

**City of Porterdale Comprehensive Plan 2010-2030
Community Assessment**

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**Fanning Institute
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Executive Summary

Introduction

The Community Assessment is the starting point for the City of Porterdale's comprehensive plan update. It provides an analysis of the current conditions and historic trends that will provide the groundwork for developing a vision for a vibrant future for Porterdale. That vision and accompanying implementation plan will serve as a roadmap to the future.

The assessment was developed in compliance with the *Standards and Procedures for Local Comprehensive Planning* adopted on May 1, 2005. It consists of three sections: the executive summary, maps, and technical addendum. This executive summary includes the following:

1. Preliminary community issues and opportunities
2. Existing land uses and development patterns including preliminary character areas
3. Areas requiring special attention
4. Analysis of consistency with Quality Community Objectives
5. Supporting analysis of data and information

The detailed data and information of the existing conditions and historic trends for Porterdale are included in the technical addendum. This data and information serve as the basis for the analyses in this executive summary.

The city has a unique opportunity to create a marketable image in the region based on its character and identity as a essentially complete, early 1900s textile mill town located along the resource rich Yellow River. Porterdale retains many of its original historic structures including residential, commercial, civic and religious buildings. With the leadership of the Mayor and Council, the town has already made strides. One historic mill adjacent to the river has been converted into lofts with a high occupancy rate. The cotton warehouse has also been renovated into a mixed-use development with residential and commercial units. Three restaurants and other retail establishments are located in the historic town center. The community has plans to develop city owned property along the Yellow River, adjacent to the town center, into a park with river access and a trail system that will eventually connect to the Newton County trail system. This plan will help the city more fully develop its vision of maximizing its historic textile roots and its location adjacent to the Yellow River to revitalize the town by bringing in new residents, visitors and economic development.

Methodology

The community assessment was developed through research and analysis of existing data; community plans, policies, ordinances and literature; conversations with city leaders, stakeholders and employees; and a review of countywide plans and visions.

It will be submitted to the Northeast Georgia Regional Commission for review and approval. Once approved, the assessment will provide the basis, along with the work outlined in the community participation plan, to develop Porterdale's Community Agenda, including the vision and implementation plan.

Issues and Opportunities

Population

Issues:

- The population of Porterdale slightly decreased with a projected downward trend.
- Sixty-five percent of the population earns less than \$35,000 a year.
- There is very little racial diversity within the community. Updated census numbers will be available early in 2011 and will provide insight to any shift in demographics since 2000.
- Porterdale has been identified as having some of the highest poverty rates in Newton County.

Economic Development

Issues:

- Porterdale does not currently participate in regional economic development organizations.
 - As part of an overall economic development strategy the city should become more active with regional economic development organizations.
- There are very few jobs within the Porterdale city limits; almost 92% of the working population of the community is employed outside of Porterdale.
- Porterdale lacks adequate retail establishments for residents including a grocery store.
 - Porterdale needs to develop an economic development plan that determines what businesses are best suited for the city and takes into account firms that develop green or sustainable products, entrepreneur and small business support as well as workforce skill needs and training.

Opportunities:

- In order to develop new opportunities for community, Porterdale should activate a Downtown Development Authority, Development Authority, Joint Development Authority or some similar entity to assist in economic development.
- Porterdale should develop an incentives package to attract new businesses.

Housing

Issues:

- More than 50% of the homes in Porterdale are renter-occupied.
- The perception that absentee landlords have allowed a decline in the condition of the housing stock persists.
- Because of the age and condition of some of the houses (historic structures) in the community, the number of single detached housing units is decreasing.
- Porterdale needs to encourage more high-end housing in their housing inventory.

Opportunities:

- Because there are so few unoccupied, detached homes in the community, an opportunity to increase the housing stock exists.
- The renovation of the mill has afforded a new style of multi-family housing unit in the community, providing trendy, upscale residences that attract new residents to the community. These lofts should be well marketed given that Porterdale as a

whole has a vested interest in the success of this development. Porterdale should develop contingency plans for additional lofts should the other mill close.

- Opportunity exists for both new residences in the traditional neighborhoods (infill) as well as new construction in existing more recent single-family developments.

Natural Resources

Issues:

- Porterdale has no formal greenspace or open space plan and needs to develop one.
- Private ownership of riverside lands prevents public access to the Yellow River in some areas, particularly the shoals in front of the renovated mill.
- The designated spaces for passive and active recreation in the community are limited.
- There are some steep slopes in the community and the city should require appropriate development in these areas and adopt adequate ordinances regulating development in areas with steep slopes.

Opportunities:

- Porterdale owns 27 acres of land along the Yellow River that will be sensitively developed to provide passive and active recreational opportunities for residents and visitors. The property will serve as a central community gathering space.
- City should work with river outfitters to bring canoeing, kayaking and other water sports to town. This will also help with economic development efforts by bringing in customers.
- Newton County is in the process of building an extensive trail system that will connect with the Porterdale Trail that will run through the city's riverfront park.

Cultural and Historic Resources

Issues:

- The people that remember the thriving Porterdale of a generation ago and could tell the story are dying.
- Much of Porterdale's historic residential, commercial, and institutional structures are aging and in need of repair including the gymnasium. There are plans to rebuild the gym and the Friends of Porterdale are currently engaged in a fund raising effort to support those plans.

Opportunities:

- Porterdale has an outstanding opportunity to protect its heritage and share its story, because of the significant historic and cultural resources within the community.
- This heritage should be marketed for both tourism and new residents to bring in people to support the city's retail sector.
- The city should finalize its downtown designation as a historic district and look at other areas for historic designation even if only designated locally.
- Restore and protect historic housing stock, and the historic commercial and institutional structures including the hotel and gymnasium.
- Develop a program to capture the oral history of the mill town to share with visitors, tourists and future generations.

- Preserve and restore the Rose Hill Community, the former African American mill housing community and school.

Community Facilities and Services

Issues:

- Porterdale has an all-volunteer fire department that responds to calls as needed. Because of this, the Insurance Services Office rating is 7 on a scale of 1 to 10, with 1 being the most desirable rating (the highest level of protection and generally the lowest homeowners' insurance rates). This low rating could hinder attempts to attract new businesses and residents.
- Porterdale needs a capital improvements program so that it can accurately plan for and meet the needs of current and future planned development.

Opportunities:

- Water distribution and wastewater collection system (the infrastructure not supply) is owned by the city and its extension by Porterdale is an effective way to designate areas for growth.
- The old gym, a tremendous community asset, should be rebuilt as a multi-use facility. There are plans to rebuild the gym and the Friends of Porterdale are currently engaged in a fund raising effort to fund those plans.
- Porterdale should continue its expansion of outdoor community facilities such as trails, parks and gardens, and swimming pools.

Intergovernmental Coordination

Issues:

- Coordination and communication between parties to intergovernmental agreements will be necessary to ensure that services met the needs of the community and residents.

Opportunities:

- Porterdale should continue to look for and develop opportunities to work with the county and other local governments to reduce costs for services to residents and to create additional benefits.
- Continue to work with Newton County and the other cities on the 2050 Plan being developed by the Center through the Newton County Leadership Collaborative.
- Coordinate with Newton County and Covington on the planned trail network.

Transportation

Issues:

- There is no public transportation system that allows the working population employed outside of the city (92%) to travel to work by means other than private vehicle.
- The intersection of Ga. 81 (South Broad Street) and the Bypass and Crowell Rd creates large traffic backups at certain times of day. GaDOT is redesigning this intersection and Porterdale should continue working to get it reconstructed.
- Ga. 81 (Broad Street) runs right through the middle of town. Any significant expansion will have a negative impact on the character and historic mill town identity. The city may need to look at Flat Shoals Road and the Bypass Road as potential places to redirect pass through traffic to avoid overload in town.
- Porterdale is not accessible to bicycles.

Opportunities:

- Newton County is currently developing an alternative transportation (biking and walking) trail that includes Porterdale, and the Northeast Georgia Regional Commission has created a bike and pedestrian trail system that connects the 12 county area through new and existing trails. This provides Porterdale with an opportunity to link its planned trails—which should be considered alternative transportation routes—to other areas, venues, and desirable locations.
- Porterdale’s historic identity and natural resources will attract bicyclers and pedestrians; work to make city more safe and accommodating for them.

Land Use

Issues:

- Porterdale has very little land left for growth. Much of what is available is not appropriate for development.
- Porterdale needs to adopt mandatory tree protection and planting standards.
- Porterdale does not currently have adequate procedures in place to make it easy for the public to easily stay informed on land use issues, zoning decision and proposed future development.
- Porterdale does not have a citizen education campaign that allows interested parties to easily learn about the city’s land development process.
- Porterdale must review existing ordinances, particularly design standards, and strengthen those that will ensure that future growth is appropriate and protect open space, encourage variety in housing options, and allow for neo-traditional development by right.
- The city needs to develop a sidewalk and bike lane plan and adopt ordinances necessary to ensure implementation.
- Porterdale needs to develop an inventory of vacant sites and buildings available for infill or redevelopment.

Opportunities:

- To generate additional revenue and to ensure that quality growth and development occurs, the city should consider instituting impact fees in compliance with state law.
- The city should ensure that members of the planning commission are well versed in the existing zoning ordinances and codes of the community and that they seek training opportunities to enhance their abilities to serve effectively.
- Study availability of land available for annexation that would be suitable for development, particularly commercial development that would increase opportunities for residents and increase revenue for the city.

Analysis of Existing Development Patterns and Potential Character Areas

Existing Land Use

The existing land use of Porterdale is shown in the maps section of this report on the Existing Land Use Map. Porterdale is a small, mature town that is mostly developed. The land use categories are identified below along with the percentage of total city land area they cover.

Land Use	%
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• Commercial	9.25
• Industrial	.74
• Institutional	.89
• Mixed Use	.38
• Multi-family Residential	.57
• Parks/Recreation/Conservation	11.32
• Single Family Residential	6.53
• Transportation	5.80
• Undeveloped	63.15
• Vacant	1.15
• Waterway	.21

Porterdale is a well-established early 1900’s mill town. Most of the land in the original city limits is developed. While there is a large percentage of undeveloped land, much is not suitable for development due to wetlands, steep slopes and other factors. There are, however, some vacant lots in the town center that the city would like to see developed. Porterdale may want to consider identifying land suitable for annexation to increase the availability of land for development for both commercial and residential uses.

Preliminary Character Areas

Character areas are defined as geographic areas of a community that share unique characteristics worthy of preserving or have the potential to evolve into a unique area with the proper planning and growth management. Character areas are used to illustrate existing patterns of development and as a guide for desired development, particularly when based on a community vision.

Preliminary Porterdale character areas are shown on the Porterdale Character Area map in the map section of this report and are described in detail below.

Character Area	Description
• Commercial Corridor	Strip commercial type development characterized by orientation of building to the road, large traffic volumes, on-site parking and larger setbacks for buildings.
• Commercial Node	Area is located around the intersection of Ga. 81 and the Bypass/Crowell Rd., and presents an opportunity for compact commercial node development.
• Conservation	Areas of protected open space including wetlands, floodplain, and park areas.
• Conservation: Yellow River	Yellow river, banks and tributaries.
• Cultural Heritage: Rose Hill	Area around and including Rose Hill, the traditional African American residential area of the mill town.
• Osprey Historic Mill	Area around and including the historic Osprey mill that is still operating on the northeast side of Georgia 81.
• Historic Porterdale Mill Residential	Three areas within Porterdale that have the primary concentrations of historic mill housing

	including owner, manager and worker housing.
• Historic Porterdale Town Center	Area around and including the original Porter Mill and other commercial and institutional structures in the Porterdale town center.
• Other: Golf Course	Local golf course which was originally built by the mill owners.
• Other: Institutions	Areas of institutional uses in Porterdale.
• Suburban residential	Areas of more modern housing that have been developed and a mostly suburban style characterized by low pedestrian orientation, no transit, high to moderate degree of building separation and varied street patterns, often curvilinear cul-de-sacs and loop roads.

Areas Requiring Special Attention

Areas of Significant natural or cultural resources

• **Mills, housing and associated commercial, religious and civic structures**

The original city limits of Porterdale requires special attention due to its history as an early 1900’s mill town with a significant percentage of its original structures still remaining. The town retains much of its original housing stock and care must be taken to ensure that is not lost as happened with the former city school buildings. The historic residential structures remaining include mill worker, manager and owner housing. See the Historic Resources map in the map section of this report for the location of these structures.

The town gymnasium burned on October 20, 2005. The city and the Friends of Porterdale are currently working to raise money to restore it. It is the last structure remaining in town that was related to the former city schools. See the Historic Resources map in the map section of this report for the gymnasium’s actual location.

Some structures have been renovated. Several homes have had significant work done by various owners including the original mill owner’s home. The original Porter Mill sits adjacent to the Yellow River and was converted into lofts and retail space in the early 2000’s and currently has a high occupancy rate. The former cotton warehouse was converted into a mixed-use project including shops and dwellings. The retail is struggling to take hold and part of this plan will be to identify strategies to encourage more successful retail and economic development appropriate to Porterdale.

Other significant historic structures remaining include churches, depot, jail, hospital and the former mill buildings. One mill is still operating. See the Historic Resources map in the map section of this report for the actual locations of these resources.

• **Rose Hill**

Rose Hill is the former African American residential area of the Porter Mill housing. It still retains several original homes, though in need of repair, and a former school building. There is a unique opportunity in Porterdale to show early 1900s mill life including this important part of the history. See the Historic Resources map in the map section of this report for Rose Hill’s actual location.

- **Yellow River**

Porterdale built up around the Porter Mill that was located along the Yellow River because of the need for hydropower. The river runs through the heart of town. The river, stream banks, shoals, and wetlands need protection from the impact of future development. The river is one of the resources the city has to encourage economic development and bring people to town for recreation and to spend money. Its protection is vital. This plan will include strategies to maximize the opportunities the Yellow River represents. See the Porterdale Wetlands map in the map section of this report for the location of the Yellow River.

There are some areas of steep slopes located within the city, particularly along the river. See Steep Slopes map in map section of this report.

Areas where rapid development or change of land uses is likely to occur

Porterdale is not under as much development pressure as other areas of Newton County. There is currently not that much vacant land suitable for development in the city. There are several areas, however, that the city has considered annexing over the years and these properties may come back up for annexation in the future. The largest of these areas is located southeast of the city limits between the Yellow River and the Covington Bypass. There is already limited commercial and residential development in this area but future development could negatively impact the river if not managed properly. Buildings should also be reflective of the traditional architectural styles found within Porterdale. See the Porterdale Character Area Map in the map section of this report for the location of these areas of potential future development.

Areas where the pace of development has and/or may outpace the availability of community facilities and services, including transportation

For the most part, the city has adequate services and facilities for development and has capacity for anticipated future growth. Porterdale is located in a fast growing part of Newton County and traffic from those living in and around Porterdale has become a problem. The intersection of South Broad Street (Ga. 81) and Crowell Road/Bypass Road is particularly congested and traffic backups are significant. GaDOT has plans to rework this intersection.

Broad Street (Ga. 81) runs right through town and any widening would significantly change the character of Porterdale. Appropriate attention must be given to managing pass through traffic to maintain the small town character.

