

a plan for planning
GAINESVILLE · HALL COUNTY GEORGIA

regional · urban design assistant team
the american institute of architects
june 1972

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PREFACE

WHAT A TEAM IS AND DOES

The Urban Planning and Design Committee of the American Institute of Architects has been sending urban design assistance teams to various American cities since 1967. The Hall County team is the second of these teams to be regional in scope.

Each Regional/Urban Design Assistance Team has its own membership, made up of experts on the particular problems of the area under study. Members are not compensated for their service and agree not to accept commissions for work in the communities studied. The team makes a study--presents its analysis--offers its recommendations--"A PLAN FOR PLANNING"

THE TEAM

American Institute of Architects
Regional/Urban Design Assistance Team

Gainesville, Georgia
June 3 - 5, 1972

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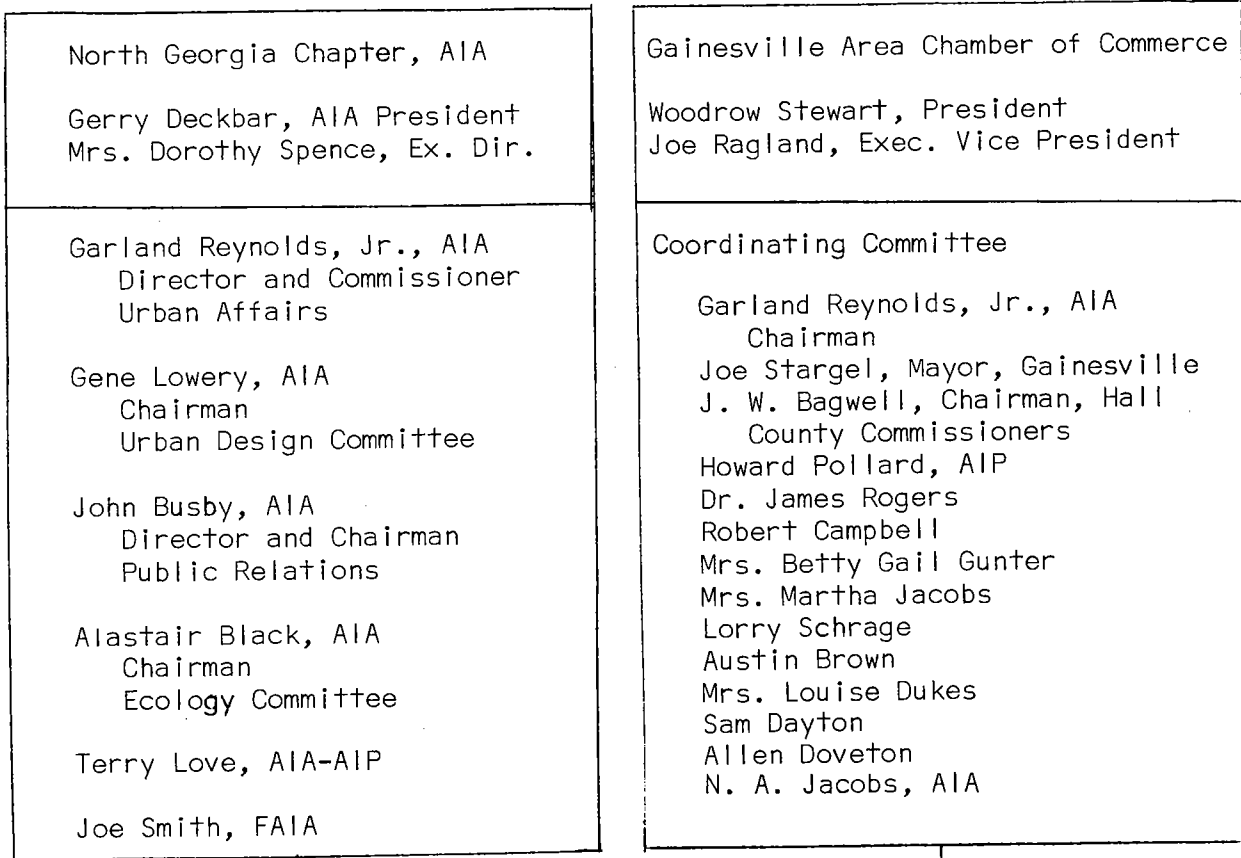
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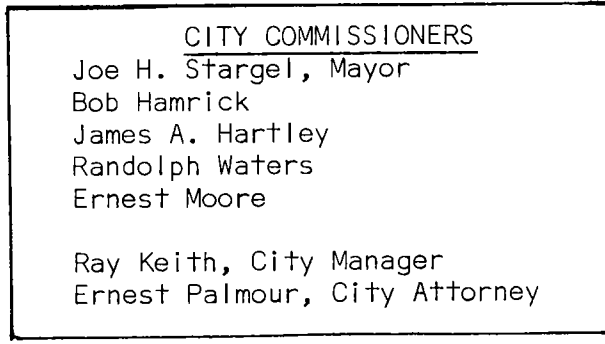
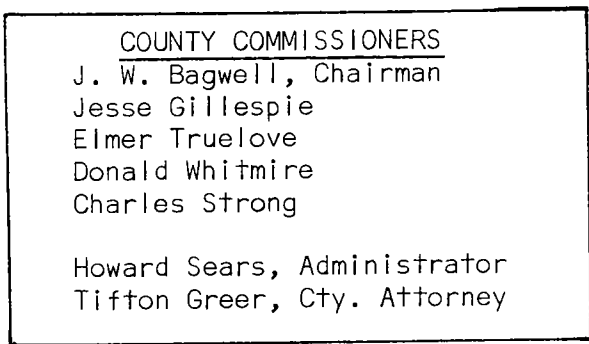
SPONSORSHIP

The request to the AIA was accompanied by letters of interest and support by the Gainesville City Commission, the Hall County Commission, and the Georgia Mountains Planning and Development Commission. The RUDAT visit was sponsored by the NGCAIA and the Gainesville Area Chamber of Commerce, which underwrote the expenses of this Team and published this report.

COORDINATION



RUDAT TEAM



CHARGES TO THE TEAM

North Georgia Chapter, A.I.A.

- . Look at issues and opportunities for Gainesville/Hall County.
- . Suggest ways of guiding future growth to maintain and improve the "QUALITY OF LIFE".

City and County Planning

Mr. Pollard, the Planning Director in addressing the team during the Team briefing expressed the following objectives for the Team visit:

- . Need to unite City and County Planning
- . How to fund and implement planning.
- . How to cope with rapid growth, resulting from the urban over-spill from Atlanta.
- . How to mix industry and tourism.
- . How to benefit from tourism and provide for balanced growth.
- . How to maintain water quality.
- . How to rehabilitate downtown.

ACKNOWLEDGMENTS

- . To the City and County Staff including:
Howard W. Pollard, A.I.P. (Planning Director)
Mrs. Vera Sears
Mrs. Gail Lewis
- . To Dave Rankin for the Aerial Survey.
- . To Georgia Mountains Planning & Development Commission Staff
- . To the many others who contributed including:
Frances Amend
Bells Auto
Connie Braselton
Brenau College
Bill Burgin of the Daily Times
A.B. Dick
First National Bank
Holiday Inn
Cathy Kinsler
Betty Lathem
Milton Martin
Rob Ware

Ronald Wilson

I. INTRODUCTION

THE TEAM VISIT

The Chairman of the Team arrived Thursday evening June 1, and spent Friday taking photographs and visiting the Gainesville-Hall County area. On Saturday, June 3, the Team started its official work at 7:30 A.M. with a Team breakfast with the Coordinating Committee, at which time they were briefed by Howard W. Pollard, Director of the County and City Planning Departments and by a slide presentation prepared by the Georgia Mountains Planning and Development Commission narrated by its Director Dr. Sam Dayton and prepared by Paul Brickey.

Following the briefing the Team made an aerial survey conducted by private plane and viewed the natural environment, the lake, Gainesville area and other developments. The remainder of the morning was spent touring the area by Mini Bus.

At lunch the group met with the Hall County Commissioners, County Administrator, the County Attorney, the City Commissioners, the City Manager, and the City Attorney.

In the afternoon from 2:00 P.M. until 5:30 twenty-one representatives of the public and private sectors of the community presented brief reports on their areas of interest. These included Model Cities, Urban Renewal, Newspaper, Chamber of Commerce, Transportation Planning Committee, North Georgia Chapter of American Institute of Architects, MARTA (Atlanta Transit), the Black community, Health Department, Soil Conservation, Financial Institutions, Park and Recreation Department, City and County Schools, Gainesville Jr. College, Rapid Transit, Art Association, Art Council, Garden Clubs, Churches, and the Office of Economic Opportunity.

On Sunday, the Assistance Team and the local University representatives spent the entire day and evening preparing their report. On Monday the team held a press conference and presented their report and slide show at the Town Meeting held at 8:00 P.M. in the Brenau College Auditorium.

ISSUES AND OPPORTUNITIES

The following general list of issues and opportunities rapidly emerged as the Team visited the area, flew over Hall County, and listened to civic and community leaders.

Hall County is confronting a period of rapid growth unparalleled in the area. It's proximity to Atlanta and the I-85 corridor, and its position as the Gateway to the Mountains and the principal community of the lake area coupled with it's attractive climate and topography seem to assure a period of rapid growth.

Rapid growth and urbanization cause an increased demand for services and further tax burden.

Land under development is devoid of vegetation and trees causing erosion problems. The urbanized areas presently lack the beauty of rural Hall County and it's woodlands. Future plans must include adequate preservation of existing vegetation landform and improved tree planting and landscaping.

The presence of industry indicates an effective work force, however, poor and minority groups suffer from lack of public transportation (except taxis), child day-care and community services, adequate housing and street improvements.

City and County consolidation appears inevitable in order to each deal effectively with County wide problems affecting both.

Until consolidation can take place an effective process is needed for the City and County to cooperatively work together. It is suggested that work be started at once on a Gainesville-Hall County administrative center which would provide much needed facilities for the City and County agencies. The existence of such a center would allow frequent coordination of activities and rapid response to the City's and County's needs.

It is apparent that Hall County and the City of Gainesville need policies to guide future growth. Such policies should include transportation, land use, open space, and most important a County holding capacity which will permit adequate development without a loss of the beauty of the environment of Hall County.

TO GROW OR NOT TO GROW

The major question facing Hall County is GROWTH: how much; what kind; and where. Some believe that growth is intrinsically good and should be encouraged regardless of consequences. Others would bring a total halt to growth, believing that in so doing they would solve the problems of the County.

Neither of these extreme positions is realistic or desirable and only tends to confuse the real issues. Since they are expressed so often, however, it is necessary to discuss them.

The Problems of Unlimited Growth:

Unlimited growth presents many problems:

- * Unlimited growth can severely tax the physical and financial resources of an area. Generally revenues do not materialize as fast as expenditures, particularly in "bedroom areas" where residential land use predominates.
- * Unlimited growth can create problems of congestion and overcrowding, again particularly in "bedroom areas" where commuting is generally in one direction.
- * Unlimited growth can destroy open spaces, watersheds, and other natural areas as great pressure is placed on cheap, easily developed land.
- * Unlimited growth can create high levels of air and water pollution as well as generating enormous quantities of solid wastes.
- * Unlimited growth can lead to building development that is quickly "thrown together" and lacks adequate planning and design. This can accelerate the formation of urban slums.

Problems of "No Growth":

A "no growth" policy is not the answer either.

- * Even if a national "zero-population-growth" were realized this year America would continue to experience a population increase through the year 2037.
- * Hall County, Georgia cannot buffer itself from this national fact.

TO GROW OR NOT TO GROW: (Continued)

The Answer: Balanced Growth:

The answer is not to be found at either end of the spectrum but rather in a balanced growth policy which would include:

- * Residential development geared to the ability of the community to provide public facilities and services.
- * A sound mix of land uses in which those uses which require subsidy (e.g. residential) are balanced with those that produce surplus (e.g. commercial and industrial).
- * Concentration of residential in those areas and in planning configurations where it can be handled best.
- * Emphasis on producing local jobs to reduce reliance on commu-tation.
- * Establishment and maintenance of effective controls for air, water, and noise pollution. Stabilization of all deteriorating trends in soil, air, and water quality.
- * Establishment of an effective open space policy to protect areas from development and create necessary recreational re-sources.
- * A multi-modal transportation system geared to the needs of the community and closely tied to land use planning.
- * Zoning and building codes that encourage good planning and design.

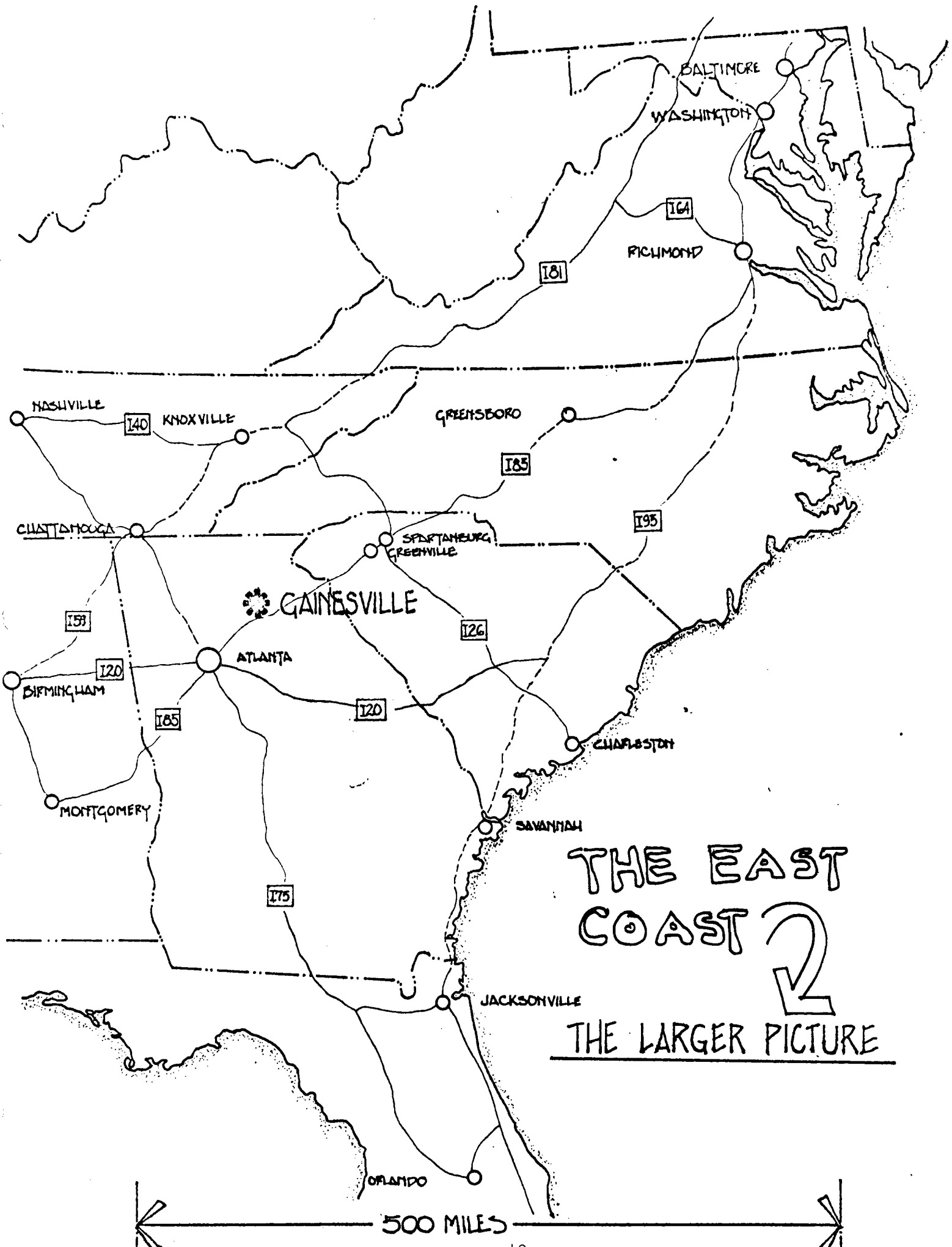
II. - REGIONAL CONSIDERATIONS

A. THE LARGER PICTURE: EASTERN SEABOARD

Regional growth analysts have characterized the decades of the 1970's and 80's as being leisure and recreation oriented. The 1970 census dramatically revealed that substantial population shifts were taking place in the nation; Americans were relocating to regions with warmer climates and where possible, areas having access to water, ocean and recreation lakes as well. Georgia is clearly in the path of Northeasterners and Midwesterners travels to Florida's popular recreation areas. These two population concentrations continue to outstrip those of the remainder of the nation in number and spending power.

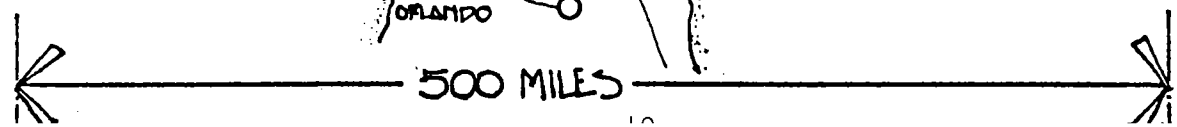
In just two decades, Georgia's southern neighbor (Florida) will be the U. S.'s fourth most populous state; North Georgia is beginning to feel the impact of resort, recreational and tourist influences spilling over from Florida and Atlanta alike.

The Urban Land Institute's year 2000 growth model has shown the Atlanta urbanized area to have engulfed Gainesville and to reach well into South Carolina---the North Georgia urbanized area will be the nation's 12th largest "megopolis" by that year---an unparalleled opportunity to shape or direct this growth in ways that will contribute to the quality of everyday life. The following sketch inventories graphically depict the region's development factors.

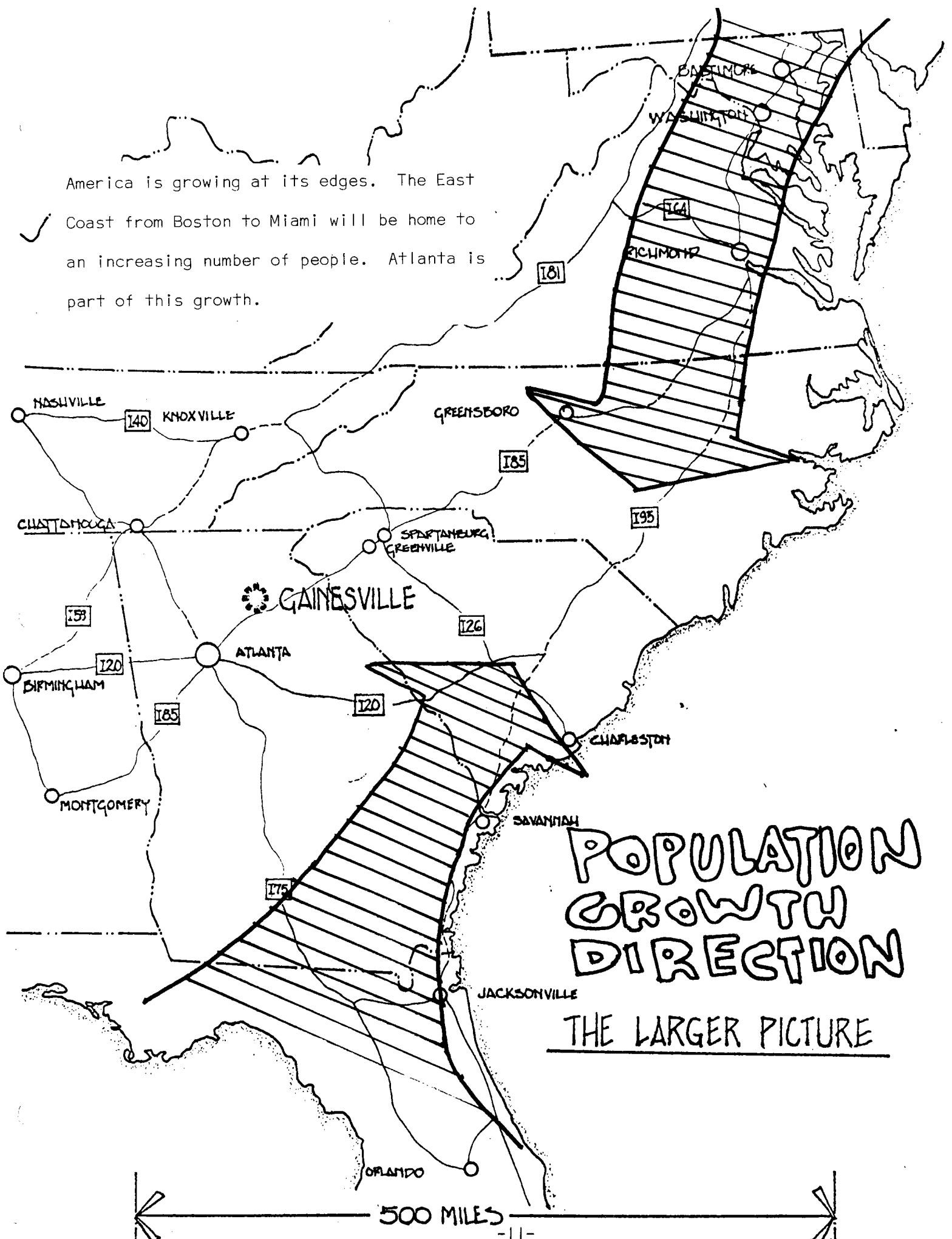


THE EAST COAST

THE LARGER PICTURE



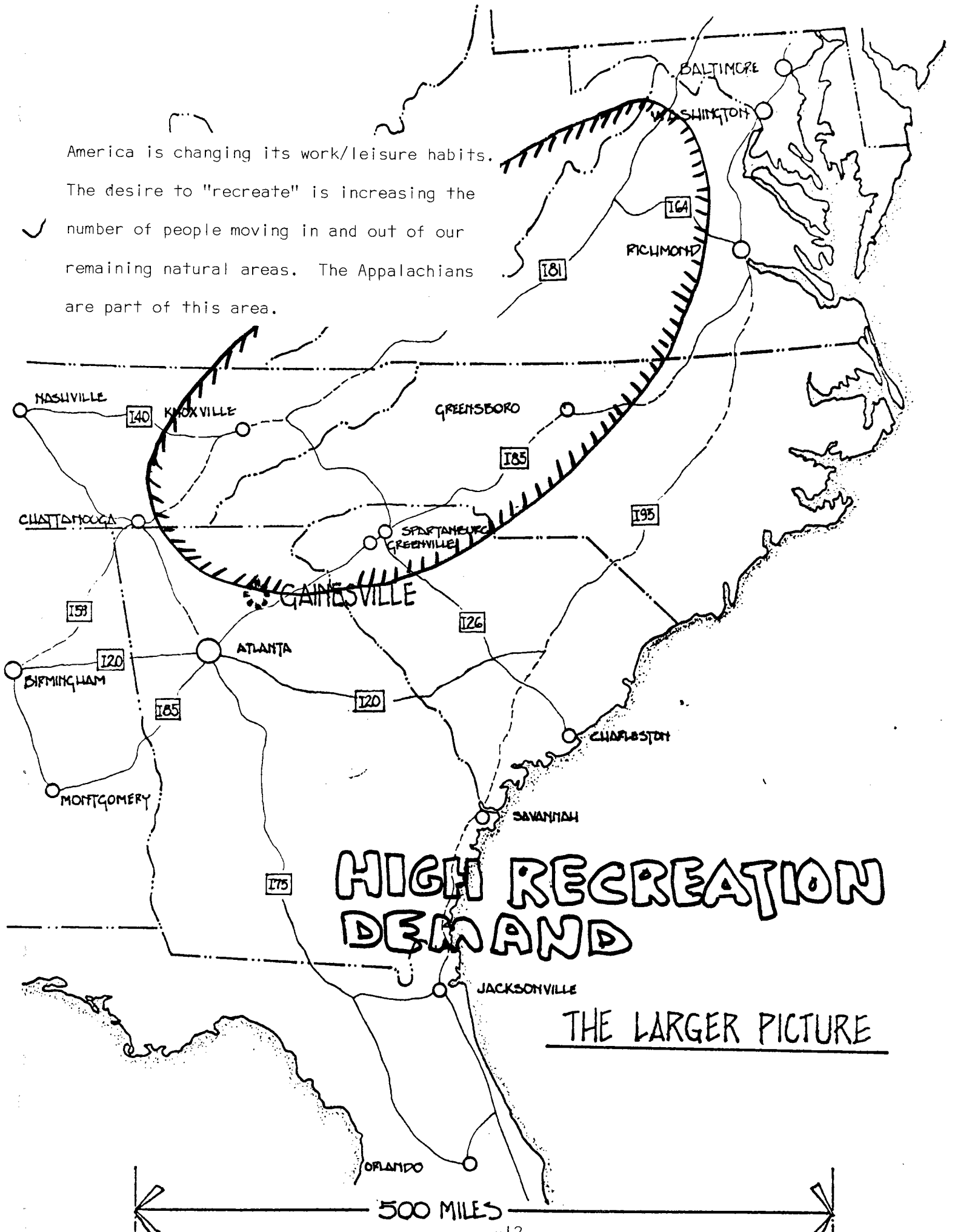
America is growing at its edges. The East Coast from Boston to Miami will be home to an increasing number of people. Atlanta is part of this growth.



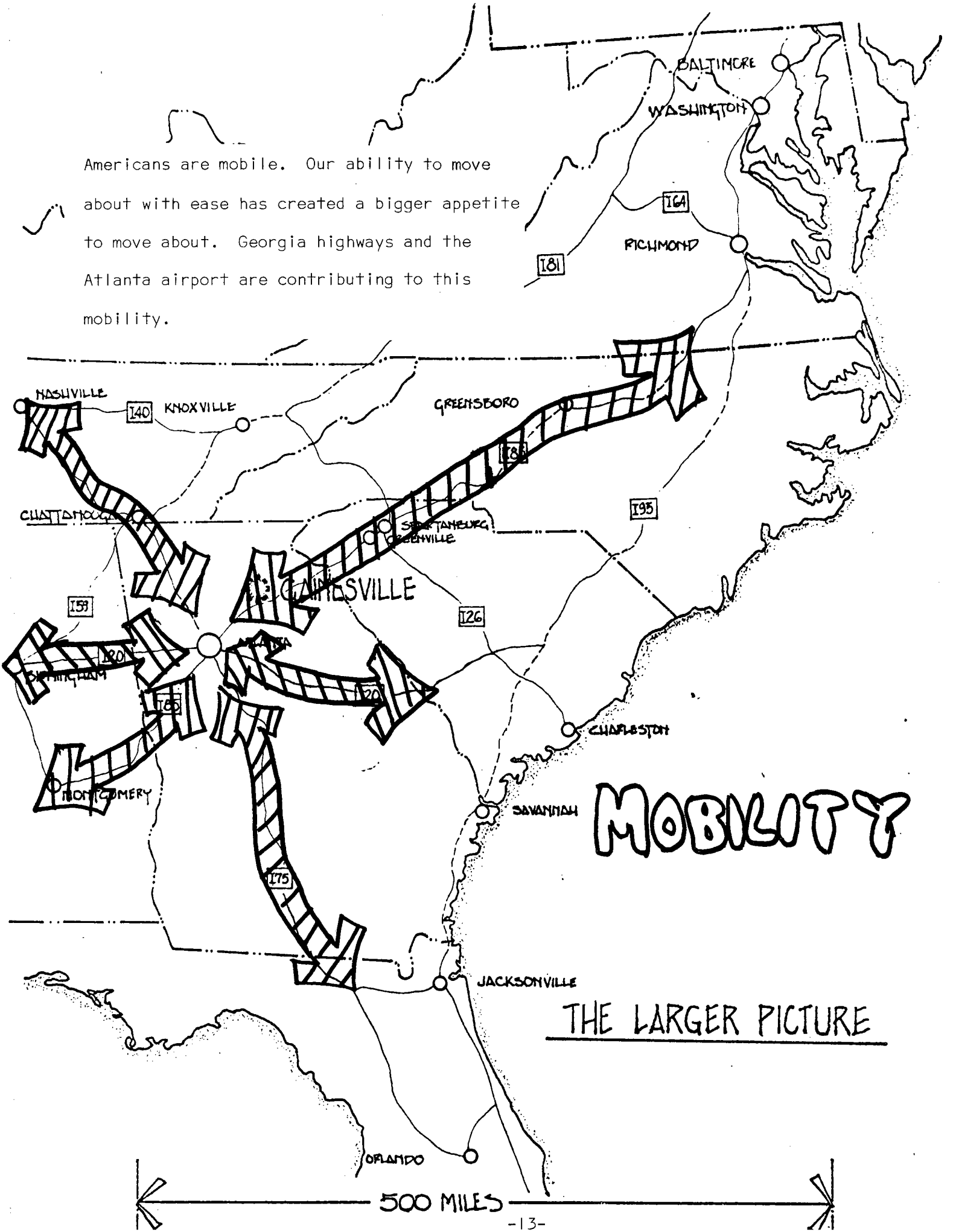
POPULATION GROWTH DIRECTION

THE LARGER PICTURE

America is changing its work/leisure habits. The desire to "recreate" is increasing the number of people moving in and out of our remaining natural areas. The Appalachians are part of this area.



Americans are mobile. Our ability to move about with ease has created a bigger appetite to move about. Georgia highways and the Atlanta airport are contributing to this mobility.



MOBILITY

THE LARGER PICTURE

B. THE APPALACHIAN/PIEDMONT REGION

The Appalachian/Piedmont Region is among the most critical areas of the south as viewed from the standpoint of development. There are pressures from a number of sources which are forcing the utilization of resources in particular ways. The Atlanta-Chattanooga-Greenville megalopolis are the primary growth and development corridors in this Region.

The Urban Land Institutes year 2,000 growth model shows the Atlanta urbanized area to have engulfed Gainesville and reaching well into South Carolina --- the nations 12th largest megalopolis.

Examination of this area reveals several particular concepts that are important to the disgnostication of the situation. These are factors which are shaping growth and creating a definite crisis in development.

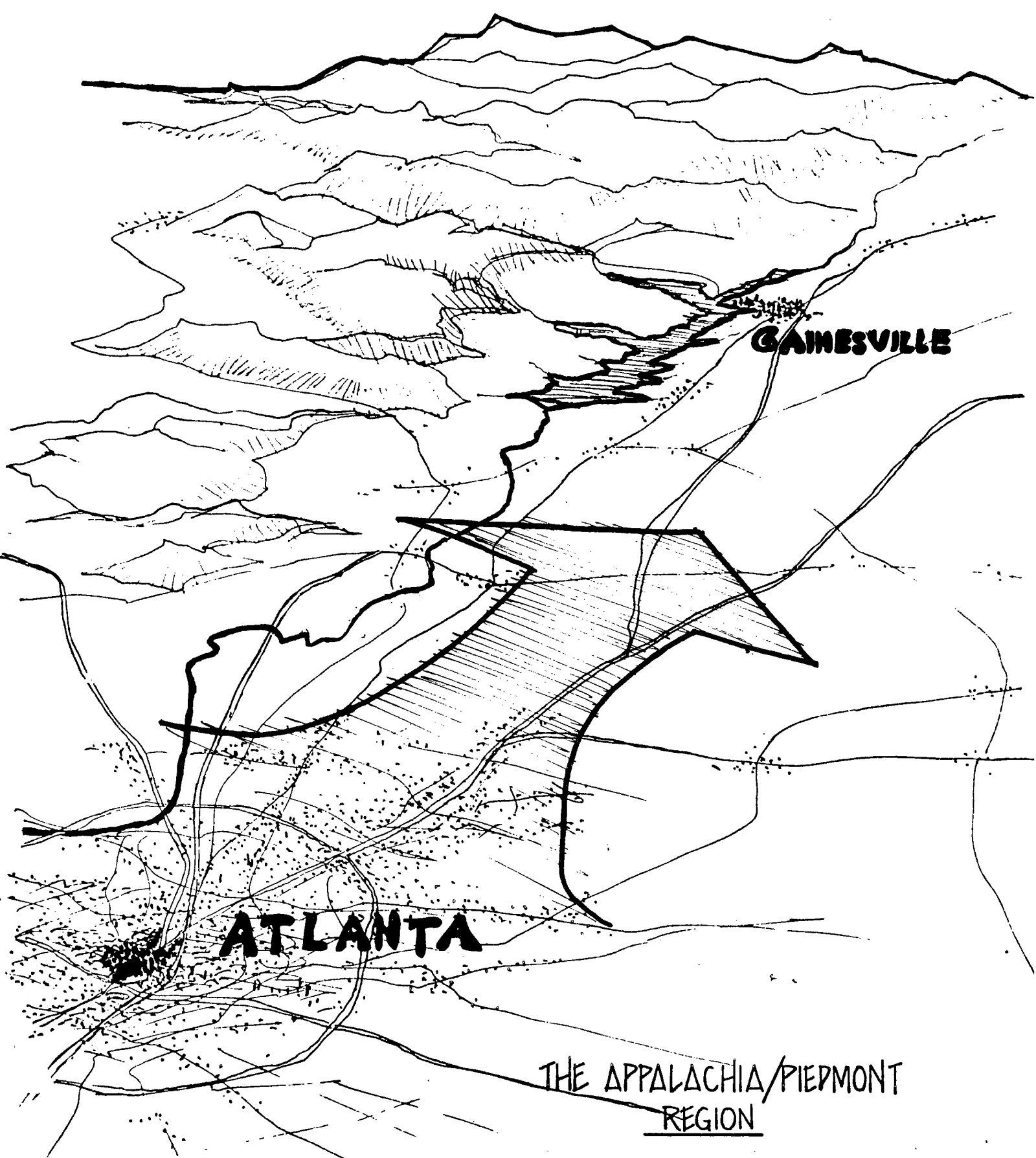
First, the Appalachian/Piedmont Region is becoming a recreational center. The physiography of the area includes mountains and extensive water resource areas, all which are desirable to the population as recreational centers.

