



VISIT
WINDER
DOWNTOWN

DOWNTOWN
MASTER
PLAN

FINAL REPORT | DECEMBER 2021

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ACKNOWLEDGEMENTS

This plan is a result of the community's collaborative efforts to envision the future of Downtown Winder, including contributions from community members, the Project Advisory Committee, elected officials, City staff, and the planning team:

CITY COUNCIL

David Maynard, Mayor
Sonny Morris, Ward 1
Kobi Kilgore, Ward 2
Jimmy Terrel, Ward 3
Travis Singley, Ward 4
Chris Akins, At-Large
Shannon Hammond, At-Large

PROJECT ADVISORY COMMITTEE

Lee Bane
Clint Cannon
Emily Chang
Daniel Diaz
Power Evans
Jennifer Faulk
Amanda Hill
Lisa Maloof
Jerry Maynard
Ben McDaniel
Jason McDaniel
Brandon Mitchell
Douglas Mitchell
Holt Persinger
Ellen Petree
Mike Rice
Patricia Stallings
Ray Stanjevich
Matthew Watkins (in memoriam)
Michelle Yawn

CITY OF WINDER

Mandi Cody, City Administrator
Maddison Dean, Director of Economic Development
Beth Reynolds, GIS and Special Projects Manager

PLANNING TEAM

POND & COMPANY

Lauren Blaszyk, AICP, Project Manager
Andrew Kohr, PLA, ASLA, Senior Planner
Jonathan Corona, Planner
Sydney Thompson, ASLA, Planner
Serah Mungai, Planner
Chris Barnum, Planner
Aubrey Sabba, ASLA, Planner
Rosie Mafe, Planner

BAE URBAN ECONOMICS

Sherry Okun-Rudnak, LEED AP, Market Analysis
Bilal Ali, Market Analysis

FORMATIONS STUDIO

Tristan Al-Haddad, Public Art

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INTRODUCTION

INTRODUCTION

INTRODUCTION

Nestled in the heart of Barrow County, Winder is home to 18,038 people. Established in 1893, the City of Winder has a rich history embodied in the streets and architecture of Winder's Downtown.

The Downtown Master Plan is a culmination of a collaborative effort among Winder residents, business owners, elected officials, stakeholders, and planning professionals to build upon the success of Downtown Winder. The City's southern charm, historic character, and vibrant history sets the stage for a continued success story that Winder residents can be proud of. This plan provides an implementation strategy for a 10 to 15-year plan horizon and will guide the city in managing future development and capital improvements within the downtown area.

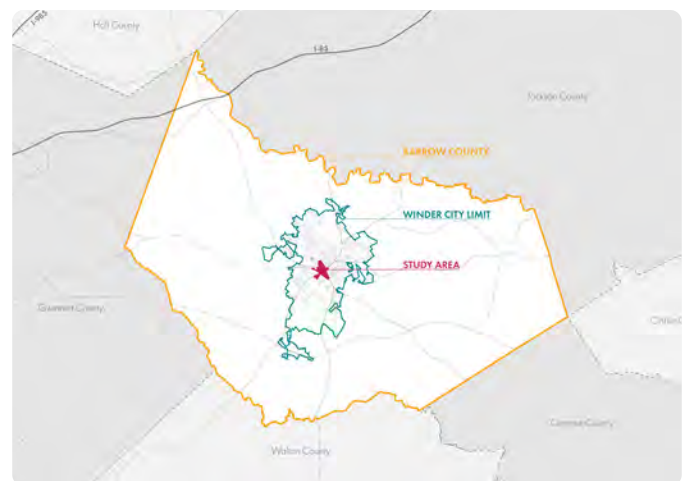
Led by the City's Economic Development Department, this planning process developed consensus on a common vision for the future of Downtown Winder. Over the course of the six-month project timeline, the planning team interviewed the mayor and city council, facilitated three meetings with the Project Advisory Committee (PAC), and met bi-weekly with the Project Management Team (PMT) to gain insight on valuable institutional knowledge about the community. These meetings also provided milestone dates to ensure the project remained on schedule, which was critical given the relatively short timeline for completion.

Study Area

Downtown Winder is in the northeastern portion of the Atlanta Metropolitan Area at the crossroads of State Route 11 and State Route 211. This project primarily focuses on the area within the Downtown Development Authority's (DDA) boundaries, recognizing that development and

capital improvements occurring beyond those boundaries are highly influential in the success of the downtown core. This plan is also cognizant of the existing local Historic Preservation District and the importance of implementing strategies considerate of local cultural resources.

At the study area's core is Broad Street, which is a traditional, historic main street, home to the Barrow County Historic Courthouse and the historic train depot. To the northwest lies the Center for Innovative Teaching (CFIT) and the public library, creating opportunities for educational partnerships to implement several plan elements. The study area stretches south to Fort Yargo State Park to begin creating physical connections to the natural beauty that Winder and Barrow County has to offer. The historic Mill, Jug Tavern Park, and opportunities for infill development are east of the downtown core. To the west of the downtown core, the vacant Public Works site provides an opportunity for context sensitive development.



Study Area within Barrow and the surrounding counties

Study Area

Rose Hill Cemetery

Center for Innovative Teaching

Public Works Site

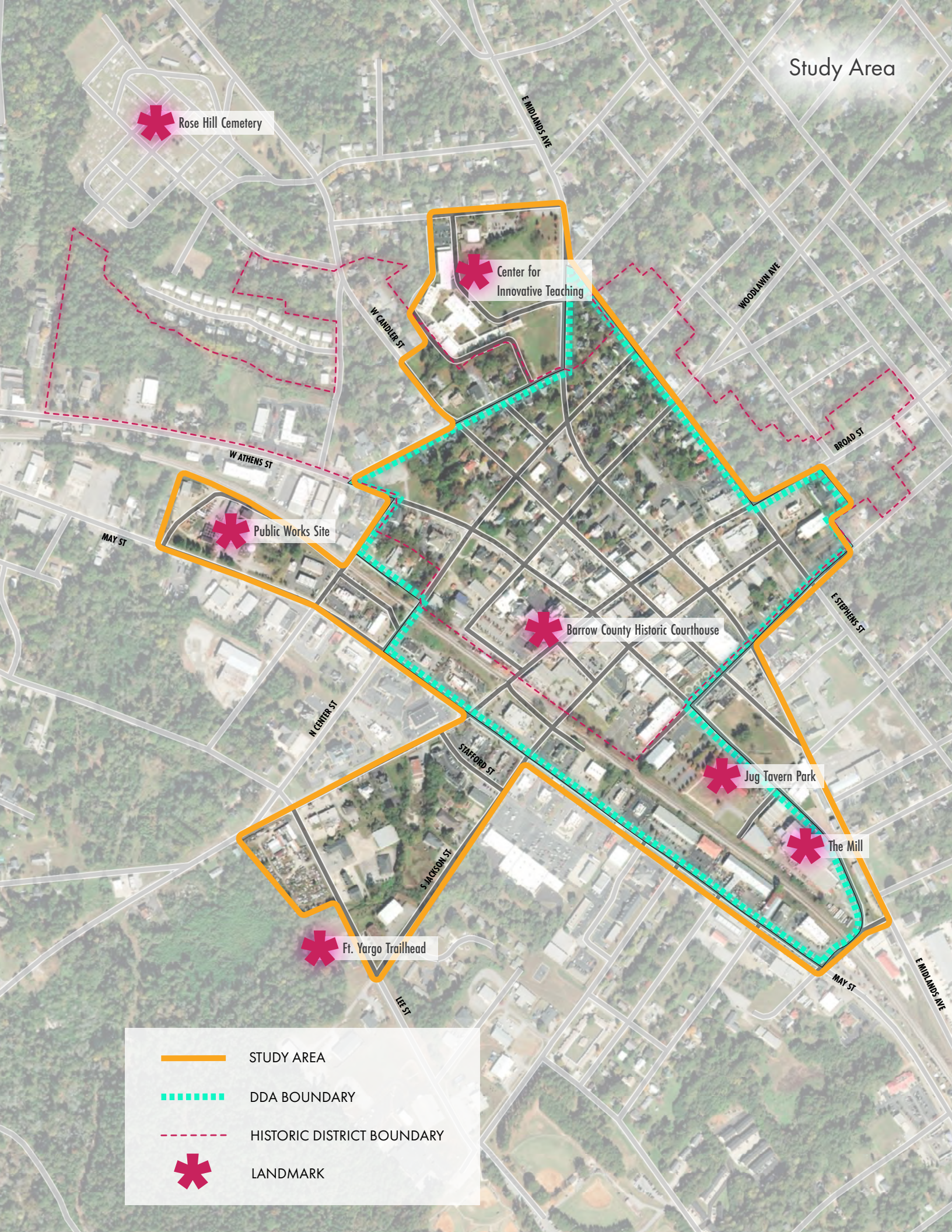
Barrow County Historic Courthouse

Jug Tavern Park

The Mill

Ft. Yargo Trailhead

- STUDY AREA
- DDA BOUNDARY
- HISTORIC DISTRICT BOUNDARY
- LANDMARK





WHY WE PLAN

Downtown Winder possesses a charm unique to Georgia town centers. This plan builds upon previous efforts and creates synergy between elected officials, stakeholders, business owners, property owners, and residents. The Downtown Master Plan is a strategic blueprint that will guide the growth and development within Downtown Winder. Proactive planning helps communities best manage change. A comprehensive approach is critical to ensuring that the city has the tools in place to position the community for success. This plan will provide:

- A document that synthesizes critical data for elected officials
- Needed market statistics that support efforts to attract new businesses and tenants
- Capital improvements programming that supports prioritization of projects for city staff
- Graphics and supporting narrative to inspire developers to invest in quality placemaking efforts

THE PLANNING PROCESS

The Downtown Master Plan assesses market conditions, development opportunities, transportation and streetscape improvements, historic preservation, land use and zoning, parks and open space, and public art. The project team formulated this plan document by taking the following steps:

Phase 1 Research & Discovery

This phase provided an opportunity for the project team to learn more about Downtown Winder through a site visit, historic research, market and demographic analysis, and stakeholder interviews and meetings. The first community meeting – conducted virtually – provided an opportunity for the project team to present its findings to date and gain initial feedback.

Phase 2 Vision

The findings and input gained from Phase 1 helped to inform Planning Principles and a Vision Statement to provide a framework for the creation of the Downtown Master Plan. In addition, the project team evaluated opportunities within the downtown area, conducted additional stakeholder outreach, and provided a project update to elected and appointed officials.

Phase 3 Framework

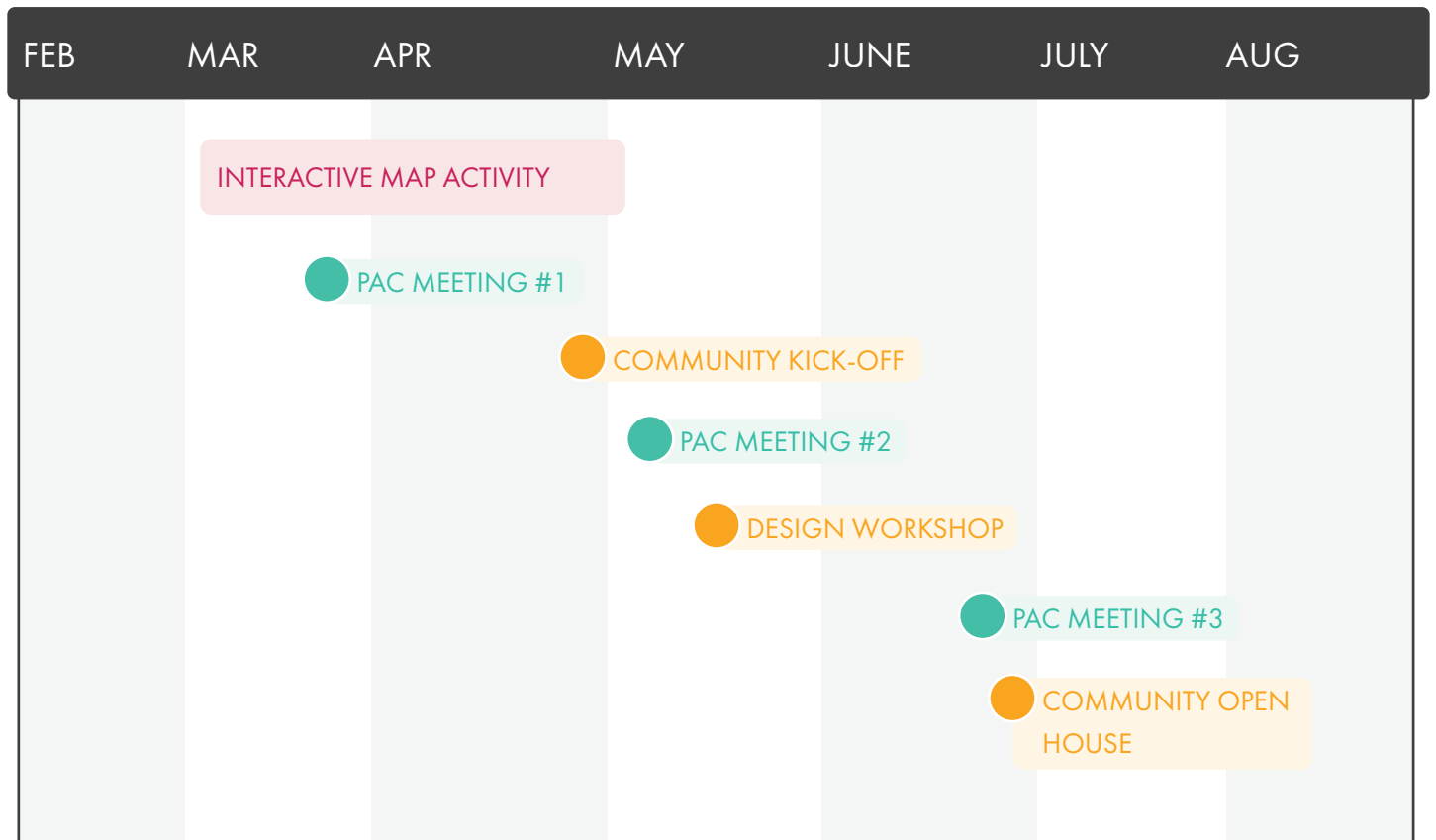
The highlight of this phase was a three day, in-person Design Workshop open to the public at the Winder Community Center. All members of the Winder community had the opportunity to provide input on key elements to be addressed by the master plan, and test ideas in real time with the project team. Coupled with a financial feasibility analysis of up to three (3) opportunity/catalyst sites for redevelopment, this phase resulted in a refined concept plan for various areas of downtown to be presented at a second community meeting.

Phase 4 Inviting Success

The final phase of the project included the creation of the Downtown Master Plan document. It included a market analysis, concept plan with recommendations on key plan elements, incorporation of public art into the fabric of downtown, an economic development strategy, and implementation strategy with a 100-day action plan as well as a comprehensive list of policies, programs, and projects for the city to pursue in the short, middle, and long-term timeframes.

PUBLIC ENGAGEMENT OVERVIEW

Having meaningful conversations, educating the public, and collaboration were all key in creating the Downtown Master Plan. With the Covid-19 pandemic, the planning team had to be creative with public outreach. The team offered highly effective, multi-faceted virtual engagement options, including the project website, online surveys, and Project Advisory Committee (PAC) meetings. Once in-person engagement was possible, City staff and the project team coordinated the Design Workshop and remaining meetings at the Winder Community Center.



Public Engagement Timeline



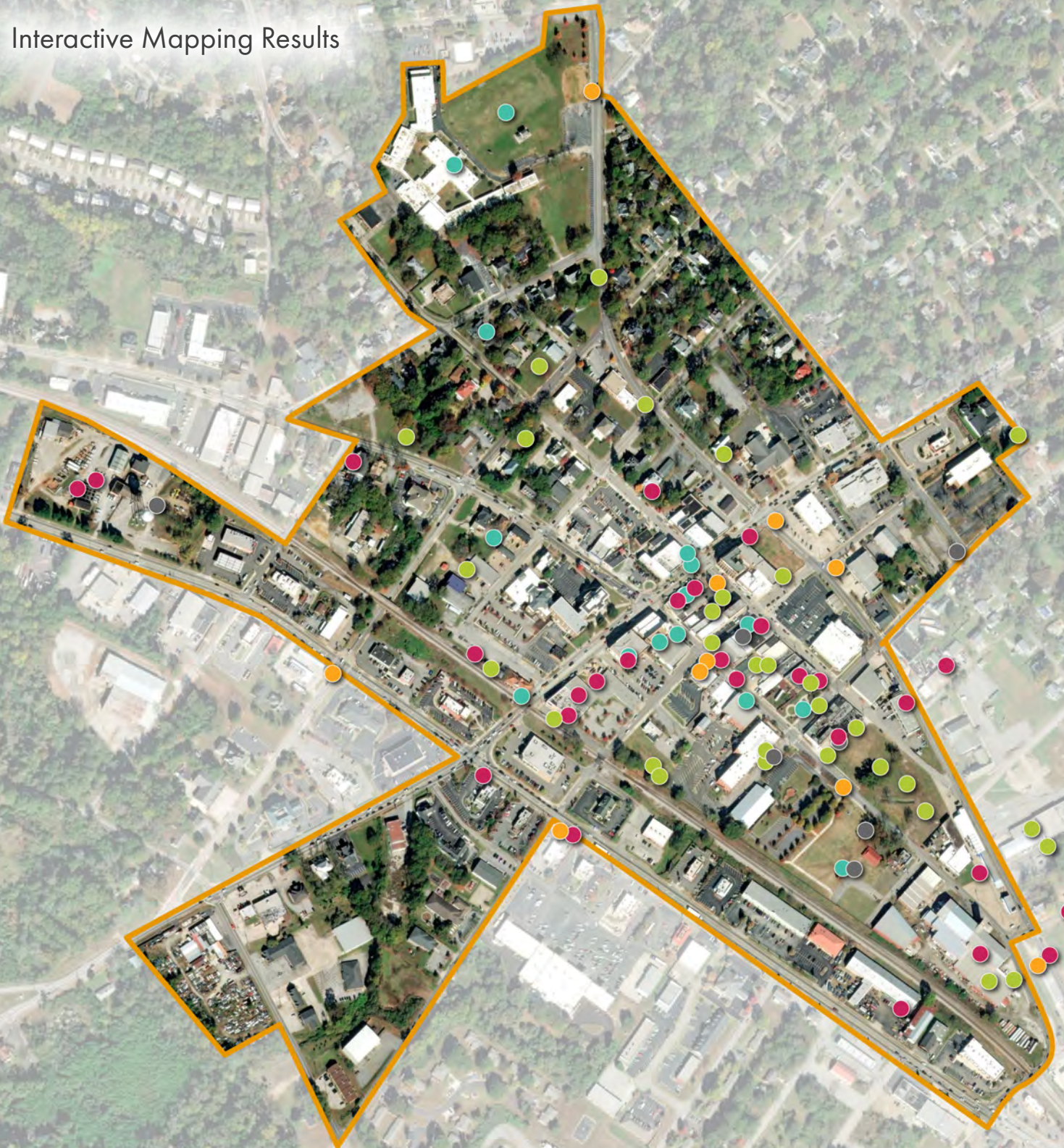
Project Website






The planning team established a website at: www.planningatpond.com/winder-downtown-master-plan (shortened address was <http://bit.ly/WinderDowntownPlan>) to publish project information and ways to participate in the planning process. This website housed virtual engagement opportunities including an interactive map activity and introductory survey. The planning team also posted the recording of the project's initial virtual community meeting and content from the final community open house so that people interested in the plan who could not attend these engagement events could remain informed on plan progress.

Project Advisory Committee (PAC)

The Project Advisory Committee, or PAC, included 23 Winder residents who represented their fellow citizens and key stakeholder groups. The mayor and council chose the PAC members to act as a sounding board for the planning team on ideas presented throughout the planning process. While the city and planning team provided all Winder residents with opportunities to provide input and feedback on plan elements, the PAC served as advocates for the Downtown Master Plan over the course of the project and will serve as champions for implementation within the community upon plan adoption. The PAC met three times to discuss and review land use, placemaking, transportation, and market components of the plan prior to public presentation.

Interactive Mapping Results



 Area to Preserve	 Placemaking Opportunity
 Area in need of Change	 Other Idea
 Bicycle/Pedestrian Idea or Concern	

City Council Interviews

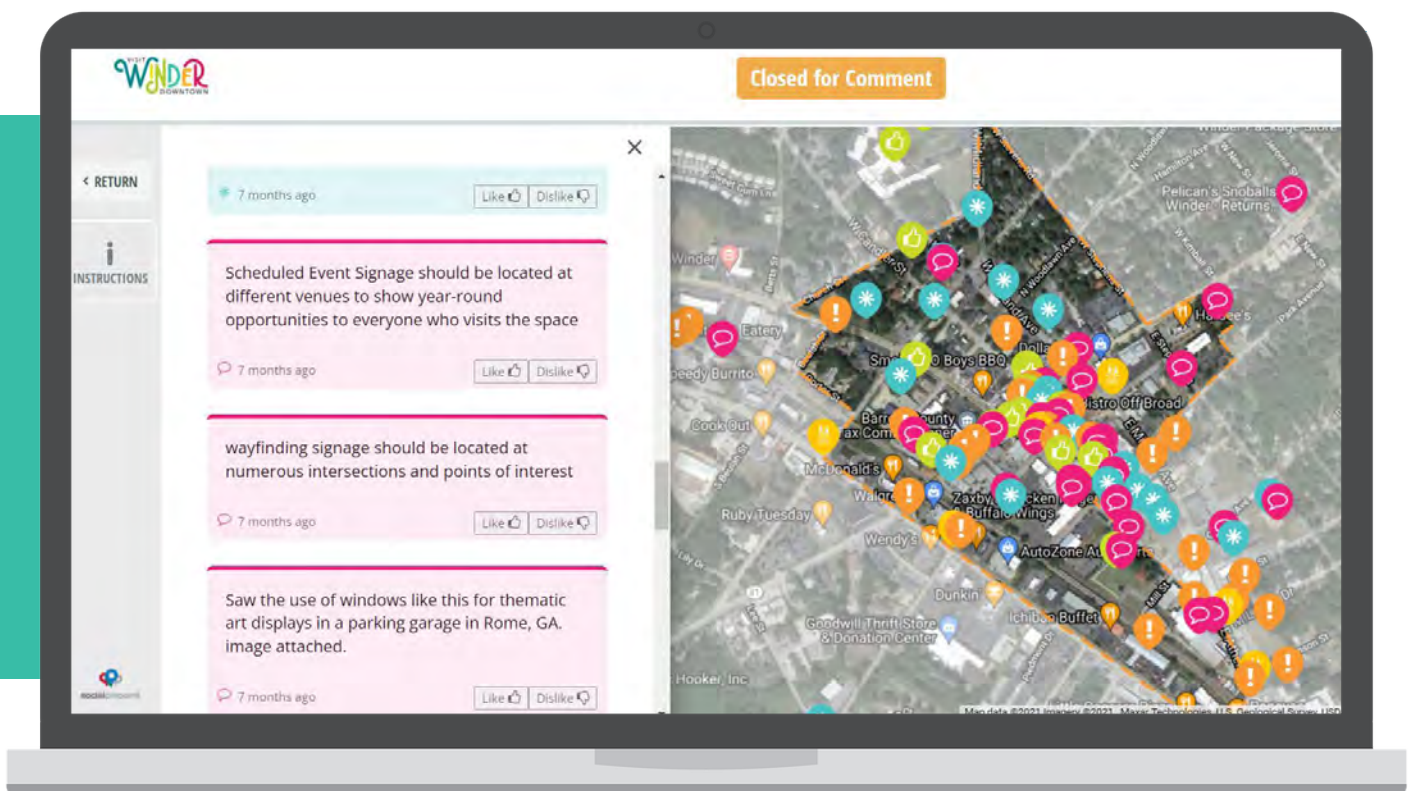
Members of the planning team met in person or virtually with the mayor and each council member as a part of the Research and Discovery phase of the project. The purpose of these interviews was to gather initial input on what they have heard from community members as well as their thoughts on Downtown Winder as it exists today and their respective vision for the future of downtown. Council members generally have a positive outlook on Downtown Winder as many residents have an appreciation for its historic charm. Some have said that more restaurants and destinations should be added and that to do so, holistic improvements should be made to attract business and redevelopment. Such improvements include better pedestrian connectivity, connections to outdoor activities, wayfinding signage, programs, and more residential development.

Interactive Mapping Results

In preparation for the design workshops, the public had the opportunity to provide geographically specific input on an interactive map. Participants could drop pins for the following topics:

- Area in Need of Change
- Bike/Pedestrian Safety Concern
- Other Idea or Suggestion
- Area I Like
- Placemaking Opportunity

They were also able to 'like' or 'dislike' existing comments on the map to give the planning team a better representation of the community's thoughts. The map received 106 comments and over 180 like and dislikes of comments.



Interactive Map Interface

Design Workshop



Community Kick-Off

The planning team conducted the first public meeting virtually over video conference on April 14, 2021. The planning team presented an overview of the Downtown Master Plan process with preliminary overviews of the market analysis and the public art component. This presentation can be found in the appendix.

Design Workshop

The project team set up shop at the Winder Community Center for a 3-day design workshop from May 11 to May 13, 2021. The Community Center Ballroom was laid out open house style with boards prompting questions about various design elements in downtown Winder including building scale and typologies, streetscape design, public art, placemaking, and tactical urbanism strategies. The planning team held an open design studio in which planners and designers drafted concepts in real time to visualize the ideas and visions of community members.

A major focus of the design workshop included the potential catalyst sites. These sites are opportunities meant to spark effective development paired with capital improvements. Designers drafted conceptual plans to present to the public for discussion and refinement. The planning team collected the feedback from the public received at the design workshop to move forward with potential draft elements of the plan, including programs, policies, and projects.

In addition, the planning team hosted a PAC meeting during lunch time on the third day of the workshop (May 13th). This allowed PAC members, as well as key city staff, an opportunity to review the feedback from the public and provide the team with their input on the various plan elements and catalyst site concepts.

Final Community Open House

The Community Open House held on June 30, 2021 showcased overall plan elements, refined ideas through precedent imagery, and concepts developed over the course of the project. The planning team also shared the plan's vision statement and four planning principles (Chapter 4). Meeting attendees viewed detailed information on the programming of the catalyst sites, including site layout, land uses, and amenities, which were all informed by the market analysis conducted as part of the planning process (see Chapter 3). This open house provided a final opportunity for Winder residents and other stakeholders to provide feedback on the elements and concepts included in this master plan by speaking with city staff and members of the planning team, and/or completing a comment card.



Final Community Open House





WINDER TODAY

WINDER TODAY

HISTORY

Winder began as a Native American settlement referred to as "Snodon." Once white settlers moved in, the name eventually changed to Jug Tavern around 1794, for the local tavern and jug that its patrons drank from.

As the settlement grew into a small town, leaders renamed the City to honor John H. Winder, a "Railroad Builder and Manager – Industrial Leader," as the historic marker commemorating the name change indicates. However, history says that Wiley Bush contributed more to Winder's future success. He donated the right-of-way for the Gainesville & Midland and Seaboard Airline Railways. He also started a general merchandise business; donated land for the Old Winder Cotton Mill and several churches and parsonages; and recruited Winder's first mail carrier, N.J. Kelley, from Jefferson and sold Kelley the land to build the first post office. Bush also built Winder's first school.

Perhaps one of Winder's most notable figures is Richard B. Russell. Born on November 2, 1897, his political career began at the age of 24 when he won a seat in the state Legislature. He went on to serve as the youngest governor of Georgia at 34 and served as a U.S. Senator for almost 40 years beginning at the young age of 35.

In 1914, the General Assembly create Barrow County from portions of Jackson, Walton, and Gwinnett counties. The intersection of Broad Street and Athens Street marks the location where the three counties converged.

Over the years, Winder's success was driven by industry. Cotton mills, grist mills, pottery, and furniture making were all a part of the City's rich tapestry of manufacturing and "arts and crafts" industry.

1792

Fort Yargo Established
Fort Yargo was initially developed to protect the area from Creek Indian attacks. ↵



1893

Name changed to Winder
Winder is incorporated and named to honor the president of the Seaboard Air Line Railroad John H. Winder, from Raleigh, N.C when the railroad was constructed through the area, incentivized by citizens offering 16 acres for the tracks to come through the town. ↵



1914

Barrow County was carved out of Gwinnett, Jackson, and Walton Counties.

1933

First Doctor's Day Observance
This observance began in Winder on March 28, 1933. The Georgia State Medical Alliance adopted the observance in 1934 and in 1935 it was also instated by the Southern Medical Association Alliance. ↵



Late 1700s

White Settlers Arrived
White settlers arrived to the Native American (Creek and Cherokee) trade settlement of Snodon. ↵



1884

Brandon/Jug Tavern Incorporated
The site of Winder is the original location of the Native American settlement called Snodon. After the arrival of white settlers, the name changed from Snodon, to Jug, Jug Tavern, and briefly Brandon, back to Jug Tavern and then Winder in 1893. ↵



1898

Winder Cotton Mill
The Winder Cotton Mill was built and took part in Winder's notable past as "Work Clothes Capital of the World" ↵



1920

Barrow County Courthouse Constructed
The Barrow County courthouse is constructed in Winder, now listed under the National Register of Historic Places. ↵



1967

Fort Yargo became a Georgia State Park



MOBILITY AND PARKING

Joseph Isaac Joseph Bell and his associates are credited as the founder of Winder’s garment making industry in 1906, when Joseph decided to begin making overalls at the Bell Overall Company; Barrow Manufacturing Company and Carwood Manufacturing Company followed. The prominence of the garment industry in Winder and its neighboring communities within an approximately 50-mile radius earned the City its designation as, “The Work Clothing Center of the World.”

Once the manufacturing and garment industry declined, with many operations moving overseas, Downtown Winder experienced a downturn as the economy shifted to commercial and services. Many of the original historic buildings remain, and over the past several years, the City and private investors have made significant improvements to the public realm and private property to help revitalize its Downtown. This plan seeks to set a clear vision to ensure Winder’s success for many years to come.



The core of Downtown Winder sits just north of the intersection of two major roadways: Business US 29 (May Street) and State Highway 53/81/11 (Broad Street). Several local roads running east/west (Athens Street, Candler Street, Midland Avenue), and north/south (N. Center Street, N. Woodlawn Avenue, N. Jackson Street, Park Avenue) create a walkable street grid pattern that is found in many historic Downtowns which developed prior to the introduction of the automobile.

Streets

Winder is unique to have preserved its street grid. This pattern is often lost due to a variety of reasons, including modern/new road construction, poor record keeping of property lines and right of way boundaries, and new development or redevelopment of historic properties. The grid lends itself to walkability and connectivity to encourage residents and visitors to enjoy Downtown on foot.

Many of the roads show the wear and tear of increasing traffic and heavy use over the years as Winder and surrounding Barrow County have added residents and employment opportunities. As the main spine running through Downtown, Broad Street carries significant traffic, especially during morning and afternoon rush hours. Coupled with the traffic signals located at Athens Street, Candler Street, and Midland Avenue, traffic can back up to the south along Highway 53/81/11 beyond the intersection of Broad and May Streets. GA Highway 211 (Athens Street) serves as the main western entry into Downtown from I-85 and experiences back-ups during high traffic periods.

Operational improvements such as better signal timing and the installation of Intelligent Traffic System (ITS) infrastructure are methods that the City and county can explore in cooperation with the Georgia Department of Transportation (GDOT) to help ease this congestion. The construction of the Winder Bypass should help to alleviate the amount of freight truck and commuter traffic through Downtown. Even after its completion, though, the impact of the bypass and its effect on traffic volume will take several months to make an impact and assess.

Like many cities throughout Georgia, Winder originally developed around the railroad. The historic train depot sits adjacent to the tracks at Broad and Porter Streets and serves as the Barrow County Chamber of Commerce and Winder Economic Development offices. The tracks run parallel to May Street/Business US 29 and create a man-made boundary between the historic Downtown core and the suburban style corridor development along May which includes national chain businesses and multiple fast-food restaurants.

While there is a desire to better connect May Street to Downtown, there are challenges to creating rail crossings that are safe and accessible for all modes of transportation, including electric scooters used by senior citizens and the physically handicapped, wheelchairs, strollers, and bicycles. Coordination and partnership with CSX to address safe crossings will be key in making Downtown accessible for all.

