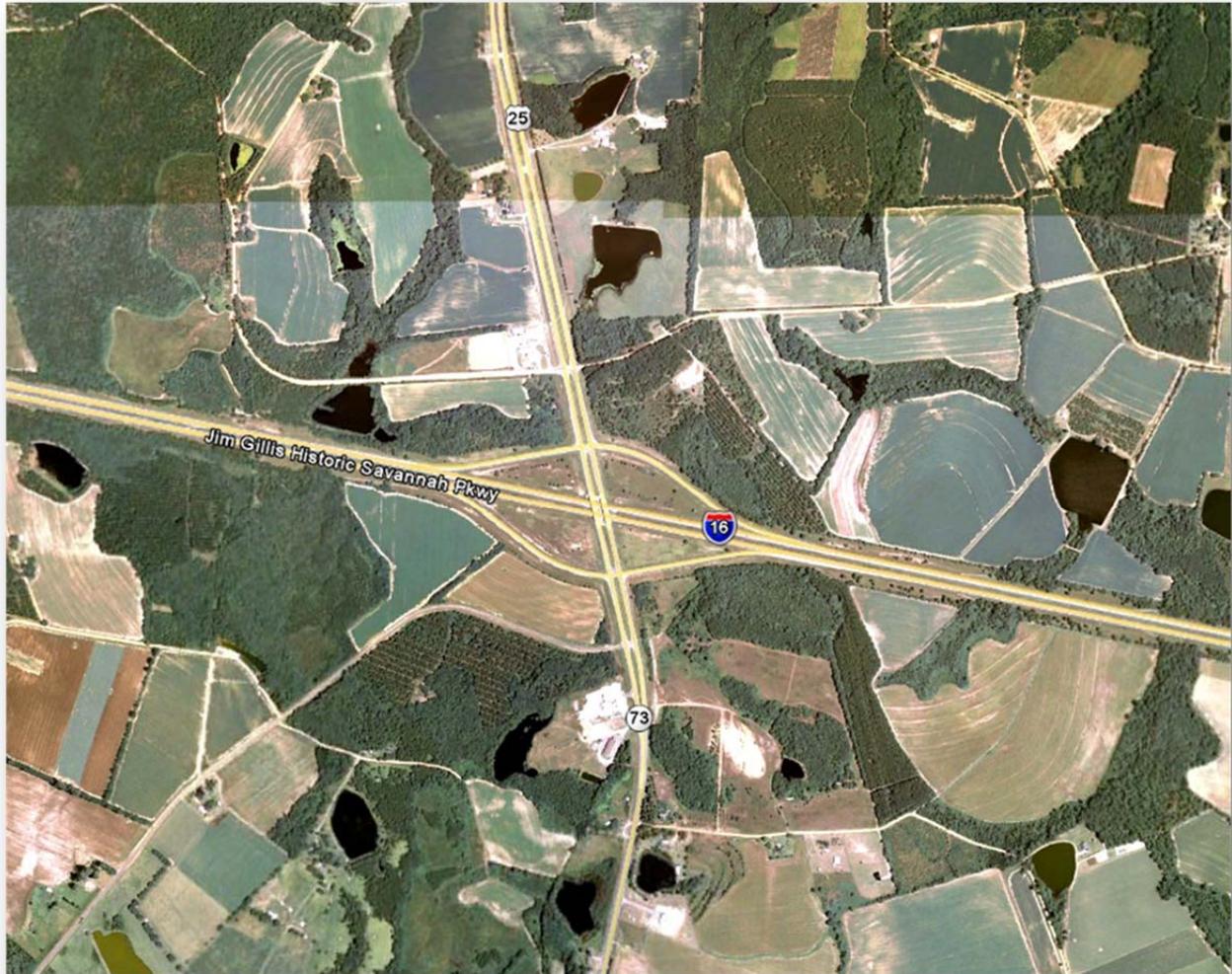


# TAX ALLOCATION DISTRICT #1 – I-16 / U.S. 301 INTERSTATE GATEWAY



**SEPTEMBER, 2012**

Prepared for:  
Bulloch County, Georgia

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# Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway

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I. EXECUTIVE SUMMARY

This plan presents the rationale, boundaries, fiscal data and proposed projects which could result from the formation of Bulloch County Tax Allocation District #1 – I-16 / U.S. 301 Interstate Gateway. (The geographic area addressed by this redevelopment plan is referred throughout this report as the "Interstate Gateway Redevelopment Area", "Interstate Gateway TAD" or "Bulloch County TAD #1".) This redevelopment plan was prepared in conformance with the provisions of the Georgia Redevelopment Powers Law (O.C.G.A. Title 36 Chapter 44) which governs the creation of the Tax Allocation Districts in the state. Leadership in the preparation of this plan was provided by Bulloch County.

Implementation of the Interstate Gateway TAD will support the development of a large-scale mixed-use development district that accommodates manufacturing, distribution, other light industrial employers; "interstate commercial" services for highway travelers and commercial/retail services for the local population. Over time it is projected that single- and multi-family residential development will follow new employment to the area. The projected build out of the Redevelopment Area is estimated to total nearly 4.7 million SF of industrial space, 2.27 million SF of commercial development and nearly 1,400 housing units over a 30 to 40 year period.

The goal of the proposed investment in the Interstate Gateway TAD is to allow Bulloch County to continue recruiting major employers on a scale comparable to the successful Gateway Regional Industrial Park located six miles to the north, providing needed job opportunities for local residents.

OVERVIEW

The Interstate Gateway TAD area consists of 1,781 acres on 80 parcels (including 1 exempt parcel). The proposed Redevelopment Area is located in the southwest quadrant of the County, south of the city of Register, stretching along US 301 to the north and south of its interchange with Interstate 16. The boundaries of the Redevelopment Area are drawn from the County's Comprehensive Plan and are based on the Interstate Gateway-District Character Area that is delineated around the interchange of Interstate 16 and US Highway 301. Despite the area's strategic location, existing land uses are predominantly agricultural in nature. Developed property values average slightly above \$7,600 per acre and generate less than \$111,000 per year (an average of \$62/acre) in combined County and School District property taxes.

I-16/U.S. 301 Interstate Gateway Proposed TAD Summary	
Parcels	80
Acreage	1,781
2011 Taxable Appraised/Full Market Value (Estimated)	\$13,600,600
2011 Taxable/Digest Value (Estimated)	\$5,440,240
Bulloch County Tax Digest	\$1,742,690,083
% of Bulloch County Tax Digest	0.3%
Source: Bulloch County Board of tax Assessors, Georgia Department of Revenue ROSS+associates and Bleakly Advisory Group, Inc.	



## Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway

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### THE OPPORTUNITY

The opportunity for the County is to use the TAD to leverage private reinvestment through targeted public improvements that will support quality development surrounding the I-16 / U.S. 301 Interchange – turning a currently underutilized area of the County into a large-scale mixed-use district. Successful development of the area will produce significant fiscal benefits for the County and provide needed employment opportunities for area residents.

### KEY CHALLENGES

Over the years, extraordinarily limited development has occurred within the Redevelopment Area, particularly when compared to the I-16 interchange areas at SR 23/121 (Metter) 12 miles to the west, and at SR 30 in Bryan County, 27 miles to the east. The key deterrence to development of the Bulloch County site is created by deficiencies in its infrastructure – sanitary sewer and public water services. Overall, the Redevelopment Area has clearly not been subject to growth and development through private enterprise in pace with competing locations along I-16, and is not reasonably anticipated to be developed without the approval of the Redevelopment Plan and its funding of water and sewer extensions, road and drainage improvements.

### BULLOCH COUNTY TAD #1 – I-16 / U.S. 301 INTERSTATE GATEWAY QUALIFIES AS A TAD

The County has the authority to exercise all redevelopment and other powers authorized or granted municipalities pursuant to the Redevelopment Powers Law (Chapter 44 of Title 36 of the O.C.G.A.), as approved by Bulloch County voters by referendum on July 20, 2010.

Specifically, the proposed Interstate Gateway Redevelopment Area qualifies as a TAD due to the following factors:

- The County is experiencing pervasive poverty, with 35.3% of residents below the poverty line, and significant unemployment at 11.1%. The County's poverty rate is double the state average of 17.9% and its unemployment rate is nearly three full percentage points above the national average.
- Economic underutilization of the Redevelopment Area is evidenced by the fact that parcels surrounding the I-16 / U.S. 301 Interchange have a digest (40%) value of less than \$3,100 per acre. By contract, developed commercial and industrial land uses in Bulloch County average nearly \$75,000 and \$252,000 per acre, respectively.
- The initial phases (10 to 20 years) of the development plan for the Interstate Gateway TAD calls for 490 acres of commercial, retail and industrial uses which could support a total development density ranging from approximately 1.5 to 2.3 million SF. Later phases of the plan will have additional industrial, commercial and retail space as well as residential housing units. The current internal transportation and utility infrastructure within the TAD is not sufficient to handle the resulting needs of the residents, employees and patrons of the developed Interstate Gateway District as envisioned in the Bulloch County Comprehensive Plan.

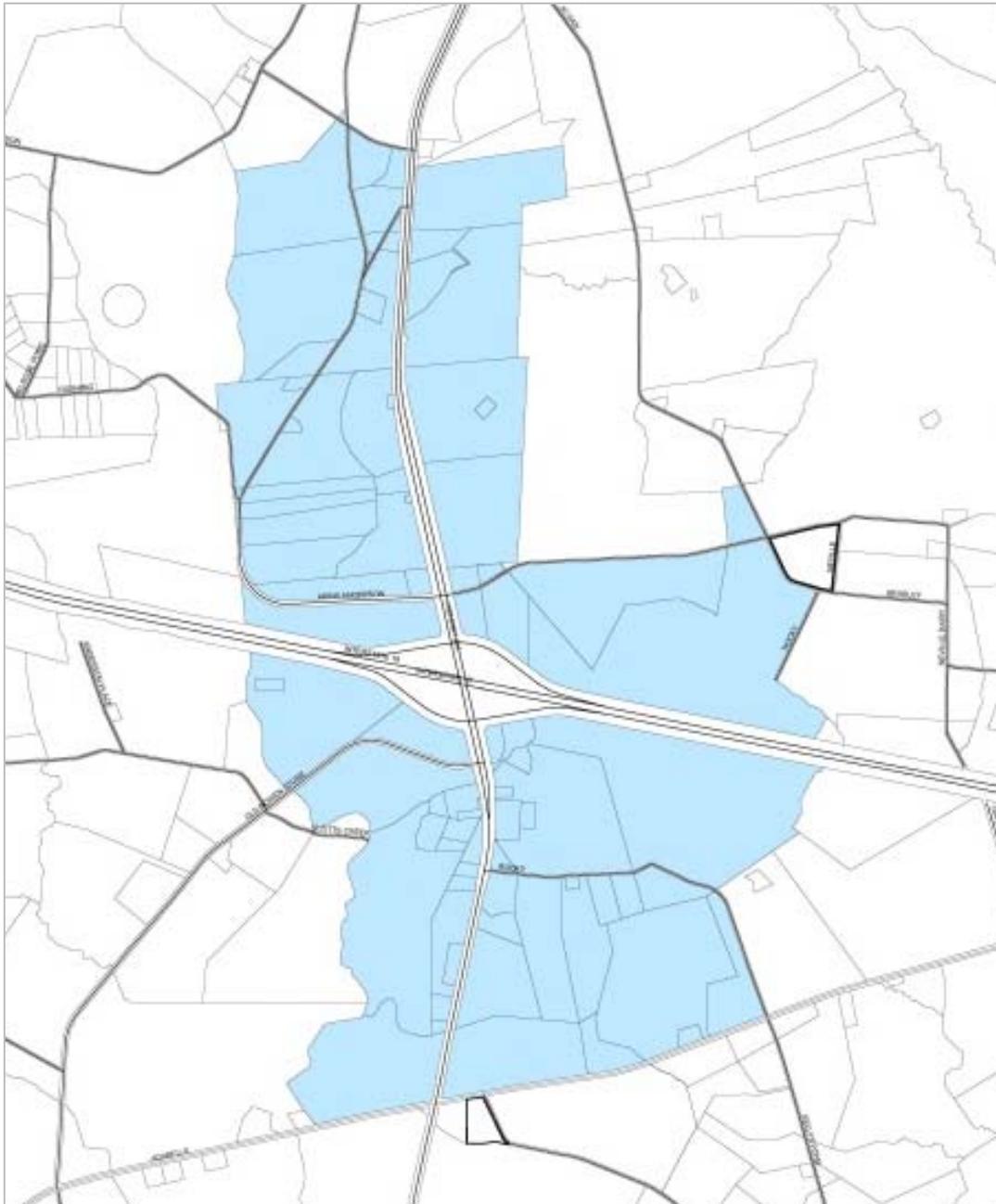


## Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway

### TAD BOUNDARIES

This plan calls for the creation of the I-16 / U.S. 301 Interstate Gateway Tax Allocation District, whose redevelopment area includes the property within the blue boundaries shown on the map below. This potential TAD includes 80 parcels on approximately 1,781 acres. In 2011, the estimated market value of taxable parcels is \$13.6 million and the assessed value is \$5.4 million. These parcels represent approximately 0.3% of the County's tax digest of \$1.74 billion.

### Bulloch County TAD #1 – I-16 / U.S. 301 Interstate Gateway







## Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway

and \$49.25 with allowances for future cost inflation. Initial infrastructure costs, which should be sufficient to accommodate 10 to 20 years of forecasted growth, total \$13.25 million or roughly a third of the total (un-inflated) cost to support the area's full build out. The County intends to fund all or part of these costs through the tax allocation district as funds become available. In addition, the County could reserve the option to use available TAD funds as direct inducements to attract desired development or major employers. Such decisions would be made on a case by case basis. Potential infrastructure costs are itemized below.

<b>Potential Allocation of Bulloch County TAD #1 – Funding for Public Projects</b>			
	<b>Short Term</b>	<b>Build-Out</b>	<b>Total</b>
<b><u>Water &amp; Sewer</u></b>			
On-site water & Sewer	\$2.8 M	\$6.6M	\$9.4 M
Off-Site Water	\$0.6 M	\$0.6 M	\$1.2 M
Off-site Sewer			
Phase 1A	\$3.4 M		
Phase 1B	\$2.0 M	\$7.3 M	\$12.7 M
<b>Subtotal: Water &amp; Sewer</b>	<b>\$8.8 M</b>	<b>\$14.5 M</b>	<b>\$23.3 M</b>
<b><u>Transportation</u></b>			
Turning Lanes	\$0.96 M	\$1.04 M	\$2.0 M
Signalization	\$0.3 M	\$0.75 M	\$1.05 M
New Roadways	\$2.1 M	\$7.51 M	\$9.61 M
Contingency (20%)	\$0.68 M	\$1.9 M	\$2.58 M
Design & Inspection (12%)	\$0.36 M	\$1.2 M	\$1.56 M
<b>Subtotal: Transportation</b>	<b>\$4.4 M</b>	<b>\$12.4 M</b>	<b>\$16.8M</b>
<b><u>Stormwater Management</u></b>			
Stormwater Master Plan	\$0.05M	-----	\$0.05 M
<b>Subtotal: Stormwater Management</b>	<b>\$0.05 M</b>	<b>-----</b>	<b>\$0.05 M</b>
<b>Cumulative Sub-total</b>	<b>\$13.25 M</b>	<b>\$26.9 M</b>	<b>\$40.15 M</b>
Inflation Contingency	NA	\$9.3 M	\$9.3 M
<b>TOTAL PUBLIC COSTS:</b>	<b>\$13.25 M</b>	<b>\$26.9 M</b>	<b>\$49.45 M</b>

SOURCE: Thomas & Hutton Engineers

## TAD FINANCING POTENTIAL

Supportable bond issues were calculated based on the first 12 to 15 years of redevelopment, pledging tax increments from real estate only and deducted 50% of future tax increments from industrial development as an allowance for issuance of revenue bonds by the Development Authority of Bulloch County. After deductions, remaining tax increments from real estate are projected to total \$114.2 million over 30 years, with 63% of those revenues generated over the final 10 years of the TAD. Based on forecasted revenues, it is recommended that the County issue 4 TAD Bonds over a 12 to 15 year period as tax increments become available to support debt service payments.



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As summarized in the following table, projected increments from real estate taxes are estimated to be sufficient to issue \$32.3 million in total bonds of which, \$27.5 million would be available to apply to actual projects. Revenues are sufficient to pay for all of the redevelopment area’s short-term infrastructure needs of \$13.25 million, but fall well short of the \$49 million total investment needed to service the area’s forecasted build out. This redevelopment plan also recommends that the County and School District strongly consider pledging personal property tax increments on industrial and commercial properties as a means to both accelerate bond issues and increase TAD revenues. If it is assumed that industrial and commercial development within the TAD generates similar ratios of personal property to building value as is exhibited County-wide, the inclusion of personal property could increase TAD proceeds by \$52.9 million over 30 years and support \$16 million in additional bond financing. Depending on future cost and real estate value inflation, adding personal property increments would fund most of the infrastructure costs needed to support build-out of the redevelopment area.

I-16 / U.S. 301 Interstate Gateway					
Estimate of TAD Potential: Real Estate Tax Increment Only					
<b>Total Bonds Amounts Issued</b>	\$ 5,560,000	\$ 7,220,000	\$ 8,140,000	\$ 11,410,000	\$ 32,330,000
Capitalized Interest & Reserves	\$ 975,000	\$ 1,161,000	\$ 630,000	\$ 1,030,000	\$ 3,796,000
Total Bond Issuance Costs	\$ 162,000	\$ 210,330	\$ 237,150	\$ 332,400	\$ 941,880
Total Reimbursed Expenses	\$ 50,000	\$ 25,000	\$ 25,000	\$ 25,000	\$ 125,000
<b>Net Proceeds Available for Projects</b>	<b>\$ 4,375,000</b>	<b>\$ 5,825,000</b>	<b>\$ 7,250,000</b>	<b>\$ 10,025,000</b>	<b>\$ 27,475,000</b>
Total Debt Service Payments	(\$10,036,617)	(\$12,387,335)	(\$12,515,436)	(\$15,393,419)	(\$50,332,807)
Estimated Taxable FMV of Redevelopment when Bonds are Issued (\$Millions)	\$ 66.2	\$ 131.6	\$ 200.0	\$ 304.8	

Source: Bleakly Advisory Group, Inc.

## BENEFITS OF THE INTERSTATE GATEWAY TAD TO BULLOCH COUNTY RESIDENTS

Benefits to the County from successful implementation of the Redevelopment Plan are expected to include the following:

- **A substantial increase in the tax digest** which would not have occurred without the TAD. The increase is estimated to be \$621.1 million in net new taxable real and personal property tax digest over 30 years, compared to a current total digest of only \$5.4 million.
- **The TAD will create jobs.** The TAD will support construction spending and associated construction jobs. Future employers locating within the TAD could directly support 2,500 permanent jobs on site, plus indirect employment throughout the region.
- **Additional commercial development will further diversify the tax base.** The creation of additional commercial services within the Redevelopment Area, surrounding a highway interchange, will attract additional retail spending and associated sales tax revenues to the County.
- **The TAD will leverage substantial private investment.** Using TAD financing to fund construction of infrastructure will enable the County to leverage approximately \$39 million in TAD funding to attract \$771 million in private investment, a leverage ratio of more than \$19 private dollars invested for every \$1 of TAD investment.



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- **Development will create substantial growth in property and sales tax revenues.** Once all TAD obligations of the district are retired, the County will receive the full property tax increment from the new development created and throughout the period the proposed redevelopment will generate additional retail sales with the result of increasing real estate, personal property and sales taxes.

### SCHOOL DISTRICT IMPACT ANALYSIS

Georgia's Redevelopment Powers Law was amended during the 2009 legislative session to include a new provision under section 36-44-3(9)(R) for preparation of a "School System Impact Analysis." The School System Impact Analysis is presented in Appendix D and its conclusions are summarized as follows:

1. The proposed redevelopment area will affect the future appreciation on 0.3% (three tenths of one percent) of the School's tax digest. The amount of property taxes currently generated by the TAD will continue to go to the school system—only increases above the current amount are pledged to the TAD.
2. The redevelopment area is not expected to directly attract new housing and school population within the next ten years. After 2020, incremental growth within the TAD could add as many as 2,600 new residents and nearly 650 school children over the following twenty years. This represents a growth rate of approximately 35 students per year and a total addition of 6.7% to the current total enrollment of Bulloch County Schools over that extended time frame. Forecasted long-term growth rates within the TAD are manageable in the context of a school district that has grown by an average of 145 students per year since 2003.
3. There are no Bulloch County School facilities located inside the proposed TAD boundary.
4. Potential commercial development within the TAD could generate an additional \$1.4 million in ESPLOST funds each year at build-out, an amount which far exceeds school property taxes currently collected within the TAD boundary (approximately \$54,000 annually).
5. Because of the long-term nature of potential residential development within the TAD and the fact that no specific residential projects have been proposed at this time, it is impossible to compare potential housing values within the TAD to housing values within the County generally.

If the County decides pledge real estate taxes only as tax allocation increments, then taxes on personal property would continue to flow to the School District's general fund as new industrial and commercial buildings are developed within the TAD. Future personal property taxes to the School District could be substantial, exceeding \$550,000/year by 2025 and \$2.0 million/year at the end of the forecast.

### SUMMARY CONCLUSION

Without infrastructure and transportation improvements financed through the proposed Interstate Gateway TAD, the current taxable value of the parcels is unlikely to change significantly in the future. If current values grow at a 3% annual rate, then combined County and School District revenues from within the TAD would increase from less than \$121,000 in 2011 to only \$294,000 by 2043. The failure to invest in infrastructure improvements at this strategic location within Bulloch County is likely



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to encourage the loss of industrial/commercial investment and jobs to other locations along the I-16 corridor which already provide adequate infrastructure.

