulgee and Flint Rivers in 1821. This territory was originally divided up by the state into five counties, one of which was Monroe County. In 1822, Pike County was created out of the western half of Monroe County.<sup>1</sup> Twelve hundred acres of land in what was then Pike County was acquired by Bartholomew Still. This 1,200-acre plot would later become the town of Griffin, Georgia.

Griffin was founded and laid out by General Griffin on June 8, 1840.<sup>2</sup> The original city plan was rectangular and lay entirely inside of Pike County. The northern boundary at that time was the Henry County line, 200 feet north of Tinsley Street. Poplar Street was the southern boundary, Brawner Street was the eastern line and 10th Street was the western boundary.

Twenty-two acres were given to the town to be used for public purposes. The cemetery was in the southeast corner of town. Lots were set aside for various religious denominations, which were evenly distributed throughout the different quadrants of the city. Four acres were set aside for a courthouse and square between Broad and Solomon Streets.<sup>3</sup>

Griffin had a horse-pulled railroad running into the City by 1841 and steam-powered locomotives by 1842. The rails terminated in Griffin. The railroad served scattered cotton farms throughout the surrounding area in getting their produce to larger markets. By 1849, Griffin served as a market for Meriwether, Henry, and Pike Counties, and also for parts of Troup, Fayette, Upson, Monroe, and Butts Counties. Forty-nine thousand bales of cotton were brought into Griffin each year in the 1840s. **Figure A-1 in the Appendix** shows Griffin as it appeared in the 1840s.

In 1851, Spalding County was created and Griffin, being the largest city within the new county, was named county seat. The County Court used City Hall and other city government property to hold its first sessions.<sup>4</sup>

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<sup>1</sup>Goddard, John H. Jr., *The History of Spalding County*, (1976).

<sup>2</sup>Quimby, Melton Jr., *History of Griffin, Griffin Daily News*, (1959).

<sup>3</sup>Ibid.

<sup>4</sup>Ibid.

Griffin’s educational opportunities expanded during the 1850s including one all-male college, two all-female colleges, and a medical college. All three of the schools were located in the southern section of the city, in the vicinity of Poplar and College Streets, but none survived the Civil War and Reconstruction.

In April of 1861 the Civil War broke out and Spalding County became the mobilization point for Georgia troops headed for the front. Although no battles were fought in Griffin, the city played a role in the war. Camp Stephens, located two miles north of McIntosh Road, was a mobilization point for Confederate infantry. Calvary were mobilized at Camp Milner (also called Camp Northen), which was located where the city park is currently. Many of the institutional buildings and residences in town served as hospitals with many of the sick and wounded arriving in Griffin for treatment. Griffin was also one of the main centers for printing Confederate money and stamps. As the war came to a close, the railroad from Atlanta to the coast was destroyed and with it, Griffin found itself in financial devastation. **Figure A-2 in the Appendix** shows Griffin as it appeared between 1850 and 1869.

After the Civil War, former slaves established their own churches. The first, Mount Zion Baptist Church, was built on the corner of 9<sup>th</sup> and Solomon Streets (where the Post Office stands now). Soon after, seven other African-American churches appeared.<sup>5</sup> In spite of racial prejudice, many African-Americans stayed and prospered in Griffin. By 1890, there were twelve African-American owned businesses, including a funeral home and a blacksmith.<sup>6</sup>

Griffin’s first public education building was the Sam Bailey School, on Taylor Street near 4<sup>th</sup> Street. It began as a private school, but was turned over to the public school system in 1885, when the first public school board was established in Griffin. In 1910, Griffin’s high school was also located in this area.<sup>7</sup>

The Georgia Midland Gulf Railway (later the Southern Railway) was built through southwest Griffin in 1886 (see **Figure A-3 in the Appendix**) and by 1888, the railroad connected Griffin to Chattanooga. The railroad used the New Orleans Street right-of-way, virtually obliterating the once important street. During this period there were two mills at South 8<sup>th</sup> Street and Taylor Street and tenements north of Broadway Street, in the vicinity of 6<sup>th</sup> Street. North of Broadway and west of 6<sup>th</sup> Street, streets had been laid out, but residences were still rather sparse. Development stretched almost to Poplar Street to the south, and just beyond Quilly to the north. Commercial areas could be found on Hill, Broad, and Taylor Streets and several cotton warehouses were located between Taylor and Poplar Streets.

In 1888, the Georgia Agricultural Experimental Station opened in Griffin about one and a half miles northwest of downtown. The Experiment Station enabled Griffin to take advantage of the latest advances in agricultural production processes.

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<sup>5</sup>Rapson, Kristi W., “Full of the Hope the Present has Brought Us, (February, 1993).

<sup>6</sup>Ibid.

<sup>7</sup>Quimby

By 1900, with a population of almost 7,000, Griffin had an electric light plant, electric street lights, a waterworks system, a large granite quarry for building and paving material.<sup>8</sup> The city's economy was still dominated by agriculture, but its mill industry was growing.

In 1909, a landscaped median on Hill Street was widened, and the popular greenway was emulated on parts of Solomon and Taylor Streets. Also around 1909 a cotton seed oil factory was built on the east end of town. African-American neighborhoods predominated just northwest of this mill. Numerous large houses were constructed south of Poplar Street. Another cotton mill was built on the north side at 8<sup>th</sup> and Hill Streets and mill housing around Griffin Manufacturing Company filled parts of Experiment, Wright, Ray, Randle, Hammock, Williams, Quilly, Ellis, and Haliburton (now Hallyburton) Streets. See **Figure A-4 in the Appendix** for a map of Griffin in the early 1900s.

The state ceded Camp Milner to Griffin and mandated the old military camp be used as a park. In 1915, Lightfoot Park was built where Memorial Stadium is now.<sup>9</sup> Because of World War I, 1917-1918 was a boom time for Griffin: mills worked overtime and cotton and freight traffic marked record sales. During the war, a new commercial area emerged on Taylor Street and the City's dirt sidewalks were paved.

The local economy slumped in 1919 due to the arrival of the boll weevil coupled with post-war recession. At that time, over 8,000 people resided within the City but many of the textile mills and their villages were just outside of the city limits and not included in the count. Highland Mills, however, built a factory in town, as well as a 73-home mill town around the plant. Other big events that occurred during that time included the completion of the Dixie Highway, which passed through Griffin, the development of a country club at West Poplar Street, and the opening of the City's first golf course, designed by Bobby Jones, at the Municipal Park.

By the 1920s, the city limits of Griffin stretched out in a one-mile radius from the courthouse, and the town was beginning to grow out of these limits. See **Figure A-5 in the Appendix** for Developmental History between 1910 and 1940. By 1925, the wells in town were drying up, no longer adequate for the growing population. Housing was also a problem. To alleviate a growing housing problem, a new African-American subdivision called "Spring Hill" was built near Camp Northen. Also during the mid-1920s, landscaped medians ran through many major north-south and east-west streets. Because the medians interrupted traffic flow, Griffin merchants pressured the City into gradually narrowing these greenways in the 1930s, until most were removed.

In 1930, Griffin's population exceeded 10,000. A new City waterworks opened on the Atlanta Highway, just outside of the City, supplanting the Municipal Park waterworks plant. The city added a new swimming pool, 18-hole golf course, clubhouse, tennis courts, picnic grounds and scenic drives and walks to Municipal Park (**Figure A-5 in the Appendix**.)

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<sup>8</sup> ----, "Griffin: 'The Garden...'," GDN, 1965.

<sup>9</sup>Quimby.

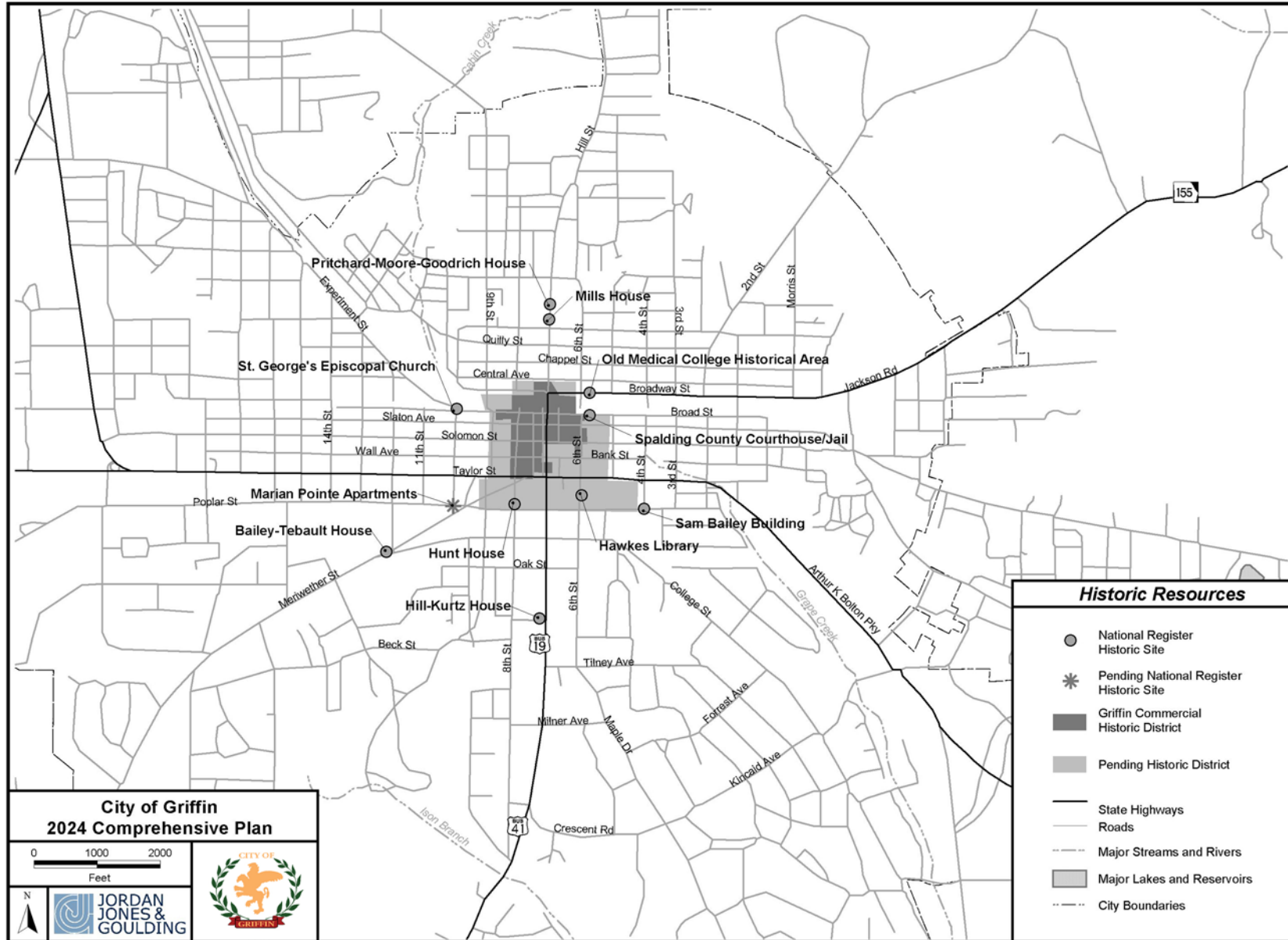
### 5.2.3 Architectural Characteristics

The heart of Griffin is its Central Business District. This area, in the vicinity of Hill, Taylor, and Solomon Streets, includes the majority of Griffin's historic commercial buildings. Wide streets that are divided by landscaped medians with structures set at the zero-lot line define the character of the Central Business District. The buildings are mostly two to three story brick structures and vary in their architectural detailing. Built adjacent to the railroad, some of the earliest commercial structures date back to the 1880s and 90s. Four Antebellum structures remain in Griffin's building stock including the Spalding County Courthouse/Spalding County Jail, built originally in 1860. To the east, a number of historic warehouses, though abandoned, reveal information on Griffin's history. Although a great deal has been lost over time, there remains a significant amount of historic resources in and around the downtown Griffin commercial district. **Figure 5-8** provides a list of properties currently listed or pending listing on the National Register of Historic Places, and **Figure 5-9** shows their location.

**Figure 5-8**  
**National Register of Historic Places Listed Properties**  
**Griffin and Immediate Area**

<b>Property</b>	<b>Dates of Significance</b>	<b>Location</b>	<b>Date Registered</b>
Bailey-Tebault House	1850-1874	633 Meriwether Street	1973
Double Cabins	1825-1849	NE of Griffin on GA Hwy 16	1973
Griffin Commercial Historic District	1825-1949	Central Alley, 6 <sup>th</sup> Street, Taylor, and 8 <sup>th</sup> Streets	1988
Hawkes Library	1916, 1915	210 S. 6th Street	1973
Hill-Kurtz House	1850-1899	570 S. Hill Street	1973
Hunt House	1850-1874, 1900-1924	232 S. 8th Street	1973
Lewis-Mills House	1850-1874	406 N. Hill Street	1972
Mills House and Smoke House	1875-1899	South of Griffin at 1590 Carver Rd.	1980
Old Gaissert Homeplace	1825-1874 1900-1924	NE of Williamson on GA Hwy 362	1973
Old Medical College Historical Area	1850-1874	223-233 E. Broadway	1972
Pritchard-Moore-Goodrich House	1850-1874	441 N. Hill Street	1973
Sam Bailey Building	1850-1874	E. Poplar and 4 <sup>th</sup> Streets	1973
St. George's Episcopal Church	1850-1949	132 N. Tenth Street	1994
Spalding County Courthouse-Spalding County Jail	1850-1974	232 E. Broad Street	2000
<b>Pending National Register Property</b>			
Marian Pointe Apartments	1919	400 W. Poplar Street	pending

Figure 5-9





## Residential Resources

The houses within the neighborhoods surrounding the Central Business District include both vernacular types and high style structures. Architectural housing types found in the various neighborhoods include early vernacular styles such as central hallway, saddlebag, saltbox, hall-parlor, shotgun, and double shotgun houses. Housing styles include Craftsman (both high style and vernacular) Bungalows, New South Cottage, Folk Victorian, English Vernacular Revival, Greek Revival, Italianate, Colonial Revival, and Queen Anne.

Between 1880 and the turn of the century, most of Griffin's residential development occurred due to the arrival of a number of mills and the expanding railroad. This development occurred mostly to the north and northwest of the Central Business District and somewhat to the southwest of the Central Business District. Approximately five mills were built between 1883 and 1902, resulting in a wide variety of mill housing. These building types, primarily wood framed and covered in wood clapboard and asphalt shingles, are primarily vernacular forms, including pyramid cottage, saddlebag, saltbox, hall-parlor, shotgun, and double shotgun. The houses in these new developments were laid out in a grid pattern, set close to the street, and are built in close proximity to one another. The similarity of houses in specific areas lends to the idea that these working class houses were provided/built by the mill companies for their workers. Additions, façade modifications, and other alterations have affected the integrity of much of this mill housing.



*Bailey-Tebault House*

Also at the turn of the century, to the south and southwest of the Central Business District, numerous large, high style houses were constructed. Poplar, Meriwether, Hammond, Maple, and College Streets were the locale of many Colonial Revival, Tudor Revival, Greek Revival, and Victorian era style houses. Brick and wood are the primary building materials with terra cotta and slate roofing materials. These neighborhoods featured wider streets and larger setbacks for the buildings themselves.

## Commercial Resources

The Griffin Commercial District was listed on the National Register of Historic Places in 1988 and encompasses approximately eight blocks in Griffin's downtown Central Business District. The original grid pattern, laid out in 1840 by General Lewis Lawrence Griffin, is retained with the main concentration of commercial development along Hill Street instead of along Broadway as first envisioned. The majority of buildings within the commercial district are of brick construction, one to four stories in height, set flush with the sidewalk, and with the



*Commercial buildings and landscaped median along Hill Street*

common front façade features of the building cornice, upper double-hung windows, storefront cornice, and transparent storefronts with transoms, large display windows, entrances, and bulkheads. Commercial styles in the downtown district are typical of small-town southern design prominent in the mid-19th century to the early 20th century. The 19th century Italianate and Victorian commercial influences and the 20th century Neoclassical and Art Deco influences are all found in the commercial area.

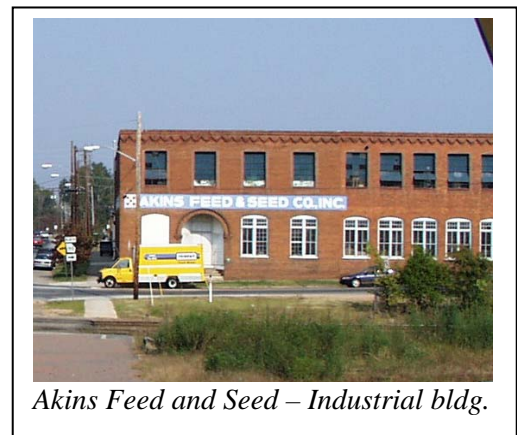
Landmark commercial buildings include the 1892 Opera House/Odd Fellows Hall, a three-story, brick structure with stone details in a Romanesque style, the Griffin Hotel a brick two-story, U-shaped building built 1910, and the 1929 Montgomery Ward building in Neoclassical style with Art Deco elements to name a few.



Griffin is unique in southern towns because of the lack of a court house square and the planned, wide landscaped medians on the two main commercial streets. The landscape features in downtown Griffin are significant to the historic character of the district with intact street medians on Solomon and Hill Street dating from the 1890s. The medians convey a park-like setting in the commercial area.

### **Industrial Resources**

The industrial and warehouse buildings in the district are located along the railroad on Broad and Broadway Streets and along Eighth Street. They are typical brick rectangular structures with segmentally-arched windows and corbelled brick cornices. Griffin was in a prominent location along the railroad line and hosted a major cotton market in the 19th century as well as supporting a number of other industrial and manufacturing interests. From the 1880s to the 1920s, Griffin manufacturing included a wagon factory, grist mill, cotton seed product factories, a mill roller factory, a pressed brick factory, two power companies, two large iron and brass factories, a fertilizer factory, cotton seed oil mills, a sash and blind factory, and ice factory, a bottling works, a broom factory, a wire fence factory, Coca-cola bottling plant, and a printing company. Only three survive in their original condition into 1950.

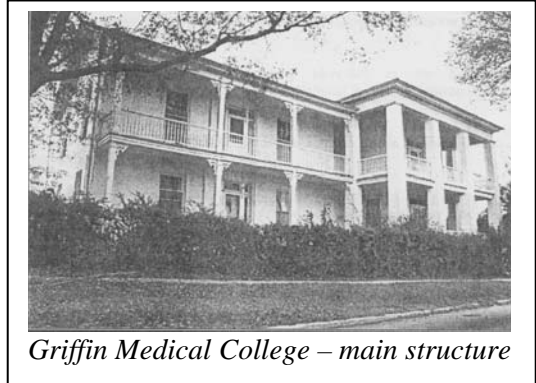


### **Institutional Resources**

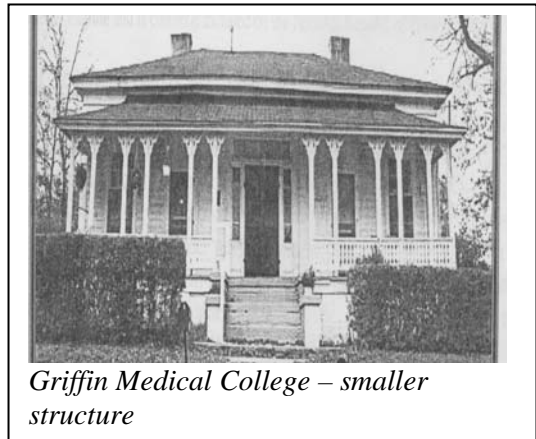
One of Griffin’s oldest institutional structures is the antebellum era Spalding County Courthouse/Spalding County Jail. The two-story, painted-brick building is in the Italianate Style with a gabled roof and pedimented façades set on a rock foundation. The original structure was built in 1860 and served as a courthouse until it was converted into a jail in 1914. It then served as a jail

until 1984. The structure is one of only 15 surviving antebellum Georgia courthouses and is a fairly rare example of the Italianate style of architecture which was not a popular style in antebellum Georgia.

Another antebellum structure is the Griffin Medical College with two structures located on East Broadway Street along the railroad tracks. The main structure is a two-story brick faced building with stucco built around the original structure was constructed in the early 1850s as a two-room side hall plan. Later additions expanded the structure and it now has both Victorian and Greek Revival style wings. The other Griffin Medical College structure is a smaller one-story hipped-roof structure with details suggesting it was built before the larger building. The house is a four-room central hall built in a dogtrot plan. The Medical College was incorporated in 1859. The structures do not maintain their original institutional use. The structures are currently being used as multi-family residential units.



*Griffin Medical College – main structure*



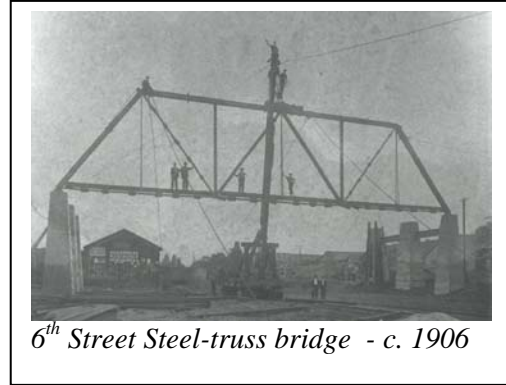
*Griffin Medical College – smaller structure*

### **Transportation Resources**

The City of Griffin was founded because General Lewis Lawrence Griffin received the authority to build a rail line from Macon to Forsyth in 1833, known as the Monroe Railroad. The tracks were planned to connect Macon, Savannah, Augusta to Madison and Chattanooga to Terminus. General Griffin saw the opportunity for a prosperous town at the north-south and east-west crossing. He laid out the grid pattern for Griffin in 1840 and the first north-south train came through town two years later in 1842. The town was officially incorporated in 1843. Griffin, however, did not become the type of city General Griffin had envisioned, but it thrived on cotton and other textile type of industries. The railroad was the central catalyst in the establishment of the City of Griffin.

Also in downtown Griffin is a steel-truss bridge constructed in 1906. It was widened in 1958 with concrete foundations extending over the railroad tracks at 6th Street.

The Griffin Airport was built about one mile south of the city limits, between 1936 and 1939. It had one hangar, one administration building and two runways. According to the June 17, 1940 Griffin Daily News article, the airport was “one of the finest and best equipped airports in the South.”



### 5.3 Assessment of Current and Future Needs

The City of Griffin has three critical environmental and cultural needs:

1. Improve water quality,
2. Protect air quality, and
3. Preserve the City's historic character.

All of Griffin's creeks are degraded, several severely. The City's stormwater program is leading the way towards managing the nonpoint source pollution problem and there is still much work to be done. The recently drafted *Stormwater Management Plan* identifies a host of initiatives and infrastructure needs to help clean up Griffin's water. Implementing this plan, evaluating its successes and continuing to identify additional needs will be critical to success.

With Spalding County's newfound non-compliance with the *Clean Air Act*, Griffin and Spalding County need to develop a strategy for protecting air quality. Present growth patterns and trends in travel will invariably lead to a continued decline in air quality. It is critical for the City to identify ways to change these patterns and trends while growth is still relatively slow and the air quality problem relatively minor.

The Griffin Historical and Preservation Society was incorporated in 1969. The impetus for the society's founding was that the community was frustrated with "seeing the continued demolition and destruction of so many of the fine old homes in Griffin."

The loss of historic resources is also evident in the U.S. Census Data on information related to historic preservation (**Figure 5-10**). This information, available for 1970 to 2000, includes a total number of houses that were constructed prior to 1939 that have not been remodeled or repaired. Comparing the totals for these years shows the "attrition rate" for historic buildings. Throughout Georgia between 1970 and 2000, there was a reduction in the number of houses built before 1939. The State lost 226,398 or 53% of its older houses during this period, while Spalding County lost 3,254 or 63% and Griffin lost 2,163 or 68% during this same period.

**Figure 5-10  
Houses Built Before 1939  
1970 to 2000**

	<b>1970</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>
Georgia	419,370	296,662	212,938	192,972
Spalding County	5,144	3,380	1,879	1,890
Griffin	3,169	2,012	1,139	1,006
<i>Source: U.S. Census Bureau, Census 2000.</i>				

There have been a number of vehicles to help bring preservation to the attention of Griffin residents and businesspeople and to create a foundation of support within town. Educating citizens, business owners, and city leaders can lead to more positive preservation goals. Home and business owners can learn about the economic advantages of maintenance on the existing historic resources and provide the tools to help owners of homes and commercial buildings properly care for their properties. Incentives both through federal and state funding are available for historic resources. The preservation society has taken steps to educate and foster a sense of pride for preservation efforts in their community through printed promotional material. Since 1987, the Junior Guild has printed and sold calendars with photographs of Griffin's past. The society has shared in the proceeds from the sale of a set of six drawings of historic buildings: the Bailey-Tebault House; the Dean House; the Sam Bailey Building; Griffin Female College; the Lewis-Mills House; and the original Spalding County Courthouse.

A Historic Preservation Ordinance was adopted in October 2002 and formed the Historic Preservation Commission. The Historic Preservation Commission has identified a potential Historic District and 10 additional sites that qualify for preservation efforts. The Historic preservation and the zoning ordinance are interrelated, as stated in the current Ordinance, Section 407.1. "All amendments to this Ordinance shall be consistent with the Land Use Plan of the City of Griffin, Georgia..." In order to strengthen and most effectively guide preservation efforts in Griffin these basic concepts of historic preservation should be reinforced in the zoning ordinance. Topics of concern include building setback, height limit, minimum lot width, demolition, street right-of-way, sidewalks, and planting strips.

The creation and adoption of Architectural Design Guidelines is recommended to act as a guide for both appropriate maintenance and for new construction within the historic district. They are meant to do the following:

- ❖ Reinforce the historic character of Griffin
- ❖ Discourage inappropriate new construction
- ❖ Protect its visual aspects
- ❖ Deal with exterior only
- ❖ Serve as a tool for designers and clients in making design decisions
- ❖ Guarantee "high quality" construction
- ❖ Increase public awareness
- ❖ Be specific but not restrictive

Griffin is also a Main Street City. The Main Street Program, developed by the National Trust for Historic Preservation, is designed to improve all aspects of a downtown or central business district. Its approach is based on historic preservation and saving historic commercial

architecture, while at the same time serving as a powerful economic development tool. Griffin's Main Street Program co-sponsored *A Self-Guided Tour of Downtown Griffin, Georgia and its Environs*, a publication listing 37 sites for a walking tour of downtown.

Another recommended option is to obtain a Certified Local Government (CLG) status from the National Park Service (NPS). NPS and State governments, through their State Historic Preservation Offices (SHPOs), provide valuable technical assistance and small matching grants to hundreds of diverse communities whose local governments are endeavoring to keep for future generations what is significant from their community's past. The CLG program seeks: 1) to develop and maintain local historic preservation programs that will influence the zoning and permitting decisions critical to preserving historic properties, and 2) to ensure the broadest possible participation of local governments in the national historic preservation program while maintaining preservation standards established by the Secretary of the Interior.

Among the kinds of activities funded are the following: architectural, historical, archeological surveys; oral histories; nominations to the National Register of Historic Places; staff work for historic preservation commissions; design guidelines and preservation plans; public outreach materials such as publications, videos, exhibits, and brochures; training for commission members and staff; and rehabilitation or restoration of National Register listed properties. While CLG grants generally represent a relatively small amount of funds, they have often been used as seed money to attract funding from local government or other sources. Also, in many cases, the products generated by CLG grants have provided credibility to a fledgling local historic preservation program. Beyond being just a source of funds, the CLG program has helped institutionalize historic preservation and give it legitimacy as a function of local government.

There are numerous resources available through the State Historic Preservation Officer in Atlanta, and both federal and state programs to help in technical assistance and financially in a variety of preservation efforts. The following recommendations should be used to help achieve the goals set by the Comprehensive Plan to help the city's economy, cultural and architectural resources, community pride, and a sense of place for future generations.

## 5.4 Natural and Cultural Resource Goals

1. Improve the City's water quality.
2. Protect the City's air quality.
3. Continue to preserve and protect the City's greenspace, wetlands, and floodplains.
4. Protect and restore the City's historic and cultural resources.

## 5.5 Implementation Program

### Goal #1: Improve the City's water quality.

Action Item	Responsible Party	Time Frame
Implement Stormwater Master Plan.	Griffin Public Works & Utilities Dept.	On-going
Update and expand applicable policies and regulations necessary for improving water quality.	Griffin Public Works & Utilities Dept and Planning & Development Dept	On-going
Expand the use of Best Management Practices in new developments and widen minimum stream buffer width.	Planning & Development Dept	2004 – 2005
Conduct Potato Creek water quality study.	Griffin Public Works & Utilities Dept	2004 – 2005
Work with local golf courses to reduce nutrient runoff.	Griffin Public Works & Utilities Dept	On-going
Implement long-term watershed monitoring program.	Griffin Public Works & Utilities Dept	On-going
Expand public education efforts. Focus on residential and commercial chemical application, pet waste, and proper maintenance of riparian buffers.	Griffin Public Works & Utilities Dept	On-going



**Goal #2: Protect the City's air quality.**

<b>Action Item</b>	<b>Responsible Party</b>	<b>Time Frame</b>
Establish streetscape and sidewalk requirements for new developments.	Planning & Development Dept	2005-2006
Encourage new large-scale developments throughout the City to include a mixture of uses in a pedestrian friendly format.	Planning & Development Dept	On-going
Adopt connectivity standards as part of the City's subdivision regulations.	Planning & Development Dept	2005-2006
Support the development of commuter rail line connecting Griffin to Atlanta and Macon.	City Commission and County Commission	On-going
Undertake a feasibility study for reintroducing local transit service.	City Commission and McIntosh Trail RDC	2005-2006

**Goal #3: Continue to preserve protect the City's greenspace, wetlands, and floodplains.**

<b>Action Item</b>	<b>Responsible Party</b>	<b>Time Frame</b>
Draft and present a tree preservation ordinance to the City Commission for adoption.	City Planning & Development Dept.	2004-2005
Create a Greenway Master Plan as part of a new Recreation Master Plan. The Greenway Master Plan should include recommendations on linking the open space in conservation subdivisions together. It should also look at ways to permanently preserve wetlands and floodplains.	Griffin Public Works Dept and Spalding County Parks & Recreation Dept	2006-2007
Continue to enforce existing regulations protecting the City's water resources.	Griffin Public Works and Utilities Dept	On-going
Amend zoning and land development regulations to provide incentives and guidelines for conserving open space in the subdivision process and to widen minimum stream buffer widths.	City Planning & Development Dept	2005-2006



**Goal #4: Protect and restore the City’s historic and cultural resources.**

Action Item	Responsible Party	Time Frame
Obtain Certified Local Government Status through the National Park Service and State Historic Preservation Officer	Historic Preservation Commission	2004-2005
Designate new residential historic districts and expand the existing commercial district.	Historic Preservation Commission	On-going
Create and Adopt Architectural Design Guidelines within historic districts and throughout the City.	City Planning and Dev. Services Dept., Historic Preservation Commission	2004-2005
Revitalize neighborhoods through education, community outreach, and neighborhood programs to help foster a sense of community pride.	School System, Private Interests, City Commissioners, City Planning & Development Dept	On-going
Educate the community about its history and its resources.	Historic Preservation Commission, Main Street Program	On-going
Encourage infill development, suitable reuse of vacant buildings, and promote adaptive reuse of historic buildings.	DDA, Main Street Program, Historic Preservation Commission, City Planning & Development Dept	On-going
Expand focus of revitalization efforts beyond Main Street to adjacent neighborhoods.	DDA, Main Street Program, Historic Preservation Commission	On-going

# CHAPTER 6 COMMUNITY FACILITIES



# COMMUNITY FACILITIES

## 6.1 Introduction

This chapter provides an inventory of public facilities and services available to residents of the City of Griffin, and an assessment of the present and future adequacy of such services. Determining whether to maintain or enhance the quality and availability of these community facilities and how to tailor them to city growth patterns is an important part of the comprehensive planning process. The facilities described below, such as law enforcement, fire protection, sanitary sewerage, and education, are integral to a smoothly functioning community and an enjoyable standard of living. The following sections provide a description of existing community facilities in the City of Griffin:

- Public Safety
  - Law Enforcement
  - Fire Protection
  - Emergency Medical Services
- Public Water Supply and Treatment Systems
- Public Sanitary Sewerage and Solid Waste Management
- Storm Water Management
- Electric Power Supply
- Health Care Services
- Parks and Recreational Facilities
- General Government Facilities
- Education
- Libraries and Cultural Facilities

A discussion of transportation facilities is separate and can be found in the Transportation chapter. Following the analysis of current and future needs, a list of community facilities goals is provided along with an implementation program.

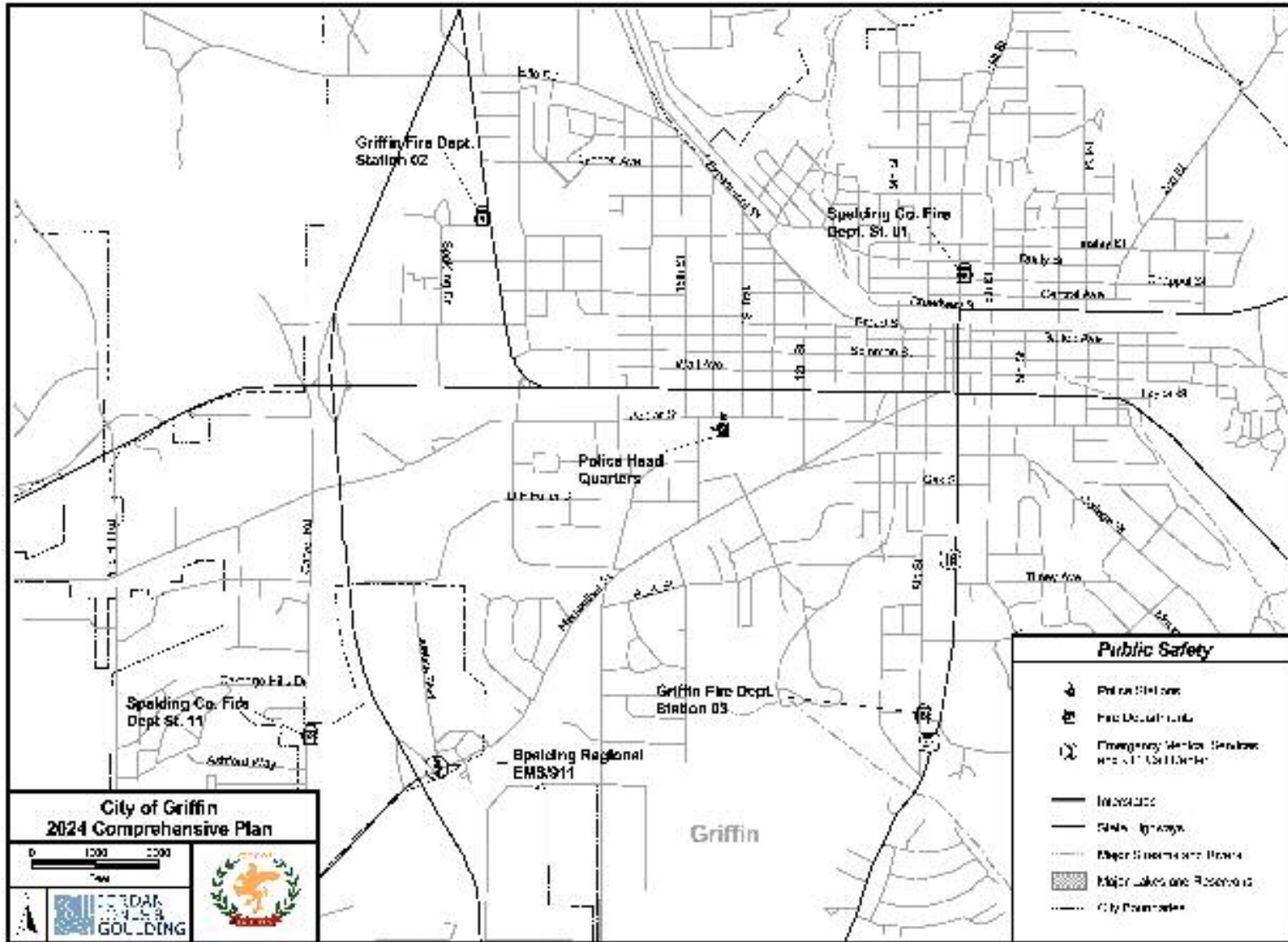
## 6.2 Public Safety

Following is a discussion of law enforcement, fire and emergency medical services. **Figure 6-1** on the following page shows the location of these public safety facilities

### 6.2.1 Law Enforcement

Griffin is served by two law enforcement agencies: the City of Griffin Police Department and the Spalding County Sheriff's Department. The City of Griffin Police Department is primarily responsible for the day to day law enforcement services in the city, while the Sheriff's Department primarily serves the court system.

Figure 6-1: Public Safety Facilities



## **City of Griffin Police Department**

The City of Griffin Police Department, headquartered at 868 West Popular Street, provides general law enforcement for all of the City of Griffin. The Police Department recently consolidated its offices, a headquarters building on East Solomon Street and two decentralized facilities, to an old school site on West Popular. Though the new centralized facility is more efficient, there are still some needed improvements to complete the transition from an old school to police station.

The Police Department is organized into five divisions: Investigative Services, Animal Control, Code Enforcement, Uniformed Patrol, and Records. The Department includes 92 sworn positions, 24 non-sworn positions and 12 non-sworn part-time positions (crossing guards).

The Police Department is involved in a number of other community policing initiatives. Walking patrols have increased the Department's presence in the downtown area. Certain neighborhoods have been designated community policing neighborhoods. Efforts have been made to focus on specific areas with approximately four watch and prey zones established. Based on police intelligence, resources are deployed in these areas. The officers organize community groups and phone contacts are provided to call their community policing officers.

In cases where violent crimes occur, the Department follows the "swarm" technique to investigate crimes. An intensive team of investigative personnel is assigned to the crime during the first hour, with the first investigator arriving typically within 20 minutes. This technique has proven to be highly successful because of the involvement of the community.

The Department also has six school resource officers assigned to the local schools: four at the Middle Schools, one at the High School and one at the alternative school. In 1991, Griffin was the first community in the state to place officers at each school. The officer serves as a resource officer to students and teachers on issues of drugs, crime deterrence, gangs, etc. This officer has the ability to make an arrest without prior approval. Likewise, the Department is proactive in the area of domestic abuse.

A typical standard used by police departments to measure level of service is the number of officers serving the population. The Griffin Police Department currently has 5.5 officers for every 1,000 population or 182 residents for every sworn officer. In order to maintain this current level of service, it is estimated the county would need to hire an additional 19 officers by 2025.

Future plans for the police department include:

- Emergency dispatch radio, 800 megahertz radio system county-wide.
- Indoor firing range.
- Seven new positions over five years paid with LBDG grant and a Homeland Security Grant
- Improve headquarters building – add a gabled roof to match the character of the neighborhood and improve restrooms
- Equipment upgrades – cameras, radar, in-car computers

## **Spalding County Sheriff's Department**

The Spalding County Sheriff's Department's primary responsibilities involve law enforcement services to the court system (Superior Court, State Court, Probate Court, Magistrate Court and Juvenile Court) and supervising the County Jail. The Office also acts as server of court processes for civil papers, subpoenas, evictions, felony and misdemeanor arrest warrants, as well as being responsible for transporting prisoners in and out of the county. Other responsibilities of the Sheriff's Department include handling licenses for raffles and bonding, background checks for gun permits, and maintaining a rapid response team for disasters, jail unrest, drug raids, crowd control, etc.

The Sheriff's Office has six divisions: Administration, Warrants, Uniform, Criminal Investigations, Detention and Joint-Narcotics Task Force (with the City). The Sheriff's Office has 127 sworn officers and 21 non-sworn personnel. The County Jail is a pre-trial facility and houses inmates who have been sentenced for relatively short periods of time (30-90 days). The Spalding County Correctional Institution has approximately 384 beds with an average of 380 prisoners housed daily.

The Sheriff's Office currently has 3.6 officers for every 1,000 population or 275 residents for every sworn officer. This figure is for the unincorporated portion of Spalding County only, and projections as to future needs to maintain this level of service are included in the Spalding County Comprehensive Plan.

### **6.2.2 Fire Protection**

Adequate fire protection is a vital factor impacting insurance costs and the willingness of people and industries to locate in an area. The adequacy of fire protection is measured by not only fire station location and quality, but is directly affected by the quality of the water system and the ability to provide emergency communications.

The Griffin Fire Department serves the City through a network of three stations. The Department is comprised of 66 personnel, 6 administrative and 60 fire suppression. All fire stations are staffed with one company working a 24-hour shift. The ISO rating for the incorporated area of the City is a 3. In addition to fire response, the Fire Department's Fire Marshall and Fire Inspector review compliance with the fire code for all new construction and conduct annual inspections of public use buildings and establishments that serve alcohol in the City.

The strategy of the Fire Department is to dispatch two trucks to a fire. Depending on the situation, one of the trucks may be sent back.

The Fire Department is not only a fire prevention and suppression department but also provides emergency medical response. The Department is the first response for wrecks along with ambulance service. All of the staff providing this service are First Responder certified using a defibrillator and in CPR.

### **Fire Station No. 1**

Fire Station No. 1 is located at 310 North Hill Street. Constructed in 1996, the building has 10,000 square feet and is in good condition. The station employs 21 persons divided into three 24-hour shifts. The three-bay station is equipped with three engines and one rescue vehicle.

### **Fire Station No. 2**

Fire Station No. 2 is located at 401 North Expressway and also is the Department's Headquarters. Constructed in 1958, the building has 11,700 square feet and is in fair condition. The station will need a new roof and the drive resurfaced in the near future. While the structure could be painted, it is structurally in good shape. Rehabilitating the building could extend the life of the structure for 20-30 years.

The station employs 30 persons with six administrative personnel and 24 suppression personnel. For the suppression staff, there are three 24-hour shifts. The two-bay station is equipped with two engines and one rescue vehicle.