Sidewalks

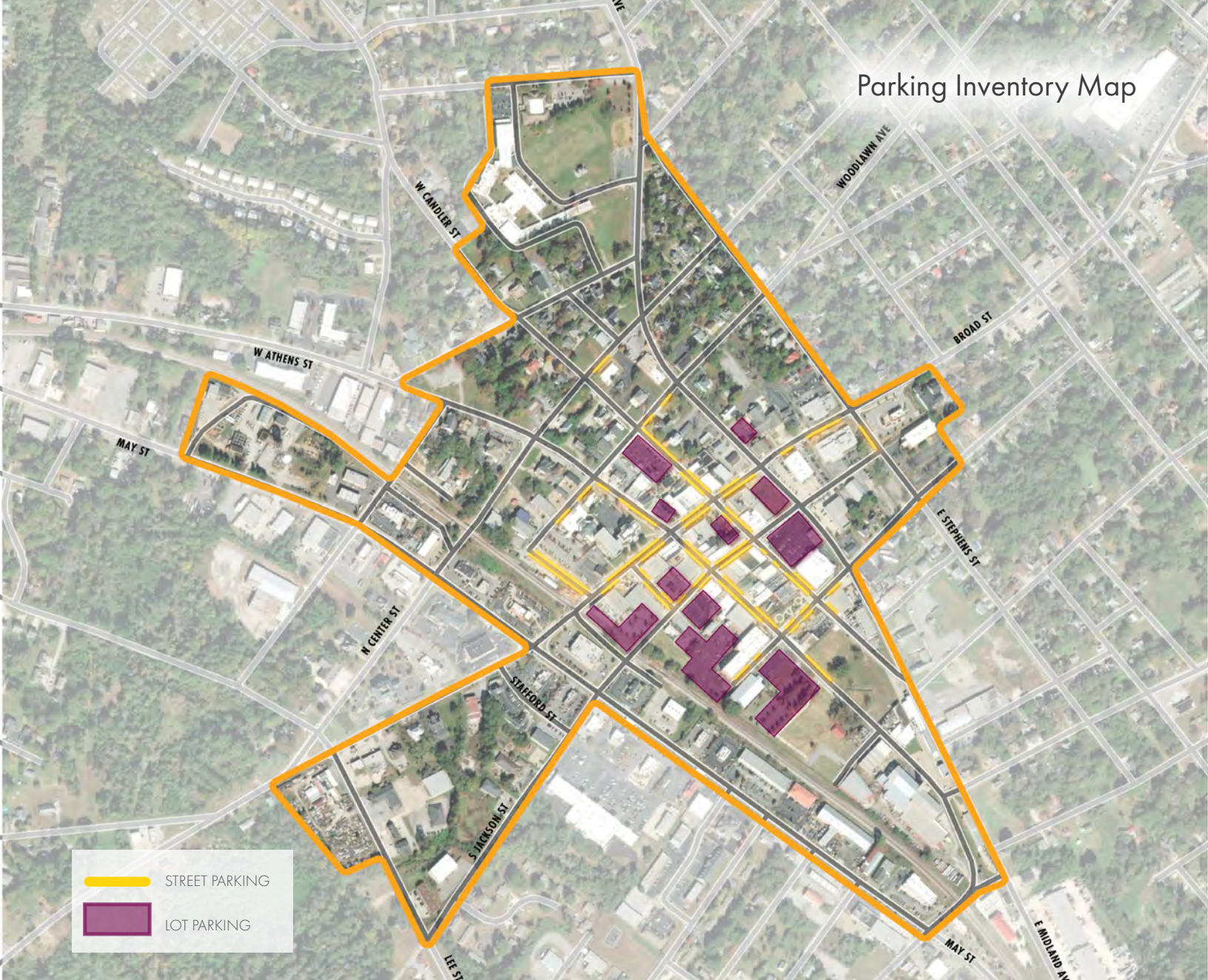
Sidewalks located throughout Downtown Winder make it a walkable, pedestrian friendly area. Most recently, the City installed the Broad Street streetscape to improve the aesthetics and mobility, and accessibility along Downtown's main thoroughfare. However, there are several gaps in the sidewalk network throughout the study area, and locations where existing sidewalks need repairs and improvements. ADA (Americans with Disabilities Act) accessibility components like ramps and yellow rumble strips are also missing in many locations. Making improvements to the existing network while extending walkability and accessibility to key destinations outside of the Downtown core, such as the Center for Innovative Teaching (CFIT) campus and the future community greenspace, will be a key component of continuing the reach of the Downtown core's success.

Wayfinding

Beyond roads and sidewalks, a key piece of creating a mobile and connected environment is signage. Whether it is a prominent gateway or unique street and wayfinding signage, consistent and well-placed signage makes it easier for residents and visitors to find their way to and around key districts within a community.

While Downtown Winder does have some wayfinding signage to direct drivers to public parking areas, it is nondescript and unbranded. As a result, many of the existing signs are difficult to see. Street signs are currently standard, green signs placed on the utility lines that support traffic signals. There is no gateway signage at key entry points into Downtown. All these signage elements are needed to indicate entry into a unique and vibrant district within Winder and Barrow County.

Parking Inventory Map



Parking

It is often said that if you have a parking problem in your Downtown, you must be doing something right! When a parking space is not available directly in front of or adjacent to the business or attraction someone is visiting, the immediate reaction is to think there is not enough of parking. However, parking availability within Downtown Winder is meeting the current day to day demand. A recent assessment of public parking performed by City staff using GIS data shows that there are approximately 900 spaces around the Downtown core.

The addition of signs at key intersections and locations around Downtown to direct drivers to parking lots will assist in combatting the perception that there is a lack of parking. As Downtown Winder continues to evolve over the next five to ten years, a formal parking study will likely be necessary to assess changing needs to determine if structured parking and/or additional surface lots and on-street parking is needed.



PARKS AND OPEN SPACE

Given its relatively small size, Downtown Winder has a generous amount of park and open space which is all concentrated in the area to the east of Broad Street. The most recent addition to Downtown's park inventory is The Plaza at Jackson. This plaza, which the City created by closing the portion of N. Jackson Street between E. Candler and E. Athens, sits adjacent and to the west of the parking lot at Winder City Hall. The plaza – completed in April 2020 – includes outdoor dining space, greenspace, and a small, shaded concrete stage. While the City does not have formal programming for the plaza yet, it is not unusual to see outdoor yoga, story hour for children, or an intimate musical performance for a small crowd taking place.

Following the opening of The Plaza at Jackson, the City completed substantial renovations to Jug Tavern Park in October 2020. Bearing Winder's original name of Jug

Tavern, the 2.43 acre park is the site for multiple, large scale City events and festivals throughout the year. The performance stage and amphitheater, constructed of timber harvested from the local area, is a recent addition to the park's amenities and provides a state-of-the-art space for concerts and other outdoor performances. Jug Tavern Park – or "JTP," as some locals refer to it – can accommodate crowds of over 10,000 people.

Hal Jackson Park is Downtown's oldest park. Completed in the mid-2010s, this passive park space is bounded by E. Athens Street, Park Avenue, and E. Candler Street. It provides benches and landscaped greenspace. However, the park space lacks large, mature trees that would otherwise provide shade during the hot summer months.

The undeveloped, City owned lot across from the Winder Community Center and Jug Tavern Park provides an additional two acres of open space for amenities affiliated with City events, such as bouncy houses for children or vendor tents. When it is not being used for events, this grassy area with mature trees provides an informal, partially shaded greenspace for people to gather and enjoy.

The open space located adjacent to the CFIT campus (former Russell Middle School property) is a large, unprogrammed space used for a variety of outdoor activities, including pick up football and soccer games, dog walking, exercising, and play. With the assistance of the University of Georgia's College of Environmental Design studio, the Barrow County Foundation developed a conceptual plan for the campus complete with a destination playground, water play area, walking path, woodland amphitheater/outdoor classroom, and several other amenities that will make it a destination park. The project is

in the fundraising phase, with a goal to raise \$13.5 million. Construction is anticipated to begin in 2023. The project will provide a meaningful and innovative community gathering space and learning hub on the western side of the Downtown area.

While located outside the study area boundaries, Fort Yargo State Park is an amenity to the south of Downtown that attracts over 600,000 visitors to Winder each year. It is a 2,000-acre tract that is home to historic Fort Yargo, which settlers resurrected in 1792 to protect their Talasse Colony from Creek and Cherokee Native Americans.

The Park features a campground; cabins, cottages and yurts; Marbury Creek Reservoir (260-acre lake); hiking and biking trails; an amphitheater; disc and miniature golf; multipurpose courts; a nature center; and a playground. The construction of a multi-use trail from Lee Street into the park is currently under construction and is expected to be completed in the fall of 2021.



CFIT Campus Masterplan



Ft. Yargo State Park

PUBLIC ART

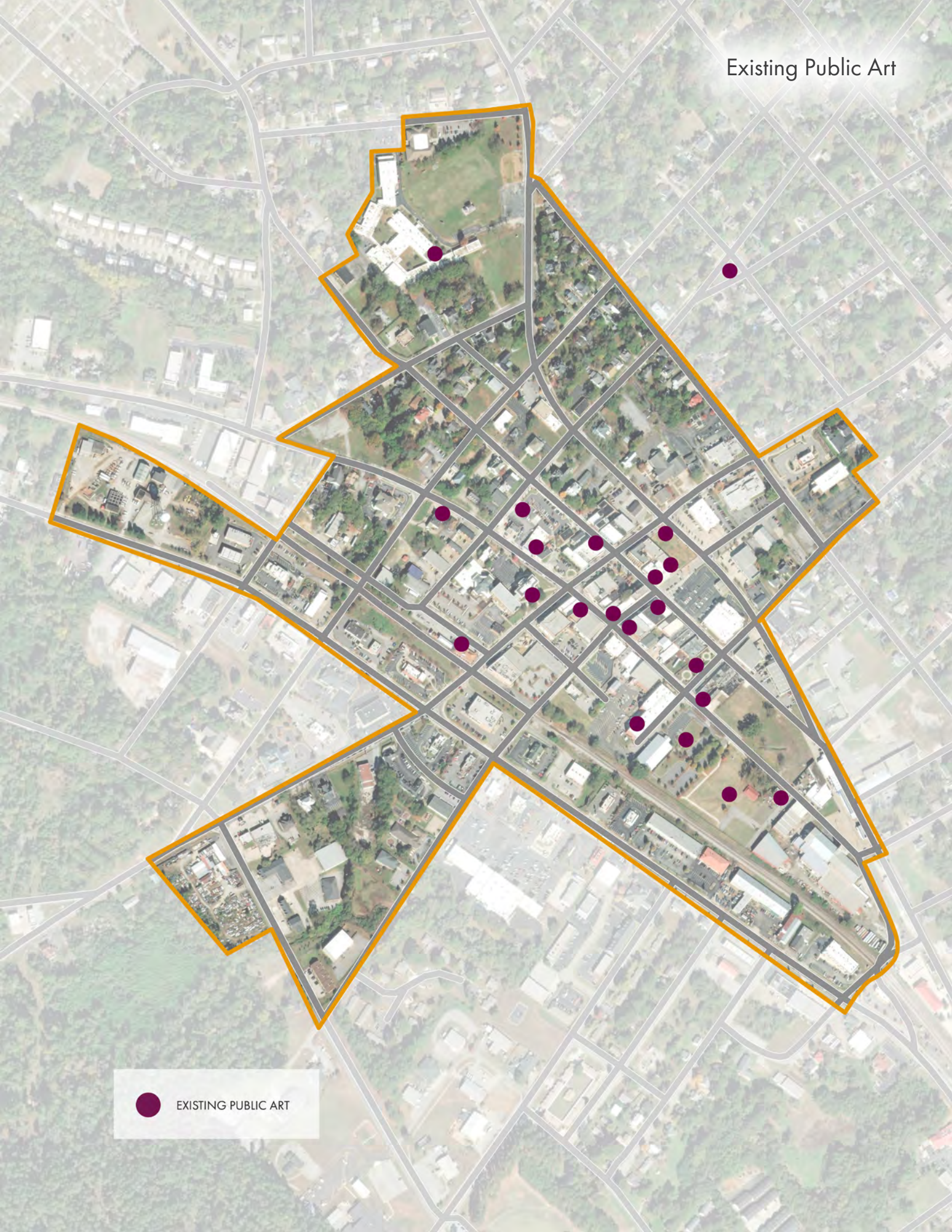
While the idea of beauty is universal and has been sought after throughout human history, it is not the only asset that art brings to a community. Rather, public art transforms the values of a community into material representation. It becomes a register and contributes to the identity of a community. It creates shared, empathic moments of understanding, as community members can each have their own affinity with the work and with each other through conversations about the work.

Public art can both tell the stories of our collective past and stimulate the aspirations for a thriving future. It creates curiosity and enlivens our public gathering spaces with delight as an extension of the urban design. Imagine food without flavor, so could one imagine our towns and cities without art and design.

Downtown Winder has a rich tapestry of public art that contributes to the documentation of its history. The Existing Public Art Inventory map documents the location of each piece of public art.



Existing Public Art

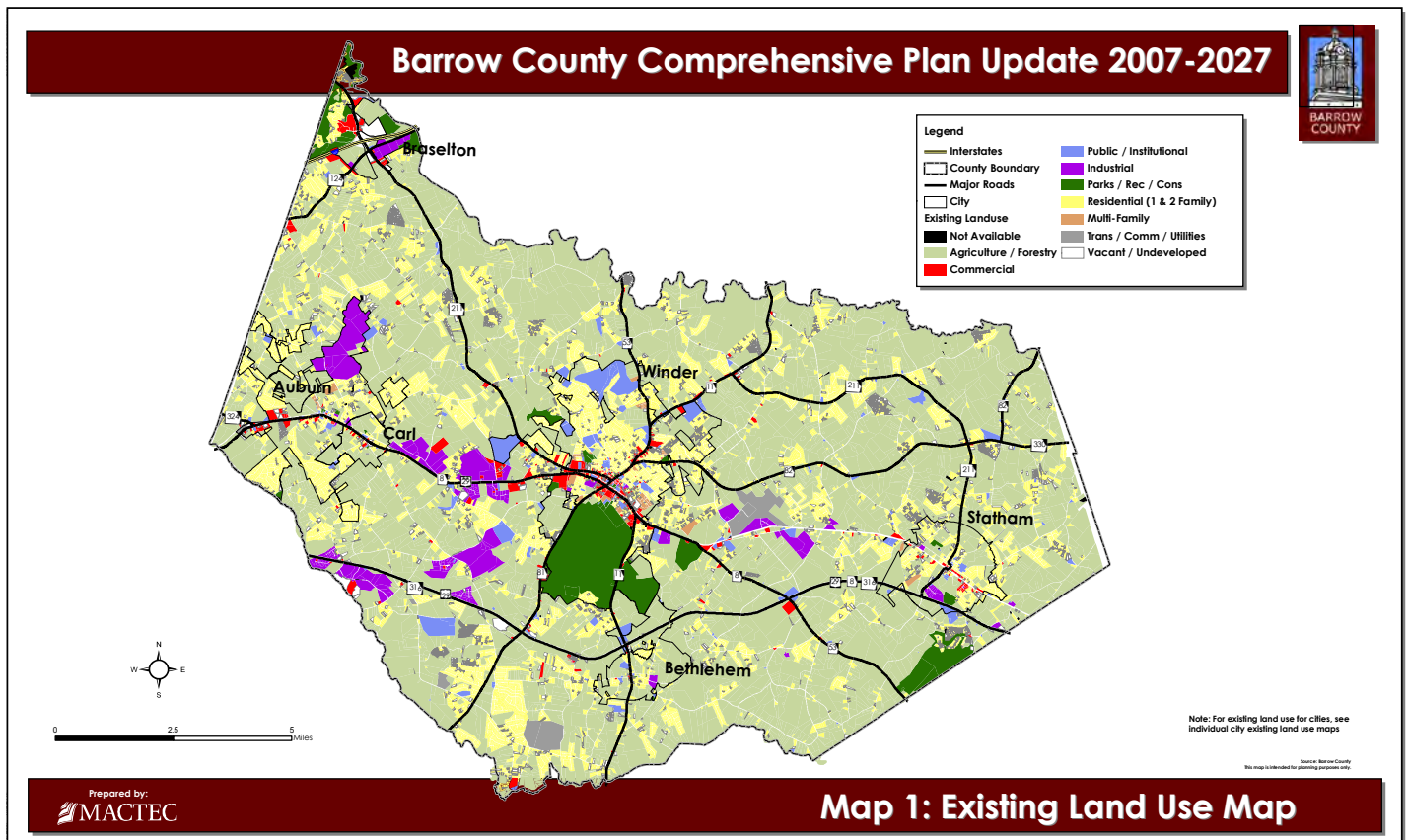


● EXISTING PUBLIC ART

LAND USE OVERVIEW

Downtown Winder consists of mostly commercial, government/institutional uses, and greenspace. City Hall is located on Midland Avenue, and there are a few smaller City office buildings located within the Downtown core. The Winder Performing Arts Center is another City owned asset situated in Downtown. Though Covid-19 halted performances, they are expected to resume in the fall of 2021.

Commercial uses consist of a wide variety of restaurants, office space, salons and spas, a bookstore, a few boutiques, coffe shops, and a bike shop. As discussed in the previous Parks & Open Space section, Downtown Winder boasts several acres of greenspace. A more detailed discussion of the land uses within Downtown Winder is included in the Market Analysis, found in Chapter 3 of this plan.





Keck & Wood Stormwater Plan - Preferred Scenario

STORMWATER MANAGEMENT

During heavy rains, flooding of streets and properties on the eastern side of Downtown along Midland Avenue, E. Candler Street, and E. Athens Street is an ongoing nuisance. As a result, the City hired Keck & Wood Engineers to draft a stormwater management plan to determine a solution to mitigate the situation.

The City originally acquired the vacant lot across from the Community Center and Jug Tavern Park, along with the partially demolished building – often referred to as the Schaefer Building – for the purpose of stormwater management. An initial draft of the stormwater plan indicated this lot as the location for a single detention pond with amenities.

Through coordination with the Downtown master plan team, City staff, and elected leaders, Keck & Wood determined that this site would be an appropriate location for underground stormwater management infrastructure. That way, this prime piece of property can be used for future development as an opportunity site (see concept and programming in Chapter 5 - Implementation). The plan eliminates above ground detention and allows for development of surrounding opportunity sites.





3



MARKET ANALYSIS

MARKET ANALYSIS

INTRODUCTION

Purpose

This market study provides an analysis of background trends and real estate conditions for the City of Winder in order to assess potential market support for a range of uses that could be possible in the Downtown Development Authority study area (study area). The information and analysis presented in this study will be used to inform the Downtown Master Plan. This market analysis also includes a Retail Action Plan that provides background on how retail works, identifies best practices for placemaking, evaluates the retail landscape following the pandemic, and projects future retail demand in Winder.

Study Area

The study area encompasses Downtown Winder, including reaching across the train tracks to Highway 29 (West May Street). Much of the residential character of the study area is single-family; however, the area is primarily comprised of commercial uses, including arterial strip commercial, downtown small format retail and restaurants, and some industrial uses. Individual streets, or blocks contain their own identities, with Jackson Street acting as a “restaurant row” for independent restaurants, Broad Street acting as the main Downtown arterial with a variety of retail and restaurants, and Athens Street acting as the path that connects existing Downtown activity centers to Jug Tavern Park and the industrial uses around the mill.

In addition, the City has been making investments into the Downtown area to enhance placemaking and connectivity. The Plaza at Jackson and Jug Tavern Park provide opportunities for outdoor plays, concerts, and events to activate Downtown and make it a destination. Hal Jackson Park is a greenspace that connects the Plaza and Park and

provides passive gathering space for people to sit and eat or relax, while a new PATH trail will eventually connect Downtown to Fort Yargo by connecting with Wilkins Greenway at the trailhead on Lee Street.

Building off the existing character and providing additional mobility connections for active transportation can strengthen the area’s economic base to support additional restaurant and retail uses. The City can also leverage opportunity sites, like the parcel across from Jug Tavern Park and the former Public Works’ water site to bring new uses that can enhance Downtown’s position as a regional destination for Barrow County as well as Fort Yargo park visitors and those traveling between Atlanta and Athens.

Limiting Conditions

This study presents an assessment of current and potential future market support for development, based on the identified data sources. It has been prepared to inform the development of policies and plans by the City of Winder and is not intended to be used to support any decision regarding the acquisition or development of any particular site or property. Because of the limitations of the scope of this study, available data including any errors by data providers, and the methodologies used, along with the uncertainty inherent in long-term projections, actual market performance may vary considerably from what is presented here. Market conditions are dynamic and the analysis and findings presented in this study are subject to change at any time after the publication of this study, based on changes due to macroeconomic conditions at the national and regional level; changes in legislation, regulations, and public policy actions; and decisions by developers, investors, firms, lenders, and other parties that may impact local market conditions and development potential.

DEMOGRAPHIC AND ECONOMIC CONDITIONS

Demographic Trends Population and Households

As of 2020, the city of Winder has 18,038 residents, and 6,617 households, accounting for just over a fifth of Barrow County’s population and households. Most of the study area is commercial, with a few homes north of the intersection of West Athens Street and North Broad Street near the Center for Innovative Teaching (CFIT). As a result, there are estimated to be only 87 residents, and 47 households in the study area, representing less than one percent of the city totals. Because of the small number of residents living in the study area, any estimate of population and household traits is subject to substantial statistical and estimation error. As a result, the discussion of the characteristics of the study area population is limited, even where the tables below may show data.

The City and County grew at similar rates between 2010 and 2020 in terms of both population and households, with 24.5 percent household growth in the city and 22.4 percent household growth in the county. Study area household growth appears to be lower and is primarily constrained by the small portion of the study area that actually contains and is zoned for residential units. The average household size in Winder (2.69) and the county (2.89) has not changed significantly since 2010, as the population of the city and county grew at rates comparable to household growth. The average household size in the study area appears to be smaller, estimated at 1.85 persons per household.

Population and Households, 2010-2020

Population	2010	2020	Change, 2010-2020		
			Number	Percent	
Study Area	77	87	10	13.0%	
City of Winder	14,434	18,038	3,604	25.0%	22.9%
Barrow County	69,367	85,104	15,737	22.7%	

Households	2010	2020	Change, 2010-2020		
			Number	Percent	
Study Area	42	47	5	11.9%	
City of Winder	5,313	6,617	1,304	24.5%	24.3%
Barrow County	23,971	29,331	5,360	22.4%	

Avg. Household Size	2010	2020	Change, 2010-2020	
			Number	Percent
Study Area	1.83	1.85		
City of Winder	2.67	2.69		
Barrow County	2.88	2.89		

Table 1: Population and Households, 2010-2020



Household Composition

The City of Winder's share of households that are families is estimated at 69 percent, as shown in Table 2. Barrow County has a larger share of family households, accounting for 75 percent households in 2020. There was a very small shift in overall household composition in the city and county between 2010 and 2020. The rate of growth for non-family households outpaced the growth rate for family households, but the absolute increase in family households was greater than the increase in non-family households. The numbers of both families and non-family households grew, indicating demand for units of all sizes, including smaller units to serve small non-family households.

Age Distribution

As shown in Table 3, the median ages in the study area, Winder, and Barrow County are nearly the same, at 36 years. In the City and County, residents under 18 years constitute approximately a quarter of the population, while another quarter are aged 55 and over. While the study area is too small to infer meaningful trends in age distribution between 2010 and 2020, in Winder and Barrow County, residents aged 65 or older were the fastest growing cohort, followed by residents aged 55 to 64 years. In total, the 2010 to 2020 growth in residents aged 55 or over was higher in Barrow County (52 percent) than in Winder (39 percent). However, in Winder, which grew faster overall than the county, the number of residents aged between 18 and 34 increased at almost twice the rate in the city (22.9 percent) as in the county (12.2 percent), suggesting that young adults are attracted to Winder specifically.

Household Composition, 2010-2020

City of Winder	2010		2020		Change, 2010-2020	
	Number	Percent	Number	Percent	Number	Percent
Family Households	3,691	69.5%	4,566	69.0%	875	23.7%
Non-Family Households	1,622	30.5%	2,051	31.0%	429	26.4%
Total Households	5,313	100.0%	6,617	100.0%	1,304	24.5%

Barrow County	2010		2020		Change, 2010-2020	
	Number	Percent	Number	Percent	Number	Percent
Family Households	18,214	76.0%	21,994	75.0%	3,780	20.8%
Non-Family Households	5,757	24.0%	7,337	25.0%	1,580	27.4%
Total Households	23,971	100.0%	29,331	100.0%	5,360	22.4%

Table 2: Household Composition, 2010-2020

Age Distribution, 2010-2020

Study Area	2010	2020
Median Age	35.4	36.2

City of Winder	2010		2020		Change, 2010-2020	
	Number	Percent	Number	Percent	Number	Percent
Under 18	3,992	27.7%	4,710	26.1%	718	18.0%
18-24	1,251	8.7%	1,470	8.1%	219	17.5%
25-34	2,039	14.1%	2,575	14.3%	536	26.3%
35-44	1,992	13.8%	2,373	13.2%	381	19.1%
45-54	1,808	12.5%	2,244	12.4%	436	24.1%
55-64	1,477	0.0%	1,973	10.9%	496	33.6%
65 or older	1,875	0.0%	2,695	14.9%	820	43.7%
Total Population	14,434	76.8%	18,040	100.0%	3,606	25.0%
Median Age	34.7		36.1			

Barrow County	2010		2020		Change, 2010-2020	
	Number	Percent	Number	Percent	Number	Percent
Under 18	19,589	28.2%	22,538	26.5%	2,949	15.1%
18-24	5,765	8.3%	6,720	7.9%	955	16.6%
25-34	10,755	15.5%	11,808	13.9%	1,053	9.8%
35-44	10,427	15.0%	12,527	14.7%	2,100	20.1%
45-54	9,421	13.6%	11,141	13.1%	1,720	18.3%
55-64	6,938	10.0%	9,784	11.5%	2,846	41.0%
65 or older	6,472	9.3%	10,586	12.4%	4,114	63.6%
Total Population	69,367	100.0%	85,104	100.0%	15,737	22.7%
Median Age	33.7		36.1			

Table 3: Age Distribution, 2010-2020

Race and Ethnicity, 2010-2020

City of Winder	2010		2020		Change, 2010-2020	
	Number	Percent	Number	Percent	Number	Percent
Hispanic/Latino	1,405	9.7%	2,410	13.4%	1,005	71.5%
Not Hispanic/Latino	13,029	90.3%	15,627	86.6%	2,598	19.9%
White	9,742	67.5%	11,573	64.2%	1,831	18.8%
Black/African American	2,631	18.2%	2,993	16.6%	362	13.8%
Native American	20	0.1%	36	0.2%	16	80.0%
Asian	286	2.0%	487	2.7%	201	70.3%
Native Hawaiian/Pacific Islander	13	0.1%	38	0.2%	25	192.3%
Other	39	0.3%	47	0.3%	8	20.5%
Two or More Races	298	2.1%	453	2.5%	155	52.0%
Total Population	14,434	100.0%	18,037	100.0%	3,603	25.0%

Barrow County	2010		2020		Change, 2010-2020	
	Number	Percent	Number	Percent	Number	Percent
Hispanic/Latino	6,037	8.7%	10,354	12.2%	4,317	71.5%
Not Hispanic/Latino	63,330	91.3%	74,750	87.8%	11,420	18.0%
White	51,736	74.6%	58,643	68.9%	6,907	13.4%
Black/African American	7,769	11.2%	10,241	12.0%	2,472	31.8%
Native American	130	0.2%	186	0.2%	56	43.1%
Asian	2,359	3.4%	3,602	4.2%	1,243	52.7%
Native Hawaiian/Pacific Islander	28	0.0%	64	0.1%	36	128.6%
Other	141	0.2%	170	0.2%	29	20.6%
Two or More Races	1,167	1.7%	1,844	2.2%	677	58.0%
Total Population	69,367	100.0%	85,104	100.0%	15,737	22.7%

Table 4: Race and Ethnicity, 2010-2020

Household Income Distribution, 2020

Income Category	Study Area	City of Winder		Barrow County	
		Number	Percent	Number	Percent
<\$15,000		552	8.3%	1,643	5.6%
\$15,001-\$24,999		947	14.3%	2,947	10.0%
\$25,000-\$34,999		624	9.4%	2,490	8.5%
\$35,000-\$49,999		1,132	17.1%	4,285	14.6%
\$50,000-\$74,999		1,062	16.0%	5,160	17.6%
\$75,000-\$99,999		1,112	16.8%	5,524	18.8%
\$100,000-\$149,999		925	14.0%	5,351	18.2%
\$150,000-\$199,999		124	1.9%	1,050	3.6%
>\$200,000		139	2.1%	881	3.0%
Total Households		6,617	100.0%	29,331	100.0%
Median HH Income	\$48,731		\$50,864		\$63,759
Per Capita Income	\$23,497		\$23,381		\$26,351

Table 5: Household Income, 2020

Race and Ethnicity

Winder and Barrow County have become increasingly diverse. In 2020, the share of the non-Hispanic White residents in Winder and Barrow County was approximately 64 percent and 69 percent, respectively. Despite the predominance of non-Hispanic White residents, they were the slowest growing racial or ethnic group from 2010 to 2020 in the city and county leading to a decline in their overall proportion of the population. Both Winder and Barrow County experienced a 71.5 percent increase in the Hispanic or Latino population, which comprises 13.4 percent of the city’s population and 12.2 percent of the county’s population in 2020. In addition, Winder and Barrow County also reported growth in the very small Native American, Asian, Native Hawaiian/Pacific Islander, and two or more races population groups.

Income

The median annual household income in the study area is approximately \$49,000, which is comparable to the citywide median income of \$51,000. In Winder, 32.1 percent of households have incomes of less than \$35,000, and 50.0 percent of Winder households have incomes of between \$35,000 and \$100,000. The share of households with incomes of \$100,000 or more is 18.0 percent.

Winder lags the county’s share of high-income households. Nearly one-quarter of Barrow County households earn \$100,000 or more annually, and the median annual household income of approximately \$64,000 is almost \$13,000 higher than the city’s median annual household income. Moreover, Barrow County has a smaller share of households earning below \$35,000 than the City, at just 24.1 percent. If the City is able to successfully implement placemaking efforts in the downtown through this Master Plan, making the downtown more active and desirable,

over time it may be able to attract more high-income households than it currently does. However, increasing desirability in Winder may also reduce affordability for existing residents, potentially resulting in displacement.

Educational Attainment

At 16.3 percent of the adult 25+ population with a bachelor’s degree or higher, the City lags the County in educational attainment, where nearly a fifth of residents aged over 25 have a bachelor’s degree or higher. This higher educational attainment in the County vis-à-vis the City is likely associated with the higher household incomes in Barrow County.

Educational Attainment, Population Age 25+, 2020

Educational Attainment	City of Winder		Barrow County	
	Number	Percent	Number	Percent
Less than 9th Grade	615	5.2%	3,018	5.4%
9th to 12th Grade, No Diploma	1,392	11.7%	5,563	10.0%
High School Diploma or Equiv.	4,518	38.1%	19,264	34.5%
Some College, No Degree	2,489	21.0%	12,332	22.1%
Associate Degree	913	7.7%	4,993	8.9%
Bachelor's Degree	1,243	10.5%	7,222	12.9%
Graduate/Professional Degree	689	5.8%	3,454	6.2%
Total Population Age 25+	11,859	100.0%	55,846	100.0%
Without High School Diploma	2,007	16.9%	8,581	15.4%
Bachelor's Degree or Higher	1,932	16.3%	10,676	19.1%

Table 6: Educational Attainment, 2020

Resident Employment

As shown in Table 7 the top five industries employing Winder residents are also the top five industries employing Barrow County residents, accounting for nearly 60 percent of both city and county residents. The share of residents employed in industries by land use is also similar. Finally, the unemployment rate for Barrow County was reported by the Georgia Department of Labor at 3.4 percent in February 2021, with a preliminary estimate of 2.9 percent for March 2021; these rates indicate a healthy local job market and a strong overall economy in the County.

