CITY OF HARLEM, GEORGIA

COMPREHENSIVE PLAN 2016-2026

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Prepared for

The Mayor and City Council
Harlem Georgia
320 North Louisville Street
Harlem, Georgia 30814

The Mayor of the City of Harlem, Georgia and Council members of The City of Harlem recognize the efforts and input of multiple individuals who contributed to the creation of this comprehensive plan document which will provide vital information for decision making over the course of the next decade. This blueprint, for future area development, is the culmination of multiple meetings in which area leaders came together to discuss the future of the City of Harlem.

City staff exhibited an unwavering commitment towards the development of this comprehensive plan as they have dedicated numerous hours compiling data, providing valuable time to provide their insight into their communities, and generating sound ideas to include in this plan.

Dedication
Mr. Franklin Jennings

This Comprehensive Plan is dedicated to Harlem resident and former Harlem Planning Commissioner Franklin Jennings. Mr. Jennings served on the Harlem Planning Commission from 2002 until 2014. Mr. Jennings – an Army veteran – was truly an outstanding member of the Commission. Long before the City had professional planning staff, and long before the rest of us knew the importance of the Comprehensive Plan, Mr. Jennings realized the value of the Plan and stressed its importance.

Whenever a zoning matter was being debated, he always posed the question, "What does the Comp Plan say?" It was largely rhetorical in nature, for he already knew exactly what the plan said. It was just his way of emphasizing the importance of the document and ensuring that decisions took the Plan's direction into account.

As the City looks ahead towards unprecedented growth, the Comprehensive Plan document and the planning process that led to it will be of tremendous importance. We thank Mr. Jennings for his contributions to the City, and we thank him for emphasizing the importance of planning and the Comprehensive Plan.

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1 Introduction

The Comprehensive Planning Process

Communities which have the ability to anticipate and accommodate change over a period of time are communities that are very likely to survive and thrive. A number of uncontrollable variables (ex. *national, state, regional economic issues, etc.*) can have an impact on whether any given jurisdiction will remain a viable place to reside, work, and have amenities for residents to enjoy over an extended period of time.

Change is an inevitable event in most communities through political leadership and ideology, population change, and development or stagnant development which can lead to dilapidated buildings and increasing blight. Community stabilization is a vital factor in remaining viable and encouraging quality growth. A vision which is consistent and locally generated in conjunction with a implementation plan can ignite economic opportunities and encourage social cohesiveness in any given jurisdiction.

Elected officials and city leaders have recognized the importance of a coordinated and comprehensive planning effort in order to address the needs and opportunities of the community which includes concerns regarding development, housing, vitality, an the maintaining of small town character. This comprehensive plan document presents these issues and locally-agreed upon solutions. The Harlem Comprehensive Plan is the official guiding document for the City of Harlem and serves the following purposes:

- OUTLINES A DESIRED FUTURE
- PROVIDES A GUIDE TO HOW THAT FUTURE IS ACHIEVED
- FORMULATES A COORDINATED LONG-TERM PLANNING PROGRAM

The comprehensive plan also seeks to capitalize on opportunities in the areas of transportation, economic development, cultural & natural resources, and land uses. This is accomplished by providing guidance for:

- LAND DEVELOPMENT
- ATTRACTION AND RETENTION OF JOBS
- IMPROVEMENTS OF RECREATIONAL FACILITIES
- PROVISION OF PUBLIC SERVICES AND FACILITIES

In conjunction with Columbia County's Service Delivery Strategy (*see page 6*), this comprehensive plan document is a resource that provides a locally-agreed upon map for a unique and successful jurisdiction. This resource should be used by appointed and elected officials as they deliberate development issues and **help their respective citizenry understand the benefits of the policy.**

The City of Harlem in Context

The founding of the city of Harlem is linked to a growing lumber town located a mile away from the modern day city center of Harlem. The town of Sawdust was located on the now defunct Augusta-Eatonton rail line. Founded in 1840, Sawdust allowed the sale of liquor and travelers on the Augusta-Eatonton rail line who stopped in Sawdust enjoyed these spirits. This travelers gave the town of Sawdust a reputation of being a wild and unruly place.

Dr. Andrew J. Sanders, a graduate of the Medical College of Georgia, moved to the area near Sawdust. Seeking to increase the population of the area, Dr. Sanders begin to sell portions of his property for the price of a dollar per acre. He also sought to encourage institutions to be established in the area, so portions of the land were donated in order to establish the Baptist Church, Methodist Church, and a school.

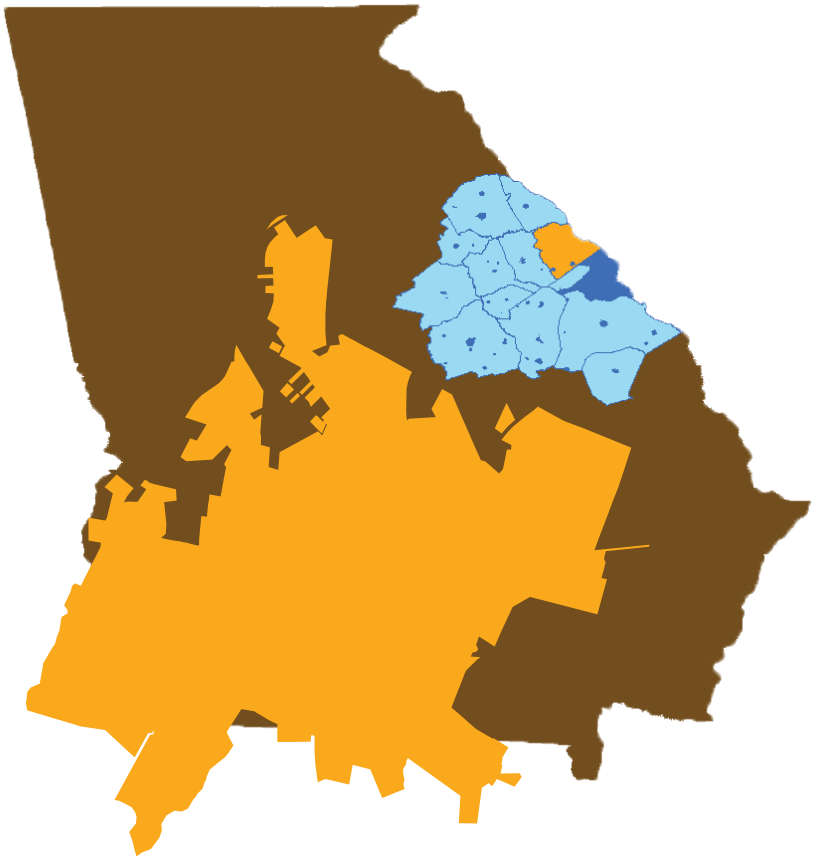
The population of the area increased to allow the City of Harlem to become incorporated on October 24, 1870. The name "Harlem" was chosen as it reminded residents transplanted from New York City of the, then, elite artistic area of New York as it was a similar haven for residents of Augusta.

The town of Sawdust was eventually absorbed into Harlem and 17 years later the community of Cerlastae was also brought into the city limits. The city begin to thrive and by 1923 the city of Harlem contained approximately 500 residents and contained an opera house, the Hicks Hotel, electric lights along the main road, stores, two gin mills, and daily train service.

The town of Berzelia merged with Harlem in 1933 and through the 40's the city remained a small, familiy oriented friendly city. The focal point of the town center was the Columbia Theater which ran first-run movies from 1949-1963.

The city of Harlem began to experience a downturn. The loss of major employers in the city fore-shadowed the loss of smaller businesses within the city. Passenger train traffic begin to dwindle. The Georgia Railroad depot was removed in 1965 and in 1983 the last passenger train came through Harlem.

In the years after the departure of the last passenger train, Harlem developed a reputation as a charming bedroom community for many who work throughout the Central Savannah River Area. Harlem is home to a large number of current and former military and civilian employees of neighboring Fort Gordon, a United States Army installation that traditionally served as the home of the Signal Command and more recently became the home of the Army's Cyber Command.



Recent Planning Initiatives

A comprehensive plan should be viewed as evolving, a document that should be altered as the conditions in the community change. The update of this document is required to ensure the needs of the jurisdiction are met.

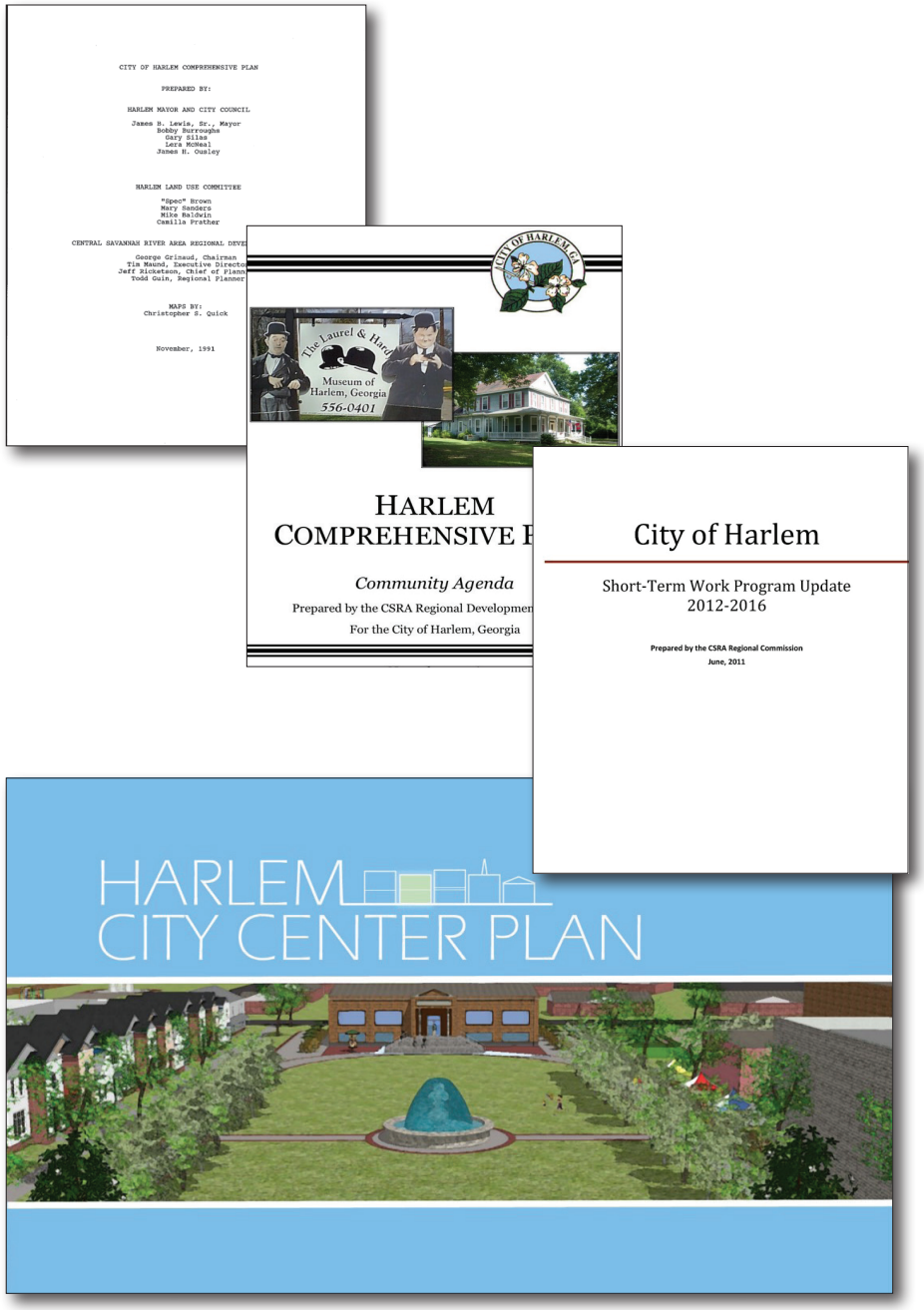
The relevance of prior Harlem comprehensive plans have diminished as implementation recommendations have either been completed or, due to the passage of time, the importance of certain recommendations are no longer found to be important to a the community. This new comprehensive plan document addresses relative community changes since the prior plan was adopted.

The 1991 City of Harlem Comprehensive Plan was prepared by the Central Savannah River Area and adopted in 1991 in a format consistent with standards established by the Georgia Department of Community Affairs (Georgia DCA) prior to 2005. This document outlined city conditions that were in line to be addressed at that time and formulated goals regarding housing, land-use, economic development.

The information provided within this document was used by community leaders to make coordinated decisions regarding public funds and land use. The 2006 Harlem Comprehensive Plan revised goals and objectives for Harlem, as well as updated city data to account for growth within Harlem.

The City of Harlem continued its dedication to community planning by working with the now named Central Savannah River Area Regional Commission (CSRA-RC) to complete the 2012-2016 Short-Term Work Program Update and to create the Harlem City Center Plan, an urban redevelopment plan focused on center city Harlem.

The Harlem City Center Plan is a plan created to provide guidance to community leaders and decision-makers regarding the current uses within the Harlem city center and provide recommendations for a potential city center greenspace with a new city library anchoring the area.



In order for any city, town, or county to continue to be a viable place to work, live, and play over a period of time the jurisdiction must anticipate and accommodate the aforementioned change.

The stabilization and quality growth of a city begins with a consistent and locally generated vision and implementation plan that has the ability to ignite economic opportunity, social cohesiveness, and general excitement towards the ability of the community to be more than it is.

Officials with the City of Harlem understand the requirement for a coordinated and comprehensive planning process to address the needs of Harlem and improve the opportunities the city has to offer. Concerns include economic vitality and population increase. This document consolidates these identified issues and locally agreed-upon solutions.

The 2016 Harlem Comprehensive Plan is the official guiding document for the future of Harlem and serves the following functions:

- Lays out a desired future for the community
- Provides a guide for how that future is to be achieved
- Provides the framework for a coordinated long-term planning program

This document also addresses issues regarding transportation, economic development, cultural and natural resources, and land use in a coordinated manner for the purposes of serving as a guide for how:

- Land will be developed within the city limits
- Commercial retail stores will be attracted and retained
- Greenspaces will be created and used
- Public infrastructure will be improved
- Public services and facilities will be provided

In conjunction with the county's Service Delivery Strategy the comprehensive plan document becomes a resource for elected and appointed officials as they deliberate issues of development and convey policies to their respective citizenry.

The Comprehensive Plan Structure

The City of Harlem selected the Central Savannah River Area (CSRA) Regional Commission as the planning coordinator for the City of Harlem 2016-2026 Comprehensive Plan. This document has been prepared to meet the minimum requirements of the Georgia Department of Community Affairs' 2014 Minimum Planning Standards and Procedures for Local Comprehensive Planning which were made effective in July 2014.

The 2016-2026 plan includes the following state-required components:

- Community Goals
- Needs and Opportunities
- Community Work Program
- Economic Development Element
- Land Use Element

The Harlem Comprehensive Plan also includes the following additional topic-specific sections:

- Community Facilities
- Community Facilities - Transportation
- Cultural and Natural Resources
- Housing

The state-required comprehensive planning components, and additional elective elements listed are distributed throughout the 2016-2026 Comprehensive Plan within three different sections: Introduction, Community Profile, and the Community Agenda.

Service Delivery Strategy

The "Service Delivery Strategy Act" (O.C.G.A 36-70) adopted by the General Assembly of Georgia in 1997 required all Georgia counties and incorporated municipalities to adopt a joint "Service Delivery Strategy" document. The service delivery strategy document is an action plan which is supported by appropriate ordinances and intergovernmental agreements with the intent of ensuring local government services are provided and land use conflicts within a county are resolved.

The "Service Delivery Strategy (SDS) Act" - and the SDS document - provides governments the ability to examine public services, identify overlap or gaps in service provisions, and develop better opportunities for the allocation, delivery, and funding of these services among local governments and other authorities within the county.

The Columbia County Joint Service Delivery Strategy document has been reviewed and updated in coordination with this comprehensive planning effort. Figure 1.1 illustrates the components and criteria that must be addressed by the service delivery strategy.

Figure 1.1 - Georgia DCA Requirements for Service Delivery Strategy Documents

- An identification of all services provided in the county by all cities, counties and authorities.
- An assignment of which local government will be responsible for providing which service in what area of the county.
- A description of how all services will be funded
- An identification of intergovernmental contracts, ordinances, resolutions, etc., to be used in implementing the Strategy, including existing contracts.
- The Service Delivery Strategy should provide for the elimination of duplication of services, or and explanation for its existence.
- Jurisdictions charging water and sewer rate differentials to customers outside their boundaries must be able to justify such differentials.
- Services provided primarily for unincorporated areas must be funded by revenues derived exclusively from unincorporated areas.
- Conflicts in land use plans within a county, between the county and its cities must be eliminated.
- A process must be agreed upon for resolving land use classification disputes between a county and city over property to be annexed.

Figure 1.1: Planning Process for the 2016 City of Harlem Comprensive Plan

Procedure		Description
a)	First Required Public Hearing	Brief public on the process and provide opportunities to participate
b)	Plan Development	Must include opportunity for involvement from stakeholders and community members
c)	Second Public Hearing	Once plan is drafted must be made available for public review
d)	Submittal for Review	Upon completion must submit to Regional Commission for review
e)	Notification of Interested Parties	The RC will notify all interested parties of the availability of the plan for review and comment
f)	Regional Commission Review	RC will review the plan for potential conflicts
g)	Department Review	DCA will review for compliance with their "Rules"
h)	Report of Findings and Recommations	A report of findings and recommendations must be transmitted 40 days after submittal
i)	Plan Revisions	If plan is not in compliance revisions may be made to the plan to meet requirements
j)	Adoption of Plan	Once the plan is found in compliance the plan can be adopted within a certain time frame
k)	Notification of Local Adoption	RC must be notified of adoption within 7 days and forward to DCA in another 7 days
l)	Qualified Local Government	DCA will notify communities their QLC has been extended
m)	Publicizing the Plan	Publication of plan adoption must occur and citizenry informed of the availability of plan for review

A comprehensive plan should be composed to reflect the shared vision, goals and objectives for the City of Harlem.

The Georgia Department of Community Affairs requires the planning process for comprehensive plan to follow a set of minimum procedures to ensure that the public has the opportunity to provide input and review the comprehensive plan document as it is created. Figure 1.3 provides a list of the required procedures and provides a brief description of each.

Consistent public input is a necessary component for the creation and completion of this comprehensive plan document. In conjunction with public hearing, a stakeholder committee was created. This committee was comprised of municipal and county leaders with the primary purpose of assuring CSRA-RC staff reflect the aforementioned shared vision, goals, and objectives of their communities.

An initial stakeholder meeting was held on March 17, 2015. CSRA-RC staff presented preliminary data regarding population, housing, economic development, and land use. CSRA-RC staff initiated a dialogue with committee members to gain their perspective regarding presented data. Staff also met with the Stakeholders on the following dates:

- May 11, 2015
- July, 26, 2015
- September 22, 2015

2 Community Profile

2016 Harlem Comprehensive Plan

HARLEM

COMMUNITY PROFILE

The Community Profile chapter of the City of Harlem 2016-2026 Comprehensive Plan contains an analysis of multiple elements on the jurisdiction to provide the necessary background for guidance and recommendations listed in the "Needs and Opportunities" section and a majority of items within the Community Agenda of this comprehensive plan.

A number of data extracts which address elements of the "Minimum Standards and Procedures for Local Government Planning" rules are found in the Community Profile. Portions of these extracts were examined and utilized by stakeholders to gauge preliminary impressions of their community presented to them by CSRA staff.

The information presented in this section represents only a "snapshot" of all research conducted for this planning process.

HARLEM, GA

2.1 General Demographics

The examination of population statistics spanning decades provides the foundation for all sections of the Community Profile. The analysis of population data lays the ground work for community initiatives over the course of the timeframe of this comprehensive planning document.

Population data is important in understanding the following:

- Where the potential need for infrastructure lies
- The creation of land development patterns which are consistent with the goal and policies of this plan
- Opportunities for developers to work with city leaders for the location of developments in appropriate areas

The General Demographic section provides information regarding:

- POPULATION
- POPULATION PROJECTIONS
- HOUSEHOLDS
- AGE DISTRIBUTION
- RACIAL COMPOSITION
- ETHNIC COMPOSITION

Figure 2.1.1: Population for Harlem, Surrounding Jurisdictions, and State of Georgia

	2000	2010	2000 -2010 Change	2000 - 2010 Percent Change
City of Harlem	*1,796*	*2,666*	*870*	*48.4 %*
Columbia County	*89,288*	*124,053*	*34,765*	*38.9 %*
McDuffie County	*20,119*	*21,231*	*1,112*	*5.5 %*
Georgia	*8,186,453*	*9,687,653*	*1,501,200*	*18.3 %*

Source: U.S. Census Bureau, 2000 and 2010 Summary File 1 (SF1)& CSRA-RC Staff Calculations

Figure 2.1.2: Projected Population for Harlem, Surrounding Jurisdictions, and State of Georgia

	2020	2030	2020 -2030 Change	2020 -2030 Percent Change
City of Harlem	*2,753*	*2,814*	*61*	*2.2 %*
Columbia County	*149,889*	*163,993*	*28*	*19.3 %*
McDuffie County	*23,361*	*24,463*	*1,102*	*4.7 %*
Georgia	*11,326,787*	*13,154,530*	*1,827,743*	*16.1 %*

Source: Projections provided by the Georgia's Governor's Office of Management & Budget and Calculations by CSRA -RC Planning Staff

Population

The dynamics of the City of Harlem's population trends, current population, and projected population provides a certain level of clarity for initiatives to be undertaken over the prescribed time period of this comprehensive plan.

