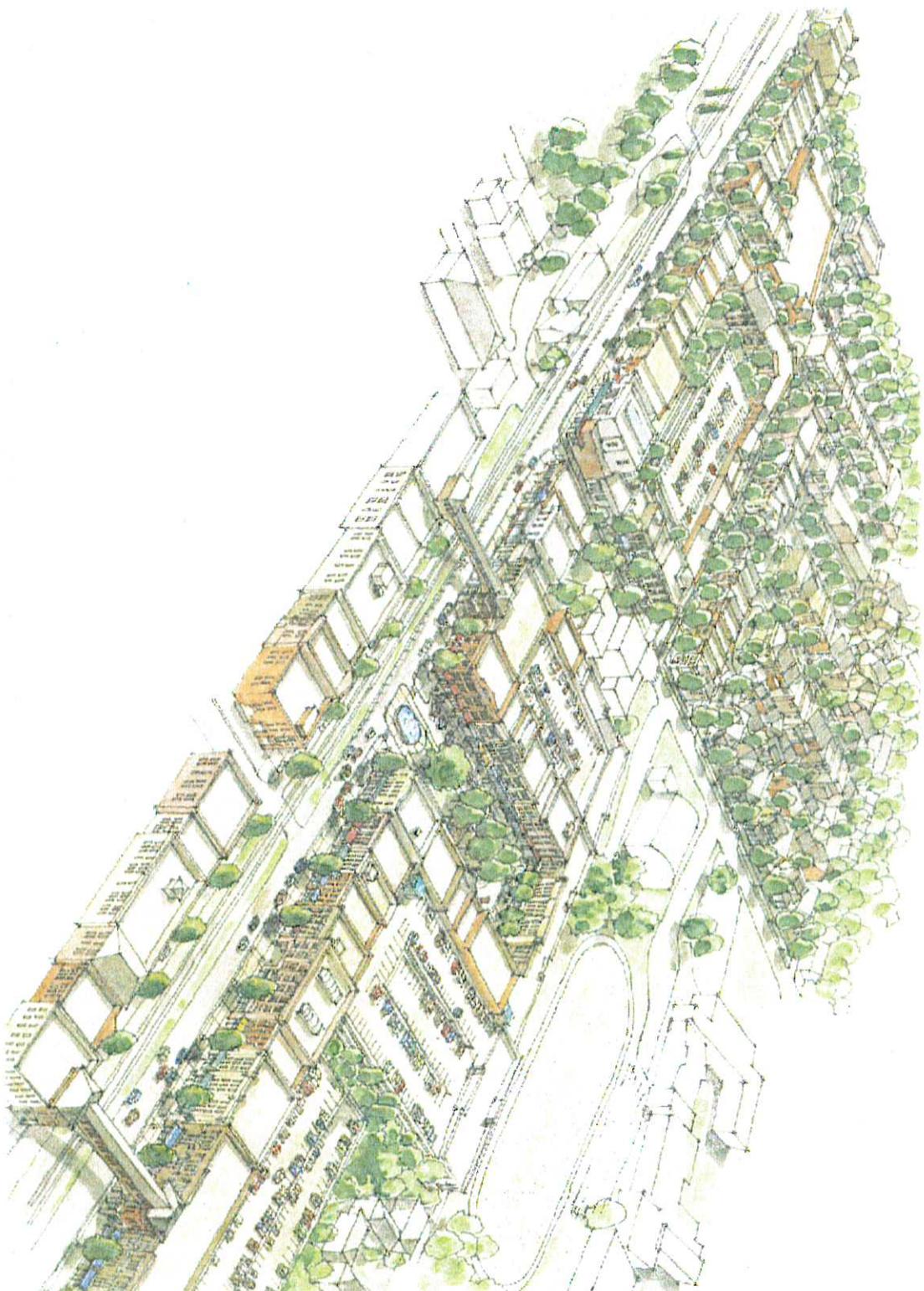




# S D P Strategic Development Plan

A Comprehensive Community  
Assessment and  
Urban Redevelopment Plan

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Prepared on Behalf of Hapeville's Mayor and City Council  
A Planning & Zoning/Economic Development Collaborative – December 2010



Planning & Zoning Department  
 3468 North Fulton Avenue  
 Hapeville, GA 30354

# City of Hapeville, Georgia Strategic Development Plan

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## **PROLOGUE**



On January 8, 1821, the Creek Nation Indians ceded a large tract of land that included the present Hapeville area. In 1853 that land was incorporated into Fulton County.

Hapeville grew out of individual farm settlements owned by the Thrailkill, Cash, Mangum, Sims and Hape families. In 1871, Dr. Samuel Hape and other investors purchased 500 acres of wooded land on the Macon and Western Central Georgia Railroad, eight miles south of Atlanta. The Village of Hapeville was chartered on September 16, 1891 by Dr. Samuel Hape, Hapeville's first Mayor. Dr. Hape was a native of Middlebury, Maryland who came to Atlanta prior to the Civil War.

The most significant impact on Hapeville's future occurred when Asa G. Candler, Jr. allowed the center of his oval race track to be used as a landing field for aircraft. The City of Atlanta purchased this area in 1929 and founded its municipal airport, which eventually became the world's busiest known as Hartsfield-Jackson Atlanta International Airport. Hapeville is also home to Delta Air Lines, Inc. Corporate Headquarters.

The December 1947 opening of the Ford Assembly Plant marked another major impact on Hapeville's economy as did the 1960 opening of the Airport Hilton, linking Hapeville to the international chain of hotels.

Hapeville is centrally located south of downtown Atlanta between I-75 and I-85 immediately adjacent to Hartsfield-Jackson International Airport. Hapeville is home to the original Dwarf House Chick-fil-A and Wells Fargo's Processing Center. Quality residential development in Hapeville's various neighborhoods range from craftsman style bungalows and Chicago style traditional town homes to loft condos. Hapeville is also a designated Main Street City with a historic downtown featuring a Historic Depot Museum, recently renovated storefront facades, a lively downtown park, and a unique butterfly public art program.

With the City government focused on planning for the future, Hapeville has experienced significant revitalization. Notably, the former Ford Motors Assembly Plant site is currently being redeveloped by Jacoby Development, Inc., world-class developers of Atlantic Station in Midtown Atlanta.

## INTRODUCTION

Over the past ten years, Hapeville has pursued a series of innovative planning initiatives in an effort to retain and build upon the community's rich historic urban fabric and proactively responded to growth in the community. This process started with the adoption of the Virginia Park Livable Centers Initiative (LCI) study in 2001, and followed by the Hapeville Town Center LCI in 2005, which provided a vision and implementation strategy to address the City's transportation, land use, and community development goals. Implementation of the City's two LCI studies has resulted in adoption of architectural and urban design regulations, including the creation of four mixed-use zoning districts with graduated-densities.

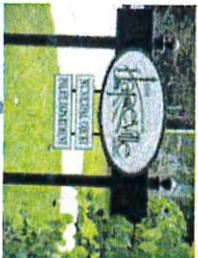
The City of Hapeville now seeks to prepare an Urban Redevelopment Plan pursuant to Title 36, Chapter 61 of the Georgia Code to expand its set of implementation tools, qualify for a range of state and federal financing programs and create additional financial incentives for redevelopment.

This Hapeville Strategic Development Plan (SDP) conforms to the requirements of the Urban Redevelopment Act, Title 36, Chapter 61 of the Georgia Code. It includes supporting documentation that will facilitate its implementation, such as maps and graphic illustrations, in order to guide the pattern of redevelopment in a fashion compatible with the community's vision for the city's core area.

This vision has been set out in several recent public documents, including the 2001 Virginia Park LCI study, the 2005 Hapeville Towne Center LCI study (and 5-Year Implementation Plan Update, adopted in August 2010), the City's Comprehensive Plan, also updated in 2005, Hapeville Architectural Design Standards (2006), Aerropolis Atlanta and Asbury Park Development of Regional Impact (DRI) studies (2007), and the 2009 Hapeville Tax Allocation District. This Strategic Development Plan distills the goals and recommendations of these plans into a brief and direct summary plan which meets the requirements of the Georgia Urban Redevelopment Act and provides the implementation tools necessary to accomplish the goals in those plans which remain valid.



## EXECUTIVE SUMMARY



As the introduction notes, a number of higher-level master plans have been developed by the City of Hapeville. This plan is not another high-level master plan; it is a plan for implementing the goals and projects of those plans which have already been done and are in place. Those plans express many goals and list many projects. This plan seeks to identify the themes in those goals which address pervasive community needs and desires. The plan prioritizes the projects which respond broadly to those needs and desires and puts into place a mechanism that can fund, manage and build those projects. To accomplish this program the City of Hapeville has chosen the Urban Redevelopment Plan format, an extremely flexible tool that the General Assembly of Georgia has created for local governments' use in combating, mitigating and correcting conditions of blight, decline and disinvestment. A later section of this plan recapitulates the goals expressed in all these plans. The broad themes that come out of them are:

- The need to rehabilitate and replace substandard housing with safe, clean, comfortable, attractive and affordable housing
- The need to improve, extend and enhance the City's circulation system, especially its pedestrian elements
- The need to improve, expand and enhance public open space of all sorts



The City Council is implementing a program to accomplish these expressed goals by authorizing the Hapeville Redevelopment Authority, which has the powers granted by the state's Urban Redevelopment Law, to pursue a wide variety of activities which can fund and develop the public projects and which can encourage new private investment. This authority is charged with developing specific, implementation-oriented work plans to carry out those purposes by opening new funding sources and partnership opportunities to the City. The Hapeville Redevelopment Authority consists of the Mayor and City Council in order to maintain continuity and ensure goals are carried out as originally intended.

## **BASIS ON FINDING THAT THE PLAN AREA QUALIFIES AS A REDEVELOPMENT AREA [O.C.G.A 36-61-2(18)]**

Under the Urban Redevelopment Law (Georgia Code Title 36, Chapter 61), the City of Hapeville is authorized to create a Redevelopment Area. Pursuant to that power, the City Council adopted a resolution finding that the Redevelopment Area defined herein meets the definition of a slum area in accordance with OCGA 36-61-2(18). Herein the Council authorizes the Hapeville Redevelopment Authority, acting with the support of appropriate City departments, as Redevelopment Agent. According to the Urban Redevelopment Law (O.C.G.A. 36-61-2(18)), by demonstrating one or any combination of the following characteristics, a designated area is defined as a slum and eligible to be designated Redevelopment Area under the law.

***An area in which there is a predominance of buildings or improvements, whether residential or nonresidential, which by reason of dilapidation, deterioration, age, or obsolescence, existence of conditions which endanger life or property by fire and other causes;***

These characteristics have been demonstrated in several of the existing plans, including the City of Hapeville Comprehensive Plan and the Town Center LCI Plan. They are also shown on several of the following maps, which illustrate extent of poverty conditions, vacant and deteriorating properties and crime statistics.



***Any combination of ... factors ... conducive to ill health, transmission of disease, infant mortality, juvenile delinquency, or crime and is detrimental to public health, safety, morals or welfare.***

***Faulty lot layout in relation to size, adequacy, accessibility or usefulness***

- The following Parcel Analysis and Ownership maps demonstrate both the fragmentation of ownership and the predominance of smaller parcels which make private redevelopment prohibitively complicated and costly. While this situation is not necessarily an issue in neighborhoods, it makes assembly and redevelopment in commercial and transitional residential areas very difficult for private sector developers. That we see a disproportionate absence of homestead exemption filings in several residential areas suggests that those areas have a lower owner-occupancy levels and higher levels of investor and absentee ownership.



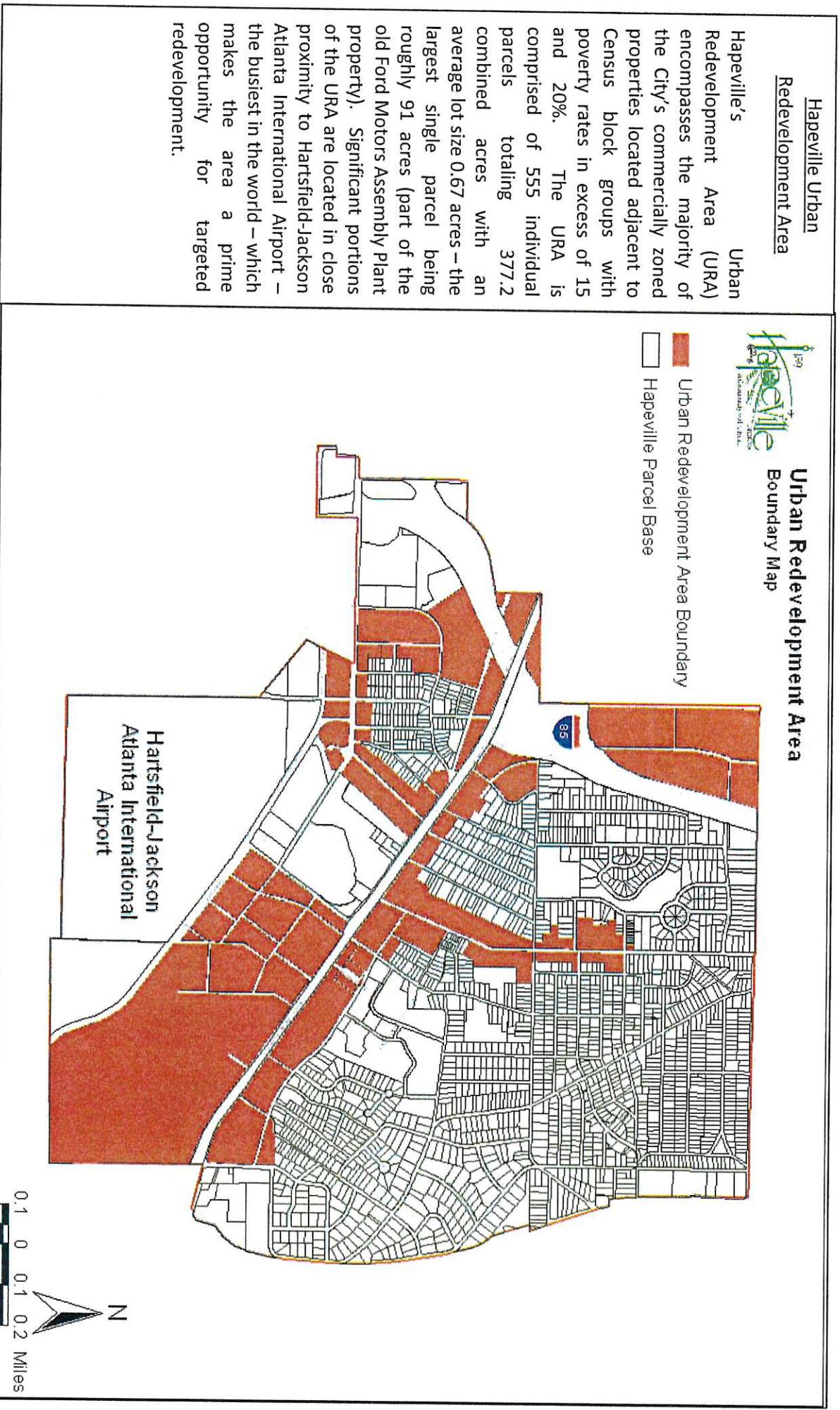
***The predominance of defective or inadequate street layout***

- The Comprehensive Plan, Town Center LCI study, Hapeville TAD, and others identify the lack of an interconnected, safe and comfortable pedestrian system. They also document hazardous vehicular situations and vehicular-pedestrian conflicts that result from the street layout's inadequacies.

