

## **COMMUNITY FACILITIES AND SERVICES ELEMENT**

### **Introduction**

The Community Facilities and Services Element inventories and assesses public services, infrastructure, safety and health services and educational and cultural facilities provided by the city, or by other agencies. The assessment facilitates identification of future community needs. Used in conjunction with the Short Term Work Program, this information impacts capital budgets and programming. Such information is also considered in the context of population forecasts and the Future Land Use Map to ensure that land appropriate as to size and location is available for establishment of community facilities and delivery of public services.

### **Transportation Network**

Lake City's transportation network is comprised of state highways and county roads. Highway improvements are the responsibility of the Georgia Department of Transportation, and county and local roads are built and maintained by the Clayton County Department of Transportation and Development.

Primary arterial roads serving Lake City are Jonesboro Road (S.R. 54), providing north-south access, and Forest Parkway (S.R. 331), an east-west arterial. Each of these state routes is well maintained and operates within design capacity. Minor arterial roads include North Lake Drive and North Parkway. Each of these roads is also well maintained and operates well within design capacity.

Rex Road, Harper Drive and Phillips Drive function as major collector streets, are well maintained and operate within design capacity; signalized intersections control traffic flow within Lake City. Traffic signals are located at the intersections of S.R. 54 and Harper Drive, S.R. 54 and Forest Parkway, Forest Parkway and North Lake Drive, Forest Parkway and North Parkway, Harper Drive and North Parkway, Harper Drive and North Lake Drive and Reynolds Road and Phillips Drive. All signals operate adequately, and only the Kenyon Road and Jonesboro Road areas experiences unacceptable traffic congestion.

All state, county and local streets are identified with proper signs. Several major intersections along S.R. 54 and S.R. 331 are identified by overhead signs providing superior visibility. Minor intersections are identified by traditional street signs, located on each corner of the intersection.

The Atlanta Regional Transportation Improvement Program FY 2003 - FY 2005 includes no projects in Lake City. One project of relevance to the city is the bikeway/pedestrian path established along Jester's Creek, from Jonesboro to Morrow Industrial Boulevard, south of Lake City. Clayton County has identified two projects that could improve traffic conditions near the city. Lee Street, which becomes North Parkway in Lake City, is proposed for widening from Southlake Parkway, north to Twilight Trail. The second project entails bridge construction over Interstate 75, south of Lake City, at its intersection with Lee Street.

#### Public Transit

The Georgia Regional Transportation Authority (GRTA) initiated bus service for Clayton County in October 2001, and is scheduled to operate through September 2006. Clayton County Transit Authority (C-TRAN) initially provided two routes, the 501 (Forest Park/Harold R. Banke Justice Center), and the 503 (Riverdale/Jonesboro/Creekside Plaza). Service has since expanded to three routes by adding Route 504 Riverdale Highway/Flint River Road. Route 501 southbound originates at Hartsfield Jackson Atlanta International Airport; major destinations include Forest Park City Hall, Clayton College & State University, Southlake Mall, Tara Stadium, Harold R. Banke Justice Center, and the Department of Family and Children Services. Route 501 also serves Lake City.

Route 503 southbound also originates at Hartsfield Jackson International; major destinations include Southern Regional Medical Center, Southlake Mall, and the Clayton County Courthouse and Annex Building. The third route 504 connects riders to the Riverdale Library, Forest Park Justice Center and the Clayton County Justice Center. The Metropolitan Atlanta Rapid Transit Authority (MARTA) provides bus service on S.R. 54, terminating at Forest Parkway. C-TRAN plans future express bus service to downtown Atlanta.

#### Rail Service

Mainline rail service is provided by Norfolk Southern Railway. The Norfolk rail line parallels North Lake Drive through the city. Commuter rail is planned on this alignment, with a station to be established adjoining Clayton College & State University at North Lee Drive, at Lake City's southern limits. Service is projected to begin in 2007.

### Air Service

Commercial air transportation is provided by Hartsfield-Jackson International Airport located approximately six miles northwest of the city. General aviation services are available at Tara Field in Hampton, approximately 20 miles south of Lake City.

### Sidewalks

Until recently, sidewalks in Lake City were limited to the northern right-of-way of Reynolds Road, extending from the western city limits to White Drive, and along the northern right-of-way of Kenyon Road, from Phillips Drive to Sanders Road. These sidewalks provide access to Forest Park High School and G.P. Babb Junior High School. Sidewalks have been built on Jonesboro Road, near the intersection with Harper Drive, as a result of design standards adopted in the Gateway Village Plan.

### Water And Sanitary Sewer Service

Water supply and sanitary sewer treatment facilities are provided by the Clayton County Water Authority (CCWA). Public water supply is available throughout Lake City, and sanitary sewers serve most of the city. Areas lacking sewer service are found in the eastern portion of the city and include Lakeland Circle, Joy Lake Road, Ivy Street and portions of Rex Road and North Lake Drive. According to CCWA, both water supply and distribution, as well as sewerage collection and treatment systems, are adequate in those areas in which service is provided. The long-range plans of CCWA are to provide sanitary sewer service to residential development on Joy Lake Road. The Clayton County Water Authority is expressly authorized and empowered to contract for a period not to exceed 50 years with any public agency, public corporation, city, town, county or authority for water, sewer or other services. The construction, operation and maintenance of all sanitary sewer lines under the County's jurisdiction are the responsibility of the Clayton County Water Authority. All existing and future sanitary sewer lines laid in the County and all areas served by the sanitary sewer lines are within the jurisdiction of CCWA, including locations within the City of Lake City limits unless prior agreements or ordinances have been adopted. The Clayton County Water Authority Manager supervises all resources of CCWA in building, operating and maintaining the sanitary sewer system.

### Water Supply and Treatment

Clayton County Water Authority manages the three plants that provide drinking water to the city of Lake City. These plants are the J.W. Smith Water Treatment Plant, Freeman Road Water Treatment Plant and William J. Hooper Water Treatment Plant. All three plants ultimately supply water to the entire city and the county. The combined plant capacity is 42 million gallons per day (mgd). Total county demand is 27 mgd. Some 74,319 linear feet of water mains have been

installed to serve private properties within the city limits. The useful life of the treatment plants and distribution mains is 100 years. All citizens receive public water from the Clayton County Water Authority.

#### Sewerage System and Wastewater Treatment

The Northeast Water Reclamation Plant located in unincorporated Clayton County. This facility is operated by Clayton County Water Authority. The service area for the plant is approximately 3,700 acres and the design capacity is 6 mgd. Current Demand on the facility is 5.2 mgd. The County recently approved an overflow contract with the W.B. Casey Water Reclamation Plant. The sanitary sewer collection system serving the city of Lake City is comprised of approximately 80,000 linear feet of sewer main. The useful life of the collection mains and treatment plants is 100 years. Some dwellings remain on private septic systems and are not attached to the public sewage system provided by the Clayton County Water Authority.

#### Solid Waste Management

Lake City developed a state-approved Solid Waste Management Plan in conjunction with Clayton County in 2004. Goals of the plan include a 25 percent reduction in solid waste stream, consistent with solid waste management goals established by the State. This goal has been achieved through countywide implementation of a variety of commercial and residential recycling programs, coupled with educational programs.

Waste Management Services, Inc. provides solid waste collection services to residential customers. Collections and recycling services are provided on a weekly basis. Multifamily developments and commercial and industrial establishments contract individually with area solid waste disposal companies.

Lake City does not operate a sanitary landfill. Solid waste is transported to the Live Oak Landfill and Recycling Center in DeKalb County. These arrangements for collection and disposal of solid waste are projected to be adequate throughout the period of this Plan. Waste Management (contracted household waste pick-up) utilizes the Live Oak Landfill in Dekalb County. Lake City Public Works also picks up such items as furniture and white goods and these are taken to the Clayton County Landfill in Lovejoy. The Live Oak Landfill & Recycling Center has a design capacity of 19.0 million yards.

The City of Lake City cooperates with Clayton County in preparation of a comprehensive solid waste management plan. The 1998 Clayton County Comprehensive Solid Waste Management

Plan is enclosed as an appendix.

### *General Government*

Lake City government is housed in an attractive 12,750-square foot city hall, opened in November 2001. Lake City City Hall is located on Jonesboro Road at Kenyon Road and adjoins Jester's Creek. City Hall was intentionally built at this location in the Gateway Village as an incentive to private development along the Highway 54 corridor. The new city hall centralizes the functions of the Police Department, Public Works Department, Courtroom and Council Chambers and administrative offices, enhancing the efficiency of city government.

Lake City operates under a Mayor/Council form of government and employs a full-time City Administrator responsible for managing daily operations of the city.

The new city hall contains ample space to accommodate the essential public services demanded by Lake City residents, property owners and business operators. The former city hall is proposed for leasing to private tenants in the near term, although the structure and associated property will be reserved for future use by the City.

### *Public Safety*

#### *Police Services*

The City of Lake City maintains a full-time Police Department housed in City Hall on Jonesboro Road. The Department employs 17 full-time sworn officers and two clerks, and operates 12 fully-equipped patrol cars. In addition to police patrols, the Department maintains a full-time Criminal Investigation Unit and offers crime prevention services. No reserve force of police volunteers is needed, as the current staff is adequate to address the public safety needs of the Lake City community.

In addition to the Police Department, the city has entered into mutual-aid agreements with Clayton County and the City of Morrow. Emergency 911 service and communication services are provided to Lake City by the Morrow Police Department.

The newly-built public safety facilities in City Hall are adequate to meet the service needs of the projected population and development forecasted through the planning period. The City routinely evaluates the level of police services and adds officers and upgrades equipment

appropriate to the needs of the community.

#### *Fire Protection Services*

Fire protection services are provided to Lake City through a contract with the City of Morrow. The Morrow Fire Department operates three pumper trucks and two ladder trucks. One of the ladder trucks is designed for use in high-rise fires. The Department maintains a force of 29, full-time fire fighters.

Morrow also provides fire prevention and inspection services to Lake City, and offers a public safety education program through the Clayton County School System. Lake City's current ISO rating is 4, providing a high level of protection consistent with surrounding jurisdictions. Lake City has also entered into an automatic response agreement with the city of Morrow and Clayton County. Units from both Morrow and Clayton County will respond to structure fires in Lake City.

The present level of fire service is adequate to address current and anticipated growth throughout the planning period.

#### *EMS*

Emergency Medical Services (EMS) are provided through an intergovernmental agreement with the City of Morrow. Morrow maintains two ambulances and 24 emergency medical technicians, nine of which have advanced life support certification. Additional emergency medical services are available through Clayton County and private ambulance services operating throughout Clayton County.

#### *Recreation*

Reynolds Nature Center is a County-owned, passive park described in the Natural and Historic Resources Element of this Plan. A portion of this facility lies within the corporate limits of Lake City. Morrow/Lake City Recreation Center is a Clayton County facility containing baseball fields, a football field, concessions and restroom facilities that meets some of the active recreational needs of the Lake City community.

The City of Lake City has completed construction of a Lake City Community Park located on Phillips Drive, across from Forest Park High School. Recreational facilities within Community Park include walking trails, jogging trails, a children's playground, picnic pavilion and support facilities.

Residents of the community also have access to active recreational facilities and programs at Clayton College & State University. Formal recreation programs are also offered through the Clayton County Parks and Recreation Department, area churches and by local athletic associations.

While the City of Lake City has not undertaken a formal recreational needs assessment, the combination of active and passive use facilities is considered adequate under recommended standards established by the National Recreation Professionals Association (NRPA). National standards for recreation facilities recommended by the National Recreation Professionals Association include 6-10 acres of parkland per 1,000 population. Lake City Community Park is a 6.5-acre facility and contains a walking trail, a pavilion and playground. Fevette/Little Park is also a Lake City facility. This 3-acre park also contains a walking trail. East Jesters Lake Park is currently undeveloped; however, plans for this 13-acre park include man-made lakes (possibly stocked), walking trails and other features. The "Morrow/Lake City Ballfields" are established in this approximately 15-acre recreation facility. Three baseball fields, one combination baseball field/football field, community pavilion and a playground are available to residents of both jurisdictions. The Morrow/Lake City Ballfields facility is maintained and controlled by Clayton County Parks and Recreation Department. All of these parks and recreation resources serve Lake City. With a 2000 population of 2,862, Lake City facilities exceed the national standards.