With the TAD, as bonds are retired the additional tax revenues generated by the parcels would begin to flow to Bulloch County and to the Bulloch County Schools. A number of variables would impact the timing and amounts of future bond issues, when those bonds could be retired and when TAD revenues could begin to flow back to the respective County and School District general funds. Annual real estate and personal property tax revenues generated from within the TAD to the County could potentially increase from roughly \$56,900 in 2011 to more than \$7.0 million annually at the end of 30 years, while school property taxes could increase from \$54,000 in 2011 to nearly \$6.7 million over the same period. Either upon the termination date of the TAD or at some earlier point if bonds can be retired sooner, these additional revenues will flow back to the respective general funds. In addition, as commercial development within the TAD grows incrementally over the 2012–2043 period, retail sales and local purchases by new residents would generate significant additional sales tax revenues from ESPLOST, LOST, and SPLOST. At build out, each 1% levy on retail sales from within the TAD is projected to leverage approximately \$1.44 million/year in additional local sales taxes. Therefore, the proposed Interstate Gateway TAD has the potential to substantially increase annual tax revenues to Bulloch County and the Bulloch County School District on both an interim and long-term basis.



## Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway

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### II. INTRODUCTION

Bulloch County is interested in supporting the phased, long-term development of nearly 1,800 acres of currently undeveloped land surrounding the intersection of I-16 and U.S. 301, described in this report as the “Interstate Gateway District” (the Redevelopment Area). The County sees this area as an opportunity to accommodate future economic growth in a master-planned, mixed-use district served by adequate water, sewer and transportation infrastructure. Successful development of the Redevelopment Area over the next two to three decades could directly support 2,500 permanent jobs and \$13.7 million per year in real end personal property taxes at build out. The under-developed nature of this area today is illustrated by the fact that properties within it are currently valued at an average of \$7,636 per acre, generating less than \$111,000 per year (only \$62 per acre) in annual real property taxes for Bulloch County, the School System and Fire District (combined).

### THE VISION

The vision for I-16 / U.S. 301 Interstate Gateway is as a large-scale mixed-use development district that accommodates manufacturing, distribution other light industrial employers; “interstate commercial” services for highway travelers and commercial/retail services for the local population. Over time it is projected that single- and multi-family residential development will follow new employment to the Redevelopment Area. Planned investments in utilities, roads and other design elements, coupled with the Redevelopment Area’s proximity to an educated work force and educational institutions, are expected to establish the I-16 / U.S. 301 Interstate Gateway as an attractive business location within the highly competitive I-16 corridor. The proposed investment in the Interstate Gateway District will allow Bulloch County to continue recruiting major employers on a scale comparable to the successful Gateway Regional Industrial Park located six miles to the north.

### GEOGRAPHIC BOUNDARIES (A)

This plan calls for the creation of the I-16 / U.S. 301 Interstate Gateway Tax Allocation District (TAD #1). The TAD is shown in the context of I-16 and the southern portion of Bulloch County in the map on the following page. The proposed Redevelopment Area for TAD #1 is located in the southwest quadrant of the County, south of the city of Register, stretching along US 301 to the north and south of its interchange with Interstate 16. The Redevelopment Area is shaded in blue on the map (the city of Register and its development area are shown in yellow). Not shown on the map, to the west of Bulloch County are Candler County and the city of Metter, and to the south are Evans County and the city of Claxton. Downtown Statesboro -- the County Seat of Bulloch County -- is located about 12 miles to the north on US 301.

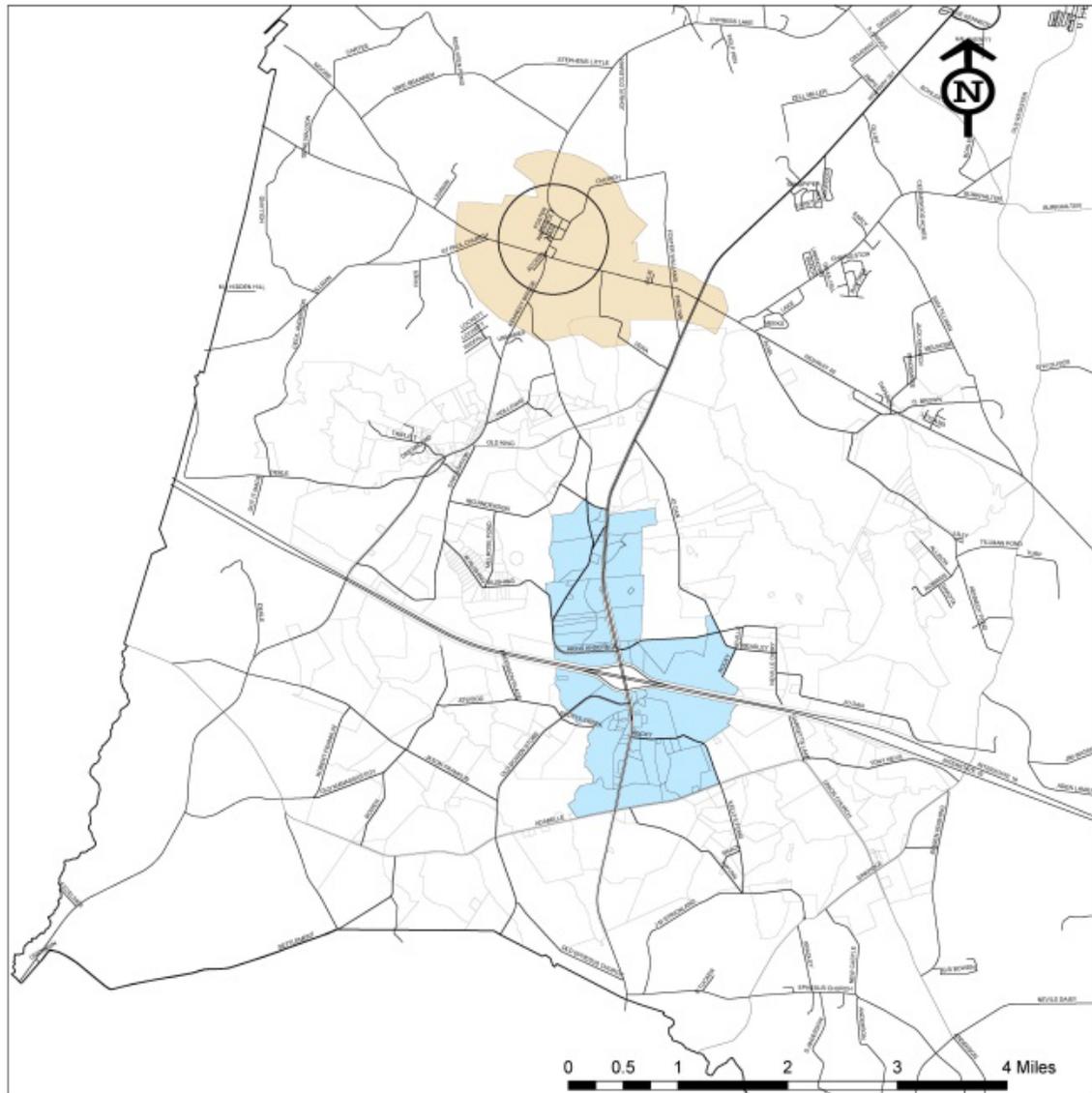
The boundaries of the Redevelopment Area are drawn from the County’s Comprehensive Plan and are based on the Interstate Gateway-District Character Area that is delineated around the interchange of Interstate 16 and US Highway 301. While the Character Area is somewhat free-formed in the Comprehensive Plan, the boundary of the Redevelopment Area follows property lines. The Redevelopment Area contains 80 parcels (including one tax exempt property) totaling 1,781.2 acres. A



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map showing the property lines of all of the properties that comprise the Redevelopment Area, along with a list of all parcels located within the TAD appear later in this report.<sup>1</sup>

### Redevelopment Area for Bulloch County TAD #1 I-16 / U.S. 301 Interstate Gateway (L)



## HOW BULLOCH COUNTY RESIDENTS BENEFIT

The benefits to the County from the completed projects include the following:

<sup>1</sup> For a larger view of the map, see Appendix A. Tax Parcel Identification numbers for properties included within the TAD are also listed in the Appendix.



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- Traffic and utility infrastructure improvements to accommodate forecasted employment growth and commercial traffic within the area;
- The creation of a new industrial and commercial center on one of the County's primary commercial corridors linking I-16 to Downtown Statesboro;
- An expanded permanent job base in manufacturing, light industrial, distribution and related, professional, retail and service industries;
- New private investment in excess of \$770 million, resulting in a sustained increase in construction employment during the development period;
- An estimated increase of \$6 million per year in annual spending by through travelers along the I-16 corridor;
- Substantial additional annual tax revenues from real estate and personal property taxes, County sales taxes, local option sales taxes and business licenses.

### OVERVIEW OF TAX ALLOCATION DISTRICTS

Tax allocation districts are Georgia's version of tax increment financing. Tax increment financing is a redevelopment funding mechanism that reinvests the future taxes from real estate development back into a project as an incentive to attract new private investment into an area. As described by the Council of Development Finance Agencies. ([www.cdfa.net](http://www.cdfa.net)), TIF was created and first used in California in 1952. Hundreds of TIF districts have helped spur urban redevelopment in cities across the country. Today, all 50 states and the District of Columbia use tax increment financing.

In 1985, the Georgia General Assembly authorized formation of Georgia's form of tax increment financing called Tax Allocation Districts (TADs). The purpose of a Georgia tax allocation district is similar to tax increment financing in any other state. It uses the increased property taxes generated by new development in a designated redevelopment area to finance costs related to the development such as public infrastructure, land acquisition, relocation, demolition, utilities, debt service and planning costs. Other costs it might cover include:

- Sewer expansion and repair
- Storm drainage
- Street construction and expansion
- Water supply
- Park improvements
- Bridge construction and repair
- Curb and sidewalk work
- Grading and earthwork
- Traffic control

Cities and counties in Georgia have created TADs to stimulate major new construction and renovation or rehabilitation in underdeveloped or blighted areas. For example, ten TADs have been created in Atlanta, and additional TADs have been created in Marietta, Smyrna, Acworth, Woodstock, Holly Springs, East Point, Clayton County and DeKalb County. Over 50 Georgia cities and counties either have or are considering creating TADs in their communities. A TAD offers local governments the opportunity to promote redevelopment projects in areas that would otherwise not receive investment.

The creation of the proposed Tax Allocation District will enable Bulloch County to more effectively compete for major industrial and commercial employers. A TAD will bring Bulloch County additional economic advantages as well. Other Georgia tax allocation districts, redevelopment areas like



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Atlantic Station (Midtown Atlanta) and Camp Creek Marketplace (East Point), have demonstrated the benefits of TAD, including:

- **A stronger economic base**—Private development that would not have occurred without the TAD designation is attracted by this incentive.
- **The halo effect**—Several Georgia TADs have generated significant new investment in areas surrounding the TAD as well as within the tax allocation districts, further expanding the positive economic impact.
- **No impact on current tax revenues**—Redevelopment is effectively promoted without tapping into existing general governmental revenues or levying special assessments on property owners.
- **Expanded local tax base**—By stimulating economic activity TAD's expand the local tax digest, additional retail sales, and as a result, SPLOST revenues.
- **It is self-financing**—TADs are self-financing, since they are funded by the increased tax revenues from new development within the district.
- **High leverage**—Typically TAD funds represent between 5–15% of project costs, leveraging 7–20 times their value in private investment.

In summary, a tax allocation district supports the infrastructure necessary to make an underutilized area attractive to private development, at no additional cost to the taxpayer. It does not create a tax increase for the community, nor does it reduce tax revenues the community currently receives. The creation of the proposed Interstate Gateway TAD is designed to help finance the substantial improvements to public infrastructure needed to support employment-creating land uses that are called for in the County's Comprehensive Plan for the area. As such, it is a highly appropriate and consistent use of this financing technique as defined in Georgia's Redevelopment Powers Law.

## PROPOSAL

Through the creation of the Interstate Gateway TAD, the County is seeking to create a financing mechanism to help pay for infrastructure improvements needed to support fully serviced industrial and commercial sites and provide new employment opportunities and services for its citizens.

## GROUNDS FOR EXERCISE OF REDEVELOPMENT POWERS (B)

Tax Allocation Districts (TAD)s are authorized in Georgia under the Redevelopment Powers Law, O.C.G.A. Title 36, Chapter 44. In 2009, the Redevelopment Powers Law was amended, with the following definition of a "redevelopment area".

*'Redevelopment area' means an urbanized area as determined by current data from the US Bureau of the Census or an area presently served by sewer that qualifies as a 'blighted or distressed area', a 'deteriorating area,' or an 'area with inadequate infrastructure' as follows:*

*(A) A 'blighted or distressed area' is an area that is experiencing one of more conditions of blight as evidenced by:*



## Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway

- (i) The presence of structures, buildings, or improvements that by reason of dilapidation; deterioration; age; obsolescence; inadequate provision for ventilation, light, air, sanitation, or open space; overcrowding; conditions which endanger life or property by fire or other causes; or any combination of such factors, are conducive to ill health, transmission of disease, infant mortality, high unemployment, juvenile delinquency, or crime and are detrimental to the public health, safety, morals, or welfare;*
  - (ii) The presence of a predominant number of substandard, vacant, deteriorated, or deteriorating structures, the predominance of a defective or inadequate street layout, or transportation facilities; or faulty lot layout in relation to size, accessibility, or usefulness;*
  - (iii) Evidence of pervasive poverty, defined as being greater than 10 percent of the population in the area as determined by current data from the U.S. Bureau of the Census, and an unemployment rate that is 10 percent higher than the state average;*
  - (iv) Adverse effects of airport or transportation related noise or environmental contamination or degradation or other adverse environmental factors that the political subdivision has determined to be impairing the redevelopment of the area; or*
  - (v) The existence of conditions through any combination of the foregoing that substantially impair the sound growth of the community and retard the provision of housing accommodations or employment opportunities;*
- (B) A ‘deteriorating area’ is an area that is experiencing physical or economic decline or stagnation as evidenced by two or more of the following:**
- (i) The presence of a substantial number of structures or buildings that are 40 years old or older and have no historic significance;*
  - (ii) High commercial or residential vacancies compared to the political subdivision as a whole;*
  - (iii) The predominance of structures or buildings of relatively low value compared to the value of structures or buildings in the surrounding vicinity or significantly slower growth in the property tax digest than is occurring in the political subdivision as a whole;*
  - (iv) Declining or stagnant rents or sales prices compared to the political subdivision as a whole;*
  - (v) In areas where housing exists at present or is determined by the political subdivision to be appropriate after redevelopment, there exists a shortage of safe, decent housing that is not substandard and that is affordable for persons of low and moderate income;*
  - (vi) Deteriorating or inadequate utility, transportation, or transit infrastructure; and*
- (C) An ‘area with inadequate infrastructure’ means an area characterized by:**
- (i) Deteriorating or inadequate parking, roadways, bridges, pedestrian access, or public transportation or transit facilities incapable of handling the volume of traffic into or through the area, either at present or following redevelopment; or*
  - (ii) Deteriorating or inadequate utility infrastructure either at present or following redevelopment.*

### WHY THE I-16 / U.S. 301 INTERSTATE GATEWAY QUALIFIES AS A REDEVELOPMENT AREA

Bulloch County has the authority to exercise all redevelopment and other powers authorized or granted municipalities pursuant to the Redevelopment Powers Law (Chapter 44 of Title 36 of the O.C.G.A.), as approved by County voters by referendum in 2011. Bulloch County therefore has the authority to designate redevelopment areas within the unincorporated areas of the County.

Over the years, extraordinarily limited development has occurred within the proposed Interstate Gateway Redevelopment Area, particularly when compared to the I-16 interchange areas at SR 23/121 (Metter) 12 miles to the west, and at SR 30 in Bryan County, 27 miles to the east. Clear advantages of the Interstate Gateway Redevelopment Area include, among others: its far superior



## Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway

transportation access to a highway that transverses the State from Florida to South Carolina (US 301), proximity to Statesboro and its labor force and higher educational institutions, and a Development Authority experienced with the build out of the nearby Gateway Industrial Park. The key deterrence to development of the Bulloch County site is created by deficiencies in its infrastructure, particularly sanitary sewer and public water services.

Overall, the Redevelopment Area has clearly not been subject to growth and development through private enterprise at a pace comparable to competing locations along I-16, and is not reasonably anticipated to be developed without the approval of the Redevelopment Plan and the ability to fund water and sewer extensions within the area, along with road and drainage improvements, through the vehicle of a Tax Allocation District.

The County serves the Redevelopment Area for public water and sanitary sewer facilities, pursuant to the currently adopted countywide Service Delivery Strategy that assigns such responsibility to the County in unincorporated areas. To that end, the County has designated funds in its latest SPLOST program to pursue the extension of water and sewer utilities to the Redevelopment Area. Alternately, the County can contract through an intergovernmental agreement with other entities, like the city of Statesboro, to provide utilities on the County's behalf (as was done for the County's Gateway Industrial Park on US 301 to the north.) Thus, the Redevelopment Area qualifies for establishment as a Tax Allocation District as "an area presently served by sewer that qualifies as ... an 'area with inadequate infrastructure'," under O.C.G.A. § 36-44-3(7)(C)(ii) due to "[d]eteriorating or inadequate utility infrastructure either at present or following redevelopment."

Specifically, the Interstate Gateway TAD meets the state requirements for determining a redevelopment area based on the following three criteria:

- (A, iii) – The County has demonstrated pervasive poverty and significant unemployment, which redevelopment of the proposed TAD will help to alleviate.
- (B, iii) – The parcels located in the proposed Interstate Gateway TAD are substantially under-utilized and have a significantly lower value per acre than in the County as a whole.
- (C, i) – The proposed redevelopment area has inadequate transportation and utility infrastructure to accommodate long-term industrial, commercial and residential development which is desired for the area in the County's Comprehensive Plan.

Evidence supporting each finding is presented in the following section.



### Pervasive Poverty and Significant Unemployment

According to the US Census, 2010 American Community Survey, Bulloch County had a poverty rate of 35.3%, double the national average (15.3%) and the average for the State of Georgia (17.9%). The poverty rate among the Black or African American population exhibited a substantially higher ratio of nearly 45%, compared to the state and national averages of approximately 27%.

Poverty in the U.S., Bulloch County and Georgia			
Population	United States	Bulloch County	Georgia
Total Population	301.5 M	69,420	9,446,906
With Incomes Below Poverty Level	46.2 M	24,471	1,688,932
<b>Percent below poverty level</b>	<b>15.3%</b>	<b>35.3%</b>	<b>17.9%</b>
Black or African American	37.2 M	18,682	2,865,120
With Incomes Below Poverty Level	10.1 M	8,342	766,120
<b>Percent below poverty level</b>	<b>27.1%</b>	<b>44.7%</b>	<b>26.7%</b>

Although the locally high poverty rate may be partially due to the presence of a relatively large percentage of college students living in the County, the lack of employment opportunities is also a dominant factor. In the most recent (July 2012) labor force estimates reported by the Georgia Department of Labor, Bulloch County has nearly 3,600 unemployed residents and an unemployment rate of 11.1%. The local unemployment rate was nearly 34% higher than the national average in July (8.3%) and 19% higher than the State of Georgia.

Preliminary July 2012 Unemployment*		
	Bulloch County	Georgia
Civilian Labor Force	32,387	4,765,132
Employed	28,789	4,323,076
Unemployed	3,598	442,056
<b>Unemployment Rate</b>	<b>11.1%</b>	<b>9.3%</b>

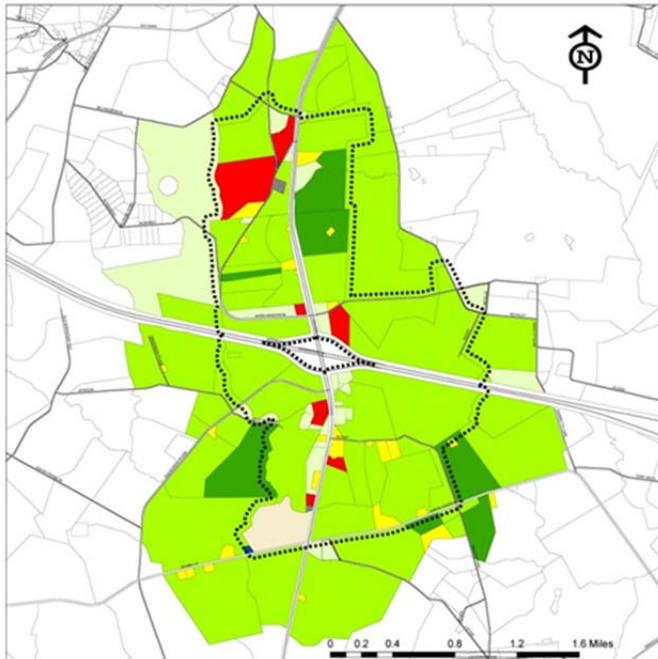
\*Preliminary

Source: Georgia Department of Labor, Labor Force Estimates by Place of Residence (Preliminary—not seasonally adjusted) July, 2012



## Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway

### Economic Underutilization



The predominant current land uses in Bulloch County TAD#1 are agricultural as shown (in light and dark green) on the existing land use map. Parcels shown in light blue or white are undeveloped. The remaining scattered parcels are commercial (red) or residential (yellow). The parcels in the TAD have a 2011 digest (40%) value of only \$3,060 per acre, 23% below the average of \$3,960/acre for the County as a whole. However, given the TAD’s location surrounding an interstate highway interchange, the parcels in the TAD should be more comparable to other commercial and industrial land uses in Bulloch County, which produce an average digest value of \$75,000 and \$252,000/acre respectively. When compared to other established commercial and industrial areas, parcels in

the TAD are shown to be economically underutilized and would be of greater value to the County after redevelopment.