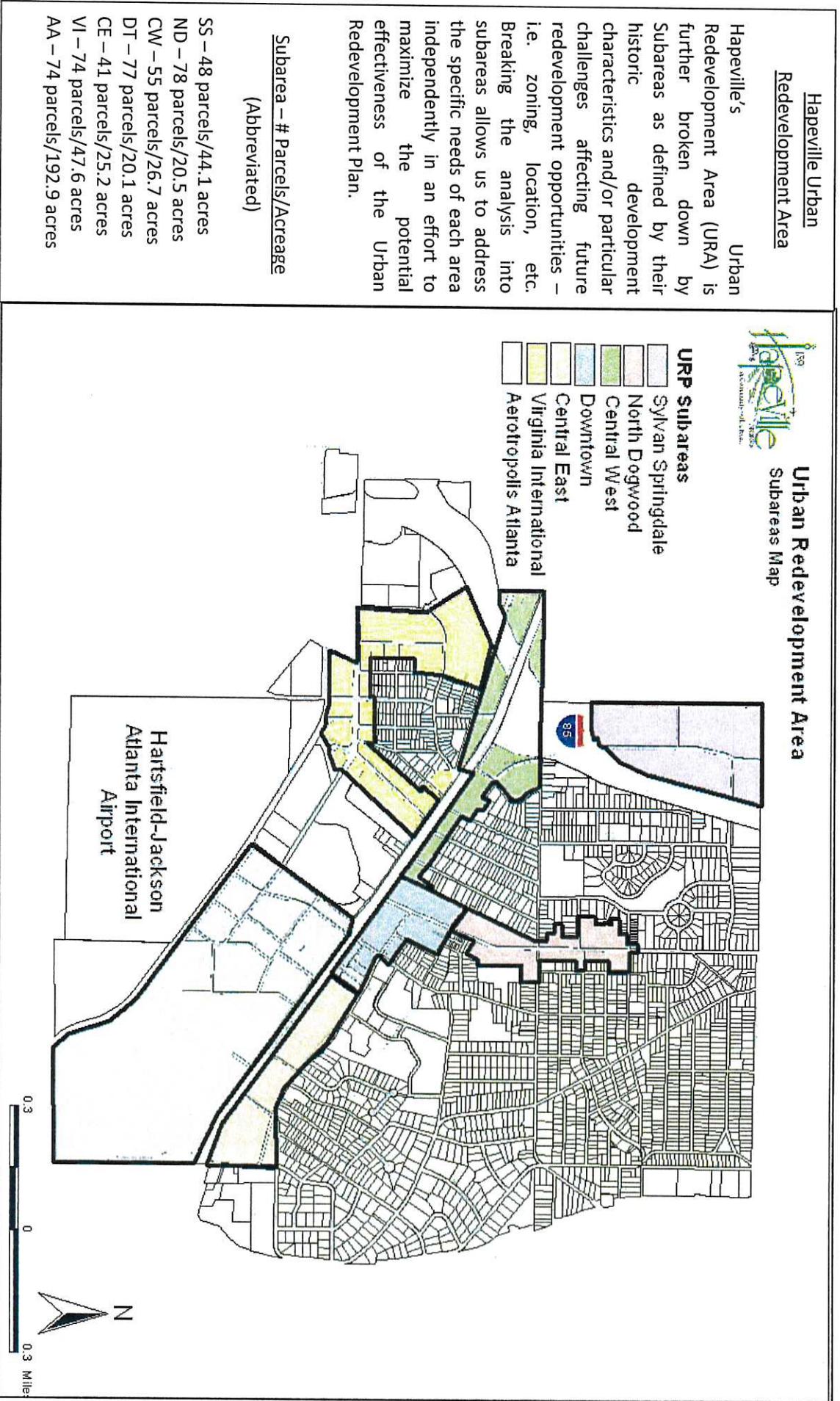
**CONCLUSION**

The area defined as the "Redevelopment Area" on the following map demonstrates a variety of conditions which meet the definition of a "Slum Area" in O.C.G.A. 36-61-2(18).

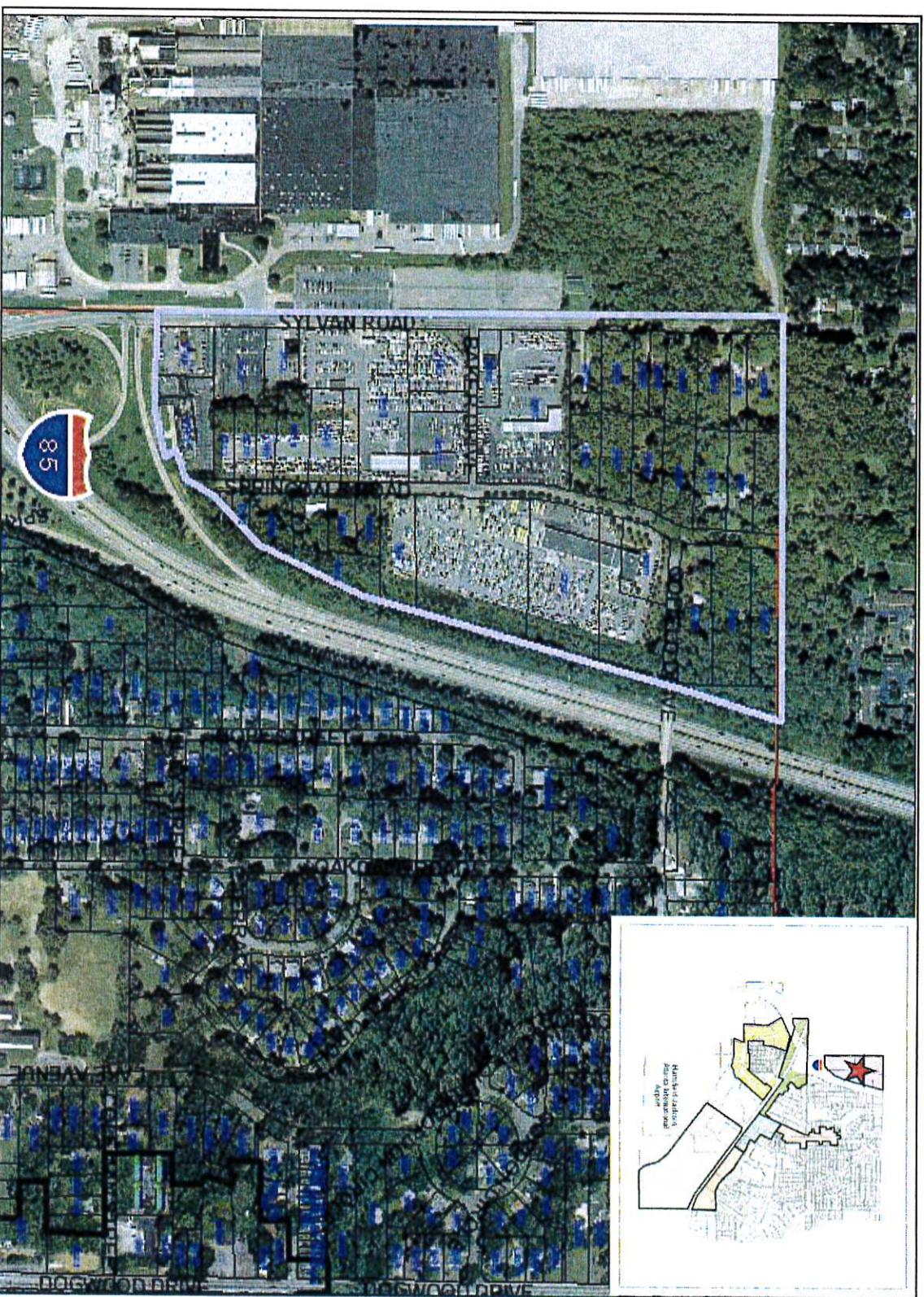
### CITY OF HAPEVILLE STRATEGIC DEVELOPMENT PLAN (SDP) – URBAN REDEVELOPMENT AREA DISTRICT BOUNDARY



**HAPEVILLE SDP – URBAN REDEVELOPMENT SUBAREA BOUNDARIES**



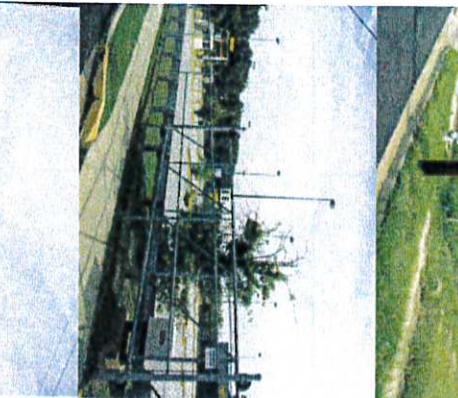
**Hapeville SDP – Redevelopment Subareas – Sylvan Springdale**



## **HAPEVILLE SDP – REDEVELOPMENT SUBAREAS – SYLVAN SPRINGDALE – EXISTING CONDITIONS**



The Sylvan Springdale subarea is located north and west of Interstate 85, south of the City of Atlanta, and east of the City of East Point. The area once flourished with commercial uses allied with nearby Hartsfield-Jackson Atlanta International Airport, including off-airport rental car facilities for Hertz and Enterprise. With the completion of the Consolidated Rental Car facility (CONRAC) west of the airport in 2009, the operations off Sylvan Road were abandoned, leaving expansive parking lots devoid of any commercial activity.



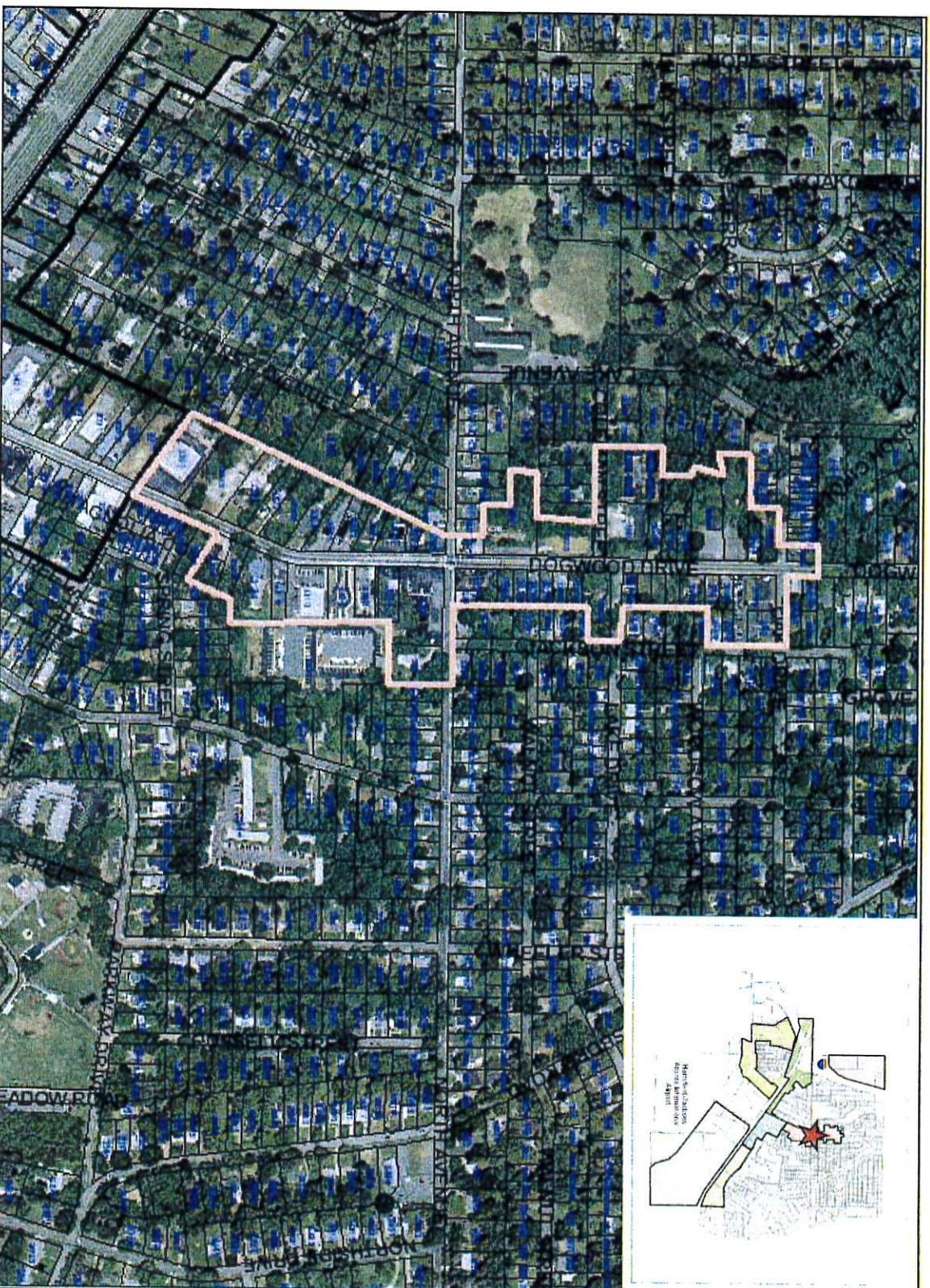
The area is further depressed by a sizeable vacant hotel, boarded up garage, and proximity to the Owens Illinois glass recycling plant in the neighboring jurisdiction of East Point. Areas on the northern side of the subarea are primarily residential in use, and include rental homes, a cluster of duplexes, and several vacant lots. Although the City has recently repaved the corridor, and planted attractive landscaping, the Sylvan Springdale subarea remains largely blighted and underdeveloped.