Workers by Industry

The presence of a daytime population of workers helps to support an area, as those workers patronize local restaurants and other shops and service businesses. Based on ESRI estimates, there are a total of slightly fewer than 1,200 persons employed in the study area, with approximately 7,300 employed in Winder, and 21,000 in the County. The five industries with the most workers employed in the study area and Winder are retail trade; finance and insurance; health care and social assistance; accommodation and food services; and public administration, as shown in Table 8. These industries account for approximately 70 percent of the workers in both the study area and Winder. For the study area, the largest employment sector, Public Administration, reflects the presence of City and County offices. The similarity between the study area and the City may be unsurprising as the study area is one of the main nodes of non-residential development in the city, accounting for nearly 17 percent of the city's jobs. The top five industries in county are manufacturing; retail trade; educational services; health care and social assistance; and accommodation and food services. These industries account for 55 percent of county jobs.

In terms of land use, nearly 40 percent of jobs in the study area are in office-based industries, while just under 30 percent are in the retail, accommodation, or restaurant industries (i.e., commercial or hotel space). Under five percent of jobs are in industrial space. The study area is generally similar to the City in terms of the proportion of jobs in sectors linked to office, commercial, and industrial land uses, although the share of office jobs in the City overall is slightly lower at 33 percent.

The gap between the number of employed study area residents and the jobs located in the study area reflects the non-residential character of the study area, given that there are only an estimated 30 employed residents compared to nearly 1,200 persons working there. Since there are so few working residents living in the study area (and they may work elsewhere), all or almost all of the jobs in the study area are held by persons commuting from elsewhere in Winder, Barrow County, and beyond. Additional housing built in the study area could be attractive to persons working there, leading to a better balance between jobs and working residents.

Employed Residents by Industry, 2020

Industry	City of Winder		Barrow County	
	Number	Percent	Number	Percent
Agriculture, Forestry, Fishing and Hunting	33	0.5%	244	0.7%
Mining	0	0.0%	38	0.1%
Utilities	36	0.5%	272	0.8%
Construction	772	11.2%	3,855	11.4%
Manufacturing	1,119	16.2%	4,552	13.5%
Wholesale Trade	213	3.1%	1,135	3.4%
Retail Trade	971	14.1%	4,459	13.2%
Transportation/Warehouse	429	6.2%	1,955	5.8%
Information	130	1.9%	511	1.5%
Finance and Insurance	304	4.4%	1,387	4.1%
Real Estate/Rental/Leasing	117	1.7%	627	1.9%
Professional, Scientific and Technical Services	366	5.3%	1,980	5.9%
Management of Companies and Enterprises	0	0.0%	24	0.1%
Administration, Support, and Waste Mgmt.	246	3.6%	1,448	4.3%
Educational Services	564	8.2%	2,586	7.6%
Health Care and Social Assistance	646	9.4%	3,985	11.8%
Arts, Entertainment, and Recreation	64	0.9%	266	0.8%
Accommodation and Food Services	415	6.0%	1,488	4.4%
Other Services (exc. Public Administration)	325	4.7%	1,607	4.7%
Public Administration	155	2.2%	1,414	4.2%
Total Employed Residents	6,905	100.0%	33,833	100.0%

Table 7: Resident Employment, 2020

Jobs by Industry, 2020

Industry	Study Area		City of Winder		Barrow County	
	Number	Percent	Number	Percent	Number	Percent
Agriculture, Forestry, Fishing and Hunting	0	0.0%	2	0.0%	20	0.1%
Mining	0	0.0%	0	0.0%	20	0.1%
Utilities	0	0.0%	0	0.0%	11	0.1%
Construction	32	2.7%	166	2.3%	1,395	6.5%
Manufacturing	9	0.8%	52	0.7%	2,023	9.5%
Wholesale Trade	4	0.3%	57	0.8%	1,279	6.0%
Retail Trade	148	12.4%	979	13.5%	3,647	17.1%
Transportation/Warehouse	5	0.4%	18	0.2%	197	0.9%
Information	13	1.1%	46	0.6%	222	1.0%
Finance and Insurance	152	12.7%	655	9.0%	799	3.7%
Real Estate/Rental/Leasing	35	2.9%	167	2.3%	474	2.2%
Professional, Scientific and Technical Services	65	5.4%	291	4.0%	1,230	5.8%
Management of Companies and Enterprises	1	0.1%	2	0.0%	6	0.0%
Administration, Support, and Waste Mgmt.	6	0.5%	52	0.7%	759	3.6%
Educational Services	119	9.9%	533	7.4%	2,098	9.8%
Health Care and Social Assistance	139	11.6%	1,442	19.9%	1,788	8.4%
Arts, Entertainment, and Recreation	21	1.8%	84	1.2%	326	1.5%
Accommodation and Food Services	172	14.4%	889	12.3%	2,213	10.4%
Other Services (exc. Public Administration)	70	5.8%	652	9.0%	1,434	6.7%
Public Administration	204	17.0%	1,144	15.8%	1,320	6.2%
Unclassified	2	0.2%	20	0.3%	91	0.4%
Total Workers	1,197	100.0%	7,251	100.0%	21,352	100.0%

Table 8: Workers by Industry, 2020

Commute Patterns

More than 50 percent of working residents in both the City and County commute 30 minutes or more for work. While some of these residents may commute to Atlanta, others likely commute to nearby regional employment centers including Athens. This indicates that Winder is primarily a bedroom community serving other employment nodes. Enhancements to downtown’s desirability through placemaking efforts and achieving a critical population mass that can support additional retail and other amenities may enhance the desirability of office space in the study area, allowing Winder to become more of an employment destination.

Top Lifestyle Segmentation, 2020

City of Winder	Adult Population by Lifestyle Segments	
	Number	Percent
Middleburg	4,799	36.0%
Hardscrabble Road	4,212	31.6%
Traditional Living	2,122	15.9%
Rustbelt Traditions	1,222	9.2%
City Commons	554	4.2%
All Other	421	3.2%
Total Adult Population	13,330	100.0%

Barrow County	Adult Population by Lifestyle Segments	
	Number	Percent
Middleburg	36,417	58.2%
Southern Satellites	6,837	10.9%
Up and Coming Families	5,738	9.2%
Hardscrabble Road	5,267	0.0%
Traditional Living	3,992	0.0%
All Other	4,315	6.9%
Total Adult Population	62,566	85.2%

Table 9: Tapestry Lifestyle Segmentation, 2020

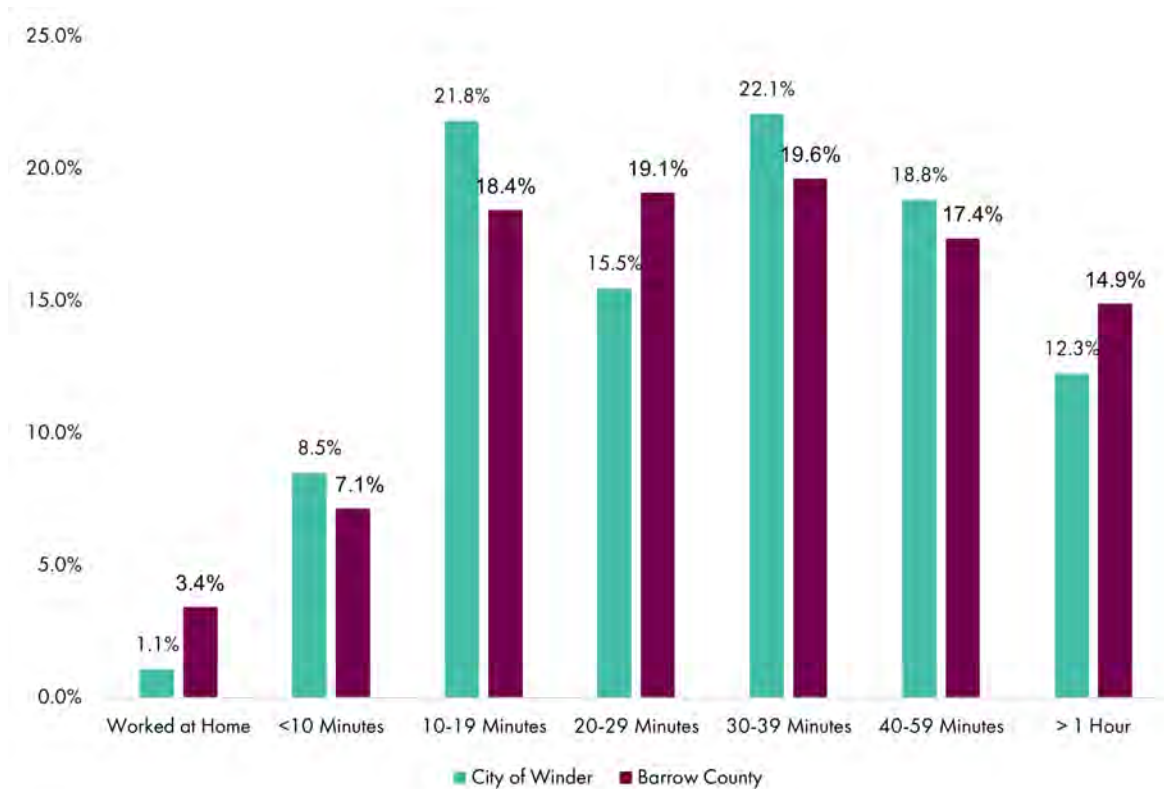


Figure 3: Employed Residents' Commute Times, 2014-2018

Tapestry Segmentation

ESRI provides a Tapestry Segmentation analysis tool that uses sociodemographic and residential characteristics of a market to identify specific groups within it. This proprietary tool uses a variety of clustering methods to identify and classify market types. The 67 distinct behavioral market segments that ESRI uses are intended to capture the diversity of American consumers but while numerous, each market segment is ultimately intended to serve as a generalization and as a foundation for further research. The top lifestyle segments in Winder, as shown in Table 9, are 'Middleburg,' 'Hardscrabble Road,' and 'Traditional Living.'

The following section describes each of these key tapestry segments, based on their characteristics nationally.

Middleburg. Middleburg households tend to be in semirural locales within metropolitan areas, like Winder. In terms of socioeconomic traits, households in this market segment have a median annual income of around \$60,000 and is composed of young families with children. The housing market in Middleburg neighborhoods has affordable housing prices with a median value of \$175,000, and a low vacancy rate. Comprising 36 percent of Winder's adult population, the Middleburg segment represents the demographic that the City has historically attracted and will likely continue to attract. This market is unlikely to be the target for high-density downtown development, as they prefer single family homes in semirural subdivisions. This is also the largest segment in Barrow County, accounting for nearly 60 percent of the population.

Hardscrabble Road. The second-largest market segment in Winder, Hardscrabble Road households, contrast with Middleburg households in certain key characteristics, particularly income and home value. With a median annual income of just under \$30,000, one

in three Hardscrabble Road households have income below the poverty line. Over 60 percent of households are renters, with a much higher proportion of households living in multifamily buildings. Home values of households in this segment tend to be below \$100,000. Similar to Middleburg, this segment is primarily comprised of families. Study area adult residents in the Hardscrabble Road segment might be at the risk of displacement resulting from future development efforts downtown. Although a large proportion of this segment is renter households, they may not be able to afford higher-end development in the downtown.

Traditional Living. Similar to Middleburg households, Traditional Living households primarily live in low-density neighborhoods and comprise a mix of singles and families who are relatively conservative. The median annual household income of this segment is lower than that of Middleburg families, at just under \$40,000. The median home value of households in this segment is \$83,200. Traditional Living accounts for approximately 16 percent of Winder's adult population. This market is unlikely to be the target for high-density downtown development, as they prefer single family homes in semirural subdivisions.

KEY TAKEAWAYS

The existing market segments in Winder suggest that the feasibility of apartments and condos in the study area may rely on attracting residents in market segments that have not traditionally sought out Winder or Barrow County. This is potentially viable given the strong economic growth in the Atlanta Metro and the growing number of residents moving to the region from elsewhere.



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Housing Characteristics

Housing can be a key component of a vibrant downtown. Currently, downtown Winder Area has very little residential development, largely single-family houses on the periphery. As of 2010, the U.S. Census reported 52 housing units within the study area; this number is unchanged for ESRI estimates derived from 2014 through 2018 American Community Survey (ACS) data.

Housing Vacancy

Housing vacancy rates are a key measure of the strength of the residential housing market, with lower vacancies associated with a stronger market. The key data points are the homeowner and rental vacancy rates, which show the number of units available for occupancy in a geographic area. Vacancy rates for owner-occupied housing (homeowner vacancy rates) tend to be lower than for rental units, as homeowners move less frequently than renters and thus a lower proportion of owner units are likely to be on the market than rental units at any given time. High vacancy rates are an indication of a weak and oversupplied housing market, and thus may be associated with declining home costs and rents, while low vacancy rates are indicative of demand for housing outstripping supply, typically leading to increasing home costs and rents. As a “rule of thumb” for housing markets, a stabilized market has homeowner vacancy rates of between one and two percent, while stabilized rental vacancies rates tend to be around five percent.

These key housing vacancy rates for Winder and Barrow County as discussed here are derived from data from the American Community Survey (ACS) five -year estimates from 2015 to 2019, which are the most recent estimates available from this source. According to the ACS, the homeowner vacancy rates in Winder and Barrow County over that five-year period were 2.5 percent, and 2.2 percent, and the rental vacancy rates were 8.2 percent and 7.4 percent, respectively. These are somewhat above the stabilized rate benchmarks discussed above but may not be indicative of current conditions.

In fact, as discussed later in this report, the CoStar data on apartments in the City and the County indicate that current market rate apartment vacancy rates are much lower, at only 1.7 percent in the City and 2.7 percent in the County. Some of the difference from the ACS-derived rates may be due to methodological issues, but as more recent rates, the CoStar data seem to indicate there is no surplus of rental units on the market, and even the older homeowner vacancy rate data from the ACS does not seem to indicate any significant oversupply of housing available for owner occupancy.

It should be noted that there are other vacant housing units in the City and County; these include units rented or sold but not yet occupied, units held for seasonal or occasional use (e.g., vacation homes), and housing units held for other reasons, such as homes being renovated, in probate, foreclosure, or being used for storage. While some markets have a high number or proportion of these units (e.g., second homes in tourist destination areas), these types of units are not a substantial component of the Winder and Barrow County housing market.

Household Tenure, 2010-2020

	2010		2020		Change, 2010-2020	
	Number	Percent	Number	Percent	Number	Percent
City of Winder						
Owner-Occupied	3,180	59.9%	3,797	57.4%	617	19.4%
Renter-Occupied	2,133	40.1%	2,821	42.6%	688	32.3%
Total Occupied Units	5,313	100.0%	6,618	100.0%	1,305	24.6%
Barrow County						
Owner-Occupied	18,495	77.2%	21,837	74.5%	3,342	18.1%
Renter-Occupied	5,476	22.8%	7,494	25.5%	2,018	36.9%
Total Occupied Units	23,971	100.0%	29,331	100.0%	5,360	22.4%

Table 10: Household Tenure, 2010-2020

Housing Units by Number of Units in Structure, 2014-2018

Units in Structure	City of Winder		Barrow County	
	Number	Percent	Number	Percent
1 Unit, Detached	4,482	74.8%	23,275	83.4%
1 Unit, Attached	289	4.8%	510	1.8%
2 Units	525	8.8%	719	2.6%
3-4 Units	118	2.0%	370	1.3%
5-9 Units	287	4.8%	400	1.4%
10-19 Units	111	1.9%	175	0.6%
20-49 Units	133	2.2%	163	0.6%
50+ Units	43	0.7%	59	0.2%
Other (a)	7	0.1%	2,243	8.0%
Total Units	5,995	100.0%	27,914	100.0%

Table 11: Housing Units by Number of Units in Structure, 2014-2018

Household Tenure

While nearly three-quarters of Barrow County households own their homes, just under 60 percent of Winder households own their homes. As Table 10 shows, the number of renter-households increased in both the City and the County by well over 30 percent, while the number of owner households increased by less than 20 percent, leading to a modest decline in the overall homeownership rate between 2010 and 2020. This mirrors national trends, where the U.S. Census Bureau reports that the nationwide homeownership rate declined from 67.1 percent in 2010 to 65.3 percent in 2020. Nevertheless, the increased numbers of both renters and owners in Winder and Barrow County indicate continued market demand for both housing types.

Units in Structure

The local housing market in the Winder area is dominated by single-family detached houses. The limited number of study area housing units are largely single-family homes, intermingled with commercial uses, including houses that have been converted to non-residential uses. Overall, approximately three-fourths of the City's housing units are single-family detached homes, with an additional 14 percent in single-family detached homes or duplexes (see Table 11). The percentage of units in single family detached houses is even higher in Barrow County, at 83 percent. While the mix of housing types is linked to demand, land use policies can also impact the development and availability of different types of housing.



Traffic Counts and Fort Yargo Visitation

In addition to the traditional land use demand drivers of residential and employment populations, Winder has two additional assets that can drive demand for downtown retail uses: location between Athens and Atlanta, and the Fort Yargo State Park. Each of these assets can be strategically leveraged to enhance the viability of Downtown Winder as a destination.

Traffic Counts

The City of Winder is located 45 miles from Midtown Atlanta, and less than 30 miles from Athens, GA. Although drivers would have to venture off of Highway 316/29 (the primary route between Atlanta and Athens) to get to Winder, its location between the two cities provides an opportunity for Winder to attract visitors traveling between the two cities. According to the Georgia Department of Transportation (GDOT), the average daily count of vehicles travelling on Highway 316/29 is approximately 30,000, or between 11 million and 12 million annually.

A targeted marketing and awareness campaign for downtown Winder that captured even one percent of this traffic would result in over 110,000 new visits per year, or over 2,000 new visits per week supporting Downtown Winder businesses.

Fort Yargo State Park

The Fort Yargo State Park is located in Winder, adjacent to the study area. According to the Georgia State Parks and Historical Sites division of the Georgia Department of Natural Resources, "Fort Yargo is Georgia's seventh most visited state park, offering hiking, biking, fishing, lake swimming, camping, cabin rental, disc golf, and numerous other outdoor activities; it generates \$41 million in economic impact for the community and is Winder's top tourist attraction." Fiscal Year 2020 saw over 630,000 visits to the park. While some of those visitors likely already spend time and money in Winder, improving connections to Downtown could pull more park visitors into the downtown area where they would support local businesses like restaurants, breweries, and the local bike shop. In 2020, the City of Winder was awarded a state PATH grant to complete a one-mile multi-purpose trail to connect the new Fort Yargo visitor center to downtown.



REAL ESTATE MARKET CONDITIONS

Housing Market For Sale Residential

The median sale prices of single-family homes in Winder and Barrow County are comparable since 2012 and increased in tandem. Sale prices in both the city and county continue to lag those in the Atlanta Metro overall, but increased commensurately with the region since 2012, as shown in Figure 5. As of February 2021, the median sale price in Winder was \$236,000, just \$12,000 less than the \$245,000 median sale price in Barrow County. The median sale price in the Atlanta Metro was \$286,000. These continued long-term price increases are indicative of a healthy for-sale housing market.

Multifamily Rental Market

There are relatively few market-rate multifamily rental units in Barrow County; CoStar's inventory shows 13 buildings in Winder out of a total of 16 in the County, and 362 of the County's 578 market-rate units in CoStar's database, are located in Winder. This suggests that Winder's market-rate multifamily rental units account for nearly two-thirds of the County's inventory. However, based on the units in this inventory and the total estimated housing units, multifamily market rate rental units make up less than 10 percent of the City's housing stock.

The study area only contains one reported market rate multifamily rental property, with four units. However, none of the four units are reported vacant or have average asking rent data available. As of Q4 2020, the average asking monthly rent in the city overall is \$933, which is up from \$900 in Q4 2019. Notably, the three multifamily rental buildings reported in Barrow County that are not in Winder have a relatively high rents, charging on average \$1,010 a month in Q4 2020, and \$983 in Q3 2019. This likely reflects that the multifamily units in Barrow County are newer, as two of three buildings were delivered between 2010 and 2020, while no new buildings have been delivered in Winder since 2010.

KEY TAKEAWAYS

New construction in the county and the low vacancy rates in both the city (1.7 percent) and county (2.6 percent) suggests that demand exists for market-rate multifamily rentals in the city if land use policy permits.

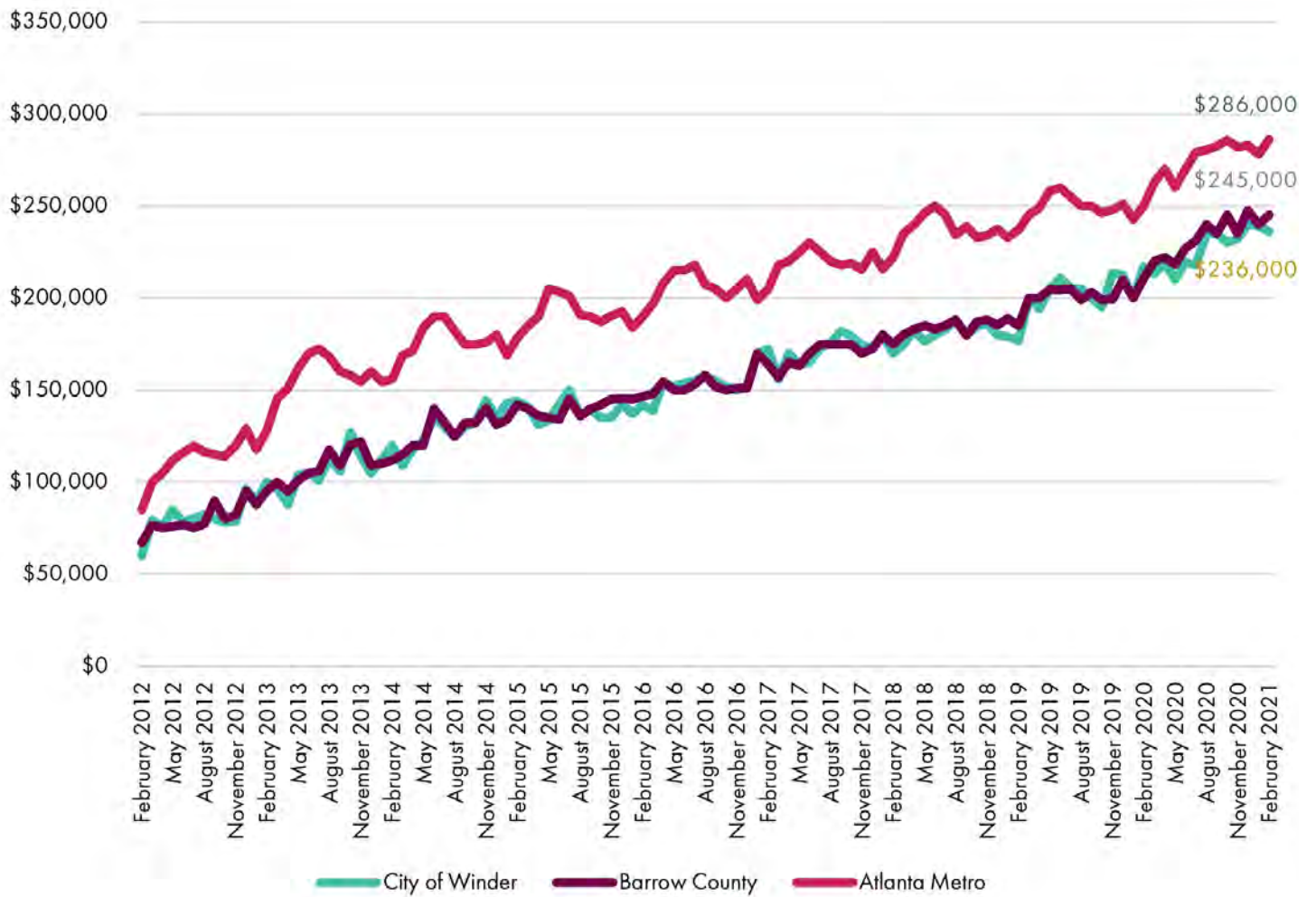


Figure 5: Median Sale Price Trends, February 2012, February 2021



Retail Market

The study area has the potential to revitalize in large part through retail uses that enhance the area as a destination. Currently, Downtown Winder boasts local restaurants, small-scale retail shops, central parking lots, and a network of outdoor event spaces and greenways that provide the framework for a vibrant, walkable, downtown. *Building on the success of these uses and strengthening the critical mass of local residents and visitors will be critical to realizing a vibrant downtown destination.*



Real Estate Market Conditions

Because retail shoppers are not bound by City boundaries, the retail real estate analysis is based on an area larger than the City, that clearly contains significant retail space serving residents and workers in Winder (e.g., Walmart, Home Depot, and Target). The selected area is based on a radius of slightly more than four miles extending out from the County Courthouse.

Based on CoStar estimates, the study area contains approximately **340,000 square feet of retail space**, representing nearly 12 percent of the Winder area's retail inventory and 9.3 percent of the County's retail inventory. Over three-fourths of Barrow County's retail is located in the Winder area. The average asking rent in the Winder area is higher than for the County overall, at \$1.00 per square foot versus only \$0.85 countywide; both areas have seen declining asking rents over the past year, likely due to impacts of COVID-19 on brick and mortar retail sales. However, reported asking rents in the study area have increased from \$0.85 to \$1.25 per square foot per month, a more than 50 percent increase. The study area also has a less than one percent vacancy rate for retail space compared to 5.5 percent for the Winder

area and 6.4 percent for the County. The higher rents and lower vacancies indicate that Downtown Winder has maintained a strong and robust retail market, even during the pandemic.

As retail recovers post-pandemic, retail spending may return to 2019 levels in both the City and County. Before COVID-19 impacted demand for retail space, the Winder area overall had the highest retail lease rates of all three geographies. However, Downtown Winder has fared better than either the City or County over the past year. This suggests that smaller spaces like those generally found in downtown environments are doing better than larger box centers in traditional shopping malls. **The City can build on this strength to attract additional small-format retailers and restaurants to its Downtown, particularly as attractions reopen and event programming returns to pre-COVID levels, which will enhance the Downtown as a destination.**

Retail Summary, Q4 2020

Retail Summary	Study Area	Winder Area	Barrow County
Inventory, Q4 2020 (bldgs)	62	266	343
Inventory, Q4 2020 (sf)	341,067	2,882,336	3,659,989
Inventory as % of County (sf)	9.3%	78.8%	100.0%
Avg. Asking Rents, Full Service			
Avg. Asking Rent per sf, Q4 2019	\$0.82	\$1.65	\$1.20
Avg. Asking Rent per sf, Q4 2020	\$1.25	\$1.00	\$0.85
% Change, Q4 2019 - Q4 2020	52.4%	-39.4%	-29.2%
Vacancy			
Vacant sf, Q4 2020	3,000	158,676	232,634
Vacancy Rate, Q4 2020	0.9%	5.5%	6.4%
Net Absorption			
1-Yr. Net Abs. (sf), Q4 2019 - Q4 2020	16,160	16,644	36,834
10-Yr. Net Abs. (sf), Q4 2010 - Q4 2020	16,160	304,985	465,136
Deliveries (bldgs), Q4 2010 - Q4 2020			
Deliveries (sf), Q4 2010 - Q4 2020	0	30	40
	0	323,012	413,036
Under Construction (bldgs), Q4 2020			
Under Construction (sf), Q4 2020	0	1	2
	0	9,600	159,600

Table 13: Retail Market Summary

Estimated Retail Sales, 2021

Total Sales	City of Winder	Barrow County	Atlanta Metro
Retail trade (a)	\$450,810,195	\$1,200,305,375	\$102,631,631,126
Motor vehicle & parts dealers	\$212,316,390	\$550,552,747	\$23,187,388,787
Furniture & home furnishings stores	\$6,235,141	\$9,945,749	\$2,557,149,485
Electronics & appliance stores	\$0	\$0	\$1,520,596,686
Building material & garden equipment & supplies dealers	\$38,305,853	\$183,034,778	\$6,043,516,786
Food & beverage stores	\$99,360,056	\$203,658,882	\$16,548,508,870
Health & personal care stores	\$15,809,435	\$36,364,331	\$5,372,882,155
Gasoline stations	\$36,839,197	\$97,471,137	\$9,072,550,982
Clothing & clothing accessories stores	\$7,470,205	\$13,606,230	\$4,156,364,301
Sporting goods, hobby, musical instrument, & book stores	\$0	\$0	\$1,206,835,285
General merchandise stores	\$25,700,374	\$90,118,558	\$15,285,163,081
Miscellaneous store retailers	\$213,890	\$213,890	\$1,546,661,377
Nonstore retailers	\$8,559,653	\$15,339,072	\$16,134,013,332
Food services & drinking places	\$49,695,858	\$103,015,304	\$13,765,701,107
Total: Retail Trade & Food Services & Drinking Places	\$500,506,053	\$1,303,320,679	\$116,397,332,233
2020 Population (a)	18,038	85,104	6,049,686
Per Capita Sales	City of Winder	Barrow County	Atlanta Metro
Retail trade (a)	\$24,992	\$14,104	\$16,965
Motor vehicle & parts dealers	\$11,771	\$6,469	\$3,833
Furniture & home furnishings stores	\$346	\$117	\$423
Electronics & appliance stores	\$0	\$0	\$251
Building material & garden equipment & supplies dealers	\$2,124	\$2,151	\$999
Food & beverage stores	\$5,508	\$2,393	\$2,735
Health & personal care stores	\$876	\$427	\$888
Gasoline stations	\$2,042	\$1,145	\$1,500
Clothing & clothing accessories stores	\$414	\$160	\$687
Sporting goods, hobby, musical instrument, & book stores	\$0	\$0	\$199
General merchandise stores	\$1,425	\$1,059	\$2,527
Miscellaneous store retailers	\$12	\$3	\$256
Nonstore retailers	\$475	\$180	\$2,667
Food services & drinking places	\$2,755	\$1,210	\$2,275
Total: Retail Trade & Food Services & Drinking Places	\$27,747	\$15,314	\$19,240

Table 14: Estimated Retail and Food Service Sales, 2021

Retail Sales

Demand for retail real estate is a function of consumer demand (i.e., the amount of money consumers are willing and able to spend) for particular goods and services and the supply of those goods and services in the retail environment where consumers shop and spend. When consumer demand for a good or service exceeds the sales of that good or service in the retail environment, retailers may seek to enter the market to satisfy that unmet demand. Those retailers, in turn, demand real estate that meets their needs. Thus, as communities plan for future retail development, comparing retail and food service sales with estimated consumer demand in the area can provide an indication of the amount and types of retail space that may be in demand but undersupplied. It can also identify the types of retail that are attracting shoppers from other communities.

As shown in Table 14, there are approximately \$500 million in retail and food service sales estimated to occur this year in the City of Winder. Sales in Winder account for 38 percent of the \$1.3 billion in retail and food service sales estimated for Barrow County. On a per capita basis, Winder outperforms the county, with annual per capita sales of nearly \$28,000 compared to about \$15,000 in the County, indicating that the City serves as a retail destination for County residents.

INDUSTRY GAPS

By category, Winder's per capita sales are generally about equal to or higher than the County for all the major retail store categories. While Winder itself has strong per capita sales in most categories, Barrow County is below the Atlanta MSA or the state for general merchandise stores; electronics and appliance stores; clothing and clothing accessories stores; sporting goods, hobby, musical instrument, and book stores; and food services and drinking places. These categories are often associated with region-serving retail centers, where Barrow County shoppers are served by major retail nodes elsewhere, but some of these major categories include specialty retail and restaurants also found in today's successful downtown and "Main Street" settings. As such, they may include independent boutique stores, restaurants, and other businesses suitable for the study area in Winder.

Office Market

The study area has a high concentration of Barrow County's office space, accounting for nearly 40 percent of the county's office inventory, and nearly 45 percent of the Winder area's office inventory. Not only is it sizeable, but also demand for office in the study area is high, with no reported vacancies as of Q4 2020, and the highest reported average asking rent per square foot of \$1.47 among the three geographies. However, despite its prominence, the office space inventory in the study area has not experienced much growth or change, with little activity over the past ten years. The study area had no new deliveries, and the only absorption of office space in the study area over the past ten years, occurred between Q4 2019 and Q4 2020. There is also no new office space under construction in the study area, or in the Winder area overall, with just 8,000 square feet under construction in

Barrow County. Winder and Barrow County have had new deliveries since 2010, but rents in the Winder area are down nearly 11 percent since Q4 2019 to \$1.15 per square foot and remain unchanged in the County at \$1.33. *While the data does not indicate growing demand for office space in the study area, Winder, or Barrow County, the lack of vacancy in the study area and the less than four percent vacancy rate in the Winder area and County imply a competitive market that could support more development if demand increases post COVID-19.*

The Winder area accounts for nearly 87 percent of the County's office market. As downtown and the study area become more active and increase desirable amenities, it will become more attractive for office users. Similarly, adopting policies that prioritize the study area for office space and other daytime users will enhance the retail customer base, strengthening the study area's retail.

