City of Hinesville
Urban Redevelopment Plan
June, 2004
This City of Hinesville Urban Redevelopment Plan is presented with sincere thanks for the cooperation and assistance provided by the following individuals, city staff and consultants. The conclusions and recommendations herein are those of the Project Team, city staff, elected officials and the citizens of the City of Hinesville.

City of Hinesville
Thomas Ratcliffe, Mayor
Billy Edwards, City Manager
Kenneth Howard, Assistant City Manager

Hinesville City Council
David Anderson, Mayor Pro tem
Charles Frasier
Steve Troha
Jack Shuman
Kenneth Shaw

Consultant
Public-Private Partnership Project Management, Inc. (4PM)

Design Team
W.K. Dickson & Co., Inc.
David Gjertson, ASLA, Project Manager
Andrea Redd
Paul Laseter
Benjamin Robinson
Steven Saling, ASLA
Edward Czyscon, ASLA

Strategic Planning Group, Inc.
Robert Gray, AICP

Street Smarts, Inc.
Darrell Howard
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Part 1
Introduction
Executive Summary

The City of Hinesville, the county seat for Liberty County is located in Coastal Georgia, an area dominated by beautiful coastal marshlands and forested uplands. The area is rich in history and resources conducive to tourism, recreational development, and agriculture. The City is the beneficiary of all those elements that make Coastal Georgia a unique environment. Despite its rich historical, cultural, and scenic resources, Hinesville shares the challenges associated with other Coastal Georgia communities including a limited tax base, modest growth, and a waning tourism industry, typical for communities affected by the construction of I-95 in the late 1990’s. The City is the home to Fort Stewart Military Reservation, one of the largest active military bases in the country. Fort Stewart and the City of Hinesville are inextricably linked both economically and culturally. A significant portion of the demographic profile of the City is directly attributable to military personnel. It is most important to recognize this relationship to formulate any revitalization or redevelopment program for the City. This Urban Redevelopment Plan is the culmination of several years of study and planning for the redevelopment and revitalization of the City of Hinesville. This plan relies heavily on the findings and recommendations of the March 2003 City of Hinesville Redevelopment Master Plan, prepared by W.K. Dickson. Much of the text of this plan is taken directly from that document and the supporting statistical and analytical data is contained therein. This plan must be considered within the context of that document and as part of the overall implementation strategy for the City. The City of Hinesville has endeavored through this Urban Redevelopment Plan to provide an effective and realistic implementation program for redevelopment and revitalization. This plan is based on sound land planning practices with an emphasis on smart growth and the economic realities of the region, sub-regions, and the City of Hinesville.

Redevelopment Area

This Redevelopment Area consists of 910 acres in the heart of the City of Hinesville that includes the Fort Stewart main gate area, the downtown core, and surrounding residential and commercial properties. The Redevelopment Area is bounded by the following six key areas:

- The Azalea Street Redevelopment Area bounded by Azalea Street, Fort Stewart Railroad, and Arlington Subdivision.
- The proposed Retirement Village and Medical Offices bounded by Arlington Subdivision, E. G. Miles Parkway, and the old Walmart Shopping Center.
- The Liberty County Medical Center bounded by the Food Lion Shopping Center, E. G. Miles Parkway, Jordye Bacon Elementary School, and South Main Street.
• The proposed Youth Center located at the Big Lots Shopping Center bounded by Oglethorpe Highway, General Screven Way and South Main Street.
• The proposed Bryant Commons park (property owned by the Glenn Bryant Foundation located on Oglethorpe Highway).
• The proposed Family Entertainment Center located at the old Liberty Regional hospital at the corner of East Oglethorpe Highway and Fraser Drive.
Part 2
Existing Conditions Inventory
This document is focused on land use patterns within the 910 acres Urban Redevelopment Area and how they relate to the City of Hinesville in its entirety. The Urban Redevelopment Area is best described as the “heart” of Hinesville. Historically, this area was the center of commercial activity but, as with most small and medium size towns, the advent of the automobile, low density residential development, and the trend toward consolidated “big box” shopping, has dispersed development away from the urban core and Main Street.

Downtown Hinesville has the potential for development as a “City Center.” (See Figure 1). Several government buildings are located in close proximity and are within walking distance. The government uses (Liberty County Courthouse, Hinesville City Hall and City Law Enforcement and Police Department, and a host of governmental/support facilities) create a cohesive core. However, there must be an economic role for City Centers and a market to support them. The need for office space is evident resulting in the conversion of many single family homes to offices.

The aesthetic quality of Downtown Hinesville urban core is very good. Sidewalks are plentiful, albeit narrow, and many crosswalks feature brick pavers. Pedestrian lighting and other streetscape amenities have also been recently added giving Main Street and the vicinity of the governmental center, a distinctive hometown feeling.

Commercial uses predominate along Oglethorpe Highway, General Screven Way, and E. G. Miles Parkway. The inter-section of General Screven and E. G. Miles Parkway/Hendry Street is composed of older, large square footage commercial buildings. Surface parking is extensive and located in front of these structures which are set back to the rear property lines. Outparcel development abounds along the roadway edges and traffic flow is generally heavy. Wal-Mart has abandoned this location and has constructed a “Super” Wal-Mart on Oglethorpe Highway south of Figure 1: City Center
downtown. K-Mart has also closed its store in this area following their recent economic difficulty and pattern of closing “marginal” facilities. Oglethorpe Highway commercial development appears to be more economically stable including Checker’s, Goody’s, Big Lots, Ruby Tuesday’s, Kroger, Auto Shine Car Wash, Sonic, Lowe’s, and newly opened Oglethorpe Square. Commercial development continues southerly on Oglethorpe Highway including the Super Wal-Mart. This trend is true also on Veterans Parkway, which is now a widened and landscaped commercial corridor reaching from the fort to Oglethorpe Highway.

Residential development is located directly adjacent to these commercial areas with very little buffer. These shopping centers are typical sprawl-type developments with large parking lots, few shade trees, and limited pedestrian amenities. (See Figure 2).

In downtown, residential uses surround the commercial core in a roughly “U” shaped pattern interrupted by the commercial strip development on Memorial Drive and General Screven Way as they approach Fort Stewart to the west.

The area bounded by Fort Stewart, General Screven Way, Memorial Drive, and Gause Street is a mix of commercial strip, single and multi-family residential and institutional uses. The Fort Stewart Railroad divides residential property west of General Screven Way. Almost all properties between the Fort Stewart railroad corridor and Veterans Parkway are single family residential uses.

Four schools lie within the Urban Redevelopment Area: Bradwell Institute (high school), Button Gwinnett Elementary, the Pre-K Center (former Hinesville Middle School), and First Presbyterian Christian Academy (PreK-12). Bradwell Institute and the school district cover large tracts of land to the west and north of downtown, respectively. Understandably, the most significant land use in Hinesville and Liberty County, is the Fort Stewart Military Reservation. Standing as the largest military installation east of the Mississippi River – covering 280,000 acres and housing 20,000 military personnel plus their dependents – Fort Stewart undoubtedly has enormous cultural and financial impacts on the City of Hinesville. Its physical presence acts as a geographic barrier to northerly growth in Hinesville and creates a potential access problem should Highway 119 be closed.

Figure 2: General Land Use Patterns
**LAND USE PATTERNS**

**EXISTING LAND USE**

The Existing Land Use Map (see Figure 3) illustrates the migration of commercial uses from Main Street to the south along several major arteries. There are two commercial areas disconnected from the urban core located at the intersection of E.G. Miles Parkway and Veterans Parkway, and at the intersection of Oglethorpe Highway and General Stewart Way. Residential properties are dominant land use in the Urban Redevelopment Area. Public and institutional uses are dispersed throughout the Urban Redevelopment Area including libraries, schools, parks, and open space. Undeveloped or vacant property generally coincides with wetlands.
COMMERCIAL CORRIDORS

The Urban Redevelopment Area includes three (3) commercial corridors. (See Figure 4)

- Oglethorpe Highway (U.S.84)
- General Screven Way
- Memorial Drive

Commercial sprawl has compromised the unique character of the urban core and destroyed its “sense of place.” Commercial sprawl, typified by strip development, also has an adverse effect on neighboring residential properties. Buffers to residential properties are either nonexistent or inadequate. It has also removed the synergy of residential and commercial uses from the urban core. Commercial and residential sprawl development contributes to mobility problems by forcing residents to use automobiles even for the shortest of trips.

While they are important features, the streetscape improvements to Main Street cannot, in themselves, bring redevelopment to downtown.

Traffic problems have resulted from the proliferation of these outlying commercial districts including fast moving multi-lanes of vehicular traffic, numerous curb cuts and very little opportunity for pedestrians or bicyclists. The aesthetic appeal of such developments is quite limited and strip buildings tend to be cheaply constructed and become eyesores over a relatively short period of time.

Vacancies exist throughout the Hinesville commercial corridors. The abandonment of RiteAid and Bank of America buildings are specific examples.

The City’s redevelopment effort must address the commercial corridors through re-use and redevelopment, including traffic management and aesthetic improvements to roadways, parking lots and architectural standards for decaying facades.

Almost all of Hinesville’s commercial retail activities take place along major vehicular thoroughfares. In addition, the city’s proximity to state roadway systems and an active military base introduces large volumes of traffic to the Urban Redevelopment Area. Not surprisingly, retail and commercial businesses that are dependent on vehicular access have flourished. In order to capitalize on these high volume roadways, major commercial and retail developments have located along General Screven Way, Oglethorpe Highway and Memorial Highway. Site access, building orientation, and parking lot design all cater to the needs of the automobile, giving little thought to environmental or pedestrian concerns. In most cases, unsightly overhead utilities, obtrusive signage and billboards, excessive roadway widths, lack of landscaping, and limited streetscape and pedestrian amenities dominate the commercial corridors.

OGLETHORPE HIGHWAY (U.S.84)

Oglethorpe Highway is a state highway and U.S. numbered route, and provides direct access to Hinesville from Savannah to the northeast and Jesup from the southwest. It is also a major commercial corridor in Hinesville and is home to large numbers of businesses and commercial uses. Oglethorpe Highway has the potential as a “gateway” to Hinesville at the northern and southern boundary of the Urban Redevelopment Area.
GENERAL SCREVEN WAY

General Screven Way provides a direct link to Fort Stewart’s Main Gate from Oglethorpe Highway. Traffic volumes are high and commercial development is relatively intense, particularly at the E.G. Miles Parkway/ Hendry Street intersection. This intersection is completely surrounded by commercial strip centers that are set back from the roadway with vast expanses of parking and very little tree canopy. Bradwell Institute (high school) is located directly off General Screven Way at the intersection of Pafford Street.

MEMORIAL DRIVE

The Memorial Drive commercial corridor connects Main Street to Fort Stewart. It is potentially an important element in the redevelopment process. However, many of the businesses and vacant lots along the corridor appear economically marginal, with inferior architectural aesthetics and multiple curb cuts. The beauty and brick construction of the Board of Education building, the Georgia Southern University Liberty Campus and the Live Oak Library have set a new standard for design and quality on Memorial Drive.

Significant design and financial resources have been put into the Memorial Drive corridor in hopes of spurring rejuvenation. Brick-lined sidewalks, stylized lighting, median landscaping, plus a 10-foot wide multi-use path has changed the look and feel of Memorial Drive.
Figure 4: Connectivity Map
Urban Core

The heart of any city is its “urban core.” The urban core is often the center of government, religion, or business. Since the 1960’s, when suburbs grew dramatically in the U.S., many urban core areas and central business districts have gone into decline. Once the center of activity, they are now vestiges of a past era with deteriorating or heavily modified historic buildings, economically depressed with limited streetscape amenities and parking. The economic and business centers of Hinesville have moved to the commercial corridors of General Screven Way, Oglethorpe Highway, E.G. Miles Parkway and to a lesser degree, Memorial Drive. Recent streetscape improvements to Main Street have not and will not bring business or economic vibrancy. While physical improvements to Downtown Hinesville urban core are important, revitalization will depend on business development and economic factors. These are discussed more fully in the Redevelopment Process section.

However, like all urban core areas, Main Street Hinesville and the surrounding government district have the potential to become a “city center.” Currently this area is “walkable,” and sidewalk improvements have created a positive image for Downtown. Government buildings make up most of the principal structures. Several historic structures are located in the urban core including three buildings on the National Register of Historic Places, the Liberty County Courthouse, the Old Liberty County Jail and the Bacon-Fraser House. It is interesting to note that all of the historic preservation sites listed in the Liberty County Joint Comprehensive Plan are located within the Urban Redevelopment Area and most of these are located on or directly adjacent to Main Street. A “short list” includes:

- Liberty County Courthouse
- Bacon-Fraser House
- Ganey-Norman House
- Brewton House
- Old Hinesville Railroad Depot
- Caswell-Groover House
- J. Madison Smith House
- Hinesville First United Methodist Church
- B.C. McCall House
- Coca-Cola Bottling Plant
- Deloach House
- Roberson House
- Old Liberty County Jail
- Mims House
- Brewton law Office
- Gause House
- Zoucks House
- Way-Cameron House
- Porter House
- Kemp House
- Carter House
- Plough House
- Way House
- J. Madison Smith House
Main Street is the backbone of Downtown Hinesville’s urban core. The C-1 Central Business District zoning classification encompasses land from Oglethorpe Highway along Martin Luther King, Jr. Drive, the buildings immediately adjacent to the Courthouse and Courthouse Annex, and one block west of Main Street from Memorial Drive south to Bagley Avenue. The C-1 zoning district was created to allow “the maintenance of centrally located trade and commercial service area and to promote a cohesive urban fabric.” Hinesville City Hall and Police Department are located on Martin Luther King, Jr. Drive, as well as various types of general commercial business. Setbacks and parking requirements along Martin Luther King, Jr. Drive have not been enforced and in some locations, patrons must back into the road to leave parking areas. Parking areas range from on-street angle parking around the Courthouse to parallel spaces servicing the retail businesses on Main Street. There are no parking decks in Downtown Hinesville.

The City has invested in streetscape upgrades, including brick paver sidewalks, decorative pedestrian lighting and street trees. However, several street trees and lighting fixtures have been placed in the sidewalk making pedestrian circulation difficult. Traffic-signal mast arms have been installed and are aesthetically superior to the typical concrete or timber pole and attachments.

Several storefronts have been altered over the years, including closed-in windows and remodeled facades. A few older buildings in the district are two-story structures and there is some evidence that they were formerly used as upstairs dwellings. Sidewalk access from the surrounding residential areas lack consistent connections and adequate crossings.

Street trees, lighting, paving patterns, common aesthetic features and themes, and directional signage all help to establish “gateways” for the Downtown Hinesville urban core. Vehicular lighting and the introduction of signage with consistent logos, color place.

The mass location and organization of public buildings at the urban core and nearby historic structures form an “urban fabric” that is unique to Hinesville. Its location away from the commercial strip corridors should be viewed as an advantage. The existing structures will become anchoring elements in the redevelopment process. (See Appendix 1 for resource material).
Neighborhoods and Residential Areas

Residential properties are a significant use in the Urban Redevelopment Area. The residential neighborhoods range from in good condition with some “blighted” housing to severly “blighted” neighborhoods. Streets are generally linear and narrow. The neighborhoods to the west of downtown have a decidedly suburban quality with curving streets, generous setbacks, and cul de sacs. These newer neighborhoods tend to be well maintained but, “for sale” and “for rent” signs are prevalent indicating a relatively high turnover rate, most likely due to the transient nature of the military personnel. Neighborhoods closer to the urban core tend to have a historic quality, much greater tree canopy, and a generally more walkable character. A disconcerting quality in the residential housing adjacent to commercial development is the lack of adequate buffers. Another is the tendency of older homes near the urban core to be converted to office use or local boutique-type stores.

Harrison Heights and North Memorial Drive represent a large percentage of the Urban Redevelopment Area. North of downtown, Main Street divides two distinct residential areas of the city. The west side of Main Street is occupied with a mix of single family and multi-family developments that house several units on one lot or single units on smaller, closely spaced tracts. The homes are small, lack distinctive architectural detail, and are in various stages of decline. The neighborhoods on the east side of Main Street are primarily single family units set back some distance from the street with a sidewalk on at least one side of the road. There are several historic residences in this district that should be preserved. In Harrison Heights east of the Hinesville Middle School site, homes are on larger lots and have good tree cover. Although many homes back up to the Oglethorpe Highway commercial strip, buffers are generous or have the potential for enhancement through fencing or landscape screening.

In the area south of Memorial Drive and north of General Screven Way, the housing stock is older and more disjointed with greater stocks of multi-family. Bradwell Institute dominates the center of this area. Homes surrounding the school are in good condition with a historic character. Homes directly west of the urban core tend to be historic in the oldest established neighborhood in Hinesville.
**Azalea Street**

Azalea Street is a circa 1940’s subdivision. It began with larger lots which were later subdivided. Dilapidation, drugs, and crime became the norms in this neighborhood. The City pursued Community Block Development Grants and other housing resources to purchase, cleanup, and rebuild the neighborhood in three phases. The first two phases offered new single-family houses and twelve townhomes have been particularly attractive to first-time homebuyers. Phase three will include a mix of one- and two-story single-family houses. The City’s efforts have changed the appearance of the neighborhood, and outlook of the residents.

**Public / Institutional**

Hinesville was established in 1836 and by 1837, the town had been surveyed, welcoming a steady stream of pioneers ready to purchase land, build homes, and settle down. As with many older communities, Hinesville has had many public buildings survive through the years.

These buildings form an indelible image and through preservation and enhancement, give strength to the urban core. Hinesville is also the county seat for Liberty County, which provides a large share of public buildings, most notably, the Liberty County Courthouse. The Courthouse was placed on the National Register of Historic places in 1980 and will be preserved in perpetuity. The Courthouse and other municipal structures are in the center of the urban core. Roughly bounded by Main Street to the west, Washington Avenue to the north, Oglethorpe Highway to the east and Hendry Street to the south, these government buildings form a potential “city center.” The list of public buildings include the following:

- Courthouse Annex
- Liberty County Courthouse
- County Dept. of Corrections
- Liberty County Voter Registration
- Hinesville City Hall
- Hinesville Police Department
- Hinesville Fire Department
- 911 Center

Main/Caswell Streets
Commerce Avenue
Commerce/East Court Street
Commerce/East Court Street
MLK, Jr. Drive
MLK, Jr. Drive
Liberty Street/Commerce St
Liberty Street/Commerce St
Other business and financial entities are located in the vicinity that support the various governmental activities.

**HISTORIC LIBERTY TRAIL**

The Historic Liberty Trail, (Figure 5) a self-guided on-road tour, weaves through Hinesville’s neighborhoods and downtown area, showcasing many architecturally and historically significant sites and buildings in the area. Historic markers reveal the roles Liberty County and Hinesville played in the Revolutionary and Civil Wars. Given the uniqueness of the community asset, some effort should be made to increase the accessibility, visibility and interactive experiences at these sites.

**FORT STEWART**

As discussed previously, the City of Hinesville and Fort Stewart are inextricably linked. More than any other factor, Fort Stewart has shaped the history, economic health and image of the city. The entry gate to Fort Stewart at General Screven Way controls almost all travel from Hinesville. The Paul Smith Educational Center offers post-secondary training for soldiers and their families. Civilian access to the Army Ed Center from General Stewart Way was deliberate.

The recruitment of Armstrong State University brought the college to a retail strip center until a proper campus building was constructed and opened on Memorial Drive in December of 2015. In 2018, Armstrong consolidated with Georgia Southern University and became part of the Eagle Nation. Although, the campus began with a high percentage of non-traditional students, that trend is reversing.

Planned library improvements developed into a collaboration between the City of Hinesville, Liberty County, Armstrong University and the Army. A new state-of-the-art library opened on Memorial Drive in the Fall of 2016.
SCHOOLS

Bradwell Institute, in its second location, is bounded by Pafford Street to the north, General Screven Way to the west and Gause Street to the east. Bradwell Institute was founded in 1871 by Captain Samuel Dowse Bradwell C.S.A., as a private school. It is now a comprehensive public high school serving Hinesville and Liberty County.

Construction of the Board of Education administrative building and the renovation of the Hinesville Middle School into a Pre-K center are two focal points on East Memorial Drive. The site is located between General Stewart Way and East Washington Street bounded by Bradwell Street to the east and Woodland Drive to the west. Ovley Field in Hokey Jackson Stadium. The school property has bleachers, athletic fields, gymnasium, several classroom buildings and a sizable amount of open space. It is used for male and female sports. Button Gwinnett Elementary is located on General Stewart Way, next to the Army’s Paul Smith Education Center. First Presbyterian Christian Academy (PreK-12) is a private school on Court Street, off of US 84.

PARKS AND RECREATION

Liberty County and the Public Works Department split administration of parks and recreation areas within the City of Hinesville. There are several recreation facilities in the Urban Redevelopment Area, both passive and active.

In 2015, the City opened Bryant Commons Park, a large passive park and museum located to the east of Oglethorpe Highway (U.S.84) across from the Liberty County Development Authority building at Ryon Avenue. The park will have a difficult pedestrian connection to downtown across Oglethorpe Highway until the new park entrance is created to match up with a realigned Ryon Avenue – which is slated for funding in SLPOST VI. Park amenities include a veterans memorial, walking trails, a dog park, a playground, an amphitheater and fishing ponds.

Bradwell Park, located in the core of downtown, gets used for small weddings, community events, and the popular weekly Farmers Market.

Hinesville has several “pocket parks” located throughout the City. Currently, a pedestrian/recreational corridor is under construction in the downtown area.
CHURCHES

There are more than 20 churches located within the Urban Redevelopment Area. There are three with traditional architecture and steeples along Memorial Drive: First Presbyterian Church (at Oglethorpe Highway), First Baptist Church (at Bradwell Street) and Hinesville First United Methodist Church (at Main Street). First Presbyterian has a clarion which plays music on the hour, and adds to the charm of downtown.
Parcel Analysis

An important tool in master planning communities is a Parcel Analysis. For the purposes of this plan, the most important aspect of the Parcel Analysis is organization of parcels by size. The Urban Redevelopment Area is comprised predominantly of parcels of less than 2 acres. This limits the use to which such parcels can be put and restricts the ability for the area to redevelop in a manner consistent with sound growth principles. Often times, redevelopment requires the assemblage of these larger tracts of developable property. Figure 6 clearly illustrates the migration of commercial activity to the “big box” parcels southwest of downtown.

Figure 6: Parcel Analysis
ZONING ANALYSIS

The City of Hinesville has updated their Zoning Ordinance dated November 2003. The new ordinance, which was produced with assistance from The Coastal Georgia Regional Development Center (CGRDC), has several revisions and additions from the previous document. It was adopted during the production of the City’s Redevelopment Master Plan. (See Appendix 2).

Without a doubt, the most useful zoning district designation for governing the redevelopment of the Downtown Redevelopment Overlay District is in Section 519–DD, Downtown Development District. The existing zoning ordinance delineates the DD district as an overlay area, bounded by General Stewart Way, General Screven Way and Oglethorpe Highway. This district allows for mixed-use development within certain restrictions.

FUTURE LAND USE

As depicted in Figure 6, the vast majority of property parcels in the Urban Redevelopment Area are less than two acres in size. This is reflective of the early development patterns in the City of Hinesville. Future land use strategies will require changes in the historical development patterns. First there will need to be a reconfiguration or consolidation of parcels where possible to allow for a sufficient critical mass for future development. In addition, future land use should call for denser residential development in the downtown area, along with more mixed uses that will encourage a more compatible merger of commercial and residential uses. This will promote the in-town residential development necessary to sustain the walkable community envisioned herein. There should also be a sense of community cohesiveness with aesthetically pleasing architecture and an emphasis on green spaces and community gathering areas.
CURRENT DEVELOPMENT PATTERNS

The City of Hinesville and Liberty County as a whole have been shaped by historic and current military activities. The entire coastal area was impacted by the construction of I-95 which diverted through traffic off of US 17. The Downtown Hinesville urban core was likewise impacted with construction of US 84 which diverted historic traffic from Main Street.

The post 1960 development pattern of Hinesville is the result of the expansion (and deactivation) of Fort Stewart and the arterial pattern emanating from the front gate of Fort Stewart. Historically, Memorial Drive served as the Main entrance into the Fort. Later General Stewart Way formed the northern entranceway and General Screven Way the southern entranceway. Since 9-11 September 2001, General Screven Way developed as the primary entrance to the Post and the Screven became a major commercial/retail corridor. Retail has also shifted on to US 84 (Oglethorpe Highway) with other development activity. It is now a dominant retail/commercial center. E.G Miles Parkway is also experiencing increased development pressures as subdivisions are built south and southwest of the downtown.

The development pattern has been impacted by three major economic/development factors: (1) traffic associated with employment and residents on Ft. Stewart, (2) the need and development for off-base housing directly (and indirectly) related to Fort Stewart (located predominately south and southwest of the Downtown) and (3) the expansion of US 84.

Main Street / Historic Downtown

Hinesville is the County Seat of Liberty County and the County Courthouse is located within the Downtown Hinesville urban core. The downtown encompasses a six to eight block area anchored by the County Courthouse, and City Hall (and accompanying administrative office). The next major land use are small offices occupied primarily by attorneys who have located there to be in proximity to the Courthouse. Some mixed-use retail, restaurants and a community bank round out the urban core.

The old Hinesville Middle School/Olvey Field facilities form the northern boundary of the old urban core. The area to the west and south are predominately older single family neighborhoods.

Memorial Drive

Memorial Drive had previously been the main entrance to Fort Stewart but that linkage has been severed. At the northwestern terminus is the Academy and the newly announced Liberty Center military learning facility to be located on Fort Stewart property. Memorial Drive itself is in need of major revitalization as its historic use (retail and commercial) has shifted to other areas of the City. Today, the area is characterized by vacant and/or underutilized buildings (automotive and light industrial).
General Stewart Way
General Stewart Way provides the northern entrance to Fort Stewart. At the opposite end, the land use near Oglethorpe Highway is predominately mixed commercial with a full range of motel, restaurant, office and small retail. The area quickly transitions into a predominately residential use as one moves west toward Fort Stewart. A major anchor at the center is Olvey Field (small football stadium), which immediately borders General Stewart Way. The area behind (south) the stadium is the old Hinesville Middle School (field and buildings), which was converted to the Pre-K Center. The Liberty County School System also built a new district administration building on the same site.

General Screven Way
General Screven Way serves as the major arterial for ingress/egress into Fort Stewart. At the western terminus, General Screven Way merges with General Stewart Way. General Screven Way developed into a major retail corridor anchored by three shopping centers and several smaller strip neighborhood commercial centers. The area is undergoing transition as retail and commercial uses are moving to Oglethorpe Highway (US 84). The relocation and expansion of Wal-Mart to a Super Center, the location of Lowe's and Tractor Supply, and the extension of Veterans Parkway from the fort to Oglethorpe Highway appears to have accelerated this movement to US 84. The opening of Oglethorpe Square in 2017 is proof of this.

E. G. Miles Parkway
As described earlier in this report, the general population growth appears to be occurring south of General Screven Way. E. G. Miles Parkway serves as a major arterial for this newly emerging residential area.
TRANSPORTATION EXISTING CONDITIONS

The form, function, and quality of the circulation system in the Urban Redevelopment Area play important roles in the City of Hinesville’s ability to achieve a number of its economic development, community revitalization, emergency management, land use, urban design, and mobility goals. The City’s circulation system must serve personal mobility and goods movement well in order for the community to prosper. In order to understand the current functioning of the transportation system in the Urban Redevelopment Area, data and information were obtained from the City, the Coastal Georgia Regional Development Center (CGRDC), Fort Stewart, and the Georgia Department of Transportation (GDOT) as well as other community sources. The results of the analysis of the existing transportation conditions in the Urban Redevelopment Area follow.

EXISTING TRANSPORTATION GOALS

In 1992, the Liberty County Transportation Plan was published by the Georgia Department of Transportation (GDOT) and included important data and planning recommendations for the entire county, as well as the City of Hinesville and its nearby communities. A broad-based group of federal, state, and local government representatives worked together to develop a set of transportation projects for the county. Most of the initiatives involved widening roadways, improving intersections, and creating new highway corridors (Veterans Parkway). While the plan did not identify specific plan goals, it did focus on the need to expand the capacity of the area’s roadway network.

In December, 2000, the City worked with the Georgia Department of Community Affairs (DCA) and the Georgia Quality Growth Partnership, a statewide coalition of state agencies, universities, non-profit agencies, and business groups, to assess the potential for “smart growth” in the City’s downtown area. No specific planning goals were identified in this effort; however, some general goals can be inferred based on the overall recommendations of the group. The general goals related to transportation are:

- Protect the economic impact of Fort Stewart through the development of facilities, services, and resources needed by military families living in the Hinesville area, including affordable housing, access of health care, and job access for spouses, child care facilities, etc.
- Revitalize the downtown area, including provisions for traffic circulation, pedestrian movement, and parking.
- Revitalize the Memorial Drive corridor into a mixed-use corridor supported by street, transit, pedestrian, and bicycle transportation systems to create a major gateway to Hinesville and Fort Stewart.
- Utilize landscaping to soften the effect of large transportation corridors and strip development.
- Consolidate curb cuts and align them with left turn lanes where possible. Minimize new curb cuts.
- Improve the sidewalk system.

All of these policy goals were used to guide the development of the multimodal transportation systems that support the Downtown Hinesville Redevelopment Plan.
As a result of the 2000 U.S. Census, the City of Hinesville was designated as an urbanized area (UA). This designation enables the community to create a new entity called a metropolitan planning organization (MPO) to guide the long-term planning and development of the area’s transportation system. As part of its role, the MPO must establish its own transportation goals and objectives on which its long-range transportation plan must be based. The MPO may modify or expand the existing set of planning goals for the UA at its discretion. The UA designation also provides new funding opportunities, including qualifying for Federal Transit Administration (FTA) Urbanized Area funds for public transit planning, system development, and the acquisition of vehicles and other capital equipment and facilities needed to support a public transportation system.