*Existing land uses within the proposed Interstate Gateway TAD are currently valued at only a small fraction of other established commercial and industrial areas within Bulloch County.*

	Taxable Value per Acre (2011)	
	Interstate Gateway TAD	Bulloch County
Acreage	1,781	440,088
Taxable Digest (40% Value)	\$5,440,240	\$1,742,690,083
Taxable Value per Acre	\$3,054.26	\$3,959.87
All Commercial/Industrial Land uses in Bulloch Co. (including Personal Property)	Commercial	Industrial
Bulloch County 2011 Digest	\$460,017,978	\$163,366,670
Acres	6,165	648
Taxable Value per Acre	\$74.983	\$252,109

Source: Bulloch County Tax Assessor

### Inadequate Transportation and Utility Infrastructure

The initial phases (10 to 20 years) of the development plan for the Interstate Gateway TAD calls for 490 acres of commercial, retail and industrial uses which could support a total development density ranging from approximately 1.5 to 2.3 million SF. Later phases of the plan will have additional industrial, commercial and retail space as well as residential housing units. The current internal transportation and utility infrastructure within the TAD is not sufficient to handle the resulting needs of the residents, employees and patrons of the developed Interstate Gateway District as envisioned in the Bulloch County Comprehensive Plan. The table to below estimates supportable development within Redevelopment Area based on typical development densities within established commercial



## Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway

and industrial districts within Bulloch County. Development totals are estimated in the short term (10 to 20 years) and at build out. Specific traffic and infrastructure improvements needed to accommodate these uses are discussed later in this redevelopment plan.

### Forecasted Short-Term and Build Out Development Scenarios

#### Short-Term Development Scenario

Growth Estimate	Single-Family Residential	Multi-Family Residential	Mixed-Use Commercial	Interchange Commercial	Service Commercial	Destination Commercial	Industrial
Low	-	-	-	228,608	105,460	-	1,222,560
Medium	-	-	-	350,056	158,190	-	1,426,320
High	-	-	-	471,504	210,920	-	1,630,080

#### Build Out Development Scenario

Growth Estimate	Single-Family Residential	Multi-Family Residential	Mixed-Use Commercial	Interchange Commercial	Service Commercial	Destination Commercial	Industrial
Low	263	673	97,498	633,005	548,340	224,242	4,028,538
Medium	527	841	146,246	969,289	822,510	336,363	4,699,961
High	606	1,009	194,995	1,305,572	1,096,680	448,484	5,371,384

**NOTES:**

Residential figures = Total Dwelling Units.

Commercial and Industrial figures = Gross Square Feet of Floor Area.

The Build Out Scenario figures include the Short-Term Scenario development.

### SUMMARY OF PROJECT CONDITIONS

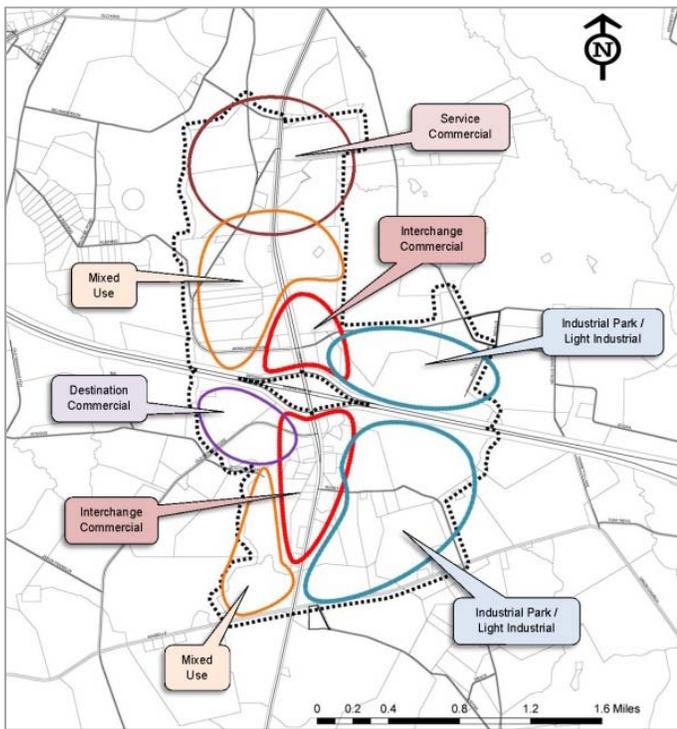
- The County has demonstrated a pervasive poverty rate of 35.3%, and significant unemployment at 11.1% – a third higher than the state’s unemployment rate of 9.3%.
- Despite the proposed TAD’s location surrounding an interstate highway interchange, parcels located within the TAD have a 23% lower digest value per acre than in the County as a whole. The TAD’s digest of just \$3,060/acre represents a small fraction of existing commercial and industrial land uses in Bulloch County, indicating that the TAD is economically underutilized. Bulloch County is losing property and sales tax revenues to surrounding counties along the I–16 corridor which have located commercial and retail services along highway interchanges.
- The proposed redevelopment area has inadequate internal transportation and utility infrastructure to handle future demands which will result from the redevelopment of the area as an employment and mixed–use activity center.



## PLAN VISION AND GOAL

### PROPOSED LAND USES AFTER REDEVELOPMENT (C)

Future land uses after redevelopment are illustrated on the map below. This map identifies areas that best lend themselves to particular types of future development, in a broad sense. These areas are delineated in general terms based on such factors as existing land use patterns, ownership patterns (including both personal and corporate holdings), transportation access, and market-driven factors. The legend to the right defines the various Focus Areas that are shown on the map.



#### Interchange Commercial

Retail and service establishments oriented to the travelling public, including gas stations, motels, restaurants, etc.



#### Destination Commercial

Retail and service establishments oriented to a regional market, such as outlet centers, big box and off-price stores.



#### Service Commercial

Commercial establishments primarily serving the local market, such as automotive repairs, parcel delivery, construction contractors, parts stores, tune-up/oil change, personal storage and business centers.



#### Mixed Use

Properties attractive to retail and service commercial along US 301, with R-15 (small lot single-family) or R-3 (multi-family) residential to the rear. Planned Unit Developments also would be appropriate.



#### Industrial Park / Light Industrial

This area encompasses the property owned by the Development Authority as well as adjacent lands where industrial park type uses would be welcomed, such as assembly or fabrication manufacturers, freight terminals, research & development companies, processing plants and product distribution companies.

*The focus area analysis provided strategic guidance to creation of the Future Land Use plans for the area. The preceding table quantifies these uses in terms of the amount of acreage developed in the "short term" and at build-out.*



**FUTURE LAND USE**

The two maps below and the table at right show future development patterns expected in the short-term (10 to 20 years) and at full build-out of the Redevelopment Area.

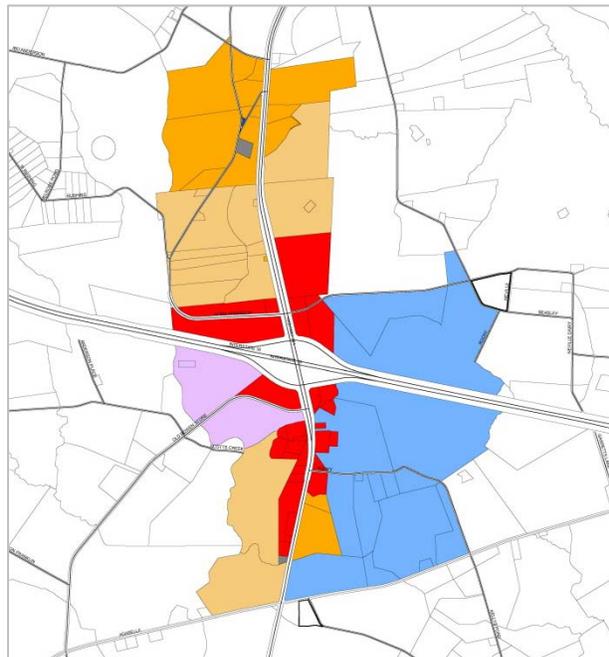
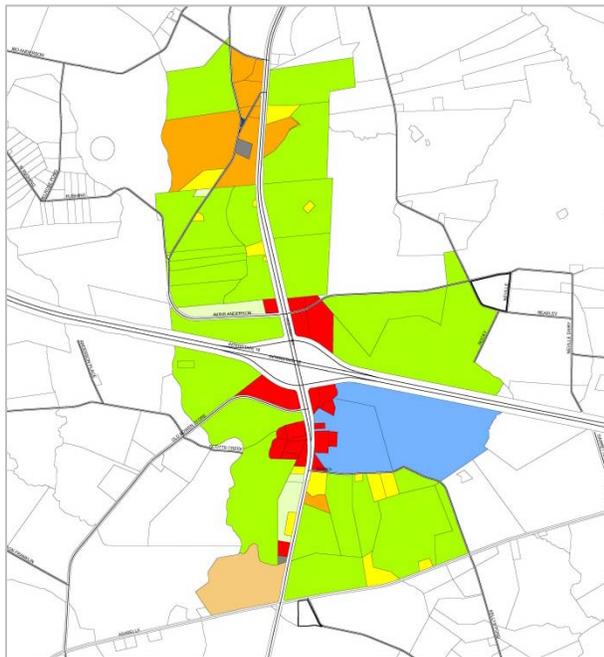
These two future land use maps apply the Focus Areas delineated generally (above) to actual properties within the Redevelopment Plan area. For the Short-Term Development Scenario, consideration was given to market locational factors, owner interests, etc. The table to the right shows the acres by land use category as illustrated by the two maps. Land use categories represented on the maps are described on the following page:

<b>Bulloch County TAD #1 Existing &amp; Future Development Acreages</b>			
<b>Land Use</b>	<b>Existing Land Use</b>	<b>Short-Term Scenario</b>	<b>Build Out Scenario</b>
Residential	115.6	113.1	-
Interchange Commercial	33.7	86.2	212.6
Service Commercial	97.7	150.5	298.3
Destination Commercial	-	-	112.1
Mixed Use	51.5	51.5	480.3
Industrial Park/Light Industrial	-	203.8	671.4
Trans, Communications & Utilities	6.0	6.0	6.0
Public & Institutional	0.6	0.6	0.6
Agriculture	1,384.5	1,132.0	-
Undeveloped	91.6	37.6	-
<b>Total</b>	<b>1,781.2</b>	<b>1,781.2</b>	<b>1,781.2</b>

Source: ROSS+associates

**Short-Term Development Scenario**

**Build-Out Development Scenario**





## Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway

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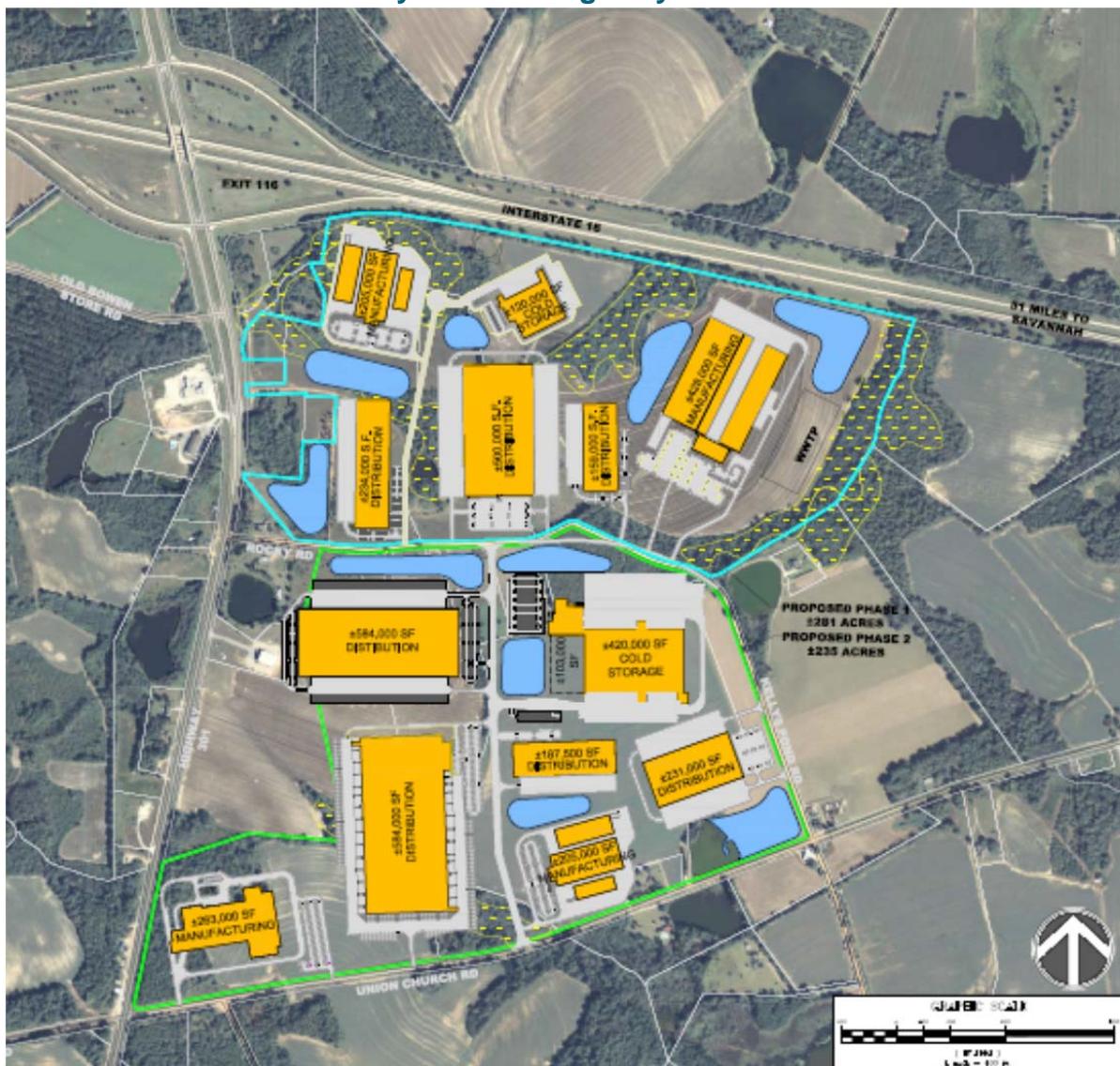
-  **Residential**  
Single-family dwelling, whether of conventional construction or a manufactured home; lot size 10 acres or fewer.
-  **Interchange Commercial**  
Retail and service establishments oriented to the travelling public, including gas stations, motels, restaurants, etc.
-  **Service Commercial**  
Commercial establishments primarily serving the local market, such as automotive repairs, parcel delivery, construction contractors, parts stores, tune-up/oil change, personal storage and business centers.
-  **Destination Commercial**  
Retail and service establishments oriented to a regional market, such as outlet centers, big box and off-price stores.
-  **Mixed Use**  
Properties attractive to retail and service commercial along US 301, with R-15 (small lot single-family) or R-3 (multi-family) residential to the rear. Planned Unit Developments also would be appropriate.
-  **Industrial Park / Light Industrial**  
This area encompasses the property owned by the Development Authority as well as adjacent lands where industrial park type uses would be welcomed, such as assembly or fabrication manufacturers, freight terminals, research & development companies, processing plants and product distribution companies.
-  **Transportation, Communications & Utilities**  
Includes uses such as: telecommunications towers and telephone switching stations.
-  **Public**  
Includes such uses as the County Fire Station.
-  **Agriculture**  
A property under active agricultural production, with or without a farmstead residence on the property; may include forested areas.
-  **Undeveloped**  
Land that is not used for any identified purpose or that was developed for a particular use but has been abandoned.



### PROPOSED REDEVELOPMENT PROJECTS (D)

As stated above the Bulloch County Tax Allocation District #1 is being established in order to help finance a phased program of infrastructure improvements needed to accommodate the future development of larger-scale industrial, commercial, residential and mixed-use projects. One of the early phased projects is the development of a light industrial park and distribution center located on the southeast quadrant of the intersection. The first phase located nearest to I-16 totals 281 acres and includes more than 200 acres owned by the Development Authority of Bulloch County. The first phase could accommodate 1.65 million SF of manufacturing and distribution space on 6 building sites. Phase II would provide an additional 235 acres and accommodate nearly 2.5 million SF of additional space.

### Bulloch County I-16 and Highway 301 Industrial Site



Source: Thomas & Hutton Engineers.

Appendix C of the Redevelopment Plan outlines infrastructure needs, along with associated costs, that will be addressed incrementally as redevelopment progresses. The report outlines phasing strategies and associated costs for water and sewer, transportation and storm water improvements within the TAD, which will be necessary to accommodate forecasted growth and make the area competitive within the region. Preliminary costs associated with these improvements exceed \$39 million (in 2012\$). The County's intention is to install core infrastructure within the TAD using Special Purpose Local Option Sales Tax (SPLOST) revenues and other sources. Over time it is anticipated that TAD revenues would be used to finance additional improvements and reimburse initial costs.



### CONTRACTUAL RELATIONSHIPS (E)

Pursuant to O.C.G.A. §34-44-3(a), the Bulloch County Commission will act as the redevelopment agent and will exercise redevelopment powers as needed to implement this plan. In doing so, the County Commission, either directly or through its designee, may conduct the following activities and enter into the following contracts:

1. Coordinate implementation activities with other major participants in the redevelopment plan and their respective development and planning entities involved in implementing this redevelopment plan.



## Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway

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2. Enter into development agreements with private developers to construct infrastructure and vertical developments to implement the redevelopment plan.
3. Negotiate and enter into commercial financing agreements and intergovernmental agreements as needed.
4. Coordinate public improvement planning, design and construction among City, County and State agencies and departments.
5. Prepare (either directly or through subcontract to other appropriate entities) economic and financial analyses, project-specific feasibility studies and assessments of tax base increments in support of the issuance of tax allocation bonds or other forms of financing by the County.
6. The County will enter into contractual relationships with qualified vendors for the provision of professional and other services required in qualifying and issuing the bonds or other forms of financing, including, but not limited to, legal, underwriting, financial analysis and other related services.
7. The County will perform other duties as necessary to implement the redevelopment plan.

### RELOCATION PLANS (F)

Much of the land area within the proposed Interstate Gateway TAD is currently in agricultural use or vacant. Therefore, as is currently foreseen, no relocation of tenants or residents from private homes is anticipated. In the future, should the relocation of any homes or businesses be required, such relocation expenses may be provided for under all applicable federal, state and local guidelines if public funds are used for property acquisition. If such funding sources require relocation, benefits would be offered to tenants and users for relocation.

### ZONING & LAND USE COMPATIBILITY (G)

Most of the Redevelopment Area is already zoned for commercial and industrial development under the Light Industrial (LI), Heavy Industrial (HI) and Highway Commercial (HC) zoning classifications. Future rezoning of properties in the area will be based on consideration of zoning applications submitted by property owners on a case-by-case basis. While development of this strategically located Interstate interchange area has been seriously restricted due to inadequate public water and sewer utilities, particularly with respect to interchanges in neighboring counties to the east and west, zoning is currently in place to welcome commercial development along I-16 and US 301, and for new industries on the property controlled by the Bulloch County Development Authority.

Following adoption of the Redevelopment Plan but prior to approval of any development, amendments to the Zoning Ordinance will be considered for adoption to create an "overlay" zoning district specific to the Redevelopment Area in order to implement design standards for the area. Additional changes to the Zoning Ordinance may be prepared as appropriate to implement the land



## Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway

use provisions of the Development Scenarios, presented below under the Future Development section of this Plan. Existing land uses and existing zoning are discussed in the following section.

### EXISTING DEVELOPMENT PATTERNS

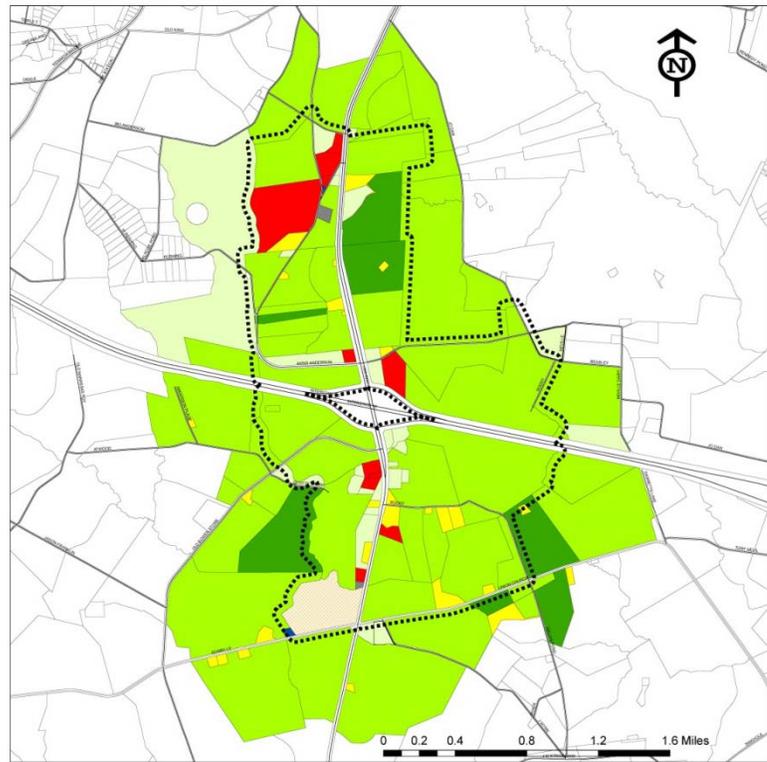
#### CURRENT LAND USE

The map to the right illustrates the mixture of commercial and agricultural uses that characterize the Redevelopment Area, surrounded by farmlands and undeveloped properties.