### **Fire Station No. 3**

Fire Station No. 3 is located at 101 Crescent West. Constructed in 1972, the building has 6,000 square feet and is in fair condition. Station No. 3 has a need for a new roof and needs painting. It is structurally in good shape and rehabilitation could extend the life of the structure for 20-30 years.

The station employs 15 persons divided into three 24-hour shifts. The two-bay station is equipped with two engines and one ladder truck (Snorkel).

Maintaining a Class 3 ISO rating with expanding city limits will be a challenge to the current status of the Fire Department. However, proper strategic planning will ensure City residents that their fire rating will be retained as these limits are expanded. In addition to the opening of Station #4, the Department will require the replacement of three fire engines and one squad car over the next five years. Also, the Snorkel apparatus that is currently staged at Fire Station #3, and a critical part of the ISO review, is over 25 years old and experiencing ongoing mechanical problems. This vehicle will need to be replaced with a ladder truck that has an elevation capability of 100 feet. This is a 25-foot increase over the current Snorkel's capability. The ladder truck should be a funding priority within the next three years.



*Fire Station No. 3*

### **6.2.3 Emergency Medical Services (EMS)**

Emergency medical services (EMS) in Griffin are provided by Spalding Regional Hospital. Staff with the EMS includes 29 Emergency Medical Technicians and 3 administrative personnel. There are nine emergency vehicles comprising one rescue unit and eight critical-care life support units. Emergency medical calls average approximately 500 per month and the maximum response time is about 10 minutes (i.e., to the furthest point away within the service area).

In order to provide the fastest and best emergency service possible, the EMS plans within a 45-year horizon. Current improvements include the purchase of one ambulance and one rescue unit. These new additions are in response to an increase in calls and long-range planning.

All public safety operations in the City of Griffin and Spalding County utilize the 24-hour computer aided dispatch (CAD) system that serves both Spalding County and the City of Griffin. Unlike the emergency medical service that is owned by the Spalding Regional Hospital, the CAD system is owned by Spalding County and supervised by the county manager. The system is located in Suite B at 1438 Meriwether Street. The facility receives all citizen 911 calls and administrative calls relating to the CAD system. Additionally, the police departments turn over their phone operations to the system after 5:00 p.m.

There are currently 24 full-time employees working for this facility that dispatch calls to two law enforcement agencies, two fire departments and one emergency medical service. The system is set up with streets and block numbers and all call takers are dispatchers. The current level of emergency response in the City of Griffin seems to be sufficient for the level of urbanization in the City. Considering the present level of emergency coverage and the close proximity to the primary health facilities in the region, the City of Griffin and Spalding County have a high level of service. The turnover rate for employment in this facility is high and there is a need for retaining staff.

The Spalding County Emergency Management Agency (EMA) is an all-risk agency that serves as the coordinating agency for all emergency/rescue services in Spalding County. EMA works together with other emergency service providers to provide mitigation, preparedness, response and recovery for any natural or man made disaster that may occur in the county. Coordinating efforts between these services provides public education, hazard analysis, planning, resource management, training, and exercises to ensure efficient response.



### 6.3 Public Water Supply and Treatment Systems

Public water service in the City is the responsibility of the City of Griffin Water and Wastewater Department. The current water service provides water to about 99% of the City’s residents. Two sources, the Flint River and the impoundment on Heads Creek, supply raw water for the water system. Water withdrawal permits allow a total monthly average of 12 million gallons per day (MGD) to be withdrawn from both sources.

Griffin’s existing water supply system serves the City of Griffin and Spalding County. Additionally, the city has two wholesale customers in Pike County - the Cities of Zebulon and Williamson. The system currently serves a total of approximately 19,000 customers, with 9,287 of these being within the city limits of Griffin.

**Figure 6-2**  
**Griffin/Spalding County Water Customers\***  
**1996-2003**

1996	1997	1998	1999	2000	2001	2002	2003
17,490	17,725	17,962	18,204	18,448	19,297	19,580	19,976

*Source: Water Supply Study 2000-2050*  
 \*Number of customers in Griffin and Spalding County only.

Water is treated at the plant located at 229 North Expressway. This facility was built in 1929 and has had expansions throughout its history. The total City of Griffin water system consists of approximately 675 miles of water lines (155 in the city and 520 in the county). The system has an average per capita water usage rate for residential customers of 7,000 gallons. Unaccounted for water that is used for fire fighting, public works, broken mains and a flushing program averages approximately 21.3% of all water pumped.

Since the 1980s, there have been efforts to initiate a water supply system that would supply water to local governments in the Spalding and Pike County areas. In 1994, city officials made commitments to fund a multi-jurisdictional water supply system. In December of 1995, Griffin and Spalding County executed a long-term agreement that calls for Griffin to finance and construct a regional water supply and treatment facility. In turn, Spalding County agrees to purchase all its water from Griffin under a cost-plus formula. In 1996, resolutions were signed with Pike, Meriwether, and Coweta Counties and the cities of Concord, Meansville and Molena.<sup>1</sup> In 1999, another water agreement was signed with Coweta County to provide service starting in 2005.



According to the *Water Supply Study: 2000-2050*, there is an obvious and pressing need for increased water capacity to serve the present population and

<sup>1</sup> Water Supply Study 2000-2050, June, 1998.

the expected growth in the region. The demand for water is dependent upon a number of factors including population growth, average per capita usage, extension of water service to existing residents, demands for additional water by existing and new industries, the cost of water and water conservation efforts. The *Water Supply Study* estimated that in 2050 the multi-jurisdictional demand for water will be 23.56 MGD. Also, as part of this study, several alternatives for water supply were considered. The study recommended a surface water supply site be selected for the proposed project. A reservoir site was selected for implementation that is located in Pike County. This site will ultimately have an average annual yield of 33.5 MGD.

**Figure 6-3**  
**Projected Water Demand (MGD)**  
**2005-2025**

2005	2010	2015	2020	2025
10.19	11.34	12.63	13.93	15.30
<i>Source: Water Supply Study 2000-2050</i>				

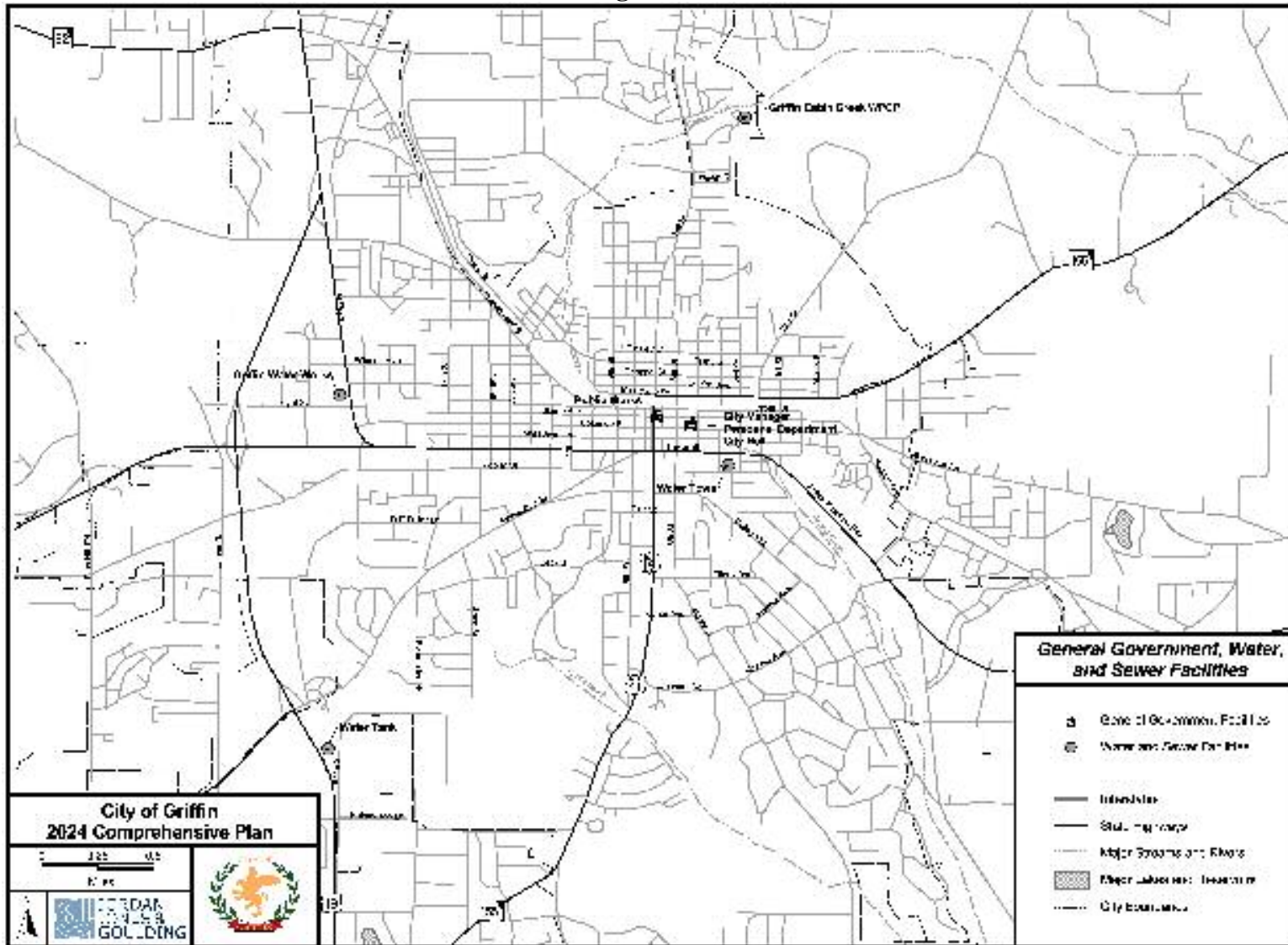
Groundbreaking for the new reservoir, named the Still Branch Reservoir, was held on October 21, 2002, and work on the dam and distribution system should be complete by January 2006. The regional reservoir is being constructed at a cost of \$43 Million.

Besides the Still Branch Reservoir, the Public Works Department is currently working on or overseeing a number of other projects, including:

- Mapping of water system
- Vulnerability Assessment Study (Homeland Security requirement) – Reviews assets and risks to terrorist acts over next 5-years.
- Emergency Response Plan
- Meter replacements, 2500 meters a year.
- Water main replacement program
- Automatic meter reading system
- Dewatering sludge facility

**Figure 6-4** shows the location of several water, sewer and general government facilities within the City.

Figure 6-4



## **6.4 Public Sanitary Sewerage and Solid Waste Management**

### **6.4.1 Public Sanitary Sewerage**

Like public water service, the provision of sanitary sewerage and wastewater treatment is the responsibility of the City of Griffin Water and Wastewater Department. The Department serves 10,000 customers (about 97% of the City's population) with 170 miles of gravity sewers, ranging in size from 4 inches to 24 inches in diameter. The remainder of the City is served by septic tanks or by small private systems. These private systems include Jackson Road School, Beaverbrook School, Moose Lodge, Springs Industries and Pomona Mobile Home Park. The system has no known combined sewers that carry both wastewater and stormwater. Three wastewater treatment facilities serve the City and are located on Shoal Creek, Potato Creek and Cabin Creek.

All three of these wastewater treatment facilities are located on water quality limited streams - Potato Creek and Cabin Creek are point discharge facilities, while Shoal Creek utilizes a land application system.

The Shoal Creek Waste Water Treatment Plant (WWTP) was built in 1986 with a design flow of 1.5 MGD. The plant is located off West Ellis Road on Shoal Creek about six miles west of the City.

In 1998, this plant underwent a major upgrade to a permitted capacity of 2.25 MGD. The expansion involved pumping the treated effluent from the existing treatment facility on West Ellis Road to a new land application site located five miles away on Blanton Mill Road. The existing land application site at West Ellis Road, rated for 1.5 MGD, is currently idle. All treatment prior to land application continues to be at the facility on West Ellis Road, which has a treatment capacity of 2.25 MGD. The existing treatment facilities at West Ellis Road will be upgraded in the future to fully utilize the capacity of both land application sites. Consequently, the total treatment capacity of the Shoal Creek Regional Wastewater Treatment System will be approximately 3.75 MGD.

The Shoal Creek plant's average flow is 1.55 MGD with a peak month flow of 2.55 MGD. The Shoal Creek plant is also experiencing some odor problems in its operations as well as infiltration/inflow (I/I) in the wastewater collection system.

The Potato Creek WWTP was built in 1976 and is located near the Spalding/Lamar County line about four miles southeast of Griffin. A major upgrade of the facility was completed in 1988 to comply with more stringent discharge limits.

Current flow into the plant averages 1.48 MGD with a permitted capacity of 2.0 MGD. The plant's peak month flow is 2.86 MGD. In general, the Potato Creek plant has maintained compliance within its permit limits. However, as is the case with all three plants in Griffin, this

facility is well operated and is expected to maintain permit compliance as the strength of the influent wastewater continues to decline.<sup>2</sup>

The Potato Creek plant is experiencing some odor problems in its operations. Also, Potato Creek is experiencing infiltration/inflow (I/I) in the wastewater collection system. This is the result of extraneous water entering the sewer system through defective pipes and manholes or through a direct discharge from residential, commercial or industrial operations. Once collected, it must be treated prior to discharge.

The Cabin Creek WWTP was built in 1936 and has been modified several times. Permitted capacity at the plant is 1.5 MGD. The plant discharges into Cabin Creek near North Hill Street. The treatment plant collects wastewater from about two-thirds of the northern part of the city. Digested sludge from this plant is disposed through land application.

Current flow into the plant averages 1.15 MGD, with the plant's peak month flow of 2.09 MGD. The Cabin Creek plant is experiencing some odor problems in its operations as well as infiltration/inflow (I/I) in the wastewater collection system. Wastewater solids from the plant are disposed of by land application.

In 1999 and 2000, the City of Griffin and Spalding County joined together in planning for the future of wastewater management in both the city and county. The Wastewater Management Master Plan: 2000-2015 was prepared in order to estimate future needs and provide general guidance in the development of the county-wide wastewater management system.

It was determined during this study that all three WWTPs will require expansion in the future. Sufficient land has been purchased for the Shoal Creek facility to expand the plant up to 3.5 MGD and a cost allocation has been included in this plan for the expansion from 2.25 MGD to the estimated flow of 3.5 MGD.

One of the primary recommendations of the Plan was the development of the new East Spalding WWTP. The continued development of the proposed industrial park along SR 16 and the residential growth south of Griffin is placing a strain on the Potato Creek WWTP. In the east and southeast portions of Spalding County, there are no existing treatment plants capable of supporting additional growth. According to the Plan, two significant driving forces support the construction of a plant at this location. One force is the continuing residential development in this part of the county. Second, the amount of industrial development anticipated to occur in this area will require more treatment capacity than the Potato Creek WWTP could reasonably provide. The construction of the East Spalding WWTP would address both of these issues.

The Plan found that the Potato Creek plant is performing at a satisfactory level with only occasional permit violations. It is anticipated that the plant will be adequate to handle the projected flows for the study period with nominal up-grades to the existing facility. Additional sewer flows generated by industrial development along SR 16 will be directed to the new East Spalding WWTP once it is opened.

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<sup>2</sup>Griffin/Spalding County Wastewater Management Plan, April, 2000.

The Cabin Creek plant has been found to be operating satisfactorily and a minimal increase in service area is anticipated. As a result, only minor upgrades are planned over the next 15 years. It was determined in the Wastewater Management Master Plan that the schedule for implementation of the individual sections of the sewer system will be dictated by the joint efforts of Spalding County and the City of Griffin. A complete review of issues surrounding the provision of sewer service to the various areas will be the sole responsibility of the county and City representatives.

The Water and Wastewater Department is currently working on a number of sanitary sewer projects, including:

- Ison Branch – new sewer lines \$1.7 Million, work to be completed in 2004.
- Sewer flow analysis study of entire system in 2004.
- 2003-2004 GPS mapping of the Sewer System
- Sewer Rehab Phase IV - \$1.3 million. Work to be done in 2004-2005.
- Rehab Water/Wastewater/Stormwater Lab in 2004.
- Jet Vac Sewer Lines – ongoing effort.
- Chemical Root Control Program – ongoing effort

#### **6.4.2 Solid Waste Management**

Overall management of solid waste services in the City of Griffin is the responsibility of the Department of Solid Waste. The city provides services to residents with a staff of 56. Additionally, several private franchise haulers offer collection of garbage to commercial customers only.

Solid waste collection in the City of Griffin is based on six districts and four routes. The Department currently has four trucks servicing these routes. The Department has approximately 8,900 residential customers with 2,200 apartments and 6,700 homes. Commercial customers total 1,500. The City offers curbside trash pick-up twice per week. Once a week, “back door” collection service is provided for a higher fee to 115 homes that have been grandfathered. Additionally, back door collection is provided to approximately 200 mobility impaired customers at the same cost as curbside service. Crews with the Department of Solid Waste also provide once-a-week curbside collection of newspapers for the City.

The city utilizes two landfills, the Shoal Creek Road facility and the Pine Ridge Landfill. The Shoal Creek Road facility accepts construction/demolition debris, compost and any other type of inert waste. This facility is owned by the city and operates on approximately 14 acres. The present site is near capacity and a new expansion is currently under construction. The Shoal Creek Road facility will have a life span of 26 years after completion of the expansion.

The other facility used by the City is the Pine Ridge Landfill in Butts County. This facility is privately owned by Republic Industries and has a more than 50-year life span. The facility is located at 105 Bailey Jester Road. The City has a six-year renewable contract to use this facility, which accepts municipal and industrial wastes.

Additionally, the City operates a transfer station. According to the Solid Waste Director, this facility is in poor condition and needs several repairs. The needed improvements include: paving the site, constructing a side wall, expanding to provide for cardboard recycling and installing a truck wash with a special sewer system.

In 1995, the City opened an inert and Construction & Demolition landfill. This facility receives 50 tons of material per day and has approximately 2 years of capacity remaining. The City is currently working with the county on identifying a new site in the county that would last about 26 years. The Solid Waste Director reports that at this new facility the City will need a new bulldozer, a new pan and a new compactor.

The Department of Solid Waste also provides leaf and limb pickup to residents once a week. The city has four leaf vacuums and four clam loaders. Leaf/limbs materials collected are transported to the landfill-mulching site and processed. In 2003, the City collected 4,383 tons of yard waste.

## **6.5 Stormwater Management**

Provisions to the *Clean Water Act Amendments of 1987* were designed to reduce pollution from storm water. These amendments require certain industries and municipalities to obtain permits to discharge storm water runoff from municipal separate storm sewers. Local governments are required to map outfalls, structural controls, landfills and land uses. Local governments must also conduct storm water sampling and identify impacts of storm water runoff from their municipal systems on the water quality of receiving streams. The regulations also require the development of local management programs to control storm water runoff pollution and improve water quality.

One method that is used to adhere to these regulations is the implementation of “Best Management Practices” (BMPs). An effective tool to achieve compliance with the Proposed Stormwater National Pollution Discharge Elimination System (NPDES) Phase I and Phase II Regulations is implementation of a Stormwater Utility. The NPDES program was created to ensure that permitted discharges meet applicable water quality requirements. The Phase I and Phase II permitting process involves primarily urban communities of a specific size and population. Phase I applied to cities over 100,000, while Phase II applied to smaller cities, such as Griffin.<sup>3</sup>

In 1997, the City of Griffin established a formal Stormwater Management Program. The purpose of this program was to manage its watersheds and to create an example for other cities to consider when evaluating possible management models to achieve compliance with the upcoming Phase II permitting process and to project total maximum daily pollutant loads (TMDL) for the creeks within the City. As a result of the establishment of this program, the City

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<sup>3</sup> Stormwater Master Plan Program, September, 2000.

created the Stormwater Department. To fund this new department, a Stormwater Utility was implemented, the first in Georgia.

The Stormwater Utility addresses the issue of stormwater pollutants and their removal or elimination before entering the stormwater system. Furthermore, the Utility provides the opportunity to integrate various technologies to manage stormwater, wastewater, and water using a holistic approach. The objectives of the Stormwater Utility is to deliver a higher level of service in stormwater management through: Watershed Management; Stormwater Quality; and Public Education, Public Involvement, and Public Participation.

The utility funding is being used to help fund the repair and maintenance of stormwater structures to help prevent flooding problems caused by rainfall that washes off roofs, parking lots, and other impervious surfaces. Impervious surfaces are those areas within developed land, which prevent or significantly impede the natural infiltration of stormwater into the soil. Common impervious surfaces include roof tops, solid decks, asphalt streets, driveways, patios, parking areas, brick or concrete pavements, swimming pools, and buildings.

All property owners are being charged a stormwater utility fee proportionate to the demand they put on the system. The utility divides the fees among property owners of developed properties so that each owner pays only for the demand they put on the system. The stormwater user fee is calculated on amount of impervious area on the property. The amount of impervious area on all properties for non-single family parcels is derived using aerial topography and field measurements. Aerial photography is used to determine the median amount of impervious area. Owners of non-single-family-residential are eligible for a credit if they have and maintain a stormwater detention or retention facility on their property in accordance with the City's policies. The equivalent residential unit or equivalent runoff unit is 2,200 square feet. The charge per month is \$3.50 per residence or per every 2,200 square feet of impervious area on non-residential properties. The user fee is estimated to generate \$1.56 million dollars per year.

In 2000, the City hired a consultant to prepare the *Stormwater Master Plan*. This plan provides an overview of integrated stormwater management, watershed and site level stormwater management, floodplain management and technologies being utilized by the City for implementing the stormwater management program. The plan is also intended to serve as a guide for developers, contractors and the general public based on the basic principals of effective urban stormwater management for Georgia. It is anticipated that the plan will need to be updated by 2008.

Additionally, the city has contracted an engineering consultant to inventory the City's stormwater drainage network into a GIS database using state-of-the-art GPS equipment. The consultant will use the GIS database for its overall master planning effort. Also included in the plan are nine performance goals that should apply to certain land disturbance activities.

Other stormwater projects include:

- Phase II NPDS County Implementation Program
- USGS Monitoring - 7 stream gauges



- Update of Watershed Assessment

## 6.6 Health Care Services

### 6.6.1 Hospitals and Health Centers

Griffin is considered a regional center for health care, anchored by Spalding Regional Hospital and number of related health facilities. This is major asset to the community, and will help to make the community more attractive to retirees as the baby boom population ages. **Figure 6-5** shows a map of public health facilities in the City, and below is description of the services these facilities provide.

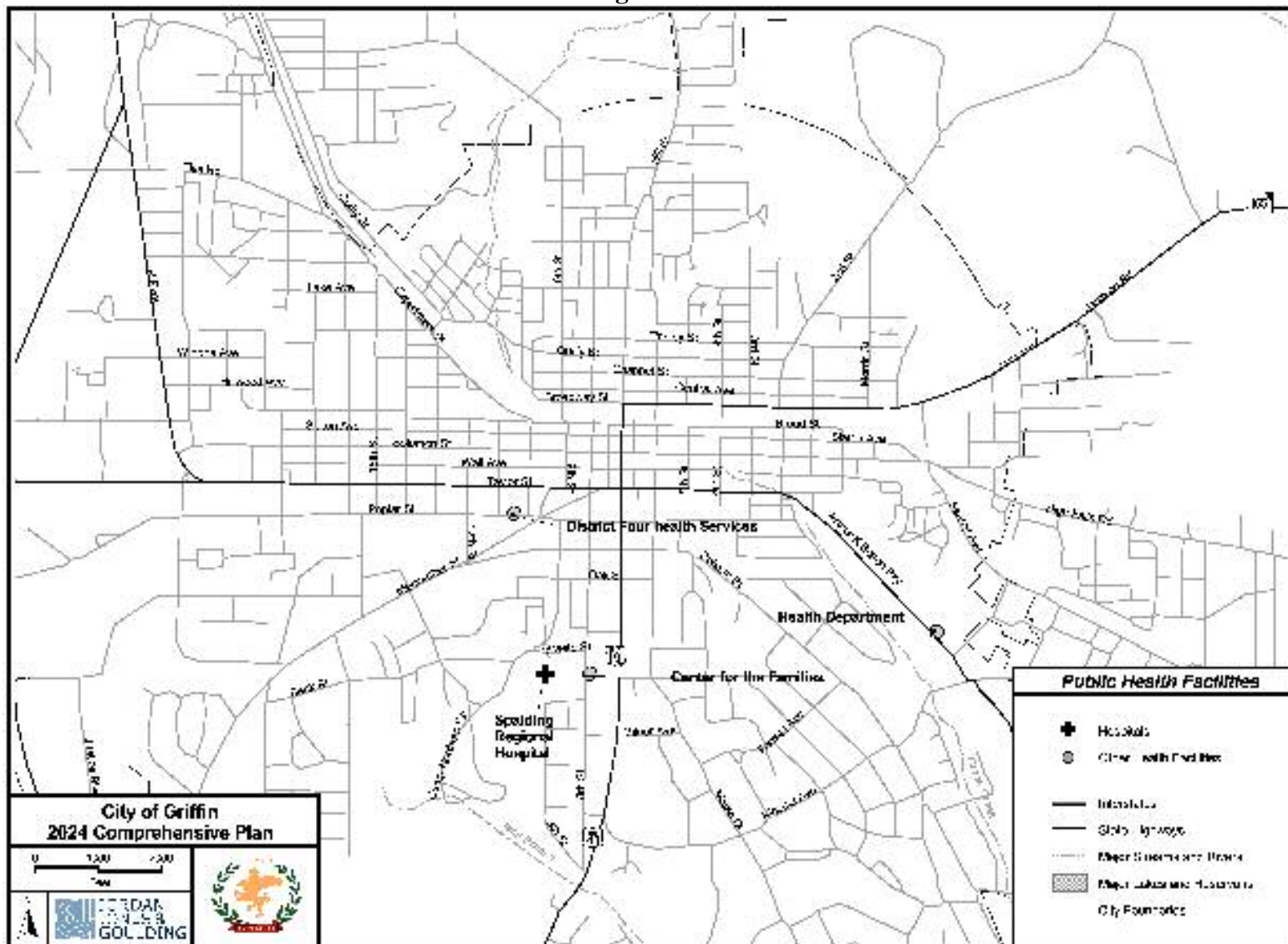


**Spalding Regional Hospital** is located at 601 South 8th Street in Griffin, and serves as the primary provider for medical services in Spalding and adjacent counties. The services the hospital offers include: 24-hour emergency service, magnetic resonance imaging, center for sleep disorders, family childbirth center, women’s imaging center, anti-coagulation clinic, cardiac catheterization, occupational therapy, laser surgery, pulmonary rehabilitation, kidney lithotripsy, and speech and physical therapies. The acute care facility in this hospital has 160 beds and 70 physicians. The hospital offers treatments in 20 specialties and has a staff of more than 750.

**Spalding County Health Department** is located at 1007 Memorial Drive in Griffin. The purpose of this facility is to promote and protect the health of all ages in Spalding County. The programs and services offered by the Health Department include:

- |   |   |
|---|---|
| <ul style="list-style-type: none"> <li>• Health checks</li> <li>• Immunization</li> <li>• Children’s Medical Services</li> <li>• Children’s First</li> <li>• Family Planning</li> <li>• Voter Registration</li> <li>• Cancer Screening</li> <li>• Pregnancy Testing</li> <li>• Prenatal Case Management</li> <li>• WIC</li> <li>• Lab Test</li> <li>• Parasite Infestation</li> </ul> | <ul style="list-style-type: none"> <li>• Rash Checks</li> <li>• Hearing/Vision/Dental Checks</li> <li>• Head Checks for Lice</li> <li>• Scoliosis</li> <li>• Class II Physical Examinations</li> <li>• Tuberculosis</li> <li>• Nutrition Services</li> <li>• Marriage Blood Test</li> <li>• Hypertension</li> <li>• Sexually Transmitted Diseases</li> <li>• HIV Clinic</li> <li>• Vital Records</li> </ul> |
|---|---|

Figure 6-5



The fees for this facility are based on income and a sliding fee scale is implemented.

**McIntosh Trail Personal Growth Center** is located at 132 N. Hill Street in Griffin. This facility operates out of the old post office in Griffin. The services that are offered include adult mental health and substance abuse counseling, outpatient older adult services, case management with consumers and utilization management. Normal business hours are recognized by this facility; however, a 24-hour crisis line is available.

### **6.6.2 Senior Centers**

The **Spalding County Senior Center** is located at 1005 Memorial Drive in Griffin and housed in a 6,000 square foot facility. The facility provides senior adult recreation, which includes activities such as exercise, crafts, travel and tai chi. The Council on Aging and Golden Age Club also operate from this facility. The Council on Aging provides meals on wheels for Spalding County and the Golden Age Club provides transportation to the facility for those who wish to attend.

### **6.6.3 Nursing Homes**

Brightmoor Nursing Center is located at 3223 Newnan Road and is a 36,000 square foot facility that has 133 beds. This facility has just completed a certificate of need with the state of Georgia and has plans to rebuild on the same sight for replacement needs only.

Spalding Health Care, located on 619 Northside Drive, also provides nursing facilities for the City of Griffin. This facility was built in 1972 and has 69 beds. Staff at Spalding Health Care totals 79 employees with an administrator, director of nursing, three full-time and three part-time registered nurses, 19 licensed practical nurses and 27 certified nursing assistants.

The last nursing facility in Griffin would be Sunridge Health Care located at 415 Airport Road.

### **6.6.4 Other Community Services**

The **Department of Family and Children Services (DFCS)** is located at 411 East Solomon Street. This is a county facility, operated by Spalding County. DFCS offers temporary assistance based on income and resources to needy families. Funding for the DFCS comes primarily from the state, with some additional funding coming from the U.S. government. Programs offered by this facility include a food stamp program, medicaid, childcare, employment services, foster care placement, adoption and guardian services and child and adult protective service investigations. This facility has expressed a need for space. A number of positions, depending on legislation, will be added to this department and the current office space has already been utilized.

A majority of health care services in the Griffin-Spalding County area are designed to meet not only the communities' needs, but also the needs of the adjoining counties. Therefore, health care services for the City of Griffin are more than adequate for the size of their population.

## **6.7 Electric Power Supply**

The City of Griffin Power is the predominant electric power supplier for Griffin and Spalding County, Georgia. Griffin Power is a member of the Municipal Electric Authority of Georgia (MEAG), which is a unique wholesale power supplier that co-owns four generating facilities and Georgia's Integrated Transmission System (ITS). Griffin Power employs 50 personnel and is located at 217 E. Solomon Street in Griffin. Griffin Power operates eight substations and provides electricity to 98% of the City's residences, or about 14,000 residential customers. Electricity is also provided to about 2,000 commercial customers as well.

According to the Director of Griffin Power, the utility can access 100 megawatts if needed. Additionally, Griffin Power sells a portion of their capacity. Currently, they have approximately 60% more capacity than needed.

The City of Griffin Power is beginning construction on a new power substation located on Cowan Road. This new substation will require \$20,000 in funding from Griffin Power which will be provided by user fees. The remainder of the funding for this project will be provided by MEAG. Griffin Power also has a one million dollar annual budget for the repair and extension of distribution lines. Additionally, Griffin Power allocates up to \$250,000 of their annual budget to replace other major equipment.

The City of Griffin Power offers many programs and value-added services designed to help commercial customers make the most of the electricity they purchase. Available services include:

- Commercial Energy Analysis
- Pre-Construction Planning
- Security Lighting Program
- 24-hour Sign-up Assistance
- Good Cents Energy Audits
- Residential Security Lighting
- Preconstruction Assistance
- Power Quality Audits
- Electrotechnology Updates
- Telecommunications Services

The City of Griffin Power is a leader in the provision of high-speed data communications for e-commerce, data transfer and internet access. These resources are critical to the success of today's business and industry. The City of Griffin Power is a founding member of MEAG Telecom. This division of MEAG Power has implemented the largest single deployment of high-speed fiber communications in the state.

The City of Griffin Power is certified as a Competitive Local Exchange Carrier (CLEC) and has already installed a fiber ring in both the Green Valley and Griffin-Spalding Industrial Parks, and has tied this local network to the MEAG Telecom statewide fiber backbone. This provides high-speed connectivity to major points of presence (POP) and internet access with redundant carriers and multiple on-ramps to the internet.

Griffin Power offers a variety of services, including DS1, DS3, shared and private high-speed Ethernet networks and dark fiber leases. These services can be provided with no mileage charges,

and monthly access fees that are negotiable for a new customer based on specific needs. These telecom services provide enough revenue to cover all capital and operations costs associated with this program.

## 6.8 Parks and Recreational Facilities

Park and recreational facilities are provided in Griffin by both the City and Spalding County. Griffin maintains four parks within the city and Spalding County maintains an additional five parks inside the city limits.

The county also has five more parks in unincorporated Spalding County.



*Golf Course at the City Park*

The four park facilities maintained by the city include: City Park, the Griffin Municipal Golf Course, Raymond Head, Jr. Park and Turner Street Park (see **Figure 6-6**). The facilities operated by the Spalding County Parks and Recreation Department that are inside the City of Griffin include: Airport Road Park, Dundee Park, Fairmont Park, Senior Center Park and Volunteer Park, see **Figure 6-7**.

**Figure 6-6  
Griffin Park and Recreation Facilities**

Name	Facilities	Size
City Park	Golf course, tennis courts, swimming pool, 3 ball fields, 5 pavilions, 2 restrooms, miniature golf, skate facility, picnicking, playground, walking trail	75 acres
Griffin Municipal Golf Course	18-hole golf course	125 acres
Raymond Head, Jr. Park	Pavilion, basketball courts, walking trail, playground	5 acres
Turner Street Park	Pavilion, playground, greenspace	1 acre

*Source: Brant Keller, Public Works Director*

Total park acreage for all of the City’s and county’s facilities within the city is approximately 141 acres of land. This total does not include the 125 acres at the Griffin Municipal Golf Course. The acreage at the golf course should not be included in total park acreage because of its type of usage. The Spalding County Parks and Recreation Department Comprehensive Master Plan states that the park standards for medium sized communities between 25,000 and 100,000 population is one acre of park land per 172 population. This would mean that the City should currently have 138 acres of park land and by 2025 it should have 154 park acres. Therefore, it appears the City does meet these recommended guidelines.

During the Spring of 2000, citizens, elected officials and recreation department staff drafted an update to the *1993 Recreation Master Plan*. This update represents a planning tool to help guide the long-term growth and direction of parks and recreation in Griffin and Spalding County. In order to promote consistency between the Recreation Master Plan and the Comprehensive Plan, the primary goal for recreation will be to follow the recommendations outlined in the Master Plan update.

**Figure 6-7**  
**Spalding County Parks and Recreation Department Facilities**  
**Within the City of Griffin**

Name	Facilities	Size
Airport Road Park	Walking trail, practice fields, restroom	11 acres
Dundee Park	2 baseball fields, with restrooms	10 acres
Fairmont Park	Outdoor basketball courts, softball field, playground and picnic facilities, community center with gym, meeting space and office park	16 acres
Senior Center Park	Community center and walking trail	3 acres
Volunteer Park	4 field baseball complex with central concessions building, soccer complex and football complex with concessions	20 acres
9 <sup>th</sup> Street Pocket Park	Basketball courts	NA

*Source: Louis Greene, Spalding County Recreation Director*

One additional recreation issue was highlighted in the Recreation Master Plan update and was conveyed throughout the public involvement efforts for developing the Comprehensive Plan. That issue was the need for greenspace, and more specifically, greenways. Greenspace helps protect natural resources as well as provides recreational amenities. Greenways offer the same benefits, but also provide an alternate mode of transportation. The Recreation Master Plan states that, “Much of the land set aside for greenspace is expected to be floodplain, which has great natural and historic value and is difficult and expensive to develop; it really should not be developed anyway. Land along streams naturally forms connected corridors, or usable buffer, along which people and wildlife can travel. But communities may also permanently protect park, school, playground and other sites for outdoor recreation; paths for walking, cycling and other alternative transportation opportunities; and neighborhood access lands which do not lie along streams.” The City should work closely with Spalding County to identify greenway corridors and acquire the land needed to create these important amenities.

Another issue raised during the public involvement process was that maintenance. In particular, citizens noted the bad state of the repair the city pool was in. Also, the golf course irrigation system needs repair, and the city cemetery is running out of space and in general need of upkeep.



## 6.9 General Government Facilities

The City of Griffin owns several buildings used for general government purposes. The locations and square footage of these buildings are listed in **Figure 6-8** below.

**Figure 6-8  
Griffin General Government Facilities**

<b>Facility</b>	<b>Location</b>	<b>Square Footage</b>
Solid Waste/Animal Control	Emlett Drive	4,000
City Hall	231 E. Solomon Street	10,750
Planning and Development Department	132 N. Hill Street	5,000
Department of Public Works (Park Maint. Div.)	Camp Northen Drive	6,000
Department of Public Works (Admin. Div.)	217 N. Hill Street	2,000
Department of Public Works (City Garage)		2,000
Water and Wastewater Dep. (Admin. Div.)	229 N. Expressway	10,000

*Source: Griffin City Manager's Office*

According to the City, several departments are overcrowded and need additional space. Discussion exists on the feasibility of renovating the historic City Hall which could house the City of Griffin Administrative Departments comprised of City Commission, City Manager, Finance, Personnel, Risk, etc. The existing City Hall could then be utilized by Public Works and Utilities and Planning and Development Departments.



## 6.10 Education

The Griffin-Spalding County Board of Education provides public elementary and secondary education in the City of Griffin. The Board of Education is a 5-member board that employs approximately 1,500, including over 700 teachers. The Griffin-Spalding County School System had an enrollment of 10,316 students in 16 schools for the 2002-2003 school year, see **Figure 6-9**. This includes vocational training, special education and alternative educational programs. **Figure 6-10** provides the names and addresses of the existing school facilities.

**Figure 6-9: Griffin-Spalding County School System - Historic and Projected Enrollment**

School Year	Enrollment
1998-1999	10,290
1999-2000	10,268
2000-2001	10,052
2001-2002	10,133
2002-2003	10,316
2003-2004 *	10,322
2004-2005 *	10,328
2006-2007 *	10,340
2007-2008 *	10,348
* Projected	

**Figure 6-10  
Spalding County/Griffin Existing School Facilities**

<b>Elementary Schools</b>	
Anne Street Elementary School	802 Anne Street
Atkinson Elementary School	307 Atkinson Drive
Beaverbrook Elementary School	251 Birdie Road
Cowan Elementary School	1233 Cowan Road
Crescent Elementary School	201 Crescent Road
Futral Elementary School	180 Futral Road
Jackson Elementary School	1233 Jackson Road
Jordan Hill Elementary School	75 Jordan Hill Road
Moore Elementary School	201 Cabin Creek Drive
New Moreland Road Elementary School	455 Moreland Road
Orrs Elementary School	1553 Flynt Street
<b>Middle Schools</b>	
A.Z. Kelsey Middle School	200 Kelsey Avenue
Cowan Middle School	1185 Cowan Road
Flynt Middle School	221 Spalding Drive
Taylor Street School	234 Taylor Street
<b>High Schools</b>	
Griffin High School	1617 West Poplar Street
Spalding High School	550 Wilson Road
<b>Special Entities</b>	
Opportunity Academy	205 Spalding Drive
Elementary Science Enrichment Center	205 Spalding Drive
Crossroads Program	415 Jefferson Avenue
RESA Academy	814 Experiment Street
<i>Source: Griffin-Spalding County Schools</i>	



The Griffin-Spalding County school system operates 17 schools that include 11 elementary schools, 4 middle schools and 2 high schools. Special schools within the system include Program Challenge Center, Elementary Science Enrichment Center, Crossroads Program and RESA Academy. **Figure 6-11** provides a map showing the location of the county's schools. Program Challenge Center services a select group of middle school children who have been targeted for additional academic support. The Crossroads Program services a special population of children from the City of Griffin, Spalding County and surrounding counties. RESA Academy is an alternative school for middle and high school students.



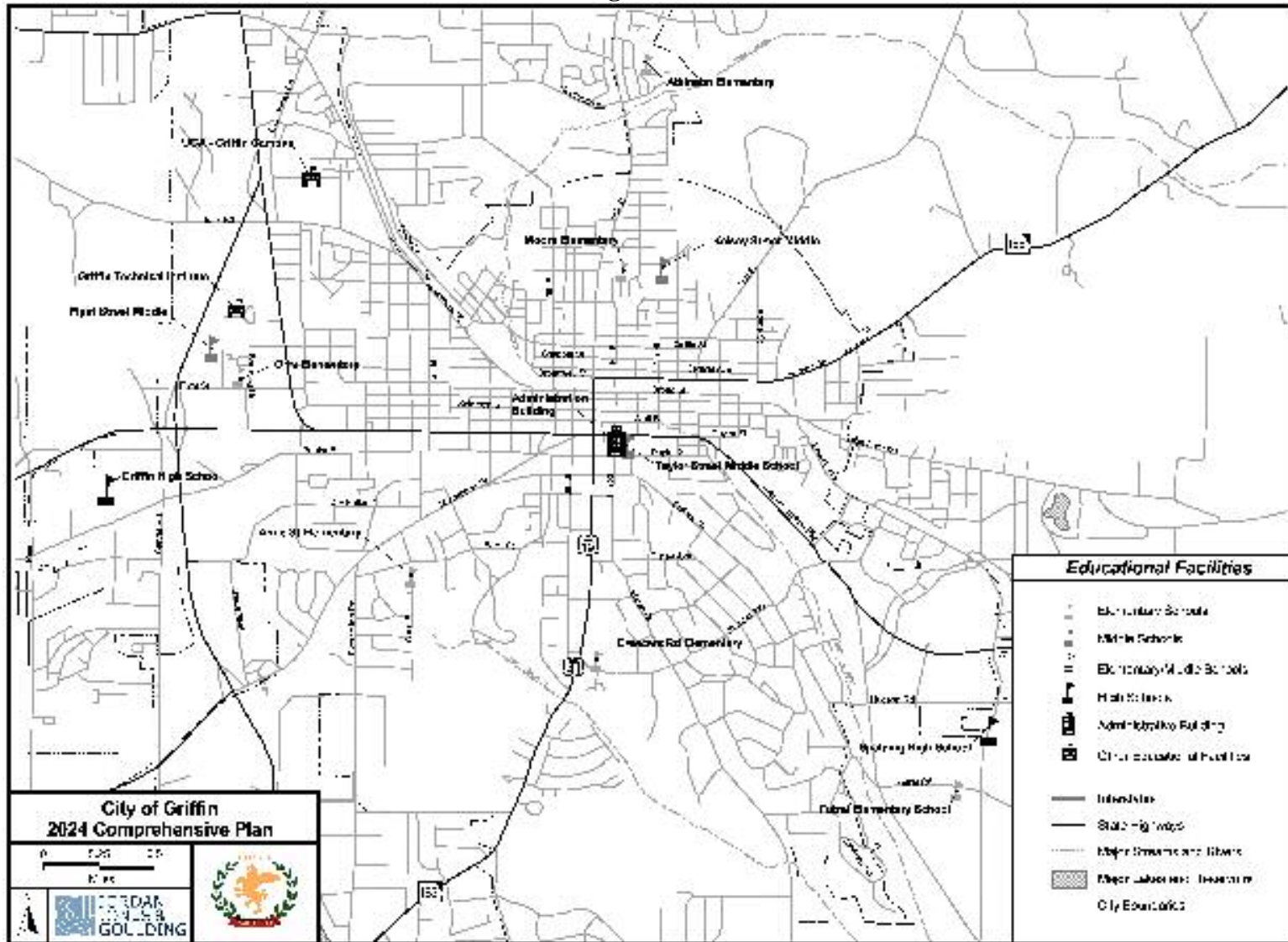
The Griffin-Spalding County school system has recently reorganized the school system. As part of this effort, several schools have been closed and are now used for different purposes. Other aspects of this reorganization included eliminating all primary schools so all elementary schools would serve grades K-5. Additionally, the school zones have been adjusted.