Transportation and Land Use Connections

Figure 16 illustrates the existing transportation network impacting the City’s Urban Redevelopment Area. The major transportation corridors include Oglethorpe Highway/U.S. 84, General Stewart Way, General Screven Way, Memorial Drive, E.G. Miles Parkway, Main Street, and Veterans Parkway. Other minor streets connect the major corridors and provide access to properties within neighborhoods and commercial areas. A more detailed description of the significant transportation corridors in the Urban Redevelopment Area along with the land uses located adjacent to each corridor follows in this section.

The existing transportation network in the Urban Redevelopment Area generally provides excellent access to most land uses by car and truck. Access by bicycle is possible through the use of roadways throughout the City. Additionally, sidewalks in some areas of Hinesville (along Arlington Drive, E.G. Miles Parkway, General Screven Way, Inwood Drive, Madison Street, Main Street, and Memorial Drive) provide higher quality pedestrian access to land uses adjacent to these corridors.

A high level of accessibility is available to most land uses in the Urban Redevelopment Area, especially in Downtown Hinesville, where cars, trucks, bicyclists, and pedestrians are served by the transportation network and the various land uses are located in close proximity to one another. Outside the urban core area, the pedestrian and bicycle systems are less developed. Even in Downtown Hinesville, better pedestrian and bicycle networks, such as wider paths with physical separations from auto traffic lanes, can be developed to improve personal safety and encourage more pedestrian activity. Better connections for bicyclists and pedestrians among residential neighborhoods, major downtown activity centers, and nearby parks and recreational areas in the community are needed.
EXISTING TRANSPORTATION NETWORK

The assessment of the transportation system in the Urban Redevelopment Area was done from two perspectives. The first view describes the physical characteristics, location, and size of the transportation facilities. The second perspective looks at the quality of the transportation system performance from the user’s (traveler’s) point of view.

The existing transportation system in the Hinesville Urban Redevelopment Area is made up of streets and highways, a rail line, sidewalks and bicycle paths, and limited paratransit services that form a travel network for citizens and visitors to use. This network serves to connect Hinesville with other communities and important locations in the Liberty County area and coastal region of Georgia and also links important locations within Hinesville and the Urban Redevelopment Area. This section of the report describes the physical characteristics of the current transportation system.

The City of Hinesville is connected to other areas in Georgia by several important transportation corridors and facilities:

- Oglethorpe Highway/U.S. 84 connects Hinesville to Interstate 95 and U.S. 17 on the east and U.S. 301 and U.S. 25 to the west.
- SR 114 provides east/west access from the Fort Stewart area to I-95 and the Savannah area on the east and the U.S. 301 corridor on the west.
- SR 119 provides north/south access from I-16 on the north to U.S. 17 on the east.
- The Fort Stewart Railroad Corridor links the military installation to the CSX, Inc. rail system at Walthourville. The CSX rail network connects several southeastern states.

Within the Urban Redevelopment Area, the following important roadway corridors exist. Their locations are shown in Figure 16.

**General Stewart Way**
General Stewart Way is a five-lane roadway including a continuous center turn lane between Oglethorpe Highway/US 84 and Ogden Avenue. The posted speed limit is 45 mph. Between Ogden Avenue and Memorial Drive/State Highway 119, the roadway has two lanes. The land uses along this roadway are shifting from single-family residential to office uses. A community stadium complex is located near Oglethorpe Highway/US 84. There are sidewalks along the north side of roadway between Georgia Avenue and Oglethorpe Highway/US 84. Sidewalks run along the south side of the roadway between Taylor Street and Oglethorpe Highway/US 84.

**Memorial Drive/SR 119**
Memorial Drive is a four-lane roadway between the main entrance way to Fort Stewart Military Reservation and North Main Street. It has a posted speed limit of 35 mph. The land uses along the roadway are mostly older commercial facilities with large setbacks and driveways. Standard four-foot wide sidewalks are located on both sides of the roadway and are buffered from the travel lanes with four-foot wide green planting strips.

**General Screven Way**
General Screven Way is a five-lane roadway, including a continuous center turn lane between Memorial Drive/SR 119 and E.G. Miles Parkway/Hendry Street. The posted speed limit for this roadway is 40 mph. Land uses along General Screven Way are characterized mostly by older highway commercial development and shopping centers, all of which have large setbacks. There is a large vacant parcel on the northwest side of the intersection with Hendry Street. In the southwest quadrant of the intersection is an aging, underutilized shopping center,
including the former site of the Wal-Mart store. Standard four-foot sidewalks are located on both sides of the roadway. They are buffered from the travel lanes by four-foot wide green planting strips.

**Hendry Street**

Hendry Street is a two-lane roadway between General Screven Way and Oglethorpe Highway/US 84. There are no sidewalks along this roadway. Commercial land uses are concentrated at the intersections of Hendry Street and General Screven Way and at Hendry Street and Main Street. Residential land uses are located along the corridor between Main Street and Oglethorpe Highway/SR 84.

**Main Street**

South Main Street is a three-lane roadway, including a continuous center turn lane between the Urban Redevelopment Area’s south boundary and M.L. King Jr. Drive on the north. Between M.L. King Jr. Drive and General Stewart Way, Main Street is a two-lane roadway with left turn lanes at signalized intersections. Land uses between M.L. King Jr. Drive and General Stewart Way include residential, office, commercial, and government buildings. Land uses between Hendry Street and M.L. King Jr. Drive include office and commercial buildings. Land uses between General Screven Way and Hendry Street are commercial. Land uses between the Urban Redevelopment Area’s south boundary and General Screven Way include residential, commercial, and community facilities. There are sidewalks along both sides of the Main Street between General Stewart Way and Hendry Street. A pedestrian trail also crosses Main Street just south of Bagley Avenue and continues along the east side of Main Street between Bagley Avenue and General Screven Way. Sidewalks are located on the west side of the roadway between General Screven Way and the Urban Redevelopment Area’s south boundary.

**Roundabout**

A roundabout was installed as a traffic calming device at the intersection of Main Street and Memorial Drive. Sod, shrubs and flowering landscape materials were installed to mesh with the landscaping that was done on the major corridors throughout downtown. Nearby signage and decorative lighting in the center were installed to make the roundabout more visible.

**Commerce Street**

Commerce Street is a two-lane roadway between Hendry Street and East Court Street. Between East Court Street and Memorial Drive, Commerce Street becomes a one-lane, one-way northbound roadway. Between Memorial Drive and its terminus at Washington Avenue, Commerce Street again becomes a two-lane, two-way road. There is angled parking located on both sides of the roadway between M.L. King Jr. Drive and East Court Street, in the area behind the new courthouse and jail. Land uses along this roadway are commercial, government buildings, and residential.

**Martin Luther King Jr. Drive**

M.L. King Jr. Drive is a two-lane roadway between Gause Street on the west and Oglethorpe Highway/SR 84 on the east. Sidewalks are located along the south side of the roadway between Main Street and Wilcox Street, and along the north side of the roadway between Main Street and Commerce Street. The land uses between Main Street and Oglethorpe Highway/U.S. 84 consist of government buildings (City Hall/Government Center and Hinesville Police Headquarters), office, and commercial. The land uses west of Main Street consist mostly of residential and some commercial.

**Oglethorpe Highway/US 84**

Oglethorpe Highway/US 84 is a five-lane roadway including a continuous center turn lane for the entire length of the study corridor. The posted speed limit is 45 mph. Sidewalks are located on both sides of the roadway for the entire length of the study corridor. Land uses along the corridor are mostly commercial, residential and office uses with some vacant properties, community facilities, and medical related land uses.
Pavement Width and Available Right-of-Way

Information obtained from the City revealed that many of the main roadways in the Urban Redevelopment Area have available right-of-way that can be utilized to expand/add road lanes to serve cars and/or transit vehicles, turn lanes, pedestrian and bicycle paths, or parking areas. The areas could also be used for landscaping or improvements to the land uses along the roadway. General Screven Way and Main Street south of General Screven Way are the exceptions, as none of these facilities have additional right-of-way available for expansion.

The Fort Stewart Railroad corridor is 150 feet wide and may have adequate right-of-way for some non-rail transportation use. However, due to safety and security concerns, this issue would need to be given more study and weighed with the military needs of Fort Stewart.

Table 18 describes the estimated total right-of-way widths, estimated roadway pavement widths, and currently unused rights-of-way that appear available for improvements (expansion of existing transportation uses or introduction of new ones) in the specific corridors according to the City’s data.

It should be noted that a detailed analysis and field verification of the right-of-way availability along each corridor and at each intersection in the Urban Redevelopment Area was not possible; thus, there are likely to be situations where new right-of-way will be needed to accommodate proposed transportation improvements in addition to the amounts indicated in Table 18.

Access Control

Generally, there is little evidence of access control within the streets and roads in the Urban Redevelopment Area. All of the major corridors in the Urban Redevelopment Area, including General Stewart Way, General Screven Way, Memorial Drive, Main Street, and Oglethorpe Highway/
U.S. 84 are corridors where driveways are numerous, especially in areas where commercial, office, and service land uses exist. The currently adopted City Zoning Ordinance (Section 603) requires that curb cuts or other access points cannot be less than 15 feet nor more than 36 feet in length. The ordinance states that no two curb cuts or other access points shall be closer than 20 feet from each other except in residential zoning districts.

At street intersections, no curb cuts or other access point shall be located closer than 20 feet from the intersecting point of the two street rights-of-way or property lines or 25 feet from the intersection of the two curb lines, whichever is the least restrictive. A permit must be obtained from GDOT for access onto state-owned highway rights-of-way.

**Other Transportation Facilities**

**Fort Stewart Railroad**
A major rail line serving Fort Stewart extends from the base to the CSX main rail line in Walthourville. This rail line connects the Valdosta and Brunswick area with the portside intermodal facilities in the City of Savannah. The U.S. Army owned-line is a single-track railroad with a 150-foot wide right-of-way corridor. The frequency of trains utilizing the spur is unavailable.

**Transportation Demand Management**

Typically, the demand for transportation, i.e. our need to travel from one place to another, is met through the provision of transportation infrastructure (streets, sidewalks, bicycle paths, transit services, etc.). Another way to deal with transportation demands is through a variety of measures that reduce the need for travel or manage the demand in ways that the transportation system can more easily handle it. This concept is called Transportation Demand Management (TDM) and includes such activities as carpooling, vanpooling, flextime programs, teleworking. A goal of TDM is to encourage walking, biking, or using transit instead of driving.

In some locations, state, regional or local governments operate programs to help employers, workers, and residents implement and use these types of programs to meet the community’s needs. These measures are often desirable because they can help ease traffic congestion or circulation difficulties, especially at the site level (at individual employment complexes, for example).

There are several major sources of funding and technical assistance for implementing these types of programs in Georgia. While informal ridesharing is occurring now in Hinesville (carpooling, etc.), based on data from prior U.S. censuses, there is no large-scale effort in place to encourage or expand TDM activities in the Urban Redevelopment Area.
PARKING

Generally, parking is provided as part of each development located in the Urban Redevelopment Area. In Section 703 of its current zoning ordinance, the City has established requirements for the number of parking spaces to be provided on site for various types of land uses based on their size and intensity of development. The ordinance also includes requirements for parking spaces for disabled persons.

The ordinance allows for the sharing of off-street parking facilities among two or more uses provided that the number of spaces satisfies the requirement for the use with the greater number of off-street spaces. In addition to the parking areas provided on site, the Downtown Hinesville area is served by on-street parking areas. There are no parking decks located in the Urban Redevelopment Area. On-street parking is provided along Main Street from Martin Luther King, Jr. Drive to just south of Memorial Drive and along Commerce Street between Martin Luther King, Jr. Drive and East Court Street.

EXISTING TRANSPORTATION SYSTEM PERFORMANCE

Airport Facilities

Although not located in the downtown, the Midcoast Regional Airport is important to the community and the Urban Redevelopment Area. Liberty County, the City of Hinesville, Liberty County Development Authority, and Fort Stewart operate a general aviation joint use airport identified as Midcoast Regional Airport at Wright Army Airfield (LHW.) Located on the coast between Savannah/Hilton Head International Airport and Brunswick Golden Isles Airport, the facility is able to serve as a reliever for civil non-passenger transportation. The local government sector of the facility was constructed in 2007 and includes two runways (5000’ and 6500’), terminal facility, hangars, and fueling. Day-to-day operations are jointly controlled by military personnel and a contracted-fixed-based-operator.

Truck Circulation

Truck movements through the City of Hinesville were observed during a site visits in September, 2002. During these site visits, which coincided with the start of the afternoon peak travel period, a steady flow of trucks with trailers was observed moving north on Oglethorpe Highway/U.S. 84, the major truck route that connects with Interstate 95, northeast of the city. The presence of trucks, however, did not significantly impact non-truck traffic movement. There are no truck routes specified within the City of Hinesville. Detailed data on truck volumes in the Oglethorpe Highway/US 84 corridor were not available.

Pedestrian and Bicycle Systems

In addition to the sidewalks provided within certain street corridors described previously, there is a network of sidewalks and pedestrian paths within the Downtown Hinesville area that serves the public, private, and civic activity centers located there. In addition, there is a nature trail currently under development at the southern end of the downtown area between Main Street and Welborn Street.
Specially signed and marked bicycle paths are not identified within the City of Hinesville’s existing transportation system. At present, there are no designated bike lanes on any of the City’s roadways and no streets are designated as bicycle routes. However, the City is working on projects to encourage bicycle use in some areas. No data on bicycle use in the City were available.

**Targeted Transportation Services**

Limited paratransit (generally demand responsive, door-to-door services are available through coordinated transportation at the Coastal Georgia Regional Development Center [CGRDC]) to elderly individuals. The paratransit services are provided by vans and furnished through scheduling arrangements made between the client and/or a sponsoring agency. People are transported to senior centers, medical facilities, shopping areas, and other important locations. The services are funded through federal and state transportation and social services grants and local funds. The CGRDC also provides contract transportation services to clients of the Georgia Department of Family and Children Services (DFACS) and the Area Mental Health Agency.

Liberty Transit provides a schedule of three routes to the general public in Hinesville and Walthourville. There is not an intercity bus service is provided by the Greyhound Corporation in Hinesville. There is a Greyhound stop at a convenience store in Flemming on GA196. Amtrak service is available from Jesup.

**Private Transportation Services**

There are a small number of private transportation companies serving the Hinesville area, including two taxicab companies and one limousine service. One taxi company is located in Hinesville (Yellow Cab). The home location of the second service is not known (Blue Line Taxi). The limousine service is based in Richmond Hill.

**Analysis**

As part of this project, an assessment of the performance of the existing highway network in the Urban Redevelopment Area was conducted. Although there are tools to assess the performance of bicycle and pedestrian networks as well, the necessary data to complete these analyses were not available.

The concept of Roadway Level of Service Analysis (LOS) is used by planners and engineers to explain how well a roadway link or intersection operates from the perspective of the traveler. The Transportation Research Board (TRB) in its Highway Capacity Manual has devised a system similar to a school report card that rates the performance
of a roadway link or intersection using six designations ranging from “A” (for the best performance) through “F” (failure). Each of these six designations is defined in terms of typical roadway operating conditions. For example: LOS “A” represents the best roadway conditions where there are low levels of traffic, cars can easily maneuver around each other to pass, and there are few delays. LOS “F” represents the worst operating conditions – high levels of vehicles using the roadway, large amounts of delay, and very low vehicle operating speeds. LOS “D” for urban roadways is considered acceptable by most transportation professionals and represents traffic flow at or near capacity. LOS “C” is generally considered acceptable for rural highway routes.

In order to assess the LOS for the key roadway links in the Urban Redevelopment Area, two key types of data were compiled and analyzed. These data were the roadway configuration (the number of through lanes) and the average annual daily traffic volumes, which represent the typical roadway volumes experienced on a normal weekday.

The Florida Department of Transportation (FDOT) has developed a set of planning tools to analyze the roadway levels of service using a Generalized Level of Service Table for Urbanized Areas. This methodology is used by communities throughout Florida for a planning level analysis (vs. a detailed traffic operational/design analysis) of roadway performance. It is based on extensive data collection and analysis of the performance of individual types of roadway facilities (two-lane, four-lane, six-lane, etc.) located in a variety of settings (rural, urban, metropolitan, etc.). This methodology is accepted in the State of Georgia as well. The Georgia Regional Transportation Authority (GRTA) has adopted the FDOT Generalized LOS Tables for use in its analysis of developments of regional impacts in the 13-county area surrounding Atlanta.

The Generalized Annual Average Daily Volumes Table is a planning tool that serves as a screening device for initial problem identification. This tool helps identify how well the roadway is performing based on what transportation planners call the “maximum service volume” or the greatest number of vehicles that can be accommodated by the roadway at a specified level of service (“A”, “B” or “C”, etc.) given prevailing roadway conditions.

For example, using Table 19, a two-lane undivided roadway currently handling 10,500 vehicles per day is assigned a LOS “D”, since the upper value for LOS “C” is 9,100 vehicles per day. As soon as the roadway begins handling more than 14,600 vehicles per day (assuming it stays a two-lane undivided roadway), it would be assigned LOS “E”. This table also illustrates the values for average daily volumes that correspond to each type of roadway design and LOS designation. These values were used to analyze the City of Hinesville’s major roads in the Urban Redevelopment Area.
Table 19: Generalized Annual Avg. Daily Volumes for Urbanized Areas

<table>
<thead>
<tr>
<th>Roadway Design Types</th>
<th>Levels of Service</th>
</tr>
</thead>
<tbody>
<tr>
<td>2 lane undivided road</td>
<td></td>
</tr>
<tr>
<td>3-lane local road</td>
<td></td>
</tr>
<tr>
<td>(two lanes plus one two-way left turn lane)</td>
<td></td>
</tr>
<tr>
<td>4-lane undivided – local road</td>
<td></td>
</tr>
<tr>
<td>(no-left turns)</td>
<td></td>
</tr>
<tr>
<td>4-lane divided road</td>
<td></td>
</tr>
<tr>
<td>(left-turns)</td>
<td></td>
</tr>
<tr>
<td>4-lane divided (State Hwy)</td>
<td></td>
</tr>
<tr>
<td>Class II (2.0 to 4.5 signalized intersections/mile)</td>
<td></td>
</tr>
<tr>
<td>4 Divided (State Hwy)</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>A</th>
<th>B</th>
<th>C</th>
<th>D</th>
<th>E</th>
</tr>
</thead>
<tbody>
<tr>
<td>9,100</td>
<td>14,600</td>
<td>15,600</td>
<td></td>
<td></td>
</tr>
<tr>
<td>7,280</td>
<td>11,680</td>
<td>12,480</td>
<td></td>
<td></td>
</tr>
<tr>
<td>16,050</td>
<td>23,325</td>
<td>24,675</td>
<td></td>
<td></td>
</tr>
<tr>
<td>20,330</td>
<td>29,545</td>
<td>31,255</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3,895</td>
<td>24,700</td>
<td>31,065</td>
<td>32,775</td>
<td></td>
</tr>
<tr>
<td>4,560</td>
<td>27,835</td>
<td>32,965</td>
<td>33,915</td>
<td></td>
</tr>
</tbody>
</table>

Source: Adapted from the State of B112 Florida DOT 2002 Quality/Level of Service Handbook

Table 20: Existing Peak Hour Level of Service for Major Roadways in Urban Redevelopment Area

<table>
<thead>
<tr>
<th>Street</th>
<th>Limits</th>
<th>Lanes</th>
</tr>
</thead>
<tbody>
<tr>
<td>General Stewart Way</td>
<td>From Oglethorpe Hwy/US 84 to Ogden Avenue</td>
<td>5 C</td>
</tr>
<tr>
<td>General Stewart Way</td>
<td>From Ogden Avenue to Fort Stewart Gate</td>
<td>2 C</td>
</tr>
<tr>
<td>Memorial Drive</td>
<td>From North Main Street to Fort Stewart Gate</td>
<td>4 C</td>
</tr>
<tr>
<td>Gen. Screven Way</td>
<td>From Oglethorpe Hwy/US 84 to Ft. Stewart Gate</td>
<td>5 B</td>
</tr>
<tr>
<td>Oglethorpe Hwy/US 84</td>
<td>From Gen.I Screven Way to Hendry Street</td>
<td>5 C</td>
</tr>
<tr>
<td>Oglethorpe Hwy/US 84</td>
<td>From Hendry St. to Washington Avenue</td>
<td>5 D</td>
</tr>
<tr>
<td>Oglethorpe Hwy/US 84</td>
<td>From Washington Ave. to Gen. Stewart Pkwy.</td>
<td>5 F</td>
</tr>
<tr>
<td>Main Street</td>
<td>From Dean Street to Gen. Screven Pkwy</td>
<td>3 F</td>
</tr>
<tr>
<td>Main Street</td>
<td>From Hendry Street to W. M.L. King Jr. Drive</td>
<td>2 F</td>
</tr>
<tr>
<td>Main Street</td>
<td>From Washington Ave. to Gen. Stewart Way</td>
<td>2 D</td>
</tr>
<tr>
<td>E.G. Miles Pkwy</td>
<td>From Arlington Drive to Gen. Screven Way</td>
<td>5 D</td>
</tr>
<tr>
<td>Hendry Street</td>
<td>From Gen.Screven Way to Main Street</td>
<td>2 D</td>
</tr>
<tr>
<td>Hendry Street</td>
<td>From Main S. to Oglethorpe Hwy/US 84</td>
<td>2 C</td>
</tr>
<tr>
<td>Washington Avenue</td>
<td>From Oglethorpe Hwy/US 84 to N. Main Street</td>
<td>2 C</td>
</tr>
<tr>
<td>East Court Street</td>
<td>From Oglethorpe Hwy/US 84 to Commerce St.t</td>
<td>2 C</td>
</tr>
<tr>
<td>M.L. King Street</td>
<td>From Oglethorpe Hwy/US 84 to Gause St.</td>
<td>2 C</td>
</tr>
<tr>
<td>Commerce Street</td>
<td>From Hendry St. to Washington Ave.</td>
<td>2 C</td>
</tr>
</tbody>
</table>

While some traffic volume information was available for Veterans Parkway; there was not enough data available to make an accurate assumption about peak hour traffic conditions on the roadway.

The analysis shows that most of the major roads in the Urban Redevelopment Area operate at acceptable levels of service, with the exception of Main Street in Downtown Hinesville and Oglethorpe Highway/US 84 from Washington Avenue to General Stewart Way. The southern end of Main Street near General Screven Way shows a serious capacity peak hour deficiency (LOS “F”), which is not uncommon in compact downtown districts with a concentration and intensity of urban land uses.
Programmed Transportation Projects

A copy of the 1999 – 2003 Hinesville Short Term Work Program (STWP) was obtained from the City to examine the nature of the transportation improvements that are anticipated to be implemented within the next few years. These include:

- Update of the Liberty County Transportation Plan
- Continuation of the development and promotion of the Historic Liberty Trail
- Identification of the centerline and negotiate right-of-way acquisition for connector between intersection of Veterans Parkway and E.G. Miles Parkway and its intersection with Oglethorpe Hwy/US 84 (Veterans Parkway extension).
- Define centerline and acquire right-of-way for four-lane roadway to be built from the intersection of SR 119 (Airport Rd.) and SR 196 (E.G. Miles Pkwy) to the Ft. Stewart "Third Brigade" area.
- Widen Veterans Parkway/Utility Road from two to four lanes between E.G. Miles Parkway to Gullick Road located on the Fort Stewart Military Reservation (Veterans Parkway Widening Project).

Additionally, a copy of the 1992 Liberty County Transportation Study/Plan dated December 14, 1992, was obtained from the City in order to identify any planned projects which could impact the Urban Redevelopment Area. Table 21 identifies a list of projects identified in the 1992 study which are relevant to the Redevelopment Master Plan.

Table 21:
1992 Liberty County Plan – Projects Impacting the Urban Redevelopment Area

<table>
<thead>
<tr>
<th>Project Name and Limits</th>
<th>Type of Project</th>
<th>Proposed Improvement</th>
<th>Priority</th>
</tr>
</thead>
<tbody>
<tr>
<td>General Stewart Way from Main St. to Memorial Drive</td>
<td>Widening</td>
<td>Two-lanes to five-lanes</td>
<td>11-20 years (Long Range)</td>
</tr>
<tr>
<td>Olmstead Avenue from Gen. Stewart Way to Fort Stewart</td>
<td>Widening and Reconstruction</td>
<td>Two-lanes to four lanes with turn lanes as needed</td>
<td>11-20 years (Long Range)</td>
</tr>
</tbody>
</table>

In addition to the 1992 Plan, the GDOT State Transportation Improvement Program (STIP) was reviewed to identify any projects that are planned in or near the Urban Redevelopment Area.

The STIP (District 5 Projects) includes the Veterans Parkway Extension Project (1.2 miles) and the Veterans Parkway Widening Project, both of which were included in the 1992 Plan. The preliminary engineering and right-of-way acquisition phases for the Veterans Parkway extension began in 2004. The extension from E.G. Miles Parkway to Oglethorpe Highway/GA 84 and landscaping was completed in 2009. The widening of Veterans Parkway leading from E.G. Miles Parkway into Ft. Stewart as a primary access point was completed in 2017.
ARTS AND CULTURE

Within the City of Hinesville, it is apparent that families with young children and teens are a major demographic group. Family entertainment is an integral part of life for this type of community and something that is sorely missing from the immediate vicinity of Hinesville based on market analysis data. These statistics strongly suggest that the community look toward filling this gap with a Family Entertainment Center, targeting adults with children up to the age of 11, a Youth Center for young people ages 12 to 18, and a Cultural Arts Center, complete with a Cultural Arts Council to coordinate the programming.

There is a growing awareness that in a smaller community, connecting community infrastructure with commercial development create winning environments for its citizens. A “one-stop complex” combining human services with entertainment, education, targeted shopping, food service and transportation is a positive way to build both a Family Entertainment Center and a Youth Center. These Leisure/Learning/Service Centers are financial winners for a city government through the incorporation of funds that are filtered through government agencies such as the Health Department, Library System, Educational System, Parent/Teacher associations, local churches and community service organizations including the Lion’s Club or Boys’ or Girls’ Clubs, or YMCA. There are nearly 8,000 children from nursery school age through high school in the City of Hinesville according to the 2000 Census.

Quality of life issues are a driving force in any community and an element that is always included when industry is looking to relocate to an area. The arts are emerging as a potent force in the economic life of cities and rural areas nationwide and is assuming an important role as a direct and indirect contributor to state and city economies. Thriving cultural life generates income, jobs and tax revenue as it creates visibility for a region and potential assets to market to visitors.

The arts and cultural life of a region are determining factors used when companies decide to relocate, with “community quality of life” coming in second in importance, just below salary requirements. Investment in the arts may be among the most innovative workforce and redevelopment tools at the disposal of state and local governments.

The nonprofit arts community, unlike most industries, leverage significant amounts of event-related spending by audiences. Attendance at arts events generate related commerce for hotels, restaurants, parking and more. Data collected from 40,000 attendees at a range of arts events revealed an average spending of $22.87 per person, not including the price of admission. This study was conducted by the Americans for the Arts and funded by the National Endowment for the Arts in 2000.

Fort Stewart has been in the forefront of providing entertainment facilities for the greater Hinesville area. On the surface, this appears to be a great service to the civilian sector, however, it has in fact blocked the development of Hinesville as a community with an identifiable cultural program. Dependence upon the base facilities has stifled the growth of the community by assuming that the Fort is the city center. Creating arts and culture opportunities in the Urban Redevelopment Area is an important ingredient for successful community revitalization.

The Hinesville Area Arts Council renovated a historic building in downtown which it now uses as gallery and classroom space. The group is volunteer based, but generally offers a variety of youth and adult classes, plus about 10 monthly exhibit openings per year.

The Liberty County School System acquired the former Brewton Parker College building and land in Flemmington. The building has classroom space, meeting/eating space and an auditorium with a stage and sound booth. The facility is rented for public and private events.
FAMILY ENTERTAINMENT

As previously indicated, there is a minimum of available family entertainment venues in the City of Hinesville. Statistically, movie theater trips and trips to the fast food emporiums are the most frequented types of entertainment. This information also indicates that there are few other choices available within the city limits.

FORT STEWART/HINESVILLE FAMILY ENTERTAINMENT

<table>
<thead>
<tr>
<th>Month</th>
<th>Event</th>
<th>Location</th>
</tr>
</thead>
<tbody>
<tr>
<td>January</td>
<td>MLK Parade &amp; events</td>
<td>Downtown</td>
</tr>
<tr>
<td>March</td>
<td>Small World Festival</td>
<td>Bryant Commons</td>
</tr>
<tr>
<td>Mar/Apr</td>
<td>The Big Easter Hunt</td>
<td>Bryant Commons</td>
</tr>
<tr>
<td>May-Oct</td>
<td>Farmers Market</td>
<td>Bradwell Park</td>
</tr>
<tr>
<td>September</td>
<td>Blues, Brews &amp; BBQ</td>
<td>Downtown</td>
</tr>
<tr>
<td>October</td>
<td>Pumpkin Patch</td>
<td>Bryant Commons</td>
</tr>
<tr>
<td>October</td>
<td>Scarecrow Stroll</td>
<td>Downtown</td>
</tr>
<tr>
<td>Nov. 11</td>
<td>Veterans Day Parade</td>
<td>Downtown</td>
</tr>
<tr>
<td>Nov/Dec</td>
<td>Tree Lighting/Parade</td>
<td>Downtown</td>
</tr>
</tbody>
</table>
Youth Programming

For youth and children, Fort Stewart programmers work with the Boys’ and Girls’ Clubs, the Liberty County Armed Services YMCA, UGA Extension (4-H), and the Liberty County Parks and Recreation Department to assist in providing sports and some arts/craft activities. This collaboration assists in serving the needs of the overwhelmingly large population of youth. As expected, the youth clubs and youth services are largely provided on base for young people directly connected to the military, at their Youth Center.

Existing Leisure Programming

Within the City of Hinesville, there are a few opportunities open to the public for the fostering of fine arts, or venues for performance. The Hinesville Area Arts Council, the Liberty County Armed Services YMCA, UGA Extension Office (4-H), Liberty County Recreation Department, Boy Scouts, Girls Scouts, and several local mentoring programs offer young people time and opportunity to pursue artistic endeavors.

