

Athens-Clarke County, Georgia

**REDEVELOPMENT PLAN**

**“North Avenue Tax Allocation District”**

Tax Allocation District Number 5- Unified Government of Athens-Clarke  
County, Georgia

**Redevelopment Plan**

**2020**

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CROSS-REFERENCE GUIDE		
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<b>O.C.G.A. Sec. 36-44-3(7)</b>	QUALIFICATION AS REDEVELOPMENT AREA	
<b>SUBSECTION</b>	<b>REQUIREMENT</b>	<b>SECTION OF PLAN</b>
	an urbanized area as determined by current data from the United States Bureau of the Census,	V
	OR	
	an area presently served by sewer,	V
	AND, one or more of	V
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## I. INTRODUCTION, PROPOSAL AND PUBLIC BENEFITS

### Introduction

Athens-Clarke County is located in Northeast Georgia, and of the 159 counties in the state, Athens-Clarke County is the smallest in land mass measuring roughly 121 square miles. The fact that Athens-Clarke County has always been constrained in size significantly impacts its sense of place. On average, Athens-Clarke County increases in population between 1% - 1.5% annually.

The “Classic City” has long been described as having a uniquely vibrant quality that is evidenced both in its social demographics and physically built environment. As such, the community strives to maintain the local character that embodies both people and place. Additional income through well-paying jobs could in turn help residents pursue better housing that is made to be affordable.

With regard to the economy, there was a major shift in employment from manufacturing to health care. Along with health care, the dominant employment sectors were related to social assistance, retail trade, accommodations, and food service. Manufacturing is still significant though, coming in fourth overall. Self-employment is also growing, increasing by an estimated 35% since 2005. More than 40,000 workers commute into the community while 18,000 people leave for work outside of the county. Only 20,000 people live and work in the county. About 60% of residents rent versus owning homes.

### Proposal

The creation of a tax allocation district is authorized in Georgia under the Redevelopment Powers Law, Official Code of Georgia Annotated Chapter 44, Title 36 (the “**Redevelopment Powers Law**”). A tax allocation district provides the sources of the funds described herein (“**TAD Funds**”) to pay ““**Redevelopment Costs**”, as defined in O.C.G.A. Section 36-44-3(8), part of the Redevelopment Powers Law. As used herein, a “**Redevelopment Project**” is a project referred to in O.C.G.A. Section 36-44-3(9)(D), part of the Redevelopment Powers Law, that is authorized by this Redevelopment Plan.

Pursuant to the Redevelopment Powers Law, the Unified Government of Athens-Clarke County, Georgia (“**ACC**”) gained redevelopment powers under 2006 Ga. Laws p. 3690, approved by the electors in a referendum on November 7, 2006. The Redevelopment Powers Law provides for ACC to create or designate a redevelopment agency (the entity serving as such at the time in the relevant area, the “**Redevelopment Agency**”).

On October 4, 2011, the Mayor and Commission adopted a resolution designating themselves as the Redevelopment Agency. References herein to actions by the ACC or the Mayor and Commission that are among the redevelopment powers delegated to the Redevelopment Agency by such resolution, or that the Redevelopment Powers Law specifies are to be taken by the Redevelopment Agency, shall be deemed references to the Redevelopment Agency. By the adoption of its resolution approving this Redevelopment Plan, the Mayor and Commission are making the findings and determinations set forth herein.

Accordingly, the Redevelopment Agency proposes to address the redevelopment of the Redevelopment Area by the adoption by ACC of this Redevelopment Plan, in accordance with the Redevelopment Powers Law. Such adoption and the satisfaction of the related requirements of the Redevelopment Powers Law, will result in the creation of a tax allocation district that shall be named: "Tax Allocation District Number 5- Unified Government of Athens-Clarke County, Georgia." Such tax allocation district may be referred to in this Redevelopment Plan as the "**North Avenue Tax Allocation District**", or "**TAD 5**".

TAD 5 and the Redevelopment Area will be co-terminous; *i.e.*, there will be one tax allocation district, which will encompass the entire Redevelopment Area.

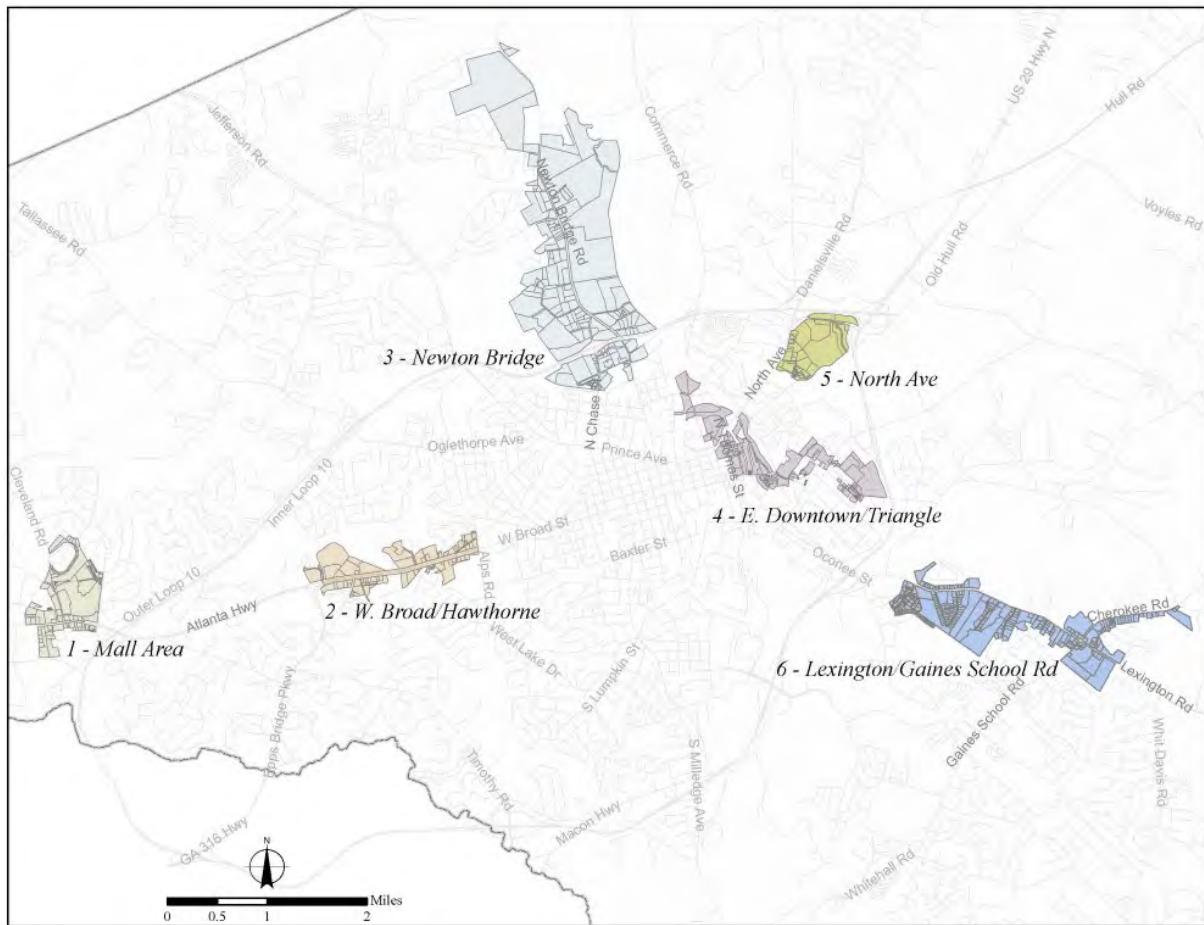
### **Public Benefits**

The specific benefits to the residents of ACC from the creation of TAD 5 include:

- New private capital investment on property located in an area that historically has been underserved by private investment and development;
- Creation of jobs in the professional, business and service industries with substantial new office, research and retail development;
- Creation of new shopping, recreation and entertainment opportunities;
- Creation of a more vibrant neighborhood environment by expanding residential opportunities;
- Creation of affordable housing accessible to employees in professional, business and service industries;
- Improved bike, pedestrian and vehicle access to shopping, employment and regional transportation;
- Improved infrastructure of water, sewer and fiber data lines;
- Efficient storm water management;
- Connectivity between downtown, the University of Georgia, neighborhoods, parks, trails and the North Oconee Greenway;
- Establishment of neighborhood gathering places;
- Attraction of new customers for existing local businesses; and
- New annual sales tax revenues.

## Tax Allocation Districts- A Coordinated Effort

This proposed tax allocation district is only one element of a coordinated effort that ACC is making to assist areas within its borders that are in need of redevelopment assistance. This effort includes the creation of 6 proposed tax allocation districts, including this TAD. Below is a map showing the approximate locations of all proposed districts as well as a key identifying them.



This Redevelopment Plan, however, is only for TAD 5.

### Community Benefits Agreements

The Unified Government recognizes the importance of balanced and equitable development of ACC in a manner that preserves the dignity of existing residents and ensures equal participation by all residents in the many benefits, direct and indirect, of tax allocation district projects. It is an underlying policy of this Redevelopment Plan that, in the event that private sector capital projects receive TAD Funds, there shall be development agreements or funding agreements (each, a “Community Benefits Agreement”) that accompany such projects that contain certain

community benefit principles. These principles and a community benefit policy shall be developed with community input and included within the agreements to be approved by the Unified Government.

### **Citizens Advisory Committees**

As an additional measure to ensure the effectiveness of its tax allocation districts and their accountability to the citizens of ACC, the Unified Government by ordinance will create a committee (Committee), styled the “ \_\_\_\_\_ [name of TAD] Advisory Committee”, or equivalent, for each tax allocation district.

Each Committee will have as its purpose making recommendations to ACC and its Redevelopment Agency on the use of TAD Funds within the redevelopment area of the district and the effective and equitable implementation of the redevelopment plan for the district. For additional information regarding these Committees, see “REDEVELOPMENT PROJECTS WITHIN THE REDEVELOPMENT AREA- Goals and Priorities,” below.

## II. TAX ALLOCATION DISTRICT OVERVIEW

Under the Redevelopment Powers Law, a tax allocation district is a tool used to publicly finance redevelopment costs in a redevelopment area.

The source of the funding for the tax allocation district is the positive tax allocation increment (defined below), which is limited to the growth in certain district *ad valorem* property taxes, unless specific action is taken to also use district general fund revenues.

The revenues derived from the tax allocation district are placed in a special fund for the tax allocation district and are used to pay Redevelopment Costs directly, or to repay “**tax allocation bonds**” ) issued to finance the Redevelopment Costs, such term being defined in O.C.G.A. Section 36-44-3(12), part of the Redevelopment Powers Law and including bonds, notes and other obligations.

The Redevelopment Powers Law was amended in 2001 to expand the definition of a redevelopment area, which has enabled communities to use the tax allocation district financial tool in more areas than prior to the amendment. As a result, tax allocation districts have become a popular economic development tool in Georgia. Similar districts outside Georgia are commonly referred to as “TIF” (tax increment financing) districts. All states and the District of Columbia use some form of tax allocation district/TIF financing. Since the 1970’s, these states have completed hundreds of projects using tax allocation district/tax increment financing. Georgia only began to use tax allocation districts in a substantial way in 1999 with the approval of two major tax allocation districts in Atlanta. Since then, the number of tax allocation districts in Georgia has increased significantly. Tax allocation districts, and the financing they enable, offer important tools for cities and counties to use in attracting investment into underdeveloped areas.

There are also other advantages to the use of tax allocation districts:

- **General.** Tax allocation district financing has been used to successfully address site-specific development problems while achieving broader economic development objectives, resulting in greater, long-term economic benefits to those cities and counties where they are located.
- **A stronger economic base.** Private development that would not have otherwise occurred without the tax allocation district designation can be attracted by this incentive.
- **Redevelopment is supported without additional taxes.** Redevelopment is effectively promoted without tapping into general funds or levying special assessments on property owners throughout the local government.
- **Tax allocation district/tax increment financing is a well-known incentive.** With tax allocation district/tax increment financing being widespread across the country, the incentive is known and understood by private sector developers.

Other communities have found such financing an effective way to lure private development, attract new industry, create more jobs, and, ultimately, expand an area's tax base.

- **Tax allocation districts have a strong track record of promoting redevelopment.** This technique has a strong track record of attracting private investment on a nationwide basis and in Georgia.

### III. PROPERTY TAXES FOR COMPUTING TAX ALLOCATION INCREMENTS

For purposes of this Redevelopment Plan and O.C.G.A. Section 36-44-3(9)(N):

1. Only the **“positive tax allocation increment”** of TAD 5, as defined in O.C.G.A. Section 36-44-3(14), levied on real property will be used to pay Redevelopment Costs (directly, or indirectly such as through the repayment of tax allocation bonds).
2. In accordance with the provisions of O.C.G.A. Section 36-44-3(1), *ad valorem* property taxes used in the computing of tax allocation increments will not include *ad valorem* property taxes levied to repay bonded indebtedness.
3. Inasmuch as ACC’s resolution creating the TAD will not provide for their inclusion in the computing of tax allocation increments, excluded from such computation will be *ad valorem* property taxes levied on:
  - a. personal property;
  - b. motor vehicles; and
  - c. the assessed value of property owned by public utilities and railroads.

Accordingly, among other things, general fund revenues of the TAD, such as from the local option sales tax (“**LOST**”), general business licenses, and hotel/motel taxes, will not be used to pay Redevelopment Costs.

In order for the Redevelopment Area to reach its full potential, it will be necessary for consents to be obtained from this public body for the specified property taxes to be included in the computation of the TAD’s tax allocation increments:

- 1) the Clarke County Board of Education, as to the Clarke County School District’s M&O real estate property taxes.

Should this public body refuse such consent, the funds derived from the TAD are unlikely to be sufficient for the quality or density of redevelopment needed to achieve the City’s objectives and ameliorate long term trends.

Subject to the above, the table below lists the *ad valorem* taxes for computing property tax increments for purposes of this Redevelopment Plan.

<b>Applicable 2020 Millage Rates (per \$1,000)</b>	
<b>ACC M&amp;O</b>	<b>13.70</b>
<b>Clarke County School District M&amp;O (subject to Board of Education consent)</b>	<b>20.000</b>
<b>Total TAD 5 Millage</b>	<b>33.70</b>

In accordance with general Georgia property tax law, the determination of property taxes will involve subtraction of any exemptions and credits, as appropriate.