Next, the extensive capital investment done in industrial and commercial ventures has made this an ever expanding resource. Since these conditions exist, there has been and is a constant influx of population bringing the growth of residential and service oriented ventures.

Complementing this growth of Atlanta toward Chattanooga on the west and Greenville on the east, there are excellent transportation corridors. The Interstate highway system connects Atlanta to both Chattanooga and Greenville via I-75 and I-85.

Also permeating the region will be two additional major systems, I-400 and Ga. 365 which will serve to enhance the accessibility of the area to all types of growth.

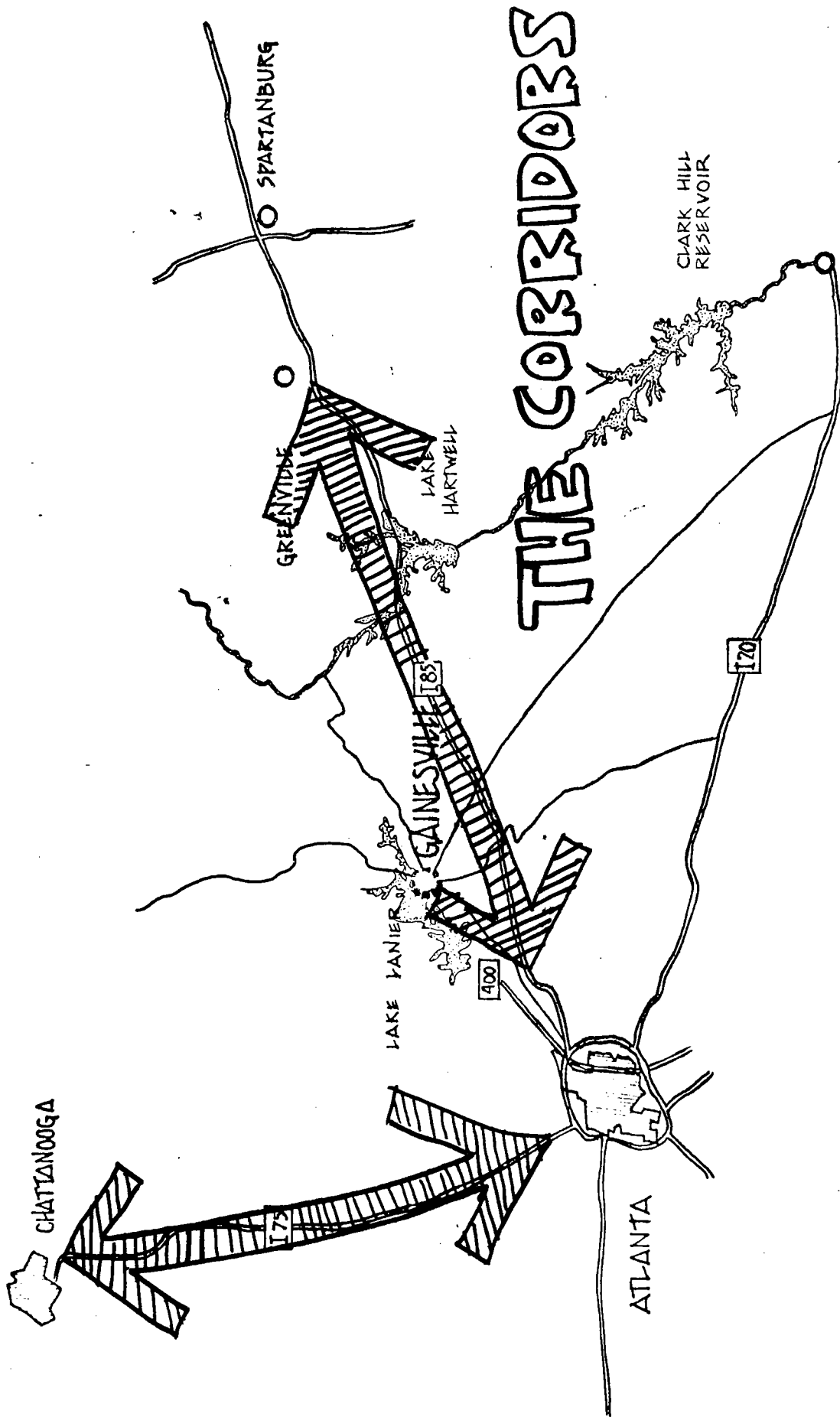
Atlanta has been the rail center of the South since Civil War times. In recent years as in other areas this mode of transportation has been of dwindling importance. This has been due mainly to the advancement of highway transportation technology. The Atlanta Airport is one of the busiest facilities in the nation. The activity is due mainly to connector flights which come from feeder airports throughout the South. Because of this level of air traffic there is a potential for development of another nature, a second Atlanta Airport. This airport could be possible located in a rural section of the Piedmont/Appalachian Region. The impact of such a location is enormous due to the large amount of related development which will inevitably occur.



ATLANTA

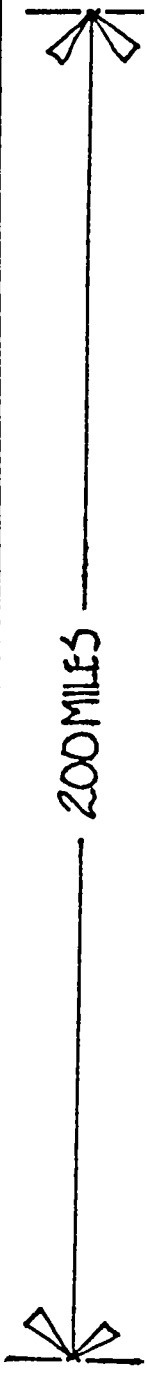
GAINESVILLE

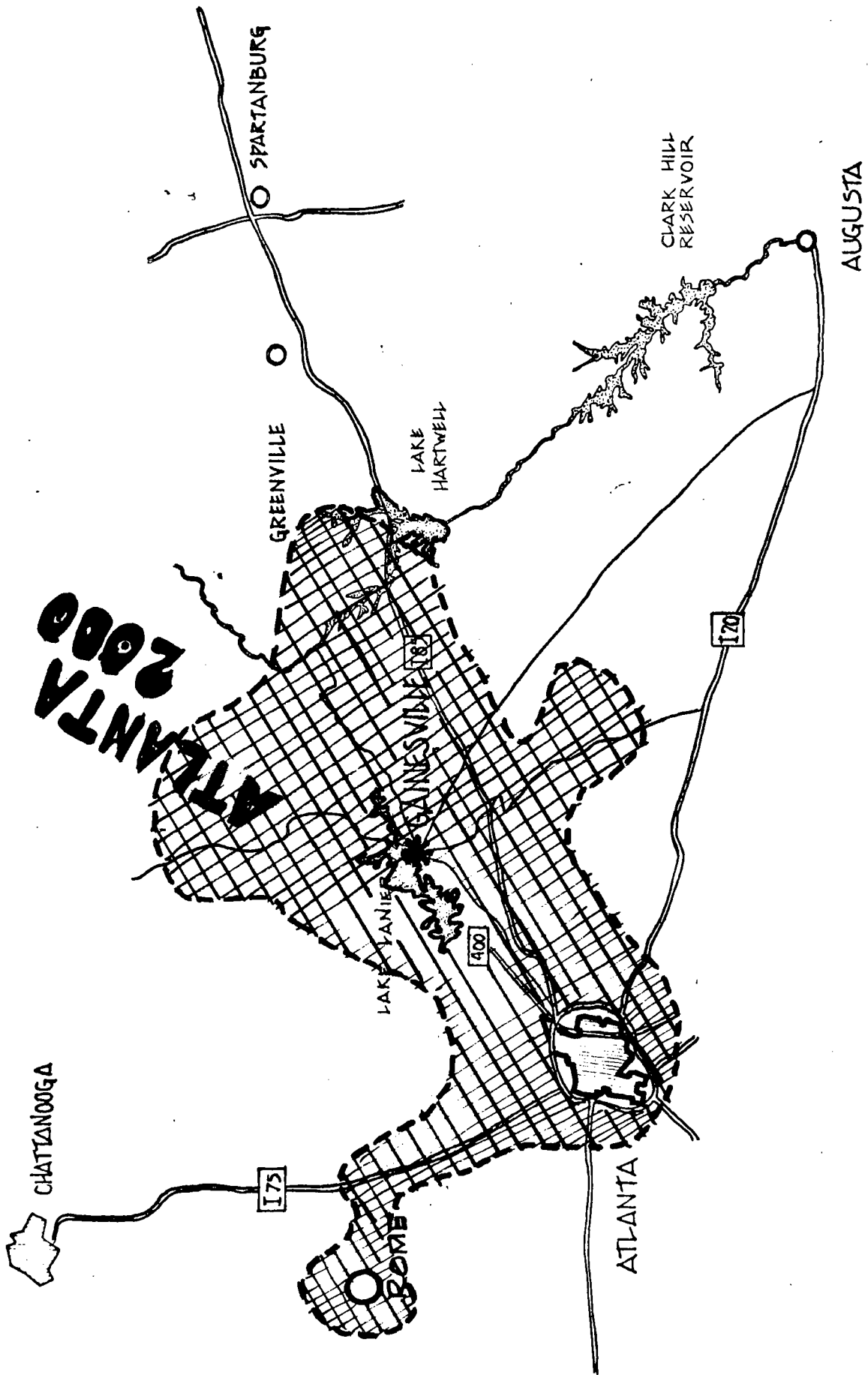
THE APPALACHIA/PIEDMONT
REGION



THE CORRIDORS

THE APPALACHIAN/PIEDMONT REGION



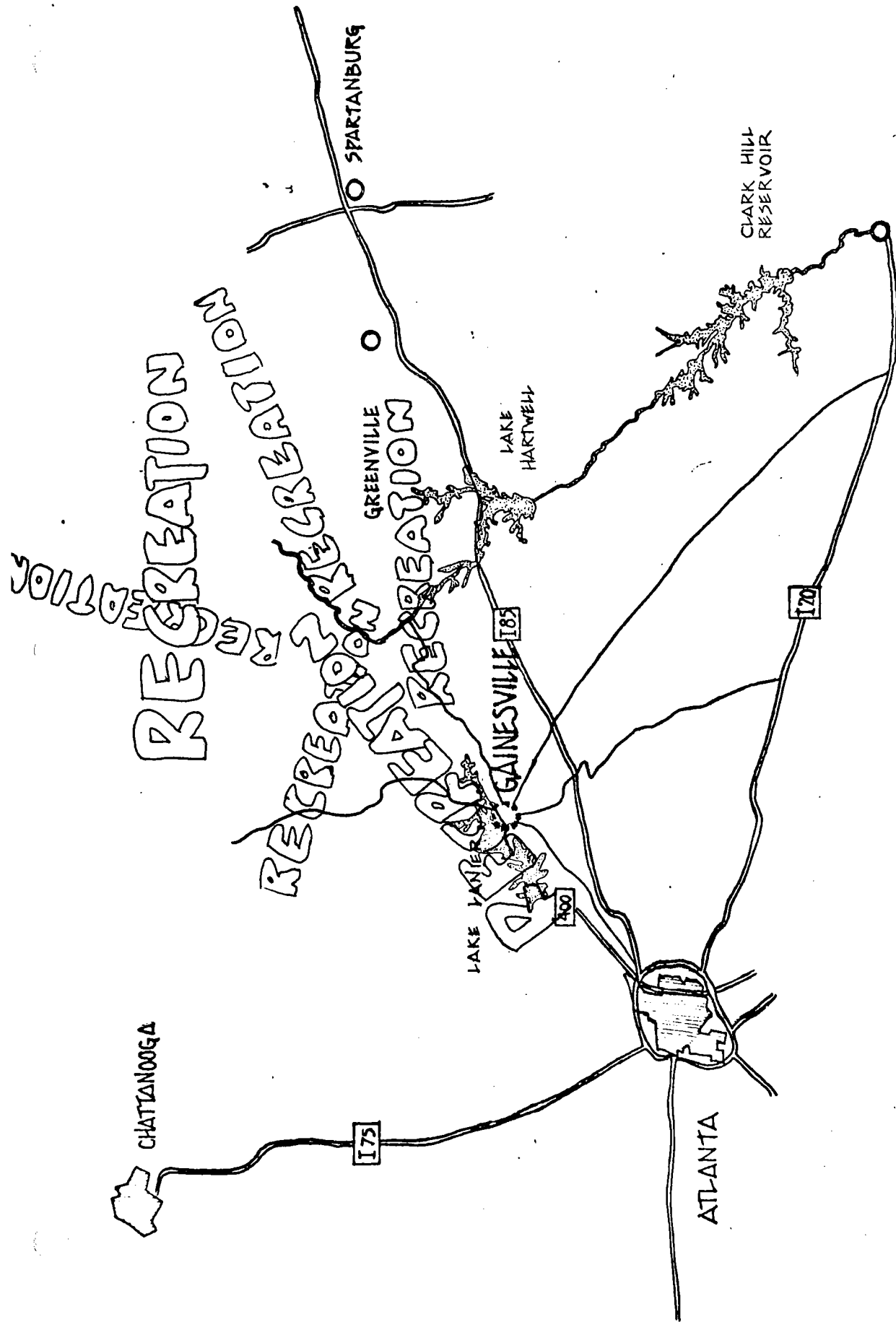


ATLANTA 2000

THE APPALACHIAN/PIEDMONT REGION

200 MILES

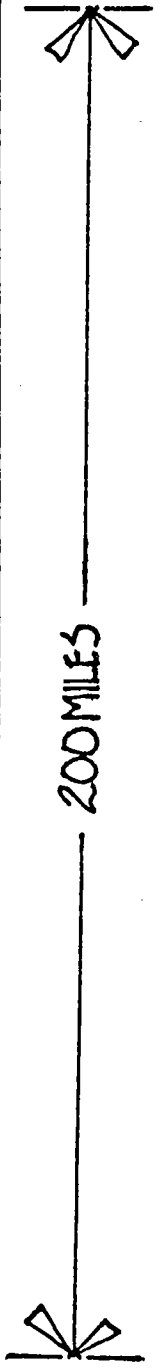


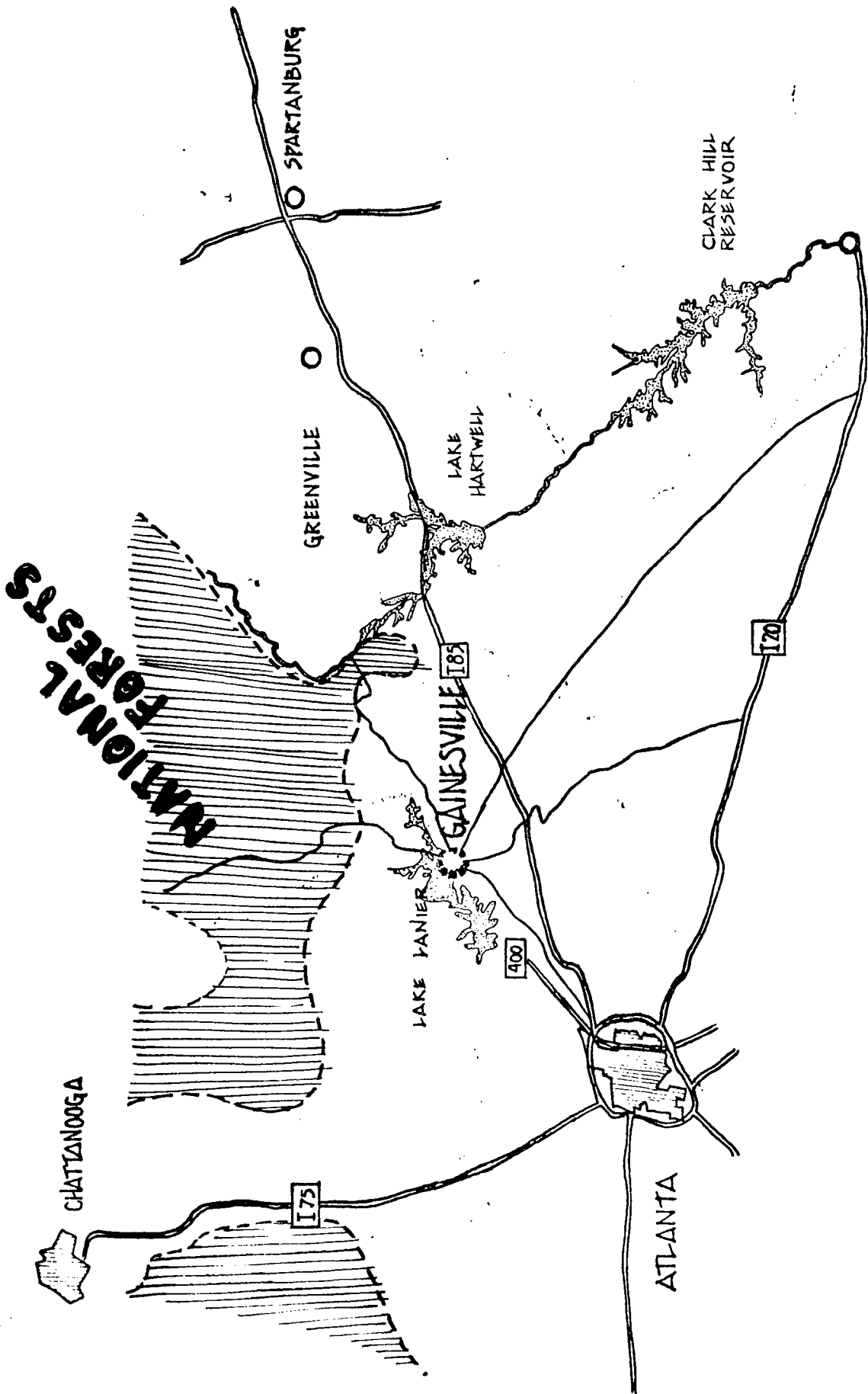


AUGUSTA

THE APPALACHIAN/PIEDMONT REGION

200 MILES

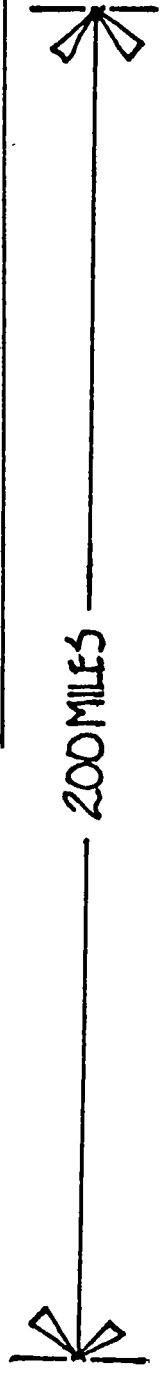


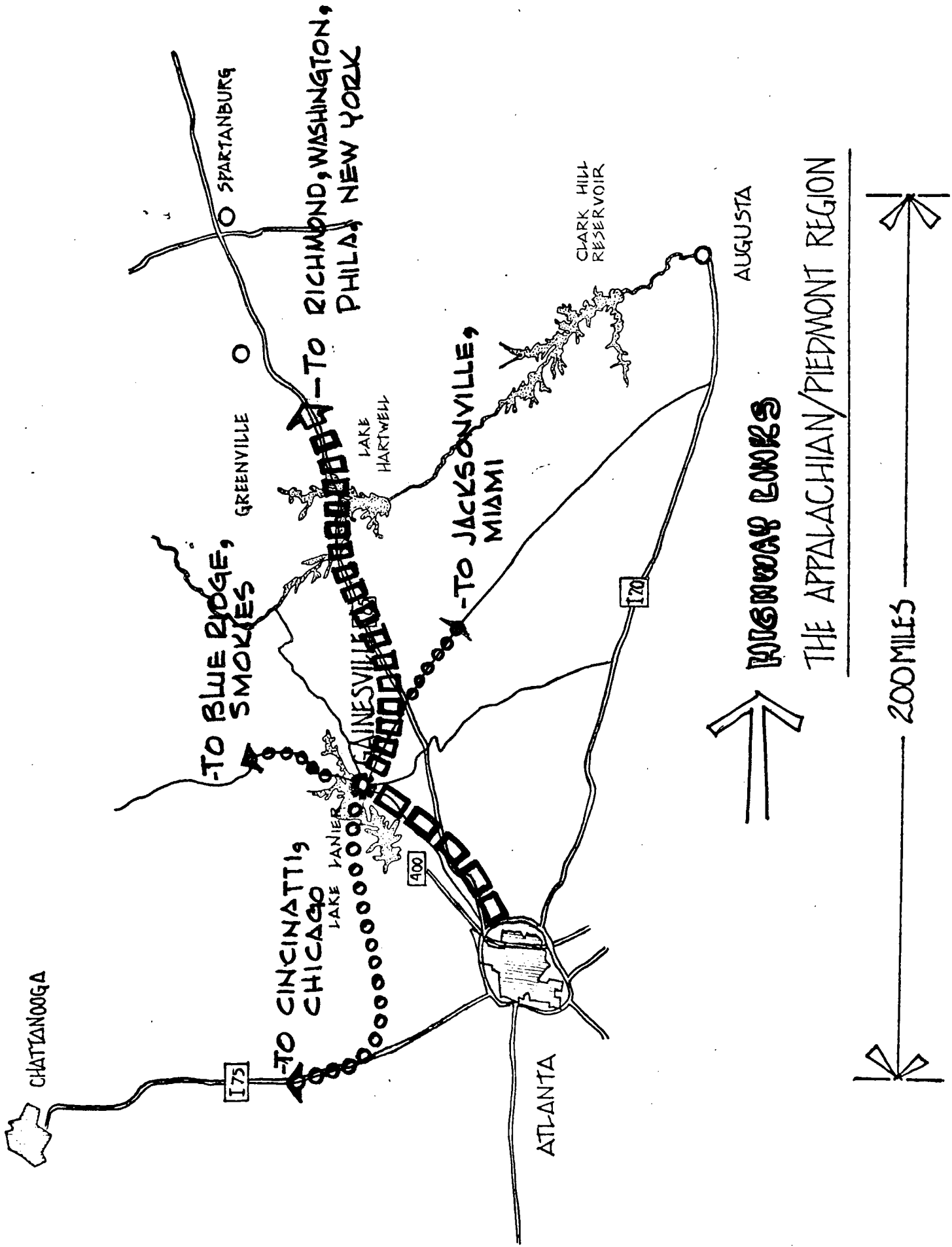


AUGUSTA

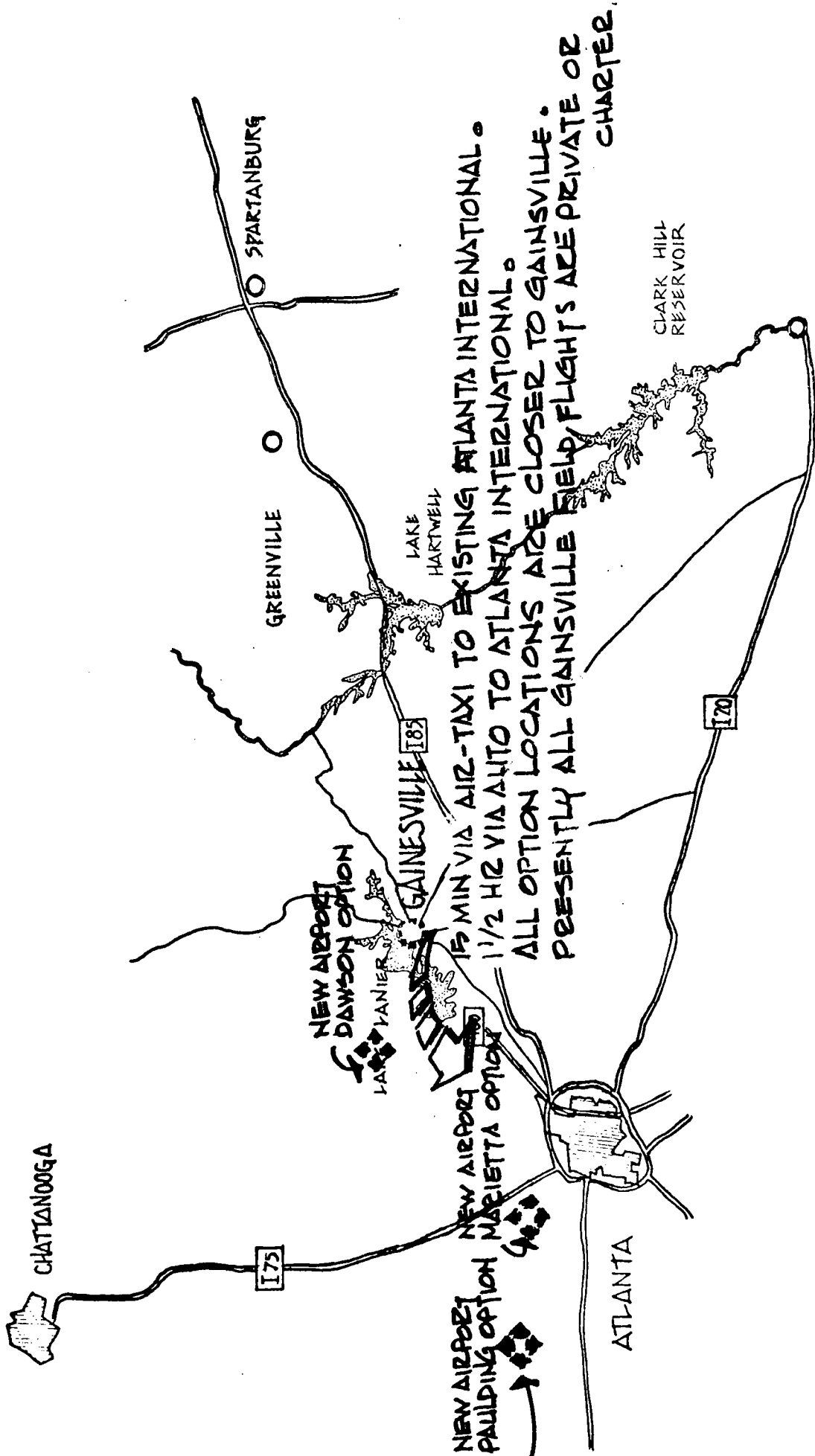
THE APPALACHIAN/PIEDMONT REGION

200 MILES





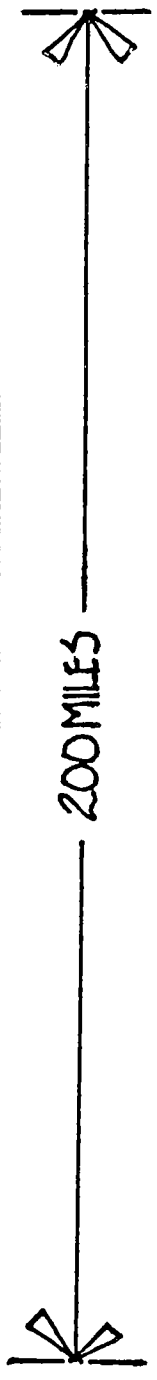
AUGUSTA



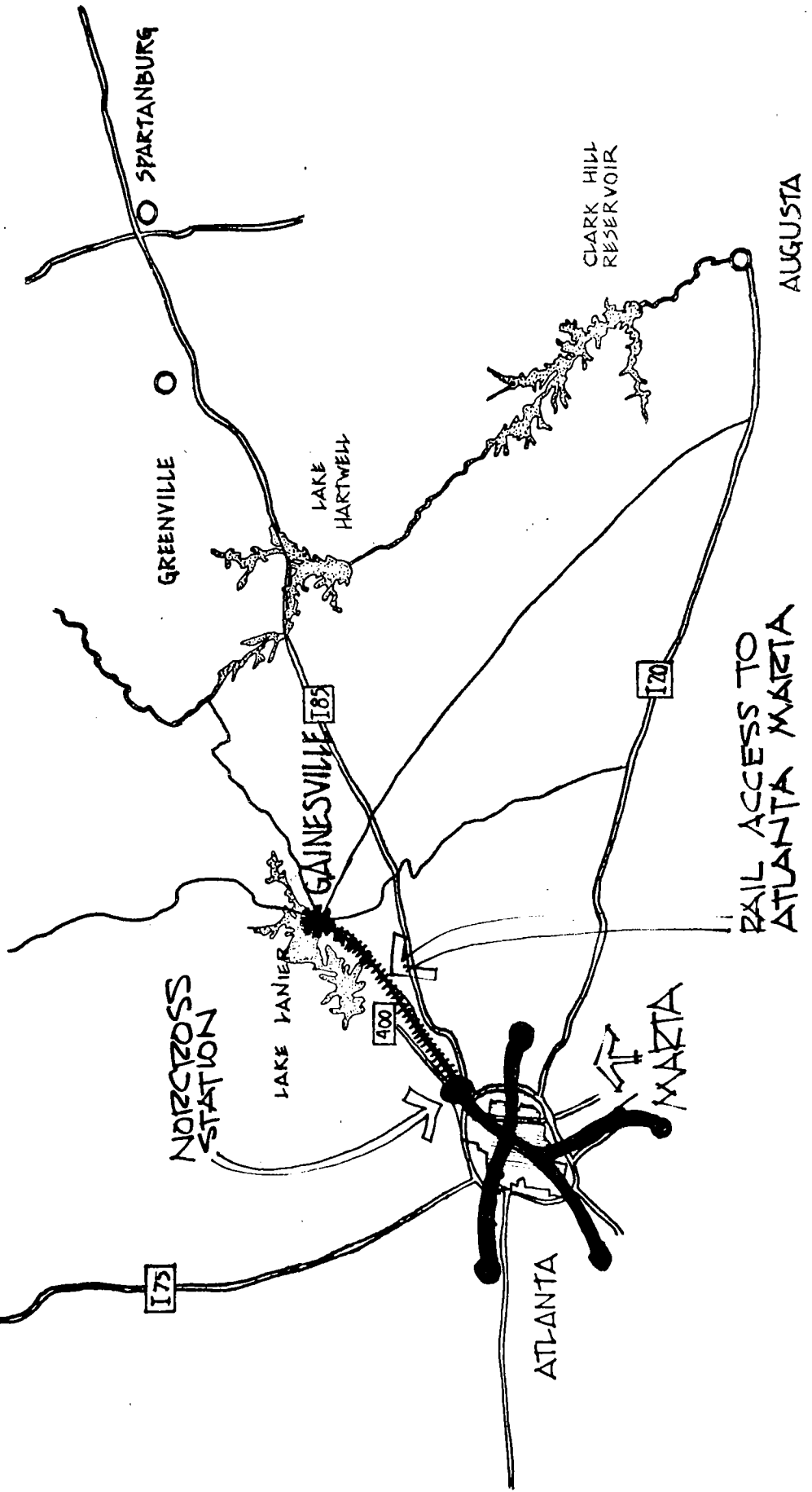
15 MIN VIA AIR-TAXI TO EXISTING ATLANTA INTERNATIONAL.
 1 1/2 HR VIA AUTO TO ATLANTA INTERNATIONAL.
 ALL OPTION LOCATIONS ARE CLOSER TO GAINESVILLE.
 PRESENTLY ALL GAINESVILLE FIELD FLIGHTS ARE PRIVATE OR
 CHARTER.