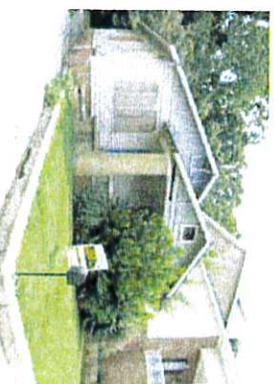
The City has identified the area as an economic development priority and has planned for a redevelopment feasibility study of the area in the City's 5-Year Implementation Plan Update for the Town Center Livable Centers Initiative Study.



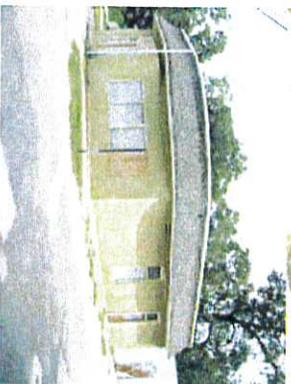
**HAPEVILLE SDP – REDEVELOPMENT SUBAREAS – NORTH DOGWOOD**



## HAPEVILLE SDP – REDEVELOPMENT SUBAREAS – NORTH DOGWOOD – EXISTING CONDITIONS



Once the primary commercial corridor into Hapeville's central business district, the North Dogwood subarea is a mix of single-family homes and low-density commercial and retail uses. Structures along this corridor range from the early 20<sup>th</sup> to the early 21<sup>st</sup> Century, and are in various states of operation, use, and condition.



The Dogwood Drive corridor, also known as state route 19/41, experienced decline with the development of the interstate system, and now serves primarily as a sparsely trafficked arterial road with small neighborhood businesses catering to local residents. Central to the commercial activities along this corridor is a Family Dollar general merchandise retail store.



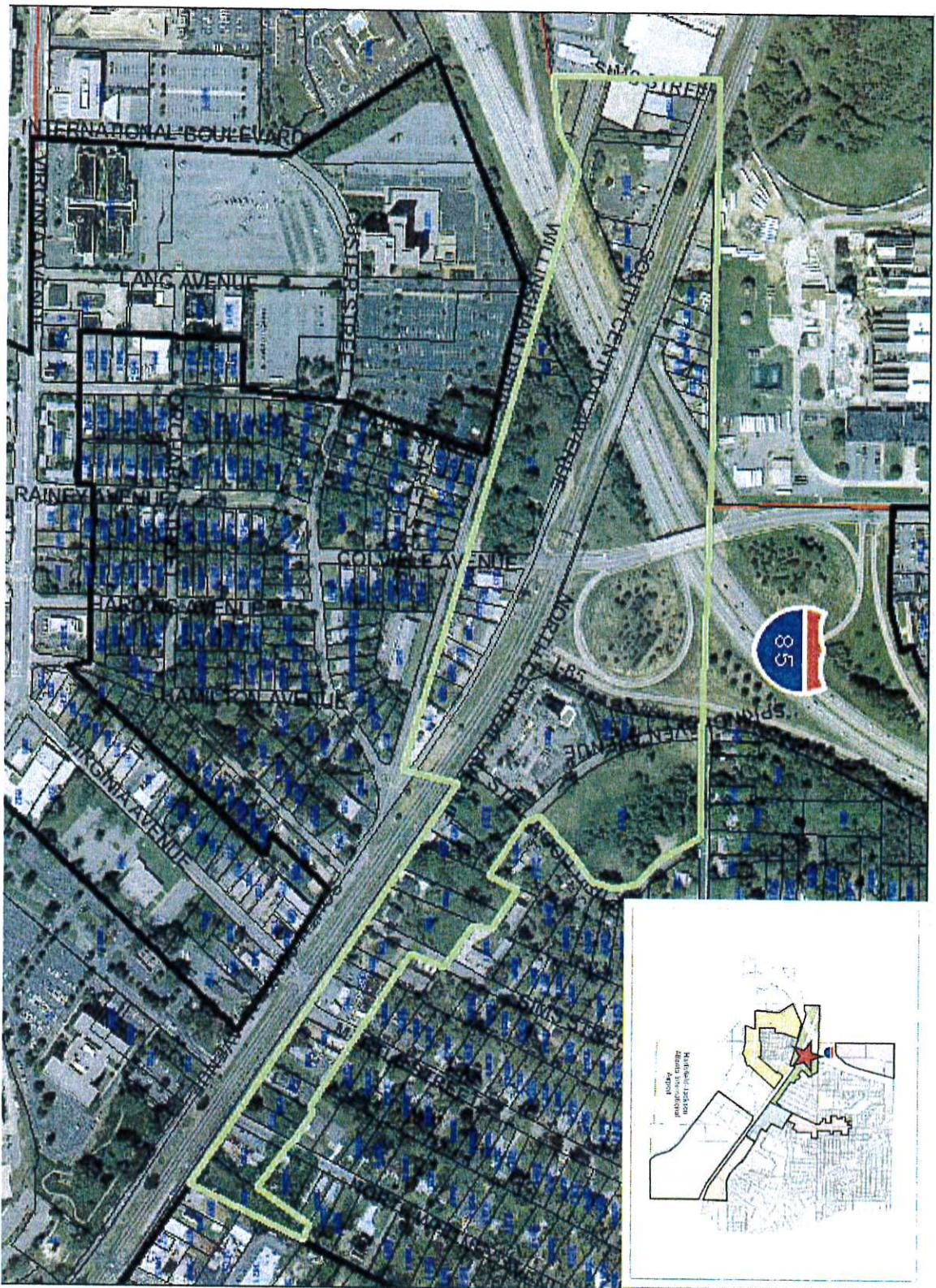
The subarea is also home to several boarded up homes, vacant used car lots, and a vacant neighborhood grocery store. Although the roadway was resurfaced in 2010, the overall corridor shows signs of neglect and disinvestment.



The redevelopment of this area is a priority for the City, and is currently in the Scoping Phase for a pedestrian streetscape project, which is expected to start (Phase 1) construction by 2012. Phase 2 of the project is currently prequalified by the Atlanta Regional Commission's LCI program, but remains unfunded as of 2010.



**HAVEVILLE SDP – REDEVELOPMENT SUBAREAS – CENTRAL WEST**



## HAPEVILLE SDP – REDEVELOPMENT SUBAREAS – CENTRAL WEST – EXISTING CONDITIONS



The Central West subarea is comprised of the city's commercial properties along North and South Central Avenues and Willingham Drive. The subarea is south of the Sylvan Springdale subarea, north of the Virginia International subarea, west of downtown Hapeville, and east of the East Point city limits.

The area is typified by low density commercial and retail uses, a converted extended stay/weekly rental hotel, some light industrial properties, a vacant gas station, and a significant number of vacant lots.



The southern edge of the subarea borders a large vacant property owned by Delta Airlines, while the rest of the area is dominated by an extended stay hotel and an unoccupied newly built townhouse development to the east.



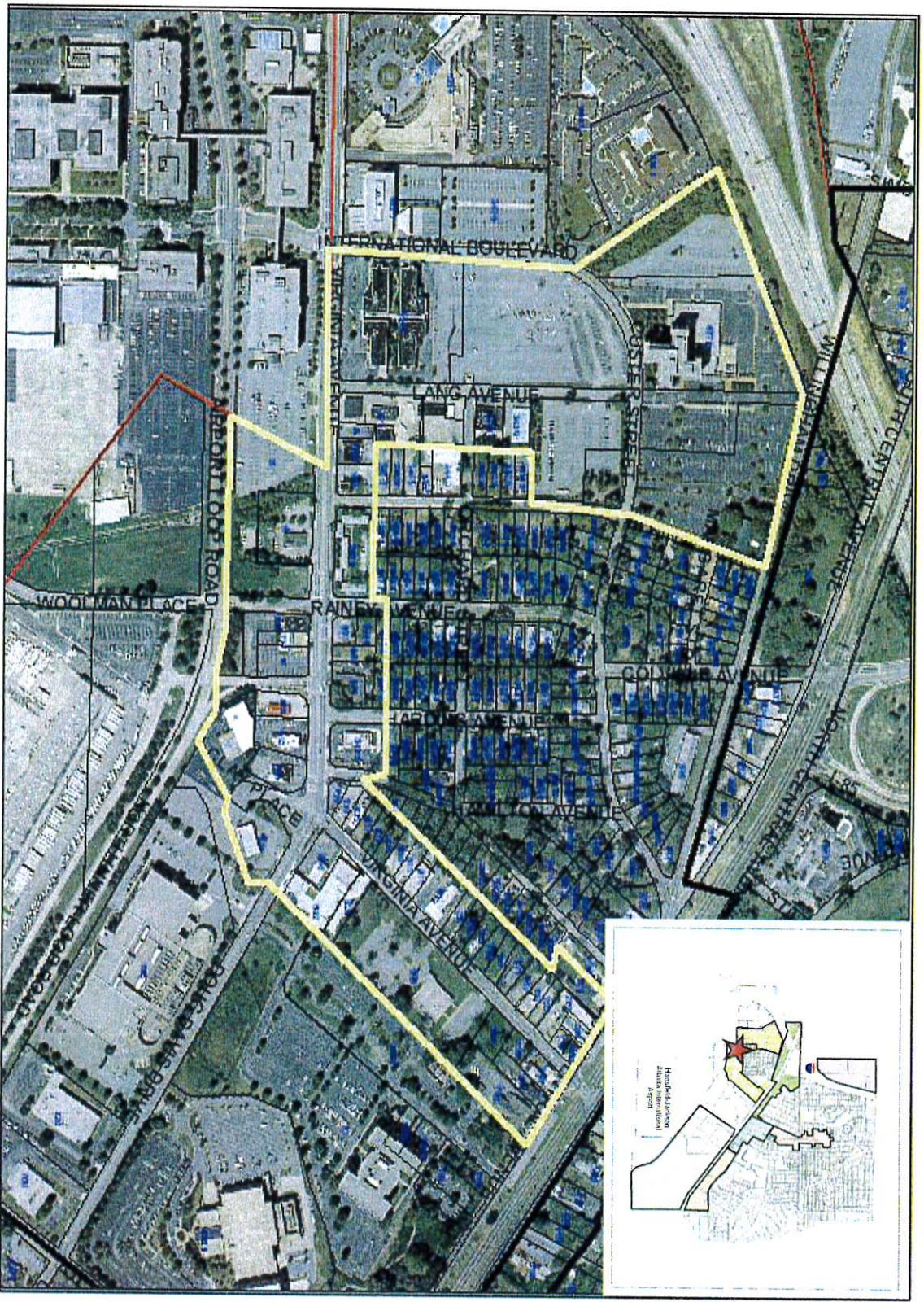
The area is considered a priority for redevelopment by the City, and a streetscape project has been planned for the entire corridor, although only part of the first project phase extends into this subarea (North Central Avenue Streetscape Project).



The City has invested a significant amount of time and money trying to improve the aesthetics of the area including gateway signage and landscape enhancements along the Norfolk Southern and GDOT right-of-ways.



**HAPEVILLE SDP – REDEVELOPMENT SUBAREAS – VIRGINIA INTERNATIONAL**



## **Hapeville SDP – Redevelopment Subareas – Virginia International – Existing Conditions**



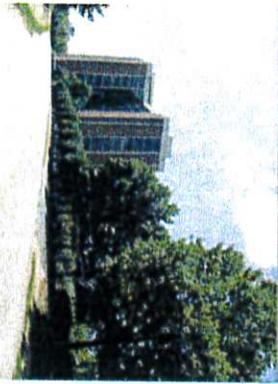
The Virginia International Subarea is located in one of the most built out areas of the city. It is adjacent to the corporate campus of Delta Airlines and has a number of national chain hotels on its borders, including Marriott's Courtyard and Residence Inn and the towering Airport Hilton Hotel.



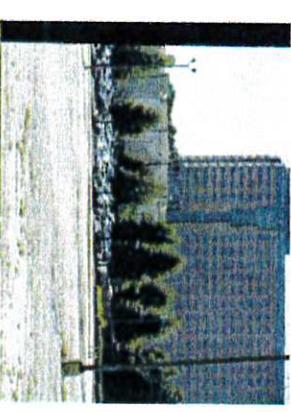
Despite the adjoining corporate presence, the area is still marred by a number of vacant commercial and retail buildings, including a large multi-story office building formerly occupied by Delta Airlines Technology Center.



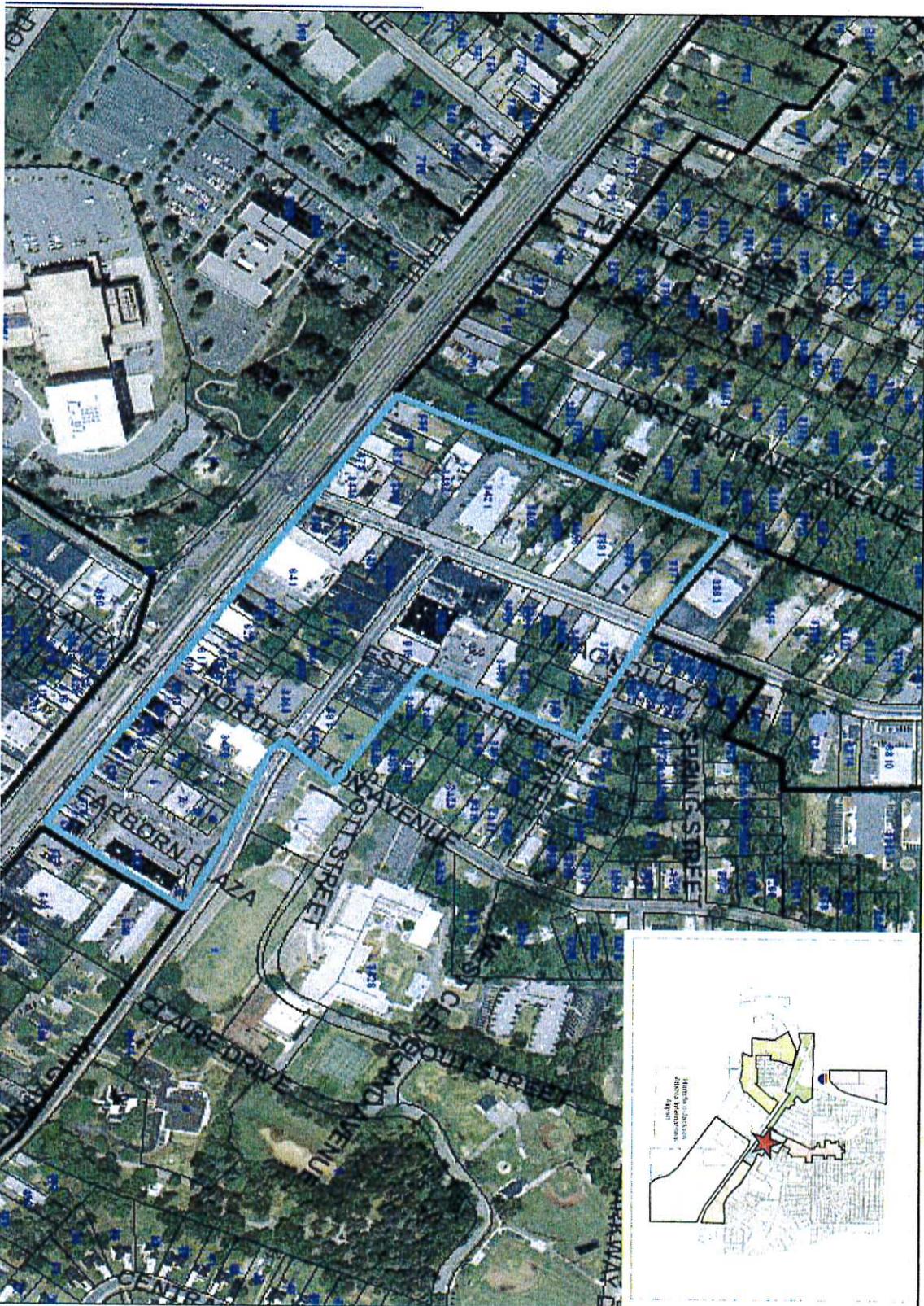
The area is typified by a collection of incompatible uses, including residential across the street from auto repair, and the area has a number of vacant lots and expansive surface parking lots.



