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Georgia's Community Improvement Districts (CIDs)

Authors	Kuhn, Lindsay;Larson, Sarah;Bourdeaux, Carolyn
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Georgia's Community Improvement Districts (CIDs)

Lindsay Kuhn
Sarah Larson
Carolyn Bourdeaux

Working Paper 19-08

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The Center for State and Local Finance

WORKING PAPER 19-08

Georgia's Community Improvement Districts (CIDs)

LINDSAY KUHN

SARAH LARSON

CAROLYN BOURDEAUX

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The Center for State and Local Finance
Andrew Young School of Policy Studies
Georgia State University
Atlanta, Georgia 30303
United States of America

Phone: (404) 413-0137

Fax: (404) 413-0248

Email: paulbenson@gsu.edu

Website: cslf.gsu.edu

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List of Acronyms

ADID	Atlanta Downtown Improvement District
ARC	Atlanta Regional Commission
BID	Business improvement district
CAP	Central Atlanta Progress
CBID	Central business improvement district
CCID	Cumberland Community Improvement District
CDOT	Cobb County Department of Transportation
CID	Community improvement district
CRNID	Community redevelopment neighborhood improvement district
CRNRA	Chattahoochee River National Recreation Area
DACID	Downtown Atlanta Community Improvement District
DCA	Georgia Department of Community Affairs
DDA	Downtown development authority
DMC	District management corporation
DOR	Georgia Department of Revenue
FY	Fiscal year
GDOT	Georgia Department of Transportation
GTIB	Georgia Transportation Infrastructure Bank
ID	Improvement district
IDA	International Downtown Association
LCI	Livable Centers Initiative
LGNID	Local government neighborhood improvement district
MARTA	Metropolitan Atlanta Rapid Transit Authority
MSA	Metropolitan statistical area
NAICS	North American Industry Classification System
NID	Neighborhood improvement district
NPS	National Park Service
PONID	Property owner's association neighborhood improvement district
SFCID	South Fulton Community Improvement District
SNID	Special neighborhood improvement district
SPLOST	Special-purpose local-option sales tax
SR	State route
SRTA	Georgia State Road and Tollway Authority
SSD	Special services district
TAD	Tax allocation district
TIGER	Transportation Investment Generating Economic Recovery
TMA	Transportation management association
US DOT	United States Department of Transportation

Section 1. Overview

1.1 INTRODUCTION

Community improvement districts (CIDs) are an increasingly popular method of promoting economic growth in Georgia, with 25 active CIDs currently. CIDs have influenced the development of the metro-Atlanta region significantly and have since expanded to other parts of the state.

Georgia CIDs are a type of business improvement district (BID). BIDs emerged in the United States as an organizational mechanism for property owners to address problems endemic to urban areas, such as economic decline, by levying an additional property tax (or other fees).¹ Both BIDs and CIDs provide supplemental services such as landscaping, street cleaning, public safety and transportation improvements.

This report examines Georgia's CIDs and then compares CIDs to another type of BID model used in Georgia, as well as BID entities in neighboring states. Georgia's CIDs and the broader universe of BIDs are quasi-governmental entities (see text box to the right).² However, Georgia CIDs are more autonomous than the other types of BIDs examined in this report. CIDs have a wider scope of eligible services that they can provide and a broad mandate to provide supplemental services and facilities in their districts than the BIDs reviewed. The other BIDs examined in this report often have clear dissolution clauses and are chartered to provide more limited and clearly defined services.

Quasi-governmental entity:
a hybrid organization with the “legal characteristics of both the governmental and private sectors.”
 - Kosar, 2011

Example: CIDs are formed by commercial property owners and can collect an additional property tax on members. However, CIDs cannot pass legally binding laws on members, like a local government can.

1.2 OVERVIEW OF BIDS

BIDs originated primarily in urban areas in the United States around the 1970s, rising to prominence in the 1980s as a form of downtown revitalization.³ Although BID is used as a general term, the model varies by state in title, purpose, powers and other key characteristics.^a Forms of the BID model currently exist in every U.S. state except Wyoming, making it difficult to draw general conclusions about the population of BIDs.^{4,5} However, a general definition for the BID model is a district where “a geographically defined majority of property owners and/or merchants agrees

Traditional BID Services

Although BIDs (and their name) vary considerably by state, the main services that BIDs provide are:

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

Adapted from IDA BID Census, 2011

^a For example, BIDs in Tennessee are called “central business improvement districts,” and Florida uses the term “neighborhood improvement districts.” The term “community improvement district” is also used to describe some BID entities in Missouri and Washington, D.C. Further differences are elaborated in Section 2.3.

to provide an extra level of public service in a specific area by imposing an added tax or fee on all of the properties and/or businesses in the area.”⁶ Most BIDs are a nonprofit, quasi-public or mixed public-private entity. Traditional BID-provided services focus largely on public improvement projects, as outlined in the text box above.⁷

Georgia CIDs. Unlike many other BID models, Georgia’s CIDs first arose from the suburbs around metro Atlanta rather than in the downtown. Throughout the late 1960s and 1970s, metro Atlanta expanded in geography and population, creating suburban commercial nodes. Traffic congestion and noise problems arose in areas such as around Cumberland Mall in Cobb County due to increasing suburbanization and a newly completed freeway system. The composition of traffic infrastructure posed an issue of accessibility for local businesses trying to attract customers, especially those in the mall and surrounding area. At the time, property owners relied on business owners’ associations to support needed improvements, but these organizations often did not raise enough funds to either directly fund projects or provide sufficient matching funds for state or federal grants.⁸

In 1982, a local developer and prominent property owner, John Williams, began looking for a solution. He collaborated with state Rep. Joe Mack Wilson, a native of Cobb County who helped champion the Downtown Marietta Development Authority.⁹ Williams and Wilson modeled their solution, the CID, on BIDs in Virginia as well as development authorities in Georgia.¹⁰ The CID was designed to be a special purpose, autonomous, quasi-governmental entity with the power to self-tax commercial property owners (not including any residential properties) for public improvement projects. As a form of local government, CIDs could raise the necessary matching funds for capital improvement grants and also incur debt.

Williams and Wilson galvanized local business owners to support the idea of a CID to improve transportation infrastructure, and, in 1984, it was submitted as a Georgia constitutional amendment to the Georgia House of Representatives as House Resolution No. 733. After obtaining Senate approval, the amendment was ratified and incorporated into the Georgia Constitution as Article IX, Section VII on March 20, 1985, authorizing the creation of CIDs by acts of the General Assembly. Williams and other key business owners worked to get property owner support and, in 1988, the state legislature passed the enabling act for Cobb County CIDs. The coalition formed Cumberland CID and began work on public transportation issues. Cumberland CID is the oldest CID in Georgia and is still active today.

CIDs have evolved as organizations since their inception, with increasing numbers of CIDs both within and outside of metro Atlanta. CIDs have also branched out to roles more traditionally associated with general purpose governments, including planning. CID services encompass both traditional BID services and infrastructure planning and management, as noted in the text box to the right. Some scholars have raised concerns that Georgia CIDs’ powers, coupled with their ability to raise funds, create a

CID Services

CIDs provide all of the traditional BID services (see text box above) but also infrastructure planning and management, largely focused on transportation. CIDs can manage the concept, design and preliminary engineering for capital-intensive projects, such as:

- Road building or improvements
 - Pedestrian bridge building
 - Traffic signalization
 - Sidewalk and trail construction
-

problem of accountability and transparency because CIDs are legally autonomous.¹¹

Georgia BIDs. CIDs are not the only form of the BID model in Georgia. Georgia also has the city business improvement district (BID), similar to the urban BID models in the other states examined in this report. Georgia BIDs are intended to spur urban revitalization and are quasi-public entities but have more constrained authority than CIDs. Georgia BID legislation was ratified in 1981, four years prior to the CID legislation. However, there are only three known, active BIDs in Georgia as of the date of publication, compared to 25 active CIDs.^b Because there is little information about Georgia BIDs, this report includes a section comparing Georgia BIDs to Georgia CIDs.

1.3 REPORT STRUCTURE AND METHODOLOGY

The following report provides a descriptive overview of CIDs as well as a comparison to BIDs in Georgia and in neighboring states. The guiding research questions were:

- What are some of the key characteristics among Georgia’s CIDs, and how do they differ?
- What are the key similarities and differences between CIDs and other BID-type entities, including BIDs in Georgia?
- Examining selected CIDs more in depth, what are the types of projects and services that different CIDs manage, and how have their roles evolved over time?

Key Characteristics and Evolution. To explore these questions, the report analyzes the key characteristics of existing CIDs: history, purpose, creation, services provided, governance and administration, financing mechanisms, significant projects and other relevant information. The research team reviewed information on the entire population of CIDs through key stakeholder interviews, a literature review and a review of other available documentation. Next, the team conducted in-depth case studies of five CIDs chosen to represent some of the different types and uses of CIDs in Georgia. The case study included a pre-interview questionnaire, in-person interviews and follow-up discussions as needed. Table 1 outlines the selected case study CIDs, which were chosen to represent diversity in geographic location, age and primary services provided. Primary services provided were determined based on the published mission statement of the CID at the time of case study selection.

^b For a full list of active BIDs and CIDs, please see Appendix C.

Table 1. Case Study CIDs by Selection Criteria

CID NAME	GEOGRAPHIC LOCATION (COUNTY)	YEAR INCORPORATED	FOCUS
Cumberland CID (CCID)	Cobb County	1988	Transportation and infrastructure, beautification, planning
Downtown Atlanta Community Improvement District (DACID/ADID)	Fulton County	1995	Public safety, transportation and infrastructure, beautification, economic development
Evermore CID	Gwinnett County	2003	Transportation and infrastructure, beautification, planning
Georgia Gateway CID	Camden County	2013	Economic development, transportation and infrastructure
South Fulton CID (SFCID)	Fulton County	1999	Transportation and infrastructure, economic development

Comparative Analysis of CIDs and BIDs. This report examines Georgia CIDs as compared to several other southeastern states' BID models (Alabama, Florida, Tennessee and South Carolina) as well as Georgia BIDs. Information in these sections is based on reviews of enabling legislation in addition to key stakeholder interviews.

Appendix A describes the full research methodology.

Section 2. Comparative Analysis of Georgia CIDs and Selected BIDs

To establish the analytical framework, this report first reviews the key characteristics of Georgia's CIDs. Section 2.2 then compares Georgia CIDs to Georgia BIDs, and Section 2.3 compares Georgia CIDs with the BID models in several other, similar states.

2.1 GEORGIA CIDS

There are 25 active CIDs in Georgia, as well as one inactive CID and at least seven other potential CIDs that have not been formed. Only one active CID, one inactive CID and one potential CID are outside of the Atlanta Metropolitan Statistical Area (MSA), demonstrating the popularity of CIDs in the Atlanta MSA. Nearly 70 percent of CIDs were created after 2000, and almost half of all CIDs were created in 2010 or later. It is likely that this trend of CID growth will continue, especially in the Atlanta MSA. Both individual CIDs and CIDs as a whole have evolved since the 1980s, as further detailed in Section 3.3.

2.1.1 Legal Authorization and Purpose

The Georgia Constitution authorizes CIDs in the state and enumerates their powers in Article IX, Section VII. The purpose of CIDs is to provide one or more of the following:

- Street and road construction and maintenance, including curbs, sidewalks, streetlights and devices to control the flow of traffic on streets and roads
- Parks and recreational areas and facilities
- Storm water and sewage collection and disposal systems
- Development, storage, treatment, purification and distribution of water
- Public transportation
- Terminal and dock facilities and parking facilities
- Such other services and facilities as may be provided for by general law¹²

These services can only be provided within the CID's boundaries. The final purpose enables Georgia CIDs to take on additional roles, such as public safety, strategic planning and policy authority, as determined by local law.¹³ For example, nine CIDs have received grants from the Atlanta Regional Commission's Livable Centers Initiative (LCI) to undertake planning for the CID area, with additional funding available for plan updates. One example is the Cumberland CID's "Blueprint Cumberland" plans, which set CCID's vision from 2001 to 2017 including "recommendations for future land use, market zoning, development standards, transportation projects, and urban design features."¹⁴

Generally, CIDs tend to focus on the first, second, fifth and seventh purposes. Common CID services include:

- project management and planning for capital-intensive projects, such as road, trails, sidewalks and other transportation infrastructure construction and maintenance;
- supplemental transportation programs, like a transportation management association (TMA);
- beautification, including landscaping, cleaning and greening;
- supplemental public safety services, including uniformed ambassadors, surveillance cameras and off-duty police officer patrols;
- planning, such as land use planning; and
- economic development, including marketing and promoting the CID to the community.

Before the 2000s, individual CIDs typically focused on either 1) capital-intensive and alternative transportation projects or 2) beautification and public safety. After the turn of the century, many CIDs began to work in both of these service areas, and nearly all CIDs work in planning and economic development. This evolution is further described in Section 3.3.

Each county and city has its own enabling CID act (see Section 2.1.2 for more details) that can further enumerate and restrict the powers and purpose of CIDs within the jurisdiction. For example, some cities and counties have made explicit some of these “other” seventh purpose powers. In 2012, the Fulton County CID Act was amended to include language that explicitly enabled CIDs in Fulton County “to create, provide, enhance, or supplement public services such as fire, police, and other such services as may be deemed necessary, provided that said services do not conflict with or duplicate existing Fulton County or municipal corporation services.”¹⁵ The process whereby the jurisdiction submits an enabling CID act to the Georgia General Assembly for consideration is further detailed below.

2.1.2 Creation

CIDs are created through a two-tiered process. The first tier is at the state level, and the second tier takes place at the local level.

Tier 1 — State. The Georgia Constitution allows CIDs to be created in both incorporated (municipal) and unincorporated (county) territory. The process is the same for both municipalities and counties. Once a jurisdiction has decided to allow for the creation of CIDs within its borders, the jurisdiction creates a local CID act. The act designates the jurisdiction presenting the act as the governing authority.

The act must also specify the administrative body for the CID, which is the governing authority by default. However, all but one of the identified CID acts (Douglas County) designate a board of directors to be the administrative body instead of the governing authority. The Georgia Constitution requires that if the administrative body is not the jurisdiction, there must be one representative from each jurisdiction on the CID board. Local acts can further specify board composition, including the number of members, their terms and the share of representation from jurisdictions. Functionally, this means that CIDs are run autonomously by CID members rather than by the jurisdiction, but the jurisdiction does have representation on the board.

Beyond the board composition, the CID enabling act may also further specify the powers of CIDs and other requirements, such as renewal procedures.¹⁶ Table 2 illustrates some of the differences in the local enabling acts for Fulton County and DeKalb County.

Governing authority:

The governing body of the jurisdiction(s) the CID overlaps with.

Administrative body:

The governing body of the actual CID.

Example: Cumberland CID is in unincorporated Cobb County. The Cobb County Board of Commissioners is the **governing authority**, and the Cumberland CID’s board of directors is the **administrative body**.

Table 2. Fulton and DeKalb Counties’ CID Enabling Acts

	FULTON COUNTY	DEKALB COUNTY
Administrative body	CID board of directors	CID board of directors
Authorization level	Enables CIDs in unincorporated and incorporated territory (municipalities do not need their own enabling act)	Enables CIDs in unincorporated territory (municipalities must pass their own, separate enabling act)
No. board members	Minimum of seven directors	Seven directors
Appointed board members	Two directors are appointed by the Fulton County Board of Commissioners One director is appointed by each municipality within which the CID lies	Two board members are appointed by the governing body of DeKalb County At least one appointed representative from any municipalities the CID overlaps with, per municipal enabling act
Elected board members	Half of positions elected by a one-owner, one-vote system The other half of positions are voted by equity (one vote per \$1,000 in assessed property value in the CID for each owner)	Two members voted by one-owner, one-vote Three members elected by equity (one vote per \$1,000 in assessed property value in the CID for each owner)
Renewal	Vote to dissolve the CID every six years; if a majority of voters representing at least 75% of property value vote for dissolution, the request is sent to the governing authority	No renewal requirement, but the CID can be dissolved through petition from two-thirds of members representing 75% of property value upon adoption of a resolution by DeKalb County Board of Commissioners

The Georgia General Assembly representatives who cover the jurisdiction present the CID act to the legislature. Typically, as long as the act has support from the local representatives proposing it, the majority of the General Assembly will vote to pass it.¹⁷

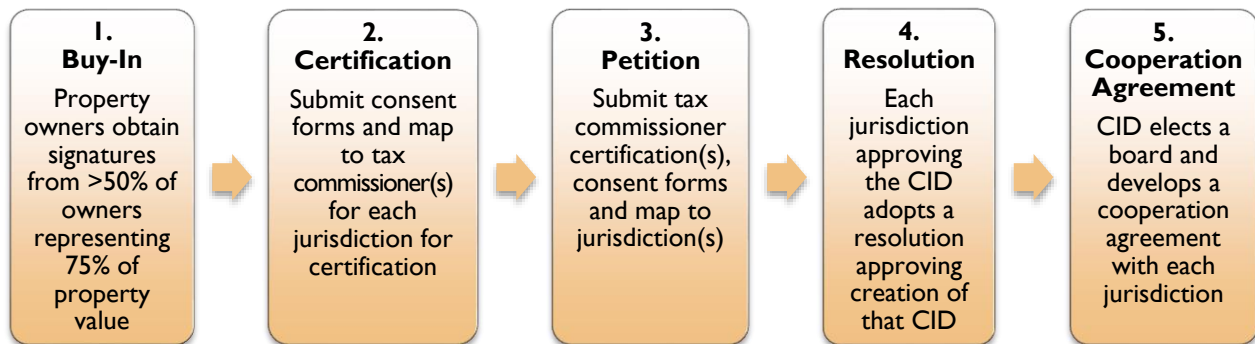
Tier 2 — Local. Once the CID enabling act is in place, members of a potential CID must also initiate a string of actions at the local level. For a CID to be formed, all of the jurisdictions that overlap must have an enabling CID act. However, a county may authorize CIDs in both unincorporated and incorporated territories within the county in its enabling act. For example, Fulton County provides for CIDs to be created in both unincorporated Fulton County and cities that fall within Fulton County. Cities that fall within such a county can choose to use the county enabling act or create their own (like the city of Atlanta in Fulton County, which has a city act but may also use the county act).¹⁸ The state and local tiers can happen simultaneously, with a potential CID providing the impetus for its jurisdiction(s) to pass an enabling CID act, but the Tier 1 CID enabling act must be in place before the jurisdiction adopts a resolution approving the CID’s actual creation.