## IV. REDEVELOPMENT AREA

### Boundaries of the Redevelopment Area; Existing Uses

The “**Redevelopment Area**” proposed for this Redevelopment Plan consists of 68 parcels totaling 139.6 acres. TAD 5 is described as follows:

TAD 5 uses North Avenue as its western border and identifying landmark in order to designate an area which has seen little development in recent history. TAD 5 employs Loop 10/Hwy 129 as its northern and northeastern boundary, before utilizing Fourth Street and the CSX Railroad as the eastern bounds, and then advances westward along Bray Street and Evelyn C Neely Dr. back to North Avenue. In total, this area accounts for 134.98 acres amongst 68 individual parcels.

The boundaries of TAD 5 include a large portion of property owned by Athens-Clarke County, including Howard B. Stroud Elementary, the Clarke County DFCS Office, the Athens Probation Department, the Advantage Homeless Day Service Center, and the Mental Health America of Northwest Georgia. Government-owned property accounts for approximately 50.3 acres of the total 139.6 acres (~36%).

TAD 5 also captures a portion of East Athens which exists between Downtown Athens and the Loop 10 Athens Perimeter Highway, an area which has historically struggled economically. The population is predominantly African American (roughly 66% of the total area population, per the 2010 Census), with approximately 60% of households reporting incomes of \$34,000 or less.

As the area is bordered to the north by the Loop 10 Athens Perimeter Highway and the western edge is North Avenue, TAD 5’s area is certainly well-suited for automobile traffic. The lack of recent development and close proximity to major automobile corridors has led to a lack of Bike and Pedestrian Infrastructure within the bounds.

There are little-to-no environmental areas which could negatively impact the possibility of development within TAD 5’s boundaries.

Maps specifying the boundaries of the proposed TAD 5 and showing existing uses and conditions of real property in the proposed TAD 5 are contained on Appendices A-1 through A-4 and Appendix H.

A listing of all parcels within the Redevelopment Area is located in Appendix B.

The specifications above are made in accordance with O.C.G.A. Section 36-44-3(9)(A).

## **V. GROUNDS FOR THE EXERCISE OF REDEVELOPMENT POWERS**

### **A “redevelopment area” under the Redevelopment Powers Law**

In order to create a tax allocation district, a “redevelopment plan” must first be approved in accordance with the Redevelopment Powers Law, which includes a qualified “redevelopment area.” In order to qualify, a redevelopment area must meet the definition set forth in O.C.G.A. Section 36-44-3(7), part of the Redevelopment Powers Law, as follows:

“redevelopment area” means an urbanized area as determined by current data from the U.S. Bureau of the Census or an area presently served by sewer that qualifies as a “blighted or distressed area,” a “deteriorating area,” or an “area with inadequate infrastructure”

### **Why the Redevelopment Area Qualifies as a “redevelopment area” under the Redevelopment Powers Law**

#### **General**

The Redevelopment Area qualifies as a “redevelopment area” under the Redevelopment Powers Law as it is (i) a blighted or distressed area, a deteriorating area, and an area with inadequate infrastructure, and (ii) is an urbanized area and is an area presently served by sewer.

Regarding its “urbanized area” status, the Redevelopment Area is located within an area of ACC that the U.S. Bureau of the Census includes as an “urbanized area” in 77 Fed. Reg. 18651.

Regarding its status as an area presently served by sewer, this is confirmed by Appendix F.

#### ***O.C.G.A. Section 36-44-3(7)(A)-- “blighted or distressed area”***

Under the Redevelopment Powers Law, a “blighted or distressed area” is an area that is experiencing one or more conditions of blight as evidenced by:

- 1) The presence of structures, buildings, or improvements that by reason of dilapidation; deterioration; age; obsolescence; inadequate provision for ventilation, light, air, sanitation, or open space; overcrowding; conditions which endanger life or property by fire or other causes; or any combination of such factors, are conducive to ill health, transmission of disease, infant mortality, high unemployment, juvenile delinquency, or crime and are detrimental to the public health, safety, morals, or welfare;
- 2) The presence of a predominant number of substandard, vacant, deteriorated, or deteriorating structures; the predominance of a defective or inadequate street layout or transportation facilities; or faulty lot layout in relation to size, accessibility, or usefulness;

- 3) Evidence of pervasive poverty, defined as being greater than 10 percent of the population in the area as determined by current data from the U.S. Bureau of the Census, and an unemployment rate that is 10 percent higher than the state average.

For purposes of this section, ACC is focusing on the second condition of blight.

Regarding the second condition of blight

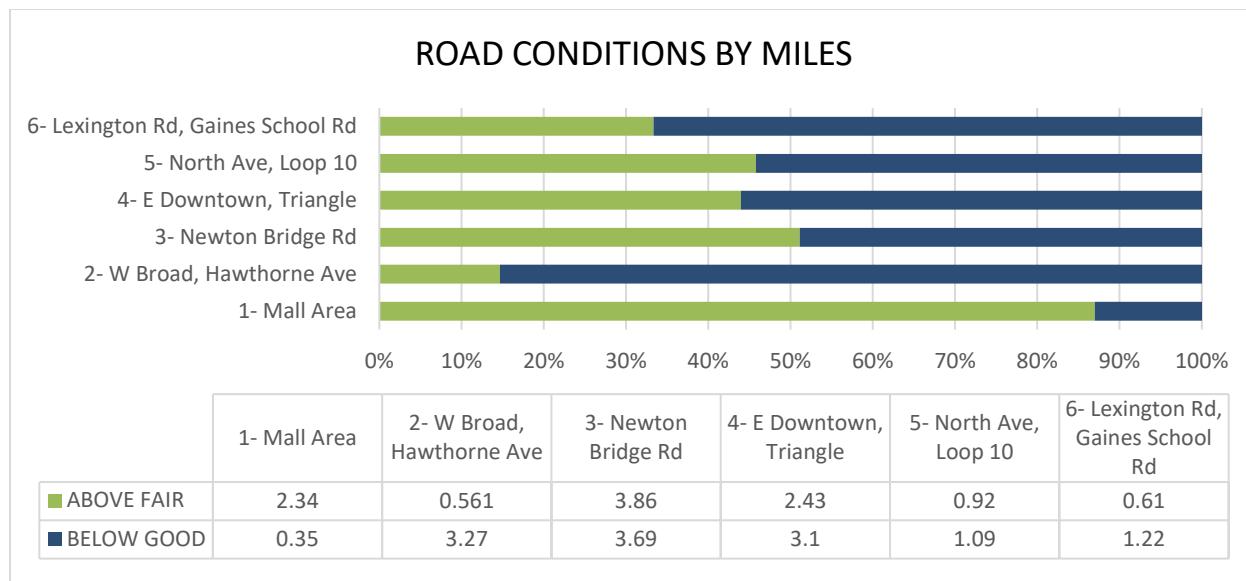
Regarding transportation facilities, walking and biking today are alternative means of transportation and transit. See Appendix G-2 hereto, showing grossly inadequate pedestrian and bike infrastructure within the Redevelopment Area.

ACC characterizes this aspect of TAD 5 as follows: "The lack of recent development and close proximity to major automobile corridors has led to a lack of Bike and Pedestrian Infrastructure within the bounds." See "REDEVELOPMENT AREA- Boundaries of the Redevelopment Area; Existing Uses," above.

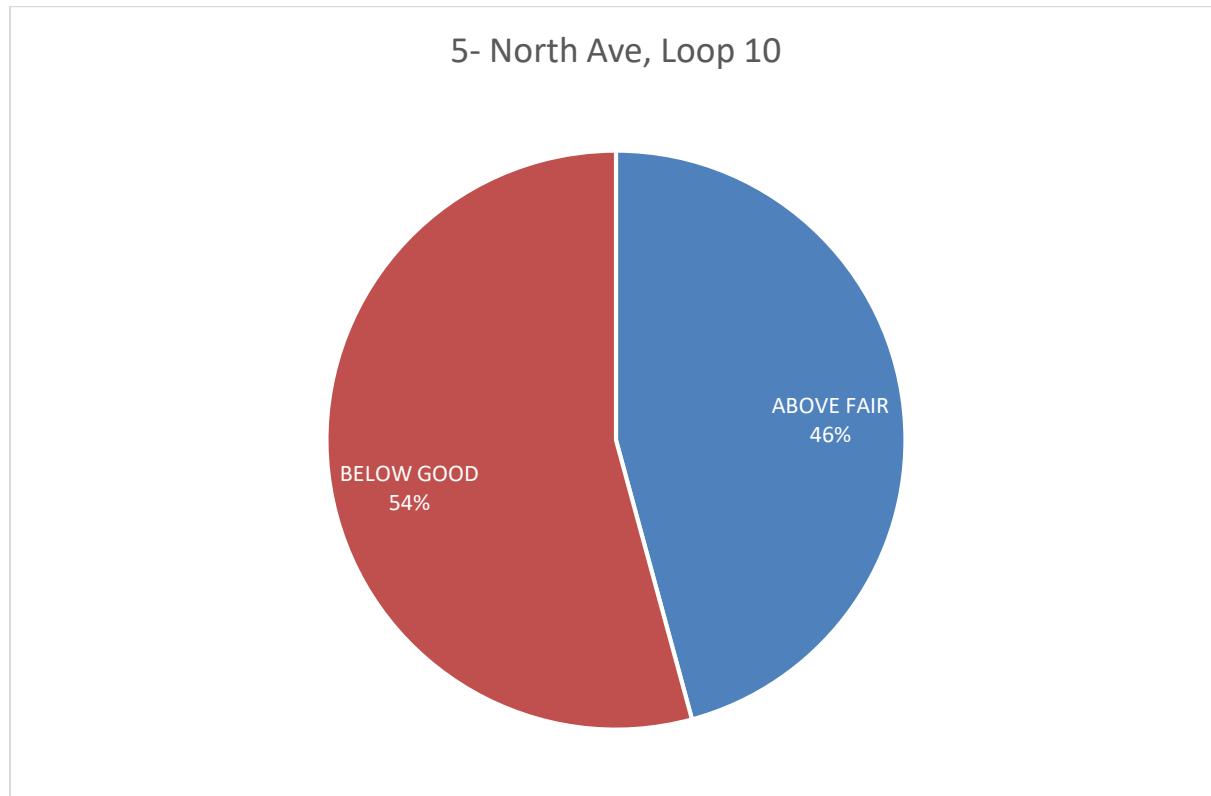
Specifically, the proposed TAD 5 has approximately only 0.31 miles of bike lanes, and 2.29 miles of sidewalk, for an approximate total of 2.6 miles of Pedestrian and Bike Infrastructure within the redevelopment area. The singular 0.31-mile stretch of bike infrastructure is along North Avenue, from Evelyn C Neely Dr. to below Old Hull Road (which also contains a sidewalk). The remaining sidewalk infrastructure is as follows: Evelyn C Neely Dr. from North Ave. to Fourth St. is approximately 0.23 miles; Cannon Dr. has approximately 0.07 miles; Bay St. has approximately 0.25 miles; Fourth St. from Bray St. to Old Hull Road is 0.73 miles; Oak Hill Dr. has approximately 0.27 miles; and Old Hull Road from beyond North Ave. to Fourth St. is approximately 0.43 miles. Source: ACC Staff.

ACC staff considers a level of service for a bus stop or bus lane that is lower than Level 3 to be substandard. Bus stops with shelters (Level 3+) can handle a high volume of riders, meaning six or more passenger boardings per day. Bus stops at levels one and two may not offer enough space for riders to wait for the bus; room to add additional Simme Seats (two-seat integrated post bench) at the stop is either limited or not available. Four out of the 11 bus stops or bus lanes in the Redevelopment Area are below Level 3. Source: ACC Staff.

Moreover, TAD 5 is one of the proposed tax allocation districts with preponderance of streets and roads whose condition is below good. The chart below depicts the conditions of the streets and roads within the proposed TADs based on their mileage in each category.



The road conditions within TAD 5 specifically are depicted in the chart below.



ACC finds that inadequate transportation facilities are found within the Redevelopment Area, and that the existence of this condition is obvious within the Redevelopment Area and can fairly be said to be typical of it; i.e., they predominate.

Therefore, it is the finding and determination of ACC that, within the Redevelopment Area, there exist a predominant number of substandard, vacant, deteriorated, or deteriorating structures; the predominance of a defective or inadequate street layout or transportation facilities; or faulty lot layout in relation to size, accessibility, or usefulness.

### Conclusion

Taking the above into account, ACC also finds and determines that there exist within the Redevelopment Area this condition of blight: a predominant number of substandard, vacant, deteriorated, or deteriorating structures; the predominance of a defective or inadequate street layout or transportation facilities; or faulty lot layout in relation to size, accessibility, or usefulness.

In conclusion, ACC finds and determines that the Redevelopment Area is an area described in O.C.G.A. Section 36-44-3(7)(A).

### ***O.C.G.A. Section 36-44-3(7)(B) - "deteriorating area"***

Under the Redevelopment Powers Law, a "deteriorating area" is an area that is experiencing physical or economic decline or stagnation as evidenced by two or more of the following-

- 1) The presence of a substantial number of structures or buildings that are 40 years old or older and have no historic significance;
- 2) High commercial or residential vacancies compared to the political subdivision as a whole;
- 3) The predominance of structures or buildings of relatively low value compared to the value of structures or buildings in the surrounding vicinity or significantly slower growth in the property tax digest than is occurring in the political subdivision as a whole;
- 4) Declining or stagnant rents or sales prices compared to the political subdivision as a whole;
- 5) In areas where housing exists at present or is determined by the political subdivision to be appropriate after redevelopment, there exists a shortage of safe, decent housing that is not substandard and that is affordable for persons of low and moderate income; or
- 6) Deteriorating or inadequate utility, transportation, or transit infrastructure.

This section considers two of these conditions, (2) and (6), which ACC deems to be characteristic of the Redevelopment Area.

### Regarding the second condition

The Redevelopment Agency and ACC Staff have studied the proposed Redevelopment Area and reached these conclusions: "While North Avenue is a major corridor within Athens-Clarke

County, it has struggled to retain viable commercial development. There are several vacant and underused parcels zoned for commercial development within the TAD; in fact, the C-G (Commercial-General) zoning associated with the vacant parcels has a maximum residential density of 24 bedrooms per acre, the highest density allows in a commercial district outside of Commercial-Downtown zoning. Multifamily dwellings within the C-G zoning district are required to maintain the ground floor as leasable commercial space, which highlights the vacant parcels along North Avenue as prime locations to encourage mixed-use development in order to reactivate the commercial corridor, as well as increase the amount of available housing stock within Athens-Clarke County.” See “USES AFTER REDEVELOPMENT OF REAL PROPERTY WITHIN THE REDEVELOPMENT AREA,” below.