See the Porterdale Location and Transportation system map in the map section of this report for the location of these sites.

Areas in need of redevelopment and/or significant improvements to aesthetics or attractiveness (including strip commercial corridors)

Porterdale needs to pay special attention to gateways and entrances into the city. As development and redevelopment occur, the city needs to work to get more aesthetically pleasing gateways. Coming into town on Ga. 81 from Covington needs particular attention. While some of the development is in Covington and the unincorporated areas of Newton County, development design standards and other ordinances such as adequate sign control will help improve the appearance of properties within the city over time. See the Porterdale Location and Transportation system map in the map section of this report for the location of these sites.

Some areas of the historic mill housing also need work. Over time, absentee landlords and tenants have contributed to a situation where homes have become run down or even abandoned. Working with property owners to make repairs (possibly with Community Development Block Grant funds) and enforcement of the basic housing and nuisance codes is needed. See the Porterdale Historic Resources map in the map section of this report for the location of these historic neighborhoods.

Large abandoned structures or sites, including those that may be environmentally contaminated

There are three mill buildings in Porterdale. One has been converted into lofts, one is still in operation though not using all of the facility, and one is essentially vacant with a private owner. The two mills that have not been redeveloped represent real opportunities and risks. Special attention should be paid to any lingering environmental risks from the vacant mill and the operating mill. Both may offer an opportunity down the road for further development in line with the renovated mill and cotton warehouse. See the Porterdale Historic Resources map in the map section of this report for the location of these sites.

Areas with significant infill development opportunities (scattered vacant sites)

There are opportunities for infill as well as restoration and rehabilitation in the traditional neighborhoods in Porterdale and in the downtown commercial area. The city should work to ensure that new development is compatible with the architectural style and character of Porterdale.

Areas of significant disinvestment, levels of poverty, or unemployment substantially higher than average levels for the community as a whole.

When measuring disinvestment, levels of poverty and unemployment, the most localized census projections are made at the county level. Firm data on more small areas such as Porterdale will be available in the 2010 census that will be released in the first quarter of 2011.

Indicators from 2000 are available by postal zip code. Porterdale's zip code is 30070. This data indicates the poverty rate at 19.0% for individuals and 11.1% of families. It also indicates an unemployment rate of 1.6% with 51.2% otherwise not in the labor force. It is important to note that this zip code extends beyond the city limits of Porterdale. It is not exclusive to the city but does include all of Porterdale.

The current recession has impacted Porterdale but sources showing such impact are not readily available for a city the size of Porterdale. City-data.com, a website focused on community statistics indicates significantly worse poverty rates in Porterdale since 2000. This site's sources are not entirely clear but if their numbers are accurate, poverty is significantly worse in 2011 than it was in 2000. As 2011 census numbers become available the Porterdale plan will be amended to include up-to-date and accurate poverty numbers.

The more recent statistics found on City-data.com indicate a poverty rate for 2007 of 24.9% compared to 14.3% for the state. This source also shows that 31.3% of children in Porterdale lived in poverty in 2007 compared to a rate of 19.4% for the state. These are clearly of concern and should be verified as 2010 census numbers become available.

Analysis of Consistency with Quality Community Objectives

Regional Identity Objective

Regions should promote and preserve an identity defined in terms of traditional regional architecture, common economic linkages that bind the region together, or other shared characteristics.

Objective	Status/Comments
<ul style="list-style-type: none"> Community is characteristic of the region in terms of architectural styles and heritage. 	Yes, typical of an early 1900s textile mill town.
<ul style="list-style-type: none"> Community is connected to the surrounding region for economic livelihood through businesses that process local agricultural products. 	No
<ul style="list-style-type: none"> Community encourages businesses that create products that draw on our regional heritage (mountain, agricultural, metropolitan, coastal). 	Yes
<ul style="list-style-type: none"> Community participates in the Georgia Department of Economic Development's regional tourism partnership. 	No
<ul style="list-style-type: none"> Community promotes tourism opportunities based on the unique characteristics of our region. 	Yes, textile mill heritage.
<ul style="list-style-type: none"> Community contributes to the region, and draws from the region as a source of local culture, commerce, entertainment and education. 	Yes

Growth Preparedness Objective

Each community should identify and put in place the prerequisites for the type of growth it seeks to achieve. These may include housing and infrastructure (roads, water, sewer, and telecommunications) to support new growth, appropriate training of the workforce, ordinances to direct growth as desired, or leadership capable of responding to growth opportunities.

Objective	Status/Comments
<ul style="list-style-type: none"> Community has population projections for the next 20 years that we refer to when making infrastructure decisions. 	Yes, will have up to date projections when Comprehensive plan is completed in early 2011.
<ul style="list-style-type: none"> Local governments, the local school board, and other decision-making entities use the same population projections. 	No, Porterdale residents use the Newton County School system.
<ul style="list-style-type: none"> Community's elected officials understand the land development process in our community. 	Yes
<ul style="list-style-type: none"> Community has reviewed our development regulations and/or zoning code recently and believes that our ordinances will help us achieve our QCO goals. 	No, but review of appropriateness of existing codes will be conducted as part of the Comprehensive Planning process.
<ul style="list-style-type: none"> Community has a Capital Improvements 	No, Porterdale should develop a capital

Program that supports current and future growth.	improvements program to ensure that needs of future planned growth are met.
<ul style="list-style-type: none"> Community has designated areas of our community where we would like to see growth and these areas are based on a natural resources inventory of our community. 	Yes, review and reevaluation will be part of the Comprehensive Planning process.
<ul style="list-style-type: none"> Community has clearly understandable guidelines for new development. 	Recommendations for improvement will be an outcome of the Comprehensive Planning process.
<ul style="list-style-type: none"> Community has a citizen-education campaign to allow all interested parties to learn about development processes in the community. 	No
<ul style="list-style-type: none"> Community has procedures in place that make it easy for the public to stay informed about land use issues, zoning decisions and proposed new development. 	No
<ul style="list-style-type: none"> Community has a public awareness element in the Comprehensive Planning process. 	Yes, see Community Participation Plan.

Appropriate Business Objective

The businesses and industries encouraged to develop or expand in a community should be suitable for the community in terms of job skills required, linkages to other economic activities in the region, impact on the resources of the area and future prospects for expansion and creation of higher-skill job opportunities.

Objective	Status/Comments
<ul style="list-style-type: none"> Community's economic development organization has considered the community's strengths, assets and weaknesses and has created a business development strategy based on them. 	No, Porterdale has no active economic development organization. Planning to reactivate Downtown Development Authority.
<ul style="list-style-type: none"> Community's economic development organization has considered the types of businesses already in our community and has a plan to recruit businesses and industries that will be compatible. 	No, Porterdale needs to develop an economic development plan or strategy and determine what are the most appropriate business to recruit.
<ul style="list-style-type: none"> Community recruits firms that provide or create sustainable products. 	No, Porterdale needs to develop an economic development plan and determine the most appropriate businesses to recruit.
<ul style="list-style-type: none"> Community has a diverse jobs base, so that one employer leaving would not cripple our economy. 	No, most residents work outside of Porterdale in Newton County and the surrounding region.

Educational Opportunities Objective

Educational and training opportunities should be readily available in each community to permit community residents to improve their job skills, adapt to technological advances, or to pursue entrepreneurial ambitions.

Objective	Status/Comments
<ul style="list-style-type: none"> Community provides workforce training options for its citizens. 	No, but programs are available in the county and region.
<ul style="list-style-type: none"> Community workforce training programs provide citizens with skills for jobs that are available in our community. 	No, but programs are available in the county and region.
<ul style="list-style-type: none"> Community has higher education opportunities or is close to a community that does. 	Yes
<ul style="list-style-type: none"> Community has job opportunities for college graduates, so that our children make live and work here if they choose. 	Yes, not actually in Porterdale but in Newton County and the surrounding region.

Employment Options Objective

A range of job types should be provided in each community to meet the diverse needs of the local workforce.

Objective	Status/Comments
<ul style="list-style-type: none"> Community's economic development program has an entrepreneur support program. 	No program in Porterdale. The city needs to develop an economic development plan and take entrepreneur support into account. Most of the businesses in Porterdale were started by entrepreneurs.
<ul style="list-style-type: none"> Community has jobs for skilled labor. 	Very few but many in Newton County and the surrounding region.
<ul style="list-style-type: none"> Community has jobs for unskilled labor. 	More than with skilled labor but still limited. Additional in Newton County and surrounding region.
<ul style="list-style-type: none"> Community has professional and managerial jobs. 	Extremely limited in city limits. More in Newton County and surrounding region.

Heritage Preservation Objective

The traditional character of the community should be maintained through preserving and revitalizing historic areas of the community, encouraging new development that is compatible with the traditional features of the community, and protecting other scenic or natural features that are important to defining the community's character.

Objective	Status/Comments
<ul style="list-style-type: none"> Community has designated historic districts. 	Yes, in process. Historic assets identified but city needs to make final decisions on boundaries and put the historic preservation commission in place.
<ul style="list-style-type: none"> Community has an active historic preservation commissions. 	Not currently active but will be once historic districts are final. Ordinance setting up commission is in place.

<ul style="list-style-type: none"> Community wants new development to complement our historic development, and we have ordinances in place to ensure this. 	Yes and ordinances will be reviewed for adequateness as part of the Comprehensive Planning process.
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Open Space Preservation Objective

New development should be designed to minimize the amount of land consumed and open space should be set aside from development for use as public parks or as greenbelts and wildlife corridors.

Objective	Status/Comments
<ul style="list-style-type: none"> Community has a greenspace plan. 	Not a formal plan. Will be formalized through updating the comprehensive plan.
<ul style="list-style-type: none"> Community is actively preserving greenspace through direct purchase or by encouraging set-asides in new development. 	Yes through direct purchase. Set-aside requirements will be reviewed as part of the Comprehensive Planning process.
<ul style="list-style-type: none"> Community has a local land conservation program, or work with state or national land conservation programs to preserve environmentally important areas in the community. 	No
<ul style="list-style-type: none"> Community has conservation subdivision ordinance for residential development that is widely used and protects open space in perpetuity. 	No, but plans to update land development and zoning regulations based on Comprehensive Plan findings.

Environmental Protection Objective

Air quality and environmentally sensitive areas should be protected from negative impacts of development. Environmentally sensitive areas deserve special protection, particularly when they are important for maintaining traditional character or quality of life of the community or region. Whenever possible, the natural terrain, drainage and vegetation of an area should be preserved.

Objective	Status/Comments
<ul style="list-style-type: none"> Community has a comprehensive natural resources inventory. 	No but will be included as part of the comprehensive planning process.
<ul style="list-style-type: none"> Community used this resource inventory to steer development away from environmentally sensitive areas. 	No
<ul style="list-style-type: none"> Community has identified our defining natural resources and taken steps to protect them. 	Yes, Yellow River and has adopted wetland, river corridor and flood damage prevention codes.
<ul style="list-style-type: none"> Community has passed the necessary “Part V” environmental ordinances and we enforce them. 	Yes, for wetlands and river corridor protection. Need to review and consider steep slope ordinance and recharge areas.
<ul style="list-style-type: none"> Community has a tree preservation ordinance that is actively enforced. 	Not mandatory just encouraged. Need to review and adopt mandatory regulations.
<ul style="list-style-type: none"> Our community has a tree-replanting ordinance for new development. 	Yes
<ul style="list-style-type: none"> Community is using stormwater best 	Yes

management practices for all new development.	
<ul style="list-style-type: none"> Community has land use measures that will protect the natural resources in our community (steep slopes, flood plain or marsh protection). 	Yes, need to consider and adopt steep slope regulations.

Regional Cooperation Objective

Regional cooperation should be encouraged in setting priorities, identifying shared needs, and finding collaborative solutions, particularly where it is critical to success of a venture such as protection of shared natural resources.

Objective	Status/Comments
<ul style="list-style-type: none"> Community plans jointly with other cities and county for comprehensive planning purposes. 	Not this time on the comprehensive plan but will in future. Community participates in the 2050 plan developed through The Center and its Leadership Collaborative.
<ul style="list-style-type: none"> Community is satisfied with our Service Delivery Strategy. 	Yes, but should continue looking for opportunities to improve service delivery efficiency in Newton County.
<ul style="list-style-type: none"> Community initiated contact with other local governments and institutions in our region in order to find solutions to common problems or to craft region wide strategies. 	Yes
<ul style="list-style-type: none"> Community meets regularly with neighboring jurisdictions to maintain contact, build connections and discuss issued of regional concern. 	Yes

Transportation Alternatives Objective

Alternatives to transportation by automobile, including mass transit, bicycle routes and pedestrian facilities, should be made available in each community. Greater use of alternate transportation should be encouraged.

Objective	Status/Comments
<ul style="list-style-type: none"> Community has public transportation. 	No, very small city and not affordable.
<ul style="list-style-type: none"> Community requires new development to connect with existing development through a street network, not a single entry point (no cul-de-sacs). 	No
<ul style="list-style-type: none"> Community has a good network of sidewalks to allow people to walk to a variety of destinations 	No
<ul style="list-style-type: none"> Community has a sidewalk ordinance that requires all new development to provide user-friendly sidewalks. 	No
<ul style="list-style-type: none"> Community requires that newly built sidewalks connect to existing sidewalks wherever possible. 	No
<ul style="list-style-type: none"> Community has a plan for bicycle routes 	No, but are part of RC's and Newton County's

through town.	effort to develop regional bike/pedestrian network.
<ul style="list-style-type: none"> Community allows commercial and retail development to share parking areas wherever possible. 	Yes

Regional Solutions Objective

Regional solutions to needs shared by more than one local jurisdiction are preferable to separate local approaches, particularly where this will result in greater efficiency and less cost to the taxpayer.

Objective	Status/Comments
<ul style="list-style-type: none"> Community participates in regional economic development organizations. 	No
<ul style="list-style-type: none"> Community participates in regional environmental organizations and initiatives, especially regarding water quality and quantity issues. 	No
<ul style="list-style-type: none"> Community works with other local governments to provide or share appropriate services such as public transit, libraries, special education, tourism, parks and recreation, emergency response, E-911, homeland security, etc. 	Yes, 911 services, animal control, water, jail
<ul style="list-style-type: none"> Community thinks regionally especially in terms of issues like land use, transportation and housing, understanding that these go beyond local government borders. 	Yes

Housing Opportunities Objective

Quality housing and a range of housing size, cost, and density should be provided in each community to make it possible for all who work in the community to also live in the community.