Office Summary, Q4 2020

Office Summary	Study Area	Winder	Barrow County
Inventory, Q4 2020 (bldgs)	32	145	167
Inventory, Q4 2020 (sf)	293,128	655,324	757,061
Inventory as % of County (sf)	38.7%	86.6%	100.0%
Avg. Asking Rents, Full Service			
Avg. Asking Rent per sf, Q4 2019	\$1.47	\$1.29	\$1.33
Avg. Asking Rent per sf, Q4 2020	(a)	\$1.15	\$1.33
% Change, Q4 2019 - Q4 2020	n.a.	-10.9%	0.0%
Vacancy			
Vacant sf, Q4 2020	0	17,193	29,087
Vacancy Rate, Q4 2020	0.0%	2.6%	3.8%
Net Absorption			
1-Yr. Net Abs. (sf), Q4 2019 - Q4 2020	23,934	4,971	8,871
10-Yr. Net Abs. (sf), Q4 2010 - Q4 2020	23,934	81,606	119,739
Deliveries (bldgs), Q4 2010 - Q4 2020	0	2	7
Deliveries (sf), Q4 2010 - Q4 2020	0	15,260	51,987
Under Construction (bldgs), Q4 2020	0	0	1
Under Construction (sf), Q4 2020	0	0	8,000

Table 15: Office Market Summary

Industrial-Flex Market

Industrial space is typically not a significant component of downtown study areas, and thus an overview of the city and county’s industrial space market is not provided here. However, there are some industrially-zoned parcels and some industrial space in the study area, particularly in the southeastern portion of the study area, which contains an old mill structure and other industrial/flex buildings that could be repurposed to support arts/maker uses to enhance Downtown Winder’s status as a destination. Such uses could promote economic development related to arts and fabrication industries, providing internships and training to Winder residents and connecting to existing arts and STEAM programs already in place.

As Table 16 shows, the study area includes less than two percent of the County’s industrial/flex space; nothing is reportedly available for lease within the study area as of the end of 2020. While these spaces are currently in use, most of the buildings are smaller buildings not suitable for most modern industrial, warehouse, and flex uses.

According to Loopnet, Atlanta flex space that is being actively marketed towards artists is asking between \$1.00 and \$2.00 per square foot, per month. Areas that are

adjacent to Glenwood and Edgemont are commanding these rates. Although Winder’s location is not proximate to Midtown Atlanta, the study area industrial properties are similarly located within walking distance to restaurants and other desirable amenities. The City of Winder could provide an affordable alternative to both home-grown and regional artists looking for proximity to amenities at lower rents.

MAKERSPACE

These co-working spaces provide 24/7 access to a dedicated location for local artists, craftsmen, and other makers to create their products, from jewelry and candles to furniture and sculptures. They can be for profit or nonprofit and charge a membership fee for use. Some may offer shared retail store front space for members to sell their products and keep a percentage of the profit while the remainder helps to support operation costs. Makerspaces also offer classes in a variety of topics, often led by members, that are open to the community. They provide a cost-effective collaborative for artisans who operate on a small scale and do not have the means to rent space on their own. There are several makerspaces within the metro Atlanta region, including Downtown Woodstock (Made Mercantile), Decatur Makers (Downtown Decatur), and the Maker Station (Marietta). Made Mercantile is run by the Woodstock Downtown Development Authority.

Industrial and Flex Inventory in Study Area, Q4 2020

Industrial and Flex Summary

Inventory, Q4 2020 (bldgs)	10
Inventory, Q4 2020 (sf)	174,001
Inventory as % of County (sf)	1.9%

Avg. Asking Annual Rents, Full Service

Avg. Asking Rent per sf, Q4 2019	(a)
Avg. Asking Rent per sf, Q4 2020	(a)
% Change, Q4 2019 - Q4 2020	n.a.

Vacancy

Vacant sf, Q4 2020	0
Vacancy Rate, Q4 2020	0.0%

Table 16: Industrial-Flex Inventory in the study area



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RESIDUAL DEMAND PROJECTIONS

The Downtown Master Plan process presents an opportunity for the City to consider the amount of new development that will be necessary to meet the needs of a growing population and jobs base, as well as the appropriate portion of that development to direct to the study area versus other parts of the City. To facilitate healthy and dynamic residential and commercial real estate markets, the City should plan for new development that meets, but does not significantly exceed, projected demand from demographic and employment growth. Planning for too little new development may result in increased competition for existing inventory, driving up rents and limiting the entry of the residents and businesses necessary to build a critical mass for economic revitalization in the study area. On the other hand,

accommodating too much new development could lead to homes and commercial spaces sitting vacant, creating conditions conducive to neglect and blight.

This chapter quantifies the projected residual demand for housing units, retail space, and office space in Winder over the next 30 years. Residual demand refers to the amount of demand for housing and commercial space after accounting for new supply already in the development pipeline. The residual demand projections represent the amount of additional new development that could reasonably be supported by market demand in the coming decades. To be conservative, the demand estimate here does not include a vacancy factor over and above the demand from actual growth.

Development Pipeline Supply

Some of the demand for housing and commercial space may be accommodated by future supply that is in the development pipeline (i.e., planned, proposed, or under construction) but not yet delivered. This analysis assumes that all inventory currently in Winder's development pipeline would be delivered and absorbed, reducing the amount of additional new development required to satisfy current or future demand. Information about Winder's development pipeline is drawn from City staff.

Population, Housing, and Employment Projections

This part of the analysis focuses on projecting the amount of population, housing, and employment growth Winder might expect to attract in the next 30 years. As a baseline, this analysis utilizes population, household, and employment projections prepared by the Atlanta Regional Commission (ARC) as part of their Series 16 forecast released February 2020. ARC projections are derived from regional-level economic forecasts generated by the Regional Economic Models, Inc. (REMI) model. The forecasted regional growth is then allocated to small areas using a model called Production Exchange Consumption Allocation System (PECAS), which simulates household and industry location behavior and development activity down to the parcel level. The resulting projections are published at the Traffic Analysis Zone (TAZ) level, a unit of geography used in transportation planning that is similar in size or smaller than a Census tract. For Winder, the TAZ boundaries do not conform to the City boundaries; BAE created an area consisting of Traffic Analysis Zones that best fit and contained the City, and applied the ARC growth rates from that area to the population as estimated by ESRI (shown in Table 1).

Population and Household Projections

BAE examined historic growth rates and future projections of households and population for Winder, Barrow County, and the Atlanta Metro Area in order to understand the range of possible future growth scenarios. ARC provides projections for the Atlanta region and its constituent jurisdictions, but there are several reasons why growth in Winder might outperform ARC's forecast. Mainly, ARC considers historic growth rates, available land, and land use zoning to determine its projections. BAE evaluated two alternative growth scenarios: a baseline ARC growth scenario for Winder, and an accelerated scenario based on the 2010 to 2020 average per year 130-unit increase in households also holding as the average for the 2020 through 2050 period. This growth corresponds to an annual average rate of 1.6 percent over the 30-year period. It should be noted that the Georgia Governor's Office of Planning and Budget produces county-level projections for all of Georgia that show a more rapid growth rate than the ARC projections. For Barrow County in 2050, ARC projects a total population of 120,628, while the state projects a total population of 158,345, indicating an accelerated scenario for Winder is plausible.

Population and Household Growth Projections

Baseline Scenario (a) City of Winder	Historic		Projected			2020-2050	
	2010	2020	2030	2040	2050	Number	Percent
Population	14,434	18,038	22,036	24,025	25,589	7,551	41.9%
Avg. Annual Change		2.3%	2.0%	0.9%	0.6%		1.2%
Households	5,313	6,617	8,148	8,933	9,586	2,969	44.9%
Avg. Annual Change		2.2%	2.1%	0.9%	0.7%		1.2%
Housing Units (c)	5,966	7,301	8,415	9,226	9,900	2,599	35.6%
Avg. Annual Change		2.0%	1.4%	0.9%	0.7%		1.0%

Accelerated Scenario (b) City of Winder	Historic		Projected			2020-2050	
	2010	2020	2030	2040	2050	Number	Percent
Population	14,434	18,038	21,095	24,669	28,850	10,812	59.9%
Avg. Annual Change		2.3%	1.6%	1.6%	1.6%		1.6%
Households	5,313	6,617	7,725	9,019	10,529	3,912	59.1%
Avg. Annual Change		2.2%	1.6%	1.6%	1.6%		1.6%
Housing Units (c)	5,966	7,301	7,978	9,314	10,874	3,573	48.9%
Avg. Annual Change		2.0%	0.9%	1.6%	1.6%		1.3%

Table 17: Winder Population and Household Growth Projections, 2020-2050

Baseline Scenario

The baseline scenario presents ARC-based projections for Winder. ARC has different rates of growth for each decade from 2020 to 2050, with households slowing from two percent average annual growth from 2020 to 2030, to 0.6 percent average annual growth from 2040 to 2050. Over the 30-year period, the projected average annual growth rate for both population and households is 1.2 percent, which would add 7,551 new residents and 2,969 new households to the city. This rate of growth is comparable to the growth projected for Barrow County. Growth in the city and county is expected to outpace growth in the Atlanta Metro overall, where the average annual growth rate for households is 1.1 percent.

Accelerated Scenario

The accelerated scenario assumes that the 2010 through 2020 historic annual household growth rate of 130 units per annum would continue through 2050, increasing Winder's population by 10,812 and number of households by 3,912.

Employment Projections

Employment projections from the ARC for Winder are also presented and serve as the basis for estimating future office space demand. Alternative scenarios for employment were not considered given the uncertainty in the office market resulting from the COVID-19 pandemic and the possibility that demand may not meet or exceed ARC projections. Projections are provided at the City level through 2050. The projections are not limited to the study area because the amount of development that can occur in the study area will be determined in large part by the land use policy changes that are made as result of this study.

As shown in Table 18, Winder is projected to add 1,536 jobs by 2050, growing at an average annual rate of 0.6 percent, which is equivalent to the projected job growth rate in Barrow County, and slightly lagging the 0.7 percent job growth projected for the Atlanta Metro. Winder is projected to account for over 36 percent of the county’s new jobs, which would increase the City’s share of County jobs. Approximately 16.5 percent of all 2020 City jobs are located in the study area; based on the current employment mix, 39 percent are jobs in sectors of the economy that utilize substantial office space for their employees.

Employment Projections							
City of Winder	Historic		Projected			2020-2050	
	2010	2020	2030	2040	2050	Number	Percent
Employment (a)	n.a.	7,251	7,565	8,103	8,787	1,536	21.2%
Avg. Annual Change			0.4%	0.7%	0.8%		0.6%

Barrow County	Historic		Projected			2020-2050	
	2010	2020	2030	2040	2050	Number	Percent
Employment (a)	n.a.	21,352	22,431	23,962	25,598	4,246	19.9%
Avg. Annual Change			0.5%	0.8%	0.7%		0.6%

Atlanta Metro	Historic		Projected			2020-2050	
	2010	2020	2030	2040	2050	Number	Percent
Employment (a)	n.a.	2,588,609	2,723,919	2,936,178	3,198,050	609,441	23.5%
Avg. Annual Change			0.5%	0.8%	0.9%		0.7%

Table 18: Employment Projections, 2020-2050

BOMBSHELL Barber & Beauty



Residual Demand

Demand from projected growth in the City and surrounding areas provides an estimated range of the potential demand for housing units and retail development in the City, and an estimate for the potential demand for office space, some of which could be captured in the study area. Pipeline development is subtracted from this potential demand to generate a residual estimate for the remaining demand that could be accommodated within the study area or other parts of the City.

Housing Units

To estimate the amount of housing needed for new households, this analysis assumes that tenure rates will remain constant at estimated 2020 levels, with 57.4 percent of new households owning their homes and 42.6 percent renting.

As Table 19 shows, the City is projected to absorb between approximately 3,000 and 3,900 new housing units between 2020 and 2050. Given the economic potential of the Atlanta Metro, and the trend of cities within the region attracting new growth from residents from outside the Atlanta Metro Area, the difference between the baseline and accelerated scenarios (943 units) may represent a reasonable threshold for the number of new units that the study area and nearby opportunity sites could absorb over the planning horizon, particularly as the City strengthens the desirability of its downtown.

Projected Residual Housing Demand, 2020-2050

City of Winder Residual Housing Demand, 2020-2050	Growth Scenarios	
	Baseline	Accelerated
Demand from Future Growth (# Units)		
Renter Households (a)	1,265	1,668
Owner Households (b)	1,703	2,244
Less: Pipeline Development	0	0
Residual Housing Demand, 2020-2050 (# Units)	2,969	3,912

Table 19: City of Winder Residual Housing Unit Demand, 2020-2050

Retail Space

Future growth in retail sales in Winder and the study area will be driven in large part by population growth in the market area, which will provide most of the customers for retail and food services in the study area; for the analysis here, this market area is defined as Barrow County. As Table 20 shows, Winder accounts for approximately 38 percent of sales in Barrow County for non-automotive retail store types. Using the baseline ARC projections of Barrow County population growth, and based on the analysis shown below in Table 20, potential cumulative new retail sales growth for the City is estimated at \$116 million over the 2020 through 2050 period. *The net new space estimated to meet this demand is between 232,000 and 464,000 square feet.* This range does not include future renewal of any of the City’s aging retail spaces.

In fact, the City currently has retail spaces that will be trading tenants and/or undergoing renovations to change users and has seen several new restaurants and retail users move into the area since 2019. A new breakfast restaurant and coffee shop are planning to move into Downtown, with potential development of an ice cream shop on the horizon. As legacy tenants and owners retire, existing space will become available for new users.

In addition, there are plans to redevelop 57 East Candler Street into a brewery, event space, and offices. The brewery will absorb some of the residual demand before the market delivers new retail space.

These estimates rely on two key assumptions. First, the County’s per capita retail sales (in 2020 dollars) are conservatively assumed to remain at current levels. As the County’s population increases, sales levels could increase as local demand provides for the “critical mass” to support additional retail store types that are currently

underrepresented; however, no increase in per capita sales is assumed here. Second, future Winder retail sales are assumed to fall in the range of \$250 to \$500 per square foot annually. This assumption is based on typical sales levels for retail businesses. It should be noted that while many major retailers report average sales at the high end of this range or even higher (e.g., Costco), a substantial portion of what is considered retail-ready space is occupied by service businesses such as gyms, small office users, and other non-retail uses.

Residual Retail Demand

Barrow County

Retail and Food Service Sales

Total, 2021 \$ (a)	\$737,428,860
Per Capita (b)	\$8,665

Est. Retail and Food Service Sales Growth	2020	2030	2040	2050
Projected Population (c)	85,104	101,556	111,855	120,628
Estimated Retail and Food Service Sales (\$000s) (d)	\$737,429	\$879,986	\$969,227	\$1,045,245

City of Winder

Retail and Food Service Sales

Total, 2021 \$ (a)	\$279,630,010
City of Winder as a % of Barrow County (e)	37.9%

Est. Retail and Food Service Sales Growth	2020	2030	2040	2050
Estimated Retail and Food Service Sales (\$000s) (f)	\$280,000	\$334,000	\$368,000	\$396,000
Cumulative Growth (\$000s)	n.a.	\$54,000	\$88,000	\$116,000

Cumulative Square Footage Demand from Sales Growth

@ \$250 Annual Sales per Square Foot	n.a.	216,000	352,000	464,000
@ \$500 Annual Sales per Square Foot	n.a.	108,000	176,000	232,000

City of Winder

Residual Demand for Retail and Food Service Space, 2020-2050	Low (g)	High (h)
Residual Demand for Retail and Food Service Space, Sq.Ft.	232,000	464,000

Table 20: City of Winder Residual Retail Demand, 2020-2050

Office Space

Future office demand is driven by future employment growth. As shown in Table 21, ARC projects that citywide employment will grow by 1,536 jobs by 2050. If the share of jobs estimated to use office space remains constant with the City’s current job distribution, approximately 31.8 percent of those new jobs, or 488 jobs will operate in an office environment. Applying the City’s existing average employment density of 278 square feet per worker to the number of new office jobs provides an estimated demand for 136,000 square feet of additional office space by 2050. If the study area can capture its current share of citywide jobs (44.7 percent), it could support an additional 61,000 square feet of office space. As the 57 East Candler Street redevelopment is slated to include some office space, which will reduce the 2050 total amount of supportable office space.

Absent outside economic forces such as new industries and new jobs moving to Atlanta above and beyond regional projections, Winder may not be able to support significantly more than the projected space. In addition, impact of the pandemic on future office demand remains unclear as of May 2021 and could result in decreased demand for office space or changes in employment densities based on pre-COVID office utilization characteristics.

Office Demand Projections, 2050

<u>New Employment Office Demand, 2050</u>	<u>Winder</u>
% Office Jobs, 2020	31.8%
Jobs Growth, 2020-2050	1,536
Office Jobs Growth, 2020-2050	488
Employment Density, Sq.Ft. per Employee	278
2050 Supportable Office Space, Sq.Ft.	136,000
<u>Study Area Office Demand, 2050</u>	
2050 Winder Supportable Office Space, Sq.Ft.	136,000
Share of City Office Space in Study Area, 2020	44.7%
Gross 2050 Supportable Office Space, Sq.Ft.	61,000

Table 21: Office Demand Projections, 2050

Summary of Demand Projections

The graphic below summarizes the residual demand for development by land use and scenario. As discussed in the projections section, this range shows the demand potential that the study area could realize if it continues growing at historic rates. The likelihood of the study area meeting the residual demand under the accelerated scenario will depend on the ability to continue enhancing the strength of the Downtown as a destination, the availability of land, the appropriate zoning to accommodate the magnitude and variety of demand for different land uses.

HOUSING UNITS

BASELINE: 2,969

ACCELERATED: 3,912

OFFICE SQ. FT.

BASELINE: 61,000

ACCELERATED: 61,000

RETAIL SQ. FT. (\$250/SF)

BASELINE: 232,000

ACCELERATED: 232,000

RETAIL SQ. FT. (\$500/SF)

BASELINE: 464,000

ACCELERATED: 464,000





DOWNTOWN VISION

DOWNTOWN VISION



NEEDS & OPPORTUNITIES

Based on existing conditions, stakeholder interviews, Project Advisory Committee guidance through a Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis, and input from the public, the following needs and opportunities are identified for Downtown Winder. This is not an all-inclusive list, but rather key needs and opportunities that City leadership and the community have identified as important to downtown's future.

NEEDS



Create an **“8 to 80”** downtown environment



Improve mobility with connections to Fort Yargo State Park, CFIT Campus, and nearby established neighborhoods



Encourage **additional housing options**



Incentivize redevelopment and/or rehabilitation of underutilized properties



Create consistent **branding + wayfinding signage**



OPPORTUNITIES



Grow the local restaurant scene, retail businesses, and office market



Partner with schools, CFIT, and nonprofits to **enhance public art**



Expand and activate the **streetscape**



Build on existing annual **events and programming**



Preserve downtown's **historic aesthetic + incorporate Winder's history** into the downtown fabric

VISION

The Downtown Master Plan's vision provides a framework for the overall plan and informs the planning principles which will create a cohesive blueprint for next steps. Throughout the planning process, broader ideas about how the future of Downtown Winder should be approached became evident. When considering the key needs and

opportunities distilled from preliminary research and analysis as well as those innovative ideas, the project team drafted an aspirational vision statement which was vetted with stakeholders. *Downtown's vision for the future is encapsulated by the following statement which guides the recommendations of this Plan:*

VISION STATEMENT

Strategically located between Athens and Atlanta, Winder is proud of its industrial heritage – a legacy celebrated through its public art, building materials, and parks. The downtown is vibrant and programmed for all ages, creating a true community. Linked together through a connected network of trails, greenspaces, and pedestrian oriented roadways, downtown's unique destinations, districts, and nodes are accessible by all residents and visitors, and operate as one entity to sustain the city's success.

PLANNING PRINCIPLES

The planning team derived the planning principles from stakeholders, Project Advisory Committee, and public comments over the course of the project. Recommendations and strategies will reflect these principles in various ways. The policies, programs, and projects that result from this plan will speak to the spirit of the plan and the voices heard throughout the process.



Enhance the public realm

In addition to addressing wear and tear on existing infrastructure, the City will implement innovative placemaking strategies to cause a positive ripple effect on business growth, retention, and visitation.



Make Downtown a preferred place to live, work, and play

The City will leverage the existing downtown fabric and incorporate effective infill development to grow Downtown's economy resulting in a true live, work, and play city center.



Elevate multi-modal mobility and safety

Downtown Winder will have safe connections for pedestrians and cyclists, connecting businesses and amenities.



Promote and preserve Winder's history

Winder's rich history will be celebrated through public art and the overall look and feel of new development.





IMPLEMENTATION

IMPLEMENTATION

The implementation of the Downtown Master Plan will require consistent action and patience of the City, continued support of the local residents, and cooperation of business and property owners. Accepting this plan's vision requires a commitment to improvement and economic growth within the community. This plan serves as a foundation for decision making and a reference for the City of Winder elected officials, residents, and stakeholders as development opportunities arise, capital improvements are made, infrastructure investments are planned, and other actions occur for decades to come.

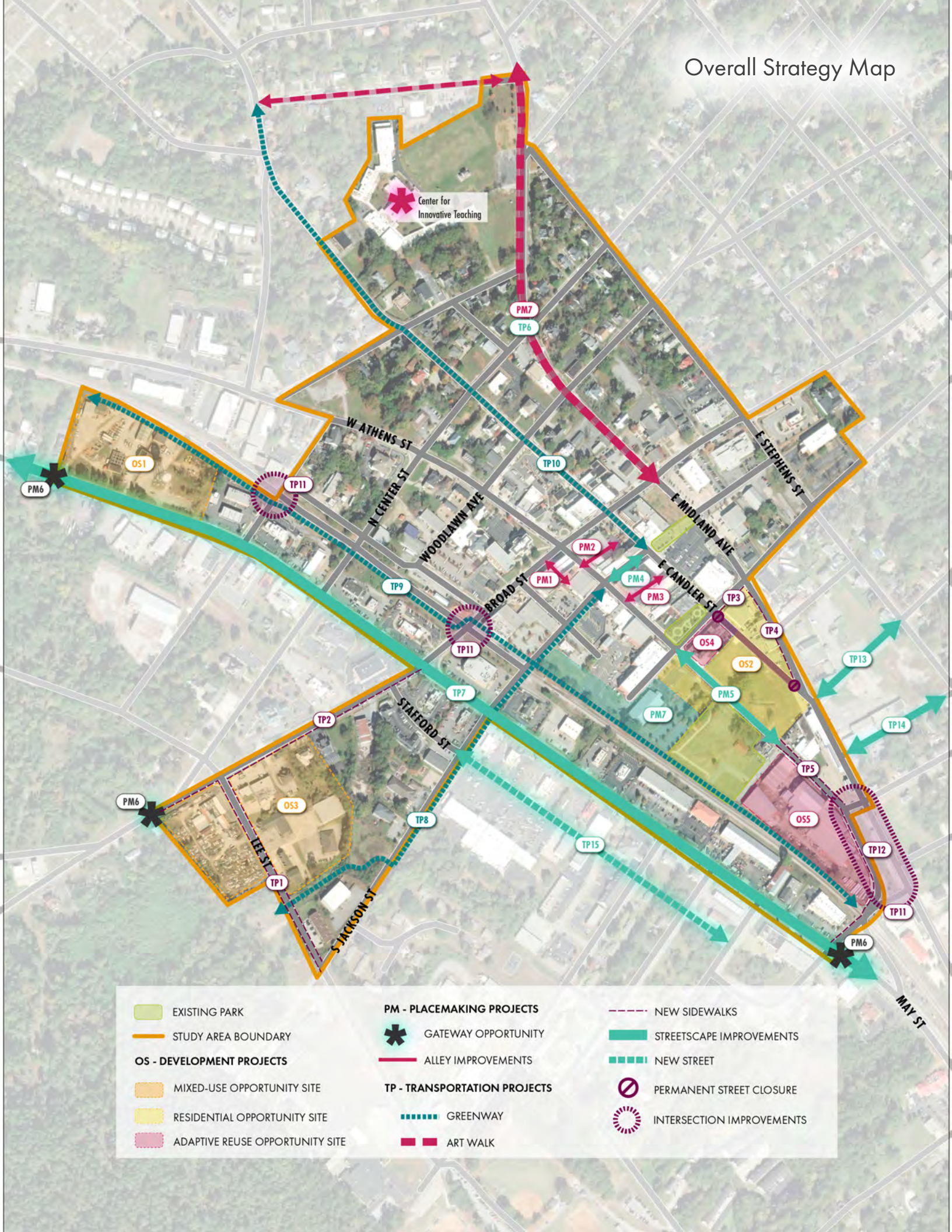
The City must be proactive in creating partnerships and promoting the strategies within this plan. This section provides an implementation framework that can help to initiate its key recommendations. The actions and strategies

identified in this section establish a list of items that can be accomplished in continuing the process of community planning and investment.

The conclusion of this chapter contains a detailed action plan that summarizes the elements of this plan. The action plan correlates with the project map on the facing page outlining the responsible party, estimated cost, and potential funding source(s) for the policies, programs, and projects derived from this planning process.



Overall Strategy Map



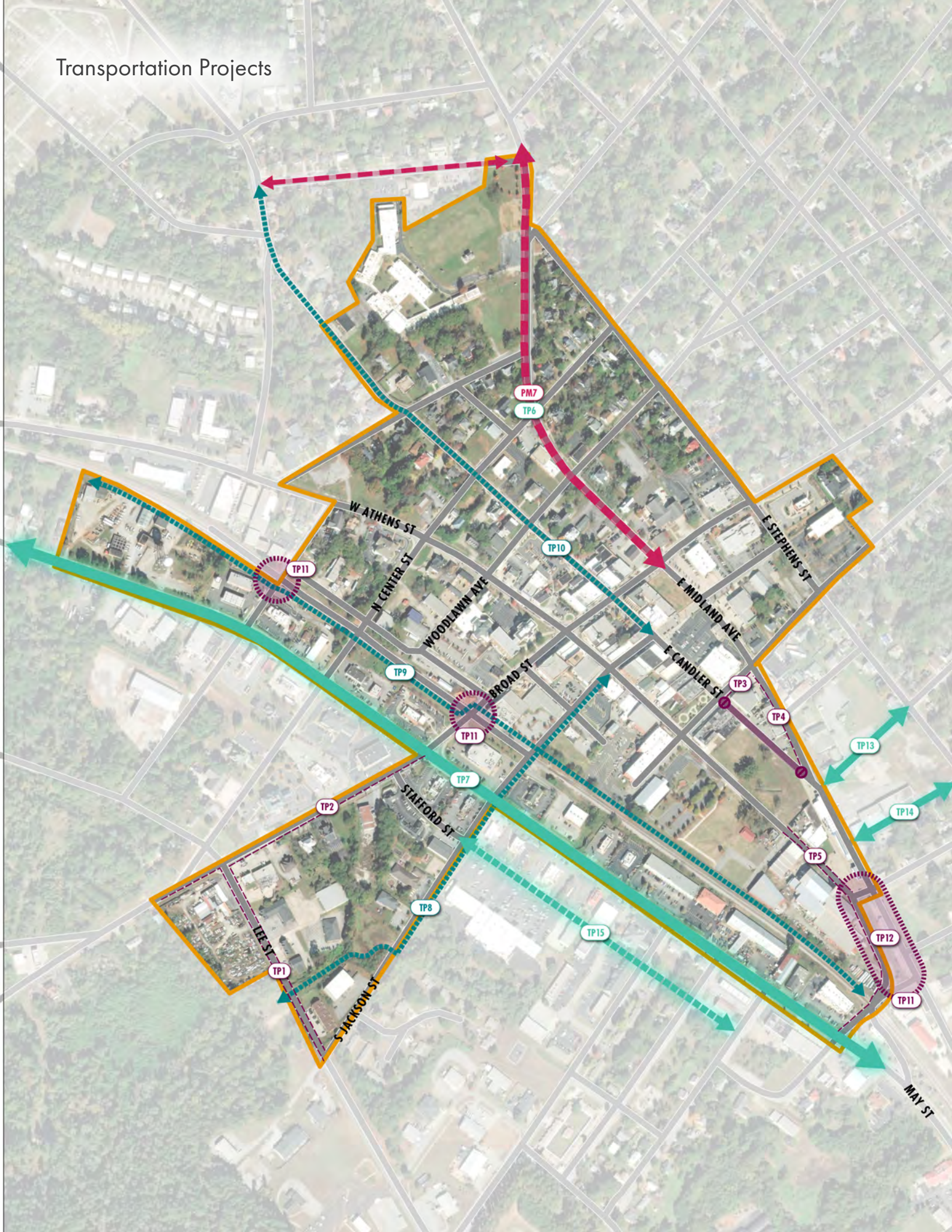
Center for Innovative Teaching

- EXISTING PARK
- STUDY AREA BOUNDARY
- OS - DEVELOPMENT PROJECTS**
- MIXED-USE OPPORTUNITY SITE
- RESIDENTIAL OPPORTUNITY SITE
- ADAPTIVE REUSE OPPORTUNITY SITE

- PM - PLACEMAKING PROJECTS**
- GATEWAY OPPORTUNITY
- ALLEY IMPROVEMENTS
- TP - TRANSPORTATION PROJECTS**
- GREENWAY
- ART WALK

- NEW SIDEWALKS
- STREETSCAPE IMPROVEMENTS
- NEW STREET
- PERMANENT STREET CLOSURE
- INTERSECTION IMPROVEMENTS

Transportation Projects



MOBILITY AND CONNECTIVITY

The following transportation project recommendations (TP) pertain to user mobility and overall connectivity within study area and various external destinations. These projects range from sidewalk and trail connections to streetscape and intersection improvements.

New Sidewalks

Downtown Winder has exceptional pedestrian connectivity with most of its street network being served by sidewalks. A few streets need sidewalks to provide pedestrian connections across the study area and beyond. This can occur in two scenarios: (1) the City can budget for additional sidewalks as capital improvements or (2) the City can approve future development with the stipulation that they provide a pedestrian path within the public right-of-way. Sidewalks should be added at the following locations as indicated in the Transportation Projects map.

- **TP1.** Lee Street from Hwy 81 to S Jackson St
- **TP2.** Hwy 81 south of May Street
- **TP3.** Park Avenue from E Candler Street to Midland Avenue
- **TP4.** E Midland Avenue from Park Avenue to E Candler Street
- **TP5.** E Athens Street from Jug Tavern Park to May Street



Existing Sidewalks in Winder



Art Walk Examples

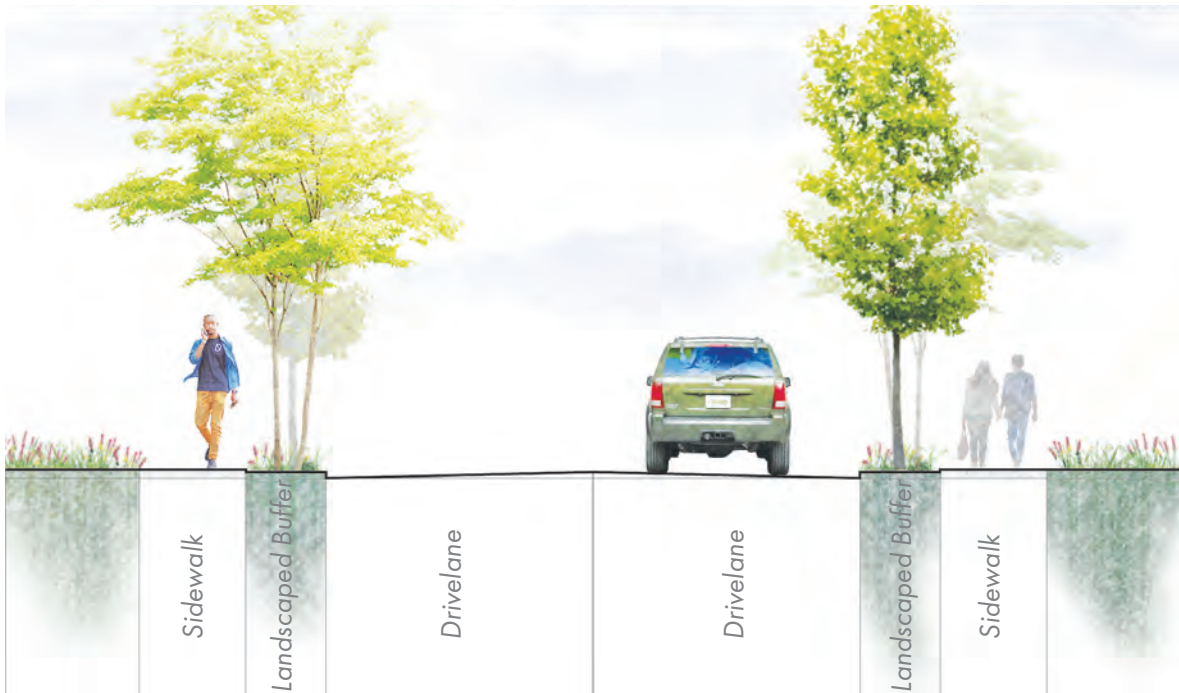
Streetscapes

While the streets of Winder move vehicle traffic, this planning process prioritizes bicycle and pedestrian movement throughout Downtown. In addition to sidewalks, various streetscape improvements will better connect the study area and mitigate barriers that vehicle traffic can cause for cyclists and pedestrians.