ACC finds that within the proposed Redevelopment Area there exist high commercial or residential vacancies compared to ACC as a whole.

#### Regarding the sixth condition

The data and findings concerning defective or inadequate street layout or transportation facilities infrastructure contained under “**blighted or distressed area**”, above, are hereby incorporated into this subsection by reference.

Likewise, the data and findings concerning deteriorating or inadequate utility, transportation, or transit infrastructure contained under “**inadequate infrastructure**”, below, are hereby incorporated into this subsection by reference.

ACC finds that there is present within the Redevelopment Area deteriorating or inadequate utility, transportation, or transit infrastructure.

#### Conclusion

Taking the above into account, ACC also finds and determines that there exists within the Redevelopment Area these conditions of blight: 2) High commercial or residential vacancies compared to the political subdivision as a whole; and 6) Deteriorating or inadequate utility, transportation, or transit infrastructure

In conclusion, ACC finds and determines that the Redevelopment Area is an area described in O.C.G.A. Section 36-44-3(7)(B).

#### ***O.C.G.A. Section 36-44-3(7)(C) - “inadequate infrastructure”***

Under the Redevelopment Powers Law, an area with inadequate infrastructure” means an area characterized by:

- 1) Deteriorating or inadequate parking, roadways, bridges, pedestrian access, or public transportation or transit facilities incapable of handling the volume of traffic into or through the area, either at present or following redevelopment; or

2) Deteriorating or inadequate utility infrastructure either at present or following redevelopment.

Regarding the first condition

The data and findings concerning defective or inadequate street layout or transportation facilities infrastructure contained under "***blighted or distressed area***", above, are hereby incorporated into this subsection by reference. Likewise, the data and findings concerning deteriorating or inadequate utility, transportation, or transit infrastructure contained under "***deteriorating area***", above, are hereby incorporated into this subsection by reference.

ACC finds that inadequate parking, roadways, bridges, pedestrian access, or public transportation or transit facilities described above are found within and characterize the Redevelopment Area, and that the same are incapable of handling the volume of traffic into or through the Redevelopment Area, either at present or following redevelopment.

Regarding the second condition

The Redevelopment Area also has deteriorating or inadequate utility infrastructure, either at present or following redevelopment.

The table below sets forth examples of the Redevelopment Area's inadequate utility infrastructure:

<u>Inadequate:</u>	<u>Shown in:</u>
Cable & Electric- only a small part of the Redevelopment Area is served by fiber and large portion is inadequately served by coaxial; electric lines are inadequate	Appendix D

ACC finds that the deteriorating or inadequate utility infrastructure described above is found within the Redevelopment Area, and that the existence of this condition is obvious within the Redevelopment Area and can fairly be said to be typical of it.

Conclusion

Therefore, there are grounds for ACC to find, and ACC does hereby find, that the Redevelopment Area is characterized by one or more of the following conditions:

(i) Deteriorating or inadequate parking, roadways, bridges, pedestrian access, or public transportation or transit facilities incapable of handling the volume of traffic into or through the area, either at present or following redevelopment; and

(ii) Deteriorating or inadequate utility infrastructure either at present or following redevelopment.

In conclusion, ACC finds and determines that the Redevelopment Area is an area described in O.C.G.A. Section 36-44-3(7)(C).

#### Growth and Development

The data and findings above in this section support the conclusion that the Redevelopment Area on the whole has not been subject to growth and development through private enterprise and would not reasonably be anticipated to be developed without the approval of this Redevelopment Plan.

Further supporting this conclusion, ACC Staff have identified significant parcels within the Redevelopment Area that are considered underdeveloped. See Appendix I. Material parts of those parcels coincide with areas determined by this Redevelopment Plan to be inadequately serviced by infrastructure, particularly utilities. In ACC's view, the underdeveloped condition of these parcels illustrates why the Redevelopment Area as a whole requires the redevelopment that would be provided through this Redevelopment Plan and would not grow and develop without it.

In the judgment of ACC, and by the approval of this Redevelopment Plan, ACC is finding and determining that:

#### **Finding (1)**

The Redevelopment Area qualifies as a "redevelopment area" under the Redevelopment Powers Law.

Finding (1), above, satisfies the requirements of O.C.G.A. Section 36-44-3(7).

#### **Finding (2)**

The Redevelopment Area on the whole has not been subject to growth and development through private enterprise and would not reasonably be anticipated to be developed without the approval of this Redevelopment Plan.

Finding (2), above, satisfies the requirements of O.C.G.A. Section 36-44-3(9)(B) and O.C.G.A. Section 36-44-8-3(G)(i).

### **Finding (3)**

The improvement of the Redevelopment Area is likely to enhance the value of a substantial portion of the other real property in TAD 5. This finding satisfies the requirements of O.C.G.A. Section 36-44-8(G)(ii).

## **VI. USES AFTER REDEVELOPMENT OF REAL PROPERTY WITHIN THE REDEVELOPMENT AREA**

ACC anticipates that the uses after redevelopment of real property within the Redevelopment Area will reflect the Redevelopment Area's Redevelopment Projects. See "REDEVELOPMENT PROJECTS WITHIN THE REDEVELOPMENT AREA," below.

More broadly, implementation of TAD 5 northeast of Downtown Athens can provide a much-needed incentive for redevelopment. While North Avenue is a major corridor within Athens-Clarke County, it has struggled to retain viable commercial development. There are several vacant and underused parcels zoned for commercial development within TAD 5; in fact, the C-G (Commercial-General) zoning associated with the vacant parcels has a maximum residential density of 24 bedrooms per acre, the highest density allowed in a commercial district outside of Commercial-Downtown zoning. Multifamily dwellings within the C-G zoning district are required to maintain the ground floor as leasable commercial space, which highlights the vacant parcels along North Avenue as prime locations to encourage mixed-use development in order to reactivate the commercial corridor, as well as increase the amount of available housing stock within Athens-Clarke County.

The creation of TAD 5 for North Avenue could spur redevelopment which the area has not seen for quite some time, without which these parcels may remain vacant. The proximity to Downtown Athens, as well as to the Loop 10 Athens Perimeter Highway, make this a great site for creating functional commercial spaces and increasing housing stock.

See Appendix K for a zoning map showing parcels suitable for mixed-use development.

A tax allocation district is the ideal tool to implement this Redevelopment Plan's approach of public improvements and leveraging private investments.

## VII. REDEVELOPMENT PROJECTS WITHIN THE REDEVELOPMENT AREA

### Eligible Projects

The Redevelopment Powers Law gives Georgia communities wide latitude in the use of tax allocation district funds to support redevelopment. As enumerated in O.C.G.A. Section 36-44-3, the following are all eligible uses for TAD Funds in a redevelopment area:

- Construction of building(s) for business, commercial, industrial, governmental;
- Educational, charitable or social use;
- Renovation, rehabilitation, reconstruction repair or demolition of any existing building;
- Creation of public housing;
- Creation of public works or public facilities;
- Preservation of historic structures;
- Creation or improvement of public spaces;
- Creation or improvement of mass transit facilities;
- Development, or improvement of telecommunications infrastructure;
- Creation or improvement of pedestrian access and safety;
- Property acquisition, site preparation, demolition, environmental remediation; and
- Infrastructure and utility relocation, rehabilitation or installation.

Depending on the specific situation, TAD Funds could be used to pay any of the above Redevelopment Costs, including, in a proper structure, funding direct financial incentives to developers to offset construction costs.

Funding decisions will take into account the amount of incremental tax revenues those projects will generate, as well as the availability of current/future tax increments available. ACC is committed to using TAD Funds in the most effective and appropriate manner allowed under the Redevelopment Powers Law, to achieve successful results.

For purposes of O.C.G.A Section 36-44-3(9)(D), the following is a description of the potential Redevelopment Projects within the Redevelopment Area, the cost thereof, and the method of financing them. The additional information about their costs contained in “REDEVELOPMENT COSTS,” below, is hereby incorporated into this section by reference.

Going forward under the parameters of TAD 5, the Unified Government of Athens-Clarke County will take the lead on public infrastructure improvements like water, sewer, stormwater, and transportation modes. Completion of these necessary initiatives will increase the capacity of services in the area; therefore, allowing managed expansion of commercial, residential, institutional uses while also generating new allowances for mixed-use projects brought forth by private developers.

Consideration will be given to any and all proposals that adequately meet the strict guidelines for investment of funds and further the stated goals of the adopted TAD 5. Award of such funds must be selective though, and in a manner that is consistent with redevelopment patterns on the ground as phased by construction activity and critical need. Sporadic disbursement may result in uncontrolled patterns of improvement that deviate from the intent of approved plans.

Insofar as possible commitments of TAD Funds are concerned, the foregoing is subject to the policies and processes set forth under “Goals and Priorities,” below in this section.

More information is set forth below regarding potential private enterprise projects and potential ACC projects.

### **Public Improvements**

Currently, the Redevelopment Costs for public infrastructure that ACC is considering using TAD Funds to pay, in whole or in part, are for public infrastructure to remedy the conditions of inadequacy or deterioration that are described in this Redevelopment Plan. See “GROUNDS FOR THE EXERCISE OF REDEVELOPMENT POWERS,” above.

### **Goals and Priorities**

By approval of this Redevelopment Plan, ACC is adopting the following redevelopment goals and establishing the following priorities for the use of TAD Funds to pay Redevelopment Costs:

**Public Infrastructure Needs** – This goal area includes bike and pedestrian facilities, parks and greenspace, intersection improvements, live stream pipe replacement, stormwater facilities and other public spaces, facilities and infrastructure.

**Housing Opportunities** – This goal area targets residential development opportunities to provide at least 20% of dwelling units at permanently affordable at 80% of Area Median Income.

**Economic Development Partnership Opportunities** – This provides for infrastructure support that creates opportunities for job creation, innovation, incubators, accelerators and similar spaces to provide high wage employment in ACC. Private enterprise Redevelopment Projects are encompassed by “Economic Development Partnership Opportunities.”

**CCSD and Youth Development** – This goal area provides the opportunity to collaborate with youth support providers, including the Clarke County School District to create optimal spaces for youth development and support of School District needs.

Each proposed tax allocation district's Citizens Advisory Committee will recommend the percentage of available TAD Funds to be applied to each goal, subject to approval or modification by the Mayor and Commission of ACC. The Citizens Advisory Committee will review and comment on as necessary each application for TAD Funds, whether for private enterprise Redevelopment Projects or ACC Redevelopment Projects. Ultimately, the Mayor and Commission of ACC will approve, deny or modify each application and each specific redevelopment project.

This Redevelopment Plan's authorized Redevelopment Projects are such projects as are approved in accordance with the above process and the other provisions of this Redevelopment Plan.

Redevelopment projects are subject to revision by the Redevelopment Agency and ACC in accordance with applicable processes as implementation of the Redevelopment Plan progresses.

#### **Method of Financing Redevelopment Costs**

Each private enterprise project will be financed by private investment (debt and equity), except to the extent, if any, that it is a Redevelopment Project and its Redevelopment Costs are paid by TAD Funds. A Community Benefit Agreement will be required for any private enterprise Redevelopment Costs to be paid by TAD Funds.

ACC proposes to finance the costs of authorized ACC Redevelopment Projects, and to pay any Redevelopment Costs of authorized private enterprise Redevelopment Projects, on a "pay-as-you-go", or "pay/go", basis, meaning that the these costs will be paid out of TAD Funds as they are received by ACC. Alternatively, ACC may at its option also consider utilizing the issuance of tax allocation bonds, or other available financing options or funding sources, to wholly or partially finance these other Redevelopment Costs. See "TAX ALLOCATION BOND ISSUES; PROPERTY TO BE PLEDGED FOR PAYMENT OR SECURITY", below.

The above information is proved in response to O.C.G.A. Sec. 36-44-3(9)(D).

## **VIII. RELOCATION PAYMENTS**

Currently no relocation is anticipated within the Redevelopment Area. In any case where there would be relocation of existing residents or businesses, relocation expenses will be provided for under all applicable federal, state, and local guidelines if public funds are used for property acquisition and such sources for funds require relocation benefits to be offered to tenants and users for relocation.

The above information is provided in response to O.C.G.A Section 36-44-3(9)(F).

## **IX. ASSESSED VALUATION (BEFORE AND AFTER REDEVELOPMENT), TAX ALLOCATION INCREMENT BASE, AND 10% LIMIT ON TAXABLE VALUE WITHIN TAX ALLOCATION DISTRICTS**

Figures in this section are subject to the General Notes set forth at the end of the section.

The Redevelopment Area defined in this Redevelopment Plan has a 2020 assessed valuation of \$15,861,470, according to the Athens-Clarke County Board of Tax Assessors.

Pursuant to the Redevelopment Powers Law, upon adoption of the Redevelopment Plan and the creation of TAD 5, the Redevelopment Agency will request that the Commissioner of Revenue of the State of Georgia certify for TAD 5 its “**tax allocation increment base**”, as defined in O.C.G.A. Section 36-44-3(15), part of the Redevelopment Powers Law, as of the date of creation of the TAD. See “**CREATION AND TERMINATION DATES**,” below. The estimated tax allocation increment base of the proposed tax allocation district is \$15,861,470; *i.e.*, 2020 taxable value of all taxable property in the Redevelopment Area subject to the property taxes specified in this Redevelopment Plan.

Upon creation of TAD 5, the total current taxable value of property subject to the ad valorem property taxes specified in this Redevelopment Plan within the proposed Tad 5 plus the total current taxable value of property subject to the ad valorem property taxes specified in this Redevelopment Plan within all of ACC’s existing tax allocation districts will not exceed 10% of the total current taxable value of all taxable property located within the area of operation of ACC. See column for TAD 5 in table below and notes below table.

Row	TAD	1	2	3	4	5	6
	TAD- "taxable value" of all "taxable property" subject to "ad valorem property taxes"	\$35,661,450	\$43,146,863	\$36,877,351	\$83,833,162	\$15,861,470	\$41,798,714
I	ACC- "taxable value" of "taxable property"	\$4,427,053,462	\$4,427,053,462	\$4,427,053,462	\$4,427,053,462	\$4,427,053,462	\$4,427,053,462
II	TAD's % (Row I/Row II as percent)	0.81%	0.97%	0.83%	1.89%	0.36%	0.94%
III	Notes: The calculations above assume all of the subject tax allocation districts will be created simultaneously. Figures in Row II are from the Athens-Clarke County Board of Assessors and underestimate subject taxable value (see General Notes) and therefore figures in Row III overstate the percentage figures. Figures are for 2020.						

The total percentage for all tax allocation districts is 5.81%.