AIR TRAVEL SERVICE
 THE APPALACHIAN/PIEDMONT REGION

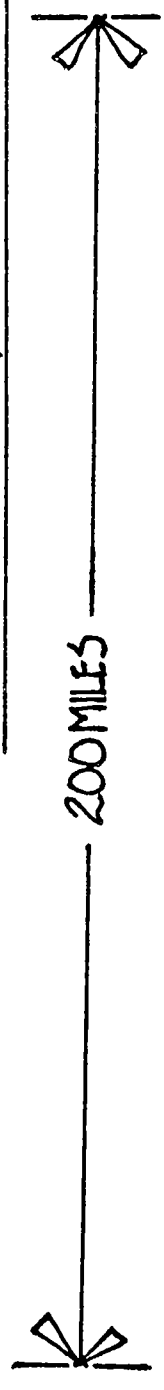
AUGUSTA



DOWNTOWN GAINESVILLE TO DOWNTOWN ATLANTA IN 30 TO 40 MINUTES FOR 15¢



THE APPALACHIAN/PEDMONT REGION



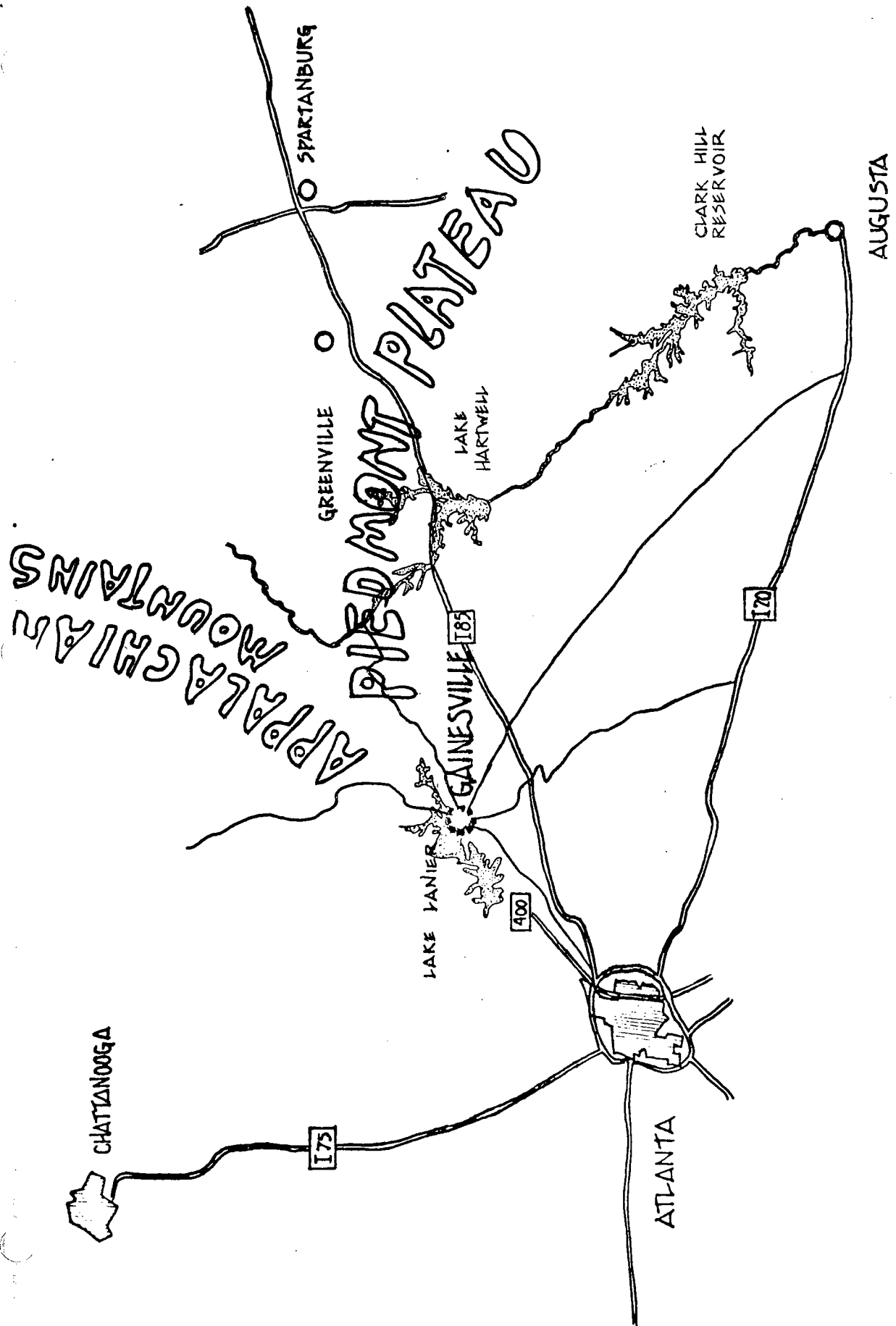
REGIONAL NATURAL FEATURES

The Region includes the Blue Ridge chain of the Appalachian Mountains. In this area these mountains range from 1,800 feet to 4,700 feet above sea level. The area is heavily forested, greatly dissected and steeply sloped.

The Piedmont Plateau in this area drops about 600 feet towards the south-southeast. The forest cover is generous on the Plateau which is shaped into steep to moderate terrain.

Portions of this region drain north towards the Ohio River with the rest draining south/southeast towards the Atlantic Ocean.

Wildlife abounds in the northern portion of the region due to its current natural conditions.



THE APPALACHIAN/PIEDMONT REGION



C. THE LAKE LANIER REGION

There is a major trans-current (horizontal movement) fault passing through the Lake Lanier Region in a Northeastern/Southwestern direction. To the North of this fault, the geology is basically metamorphic rock. To the South of the fault line is a granite geology. Both of these rock types are hard and therefore impervious to water. This fault line and its related smaller faults represent a major regional feature not visible to the eye. In all probability, there is a major ground water system related to the fault.

The surface water system is an important natural issue in the region. The region straddles two major national watersheds.

Lake Lanier is a major natural (man-made) feature which must be protected from pollution. Current reports indicate the central, deep portions of the lake have good water quality, but several embayments near Gainesville are experiencing water quality degradation. Regional liquid waste handling and treatment are a major concern to that half of Georgia's population which uses this watershed for their water supply.

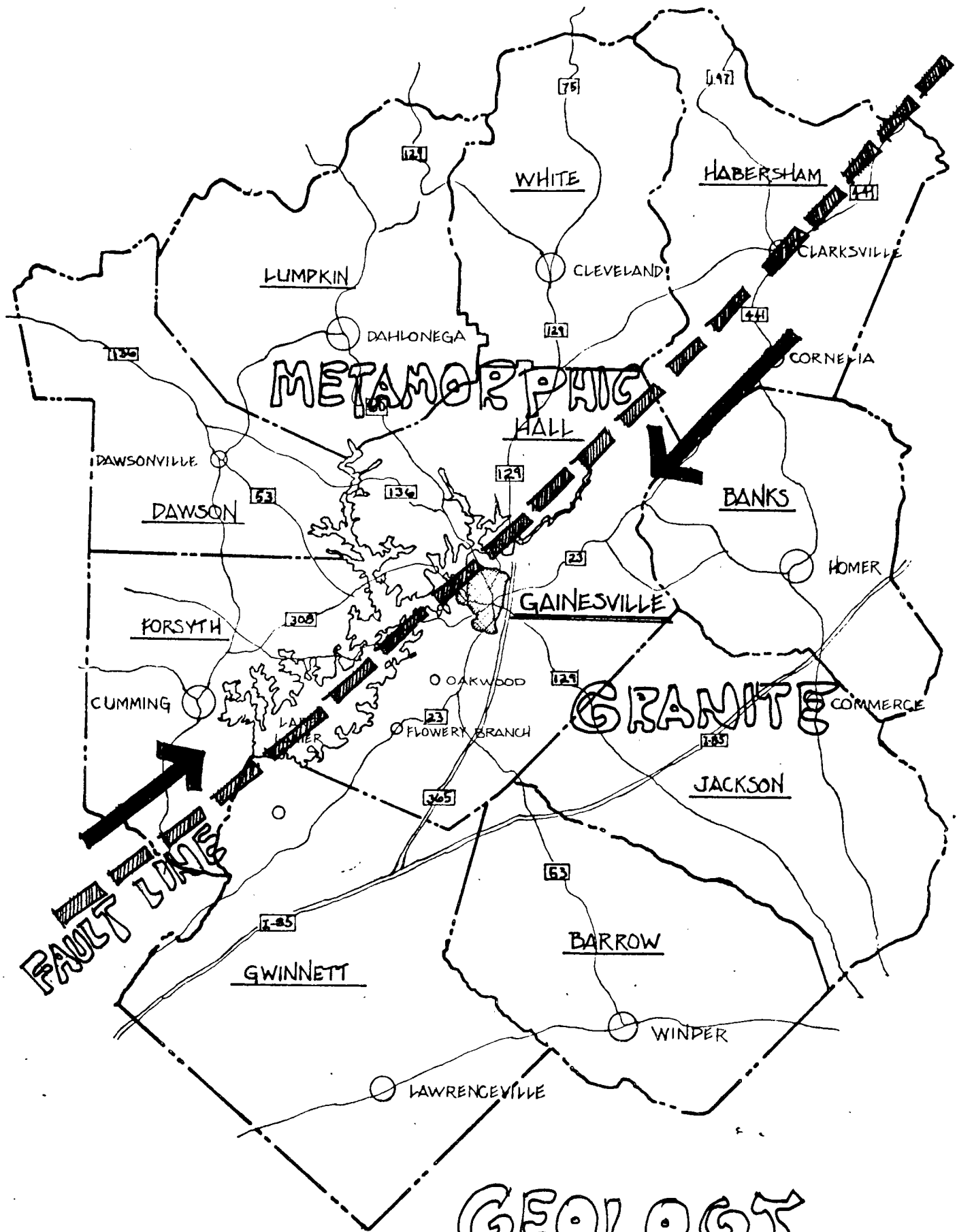
Some of the soils in the area have severe limitations related to their ability to accept urban/suburban development. These unacceptable soil areas are generally found in the stream valleys and on some stream divides. The main Northeastern/Southwestern ridge line has the more desirable soils for development.

The region experiences heavy rainfall---50+ inches per year. This factor, in combination with shallow and impervious soil conditions---plus impervious geology, has combined to create high water-runoff and a dissected topography. This situation can only be compounded by further urban development such as subdivisions and shopping centers if current vegetation removal practices, grading practices and large impervious surface construction (parking lots), continue. These practices, as well as current storm water drainage techniques, will contribute to future conditions of flooding, intermittent stream flow, erosion, siltation and fish kills, plus damage to (drying) upland vegetation.

Vegetation covers as much as 77% of the region and is basically an Oak/Hickory/Pine forest.

There are two endangered (rare) species in the region---the Osprey and a variety of the salamander.

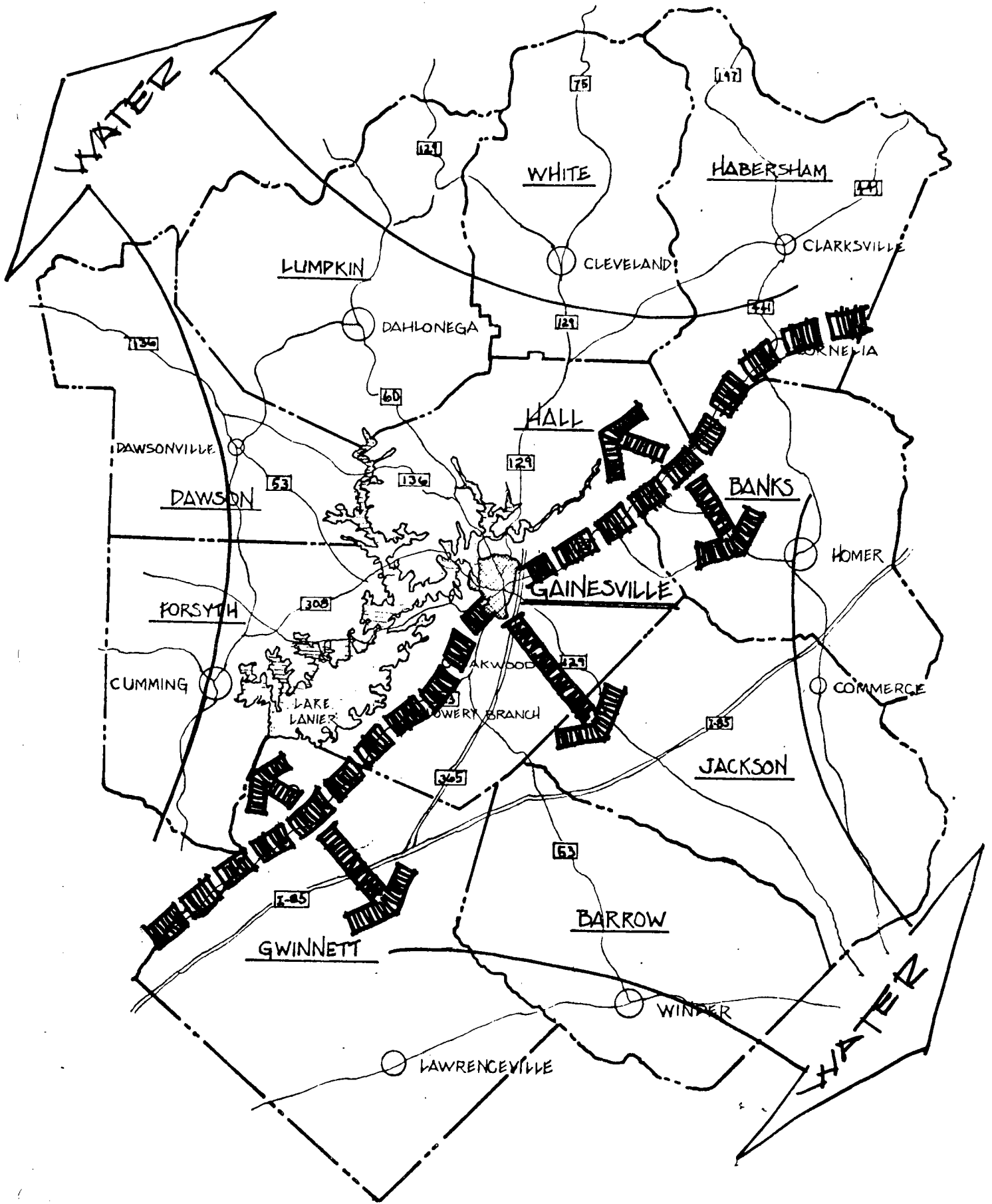
Clearly, from a user point of view, Lake Lanier is a major recreation attraction in the State. Further, complimenting the lake are the mountains to the immediate North, which make the recreational attraction for the area even greater. The proximity of this combination of amenities in a major growth corridor means that development for this area is imminent. Housing, service-oriented enterprise, and light industry are almost unavoidable as the Atlanta-Greenville corridor along I-85 is developed.



GEOLOGY

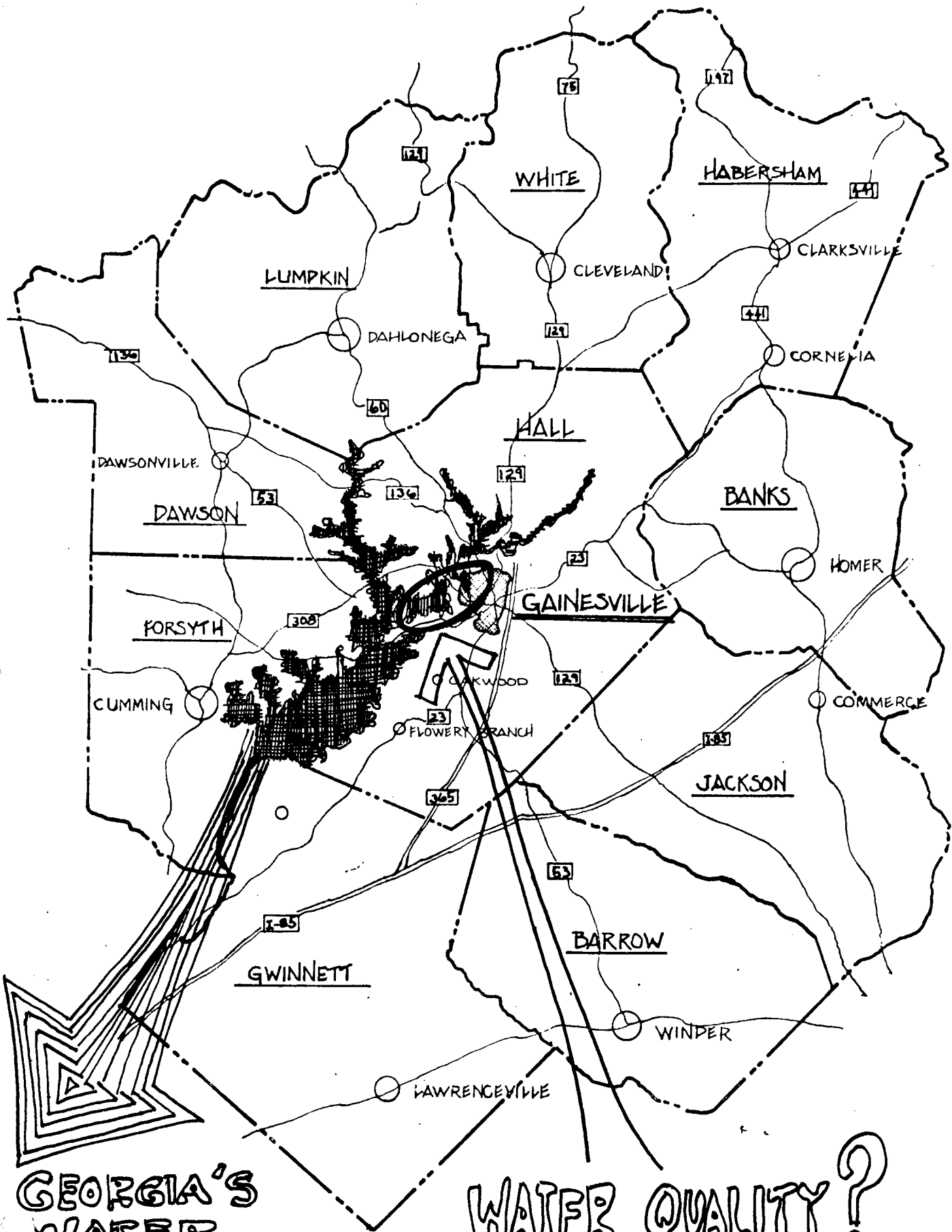
THE LAKE LANIER REGION





THE LAKE LANIER REGION

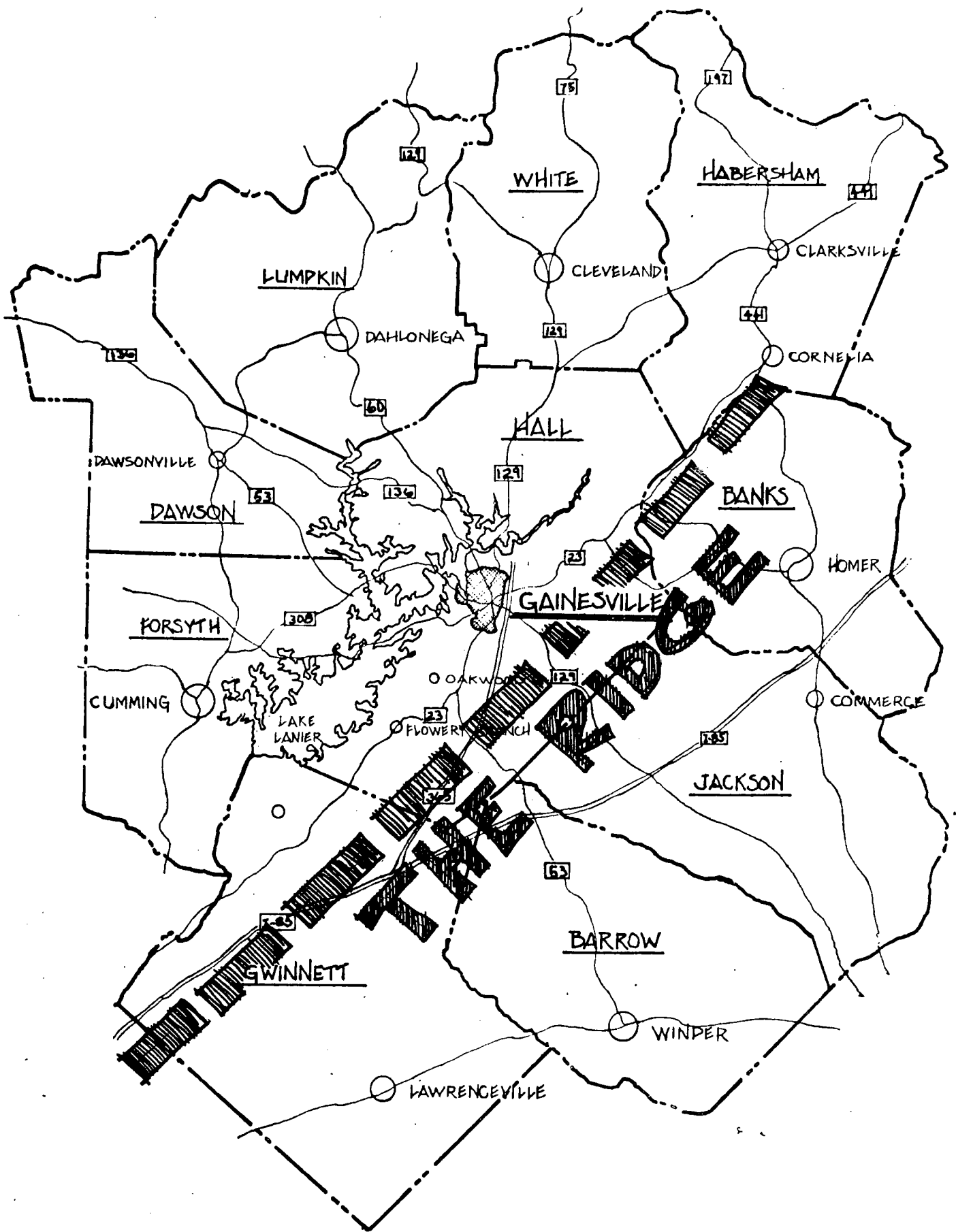




GEORGIA'S
WATER
SUPPLY

WATER QUALITY?
THE LAKE LANIER REGION





THE LAKE LANIER REGION



C. THE LAKE LANIER REGION (Continued)

It is important that the rapid transition from rural to urban-type development must not be allowed at the expense of natural amenities. In this context it is essential that an optimum man-nature balance be the objective of the citizens and policy-makers of the region. This will require unprecedented concern, involvement, and action if The Lake Lanier Region is to survive the current "land rush"---which is in full swing today.



THE GREAT

THE LAKE LANIER REGION
FUTURE ?

III. THE HALL COUNTY AREA

A. NATURAL ENVIRONMENT

The "environmental" issues of the day are the results of the necessity to find a "fit" between the natural environment and man's communities. It is a necessity because "brilliant" as we are we do not live apart from nature. The conflict arises because we (all of mankind) have the ability to destroy that which is sustaining us --- land, air and water. Thus, the question --- can we provide for our human needs without destroying nature?

The Lanier Lake region and Hall County area are faced with this question. What is decided today about tomorrow will determine whether the natural character --- the hills and valleys, forests and streams, wildflowers and wildlife of Hall County --- will be forever lost, only pictures in a book.

"Progress" can take away these natural amenities.

Enlightened community development --- practiced within reasonable demands --- can find a creative fit between nature and our individual community needs. How do we achieve this kind of enlightened community development?

The issue must be laid upon the table for all to see. The consequences of alternative decisions must be foretold prior to making any decisions. Further, these decisions can not be made behind closed doors by small groups and are no longer the sole concern of a single community. For example, the decision of one man to develop a subdivision, a shopping center, or an industry in Hall County, Georgia is not only a major local community issue of importance to 60,000 people it is a vital concern for "about half the people in Georgia" (population of Lake Lanier will affect their water supply; Gainesville Area Water Quality Study, 1971, Page 1).

Thus, the planning, design and construction of every house, school, shop, road and pipeline is a public question demanding public responsibility, and this questioning and responsibility must have at its base an understanding of and a desire to care for the natural environment.

Hall County natural environment conditions are similar to the Lake Lanier conditions. It is an area of heavy rainfall with impervious soils and geology.

Water Features

Uses/Opportunities

- a. Lake Lanier
 1. Water Supply (Gainesville, Atlanta)
 2. Recreation (swimming, boating, skiing, fishing)
 3. Aesthetic
 4. Wildlife

- b. Streams
 1. Fishing
 2. Aesthetic
 3. Wildlife habitat
 4. Farm/agriculture
 5. Sewage disposal.

The Lake and its tributary streams are areas experiencing the most rapid development: housing, second homes, recreation, etc.

Streams --- The streams carry large amounts of water runoff and the amount is increasing daily because of development in the County. In addition, the stream valleys contain soil which is poor for development, slopes which are above 10% and vegetation cover which supports wildlife.

It is also likely that the people of the County assign a high value to the natural amenities found along the stream valleys -- water, rock, trees, wildlife, topographic variation.

In Hall County the streams are being subjected to siltation from development, pollution from liquid waste generation, clearing from public actions and desecration from public littering.

Serious consideration should be given to protecting these streams from further misuse and returning them to natural corridors as part of recreation and preserve areas.

Soils/Slopes

Land found to be most usable, or containing the least restrictions, is shown in white on the following map. The major problem found in shaded areas is steepness of slope (10 - 60%) with the additional problem of rock occurring in much of the cross-hatched areas. Alluvial soils and areas of poor drainage are shown in darkest tone.

Slope --- Dense construction of buildings and roads on land that is tilted at an angle of 10 degrees or more is questionable. The grading that must occur, the removal of ground cover, the compaction of earth during construction and the resulting erosion and increased water runoff are costs the

County cannot afford now or in the future. As the density of building increases so does this issue.

The attempts to put the same building types on different slopes accounts for the "terracing and benching" we see throughout Hall County. This practice must be stopped. Either, new building types (adaptable to steeper slopes) must be used or the slopes must be avoided.

Hall County has areas with slopes above 15%. These areas should be mapped and serious consideration should be given to excluding development from these areas. Otherwise, to be developed a requirement for special construction techniques and forest/groundcover regeneration of disturbed areas must be required. Further, "cluster", or "group development" concepts should be applied in all areas having topographic problems.

Hall County has an official soils map which identifies certain areas as having "severe" limitations for development. There is little evidence that this fact is being used to guide development --- Why not? Who is going to pay the price of this mistake --- the land speculator, the developer, the public, or future generations?

Vegetation Patterns

15% open
52% forest
33% other (urban, water, roads, etc.)

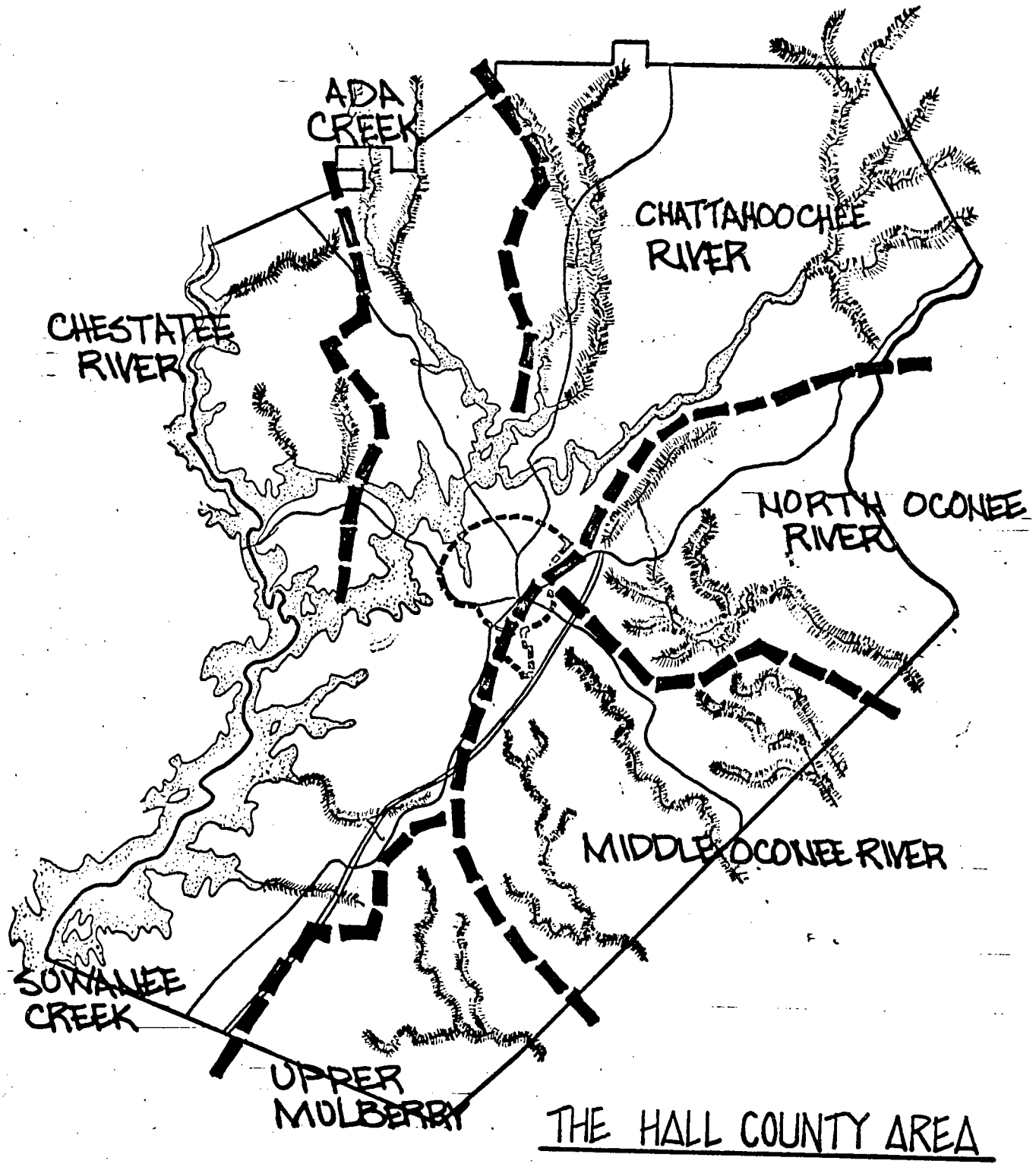
Open areas are found on flatter plateaus where agriculture practiced. This represents most recent agricultural land (mainly pastures and old fields).

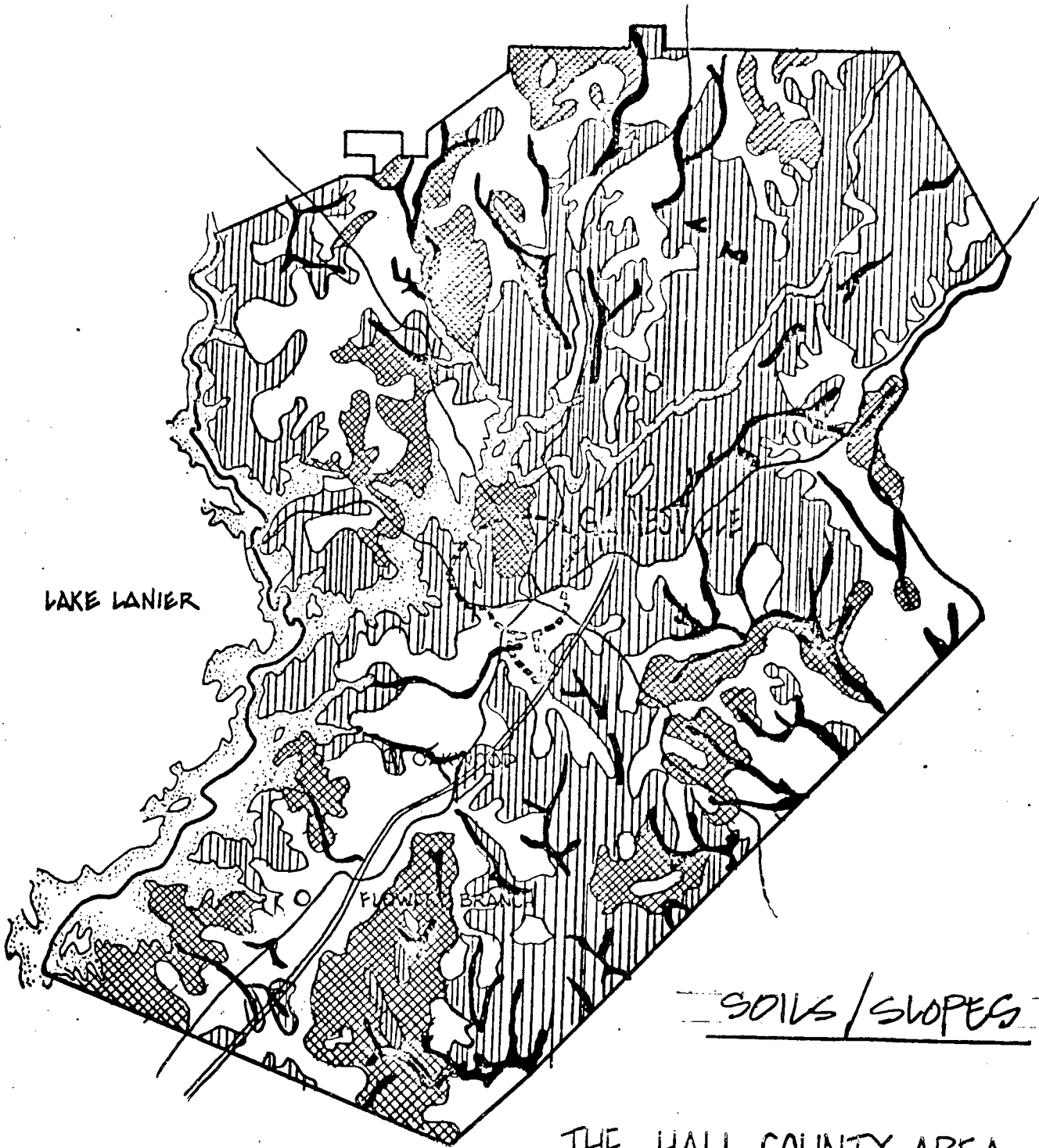
Areas of Treecover --- Re-generated second-growth, and commercial pulpwood farms: Oak found in steeper areas, with more pine found in flatter slopes and in southern portion of County.