This analysis of population data indicates the population of Harlem is exceeding the growth rate of its containing county by 9.5 percent between the years 2000 and 2010 and have exceeded statewide growth by approximately 30 percent during this time period.

Figure 2.1.1 illustrates the total population of Harlem, surrounding jurisdictions, and the State of Georgia for 2000 and 2010. It is clear that Harlem and Columbia County have experienced tremendous growth when compared to McDuffie County and the State of Georgia.

Population Projections

The population of Harlem is increasing in conjunction with Columbia County as its population has increased by 38.9 percent between 2000 and 2010. Between 2010 and 2014, it is estimated that Columbia County grew by 12.3 percent, ranking Columbia County as the 29th fastest growing county in the United States. Harlem should benefit from this growth.

Harlem should attract new residents as population growth within the county and the addition of staff on the Fort Gordon military instillation will bring an influx of potential new residents to the area. ***Figure 2.1.2*** provides projected population for multiple jurisdictions, including Harlem and surrounding jurisdictions. Harlem residents felt that the 2.2 percent increase in population is modest and that the city will have a higher rate of growth based on the factors mentioned in the population section.

2.1 General Demographics

Households

A household may be defined as one or more people living within a single dwelling unit and sharing meals or living space and may consist of a group of individuals related or unrelated. An analysis of households is useful for the analysis of people living in housing units throughout the city of Harlem. Figure 2.1.3 detailed information regarding housing types in Harlem for the years 2000 and 2010.

The change in the number of households is the first statistic to be examined as it provides further insight into population trends for the city. Harlem increased its number of households by 47 percent between the year 2000 and 2010. This is a substantial increase in population during this timeframe providing further evidence of population growth.

The change in the number and type of households within the city of Harlem between the year 2000 and 2010 provides another indicator regarding the type of population change the city experienced. Figure 2.1.3 indicates the types and number of households within the city limits of Harlem, Georgia for the aforementioned years. Consistent with population growth, all categories of households have experienced growth over the last ten years.

Based on the data in Figure 2.1.3, Harlem is seeing its greatest growth in the number of Married Couples and Family Household locating within the city between the year 2000 and 2010. Significant increases have occurred in a majority of categories of households having an increase of nearly 30 percent. The exceptions are households with a female householder with no husband with child (an increase of 7.3 percent) and female households with no husband (an increase of 19.6 percent).

Figure 2.1.3: Comparison of Household Type and Number in The City of Harlem

	2000	2010	2000 -2010 Change	2000 - 2010 Percent Change
Total Households	*694*	*1020*	*326*	*47 %*
Family Household	*483*	*722*	*239*	*49.5 %*
Family Household with Children	*282*	*366*	*84*	*29.8 %*
Married Couples	*298*	*492*	*194*	*65.1 %*
Married Couples with Children	*164*	*223*	*59*	*36 %*
Female Householder No Husband	*158*	*189*	*31*	*19.6 %*
Female Householder No Husband with Child	*109*	*117*	*8*	*7.3 %*
*Male Householder No Wife**	*N/A*	*41*	*N/A*	*N/A*
*Male Householder No Wife with Child**	*N/A*	*26*	*N/A*	*N/A*
Non-Family Household	*211*	*298*	*87*	*41.2 %*
Householder Living Alone	*185*	*259*	*74*	*40 %*

Source: U.S. Census Bureau, 2000 and 2010 Summary File 1 (SF1)& CSRA-RC Staff Calculations
**This data was not available in the 2000 Census*

Figure 2.1.4: Age Groups Within the City of Harlem 2010 Census

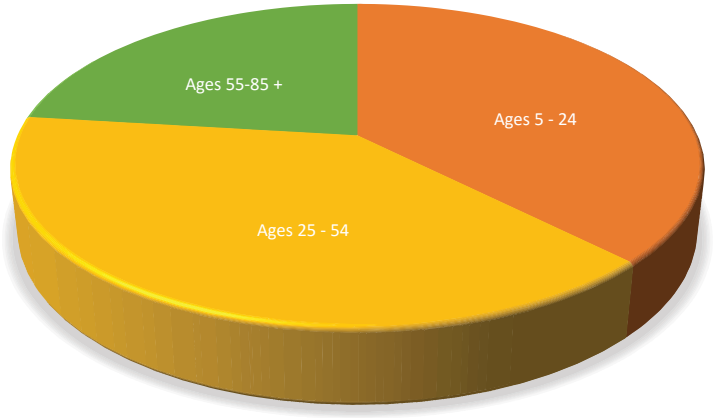
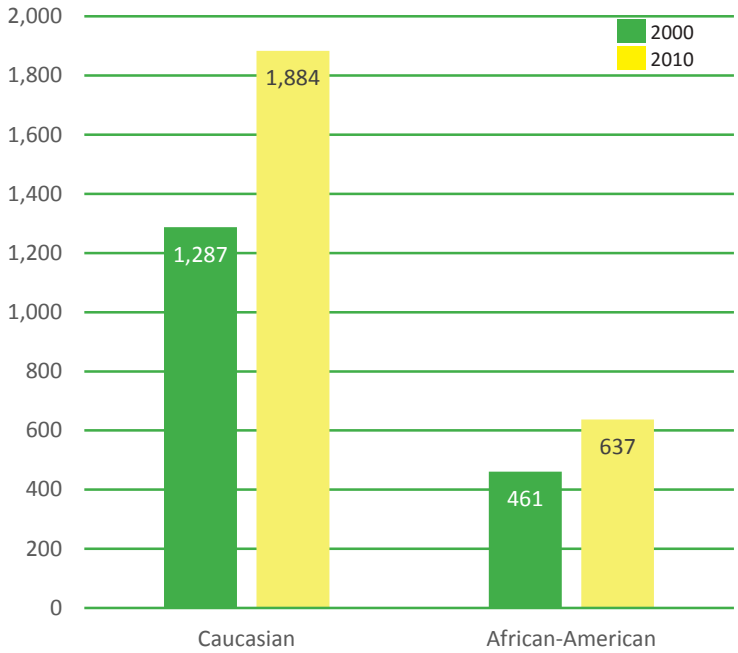


Figure 2.1.5: Racial Composition of Major Races in Harlem 2000 & 2010



Age Distribution

The populace of the city of Harlem is relatively diverse regarding age groups. As stated in the previous section the number of married couple households and family households represents the largest household groups in Harlem. This translates to approximately 37 percent of the total population of Harlem being between the age of 25-54 in 2010 representing the largest of the age groups listed within the U.S. Census Data.

Figure 2.1.4 illustrates that majority of residents in Harlem were between the ages of 25 and 54. This indicates that Harlem has a relatively young population. The inclusion of data regarding families with children lower than the age of five could boost these number beyond those listed.

Racial & Ethnic Composition

The growth the city of Harlem has experienced over the last decade has included substantial growth in the number of Caucasian residents. The number of residents that are a part of this racial group has increased by 597 people over the 10 year period between the year 2000 and 2010 (***Figure 2.1.5***). There was an increase of 176 new African-American residents in Harlem during this time frame.

The number of residents that identify themselves as Hispanic has increased dramatically within Harlem. Between 2000 and 2010, the number of Hispanic residents in Harlem has increased from 41 residents to 113 residents.

General Demographics - Summary

The City of Harlem is experiencing significant issues within its boundaries which will be intensified and should be address to avoid potential issues characterized by an increasing residential population. These issues include:

- *Increasing number of residents in Harlem*
- *A population projection that is reserved in the number of new residents expected in Harlem*
- *A major increase in the number of family and married households within the city*
- *A significant portion of the population which is between the ages of 25 and 54*

The City of Harlem, Georgia is in a unique situation when compared to the majority of jurisdictions throughout the Central Savannah River Area. The population of Harlem is increasing while most jurisdictions are experiencing a decline in residents.
This is an enviable position as the city has a foundation of stable residents on which to move forward with improvements to city infrastructure, housing policies, and amenities in order provide a better quality of life for current and future residents.

2.2 Housing

Residential properties represent a significant portion of a majority of municipalities throughout the state. Harlem is no exception as the importance of ensuring residents have safe and adequate housing is a priority for city staff and elected representatives.

The City of Harlem is now facing growth that requires Harlem to expand its offerings of housing within the city. The potential influx of new residents may overwhelm the existing housing stock if not prepared for. This section contains an assessment of current housing within Harlem. Information regarding the adequacy and suitability of the existing housing is presented in this section through an analysis of the following:

- NUMBER OF HOUSING UNITS
- HOUSING OCCUPANCY
- HOUSING DIVERSITY
- AGE OF HOUSING STOCK
- HOUSING COST
- COST BURDENED HOUSEHOLDS

2.2 Housing

2.2.1 Number of Housing Units

The condition of housing within a community provides an insight into the economic and social health of an area. A vibrant and invigorated community includes new housing developments containing a variety of housing types for the inclusion of multiple income levels. The renovation of existing housing stock is also a sign of a healthy community. Stagnant growth, an excessive number of dilapidated and abandoned housing may lead to a low quality of life.

The City of Harlem has seen a dramatic increase in the number of housing units located within the city limits. ***Figure 2.2.1*** indicates a total of 462 new housing units have been built throughout Harlem, this represents a 70 percent increase in the number of units available to residents.

Figure 2.2.1: Number of Housing Units in the City of Harlem 1990 - 2010

Year	*Housing Units*
1990	*658*
2000	*763*
2010	*1120*
Change Between 1990 & 2010	*462*
Percent Change Between 1990 & 2010	*70.2 %*

Source: U.S. Census Bureau, 1990, 2000 and 2010 Summary File 1 (SF1)& CSRA-RC Staff Calculations

Figure 2.2.2: Housing Occupancy Rates 2000 - 2010

Year	*2000*	*Percent 2000*	*2010*	*Percent 2010*
Total Housing Units	763	100 %	1120	100 %
Occupied Housing Units	704	92.3	1020	91.1
Vacant Housing Units	59	7.7	100	8.9
Seasonal Housing	3	0.4	6	.5
Owner Occupied Housing	484	68.8	737	72.3
Renter Occupied Housing	220	31.3	283	27.3

Source: U.S. Census Bureau, 1990, 2000 and 2010 Summary File 1 (SF1)& CSRA-RC Staff Calculations

2.2.2 Housing Occupancy

As noted in the previous section, there has been a significant increase in the number of housing units located within the city of Harlem. ***Figure 2.2.2*** illustrates there has been approximately 70 percent increase in the number of housing units and there has only been a 1.2 percent increase in the number of vacant housing units within the city and approximately 75 percent of all housing in Harlem is owner occupied.

This information indicates that the residents of Harlem are primarily owner occupants of their homes and that the population of Harlem is stable and seeks to have roots within the community. Based on conversations with members of the community, residents are protective of their community character and property values.

2.2.3 Existing Housing Type

Detached single-family units make up approximately 80 percent of the housing stock in Harlem. This increase in the number of single-family detached housing units represents an approximate 3.4 percent decrease in other types of housing units within the city of Harlem, based on data from the 2000 U.S. Census and 2009-2013 American Community Survey.

The number of single family detached homes increased by 87 percent between these two time periods and represents the largest increase in residential units at 464 units. The number of attached single residential units (21.9 percent), double units (7.2 percent), and buildings containing 3 to 9 units (31.9 percent) have increased modestly in comparison.

There has been a decrease in the number of mobile homes/trailers located within the city limits of Harlem. The City of Harlem has committed to increasing the quality of life for its residents including the removal of visual blight. This commitment has effectively removed 28 percent of mobile homes / trailers from the city according to the American Community Survey (ACS).

Figure 2.2.3: Harlem Change in Housing Types between the 2000 and 2009 - 2013 American Community Survey

Type of Housing Unit	*2000 Housing Units*	*2000 % of Housing Units*	*Housing Units 2009-2013 ACS*	*Margin of Error*	*2009-2013 % of Housing Units*
Single Units (Detached)	533	75.6 %	997	+/- 123	79.0 %
Single units (Attached)	32	4.5 %	39	+/- 31	3.1 %
Double Units	69	9.8 %	74	+/- 51	5.9 %
3 to 9 Units	47	6.7 %	62	+/- 57	4.9 %
10 to 19 Units	0	0.0 %	64	+/- 55	5.1 %
20 or More Units	6	0.9 %	13	+/- 16	1.0 %
Mobile Homes or Trailers	18	2.6 %	13	+/- 13	1.0 %
Total	705	100 %	1262	+/- 114	100 %

Source: U.S. Census Bureau, 1990, 2000 and 2010 Summary File 1 (SF1)& CSRA-RC Staff Calculations

2.2 Housing

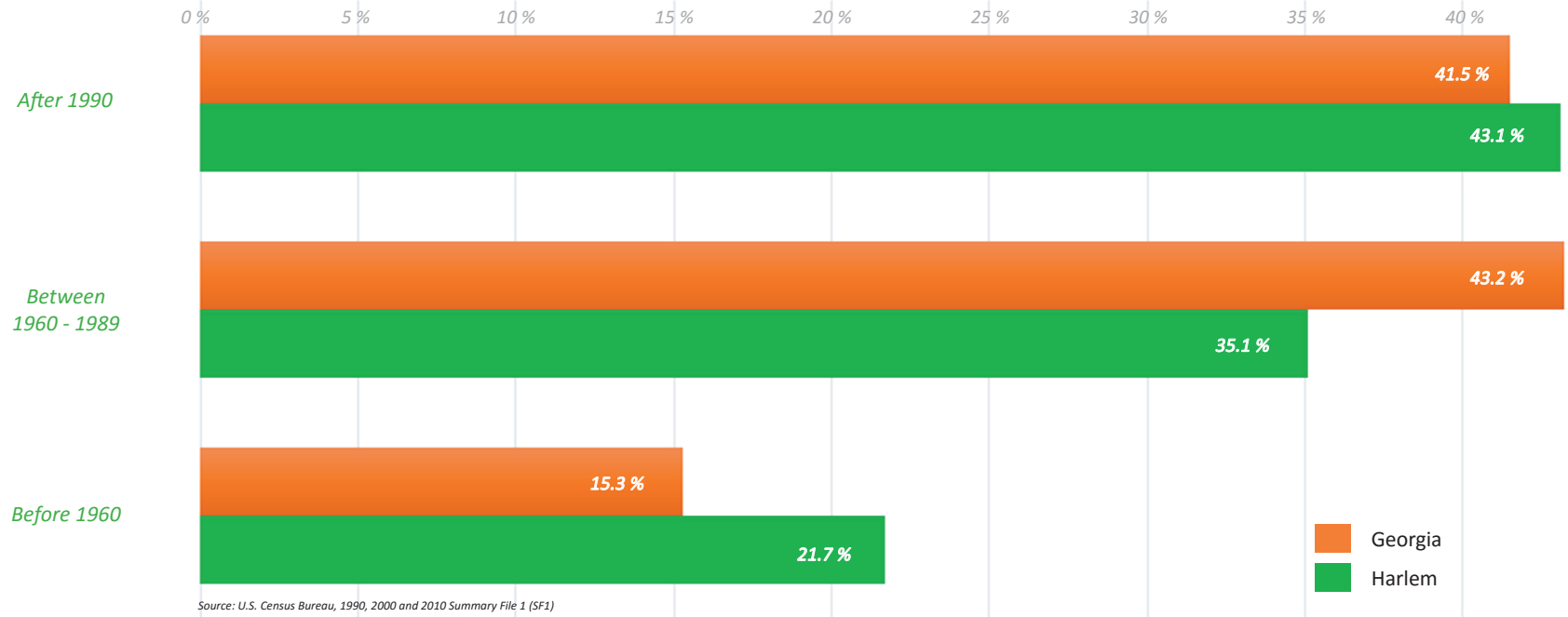
2.2.4 Age of Housing Stock

The age of housing stock within a jurisdiction can provide an indication of the health of residential neighborhoods in terms of vitality and community health. ***Figure 2.2.4*** lists the percentage of residential housing units by age in three distinct groups - residential units built prior to 1960, between 1960 and 1989, and after 1990.

According to information from the Census and the American Community Survey (ACS), the majority of housing in the city of Harlem was built after 1990 indicating that the housing stock in Harlem is relatively modern and new. When compared to the State of Georgia, Harlem is slightly ahead in the percentage of housing in comparison to the state as a whole.

The percentage of homes built between 1960 and 1990 in Harlem is less as 35.1 of homes in Harlem were built during this time period. This is significantly less than the State of Georgia at 43.2 percent. The number of homes build before 1960, as expected, is the lowest percentage of homes of both Harlem and the state of Georgia. 21.7 percent of all housing within the city of Harlem was built prior to 1960. In comparison, 15.3 percent of all housing in the state of Georgia was built during this time period.

Figure 2.2.4: Housing by Age within Harlem



Source: U.S. Census Bureau, 1990, 2000 and 2010 Summary File 1 (SF1)

2.2.5 Housing Cost

Figure 2.2.5 provides the value of residential structures for the City of Harlem for the year 2000 and the 2009-2012 American Community Survey (ACS). The value of occupied housing units in Harlem has increased during this time period. In the year 2000, approximately 78 percent of occupied homes in Harlem were valued between $50,000 and $99,999. This number changed as occupied home values spread over a greater range. Data from the 2009-2013 ACS indicates that the value of homes increased as the majority of homes within the city of Harlem were valued between $100,000 and $199,999.

The median rental unit in Harlem in the year 2000 was $613. There were a total of 378 occupied rental units in Harlem at this time. The 2009-2013 ACS states that the number of rental units increased by seven units to a total of 385. The median rent increased by $47 between this time period.

2.2.6 Cost Burden Households

Cost burden households are refer to those households which spend more than 30 percent of total household income on housing cost (mortgage cost or gross rent). The perception of cost burden households as primarily low-income households is a misconception as this condition can occur at every income level due to the choices of the household rather than the income of household.

The data from the 2000 Census indicates that cost burden households comprised a total of 29.8 percent of 296 homes with a mortgage and 36.3 percent of 129 rental home located within the city of Harlem. Census data form the 2009-2013 American Community Survey shows that he number of cost burdened household with a mortgage remained similar to 2000 Census levels at 26.9 percent of 475 homes. The percent of cost burdened households increased to 53.2 percent of 205 rental units.

Figure 2.2.5: Value of Occupied Housing in Harlem between 2000 and 2009 - 2013 American Community Survey

Type of Housing Unit	2000 Housing Units	2000 % of Housing Units	Housing Units 2009-2013 ACS	Margin of Error	2009-2013 % of Housing Units	Change in Number of Units	Change in Percentage
Less than $50,000	43	10 %	25	+/-18	3.5 %	-18	67.4 %
$ 50,000 - $ 99,999	338	78.6 %	133	+/-69	18.5 %	-205	-41.9 %
$ 100,000 - $149,999	34	7.9 %	213	+/-68	29.6 %	179	-60.7 %
$ 150,000 - $ 199,999	8	1.9 %	244	+/-89	33.9 %	236	526.5 %
$ 200,000 - $ 299,999	7	1.6 %	51	+/-32	7.1 %	44	2950.0 %
$ 300,000 - $ 499,999	0	0 %	50	+/-36	6.9 %	50	N/A
$ 500,000 - $ 999,999	0	0 %	4	+/-8	0.6 %	4	N/A
$ 1,000,000 or more	0	0 %	0	+/-13	0.0 %	0	N/A
Total	430	100 %	720		100 %		

Source: U.S. Census Bureau, 1990, 2000 and 2010 Summary File 1 (SF1)& CSRA-RC Staff Calculations

Housing - Summary

Economic prosperity is a primary goal for communities and the City of Harlem is no exception as the city wishes to attain this goal while maintaining its existing charm and character. The following is a list of potential concerns regarding housing within Harlem:

- *Uncontrolled development of housing within the city and near the city limits*
- *A lack of housing options within the city limits*
- *A low number of vacant housing units*
- *Housing stock that relatively young*

The issues listed above are issues that should be addressed during the stated years of the comprehensive plan. This will allow the city to guide development an eliminate the possibility of uncontrolled growth and development.

The city of Harlem also has an opportunity to increase housing diversity and create a downtown which can include housing of multiple types to provide vitality to its city center. The addition of loft apartments is a beginning to creating housing diversity and affordable units within the city center.

