STATE OF GEORGIA

FULTON COUNTY

March 11, 2013

A RESOLUTION OF THE MAYOR AND COUNCIL FOR THE CITY OF ROSWELL TO ADOPT THE 2013 URBAN REDEVELOPMENT PLAN FOR ONE OR MORE SLUM, BLIGHTED OR UNDERDEVELOPED AREAS WITHIN THE CITY OF ROSWELL, GEORGIA, PURSUANT TO THE PROVISIONS OF THE URBAN DEVELOPMENT LAW, O.C.G.A. SECTION 36-61-8; TO PROMOTE THE PUBLIC HEALTH, SAFETY AND WELFARE, AND FOR OTHER PURPOSES.

WHEREAS, the Mayor and Council for the City of Roswell, Georgia (the "City") is the duly elected governing authority for the City; and

WHEREAS, it has been determined by the Mayor and Council of the City that there is a need for the revitalization and redevelopment of areas of the City to develop and promote for the public good and general welfare housing, trade, commerce and employment opportunities within the City; and

WHEREAS, it has been determined by the Mayor and Council of the City that within such areas there exist such conditions as: a predominance of buildings or improvements, both residential and nonresidential, which by reason of dilapidation, deterioration, age, vacancy or obsolescence are conducive to crime and are detrimental to the public health, safety, morals, or welfare; the presence of a substantial number of vacant, deteriorated, or deteriorating structures; predominance of defective or inadequate street layout; faulty lot layout in relation to size, adequacy, accessibility, or usefulness for present or future development; development impaired by transportation noise or by other environmental hazards; or a combination of such conditions that substantially impairs or arrests the sound growth of the City, retards the provisions of adequate housing accommodations, and constitutes an economic or social liability and is a menace to the public health, safety, morals, or welfare in its present condition and use; and

WHEREAS, it has been determined by the Mayor and Council of the City that it is in the public interest and is vital to the public welfare of the people of the City and of the people of the State of Georgia to revitalize and redevelop such areas of the City; and

WHEREAS, it has been determined by the Mayor and Council of the City that such areas should be designated as Urban Redevelopment Areas as defined by O.C.G.A. Section 36-61-2; and

WHEREAS, the Mayor and Council of the City have prepared or had prepared a workable program to eliminate and prevent the development or spread of slums, to encourage needed urban rehabilitation, to provide for the redevelopment of slum areas, and to undertake such activities as may be suitably employed to achieve these objectives to be known as the Urban Redevelopment Plan of the City of Roswell; and

WHEREAS, the Mayor and Council of the City have caused a public hearing on the adoption of such plan to be held pursuant to the provisions of O.C.G.A. Section 36-61-7; and

WHEREAS, it is determined by the Mayor and Council of the City that the Urban Redevelopment Plan conforms to the general plan of the City as a whole; and

WHEREAS, it is determined by the Mayor and Council of the City that the Urban Redevelopment Plan will afford maximum opportunity, consistent with the sound needs of the City as a whole, for the rehabilitation or redevelopment of the Urban Redevelopment Area(s) by private enterprise; and

WHEREAS, it is determined by the Mayor and Council of the City that a feasible method exists for the relocation of families that will or may be displaced from the Urban Redevelopment Area in decent, safe, and sanitary dwelling accommodations within their means and without undue hardship to such families; and

WHEREAS, a public hearing on the proposed Urban Redevelopment Plan was held on March 11, 2013 at 7:30 p.m. at the Roswell City Hall:

NOW, THEREFORE, BE IT RESOLVED by the Mayor and Council of the City of Roswell, Georgia, that the 2013 Urban Redevelopment Plan of the City of Roswell is hereby approved and adopted, with said Urban Redevelopment Plan attached hereto as Exhibit "A"; and

BE IT FURTHER RESOLVED that any and all resolutions in conflict with this resolution and the same are hereby repealed.