Urban Contrast --- Urbanized, developed areas are unfortunately characterized by a near-total lack of trees. New development and renewal should revise this trend, and take advantage of the areas capacity to support tree growth.

Implications for Wildlife --- The combination of open, old field, wooded terrain, and plentiful water provides an opportunity for development of a diverse and balanced wildlife population. However, traditional hunting patterns and settlement patterns have reduced natural variety, especially limiting the predators. Management practice and controlled development are required if a healthy wildlife pattern is to be restored.





WATER RESOURCES / MAJOR WATERSHEDS

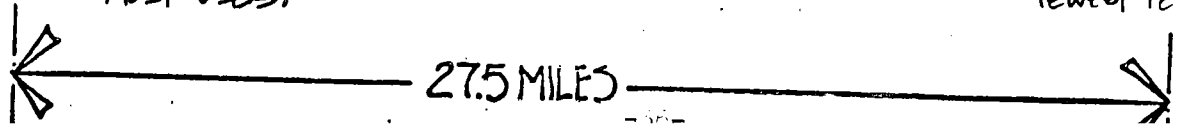




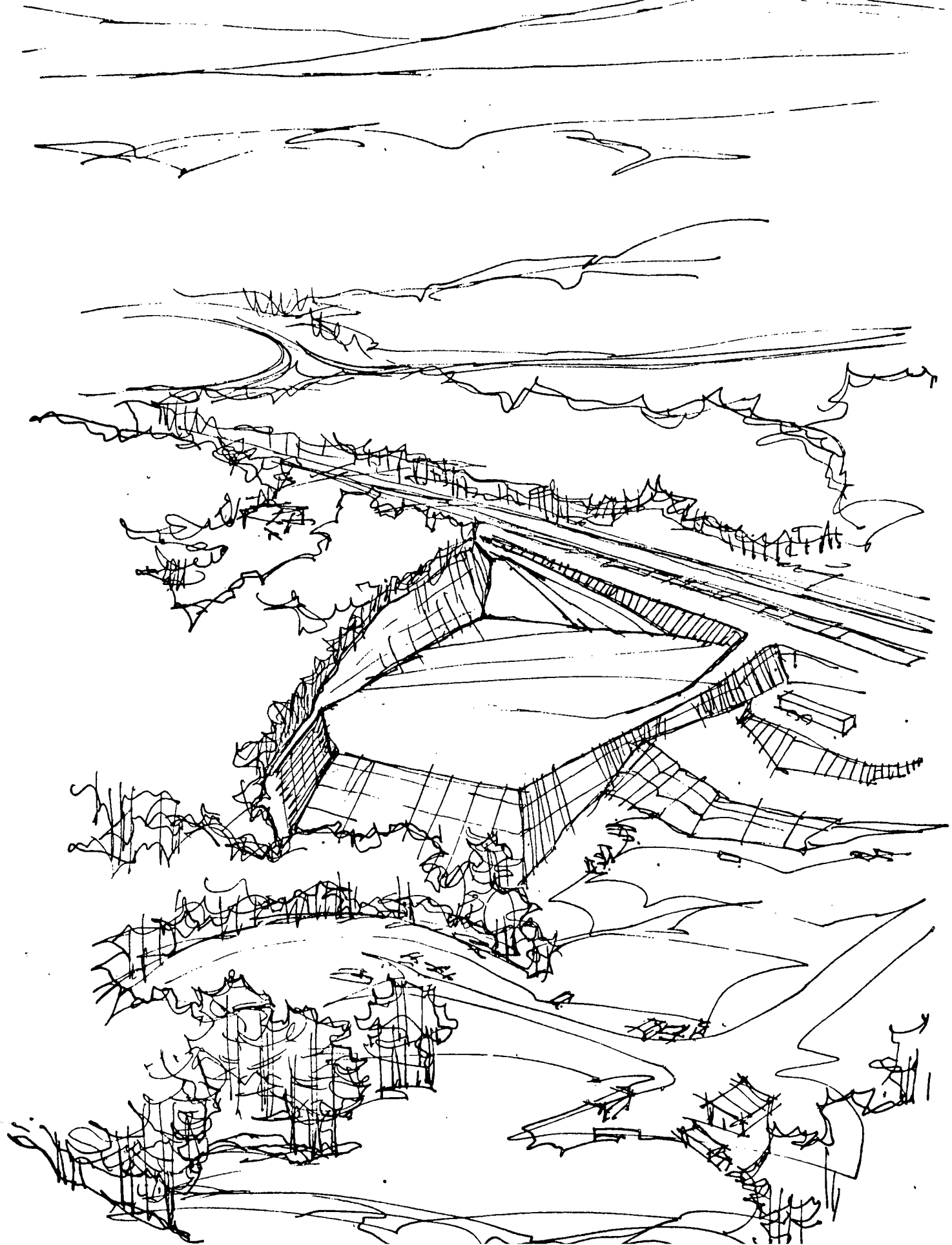
SOILS/SLOPES

THE HALL COUNTY AREA

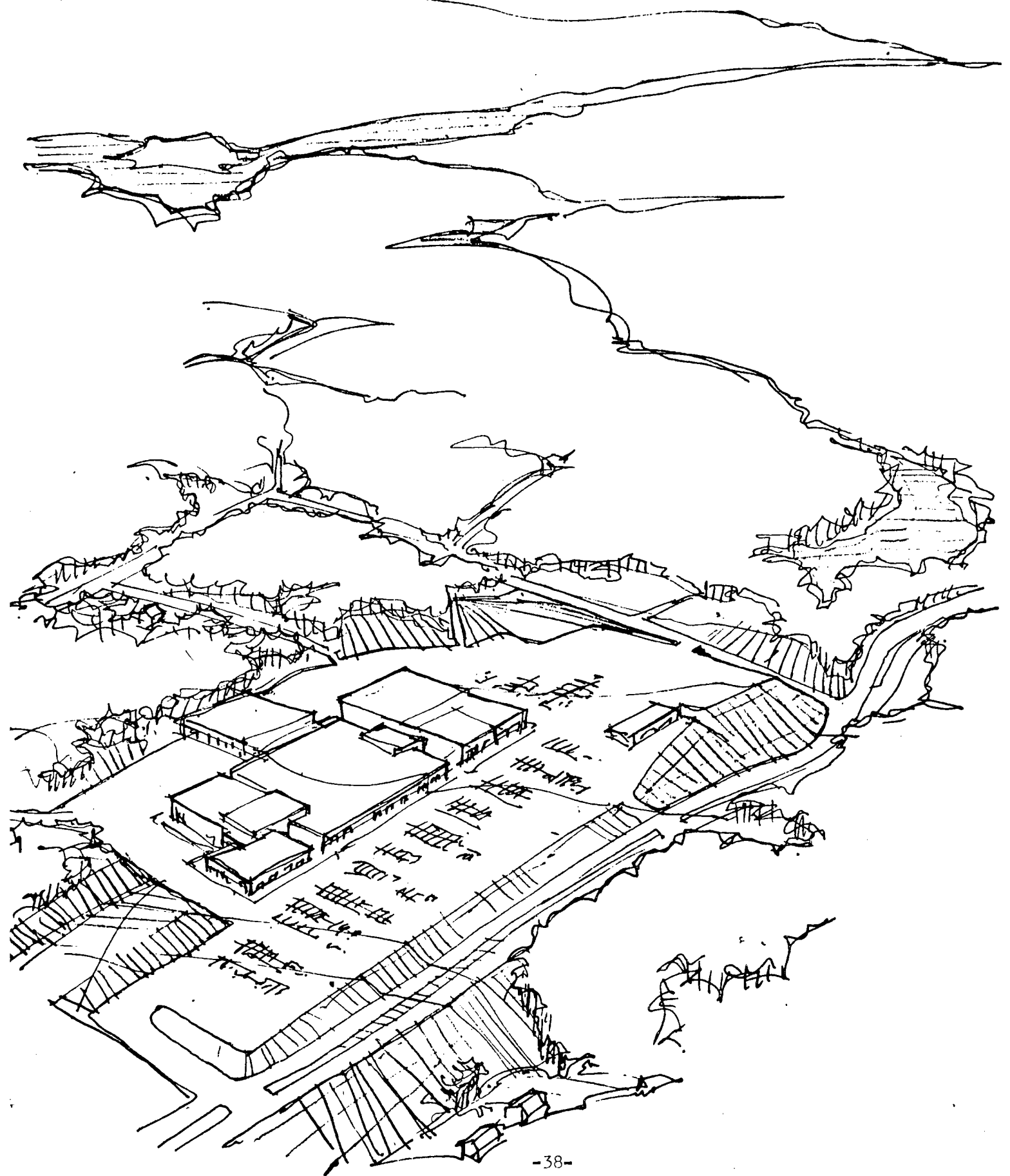
-  Alluvial Flood plain.
-  10-60% slope Moderate to severe restrictions.
-  10-60% slopes, Rocky severe restrictions for most uses.
-  2-10% slope Most suitable, fewest restrictions.



TERRACING AND BENCHING OF LAND



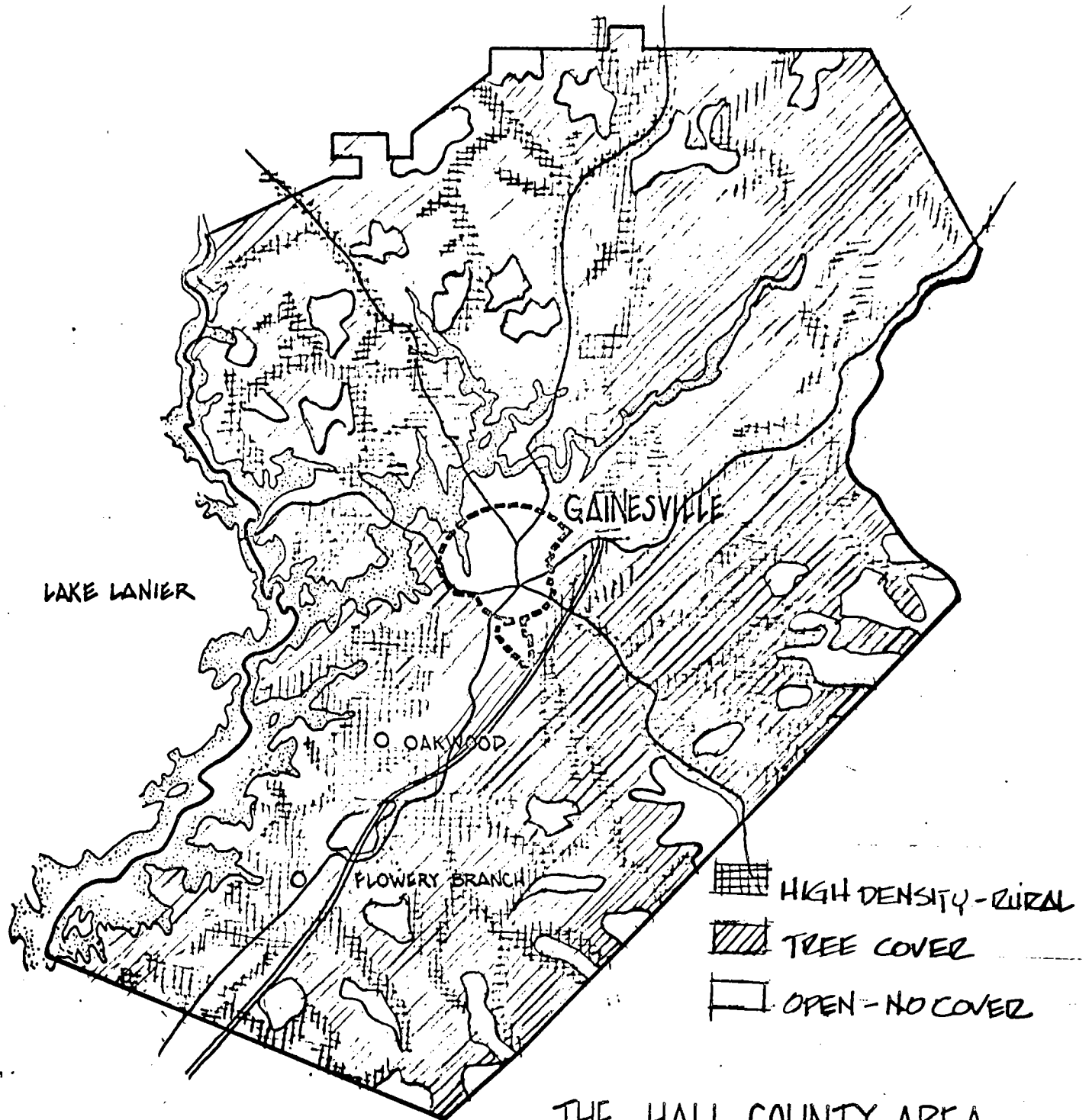
TERRACING AND BENCHING OF LAND



THE PROPOSED PARKWAY

THE HALL COUNTY AREA

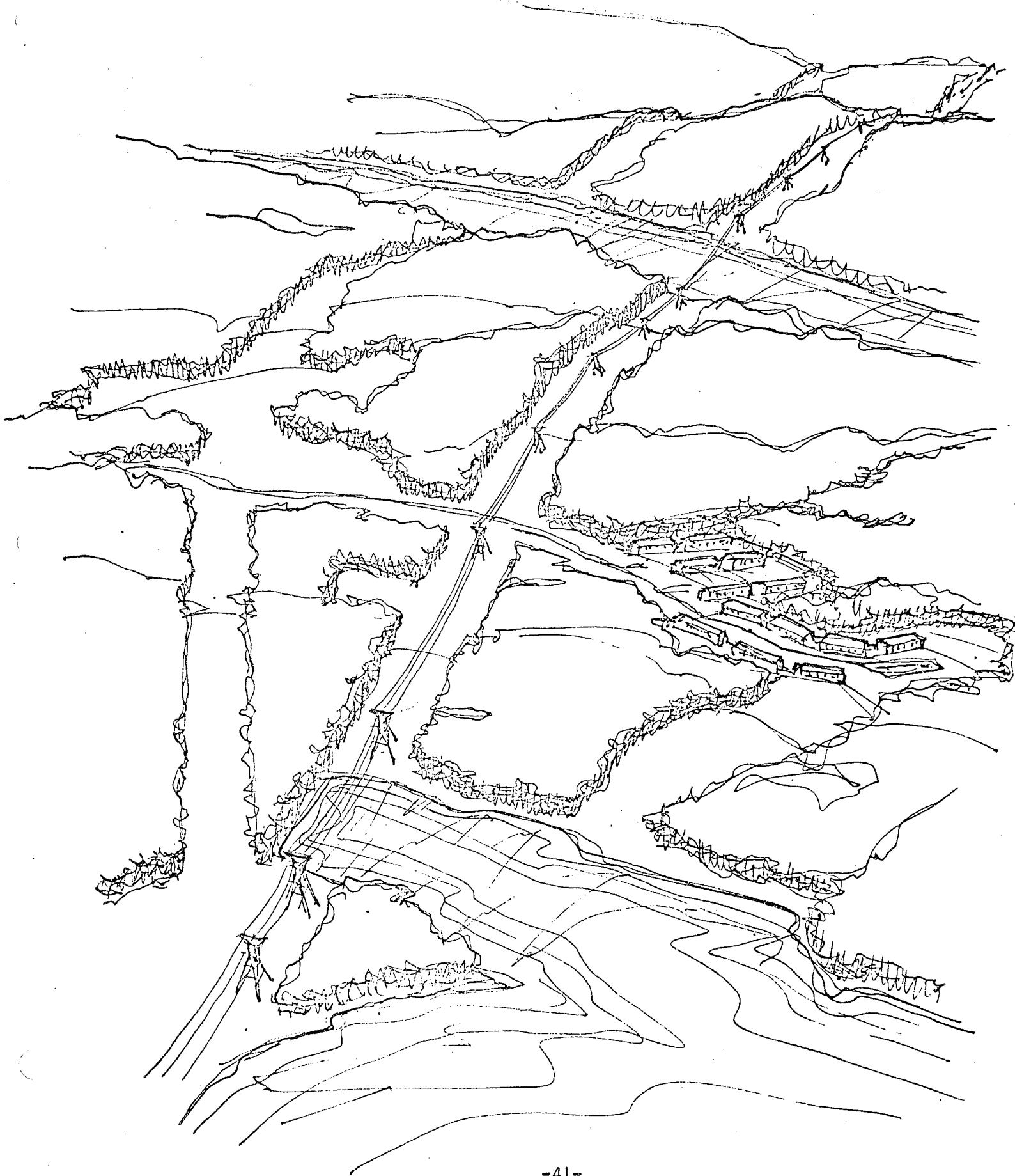




THE HALL COUNTY AREA
VEGETATIVE COVER



EFFECTS OF INDISCRIMINATE DEVELOPMENT ON ENVIRONMENT



Natural Resources

Does Hall County have any prime agricultural production areas of natural significance? What minerals need protection from encroachment by urban development? What ground water resources might future generations need? Can the wildlife habitats be protected from clearing for development?

These questions must be answered and public policy developed for the management of these natural resources.

The Natural Environment Issue

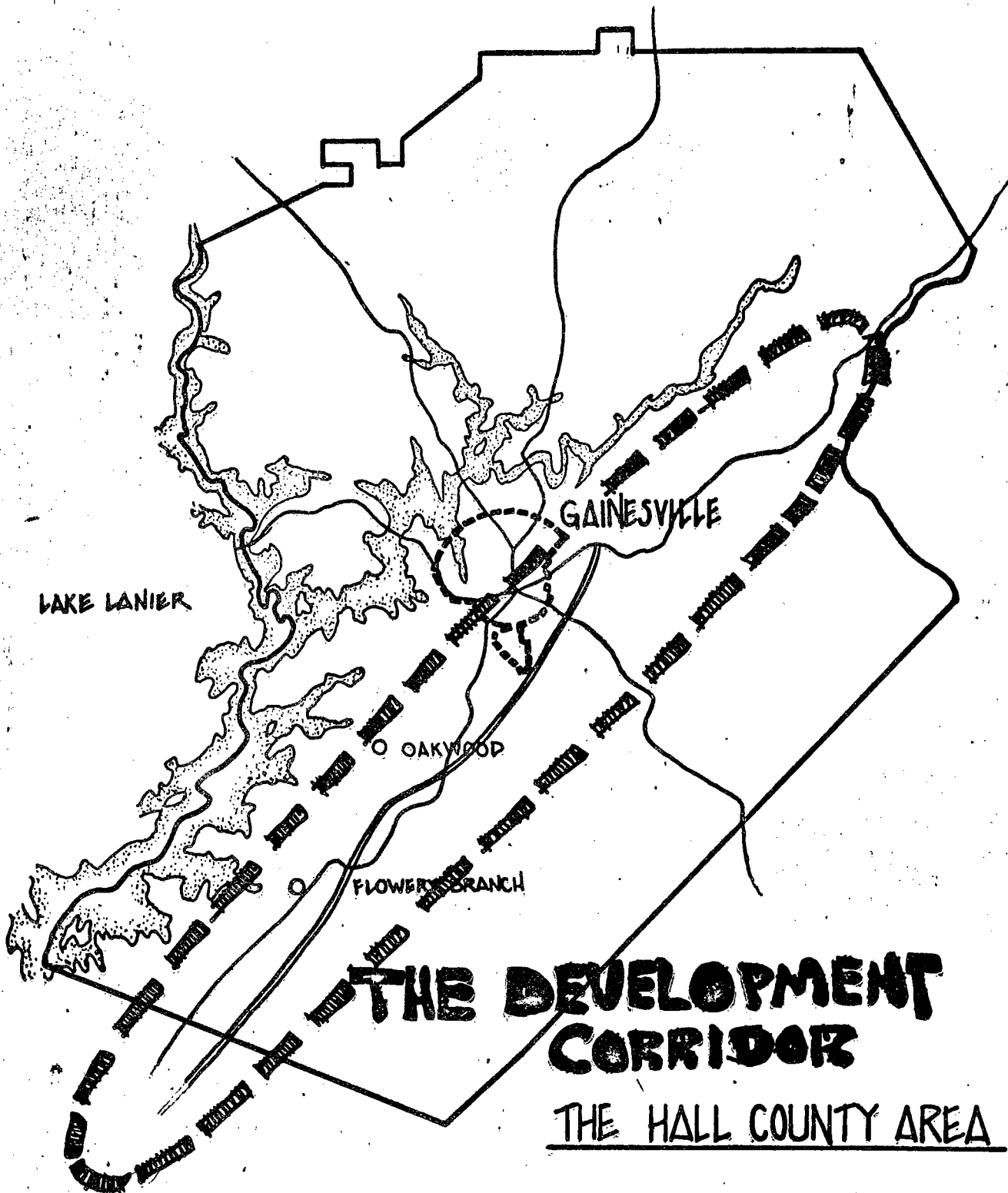
Based on detailed analysis of the natural environment of Hall County we would expect confirmation that the NE/SW ridge is the area most capable of receiving intense development. A considerable part of the lake shore and stream valleys probably should not be developed while the stream divides perpendicular to the main ridge probably can accept low density residential development. Based on this probability development in Hall County should take a linear form with interlaced fingers of open space and low intensity development.

Land use development policies and implementation based upon these types of natural science facts will help to retain the natural character of Hall County, prevent environmental degradation and reduce long term private and public expenditures.

Unplanned non nature-oriented developed is of benefit only to the land speculator and the developer -- the public pays the difference.

Implementation Objectives

1. Exclude development in critical natural areas.
2. Limit types of development.
3. Use buffer areas (to preserve lake edge and streamways)
4. Replace vegetative cover immediately when disturbed.
5. Strict control of grading required.
6. Strict enforcement of all waste disposal.



LAKE LANIER

GAINESVILLE

OAKWOOD

FLOWER BRANCH

THE DEVELOPMENT CORRIDOR

THE HALL COUNTY AREA



GAINESVILLE CORE

RECREATION AREAS

NATURAL PRESERVES



THE HALL COUNTY AREA

ACTIVITY CENTERS

LINKAGE SPINE

A FUTURE ALTERNATIVE

B. URBAN DEVELOPMENT

The Team in its brief and rather rapid review examined the following issues and opportunities in the present and future urban development of Gainesville/Hall County:

1. Land Use

The illustration shows the small percentage of Hall County lands presently occupied by urban land use. Presently 80% of the Hall County area is devoted to forests, water, and agriculture which gives the County its rural and scenic quality. Incorporated cities including Gainesville occupy only a small portion of the area and therefore are not able to cope with the problems of development impact on the Hall County area.

2. Population

Between 1960 and 1970 the population of Gainesville dropped though the County population increased, indicating the shift from a City-centered to a suburban type of development. However the black population of Gainesville increased significantly during the period.

3. Infrastructure

The Team examined the existing infrastructure of services and networks supporting development in the Gainesville/Hall County area including a review of the existing land use patterns, population trends, transportation, water service, sewerage system, parks and recreation, and scenic drive and bicycle paths.

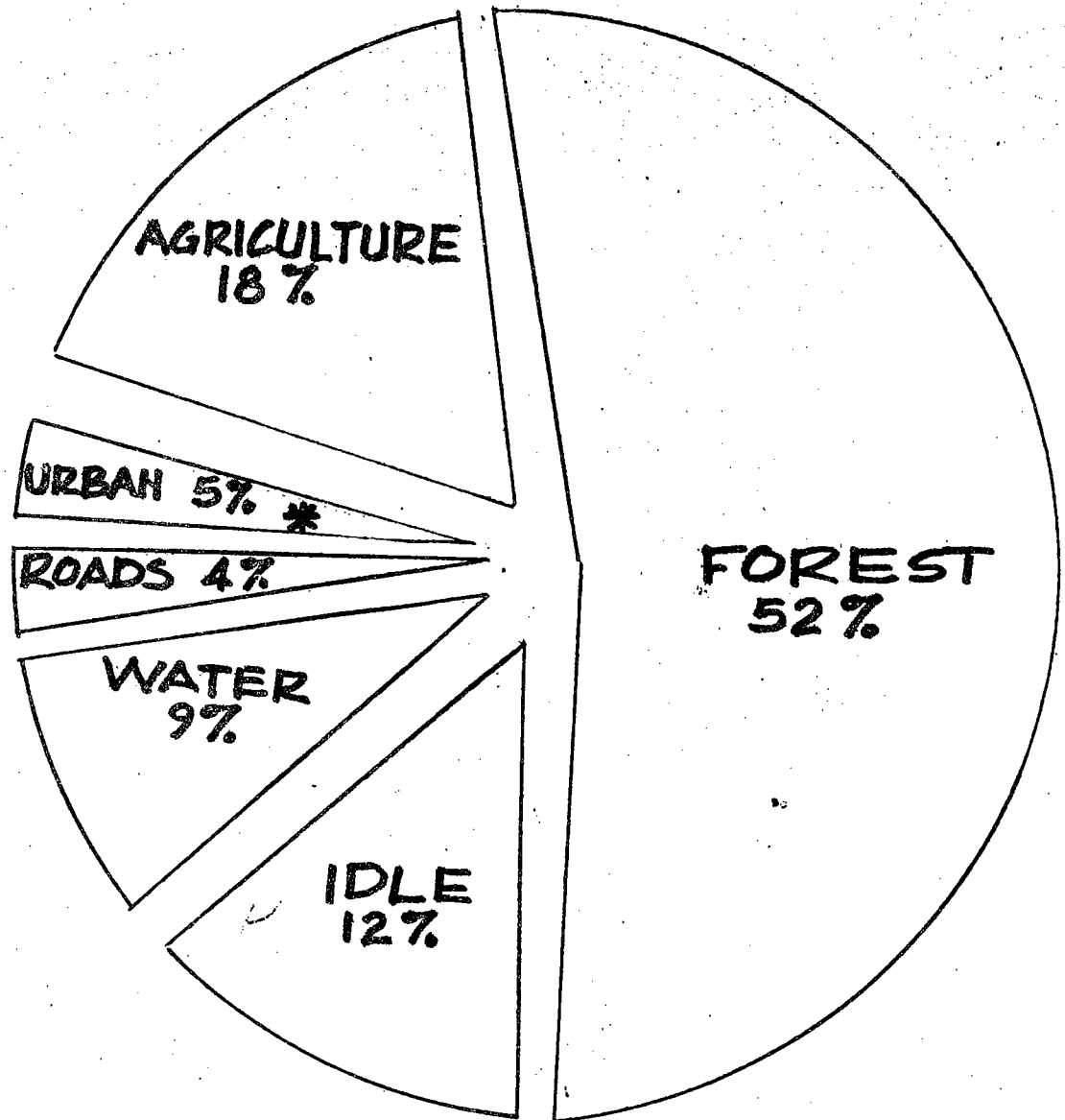
Circulation

The Team found serious problems with the existing transportation circulation system and saw a need to redirect future circulation planning into a more comprehensive approach. Present plans calling for extensive reliance on highway construction based on massive population projections will encourage the development of areas of the County without regard for their development suitability. While the emphasis on the automobile has been prevalent in the past, national trends indicate that environmental amenities are served by approaches incorporating public convenience bus transit systems, bicycle paths, and pedestrian circulation linked to homes, businesses, and parking areas.

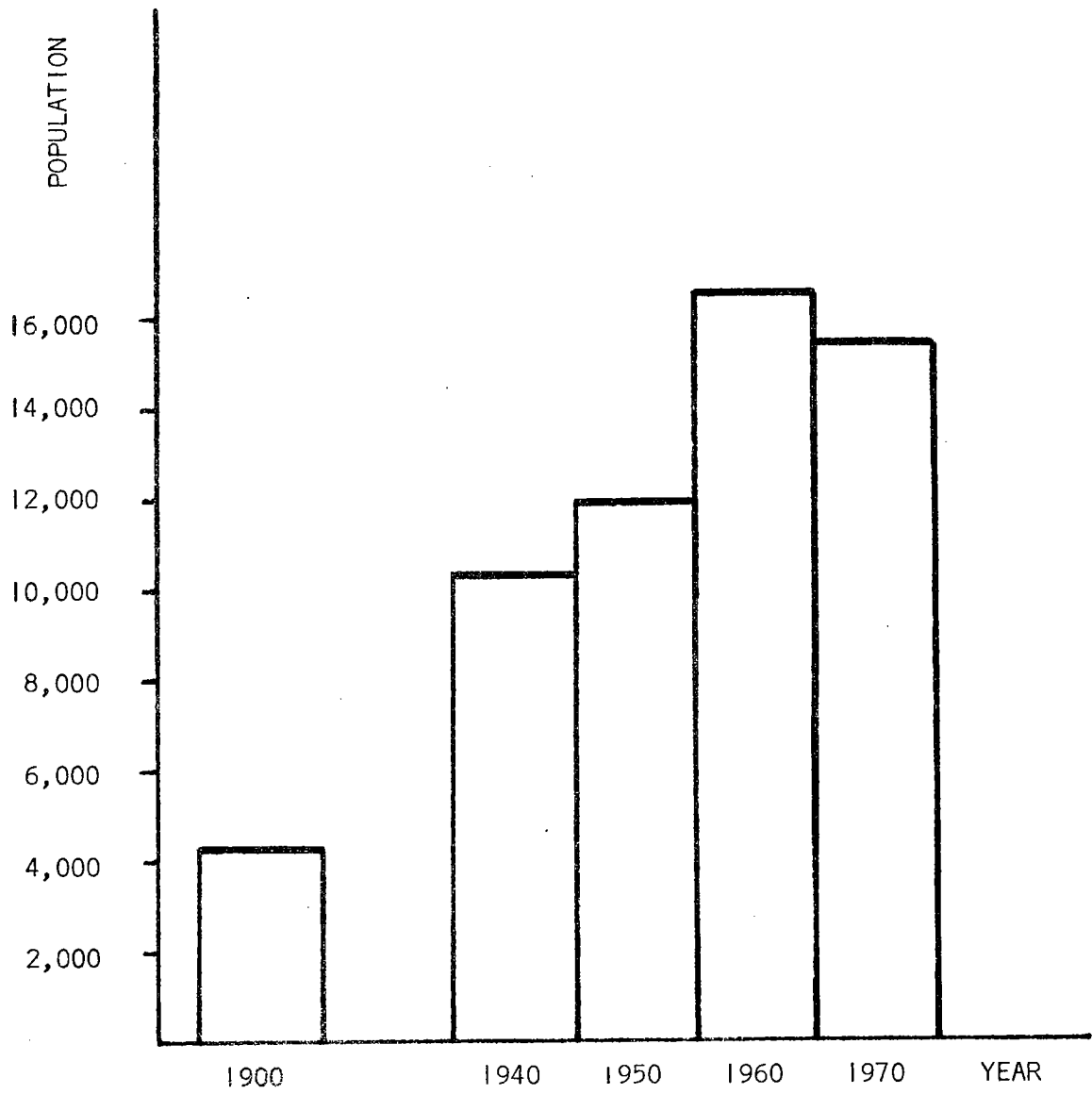
Presently the downtown core is a "switchyard" for automobile traffic in the Hall County area. People on foot find the environment of automobile thoroughfares dangerous and unpleasant and are discouraged from window shopping which is in all cultures a natural and enjoyable part of community life.