Although major future development opportunities are anticipated once the deterrent of utility deficiencies is removed, today only about 10% of the Redevelopment Area is developed with commercial uses, along with another 3% in scattered home sites.

The land use categories shown on the Existing Land Use map, above, are described as follows:

Existing Land Use Map



#### Active Agriculture

Definition: A property under crop cultivation or commercial timbering; may include forested areas.

The majority of the Redevelopment Area, lacking development opportunities, is currently under cultivation for various field crops.



#### Farmstead

Definition: A property in agricultural use and containing a single-family residence; lot size greater than 10 acres.

There are very few farmsteads within the Redevelopment Area, although several farmland owners live nearby on separate properties.





## Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway



### Residential

Definition: Single-family dwelling, whether of conventional construction or a manufactured home; lot size 10 acres or fewer.

Single-family residences are scattered throughout the Redevelopment Area on individual properties, including 60's style ranch homes, a few "rural" homes dating from the 1930s-40s, and manufactured homes of various ages. Housing conditions range from good and well-maintained homes to seriously deteriorated dwellings.



### Commercial Sales & Services

Definition: Includes such Redevelopment Area uses as: Gas stations, automotive repairs, motels, salvage yards, outdoor storage, kennels and veterinarians.

Commercial uses in the Redevelopment Area fall generally into two categories – those that are interstate-oriented (gasoline stations, a motel) and service commercial enterprises such as truck repair, package delivery transfer, recycling, construction, and pet care.



### Mixed Residential & Commercial

Definition: A property containing both residences and commercial structures.

The only mixed use property in the Redevelopment Area contains two residences, some vacant and deteriorated commercial buildings at the intersection of US 301 and Adabelle Road, and a dilapidated residential structure that faces Adabelle.





## Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway



### Transportation, Communications & Utilities

Definition: Includes such Redevelopment Area uses as: Telecommunications tower and telephone switching station.

A communications tower is located on the east side of Akins Anderson Road, south of the County's Fire Station, and a telephone switching station fronts on US 301, north of Adabelle/Union Church Roads.



### Public & Institutional

Definition: Includes such uses as: County facilities and churches.

The only public use within the Redevelopment Area is the Bulloch County Fire Station located on Akins Anderson Road in the northern part of the area. A church adjoins the Redevelopment Area to the west, on Adabelle Road.



### Undeveloped

Definition: Land that is not used for any identified purpose or that was developed for a particular use but has been abandoned.

Most undeveloped properties in the Redevelopment Area are small parcels along US 301. Some are owned by national firms or local development interests; all await the upgrade of the area with public water and sanitary sewer services.



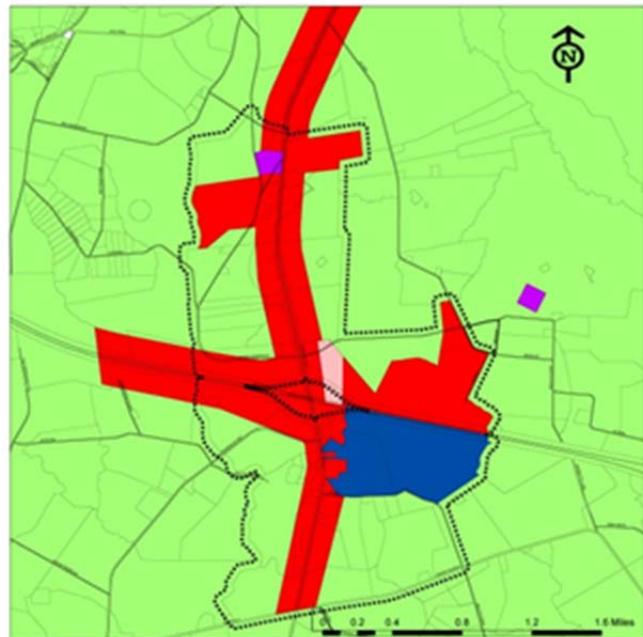
## EXISTING ZONING

### Existing Zoning Map

Properties in the Redevelopment Area fall into one of four zoning districts, which are shown on the map to the right.

Almost all of the properties along US 301 and I-16 are zoned HC – Highway Commercial (shown in red and pink). One property is zoned HI – Heavy Industrial – to accommodate a recycling center (shown in purple), while the Development Authority's holdings are zoned LI – Light Industrial (shown in blue).

The remainder of the Redevelopment Area is in the AG-5 – Agricultural & Residential zoning district (green).





## PLAN CONSISTENCY

This Redevelopment Plan conforms to the Bulloch County Comprehensive Plan and the Zoning Ordinance, although additional zoning provisions will be created to protect the identity of the Redevelopment Area, to project a common theme for future development, and to remove any barriers to future development once the infrastructure deficiencies plaguing the area are removed. All future development will continue to conform to Bulloch County's building codes; storm water requirements; soil erosion, sedimentation and pollution control requirements; wetlands protection and flood damage prevention ordinances; and all other pertinent construction codes.

## COMPREHENSIVE PLAN

The Bulloch County Comprehensive Plan (a joint plan with the cities of Brooklet, Portal and Register) includes a Character Area called the Interstate Gateway–District, and identifies two locations for this Character Area, each surrounding an I–16 interchange.

The map to the right is drawn from the Comprehensive Plan's Future Development Map, and shows the Interstate Gateway–District proposed at the I–16 / US 301 interchange.

The intent of the Interstate Gateway–District is stated as follows:

“ENHANCE existing highway commercial businesses associated with interstate interchanges to define a visual gateway to Bulloch County and CREATE industrial or large business facilities to take advantage of the I–16 access and proximity to Savannah's port and shipping facilities.”

The primary land uses that the Plan envisions for the district are:

- Commercial uses such as gas stations, restaurants, hotel and motel uses, or other similar interstate highway oriented uses;
- Industrial uses such as low or high intensity manufacturing, assembly, distribution, processing, wholesale trade, or similar;
- Office uses such as business parks or large business facilities ...”



These uses are generally allowed under the Light Industrial, Heavy Industrial and Highway Commercial zoning classifications. An “overlay” zoning district is also suggested “to regulate building placement, design, and size, sign placement, size, and materials, landscaping, access management, inter–parcel access, and other elements that contribute to the look and function of the district.”



### FUTURE ZONING

As discussed above under “Existing Zoning,” most of the Redevelopment Area is already zoned for commercial and industrial development under the Light Industrial (LI), Heavy Industrial (HI) and Highway Commercial (HC) zoning classifications. Future rezoning of properties in the area will be based on consideration of zoning applications submitted by property owners on a case-by-case basis. Following adoption of the Redevelopment Plan but prior to approval of any development, amendments to the Zoning Ordinance will be considered for adoption to create an “overlay” zoning district specific to the Redevelopment Area in order to implement design standards for the area. Additional changes to the Zoning Ordinance may be prepared as appropriate to implement the land use provisions of the Development Scenarios, presented below under the Future Development section of this Plan. The Appendix contains a description of recommended design standards for future development.

## METHOD OF FINANCING / PROPOSED PUBLIC INVESTMENTS (H)

### PROPOSED PUBLIC INVESTMENTS

As noted earlier, existing infrastructure within the proposed Redevelopment Area is inadequate to support the community's vision for the area and to support the new industrial, commercial and residential uses called for in the County's Comprehensive Plan. Initial public infrastructure investments are expected to be financed by other sources. Once development is underway, having a TAD in place will help to reimburse initial expenditures and fund future infrastructure improvements needed to support continued growth. Ultimately, the goal of the Redevelopment Plan is to create a competitive destination for major employers and complementary services along the I-16 highway corridor, creating needed jobs for the region. Potential short- and long-term public investments funded by the TAD are itemized in the following table. In addition, the County could reserve the option to use available TAD funds as direct inducements to attract desired development or major employers. Such decisions would be made on a case by case basis.

The following table itemized proposed public investments within the TAD. The total cost for implementing public infrastructure improvements needed to accommodate the full-build out of the Redevelopment Area is currently estimated at approximately \$40 million in 2012\$. Given the time lag effects and potential cost inflation associated with accommodating planned later-phase improvements needed to service the full build-out of the redevelopment area, infrastructure costs include an inflation contingency of \$9.0 million. The inflation contingency raises total costs for all public improvements to \$49.45 million. Initial infrastructure costs, which should be sufficient to accommodate 10 to 20 years of forecasted growth total \$13.25 million or roughly a third of the total (un-inflated) cost to service the redevelopment area's full build out. The County intends to fund all or part of these costs through the tax allocation district as funds become available.



## Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway

<b>Potential Allocation of Bulloch County TAD #1 – Funding for Public Projects[1]</b>			
	<b>Short Term</b>	<b>Build-Out</b>	<b>Total</b>
<b><u>Water &amp; Sewer</u></b>			
On-site water & Sewer	\$2.8 M	\$6.6M	\$9.4 M
Off-Site Water	\$0.6 M	\$0.6 M	\$1.2 M
Off-site Sewer			
Phase 1A	\$3.4 M	\$7.3 M	\$12.7 M
Phase 1B	\$2.0 M		
<b>Subtotal: Water &amp; Sewer</b>	<b>\$8.8 M</b>	<b>\$14.5 M</b>	<b>\$23.3 M</b>
<b><u>Transportation</u></b>			
Turning Lanes	\$0.96 M	\$1.04 M	\$2.0 M
Signalization	\$0.3 M	\$0.75 M	\$1.05 M
New Roadways	\$2.1 M	\$7.51 M	\$9.61 M
Contingency (20%)	\$0.68 M	\$1.9 M	\$2.58 M
Design & Inspection (12%)	\$0.36 M	\$1.2 M	\$1.56 M
<b>Subtotal: Transportation</b>	<b>\$4.4 M</b>	<b>\$12.4 M</b>	<b>\$16.8M</b>
<b><u>Stormwater Management [2]</u></b>			
Stormwater Master Plan	\$0.05M	-----	\$0.05 M
<b>Subtotal: Stormwater Management</b>	<b>\$0.05 M</b>	<b>-----</b>	<b>\$0.05 M</b>
<b>Cumulative Sub-total</b>	<b>\$13.25 M</b>	<b>\$26.9 M</b>	<b>\$40.15 M</b>
Inflation Contingency [3]	NA	\$9.3 M	\$9.3 M
<b>TOTAL PUBLIC COSTS:</b>	<b>\$13.25 M</b>	<b>\$26.9 M</b>	<b>\$49.45 M</b>

### NOTES:

[1] Categories and cost allocations are estimates for potential projects as of September 2012 and are subject to revision as the Redevelopment Plan is implemented. This will change over time as priorities are identified or addressed. Specific project amounts, allocations and priorities are subject to change.

[2] With the exception of stormwater master planning costs, these totals exclude Stormwater management costs, which will be included in development costs for individual parcels as they are developed.

[3] The majority of the Short Term infrastructure improvements are assumed to be constructed at the onset of the project. Therefore, it is assumed the contingency amounts included in each phase cover potential inflation. Build-Out Contingency is based on a 2% inflation growth over a 15 year period (1/2 of the assumed 30 years of the TAD for Build-Out)

SOURCE: Thomas & Hutton Engineers

The table shows sewer infrastructure funded in two phases. Phase I represents a "first step" in the interim plan. As noted previously in this report, the County has flexibility to either operate sewer utilities internally or to contract for services with the City of Statesboro. Rather than forcing the Board of Commissioners (BOC) to make operational decisions immediately, the Redevelopment Plan calls for the County to proceed to use \$3.4 million of available SPLOST funds to construct a "first step" system that would primarily serve the Bulloch County Development Authority's industrial park. Then, if the City of Statesboro is eventually chosen to be the system operator, the first step investment could be turn-keyed to the City and connected to the City's force main when it eventually arrives. This approach assures the BOC that adoption of this implementation strategy does not eliminate the City from contention as the utility provider, but gets the proposed industrial park up and running in a timely manner to the potential market.



**FINANCING POTENTIAL: BULLOCH COUNTY TAX ALLOCATION DISTRICT #1 – I-16 / US 301 INTERSTATE GATEWAY**

The Redevelopment Powers Law gives communities the option of pledging different forms of ad valorem taxes within TADs, including real estate taxes, personal property taxes and local option sales taxes. At this time the redevelopment plan assumes that both Bulloch County and the Bulloch County School District will pledge their M&O millage from real estate taxes to the TAD redevelopment effort. Given the fact that personal property (machinery and equipment) comprises a major percentage of Bulloch County's industrial and commercial tax digest, this plan also analyzes the option of pledging industrial and commercial personal property as increment. Future TAD proceeds are estimated in this section with and without the inclusion of personal property. The pledge of local option sales taxes is not anticipated to be a financing component of the redevelopment plan. Although sales tax revenues generated within the TAD could be significant over time, no effort is made to forecast incremental sales taxes.

Based upon the proposed redevelopment plan, it is estimated that the TAD has the physical potential to support 4.7 million SF of industrial and warehousing space, 2.3 million SF of new commercial space and nearly 1,400 housing units. However, based on market forecasts prepared for this plan it is unlikely that full build out can be achieved within the expected 30 year life of the TAD. Therefore, projections of potential TAD increments are based on development forecasts which achieve less than build-out and supportable financing is based upon revenues that can be generated within the first 15 years. Increment forecasts on which the redevelopment plan is based assume that approximately 5.6 million SF of industrial and commercial space and 1,200 residential units can be achieved within the life of the TAD.

Based on prevailing values for comparable land uses in Bulloch County, forecasted development could result in an estimated \$770.9 million in new investment (in 2012 \$) by the end of the forecast period. Because this investment will be phased over an extended period, the ability of tax increments to finance proposed projects and infrastructure would also be generated in phases as tax increments grow to levels sufficient to support additional bond issues. Existing property values within the redevelopment area can also be expected to appreciate over time as a result of public investments in utility and transportation infrastructure. The financing calculations therefore apply a 2% annual appreciation rate to existing property values to account for these improvements. (The development forecasts do not include and allowance for appreciation of market values due to general inflation.) Two other factors would also influence the financing capacity of the TAD: (1) whether the Development Authority of Bulloch County (the Authority) will issue revenue bonds to finance new building construction and (2) whether industrial and commercial personal property is included in the calculations of tax increments. Each of these factors has been considered in the revenue forecasts.

To the extent that the Authority issues revenue bonds that effectively abate property taxes, the amount of tax increment available to support TAD bonds is necessarily reduced. In light of the highly competitive industrial market along the I-16 corridor, it is likely that the Authority will have to offer comparable incentives to competing counties in order to be successful in attracting large industrial users. With respect to future incentives, this redevelopment plan assumes that the Authority will continue to issue revenue bonds to finance new industrial construction. Those bond issues will effectively reduce TAD property tax increments generated by future industrial buildings and personal



## Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway

property. TAD financing projections assume that 50% of future property tax increments (both real estate and personal property) from industrial uses will not be available for repayment of TAD bonds and will instead be offered as incentives to induce investment to Bulloch County.

The following table calculates supportable bond issues based on the first 12 to 15 years of redevelopment pledging tax increments from real estate only, after deducting 50% of future tax increments from industrial development as an allowance for issuance of revenue bonds by the Development Authority of Bulloch County. After deductions, remaining tax increments from real estate are projected to total \$114.7 million over 30 years, with 64% of those revenues generated over the final 10 years of the TAD.

### I-16 / U.S. 301 Interstate Gateway Estimate of TAD Potential: Real Estate Tax Increment Only

Real Estate Increment Only Projected Bond Issue Dates	Bond 1 2016	Bond 2 2019	Bond 3 2022	Bond 4 2025	TOTALS
<b>Total Bonds Amounts Issued</b>	\$ 5,560,000	\$ 7,220,000	\$ 8,140,000	\$ 11,410,000	\$ 32,330,000
Capitalized Interest & Reserves	\$ 975,000	\$ 1,161,000	\$ 630,000	\$ 1,030,000	\$ 3,796,000
Total Bond Issuance Costs	\$ 162,000	\$ 210,330	\$ 237,150	\$ 332,400	\$ 941,880
Total Reimbursed Expenses	\$ 50,000	\$ 25,000	\$ 25,000	\$ 25,000	\$ 125,000
<b>Net Proceeds Available for Projects</b>	<b>\$ 4,375,000</b>	<b>\$ 5,825,000</b>	<b>\$ 7,250,000</b>	<b>\$ 10,025,000</b>	<b>\$ 27,475,000</b>
Total Debt Service Payments	(\$10,036,617)	(\$12,387,335)	(\$12,515,436)	(\$15,393,419)	(\$50,332,807)
Estimated Taxable FMV of Redevelopment when Bonds are Issued (\$Millions)	\$ 66.2	\$ 131.6	\$ 200.0	\$ 304.8	<b>Balance</b> \$ 64,409,305

Source: Bleakly Advisory Group, Inc.

Based on forecasted revenues, TAD Bonds 1 and 2 are projected to be issued in 2016 and 2019, respectively. Each assumes a 25-year term with the first two years of bond payments calculated as interest only and repaid through a capitalized interest account funded by the respective bond issues. (The final payment in each case is also included in the bond issue and repaid through the debt service reserve.) The third bond is forecast to be issued in 2022. The term is reduced to 20 years and because substantial tax increments are projected to be available by that time. Principal payments begin immediately and there is no need to create a capitalized interest fund (effectively allocating a greater share of bond proceeds to actual projects). The fourth and final bond issue is projected in 2025 and is shortened to 15 years to coincide with the termination date of the TAD. Assumed interest rates begin at 5% for the first issue and are reduced to 4% for the shorter term bonds. All bond issues apply a 125% coverage ratio.

As shown, projected tax increments from real estate are sufficient to issue \$32.3 million in total bonds of which, \$27.5 million is available to apply to actual projects. Revenues are sufficient to pay for the redevelopment area's short-term infrastructure needs of \$13.25 million, but fall somewhat short of the \$49.45 million total investment (including cost inflation) needed to service the area's forecasted build out. However, debt service obligations these four bond issues collectively total \$50.3 million and do not capture 100% of all future property tax increments generated by the TAD over 30 years. Later-phase capital improvements not financed through TAD bonds could be paid for in the out years by using the remaining \$64.4 million in accrued tax increments which are not required for debt service.



## Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway

This redevelopment plan recommends that the County and School District strongly consider pledging personal property tax increments on industrial and commercial properties as a means to both accelerate and increase TAD bond issues. An analysis of the County's existing (2011)

Bulloch County Commercial and Industrial Tax Digest			
Tax Digest	Commercial	Industrial	TOTAL
Real Estate	\$ 369,282,878	\$ 39,199,453	\$ 408,482,331
Personal Property	\$ 90,735,100	\$ 124,167,217	\$ 214,902,317
<b>Total Gross Tax Digest</b>	<b>\$ 460,017,978</b>	<b>\$ 163,366,670</b>	<b>\$ 623,384,648</b>
Freeport Exemptions	\$ (13,770)	\$ (69,376,019)	\$ (69,389,789)
Net Personal Property Less Exemptions	\$ 90,721,330	\$ 54,791,198	\$ 145,512,528
<b>Ratio of Personal to Real Property</b>	<b>24.6%</b>	<b>139.8%</b>	<b>35.6%</b>

Source: Georgia Department of Revenue

tax digest showed that 19.7% of the County's total commercial tax digest and 76% of its industrial digest is generated not by the real estate (land and buildings) but by personal property (machinery and equipment). After deducting Freeport Exemptions, industrial land uses in the County actually generate \$1.40 in net personal property digest for every \$1 of real estate value, while commercial personal property generates \$0.25 per \$1 of building value. If it is assumed that industrial and commercial development within the TAD generates similar ratios of personal property to building value, the inclusion of personal property could increase TAD proceeds by \$52.9 million over 30 years.

### I-16 / U.S. 301 Interstate Gateway Estimate of TAD Potential: Real Estate and Personal Property Tax Increment

Real Estate and Personal Property Projected Issue Dates	Bond 1 2016	Bond 2 2019	Bond 3 2022	Bond 4 2025	TOTALS
<b>Total Bonds Amounts Issued</b>	\$ 8,820,000	\$ 11,110,000	\$ 12,160,000	\$ 16,380,000	\$ 48,470,000
Capitalized Interest & Reserves	\$ 1,538,000	\$ 1,786,000	\$ 935,000	\$ 1,475,000	\$ 5,734,000
Total Bond Issuance Costs	\$ 911,890	\$ 1,109,580	\$ 1,289,300	\$ 1,952,000	\$ 5,262,770
Total Reimbursed Expenses	\$ 50,000	\$ 25,000	\$ 25,000	\$ -	\$ 100,000
<b>Net Proceeds Available for Projects</b>	<b>\$ 6,975,000</b>	<b>\$ 8,975,000</b>	<b>\$ 10,850,000</b>	<b>\$ 14,400,000</b>	<b>\$ 41,200,000</b>
Total Debt Service Payments	(\$15,921,396)	(\$19,061,397)	(\$18,696,278)	(\$22,098,528)	(\$75,777,600)
Estimated Taxable FMV of Redevelopment when Bonds are Issued (\$Millions)	\$ 66.2	\$ 88.0	\$ 200.0	\$ 304.8	

Source: Bleakly Advisory Group, Inc.

