



MEMORANDUM

TO: Mr. Bryan Thompson
Mayor of Brunswick, Georgia

FROM: John Fish, Rich Rohrer

CC: Ken Bleakly, Bleakly Advisory Group, File

DATE: July 7, 2006

RE: Revised Draft
Glynn County Middle School, Site Location Study
City of Brunswick

PBS&J was contracted by the City of Brunswick to provide a preliminary site location study for two potential middle school sites. These services are primarily focused on a general analysis and comparison of the two potential school locations. The first being the 22 acre “Marsh View/Lanier Boulevard” site and the second site, being within Howard Coffin Park. The specific elements of our Scope of Work are outlined below.

Scope of Work

1.0 Initial Data Collection / Due Diligence:

- 1.1 Contact City Engineer, City Parks and Recreation Director, and the Project Architect; interview them and request any available data.

2.0 Physical Site Opportunities and Constraints Analysis:

- 2.1 Preparation of site analysis drawing graphically indicating pros and cons of each site.
- 2.2 Preparation of schematic site layouts for each potential site.

3.0 Traffic Circulation/Impact Analysis:

- 3.1 Preparation of preliminary traffic analysis to identify potential circulation and congestion issues both on and immediately adjacent to the proposed school sites.

4.0 Economic Impact Analysis:

- 4.1 Evaluate the economic impact to the City of Brunswick from the location of the proposed middle school on one of two proposed sites.
- 4.2 Estimate the potential economic impact which would result from the development of the second site in terms of revenue from the sale, new property taxes, resident

and business spending, payroll, retail sales and other measures of economic impact to the City.

- 4.3 Evaluate the tax impacts from property, sales, and other relevant local taxes which would result from the private development of the site.

5.0 Meetings and Preparation of Draft and Final Report:

- 5.1 We will conduct two site visits to the area and will be available for meetings during both of those trips.
- 5.2 Findings will be compiled and presented in report form for use by the City and School Board in the selection of a preferred location.

For the purposes of this memo the following assumptions and exceptions have been made:

- No environmental or geotechnical studies will be performed in association with this memo. The School District and the City of Brunswick have performed Phase I Environmental Site Assessment and Risk /Hazard Analysis for the sites being considered. For the purposes of this assignment we have assumed that there are no findings within these reports that will preclude either site from consideration.
- No title or deed research is included in this assignment and it may be prudent for the City or the School Board to complete that review prior to making a final site location selection.
- For the purpose of this assignment we are assuming that the middle school can legally be placed within the Howard Coffin Park.

Findings

Initial Data Collection / Due Diligence: The following is an overview of existing conditions and information obtained during the data collection and interview phase.

Marsh View/Lanier Boulevard Site

- Site size: 15.7 acres as indicated on the preliminary site plans prepared by the project architect. Please note that 1.4 of these acres in the northeast corner of the site are indicated to be part of a separate parcel.
- Site location: The site is bound by Ocean Avenue to the north, Golden Isles Parkway to the south, MLK Boulevard to the west, and Lanier Boulevard to the east. (Refer to attached vicinity map.)
- Surrounding land uses:
The site is bound by residential to the north, a scrap metal facility to the south, MLK Boulevard with residential beyond to the west, and Lanier Boulevard to the east.
- Access:
 - Vehicular: The site is currently accessible by vehicular traffic from two minor residential streets, Lee and Bonair to the north and Lanier Boulevard from the east. A future access to MLK Boulevard to the west may be available if the appropriate road improvements are made and easements are worked out.

- Pedestrian: Pedestrian access is available from the north and west. Please note that the appropriate crossings would need to be designed in the future MLK Boulevard project to allow for safe pedestrian access from the west.
- Drainage: The site is relatively flat with the median grade between 8 and 10 feet. The City Engineer indicated that the proposed finished floor elevations will need to exceed 14 feet due to the site being in the flood plain. Storm water detention may be hard to achieve with high ground water and flat site characteristics.
- Wetlands: According to the Phase I and II Environmental Site Assessment and Risk /Hazard Analysis documents prepared by ECS Southeast, LLC dated 2/13/06 and 4/25/06 respectively, wetlands are currently located on-site and need to be removed /relocated to allow for the planned development.
- Utilities:
 - Gas: The City Engineer indicated that this utility is available and should be adequate for the proposed middle school.
 - Power: The City Engineer indicated that this utility is available and should be adequate for the proposed middle school.
 - Sanitary: The City Engineer indicated that this utility will be available with the completion of the current gravity sewer extension along MLK Boulevard and will be adequate for the proposed middle school.
 - Water:
 - Domestic: The City Engineer indicated that this utility is available along MLK Boulevard and should be adequate for the proposed middle school.
 - Fire Protection: The City Engineer indicated that this utility is available along MLK Boulevard and should be adequate for the proposed middle school. A looped service tying to an appropriate secondary line to the north or west may be required.