According to the draft 2004 Clayton County Draft Comprehensive Plan, the Recreational Master Plan calls for a "new county gymnasium, four outdoor tracks of 10 acres each, completion of the Lovejoy Regional Outdoor Pool located at Lovejoy Regional Park, upgrading of lighting on ball fields, building new restrooms concession buildings, the addition of new playground equipment and building walking/jogging tracks and picnic pavilions at the following parks: Flat Shoals Park, Rex Park, Riverdale Park, Morrow-Lake City Park, South Clayton, Jonesboro Recreation Center." These plans will ensure that Lake City's projected population will continue to enjoy access to a superior level of park and recreation amenities.

#### Hospitals and Public Health

Lake City does not have a hospital within the city limits. Residents and employees have access to Southern Regional Hospital, a full-service medical facility located on Upper Riverdale Road in Riverdale. Numerous physicians' offices are found within and near Lake City.

The Clayton County Health Department is located in Forest Park; County Mental Health/Substance Abuse/Developmental Services Center facilities are located in Jonesboro and Morrow.

Emergency medical services are provided through a contract with the Morrow Fire Department; these arrangements are expected to continue throughout the next twenty years. Clayton County has built a senior citizens center just south of the city that is available to Lake City's elderly population. Senior centers often are the location of health maintenance programs.

Medical services are provided by the private market which has responded well to growing demand. As the city's population expands through the planning period, hospital, health and emergency medical services are expected to keep pace with population growth.

#### Education

Lake City children attend Clayton County public schools. Lake City Elementary School is located on Phillips Drive. G.P. Babb Junior High School and Forest Park High School are located adjacent to the city limits.

Clayton College & State University is located in Morrow and offers Associates and Baccalaureate degree programs as well as a Center for Continuing Education and Community Outreach. Continuing education programs for adult and post-secondary education are also offered through the Clayton County Board of Education.

Private pre-schools and day care facilities are found at locations on Jonesboro Road, Harper Drive and in neighboring cities.

The Clayton County Board of Education assesses countywide public education needs annually, and funds improvements to existing schools or constructs new facilities as population growth warrants. The County public school system is adequate to accommodate the current and projected population of Lake City.

#### Libraries and Cultural Facilities

Clayton County Library System operates a county-wide library program. The main branch is located on Battlecreek Road, south of the Lake City city limits. The Morrow Branch library and the Forest Park branch Library both may serve Lake City. The Morrow Branch houses 61,000 volumes in a 10,000-square foot library. The Forest Park branch is somewhat smaller with



51,000 volumes housed in 8,100 square feet of space. Both libraries are located within a 3-4 mile radius of Lake City. Clayton County has no plans for a library in Lake City.

State of Georgia “library construction grant standards” establish a service standard of three volumes per capita. The combined population of Morrow, Forest Park and Lake City in 2000 was 29,048. This yields a per capita ratio of four books per resident.

Clayton College & State University offers several cultural facilities and programs on a year-round basis. These include theater and musical performances at Spivey Hall, a symphony hall, which attracts world-renowned artists.

Based upon current and forecasted population, existing libraries and cultural facilities accessible to city residents are deemed to be adequate throughout the planning period.

#### Stormwater Management Facilities

Lake City’s storm water management system is comprised primarily of underground pipes, catch basins, and curb and gutter along local streets, with a few open drainage ditches along minor roadways. The system within the right-of-way is owned by Lake City and is designed for collecting and conveying storm water runoff, primarily to local stream and creeks. The system is not a combined sewer or part of a Publicly Owned Treatment Works.

The City’s stormwater regulations are dated; however, this is a task identified on the Short Term Work Program and the City is in the process of updating the ordinance to comply with the recent State ordinances concerning control of stormwater.

## **COMMUNITY FACILITIES AND SERVICES ELEMENT ASSESSMENT**

Lake City provides all community facilities and services to residents and business owners directly, or through intergovernmental agreements. A number of public services and infrastructure improvements are provided by state government agencies, Clayton County, or nearby cities. This arrangement yields a higher level of services in a more cost-effective manner than could reasonably be provided by a small community such as Lake City.

The City of Lake City's strategy to provide high quality community facilities and services focuses on maintaining current intergovernmental agreements for services provision and expanding services provision where necessary by developing closer relationships with service providers.

The following assessment of community facilities and services is based on the inventory:

- The adequacy of the city's transportation system will be maintained by developing a closer working relationship with both the Georgia Department of Transportation and the Clayton County Department of Transportation and Development.
- The City's public safety system provides excellent police protection to Lake City residents and property owners.
- Existing recreational facilities provide residents with a wide range of both active and passive recreational opportunities.
- The new City Hall is suitable for the demand generated by development projected for the 20-year planning period.

## **COMMUNITY FACILITIES AND SERVICES ELEMENT GOALS AND OBJECTIVES**

Lake City's goal for community facilities and services is to *" . . .continue to provide an adequate level of public services and infrastructure to meet the needs of residents, property owners and visitors to the city."*

The City has adopted the following objectives designed to achieve this goal:

- Ensure the continuing adequacy of the transportation system.
- Provide pedestrian links between neighborhoods and retail, recreational, cultural, transit and employment destinations.
- Enhance the mobility of transit dependent residents and access to regional employment centers.
- Ensure that all development is served by the public sewerage collection system.
- Continue to provide recreational opportunities for residents and visitors to the city.

Strategies for promoting these objectives include:

- Coordinate with the Clayton County representative to the Atlanta Regional Commission to ensure City of Lake City input in annual updates to the Regional Transportation Improvements Program.
- Cooperate with the Clayton County Department of Transportation and Development in identifying county road improvements as part of the Transportation Improvements Program.
- Develop a plan for a sidewalk system that will link neighborhoods to community destinations and C-Tran bus routes.
- Pursue extension of the Jester's Creek pedestrian path/bikeway north through the city.

- Support ridership on the Clayton County Bus System and establishment of the planned, commuter rail station in adjacent Morrow.
- Coordinate with Clayton County Water Authority to provide sewerage collection lines to those parts of the city not currently served.

## **HOUSING ELEMENT**

### **Introduction**

This Element presents information about Lake City's housing supply, including number of dwelling units and unit type, age, housing value and average rents, condition, vacancy rates and ownership ratios. An assessment of this information is also presented, forming strategies for fulfilling housing demand over the next twenty years.

### **Types of Housing Units**

Lake City's housing supply expanded from 649 units in 1970 to 1,026 in 1980, a gain of 58 percent. This expansion slowed to less than eight percent over the next decade as by 1990, Lake City contained 1,107 housing units. The 2000 Census indicated an actual loss of units and only 1,022 housing units were counted. Presumably, this 7.7 percent decrease was caused by demolition or conversion of these 85 units.

According to the Atlanta Regional Commission, the regional housing supply expanded by 45.9 percent from 1980 to 1990; the regional housing supply expanded some 30.5 percent during the the past decade. Clayton County recorded a 35.7 percent increase in units from 1980 to 1990 and 22.5 percent from 1990 to 2000.

Single family detached dwellings comprise the largest share of Lake City's housing inventory. In 1980, 73 percent of the units were single family detached dwellings. By 1990, this ratio dropped to 68.5 percent. Manufactured homes comprised 6.6 percent of the 1980 housing stock. This ratio remained relatively constant through 1990 at just over six percent.

### **Household Data**

Information about individual households is critical to planning as the household is considered a single "unit" creating demand for employment, consumer and public services and for individual dwelling units on residential building lots. The number of households is shaped by the size of the household, that is, how many people occupy one dwelling unit.

Generally, the number of households, that is, individual dwelling units, tracks population. However, as the size characteristics of households changes, the relationship between population and number of housing units may also change. Household size in Clayton County varies over the period 1980 to 2025 as seen in Table H1. Smaller households in Clayton are the trend between 1980 and 1990, but this reverses just a decade later when size increases slightly. The size of individual households is expected to remain relatively steady through 2025, at approximately 2.8 persons per household.

Statewide trends are similar to those in Clayton, with household size trending downward from 1980 to 1990. However, notable differences are that 2000 saw no significant change from 1990, and the size of households in a future Georgia is projected to be somewhat smaller than those in Clayton. Household size in Lake City is expected to trend higher than that of the County as a result of an influx of families with children and the aging of Lake City's population.

**Table H1. Average Household Size: Clayton County**

Category	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Persons per Household	2.96	2.71	2.74	2.78	2.84	2.8	2.77	2.76	2.77	2.8

Source: U.S. Census, 1980, 1990 and 2000; projections by Woods and Poole.

**Table H2. Household Size 2000: Lake City, Clayton and Georgia**

	Georgia	Clayton	Lake City
Average Household Size	2.65	2.84	2.66

Source: U.S. Bureau of Census 2000.

**Table H3. Total Households: Lake City**

Location	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Lake City	982	1,042	1,061	1,074	950	1,099	1,225	1,355	1,483	1,629

Source: U.S. Bureau of Census 1980, 1990 and 2000; Woods and Poole, adjusted by Strategic Planning Initiatives LLC.

**Table H4: Projected Population, Household Size and Dwelling Units: Lake City**

Year	1980	1985	1990	1995	2000	2001	2002	2003	2004
Population	2,963	2,865	2,733	2,750	2,886	2,942	2,997	3,053	3,108
HH Size	2.9	2.8	2.6	2.6	2.8	2.82	2.84	2.86	2.88
Dwelling Units	982	1,042	1,061	1,074	950	1,043	1,055	1,067	1079
Year	2005	2006	2007	2008	2009	2010	2015	2020	2025
Population	3,164	N/A	N/A	N/A	N/A	3,553	3,942	4,331	4,758
HH Size	2.88	N/A	N/A	N/A	N/A	2.90	2.91	2.92	2.92
Dwelling Units	1,099	N/A	N/A	N/A	N/A	1,225	1,355	1,483	1,629

Source: U.S. Census, 1980, 1990 and 2000; projections by Strategic Planning Initiatives LLC.

### Households, Population and Dwelling Units

Findings of the Population Element, including projected total population and household size, must bear a reasonable relationship to the number of dwelling units projected in the Housing Element. Each "household" must have a corresponding dwelling unit to be residents of Lake City. Table H4 displays Lake City's population through 2025 as well as household size and the number of dwelling units. The number of dwelling units projected in 2025, for example, can be multiplied by the average household size projected for 2025 to yield the projected occupants, that is, residents. This total is 12,121 residents to occupy the number of dwelling units which were projected based on densities associated with the historic mix of housing types in Lake City and zoning and market opportunities in Lake City.

This outcome based on density projections by unit type and acreage designated for development at such densities compares very favorably to the population projected for 2025.

**Table H5. Household Size and Number of Households**  
Lake City and Clayton County 1980-2000

LAKE CITY			CLAYTON COUNTY	
YEAR	HOUSEHOLD SIZE	NUMBER OF HOUSEHOLDS	HOUSEHOLD SIZE	NUMBER OF HOUSEHOLDS
1980	2.9	982	3.0	50,690
1985	2.8	1,042	2.8	57,624
1990	2.6	1,061	2.8	65,770
1995	2.6	1,074	2.7	76,330
2000	2.8	950	2.8	82,243

Source: U.S. Census 1980, 1990 and 2000; mid-decade figures by Robert G. Betz, AICP.

Projections concerning the number of households and household size for Lake City from 2000 to 2025 are indicated in Table H6. Household size projections are based on a weighted average of household size for Black and White households, the latter of which comprised over 80 percent of all households in 1990.

**Table H6.** Household Forecasts Lake City 2000-2025

YEAR	POPULATION	NUMBER OF HOUSEHOLDS	HOUSEHOLD SIZE
2000	2,886	950	2.78
2005	3,164	1,099	2.88
2010	3,553	1,225	2.90
2015	3,942	1,355	2.91
2020	4,331	1,483	2.92
2025	4,758	1,629	2.92

Source: Household forecasts by Strategic Planning Initiatives, LLC.