Objective	Status/Comments
<ul style="list-style-type: none"> Community allows accessory units like garage apartments or mother-in-law units. 	Yes, zoning allows “accessory dwellings” by right but lacks details about what qualifies as an accessory dwelling.
<ul style="list-style-type: none"> People who work in our community can also afford to live in the community. 	Yes, but most residents work outside the city in Newton County and the surrounding region.
<ul style="list-style-type: none"> Community has enough housing for each income level (low, moderate, and above average). 	Adequate supply of low to moderate, planning for more in the above average range.
<ul style="list-style-type: none"> Community encourages new residential development to follow the pattern of our original town, continuing the existing street design and maintaining small setbacks. 	Yes, but need to adopt formal standards.
<ul style="list-style-type: none"> Community has options available for loft living, downtown living or “neo-traditional” development. 	Yes
<ul style="list-style-type: none"> Community has vacant and developable 	No

land available for multi-family housing.	
• Community allows multi-family housing to be developed.	Yes
• Community supports community development corporations that build housing for lower-income households	Not at this time, adequate lower income housing in Porterdale.
• We have housing programs that focus on households with special needs.	No
• Community allows small houses built on small lots (less than 5,000 square feet) in appropriate areas.	No but the traditional development pattern of small mill houses is to be continued. May not be on as small a parcel as 5,000 square feet.

Traditional Neighborhood Objective

Traditional neighborhood development patterns should be encouraged including use of more human scale development, mixing uses within easy walking distance of one another, and facilitating pedestrian activity.

Objective	Status/Comments
• Community zoning does not separate commercial, residential and retail uses in every district.	Yes, there is a mixed-use district but it should be reviewed and updated if necessary.
• Community has ordinances in place that allow neo-traditional development by right so that developers do not have to go through a long variance process.	No, other than the mixed use district, districts require standard large setbacks, etc. Review and update of land development and zoning codes will be an outcome of this plan.
• Community has a street tree ordinance that requires new development to plant shade bearing trees appropriate to our climate.	Yes, but it should be reviewed and updated if necessary.
• Community has an organized tree planting campaign in public areas that will make walking more comfortable in the summer.	No
• Community has a program to keep our public areas (commercial, retail districts, parks) clean and safe.	Yes, police department.
• Community maintains its sidewalks and vegetation well so that walking is an option some would chose.	Yes
• In some areas several errands can be made on foot if so desired.	Yes
• Some of our children can and do walk to school safely.	No, schools located outside of the city in Newton County.
• Some of our children can and do bike to school safely.	No, schools located outside of the city in Newton County.
• Schools are located in or near neighborhood in our community.	No, Porterdale residents attend Newton County schools which with the exception of the high school are located outside the city.

Infill Development Objective

Communities should maximize the use of existing infrastructure and minimize the conversion of undeveloped land at the urban periphery by encouraging development or redevelopment of sites closer to the downtown or traditional urban core of the community.

Objective	Status/Comments
<ul style="list-style-type: none"> Community has an inventory of vacant sites and buildings that are available for redevelopment and/or infill development 	No, city needs to develop inventory of such sites.
<ul style="list-style-type: none"> Community is actively working to promote brownfield redevelopment. 	No
<ul style="list-style-type: none"> Community is actively working to promote grey field redevelopment. 	No
<ul style="list-style-type: none"> Community has areas that are planned for nodal development (compacted near intersections rather than spread along a major road). 	No, but comprehensive plan will address this issues.
<ul style="list-style-type: none"> Community allows small lot development (5,000 square feet or less) for some uses. 	No, but historic residential development pattern is small parcels and small homes though parcels are not as small as 5,000 square feet.

Sense of Place Objective

Traditional downtown area should be maintained as the focal point of the community or, for newer areas where this is not possible, the development of activity centers that serve as community focal points should be encouraged. These community focal points should be attractive, mixed use, pedestrian friendly places where people choose to gather for shopping, dining, socializing, and entertainment.

Objective	Status/Comments
<ul style="list-style-type: none"> If someone dropped from the sky into our community they would know immediately where they were based on our distinct characteristics. 	Yes, late 1800s to early 1900s mill town.
<ul style="list-style-type: none"> We have delineated the areas of our community that are important to our history and heritage and have taken steps to protect these areas. 	Yes, need to follow through with Historic District designation.
<ul style="list-style-type: none"> Community has ordinances to regulate the aesthetics of development in our highly visible areas. 	Yes, but need to be reviewed and updated if necessary.
<ul style="list-style-type: none"> Community has ordinances to regulate the size and type of signage. 	Yes
<ul style="list-style-type: none"> Community offers a development guidebook that illustrated the type of new development that is desired. 	No
<ul style="list-style-type: none"> If applicable, community has a plan to protect designated farm land. 	Not applicable

Supporting Analysis of Data and Information

Population

The overall population of Porterdale has been declining and is predicted to continue to decline 7%-9% per decade through 2030. Within Newton County, the only other municipality with predicted decline is Mansfield, with all other municipalities and the county as a whole projecting growth between 3%-13%.

The age breakdown and projected changes in the makeup of the population are trending younger. The population over the age of 55 is projected to decline significantly in the window 1980-2030, falling over 90%. It is reasonable to believe that because of the mill and tendency toward “lifelong” residency and the time that has elapsed since the closure of the mills, many of these lifelong residents are aging and dying. At the same time the number of young families is growing significantly, with the number of children growing at a steady rate and the number of 35-44 year olds more than doubling over the same period.

Porterdale has historically been over 90% white, though projections for the coming decades indicate a slight decline in these numbers. By 2030, the percentage of the population that is white will fall below 90% for the first time, with continued slight *decreases* in the black/African American population and *increases* in the Asian/Pacific Islander population and the other races population.

While the anticipated growth in household incomes and per capita incomes in the city is anticipated to increase steadily in the coming years, Porterdale and Covington have been identified as having the highest concentrations of poverty in Newton County.

Economic Development

The number of Porterdale residents working within the city has remained and is projected to remain constant in the coming decades. The closing of the mills and the lack of new jobs has left the city in the position where over 90% of Porterdale residents work outside of the city.

The primary employment sectors of Porterdale residents are construction, retail trade, and transportation and warehousing. These three industries are anticipated to continue to make up over 80% of the working population.

Sales and Use Tax revenue for the city of Porterdale peaked in 2007 and has been on a steady decline of roughly 5% per year since that time. Trends for 2010 indicate that the decline will still be present, though less severe than 5%. Strategic economic development efforts could help increase revenue.

Housing

The housing situation in Porterdale has changed and is expected to continue to change drastically in the coming years. The number of overall housing units has been declining, largely due to the age of the housing stock and the conditions of those units based on neglected maintenance and improvements. The trend has been toward multi-unit facilities, like the conversion of the mill building on the Yellow River to loft apartments with high occupancy rates. As late as 1980, nearly 80% of the housing stock was built prior to 1939. There was, however, a building boom in

the 1990's, particularly as it relates to single-family detached housing that is serving to offset the older housing stock that is being lost.

Within those housing units, the percentage of homes that are anticipated to be cost burdened is rising. By 2030, it is projected that 63% will be paying over 30% of their income toward their housing, and 35% will be paying more than 50%.

Natural and Cultural Resources

- Environmental Planning Criteria: Porterdale has adopted the following to meet the Environmental Planning Criteria required by the Georgia Department of Natural Resources.
 - River Corridor Protection Ordinance—Chapter 44 Porterdale City Code.
 - Wetlands Protection Ordinance—Chapter 45 Porterdale City Code.

- Other Environmentally Sensitive Areas: Porterdale has adopted ordinances protecting floodplains and promoting water conservation.
 - Water Conservation Ordinance—Chapter 38 Porterdale City Code.
 - Flood Damage Prevention Ordinance—Chapter 34 Porterdale City Code.
 - Consider protecting steep slopes—see steep slopes map in map section of this report.

- Significant Natural Resources
 - Yellow River and wetlands including city parkland—Wetlands and Parks and Recreation map in map section of this report.

- Significant Cultural Resources
 - Porterdale is an early 1900's textile mill town that still retains much of its historic residential, commercial and institutional structures. This includes the Rose Hill area that was the traditional African American residential area in the mill town. See the Historic Resources Map and Proposed Character Areas Map in map section of this report for the location of these significant cultural resources.

Community Facilities and Services

- Water Supply and Treatment
 - Joint effort by Porterdale and Newton County. The county treats and supplies water and Porterdale maintains the distribution system within the city limits. There is adequate capacity for anticipated future growth in Porterdale.

- Sewerage System and Wastewater Treatment
 - Joint effort by Porterdale and Newton County. The county collects and treats wastewater and Porterdale maintains the collection system. There is adequate capacity for anticipated future growth in Porterdale.

- Other Facilities and Services: Porterdale provides the following services directly—see community facilities map and parks and recreation map in map section of this report.
 - Volunteer fire
 - Public safety

- Parks and recreation
- Solid waste collection and disposal
- Storm water management
- Consistency with Service Delivery Strategy: The city is part of an approved, adopted service delivery strategy. It was adopted in February 2008.
 - Porterdale’s current service delivery areas are consistent with that agreement.
 - City Manager coordinates service delivery strategy.

Intergovernmental Coordination

Porterdale relies on Newton County to provide the Tax Assessment, Tax Digest, and Voter Registration functions. While the Newton County government provides the assessment and digest, the billing of those property taxes is privately managed.

In regard to specific services, Porterdale relies on other governments to provide animal control, e-911, jail, water supply and water treatment services.

Coordination with other governments in the provision of public facilities is minimal. Overwhelmingly, public facilities are not provided in Porterdale. Those that are available are provided directly by the city government.

The other mechanism for intergovernmental coordination is through the Leadership Collaborative managed by the Center in Covington. Through this collaborative elected officials from all governments in Newton County have developed the 2050 Plan for future for development countywide.

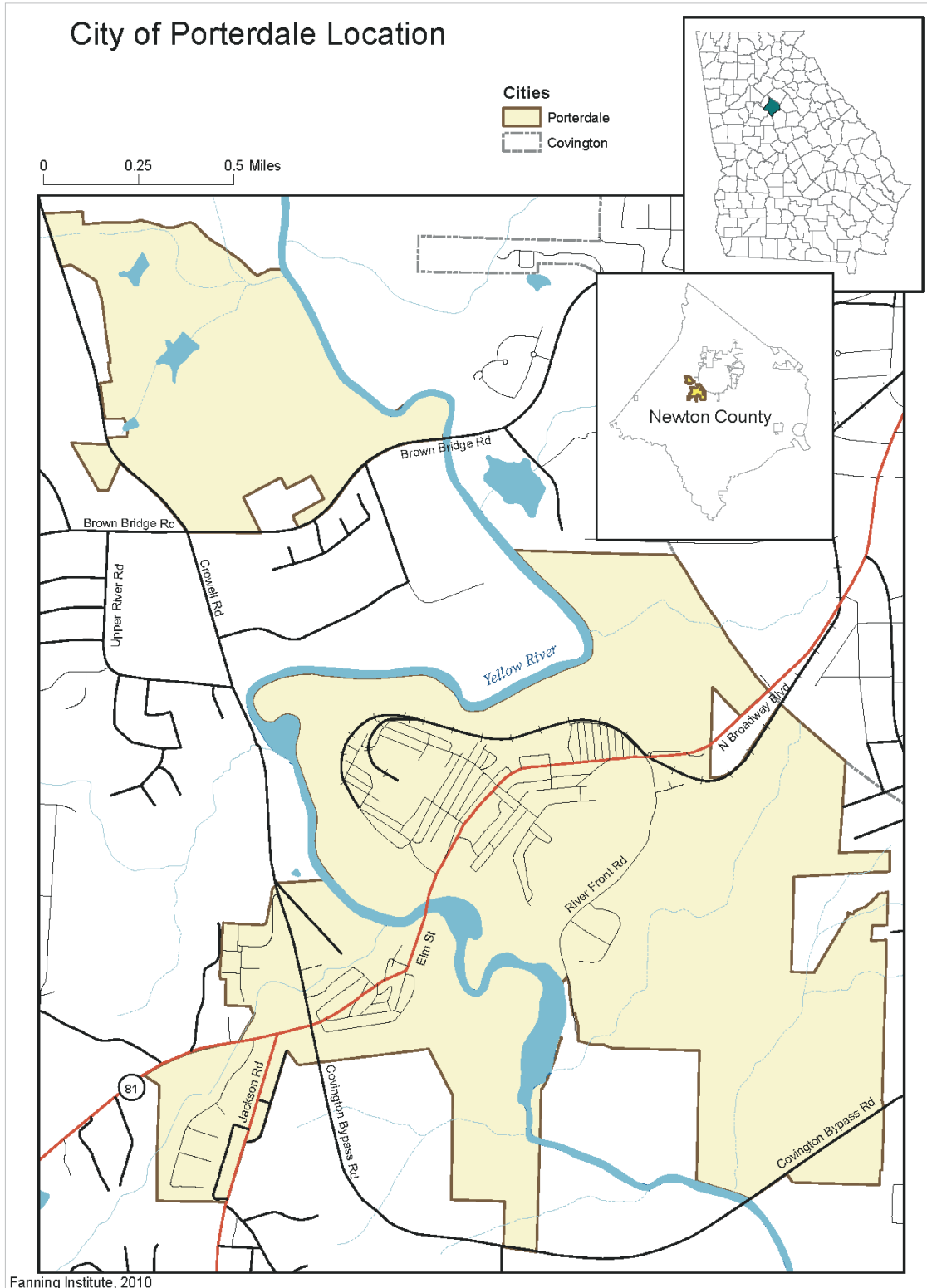
Transportation System

- Road network: Porterdale is a small town with limited road network. Ga. 81 runs through the heart of town and other than that all other roads are city roads. The intersection of Ga. 81 and Crowell Rd/Bypass Rd south of town creates significant traffic jams. GaDOT is redesigning this intersection. Porterdale needs to ensure construction occurs—see transportation network map in map section of this report.
- Alternative Modes: Currently there are no real opportunities for alternative modes for transportation other than pedestrian and bicycle traffic. The city needs to make it safer for both modes. The city is planning trails that will connect the proposed Newton County trail system and participates in the Northeast Georgia Regional Commissions trail planning process.
- Parking: There is currently sufficient parking in the town center area of Porterdale.
- Railroads, Trucking, Port facilities and Airports: Other than trucks delivering to and from the remaining textile mill, trucking is not a significant factor in the city’s road network. There are no railroads, port facilities or airports in town, but there are in the county and surrounding region.
- Transportation and Land Use Connection: Currently the transportation land use connection is not an issue for Porterdale. The one intersection with significant congestion (Ga. 81 at