Applying the same financing assumptions that were used for real estate, adding personal property tax increments could dramatically increase the TAD's capacity to finance future bonds. As shown above, by including personal property the estimated total bonds supported by the TAD increases to \$48.5 million and funds available for actual construction grows to more than \$41.2 million. This amount comes much closer the estimated "build out" infrastructure cost of \$49.45 million (with inflation). If not used for Phase II infrastructure improvements, the additional TAD proceeds could be used as incentives to induce development. If the additional personal property increment is not bonded, the added proceeds can be used to pay off bond issues and dissolve the TAD sooner than would be possible by using real estate taxes alone.

### THE BENEFITS OF THE I 16/U.S. 301 INTERSTATE GATEWAY TAD TO BULLOCH COUNTY

The benefits to the County from successful implementation of the Redevelopment Plan include:



## Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway

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- **A substantial increase in the tax digest** which would not have occurred without the TAD. The increase (with value inflation) is estimated to total \$673 million in net new taxable real and personal property tax digest over 30 years, compared to a current total digest of only \$5.4 million.
- **The TAD will create jobs.** The TAD will support construction spending and associated construction jobs. Future employers locating within the TAD could directly support 2,500 permanent jobs on site, plus indirect employment throughout the region.
- **Additional commercial development will further diversify the tax base.** The creation of additional commercial services within the Redevelopment Area, surrounding a highway interchange, will attract additional retail spending and associated sales tax revenues to the County.
- **The TAD will leverage substantial private investment.** Using TAD financing to fund construction of infrastructure will enable the County to leverage approximately \$48 million in TAD funding to attract \$771 million in private investment, a leverage ratio of nearly \$16 private dollars invested for every \$1 of TAD investment.
- **Development will create substantial growth in property and sales tax revenues.** Once all TAD obligations of the district are retired, the County will receive the full property tax increment from the new development created and throughout the period the proposed redevelopment will generate additional retail sales with the result of increasing real estate, personal property and sales taxes.

### ASSESSED VALUATION FOR TAD (I)

The redevelopment area for Bulloch County Tax Allocation District #1 – I-16 / U.S. 301 Interstate Gateway as defined in this Redevelopment Plan has an estimated 2011 fair market value (FMV) of \$13,627,915 according to the tax records of Bulloch County. That total includes one exempt property owned by the County. Excluding exempt property, the current taxable FMV within the TAD is \$13,600,600 and the taxable assessed or digest value totals \$5,440,240 (an average of \$3,054 per acre). These values apply to real estate and do not include personal property. Given current land uses within the Redevelopment Area, the base value of commercial and industrial personal property within the TAD is likely to be negligible.

Pursuant to the Redevelopment Powers Law, upon adoption of the Redevelopment Plan and the creation of the tax allocation district, the County will request that the Commissioner of Revenue of the State of Georgia certify the tax base for 2011, the base year for the proposed tax allocation district.

The tax base will increase in the future through the private investment stimulated by the implementation of the redevelopment plan and the issuance of tax allocation bonds. In addition, this redevelopment is intended to stimulate other development in the district and lead to a substantial increase in property values as the Redevelopment Plan is implemented.

Upon completion of the development presented in this plan, the taxable market value of real estate within this tax allocation district (in 2012\$) is projected to grow to \$649 million by the end of 30 years, (net of tax abatements which may be granted by the Development Authority of Bulloch County). With



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value inflation, the total taxable real estate digest is projected to grow to \$470.4 million after 30 years.

### HISTORIC PROPERTY WITHIN BOUNDARIES OF TAD (J)

There are no properties, buildings, sites or other structures that are either (a) designated as a historic property under Article 2 of Chapter 10 of Title 44, the “Georgia Historic Preservation Act,” or (b) listed on or determined by any federal agency to be eligible for listing on the National Register of Historic Places.

### CREATION & TERMINATION DATES FOR TAD (K)

Bulloch County TAD #1 – I-16 / U.S. 301 Interstate Gateway will be created effective December 31, 2012. The Redevelopment Powers Law provides that the district will be in existence until all redevelopment costs, including debt service, are paid in full. This repayment is projected to take 25 to 30 years. Forecasts made in this redevelopment plan extend to December 31, 2043, which is assumed to be the termination date for the TAD.

### TAX ALLOCATION INCREMENT BASE (M)

On or before December 30, 2012, the County, acting as the redevelopment agent, will apply to the State Revenue Commissioner for a determination of the tax allocation increment base of the proposed tax allocation district. The base is estimated as follows:

I-16/U.S. 301 Interstate Gateway Proposed TAD Summary	
Parcels	80
Acreage	1,781
2011 Appraised/Full Market Value (Estimated)	\$13,627,915
Estimated Taxable FMV	\$13,600,600
2011 Taxable/Digest Value (Estimated)*	\$5,440,240
Bulloch County Tax Digest	\$1,742,690,083
% of Bulloch County Tax Digest	0.3%

\*Excludes value of one tax exempt parcel owned by Bulloch County.

Source: Bulloch County Board of tax Assessors, Georgia Department of Revenue ROSS+associates and Bleakly Advisory Group, Inc.

**NOTE:** \*In the event the County chooses to designate personal property as tax increment, the County Tax Assessor will be asked to identify and add existing personal property accounts located within the TAD to the estimated base value of the District. Both real estate and personal property would be included in the base digest submitted to the Georgia Commissioner of Revenue for certification. The number and total value of existing personal property accounts within the TAD are expected to be minimal.



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### Property Taxes (Real Estate) Collected Within Tax District to Serve as Base

Total Taxable (\$5,440,240) x Usable Millage (20.39/1000) = \$110,926.49

### PROPERTY TAXES FOR COMPUTING TAX ALLOCATION INCREMENTS (N)

As provided in the Redevelopment Powers Law, the taxes that will be included in the tax increment base for the tax allocation district are based on the following authorized millage rates:

Bulloch County 2011 M&O Millage Rates	
Bulloch County Unincorporated	10.44
Bulloch County Schools	9.95
<b>Total Millage Rate</b>	<b>20.390</b>

\*Levies for bonded indebtedness are not included in the calculation of the millage rates for TAD purposes.

Source: Bulloch County/Georgia Department of Revenue

Creation of the tax allocation district will not affect any existing or planned business improvement districts created within the boundaries of the redevelopment area.

### TAX ALLOCATION BOND ISSUES (O, P, Q)

#### AMOUNT OF BOND ISSUE

Upon adoption of this Redevelopment Plan, Bulloch County proposes to issue tax allocation bonds or use other financing approaches in one or more issues as tax increments become available. Individual bond issues are expected to range from \$5.6 to \$16.4 million and total \$32.3 to \$48.5 million. Total amounts of bond issues will depend upon (a) the timing and value of future development within the TAD, (b) final estimates of redevelopment costs (c) other external funding sources which may be available to offset TAD expenditures, and (d) which ad valorem taxes are pledged as increment.

#### TERM OF THE BOND ISSUE OR ISSUES

The County proposes to issue tax allocation bonds for a term no longer than 30 years.

#### RATE OF BOND ISSUE

The County intends to issue fixed-rate tax exempt bonds if possible. The actual rate, however, will be determined at the time of issuance based upon general market conditions, anticipated development within the redevelopment area, assessed taxable property values, and federal tax law



## Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway

considerations. The County reserves the option to either operate the district on a pay-as-you-go basis or consider other potential financing options including other commercial financing to support future projects, as appropriate.

### POSITIVE TAX ALLOCATION INCREMENTS

As noted above, the Redevelopment Area is not projected to reach build-out prior to the termination date of the TAD. The actual amount of tax allocation increments will grow over time, depending upon (a) the pace at which the redevelopment plan is implemented, (b) the impact redevelopment investments have in attracting private investment to the area, (c) other regional and national economic factors which influence commercial/industrial markets, (d) future value appreciation of existing properties within the district, (e) the extent to which future industrial construction is financed by the Development Authority of Bulloch County (thereby reducing taxable value available for TAD financing), and (f) whether personal property is used as increment. Estimated positive tax allocation increments for the period covered by the term of the bonds are estimated in the following table.

<b>Bulloch County TAD #1 – Forecasted Annual Tax Allocation Increments</b>				
<b>Estimated Tax Allocation Increments</b>	<b>2015</b>	<b>2020</b>	<b>2030</b>	<b>2040</b>
Existing Real Estate Base	\$110,926	\$110,926	\$110,926	\$110,926
Real Estate Tax Increments Only	\$194,100	\$1,051,100	\$3,819,000	\$7,947,500
R E + Personal Property Tax Increments	\$325,600	\$1,637,800	\$5,610,600	\$11,443,600

Source: Bleakly Advisory Group, Inc.

### PROPERTY TO BE PLEDGED FOR PAYMENT OF THE BONDS

The bonds will be secured by the positive tax allocation increment from eligible ad valorem taxes levied by the County on real and personal property for these purposes.

### SCHOOL SYSTEM IMPACT ANALYSIS (R)

Georgia’s Redevelopment Powers Law, governs the operation of tax allocation districts (TAD’s) in the State. The Law was amended during the 2009 legislative session to include a new provision under section 36-44-3(9)(R) for preparation of a “School System Impact Analysis.” The School System Impact Analysis is presented in Appendix D.

### SUMMARY CONCLUSION: FUTURE REVENUES WITH AND WITHOUT THE PROPOSED TAD

Without infrastructure and transportation improvements financed through the proposed Interstate Gateway TAD, existing development patterns and the taxable value of parcels within the Redevelopment Area are unlikely to change significantly in the future. If it is assumed that modest incremental development over time causes the tax digest within the area to grow at a 3% annual



## Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway

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rate, then combined annual County and School District revenues from within the 1,781 acres would increase from less than \$111,000 in 2011 to only \$269,000 by 2043. Properties surrounding the I-16/U.S. 301 interchange would continue to make an insignificant contribution to both the County and School District budgets. Furthermore, the failure to provide infrastructure improvements at this strategic location within Bulloch County is likely to encourage the loss of future industrial and commercial investment and jobs to other locations along the I-16 corridor which already provide adequate infrastructure.

With the TAD, the property tax revenues from the current (December 2011) base value of the TAD would continue to flow to the County and to the Bulloch County Schools. The incremental property taxes would be used to issue bonds to finance the needed public improvements. As bonds are retired, the additional tax revenues generated by the parcels would begin to flow back to Bulloch County and to the Bulloch County Schools. A number of variables would impact the timing and amounts of future bond issues, when those bonds could be retired and when TAD revenues begin to flow back to the respective County and School District general funds. Annual real estate and personal property tax revenues generated from within the TAD to the County could potentially increase from roughly \$57,000 in 2011 to nearly \$7.0 million annually at the end of 30 years, while school property taxes could increase from \$54,000 in 2011 to nearly \$6.7 million by 2043. Either upon the termination date of the TAD or at some earlier point if bonds can be retired sooner, these additional revenues will flow back to the respective general funds.

In addition, as commercial development within the TAD grows incrementally over the 2012–2043 period, retail sales from new businesses and local purchases by new residents would generate significant additional sales tax revenues from future ESPLOST, LOST, or SPLOST. At build out, each 1% levy on retail sales from within the TAD could leverage approximately \$1.44 million/year in additional local sales taxes. Therefore, the proposed Interstate Gateway TAD has the potential to substantially increase annual tax revenues to Bulloch County and to the Bulloch County School District on both an interim and long-term basis through the combination of (a) additional sales taxes, (b) personal property taxes (if not pledged as increment) and (c) the positive impacts on county-wide real estate values resulting from job creation within the TAD.



## APPENDICES

### APPENDIX A. TAD BOUNDARIES AND LIST OF TAX PARCELS





**Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway**

**LIST OF TAX PARCEL ID NUMBERS (PROPERTIES WITHIN THE TAD)**

**Bulloch County TAD #1: Interstate Gateway District  
List of Tax Parcel ID Numbers (Properties within the TAD)**

Parcel Number	Owner	Property Address	Acres	Existing Land Use	Estimated Market Value			Digest (40%) Value
		Street # and Street Name			Land	Improve-ments	Total	
049 000011 000	ANDERSON J IVERSON JR	0 AKINS ANDERSON	54.06	Agriculture	\$101,090	\$0	\$101,090	\$40,436
049 000012 000	CRENSHAW FRANKLIN D	0 AKINS ANDERSON	73.60	Service Commercial	\$311,100	\$308,233	\$619,333	\$247,733
049 000012A000	CRENSHAW FRANKLIN D	4562 HIGHWAY 301 SOUTH	7.00	Residential	\$37,467	\$128,200	\$165,667	\$66,267
049 000012B000	CRENSHAW FRANKLIN D	0 HIGHWAY 301 SOUTH	10.96	Undeveloped	\$40,700	\$0	\$40,700	\$16,280
049 000012C000	CRENSHAW FRANKLIN D	0 HIGHWAY 301 SOUTH	3.83	Service Commercial	\$50,677	\$0	\$50,677	\$20,271
049 000012C002	ALLGREEN RECYCLING SERVICES LLC	4795 HIGHWAY 301 SOUTH	11.11	Service Commercial	\$106,987	\$588,330	\$695,317	\$278,127
049 000013 000	AKINS JOHN L C/O CARL AKINS	0 AKINS ANDERSON	1.58	Residential	\$5,089	\$0	\$5,089	\$2,036
049 000014 000	AKINS JASON F	0 AKINS ANDERSON	51.55	Agriculture	\$182,719	\$0	\$182,719	\$73,088
049 000014 000	AKINS JASON F	0 AKINS ANDERSON	17.00	Agriculture	\$182,719	\$0	\$182,719	\$73,088
049 000014 001	AKINS REBECCA LYNN & JASON F	1100 AKINS ANDERSON	1.30	Residential	\$15,749	\$92,291	\$108,040	\$43,216
049 000015 000	AKINS FRANKLIN & CHRIS	1695 HIGHWAY 301 SOUTH	31.71	Agriculture	\$89,634	\$0	\$89,634	\$35,854
049 000015 000	AKINS FRANKLIN & CHRIS	1695 HIGHWAY 301 SOUTH	5.60	Residential	\$89,634	\$0	\$89,634	\$35,854
049 000015 001	AKINS FRANKLIN & CHRIS	0 AKINS ANDERSON	5.00	Communications & Utilities	\$21,263	\$0	\$21,263	\$8,505
049 000016 000	TRUCK & INDUSTRIAL INC	4865 HIGHWAY 301 SOUTH	4.12	Service Commercial	\$54,100	\$116,900	\$171,000	\$68,400
049 000017 000	LEWIS DANIEL E C/O TRUCK & INDUSTRIAL	248 AKINS ANDERSON	10.06	Undeveloped	\$30,764	\$31,134	\$61,898	\$24,759
049 000022 000	ORB PROPERTIES LLC	0 HIGHWAY 301 SOUTH	51.97	Agriculture	\$181,895	\$0	\$181,895	\$72,758
049 000025 000	BOHLER TERRY W	4530 HIGHWAY 301 SOUTH	61.23	Agriculture	\$80,009	\$106,559	\$186,568	\$74,627
049 000026 000	AKINS JAMES FRANKLIN	3976 HIGHWAY 301 SOUTH	57.28	Residential	\$220,011	\$56,510	\$276,521	\$110,608



## Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway

049 000026 000	AKINS JAMES FRANKLIN	3976	HIGHWAY 301 SOUTH	63.39	Agriculture	\$220,011	\$56,510	\$276,521	\$110,608
049 000026 000	AKINS JAMES FRANKLIN	3976	HIGHWAY 301 SOUTH	1.39	Agriculture	\$220,011	\$56,510	\$276,521	\$110,608
049 000026 001	AKINS CHRISTOPHER FRANKLIN	3976	HIGHWAY 301 SOUTH	1.39	Residential	\$7,435	\$189,274	\$196,709	\$78,684
050 000001 000	AKINS FRANKLIN	3891	HIGHWAY 301 SOUTH	3.00	Residential	\$57,135	\$91,892	\$149,027	\$59,611
050 000002 000	HACKLE SANDRA F	798	AKINS ANDERSON	10.91	Agriculture	\$32,814	\$43,042	\$75,856	\$30,342
050 000002 002	BEAZLEY SHIRLEY S	0	AKINS ANDERSON	21.83	Agriculture	\$43,234	\$0	\$43,234	\$17,294
050 000002 003	BTL PROPERTIES LLC & ALDA LAND LLC	0	AKINS ANDERSON	21.82	Agriculture	\$43,229	\$0	\$43,229	\$17,292
050 000002 005	PROKOP MARIAN BRENDA F	0	AKINS ANDERSON	10.91	Agriculture	\$32,814	\$0	\$32,814	\$13,126
050 000003 000	AKINS JAMES FRANKLIN	0	HIGHWAY 301 SOUTH	22.92	Agriculture	\$179,055	\$7,200	\$186,255	\$74,502
050 000003 000	AKINS JAMES FRANKLIN	0	HIGHWAY 301 SOUTH	47.79	Agriculture	\$179,055	\$7,200	\$186,255	\$74,502
050 000003A000	AKINS J TRACY	3867	HIGHWAY 301 SOUTH	0.26	Residential	\$5,878	\$107,409	\$113,287	\$45,315
050 000004 000	ANDERSON IVY MRS & ETAL	0	HIGHWAY 301	15.00	Undeveloped	\$214,936	\$3,000	\$217,936	\$87,174
050 000004 000	ANDERSON IVY MRS & ETAL	0	HIGHWAY 301	30.00	Agriculture	\$214,936	\$3,000	\$217,936	\$87,174
050 000004 000	ANDERSON IVY MRS & ETAL	0	HIGHWAY 301	60.00	Agriculture	\$214,936	\$3,000	\$217,936	\$87,174
050 000004 001	ANDERSON IVY MRS & ETAL	0	HIGHWAY 301	1.72	Agriculture	\$130,326	\$0	\$130,326	\$52,130
050 000004A000	SUMNER & SUMNER PROPERTIES LLC	3575	HIGHWAY 301 SOUTH	2.95	Interstate Commercial	\$168,000	\$582,242	\$750,242	\$300,097
050 000005 000	STRICKLAND DANIEL M	0	HIGHWAY 301 SOUTH	50.40	Agriculture	\$195,773	\$0	\$195,773	\$78,309
050 000005 000	STRICKLAND DANIEL M	0	HIGHWAY 301 SOUTH	17.00	Agriculture	\$195,773	\$0	\$195,773	\$78,309
050 000006 000	EVANS BRIGHTLEAF LLC	0	HIGHWAY 301 SOUTH	4.00	Undeveloped	\$111,600	\$0	\$111,600	\$44,640
050 000006 001	SARJUDAS INC	0	HIGHWAY 301 SOUTH	4.19	Interstate Commercial	\$258,600	\$486,200	\$744,800	\$297,920
050 000006 002	BULLOCH SOUTH INC & ETAL	0	HIGHWAY 301 SOUTH	1.50	Undeveloped	\$63,000	\$0	\$63,000	\$25,200
050 000006 003	SCOTTISH DEVELOPMENT LLC	2875	HIGHWAY 301 SOUTH	3.50	Interstate Commercial	\$165,000	\$594,200	\$759,200	\$303,680
050 000006 004	SARJUDAS INC	0	HIGHWAY 301 SOUTH	1.27	Undeveloped	\$53,300	\$0	\$53,300	\$21,320



## Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway

050 00006 005	LECONTE PROPERTIES LLC	0	HIGHWAY 301 SOUTH	1.19	Interstate Commercial	\$50,000	\$0	\$50,000	\$20,000
050 00008A000	ATWOOD ANNIE MAE ESTATE C/O W L HALL	0	SCOTTS CREEK	81.22	Agriculture	\$88,030	\$0	\$88,030	\$35,212
050 000015 000	KNOWLES ANN NEVIL	0	HIGHWAY 301	53.95	Agriculture	\$142,151	\$24,931	\$167,082	\$66,833
050 000015 000	KNOWLES ANN NEVIL	0	HIGHWAY 301	51.53	Mixed Use	\$142,151	\$24,931	\$167,082	\$66,833
050 000021 000	RUSHING W ROBERT	3500	UNION CHURCH	15.00	Agriculture	\$135,989	\$68,407	\$204,396	\$81,758
050 000022 000	NEVIL CHARLES RICKY	0	ADABELLE	80.24	Agriculture	\$169,823	\$0	\$169,823	\$67,929
050 000022A000	ACKERMAN WILLIAM JAMES III	3678	UNION CHURCH	2.00	Residential	\$13,381	\$60,795	\$74,176	\$29,670
050 000023 000	NEVIL CHARLES RICKY	3774	ADABELLE	10.17	Residential	\$31,031	\$71,817	\$102,848	\$41,139
050 000026 000	DAVIS JOHN CHIP	0	HIGHWAY 301	3.71	Undeveloped	\$67,224	\$0	\$67,224	\$26,890
050 000026 002	DESAI BHAVNA & MUKUND	2675	HIGHWAY 301 SOUTH	1.59	Residential	\$42,250	\$27,316	\$69,566	\$27,826
050 000026 003	PRECISION MACHINE & INDEXABLE TOOL INC	0	HIGHWAY 301 SOUTH	2.30	Undeveloped	\$41,283	\$0	\$41,283	\$16,513
050 000026 004	BOWEN ANDY HAROLD	0	HIGHWAY 301 SOUTH	14.28	Undeveloped	\$119,085	\$0	\$119,085	\$47,634
050 000026 005	NOVELLI ERIC	0	HIGHWAY 301 SOUTH	2.91	Interstate Commercial	\$36,697	\$0	\$36,697	\$14,679
050 000026 006	COPELAND KEITH & PATRICIA	2600	HIGHWAY 301 SOUTH	5.07	Service Commercial	\$57,700	\$195,633	\$253,333	\$101,333
050 000026 007	DASHER INDUSTRIES INC	0	HIGHWAY 301 SOUTH	28.95	Agriculture	\$288,284	\$0	\$288,284	\$115,314
050 000026 008	BRANNEN THOMAS HAROLD & THOMAS HAROLD BR	0	ROCKY ROAD	32.22	Agriculture	\$114,683	\$0	\$114,683	\$45,873
050 000026 009	NEVIL CHARLES RICKY	0	ROCKY ROAD	25.14	Agriculture	\$69,033	\$0	\$69,033	\$27,613
050 000026 010	J&W DEVELOPMENT LLC	280	ROCKY ROAD	6.09	Residential	\$96,462	\$33,300	\$129,762	\$51,905
050 000026 011	PHILLIPS TRAVIS L	300	ROCKY ROAD	5.45	Residential	\$30,984	\$113,869	\$144,853	\$57,941
050 000026A000	BENTON DONNA W	52	ROCKY ROAD	6.41	Residential	\$34,165	\$30,372	\$64,537	\$25,815
050 000026B000	BOWEN HAROLD ESTATE	2327	HIGHWAY 301 SOUTH	3.00	Residential	\$37,723	\$94,773	\$132,496	\$52,998
050 000026B001	BULLOCH RURAL TELEPHONE CO-OP INC	0	HIGHWAY 301 SOUTH	1.00	Communications & Utilities	\$21,629	\$0	\$21,629	\$8,652
050 000027 000	BARKER JEANETTE R & PATRICIA B BRADLEY	264	ROCKY ROAD	1.00	Residential	\$5,041	\$36,689	\$41,730	\$16,692



## Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway

050 000028 000	LECONTE PROPERTIES LLC	2690	HIGHWAY 301 SOUTH	2.43	Residential	\$72,096	\$62,525	\$134,621	\$53,848
050 000030 000	WHITLOCK PAUL A JR	0	HIGHWAY 301	5.13	Undeveloped	\$149,437	\$0	\$149,437	\$59,775
050 000032 002	TURNER BINION	0	HIGHWAY 301 SOUTH	2.00	Undeveloped	\$52,387	\$0	\$52,387	\$20,955
050 000032 004	LANIER INMAN	0	HIGHWAY 301 SOUTH	1.00	Undeveloped	\$27,128	\$0	\$27,128	\$10,851
050 000032 005	EVANS BRIGHTLEAF LLC	0	HIGHWAY 301 SOUTH	2.40	Undeveloped	\$55,500	\$0	\$55,500	\$22,200
050 000032 006	DEVELOPMENT AUTHORITY OF BULLOCH COUNTY	0	HIGHWAY 301 SOUTH	66.34	Agriculture	\$582,410	\$0	\$582,410	\$232,964
050 000034 000	LIPSCOMB VIRGINIA ANNE	0	HIGHWAY 301	3.00	Undeveloped	\$60,500	\$0	\$60,500	\$24,200
050 000034A000	RED CARPET INNS INTERNATIONAL INC & ETAL	0	HIGHWAY 301	5.00	Undeveloped	\$146,415	\$0	\$146,415	\$58,566
050 000035 000	WHITLOCK PAUL A JR	0	HIGHWAY 16	4.00	Undeveloped	\$235,090	\$0	\$235,090	\$94,036
050 000035 000	WHITLOCK PAUL A JR	0	HIGHWAY 16	6.00	Undeveloped	\$235,090	\$0	\$235,090	\$94,036
050 000036 000	RUSHING JAMES H & JERRY	0	NEVILLE DAIRY	19.00	Interstate Commercial	\$100,720	\$19,761	\$120,481	\$48,192
050 000037 001	NEVIL CHARLES M & CHARLES RICKY NEVIL	0	KELLYS POND	11.11	Agriculture	\$28,421	\$0	\$28,421	\$11,368
050 000037 002	AKINS CHRISTOPHER F	0	NEVILLE DAIRY	172.29	Agriculture	\$225,143	\$0	\$225,143	\$90,057
050 000037 003	DEVELOPMENT AUTHORITY OF BULLOCH COUNTY	0	ROCKY ROAD	137.42	Agriculture	\$151,204	\$0	\$151,204	\$60,482
050 000038 000	ANDERSON IVY MRS & ETAL	515	NEVILLE DAIRY POND R	53.00	Agriculture	\$303,293	\$8,554	\$311,847	\$124,739

<i>Source: Bulloch County Tax Assessor</i>										<u>Digest (40%)</u>
	Parcel Count	80	Total Acres	1,781	Taxable Property Values	\$9,068,091	\$4,532,509	\$13,600,600	\$5,440,240	
							Value/Acre	\$ 7,636	\$ 3,054	

### Exempt Properties

049 000012C001	BULLOCH COUNTY GEORGIA	1689	AKINS ANDERSON	0.55	Public	\$11,700	\$15,615	\$27,315	\$10,926
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## APPENDIX B: DESIGN STANDARDS

It is the County's intention to adopt design standards in the form of an overlay zoning district to protect the identity of the Redevelopment Area, to project a common theme for future development and to remove any barriers to future development. These standards will be consistent with the Bulloch County Comprehensive Plan and will be based on the following concepts:

- Establish standards that achieve a 'signature' design for the area at minimal cost;
- Rely on existing zoning regulations whenever adequate;
- Focus on those properties that adjoin US 301 and on industrial areas;
- Vary design standards by type of development;
- Clearly establish the area as a 'destination' for the travelling public; and
- Assure that procedures are clear and simple.

These concepts are discussed individually, below.

### ESTABLISH STANDARDS THAT ACHIEVE A 'SIGNATURE' DESIGN FOR THE AREA AT MINIMAL COST

Particularly with regard to the Interstate Commercial areas and commercial components of future mixed use developments along US 301, a unified 'look' for the area will enhance marketing activities by being more attractive to customers. The early mistakes leading to hodgepodge development in such I-16 interchange areas as Metter and Dublin should be avoided up front; Metter's current retrofitting of their commercial strip with landscaping, sidewalks and drainage improvements is an example of an avoidably costly approach.

The key to establishing a 'signature look' lies in consistent repetition of elements that will impart a sense of regularity where visual cacophony could otherwise prevail. At the same time, individuality among competing businesses must be preserved to assure potential businesses that their own 'signature' architecture could be achieved and that theirs could be a successful venture. Lastly, design elements on a specific property that would clearly detract from the area as a whole or negatively impact neighboring properties must be prohibited.

Boiled down to maximum impact, 'signature' design elements will focus on the following:

- Landscaping along each property's road frontage, and car parking areas and driveways located between the front building setback and the frontage landscaping.
- Signage along each property's road frontage.
- Architectural elements or specific building materials that are prohibited.
- Driveway access strongly controlled to reduce congestion and traffic conflicts.

A 'signature look' for the corridor could be economically achieved by:

- Establishing a specific tree line along the road within a frontage landscaping strip, with a continuous tree spacing pattern along a specific 'plant on' line and limited plant material palette;



## Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway

- Establishing a landscape budget of trees and shrubs based on the number of automobile parking spaces located in the front yard building setback area, to be distributed in and around the parking area and driveways;
- Requiring that signage within the frontage landscaping strip is limited to one principal sign and entrance/exit signage only. The principal signage should be monument (ground-based) signs limited to a common maximum height and size, and located at a 'build to' line common to all properties. Lateral location, actual (lower) height and whether perpendicular or parallel to the road would remain optional;
- Requiring that billboards within the Redevelopment Area along US 301 be no closer to the highway than the minimum front yard building setback, while continuing to allow billboards along I-16 at the interchange;
- Limiting particular building materials should focus on any façade facing and visible from a public road, and secondarily on the side and rear facades. Along US 301, 'four-sided architecture' should be required, and undesirable materials disallowed, unless opaque buffers are provided that screen the view. Undesirable materials within the US 301 corridor include metal buildings or metal siding, plywood, plastic or vinyl siding or panels, unfinished poured concrete and unfaced concrete block; and
- Controlling access from US 301 would involve minimum spacing requirements between driveways, coordination with median breaks (where applicable) and encouraging common driveways and inter-parcel connections. Recommendations made by HNTB along with GDOT standards should be adopted regarding driveway separations (330–350 feet on center), shared entrance driveways and common access drives, minimum sight distances, turn radiuses, driveway width, and 'throat length' distance (to avoid conflicts with parking movements).



*Frontage Landscaping Strip*



*Parking Lot Landscaping*



*Monument Sign*



## Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway

### RELY ON EXISTING ZONING REGULATIONS WHENEVER ADEQUATE

To the greatest extent possible, the Zoning Ordinance should control in all matters not related to the design standards adopted for the Redevelopment Area. These include land uses that are allowed in each zoning district, signage regulations not revised by the design standards, minimum lot sizes and widths, building setbacks and height limitations, parking requirements, service area screening and communication towers, etc.

The best approach to achieve this is for the design standards to be adopted as an 'overlay district' that preserves but enhances the underlying zoning districts.

### FOCUS ON THOSE PROPERTIES THAT ADJOIN US 301 AND ON INDUSTRIAL AREAS

People primarily experience the Redevelopment Area, whether passing through or stopping by, from US 301. Elevations are such that little of the area is visible from I-16. Establishing a 'signature look' to attract both businesses and customers therefore should focus on the US 301 corridor – specifically those properties fronting on the highway – for the greatest effect. Eventually attracting residential development to the area, many years ahead, would also benefit from having a pleasant commercial environment on the way to and from home.

Secondly, areas where future light industrial development is anticipated should also have design standards established. Although the Development Authority may independently adopt standards for the industrial park, and conditions of zoning approval that apply to specific sites may include certain design standards, overall standards would remove a competitive advantage that other sites may have if no design standards apply to them.



*Metal Building within Redevelopment Area*



*Service Area Screening*



*Industrial Building: Gateway Industrial Park*



*Cut-Off Lighting*

### VARY DESIGN STANDARDS BY TYPE OF DEVELOPMENT

Although properties shown on the Build Out Development Scenario map for Interstate Commercial, Service Commercial and Destination Commercial may all be similarly zoned, design standards may be varied to reflect the different forms of development anticipated, whether or not the properties front on US 301, and existing vegetation on site. Similarly, design standards for areas planned for Light Industrial may differ somewhat from those applied to commercial properties.



*Interstate Sign*

In all cases, the design standards will address the same five elements discussed above: frontage landscaping, interior (front yard) landscaping, signage, prohibited building materials and access.

### CLEARLY ESTABLISH THE AREA AS A ‘DESTINATION’ FOR THE TRAVELLING PUBLIC

To be a successful stop off for travelers, and thus increase the marketability of the area, the interchange must be recognized as an attractive destination from I-16. Success breeds success, and travelers often prefer to stop at interchanges that include multiple businesses of the same type they are seeking (even though they may have a particular preference). Logo signage along I-16 before each exit and logo directional signage on the off ramps are provided through GDOT’s contractor. Billboards are already allowed in each quadrant of the interchange, which would provide additional advertising (although billboards are not allowed on the Development Authority property as a condition of zoning approval).



*Monument Sign with Changeable Copy*

Another destination device, though not currently allowed in Bulloch County, is the so-called ‘interstate sign.’

These are very tall pole signs that identify particular businesses on properties near and visible from the interstate highway. It is not unusual for such signs to be allowed to be 100 feet tall and display up to 150 square feet of sign face. From a distance on the interstate, they impart a sense of an active commercial environment; from adjoining streets and highways, they have little visual impact because of their height, muted by frontage landscaping and (if required) placement to the rear of the property.

To avoid excessive clutter while still suggesting a ‘busy’ commercial environment to the passing motorist, a minimum separation requirement and a maximum distance from I-16 will be established.



*Driveway Sign*

### ASSURE THAT PROCEDURES ARE CLEAR AND SIMPLE

At the time a development or building permit is requested for a property covered by the design standards overlay district, a landscape and site plan will be required. If in compliance, the landscape and site plan will be administratively approved and made a part of the development or building permit. If the applicant prefers not to comply with the design standards, a variance request may be made to the appropriate review body.



*Utility Area Screening*

Many communities establish Design Review Boards when design standards are adopted, which adds an additional layer to the approval process for special circumstances. In Bulloch County, the Planning & Zoning Commission hears and makes final decisions on variances; and administrative approval by staff is available for minor variances from the regulations. In order to be approved, any such variance must be based on a hardship peculiar to the property and not on the mere convenience of the owner.



*Interior Landscaping – Islands and Medians*

Because the variance procedure is well-established and straight forward, it is anticipated that the Planning & Zoning Commission will hear appeals from the design standards overlay requirements as well. Because of the quantitative and specificity of the requirements, including specific 'build to' lines, it is not intended that administrative approvals be allowed except to resolve very minor problems.

**APPENDIX C  
INFRASTRUCTURE CONCEPT  
REPORT**

**FOR:  
BULLOCH COUNTY TAD #1  
I-16/US 301 INTERSTATE GATEWAY**

**PREPARED FOR:  
BULLOCH COUNTY BOARD OF  
COMMISSIONERS**

**SEPTEMBER, 2012**

**J - 23303**



Prepared by:

**THOMAS & HUTTON**

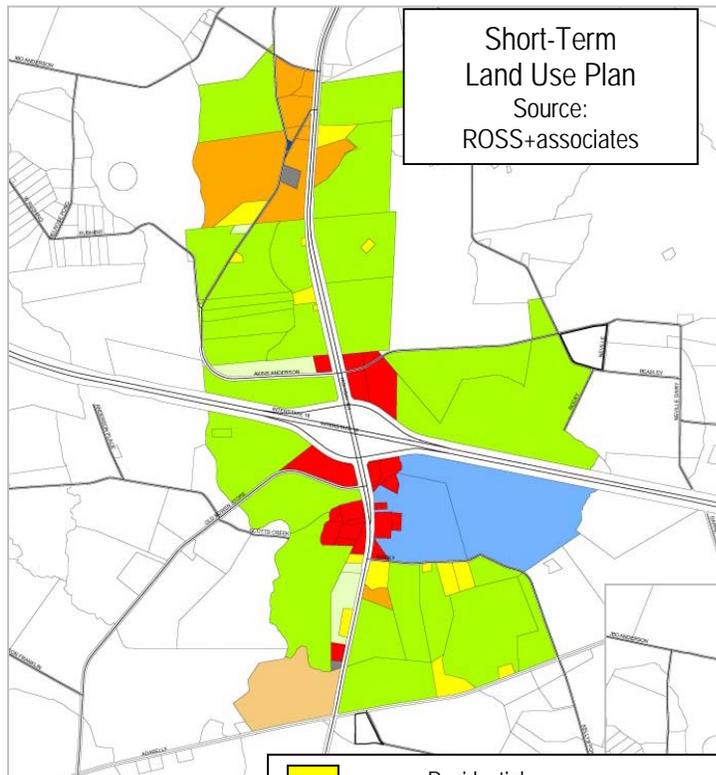
Savannah, GA | Charleston, SC | Myrtle Beach, SC | Brunswick, GA | Wilmington, NC

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## EXECUTIVE SUMMARY

Bulloch County is planning to create a Tax Allocation District (TAD) to incubate the development of a new industrial/commercial area at the I-16/US 301 interchange. Potential Land Use plans (see images below) have been developed for the 1,740-acre site, which analyze Short-term and Build-out scenarios. This report discusses the infrastructure needs, along with associated costs, that will potentially be needed during the development process.

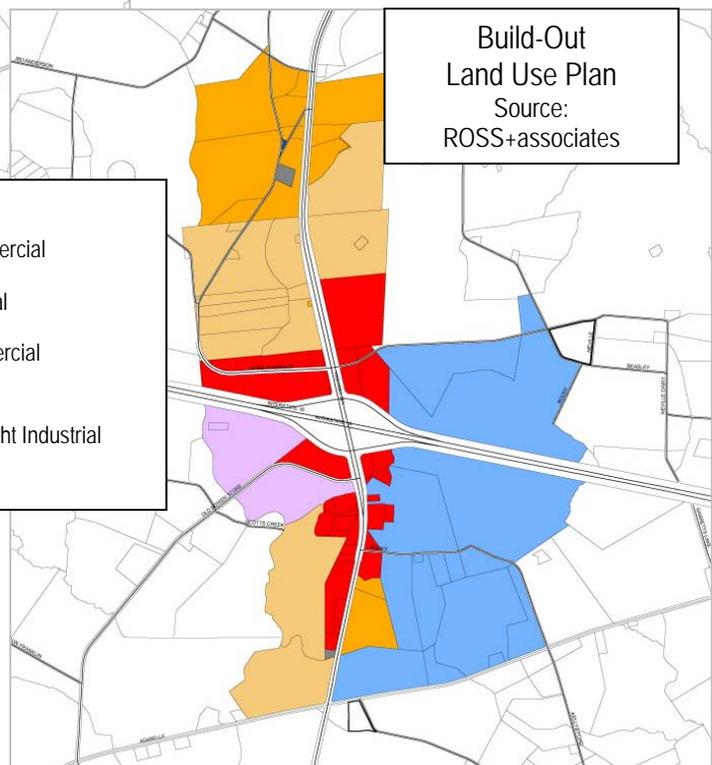
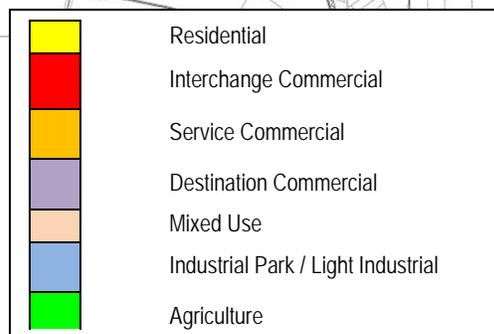


### Water and Sewer

An extensive water and sewer report was prepared to discuss the service alternatives available to the area in September of 2011. (see report titled "Conceptual Report Water & Sanitary Sewer Planning For: I-16 / US 301 Study Area, prepared by Thomas & Hutton, September, 2011) which reviews thompin detail the on-site improvements needed plus final service delivery from off-site options.

While water and sewer facilities do not

currently exist in the study area, Bulloch County is committed to providing these services via one of the options available for severing the area (City of Statesboro extensions vs. a stand-alone, onsite system). The preliminary costs associated with water and sewer services are summarized in the cost summary below and are based on the stand alone option. The costs include both on-site and off-site



improvements necessary for the project. Please note that while the final service delivery option (related to off-site improvements) has not been determined at this time, conservative costs have been included for the TAD purposes.

### **Transportation**

In general, the transportation infrastructure within the study area is well suited to serve the proposed development. This is especially true for the arterial roadways (Interstate 16 and US Highway 301). However, there are future improvements that should be included in cost projections for the area. These improvements include adding right and left turn lanes at existing median breaks, potential future warranted traffic signals and additional roadways improvements to create an improved road network.

These improvements are broken down into Short Term and Build-Out scenarios for cost estimating purposes. However, these costs will likely be incurred incrementally throughout the life of the project as each improvement is needed / warranted based on proposed development.

### **Stormwater Management**

Due to the relative lack of current development, in general, the natural drainage patterns still exist within the study area. To the extent practical, it is recommended to retain the existing drainage and implement stormwater BMPs as individual projects are developed.

While it would be our recommendation to develop a stormwater master plan for the entire study area, which could be implemented incrementally, for the purposes of the TAD infrastructure cost projections; it is assumed that the stormwater improvements and implemented BMP cost will be included in the costs of each project as it is developed. Therefore, only the costs associated with the development of a stormwater master plan are included in this report.

**COST SUMMARY**

Phase	Short Term	Build-Out	Total
<b>Water &amp; Sewer</b>			
- On-Site W&S	\$2.8M	\$6.6M	\$9.4M
- Off-Site Water	\$0.6M	\$0.6M	\$0.9M
- Off-Site Sewer	\$3.4M Phase 1A \$2.0M Phase 1B	\$7.3M	\$12.7M
<b>Water &amp; Sewer Sub-Total</b>	<b>\$8.8M</b>	<b>\$14.5M</b>	<b>\$23.3M</b>
<b>Transportation</b>			
Left Turn Lanes	\$0.64M	\$0.32M	\$0.96M
Right Turn Lanes	\$0.32M	\$0.72M	\$1.04M
Signal Installation	\$0.3M	\$0.75M	\$1.05M
Commercial / Ind. Roads	\$2.1M	\$5.63M	\$7.73M
Residential / Mixed Use Roads	\$0.0M	\$1.88M	\$1.88M
20% Contingency	\$0.68M	\$1.9M	\$2.58M
12% Design & Inspection	\$0.36M	\$1.2M	\$1.56M
<b>Transportation Sub-Total</b>	<b>\$4.4M</b>	<b>\$12.4M</b>	<b>\$16.8M</b>
<b>Stormwater Management</b>			
Stormwater master plan	\$0.05M	\$0.0M	\$0.05M
<b>Stormwater Man. Sub-Total</b>	<b>\$0.05M</b>	<b>\$0.0M</b>	<b>\$0.05M</b>
<b>Cumulative Sub-Total</b>	<b>\$13.25M</b>	<b>\$26.9M</b>	<b>\$40.15M</b>
Inflation Contingency	NA <sup>1</sup>	\$9.3M <sup>2</sup>	\$9.3M
<b>Grand Total</b>	<b>\$13.25M</b>	<b>\$36.2M</b>	<b>\$49.45</b>

- 1 The majority of the Short Term infrastructure improvements are assumed to be constructed at the onset of the project. Therefore, it is assumed the contingency amounts included in each phase cover potential inflation.
- 2 Build-Out Contingency is based on a 2% inflation growth over a 15 year period (1/2 of the assumed 30 years of the TAD for Build-Out)

## SECTION I – WATER & SEWER

Several options have been reviewed for providing water and sewer service to the site, primarily focusing on receiving water supply and wastewater transport/treatment service from the City of Statesboro or constructing a stand-alone system for the short-term and build-out.