HALL COUNTY LAND USE

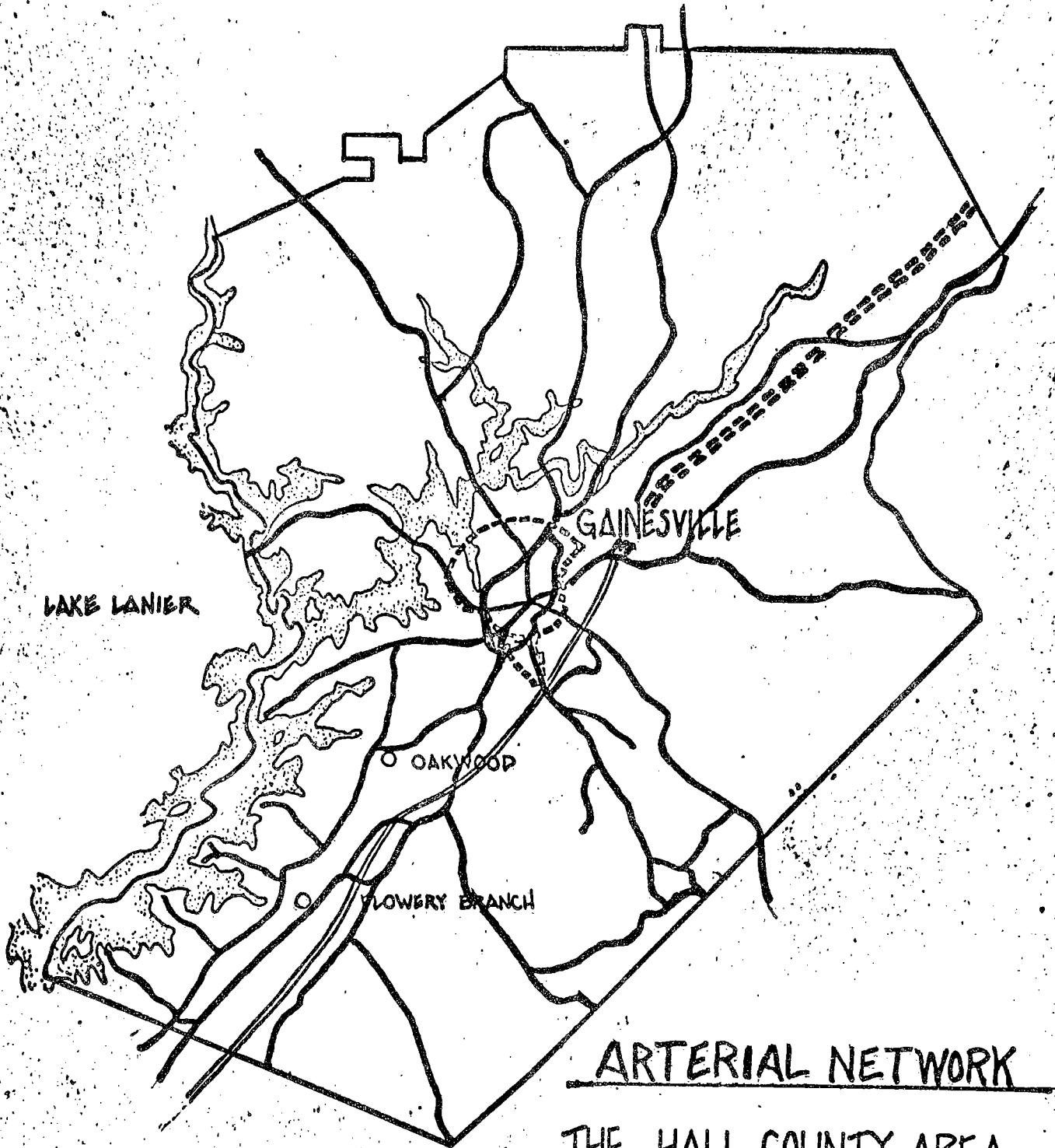
392 SQ MILES



* GAINESVILLE
CLERMONT
FLOWERY BRANCH
GILLSVILLE
LULA
OAKWOOD



POPULATION OF GAINESVILLE



LAKE LANIER

GAINESVILLE

OAKWOOD

FLOWERY BRANCH

ARTERIAL NETWORK

THE HALL COUNTY AREA

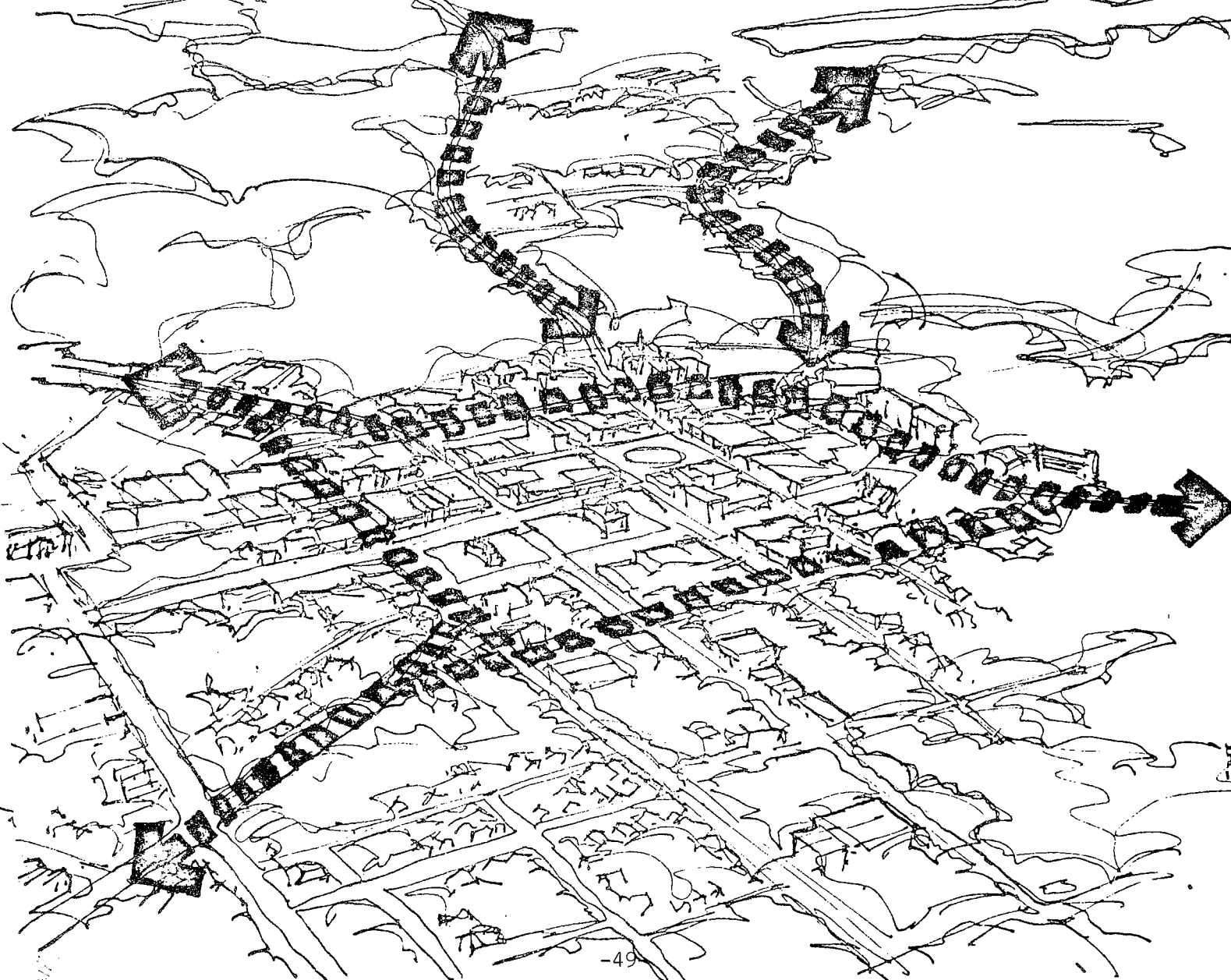
EXISTING ARTERIES ———

PROPOSED ARTERIES - - - -



27.5 MILES

CIRCULATION
A COUNTY WIDE GRAPHIC
DESIGN PROGRAM WOULD
ORIENT THE VISITOR TO
HIS GATEWAY ENVIRONMENT



Planning Policies Guiding Thoroughfare Development

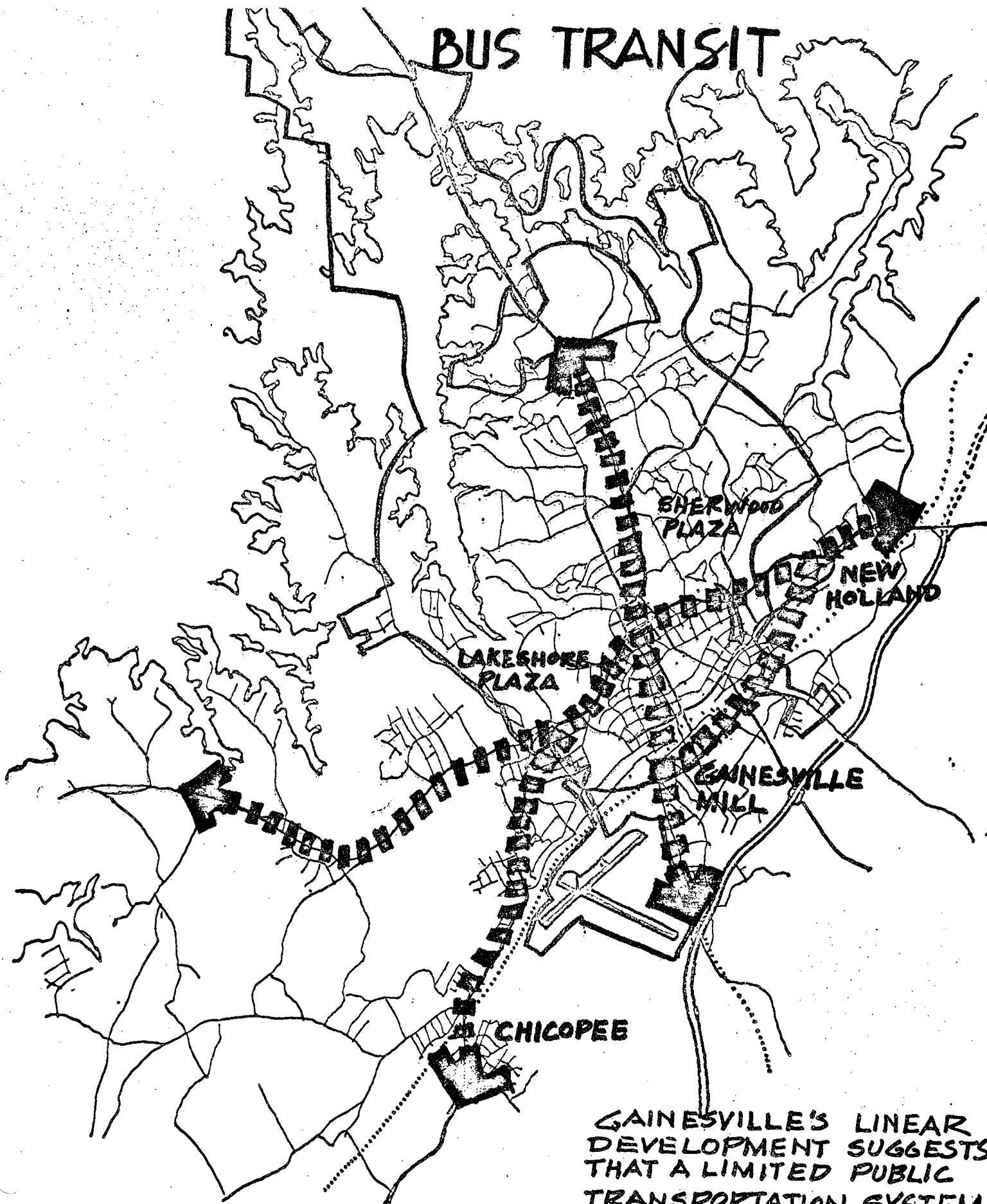
The development of an adequate network of thoroughfares within the Gainesville area requires the establishment of policies to guide land use, growth and then the thoroughfares to properly serve them. Planning must begin with the existing system, begun along ridge lines over a 100 years ago. Environmental issues must be incorporated --- vistas from thoroughfares as well as of them from neighboring development --- in all policy making. Policies should include:

- the free flow of people, goods and services to and between the major sections of the community, direct -- but attractive accessibility provided between major living, working and recreational areas.
- the reduction of heavy traffic which produces pedestrian conflict in areas of residential, recreational or commercial use.
- the use of existing street facilities to the optimum public benefit; the abandonment of rights-of-way that have out-lived their usefulness and planned re-use of that land.
- improved accessibility to the downtown core area to enhance the viability of this needed community focus.
- the provision of superior accessibility to primary employers and areas of industrial development potential.
- the simultaneous design of development regulations that will preserve as much peripheral vegetation and forestation as possible.

Bus Transit

Gainesville's linear development suggests that a limited public transportation system might be feasible. During the community presentation the Team heard from the poor community that the only available "public transportation" at the present time is taxis. The community as a whole will benefit from providing people with the means of travel from their home to their place of employment. In other bedroom communities such as in the San Francisco Bay area a "reverse commute" has been observed as white collar workers leave the residential communities to go to their place of business and people in the service industries go to the residential areas to carry out their work. Poor and disadvantaged members of the community are intitled to transportation from the areas where they can live economically to the areas in the community where work is available.

BUS TRANSIT



GAINESVILLE'S LINEAR DEVELOPMENT SUGGESTS THAT A LIMITED PUBLIC TRANSPORTATION SYSTEM MIGHT BE FEASIBLE

Water Service

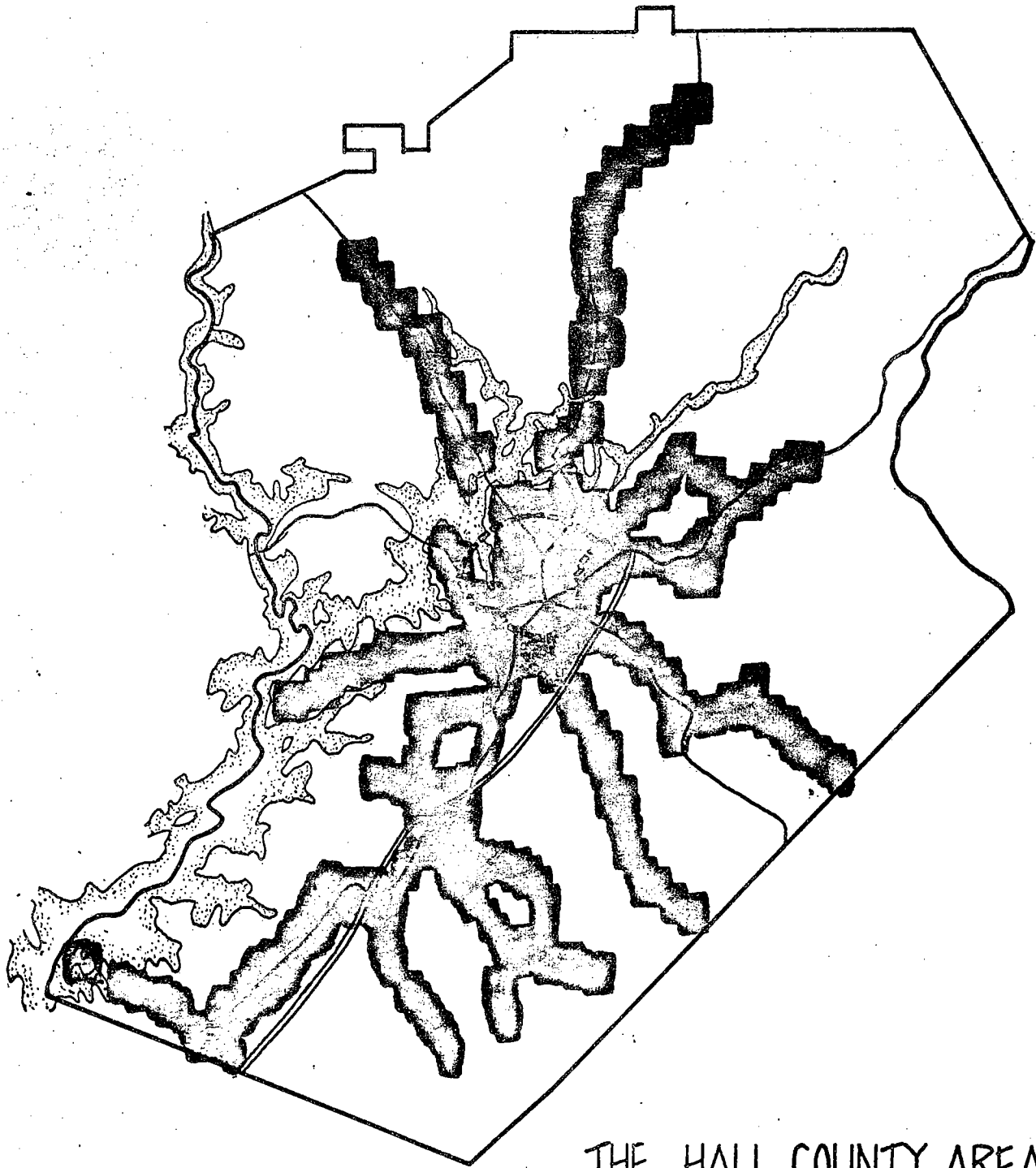
Existing water services are shown diagrammatically on the illustration to be following the major circulation arteries. Future capital improvements for water should be coordinated with land use plans to insure that service is not extended for intensive development in the areas unsuited for urbanization.

Sewerage System

The existing sewerage system is primarily confined to the Gainesville area plus one or two small local facilities, as may be seen on the diagram of existing sewerage. The capacity of the existing plant is said to be sufficient for a population of 200,000 families which may be double what Hall County holding capacity will be. The diagram of water shed boundaries and drainage areas shows how the proposed urbanized area is split by several drainage divides making sewer improvement more difficult. The Team recommends that sewer system improvements in the County be coordinated with the County's comprehensive plan.

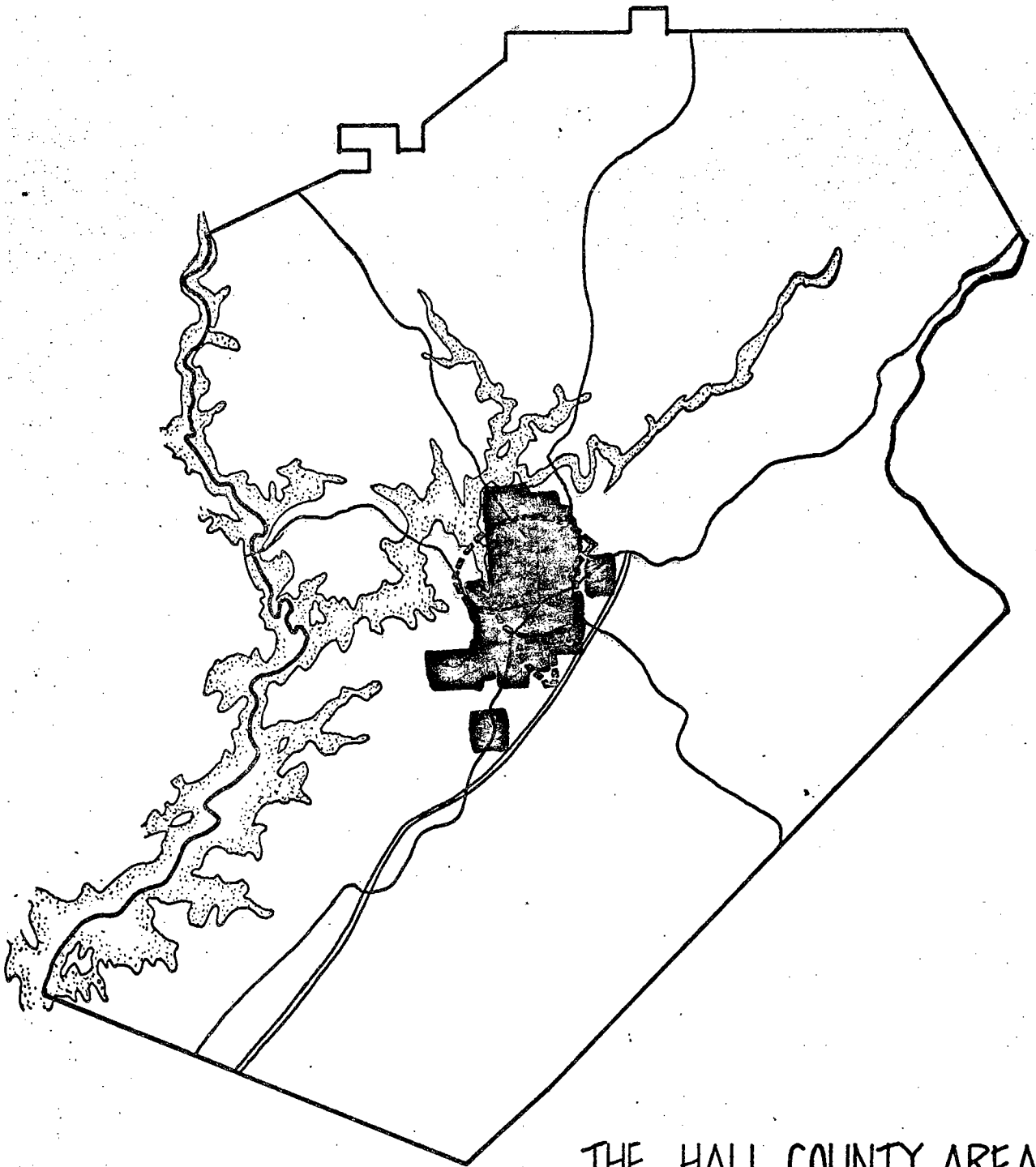
Storm Water Runoff

The attached water shed boundaries diagram shows a major drainage divide along the access corridor. Increasing urbanization requires careful attention to the maintenance of sufficient vegetation and cover and an evaluation of aquifer recharge areas. Existing streams and natural drainage corridors flow rates are dependant upon existing green vegetation. Where large urbanized areas are developed provision will have to be made before storm water services. Areas that are to remain in their natural or near natural state should not be expected to carry storm water runoff from urbanized areas.



THE HALL COUNTY AREA

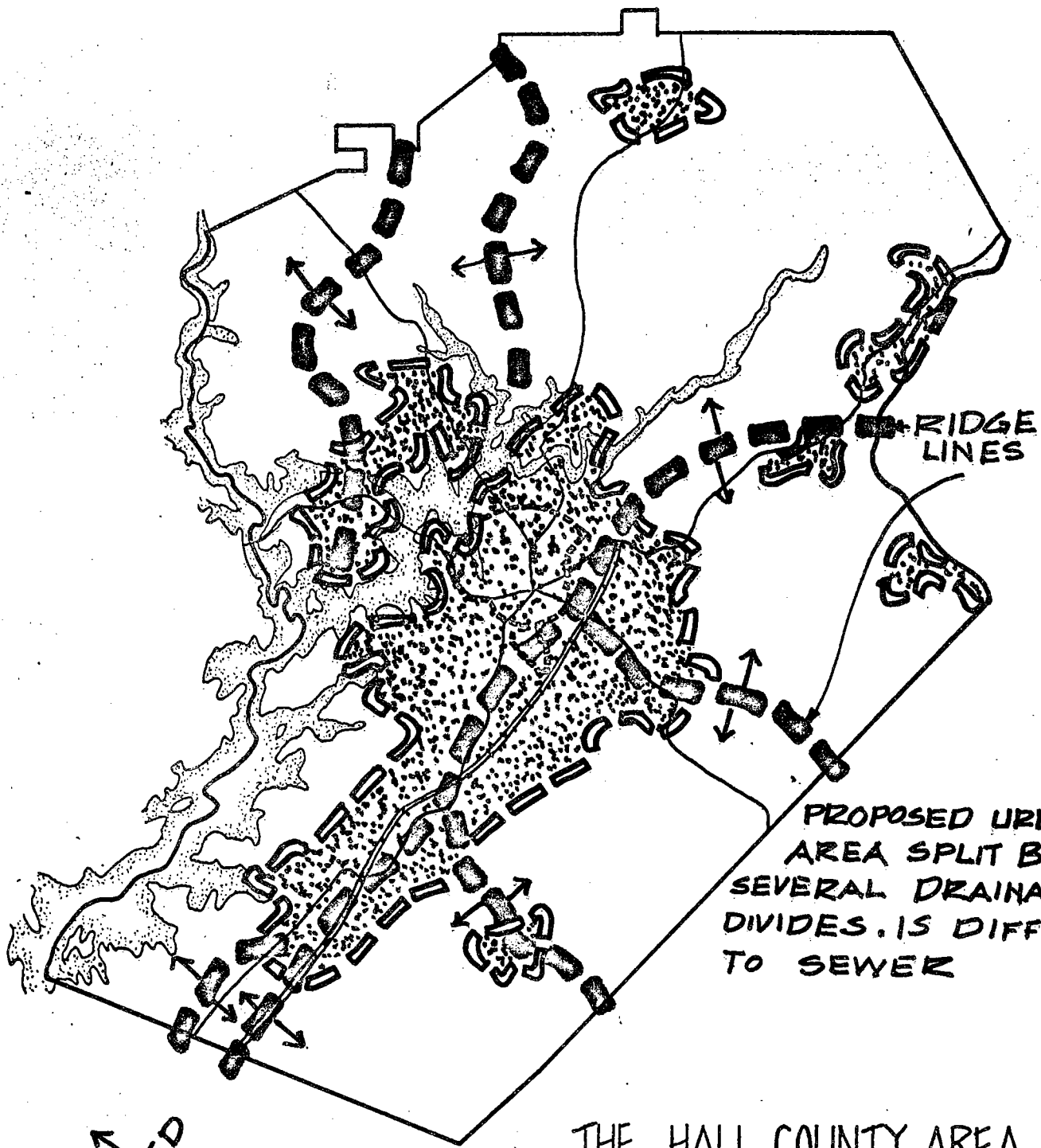
EXISTING WATER SERVICE



THE HALL COUNTY AREA

EXISTING SEWERAGE

SOME SOILS UNSUITABLE FOR SEPTIC TANKS

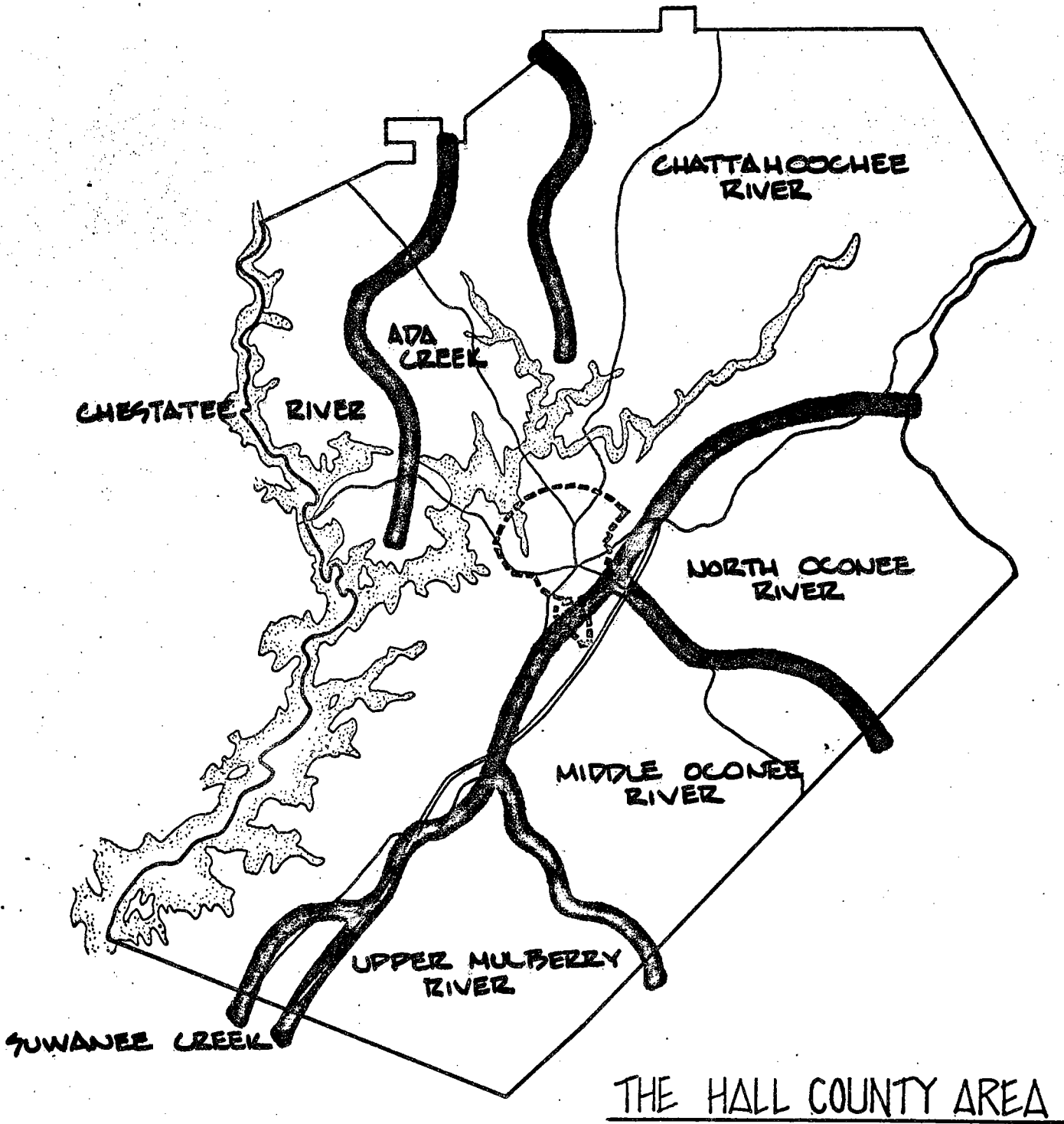


RIDGE LINES

PROPOSED URBANIZED AREA SPLIT BY SEVERAL DRAINAGE DIVIDES. IS DIFFICULT TO SEWER

↑
↑
WATERSHED
↓
↓

THE HALL COUNTY AREA
DRAINAGE AREAS



WATERSHED BOUNDARIES

4. Development

The Team tried to understand the present and proposed development patterns in the Gainesville/Hall County area, and to evaluate the possible impact of future development.

Residential Development

The illustration shows the existing pattern of residential development in Hall County to be of a remarkably defused pattern following the existing thoroughfares. The present pattern of residential development is low density and appears highly desirable to the Lake Lanier area. With the onslaught of more rapid growth Hall County will have to evaluate zoning requirements and rezonings with extreme caution so that areas where tract development, condominiums and apartment development are permitted are consistent with the environment.

The prominent crest line ridges, particularly with lake side views, lend themselves to high density apartment development. Present trends in the area show a tendency for large site clearance and the stripping of all trees and vegetation. The Team felt that the prominence of large scale structures on the hilltop in the scenic areas would rapidly alter the wild area quality. If such high density development is to be permitted in scenic areas the Team felt that developers should be required not to break the profile of the hill as seen in vistas from the lake. Residences and apartments should be kept back of trees and natural tree plantings should replace any lost during construction.