The assessed valuation of this Redevelopment Area will increase in the future through the private investment stimulated by the implementation of the Redevelopment Plan and the public investment of TAD Funds. In addition, this redevelopment is intended to stimulate other development in the TAD and lead to a substantial increase in property values as the Redevelopment Plan is implemented.

Upon completion of redevelopment in the Redevelopment Area as presented in this Redevelopment Plan, TAD 5 is projected to have an assessed valuation estimated at \$16,884,535. See "ESTIMATED POSITIVE TAX ALLOCATION INCREMENTS", below.

The above information is provided in response to O.C.G.A Sections 36-44-3(I) and (M) and O.C.G.A Section 36-44-17.

General Notes:

1. Figures from the Athens-Clarke County Board of Tax Assessors are for real estate only and use nominal values for centrally assessed (by Georgia Department of Revenue) property such as utility property.
2. The last data for "taxable value" of "taxable property" for purposes of Row II in the table above available from the Georgia Department of Revenue for ACC is for 2019 and amounts to \$4,357,831,044, which is the assessed M&O value.

## X. ESTIMATED POSITIVE TAX ALLOCATION INCREMENTS

Below is an estimate of positive tax allocation increments for the period covered by the term of the proposed tax allocation bonds (if no tax allocation bonds are issued, then the estimates would be for a period ending on the termination date of TAD 5). See “CREATION AND TERMINATION DATES,” and “TAX ALLOCATION BOND ISSUES; PROPERTY TO BE PLEDGED FOR PAYMENT OR SECURITY,” below.

Ref.	Item	Value	Comment	millage	2020	taxable value valuation of TAD)	add taxable value of background growth (assessed total taxes	tax allocation increment	taxable value base	background minus base	taxable value growth rate	taxable value of background growth (rate X 2020 TAD taxable value)
A	total taxes	\$569,009	using property taxes specified in Redevelopment Plan and taxable value for TAD from Section IX of this Redevelopment Plan	33.7	\$15,861,470	\$16,884,535	\$569,008.82	\$15,861,470	\$1,023,065		6.45%	\$1,023,065
B	taxable value of all taxable property in TAD subject to specified property taxes minus tax allocation increment base	\$1,023,065	from Section IX of this Redevelopment Plan									
C	taxable value of all taxable property in TAD subject to specified property taxes	\$16,884,535										
D	B/C	0.060591827										
E	D x A	\$34,477	positive tax allocation increment, for each year starting in 2021									

Notes: Rate of background growth assumed to be same as average change in TAD digest (year to preceding year) for years 2012 through 2020, which was 6.45%. In ACC's opinion, this is a reasonable, even cautious, assumption. By comparison, the change in the TAD digest for 2020 over 2019 was 34.37%, and for the commercial multi-family parcels in the proposed TAD, was 9.45%. See Appendix C. Table assumes taxable value of background increment becomes available in 2021 so positive tax allocation increments begin in 2021 and continue in each year thereafter in same amount without escalation. Table assumes consent of Clarke County Board of Education to use of its M&O taxes in computations of property taxes.

The above estimates apply the property taxes specified in this Redevelopment Plan. The actual amount of these positive tax allocation increments will depend upon the pace at which the Redevelopment Plan is implemented and the impact of the redevelopment activities and other economic factors on the tax base within TAD 5 as a whole.

The above information is provided in response to O.C.G.A Section 36-44-3(9)(P).

## **XI. REDEVELOPMENT COSTS**

### **Estimated Costs of Redevelopment Projects**

The estimated costs of private enterprise projects that may be authorized as Redevelopment Projects are contained, to the extent information is available, in the above descriptions of these projects. Ultimate decisions affecting cost will be made by the private enterprise owners. To the extent, if any, that any Redevelopment Costs for such Redevelopment Projects are paid out of TAD Funds, the amount thereof will be determined in accordance with the process under "INTRODUCTION, PROPOSAL AND PUBLIC BENEFITS- Community Benefits Agreements, and -Citizens Advisory Committees, and "REDEVELOPMENT PROJECTS WITHIN THE REDEVELOPMENT AREA- Goals and Priorities," above.

ACC projects that may be authorized as Redeveloped Projects, and the amount of any Redevelopment Costs for such projects that are paid out of TAD Funds, will be determined in the course of the implementation of this Redevelopment Plan, and likewise will be in accordance with the process under "INTRODUCTION, PROPOSAL AND PUBLIC BENEFITS- Community Benefits Agreements, and -Citizens Advisory Committees, and "REDEVELOPMENT PROJECTS WITHIN THE REDEVELOPMENT AREA- Goals and Priorities," above.

The total amount of Redevelopment Costs paid out of TAD Funds for both private enterprise Redevelopment Projects and ACC Redevelopment Projects will not exceed in the aggregate the amount of TAD Funds available from positive tax increments. See "ESTIMATED POSITIVE TAX ALLOCATION INCREMENTS," below.

The Redevelopment Projects are subject to change as discussed under "REDEVELOPMENT PROJECTS WITHIN THE REDEVELOPMENT AREA," above. Redevelopment Costs and TAD Fund expenditure amounts are subject to change by ACC in accordance with applicable processes as implementation of the Redevelopment Plan progresses.

The above information is provided in response to O.C.G.A Section 36-44-3(9)(H).

### **Need for Participation by the Board of Education**

ACC does not anticipate that many or most of the Redevelopment Projects being considered will be financially feasible, or that the private enterprise projects hoped to be leveraged thereby, will occur, without participation in the TAD by the Clarke County School District.

## **XII. CREATION AND TERMINATION DATES**

TAD 5 will be created effective December 31, 2020. TAD 5 will terminate when ACC, by resolution, dissolves the district, but pursuant to the Redevelopment Powers Law, no such resolution may be adopted until all Redevelopment Costs have been paid. Therefore, the proposed termination date for TAD 5 is the later of (a) December 31, 2040, or (b) the date when all Redevelopment Costs, including debt service on any tax allocation bonds that may be issued, are paid in full.

The above information is provided in response to O.C.G.A Section 36-44-3(9)(K).

### **XIII. TAX ALLOCATION BOND ISSUES; PROPERTY TO BE PLEDGED FOR PAYMENT OR SECURITY**

#### **Tax Allocation Bonds**

ACC does not plan at present to issue any tax allocation bonds but reserves the right to utilize such method of financing in the future.

#### **Amount**

Should ACC decide to issue any tax allocation bonds, the amount of tax allocation bonds issued will be determined in connection with the financing needs of the Redevelopment Projects at such time. The amount of proposed tax allocation bonds will be the amount necessary such that the proceeds thereof available for deposit to the project fund equal the amount needed to pay Redevelopment Costs to be financed thereby.

#### **Term of Tax Allocation Bond Issue**

It is ACC's expectations that any tax allocation bonds will have a term of up to 20 years. However, the actual term for the tax allocation bonds may be different and will be determined by ACC taking into account the recommendations of its financial advisor.

#### **Rate of Tax Allocation Bond Issue**

It is ACC's present assumption that a rate of interest (average coupon) in the range of 5.00% to 7.90% would apply to any tax allocation bonds. The actual rate of interest applicable to any tax allocation bonds will be determined by market conditions and relevant underwriting or placement criteria at the time of issue.

#### **Positive Tax Allocation Increment**

The estimated positive tax allocation increment for the period covered by the term of any tax allocation bonds is set forth under "ESTIMATED POSITIVE TAX ALLOCATION INCREMENTS," above.

#### **Property to be Pledged for Payment or Security for Tax Allocation Bonds**

If any tax allocation bonds are issued, then the positive tax allocation increments derived from TAD 5 will be pledged for payment of such tax allocation bonds. ACC will also consider the creation of a special service tax district as additional security for the repayment of any tax allocation bonds if ACC deems such special service tax district advisable.

The above information is provided in response to O.C.G.A Sections 36-44-3(9)(O) and (Q).

## **XIV. CONTRACTUAL RELATIONSHIPS**

The Redevelopment Powers Law, O.C.G.A. Section 36-44-3, authorizes ACC to designate a Redevelopment Agency for the purpose of carrying out the Redevelopment Plan. ACC has designated the Mayor and Commission to serve as ACC's Redevelopment Agency. For the purpose of implementing this Redevelopment Plan, ACC, the Redevelopment Agency, or both, may enter into any of the below-described contractual relationships, each of which may create an obligation for more than one year:

- Coordinate implementation activities with other major participants in the Redevelopment Plan and their respective development and planning entities including ACC, the neighborhoods impacted and other stakeholders, as well as with various ACC departments involved in implementing the Redevelopment Plan.
- This Redevelopment Plan conforms with the local comprehensive plan, master plan, zoning ordinance, and building codes of ACC. The Redevelopment Agency may, however, conduct (either directly or by subcontracting for services) standard predevelopment activities, including but not limited to site analysis, environmental analysis, development planning, market analysis, financial feasibility studies, preliminary design, zoning compliance, facilities inspections, and overall analysis of compatibility of proposed development projects with ACC's comprehensive plan and the Redevelopment Plan.
- Seek appropriate development projects, financing, and other forms of private investment in the Redevelopment Area from qualified sources.
- Develop public-private partnerships and intergovernmental agreements as needed.
- Market the Redevelopment Area among developers, capital sources, and the general public.
- Coordinate public improvement planning and construction.
- Enter into negotiations, either directly or through designated brokers, with property owners and real estate developers within the Redevelopment Area for the purpose of acquiring land and property for redevelopment in accordance with the Redevelopment Plan.
- Prepare economic and financial analyses, project-specific feasibility studies and assessments of tax base increments in support of funding the Redevelopment Projects from the TAD Funds.
- Negotiate and enter into Development Agreements with private developers or other third parties to implement the Redevelopment Plan.

- The Redevelopment Agency will perform other duties as necessary to implement the Redevelopment Plan.

The Redevelopment Agency will seek reimbursement for Redevelopment Plan preparation and redevelopment consulting as needed to complete the plan implementation provisions. To manage the redevelopment process, the Redevelopment Agency will seek contractual arrangements with qualified vendors to provide the professional and other services required in qualifying and issuing the tax allocation bonds or other forms of financing, as well as for services including design, feasibility, project management, legal, engineering, and other services, required for implementation of the proposed Redevelopment Plan.

The above information is provided in response to O.C.G.A Section 36-44-3(9)(E).

## **XV. ZONING AND LAND USE COMPATIBILITY**

The proposed land uses contained in this Redevelopment Plan conform with the local comprehensive plan, master plan, zoning ordinance and building codes of ACC except as may be noted below. Actual zoning compliance in the case of future projects will be subject to the zoning process applicable at the time.

### Zoning and Land Use Compatibility

Existing land use within the tax allocation district mostly conforms to the Official Zoning Map, and is classified predominantly as "Government" (G), "Commercial-General" (C-G), and "Mixed-Density Residential" (RM) though there are some "Residential Single-Family" (RS) parcels. A complete accounting of all parcel zoning for TAD 5 can be viewed in the Official Zoning Map.

The Athens-Clarke County Future Land Use Map remains mostly consistent with the current Zoning Map in identifying TAD 5 with designations of "General Business" and "Mixed Density Residential", though significant undeveloped acreage within the tax allocation district has a future determination of "Government".

### Conformance with the Local Comprehensive Plan

The Athens-Clarke County Comprehensive Plan was recently updated in 2018. The comprehensive plan is structured around five (5) common categories that encompass fifteen (15) focused topics. Below are a few components taken from the comprehensive plan that are applicable to the tax allocation district proposed.

*(Economic Development) Opportunity:* Increase in the amount of Public-Private Partnerships (PPP's) involving local government facilities. Start by examining the list of government-owned land for the purpose of increasing the tax base.

*(Economic Development) Opportunity:* The number of utility patents produced within Athens-Clarke County presents an opportunity for continued success, but may require the need for a dedicated research park.

*(Economic Development) Policy:* Provide the facilities, services, and incentives necessary to attract, incubate, and grow businesses across a variety of sectors.

*(Housing) Need:* Infill housing should be promoted and concentrated in areas near commercial nodes, providing easy access to everyday services.

*(Land Use) Need:* Establishment of gateway corridors that leave an impression upon visitors and provide access to necessary destinations for citizens.

*(Land Use) Opportunity:* Develop incentives to reuse existing development before new development in greenfields, including TAD's. Given the county's small geographic area, redevelopment should be prioritized over greenfield development as plenty of opportunity exists

to improve blight along corridors and gateways, strip malls, industrial sites, and aging apartments.

*(Land Use) Opportunity:* Examine parking standards to align with current trends and proven business needs that may result in lower minimum ratios.

*(Neighborhoods) Need:* Additional gathering and recreation facilities north of Downtown are needed.

*(Infrastructure) Strategy:* Coordinate sanitary sewer expansion with the future land use framework.

The above information is provided in response to O.C.G.A Section 36-44-3(9)(G).

## **XVI. HISTORIC PROPERTY WITHIN BOUNDARIES OF REDEVELOPMENT AREA**

A review of the National Register of Historic Places, in conjunction with Local Historic Districts Map, was conducted in comparison with the TAD 5 boundaries and found no national or local historic property designations. However, one site was located directly adjacent to the TAD 5 boundaries, and should be considered when deciding appropriate potential developments. The Gospel Pilgrim Cemetery is an African-American cemetery dating back to 1882. Located at the intersection of Fourth Street and Bray Street, the 9-acre cemetery marks the southeast border of the TAD boundary. Designated within the National Register of Historic Places in 2006, the cemetery is home to an estimated 3,500 graves, many belonging to notable African Americans vital to Athens history.

In any event, a property which is to be redeveloped under this Redevelopment Plan and which is either designated as a historic property under Article 2 of Chapter 10 of Title 44, the "Georgia Historic Preservation Act," or is listed on or has been determined by any federal agency to be eligible for listing on the National Register of Historic Places will not be:

- (i) Substantially altered in any way inconsistent with technical standards for rehabilitation; or
- (ii) Demolished unless feasibility for reuse has been evaluated based on technical standards for the review of historic preservation projects, which technical standards for rehabilitation and review shall be those used by the state historic preservation officer.