The local-level creation process is summarized in Figure 1. Once a group of commercial property owners have identified a community need for additional services, the first step for this coalition is to determine the proposed CID boundaries and, next, to obtain buy-in through signed consent forms from nonresidential, commercial property owners^c that constitute a majority of owners and at least 75 percent

^c Does not include multifamily residential property owners; see Section 2.1.5 for more information. “Property owners” here refers to building owners, not lessees or renters.

of property value within the proposed boundaries. These consent forms and a map are submitted to the tax commissioner for each jurisdiction; if the forms meet the property owner consent requirements, the tax commissioner(s) will issue a certification. The proposed CID then submits the consent forms, map and certification(s) to each governing authority that its proposed territory would overlap. The governing authorities must each separately adopt a resolution approving creation of the CID.

Figure 1. Local-Level CID Creation Process



Assuming that the administrative body for the governing authority from the CID is an elected board of directors (as is typically the case), board elections for the CID typically take place within 60-120 days from adoption of the resolution, as specified in the CID enabling act. Once the CID's board is in place, the CID develops a cooperation agreement with each governing authority that outlines the services and facilities to be provided; these agreements are often a reiteration of the jurisdiction's CID enabling act. Cooperation agreements are then filed with the Georgia Secretary of State's Office and the Georgia Department of Community Affairs, though in practice, not all agreements have been filed.¹⁹

Cities and Counties with Enabling Acts. To date, the Georgia General Assembly has passed local CID enabling acts for 21 counties and 13 cities.^d This amounts to only 13 percent of the total counties in Georgia. Of those cities and counties with enabling acts, more than half have never had an active CID, as shown in Table 3. However, the CID enabling act lays the groundwork for future CIDs in these cities and counties, and some already have CIDs that are in formation (see Appendix C).

^d Based on a search of GALILEO and Georgia General Assembly legislation archives for "community improvement district."

Table 3. Counties and Cities with CID Enabling Acts

<u>COUNTIES</u>		<u>CITIES</u>	
CURRENTLY HAS CID(S)	NO CURRENT CID(S)	CURRENTLY HAS CID(S)	NO CURRENT CID(S)
Barrow	Burke	Alpharetta	Covington
Cherokee	Chatham	Atlanta	Dahlonega
Clayton	Dawson	Braselton	Gainesville
Cobb	Douglas	Canton	Macon
DeKalb	Forsyth	Emerson	Oakwood
Fulton	Henry	Kingsland	Valdosta
Glynn	Jackson		Woodstock
Gwinnett	Macon-Bibb		
Hall	Newton		
	Sumter		
	Troup		
	Whitfield		

2.1.3 Governance

Most CID enabling acts specify governance by a board of directors, with the exception of Douglas County (for which the jurisdiction is the governing body); all active CIDs are governed by a board of directors. More than 80 percent of CID enabling acts establish a board of directors that is elected by CID members and sets aside several positions to be appointed by the governing authority(ies). All but one of the currently active CID boards (the exception being Georgia Gateway CID) are made up of elected and appointed officials.

Elected board members are usually split between equity and single-voter (one-person, one-vote) positions. The one-person, one-vote method counts each property owner as one vote regardless of the number of properties owned.^e For equity positions, electors get one vote per \$1,000 of assessed property value included within the CID boundaries.

Appointed members are appointed by the governing authority for the jurisdiction (such as the city council, mayor or county commission) and, depending on the enabling act, may be a government employee, a property owner who is an elector within the district, or an owner who is not an elector, such as a representative of a large, tax-exempt property within the CID. More information on the elections and appointment processes for case study CIDs is outlined in Section 3.2.

Single-voter positions: Each owner gets one vote, regardless of the value or number of properties owned.

Equity positions: Each owner gets one vote per \$1,000 of assessed property value (for properties in the district).

Most CID board elections employ a combination of these methods.

^e If property ownership is split among several owners, such as in a partnership, the vote is also split among the owners.

There are six city and county enabling acts that only include appointed board positions:

- Burke County: All board positions are appointed by the county commissioners and are concurrent with the county Economic Development Authority board.
- Dahlonega: All board positions are appointed by the county and city and concurrent with the board of the Downtown Development Authority of Dahlonega.
- Douglas County: The board is the governing authority of Douglas County.
- Kingsland: All board positions are appointed by the mayor and council as specified in the individual CID resolution.
- Sumter County: All board positions are appointed by county commissioners and concurrent with the board of the Americus-Sumter Payroll Development Authority.
- Valdosta: All board positions are appointed by the mayor and city council.

All of the above listed municipalities, other than Kingsland, do not currently have and never have had a CID. In practice, the CID located in Kingsland, Georgia Gateway, had its first board of directors appointed by the city council, but after the first five-year term, the board will comprise three appointed positions, two single-voter elected positions, and two equity-elected positions.²⁰ Several individuals interviewed during the case study noted that if the CID boards are fully comprised of appointees, it reduces the incentive for property owners to support the CID.²¹

Active CIDs' Board Members. Most active CIDs list the names and employment information of their board members on their websites, and the other CIDs provided board information upon request. Each board member was coded based on their organization's industry using the 2012 North American Industry Classification System (NAICS) codes.^f

^f NAICS codes used at the two-digit code level.

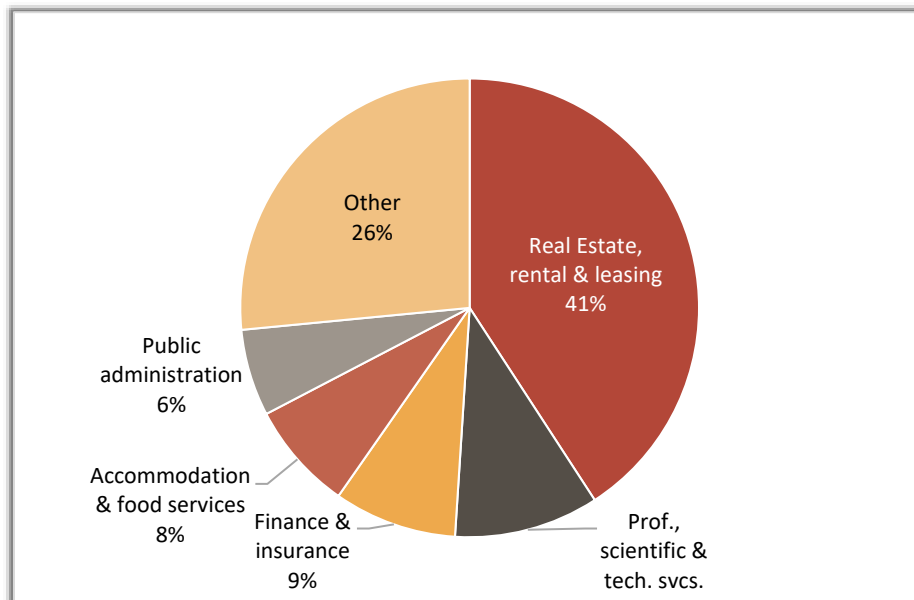
Figure 2. Board Member Industries

Figure 2 shows that the majority (41 percent) of board members work in the real estate, rental and leasing industry. The second-largest industry is professional, scientific and technical services (10 percent), which encompasses legal, accounting, management, consulting and related firms. This is followed by finance and insurance (9 percent), which includes banks, brokerage firms and investment firms.

Active CIDs' Board Leadership. Every current CID board has a chairperson. Most of the board chairs (60 percent) work in real estate, rental and leasing, followed by the finance and insurance (8 percent) industry. More than 85 percent of the CID boards also have a vice chair. Similar to the board chairs, vice chairs also typically worked in real estate, rental and leasing (29 percent) or professional, scientific and technical services (19 percent), followed by accommodation and food services (14 percent). Nearly half of the CIDs have a treasurer either on the board or on staff, with the vast majority having a treasurer on staff. About a quarter (24 percent) of CIDs have a secretary, and another 20 percent have a dual secretary/treasurer on the board. All CID boards have at least one local government appointee; among the case study CIDs, the number of local government ranges from one to three, with an average of two. The industry in which the local government appointees work (they may or may not be direct employees of the local government) could not be determined for several CIDs from their websites, but the leading industry for those that were identified is public administration (33 percent), followed by professional, scientific and technical services (19 percent).

Nearly 75 percent of all CID boards include a chair, vice chair, and either a secretary or a treasurer. As with the findings for board members as a whole, most board leadership also comprised of the real estate, rental and leasing industry. The prevalence of the real estate industry throughout CID boards is not remarkable, as members that are involved in CIDs tend to be those who own the most property in the district.²² Additionally, in conversations with CID board members, several pointed out that their

colleagues in the real estate industry are also most likely to be interested in, and knowledgeable of, improvements that will increase property values in the district. These board members noted that real estate industry professionals also tend to be skilled at working with many different external groups to accomplish tasks and so may have the political and managerial skills to provide leadership in CIDs as well.

Overlap and Tenure. Membership also significantly overlaps among several CID boards. Ten individuals serve on more than one board, with one individual on three boards: The chair of Cumberland CID is also a board member of the North Fulton and Fulton Perimeter CIDs. Seventeen firms were represented on more than one board, with Cousins Properties, Pope & Land, Seven Oaks Company, Clarion Partners, Ackerman and Company, and ProLogis each represented on three CID boards. In several instances, a firm was represented by two different individuals on the same board, including Pattillo on the Stone Mountain CID board, Duke Realty Corporation on the Airport West CID board, LakePoint Sports on the Red Top CID board, OA Development on the Airport South CID board, and Ackerman & Co. on the Fulton Perimeter CID board. Sembler Corporation comprises four of the seven positions on the Canton Marketplace CID board.

For the five case study CIDs studied in more detail, elections are held on average every three and a half years. Although this varies by CID, turnover among board members (either elected or appointed) is low over time. According to several case study CIDs, members who seek election to the board are often property owners who own a proportionally large share of the total value of the CID properties, and thus have a strong interest in CID governance given the large share of the total property tax revenue they must pay.²³ Large property owners also have more equity votes for equity-based elected positions than smaller property owners.

Based on the CID legislation in the Georgia Constitution, a large commercial property owner could own 50 percent or more of the property value in the CID, and thus could conceivably elect representatives of the firm to all of the equity positions. If over half of the board is composed of equity-elected positions and board decisions are based on majority vote, this firm would essentially run the CID. However, this situation appears to be the exception rather than the rule based on a review of CID boards. One example of this scenario, Canton Marketplace CID, is illustrated in the text box to the right. Georgia Gateway CID may also find itself in this situation in the future; this possibility is further explored in Section 3.2.5.

Canton Marketplace CID's Board

Canton Marketplace CID in Canton, Ga., covers less than one square mile and is composed mostly of parcels owned by Canton Marketplace LLC, which is affiliated with the Sembler Corporation. In 2015, Canton Marketplace LLC owned seven of the 11 parcels and more than 60 percent of the property value in the CID. Thus, Sembler has a majority for both single-voter and equity-elected positions. Sembler representatives currently hold four of the seven board positions. The other major parcel owners (Target, Kohl's and Lowe's) are not represented, though Sembler noted their lack of representation was due to their lack of interest in sitting on the board. *Canton Marketplace CID, 2015; Ledger-News, 2009*

2.1.4 Administration

Similar to many nonprofits, CID administration is generally separate from the CID board of directors. More than 90 percent of CIDs have staff or a management company that is responsible for administering the CID. The nature of the staff is also malleable; several CIDs have management agreements with another entity, such as a nonprofit or chamber of commerce, that employs staff. For example, the Downtown Atlanta Community Improvement District (DACID) is managed by the nonprofit Central Atlanta Progress, and its staff are shared between the two entities. In contrast, Evermore CID has two full-time management staff. Generally, staff appear to focus on CID administration and project management.

Type of Entity. Although the CID legislation denotes CIDs as quasi-governmental entities, some CIDs choose to affiliate with or sponsor the creation of another entity to run the day-to-day operations of the CID, typically a nonprofit organization. The form of nonprofit varies; the textbox to the right outlines three of the most popular CID organization types.²⁴ For example, the Atlanta Downtown Improvement District (ADID) was sponsored by DACID as a 501(c)3 nonprofit organization. South Fulton CID sponsored the creation of a 501(c)4 organization.²⁵ Some of these nonprofit entities can accept contributions from foundations, which CIDs cannot do. CIDs can lobby without incorporating as a nonprofit; however, having a 501(c)4 or 501(c)6 arm can enhance issue-based lobbying efforts.²⁶ Among the five case study CIDs, two were not incorporated as another entity and the other three had nonprofits.

501(c)3: serves public and industry members, can accept charitable contributions, limits on lobbying expenditures and political campaigning

501(c)4: primary purpose is social welfare, cannot accept charitable contributions, no limits on lobbying expenditures or political campaigning

501(c)6: benefits industry members, cannot accept charitable contributions, no limits on lobbying expenditures or political campaigning

Nonprofit Resource Network, 2008

Coordination with Other Governments. CIDs are not mandated to coordinate with any other entities, but some CID projects necessitate coordination. For example, the right-of-way for roads belongs to federal, state, county or local governments (excluding private roads). Many CID projects are focused on roads, such as median installations, and thus require some form of project approval from the government owning the right-of-way. Other projects, such as streetscaping and sidewalk installation, may require right-of-way acquisition from private citizens or governments. Based on the case study CIDs, most CIDs prefer to coordinate with the relevant local or county government rather than directly negotiating right-of-way acquisition. Coordinating with relevant local or county governments also helps to build a positive working relationship between the CID and the government. Some CIDs prefer to work very closely with their governing authority on most of their projects, whereas others have a more indirect working relationship.

2.1.5 Financing Mechanisms

CIDs have many options for financing their operations. All CIDs use an additional ad valorem tax, and most also use at least one other type of funding. However, issuing debt — though allowable — is very uncommon.

Property Assessments. CIDs’ primary financing mechanism is an additional ad valorem (property) tax, also called an assessment. The maximum allowable amount is 2.5 percent of the property’s assessed value, or 25 mills. In Georgia, tangible commercial property is taxed at 40 percent of fair market value.²⁷ Among Georgia CIDs, the average millage rate for 2014 was 4.7 mills and the typical range was between 3 and 5 mills, with one CID at 12 mills.⁸ Table 4 shows 2014 millage rates from the Georgia Department of Revenue; a full table of historical millage rates is included in Appendix D.

Table 4. CID Millage Rates in 2014

ORGANIZATION NAME	COUNTY	2014 MILLAGE RATE
Airport West CID	Fulton	5
Boulevard CID	Fulton	4
Braselton CID	Barrow, Gwinnett and Hall	5
Buckhead CID	Fulton	3
Canton Marketplace CID	Cherokee	12
Cumberland CID	Cobb	5
DACID (ADID)	Fulton	5
East Metro DeKalb CID	DeKalb	3
Evermore CID	Gwinnett	5
Gateway Marietta CID	Cobb	5
Gwinnett Place CID	Gwinnett	5
Gwinnett Village CID	Gwinnett	5
Lilburn CID	Gwinnett	5
Midtown CID	Fulton	5
North Fulton CID	Fulton	3
Perimeter CID- Fulton	Fulton	4
Perimeter CID- DeKalb	DeKalb	4
South Fulton CID	Fulton	3
Stone Mountain CID	DeKalb	5
Town Center Area CID	Cobb	4
Tucker-Northlake CID	DeKalb	3

⁸ Information based on the Georgia Department of Revenue’s 2014 millage rates, includes 21 of the 25 CIDs. (Little Five Points, Georgia Gateway, Red Top and Airport South CIDs had not begun collecting yet.)

The property tax base comprises all commercial properties in the CID boundaries; the base can change due to rezoning or expansion.^h The CID board of directors determines the millage rate each year and relays that information to the governing authority. Millage rates typically do not vary over the course of the CID's life; more than 75 percent of CIDs have not changed their millage rates, and those that do have changed no more than three times over their history.ⁱ All assessments are collected by the governing authority, which then remits the revenue to the CID.²⁸

Property assessments for CIDs do not include the following property:

- Residential, including multiresidential and mixed-use (commercial parts of mixed-use properties are included)
- Property used for agricultural or forestry purposes
- Intangible property, such as patents
- Other property that is tax-exempt in Georgia, including churches, cemeteries, charitable institutions, universities and exempt federal, state and local property

Assessment methods vary by county for commercial properties, but the CID legislation notes that tax rates on CID properties are based on both density and square footage. This method allows the CID tax base to properly account for high-rise buildings versus one-floor buildings. It also provides a formula to determine the amount of taxable base for mixed-use properties, assessing nonresidential and non-exempt property by density and square footage.