Educational Facilities

The Urban Redevelopment Area includes several educational facilities including Bradwell Institute (high school) on General Screven Way, Button Gwinnett Elementary on General Stewart Way, First Presbyterian Christian Academy (private school-PreK-12) on Court Street, the Pre-K Center (former Hinesville Middle School). The Liberty County School System has a robust Career Academy where students are engaging in vocational learning and some certificate programs. Dual enrollment is also allowing local high school students to take college courses at little or no cost. This is affording students the opportunity to graduate high school having already earned one- to two-years worth of college credits.

There are a range of 4-year, 2-year and certificate programs available to people wanting to seeking post-secondary education in the Hinesville area. The Paul Smith Education Center provides higher education opportunities for the military and civilian populations of Liberty County, Fort Stewart and the surrounding areas. Savannah Technical College has a large, modern facility on Airport Road, as well as a presence in the Army Education Center. Georgia Southern University is growing in their Liberty Campus on Memorial Drive, and looking for other places to expand within downtown.
Part 3
Redevelopment Process
Market Overview

Hinesville serves as the major economic hub of Liberty County. ESRI BIS (formally CACI Marketing Systems) provides market area definitions for communities nationwide. Strategic Planning Group, Inc. had ESRI make several computer analyses of Liberty County, which are more fully described in Appendix 3. The following information presents an overview of the Urban Redevelopment Area within Zip code 31313. ESRI BIS defines geographic areas in terms of their lifestyles which is defined as an ACORN® (A Classification of Residential Neighborhoods) rating. The ACORN® neighborhood segmentation system is one of the nation’s oldest and most trusted segmentation systems in existence today. The ACORN neighborhood segments are divided into 43 clusters and nine summary groups. The dominant ACORN for Zip code 31313 (Hinesville) is 5C or Military Proximity. ESRI defines 5C as "These residents depend on military installations for their livelihood. They are young and mobile. The population is either in the Armed Forces or employed as civilians by the Armed Forces. This is a dual-consumer market - part rugged masculinity and part young family - and is racially mixed. They are top-ranked for ‘Bible purchases, disposable diapers, and watching rented videos.'"

As noted above, more detailed statistics are provided for the entire County in the Market Evaluation Chapter found later in the City of Hinesville Redevelopment Master Plan Report.

Table 22: Market Characteristics of Zip code 31313 (Hinesville)

<table>
<thead>
<tr>
<th>General Statistics for 2001</th>
<th>ZIP 31313</th>
<th>National</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Population</td>
<td>35,959</td>
<td>285,412,400</td>
</tr>
<tr>
<td>Number of Households</td>
<td>12,438</td>
<td>107,079,466</td>
</tr>
<tr>
<td>2001 Population by Race White</td>
<td>42.9%</td>
<td>74.7%</td>
</tr>
</tbody>
</table>

Source: ESRI Business Information Solutions, 2002 and Strategic Planning Group, Inc. 2002

The major market characteristics (noted throughout the preceding sections of this report) of the area is that of a relatively low household income comprised primarily of young married households with small children or young single households.

There appears to be a growing retiree market associated with the military. A significant number are current working retirees (i.e. retired from the military) and are now holding another job. As will be discussed later, this group appears to a market that the city should target for future growth.
ANALYSIS OF MARKET DATA AND CHARACTERISTICS

A detailed analysis of the market data and characteristics of Hinesville is contained in the Redevelopment Master Plan. The Urban Redevelopment Area is predominately a Military Proximity community (as that term is defined in the Redevelopment Master Plan), consisting mainly of “Young Frequent Movers” (again as such term is defined in the Redevelopment Master Plan). This area however also serves as a commercial center for much of Liberty County and is therefore influenced by other demographic factors. The Urban Redevelopment Plan proposes retail and commercial development within the area that is both economically viable, in light of the socioeconomic structure of the community, and in keeping with the sustainable development strategies necessary for redevelopment.
ZONING & SMART GROWTH

Traditional zoning has been the mainstay of land use planning since the 1920’s. Zoning Ordinances were originated to protect ‘air rights’ in the densely populated New York City. There, tall buildings rose side-by-side on narrow streets, blocking sunlight and creating a smog-choked, darkly lit, urban environment. In addition, industrial and residential uses existed in the same geographic location placing the industrial pollution in the residential neighborhoods.

As ordinances developed, restrictions regarding the separation of varying land uses moved to the extreme placing retail and the workplace well out of walking distance of residential neighborhoods.

Property values were protected as the implementation of zoning ordinances proliferated across the county. In the late 1920’s and 1930’s came the resurgence of city planning and an emphasis was placed on comprehensive planning as a methodology for controlling growth and organizing land uses. Most of what land planners refer to as “New Urbanism” was developed during this period which included all of the elements popularized today including, the promotion of mixed-use development in urban centers featuring traditional Main Streets. The advent of the automobile after World War II supported traditional Euclidean zoning with a strict separation of uses. People could simply drive automobiles to wherever they needed to go. Industry, work, shopping and then back home. The result was, of course, sprawl development. Other complex issues were also involved including economic viability of businesses, land use, and infrastructure requirements. Simply stated, we have moved to an almost total reliance on the automobile. In that regard, the City of Hinesville is not unlike most smaller cities in the U.S.

Peripheral commercial development, typical of modern American towns, has reduced “Main Street” Hinesville to vestigial commercial uses generally supported by government workers who are within walking distances from their offices. Directly west of Downtown Hinesville, the commercial zone on the Memorial Drive corridor, can only support marginal businesses or those that are considered physically unattractive in more viable commercial developments. In addition, Memorial Drive is essentially a dead end street terminating in an already economically depressed urban core. And, residential populations are not densely packed in the urban core thereby limiting the number of potential users necessary for a vibrant city center.

The City transportation system, as designed, only facilitates the movement of automobiles. The problem is further exasperated by GDOT when they promote the construction of roads and bridges solely for the efficient movement of goods and services. To make real changes in the viability and vibrancy of the urban core and the surrounding neighborhoods, fundamental changes must be made in the transportation system, residential density and placement, and mix of land uses.

Smart Growth principles have been developed in this country to rescue neighborhoods and create walkable, accessible and successful Downtown city centers and neighborhoods. Smart Growth means: efficient land use, flexible and innovative transportation systems, full utilization of infrastructure and community services, mixing residential, commercial and service businesses to create environments that are designed at the scale and for the comfort of people. The principles are outlined as follows:

- Connecting continuous street pattern;
- Pedestrian and bicycle access to circulation systems within neighborhoods and outlying districts;
LAND USE CONSIDERATIONS

- Adequate infrastructure to support new development;
- Narrowing traffic lanes to accommodate wider sidewalks, street trees, buffers and other streetscape amenities;
- Less off-street parking, and more on-street parking;
- Mixing commercial and residential uses in a common environment;
- Promotion of neighborhood commercial to support walkable neighborhoods;
- Buildings oriented to the street, with parking moved to the rear of the facility;
- Use of alleys and service zones to move trucks and other conveyance systems off city streets;
- Compatibility and transition between uses;
- Variety of housing types;
- Flexible development standards and incentives for infill and redevelopment.

An important goal for the Urban Redevelopment Plan is to incorporate Smart Growth principles, particularly for mixed-use developments, in the Urban Redevelopment Area. Generally, mixed-use means that more than one type of use is permitted in the same zoning district, neighborhood or building. Flexible zoning allows for both commercial or office and residential uses under the same roof which enables people to live close to their workplace and local shopping. Also, mixed-use is compact. It encourages open space preservation providing the opportunity for pedestrian plaza spaces, outdoor vending and park/green space. However, it requires adequate infrastructure which does not present an appreciable problem in Downtown Hinesville.

The newly adopted zoning code, under Section 517-DD, Downtown Development District, has provisions for accommodating mixed-use development. For the most part, it has been used rather cautiously and limited to a few individual properties. A more comprehensive approach is recommended. This may be accomplished through the establishment of a Community Redevelopment Agency (CRA) or a Downtown Development Authority (DDA) for the Downtown Hinesville urban core area.

A CRA or DDA would utilize the “DD” designation as a vehicle for the redevelopment of mixed-use and higher density development within the urban core and surrounding neighborhoods.

The placement of a full-time CRA or DDA Director could alleviate any developer concerns regarding the limitations placed upon these types of development. Economic incentives including grant funding and federal loan programs will further initiate new construction and redevelopment of under-utilized property. With a partnership in the banking community as well as creative financing strategies, redevelopment projects will become viable and improve the City of Hinesville tax base as each new project is completed.

Several methodologies are available to the City of Hinesville to meet redevelopment goals, preserve its historic structures, attract private development and integrate land-uses through zoning regulations.

Please refer to the following table:
LAND USE CONSIDERATIONS

Table 24: Zoning

<table>
<thead>
<tr>
<th>Type</th>
<th>Description</th>
<th>Use</th>
</tr>
</thead>
<tbody>
<tr>
<td>Incentive Zoning</td>
<td>Offers a developer an increased benefit (additional allowable floor area, design variances, etc.) in return for some needed public amenity such as public facilities, open space, or affordable housing.</td>
<td>To preserve community character and ensure adequate public services.</td>
</tr>
<tr>
<td>Cluster Zoning</td>
<td>Maintains high levels of development by “clustering” buildings and infrastructure on a concentrated area of the site instead of spreading development evenly over the site.</td>
<td>Preserve open space and make more efficient use of infrastructure.</td>
</tr>
<tr>
<td>Environmental Zoning</td>
<td>Tailors regulations to local environmental conditions.</td>
<td>Protect natural resources such as wetlands, habitat and forests.</td>
</tr>
<tr>
<td>Overlay Zoning (also special area dist.)</td>
<td>Imposes a set of requirements over and above those laid out by standard zoning regulations. Overlay zones may protect special features such as historic areas, wetlands, and downtown residential enclaves.</td>
<td>Historic, residential or environmental preservation.</td>
</tr>
<tr>
<td>Planned Unit Development (PUD)</td>
<td>Allows a developer flexibility, creativity, and variety in master-planning development within an overlay zone or rezoned district.</td>
<td>Flexible and creative planning</td>
</tr>
<tr>
<td>Floating Zones</td>
<td>Established for a use that is allowable in the zoning ordinance, but the zone is not located on a specific site on the zoning map. The designation of the zone usually requires special review procedures.</td>
<td>Reserving land for future regional development need.</td>
</tr>
<tr>
<td>Performance Zoning or Flexible Zoning</td>
<td>Permits uses based on a particular set of standards (such as smoke, noise) rather than on type of land use. It provides flexibility in development as long as the requirements are adhered to.</td>
<td>Attract industry for economic development.</td>
</tr>
<tr>
<td>Purchase of Development Rights &amp; Conservation Easements</td>
<td>Government agencies or private land trust pay land owners for the development rights of a parcel to preserve it from future development. Note that this technique can be very expensive as payment is usually near the value of the land with development.</td>
<td>Preservation of farmland or open space, or unique habitat.</td>
</tr>
<tr>
<td>Transferable Development Rights (TDR)</td>
<td>Separates the value of potential development of land from the value of the current use of that parcel and “transfers” that development value to another site. Generally, the value is transferred from a less desirable area for development, such as open space, to one where density is desirable.</td>
<td>Preservation of open space and vulnerable land parcels</td>
</tr>
</tbody>
</table>

LIVABILITY STANDARDS

As discussed, a major difference between Smart Growth and traditional zoning-based urban planning is the close proximity and mix of uses, which enables residents to walk to most places in their neighborhood. Conventional zoning places land uses into separate “pods” including office use, housing subdivision, apartment/residential rental, and retail. It also requires the use of the automobile. To illustrate; we have all gotten into our 3,000 pound automobile to drive one mile and a half to get a loaf of bread and a gallon of milk. In addition, the loss of “sense of place” by having development spread across the city causes land
to be developed unnecessarily and the creation of traffic congestion as we attempt to get to our work, to play, or to shop.

Smart Growth integrates the placement of various land uses into a compact, walkable form of development much like the towns and cities planned during the “City Beautiful” movement of the 1920’s and 1930’s. Newly built examples of Smart Growth and the so-called New Urbanism projects have now proliferated across the country providing testimony to the shortcomings of conventional land planning and zoning practices. The goal for the City of Hinesville Urban Redevelopment Plan is to connect the street network into a walkable grid, mix housing types in higher densities within close proximity to one another, strengthen the urban core using the government building complex as a city center, revitalize historic neighborhoods with rehabilitated vernacular architecture, and provide an interconnected streetscaped sidewalk and trail system that links the urban core to the proposed Family Entertainment Center, Cultural Arts Center, Liberty Center, Medical/Retirement Zone, Youth Center, and existing shopping and dining areas.

The capacity and availability of infrastructure are central to a successful redevelopment effort. Infrastructure includes water, sewer, and roads, as well as public services including police, fire and education. Many local governments use the quality of their infrastructure as an incentive to draw new business and promote an entrepreneurial environment. It is imperative that the City promote a high level of service and “Quality of Life” standard as a means of promoting Smart Growth. Level of service implies a quantifiable entity such as sewer capacity, readiness for disaster or wide streets without congestion. The nonquantifiable entities are more difficult to define including, public awareness and perception. The quality of education in Hinesville must also be promoted through a public relations campaign addressing the strengths of the school system. Currently, the Liberty County Board of Education is working toward curriculum improvements and the promotion of after-school programs. Increasing public awareness of the Liberty County school system’s higher than average test scores must be encouraged. An unwavering support from Liberty County Officials is essential. The Urban Redevelopment Plan promotes elements that will assist in improving the public perception through a public relations program or other means.

Walkable communities create economic benefits. According to a 1998 study conducted by the Real Estate Research Corporation, Defining New Limits: Emerging Trends in Real Estate, ERE Yarmouth and Real Estate Research Corporation, 1998, property values rise dramatically where vehicular speeds are reduced, mixed-use developments occur with an intermingling of residential and commercial uses and a pedestrian friendly configuration exists. Other benefits to a walkable neighborhood include the occurrence of neighborhood commercial and the “corner store” which become viable businesses and create a gathering place for neighbors. Also, walkable communities produce a much wider range of users; pedestrians, bicyclists, transit riders and automobiles. The concept of walkable communities is not new, and the reversible reliance on the automobile is a recent development. Walkable communities clearly demonstrate many social and economic benefits including, lower transportation costs, greater social interaction, improved personal and environmental health and expanded consumer choice.

A goal of the City of Hinesville Urban Redevelopment Plan is to create multiple destinations connected by an improved streetscape and trail system. With these improvements, the city will have provided desirable neighborhoods, increased property values and a greater sense of community.

Neighborhoods could be defined as a collection of physical objects: houses, streets, park and retail outlets. However it is the neighbors that
LAND USE CONSIDERATIONS

live in Hinesville that define the neighborhood. People who simply live in close proximity are not neighbors. People who are acquainted with each other, even if only by sight, are true neighbors. Building neighborhoods from individuals who share a common cause and regularly interact on the street or through social gatherings or activities sponsored by the community are the cornerstone of creating high viability, quality of life standards.

Quality neighborhoods provide a wide range of housing sizes and types. Income levels and family size vary dramatically. Different age groups also require special needs for housing. It is important to create strong linkages between neighborhoods, retail activity, and parks or open space. Linkages create movement by pedestrians, bicyclists and vehicular traffic which creates synergy. A stable historic residential area is located west of Main Street that, through care and restoration, could become the identity and standard of neighborhoods in Hinesville. Already there is a “pride of ownership” that exists in many of these historic homes. The creation of linkages to outlying neighborhoods will increase property values throughout the City. Community values are defined and supported in historic homes which should be preserved, restored or duplicated whenever possible. This will foster distinctive, attractive neighborhoods with a strong sense of place.

Increased density and compact development do not lower livability standards. To the contrary, as stated earlier, livability standards are directly related to the walkability of a neighborhood and the degree of interaction among its neighbors. Both result in higher property values and pride of ownership. No single housing type can serve the needs of every citizen of Hinesville. The Urban Redevelopment Plan offers the opportunity to increase housing choice, not only through the modification of land use patterns, but also by increasing housing supply, particularly near the urban core and along the Memorial Drive corridor. New housing construction will be a stimulus for proposed commercial centers and provide foot traffic after the workday, which is sorely lacking in Downtown Hinesville today. Housing is a critical part of the way communities grow, and is a significant share of new construction and development.

Demographic profiling for the city reveals the need for affordable housing. Securing decent and affordable housing is the primary goal of any family. Typically the least expensive house is located the farthest from employment centers and shopping. The goal is to eliminate or reduce lower income housing enclaves. This can be accomplished by providing a wider variety of housing types and with the assistance of federal housing programs. Dispersing affordable housing increases economic efficiency by balancing employment and housing location and leads to a higher quality of life for all citizens. Additionally, affordable housing need not be ugly or substandard. Many affordable housing developments have been completed that effectively blend into neighborhoods, even those with a historic housing base.

The City has many vacant lots and several abandoned buildings. They represent opportunities for reinvestment and economic redevelopment. Another goal of the Urban Redevelopment Plan is to provide a program for the conversion of these properties into productive uses that fit within the parameters of the market evaluation. Commercial development in the urban core along Main Street should be encouraged and will be greatly aided by an increase in available housing units that are located within walking distance.

Transit-oriented development is another goal of the Urban Redevelopment Plan. Some guiding principles that will be discussed in more detail in the following section which include:

◆ Adequate funding for all transportation modes;
CITY OF HINESVILLE
URBAN REDEVELOPMENT PLAN

LAND USE CONSIDERATIONS

- Pricey mechanisms that support public objectives;
- Safe streets and roads;
- Flexible transit systems that work for Hinesville;
- Livability Standards are increased with an efficient and effective transportation system.
- Transit-oriented development is a further enhancement.

Methodologies are listed below that promote, improve, and define high livability standards:

- The availability of extra curricular activities for children;
- Allivation of school overcrowding;
- Expanded Police / Public Safety activities
- Well-designed public environments with adequate lighting, defensible spaces, and plenty of space for people to congregate (Crime Prevention through Environmental Design (CEPTED) principles. Crowded streets have proven to be an effective crime deterrent.)
- Expanded Funding Strategies.
- Prioritize funding to target areas such as the Azalea Street neighborhood that provide a catalyst for future redevelopment projects.
- Fair and reasonable taxation strategies.

- Tax Allocation District (T.O.D.) allows the city to finance capital improvements from the revenue stream generated by the project;
- Establishment of Urban Growth District (through the formation of a Community Redevelopment Agency (CRA) or Downtown Development Authority (DDA). Funding can be focused in these districts and flexible zoning used to facilitate redevelopment.
- Promotion of a Family Entertainment Center with educational elements and programs for adults and children.
- Creation of a Youth Center to improve the quality of life of young people.

Livability Standards are directly related to economic development. The City of Hinesville Redevelopment Master Plan includes a Market Evaluation for the city that outlines specific consumer demand, spending habits and possible opportunities for redevelopment. Smart Growth means smart local redevelopment which includes job creation, business retention, positive environmental and social impacts and an understanding of the long-term influences of Fort Stewart. This document must provide a community-based vision that is built upon realistic economic limitations and strengths and sound public policies. Forging collaborative partnerships with Fort Stewart, local businesses and the commercial development community should place the City on solid economic ground. A Smart Growth economic strategy requires an enduring partnership with all of these and with local residents. In the end, the active involvement of the community-at-large holds the key to the successful implementation of the redevelopment strategies.
**Development Typing**

Land use planning decisions provide a wide range of opportunities and challenges to a community. The decisions a community makes about the location, type, and intensity of its land uses and how its public policies and ordinances control the nature of development by its land development regulations have far-reaching impacts. Land use decisions can affect the cost of public services and facilities, the economic viability of the community, the types of infrastructure systems that are available to the public, the performance of public services and facilities, and the overall perception of the quality of life by its residents and visitors. Good decisions about how and where land uses are located and organized can help achieve important community goals; namely:

- Increasing the level and types of desired economic activity;
- Making circulation more convenient for people, goods movement;
- Promoting a safer, more pleasant physical and social environment;
- Creating a high level of community pride and satisfaction with the quality of life.

On the other hand, poor locational decisions can contribute to business failures, increased public costs for infrastructure, negative impacts to neighborhoods and other sensitive sites, and overall dissatisfaction with the community.

The City of Hinesville has some interesting opportunities and challenges as it weighs its options for redevelopment in the Urban Redevelopment Area. There are several sites within the redevelopment area which could become important catalysts for new community activities and business opportunities.

- The Memorial Drive corridor, currently underutilized for commercial use and not very attractive for new residential development or civic uses, has the potential for becoming an important multi-functional link between Ft. Stewart and Downtown Hinesville. Increasing the number of housing units and introducing new neighborhood-scale commercial uses in this corridor would increase the overall level of residential and business activity in the corridor, create opportunities for existing and new businesses to serve the residents, and would provide a mixed use corridor within a short distance of Fort Stewart and the Downtown Hinesville urban core (.75 miles).

- Expanding on the existing residential areas and introducing new neighborhood commercial and civic uses would also provide more opportunities for people to “live, work, and play” in the the Memorial Drive corridor, without having to travel to other locations in the Urban Redevelopment Area or even outside Hinesville. This concept would increase the number of housing units within walking and bicycling distance of Fort Stewart’s main gate, thereby providing a good alternative to auto travel and providing additional commute options for military families owning only one car. Locating new residential land commercial uses within this area would also provide opportunities to walk or bike to Bradwell Institute, Button / Gwinnett Elementary School, and the proposed new Cultural Arts Center.

- The Downtown Hinesville area, the heart of the Urban Redevelopment Area and civic, institutional, and historic downtown core of the community, has an opportunity to increase the breadth, scope, and intensity of its activities. These new opportunities could involve creating new residential areas (new townhouse, duplex, and apartment units), more job opportunities (new office, commercial, and mixed uses), and a more defined network of pedestrian, and
service paths connecting these uses. There is also the opportunity to position the downtown area as an important node with new transportation connections to Fort Stewart (public transit, improved streets, and pedestrian paths). The downtown could be an important node in the community and a visitor attraction in its own right as new businesses, public spaces, and nearby park and recreational uses become inter-connected. The introduction of new residential, business, recreational, and civic land uses in this area would create activity after the usual 8:00 a.m. to 5:00 p.m. work schedule of downtown employees, creating a more vibrant area in the evenings and on weekends.

◆ The Cultural Arts area could serve the residents located within the Memorial Drive corridor and Downtown Hinesville as well as the City and County at-large. Visitors to Fort Stewart and/or Downtown Hinesville could also take advantage of the activities provided in this area. The site would be in walking distance of many housing units in the area and could also attract residents from surrounding neighborhoods of the City and adjacent cities to special community events, stimulating the business activity in the Memorial Drive corridor.

◆ A Family Entertainment Center (FEC) is proposed at the old hospital area near the intersection of M. L. King, Jr. Drive and Oglethorpe Highway across from McDonald’s and other food service facilities. The FEC will provide a critically needed location recreational activities for families with young children. The site has very good vehicular access and a central location minimizes vehicular travel times within the City of Hinesville and the Liberty County community. The site could also be served by pedestrian paths and multi-purpose trails that promote an alternative means of travel for families.

◆ The Youth Center, serving older children and young teens (ages 12-15), is proposed at the Big Lots Shopping Center. A second alternative is to locate this activity at the proposed Cultural Arts Center at the intersection of Memorial Drive and Gause. Locating the Youth Center at the Big Lots Shopping Center would enable young people to travel from the nearby neighborhoods via walking and biking trails or future public transportation. This is an important consideration for young people who are unable to drive. It would be desirable for young people to be able to access the site on their own to foster personal independence. A pedestrian crossing for children living in the neighborhoods east of Oglethorpe Highway would be advisable due to the high vehicular speeds and traffic volumes on this roadway.

Communities influence their land use and development patterns by using two major tools: through the enforcement of its zoning ordinance and through strategic public investments. In the best case, these tools are used in a coordinated manner to strengthen and reinforce the community’s purpose in creating the most successful community possible for its people to live, work, and enjoy life. The Implementation Program (Section III) will describe how strategic public investments can be made to further the City’s redevelopment efforts.
Residential Building Types

Green Court Single Family
- Minimum area: 1,000 sq. ft.
- One-story or two-story
- Front yard: 20 ft.
- Rear yard: 20 ft.
- Side yard: 10 ft.
- Minimum parking: 2 spaces

Duplex
- Minimum area: 1,200 sq. ft.
- Two stories
- First floor: 500 sq. ft.
- Second floor: 700 sq. ft.
- Minimum parking: 2 spaces

Tuck Under Apartments
- Minimum area: 800 sq. ft.
- One-story
- Front yard: 10 ft.
- Rear yard: 20 ft.
- Side yard: 10 ft.
- Minimum parking: 1 space

Four-Plex
- Minimum area: 1,600 sq. ft.
- Two stories
- First floor: 800 sq. ft.
- Second floor: 800 sq. ft.
- Minimum parking: 4 spaces

Garden Apartments
- Minimum area: 600 sq. ft.
- One-story
- Front yard: 10 ft.
- Rear yard: 20 ft.
- Side yard: 10 ft.
- Minimum parking: 1 space
LAND USE CONSIDERATIONS

CITY OF HINESVILLE
URBAN REDEVELOPMENT PLAN

Housing/Building Images

- Single Family
- Duplex
- Garden Apartments
- Rowhouses
- Tuck-Under Apartments
- Vernacular Housing
- Residential Over Commercial
- Four-Plex
- Office Over Commercial
COMMERCIAL CORRIDOR ACCESS MANAGEMENT

The City’s currently adopted zoning ordinance is relatively unconstrained in its regulations of curb cuts and access points (driveways). According to the code, a curb cut or other access point cannot be less than 15 feet nor more than 36 feet in length. No two curb cuts or other access points shall be closer than 20 feet from each other except in residential zoning districts (Section 603(1)).

At street intersections, no curb cuts or other access point shall be located closer than 20 feet from the intersecting point of the two street rights-of-way or property lines involved; or twenty-five feet from the intersection of two curb lines involved, whichever is the least restrictive.

The code requires a permit from GDOT before curb cuts or any other point of access shall be authorized onto state-owned highway rights-of-way from abutting property.

Ease of traffic circulation, both for people and goods, is a critical ingredient to successful redevelopment efforts. While the transportation system is not the only factor in the successful redevelopment of an area, it does play a critical role in the economic vitality, public image, and attractiveness of the area to potential residents and investors.

The effective regulation of access to the public street system is important to maintain good traffic circulation and to reduce the potential for various types of accidents. Some communities and even entire State Departments of Transportation (Colorado and Florida, for example) have found that it is desirable to control the number and location of driveways onto state-owned roadways in order to increase roadway capacity, improve traffic circulation, and minimize the potential for vehicular accidents as well as accidents involving pedestrians, bicyclists, and cars. A roadway having many, closely spaced driveways provides many opportunities for rear-end collisions or other types of crashes and also reduces the overall capacity of the road, due to delays from large numbers of turning vehicles.

While improving traffic circulation and creating safer roadway environments is certainly important to the public, the control of roadway access in commercial areas is complex, because the economic viability of businesses often relies on easy auto access for customers. Thus a balancing of these needs must be achieved. There are measures a community can take to create a more efficient, safer roadway environment while being sensitive to the business needs of the community. These actions are relevant to the Hinesville Urban Redevelopment Area, namely:

- Creating opportunities for inter-parcel access and shared driveways between properties for cars, pedestrians, and bicyclists to allow travelers to reach adjacent land uses and activity centers without having to travel on the main roadway.
- Using a corridor approach for identifying the best locations for driveways (vs. identifying the location on a piecemeal basis), including creating shared drives, to minimize the total number of driveways needed to serve the properties in a corridor.
- Consolidating driveways or closing underutilized driveways if satisfactory access to properties can be provided.

These approaches can best be examined by planning at the corridor level of detail. Prior to new development opportunities materializing in Downtown Hinesville and the Memorial Drive corridor, it is recommended that the City reexamine its current policies on driveway spacing, curb cuts and access points to create new opportunities to improve traffic flow and minimize the potential for accidents, while providing for adequate access to private properties.
**Transportation Considerations**

**Multimodal Transportation Options**

Most communities depend on their street and highway systems to serve the majority of their transportation needs, due to the heavy reliance of our communities on auto travel and our existing patterns of land use and development where various activities are not located within walking distance of another. However, a growing number of cities and towns, interested in creating and supporting community redevelopment and renewal, understand that a balance of transportation modes is needed to provide travel options for people across income levels, residential location, and life cycle stages.

Focusing on the improvement of the City’s roadway system will continue to be a critical activity for Hinesville to ensure personal mobility for its citizens and visitors and economic health of the community. However, developing good networks of sidewalks, multi-purpose trails, bicycle paths, and public transit services will also be needed to fill in the gaps for needs which cannot be met by the street system alone. Hinesville’s community planning goals already recognize that creating a mix of appropriate and well-functioning transportation modes in the City also helps define and characterize a sense of place. The presence of a mix of transportation modes in a community – for autos, trucks, pedestrians, bicyclists, and transit riders – is often referred to as a “multimodal transportation system.” The Transportation Element of Hinesville’s Downtown Redevelopment Plan has been developed with this multimodal concept in mind.

The City of Hinesville has worked with Liberty County, its neighboring communities, Fort Stewart, the Coastal Georgia Regional Development Center, and GDOT to deal with highway-related transportation issues over many years. This relationship will evolve and be formalized into a new organizational entity in the next year through the new metropolitan planning organization (MPO) designated for the Hinesville urbanized area. It will be critical for the transportation needs of the Urban Redevelopment Area to be appropriately reflected in the future plans and programs of the Hinesville Urbanized Area MPO.