- **TP6.** Art Walk along Midland Avenue from CFIT to Broad Street – Existing pedestrian infrastructure will receive various improvements along this path and feature artwork by local students as a visual element for pedestrians. This pedestrian-focused route will connect the public library and CFIT to the Downtown core.
- **TP7.** May Street Improvements – The busy roadway and the parallel railroad creates a physical barrier to the south. Creating a more comfortable experience for pedestrians to walk along and to cross May Street is key in effectively integrating the areas to the south as a part of the City’s downtown core. The proposed street section introduces landscaped medians with strategically placed midblock crossings. Street trees lining the roadway provide shade and safety for pedestrians.
- **TP 13.** Widen sidewalks and add street trees to Georgia Ave. - Existing pedestrian infrastructure will receive expanded sidewalks to better facilitate connections between Downtown and the adjacent neighborhood. This improvement will be bolstered by added street trees, creating a more comfortable experience for pedestrians.
- **TP 14.** Widen sidewalks and add street trees to Griffith St. - Existing pedestrian infrastructure will receive expanded sidewalks to better facilitate connections between Downtown and the adjacent neighborhood. This improvement will be bolstered by added street trees, creating a more comfortable experience for pedestrians.
- **TP 15.** Extend Stafford St. To Wade St. - There is a unique opportunity to extend Stafford St. eastward through an existing curb cut and drive lane. This would build on the existing street grid, leading to greater connectivity in the Downtown area.



TP7. May Street Improvements Section



TP15. Stafford Street Extension

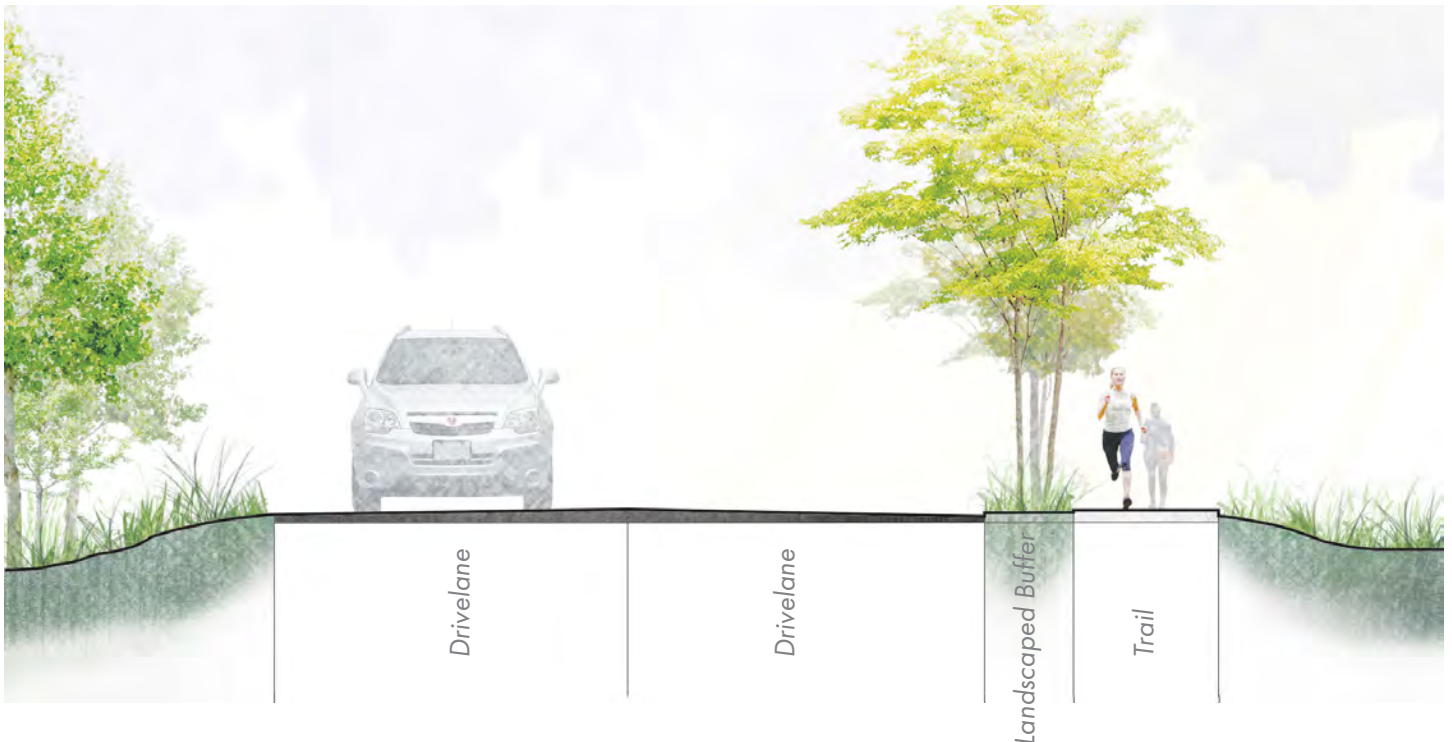
Trails

Trails add another dimension of mobility for cyclists and pedestrians, bridging circulation with walkable and bikeable paths that will assist in eliminating the need for a car for short trips within the study area. As the number of rooftops, retail, and other components of Downtown increase, walkability will become more and more important.

- **TP8.** Jackson Street Trail – This is a proposed seven-foot multi-use path connecting Athens Street to the Wilkins Greenway Trailhead off Lee Street leading into Ft. Yargo State Park. The wide sidewalk north of the railroad will be leveraged as a bicycle and pedestrian path and new infrastructure will extend south to spark new, connected development south of the railroad.



Wilkins Greenway, Winder



TP8. Jackson Street Trail Section

- **TP9.** Railroad Greenway – The City will coordinate with private property owners and utilize public land to implement a 10-foot multi-use path along the railroad connecting the vacant Public Works Site in the west to the Historic Mill Site in the east. This greenway will connect public facilities to public facing open space and new mixed-use development.
- **TP10.** E. Candler Gateway Path – This pathway will connect the Downtown core to the public library and potentially historic Rose Hill Cemetery, creating a multi-modal gateway into Downtown Winder. The multi-use path will create a unique connection to the single-family homes in to the west of Downtown with opportunities to highlight elements of the City’s history.



Railroad Trail, Oregon



TP10. E Candler Gateway Path

Intersection Improvements

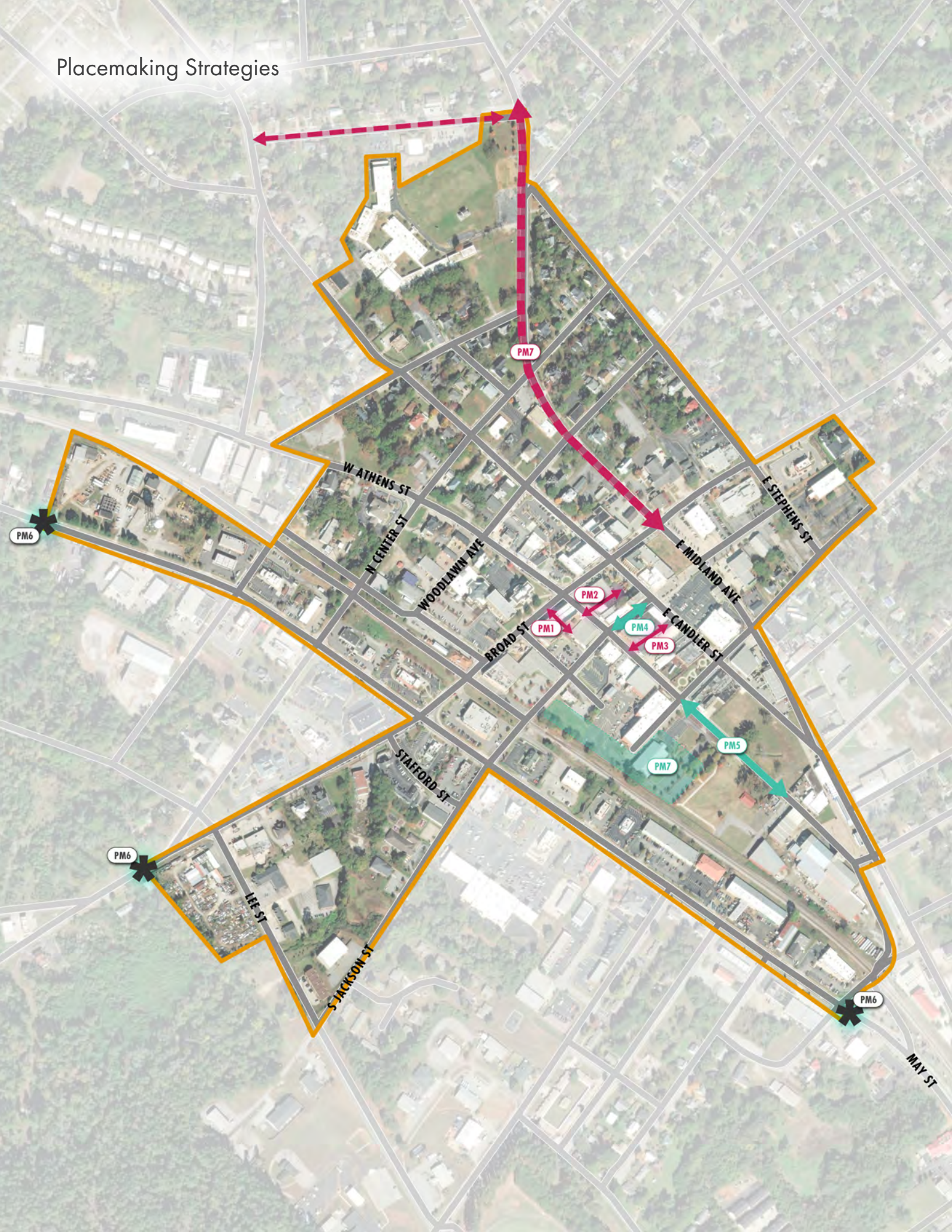
All modes of transportation can be impacted by the function of intersections. Evaluate the specified locations around the study area for safe and efficient circulation.

- **TP11.** Railroad Crossings – The coordination of improvements within railroad right-of-way can be a difficult process. However, the City will explore ways to create comfortable and visible crossings at Center Street, Broad Street, and Athens Street.
- **TP12.** Circulation North of the Mill – Athens and Candler will become an “ovalabout” intersection, redirecting traffic in a circular pattern, thus eliminating traffic congestion at this location which has several confusing intersections.





Placemaking Strategies



PM6

PM7

PM1

PM2

PM3

PM4

PM7

PM5

PM6

PM6

MAY ST

W ATHENS ST

N CENTER ST

WOODLAWN AVE

BROAD ST

STAFFORD ST

LEE ST

S JACKSON ST

E STEPHENS ST

E MIDLAND AVE

E CANDLER ST

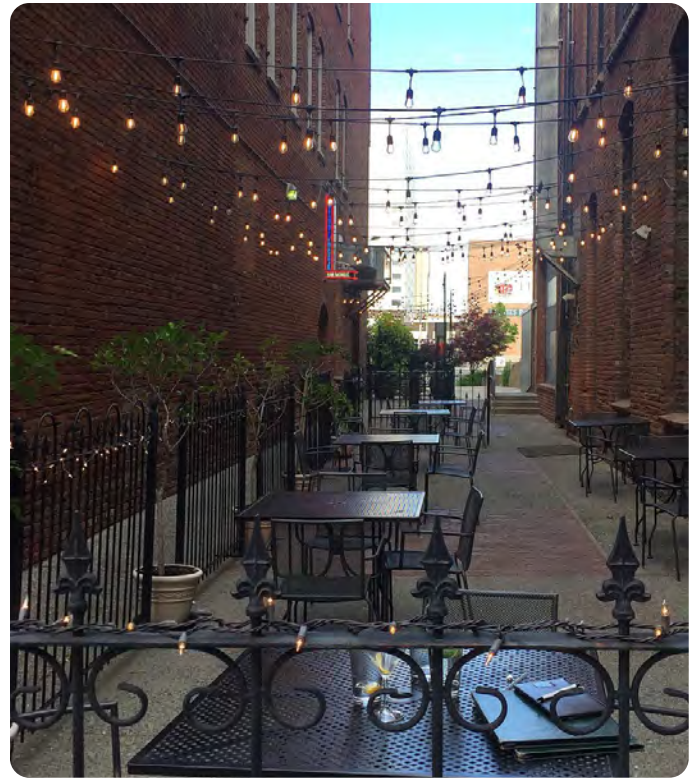
PLACEMAKING STRATEGIES

The following placemaking strategies (PM) focus on capitalizing on the community's assets to create meaningful public spaces. These projects include alleys, gateways, greenspaces, and the use of public art.

Alleys

There are three existing alleys which should receive enhancements to create a space where people can spend time or walk through comfortably. This can be achieved through murals, lighting, seating, and other aesthetic improvements.

- **PM1.** Alley Improvement 1
- **PM2.** Alley Improvement 2
- **PM3.** Alley Improvement 3



The above images are examples that were most preferred by the community at the Design Workshop.

Some streets that inherently receive more pedestrian traffic should be designed to prioritize pedestrians. Shared streets do just that and more. The City can transform the overall atmosphere and create a destination at the heart of Downtown Winder through this transformative placemaking strategy.

- **PM4.** Jackson Street Shared Street – Jackson Street between E Athens Street and E Candler Street will become a shared street. Curbs will be eliminated to create a fully shared right-of-way which slows vehicle traffic approaching the Plaza at Jackson from the south. The City will be able to more easily facilitate closure of the street for events, extending public pedestrian space that can be used for weekend markets and open-container events.
- **PM5.** E Athens Street Shared Street – Athens Street between Park Avenue and the terminus of Jug Tavern Park. This shared street will provide safety between new development north of Athens Street and Jug Tavern Park. During community events, this road will shut down and become a concourse for pedestrians and street vendors.

PM4. Jackson Shared Street Conceptual Rendering



Gateways

One's arrival to Winder's Downtown can be positively impacted through visual cues letting a driver, cyclist, or pedestrian know where they are and what is nearby. There are a few nodes within and on the edges of the study area that provide traffic exposure which promotes local business, events, and parks.

- **PM6.** Identify and Activate Gateways – The City will implement gateway features such as public art or prominent monument signs, and branded wayfinding signage. Design of gateways and signage should be a priority project resulting from this master plan that can occur within the first 100 days after its adoption to show immediate progress on plan implementation.



Gateway Signage, Danville, Virginia

Greenspace

While Downtown Winder boasts several acres of existing parks and open space, the plan identified another prime location to add an outdoor amenity.

- **PM7.** Railroad Park – This additional greenspace, installed in the current location of the Winder Community Center, would serve not only as an additional community gathering space, but provide much needed stormwater detention to alleviate flooding in the area.



Wayfinding Signage, Paso Robles, California

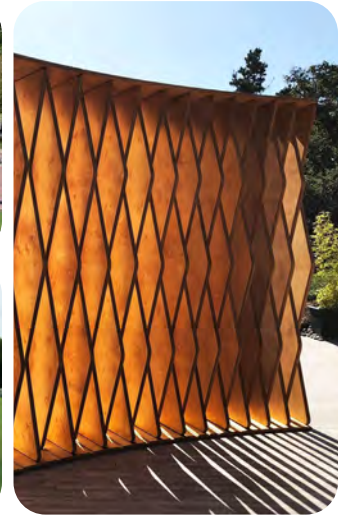


Wayfinding Signage, Rogers, Arkansas

Public Art

There are several ways to incorporate art into Downtown Winder. Both 2D and 3D works have been explored as potential options. The City has the opportunity to leverage local talent to activate public spaces using various types of art.

- **PR1.** The Barrow County School System created a unique STEAM (Science, Technology, Engineering, Arts, Mathematics) program for the entire system at The Center For Innovative Teaching (CFIT). This program is led by Lee Bane (Director of Innovative Learning) and introduces students to cutting edge technological pedagogies that uses art and design as vehicles for learning. Partnership between the City of Winder and The Barrow County School system to create an annual public art project that is led by an invited artist working with the students to create innovative science-based public art works is an excellent way to create meaningful community based artwork that will have the added benefit of launching the arts and science careers of young people in Barrow County.
- **TP6.** Art Walk Along Midland Avenue – While also listed under Transportation, this project fulfills two purposes. As a result of the Community-based art program, the artwork produced in each collaboration would be exhibited as part of the Art Walk that is proposed to connect CFIT with Downtown. In this way the Art Walk will have a sustainable programming strategy to keep it fresh and new with annual updates and over time, will create a unique entryway into Downtown.

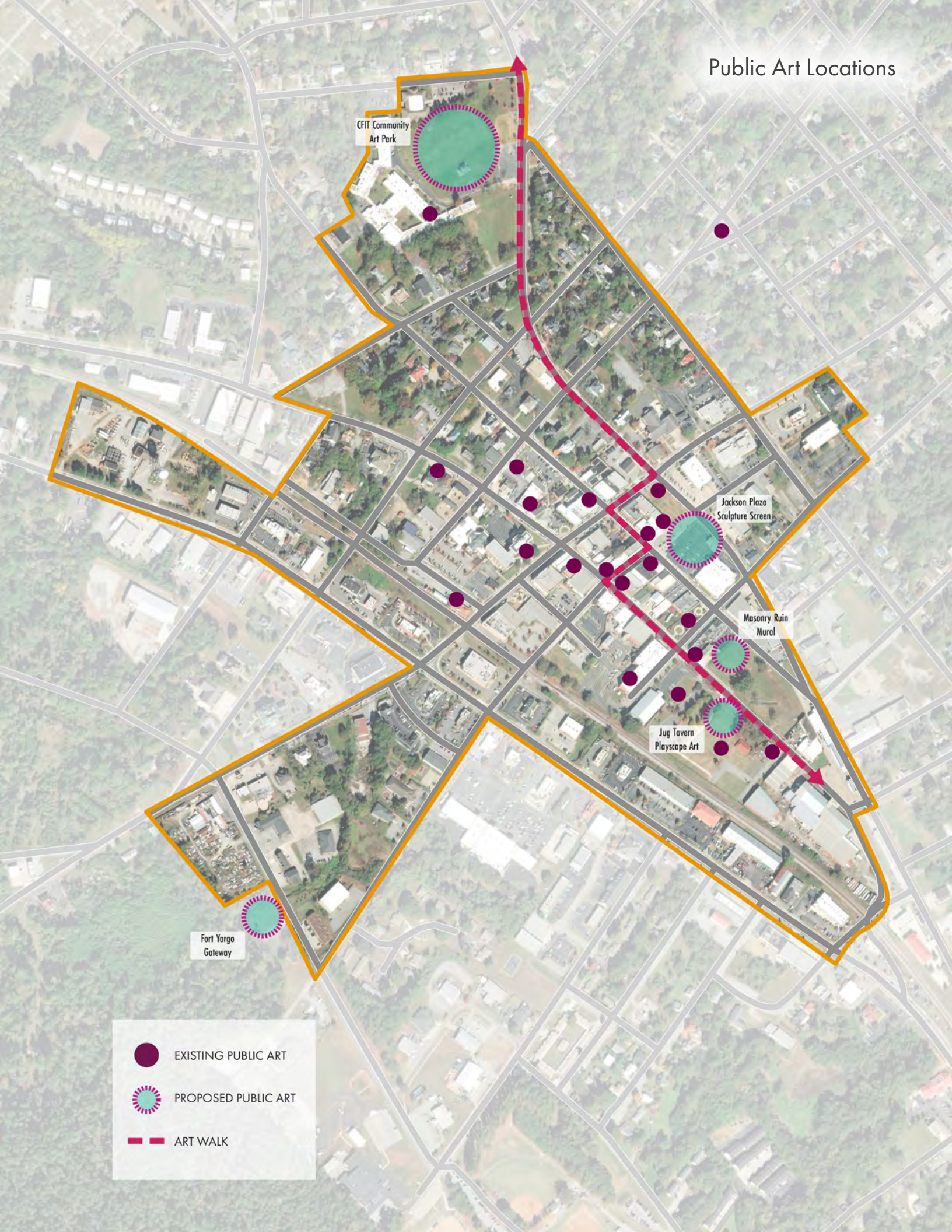


Public Art Examples



Art Walk Examples

Public Art Locations



CFIT Community Art Park

Jackson Plaza Sculpture Screen

Masonry Ruin Mural

Jug Tavern Playscape Art

Fort Yargo Gateway

-  EXISTING PUBLIC ART
-  PROPOSED PUBLIC ART
-  ART WALK

POLICIES

With input from City staff, stakeholders, and the public, the planning team identified several policy items that the City can implement in the short-term (two years or less). While these items do not necessarily result in visible projects, they are important to laying a strong foundation for many of the plan's recommendations to be implemented and continue to advance Downtown's revitalization.

- **P1.** Update City Zoning Ordinance – Adding specific zoning regulations to address site design, building mass, setbacks, development intensity, landscaping, parking, and other key features will ensure quality, context appropriate development and redevelopment in Downtown Winder. Improving plan review and permitting procedures should also be a part of this zoning update process. This way, private investors have clear expectations from the City on project design and the approval process. Additional zoning considerations include but are not limited to the following: incorporation of form-based elements to guide the look and feel of future development within Downtown and its gateways; sign ordinance revisions to adjust permitted materials; and build-to lines to encourage active edges and ground floor retail.
- **P2.** Update the Comprehensive Plan – In the past, the City of Winder has participated in a joint comprehensive planning process with Barrow County and its other municipalities. However, at the beginning of the Downtown Master Plan process, staff expressed the desire to complete their own plan when the City is due for its next update. The vision for Downtown contained within this master plan should be incorporated into the City's first independent comprehensive plan through appropriate policies and recommendations.

Components include but are not limited to the following: transition of industrial properties to more uses more compatible with Downtown Winder, and coordinated land use policies with demand for an appropriate mix of housing.

- **P3.** Update Local Historic District Boundaries and Design Guidelines – During the master planning process, the planning team heard from several stakeholders and community members that there are areas that should be considered for incorporation into the City's Local Historic District (indicated on the Study Area map on page 8). Coordination with a historic preservation consultant to identify additional landmarks and properties to include in the local district boundaries, and updating existing guidelines, will ensure that the rich history of Winder is not lost as Downtown, and the City, continue to grow and revitalize.
- **P4.** Implement and Fund a Façade Grant Program – To encourage property owners to maintain historic buildings, or return them to their original character, the DDA should consider establishing and funding a façade grant program. Coupled with updated historic preservation guidelines, this will assist in maintaining the unique historic character of Downtown Winder.
- **P5.** Provide Instruction on Permitting and Approval Processes in Multiple Formats – Once these processes are reviewed and updated as needed as part of the City's zoning ordinance update (P1), it will be important to convey the requirements in both digital and hard copy format through the City's website and pamphlets available at City Hall and the Economic Development office.

- **P6.** Branding & Marketing Plan - Develop and adopt a Branding & Marketing Action Plan for Downtown Winder for effective business recruitment and cohesive aesthetic enhancements including wayfinding signage.
- **P7.** Expand DDA Boundaries - Expand the DDA boundaries to encompass the Winder Downtown Master Plan study area and catalyst projects to aid the City in its pursuit of grants and other programs for public improvements identified in this Plan.

PROGRAMS

Plan elements are made possible through program initiatives that build momentum for the duration of plan implementation. The following programs address additional items needed to achieve the holistic approach outlined within this plan.

- **PR1.** Community Based Arts Program – These programs are typically created to address or document larger social or cultural issues within a community, specific geographic area, or neighborhood. Winder has the unique advantage of being home to the Center for Innovative Teaching (CFIT), which boasts a strong STEAM program and already engages with students in Barrow County schools to promote the arts in its various forms. Therefore, the City has an opportunity to strengthen its connection to CFIT and its arts program to engage local artists, community, civic, and neighborhood associations, and others in creating art that reflects the history and culture of Downtown Winder and the City as a whole. This could be accomplished through temporary or permanent installations along the proposed Art Walk as well as in other high

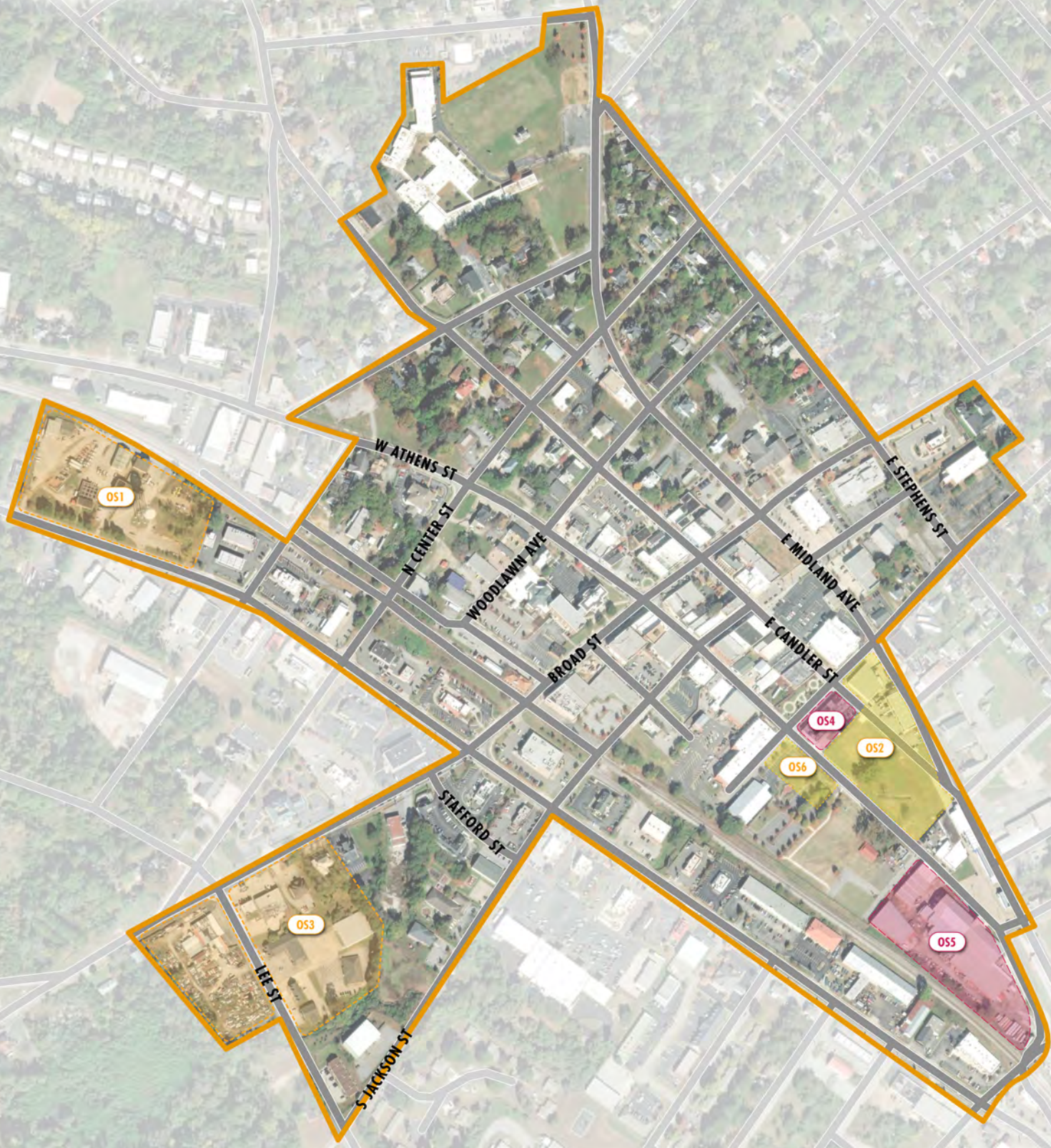
visibility locations throughout Downtown Winder such as the existing parks and greenspaces, the CFIT campus, Barrow County Museum, and potential gateway locations leading into Downtown Winder.

- **PR2.** Implementation & Engagement Team – Engage a group of Downtown master plan “champions” that can assist staff in making sure that the recommendations from the plan are implemented. They can meet periodically and act as an advisory committee to staff in identifying additional funding sources and steps needed to move projects forward. Team members could be members of the master plan PAC and/or other key stakeholders within the community.
- **PR3.** Meetings with Developers and Business Owners – Conduct meetings with developers, property owners, and business owners who have successfully completed projects in Downtown Winder to gauge their interest in further investment. Having a consensus on the vision for the future of Downtown reached through this master planning process will help to facilitate more meaningful conversations.
- **PR4.** Expand Events and Offerings Throughout Downtown – The City already hosts several well attended and successful events throughout the year. They are currently hosted in Jug Tavern Park and the surrounding area. Activating other spaces throughout the City with events at an appropriate scale will help to enhance the City’s current schedule of events and draw additional visitors with varied interests.

- **PR5.** Implement Tactical Urbanism Program to Test Ideas for Future Projects – Tactical urbanism allows for low-cost, fast implementation of ideas to test the viability of potential projects. This program would allow for pop-up events to activate space around Downtown for a short period of time, usually 1 to 3 days. Additionally, this would allow for public input on potential projects in a more informal environment.
- **PR6.** Streetscape Improvement Program – In addition to specific streetscape initiatives within this plan, require uniform design features in public infrastructure and public spaces through the use of consistent materials and elements that create a common thread along each street and throughout the study area, including curbs, widened sidewalks, high quality paving, additional landscaping, pedestrian scale lighting, street furniture, and buried utilities. Such enhancements should be considered when public improvements are made as a result of general maintenance and conditions of new development approvals.
- **PR7.** Code Enforcement – Implement City code enforcement to regulate the compliance of zoning and other elements of the Code of Ordinances, maintaining a high quality of life and environment for all Winder residents.
- **PR8.** Transportation Plan – Conduct a City-wide or Downtown oriented transportation plan that focuses on traffic operations at key intersections and along key corridors to address current operational issues and future growth.
- **PR9.** Street Lighting – Expand uniform street lighting throughout study area for cohesive aesthetic appeal.
- **PR10.** Uniform Downtown Signage – Expand uniform street signage throughout the study area as a part of this Downtown Master Plan’s placemaking initiative.
- **PR11.** Historical Markers – Incorporate additional historical markers throughout the study area to celebrate Winder’s rich history and landmarks such as Rose Hill Cemetery just outside of the study area.
- **PR12.** Makerspace - Early in the planning process, the planning team identified the opportunity to attract local and regional artists to a makerspace within Downtown Winder due to its rich history in the textile industry and varied palette of materials used in its buildings. While The Mill would be an ideal location to create a makerspace, the property is currently occupied by a viable business. The ground floor and other vacant space within the Winder Cultural Arts Center, owned by the City, is an available and well positioned location within downtown where the makerspace concept could be introduced. Since it is already home to the Winder-Barrow Community Theatre and Colleen O. Williams Theater, opening space to others who work in the creative arts would be a complimentary use of the building and add activity and vibrancy to the downtown core.
- **PR13.** Parking Study - Conduct a parking study to assess current conditions and demand to determine future needs and locations for potential parking facilities.
- **PR14.** Waste Management Coordination - Coordinate with City of Winder Garbage and Recycling Division to determine the appropriate amount of garbage and recycling receptacles per commercial square foot within Downtown Winder. Implement functional and aesthetic standards to accommodate back-of-house operations and activated alleyways.