Exempt Properties. Exemptions to assessed property have posed increasing tax base problems for some CIDs as the number of multiresidential and tax-exempt properties has increased. For example, DACID's tax base has been reduced in the past decade with the introduction of more high-rise apartment buildings, CID annexation of a corridor to the east that contains several churches and vacant lots, and Georgia State University's purchase of more property downtown.²⁹ Some CIDs have expressed concerns that multifamily residential and tax-exempt property owners benefit from improved service delivery and, indirectly, increased property values without paying for the services provided by the CID. At the same time, these exempted property owners do not have representation in the CID; unless a CID provides another outlet for engaging exempted owners, exempt owners have no voice in CID service provision decisions.

In a recent survey by the International Downtown Association (IDA) of member BID organizations, 51 percent of BIDs who responded included assessments from some type of residential properties. Common residential properties included were mixed-income, multifamily or condo units, as opposed to single-

^h For example, a property may have been formerly zoned for nonprofit use, such as a church, at the time of the CID's formation. Subsequently, the property was sold and rezoned as commercial property. The property would then be incorporated into the CID's tax base.

ⁱ Information based on the Georgia Department of Revenue's historical millage rates since 1999. This information is not complete but is the most complete data source available; it also does not include the Red Top, Georgia Gateway, Little Five Points or Airport South CIDs.

family residences. However, nearly three-quarters of BIDs that responded to the survey also had some representation from residents in the BID area on the board of directors.³⁰

Debt. Georgia CIDs also have the power to issue debt. Debt issued by CIDs is backed by the full faith and credit of the governing authority but is not counted against the governing authority's debt limitation. However, this debt is solely the responsibility of the CID and not the governing authority or any other governmental unit. Georgia CIDs are hesitant to issue debt, primarily due to concern from property owners over repayment of long-term debt.^{31,32} To date, only Fulton Perimeter CID has used a bond, though it was issued by the city of Sandy Springs Development Authority; more details are included in the text box to the right.³³ According to discussions with representatives from the case study CIDs, CIDs will typically use a line of credit from a bank or another form of loan rather than issuing a bond, especially to ensure cash flow when starting.

Other. CIDs also may use local, regional, state and federal funding in the form of grants, loans or earmarked local taxes. All case study CIDs had applied for a grant at the regional, state and/or federal level. When applying for grants, CIDs can also partner with their governing authority. CIDs can provide matching funds that local governments typically cannot generate on their own, providing a benefit for jurisdictions that partner with CIDs to complete joint priority projects. In some cases, CIDs may receive funding directly from local sources; for example, Cumberland CID receives some funds from Cobb County's special-purpose local-option sales tax (SPLOST).

One funding entity used by more than half of CIDs is the State Road and Tollway Authority's Georgia Transportation Infrastructure Bank (GTIB), created in 2008. GTIB is a revolving infrastructure investment fund that finances transportation projects such as bridge and highway projects. Funding is provided through either a grant or a loan to CIDs and other local and regional government entities (more details in the text box to the right).³⁴ GTIB grants and loans are intended to cover part of the funding gap rather than the full project cost; funding can cover preliminary engineering, legal and financial services, construction, facilities and other relevant project costs. GTIB grants strongly encourage a match. Thus, CIDs are a strong contender for grants due to their dedicated revenue stream. As of Nov. 24, 2015, 63 percent of GTIB grants and loans were

Fulton Perimeter CID Bond

In 2007, the city of Sandy Springs Development Authority issued a \$5 million bond for a joint project with Fulton Perimeter CID. The bond was used to finance a half-diamond interchange project. The project replaced a four-lane overpass with an expanded bridge, and it added on and off ramps for Georgia 400. The interest rate on the bond was 3.55 percent, and the bond was not refinanced and has been fully paid off. To date, that is the only known use of a bond issuance for a CID.

Perimeter CID, 2016

GTIB Grants and Loans as of Nov. 24, 2015:

- \$55 million in grants and loans for projects totaling \$234 million
- 63 percent of GTIB grants and loans went to CIDs, totaling \$29 million; average ratio of funding to total project cost for CIDs is 25 percent
- 15 CIDs have received funding; two-thirds received funding more than once. Evermore has received four grants and loans, and CCID and North Fulton have each received three.

GTIB Status, 2015

provided to CIDs, totaling a little more than \$29 million.³⁵ Generally, GTIB grants and loans provide only partial project funding.

2.1.6 Renewal, Dissolution and Oversight

The Georgia Constitution contains no explicit provisions for dissolving a CID or any requirements for a CID to be regularly renewed. However, some local CID enabling acts do include renewal requirements. For example, the Fulton County CID Act includes a requirement that CIDs must hold a vote every six years to dissolve the CID. If a majority of voters representing at least 75 percent of property value vote for dissolution, the dissolution request is sent to Fulton County and any other applicable governing authorities for approval. In contrast, DeKalb County does not have any specific renewal requirements. However, should dissolution be desired, both Fulton and DeKalb counties provide two options for dissolution: 1) the board of commissioners may adopt a resolution dissolving each CID in the county, or 2) two-thirds of CID members, constituting at least 75 percent of property value, can submit a written request to the county tax commissioner for verification; the request is then sent to the board of commissioners for final approval. There is at least one known CID that was functionally dissolved by setting its millage rate to zero — Turtle River CID in Glynn County.³⁶ Representatives from the case study CIDs indicated that if they were to ever dissolve the CID, it would likely be easiest to simply set the millage rate to zero.

The Georgia Constitution also does not prescribe reporting requirements for a CID to its governing authority. However, governing authority representative(s) on the board of directors can serve an informal reporting role. Certain contracts, grants and loans may also include reporting requirements for CIDs, and some CIDs also choose to make reports available to the public. For example, Cumberland CID publishes its monthly financial and programmatic reports on its website, though this is not required by the Cobb County CID Act. Many other CIDs post annual reports on their websites, but few include detailed financial or audit reports to the public; this is not required by any CID acts.

2.2 GEORGIA CIDS AND GEORGIA BIDS

Three years before passing enabling legislation for CIDs, Georgia passed an amendment to the state code enabling the creation of BIDs in the state. Georgia BIDs differ substantially from Georgia CIDs, as will be explained below. BIDs are much less prevalent than CIDs, with nearly four times as many active CIDs as BIDs. Of the six known BIDs, only three appear to be currently active, and only two of the active BIDs have websites. No known research on Georgia BIDs is available; the information provided below is drawn from BID legislation and BIDs' websites.

2.2.1 Legal Authorization and Purpose

The Georgia Code authorizes BIDs in Title 36, Chapter 43. BIDs may only be created in a municipality, in contrast to CIDs, which can also be formed in unincorporated territory. The purpose of BIDs is to restore and promote commercial and other business activity within business districts. BIDs may provide the following services and standards:

- Supplemental services to improve and promote the district, including:
 - Advertising
 - Promotion
 - Business recruitment and development
 - Sanitation
- Security
- Mandated design and rehabilitation standards for buildings located within the district that are subject to historic preservation requirements

Georgia BIDs are primarily aimed at providing more traditional BID services as opposed to the infrastructure management and design services that CIDs can provide. Table 5 summarizes the differences between BIDs and CIDs in legal authorization and purpose.

Table 5. Comparison of BID and CID Characteristics: Legal Authorization and Purpose

	BID	CID
Legal Authorization	1981 City Business Improvement District Act, O.C.G.A. §36-43	1984 Georgia Constitution, Article IX, Section VII
Purpose	Restoring and promoting commercial and other business activity in business districts; can provide supplemental services in the district	Providing governmental services or facilities, including but not limited to parks and recreational areas, street and road construction or maintenance, public transportation, terminal and parking facilities, storm water and sewage collection/disposal systems, and water services

2.2.2 Creation

Once a group of property owners in a business district has identified a community need or desire for additional services, the next step for a potential BID is to determine its proposed boundaries. Based on this map of the proposed area, the interested property owners must obtain buy-in through signed consent forms from either a majority of municipal taxpayers or municipal taxpayers representing a majority of taxable property in the proposed district. The next step is to create a district plan for the next five to 10 years (at the BID's discretion), which must include:

- Map of the district
- Description of the boundaries
- Current and proposed land uses

- Services to be provided by the BID
- Implementation timeline
- Any design or rehabilitation standards
- Budget, including maximum millage rate
- Other documents as requested by the governing authority

When a group of interested property owners has created its district plan and obtained sufficient consent, the plan and petition are presented to the BID governing authority. The BID governing authority is the governing body of the municipality with which the BID overlaps. For example, the governing authority for the Rome BID is the city of Rome. The governing authority must refer the petition to relevant departments, such as the tax commissioner, to verify that the petition meets requirements and to review the contents of the district plan. Departments can submit to the governing authority their recommendation for approval of, disapproval of, or proposed modifications to the district plan. The governing authority then holds a public hearing on the proposed BID. After the hearing, the governing authority may approve of, disapprove of, or propose modifications to the district plan. The district plan must be adopted by ordinance.

The BID is only empowered to provide services specifically outlined in the approved district plan. Although the plan may be amended, this process requires governing authority approval. Table 6 summarizes the differences between BIDs and CIDs in creation and governing authorities.

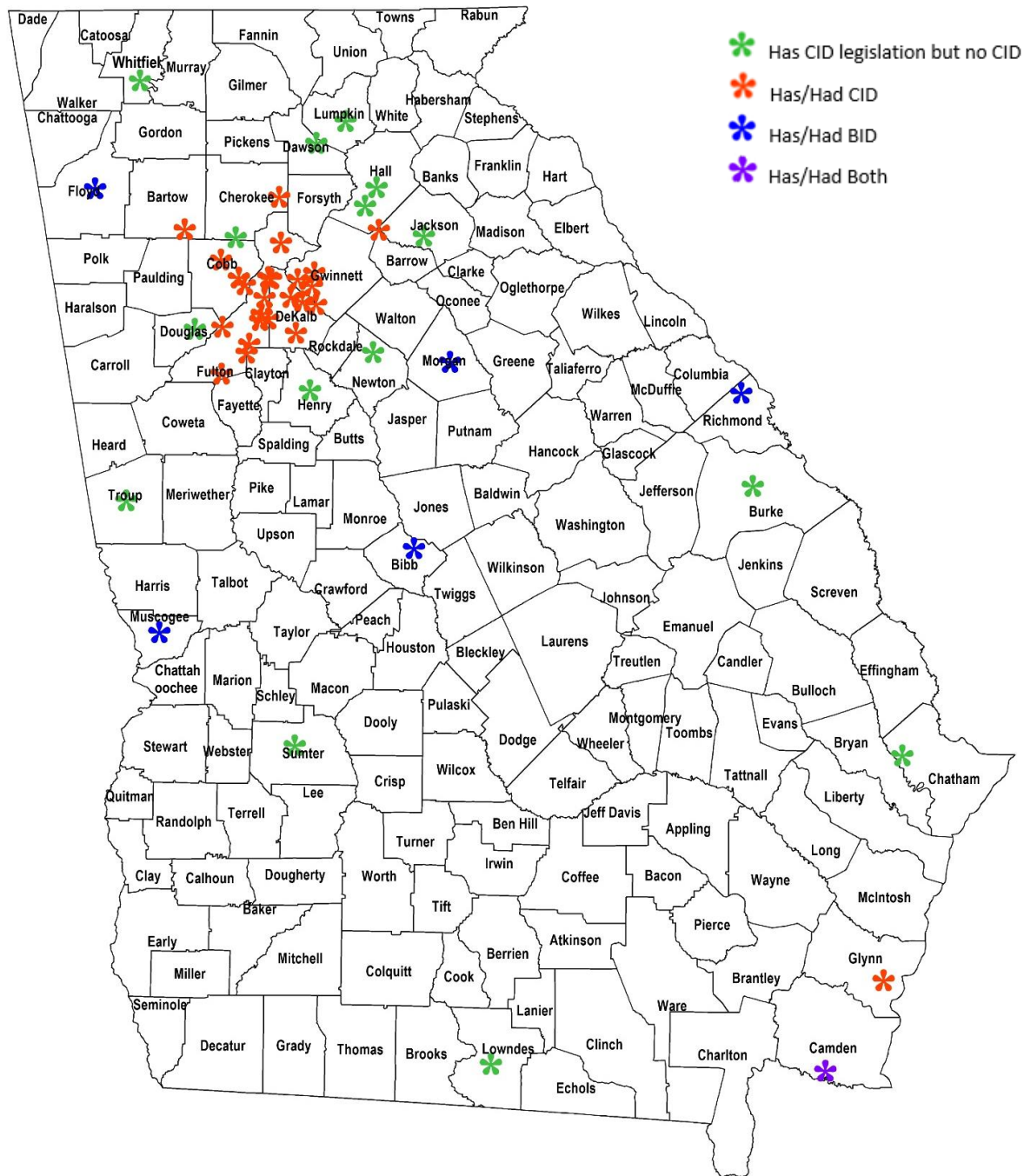
Table 6. Comparison of BID and CID Characteristics: Creation and Governing Authority

	BID	CID
Creation	Create a district plan, with support from either 51% of municipal taxpayers in the district or taxpayers representing 51% of taxable property Adoption of district plan by governing authority	Georgia General Assembly passes enabling act proposed by county or municipality Petition from both a simple majority of real, non-exempt property owners or owners representing 75% of real, non-exempt property value Adoption of resolution by governing authority
Governing Authority	Municipality	Municipality or county

Location. BIDs tend to be created in areas outside of metro Atlanta. Figure 3 shows where past or current BIDs and CIDs are located. Also noted within this figure are counties and cities that have passed enabling CID acts but have not created a CID to date. CIDs are largely concentrated in the north central quadrant of the metro-Atlanta region, with two in the lower southeast quadrant (Camden and Glynn counties). Counties and cities with enabling CID legislation but no CID are more dispersed, but the largest

concentration is also in central Georgia. Conversely, BIDs are not contiguous and are scattered throughout the state. Only one county (Camden) currently has both a BID and a CID, though neither are collecting revenue at this point in time.³⁷ Additionally, Bibb County created a BID in 2015, and the city of Macon in Bibb County is currently working to create a CID.

Figure 3. Georgia Map of Current and Past BIDs versus CIDs



2.2.3 Governance and Administration

The Georgia Code provides for the governing authority as an oversight body but does not explicitly outline governance and administration for BIDs. However, the Georgia Code does allow BIDs to provide supplemental services directly or indirectly through contracts with either nonprofit corporations or downtown development authorities (DDA).

In practice, BIDs use contracts with nonprofit corporations or DDAs to provide services. Due to the lack of information on BIDs, the following was drawn from the two BIDs in Georgia that have websites: the Rome BID in Rome, Ga., and the Columbus BID in Columbus, Ga. Like CIDs, BIDs are generally governed by a board of directors that is separate from the municipality. The Rome BID is managed by a district management agency called the Downtown Business Improvement District, but actual administration is provided through the Rome DDA.³⁸ The Rome BID's board of directors is composed of four elected and six appointed positions, with two elected positions set aside for commercial property owners and the bulk of the appointed positions for members of the Rome DDA board.³⁹ Although not explicitly stated, the bylaws imply that elected members are those who receive a majority of the votes. The Columbus BID was created as a 501(c)6 nonprofit organization and contracts with Uptown Columbus, Inc., a 501(c)3 nonprofit organization, for management.⁴⁰ The BID is governed by a board that is separate from the Uptown Columbus board.⁴¹ Table 7 summarizes the differences between BIDs and CIDs in governance and administration for comparison.

Table 7. Comparison of BID and CID Characteristics: Governance and Administration

	BID	CID
Governance	Not specified In practice, governed by a board	Governing authority unless local CID act designates another entity In practice, a board with at least one representative from each governing authority
Administration	Not specified but enabled to contract service provision to a nonprofit corporation or DDA In practice, administered by a DDA or nonprofit	Not specified In practice, over 90% either contract with a management company or directly hire staff

2.2.4 Financing Mechanisms

BIDs, like CIDs, can levy an additional property tax upon BID members. Unlike CIDs, there is no maximum millage rate, but BIDs must state a maximum millage rate in the district plan for the duration of the plan. Among Georgia BIDs, the average for 2014 was 4.6 mills with a range of 1-7 mills.^j This was marginally lower than the average millage rate for CIDs, which was 4.7 mills. A full table of millage rates is included in Appendix D.

^j Information based on the Georgia Department of Revenue's 2014 millage rates.

BID taxable properties do not exempt residential property or property used for agricultural or forestry purposes. Thus, single-family and multifamily property owners have voting rights and, depending on the structure of the board, even set-aside board positions. Like CIDs, properties assessed for BIDs do not include intangible or tax-exempt properties, such as churches, cemeteries, charitable institutions, universities, and exempt federal, state and local government-owned property. BIDs also have the power to levy and collect business license and occupation tax surcharges within the district. The tax base is set by the BID's county tax assessor, and the BID governing authority collects the revenue and remits it to the BID. BIDs can collect liens on delinquent properties but are not empowered to issue debt. Table 8 illustrates the differences between BIDs and CIDs in financing mechanisms and millage rates for comparison.