### Flow Projections

Wastewater projections based on the land use plan have been developed. The Interim goal is to provide a wastewater system that can support 400,000 gallons per day (gpd) wastewater flow demands (695 gallons per minute (gpm) peak flow) with the initial focus on the southeast quadrant where the Development Authority has purchased a 200-acre site for light industrial development. It is expected that the Interim Phase capacity will be sufficient for an 8-15 year timeframe. Long-term, the facilities should be expandable to provide for the projected total build-out wastewater flows of 1,400,000 gallons per day (2,430 gpm peak flow) for a mixed use plan of industrial, commercial and residential within the 1,740-acre Study Area.

Water needs will consist of meeting high fire flow demands in the Industrial areas. Typical industrial fire flow requirements are 2,500 gpm for two hours. Water build-out options studied within the report have identified the capability of supplying up to 2,000,000 gpd.

### “On-Site” Needs

On-site infrastructure will be needed to provide physical water/sewer services to individual customers in the Study Area, independent of either of the supply/transport/treatment options. Water infrastructure will include:

- 1,500 gpm well
- 500,000 gallon elevated tank
- 16-inch water primary distribution main in the first phase industrial tract
- Phase II to include a looped 12-inch water main to eventually serve the remaining quadrants.

Sewer collection system will consist of:

- 12-inch and 18-inch gravity sewer serving the industrial tract
- Phase II will include two future pump stations plus 12” and 8” gravity sewer to serve the other quadrants.

The on-site cost for providing Interim Phase demands is \$2.8M. The future on-site cost for expanding to provide the build-out scenario demands is \$6.6M.

### “Off-Site” Transport/Treatment Options – Sewer

The City of Statesboro has proposed pumping the collected on-site sewage on the SE quadrant through a 10-inch force main approximately 46,000 linear feet to the existing Gateway lift

station, which then pumps to the City's wastewater treatment facility. The cost for the proposed pump station and force main is \$3.7M

Based on a preliminary review of the system, to pump the build-out flow scenario will require the upgrade of the Interim Phase on-site pump station (to 2,430 gpm) and the Gateway pump station (to a minimum of 3,600 gpm), installation of a pump station between the two, and construction of a parallel force main from the Study Area to the City's WWTF, a total length of approximately 59,000 linear feet. The estimated cost for the Phase II improvements is approximately \$5.7M.

A stand-alone option was also reviewed that consists of a first phase aerated lagoon system with land application of treated effluent sufficient for disposal of 400,000 gallons per day. This system is a low capital cost option and is easy to operate and maintain. Suitable soils for land application are in the area, however, between 80 to 140 acres will be required for the land disposal site plus buffer areas for secondarily treated effluent (the cost estimates assume the higher acreage). The cost, including land costs, is estimated at \$5.4M. A "Phase I-A" has been proposed to keep startup costs as low as possible. In this interim phase, all 140 acres for the LAS will be purchased and design completed for the 400,000 gpd system, but only 100,000 gallons per day of spray field equipment would be installed. Since design approvals would be in place for the 400,000 gpd system, upgrade of the facility could occur relatively rapidly should a high-water user tenant be found for the industrial tract.

For build-out flows, it is recommended that a reuse component be utilized for irrigation of highly treated effluent on-site through a "purple pipe" system with the remaining wet-weather flows to be disposed on the Interim Phase land application site or that a point discharge be applied for ultimate wet-weather disposal. Costs for the upgraded WWTF to tertiary standards are \$7.3M.

#### **"Off-Site" Supply/Treatment Options - Water**

The City of Statesboro has proposed the construction of a 28,500 linear feet long 12-inch water main from Goldkist Road to the Study Area to provide the secondary water source. Cost for this option is \$2.5M.

A Stand-alone option was reviewed consisting of a backup deep well at the on-site well and tank site. Cost for this option is \$0.6M.

For the long-term, the stand-alone option would include a third well and treatment facility on a northern quadrant at a cost of \$0.6M. The City has planned for a second 12-inch water main to serve the entire US 301 corridors between the Study Area and city at an additional cost of \$2.5M.

**Costs**

A summary of water and sewer related capital cost estimates for both scenarios are provided below.

Phase	City Extensions	Stand-Alone
<b>Interim Phase</b>		
- On-Site W&S	\$2.8M	\$2.8M
- Off-Site Water	\$2.5M	\$0.6M
- Off-Site Sewer	\$3.7M	\$3.4M Phase 1A \$2.0M Phase 1B
<b>Sub-Total</b>	<b>\$9.0M</b>	<b>\$8.8M</b>
<b>Buildout Phase</b>		
- On-Site W&S	\$6.6M	\$6.6M
- Off-Site Water	\$2.5M	\$0.6M
- Off-Site Sewer	\$5.7M	\$7.3M
<b>Sub-Total</b>	<b>\$14.8M</b>	<b>\$14.5M</b>
<b>Grand Total</b>	<b>\$23.8M</b>	<b>\$23.3M</b>

**Non-Capital Cost Factors**

Other factors that must be reviewed before final decisions are made on determining the final option for the off-site water and sewer include operations, reuse capability, tap/user fees, and schedule. Discussion of these topics is included within the detailed report.

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## SECTION II – TRANSPORTATION

### Introduction

This section evaluates the transportation needs for the study area using the short-term and build-out development scenarios. The growth estimates for each scenario are as follows:

	Short-Term	Build-out (additional)	TOTAL
Single – Family Residential	–	527	527
Multi-family Residential	–	841	841
Mixed-use Commercial	–	146,246	146,246
Interchange Commercial	350,056	619,233	969,289
Service Commercial	158,190	664,320	822,510
Destination Commercial	–	336,363	336,363
Industrial	1,426,320	3,273,641	4,699,961

Note: residential figures = total dwelling units  
 Commercial and Industrial figures = Gross square feet of floor area

Based on each development scenario above, access, roadway networks, and traffic impacts for the area have been evaluated. Preliminary costs for required improvements have been developed for each scenario. The costs are based on the values in the GDOT mean item summary from July, 2012.

The criteria for the development of turn lane lengths and access locations are based on GDOT requirements. On divided highways located in rural areas the desirable median spacing is 2,640' while the minimum allowable spacing is 1,320'. Right-in/Right-out accesses and driveway spacing criteria is determined based on the posted speed for the roadway. The posted speed for this section of US 301 is 55 MPH; therefore, driveways should have a minimum spacing of 350'. Left and right lanes should have a minimum length of 300' with a 180' taper.

### Existing Roadway Network

US 301 is a four-lane divided roadway which tapers to a four-lane undivided section at the south end of the project area. The US 301 interchange with I-16 is a standard diamond interchange with stop control on the ramp approaches to US 301.

GDOT count station data indicates that volumes on US 301 south of I-16 are roughly 5,250 vehicles per day. North of the project area, closer to Statesboro, volumes on US 301 are estimated at approximately 12,600 vehicles per day. Volumes on I-16 are less than 20,000 vehicles per day.

The US 301/I-16 interchange also serves relatively minor volumes. Count station data indicates that the daily volume on each of the on or off ramps is 2,000 vehicles per day or less.

**Short Term Development Scenario**

The short-term development scenario anticipates development of the Industrial Park, as well as other commercial developments near the I-16 Interchange.

Traffic

The Industrial Park is planned on the south side of I-16 near and along Rocky Road. For the initial phase, most of the road improvements are focused on servicing new commercial developments near the interchange and for access to the Development Authority's industrial park on the south side of I-16. For trip generation purposes, the industrial site is assumed to be a mix of 75% warehousing and 25% manufacturing. Trip generation categories within the Institute of Transportation Engineers guidelines do not provide designations for the different types of commercial uses described above. As a general assumption, traffic to and from the commercial areas is estimated using the "shopping center" land use.

Traffic generated by the proposed development is estimated using the standard methodology and equations in the Institute of Transportation Engineers, Trip Generation, 8th Edition, 2008. Trip generation for the short term development scenario is shown below.

Land Use Code	Land Use <sup>1</sup>	24 Hour <sup>2</sup>	AM Peak <sup>2</sup>	PM Peak <sup>2</sup>
<b>South of I-16</b>				
140	Warehousing - 1,070,000 square feet	3,785	305	270
150	Manufacturing - 357,000 square feet	1,365	265	260
810	Shopping Center - 237,000 square feet	11,900	255	1,135
<b>North of I-16</b>				
810	Shopping Center - 271,000 square feet	12,985	275	1,240
Short Term Total		30,035	1,100	2,905

<sup>1</sup> All commercial and industrial areas are rounded to the nearest 1,000 square feet.

<sup>2</sup> Trip estimates rounded to nearest 5.

Much of the traffic shown in the table above would likely be associated with the Interstate and generally have minimal impacts areas beyond the project limits. Some of the traffic would also be captured internally within the project limits. A large portion of the commercial traffic could be expected to be "pass-by" trips on and off of the Interstate.

The following assumptions are made with regard to trip distribution:

- 50% of the generated trips are either "pass by" trips or captured internally
- 15% new trips associated with I-16 east
- 15% new trips associated with I-16 west
- 15% new trips associated with US 301 to the north (Statesboro)
- 5% new trips associated with US 301 to the south

With the above assumptions, the proposed development would generate an additional 4,500 trips on I-16 in each direction, approximately 4,500 trips on US 301 between I-16 and Statesboro, and approximately 1,500 trips on US 301 south of the project area.

The generated trips would raise the daily volumes on US 301 to approximately 17,000 vehicles per day north of the project area and approximately 7,000 vehicles per day south of the project area. With these volumes, US 301 should continue to operate within existing capacity limits.

The development may require upgrades to several key intersections. The US 301 / Rocky Road intersection would likely require the addition of a left turn lane for vehicles entering the industrial area from I-16. Depending on the nature of the commercial sites and the traffic patterns generated, new signals may be warranted at the I-16 ramp intersections with US 301. Widening the ramp approaches to US 301 to allow separate right and left turn bays may also be warranted.

Volumes headed south on US 301 are relatively small at this time. Unless additional development (not discussed as a part of this project) generates significant traffic south of Rocky Road, the Rocky Road / US 301 intersection could likely continue to operate under stop control.

#### Roadway Networks

Providing connectivity within a roadway network is an important aspect of a complete roadway system. The short-term development scenario consists of commercial and industrial developments. The commercial areas will utilize existing US 301, while the industrial parcel is planned to improve existing Rocky Road. Improvements to several other existing dirt roads are considered in the study in order to provide an improved network. See Exhibit T-1 for the short term development scenario improvements to the roadway network.

#### Access

The short term development scenarios are located at existing median breaks or unimproved accesses. Existing median breaks or access points without left or right turn lanes should have these elements added to provide improved access for development. See **Exhibit T-1** for locations where access should be improved during the short-term development scenario.

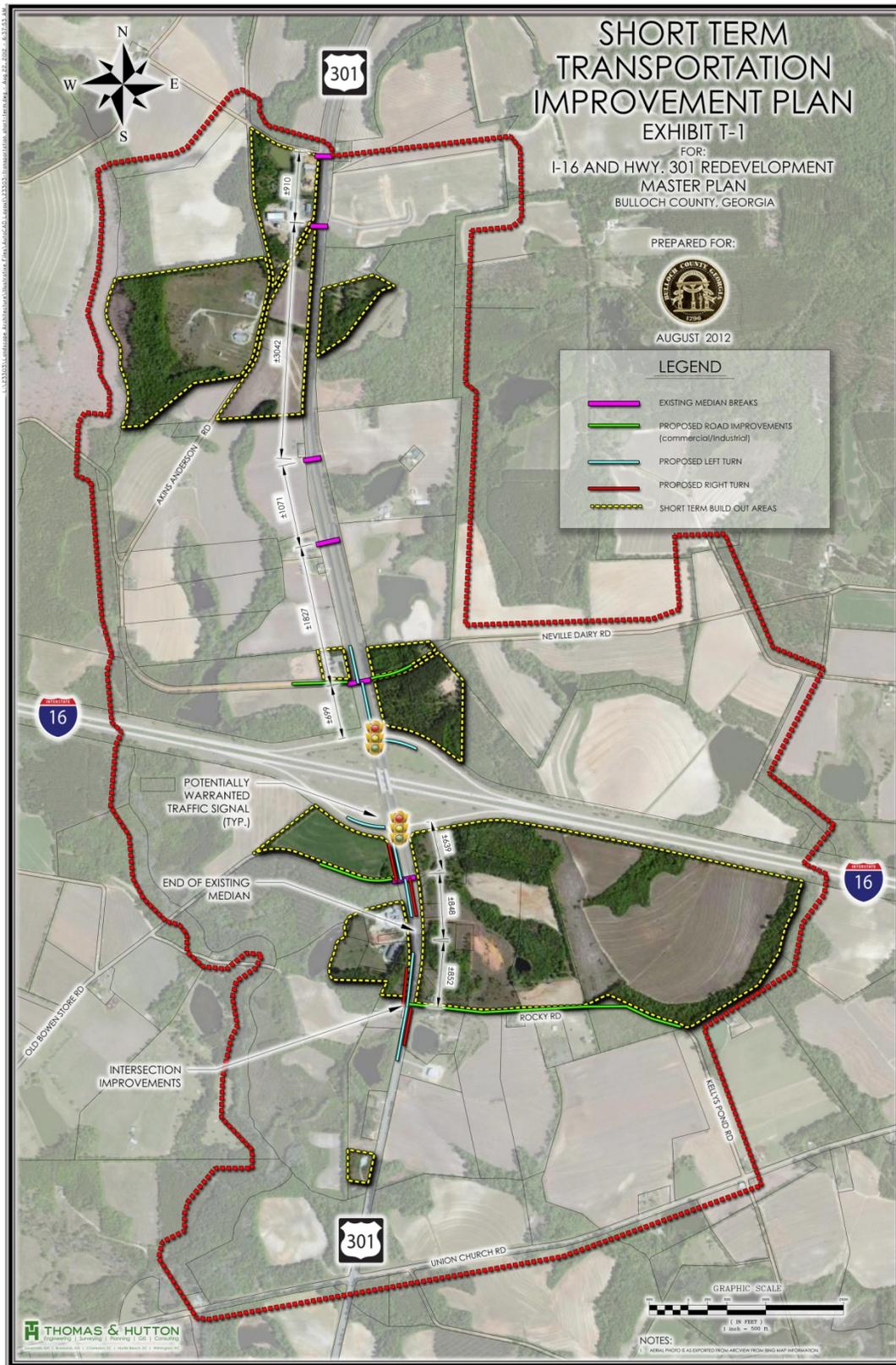
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Costs

The typical cost for a left or right-turn lane with a length of 300' and a 180' taper is \$80,000.00. The costs per foot of a two-lane commercial/industrial roadway (28' wide) with 2' paved shoulders and roadside drainage is \$350.00. A typical signal installation is \$150,000.00. Based on the improvements shown in **Exhibit T-1**, the costs to complete the improvements included in the short-term development scenario is as follows:

8	Left Turn Lanes	\$ 80,000.00	=	\$ 640,000.00
4	Right Turn Lanes	\$ 80,000.00	=	\$ 320,000.00
2	Signal Installation	\$ 150,000.00	=	\$ 300,000.00
6,000	Linear Feet Roadway (Commercial/Industrial)	\$ 350.00/LF	=	\$ 2,100,000.00
0	Linear Feet Roadway (Residential/Mixed Use)	\$ 250.00/LF	=	\$ .00
	<b>SUB-TOTAL</b>			\$ 3,360,000.00
	+ 20% Contingency			\$ 680,000.00
	+ 12% Design & Inspection			\$ 360,000.00
	<b>TOTAL</b>			<b>\$ 4,400,000.00</b>

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**Build-out Development Scenario**

The build-out development scenario anticipates development of the remainder of the study area. The build out scenario anticipates industrial, commercial and mixed-use developments to continue to develop along the corridor.

**Traffic**

For the build out scenario, much of the commercial areas are located on the north side of I-16. The majority of the industrial areas are located south of I-16. Interspersed within the area are areas of mixed use / residential uses. The mixture of uses within the area will facilitate capture within the development.

For the build out scenario, 70% of the residential and commercial uses are assumed to be built north of I-16. Seventy (70%) percent of the industrial uses are assumed to be built on the south of I-16.

Traffic generated by the long term development scenario is estimated using the same procedures as for the short term scenario, utilizing guidance found in the Institute of Transportation Engineers, Trip Generation, 8<sup>th</sup> Edition, 2008. Trip generation is shown below.

Land Use Code	Land Use <sup>1</sup>	24 Hour <sup>2</sup>	AM Peak <sup>2</sup>	PM Peak <sup>2</sup>
<b>South of I-16</b>				
140	Warehousing - 2,284,000 square feet	7,265	460	440
150	Manufacturing - 761,000 square feet	2,930	600	580
810	Shopping Center - 626,000 square feet	22,370	455	2,175
270	Residential PUD - 360 units	2,980	195	260
<b>North of I-16</b>				
140	Warehousing - 1,241,000 square feet	4,300	330	300
150	Manufacturing - 414,000 square feet	1,675	180	150
810	Shopping Center - 1,648,000 square feet	41,970	805	4,160
270	Residential PUD - 1,008 units	7,375	510	660
Long Term Total		90,865	3,535	8,725

<sup>1</sup> All commercial and industrial areas are rounded to the nearest 1,000 square feet.

<sup>2</sup> Trip estimates rounded to nearest 5.

As with the short term scenario, much of the traffic shown in the table above would be captured internally or come from traffic that is already on the Interstate or US 301 ("pass by trips"). The same trip distribution assumptions are utilized for the long term scenario, as follows:

- 50% of the generated trips are either "pass by" trips or captured internally
- 15% new trips associated with I-16 east
- 15% new trips associated with I-16 west
- 15% new trips associated with SU 301 to the north (Statesboro)
- 5% new trips associated with US 301 to the south

With the above assumptions, the proposed development would generate approximately 13,500 trips on US 301 between I-16 and Statesboro, and approximately 4,500 trips on US 301 south of the project area.

Absent from any other development in the area, the existing roadway cross sections are adequate (with appropriate access management and intersection improvements) to accommodate these substantial volume increases. The need to expand any of the area roadways with additional lanes would be determined by the rate of additional growth in the area.

Ultimate development would require upgrades to multiple intersections and a defined access management plan along US 301. Turn lanes would be required at all major intersections and median openings. Additional driveways along US 301 should be limited and strategically located to provide access to multiple properties if possible. Similarly, cross connectivity, through either connectivity between / within adjacent developments or additional public streets, should be strongly encouraged.

Signals will likely be needed at both ramp intersections and major access points to area development parcels. Internal roadways within the parcels should provide sufficient interconnectivity to limit the number of signals on US 301.

The location of signals may depend on the ultimate land plan. Ideally, signals should be placed at least a ½ mile from the ramp termini signal, which would restrict the installation of a signal at Neville Dairy Road (north of I-16) and Old Bowen Store Road (south of I-16).

Based on the existing roadway network and median openings, potential signal locations on US 301 south of I-16 include Rocky Road and Union Church Road. North of I-16, a signal could be placed at the median opening roughly 2,500 feet north of the ramp termini, an intersection approximately 5,000 feet north of the ramp termini, and at Ibo Anderson Road. **Exhibit T-2** shows potential signal locations for the long term scenario.

#### Roadway Networks

Providing connectivity within a roadway network is an important aspect of a complete roadway system. The build-out development scenario consists of mixed use, commercial and industrial developments. Additional roadway improvements will need to be constructed during this scenario to continue to improve the roadway network. See the attached **Exhibit T-2** for the build-out development scenario improvements to the roadway network.

#### Access

The build out development scenarios are located at existing median breaks or unimproved accesses as well as providing additional access points. Existing median breaks or access points without left or right turn lanes will have them added to provide

improved access for development. Potential right in / right out only access points are shown, however, the costs associated with right in / right out access points would be expected to be incurred as the associated projects are developed. Therefore, right in / right out costs are not included in these costs. See **Exhibit T-2** for locations where access should be improved or added during the build-out development scenario.

Costs

The typical cost for a left or right-turn lane with a length of 300' and a 180' taper is \$80,000.00. The costs per foot of a two-lane commercial/industrial roadway (28' wide) with 2' paved shoulders and roadside drainage is \$350.00. A typical signal installation is \$150,000.00. The cost per linear foot of a two-lane residential roadway (24' wide) with 2' paved shoulders and roadside drainage is \$250.00. Based on the improvements shown in **Exhibit T-2**, the costs to complete the improvements included in the short-term development scenario is as follows:

4	Left Turn Lanes	@	\$80,000.00	=	\$320,000.00
9	Right Turn Lanes	@	\$80,000.00	=	\$720,000.00
5	Signal Installation	@	\$150,000.00	=	\$750,000.00
16,100	Linear Feet Roadway (Commercial/Industrial)	@	\$350.00/LF	=	\$5,635,000.00
7,500	Linear Feet Roadway (Residential/Mixed Use)	@	\$250.00/LF	=	\$1,875,000.00
	<b>SUB-TOTAL</b>				\$9,300,000.00
	+ 20% Contingency				\$1,900,000.00
	+ 12% Design & Inspection				\$1,200,000.00
	<b>TOTAL</b>				<b>\$12,400,000.00</b>

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### SECTION III – STORMWATER MANAGEMENT

The Interstate 16 and Highway 301 Redevelopment Master Plan in Bulloch County, Georgia is an approximately 1,800 acre tract located in southwest Bulloch County. The tract is south of Statesboro and the property is bisected by US Highway 301 running north and south and Interstate 16 running east and west.

The property drains both east and west with the drainage divide being Highway 301. Scott Creek drains the western watershed, while Lotts Creek intercepts the eastern watershed drainage, both of which flow to the south and empty into the Canoochee, which eventually empties into the Ogeechee River. The site has topographic relief conducive to providing satisfactory storm systems to accommodate the design storm along with providing sufficient water quality control features. The site elevations vary from 150 to 220—approximately 70 feet of elevation relief.

