Report Structure

– Georgia CIDs
– Comparative analysis
  • Georgia BIDs vs. Georgia CIDs
  • Four southeastern states’ improvement districts (IDs) vs. Georgia CIDs
– Case study of Georgia CIDs
  • Cumberland CID
  • ADID
  • South Fulton CID
  • Evermore CID
  • Georgia Gateway CID
– Framework
  • Legal authorization & purpose
  • Creation
  • Governance & administration
  • Financing
  • Renewal, dissolution & oversight
Georgia CIDs
CID Overview

• Inventory
  – 25 active CIDs
  – 1 inactive CID
  – At least 7 other potential CIDs

• Nearly 70% of these CIDs were created post-2000

• Appendix C, p. 90
<table>
<thead>
<tr>
<th>COUNTIES CURRENTLY HAS CID(S)</th>
<th>COUNTIES NO CURRENT CID(S)</th>
<th>CITIES CURRENTLY HAS CID(S)</th>
<th>CITIES NO CURRENT CID(S)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Barrow</td>
<td>Burke</td>
<td>Alpharetta</td>
<td>Covington</td>
</tr>
<tr>
<td>Cherokee</td>
<td>Chatham</td>
<td>Atlanta</td>
<td>Dahlonega</td>
</tr>
<tr>
<td>Clayton</td>
<td>Dawson</td>
<td>Braselton</td>
<td>Gainesville</td>
</tr>
<tr>
<td>Cobb</td>
<td>Douglas</td>
<td>Canton</td>
<td>Macon</td>
</tr>
<tr>
<td>DeKalb</td>
<td>Forsyth</td>
<td>Emerson</td>
<td>Oakwood</td>
</tr>
<tr>
<td>Fulton</td>
<td>Henry</td>
<td>Kingsland</td>
<td>Valdosta</td>
</tr>
<tr>
<td>Glynn</td>
<td>Jackson</td>
<td>Macon-Bibb</td>
<td>Woodstock</td>
</tr>
<tr>
<td>Gwinnett</td>
<td>Macon-Bibb</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Hall</td>
<td>Newton</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sumter</td>
<td>Troup</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Whitfield</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Creation & Renewal

Step 1: CID Enabling Act & Variations

<table>
<thead>
<tr>
<th>NO. BOARD MEMBERS</th>
<th>FULTON COUNTY</th>
<th>DEKALB COUNTY</th>
</tr>
</thead>
<tbody>
<tr>
<td>Minimum of 7 directors</td>
<td>7 directors</td>
<td></td>
</tr>
<tr>
<td>Vote to dissolve the CID every 6 years; if a majority of voters representing at least 75% of property value vote for dissolution, the request is sent to the governing authority</td>
<td>No renewal requirement, but the CID can be dissolved by petition from 2/3 of members representing 75% of property value upon adoption of resolution by county Board of Commissioners</td>
<td></td>
</tr>
</tbody>
</table>

Step 2: Petition and Ordinance

1. **Buy-In**
   Property owners obtain signatures from >50% of owners representing 75% of property value

2. **Certification**
   Submit consent forms and map to tax commissioner(s) for each jurisdiction for certification

3. **Petition**
   Submit tax commissioner certification(s), consent forms and map to jurisdiction(s)

4. **Resolution**
   Each jurisdiction approving the CID adopts a resolution approving creation of that CID

5. **Cooperation Agreement**
   CID elects a board and develops a cooperation agreement with each jurisdiction
Governance & Administration

- Leadership positions
  - 60% of Chairs in real estate, rental & leasing

- Overlap
  - 10 individuals and 17 firms on >1 board

- Administration
  - >90% have a management company or staff
Financing

• Property tax
  – Tax on commercial properties that are not tax-exempt and not used residentially (no tax on multi-family residential property)
  – Avg. FY14: 4.7 mills
• Bonds
  – Fulton Perimeter CID
• Local funding
  – Special-purpose local-option sales tax (SPLOST)
• State & regional funding
  – Georgia Transportation & Infrastructure Bank (GTIB)
  – Atlanta Regional Commission’s Livable Centers Initiative (LCI)

Yellow River Pedestrian Bridge
© Evermore CID (http://www.evermorecid.org/)
Evolution of CID Service Emphasis