APPROVED AND ADOPTED by the Mayor and City Council this 11th day of March, 2013.

Attest:

Marlee Press, City Clerk (Seal)

uncilmember Jerry Orlans

Councilmember/Betty Price

Councilmember Kent Igleheart

Jere Wood, Mayor

Councilmember Rebecca Wynn

Councilmember Richard Dippolito

Councilmember Nancy Diamond

Resolution No. 2013-03-13

2013 Roswell Urban Redevelopment Plan



City of Roswell 3/11/2013

Exhibit "A"

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Resolution of Support

Resolution No. 2013-03-13

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FULTON COUNTY

March 11, 2013

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Attest:

Marlee Press, City (Seal)

Councilmember/Betty Price

Councilmember Kent Igleheart

Councilmember Rehec Wvnn

Wood, Mayor

Councilmember Richard Dippolito

As Councilmember Mancy Diamond

Introduction

The City of Roswell 2013 Urban Redevelopment Plan, as authorized by O.C.G.A. sec. 36-61-1 et. seq. is intended to address office and industrial areas North of the central city's aging commercial core. The area in question centers on census block groups that have increased in poverty based on the 2010 American Community Survey (ACS) of the U.S. Census. Once a thriving office and commercial district, the area is now characterized by aging office parks and commercial structures, obsolete building uses, and other indicators of disinvestment. The City of Roswell has a State Opportunity Zone that is contained within the boundaries of the 2010 Urban Redevelopment Area boundaries. Once this 2013 Urban Redevelopment Plan is approved, the City will apply for a new Opportunity Zone to the north of the current zone.

Reasons for this new Urban Redevelopment Area include the following:

- The City completed its 2030 Comprehensive Plan.
- The City is updating the current zoning regulations by creating a Unified Development Code.
- The 2010 Census (ACS) poverty rates were revised, which changed Roswell's distribution of poverty in block groups.
- The City completed a Strategic Economic Development Plan.
- Additional parts of the City's commercial areas that were not addressed in the 2010 URA are within this URA.
- The City was selected to participate in the Georgia Initiative for Community Housing.
- The City is applying for a new Opportunity Zone designation.
- Creation of the Roswell Business Alliance to facilitate economic development.
- Reactivation of the Downtown Development Authority and expansion of the Downtown Development Area.

Consistency with General Plan

The Urban Redevelopment Plan is consistent with the City's current Comprehensive Plan. The City of Roswell completed its 2030 Comprehensive Plan in 2011 using the updated planning standards and adopted the 2010 URP as part of that plan. The Comprehensive Plan refers to the 2010 URP in several places emphasizing its role in economic development and housing. Similarly, the 2013 Urban Redevelopment Plan will be adopted into the Comprehensive Plan and will further the goals of the City's planning and zoning efforts.

In addition to the Comprehensive Plan, other planning studies impact the 2013 Urban Redevelopment Plan including the Strategic Economic Development Plan and the Transportation Master Plan. The City's new Unified Development Code will also address the treatment of office, industrial, and commercial zoning to consistently apply community standards.

Boundaries of the Urban Redevelopment Area

The Urban Redevelopment Area follows commercial corridors within new Census poverty block groups from the 2010 census. The City included the area north of the current designated URP north to Alpharetta Highway at Upper Hembree Road. This area is bounded by the 2010 URA to the South, City Limits to the East and North, and crosses Alpharetta Highway on the West to pick commercial properties. Please see the map in Appendix 1 for details.

Conditions Assessment

The 2013 Roswell Urban Redevelopment Area can be described as an older suburban retail, office, and light industrial district with some civic and multi-family uses as well. North Fulton Hospital and the surrounding medical offices are in this area. Significant disinvestment, decay and obsolescence exist, especially along the commercial strip corridors in this area.