The City has identified this area as an economic development priority, and is expected to start construction on a \$2.1 million streetscape improvement project along Virginia Avenue/Doug Davis Drive in 2010. Future improvements are planned for International Boulevard, but are thus far unfunded.



**Hapeville SDP – REDEVELOPMENT SUBAREAS – DOWNTOWN**



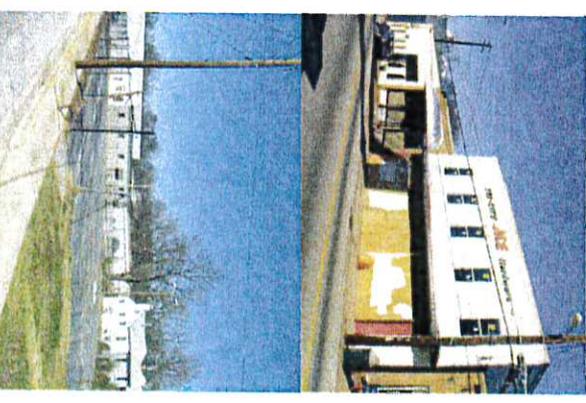
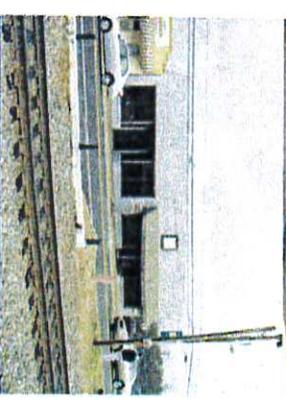
## **Hapeville SDP – REDEVELOPMENT SUBAREAS – DOWNTOWN – EXISTING CONDITIONS**

Downtown Hapeville is the heart and soul of the community – home to the central business district, post office, schools, civic and government facilities. It is the historical city center and includes 20<sup>th</sup> Century commercial buildings and the historic Hapeville train depot.

Although restaurants and personal service businesses thrive in this walkable environment, the retail sector has failed to flourish because of the transient nature of the economic environment. Specifically, Hapeville teams with life during the day with a population of around 56,000 people – but shrinks to an almost desolate population of 6,700 at night and on weekends.

Central to downtown’s woes is a lack of housing density in the surrounding area, which would provide a market base with household incomes capable of sustaining a vibrant downtown economy. Compounding troubles in the city’s central business district are a number of highly visible vacant storefronts, vacant lots, and a host of incompatible land uses that would otherwise foster a healthy walkable community.

Fortunately, Hapeville is a certified Main Street City with an active board dedicated to downtown revitalization. Further, the eventual buildout of Asbury Park, only blocks to the south, could provide 2,100 new housing units, adding roughly 5,600 people to establish a downtown neighborhood – sufficient to support retail and attract a quality neighborhood grocery store.



**Hapeville SDP – REDEVELOPMENT SUBAREAS – CENTRAL EAST**



## Hapeville SDP – REDEVELOPMENT SUBAREAS – CENTRAL EAST – EXISTING CONDITIONS

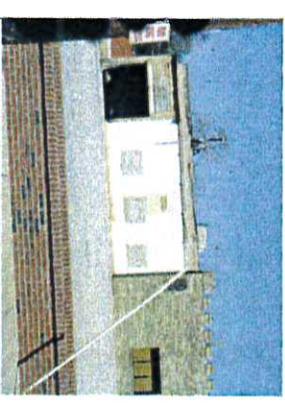
The Central East Subarea consists of commercial and residential properties bound by North Central Avenue – east of Dearborn Plaza – King Arnold Street to the north, and Sunset Drive to the east.

The subarea is predominantly commercial typified by low density retail strip centers, auto services, commercial offices and restaurants. The north side of the subarea is dominated by multifamily rental complexes dating back to the 1960s. The most famous business in the subarea is the original Chick-fil-A Dwarf House – home of the first Chick-fil-A restaurant.

The eastern side of the subarea has a number of vacant buildings and large vacant parcels. Across the railroad tracks form the Central East subarea is the proposed location for Hapeville’s passenger rail station, as well as Jacoby Development’s Aerotropolis Atlanta.

The City has embarked on a streetscape project that will eventually span the entire North Central corridor. However, it will be a number of years before the Central East portion of the project is funded for engineering and construction.

The redevelopment of the Central East Subarea is a priority for the City as the redevelopment of the old Ford Assembly Plant site moves forward.



**HAPEVILLE SDP – REDEVELOPMENT SUBAREAS – ASBURY AEROTROPOLIS**



## HAPEVILLE SDP – REDEVELOPMENT SUBAREAS – ASBURY AEROTROPOLIS – EXISTING CONDITIONS



Asbury Aerotropolis gets its name from the two master planned developments that have been underway in this subarea for years. Asbury Park, which evolved from a moderate density mixed-use project into a 2,100-unit housing development promising up to 75 units per acre with an additional 70,000 square feet of supportive neighborhood retail. Due east, Jacoby Development's Aerotropolis Atlanta is a vision of a vibrant commercial development containing 6.5 Million square feet of hotel, convention, office, technology mart, and off-airport commercial parking.



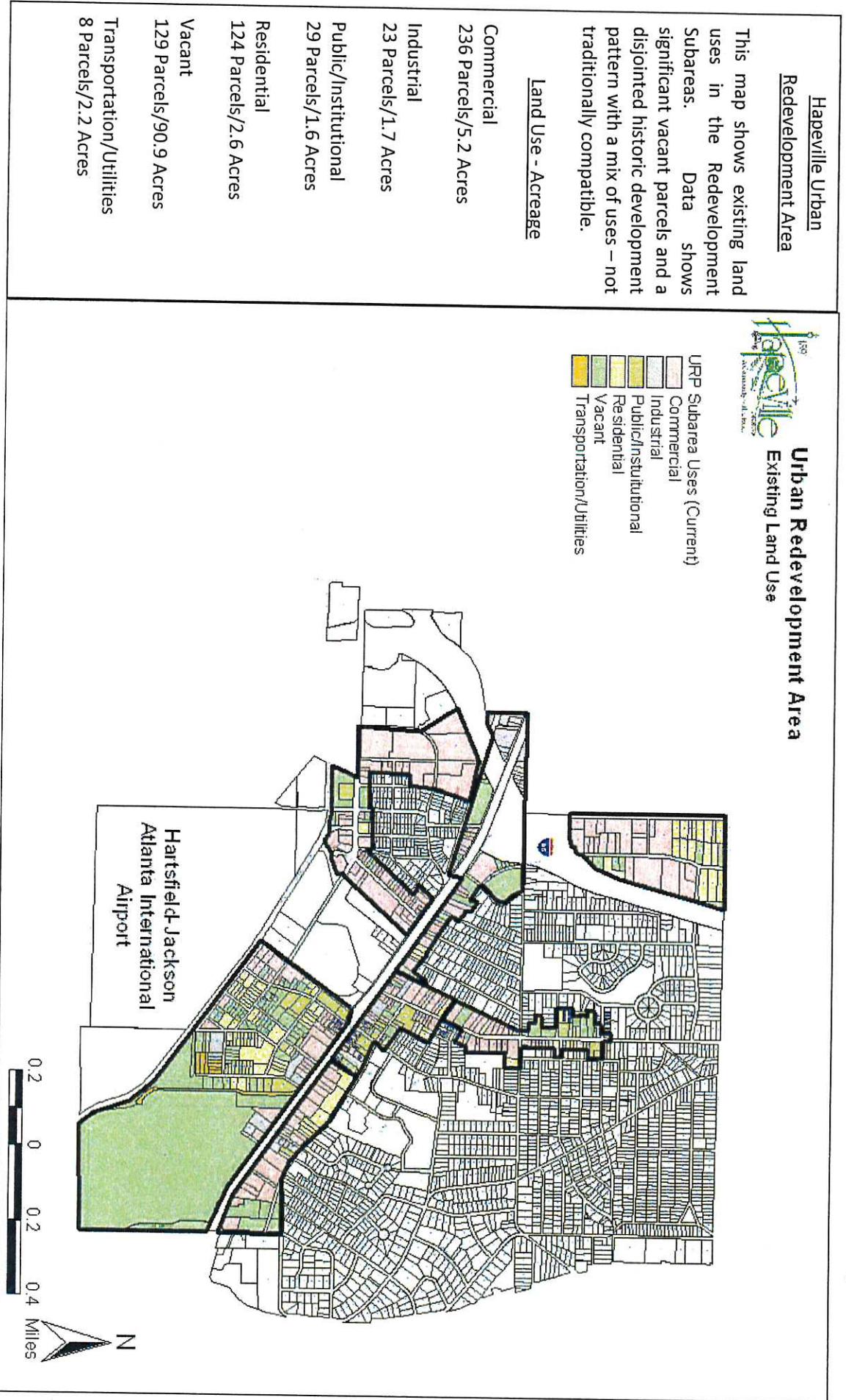
The City has millions of dollars invested in the success of both projects. However, the economic recession that started in 2008 brought both projects to a standstill. Phase 1 of the Asbury Park project was completed providing roughly 300 housing units – about 1,800 units shy of buildout. The demolition and remediation of the old Ford Factory property continued well through 2009, but the land has gone untouched for most of 2010. With so much riding on these two projects, it would be premature to consider either being in jeopardy.



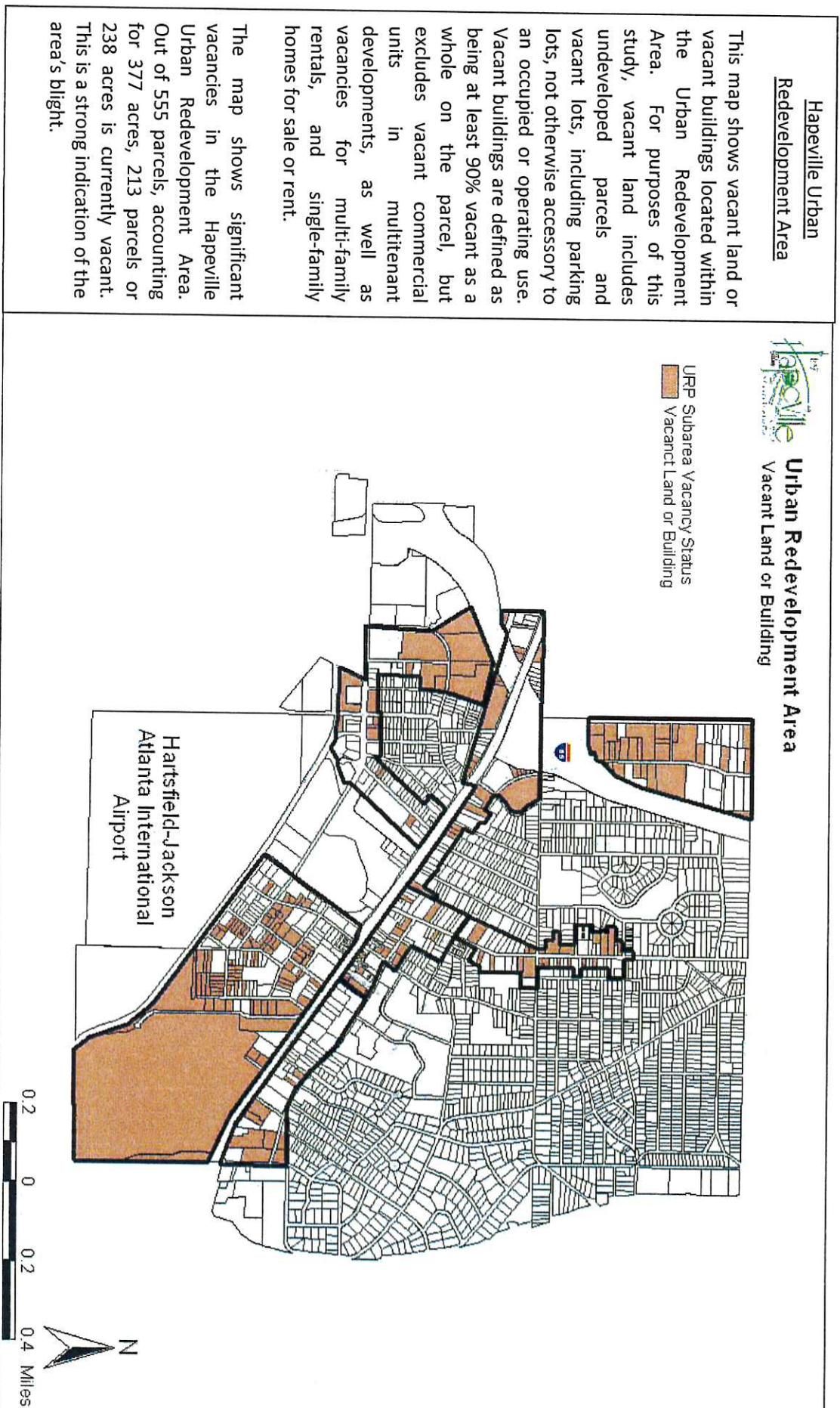
As of now, Aerotropolis Atlanta sits as a 140-acre dirt pad, while the Asbury Park area is riddled with deteriorated houses surrounded by vacant lots and the occasional rundown apartment complex. Although things are looking bleak, both developers have a lot of money, time, and effort invested in these projects not to resume, in some fashion or another, once the economy starts to rebound, credit markets thaw, and consumer confidence returns.