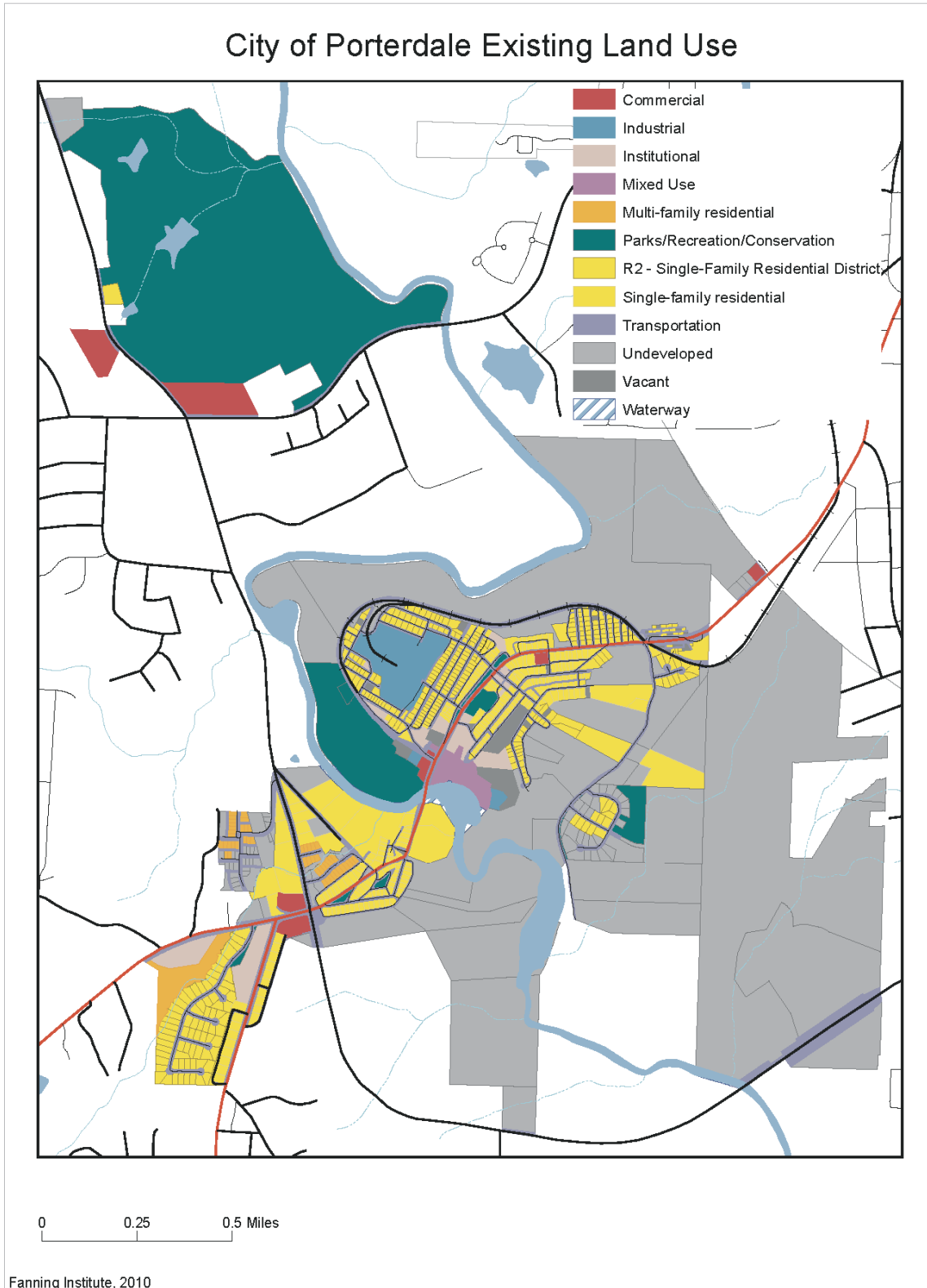
Crowell/Bypass road) is more the result of growth outside of the Porterdale city limits as opposed to growth within the city itself.

Maps

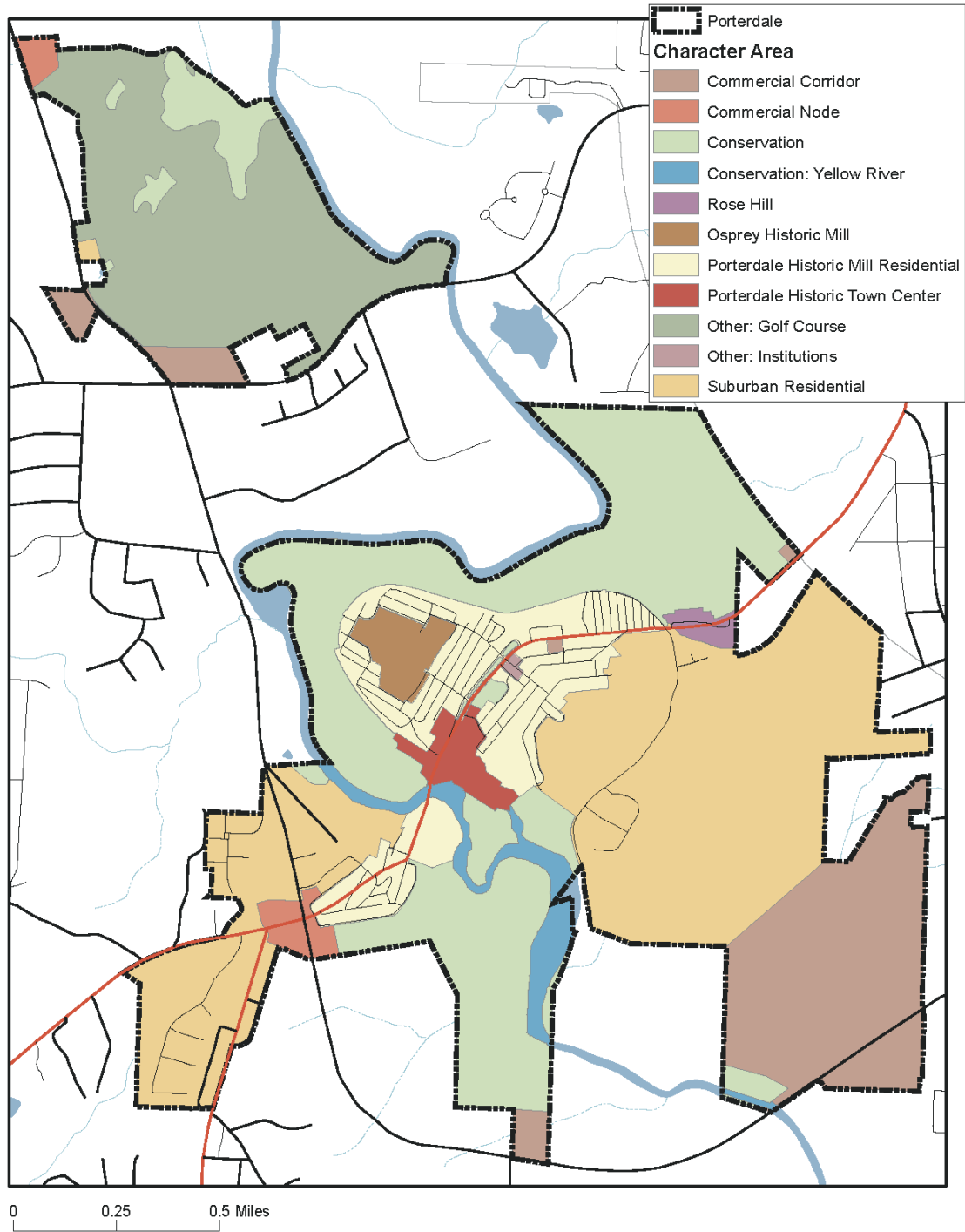
Porterdale Location and Transportation System