The Griffin-Spalding County School System has been actively involved in the School Improvement Planning Process for more than three years at the system level and at the local school level. Each school within the system is either newly constructed or has been renovated to meet minimum standards. The Southern Association of Colleges and Schools (SACS) accredits all the system's schools, which are actively involved in raising student achievement.

In addition to the network of public schools in Spalding County, Griffin has a number of private schools operating as well. Grace Academy offers instruction for students in grades 9-12; Harvest Christian Academy teaches students from the age of 6 weeks through the ninth grade; Griffin Christian Academy provides Kindergarten through the eighth grade and St. George's Episcopal School works with first through sixth graders.

There are two local institutions for post secondary education available for the City of Griffin residents including Griffin Technical College and Gordon College. Additionally, Spalding County is in great need of a four-year college that offers bachelors and masters degrees in order to supplement technical opportunities available at Griffin Technical College. The University of Georgia currently has plans to offer 4-year degree programs at the Griffin campus. See **Chapter 3, Economic Development**, for more detailed information on Griffin's post secondary institutions.

Figure 6-11



## **6.11 Libraries and Cultural Facilities**

### **6.11.1 Libraries**

The Griffin-Spalding County Library is located at 800 Memorial Drive in Griffin. The 26,726 square-foot facility was constructed in 1975 and is the headquarters of the Flint River Regional Library System. The system includes eight affiliated libraries in the six counties of Butts, Fayette, Lamar, Monroe, Pike and Spalding. The mission of the library is to offer services that contribute to the educational, recreational, cultural and inspirational needs of people of all ages.

The Griffin-Spalding County Library provides access to information through the State’s Public Information Network for Electronic Services (PINES), Georgia Library Learning Online (GALILEO), and has 44 computers connected to the internet and available for public use six days a week. This includes a 23-computer educational learning laboratory offering instruction in basic computer skills, word processing, email, internet use and adult literacy classes. Other services offered at the library include story times and Summer reading programs for children, a meeting room for use by non-profit community organizations and State and Federal tax forms available year-round. The Griffin-Spalding County Library includes 100,000 volumes and is open 60 hours per week. The web page address is [www.spalding.public.lib.ga.us](http://www.spalding.public.lib.ga.us).

One of the library’s most important short-term goals is to provide computer classes for groups such as the “Self-Sufficiency Program-Workforce 1” program. These classes focus on job-seeking skills and will be an integral part of a “Life Skills Management” curriculum designed to help lower-income residents obtain literacy skills, GED’s and employment.

### **6.11.2 Cultural Facilities**

Over the past decade, the City of Griffin has experienced a growth in its arts community. Ballet, choral music and drama are just some of the areas that have enjoyed increased popularity. The Griffin Area Arts Alliance was a catalyst in restoring the Griffin Auditorium. This facility is home to the Camelot Theatre Company, the Griffin Area Community Concert Association, the Griffin Ballet Theatre and many other performers and organizations.

The concert association brings four international guest artists to Griffin-Spalding County each year. The theatre



*Griffin Auditorium*

produces a half dozen or more musicals and plays each year, and the ballet offers an annual production of *The Nutcracker* and other performances. The Griffin Ballet Theatre school offers young dancers the opportunity to work with world-renowned guest artists and coaches.

The Griffin-Spalding Arts Association provides opportunities for local artists to network with each other, take classes, and show and sell their work. With more than 50 members, the association also funds a college art scholarship for a local graduating high school senior.

Music and choral enthusiasts also enjoy participating, performing in and attending programs sponsored by the Griffin Music Club. The Music Club provides free programs for the community, college scholarships and sponsors the Junior Music Festival each March.

Additionally, several annual events take place in the City that attract visitors including the Kiwanis Spalding County Fair, the Great Griffin Mayfling Arts and Crafts Festival, the Christmas Parade, the Taste of Downtown, and the Iris City Beauty Pageant.<sup>4</sup>

During the visioning workshop for this plan, several participants supported the construction of a new Civic Center. The center would provide needed space for conventions and cultural events. It could also serve as a catalyst for economic development efforts.

## **6.12 Assessment of Current and Future Community Facility Needs**

The City's community facilities currently serve its residents well, but it is clear that if Griffin is to achieve its goals and vision for the future that several steps need to be taken. One of the major needs identified in this plan is the need to attract new business and residents in order to maintain a healthy tax base and a standard of living. To do this, it is very important for the city to promote and foster a strong sense of identity and place. Visitors and residents to the community should identify with the community and see it as desired place to live-work and play. From a community facilities stand point this will require maintaining a strong sense of public safety, adequate public infrastructure, a strong education system and offering abundant cultural and recreational opportunities.

One of the biggest challenges facing government officials in past years has been that of water supply. Over the past five years there have been times when water supply has been dangerously low, but with the new reservoir being constructed in Pike County, the county should have an adequate water supply for the next 50 years.

The City has been a leader in stormwater management with the creation of the state's first stormwater utility. Staying up to date with federal regulations and anticipated growth of the city will require maintaining this high level of service.

In keeping with the joint city and county vision of attracting more quality jobs and providing a mixture of housing types, appropriate infrastructure must be in place in order to accomplish this. The *Wastewater Management Master Plan: 2000-2015* outlined several recommendations in

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<sup>4</sup>Griffin Chamber of Commerce, *Griffin & Spalding County, GA*, (August, 2000).

order to expand the public sewer system into the unincorporated county. The city and county need to work together to determine the most feasible strategy to finance the system upgrades and possibly construct a new wastewater treatment plant.

In a community troubled with poverty, maintaining efficient and responsive public safety services is a necessity. The Griffin Police and Fire Departments have done an excellent job, but to maintain these high standards, resources will have to be allocated for new equipment and facilities.

City residents have indicated throughout the planning process a need for developing a greenway network. Some unique opportunities exist to possibly acquire some abandoned rail lines and convert these into greenways. The city and county need to be planning together for these greenways now so implementation can begin soon. The City also needs to allocate some resources to repairing and maintaining existing recreational facilities.

With the anticipated growth in the city and county population, another ongoing need is the improvement of education facilities. The new four-year college could play a strong role in training the local work force and attracting new jobs and industry to the community.

### **6.13 Community Facilities and Services Goals**

1. Provide a safe environment for local residents and business
2. Promote good stewardship of the region's limited water resources and provide adequate water and sewer service to support current and future needs
3. Provide and maintain quality recreational facilities and create additional passive recreation opportunities.
4. Provide efficient and responsive government services in a fiscally responsible manner.
5. Support the development of strong education system

## 6.14 Implementation Program

**Goal #1:** Provide a safe environment for local residents and business

Action Item	Responsible Party	Time Frame
Upgrade police equipment including, dispatch radio system, cameras, radar and in-car computers	City Police Dept	2005-2006
Improve Police HQ building and construct an indoor firing range	City Police Dept	2005-2006
Maintain ISO rating of 3 or better within the city	City Fire Dept	On-going
Replace aging fire engines and equipment	City Fire Dept	On-going

**Goal #2:** Promote good stewardship of the region's limited water resources and provide adequate water and sewer service to support current and future needs

Action Item	Responsible Party	Time Frame
Work with the Spalding County Water Authority on updating the Water Supply Study and the Wastewater Management Master Plan to be consistent with the new city and county land use plans	Spalding County Water Authority, City Public Works and Utilities Dept. and the City Manager's Office	2005-2006
Promote water conservation measures	City Public Works and Utilities Dept	On-going
Complete construction on Still Branch Reservoir and distribution system to the city	City Public Works and Utilities Dept	2004-2006
Map the existing water and sewer system in GIS	City Public Works and Utilities Dept	2004
Complete Emergency Response Plan (Homeland Security Requirement)	City Public Works and Utilities Dept	2004
Replace damaged and faulty water meters	City Public Works and Utilities Dept	On-going
Install Automatic meter reading system	City Public Works and Utilities Dept	2005-2006

Construct Dewatering sludge facility	City Public Works and Utilities Dept	2004
Install new sewer lines along Ison branch	City Public Works and Utilities Dept	2004
Conduct sewer flow analysis study of entire system	City Public Works and Utilities Dept	2004
Rehab Water/Wastewater/Stormwater Lab	City Public Works and Utilities Dept	2004
Implement Phase II NPDS Program	City Stormwater Div	2004
Monitor stream quality – USGS Monitoring	City Stormwater Div	On-going
Update Stormwater Management Plan	City Stormwater Div	2004
Update watershed assessment study	City Stormwater Div	On-going

**Goal #3:** Provide and maintain quality recreational facilities and create additional passive recreation opportunities.

<b>Action Item</b>	<b>Responsible Party</b>	<b>Time Frame</b>
Work with the County to develop a countywide Greenways Master Plan	City Public Works Department.	2004-2005
Close or replace the City Pool	City Public Works Department.	2005-2006
Repair the City golf course’s irrigation system	City Public Works Department.	2005-2006
Expand the City Cemetery	City Public Works Department.	Ongoing
Explore the possibilities of reusing vacant schools for public services and amenities	City Public Works Department and School Board	On-going

**Goal #4:** Provide efficient and responsive government services in a fiscally responsible manner.

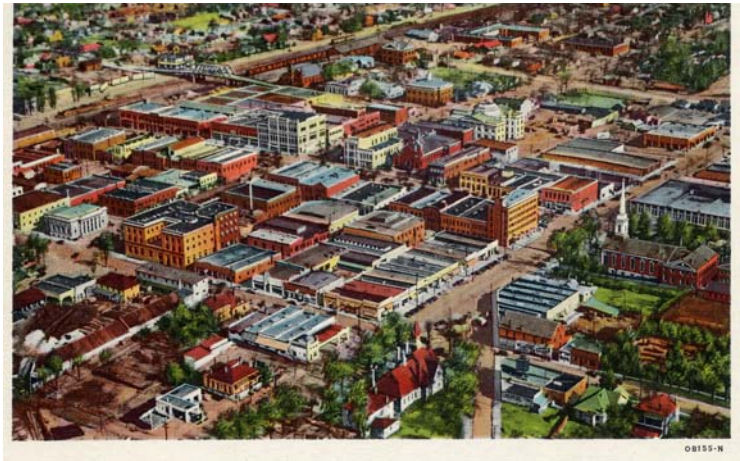
<b>Action Item</b>	<b>Responsible Party</b>	<b>Time Frame</b>
Conduct an Infrastructure Master Plan to address the issues of maintaining aging infrastructure and study the cost/benefits of consolidation of government facilities	Public Works and Utilities Dept	2005-2006
Cooperative City-County agreements – Identify more opportunities for joint service and funding agreements between Spalding County and Griffin that will spread the cost and improve the efficiencies of public facilities and services such as garbage collection, parks and recreation, libraries, emergency services, and other facilities and services that are now funded and provided separately.	Public Works and Utilities Dept	On-going

**Goal #5:** Support the development of strong education system

<b>Action Item</b>	<b>Responsible Party</b>	<b>Time Frame</b>
Actively support the development of a 4-year college of the University of Georgia System	City Commission	On-going
Coordinate city land use policy and school planning decisions through open communication and regular reporting of development activity	City Planning & Development Dept.	On-going



# CHAPTER 7 LAND USE



# LAND USE

## 7.1 Introduction

In many ways, the Future Land Use Plan presented in this chapter is a central component of the Comprehensive Plan. It is an extension of the general goals and policies of the community. Future land use decisions are a reflection of previous decisions and the physical capabilities of the land to support development.

Before determining future land use development patterns, an inventory of the physical conditions and development trends existing in the City was prepared. This inventory established a basis for determining the capability and feasibility of land to support development. Manmade facilities such as the local road system and the location and capacity of public water and sewer systems were also surveyed. Population, housing, and employment forecasts played a key role in the Plan's development. The goals and policies established for each planning element also assist in shaping the Future Land Use Plan.

The Future Land Use Plan shows proposed land use patterns for the City of Griffin. The boundaries and acreages are estimates of potential land development types. It is important to understand that the land use maps are not zoning maps. Land use maps are only one factor used in evaluating specific rezoning applications and one should therefore not assume that a particular parcel of land will be automatically rezoned based on future land use classifications.

There are many mechanisms available to implement a land use plan. An absence of regulations or inconsistent enforcement of regulations invites uncontrolled or undesirable growth. Therefore, in order to implement the plan's policies, the City should consider adopting new ordinances or amending existing ordinances that further the goals of this plan. Successful implementation also requires a commitment to impartially review land use decisions and consistently enforce the ordinances. Regulations including zoning, subdivision regulations, sign, and tree ordinances are the most common methods of implementing future land use plans. Targeting infrastructure investments where growth and economic development are desired is also an effective mechanism.

Data included in chapter will aid the City Commission in rezoning cases and guide development of the City. The plan is a vision for the City of Griffin's future based on existing land use data, natural features, infrastructure plans and growth projections, and the community's goals for the long-term pattern of growth.

One of the tools that effectively conveyed the community's goals for future land use in the City was the Community Visioning Workshop held in January 2003. During the discussions participants felt Griffin's land use strengths were its small town charm, the downtown area, and the many stable residential neighborhoods and parks. Opportunities and weaknesses cited during the workshop included the aesthetics of many commercial areas, the need for infill and redevelopment of the target areas, substandard housing, the need to protect greenspace, and

finally, the importance of land use coordination with Spalding County and the school board. The results from these group discussions are included throughout this chapter.

## 7.2 Inventory of Existing Conditions

The following section provides an inventory and assessment of existing land use in the City of Griffin. The existing land use data is based on the 2000 existing land use map, updated via a windshield survey and stakeholder review. In conducting preparing the Existing Land Use Map, the following categories were used to describe the current use of each parcel of land in 2003:

Vacant/Undeveloped: includes land not developed for a specific use or land that was developed for a particular use but that has been abandoned. This category includes woodlands or pastureland, undeveloped portions of residential subdivisions and industrial parks, and abandoned parcels with deteriorating or dilapidated structures.

Single Family: a residential dwelling unit designed for one family.

Duplex: any residential dwelling containing two housing units.

Multi-Family: any residential unit containing three or more dwelling units.

Commercial: includes all property where business and trade are conducted. Commercial uses may be located as a single use in one building or grouped together in a shopping center or retail district.

Office: includes property that accommodates business concerns that do not provide a product directly to customers on the premises, or do not, as a primary activity, involve the manufacture, storage or distribution of products. This category includes small single-occupant structures for doctors and/or accountants, as well as large office parks with a variety of tenants in multi-story buildings.

Light Industry: includes property used for warehousing, distribution, trucking and manufacturing.

Heavy Industry: includes property used for manufacturing uses that convert raw materials to finished products, the storage of large quantities of bulk materials, natural resource extraction and any other process that could produce high levels of noise, dust, smoke, odors or other emissions.

Public/Institutional: includes a local government's community facilities, general government, and institutional land uses. Examples of land uses in this category include schools, general government administrative facilities (e.g., city hall, county courthouse, etc.), landfills, health facilities, churches, libraries, police and fire stations, and similar uses.

Transportation/Communications/Utilities (TCU): includes such uses as power generation plants, sewage and water treatment facilities, railroad facilities, radio towers, public transit stations, telephone switching stations, airports, port facilities, or similar uses.

Parks/Recreation/Conservation (PRC): for those areas of a community that have been developed or are proposed to be developed for park or recreation use or are designated as open space.

Agriculture: all land used for agricultural purposes, such as cropland, livestock production, pasture and commercial timber.

The minimum standard also requires that all forestry land be inventoried as part of this existing land use map, no forestry land was found, however, in the City. The Existing Land Use Map is displayed on a 34"x 40" wall map that is available from the Griffin Planning & Development Department. A reduced 11"x 17" version of the map can be found in **Appendix B**.

**Figure 7-1** compiles the existing break down of land uses within the City of Griffin. Residential properties are dispersed throughout the City of Griffin, with single-family representing the most predominant use. Single-family land accounts for 32% of the total area. Field surveys revealed large lot developments in the northwest and southeast sections of the city. The next largest land use classification is vacant/undeveloped land. This use accounted for 19% of the total area and is located along the City's fringes. Approximately 1,712 acres of land within Griffin is undeveloped. Transportation/communication/utilities (TCU) includes land used for the roadway network, airport, water and sewer facilities, power stations and substations and radio and television stations. Land use designated as TCU also accounted for 15% of the total land area, encompassing approximately 1,337 acres. This large percentage is mainly due to the roadway network and airport. Public/institutional land in Griffin accounts for 10% of the total area, while commercial activities account for 7%. Industry, within the City, combines for a total of 6% of the total area, with light industry utilizing 5%. Parks make up 6% of the total area in Griffin. Multi-family, duplex, and office uses are the remaining classifications, each with 3% or less of the total land area.

**Figure 7-1  
Existing Land Use  
Griffin**

Land Use Category	Acres	Sq Miles	Percent
Single Family Residential	2,830	4.4	32%
Duplexes	101	0.2	1%
Multi-Family Residential	279	0.4	3%
Commercial	640	1.0	7%
Office Professional	72	0.1	1%
Public, Institutional	846	1.3	10%
Industrial, Light	439	0.7	5%
Industrial, Heavy	103	0.2	1%
Transportation, Communication, Utilities	1,360	2.1	15%
Parks, Recreation, Conservation	501	0.8	6%
Agriculture	5	0.0	0%
Vacant, Undeveloped	1,712	2.7	19%
<b>Total</b>	<b>8,887</b>	<b>13.9</b>	<b>100%</b>

*Source: Jordan, Jones and Goulding*

Vacant and undeveloped land accounts for 1,712 acres of the total land area in Griffin. However, a portion of this land is difficult to develop or not able to be developed due to the presence of floodplains or wetlands. Floodplains and wetlands account for 420 acres of the total area inside the City of Griffin. This type of environmental constraint is present in large tracts of vacant/undeveloped land that exist in each quadrant of the City.

Field observations revealed substandard housing throughout the north Griffin neighborhoods as well as some areas to the south and southwest of downtown. Abandoned and dilapidated homes, along with occupied homes that had serious structural problems, were found throughout each neighborhood and not confined to one certain area. The conditions were inventoried in a 2001 study; additional detail is included within the **Housing** chapter. The only neighborhood areas exempt from these conditions were the newer developments and established neighborhoods in the southeastern portion of the City.

A portion of the older housing stock within the City is being transformed into office uses. This is particularly noticeable around the hospital located on South 8<sup>th</sup> Street. Across from and south of the hospital are numerous medical offices and private practices that are using existing residential structures.

Downtown Griffin continues to change its composition of uses and encourages a 20% residential, 20% professional office use, 20% entertainment use, 20% retail use, and a 20% governmental use. Spurred on by the Downtown Development Authority's leadership, the central business district has attracted many new loft residences. The predominant use of the buildings, however, remains public/institutional and financial services. There are still a number of restaurants and

retail establishments as well. Ongoing needs within the district include older storefronts that are vacant or in need of repair, balancing parking convenience and aesthetics, and landscaping and greenery.

## 7.3 Existing Land Use Assessment

The purpose of this assessment is to identify opportunities, problems, issues or trends that Griffin should address in developing the future land use plan. The assessment will consist of analyzing the information gathered from the existing land use inventory along with information assembled in other planning elements.

### 7.3.1 Historical Factors

The current development pattern of Griffin can be largely attributed to the mill industry, their associated mill houses and two major railroads that ran through the City. Early twentieth century residential development occurred mostly to the north and northwest of the Central Business District. The houses were laid out in a grid pattern and set close to the street in a pedestrian friendly manner. The larger, historic homes that remain in Griffin were built to the south and southwest of the Central Business District. The major thoroughfares in early twentieth century Griffin were Taylor, Solomon and Hill Streets. Taylor Street was transformed into the City's commercial area and today it passes through the center of the Central Business District. The **Natural and Cultural Resources** chapter of this plan provides a more detailed developmental history of Griffin.

### 7.3.2 Land Use Patterns and Infrastructure

Transportation has had a tremendous impact on the patterns of development in Griffin. Highway corridors such as US 19/41, along with State Routes 7, 16, and 155 have helped to establish a strip pattern of development within the City. These corridors have encouraged the development of new industry and warehousing by offering easy access to relatively inexpensive land. Most of the city's industrial developments are located along the existing rail lines, which are used for freight only. This type of development has increased the dependence on automobiles, which can harm air quality. As mentioned in the **Community Facilities** chapter, residents of Griffin have the opportunity to become proactive leaders in determining the future for their City.

In keeping with the desires of both the federal and local governments, residents of Griffin desire the development of a community that is pedestrian and bicycle friendly as a means of addressing air quality problems as well as promoting a higher quality of life. The City supports the addition of a commuter rail station and the addition of transit, pedestrian and alternate transportation modes of travel. Improvements consistent with this desire include walkable streets, minimal truck traffic, low vehicle speeds, and "neighborhood scale" designs. The City supports the development of one or more truck bypass routes to alleviate downtown truck traffic. Land use and access along these routes should be closely controlled to discourage additional strip commercial development.

Whereas transportation networks influence the location of development, the availability of sewer in determines the density of certain developments, and to some extent, the location as well. High-density developments such as apartments, manufacturing or multi-story facilities require the availability of sewer; whereas, low-density developments can be supported by septic tanks that require relatively large drainage fields. Currently, sewer serves 97% of the City's population and the remainder is served by septic tanks or private systems.

There are three wastewater treatment facilities that serve the City. They are located on Shoal Creek, Potato Creek and Cabin Creek. The 2000 *Griffin-Spalding Wastewater Master Plan* determined that all three facilities will require upgrades in the future to accommodate growth.

### 7.3.3 Transitional Areas

As identified earlier in this chapter, there are a number of substandard housing units throughout the north Griffin neighborhoods as well as some areas to the south and southwest of downtown. Solutions to this problem involve addressing social needs and improving and enforcing development regulations, such as the development of a property maintenance code. However, some of the solutions involve land use decisions and financial assistance coordinated with infrastructure, housing policy and economic development, particularly when growth pressures call for the redevelopment of blighted areas or the construction of infill development. Several "target areas" are identified in **Figure 7-5** and are discussed near the end of this element.

### 7.3.4 Market Forces and Local Development Policies

Market forces and local development policies significantly influence the pattern of development. A widely held belief by the general public is that the separation of land uses and "cul-de-sac development" are good for property values and standard of living. Land use controls have historically been used to assure that new construction is safe and of good quality. Unfortunately, the policy of segregating land uses also has negative impacts including increased car travel and traffic congestion, poorer air quality, fewer opportunities for walking or bicycling, and increased land consumption.

The future growth of Griffin is going to be influenced by numerous market forces. For instance, provisions will have to be made for the aging population in Griffin, the proposed commuter rail station and the expanding Atlanta region. The aging population in Griffin will require additional services housing options, and access to health care. The proposed commuter rail station in Griffin will require additional pedestrian amenities and ways to get to and from the station, and promote mixed-use development. And finally, the expanding Atlanta region will force Griffin to focus on regional problems such as air and water quality and transportation.

### 7.3.5 Environmental Issues

The following section identifies those issues discussed in the **Natural and Cultural Resources** chapter that need to be addressed when considering land use.

## **Water Resources**

The City's supply of clean water is a limited resource, which requires strong land use controls to guarantee it for future generations. Griffin currently obtains its water from two sources within Spalding County. One is from an intake on the Flint River and the other is from the Head's Creek Reservoir. Protection of these watersheds is provided through Spalding County's Unified Zoning Ordinance through the S-2 Sensitive Lands overlay district. In general, development restrictions in this district include no sewage treatment facilities or industries, which deal with toxic products. Additionally, no new industrial and commercial uses are permitted within 1,000 feet of an existing or proposed reservoir, and all uses are governed by minimum lot requirements and setbacks near this 1,000-foot line. Griffin is constructing a new regional reservoir in the Still Branch in Pike County. The new reservoir will supply ample water to meet the City's demand for decades to come.

## **Wetlands**

According to the Department of Natural Resource's *National Wetland Inventory*, wetlands exist in the southeastern and extreme western portions of Griffin. These wetland areas should not be subject to alteration or degradation. Protection for these areas is provided by the State of Georgia through "Criteria for Wetlands Protection," which describes for local governments minimal considerations for wetlands protection in the land use planning process with regards to wetlands identified in the Department of Natural Resources freshwater wetlands database.

## **Floodplains**

According to the Federal Emergency Management Agency, floodplains are located in several locations within the City. These areas are managed by Griffin's recently adopted Floodplain Management Ordinance, which emphasizes protection of human property.

### 7.3.6 Evaluation of Infill Versus Expansion

With additional growth in the City there will be changes in land use. The City can either develop "greenfield" or vacant tracts of land located far away from the center of the City or can redevelop existing areas. For the public sector, "greenfield" sites are often expensive with needed utility expansions and roadway improvements. The other option is to redevelop and infill existing developed areas. This option utilizes existing buildings and infrastructure and preserves open space at the urban fringe.

To better manage land consumption while encouraging continued quality growth and development, land should be used and protected as a non-renewable, natural resource. The City of Griffin has numerous opportunities for infill and redevelopment. This Future Land Use Plan encourages mixed-use redevelopment of corridors where public services are currently available. Residential and commercial development will be limited in scale, in order to preserve environmentally sensitive areas. Activity centers and environmentally sensitive areas were used to shape the future development pattern of Griffin.

Citizens have assisted the study team in identifying "target areas" for redevelopment and infill. The target areas are mapped in **Figure B-3 in the Appendix**. All of these areas possess a



character that can be maintained and enhanced through planned growth and the enactment of appropriate land use controls. The future land use chapter provides a more detailed description of these areas and the potential land uses in and around each.

## 7.4 Projection of Future Land Use Needs

As growth occurs in the City of Griffin, various land use needs will be in competition for suitable land for development. The economics of land development is a motivating factor in how land is used; therefore, lower intensity uses will be sacrificed in order to utilize land to its highest and best use. Based on the existing land use inventory, population projections, input received from the public at forums held within the City and discussions with the local government, future land use needs were projected and are summarized in **Figure 7-2**. The acreage needed for various land uses was calculated using various assumptions. Because of the efforts being made within the City of Griffin to encourage new industry, the high projection method for population will be reflected in the future land use plan. For residential, commercial, industrial and public/institutional land uses, a factor based on population projections for the City was used. It is assumed, with the exception of residential, that the current acreage of each of these land uses is adequate for the existing population needs and that the per capita needs will be the same in the future.

**Figure 7-2**  
**Land Use Forecast, Acres**  
**Griffin**

Land Use	2004	2015	2025	Buildout
Residential	3,209	3,463	3,608	4,286
Industrial	542	580	618	618
Commercial, Office	713	858	1,011	1,162
Public/Institutional	846	855	864	864
Agriculture	5	0	0	0
Transportation/ Communication/Utilities	1,360	1,360	1,360	1,365
Parks/Recreation/Conservation	501	547	592	592
Undeveloped/Vacant	1,712	1,224	834	0
<b>Total</b>	<b>8,887</b>	<b>8,887</b>	<b>8,887</b>	<b>8,887</b>
<i>Source: Jordan, Jones and Goulding</i>				

As the City's population continues to grow and as household size declines, the number of housing units required in Griffin will increase. Adding homes in the City does not mean large amounts of open space must be consumed. The alternative used in this plan maintained the current distribution of residential density in Griffin. Using the current zoning resolution, the percentages of high, medium and low density residential developments were calculated for the City of Griffin. Projected residential acreage estimates attempted to maintain the current density distribution. This allows residential growth to continue at a slower rate than the land uses based upon a per capita rate. Additional discussion of population, housing and employment projections can be found in previous elements.

Currently, residential development consumes approximately 36% of all land within Griffin. By the year 2025, the City of Griffin will require approximately 1,189 additional housing units. Applying the current distribution of residential densities allows Griffin to accommodate these units with approximately 399 additional acres.

Parks, recreation and conservation land uses already account for a large percentage of the City of Griffin land. The National Recreation and Park Association (NRPA) guidelines recommend that a park system should total 6.25 to 10.5 acres of developed open space per 1,000 residents. Based on the 2002 population estimate for the City, there are 21.6 acres per 1,000 residents, far above the national standard. The future land use plan calls for the expansion of the parks and recreation system primarily through a network of trails and greenways.

**Figure 7-2** shows the total acreage that would be required to support the high growth scenario presented in the Population chapter. Under this method, the remaining undeveloped land in 2025 would total 834 acres. In 2004, there was an estimated 1,712 acres of undeveloped land. The disadvantage to using the applied method is that land uses other than residential may also be developed at increased densities over time. This is particularly true if the City starts to experience more multi-story office or mixed-use buildings, which have a lower population/commercial acre ratio than standard office park developments.

Developing the acreage estimates for future land use in Griffin has revealed the number of acres required to accommodate growth. If the community wants to preserve land for future generations, the City must modify development regulations to encourage the preservation of open space in future developments. Densities will have to be recognized and the City may have to undertake a program of land acquisition for open space.

## 7.5 Future Land Use Plan

The future land use map provided in this chapter includes the community's vision along with an option for future development based on various environmental and zoning constraints. The map should be interpreted in a manner that is consistent with the intent of the policies and goals outlined in this plan.

The City's Future Land Use Plan portrays the City's projected land use patterns anticipated to occur over the next 20 years. The Land Use Plan is a large 34"x 40" wall map. **Figure B-2 in Appendix B** displays a reduced version of the map. Each of the land use categories shown on the map are described in section **7.6 Land Use Plan Categories**.

The total acreage figures for each land use category on the City's future land use map are provided in **Figure 7-3**. These acreage estimates are based on a 2025 projected population of 27,379.

**Figure 7-3  
Future Land Use  
Griffin**

<b>Land Use Category</b>	<b>Acres</b>	<b>Sq Miles</b>	<b>Percent</b>
Low Density Residential	2,732	4.3	31%
Transportation, Communication, Utilities	1,365	2.1	15%
Medium Density Residential	1,175	1.8	13%
Public/Institutional	864	1.3	10%
Industrial	618	1.0	7%
Parks, Recreation, Conservation	592	0.9	7%
Regional Commercial	422	0.7	5%
High Density Residential	378	0.6	4%
Neighborhood Commercial	275	0.4	3%
Office Professional	197	0.3	2%
Downtown Hub	124	0.2	1%
Mixed Use	97	0.2	1%
Office Transitional	47	0.1	1%
<b>Total</b>	<b>8,887</b>	<b>13.9</b>	<b>100%</b>
<i>Source: Jordan, Jones and Goulding</i>			

The largest land use category projected for the future in Griffin is residential. A revised zoning map for the City of Griffin will need to be prepared in order to ensure balanced and compatible housing growth. Higher density housing should be placed near the appropriate sewer lines and could also be used as a transitional zoning to reduce incompatible land uses. Low-density residential properties should be located near less intense uses such as agriculture or environmentally constrained areas of the City.

Based on population projections, it is expected that residential land use will increase by approximately 4% by the year 2024. This increase seems small compared to the additional 3,386 housing units that will need to be added to the housing stock in Griffin. However, future residential land use should allow reduced lot sizes in exchange for the preservation of open space. The areas identified in the City as not suitable for residential land includes the properties along Arthur K. Bolton Parkway, Experiment Street and U.S. 19/41. These roadway corridors need to be preserved for other uses such as commercial, industrial and public/institutional.

Industrial developments within Griffin are located mostly in the east and southwest portions of the city. These areas were identified in the Spalding County Comprehensive Plan and are already served with the needed infrastructure. In particular, the area along SR 16 and Arthur K. Bolton Parkway was identified due to the planned widening of the roadway from two to four lanes and the access to I-75. South of the City along U.S. 19/41, industrial developments are supported with the appropriate water and sewer lines as well as with railroad access.

Commercial activity is currently concentrated within the Central Business District (CBD), and along Solomon Street, Martin Luther King Jr. Parkway, Meriwether Street and U.S. 19/41. These corridors are currently and will continue to be the most heavily traveled routes in the City. As a result, they will continue to be the most feasible locations for commercial growth in the City. As stated previously in the Target Areas section of this chapter, it is important to guard against unwanted visual impacts such as a clutter of signs and billboards, large expanses of asphalt parking lots and vacant storefronts. Regulations such as sign controls, landscaping requirements and the placement of structures closer to the roadway can provide for more sustainable and aesthetically pleasing commercial land uses.

As defined in the Existing Land Use Inventory, public/institutional land is used for a local government's community facilities, general government buildings and institutional uses. The future acreage estimates for this land use category are large due to Griffin's role as the county seat. Numerous government buildings and schools are located throughout the City along with the Spalding Regional Hospital and the large land holdings of the Georgia Station. This classification increased to maintain its per capita rate.

Agricultural land in Griffin will face increased development pressures from residential land as growth occurs in the City. As shown on **Figure 7-3**, agricultural land is expected to decrease in the City over the next 20 years. Transportation/Communication/Utility land use will increase at a slower rate than other land uses due to the fact that existing facilities can service increased densities.

The parks/recreation/conservation land use category is projected to increase in order to maintain the City's core system of park lands. The study team, with the help of citizens, has identified a specific stream corridor that would serve as the spine of a future greenway. Additionally the group identified a potential linear park connecting Fairmont Park to Dundee Mill Park. This park could help to improve property values and become the centerpiece for a mixture of old and new houses facing the park. Since the park would be near the edge of the city limits, some participants mentioned the possibility of annexing adjacent property to control the zoning and make sure that the city captured the value added to the property surrounding the park. Future greenways and trails are identified in the **Transportation** chapter

## **7.6 Future Land Use Categories**

### **7.6.1 Single-Family Residential**

This land use category includes single-family residences developed on separate lots, often in subdivisions, primarily owner occupied. This land use category is the predominant residential category in Griffin and includes various densities of single-family residences between one to three units per acre. New development in these areas will primarily be infill development, consisting of housing, churches, and parks. Infill development in these areas should preserve the character of the existing neighborhood by requiring appropriate architectural and landscape guidelines. Also, infill development should be consistent with the character of the community and surrounding

densities. The city should discourage encroachment into these areas from incompatible land uses that detract from the neighborhood environment.

### **7.6.2 Medium-Density Residential**

This land use category includes single-family, renter occupied and owner occupied, churches and parks. The density used for this category is no more than eight (8) units per acre. Appropriate open space, buffering, landscaping, pedestrian access and recreation facilities should be provided as suitable.

### **7.6.3 High-Density Residential**

This land use category is characterized by the presence of apartments, condominiums, townhouses other attached multi-family units, either renter occupied or owner occupied. Often, this category includes multi-story structures. The density used for this category is greater than eight units per acre. Like the medium density residential category, these units are usually located near employment or commercial nodes. It is essential that these developments include proper buffering between adjacent land uses. Additionally, open space, landscaping, pedestrian access and recreation facilities should be provided for high density residential units. High density residential developments tend to serve as transitional areas between medium to low density residential uses and commercial, office, or downtown areas.

### **7.6.4 Downtown Hub**

The Downtown Hub land use category includes 20% residential, 20% commercial, 20% entertainment, 20% government, and 20% professional office. Specifically, the types of uses that are desirable in this area would be restaurants, specialty retail, hotels, apartments, governmental offices, low-intensity offices (e.g. accountant or real estate office) and appropriate parking. One of the important features of the Downtown Hub is transportation. This mixed-use activity center should be complemented with walking, biking and transit opportunities to provide alternative modes of transportation. These different options will complement the proposed commuter rail station in Griffin. Also, any roadway improvements that are considered for the Downtown Hub should carefully consider the scale of this area. For example, widening a roadway from two to four lanes would very negatively impact the pedestrian scale of the Downtown Hub. Another important component of this area is residential development. Developing loft apartments above commercial uses provides for a more vibrant 24-hour district.

### **7.6.5 Mixed Use**

This category allows a combination of residential, office, retail, and parks and open space. Vertically mixed use buildings are encouraged such as housing or offices above ground-floor retail space. Pedestrian circulation within the development should be promoted including sidewalks, street trees, and pedestrian amenities. In exchange for the higher densities allowed by the mixed use areas, developments must meet high design, architectural, and amenity standards.

### **7.6.6 Neighborhood Business**

This category includes a limited range of retail and service activities. Limitations should apply to both size and character of individual establishments. The basic character of this category is one that encourages and assures a compatible mixture of residential, office and specialty retail types of land uses. The physical character and design of proposed new structures should be compatible with existing establishments. Businesses in this land use category should be designed to encourage the development of neighborhood scale shopping that offers both goods and products at retail and the furnishing of selected services.

### **7.6.7 Regional Commercial**

This category includes all retail and commercial service activities that serve a regional market such as shopping centers, car dealerships, entertainment facilities, hotels and restaurants. These establishments should be located on appropriate transportation corridors to easily serve a regional market. Visual impacts of these type developments should be minimized by requiring buffers, landscaping, fencing and architectural controls. Many of these regional facilities are currently and will continue to be located along the US 19/41 corridor. The recommendations previously discussed for the US 19/41 target area should apply to all developments included in the Regional Commercial category.

### **7.6.8 Office Professional**

The Office Professional category includes businesses that do not provide a product directly to customers on the premises, or do not, as a primary activity, involve the manufacture, storage, or distribution of products. This category includes small single occupant structures for doctors and accountants, as well as larger offices with multiple tenants. These areas should provide employment opportunities in close proximity to commercial areas while providing a transition between the more intense commercial areas and residential neighborhoods.

### **7.6.9 Office Transition**

This land use category can be found along West Solomon and West Poplar Streets. Two goals for this category are to: 1) allow greater flexibility of use for older existing structures and 2) encourage infill development whose design is compatible within the district. Compatibility standards should be considered for this area. Special procedures for the review of building design and uses should be established in order to maintain the character of the area. As discussed in the West Solomon Street and West Poplar Street target area section, the homes in this area should be adaptively reused and new buildings should be built close to the street. The City should promote the stability of the surrounding residential neighborhoods. Commercial uses should have shared parking, shared driveways, appropriate landscaping, sidewalks and sign controls.

### 7.6.10 Public /Institutional

These are areas housing local government's community facilities, general government, and institutional land uses. Examples include schools, city halls, county courthouses, landfills, health facilities, churches, libraries and police and fire stations.

### 7.6.11 Industrial

The purpose of this category is to provide for areas where industry and warehouse uses can be located. Primary uses in this category include manufacturing, warehousing, wholesale/distribution and assembly. Uses in this category may cause land use conflicts with neighboring uses due to noise, fumes, vibration, and other forms of pollution.

## 7.7 Target Areas

During the public involvement efforts for this plan, citizens identified target areas for redevelopment, infill and mixed-use opportunities. These target areas are illustrated in **Figure B-3 in Appendix B** and include:

- **North Hill Street Area:** The mostly residential district north of the central business district bisected by North Hill Street.
- **Commuter Rail Station Area:** The area north of the commuter rail station that will experience changes in land use with the development of the rail station.
- **Alternative Commuter Rail Station Area/Thomaston Mill Area:** The area west of the proposed commuter rail station that is slated for redevelopment and also is being considered as a site for the commuter rail station.
- **Central Business District (CBD):** The historic downtown commercial center and its immediate environs.
- **Medical Center:** A transitioning area with Griffin Regional Hospital at its center.
- **Commercial Redevelopment Areas:** Two abandoned strip malls with redevelopment potential.
- **Meriwether Street Redevelopment Area:** A residential area in need of housing assistance.
- **Airport:** A City asset whose future is uncertain, but whose future affects surrounding land uses.
- **Corridors:** Four critical corridors within the City in need of individual study and policy action.

The following sections provide a discussion on each of these areas, their issues and potential land use changes and policies that could be targeted in each area.

#### 7.7.1 North Hill Street Area

Immediately north of the City's CBD is a large, predominantly residential, area bisected by North Hill Street. This area could serve as a logical northern extension of the downtown area.

Citizens expressed a concern that the railroad tracks that enter the City from the northwest and parallel Broad Street, serve as a barrier between downtown and this older residential area of Griffin. Citizens felt like this neighborhood should be “brought in” or “connected” to the CBD. The concept discussed for this area would be the installation of greenways along some of the neighborhood’s grid patterned streets and the construction of pocket parks. Also, infill housing should be encouraged here due its proximity to downtown and existing infrastructure. This residential infill could also serve people who will want to live near the proposed commuter rail station.

Several non-profit organizations, such as Habitat for Humanity, and local churches can be enlisted to provide the resources to help improve homes and even construct new homes in this area. Another concept that could begin changing the image of the North Hill Street area is to have a local church or community group sponsor a neighborhood clean up to remove trash and clean vacant lots. Also, local businesses could sponsor a “Yard of the Month” contest with prizes to foster pride in the aesthetics of the neighborhood.