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2.3 Economic Development

Economic prosperity is a primary goal for most communities. Harlem is no exception, however, there is strong desire within the community to maintain a certain community character. This desire would generally encourage the establishment of smaller, locally-owned enterprises as opposed to strip malls and big-box retailers. The analysis presented within this section will provide information that will allow local elected and city officials to make planning and policy decisions that will achieve these community goals.

This section of the Community Profile will provide information about trends and issues specific to economic development and summarize the following information:

- EMPLOYMENT BY SECTOR
- UNEMPLOYMENT RATES
- LABOR FORCE
- INCOME
- COMMUTING PATTERNS

2.3 Economic Development

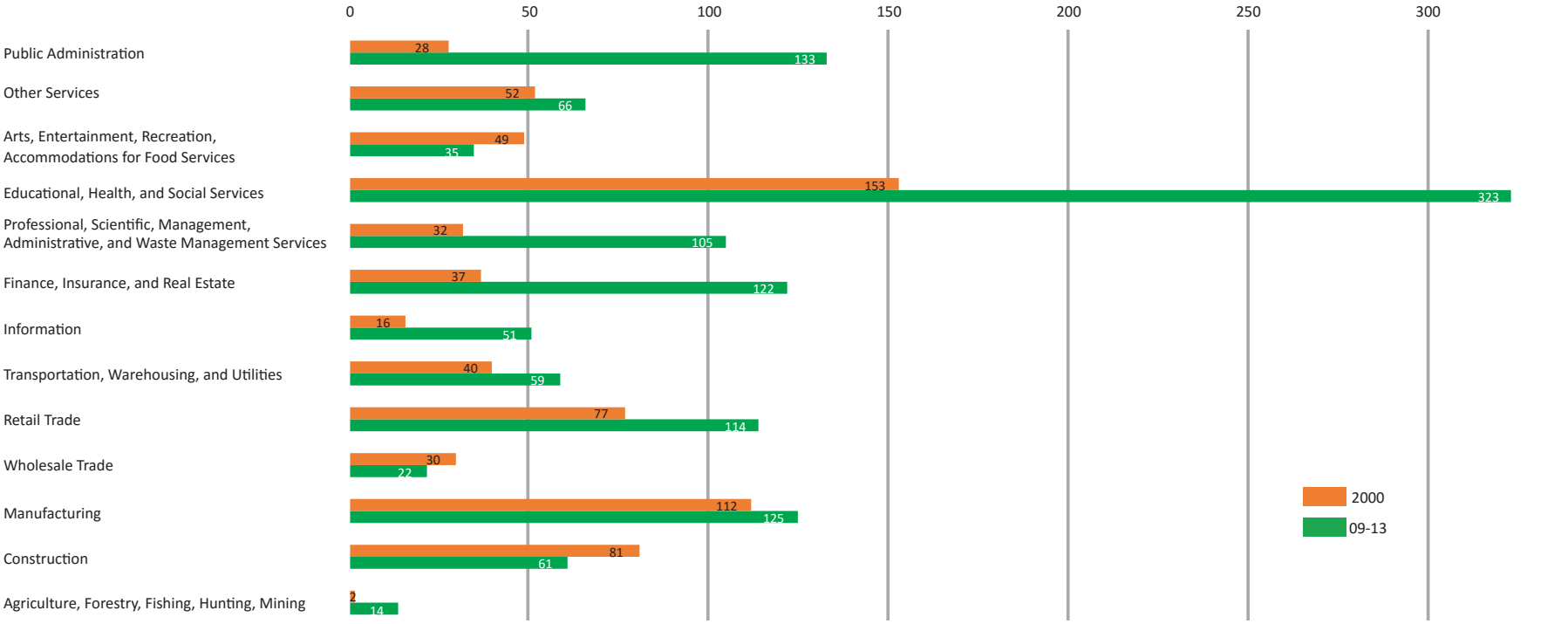
Employment by Sector

A review of specific economic indicators provides essential information which allows local elected officials and city leaders to make vital decisions to allow the community to reach desired economic goals. Early discussions with stakeholder reveals that Harlem would like to attract certain types of commercial / retail establishments in order to have a greater amount of choices and some necessities (ex. pharmacy) without traveling to other jurisdictions.

Data from ESRI Business Analyst reveals that there were a total of 107 businesses located within the city of Harlem in the year 2015. Figure 2.3.1 illustrates employment by sector for the city of Harlem, based on sector, for both the 2000 Census and the 2009-2013 American Community Survey.

Harlem has seen gains in the number of employees by local businesses between 2000 and 2009-2013 ACS. A total of 10 out 13 sectors have seen an increase in their employees. The sectors that have the highest level of employment in the 2009-2013 ACS are "Education, Health, and Social Services," "Public Administration," and "Manufacturing," which makes up a total of 47.5 percent of the total workforce

Figure 2.3.1: Employment by Sector in Harlem



2.3 Economic Development

2.3.2 Unemployment Rates

The United States of America has recently been through a period of economic recession. The economy has seen improvement over the course of the last several years which is evident in the unemployment rate of the country during this time frame. At the height of the economic recession, October 2009, the unemployment rate of the United States was a staggering 10 percent. As of July 2015 the unemployment rate for the United States has dropped to 5.3 percent according the Bureau of Labor and Statistics

Figure 2.3.2 illustrates unemployment levels for the City of Harlem and for the purposes of comparison the State of Georgia, based on data from the U.S. Census Bureau. This represents the portion of the population eligible for employment within Harlem and Georgia which is over the age of 16 and in the labor force at the time of the measurement, not the total population of the jurisdiction.

The unemployment rate of Harlem has more than doubled between the year 2000 and the 09-13 ACS from 2.4 percent to 5.9 percent. The State of Georgia's unemployment rate has increased from 3.6 percent to 6.3 percent during this same time period.

Unemployment grew in Harlem by 3.5 percent and in Georgia by 3.7 percent. Although unemployment increased at a higher rate in Harlem, the percent of unemployed is lower than the State. Harlem must remain vigilant about employment opportunities within the city.

Figure 2.3.2: Unemployment Levels for Harlem and Georgia

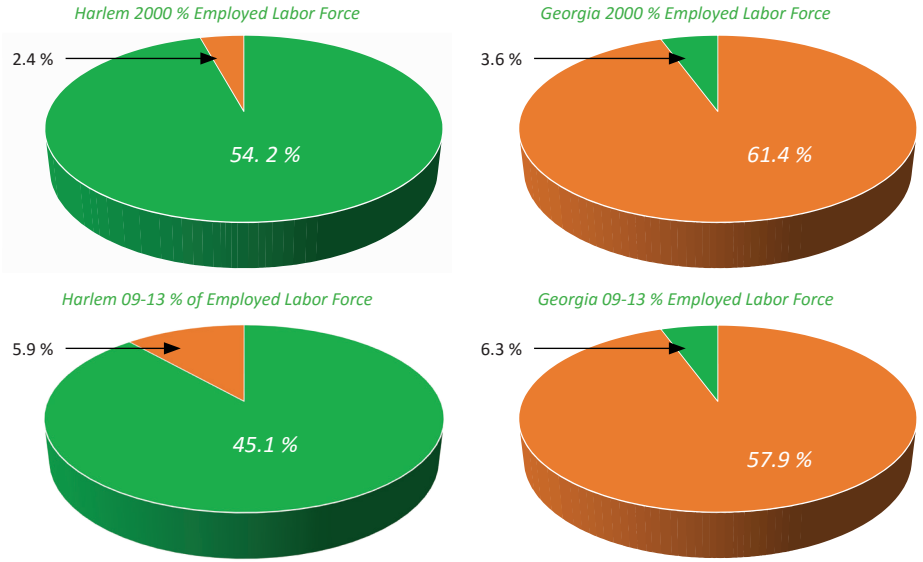


Figure 2.3.3: Percent of Families and Individuals Living Below the Poverty Level in Harlem 2000 and 2010 Census

Type of Household	*2000*	*2010*	*Change*
Families	15.1 %	16 %	+ .9 %
Families with Children	20.4 %	18 %	- 2.4 %
Families with Children Under 5 years old	24.2 %	32.1 %	+7.9 %
Individuals	17 %	16.6 %	-0.4 %
18 Years and Older	14 %	22.2 %	+ 8 %
65 Years and Older	16 %	9.4 %	- 6.6 %

Source: U.S. Census Bureau, 2000 and 2010 Summary File 1 (SF1)& CSRA-RC Staff Calculations

2.3.3 Poverty

The poverty threshold (also referred to as the poverty line) can be defined as the point at which household income can no longer provide the necessities to the members of the household. ***Figure 2.2.3*** provides the percentage of residents living below the poverty line in Harlem in the year 2000 and 2010.

An analysis of this data indicates there was an increase of 7.4 percent in the number of households living below the poverty line in Harlem between 2000 and 2010. This increase has primarily occurred in families with children under 5 years old and individuals between 18 years and 64 years old.

Individuals 65 and older and families with children as a general category has seen a 9 percent reduction in the number of household living below the poverty line.

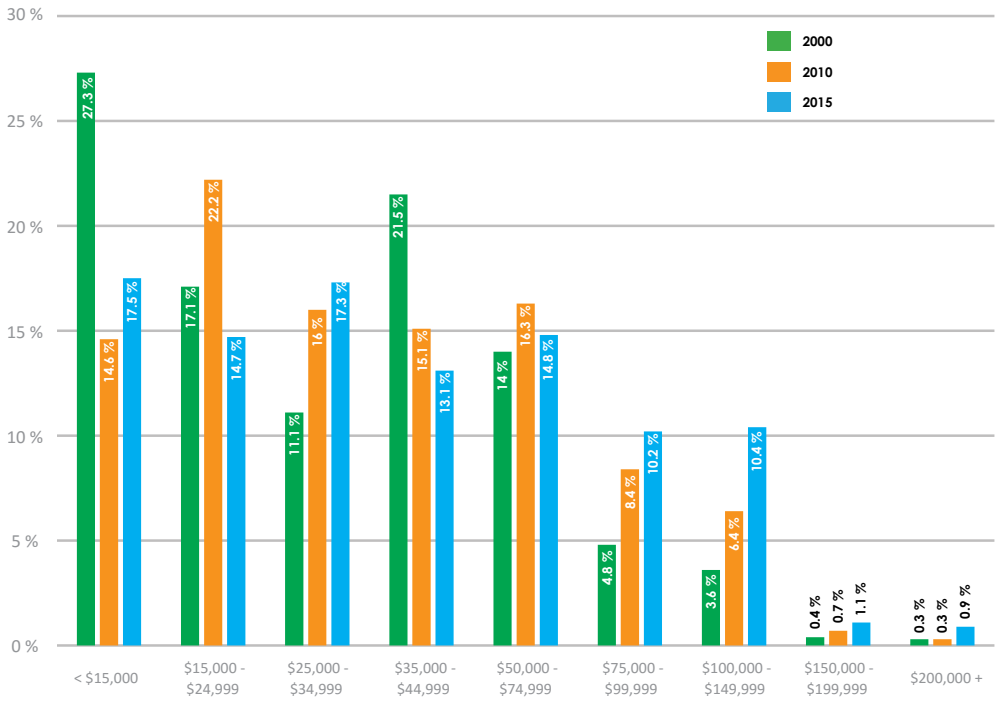
2.3.4 Income

Another economic indicator which provides useful information is income. ***Figure 2.3.3*** illustrates the percentage of households in Harlem average annual income in the year 2000, 2010, and 2015 based on data from the Census Bureau.

The average annual household income for the city of Harlem has increased between 2000 to 2015. The number of households making less than $15,000 has decreased by 9.8 percent during this timeframe. This percentage was lower in 2010 at 14.6 percent but rose slightly in 2015.

There was also a significant decrease in the number of households making $35,000 - $44,999. The number of households in this categories was reduced by 8.4 percent during the studied timeframe.

Figure 2.3.4: Average Annual Household Income



There is a trend of increased income as the annual income of higher income categories has increased while there is a trend of lower income categories decreasing over a majority of income categories. Twenty-two percent of households in the city of Harlem make more than $75,000.

Economic Development - Summary

Economic development within the city of Harlem has seen general growth in the number of employed individuals within the city limits. This is consistent with the growth the city is experiencing. It is possible with employment opportunities opening based on expansion at the nearby military instillation that the city will see an increase in employment opportunities.

Based on an analysis of the information based in this section the following issues may need to be addressed:

- *Infrastructure needs to be upgraded to provide services to potential new commercial businesses located within the city.*
- *Unemployment rates should decrease, however training opportunities should be communicated to residents in need*
- *Children living in poverty must be addressed to prevent this statistic from rising*

Addressing these issues will provide the city of Harlem with a solid foundation to have an inviting community to entice businesses to locate to the city.

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2.4 Community Facilities

An assessment of the availability and adequacy of community facilities is important to understanding the ability of a jurisdiction to provide residents, business developments, and potential development appropriate resources. Having the appropriate amount of resources is necessary for both maintaining community livelihood and attracting future residents and commercial interest.

This section of the community profiles focuses on existing public facilities and services for this purpose. A summary of the following topics includes:

- WATER SUPPLY
- SEWERAGE AND WASTEWATER TREATMENT
- PUBLIC SAFETY
- FIRE PROTECTION
- PARKS AND RECREATION
- LIBRARY & CULTURAL FACILITIES
- EDUCATIONAL FACILITIES

2.4 Community Facilities

Water Supply

The ability to access potable water is a fundamental need for communities. A surplus of potable water can be attractive for both residential and commercial development within a jurisdiction.

The City of Harlem operates a public water distribution system. Harlem has a purchasing agreement with Columbia County and the City of Thomson for potable water. In 2014, Harlem was sold a monthly average of 10,736,600 gallons of potable water from Columbia County and 2,670,000 gallons of potable water from the City of Thomson.

2.4.2 Sewerage and Wastewater Treatment

A functioning sewerage system and waste-water treatment facility is also a necessity for any community seeking to maintain a certain living standard as well as attract new residential and commercial development.

The City of Harlem operates a treatment plant located on Appling-Harlem Road (US 221) which has an average daily flow of 158,000 gallons. The plant is permitted to treat a total of 250,000 gallons per day (gpd) leaving an average surplus of treatment capacity of 92,000 gpd. The City of Harlem is in the process of increasing the treatment capacity.

2.4.3 Public Safety

The City of Harlem operates a police station within the city limits. The police department has a total of 10 sworn police officers, 7 full time officers and 3 part time officers. According to the FBI Employee Data for Police Officers in 2011 there was a standard ratio of 2.4 sworn officers per 1,000 residents in the United States. Based on the 2010 census the city of Harlem's police to resident ratio exceeds the national ratio at 6.4 sworn officers for 2,666 (***2010 Census***) residents. The city of Harlem has holding cells, but also contracts with Columbia County to house inmates.

2.4 Community Facilities

Fire Protection

The City of Harlem operates two fire stations with a total of 25 volunteer fire fighters, one full time fire fighter and one explorer. Currently the Harlem fire department has an rating of 4 from the Insurance Services Office (ISO). Its the desire of the city for the fire department to attain a rating of 3 during the next rating cycle.

Parks and Recreation

The City of Harlem currently contains approximately 17 acres of active and passive parks. The Columbia County Parks and Recreation Department operates and maintains the Harlem City Park and the city maintains other city parks. Harlem City Park contains three recreational fields and a community center. The city also contains several passive parks within neighborhoods throughout the city.

Library and Cultural Facilities

Columbia County operates one library located within the City of Harlem. Part of the Greater Clarks Hill Regional Library, the Harlem Library has a collection of approximate 12,000 books and various periodicals. The library also offers audio and video media. Public computers with internet access are available to patrons and is currently the most popular service offered.

Educational Facilities

The City of Harlem contains two schools within it city limits which provides classes for students beginning in pre-kindergaten to the eighth grade. The Columbia County School Board operates North Harlem Elementary School and Harlem Middle School within the city limits. Harlem High School, although having the name of the community, is located approximately two miles north of the city. Data regarding Harlem High School is provided as the majority of high school aged children in Harlem attend this school.

2.4 Community Facilities

Figure 2.4.1 outlines the enrollment levels for North Harlem Elementary School, Harlem Middle School, and Harlem High School. The school enrollment numbers contradict the expected outcome. Population data shows that Harlem and Columbia County have experienced an increase over the last several decades. The enrollment numbers for area schools show a modest increase in school enrollment at Harlem Elementary School between the year 2000 and 2015. Harlem Middle School and Harlem High School have both experienced a drop in enrollment of greater than 20 percent since the year 2000.

Transportation

The City of Harlem contains approximately 20.7 miles of roadway including two major U.S. Highways. U.S. Highway 278 is the main east/west corridor and (Milledgeville Road) serves as city's arterial roadway and provides an alternative connection to Fort Gordon and Augusta.

U.S. Highway 221 is the main north/south corridor with a connection to Interstate 20 and within the city of Harlem serves a primarily as a collector road for a majority of local road ways. Recent improvements to transportation infrastructure serving the City of Harlem includes a roundabout on U.S. Hwy 221 allow for a better flow of traffic along this roadway corridor.

Figure 2.4.1: Enrollment in Area Schools

	2000	2010	2015	2000-2015 Change
North Harlem Elementary	607	610	633	4.3 %
Harlem Middle School	793	529	567	- 28.5 %
Harlem High School	942	697	725	- 23.0 %
Total	2,342	1,836	1,925	- 21.7 %

Source: Georgia Department of Education

Transportation Alternatives

The City of Harlem is committed to providing a system of pedestrian facilities which allows for safe and connected pedestrian travel throughout Harlem. The city currently contains a system of sidewalks along major roadway corridors which links residential areas to commercial centers.

The City of Harlem has adopted the Greenways-Trails-Connections plan which provides details for the creation of multiple greenways and trail connections throughout the city. The creation of these greenways and trails will provide Harlem a wonderful amenity to entice new residents to the area and provide existing residents a recreational opportunity similar to that of the trails located in Columbia County, Georgia and the North Augusta Greenway.

Railroads

Harlem contains a section of the Georgia Railroad line that runs east/west through the city. This two mile stretch of railway remains active as primarily a freight transportation corridor.

The Harlem City Center Plan provides a wealth of information regarding parking within Harlem as a study was conducted in conjunction with this plan.

2.5 Natural & Cultural Resources

Natural and cultural resources can provide economic development opportunities in addition to enhancing the quality of life for a community's residents. These resources are vitally important as they contribute to the character of the community and provide life-giving resources. Certain areas must be protected in order to continue to provide clean natural resources to the community.

This section provides information regarding the following natural and cultural resources within Harlem:

- WETLANDS
- FLOOD PLAINS
- SOIL TYPES
- CULTURAL RESOURCES

2.5 Natural and Cultural Resources

Wetlands

Wetlands are either saturated permanently or seasonally, which creates an ecosystem containing characteristic vegetation that adapts unique soil conditions located found in a wetland ecosystem. Wetlands serve as a habitat for fish, wildlife, and unique plant and animal species which have adapted to these special conditions.

The Georgia Department of Natural Resources has identified five categories of wetlands that require special protection through ordinances. They include:

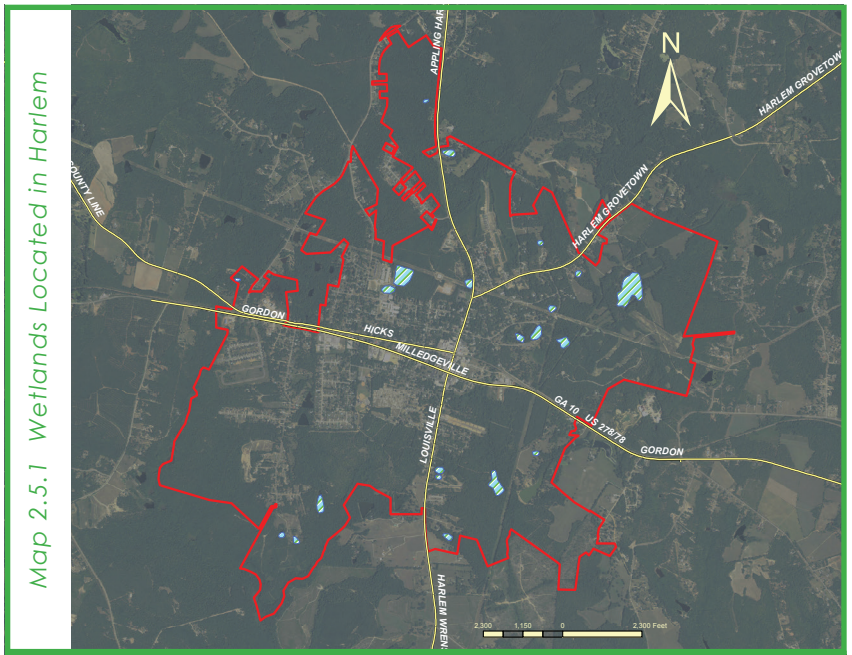
- *Open Water Wetlands*
- *Non-Forested Emergent Wetlands*
- *Scrub/Shrub Wetlands*
- *Forested Wetlands*
- *Altered Wetlands*

Wetlands located within the city of Harlem are illustrated in ***Map 2.5.1*** There are approximately 36 acres of wetlands in the Harlem city limits. State law restricts the activities that may be conducted in these wetland areas.