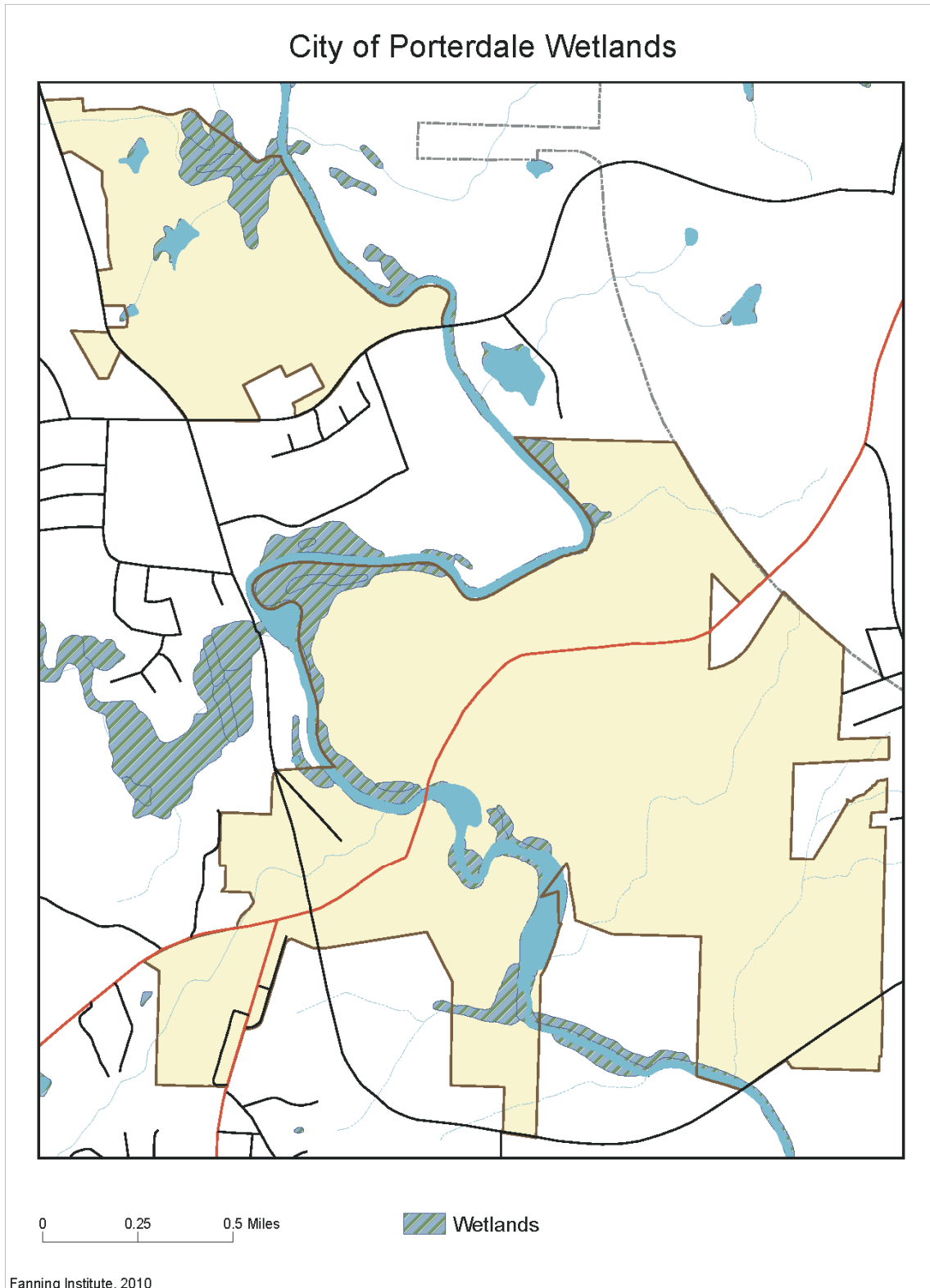
Porterdale Existing Land Use



City of Porterdale Character Areas

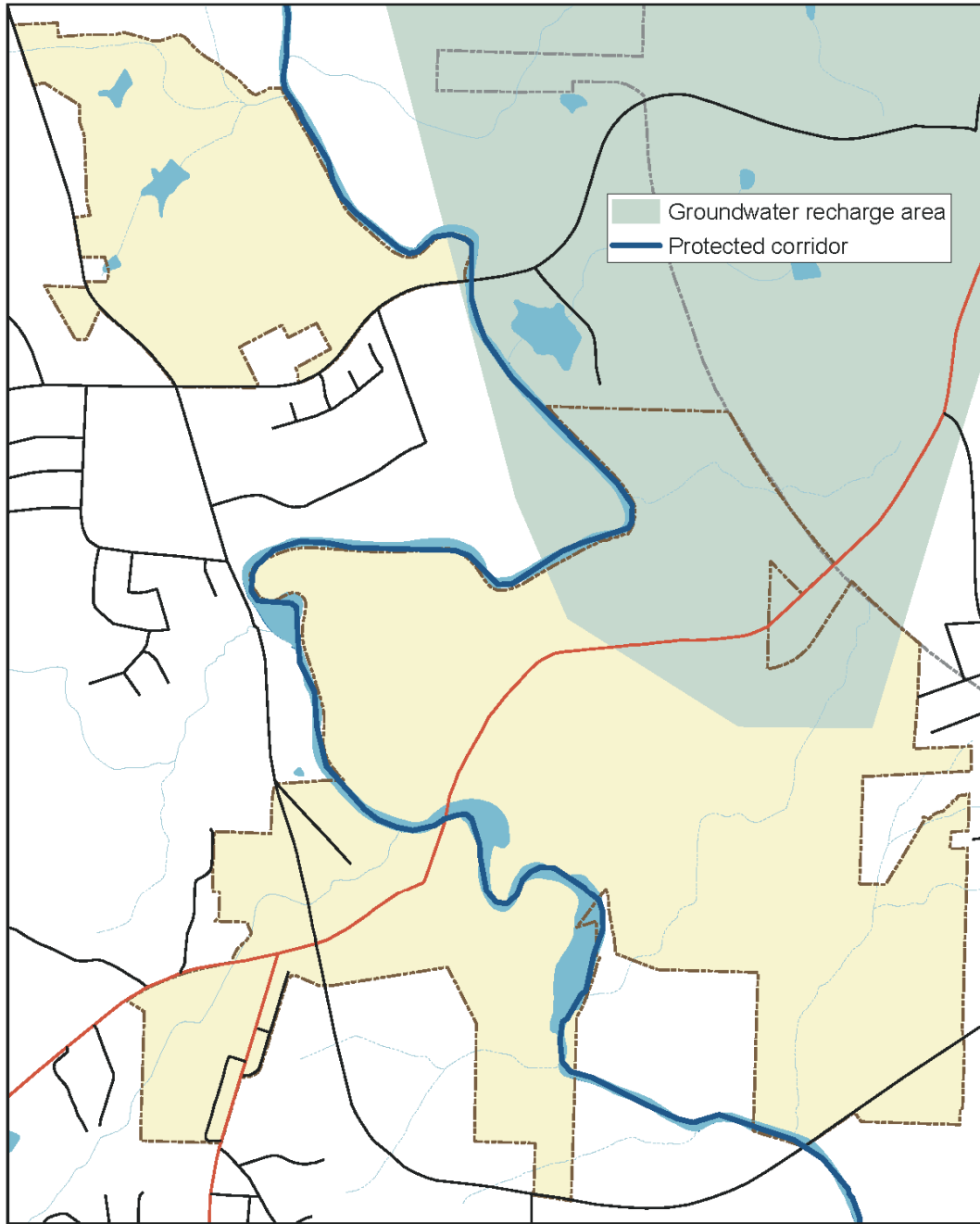


Porterdale Wetlands



Porterdale Recharge Areas and Protected Corridor

City of Porterdale Groundwater Recharge Area and Protected Corridor

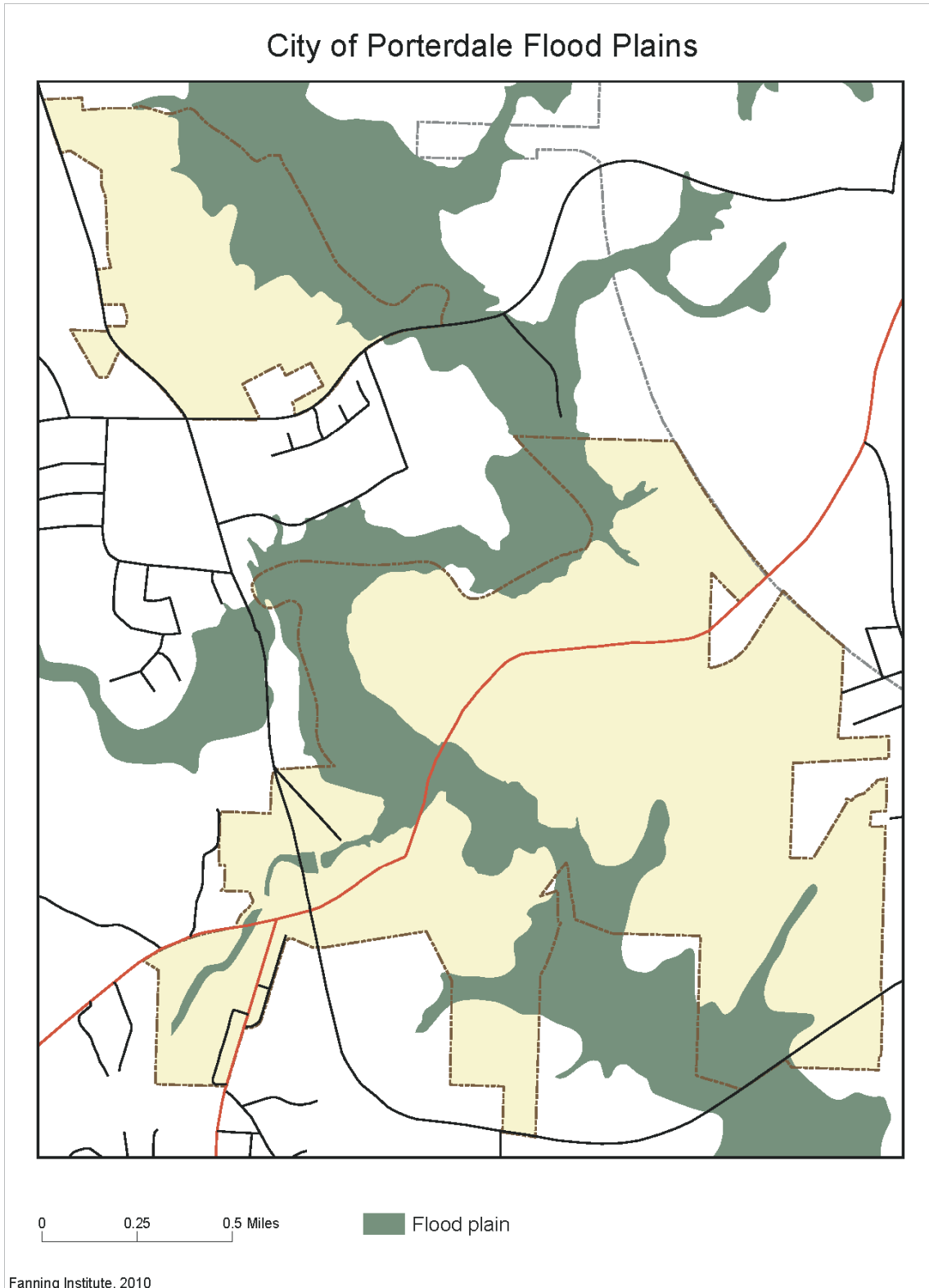


Georgia State Law ((HB No. 643, Section 12-2-8, Article 1, Chapter 2, Title 12) defines protected river corridors as 100 foot strips of land flanking streams with a mean annual flow of 400 cubic feet per second or greater, including any water bodies that occur along these streams. The 100-ft buffer is not depicted here.

0 0.25 0.5 Miles

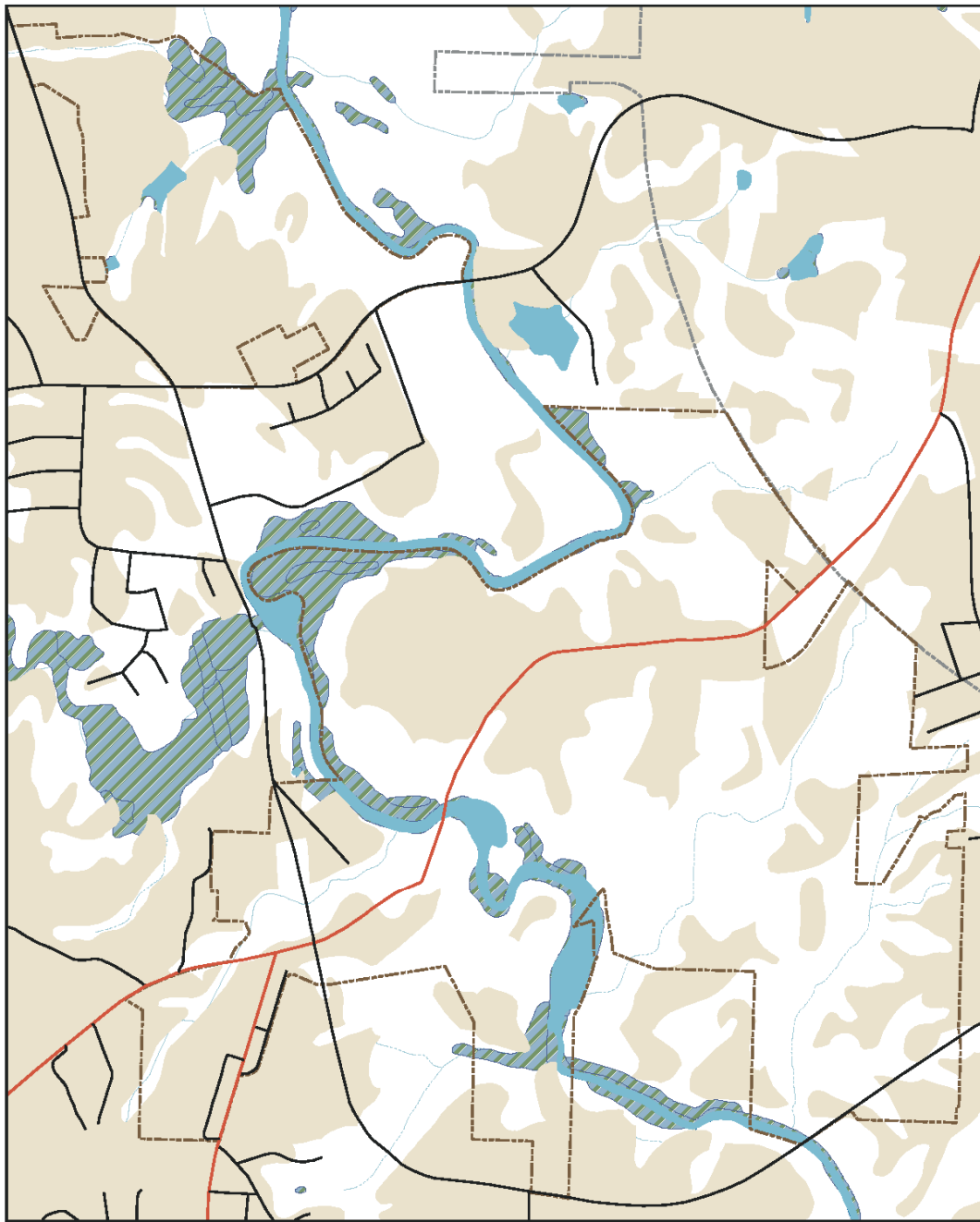
Fanning Institute, 2010

Porterdale Floodplains



Porterdale Soils Suitable for Development

City of Porterdale Soil Suitable for Development

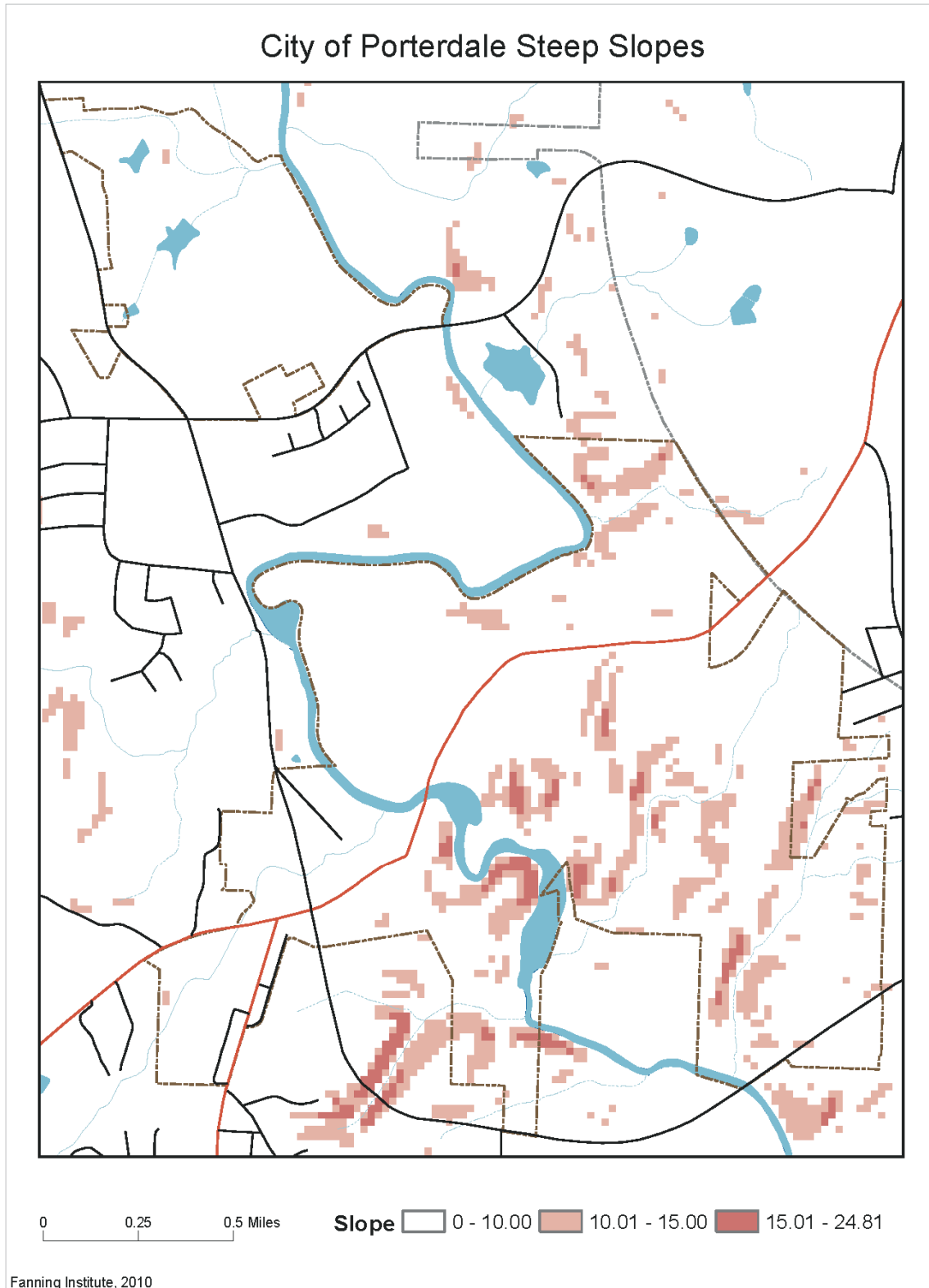


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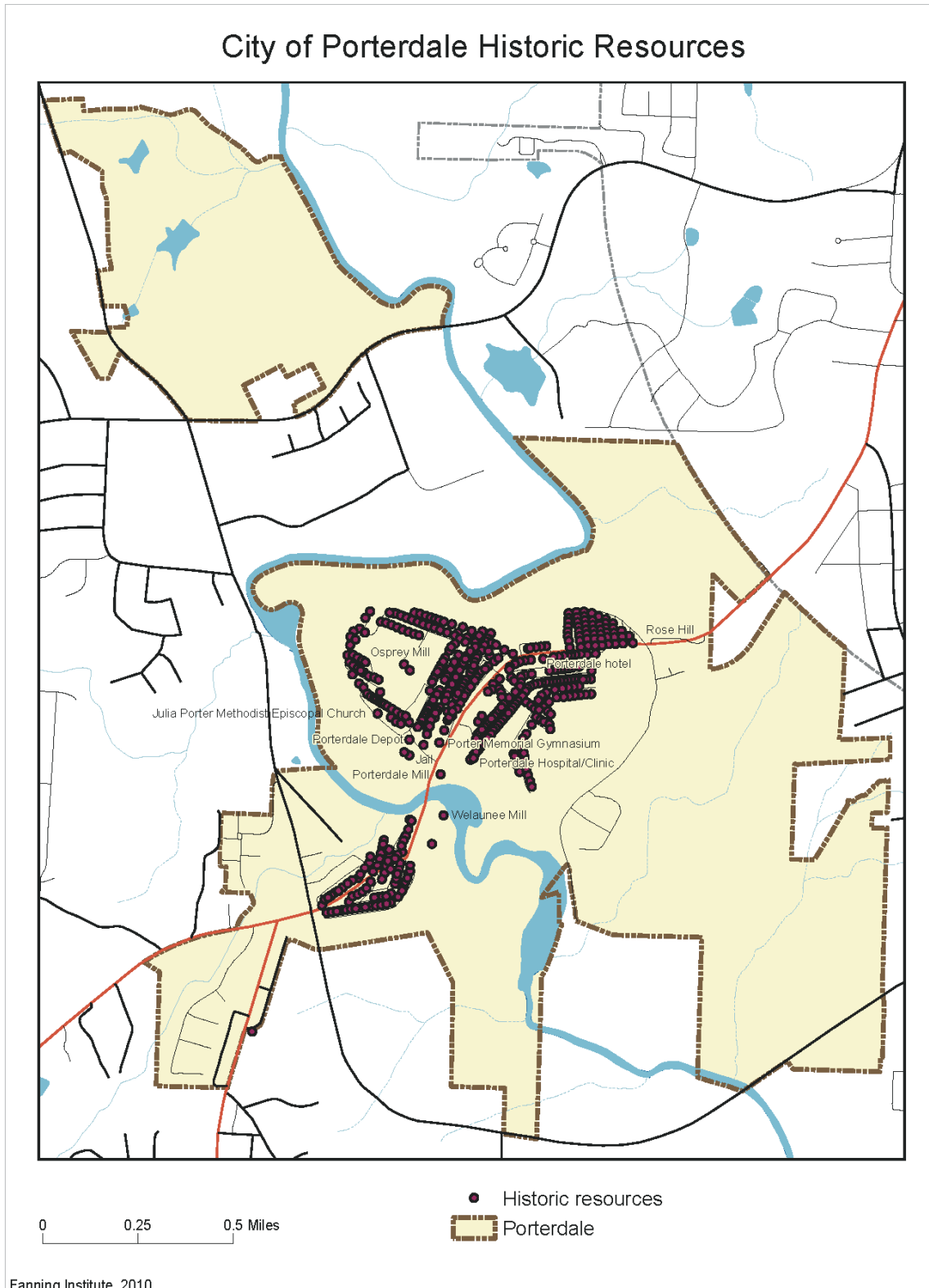
Soil
Porterdale