"The City of Roswell's nonresidential development patterns are a product of previous administrations' decisions to resist more intense development patterns. Nearly 47% of all non-residential space is retail space, with shopping centers accounting for half of this total... with stable hotel and dining markets that have not shown strong growth indicators.... There is very limited class "A" office space in Roswell despite the substantial success of North Fulton County within this market segment. Overall, Roswell's noncommercial uses reflect its location as a suburban bedroom community." -- Roswell Strategic Economic Development Plan, 2012.

The Georgia Urban Redevelopment Law (O.C.G.A. 36-61-1 et. seq.) defines a redevelopment area as "a slum area which the local governing body designates as appropriate for an urban redevelopment project."

A slum area is defined in the law as an area in which there is a predominance of buildings or improvements, whether residential or nonresidential, which by reason of:

- Dilapidation, deterioration, age, or obsolescence;
- Inadequate provision of ventilation, light air sanitation, or open spaces;
- High density of population and overcrowding;
- Existence of conditions which endanger life or property by fire and other causes, or;
- Any combination of such factors,
- Is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency, or crime and is detrimental to the public health, safety, morals or welfare.

Slum area also means an area which by reason of:

- The presence of a substantial number of slum, deteriorated, or deteriorating structures;
- Predominance of defective or inadequate street layout;
- Faulty lot layout in relation to size, adequacy, accessibility or usefulness;
- Unsanitary or unsafe conditions;
- Deterioration of site or other improvements;
- Tax or special assessment delinquency exceeding the fair market value of the land;
- The existence of conditions which endanger life or property by fire and other causes;
- Having development impaired by an airport and related transportation noise or by related environmental factors; or
- Any combination of such factors,
- Substantially impairs or arrests the sound growth of a municipality or county, retards the provisions of housing accommodations, or constitutes an economic or social liability and is a menace to public health, safety, morals and welfare in its present condition and use.

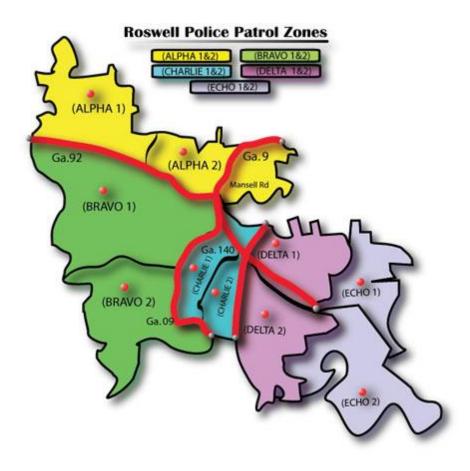
When the first Urban Redevelopment Area was designated in 2010, it contained the most significant pockets of poverty in the North Fulton area. However, the 2010 census shows that higher poverty areas are moving further north to include the area encompassed in the 2013 Urban Redevelopment Plan. As this area is primarily commercial, an Opportunity Zone application is also in the works. The poverty rates in the area vary as three census block groups converge in the URA. Most of the area has a 15.6 percent poverty rate. The area on the southeast side of Alpharetta Hwy. in the 2010 URA has a 25 percent poverty rate.

CRIME

Crime is significant for the areas in and surrounding the URA, including those in Roswell and adjacent areas within Alpharetta's city limits. Code enforcement is also an issue as single-family neighborhoods and multi-family dwelling units in these segments have numerous code enforcement and structural issues. Commercial properties also show signs of crime and code compliance issues. Criminal activity noted in the last three months includes theft, robbery, vandalism, and other property crimes.