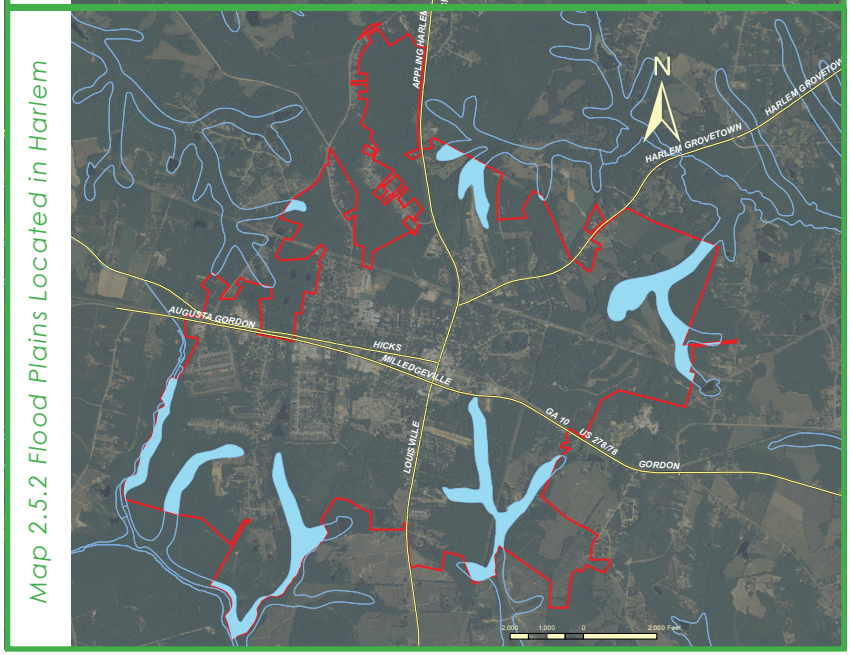
Flood Plains

Flooding can be defined as a situation in which the overflow of water submerges land that is not usually inundated with water. A flood plain is an area designated to store natural water and conveyance, maintain water quality, and provide for ground water recharge.

Map 2.5.2 illustrates the location of flood plains within the city of Harlem. These areas are determined by the United States Federal Emergency Management Agency's Flood Insurance Rate Map. The areas identified on this map are the 100 year flood plain.



Map 2.5.1 Wetlands Located in Harlem



Map 2.5.2 Flood Plains Located in Harlem

2.5 Natural and Cultural Resources

Soils

Harlem is primarily located within the northern extent of the Carolina and Georgia Sand Hills Major Land Resource Area (MLRA). The Carolina and Georgia Sand Hills MLRA actually forms a very narrow band between the Southern Piedmont MLRA and the Coastal Plain MLRA. A small portion of the city of Harlem is located in the Southern Piedmont.

The Cecil-Madison-Pacolet soil association is found within those portions of Harlem that are located in the Southern Piedmont MLRA. Cecil-Madison-Pacolet soils are found on ridges and side slopes of the Piedmont uplands. This association consists of deep well-drained soils that are formed in felsic, igneous and metamorphic rocks. Surface layers consist principally of gravelly sandy loam.

The primary soil type in Harlem is Wagram-Troup-Norfolk. This series - belonging to the dominate soil type Paleudalut - is common in the Carolina and Georgia Sand Hills MLRA. Wagram-Troup-Norfolk soils are well-drained, smooth and convex; and, are located on very gently sloping ridge tops and hillsides of the MLRA. The soils have a brownish, sandy surface layer and a predominately brownish or yellowish, loamy subsoil. This soil is good for urban types of development, although soils that have a thick sandy surface and subsurface have limited sanitary facility usage.

Cultural Resources

Harlem has a significant number of historic sites, structures, objects, and buildings which either have national or local cultural significance and can be touted as cultural resources.

Figure 2.5.1 lists significant resources within the city of Harlem which, based on analysis, may be eligible to be listed on the National Register.

Map 2.5.3 Soil Types Located in Harlem

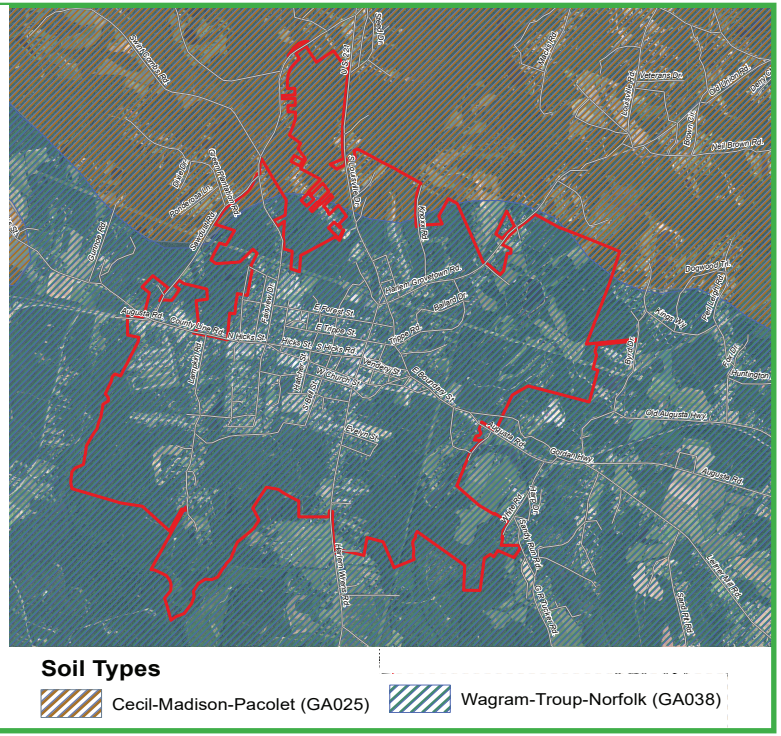


Figure 2.5.1: Significant Resources Within Harlem

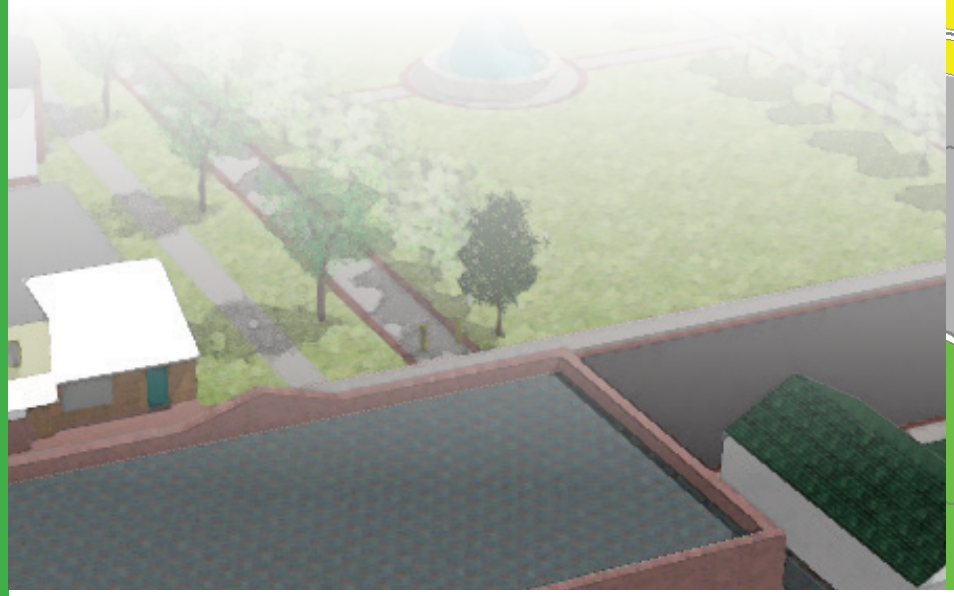
Rural
W.L Phillips House, 4753 S. Louisville Street
Residential
Neoclassical Revival style house, 360 N. Louisville Street (Creech-Riley)
Folk Victorian style cottage, 365 N. Louisville Street (Emily Middleton)
Barnsley-Wood House, 425 N. Louisville Street
Dr. John Luther Weeks House, 410 N. Louisville Street
Hatcher-Turner House, 160 E. Trippe Street
Folk Victorian style house, 140 W. Forrest Street (Shepherd House)
Vance Verdery House, 180 W. Forrest Street
Lazenby-Larkin House, 240 W. Forrest Street
#1&2 W. Forrest Street Apartments (concrete block)
#3&4 W. Forrest Street Apartments (concrete block)
#5&6 W. Forrest Street Apartments (concrete block)
#7 W. Forrest Street Apartments
Wayne McGahee House, 295 W. Forrest Street
Side Hallway Cottage, 315 W. Forrest Street
Phillips-Conner House, 420 W. Forrest Street
Tracey House, 465 W. Forrest Street
Luckey House, 165 W. Trippe Street
L.M. Conner House, 280 W. Trippe Street (Cinderella House)
Newnan Hicks House/Hicks Hotel, 170 N. Hicks Street (Riley House)
Clary-Little House, 250 N. Hicks Street
Walsh House, 280 N. Hicks Street
Revell House, 310 N. Hicks Street
Mayor E.D. Clary House, 320 N. Hicks Street
Dr. Paschal House, 380 N. Hicks Street
Hubert-Hannah House, 135 S. Hicks Street
Lampkin House, 145 S. Hicks Street
Phillips House, 155 S. Hicks Street
Lazenby House, 340 N. Bell Street
Larkin House, 320 N. Bell Street
Wall House, 260 N. Bell Street
Cleve Harrison House, 180 Milledgeville Road
235 Milledgeville Road, Old Methodist Parsonage
Tilby-Hoffman House, 250 Milledgeville Road
Neoclassical Revival style cottage (Dr. King), Milledgeville Rd.
Neoclassical Revival style house, 435 Milledgeville Road
Craftsman style Georgian cottage, N. Hicks Street Extension
355 S. Louisville Street
420 S. Louisville Street
430 S. Louisville Street
140 Stone Street
165 Stone Street
Jack Hatcher House, 160 W. Trippe Street
Commercial
Masonic Lodge/Commercial Bldg, 160/172 N. Louisville St.
Harlem Hardware & Furniture Co., Verdery Street
Warehouse, 129 New Street
Sawdust Community Store, County Line/Sawdust Road
Industrial
Thomson Company, 305 Milledgeville Road
Verdery Building, grocery/hardware (metal building)
Institutional
Harlem Methodist Church, Milledgeville Road
Harlem Baptist Church, Milledgeville Road
Mt. Tabor Baptist Church, Milledgeville Road (Sawdust)
New Holt Church, Verdery Street
George T. White Academy (Rosenwald School)
Auditorium at Middle School, 1927 (bricked over)
Transportation
Auto Dealership, Milledgeville/N. Louisville Street
Community Landmark
Columbia Theater, 135 N. Louisville Street
Harlem Women's Club, 170 Milledgeville Road (concrete block)
Oliver-Hardy Festival Museum
City of Harlem center marker on grounds of First Baptist Church
Georgia Historical Marker, Oliver Hardy birth site (in front of police department)
Georgia Historical Marker, Indian Trail (on way to Tobacco Road)
Gazebo at Women's Club
Gazebo at Harlem Memorial Cemetery near Oliver Hardy's grave

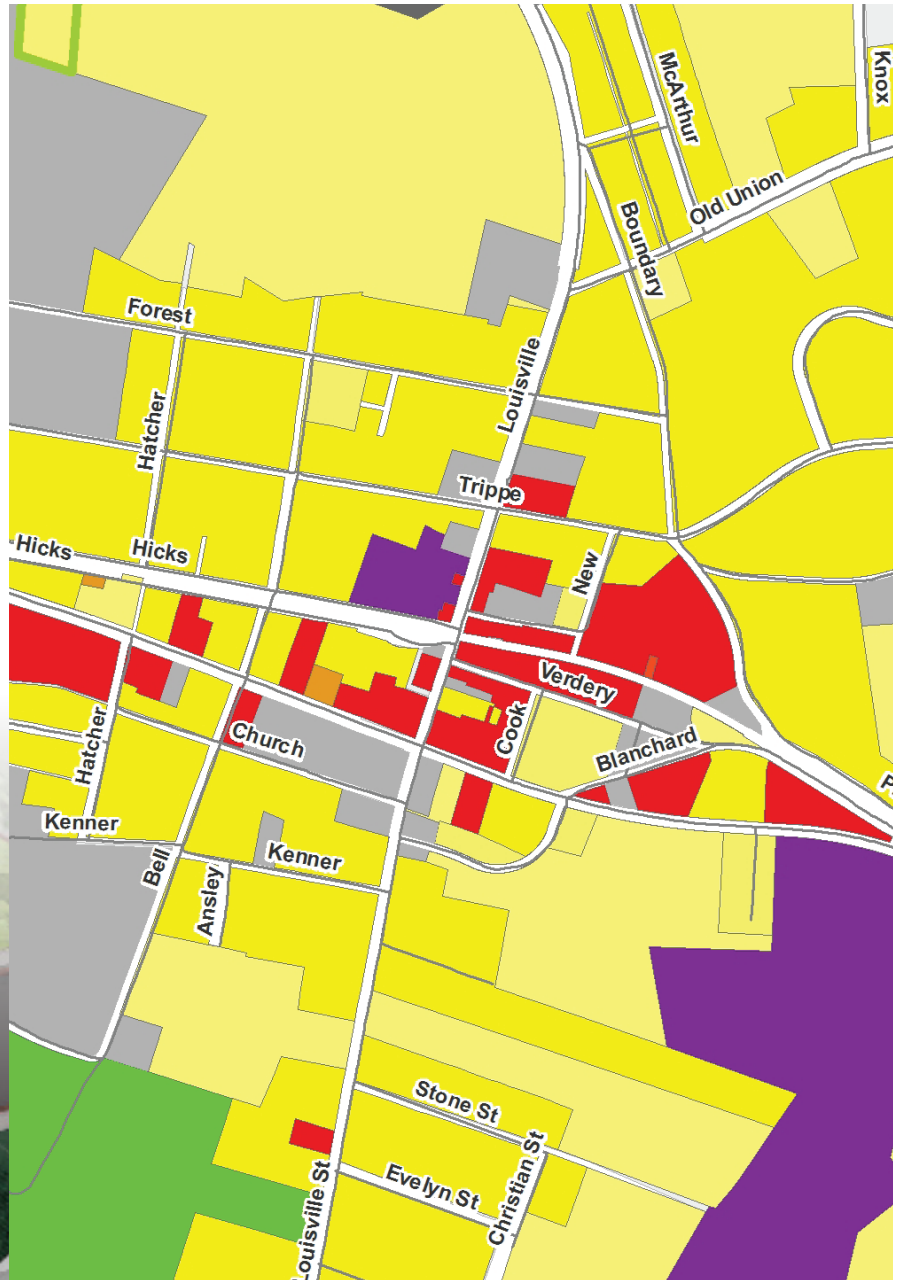
2.5 Land Use

The designation of land for certain uses ensures that land currently contained in a specific jurisdiction can provide for its current and future needs. The demographic trends, economic circumstances, and social attitudes experienced within a certain jurisdiction can be directly influenced by how a community uses land.

The City of Harlem currently contains the following land use categories

- AGRICULTURE/FORESTRY
- COMMERCIAL
- INDUSTRIAL
- RESIDENTIAL
- PUBLIC/INSTITUTIONAL
- PARKS & RECREATIONAL
- TRANS./COMM./ UTILITIES
- UNDERUTILIZED/UNDEVELOPED





2.5 Land Use

Existing and Future Land Uses

Understanding established and potential land uses within the City of Harlem is important in order to address changing conditions. According to the most recent land use map of the city there was a significant amount of land annexed into the city of Harlem between 2006 and 2015. Harlem annexed approximately 23.74 percent more land into its city limits during this time period increasing the acreage within the city to 2,827.

Land Use Designations

The Georgia Department of Community Affairs' (DCA) "Standards and Procedures for Local Comprehensive Planning" includes a list of standard land use categories. The broadly defined land use categories contained in the list establish the parameters under which each local jurisdiction should classify existing parcels. The following section provides an overview of the land use categories Harlem has opted to utilize in order to inventory current land uses.

General Residential

The general residential category includes most low-density residential housing types within the city limits including single-family detached dwellings, single-family attached dwellings and duplexes.

Manufactured Housing

Manufactured housing includes all mobile homes or trailers that precede or meet the current definition of manufactured housing as defined by the National Manufactured Housing Construction and Safety Standards Act of 1974, as amended (42 U.S.C. 5401- 5445).

Commercial

All land dedicated to non-industrial business uses including retail sales, offices and general services.

Industrial

Manufacturing facilities, processing plants, factories, warehousing and wholesale trade, mining or mineral extraction, etc.

Public Institutional

Government and institutional uses such as city halls, government building complexes, police and fire stations, libraries, prisons and post offices, schools, military installations, etc. Also includes private facilities such as colleges, churches, cemeteries, hospitals, etc. Some public facilities such as utility or recreational properties are classified in other more appropriate categories.

Transportation / Communications / Utilities

Major transportation routes, public transit stations, power generation plants, railroad facilities, radio towers, telephone switching stations, airports, etc.

Park/Recreation/Conservation

Land dedicated for active or passive recreational uses. These public or privately owned properties may include playgrounds, parks, nature preserves, wildlife management areas, national forests, golf courses, recreations centers, etc.

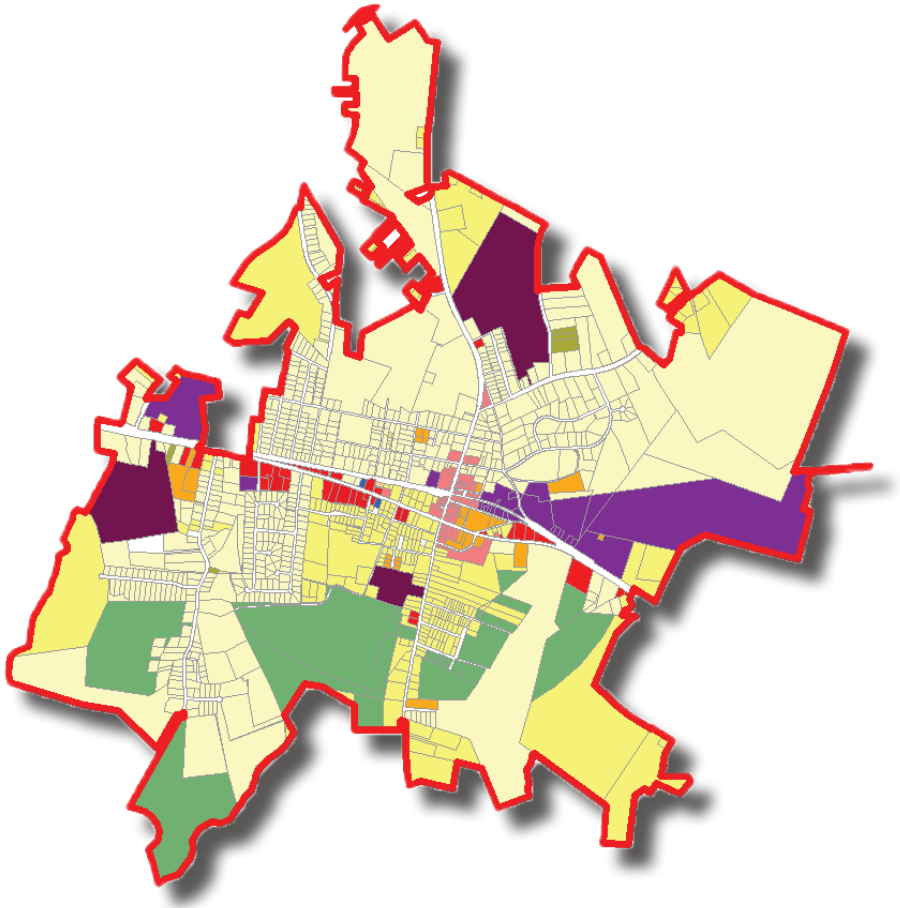
Agriculture/Forestry

Land dedicated to farming such as fields, lots, pastures, farmsteads, specialty farms, livestock production, etc; and, large-scale agriculture operations, commercial timber or pulpwood harvesting.

Undeveloped/Vacant

Lots or tracts of land that are served by typical urban public services (water, sewer, etc.) but have not yet been developed for a specific use or were developed for a specific use that has since been abandoned.