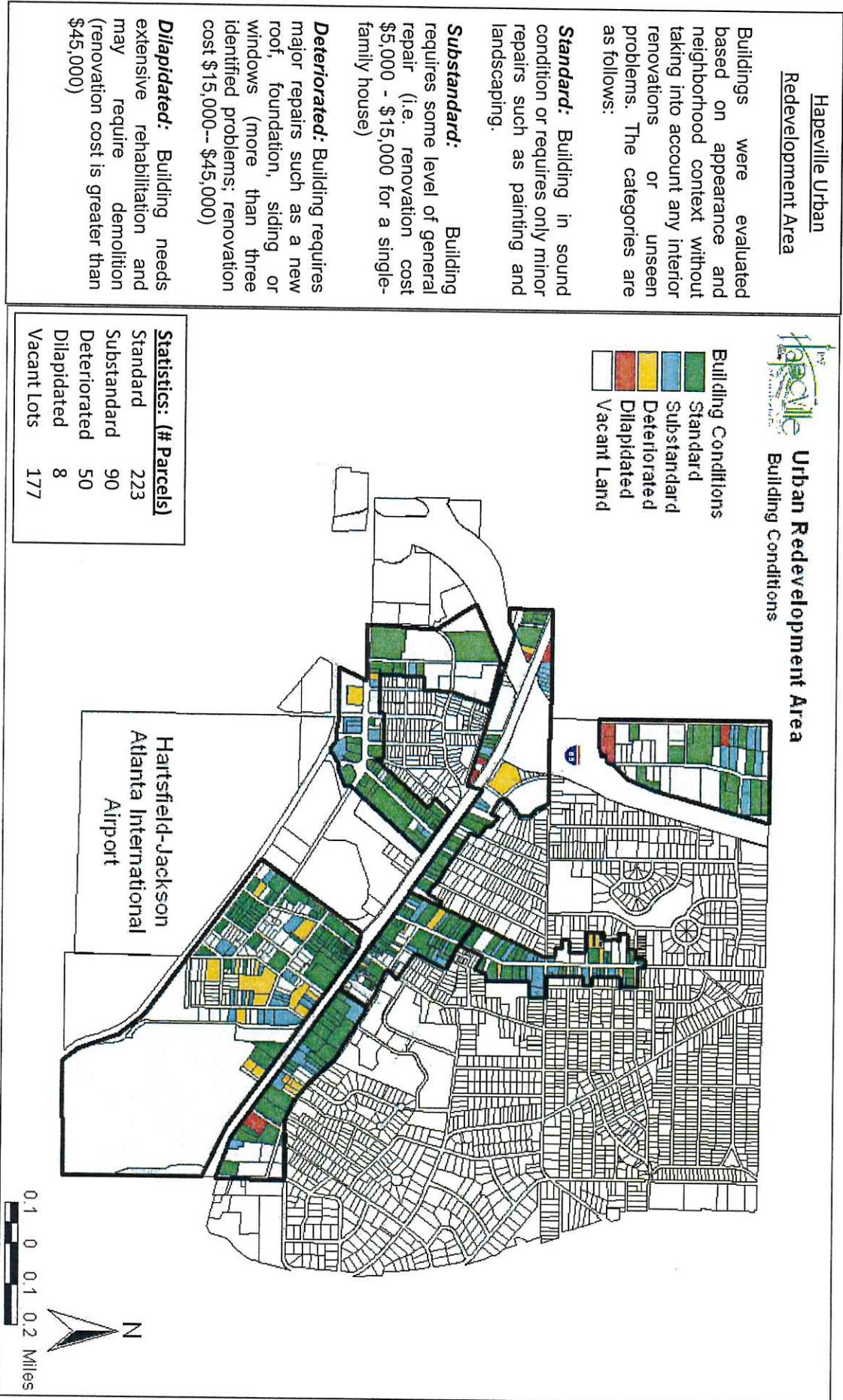
**Existing Land Use in the Urban Redevelopment Area**



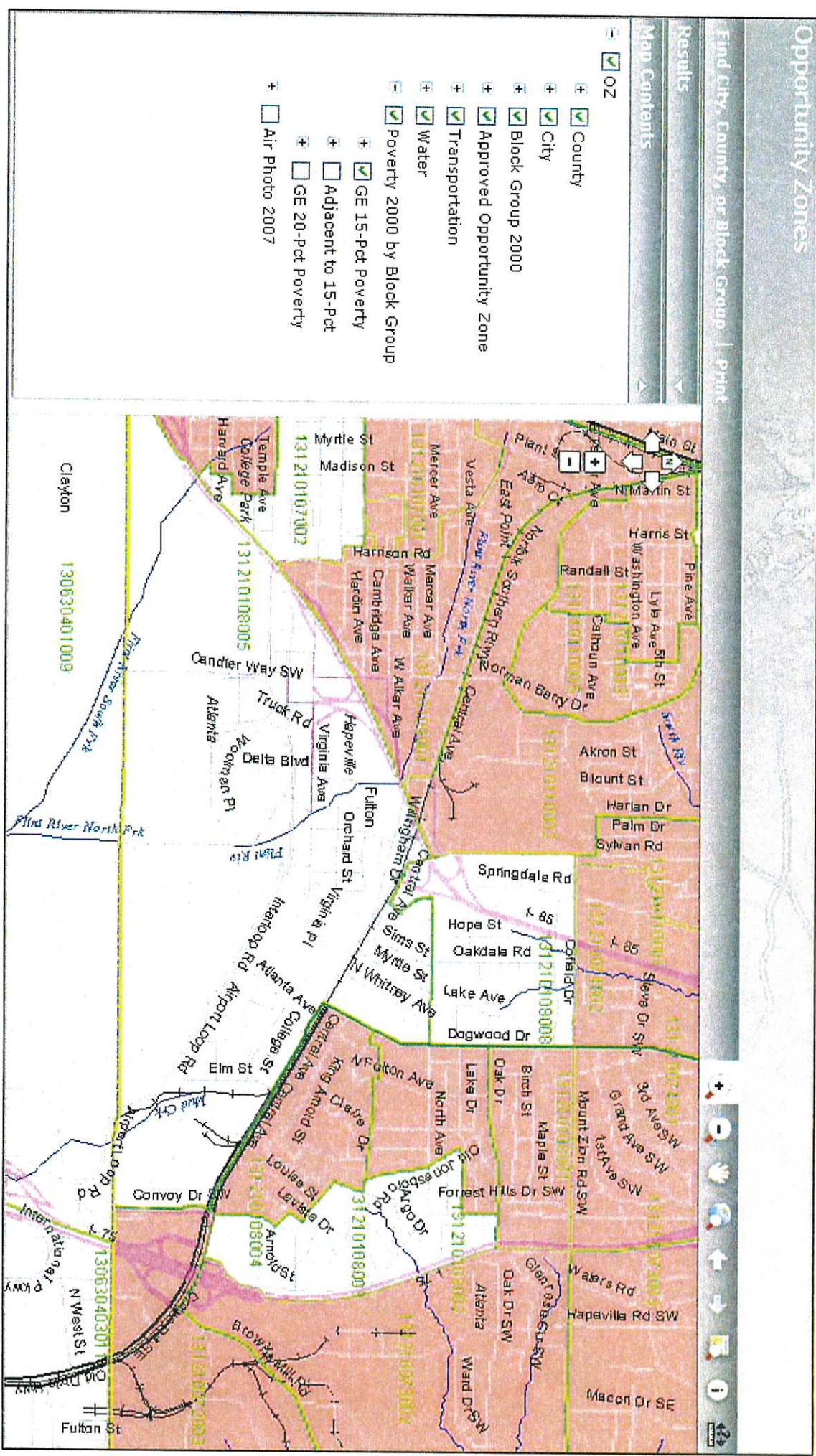
### Vacant Buildings in the Urban Redevelopment Area



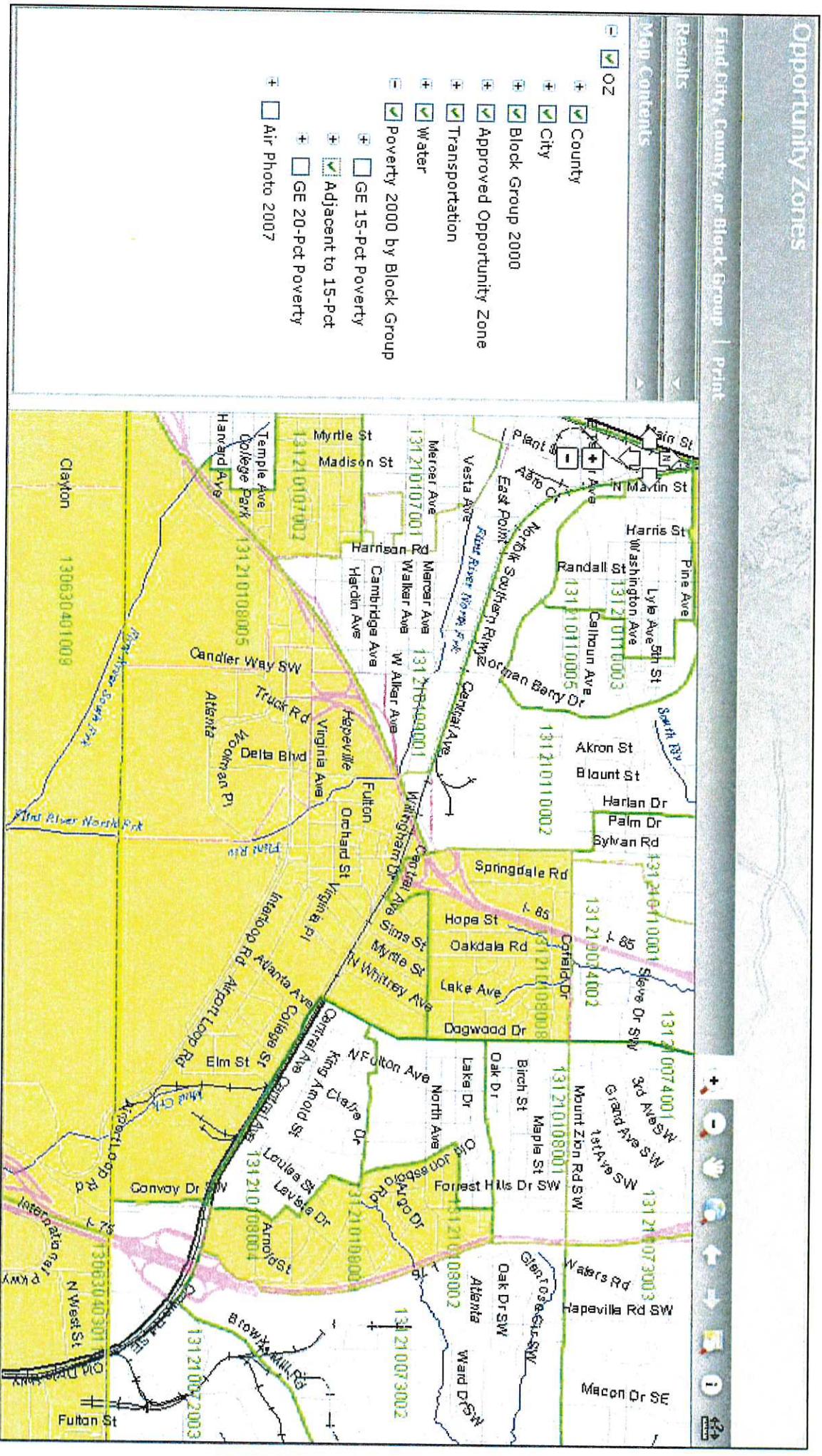
**Property Conditions in the Urban Redevelopment Area**



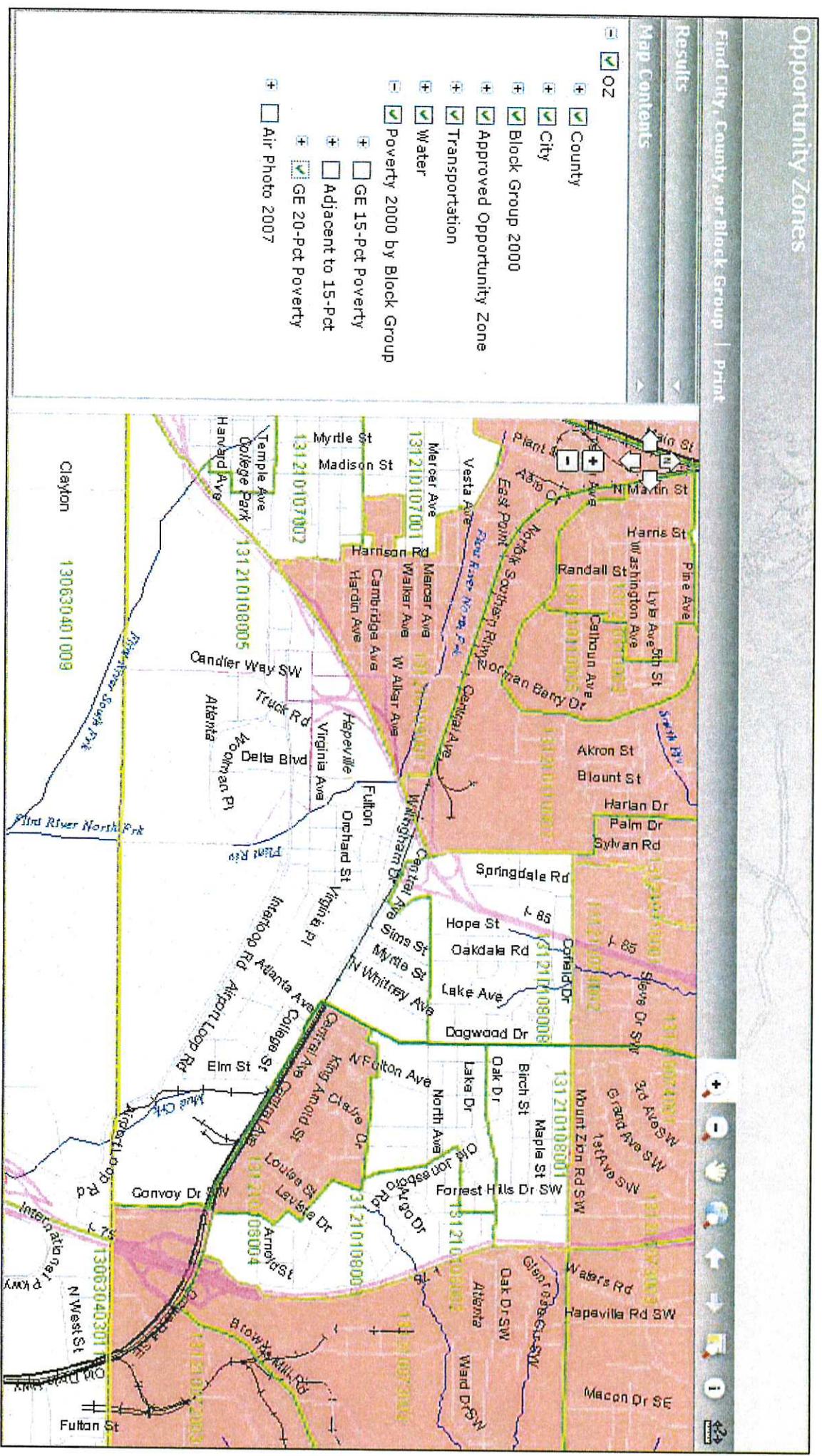
Areas of 15% Poverty in the Urban Redevelopment Area