"I whole-heartedly support the establishment of an Opportunity Zone in Roswell. The area identified for the zone contains neighborhoods with the highest crime rates in Roswell. Many of the people living in these areas are unemployed or under-employed, and the abandoned buildings in the area serve as a gathering point for drug use and gang activity. Unless the City is able to reclaim these areas, the problems of crime, drug use and gang activity will only grow." -- 2010, then Roswell Chief of Police Ed Williams

The Roswell Police Department has divided the city into ten patrol zones. Dividing the city into these zones allows more effective application of services based on statistical analysis. The Alpha and Charlie zones consistently have more reported activity than the other zones. Both of these zones contain a high number of commercial areas. Charlie zone also has a high number of multifamily developments. Charlie 1 zone encompasses the Roswell Police Department Law Enforcement Center where members of the public may come to file reports. When these reports are filed, the Department's address is used which also impacts Charlie 1 zone. The 2013 URA is in zone Alpha 2, as indicated on the Patrol Zone map.



GROWTH FACTORS

Major growth in the City of Roswell occurred during the 1970s, concentrated along State Route 9. The opening of GA 400 in the early 1980s precipitated the spread of development into the area during the 1980s and 1990s. Today, the commercial and industrial area around North Fulton Hospital and Hembree Road is characterized by many aging office and light industrial parks.

The Alpharetta Highway (SR 9) commercial area is littered with the strip centers and stand-alone retail structures that were permitted in the 1970s. Lot configurations and signage are now non-conforming with current development regulations. The unintended consequence is that few properties have been brought up to code. Owners hang on to their grandfathered status as property is leased or sold for the same use.

Several other factors contribute to the decline in Roswell's commercial corridors. Once a regional shopping destination, Roswell has seen its retail capacity overtake demand. This trend was documented as early as 2003 in the City's Redevelopment Strategy, which reported an average 60 square feet of retail space per capita. At that time, the national average of retail space per person in shopping centers was 20 square feet according to statistics published by the National Research Bureau Shopping Center Database. In addition to finding that Roswell has too much retail space, the report also found that relative to surrounding areas, average retail rents are lower, retail structures are in need of updating, and the limited lifespan of big box retail stores and deliberate vacancies hurt neighboring retail and contribute to blight.

Roswell's Strategic Economic Development Plan completed in 2012 corroborates the impact of abundant aging retail uses:

"The opening of North Point Mall was a substantial turning point for retailing in North Fulton County and has continued to impact the City of Roswell's retail market. Prior to the Mall development, Roswell was the premier destination for retail goods and services in North Fulton. As a result, Roswell had more retail space than could be supported just by the residents of the City. The opening of the Mall and the critical mass developing around it has shifted regional consumption patterns, attracting several retailers to relocate from Roswell just across the border into Alpharetta."

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CHARACTER AREAS OF THE URA

The following section describes the blighting conditions in the 2013 Roswell Urban Redevelopment Area with attention to three segments: Alpharetta Highway – Retail and Multi-Family, North Fulton Hospital and Surrounding Office, and Hembree Road – Light Industrial.

ALPHARETTA HIGHWAY – RETAIL AND MULTI-FAMILY

Alpharetta Highway north of Sun Valley Road is heavily commercial with the visual blight of obsolete commercial and retail buildings. Many vacancies exist on this stretch in both shopping centers and freestanding locations.



Extended Stay Hotel Charities



Lining up For Services at North Fulton Community

With an abundance of car dealerships along this segment, tough economic times have taken a toll. Other automotive uses line the highway with varying adherence to codes.



Former Nalley Toyota next to Hospital



Junk cars behind muffler shop



Various Auto Uses on Alpharetta Hwy

Multi-family complexes in the URA were built in the mid-1980s during Roswell's peak growth. Signs of age and obsolescence of building product have started showing, and new owners are making cosmetic changes.



Older Apartments in URA. Ownership changes hands frequently.

HOSPITAL AND SURROUNDING OFFICES

North Fulton Hospital is a major employer in the URA. The area south of Upper Hembree Road around North Fulton Regional Hospital is in now includes this area in a 15 percent or greater poverty block group. Offices are predominately medical and ancillary services that support the hospital nearby.



Left - North Fulton Hospital, Right - Roswell Business Center across from the Hospital



Medical Office Uses – some occupied, some vacant. Left – Hospital in the background.