2.5 Land Use - Zoning



- Agricultural District (A-1) Establishes a large minimum lot size to maintain viable tract sizes for agriculture and timber harvesting.
- Downtown Business District (B-1) District intended to be a commercial zone to provide a wide variety of commercial and service facilities appropriate for a downtown.
- Local Business District (B-2) District intended to be a commercial zone to provide a wide variety of commercial and service facilities.
- General Business District (B-3) District intended to be a commercial zone to provide a wide variety of commercial and service facilities appropriate for highways.
- Industrial District (I-1) Light industry defined as engaged in the manufacture, predominantly from previously prepared materials, of finished products or parts that takes place in a totally enclosed building.
- Professional District (P-1)District intended for professional services and incidental to above professional services
- Planned Unit Development (PUD) - established to permit greater flexibility and more creative and imaginative design for the development of residential, commercial and industrial areas than may be possible in the other zoning districts
- Residential District (R-1A) Establish a low-density, single-family residential district and to protect property in the districts from the depreciating effects of incompatible land uses.
- Residential District (R-1B) Establish a medium, single-family residential district and to protect property in the districts from the depreciating effects of incompatible land uses.
- Residential District (R-2) Establish a low-density, single-family residential district and to protect property in the districts from the depreciating effects of incompatible land uses and allow for larger structures
- Residential District (R-3) Establish a low-density, single-family residential district and to protect property in the districts from the depreciating effects of incompatible land uses.
- Residential District (R-4) Establishes a medium density residential district which allows attached single-family residential units

Zoning Designations

The City of Harlem adopted its city-wide zoning ordinance on April 10, 2006 for multiple purposes including the guidance of growth in accordance with the comprehensive plan. The city of Harlem has designated an area R-4 residential district which is not mapped above. The only area with this district is located on Village Run and contains multiple townhouses.

The City of Harlem, through its annexation process has elected to incorporate newly acquired land into the zoning district adjacent to annexed property at the time.

3 Community Agenda

2016 Harlem Comprehensive Plan

HARLEM

COMMUNITY AGENDA

The *Community Agenda* is the plan for the future. Essentially a map that guides efforts for the enhancement of the long-term welfare of the residents of Harlem. This agenda formalizes a shared community vision and work program to meet the anticipated challenges of the next ten years.

The Community Agenda includes the following components:

- *A list of "Needs and Opportunities"*
- *A list of "Community Goals" and long-term policy objectives*
- *A "Land Use Plan" incorporating city wide character areas*
- *Report of Accomplishments*
- *A "Community Work Program" which identify specific implementation activities to be undertaken over the next five years.*

The creation of a community agenda for the purposes of guiding growth and development initiatives for the residents of Harlem represents a rational and pragmatic way to ensure long-term community vitality. Comprehensive planning participants - including local elected officials, local leaders, and residents are wise to have coordinated with each other to identified shared priorities, construct strategies for collectively addressing shared concerns and aspirations. Items listed above are structured in a manner that serves to meet the additional factor of adhering to the state's minimum comprehensive planning rules established by the Georgia Department of Community Affairs.

3.1 Needs and Opportunities

A listing of the communities *Needs and Opportunities* are included in the Community Agenda. These items were generated during the 2016 comprehensive planning process. This list, in conjunction with supporting data, was generated through the efforts of stakeholders and their ability as community leaders to apply their knowledge of relative community strengths and weaknesses with anticipated or ongoing challenges.

During the analysis of the needs and opportunities provided on the following pages, the reader should place an emphasis on the fact there are "final" lists for the comprehensive plan. This does not infer that future changes cannot be made to the lists. There is a need to make a distinction from the preliminary topic-by-topic lists that were generated by stakeholders in conjunction with the analysis provided for the various components.

Once complied within the Community Agenda document, the continuing public process has resulted in the modification of some of the original elements or the addition or deletion of elements from the final list.

Needs and Opportunities

The following is a list of community "Needs and Opportunities" that have been assembled and reviewed as an index of issues regarding economic development that stakeholders have identified in their community. The work program found on page 3-32 addresses the listed needs

Economic Development

1.	The small town character of Harlem will be an asset in attracting commercial and residential development which fits the character of the city
2.	Work closely with the Columbia County Development Authority and the Chamber of Commerce to reach economic development goals
3.	Population growth in conjunction with the increasing average household income of residents should provide the population base to attract commercial development
4.	There is a lack of short-stay accommodations (hotels, motels, bed and breakfasts) within the city limits for tourists.
5.	The historic areas of the city and the Laurel and Hardy Museum already attract visitors to the city.
6.	The current level of pedestrian activity in center city Harlem should be much higher than the city is currently experiencing.

Housing

1.	The city of Harlem has several historical residential and non-residential buildings throughout the city which enhances its character.
2.	Consider implementing design standards for future housing development so that new development complements the existing small-town character

Community Facilities (Including Transportation)

1.	The increase in Harlem's population will not be strain on infrastructure due to current levels of capacity and plans to increase capacity of certain infrastructure resources
2.	The desire for added greenspace is being addressed in through the implementation of the "Harlem Center City Plan."
3.	There is a perception of a lack of parks within the city.
4.	The number of law enforcement officers is in line with the national average of 2.4 officers per 1,000 residents.
5.	The city of Harlem depends on Columbia County for its recreational sports.
6.	A trails plan was developed by the city with assistance from the Regional Commission, and it is being implemented by City staff.

Needs and Opportunities

The following is a list of community "Needs and Opportunities" that have been assembled and reviewed as an index of issues regarding economic development that stakeholders have identified in their community. The work program found on page 3-32 addresses the listed needs

Natural and Cultural Resource

1.	Harlem is committed to protecting its watersheds and wetlands.
2.	There are a number of public parks within the city limits.
3.	Harlem has an abundance of trees within the city limits that enhance the character of the city.

Land Use

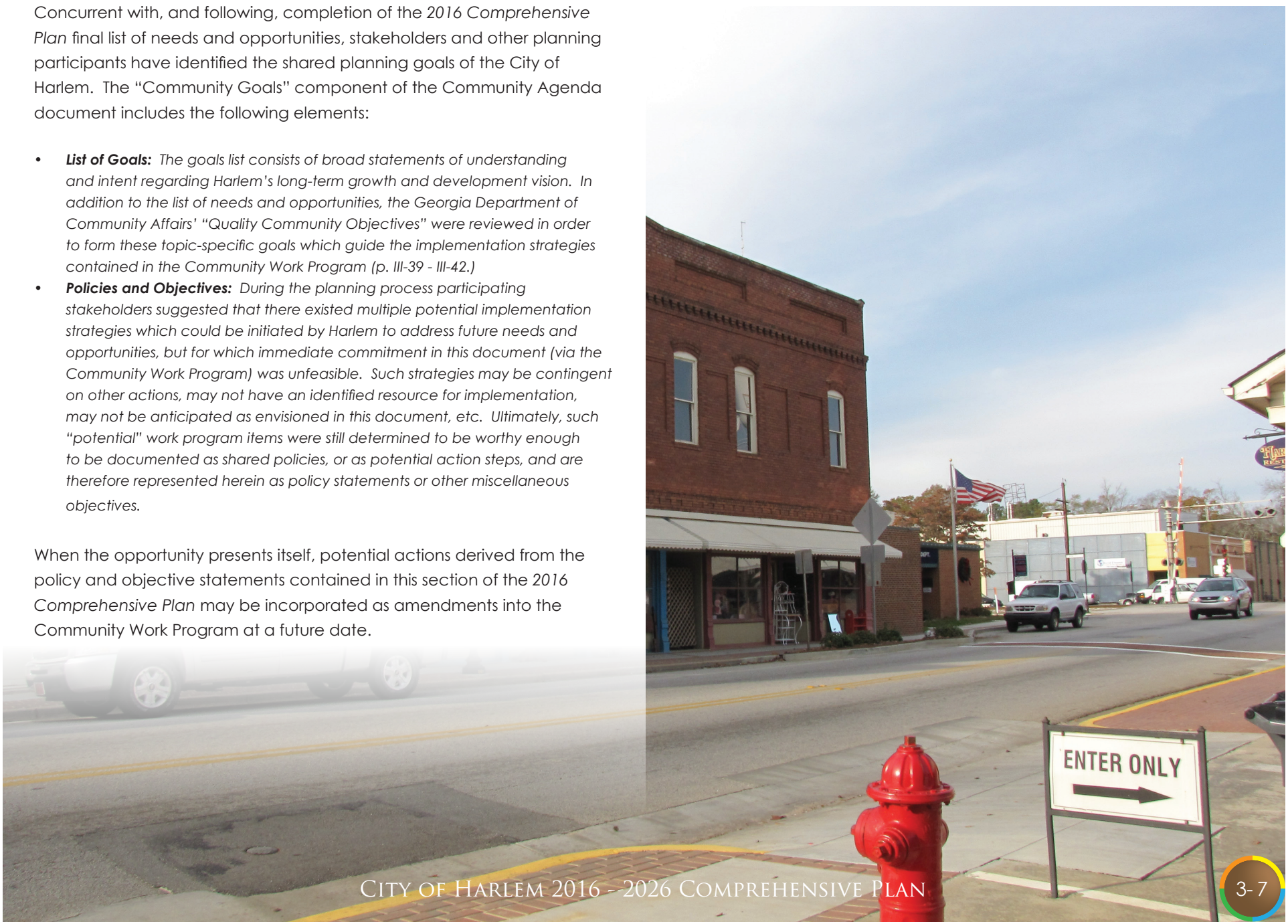
1.	There is an abundance of land north of Harlem to annex into the city.
2.	Character areas were implemented in Harlem with the adoption of the 2006 comprehensive plan.
3.	The 2014 Harlem City Center Plan implemented several areas of focus: Downtown, Neighborhoods, Gateways, and New Investments
4.	There is an abundance of land within the city limits classified for residential use providing ample area for residential development and redevelopment
5.	The City of Harlem has limited potential for growth in areas south and southeast of the city due to land features and Fort Gordon

3.2 Community Goals

Concurrent with, and following, completion of the *2016 Comprehensive Plan* final list of needs and opportunities, stakeholders and other planning participants have identified the shared planning goals of the City of Harlem. The "Community Goals" component of the Community Agenda document includes the following elements:

- ***List of Goals:*** *The goals list consists of broad statements of understanding and intent regarding Harlem's long-term growth and development vision. In addition to the list of needs and opportunities, the Georgia Department of Community Affairs' "Quality Community Objectives" were reviewed in order to form these topic-specific goals which guide the implementation strategies contained in the Community Work Program (p. III-39 - III-42.)*
- ***Policies and Objectives:*** *During the planning process participating stakeholders suggested that there existed multiple potential implementation strategies which could be initiated by Harlem to address future needs and opportunities, but for which immediate commitment in this document (via the Community Work Program) was unfeasible. Such strategies may be contingent on other actions, may not have an identified resource for implementation, may not be anticipated as envisioned in this document, etc. Ultimately, such "potential" work program items were still determined to be worthy enough to be documented as shared policies, or as potential action steps, and are therefore represented herein as policy statements or other miscellaneous objectives.*

When the opportunity presents itself, potential actions derived from the policy and objective statements contained in this section of the *2016 Comprehensive Plan* may be incorporated as amendments into the Community Work Program at a future date.



2016 Community Goals - Harlem, Georgia

GOAL: *Identify and access resources which will facilitate and complement efforts to promote preferred land uses and development patterns in Harlem*

Harlem will continue to seek access to financial and other resources, as they become available and as opportunities allow in order to promote and implement the development of character area development pattern proposed in the 2016 Comprehensive Plan.

Special areas objectives incorporated in the 2016 Comprehensive Plan will be given the same attention as character area development patterns by Harlem to seek access to funding and other resources to promote and implement these special areas objectives.

GOAL: *Create features within the city to enhance the existing character of Harlem*

Add a water feature to the downtown area (ex. fountain, splash pad) that would be a draw for visitors and residents

Provide off-road trails for golf carts within Harlem to allow the elderly to move throughout the city without using their cars.

GOAL: *Incorporate active recreation areas into new developments*

Require new developments to provide active recreation areas

GOAL: *Increase pedestrian/bicycle safety and access to all portions of the city.*

Develop an extensive recreational trail network

Increase pedestrian and bicycle linkages throughout the city

Create more on-street and off-street bike facilities and include bike lanes on wider streets to encourage alternative transportation usage.

HARLEM

3.3 Land Use Plan

The Georgia Department of Community Affairs' Minimum Standards and Procedures require communities subject to the Georgia Zoning Procedures Law include a land use element within their comprehensive plan document. The City of Harlem, Georgia administers and enforces land use and zoning regulations requiring that the comprehensive plan include a land use element.

Locally initiated or mandated by the state, the inclusion of a land use element within a comprehensive plan document is a sound requirement as there is no other comprehensive planning element which better relates to a community's long term vision of growth, development and vitality than how land is used within the community by residents and public and private entities. The recognition of this relationship has resulted in the "Land Use Plan" component being expanded beyond it's prior scope as presented in the prior comprehensive plan elements.

The Community Agenda's Land Use Plan, in conjunction with the Land Use analysis provided in the Community Profile section of this document, collectively form the 2016 Comprehensive Plan's Land Use Element. The Land Use Plan includes two principal components:

- CHARACTER AREA MAP - This map and supporting narratives provide a description of preferred land use districts for varying sections of the city of Harlem.

- SPECIAL AREA MAP - Specific corridors, neighborhoods, and districts within Harlem that require special attention for development or redevelopment considerations are identified by map and described by a supportive narrative.

The Harlem 2016 - 2026 Comprehensive Plan will be considered by local governing authorities when making land use recommendations, determinations, interpretations, and decisions for the future.

3.3.1 Land Use Plan - Character Area Map

The 2016 Comprehensive Plan incorporates a Character Area Map as its principal means by which the long-term land use goals and policies of the City of Harlem are represented. The Character Area Map presented herein, is an update to (and supersedes) the prior character area map that was included in the participating jurisdictions' last comprehensive plan document. The previous character area map established eight total character areas for Harlem. The Character Area Map retains the following eight character areas from the previous comprehensive plan document:

- *Conservation Subdivision*
- *Declining Residential*
- *Downtown Center*
- *Historic Harlem (Overlay)*
- *Historical Residential*
- *Low Density Residential*
- *Milledgeville RD Business District*
- *Traditional Neighborhood Reserve*

The boundaries and narratives of all eight pre-existing character areas have been revised to account for changing conditions in Harlem and community goals which are more focused.

The 2016 Comprehensive Plan Character Area Map is located on page 3-12 Supporting character area narratives are located on pages 3-13 through 3-20. When interpreting how best to use the 2016 Comprehensive Plan's Character Area Map and supporting narratives, the reader should be mindful of the following three (3) parameters:

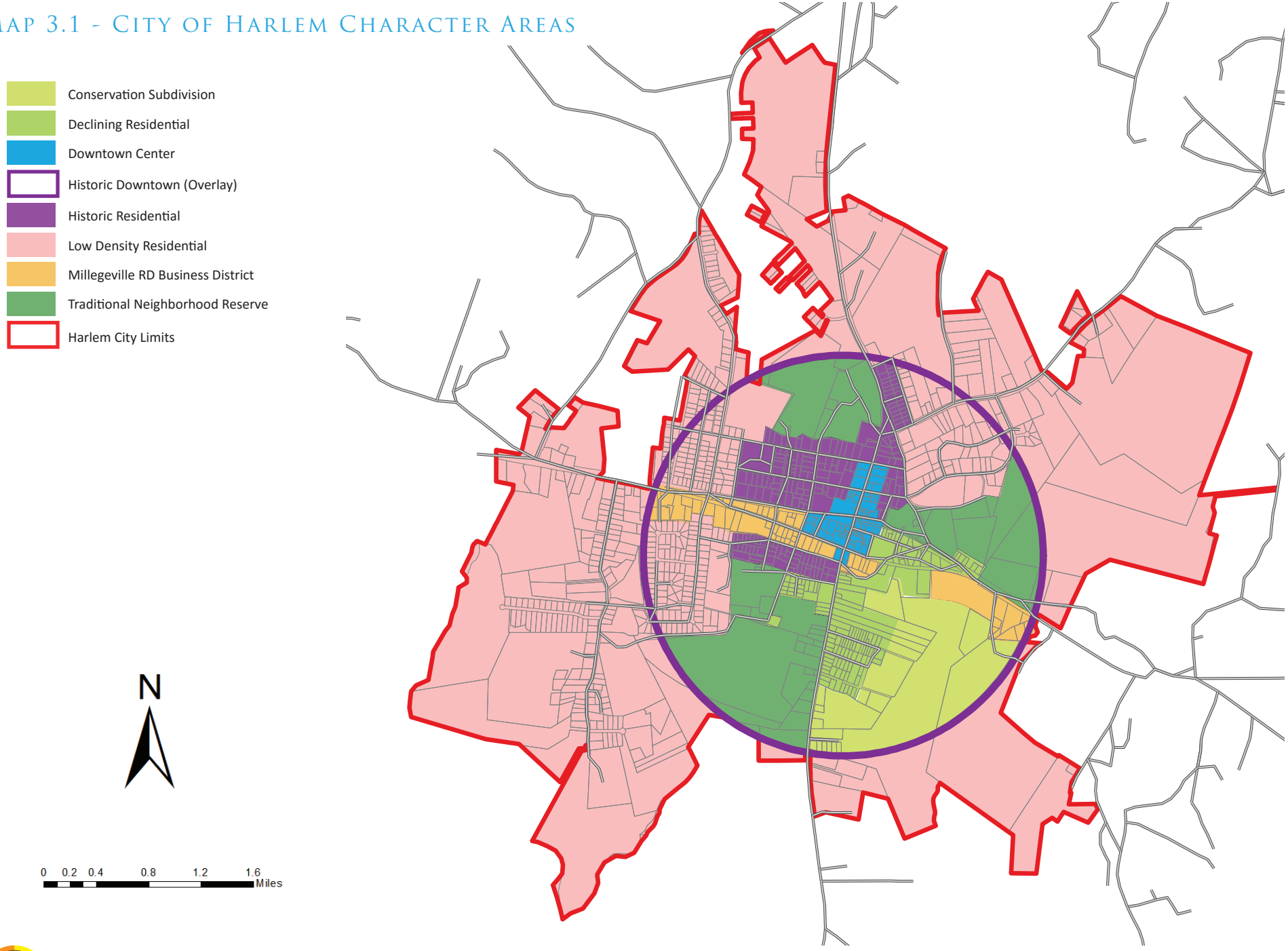
Character Area Boundaries: Unlike a parcel-specific future land use map, character area boundaries are conceptual and may cross parcel lines. The character area boundaries in this document represent "approximate" character area location. This flexibility allows the governing body charged with implementing the plan to make decisions based on changing conditions while reducing the need to continually amend the comprehensive plan.

As a result, it is possible to assume that small parcels located directly adjacent to one (1) or more character areas may be permitted by the local government to develop according to the parameters of the adjacent area rather than the area in which it is located. Such an action should be taken sparingly and the decision should only be made if the local government can show that it is consistent with the recommendations provided in other sections of the 2014 Comprehensive Plan or other local policy document. For the most part however, tracts should develop according to the parameters established in the specific character area in which it is located. Each jurisdiction is strongly encouraged to initiate amendments to their Character Area Map whenever the community intends to promote a development pattern in an area that is contrary to the adopted map.

Character Area Narratives: The narratives which correspond to the Character Area Map should be viewed as general policy statements - as statements of intent. Their use and applicability is similar to those other goals and policy statements found in the Community Goals component of the Community Agenda. They should inform future development decisions and perhaps form the basis for more detailed topic-specific studies in the future.

Relationship to Special Areas: Special Areas should be viewed as "overlays" to the Character Area Map in the same manner as overlay districts in a zoning ordinance. Should conflicts exist between character area narratives, and Special Area narratives, the latter should typically (but not exclusively) be given greater weight.

Map 3.1 - City of Harlem Character Areas



Map 3.2 Character Area Map - Conservation Subdivision

General Description

Residential development with limited supporting commercial or recreational uses that clusters small building lots on confined portions of the site in order to preserve larger amounts of open space.