Fanning Institute, 2010

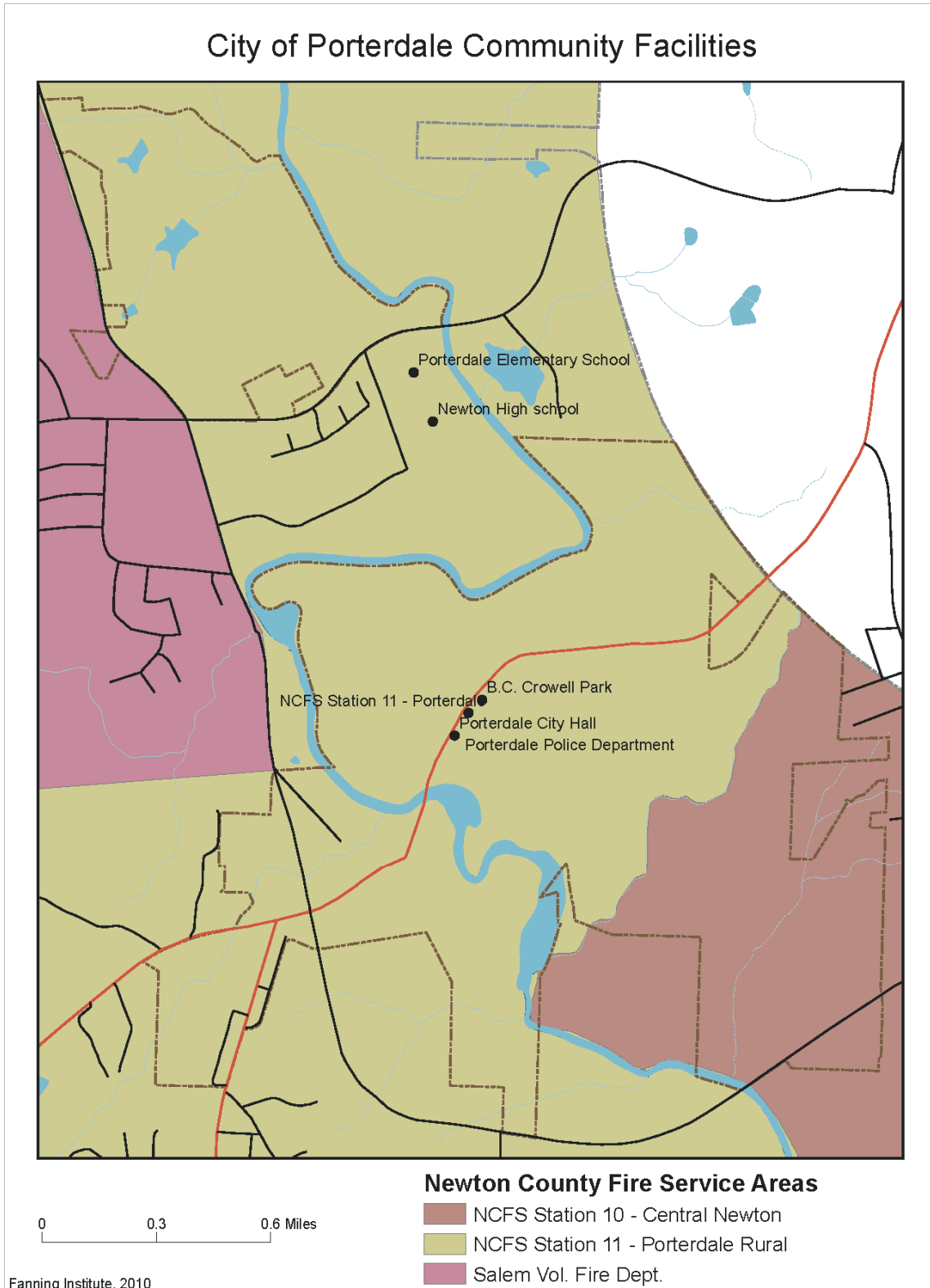
Porterdale Steep Slopes



Porterdale Historic Resources

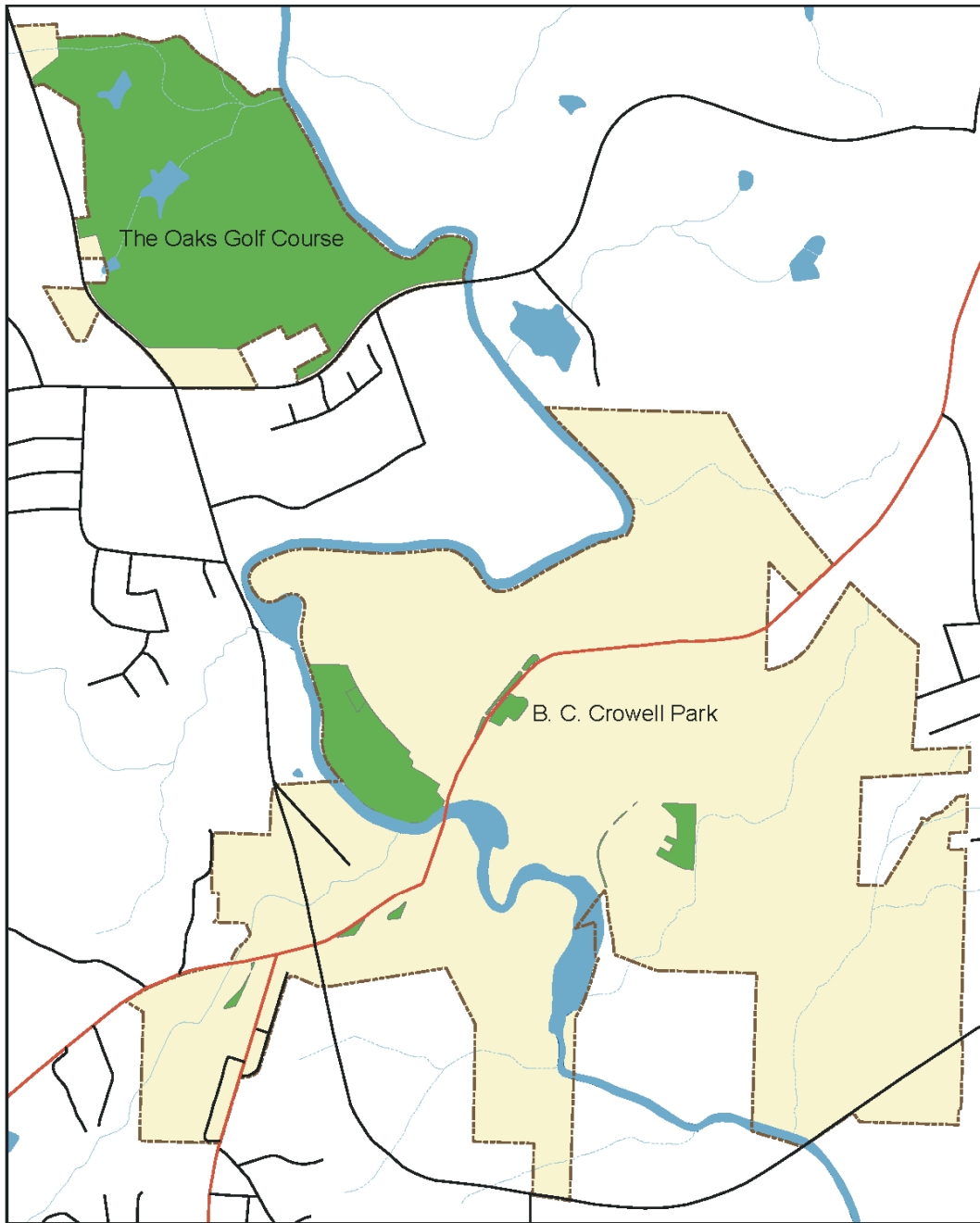


Porterdale Community Facilities




Porterdale Parks and Recreation

City of Porterdale Parks and Recreation



0 0.25 0.5 Miles

 Parks and recreation

Fanning Institute, 2010

Technical Addendum

Population

Total Population

1980	1990	2000	2010	2020	2030
1,451	1,278	1,281	1,196	1,111	1,026

	1980	1990	2000	2010	2020	2030
Porterdale	1,451	1,278	1,281	1,196	1,111	1,026
Covington	10,586	10,026	11,547	12,028	12,508	12,989
Mansfield	435	341	392	371	349	328
Newborn	391	404	520	585	649	714
Oxford	1,750	1,945	1,892	1,963	2,034	2,105
Social Circle	2,591	2,755	3,379	3,773	4,167	4,561
Newton County	34,489	41,808	62,001	75,757	89,513	103,269
Georgia	5,457,566	6,478,216	8,186,453	9,550,897	10,915,340	12,279,784
United States	224,810,192	248,032,624	281,421,920	309,727,784	338,033,648	366,339,512

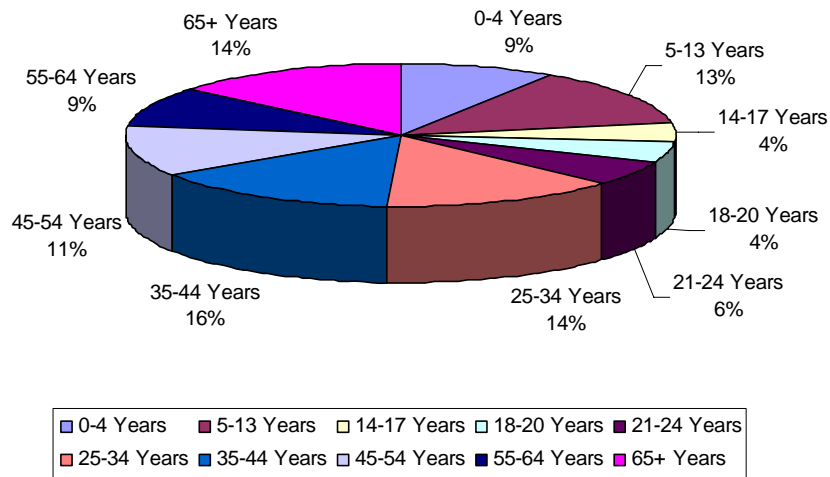
Percentage Change in Total Population

	1990	2000	2010	2020	2030
Porterdale	-13.54%	0.23%	-7.11%	-7.65%	-8.28%
Covington	-5.59%	13.17%	4.00%	3.84%	3.70%
Mansfield	-27.57%	13.01%	-5.66%	-6.30%	-6.40%
Newborn	3.22%	22.31%	11.11%	9.86%	9.10%
Oxford	10.03%	-2.80%	3.62%	3.49%	3.37%
Social Circle	5.95%	18.47%	10.44%	9.46%	8.64%
Newton County	17.51%	32.57%	18.16%	15.37%	13.32%
Georgia	15.76%	20.87%	14.29%	12.50%	11.11%
United States	9.36%	11.86%	9.14%	8.37%	7.73%

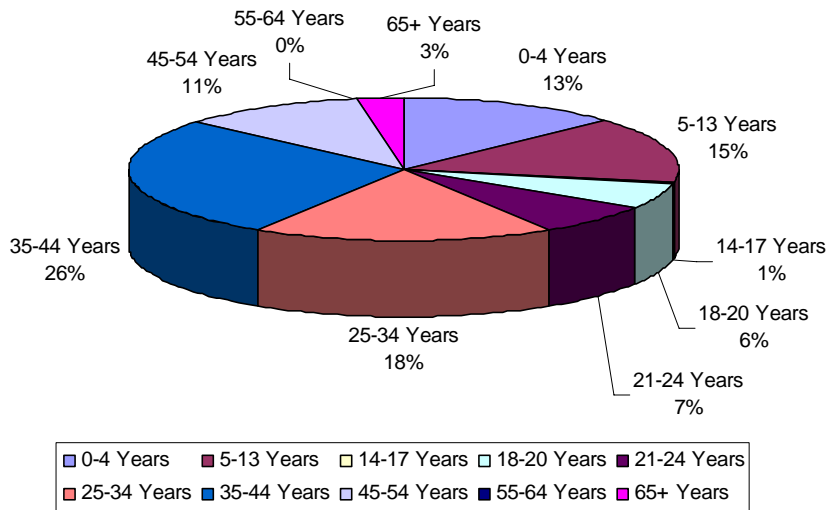
Age Distribution

	1980	1990	2000	2010	2020	2030
0-4 Years	105	99	117	123	129	135
5-13 Years	178	181	167	162	156	151
14-17 Years	90	45	57	41	24	8
18-20 Years	55	54	57	58	59	60
21-24 Years	81	64	77	75	73	71
25-34 Years	169	199	175	178	181	184
35-44 Years	129	155	191	222	253	284
45-54 Years	165	109	143	132	121	110
55-64 Years	202	129	119	78	36	0
65+ Years	277	243	178	129	79	30

City of Porterdale - 2000 Age Breakdown



City of Porterdale - Projected 2030 Age Breakdown



Racial Composition

	1980	1990	2000	2010	2020	2030
White Alone	1,370	1,259	1,186	1,094	1,002	910
Black or African American Alone	75	7	63	57	51	45
American Indian or Alaska Native Alone	5	5	4	4	3	3
Asian or Pacific Islander	1	2	12	18	23	29
Other Race	0	5	16	24	32	40

	1980	1990	2000	2010	2020	2030
White Alone	94.42%	98.51%	92.58%	91.40%	90.19%	88.61%
Black or African American Alone	5.17%	0.55%	4.92%	4.76%	4.59%	4.38%
American Indian or Alaska Native Alone	0.34%	0.39%	0.31%	0.33%	0.27%	0.29%
Asian or Pacific Islander	0.07%	0.16%	0.94%	1.50%	2.07%	2.82%
Other Race	0.00%	0.39%	1.25%	2.01%	2.88%	3.89%

Persons of Hispanic Origin

Year	1980	1990	2000	2010	2020	2030
Population	7	8	24	33	41	50
Percentage	0.48%	0.63%	1.87%	2.76%	3.69%	4.87%

Income

	1980	1990	2000	2010	2020	2030
Household Income	\$12,759.75	\$20,986.20	\$29,949.24	\$39,085.13	\$48,578.01	\$58,433.60
Per Capita Income	\$4,815	\$8,010	\$10,812	\$13,811	\$16,809	\$19,808

“According to local officials, the highest concentrations of poverty in the County can be found in the municipalities, particularly Porterdale and Covington.”