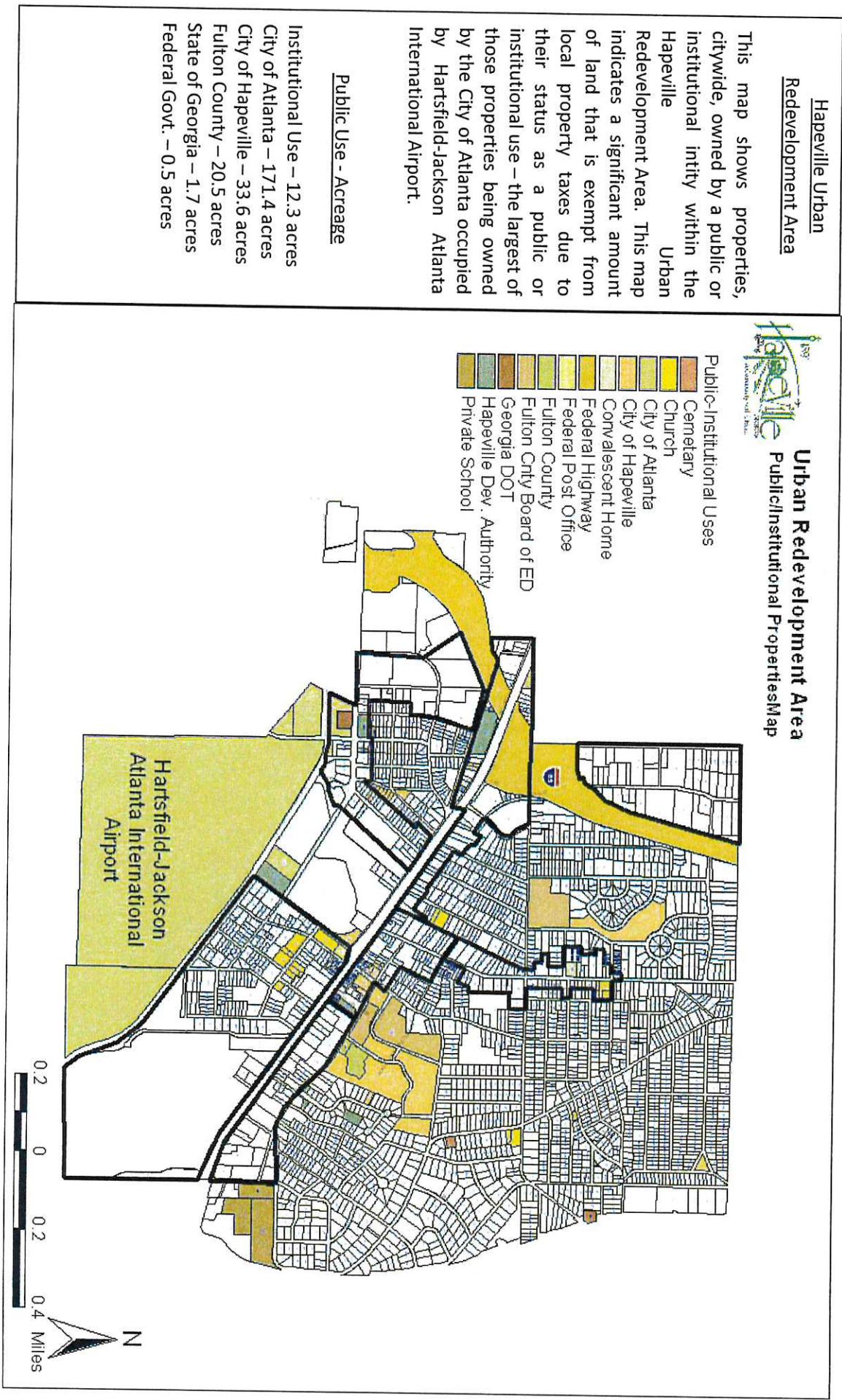
### Areas Adjacent to 15% Poverty in the Urban Redevelopment Area



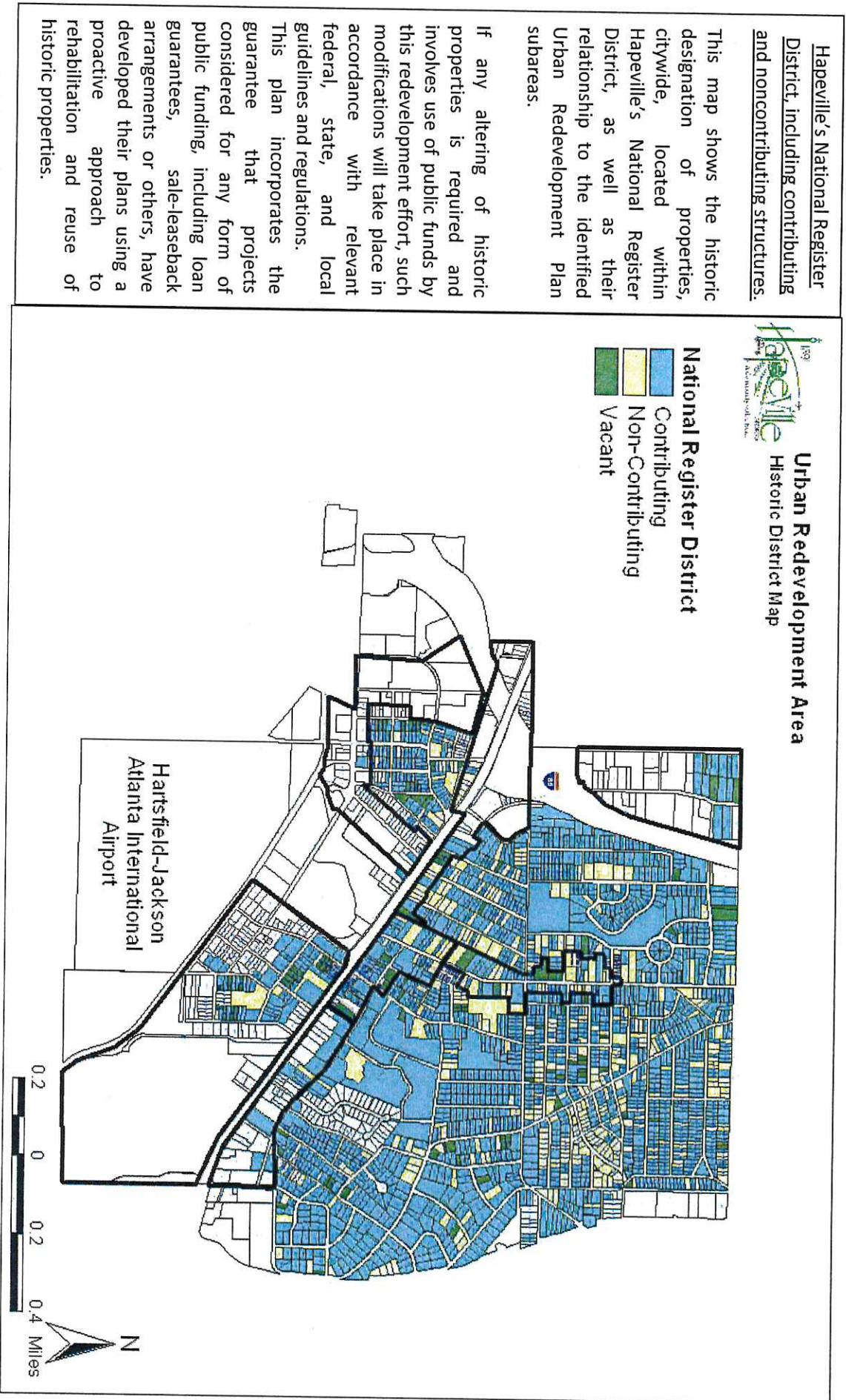
Areas of 20% Poverty in the Urban Redevelopment Area



**Publicly Owned Property in the Urban Redevelopment Area**



### Historic Resources in the Urban Redevelopment Area



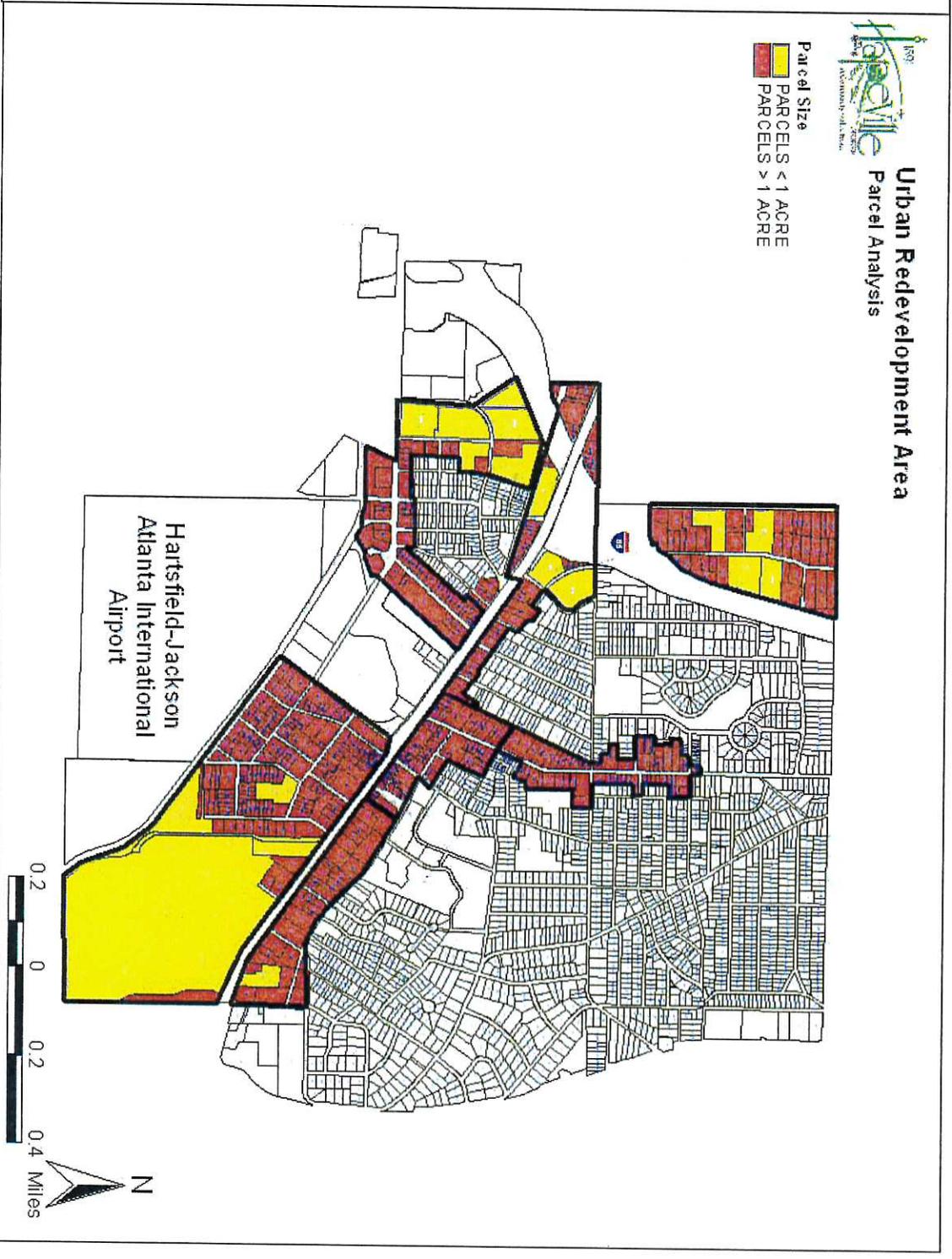
### Parcel Analysis in the Urban Redevelopment Area