#### Age of Housing

The majority of housing in Lake City was built after 1940 and is typical of small towns, including brick and wood-frame houses, bungalows and two-story dwellings. Single family detached dwellings are found primarily in small subdivisions in the northwest portion of the city, and east of Jonesboro Road (S.R. 54). Most of these structures are ranch style and split-level, single family detached units. In 1980, the number of units built prior to 1939 was 23, or 2.2 percent of the total. By 1990, this percentage dropped to about one percent and the ratio of older units in Lake City was below that of the state which counted 8.1 percent of all dwellings as built before 1939.

The percentage of Lake City housing units lacking complete plumbing was two percent in 1980; no such units were found by 1990. This statistic compared favorably with the state ratio of 1.1 percent in 1990.

Table H7 illustrates such housing data as unit type for Lake City, and compares data concerning age and presence of indoor plumbing for Lake City and Georgia. These comparisons do not include 2000 data as this information will not be available until the Summer of 2002.



**Table H7. Housing Type, Age And Plumbing Status Lake City And Georgia 1980-2000**

	1980		1990		2000	
	Number	Percent	Number	Percent	Number	Percent
Single-Family	750	73.1	758	68.5	677	69.2
Multi-Family	276	26.9	280	25.3	253	25.9
Mobile Home	N/A	N/A	69	6.2	48	4.9
Total Units	1,026	100	1,107	100	978	100%
Built prior to 1939						
Lake City	23	2.2	11	1.0	0	0.0%
Georgia	296,662	14.7%	212,938	8.1%	192,972	5.8%
Lacking Plumbing						
Lake City	21	2.0%	0	0.0%	21	2.1%
Georgia	35,769	1.8%	28,462	1.1%	29,540	.9%

Source: U.S. Bureau of the Census 1980, 1990, 2000.

### Housing Condition

Most housing units in Lake City are in good condition. Homes and properties are generally well-maintained, and the “small town” character of the city is reflected in the housing. Limited instances of code violations are found, however, these are scattered among well-maintained housing, as opposed to being concentrated in deteriorating areas. A number of the deteriorating units and vacant residential lots are located in transitional areas. Market forces tend to eliminate these conditions. A number of units in the eastern portion of the city are in poor condition, along with public infrastructure. These units adjoin a well-maintained neighborhood in the county and auto storage facilities in Lake City. Rehabilitation of these dwellings would require a concerted effort.

**Table H8. Median Gross Rent as Percentage of Household income**

	Georgia	Clayton	Lake City
Median gross rent as percentage of household income	24.9	24.9	25.7

### Housing Tenure

Owner-occupied units comprised the majority of units in Lake City from 1980 to 2000. However, the ratio of owner-occupied units declined somewhat over this period, comprising

66.7 percent of occupied units in 1980, and 61.1 percent in 1990. By 2000, owner-occupied units accounted for 62.9 percent of all occupied units. Home ownership rates across Georgia held nearly constant between 1980 and 2000 at approximately 66 percent.

Conversely, renter-occupied units increased slightly in Lake City from 1980 to 2000. As illustrated in Table H9, renter-occupied units formed 33.3 percent of all occupied units in 1980, rising to 38.9 percent in 1990, and declining slightly to 37.1 percent in 2000.

#### Vacancy Rates

The vacancy rate owner-occupied units in Lake City in 1990 was 1.5 percent. This was somewhat below the state rate of 2.5 percent. In 2000, this vacancy rate fell to 1.0 percent and Georgia's rate dropped to 1.9 percent.

At 5.7 percent, the 1990 vacancy rate for renter-occupied units was significantly below the state which recorded 12.2 percent. This desirable vacancy rate was not achieved in 2000 when Lake City's rental vacancy rate rose to 10.9 percent, higher than the rate for Georgia of 8.2 percent.

**TABLE H9. Housing Occupancy Characteristics Lake City And Georgia 1980-2000**

	1980		1990		2000	
Occupancy Type	Number	Percent	Number	Percent	Number	Percent
Owner Occupied Units	655	66.7	648	61.1	598	62.9
Renter Occupied Units	327	33.3	413	38.9	352	37.1
Total Occupied Units	982	100.0	1,061	100.0	950	100.0
Owner Vacancy Rate						
Lake City	N/A	N/A	N/A	1.5	N/A	1.0
Georgia	N/A	N/A	N/A	2.5	N/A	1.9
Renter Vacancy Rate						
Lake City	N/A	N/A	N/A	5.7	N/A	10.9
Georgia	N/A	N/A	N/A	12.2	N/A	8.2
Owner to Renter Ratio						
Lake City	2.00		1.57		1.70	
Georgia	1.86		1.85		2.08	

Source: U.S. Bureau of the Census 1980, 1990, 2000.

#### Owner Renter Occupied Units

As indicated in Table H9, Lake City ownership ratios slipped somewhat from twice the rental ratios in 1980 to 1.57 in 1990, or only one and one half times the renter ratio. The 2000 Census indicated gains in owner occupancy, rising to 1.70, but still below the 1980 ratio. Rates in Georgia rose in 2000 to 2.08 from a stable level for 1980 and 1990 of approximately 1.85. National home ownership rates have hovered around an all-time high of 70 percent, which translates into a ratio of ownership to rental units of 2.33. Both Georgia and Lake City are somewhat below this level, and although Lake City's home ownership rate has recovered somewhat since 1990, the 2000 rate lags considerably behind national ratios.

According to the U.S. Census, 2001 national home ownership rates reached a high of 67.8 up from 67.3 percent in 2000, and up from 63.9 percent in 1990. The South ranked second among the regions, achieving a rate 65.7 percent in 1990 and 69.8 percent in 2001. The Midwest reflected the highest homeownership rates with 67.5 percent in 1990 and 73.1 percent in 2001. In 2000, the South recorded a home ownership rate of 69.6, and the Midwest 72.6 percent. Georgia was one of thirty states with a home ownership rate exceeding 70.0 percent. The average national homeownership rate in 2000 was 67.4 percent.

#### Cost of Housing

Table H10 compares housing values and unit rents for Lake City and Georgia. The median value of Lake City housing in 1980 was \$38,700, rising to \$66,800 by 1990. This increase of 72.6 percent lagged substantially behind the 208.7 percent gain in home values across Georgia which rose from \$23,100 in 1980 to \$71,300 in 1990. The absence of strong appreciation in Lake City housing values relative to Georgia was marked by a decade of population decline in Lake City. Clayton County recorded a median housing value of \$40,000 in 1980 and \$70,100 in 1990, figures with which Lake City values compare very favorably. Housing value data is not currently available for 2000.

Median rents in Lake City have risen at a higher rate than housing values. New multifamily construction may have accounted for the continuing strength in this market sector, and demand for rental units may also be stronger in Lake City compared to Georgia. Median rents for Lake City in 1990 were \$467 compared to \$344 for the state, although the rate of increase in Lake City was exceeded by the rate for Georgia. At \$441, median monthly rental rates for Clayton County in 1990 were comparable to those in Lake City.

**Table H10. Housing Value And Rent Lake City, Clayton County And Georgia 1980-2000**

	1980		1990		2000	
	COST	CHANGE	COST	CHANGE	COST	CHANGE
Median Value						
Lake City	\$38,700	107.0	\$66,800	72.6	N/A	N/A
Clayton County	\$40,000	N/A	\$70,100	75.3	N/A	N/A
Georgia	\$23,100	58.2	\$71,300	226.3	N/A	N/A
Median Rent						
Lake City	\$254	122.8	\$467	83.9	N/A	N/A
Clayton County	\$218	N/A	\$441	102.3	N/A	N/A
Georgia	\$153	135.4	\$344	124.8	N/A	N/A

Source: U.S. Bureau of the Census 1980,1990.

**Table H11. Median Propety Value And Rent Georgia, Rdc, Claytonand Lake City, 1990-2000**

Category	1990	2000	1990	2000	1990	2000	1990	2000
	Georgia		RDC		Clayton		Lake City	
Median Property Value	71,278	100,600	\$93,128	\$144,504	69,600	90,900	67,600	86,700
Median Rent	\$365	\$505	\$422	\$661	\$532	\$599	\$574	\$615

### Housing Construction Activity

“Gateway Village” is a master planned development located in Morrow and unincorporated Clayton County. This mixed-use development is in its initial stages, and should impact housing construction in Lake City, particularly the introduction of medium to high density units. Lake City’s Gateway Village District is a mixed-use zoning classification that facilitates such development at nodes on Jonesboro Road. Gateway Village is expected to have a positive impact on housing development, including the emergence of townhomes and live/work spaces. Commuter rail planned on adjacent property in Morrow is expected to stimulate strong housing demand in Lake City.

In addition to this largely multifamily and single family attached product projected for Gateway Village, the Population Element projects gains in housing units through annexation. Infill development on scattered sites is projected to be limited based on a low availability of undeveloped land, and will largely be offset by demolition and commercial conversion.

**Table H12. Median Household Income, 2000**

	Georgia	Clayton	Lake City
Median household income	\$42,433	\$42,697	\$38,929

**Table H13. Average Household Size, 2000**

	Georgia	Clayton	Lake City
Average household size	2.65	2.84	2.76

**Table H14. Average Household Size**

Category	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Georgia	2.83	2.73	2.66	2.65	2.65	2.61	2.59	2.59	2.6	2.63
Clayton	2.96	2.71	2.74	2.78	2.84	2.8	2.77	2.76	2.77	2.8

**Table H15. Age Distribution 1980-2000**

Category	1980	1990	2000	1980	1990	2000
	Lovejoy			Clayton		
TOTAL Population	2,981	2,827	2,886	150,362	182,052	236,517
0 – 4 Years Old	258	214	173	14,857	15,016	19,827
5 – 13 Years Old	430	358	309	22,536	24,893	36,710
14 – 17 Years Old	250	130	148	11,883	11,259	14,102
18 – 20 Years Old	170	148	109	8,177	8,228	10,207
21 – 24 Years Old	236	132	117	11,854	12,330	14,117
25 – 34 Years Old	499	477	473	30,030	38,012	43,413
35 – 44 Years Old	405	328	470	20,845	29,662	41,326
45 – 54 Years Old	314	400	236	14,405	20,049	27,942
55 – 64 Years Old	231	355	323	9,247	12,056	15,033
65 Years and Over	186	285	504	6,528	10,547	13,840

**Table H16. Place of Work County Level**

	Georgia	Clayton	Lake City
Total:	3,832,803	112,580	1,224
Worked in state of residence:	3,737,030	111,651	1,221
Worked in county of residence	2,240,758	42,924	571
Worked outside county of residence	1,496,272	68,727	650
Worked outside state of residence	95,773	929	3

**Table H17. Place of Work Place Level**

	Georgia	Clayton	Lake City
Total:	3,832,803	112,580	1,224
Living in a place:	1,708,089	29,006	1,224
Worked in place of residence	717,187	3,303	108
Worked outside place of residence	990,902	25,703	1,116
Not living in a place	2,124,714	83,574	0

**Table H18. Mean of Transportation To Work**

	Georgia	Clayton	Lake City
Total:	3,832,803	112,580	1,224
Car, truck, or van:	3,525,972	106,472	1,145
Drove alone	2,968,910	85,944	907
Carpooled	557,062	20,528	238
Public transportation:	90,030	1,683	6
Bus or trolley bus	59,355	799	6
Streetcar or trolley car (publico in Puerto Rico)	843	0	0
Subway or elevated	20,116	587	0
Railroad	1,762	77	0
Ferryboat	382	19	0
Taxicab	7,572	201	0
Motorcycle	3,055	148	0
Bicycle	5,588	118	0
Walked	65,776	1,586	39
Other means	33,396	858	22
Worked at home	108,986	1,715	12