Soil conditions in the study area span the entire soil spectrum. Some of the soils are generally sandy, well drained, while others consist of very poorly drained and somewhat poorly drained sandy loams, loamy clays, and sandy clays. These soils include Albany (8.5 acres), Ardilla (44.5 acres), Carnegie (121.6 acres), Cowarts (94.0 acres), Dothan (58.5 acres), Fuquay (249.8 acres), Lakeland (23.3 acres), Leefield (94.9 acres), Pelham (402.4 acres), Rutlege (119.2 acres), Stilson (3.7 acres), Tifton (909.9 acres), and Water (49.8 acres).

According to preliminary wetlands inventory maps, wetland density within the study area has been estimated to be approximately 19 percent, or approximately 416 acres. The wetlands consist of forested wetland (345.1 acres), non-forested wetland (25.6 acres) and water (45.3 acres).

Once officially delineated, a more accurate representation of the wetlands shall be determined. Impacts to wetlands should be minimized to the extent practical.

Impacts due to stormwater runoff are expected to be minimal. Applicable state and any future local stormwater ordinances shall be complied with for the design and installation of the drainage system for each phase of development. Best Management Practices should be used as appropriate and required to control the impact of stormwater runoff. No significant groundwater recharge areas, water supply watersheds, or protected river corridors exist within the development. As part of the development process, the Owner or its assignees should implement Best Management Practices (BMPs) for Storm Water Management as required. The regulatory requirements dictate BMPs be implemented to protect our water bodies to minimize impacts from development. Use of detention lagoons, where possible, is a practice of treating storm water prior to release to the receiving stream in order to meet water quality standards defined by state regulations.

Stormwater collection for the site will consist primarily of pipes, swales, and ditches; which will outfall to a series of interconnected onsite detention ponds. Onsite detention ponds will cover approximately ten percent of the developed acreage. Both water quality and water quantity should be addressed in the site development design for each phase. Water quality may be controlled by allowing solids to settle in the onsite detention

ponds before being released from the site. Water quantity should be maintained by sizing the outlets from onsite detention ponds in a manner such that post-development runoff rates do not exceed the pre-development runoff rates for the applicable design storms. Federal, state and any future local stormwater ordinances will be followed in the design of the stormwater system. A conceptual plan showing the approximate location and size of each pond is attached. However, this plan is very preliminary and as such, as the area is developed; the plan should be updated to accommodate the specific development plans for individual phases / tracts.

While there will be obvious cost associated with the implementation of the stormwater mitigation strategies discussed herein, there are no readily apparent, critical drainage issues that are anticipated to be necessary at this time. Therefore, it is assumed the stormwater practices and BMPs discussed within this section will be implemented as individual projects are developed and only the cost for the development of a stormwater master plan is included in the Proposed Redevelopment Plan for Bulloch County TAD #1.

See attached **Exhibit** titled "Storm Water Routing Concept Plan".

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## APPENDIX D: SCHOOL SYSTEM IMPACT ANALYSIS (R)

### INTRODUCTION

The Redevelopment Powers Law governs the establishment and operation of tax allocation districts (TAD's) in Georgia. This Law was amended during the 2009 Legislative Session to include a new provision under section 36-44-3(9)(R), which requires the preparation of an "analysis regarding the estimated effect of redevelopment on the (local) Public Schools." This new section requires that a "Public Schools Impact Analysis" address five specific issues:

- The portion of the total Public Schools tax digest represented by the proposed TAD;
- An estimate of the number of school aged children that will result from redevelopment;
- Whether any existing school facilities are located in the proposed TAD;
- An estimate of the Educational Special Purpose Local Option Sales Taxes (ESPLOST) that would be generated in the proposed TAD if applicable; and
- The projected value of new residential properties in the TAD verses the value of new residential development in the City generally.

This analysis has been prepared by Bleakly Advisory Group, Inc. (BAG) to supplement the Redevelopment Plan for Bulloch County TAD#1– I-16/U.S. 301 Interstate Gateway (the Interstate Gateway TAD or TAD#1) in order to address the economic and fiscal impacts of redevelopment on the Bulloch County Public Schools (the School District). Forecasts and assumptions contained in that Redevelopment Plan are integral to this analysis. The boundaries of TAD#1 are shown on the following page.

### 1. THE CURRENT VALUE OF BULLOCH COUNTY TAD#1 AS A PERCENTAGE OF THE BULLOCH COUNTY SCHOOL DISTRICT'S TAX DIGEST

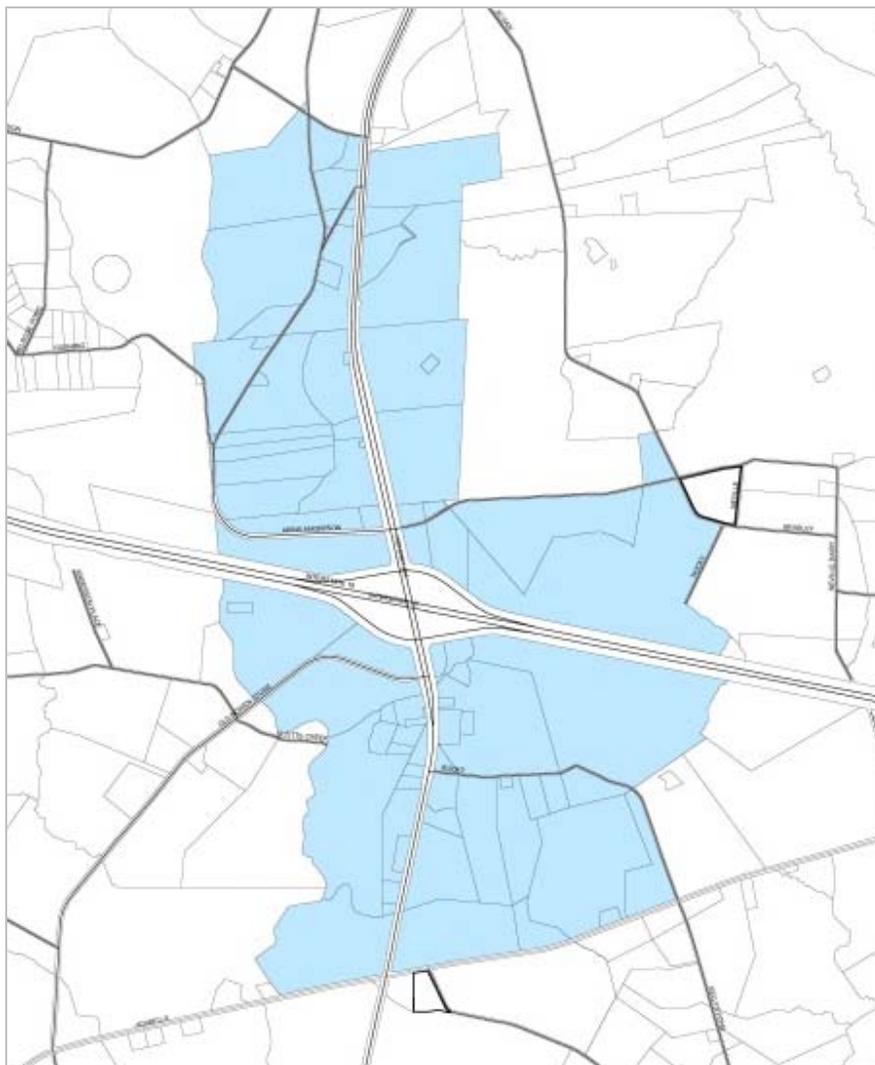
The current tax digest for the Interstate Gateway TAD is estimated to be \$5,440,240. According to the Georgia Department of Revenue, the 2011 taxable value of the Bulloch County School's digest is \$1.735 billion. Thus, the TAD represents only 0.3% of the School District's total tax digest. Based on 2011 data, the amount of ad valorem school taxes collected from properties within the proposed TAD totaled \$54,130 or \$30.39/acre. Future school tax revenues as determined by digest values certified by the tax assessor on December 31, 2012, will continue to flow to the Bulloch County School Board throughout the operation of the TAD.

2011 Tax Digest		
Bulloch County TAD #1 and the Bulloch County Schools		
	Net M&O Digest	2011 School Taxes
2011 Taxable/Digest Value (Estimated)	\$5,440,240	\$54,130
Bulloch County School District	\$1,735,154,646	\$17,264,792
%	0.3%	

Source: Georgia Department of Revenue



### Bulloch County TAD #1 – I-16 / U.S. 301 Interstate Gateway



As noted in the Redevelopment Plan, without infrastructure improvements financed through the TAD, it is very unlikely that current land use patterns in the area would change significantly in the foreseeable future. Therefore, absent of creation of the TAD, prospects for tax revenues to the School District to increase significantly are very remote. Should the School District consent to participate in the TAD, additional school property taxes collected on values above the 2012 certified base amount will instead flow to a TAD special fund to pay for infrastructure improvements and other public investments outlined in the Redevelopment Plan. If the County chooses to pledge property tax increments on real estate taxes only, any resulting tax increments from associated commercial and industrial personal property would be unaffected and would flow directly to the School District General Fund as new companies locate within the TAD. If the County chooses to pledge both real estate and personal property tax increments, then all ad valorem tax increments would flow to the TAD special fund.



## Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway

### PROPOSED DEVELOPMENT PROGRAM TAD#1

As detailed in the Redevelopment Plan, the proposed TAD is being proposed in order to assist the County in financing infrastructure improvements needed to establish the I-16/US 301 Interchange as a competitive employment center along the I-16 corridor. The initial phases (10 to 20 years) of the development plan for the Interstate Gateway TAD calls for 490 acres of commercial, retail and industrial uses which could support a total development density ranging from approximately 1.5 to 2.3 million SF. Later phases of the plan will have additional industrial, commercial and retail space as well as residential housing units. The following development totals are estimated in the short term (10 to 20 years) and at build out.

### Forecasted Short-Term and Build Out Development Scenarios

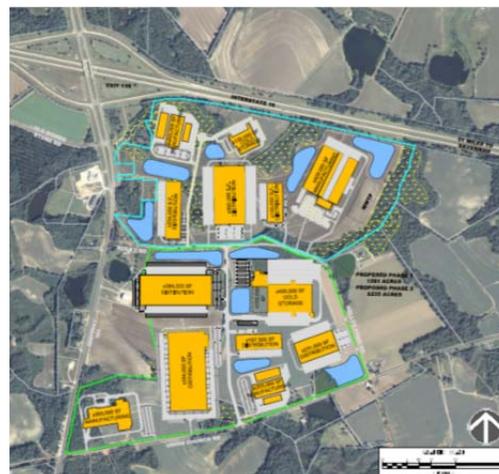
Short-Term Development Scenario							
Growth Estimate	Single-Family Residential	Multi-Family Residential	Mixed-Use Commercial	Interchange Commercial	Service Commercial	Destination Commercial	Industrial
Low	-	-	-	228,608	105,460	-	1,222,560
Medium	-	-	-	350,056	158,190	-	1,426,320
High	-	-	-	471,504	210,920	-	1,630,080

Build Out Development Scenario							
Growth Estimate	Single-Family Residential	Multi-Family Residential	Mixed-Use Commercial	Interchange Commercial	Service Commercial	Destination Commercial	Industrial
Low	263	673	97,498	633,005	548,340	224,242	4,028,538
Medium	527	841	146,246	969,289	822,510	336,363	4,699,961
High	606	1,009	194,995	1,305,572	1,096,680	448,484	5,371,384

NOTES:  
 Residential figures = Total Dwelling Units.  
 Commercial and Industrial figures = Gross Square Feet of Floor Area.  
 The Build Out Scenario figures include the Short-Term Scenario development.

One of the early phased projects is the development of a light industrial park and distribution center located on the southeast quadrant of the intersection. The first phase could accommodate 1.65 million SF of manufacturing and distribution space on 6 building sites. Phase II would provide an additional 235 acres and accommodate nearly 2.5 million SF of additional space. The development scenario also anticipates that the TAD will eventually attract new residential development as utility services are extended into the area and major employers and commercial services locate along the highway corridor. The build-out scenario also anticipates a range of 936 to 1,615 housing units located in mixed-use development





## Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway

areas. However none of these housing units are anticipated in the short term. The absorption models used to estimate future TAD proceeds and bonding capacity assume that single family residential development would not begin until 2022 and multi-family development in 2025 at the earliest.

### 2. ESTIMATED NUMBER OF SCHOOL-AGED CHILDREN THAT WILL RESULT FROM REDEVELOPMENT

Based on the development components and phasing described above, it would probably take a decade or more before development within the Interstate Gateway TAD directly results in new residents and school children living within the School District. Indirectly, school population may increase as a result of workers and their families deciding to either move to or remain within Bulloch County as a result of jobs created by the attraction of new industrial and commercial employers. However, forecasting the indirect school population effects of employment growth within the TAD is both speculative and outside the scope of the required school impact analysis. It can be assumed that if such growth occurred within the next decade, new housing for that population would be developed elsewhere in Bulloch County. That new residential development would generate additional tax revenues for the School District. Therefore, the scope of this analysis will be limited to forecasted residential development within the boundaries of the proposed TAD.

I-16/U.S. 301 Interstate Gateway TAD Estimated Future Residents and School Aged Children						
	2015	2020	2025	2030	2035	2040
Total Population	-	-	308	1,067	1,826	2,585
School-Aged Population	-	-	76	267	457	648

Source: Blegly Advisory Group based on 2010 Census estimates of population and children per household.

The above table estimates potential population impacts if forecasted housing development occurs as envisioned in the out years of the Redevelopment Plan. The table is based on an average absorption rate of 20 single family homes and 40 multi-family units per year beginning in 2022 and 2025, respectively. The table further assumes that single family units would be owner-occupied, multi-family units would be renter-occupied and that future average household sizes and numbers of school-aged children per household would be comparable to ratios calculated by the 2010 Census.

Using these assumptions, it is possible that nearly 2,600 residents and 650 school children could be living within the TAD by 2040. In the context of current conditions in Bulloch County, these 2040 totals represent an increase of roughly 4.0% to the County's current (2010 Census) household population and a 6.7% increase to the School District's 2011-12 (Q3) enrollment of 9,718. This potential growth is projected to begin in roughly a decade and is presented in the context of a school district where actual enrollment has increased by more than 1,450 students (17.6%) since 2003. An increase of 648 students by 2040 represents an average growth of only 35 students per year beginning in 2022.



## Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway

### 3. THE LOCATION OF SCHOOL FACILITIES WITHIN THE REDEVELOPMENT AREA

There are no Bulloch County Schools facilities located within the redevelopment area.

### 4. AN ESTIMATE OF EDUCATIONAL SPECIAL PURPOSE LOCAL OPTION (ESPLOST) SALES TAXES PROJECTED FROM TAD DEVELOPMENT

The proposed development would generate additional ESPLOST revenues for Bulloch County Schools which are estimated as follows:

Estimated ESPLOST Revenues to Bulloch County Schools From I 16/U.S. 301 TAD					
	Units/SF	Mean Household Income (2010)	Retail Purchases*	Local Retail Purchases @60%	ESPLOST**
Residential (Units)	1200	\$44,375	\$13,312,500	\$7,987,500	\$3,994
		Sales/SF	Total Sales		ESPLOST
Retail Space (SF)***	1,319,500	\$220	\$290,290,000		\$1,437,878
<b>Total Annual ESPLOST Revenues**</b>					<b>\$1,441,118</b>

\* 25% of income

\*\*Adjusted residential retail purchases by 50% to avoid double counting retail purchases

\*\*\*Assumes that 65% of projected commercial development within the TAD would generate retail sales and sales taxes for the County.

Source: Claritas, ULI, BAG

At build-out the Interstate Gateway TAD would generate approximately \$1.44 million annually in ESPLOST revenues to Bulloch County Schools. Currently, the property generates only \$54,000 per year in property taxes. Thus, the revenue from this area would increase 27-fold by ESPLOST revenues alone, in addition to the existing property tax revenues from the TAD continuing to flow to the school district each year.

### 5. THE PROJECTED VALUE OF NEW RESIDENTIAL PROPERTIES IN THE TAD VERSES THE VALUE OF NEW RESIDENTIAL DEVELOPMENT IN THE COUNTY GENERALLY

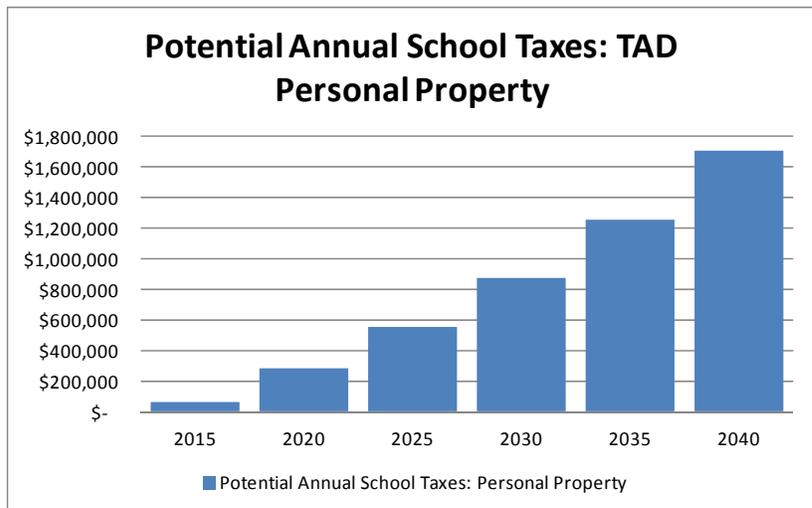
Residential development forecasts for the Interstate Gateway TAD are based on land use patterns recommended in the County's Comprehensive Plan for the area. No specific residential development proposals have been made at this time. Therefore, it would be speculative to place dollar values on residential development within the TAD or to conclude that such development would have a value that is significantly different from the County as a whole. At this time it can be assumed that values would be consistent with other new construction in the region in a 2020 to 2040 time frame. Values are likely to change over time and be dependent to a degree on the quality and scale of industrial and commercial uses that are developed within the TAD.



CONCLUSION REGARDING SCHOOL IMPACTS

As demonstrated in the preceding analysis, the economic impacts to Bulloch County Public Schools from participating in the Interstate Gateway TAD are:

1. The proposed redevelopment area will affect the future appreciation on 0.3% (three tenths of one percent) of the School's current (December 2012) tax digest. The current amount of property taxes produced within the TAD will continue to go to the school system—only increases above the current amount are pledged to the TAD.
2. The redevelopment area is not expected to directly attract new housing and school population within the next ten years. After 2020, incremental growth within the district could add as many as 2,600 new residents and nearly 650 school children over the following twenty years. This represents a growth of approximately 35 students per year. This number of new students (650) would be equivalent to a 6.7% increase to the current enrollment of Bulloch County Schools, phased over roughly 20 years. Forecasted long-term growth rates within the TAD are therefore manageable in the context of a school district that has grown by an average of 145 students per year since 2003.
3. There are no Bulloch County School facilities located inside the proposed TAD boundary.
4. Potential commercial development within the TAD could generate an additional \$1.4 million in ESPLOST funds each year at build-out, an amount which far exceeds school property taxes currently collected within the TAD boundary (approximately \$54,000 annually).
5. Because of the long-term nature of potential residential development within the TAD and the fact that no specific residential projects have been proposed at this time, it is impossible to compare potential housing values within the TAD to housing values within the County generally.
6. If the County decides pledge real estate taxes only as tax allocation increments, then taxes on personal property would continue to flow to the School District's general fund as new industrial and commercial buildings are developed within the TAD. As shown in the graph at right, future personal property taxes to the School District could be substantial, exceeding \$550,000/year by 2025.



Based on the above findings it appears that by participating in the proposed TAD, the Bulloch County School District is likely to gain substantially more tax revenues over the long term than would be achievable if current land use patterns in the redevelopment area remain unchanged. More importantly, if recent enrollment growth pressures continue, the School District will need long-term strategies to expand its tax base to ensure adequate revenue growth over time. Investment in supporting development within the Interstate Gateway TAD, an area that is currently producing only



## Bulloch County Tax Allocation District #1 – I-16/U.S. 301 Interstate Gateway

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\$30 per acre in annual School taxes, could be an effective long-term strategy to generate new tax revenues for the School District.

Educational service costs associated with the TAD are likely to be negligible over the next decade and then grow modestly after 2020. Potential student population growth coming from within the proposed TAD should be manageable in the context of the School District's recent growth. If educational service costs grow in the future, Bulloch County and the School District would have options within an intergovernmental agreement to mitigate any potential adverse cost impacts. Such options include:

- Negotiating future payments in lieu of taxes (PILOT) from the TAD Special Fund to the School District in amounts comparable to school taxes that would have been collected from future residential development within the TAD.
- Omitting industrial and commercial personal property from the calculation of TAD increments as discussed above.
- Gradually reducing the percentage of school tax increments retained by the TAD Special Fund after adequate debt coverage ratios are achieved to comfortably repay debt service on bonds. For example, if by 2025 it is possible to comfortably repay bond issues with only 75% of collected school tax increments, the remaining 25% could be rebated to the School District General Fund.



APPENDIX E. BULLOCH COUNTY BOARD OF COMMISSIONERS



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Carolyn Ethridge  
Vice Chairman



Robert Rushing  
Commissioner



Anthony Simmons  
Commissioner



Roy Thompson  
Commissioner



Ray Mosley  
Commissioner



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APPENDIX F. BULLOCH COUNTY SCHOOL BOARD



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Chairman, District 8



Mike Sparks, Vice-  
Chairman, District 2



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Edwin Hill, District 3



Steve Hein, District 4



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