• Traditional CID type
  – Most prevalent prior to 2000
  – Either focus on capital-intensive and alternative transportation projects like road building (similar to CCID) or beautification and public safety services like streetscaping (like ADID)
  – Concentrated close to metro Atlanta

• Hybrid CID type
  – Most prevalent after 2000
  – Existing CIDs began to cross over, providing both capital-intensive transportation services and beautification and public safety services
  – New CIDs became more geographically diverse

• Development-centric CID type
  – Starting in 2006; only 3 to date
  – Tend to be in rural to suburban locales further out from metro Atlanta
  – Focus on improving the local economy through one or more developments
Georgia BIDs vs. Georgia CIDS
BID vs. CID Services

• Traditional BID services
  – Beautification, like trash removal & greening
  – Security & hospitality, such as ambassadors
  – Marketing, including advertising & events
  – Public space management, such as managing street vendors and loitering
  – Social services, like youth & homeless programs

• CID services
  – All of the above BID services, plus infrastructure planning & management, mostly for transportation:
    • Road building or improvements
    • Pedestrian bridge building
    • Traffic signalization
    • Sidewalk and trail construction

SR 74 Partial Cloverleaf Interchange Design
© South Fulton CID (http://southfultoncid.com/)
Legal Authorization & Purpose

• Purpose
  – Restore and promote commercial activity in business districts

• Authorized in Georgia Code, 1981

• City only
Georgia Map of Current and Past BIDs versus CIDs

- **Green Star**: Has CID legislation but no CID
- **Red Star**: Has/Had CID
- **Blue Star**: Has/Had BID
- **Purple Star**: Has/Had Both
Governance & Administration

• District plan
  – Timeline (5-10 years)
  – Services
  – Budget
  – Boundary map

• Administration
  – Nonprofit or downtown development authority
Financing

• Property tax
  – Avg. FY14: 4.6 mills
  – Includes all residential property, as compared to Georgia CIDs which do not include any residential

• Grants

• Business license surcharges

• Occupation taxes
Renewal & Dissolution

• Automatically dissolved at the end of the district plan (5-10 years)
• To renew, must re-create the BID with a new district plan
Southeastern States’ Improvement Districts vs. Georgia CIDs
## Improvement Districts

<table>
<thead>
<tr>
<th>STATE</th>
<th>TERM</th>
<th>No. of IDs in 2010</th>
</tr>
</thead>
<tbody>
<tr>
<td>Georgia</td>
<td>Community improvement district (CID)</td>
<td>18</td>
</tr>
<tr>
<td>Alabama</td>
<td>Self-help business improvement district (BID)</td>
<td>2</td>
</tr>
<tr>
<td>Florida</td>
<td>Neighborhood improvement districts (NID), 4 types:</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Local government NID (LGNID)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Property owner’s association NID (PONID)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Special NID (SNID)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Community redevelopment NID (CRNID)</td>
<td>9</td>
</tr>
<tr>
<td>South Carolina</td>
<td>Business improvement district (BID)</td>
<td>1</td>
</tr>
<tr>
<td>Tennessee</td>
<td>Central business improvement district (CBID)</td>
<td>5</td>
</tr>
</tbody>
</table>

* Number of IDs from International Downtown Association’s “Business Improvement Districts: Census and National Survey.”
Creation

• Location

• Consent requirements
  – One of two options:
    1. Petition from property owners submitted for governing authority approval to adopt an ordinance, OR
    2. Governing authority adopts ordinance without property owner consent.
       * Option for owners to petition against the improvement district

- Some states allow for either method
Governance & Administration

• District Plan
  – Varying requirements
  – Most include expiration date for renewal

• Governing authority representation
  – Only 3 states require on board
Financing

• Property tax (all)
  – Max. ranges from 2-175 mills
  – All but Georgia CID's include multi-family residential properties

• Grants (all)
  – Some special programs, like Florida Safe Neighborhood and Georgia GTIB

• Bonds (some)
  – Georgia CID's, South Carolina BIDs & Florida SNIDs can issue directly
Case Study
## Case Study CID Selection