**Table H19. Means of Transportation To Work Percentage**

	<b>Georgia</b>	<b>Clayton</b>	<b>Lake City</b>
Total:	100%	100%	100%
Car, truck, or van:	92%	95%	94%
Drove alone	77%	76%	74%
Carpooled	15%	18%	19%
Public transportation:	2%	1%	0%
Bus or trolley bus	2%	1%	0%
Streetcar or trolley car (publico in Puerto Rico)	0%	0%	0%
Subway or elevated	1%	1%	0%
Railroad	0%	0%	0%
Ferryboat	0%	0%	0%
Taxicab	0%	0%	0%
Motorcycle	0%	0%	0%
Bicycle	0%	0%	0%
Walked	2%	1%	3%
Other means	1%	1%	2%
Worked at home	3%	2%	1%

**Table H20. Social Security Income By Household**

	<b>Georgia</b>	<b>Clayton</b>	<b>Lake City</b>
Total:	3,007,678	82,272	940
With Social Security income	658,862	12,625	246
No Social Security income	2,348,816	69,647	694



**Table H21. Social Security Income By Household**

	Georgia	Clayton	Lake City
Total:	3,007,678	82,272	940
With public assistance income	87,403	2,409	52
No public assistance income	2,920,275	79,863	888

**Table H22. Medicaid Recipients and Expenditures By County - Fy 2002**

County	Number of Unique Recipients	Net Payments	Payment per Recipient	Estimated 20002 population	% Population Receiving Medicaid	% State Recipient Population Living in County
Clayton	50,319	\$112,108,836	\$2,227.96	246,779	20.39%	3.67%
Cobb	11,037	\$32,241,778	\$2,882.92	631,767	8.57%	3.95%
Dekalb	100,280	\$274,983,242	\$2,742.15	665,133	15.08%	7.32%
Fayette	4,716	\$14,616,483	\$3,099.34	95,542	4.94%	.34%
Fulton	153,517	\$406,600 ,402	\$2,648.57	816,638	18.80%	11.21%
Gwinnett	55,519	\$140,200,825	\$2,525.28	621,528	8.93%	4.05%
Henry	12,212	\$31,205,178	\$2,555.29	132,581	9.21%	0.89%
Rockdale	9,320	\$25,866,799	\$2,775.41	71,798	12.98%	0.68%
Spalding	13,163	\$39,579,106	\$3,006.77	59,066	22.29%	0.96%

Source: Georgia Department of Community Health State Fiscal Year 2002 Annual Report.

## **HOUSING ELEMENT ASSESSMENT**

The Atlanta Regional Commission characterizes the region's housing market as strong. During the first half of the 1990's, the Atlanta region led the nation in housing starts and residential building permits. Housing growth in the region has been substantial over the past two decades. Though less dramatic, significant expansion has also characterized Clayton County. Lake City saw far less residential construction in the 1980's, and actually witnessed a decrease in units from 1990 to 2000. The following assessment summarizes other findings of the Housing Element:

- Single family detached dwellings will likely continue to dominate Lake City's housing stock.
- The ratio of owner-occupied units to renter-occupied units rebounded somewhat in 2000, although this ratio remained below national rates. Mixed-use development projected for Jonesboro Road is likely to reinforce owner-occupancy as many of these units are expected to be "for sale" units.
- Owner and renter vacancy rates are expected to remain low, particularly considering regional demand for "in town" housing, potential expansion of Clayton College and State University and planned commuter rail. Each of these factors will drive housing demand in Gateway Village with considerable spillover into Lake City.
- Owner-occupied and renter-occupied housing should continue to be affordable for most of the population, particularly as the housing stock ages. At the same time, Lake City incomes compare favorably with those in Clayton County and Georgia. This suggests that a market exists for the mid and upscale housing anticipated in Gateway Village.
- With the exception of possible annexation on the city's eastern boundary, new single family housing construction will be limited to infill on scattered sites or through long term redevelopment of existing residential areas. The latter may occur, but is not expected within the 20-year planning period.

## HOUSING ELEMENT GOALS AND OBJECTIVES

Lake City's central housing goal is to *" . . .continue to provide adequate and affordable housing to current and future residents of the community."* The City is also interested in *"promoting development of mid and upscale housing."*

Based upon the inventory and assessment of housing stock, public policy is focused on the following initiatives:

- Encourage development of additional single family housing units.
- Stimulate ownership of single family housing units.
- Endeavor to keep owner and renter vacancy rates low.
- Enhance housing options, particularly opportunities for medium and high density developments in both residential and mixed-use settings.

Specific strategies include:

- Review and revise the Zoning Ordinance to ensure that development standards do not conflict with market development of single-family homes at moderate densities.
- Encourage local architects and developers to consider vacant parcels to provide single-family infill development as well as mid-rise, mixed-use structures facilitated by the Gateway Village District zoning classification.
- Maintain a balance between single family and multifamily units that promotes a single family/multifamily unit mix comparable to state and national ratios.
- Publicize opportunities for establishment of "for sale" townhome units as free-standing developments or in mixed-use structures through implementation of the Gateway Village Plan as a means of increasing homeownership and expanding housing choice.
- Preserve existing neighborhoods as a source of affordable housing while promoting development of relatively upscale housing to expand the spectrum of housing choice in Lake City.
- Encourage owners of deteriorating residences to rehabilitate structures by offering assistance programs such as "paint programs" and other assistance. The elderly and low and moderate income groups should be the focus of such programs.

## LAND USE ELEMENT

### Introduction

The Land Use Element presents an inventory of the various activities, that is, land uses conducted on properties throughout Lake City. These are categorized by type, for example, residential, commercial and industrial, and the established development pattern is analyzed. Historic development trends are examined to identify positive and negative impacts of such development and evaluate the effect of these trends on future development. The Land Use Element includes a "Future Land Use Map" to guide local decision makers concerning the use of property in Lake City. The Future Land Use Map responds to community goals and objectives concerning the location and extent of various land uses. The various color designations on the map represent land uses and the designations are based on assessments in the economic development, transportation, natural and cultural resources, and community facilities and services as well as housing elements of this comprehensive plan.

Land use is also characterized by past development patterns reflected on an "Existing Land Use Map." Each map is described below:

### Existing Land Use

The Existing Land Use Map depicts current development patterns and land use throughout the Lake City community. The entire 2.21 square miles comprising Lake City is organized by land use categories grouped in accordance with mapping guidelines adopted by the Georgia Department of Community Affairs. The residential land use category has been separated by density or housing type to provide a more detailed picture of the distribution of single family detached, single family attached, multifamily and mobile home development. The pattern of residential development and that of the other land uses is depicted on the Existing Land Use Map. The land use categories are presented below:

### Land Use Categories

Residential land use encompasses all dwelling types and in Lake City is characterized by four use classes, including single family detached dwellings on individual lots, or in traditional subdivision developments; single family attached dwellings, townhouses or condominiums; multifamily (apartment) dwellings and mobile (manufactured) homes.

Commercial land uses consist of non-industrial business uses, including retail sales, office, service and entertainment establishments. Hotels, restaurants, shopping centers, offices, banks, automotive repair shops and dry cleaners are examples of commercial land uses. In Lake City, these are represented by a single commercial category.

Industrial land uses encompass manufacturing plants, wholesaling, food processing, warehousing and distribution facilities and auto salvage operations.

The Public/Institutional category land use category includes state, federal and local government uses and institutional land uses. Government uses include city halls, police and fire stations, libraries, prisons, post offices, schools and military installations. Institutional land uses include colleges, places of worship, cemeteries and hospitals.

Transportation, Communications and Utilities or "TCU" land uses include such uses as airports, port facilities, major highway and rail transportation corridors, public transit stations, electrical power plants and substations, water and sewer plants and facilities, telephone switching stations, radio towers and similar uses.

Park/Recreation/Conservation uses include "active" recreation, that is, ball fields, courts and swimming, among others, and "passive" recreation, including trails, picnic areas and natural habitat. PRC lands may be either publicly or privately owned and also include playgrounds, public parks, nature preserves, wildlife management areas, national forests, golf courses, recreation centers and greenspace.

Agriculture/Forestry uses include a range of farming activities such as crop production, and cattle operations and timberland uses such as pulpwood tracts and sawmills.

Undeveloped land includes land that has never been developed and land that has been developed, but has since been abandoned, land occupied by abandoned uses or land occupied by dilapidated structures. The category also includes vacant portions of residential subdivisions or industrial parks and water bodies.

#### Existing Land Use in Lake City

Land uses in Lake City are organized by single purpose districts, with low intensity office, commercial and service uses along Jonesboro Road, Lake City's primary arterial running north and south from Forest Park to Morrow. Commercial uses are also found on Forest Parkway; however, industrial uses dominate that corridor. Residential uses are found to the west of Jonesboro Road where single family detached neighborhoods were built in the 1950's. Schools, places of worship and a county owned nature preserve are also uses found in this area, as is a small facility for boarding horses.

Property situated between Jonesboro Road and the railroad right-of-way has developed in a combination of single family detached, condominiums, multifamily and mobile home units. The southern portion of this area consists of a county park and shopping centers, and the dominant uses in the northern portion are commercial and industrial activities.

An intense office node is developing on Jonesboro Road, south of the Harper/Huie intersection.

#### Development Density, Intensity and Acreage in Each Use

A characteristic distinguishing single family neighborhoods from multifamily neighborhoods is density, a measure of the number of dwelling units on a given area of land, usually expressed as units per acre. Residential density in single family detached developments in Lake City is approximately two units per acre, or half acre lots.

Multifamily development in Lake City is limited to two-story development although the zoning ordinance encourages mid-rise development. Similarly, the limited number of townhouse and condos are two-story structures. Density in these attached unit communities runs from eight to 12 units per acre. Densities in the mobile home neighborhoods are in the range of eight to 10 units per acre.

A total of 403 acres in Lake City is developed in residential use, of which nine acres are occupied by mobile homes.

Commercial uses in Lake City occupy some 210 acres of land, or 15 percent of the total. This acreage is found primarily along Jonesboro Road, the central spine of the city. Developed lots and tracts on the frontage abut residential uses to the rear. The commercial uses are found in shopping centers and in a significant number of residential structures that have converted to commercial use as traffic on this corridor increased.

Lake City's industrial land uses are primarily warehouse and distribution uses located in the northeastern portion of the city. This land use involves 181 acres, accounting for 13 percent of the total area of Lake City.

Significant public/institutional uses are also located on Jonesboro Road, including a relatively new City Hall and the National Archives, now under construction.

Significant TCU uses are present in Lake City as reflected in the 256 acres designated on the Existing Land Use Map. Georgia Power Company maintains an electrical power substation and power transmission corridors traverse Lake City, explaining the substantial acreage in this land use.

#### Park/Recreation/Conservation.

Lake City contains several park facilities, including Community Park, comprised of 6.5 acres and Fevette/Little Park, which contains 3 acres. East Jesters Lake Park is now undeveloped, but plans indicate that 13 acres will be developed.

#### Existing Land Use Map

The Existing Land Use Map provides information about activities that now exist on various properties throughout Lake City. This Map is a graphic depiction of the location and extent of the above land uses and is a "current conditions" document. The Existing Land Use Map defines the development pattern in the city and the amount of land occupied by each land

use. Such information is vital to projecting future land use patterns and the need for land in various use categories to accommodate projected development.

The Existing Land Use Map also conveys information about the geographic relationship of individual land uses to surrounding land uses and to the transportation network. Surrounding land uses and transportation assets influence the character of future development.

An important aspect of the Existing Land Use Map is identification of undeveloped property which is expected to be developed. Land must be available in parcel sizes and in locations sought by the market. The Map guides City officials in determining the location and the amount of land to be developed in each use category. This information is presented below and is essential in anticipating the capacity of Lake City's land resource to accommodate projected development. This information also enables the City to appropriately plan the locations of future growth.

The eastern portion of the city (between the railroad right-of-way and the eastern city limits) is an area in transition. Single-family residences are generally located on individual lots and are scattered throughout this area. The predominant land use is industrial, and much of the vacant land in this area is owned by utility companies and auto salvage operations. A mixture of duplex, multifamily and commercial land uses border Clayton College and State University at the southern extreme of the city's eastern section. CCSU is contiguous to Lake City's southern boundary. TABLE LU1 presents a summary of existing land use by acreage.