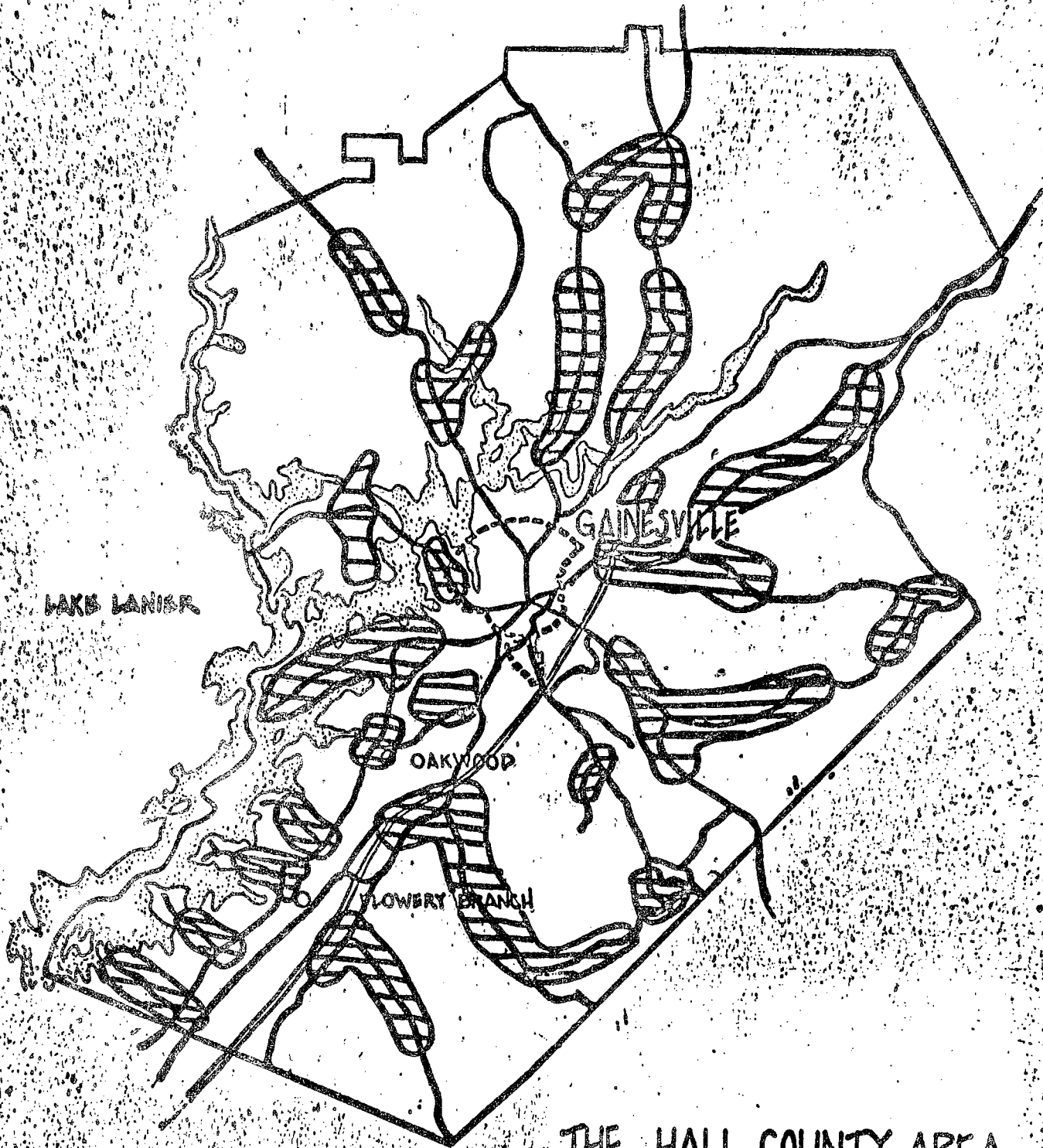
Commercial and Industrial Development

The attached illustrations of industrial development in the Gainesville area and in Hall County show how industries have stayed outside of the City Limits. The Team felt that Hall County should prevent industrial development on lands where extensive benching and cutting operations would be necessary. The Team also noted a lack of the type of industrial park which is desirable for the community and industry alike where adequate standards can be maintained. It was felt that the ridge access corridor area was the most evil area for industrial development. The Team urges that a strong pattern of forest vegetation be maintained between cleared areas to offer an environmental and visual support.

Strip Commercial

The Team observed the pattern of strip commercial development prevalent in other communities. Strict controls should be instituted to contain these areas where they are desirable and to assure control over signs, etc. Height and projection limits should be instituted if not already in effect for all signs. Stricter billboard control is needed throughout the County area.

Large commercial developments and shopping centers should not be permitted in areas of Hall County where they will destroy the lake environment.



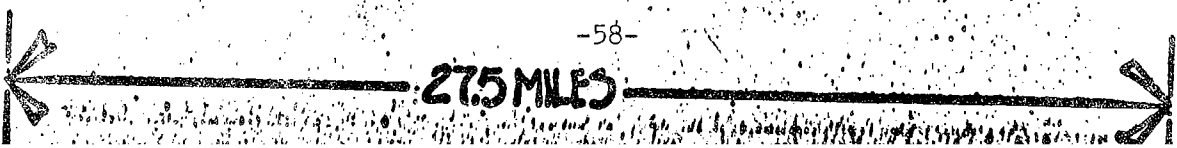
LAKE LANIER

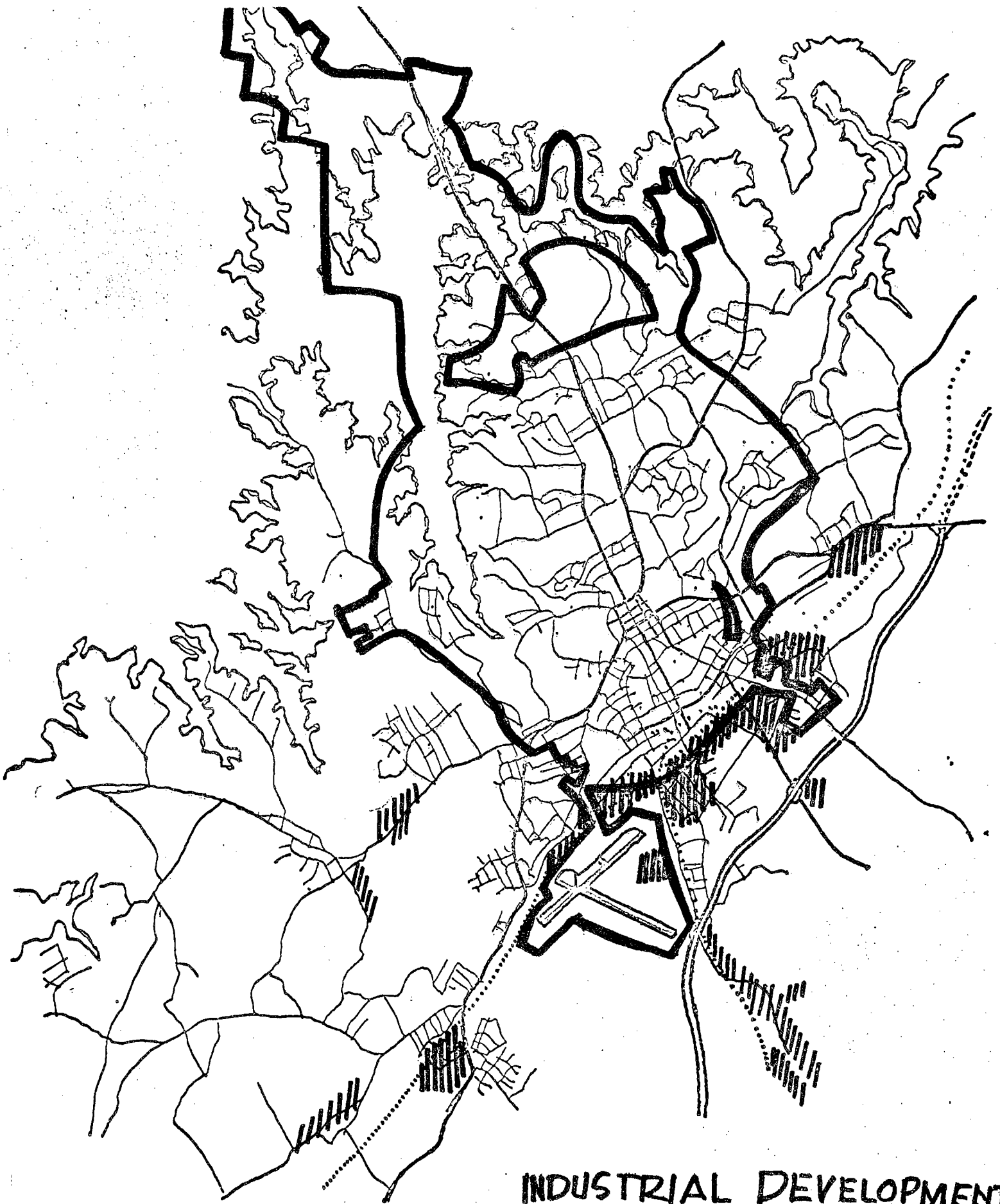
GAINESVILLE

OAKWOOD

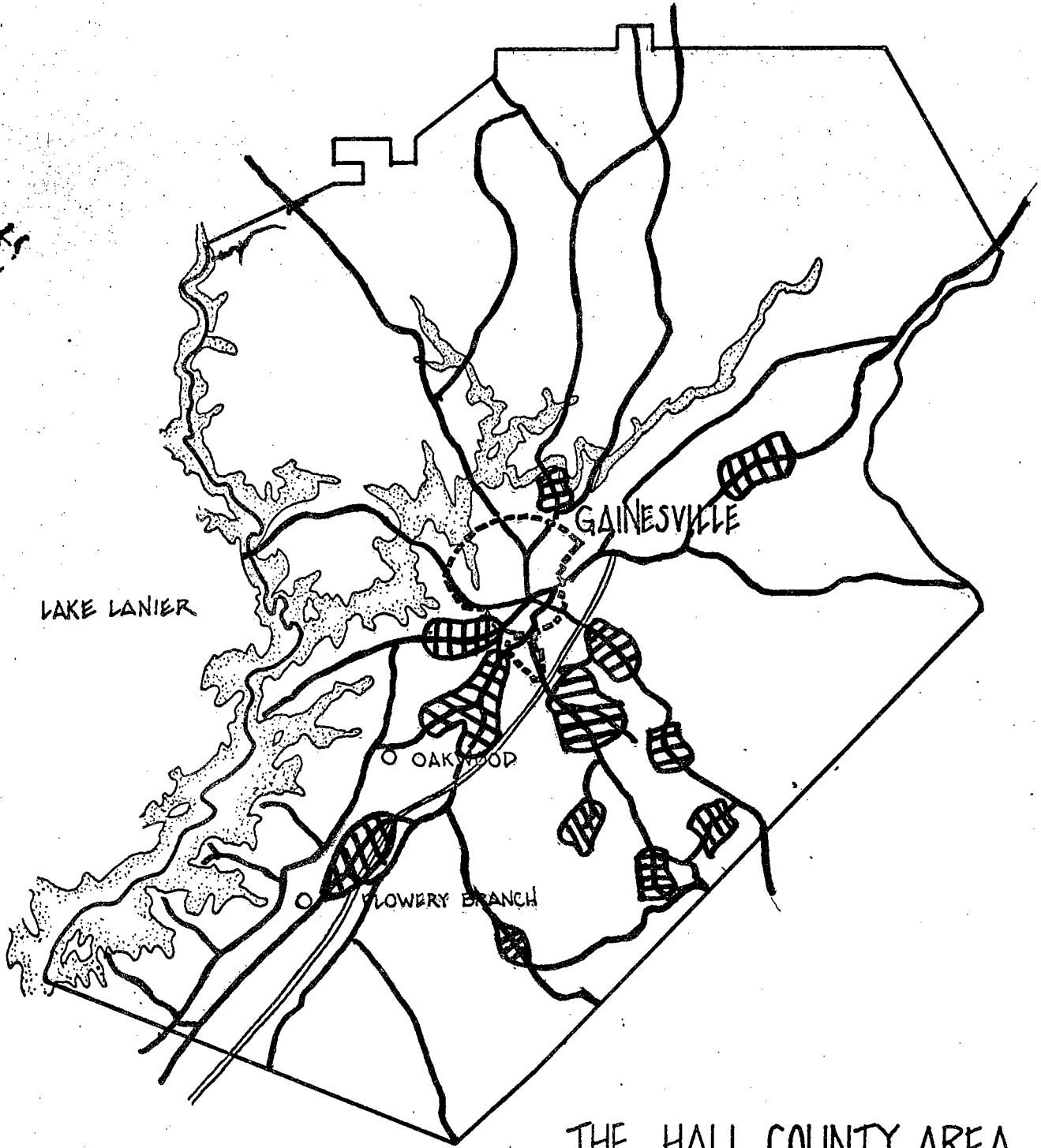
FLOWERY BRANCH

THE HALL COUNTY AREA
RESIDENTIAL DEVELOPMENT

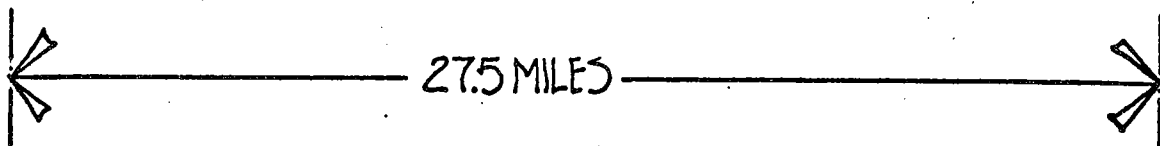


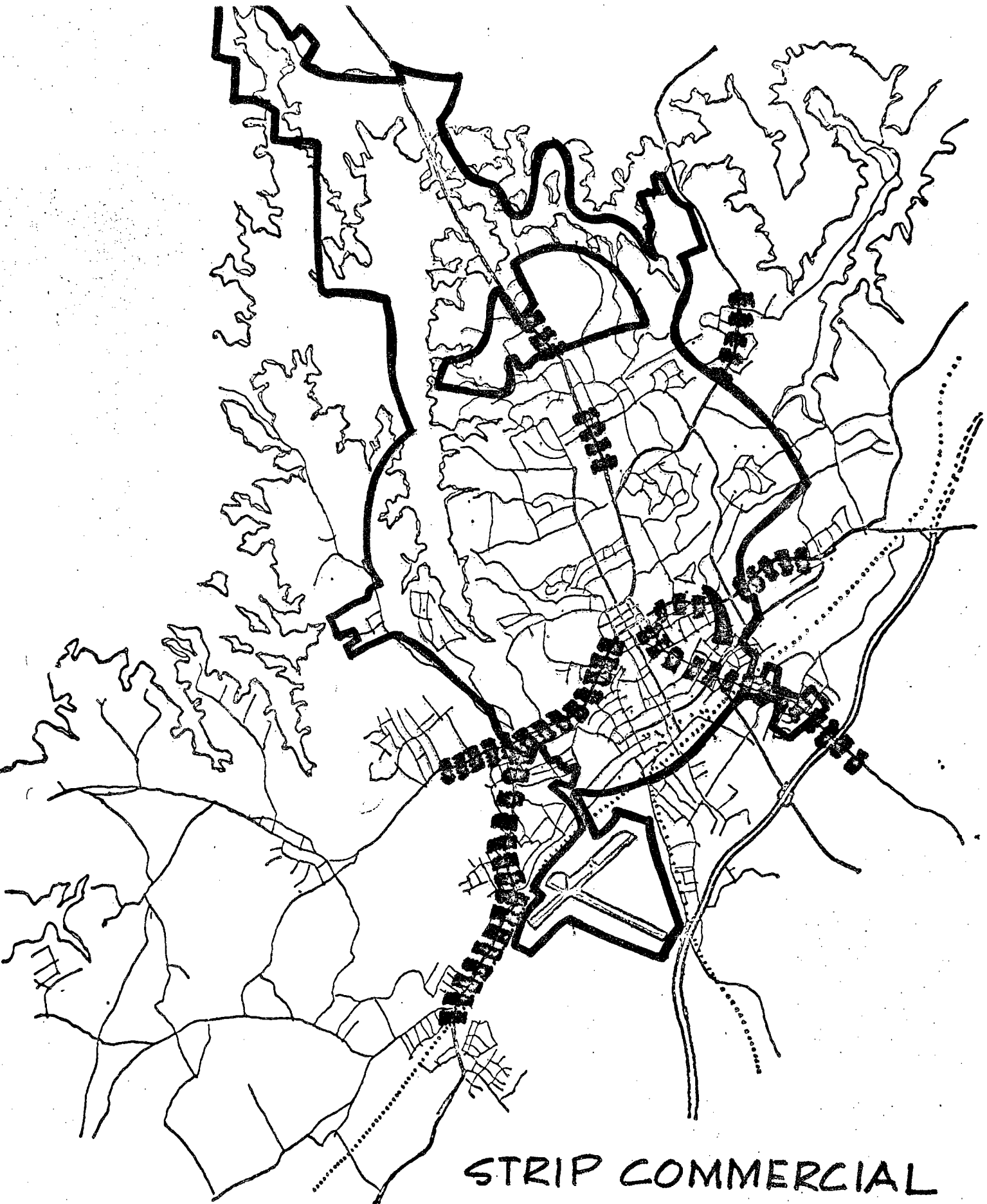


**INDUSTRIAL DEVELOPMENT
GAINESVILLE AREA**



THE HALL COUNTY AREA
INDUSTRIAL DEVELOPMENT





STRIP COMMERCIAL

4. Development (Continued)

Civic Development

The City and County will both benefit from additional civic developments including structures, parks and recreation facilities. Needed structures include a City-County Administration Building, additional public housing and rent supplement housing including poor and elderly, religious center, cultural-art center, multi-use auditorium. The illustration shows existing parks and recreation facilities in the Gainesville area. As urbanized growth continues, the City will find a greater need for trees, playgrounds and parks.

Land Development Plan

The Team felt that the land development plan for urbanized development should be primarily confined to the major Appalachian Ridge Southwest of Gainesville along the access corridor. Urbanization extending in fingers toward the forested areas should be strictly controlled. Forested areas in perpetual open space should be deeded to the County to result in a perpetual open space system breaking up any urbanized development.

Lake Development Opportunities

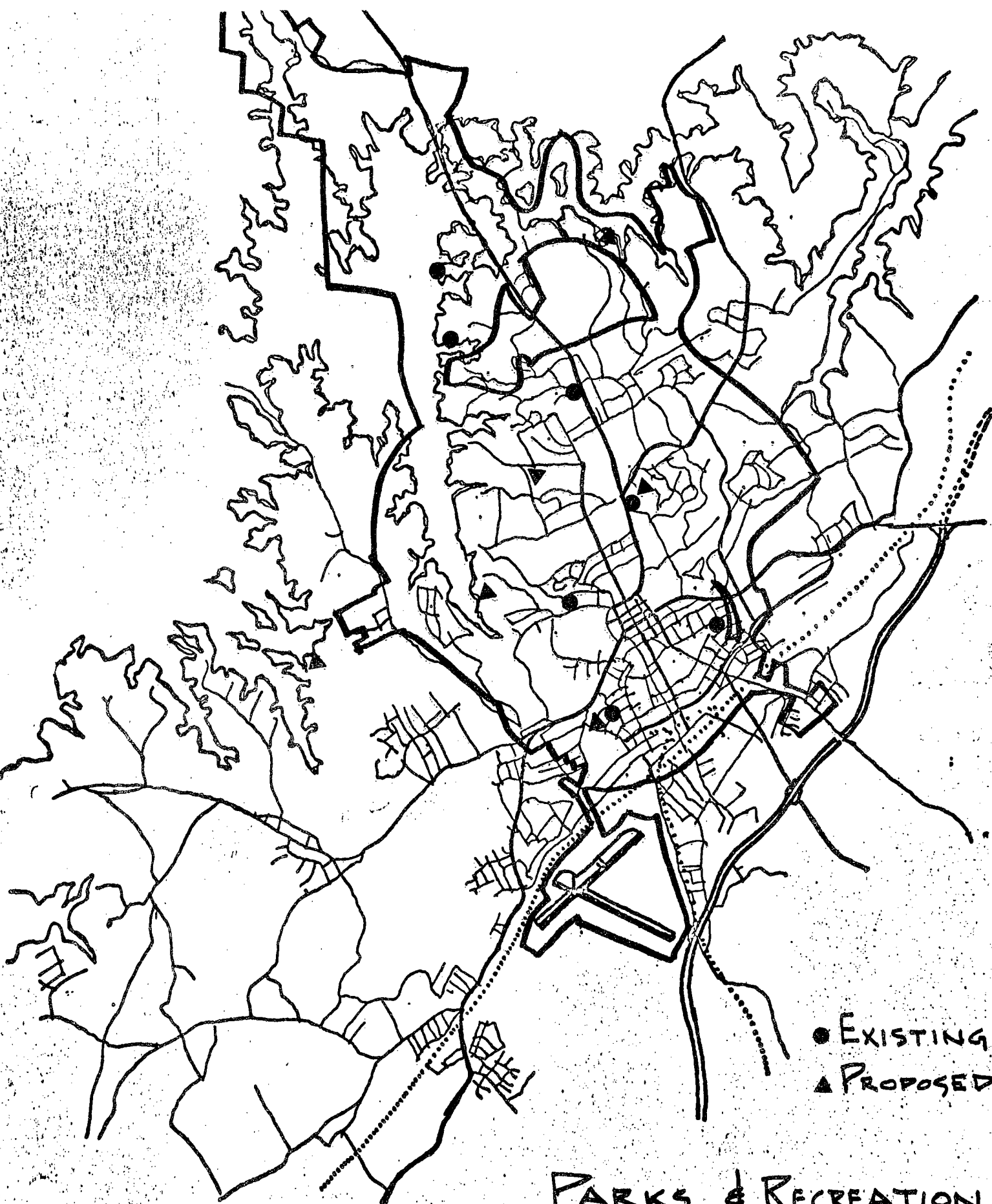
By 1975 the Lake Lanier Islands Authority will have completed construction on the Lake Lanier Islands to include a resort hotel, golf courses, a lodge and convention center, a family hotel, village shops and stores, rental vacation homes and campgrounds, as well as aquatic activities and other major recreational attractions. Over the period 1975-1990, the Lake Lanier Islands should become a major regional and, perhaps, national tourist and convention destination with a consequent impact on the level of sales and services employment and volume in Gainesville and Hall County.

After the market magnetism of the Lake Lanier Islands is firmly established, other tourist-serving attractions and accommodations should begin to cluster in Southwestern Hall County to take advantage of the sizeable market which should be aggregated (it has been estimated that the Lake Lanier Islands will attract an annual visitation of at least three million people by 1975).

Large scale real estate developments intending to merchandise land to this "captive" market are known to be in early planning stages.

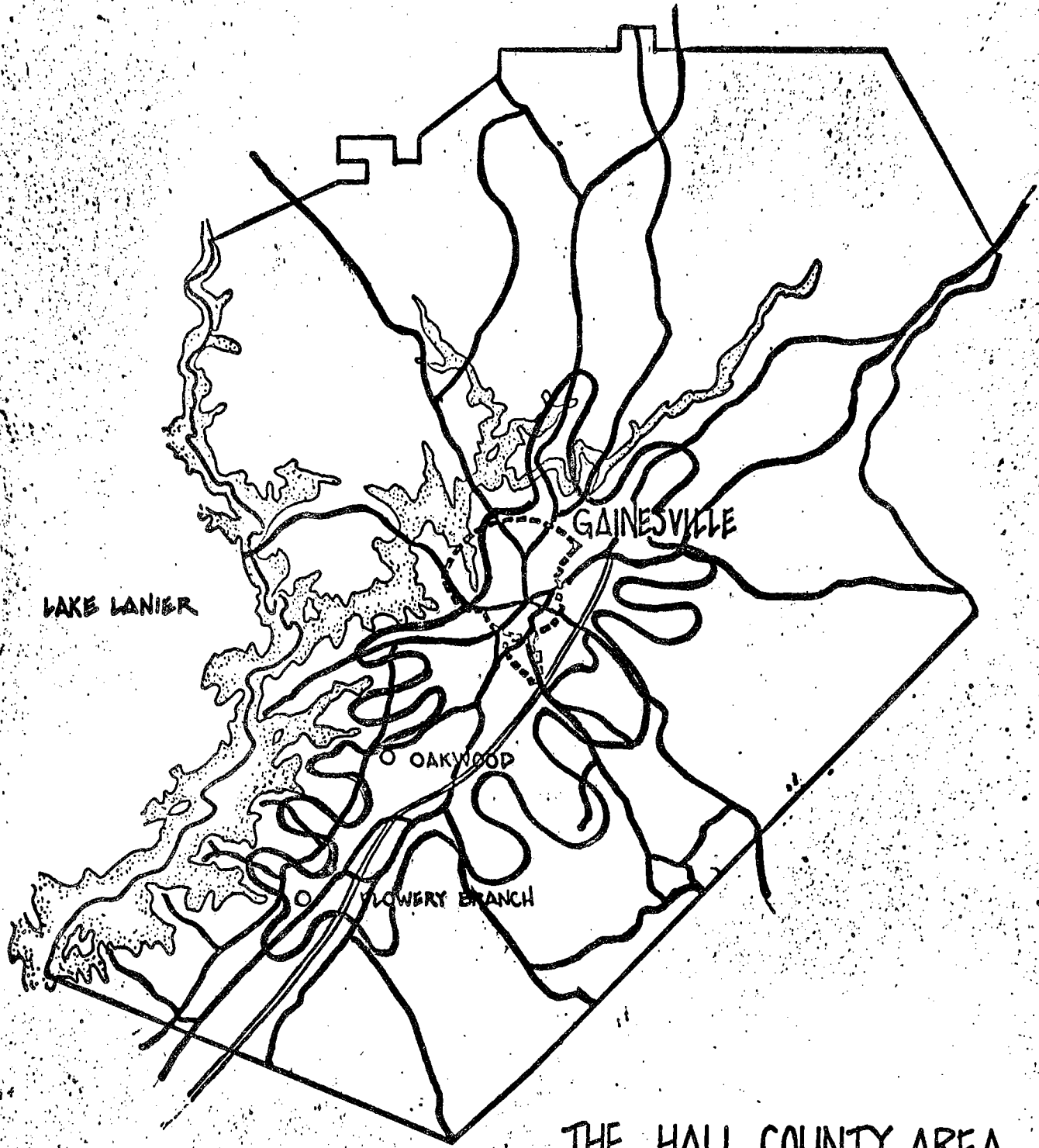
The county should begin to formalize their intentions regarding these second home or bedroom community intrusions.

A large excursion boat is being planned as a commercial entertainment venture related to the Islands Development. It is recommended that a major Gainesville docking facility be created in the Woods Mill Bay area to accommodate this excursion boat. This permanent facility should be planned with the docking of private pleasure craft as well. It is felt that water access is extremely important to the successful building of a major convention/conference complex.



● EXISTING
▲ PROPOSED

PARKS & RECREATION FACILITIES



LAKE LANIER

GAINESVILLE

OAKWOOD

FLOWERY BRANCH

THE HALL COUNTY AREA
LAND DEVELOPMENT PLAN



27.5 MILES

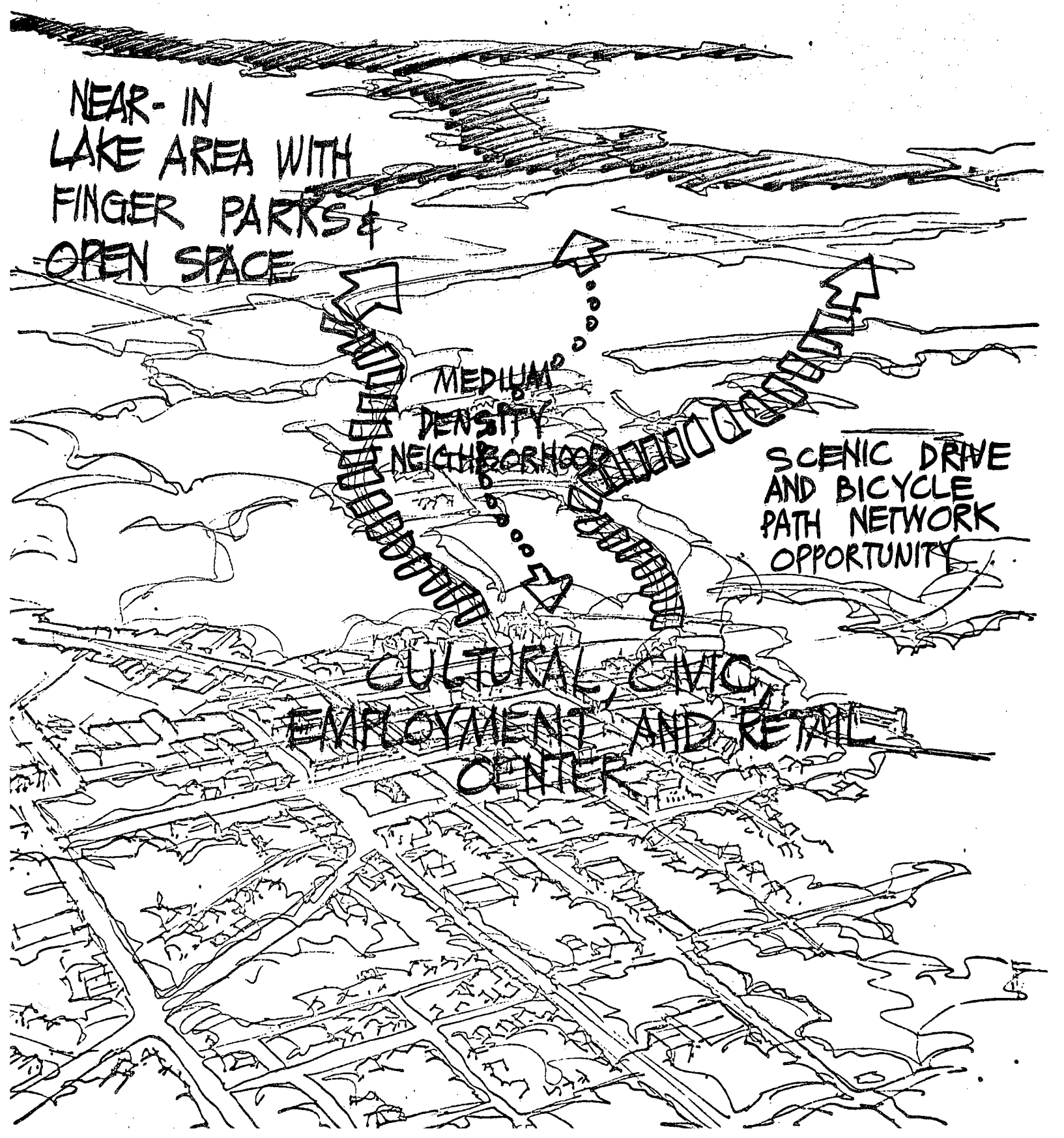
DESIGN OPPORTUNITY

NEAR-IN
LAKE AREA WITH
FINGER PARKS &
OPEN SPACE

MEDIUM
DENSITY
NEIGHBORHOOD

SCENIC DRIVE
AND BICYCLE
PATH NETWORK
OPPORTUNITY

CULTURAL, CIVIC,
EMPLOYMENT AND RETAIL
CENTER



4. Development (Continued)

Lake Development Opportunities (Continued)

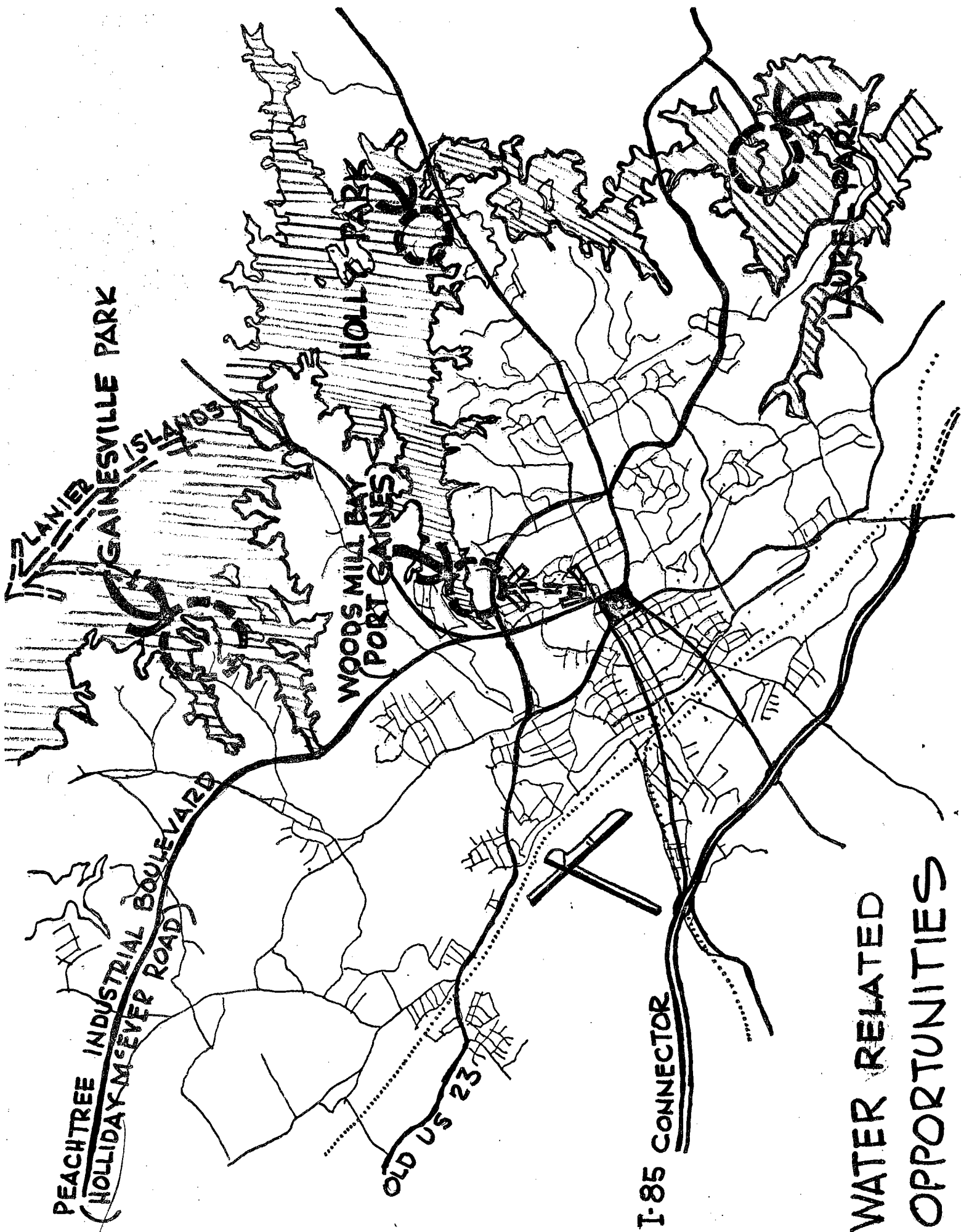
The controlled sale of alcoholic beverages is a controversial issue, but one that must be overcome if first class restaurant and motel accommodations are to be feasible. This issue has been approached sensibly by other communities through regulations regarding scale of dining room, early closing, etc.