Table 8. Comparison of BID and CID Characteristics: Financing Mechanisms

	BID	CID
Financing Mechanisms	Self-assessed annual property tax upon real and personal property; no established minimum or maximum Surcharges on business licenses and occupation taxes	Self-assessed annual property tax on nonresidential, non-exempt real property; maximum of 25 mills Debt financing
FY 14 Average Millage Rate	4.6 mills, with a range of 1-7 mills	4.7 mills, with a range of 3-12 mills and typical range of 3-5 mills

2.2.5 Renewal, Dissolution and Oversight

BIDs have significantly more governing authority oversight directly built into their legislation than CIDs. Creation of a BID is contingent upon a majority approval from taxpayers within the district and acceptance of the proposed district plan by the municipality. BIDs do not exist and cannot perform activities outside of the plan, though the plan can be subsequently amended. Additionally, the governing authority can amend or rescind the district plan at any time to limit or even dissolve the BID.

All BIDs are dissolved between five and 10 years from creation or renewal, with the exact number of years specified in the district plan. If a BID would like to renew, the district is actually re-created as a new BID and must go through the entire creation process again (i.e., draw up a new district plan and obtain majority support of district taxpayers for the new plan). BIDs that are unsuccessful in petitioning for re-creation — such as the Augusta BID, which did not have consent from the majority of property owners — are automatically dissolved.⁴² The governing authority is also empowered to dissolve the BID at any time. Table 9 compares renewal, dissolution and oversight for BIDs and CIDs.

Table 9. Comparison of BID and CID Characteristics: Oversight, Renewal and Dissolution

	BID	CID
Government Oversight	<p>All services and projects implemented must be in approved district plan</p> <p>District plans and budgets may be amended or rescinded at any time by ordinance</p> <p>No government representation mandated in state code, though some local legislation requires it</p>	<p>Local government representation required on board of directors, though number is not specified in state legislation (some local enabling acts do specify number)</p>
Renewal and Dissolution	<p>Renewed by ordinance; terminated no less than five years and no more than 10 years from the date of creation or renewal by ordinance</p>	<p>None specified, though local enabling acts do in some cases provide dissolution clauses</p>

2.2.6 Summary of Key Points

Although BIDs existed in the state prior to the creation of the CID model, CIDs are much more popular in Georgia. Georgia BIDs are also not well known; no research has been done on Georgia BIDs to date, and several individuals interviewed were unaware of their existence. Georgia CIDs and BIDs differ substantially in purpose, powers, governance and administration, financing and oversight. In particular, enabling legislation for CIDs entails a much wider range of powers than the enabling legislation for BIDs. CIDs have the power to provide a variety of services and change their activities without voter, or governing authority, approval. However, this power is somewhat limited by potential restrictions in local CID acts and the board. BIDs are specifically designed to promote and restore commercial activity in business districts through traditional BID services, which must all be outlined in the approved district plan. CIDs also can work on large capital-intensive projects, such as transportation initiatives, and use a wider variety of financing mechanisms than BIDs. Georgia BIDs more closely resemble other states' BIDs than Georgia CIDs. The differences between Georgia CIDs and selected states' BIDs are further detailed in the next section.

2.3 GEORGIA CIDS AND OTHER STATES' BIDS

To provide further context for analyzing Georgia CIDs, BID models from several surrounding states in the Southeast were selected for comparison: South Carolina, Florida, Alabama and Tennessee. Each state calls its BID model by a different name. For the purpose of this study, improvement district (ID) is used when referring to these various BID model names across the states in the study. Table 10 provides the terms each state uses for its ID,^k along with the number of IDs in the state based on a 2010 IDA survey.

^k Several states selected have more than one ID; for example, Alabama has BIDs and improvement districts authorized in Ala. Code §11-54B and §11-99A, respectively. The IDs used for comparison were selected because they most closely resembled Georgia CIDs.

Table 10. ID Titles by State

STATE	TERM	NO. OF IDS IN 2010
Georgia	Community improvement district (CID)	18
Alabama	Self-help business improvement district (BID)	2
Florida	Neighborhood improvement districts (NID), 4 types: <ul style="list-style-type: none"> • Local government NID (LGNID) • Property owner’s association NID (PONID) • Special NID (SNID) • Community redevelopment NID (CRNID) 	9
South Carolina	Business improvement district (BID)	1
Tennessee	Central business improvement district (CBID)	5

The following sections compare these IDs based on their legal authorization, purpose, creation, governance and administration, financing, renewal and dissolution, and oversight requirements. Information for IDs is primarily based on enabling state legislation and discussions with key actors, including IDs, management companies and legal counsels.

2.3.1 Legal Authorization and Purpose

Of the states examined, Georgia has the earliest enabling legislation in 1984. South Carolina was the last to introduce its ID, in 1999. Excluding Georgia, all states authorized their ID in their state code or by statute. Alabama, South Carolina and Tennessee all require their IDs to be created in incorporated territory, whereas Georgia and Florida enable IDs in incorporated or unincorporated territories.

Each state’s ID has its own distinct purpose, though they are all designed to provide supplementary public services in the area that the district covers. Some other similarities in purpose among this group include ensuring the economic health of urban areas (Alabama, Florida and South Carolina) and preserving property values (Florida and South Carolina). However, each ID has its own nuances as well. Florida neighborhood improvement districts (NID) are intended to reduce crime and foster development. Alabama’s BIDs are vague in their purpose, encompassing all economic growth and employment promotion, but they are focused on larger, downtown commercial areas. Alabama’s BIDs are only authorized in municipalities with populations exceeding 175,000 people; as of the 2010 census, only three cities in Alabama were large enough to meet this requirement.⁴³ BIDs are further split into two categories based on population: Class 1 (300,000 people or more) and Class 2 (175,000 to 299,999 people). Some of the services that one Alabama BID provides in

Downtown Mobile BID, Mobile, Ala. Alabama BIDs target services aimed at economic growth and employment in downtown and business districts. One of the two known BIDs in Alabama is the Downtown Mobile BID, a Class 2 municipal BID. Downtown Mobile provides the following services:

- Regents (ambassadors) program
- Graffiti and litter removal
- Motorist aid
- Beautification, including flower beds
- Marketing
- Advocacy
- Economic development

Urban Place Consulting, 2016; Downtown Mobile, 2014

support of this purpose are outlined in the text box above.^{44,45}

Georgia CIDs have the broadest mandate of the five IDs. CIDs are intended to provide a wide range of public services and facilities as opposed to specifically aiming at economic growth, health, safety or preservation. The only other ID not restricted to urban areas is the Florida NID. For example, several CIDs have either directly constructed or partnered with another entity to provide transportation infrastructure, such as constructing a diverging diamond intersection or a pedestrian bridge. Other state IDs typically focus on traditional BID services, similar to that of the Downtown Mobile BID (as highlighted in the textbox above). The nuances in legal authorization and purpose impact the powers and services that each ID provides, as well as IDs' scope and focus. Table 11 compares each ID's legal authorization and purpose. A more detailed table comparing the states IDs is provided in Appendix F.

Table 11. Comparison of IDs: Legal Authorization and Purpose

	GEORGIA CID	ALABAMA BID	FLORIDA NID	SOUTH CAROLINA BID	TENNESSEE CBID
Legal Authorization	Ga. Const. art. IX, §7: General Assembly may create a CID in a county or municipality	Ala. Code §11-54B: municipalities with at least 175,000 residents may create a BID	Fla. Stat. §163.5: a municipality or county may create a NID	S.C. Code Ann. §5-37: incorporated municipalities and townships may create a BID	Tenn. Code Ann. §7-84: municipalities may create a CBID
Purpose	Provide governmental services or facilities	Promote economic growth and employment in downtown and community business districts	Reduce crime to promote health and safety, preserve property values and foster development	Preserve property values and municipal tax base, and prevent urban area deterioration	Address central business district deterioration in cities and towns

2.3.2 Creation

IDs in the comparison states can be created in one of two ways: a petition from relevant property owners for a governing body to adopt an ordinance, or a governing body directly adopting an ordinance. The following IDs enable the governing body to create the ID without property owner consent: South Carolina BIDs; Florida local government neighborhood improvement districts (LGNID), special neighborhood improvement districts (SNID) and community redevelopment neighborhood improvement districts (CRNID); and Tennessee central business improvement districts (CBID). Tennessee also allows property owners to petition against the creation of a CBID. Additionally, South Carolina BIDs, Tennessee CBIDs and Florida SNIDs also allow IDs to be created by petition from property owners instead of by the governing authority; SNIDs, unlike South Carolina BIDs and Tennessee CBIDs, allow less than a majority of electors (40 percent) or property owners (20 percent) to support the SNID for creation. Conversely, Georgia CIDs, Alabama BIDs and Florida property owner's association neighborhood improvement districts (PONID) all require property owners' consent (at varying percentages) to petition for an ID. South Carolina BIDs and Florida PONIDs require the petition to represent a majority of property owners but not a majority of

assessed property value. A sample process of creation for a Florida LGNID is included in the text box to the right.⁴⁶

All IDs require approval at the local government level to create a new ID, either through an ordinance or a resolution. Georgia has a more complex, two-tier system as detailed in Section 2.1.2; other states require only a local ordinance. This additional step for Georgia CIDs yields variations between CIDs in different cities and counties and provides another layer of customization for the governing authority.

Additionally, all states except Georgia require an ID plan. Florida mandates that before levying any taxes or assessments, all NIDs must create and obtain governing authority approval of a safe neighborhood improvement plan. The plan must include district demographics, crime statistics, land-use analysis, proposed activities, cost estimates, timeline, evaluation criteria and other relevant information. Alabama also requires a self-help business improvement district plan designating the district management corporation (DMC), proposed services, budget, method of property tax assessment, the duration of the proposed BID (maximum of five years) and other relevant information. South Carolina BIDs must present an improvement plan that includes a map, estimated costs, proposed basis and rates of property tax assessments, and other relevant information for approval. Tennessee also requires a plan of improvement for CBIDs. Table 12 provides a summary comparison of each ID's petition requirements and local government approval process.

Downtown South LGNID, Orlando, Fla.
 Florida LGNIDs are created by the governing body (either a municipality or county) adopting a local ordinance. The Orlando City Council approved a resolution in 2010 creating an exploratory committee. The committee recommended that the city of Orlando adopt an ordinance creating the Downtown South NID. The Orlando City Council was designated as the board, and an advisory council of local property owners was also put in place. Downtown South's major project has been implementing the Safe Neighborhood Improvement Plan, which is required before the LGNID can levy any additional taxes or fees.
City of Orlando, 2016

Table 12. Comparison of IDs: Petition and Local Government Approval Requirements

	GEORGIA CID	ALABAMA BID	FLORIDA NID	SOUTH CAROLINA BID	TENNESSEE CBID
Local Government approval process	– Adoption of local enabling act for the municipality or county by the General Assembly, and – Adoption of local resolution by governing authority	Adoption of local ordinance by governing municipality	Adoption of local ordinance by governing authority	Adoption of local ordinance by governing municipality	Adoption of local ordinance by governing municipality

	GEORGIA CID	ALABAMA BID	FLORIDA NID	SOUTH CAROLINA BID	TENNESSEE CBID
Petition requirements	<ul style="list-style-type: none"> – Majority of real property owners, and – Owners representing 75% by value of real property in the proposed CID 	<ul style="list-style-type: none"> – Representative group of owners of non-exempt, real property and – Class 1: two-thirds of real property value; Class 2: 60% of real property value – May be petitioned by one-third of parcel owners not to authorize 	<ul style="list-style-type: none"> – LGNID: No owner consent required – PONID: 75% of owners of real property – SNID: Adoption of ordinance, OR consent of 40% of electors or 20% of property owners in district – CRNID: Recommendation of the local community redevelopment agency 	<ul style="list-style-type: none"> – Majority municipal council approval or – Petition by majority of real property owners within district for a resolution 	<ul style="list-style-type: none"> – Municipality adopts an ordinance unless counter-petitioned by owners of over half of real property value in district, or – Petition from a majority (in number) of real property owners within district, constituting two-thirds of assessed value for a resolution

2.3.3 Governance and Administration

Each state outlines the appropriate governing body for the ID in its legislation. In practice, all IDs are governed by the board of the ID or its DMC, an entity designated in the local ordinance creating the ID. DMCs are usually nonprofits; the DMC may exist prior to the creation of ID or may be created for the sole purpose of managing the ID. The board for the ID and the DMC are usually separate.

Georgia CIDs, Tennessee CBIDs and Florida LGNIDs require governing authority representation on the ID's board. Alabama and South Carolina BIDs provide the option for governing authority representatives to be included, although in Alabama these members have no voting rights. Remaining board members are typically elected and appointed members. The text box to the right provides an example of the governance and administration of a South Carolina BID.⁴⁷

Alabama, South Carolina and Tennessee IDs are typically managed by a DMC. Some Georgia CIDs are also administered by entities similar to DMCs, though they are more often called management companies; other CIDs hire nonboard staff directly, and the remaining CIDs do not have any nonboard staff. Florida's NIDs differ significantly in administration from other IDs. LGNIDs are managed by the local governing authority or an appointed advisory council. PONIDs are administered by the property owners association. SNIDs are managed by the board, while CRNIDs are administered by the community redevelopment

Center City Partnership BID, Columbia, S.C.
Center City Partnership (CCP) is the only known BID in South Carolina. CCP is administered by Center City Partnership, Inc., a 501(c)6 nonprofit organization. The governing body for the BID is a board of directors comprising 33 members who are elected or appointed. Set-aside positions include representatives for nonprofits, property owners, the county and the city.
Center City Partnership, 2016

agency. However, there is no language excluding Florida IDs from contracting out all or some of these duties to a DMC. Table 13 provides a summary comparison of each ID's governance and administration, both in legislation and in practice.

Table 13. Comparison of IDs: Governance and Administration

	GEORGIA CID	ALABAMA BID	FLORIDA NID	SOUTH CAROLINA BID	TENNESSEE CBID
Governing body	<ul style="list-style-type: none"> – Governing authority unless local CID act designates another entity –In practice, a board of directors with at least one appointed representative from each governing authority 	Governed by board of the DMC	<ul style="list-style-type: none"> – LGNID: Local governing authority or board appointed by local governing authority – PONID: Officers of Property Owners Association – SNID: 3 directors, appointed by local governing authority – CRNID: Community redevelopment agency board 	Local governing body, but in practice elected and appointed board	Governing body may create or appoint an existing organization as the DMC
Local Government representation on Board	Required to have at least 1, but actual number varies by local government enabling law	Optional; municipality may designate representatives but they have no voting rights	Required for LGNID only	Not required but included in practice	Required; speaker of the senate and speaker of the house of representatives each appoint a member to board
Administration	<ul style="list-style-type: none"> – Not specified – In practice, more than 90% contract with a management company or directly hire staff 	DMC, usually incorporated as a nonprofit	<ul style="list-style-type: none"> – LGNID: Local governing authority or advisory council – PONID: Property owners association – SNID: Board – CRNID: Community redevelopment agency or appointed advisory council 	Local governing body but contracted out to nonprofit organizations	Governing body or DMC (typically DMC)

2.3.4 Financing Mechanisms

Financing Mechanisms. All IDs can use special assessments on taxable properties within the district to raise funds, typically through an additional, incremental property tax. Most IDs can also pursue other forms of financing, either through the ID itself or through its DMC. This external financing largely takes the form of grants. Some IDs also contract with the local governing authority to provide certain services as needed, including Center City Partnership in South Carolina, Downtown Mobile in Alabama, and ADID in Georgia.⁴⁸ A sample of the financing mechanisms used by one Georgia CID is included in the text box below.⁴⁹

Assessment management also varies by state. In South Carolina, Tennessee and Class 2 Alabama IDs, the local governing authority is authorized to levy the assessments on behalf of the ID. Georgia, Florida and Class 1 Alabama IDs may directly levy special taxes, fees or assessments; however, in practice, Georgia CIDs have their assessment levied by the governing authority. Tennessee allows the CBID to recommend uses of the assessment. Internationally, only 14.7 percent of IDs do not have the governing authority levy assessments, fees and taxes on the ID's behalf.⁵⁰ For rate setting, South Carolina is the only state that does not include a maximum assessment rate. Florida has the lowest maximum, with only 2 mills for ad valorem taxes. Alabama has the highest, with the maximum for special assessments set at 175 mills of the total amount of special assessments. However, because the assessment ratios differ, millage rates are not directly comparable between the IDs.

Another common financing mechanism is grants. Depending on the DMC entity type, these can be federal, state or local grants. Florida created a separate grant, the Safe Neighborhood Program, to provide planning grants to NIDs only. Georgia has two mechanisms that are often used by CIDs, though they are not exclusive to CIDs: GTIB grants and loans, discussed in an earlier section; and the Atlanta Regional Commission's LCI funds, which have been used by nine CIDs to date for planning projects.

Some IDs can also use debt financing. Georgia CIDs, South Carolina IDs and Florida SNIDs can issue bonds or notes directly. Tennessee allows the local government to issue debt on behalf of the CBID. Although Alabama does not allow BIDs to incur debt directly, any outstanding self-assessments are considered a lien on the property of the delinquent owner and can be foreclosed. However, debt is considered the sole obligation of the ID in Georgia, Alabama, Florida and Tennessee. Loopholes exist in Tennessee and

Evermore CID, Gwinnett County, Ga.
 Evermore CID has used several financing mechanisms since its inception. Its primary source of revenue is an additional property tax, set at 5 mills. The CID's board reviews and sets the millage rate annually. Gwinnett County also provides some funding through its SPLOST. Other sources of financing include grants from GTIB, the Atlanta Regional Commission's LCI, and the Georgia Department of Transportation. For federal funds, the CID partners with the county and provides matching funds for the county to increase grant competitiveness. For grants at the state and local levels, the CID often applies alone unless a county partner is necessary, though the CID may still partner with the county for actual project implementation, especially for capital-intensive transportation projects. Evermore CID also invests some of its funds in instruments such as CDs and money market accounts.