**Table LU1. Existing Land Use Lake City**

Category	Existing Acreage	Percentage of Total
Residential	394	28%
Mobile Home	9	1%
Commercial	210	15%
Industrial	181	13%
Public/Institutional	146	10%
TCU	256	18%
Park/Recreation/Conservation	41	3%
Agriculture/Forestry	17	1%
Undeveloped	156	11%
Total	1,410	100%

The total land area of Lake City is 2.21 square miles, or approximately 1410 acres. The acreage totals in Table LU1 signal a balanced community with no one sector dominating land use. Residential uses comprise the largest number of acres, but, at only 28 percent of the total land area of Lake City, some 394 acres, Lake City cannot be characterized as a bedroom community.

The second largest land use is TCU, accounting for 18 percent of the total. Commercial and industrial land uses are relatively similar in percentage of total acreage with 15 percent and 13 percent, respectively. Undeveloped land comprises 11 percent of the total, representing the potential for substantial growth when considered in combination with redevelopment opportunities.

#### Historic Development Patterns

Lake City was incorporated in 1951 and few opportunities for territorial growth are available as the city is virtually surrounded by Fort Gillem, Morrow and Forest Park. Expansion of the corporate boundary can only come through annexation of land within unincorporated Clayton County, east of Lake City. Development has followed major thoroughfares Jonesboro Road and Forest Parkway as well as the railroad right-of-way. Jonesboro Road is a commercial corridor originating in Atlanta and extending south to Jonesboro. During the past several decades commercial land uses within this corridor have blossomed, decayed and, in some instances, been revitalized. Several strip centers on Jonesboro Road have lost the anchor tenant. Three quadrants of the Jonesboro Road and Harper Drive/Huie Road intersection have recently redeveloped as retail centers forming an important development node.

Development on Forest Parkway has consisted of retail, wholesaling and industrial land uses. This development has occurred on a lot-by-lot basis rather than as planned centers.

The rail corridor has not had as significant an influence on development as have the highway corridors. Norfolk Southern records indicate that no rail stops are located in Lake City, and apparently, no businesses within this corridor utilize rail service.

#### Infrastructure and Land Use Patterns

The location and availability of infrastructure has been the other principal influence on development in Lake City. Clayton County Water Authority (CCWA) provides both water supply and sewage collection services to Lake City. As mentioned in the Community Facilities and Services Element, the majority of the city is served with the exception of limited locations in the eastern portion. Availability of infrastructure fostered residential development west of Jonesboro Road, and residential and commercial development along Harper Drive as well as the commercial development along Jonesboro Road.



#### Transitional and Incompatible Land Uses

Land east of the Norfolk Southern railroad right-of-way, north of Rex Road, is in transition. Older residential and isolated retail uses are becoming wholesale commercial, distribution and industrial in character. This is partly due to the presence of large lots in single ownership that can readily be assembled for operations demanding sizeable tracts. The recent purchase of multiple parcels by a large auto salvage operation and property acquisitions by Georgia Power Company and AT&T are typical of this trend.

Numerous dwellings along Jonesboro Road have been converted to office use over the past decade as higher traffic volumes and road improvements have made these properties undesirable for residential purposes and more marketable as commercial ventures. Additional transition to commercial use is expected.

Incompatible land uses are found in the area bounded by Joy Lake Road on the north, the eastern city limits, Rex Road on the south and the railroad on the west. A mix of single family residences, commercial shops, TCU uses and industry are found in this area. This mix adversely impacts the residential uses. A second area of incompatible uses exists within the triangle of land bounded by Forest Parkway, North Lake Drive and Jonesboro Road. This area also includes a similar mix of single-family, commercial, TCU uses, industry and a partially vacant strip center.

#### Blighted Areas

Three blighted areas are found in Lake City. The first is an area of single family dwellings south of Ivy Street on both sides of North Parkway. Most of these units are very old, and in various states of disrepair.

The old Kroger center, at the corner of Jonesboro Road and Forest Parkway is deteriorating due to loss of major chain grocery stores, which served as a retail anchor. This major shopping center is a candidate for redevelopment.

#### Historic and Cultural Resources

The National Archives is being built in Lake City. This facility, in conjunction with the State Archives and cultural resources at Clayton College and State University, promises to bring desirable cultural assets to Lake City. No historic structures are found in Lake City.

#### Environmentally Sensitive Areas

A small wetlands area is found in the southern portion of the city and is surrounded by development. Lake City now enforces floodplain restrictions and requires proper erosion and sedimentation controls for new development. Grading and site plan reviews are conducted for all new developments.

### Infill Development

The Atlanta Regional Commission and the Georgia Department of Community Affairs encourage infill development on properties served by public infrastructure. In the absence of annexation, all future development will be “infill” rather than development of “greenfield” sites. This will occur on such scattered vacant parcels in subdivisions that can be built upon. These are primarily located west of Jonesboro Road. Other infill potential exists along Forest Parkway and on the west frontage of Jonesboro Road. Redevelopment of underutilized commercial sites will also occur as the retail market improves.

### Market Forces and Development

Lake City has focused development at key nodes on Jonesboro Road. The “Gateway Village Plan” and companion “Gateway Village” zoning district foster mixed use development at much higher densities and intensities than in the past. The City hopes to capitalize on the planned commuter rail and the growing retail and office market expected to be driven by growth of Hartsfield Jackson Atlanta International Airport and the Atlanta region.

This growth will also be in the industrial sector, particularly warehousing and distribution, given proximity of the city of the airport and as demand for such operations continues to expand.

### Future Land Use

The Land Use Element both acknowledges and reinforces desired land use patterns and shapes future development by designating areas appropriate for transition in land use. Land use designations mirror those of the Existing Land Use Map. The designation by acreage and location responds to projections for new development in the Housing Element as well as the Economic Development Element. The Future Land Use Map is a graphic representation of goals and objectives of this Comprehensive Plan. Tools such as the Lake City Zoning Ordinance and Official Zoning Map as well as the City’s Subdivision Regulations will enable Lake City to implement the Plan. The Future Land Use Map specifically aids decision makers in evaluating applications for development of property by comparing the use proposed to the use anticipated on the Future Land Use Map.

The Georgia Department of Community Affairs establishes standards for preparation of the Future Land Use Narrative. These standards (shown in *italics*), and their application to Lake City, are presented below to facilitate review of the Plan by Atlanta Regional Commission and the Department.

## Future Land Use Narrative

*Geographic areas within the community proposed to receive particular types of growth.*

Lake City's western areas are primarily comprised of single family detached neighborhoods which are stable. This residential land use is not expected to change over the next 20 years. Future single family detached development will consist of infill within existing subdivisions, or on vacant land between Kenyon Road and Huie Road. A sizeable portion of the eastern portion, east of Jonesboro Road, is also developed in residential use, including single family detached, townhouses, multifamily dwellings and mobile homes. These uses are also expected to continue; however, it should be noted that a stable area of detached dwellings was recently assembled and units removed for redevelopment as the National Archives property.

Jonesboro Road is the retail, office and service commercial corridor of the community, as the city has no traditional downtown. Retail commercial uses will continue to locate within strip shopping centers which are typically anchored by major grocery store chains corridor. Service uses such as repair shops are expected to continue to locate on individual lots within, and immediately adjacent to the corridor while professional offices will occupy converted dwellings or small office buildings along the western right-of-way.

Commercial development along Jonesboro Road and Forest Parkway is projected to intensify, although redevelopment of deteriorated, inner ring shopping centers and commercial strips has proven difficult throughout the region. Commercial and institutional development intensities have increased at the development node on Jonesboro near the southern city limits and the planned commuter rail station in Morrow. This development is projected to spur medium and high density residential development as accommodated by public policy and the "Gateway Village District."

Intense commercial uses such as automotive repair, appliance repair and towing companies will occupy much of the land adjacent to Forest Parkway, and extending south to Ivy Street, east of the railroad. Deteriorating residences located in this area may be replaced by intense commercial uses.

Industrial uses are expected to expand to vacant land west of the railroad and south of Forest Parkway. In addition, a large automobile salvage operation has expanded its operation from Harper Drive across Rex Road east of North Parkway. Industrial uses are expected to continue to dominate the city's northeastern section. Warehousing and distribution functions are devouring land in many jurisdictions surrounding the airport, referred to as the "Southern Crescent." As the Airport's "5<sup>th</sup> Runway" expansion is completed, air freight is projected to expand dramatically, driving demand for warehouse uses and other airport-related industries. Trucking is a strong activity along nearby Moreland Avenue (U.S. 23), and proximity to I-285, I-675 and I-75 is expected to spur intensification of these uses.

Public and institutional land use is anticipated to closely reflect the existing land use pattern, although several small places of worship may expand their facilities.

TCU uses will occupy land owned by Georgia Power Company and AT&T, immediately south of Ivy Street and extending south of Butler Road.

Agriculture and forestry uses will continue as depicted on the Existing Land Use Map, with a small facility for boarding horses found in the southeast portion of the city.

Table LU2 identifies the projected acreage in each land use category.

**Table LU2. Future Land Use Lake City**

Category	Acreage	Percent of Total
Residential	366	26
Mobile Home	0	0
Mixed Use	199	14
Commercial	188	13
Industrial	199	14
Public/Institutional	146	11
TCU	256	18
Parks/Recreation/Conservation	41	3
Agriculture/Forestry	0	0
Undeveloped	15	1
Total	1,410	100%

Lake City population projections are validated by assumptions inherent to the future land use map. Densities characterizing the historic mix of single family detached, single family attached, multifamily and mobile home are expected to continue through 2025. Land designated as mixed use based on zoning and market opportunities is projected to be developed at densities of 12 units per acre. Mixed use projects anticipated in Lake City feature attached product in vertical mixed use, that is, residential in retail and office structures as well as free-standing, multifamily structures. Market demand for such development models is not well known; however, the City desires to foster such development in “Gateway Village” and beyond. This designation is expansive and realistically, only half the acreage so designated is expected to feature a residential component. The residential acreage depicted on the existing land use map of 399 acres is projected to decrease to 364 acres by 2025. The density achieved in 2004 of 7.89 acres will support a 2025 population of 2,887 residents. The 199 acres projected on the 2025 future land use map as mixed-use, a land use not found on the existing land use map, is projected to support a density of 12 units per acre across half this acreage. These residential development models combine to yield a 2025 population “land capacity” of 4,903. This number demonstrates a capacity of the land area of Lake City, planned at appropriate locations, to effectively accommodate the population projected on the basis of unit growth by type established in the Population Element of 4,786.

*Areas likely to be annexed by the local government within the planning period.*

Lake City was incorporated in 1951 and few opportunities for territorial growth are available as the city is virtually surrounded by Fort Gillem, the city of Morrow and the city of Forest Park. Expansion of the corporate boundary can only come through annexation of land within unincorporated Clayton County, east of the city. Much of this land is developed in single family detached residential use. Little incentive exists for annexing residential property and, accordingly, no significant annexation is anticipated. Opportunities for annexation to the northeast are present as well and, as this area is developed as a desirable industrial tax base, this may be regarded as favorable. However, no interest has been registered by any property owner and Clayton County support such an action would be unlikely.

*The timing or sequencing of any infrastructure improvements needed to support desired growth patterns.*

Water and sewer service has been made available throughout Lake City by CCWA. Further main extensions, and capacity enhancements such as at lift stations, are normally accomplished by private developers and this will be the case in Lake City. These improvements will be made as properties develop. No significant road improvements, nor infrastructure improvements outside of those that may be associated with private development, are planned.

*Areas identified by the local government as critical and sensitive areas and areas subject to natural hazards, such as flooding, high winds, unstable soils or wildfires etc.*

No significant environmentally sensitive areas have been identified in Lake City. Minor floodplains may restrict density and the specific location of structures and other site improvements. These areas will be identified on the Future Land Use Map.

*The land use element must consider any designated or nominated Regionally Important Resource wholly or partially within the local government jurisdiction.*

No Regionally Important Resources are found in Lake City.

*Areas containing sites, buildings or areas of local architectural, cultural, historic, or archaeological interest.*

No sites, buildings or areas of local architectural, cultural, historic or archaeological interest have been identified in Lake City.