The City needs to devote considerable attention to the appropriate means of revitalizing the North Hill Street community. The neighborhood contains a mixture of strengths that are assets for revitalization and weaknesses that threaten it. Strengths and assets include:

- Churches and other community institutions,
- Historic landmarks,
- Grid pattern of streets that provides connectivity,
- Mature trees and landscaping, and
- Sense of history in many of the older homes.

These elements are missing in many contemporary residential developments, and should be restored and preserved in future redevelopment activities. Weaknesses and threats within the area include:

- Unsound and unsafe structures, including those with fire code violations and structural failure of foundation, roof, floors, or load-bearing walls,
- Chronic flooding and drainage problems that undermine public and private property values,
- Intersections and driveways that are safety problems because of their location or design, and
- Uses that chronically support criminal activity by their location and design.

Strong measures are justified to remove these weak elements and threats in order to preserve the health and safety of the neighborhood as a whole.

Two important recent activities have taken place within the district. In 2001, a complete housing inventory was completed, which documented housing conditions. The inventory will assist the City in obtaining outside financial assistance for housing-related initiative within the area.

The revitalization process should begin with a participatory process of meetings involving



property owners and residents, businesses, realtors and community institutions. The City's role should be to initiate the public dialogue to establish a vision for the revitalization that capitalizes on the assets in the neighborhood. In addition to the completed inventory of the housing conditions, the City should undertake a street-by street inventory of infrastructure. This inventory should include a review of city records of traffic accidents, drainage complaints, code enforcement calls, tax foreclosures and police crime reports. The information should be presented to the neighborhood residents and property owners.

Actions by the City should follow a multi-faceted approach to these problems in a phased redevelopment plan that:

- Includes a full inventory of housing conditions and carrying out a triage of buildings to preserve, rehabilitate, and condemn,
- Builds on the neighborhood's assets,
- Creates a community-based organization to facilitate the on-going revitalization process,
- Identifies a community center that will provide needed services and a sense of neighborhood pride,
- Plans street, drainage and streetscape improvements using city funds supplemented by Community Development Block Grants and private funds where possible,
- Arranges for revolving loans and grants to rehabilitate structurally sound residences,
- Identifies City services that need to be improved for the safety and benefit of current and future residents, and
- Creates design standards and changes to city codes that will facilitate revitalization that is sensitive to the unique characteristics of the neighborhood.

The physical design of this plan should encourage residential infill development on vacant lots that is sympathetic to the historic character of the existing homes. When one or more houses are condemned and demolished, the city should advertise the availability of the lots and provide incentives so that the vacant lots are redeveloped. Sometimes it may be appropriate to re-plat or combine lots to provide a market-based mixture of lot sizes, house size, densities and incomes. However, redeveloped lots must be governed by design standards that ensure compatibility with the historic architecture and scale of the neighborhood.

### 7.7.2 Commuter Rail Station Area

The commuter rail station will be a key driver of land use change within the CBD and in the commuter rail station area. Leveraging this major public investment to revitalize the neighborhood immediately to the north is critical. The City should work now to get appropriate zoning, aesthetic, and design standards in place to ensure and promote high quality development in this area.

The new station will create a demand for housing and services within walking distance. Redeveloping the area around the station into a viable mixed-use community will provide housing, neighborhood commercial services, retail and restaurants for commuters using the trains. Improving sidewalks, street trees, and streetlights in the area will help spur redevelopment, especially along North Hill Street. The old Northside Elementary School could

also be redeveloped into a private mixed-use development including neighborhood retail and professional office space.

### 7.7.3 Alternative Commuter Rail Station Area/Thomaston Mill Area

The Thomaston Mill area is located to the northwest of Griffin's CBD and just to the west of the proposed site for the commuter rail station. This area is also being considered as an alternative site for the commuter rail station. Regardless of the location of the commuter rail station, Thomaston Mill has been identified as a good site for redevelopment. There has been interest in converting the site into loft apartments with amenities such as a pool and tennis courts. Much like the proposed location for the commuter rail station, the City should work now to get appropriate zoning, aesthetic, and design standards in place to ensure and promote high quality development in this area.

The future land use plan calls for the site to be mixed use development generally surrounded by medium density residential development to the north and office development to the south. If this area does become home to the commuter rail station then the future land use plan should be re-evaluated to allow for additional mixed use development surrounding the station. Retail and restaurants for commuters and residents should be located at street level with residences and offices located above. Higher density development should also be allowed around the station, with an average density of approximately 18 residential units per acre. Improving sidewalks, street trees, and streetlights in the area will also be necessary to help spur redevelopment. Planning for the Thomaston Mill project should also consider, where feasible, adding additional locations for at grade pedestrian railroad crossings as well as above or below grade vehicular railroad crossings. Additionally, developers should look to reconnect the street system's grid pattern where it is disrupted by the mill. This will improve connectivity for pedestrians as well as vehicles and help weave the development into the environment.

### 7.7.4 Central Business District

The Downtown Hub is the "heart" of Griffin. This area is generally considered to be bordered by Broad Street to the north, College Street to the south, 11<sup>th</sup> Street to the west and 2<sup>nd</sup> Street to the east. The Downtown Hub is the historical center for commerce and government for both the City and Spalding County. With the recent reuse of several of the downtown buildings as retail stores, restaurants and new loft apartments above these commercial uses, downtown Griffin is being re-energized. In addition, with the construction of the proposed commuter rail station in Griffin, the Downtown Hub will likely see unprecedented changes in the near future. Citizens have expressed an interest to reuse some of the existing downtown buildings in a manner that would promote downtown economic development. One of the keys to promoting economic development downtown is providing places for people to live in the Downtown Hub. The emerging downtown residential market is a sign that Griffin's Central Business District is revitalizing.

One of the issues citizens discussed in relation to the Downtown Hub included the implementation of design standards. These can both protect and promote the assets of the downtown area. Another important issue that has been raised is the need for improved

circulation throughout the Downtown Hub. One of the concepts citizens favored was the establishment of greenways in the City that would provide an alternative mode of transportation and be an aesthetic amenity. Additionally, these greenways could be further enhanced with the creation of pocket parks in and around the downtown area.

The Downtown Hub in Griffin will continue to support a diverse array of land uses. Recent changes are evident throughout downtown, and with the growing downtown residential market and the proposed commuter rail station, more far reaching changes are inevitable. Citizens have expressed a desire for a truly mixed-use activity center that is designed on a pedestrian scale. Walking, biking and transit uses should be encouraged near this activity center and future transit station. Residential growth and infill in and around the CBD would be a positive asset for the entire city.

#### 7.7.5 Medical Center Area

Spalding Regional Hospital is located south of the Griffin CBD. This regional facility is adjacent to City Park and is near some of the older neighborhoods in the city. Medical support businesses such as doctor's offices and medical suppliers surround the hospital. The neighborhoods to the north and south of the hospital include a mixture of offices, residences, and vacant lots. Some of the houses are dilapidated.

The area has a wide range of potential options for its future land use composition. One trend is clear: residences are being converted to offices. As the hospital grows this trend will likely continue. Other options, though, exist. The area provides convenient access to the amenities at the park, including an 18-hole golf course, combined with proximity to the hospital, make it ideal for retirees. This concept would ensure the area would continue to have residents living there, and could also make neighborhood commercial and services viable along South 8<sup>th</sup> Street.

#### 7.7.6 Ellis Crossing and Oxford Village Commercial Redevelopment Areas

This target area includes two mostly abandoned strip malls: Ellis Crossing, former home of Wal-Mart, and Oxford Village just south of Oakhill Cemetery on Highway 16. The Future Land Use Plan categorizes both of these areas for mixed-use redevelopment. There is a growing national trend for redeveloping abandoned malls similar to these into mixed-use villages. The redevelopment typically includes a mixture of retail, office space, and government facilities.

Griffin can facilitate the redevelopment of these sites in several ways. Creating the zoning and development ordinances necessary to allow this type of development is a critical first step. The City can also offer short-term property tax incentives. Both of the sites can be tied to the prospective greenway system and developing the system in conjunction or in advance of the redevelopment will help promote the projects. As an alternative option, the City could acquire either of the sites and solicit bids for the site's redevelopment in exchange for below-market land.

7.7.7 Meriwether Street Redevelopment Area

This target area includes two adjacent neighborhoods divided by Meriwether Street southwest of downtown. Both neighborhoods are in need of housing assistance and could benefit from a City program to boost homeownership. Rental rates within both of these neighborhoods approach 100%. Both areas are residential at this time and reflected as such in the Future Land Use Plan, but the City should target housing and social assistance within the community.

7.7.8 Airport

The Griffin-Spalding County Airport has presented one of the City’s most contentious issues in recent years. The debate centers over whether to upgrade the airport to both make it safer and accommodate corporate jets, which demand lengthening the runway. Economic development entities believe accommodating corporate jets is essential to attracting major employers. Several options exist: keep the airport as is, improve the airport and extend the runway or join forces with Butts County to develop a new regional airport.

Each option presents a unique set of land use impacts for the site and surrounding community. If the airport is kept in its present location or improved, the City should seek to protect existing and future residents from noise pollution. If the airport is relocated outside of the city limits, the City can solicit redevelopment bids for the site or use it as a new industrial park.

7.7.9 West Poplar and West Solomon Street Corridors

Citizens and officials have expressed concern about West Poplar and West Solomon Streets. These streets are gradually transitioning from residential to commercial and office uses. Commercial zoning on Poplar Street is facilitating the transition. The public feels that strip commercial development is not a desirable land use for either street. The City could encourage adaptive reuse of homes and require new buildings to adhere to build-to lines to keep buildings close to the street. Commercial uses should have shared driveways, interconnected rear parking lots and landscaped front yards with sidewalks, sign controls, streetlights and landscaping. Griffin should adopt design standards for the area to ensure compatibility of new development and redevelopment along these two streets.

7.7.10 West Taylor Street

West Taylor Street is one of the principle commercial corridors within Griffin. The development that has occurred there in recent years is, according to public comments solicited for this plan, unattractive and not pedestrian friendly. The City should develop aesthetic, design, and access management standards for the street. Griffin should also improve pedestrian access along the street.

### 7.7.11 Experiment Street

Experiment Street is an important access point to the central business district and will become a vital corridor for users of commuter rail. Improvements are needed in this corridor in order to serve the commuter rail station, but the location and design of these improvements needs to be done in a manner that is sensitive to the community context. Its design should respect nearby residences and incorporate appropriate landscaping and pedestrian amenities so as to improve the connection of the North Hill Street community with the rest of the city.

### 7.7.12 US 19/41 Corridor

The final target area that was identified and discussed by citizens was the US 19/41 corridor. Citizens at the workshop would like to address the effects of strip commercial development. Residents are disappointed by the aesthetics and design of signage and billboards, large expanses of asphalt parking lots and vacant or abandoned strip malls. Some of the strategies for treating this area include sign controls, landscaping requirements for parking lots, sidewalks, street trees, and redevelopment of vacant shopping centers into mixed-use activity centers. Future development should place the storefronts closer to the street, and provide grass and landscaping in the front yards with landscaped sidewalks and pedestrian entries along the frontage. Place as much of the parking as possible in the back of the store, and provide attractive rear entries for patrons who park in the back.

Traffic congestion and safety is another concern in the US 19/41 corridor. The highway needs access management standards, and incentives for rear access and interparcel connectivity. Continuous connections behind and between each row of stores would allow motorists to move between parking lots without having to drive out into US 19/41 traffic. Intersections should be designed with crosswalks, pedestrian crossing signals, and pedestrian refuge areas in the medians.

## 7.8 Coordination with Spalding County's Comprehensive Plan

In keeping with Spalding County's vision for the future, guiding principles were derived subsequent to identifying land use objectives set forth by the County in their *2004-2024 Comprehensive Plan*. Spalding County's objectives included the following:

- Preserve Spalding County's rural character.
- Maintain Spalding County's small town feel.
- Preserve the natural environment.
- Manage growth.
- Ensure proper infrastructure is in place to accommodate new growth

Each of these planning objectives contained action items that would help ensure that specified goals were achieved for the future of Spalding County. In the preparation of the City of Griffin's Comprehensive Plan, these objectives were identified and adhered to where applicable.

Several of these goals for Spalding County include actions that would coordinate work sessions for planning staff and elected officials on land use and development issues and to provide the opportunity for citizen participation. Ongoing identification of coordination and communication mechanisms is essential.

When dealing with zoning priorities and issues, Spalding County identified the need to create consistency among jurisdictions. Consideration was given to the Future Land Use Plan in Spalding County and the current zoning map for the City of Griffin before distributing any land use classifications. This process will minimize the issue of incompatible land uses. Spalding County also desired to improve the residential development patterns within the county. This objective has been met by the City through the process of determining future growth and identifying the most suitable areas for residential development. After the adoption of this Comprehensive Plan, the City of Griffin will need to create a zoning map based on the guiding principles established in this chapter. Residential densities can be established for specific areas using this document as a guideline.

The remaining objectives presented by the County involved identifying sensitive land areas in the County and noticing areas that needed to be improved. The Georgia Minimum Local Planning Standards require that specific community elements be identified in a Comprehensive Plan and from the identification of these required elements, land use policies can be prepared that protect natural and historic resources and to promote economic development within a community. Protection of these valuable resources as well as the identification of areas that should be improved has been discussed in previous sections of this chapter.

## **7.9 Land Use Goals**

1. Improve community aesthetics within Griffin's corridors, districts, and neighborhoods.
2. Encourage infill and redevelopment within the City's target areas.
3. Continue to promote development and redevelopment of the central business district into a thriving mixed-use district.
4. Leverage the proposed commuter rail station for redevelopment around the station.
5. Preserve Griffin's small town feel and enhance community pride.
6. Develop a recreational network of greenways, trails, and parks.
7. Preserve the natural environment as land uses change and the community develops.
8. Allow greater flexibility within applicable design standards for creative site developments and infrastructure improvements.

## 7.10 Implementation Program

**Goal #1: Improve community aesthetics within Griffin’s corridors, districts and neighborhoods.**

Action Item	Responsible Party	Time Frame
<p><b>Design Standards</b> – Prepare draft architectural and design standards for historic preservation areas throughout Griffin and present to the City Commission for adoption consideration. The new standards should require development that will be in keeping with or enhance the character of the district. The new standards should require provisions for both motorized and non-motorized transportation.</p>	Griffin Planning & Development Dept.	2005-2007
<p><b>Sign Ordinance</b> – Recommend measures to the City Commission that would strengthen the existing sign ordinance by increasing the attractiveness of legal signs.</p>	Griffin Planning & Development Dept.	2004-2005
<p><b>Buffer, Landscape and Tree Ordinance</b> – Prepare a draft buffer, landscape and tree ordinance, and present to the City Commission for adoption consideration.</p>	Griffin Planning & Development Dept.	2004-2005

**Goal #2: Encourage infill and redevelopment within the City’s target areas.**

Action Item	Responsible Party	Time Frame
<p><b>Overlay zoning districts</b> - Prepare special area studies with specific zoning plan and design standards for each target area. The studies should include specific changes to existing regulations, a market assessment, detailed incentives for spurring economic development within each area, especially in regard to promoting infill and redevelopment.</p>	Griffin Planning & Development Dept.	2005-2007
<p><b>Commuter Rail</b> - Support the extension of commuter rail to Griffin.</p>	City Commission	On-going
<p><b>Revitalization Study</b> - Initiate a revitalization study for the North Hill Street and Meriwether Street target areas. In the study consider the possibility of initiating a homesteading program.</p>	Griffin Planning & Development Dept	2006-2007

<p><b>Downtown redevelopment</b> - Continue to rehabilitate downtown historic buildings for commercial, institutional and residential uses.</p> <p><b>Adaptive reuse</b> - Allow and encourage the adaptive reuse and redevelopment of abandoned buildings and vacant sites.</p> <p><b>Property Maintenance Codes</b> - Continued evaluation of housing and property maintenance codes and stringent enforcement</p> <p><b>Community Improvement Districts</b> - Encourage and support the establishment of Community Improvement Districts. Identify existing commercial areas that need special improvements to stimulate renewal, and identify local business leaders to champion the establishment of a CID, which would allow them to raise their own taxes to pay for improvements.</p>	Downtown Development Authority, Main Street Program	On-going
	Griffin Planning & Development Dept.	On-going
	Griffin Planning and Development Department	2004
	City Commission, DDA, Griffin Planning and Development Dept., Griffin-Spalding Chamber of Commerce	On going

**Goal #3: Continue to promote development and redevelopment of the central business district into a thriving mixed-use district.**

Action Item	Responsible Party	Time Frame
<b>Mixed-use development</b> - Encourage mixed-uses in the Central Business District	DDA, Historic Preservation Commission, Griffin Planning and Development Department	On going
<b>Rehabilitate downtown</b> - Continue to rehabilitate downtown historic buildings for commercial, institutional and residential uses.	Downtown Development Authority, Main Street Program	On-going



**Goal #4: Leverage the proposed commuter rail station for redevelopment around the station.**

Action Item	Responsible Party	Time Frame
<p><b>Commuter Rail Station Area Study</b> - Prepare a special area study for the area around the proposed commuter rail station with specific zoning plan and design standards. The study should include specific changes to existing regulations, a market assessment, detailed incentives for spurring economic development within the area, especially in regard to promoting infill redevelopment, and mixed-use.</p>	<p align="center">Griffin Planning &amp; Development Dept, and DDA</p>	<p align="center">2006- 200 8</p>

**Goal #5: Preserve Griffin’s small town feel and enhance community pride.**

Action Item	Responsible Party	Time Frame
<p><b>Design Standards</b> – Prepare draft architectural and design standards for each target area and historic preservation areas throughout Griffin and present to the City Commission for adoption consideration. The new standards should require development that will be in keeping with or enhance the character of the district. The new standards should require provisions for both motorized and non-motorized transportation.</p>	<p align="center">Griffin Planning &amp; Development Dept.</p>	<p align="center">2005-2007</p>
<p><b>Historic Preservation</b> - Promote and support historic preservation, downtown revitalization, performing and cultural arts, and the tourism economy.</p>	<p align="center">DDA, Historic Preservation Commission, Main Street Program</p>	<p align="center">On-going</p>
<p><b>Infill Development</b> - Allow and encourage compatible infill development in established neighborhoods</p>	<p align="center">Griffin Planning &amp; Development Dept</p>	<p align="center">On-going</p>

**Goal #6: Develop a recreational network of greenways, trails, and parks.**

Action Item	Responsible Party	Time Frame
<b>Greenway Master Plan</b> - Create a Greenway Master Plan as part of a new Recreation Master Plan. The Greenway Master Plan should include recommendations on linking the open space in conservation subdivisions together. It should also look at ways to permanently preserve wetlands and floodplains.	Griffin Public Works Dept and Spalding County Parks & Recreation Dept.	2006-2007
<b>Open space conservation</b> - Amend zoning and land development regulations to provide incentives and guidelines for conserving open space in the subdivision process and to widen minimum stream buffer widths.	City Planning & Development Dept	2005-2006
<b>Streetscape requirements</b> - Establish streetscape and sidewalk requirements for new developments.	Planning & Development Dept	2005-2006

**Goal #7: Preserve the natural environment as land uses change and the community develops.**

Action Item	Responsible Party	Time Frame
<b>Tree Preservation Ordinance</b> – Draft a tree preservation ordinance, and present to the City Commission for adoption consideration.	Griffin City Council	2004
<b>Protect water resources</b> - Continue to enforce existing regulations protecting the City’s water resources.	City Planning & Development Dept	On-going
<b>Open space conservation</b> - Amend zoning and land development regulations to provide incentives and guidelines for conserving open space in the subdivision process and to widen minimum stream buffer widths.	City Planning & Development Dept	2005-2006

**Goal #8: Allow greater flexibility within applicable design standards for creative site developments and infrastructure improvements.**

Action Item	Responsible Party	Time Frame
<p><b>Target area overlay districts</b> - In developing overlay districts for the target areas, consider adopting performance-based design and zoning standards as an option and as an incentive for encouraging redevelopment.</p>	<p>Griffin Planning &amp; Development Dept.</p>	<p>2005-2007</p>

# CHAPTER 8 INTERGOVERNMENTAL COORDINATION



# INTERGOVERNMENTAL COORDINATION

## 8.1 Introduction

The purpose of this element is to identify areas where intergovernmental cooperation could be enhanced and to facilitate coordination. A three-part planning process was undertaken in developing this element:

1. Inventory of existing conditions.
2. Assessment for future needs.
3. Articulation of a plan.

The inventory portion of this element describes the relationships that exist between the City of Griffin and other government entities, including Spalding County. This inventory also reviews the City's relationship to independent organizations that have a role to play in planning the county's future, such as the local School Board. It inventories their relationship to the City of Griffin and the Comprehensive Plan, and the current mechanisms for coordination.

The second part of this element is an assessment of current and future needs. It determines whether existing coordination mechanisms are adequate to serve the community's current and future needs, and if not, what might be done to improve the situation over the next twenty years.

The last part of this element includes an articulation of intergovernmental coordination goals. An associated implementation program to address those identified coordination needs can be found in the Implementation Plan. As this element points out, there are a wide variety of organizations besides City government that influence the future of Griffin. Only through active and meaningful coordination efforts with these many groups can the City government realize its vision for the future.

## 8.2. Existing Coordination Mechanisms

This inventory of existing conditions describes the relationships between the City of Griffin government and the following entities:

- Adjacent local governments
- School Boards
- Independent special districts
- Independent development authorities
- Constitutional officers
- Utility companies.

In particular, it focuses on the formal coordination mechanisms that are in place, such as intergovernmental agreements, special legislation, joint meetings or work groups for the purpose

of coordination. It also identifies the party(ies) or offices within the local government with primary responsibility for coordination.

### **8.2.1 Adjacent Local Governments**

Griffin is adjacent only to Spalding County. Being the largest city in Spalding County, Griffin provides a variety of public services to the residents of the unincorporated areas. Other services are jointly or cooperatively provided while others are provided by the county. And as Griffin is entirely surrounded by Spalding County, many decisions the county makes affect City residents and their quality of life.

## **Spalding County**

The Service Delivery Strategy (SDS) between the City of Griffin and Spalding County documents the coordination and delivery of services within the City. The SDS was first approved in 1999, has been amended several times since then, and must be further amended by October 2004, in accordance with section 36-70-28 of the Service Delivery Strategy Law. This section summarizes the portions of that document relative to the planning process.

### **Recreation**

Through a cooperative arrangement, the County Recreation Department maintains most of the City's recreational facilities and operates its programs. Griffin owns and operates the City Park, the public golf course, and two passive pocket parks within residential areas.

### **Airport**

The City and County jointly own the airport. The City and County share funding of capital improvements.

### **Solid Waste**

The county and City provide separate solid waste collection services due to different levels of service demands of their residents. The City provides curbside pickup of trash and yard debris while the county provides five collection stations throughout the county.

### **Planning, Zoning, Building Inspections and Code Enforcement**

Both the City and county have separate planning staffs, zoning regulations, comprehensive plans and permitting processes. Both the City and county enforce statewide minimum construction codes and currently share services provided by the County Board of Health. While the comprehensive planning process is designed to induce consideration of adjacent jurisdictions, the SDS recommends establishing a joint City-County Planning and Zoning Commission. Rezoning and land use changes along the City-County border are examined for potential land use conflicts, and large developments of regional impact (DRIs) are reviewed by the regional government – McIntosh Trail and/or the Georgia Regional Transportation Authority – to minimize impacts across political lines.

## **Tax Billing and Collection**

The Spalding County Tax Commissioner, through an intergovernmental agreement, is responsible for all billing and collection of taxes real and personal for properties located inside the City of Griffin. The City of Griffin Tax and Licensing Division collects occupational taxes for businesses and processes applications for alcoholic beverage licenses. The Spalding County Tax Commissioner bills and collects taxes owed the county. By law, the Commissioner also collects taxes for the school district.

## **Water and Wastewater**

The City of Griffin Water and Wastewater Department supplies drinking water to the citizens of Griffin, Williamson, Zebulon and Spalding County. An intergovernmental agreement on sewer expansion into the unincorporated county has been under discussion since 1995. In 1998, the parties agreed to sewer service districts. Several key components, however, remain outstanding including:

- Formal recognition of the sewer districts;
- Establishing a method for funding sewer expansions; and
- Creation of a timetable for extensions into the respective service areas and compatibility with the County's Comprehensive Plan.

Resolving these issues is vital for environmentally responsible growth and development in the City and unincorporated county.

## **Fire Departments**

The City and county have separate fire departments with a mutual aid agreement. There has been discussion of consolidation and the SDS recommends a study to assess the feasibility and cost effectiveness.

## **Stormwater Management**

Griffin began operation of a stormwater management utility in 1998. The county enforces a stormwater management ordinance in compliance with the minimum state requirements. The two governments have an agreement to work together on stormwater management where they share a common watershed. The Griffin Stormwater Management Plan and the Georgia Environmental Protection Division (EPD) have identified both urban and rural stormwater as major polluters to several streams and rivers within the City of Griffin.

## **Roads and Bridges**

The City and county separately maintain the roads and bridges within their jurisdictions.

## **Pike County**

Pike County is the site for a multi-jurisdictional water supply reservoir. The City of Griffin is financing and constructing the reservoir along with a treatment facility. In turn, Spalding County has agreed to purchase all its water from Griffin under a cost-plus formula. In 1996, similar agreements were signed between Griffin and the cities of Williamson and Zebulon. Resolutions of participation were signed with the Meriwether County government, the Pike County government and the cities of Concord, Meansville and Molena. As a result, the service area for the proposed water supply project is all of Spalding County, all of Pike County and the eastern portion of Meriwether County.

## **Henry, Clayton and Fayette Counties**

As discussed in the Community Facilities and Services element, mutual aid agreements for fire protection exist with all of the counties surrounding Spalding County and with the City of Griffin. However, automatic aid agreements exist with Fayette and Henry counties. Automatic aid is preferred over mutual aid because it means responses to calls are automatic as opposed to requested.

### **8.2.2 School Boards**

The Griffin City Commission and the County Board of Education are currently working closely in the area of land use planning. The two governments are working together to improve consideration of land use impacts on school capacity and location, as well as provide greater opportunity for the planning of community centers and other government activities around school locations.

### **8.2.3 Development Authorities**

A local constitutional amendment formed the Griffin-Spalding Development Authority. The Authority serves as a joint city/county development authority, whose mission is to attract industry and create employment opportunities in Spalding County. The City and county have an Intergovernmental Contract with the Authority to levy taxes to cover debt obligations on the Authority's Series 1991 bonds.

According to the Service Delivery Strategy, "The county alone should levy and pay over to the Authority up to 1.0 mil of county-wide ad valorem tax annually, pursuant to O.C.G.A. 48-5-220 (20), to fund its operations, including all repayment of any future debt obligations issued."

Another development authority is the City of Griffin Downtown Development Authority (DDA). The mission of the Griffin DDA is to promote commerce within the downtown area of Griffin.

### **8.2.4 Constitutional Officers**

During the development of the SDS, it was recognized that certain duties performed by Constitutional County officers could not be changed in the SDS development process. Certain services are completed by the county on behalf of its cities that cannot be modified. The SDS



also states that several County services are provided by a number of County Officers/Departments and shall remain unchanged. These include:

- Tax Assessor
- Coroner
- Clerk of Court
- Probate Court
- District Attorney
- Superior Court
- State Court and Solicitor
- Adult and Juvenile Probation
- Health and Human Services
- Cooperative Extension
- Emergency Management
- Sheriff
- County Administration
- County Information Management Services
- County Janitorial Services
- Garage
- Board of Election and Voter Registration

### **8.2.5 Utility Companies**

The City of Griffin Power is the predominant electric power supplier for Griffin and Spalding County. Griffin Power is a member of the Municipal Electric Authority of Georgia (MEAG), which is a unique wholesale power supplier that co-owns four generating facilities and Georgia's Integrated Transmission System (ITS). According to the SDS, Griffin Power is not affected by the SDS process.

## **8.3 Needs Assessment**

Better coordination on a number of issues between the City of Griffin and the county would benefit both parties and help to further the implementation of both their long range goals. In particular, the City and county need to address the following issues:

- Airport Future
- Establishment of a joint City-County Planning and Zoning Commission
- An intergovernmental agreement on sewer expansion into the unincorporated county
- Undertake a study to assess the feasibility and cost of consolidating fire service
- A stormwater management agreement to work together on management issues within common watersheds

## 8.4 Intergovernmental Coordination Goals

1. Work closely with other local governments to develop a shared vision for the community's future and to implement that vision through mutually beneficial agreements.
2. Follow the City Land Use Plan in making capital investment decisions.
3. Improve the efficiency of local services delivery through close coordination with Spalding County.

## 8.5 Implementation Program

**Goal #1:** Work closely with other local governments to develop a shared vision for the community's future and to implement that vision through mutually beneficial agreements

Action Item	Responsible Party	Time Frame
Coordination with public schools – Explore ways to improve community services by cooperative efforts between school and city government.	City Manager's Office.	On-going
Work with the County and the Water and Sewer Authority on updating the Water Supply Study and the Wastewater Management Master Plan to be consistent with the new Land Use Plan	City of Griffin, Water and Sewer Authority, Spalding County Public Works Dept. and the County Manager's Office	2004

**Goal #2:** Follow the City Land Use Plan in making capital investment decisions.

Action Item	Responsible Party	Time Frame
As part of the Comprehensive Plan update process, coordinate revisions to the City Budget with the Comprehensive Plan and Future Land Use Plan Map	City Planning and Development Department.	2004-2009

**Goal #3:** Improve the efficiency of local services delivery through close coordination with Spalding County.

Action Item	Responsible Party	Time Frame
Cooperative City-county agreements – Identify more opportunities for joint service and funding agreements between Spalding County and Griffin that will spread the cost and improve the efficiencies of public facilities and services such as garbage collection, parks and recreation, libraries, emergency services, and other facilities and services that are now funded and provided separately.	City Manager's Office.	On-going

# CHAPTER 9 TRANSPORTATION



# TRANSPORTATION

## 9.1 Introduction

The purpose of this chapter is to articulate the community's transportation goals and associated implementation program over the next twenty years. These goals and implementation program are based on an inventory of the community's transportation network, and an assessment of the network's adequacy for serving current and future needs. In turn, these goals and needs stem from a common vision for the future, a vision that also underlies the other elements of this plan and was derived from over four years of community outreach and participation in comprehensive planning efforts.

Much of the material included in this chapter originated from the last Comprehensive Plan adopted in 2001 and from the City's Comprehensive Transportation Plan (CTP) adopted in 2003. The CTP was prepared by Day Wilburn Associates, Inc., and several of the maps and figures referenced in this chapter were from this document. The CTP figures used in this plan can be found together in **Appendix C**. The last Comprehensive Plan and the CTP both had a planning horizon of 2020, and were based upon population projections ranging from 21,451 to 27,379. As presented in the Population chapter, this plan is based on a range of 2025 population projections from 25,506 to 29,566. Though this range is slightly higher than that used in the previous planning efforts, it is consistent and within the range of the earlier projections. For this reason the future traffic projections and analysis presented in the CTP for 2020 are being applied to the 2025 planning horizon of this plan.

## 9.2 Inventory of Existing Conditions

The existing transportation system in Griffin includes a network of roadways, sidewalks, bike trails, parking, public transportation, and a general aviation airport. This section inventories each component of this network and describes the level of services provided by each.

### 9.2.1 Roads

The foundation of the Griffin transportation system is the combination of arterial, collector, and local roads. The City's grid system offers a number of viable alternatives to distribute local traffic; however, issues arise when through traffic conflicts with local traffic on the arterial system. An overall deficiency is the lack of circumferential alternatives that would ease the conflict between through truck traffic and local residential and business travelers. Large, well-used State and US highways converge in Griffin along its major east-west arterial, Taylor Street.

**Figure C-1**, located in the **Appendix**, highlights the functional classification of roadways in the City. Griffin has no Interstate Highways within its corporate limits. However, several roadways classify as arterials because they accommodate high levels of local and regional traffic. Arterials connect activity centers and carry large volumes of traffic at moderate speeds. The arterial system in Griffin includes US19/41, SR 16, SR 155, SR 92, and Bus 19/41.

Collectors provide access to activity centers from residential areas. Their purpose is to collect traffic from streets in residential and commercial areas and distribute the traffic to the arterial system. The collector system in Griffin includes Meriwether St., College St., Poplar St., Solomon St., Experiment St., Broad St., Maple St., McIntosh Rd., and Old Atlanta Hwy.

The remaining roadways in the City are classified as local streets. Local streets feed the collector system from low volume residential and commercial areas. The overwhelming majority of Griffin’s roadway system is classified as local streets.

US 19/41 offers an efficient and effective north-south bypass to serve through and local commercial traffic. Business 19/41 serves as an arterial for north, central and south Griffin. Unfortunately, the major east-west route, SR 16 (Taylor Street), provides the only east-west connection in Griffin and Spalding County for truck and other through traffic traveling back and forth from I-75 and US 19/41 to I-85 to the west.

Roadway congestion is typically described by one of six Level-of-Service (LOS) standards. These standards are presented in **Figure 9-1**, and are based upon functional classification, road capacity, road volume, and speed. **Figure C-2**, found in Appendix, presents the existing Level-of-Service (LOS) for major roadways in the City. As the figure illustrates, the CTP found unacceptable levels of service (LOS E and F) exist on West Taylor, West Poplar, and West Broad Streets. US 19/42 on the north side is also experiencing an unacceptable level of service.

**Figure 9-1: Level-of-Service (LOS) Descriptions**

LOS	General Characteristics
A	Nearly free-flow conditions; full freedom to maneuver within traffic stream
B	Nearly free-flow conditions; with some restrictions on maneuverability
C	Nearly free-flow conditions; with noticeable restrictions on maneuverability
D	Declining speeds; increasing densities, restricted maneuverability
E	At capacity; unstable flow; reasonable speeds, very little, if any, freedom to maneuver
F	Unstable flow conditions, low speeds; significant queuing at constricted points

*Source: Transportation Research Board, Highway Capacity Manual, 2000 update*

LOS projections for 2010 and 2020 are discussed later in the “Assessment of Current and Future Needs.”

### 9.2.2 Bridges

The Comprehensive Transportation Plan did not provide a detailed inventory of bridges in the city, however, two bridges were identified as in need of replacement, the Sixth Street Bridge and an abandoned bridge on Old Atlanta Highway. The replacement of the Sixth Street Bridge was included in the 2002-04 State Transportation Improvement Program (STIP), and the City staff has received assurance from GDOT that the abandoned bridge on Old Atlanta Highway will be programmed for replacement as well. The bridge was mentioned several times during the course

of the public involvement effort in the Comprehensive Transportation Plan, and should offer relief to north-south traffic paralleling US 19/41.

### 9.2.3 Signals

The Comprehensive Transportation Plan included a detailed inventory of the traffic signals in Griffin. These signals are maintained by either GDOT or the City. These signals are in assorted states of condition and capability. In summary, the CTP found that:

- There are 50 existing traffic signals; 22 maintained by GDOT and 28 maintained by the City.
- All 22 of the GDOT signals are 170 type controllers capable of coordination. Of the 22 GDOT signals, 15 are coordinated using fiber optic interconnect cable connections.
- Of the 28 City signals, 18 are Transyt controllers capable of coordination. However, the Transyt controllers are not capable of coordination with GDOT's 170 type controllers. None of the City signals are currently coordinated with any other signals.
- Fifteen City signals do not have loop detectors and operate as fixed timed controllers (non-actuated).
- Ten City signals are fixed timed electro-mechanical controllers and are not capable of actuation.
- Three GDOT replacement signals are proposed for installation within the next year.
- There are 16 existing flasher signals.

The GDOT signals, located along the high volume arterials requiring coordination, are up to date and capable of actuation and coordination. Most of the GDOT signals have fiber optic interconnect capability and are coordinated with each other.

The City has a mixture of aged controllers and equipment, none capable of coordination with the GDOT equipment. If signal coordination is installed along routes with City maintained intersections, the controller equipment must be upgraded to GDOT compatibility.

### 9.2.4 Intersection and Roadway Deficiencies

The general roadway conditions in Griffin are good. Most roadways fall into the category of "Some Minor Repairs Needed" and can be attended to through routine maintenance. Those that may require more attention were addressed in the Comprehensive Transportation Plan, which identified 31 non-signalized intersections as having potential deficiencies worthy of corrective action. Solutions to these deficiencies were listed in the Capital Improvements Program of the plan along with cost estimates, and timing recommendations. This Capital Improvements Program is reproduced later in the Implementation Program of this chapter.

### 9.2.5 Bicycle and Pedestrian Ways

Griffin's sidewalk network, shown in **Figure C-3 in the Appendix**, is extensive and concentrated in the pedestrian-friendly downtown area. Walking is a viable alternative for many residents due to significant residential development adjacent to downtown and other employment centers. Because all trips begin and end on foot, a strong system of sidewalks, paths, and crosswalks to enable people to walk is necessary. Griffin has completed several downtown streetscaping projects to improve the pedestrian environment.

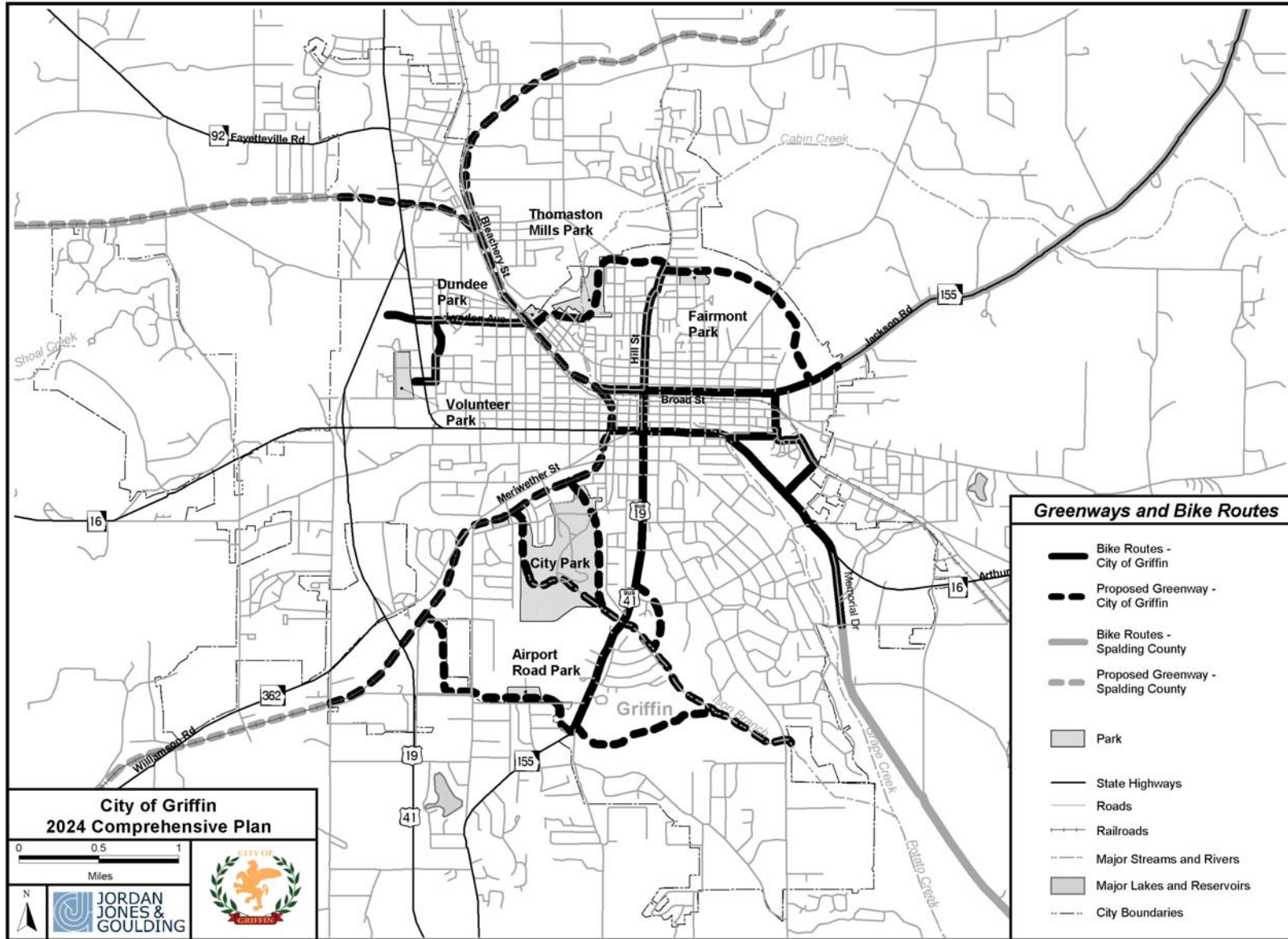
There is one bikeway planned for Griffin, as identified by GDOT as part of the Statewide Bicycle Route (SBR) Network. The identified bike route is SBR 15 which passes through east-central Spalding County and through the eastern half of Griffin. It follows from the north along GA 155 to South McDonough Road, then down Johnson Road toward Orchid Hill.

Besides these state identified bike routes, there is also community interest in a rails-to-trails network following the route of two abandoned rail lines linking the Head Creek Reservoir and Flint River with other proposed trails in Fayette County to the west. These rails-to-trails could be part of a larger greenway system, which could increase connectivity of developments and parks and to enhance accessibility between residential and commercial areas for those choosing bicycle and pedestrian modes of travel. **Figure 9-2** shows the recommended routes of this larger system.

### 9.2.6 Parking

A downtown parking inventory was undertaken as part of the Comprehensive Transportation Plan. The current supply of parking spaces downtown was estimated at 2,671 surface spaces and 277 structured spaces. According to the inventory, the supply is meeting the current demand with no more than 43% of the parking being occupied during the typical business day. The CTP noted that a sufficient mix of time limits are offered and enforced to accommodate both short-term visitors and employees parking all day. **Figure C-4 in the Appendix** shows the findings of the CTP parking inventory.