The City is presently leasing three large parcels of waterfront property from the Corps of Engineers. Although a commitment to develop these tracts was a part of the City's agreement, no development has been started to date. The City may lose these leases unless development commences soon. Any of the three---Gainesville Park, Holly Park, or Laurel Park---could become Gainesville's needed excursion, public docking and recreation facility. The largest of the three---Gainesville Park---is 85 acres in size, well forested, and highly accessible to population centers.

The Team noticed that the present trend in the construction of boat sheds is toward unsightly structures which are generally of industrial character. It is urged that community groups spearhead planning efforts to improve the character of boatsheds. The simple structures at Holly Park are more attractive and in keeping with the rustic lake front character. Boat sheds and pier facilities should be in keeping with the residences and colors should be low key and muted.

Mobile Homes

The numerous mobile homes in the Gainesville area are indicative of the type of development taking place. Since not too many mobile homes are seen in the City area it is assumed that many of them are located in the County. Adequate control should be placed on the use and siting of mobile homes and residential areas should be protected from mobile home neighbors where adverse affect on existing property values would result. An effort should be made to seek darker, softer colors in keeping with the rural background and to prevent the entire area from looking like a trailer park. Mobile home parks may be beautified with extensive planting as has been effectively accomplished in many other areas.



PEACHTREE INDUSTRIAL BOULEVARD
(HOLIDAY-McEVER ROAD)

WOODS MILL BAY
(PORT GAINES)

HOLLIS PARK

LAKE PARK

OLD US 23

I-85 CONNECTOR

WATER RELATED
OPPORTUNITIES

C. SOCIAL CONSIDERATIONS

The Team thought that Gainesville had a real opportunity to achieve social service and community interaction by providing adequate community center space for residents of the south side. More attention should be given to reviewing the influence of Urban Renewal, Model Cities and public housing on the poor sector of the community. Present programs have not gone far enough to eliminate the inequities in housing, neighborhood and community services and improvements and job opportunities for the poor and disadvantaged minorities. Business, civic and religious leaders should see to it that these inequities are overcome by confronting practical and realistic problems such as providing for inexpensive public transportation and day-care so that poor people have a chance to cope with their problems. The Team felt that in view of the limited size of the poor and minority population that local businessmen and civic leaders should be sensitive to the potential opportunity for expanding the economic vitality of the minority group and a subsequent reduction in the cost of poverty to the community.

BUSINESS OPPORTUNITIES

In terms of major business activities over the next twenty years, the period from 1970 through 1975 should be one which brings a needed diversification in Gainesville's manufacturing employment. Two major housing manufacturers have begun construction of facilities in the Gainesville urban area as of late 1971; the Wrigley Company is presently in operation.

Other major business activities will include continued growth in retail trade employment and selected services employment structure of Gainesville and Hall County become more mature over time.

The decade of the 1980's should see Gainesville and Hall County chosen as an "Atlanta area" location for industries and other businesses that desire to locate in the Atlanta area but find too much congestion and the lack of a suitable environment closer to the heart of the existing city of Atlanta.

The decade of the 1980's should also see present areas which are exurban to Atlanta become suburban to it and experience substantial residential growth. This residential growth will, of course, bring about a renewed demand for sales and services in support of family unit needs.

If the rate of expansion of new job opportunities is as great for the two decades between 1970 and 1980 as it was for the period between 1960 and 1970, Hall County's employment trends should include at least 34,850 jobs by 1980 and 49,000 jobs by 1990 as is shown in the following table.

EMPLOYMENT PROJECTIONS TO 1990, HALL COUNTY.

	1960	1970	1975	1980	1985	1990
Manufacturing	7,590	10,060	11,700	13,350	15,525	17,700
Nonmanufacturing	7,210	11,540	15,000	18,470	24,000	29,500
Total Employment	18,770	24,900	29,875	34,850	41,900	49,000

NOTE: Total Employment includes manufacturing, nonmanufacturing, farm workers, self-employed, unpaid family workers, and domestics

Income in the City of Gainesville should continue to rise over the planning period with the probably result that over half the families in the city will have incomes in excess of \$10,000 at the end of the twenty-year period. A projection of incomes to 1990 by income bracket is shown in the following table; it reveals that within 18 years over half of Gainesville's households are expected to earn in excess of \$10,000.

INCOME DISTRIBUTION FORECASTS FOR
GAINESVILLE, 1970-1990

Year	\$0-2,999	\$3,000-4,999	\$5,000-7,999	\$8,000-9,999	Over \$10,000
1970	20.6	16.0	21.7	11.2	30.6
1980	9.1	8.4	18.8	16.7	47.0
1990	9.0	7.2	15.2	13.9	54.7

NOTE: Figures in body of table are percentages of total households in the city. Assumptions upon which these forecasts are made include a continuation of present national welfare policy (i.e., no guaranteed annual income) and a continuation of the

present slow rate of city annexation.

It is expected that with a program of diversification in manufacturing employment, which has already begun, more professional and technical workers will be attracted into Gainesville and Hall County. It is conceivable that with the environmental advantages of Hall County and its proximity to Atlanta that the City could attract the headquarters or office functions of some small manufacturing firms.

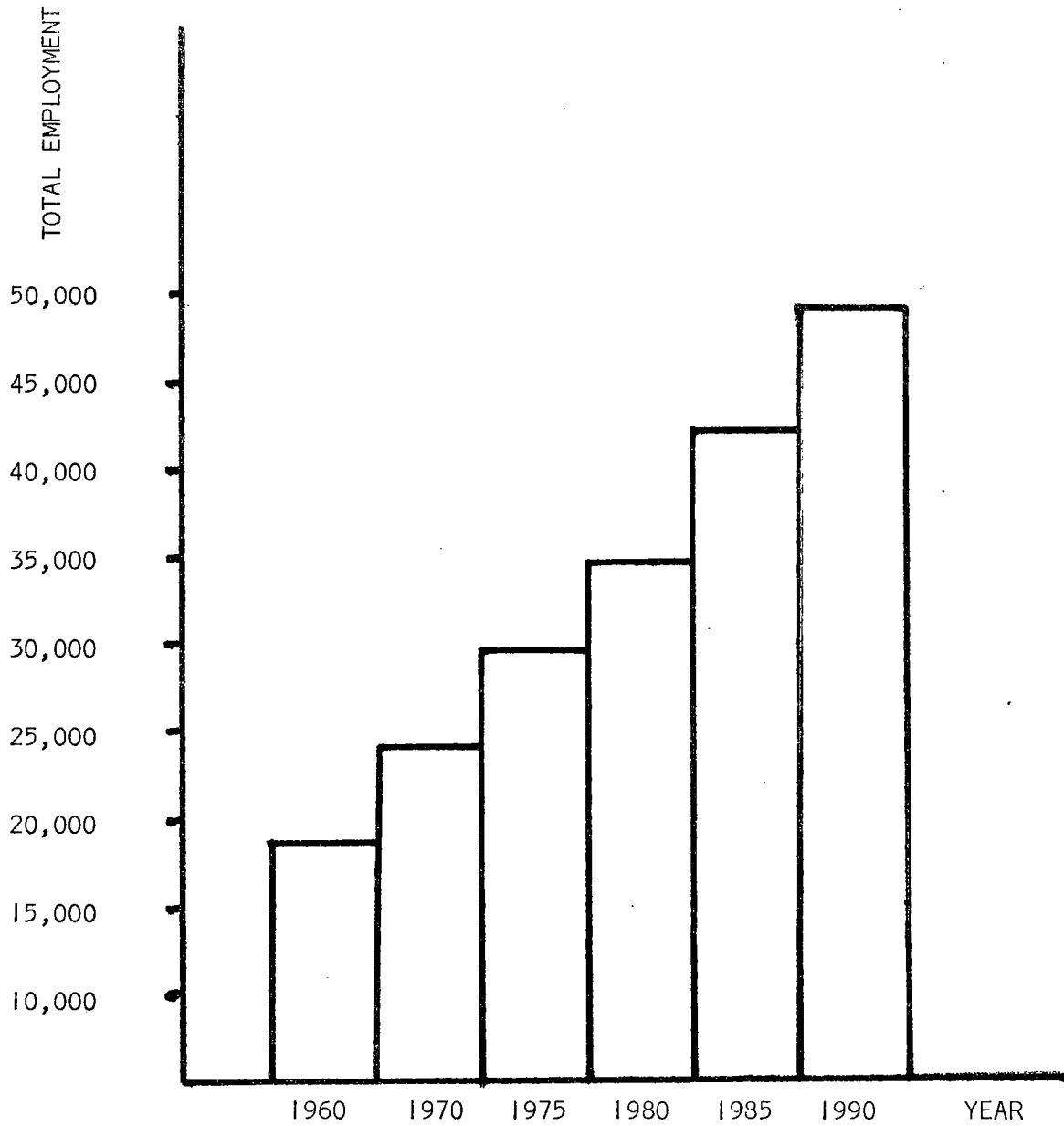
Retail sales per capita almost doubled in Hall County between 1960 and 1970, increasing from near \$1,000 to almost \$2,000. With these growth rates and those cited elsewhere, retail sales should increase to values stated in the following table.

RETAIL SALES FORECASTS FOR GAINESVILLE AND HALL COUNTY
1970-1990
(\$1,000)

	1960	1970	1975	1980	1985	1990
Gainesville	43,360	89,891	138,000	186,300	286,100	386,000
Hall County	52,223	116,204	187,000	258,500	417,000	575,000

Source: Associates in Planning and Development Consulting, Inc.

Growth should continue to be more rapid in unincorporated portions of the county, but Gainesville will probably still capture over 65 percent of total sales in 1990 (without boundary changes). Economic viability is perhaps the most desirable ally of good planning practices and successful development programs.



HALL COUNTY PROJECTED EMPLOYMENT TO 1990

The cycle of maturity in a local economy brings about more rapid creation of sales and services jobs after basic employment, usually in manufacturing, is established. One additional fact concerning this category of the economy and wholesale trade and retail trade is that tourism is a significant portion of the Gainesville-Hall County economic base, and unlike many other areas, a portion of all jobs would have to be considered as basic rather than non-basic since they attract and are supported by the dollars of tourists from outside the area. While industry is characterized by its cleanliness, the users of recreational resources do not always pay their full share of the costs for provision and maintenance of the facilities they demand. For this reason cost-benefit studies should accompany all plans to encourage growth of recreation/tourism development.

Atlanta's continued growth to the north spurred by construction of the perimeter highway, Peachtree Industrial Boulevard and other thoroughfares has brought a burgeoning market to within thirty minutes reach of Gainesville industry. The northeast expressway I-85 will undergo a massive widening program this fall.

While the County's average salary per employee per quarter stood at \$1,200 (\$4,800 per year), the two highest paying categories, wholesale trade at \$1,629 and finance insurance and real estate at \$1,659, are beginning to grow at faster rates than several other industry types. The following table gives relative position of County payrolls.

PAYROLL STRUCTURE FOR FIRST QUARTER OF 1970, HALL COUNTY

	Taxable Payroll (\$)	Percent Of Total	Taxable Payroll Per Employee Per Quarter
Total	\$24,794,000	100.0	\$1,200
Agricultural Services	731,000	2.9	1,191
Contract Construction	1,460,000	5.9	1,300
Manufacturing	13,266,000	53.5	1,245
Transportation, Etc.	1,333,000	5.4	1,391
Wholesale Trade	1,562,000	6.3	1,629
Retail Trade	3,112,000	12.6	1,001
Finance, Insurance, and Real Estate	1,067,000	4.3	1,659
Services	2,041,000	8.2	844
Other	222,000	0.9	1,500

Source: U.S., Bureau of Census, "County Business Patterns, 1970: Georgia," p.p. 87-89.

EMPLOYMENT OPPORTUNITIES

County-wide employment gains have been seen in the past decade. Low wage industries principally employing women is gradually given way to non-manufacturing employers seeking more highly skilled personnel. The provision of well planned serviced and protected industrial areas has contributed greatly to this emerging trend. Wrigley, Inc. alone will employ more than 350 persons at full capacity. The following table reveals employment changes since 1960.

NON-MANUFACTURING EMPLOYMENT BY INDUSTRY GROUPS HALL COUNTY, 1960-1970

Industry	1960	1967	1970
Contract Construction	610	900	940
Transportation, Etc.	610	910	930
Trade	2,600	3,620	3,830
Finance, Insurance, and Real Estate	500	600	650
Service	1,120	1,690	1,910
Government	1,560	2,630	2,930
All Other Non-manufacturing	<u>210</u>	<u>230</u>	<u>-</u>
TOTAL	7,210	10,580	11,540

Source: Georgia, Department of Labor, "Georgia Civilian Work Force Estimates By Area," (September, 1968 and February, 1971).

EDUCATIONAL OPPORTUNITIES

Quality of public education has emerged in recent years as one of the most -- if not the most -- important factor regarding location of industries as well as of individual households. The City system has always compared extremely well with other Georgia communities; the County system has fared less well. As may be seen in the following Table, the median level of education for persons 25 years old and over in Gainesville has historically exceeded figures for the state of Georgia and for Hall County. In fact, Gainesville compared very well (as did few places in Georgia) with the nation as a whole in 1960. The national median in that year was 10.6 years.

MEDIAN SCHOOL YEARS COMPLETED
PERSONS 25 YEARS OLD AND OVER - 1950 AND 1960

Area	1950	1960	Percent Change 1950-1960
Gainesville	8.8	10.1	14.8
Hall County	7.5	8.4	12.0
Georgia	7.8	9.0	15.4

NOTE: Data for 1970 not available until late 1972.

SOURCE: U. S., Bureau of the Census, "Census of Population: Georgia," (1950 and 1960).

Although more recent information is not available at this time concerning educational achievement, it could be assumed that the median for Gainesville in 1970 was probably in excess of 12 years

and that the median for Hall County was probably near 10 years.

Another focal point of the Gainesville Model Cities program and also of the Gainesville Board of Education is improving the educational opportunities for Blacks and in bringing all citizens into the mainstream of life. However, this was not the case in 1960 as there was a wide gulf between the educational and income characteristics of the total population of Gainesville and its Black component. It is felt that when final education and income data are available from the 1970 Census of Population, these two gaps will be closed significantly as compared with 1960.

The enrollment of City schools is expected to decline as families with children continue to migrate to newly developing suburban areas. Accordingly they will demand a higher standard of physical facilities (plant and equipment) as well as of teaching, itself; City families will not willingly accept lowering of standards to which they have become accustomed. Consolidation of administration and teaching staffs as well as of facilities is seen as an opportunity to increase the quality of educational service while not increasing (not necessarily decreasing) costs.

This change of systems presents new opportunities for program expansion and innovation. Consolidation should not be attempted until both systems agree upon the issue and upon implementation of at least some of the experimental programs under way in other Georgia systems.

D. DOWNTOWN REDEVELOPMENT OPPORTUNITIES

Though retail spending patterns are in a state of flux nationally, Gainesville's central business district remains the trading focus for a multi-county area. The impact of suburban shopping offerings is being strongly felt by a number of downtown merchants, however. The transition from a convenience and shoppers goods orientation to speciality goods and services is clearly having negative repercussions at this time. A concerted public-private downtown revitalization effort is seen as mandatory to restore former confidence levels.

The local core area (bounded by Brenau Avenue, Sycamore Street, Church Street and Grove Street) is currently experiencing economic decline due to a number of problems: the area is an old one and little remodeling or rebuilding has occurred in the past decades; the dilapidated condition of the area is most striking to any newcomer or visitor; the inadequate traffic flow plan which causes congestion by routing through traffic into the area. A bird's eye view of the downtown as it might become is shown in the following sketch.

A shortage of parking for both employees and shoppers has been identified; pedestrians must compete with vehicles in the high traffic areas. These problems and the lure of suburban shopping centers have caused many tenants and patrons to leave the downtown area. This vacancy accelerates the deterioration of the area because of lack of maintenance and vandalism.

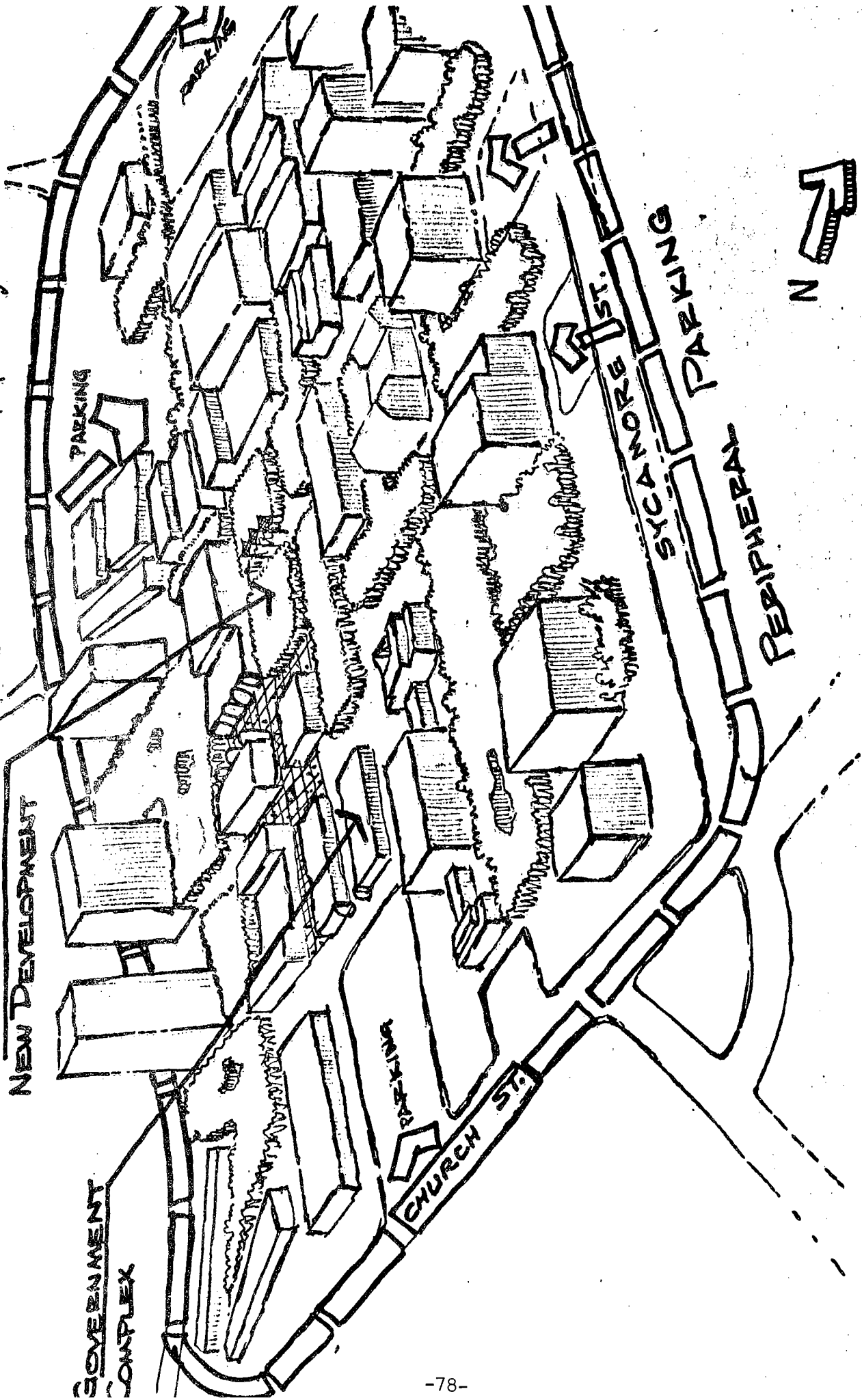
The downtown merchants as well as the community have been aware of these problems for years. Studies of the core have been made in the past and have largely been ignored. In order for the current powers and interests to initiate action and implement plans, the objectives of the revitalization must be defined. The RUDAT visit presents the community with a benchmark for regional as well as local self-improvement. The existing Downtown Development Corporation is seen as the proper mechanism for organization and in large part-- implementation of a central areas improvement program. The following recommendations are drawn from observations as well as leadership's stated concerns.

The central position of the downtown with access that can be improved with minimal taking of other properties places its potential well above those of other commercial centers in North Georgia. Opportunities for a governmental administrative center, a major retailing anchor, a conference-convention facility, offices and speciality shopping concentrations are well known by local business and governmental leaders. An explicit commitment to the time-staged development of these agreed-upon needs must be made.

MAJOR COMMITMENT -
PEDESTRIAN ORIENTED SQUARE
(Shade, water, fountains,
seating, people, etc.)

NEW DEVELOPMENT

GOVERNMENT
COMPLEX



AERIAL VIEW OF REVITALIZED
DOWNTOWN CORE

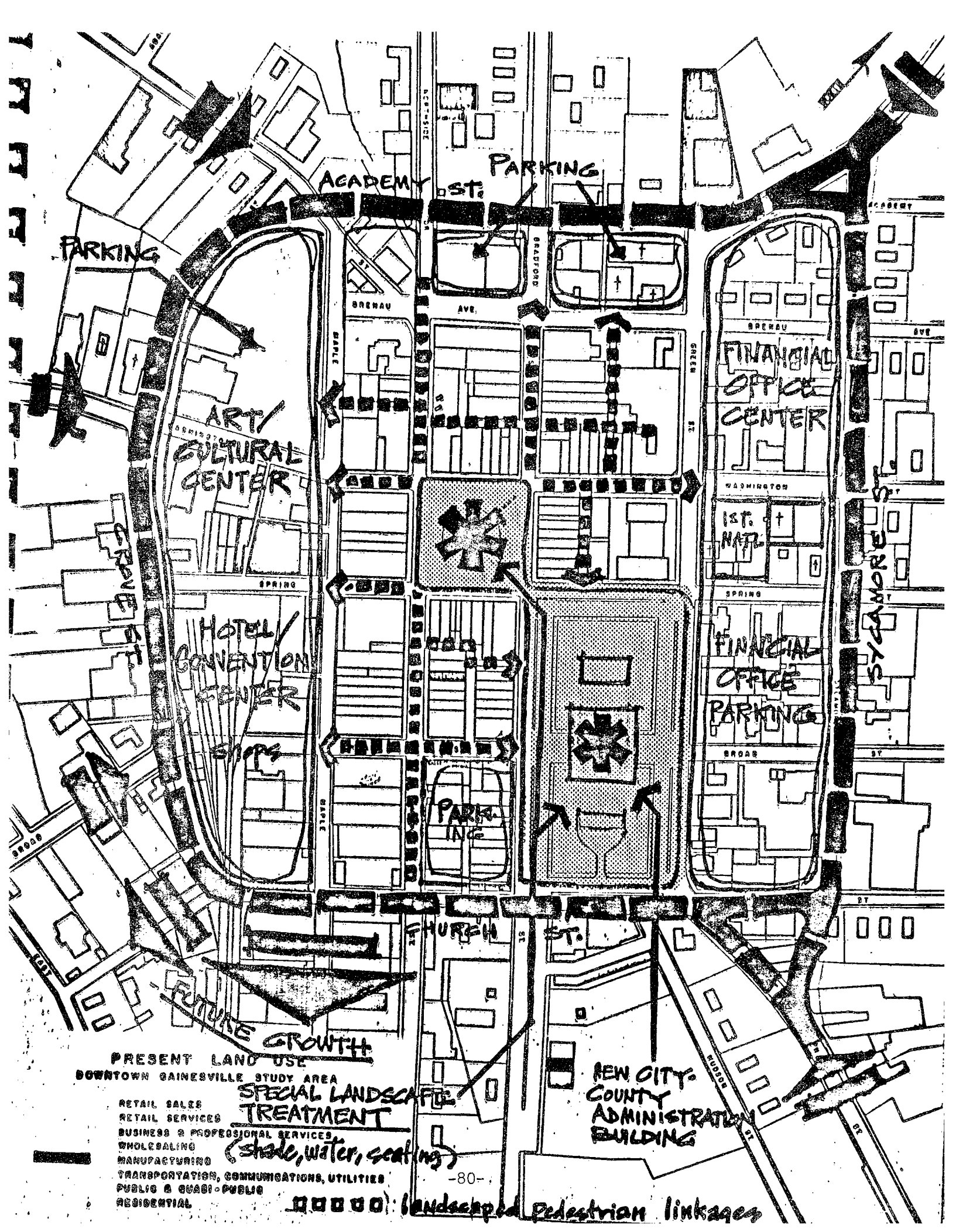
A second recommendation concerns the implementation process; the establishment of a development officer jointly funded by the City and County to coordinate Downtown Development Corporation efforts with those of a real estate investment trust should be investigated as a source of private funds.

A third recommendation deals with larger area access planning. Steps should be taken to maintain and increase the traffic carrying capacity of the new road system. Development, except at major intersections (which are being intensively developed as commercial nodes) should be held behind scenic easements along these high capacity arteries, rather than face directly onto them. A simple addition to the existing zoning ordinance could insure this by controlling curb cuts and setbacks along these thoroughfares.

A fourth recommendation is that a buffered or landscaped boulevard be created to link the downtown to the Atlanta connector. Coupled with this is the need to protect existing routes to the Connector from unsightly strip development. All of the existing major entrances to the city suffer from varying degrees of blight due to marginal development. These cramped, dangerous corridors create a negative first impression on area visitors. Zoning is a possible way to prevent a recurrence of earlier errors. A fifth recommendation cites the opportunity to link major employment, residential and retail areas by some form of public transportation. The central core has a place in retailing that shopping centers may never have and vice versa. A public transportation line would be a beginning in the establishment of a healthy relationship between these town land uses.

A sixth recommendation is that the city government and real estate industry commit themselves to policies which would create medium to high density housing facilities near the central core. Programs such as Model Cities and Urban Renewal could be responsible for creation of several sites for this housing; the private sector has ample opportunities for the actual development of this housing type. The Northwest neighborhood would be a prime location for medium-rise apartment structures catering to middle class tenants.

A seventh recommendation is the continued implementation of the downtown shoppers loop (Sycamore, Academy, Grove and Church Streets) coupled with selective street closings and landscaped parking lots or decks. The widening of Sycamore to a major boulevard generates opportunities for a new in-town office park to the east. This concept is shown in the following diagramatic plan. The assemblage of smaller parcels along Grove on the west side presents an appropriate site for the convention/conference facility along with the retail anchor complex previously mentioned. The final recommendation calls for the immediate beginning of a phased pedestrian network to safely and attractively link downtown's existing and proposed major use areas. Sun control, tree planting and graphic design co-ordination should be implemented as integral parts of the revitalization program.



ACADEMY ST. PARKING

PARKING

ART/CULTURAL CENTER

FINANCIAL OFFICE CENTER

HOTEL/CONVENTION CENTER

FINANCIAL OFFICE PARKING

PARKING

NEW CITY COUNTY ADMINISTRATION BUILDING

PRESENT LAND USE

DOWNTOWN GAINESVILLE STUDY AREA

- RETAIL SALES
- RETAIL SERVICES
- BUSINESS & PROFESSIONAL SERVICES
- WHOLESALE
- MANUFACTURING
- TRANSPORTATION, COMMUNICATIONS, UTILITIES
- PUBLIC & QUASI-PUBLIC
- RESIDENTIAL

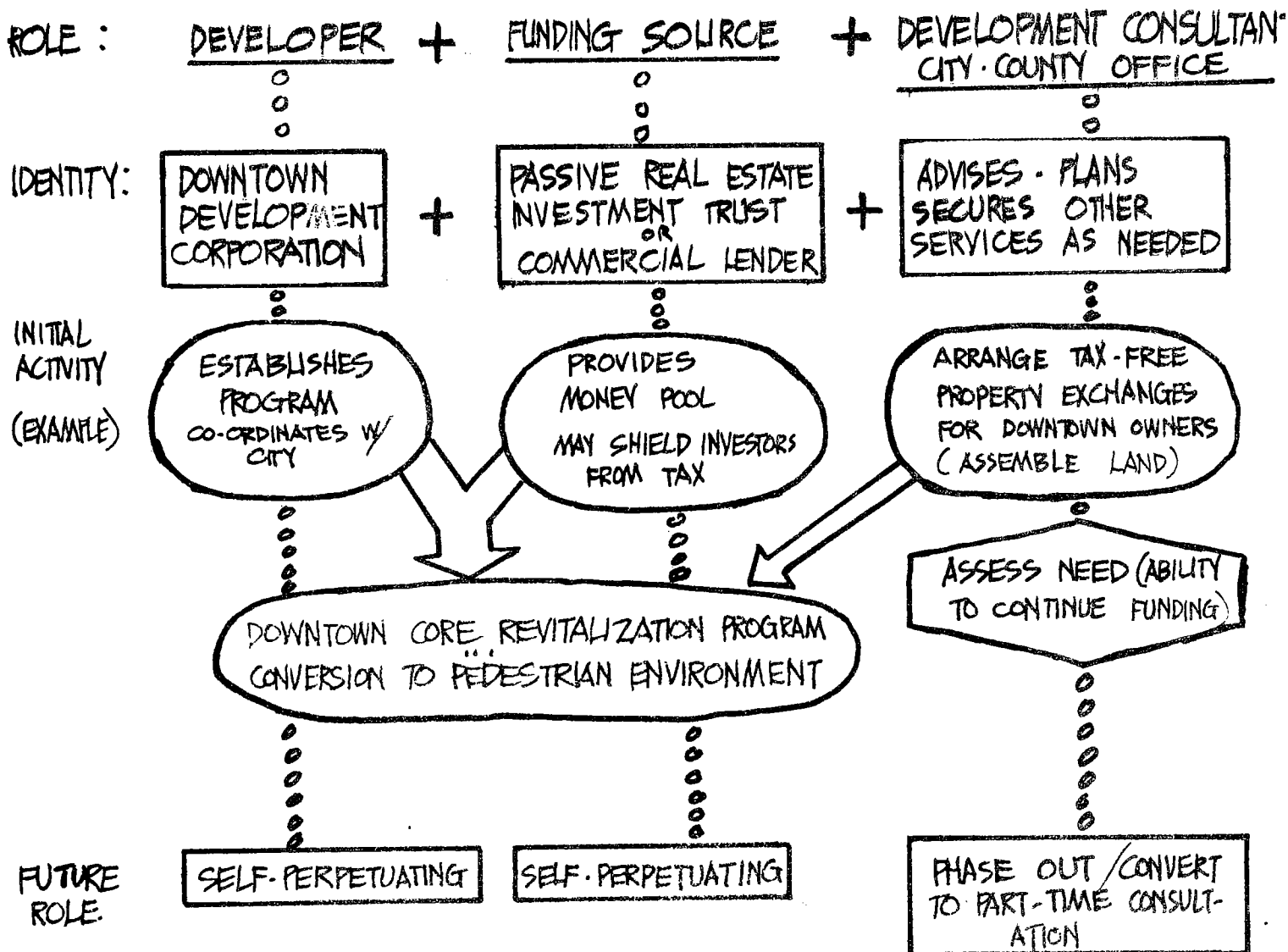
SPECIAL LANDSCAPE TREATMENT

(shade, water, seating)

landscaped pedestrian linkages

Gainesville is exceedingly fortunate to be in the position of shaping rather than creating economic growth. The decades of the 70's and 80's present leadership with the ability to achieve national recognition for its contributions to the quality of everyday life in its important downtown area.

The assemblage of smaller parcels of downtown land into useful sites appropriate for modern structures having parking and landscaped pedestrian areas is mandatory. This has proved to be a critical issue in most development programs. The planning process must embrace innovative implementation tools if it is to be effective. The creative use of tax-free property exchanges has been used in some larger cities and is appropriate in Gainesville. A major funding pool must be established to initiate this land inventory; the following diagram interrelates the several roles that must be coordinated if such for-reaching programs are to be undertaken.