*Alternative land use patterns considered to provide for the community's future needs, including Traditional Neighborhood Development (TND), or other forms of compact urban development.*

Lake City's housing stock is well-maintained and of fairly recent and durable construction. Opportunities for infill on scattered lots or individual development tracts are limited. Redevelopment through assemblage of single family lots is not considered an option in the near term, as the housing market necessary to drive such assembly is not apparent.

Compact urban development will be facilitated by public investment in the planned commuter rail and the state and national archive facilities as well as public policy. The latter includes adoption of a Gateway Village Plan and corollary Gateway Village District, a zoning classification accommodating high rise residential use, vertical mixed use and walkable environments. Nodal development along a corridor that is now auto-oriented and comprised largely of highway and strip commercial will be a slow process. However, public policy will foster compact development at key intersections and, as the economy improves, this reconfiguring of the Jonesboro Road commercial corridor, bolstered by development incentives available at these nodes, should take shape.

*Areas where significant transitions from one land use to another are expected or planned to occur.*

Lake City's future lies in intensification and densification, rather than wholesale change in land use. No significant transition from one use to another is projected. The distribution of land use indicates a well-diversified base, with residential, commercial and industrial land uses represented in reasonable ratios. This pattern spells an employment base better suited to the population than many cities in the region. Morrow has come to dominate retailing and Lake City may focus on neighborhood commercial, specialty services and office uses along Forest Parkway and Jonesboro Road.

*Areas proposed for redevelopment or designated for the future preparation of area plans or master plans, such as central business districts, neighborhoods or transportation corridors.*

The "Gateway Village Master Plan" was commissioned by Lake City in 1998. Peter Drey & Associates collaborated with the City Planner on a mixed use, high density, walkable development model prior to the more recent emphasis on town centers. Architectural standards typically reserved for more urban environments were applied to Lake City's Jonesboro Road. This Corridor, to be redevelopment through intensification at key nodes, comprises a redevelopment area. Lake City has chosen to rely on market forces rather than public intervention through creation of an actual "Urban Redevelopment Area." Despite that, Jonesboro Road is the City's transportation corridor expected to undergo redevelopment according to the guidelines of the Gateway Village Master Plan.

*Other factors expected to influence growth patterns within the local jurisdiction, including significant developments within or in close proximity to the jurisdiction; private sector initiatives; and land ownership patterns.*

Planned commuter rail and the institutional development it has already spawned may well be the factor having the most influence on Lake City growth patterns. The Georgia Archives has already located in Morrow at the doorstep to the future commuter rail station. The National Archives building is under construction on adjacent property in Lake City. A new U.S. Post Office is planned, and interest in additional student housing and senior housing has been registered. The planned, commuter rail station is expected to be the focus of office, retail and residential development over the next five years.

*The type, location and quality of rural, agricultural or forest lands.*

Lake City is an urban area, with the exception of a small facility for boarding horses found in the southeast portion of the city.

*Local development policies to be adopted or amended to allow or promote alternative development patterns including flexible street standards, zoning to allow a variety of housing options, mixed land uses, etc.*

Lake City presents a fairly simple development model. The city developed along what has become a four-lane arterial, Jonesboro Road. With the exception of the State and National archives buildings, the frontage on Jonesboro is characterized by single story commercial development that is highway-oriented. As such, a high percentage of these properties are committed to surface parking. A sizeable number of lots contain residential structures that have been converted to commercial use, and a number of dwellings remain, though these too are expected to convert. The remaining parcels are undeveloped.

The Jonesboro Road commercial corridor is the most dynamic portion of Lake City, with a traffic count of 24,470 vehicles per day at its intersection with Forest Parkway. A mixed use model with high density and intensity development at key nodes is projected for Jonesboro Road. The land development policies necessary to facilitate achievement of such a model have been formalized in the City's most powerful land development tool, the zoning ordinance. The Gateway Village District fosters high density residential development in multistory structures, architectural and site development standards consistent with urban environments and pedestrian access and public improvements that will encourage walking. From a regulatory standpoint, the City has prepared for the mixed use model.

Clayton County Development Authority has funded land assembly and infrastructure bonds making possible the new construction surrounding the planned rail station. Cooperation between Lake City and the Authority would be a second step in implementing a mixed use model.

#### Analysis of Plans of Adjoining Jurisdictions

##### Clayton County

Clayton County utilizes 17 land use classifications, including Low Density Residential, Suburban Residential, Medium Density Residential, Urban Residential, High Density Residential, Office / Institutional, Neighborhood Business, General Commercial, Highway 138 Commercial Corridor Area, Light Industrial Uses, Heavy Industrial Uses, Public / Institutional, Transportation / Communication / Utilities, Park / Recreation / Conservation, Agriculture / Forestry, Undeveloped and City Corporate Areas. The Clayton County Existing Land Use Map identifies land west of Lake City as primarily medium density residential development; areas north of the city are Public Institutional, comprised primarily of Fort Gillem.



## **LAND USE ELEMENT ASSESSMENT**

The most dramatic change in land use in Lake City is the anticipated densification of the Jonesboro Road Corridor. Adoption of a Gateway Village Master Plan and zoning district continues to influence this Corridor, with several new projects on the ground. The mixed-use, high intensity character of the district promises to transition a suburban community into an urban center. This will be propelled by initiation of commuter rail service in adjacent Morrow and growth of Clayton College and State University. The Future Land Use Map features some 200 acres in "Mixed Use," comprising nearly 15 percent of Lake City. This land use classification was not found on the Existing Land Use Map, and represents a transition of residential and commercial land uses at much greater development intensities than seen in the past. For example, the Gateway Village Zoning District permits construction of 10-story multifamily structures.

The traditional neighborhoods flanking the Corridor will be preserved with limited infill development in the near term. Planned sidewalks and trails will enhance the livability of the community by providing connectivity to retail, service, entertainment and office destinations along Jonesboro Road. The Gateway Village strategy focuses on nodal development at key intersections that will comprise environments conducive to pedestrian use. Broad sidewalks, "build to" lines, enhanced architecture and pedestrian amenities are planned which will transition the Corridor from its strip commercial pattern.

Lake City will continue to promote its industrial employment base, with a moderate expansion of this land use. While the majority of densification and intensification will occur on acreage planned as mixed use, further urbanization is also indicated in the virtual elimination of "undeveloped" acreage, which now comprises 11 percent of Lake City's land area.

Land uses projected on the Future Land Use Map are hoped to produce a unifying effect on the community. A wide range of housing alternatives, improved retail services and local employment, including expanded office employment, are inherent in this graphic guide to future development of Lake City.

## LAND USE ELEMENT GOALS AND OBJECTIVES

The goal for future land use in Lake City is to *encourage development in a manner compatible the city's vision statement as contained in this Comprehensive Plan.*

Based upon the foregoing inventory and assessment of land use the city needs to:

- Ensure that future decisions regarding land use changes are consistent with the Future Land Use Map
- Evaluate development proposals in light of goals and policies, being certain that all decisions promote the social and economic well being of the community.
- Encourage separation and/or buffering between residential and commercial and industrial land uses.
- Promote industrial development that is clean and minimizes air and water pollution.
- Integrate pedestrian-oriented features into future development proposals where feasible to provide linkages to community facilities and parks, minimizing vehicular trips.

Strategies that will address these needs include:

- When evaluating development proposals consider the impact on area infrastructure capacities and community facilities.
- Adopt public service standards to ensure that new development will only be approved when facilities to serve it are concurrently available.
- Establish a balance between residential development in the western section of the city with commercial and industrial development to the east utilizing policies that provide for planted buffer zones and target capital investment in parks, trails, bikeways and related community facilities.
- Plan for and manage the preservation and maintenance of existing residential neighborhoods through code enforcement practices and zoning decisions that protect the integrity of these areas.
- Encourage redevelopment of deteriorating residential neighborhoods into uses that are compatible with the character of the area.
- Encourage future non-residential uses to integrate sound design principles and landscaping techniques into their site plan.

## **TRANSPORTATION**

### **Introduction**

Lake City's transportation system is comprised of arterial highways, local streets and sidewalks. The transportation system is also comprised of public transit via "C-Tran" bus service, and as the planned commuter rail station at Clayton College and State University will be within walking distance of a substantial portion of Lake City businesses and residents, commuter rail service as well. The Clayton County transportation system encompasses interstate routes, an international airport, parking lots and parking decks, walking trails and bike paths. Both systems are also comprised of traffic signs and signals.

Transportation systems are essential public improvements linking commercial centers, industrial and office parks, neighborhoods and institutional uses. Transportation systems must accommodate development that depends on access to properties and locations throughout Lake City and the region. The Transportation Element considers the diverse needs of the community in planning and programming a variety of transportation improvements.

### **Transportation Element**

This Transportation Element presents an inventory of the transportation network serving Lake City. This Element also assesses the adequacy of that system to serve current and future demand generated by commercial traffic, personal vehicles, cyclists and pedestrians. Community goals related to transportation infrastructure are also presented. Finally, strategies are formulated for achieving these goals and delivering the desired level of transportation facilities and services throughout the 20-year period of the Comprehensive Plan.

### **Transportation and Land Use**

Roads and highway construction impact land use more than any other single public investment. Little development can occur in the absence of vehicular access. The nature of that access depends on the density of residential development, commercial and industrial employment demand and other development characteristics. Land use patterns shape demand for transportation infrastructure and the character of the transportation network. This network is comprised of local streets, which feed neighborhood traffic onto

collector streets; arterials, which move traffic through communities, and commercial and industrial districts; and interstate and other limited access highways, which move traffic throughout the region and across the nation.

#### Characteristics of the Transportation System

The Transportation System accommodates a variety of transportation modes, including Vehicular and Truck, Rail, Aviation, Public Transportation, Cycling and Pedestrian. These modes are described below:

##### Vehicular and Truck

Passenger vehicles are expected to remain the dominant travel mode for the majority of Lake City residents, employees and visitors in the near term. Trucks carry the products of manufacturers and distribution operations. Accordingly, improvements associated with the surface transportation system, that is, Lake City's streets and highways, are the focus of the Transportation Element.

##### Rail

Railroads also impact land use and have facilitated development of the nation's urban centers. According to a "Rail Stops" document provided by Norfolk Southern Railroad listing rail stops in the Atlanta region, no rail stops are made in Lake City, and thus, rail freight is not being used as a shipment mode by Lake City businesses.

##### Aviation

Aviation facilities are not present within Lake City city limits and none are planned. Most residents and business owners rely on Hartsfield Jackson Atlanta International Airport for passenger and air freight services offered some 10 miles north of the city.

##### Public Transportation

Clayton County and Lake City is now served by "C-Tran," a bus transit system with operations contracted to Metropolitan Atlanta Rapid Transit Authority (MARTA). Jonesboro Route #501 provides bus transit to the Atlanta International Airport and the Justice Center, making three stops in the city of Lake City, the intersection of Harper Drive/Huie Road at Jonesboro Road, Kenyon Road at Jonesboro Road and Forest Parkway at Jonesboro Road.

Lake City residents recorded mixed opinions about public transit, with 37 percent supporting expanded service. As Lake City experiences additional residential and commercial development, the need for public transportation will

increase. A substantial number of commuters travel each day to access employment centers. Heightened use of public transit could alleviate some of the traffic along Jonesboro Road and Forest Parkway. The Forest Parkway and Jonesboro Road intersection has a 2003 traffic count of 24,470 vehicles per day.

#### Commuter Rail Service

Georgia Rail Consultants determined that development of the Commuter Rail service would contribute positively to quality of life and social interaction between communities and businesses, by strengthening access to facilities and services throughout the region. Planned commuter rail service will be accessible to Lake City residents as station locations are proposed for surrounding cities such as Morrow and Forest Park. The Morrow station will adjoin Lake City.

The proposed 26-mile commuter rail line to downtown Atlanta is expected to generate a daily ridership of 1,800 commuters when service is initiated in 2006. An estimated \$87 million in federal funds and \$19 million in state money will be allocated for upgrades to the train track, building the park-and-ride lots and station platforms with canopies, and refurbishment of rail cars.