Figure 9-2





## 9.2.7 Public Transportation

Currently, there is no existing transit service within Griffin. There was a program operated within Spalding County by the McIntosh Trail Regional Development Center (RDC), which was discontinued in 2000. It was part of a larger program providing service to four other counties: Upson, Butts, Pike and Lamar. It operated as a demand response service with reservations accepted on a first come, first served basis. The service was funded under the Federal Transit Administration's (FTA's) Section 5311 program. The service provided four vans in Spalding County. Total ridership in 1999 was 13,692.

Though the service was discontinued, interest in reestablishing some form of public transit is present in the community. The CTP reported that both the Spalding Collaborative, a group of social service agencies and employers, and the Workforce Investment Board have expressed a need for local service. During the Visioning Workshop for this plan, the need for public transportation was high on the participants' priority lists.

Aside from the prospect of local bus or van service, Griffin also has the possibility of being a stop along a proposed Macon to Atlanta commuter rail line. Plans are underway to develop and implement commuter rail service along several corridors into the Atlanta area to address the severe traffic congestion in the region. The Georgia Rail Passenger Program (GRPP) calls for the implementation of commuter rail service between Atlanta and Macon as the first phase of a regional commuter rail system. Commuter trains would serve the communities of Macon, Bolingbroke, Forsyth, Barnesville, Griffin, Hampton, Lovejoy, Jonesboro, Morrow, Forest Park, and Hartsfield-Jackson Atlanta International Airport, with service terminating in downtown Atlanta at a new multimodal terminal adjacent to the Five Points MARTA station.

The service would operate primarily in weekday peak periods, with one additional train operating in both the midday and evening periods. The historic former railroad freight house building in downtown Griffin would serve as the rail passenger depot. A five-level parking structure is proposed on a City-owned surface lot west of the railroad freight house building to provide parking for the commuter rail service as well as other adjacent uses. Commuter rail ridership for the Griffin station is projected at 1,340 one-way passenger trips daily (year 2025 ridership projections).

The project is awaiting approval of state funds for preliminary engineering, construction and operating expenses and the negotiation of an operating agreement with Norfolk Southern, the owner of the rail line. There is no definitive timeline set for when commuter rail would come to Griffin; however, the current FY2003 - FY2005 Atlanta Regional Commission Transportation Improvement Program (ARC TIP) has the commuter rail service operational to Griffin by 2005 and Macon by 2006. The funding arrangements for the parking structure have not as yet been finalized.

The CTP recommended a Parking/Station Area Plan to ensure appropriate land use that takes greatest advantage of the commuter rail asset. The 2001 Macon-Atlanta Environmental Assessment document suggests a five level parking facility to be constructed in the vicinity of

the Griffin/Spalding Welcome Center at the renovated depot. The facility has received the approval of the Griffin City Commission and preliminary engineering has been completed. Funding mechanisms to operate and service the debt of the facility must be explored to ensure the success of the facility. A revenue bond issue was considered but the revenue generated by parking fees would probably only offset operating expenses. Congressional earmarks through the Federal Transit Administration (FTA) have proven to be a successful mechanism to fund major capital projects such as a parking deck to service public transportation. Another potential funding source would be the commuter rail operator agreeing to add to the ticket price to help offset parking costs. To help phase the development of the deck, lower levels could be constructed initially and as commuter ridership grows, additional levels could be added.

### 9.2.8 Airport

The Griffin-Spalding County Airport is located approximately 2 miles southwest of the City of Griffin, and approximately 30 miles south of Atlanta. The airport was built in 1939 and occupies 196 acres next to the Municipal Park and Golf Course.

The Griffin-Spalding County Airport is jointly owned and operated by the City of Griffin and Spalding County. The runway was designed to accommodate small single and multi-engine general aviation aircraft. It is paved with asphalt and is in good condition. The airport has one full-length taxiway on the north side of the runway, and a partial taxiway on the south side. There are currently between 47 aircraft based at the Griffin-Spalding County airport. Most are single-engine aircraft.

The airport was expanded in 1998, with runway pavement extended to 3,700 feet, and new runway and taxiway edge lighting installed. A helipad and fuel farm were also added at that time. The FAA also recently gave the airport a grant for \$400,000 for fencing and other safety improvements. That money was spent in 2003.

A master plan for the airport was recently completed by HNTB, however, the City rejected the plan in May 2003 and the county has tabled making a decision. The airport is currently operating under a 1995 master plan. The City supports a tri-county regional Airport or relocating the existing Airport.

## 9.3 Assessment of Current and Future Needs

Following is an assessment of current and future transportation needs, based on the findings of the inventory and comments received from the public involvement efforts. These efforts include the work conducted over the past four years for the previous Comprehensive Plan, the CTP, and this update of the comprehensive plan.

### 9.3.1 Projected Trends

The Comprehensive Transportation Plan included projections of the roadway level of service (LOS) for 2010 and 2020, see **Figures C-5 and C-6 in Appendix C**. The projections for 2010

show that levels of service will decrease network-wide, and East Taylor Street, Expressway Street, and more sections of US 19/41 will be pushed into unacceptable levels of service. Additional increases in traffic forecast for 2020 lower more roadway segments into unacceptable levels of service, including North and South Hill, the entire length of Taylor and Experiment, Meriwether, Solomon, 6<sup>th</sup> and 8<sup>th</sup> Streets.

Daily traffic volumes along US 19/41 are anticipated to grow from 20,000 south of town and 50,000 north of town in 2001 to 50,000 and 90,000 respectively, by 2020, see **Figure 9-3**. SR 16 traffic is anticipated to double from 19,000 to 38,000 on Griffin's west side and from 19,000 to 34,000 in the east by 2020.

SR 155 is a north-south route that bisects the City and provides a northbound alternative to I-75. Traffic volumes on SR 155 range from 15,000 on South Hill Street in southern Griffin to 6,300 just northeast of town along Jackson Road. In twenty years, the two-lane Jackson Road is forecast to carry over 12,000 vehicles per day. Other heavily traveled roads include Poplar, Meriwether, and College Streets, all local two-lane roads that serve collector functions for SR 16, US 19/41, and SR 155, Griffin's arterials.

**Figure 9-3  
Existing and Projected Traffic Counts**

<b>Count Station</b>	<b>2001</b>	<b>2020</b>	<b>Increase</b>
US 19/41 North, at the northern city boundary	33,157	90,605	173%
US 19/41, north of Fayetteville Rd	53,654	77,201	44%
US 19/41, north of W. Taylor Street	28,856	61,195	112%
Old Atlanta Hwy	5,736	6,949	21%
North 9 <sup>th</sup> Street	2,046	2,645	29%
Jackson Road	6,301	12,372	96%
W. Taylor just west of US 19-41	11,293	17,154	52%
W. Taylor just east of US 19-41	19,321	37,826	96%
East Taylor Street	19,332	34,130	77%
West Poplar Street, just east of US 19/41	3,000	4,379	46%
West Poplar Street, just east of Hammond Dr	4,871	10,900	124%
South 8 <sup>th</sup> Street, south of Milner Ave	5,191	12,389	139%
Meriwether Street, east of Justice Drive	6,759	11,031	63%
Maple Drive, south of Pineridge Rd	3,246	5,070	56%
Source: Griffin Comprehensive Transportation Plan, Day Wilburn Associates, 2002.			

### 9.3.2 Needed Roadway Improvements

The analysis of existing and forecast conditions in the CTP demonstrated that several corridors are or will be operating at or near capacity. The existing roadway network will be unable to adequately accommodate the continuing growth of traffic generated by the region's ongoing commercial and residential development without improving flow through the identified corridors. Besides several construction projects as outlined in the Capital Improvement Plan, the CTP recommended the study of several alternatives, including the possibility of one-way pairs and a bypass and the use of transportation demand management strategies

To relieve the significant east-west traffic on Taylor Street, one-way alternatives on Solomon and Poplar Streets were recommended for further study. The CTP recognized that the one-way of West Solomon Street westbound between North 10<sup>th</sup> Street and North Expressway would offer some relief, as would the one-way of Poplar eastbound between Hammond Drive and South 3<sup>rd</sup> Street. This traffic operation improvement will assist in moving traffic east-west through the increasingly congested downtown area. However, only local traffic will utilize the Solomon and Poplar options because through traffic, including trucks, will not divert from Taylor Street, which is five lanes wide through the center of town. As a result, local traffic, which is largely aware of the existence of the Poplar and Solomon alternatives, is already utilizing the many alternatives Griffin's grid system offers. One disadvantage is that the one-way alternatives are likely to result in higher speeds through residential neighborhoods already accommodating local traffic seeking alternatives to Taylor Street.

It has been the City's policy to support the development of one or more bypass routes to alleviate downtown traffic. In addition, the subject of an east-west truck bypass of Griffin has been discussed in length at stakeholder and public meetings. The need for an alternative route to remove through traffic from SR 16 and other Griffin streets is evident to even the most casual of observers. Degenerating levels of service, increasing traffic volumes, safety issues, development expectations, noise, and aesthetics support the need for a bypass as well. No existing east-west roadway is sufficient to serve as an appropriate truck route; therefore, a bypass is recommended to be designated as Griffin's truck route.

The most problematic corridor in Griffin is along SR 16/Bus US 19/41 east-west through the heart of the City. The highways converge at the center of downtown (Hill/Taylor intersection) and share an alignment through downtown until approaching the intersection with US 19/41 on the west side of the City. A convenient and effective bypass would enhance the network's level of service and bring US 19/41, Hill Street and Expressway, plus the east-west routes, particularly SR 16, into acceptable levels of service.

Given the intensity of development in Spalding County around the periphery of the City and the lack of existing alternatives, a decision on locating the bypass must be made expeditiously to ensure right-of-way acquisition at a reasonable cost. Suggested alternative locations for the bypass are identified in **Figure C-7, in the Appendix**.

The most effective method of pursuing funding and implementation of a Griffin Bypass requires working closely with GDOT and Spalding County because the issue is regional in nature and the likely location of a bypass will be outside the City limits. GDOT is working with Spalding County and others in metro Atlanta to develop a long-term transportation plan that will meet accessibility, mobility, and air quality goals. The Griffin Bypass will be a significant item of discussion and planning undertaken during the GDOT planning process. The City will be represented in the process and should take an active role in pursuing the bypass project through the GDOT planning process.

### 9.3.3 Corridor Studies

Some of the proposed roadway improvements will not only have impacts on local traffic but also on surrounding land uses. In order to properly coordinate the improvements and to help mitigate the negative impacts, corridor studies should be undertaken. The first of these is to evaluate the status of and develop recommendations for the S.R. 155 corridor improvement project. This corridor bisects the downtown area and will likely be a key access corridor for the commuter rail station. However, any high-speed, multi-lane design could potentially be counter to the desires of the community to limit truck traffic downtown and encourage designs on a “neighborhood” scale.

Another project that requires immediate attention is the S.R. 92 widening. It is important that the community develop a set of design standards for transportation improvements. These issues will be discussed in more detail in the “policy” section. Citizen input indicated that both a north and a south bypass are perceived as needs in the community. These bypass routes would potentially serve to alleviate downtown truck traffic and remove through trips in general from the downtown area. Such bypass routes, however, have historically been susceptible to “sprawl” type development that can have the unintended effect of diluting the desirability of the downtown area to local merchants. The policy discussion that follows will provide more detail regarding the care that must be taken to avoid such a situation.

### 9.3.4 Transportation Demand Management (TDM) Strategies

Strategies to satisfy transportation demand without huge capital expenditure have been effectively implemented in many municipalities. These strategies help decrease the number of vehicle trips or combine trips by increasing the number of occupants per vehicle. Many of the strategies may not be appropriate until later in the study period, however, alternative strategies and their potential value to City travelers are listed below.

- Park-and-Ride facilities - The strategic placement of park-and-ride lots can be a successful TDM strategy. A park-and-ride lot provides a central location for commuters to meet and carpool to work or access transit. The park-and-ride lot provides a safe and convenient location for people to meet close to their homes without requiring a carpool or transit service to travel to each individual home to pick up the passengers. Griffin has a park-and-ride facility designed to assist commuters, however, it is currently underutilized. Another facility located near future transit or commuter rail service may be better utilized, removing some vehicles from congested facilities.
- Carpooling - Assistance in the form of a ride-finders program could be provided to provide opportunities for carpooling. Transportation Management Associations (TMAs) can be formed to assist in creating a carpooling operation.
- Vanpooling - Assistance in the form of encouraging and organizing vanpooling can lead to reduced costs for the City and the riders. TMAs can assist with organizing vanpools and develop strategies for their funding.
- Telecommuting - Increasingly employers are encouraging telecommuting for appropriate positions. With current and future advances in technology and telecommunications,

many employers and employees are experiencing significant cost savings by implementing telecommuting programs that allow employees to work from home. Telecommuting relieves congestion on the transportation system and provides cost-savings such as reduced overhead for employers and significant traveling expenses for the employee.

- Compressed work weeks – Again, the employer, employee, and transportation system can reap benefits similar to telecommuting through the implementation of compressed work weeks. Employer cooperation is necessary to accomplish significant gains from telecommuting and compressed work weeks; however, the benefit to the City of reduced congestion during peak periods can be dramatic.
- Bicycle/pedestrian improvements - Some minor additions of bicycle and pedestrian improvements can reduce vehicular traffic by adding the convenient option of biking or walking to work. Strategically placed bike racks and wide road shoulders coupled with a continuing effort to add to the sidewalk network can offer travelers a more congestion-reducing alternative for Griffin's travelers.

Employers realize many benefits from effective TDM programs, and their active participation is key to the success of TDM strategies. Employers have the ability to modify employee work hours and establish TDM programs, including telecommuting, carpool, and vanpool programs. Employers may choose to take advantage of federal tax benefits from subsidizing employee costs of transit and vanpooling up to \$100 per month, a significant tax benefit for both the employer and employee.

Within activity centers, strategies to establish TMAs through public/private partnerships may result in policies and actions that improve congestion, traffic flow, and air quality within the community and region. TMAs are typically comprised of a number of local businesses that partner with government agencies to offer transportation solutions such as ridematching services, discount transit passes, and shuttles.

It is unlikely that the City of Griffin would benefit from all of the proposed TDM strategies. However, as concerns about congestion and air quality increase, appropriate TDMs such as carpooling, vanpooling, employer strategies, bike/ped improvements, and park-and-ride lots should be considered in Griffin's immediate future.

### 9.3.5 Traffic Calming

Elected officials, City staff and citizens have expressed interest in implementing traffic calming measures in Griffin. Traffic calming describes traffic control measures that are intended to make neighborhood streets more usable for all travel and increase quality of life. The measures are intended to serve a variety of purposes, including slowing vehicle speeds, reducing cut-through or shortcutting traffic, and creating a more pedestrian friendly environment. They are often implemented on neighborhood streets, which were originally designed to encourage or maximize the flow of traffic.

Many jurisdictions have adopted a formal process and procedures to ensure that proposed locations are considered in an equitable manner, evaluated consistently, and prioritized prior to

implementation because the measures are costly and in great demand. The steps that are typically involved in this process include:

- Collection of information and data
- Evaluation and documentation of findings
- Development of recommended strategies and alternatives
- Evaluation of alternatives, including input from the affected public
- Prioritization and approval

Considerations to be addressed in the evaluation include traffic conditions (speed, volume, amount of non-local traffic versus local traffic), neighborhood or community context (design of local neighborhood and streets, number of streets with traffic issues, pedestrian environment), implementation cost, maintenance, and operational requirements and costs.

Evaluation and implementation of measures must be undertaken in a comprehensive manner within a community or neighborhood because their implementation can alter the local traffic pattern and create impacts on adjacent streets. Emergency service, sanitation vehicles, school buses and other oversized vehicles operating on residential streets may experience accessibility issues if some measures are implemented. Community involvement is critical to ensuring that affected residents and businesses understand potential implications, especially with regard to access and circulation.

The following are some of the traffic calming measures for consideration:

- Diverters - objects such as roundabouts and other features built into intersections
- Gateways - entrance features that are not only attractive but discourage cut-through traffic
- Median barriers - placed in intersections to create right in/right out access
- Raised intersections - placed in the middle of an intersection to reduce speeds
- Speed humps or tables - placed across roads to reduce speeds
- Street closures - installation of cul-de-sacs to eliminate cut-through traffic
- Traffic control devices, including stop signs, turn restrictions/prohibitions, signalization - installed to meet various traffic calming objectives

### 9.3.6 Needed Signal Improvements

A preliminary signal upgrade inventory was conducted as part of the CTP to determine immediate equipment needs. The following is a summary of the City's signal design needs identified in the plan:

- A total of 24 intersections need signal head upgrades: 12 due to only one existing signal head per approach (MUTCD requires two) and 12 due to size, placement or age.
- Twenty-five intersections need some pole replacement due to location, size or condition of the existing poles.
- Sixteen intersections need pedestrian ramps installed.

- Twenty-nine intersections need crosswalks added to at least one approach of the intersection.
- Twenty-three intersections need pedestrian signals and buttons installed.
- Ten intersections need the controller/cabinet replaced to be compatible with GDOT equipment.
- Ten additional intersections have controllers incapable of actuation (fixed time controllers) that should be upgraded.
- Fifteen intersections do not have loop detectors on any of the approaches.
- Fiber optic interconnect is needed for 12 blocks to provide communications to the additional ten intersections.

The CTP recommended signal related design work in the City was divided into four categories:

- Signal upgrades to meet MUTCD standards.
- Signal upgrades to meet coordination needs/communication design.
- Pedestrian ramp and crosswalk design needs.
- Remaining signal upgrades.

### **Signal Upgrades to Meet MUTCD Standards**

The category that requires meeting MUTCD standards demands the highest priority for consideration and contains 12 intersections:

- Hill Street at Chappell Street
- Quilly Street at 9<sup>th</sup> Street
- Chappell Street at 2<sup>nd</sup> Street
- Broad Street at 13<sup>th</sup> Street
- Broad Street at 10<sup>th</sup> Street
- Solomon Street at 13<sup>th</sup> Street
- Solomon Street at 5<sup>th</sup> Street
- Solomon Street at 4<sup>th</sup> Street
- Poplar Street at 10<sup>th</sup> Street
- Poplar Street at 8<sup>th</sup> Street
- Poplar Street at 6<sup>th</sup> Street
- College Street at 6<sup>th</sup> Street

These intersections are included in the list for pole replacement, pedestrian facilities and/or controller replacement. The signal design cost for these 12 intersections is approximately \$60,000, with an estimated construction cost of \$900,000.

### **Signal Upgrades to Meet Coordination Needs/Communication Design**

Upgrades to meet coordination/communication needs are required at an additional four intersections:

- Solomon Street at 10<sup>th</sup> Street



- Solomon Street at 8<sup>th</sup> Street
- Solomon Street at 6<sup>th</sup> Street
- Poplar Street at 9<sup>th</sup> Street

### **Pedestrian Ramp and Crosswalk Design Needs**

Upgrades are required to meet crosswalk and pedestrian ramp needs at nine GDOT intersections:

- Taylor Street at 4<sup>th</sup> Street
- Taylor Street at 6<sup>th</sup> Street
- Taylor Street at 8<sup>th</sup> Street
- Taylor Street at 10<sup>th</sup> Street
- Taylor Street at 13<sup>th</sup> Street
- Taylor Street at 16<sup>th</sup> Street
- N. Expressway at Flynt Street
- Hill Street at Poplar Street
- Hill Street at College Street

The signal design cost for these intersections is approximately \$27,000, with an estimated construction cost of \$135,000.

### **Remaining Signal Upgrades**

The remaining signal upgrade work includes 12 intersections:

- McIntosh Road at Old Atlanta Road
- Experiment Street at School Street
- Hill Street at Northside Drive
- Cherry Street at 6<sup>th</sup> Street
- Chappell Street at 6<sup>th</sup> Street
- Broad Street at 8<sup>th</sup> Street
- Poplar Street at Carver Street
- College Street at 9<sup>th</sup> Street
- College Street at 8<sup>th</sup> Street
- Maple Street at Crescent Road
- Meriwether Street at Everee Inn Road
- Everee Inn Road at Cain Lane

The signal design cost for these intersections is approximately \$60,000, with an estimated construction cost of \$900,000.

### 9.3.7 Bicycle and Pedestrian Needs

Other infrastructure improvements related to transportation options include the location of sidewalks and the addition of bike trails. The possibility of adding these types of projects to future local option sales tax initiatives should be considered.

While transportation planning in the past has primarily been focused on accommodating the single occupant vehicle, a strong preference exists in the community to provide options to residents for bicycle and pedestrian facilities that can serve both recreational and transportation needs. A visit to the walking track at the new airport park can readily illustrate the popularity of these types of facilities as a recreational amenity.

In addition, the layout of downtown Griffin provides opportunities for the implementation of a network that can be used as an alternative for residents who don't have access to automobiles (such as children) or those who simply want to leave their cars at home for some trips.

The downtown Griffin grid network lends itself to a two tiered trail system, the purpose of which would be to connect a mixed-use downtown area to the primarily residential areas that surround it. The first element of this system would be a circular trail that would form a ring around the central business district. This ring would serve as a collector that would provide access to the primarily residential areas.

The heart of this trail network would be a grid of connector trails leading into town. These connector trails would connect the ring trail to the mixed-use areas and would also serve to connect the outlying neighborhoods to the intown neighborhoods. These spokes would follow the same type of grid system as the intown streets.

The presence of a transit alternative and the desire to develop a vibrant, mixed-use downtown area requires that an extensive pedestrian network be in place to serve the needs of the community. This means sidewalks downtown and in neighborhoods and pedestrian accommodation on the trail system. In all cases, the pedestrian network should be constructed to provide easy access to the commuter rail station and easy transfers between transportation modes. These principals are reflected in the work program.

### 9.3.8 Parking Needs

Downtown parking was a noted concern of the public and downtown residents and merchants during the public involvement process of the plan. To help address these perceived concerns, the CTP pointed out several opportunities to improve parking in downtown, which included the following:

- North Hill Street is experiencing high traffic volumes including a significant percentage of truck traffic. As a result, backing out of the angled spaces can be difficult.
- Because supply appears sufficient, parking management techniques such as shorter and more widespread time limits and increased fines can be employed to increase turnover at prime parking locations.

- Lots can be inexpensively restriped to add additional spaces for compact vehicles.
- As part of station area planning for the proposed commuter rail station downtown, a five-level parking structure as recommended in the state’s environmental assessment can be constructed using a variety of funding sources. The parking operation in the structure can be managed to accommodate sufficient parking for commuters as well as visitors to downtown.

### 9.3.9 Public Transportation Needs

This proposed commuter rail service could be one of the most transforming elements in Griffin’s history. Commuter rail has the potential to change the transportation behaviors and, indeed, the demographics of the entire community. Accommodating these changes will mean changing the status quo for transportation decision making. Griffin will legitimately be a “transit community” and planning and funding should reflect this status.

Expanded transit service will also be needed to integrate the commuter rail fully into the community. Some sort of fixed time/fixed route service might be considered to support commuter rail. Before any such service is funded or implemented, considerable study of the feasibility of such an endeavor must be undertaken.

### 9.3.10 Aviation Needs

Another important element of the City’s transportation system is the airport. The Griffin-Spalding Airport, located at 1035 South Hill Street, provides airport and aviation services to meet the transportation needs of corporate and general aviation aircraft in the City. Quality economic growth, with a purpose, is a primary focus of this plan. The airport provides increased competitiveness, a benefit to the tax digest, jobs within the community and an improved community image. Public safety in and around the airport, however, is also a primary objective.

One option widely discussed for the future of the airport is a relocation of the facility. One of the hurdles that would have to be negotiated would be locating available airspace south of the city, which would likely be out of the County. Sufficient land would be required for a 6,000-foot runway. The new facility would require the installation of water, sewer, roads and stormwater. It would also require the construction of a runway, terminals, hangars, instrumentation etc. In addition, institutional approval of environmental issues, GDOT permitting and FAA funding would be required. Also, a better use for the existing airport property would have to be established. It is likely that these obstacles would be too substantial to surmount. Therefore, what form should the existing airport take in its current location?

## 9.4 Transportation Goals and Associated Implementation Program

This section contains transportation recommendations for the City of Griffin for the planning horizon period. It also contains recommendations with regard to policies that reflect Griffin’s values and goals as they relate to transportation issues.

The projects identified are the product of several comprehensive planning processes that included goals identification, visioning, and public workshops. Citizens, elected officials, community leaders and city staff provided input and guidance in the process. The goals of the community identified during this process suggest that a balanced approach to transportation improvements should be taken. The desires of the community with regard to improved access and accommodation of the single occupant vehicles that currently dominate, must be balanced against the vision of a downtown that is safe and accommodating on a pedestrian scale.

#### 9.4.1 Transportation Goals

1. Provide safe and efficient vehicular access to and from the city.
2. Develop a network of pedestrian and bicycle trails that support the transportation, recreational, and economic development interests of the community.
3. Support the development of public transit in the form of both commuter rail and local van/bus service.
4. Support the development of one or more bypass routes to alleviate downtown truck traffic.
5. Provide safe and effective local access to aviation facilities in support of local economic development efforts, and reduce the negative impacts of the airport on surrounding residential uses.

## 9.4.2 Implementation Program

**Goal #1:** Provide safe and efficient vehicular access to and from the city.

Action Item	Responsible Party	Time Frame
Support the development of the capital improvements program outlined in the Comprehensive Transportation Plan (see Section 9.4.3)	Griffin Public Works Dept, GA DOT	On-going
Encourage new development to incorporate traffic calming measures and consider adding traffic calming requirements into the conditions of local rezoning decisions.	Griffin Planning & Zoning Dept, City Commission	On-going

**Goal #2:** Develop a network of pedestrian and bicycle trails that supports the transportation, recreational, and economic development interests of the community.

Action Item	Responsible Party	Time Frame
Create a Greenway Master Plan as part of a new Recreation Master Plan. The Greenway Master Plan should include recommendations on linking the open space in conservation subdivisions together. It should also look at ways to permanently preserve wetlands and floodplains.	Griffin Public Works Dept and Spalding County Parks & Recreation Dept.	2006-2007

**Goal #3:** Support the development of public transit in the form of both commuter rail and local van/bus service.

Action Item	Responsible Party	Time Frame
Support the extension of commuter rail to Griffin.	City Commission, GA Rail Passenger Authority	On-going
Undertake a transit feasibility study	City Public Works Dept., McIntosh Trail RDC	2006-2008

**Goal #4:** Support the development of one or more bypass routes to alleviate downtown truck traffic.

Action Item	Responsible Party	Time Frame
Undertake a by-pass feasibility study	Griffin Public Works Dept, GA DOT, City Commission, Spalding County BOC	2004-2006

**Goal #5:** Provide safe and effective local access to aviation facilities in support of local economic development efforts, and reduce the negative impacts of the airport on surrounding residential uses.

Action Item	Responsible Party	Time Frame
If it is determined that it is in the best interest of the community for the airport to remain at its current location, the size of planes should be regulated, and a study should be conducted regarding the feasibility of shortening the runway and all applicable safety measures should be implemented.	City Commission, Spalding County BOC, Airport Authority	Contingent

### 9.4.3 Capital Improvement Program

**Figure 9-4** presents a comprehensive summary of the recommended implementation program for projects identified in the *Griffin Comprehensive Transportation Plan (CTP)*, prepared by Day Wilburn Associates, October 2002. The following text and tables are from the CTP, pages 1-5 to 1-7. Each project has an estimated cost and most likely funding source. The capital improvement projects are divided into three categories: short range, intermediate range and long range.

The Capital Improvement Program lists improvements needed to address current and future deficiencies and identifies studies needed to anticipate problems and potentially requiring more detailed analysis. The program, coupled with implementation of projects and future studies, will ensure the citizens of Griffin and its immediate vicinity a transportation system that will meet their needs for the next two decades.

The program provides a recommended implementation period for each project and cost estimates. The implementation period is recommended based on severity of need and cost estimate. A large number of smaller projects can be accomplished in the short term without significant capital outlay. Projects requiring considerable funding are scheduled for later implementation to allow time for proper financial planning.

**Figure 9-4  
Capital Improvement Program**

<b>Short-term Projects</b>	<b>Estimated Costs</b>	<b>Funding Source</b>
<b>Traffic signal upgrades to meet MUTCD standards</b> Twelve intersections (Design) Twelve intersections (Construction)	\$60,000 \$900,000	GDOT-traffic ops GDOT-traffic ops
<b>Traffic signal upgrades to meet coordination needs/ communication design</b> Four intersections (Design)	\$30,000	GDOT-traffic ops
<b>Traffic signal upgrades for pedestrian needs</b> Nine intersections (Design)	\$27,000	GDOT-traffic ops
<b>Traffic signal upgrades for miscellaneous improvements</b> Eleven intersections (Design)	\$55,000	
<b>Minor intersection improvements (6)</b> Hill at Central Hill at Ella College at Morningside College at Collins Hill at Lincoln Experiment at School	\$38,000	Local/private
<b>Major intersection improvements (3)</b> Solomon/Searcy/Spalding Sixth at Central US 19/41 at Ridgewood	\$800,000 \$100,000 \$125,000	GDOT State Aid GDOT State Aid GDOT-STP
<b>Bypass</b> Feasibility Study	\$45,000	GDOT-STP
<b>Parking assessment</b>	\$20,000	Local/private
<b>Pedestrian/bicycle action plan</b>	\$22,500	Local/private
<b>Short-term estimated costs</b>	\$7,222,500	

Figure 9-4 (cont'd.)

Capital Improvement Program

Intermediate-term Projects	Estimated Costs	Funding Source
<b>Traffic signal upgrades to meet coordination needs/ communication design</b> Four intersections (Construction)	\$400,000	GDOT-traffic ops
<b>Traffic signal coordination Timing in the downtown area</b> 20 intersections (Development and Installation)	\$70,000	GDOT-traffic ops
<b>Traffic signal upgrades for pedestrian improvements</b> Nine intersections (Construction)	\$135,000	GDOT-traffic ops
<b>Intersection improvements (11)</b> Everee Inn at Cain Hill at Broadway College/Hamilton/Kincaid College at Meriwether Poplar/Meriwether/New Orleans/Tenth Experiment at Broad Experiment/13th/Ray Experiment/14th Experiment/Elm Atlanta at Experiment/McIntosh Broad at 9 <sup>th</sup>	\$200,000 \$200,000 \$125,000 \$150,000 \$400,000 \$700,000 \$350,000 \$550,000 \$300,000 \$500,000 \$750,000	Local/private Local/private Local/private Local/private Local/private GDOT State aid Local/private GDOT State aid Local/private GDOT State aid GDOT State aid
<b>Widening</b> Hill Street Meriwether Street	\$2,900,000 \$2,600,000	GDOT-STP GDOT-STP
<b>Bypass</b> Design Right of way acquisition	\$2,000,000 \$5,000,000	GDOT-STP GDOT-STP
<b>Intermediate-term Estimated Costs</b>	<b>\$17,330,000</b>	

Long-term Projects	Estimated Costs	Funding Source
<b>Traffic Signal Upgrades for miscellaneous improvements</b> 11 intersections Construction	\$825,000	GDOT-traffic ops
<b>Intersection improvements (10)</b> Meriwether/Hammond/College/Everee Inn Hill at Sixth Cain at Uniform Maddox at Etheridge Mill Poplar at Hammond SR 16 at Wilson College at Sixth Broadway at Central Hill at Northside Broadway at Searcy	\$1,200,000 \$500,000 \$100,000 \$500,000 \$500,000 \$125,000 \$200,000 \$150,000 \$500,000 \$100,000	GDOT State aid Local/private Local/private Local/private Local/private GDOT-STP Local/private Local/private Local/private Local/private
<b>Bypass Construction</b>	<b>\$20,000,000</b>	GDOT-STP
<b>Long-term Total Estimated Costs</b>	<b>\$24,700,000</b>	



# CHAPTER 10 IMPLEMENTATION PROGRAM



# IMPLEMENTATION PROGRAM

## 10.1 Introduction

Based on the needs and goals that have been identified, the Short Term Work Program (STWP) provides a strategy to assist in the implementation of the plan over the next five years. Since the adoption of this plan will not occur until late in 2004, the start year for the identified projects is 2004. The strategies listed in this chapter were identified through the planning process with input from the public, city staff and elected officials.

The STWP should be reviewed annually, not only to identify accomplishments, but also to determine adjustments that should be made. The STWP is a realistic plan of activities, but various circumstances may necessitate adjusting the work program. At a minimum, the STWP must be updated every five years.

The STWP includes a description of the task, initiation year, completion year, cost estimate (if applicable), responsible agency and potential funding source for each task. For the plan and the STWP to be effective, it must be linked to and coordinated with the local governments' annual operating budgets. Most of the items in the program require direct expenditures or indirect costs to each government through allocation of staff time and activities.

Several of the strategies discussed in the implementation program sections of each chapter are repeated in other chapters, because the strategy affects more than one aspect of the community. As a result, some of the strategies listed in each chapter may not be located under that heading in the STWP, but rather in a more appropriate heading. For example, several of the strategies in the Economic Development chapter refer to education, these strategies are listed in the STWP under Community Facilities, Education subheading.

The abbreviations listed below are used in the STWP table on the following pages.

CDBG	Community Development Block Grant Program
CHIP	Community HOME Investment Program
CIP	Federal Home Loan Bank Community Investment Program
DCA	Georgia Department of Community Affairs
FAA	Federal Aviation Administration
GDNR	Georgia Department of Natural Resources
GDOT	Georgia Department of Transportation

## 10.2 Record of Accomplishments

The city is still working under a STWP that covers the years 2002-2006. This was adopted as part of the last update of the Comprehensive Plan in 2002. The city has done an excellent job in implementing a majority of the projects included in the plan. However, as can be expected several of the items are still ongoing while others have been dropped as projects. **Table 10-1**

below provides a status report on the 2002-2006 STWP. This table indicates whether the project is ongoing or will not be completed. An explanation is provided if an item is no longer a project. Additionally, if a project is still ongoing, it is included in the new STWP (see **Table 10-2**).

**Table 10-1  
Record of Accomplishments from 2002-2006 STWP  
City of Griffin**

Project from STWP	Carried Forward/ Ongoing	Accomplished	No Longer A Project	Explanation
<b>Economic Development</b>				
Attract clean high-tech industries for Griffin.	X			
Develop a plan for the reuse of downtown buildings, facade design/renovation and utilization of upper floors. Consider designating this area an overlay zoning district. This downtown area is defined as 11 <sup>th</sup> St. to the west, Taylor St. to the north, 3 St. N to the east and College St. to the south.	X			
Complete downtown revitalization projects.	X			
Target the recruitment of priority businesses, such as medical and financial services that pay higher wages.	X			
Coordinate with Griffin Technical College to provide the needed training required by new industries.	X			
Assist the Georgia Station with the planning and development of a technology cluster.	X			No longer a separate project, part of target area efforts
<b>NATURAL &amp; CULTURAL RESOURCES</b>				
Prepare a Master Plan that designates areas for open space preservation and conservation in the city.	X			
Investigate the feasibility of moving downtown utility lines underground.	X			

<b>Project from STWP</b>	<b>Carried Forward/ Ongoing</b>	<b>Accomplished</b>	<b>No Longer A Project</b>	<b>Explanation</b>
Create an overlay-zoning district to protect identified scenic views in the city.	X			
Develop and implement a Water Quality Master Plan.		X		
Develop a Greenways Master Plan in cooperation with Spalding County that includes locations for greenways, bike paths and pedestrians amenities.	X			
Encourage appropriate uses, such as greenways and passive recreational areas, within floodplain and wetland areas.	X			No longer a separate project, part of Greenway Master Plan
Explore the interest in creating a Historic Preservation Ordinance.		X		
<b>COMMUNITY FACILITIES</b>				
<b><i>Public Safety</i></b>				
Construct a new public safety building that would allow the centralization of all divisions.		X		
Renovate former police department building (original city hall).	X			
Construct a new fire station/training complex.	X			
Replace 3 fire engines and one squad car over the next 5 years.	X			
Purchase 1 new squad vehicle for the fire department.	X			
Purchase a new ladder truck for the fire department.	X			
Perform a Personnel Management Review for the Spalding County E-911 Public Safety Operations to identify policies that will help retain staff.		X		
Investigate radio frequency and purchase new emergency dispatch radio system.	X			

<b>Project from STWP</b>	<b>Carried Forward/ Ongoing</b>	<b>Accomplished</b>	<b>No Longer A Project</b>	<b>Explanation</b>
<b><i>Transportation</i></b>				
Complete sidewalk construction in identified areas.	X			
Complete street resurfacing in identified areas.	X			
Install a precision approach path indicator.		X		
Purchase a mini van.			X	
Construct a terminal building complex.	X			No funding
Evaluate the feasibility of a fixed route transit system.	X			
Prepare a Station Area Master Plan for a potential commuter rail station in Griffin.	X			
Develop a mechanism to ensure all planes are registered at the airport and paying appropriate taxes.	X			
Complete request for five year-year capital plan.	X			Master Plan was completed but rejected by the City Commission
Evaluate the feasibility of a new grade separated railroad crossing at 6 <sup>th</sup> Street and the possible reuse of the old truss bridge as a pedestrian facility.	X			
<b><i>Water/Wastewater Systems</i></b>				
Replace existing water lines in the identified cemeteries.			X	No funding
Complete water treatment plant improvements	X			
Determine the interest and feasibility of creating a joint utility authority with Spalding County.			X	Lack of interest
<b><i>Solid Waste</i></b>				
Resurface department parking lot.	X			
Construct 100x100 maintenance building.	X			
Purchase 20-yard self-loading pan.	X			

<b>Project from STWP</b>	<b>Carried Forward/ Ongoing</b>	<b>Accomplished</b>	<b>No Longer A Project</b>	<b>Explanation</b>
Pave road at landfill.	X			
Purchase 45+ ton bulldozer.	X			
Purchase compost window spreader.	X			
Construct 20-bay truck shelter.	X			
Purchase needed equipment for the (relocated) transfer station.	X			
Construct a new truck wash.		X		
Develop a new C&D landfill for the city.	X			
Purchase trash compactor.	X			
Close the existing C&D landfill.	X			
Complete roadwork needed for the landfill road and Department grounds.	X			
<b><i>Storm Water Management</i></b>				
Complete identified storm drainage projects outlined in the Stormwater Management Plan.	X			
<b><i>Health Care Services</i></b>				
Encourage medical support services to locate around the hospital.	X			
Promote the expansion of health care services offered to senior citizens.	X			
<b><i>Parks and Recreation Facilities</i></b>				
Rebuild irrigation system at the golf course.	X			
Resurface roads in City Park.		X		
Construct open-air gazebo.		X		
Complete lighting maintenance at City Park.		X		
<b><i>General Government Facilities</i></b>				
Purchase milling machine for Street Department.		X		
Purchase riding ditch compactor for Street Department.		X		
*Purchase vacuum sweeper for Street Department.		X		

<b>Project from STWP</b>	<b>Carried Forward/ Ongoing</b>	<b>Accomplished</b>	<b>No Longer A Project</b>	<b>Explanation</b>
*Complete street resurfacing in the city's cemetery.	X			
*Purchase 1-ton service truck with construction unit.		X		
*Construct new shop building.	X			
*Upgrade administration offices for the Public Works Department.	X			Goal to move out of rented facilities
*Construct new maintenance facility with 7 bays and equipment.	X			
Develop and implement a Capital Improvement Program (CIP) for the city.		X		
<b><i>Education</i></b>				
Determine city's role for the best reuse of existing vacant schools.	X			
<b><i>Cultural Facilities</i></b>				
The City encourages and supports cultural facilities.	X			
<b>HOUSING</b>				
Conduct a city-wide housing conditions inventory. Investigate as part of this study street and drainage problems, sidewalk conditions and litter problems.	X			
Provide assistance to first-time homebuyers.	X			
Secure grant and loan funds to rehabilitate housing units in the city.	X			
Institute a first-time homebuyer's program that targets the North Hill Street area.	X			
Implement an infill-housing program in the city.	X			
Continue to promote the conversion of the upper floors of downtown buildings into loft apartments.	X			

Project from STWP	Carried Forward/ Ongoing	Accomplished	No Longer A Project	Explanation
<b>LAND USE</b>				
Extend streetscape northward from the railroad tracks downtown to the old Northside Elementary School and from Taylor Street to Sixth Street. This would include lighting, new traffic light poles, pavers, trees and sidewalks.	X			
Revise the zoning ordinance to allow for greater flexibility in design standards and mixed uses within downtown buildings.		X		
Encourage the continuation of a strong residential component around the hospital.		X		
Develop an overlay zoning district for the West Solomon, West Poplar, West Taylor and US 41/19 corridors.	X			



**Table 10-2  
Short-Term Work Program  
City of Griffin: 2004-2009**

<b>Description</b>	<b>Initiation Year</b>	<b>Completion Year</b>	<b>Cost Estimate</b>	<b>Responsible Agencies</b>	<b>Possible Funding Sources</b>
<b>ECONOMIC DEVELOPMENT</b>					
Promote Griffin and Spalding County as good location for national call centers and mid-size warehouse and distribution facilities. Target the recruitment of priority businesses, such as medical and financial services that pay higher wages.	2002	Ongoing	NA	Griffin-Spalding Cty. Dev. Auth.	NA
Annex and expand the industrial park on Green Valley Road and support the development of a new industrial park in the City	2005	2008	\$5,000,000	Griffin-Spalding Cty. Dev. Auth., City of Griffin	SPLOST
Develop a food-science and technology business incubator with officials at the UGA Griffin Campus	2004	2005	NA	UGA, Dev Authority	UGA, Spalding County
Coordinate with Griffin Technical College to provide the needed training required by new industries.	2002	Ongoing	NA	Chamber of Commerce	NA
Maintain a consistent and appropriate incentives package and an updated list of available industrial sites within Spalding County to offer to prospective businesses and industries.	2002	Ongoing	NA	Griffin-Spalding County. Dev. Auth.	NA