A major employment center in this section of Roswell is the Northmeadow Office Park. The park encompasses roughly 100 acres, and is currently 15% vacant according to management. Medical services and support functions dominate the tenancy.



Office locations in Northmeadow





HEMBREE ROAD – LIGHT INDUSTRIAL

Hembree Road transects the 2013 URA. Along this road uses include light industrial, civic, commercial, and office uses. City of Roswell Recycling, Transportation, Public Works/Environmental department offices, and Fire Training Facility are located here. Fulton County Board of Education North Transportation Facility is also directly behind the City buildings, fronting Main Street in Alpharetta. Additionally, the Fulton Science Academy Middle School (now private), is also located on Hembree Rd.



Left - Argos Concrete on Wills Rd. just outside of Northmeadow, Right – View of Argos from COR Hembree Rd. Facilities

Land Use Objectives

The 2013 Urban Redevelopment Area is composed of several land use categories. This plan is anticipated to be adopted into the City's Comprehensive Plan as was the 2010 Urban Redevelopment Plan.

The first objective is to incentivize redevelopment in commercial areas by providing enhanced job tax credits through the Opportunity Zone Job Tax Credits. This is consistent with the planning studies from that form the basis of the Urban Redevelopment Plan. Other land use objectives are to:

- improve workforce housing,
- increase lifelong communities,
- redevelop properties to their highest and best economic uses, and
- build on the existing transportation network in the Urban Redevelopment Area with better connections and multiple modes of transportation.

2030 COMPREHENSIVE PLAN

As mentioned earlier, the City completed its 2030 Comprehensive Plan in 2011. Using the 2005 State Planning Requirements, the City is divided into nine character areas. The URA includes six of these character areas:

- Suburban Residential -- Two-story single-family and townhouse development residential; pocket retail; pedestrian presence Zoning Categories: C-1, C-2, E-1, E-2, R-1, R-2, R-TH, R-THA, R-3, R-3A, R-4, R-4A, R-5, new cottage housing zoning, new open space/park/recreation zoning, new mixed-use
- Highway 9/Alpharetta Highway Corridor Commercial -- Shallow setback; mixed-use, neighborhood and low rise non-residential Zoning Categories: C-1, C-2, C-3, O-P, OCMS, MPMUD, Midtown Overlay
- GA 400/Holcomb Bridge Road Node -- NW Quadrant mixed-use, community space, office park; SE Quadrant mixed-use, multi-use trails Zoning Categories: C-2, C-3, O-P, OCMS, MPMUD, R-4, R-5, PUD, new mixed-use

- Industrial/Flex -- Master planned projects with pedestrian-oriented interiors, pocket parks and/or plazas; expand as employment center Zoning Categories: MPMUD, O-P, OCMS, I-1, new mixed-use
- Historic Area Town Center/Downtown -- Pedestrian-oriented; Promote mixed-use development, redevelopment of aesthetically problematic sites and vacant sites; shallow setbacks
 Zaving Center prices C. L. C. 2. U. P. Historia Properties Overlap area estimated because the setbacks

Zoning Categories: C-1, C-2, H-R, Historic Properties Overlay, new cottage housing zoning, new open space/parks and recreation zoning, new mixed-use

• Conservation Greenspace -- Expand trail systems and parks/greenspace; Zoning Categories: New open space zoning

The plan also identified gateways at four locations that are within the URA:

- SR 9 at the Chattahoochee River
- Holcomb Bridge Road east and west of the SR 400 interchange (2)
- Alpharetta Street at Woodstock Street

The <u>Roswell Imagine 2030 Comprehensive Plan</u> identified the following land use objectives for this node:

- Initiate a master planning process for the southeast quadrant and northwest quadrants to establish flexible zoning and design standards that achieve the high quality desired by the community.
- Provide incentives to encourage redevelopment of under-utilized and vacant strip-type development centers.
- Preserve adequate land area in this node to develop a transit station in the future.
- Identify location for connections between future retail uses and the adjacent single-family residential subdivisions.
- Preserve natural features and incorporate natural features into landscaping.
- Achieve public art with new development and redevelopment.
- Consider an Investment Incentive Program that includes limited tax abatement.