Relationship to Prior Comprehensive Plan

Retained from the Harlem Comprehensive Plan 2006 - 2016

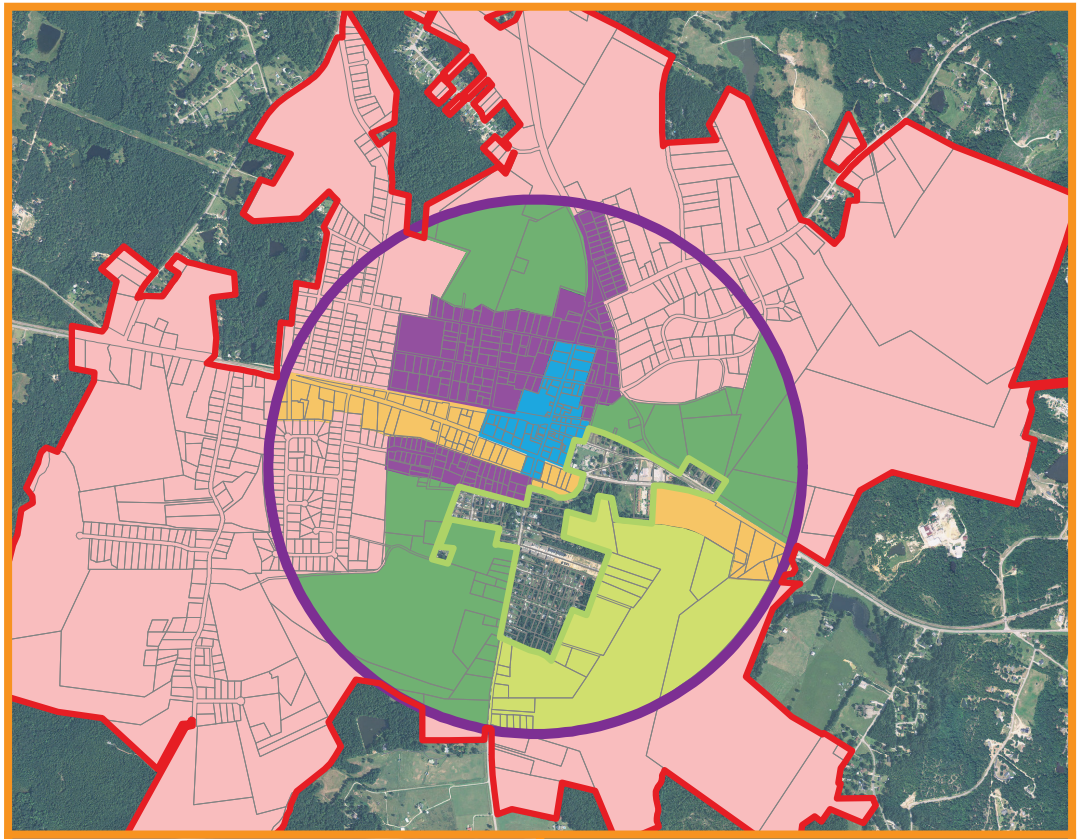
Land Uses and Zoning Categories

- Large number of vacant parcels available for development.
- Some low-density residential.
- Adjacent to other residential uses.
- Street connectivity opportunities to other districts.
- Wetlands and floodplains.

Development Pattern Recommendations

- Small clustered building lots –allowing lots that are less than typical lot size in the zoning ordinance, but maintaining overall site density.
- Large percent of the site in common open space.
- Focus development on previously cleared portions of the site – leaving woodlands largely intact.
- Low-impact development techniques allowing natural drainage.
- Preserve wetlands, floodplains and other sensitive environmental areas.

Map 3.3 Character Area Map - Declining Residential



General Description

Low-density residential areas of the city that are interspersed with undeveloped tracts that show signs of significant building deterioration, deteriorating infrastructure and general lack of upkeep. Low-density infill residential opportunities are apparent as well as opportunities for multi-family development in close proximity to existing arterial streets.

Relationship to Prior Comprehensive Plan

Retained from the Harlem Comprehensive Plan 2006 - 2016

Land Uses and Zoning Categories

- Large number of residential structures in fair to poor condition.
- Overgrown vegetation
- Street system in poor repair – lack of paving in some cases.

Development Pattern Recommendations

- Promote rehabilitation of sub-standard housing.
- Property owner education.
- Encourage homeownership.
- Design guidelines for infill structures promoting traditional building form and placement (front porches, rear garages, front door orientation, etc.)
- Site design guidelines promoting traditional lot, block and street layout
- Mixture of housing types and densities permitted but contained within separate development tracts or sites.
- Higher density development should have direct access to high volume thoroughfares and should not be accessed via local residential streets.

Map 3.4 Character Area Map - Downtown Center

General Description

Mixed-use activity center promoting building and site design features complimentary to the historic development patterns found in the city's central business district.

Relationship to Prior Comprehensive Plan

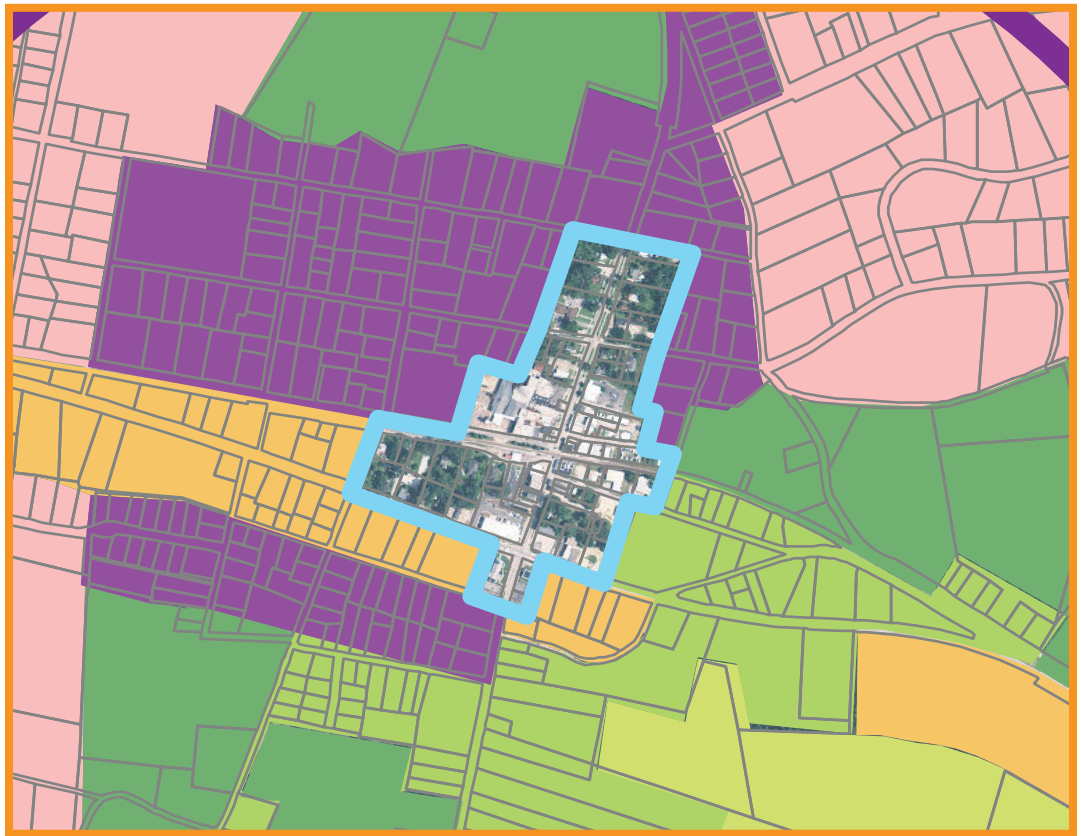
Retained from the Harlem Comprehensive Plan 2006 - 2016

Land Uses and Zoning Categories

- Historic commercial and industrial buildings close to the street.
- Occupancy is fair – upper floors have a very high vacancy rate.
- Concentration of government uses.
- Some residential on periphery.
- Narrow pedestrian-friendly streets.
- High volume of large vehicle traffic through district.
- Neighborhood commercial uses.

Development Pattern Recommendations

- Promote pedestrian activity and accessibility.
- Create community focus as an "event" district.
- Multiple uses on sites and within structures including: office, neighborhood retail, restaurants.
- Create cluster of government buildings and services.
- Complementary infill - traditional architectural and orienting buildings to the street build-to lines versus setbacks – particular focus on street-facing building facades.
- Parking to the sides and rear of structures.
- Facade design requirements.
- Develop town center features in business district.
- Tree preservation.



Map 3.5 Character Area Map - Historic Harlem

General Description

Circular area comprising the original Harlem city limits and containing a wide variety of land uses and development patterns that span the all periods of the city's history. Intended to promote development of private parcels and public spaces in a manner that is largely complementary to the city's New South development period between 1880 and 1919; but to also allow private properties in other sub-areas to develop according other historic patterns where applicable.

Relationship to Prior Comprehensive Plan

Retained from the Harlem Comprehensive Plan 2006 - 2016

Land Uses and Zoning Categories

- Comprised of the entire original city limits.
- Multiple land uses present.
- Multiple neighborhood, street, block, lot and building types present.
- Wide range of property conditions.

Development Pattern Recommendations

- Incorporate all applicable components of the Downtown Harlem Historic Design Guidelines and Historic District Residential Design Guidelines to existing and new structures in the Downtown Center, Historic Residential, Milledgeville Road Business District character areas, and any area of a local historic district as adopted by the city of Harlem.
- Incorporate all applicable components of the Downtown Harlem Historic Design Guidelines and Historic District Residential Design Guidelines - except sections on materials and details - to new structures in portions of the Declining Residential, Low-Density Residential and Traditional Neighborhood reserve character areas that are not located in a local historic district as adopted by the city of Harlem.
- Adopt traditional neighborhood site design features, dimensions and layouts for new lots, blocks and streets.

General Description

Residential neighborhoods containing the largest concentration of National Register eligible properties within the city of Harlem and exhibiting the best examples of New South and/or post-WWII development patterns. Intended for infill development that incorporates the development features that result in seamless transitions between historic homes and contemporary construction.

Relationship to Prior Comprehensive Plan

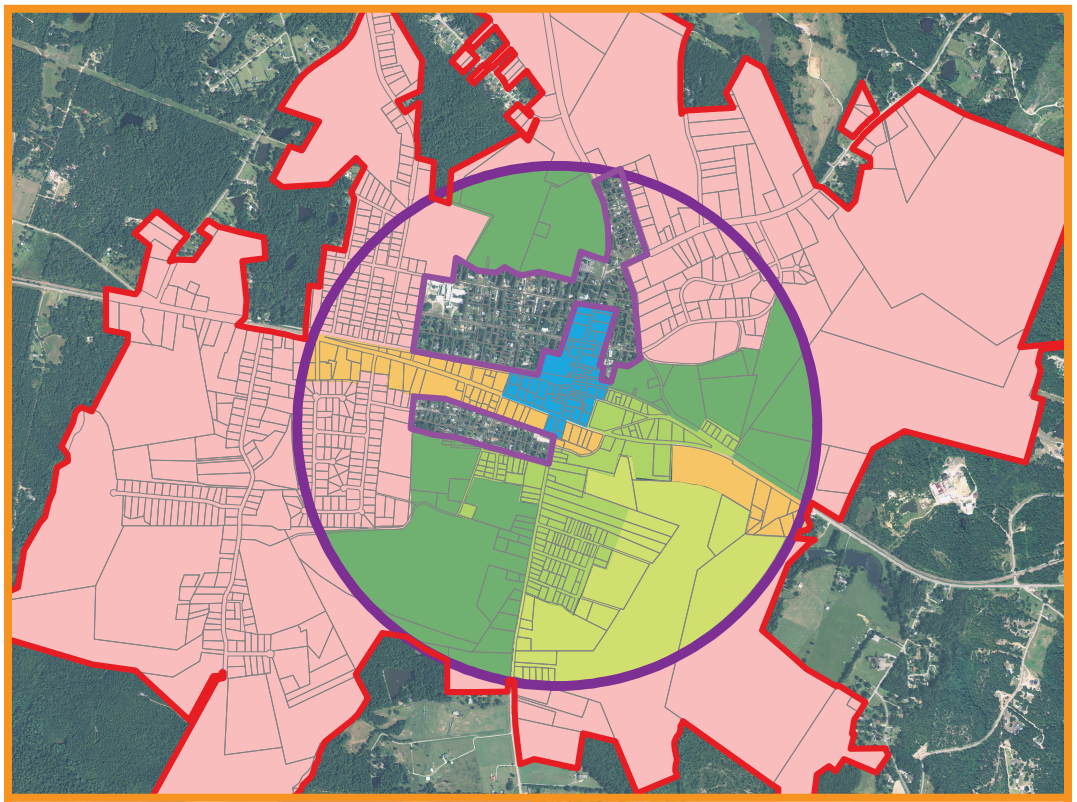
Retained from the Harlem Comprehensive Plan 2006 - 2016

Land Uses and Zoning Categories

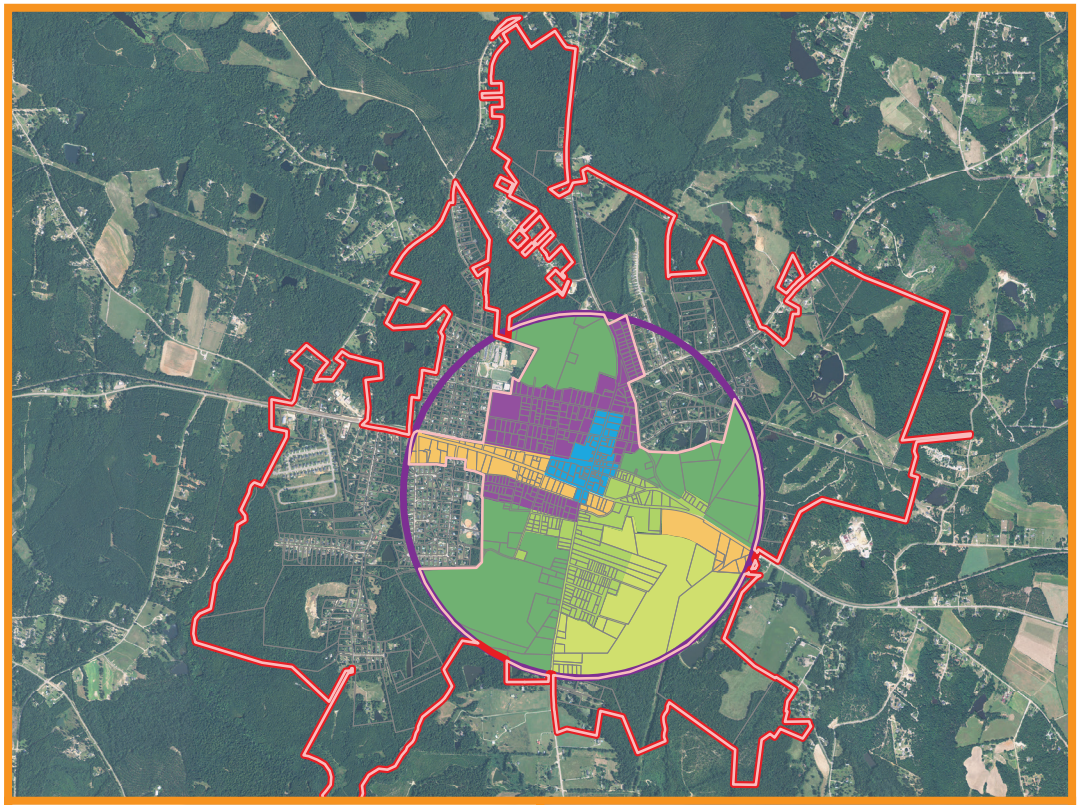
- Large grand homes on sizeable parcels.
- Most homes built before 1930.
- Streets laid out in grid pattern.
- Tree canopy.
- Well maintained pedestrian sidewalks.

Development Pattern Recommendations

- Promote low-density infill – primarily single-family detached.
- Design guidelines promoting traditional architecture (front porches, rear garages, front door orientation, etc.)
- Promote housing maintenance – primarily of original exterior design features.
- Extension of sidewalk system.
- Tree preservation.
- Incorporate traffic calming features into residential streets.



Map 3.7 Character Area Map - Low Density Residential



General Description

Developed and undeveloped areas of the city intended for low to moderate density residential land uses including single-family dwellings, duplexes and townhouses; and small-scale non-residential uses that are directly associated with and support residents. The area allows for flexibility in residential building design, but encourages street block and lot arrangements that promote interconnectivity between tracts.

Relationship to Prior Comprehensive Plan

Retained from the Harlem Comprehensive Plan 2006 - 2016

Land Uses and Zoning Categories

- Mix of low-density, contemporary residential and vacant parcels.
- Largely in good to fair condition.

Development Pattern Recommendations

- Low to moderate density housing options (single-family, duplex, town houses).
- Varying housing types contained in separate tracts or streets.
- Promote variety of architectural styles.
- Street linkages between arterials and adjacent development tracts.
- Collector street standards for large developments and in targeted areas.
- Bicycle and pedestrian features linking community facilities.
- Self-contained neighborhood parks or recreation space.
- Measures to promote upkeep of existing residences.
- Higher density development should have direct access to high volume thoroughfares and should not be accessed via local residential streets.

Map 3.8 Character Area Map - Milledgeville Road Business District

General Description

Principal east-west arterial corridor to develop with a mixture of retail and office uses while preserving historic residential structures and promoting site design features that are complimentary to adjacent historic districts.

Relationship to Prior Comprehensive Plan

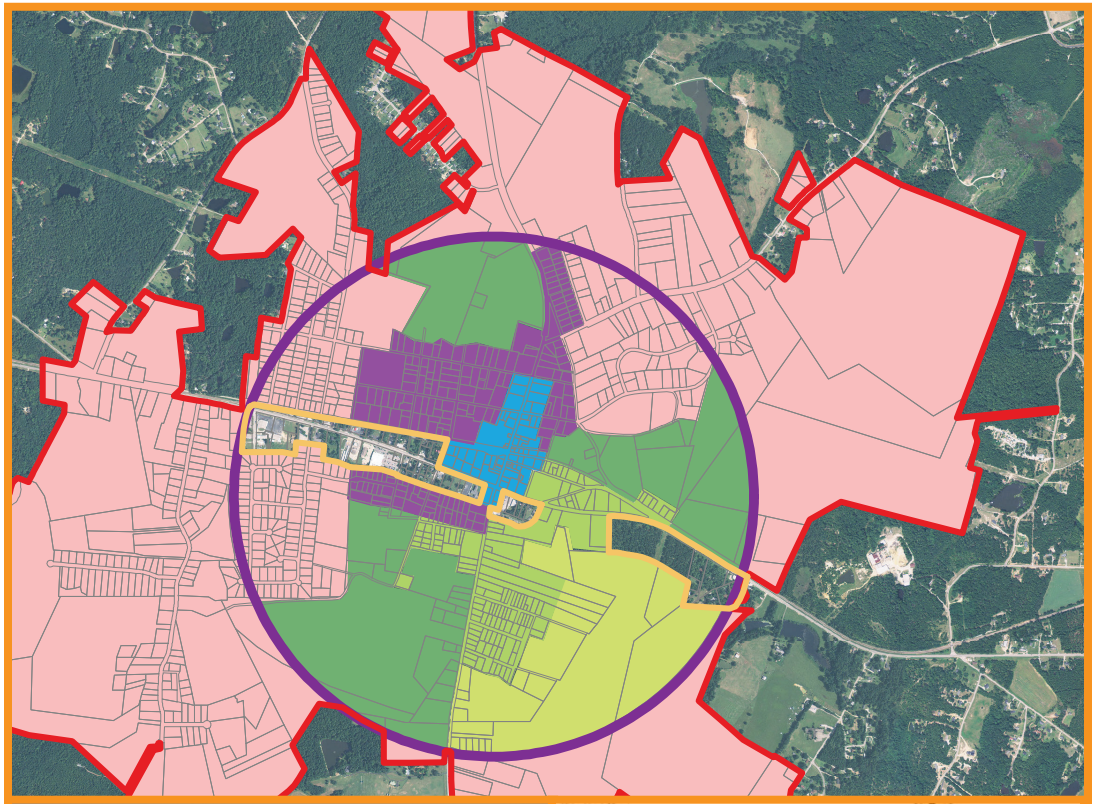
Retained from the Harlem Comprehensive Plan 2006 - 2016

Land Uses and Zoning Categories

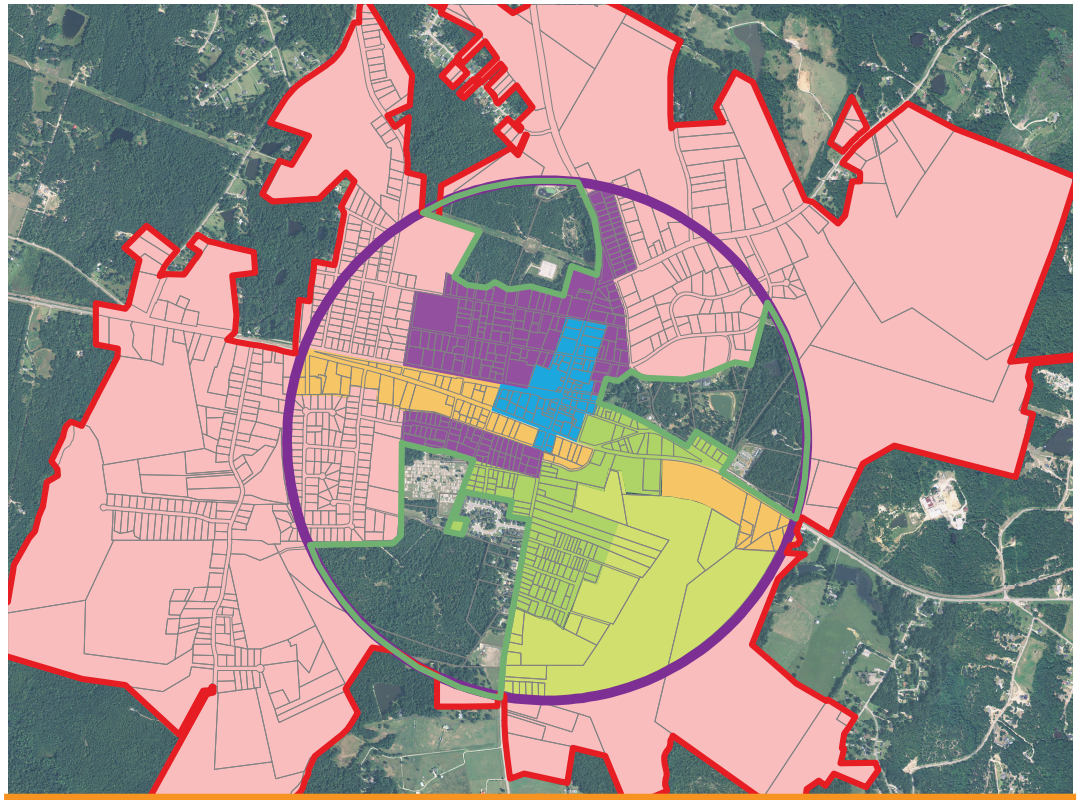
- Commercial uses are mainly vehicle oriented.
- Institutional uses along Milledgeville Road – mainly churches.
- Declining residential.
- Vacant/abandoned properties dot the district.
- High volume traffic.
- Sidewalks in fair condition.
- Above ground utilities.