Newton County Comprehensive Plan

Income Distribution (%age)

	1990	2000
Less than 9999	28.1%	16.1%
\$10,000-\$14,999	14.2%	11.0%
\$15,000-\$19,999	14.2%	11.7%
\$20,000-\$29,999	21.4%	17.0%
\$30,000-\$34,999	7.4%	9.4%
\$35,000-\$39,999	3.5%	8.3%
\$40,000-\$49,999	5.7%	5.7%
\$50,000-\$59,999	3.5%	9.0%
\$60,000-\$74,999	1.6%	8.7%
\$75,000-\$99,999	0.0%	3.0%

\$100,000-\$124,999	0.4%	0.0%			
125000-149999	0.0%	0.0%	0.0%	0.0%	0.0%
150000+	0.0%	0.0%	0.0%	0.0%	0.0%

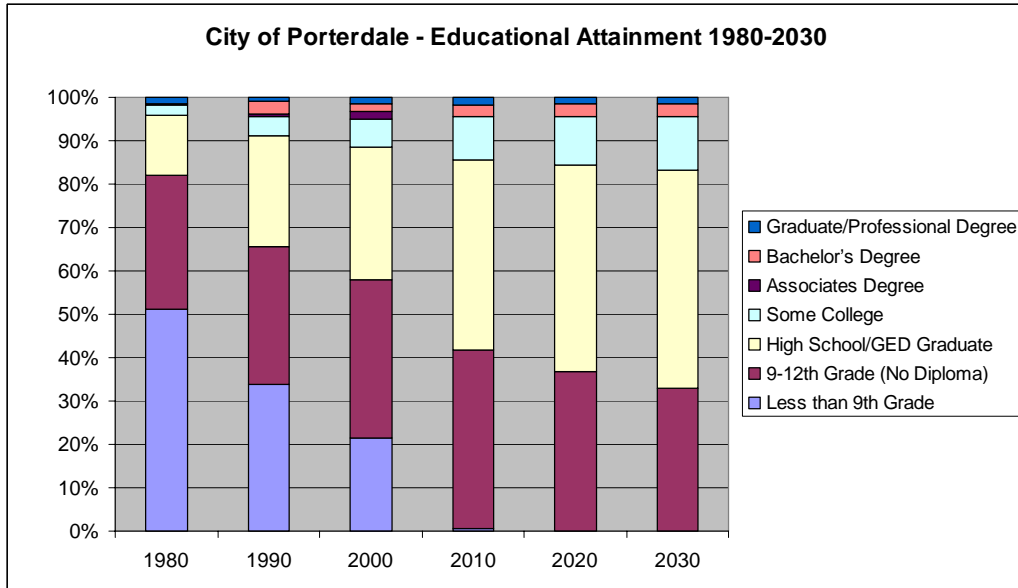
Not enough information to make accurate projections

Educational Attainment

	1980	1990	2000	2010	2020	2030
Less than 9th Grade	483	283	163	3	0	0
9-12th Grade (No Diploma)	290	265	274	266	258	250
High School/GED Graduate	130	213	231	282	332	383
Some College	21	37	50	65	79	94
Associates Degree		5	13			
Bachelor's Degree	5	24	12	16	19	23
Graduate/Professional Degree	13	8	12	12	11	11

Between 2000-2010, there was a sharp *decline* in the number of residents with less than a 9th grade education and an *increase* in the number of residents that either attended high school with no diploma or graduated high school. There were also slight increases in those that had some college education and those with bachelor's and graduate degrees. Many of the mill workers had not attended high school, but rather entered the mill's workforce in the decades before its closing. As a result, when the mill closed in the 1970's, many of the city's residents had fallen into the "less than 9th grade" education category. Those residents began to die in the late 1990's and early 2000's. As an interim marker, the estimated "less than 9th grade" population in 2005 was 84.

	1980	1990	2000	2010	2020	2030
Less than 9th Grade	51.3%	33.9%	21.6%	0.5%	0.0%	0.0%
9-12th Grade (No Diploma)	30.8%	31.7%	36.3%	41.3%	36.9%	32.9%
High School/GED Graduate	13.8%	25.5%	30.6%	43.8%	47.5%	50.3%
Some College	2.2%	4.4%	6.6%	10.1%	11.3%	12.4%
Associates Degree	0.0%	0.6%	1.7%	0.0%	0.0%	0.0%
Bachelor's Degree	0.5%	2.9%	1.6%	2.5%	2.7%	3.0%
Graduate/Professional Degree	1.4%	1.0%	1.6%	1.9%	1.6%	1.4%



Economic Development

Porterdale is a small town and breakout data on economic factors is not as readily available as for the county as a whole. What follows is the information available specifically for Porterdale.

Work Locations

Year	1990	2000	2010	2020	2030
Total Working Population	505	405	326	264	215
Worked in GA	505	405	326	264	215
Worked in Porterdale	28	28	28	28	28
Worked Outside of Porterdale, in GA	477	377	298	236	187
Worked Outside of GA	0	0	0	0	0

* Work locations were not recorded in the 1980 Decennial Census

Work Locations – Percentage Change

Year	2000	2010	2020	2030
Total Working Population	-19.80%	-19.75%	-19.69%	-19.54%
Worked in GA	-19.80%	-19.75%	-19.69%	-19.54%
Worked in Porterdale	0.00%	0.00%	0.00%	0.00%
Worked Outside of Porterdale, in GA	-20.96%	-20.95%	-20.81%	-20.76%

The entirety of the city’s working population reports working within the State of Georgia, thus the percentage change in total working population and the population that works in Georgia are identical. The percentage of the working population that works *within* Georgia, but *outside* the City of Porterdale has followed similar trends, declining at a rate of about 20% per year, slightly higher than the average annual change of the broader figures.

By virtue of the workforce living *and* working within the city remaining constant as the size of the overall workforce has decreased and is projected to continue decreasing, the overall percentage of those living and working in the city has increased from 5.54% in 1990, to 8.62% today, and is projected to increase to 13.02% in 2030. The remaining percentages (94.46% in 1990; 91.69% in 2010; 89.05% projected for 2030) are those that live in Porterdale and work elsewhere in Georgia.

Employment by Industry

	1980	1990	2000	2010	2020	2030
Total Employed Population	541	512	414	351	287	224
Agriculture, Forestry, Fishing, Hunting, Mining	4	8	0	0	0	0
Construction	19	51	86	120	153	187
Manufacturing	353	190	118	1	0	0
Wholesale Trade	16	27	12	10	8	6
Retail Trade	52	76	61	66	70	75
Transportation, Warehousing and Utilities	8	18	25	34	41	51
Information	NA	NA	6	NA	NA	NA
Finance, Insurance, and Real Estate	6	10	7	8	8	9
Professional, Scientific, management, Administrative, and Waste Management Services	13	49	16	18	19	21
Educational, Health, and Social Services	33	36	25	21	17	13
Arts, Entertainment, Recreation, Accommodation, and Food Services	18	3	44	57	70	83
Other Services	8	33	3	1	0	0
Public Administration	11	11	11	11	11	11

Employment by Industry (Percentage)

	1980	1990	2000	2010	2020	2030
Total Employed Population	100%	100%	100%	100%	100%	100%
Agriculture, Forestry, Fishing, Hunting, Mining	0.7%	1.6%	0.0%	0.0%	0.0%	0.0%
Construction	3.5%	10.0%	20.8%	34.2%	53.3%	83.5%
Manufacturing	65.2%	37.1%	28.5%	0.3%	0.0%	0.0%
Wholesale Trade	3.0%	5.3%	2.9%	2.8%	2.8%	2.7%
Retail Trade	9.6%	14.8%	14.7%	18.8%	24.4%	33.5%
Transportation, Warehousing, and Utilities	1.5%	3.5%	6.0%	9.7%	14.3%	22.8%
Information	0.0%	0.0%	1.4%	0.0%	0.0%	0.0%
Finance, Insurance, and Real Estate	1.1%	2.0%	1.7%	2.3%	2.8%	4.0%
Professional, Scientific, management, Administrative, and Waste Management Services	2.4%	9.6%	3.9%	5.1%	6.6%	9.4%
Educational, Health, and Social Services	6.1%	7.0%	6.0%	6.0%	5.9%	5.8%

Arts, Entertainment, Recreation, Accommodation, and Food Services	3.3%	0.6%	10.6%	16.2%	24.4%	37.1%
Other Services	1.5%	6.4%	0.7%	0.3%	0.0%	0.0%
Public Administration	2.0%	2.1%	2.7%	3.1%	3.8%	4.9%

Retail Spending

Sales and Use Tax revenue for the City of Porterdale is distributed based on an intergovernmental agreement with the county and other cities of Newton County.

The city had a significant decrease in revenue in 2003 but rebounded in subsequent years. Revenue from this source peaked during 2007 and has been on a slight decline since. From 2007-2008, revenue declined 4.93%. The following year, sales and use tax revenue decreased another 10.50%, and based on trends will decline another 5-6% for 2010 versus 2009. This averages out to roughly 7.1% decrease annually since 2007. Strategic economic development efforts can help increase revenue

Sales and Use tax revenue data is available through June 2010. This represents one half the year, and based on previous years data, this six-month block typically represents 47.21% of total revenue on an annual basis. The remaining 52.79% is generated in July-December and 2010 annual projections are based on this average split.

In 2009, the State Department of Revenue began accounting for the administrative fee that was assessed to jurisdictions, which slightly reduced the revenue received by the city. 2010 projections put the total annual amount of this fee at \$1855.90.

Economic Trends

The city government is the only entity taking the initiative in economic development activities. There is not a local or multi-jurisdictional chamber, development authority, or joint development authority in place or currently active. The city does not employ an economic developer. The only registered local government authority through the Georgia Department of Community Affairs that has a presence in the City of Porterdale is the Newton County Water and Sewer Authority. The city does not have a Development Authority, Downtown Development Authority, Industrial Development Authority, Joint Development Authority, Recreation or other authority.

The city's efforts in attracting new industry or encouraging retention and/or expansion of existing industry are extremely limited. When attracting new industry, the city only sometimes utilized expedited permitting or waiver of regulations as an enticement. Among those programs or efforts not utilized are land offers, low interest or deferred payment loans, state grants and loans, federal grants and loans, the QuickStart program, subsidies, tax incentives, utility discounts, commitment of additional city services, industrial development bonds, and waiver or reduction of fees or assessments. While some of these are beyond the control of the city or not feasible given the size and resources of the city, others (such as tax incentives and waiver of fees) are plausible. In the retention and expansion of existing industries, the city does not contend to offer the only two incentives offered to the former group. The city reports that expedited permitting and waiver of regulations are never offered.

Porterdale is typical among cities of its population group in that it does not collect a property tax devoted to economic development activities. Similarly, there is no constitutional development authority in Porterdale.

Housing

Housing Types and Mix

Category	1980	1990	2000	2010	2020	2030
Total Housing Units	562	528	468	424	378	343
Single Units (Detached)	509	439	396	340	283	227
Single Units (Attached)	3	2	47	69	91	113
Double Units	43	73	22	12	1	0
3-9 Units	4	4	0	0	0	0
10-19 Units	0	1	0	0	0	0
20-49 Units	0	0	0	0	0	0
50+ Units	0	0	0	0	0	0
Mobile Home/Trailer	3	3	3	3	3	3
Other	0	6	0	0	0	0

Housing Types and Mix – Percentage of Total

Category	1980	1990	2000	2010	2020	2030
Total Housing Units	562	528	468	424	378	343
Single Units (Detached)	90.57%	83.14%	84.62%	80.19%	74.87%	66.18%
Single Units (Attached)	0.53%	0.38%	10.04%	16.27%	24.07%	32.94%
Double Units	7.65%	13.83%	4.70%	2.83%	0.26%	0.00%
3-9 Units	0.71%	0.76%	0.00%	0.00%	0.00%	0.00%
10-19 Units	0.00%	0.19%	0.00%	0.00%	0.00%	0.00%
20-49 Units	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%
50+ Units	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%
Mobile Home/Trailer	0.53%	0.57%	0.64%	0.71%	0.79%	0.87%
Other	0.00%	1.14%	0.00%	0.00%	0.00%	0.00%

Change in Housing Stock Makeup

Category	1990	2000	2010	2020	2030
Total Housing Units	-6.05%	-11.36%	-9.40%	-10.85%	-9.26%
Single Units (Detached)	-13.75%	-9.79%	-14.14%	-16.76%	-19.79%
Single Units (Attached)	-33.33%	2250.00%	46.81%	31.88%	24.18%
Double Units	69.77%	-69.86%	-45.45%	-91.67%	-100.00%
3-9 Units	0.00%	-100.00%	N/A	N/A	N/A
10-19 Units	N/A	-100.00%	N/A	N/A	N/A
20-49 Units	N/A	N/A	N/A	N/A	N/A
50+ Units	N/A	N/A	N/A	N/A	N/A
Mobile	0.00%	0.00%	0.00%	0.00%	0.00%

Home/Trailer					
Other	N/A	-100.00%	N/A	N/A	N/A

There has been an overall, continuing, and projected continuation in the overall decline in housing units. There has been a significant decrease in the number of single unit, detached housing units. This is somewhat expected, given the age of the housing stock – well over half having been built prior to 1939. There are efforts and development of new detached single family housing. There has been and will continue to be significant *increases* in the number of attached single units. Much of this is attributable to the renovation of the mill building on the Yellow River and the continued focus on similar projects. Other housing categories have been lost in their entirety since 1980, as indicated by the “-100%” indicators above.

Condition and Occupancy

	1990*	2000*	2010**	2020	2030
Total Housing Units	528	468	415	368	326
Built Since 2000			13	29	35
Built 1990-1999		89	82	73	68
Built 1980-1989	28	25	22	17	12
Built 1970-1979	27	24	20	17	10
Built 1960-1969	23	21	16	11	7
Built 1950-1959	9	8	5	3	2
Built 1940-1949	24	22	16	11	9
Built Before 1939	417	279	241	207	183

*US Bureau of the Census

**Fanning Institute Assessment, Newton County Tax Assessor Map

Housing Conditions

	1990	2000	2010	2020	2030
Total Housing Units	528	468	415	368	326
Complete Plumbing	519	465	417	373	334
Lacking Plumbing	9	3	1	0	0
Complete Kitchens	513	468	427	389	355
Lacking Kitchens	15	0	0	0	0

Occupancy

	1990	2000	2010	2020	2030
Total Housing Units	528	468	415	368	326
Vacant Units	40	18	8	4	2
Owner Occupied	294	258	226	199	174
Renter Occupied	194	192	190	188	186

Cost of Housing

	1990	2000	2010	2020	2030
Median Property Value	\$29,200	\$47,000	\$75,651	\$121,767	\$195,994
Median Rent	\$401	\$591	\$871	\$1,284	\$1,892

Average median homes sales prices in Newton County were approximately \$138,000 in 2004, up from just over \$103,000 in 2000. Median prices are in the low to mid-\$130,000s in Covington, the county seat. The highest priced homes are in Social Circle and Oxford, while the lowest are in Porterdale and Newborn. Housing prices have increased at an average annual rate of 5.9% between 2000 and 2004. Overall, Newton County is considered an affordable place to live, compared to other areas of metro Atlanta.

Source: Newton County Comprehensive Plan

Cost Burdened Households

	1990	2000	2010	2020	2030
Total Housing Units	528	468	415	368	326
Not Cost Burdened	465	331	236	168	119
Cost Burdened – 30%-49%	63	69	76	83	91
Cost Burdened – 50%+	NA	68	104	117	116
Not Available/Computed	20	12	7	4	3

Overcrowding

	1990	2000	2010	2020	2030
Total Occupied Housing Units	488	450	415	383	353
Housing Units with more than 1 person per room	24	28	33	38	44

Natural and Cultural Resources

Environmental Planning Criteria

- Porterdale has adopted the following to meet the Environmental Planning Criteria required by the Georgia Department of Natural Resources:
 - River Corridor Protection Ordinance—Chapter 44 Porterdale City Code.
 - Wetlands Protection Ordinance—Chapter 45 Porterdale City Code.