UNIFIED DEVELOPMENT CODE

A new Unified Development Code (UDC) is being written to address contemporary development and zoning practices in a format that is easily understood by administrators and the development community. Adopting the UDC is paramount to incentivizing redevelopment in the City's URAs. By consolidating numerous office and commercial district zoning classes and making mixed-use zoning more conducive, developers will be able to make an adequate return on investment and make Roswell a more competitive location.

The unification of zoning, subdivision and design criteria into a UDC ensures consistent application of City policy, and hopefully creates an improved user experience for applicants, neighbors, staff and elected and appointed officials. Adopted in the 1960s and 1970s, Roswell's outdated zoning code is encumbered by many amendments and overlays. The code does not include all of the standards required for development. By combining these standards in the new UDC, and modernizing them, the City hopes to create an easier application and approval process.

Clearer development regulations should enable the City to attract more economic activity to the area. The UDC can encourage the redevelopment of existing properties by clarifying the rules that will apply, by streamlining permitting processes, and by providing the right types of incentives (such as reduced parking). The character of Roswell's many stable residential areas will not change. The architectural and urban design standards included in the UDC are meant to create or enhance the distinctive character of the City. Where redevelopment is desired, the new UDC will help ensure quality development occurs. The UDC seeks to balance the desires of developers and existing residents and business owners. The new UDC will seek to make projects that match the community's desires as expressed in the Comprehensive Plan easier to develop, and varying or ignoring those rules more difficult.

The UDC is intended to mirror the Comprehensive Plan, which sets up the framework for density/intensity, along with infrastructure needs, to serve development. With regard to stormwater, as more new development occurs, individual sites may provide enhanced stormwater controls, thereby improving the City's ability to manage stormwater from other existing sites. The new UDC will implement the city-wide approach to improving infrastructure in support of new development in the Comprehensive Plan. In addition, new development will be encouraged to be bike and pedestrian friendly, allowing for reduced vehicle trips.

Parcel Acquisition

Parcel acquisition may be necessary to assemble property and to obtain right-of-way in projects in progress or being considered. The specifics of such acquisition plans cannot be discussed in great detail before these plans are ready for negotiation. It is not the city's intention to condemn property except as allowed under the Urban Redevelopment Law in order to clear a clouded title (friendly condemnation), or in cases of threats to public health and safety. The Roswell Transportation Department has projects within the URA that will require right-of-way acquisition.

Structures to be Demolished or Rehabilitated

Demolition, replacement, relocation and rehabilitation decisions are based on the condition of the structure and negotiations with the property owner. No takings have occurred or are planned.

Strategy for Leveraging Private Resources for Redevelopment

Private resources have been and will be leveraged for redevelopment in the area. Georgia Power, Development Authority of Fulton County, Roswell Business Alliance, and the North Fulton Chamber of Commerce (Progress Partners) are important partners that assist in developing prospects and creating an atmosphere for business attraction. The City has a new partner in redevelopment with the reactivation of the Downtown Development Authority (DDA). Board members have experience in development from engineering, investment/ownership, real estate, and business perspectives. The DDA has developed a work plan, identified catalyst properties, and is preparing a master plan for the initiation of a City transportation project that will transform land uses between Canton Street and City Hall.

In addition, the City has had an Opportunity Zone for two years, and intends to create a second one after approval of this document. The job tax credits available through this program are essential to increasing private investment in the Urban Redevelopment Area. In those two years, several properties have been rehabilitated and reused and jobs created due to these credits. The Roswell Business Alliance has been marketing the program to real estate companies and businesses looking to locate in Roswell.