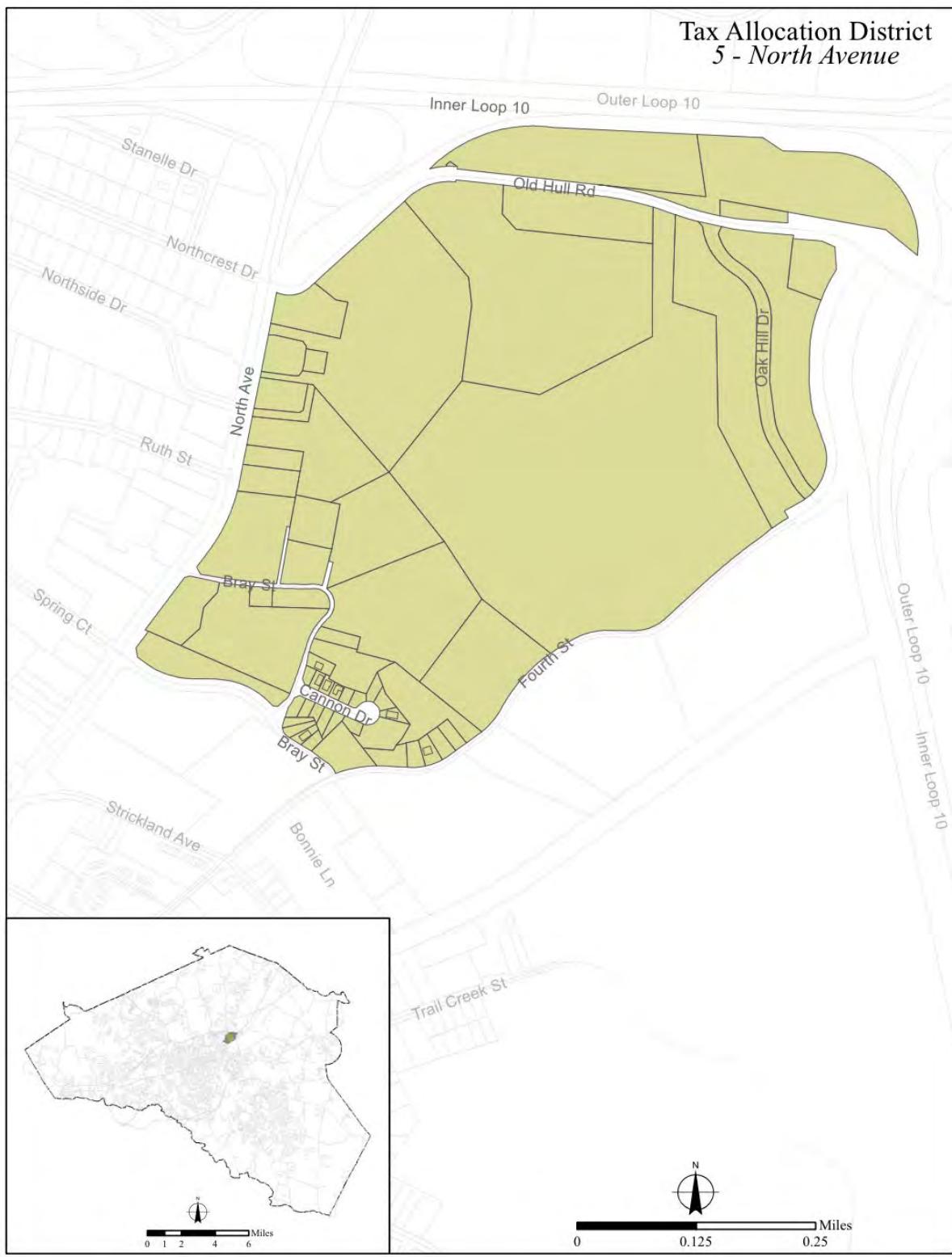
The above information is provided in response to O.C.G.A Section 36-44-3(9)(J).

## **XVII. SCHOOL SYSTEM IMPACT ANALYSIS**

Pursuant to O.C.G.A. Section 36-44-3(9)(R), a School Impact Analysis is included in Appendix C and reviews the financial and operational impact on the Clarke County School District of the proposed redevelopment as presented in this Redevelopment Plan, including but not limited to (i) an estimate of the number of net new public school students that could be anticipated as redevelopment within the Redevelopment Area occurs, (ii) the location of school facilities within the proposed redevelopment area, (iii) an estimate of educational special purpose local option sales taxes projected to be generated by the proposed redevelopment, if any, and (iv) a projection of the average value of residential properties resulting from redevelopment compared to current property values in the Redevelopment Area.

## APPENDIX A-1

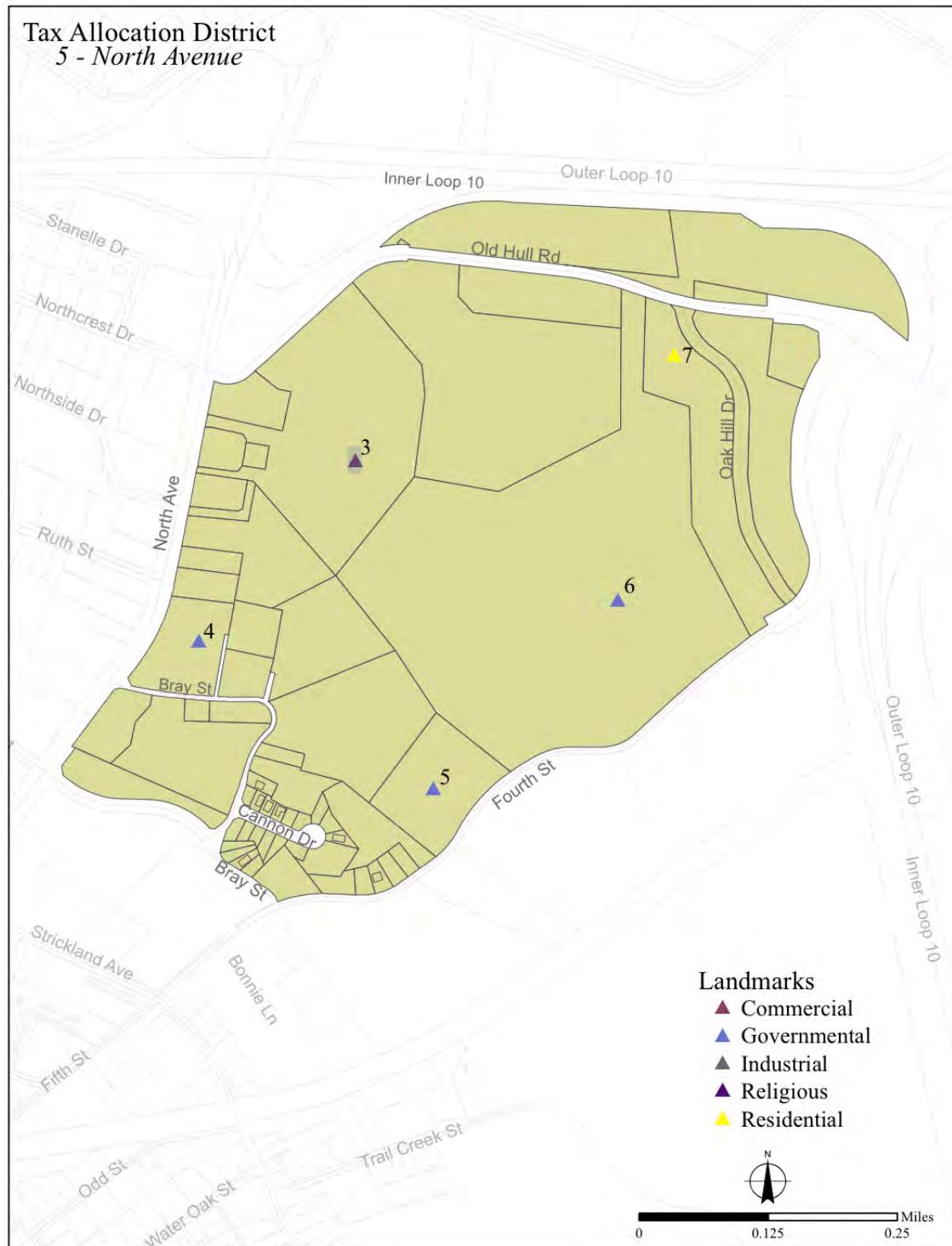
### TAD BOUNDARIES



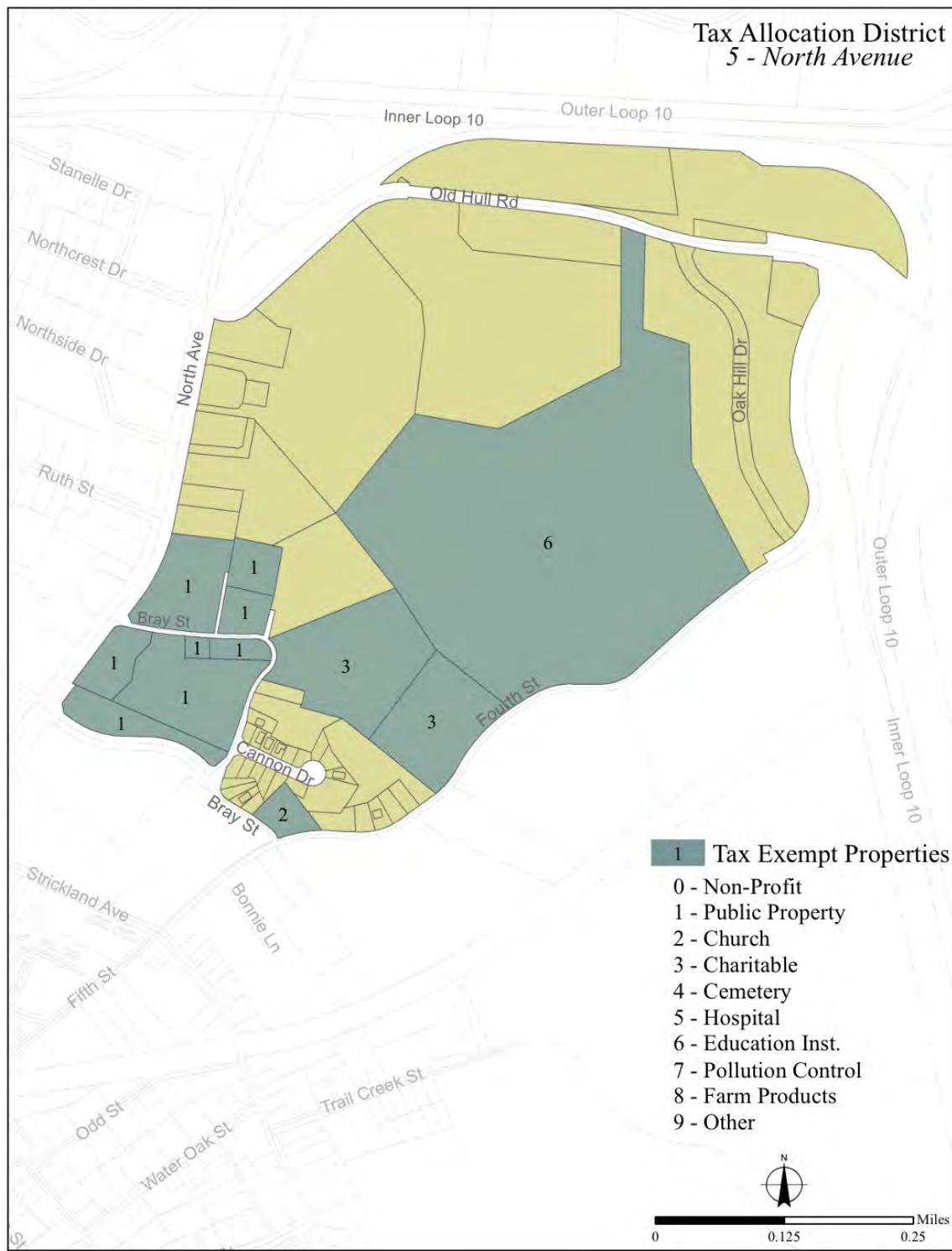
**APPENDIX A-2**  
**TAD BOUNDARY MAP AND EXISTING DEVELOPMENTS**



**APPENDIX A-3**  
**TAD LANDMARKS AND EXISTING USES**



APPENDIX A-4  
TAD EXEMPT PROPERTIES MAP



**APPENDIX B**  
**TAD PARCEL IDENTIFICATION AND TAX INFORMATION**

<b>Newton Bridge</b>		
<b>TAXABLE PARCELS</b>		
<b>PARCEL_NO</b>	<b>Parcel Address</b>	<b>Owner Name</b>
164 001	205 OLD HULL RD	FLT KNOLLWOOD LLC
164 001A	0 OLD HULL RD	BOSWELL DEVELOPMENT GROUP LLC
164 001B	215 OLD HULL RD	HAMPTON PARK ENTERPRISES LLC
164 002	225 OLD HULL RD	HAMPTON PARK ENTERPRISES LLC
164 007	238 OLD HULL RD	BREWER LARRY C
164 010A	105 OAK HILL DR	UCOMMON OAK HILL LLC
164 011	204 OLD HULL RD	HOWARD EUGENE H JR & ERNIE W MITCHELL

164 012	198 OLD HULL RD	NORTH GROVE LP
164 013	484 NORTH AVE	AMERCO REAL ESTATE COMPANY
164 013A	470 NORTH AVE	BOSWELL DEVELOPMENT GROUP LLC
164 013B	496 NORTH AVE	NORTH ATHENS OUTLOT LLC
164 013F	474 NORTH AVE	SCHIMMEL EDWARD
164A3 A001	332 NORTH AVE	MICROMONT HOLDINGS 26 LLC
164A3 A002	322 NORTH AVE	MASSEY FREDDIE & EUGENE HOWARD JR
164A3 A003	310 NORTH AVE	MASSEY FREDDIE & EUGENE HOWARD JR
164A3 A004	290 NORTH AVE	MASSEY FREDDIE & EUGENE HOWARD JR
164A3 A008	195 BRAY ST	JOHNSON LACY L TRUSTEE OF THE JOHN R JOHNSON REVOCABLE TRUST 6/19/13
164A3 A010	235 BRAY ST	THE ONYX GROUP LLC
164A3 A011	160 CANNON DR	ATHENS LAND TRUST INC
164A3 A011A	255 BRAY ST	ATHENS LAND TRUST INC

164A3 A011C	243 BRAY ST	BAYHI CRAIG M
164A3 A011D	335 BRAY ST	ATHENS LAND TRUST INC
164A3 A013	611 FOURTH ST	CREAMER LATWANNA S
164 010B	100 OAK HILL DR	UCOMMON OAK HILL LLC
164A3 A015	625 FOURTH ST	BUTTS CLAUDIA R
164A3 A016	635 FOURTH ST	ATHENS LAND TRUST INC
164A3 A017	645 FOURTH ST	FIRST ONE LLC
164A3 A018	0 FOURTH ST	FIRST UNION FINANCIAL & ELAINE H SUMMERS
164A3 A019	665 FOURTH ST	HANICK BRANDON AS TRUSTEE OF THE PRP II PALS
164A3 A001A	0 NORTH AVE	MASSEY FREDDIE & EUGENE HOWARD JR
164A3 A011E	325 BRAY ST	ATHENS LAND TRUST INC
164A3 A011F	315 BRAY ST	ATHENS LAND TRUST INC
164A3 A011G	305 BRAY ST	ATHENS LAND TRUST INC
164 010C	230 OLD HULL RD	UCOMMON OAK HILL LLC