In addition to roadway needs and issues, the City and the MPO will also need to consider the multimodal needs of the Urban Redevelopment Area. Generally, these improvements include:

- The creation of an expanded network of pedestrian paths to connect important activities in the Urban Redevelopment Area;
- The realignment of Memorial Drive to create a more direct link from Fort Stewart to Oglethorpe Highway/U.S. 84;
- The creation of a new multi-purpose trail corridor along Ryon Avenue from Main Street to Oglethorpe Highway/U.S. 84;
- The implementation of a public transit service linking Fort Stewart with Downtown Hinesville.
- The expansion of a pedestrian network linking Fort Stewart, the Memorial Drive corridor, the new Cultural Arts Center complex, Downtown Hinesville, the Family Entertainment Center, and Liberty County Medical Center area to provide transportation and recreational opportunities for the community.
- The improvement of pedestrian and bicycle linkages from Downtown Hinesville to the new Regional Park located east of the downtown.
- The initiation of public transit service linking Fort Stewart with Downtown Hinesville, and possibly expanding the service area in the future with new transit service concepts as the need for service materializes.
Hinesville’s current demographic characteristics, i.e., relatively low household income levels, a larger than average group of families with young children, and low to moderate levels of auto ownership indicate there may be a limited market for additional general public transit services already in the community. If a larger proportion of the community is represented by retired individuals, the need for public transportation, especially to health, shopping, and recreational sites, could also grow, depending on the demographics (age, income, etc.) of the retiree group. Based on the community input received at the public workshop, there does seem to be some recognition of unmet transportation needs in the community which could be served by public transit. Concerns were expressed about the cost of providing transit services and the willingness of people to use public transit. Sufficient data to analyze the various markets for these services were not available. However, in the near future, as the MPO becomes established, there should be additional opportunities to analyze these needs in more detail.

In the near term, there is an opportunity to consider implementing a new transit service which would link the main gate area of Fort Stewart with Downtown Hinesville. This service would become more important as more residential, business, and civic uses locate in the Memorial Drive corridor. Some benefits of this service could include:

- Providing a secure, efficient method for military and civilian personnel wanting to travel from the Post to shopping, recreational, and personal business activities in the downtown area;
- Creating an opportunity to transport large numbers of people between Fort Stewart and Downtown Hinesville while reducing auto congestion on the entry roads to the base, especially General Screven Way and Memorial Drive.
- Serving new housing and neighborhood commercial land uses located between the Post and the downtown area to meet the needs of the area’s residents.
- To reduce traffic congestion by providing a transit service for those people desiring to travel to the new Liberty Center educational and conference center.

As the activity level grows in the Memorial Drive corridor and greater travel demands are generated by the various land uses, there could be more opportunity for the new transit service to meet the travel needs in the corridor. There may also be a need to consider expanding the transit service area to other parts of the redevelopment area as well.

The number of trips generated by the new development, information on trip patterns and trip purposes, and market data on the community’s acceptance of public transit should be monitored in order to determine when and how the transit system should be launched. This service could operate as a “park and ride service,” linking the Fort Stewart main gate with Downtown Hinesville. Users of the service could park their cars either in the downtown area at a designated location and use the trolley service or park their cars at a designated location on base and ride the transit service to Downtown Hinesville. The service could operate during the morning and evening commute periods as well as mid-day for travelers wanting to reach Downtown Hinesville for lunch or personal business or the Post for similar purposes. More detail on the concept for the Memorial Drive transit service can be found in Section IV Implementation Program.
TRANSPORTATION CONSIDERATIONS

CIRCULATION STANDARDS

The City’s current regulations concerning circulation and mobility in the Urban Redevelopment Area can be found in the various sections of its adopted zoning ordinance. The following sections of the code address specific circulation standards:

- Section 517 describes the specific land use district regulations for the Downtown Development District. Except for a requirement to encourage off-street parking to be located at the rear of the principal building, where possible, there are no detailed standards pertaining to transportation, circulation or mobility included in the Downtown Development District section of the code.

- Section 509 relating to Planned Unit Developments includes requirements for access points to public streets; however, no other section of the code describes how the various land use districts are served by circulation systems.

- Section 511 (Central Business District) requires the provision of loading/unloading areas that do not impede pedestrian walks and auto access ways.

- Section 603 describes the provisions for curb cuts and access points.

- Section 611 addresses the obstruction to vision at Road Intersections and Section 612 addresses vision clearance at private drives and entrances intersecting with public streets.

- Section 618 provides for a 35-foot minimum building or structure setback for properties located on arterial and collector streets.

- Section 622 addresses the internal circulation requirements for shopping centers, but does not address the off-site connections to the multimodal transportation system.

- Section 704 provides for properties located within the central business district (C-1) to be exempt from the parking requirements.

- Section 707 allows the sharing of parking facilities by two or more principal uses, however, the number of off-street parking spaces must satisfy the requirements for the use with the greater number of spaces.

- Section 711 requires all parking lots and loading areas to be paved with concrete, asphalt or other dust-free materials. Given the recent innovation in pavement technologies, the City may want to reconsider this requirement to reduce the amount of impervious surfaces in the redevelopment area.

- Section 715 addresses off-street loading and unloading area requirements.

Given the importance of multimodal transportation circulation to this district and the importance of linking this area with other important locations in Hinesville, the City should consider including additional language to more fully describe its expectations for circulation and mobility within the City, especially in the redevelopment area. In general, the new language should describe the functional roles of certain corridors for providing multimodal access to the downtown area, including design guidelines for transportation facilities to serve access by cars, service vehicles, bicycles, pedestrians, transit vehicles, and emergency vehicles (fire trucks, ambulances, etc.).
More specifically, the following topics should be discussed as they relate to the redevelopment area:

- Angle of parking stalls and width of parking aisles;
- Provision of compact parking spaces, if desired;
- Reviewing the dimensions for loading/unloading areas;
- Restricting the backing up of trucks into and out of streets from loading facilities;
- Providing suitable areas for truck-trailers awaiting pickup or arriving after hours;
- Updating of parking space requirements consistent with ITE guidelines;
- Sharing of parking areas to address the actual peak demand of spaces;
- Identifying desired or optimal walk distances from parking areas to buildings;
- Identification of short-term and long-term parking spaces in downtown area;
- Spacing of intersections;
- Providing adequate driveway capacity, especially at large traffic generators, such as shopping centers, etc.;
- Identifying minimum driveway widths (for one-way and two-way drives);
- Identifying a hierarchy of driveway types (minor, intermediate, and major depending on traffic volumes served);
- Creating In-gress lanes (for left turns and right turns into a major development) to ease traffic flow on major streets; and
- Designating a desirable width for sidewalks, bike paths or lanes, and multi-purpose trails.

In terms of parking design standards, the current code requires that parking lot design within the City comply with GDOT standards dated August 1982. It is recommended that the City consider examining more recent design standards from other sources, including the Urban Land Institute (ULI), the National Parking Association (NPA), and the Institute of Transportation Engineers (ITE) which can provide other strategies for creating suitable parking areas for a compact, downtown environment, such as Hinesville. Many communities have used innovative design approaches in the provision of parking in their downtowns, including parking decks that are designed to “fit in” with the overall scale and architectural look of the community.
Part 4
Implementation Program
REDEVELOPMENT OPPORTUNITIES

RETAIL POTENTIAL

The methodology for estimating statistical market support for retail space within the overall market is displayed in Tables 25-30. This methodology applies expenditure potential by type of merchandize to market area population figures in order to obtain potential sales volume for market area residents for the years 2001-2006.

In Tables 25-28, estimates of sales per square foot of store space derived from the Urban Land Institute’s (ULI) Dollar and Cents of Shopping Centers are used to convert adjusted potential sales to supportable space estimates. In Table 25, for example, in the case of apparel and services, potential sales of $32 million at sales per square foot of $181.13 would support approximately 117,311 square feet devoted to this type of merchandise in the County.

Table 25, shows that in 2001, there was potential for sales of approximately $370.2 million based on potential expenditures within the market area. That is, the market area shoppers have the potential to generate sales demand that will support approximately 1.24 million square feet of retail space. However, these potential expenditures by shoppers do occur outside the market area (primarily with the greater Savannah Market) if goods and services desired by the consumers are not offered within this direct market.

<table>
<thead>
<tr>
<th>Merchandise or Service Category</th>
<th>Per Household Expenditure</th>
<th>Potential Sales Volume</th>
<th>Target Sales ($/sq. ft.)</th>
<th>Potential Supportable Space (sq. ft.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Food Services</td>
<td>$4,513</td>
<td>$88,323,923</td>
<td>$301.67</td>
<td>292,783</td>
</tr>
<tr>
<td>Apparel &amp; Services</td>
<td>$1,641</td>
<td>$32,116,011</td>
<td>$181.13</td>
<td>177,311</td>
</tr>
<tr>
<td>Health &amp; Personal Care</td>
<td>$891</td>
<td>$17,437,761</td>
<td>$215.56</td>
<td>80,896</td>
</tr>
<tr>
<td>Transportation</td>
<td>$7,144</td>
<td>$139,815,224</td>
<td>$841.36</td>
<td>166,179</td>
</tr>
<tr>
<td>Leisure &amp; Entertainment</td>
<td>$1,707</td>
<td>$33,407,697</td>
<td>$207.64</td>
<td>160,895</td>
</tr>
<tr>
<td>Home Furnishings</td>
<td>$2,729</td>
<td>$53,409,259</td>
<td>$161.77</td>
<td>330,156</td>
</tr>
<tr>
<td>Other Retail</td>
<td>$292</td>
<td>$5,714,732</td>
<td>$177.77</td>
<td>32,147</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>$370,224,607</td>
<td></td>
<td>1,240,367</td>
</tr>
</tbody>
</table>

A more detailed view of the County’s Retail Market is shown in Table 26. Apparel categories are broken down into several merchandise codes, while more general data is supplied for categories like Groceries, Health & Personal Care (Drug stores) and Leisure & Entertainment.

Table 26: Retail Potential - 2001

<table>
<thead>
<tr>
<th>Merchandise or Service Category</th>
<th>Per Household Expenditure</th>
<th>Potential Sales Volume</th>
<th>Target Sales ($/sq. ft.)</th>
<th>Potential Supportable Space (sq. ft.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Women's Apparel</td>
<td>$523</td>
<td>10,235,633</td>
<td>$176.80</td>
<td>57,894</td>
</tr>
<tr>
<td>Men's Apparel</td>
<td>$301</td>
<td>5,890,871</td>
<td>$203.31</td>
<td>28,975</td>
</tr>
<tr>
<td>Girl's Apparel</td>
<td>$112</td>
<td>2,191,952</td>
<td>$246.71</td>
<td>8,885</td>
</tr>
<tr>
<td>Boy's Apparel</td>
<td>$94</td>
<td>1,839,674</td>
<td>$246.71</td>
<td>7,457</td>
</tr>
<tr>
<td>Footwear</td>
<td>$304</td>
<td>5,949,584</td>
<td>$176.35</td>
<td>33,737</td>
</tr>
<tr>
<td>Watches &amp; Jewelry</td>
<td>$147</td>
<td>2,876,937</td>
<td>$432.54</td>
<td>6,651</td>
</tr>
<tr>
<td>Other Apparel &amp; Services</td>
<td>$160</td>
<td>3,131,360</td>
<td>$251.27</td>
<td>12,462</td>
</tr>
<tr>
<td>Groceries</td>
<td>$2,726</td>
<td>53,350,546</td>
<td>$314.63</td>
<td>169,566</td>
</tr>
<tr>
<td>Health &amp; Personal Service</td>
<td>$891</td>
<td>17,437,761</td>
<td>$232.87</td>
<td>233,020</td>
</tr>
<tr>
<td>Entertainment &amp; Hobbies</td>
<td>$1,707</td>
<td>30,726,470</td>
<td>$216.27</td>
<td>22,689</td>
</tr>
</tbody>
</table>


For the purpose of this analysis, it is assumed that the current market is in equilibrium meaning that there is a balance between current square feet of actual retail space compared to demand. It should be noted that there should exist retail leakage for higher order goods (appliances, furniture, specialty items, etc.) to the Savannah retail sector and its regional malls etc.

By equilibrium we imply that the existing Wal-Mart Super Store, Goody's, Kroger, Food Lion, and the Post Exchange and Commissary are of sufficient size to handle the existing demand. We further assume that the net growth during the next twenty years is over and above the current facility requirements and net potential supportable space is considered “new to the region”.

Table 27: Net Growth in Retail Potential – 2001-2010

### Retail Potential - 2010

<table>
<thead>
<tr>
<th>Service Category</th>
<th>Per Household Expenditure</th>
<th>Potential Sales Volume</th>
<th>Target Sale ($/sq. ft.)</th>
<th>Potential Supportable Space (sq. ft.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Women's Apparel</td>
<td>$523</td>
<td>$7,224,199</td>
<td>$176.80</td>
<td>40,861</td>
</tr>
<tr>
<td>Men's Apparel</td>
<td>$301</td>
<td>4,157,713</td>
<td>$203.31</td>
<td>20,450</td>
</tr>
<tr>
<td>Girl's Apparel</td>
<td>$112</td>
<td>1,547,056</td>
<td>$246.71</td>
<td>6,271</td>
</tr>
<tr>
<td>Boy's Apparel</td>
<td>$94</td>
<td>1,298,422</td>
<td>$246.71</td>
<td>5,263</td>
</tr>
<tr>
<td>Footwear</td>
<td>$304</td>
<td>4,199,152</td>
<td>$176.35</td>
<td>23,811</td>
</tr>
<tr>
<td>Watches &amp; Jewelry</td>
<td>$147</td>
<td>2,030,511</td>
<td>$432.54</td>
<td>4,694</td>
</tr>
<tr>
<td>Other Apparel &amp; Services</td>
<td>$160</td>
<td>2,210,080</td>
<td>$251.27</td>
<td>8,796</td>
</tr>
<tr>
<td>Groceries</td>
<td>$2,726</td>
<td>37,654,238</td>
<td>$371.39</td>
<td>101,387</td>
</tr>
<tr>
<td>Restaurants</td>
<td>$1,538</td>
<td>21,244,394</td>
<td>$268.55</td>
<td>79,108</td>
</tr>
<tr>
<td>Alcoholic Beverages</td>
<td>$249</td>
<td>3,439,437</td>
<td>$277.78</td>
<td>12,382</td>
</tr>
</tbody>
</table>


### Net Growth in Retail Potential – 2001-2015

<table>
<thead>
<tr>
<th>Service Category</th>
<th>Per Household Expenditure</th>
<th>Potential Sales Volume</th>
<th>Target Sale ($/sq. ft.)</th>
<th>Potential Supportable Space (sq. ft.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Food Services</td>
<td>$4,513</td>
<td>$111,565,873</td>
<td>$301.67</td>
<td>369,828</td>
</tr>
<tr>
<td>Apparel &amp; Services</td>
<td>$1,641</td>
<td>$40,567,161</td>
<td>$181.13</td>
<td>223,970</td>
</tr>
<tr>
<td>Health &amp; Personal Care</td>
<td>$891</td>
<td>$22,026,411</td>
<td>$215.56</td>
<td>102,184</td>
</tr>
<tr>
<td>Transportation</td>
<td>$7,144</td>
<td>$176,606,824</td>
<td>$841.36</td>
<td>209,908</td>
</tr>
<tr>
<td>Leisure &amp; Entertainment</td>
<td>$1,707</td>
<td>$42,198,747</td>
<td>$207.64</td>
<td>417,034</td>
</tr>
<tr>
<td>Home Furnishings</td>
<td>$2,729</td>
<td>$67,463,609</td>
<td>$161.77</td>
<td>40,606</td>
</tr>
<tr>
<td>Other Retail</td>
<td>$292</td>
<td>$7,218,532</td>
<td>$177.77</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td></td>
<td></td>
<td>1,326,877</td>
</tr>
</tbody>
</table>

Table 31 shows the typical size of various retail stores and sales per square foot. These statistics can be used for planning absorption and space requirements.

Table 31: Sizes of Various Retail Establishments

<table>
<thead>
<tr>
<th>Retail Type</th>
<th>Neighborhood Center</th>
<th>Community Center</th>
<th>Sales Per Square Ft.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Books</td>
<td>3,200</td>
<td>4,410</td>
<td>$106</td>
</tr>
<tr>
<td>Toys</td>
<td>2,434</td>
<td>7,000</td>
<td>$218</td>
</tr>
<tr>
<td>Arts/Crafts</td>
<td>4,024</td>
<td>3,000</td>
<td>$118</td>
</tr>
<tr>
<td>Game Store</td>
<td>1,496</td>
<td>2,218</td>
<td>$233</td>
</tr>
<tr>
<td>Medical/Health</td>
<td>2,960</td>
<td>2,630</td>
<td>$317</td>
</tr>
<tr>
<td>Cards/Gifts</td>
<td>2,533</td>
<td>4,000</td>
<td>$141</td>
</tr>
<tr>
<td>Bike</td>
<td>3,757</td>
<td>Na</td>
<td>Na</td>
</tr>
<tr>
<td>Home Improvements</td>
<td>9,534</td>
<td>15,250</td>
<td>$228</td>
</tr>
<tr>
<td>Hobby</td>
<td>1,492</td>
<td>3,400</td>
<td>$172</td>
</tr>
<tr>
<td>Electronic</td>
<td>1,850</td>
<td>2,340</td>
<td>$297</td>
</tr>
<tr>
<td>Paint/Wallpaper</td>
<td>3,000</td>
<td>3,233</td>
<td>Na</td>
</tr>
<tr>
<td>Children Wear</td>
<td>1,330</td>
<td>4,000</td>
<td>$247</td>
</tr>
<tr>
<td>Women's Ready to Wear</td>
<td>3,021</td>
<td>3,021</td>
<td>$179</td>
</tr>
<tr>
<td>Men's Wear</td>
<td>2,970</td>
<td>3,114</td>
<td>$203</td>
</tr>
<tr>
<td>Family Clothes</td>
<td>5,720</td>
<td>6,000</td>
<td>$207</td>
</tr>
<tr>
<td>Shoe/Family</td>
<td>2,864</td>
<td>3,500</td>
<td>$176</td>
</tr>
<tr>
<td>Home Accessories</td>
<td>3,821</td>
<td>4,789</td>
<td>$163</td>
</tr>
<tr>
<td>Variety</td>
<td>11,200</td>
<td>Na</td>
<td>Na</td>
</tr>
<tr>
<td>Bath &amp; Linen</td>
<td>9,770</td>
<td>Na</td>
<td>$128</td>
</tr>
<tr>
<td>Kitchen Store</td>
<td>3,510</td>
<td>3,510</td>
<td>$141</td>
</tr>
<tr>
<td>Pet Store</td>
<td>2,100</td>
<td>3,600</td>
<td>$132</td>
</tr>
</tbody>
</table>

Source: ULI Dollars & Cents, 2002; Strategic Planning Group, Inc. 2002
Detailed Market Profile

Based on available data and using the ESBRI proprietary modeling software, in the following tables, Liberty County has numerous retail segments wherein its residents purchased goods at a higher rate than the national average. These segments represent the greatest potential for supportable new retail the County.

Table 32: Purchase Potential Index of Apparel Among Top Lifestyle Groups
As shown in Table 32, the largest apparel markets are: athletic apparel, team sports apparel, children’s apparel and apparel for children less than six years of age.

<table>
<thead>
<tr>
<th>CATEGORY</th>
<th>NAME</th>
<th># of Households Within Profile</th>
<th>Liberty County</th>
<th>Baby Boomers With Children</th>
<th>Military Proximity</th>
<th>Middle America</th>
<th>Young, Frequent Movers</th>
<th>Rural Industrial Workers</th>
<th>Hard Times</th>
<th>Urban Working Families</th>
</tr>
</thead>
<tbody>
<tr>
<td>MPI 01 Apparel</td>
<td>Bought any men’s apparel in last 12 months</td>
<td>99</td>
<td>284</td>
<td>116</td>
<td>98</td>
<td>106</td>
<td>111</td>
<td>95</td>
<td>79</td>
<td>71</td>
</tr>
<tr>
<td>MPI 01 Apparel</td>
<td>Bought any women’s apparel in last 12 months</td>
<td>96</td>
<td>106</td>
<td>96</td>
<td>110</td>
<td>94</td>
<td>97</td>
<td>85</td>
<td>89</td>
<td>89</td>
</tr>
<tr>
<td>MPI 01 Apparel</td>
<td>Bought athletic apparel in last 12 months</td>
<td>107</td>
<td>114</td>
<td>115</td>
<td>80</td>
<td>80</td>
<td>50</td>
<td>69</td>
<td>69</td>
<td>110</td>
</tr>
<tr>
<td>MPI 01 Apparel</td>
<td>Bought team sports apparel in last 12 months</td>
<td>115</td>
<td>119</td>
<td>126</td>
<td>101</td>
<td>65</td>
<td>83</td>
<td>89</td>
<td>120</td>
<td>120</td>
</tr>
<tr>
<td>MPI 01 Apparel</td>
<td>Bought children’s apparel in last 6 months</td>
<td>120</td>
<td>117</td>
<td>124</td>
<td>113</td>
<td>95</td>
<td>104</td>
<td>90</td>
<td>117</td>
<td>117</td>
</tr>
<tr>
<td>MPI 01 Apparel</td>
<td>Bought any apparel for child &lt;6 yrs in last 6 mo</td>
<td>127</td>
<td>105</td>
<td>133</td>
<td>106</td>
<td>102</td>
<td>99</td>
<td>90</td>
<td>134</td>
<td>134</td>
</tr>
<tr>
<td>MPI 01 Apparel</td>
<td>Bought any apparel for child 6-12 yrs in last 6 mo</td>
<td>97</td>
<td>116</td>
<td>95</td>
<td>126</td>
<td>99</td>
<td>110</td>
<td>84</td>
<td>117</td>
<td>117</td>
</tr>
<tr>
<td>MPI 01 Apparel</td>
<td>Bought any shoes in last 12 months</td>
<td>97</td>
<td>107</td>
<td>96</td>
<td>104</td>
<td>108</td>
<td>92</td>
<td>91</td>
<td>86</td>
<td>86</td>
</tr>
<tr>
<td>MPI 01 Apparel</td>
<td>Bought 2+ pairs of athletic shoes last 12 months</td>
<td>96</td>
<td>121</td>
<td>97</td>
<td>96</td>
<td>87</td>
<td>84</td>
<td>109</td>
<td>110</td>
<td>110</td>
</tr>
<tr>
<td>MPI 01 Apparel</td>
<td>Bought any costume jewelry in last 12 months</td>
<td>86</td>
<td>104</td>
<td>84</td>
<td>104</td>
<td>77</td>
<td>100</td>
<td>125</td>
<td>116</td>
<td>116</td>
</tr>
</tbody>
</table>

Source: Strategic Planning Group, Inc. 2002; ESRI, 2000
### Table 33: Purchase Potential Index of Electronics Among Top Lifestyle Groups

<table>
<thead>
<tr>
<th>CATEGORY</th>
<th>NAME</th>
<th>Liberty County</th>
<th>Baby Boomers With Children</th>
<th>Military Proximity</th>
<th>Middle America</th>
<th>Young, Frequent Movers</th>
<th>Rural Industrial Workers</th>
<th>Hard Times</th>
<th>Urban Working Families</th>
</tr>
</thead>
<tbody>
<tr>
<td>MPI 12 Electronics</td>
<td>HH owns a personal computer</td>
<td>72</td>
<td>129</td>
<td>72</td>
<td>64</td>
<td>83</td>
<td>52</td>
<td>32</td>
<td>149</td>
</tr>
<tr>
<td>MPI 12 Electronics</td>
<td>Purchased home PC in last 12 months</td>
<td>78</td>
<td>131</td>
<td>79</td>
<td>66</td>
<td>70</td>
<td>81</td>
<td>68</td>
<td>25</td>
</tr>
<tr>
<td>MPI 12 Electronics</td>
<td>Purchased home PC at computer superstore</td>
<td>63</td>
<td>143</td>
<td>64</td>
<td>79</td>
<td>88</td>
<td>33</td>
<td>32</td>
<td>24</td>
</tr>
<tr>
<td>MPI 12 Electronics</td>
<td>Purchased home PC at department store</td>
<td>71</td>
<td>126</td>
<td>58</td>
<td>66</td>
<td>151</td>
<td>95</td>
<td>54</td>
<td>75</td>
</tr>
<tr>
<td>MPI 12 Electronics</td>
<td>Purchased home PC direct from manufacturer</td>
<td>68</td>
<td>116</td>
<td>71</td>
<td>60</td>
<td>82</td>
<td>43</td>
<td>32</td>
<td>32</td>
</tr>
<tr>
<td>MPI 12 Electronics</td>
<td>Purchased home PC at electronic store</td>
<td>64</td>
<td>115</td>
<td>61</td>
<td>107</td>
<td>77</td>
<td>59</td>
<td>42</td>
<td>42</td>
</tr>
<tr>
<td>MPI 12 Electronics</td>
<td>Purchased audio equipment in last 12 months</td>
<td>131</td>
<td>118</td>
<td>141</td>
<td>99</td>
<td>101</td>
<td>61</td>
<td>60</td>
<td>72</td>
</tr>
<tr>
<td>MPI 12 Electronics</td>
<td>Purchased portable CD player in last 12 months</td>
<td>103</td>
<td>118</td>
<td>104</td>
<td>100</td>
<td>104</td>
<td>95</td>
<td>52</td>
<td>57</td>
</tr>
<tr>
<td>MPI 12 Electronics</td>
<td>Purchased pre-recorded audio tape/CD in last 12 mo</td>
<td>99</td>
<td>120</td>
<td>102</td>
<td>67</td>
<td>100</td>
<td>74</td>
<td>61</td>
<td>78</td>
</tr>
<tr>
<td>MPI 12 Electronics</td>
<td>Most recent TV purchase: large screen TV (27”-35”)</td>
<td>87</td>
<td>122</td>
<td>99</td>
<td>104</td>
<td>86</td>
<td>55</td>
<td>70</td>
<td>87</td>
</tr>
</tbody>
</table>

*Source: Strategic Planning Group, Inc. 2002; ESRI, 2000*

### Table 34: Purchase Potential Index of Furniture Among Top Lifestyle Groups

<table>
<thead>
<tr>
<th>CATEGORY</th>
<th>NAME</th>
<th>Liberty County</th>
<th>Baby Boomers With Children</th>
<th>Military Proximity</th>
<th>Middle America</th>
<th>Young, Frequent Movers</th>
<th>Rural Industrial Workers</th>
<th>Hard Times</th>
<th>Urban Working Families</th>
</tr>
</thead>
<tbody>
<tr>
<td>MPI 14 Furniture</td>
<td>Purchased any HH furnishings in last 12 months</td>
<td>100</td>
<td>112</td>
<td>105</td>
<td>109</td>
<td>84</td>
<td>80</td>
<td>59</td>
<td>60</td>
</tr>
<tr>
<td>MPI 14 Furniture</td>
<td>Purchased bedding/bath goods in last 12 months</td>
<td>105</td>
<td>108</td>
<td>106</td>
<td>98</td>
<td>105</td>
<td>99</td>
<td>87</td>
<td>83</td>
</tr>
<tr>
<td>MPI 14 Furniture</td>
<td>Purchased kitchen cooking/serving prod last 12 mo</td>
<td>111</td>
<td>112</td>
<td>115</td>
<td>106</td>
<td>93</td>
<td>96</td>
<td>61</td>
<td>80</td>
</tr>
<tr>
<td>MPI 14 Furniture</td>
<td>Purchased any table setting in last 12 months</td>
<td>92</td>
<td>115</td>
<td>92</td>
<td>92</td>
<td>88</td>
<td>91</td>
<td>91</td>
<td>104</td>
</tr>
<tr>
<td>MPI 14 Furniture</td>
<td>Purchased area rug in last 12 months</td>
<td>84</td>
<td>106</td>
<td>89</td>
<td>79</td>
<td>68</td>
<td>55</td>
<td>61</td>
<td>63</td>
</tr>
<tr>
<td>MPI 14 Furniture</td>
<td>Purchased dining room furniture in last 12 months</td>
<td>139</td>
<td>88</td>
<td>154</td>
<td>109</td>
<td>79</td>
<td>91</td>
<td>59</td>
<td>64</td>
</tr>
<tr>
<td>MPI 14 Furniture</td>
<td>Purchased family room furniture in last 12 months</td>
<td>103</td>
<td>92</td>
<td>111</td>
<td>91</td>
<td>63</td>
<td>77</td>
<td>76</td>
<td>76</td>
</tr>
<tr>
<td>MPI 14 Furniture</td>
<td>Purchased mattress in last 12 months</td>
<td>105</td>
<td>118</td>
<td>112</td>
<td>94</td>
<td>70</td>
<td>81</td>
<td>63</td>
<td>57</td>
</tr>
<tr>
<td>MPI 14 Furniture</td>
<td>Purchased recliner in last 12 months</td>
<td>92</td>
<td>98</td>
<td>87</td>
<td>137</td>
<td>117</td>
<td>116</td>
<td>68</td>
<td>43</td>
</tr>
</tbody>
</table>

*Source: Strategic Planning Group, Inc. 2002; ESRI, 2000*
### Table 35: Purchase Potential Index of Pets/Products Among Top Lifestyle Groups

<table>
<thead>
<tr>
<th>CATEGORY</th>
<th>NAME</th>
<th># of Households Within Profile</th>
<th>Liberty County</th>
<th>Baby Boomers With Children</th>
<th>Military Proximity</th>
<th>Middle America</th>
<th>Young, Frequent Movers</th>
<th>Rural Industrial Workers</th>
<th>Hard Times</th>
</tr>
</thead>
<tbody>
<tr>
<td>MPI 25 Pets &amp; Products</td>
<td>HH owns any bird</td>
<td>122</td>
<td>284</td>
<td>152</td>
<td>133</td>
<td>116</td>
<td>84</td>
<td>55</td>
<td>60</td>
</tr>
<tr>
<td>MPI 25 Pets &amp; Products</td>
<td>HH owns 1 cat</td>
<td>92</td>
<td>109</td>
<td>88</td>
<td>123</td>
<td>120</td>
<td>92</td>
<td>41</td>
<td></td>
</tr>
<tr>
<td>MPI 25 Pets &amp; Products</td>
<td>HH owns 1 dog</td>
<td>77</td>
<td>129</td>
<td>68</td>
<td>134</td>
<td>121</td>
<td>95</td>
<td>54</td>
<td></td>
</tr>
<tr>
<td>MPI 25 Pets &amp; Products</td>
<td>HH used &lt;4 cans of cat food in last 7 days</td>
<td>108</td>
<td>102</td>
<td>110</td>
<td>104</td>
<td>122</td>
<td>77</td>
<td>50</td>
<td></td>
</tr>
<tr>
<td>MPI 25 Pets &amp; Products</td>
<td>Used 25+ pounds of pkgd dry dog food last 30 days</td>
<td>84</td>
<td>136</td>
<td>68</td>
<td>168</td>
<td>168</td>
<td>131</td>
<td>34</td>
<td></td>
</tr>
<tr>
<td>MPI 25 Pets &amp; Products</td>
<td>Used dog biscuits/treats in last 6 months</td>
<td>86</td>
<td>135</td>
<td>81</td>
<td>123</td>
<td>119</td>
<td>87</td>
<td>40</td>
<td></td>
</tr>
<tr>
<td>MPI 25 Pets &amp; Products</td>
<td>Used flea/tick care prod for dogs/cats last 12 mo</td>
<td>101</td>
<td>117</td>
<td>98</td>
<td>131</td>
<td>119</td>
<td>118</td>
<td>70</td>
<td></td>
</tr>
</tbody>
</table>