Evermore CID, 2015

Alabama that allow the local government (Tennessee) or a successor BID (Alabama) to choose to take over the debt obligation.

Properties Assessed. The property included in assessments varies by state as well. All IDs assess commercial property and exclude tax-exempt property, which may or may not include local government-owned property. For example, Georgia CIDs do not assess local government-owned property or commercial property that is used for agricultural or forestry purposes. However, South Carolina’s BIDs include city and federal government property in assessments.⁵¹ Tennessee CBIDs may include local government-owned property if approved by the governing authority.

Georgia CIDs are the only IDs that do not include multifamily residential property. South Carolina does not include owner-occupied residential property, but the property owner can request inclusion in the BID. Alabama differentiates whether or not BIDs include single-family residential property based on municipality size. Florida and Tennessee include residential property regardless of size if the property is located within the property tax assessment area. Table 14 provides a summary comparison of each ID’s financing mechanisms and assessed properties. Appendix F provides a more detailed comparison.

Table 14. Comparison of IDs: Financing Mechanisms and Properties Assessed

	GEORGIA CID	ALABAMA BID	FLORIDA NID	SOUTH CAROLINA BID	TENNESSEE CBID
Financing mechanisms	<ul style="list-style-type: none"> – Taxes, fees and assessments at 2.5% (25 mills) or less – Other sources, including grants – Incur and issue debt; not counted against governing authority’s debt limit 	<ul style="list-style-type: none"> – Special assessments at 17.5% or less – Grants – Can enforce liens 	<ul style="list-style-type: none"> – All: Special assessments with referendum up to \$500 for each parcel and grants from the state Safe Neighborhood Program – LGNIDs & SNID: Ad valorem tax up to 2 mills and planning grants – CRNID: Community redevelopment trust fund – SNIDs may incur debt 	<ul style="list-style-type: none"> – Taxes, fees and assessments levied by governing authority; no maximum – Any municipal revenue sources – Issue bonds or use municipality-issued bonds 	<ul style="list-style-type: none"> – Special assessments levied by municipality at 15% or less – Other sources, including grants – May use municipality-issued bonds and notes
Properties assessed (other than tax-exempt)	Commercial real property excluding property used for residential, agricultural or forestry purposes	<ul style="list-style-type: none"> – Class 1: all real property – Class 2: all real property excluding single-family residential 	<ul style="list-style-type: none"> – Ad valorem tax: All real and personal property – Special assessment: All real property (parcels of land) 	All real property, excluding owner-occupied residential properties, who may opt in	All real property

2.3.5 Renewal, Dissolution and Oversight

Another interesting aspect of IDs is whether or not they can be dissolved, and if there are any requirements to periodically renew the ID. Alabama and Florida SNIDs are the only IDs that require renewal in state legislation.

Tennessee and Florida contain provisions for dissolution. Georgia and South Carolina lack either a specific renewal or dissolution requirement in state legislation. However, several Georgia CID enabling acts do have renewal requirements, and Central City Partnership in South Carolina reports that it has to renew the BID every 10 years.⁵² The renewal process for one CBID in Tennessee is outlined in the text box to the right.

Reporting is another area of variance. IDA reported that 87.9 percent of ID respondents to their international survey indicated that their ID reported financial information to a governmental organization.⁵³ Alabama BIDs have to hold a public hearing for the annual budget and send an annual report and audit to the municipality. Tennessee CBIDs must submit their annual budget for review and approval by the governing body. Although not explicitly required, Central City Partnership in South Carolina submits annual reports to the municipality. Table 15 provides a summary comparison of each state's ID renewal and dissolution requirements.

Nashville Downtown Partnership, Downtown Nashville CBID, Nashville, Tenn.

CBIDs in Tennessee are not required to set a term limit. However, some CBIDs — such as the Nashville Downtown Partnership — choose to set a limit because it makes a CBID more palatable to property owners and because it allows the boundaries of the CBID to change with each renewal. Nashville chose a 10-year renewal period and must re-create its BID every 10 years. Thus, the Nashville Downtown Partnership must create a new management plan, obtain a new written petition from a majority of real property owners constituting two-thirds of assessed value in the district, and request an ordinance reauthorizing the district. The CBID was initiated in 1999 and has been renewed twice to date.

Urban Place Consulting, 2016; Nashville Downtown Partnership, 2016

Table 15. Comparison of IDs: Renewal and Dissolution

	GEORGIA CID	ALABAMA BID	FLORIDA NID	SOUTH CAROLINA BID	TENNESSEE CBID
Renewal	No renewal requirement specified in state law, but enabling CID acts can include renewal requirements	<ul style="list-style-type: none"> – Continuation hearing every five years; must obtain written petition from property owners representing 25% or more of property value and amend district plan (if needed); – Governing authority must adopt a new resolution 	SNID: Referendum for all registered voters in SNID every 10 years to approve continuation	No renewal requirement specified	No renewal requirement specified, but CBIDs may choose to have a time limit in the improvement plan
Dissolution	Not specified	If not renewed after five years	<ul style="list-style-type: none"> – LGNID & CRNID: Written petition supported by 60% of district residents and consent of governing authority – SNID: Local governing body can authorize dissolution 	Not specified	Can be dissolved if: <ul style="list-style-type: none"> – CBID has no outstanding bonds, notes or other obligations; and – Written petition filed by owners of 75% of assessed property value in district, or 50% of owners in district

2.3.6 Summary of Key Points

The primary similarity among all IDs in the selected states is that each is intended to provide services either not being provided at all or not being provided at the desired level within the area.

As evidenced in this section, however, there are many differences between IDs. Alabama BIDs are limited to cities with a population greater than 175,000 and are intended to promote economic growth and employment. Also, Alabama BIDs require property owner consent and have detailed district plan requirements. Conversely, South Carolina BIDs are aimed at preserving the tax base and preventing urban deterioration. South Carolina BIDs can be created with or without property owner consent. The district plan requirements for South Carolina BIDs are vaguer than for Alabama BIDs. Like South Carolina BIDs, Tennessee CBIDs also focus on preventing deterioration in business districts and do not require property owner consent, with similarly vague requirements for improvement plans. Florida has four types of NIDs, all of which aim to reduce crime, preserve property values and foster development. The different type of NIDs enable a variety of entities — local governments, property owners associations, community redevelopment agencies and others — to work toward this purpose through a detailed neighborhood improvement plan.

Georgia CIDs differ substantially from other states' IDs in many ways. CIDs are imbued with the authority to provide a wide range of public services and facilities. CID also have a broader mandate than the other IDs reviewed. Excluding Georgia, all states in the study also require their IDs to submit a district management plan for approval, usually including proposed services, costs and a timeline. Georgia CIDs are not required to submit any documents to the governing authority for approval. Georgia CIDs are also the only ID that does not include multifamily residential property, an increasing issue for some CIDs. Finally, Georgia's two-tiered creation process provides more customization power for governing authorities; this can lead to more variation between CIDs in different cities and counties than in other states' IDs. The variations among CIDs are further examined in the case study of five CIDs in Section 3 below.

Section 3. Case Study

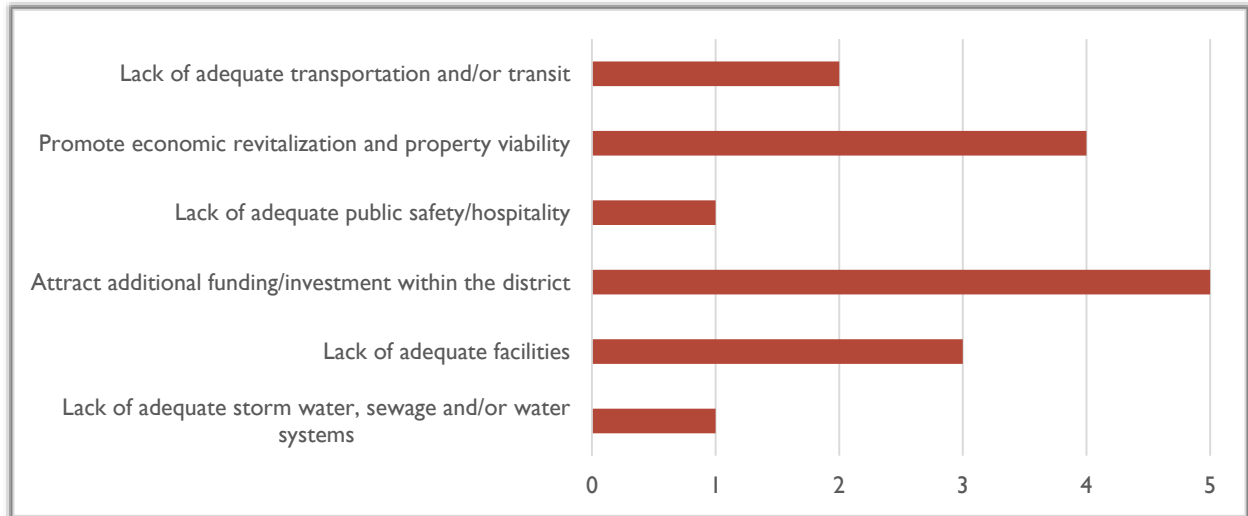
3.1 CASE STUDY OVERVIEW

Georgia CIDs are diverse, varying significantly in key areas such as mission, services, governance and administration, financing and renewal, dissolution, and oversight. The research team selected five CIDs out of the 25 currently active CIDs in Georgia to showcase CID variation in purpose, size and location; as such, the following results cannot necessarily be generalized to the larger population of CIDs. The five case study CIDs are Cumberland CID (CCID), the Downtown Atlanta Community Improvement District (DACID), South Fulton CID (SFCID), Evermore CID and Georgia Gateway CID. The team first distributed a pre-interview questionnaire to the case study CIDs, followed by in-depth interviews with representatives from each and concluded with other follow-up as needed. Section 3 begins with the questionnaire results and is followed by a profile of each case study CID. The full pre-interview questionnaire can be found in Appendix B.

3.1.1 Questionnaire Results

The case study CIDs have different geographic sizes, tax bases and portfolio sizes, which can create difficulties when comparing specific questionnaire results, such as those related to budgets. Additionally, Georgia Gateway CID (created in 2013) has not yet begun collecting property tax or implementing activities. Although the case study CID questionnaire results cannot be applied to the larger population of Georgia CIDs, some of the findings are consistent with the overall population of CIDs.

Creation. All of the case study CIDs had a specific individual or group of individuals that led its creation; for most, this was commercial property owners, and one CID was led by a nonprofit association of business owners. During the process of formation, all of the case study CIDs worked with commercial property owners and elected officials to gain their buy-in for creation of the CID. Most of the case study CIDs also worked with non-elected government representatives. The primary motivations for creating the case study CIDs were to attract additional funding and promote economic revitalization, as shown in Chart 1 below.

Chart 1. Motivations to Create the Case Study CIDs (n= 5)

Services. The services provided by the case study CIDs are varied. As Chart 2 illustrates, all case study CIDs work in planning, transportation and transit. Only one of the surveyed CIDs provides facilities services. These services include operating parking, terminal or dock facilities. On average, case study CIDs provide five of the seven categories of services.

Chart 2. Services Provided by Case Study CIDs (n= 5)

Of the 22 services within these seven broad categories of service areas, the only task provided by all case study CIDs is designing and conducting feasibility studies for capital projects, which are typically necessary prior to the development of transportation and transit infrastructure. Other services that are provided by four of the five case study CIDs include:

- Preliminary engineering for transportation projects
- Comprehensive plans for the CID area
- Stakeholder engagement and facilitation in the planning and design process
- Street maintenance and improvements
- Promoting the CID within the community
- Park and recreational area development or improvement
- Trash collection

The services provided by two or fewer case study CIDs were public safety, hospitality and engagement, such as supplemental security; storm water, sewage and water; and facilities, including operation of parking facilities. Case study CIDs generally coordinate their projects with existing storm water, sewage and water infrastructure, though one case study CID has secured funding to construct a sewage and storm water system for a planned development. Some of the unique services reported by case study CIDs include hosting special events and chamber of commerce meetings, developing a multi-use convention center, and improving regional or neighborhood “gateways.”

The centrality of transportation and transit work is also visible within the entire population of CIDs. Twenty of the 25 active CIDs in Georgia work in transportation and/or transit, according to their websites. However, only two of the case study CIDs provided public safety, hospitality and engagement. In the larger CID population, 12 of the 25 CIDs cite public safety or security as one of their services.

Governance. CID governance is largely determined by the governing authority’s CID act. Two of the five CIDs within the case study are covered by more than one governing authority; South Fulton CID had the most, with four governing authorities (the cities of Union City, Palmetto and Fairburn and unincorporated Fulton County). However, in both instances, the CIDs only use one CID act — the county CID act. No CIDs in the case study were located in more than one county.

Per their CID acts, all of the case study CIDs have both elected and appointed board members. However, Georgia Gateway CID has an initial board that is all appointed; this board will transition to elected and appointed members after five years. On average, case study CID boards have eight members. The average number of board members appointed by the relevant governing authority or authorities is two, and all of these appointees have full voting rights. Elected board member terms are typically three years, with one case study CID having a four-year term.

The results from the case study questionnaire on governance are mostly consistent with the larger population of CIDs. In the larger population, two CIDs cover more than one county: Braselton CID in Gwinnett, Hall and Barrow counties; and Perimeter, which is two separate CIDs for Fulton County (Fulton

Perimeter CID) and DeKalb County (Central Perimeter CID). Braselton CID operates as one CID under the Town of Braselton CID Act, whereas the Perimeter CIDs have separate boards and contracting practices for the two counties. As with the case study CIDs, across the 25 active CIDs in Georgia, boards have eight members on average, generally comprising both elected and appointed members (see Section 2.1.3).

Administration. Most case study CIDs have either full- or part-time staff that manage the CID's administration; the only one that does not have any staff is Georgia Gateway, the newest CID. Georgia Gateway CID may need to hire staff as it begins to provide services. Of the case study CIDs with staff, three had an arrangement with another entity to provide management services, such as South Fulton CID, which contracts its administration to a separate firm. These arrangements can be similar to DMCs used for BIDs, but they also differ. CID management entities are also often referred to as management companies. This is similar to population-wide results: 90 percent of all CIDs have staff or a management company (see Section 2.1.4).

Although CIDs are not required to register as another type of entity, three case study CIDs have also created nonprofit entities. Depending on the type of nonprofit organization, some CIDs are allowed to accept charitable contributions and to lobby government officials. Four case study CIDs overlap with an external entity, such as a chamber of commerce or a tax allocation district. Additionally, most case study CIDs are members of associations or other organizations; the most popular is the Council for Quality Growth, a regional organization in metro Atlanta.

Financing Mechanisms. All case study CIDs use or plan to use a self-assessed property tax; although as previously noted, one CID has not yet levied its property tax. The average millage rate for case study CIDs in 2014 was 4.5 mills, with a range of 3 to 5 mills. The fiscal year (FY) 2014 financial statements were reviewed for the four case study CIDs that had incurred expenses at the time of this report. Average revenues for the four case study CIDs in FY 2014 from the property tax and other sources of revenues was approximately \$3.7 million, with a range from \$600,000 to \$7.9 million. Average expenditures were \$4.6 million, with a range from \$500,000 to \$9.5 million.

The questionnaire also looked at other financing mechanisms. These mechanisms include local sources, such as a SPLOST; regional grants from entities such as the Atlanta Regional Commission; state and federal sources, such as GTIB and U.S. Department of Transportation grants and loans; and bond financing. All case study CIDs had used or applied for local, regional and state funding. Three of the four CIDs also had used or applied for federal funding. However, no case study CIDs had used bond financing.

These findings are similar to those in the larger population of CIDs. The overall average millage rate for 2014 was 4.7 mills. With regard to debt financing, the only known CID that has used a bond is Fulton Perimeter CID, and the bond was issued through the city of Sandy Springs Development Authority (see Section 2.1.5). Additionally, GTIB and LCI funding, two major sources of funding for case study CIDs, have also been used by 15 and nine CIDs, respectively.

Renewal, Dissolution and Oversight. As with governance, renewal requirements for CIDs are primarily determined by their governing authority's CID act. Four of the five case study CIDs have acts that contain a renewal or dissolution clause. However, there are key differences in the nuances of these clauses. Cobb County CID's act, which governs Cumberland CID, specifies that members must vote to renew the CID every six years or it will automatically be dissolved. The other three case study CID acts require that a vote be held every six years that allows a majority of owners in number and property value (75 percent) to vote to dissolve the CID; otherwise, the CID is automatically renewed. Most case study CIDs report relatively low member engagement and turnout at elections. However, having an automatic dissolution vote may prompt members to be more active in evaluating whether the CID is meeting member expectations. Of the four case study CIDs that required renewal, all had been renewed at least once. Representatives from the case study CIDs noted that none had been concerned about renewal, citing the tangible benefits most members experienced. According to the case study CIDs, the top benefits for their members are leveraging public funding, increasing property values and improving accessibility and safety within the district. The differences in renewal requirements reflect the variation within all of Georgia's CID enabling acts.

None of the case study CIDs operate under a CID act that requires reporting of any kind. Four CIDs provide performance and/or financial reports to either CID members or external entities, such as donors. Of these four, three case study CIDs have made at least one report available to the public through their websites.