164A4 A001	105 CANNON DR	ATHENS LAND TRUST INC
164A4 A002	115 CANNON DR	ATHENS LAND TRUST INC
164A4 A003	125 CANNON DR	ATHENS LAND TRUST INC
164A4 A004	135 CANNON DR	ATHENS LAND TRUST INC
164A4 A005	145 CANNON DR	ATHENS LAND TRUST INC
164A4 A006	155 CANNON DR	ATHENS LAND TRUST
164A4 A007	165 CANNON DR	ATHENS LAND TRUST INC
164A4 A008	175 CANNON DR	ATHENS LAND TRUST INC
164A4 A009	185 CANNON DR	ATHENS LAND TRUST INC
164A4 A010	150 CANNON DR	ATHENS LAND TRUST INC
164A4 A011	140 CANNON DR	ROBBINS YOUNGER & ERIN CATHCART
164A4 A012	130 CANNON DR	ATHENS LAND TRUST INC
164A4 A013	120 CANNON DR	ATHENS LAND TRUST INC
164A4 A014	110 CANNON DR	ATHENS LAND TRUST INC

164A4 A015	100 CANNON DR	ATHENS LAND TRUST INC
164A4 A003A	125 CANNON DR	MARX DAIN A & HANNAH E HAY
164A3 A011H	325 BRAY ST	GALLAGHER KIRRENA N
164A4 A002A	115 CANNON DR	ALFORD AMANDA
164A4 A004A	135 CANNON DR	MITCHELL NATHANIEL
164A3 A016A	635 FOURTH ST	FORTSON BARBARA & AUBREY UNDERWOOD
164A3 A011B	255 BRAY ST	FOGLE STEPHEN & SARA FOGLE
164A4 A009A	185 CANNON DR	CROSS AMANDA
164 001	205 OLD HULL RD	FLT KNOLLWOOD LLC
164 001A	0 OLD HULL RD	BOSWELL DEVELOPMENT GROUP LLC
164 001B	215 OLD HULL RD	HAMPTON PARK ENTERPRISES LLC

164 002	225 OLD HULL RD	HAMPTON PARK ENTERPRISES LLC
164 007	238 OLD HULL RD	BREWER LARRY C
164 010A	105 OAK HILL DR	UCOMMON OAK HILL LLC
164 011	204 OLD HULL RD	HOWARD EUGENE H JR & ERNIE W MITCHELL
164 012	198 OLD HULL RD	NORTH GROVE LP
164 013	484 NORTH AVE	AMERCO REAL ESTATE COMPANY
164 013A	470 NORTH AVE	BOSWELL DEVELOPMENT GROUP LLC
164 013B	496 NORTH AVE	NORTH ATHENS OUTLOT LLC
164 013F	474 NORTH AVE	SCHIMMEL EDWARD
164A3 A001	332 NORTH AVE	MICROMONT HOLDINGS 26 LLC
164A3 A002	322 NORTH AVE	MASSEY FREDDIE & EUGENE HOWARD JR
164A3 A003	310 NORTH AVE	MASSEY FREDDIE & EUGENE HOWARD JR
164A3 A004	290 NORTH AVE	MASSEY FREDDIE & EUGENE HOWARD JR

164A3 A008	195 BRAY ST	JOHNSON LACY L TRUSTEE OF THE JOHN R JOHNSON REVOCABLE TRUST 6/19/13
164A3 A010	235 BRAY ST	THE ONYX GROUP LLC
164A3 A011	160 CANNON DR	ATHENS LAND TRUST INC
164A3 A011A	255 BRAY ST	ATHENS LAND TRUST INC
164A3 A011C	243 BRAY ST	BAYHI CRAIG M
164A3 A011D	335 BRAY ST	ATHENS LAND TRUST INC
164A3 A013	611 FOURTH ST	CREAMER LATWANNA S
164 010B	100 OAK HILL DR	UCOMMON OAK HILL LLC
164A3 A015	625 FOURTH ST	BUTTS CLAUDIA R
164A3 A016	635 FOURTH ST	ATHENS LAND TRUST INC
164A3 A017	645 FOURTH ST	FIRST ONE LLC
164A3 A018	0 FOURTH ST	FIRST UNION FINANCIAL & ELAINE H SUMMERS

164A3 A019	665 FOURTH ST	HANICK BRANDON AS TRUSTEE OF THE PRP II PALS
164A3 A001A	0 NORTH AVE	MASSEY FREDDIE & EUGENE HOWARD JR
164A3 A011E	325 BRAY ST	ATHENS LAND TRUST INC
164A3 A011F	315 BRAY ST	ATHENS LAND TRUST INC
164A3 A011G	305 BRAY ST	ATHENS LAND TRUST INC
164 010C	230 OLD HULL RD	UCOMMON OAK HILL LLC
164A4 A001	105 CANNON DR	ATHENS LAND TRUST INC
164A4 A002	115 CANNON DR	ATHENS LAND TRUST INC
164A4 A003	125 CANNON DR	ATHENS LAND TRUST INC
164A4 A004	135 CANNON DR	ATHENS LAND TRUST INC
164A4 A005	145 CANNON DR	ATHENS LAND TRUST INC
164A4 A006	155 CANNON DR	ATHENS LAND TRUST
164A4 A007	165 CANNON DR	ATHENS LAND TRUST INC
164A4 A008	175 CANNON DR	ATHENS LAND TRUST INC

164A4 A009	185 CANNON DR	ATHENS LAND TRUST INC
164A4 A010	150 CANNON DR	ATHENS LAND TRUST INC
164A4 A011	140 CANNON DR	ROBBINS YOUNGER & ERIN CATHCART
164A4 A012	130 CANNON DR	ATHENS LAND TRUST INC
164A4 A013	120 CANNON DR	ATHENS LAND TRUST INC
164A4 A014	110 CANNON DR	ATHENS LAND TRUST INC
164A4 A015	100 CANNON DR	ATHENS LAND TRUST INC
164A4 A003A	125 CANNON DR	MARX DAIN A & HANNAH E HAY
164A3 A011H	325 BRAY ST	GALLAGHER KIRRENA N
164A4 A002A	115 CANNON DR	ALFORD AMANDA
164A4 A004A	135 CANNON DR	MITCHELL NATHANIEL
164A3 A016A	635 FOURTH ST	FORTSON BARBARA & AUBREY UNDERWOOD
164A3 A011B	255 BRAY ST	FOGLE STEPHEN & SARA FOGLE

164A4 A009A	185 CANNON DR	CROSS AMANDA
<b>TAX-EXEMPT PARCELS</b>		
PARCEL_NO	Parcel Address	Owner Name
164 015	715 FOURTH ST	CLARKE COUNTY SCHOOL DISTRICT
164 015A	705 FOURTH ST	BOYS & GIRLS CLUBS OF ATHENS INC
164A3 A009	205 BRAY ST	ATHENS HOMELESS PROPERTY CORPORATION
164A3 A012	567 FOURTH ST	SPRINGFIELD BAPTIST CHURCH
164A3 B006A	155 EVELYN C NEELY DR	ATHENS AREA FACILITIES CORPORATION
164A3 B007	250 NORTH AVE	ATHENS-CLARKE COUNTY UNIFIED GOVERNMENT

164A3 B007A	240 NORTH AVE	ATHENS-CLARKE COUNTY UNIFIED GOVERNMENT
164A3 A007	0 BRAY ST	ATHENS-CLARKE COUNTY UNIFIED GOVERNMENT
164A3 B006B	0 BRAY ST	ATHENS-CLARKE COUNTY UNIFIED GOVERNMENT
164A3 B006D	0 BRAY ST	ATHENS-CLARKE COUNTY UNIFIED GOVERNMENT
164A3 A006	187 BRAY ST	ATHENS-CLARKE COUNTY UNIFIED GOVERNMENT
164A3 A005	284 NORTH AVE	ATHENS-CLARKE COUNTY UNIFIED GOVERNMENT

## APPENDIX C

### SCHOOL IMPACT ANALYSIS

(includes attached list of locations of school facilities)

## North Avenue TAD - Impact on the Clarke County School System

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### DRAFT FINAL REPORT

Prepared for:

Unified Government of Athens-Clarke County  
Athens, Georgia  
October 28, 2020





## **I. NORTH AVENUE/HAWTHORNE TAX ALLOCATION DISTRICT SCHOOL IMPACT**

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EXECUTIVE SUMMARY	2
OVERVIEW	3
METHODS AND DATA REQUIREMENTS	4
Defined Development Projects	4
Background Growth Projections	4
SCHOOL IMPACTS	4

## I. NORTH AVENUE/HAWTHORNE TAX ALLOCATION DISTRICT SCHOOL IMPACT



### Executive Summary

The North Avenue Tax Allocation District (TAD) redevelopment plan requires an assessment of its impact on the county school system. This study addresses the impact on the school system in three ways, (1) an estimate of how enrollment will change, (2) how much E-SPLOST revenue will change, and (3) whether residential property values after completion of the redevelopment will change from current values. The base year for calculations is 2020. Only investments in 2021 and beyond are considered in this analysis.

When development projects are announced for a TAD, data needed to perform this analysis includes property values of expected new development including residential, commercial, and industrial; new jobs and payroll for the new businesses; a breakdown of multifamily housing units by bedroom size; and an estimate of taxable sales from retail, restaurants, and lodging. However, to date no projects have been announced for this TAD.

With no projects, another method had to be employed to estimate the increment in property values that might occur in the TAD. This method is based on estimating the historical "background" growth from 2011 to 2020. This growth, by zoning code, was used to project property values for residential, commercial, and industrial properties, if they existed in the TAD. Following is a summary of impacts from this analysis:

1. Forecasted growth by zoning code is based on 2011-2020 growth as follows:

		<b>AVG Annual 2011-2020</b>
<b>TAD 5 – North Avenue</b>		
<b>All Parcels</b>		
Residential Single Family		1.66%
Residential Mixed Density		9.45%
Commercial-General		2.65%

2. The forecast of growth in commercial creates 9 new housing units and increases enrollment by 5.
3. The forecast of growth in multi- and single-family housing units creates 217 new units and increases enrollment by 30.
4. The projected growth is expected to generate \$120,704 in new E-SPLOST funds for the school system.



## I. NORTH AVENUE/HAWTHORNE TAX ALLOCATION DISTRICT SCHOOL IMPACT

### Overview

The Unified Government of Athens-Clarke County, Georgia (ACC) has defined an area within its borders for redevelopment called the North Avenue Tax Allocation District (TAD). The size of the redevelopment area is approximately 140 acres with 68 parcels. Current property value is \$71,080,285.

The objective of this study is to determine the impact of the TAD on the county school system as required by O.C.G.A. Section 36-44-9(R). There are four items to address: (1) an estimate of the number of net new public school students anticipated as redevelopment within the redevelopment area occurs, (2) the location of school facilities within the proposed redevelopment area, (3) an estimate of educational special purpose local option sales taxes (E-SPLOST) expected from the proposed development, and (4) a projection of the average value of properties resulting from redevelopment compared to current property values in the redevelopment area. This study address (1), (3), and (4).

ACC staff worked to provide parcel-level data on property values for the period 2011 through 2020. Zoning codes attached to each parcel enabled the analysis to focus on commercial, multi-family, and single-family property types. EIG analyzed this data to attempt to pull out new improvements each year with limited success. However, because the increment in each TAD's digest is based on new development and the rise in property values of existing development, growth rates used to determine a projection are based on the change in value of all parcels in each zoning code.



## I. NORTH AVENUE/HAWTHORNE TAX ALLOCATION DISTRICT SCHOOL IMPACT

### Methods and Data Requirements

To estimate the impacts on the school system, EIG sought the following data:

- valuation of each parcel in the TAD for the years 2011-2020 as well as each parcel's zoning code.
- estimates of real property (investments) of all redevelopment projects within the redevelopment area,
- estimates of new jobs and average wages for those jobs from new commercial and industrial businesses within the redevelopment area,
- the number of new multi-family units by number of bedrooms,
- the number of new single-family and/or townhouses, and
- estimates of retail sales from all new businesses generating taxable sales within the redevelopment area.

### ***Defined Development Projects***

To date, there are no defined development projects in this TAD.

### ***Background Growth Projections***

Each TAD has a broad-brush vision of what the planners would like to see developed. This information coupled with an analysis of historical growth in property value by parcel, what we will term the background growth, led to projections of incremental property values. The model EIG uses for projecting school enrollment and E-SPLOST revenues requires more detail such as how multi-family projects breakdown between 1, 2, and 3-bedroom units. The only information we have to do this breakdown is the multi-family project at General Time in TAD 3. This gave us a ratio of units to investment which we used to estimate 1 and 2-bedroom units from the background growth.

### **School Impacts**

There are three elements of the school impact requirements that this study addresses. They are: (1) an estimate of new public school students from redevelopment in the TAD, (2) an estimate of E-SPLOST revenue that results from redevelopment in the TAD, and (3) a projection of the average value of residential properties from redevelopment in the TAD compared to current property values in the TAD.

- (1) The number of new students projected from the redevelopment comes from the background growth within the TAD. Increased school enrollment comes from jobs estimated from the background growth which create new housing in the county resulting in additional school age children.

I. NORTH AVENUE/HAWTHORNE TAX ALLOCATION DISTRICT SCHOOL IMPACT



**Table 1: Estimated New Public School Enrollment – North Avenue TAD**

	Units	Resident Multiplier	Estimated New Population	School-Aged Children Multiplier	Estimated School-Aged Children
<b>Residential</b>					
1-Bedroom	105	1.44	151	0.07	7
2-Bedroom	105	1.89	198	0.17	18
Single Family	7	2.41	17	0.624	4
<b>Project Housing Totals:</b>	<b>217</b>		<b>367</b>		<b>30</b>
<b>Housing change driven by new jobs:</b>					
	9	2.41	21	0.624	5
<b>Total Project Impacts:</b>	<b>226</b>		<b>387</b>		<b>35</b>

(2) E-SPLOST revenue generated from the redevelopment within the TAD can be estimated from either taxable retail and lodging sales given by the developers or by using the value of residential investments and commercial investments within the redevelopment area. The “new residential component” is based on 41 new residential units from the forecast of background growth. Each component shows the influence each has on the change in E-SPLOST revenue. Total E-SPLOST revenue is estimated to increase by \$120,705 from background growth within the TAD.