Development Pattern Recommendations

- Continuation of commercial development.
- Incorporate building and site design guidelines.
- Pedestrian features from"downtown center" character area.
- Location of large retail development.
- Location of businesses promoting motor vehicle use (i.e. drive-thrus).
- Limited light industrial uses at western and eastern edge of city limits.
- Preserve historic residential structures for office and neighborhood retail.
- Allow landscaped boulevard with landscaped median and street trees.
- Manage vehicular access via traffic control median, spacing of drive ways and cross access easements.
- On and off-street pedestrian and bicycle features.
- Pedestrian scale street lights and buried utilities.
- Uniform signage – no off-premise signs.
- Uniform street numbering system for easy recognition by emergency responders.
- Street trees and on-site tree planting requirements.



Map 3.9 Character Area Map - Traditional Neighborhood Reserve



General Description

Large tracts located within the "Historic Harlem" overlay character area that have previously been left largely undeveloped and extend from both pre-existing contemporary and historic neighborhoods. Promotes traditional neighborhood site development geared toward pedestrian comfort and accessibility, and promotes building design that respects the scale, orientation and principal features of older housing stock.

Relationship to Prior Comprehensive Plan

Retained from the Harlem Comprehensive Plan 2006 - 2016

Land Uses and Zoning Categories

- Large number of vacant parcels available for development.
- Some low-density residential.
- Adjacent to other residential uses.
- Street connectivity opportunities to other districts.

Development Pattern Recommendations

- Neighborhoods promoting primarily single-family detached
- Design guidelines promoting some components of traditional architecture(front porches, rear garages, front door orientation, etc.) but allowing variations in building materials.
- Site design guidelines promoting traditional lot, block and street layout (extension of street grid to property lines, interconnectivity, on-street parking, smaller lots, sidewalks, tree planting strips, alleys, pedestrian scale street lights, etc.)
- Additional neighborhood parks (small tot lots, playgrounds, community greens, etc.)
- Smaller building lots for higher singlefamily densities than Harlem's historic neighborhoods.

3.3.2 Land Use Plan - Special Areas Map

Prior versions of the Georgia Department of Community Affairs' Minimum Standards and Procedures for Local Comprehensive Planning required the identification of "areas requiring special attention" (hereafter "Special Areas.") The general intent of state standards in regard to Special Areas was that localities would develop specific and unique strategies to abate negative and prevalent conditions in a particular area; or, conversely to create, enhance and promote positive conditions. Potential Special Areas were much more limited in geographic scope than companion Character Areas, and could be categorized according to any of the following:

- *Areas of significant natural or cultural resources.*
- *Areas where rapid development or change of land use is likely.*
- *Areas where development may out-pace community resources and services.*
- *Areas in need of redevelopment.*
- *Large abandoned structures or sites.*
- *Areas with significant infill opportunities.*
- *Areas with significant disinvestment.*

Based on these prescribed categories, The City of Harlem's previous comprehensive plan identified four areas requiring special attention:

- *Harlem Historic (Business) District*
- *Harlem Historic (Residential) District*
- *Northern Harlem*
- *Southeast Harlem*

Although no longer required, participants in the *2016 Comprehensive Plan* planning process have opted to continue to incorporate Special Areas into this Plan document. Doing so is an acknowledgment that there are constrained geographic areas remaining within Harlem that require focused and unique strategies (not shared by the community as a whole) in order to generate improved or enhanced development conditions. Further, the identification of Special Areas is the preferred method of the city to identify targeted land use goals, objectives, and implementation strategies.

The City of Harlem has determined that it will focus its efforts within its downtown and east-west commercial corridors. The Special Areas defined for this comprehensive plan are derived from the 2014 Harlem City Center Plan.

The 2016 Harlem Comprehensive Plan includes the following Special Areas:

- *Downtown*
- *Neighborhood*
- *Gateways*
- *New Investment*

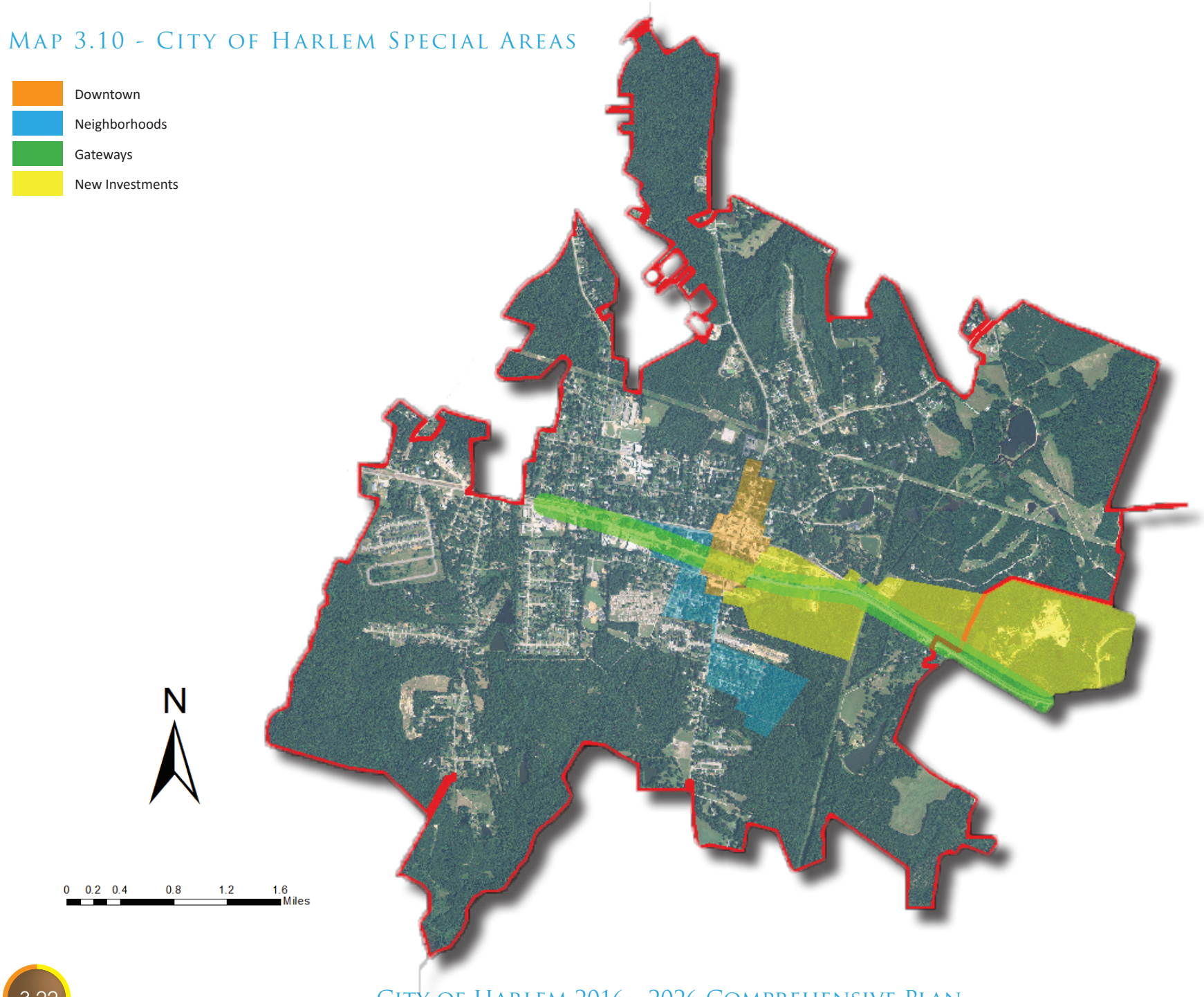
The *2014 Comprehensive Plan* Special Area Map is located on pages ***3-22***. Supporting Special Area narratives are located on page ***3-22*** of this section. When interpreting how best to use the *2016 Comprehensive Plan*'s Special Area Map and supporting narratives, the reader should be mindful of the following three parameters:

- **Special Area Boundaries.** *Mapped and textual descriptions of Special Areas are conceptual only. Implementation of strategies to address Special Area issues may affect highly variable geographic areas. Such variability is necessary given that the true scope and scale of Special Area conditions is often only possible to identify upon the initiation of more detailed studies or other actions. Amendment of the Special Area map herein should not be necessary to accommodate 2016 Comprehensive Plan implementation so long as the applicable action is seeking to address one (1) or more conditions described in any given Special Area narrative.*

- **Special Area Narratives.** *The narratives associated with each map corresponds to each Special Area Map and should be viewed as general policy statements - as statements of intent. Their use and applicability is similar to those other goals and policy statements found in the Community Goals component of the Community Agenda (**p. 3-5**) They should inform future development decisions and perhaps form the basis for more detailed topic-specific studies in the future. Some specific strategies based on the Special Area narratives have been incorporated into the Community Work Program component of this document.*

- **Relationship to Character Areas.** *Special Areas should be viewed as "overlays" to the 2016 Comprehensive Plan's Character Areas Map in the same manner as overlay districts in a zoning ordinance. Should conflicts exist between Character Area narratives, and Special Area narratives, the latter should typically (but not exclusively) be given greater weight.*

Map 3.10 - City of Harlem Special Areas



Map 3.11 Special Area Map - Downtown

Condition

Downtown Harlem represents the heart of the city. Harlem's city center has the opportunity to enhance vibrancy and foot traffic in Harlem's Downtown.

Intent

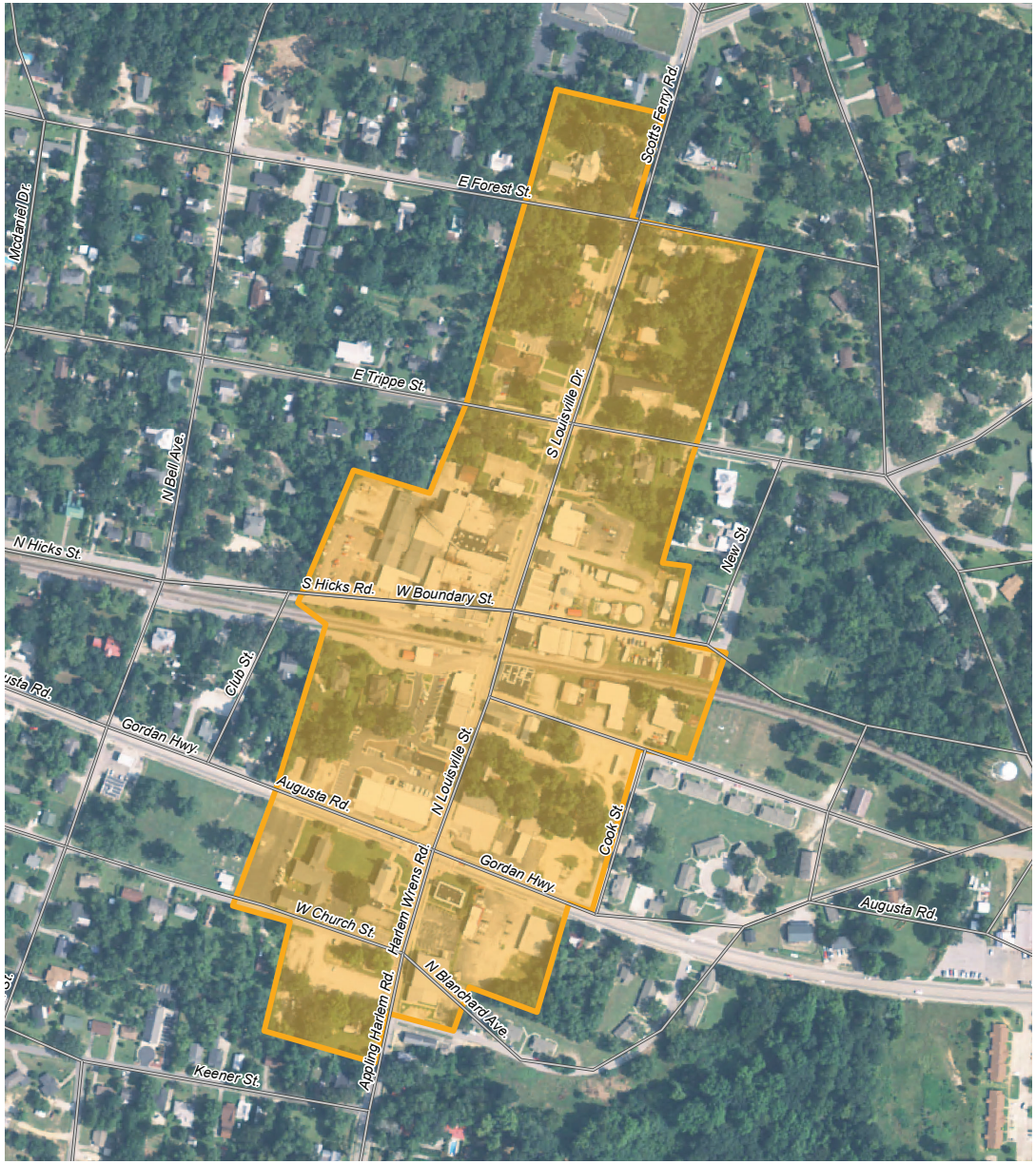
Develop a vibrant area where residents and visitors can spend time enjoying the city center

Main Principles

- Major new public space
- Improved streetscape (trees, lighting, banners)
- No car-oriented development (gas stations, drive-throughs)
- Less new off-street parking
- New housing opportunities (townhouses, lofts above first floor retail)
- Connect sidewalk over CSX track
- Respect existing character/styles

Specific Steps

- Exemptions to current regulations for parking, setbacks, use
- Engage property owners and real estate community to communicate possibilities
- Program new public space with activities/events – farmers' market, music in the park, festivals
- Issue RFPs for city-owned parcels for development fitting the philosophy of this plan



Map 3.11 Special Area Map - Commercial Corridor

Condition

The main east-west commercial corridor of the city of Harlem.

Intent

Develop an area with a unique character that draws residents and visitors to stop and enjoy the area

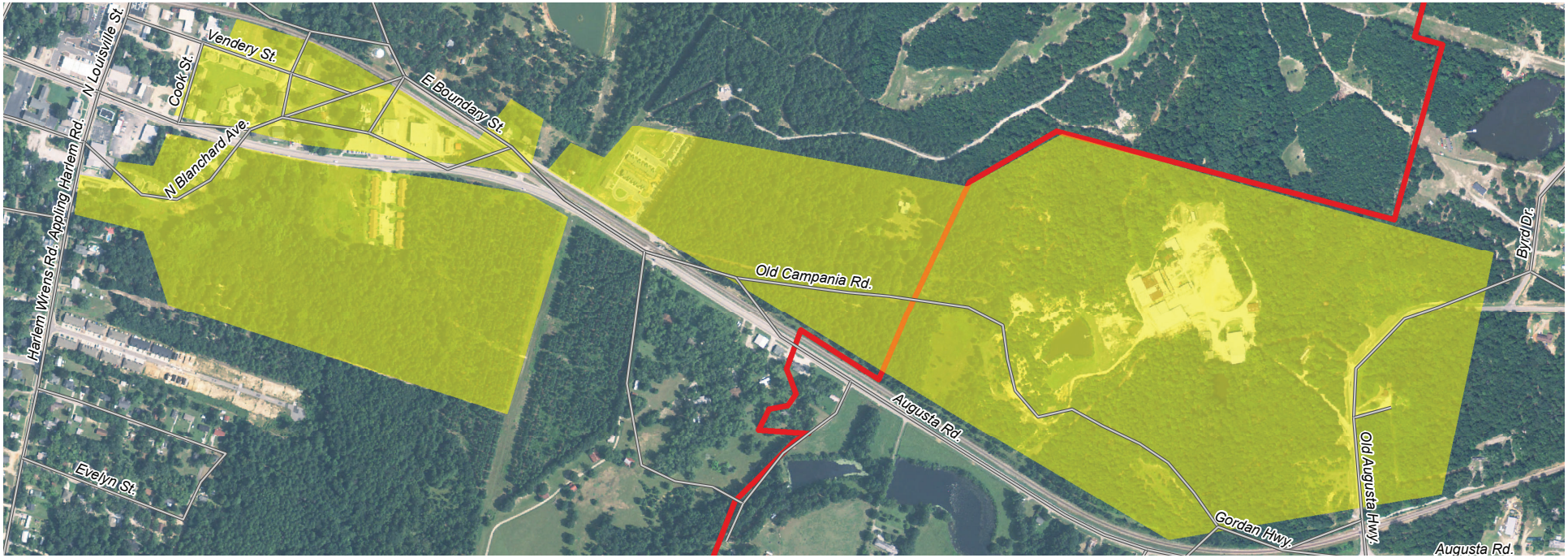
Main Principles

- More Harlem, less "Anywhere,U.S.A."
- Milledgeville Road should feel like a downtown street (lower right), not a suburban highway/arterial road
- Parking behind buildings
- New buildings front street
- Signs/building forms more like downtown
- Gradual change as properties are developed/redeveloped

Specific Steps

- Remake Milledgeville Road into Milledgeville Street - create a tree-lined median in the downtown section of the road
- Allow on-street parking on Milledgeville Road (this, as with the previous step, will involve working with GDOT)
- Rewrite codes to allow the style of development desired

Map 3.12 Special Area Map - New Investment



Condition

Area of potential growth and development for the city

Intent

Provide an area for possible future residential and commercial growth

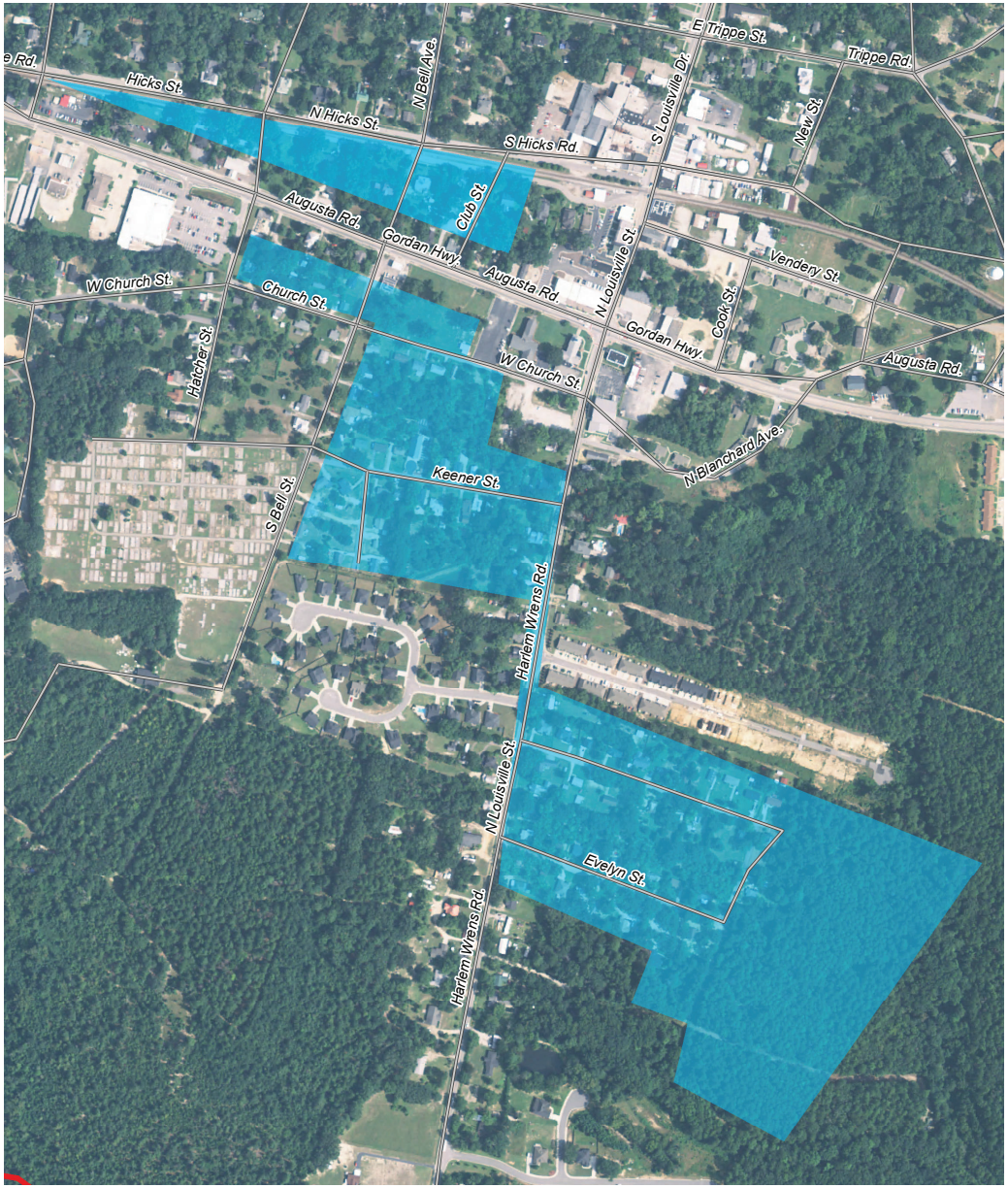
Main Principles

- Opportunities for new housing (below), industrial (right)
- New developments must connect with each other
- Street network should extend
- Don't funnel all traffic onto Milledgeville Road
- Respect scale, appearance of surroundings
- Incentives can assist in generating industrial development

Specific Steps

- Create an Opportunity Zone
- Consider waiving permit fees for new industrial development
- Create a street plan for this section of the city to ensure that all traffic is not dumped onto Milledgeville/ Gordon Highway and that a connected system is created
- Create a trail network as new developments are built

Map 3.13 Special Area Map - Neighborhoods



Condition

The Neighborhoods Special Area are residential areas that are stable. Substandard housing dots the landscape of these area.