Howard Coffin Park Site

- Site size: For the purposes of this assignment Howard Coffin Park will be evaluated as indicated on the preliminary site plans.
- Site location: The site is bound by Gloucester Street to the north, Lanier Boulevard to the west, and Highway 17 to the east. (Refer to attached vicinity map.)
- Surrounding land uses: The site is bound by Howard Coffin Park athletic facilities to the north, marsh land to the south, Lanier Boulevard with residential beyond to the west, and Highway 17 to the east.
- Access:
 - Vehicular: The site is currently accessible by vehicular traffic, Highway 17 to the east and Lanier Boulevard from the west.
 - Pedestrian: Pedestrian access is available from the north and west. Please note that the appropriate crossings would need to be indicated on Lanier Boulevard to allow for safe pedestrian access from the west.

- **Drainage:** The site is relatively flat with the median grade between 8 and 10 feet. The City Engineer indicated that the proposed finished floor elevations will need to exceed 14 feet due to the site being in the flood plain. Storm water detention may be hard to achieve with high ground water and flat site characteristics. Note that the site is currently served by a large storm drain under Highway 17. This pipe may need to be improved or repaired.
- **Wetlands:** preliminary wetland mapping was obtained from the USFWS NWI. There currently appears to be small wetland located on-site but it should not need to be removed or relocated to allow for the planned development.
- **Utilities:**
 - **Gas:** The City Engineer indicated that this utility is available and should be adequate for proposed middle school.
 - **Power:** The City Engineer indicated that this utility is available and should be adequate for proposed middle school.
 - **Sanitary:** The City Engineer indicated that this utility is available with the current on-site lift station and it should have adequate capacity for the proposed middle school.
 - **Water:**
 - **Domestic:** The City Engineer indicated that this utility is available on-site and should be adequate for the proposed middle school
 - **Fire Protection:** The City Engineer indicated that this utility is available on-site and should be adequate for the proposed middle school. A looped service tying to an appropriate secondary line may be required

Physical Site Opportunities and Constraints Analysis

Marsh View/Lanier Boulevard Site

- The Marsh View/Lanier Boulevard site has been shown to be physically large enough to support the proposed middle school. While proposed program elements are minimal, space exists to provide basic support activities such as a multipurpose football/soccer field and a softball/baseball field. This layout assumes that the northeast portion of the site can be obtained and that the existing wetlands can be removed or relocated.
- The industrial land use to the south is not one that is typically associated with a school site. While this use would not, in our opinion, preclude the site from use, the associated railroad spur access, heavy equipment usage, and large vehicle traffic may warrant additional safety measures as well as noise and sound buffers.
- The current schematic site plan prepared by the project architect has vehicular access that will allow for the separation of bus/service traffic and visitor/parent pick-up and drop-off. This is a desired safety feature for on-site traffic and allows for cost savings in the reduction of the quantity of heavy duty pavement on-site. This layout requires bus and service vehicles to enter and exit through a residential area on secondary roads to the north. While this activity is acceptable, in our opinion, it is not optimal. A direct connection to a major city street is desired due to the increase of traffic and noise that

will be experienced with this use. It is more desirable to have direct access to MLK Boulevard if road improvements are made and easements obtained with adjacent property owners. Parent pick-up and drop-off and visitor traffic will access the site from Lanier Boulevard. It was noted while interviewing the City Engineer that during very high tide events that this road is occasionally flooded in close proximity to the Marsh View/Lanier Boulevard site. This may cause some temporary access problems to the site in such events. A traffic analysis would need to be performed for the intersection of Golden Isle Parkway and Highway 17. The additional traffic load associated with the middle school site may warrant a new traffic light at that location.

- Site grading will need to be done in such a fashion to elevate the proposed finish floor elevation to or above the 100 year flood elevation. This requirement is similar at both sites and would not in our opinion preclude the site from the intended usage.
- All existing utilities appear to be adequate with the capacities required to service such a facility.