#### Hapeville Urban Redevelopment Area Parcel Analysis

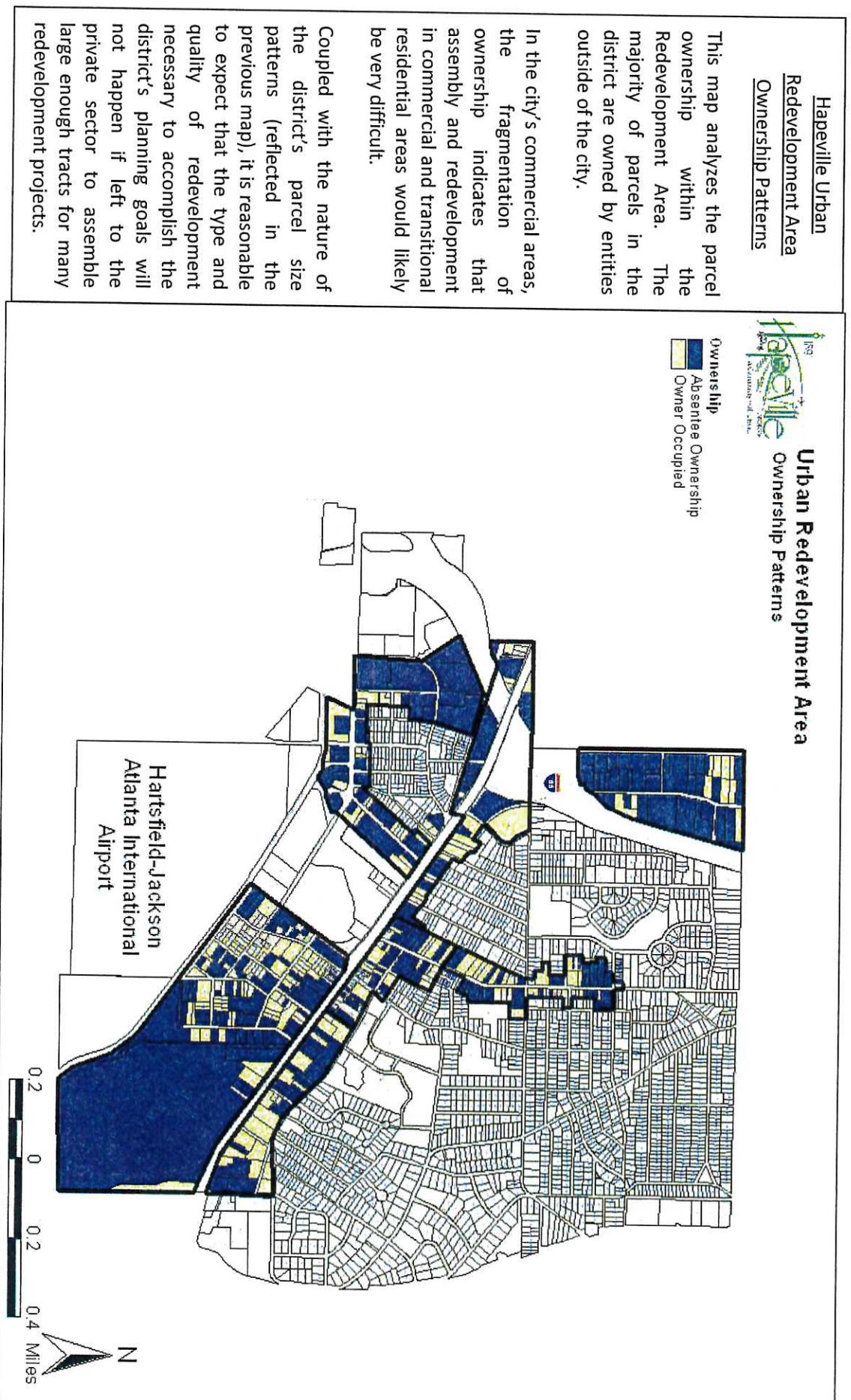
This map illustrates the analysis of parcel size described in the Urban Redevelopment Plan. Data shows that with few exceptions, the vast majority of parcels located within the Redevelopment Area are smaller than one acre in size.

While this situation is not necessarily an issue within surrounding residential neighborhoods, it makes assembly and redevelopment in commercial and transitional residential areas very difficult.

Coupled with the nature of the district's ownership patterns, it is reasonable to expect that the type and quality of redevelopment necessary to achieve the district's planning goals will be extremely difficult to accomplish.



## Ownership Patterns in the Urban Redevelopment Area

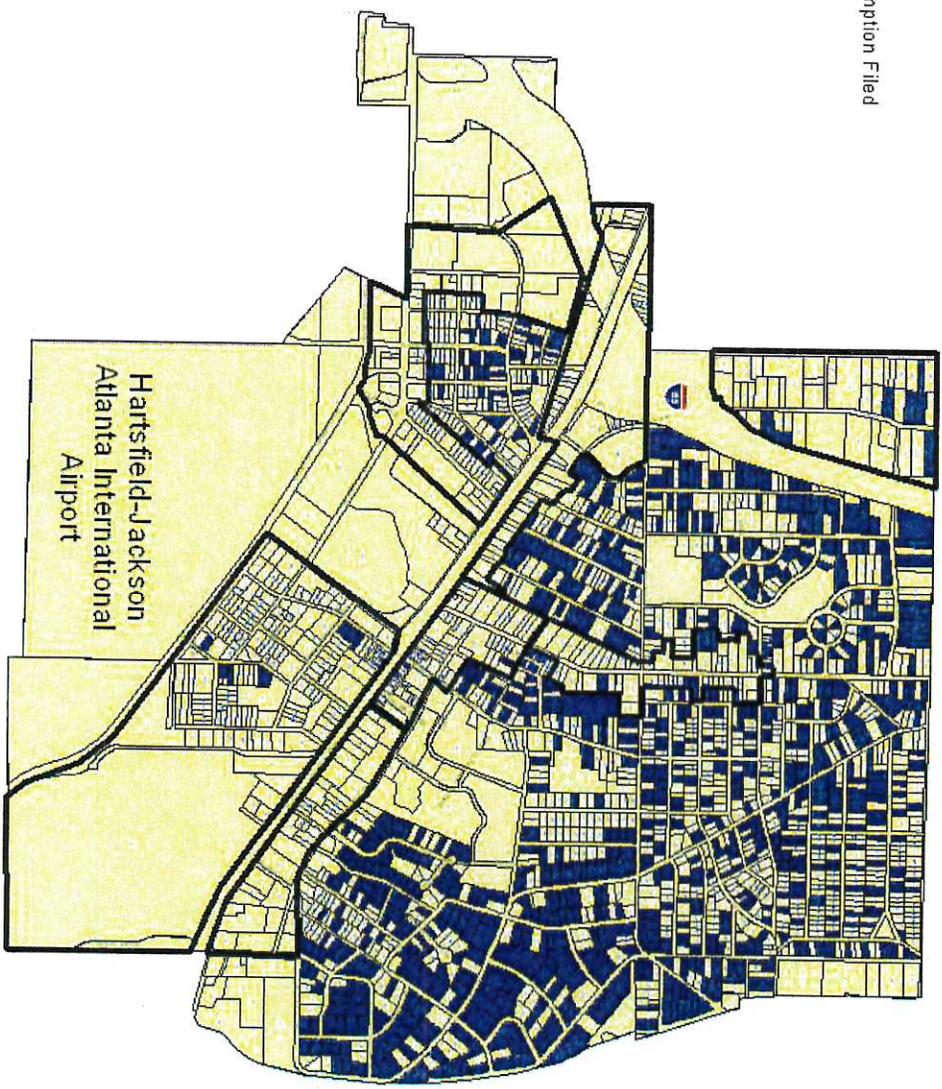


### Home Occupancy Patterns in the Urban Redevelopment Area



#### Urban Redevelopment Area Occupancy Patterns

- Home Occupancy
- Homestead Exemption Filed
- Parcel Base



#### Hapeville Urban Redevelopment Area Occupancy Patterns

This map analyzes the occupancy patterns of the community as a whole. From this map, we get a sense of the fragmentation between owner-occupied properties and those owned by absentee property owners.

Although commercial uses are not eligible to file for Homestead Exemptions, the map does reflect both a dynamic mix of rental versus owner occupied housing, as well as concentrations of investor-owned houses which may be contributing to excessive rental to owner-occupied ratios, potential deferred property maintenance, lower property values, and lower average household incomes.

**HAPEVILLE CRIME STATISTICS 2008-2010**

**2008**

Offenses Reported by Month

Classification of Offense	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Annual Total
Criminal Homicide	-	0	0	0	0	0	0	0	1	0	0	0	1
Forcible Rape	-	0	0	0	0	0	0	0	0	0	0	0	0
Robbery	-	5	5	5	1	1	0	1	3	8	6	4	39
Assault	-	14	14	13	11	5	10	3	9	5	8	7	99
Burglary	-	5	5	6	8	10	10	1	13	6	15	9	88
Larceny-Theft	-	24	24	19	20	16	21	18	28	17	21	27	235
Motor Vehicle Theft	-	4	4	6	3	3	7	4	7	4	12	3	57
Monthly Total	-	52	52	49	43	35	48	27	61	40	62	50	519

**2009**

Offenses Reported by Month

Classification of Offense	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Annual Total
Criminal Homicide	0	0	0	0	0	0	0	0	0	0	0	0	0
Forcible Rape	0	0	0	0	0	0	1	0	0	0	0	0	1
Robbery	4	1	0	3	2	0	0	0	5	4	4	1	24
Assault	13	4	5	5	8	7	9	0	0	2	2	0	55
Burglary	9	5	2	7	7	14	13	7	9	7	7	2	89
Larceny-Theft	16	25	11	16	19	24	23	12	17	21	9	15	208
Motor Vehicle Theft	7	10	2	6	5	5	4	12	7	8	12	6	84
Monthly Total	49	45	20	37	41	50	50	31	38	42	34	24	461

**2010**

Offenses Reported by Month

<u>Classification of Offense</u>	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Annual Total
Criminal Homicide	0	0	0	0	0	0	0	0	1	0	-	-	1
Forcible Rape	1	0	2	0	0	0	0	0	0	0	-	-	3
Robbery	1	1	0	1	3	2	1	1	3	1	-	-	14
Assault	3	1	1	0	1	3	0	2	9	10	-	-	30
Burglary	10	7	2	10	7	8	4	5	13	7	-	-	73
Larceny-Theft	5	13	10	7	29	18	20	21	28	25	-	-	176
Motor Vehicle Theft	5	7	2	8	8	5	4	11	7	4	-	-	61
Monthly Total	25	29	17	26	48	36	29	40	61	47	-	-	358

**OTHER CONSIDERATIONS**

Downtown Hapeville is traversed by the Norfolk Southern Railroad. Five of the seven subareas identified in the Hapeville Strategic Development Plan are adjacent to the railroad right-of-way. When Ford was producing vehicles, it was not uncommon to have at least half of the paved crossovers blocked by freight cars, which was detrimental to fostering a healthy economic base in downtown Hapeville. Since Ford is now closed, it is still common to see car carriers parked on the tracks, especially on the east side of town. These empty carriers contribute to the overall sense of blight in downtown and along the Central Avenue corridor. In the future, the rail could become an asset to the community – when and if the state passenger rail program is implemented. Hapeville has been identified as a stop on the Atlanta-Macon passenger rail line, which would likely be located adjacent to Jacoby’s Aerotropolis Atlanta project on the City’s southeast side. The future of the state’s passenger rail program remains an uncertainty, and therefore does not alleviate the adverse impact the rail line has on the town.

## **CONFORMITY TO HAPEVILLE'S COMPREHENSIVE PLAN**

The Hapeville Urban Redevelopment Plan includes several operational goals:

- Expand the City's implementation tools
- Qualify Hapeville for a range of state and federal financing programs
- Create additional financial incentives for private sector investment in redevelopment
- Assure that adequate urban design tools are in place which result in new development that embodies the quality and character goals expressed in a series of earlier planning initiatives.

The Hapeville Comprehensive Plan, last updated in 2005, is one of several planning initiatives that the City has completed over the past decade. These documents provide a consistent purpose and vision throughout that period:

- The need to rehabilitate and replace substandard housing with safe, clean, comfortable, attractive and affordable housing.
- The need to improve, extend and enhance the City's circulation system, especially its pedestrian elements
- The need to improve, expand and enhance public open space of all sorts.

This plan's purpose is to provide additional tools to implement the Hapeville Comprehensive Plan and other plans still functioning. It draws its purposes and projects from the Hapeville Comprehensive Plan and so is by definition in conformance with that plan. This section summarizes the community development goals expressed in the half dozen plans which have been completed for the City of Hapeville over the past decade. The intention of the Hapeville Strategic Development Plan is to:

- Identify goals which are still valid
- Build upon them so that the community can move to a more immediate level of implementing policies, programs and projects which advance these goals.

All of the following are direct extracts from the planning documents, slightly edited in some instances for consistency of form. Several themes carry through these documents which will form the bases of the action items in this Urban Redevelopment Area Plan:

- Build to sustain the community's historic character and fabric
- Model new development on the community's human scale and walkability
- Build compact, mixed-use districts and neighborhoods with high connectivity
- Build public spaces
- Preserve and integrate the community's natural resources into its fabric
- Build a range of housing options affordable to a wide spectrum of the citizenry

- Use public investment to leverage private investment
- Establish a level of quality for new development, redevelopment and rehabilitation through public investment and regulations.

## **PLANNING GOALS**

The purpose of the Livable Centers Initiative (LCI) Study is to address specific development issues in those communities which may be prototypical for the Atlanta region in general. In concert with the establishment of Hapeville's LCI program, the City hosted a number of public workshops to garner citizen input into the city's future redevelopment goals. More specific goals for Hapeville may be drawn from a series of desirable outcomes for the community that the workshops identified:

- Create regional strategies for transportation, land use and economic growth
- Understand that sustainable community design is based on the effect of the built environment on the natural environment, aesthetics, scale, history and culture
- Promote efficient use of existing infrastructure, energy, water and land
- Incorporate compact integrated land uses which bring people closer to work, to school and shopping and safeguard undeveloped lands for urban agriculture, greenspace and recreation
- Provide transportation options so that each member of the community has access to goods, services and recreation
- Design transportation options to be safe, healthy, economically strong, environmentally sound and inclusive
- Strengthen the downtown with higher density housing and new retail shops
- Bring greater variety in shops, goods and services
- Retain the workforce within the boundaries of Hapeville
- Reduce the large number of short trips, which consumes large amounts of street capacity
- Invest in lower-cost improvements in the area's streets and highways (improved traffic signs, access spacing)
- Invest in travel alternatives (bike paths and walkways)
- Establish more places for socializing and association (parks and trails, strengthening of the historic CBD)
- Design developments with a mixture of ages, incomes and races
- Bringing the community closer together physically (open space linkages, better movement connections)
- Creating institutions and events which would draw people together, preferably in the central areas
- Direct development into areas with existing physical and social infrastructure
- Stabilize the historic central business district and place new development within walking distance or a short drive
- Place more new development near the proposed passenger rail station reducing vehicle miles traveled and encouraging more rail use
- Increase city tax base to fund and maintain a high quality of life
- Provide more diverse residential neighborhoods which contribute to long term neighborhood and city sustainability

## **WORKABLE ACTION PLAN**

The Hapeville Comprehensive Plan and related planning initiatives have laid out clear goals for the central core of Hapeville. The plans and studies also have identified many valuable projects aimed at implementing those goals. This plan takes the steps to organize those goals and projects into a Workable Plan to implement their primary objectives as elements of this Urban Redevelopment Plan. Upon adoption of this plan by the City Council:

1. The Hapeville Redevelopment Authority (HRA) is hereby created as provided in Title 36, Chapter 61 of the Georgia Code and is designated as the City of Hapeville’s Redevelopment Agent for implementation of this Plan. The HRA shall
  - Have the powers granted to an Urban Redevelopment Agent under Title 36, Chapter 61 of the Georgia Code
  - Be guided by a board of directors consisting of five members
  - Establish a regular meeting schedule for the Agency
  - Confirm Board membership and appoint a Chairman
  - Establish an annual work plan with the primary focus of implementing this Plan
    - First year work plan shall include identification of priority redevelopment areas, and establishing and marketing economic development incentives available through the Opportunity Zone Program.
  - The HRA shall not have the power of eminent domain, which shall remain vested in the City Council.
2. A HRA Board is hereby convened. The HRA Board shall be composed of five members consisting of:
  - The Mayor of Hapeville who shall act as chairman
  - 1 appointment from each city council member – (4 total)

## **PROPOSED LAND USES AFTER REDEVELOPMENT**

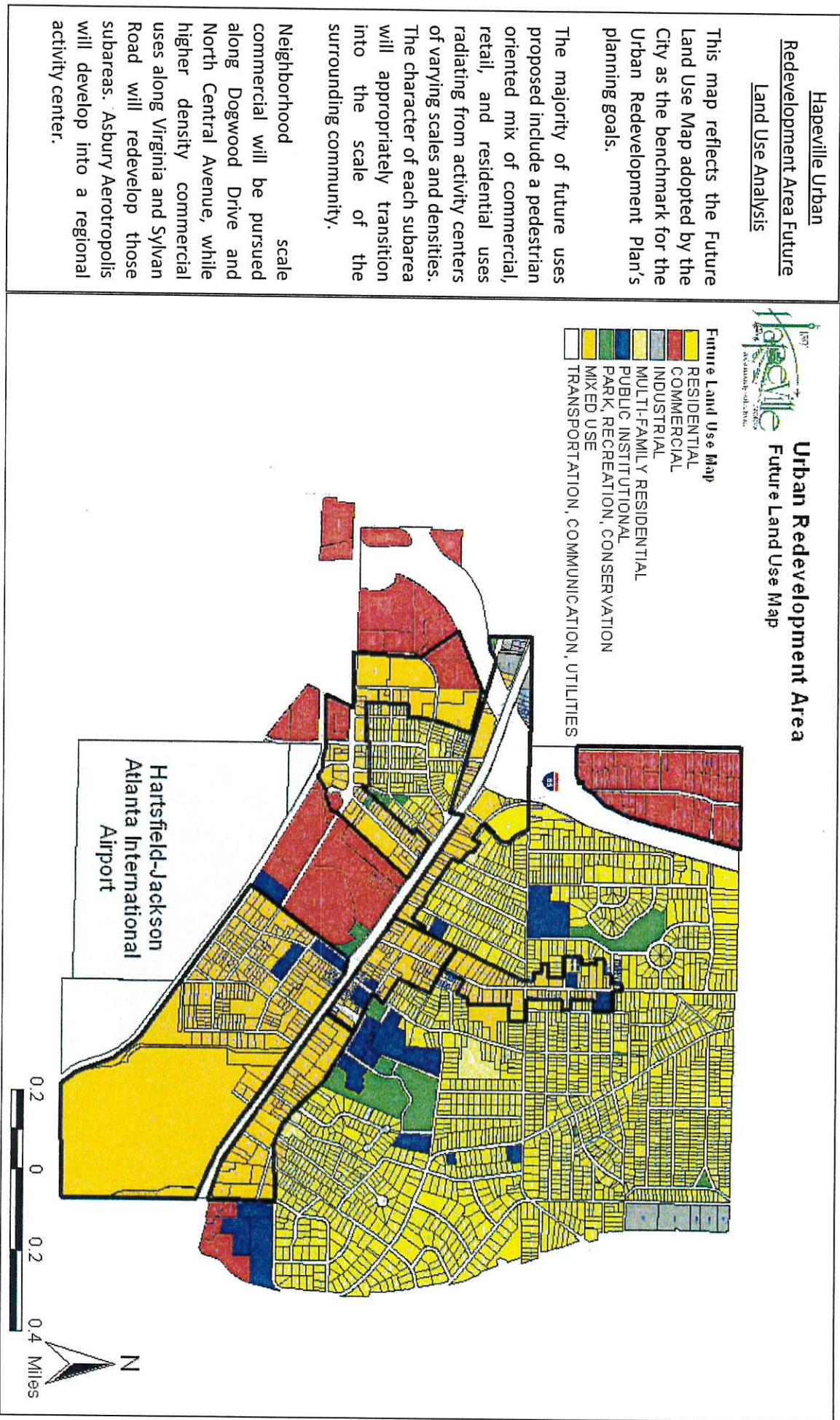
The Redevelopment Area is composed of seven subareas. Most of these subareas face a similar range of housing and community stabilization issues. These subareas will retain the primary land uses they currently have, although secondary uses such as recreational and neighborhood commercial may be introduced to these areas in order to strengthen them. The identified subareas draw the following abbreviated land use policies from the Hapeville Town Center LCI Plan for those districts:

### **Land Use Policies**

- Utilize a nodal framework for land use patterns radiating from the central business district.
- Centers proposed within the Redevelopment Area:
  - Concentration of higher density commercial development south of South Central Avenue/Henry Ford Avenue and east of Atlanta Avenue. Encourage development along the Virginia Avenue corridor that is pedestrian-oriented and includes a mix of uses that support area office workers, hotel guests, and area residents, including retail, restaurant, and personal services. Encourage redevelopment of the Sylvan Road corridor for more transportation-oriented commercial/logistics businesses. Encourage less intense neighborhood retail and commercial uses along Dogwood Drive. Encourage transitional densities of commercial development along North Central Avenue both east and west of the central business district as a buffer against adjoining residential neighborhoods. Encourage historic preservation downtown and infill development in an appropriate pedestrian scale with a mix of housing and commercial/retail.
- Require all new development to be pedestrian-oriented.
- Preserve stable neighborhoods and protect them from commercial, multifamily and industrial encroachment.
- Gas stations are appropriate uses along the city's commercial corridors in close proximity to the expressway, but their current form is not acceptable in recommended walkable centers.
- Preserve civic, industrial, religious, and most single-family residential land uses.
- Recognize that some auto-oriented uses are needed in areas in close proximity to the interstate, but that their scale and relationship to Downtown must be appropriate and their form pedestrian-oriented.
- Use the redevelopment of underutilized, auto-oriented land uses to create opportunities for new housing types and thus reduce pressure to increase density in the neighborhoods.

- Support new mixed-use developments with residential over retail, which could create a greater sense of “ownership” and revitalize the Central Business District.
- Promote quality, owner-occupied multifamily options, to increase the market appeal of Downtown and generate retail demand.

**Future Land Use in the Urban Redevelopment Area**



## **CHANGES TO THE ZONING ORDINANCE TO IMPLEMENT THE PLAN**

This plan does not anticipate the need to modify the zoning ordinance in order to implement its provisions. In 2006, the City of Hapeville initiated the Citywide Comprehensive Revitalization Program, which included higher density in most of the city's residential areas, and rezoning for most commercial properties from general commercial to moderate density mixed use. At the same time, the City adopted minimum architectural and urban design standards. The zoning was again amended in 2009 to include a high-density mixed use zoning district that allows for up to 75 residential units per acre, and a zoning overlay allowing compact commercial densities.

## **MAXIMUM DENSITIES IN THE REDEVELOPMENT AREA AFTER REDEVELOPMENT**

Maximum densities based on land use standards are not anticipated to change. Actual population densities will in all likelihood increase since the plan addresses and seeks to alter two existing characteristics of the Redevelopment Area: abandonment of substandard dwellings and separation of land uses which excludes mixed use, and consequently residential use, in several areas of the Redevelopment Area. The City's recently-adopted zoning ordinance already is addressing the latter.

## **PROVISIONS FOR RELOCATION OF AFFECTED RESIDENTS**

This plan does not envision the need for relocation of residents. Remediation of housing deficiencies which are contributing to blight and slum conditions will target substandard, derelict and vacant properties. If, for any reason, the Hapeville Redevelopment Authority (HRA) shall determine it to be necessary to take some redevelopment action relating to occupied structures, it shall follow a "No Displacement" policy under which it may only take such action after it has made suitable provisions for and relocated the affected residents.

## **PROPOSED REDEVELOPMENT PROJECTS**

### Sylvan-Springdale

The Sylvan-Springdale area is challenged by proximity to heavy industrial uses in neighboring East Point, as well as high crime and poverty in concentrated multi-family developments in Atlanta to the north. However, the subarea benefits from visibility and direct access to Interstate 85. Further, its proximity to two exits north of the world's busiest airport make it a likely candidate for future redevelopment. In addition, much of the assemblage has been done with the Hertz and Enterprise Car Rental facilities that once occupied much of the area. The City has long identified this area as a redevelopment priority, but has focused most of its efforts on the redevelopment of Hapeville's south side over the past few years. The Sylvan-Springdale subarea would be a promising candidate for a transportation-related redevelopment effort, including, but not limited to, airfreight and logistics, minor warehousing and distribution, and potentially a business incubator for upstart businesses in need of smaller office space. Sylvan-Springdale would make a promising location for the **Hapeville Trade Port**.

### Virginia-International

The Virginia-International subarea benefits by direct access to Hartsfield-Jackson Atlanta International Airport via the Airport Loop Road. Further, it is strengthened by large corporate entities, including Delta Airlines, Federal Express, and Wells Fargo in the immediate area. Conversely, the subarea is blighted by large vacant buildings, underdeveloped land, and a mix of land uses that do not establish a unified urban development pattern. The area longs to be a walkable and lively mix of restaurants, hotels, offices, and residential mixed-uses. The development of the **Virginia International Center**, incorporating the Delta Technologies building (vacant), and adjacent vacant parking lots, as well as properties fronting onto Virginia Avenue, promises to help the Virginia Avenue corridor accomplish its vision as a walkable work-live-play destination.

### Downtown

Downtown Hapeville has a unique small-town charm with lines of historic storefronts, a classic train depot, parks, and an old post office – it exudes a sense of place – as the center of community activity. However, though downtown has established itself as a lunchtime destination, a place to get a haircut, and a great location for setting up a small office operation. Hapeville has not yet established the eclectic diversity of business types necessary to make the area succeed as a destination location for retail activities. This is in part due to the challenging demographics – 56,000 people in the city by day, but only 6,700 by night and on weekends. Downtown has also been mired with building vacancies and an existing mix of incompatible uses, including institutional uses and automotive repair businesses. The City has been aggressive over the past few years acquiring vacant buildings along North Central Avenue, the City's main commercial street, and leasing them out to upstart businesses and community arts organizations. Much of downtown's success is contingent on what happens in other subareas within the Urban Redevelopment Study Area, including North Dogwood (north), Central East (east), Central West (west), Asbury Park (south), and to some extent, Aerropolis Atlanta (south). The City has actively supported the success of downtown through its commitment to the Main Street Program, façade grant program, placement of public art, landscaping, signage and other visual enhancements, as well as its commitment to fund extensive pedestrian improvement projects along North Central Avenue and Dogwood Drive. In addition, much of Hapeville is listed on the National Register of Historic Places, which offers economic incentives for the rehabilitation of downtown's historic commercial buildings. Future development in **Downtown Hapeville** will focus on infill development that encourages pedestrian level activities and contributes to the historic scale and charm found within the subarea.

### Central West and Dogwood North

The vision for these two subareas is somewhat similar. Located immediately adjacent to single-family neighborhoods, the desired development pattern for the future will focus on small scale commercial, retail, and residential uses. There are not large enough properties to accommodate larger redevelopment projects, and future development will focus on **Urban Infill** on existing lots. The

future of these two subareas will be a transition of density and intensity of uses – increasing closer to the south and southeastern areas of Hapeville.

#### Central East

The Central East subarea is located in close proximity to I-75 with direct access to the freeway. In addition, it is across the railroad tracks from Jacoby’s Aerotropolis Atlanta project – the redevelopment of the old Ford Assembly Plant. The proximity to the railroad provides challenges and opportunities to the redevelopment of this subarea. Optimistically, there is some likelihood that the proposed Atlanta-Macon passenger rail station will be located adjacent to this subarea, which might provide an opportunity for a Transit Oriented Development (TOD) to be built on the eastern portion of the subarea. Additionally, as the area benefits from the redevelopment of Aerotropolis Atlanta, **Central East** is likely to feel the halo effect as developers seek to build onto Jacoby’s success. However, the area is currently somewhat isolated from downtown Hapeville, and lacks pedestrian connectivity to the redeveloping Ford property. These issues will be addressed as redevelopment in the area begins to progress in earnest.

#### Asbury Park

Asbury Park has been one of the most promising redevelopment efforts engaged in by the City over the past six years. However, like much of the country and Atlanta metropolitan region, the implementation of this ambitious mixed use project has been stalled in the current recession. The vision of Asbury Park includes a mix of 2,100 townhouse, condominium, apartment, and live-work units, with approximately 70,000sf of ground floor neighborhood retail. The City has been actively involved in the acquisition and assemblage of land, and has committed to several million dollars in infrastructure bond financing to aid in the completion of the project. In these economic times, the future of the Asbury Park project, as it was presented and approved by the City, the Atlanta Regional Commission, and the Georgia Regional Transportation Authority, remains an uncertainty. Currently much of the land has been assembled, and many of the once single-family neighborhood lots have been cleared and remain vacant. **Asbury Park** still promises to be a vibrant new urban mixed use community – though the timeline for completion and final configuration weighs heavily on the success of the adjacent Aerotropolis Atlanta project.

Aerotropolis Atlanta

The closing of the Ford Motors Assembly Plant in 2006 marked the end of Hapeville's industrial era, but provided an opportunity to redefine the city as a small but significant player in Atlanta's development submarkets. The vision for **Aerotropolis Atlanta** incorporates 6.5 million square feet of commercial development, including hotels, conference center, office, retail, data/technology mart, and a 4,000space commercial parking facility covered by the largest collection of solar panels in the southeastern United States. Aerotropolis is the largest redevelopment effort in the city since the expansion of the Atlanta Airport, and is expected to help stabilize the local economic base once completed. The plant was demolished in 2009, but has lacked any noticeable activity on the site for almost a year. The future of Aerotropolis Atlanta is far from a done deal as economic pressures, tight credit markets, reticent corporate expansion plans, and an overall stagnant economy have delayed implementation of the project. The City of Hapeville continues to hope that the project will move forward at a more expedited pace, but is still cognizant of the challenges facing the local and national economies with respect the projected implementation timeline.