Conclusion. The pre-interview questionnaire results set the stage for more detailed case study profiles of the five CIDs. Although some of these findings were reflected in the larger population of CIDs, the case study profiles illustrate some of the variety among CIDs. The following CID profiles are structured in chronological order by creation, starting with the oldest case study CID (Cumberland CID) and ending with the newest case study CID (Georgia Gateway CID).

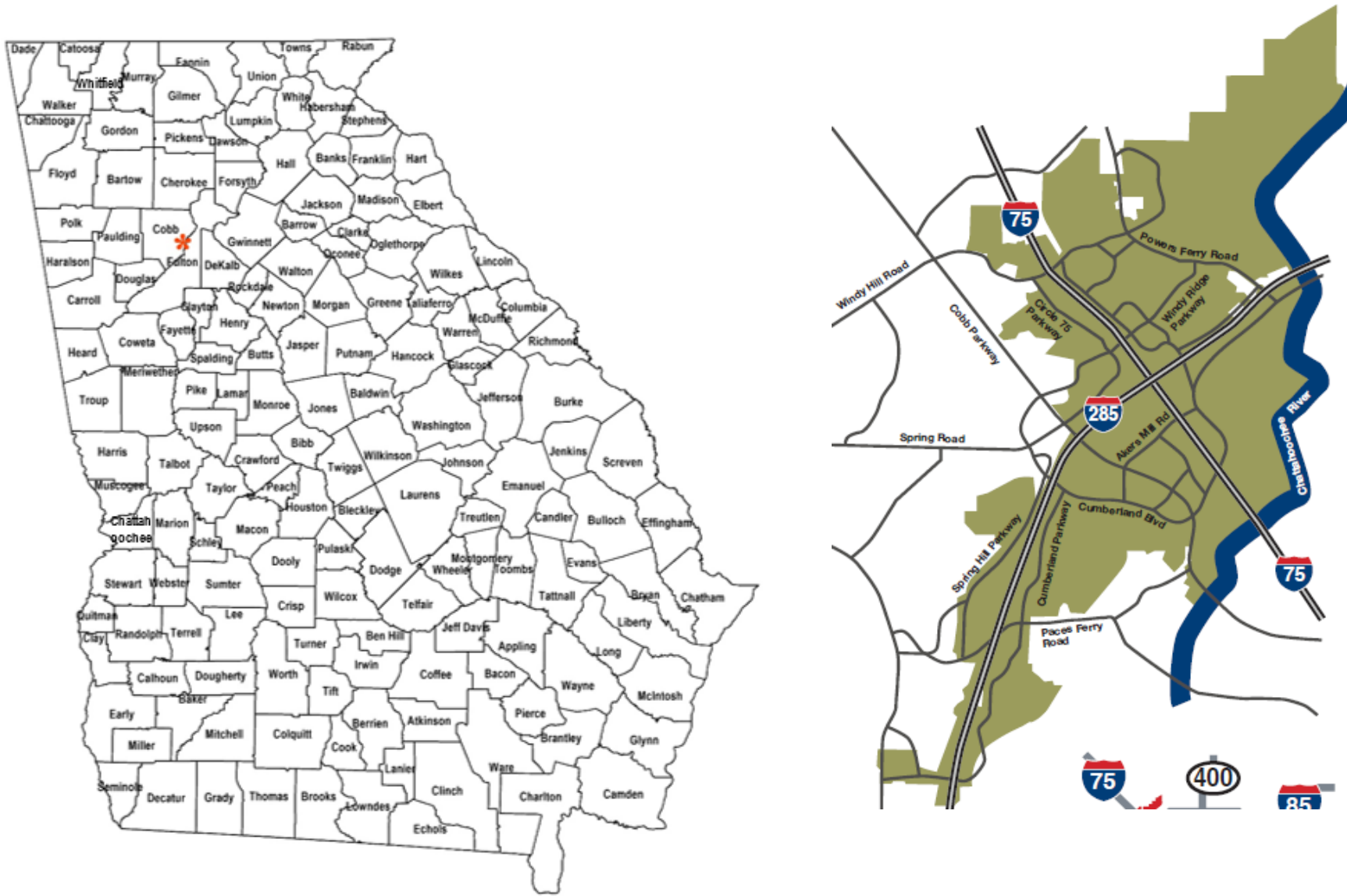
3.2 CASE STUDY CID PROFILES

3.2.1 Cumberland CID (CCID)

Cumberland CID (CCID) is the oldest CID. As described in previous sections, the group of property owners that subsequently formed CCID helped champion the state's constitutional amendment enabling CIDs. Currently, CCID covers nearly seven square miles and is located in the Cumberland area of unincorporated Cobb County, located between Atlanta and Marietta (see Figure 4).¹ In its 28 years, CCID has provided a wide range of services that include transportation and capital improvements, community services, land use planning (in collaboration with Cobb County), beautification and transit planning. However, CCID's main priority remains transportation and transit infrastructure.

¹ Map courtesy of the Cumberland CID (www.cumberlandcid.org).

Figure 4. Map Showing CCID's Location in Georgia and Map of CCID Boundaries

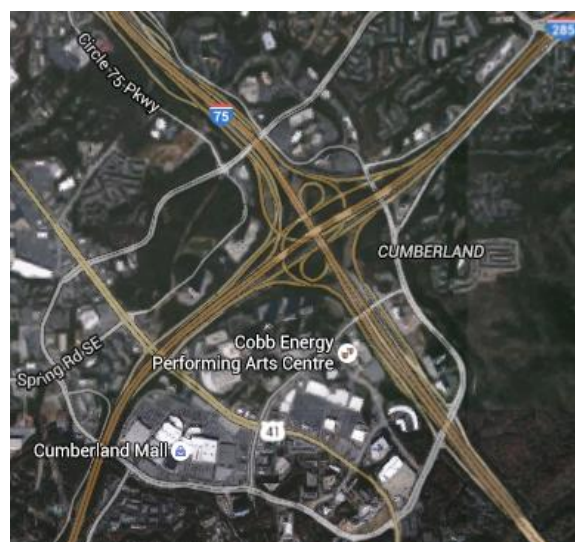


Creation and Evolution. CCID was spearheaded by John Williams, a local developer, and other prominent area business leaders in the 1980s. The Cumberland area had a regional mall, a burgeoning office bedroom community, and it was emerging as an economic hub, especially with its proximity to two major highways (I-75 and I-285). However, Cumberland lacked the adequate transportation infrastructure to support this role. Williams and other members of the Cobb County Chamber of Commerce visited Virginia and observed the role that the state’s community improvement districts had played in leveraging external funds to address similar transportation issues. Using a model similar to Virginia’s community improvement districts, Williams and other business leaders effectively lobbied the Georgia legislature and other area property owners. CCID was officially created as the first Georgia CID in 1988.

The CID has evolved substantially since inception, both externally in the greater Cumberland area and internally within the CID. CCID expanded its borders four times and now covers 6.5 square miles. From 1988 to 2015, the CID’s property tax revenues grew from \$2 million to more than \$5 million.⁵⁴ To date, CCID has collected more than \$130 million in assessments and leveraged this revenue into approximately \$500 million of projects.⁵⁵ External factors, such as changes in the greater Cumberland area, have also impacted CCID. More than 60 percent of the Cumberland area now is commercial property, with much of this base located within the CID. According to CCID promotional materials, the greater Cumberland area has seen its commercial property values more than double since 1990.⁵⁶ Additionally, Cobb County is constructing a new multipurpose sports, entertainment and recreation facility that will be used by the Atlanta Braves baseball team.⁵⁷ Promotional materials for the new ballpark estimate that Braves-related growth, including a mixed-use development, will generate an additional \$84 million of earnings within Cobb County over the next 30 years.⁵⁸

CCID’s project portfolio has also changed over time. At its inception, CCID focused primarily on capital-intensive and alternative transportation projects.

(See the Cumberland Boulevard Loop Road and transportation management association in Table 16 and the photo to the right.) Around the early 2000s, CCID began to branch out into beautification services, such as streetscaping (landscaping and beautification focused around roadways). In 2001, CCID also created the first Blueprint Cumberland plan with funding from ARC’s LCI initiative. The plan has been updated every five years (most recently in 2011), and it details the CID’s vision for projects, land use, market zoning and other recommendations. Although its portfolio has expanded, CCID’s mission has remained to protect and grow property values, primarily by increasing mobility through enhanced transportation access.



Cumberland Boulevard Loop Road

*Photo taken from Google Maps.
(<https://www.google.com/maps>)*

CCID's current services encompass broader transportation infrastructure, such as trails, parks and transportation demand management systems; planning, including land use planning; and beautification. As of 2015, CCID's capital project portfolio included 22 projects valued at \$220 million, representing trail and park improvements, pedestrian and beautification improvements, and road, bridge and interstate access projects.⁵⁹ Table 16 describes several key projects that illustrate the range of CCID's portfolio over time.

Table 16. Selected Cumberland CID Projects

	CUMBERLAND BOULEVARD LOOP ROAD	COMMUTER CLUB TRANSPORTATION MANAGEMENT ASSOCIATION (TMA)	AKERS MILL TRAIL
Type	Road building	Alternative transportation program	Trails and greenways
Year initiated	1993	1996	2011
Status	Completed	Ongoing (recurring program)	Completed
Project cost (approximate)	\$300 million	\$18 million	\$6.5 million
Funding sources (other than CID)	Federal, state and county	Georgia Department of Transportation (GDOT)	Federal funds (western half of the trail only)
Partners	Cobb County	GDOT's Georgia Commute Options (now the administering body)	National Park Service
Description	This 5-mile loop road, encircling the I-75/I-285 interchange (see map above), connected the Cumberland area. CCID worked in partnership with Cobb County and completed the road project in multiple segments. The entire road was completed in 2003.	The Commuter Club TMA was initiated by CCID and partners with local businesses to provide alternative options to commute to work for riders through telework, carpool, vanpool and other types of shared travel. As the program evolved, CCID partnered with GDOT and other state agencies, who eventually took the lead on alternative transportation programs, including the TMA.	Cumberland CID identified a need to connect the Silver Comet Trail to the Chattahoochee River National Recreation Area (CRNRA) with a trail. CCID's Akers Mill Trail is broken into two halves. The western portion of the trail provides a path through the CID's commercial area. The eastern half of Akers Mill Trail is a greenway. This multi-use trail is intended for cyclists, pedestrians and other users, as well as to expand access to the CRNRA.
Other	Approximately 50,000 vehicles travel along Cumberland Boulevard per day.	Reduced 757,000 vehicle trips, 26 million vehicle miles, 8,800 tons of pollutants, and saved commuters \$16.6 million since inception	The Akers Mill Trail project connects several existing multi-use trails for a 25-mile trail network. Connected trails include the Silver Comet Trail, Bob Callan Trail and Cochran Shoals Trailhead.

Governance. CCID's governing authority is Cobb County, as the CID is located entirely in unincorporated Cobb County. The CID's board of directors has seven members and includes both elected and appointed positions. The board has one representative who is appointed by the Cobb County Board of Commissioners; the representative must be a commercial property owner within the district. This representative is not term-limited but serves at the pleasure of the board of commissioners. The remaining six members are split equally in equity and single-voter positions, serving three-year staggered terms.

Each year, members elect one equity and one single-voter position. CCID members must be physically present to cast their votes; members may not send a proxy to vote on their behalf. Average tenure for board members is approximately 12 years (four terms), with one original board member still actively serving.

Administration. CCID has a management agreement with the Cobb County Chamber of Commerce. All CID employment is outsourced to the chamber; CCID is both housed at and staffed by the chamber. The chamber hires staff that are fully dedicated to CCID, which pays these staff members' salaries. CCID pays the chamber administrative fees for human resources, accounting and other support services. Malaika Rivers, CCID's executive director, was hired in 1996 as the first full-time staff dedicated to CCID. Due to concerns regarding increased traffic congestion due to the 1996 Atlanta Olympics, Rivers implemented the Commuter Club program (more details in Table 16 above). As CCID's project portfolio grew, additional staff were dedicated to CCID. Currently, capital improvement projects comprise the majority of the CID's portfolio.

In addition to CCID's projects, the CID has also expanded its borders four times, mostly to add a few adjacent parcels. The most recent expansion, however, was to include approximately one square mile of the Chattahoochee River National Recreation Area, national park land that is adjacent to the CID. CCID worked with the National Park Service (NPS) and funded a study on a potential trails system in this area. NPS approached CCID about implementing some of these improvements; however, CIDs can only fund and implement projects within their borders. CCID requested the inclusion of the park land from Cobb County and received approval. The CID does not receive property assessments from the national park land, though, as it is federally owned and thus exempt from assessment. Although CCID does not have a formal agreement with NPS, it plans to work with NPS on proposed projects in the park land.

To implement projects like the trails development, CCID usually works with the county (Cobb County DOT) or the state (GDOT). The CID typically manages the design and financing portions of project management, and its partner manages the construction and implementation. This process is outlined below:

- The county, CID or another actor identifies a needed project.
- CCID typically contracts out the concept and design work to a qualified third party, and the CID assembles the needed funding from available sources.
- Depending on the project, CCID signs a project framework agreement with GDOT or a county framework agreement with CDOT.

- GDOT or CDOT manages the project implementation, including bidding out the actual construction, with an assigned CCID project manager providing technical support.

For larger capital improvement projects, this process can range from seven to 10 years for the concept to be fully implemented. CCID managed construction directly once for a trails project. However, the CID ran into difficulties with the contractor because CCID did not own the right-of-way for development. Thus, CCID typically prefers to have the county or state manage construction, depending on which entity owns the right-of-way for development.

Financing. CCID uses a variety of financing mechanisms, primarily relying on revenue from its property tax. The maximum millage rate allowed by the Cobb County CID Act is 5 mills. CCID has had a millage rate of 5 mills since inception. The millage rate is voted on annually by the board.

Recently, a separate special services tax district (SSD) was created by Cobb County to fund Braves-related development. Although the SSD is a completely separate entity, the SSD's borders largely overlap with CCID, and the SSD collects an additional 3 mills on commercial properties in the area. The SSD also includes multifamily residential properties within the portfolio of taxable property. CCID discussed reducing its millage rate to mitigate the impact of the SSD, but it decided to maintain its 5 mill rate.

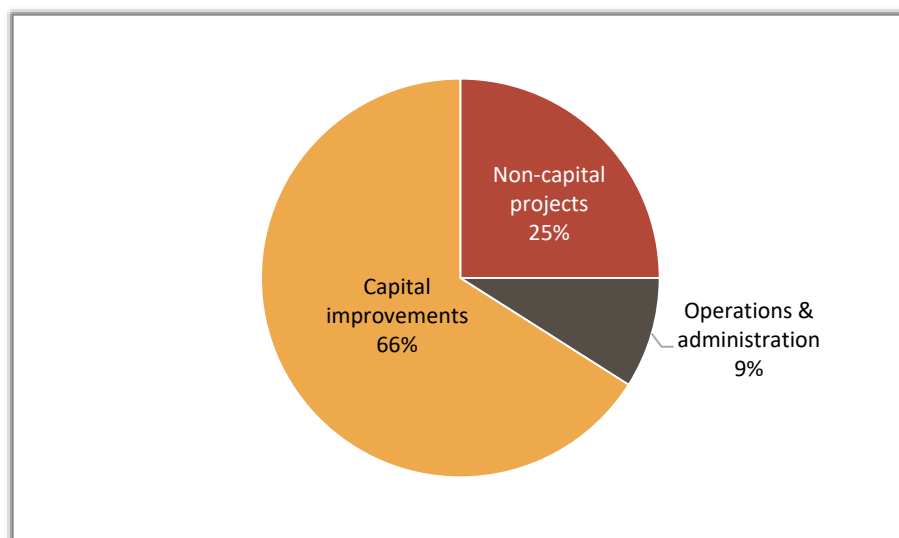
Other mechanisms used by CCID to fund projects include local, regional, state and federal funding. CCID has received some funding from Cobb County's SPLOST. CCID also has used regional and state grants from entities including GTIB, GDOT and ARC. For federal funds, CCID must typically partner with its governing authority to qualify for funds, such as the U.S. Department of Transportation's Public Lands Highways program. Many of these mechanisms require, or strongly encourage, a match and only provide partial project funding. Thus, CCID's ability to leverage funds is a significant contributor to its ability to obtain funding. CCID's experience has been that local-level funding is often faster and easier to obtain than regional, state or federal funding. However, the amount of funding from local sources is typically smaller than what can be obtained from regional, state or federal sources. Determining appropriate financing mechanisms for certain projects often becomes a time value of money consideration for CCID.

CCID has committed funds to several large, long-term capital improvements. For example, the CID committed \$10 million over the next five years to Cobb County.⁶⁰ These funds are to finance the infrastructure and other eligible expenses for the new ballpark in Cobb County.^m Other long-term financing includes a \$5 million commitment for a new pedestrian bridge over I-85 linking the galleria and the new stadium and \$5 million for the Windy Hill Road improvement project. For these large capital projects, CCID has considered bonds but decided to use other financing options due to the long-term commitment inherent with bonds. CCID took out a \$5 million letter of credit from a commercial bank to assist with cash flow if needed, but the CID has not used the letter of credit to date. The CID also invests some of its savings through the Bank of North Georgia.

^m Eligible expenses refer to the allowable services outlined in the Cobb County CID Act.