In 2010, Roswell voters approved redevelopment powers for the City of Roswell. No Tax Allocation Districts have been established so far, but the potential increases as economic conditions improve.

Relocation Strategy for Displaced Residents

The City will follow the relocation standards of the Federal Uniform Relocation Assistance and Real Properties Acquisition Policies Act of 1970 (42 USC Chapter 61) for any federally- or state-funded projects. For city- or authority-funded projects, the City will endeavor to provide relocation for displaced residents and businesses to equivalent or better accommodations in a manner that minimizes disruptions to their lives and operations. Relocation will take into account placement that allows the least disruption to work, school, transportation, cultural, and home activities.

Covenants or Restrictions to be placed on Properties in the Plan Area

Property within the Urban Redevelopment Area will not have any restrictive covenants or deed attachments. Current Roswell zoning, code and overlay requirements will remain in place. The City is willing to work with developers and citizens to address concerns about development and redevelopment in the area.

Provision of Public Infrastructure

As discussed in the Land Use Objectives portion of the plan, several infrastructure improvements are planned, underway or have already occurred in the plan area. Many of these are transportation projects. According to the Diagnostic Report completed for the UDC, managing stormwater and creating better multi-modal transportation connections will be essential for future development.

"An Opportunity Zone in Roswell will provide the incentive for additional GDOT funding for transportation projects in the city."

– State Senator and former GDOT Board Member Brandon Beach

The following public infrastructure projects affecting the 2013 Urban Redevelopment Area:

APPROVED FOR DESIGN

Sun Valley Extension – Phase I

UNDER CONSTRUCTION

SR 9 ATMS (Advanced Traffic Management System) on Hwy 9

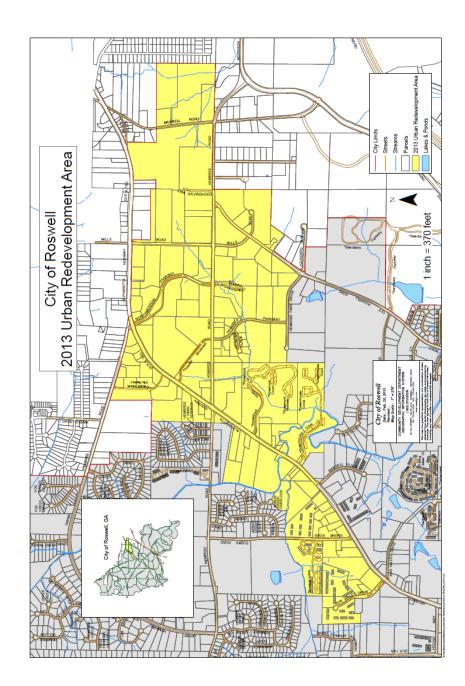
COMPLETED

Old Roswell Road/Westside Parkway Improvements Bus Shelters and Simme Seats along Hwy 9 bus route

Strategy for Implementing the Plan

The strategy for implementing the 2013 Roswell Urban Redevelopment Plan draws heavily upon a blend of prior studies that have been conducted. Each of these studies involved tremendous public input and have been adopted by the Mayor and City Council. The cumulative strategy set out in the 2030 Comprehensive Plan, Transportation Master Plan, and Strategic Economic Development Plan is the basis for the Roswell Urban Redevelopment Plan. The City will update its Short-Term Work Program to reflect the priorities of this plan, and the Unified Development Code will be written in a way that maximizes redevelopment of the plan area.

The Mayor and City Council of the City of Roswell will guide implementation of the policies associated with this plan as the City has no plans to create an Urban Redevelopment Agency at this time. The Housing Authority and the Downtown Development Authority could be considered as agencies in the future. Their input and participation are crucial to implementing this plan. City of Roswell staff will implement elements of the plan with the assistance of partner organizations.



Appendix 1: 2013 Urban Redevelopment Plan Map