**Table 10-2  
Short-Term Work Program  
City of Griffin: 2004-2009**

<b>Description</b>	<b>Initiation Year</b>	<b>Completion Year</b>	<b>Cost Estimate</b>	<b>Responsible Agencies</b>	<b>Possible Funding Sources</b>
Economic Development Council - Form a council with appointees by the City of Griffin, County Manager, Superintendent of Public Schools, and the Chamber of Commerce to meet twice a year to review and coordinate economic development efforts. Also include representatives from UGA, Griffin Tech, and the Development Authority.	2004	On-going	NA	Spalding County Chamber of Commerce, County Manager, City Manager, UGA, Griffin Tech, Dev Authority,	NA
Support, publicize and recognize outstanding efforts of existing business and industry	Ongoing	Ongoing	NA	Spalding County Chamber of Commerce	NA
Data Resource Center –Maintain databases on available industrial and business development sites and offer this information to potential industrial and business clients who meet the county’s definition of target opportunities.	Ongoing	Ongoing	NA	Spalding County Chamber of Commerce	NA
Continue to rehabilitate downtown historic buildings for commercial, institutional and residential uses	Ongoing	Ongoing	NA	Downtown Development Authority, Main Street Program	NA

**Table 10-2  
Short-Term Work Program  
City of Griffin: 2004-2009**

<b>Description</b>	<b>Initiation Year</b>	<b>Completion Year</b>	<b>Cost Estimate</b>	<b>Responsible Agencies</b>	<b>Possible Funding Sources</b>
Support the creation of Community Improvement Districts – identify existing commercial areas that need special improvements to stimulate renewal, and identify local business leaders to champion the establishment of a CID, which would allow them to raise their own taxes to pay for improvements.	2004	Ongoing	NA	City Commission, Spalding County Chamber of Commerce, DDA	NA
Strengthen and expand the “Quick Start” program, which provides new and expanding industries with customized training programs, pre-employment training, screening and testing services.	Ongoing	Ongoing	NA	Griffin Technical Institute	NA
Promote local tourism by educating the public about the county’s rich cultural history and numerous historic sites and cemeteries.	Ongoing	Ongoing	NA	Spalding County Chamber of Commerce	NA
<b>HOUSING</b>					
Provide assistance to first-time homebuyers.	2002	Ongoing	\$250,000/year	Housing Authority, GA DCA	CDBG, CHIP, Federal Home Loan Bank (CIP), Freddie Mac
Pursue resource opportunities (state and federal grants) for home ownership and renewal (non-profit and private organization).	2002	2006	\$250,000/year	Housing Authority, GA DCA	CDBG, CHIP, Freddie Mac, City

**Table 10-2  
Short-Term Work Program  
City of Griffin: 2004-2009**

<b>Description</b>	<b>Initiation Year</b>	<b>Completion Year</b>	<b>Cost Estimate</b>	<b>Responsible Agencies</b>	<b>Possible Funding Sources</b>
Institute a first-time homebuyer's program in target areas.	2003	2006	\$100,000/year	Housing Authority, GA DCA	CHIP
Continue to promote the conversion of the upper floors of downtown buildings into loft apartments.	2002	Ongoing	NA	Planning and Development Dept.	n/a
Draft amendments to the Zoning Ordinance to promote the development of quality housing and a greater variety of housing types, and present to the City Commission for adoption	2005	2006	\$15,000	Planning and Development Dept.	City
Continued evaluation of housing and property maintenance codes and stringent enforcement	2002	Ongoing	NA	Planning and Development Dept.	n/a
Update the housing conditions inventory. Investigate as part of this study street and drainage problems, sidewalk conditions and litter problems.	2005	2010	\$50,000	Planning and Development Dept.	City
<b>NATURAL &amp; CULTURAL RESOURCES</b>					
Draft and present a tree preservation and landscaping ordinance to the City Commission for adoption.	2004	2004	NA	Planning and Development Dept.	City
Amend zoning and land development regulations to provide incentives and guidelines for conserving open space in the subdivision process and to widen minimum stream buffer widths	2005	2006	NA	Planning and Development Dept.	City

**Table 10-2  
Short-Term Work Program  
City of Griffin: 2004-2009**

<b>Description</b>	<b>Initiation Year</b>	<b>Completion Year</b>	<b>Cost Estimate</b>	<b>Responsible Agencies</b>	<b>Possible Funding Sources</b>
Develop a Greenways Master Plan in cooperation with Spalding County that includes locations for greenways, bike paths and pedestrians amenities, and the preservation of and conservation of open space and scenic views.	2004	2005	\$50,000	Planning and Development Dept., Spalding County Parks & Recreation Dept.	City, County, DCA, GDNR
Obtain Certified Local Government Status through the National Park Service and State Historic Preservation Officer	2004	2005	NA	Historic Preservation Commission	NA
Designate new residential historic districts and expand the existing commercial district	2004	2005	NA	Historic Preservation Commission	NA
Create and Adopt Architectural Design Guidelines within historic districts and throughout the City.	2004	2005	NA	Planning and Development Dept., Historic Preservation Commission	NA
Encourage infill development, suitable reuse of vacant buildings, and promote adaptive reuse of historic buildings	2004	Ongoing	NA	DDA, Main Street Program, Historic Preservation Commission, Planning and Development Dept.	NA

**Table 10-2  
Short-Term Work Program  
City of Griffin: 2004-2009**

<b>Description</b>	<b>Initiation Year</b>	<b>Completion Year</b>	<b>Cost Estimate</b>	<b>Responsible Agencies</b>	<b>Possible Funding Sources</b>
Expand focus of revitalization efforts beyond Main Street to adjacent neighborhoods	2004	Ongoing	NA	Historic Preservation Commission, Planning and Development Dept.	NA
<b>COMMUNITY FACILITIES</b>					
<i>Public Safety</i>					
Upgrade police equipment including, cameras, radar and in-car computers	2005	2006	\$525,000	City of Griffin Police Dept.	City
New emergency dispatch radio system	2005	2006	\$10,000,000	City of Griffin Police Dept.	SPLOST
Construct new indoor firing range	2008	2009	\$375,000	City of Griffin Police Dept.	City
Maintain ISO rating of 3 or better within the city	2004	Ongoing	NA	City of Griffin Fire Dept.	NA
Construct a new fire station/training complex.	2008	2010	\$1,300,000	City of Griffin Fire Dept.	City
Replace 3 fire engines and one squad car over the next 5 years.	2007	2010	\$680,000	City of Griffin Fire Dept.	City
Purchase 1 new squad vehicle for the fire department.	2008	2010	\$200,000	City of Griffin Fire Dept.	City
Purchase a new ladder truck for the fire department.	2004	2006	\$750,000	City of Griffin Fire Dept.	City

**Table 10-2  
Short-Term Work Program  
City of Griffin: 2004-2009**

<b>Description</b>	<b>Initiation Year</b>	<b>Completion Year</b>	<b>Cost Estimate</b>	<b>Responsible Agencies</b>	<b>Possible Funding Sources</b>
<i><b>Water/Wastewater Systems</b></i>					
Complete water treatment plant improvements	2002	2005	\$43,000,000	Water/Wastewater Dept.	City, Revenue Bonds
Mapping of water system	2004	2004	\$300,000	Water/Wastewater Dept.	Revenue Bonds
Emergency Response Plan	2004	2004	\$25,000	Water/Wastewater Dept.	User Fees
Meter replacement, 2500 meters a year	2004	2009	\$340,000 per year	Water/Wastewater Dept.	User Fees
Water main replacement program	2004	2009	\$150,000 per year	Water/Wastewater Dept.	User Fees
Automatic meter reading system	2004	2009	\$89,000 per year	Water/Wastewater Dept.	User Fees
Dewatering sludge facility	2004	2004	\$400,000	Water/Wastewater Dept.	Revenue Bonds
Ison Branch – new sewer lines	2002	2004	\$1,700,000	Water/Wastewater Dept.	Revenue Bonds
Sewer flow analysis study of entire system	2004	2004	\$300,000	Water/Wastewater Dept.	Revenue Bonds
GPS Sewer System	2003	2004	\$500,000	Water/Wastewater Dept.	Revenue Bonds
Sewer Rehab Phase IV	2004	2005	\$1,300,000	Water/Wastewater Dept.	Revenue Bonds
Rehab Water/Wastewater/Stormwater Lab	2004	2004	\$150,000	Water/Wastewater Dept.	Revenue Bonds

**Table 10-2  
Short-Term Work Program  
City of Griffin: 2004-2009**

<b>Description</b>	<b>Initiation Year</b>	<b>Completion Year</b>	<b>Cost Estimate</b>	<b>Responsible Agencies</b>	<b>Possible Funding Sources</b>
Jet Vac Sewer Lines	2004	2005	\$340,000 for first year (2004), \$100,000 year after (2005)	Water/Waste-water Dept.	User Fees
Chemical Root Control Program	2004	2009	\$70,000 per year	Water/Waste-water Dept.	User Fees
Proposed automatic meter reading system	2005	2010		Water/Waste-water Dept	
Update Water and Sewer Master Plan (See Intergovernmental Coordination)					
<b><i>Solid Waste</i></b>					
Purchase 20-yard self-loading pan.	2004	2006	\$300,000	Solid Waste Dept.	City
Purchase 45+ ton bulldozer.	2004	2006	\$350,000	Solid Waste Dept.	City
Construct 20-bay truck shelter.	2004	2006	\$300,000	Solid Waste Dept.	City
Purchase needed equipment for the transfer station.	2002	2006	\$710,000	Solid Waste Dept.	City
Expansion of C&D landfill	2002	2006	\$500,000	Solid Waste Dept.	City
Purchase trash compactor.	2003	2006	\$290,000	Solid Waste Dept.	City
Complete roadwork for the department grounds.	2002	2006	\$550,000	Solid Waste Dept.	City



**Table 10-2  
Short-Term Work Program  
City of Griffin: 2004-2009**

<b>Description</b>	<b>Initiation Year</b>	<b>Completion Year</b>	<b>Cost Estimate</b>	<b>Responsible Agencies</b>	<b>Possible Funding Sources</b>
<b><i>Storm Water Management</i></b>					
Phase II NPDS City Implementation Program	2004	2009	\$375,000 /year	Griffin Public Works and Utilities Dept.	User Fees
USGS Monitoring - 7 stream gauges	2004	2009	\$55,000/year	Griffin Public Works and Utilities Dept.	User Fees
New Stormwater Management Plan and associated projects	2009	Long-term	NA for study, implementation est. cost \$8 million	Griffin Public Works and Utilities Dept.	User Fees
Update of Watershed Assessment	2004	2009	\$200,000/year	Griffin Public Works and Utilities Dept.	User Fees
<b><i>Power System</i></b>					
Construction of new substation on Cowan Road	2004	2005	\$20,000 (City Portion)	City of Griffin Power, MEAG	User Fees
Distribution line repair and extension	On-going	On-going	\$1 million	City of Griffin Power	User Fees
Major equipment (i.e. bucket trucks) replacement	On-going	On-going	Up to \$250,000	City of Griffin Power	User Fees

**Table 10-2  
Short-Term Work Program  
City of Griffin: 2004-2009**

<b>Description</b>	<b>Initiation Year</b>	<b>Completion Year</b>	<b>Cost Estimate</b>	<b>Responsible Agencies</b>	<b>Possible Funding Sources</b>
<b><i>Health Care Services</i></b>					
Encourage medical support services to locate around the hospital.	2002	On-going	NA	Planning and Development Dept.	City
Promote the expansion of health care services offered to senior citizens.	2002	On-going	NA	Spalding Regional Hosp.	Spalding Regional Hosp.
<b><i>Parks and Recreation Facilities</i></b>					
Rebuild irrigation system at the golf course.	2005	2006	\$325,000	Griffin Public Works and Utilities Dept	City
New City Pool.	2007	2008	\$1.25 million	Griffin Public Works and Utilities Dept	City
Expansion of City Cemetery.	2005	Ongoing	\$300,000	Griffin Public Works and Utilities Dept	City
<b><i>General Government Facilities</i></b>					
Construct new shop building.	2004	2008	\$125,000	Griffin Public Works and Utilities Dept	City
Conduct an Infrastructure Master Plan to address the issues of maintaining aging infrastructure and study the cost/benefits of consolidation of government facilities	2005	2006	\$100,000	City Manager's Office	City

**Table 10-2  
Short-Term Work Program  
City of Griffin: 2004-2009**

<b>Description</b>	<b>Initiation Year</b>	<b>Completion Year</b>	<b>Cost Estimate</b>	<b>Responsible Agencies</b>	<b>Possible Funding Sources</b>
<b><i>Education</i></b>					
Determine the City's input for the best reuse for existing vacant schools	2002	On-going	NA	Griffin-Spalding Cty. School System	City/County
Support the development of a four year college at the UGA campus	2004	On-going	NA	City Commission, School Board, Spalding BOC	NA
Strategic Plan for Educational Excellence – Work with Board of Education to create a public forum on educational excellence, establish a blue-ribbon task force and hire a facilitator to prepare a strategic plan for education.	On-going	On-going	NA	City Commission and Board of Education	NA
Support technical and adult educational opportunities for Griffin residents and workers	On-going	On-going	NA	Griffin Technical Institute and School System	NA
Support and strengthen existing adult literacy and GED programs in Griffin	On-going	On-going	NA	Griffin Technical Institute and School System	NA
Coordinate city land use policy and school planning decisions through open communication and regular reporting of development activity	On-going	On-going	NA	Planning and Development Dept., School Board	NA

**Table 10-2**  
**Short-Term Work Program**  
**City of Griffin: 2004-2009**

Description	Initiation Year	Completion Year	Cost Estimate	Responsible Agencies	Possible Funding Sources
<b><i>Libraries and Cultural Facilities</i></b>					
Continue to upgrade the computer resources and book collection at the library.	2002	Ongoing	\$20,000 (annually)	Flint River Regional Library System	City/County
Support local efforts to build a new regional civic center	On-going	On-going	NA	City Commission, Spalding BOC, private interest	NA
<b>LAND USE</b>					
<b>Design Standards</b> – Prepare draft architectural and design standards for historic preservation areas throughout Griffin and present to the City Commission for adoption consideration.	2005	2006	\$50,000	Planning and Development Dept., Historic Preservation Commission	City
<b>Sign Ordinance</b> – Recommend measures to the City Commission that would strengthen the existing sign ordinance by increasing the attractiveness of legal signs	2004	2005	NA	Planning and Development Dept.	NA
<b>Buffer, Landscape and Tree Ordinance</b> – Prepare a draft buffer, landscape and tree ordinance, and present to the City Commission for adoption consideration	2004	2005	NA	Planning and Development Dept.	NA

**Table 10-2  
Short-Term Work Program  
City of Griffin: 2004-2009**

<b>Description</b>	<b>Initiation Year</b>	<b>Completion Year</b>	<b>Cost Estimate</b>	<b>Responsible Agencies</b>	<b>Possible Funding Sources</b>
<b>Develop overlay zoning district for the target areas</b> - Prepare draft regulatory incentives to encourage the adaptive reuse and redevelopment of abandoned buildings and vacant sites, such as density bonuses or streamlined procedural requirements in select target areas, and bring before the City Commissioners for adoption.	2005	2006	NA	Planning and Development Dept.	NA
<b>Revitalization Study</b> - Initiate a revitalization study for the North Hill Street and Meriwether Street target areas. In the study consider the possibility of initiating a homesteading program.	2006	2007	NA	Planning and Development Dept.	DCA Quality Growth Grant
<b>INTERGOVERNMENTAL COORDINATION</b>					
Coordination with public schools – explore ways to improve community services by cooperative efforts between school and city government.	2004	On-going	NA	City Manger's Office	NA
Work with the County and the Water and Sewer Authority on updating the Water Supply Study and the Wastewater Management Master Plan to be consistent with the new Land Use Plan	2005	2007	\$500,000	Water and Sewer Authority, City Water and Wastewater Dept., County Manager, City Manager	User Fees, County, City

**Table 10-2**  
**Short-Term Work Program**  
**City of Griffin: 2004-2009**

Description	Initiation Year	Completion Year	Cost Estimate	Responsible Agencies	Possible Funding Sources
As part of the Comprehensive Plan update process, coordinate revisions to the City Budget with the Comprehensive Plan and Future Land Use Plan Map	2005	2009	NA	City Planning and Development Department	NA
Cooperative City-county agreements – Identify more opportunities for joint service and funding agreements between Spalding County and Griffin that will spread the cost and improve the efficiencies of public facilities and services such as garbage collection, parks and recreation, libraries, emergency services, and other facilities and services that are now funded and provided separately	2005	On-going	NA	City Manger’s Office, County Manager’s Office	NA
<b>TRANSPORTATION</b>					
Streetscape projects – Phase VIII	2008	2010	\$1.75 million	Griffin Public Works & Utilities Dept	TEA-21
Complete street resurfacing in identified areas.	2004	2009	\$250,000 each year	Griffin Public Works & Utilities Dept	City
Rights-of-way Improvement Program	2004	2009	\$100,000 each year	Griffin Public Works & Utilities Dept	City

**Table 10-2  
Short-Term Work Program  
City of Griffin: 2004-2009**

<b>Description</b>	<b>Initiation Year</b>	<b>Completion Year</b>	<b>Cost Estimate</b>	<b>Responsible Agencies</b>	<b>Possible Funding Sources</b>
Stripping of Streets	2004	2009	\$30,000 each year	Griffin Public Works & Utilities Dept	City
Evaluate the feasibility of a fixed route transit system.	2006	2007	\$40,000	Griffin Public Works & Utilities Dept	City, GDOT
Prepare a Station Area Master Plan for a potential commuter rail station in Griffin.	2006	2008	\$60,000	Planning and Development Dept., Griffin Public Works & Utilities Dept	City, GDOT, Grant Funds
Implementation of Airport master plan – Phase 1 (contingent on adoption of the plan). Includes site preparation, airfield paving and lighting, roadway paving, airport facilities, and environmental impact study.	2008	2010	\$41,577,000	Griffin-Spalding Airport	Airport Improvement Program Funds, GDOT grants, Third-Party Sources, Airport Revenues
Evaluate the feasibility of a new grade separated railroad crossing at 6 <sup>th</sup> Street and the rebuilding of 6 <sup>th</sup> Street bridge to include a pedestrian walkway..	2005	2008	\$25,000	Griffin Public Works & Utilities Dept	City, GDOT

## **Appendix A – Maps from the Preservation Plan for Griffin, Georgia**

The following maps were prepared by School of Environmental Design, University of Georgia, for the *Preservation Plan for Griffin, Georgia* in 2002. They are reproduced here to supplement the inventory of cultural resources of the Natural and Cultural Resources chapter of this plan.

Figure A-1: Developmental History, 1840-1849

Figure A-2: Developmental History, 1850-1869

Figure A-3: Developmental History, 1870-1889

Figure A-4: Developmental History, 1890-1909

Figure A-5: Developmental History, 1910-1940



Figure A-1

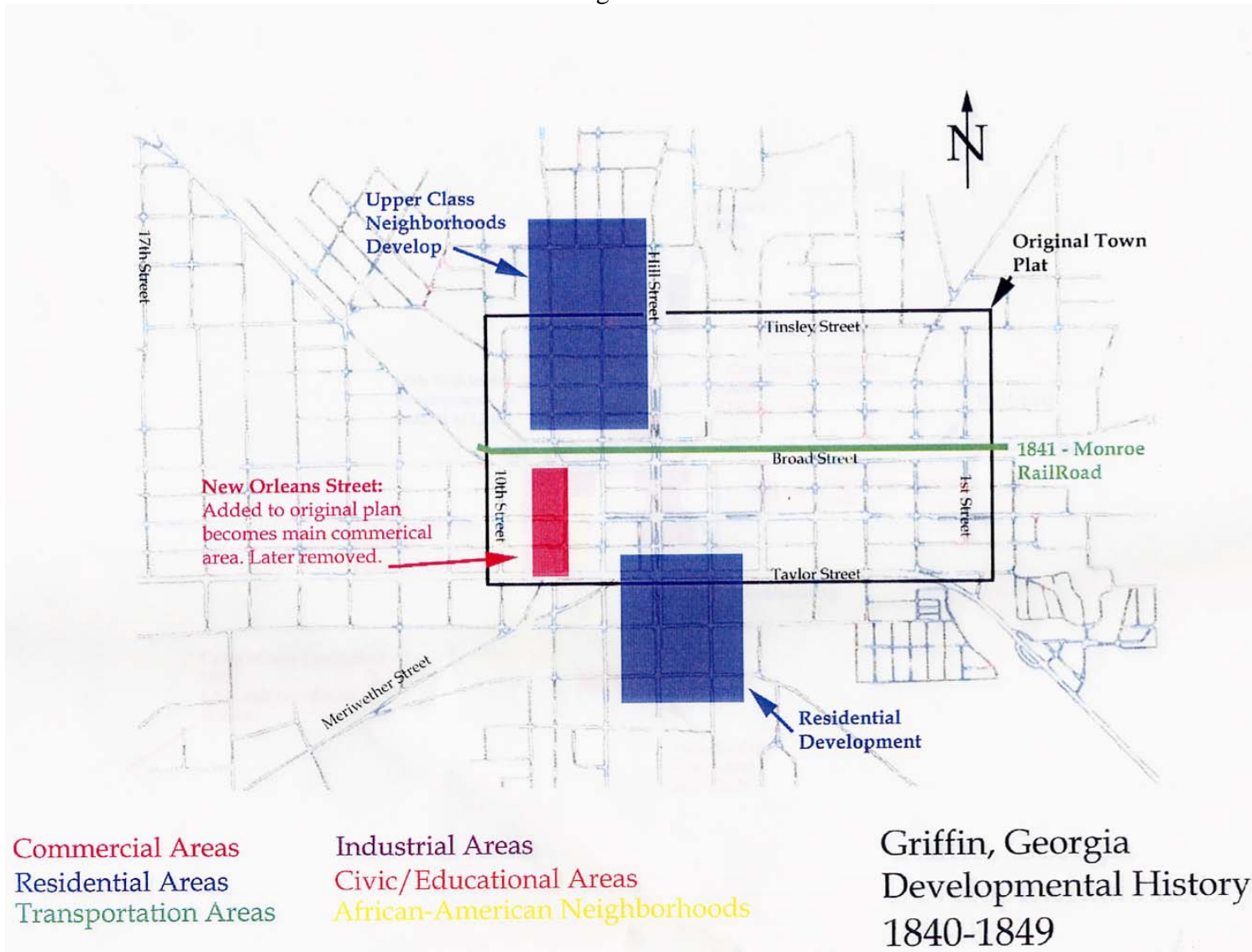


Figure A-2

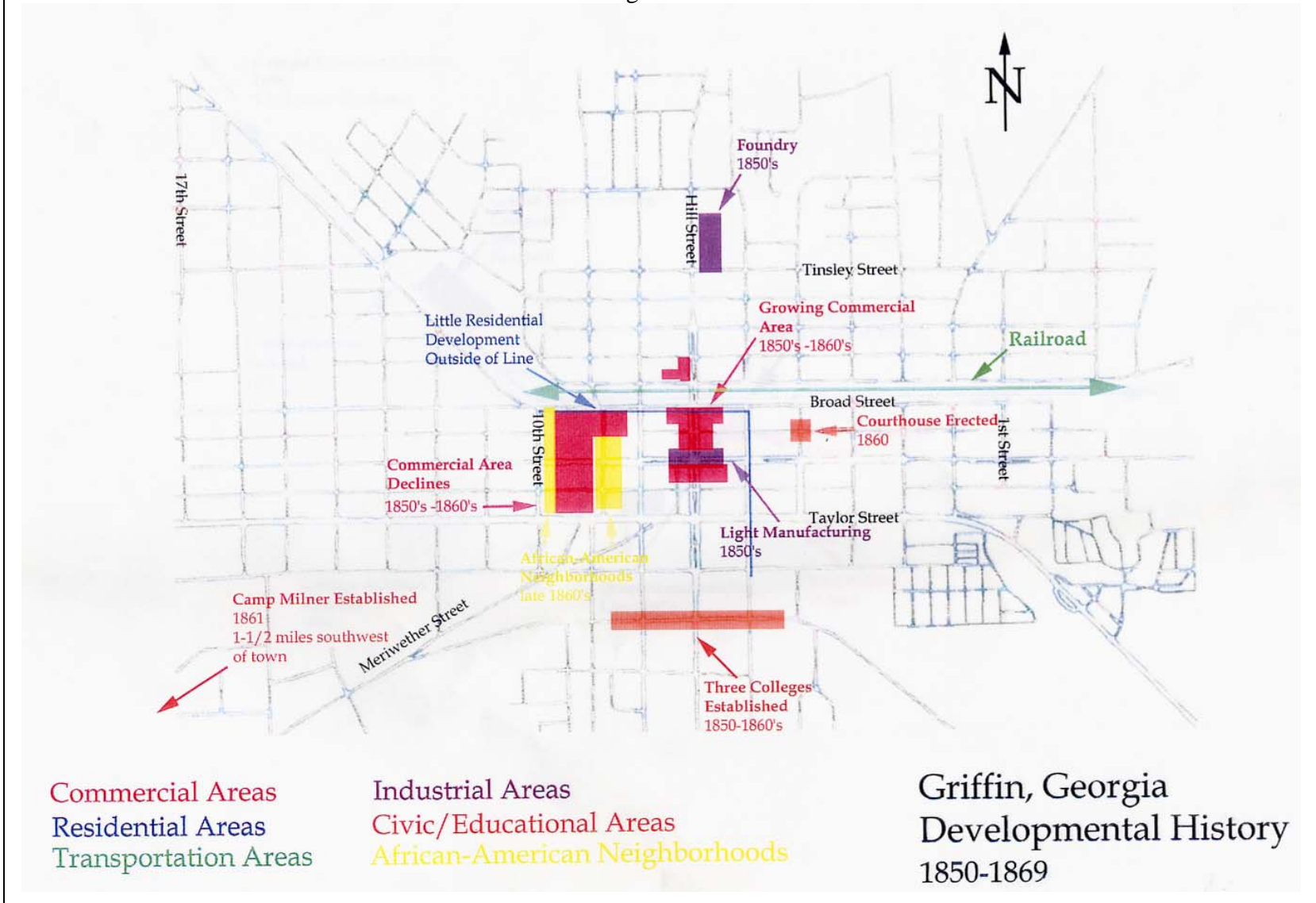


Figure A-3

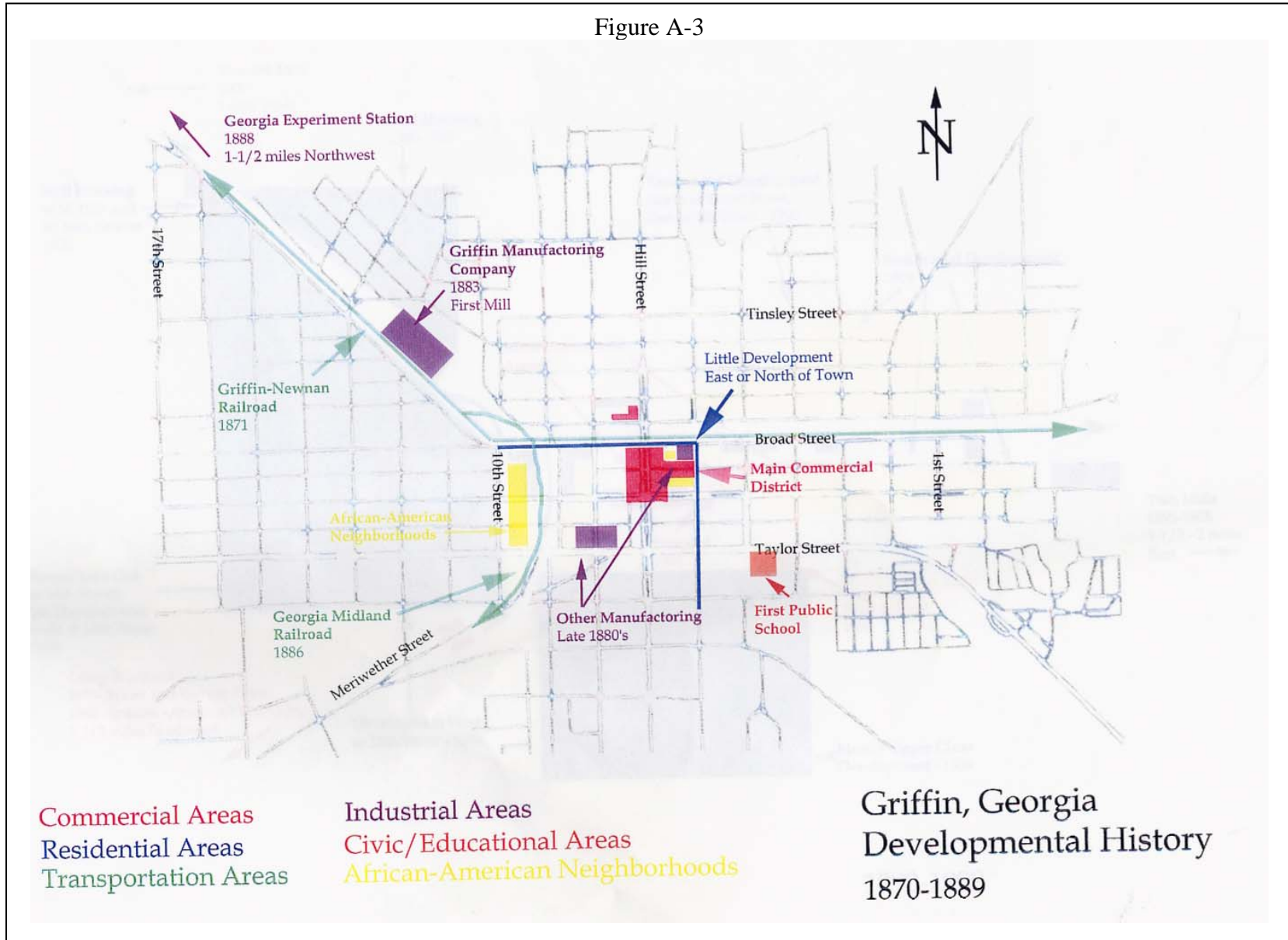




Figure A-4

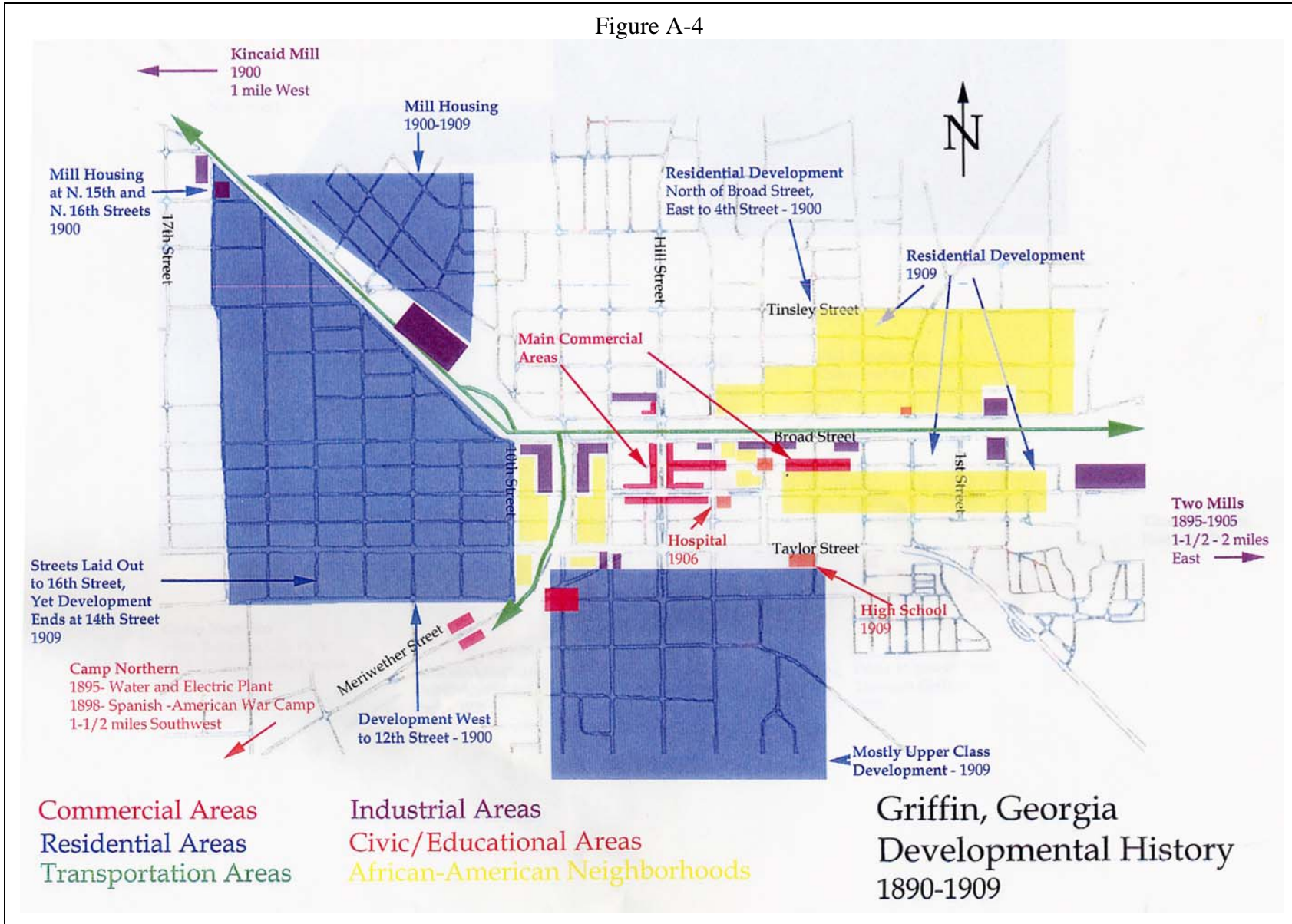
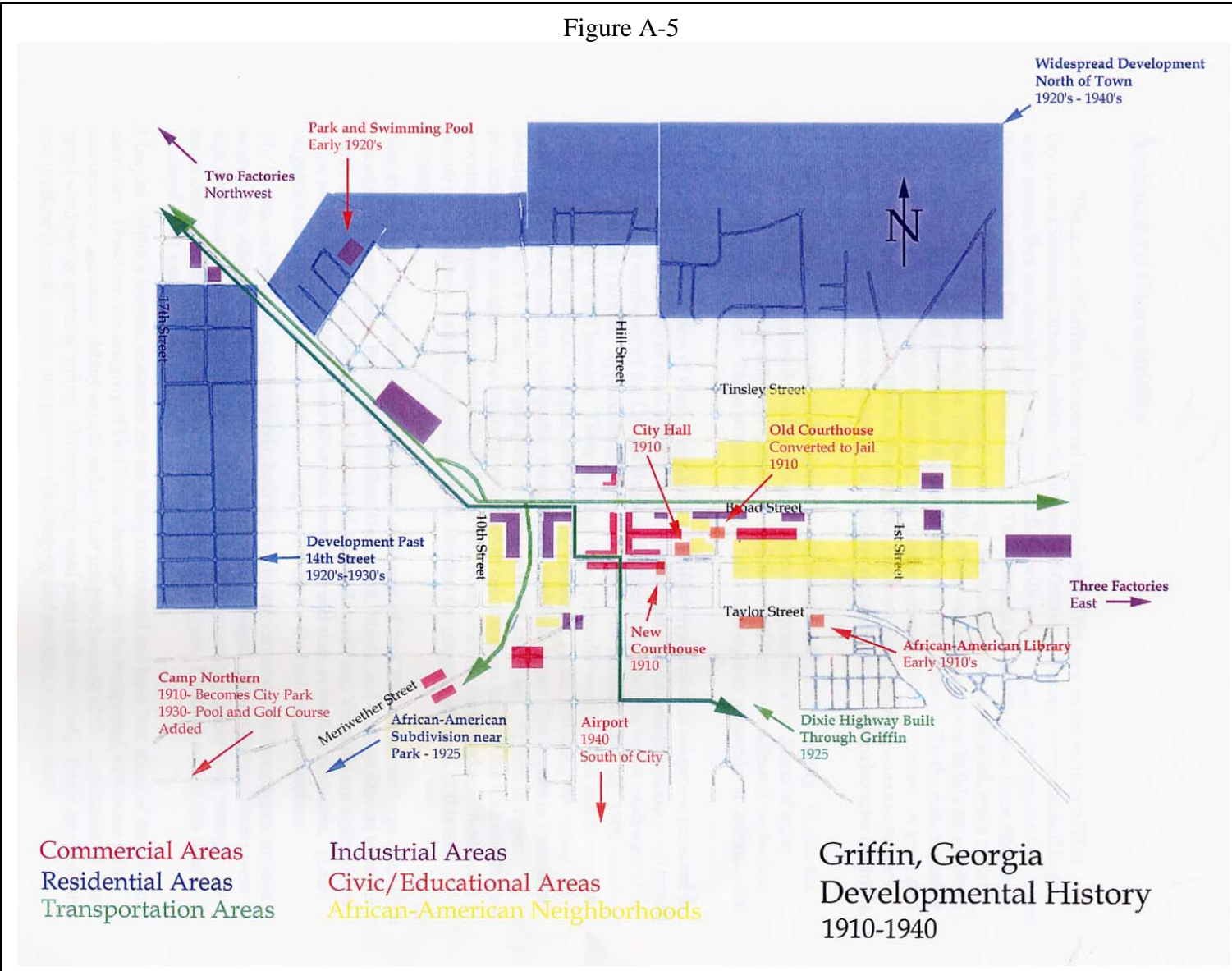


Figure A-5



## **Appendix B – Land Use Maps**

The following maps supplement the finding and recommendations of the Land Use chapter. The first two maps are available in 30”x 40” wall versions from the Griffin Planning and Development Department.