Intent

Improve these areas by addressing substandard housing and possible pedestrian and bicycle facilities improvements

Main Principles

- No major changes - these residential neighborhoods are stable and livable
- Address substandard housing (grants/code enforcement)
- Infrastructure improvements (sidewalks, drainage)
- Infill housing (right) where possible

Specific Steps

- Ensure new neighborhoods connect to existing neighborhoods
- Ensure existing and new neighborhoods have easy access to active transportation (sidewalks, trails) and green space

HARLEM

3.4 Reports of Accomplishments

This section of the 2016 Harlem Comprehensive Plan presents the Reports of Accomplishments for the city. A list of projects from the 2012 - 2016 City of Harlem: Short Term Work Program Update have been evaluated and assigned the following identifiers to acknowledge the status of each project as:

- *Completed: The listed project has been concluded*
- *Ongoing: The listed project has started and is continuing*
- *Postponed: The listed project has not been started or halted for some reason*
- *Not Accomplished: The listed project has not moved forward*

Report of Accomplishments: Economic Development

Project	Status				Comments
	Completed	Ongoing	Postponed	Not Accomplished	
Inventory tracts (of land) that are suitable for office development	√				
Pursue new technology infrastructure that would be added to the city including more internet and cable carriers, more competition for phone access (land and cell).	√				Columbia County installed a county-wide fiber ring, and it is expected that phone, data, and video providers will utilize this infrastructure to enhance options for Harlem residents
Install a Wi-Fi hotspot within the downtown business district				√	This project was no longer a high priority due to investment in time and energy for the fiber network within the city.

Report of Accomplishments: Natural & Cultural Resources

Inventory and assemble land within the city limits that would be appropriate for new pocket parks and small playgrounds		√			The City of Harlem is consistently looking for land within neighborhoods to provide for residents Greenspaces.
Develop conservation subdivision standards		√			This project has been initiated and is scheduled to be completed in the next five years
Require local land clearance permits for new development	√				
Amend land development regulations to increase natural buffers from streams				√	The City of Harlem will continue to use state standards

Report of Accomplishments: Land Use

Amend land use regulations so that streets are brought to the property line				√	City Staff and elected officials found that this project wass no longer a priority for the city
Develop a Traditional Neighborhood zoning district		√			The amendment to the zoning ordinance is still being being written

Report of Accomplishments: Community Facilities & Services

Project	Status				Comments
	Completed	Ongoing	Postponed	Not Accomplished	
Initiate physical expansion of sewer treatment facility to double the capacity of the facility to accommodate expected population growth over the next 20 year period		√			"The City has been given a wasteload allocation by EPD and is currently exploring financing options from both GEFA and USDA
Renovate, expand or relocate space for public safety	√				
Address need for more public works space by expanding or moving the current facility	√				
Relocate the fire station away from the RR Line	√				
Acquire new firefighting equipment	√				
Purchase new police vehicles and radio equipment		√			This is an ongoing annual project and will be removed from the work program
Purchase new generator, chipper, and other equipment for Public Works	√				
Purchase new recreation equipment for the city.				√	Columbia County Parks & Recreation department is in charge of maintaining Harlem City Park
Expand library facilities as needed based on population expansion		√			The old library will be demolished and a new library will be built in the downtown area

Report of Accomplishments: Community Facilities - Transportation

Develop city-wide bike and pedestrian plan to target the location of on-street and off-street bicycle and pedestrian facilities	√				
Amend land development regulations to require walkway access between new developments and adjacent greenway trails, schools, parks and other public facilities	√				
Amend land development regulations to increase sidewalk width and the distance between sidewalks and the back of street curb	√				
Amend land development regulations to require new residential and non-residential development to provide sidewalks along the frontage of existing streets.	√				
Apply for TE grant funding to improve pedestrian/bicycle access/safety along Gordon Highway	√				
Apply for TE Grant funding to improve transportation function and access to all parts of the city.		√			The project will continue to occur in order to gain funding for local projects

Report of Accomplishments: Housing

Project	Status				Comments
	Completed	Ongoing	Postponed	Not Accomplished	
Assemble dilapidated property using CDBG funds or through tax liens				√	The city has decided not to pursue this endeavor at this time
Apply for CHIP funding to use for down payment assistance and low interest loans for first time homebuyers	√				
Partner with a developer to construct for-sale housing on the assembled parcels					
Adopt the Historic District Residential Design Guidelines as part of a local historic zoning district by the Historic Preservation Commission	√				
Adopt a nuisance ordinance requiring that annual inspection and licensing of vacant and dangerous buildings be conducted	√				
Encourage the development of new housing or other appropriate uses consistent with the corresponding character area on sites that have deteriorated manufactured housing.		√			This is an ongoing annual project and will be removed from the work program
Assemble sites within the Downtown Center and Milledgeville Character Areas occupied with manufactured housing and re-purpose them with more community focused uses.		√			
Initiate annexation of any properties that are receiving city services		√			

Report of Accomplishments: Historical Resources

Identify list of the 10 most historic sites in Harlem and designate them for preservation				√	This project no longer has support as the city decided to move in a different direction
Nominate eligible properties to the National Register of Historic Places		√			
Renovate the Columbia Theatre into community space		√			
Preserve facades of downtown buildings		√			

3.5 Work Program

The Harlem Comprehensive Plan's Community Work Program section establishes the priority activities the government, residents of Harlem, and / or other vested or partnering agencies will undertake over the next five years.

This community Work Program is the principal implementation tool for addressing the "Needs and Opportunities" identified during this planning process and listed elsewhere within this document. Designed with local participants to guide and prioritize activities the work program is structured to adhere to the minimum state comprehensive planning standards administered by the Georgia Department of Community Affairs. Consistent with state rules this work program includes the following:

- *A brief description of activity*
- *Time-frame for undertaking each activity*
- *The responsible party for implementing the activity*
- *Estimated cost (if there is a cost) of implementing the activity*
- *Funding source where applicable*

Work Program : Economic Development

Work Program Projects	Time-frame					Responsible Party	Cost Estimate	Fund Source
	2016	2017	2018	2019	2020			
Facilitate the provision of residential high-speed internet service, via fiber, to all new subdivisions and those currently under development	x					City of Harlem / Multiple Telecom. Companies	Staff Time	WC Tel-Co-op Private Enterprise
Create, adopt, and implement an incentives package that reduces the cost of opening a business in center city Harlem.		x				City of Harlem / CSRA-RC	Staff Time / $2,500	City Funds / DCA Funds
Create guidelines for the appearance of buildings in center city Harlem		x				City of Harlem	Staff Time	City Funds
Initiate a facade grant program in which businesses in center city Harlem can receive a grant to make visual improvements to their facade		x				City of Harlem / Columbia Co. Chamber	$15,000	Multiple Fund Loans
Create a city center park as an attraction for residents and visitors to complement the surrounding area.		x	x			City of Harlem / Columbia County	$2.5 million	Columbia County TSPLOST
The City of Harlem will invest in a new Accounting/Billing Software System				x		City of Harlem	$20,000	City Funds

Work Program : Housing

Create design guidelines for new residential development providing requirements for developers to create quality new residential housing units within the city.			x			City of Harlem / CSRA-RC	Staff Time	City Funds
Housing need assessment for all housing within the city limits				x		City of Harlem / CSRA-RC	Staff Time	City Funds
Initiate the annexation of properties north of the city which currently has or in the process of getting water and sewer infrastructure to allow for increased tax base.	x					City of Harlem	Staff Time	City Funds
Encourage the development of new housing or other appropriate uses consistent with the corresponding character area on sites that have deteriorated manufactured housing.		x		x		City of Harlem	Staff Time	City Funds
Assemble sites within the Downtown Center and Milledgeville Character Areas occupied with manufactured housing and re-purpose them with more community focused uses.	x					City of Harlem	Staff Time	City Funds
Initiate annexation of any properties that are receiving city services	x	x	x	x	x	City of Harlem	Staff Time	City Funds

Work Program : Community Facilities

Work Program Projects	Time-frame					Responsible Party	Cost Estimate	Fund Source
	2016	2017	2018	2019	2020			
Complete renovations to the Columbia Theater in order to allow it become a revenue generator for the city.			x			City of Harlem / CSRA-RC	$1,500,000	Grants / City Funds
Implement Greenways Trails Connections, Action Plan (Harlem Trails Plan)		x				City of Harlem	$8,000	DCA Funds
Target Milledgeville Road for improvements to pedestrian facilities in conjunction with improvements to the city center park and library area.					x	City of Harlem	$1,500,000	Grants / City Funds
Build a new library and community greenspace in center city Harlem to attract residents and visitors to city center Harlem and increase community vitality.			x			Columbia County / City of Harlem	$5,000,000	County / City Funds
Increase signage within the city to direct residents and visitors to parks and greenspaces within the city.		x				City of Harlem	$150,000	City Funds
Increase the capacity of sewer and water to accommodate anticipated growth, residential and commercial.		x	x			City of Harlem	Undetermined	City Funds / Grants
Create a Veteran's Memorial to pay tribute to those in Harlem that have served in the military			x			City of Harlem	$150,000	City Funds
Improve storm-water drainage on Verdery Street		x				City of Harlem	Undetermined	City Funds / Grants
Improve storm-water drainage on North Bell, West Trippe, and West Boundary			x			City of Harlem	Undetermined	City Funds / Grants
Install filter systems to enable use of city owned wells				x		City of Harlem	Undetermined	City Funds / Grants
Replace cast iron water lines along Highway 78					x	City of Harlem	$500,000 (est.)	City Funds / Grants
Upgrade water meters throughout the city		X				City of Harlem	Undetermined	City Funds / Grants
Apply for TE Grant funding to improve transportation function and access to all parts of the city		X		X		City of Harlem / CSRA-RC	Undetermined	City Funds / Grants

Work Program : Transportation

Work Program Projects	Time-frame					Responsible Party	Cost Estimate	Fund Source
	2016	2017	2018	2019	2020			
Insert roundabout at Old Berzalia Road and Harlem Grovetown Road			x			GDOT	$873,470	State/Federal Funds, General Funds
Install sidewalks (along with curb and gutter) on Old Berzalia Road			x			City of Harlem	Staff Time	City Funds
Install new sidewalks along North and South Hicks Street, West Forrest Street, and Fairview Drive to accommodate students going to the elementary school			x			City of Harlem	Undetermined	City Funds / Grants

Work Program : natural & Cultural Resources

Create a community park on vacant parcel located at the corner of Harlem/Grovetown Road and East Boundary Street			x			City of Harlem	$150,000	City Funds
Adopt subdivision conservation standards		x				City of Harlem	Staff Time	City Funds
Complete a survey of historical buildings within the city's historic district					x	City of Harlem / CSRA - RC	$8,000	City Funds
Nominate buildings for the National Registrar of Historic Places	x	x	x	x	x	City of Harlem / CSRA -RC	$2,500	City Funds
Inventory and assemble land within the city limits that would be appropriate for new pocket parks and small playgrounds	x	x	x	x	x	City of Harlem	Staff Time	City Funds

Work Program : Land Use

Revise ordinance to only allow annexation of property south of the city to be zoned no lower than A-1 in order to mitigate encroachment on Fort Gordon missions.				X		City of Harlem	Staff Time	Local Funds
Complete a revision of the current Land Use Ordinance		x				City of Harlem / CSRA - RC	Staff Time	Local Funds
Develop a Traditional Neighborhood zoning district		x				City of Harlem	Staff Time	Local Funds

H

APPENDIX

SIGN IN SHEETS

Meeting Sign-In Sheet

Meeting Title: Stakeholder Committee Meeting
Facilitator: CSRA Regional Commission
Place/Room: City Hall Conference Room

Date: March 17, 2015
Time: 6:00 PM

	PRINT NAME	ORGANIZATION	TITLE	PHONE	EMAIL
1.	JAMES THOMAS JR	GICH	COMM. P & Z	706-556-4392	THOMAS2100@KNOLOGY.NET
2.	JOHN W NEAL	P+Z	V-CHAIR	706-556-6425	jwneal52@gmail.com
3.	Kelly S. Evans	Housing Authority	Exec. Director	706.690.1149	kelly.evans@thomsonhousing.org
4.	LANCE ELLIS	P & Z	Comm.	7068256814	LANCEELLIS@ALLSTATE.COM
5.	David Carlsen	Harlem HPC	Chair	706-231-9701	davecarlsen@gmail.com
6.	Sheri Murphy	Harlem HPC	Comm.	706-339-1022	sherimurphyrealtor@gmail.com
7.	Jason Rizner	City of Harlem	City Mgr	(706) 556-0043	jrizner@harlemga.org
8.	Jeff DeFoor	GICH		706-836-2461	Jeff@DeFoorRealty1.com
9.	Debra Moore	City	City Clerk	706 556 3448	dmoore@harlemga.org
10.	Alvin Harris	Business owner		706 556 1522	axh@harlemwaterfowl.com
11.					
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11-16-2015
Comp Plan STAKEHOLDER Committee Meeting

NAME	Signature	Phone
JOHN NEAL		706-556-6425
John V. McClellan	John V. McClellan	706-799-4283
Jason Rizner	Jason Rizner	(706) 556-0043
Debra Moore	Debra F. Moore	706-556-3448
JAMES THOMAS JR	James Thomas Jr	706-556-4392
LANCE ELLIS		706-738-6283
Gina Bennett	Gina Bennett	(706) 829-21[illegible]
Jennifer Bennett	Jennifer Bennett	706-836-0079
Roxanne Whitaker	Roxanne Whitaker	706-829-0916

2015 Harlem Comprehensive Plan
Open House - September 22. 2015

SIGN-IN SHEET

NAME	EMAIL	PHONE	ADDRESS
Kim Gibbons	bigkim123@gmail	( )	East Tripp Harlem
THOMAS, JAMES JR	THOMAS2410@KNOLOGY.NET	( )	210 STONE STREET HARLEM
JOHN W NEAL	jwneal52@gmail.com	( )	501 CANTERBURY CT
BRYAN EVANS	bevans@starling-evans.com	( )	435 W. Milledgeville Rd.
Debla F. Moore	dmoore@harlemga.org	( )	320 N. Louisville Street
Joe Lakey	JoeLK673@AOL.Com	( )	280 West Forest
John A. Thigpen	jthigpen@harlemga.org	( )	360 S Fairview Dr.
STEVEN SMITH	STEVENSMITH32@YAHOO.COM	( )	102 MORGAN DR.
Cheryl Smith	cgburn@bellsouth.net	( )	102 Morgan Dr.
Jennifer Bennett	bennettv6@aol.com	( )	821 Apply Harlem Rd

2015 Harlem Comprehensive Plan
Open House - September 22. 2015

SIGN-IN SHEET

NAME	EMAIL	PHONE	ADDRESS
Gina Bennett	vannbennett@bellsouth.net	( )	829 Appling-Harlem Rd. Harlem, Ga.
Sheri Murphy	sherimurphyrealtor@gmail.com	( )	355 E Trippe St
BRIAN MURPHY	BRIAN.SHERI MURPHY@GMAIL.COM	( )	355- E. TRIPPE ST
Gregg Stokes	gstokes@harlemga.org	( )	4750 Harlem Wrens Rd.
		( )	
		( )	
		( )	
		( )	
		( )	
		( )	

Meeting Sign-In Sheet

Meeting Title: Comprehensive Plan Public Hearing #1
Facilitator: City of Harlem
Place/Room: Harlem Public Safety Building

PRINT NAME	EMAIL ADDRESS (TO RECEIVE UPDATES ON THE PLAN PROCESS)
1. JOHN NOEL	
2. JAMES THOMAS JR.	
3. Bobby Culpepper	
4. Diane Holland	DL800@bellsouth.net
5. [signature]	
6. [signature]	
7. Robert Holland	
8. Jeff McNair	
9. DEFOOR	
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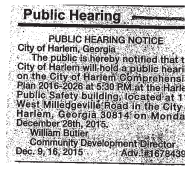
PUBLIC HEARING NOTICE


Public Hearing

PUBLIC HEARING NOTICE
City of Harlem, Georgia
The public is hereby notified that t
City of Harlem will hold a public hear
on the City of Harlem Comprehensi
Plan 2016-2026 at 6:30 PM at the Harle
Public Safety building, located at 1
West Milledgeville Road in the City
Harlem, Georgia 30814 on Monda
December 28th, 2015.
William Butler
Community Development Director
Dec. 9, 16, 2015 Adv: B1678438

AFFIDAVIT OF PUBLICATION

ATTORNEY
OR AGENCY: CITY OF HARLEM, GEORGIA
PO BOX 99
HARLEM GA 30814

BUSINESS: PUBLIC HEARING ON HARLEM COMPREHENSIVE PLAN 2016-2026 - DECEMBER 28, 2015

ACCOUNT #: 1000164660
AD COST: $ 25.00
AD NUMBER: B16784391

STATE OF GEORGIA

COUNTY OF COLUMBIA

Personally appeared before me, Steve Crawford, Publisher, to me known, who being sworn, deposes and says: That He is the authorized agent of Southeastern Newspapers Company, LLC, a Georgia Limited Liability Company, doing business in said County under the trade name of ***The Columbia County News-Times*** , a newspaper in said County; That He is authorized to make affidavits of publication on behalf of said publisher company: ***The Columbia County News-Times*** ; That said newspaper is of general circulation in said County and in the area adjacent thereto; That He has reviewed the regular editions of said newspapers published on:

12/9/2015
12/16/2015

and finds that the following advertisement appeared in each of said editions, to-wit:

(deponent)

Sworn to and subscribed before me
This 23rd day of December, 2015

Jeri S. Liverett, Notary Public
Columbia County, Georgia
My Commission Expires September 23, 2017

A Resolution of the City of Harlem for the Adoption of Harlem Comprehensive Plan 2016 - 2026

WHEREAS, the Harlem City Council, the governing authority of Harlem, Georgia has prepared the *Harlem Comprehensive Plan 2016-2026* to replace their prior comprehensive plan and comprehensive plan update and,

WHEREAS, the *Harlem Comprehensive Plan 2016-2026* was prepared in accordance with the Rules and Procedures of the Georgia Department of Community Affairs; and,

WHEREAS, the *Harlem Comprehensive Plan 2016-2026* has been reviewed by the Central Savannah River Area Regional Commission and the Georgia Department of Community Affairs and found to be in compliance with the minimum "Standards and Procedures for Local Comprehensive Planning;"

NOW, THEREFORE, BE IT RESOLVED by the Harlem City Council that the *Harlem Comprehensive Plan 2016-2026* is hereby adopted and that a copy of this resolution shall be submitted to the Central Savannah River Area Regional Commission.

Adopted this 27th **day of** June **, 2016**

Robert W. Culpepper, Mayor
City of Harlem

ATTEST:

Debra E. Moore, City Clerk
City of Harlem