CCID has a relatively large budget compared to the other case study CIDs. CCID is well established with a large tax base, and its district is primarily composed of commercial property. CCID's FY 2014 revenues were approximately \$5.4 million, with expenditures at \$7.6 million. The disparity between expenditures and revenues was covered through the CID's cash reserves from previous years' assessment revenues. Most of CCID's expenditures are part of its ongoing capital improvements portfolio; these projects typically last at least five years. The nature of CCID's long-term capital projects portfolio can create differences in yearly revenues and expenditures depending on its capital commitments for the year. Based on the CID's estimated FY 2016 allocations as shown in Figure 5, the majority of budgeted expenditures are for capital improvements, followed by noncapital projects (including feasibility studies, landscape maintenance and beautification). The CID's budgeted administrative costs are below 10 percent of its allocations.⁶¹

Figure 5. CCID FY 2016 Budget Expenditure Allocation



Renewal, Dissolution and Oversight. Per the Cobb County CID Act, CCID is automatically dissolved after six years unless members vote to adopt a resolution that renews the CID. The voting process is similar to the board member election process; members must be present at the vote, which is held at the Chamber of Commerce, and a majority of owners by number and property value must vote in favor of renewing the CID. CCID has been renewed six times to date and is currently renewed through 2024. Due to the long-term nature of several project commitments, CCID held its sixth term renewal vote in 2015 rather than in 2018. Representatives from CCID reported that there have not been concerns at any point that the CID would not be renewed. However, to continue ensuring that the CID was valuable during the recession, CCID focused more on low-cost, high-value projects such as landscaping and beautification projects to maximize output with reduced costs.

CCID provides an annual report to members as well as to the Cobb County Board of Commissioners. The CID also submits performance and financial reports to external donors based on donor funding regulations. CCID also conducts its own annual audits. Although not required in the Cobb County CID Act, CCID shares much of its financial, performance and other information on its website (<http://www.cumberlandcid.org/>).

Conclusion. CCID, as the original CID, has had a significant influence on later CIDs. It emerged in the suburbs of metro Atlanta in an up-and-coming commercial area and focused on improving access through capital-intensive and alternative transportation projects. Over time, the CID expanded to incorporate more beautification, planning and economic development services. The growing, commercial property base that comprises CCID has enabled the CID to fund an increasingly larger project portfolio and commit to long-term projects.

3.2.2 Downtown Atlanta Community Improvement District (DACID)/ Atlanta Downtown Improvement District (ADID)

The Downtown Atlanta Community Improvement District (DACID) is most often referred to as the Atlanta Downtown Improvement District (ADID), its nonprofit arm that manages DACID's service provision. DACID is the second oldest CID in Georgia, formed in 1995. DACID/ADID's mission is to build a vibrant community in downtown, with strong leadership and sustainable infrastructure that is safe, livable, diverse, economically viable, accessible, clean, hospitable and entertaining. ADID provides a range of services but primarily focuses on "clean and safe" projects, including beautification, cleaning and an ambassador force. DACID shares more similarities with the other southeastern states' BIDs than it does with CCID, though it has more recently invested in a large, alternative transit infrastructure project. Figure 6 belowⁿ shows DACID's location in Fulton County as well as a map of its borders in downtown Atlanta, which is roughly bounded by "North Avenue on the north, Memorial Drive on the south, Piedmont Avenue and the Downtown Connector on the east, and the Norfolk-Southern rail line on the west."⁶²

ⁿ Map courtesy of ADID.

Figure 6. Map Showing DACID's Location in Georgia and Map of DACID Boundaries



Creation and Evolution. Central Atlanta Progress (CAP), a local business association, wanted to help downtown Atlanta “put its best foot forward” in advance of the 1996 Olympic Games. Business owners believed that downtown lacked adequate public safety, hospitality and sanitation. As a membership association with fluctuating revenues, CAP was interested in addressing these issues through the more stable property tax revenue stream offered by the CID model. Although CCID set the precedent for services provided by CIDs, CAP wanted to provide beautification, cleaning and marketing services. When designing DACID, CAP looked to other states’ business improvement districts, such as Philadelphia BIDs, rather than to CCID for inspiration. After determining that it wanted to create a CID, CAP engaged in a long buy-in campaign to convince commercial property owners, especially the larger owners, that the CID was a worthwhile investment. This process involved door-to-door campaigning in some instances, such as engaging with Georgia Pacific, one of the large property owners in the area. CAP worked with a variety of stakeholders during the formation process, including commercial property owners and elected officials and other government officials. In 1995, DACID and ADID were created and quickly began implementing projects in advance of the Olympics.

Like CCID, DACID/ADID has grown over time. ADID was originally formed around “clean and safe” projects, with its Clean Team providing most of the “clean” services and its Downtown Ambassadors providing the “safe” aspect (see Table 17 for more details). In the early 2000s, ADID expanded into capital-intensive transportation projects, starting with planning and transportation studies, to further improve the district. ADID also provided more economic development and planning services as it evolved. ADID received LCI funding in 2001 for a district plan that helped set the vision for CID projects. This plan is incorporated into CAP/ADID’s larger “Imagine Downtown” planning initiative, last updated in 2009.

The landscape of the CID has changed as well. DACID has expanded its borders twice and now comprises approximately 2.6 square miles.^o Externally, the downtown Atlanta area has seen significant development in retail, housing and office spaces since 1995. ADID’s promotional materials cite that total assessed property value in the downtown Atlanta area more than doubled between 2003 and 2010.⁶³

Currently, ADID’s portfolio of services covers transportation and transit, economic development, planning, beautification, and public safety, hospitality and engagement. Although ADID’s focus has remained its “clean and safe” services, its projects have become larger in scope and more diverse in nature. In 2014, ADID’s portfolio comprised more than 18 projects valued at over \$16 million and included



Atlanta Streetcar

© Atlanta Streetcar (<http://streetcar.atlantaga.gov/>)

^o Estimated using mapping software and general boundaries (www.mapmyrun.com).

landscaping, sidewalk improvements, park operations, signalization and bicycle lanes. Several key projects that illustrate ADID's portfolio over time are described in Table 17.

Table 17. Selected Downtown Atlanta Community Improvement District Projects

	DOWNTOWN AMBASSADORS	ATLANTA STREETCAR	DOWNTOWN DAFFODILS – LIVING HOLOCAUST MEMORIAL
Type	Supplemental security and hospitality	Alternative transit infrastructure	Beautification
Year initiated	1996	2001	2014
Status	Ongoing	Construction completed, ongoing operations and maintenance	Ongoing
Project cost (approximate)	\$3.3 million annually (not including capital costs)	\$92 million (initial capital commitment of \$6 million from the CID)	\$50,000
Funding sources (other than CID)	N/A	City of Atlanta ARC Federal DOT Transportation Investment Generating Economic Recovery (TIGER) funds	In-kind and monetary donations from businesses and nonprofits Partnerships with downtown commercial property owners
Partners	N/A	GDOT (regulatory agency), MARTA, city of Atlanta, and DOT	Downtown commercial property owners
Description	Originally modeled on a similar Philadelphia program, ADID's ambassadors provide additional security and hospitality. Ambassadors are unarmed but are in radio contact with the Atlanta Police Department. Additionally, ambassadors provide directions, activity suggestions, patrolling and safety escort services, and emergency medical assistance. The Ambassador Force is on patrol from 7-12 a.m. Monday-Saturday and 8-11 a.m. on Sundays.	ADID researched and helped champion the Atlanta Streetcar since 2001. The project was modeled on the Portland, Ore.'s streetcar. The Atlanta Streetcar is an electric, alternative transit vehicle (see photo on page 47) that helps to connect the eastern and western sections of downtown. The streetcar's goal is to improve mobility and promote economic development in downtown. As a partner, ADID financially supports operations ^P and provides subsequent economic development and marketing support for the streetcar.	Downtown Daffodil is part of a worldwide Daffodil Project to create a Living Holocaust Memorial. Volunteers help to plant daffodils, which represent the stars Jewish citizens were required to wear during the Holocaust. ADID sponsors a monthlong celebration annually that includes walking and biking tours, local restaurant and hotel specials, and a social media campaign highlighting the flowers.

^P ADID provides financial support for operations; however, the city of Atlanta and the Metropolitan Atlanta Rapid Transit Authority (MARTA) are in charge of streetcar operations.

	DOWNTOWN AMBASSADORS	ATLANTA STREETCAR	DOWNTOWN DAFFODILS – LIVING HOLOCAUST MEMORIAL
Other	Currently, 67 ambassadors cover most of the CID boundaries on foot, bike or Segway. On average, annually they provide more than 5,000 safety escorts to cars, rail stations and other destinations; conduct more than 600 medical and auto assists; and help more than 800,000 visitors with directions, recommendations and other information.	Covers 2.7 miles and has 12 stations. As of December 2015, the streetcar had had more than 800,000 passengers. Since the streetcar was constructed, more than \$561 million has been invested in neighborhoods near the streetcar, and ADID holds monthly programs to promote businesses in the area.	Planted 130,000 daffodils, received 110 photo entries and more than 1,100 votes in the Downtown Daffodil photo contest, and received the IDA Downtown Pinnacle Award. Of the Living Holocaust Memorial locations, ADID has planted the most daffodils to date.

Governance. DACID’s governing authority is the city of Atlanta, as the CID is located entirely within city boundaries. ADID is a nonprofit corporation established by DACID to “exercise and fulfill all of the powers, duties, and obligations of the DACID.”⁶⁴ Both DACID and ADID are governed by the same nine-person board of directors, which comprises both elected and appointed positions. The board has three appointed representatives, with one appointed by the mayor of Atlanta, and two by the Atlanta City Council president, one of which is the relevant district representative. Appointees serve four-year terms. The relevant district member is the city council representative under which most of the CID’s borders fall, which previously was District 2. However, the city of Atlanta recently redistricted, and now DACID overlaps with multiple city districts. DACID had to conduct its own analysis to determine the district with which it overlapped the most. DACID determined that this was District 4, but the CID is waiting for the Atlanta City Council to affirm this and appoint a new representative.

The remaining six board members are split, with one position elected by single majority vote and the other five by equity, all serving four-year staggered terms. DACID advertises the Caucus of Electors as required by law and sends out a notice to members 60 days prior to elections. During the election, members must be physically present, and voting is done by ballot. Large property owners within the district have the most equity votes, and the majority of positions are equity elected. Thus, most of the board members reflect the largest property owners in the district, such as Georgia-Pacific and The Coca-Cola Company. DACID has had some turnover on the board, but the average tenure is one to two four-year terms. Board members generally turn over because of factors external to the CID, such as moving or changing jobs.

Administration. As the CID was being created, CAP decided to leverage existing operations and share overhead and management staff with DACID and ADID, rather than hire duplicate staff. CAP, a 501(c)4 nonprofit membership association, manages DACID and ADID, which is incorporated as a 501(c)3 nonprofit. CAP has a management contract with DACID/ADID and receives a fee for these services, such as marketing. However, most DACID/ADID staff, such as the ambassadors, are directly employed by the CID. The number of staff working on DACID/ADID-related tasks, as well as CAP’s management fee, have

increased over time. DACID/ADID's core management staff have been relatively stable. Currently, CAP, DACID and ADID have approximately 70 full- and part-time employees, including the Ambassador Force.

DACID/ADID staff have developed project management processes to supervise the CID's large portfolio of programs. Projects are usually identified in partnership with the city of Atlanta and other relevant actors during the Imagine Downtown planning process. The Imagine Downtown plan is incorporated into the city's comprehensive plan. The role of ADID and other entities, such as the city, varies by type of project. More capital-intensive infrastructure projects, such as bike lanes, are overseen by the city of Atlanta but contracted out to ADID for management through a project management agreement. Funding for capital-intensive infrastructure projects, such as GDOT funds, is usually given directly to the city rather than to the CID. Bidding for the design, implementation and construction of infrastructure-intensive projects may either be handled by the city or ADID, depending on the project's funding source requirements. Regardless of which entity handles each task, final designs are approved by the city and the funder.

Conversely, ADID more directly manages less capital-intensive projects, such as beautification. For example, the city of Atlanta signed a cooperation agreement with ADID at the CID's inception to provide maintenance services, like streetlights and landscaping. ADID directly handles contracting and program management for maintenance services. Similarly, ADID directly manages its public art and park improvements but also coordinates on these projects with the city. An example of this type of project is the Downtown Daffodils. Both the beautification and maintenance types of programs are largely contracted out, with ADID staff acting as program managers. However, ADID's Ambassador Force is handled in-house. The Ambassador Force staff are direct employees of DACID/ADID and are supervised by the operations and public safety team. Each program is unique in its project management. Such differences in management across projects are largely the result of the type of program (such as capital-intensive infrastructure, beautification/maintenance and public safety) and the funding source (including federal, state, local or foundation funding).

In addition to staff and program management evolution, the CID's borders have changed over time. To date, DACID has expanded its borders twice. The first expansion was to include the area south of North Avenue, which now overlaps with the Midtown CID (created in 2000). In the overlapping area, DACID provides the clean and safe services while Midtown provides capital improvements. DACID's second expansion was southwest of Five Points MARTA station and was prompted by the request of property owners in the expansion area. For the future, DACID is considering another expansion into the Auburn and Edgewood areas around the Atlanta Streetcar.

CAP, DACID and ADID

- CAP, 501(c)4 – Provides overall management for DACID and ADID, including sharing management staff and overhead
 - DACID, CID – CID governing body. DACID sets millage rate, collects assessments and conducts elections
 - ADID, 501(c)3 – DACID's implementing body. ADID and DACID share a board, and all CID services are provided through ADID
-

DACID's tax base also has experienced change. The number and size of multifamily residential properties, especially mixed-use properties, have increased within downtown Atlanta in recent years. Additionally, Georgia State University — which is tax-exempt property — has bought multiple former commercial buildings within the district over the past decade. There also are many churches, nonprofit organizations and federally owned properties within the district that do not pay property tax. ADID had some initial success in requesting voluntary contributions from these institutions, but this has decreased over time. The result is that DACID has a growing number of parcels that indirectly receive services but do not help finance these services.

Financing. ADID uses a variety of financing mechanisms, primarily relying on revenue from DACID's property tax. At the beginning, DACID's millage rates changed slightly but were around 2.2 mills, which brought in approximately \$2 million in revenues. In 2002, following a strategic planning process resulting in a mission expansion, DACID began to raise the rate, which eventually reached 5 mills in 2005. The rate change enabled DACID/ADID to start working on capital projects that required more revenue. The millage rate has not changed since 2005. In the area south of North Avenue where ADID overlaps with Midtown CID, DACID assesses the original 2.2 mills and Midtown assesses 2.8 mills for a total of 5 mills, the same amount property owners in that area would pay in either CID.

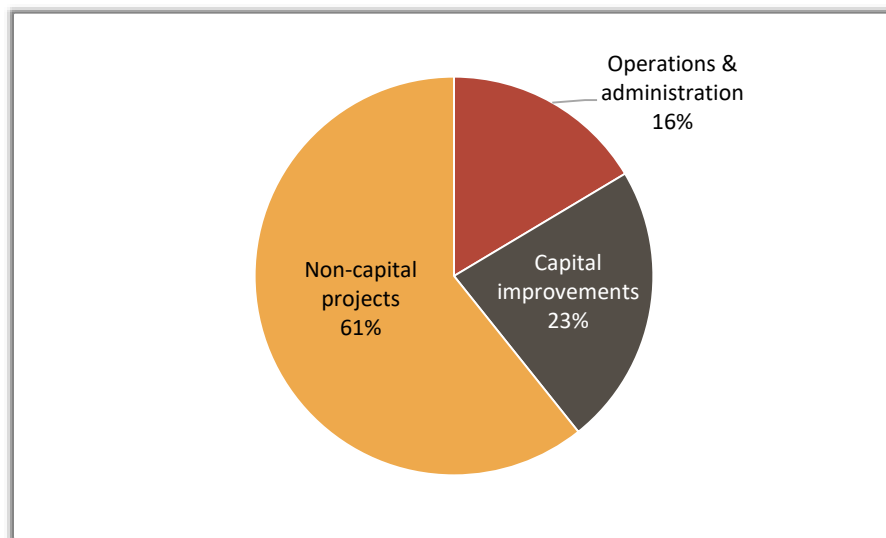
Other mechanisms used by ADID to fund projects include local, regional and state funding. ADID has contracted with local entities, including the city of Atlanta and Invest Atlanta (formerly known as the Atlanta Development Authority), to provide services such as sidewalk improvements, bicycle lanes and traffic signal upgrades in the district. ADID has also received grants from state and regional entities that include GDOT, the State Road and Tollway Authority's GTIB, and the Department of Community Affairs (DCA). For many of these entities, a funding match is required or strongly encouraged. For example, ADID installed new wayfinding signs in downtown Atlanta; 20 percent of the project was funded by DACID's property taxes, and the other 80 percent was funded by GDOT. For capital projects, ADID generally partners with the city or other entities, such as local foundations, but it funds some of the smaller projects directly. At the local level, ADID works with the city of Atlanta to streamline efforts. For example, the city recently issued an infrastructure bond that includes several projects that overlap with ADID's planned projects, such as the city's John Portman Boulevard repaving project and the joint ADID and PATH Foundation's Portman Boulevard project. ADID has offered to leverage its revenues to help fund these overlapping projects.

ADID also has considered issuing bonds but decided to use other financing options instead. ADID initially took out a letter of credit from a bank to enable cash flow during the CID's first year of operation, because initial revenues are not collected until the end of the year. ADID, like CCID, invests some of its income in CDs.