Figure B-1: Existing Land Use Map, 2003

Figure B-2: Future Land Use Plan, 2024

Figure B-3: Target Area Map



Figure B-1

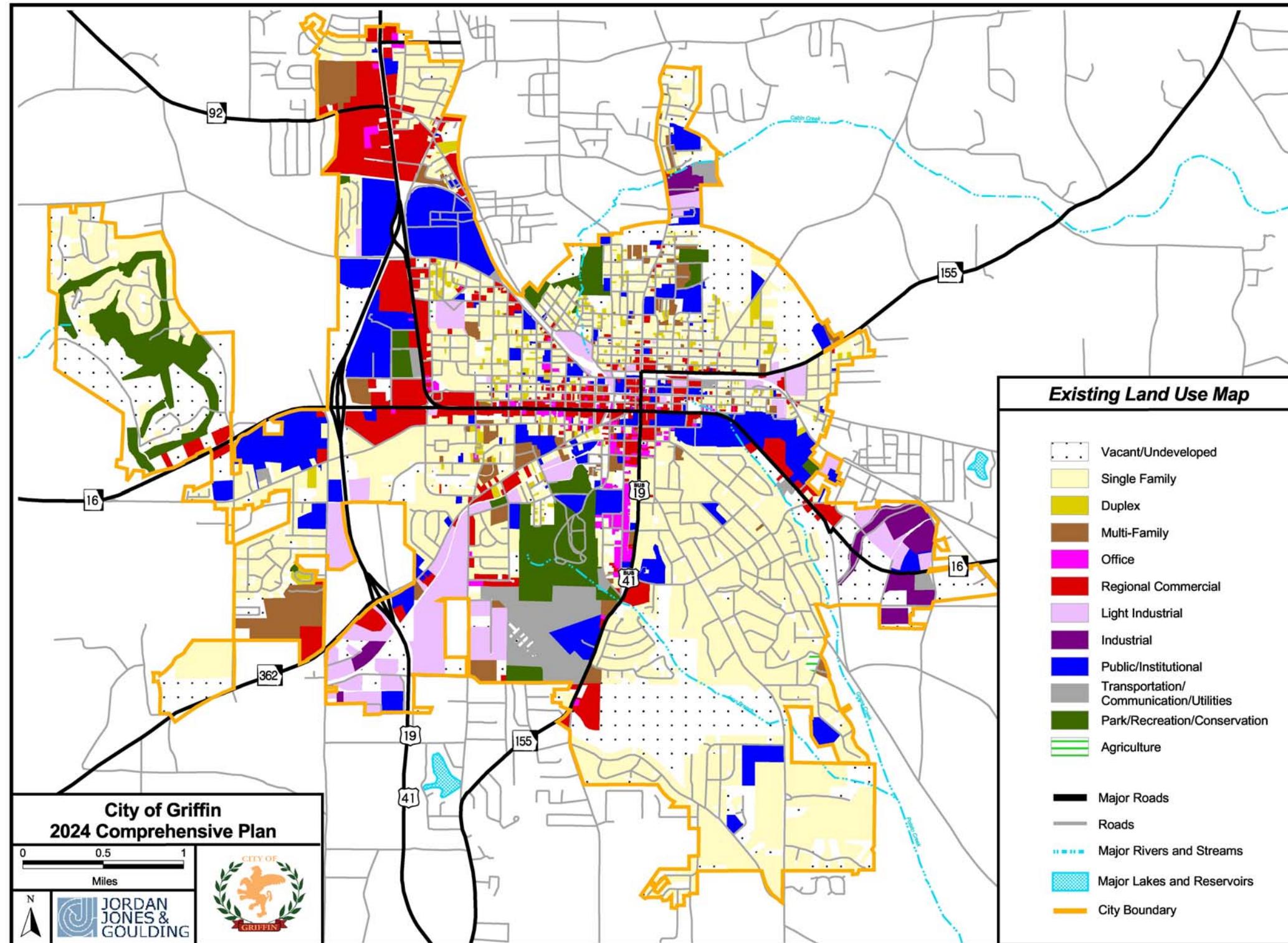




Figure B-2

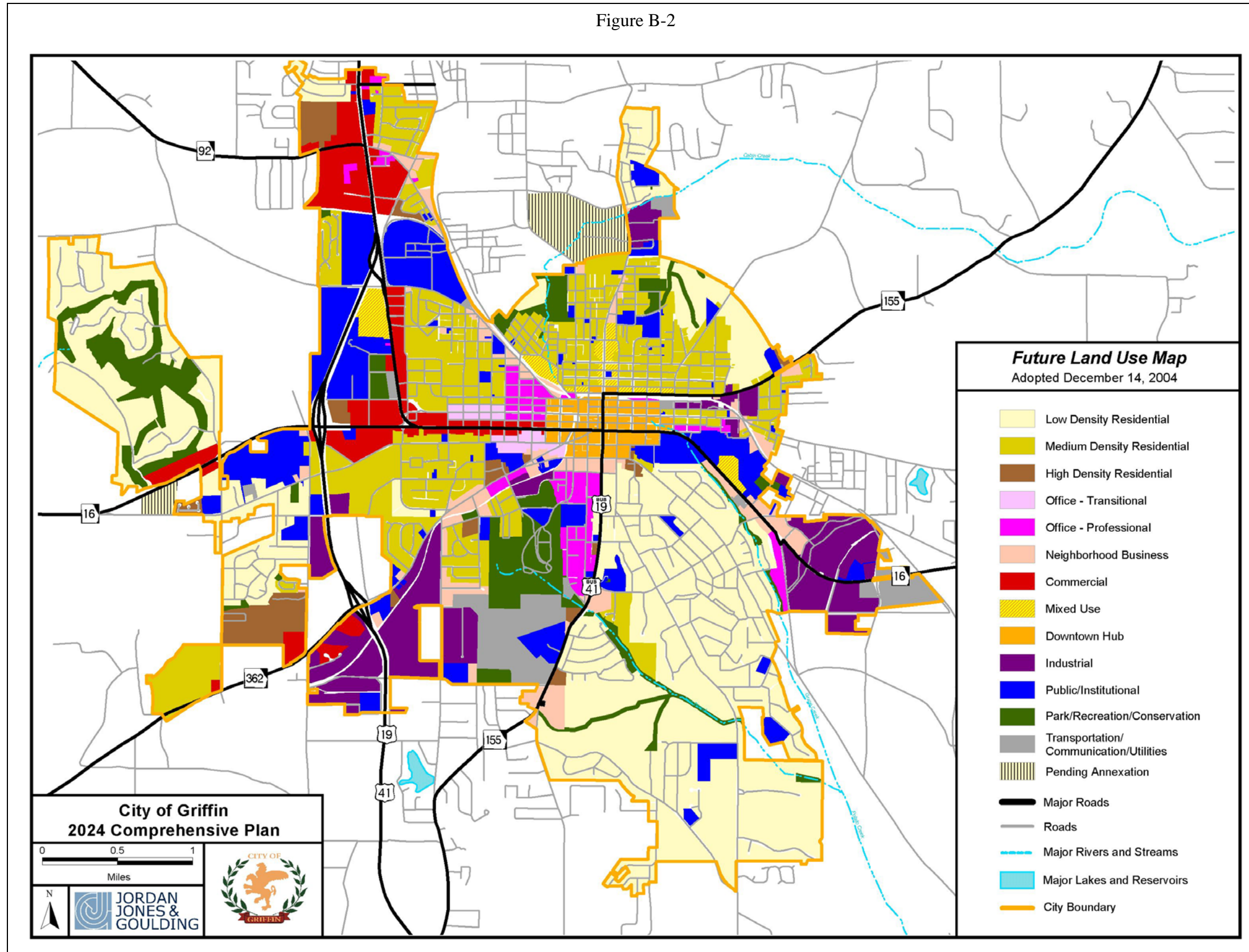
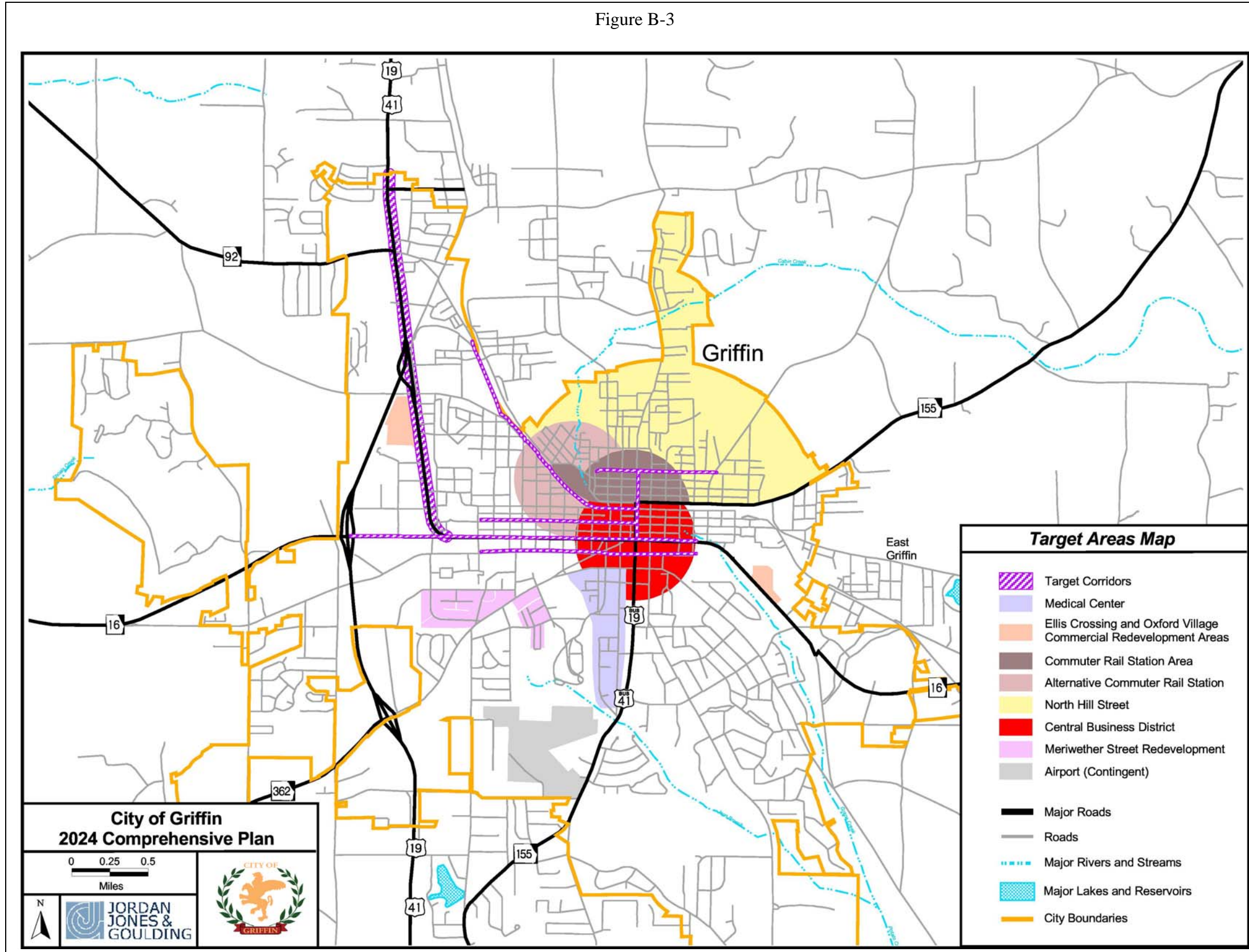




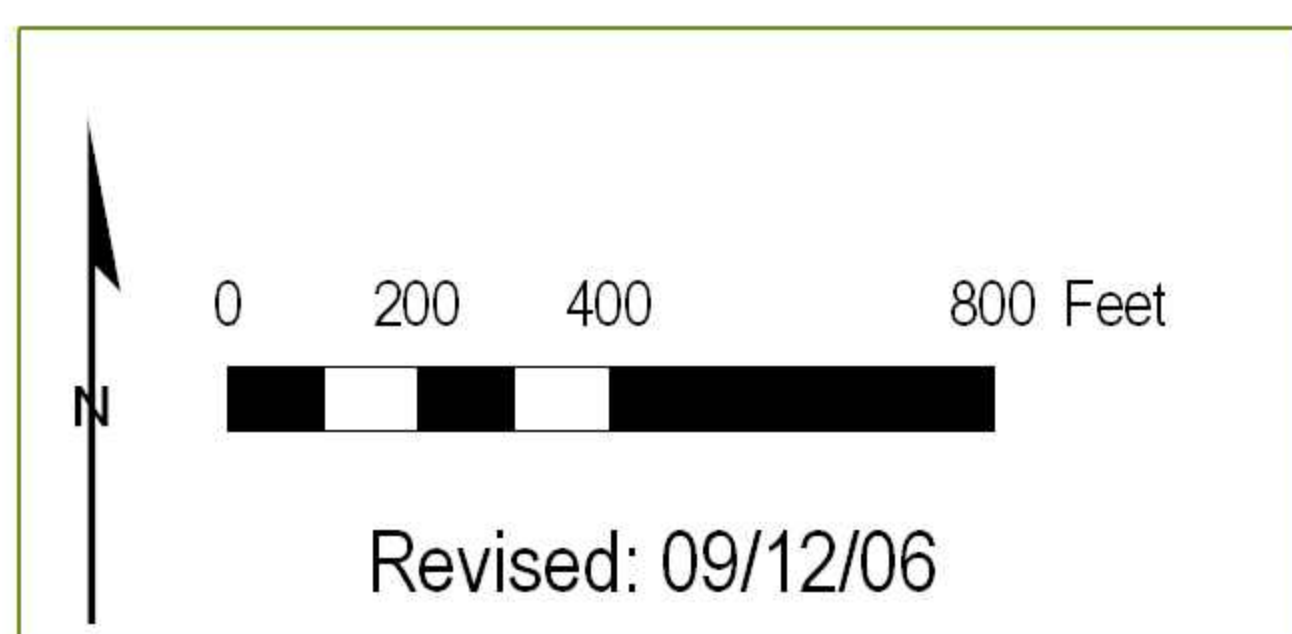
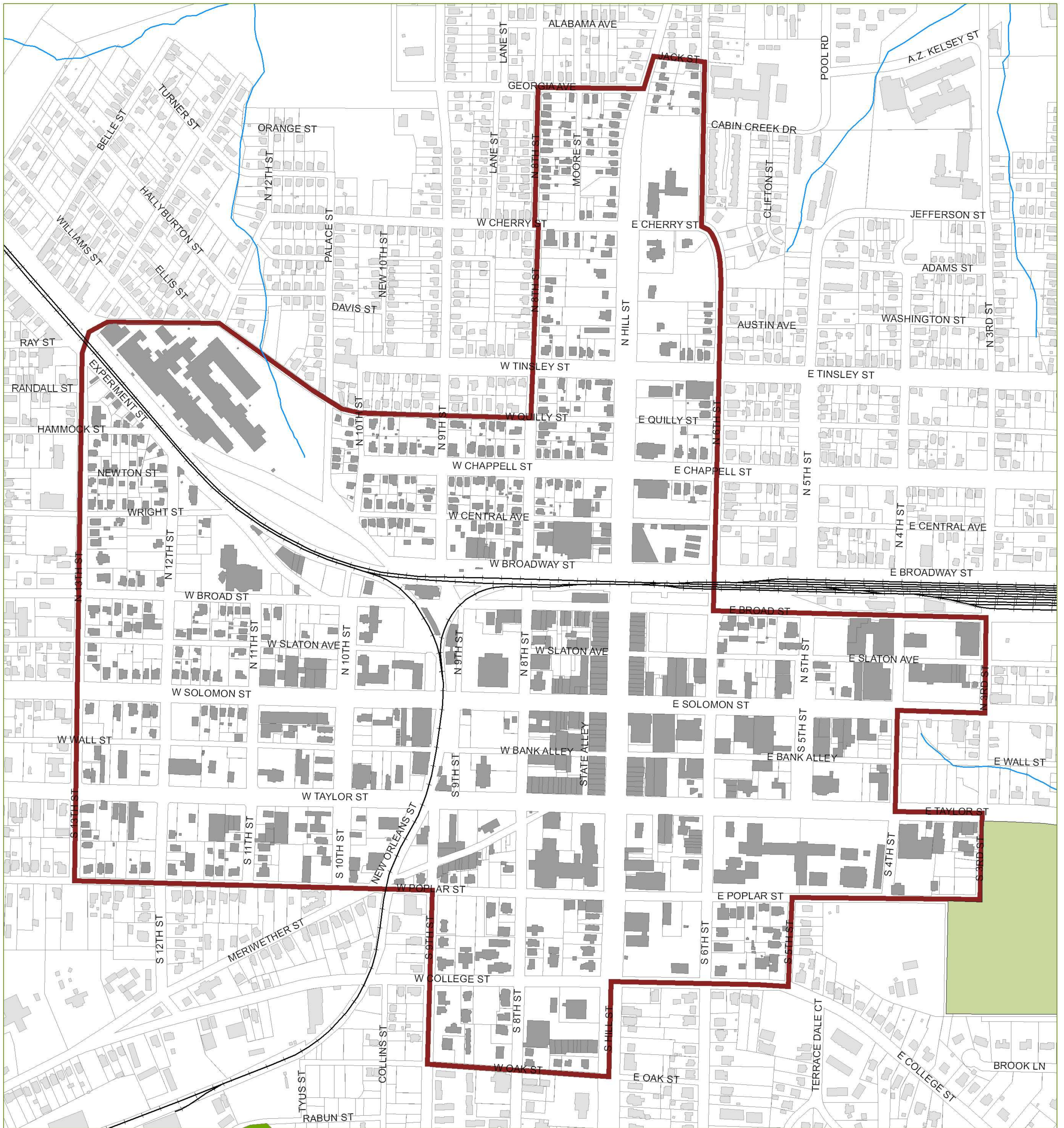
Figure B-3







### Study Area Boundary



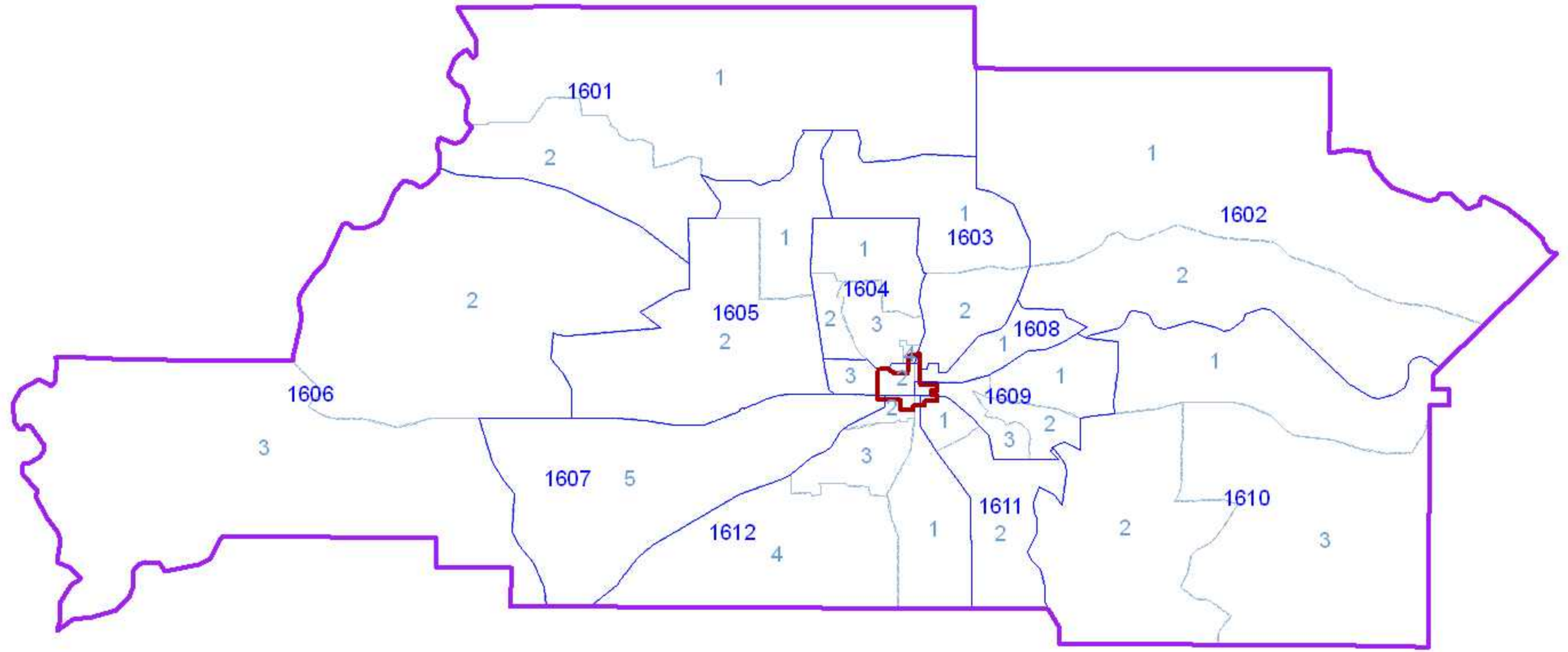
**HDR**

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- Malvada Consulting Group
- Marketek
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# 2000 Census Tract and Block Groups Spalding County and the City of Griffin



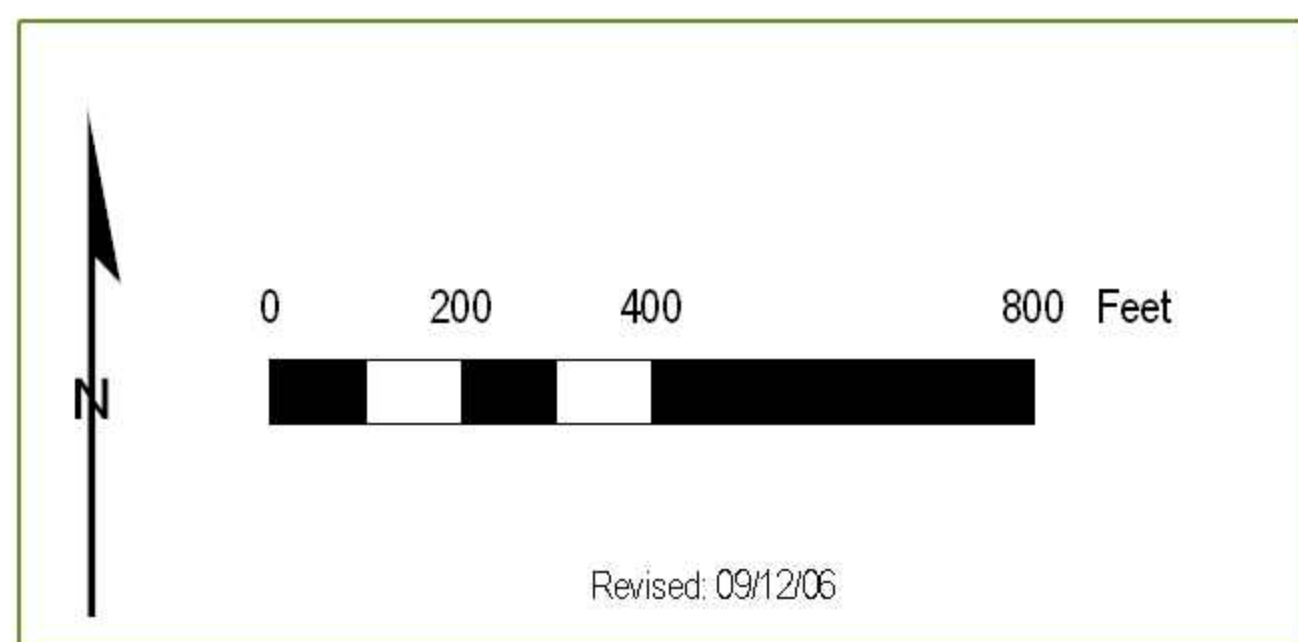
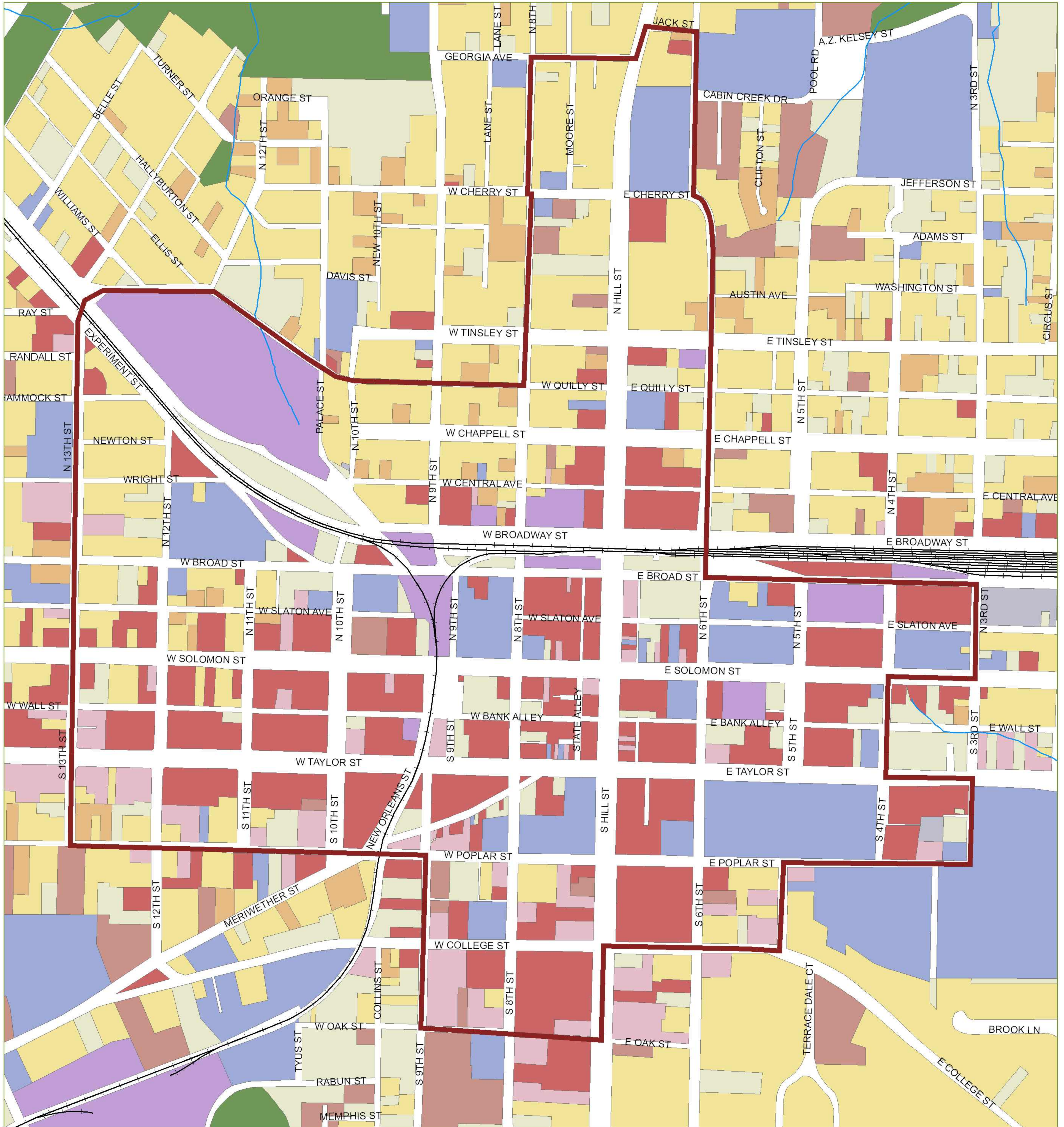
**Legend**

- Study Area Boundary
- Spalding County
- 2000 Census Tract
- 2000 Census Block Group





### Existing Land Use



**Legend**

Single Family	Light Industrial	Transportation/Communication/Utilities
Duplex	Office	Vacant/Undeveloped
Multi-Family	Public/Institutional	
Regional Commercial	Park/Recreation/Conservation	

Data Source: City of Griffin 2024 Comprehensive Plan

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 - Marketek  
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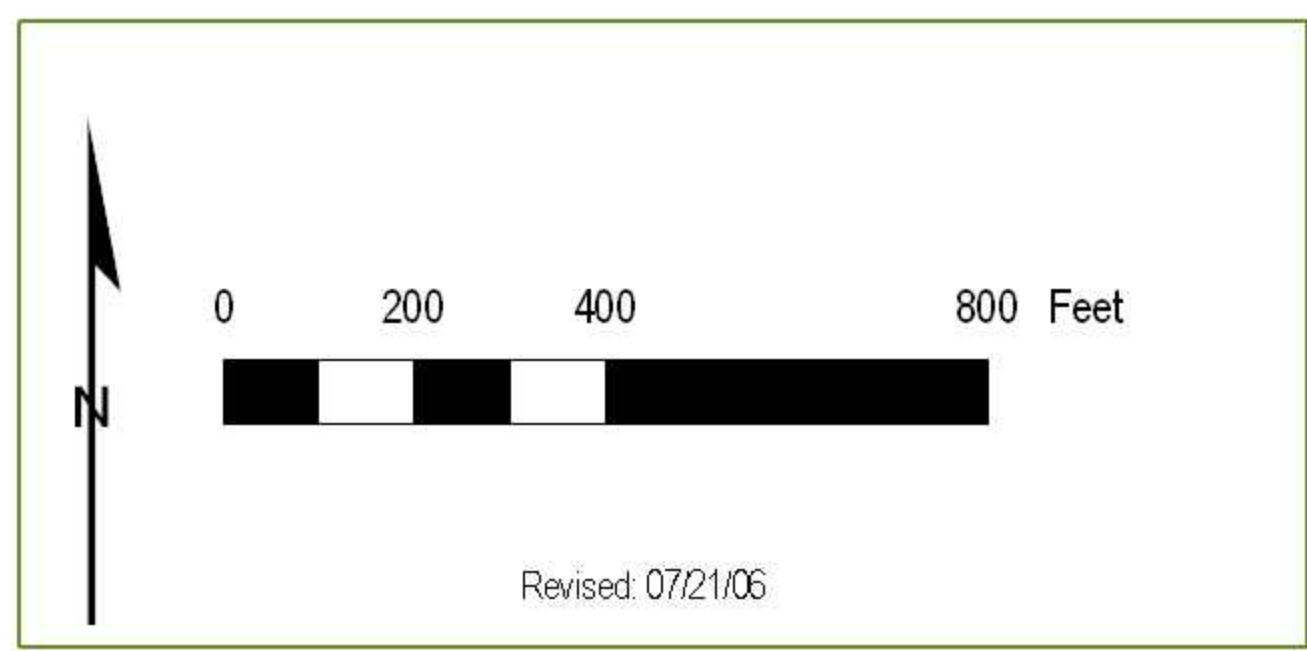
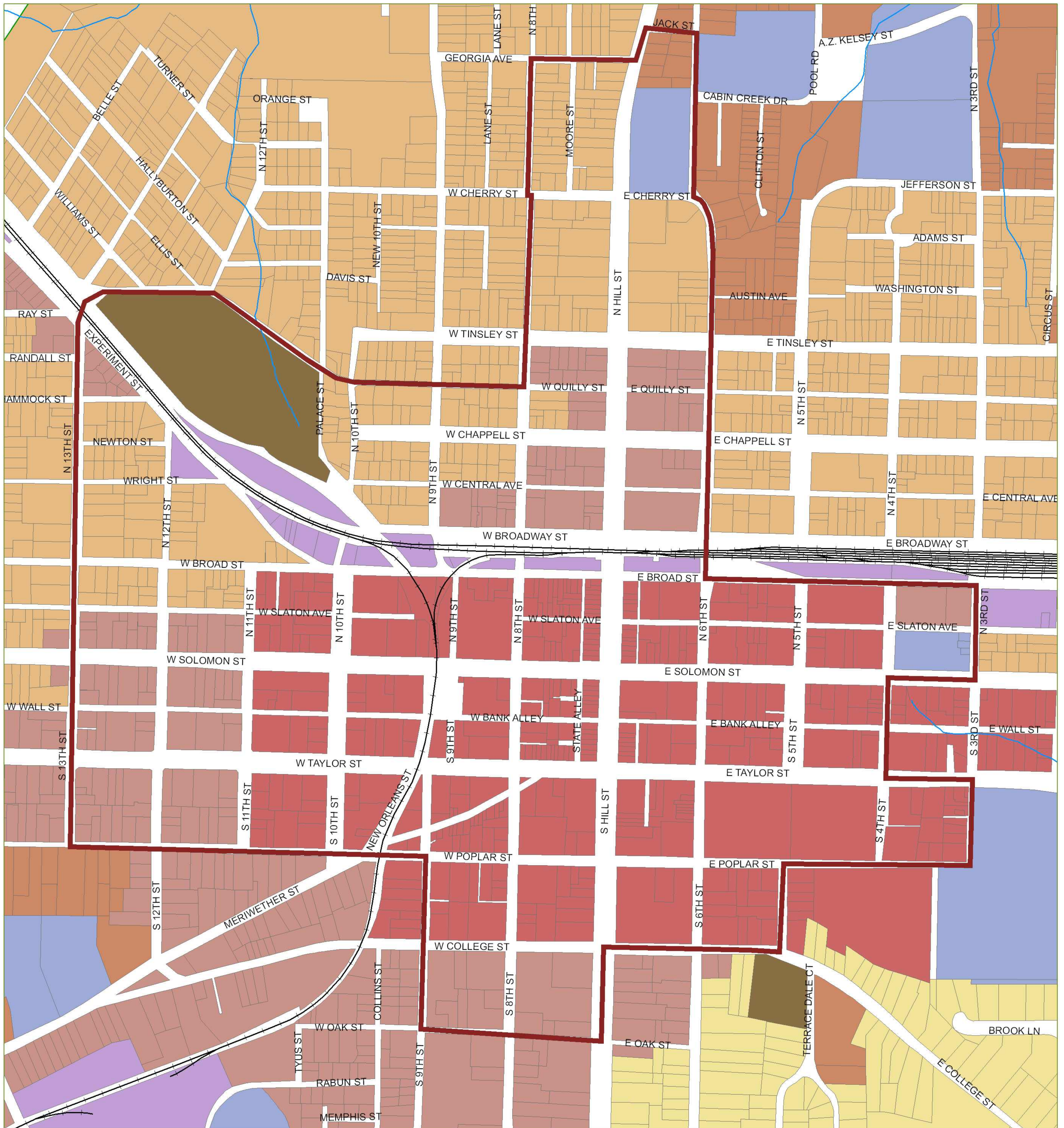




# City of Griffin

## Town Center LCI Study

# Zoning



**Legend**

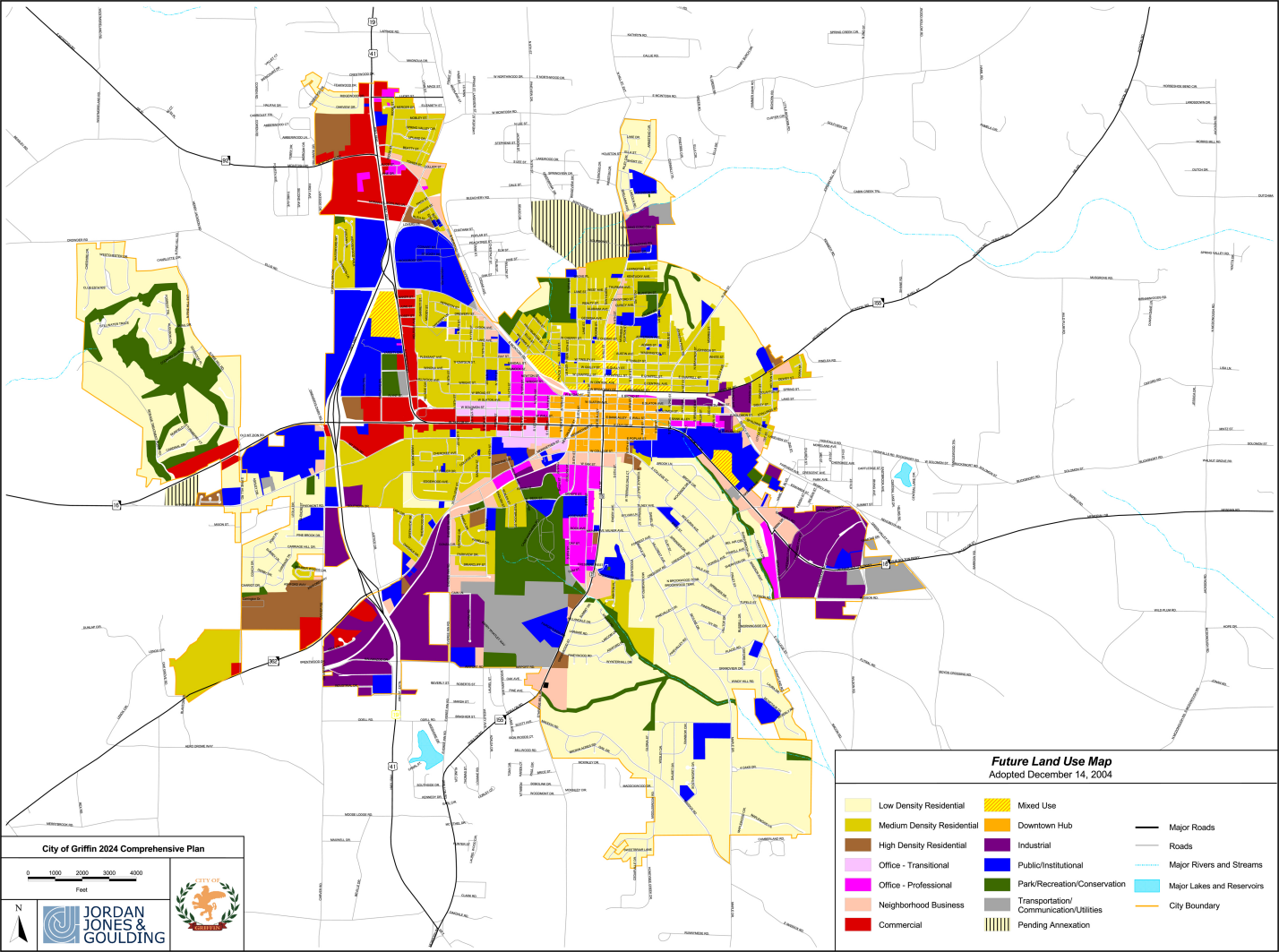
 Low Density Residential - B	 Planned Residential Development	 Central Business District
 Medium Density Residential	 Planned Industrial Development	 Institutional
 High Density Residential - A	 Planned Commercial Development	

Data Source: City of Griffin


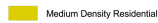



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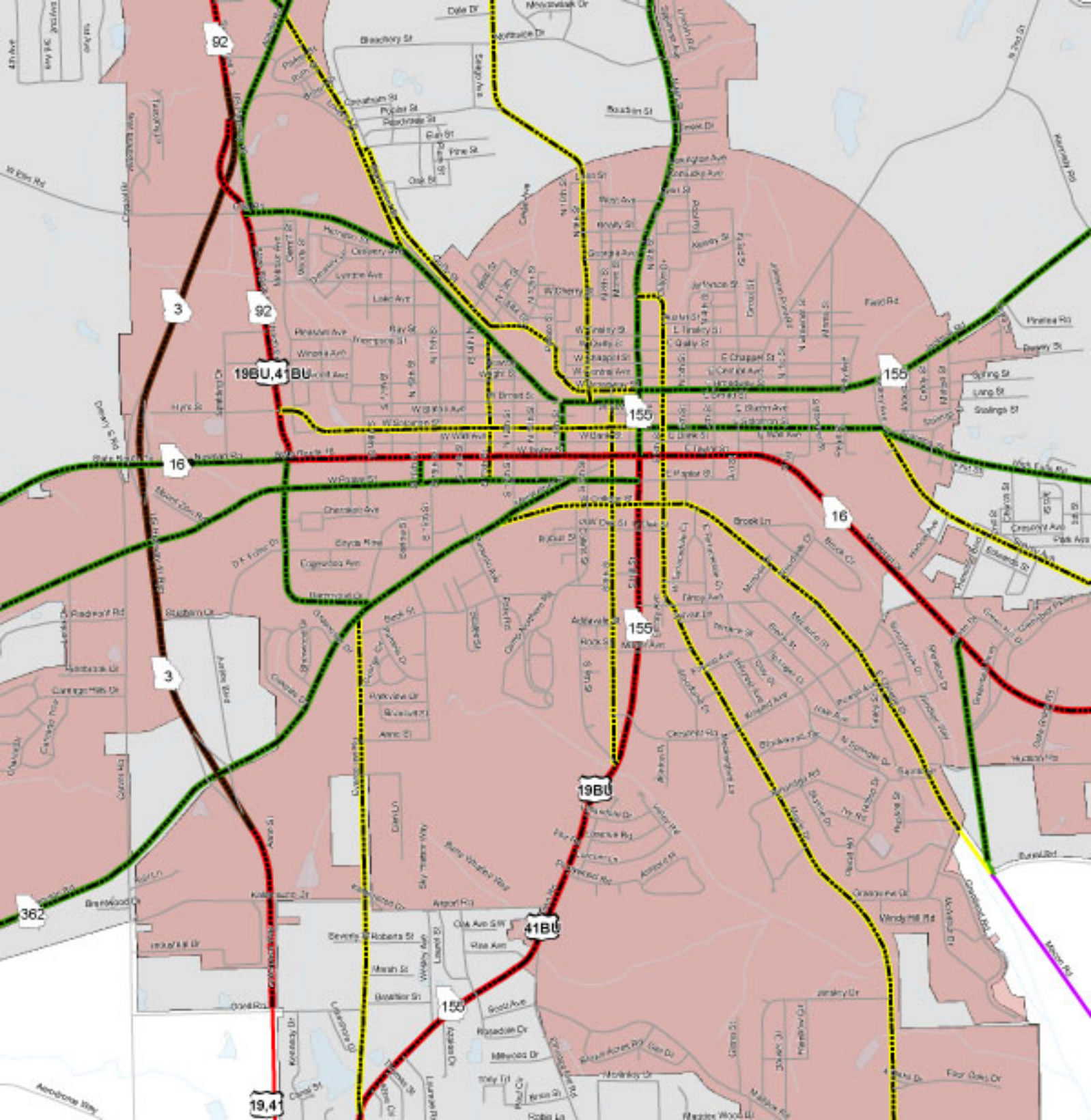


**Future Land Use Map**  
Adopted December 14, 2004

- |   |   |  |
|---|---|--|
|  Low Density Residential    |  Mixed Use                               |  Major Roads                |
|  Medium Density Residential |  Downtown Hub                            |  Roads                      |
|  High Density Residential   |  Industrial                              |  Major Rivers and Streams   |
|  Office - Transitional      |  Public/Institutional                    |  Major Lakes and Reservoirs |
|  Office - Professional      |  Park/Recreation/Conservation            |  City Boundary              |
|  Neighborhood Business     |  Transportation/Communication/Utilities |  |
|  Commercial               |  Pending Annexation                    |  |

City of Griffin 2024 Comprehensive Plan





92

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198U, 41BU

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198U

41BU

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Rockledge Dr

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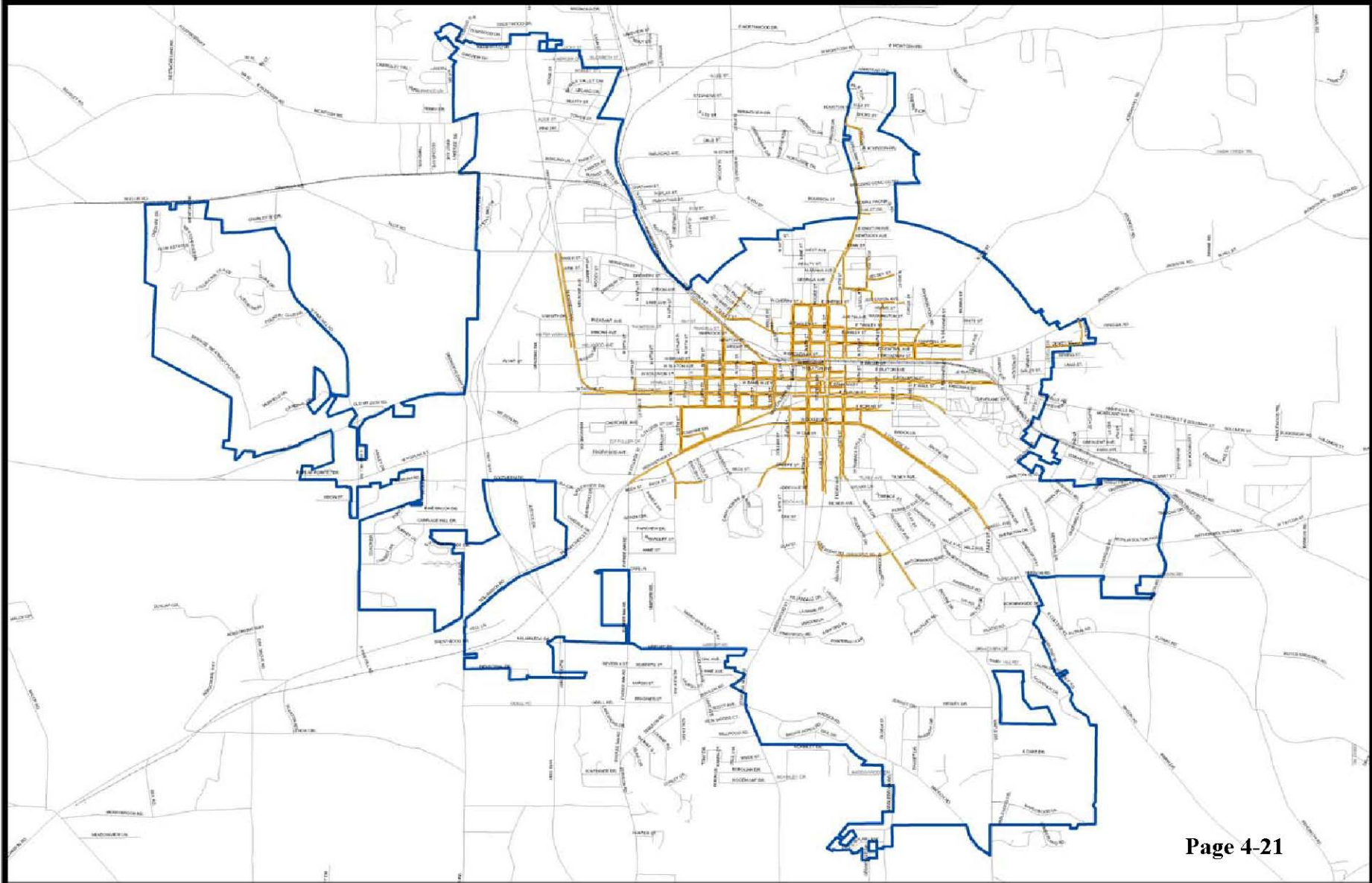
Wichita St