IV - RESPONSE TO TESTIMONY

MODEL CITIES PROGRAM

Apparently the Model Cities Program has had a generally beneficial effect in Gainesville. This should be continued. Proposals for a Neighborhood Development Program, additional low cost housing, Comprehensive Social Service System, and various new public facilities are worthy of pursuit.

In the latter category, it appears that a Criminal Justice Center is badly needed to replace the existing jail. A City-County Office Building is also desirable as a means of encouraging consolidated governmental services. Not to be overlooked is the expressed need for a Southside Community Center, surely very eligible for Model Cities funding.

URBAN RENEWAL PROGRAM

This program has been in effect since 1964, and whatever its accomplishments, has fallen short of being a success by any reasonable standard.

It is commendable that the tax revenue from the renewal area is greater now than before renewal began, as this is certainly intended in projects of this kind. However, the first purpose of such an effort is to restore the project area to a useful and humanly acceptable condition. This has not happened to a substantial portion of the project. After eight years, there are fewer dwelling units in the project area than at its beginning, and large tracts remain undeveloped.

While current Federal policy regarding the withholding of redevelopment funds may be an inhibiting factor in the development process, it is also likely that slow progress on public improvements (particularly the Church Street widening) had discouraged private housing developers. As for commercial development within the project, the problems of the downtown business area are so extensive and severe as to indicate that the availability of this additional development area will offer little relief. Indeed, it is not likely to attract the interest of developers for this reason, and it would, therefore, be advisable to revise the plan to use this space for additional badly needed housing and related facilities.

Southeast Project Number One does not embrace nearly all of the area in need of redevelopment, and although additional Urban Renewal Projects were originally contemplated, the many difficulties experienced in this first one argue for a different approach. The suggestion that the Neighborhood Development Program be utilized is worthy of serious and immediate attention, as one possible alternative.

NEWSPAPER

The existence of a local daily newspaper and a weekly in the Gainesville/Hall County area is a valuable asset since it can afford to provide the detailed coverage of local issues which is vitally necessary to an improvement effort. The paper should continue to encourage high standards and constructive change. It should take a regional viewpoint in these matters, seeking to relate individual day-to-day events to the long-term goals of the entire area.

CHAMBER OF COMMERCE

There is a commendable interest on the part of the Chamber in orderly growth, efficient and effective governmental services, and new opportunities for area improvement. The business community should recognize a special responsibility to support change of this kind, recognizing that the alternatives are stagnation and decay on one hand, and rampant exploitation on the other. It should also recognize that the economic welfare of the entire lake region is closely inter-related, calling for a broad-scale approach to future growth and development. This will require a major commitment of local "front end" equity, if rapidly growing outside economic forces are to be given positive direction.

There is evidence that economic opportunity is not fully available to all members of the community. Business leaders should accept responsibility to developing the day-care facilities and home-to-job transportation which is needed in order to fully utilize the available work-force and increase the economic ability of the area.

TRANSPORTATION

The transportation issue should be considered on major levels. The regional transportation concerns prompt further commercial consideration to the Gainesville airport. There might be scheduled connections between Gainesville and other towns of the county with Atlanta. Within the regional level, Gainesville will ultimately be a part of the Metropolitan Atlanta Rapid Transit Authority "MARTA". This prompts the consideration of a transit station location which should serve in the best interests of Gainesville. Also on the regional level, is the existing Interstate Highway System, which has had an impact on Gainesville by developing it as a source of employment for Atlanta. In exchange, the Highway System has made Gainesville and its recreational potential much more accessible to Atlanta and other areas of the county.

In Gainesville and the urban surroundings it appears that the city should consider a bus system. This network would relieve some of the parking requirements for shoppers and persons working in the downtown area. Also, the bus system would give assistance to working people, students transportation and persons desiring transportation to the Lake Shore Parks and recreation sites who do not have automobiles.

The third level of transportation would include bicycle and foot traffic circulation with concern for providing access corridors to the city areas; shops, library, cultural centers, schools and recreation facilities with concern for eliminating cross circulation and congestion.

BLACK COMMUNITY

It is evident that although the Black minority of Gainesville/Hall County citizens have achieved a voice in community affairs, there has been inadequate response to the needs they have expressed.

Housing for low income families, particularly the Black minority group, continues to be inadequate. Although Gainesville's overall population has declined somewhat over the past ten years, the number of Blacks in the city has increased by about 1500 persons. In addition, Urban Renewal has dislocated many Black residents. These families have often found it necessary to relocate in housing that is no better than that which they left, sometimes at less convenient points outside the town. Many other families continue to live in sub-standard housing, both in and outside of Gainesville.

During the past 7 years, 848 units of dilapidated housing have been demolished within the city, while only about 650 new low-cost units have been built. Consequently a significant number of low income (Black) families have had to find new living places within the existing housing stock. Clearly, an increased supply of low-cost but good quality housing is needed.

Black neighborhoods typically have streets in poor condition, with evidence of inadequate utilities, and with poor traffic circulation patterns. Those outside the city are far removed from shopping facilities or other community services. With no public transportation, a high degree of isolation results.

Such neighborhoods are dehumanizing to their occupants, and are a blight on the entire area. They constitute a major challenge to all citizens to make significant improvements. Some specific proposals which could aid in this are:

1. Some form of public transportation.
2. A South-side community center.
3. A mechanism for better flow of information on governmental agency activities to the Black community.
4. Better opportunities for Black contractors and other businessmen.
5. Street and storm drainage improvements.

Lack of economic opportunity results in the permanent departure of many highly motivated Blacks from the Gainesville/Hall County area at the time they go to college. No incentives exist to attract them back to their home community, where they could provide sorely needed leadership and good example. Instead, those who remain tend to repeat the cycle of under-achievement and poverty which is growing ever more costly to the community at large. This destructive influence should be arrested as soon as possible through better housing, community services, and job opportunities.



REDEVELOPED
SINGLE FAMILY
MIDDLE INCOME

MORNING SIDE
WELLSBORO HOUSING
MIDDLE INCOME HOUSING

RURAL
SLUMS

CITY - COUNTY
LANDFILL

ABANDONED
BUTLER
HIGH SCHOOL

I-85 CONNECTOR

ATHENS ROAD

ERIORATING
NEIGHBOR HOUSING

STREET

THOMAS
ROAD

UNIVERSITY
AVENUE

WILSON
ST.

BRADFORD ST.

CITY LIMITS

INDUSTRIAL BLVD.

MINORITY DISPLACEMENT

CHURCHES

Gainesville's major churches appear to be directing their energies more toward the support of community needs and values. In this connection, they are endeavoring to provide day-care facilities, recreation opportunities, and specialized housing sponsorship. Several propose to relocate to larger sites where adequate parking can be provided, and where new structures suitable for a community-oriented style of activity can be built.

The abandonment of downtown church sites may be a further depressant to the vitality of the central business district. On the other hand, these institutions could be a positive influence for rebuilding the town center if their land holdings were utilized as part of a general redevelopment effort. In particular, housing for the elderly at several levels of care, together with related service and recreational facilities, could be an appropriate high-density use of these sites which would enhance the stability of the area. The service and recreational functions could be tied into development of a downtown religious center supported collectively by several denominations.

HEALTH DEPARTMENT

The Department of Human Resources/Public Health, in order to preserve the quality of the environment in Hall County, must actively participate in the plan for controlled development to offer its expertise in sewage run-off as it relates to soil condition and percolation. Currently there are exhibits of pollution from housing developments in areas where run-off into such surface streams as Flat Creek and others which will eventually render Lake Lanier undesirable as a major recreation center. Particular attention to the solid waste disposal system of land fill should be given since it appears inconsistent with the Department's regulations requiring a quality aesthetic impact. There are other alternatives to this "strip mining" character of disposal. With reference to the poultry processing industry, there is evidence in the Water Quality Control hearings that pollution from this industry has reached a critical point. There are no provisions evident for the disposition of the poultry industry's waste related to "wash down" procedure policies. This waste has been let to run into the storm sewers and due to its lack of decomposition has contributed to the congestion in the creek beds. This condition must be rectified if the full economic/recreational value of Lake Lanier is to be realized, and a quality of life in Hall County preserved.

FINANCIAL COMMUNITY

Many constructive concepts and projects are advocated by this group. Among these are governmental consolidation, the development of a new City/County Office Building, encouragement of tourism and recreation activities, and the development of a strong financial/business/government center in Gainesville.

FINANCIAL COMMUNITY: (Continued)

In order to accomplish large scale improvements, the need for attracting outside capital is recognized. However, it is not clear whether there is full appreciation of the need for establishing clear and widely supported development goals for the area, and for the commitment of local capital to the realization of these goals as an incentive to outside interests. Such incentives, as well as reasonable development control mechanisms, are necessary if orderly and beneficial development is to be achieved.

PARKS AND RECREATION

The existing parks and recreation sites under the control and maintenance of Gainesville, Hall County, and the Corps of Engineers are concentrated in and around Lake Lanier. The exception is the Civic Building Center Facility. To achieve a better quality of life in Gainesville and within its surrounding residential communities the City and County Parks and Recreation Departments should consolidate their efforts to concentrate on the development of the City Square into a more central park-like quality by removing parking from this area and reclaiming it as a pedestrian open space, with tree planting and seating to produce a comfortable atmosphere. In the surrounding communities within and beyond the city boundaries, smaller community parks should be developed to raise the quality of the neighborhoods by providing a park focus for recreation and relaxation. Particular attention should be given to the Southeast sector of Gainesville, Morningside and the portions of this area in Hall County.

The existing park and recreation sites bordering Lake Lanier could be further developed to include camping facilities; hot water, showers, and toilets. These camping/recreation areas should be provided with caretaker services to discourage the current property damage and manage a modest charge for overnight campers. The County/City Park and Recreation Department should develop a schedule of development based on increased use of their third park site at Laurel Park, which appears to be potentially the best site.

SCHOOLS

In the interest of a more efficiently managed school system a consolidation effort between the City and County School Systems is recommended. Assuming that through proper control mechanisms there emerges within Hall County well-planned housing developments, an upgraded county school system can be an inducement to quality industry to locate within the region. This consolidation also will provide greater utilization of the existing teaching staff and facilities. The existing county bus system with slight addition could handle the transportation of both city and county students. Of the existing teaching facilities such capital investments as E. E. Butler Elementary School could be put to use by the residents of the county.

SCHOOLS: (Continued)

In order to insure a high quality of administration on the school board, the new system should proceed in the direction of elected board members and hired superintendent. The quality of education relies on the inspiration and leadership of a strong board, and it is a community responsibility to take this position of leadership and the citizenry to ensure that a high standard of individual is elected to these positions.

ART ASSOCIATION

The Quinlan Art Center is a major cultural asset to the City of Gainesville and Hall County. This facility should continue to be held in high regard by the Community. It offers a special opportunity for education in the visual arts which will produce an architectural awareness within the Community. The Association should pursue exhibits of contemporary art sculpture and architecture so that the public will grow in its appreciation.

ARTS COUNCIL

The Council should pursue the design and construction of a Performing Arts Building to provide a facility for the representative areas of the art community. With interests of the entire Gainesville population in mind, the building site should be so located as to be within the population center as a major local arts tourist attraction. This Arts Building may be one of the sources of stimulation for the deteriorating city center and could be so sited to encourage a daytime and evening source of activity for the downtown. If the goal of revitalizing the downtown is pursued and the Performing Arts Building is located within the city center, then the issues of automobile circulation, parking and a city transportation system for the outlying residents must be considered.

GARDEN CLUBS

The Garden Club, in order to improve the visual quality of the downtown environs, should participate in a joint planning effort with the City/County Parks and Recreation Department to develop a city garden beautification plan.

O.E.O. PROGRAM

The Concentrated Employment Program, the Manpower and Employment segment of O.E.O. is actively working with the hard core unemployed in the Gainesville Area. They have provided job orientation, assessment, counseling, training and supportive services, if needed, prior to job entry and follow-up during the thirty day period after job entry for 326 enrollees since May 1971.

Since employment in the area is expected to increase 40% between the 1970-1980 period if capitalized to its fullest potential this program can provide a means of turning a debit to the community into an economic and social credit. This can be realized by training the hard core unemployed to become participative and contributive members of society.

Presently there are certain factors which work against the CEP program and lock the enrollees into their poverty cycle. The major problem is that the Community has no means of public transportation or child care service. Transportation services must be provided to ensure mobility between core poverty areas and areas of employment opportunity. These services must tie in with the 24 hour shift aspect of Gainesville's major industries.

There should also be established competent day care facilities that will ensure that the children are well-fed, supervised, trained and loved. This would represent a positive investment in the future of Gainesville since today's children are tomorrow's doers. Such facilities must flexibly correspond to any unique employment aspects of the area such as hours of employment.

Implementation of the program should involve the concerted effort of local citizenry, private business interests and all levels of government (local, state and federal). The major portion of funding should be borne by government programs with the community governments providing the initiative and inspiration and the state and federal government providing the substantial portion of funds. The local citizenry, through Community Chest type organizations, can provide the initial impetus by providing car pool services and some funds during the period awaiting the arrival of government assistance and the establishment of public transportation. The private business interests should make constructive efforts to employ, retain and train further the hard core graduate of the CEP program, and provide them with recreational and cultural outlets.

V - URBAN DESIGN PROCESS

We have tried to suggest some of the forces that shape the future of Gainesville/Hall County including the pressure of population overflow from Atlanta, its location on the I-85 corridor, the lake and mountain country as a magnet for tourism, and its position as the key community in the lake region.

In facing the future Hall County is fortunate to have examples of other American communities which have faced the onslaught of rapid growth and urbanization. Certainly the experience of the Santa Clara Valley and the San Jose-Los Gatos area South of San Francisco Bay shows how rapidly an area of beautiful orchards, farmlands and piedmont slopes can be turned into a sprawling, smoggy, and congested community in the brief span of ten to fifteen years. Large developers from Atlanta and from the United States as a whole look for areas such as Gainesville/Hall County for purposes of land investment and development.

We believe that the Urban Design process that works requires the local community to negotiate with all development interests on a quid pro quo basis. We feel that zoning ordinances and regulations are essential while the real shaping factors are the INFRASTRUCTURE.

The INFRASTRUCTURE includes the public portion of the development dollar, usually about 50 cents. "INFRASTRUCTURE" refers to all forms of services and physical improvements that may be provided by the community to the developer and without which development cannot provide a profitable opportunity for the investor including the following: water, waste and storm drainage, power, gas and telephone, transportation including rail, interstate, highway, roads and street improvements; and finally institutions and services including schools, police, fire department, and public administration.

In the past in the United States when land was plentiful and development was more gradual it was possible for a community to provide these services to each new development on an as needed basis. In the present and increasingly in the future this will not be possible since the automobile permits development to occur on a totally scattered and uneconomic basis. American communities have let economic considerations control land development only so far as land cost and tax evaluation are concerned, but have failed to account the total development and operating cost to the community. The result of the foregoing has been soaring tax rates as the people who live in the community attempt to pay for the necessary 50 cents on the dollar required to permit profitable development for those coming in.

In summary, the foregoing facts of life can be an asset for Gainesville/Hall County since the preservation of the natural features of the area and its great beauty requires careful attention be given to those areas which should not be permitted urbanization. While some of the present low key residential development in the woodlands appears consistent with the area it is apparent that the large apartment and tract developments, as well as industrial and commercial development should be carefully controlled to those lands where water, waste, flood and storm drainage, as well as all other services can be effectively provided without ruining the environmental amenity necessary for Gainesville's success as an enjoyable place to live and work.

VI. - PLAN FOR PLANNING

In recommending to Gainesville/Hall County a process for sound development which will be an example for many other communities all over the United States which share the same problems the Team suggests the following approach,

First, the community should have further public participation sessions including the entire community, and during a period of several weeks or months engage in a process to define the future. Out of this dialogue will come goals for Gainesville/Hall County. From these goals and with the help of qualified professionals and the local City, County and regional Planning Staffs, a series of guiding policies can be drawn up and adopted for the use of governing bodies. Implementation of a comprehensive plan requires review of all public and private sector decisions to determine whether they are consistent with the guiding policies which will insure Gainesville/Hall County's future. Evaluation by the community on a frequent on-going basis will serve as a check on the public and private sectors effectiveness as new opportunities and learning experiences are available for citizen review. Such an evaluation should move from the general to the particular as the comprehensive plan evolves.

A. DEFINE THE FUTURE

It is suggested by the Team that Gainesville/Hall County evaluate alternative futures with complete political and citizen participation in order to ascertain what future is desired for Gainesville/Hall County. Alternative futures might include maximum growth, no growth, minimum growth, and balanced growth. In order to define practical and economic balanced growth futures for Gainesville/Hall County it will require broad participation by the community to review options for residential, tourist, commercial and industrial growth.

Implicit in all studies of futures in the United States today is the consideration of lands that should not be opened for intensive development because of their intrinsic value as an environment asset to the area or because of a negative cost/benefit ratio to the community. In addition present thinking seems to trend toward setting holding capacities which, based on present technology, can be achieved without losing environmental amenity and "killing the golden goose".

B. GOALS FOR GAINESVILLE/HALL COUNTY

Once futures have been defined and the optimum future agreed upon, GOALS statements can be drafted for important assets including:

1. the City core
2. recreation/tourism
3. consolidation of City/County services
4. agricultural, business, and industrial development
5. growth-economic development
6. cultural-social development
7. preservation of historic and environmental attributes
8. standards for quality of environment in Gainesville/Hall County

C. GUIDING POLICIES

Following the drafting of Goals Statements a series of guiding policies will merge which may be adopted by all civic, business and governmental groups including:

1. land use policy
2. growth/development policy
3. resource policy
4. social/economic/cultural opportunities
5. transportation/circulation/access policy

D. IMPLEMENTATION

Implementation of the Comprehensive Plan for Gainesville/Hall County requires that each decision made in the public sector and in the private sector be reviewed in terms of the guiding policies. For example, developers should understand what lands are recognized by the community as unsuitable for tract or high density development because of soils, sewer and water, access, environmental beauty, or other reasons and should not consider making application for development on such lands. Applications for services, roads, HUD loans and grants, land use permits, building permits, and the like should be reviewed to determine whether the planned improvement is consistent with the guiding policies.

The advantages for Gainesville/Hall County are obvious. By making it clearly understood where assistance will be rendered or where opposition can be anticipated the people, the government, and the business community can plan its future community within the kind of tax budget that it can afford.

Other communities have already lost that opportunity by setting their standards too low and by "knuckling under" to the development pressures from land owners and developers. Gainesville/Hall County has a golden opportunity to meet its future in its own way through effective implementation and the control of the 50 cents on the dollar of public funds to be expended in the development process.

E. EVALUATION

The Team urges broad participation by all sectors of the community in defining the future, in setting goals, in working out the guiding policies and in cooperating with implementation. None of the foregoing, however, can be fully effective without feedback. People must be willing to be critical of their own and their community's oversights and to see to it that adopted policies are followed and that the results are consistent with the goals. Criticism can always be constructive so long as the "future" has been defined and the goals and guiding policies are sufficiently general to include all sectors of the community.

Outside interests both in government and in private finance and industry will not always understand Gainesville/Hall County goals and objectives. It is essential to have an effective public information program so that community support will give the necessary backing to local leaders in their quest for sensible balanced development.

APPENDIX

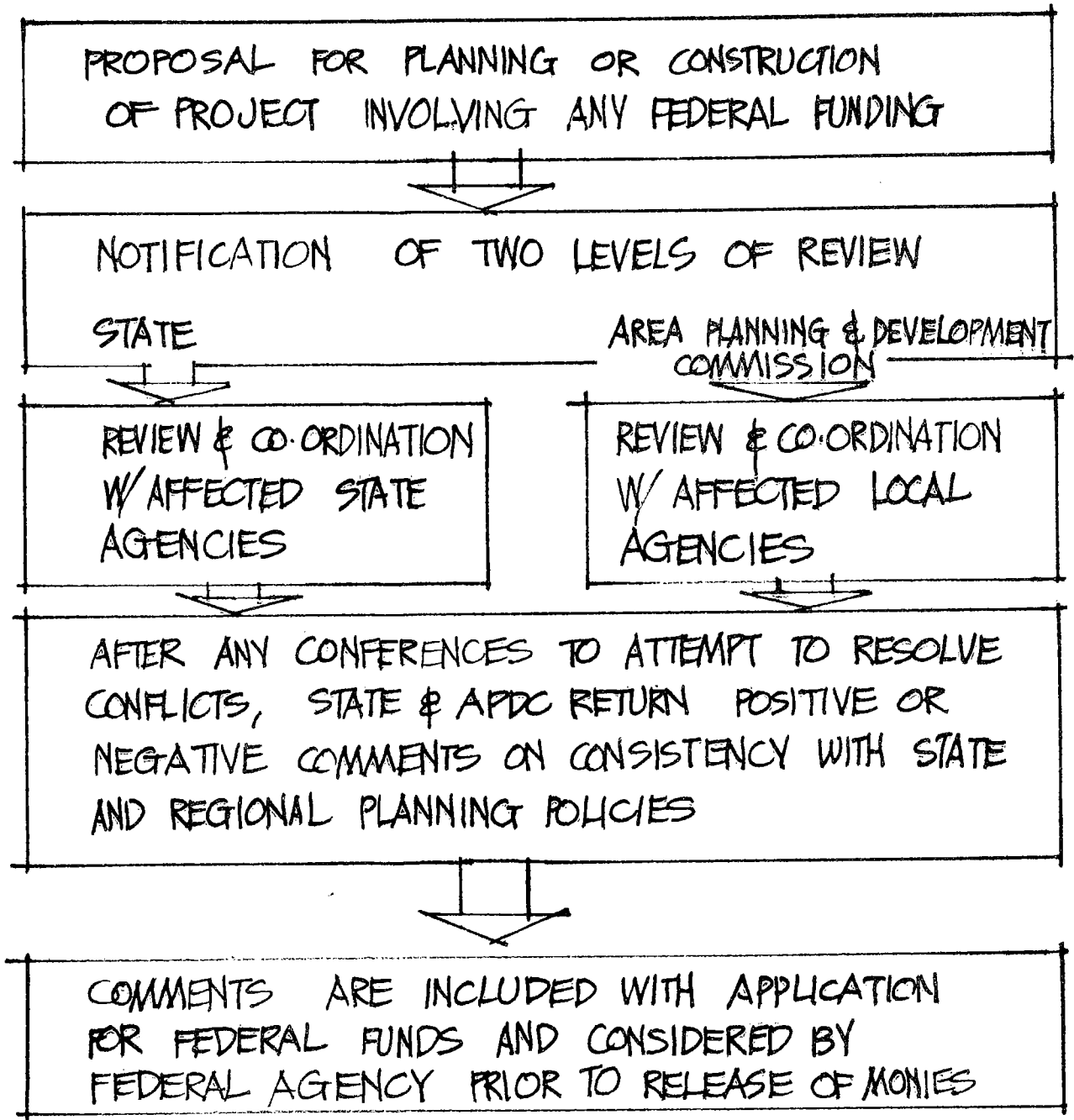
IMPLEMENTATION

In the next two decades, Hall County employment is anticipated to double ... from 24,900 to 49,000 jobs. During that time those Hall County families making over \$10,000 annually will very nearly double ... from 30.6% to 54.7%. By 1990, Hall County retail sales are expected to increase by five times ... from \$116,204 to \$575,000. In 1970 Gainesville incomes rank well over those of the county, Georgia averages ... and with that of the U. S. average.

An economically viable area generally finds less resistance to innovative policy planning than one that is always fighting for its existence. Opportunities exist for the creation of both citizen participation as well as stronger government implemented programs. A civic design commission can increase citizen involvement in community wide design matters. The Atlanta prototype provides Gainesville with a model that has proven effective over time. It is recommended that such a commission be implemented as a part of a larger policy planning effort, such as a Goals for Greater Gainesville.

The process of involving local people with their professional planning staff as well as with their elected representatives should contribute to the implementation of mutually held objectives for the betterment of community life.

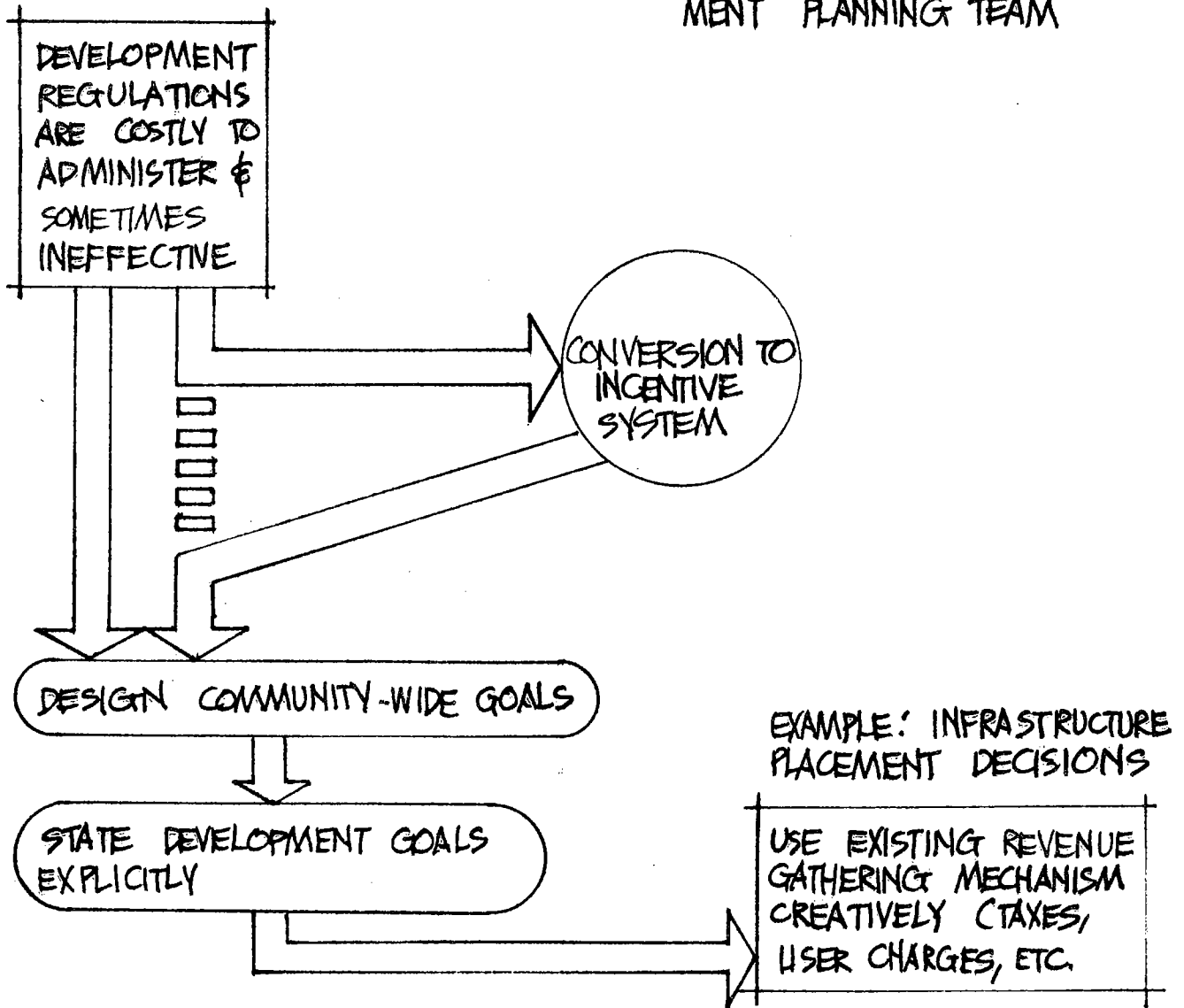
The A-95 Review Process has recently been implemented in Georgia to assure the cooperation and coordination of all public agencies. The A-95 Process has been used as an arbitration mechanism to settle disputes between communities, as well as between developers and local governments. The following work flow diagram graphically depicts how this valuable new tool for the implementation of planning policy works; the basic reviewing agency for the Gainesville/Hall County area is the North Georgia Mountains Area Planning and Development Commission.



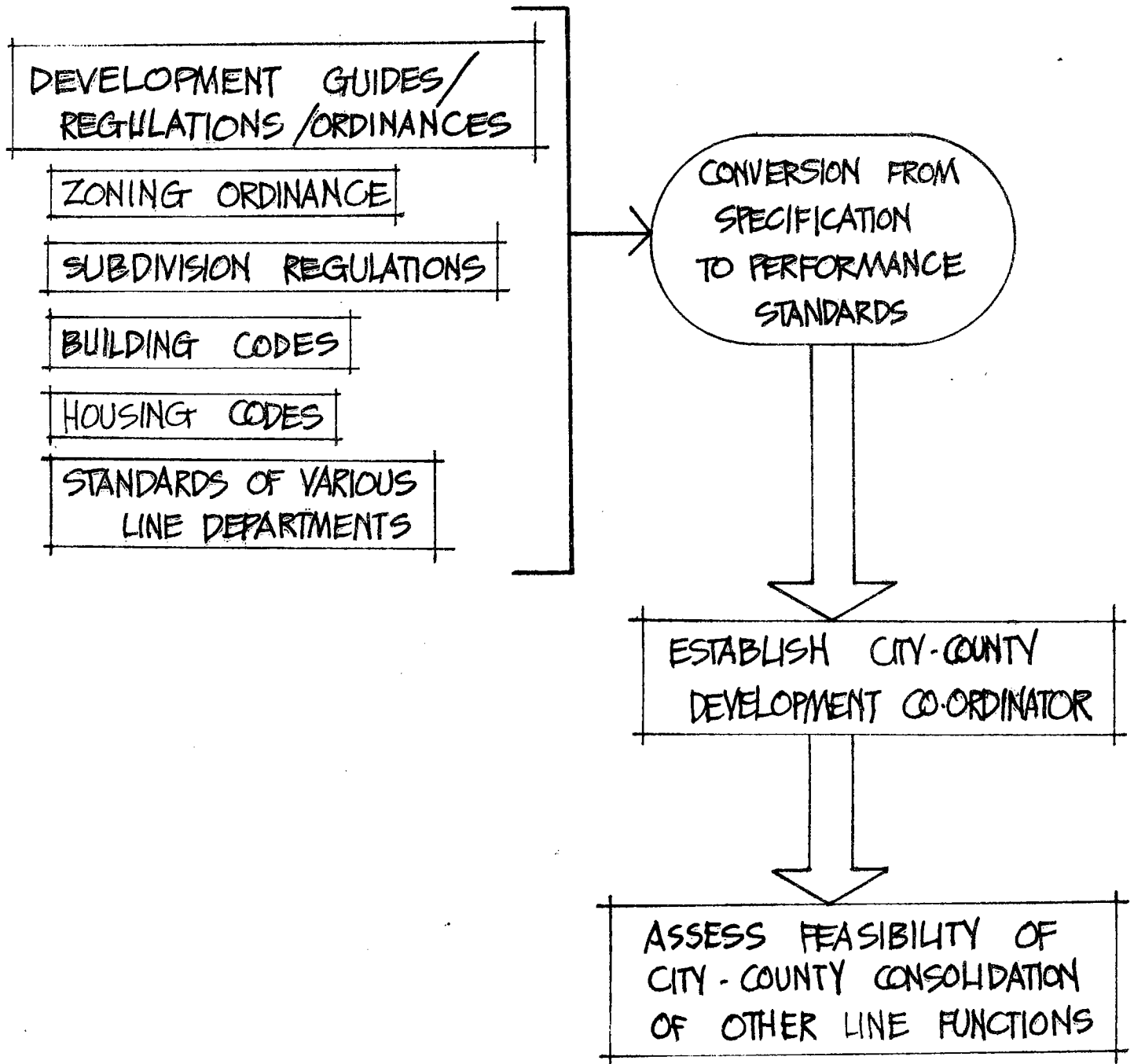
While most communities rely heavily upon regulatory mechanisms to shape urban development, some have had greater success incorporating incentive mechanisms into their planning process. Thus, development of higher quality becomes attractive from a profitability or businessman's standpoint. The diagram below illustrates this:

OBJECTIVE:

TO BRING THE DEVELOPER ONTO THE NATURAL ENVIRONMENT PLANNING TEAM



A consolidation of the several regulations---presently in specification form---into performance standards should be consolidated along with the establishment of a city-county development department to aid in day-to-day decision-making. The implementation process is an integral part of the planning endeavor. The following diagram graphically presents this.



The first element of any planning endeavor is the identification of problem areas or needs at various geographic or governmental levels. Once done, equitable funding plans may be designed and the feasibility of other organizations can be studied. Three needs for professional service have been identified, though an opportunity exists for the simplification of the management and funding of that service; the diagram below illustrates this:

SERVICE NEEDS IDENTIFICATION