**Table 2: Estimated E-SPLOST Revenues – North Avenue TAD**

	Units/Value	E-SPLOST
<b>New Residential Component:</b>		
Households:	236	\$111,215
<b>New Commercial Property Component:</b>		
Value of New Commercial Property:	\$4,408,556	\$9,490
<b>Total E-SPLOST from project:</b>		<b>\$120,705</b>

(3) A projection of the change in residential property values in the TAD from redevelopment is, at this point, based on data received from the ACC on existing residential parcels in the TAD.

A projection of the change in residential property values in the TAD from redevelopment is, at this point, based on data received from the ACC on existing residential parcels in the TAD.



## I. NORTH AVENUE/HAWTHORNE TAX ALLOCATION DISTRICT SCHOOL IMPACT

There are nine parcels zoned “Residential Mixed Density”. The values range from a low of \$3,000 to a high of \$11,204,530. There are four parcels with 2020 values \$2 million or higher. Average annual growth in this group of parcels is 9.45% over the 2011-2020 period.

There are 39 parcels zoned as “Residential Single Family (5k sqft lot)”. The single-family parcels range in value from a low of \$20,000 to a high of \$4,069,532 in 2020. The high-end parcel did not change in value over the period and is on 4 acres. The average annual growth rate for this group of parcels is 1.66%.

Based on these historical data, we can at least expect growth to continue at this rate. It is not possible to determine whether this can increase with new development in the TAD.



**I. NORTH AVENUE/HAWTHORNE TAX ALLOCATION DISTRICT SCHOOL IMPACT**

**LOCATION OF SCHOOL FACILITIES**

Howard B. Stroud Elementary School (715 Fourth St)

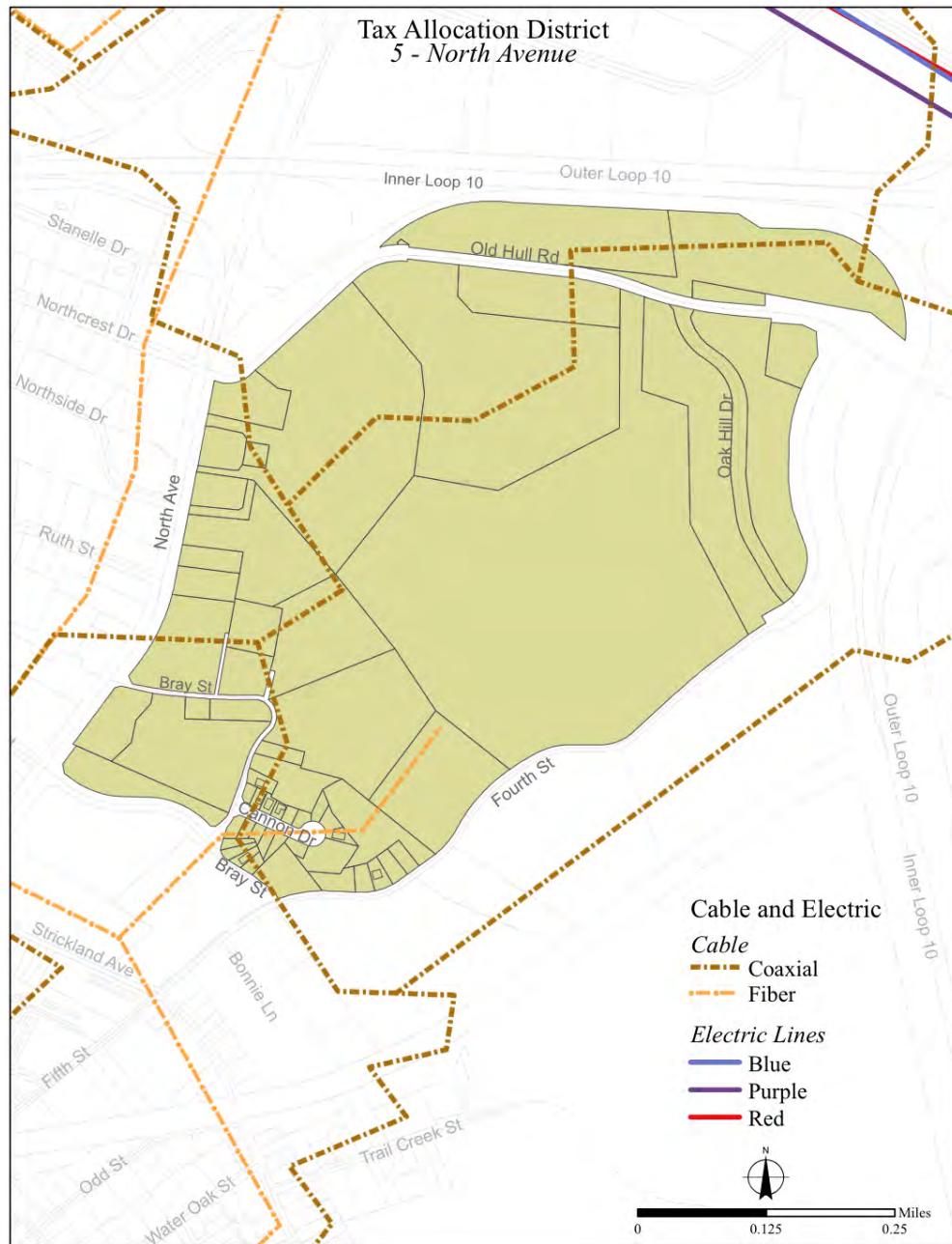
Source: ACC Staff

## APPENDIX D

### CABLE AND ELECTRIC SERVICES MAP

As shown in the image below, the existing electric service lines, represented by the blue, purple and red lines, inadequately serve the Redevelopment Area.

Likewise, the existing coaxial and fiber cable lines in the Redevelopment Area, shown by the orange and green lines, inadequately serve it.

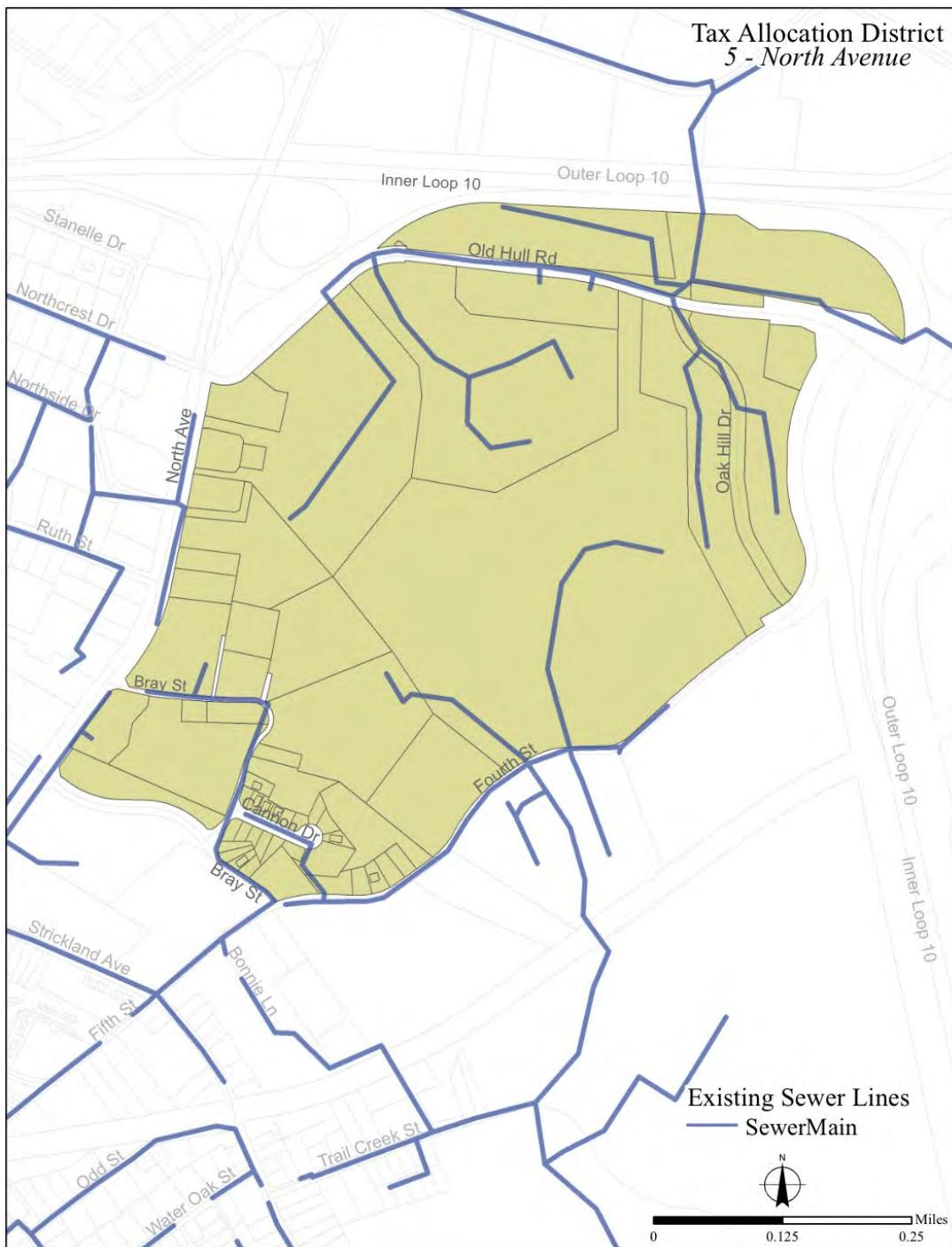


**APPENDIX E**

[RESERVED]