Other Environmentally Sensitive Areas

- Porterdale has adopted ordinances protecting floodplains (and protecting property and people) and water conservation.
 - Water Conservation Ordinance—Chapter 38 Porterdale City Code
 - Flood Damage Prevention Ordinance
 - Consider protecting steep slopes—see steep slopes map

Significant Natural Resources

- Yellow River and wetlands including city park land—wetlands and parks and recreation map
- Newton Trails: Newton County, along with local organizations, has become more active in planning for trails, pedestrian access, and greenspace within the County. The Newton County

Trails-Path Foundation, Inc. (“Newton Trails”) is planning a number of multi-use trails around the county. This organization envisions the creation of a network of trails connecting cities, neighborhoods, parks, and schools within Newton County and linking to trail networks in adjacent counties. The core trail network will link Oxford, Covington and Porterdale. Phase 1 of the Oxford Loop was recently completed.

Covington has completed Phase 1 of a county-wide plan to create a system of multi-use trails, sidewalks, and bicycle lanes. Phase 1 included the construction of sidewalks and bike lanes from the Newton County Library along Floyd Street, past the square in downtown Covington, and down Clark Street to Turner Lake Park.

Phase 2 of the county’s trail plan will go through the Park and is expected to continue west along Turkey Creek down to the Yellow River, ending at Porterdale Elementary School and Newton County High School.

Future county trail plans include a linear park or greenway through downtown Covington along Dried Indian Creek. It is envisioned that this greenway would connect neighborhoods to shopping districts and also connect to the loop trail around the City of Oxford. Newton Trails then plans to extend the county trail from the high school to Porterdale, thereby completing a trails network connecting Newton County’s three central cities. It is envisioned that the Porterdale Trail will follow the Yellow River to Cedar Shoals alongside the historic mill. Just north of the mill, across Hwy. 81, the City of Porterdale owns 27 acres slated for a park.

The Porterdale Trail will loop around the new park.

Source: Newton County Comprehensive Plan

Significant Cultural Resources

- Porterdale is an early 1900’s textile mill town that still retains many of its historic residential, commercial and institutional structures. This includes the Rose Hill area that was the traditional African American residential area in the mill town—see Historic Resources Map and Propose Character Areas Map in the map section of this report.
- Porterdale Historic District: Located along the Yellow River in central Newton County, the district consists of three mill complexes and the surrounding mill village. Covering approximately 525 acres and the period 1871 to 1951, the district includes roughly 300 historic homes and a host of community buildings. The district is laid out on a grid on both sides of a wide boulevard.

Source: Newton County Comprehensive Plan

Community Facilities and Services

Water Supply and Treatment

The City of Porterdale provides wastewater Collection and water distribution. The Newton County Water and Sewerage Authority provides wastewater treatment. Other governmental bodies provide water supply and water treatment.

Newton County Water and Sewerage Authority

The Newton County Water & Sewerage Authority is governed by an eight member board of directors. The five commission districts representing Newton County appoint one member from each district. The Cities of Covington, Oxford, and Porterdale also appoint one member each for a total of eight members. Each member serves a five year-term and can be reappointed in successive terms. The current representative for the City of Porterdale is Mayor Bobby Hamby.

Sewerage System and Wastewater Treatment

Newton County Water and Sewerage Authority

The Authority's sewer pre-treatment plant is located on the banks of the Yellow River south of City of Porterdale. The pre-treatment process is a 24/7 operation. After treatment levels have been met, the effluent is pumped to the City of Covington/ NCWSA's Land Application System located on Flat Shoals Road where it is applied to the 3000 acres of spray fields.

Other Faculties and Services

Georgia Department of Community Affairs Government Management Indicators (GOMI) Survey

The Georgia DCA conducts an annual survey of all counties and municipalities in the state regarding management practices and service delivery. Cities are classified based on population in classes A through H, with A being the highest populations and H being the lowest populations. Porterdale is in Population Group F.

The survey is the divided into nine segments, with a summary for Porterdale below:

The government itself generally handles administrative functions of the city. This includes Accounts Payable/Receivable, Occupational Tax Certificates, Law Enforcement Records, Court Records, and Utility Billing. Primary law enforcement is the Porterdale Police Department, which places one officer per vehicle in 12-hour shifts. The current staffing of the department is the Police Chief, one lieutenant, one sergeant, and four officers, and includes a K-9 unit. The city houses an all-volunteer fire department with a single station. Fire fighters do not work scheduled shifts, but rather respond to calls as necessary. The Insurance Services Office (ISO) rating system generally equates to differing rates on homeowners insurance within the jurisdiction. This rating is done on a 1-10 scale with 1 as the most desired rating (highest level of protection and generally lowest homeowners insurance rates). As of 2009, Porterdale is rated a 7.

Exceptions to the "in-house" service delivery norm are in payroll preparation for city employees and tax billing, which are both handled privately.

The city government largely provides governmental services. These include law enforcement, planning, and code enforcement, among others. Those that are not provided are health screening services, a public hospital, public transit, and a senior citizen program.

Public Facilities in Porterdale are not as prevalent as they are in other communities. The only facilities provided by the city are walking/biking trails, playgrounds, outdoor courts, parks, and a gymnasium. The gymnasium burned in October 2005 and the Friends of Porterdale are currently in the process of raising money to rebuild it.

The city has a planning commission and zoning ordinance. The zoning administrator is responsible for enforcing the ordinance and the city council has the final decision on granting

variances. The city reports that the comprehensive plan for the city is reviewed in the rezoning processes but that the plan is not amended for changes in zoning. Also in regard to planning, development, and zoning procedures, the city has extensive codes, particularly for cities of the same population group. The city has codes in place for: 1) new construction; 2) existing buildings; 3) electrical; 4) fire prevention; 5) flood damage; 6) housing; and 7) plumbing. Additionally, the city has an unsafe building abatement ordinance in place. Regarding ordinances, the city is equally extensive. Ordinances are in place to address 1) historic preservation; 2) landscape; 3) architectural design standards; 4) sign control; 5) subdivisions; and 6) zoning. The only ordinances the city does not have in place are regarding trees. With these codes and ordinances in place, the city has a capital improvement program planned for at least the next five years.

Porterdale does not assess impact fees, but reports having taken actions toward implementing impact fees.

Consistency with Service Delivery Strategy

The city is part of an approved, adopted service delivery strategy. It was adopted in February 2008.

- Porterdale's current service delivery areas are consistent with that agreement
- City Manager coordinates service delivery strategy.

Intergovernmental Coordination

The Department of Community Affairs' GOMI survey referenced earlier also outlines key areas of intergovernmental coordination, particularly with other municipal, county, and regional governing bodies.

Porterdale relies on Newton County's offices to provide the Tax Assessment, Tax Digest, and Voter Registration functions. While the Newton County government provides the assessment and digest, the billing of those property taxes is privately managed.

In regard to specific services, Porterdale relies on other governments to provide animal control, 911 and emergency calls, jail, water supply, and water treatment services.

Coordination with other governments in the provision of public facilities is minimal. Public facilities are not generally provided in Porterdale, although those that are available are provided directly by the city government.

The other mechanism for intergovernmental coordination is through the Leadership Collaborative managed by the Center in Covington. Through this collaborative elected officials from all governments in Newton County have developed the 2050 Plan for future for development countywide.

Transportation System

Road network

Porterdale is a small town with limited road network. Ga. 81 runs through the heart of town and other than that all other roads are city maintained. The intersection of Ga. 81 and Crowell

Rd/Bypass Rd south of town creates significant traffic jams. GaDOT is redesigning this intersection. Porterdale needs to ensure construction occurs—see transportation network map.

Alternative Modes

Currently there are no real opportunities for alternative modes for transportation other than pedestrian and bicycle traffic. The city needs to make it safer for both modes. The city is planning trails that will connect the proposed Newton County trail system and participates in the Northeast Georgia Regional Commissions trail planning process.

Parking

There is currently sufficient parking in the town center area of Porterdale.

Railroads, trucking, Port facilities and Airports

Other than trucks delivering to and from the remaining textile mill trucking is not a significant factor in the city's road network. There are no railroads, port facilities or Airports in town, but there are in the county and surrounding region.

Transportation and Land Use Connection

Currently the transportation/land use connection is not an issue for Porterdale. The one intersection with significant congestion (Ga. 81 at Crowell/Bypass road) is more the result of growth outside of the Porterdale city limits as opposed to growth within the City itself.

History of Porterdale

Newton County Comprehensive Plan

Porterdale, known as Cedar Shoals until the early 20th century, is an industrial community that developed on the Yellow River. Porterdale is a "Model Textile Town" with mill houses, stores, churches, schools, and mill buildings. Covington Mills, in north Covington, is another nearby mill village.

With the founding of the Cedar Shoals Manufacturing Company here by Noah Phillips in June 1831, the groundwork for the development of Porterdale was laid. In 1859, Charles Camp of Covington bought one-half interest in the Cedar Shoals Manufacturing Company and some nearby land. In 1863, he bought the other half of the company, which limited Noah Phillips' property to non-industrial real estate outside the immediate Cedar Shoals area. In 1863, Enoch Steadman, grandfather of the late Chancellor Steadman V. Sanford of the University of Georgia, purchased one-half interest in 500 non-industrial acres owned by Noah Phillips. The other half belonged to Charles Camp. It was because Enoch Steadman was a Masonic brother and friend of Sherman that Cedar Shoals was not harmed during Sherman's march through Newton County. Some of Sherman's soldiers camped on the south side of the river where Oliver Porter eventually built his home. The mill at Cedar Shoals continued to operate and grew steadily through the end of the Civil War. Oliver Porter, a native of Penfield, Georgia, came to Covington to teach, which he did for several years, and he became a good friend of Enoch Steadman. Through this friendship, he met the widow of Charles Camp and married her in 1869. As a result of this marriage, Oliver Porter became the guardian of Miss Charley Camp, and with his wife, inherited the shares in Cedar Shoals Manufacturing Company owned by Charles Camp. In 1871,

he built Cedar Shoals Place, later known as Porter Place, on the south side of the river overlooking the mill. It was a two-story home with a wide veranda completely encircling the structure. Servants' quarters were built behind the house and the carriage house was to the lee of the front veranda.

Later in 1871, Oliver Porter and David W. Spence bought from Enoch Steadman land, water power machinery privileges and a brick building used as a chair factory. This was to help with the growing needs of the mill. Houses were also built as families moved into town looking for jobs in the mill. By 1887, there were eighteen houses on mill property. Noah Phillips gave land for a schoolhouse and a church to be built on Rocky Plains Road. The structures were known as Liberty School and Liberty Methodist Church. Later, he gave land to the Baptist congregation to build a church on the Salem Road, now Hwy. 81. The Porterdale Mills, as they were called in 1890, switched to yarn and twine production and were purchased by Bibb Manufacturing of Macon in 1898. The Bibb Manufacturing Company built a twine mill on the north side of the river and it was named Porterdale Mill. The mill on the south side was changed from Cedar Shoals Manufacturing Company to Welaunee Mill. All machinery was moved from Welaunee Mill to Porterdale Mill. Welaunee Mill was used for storage for supplies until 1922, when it was started up as a waste mill. This building was tom down and rebuilt in 1925.

Porterdale Mill was recognized as the largest twine mill in the world at that time. After the Bibb Co. purchased the mills, they persuaded the railroad to extend tracks from Covington to Porterdale, and Oliver Porter deeded land to the Central of Georgia in 1899 to run the back into town.

The size of Porterdale Mill was increased in 1910, 1918, 1936, and 1941. A storage plant, known as the Line Walk, was built on the hill overlooking the mill. During World War II, machinery was placed in this plant to help carry the demand for goods.

The Brannen family built a large two-story house to take in boarders around 1894, on the south side of the river. W. J. Kiser and his wife ran the hotel until 1921, when Mrs. Effie King assumed control. Most of the young couples in the community spent their honeymoons in this hotel.

In 1900, Oliver's son John Porter built a two-story community school behind the company store, which proved to be so successful that a schoolhouse specifically for kindergarten was built on the south side of the river at the base of the Porter lawn. The main school house was expanded in 1914 to include three new classrooms and a kitchen. A new brick school, named the John Porter Building, was built in 1917 on the north side of the river across from where the company store complex would be built six years later. Bricks left over from this building were used to build an indoor swimming pool. The building also had a large auditorium that served as a community hall as well. This school was eventually razed, and the two buildings housing the Porterdale City Hall and the Police Department were built on the site. The wide steps that lead up to the school on the southwest comer of the property are all that remains of the building. An additional school was built in 1923 to hold grades five through nine, as well as a home economics department and a band room.

In 1937, a brick building was built at the north entrance to the village to be used as a school and church for the African-American community. The Bibb Co. hired a teacher and secured the services of a minister to lead services in the structure.

As houses were added to the north side of the river, the company store was moved over there with the blacksmith shop. This became the center of the village. Later, the mill office was moved into

the company store and the room attached for the doctors was made into a post office to the rear of the store. One hundred and fifty six-room houses were built in 1920, which increased the number of houses to 587. The majority of these structures are still standing.

In 1922, the Bibb Co. began construction of two large buildings separated by a wide driveway. The first building was to house the general store, bank, barbershop, shoe shop, and post office.

The second building was to house the company store, drugstore, dentist's office, funeral home, and Bibb Co. offices. Mr. and Mrs. T. G. Callaway of Covington opened the general store in October 1923. The bank never materialized, and the space was used as a ladies' ready-to-wear department.

The Presbyterians built their first church in town in 1923, and the Methodists followed with another church building in 1925. The Baptists also built an additional church in 1930, and the Church of Our Lord Jesus Christ was built in 1948.

In November 1938, the Oliver S. Porter gymnasium was dedicated by James Porter to honor his father. The first basketball game was played here on December 3, 1938, between Porterdale and Livingston Schools. Commencement exercises for the school were also held here for the first time in May 1939. In 1942, a new activities building was constructed on the site of the old community house. The building was named for William D. Anderson, Chairman of Bibb Manufacturing's Board. It housed the men's clubs, band, Kindergarten, dentist's office, beauty salon, and Masons.

A new bridge was built across the Yellow River and dedicated on July 30, 1943. The new bridge was needed to replace the old wooden bridge which was so low that, when the river rose from heavy rains, people could not get to work.

During the height of its production (between 1940 and 1970), 2,500 people were employed and Porterdale was recognized within the industry as a "Model Textile Town." With this promise, the Bibb Co. decided to allow their employees to purchase their homes which were owned by the company. These transactions took place in 1964."ⁱ

ⁱ All data collected from United States Census Bureau, Georgia Department of Community Affairs Dataviews, Newton County Tax Commissioner, City of Porterdale, and Carl Vinson Institute of Government Tax and Expenditure Data Center.

ⁱⁱ All information on history and current governance, programs, facilities, and service delivery are collected from the City of Porterdale, Newton County Comprehensive Plan, Friends of Porterdale, Inc., and Georgia Department of Community Affairs Government Management Indicators Survey.