Howard Coffin Park Site

- The Howard Coffin Park site has been shown to be physically large enough to support the proposed middle school program elements. The site has adequate space to provide proposed program elements as well as maintain the three existing multipurpose athletic fields and fitness trail(s). Additional fitness trails have been indicated to provide a variety of loop length options up to a one mile route. While passive green space will be lost in the park due to the proposed middle school construction, additional facilities could be available for shared usage. A gym and associated support spaces as well as a competition football/soccer field could be utilized by the parks department for summer camps as well as adult after hours and weekend leagues. Parking on the school site has been designed in such a way that overflow weekend parking for activities in the park could be available. Additionally, athletic facilities such as softball, tennis, baseball, and a new pool facility could be utilized by the school system to provide more adequate athletic facilities for the new middle school. This shared use of City and School Board facilities and monies is a plus in our opinion and off-sets the loss of passive green space.
- The attached plan indicates vehicular access that will allow for the separation of bus/service traffic and visitor/parent pick-up and drop-off. This is, if at all possible, desired for the reasons listed above. The layout proposes that the primary site access be from Highway 17 and then split on-site with a secondary gated special events and emergency access to Lanier Boulevard to the west. This layout allows for existing traffic patterns along Lanier Boulevard to remain unchanged, and allows for pedestrian access from the west to occur without crossing a major thoroughfare. This layout also assumes that the connection to Highway 17 can be made at the existing median break and will be seen as acceptable by Georgia DOT. Additional accel/decel lanes as well as a flashing caution light may be required.
- Site grading will need to be done in such a fashion to elevate the proposed finish floor elevation to or above the 100 year flood elevation. This requirement is similar at both sites and would not, in our opinion, preclude this site from the intended usage.

- Existing utilities appear to be adequate with the capacities required to service such a facility. Please note that the existing sanitary sewer is serviced by a lift station and not a gravity system as found on the Marsh View/Lanier Boulevard site. While this would not preclude this site from the intended usage it may require additional maintenance monies be set aside for the upkeep of the lift station.

Economic Impacts of Development of the Marsh View/Lanier Boulevard Site

Economic benefits are measured in terms of two types: (1) General Economic Benefits to Brunswick in terms of new market values, local spending, additional employment wages, etc. and (2) Local Tax and Other Revenues which would be generated for the City from the project. These are both one-time revenues from construction and annually/recurring revenues from the future operations of the development.

Development Potential

A specific development plan for the Marsh View/Lanier Boulevard site has not been prepared. However, development on the site could range from single family homes (5 units/acre), townhomes (10 units/acre), to garden apartments (25 units/acre). The following analysis is based on a townhome development to give a mid-range estimate of the potential economic impacts from development of the site.

The accompanying exhibit details the potential economic impacts to the City of Brunswick and Glynn County from the sale and development of the Marsh View/Lanier Boulevard site. We have assumed sale of the property for the development of a mixed-income, medium-density townhome complex. The 15.7 acre site contains 14.2 acres of developable land surrounding 1.5 acres of wetlands, used as a retention pond and amenity. We assumed that the project would be constructed at a density of 10 units to the acre for a total of 142 townhome units with an average size of 1,525 square feet. Eighty percent of the units would be market rate with an average sales price of \$220,000 per unit and the remaining 20% would be affordable units with an average sales price of \$125,000. We have assumed a land sale for the development in 2007.

A summary of the major economic impacts from the potential development at the Marsh View/Lanier Boulevard site are as follows:

1. Land Sales Proceeds

- Recent sales indicate land values for properties similar to the Marsh View/Lanier Boulevard site of \$260,000 to \$430,000 per acre. However, by developing as lower-density townhomes and including 20% affordable units, it was assumed that the land sale would generate **\$2 to \$3 million dollars** for the City of Brunswick.

2. Construction Benefits

- The construction of the \$23.8 million dollar development could generate **\$18,762,040** in general economic benefits (non-recurring) during the construction period through the purchase of materials and the payment of wages to construction workers.

- Sales taxes from the construction of the property would be **\$204,677 (non-recurring)**.

3. General Economic Benefits

- Assuming 50% of the townhome units attract new households to the City, there would be 71 new households with retail expenditures of approximately **\$1.24 million dollars annually**.

4. Annual Local Tax Revenues

- Based on a market value of \$28.5 million dollars, it is estimated that the project would generate **\$361,134 in local property taxes annually**, of which \$125,940 would be to the City of Brunswick.
- The annual retail expenditures of \$1.24 million by the 71 new households living in the development would generate **\$24,810 in local sales taxes annually**.

5. Summary of Economic Impacts

In summary, the location of the new middle school at Coffin Park allowing the City to sell the Marsh View/Lanier Boulevard site and return it to the tax digest would generate significant economic benefits to the City:

- \$2 to \$3 million dollars from the land sale
- \$18.7 million in general economic benefits during construction period
- \$1,240,512 in annual, general economic benefits
- \$385,944 in local taxes annually, or \$3.85 million over 10 years.