*Source: Strategic Planning Group, Inc. 2002; ESRI, 2000*

### Table 36: Purchase Potential Index of Restaurants Among Top Lifestyle Groups

<table>
<thead>
<tr>
<th>CATEGORY</th>
<th>NAME</th>
<th># of Households Within Profile</th>
<th>Liberty County</th>
<th>Baby Boomers With Children</th>
<th>Military Proximity</th>
<th>Middle America</th>
<th>Young, Frequent Movers</th>
<th>Rural Industrial Workers</th>
<th>Hard Times</th>
<th>Urban Working Families</th>
</tr>
</thead>
<tbody>
<tr>
<td>MPI 26 Restaurant</td>
<td>Went to family restaurant/steak house in last 6 mo</td>
<td>96</td>
<td>111</td>
<td>95</td>
<td>105</td>
<td>96</td>
<td>94</td>
<td>79</td>
<td>86</td>
<td></td>
</tr>
<tr>
<td>MPI 26 Restaurant</td>
<td>Family restaurant/steak house last mo: &lt;2 times</td>
<td>91</td>
<td>106</td>
<td>89</td>
<td>106</td>
<td>96</td>
<td>102</td>
<td>94</td>
<td>90</td>
<td></td>
</tr>
<tr>
<td>MPI 26 Restaurant</td>
<td>Family restaurant/steak house last mo: 2-3 times</td>
<td>97</td>
<td>110</td>
<td>97</td>
<td>105</td>
<td>104</td>
<td>94</td>
<td>56</td>
<td>100</td>
<td></td>
</tr>
<tr>
<td>MPI 26 Restaurant</td>
<td>Family restaurant/steak house last mo: 4+ times</td>
<td>99</td>
<td>115</td>
<td>100</td>
<td>104</td>
<td>90</td>
<td>86</td>
<td>85</td>
<td>70</td>
<td></td>
</tr>
<tr>
<td>MPI 26 Restaurant</td>
<td>Family restaurant/steak house last 6 mo: weekend</td>
<td>98</td>
<td>117</td>
<td>98</td>
<td>109</td>
<td>92</td>
<td>95</td>
<td>73</td>
<td>95</td>
<td></td>
</tr>
<tr>
<td>MPI 26 Restaurant</td>
<td>Went to fast food/drive-in restaurant in last 6 mo</td>
<td>99</td>
<td>104</td>
<td>98</td>
<td>104</td>
<td>102</td>
<td>101</td>
<td>94</td>
<td>95</td>
<td></td>
</tr>
<tr>
<td>MPI 26 Restaurant</td>
<td>Went to fast food/drive-in restaurant 9+ times/m</td>
<td>117</td>
<td>112</td>
<td>119</td>
<td>107</td>
<td>109</td>
<td>111</td>
<td>107</td>
<td>105</td>
<td></td>
</tr>
</tbody>
</table>

*Source: Strategic Planning Group, Inc. 2002; ESRI, 2000*
### Table 37: Purchase Potential Index of Toys/Games Among Top Lifestyle Groups

<table>
<thead>
<tr>
<th>CATEGORY</th>
<th>NAME</th>
<th># of Households Within Profile</th>
<th>Liberty County</th>
<th>Baby Boomers With Children</th>
<th>Military Proximity</th>
<th>Middle America</th>
<th>Young, Frequent Movers</th>
<th>Rural Industrial Workers</th>
<th>Hard Times</th>
<th>Urban Working Families</th>
</tr>
</thead>
<tbody>
<tr>
<td>MPI 32 Toys &amp; Games</td>
<td>Spent &lt;$100 on toys/games for children &lt;6 years</td>
<td>114</td>
<td>284</td>
<td>117</td>
<td>120</td>
<td>122</td>
<td>84</td>
<td>52</td>
<td>149</td>
<td>44</td>
</tr>
<tr>
<td>MPI 32 Toys &amp; Games</td>
<td>Spent $100-199 on toys/games for children &lt;6 year</td>
<td>114</td>
<td>15417</td>
<td>116</td>
<td>113</td>
<td>114</td>
<td>94</td>
<td>70</td>
<td>89</td>
<td>97</td>
</tr>
<tr>
<td>MPI 32 Toys &amp; Games</td>
<td>Spent $200+ on toys/games for children &lt;6 years</td>
<td>99</td>
<td>387</td>
<td>111</td>
<td>90</td>
<td>87</td>
<td>85</td>
<td>66</td>
<td>89</td>
<td>83</td>
</tr>
<tr>
<td>MPI 32 Toys &amp; Games</td>
<td>Bought educational toy in last 12 months</td>
<td>107</td>
<td>1866</td>
<td>107</td>
<td>81</td>
<td>85</td>
<td>46</td>
<td>83</td>
<td>178</td>
<td>62</td>
</tr>
<tr>
<td>MPI 32 Toys &amp; Games</td>
<td>Bought pre-school toy in last 12 months</td>
<td>90</td>
<td>178</td>
<td>95</td>
<td>120</td>
<td>112</td>
<td>60</td>
<td>88</td>
<td>149</td>
<td>62</td>
</tr>
</tbody>
</table>

*Source: Strategic Planning Group, Inc. 2002; ESRI, 2000*

### Table 38: Purchase Potential Index of Video Sales Among Top Lifestyle Groups

<table>
<thead>
<tr>
<th>CATEGORY</th>
<th>NAME</th>
<th># of Households Within Profile</th>
<th>Liberty County</th>
<th>Baby Boomers With Children</th>
<th>Military Proximity</th>
<th>Middle America</th>
<th>Young, Frequent Movers</th>
<th>Rural Industrial Workers</th>
<th>Hard Times</th>
<th>Urban Working Families</th>
</tr>
</thead>
<tbody>
<tr>
<td>MPI 34 Video</td>
<td>Rented 1 pre-recorded video tape last 30 days</td>
<td>74</td>
<td>284</td>
<td>94</td>
<td>68</td>
<td>107</td>
<td>114</td>
<td>85</td>
<td>59</td>
<td>59</td>
</tr>
<tr>
<td>MPI 34 Video</td>
<td>Rented 5 pre-recorded video tapes last 30 days</td>
<td>126</td>
<td>15417</td>
<td>133</td>
<td>110</td>
<td>97</td>
<td>86</td>
<td>89</td>
<td>89</td>
<td>89</td>
</tr>
<tr>
<td>MPI 34 Video</td>
<td>Rented 7-9 pre-recorded video tapes last 30 days</td>
<td>91</td>
<td>387</td>
<td>90</td>
<td>89</td>
<td>109</td>
<td>82</td>
<td>34</td>
<td>78</td>
<td>78</td>
</tr>
<tr>
<td>MPI 34 Video</td>
<td>Rented 10-14 pre-recorded video tapes last 30 days</td>
<td>112</td>
<td>1866</td>
<td>114</td>
<td>94</td>
<td>120</td>
<td>81</td>
<td>68</td>
<td>53</td>
<td>53</td>
</tr>
<tr>
<td>MPI 34 Video</td>
<td>Rented 15-19 pre-recorded video tapes last 30 days</td>
<td>89</td>
<td>178</td>
<td>89</td>
<td>87</td>
<td>85</td>
<td>75</td>
<td>94</td>
<td>119</td>
<td>119</td>
</tr>
<tr>
<td>MPI 34 Video</td>
<td>Rented 20+ pre-recorded video tapes last 30 days</td>
<td>140</td>
<td>149</td>
<td>108</td>
<td>143</td>
<td>102</td>
<td>138</td>
<td>112</td>
<td>156</td>
<td>203</td>
</tr>
<tr>
<td>MPI 34 Video</td>
<td>Bought blank video tape in last 6 months</td>
<td>108</td>
<td>137</td>
<td>107</td>
<td>108</td>
<td>111</td>
<td>93</td>
<td>89</td>
<td>82</td>
<td>82</td>
</tr>
<tr>
<td>MPI 34 Video</td>
<td>Bought 7+ blank video tapes in last 6 months</td>
<td>94</td>
<td>44</td>
<td>93</td>
<td>97</td>
<td>113</td>
<td>87</td>
<td>93</td>
<td>102</td>
<td>102</td>
</tr>
<tr>
<td>MPI 34 Video</td>
<td>Purchased any video game system in last 12 months</td>
<td>78</td>
<td>89</td>
<td>76</td>
<td>101</td>
<td>78</td>
<td>93</td>
<td>52</td>
<td>110</td>
<td>110</td>
</tr>
<tr>
<td>MPI 34 Video</td>
<td>Purchased 6+ video game systems in last 12 months</td>
<td>137</td>
<td>109</td>
<td>148</td>
<td>92</td>
<td>53</td>
<td>118</td>
<td>137</td>
<td>144</td>
<td>144</td>
</tr>
</tbody>
</table>

*Source: Strategic Planning Group, Inc. 2002; ESRI, 2000*
### Table 39: Purchase Potential Index of Leisure Activities Among Top Lifestyle Groups

<table>
<thead>
<tr>
<th>CATEGORY</th>
<th>NAME</th>
<th>Liberty County</th>
<th>Baby Boomers With Children</th>
<th>Military Proximity</th>
<th>Middle America</th>
<th>Young, Frequent Movers</th>
<th>Rural Industrial Workers</th>
<th>Hard Times</th>
</tr>
</thead>
<tbody>
<tr>
<td>MPI 21 Leisure Activities</td>
<td>Went to bar/night club in last 12 months</td>
<td>111</td>
<td>105</td>
<td>117</td>
<td>96</td>
<td>107</td>
<td>53</td>
<td>57</td>
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<tr>
<td>MPI 21 Leisure Activities</td>
<td>Dined out in last 12 months</td>
<td>86</td>
<td>114</td>
<td>85</td>
<td>110</td>
<td>94</td>
<td>75</td>
<td>46</td>
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<tr>
<td>MPI 21 Leisure Activities</td>
<td>Read book in last 12 months</td>
<td>91</td>
<td>109</td>
<td>93</td>
<td>102</td>
<td>85</td>
<td>72</td>
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<tr>
<td>MPI 21 Leisure Activities</td>
<td>Attended movies in last 6 months</td>
<td>102</td>
<td>110</td>
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<tr>
<td>MPI 21 Leisure Activities</td>
<td>Attended movies in last 90 days: 2-3 times a month</td>
<td>103</td>
<td>118</td>
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<td>58</td>
<td>92</td>
<td>37</td>
<td>104</td>
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<tr>
<td>MPI 21 Leisure Activities</td>
<td>HH used housekeeping/prof cleaning serv last 12 mo</td>
<td>70</td>
<td>103</td>
<td>67</td>
<td>89</td>
<td>79</td>
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<td>MPI 21 Leisure Activities</td>
<td>HH used professional exterminator last 12 months</td>
<td>75</td>
<td>121</td>
<td>68</td>
<td>88</td>
<td>93</td>
<td>114</td>
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*Source: Strategic Planning Group, Inc. 2002; ESRI, 2000*
Liberty County and the City of Hinesville appear to be atypical with respect to its large K-5 demographic cohort. In most communities, this cohort would age over time, meaning that in ten years (next census) that group would have aged into 9-12+ grades, however, in the case of Liberty County/Hinesville most of the K-5 grade cohort will remain as the E1-4 employment base at Fort Stewart will continually replace itself at the same age cohort. Given this permanent younger family market and based on field investigation and secondary data sources, the local market appears to missing or is under represented in several retail categories.

HINESVILLE CONSUMER SHOPPING PREFERENCES

The University of Georgia Outreach Services/Small Business Development Center (BOS/SBDC) conducted a survey (2001) of area residents in order to identify any unique market sectors or other businesses that would be desirable in the old Hinesville downtown. Downtown was defined as one half mile radius of the Courthouse.

The report listed the following factors that “may attract shoppers” to downtown Hinesville:

- Name Brand Discount Store (67.7%)
- Improved Variety of Stores (66.6%)
- Lower prices (66.4%)
- Improved selection of Merchandise (64.4%)
- Stores Open on Weekends (62.4%)
- More Restaurants (60.2%)
- Better Parking (59.2%)
- More Cultural or Social Attractions (57.7%)
- More Advertisement of Shops (54.2%)
- Sidewalk Cafes (51.2%)
- Longer Store Hours (53%)
- More Attractive Store Fronts (49.5%)

Specifically, participants stated the desire to see the following stores or services located downtown:

- Women’s Name Brand Discount Apparel Outlets
- Children’s Name Brand Discount Apparel Outlets
- Men’s Name Brand Discount Apparel Outlets
- Restaurants, Sidewalk Cafes, Bakeries, and Delis
- Book/Music Stores and Children’s Toy Stores
- Ice Cream Parlors, Coffee Houses, and Tea Rooms
- Gift Shops, Art Galleries, and Antique Stores
- Shoe Stores and Jewelry Accessory Stores
- Local Arts and Crafts Stores and Frame Shops
- Home Accessories/Furniture Stores, Home Electronics Stores, and Camera Equipment Stores
- Sports Equipment Stores, Camping Equipment Stores, Recreational Center/Gym and a Movie Theater

The above referenced survey does provide a glimpse of what most people desire in a downtown, but readers are cautioned that the profile of those responding to the survey does not represent the predominate market of Liberty County. The telephone survey included a 50-mile radius of Hinesville, which included several counties in addition to Liberty County, and included responders that are significantly older than the typical Liberty County/Hinesville resident. The primary demographic profile of Liberty County is 19-25 aged head of household, while the survey only contained approximately 16% of this age group. Overall, the profile of those responding to the survey were middle aged, non military households with a median household income of approximately $50,000.
REDEVELOPMENT OPPORTUNITIES

AREAS OF GREATEST MARKET POTENTIAL

The largest demographic market within Liberty County is the military and military household (or singles) associated with Fort Stewart. The area as an above average number of younger children, which should remain fairly stable for the planning period (due to military turnover). The high yearly turnover of military personnel should also result in a higher percentage of home repairs and improvements from landscaping to the purchase of household goods. As defined above the predominate socio-economic groups would be expected to purchase the following:

Military Proximity Profile (78% of the Market)
The expenditures and leisure activities of “Military Proximity” reflect this market’s composition of young families. These households rank high in their purchases for their youngest: children’s clothing, shoes, toys, videos, and vitamins. They enjoy jogging and weight training, going to bars and nightclubs, eating fast food, and visiting theme parks. They watch dramas and situation comedies on TV and listening to jazz and R&B on the radio.

Young Frequent Movers Profile (10% of the Market): Preferences: “Young Frequent Movers” are more likely to have loans than investments or savings. Most of their loans are personal or automobile loans, usually for trucks, vans or sports utility vehicles. They hunt, fish, watch rented videos, listen to country music, and read automobile or hunting/fishing magazines. This is also the top-ranked market for pet ownership such as cats and dogs.

Based on the above, the greatest opportunities for retail and specialty development are:

1. Family Entertainment (Leisure/Entertainment);  
2. Children retail (clothes, toys etc.);  
3. Women’s apparel etc.;  
4. Household goods and housing repair/improvements;  
5. Sporting goods;  

Based on this demographic profile the largest market niche appears to be Family Entertainment.

WHAT EXACTLY IS A FAMILY ENTERTAINMENT CENTER?

What exactly is a family entertainment center (FEC)? The term serves to designate an industry as a whole, as well as to define a specific segment within that industry. The FEC industry consists of for-profit leisure centers that range from 10,000 S.F. indoor children’s play centers to outdoor Fun Centers, large ‘box’ retailers whose mere size and uniqueness tend to eliminate the competition of older, smaller retailers, indoor family entertainment centers to multi-acre outdoor mega-centers, all encompassing centers that target families with children, teenagers and/or adults.

The term “industry” did not really apply to the FEC market until about 1990. Before then most FECs were mainly outdoor miniature golf-anchored family Fun Centers. Today’s rapidly growing FEC industry now includes many new and different categories of centers in both outdoor and indoor configurations, such as children’s entertainment centers (CECs), children’s edutainment centers (CEdCs), FECs, adult entertainment centers (AECs), and urban-based location-based entertainment (LBEs) centers.

Although many pioneering and early generation indoor FECs, such as the Discovery Zone chain (not technically an FEC), experienced difficulty or failed, the industry has matured with successful formulas and with the entry of many corporate players. A number of indoor FECs
have now stood the test of time with long term, successful operation. Examples include Sports & Games in Hanover, NJ; American Adventures in Atlanta, GA and probably the oldest operating indoor FEC, Enchanted Castle in Chicago, IL.

Family entertainment centers are generally defined as having these characteristics:

- Unlike theme and amusement parks, their markets are community-based.
- Locations are in or near residential areas rather than in downtown or tourist locations (urban and tourist equivalents of FECs are often referred to as urban entertainment centers, UECs, or location-based entertainment centers, LBE’s).
- Success depends on repeat visits of six or more times per year.
- Length of stay averages two to two and one-half hours.
- Per-capita expenditure per visit are in the US$8-US$14 range.
- FECs have multiple anchor attractions. This is what differentiates FECs from single anchored leisure attractions such as bowling centers, skating centers, laser tag facilities, miniature golf only facilities and pay-for-play centers using soft contained play equipment such as Discovery Zone. It is the multiple anchors that create an FEC’s image and critical mass and create its appeal and draw.
- Although not considered an anchor draw to FECs, a significant percentage of income (25± percent) comes from token-operated games.
- A significant percentage of income also comes from food and beverages, birthday parties and other celebrations. FECs range in size from 15,000 to 200,000 square feet for indoor facilities and up to 15 acres for outdoor facilities.

Types of anchor attractions often found in FECs include:

**For indoors**
- ¾ rides,
- soft-contained play,
- laser tag,
- children’s edutainment events and skating;

**And for the outdoors:**
- miniature golf,
- go-karts,
- bumper boats,
- children’s adventure play gardens and
- batting cages

The following discusses in greater detail different types of FECs.

**CHILDREN’S ENTERTAINMENT CENTERS**

In a CEC, every attraction is targeted to children. Parents may be encouraged to join the fun, but they are secondary. They are not, however, an afterthought, because if parents don’t enjoy the experience, they will be unwilling to return with their children.

The expanding number of CEC variations tends to reflect different approaches to play-pure entertainment, children’s fitness, parent-child interaction or education-and to target specific age groups.

The roots of CECs reach back to the seaside boardwalk amusement centers and indoor arcades that proliferated in the U.S. during the first half of this century. While not exactly designed with children in mind, a few entrepreneurs did add elements for kids in order to increase their market base by projecting a more wholesome, family atmosphere.
That formula remained, except for the introduction of video games, until 1977 when Nolan Bushnell created the first Chuck E. Cheese's Pizza Time Theatre in San Jose, California which combined single-user, token-operated rides designed for small children, redemption games, a robotic animatronic show, and that staple of every Stateside kid’s diet, pizza. Then, in 1979, Bob Brock, an entrepreneur who owned several Holiday Inn hotel chains, started his own chain of similar restaurants called Showbiz Pizza Place. In 1984, Bob Brock purchased the Chuck E. Cheese’s Pizza Time Theatre chain after they filed for Chapter IX Bankruptcy reorganization and merged it into Showbiz Pizza Time, Inc. The two concepts were operated under their separate brand identities until 1992 when all the stores were remodeled as Showbiz Pizza and the existing Rock-afire Explosion shows in the old Showbiz Pizza Place stores were replaced with new Chuck E Cheese character shows. Finally in 1993, Showbiz Pizza Time changed the name of all their restaurants to Chuck E Cheese’s Pizza and in 1998, changed their corporate name to CEC Entertainment, Inc.

The growth of what are called children’s entertainment centers was spurred by the invention of “soft contained play” equipment by Jack Pentes in 1982. Children’s entertainment centers differ from the entertainment concepts like Chuck E Cheese’s, as the food component is less emphasized and makes up a much smaller percentage of sales-usually about 20% of revenues versus around 50% in Chuck E. Cheese’s.

Soft contained play equipment was designed to overcome the safety hazards of most outdoor playground equipment of the time. Soft contained play equipment (SCP) was designed to encapsulate the child so they could not fall or hurt themselves. Since SCP is very compact and can have multiple levels, it is ideally suited for indoor environments. This equipment opened the door for entrepreneurs to design indoor children’s play facilities that could offer children and their families play in inclement weather. The first indoor SCP systems were installed in Showbiz Pizza restaurants and quickly became standard components. Shortly thereafter, Burger King, a fast food restaurant chain, discovered that SCP play systems located in front of their restaurants dramatically increased sales. SCP play systems quickly spread to other fast food chains including McDonald’s.

The first documented indoor children’s entertainment center was Physical Whimsical, which was developed and opened by Nathan Elinoff in Englewood, Colorado in 1983. It was a 50,000 S.F. indoor center on three levels in what used to be a department store. The center had a dozen play elements including a ball crawl, pillow bounces, self powered cart tracks, a punch bag forest, puppet theatre, carousel, playhouses and traditional playground equipment. Nathan then opened two more Physical Whimsical’s in Houston, Texas in 1984 and 1985. He then moved back to Denver in 1986 and opened a 33,000 S.F. center named Funtastic Nathan’s, which included a carousel and roller coaster. Then in 1988, the first all ride-based indoor children’s entertainment center, Jungle Jim’s Playland, opened in San Antonio, Texas. It contained about 25,000 S.F. of indoor space with approximately seven indoor children’s amusement ‘iron rides’ including a roller coaster, carousel, jeep ride, bumper cars and red baron airplane ride. Jungle Jim’s Playland billed itself as an ‘indoor children’s amusement park. The first Jungle Jim’s did not include SCP. Now a SCP unit is standard equipment in all 20+ of their centers, which have been upgraded and now named Jeeper’s. In 1989, Ron Matsch and Al Fong, with backgrounds in physical fitness, opened Discovery Zone (DZ) in Kansas City, Missouri, the first children’s entertainment centers anchored by SCP. The first DZs were about 9,000 to 11,000 S.F. in size and later grew to as large as 18,000 S.F. in size. A large SCP unit with capacity for 200+ children was the featured event. McDonald’s soon entered the scene with their own Leaps ‘N’ Bounds SCP pay-for-play centers and legitimized the industry. These were similar to DZs with large SCP units being the draw, but with much better design and management. On the verge of bankruptcy,
DZ was acquired by a group of moneyed investors and soon merged into Blockbuster (now part of Viacom/Paramount). Blockbuster then bought the Leaps ‘N’ Bounds chain from McDonald’s to eliminate their main competitor, converted them to DZs and expanded worldwide to a chain of over 300 centers.

The primary flaw with DZ’s was that the centers were developed based upon the mistaken belief that children only needed to be offered the opportunity for physical play in a static SCP unit rather than a diverse variety of different types of play. DZ’s had other problems, not the least of which were the nicknames they gained with many parents—‘disease zone’ and ‘dirt zone.’

Several years ago, DZ filed for Chapter IX bankruptcy and was purchased by new owners. A number of the stores were closed. The new owners retrofitted the remaining centers with laser tag, an art studio, a toddler play area and made other upgrades, including introducing branded food to the snack stand.

DZ again filed bankruptcy in 1999 for the second time and all their stores have now closed. The basic problem with the remodeled stores was that they still failed to offer children an adequate variety of play and entertainment. The addition of laser tag also resulted in DZ’s losing their age focus. Chuck E. Cheese’s purchased approximately 15 of DZ’s locations for conversion to their concept.

CEC centers attract 2 to 8/9 year-old children accompanied by their parents as their customers. Many centers advertise that they are for children up to 12 year olds, but our company’s studies indicate otherwise. The major brain and developmental changes that occur to children at 8/9 create a change in the type of play they like, which includes more emphasis on competitive games. White Hutchinson Leisure & Learning Group’s focus group research also indicates that when children are about age 9/10, a ‘sissy factor’ sets in and they generally no longer want to be mixed in with younger children.

With the majority of centers being independently owned, entrepreneurial businesses, the children’s entertainment center industry has grown to about 1,000 facilities worldwide. Most CECs charge an admission for the child and require the child to be accompanied by an adult. Some CECs also charge admission for the adults. In addition to SCP and/or rides and games, food and beverage and birthday parties represent a significant portion of CEC business, often as much as 50% of revenue. Many CECs host over 100 parties weekly. Some of the larger ones host over 200 parties a week.

The CEC segment of the FEC industry can be further delineated by size, environment, type of play or age, and focus. Today, there are five basic types of CECs. New forms have expanded beyond soft contained play to include different mixes of attractions such as animatronics, rides, games and discovery learning (edutainment) and play.

The following are the five basic types of children’s entertainment centers:

**Multi-Attraction Indoor CECs**
Typically these combine redemption games, a small- to medium-size soft contained play unit, up to a half dozen children’s rides, possibly an air bounce, birthday party areas and a concession stand. An example of this type is Jeeper’s (formerly Jungle Jim’s Playland,) a chain of 20+ indoor centers averaging 25,000 S.F. in size and Dinotropolis, a 50,000 S.F. CEC in Caracas, Venezuela designed by the White Hutchinson Leisure & Learning Group.

**Indoor-Outdoor Centers**
These centers focus on both indoor facilities and outdoor attractions.
There is usually some combination of miniature golf and children’s rides, along with an indoor play area that includes redemption games, a concession stand, one or more anchor attractions and a soft contained play unit. An example of this type is American Adventures in Atlanta, Georgia, which combines five acres of outdoor attractions with a 35,000 S.F. indoor facility.

**Soft Contained Play Centers**
The SCP centers (also called pay-for-play centers) fueled the early boom in CECs. The basic center has 10,000 to 18,000 S.F. of floor space, 3,000 to 5,500 S.F. of multi-level SCP, four to six birthday party rooms, a small number of redemption games, a concession stand featuring pizza and a toddler area. The emphasis is on a combination of birthday parties and SCP play. A few of these centers also offer drop-off daycare. Although SCPs were one of the earliest types of CECs, they have not been successful in the long term since they don’t have a sufficient variety of play and entertainment to attract children on a repeat basis. Despite the failure of these type centers in the U.S., they continue to be developed in the international market by entrepreneurs.

**Restaurant and Entertainment (Eater-tainment)**
These facilities emphasize pizza and other food, along with animatronics, small soft contained play units, redemption games and kiddie rides, birthday parties and, possibly, beer for the grown-ups. They are sometimes referred to as children’s eater-tainment. The Chuck E. Cheese’s chain with over 350 locations fits this category.

**Edutainment (Leisure & Learning) Centers**
The newest form of children’s leisure center that has evolved has a primary emphasis on hands-on discovery learning through free spontaneous play, but can also incorporate some elements of pure entertainment. Most adults don’t fully understand and appreciate the value of spontaneous play to the social, physical, mental and emotional development of their children, so these new type children’s centers are marketed in the U.S. as children’s discovery or edutainment centers (CEDC’s). This communicates to the parents that their children will learn by visiting them. Therefore, the parents show up with their children because it’s good for the kids, and the kids show up because it’s just plain fun.

Just like children’s entertainment centers, CEDC’s charge an admission price for the child and usually also for the parent. CEDC’s typically have 25,000 S.F. or more indoor space plus outdoor adventure play gardens.

The first incarnations of learning through play children’s edutainment centers were the for-profit PlaySpace that opened in New York City in 1994, and an unrelated not-for-profit Playspace that opened in Raleigh, North Carolina, about the same time. The play events in these centers include social, pretend and creative play with such events as interactive water play, sand play, block play, pretend supermarkets, restaurants, medical offices and houses. These and a number of similar centers that have subsequently opened typically attract children age 8/9 and under.

Simultaneously, many similar learning through play environments appeared in children’s and science museums. Rather than static educational exhibits, these areas had play components such as pretend supermarkets, water tables, dinosaur digs, block play, television studios and arts and craft activities. The museums quickly found that children and parents loved these play components. Perhaps the best example of a children’s museum based almost exclusively on the learning through play philosophy is The Magic House in St. Louis, Missouri, with annual paid attendance of over 500,000 children and parents. The for-profit New Jersey Children’s Museum has also been developed based upon the learning through play philosophy. There are currently over...
Children’s museums in the United States, all of which incorporate some discovery learning through play. CEdCs often include a separate indoor area for token-operated redemption games such as skeeball. These games generate 20-25 percent of the center’s revenue. CEdCs also include birthday party facilities and can incorporate some rides and technology-based attractions philosophy. There are currently over 300 children’s museums in the United States, all of which incorporate some discovery learning through play.

CEdCs often include a separate indoor area for token-operated redemption games such as skeeball. These games generate 20-25 percent of the center’s revenue. CEdCs also include birthday party facilities and can incorporate some rides and technology-based attractions. CEdCs not only include inside play components, but also often have outdoor children’s adventure play gardens. In the early 1990s, interest in children’s gardens developed in the botanical garden and other not-for-profit sectors. In 1994, the American Horticultural Society held a symposium and created demonstration children’s play gardens at their River Farm facility in Alexandria, Virginia. Children’s play gardens have been created in East Lansing, Michigan, by the 4H Program; at the Denver, Colorado, Botanical Garden; the Brooklyn, New York, Botanical Gardens; at the Davis campus of the University of California and are being developed at many other cultural and for profit venues. Children’s play gardens not only create pleasing outdoor natural environments for children’s open-ended and unstructured play, but also use nature as the basis and tool of much of the discovery type play.