Opportunity Sites



OPPORTUNITY SITES

Opportunity Sites are public, private, or public-private partnership projects which spark corresponding future development and job creation in the direct vicinity. These sites are identified as potential projects that could occur within the first five years of implementation. Opportunity sites OS1, OS2, and OS3, further explored on pages 96-101, emerged as the most locally applicable, beneficial, and feasible through market analysis, stakeholder engagement, and the planning process.

Please note, the following concept designs reflect a community-driven vision of how these locations could be redeveloped in order to provide guidance to property owners who may reconsider redevelopment and what the City's capital investments may entail. Potential locations most suitable for redevelopment, as indicated on the accompanying map, are as follows:

OS1. Public Works Mixed Use Site

OS2. Jug Tavern Residential Site

OS3. Fort Yargo Trailhead Mixed Use Site

As part of the Downtown Winder Master Plan, BAE Urban Economics (BAE) evaluated the financial feasibility of new development at three identified opportunity sites. The sites identified are currently underutilized and could be redeveloped to activate Downtown gateways. Using a pro forma analysis, BAE tested the financial feasibility of potential development at these sites to determine whether a developer would be attracted to the opportunity, could pay a ground lease to the City on City-controlled sites, would need subsidies to build the proposed uses, and/or could help contribute to identified infrastructure improvements.

BAE worked with Pond and City staff to identify the opportunity sites and to define the development prototypes based on a market analysis and recent comparable projects in the area that would be suitable for Winder. Sites identified include the Department of Public Works-owned site on W May Street and an existing auto salvage yard on Highway 81, just north of Fort Yargo State Park. The analysis evaluates the feasibility of two residential development types, townhomes and garden-style stacked multifamily apartments on the Public Works site, and a new office building on the auto salvage yard site.

BAE uses static pro forma analyses to determine a project's feasibility. Pro forma analyses compare the construction costs, financing costs, and minimum required developer returns of each project type to the potential market value of the project based on the capitalized value of net operating income to determine feasibility using current Winder costs, prices, and rents. This is the same method that developers use in determining whether to pursue a project.

Three additional sites were identified that are potentially suitable to redevelopment through adaptive reuse. These sites complement the first three opportunity sites given their proximity and reflect the public's desire for revitalization. Additional sites include:

OS4. Park Avenue Adaptive Reuse Site

OS5. The Mill Building Adaptive Reuse Site

OS6. Community Center Parking Lot Residential Opportunity Site

Public Works Site

RESIDENTIAL DEVELOPMENT

RAILROAD GREENWAY (TP9)

COMMERCIAL & OFFICE

May St



OS 1. PUBLIC WORKS MIXED USE SITE

Site Acreage	6.14
Residential (Sq. ft.)	62,364
Commerical (Sq. ft.)	2,000
Office (Sq. ft.)	0



Development precedence identified through the Design Workshop

Jug Tavern Site



GREENSPACE

RESIDENTIAL DEVELOPMENT

Park Ave

E Midland Ave

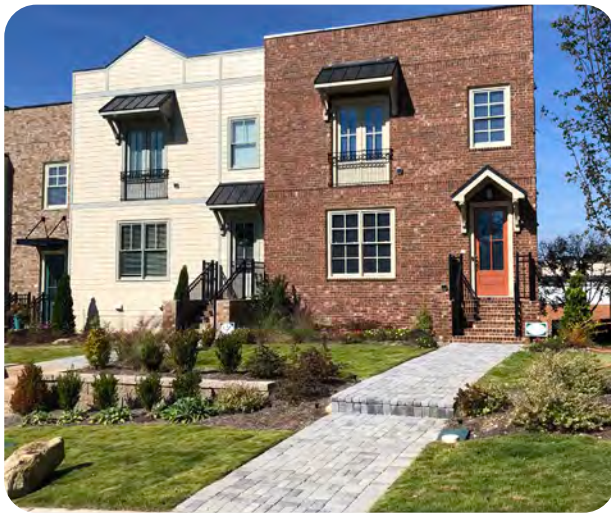
E Athens St

Georgia Ave

Existing Jug Tavern Park

OS 2. JUG TAVERN RESIDENTIAL SITE

Site Acreage	5.80
Residential (Sq. ft.)	81,000
Commerical (Sq. ft.)	0
Office (Sq. ft.)	0



Development precedence identified through the Design Workshop

Ft. Yargo Site

S Center St

Hwy 81

Lee St

RESIDENTIAL DEVELOPMENT

COMMERCIAL &
OFFICE

STRUCTURED PARKING

RESIDENTIAL DEVELOPMENT



OS 3. FORT YARGO TRAILHEAD MIXED USE SITE

Site Acreage	9.44
Residential (Sq. ft.)	62,364
Commerical (Sq. ft.)	2,000
Office (Sq. ft.)	30,000



Development precedence identified through the Design Workshop



IMPLEMENTATION STRATEGIES

As part of the Downtown Winder Master Plan, BAE developed implementation recommendations related to supporting Downtown Winder retail and developing opportunity sites. The following memo presents the recommendations to Pond for inclusion in the Master Plan. The lead party is identified for each item, as well as other parties that may provide assistance. The suggested timing for implementation is estimated. Timing is either short-term (within 18 months), or medium-term (18 months to three years), or long-term, (three years and beyond). More specific time frames for the actions are noted when possible.

Support Downtown Winder Retail

Undertake Coordinated Economic Development Programs

From the economic and demographic analysis and the community input from residents and businesses, it is clear that the City of Winder has many notable strengths and opportunities ranging from its proximity to Athens, Atlanta, and Fort Yargo, to affordable quality homes, to ample land available for development and redevelopment. However, many are still unaware of what the City of Winder has to offer. Suggested specific actions to broaden awareness of the community's strengths and potential include:

- Create branding and a focused marketing campaign to introduce Downtown Winder to the region and beyond
- Perform direct outreach at business association meetings, events, receptions, etc.
- Create a Downtown Community Improvement District (CID)
- Target retail supporting businesses/entities to locate Downtown
- Encourage uses that support Downtown retail

Promote and Leverage Downtown Winder Assets and Events

Downtown Winder has existing programs, events, and assets that can help promote placemaking efforts and enhance Downtown as a destination. The following recommendations focus on using existing assets and events, as well as creating new events to bring people to Downtown Winder.

- Allow temporary uses to enhance downtown as a destination
- Leverage existing arts programs/venues/installations

Support Downtown Winder Retail

Provide Infrastructure that Supports Active Retail

Although infrastructure improvements are covered elsewhere in the implementation strategy, some are critically important to an active retail environment. Those that contribute to the overall health of Downtown retail are included here.

- Invest in way-finding infrastructure
- Build complete sidewalks
- Encourage property owners to update Downtown façades and street engagement

Community Improvement Districts (CIDs)

Community Improvement Districts (CIDs) represent a powerful financial tool for Georgia municipalities to provide enhanced infrastructure and services to areas where they want to attract or focus new investment. Created under Article IX, Section VII of the Georgia Constitution, the administrative body of the CID, which may be the City itself or the DDA, may levy taxes, fees, and assessments within the specified area for a variety of uses, including street and road construction and maintenance, parks and recreations, storm water and sewage systems, water systems, public transportation, parking facilities, and other services and facilities.

Rather than relying on private developers to deliver infrastructure improvements piecemeal with site redevelopment or pay impact fees into a Citywide fund, the CID would assess all property owners within the defined area to pay annually for eligible improvements, which the CID can bond against for improvements. As a governmental agency, CIDs can access tax exempt financing, making this an efficient financing vehicle. In addition, CIDs can cross municipal boundaries, including multiple jurisdictions, if needed.

To form a CID, at least 50 percent of owners representing 75 percent of the proposed CID's property area must approve the formation. Maps and consent forms are submitted to the tax commissioner for certification. The certification along with the maps and consent forms would then go to the City for official approval via a resolution after which time the CID will elect a Board and sign a cooperation agreement with the City.

Downtown Winder could benefit greatly from a CID. Many of the ongoing improvements for stormwater management, along with physical realm improvements and unified branding strategy identified in the Downtown Master Plan could be financed through the CID. However, in order to build consensus among property owners, the geography should be fairly small, containing the DDA district boundaries and possibly the parcels connecting Downtown to Fort Yargo along Jackson or Maynard Streets. Larger geographies may be more challenging to get approved and/or more expensive to service.

Opportunity Site Development

City Owned/Controlled Sites

For those sites that the City owns or controls, recommendations are more detailed than for those that are privately owned. The City can establish goals for each site (e.g., economic development uses, affordable housing, monetize assets) and then specify requirements in development solicitations to obtain proposals that best meet specific site goals and requirements.

Public agencies, like any private owner of land, have several options to monetize their land asset values, including: (i) direct development for their own account; (ii) sale of their fee interest, (iii) contribution of land to a joint venture as an equity stake; or (iv) ground lease to a private developer. Each option can be appropriate depending on the revenue needs and risk tolerance of the owner as well as the degree to which an owner desires long-term control over their property. As a matter of practice, public agencies most often utilize either a sale or ground lease monetization approach and less frequently pursue direct development or joint ventures. In many cases, a single public agency will utilize both a sales and ground leasing approach, depending on the characteristics of the property and the revenue needs of the agency at the time it makes an asset management or disposition decision.

Whenever possible, ground lease sites to developers to create long-term revenue streams. In disposing of sites that can only be used for a for-sale housing development, sell the property. Commercial properties or properties with multifamily housing potential should be disposed of through a long-term developer ground lease in order to create a long-term revenue stream for the City. These steps can be used to guide development on opportunity sites identified in the future.

- Perform site due diligence and apply for grants/low cost loans to get site ready for disposition
- Determine the best approach for disposition that meets the City's needs based on project goals and City needs
- Conduct financial analysis of proposed projects to understand whether developers will be interested in the opportunity and estimate revenue potential
- Conduct market sounding
- Establish project criteria and draft developer RFQ/P
- Issue RFP, score developer proposals and enter into exclusive negotiations

ACTION PLAN

ID	Action	Responsible Party	Cost Estimate	Funding Source	Time Frame	Notes
Policies						
P1	Update City Zoning Ordinance to guide Downtown development updated standards and improved procedures	Community Development/ Consultant	75,000	General Fund	2 Years	
P2	Update Comprehensive Plan to align with the Downtown vision	Community Development/ Consultant	150,000	General Fund	2 Years	
P3	Update Local Historic District boundaries and design guidelines	Community Development/ Consultant	40,000	General Fund	2 Years	
P4	Implement and Fund Façade Grant Program	DDA	50,000 Annually	DDA	Ongoing	
P5	Provide instruction on processes in multiple formats (i.e. website, pamphlet, etc.)	Community Development	Staff Time	General Fund	2 years	
P6	Develop and adopt a Branding and Marking Plan	DDA/Consultant	TBD	DDA	2 Years	
P7	Expand the existing DDA boundaries to encompass the study area and catalyst projects within this Plan.	DDA	N/A	DDA	1 Year	
Programs						
PR1	Build a community-based art program	City Staff, Barrow County Schools	Staff Time, Volunteer Time	General Fund	<1 Year	
PR2	Implementation & Engagement Team	DDA	TBD	DDA	<1 Year	
PR3	Meetings with Developers and Business Owners	City Staff	Staff Time	General Fund	<1 Year	
PR4	Expand events and offerings throughout Downtown	City Staff	Staff Time, Volunteer Time	General Fund	Ongoing	
PR5	Implement tactical urbanism program to test ideas for future projects	City Staff	Staff Time	General Fund	Ongoing	Initiate within 1 year

ID	Action	Responsible Party	Cost Estimate	Funding Source	Time Frame	Notes
PR6	Implement streetscape improvement program	DDA, Consultant	TBD	DDA	Ongoing	
PR7	Implement City Code enforcement to regulate the compliance of zoning and other elements of the Code of Ordinances	Community Development	150,000 Annually	General Fund	1 Year	
PR8	Conduct a City-wide or Downtown oriented Transportation Plan	Public Works, Consultant	50,000 - 150,000 Cost varies due to desired scope of work	General Fund	2 Years	
PR9	Expand uniform street lighting throughout study area	DDA	TBD	DDA	5 Years	
PR10	Expand uniform street signage throughout the study area	DDA	TBD	DDA	5 Years	
PR11	Incorporate additional historical markers throughout the study area	DDA	TBD	DDA	5 Years	
PR12	Open a Makerspace as an incubator for local artists, craftspeople, and other makers to create their products	DDA	TBD	DDA	<1 Year	
PR13	Conduct a downtown parking study to evaluate current and future parking needs	DDA	TBD	DDA	2 Years	
PR14	Coordinate a waste management strategy to accommodate back-of-house operations and activated alleyways	DDA	TBD	DDA	2 Years	

Transportation Projects

TP1	New sidewalk along Lee St from Hwy 81 to S Jackson St	Public Works, Consultant	250,000	General Fund, CDBG	2 Years	Can be completed through private development
TP2	New sidewalk on Hwy 81 south of May St	Public Works, Consultant	250,000	General Fund, CDBG	2 Years	
TP3	New sidewalk along Park Ave from E Athens St to Midland Ave	Public Works, Consultant	100,000	General Fund, CDBG	2 Years	

ID	Action	Responsible Party	Cost Estimate	Funding Source	Time Frame	Notes
TP4	New sidewalk along E Midland Ave from Park Ave to E Candler St	Public Works, Consultant	150,000	General Fund, CDBG	2 Years	
TP5	New sidewalk along E Athens St from Park Ave to May St	Public Works, Consultant	750,000	General Fund, CDBG	2 Years	
TP6	Art Walk along Midland Avenue	DDA, Public Works, Consultant, Barrow County Schools	250,000	General Fund, potential grants	3 Years	Allocated funding for infrastructure improvements
TP7	May Street Improvements	Public Works, GDOT, Consultant	2,500,000	General Fund, TIP (ARC)	7+ Years	
TP8	Jackson Street Trail	Public Works, Consultant	1,000,000	General Fund	3 Years	
TP9	Railroad Greenway	Public Works, Consultant, CSX	1,500,000	General Fund	7 Years	Address stormwater management issues
TP10	W Candler Gateway Path	Public Works, Consultant	1,000,000	General Fund	7+ Years	Can extend beyond this location to existing educational facilities
TP11	Railroad Crossing Improvements	City Staff, CSX	300,000	General Fund, Federal Railroad Administration (FRA) Grant	7+ Years	
TP12	Circulation improvement adjacent to the Mill site	Public Works, Consultant	250,000	General Fund	3 Years	Requires traffic study and potential land acquisition
TP13	Widen sidewalks and add street trees to Georgia Ave	Public Works, Consultant	200,000	General Fund, CDBG	5 Years	
TP14	Widen sidewalks and add street trees to Griffith St	Public Works, Consultant	200,000	General Fund, CDBG	5 Years	
TP15	Extend Stafford St to Wade street to build upon existing street grid	Public Works, Consultant	3,000,000	General Fund, TIP (ARC)	10+	Requires right-of-way acquisition
Placemaking Projects						
PM1	Alley Improvement 1	DDA, Public Works	100,000	DDA	3 Years	

ID	Action	Responsible Party	Cost Estimate	Funding Source	Time Frame	Notes
PM2	Alley Improvement 2	DDA, Public Works	100,000	DDA	3 Years	
PM3	Alley Improvement 3	DDA, Public Works	100,000	DDA	3 Years	
PM4	Jackson St Shared Street	Public Works	500,000	General Fund	3 Years	
PM5	E Athens St Shared Street	Public Works	750,000	General Fund, DDA	5 Years	
PM6	Identify and Activate Gateways	City Staff	150,000	General Fund	Ongoing	Signage and Gateway Plan is needed. New gateway improvements can be added incrementally.
PM7	Railroad Park	Public Works	500,000	General Fund	7 Years	

Opportunity Site Projects

OS1	Public Works Mixed Use Site	Public-Private Partnership	TBD	TBD	TBD	
OS2	Jug Tavern Residential Site	Public-Private Partnership	TBD	TBD	TBD	
OS3	Ft. Yargo Trailhead Mixed Use Site	Public-Private Partnership	TBD	TBD	TBD	
OS4	Park Avenue Adaptive Reuse Site	Public-Private Partnership	TBD	TBD	TBD	
OS5	Mill Site Adaptive Reuse	Public-Private Partnership	TBD	TBD	TBD	
OS6	Community Center Parking Lot Residential Site	Public-Private Partnership	TBD	TBD	TBD	



APPENDIX

A

PUBLIC ENGAGEMENT

PUBLIC ENGAGEMENT

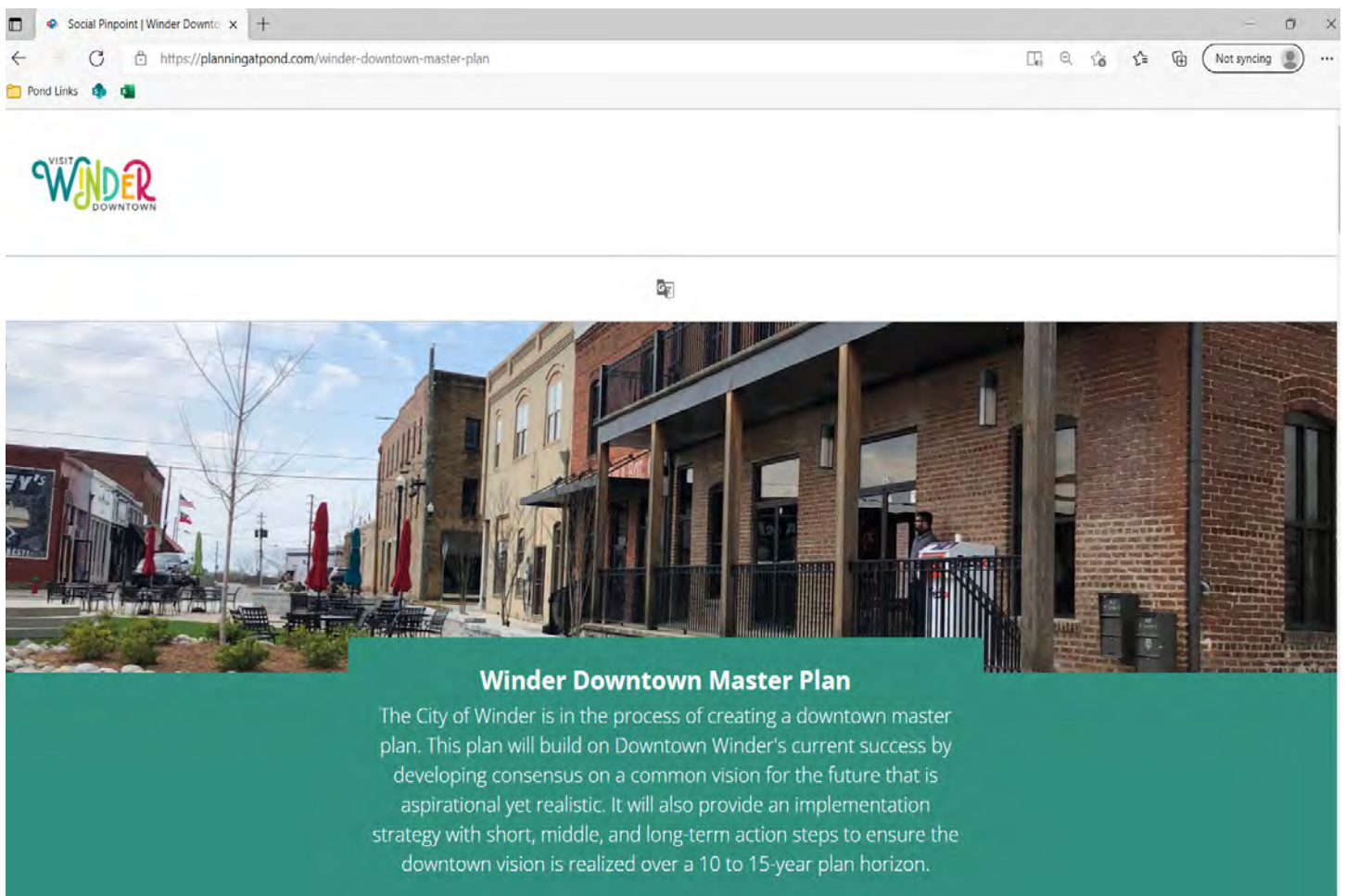
The planning team, with the help of the City of Winder, created a robust public engagement program for the Downtown Master Plan that allowed residents, property owners, business owners, and elected officials several opportunities to participate in the planning process through an online survey, community meetings, stakeholder interviews, a design workshop, and a mapping exercise. Much of the engagement for this project was virtual due to the pandemic, but the planning team and city staff worked to plan a few in-person public engagement sessions as soon as it was safe to do so. Gathering input from these groups is an imperative step in the planning process that helps ensure the final document captures the vision that each stakeholder has for Downtown Winder.

This appendix document is a summary of the public engagement program for the Winder Downtown Master Plan and includes information, presentations, and polling results from the following platforms and outreach sessions:

- Project Website
- Project Advisory Committee (PAC) Meetings
March 29, 2021/May 5, 2021/June 23, 2021
- City Council Interviews
March 2021
- Interactive Mapping Results
- Community Kick-Off
April 14, 2021
- Design Workshop
May 11-13, 2021
- Final Community Open House
June 30, 2021

PROJECT WEBSITE

The planning team used Social Pinpoint to set up a website for the plan and worked with individual community representatives to share the website via the city website and distribution networks, including social media and City e-newsletters. The website allowed the project team to begin gathering data through an online survey and an interactive mapping tool, receive iterative feedback by continuing this activity throughout the project, and to provide master planning material to educate website visitors. The project team updated the website throughout the planning process to inform the public on the progress of the plan.



Social Pinpoint | Winder Downtown Master Plan
<https://planningatpond.com/winder-downtown-master-plan>

Pond Links

Meeting Presentations + Other Documents

April 14th Community Meeting Presentation

Download

April 14th Community Meeting Recording

If you weren't able to attend this virtual meeting, please click below to view the recording.

Downtown Master Plan Community Meeting

WINDER

DOWNTOWN MASTER PLAN

Community Meeting | Wednesday, April 14, 2021

Vimeo

Social Pinpoint | Winder Downtown Master Plan
<https://planningatpond.com/winder-downtown-master-plan>

Pond Links

Final Community Open House

POND bac

This map illustrates recommended improvements to be included in the plan document.

Social Pinpoint | Winder Downtown Master Plan
<https://planningatpond.com/winder-downtown-master-plan>

Pond Links

The following elements will be considered as part of the master planning process:

- Market Analysis & Economic Development
- Catalytic/Opportunity Sites for Redevelopment
- Transportation & Mobility
- Historic Preservation & Winder's History
- Land Use & Zoning
- Parking
- Park & Open Space Improvements
- Streetscapes & Placemaking
- Public Art

Final Community Open House

Project Phases

Phase 1: Research & Discovery
 This phase provides an opportunity for the project team to learn more about Downtown Winder through a site visit, historic research, market and demographic analysis, and stakeholder interviews and meetings. The first community meeting provides an opportunity for the project team to present its findings to date and gain initial feedback.


Phase 2: Vision
 The findings and input gained from Phase 1 will help to inform Planning Principles and a Vision Statement to provide a framework for the creation of the downtown master plan. In addition, the project team will begin to evaluate opportunities within the downtown area, conduct additional stakeholder outreach, and provide a project update to elected and appointed officials.

Phase 3: Framework
 The highlight of this phase is a three day, in person Design Workshop open to the public at the Winder Community Center. This will be an opportunity for all members of the Winder community to provide input on key elements to be addressed by the master plan, and test ideas in real time with the project team. Coupled with a financial feasibility analysis of up to three (3) opportunity/catalyst sites for redevelopment, the result of this phase will be a refined concept plan for downtown to be presented at a second community meeting.


Current Phase
Phase 4: Inviting Success
 The final phase of the project will be the creation of the Downtown Winder Master Plan document. It will include a market analysis, concept plan with recommendations on key plan elements, incorporation of public art into the fabric of downtown, an economic development strategy, and implementation strategy with a 100 day action plan as well as short (5 years or less), middle (6-10 years), and long-term (11 - 15 years) strategies. After review of a draft plan document by the City's project management team, it will be finalized for presentation and adoption by the Winder City Council.

We want to hear from you!

Our first round of online community engagement has closed, but there will be another opportunity to provide your input on the plan following the Design Workshop. You may still view the comments on the interactive map.




Interactive Mapping Tool
 Use the map markers to provide specific, topic related comments on areas within downtown.
[See The Map](#)



Introductory Survey
 Please take a few minutes to tell us about your affiliation with Downtown Winder and your initial thoughts about the master plan.
[Take The Survey](#)

Downtown Winder Today



The Plaza at Jackson

PROJECT ADVISORY COMMITTEE (PAC)

The Project Advisory Committee, or PAC, consisted of 23 Winder community leaders identified by Mayor & Council and City Staff. The PAC served as a sounding board and provided feedback on materials produced throughout the process. Members of the PAC also served as advocates for the Downtown Master Plan throughout the project, and upon its implementation. The PAC met three times to guide the development of the Master Plan by setting vision, identifying key needs and opportunities, and providing feedback on draft materials. They also discussed and reviewed the elements of the master plan which include the following: land use and zoning, placemaking and streetscapes, transportation and mobility, parks and open space improvements, historic preservation, public art, and market components.

- Lee Bane
- Clint Cannon
- Emily Chang
- Daniel Diaz
- Power Evans
- Jennifer Faulk
- Amanda Hill
- Lisa Maloof
- Jerry Maynard
- Ben McDaniel
- Jason McDaniel
- Brandon Mitchell
- Douglas Mitchell
- Holt Persinger
- Ellen Petree
- Mike Rice
- Patricia Stallings
- Ray Stanjevich
- Matthew Watkins
(in memoriam)
- Michelle Yawn

PAC Meeting #1

The planning team hosted the first Project Advisory Committee meeting on March 29, 2021.



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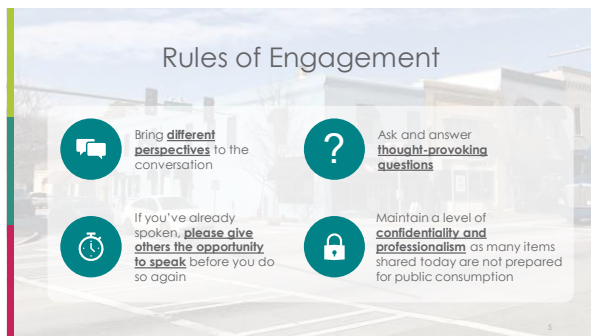
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Project Purpose

- Build on Downtown Winder's current success
- Develop consensus on a common vision for downtown's future
- Prepare a plan that is aspirational yet realistic
- Provide an implementation strategy for a **10 to 15-year plan horizon**

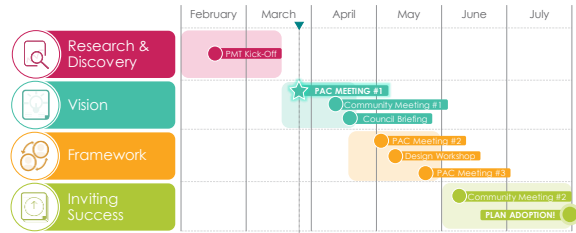
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Master Plan Elements

- The plan will consider the following:
 - Market Analysis & Economic Development
 - Catalytic/Opportunity Sites (up to three)
 - Transportation & Mobility
 - Historic Preservation
 - Land Use & Zoning
 - Parking
 - Park & Open Space Improvements
 - Streetscapes & Placemaking
 - Public Art

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Project Timeline



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Study Area

- 1 City Hall
- 2 Jug Tavern Park
- 3 County Courthouse & Broad Street
- 4 Center for Innovative Teaching
- 5 Future Trail Head – Ft. Yargo State Park

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Opportunities

- Public Art
- Catalyst Redevelopment Opportunities
- Intentional and Consistent Design
- Trail Connections
- Improve Walkability
- Preserve + Celebrate Winder's History

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Existing Residential Conditions, 2020

Indicator	Study Area	City of Winder	Barrow County
Population	87	18,038	85,104
Households	47	6,617	29,331
Average HH Size	1.85	2.69	2.89
HH Growth Rate, 2010-2020	11.9%	24.5%	22.4%
Median Age	36.2	36.1	36.1
Median HH Income	\$48,731	\$50,864	\$63,759
Housing Units	59	7,301	31,706
Residential Vacancy Rate	20.3%	9.4%	7.5%
Homeownership Rate	42.6%	57.4%	74.5%
Avg. Asking Rent, per Month	N/A	\$933	\$1,010
Rental Vacancy Rate, Q4 2020	0.0%	1.7%	2.6%

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Existing Office Conditions, 2020

Indicator	Study Area	City of Winder	Barrow County
Residents Employed in Office Jobs	5	1,318	7,391
Office Jobs	476	2,357	4,810
Avg. Asking Rent, per Month	N/A	\$1.15	\$1.33
Vacancy Rate, Q4 2020	0.0%	2.6%	3.8%

Downtown office space commands a premium. In 2019, average asking rents for office were **\$1.47 per sf/month** in the Study Area compared to **\$1.29 in the City** and **\$1.33 for the County**.

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Existing Retail Conditions, 2020

Indicator	Study Area	City of Winder	Barrow County
Employed Residents	7	1,450	6,213
Retail, Restaurant, Accommodation, and Arts Jobs	341	1,952	6,186
Avg. Asking Rent, per Month	N/A	\$1.15	\$1.33
Vacancy Rate, Q4 2020	0.0%	2.6%	3.8%

- Retail includes jobs in the retail, restaurant and accommodations, and arts, entertainment, and recreation sectors, all of which draw customers and support downtown activities.
- None of the existing downtown residents work in the arts sector, creating an **opportunity for an arts live/work district**

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Key Opportunities

Residential & Office

- Support downtown businesses
- Activate the pedestrian environment

Arts and Events

- 83 E. Conder Street and the adjacent land
- Mill (Industrial/fabricated arts cluster)

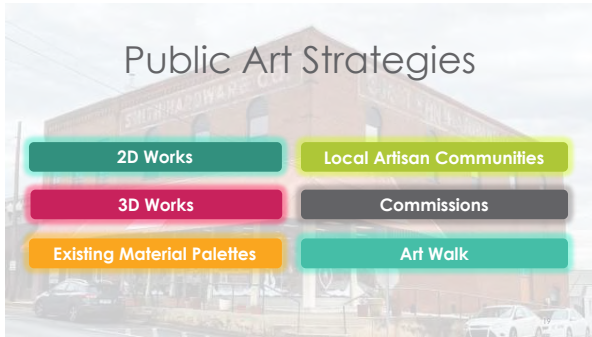
Retail

- Build off existing success
- Create distinct gateways to draw people in

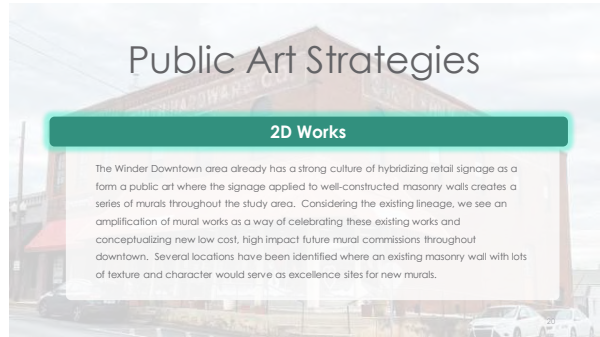
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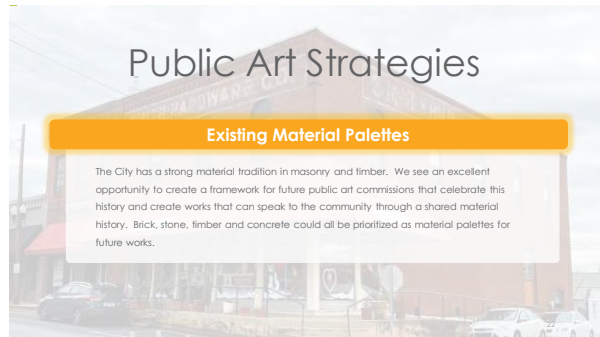
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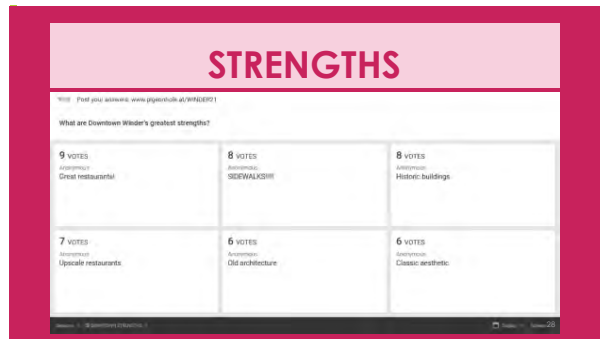
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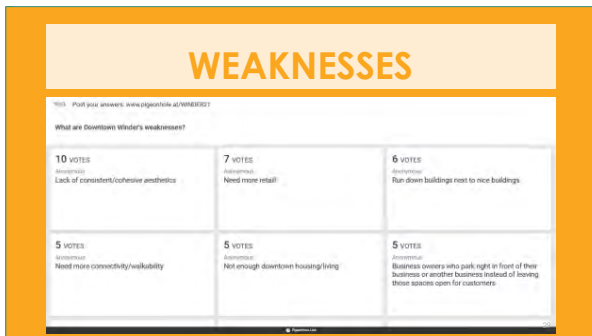
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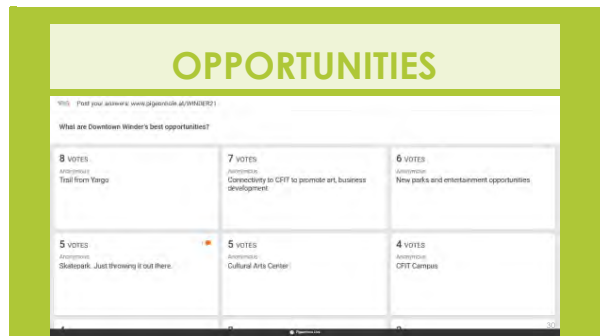
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THREATS

Post your answers: www.pjgencolorado.com/WINDER01

What are Downtown Winder's biggest threats?