<table>
<thead>
<tr>
<th>CID name</th>
<th>Geographic Location (County)</th>
<th>Year Incorporated</th>
<th>Focus</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cumberland CID (CCID)</td>
<td>Cobb County</td>
<td>1988</td>
<td>Transportation &amp; infrastructure, beautification, planning</td>
</tr>
<tr>
<td>Downtown Atlanta Community Improvement District (DACID/ADID)</td>
<td>Fulton County</td>
<td>1995</td>
<td>Public safety, transportation &amp; infrastructure, beautification, economic development</td>
</tr>
<tr>
<td>South Fulton CID (SFCID)</td>
<td>Fulton County</td>
<td>1999</td>
<td>Transportation &amp; infrastructure, economic development</td>
</tr>
<tr>
<td>Evermore CID</td>
<td>Gwinnett County</td>
<td>2003</td>
<td>Transportation &amp; infrastructure, beautification, planning</td>
</tr>
<tr>
<td>Georgia Gateway CID</td>
<td>Camden County</td>
<td>2013</td>
<td>Economic development, transportation &amp; infrastructure</td>
</tr>
</tbody>
</table>
Key Case Study CID Similarities

• Creation
  – Spearheader(s)

• Services provided
  – Variety
  – Transportation and planning vs. facilities and storm water, sewage and water

• Financing mechanisms
  – No bonds
  – Property taxes, GDOT, GTIB, ARC (incl. LCI), SPLOST

• Project management
  – Varies by project
  – Larger and more capital-intensive transportation projects: typically partner with governing authority
  – Many actual services (design, construction, etc.) contracted out
Key Case Study CID Differences

• Geography
  – Size and location
  – Expansion
• Governance
  – Board composition
• Administration
  – Management company/staff
  – Nonprofit
• Budgets
  – Range from less than $1M to almost $10M
  – Composition and age
Conclusion
Georgia CIDs vs. Other IDs Reviewed

Other IDs: Georgia BIDs, Alabama BIDs, Florida NIDs, South Carolina BIDs, and Tennessee CBIDs

• Creation
  – Other IDs: District plan, petition and ordinance
  – CIDs: CID enabling act, petition (higher threshold) and ordinance

• Services
  – Other IDs:
    • Provide advertising, economic development, beautification, ambassadors and similar services
    • Relatively less autonomy in deciding services and changing them (district plan)
  – CIDs:
    • Provide the services above + facilities and capital-intensive transportation infrastructure
    • May independently determine service portfolio and change services without approval
Georgia CIDs vs. Other IDs Reviewed

• Renewal
  – **Other IDs**: renewal required in most cases, either in statute or done in practice
  – **CIDs**: renewal required only if specified in local CID enabling act

• Tax base
  – **Other IDs**: Multi-family (and sometimes other) residential
  – **CIDs**: No properties used residentially

• Reporting
  – **Other IDs**: Two IDs required to submit financial information (audit or budget) in state statutes
  – **CIDs**:
    • No reporting requirement in Georgia Constitution but may include in CID enabling act or ordinance
    • Some of the more established CIDs provide reporting on website but no standardization
Concluding Comments

Ashford Dunwoody Diverging Diamond
© Perimeter CID (http://perimetercid.org/)

[Image of the Ashford Dunwoody Diverging Diamond]
Acknowledgements

• Dean’s Office at the Andrew Young School for Policy Studies
• Editors and other major contributors
  – David Sjoquist
  – Sam Williams
  – Lynn Rainey
  – Maggie Reeves
  – Elton Davis
• Case study CIDs
  – A.J. Robinson and Jennifer Ball, ADID
  – Malaika Rivers, CCID
  – Amanda Soesbe and Jim Brooks, Evermore CID
  – Joddie Gray, South Fulton CID
  – William Gross, Georgia Gateway CID
• CSLF’s CID Advisory Council
  – Bob Voyles, Central Perimeter CID & Cumberland CID
  – Don Childress, Midtown CID
  – David Allman, Buckhead CID
  – Craig Jones, ADID
  – Sam Williams, GSU
• Other contributors
  – Dennis Burnette, Canton Marketplace CID
  – Sharon Gay
  – Karel Givens, Center City Partnership
  – Urban Place Consulting Group, Inc.
  – Wrathell, Hunt and Associates, LLC
  – International Downtown Association (IDA)
Thank You!