Children’s outdoor play is different from time spent indoors. The sensory experiences are different, and different standards of play apply. Activities which may be frowned on indoors can be safely tolerated outdoors. Children have greater freedom not only to run and shout, but also to interact with and manipulate the natural environment. Adventure play gardens use nature as the basis for much of the learning-based play.

These gardens are designed to appeal to children’s preferences for their play and outdoor environments. Plants are vital. In fact, the identity of many of the activity areas is created through ecological theming with vegetation. Plants that replicate a prehistoric setting, for example, would surround a dinosaur dig, or interactive water play would be set in a bog or stream habitat.

PlaySpace which opened in 1994 in New York City and The Clubhouse, that opened in June 1995 in Bedford, Texas are probably two oldest continuously operating CEdC in the US. Two of the most evolved examples of children’s edutainment centers are Bamboola, a 25,000 S.F. indoor and 3,500 S.F. outdoor center that opened in San Jose, California in June 1997 and LouLou Al Dugong’s, a 25,000 S.F. indoor center that opened in Dubai, U.A.E. in May 2000. Davis’ Farmland, a three acre outdoor children’s discovery farm in Sterling, Massachusetts is an example an outdoor-oriented children’s edutainment center. Since it is farm-based, it is also sometimes referred to as an agritainment project. All three of these CEdC’s were designed and produced by the White Hutchinson Leisure & Learning Group.

Adult Entertainment Centers
When young adults manage to find a baby-sitter or want time away from their children, they can head for an adult entertainment center (AEC). AECs don’t include children’s elements like birthday party rooms and soft contained play. They offer elements like video games and pinball, virtual reality, billiards, bowling, golf simulators, a restaurant and bar. The best example of an AEC is Dave & Buster’s, a publicly traded chain of 23 facilities in the US and internationally, averaging about 50,000 S.F. each with annual sales exceeding an average of $12 million per unit. Other examples are Malibu SpeedZone, an indoor-outdoor concept based on motor sports, with three locations in the United States and Jullian’s, an indoor concept similar to Dave & Buster’s, which has 21 locations as large as 70,000 SF.
TRUE FAMILY ENTERTAINMENT CENTERS

Take some of the CEC elements and mix them up with attractions that appeal to adolescents and grown-ups and you have a true family entertainment center. A true FEC has two characteristics that set it apart from AECs or CECs - multiple anchor attractions combined with impulse items that appeal to a broader age range of family members.

Based on those criteria, the following stand-alone attractions do not qualify as family entertainment centers although they are a part of the family entertainment center industry:

- bowling alleys
- skating centers
- golf driving ranges
- arcades/gamerooms
- pizza restaurants
- laser tag centers
- sports facilities

However, when combined with other attractions and elements, they can become the foundation for a true FEC. An example of such a combination is Wol-Ha, a 35,000 S.F. indoor FEC in Cancun, Mexico that combined bowling with a CEdC.

True FECs come in two basic types: multi-attraction indoor facilities and outdoor Fun Centers.

Multi-attraction Indoor Centers

With a few earlier exceptions, such as Enchanted Castle in Chicago, Illinois, indoor FECs began to blossom in the New York-New Jersey region around 1991 and are now found throughout most regions of the United States and other parts of the world.

The indoor FEC blends the traditional arcade with newer developments. This type of center typically contains a SCP unit, redemption games, a few small rides and birthday party facilities for youngsters, and activities such as bumper cars, simulator rides, indoor batting cages, token-operated sports games and laser tag for older kids and adults.

Examples include Enchanted Castle and Sports & Games in East Hanover, New Jersey. These FECs usually occupy between 35,000 S.F. and 65,000 S.F., although at least one successful operation is a 100,000 S.F. FEC that serves as an anchor for a mall. Regal Cinemas has been developing FunScape FECs next to their cinemas. Their FunScape in Wilmington, Delaware has 110,000 S.F. Other cinema chains including Cinemark, Carmike and Cineplex Odeon are also developing FECs.

In many parts of the world, an indoor FEC is considered as an essential component for every indoor mall, often replacing the more tradition cinema anchor found in U.S. malls. Camp Snoopy, although not technically an FEC, but more so an indoor amusement park, serves as an anchor entertainment attraction at the Mall of America.

Even larger mega-FECs are appearing. Sports Plus, a very successful freestanding FEC with 170,000 S.F. of indoor space, opened in Long Island, New York in 1996. Sports Plus is now owned by Family Golf Centers, a publicly traded company. The company is now developing smaller versions of Sports Plus through the US as well as a recently opened mega Sports Plus in the new mall in New Rochelle, New York.

Outdoor Fun Centers

The earliest form of FEC, has its roots in California. The typical outdoor Fun Center includes go-karts, miniature golf, batting cages and often bumper boats. Typically, there is also a small clubhouse building of 6,000 to 10,000 S.F. that includes a snack stand, games and birthday party areas.
Since the earliest days of Fun Centers, many variations have developed, including larger centers with outdoor children’s rides and larger buildings with soft contained play and sometimes restaurant areas with animatronic shows. The Celebration Station chain operates Fun Centers like this throughout the southeast U.S. Huish Fun Centers in the western part of the US has similar compositions.

Pizza and Games
Although these facilities generally are associated with the restaurant industry, they are really a hybrid of restaurant and FEC concepts. All feature a destination pizza restaurant and a large game room. Sometimes the game area is expanded to include rides, more like a traditional indoor FEC. Examples include Peter Piper Pizza and Mr. Gatti’s.

Location-Based Entertainment (LBE), Urban Entertainment Centers (UEC) & Retail Entertainment Centers (REC)
These are actually a variation of indoor family entertainment centers, the main difference being that they are located in urban retail/entertainment districts, large malls (RECs) or tourist destinations. This category also covers a wide variety of centers that could not be classified as family entertainment centers since they draw from a regional and/or tourist market. LBE’s, UEC’s or RECs are typically 40,000 S.F. or larger and target a broad age range. Examples include GameWorks, Disney Quest, Wonder Works and ESPN Zone, which is a hybrid of an FEC and a theme restaurant.

The family entertainment center industry continues to evolve and grow on a monthly basis with existing concepts continuing to be perfected and new concepts emerging and being tested. With over a decade of experience and thousands of centers now located worldwide, the industry is well established and legitimatized. With consumers’ growing appetite for out-of-home leisure options in their local communities, the industry should continue to be a long-term, successful player in the location-based leisure industry.

Largest Markets based on reoccurring cohort
As mentioned earlier, Liberty County (Hinesville) is unique (e.g. certain age cohorts), and family types are replaced every 2-3 years by the same cohort. This type of household tends to be young (single or family) with young children. Therefore the largest markets (as shown above) are heavily oriented to house improvements/accessories, children’s clothes (including athletic), electronics and family wear.

One of the largest markets will be family and single entertainment/leisure activities.
The Hinesville Family Entertainment Center

As the market evaluation indicates, Hinesville/Liberty County has a rotating population of young families generated by Fort Stewart. A continuous and stable population of youth is a constant statistic in the community. As a result, commercial development targeting populations young families with small children (population under age 5 to age 34).

Findings support the need for leisure activities that include adult clubs, movies, a family entertainment center, Youth Center and Cultural Arts Center. Vacated and renovated facilities offer space for these and for a tourism/information site.

A Family Entertainment Center, by industry standards consists of for-profit leisure centers that range from 10,000 square feet of indoor children’s play centers to outdoor Fun Center targeting families with children, teenagers and adults.

It is recommended that the City of Hinesville locate its Family Entertainment Center (FEC) in or near the new Health Department Center (old hospital site) at Oglethorpe Highway and General Stewart Way, and carefully develop the surrounding area as a family oriented entertainment district. It is also recommended that the FEC combine services that would be attractive to populations with children in order to multi-task a trip. Combining vicinity with county and state health services, employment services, counseling services with children’s clothing stores, skating rinks, bowling, putt-putt golf, tutoring centers, and the like, surrounded by food service emporiums that cater to families will create a synergy for the businesses. In the past, stand alone facilities with no other retail entities to attract business have failed in Hinesville. This can be alleviated by the creation of a family

Big Lots Shopping Center

Family Entertainment Center -Kid’s Planet – ages: walkers to 11
Retail and Program Suggestions:

- Private Developer (ChuckE Cheese type)
- City/County/Private maintained
- Classroom space for Adult Quick Start Programs*
- Satellite Employment Office*
- Satellite County Health Service*
- Bowling
- Roller Skating
- Youth assisted child care facility*
- Consignment kids clothes
- Library annex (story tellers) / family conversation space
- Snack vending / consumption
- Video Room
- Reading Room
- Rooms/spaces for specific age groups
- Outdoor space – playgrounds – age appropriate
- Picnic Tables, green space for romping toddlers
- Video games
- Space for party rental
- Parking on premises

*State monies and assistance available through Family Connections and Family and Children’s service, State Employment, also through special projects at the state level (contact state representative)
CITY TOURISM

Historic Tourism is the number one attraction for families on vacation and taking daytrips in the United States, which is closely followed by shopping. Hinesville has historic value in its architecture and military history. The city also has many upcoming activities that will warrant acknowledgement as the entertainment industry and non-profit arts organizations grow and prosper. Multiple dispersal points are always a good idea. Hinesville will have two - at the Welcome Center located in the renovated State Patrol Office on Oglethorpe, and another at the Historic Jail that includes a Hinesville museum and computers holding data for inviting city guests on walking tours through its historic district. This facility will be valuable for many non-profit and for profit organizations as listed, and can be staffed by volunteers from the organizations utilizing the facility.

**Historic Jail**

On Main Street, bordered by Commerce Street, with a city park across Main, trails to connect.

- Local Festivals
- Fort Stewart programs open to public
- Parks and Recreation
- Arts Programs
- Employment / Employers
- Chamber of Commerce
- Service Non-Profits
- Churches
- Other Coastal Georgia Destinations
- Tour Arrangement
- Seniors
- Youth Groups

CULTURAL ARTS CENTER

As previously stated, the impact of the arts on a city are staggering. There are intangible values that the arts bring to a community that cannot be measured but present quantifiable results. A study done in Pittsburgh found that 70 percent of the arts audiences come from outside the city, and that out-of-towners spend more money than city residents on food and lodging. Arts programs aid in intervention through after school programs, in-school projects, summer arts programs and employment training. Funding of the arts suggests that through the same study that a 414 percent return on city and county investment through taxes, and arts related spending, is made when monies are put toward the arts.

With this information it is reasonable to see that development of arts facilities in the City of Hinesville will contribute to the economy as well as the workforce and the quality of life issues that attract and retain families. An arts complex is a compact and practical way to begin the arts in Hinesville with intention to expand and develop the arts through an active Arts Council or Cultural Affairs and Tourism agency with programming staff.

In the October 7, 2002 workshop, the following ranking of facilities was agreed upon with reference to the Arts Center:

- Cultural Arts Renovation Area;
- New Theater/Auditorium;
- Amphitheater.

The following information will explain use of proposed existing buildings and basic amenities and programming.
CULTURAL ARTS RENOVATION AREA

This complex of three buildings consist of the soon to be vacated Hinesville Public Library building, NAPA Auto Parts store and a locally owned and operated gun shop. These three facilities together, with the property behind the library that is presently owned by the City, and with possible future acquisition of adjoining properties lend itself well to the idea of creating a Cultural Arts Center. This area will be easily accessible, particularly should the realignment of Memorial to Washington be implemented along with the residential and mixed-use development in the northwest quadrant of the Urban Redevelopment Area.

Library Facility, Guns R Us & NAPA Auto Parts Store
West/Gause, South/Memorial Drive, East/Rebecca

Arts Center (Library Building)
- Office Space/with box office
- Administrative work space
- Central Storage space for art materials/inventory
- Public Rest Rooms
- Vending machines
- Gallery space / Lobby

Classroom Space
- Pottery
- Pottery wheels
- Throwing tables
- Clay Press/rollers
- Kiln/firing space indoor and out
- Storage with shelving for project storage
- Sculpture/clay
- Sinks/eye wash
- Easy outside access

Visual Art – oil, watercolor, acrylic, pencil, pastels, etc.
- Easels
- Paper/canvas storage
- Multiple wash sinks/tubs
- Storage

Photography Studio
- Dark Room with supplies, running water
- Instructional space

Multi-purpose art spaces
- Paper making
- Sketching
- Scrapbooking
- Weaving / Arts and crafts instruction
- Storage
- Running Water

Dance class space
- Barre
- Mirrored walls
- Hardwood flex floor
- Music equipment
- Storage

Additional Space
- Meeting Room/Conference room
- Warming Kitchen

Volunteer Activities and Programming:
Think simple pleasures and family
- City Orchestra
- Chorus
- Master Gardeners
Set Workshop
A workshop area and storage for set pieces and costumes is an ideal use for a smaller outbuilding.

**Guns R Us**
- Workshop/Storage for Theater

Theater space lends itself to many types of uses and interpretations including dinner theater, craft shows, indoor camps, etc.

**Black Box Theater**

**NAPA**
Divide Space

**Theater Space**
- Black Box Theater
- Moveable seating for 150-250 with risers
- Sound System – amplification and music
- Grid for lighting
- Control Booth (sound proof and secure)

**Lobby Space**
- Accommodate advertising of season and cast / refreshments
- Fixed office/box office
- Gathering space

Other Space
- Rehearsal/dressing rooms male/female
- Staff/Cast Bathroom facility
- Public bathrooms

**Future Building and Expansion**

**Theater**
An interest in a true full stage proscenium with bump out theater, with fixed seating for 250 to 500 was shown at the October 7, 2002 Workshop. This theater can be used for theatrical productions, dance productions, musical productions, meetings, conventions, and others as the need is identified. Prior to embarking upon the funding for this type of project, as many organizations as possible should be identified as having interest in and pledge use of the facility, and prevailed upon to assist in the creating programming. When it becomes time to file for grant funds to build it, these organizations become integral to the success of the project from start to finish.

Recommendation is for a 250 seat theater, full stage proscenium with bump out, orchestra pit, concession area/lobby, 2 large dressing rooms with showers, box office, costume room, 2 administrative offices, tiered chorus and orchestra rehearsal room. Cost Estimate without purchase of property: about $230 per square foot to build, 10% of projected cost for design and add 6% contingency, (13,000 sq. ft.), $3 million.

**Community Center**
Graduation exercises and the needs of the Liberty County School system can be met by collaboration between City of Hinesville and the school system, toward a Community Center placed on the newly renovated Hinesville Board of Education and Pre-K development. This facility ideally would be designed to hold 1,500 moveable seats with a stage area, dressing rooms and warming kitchen, bathroom facilities and 2 office spaces, dividers, conference room. Cost Estimate: $97 per square foot, 22,500 square feet, $2.2 million.
Amphitheater

An outdoor facility that holds 1,000 people is relatively inexpensive to create. However, the cost increases as amenities and security are added. Design costs would be approximately 10% of construction cost.

**Amphitheater**
- Gated entry
- Box Office
- Tiered / grassy
- Dressing rooms
- Green Room
- Adequate lighting storage and electrical
- Accessible electrical box
- Rest Rooms and concession (accessible from outside gate as well)
- Serving/warming kitchen for catering
- Pouring license
- Paved area for tables in front of stage/orchestra pit

Creating a passive park and commons for public usage increases the value and usability of an amphitheater creating a family entertainment unit.

**Grounds:**
- Picnic tables
- Cultural Garden / Themed Garden / Fairy Tale Park (enlist volunteer and art organizations)
- Combine with walking track
- Specialty lighting (bollard, standard)
- Speakers and electrical access for Holiday embellishment
  - Halloween Fun
  - Christmas Lights
  - Easter Egg Hunts
  - Pioneer Days
  - Hinesville History
  - July 4 celebration (coordinate with Ft. Stewart)
  - Memorial Day
  - School picnics
- Pedestrian amenities
- Public Art
- Small Gazebo
- Pond for floating model boats and wild life maintenance,
- Simple fountain or water spout included.
- Fairground
- Lighting
- Restrooms
Leisure can be considered a major contributor to adolescent development. A major study shows that the use of free time in adolescence has an effect on adjustment to adulthood. It appears that leisure provides the opportunity for young people to socialize and be exposed to those challenges that they will face as adults. (Fine, Mortimer, Roberts, 1990). The trick is to find positive leisure activities that appears to be unstructured and non-goal oriented yet, are supervised and prepare a young person’s transition to adulthood. Examples of this would be sports, learning to use a musical instrument, volunteer activities, theater. Negative leisure involves little demand, concentration and challenge as in watching television, or listening to music. When these are the primary activities of adolescents, it can lead to boredom and to risky behaviors.

It is important to note that supervision is necessary in this environment as these activities will most likely occur without a parent present. A need for teen facilities was expressed in the Quality Growth Resource Team Report and further supported during the workshop series. The Youth Center would focus on sports, education and counseling services. Sports activities could include basketball, boxing, skateboarding and roller hockey and include a general purpose arcade-type game room. Education programs could include drug prevention, enhancement of basic learning skills, art, music, language, parenting, law and government, and computer classes. A holistic approach is recommended for these types of facilities to serve all the needs of individual youth in attaining life skills necessary for maturity.

Big Lots Shopping Center
Ogletorpe nearest intersection is Screven
Youth Center – ages 12-18

- Private developer anchor
  (race track, roller hockey, skateboard arena, video arcade)
  There exists a discount department store and shoe store, at this location, both good retail for teen spending.
- Computers and homework / tutoring center
- Basketball court – indoor or outdoor
- Snack vending and consumption
- Jam area for “garage bands”
- High Tech “toys” and items
- Rental space for music instructors to teach
- Auditorium space for party / youth group rental
- Quiet furnished open space for conversation or study
- Youth News Show Production/Video Production
- Boutique Shop / Vintage Clothes / Consignment
- Pizza and sit down food service
- Jaycees for Youth
- Office space for Boys’ and Girls’ Clubs,
- Satellite counseling center
- Evening activities planned
- Walkable location - accessible by non-motorized modes of transportation
Mixed-Use Development

Mixed-Use developments or “nodal development” is a pedestrian-friendly land use pattern that seeks to increase concentrations of residential and commercial uses in the same geographic area. Contrary to traditional zoning laws that segregate land uses, mixed-use developments encourage residential and commercial/office uses to exist side-by-side, often in the same building. It supports pedestrian environments, promotes transit use, walking and bicycling. To further support mixed-use development, a mix of housing types is recommended in Downtown Hinesville. This will achieve an overall net density that reaches the critical mass necessary for retail uses to be economically feasible. For Hinesville, two or three story structures are envisioned that match existing vernacular architectural styles with residential use located above office or commercial use.

Neighborhood Commercial Development

Neighborhood Commercial Development is a crucial element of a walkable neighborhood. Years ago, the neighborhood grocery store was the norm. It has been replaced by strip shopping and mega-shopping centers that are only accessible by automobile due to their remote locations. Neighborhood commercial allows each resident an alternative to driving two or three miles to purchase everyday items.

Hospital / Medical Node

On of the fastest growing economic sectors in Georgia is medical services and products. Liberty County should experience significant growth in this sector as more retirees are drawn into the area as well as through normal population growth. It is strongly recommended that the City of Hinesville begin to develop a hospital/medical node to direct these uses into one or two specific areas in order to capitalize on the both synergy and “critical mass” of this sector.

Memorial Drive

On of the most underused areas of the City is the Memorial Drive corridor. As discussed earlier in this report, Memorial Drive has been impacted by changes to the area’s transportation infrastructure and resulting re-location of retail and residential land uses.

As shown below in Tables 40 and 41, Liberty County is projected to add an additional 27,400 new homes during the next twenty years (using CGRDC population projections) while the City of Hinesville is projected to add an additional 11,730 houses during the next twenty years.

Table 40: Liberty County Housing Projections (2000-2020)

<table>
<thead>
<tr>
<th>Year</th>
<th>Liberty County</th>
<th>Ave Hlds Size</th>
<th>Total Households</th>
<th>New Households</th>
<th>Total New Housing</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000</td>
<td>61,610</td>
<td>3.18</td>
<td>19,380</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2010</td>
<td>91,806</td>
<td>2.75</td>
<td>33,384</td>
<td>14,004</td>
<td>15,404</td>
</tr>
<tr>
<td>2015</td>
<td>101,267</td>
<td>2.5</td>
<td>40,507</td>
<td>21,126</td>
<td>23,239</td>
</tr>
<tr>
<td>2020</td>
<td>110,729</td>
<td>2.5</td>
<td>44,292</td>
<td>24,911</td>
<td>27,402</td>
</tr>
</tbody>
</table>

Source: Strategic Planning Group, Inc. 2002; CGRDC, 1999
Affordable housing need not have inferior aesthetics or cheap construction materials. Studies performed by HUD have proven that affordable housing when done properly, will enhance property values. The proper methodology is to provide a wide variety of housing types and construct buildings that blend in with neighboring properties.

Several programs are available including HOPE VI Revitalization, Community Development Block Grants (CDBG), Economic Development Loan Fund, Economic Initiative Grants, Empowerment Zones/Enterprise Communities, and Housing for Elderly and Disabled Persons. Continuing partnership with Fort Stewart will be necessary to take advantage of programs provided by the military to share housing costs with the local community. The most likely locations for this type of project is on the Memorial Drive corridor where commercial properties are replaced by residential use.

The scope of this redevelopment plan does not allow further description, however, they should be explored further through a comprehensive affordable housing program that encourages redevelopment on the Memorial Drive corridor, fosters infill housing in the residential urban core area west of Main Street and provides incentives for higher density residential development near the government center.

### Affordable Housing

The City of Hinesville has an excessive foreclosure rate. Housing for military personnel is by definition, transient. In addition, income levels in Hinesville are lower due to the presence of the military base and a largely underpaid military “underclass.” Quality affordable housing is a priority for the Redevelopment Master Plan. The City has already embarked upon an affordable housing program in the Azalea neighborhood west of General Screven Way. The need for affordable housing is clearly evident and is recognized by the City. Large numbers of communities have called on HUD, as well as other public and private resources. Two types of affordable housing types are recommended for Hinesville, new construction through infill and demolition of existing structures and rehabilitation of existing housing stocks.

#### Table 41: City of Hinesville Housing Projections (2000-2020)

<table>
<thead>
<tr>
<th>Year</th>
<th>Hinesville</th>
<th>Ave Hlds Size</th>
<th>Total Households</th>
<th>New Households</th>
<th>Total New Housing</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000</td>
<td>30,392</td>
<td>2.69</td>
<td>10,516</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2010</td>
<td>47,479</td>
<td>2.75</td>
<td>17,265</td>
<td>6,749</td>
<td>7,424</td>
</tr>
<tr>
<td>2015</td>
<td>52,864</td>
<td>2.75</td>
<td>19,223</td>
<td>8,707</td>
<td>9,578</td>
</tr>
<tr>
<td>2020</td>
<td>58,250</td>
<td>2.75</td>
<td>21,182</td>
<td>10,666</td>
<td>11,732</td>
</tr>
</tbody>
</table>

Due to Memorial Drive’s proximity to Fort Stewart and Downtown Hinesville, with proper planning, this area should be a prime area for residential redevelopment as well as providing neighborhood and community level retail support. The key to its redevelopment will be...
Azalea Street Redevelopment

Generally speaking, the Azalea Street neighborhood was developed immediately after World War II as a working class black neighborhood. Through the years, the character and style of the neighborhood has remained stable with little new construction or attrition.

In the late 1940’s the population of Hinesville had not yet exceeded 1,000. The target neighborhood, the Azalea Street area, was characterized by modest wooden frame homes with large lots. The large lots were eventually broken and numerous homes were built. The older residents permitted the newer residential access to their property. Some of these small travel-ways, designed only by necessity, eventually became city roads. However, because of their design, they did not drain surface water during or after precipitation, creating serious health and flooding hazards, as well as diminishing morale.

In the mid 1950’s, subdivisions were developed in adjacent areas that would tax the capacity of the small water lines. However, the 1970's would see a substantial increase in housing development that would render the water and sewer lines totally inadequate to meet the needs of the residents. In the early 1980’s, the City installed new water and sewer lines in the neighborhood, as well as addressed the poor design of the roads and paved most of the streets in the neighborhood. Curbs and gutters were installed only on the south side of Azalea Street, however, as a result, the residents on the north side experienced flooding problems. The south side of the street has some of the worst housing conditions and residential environments in all of Hinesville because there has been little or no improvements to the area since it has been built. The north side of Azalea Street has lots that front only on Azalea Street and are all approximately 1/3 acre in size. This part of the target area was not included in the previous Community Development Block Grant (CDBG) project and has no curb and gutters, nor underground drainage system. Pedestrian and automobile access to the site is accomplished along the narrow roads, which results in an unsafe mix of pedestrian and vehicular traffic. The seventy-four (74) persons in the target area are exposed to this risk daily.

The Hinesville Resource Team working on the Azalea Street project made the following observations:

“The north side of Azalea Street has predominately nice homes on adequate lots. The south side is faced with sidewalk and curb. Unfortunately, this side of the street has perhaps the poorest housing conditions and poorest residential environment in Hinesville. Beyond the sidewalk, the south side of the street consists of vacant dilapidated housing units, housing units with major code violations, leaking roofs, rotten interior ceilings, rotten foundations and faulty wiring. In addition, the south side of the street consists of poor platting, with long skinny lots that have been built on poorly constructed residential uses scattered on the deep lots without access to a right-of-way.”

There are sixty-six (66) single family dwellings located in the proposed target area. The classification and occupancy status of the units are as follows:

16 are standard 14 are owner occupied, one is vacant and one is renter occupied.
31 are substandard 21 are owner occupied, nine are renter occupied and one is vacant.
19 are dilapidated All are vacant, 12 are mobile homes and seven are stick built houses.

All 31 families living in substandard housing within the target area are...
of low and moderate incomes. These families simply do not have the financial means of performing the needed repairs to their homes to enable them to live in standard housing.

All of the above mentioned deficiencies were determined through a myriad of surveys, the findings and observations of the Resource Team, and an assessment of the existing infrastructure that was performed by the City’s engineer. The City has analyzed the problems within the target area and is prepared to address all deficiencies by obtaining funds through a Community Development Block Grant (CDBG) and Community Home Investment Program (CHIP) in conjunction with the City’s cash and in-kind services. However, after full review of the target area, it was determined that all the needs cannot be addressed through one application process. This being the case, the only way the City feels that it can address all identified needs within the target area is through phasing.

The Azalea Street neighborhood will be redeveloped in three phases to a 26 lot subdivision of single family, detached dwellings with water, sewer, curb, gutter, sidewalks, and green space all meeting the requirements of the revised subdivision ordinance of the City.

Phase I
Phase I will consist of the acquisition of 8 acres more or less, and develop the same into 7 lots. The newly constructed houses will be exchanged with owners of property in Phase II.

Phase II
This will be a repeat of Phase I focused on relocating those persons living in Phase III to new homes in Phase II (10 new units).

Phase III
This will be a repeat of the previous two phases, in addition, will result in the sale of 5 homes to low to moderate-income families, perhaps outside the Azalea Street area. Included on the following pages are proposed designs of houses that will be constructed on Azalea Street.

Identified Needs to Be Addressed (Phase I)

Need #1
Eliminate Blighting Conditions/Potential Threats to Health and Safety
There are ten (10) vacant, dilapidated housing units located within the Phase I target area. These units are a major cause of concern to residents of this community in that these type units are always infested with rodents and other pests that carry disease. As stated previously, although these units lack water/sewer service and electricity, they also attract vagrants and itinerants who are not only a nuisance to the neighborhood in that they create unsanitary conditions, but also cause potential threats to the neighborhood. These type units are very inviting to persons looking for shelter, especially during winter months which increase the threat of structure fires within the community. In addition to the ten (10) dilapidated units, three (3) substandard units will be acquired and demolished. These three (3) substandard units are occupied by renters who will be relocated to decent, safe, sanitary, and affordable dwellings. Acquisition and removal of all thirteen (13) units will eliminate continued blighted conditions within the Phase I target area. In addition, it would allow for construction of the new development while keeping displacement of residents to a minimum. The City proposes to turn old slums into new housing, not gentrification, but affordable housing for the people who live there now, and places where families can thrive and pursue their own vision of the American Dream.
Need #2
Eliminate Potential Hazards
The two dirt roadways in the target area are often impassable and are very difficult for residents and emergency vehicles to travel.

There is a lack of an underground drainage system on the north side of Azalea Street which causes water to stand in driveways and in some cases flow into the houses. The standing water not only is a breeding ground for mosquitos and other pests, but is a contributing factor in the structural deterioration of housing within the target area. Also because pedestrian and automobile access is accomplished along the narrow roads, it creates an unsafe mixture of pedestrian and vehicular traffic.

Need #3
Provide Financial Housing Assistance to Low and Moderate Income Persons
Through an all-inclusive residential (house to house) survey of the area, it was determined that over 90% of the residents in the entire Azalea Street area are low and moderate-income families. Currently in Phase II, there are ten (10) owner occupied units and three (3) rental units. The City proposes to relocate the ten (10) owner occupied families from Phase II into the newly developed Phase I subdivision. The three (3) renter occupied units will also be relocated into standard housing.

Annual household income levels for the ten (10) owner occupied units in Phase II are:

a. Four or 40% have annual gross household income that is 30% of the median household income established by HUD for 2001, Liberty County.

b. Two or 20% have an annual gross household income that is 50% of the median household income established by HUD for Liberty County;

c. Four of 40% have an annual gross household income that is 80% of the median household income established by HUD for Liberty County.

The identified needs that have been stated above were established through a house-to-house survey of the target area. This survey was conducted on all housing units and data collected was to determine the following:

- If the units were occupied or vacant;
- If the units were owner occupied or renter occupied;
- The number of family members in each occupied household and the gross family income for that household;
- The condition of each unit and estimated cost of rehab;
- Assessment of public facility problems in neighborhood.

NOTE: Economic and Structural feasibility tests were performed on each unit using the Guidelines for Feasibility Test form.

The following photographs and data of cost estimates for housing were collected during the house-to-house survey. The estimated cost for new construction was established by the Director of Building and Inspection using the cost per square foot approach. Rehab cost estimates were established using similar projects in the current CHIP and Hinesville Revolving Loan Programs.