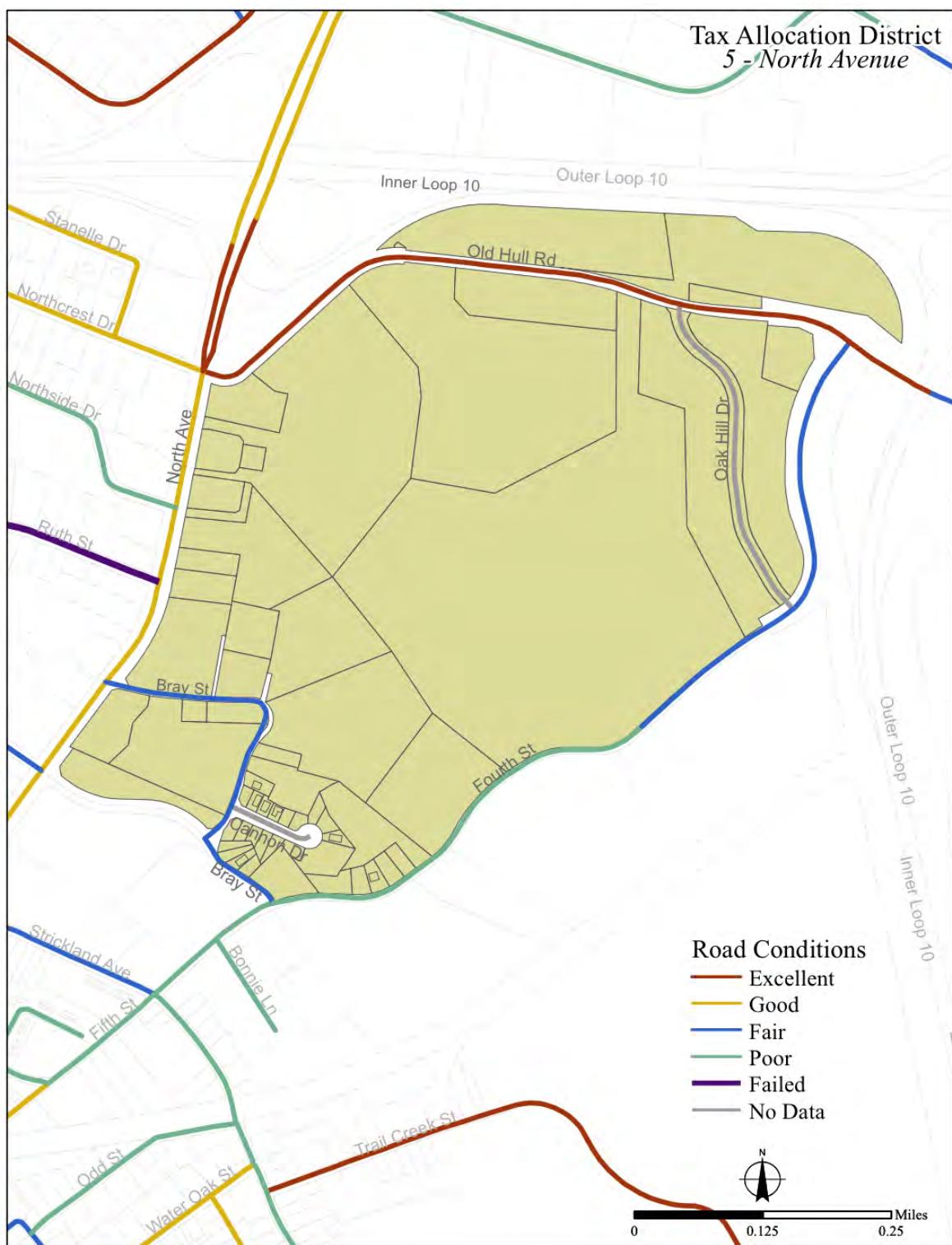
## APPENDIX F

### SEWER LINES



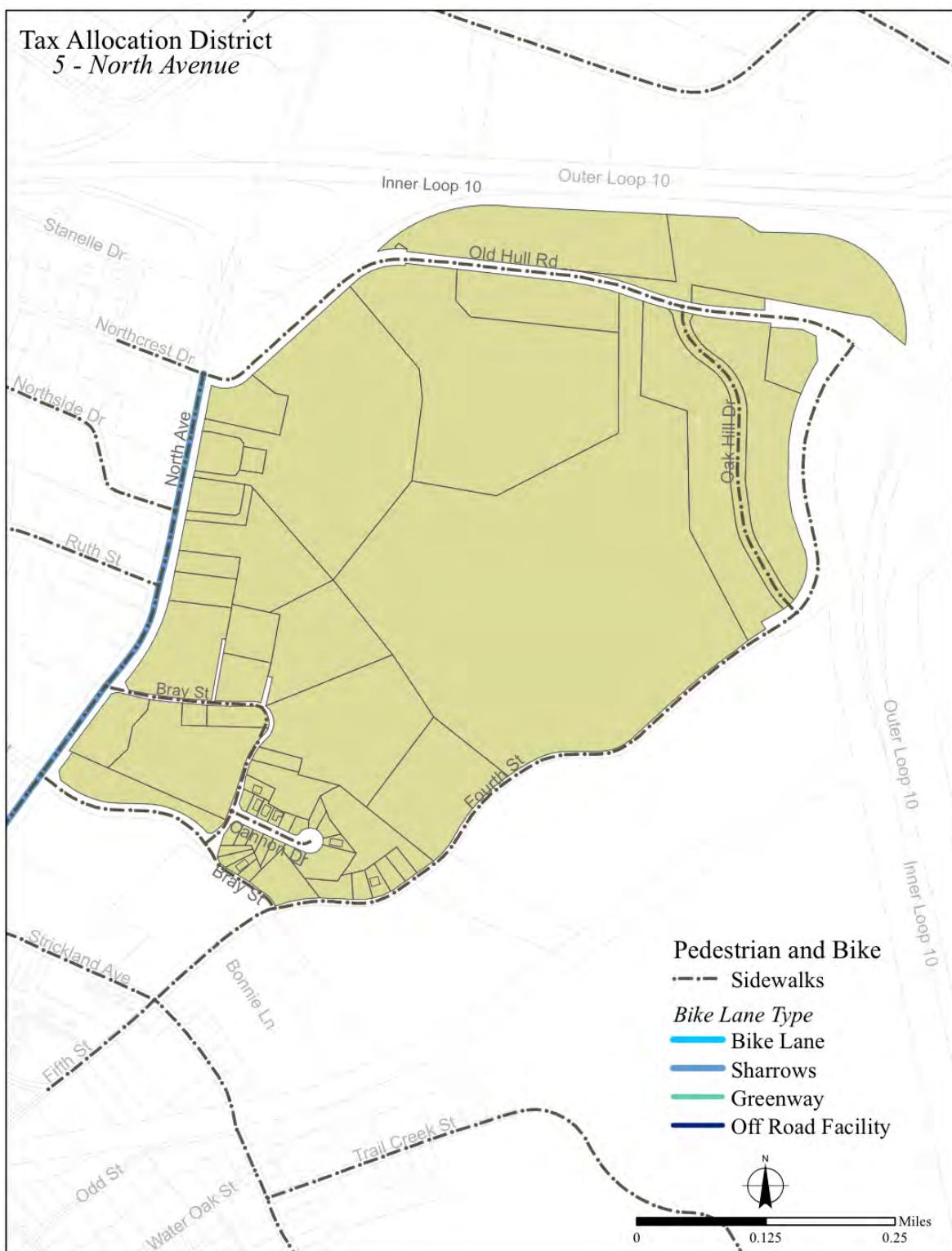
## APPENDIX G-1

### ROAD CONDITIONS MAP



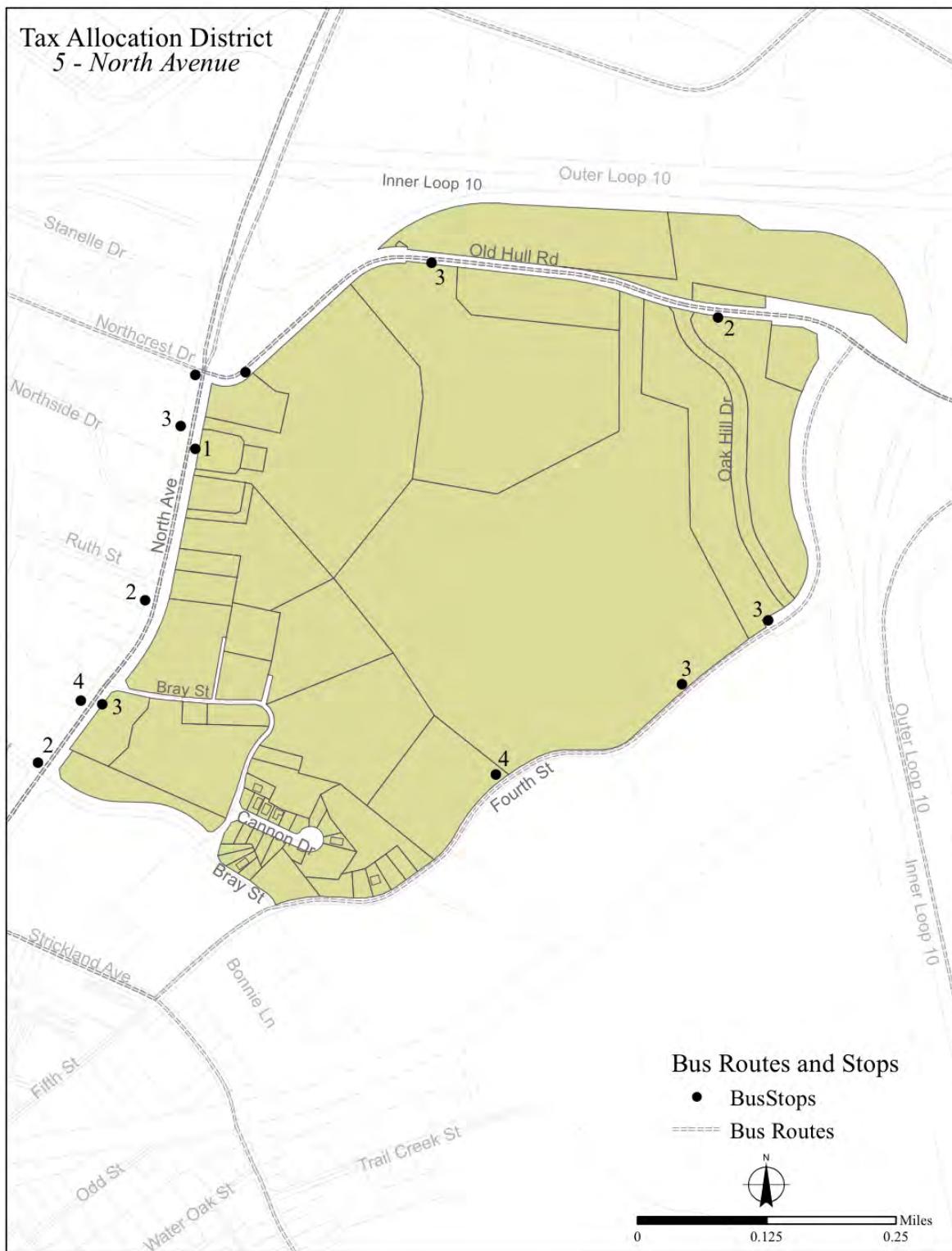
## APPENDIX G-2

### PEDESTRIAN AND BIKE MAP



## APPENDIX G-3

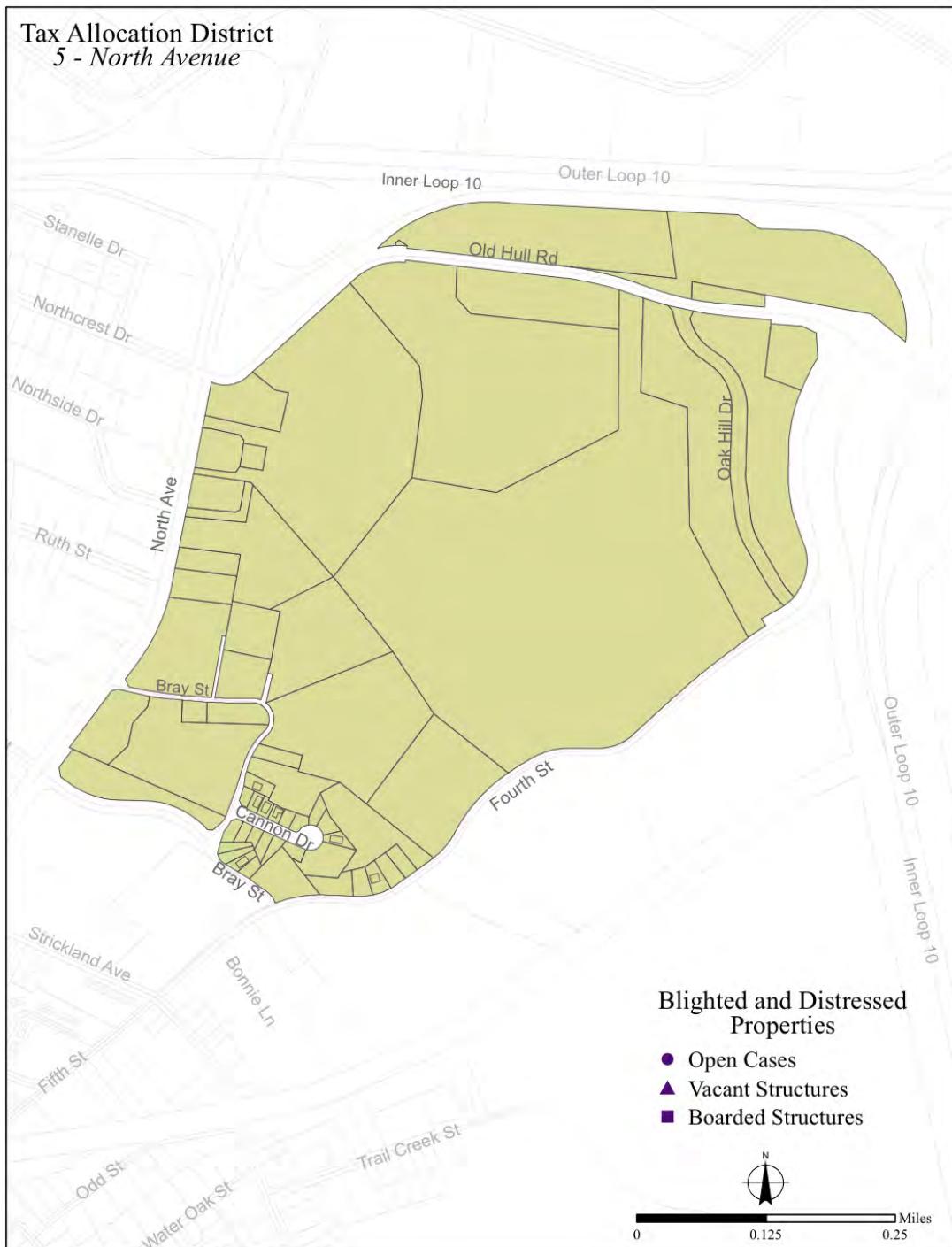
### Bus Routes and Stops Map



## APPENDIX H

### BLIGHTED OR DISTRESSED PROPERTIES WITHIN THE REDEVELOPMENT AREA

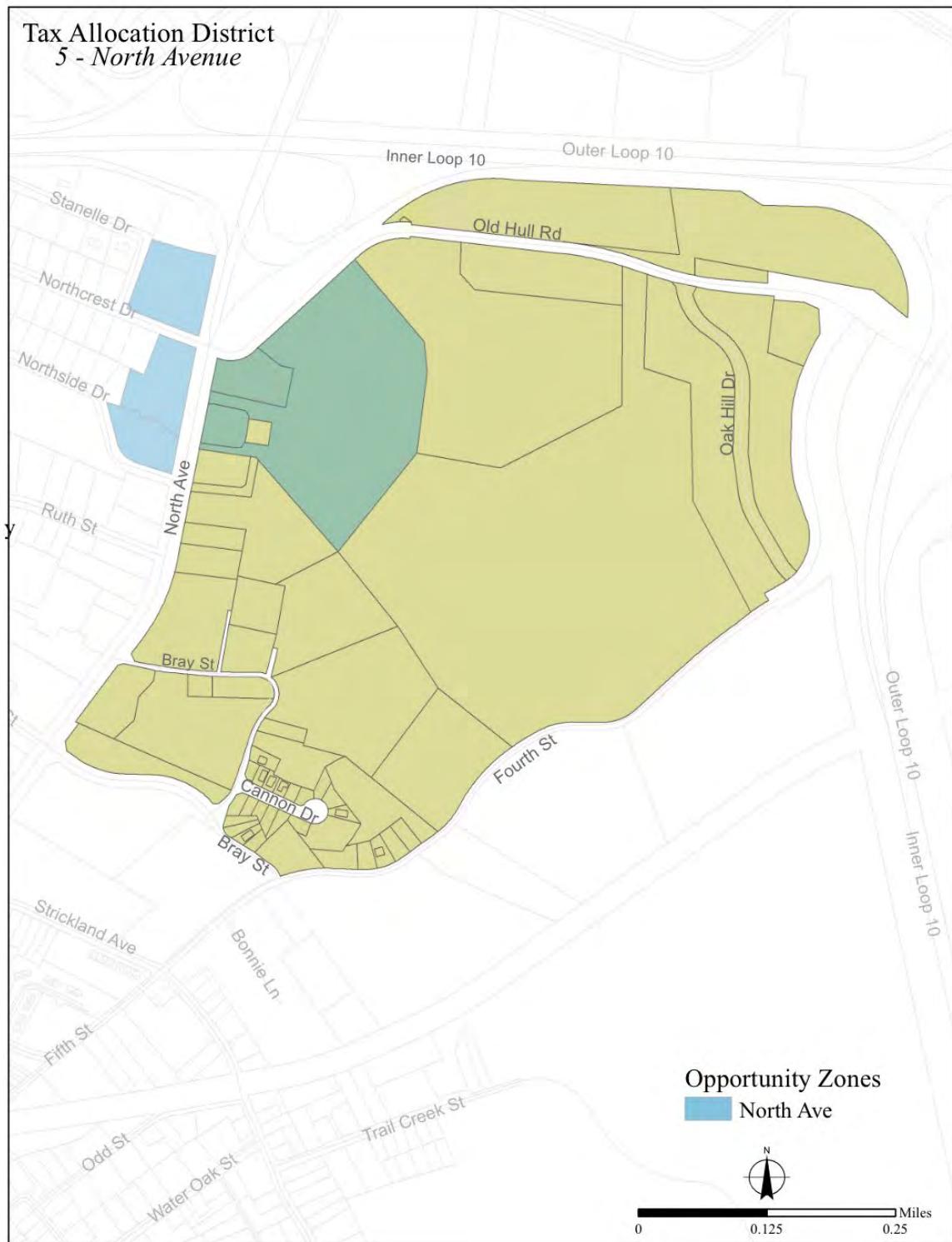
Blighted or distressed properties within the Redevelopment Area are identified in the image below.



**APPENDIX I**  
**UNDERDEVELOPED PARCELS MAP**



**APPENDIX J**  
**STATE OPPORTUNITY ZONES**



## APPENDIX K

### MIXED USE ZONING MAP