<sup>1</sup> *Macon-Atlanta Corridor Draft EIS, August 30, 2001, Georgia Rail Consultants.*

**Table T1. Commuter Rail Locations**

<b>Station</b>	<b>Station Type</b>	<b>Location</b>
Lovejoy	Rail	US 41 at McDonough Road
Jonesboro	Rail	North of SR 138 and West of SR 54
Morrow	Rail	Clayton State Boulevard east of SR 54/Gateway Village
Forest Park	Rail	SR 331/SR 54/Phillips Drive/Main Street
Aviation Boulevard	Rail	North of Aviation Boulevard
East Point	Rail	Adjacent to East Point MARTA Station

**Figure 2-3 Typical Rail or Bus Station Platform**



#### Cycling and Pedestrian

Pedestrian travel is accommodated on Lake City's extensive sidewalk network. The Gateway Village District mandates broad sidewalks serving new development on Jonesboro Road (Highway 54). Initial segments of this enhanced network have been installed near the Huie/Harper and Jonesboro Road intersection.

The City does not have a bicycle plan; however, as densification occurs at the Huie/Harper and Jonesboro Road development node, located near the planned commuter rail station in Morrow, demand for this alternate transportation mode may increase. Other transportation modes are important, particularly commuter rail and bus service, and are addressed in this Element. Pedestrian travel and safety is increasingly important in more densely populated areas of the city.

#### Significant Bicycle and Pedestrian Ways

The City of Lake City currently has no future plans for bicycle paths or trails.

## Road System and Street Classification

Lake City's road and street transportation system is comprised primarily of two lane streets classified as collectors and local streets. Lake City's street network is classified below and Table 1 classifies each route serving the city.

### Arterials

Roads classified as Arterials handle moderate to high traffic volumes throughout the city. Lake City has three main arterials. Forest Parkway, a four-lane, east/west arterial, Jonesboro Road, a four-lane, north/south arterial, North Parkway, a four-lane, north/south arterial and Rex Road, a four lane, north/south arterial.

### Local Streets

Lake City's street network is dominated by local streets. This extensive network of two-lane local streets adds to the connectivity of the city. Lake City's local streets are listed below:

Laurel Circle, Laurel Street, Laurel Court, Highpoint Court, School Lane, Woodland Drive, Phillips Drive, Forest Hills Court, Ahyoka Drive, Oakwood Drive, Pineridge Drive, Helen Street, Eubanks Drive, Grove Court, Sanders Drive, White Drive, Wahsega Way, Trahlyta Terrace, Tsali Trail, South Avenue, Jones Court, Circle Drive, Orchard Place, Kenyon Road, Dixie Industrial Court, Lake City Industrial Court, Erie Place, Ontario Avenue, Huron Drive, Rex Road, Lakeland Circle, Huie Road, Waterford Court, Harper Drive, N. Lake Drive, Dellwood Circle, N. Parkway, Ivy Street, Oak Street, Joy Lakes Road, Church Street, Roteree Drive, Burks Drive, Trammell Road.

**Table T2. Lake City Street Classification**

CLASSIFICATION	STREET
Primary Arterial	Forrest Parkway
Primary Arterial	Jonesboro Road
Primary Arterial	North Parkway
Secondary Arterial	Rex Road
Local Street	Laurel Circle
Local Street	Laurel Street
Local Street	Laurel Court
Local Street	Highpoint Court
Local Street	School Lane
Local Street	Woodland Drive
Local Street	Phillips Drive
Local Street	Forest Hills Court
Local Street	Ahyoka Drive
Local Street	Oakwood Drive
Local Street	Pineridge Drive
Local Street	Helen Street
Local Street	Eubanks Drive
Local Street	Grove Court
Local Street	Sanders Way
Local Street	White Drive
Local Street	Wahsega Way
Local Street	Trahlyta Terrace
Local Street	Tsali Trail



Local Street	South Avenue
Local Street	Jones Court
Local Street	Circle Drive
Local Street	Orchard Place
Local Street	Kenyon Road
Local Street	Dixie Industrial Court
<b>CLASSIFICATION</b>	<b>STREET</b>
Local Street	Lake City Industrial Court
Local Street	Erie Place
Local Street	Ontario Avenue
Local Street	Huron Drive
Local Street	Lakeland Circle
Local Street	Huie Road
Local Street	Harper Court
Local Street	Waterford Court
Local Street	Harper Drive
Local Street	N. Lake Drive
Local Street	Dellwood Circle
Local Street	Ivy Street
Local Street	Oak Street
Local Street	Joy Lakes Road
Local Street	Church Street
Local Street	Burks Drive
Local Street	Trammell Road
Local Street	Greene Street

### Street Signs and Signalization

All of Lake City's intersections are controlled by either a stop sign or a controlled traffic light. These traffic control facilities help regulate traffic and make traveling within Lake City city limits safe for both pedestrians and drivers. An inventory of these intersections is listed below:

Intersections controlled by traffic signals include Jonesboro Road at Forest Parkway, Jonesboro Road at Harper Road/Huie Road, North Parkway at Forest Parkway, Harper Road at North Parkway, North Lake Drive at Harper Road, Phillips Drive at Reynolds Drive/Pineridge Drive, Lake Drive at Forest Parkway, Jonesboro Road at Kenyon Road, and Forest Parkway at North Lake Drive.

All other intersections are controlled by stop signs.

#### Traffic Safety and Road Conditions

Lake City has no significant traffic safety issues. Traffic volumes in all sections of the city are safely handled by the current road and street transportation network. Lake City's arterials and local streets are all in good condition and are sufficient for the medium-high density traffic volume they handle. The Forest Parkway and Jonesboro Road intersection has a 2003 traffic count of 24,470 vehicles per day.

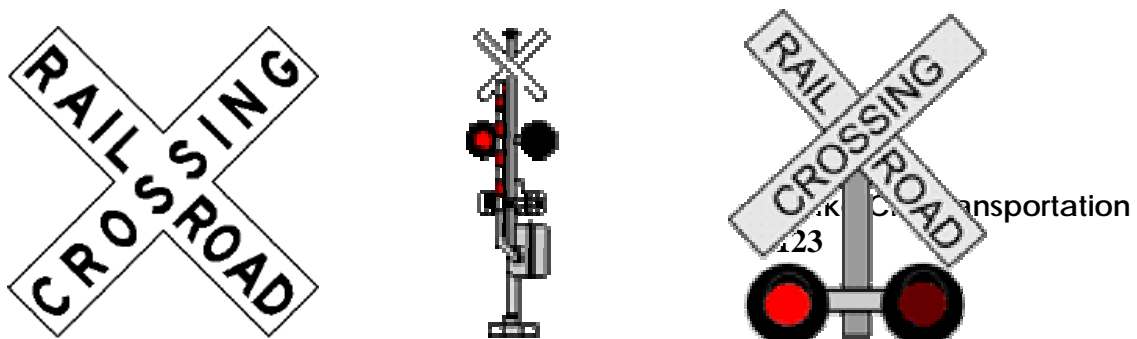
#### City Road Improvements

The widening of the city's arterials and local streets is not considered critical at this time, given nature of development along them and the presence of alternate routes in the immediate vicinity.

#### Railroad and Street Grade Crossings

All public highway-rail grade crossings are marked with one or more warning devices, that is, advance warning signs, pavement markings, crossbuck signs or flashing lights and gates. Lake City has one at-grade crossings at the Norfolk Southern rail line. This is located at the Forest Parkway and North Lake Road intersection at which advanced warning signs, pavement markings, crossbuck signs, flashing lights and gates are all used. This grade crossing is in good condition. Figure 1 below depicts the three primary types of cross bucks.

Figure T1. Cross buck Signs



### Bridges

Lake City currently has two bridges, one, a rail crossing overhead bridge located on Harper Road and another at-grade bridge located on Huie Road. Both bridges are well maintained and the Huie Road Bridge can adequately handle the traffic volume in that area.

### Significant Parking Facilities

Lake City's Gateway Village Master Plan anticipates deck parking in future mixed use structures. No other significant parking facilities exist or are planned.

### Strategies for Improving Air Quality

Clayton County, and the cities within Clayton, lie within the nationally designated ambient air quality standards non-attainment area of metropolitan Atlanta. As such, this Comprehensive Plan addresses the severity of any violations generated by transportation sources that are contributing to air quality non-attainment. The Plan also identifies measures, activities, programs and regulations that the City of Atlanta will implement consistent with the Statewide Implementation Program (SIP) for air quality through the Atlanta Comprehensive Development Plan implementation, as provided in the Intergovernmental Coordination Element of the Department of Community Affairs Rules. (Refer to Map 8.12.)

The severity of non-attainment violations is documented for the Atlanta Region in the State implementation plan for air quality attainment. The 13 counties previously classified as a "serious non-attainment area" were downgraded to "severe non-attainment status" in January 2004. For air quality modeling

purposes, Coweta, Paulding, and Forsyth were added to Atlanta Regional Commission's air quality monitoring and planning.

Lake City's Transportation Element must provide for compliance with the Federal Clean Air Act. Lake City will implement the following measures designed to comply with the State implementation plan:

1. Encourage transportation demand management
2. Build on the broad sidewalk system, particularly in Gateway Village
3. Promote use of C-Tran and planned commuter rail, including mandating pedestrian amenities in development approvals.

Clayton County has recently undertaken significant steps in transportation demand management by implementing a regional bus transit system with the assistance of GRTA. The County has also initiated a Special Purpose Local Option Sales Tax (SPLOST) that will contribute to funding installation of nearly 100 miles of sidewalks along 47 miles of Clayton County roadways.

Lake City sidewalk improvements utilizing SPLOST funding will link new Clayton College and State University student dormitories on Harper Drive to the C-Tran bus stop on Harper. Additional sidewalk improvements on other sections of Harper Drive, Jonesboro Road, Kenyon Road and Forest Parkway totaling  $\frac{3}{4}$  of a mile are expected to be completed in 2005. Private market development has funded, and will continue to fund, broad sidewalks within Gateway Village, specifically within a commercial node along Jonesboro Road at Harper Drive, contributing to the building of Lake City's pedestrian system.

## TRANSPORTATION ELEMENT ASSESSMENT

The highlight of future transportation in Lake City lies to its immediate south in Morrow, the location of a planned commuter rail station. This public transportation system promises to impact the region and particularly the station environs. More than 30 years ago, a plan written for East Point's Old Fourth Ward acknowledged that rail stations do not generate development, but do focus market development. Driven by an expanding Clayton College and State University, and institutional investment by county, state and federal government, the private market is expected to respond to market opportunities in housing and the activities necessary to serve new residents. Planned commuter rail is seen as the basis of this expansion in Lake City.

Lake City business do not rely on rail freight services, rather trucking is the primary form of shipment. Jonesboro Road, a regional arterial, links the city to the Interstate system, north and south of the city. Forest Parkway links area businesses to the Interstate system east and west of Lake City. These two arterials play a dominant role in Lake City's surface transportation network and link neighborhoods throughout the city to regional destinations. Jonesboro Road comprises a north/south spine that conveys substantial traffic volumes. Local streets are for the most part uncongested, as few attract traffic from beyond Lake City.

This transportation network is deemed adequate to serve the future travel needs of residents and employees. Jonesboro Road is a high capacity route, with adequate lanes and signalization. Transportation resources have been enhanced by Clayton County's recent initiation of "C-Tran" bus service. This service will expand employment options for Lake City residents.

Local circulation in Lake City will be improved by development standards of the Gateway Village District. A system of broad sidewalks is being built as the Jonesboro Road Corridor, planned as a mixed use district, is redeveloped. These improvements promise to enhance alternate travel modes and, together

with bus service and planned commuter rail, forms a transportation network Lake City deems adequate to serve the needs of development and population projected in this Plan.

## **TRANSPORTATION ELEMENT GOALS AND OBJECTIVES**

Lake City is in a position to benefit from national, state and regional transportation investments given proximity to Hartsfield Jackson Atlanta International Airport, Jonesboro Road (State Highway 54), C-Tran Bus service and the planned commuter rail service.

**Goal I:** Focus regional development attention on Lake City in order to capitalize on these transportation resources and the acceleration in growth of the Atlanta region associated with the expansion of the Airport.