<p>9 VOTES</p> <p>Answer: C.A.V.E (Citizens Against Virtually Everything) People</p>	<p>6 VOTES</p> <p>Answer: Hegemony about growth</p>	<p>6 VOTES</p> <p>Answer: County and City historically haven't played well together</p>
<p>5 VOTES</p> <p>Answer: Chamber is very old school (not innovative), doing things the way it's always been done.</p>	<p>5 VOTES</p> <p>Answer: Large truck traffic... it never ends</p>	<p>4 VOTES</p> <p>Answer: Low millage.</p>

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What is one word you would use to describe Downtown Winder?

Post your answers: www.pjgencolorado.com/WINDER01

What are Downtown Winder's greatest strengths?

<p>9 VOTES</p> <p>Answer: Great restaurant!</p>	<p>8 VOTES</p> <p>Answer: SIDEWALKS!!!</p>	<p>8 VOTES</p> <p>Answer: Historic buildings</p>
<p>7 VOTES</p> <p>Answer: Upscale restaurants</p>	<p>6 VOTES</p> <p>Answer: Old architecture</p>	<p>6 VOTES</p> <p>Answer: Classic aesthetic</p>

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Q&A

Post your answers: www.pjgencolorado.com/WINDER01

What are Downtown Winder's weaknesses?

<p>10 VOTES</p> <p>Answer: Lack of consistent/cohesive aesthetics</p>	<p>7 VOTES</p> <p>Answer: Need more retail</p>	<p>6 VOTES</p> <p>Answer: Run-down buildings next to nice buildings.</p>
<p>5 VOTES</p> <p>Answer: Need more connectivity/walkability</p>	<p>5 VOTES</p> <p>Answer: Not enough downtown housing/living</p>	<p>5 VOTES</p> <p>Answer: Business owners who park right in front of their business or another business instead of leaving those spaces open for customers.</p>

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Next Steps

- Launch Project Website
- Virtual Community Meeting – April 14th @ 6 PM
- Develop Vision Statement & Planning Principles
- PAC Meeting #2 – Week of May 3rd
- Design Workshop @ Community Center - Week of May 10th

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PAC Meeting #2

The planning team hosted the second Project Advisory Committee meeting on May 5, 2021



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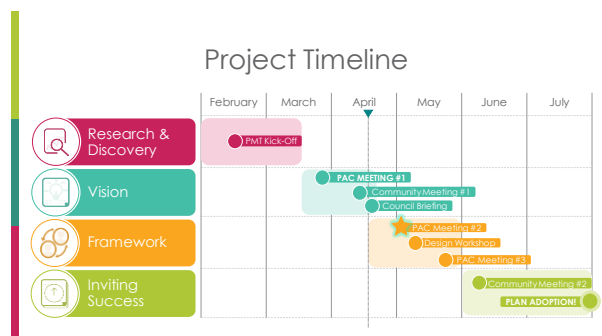
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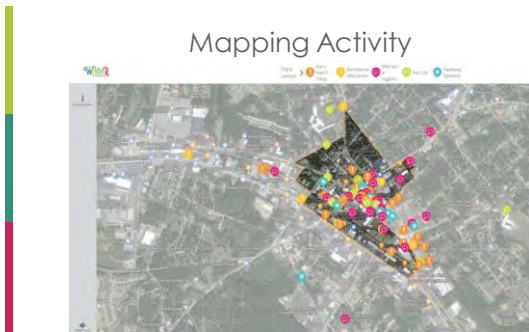
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"Strategically located between Athens and Atlanta, Winder is proud of its industrial heritage – a legacy celebrated through its public art, building materials, and parks. The downtown is vibrant and programmed for all ages creating a true community. Linked together through a network of trails and greenspaces, the city's destinations are accessible via a connected network of trails and pedestrian-oriented roadways. The downtown's unique districts and nodes operate as one entity to sustain the city's success."

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Enhance the Public Realm

- Public art
- Streetscapes
- Tactical urbanism
- Wayfinding signage
- Defined gateways

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Promote & Preserve Winder's History

- Façade enhancements
- Building rehabilitation
- Public art
- Expand historic district boundaries

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Elevate Multi-Modal Mobility & Safety

- Bike infrastructure
- Streetscapes
- Create better connections to neighborhoods and other key destinations
- Intersection safety improvements

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Make Downtown a Preferred Place to Live, Work & Play

- More housing, retail, and office options
- Additional greenspace and parks
- Amenities and attractions for all ages
- Walkability
- Additional events & programming

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Schedule

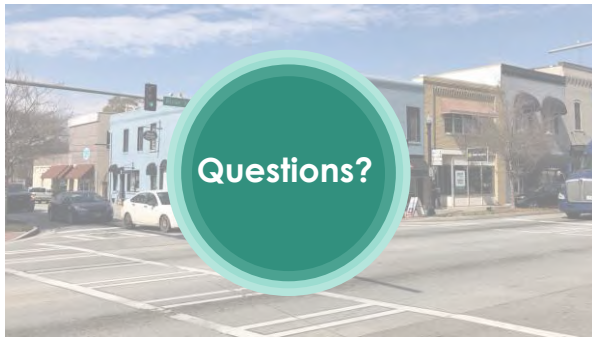
**Winder Downtown Master Plan
Design Workshop Schedule**

Location: Winder Community Center

	Tuesday (2/11)	Day 1	Wednesday (2/12)	Day 2	Thursday (2/13)	Day 3
8:30 AM	Workshop Design Studio	Agenda & Connections	Wider View Community Master Plan	Open Design Studio	Public and Community Master Plan	Public and Community Master Plan
11:00 AM	Workshop Design Studio	Emerging History (1900-1950)	Public and Community Master Plan	Open Design Studio	Winder Downtown Master Plan (1900-1950)	Public and Community Master Plan
1:00 PM	Workshop Design Studio	Proposed History (1950-1990)	Public and Community Master Plan	Open Design Studio	Winder Downtown Master Plan (1950-1990)	Public and Community Master Plan
3:00 PM	Workshop Design Studio	Public Discussion/Activities	Open Design Studio	Open Design Studio	Winder Downtown Master Plan (1990-Present)	Public and Community Master Plan

Legend:
■ Public Discussion/Activities
■ Open Design Studio
■ Technical Team/Staff

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PAC Meeting #3

The planning team hosted the third Project Advisory Committee meeting on June 23, 2021



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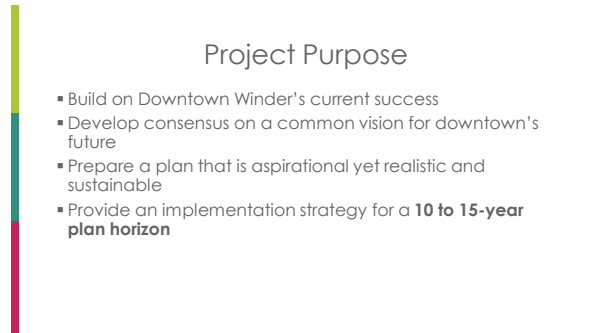
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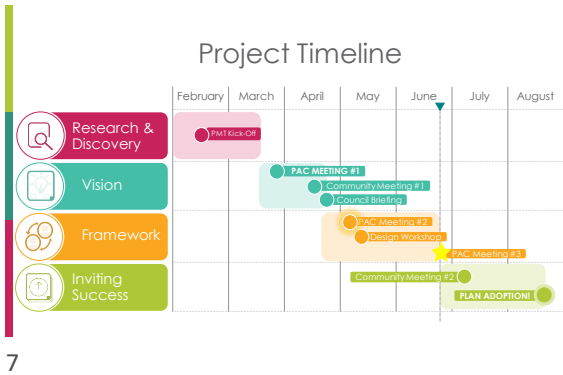
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Project Purpose

- Build on Downtown Winder's current success
- Develop consensus on a common vision for downtown's future
- Prepare a plan that is aspirational yet realistic and sustainable
- Provide an implementation strategy for a **10 to 15-year plan horizon**



7

Proposed Vision Statement

"Strategically located between Athens and Atlanta, Winder is proud of its industrial heritage – a legacy celebrated through its public art, building materials, and parks. The downtown is vibrant and programmed for all ages, creating a true community. Linked together through a connected network of trails, greenspaces, and pedestrian oriented roadways, downtown's unique destinations, districts, and nodes are accessible by all residents and visitors, and operate as one entity to sustain the city's success."

8

Planning Principles

- Enhance the **public realm**
- Promote and preserve Winder's history
- Elevate **multi-modal mobility** and safety
- Make Downtown a preferred place to **live, work, and play**

9



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Growth Projections, 2020-2050

City of Winder	2020	2050	Change
Population	18,038	25,589	7,551
Baseline		28,850	10,812
Accelerated			
Households	5,313	9,586	2,969
Baseline		10,529	3,912
Accelerated			
Employment	7,251	8,787	1,536

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Residual Land Use Demand, 2050

City of Winder	Baseline/ Low	Accelerated/ High
Housing Units	3,000	3,900
Office Space	61,000	61,000
Retail Space	232,000	464,000

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REALIZING RETAIL

- Create **critical mass** through office and housing development
- Improve mobility** to better connect nearby attractions and neighborhoods
- Focus on **specialty retailers** that provide unique experiences
- Leverage **local events and community assets**
- Invest in infrastructure to support retail such as **complete sidewalks** and **branding + wayfinding signage**

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DOWNTOWN WINDER STRATEGIC INVESTMENTS

- Widen sidewalks** to allow retail to spill outdoors
- Leverage **public art** to enhance sense of place
- Improve **streetscape** for active transportation users
- Provide durable, practical, and utilitarian **sidewalk improvements**
- Incorporate **design guidelines** or **other policies/incentives** Downtown to promote active uses

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Opportunity Sites: Identification and Use

- What makes a good opportunity site?
 - Location
 - Availability/Current Use/Ownership
 - Visibility and Access
- Potential Uses
 - Enhance critical mass
 - Promote area vision/character
 - Bring new investment/users
 - Provide community benefits

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Public Works Site

Site Acreage	6.14
Site Density	32.443
Residential (SF)	42,141
Commercial (SF)	3,272
Office (SF)	0

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Public Works Site



19



Mill Site

Site Acreage	5.8
Site Density	7.7586
Residential (SF)	162,000
Commercial (SF)	0
Office (SF)	0

20



Mill Site



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Ft. Yargo Site

Site Acreage	7.81
Site Density	33.06
Residential (SF)	84,768
Commercial (SF)	2,000
Office (SF)	30,000

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Ft. Yargo Site



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Opportunity Sites: Approaches

- Partner with development community to incentivize development on City-owned or controlled sites
 - Write down land
 - Obtain grants or low-cost loans for site clearance/clean up
 - Long-term ground lease with participation
- Other activities that add value to developers
 - Land assembly
 - Introduce developers to property owners
 - Streamline permitting

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Streetscapes



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Placemaking



27

Development Typology



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Public Art

- PROPOSED PUBLIC ART
- EXISTING PUBLIC ART
- ART WALK

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CFIT Community Art Park



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Jackson Plaza Sculpture Square



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Ft. Yargo Gateway



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Masonry Ruin Mural

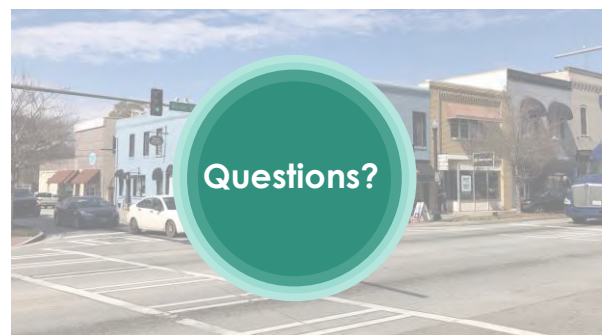


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Jug Tavern Playscape Art



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CITY COUNCIL INTERVIEWS

The City identified key stakeholders, including elected officials, business owners, and community group leaders. Members of the planning team conducted one on one or small group interview with City Council early in the process to gain their feedback on the plan.

Elected officials discussed institutional knowledge and conveyed preliminary thoughts on desires the public has previously expressed regarding a redeveloped and revitalized downtown. The constituents are most concerned about traffic and mobility, family-friendly spaces, and additional housing options. All interviewees noted that this type of growth and development has been highly anticipated to further improve the quality of life for the City of Winder and build on Downtown Winder's current success. These interviews were conducted in person at City Hall and via Zoom in March 2021.

City Council Members Interviewed:

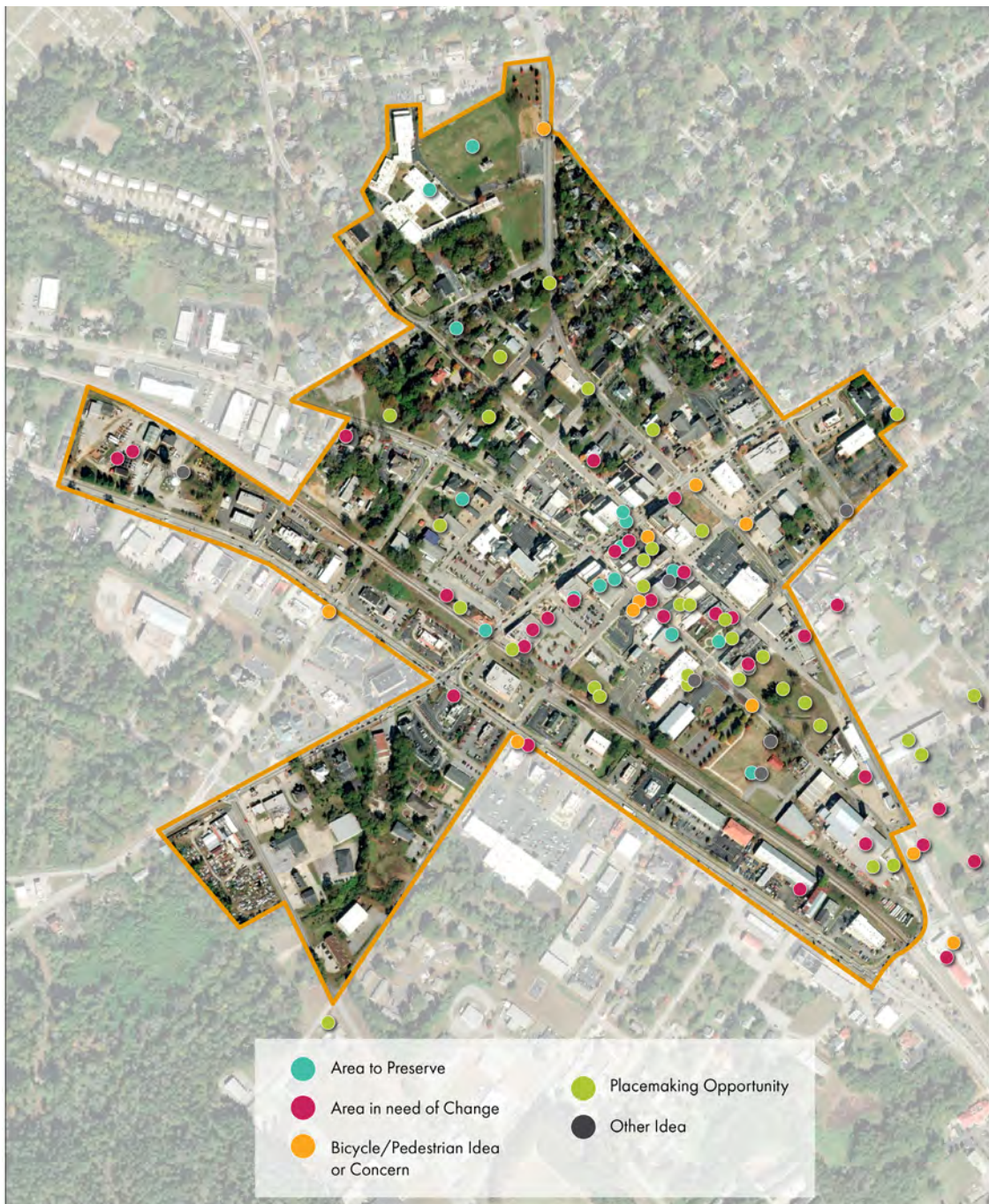
- Chris Akins
- Jimmy Terrell
- Kobi Kilgore
- David Maynard (Mayor)
- Sonny Morris
- Holly Sheats
- Travis Singley

The planning team asked the following questions:

1. Tell us a little bit about yourself.
 - a. How long have you lived in Winder?
 - b. What is your full-time job/career?
 - c. Are there civic organizations or other groups that you are involved with in Winder?
2. What do you like best about Downtown Winder?
3. What do you think could be improved in Downtown Winder?
4. What do you hear from your constituents? What issues are they most concerned about? What do they like about Downtown Winder?
5. What do you think is missing from Downtown Winder as it currently exists? (Land uses, specific types of businesses, events, etc.)
6. What challenges or barriers do you think the project team will face in this planning process?
7. Are there model downtowns/town centers in Georgia you particularly like? What do you like about them?
8. Are there any other thoughts or ideas you want to share that we haven't discussed?

INTERACTIVE MAPPING RESULTS

In preparation for the design workshops, the public had the opportunity to provide geographically specific input on an interactive map. They were also able to 'like' or 'dislike' existing comments on the map to give the planning team a better representation of the community's thoughts. The map received 106 comments and over 180 like and dislikes of comments. The table on the following pages shows each comment grouped by Comment Type.



Type	Comment	Up Votes	Down Votes	Lat.	Long.
Area I Like	I would like to suggest that old town Winder structures that are debilitated be restored to their previous lustre. I love living in down town winder. The charm is what brought us here. Keeping the Old Town feel would be awesome. Revitalization is absolutely necessary.	0	0	33.99	-83.72
Area I Like	Birch Salon's shop is so cute! If only the other businesses next to it looked that good...	2	0	33.99	-83.72
Area I Like	Jackson Street redevelopment is a huge asset to downtown!	3	0	33.99	-83.72
Area I Like	Great addition to downtown - perfect location for community gatherings and events.	4	0	33.99	-83.72
Area I Like	The facade updates that The Rustic Rack Boutique have made to their building look fantastic! If only all of our downtown storefronts could look this good...	6	0	33.99	-83.72
Area I Like	Love the rooftop bar!	1	0	33.99	-83.72
Area I Like	I'm very excited for the plans at CFIT and look forward to this plan helping connect CFIT to downtown!	2	0	34.00	-83.72
Area I Like	Birch Salon's shop is so cute! If only the other businesses next to it looked that good...	0	0	33.99	-83.72
Area I Like	This strip of shops is great! The sidewalk, amazingly always seems to be in the shade and it is a very inviting atmosphere.	0	0	33.99	-83.72
Area I Like	It would be nice to have this area connected to Downtown.	1	0	33.98	-83.72
Area I Like	81 W Candler is such an amazing example of 1900's architecture. I love admiring this home on my walks.	1	0	34.00	-83.72
Area I Like	I love this building! It is so beautiful and nicely positioned at the "gateway" to the downtown district.	1	0	33.99	-83.72
Area I Like	It would be great to improve the connection between the schools and the downtown area and future downtown skateparks :)	0	0	34.01	-83.73

Type	Comment	Up Votes	Down Votes	Lat.	Long.
Area I Like	I love the gardens and possibility to be able to walk from downtown to this location.	1	0	33.99	-83.71
Area I Like	I love the roof top views at latin flavors. But there are so many unsightly cellphone towers and power/utility poles. Moving forward is there a way to have these consolidated by the utility providers?	4	0	33.99	-83.72
Area I Like	Love the mural at Rustic Rack!	1	0	33.99	-83.72
Area I Like	I love the new park signs the city installed!	1	0	33.99	-83.72
Area I Like	Great boutique with lots of options. Love all of the new things coming to winder.	0	0	33.99	-83.72
Area in Need of Change	Demolish dilapidated homes for shops and downtown extension.	1	0	33.99	-83.72
Area in Need of Change	This storefront is way too busy and the sign looks tacky. Also, why the LED lights?? I thought they weren't allowed...	2	1	33.99	-83.72
Area in Need of Change	This site is ripe for redevelopment as mixed use or additional housing.	6	1	33.99	-83.73
Area in Need of Change	This historic building is falling apart. The owners need to address it before it is too far gone...	5	1	33.99	-83.72
Area in Need of Change	What is happening here? It looks like a dump.	4	0	33.99	-83.72
Area in Need of Change	The intersections around here are an absolute nightmare!	5	0	33.99	-83.72
Area in Need of Change	This intersection is in need of a roundabout that would enable traffic to flow more freely	5	1	33.99	-83.72
Area in Need of Change	This road and parking area can be very dangerous at times. People just fly through here trying to avoid the Athens/Broad intersection. There are also several pot holes.	2	0	33.99	-83.72
Area in Need of Change	Traffic at this intersection is horrible	3	0	33.99	-83.72
Area in Need of Change	The AC unit is always leaking water onto customers. They need to change that.	0	1	33.99	-83.72
Area in Need of Change	This storefront is way too busy and the so go looks tacky. Also, why the LED lights?? I thought they weren't allowed...	0	0	33.99	-83.72

Type	Comment	Up Votes	Down Votes	Lat.	Long.
Area in Need of Change	With the exception of Birch Salon (whose storefront looks fantastic), all of the storefronts and awnings looks terrible along this section of Broad Street. We need facade guidelines or an improvement program or better businesses here that will actually take pride in their business and make it look nice!	5	0	33.99	-83.72
Area in Need of Change	The awning needs to be updated. It's falling apart. I would also love to see the upstairs be used as lofts or something cool!	4	4	33.99	-83.72
Area in Need of Change	The business signage off BUS29 is not welcoming or inviting and does not have good design. An improved streetscape would help entice people driving through to stop. If we are going to be in traffic, it would be nice to have something pleasant to look at :).	1	0	33.99	-83.72
Area in Need of Change	How the power lines and whatever other utilities that use the power poles are currently run is very unsightly. It looks like they were run in a haphazard and unplanned manner. Tidying up how these utilities are organized would greatly improve the visual appeal of the downtown area.	4	0	33.99	-83.72
Area in Need of Change	When driving on Broad St. from 316 to where 53 and Hwy 11 split, the aesthetics is very disappointing. Businesses do not seem to care what the property looks like with overgrown weeds, trash, etc. We need a "Winder Beautiful" committee like Gwinnett County started way back in the '90's. And codes to back it up. Everything along the road is run down looking, dirty looking, and no one seems to care. I am embarrassed to say I live here anymore and with Winder being the County Seat it should set som	1	0	33.99	-83.72
Area in Need of Change	The Mill building needs extensive renovations and could be a great potential for offices or a brewery.	1	0	33.99	-83.72
Area in Need of Change	Former city works has great potential for mix use redevelopment.	0	0	33.99	-83.73

Type	Comment	Up Votes	Down Votes	Lat.	Long.
Area in Need of Change	Demolish dilapidated buildings and homes, replace with mix use with shops on ground floor and apartments or offices above.	0	0	33.99	-83.72
Area in Need of Change	This building needs renovation and redevelopment. The roof is falling in. The two metal buildings could be demolished for nice shops attached to the two story building.	0	0	33.99	-83.72
Area in Need of Change	Entire block is an eyesore. Great place for nice shops/multipurpose with shops and apartment mix and Downtown extension.	0	1	33.99	-83.72
Area in Need of Change	Entire block an eyesore. Redevelop into shops and downtown extension.	0	1	33.99	-83.72
Area in Need of Change	Area needs to be demolished and replaced with shops as an extension to downtown	1	0	33.99	-83.71
Area in Need of Change	Unsightly dilapidated metal warehouse needs to be replaced with nice retail shops	1	0	33.99	-83.72
Area in Need of Change	Area needs to be demolished and replaced with shops for an extension of Downtown	1	0	33.99	-83.72
Area in Need of Change	Area needs mix use redevelopment.	0	0	33.99	-83.72
Area in Need of Change	This street really should have been widened and not just beautified. This is a main road that connects two other main roads and it is CONSTANTLY congested. The entire winder are needed updated infrastructure. Current road configurations do not fit the population and traffic. Red light analysis and restructuring as well with turn arrows!	0	0	33.99	-83.72
Bike/Ped Safety Concern	Safely connect CFIT to downtown.	7	0	34.00	-83.72
Bike/Ped Safety Concern	This intersection (Athens Street & Jackson Street) lacks clearly-identified crosswalks which can make it very dangerous for pedestrians.	1	0	33.99	-83.72
Bike/Ped Safety Concern	Chaotic traffic.	0	0	33.99	-83.73
Bike/Ped Safety Concern	Chaotic traffic.	1	0	33.99	-83.72
Bike/Ped Safety Concern	Chaotic traffic.	0	0	33.99	-83.72

Type	Comment	Up Votes	Down Votes	Lat.	Long.
Bike/Ped Safety Concern	Would be nice to have a crosswalk away from the busier Broad street crosswalk	1	0	33.99	-83.72
Bike/Ped Safety Concern	Lots of people enjoy this Sonic and traffic can get pretty hectic at this intersection with cars entering from many different parking lots. It is a bit of a bottleneck.	1	0	33.99	-83.72
Bike/Ped Safety Concern	This area is extremely difficult to cross from Jackson Street to the Jackson pedestrian park, it needs crosswalks and crossing signals.	1	0	33.99	-83.72
Other Idea or Suggestion	A park/redesigned parking/outdoor dining area would be great here	1	0	33.99	-83.72
Other Idea or Suggestion	A playground would be nice around this area away from the railroad.	0	0	33.99	-83.72
Other Idea or Suggestion	I would love to see a Trader Joe's or mom-and-pop type of grocery store here!	3	0	33.99	-83.73
Other Idea or Suggestion	Continue streetscape down to Jug Tavern Park and the Mill.	7	0	33.99	-83.72
Other Idea or Suggestion	Bike path from Fort Yargo to the Bike shop.	5	1	33.99	-83.72
Other Idea or Suggestion	Turn the alleys into pedestrian walkways with art, plantings and even decks for outdoor eating.	4	2	33.99	-83.72
Other Idea or Suggestion	Make N Jackson street a one way street near the park with diagonal parking and wider sidewalks. This area is used for events and is showing the most growth for small business and would benefit from a larger sidewalk with landscaping.	5	1	33.99	-83.72
Other Idea or Suggestion	I would love to see this turn into something really cool like a mix of retail, boutique hotel, loft apartments, restaurant, art gallery, etc.	9	0	33.99	-83.72
Other Idea or Suggestion	What is planned for this greenspace? There is some potential here with it being surrounded by city-owned property...	3	2	33.99	-83.72
Other Idea or Suggestion	This is a big building for something that gets used a small handful of times a year by the theatre. How can the community better utilize this building for the arts?	5	0	33.99	-83.72
Other Idea or Suggestion	I wish the downtown district include Pelican's!	2	0	34.00	-83.71

Type	Comment	Up Votes	Down Votes	Lat.	Long.
Other Idea or Suggestion	I would love to see the upper two floors of this building turned into something cool like residential lofts or a boutique hotel.	1	1	33.99	-83.72
Other Idea or Suggestion	I'm so excited to see they are cleaning out this building! I can't wait to find out what is coming here!	0	0	33.99	-83.72
Other Idea or Suggestion	Incorporating a streetscape buffer between pedestrians and car traffic will improve pedestrian experience and work to make drivers more aware that this area is pedestrian friendly.	0	0	33.99	-83.72
Other Idea or Suggestion	I think they should add a skate park here or somewhere at less in winder.	2	0	33.98	-83.72
Other Idea or Suggestion	I think you should turn this into a skate plaza for people to skate at or have a skate park there or somewhere close to everything to keep people safe from skating in the streets	0	1	33.99	-83.72
Other Idea or Suggestion	Great place for a skate park.	1	1	33.99	-83.72
Other Idea or Suggestion	Would love to see a park (or skate park) at this location! Especially since it is city-owned property with ample parking.	1	0	33.99	-83.72
Other Idea or Suggestion	I would love to see a brewery or some other type of cool event space here. It is two historic homes connected by a 5000 sq.ft soundproof warehouse!	3	0	33.99	-83.72
Other Idea or Suggestion	This gutted building would make a perfect green courtyard within the walls with roof rafters and wall supports. Put murals on the walls exterior.	1	0	33.99	-83.72
Other Idea or Suggestion	Hal Jackson Park needs a splash pad and a water fountain in the circular grassy areas.	0	0	33.99	-83.72
Other Idea or Suggestion	Great place for a parking garage with historic architecture.	0	0	33.99	-83.72
Other Idea or Suggestion	Mural or Canvas art on the Van Kirk building to cover white mortar work	0	0	33.99	-83.72
Other Idea or Suggestion	Robinson Furniture building needs paint. Either restore the Benson Bread advertisement on the side or nice mural.	0	0	33.99	-83.72

Type	Comment	Up Votes	Down Votes	Lat.	Long.
Other Idea or Suggestion	An art gallery on the first floor would be nice	1	0	33.99	-83.72
Other Idea or Suggestion	Great location for a brewery!	0	0	33.99	-83.72
Placemaking Opportunity	Use this block for multi level parking garage	0	0	33.99	-83.72
Placemaking Opportunity	This would make a great spot for a skate park!	2	1	33.99	-83.72
Placemaking Opportunity	The blank wall on this building is a perfect spot for a mural reflecting the history of Winder.	4	1	33.99	-83.72
Placemaking Opportunity	Who's property is this? It would be an awesome place for craft fairs and other events and it's proximity to Jug Tavern Park provides additional space for events there	1	0	33.99	-83.72
Placemaking Opportunity	I love this parking lot! It always seems to be shaded and quite away from the street noise. And the large granite stacked stone wall is so beautiful! I think this would make a great extension of the farmers market or craft fair where additional booths could be located. Or place more seating option around this location.	0	0	33.99	-83.72
Placemaking Opportunity	Would be nice to have this area more connected to downtown.	0	0	33.99	-83.72
Placemaking Opportunity	This green space along the alley would be a great outdoor dining spot. It has a great vibe surrounded by the historic brick architecture! And this would discourage folks from dumping garbage and misusing the space.	1	1	33.99	-83.72
Placemaking Opportunity	Instead of a tacky digital billboard on the side of this building...what about a mural? Of course, the building need to be rehabilitated first. It's falling apart!	2	2	33.99	-83.72
Placemaking Opportunity	This is a neat building.	0	0	33.99	-83.72
Placemaking Opportunity	These two Gazebo alleys are perfect for placemaking art! I would love to see a WINDER block letter art installation (approx 3 ft tall) with the "i" missing so people can stand in its place and "Put the 'i' in 'winder'"	1	0	33.99	-83.72

COMMUNITY KICK-OFF

The planning team hosted the first public meeting virtually over Zoom video conference on Wednesday, April 14, 2021. The purpose of this meeting was to present an overview of the Downtown Master Plan process and schedule with the general public and gather initial feedback on the study area. The project team also informed the community of key market findings and public art strategies and conducted a poll to determine the strengths, weaknesses, opportunities, and threats of Downtown Winder. The meeting was facilitated by the consultant team project manager and followed this agenda:

- Introduction
- Pigeonhole Live Polling: How To + Introduction Poll
- Project Overview: Purpose, Master Plan Elements, Timeline, Study Area, Opportunities
- Key Market Findings: Existing Conditions, Key Opportunities
- Public Art Strategies
- SWOT Analysis
- Public Engagement: Pigeonhole Live Interactive Q+A, Social Pinpoint
- Next Steps



The flyer features a background image of downtown Winder buildings. At the top center is a circular logo with the text "VISIT WINDER DOWNTOWN" and "DOWNTOWN MASTER PLAN". Below the logo is a pink button that says "JOIN US FOR A". A large black banner with white text reads "COMMUNITY MEETING". To the left of the meeting details, there is a text block: "The City of Winder is in the process of creating a Downtown Master Plan. The Master Plan will address growth, revitalization, and sustainable development of Winder's Downtown. Join us to learn more about the project and to provide your input!". To the right, the meeting details are listed: "WEDNESDAY APRIL 14TH AT 6:00 PM VIA ZOOM". At the bottom, a black bar contains the text "Join Via Zoom here: <https://us02web.zoom.us/j/87050428888>". At the very bottom, there are three logos: "formations studio", "POND", and "bae".