PROJECT CHARACTERISTICS

Development Plan	
Total Acreage	15.70
Wetlands	1.50
Developable Acreage	14.20
Units per Acre*	10
Townhomes (Units)	142
Market Rate (80%)	114
Affordable (20%)	28
Average Square Footage	1,525
Total Square Footage	216,550

Market Value	
Units	142
Market Sales Price / Unit	\$ 220,000
Affordable Sales Price / Unit	\$ 125,000
Estimated Market Value	\$ 28,542,000

ECONOMIC IMPACTS

1. Land Sale Proceeds (Non-Recurring)	
Total Land Sale Proceeds	\$ 2,000,000 - \$3,000,000
2. Construction Benefits (Non-Recurring)	
General Economic Benefits	
Project Cost	\$ 23,820,500
Land Cost	\$ 2,500,000
Construction Cost	\$ 24,992,000
Total Materials Cost (60%)	\$ 12,792,300
Payroll Cost (40%)	\$ 8,528,200
Total General Economic Benefits From Construction*	\$ 18,762,040
Local Property Taxes	
Materials bought Locally*	\$ 10,233,840
LOST	1%
SPLOST	1%
Total Local Property Taxes	\$ 204,677
Total Construction Benefits	\$ 18,966,717
3. General Economic Benefit (Recurring)	
Spending from New City Households	
Number of New City Households**	71
Average Household Income	\$ 48,000
% of Income for Retail Expenditures	52%
Annual Household Retail Expenditures	\$ 24,960
% Local Expenditures	70%
Total Local Expenditures from New City Households	\$ 1,240,512
Total General Economic Benefits	\$ 1,240,512
3. Local Tax Revenues (Recurring)	
Local Annual Property Tax	
Project Value (95%)	\$ 28,542,000
Project Taxable Value (40%)	\$ 10,280,800
City Millage Rate	0.0122500
Annual City Taxes	\$ 125,940
County M&O Rate	0.0058970
Annual County Taxes	\$ 60,626
School M&O Rate	0.0163490
Annual School M&O Taxes	\$ 168,081
School Bond Rate	0.0006310
Annual School Bond Taxes	\$ 6,487
Total Local Property Taxes	\$ 361,134
Sales Tax	
Local Expenditures	\$ 1,240,512
LOST	1%
SPLOST	1%
Total Local Sales Taxes	\$ 24,810
Total Local Tax	\$ 385,944
Total Economic Impact	
Local Government Economic Impacts	
Non Recurring	
Land Sale Price	\$ 2,000,000-\$3,000,000
Construction Tax Revenue	\$ 204,677
Total	\$ 2,204,677-\$3,204,677
Recurring	
Local Property Taxes	\$ 361,134
Local Sales Tax	\$ 24,810
Total	\$ 385,944
General Economic Benefit	
Non Recurring	
Construction	\$ 18,762,040
Recurring	
Spending from New City Households	\$ 1,240,512
Total	\$ 1,240,512

* Assumes 80% of construction materials are bought locally.

** Assumes 50% of units are households new to the City of Brunswick

Source: Claritas, Georgia Department of Revenue, Glynn County Tax Commission, Bleakly Advisory Group

Conclusions

Both sites are physically large enough to accommodate the proposed building foot print and associated parking. Each is in an acceptable location and has the appropriate utilities with available capacity to support the new school.

We do however see several advantages to locating the school within Howard Coffin Park. While there is some loss of passive park space, the activities within the south end of the site could be maintained and enhanced. The three multi-purpose athletic fields are already scheduled for improvements with SPLOST monies set aside for that means. The existing walking trail could be enhanced in such a way to increase the length and provide a variety of routes. There are potential short and long term savings in tax dollars with this joint use approach. Short term money can be saved by combining resources, in lieu of building redundant features. The school system would have access to athletic fields for its physical education curriculum. The park already accommodates this type of activity for the school system. Softball and tennis teams have utilized the site for competition events. The proposed pool facility and bath house have been designed to support the school district. This arrangement can benefit the park system as well. During non- school hours and summer months when a school facility is typically underutilized, the parks department could have access to the competition gym, locker and meeting room spaces, as well as overflow parking. The shared maintenance can also provide a long term cost savings. Communities with joint use facilities typically divide or share in the upkeep and oversight of the facility. For example, in some cases the school district pays for the water and lighting of the outdoor amenities and the parks department provides mowing, clean-up, and trash removal. The details of this agreement will need to be finalized between the two public entities if this joint use approach is taken, but the reduction in redundant activities can save both groups in the long run.

The most significant difference between the sites comes in the economic benefits to the City if the Marsh View/Lanier Boulevard site is permitted to return to the tax digest and be sold for development. Both short and long term fiscal impact for the City as outlined above is very positive even with a conservative approach.

The City may wish to hold a series of public meetings to discuss the findings within this document and solicit input from a broad range of user groups within the community so that a consensus can be obtained.

Enclosure: Marsh View/Lanier Boulevard Site Plan, Howard Coffin Site Plan