**Objective I-A:** Implement the road improvements identified in the Gateway Village Master Plan.

**Strategy I-A:** Seek regional and state funding of such improvements through the Regional Transportation Plan and Transportation Improvement Plan.

**Objective I-B:** Incorporate pedestrian and bicycle facilities into all public investments and development projects.

**Strategy I-B:** Ensure plan review checklists account for this facility objective.

**Objective I-C:** Enhance the operations of C-Tran within Lake City city limits.

Strategy I-C: Advocate for more C-Tran bus stops in Lake City.

Objective I-D: Enhance pedestrian linkages and travel throughout the city's neighborhoods and commercial districts.

Strategy I-D: Develop a pedestrian plan that will link neighborhoods to community destinations.

Strategy I-E: Adhere to the ample sidewalk widths and pedestrian lighting specified in the Gateway Village Master Plan during the plan review process.

Strategy I-F: Pursue extension of Jester's Creek Trail pedestrian path/bikeway north through Lake City.

Objective I-E: Promote the efficient linkage of Lake City residents to the region and the region's residents and visitors to Lake City.

Strategy I-G: Strongly support establishment of the planned, commuter rail service.

## **INTERGOVERNMENTAL COORDINATION**

### **Introduction**

The Georgia Department of Community Affairs encourages greater cooperation among governments in Georgia. DCA hopes to facilitate this by requiring that such cooperation among public agencies, that is, "Intergovernmental Coordination," be considered in local comprehensive plans. The State reasons that since planning and land use are primarily local decisions, and these decisions may impact neighboring jurisdictions, formal mechanisms should be established to provide for intergovernmental coordination among local governments.

An example of such coordination is the review of local comprehensive plans by the Regional Development Center. The RDC for Lake City is the Atlanta Regional Commission. The purpose of the regional review is to identify potential conflicts in the plans of neighboring jurisdictions.

A second coordination mechanism is established in Georgia's Growth Strategies program. This mechanism is referred to as the DRI process, a regional review of "Developments of Regional Impact" (DRI's). The review focuses on large developments that have the potential to impact jurisdictions beyond the borders of the locality experiencing such development.

### **Inventory and Assessment**

The Intergovernmental Coordination Element is an inventory of the mechanisms and processes employed by the City of Lake City to facilitate intergovernmental coordination. This Element assesses the capacity of these mechanisms to serve the needs of the Lake City community. The Coordination Element also establishes goals and formulates strategies for effective implementation of community goals, objectives and policies that may involve several governments or public agencies. For the Lake City community, these government agencies are Clayton County, the Clayton County Water Authority, City of Morrow Fire Department, Clayton County Board of Education, Clayton County Development Authority and Clayton County Housing Authority.



### Coordination with Local Agencies

The inventory must describe the relationship of such agencies to Lake City, and any intergovernmental agreements, joint planning and service agreements, special legislation and joint meetings or work groups for the purpose of coordination. The inventory must also identify the local government offices having primary responsibility for such coordination. These agencies and their respective roles are described below:

The Intergovernmental Coordination inventory describes Lake City relationships with such agencies as Clayton County and nearby cities, Morrow and Forest Park. The inventory also describes any intergovernmental agreements, joint planning and service agreements, special legislation and joint meetings or work groups established for the purpose of coordination among Lake City and its partner agencies. Finally, the inventory identifies the local government offices having primary responsibility for such coordination. The agencies and their respective roles are described below:

### Clayton County

The City of Lake City and Clayton County entered into an Intergovernmental Agreement for the purpose of defining and formalizing certain understandings concerning public services delivery as well as land use. This Agreement is associated with House Bill 489, commonly known as the Services Delivery Strategy, and specifies the contractual arrangements associated with public services provision. Land use disputes arising from rezoning decisions and annexation of land are also addressed in the Agreement, which establishes the process for resolving such disputes. These public services and agreements are described below:

### Code Enforcement and Building Inspections

The City of Lake City contracts all code enforcement and building inspections functions to a private consultant with the exception of fire and life safety code enforcement, which is performed by the Morrow Fire Department. Many smaller jurisdictions use this approach, as certifications necessary to perform such inspections, together with the low volume of development, often preclude hiring in-house staff. Inspection and plan review fees are used to compensate the consultant.

#### Clayton County Water Authority

Clayton County Water Authority provides potable water and sanitary sewer services to the City of Lake City. CCWA also owns and maintains all treatment capacity and distribution and collection mains. No written agreement exists between CCWA and the City of Lake City. Information concerning water and sanitary sewer services is provided in the Community Facility Element.

#### Lake City Police Department

Lake City maintains a City of Lake City Police Department, which is housed in City Hall. The Department's 15 sworn Officers serve the public safety needs of residents and property owners. In addition to the Police Department, the City has entered into mutual-aid agreements with Clayton County and the City of Morrow. Emergency 911 service and communication services are provided to Lake City by the Morrow Police Department. Additional information concerning Police services may be found in the Community Facilities and Services Element.

#### Fire Protection Services

Fire protection services are provided to Lake City through a contract with the City of Morrow. The Morrow Fire Department operates three pumper trucks and two ladder trucks. One of the ladder trucks is designed for use in high-rise fires. The Department maintains a force of 29, full-time fire fighters.

#### EMS

Emergency Medical Services (EMS) are provided through an intergovernmental agreement with the City of Morrow. Morrow maintains two ambulances and 24 emergency medical technicians, nine of whom have earned advanced life support certification. Additional emergency medical services are available through Clayton County and private ambulance services operating throughout Clayton County.

#### Clayton County Board of Education

Lake City students attend Lake City Elementary School and other schools in Clayton County. These schools are operated by the Clayton County Board of Education. No intergovernmental agreement is necessary.

#### Clayton County Development Authority

The City of Lake City has not formed a Development Authority. The Development Authority of Clayton County has the jurisdiction to perform the following redevelopment powers on behalf of Lake City:

1. Contract preparation of redevelopment plans, and implement the provisions of the plans;
2. Define the boundaries of a redevelopment area for implementation of redevelopment plans;
3. Create tax allocation districts and Issue tax allocation bonds;
4. Deposit and disburse funds from the special revenues of any tax allocation district;
5. Execute any contracts, leases, mortgages, or other agreements, including agreements with bondholders or lenders, determined by the City of Lake City to be necessary to implement the provisions of redevelopment plans. The contracts or agreements may include conditions, restrictions, or covenants which run with the land or otherwise regulate land use; and
6. Acquire and retain or dispose of property for redevelopment purposes; any disposition of such property may be by public or private sale or lease.

The Development Authority also performs some of the same economic development functions as the Chamber of Commerce. The City of Lake City has not established a local development authority, rather the City relies on the cooperation of the Clayton Authority which can assist the City in promoting economic development in Lake City and utilizing all the powers of the Authority. No intergovernmental agreement exists.

#### Clayton County Housing Authority

The Clayton County Housing Authority administers housing rehabilitation programs throughout the county, including Lake City. These programs benefit homeowners by providing funding for residential rehabilitation. Such housing programs provided by the Authority are currently limited to unincorporated Clayton County. Only the Jonesboro Housing Authority provides such services within a municipality. The Jonesboro Housing Authority provides more traditional services for which housing authorities are known, including Housing Assistance,

Housing Choice Voucher programs (Section 8), down payment assistance, homeowners assistance, family self-sufficiency programs and low rent housing programs.

#### Coordination with State Agencies

Georgia Department of Community Affairs planning standards also mandate that Lake City inventory state programs impacting the comprehensive plan. This inventory identifies agreements, policies and initiatives that may affect Lake City's ability to implement strategies proposed in the comprehensive plan. Such programs include the Service Delivery Strategy Law, known as House Bill 489; the Governor's Greenspace Program and regional Water Supply and Water Quality protection plans.

#### House Bill 489

House Bill 489 is referred to as the Service Delivery Strategy. The strategy is an intergovernmental agreement formalizing certain understandings concerning such topics as annexation and land use. Lake City has not executed an agreement concerning annexation.

#### Governor's Greenspace Program

Clayton County has adopted a Community Greenspace Plan. However, the City of Lake City is not a participant in the Community Greenspace Program. The City plans to prepare and adopt a Community Greenspace Program and become a participant in the Clayton County Community Greenspace Program, thus making the City eligible for greenspace funds.

#### Coordination with other Entities

The City of Lake City must also inventory coordination mechanisms and agreements with government agencies exercising authority within the city limits which may be unrelated to land use. Examples of such agencies are constitutional officers, that is, the Sheriff's Office, Tax Assessors Office and utility companies such as Georgia Power Company. The latter entities provide services in Lake City and may exercise condemnation powers.

#### Clayton County Tax Assessor

The County Tax Assessor's Office performs property assessments and collects taxes on behalf of the County and Lake City. The Tax Assessors' Office is responsible for preparation of the annual real and personal property tax digest in compliance with the taxation laws of the State. No formal written intergovernmental agreement exists.

#### Georgia Power Company

Under the Georgia Territorial Electric Service Act of 1973, Georgia Power serves the electrical power needs of the Lake City community. The Territorial Act was designed to ensure the most economical, efficient and orderly provision of electrical service; to prevent duplication of facilities; and to foster a competitive spirit in Georgia.

#### Adequacy of Intergovernmental Agreements

The City of Lake City operates within the Intergovernmental Agreement concerning annexation of territory and land use. This Agreement is a fairly recent public policy guide, adopted on April 28, 2000, which formalizes relationships among the County and its municipalities. Other public services are provided to Lake City residents and property owners via reciprocal service agreements, contracts or through "fee for services" arrangements with private providers. The adequacy of these relationships and documents is addressed below:

#### Clayton County Water Authority

The contractual relationship between the City and CCWA is well defined. Lake City obtains water and sanitary sewer service based on a "fee for services" arrangement that is long established. No formal written agreement is deemed necessary.

#### Clayton Board of Education

No formal agreement is deemed necessary as the Board of Education operates according to state statutes and the mission outlined, therein.

#### Enhanced Coordination Opportunities

Coastal Management. The City of Lake City is not located along the coast, therefore, Georgia's Coastal Management Program is not applicable.

Appalachian Regional Commission. Clayton County is not encompassed within the geography of the thirty-five county area defining Georgia's Appalachian Regional Commission, rather the County is south of this territory. Coordination concerns appropriate to the Appalachian Region are not applicable to the City of lake City.

Water Planning Districts. The Metropolitan North Georgia Water Planning District and Coastal Georgia Groundwater Planning/Management Districts are two examples of state initiatives focused on maintaining a reliable supply of water and ensuring the quality of this water to the regions served by these state initiatives. Local governments, through their land use, economic development and environmental management practices, will also play an important role in the success in achieving these goals. To better coordinate these state and local activities, local governments located in any state designated water planning district must, within their comprehensive plans, identify relevant state water supply and water quality protection policies and goals and ensure consistency of local comprehensive plans with the water planning district policies and goals.

## **INTERGOVERNMENTAL COORDINATION ASSESSMENT**

The City of Lake City considers the existing agreements and understandings that form the system of public service provision and regulations to be adequate. For example, Lake City and Clayton County have executed "Intergovernmental Agreement" for the purpose of defining and formalizing certain understandings concerning public services delivery as well as land use. The Agreement specifies the contractual arrangements associated with public services provision. Land use disputes arising from rezoning decisions and annexation of land and the process for resolving such disputes are also addressed.

One area of intergovernmental coordination that Lake City is interested in amending is the "Community Greenspace Program. The City realizes that as development proceeds, the remaining greenspace could disappear. Accordingly, Lake City plans to consider participating in the Clayton County program as a means of permanently protecting greenspace through acquisition and by other more economical means.

## INTERGOVERNMENTAL COORDINATION GOALS AND OBJECTIVES

The City of Lake City has adopted the following Intergovernmental Coordination goals, objectives and strategies to be implemented:

Goal: Provide quality public infrastructure, facilities and services sufficient to meet future demand at minimal cost to residents and business owners.

Objective A: Ensure that public services, facilities and infrastructure continue to achieve acceptable service levels across a broad range of public services and remain commensurate with future demand.

Strategy A: Continue the intergovernmental agreements and relationships now in place to provide a high level of services and accommodate projected growth.