VISIT WINDER DOWNTOWN
DOWNTOWN MASTER PLAN

JOIN US FOR A

COMMUNITY MEETING

The City of Winder is in the process of creating a Downtown Master Plan. The Master Plan will address growth, revitalization, and sustainable development of Winder's Downtown.

Join us to learn more about the project and to provide your input!

WEDNESDAY
APRIL 14TH
AT 6:00 PM
VIA ZOOM

Join Via Zoom here: <https://us02web.zoom.us/j/87050428888>

formations studio POND bae

Community Kick-Off Meeting



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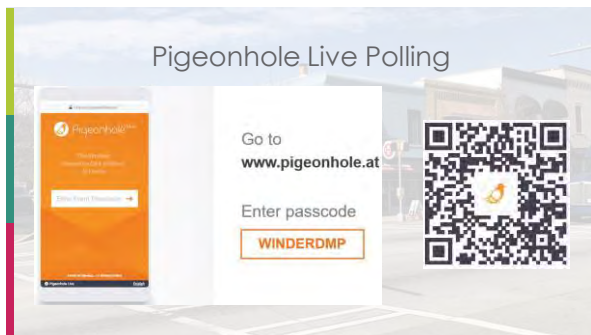
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6

Project Purpose

- Build on Downtown Winder's current success
- Develop consensus on a common vision for downtown's future
- Prepare a plan that is aspirational yet realistic and sustainable
- Provide an implementation strategy for a **10 to 15-year plan horizon**

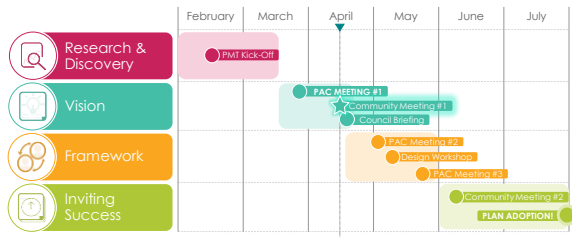
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Master Plan Elements

- The plan will consider the following:
 - Market Analysis & Economic Development
 - Catalytic/Opportunity Sites (up to three)
 - Transportation & Mobility
 - Historic Preservation
 - Land Use & Zoning
 - Parking
 - Park & Open Space Improvements
 - Streetscapes & Placemaking
 - Public Art

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Project Timeline



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Study Area

- 1 City Hall
- 2 Jug Tavern Park
- 3 County Courthouse & Broad Street
- 4 Center for Innovative Teaching
- 5 Future Trail Head - Ft. Yargo State Park

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Opportunities

- Public Art
- Catalyst Redevelopment Opportunities
- Intentional and Consistent Design
- Trail Connections
- Improve Walkability
- Preserve + Celebrate Winder's History



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Existing Residential Conditions, 2020

Indicator	Study Area	City of Winder	Barrow County
Population	87	18,038	85,104
Households	47	6,617	29,331
Average HH Size	1.85	2.69	2.89
HH Growth Rate, 2010-2020	11.9%	24.5%	22.4%
Median Age	34.2	34.1	34.1
Median HH Income	\$48,731	\$50,844	\$63,759
Housing Units	59	7,301	31,706
Residential Vacancy Rate	20.3%	9.4%	7.5%
Homeownership Rate	42.6%	57.4%	74.5%
Avg. Asking Rent, per Month	N/A	\$933	\$1,010
Rental Vacancy Rate, Q4 2020	0.0%	1.7%	2.6%

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Existing Office Conditions, 2020

Indicator	Study Area	City of Winder	Barrow County
Residents Employed in Office Jobs	5	1,318	7,391
Office Jobs	476	2,357	4,810
Avg. Asking Rent, per Month	N/A	\$1.15	\$1.33
Vacancy Rate, Q4 2020	0.0%	2.6%	3.8%

Downtown office space commands a premium. In 2019, average asking rents for office were **\$1.47 per sq/foot/month** in the Study Area compared to **\$1.29 in the City** and **\$1.33 for the County**.

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Existing Retail Conditions, 2020

Indicator	Study Area	City of Winder	Barrow County
Employed Residents	7	1,450	6,213
Retail, Restaurant, Accommodation, and Arts Jobs	341	1,952	6,186
Avg. Asking Rent, per Month	N/A	\$1.15	\$1.33
Vacancy Rate, Q4 2020	0.0%	2.6%	3.8%

- Retail includes jobs in the retail, restaurant and accommodations, and arts, entertainment, and recreation sectors, all of which draw customers and support downtown activities.
- None of the existing downtown residents work in the arts sector, creating an opportunity for an arts live/work district

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Key Opportunities

Residential & Office

- Support downtown businesses
- Activate the pedestrian environment

Arts and Events

- 83 E. Candler Street and the adjacent land
- Mill (Industrial/fabricated arts cluster)

Retail

- Build off existing success
- Create distinct gateways to draw people in

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Public Art Strategies

2D Works

Local Artisan Communities

3D Works

Commissions

Existing Material Palettes

Art Walk

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Public Art Strategies

2D Works

The Winder Downtown area already has a strong culture of hybridizing retail signage as a form a public art where the signage applied to well-constructed masonry walls creates a series of murals throughout the study area. Considering the existing lineage, we see an amplification of mural works as a way of celebrating these existing works and conceptualizing new low cost, high impact future mural commissions throughout downtown. Several locations have been identified where an existing masonry wall with lots of texture and character would serve as excellence sites for new murals.

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Public Art Strategies

3D Works

There are several lovely parks and other gathering spaces in the downtown area that are directly adjacent to large unsightly parking lots. We envision a series of large three-dimensional works that serve as sculptural screening and bounding elements. The south side of 'The Plaza' at Jackson Street which faces the City Hall parking lot is an excellent example of a context that would be well served to have a commissioned public artwork that bounds the southern edge of the plaza and screens the parking area to create a more intimate event-oriented space.

20

Public Art Strategies

Existing Material Palettes

The City has a strong material tradition in masonry and timber. We see an excellent opportunity to create a framework for future public art commissions that celebrate this history and create works that can speak to the community through a shared material history. Brick, stone, timber and concrete could all be prioritized as material palettes for future works.

21

Public Art Strategies

Local Artisan Communities

We see an opportunity to create a joint economic development + local art creation + STEAM arts educational project through a live/work cottage industry community of small artisan businesses. This would promote an active arts culture, provide training and jobs to local residents, create opportunities for collaborative STEAM educational agendas, and draw tourists from the region to shop for and experience the artisanal products that are produced.

22

Public Art Strategies

Initial Thought on Commissions

In thinking through selection of appropriate artists that could make meaningful work from the essential elements of downtown, Larry Walker is our top pick. Walker, an African-American artist based in Georgia, has developed an entire body of work devoted to understanding the urban layers and palimpsests that are produced in cities. We envision the potential to have Walker commissioned to create a major mural on the abandoned three-quarter masonry building across the street from Jug Tavern Park.

23

Public Art Strategies

Art Walk as Art Infrastructure

We envision creating a dynamic 'Art Infrastructure' as a rotating gallery of temporary installation works that form the backbone of the art walk which could connect downtown with CFIT. This Art Infrastructure would be a sculptural work itself which would serve as a foundation for other temporary artworks.

24



25



26

STRENGTHS

- Variety of restaurants
- City's history and historic aesthetic
- Sidewalks
- Proximity to Fort Yargo State Park and greenspace within downtown
- Willingness of stakeholders to invest in downtown's revitalization

27

WEAKNESSES

- Need for downtown design guidelines
- Lack of retail variety and downtown living
- Parking challenges
- Need for improved multi-modal connectivity and mobility

28

OPPORTUNITIES

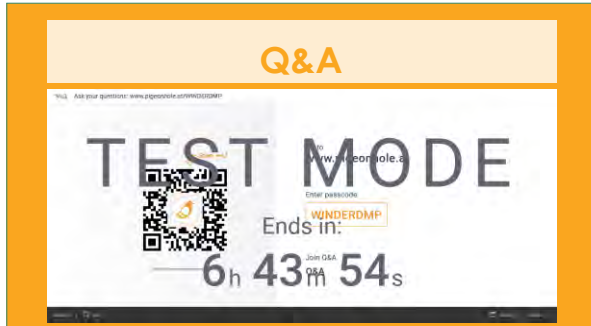
- Trail connections from Fort Yargo and the Center for Innovative Teaching (CIT) to downtown
- Additional greenspace, recreation, and entertainment options
- Interest in Winder from outside investors

29

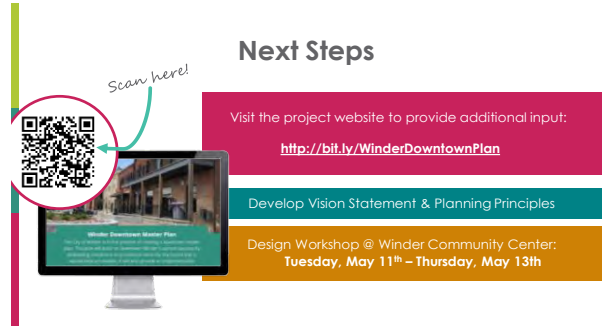
THREATS

- Community members who don't want to see growth and change
- Relationship between the City and County
- Truck traffic through downtown
- Incompatible uses within downtown
- Lack of activity during evening hours

30



31



32

DESIGN WORKSHOP

The planning team hosted a design workshop, or charrette, on Tuesday, May 11, 2021 through Thursday, May 13, 2021. Member of the community, stakeholders, city staff, and the planning team came together to brainstorm and begin to translate public input into a vision. This hands-on workshop included open studio hours for the public to visit and engage in collaboration and development of planning scenarios. As the workshop participants provided more specific input on elements, the project team consisting of urban designers, landscape architects, and planners produced “real-time” drawings and sketches for review and discussion. The schedule also included ten focus group conversations scheduled on Tuesday, Wednesday, and Thursday and a public presentation “pin-up” at the conclusion of the third day. At the public pin-up, the project team presented the outcome of the charrette using graphics and design concepts illustrating feedback received throughout the three-day workshop. Stakeholders also had set times to review plans and alternatives. The focus groups covered the following topics:

- Parks and Open Space
- Development Typologies
- Public Art
- Opportunity Sites
- Streetscapes and Streets
- Placemaking
- Public Spaces
- Tactical Urbanism



WINDER
DOWNTOWN
MASTER
PLAN

JOIN US FOR A

DESIGN WORKSHOP

The City of Winder is in the process of creating a Downtown Master Plan to address growth, revitalization, and sustainable development. This Design Workshop will be an *intensive 3-day event* where the project team gathers input from the community. We will produce content live to build momentum for the rest of the planning process. **We encourage you to drop in when you can!**

MAY 11TH-13TH

8:30AM - 5:00 PM DAILY

AT THE WINDER
COMMUNITY CENTER
113 E Athens St, Winder, GA 30680

Did you know that one of Winder's most historic landmarks is only a ½ mile walk from downtown? **Rose Hill Cemetery** is one of the City's most valued landmarks. The City is also undergoing a master plan of the cemetery so it has a better understanding of how to preserve the community's history, identify long-term maintenance solutions, and expand funerary options. **The City will be seeking input on the cemetery from the public during the design workshop on May 11-13.**

In addition to the workshop, there will be two designated times people will have the opportunity to **visit Rose Hill** and talk with the consultant team about the project:

MAY 11TH
4:00 - 6:00 PM

& MAY 12TH
9:00 - 11:00 AM



To stay updated & for more information, visit:
<http://bit.ly/WinderDowntownPlan>
← or scan here!

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PUBLIC ART OPPORTUNITIES



WHERE WOULD YOU LIKE TO SEE ADDITIONAL PUBLIC ART INSTALLATIONS?



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STREETS



WHERE ARE IMPROVEMENTS NEEDED?



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PUBLIC SPACES INVENTORY



PARKS, ALLEYS, PLAZAS, ETC.



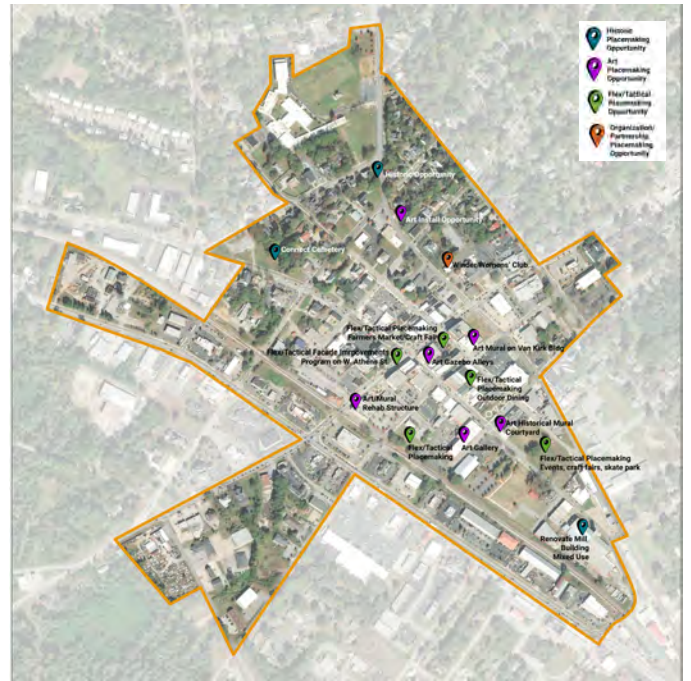
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PLACEMAKING

STRENGTHENING THE CONNECTION BETWEEN PEOPLE AND THE PLACES THEY SHARE. PLACEMAKING REFERS TO A COLLABORATIVE PROCESS BY WHICH WE CAN SHARE OUR PUBLIC REALM IN ORDER TO MAXIMIZE SHARED VALUE. PLACEMAKING FACILITATES CREATIVE PATTERNS OF USE, PAYING PARTICULAR ATTENTION TO THE PHYSICAL, CULTURAL, AND SOCIAL IDENTITIES THAT DEFINE A PLACE AND SUPPORT ITS ONGOING EVOLUTION.



WHERE DO YOU SEE ADDITIONAL OPPORTUNITIES FOR PLACEMAKING?



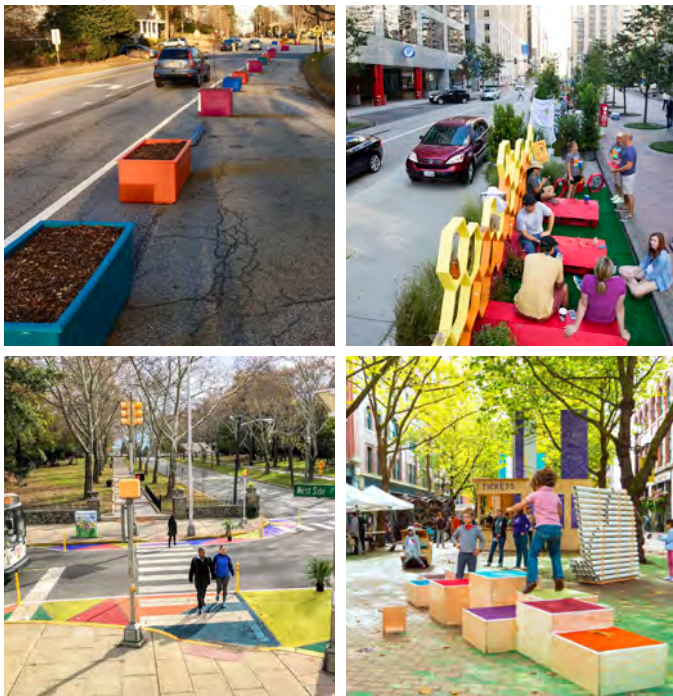
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TACTICAL URBANISM

TACTICAL URBANISM IS ALL ABOUT ACTION. ALSO KNOWN AS DIY URBANISM, PLANNING-BY-DOING, URBAN ACUPUNCTURE, OR URBAN PROTOTYPING, THIS APPROACH REFERS TO A CITY, ORGANIZATIONAL, AND/OR CITIZEN-LED APPROACH TO NEIGHBORHOOD BUILDING USING SHORT-TERM, LOW-COST, AND SCALABLE INTERVENTIONS TO CATALYZE LONG-TERM CHANGE.



INSPIRATION IMAGES FOR TACTICAL URBANISM



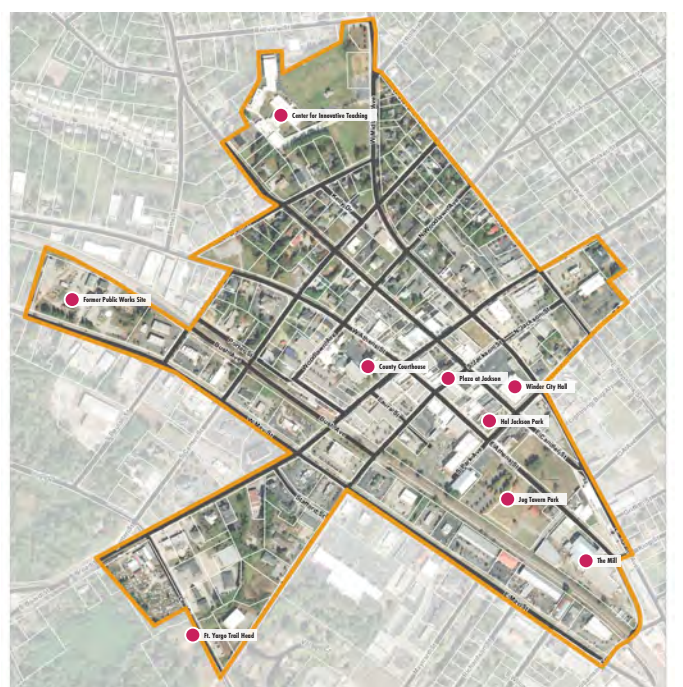
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WHAT LOCATIONS WOULD YOU LIKE TO SEE TACTICAL URBANISM OPPORTUNITIES IMPLEMENTED?



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PLACEMAKING

VISUAL PREFERENCE

STRENGTHENING THE CONNECTION BETWEEN PEOPLE AND THE PLACES THEY SHARE. PLACEMAKING REFERS TO A COLLABORATIVE PROCESS BY WHICH WE CAN SHAPE OUR PUBLIC REALM IN ORDER TO MAXIMIZE SHARED VALUE. PLACEMAKING FACILITATES CREATIVE PATTERNS OF USE, PAYING PARTICULAR ATTENTION TO THE PHYSICAL, CULTURAL AND SOCIAL IDENTITIES THAT DEFINE A PLACE AND SUPPORT ITS ONGOING EVOLUTION.



PLACE A STICKER UNDER THE EXAMPLES YOU WOULD LIKE TO SEE IN DOWNTOWN WINDER!



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STREETSCAPES

VISUAL PREFERENCE

A BROAD TERM TO MEAN EVERYTHING THAT MAKES UP THE SCENE ON A STREET. TYPICAL ELEMENTS INCLUDE THE ROAD, BUILDINGS, SIDEWALKS, STREET TREES, STREET LIGHTS, BENCHES, TRASH RECEPTACLES, & ADJOINING OPENING SPACES. SPECIAL ELEMENTS INCLUDE PUBLIC ART, DRINKING FOUNTAINS, & OUTDOOR SEATING. COLLECTIVELY THESE ELEMENTS CREATE AN OUTDOOR ENVIRONMENT FOR PEOPLE TO BE IN THAT HAS AN INVITING QUALITY, WHETHER THEY ARE TRAVELING FROM ONE DESTINATION TO ANOTHER OR ENJOYING THE OUTDOORS.



PLACE A STICKER UNDER THE EXAMPLES YOU WOULD LIKE TO SEE IN DOWNTOWN WINDER!



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DEVELOPMENT TYPOLOGY

VISUAL PREFERENCE



PLACE A STICKER UNDER THE EXAMPLES YOU THINK ARE APPROPRIATE FOR DOWNTOWN WINDER!



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Imagery Boards with Voting Results

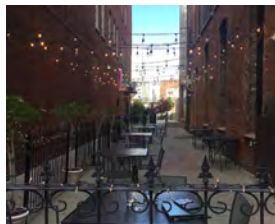
The visual preference survey done at the Design Workshop allowed participants to vote on placemaking, streetscapes, and development typology referencing real examples that could be scalable to Winder's Downtown.

PLACEMAKING VISUAL PREFERENCE

STRENGTHENING THE CONNECTION BETWEEN PEOPLE AND THE PLACES THEY SHARE, PLACEMAKING REFERS TO A COLLABORATIVE PROCESS BY WHICH WE CAN SHAPE OUR PUBLIC REALM IN ORDER TO MAXIMIZE SHARED VALUE. PLACEMAKING FACILITATES CREATIVE PATTERNS OF USE, PAYING PARTICULAR ATTENTION TO THE PHYSICAL, CULTURAL, AND SOCIAL IDENTITIES THAT DEFINE A PLACE AND SUPPORT ITS ONGOING EVOLUTION.

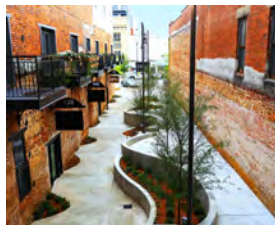


PLACE A STICKER UNDER THE EXAMPLES YOU WOULD LIKE TO SEE IN DOWNTOWN WINDER!



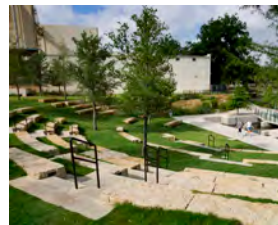
#2 Choice
12.4 %

#1 Choice
12.9 %



#3 Choice (tie)
11.8 %

#3 Choice (tie)
11.8 %



STREETSCAPES

VISUAL PREFERENCE

A BROAD TERM TO MEAN EVERYTHING THAT MAKES UP THE SCENE ON A STREET. TYPICAL ELEMENTS INCLUDE THE ROAD, BUILDINGS, SIDEWALKS, STREET TREES, STREET LIGHTS, BENCHES, TRASH RECEPTACLES, & ADJOINING OPENING SPACES. SPECIAL ELEMENTS INCLUDE PUBLIC ART, DRINKING FOUNTAINS, & OUTDOOR SEATING. COLLECTIVELY THESE ELEMENTS CREATE AN OUTDOOR ENVIRONMENT FOR PEOPLE TO BE IN THAT HAS AN INVITING QUALITY, WHETHER THEY ARE TRAVELING FROM ONE DESTINATION TO ANOTHER OR LINGERING ENJOYING THE OUTDOORS.



PLACE A STICKER UNDER THE EXAMPLES YOU WOULD LIKE TO SEE IN DOWNTOWN WINDER!



#2 Choice
14.6 %

#1 Choice (tie)
16.2%



#3 Choice
10.8%



#1 Choice (tie)
16.2 %



DEVELOPMENT TYPOLOGY

VISUAL PREFERENCE



PLACE A STICKER UNDER THE EXAMPLES YOU THINK ARE APPROPRIATE FOR DOWNTOWN WINDER!



#3 Choice
12.3 %



#2 Choice
13.5%



#1 Choice (tie)
16%



#2 Choice (tie)
16%



COMMUNITY OPEN HOUSE

The third public meeting was held on Wednesday, June 30, 2021 at the Winder Community Center. During this final open house, the project team presented the final plan concept, draft strategies, and recommendations from the Master Plan. Community members were welcome to provide comment for consideration. The Open House included five stations which covered the following topics:

- Plan Overview
- Mobility and Connectivity
- Placemaking
- Public Art
- Market Analysis Overview and Catalyst Sites

VISIT WINDER DOWNTOWN
DOWNTOWN MASTER PLAN

JOIN US FOR A FINAL

COMMUNITY OPEN HOUSE

The City of Winder is in the final phase of creating a Downtown Master Plan. The Master Plan will address growth, revitalization, and sustainable development of Winder's Downtown.

Join us to provide your input on plan elements which will inform the final Master Plan.

WEDNESDAY
JUNE 30TH
6PM - 8PM

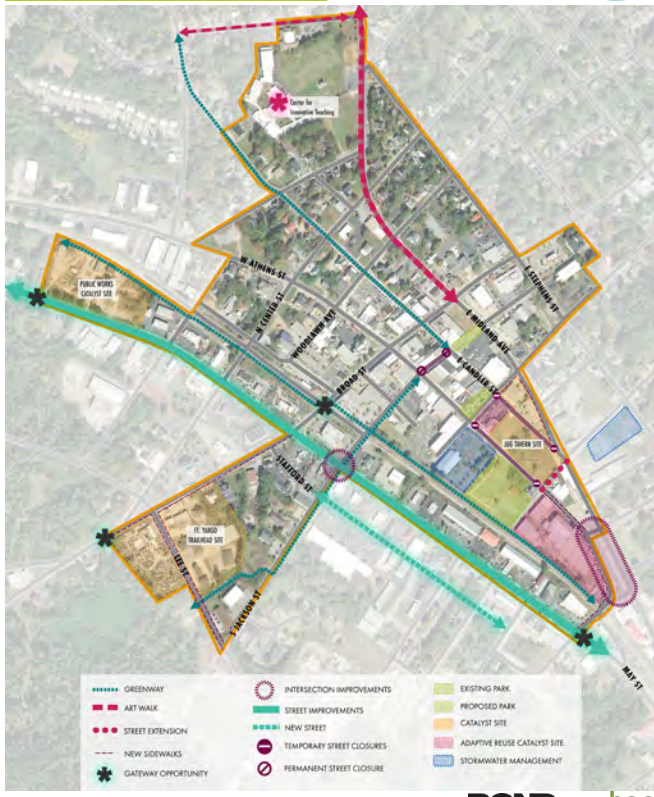
WINDER COMMUNITY CENTER
113 E ATHENS ST
WINDER, GA 30680

Stay up-to-date on the Downtown Master Plan and engagement opportunities!

For more information, visit:
<http://bit.ly/WinderDowntownPlan>
or scan here!

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PLAN ELEMENTS



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CATALYST SITE 1



PUBLIC WORKS MIXED USE SITE



Site Acreage	6.14
Site Density	7.722
Residential (SF)	62,141
Commercial (SF)	3,272
Office (SF)	0

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PLAN ELEMENTS



VISION STATEMENT

“Strategically located between Athens and Atlanta, Winder is proud of its industrial heritage – a legacy celebrated through its public art, building materials, and parks. The downtown is vibrant and programmed for all ages, creating a true community. Linked together through a connected network of trails, greenspaces, and pedestrian oriented roadways, downtown’s unique destinations, districts, and nodes are accessible by all residents and visitors, and operate as one entity to sustain the city’s success.”

PLANNING PRINCIPLES

- Enhance the public realm
- Promote and preserve Winder’s history
- Elevate multi-modal mobility and safety
- Make Downtown a preferred place to live, work, and play

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CATALYST SITE 2



JUG TAVERN RESIDENTIAL SITE



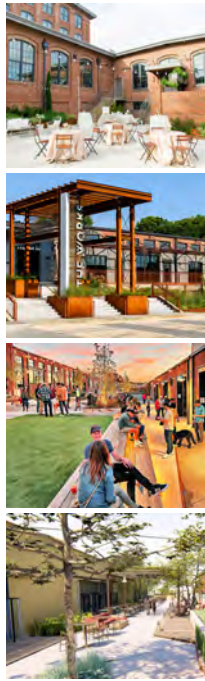
Site Acreage	5.8
Site Density	7.7586
Residential (SF)	162,000
Commercial (SF)	0
Office (SF)	0

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CATALYST SITE 3



FT. YARGO TRAILHEAD MIXED USE SITE



Site Acreage	7.81
Site Density	7.864
Residential (SF)	84,768
Commercial (SF)	2,000
Office (SF)	30,000

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MOBILITY + CONNECTIVITY



RAIL LINE TRAIL - PUBLIC WORKS CATALYST SITE TO THE MILL



CANDLER ST. & JACKSON ST. TRAILS



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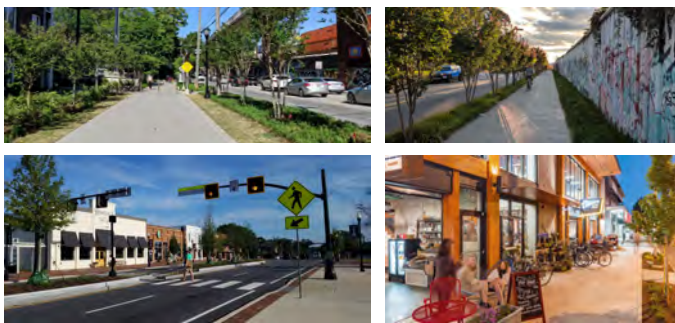
MOBILITY + CONNECTIVITY



INTERSECTION IMPROVEMENTS



STREET IMPROVEMENTS

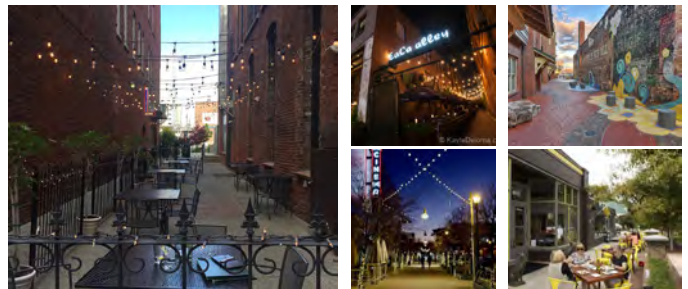


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PLACEMAKING



ALLEY IMPROVEMENTS



SHARED STREETS

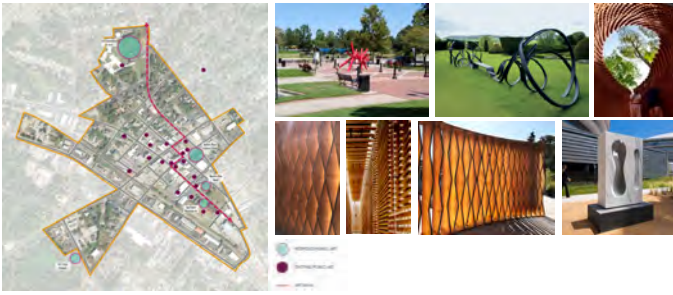


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PLACEMAKING



PUBLIC ART



GATEWAYS + WAYFINDING



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City of Winder

25 E Midland Ave,
Winder, GA 30680

PREPARED BY