Acquisition prices for vacant, dilapidated housing units were established through the current City’s Revolving Loan Programs and documents on each of these units from the Liberty County Tax Assessors office.
PROPOSED AZALEA STREET IMPROVEMENT PROJECT
City of Hinesville • Mayor Thomas Ratcliffe
Community Development Department • Director Kenneth Howard

Hinesville Design
1,575 Square Feet of Living Area
320 Square Feet of Garage
PROPOSED AZALEA STREET IMPROVEMENT PROJECT
City of Hinesville • Mayor Thomas Ratcliffe’s
Community Development Department • Director Kenneth Howard
PROPOSED AZALEA STREET IMPROVEMENT PROJECT
City of Hinesville • Mayor Thomas Ratcliffe
Community Development Department • Director Kenneth Howard

Hinesville Design #4
1440 Square Feet of Living Area
330 Square Feet of Garage
CONRAINTS TO DEVELOPMENT

EXISTING COMMERCIAL CORRIDORS

The existing land use map illustrates the concentration of commercial development along the arterial roadway system particularly General Screven Way, Oglethorpe, E.G. Miles Parkway and Memorial Drive. This development pattern encourages automobile use through a traditional zoning system that separates land uses. The existing commercial corridors are almost entirely automobile-based with little or no opportunity for pedestrian access and circulation. The existing Super Wal-Mart is the commercial magnet in Hinesville and draws considerable vehicular traffic. These arterials, also pose considerable problems for alternative transit options in that they are distributed in a linear pattern directly along the corridor. They are also aesthetically inferior and provide a confusing array of signage, light and electric poles and unlimited driveway access.

It is a difficult task to change established behavioral patterns with very wide rights-of-way. The Redevelopment Master Plan encourages people to re-think purchasing activities, walk rather than drive, and live directly adjacent to commercial uses. Also, the existing commercial areas are a known entity and tend to be more acceptable to prospective developers who are attempting to reduce risk.

SPENDABLE INCOME LEVELS

Perhaps the most difficult constraint to overcome is the available income of the citizens of Hinesville. The Market Evaluation has identified that a large population lives at or near poverty level. The solution is to modify the demographic strata by introducing a more affluent population through new development and business relocation. It is not encouraging that a large percentage of higher income level people work in Hinesville and choose to live outside the city limits. One constraining factor is the perception of the lack of quality housing. Perceptions are extremely difficult to overturn, even with an effective marketing strategy and continuing development.

EXISTING BUILDING INVENTORY

The existing building inventory in Hinesville does not, by and large, provide a large quantity of quality, aesthetically superior and building types. Several exceptional buildings do exist, including the Liberty County Court House, Historic Jail and several others. However, the City has experienced neglect of existing housing stocks, vacancies in several “big box” commercial buildings and preponderance of commercial strip development. An overall architectural theme for the City would be difficult to develop and a variety of architectural styles already exist in the urban core. Infill development will help solve the problem of inadequate and undersized buildings near downtown. Re-use of the “big box” structures located in the commercial nodes is a more difficult task, but could be solved through proper programming and City incentives for redevelopment.

FUNDING

An effective funding strategy for public projects does not currently exist in Hinesville. Competition for public grant and loan money is intense and requires a dedicated approach. Unfortunately, it is a time consuming endeavor and requires an experienced staff. The CGRDC can provide assistance.
Transportation Plans

A copy of the 1992 Liberty County Transportation Study/Plan was obtained from the City of Hinesville. This document was obtained in order to identify projects within the City of Hinesville Urban Redevelopment Area that would have an impact on any of the project teams potential recommendations. Following are a list of projects that were identified from the 1992 study.

<table>
<thead>
<tr>
<th>Project Name &amp; Boundaries</th>
<th>Type of Project</th>
<th>Proposed Priority</th>
</tr>
</thead>
<tbody>
<tr>
<td>Frank Cochran Drive Ext E.G. Miles Pkwy to SR 38</td>
<td>Short-Range New Construction 4-lane w/turn lanes as needed</td>
<td>1-5 years</td>
</tr>
<tr>
<td>Frank Cochran Dr. E.G. Miles Pkwy to Hero Rd.</td>
<td>Intermediate Widening 2-lanes to 4-lanes</td>
<td>6-10 years</td>
</tr>
<tr>
<td>General Stewart Way Main Street to Memorial Dr.</td>
<td>Long Range Widening 2-lanes to 5-lanes</td>
<td>11-20 years</td>
</tr>
<tr>
<td>Olmstead Avenue Gen. Stewart Way to Fort Stewart</td>
<td>Long-Range Widening and Reconstruct 2-lanes to 4-lanes w/turn lanes as needed</td>
<td>11-20 years</td>
</tr>
</tbody>
</table>

In addition to the 1992 Liberty County Transportation Study/Plan, the Georgia Department of Transportation’s State Transportation Improvement Plan was queried for roadway projects within the City of Hinesville downtown Urban Redevelopment Area. The 1.2-mile Frank Cochran Drive extension project and the 2.7-mile Frank Cochran Drive widening project, both of which are listed above, are shown in the DOT District 5 projects for Liberty County. The pre-engineering and right-of-way acquisition for the Frank Cochran Drive extension are currently underway and construction is scheduled to begin in 2004. The Frank Cochran widening project is currently in the pre-engineering phase.

Additional right-of-way is to be purchased by the City of Hinesville and/or Liberty County and construction will occur after 2004.

Finally, a copy of the Hinesville 1999-2003 Short-term Work Program Update was obtained from the City of Hinesville and searched for relevant transportation projects. One construction project was found within the study area. Additionally, several right-of-way acquisition and transportation planning projects are listed in the Community Facilities section of the document. Projects listed included:

- Participation in the update of the Liberty County Transportation Plan
- Continuation of the development and promotion of the Historic Liberty Trail
- Identify centerline and negotiate right-of-way acquisition for E.G. Miles Parkway between the intersection of Frank Cochran Drive and General Screven Way
- Define centerline and acquire right-of-way for 4-lane roadway to be built from the intersection of SR 119 (Airport Road) and SR 196 (E.G. Miles Parkway) to the Fort Stewart “Third Brigade” area.
- Widen Frank Cochran/Utility Road between E.G. Miles Parkway to Gullick Road located on the Fort Stewart Military Reservation.

Transportation and Land Use Connections

The existing transportation network provides excellent access to most land uses by automobile. In addition, sidewalks along Arlington Drive, E.G. Miles Parkway, General Screven Way, Inwood Drive, Madison Street, Main Street, and Memorial Drive provide access to land uses by both pedestrian and bicycle. Most of the downtown area’s main land uses such as City and County government services and existing retail areas are, therefore, accessible. Nevertheless, the majority of
TRANSPORTATION STRATEGY

ALTERNATIVE TRANSPORTATION MODES

Transit Options

At present, no traditional transit service exists within the City of Hinesville. That is, no fixed route bus or fixed-guideway rail service is currently in place. There is, however, a latent demand for transit services as identified by stakeholders at the Fort Stewart Military Reservation, existing paratransit service, and from the Urban Redevelopment Area’s demographic profile.

Paratransit service is available through the Coastal Georgia Regional Development Center’s Aging Services Advisory Council’s Area Agency on Aging. The paratransit services are demand driven. That is, transportation services are provided for to older adults who are registered with the Area Agency on Aging. Services include transportation of older adults to:

- Senior Centers
- Medical Facilities
- Shopping Centers
- Planned Shopping Trips
- Recreational Activities and
- Emergency Shelters in the case of Disaster

Other clients of the Area Agency on Aging transportation services include:

- The Department of Family and Children Services
- Area Mental Health Agency

Other opportunities for the implementation of transit services emerge in the discussion about funding. Census 2000 indicates that the City of Hinesville was designated as an Urbanized Area (UA). The designation of the Hinesville area as an UA enables the city to seek Federal Transit Administration (FTA) Urbanized Area (Section 5307) formula funds to assist in the purchase and maintenance of transit vehicles. Other uses of the FTA formula funds also include Transportation Enhancements (TE). Projects of this nature are specifically designed to enhance the use of transit services. Examples of such projects include, but are not limited to bikeway projects that link to transit services, signing projects, pedestrian pathways that are serviced by transit services, and transit street furniture.

TDM STRATEGY

A variety of actions are available to ease traffic congestion without committing massive investments in transportation system capacity. Transportation Demand Management (TDM) describes strategies used to decrease the volume of traffic and reduce the total number of vehicle-miles traveled. In doing so, traffic congestion is eased and many of the negative externalities associated with single-occupant vehicle use are minimized.

Many large employers are now operating TDM programs. The federal government is by far the largest employer that actively encourages TDM programs and strategies, and offers several incentives to its employees for participating. Because these programs are funded through Transportation Equity Act for the 21st Century (TEA-21) Congestion Mitigation and Air Quality funds (CMAQ) which are only available to areas that have exceeded federal Clean Air Act standards, the Hinesville area will be left to its own devices for funding such programs. There are, however, a host of federal and state incentives for putting such programs into place. City and County leadership, as well as large employers can reap real benefits from the implementation of such programs. These benefits include everything from improved tax incentives to savings earned from not having to add capacity to roadway and parking facilities. It is not believed that there are any existing TDM programs in the area.
IMPLEMENTATION APPROACH

The implementation of multimodal transportation improvements to help revitalize Hinesville’s downtown area and its environs will require a long-term commitment of financial resources as well as community support. As individual site development opportunities materialize, the City will be able to work cooperatively with private firms, local and state government, and regional entities to create the type of development and circulation systems that will not only serve new residents or businesses within the development well, but will improve the mobility options available to the entire Hinesville community. There will opportunities for the City to use a variety of federal and state funding sources to further the improvement of the transportation system within the Urban Redevelopment Area. Additionally, there will be opportunities for the City of Hinesville and Liberty County to identify locally-funded public investments to improve the area’s circulation and mobility systems.

This multi-party collaborative process can create significant change in the quality of transportation facilities in the Urban Redevelopment Area and can provide a solid foundation for long-range planning and infrastructure development. This collaborative approach to community development guides the overall implementation strategy for the transportation improvements identified in the Urban Redevelopment Plan.

In keeping with the community-based planning for the redevelopment of the Hinesville Urban Redevelopment Area, specific efforts were made to obtain feedback from citizens, community leaders, business and property owners, financial institutions, and other key stakeholders. Stakeholders were asked to review and comment on specific concepts and plans for altering the physical character of the Urban Redevelopment Area, examine changes to the function and location of transportation corridors, and voice their opinions on what redevelopment activities the City should focus on initially.

The community workshop held in October, 2002, helped solidify the priority actions needed to improve the transportation system in the Urban Redevelopment Area. These specific initiatives identified by the community are described below.

Several transportation initiatives (projects) have been identified to help support downtown revitalization which will enhance the roadway, pedestrian, and bicycle linkages within the Urban Redevelopment Area. These linkages are important for improving the circulation system for people living, working, and visiting the Urban Redevelopment Area. The linkages are also significant because they improve the connections between the Downtown Hinesville area and other important locations in the rest of the community. The transportation-related initiatives include:

◆ **Realigning Memorial Drive to provide a direct connection between the main gate area of Fort Stewart with Oglethorpe Highway/U.S. 84 using the Washington Avenue corridor.**

In its current configuration, the Memorial Drive corridor does not have a high level of connectivity to the Oglethorpe Highway corridor, one of the City’s most important interregional transportation corridors and its most significant commercial corridor. Currently, Memorial Drive extends from the main gate of Fort Stewart to Main Street and consists of a four-lane roadway with a continuous center turn lane (total of five lanes) for its entire length. The realignment would connect Memorial Drive to Washington Avenue at Main Street and would extend along Washington Avenue to Oglethorpe Highway/U.S. 84. Washington Avenue from Main Street to U.S. 84. Currently, Washington Avenue is a two-lane roadway which is proposed to be widened to four lanes.
In realigning the roadway to create a direct connection from Fort Stewart to U.S. 84, the corridor would enjoy better vehicular access for business activity, emergency vehicles, and the new residential, cultural, and mixed use areas planned for the Memorial Drive corridor. The realigned roadway would also better serve the movement of military personnel and goods through the community, when the need arises. The proceeding Connectivity Plan illustrates of the location of the roadway realignment.

The right-of-way for the existing Memorial Drive is sufficient to reconstruct the facility into a well-functioning four-lane roadway with a landscaped median and turn lanes, where needed at key intersections. The four-lane divided roadway should have a comparable level of service to the existing five-lane section; however, the four-lane design would better provide for pedestrian safety, by providing safe refuge areas for people desiring to cross Memorial Drive. The landscaped median would also be a better fit aesthetically for a district where residential uses, neighborhood scale commercial, and community facility uses will predominate.

The Washington Avenue corridor is narrower (approximately 50-foot right-of-way). In addition to the new right-of-way which will be needed to make the connection between the two roadways, new right-of-way will also be needed to widen Washington Avenue to four lanes. In the area needed for the connection, part of the land has aged and has deteriorated residential and commercial structures. Some of the land is undeveloped. There appears to be sufficient room to acquire the necessary right-of-way along Washington Avenue without major disruption to buildings or other infrastructure. The precise location of the right-of-way in this corridor will need to be verified by the City.

In addition to the public benefits of greater access to the corridor for residents and to stimulate redevelopment, Fort Stewart will also benefit by obtaining a less circuitous route from the main gate of Fort Stewart to one of Coastal Georgia’s most important inter-regional transportation corridors, U.S. 84. This would benefit the movement of military personnel and materials to U.S. 84 at critical times.

◆ The creation of a traffic circle (or roundabout) at the juncture of Main Street and the realigned Memorial Drive/Washington Avenue.

The creation of a traffic circle (or roundabout) at this location would provide for efficient traffic movement along the realigned Memorial Drive and would provide a very clear gateway and focal point for the northern end of the downtown area. The traffic circle could also serve a functional role in maintaining a better level of service compared to a traditional intersection.

According to the Federal Highway Administration’s Roundabouts Information Guide, traffic circles (or roundabouts) have several advantages over traditional intersections:

Traffic circles reduce the potential for crashes because the number of conflict points is reduced. Additionally, the traffic flow is more efficient because the traffic circle has a greater operational capacity than a traditional intersection. They also have a longer operational life (25 years vs. 10 years for a traditional intersection).

In addition to the aesthetic and transportation function of the traffic circle, it can also help create a more pedestrian-friendly environment. Traffic circles are being used in many communities in the U.S. and in other countries as a means of “calming” vehicular traffic in areas where high levels of pedestrian activity occur. The calming
of traffic is created by the physical design of the roadway, in this case, requiring drivers to travel at a lower speed around the circle.

◆ **Increasing pedestrian opportunities by constructing streetscape treatments in key corridors and locations to connect the downtown core and its nearby neighborhoods and activity centers.**

Based on the community feedback received at the public workshop, a clear priority for the redevelopment area is the creation of new pedestrian opportunities and the improvement of the existing pedestrian network. Linkages from the downtown area to nearby parks and recreational areas, including the new regional park, and to other major activity centers had wide support. It should be noted that improving the quality of pedestrian facilities was seen as very important for young people in the community.

Depending on the surrounding land uses and nature and current function of individual transportation corridors, four streetscape concepts were developed which incorporate pedestrian and bicycle paths and amenities. These four concepts are illustrated in the proceeding Streetscape Prototypes and the Connectivity Plans illustrates the location where each of these concepts can be used.

◆ **Streetscape Concept 1** was developed for Main Street and includes a pedestrian path separated from the travel lanes by street trees and plantings on both sides of the road, space for angled parking for businesses, street furniture, and street lighting.

◆ **Streetscape Concept 2** was developed for typical urban arterial corridors. The concept includes a pedestrian path on both sides of the roadway separated from the travel lanes by green planting strips; a landscaped median, designated bike lanes adjacent to the travel lanes; street trees and lighting.

◆ **Streetscape Concept 3** primarily serves residential neighborhoods. It consists of sidewalks on both sides of the street, street trees, and lighting.

◆ **Streetscape Concept 4** was developed to create pedestrian and bicycle linkage in corridors that do not have general traffic lanes. Examples of this concept would be the Commerce Street pedestrian/service corridor and pathways linking the adjacent neighborhood to the passive park nearby.

New and improved pedestrian and bicycle linkages have been proposed throughout the Urban Redevelopment Area to link important community places and to provide viable travel options to the auto, especially or school-related and recreational types of trips.

◆ **Addressing downtown parking needs through various strategies to support new and/or expanded land uses in the downtown area.**

The redevelopment of the downtown Hinesville area to include more intense residential, commercial, office visitor, and mixed use developments will require new parking strategies. These strategies could include the construction of new public surface parking areas or parking decks, the innovative design of parking areas within private developments, and perhaps pricing strategies to manage the supply and demand for parking.
As the new opportunities for development and redevelopment materialize, providing enough, but not too much parking area will be a challenge for the City. Insufficient parking could hinder the success of a business or firm that depend on vehicular access. Providing too much parking will waste public resources for maintenance and operations and will also serve as a deterrent to the use of public transportation, when it is available.

While outside the scope of this redevelopment plan, the supply and demand for downtown parking is critical to the overall success of the downtown area. These conditions should be monitored by the City over time so future parking enhancements (new lots or decks) and strategies (pricing, activity scheduling, etc.) can be considered and/or implemented to support redevelopment efforts as the need arises.

- **Introducing public transit services, especially in the Memorial Drive corridor linking Fort Stewart and Downtown Hinesville.**

A rubber-tired trolley shuttle service connecting the main gate area of Fort Stewart along Memorial Drive and connecting to Downtown Hinesville, including trolley stop areas, passenger amenities, such as benches, signs, etc. and associated park-and-ride areas. These transportation facilities will be needed as the residential, neighborhood commercial, recreation and cultural activities grow and evolve in the Memorial Drive corridor between Fort Stewart and the downtown area. The proceeding Transit Plan illustrates the proposed location of this transit route along with trolley stop locations and parking areas and the type of transit vehicle envisioned for the service.

It should be noted that as specific redevelopment proposals are considered, some modifications to the conceptual route and location of transit stops may be needed. The frequency of transit service would also need to be coordinated closely with the specific needs of the activity centers and land uses in the corridor. In general, a local circulator service needs to run fairly frequently (at least every 10-15 minutes) to provide the desired service to its users for personal errands, meals, etc.

A proposed transit station area near the Fort Stewart main gate and within the downtown area have been identified. These locations will serve as collection points and parking areas where people can “park and ride,” i.e. park their cars and use the transit service or walk to their destinations, and return to the parking area to retrieve their car. This “park and ride” service can be used by individuals living outside of Downtown Hinesville and also by visitors who can use the transit service to enjoy the local ambiance of the community while visiting the downtown historic area, the Cultural Arts Center and Liberty Center on Memorial Drive, or other community locations.

A collection point near Fort Stewart's main gate could be used by military personnel and civilian employees who could drive, bike, or walk to this location to board the transit vehicle destined for downtown. Given the security considerations at Fort Stewart, the use of the transit service could expedite the travel (entry into the base) for military personnel and civilian employees between the base and locations in Hinesville, especially in the downtown area.

In order to help transit be successful in the Memorial Drive corridor, specific development actions will be needed to coordinate the character of the land uses and site development with the location and operate of the transit system. Special attention should be given to creating a transit-friendly development in this corridor. The strategies include:
TRANSPORTATION STRATEGY
Transportation Strategy

CITY OF HINESVILLE
URBAN REDEVELOPMENT PLAN

Streetscape Prototypes

Streetscape 1

Streetscape 2

Streetscape 3

Streetscape 4

Hinesville Downtown Revitalization
Transportation Strategy

- Orienting building entrances as close as possible to transit stops,
- Providing quality pedestrian paths from residential areas, businesses, and offices to transit stops,
- Placing buildings as close as possible to the street to shorten the walking distance to stops; and
- Making very careful decisions about the amount, location, and price of parking in the Memorial Drive corridor so auto travel is not so inexpensive and plentiful that it prevents the transit service from being successful.

Based on the community input, there is a strong recognition that certain sectors of the entire Hinesville/Liberty County community may need public transportation services to access job sites, medical services, and other life-sustaining activities. Specific data on the household size, mode of travel to work, auto ownership, geographic location of job sites, and other data relevant to public transportation analysis were not available for this study. However, with the recent designation of the Hinesville/Liberty County area as a new urbanized area, there will be opportunities to examine this issue in more detail. Based on anecdotal information, there does seem to be a recognition that additional public transportation services beyond those provided by the Coastal Georgia RDC for the elderly and disabled are needed to serve Hinesville’s needs. These needs are likely to increase in the future as more retirees are attracted to the community.

While the current location and density of development in the entire Urban Redevelopment Area cannot create a large enough market to make fixed route, fixed schedule transit service financially feasible at this time, the type and intensity of land uses and population demographics are likely to change in the future such that certain transit service concepts could become viable. It is recommended that the City monitor the growth and development trends, residential and job location data, population and employment densities, demographic (household size, age, income, and auto ownership) trends to ascertain when a market for public transportation is large enough warrant the initiation of the service.

- The creation of a multimodal corridor along Ryon Avenue between Main Street and Oglethorpe Highway/U.S. 84 connecting to the new Bryant regional park. This corridor would also provide for more efficient auto traffic flow on Hendry Street between General Screven Way and Main Street.

At the southern end of the downtown area, the intersections of Main Street with Ryon Avenue and Hendry Street form an unusual design configuration for vehicular travel. Henry Street connects with one of the City’s major roadway corridors, General Screven Way. Ryon Avenue, a diagonal two-lane roadway, connects Main Street to Oglethorpe Highway/U.S. 84. The Main Street/Ryon Avenue/Hendry Street area is already important to auto and truck circulation and will become increasingly important as new pedestrian and bicycle facilities are developed linking the downtown area with the new regional park, east of Oglethorpe Highway. This area must be designed with safety for the pedestrian, bicyclist, and driver in mind.

In response to community concern about this area, some modification to the intersections in this area are proposed. Ryon Avenue will be designed to continue to accommodate two lanes of auto traffic with a multi-purpose pedestrian and bicycle trail located on its north side and a standard width sidewalk located on its south side. Hendry Street will continue to handle two lanes of auto traffic. However, the intersection will be slightly realigned to improve safety and traffic flow through the area.
AREA 1 - URBAN CORE REDEVELOPMENT AREA

The Market Evaluation indicated a need for office space in Downtown Hinesville supportable by the government uses and other businesses in the vicinity. The Urban Redevelopment Plan for Area 1 illustrates office building footprints of approximately 120,000 to 180,000 square feet. Square footage varies by the number of floors; two stories minimum, and three stories maximum. A retail node with mixed-use building types is located at the Memorial/Washington and Main Street intersections. The plan illustrates approximately 60,000 square feet of retail space on the ground floor, 35 to 40 residential units (2 floors above retail) and associated at-grade parking. These numbers do not include potential re-use of existing buildings on Main Street that could exceed 70,000 square feet of retail space. Parking for all buildings is estimated at three spaces per 1,000 s.f., not including available on-street parking. The following residential units are proposed:

- Townhouse/Rowhouse  56 Units
- Duplex     18 Units

Total Residential Units  74 Units

Modifications to land use includes increasing residential densities to support proposed retail establishments, and allowing mixed-use development at the traffic circle and along Commerce. It is vital to create the “critical mass” of residential uses that will enable retail use to become viable thereby inviting greater traffic flow through the realignment of Memorial Drive and other improvements.

Urban design modifications to the Urban Core will create a “City Center” that focuses on government use. The Liberty County Courthouse is the geographic center of the City Center. Additional office space on the Commerce Drive corridor will enclose that space to the east so that it can become an urban plaza with limited vehicular access for service and drop-offs. The new plaza will be replete with amenities including specialized paving, lighting, fountain, landscaping, and zero-height curb and vehicular bollards for unlimited pedestrian circulation. The Commerce Drive corridor becomes a pedestrian/vehicular link extending from Hendry to Washington Street. Cobblestone paving and wide sidewalks support this pedestrian-oriented multi-use corridor labeled Streetscape 4 on the streetscape illustration. Parallel or angle parking on Main Street is encouraged to service local businesses. Additional surface parking has been located behind the proposed office buildings to limit visual impacts.

The Main Street streetscape requires wider sidewalks and canopy trees. Traffic calming measures are presently in place including decorative crosswalks and narrow travel lanes. Angle parking could be accommodated and should be encouraged. Other improvements may include streetlight banners, informational kiosks and street furniture. Hendry should be widened to include a center median, generous sidewalks, canopy trees, lighting and decorative crosswalks.

Cultural improvements include the re-use of the Historic Jail as an office for tourism, Hinesville museum or other similar use.
Figure 24: Redevelopment Area 1

Detail Plan Area 1
See Page 156
**Detail Plan Area 1**

**Main Street Improvements**
- Widen Sidewalks
- Angled Parking
- Canopy Trees
- Outdoor Plaza Spaces

**City of Hinesville Urban Redevelopment Plan**

**Master Plan Development**

**United Methodist Church**

**Existing Memorial Drive Corridor**

**Courthouse Annex**

**Historic Liberty County Courthouse**

**Mixed-Use Developments**

**Washington Street (Church Street)**

**North Pedestrian Plaza**

**South Pedestrian Plaza**

**Main Street (Steetscape #1)**

**Parking (Surface or Deck)**

**Main Street (Steetscape #2)**
Area 2 - Downtown South

As the Market Evaluation has indicated, there is a need to increase residential use in Downtown Hinesville. Area 2 illustrates the addition of the following:

- Townhome/Rowhouse  30 Units
- Duplex  4 Units
- Garden Apartments  100-125 Units

**Total Residential Units**  134-159 Units

The proposed residential units should be buffered from existing commercial uses for aesthetic considerations. The Ryon Avenue corridor requires realignment with Main Street to allow Main Street to flow straight through from Washington to Screven. A multi-use trail on the Ryon Avenue corridor connects to the proposed Bryant Commons Park. A Veterans Monument and Plaza dedicated to fallen heroes of Fort Stewart proposed on the triangular-shaped property at the southwest corner of Main and Hendry. The monument should include a wall of inscribed names, a decorative fountain and pedestrian plaza, canopy trees and safe crosswalks. The location of the monument is preliminary but, should be located as a south gateway to Downtown Hinesville.

Mobility improvements include streetscape enhancements on the arterials and multi-use trails. It is anticipated that a transit program will be developed to move people from outlying residential areas to the Urban Core. After entering Downtown Hinesville, it will be possible to walk to restaurants, shopping and parks.
Figure 26: Redevelopment Area 2
AREA 3 - URBAN CORE HISTORIC RESIDENTIAL

The area west of Main Street has been designated on the Urban Redevelopment Plan for historic renovation and infill redevelopment and could possibly accommodate affordable housing programs. This is prime residential property necessary to support a viable Downtown Hinesville. In addition, it has a historic quality that should be copied in new construction and in existing structures through renovation. An affordable housing program should be included for this area. A prototypical Green Court Single Family development has been illustrated south of Bagly Avenue on an underdeveloped tract that could also be accomplished through a program similar to the Azalea Street project. These buildings should have a coastal Georgia “vernacular” style of architecture to blend in with existing buildings and set the standard for future infill and new development. Property values will increase in this area further supporting additional redevelopment projects.

Urban design improvements include establishing Gause Street as a major north-south pedestrian and bicycle corridor by upgrading it to streetscape Type 3. Gause provides a link from the Area 3 neighborhood to the proposed Cultural Arts Center on Memorial Drive and connects to the proposed passive park between Frank Cochran Drive and the railroad corridor across General Screven via the Azalea Street corridor. Further, it links the Azalea Street project to Downtown Hinesville Lighting and sidewalk improvements on Court, Martin Luther King, Jr. Drive and Welborn are an essential element of the Redevelopment Master Plan for Area 3. The plan endeavors to define this neighborhood as historic, centrally located, and connected to neighborhood shopping and downtown offices.
Figure 26: Redevelopment Area 3

See Page 160
DETAILED PLAN AREA 3

- Ashmore Street
- New Street

EXISTING/RESIDENTIAL INFILL

- Central Park/Open Space

SINGLE FAMILY HOMES
- Zero Lot Lines
- Vernacular Style Architecture
- Community Open Space
- 1800 - 2400s S.F.
MASTER PLAN DEVELOPMENT

AREA 4 - MEMORIAL DRIVE CORRIDOR

The most dramatically affected area of the Urban Redevelopment Plan is the Memorial Drive corridor. Currently, the corridor is home to substandard commercial and underdeveloped residential properties. The Market Evaluation states that commercial and retail development is unsupportable without a critical mass of residential properties. The Memorial Drive improvements strive to:

1. Mix commercial and residential land uses.
2. Encourage compact building design.
3. Create a range of housing types.
4. Provide a variety of transportation choices.
5. Encourage commentary and stakeholder collaboration in development decisions.

According to the Master Plan, most of the commercial uses on the corridor have been removed and replaced with medium to high residential properties. Mixed-use nodes have been added at the Gause/Memorial and Main/Memorial intersections. A Cultural Arts Center is proposed at the soon to be vacated library site at the Gause/Memorial intersection and is described in greater detail elsewhere in this document. The following land uses are proposed for the Memorial Corridor:

Mixes-Use: Residential over Commercial
   (Commercial) 30,000 s.f.
   (Residential) 50 Units
Tuck-Under Apartments - 80-120 Units
Garden Apartments 100-150 Units
Four-Plex 40 Units
Townhouse/Rowhouse 20-30 Units

The most significant change is the realignment of Memorial Drive to Washington Street. The existing Memorial Drive corridor is shown as vacated except for approximately 600 linear feet off Main Street. The realignment creates synergy through a direct linkage to Oglethorpe Drive, proposed Liberty Center and Main Street. The connectivity of the Downtown Hinesville street system is greatly enhanced and will promote pedestrian activity with a strong connection to the Urban Core offices and proposed City Center.