## Legend:

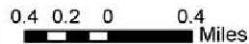
- LOS A
- LOS B
- LOS C
- LOS D
- LOS E
- LOS F





**Figure 14. Sidewalks**  
**Comprehensive Transportation Plan**  
**City of Griffin**

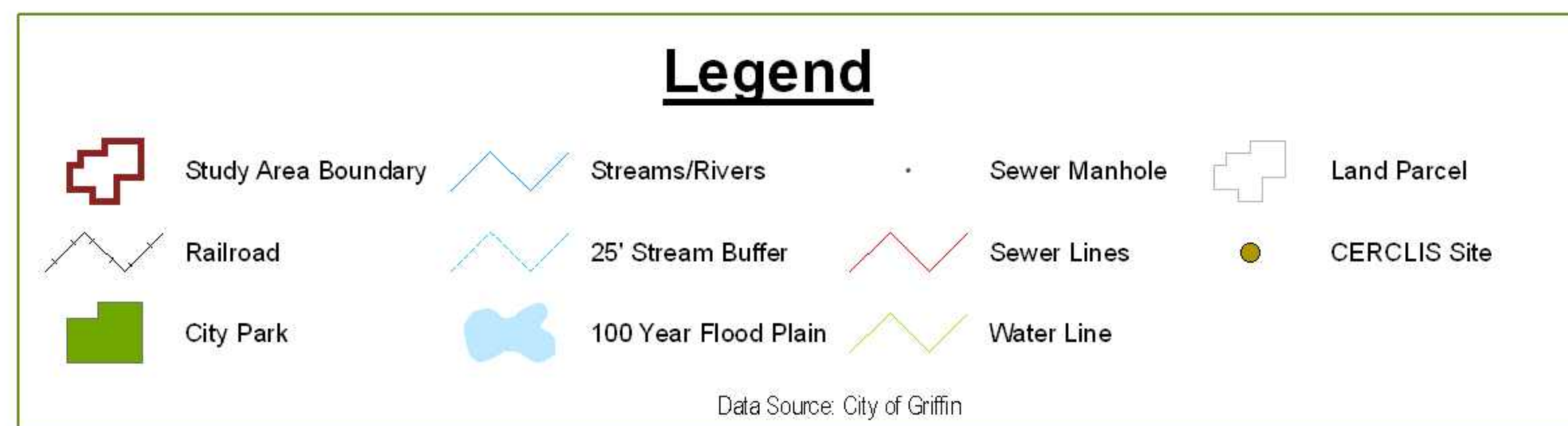
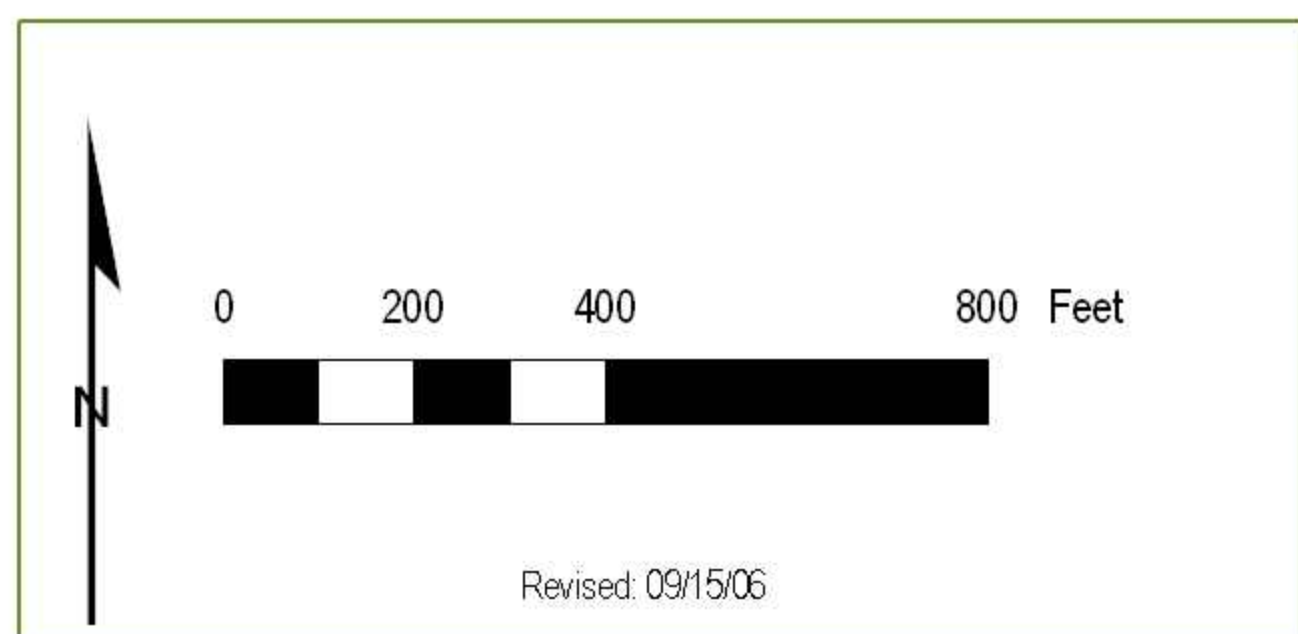
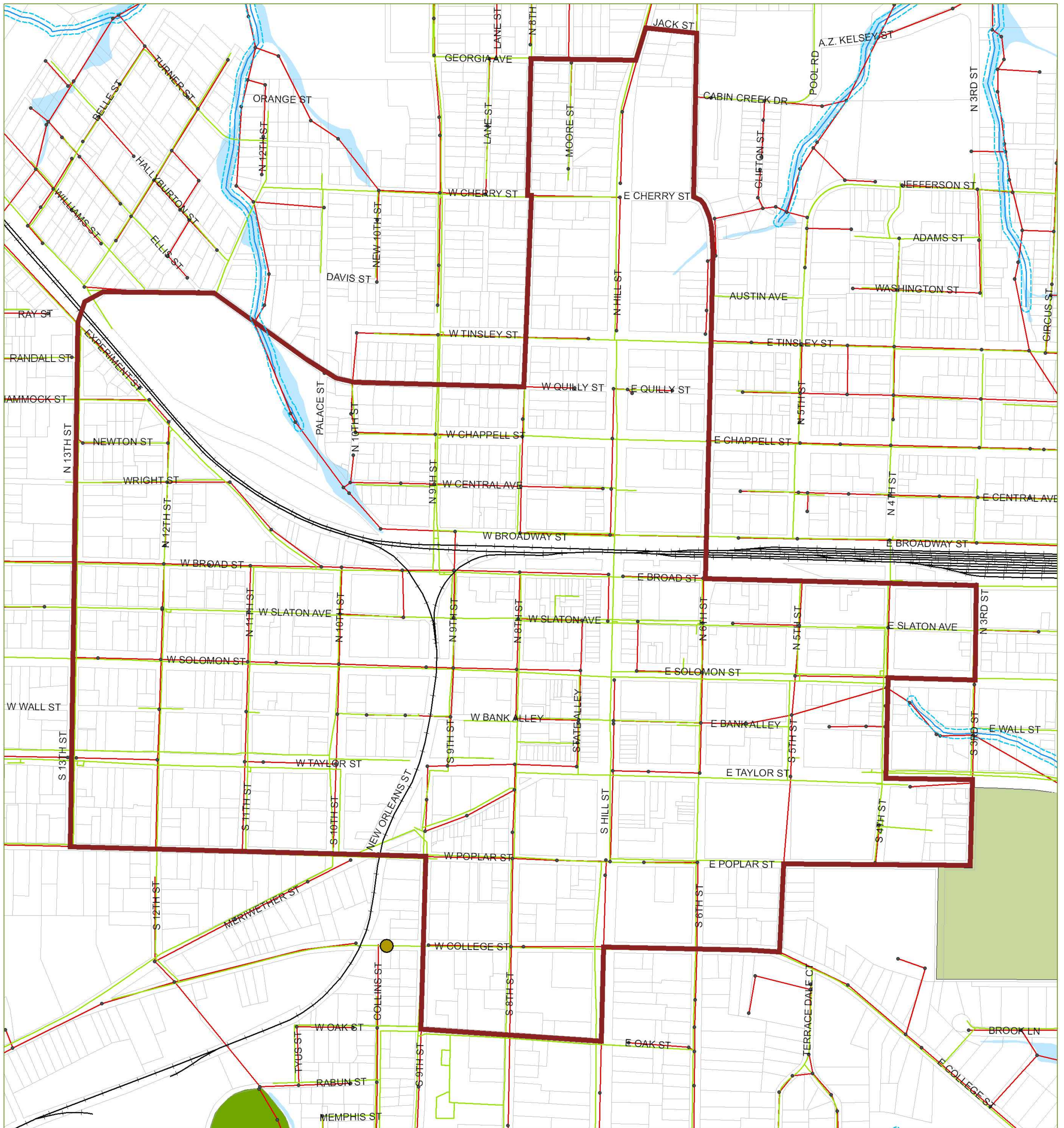
Source: City of Griffin and Day Wilburn Associates, Inc. September 2002. This map is for planning purposes only.







### Existing Environment / Infrastructure Conditions



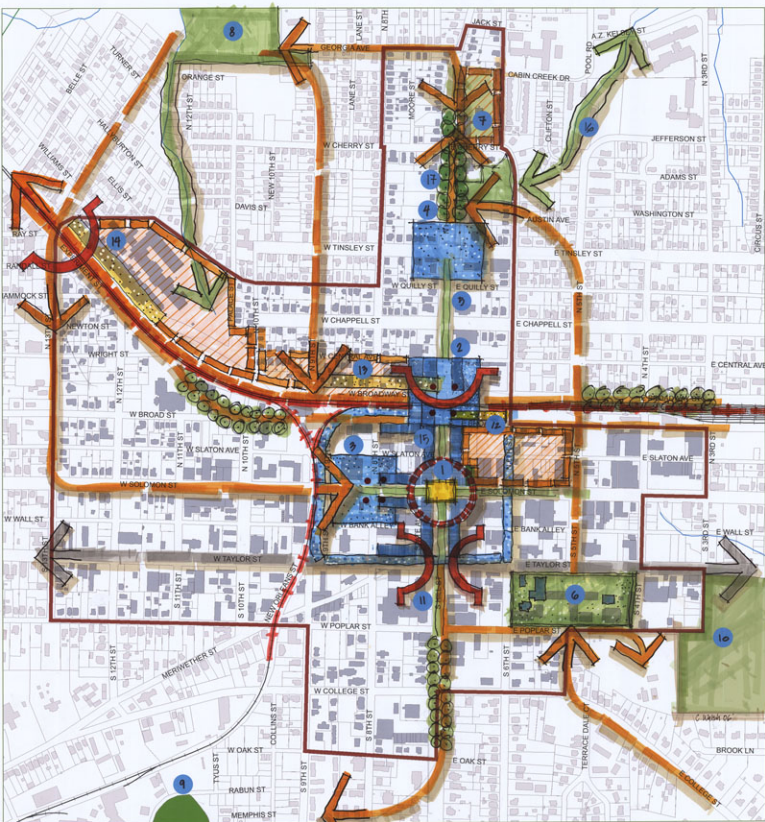
**HDR**

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- Malvada Consulting Group
- Marketek
- Bruce Green Consulting
- Walsh Enterprises



# Study Area Analysis Map



## Legend

- Study Area Boundary
- City Park
- Railroad
- Cemetery
- Streams



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- Marketek
- Bruce Green Consulting
- Walsh Enterprises

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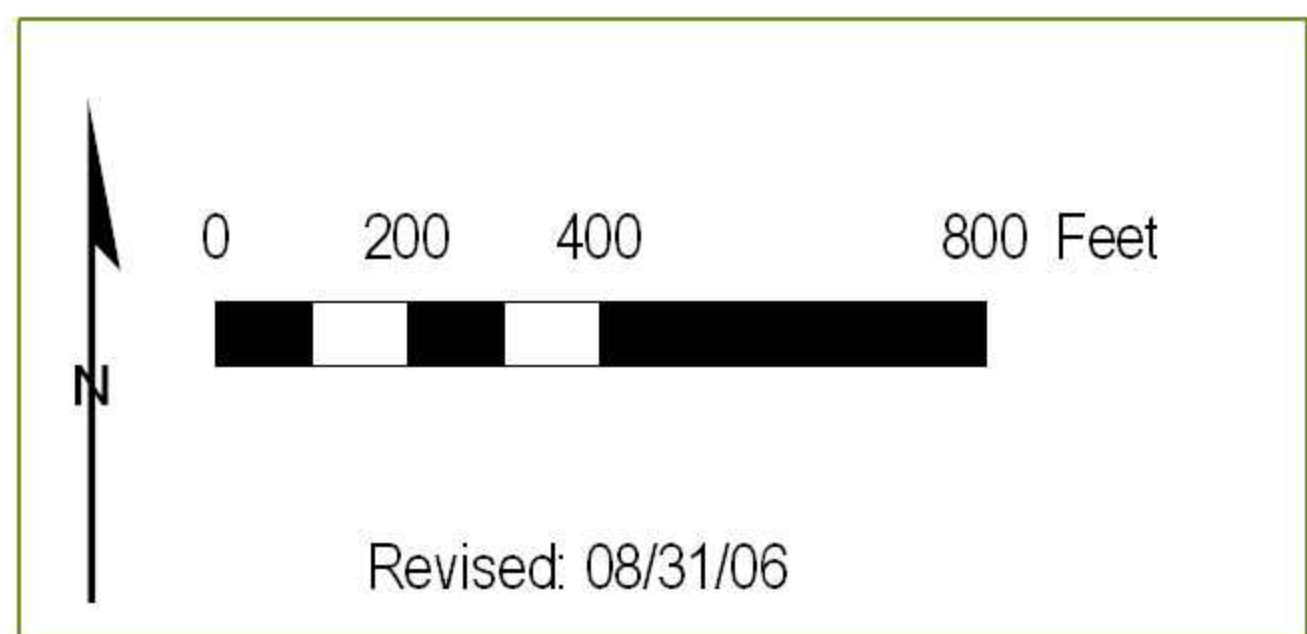
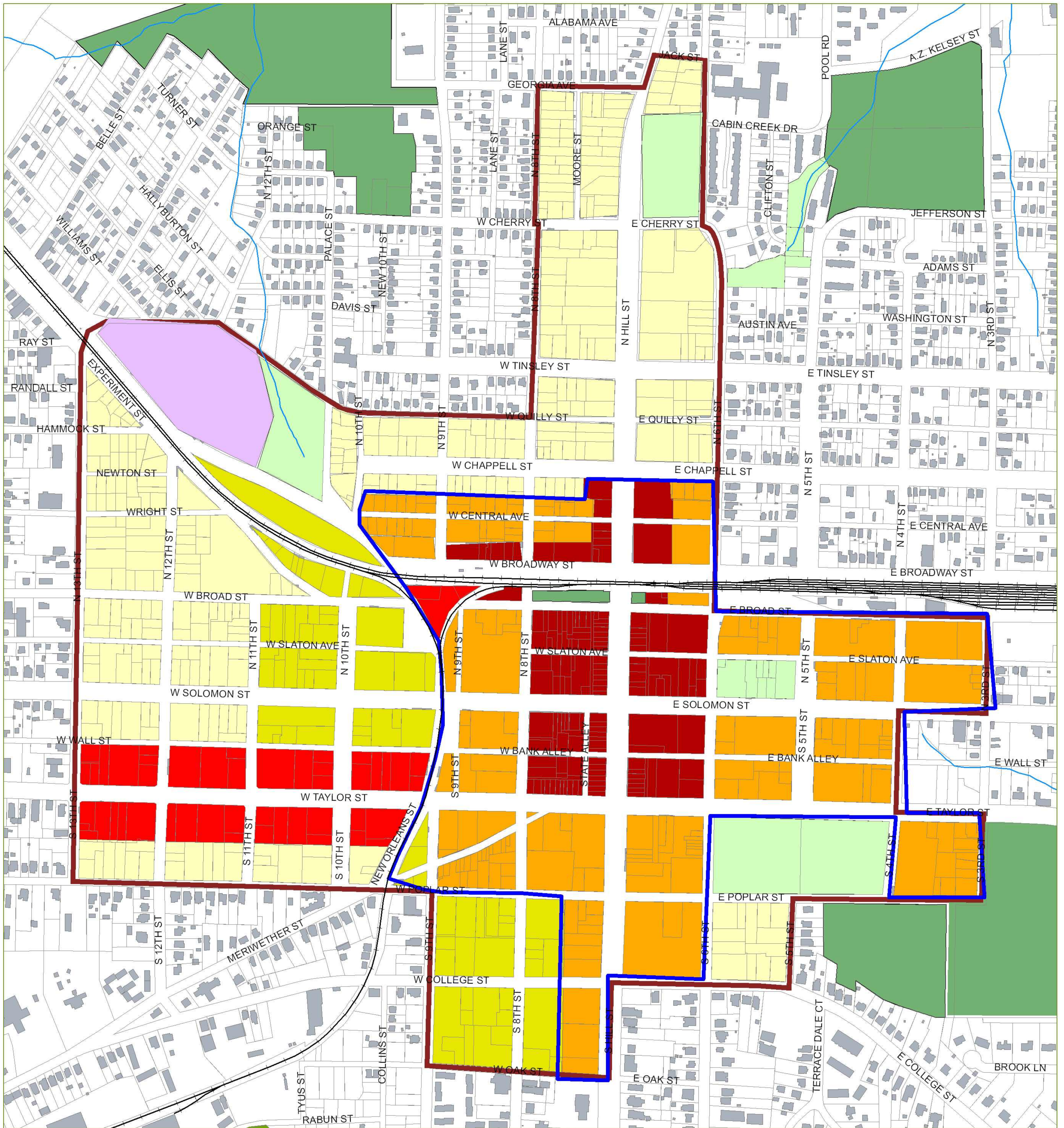


Project 021008





### Future Land Use Character



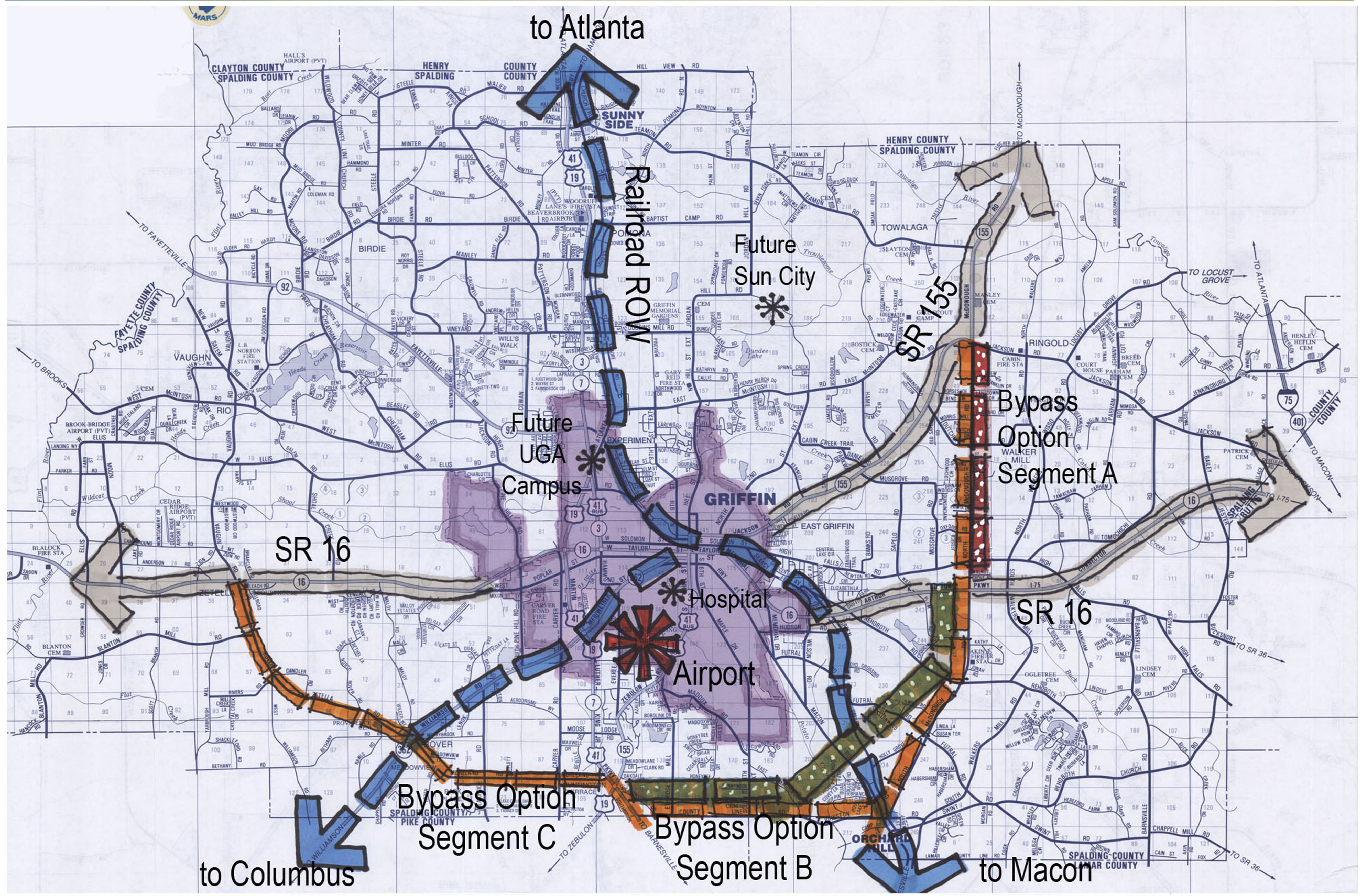
**Legend**

Existing Greenspace	Enhanced Commercial	Mixed Use - Low Density	Adaptive Reuse
Proposed Public Space	Downtown Retail Core	Single Family Residential	Downtown_District
	Mixed Use - High Density	Commuter Rail	

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 - Marketek  
 - Bruce Green Consulting  
 - Walsh Enterprises

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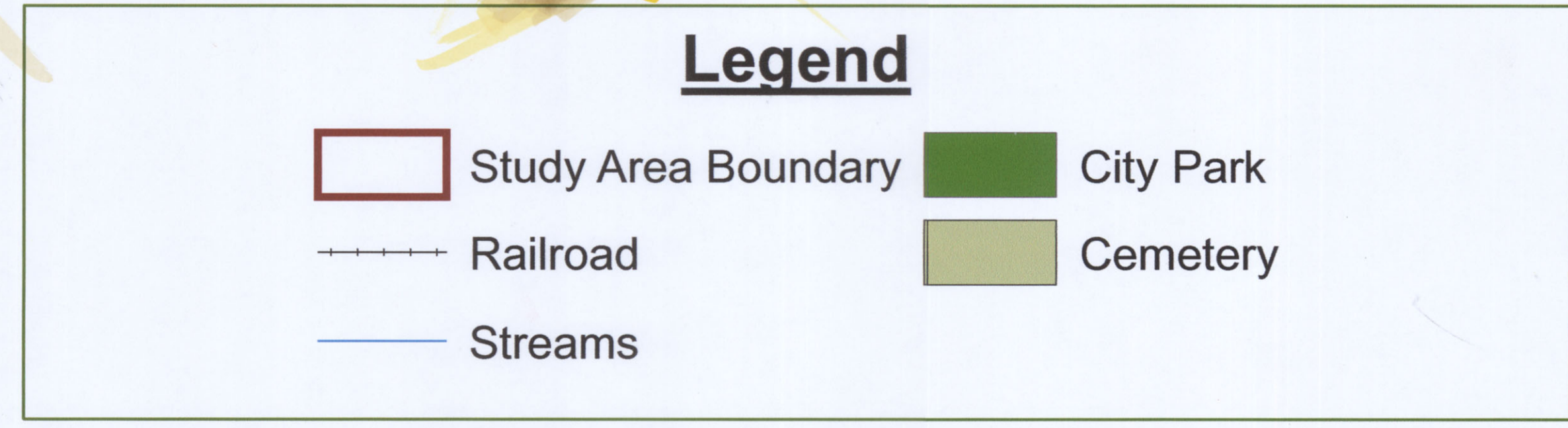
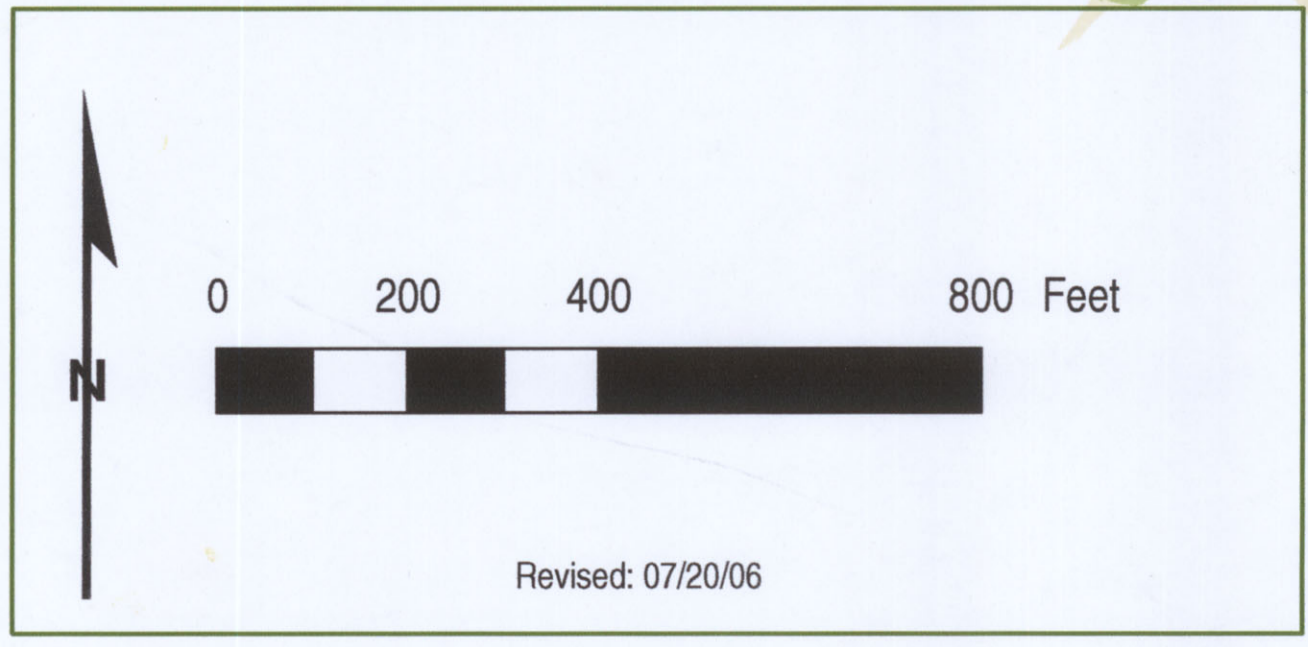
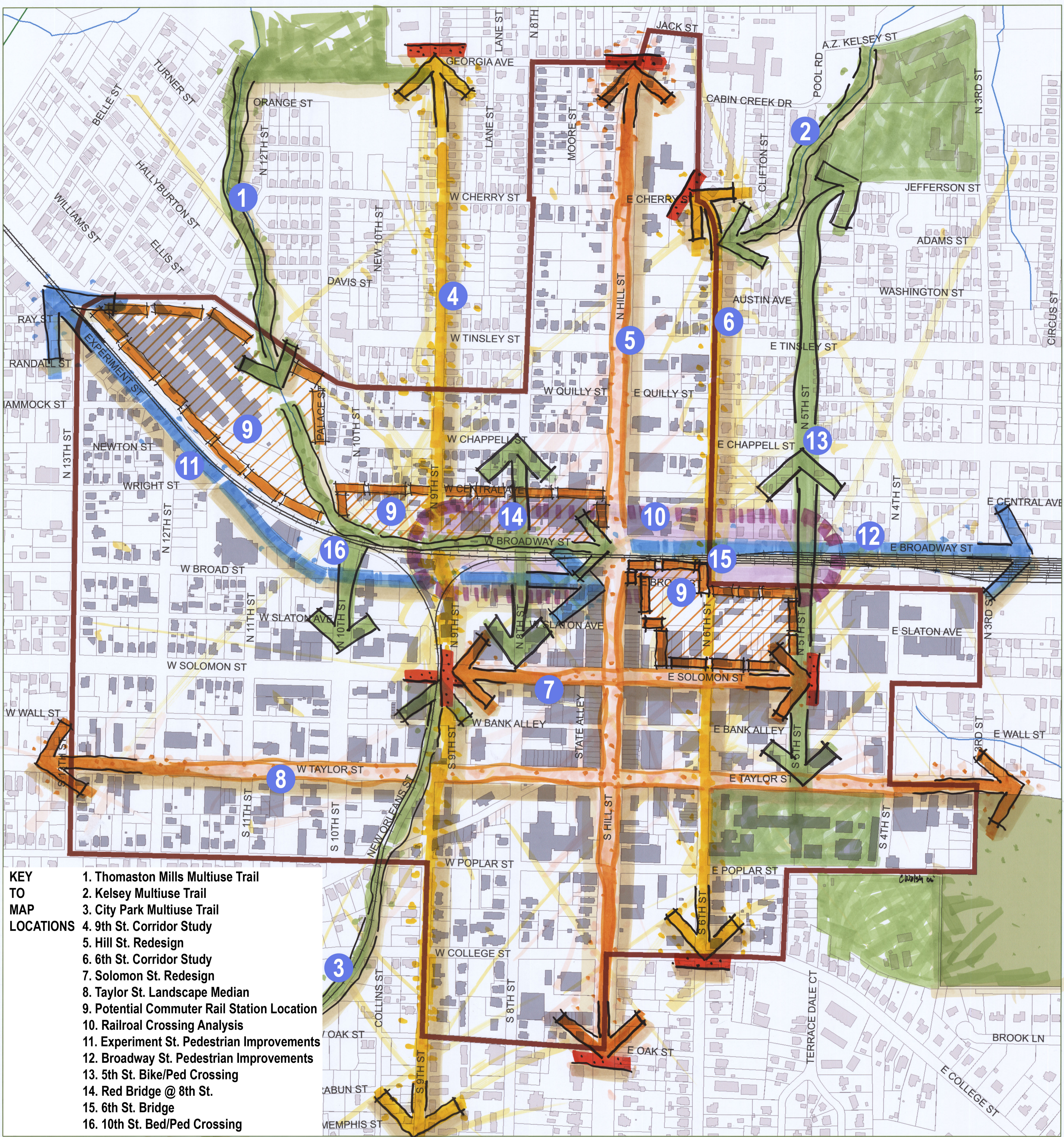


**Regional Transportation Recommendations**





# Study Area Transportation Recommendations



**HDR**

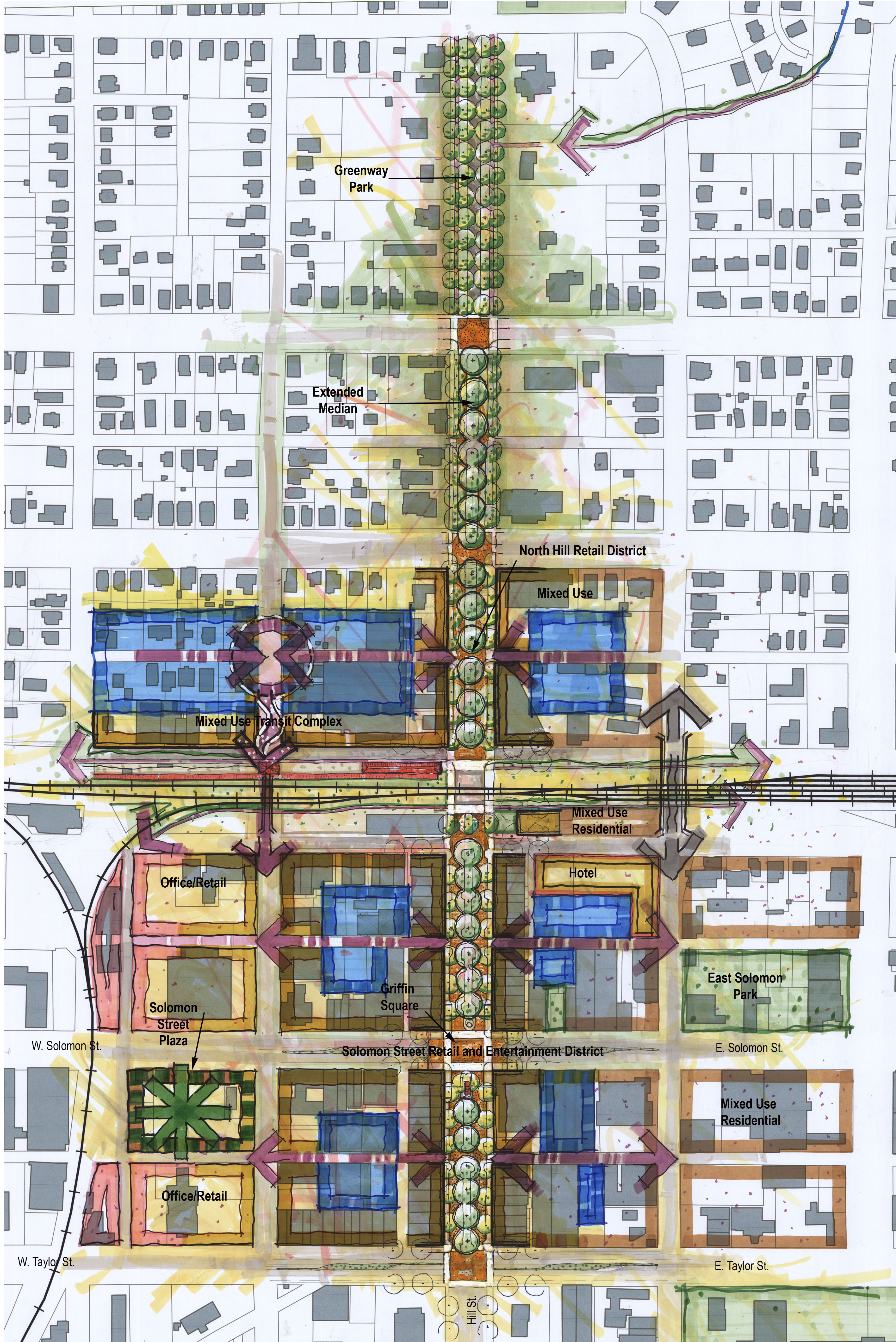
In association with:

- Tunnell-Spangler-Walsh & Assoc.
- Malvada Consulting Group
- Marketek
- Bruce Green Consulting
- Walsh Enterprises





### Study Area Urban Design Plan



#### Legend

- Parking
- New Plaza Area
- Pedestrian Access



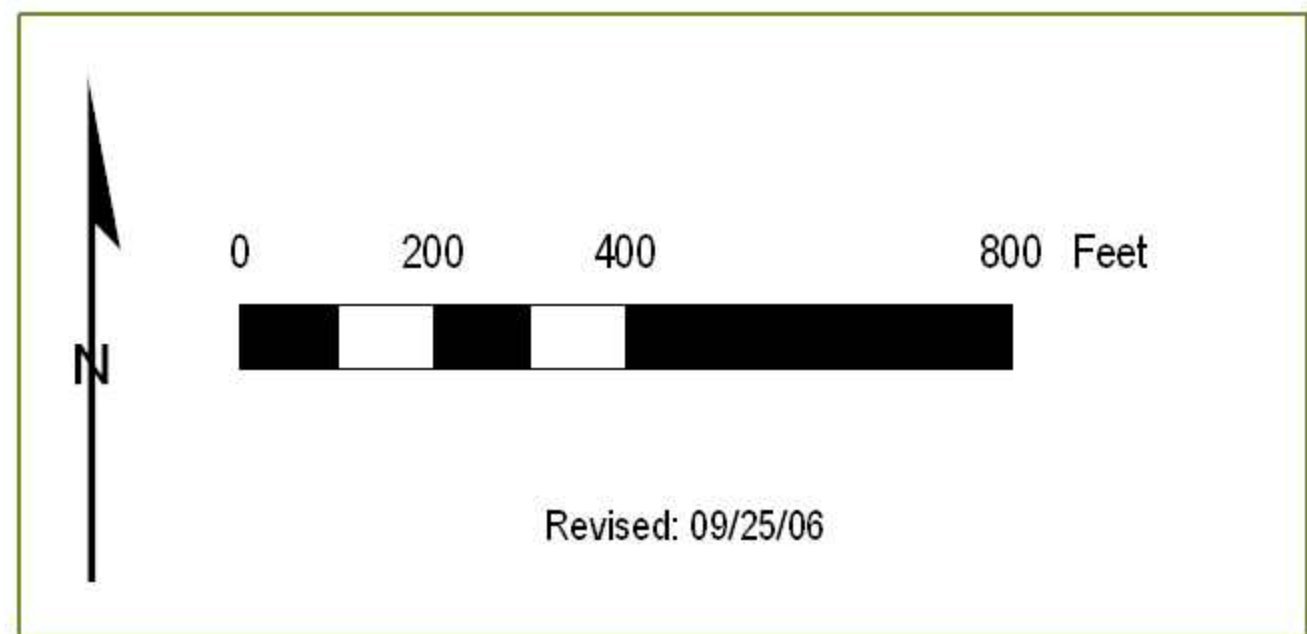
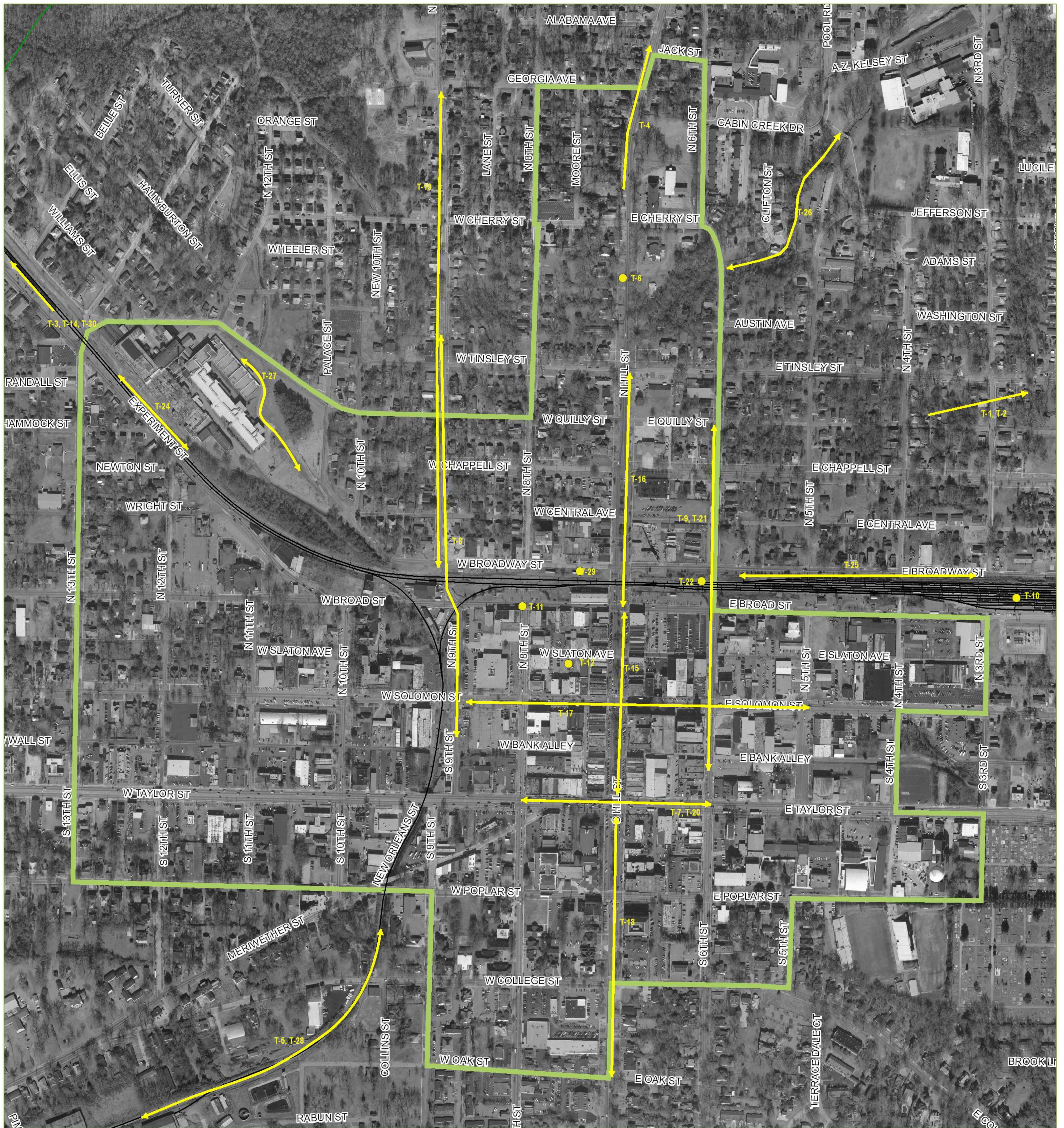
- Tunnell-Spangler-Walsh & Assoc.  
 - Malvada Consulting Group  
 - Marketek  
 - Bruce Green Consulting  
 - Walsh Enterprises

*In association with:*





# Transportation Project Location Map



**Legend**

- Project Location
- Project Location
- T-99 Project Number
- Study Area Boundary

**HDR** - Tunnell-Spangler-Walsh & Assoc.  
 - Malvada Consulting Group  
 - Marketek  
 - Bruce Green Consulting  
 - Walsh Enterprises

*In association with:*