Memorial Drive is illustrated as Streetscape Type 2 with a landscaped median, wide sidewalks, vehicular and pedestrian lighting, landscaping, textured crosswalks, on-street parking and other traffic calming devices. The Gause/Memorial intersection is a major focal area with a mixed-use development, Cultural Arts Center and a neighborhood park.
Figure 27: Redevelopment Area 4

See Page 163
DETAIL PLAN AREA 4

Memorial Drive (Streetscape #2)

Tuck-Under Apartments

Four-Plex Housing Units

Gause Street (Streetscape #3)

Redevelopment Expansion Zone

Mixed-Use

Neighborhood Park

Proposed Cultural Arts Center (Old Library Building)

Mixed-Use

Memorial Drive (Streetscape #2)

Four-Plex Housing Units
**Area 5 - Medical Retirement Node**

The Market Evaluation describes the need for retiree housing and medical offices to support the Liberty County Medical Center. Further, diversification of the Hinesville population greatly enhances area economic health. Retirees have spendable income and leisure time, two essential ingredients for the Redevelopment Master Plan. A synergy exists between the Liberty County Medical Center, Medical offices and proposed retiree-based residential property. The retirement community demands quality medical services and walkable neighborhood.

The proceeding plan illustrates medical offices on the southwest corner of General Screven Way and E.G. Miles Parkway. The vacated Walmart is shown as removed and replaced with a row of one story offices and a central pedestrian/bicycle corridor that connects downtown Hinesville, Liberty County Medical Center and a proposed retirement community on underdeveloped property to the southwest. Parking has been re-designed for more canopy trees and landscaping to buffer existing commercial property on General Screven Way.

Urban design issues include the establishment of a multi-use trail across General Screven Way and E.G. Miles Parkway and upgrading General Screven Way and E. G. Miles Parkway to Streetscape 2. Pedestrian “sleeving” across General Screven Way and E. G. Miles Parkway is not an easy task and will require fifteen foot wide raised and marked crosswalks, pedestrian activated signals and effective regulatory signage. Connectivity is the key to the success of Area 5. A retirement community will demand a safe pedestrian system that places shopping and medical facilities within easy reach.
Figure 28: Redevelopment Area 5

Detail Plan Area 5
See Page 166
CITY OF HINESVILLE
URBAN REDEVELOPMENT PLAN

DETAIL PLAN AREA

MASTERS PLAN DEVELOPMENT

MEDICA OFFICE
(On Abandoned Wal-Mart Site)

FUTURE RETIREMENT VILLAGE

GENERAL SCREVEN WAY
(STREETSCAPE #2)

RESTRICTED PARKING

GEO. MILES PARKWAY
(STREETSCAPE #2)

EXISTING OUTPARCELS

PEDESTRIAN SLEEVE ACROSS
E.G. MILES PARKWAY

LIBERTY COUNTY MEDICAL CENTER

PEDESTRIAN SLEEVE ACROSS
GENERAL SCREVEN WAY

MULTI-USE TRAIL

MULTI-USE (STREETSCAPE #4)

EXISTING OUTPARCELS

PEDESTRIAN SLEEVE ACROSS
E.G. MILES PARKWAY

LIBERTY COUNTY MEDICAL CENTER
Design Guidelines are an essential element of the redevelopment process. They provide a baseline for the implementation of consistent and effective roadway, streetscape and architectural design. The Coastal Georgia Regional Development Center (CGRDC) has made available a comprehensive design guideline manual that can be adapted to fit Hinesville. Design Guidelines should include the following categories:

- **Wayfinding**
- **Roadway Standards**
- **Streetscape Standards**
- **Facade Standards**

**Wayfinding** is described as knowing where you are in your destination; following the best route; recognizing your destination; and finding your way there. Gateway monuments and signage create a “sense of place” and gives a community an identity. Hinesville is distinct from other places with icons that are unique including Liberty County Courthouse, Fort Stewart and Historic Main Street. A strict enforcement of sign standards should be applied to reduce sign “clutter” and enhance the aesthetics of the roadway corridors.

**Roadway Standards** must follow accepted parameters for design and safety. Within the Urban Redevelopment Area, emphasis should be placed on pedestrian safety, vehicular access, signalization and regulatory signage. A special emphasis should be placed on traffic calming to create a walkable community. In essence, traffic calming is slowing down vehicular traffic through the use of lower speed limits, signalized crosswalks, textured or raised roadway surfaces, medians, manipulation of travel land widths, “bulb outs” and landscaping. A proper balance must be achieved in the convergence of vehicular traffic and pedestrian safety that promotes a walkable city connected by generous sidewalk widths and usable crosswalks.

**Streetscape Standards** are applied to the “pedestrian zone” of a roadway corridor between the curb and right-of-way. The Redevelopment Master Plan has defined four (4) streetscape types. Design Guidelines will ensure that the design parameters for each is carefully described and includes the following elements:

- Minimum sidewalk width of eight (8) feet. Twelve (12) feet is preferred.
- Canopy trees should be located between the walkway zone and roadway to buffer traffic, provide shade and soften the appearance of buildings.
- A “verge” area located at the back of curb is required and have a four foot (4’) minimum width necessary to accommodate trees, lighting, signs, street furniture and underground utilities.
- An accommodation of outdoor vending and restaurant seating.

**Facade Standards** must also be applied to define an image for Hinesville. Building renovations and new construction should follow an “accepted standard” that embodies the history of Coastal Georgia. Style guidelines should be general and not so restrictive as to limit redevelopment.
OVERVIEW

The Quality Growth Resource Team Report and the Redevelopment Master Plan Workshop documented the need for increased economic opportunities for the city of Hinesville. The most important immediate need was the development of a Family Entertainment Center followed by the realignment and redevelopment of the Memorial Drive Corridor. Also, the development of a Retirement Village or community supported by the Liberty County Medical Center, future Medical Office and a Cultural Arts Center. Transit and pedestrian mobility issues must be included for the successful implementation of the preceding projects.

The City of Hinesville has tools to assist in the implementation of the Urban Redevelopment Plan. The following discussion provides an overview of some incentive techniques that the City may consider. These new strategies and public financing techniques are somewhat dependent on the size and scope of potential projects and programs.

IDENTIFICATION OF INCENTIVES

Zoning and Density Bonuses
By using its land use ordinance, the City can create value for a site by upgrading the land use or density allowed as well as by creating disincentives for developing in competing areas. It is important to note, however, that increased density might not translate into increased value if the market cannot support the size of the project.

Government Commitments to Rent Spaces
A public commitment to lease space in a new development makes it considerably easier for a developer to obtain financing. Even if government commits itself to leasing, only a minor portion of a proposed project (its favorable credit rating as a lessee) makes it easier for the developer to obtain other lease commitments. By carefully structuring the terms of rent escalation and renewal options, a municipality can minimize the cost of space at the same time it encourages private development. This approach could be utilized in several areas of the Redevelopment Master Plan especially the Main Street corridor.

Transfer of Development Rights
Transferring development rights form on site to another, not only encourages development within a given location, but also relieves development pressures on other sites, notably where historic structures are located. The transferred development rights can be used to increase a building’s total floor area and to increase its lot coverage beyond what the zoning ordinance would normally allow.

Regulatory Relief from Zoning and Building Codes
Flexible regulations and zoning measures can create market opportunities in depressed areas. Trading permitted maximum floor area for the provision of improved pedestrian circulation, greater public open space, better shopping and coordinated development has been used in cities nationwide. This technique could be used in allowing the development of non-conforming residential lots and could be used in the Memorial Drive corridor.

Facilitating Project Approvals
The City of Hinesville can take steps to facilitate permitting, reduce processing time and champion public approvals in projects they politically support. Reduced approval time can result in lower interest and overhead costs to a developer thereby putting income-producing property on the local tax rolls faster. Organizing a one-stop office to receive City approvals where a developer can coordinate all approvals through one person has been particularly effective. It can also be used to remedy problems caused by changes in zoning ordinances or planning policies before a project’s completion.
IMPLEMENTATION STRATEGY

Quick Take by Eminent Domain
Taking by eminent domain, a mechanism that allows immediate public possession of private property for public use, has been a major redevelopment tool for cities throughout Georgia and the nation. It facilitates the assembly of parcels of land for development and reduces the time and cost to ready a site.

Encouragement of Financing by and Ancillary Party
The public sector can influence the availability of financing for private development projects by facilitating civic funds, patient capital or soft equity money to be placed in a project. It can also orchestrate the placement of foundation funds or can direct the placement of equity through local non-profit organizations to facilitate tax deductions and contributions for investors.

Design Coordination in Public/Private Projects
When public and private uses are linked in the same project, two or more design teams can be involved: one for the public components and one for the private components. Though not always the case, this situation can create problems because of the lack of coordination. Selecting one design team to be coordinator can be a safeguard.

The same point applies to project construction. In some cases, a single construction manager overseeing the initiation and administration of contracts, bidding and negotiations, supervision of contractors and subcontractors, scheduling of activities and monitoring of work in progress can be a more effective approach. Coordinating design and construction results in lower costs for a project.

An example of coordinated design is the award-winning Old Town Square project in Fort Collins, Colorado. In a public/private partnership, a mixed-use office and retail project within a downtown historic district was completed in 1985 that includes a large pedestrian plaza, bisecting the development and a publicly built parking ramp located across the street. Both the private project elements (office and retail space) and the amenities were designed by the same architect, which ensured a cohesive design between the two elements.

Outdoor seating for the restaurants and second and third-story terraces all face toward and overlook the plaza’s staging area, where performances have attracted crowds of over 10,000 people. This approach could be used by the City of Hinesville throughout the Urban Redevelopment Area.

Preservation Easements
Building owners might agree that a building’s exterior physical features would not be changed to preserve its historical or architectural importance. Cities might convey buildings to developers under an agreement that the developer donates the exterior to the community while renovating the interior for income-producing uses. The effect is a reduction in front-end costs through the tax savings generated by the charitable contribution. Cities also covenant with developers to make no changes to any part of a building, interior or exterior, with this loss in value representing a charitable contribution that can qualify as a tax deduction for the acquiring developer.

Local Tax Incentives
Cities can legislate local historic districts or establish enterprise and foreign trade zones, covering parts of a redevelopment area. These mechanisms permit developers and/or their tenants to generate additional tax savings.

When the city of Athens, Georgia wanted to develop a mixed-use project linking the downtown and the University of Georgia, it engaged a multidisciplinary team to formulate a strategy for development and implementation. The identified project included a civic center, retail space, parking hotel and a condominium development. The project was funded in part by $20 million from local-option sales tax revenues.
The tax was approved by a vast majority of area residents based upon the documentation of a significant portion of sales tax receipts generated by university students and the surrounding rural counties. Additional funding was provided by federal grants, local matching funds and private debt and equity. The civic center is now undergoing financial design and development.

**Other Indirect Measures**
Other measures can save costs in public/private ventures, including the public sectors assuming some or all of the responsibility for preparing environmental impact statements or reports, arbitrating or otherwise settling disputes involving equal opportunity, minority contract and affirmative action, instituting a crime prevention program in a declining area targeted for revitalization, providing cheaper energy by integrating community energy systems into its redevelopment plan, acting as a liaison and information source for local neighborhood groups, surrounding property owners, merchants' associations, and others who have opinions regarding aspects of the proposed project and selling the redevelopment area through a regular and carefully directed public affairs program. Many of these items should be part of the redevelopment planning process.

**Public Financing Techniques**
Public financing techniques for redevelopment projects can take the form of indirect and direct measures to assist public/private ventures. Indirect or non-monetary measures, while not financially involving local government in a real estate project, can have an equal or greater impact on project financing than direct public financial participation. Motivated by a desire to avoid direct financial participation or by a lack of financial resources, these measures can effectively close financing gaps for a project. The following discussion is for educational input only. While the City of Hinesville currently uses some of the techniques referenced below; this section does not suggest that any of these techniques or combination of techniques can be utilized within the Redevelopment Master Plan without close scrutiny and detailed analysis by the appropriate City Departments. We have provided examples of the use of various techniques in other areas of the country.

Direct Financial involvement in public/private ventures can come from many sources and can take many forms. Sources include federal and local funds described below.

**Federal Sources**
Though federal funding for redevelopment has been cut and though it still comes with complicated wage requirements, federal moneys do still exist. The cortisone of dilapidated downtowns, HUD's Urban Development Action Grant has been eliminated, but repayments of UDAGs can be used. Community Development Block Grants, as well as money from the Economic Development Administration (EDA), The Farmers Home Administration (FmHA) and the Small Business Administration (SBA) are still available, in some instances wide open for feasible projects.

The City of Hinesville has been designated as an Entitlement Community by HUD. The City officially accepted this designation as of January 15, 2004. This relates directly to HUD instead of the Department of Community Affairs (DCA).

**EDA Grants and Loan Guarantees.** Most EDA grants are used in conjunction with other local, state or federal moneys for rehabilitating or constructing infrastructure and public works facilities as part of industrial or commercial development. EDA's two categories of grants include public works grants (for example, water, sewer and road improvements), which typically cover 50 percent of a project's costs and can be used to fund, for example, incubator facilities or low-income housing projects and economic redevelopment programs targeted at local infrastructure.
needs. EDA funding is targeted to “highly distressed” locations and in about 65 to 75 percent of the cases, to rural areas.

Reuse of UDAG Loan Repayments. Communities fortunate enough to have received the now terminated UDAGs are using the repayments from the earlier investments. Discounting or capitalizing the income stream from development loans financed with UDAGs is an excellent way to generate current cash, which may be reinvested in a second wave of redevelopment.

Philadelphia, for example, has created a mini-UDAG program with paybacks. Los Angeles has used $5 million in repayments as security to leverage a $40 million revolving loan fund for small businesses. According to a 1990 HUD study of UDAG projects, $443 million in repayments are projected through 1995, with over $2 billion total in repayments due.

Community Development Block Grants. CDBG funds can be used for direct or secondary loans to developers; to fund loan guarantees; collateral; insurance costs on notes, bonds and loan fees; and for planning and administrative costs related to a city’s development program.

The objectives that must be met to receive CDBGs have become increasingly difficult to meet, however. CDBG-funded activities must meet one or more of three objectives: 1) benefit low and moderate-income people (60 percent of the people benefiting from the funded activities must be low or moderate income); 2) eliminate slums and blight; and 3) fill urgent community needs. Furthermore, union wage requirements imposed by federal legislation discourage use of the funds.

CDBG Floats: Under this concept, a Community Development (CD) entitlement grantee may take advantage of the unexpended moneys available in its CDBG line of credit for arrangement, the city would request the use of funds which have not been expended and will not be expended during the time-frame for which the CD float funds are needed. These funds are not dependent upon federal funding cycles and may be approved at any time during the year if sufficient unexpended moneys exist. This type of approach works well with construction financing for residential and commercial development projects. The CD moneys can be provided at below-market rates and thus making a project feasible. The construction period also represents the highest risk and thus most difficult portion of a project to finance.

Section 108 Guaranteed Loans: Section 108 of the Housing and Community Development Act allows communities entitled to CDBG moneys to borrow against future grants to finance major projects. Communities can borrow up to three times their annual CDBG and repay the loan over a period up to six years by pledging the future CDBG funds as security. Section 108 loans, administered by HUD, can be used for almost any CDBG-eligible rehabilitation or economic development project and because of the collateral, loan rates are low. The application process is short as well – six to eight weeks. Section 108 loans are not affected by the caps on volume and other restrictions of the Tax Reform Act of 1986. Nor are they limited by any local debt ceilings.

The amount of funds available is up to three times the annual entitlement amount. The funds borrowed are repaid over a six-year period from the city’s entitlement. The repayments can be made from the cash flow of the development either for the full amount or portion. These repayments by the developer can also be secured with lines of credit, property, personal net worth, etc. The repayment of these moneys could come in whole or part from the developer so as not to limit the city’s use of CDBG funds in the future. The restrictions on CDBG moneys involve benefit to very low, low-and moderate persons.
FhmA Business/Industrial Development Program. Targeted to communities with fewer than 25,000 population (though loans have been made in communities with populations up to 50,000), the Business/Industrial Development (BID) program is administered by the Department of Agriculture and is designed to stimulate job growth and to bring new technology to rural areas. Grants direct loans and guaranteed loans can be used to buy land or property and/or to rehabilitate buildings.

SBA Section 504 Loans. The SBA 504 program provides financing for acquisition of fixed assets and real property to individual businesses, usually through a local SBA-certified development corporation. Typically, the development corporations, through a private intermediary, sell SBA-guaranteed (up to 40 percent) debentures. A 10 percent injection of equity is required, but other public financing can be used to satisfy that requirement.

Local Sources

To be acceptable to private investors, the public's share of the return in most cases comes after private investors have earned a return sufficient to attract their investment in the first place. This objective for profit sharing has led to a shift from outright grants to private developers to loans with the repayment schedules and interest rates depending on the project's performance, similar to those used by conventional mortgage lenders. Thus, direct public financial assistance is now focused on the particular problems frustrating.

Private investment and development, reflecting the more business-like and sensitive approach public entities are taking to spur greater interest from private investors and developers.

Subsidized Loan Interest: This subsidy is normally implemented through loan pools established with local or federal funds matched to other than public assistance.

Loan Guarantees: Local government can shift some of the lender’s risks by guaranteeing a loan, a portion of a loan, or a portion of the debt service payments made to retire loans, thus increasing the likelihood that developers can obtain private funds. Similarly, if the local government agrees to lease or purchase the project at a percentage of projected market value in the event the projected return does not materialize; the project becomes more attractive to equity and mortgage investors.

In Asheville, North Carolina, the city agreed to guarantee partial repayment of the private financing for Park Plaza, a downtown project, consisting of 11 adjacent historic buildings dating from the late 19th century, a new office/commercial building and a new 320-car parking structure. City financing was necessary to justify restoration of these structures and to interconnect the three blocks of buildings so that marketable floor plates and efficient elevator cores could be offered.

In the event the project did not generate net operating income sufficient to cover the first mortgage payment to a consortium of local private lenders during the first five years of the project, the city pledged that it would make available a $200,000 line of credit to the developer. If $200,000 were not needed in any one year to cover the mortgage payment. The partnership agreement called for any funds paid by the city to the developer under the line of credit to be repaid by the developer with interest upon sale or refinancing of the project or no later than 10 years after initial project occupancy.

Public Grants: Grants of surplus or unused public moneys to fund the public portion of a public-private venture can be made. Typical sources of local revenues include surplus water and sewer funds and leftover urban renewal funds.
**Direct Loans:** In a highly competitive capital market, direct loans from the public sector at below-market interest rates can fill a gap created when no private funds or insufficient funds are available for a particular portion of a project’s financing. In addition to the benefit of encouraging new development, local governments also get the benefit of exercising a level of control that it would not have otherwise. If its interests are at stake, the city might with to offer a below-market direct loan, even if a project does not require it financially. Many states have resolved the prohibitions against the use of public funds for direct loans by passing enabling legislation allowing the creation of economic development corporations or other special vehicles that serve as a conduit for city grants, loans and contracts to private entities.

Jacksonville Landing in Jacksonville, Florida, is one example of a city’s taking direct financial interest in a project. In recognizing the potential for public benefit from development of a major festival marketplace in its core downtown, the city of Jacksonville solicited interest from the Rouse Company of Columbia, Maryland, to develop the facility. The resulting $43.5 million project, which includes 187,000 square feet of specially retail and entertainment space and four integrated pavilions around a central court, was financed in large part with city funds – over $36 million lent to the developer to generate the project’s development. The public funding involved an innovative tapestry of sources, including revenue bonds, the subordinated loan of CDBG funds; CDBG float loans to offset the need for some private construction financing and tax increment financing. The developer contributed approximately $7 million in conventional debt and equity for the project.

**Public Funding of Predevelopment:** Involving a private developer early in the project could hinge on the public sector’s willingness to underwrite some or all of the front-end expenses. This technique has successfully attracted developers to assess the potential for a project by removing one of the major obstacles to urban development, the difficulty of convincing developers to invest time and money in an assessment of a project’s feasibility in weak or uncertain markets. Most developers view the probability of a reward from front-end investments under these conditions as very low and therefore choose not to make the effort. The willingness of the local government to undertake some such development costs creates an atmosphere conducive to further negotiations and possible involvement.

In New Bern, North Carolina, for example, the city, through a nonprofit development corporation, funded studies by consultants for market, financial and design feasibility assessments in an effort to attract developers to dormant, unused urban renewal property along the waterfront adjacent to the downtown area. The property, located at the confluence of two rivers, had been cleared 14 years earlier, but had remained unproductive. The city’s underwriting initial expenses attracted a developer to the project, and construction of the $22 million development, which includes a 100-room hotel, a 400-seating meeting center, 10,000 square feet of retail space, a 100-slip marina and 40 residential condominiums.

**Support of Other Public Objectives:** Cities desiring high-quality amenities that the market might not be able to support, public art, for example, can offer to pay for the increment of cost necessary to create the amenity. These revenues are not direct obligations of the city; therefore, they do not require voters’ approval once approved by the city council.

**Improvement or Business Development Districts.** An improvement district combines the financing vehicle of assessment district, in which all properties in a defined area are levied against for all or part of the cost of certain improvements, with additional administrative powers, such as planning, maintenance and promotion of improvements or downtown activities.
Typically, the city levies a charge on the property in a specified single or multi-purpose district (a downtown area, a commercial strip or a historic preservation area) and the funds collected are used to retire bonds issued by the city (or the district itself) to pay for the improvements and services in the district. The bonds are repaid directly from the tax revenues collected or from the city' general fund, which is later reimbursed by the special tax revenues.

**General Obligation Bonds.** Backed by the city’s full faith and credit, these bonds are used to finance general public improvements. Ad valorem tax revenues are used to retire the bond debt. The city’s current financial status must be evaluated to identify its capacity to issue general obligation bonds and the interest rates the bondholders charge the city reflect the municipalities bond rating. General referenda could be required to issue general obligation bonds and sufficient debt capacity must remain for the city to enter the bond market.

**Revenue Bonds.** Revenue bonds are retired directly with the revenues generated from a specific facility. Parking fees from garages, hotel or bed taxes, and sales taxes, for example, have been used to pay debt tied to parking facilities. Visitor facilities group meeting space and other similar ventures.

**Industrial Development Bonds.** Issued by a public agency or authority, IDBs are revenue bonds for private projects with a public purpose. The Tax Reform Act of 1986 limits the amount of the bonds to $50 per capita or $150 million per state, whichever is higher, and their use to multifamily housing, mass transit, airports, docks, wharves, utilities (electricity or gas), hazardous waste disposal, sewage and water facilities. The following types of projects cannot be financed with IDBs: sports, hydroelectric, air/water pollution, parking facilities, convention/trade show complexes and commercial activities.

**Tax Concessions.** Through tax concessions, a city encourages privately financed improvements in specified areas by not collecting the real estate taxes on those improvements for a number of years, or by freezing the assessment at the predevelopment level.

In Phoenix, Arizona, for example, the city abated taxes for eight years for the 1 million-square foot mixed-use Arizona Center. The Abatement was part of a comprehensive public financing package, including vacated public right-of-way in exchange for equity in the project, access to tax-exempt municipal bonds and ownership of public space.

In Trenton, New Jersey, the developer of Trenton Commons pays 15 percent of rents received annually in lieu of property taxes for 15 years, an effective abatement of 50 percent. Other variations of tax concessions have included exempting the increased value of redeveloped property from property taxes and gradually decreasing abatements.

**Site Assembly.** In a built up area like the urban core of Hinesville, where most of the land has already been subdivided and developed, the acquisition of a suitable site can be a major problem. Because the most of the land has been divided into relatively small parcels owned by separate parties, the problem of acquisition increases with the size of the site required.

The public sector can alleviate these problems by purchasing property; removing clouded titles from privately purchased property and/or instituting land banking. Land banking allows a city agency or local development corporation to acquire and assemble land suitable for development and to hold the land until a suitable user is identified.

**Land Writedowns and Deferred Land Payments.** Traditional redevelopment projects used land write-downs to attract developers to renewal sites and the incentive is still popular. After an analysis of the residual value of the land (calculated by capitalizing the net income to arrive at
the value of a project and matching it with the capital cost of producing or replacing it), the write-down, or reduction of price to a level the proposed development can support can be established.

Alternatively, rather than a one-time payment for the land, the public entity holding the land could agree to receive installment payments from the developer. This practice reduces the requirement for front-end cash and allows the developer to stage the payments to better match cash flow from the project.

**Relocation Assistance.** Even though a public agency might not directly aid site acquisition, it can help a private developer assemble a site by helping to relocate space users in property slated for development. Relocation assistance can take for form of loans and grants to pay moving expenses or aid in finding or developing a new site for those who must move. Both parties can benefit. The relocated activity has a chance to leave obsolete facilities and an inadequate location and the community gains economic benefits from new businesses. Because a majority of property identified for assemblage is residential and the likelihood that Federal moneys will be utilized, relocation assistance will have to be provided to all those dislocated.

**Insuring Condemnation or Acquisition Costs.** The unusual, but effective practice of securing an insurance policy to cover local government’s risk of excessive court-negotiated acquisition costs during eminent domain proceedings can mean the difference in whether a project is feasible or not. Local government units can pay for or share in the costs of a one-time premium payment made to an insurance company that assumes the risk that total acquisition costs will not exceed an agreed upon level. This practice makes it possible to avert stalemates in negotiations that occur when cities are reluctant to use eminent domain unless they re certain of the maximum acquisition cost. Similarly, developers who agree to pay for city-assembled land avoid surprises or excessive payments resulting from court proceedings subsequent to their negotiated transactions with public entities.

**Site Clearance and Demolition.** Once sites have been assembled and the existing residences and business relocated, government funds can be used to demolish and clear the site and prepare it for new development.

**Provision of Infrastructure and Public Facilities.** To attract private investments, local governments can provide a range improvements adjacent to or on the project site, including major capital improvements (transit systems, highway and street alignment, transit stops, storm and sanitary sewers, utilities), major public facilities (schools, parking a civic center, government office buildings, hospitals, neighborhood centers), or public amenities (outdoor recreational plazas, open spaces, landscaping or pedestrian bridges). A city’s investment in public facilities can generate demand for specific kinds of private investment tied directly to those facilities, such as hotels, office buildings or residential projects.

**Sharing Space.** Shared use of space allows the developer of a mixed-use project to avoid duplicating facilities and to minimize the requirements of open space that cannot be amortized by privately incurred debt. An impressive foyer, lobby, entry or parking garage can be shared by city and private users to amortize or set aside those aspects of the public/private development that cannot be amortized. Kitchen and registration areas can be shared in hotels and convention centers, for example.

**Shared Expenses for Maintenance.** In a large, complex project, combining public and private space agreements are usually fashioned to define responsibilities for public and private sectors’ maintenance and management of those facilities. The general trend is to consolidate most management and maintenance under one entity, with other participants paying for their share of services.
**Off-Budget Debt Financing.** Agencies have entered into securitized lease/purchase and other installment capital deals in which the use of tax/exempt financing (often through certificates of participation or COPs) results in lower-than-normal annual costs for public buildings. Voters’ approval is usually not required as when certificates are used. Non-appropriation carries significant penalties, however, and can result in a strong negative mark on a city’s credit rating.

Defaults rarely occur with this type of financial transaction as tax-exempt lease/purchase agreements are usually made for unpopular, but essential facilities. COPs are an expanding and widely used alternative to general obligation bonds and have been used to build schools, jails, public administration buildings and other projects. Typically, COPs are slightly more expensive than issuing general obligation bonds, but investors’ confidence has grown and their yield is now within a narrow range of general obligation debt.

As installment purchase contracts for a capital project, COPs allow developers to build public facilities for a fee. The public entity agrees to lease the facility for a stated time period. At the end of the lease, the public entity purchases the building for a nominal fee (usually $1). Such arrangements also lower total costs, as the public and the developer can avoid government procurement processes and can negotiate fast track, turnkey construction services, materials and equipment for the public facilities.

**Ground Leases.** While ground leases are not new, local governments have not employed them to a large degree outside of several western states, including California. Public entities, using vacant public lands, enter into long-term, unsubordinated, participating ground leases with developers to create additional cash flow to supplement tax revenues. In some instances, the public sector negotiates lower lease payments in exchange for developers’ providing limited building space.

Long-term leases are increasingly used in publicly assisted development because they are so flexible. The lease can provide for a minimum base payment, plus a percentage of income generated by the project or by some other graduated arrangement. Thus, if the project does well, the city shares in the income and can recover some or all of its costs. Ground leases, moreover, can be subordinated if necessary, that is, the city can execute a mortgage of its land as security for the development loan made to the lessee.

For the developer, such long-term leases can greatly improve the net return on investment through improved financing terms; reductions in the equity required and tax advantages. With a subordination clause in the lease, the advantages are even greater. The disadvantage is that cash flows to the public entity are reduced when the land is leased rather than purchased.

In San Diego, the city’s redevelopment agency leased land for a new apartment building in the downtown’s marina redevelopment project adjacent to the south end of Horton Plaza. In return for leasing the land at a nominal rate, the San Diego Redevelopment Agency participates in substantial cash flow after a preferred return on the developer’s equity. The agency was also able to win agreement from the developer that 20 percent of all units would be set-aside for low and moderate-income households.

**Privatization.** Local governments can enter into contracts where the private sector acquires, owns and operates facilities traditionally built by government. In some instances, public entities lease the facilities. Many types of public facilities have been built under this arrangement, among them parking garages and jails. Privatization usually works best when market conditions allow private developers to generate sufficient yields from other components of the project to justify building public facilities with private moneys.
Transfer of Assets. Land and/or building swaps can be used to accomplish a variety of goals. Land swaps, for example, are used when the city and/or developer holds only pieces of the land it needs. The land is appraised, and parcels of equal value are traded to assemble usable sites for both parties. This technique was successfully used when a private landowner helped several key parcels needed for the development of the Dallas Arts District. The landowner participated in a three-way exchange of property involving the city and the nonprofit Central Dallas Association to obtain land in another area more suitable for his business.

Local governments can also swap properties in their inventories for private construction of much-needed public space or facilities. If the market is sufficiently strong and land values high, cities often can directly swap land for space that might be difficult to finance or be approved by voters. Usually employed when a city is legally barred from offering any direct incentives to the private sector and when a city does not have traditional urban renewal powers, exchanges or swaps can also provide a city with increased control over the project’s design and construction.