ADID has the largest budget of the case study CIDs. Although ADID covers a relatively small geographic area compared to the other case study CIDs, it has a dense base comprising many high-rise commercial property owners. ADID's FY 2014 revenues were \$7.9 million, with expenditures at \$9.4 million. ADID has committed more than \$12 million over the next 19 years for the maintenance and operations of the

Atlanta Streetcar, one of its long-term capital investments. Unlike CCID, ADID's expenditures are primarily for noncapital projects (including the ambassadors and projects such as the Downtown Daffodils), followed by capital improvements, as demonstrated in Figure 7. For example, the Ambassador Force's labor budget is approximately \$3.3 million annually, close to 33 percent of 2014 expenditures. ADID's administrative and operations costs are 16 percent of 2014 expenditures, slightly higher than CCID's.

Figure 7. ADID FY 2014 Expenditure Allocation



Renewal, Dissolution and Oversight. The City of Atlanta CID Act mandates that a vote be held every six years to dissolve the CID. If a majority of owners representing at least 75 percent of property value vote in favor of dissolving the CID, the board requests dissolution from the Atlanta City Council. This voting process is identical to that for electing board members. Representatives from DACID noted that there have not yet been concerns about renewal. Additionally, ADID surveys its members annually to determine if services are satisfactory. For its 20th anniversary, the CID conducted a more in-depth survey of members. Members reported overall satisfaction but requested more marketing activities and increased levels of “clean and safe” services.

ADID provides regular updates to its board members at meetings, which take place approximately eight times throughout the year. These meetings are open to the public. ADID also sends out newsletters about events and an annual report. Additionally, ADID submits grant reports as needed. The CID does not provide any routine written reports to the city or funders unless it is required to do so by the funding source. ADID also publishes its annual reports and much of its other qualitative information on its website (<http://www.atlantadowntown.com/>), though not required by the Atlanta CID Act.

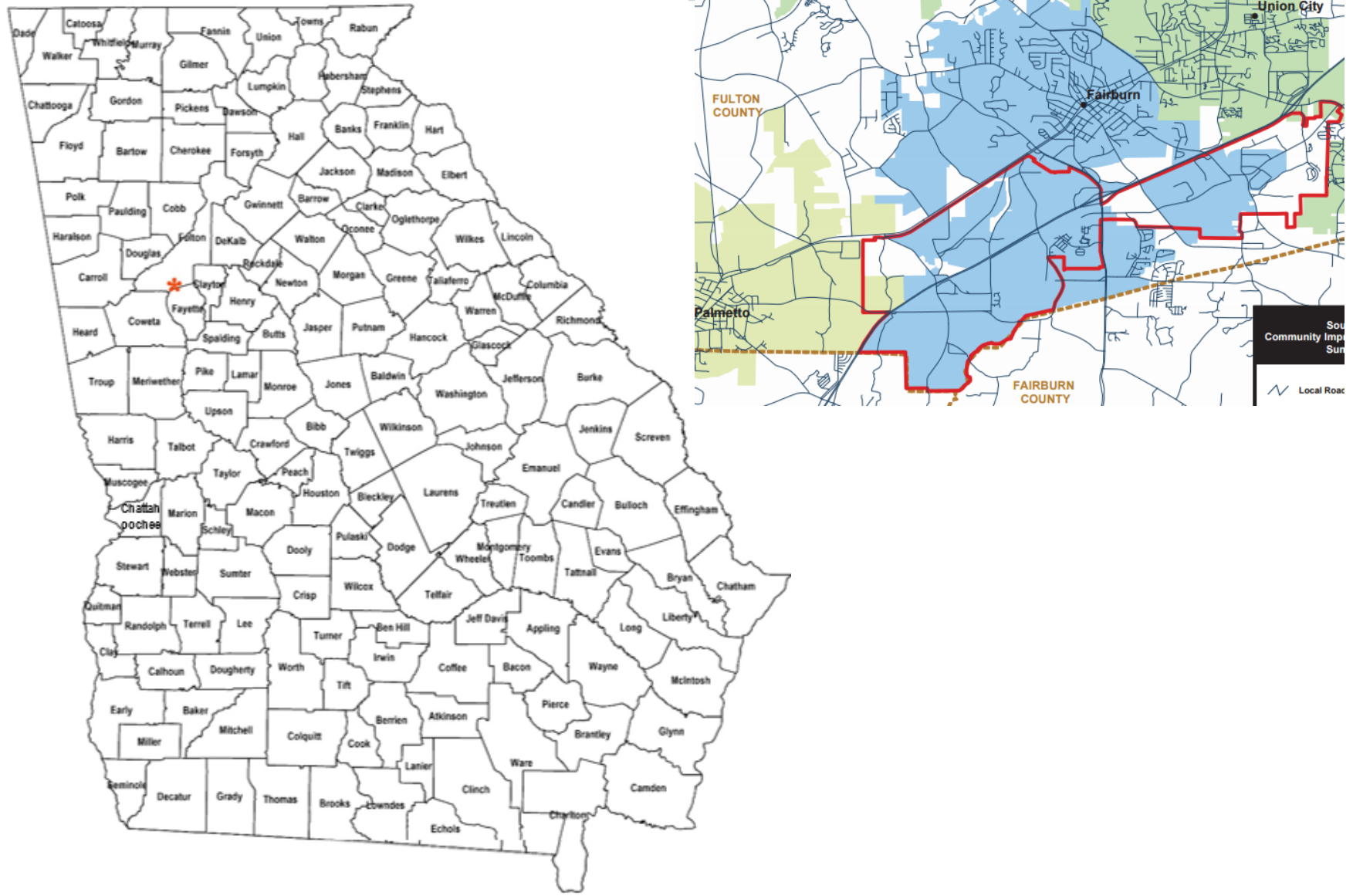
Conclusion. DACID/ADID was the second CID in Georgia, and it was established as a very different type of entity than CCID. ADID was created by a nonprofit association of business leaders in downtown Atlanta, with a dense commercial property base and a need for public safety and beautification prior to the 1996 Olympics. ADID also has changed over time, moving into capital-intensive and alternative transportation projects in the early 2000s. DACID's tax base has been impacted by the many changes in downtown, including the increasing prevalence of former commercial properties converting to public or residential use. However, layering DACID, ADID and CAP has allowed the CID to work together with the nonprofits and maximize its revenues to fund a growing project portfolio, including spearheading and committing to the Atlanta Streetcar.

3.2.3 South Fulton CID (SFCID)

The South Fulton CID (SFCID) was created in 1999 as a mechanism to promote economic viability within the community. Its mission is "to facilitate business and community development through transportation improvements in partnership with government officials, business professionals and members of the surrounding community."⁶⁵ SFCID is located in a peri-urban, primarily industrial area around I-85, with a large amount of freight and logistics traffic and a spread-out property base. Figure 8 shows SFCID's location within Georgia.⁹ The CID's main focus since inception has been transportation planning and implementation.

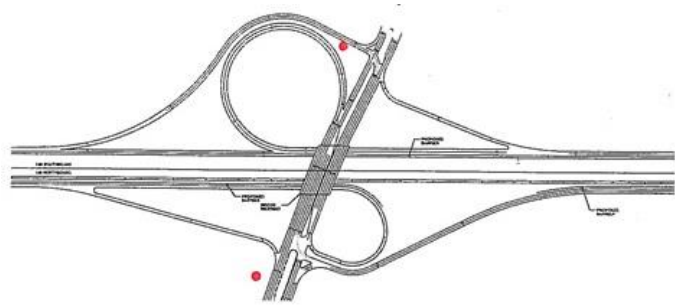
⁹ Map courtesy of SFCID.

Figure 8. Map Showing SFCID's Location in Georgia and Map of SFCID Boundaries



Creation and Evolution. Several key business owners in the area, led by large property owners M.D. Hodges, Exel and CSX, grew concerned about improving access to warehousing, manufacturing and industrial sites in the area. The first key project was addressing the railroad tracks crossing Oakley Industrial Boulevard. These tracks are used by CSX, a large rail and logistics company. Switching the railroad tracks could close the roadway for upward of 30 minutes and blocked a major access point for traffic, causing lengthy delays for vehicular and truck freight traffic. This and other transportation concerns caused the owners to look at the innovative CID model; at the time, there were four CIDs in existence and another two in the process of formation, largely in Fulton County. This group engaged elected officials and other commercial property owners to gain buy-in and eventually formed SFCID in 1999.

SFCID has not changed significantly since its inception. Its main services have always been in transportation improvements, though the scope and complexity of these services has increased over time. The CID is currently about 10.1 square miles (6,446 acres) and has expanded once to date. SFCID's services fall under the categories of transportation and transit, economic development and planning. Specific projects include road building and upgrades, signalization, intersections, stakeholder engagement, and planning and economic development with a transportation focus. The focus of these projects has remained largely the same since the CID began. Table 18 details two key projects that represent SFCID's portfolio over time.



SR 74 Partial Cloverleaf Interchange Design

© South Fulton CID (<http://southfultoncid.com/>)

Table 18. Selected South Fulton CID Projects

	OAKLEY INDUSTRIAL BOULEVARD UPGRADE	STATE ROUTE 74 INTERCHANGE
Type	Road improvements	Road infrastructure
Year initiated	2005	2012
Status	Completed	In progress
Project cost (estimated)	\$5.5 million	\$37.5 million
Funding sources (other than CID)	Federal, local and GTIB grants	Local, GDOT
Partners	City of Fairburn, Union City, Fulton County, GDOT, SRTA	City of Fairburn, Fayette County, GDOT
Description	Oakley Industrial Boulevard, which has a housing subdivision and school, is heavily trafficked by trucks, but it had no turn lanes, sidewalks or shoulders. SFCID managed the preliminary engineering and leveraged its revenues to receive funding from several sources. SFCID installed turn lanes, shoulders, sidewalks and turn signals on the portion of the boulevard that falls within SFCID.	According to SFCID, the interchange at State Route (SR) 74 and I-85 is one of the most congested in Atlanta. The SFCID partnered with the city of Fairburn and Fayette County to conduct an Interchange Modification Report. GDOT is currently funding the design, right-of-way and construction of a partial cloverleaf interchange (see photo on page 55) to improve traffic flow. The project is being managed through the city of Fairburn.
Other	The upgrades helped improve traffic flow along the boulevard. Its success prompted Union City to extend the upgrades past the CID's borders. A lesson learned for SFCID is to leave room for flexibility, as projects often have to adapt.	Current congestion at this interchange is predicted to increase by more than 50% by 2040.

Governance. Unlike ADID and CCID, South Fulton CID has multiple governing authorities: Fulton County and the cities of Union City, Palmetto and Fairburn. The CID's borders cover the cities of Union City, Palmetto and Fairburn as well as unincorporated Fulton County. However, Fulton County enables CIDs to use the Fulton County CID Act to cover all incorporated and unincorporated territory in the county. The CID is governed by a 10-person board of directors, which comprises both elected and appointed positions. The Fulton County CID Act requires one appointed representative from each city and two appointed representatives from the county. Appointees are not term-limited, but they serve at the pleasure of the governing authority that appointed them. The remaining five board members are split, with one position elected by single-vote and the other four by equity, all serving four-year staggered terms. SFCID has had some turnover on the board, but most members have served more than one term. No board member has been on the board since inception, though some companies, like CSX, have had representatives serving on the board since inception.

Administration. Once SFCID was created, the board hired an administrator. After a year, SFCID decided to contract out management to ARCADIS, hiring Joddie Gray as the administrator. When Gray left ARCADIS for UrbanTrans North America, SFCID transferred the contract to UrbanTrans, an urban and transportation planning and social marketing firm. UrbanTrans provides all administrative, marketing, planning, GIS and other requested services for the CID. SFCID also has an incorporated 501(c)4

organization and, through the nonprofit, lobbies elected and other government officials. SFCID added a part-time lobbyist several years ago to its budget. Overall, the administration of SFCID has changed little over time since contracting with Gray.

UrbanTrans also provides most of the project management services for SFCID. Like the other case study CIDs, SFCID's project management process is tailored to the project. However, there are some similarities among projects. Projects are identified either by the CID or by one of its governing authority cities (Fairburn, Union City or Palmetto). SFCID then contracts out the designs and preliminary engineering for most projects. However, GDOT paid and managed the design for the SR 74 interchange project (see Table 18). Depending on the funding source, SFCID or another entity will handle bidding out the construction contract(s). For example, the city of Fairburn usually handles bidding and contracting for federally funded projects. If the CID is solely funding the project, SFCID will manage bidding and contracting directly. When working with another entity (most often the city of Fairburn), SFCID enters into either a memorandum of understanding or a project framework agreement. Gray acts as the project manager for SFCID, overseeing its portfolio and reporting to the board. One illustration of SFCID's project management process is the Oakley Industrial Boulevard project, highlighted in Table 18. SFCID spearheaded the project, applied for funding and hired consultants for the design and preliminary engineering of the project. SFCID signed an agreement with the city of Fairburn, and the city hired right-of-way consultants and acted as the construction manager, contracting out the actual construction services. Because SFCID's projects are mostly capital-intensive transportation infrastructure projects, the Oakley Industrial Boulevard project is a good example of SFCID's project management process.

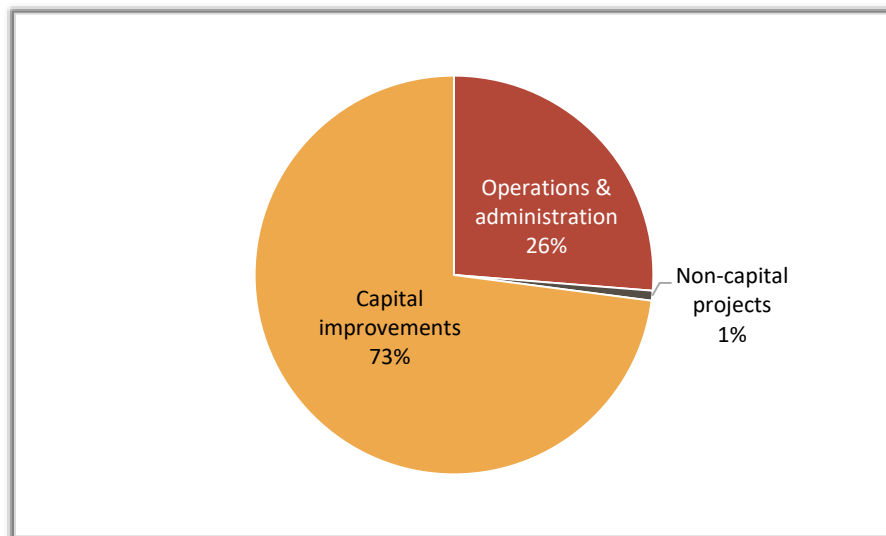
Similar to its staff and project management process, the landscape of the CID has evolved minimally since inception. SFCID has expanded its borders once, to the south along SR 74 and east toward Palmetto, a move which was initiated by the CID. The CID also is considering expansion south to the Fayette County border in the city of Fairburn and also southeast to the SR 138 interchange in Union City. SFCID is in the process of recruiting the necessary buy-in (a majority of owners representing 75 percent of value or more) in the annexation area. Additionally, the composition of SFCID has changed with the Union City and city of Fairburn annexations. SFCID's borders did not initially overlap with the city of Palmetto, but with the expansion, it was able to add a Palmetto appointee to the board.

Financing. SFCID's financing is primarily derived from its property tax revenues as well as state and federal funding. SFCID's millage rate has been 3 mills since inception, and, though the board discusses the millage rate every year, there has been no consideration of increasing or decreasing that rate. At the state and regional levels, some of SFCID's funders include GTIB and GDOT. To fund and implement its projects, SFCID often partners with one of its governing authorities, especially the city of Fairburn, as it is the largest municipality. For example, SFCID provided matching funds and partnered with Fairburn to receive GDOT and GTIB funds on the Oakley Industrial Boulevard project (for more details see Table 18).

SFCID has never considered bond financing but instead decided to use other financing options. The CID took out a GTIB loan for \$1 million to ensure cash flow during the first year of operations, but it did not use the loan. SFCID invests in Georgia Fund 1, an investment pool for local governments and other public entities.

SFCID has the smallest budget of the case study CIDs (excluding Georgia Gateway CID, which has not yet incurred expenses or collected revenue). SFCID covers a relatively large geographic area but is mainly comprised of parcels surrounding I-85. SFCID also has the lowest millage rate of the case study CIDs. SFCID's FY 2014 revenues were approximately \$600,000, with expenditures at \$500,000. Like CCID, SFCID's expenditures were primarily for capital improvement projects, as shown in Figure 9. About a quarter of the expenditures were for operations and administration costs, which includes UrbanTrans, a part-time lobbyist, legal counsel and board insurance. The smallest category is noncapital projects.

Figure 9. SFCID FY 2014 Expenditure Allocation



Renewal, Dissolution and Oversight. SFCID holds a vote every six years to dissolve the CID, as required by the Fulton County CID Act. As with board member elections, SFCID members must vote in person and cannot send a proxy to vote on their behalf. Generally, board members opt to vote by hand count rather than paper ballot. If a majority of owners representing at least 75 percent of property value vote in favor of dissolving the CID, the board requests dissolution from the Fulton County Board of Commissioners. To date, SFCID has not had any concerns about the dissolution vote; the next vote will be held in 2017.

SFCID provides regular financial reports to its board members. The CID tried sending a newsletter to members but found that it was not useful for members. Previously, SFCID posted its board meeting notes on its website but discontinued this practice due to low website traffic. Currently, SFCID does not provide any type of reports on its website (<http://southfultoncid.com/>) but does include information on some key projects. The CID is planning to distribute a transportation survey to CID members and the surrounding business community soon to gauge member satisfaction.

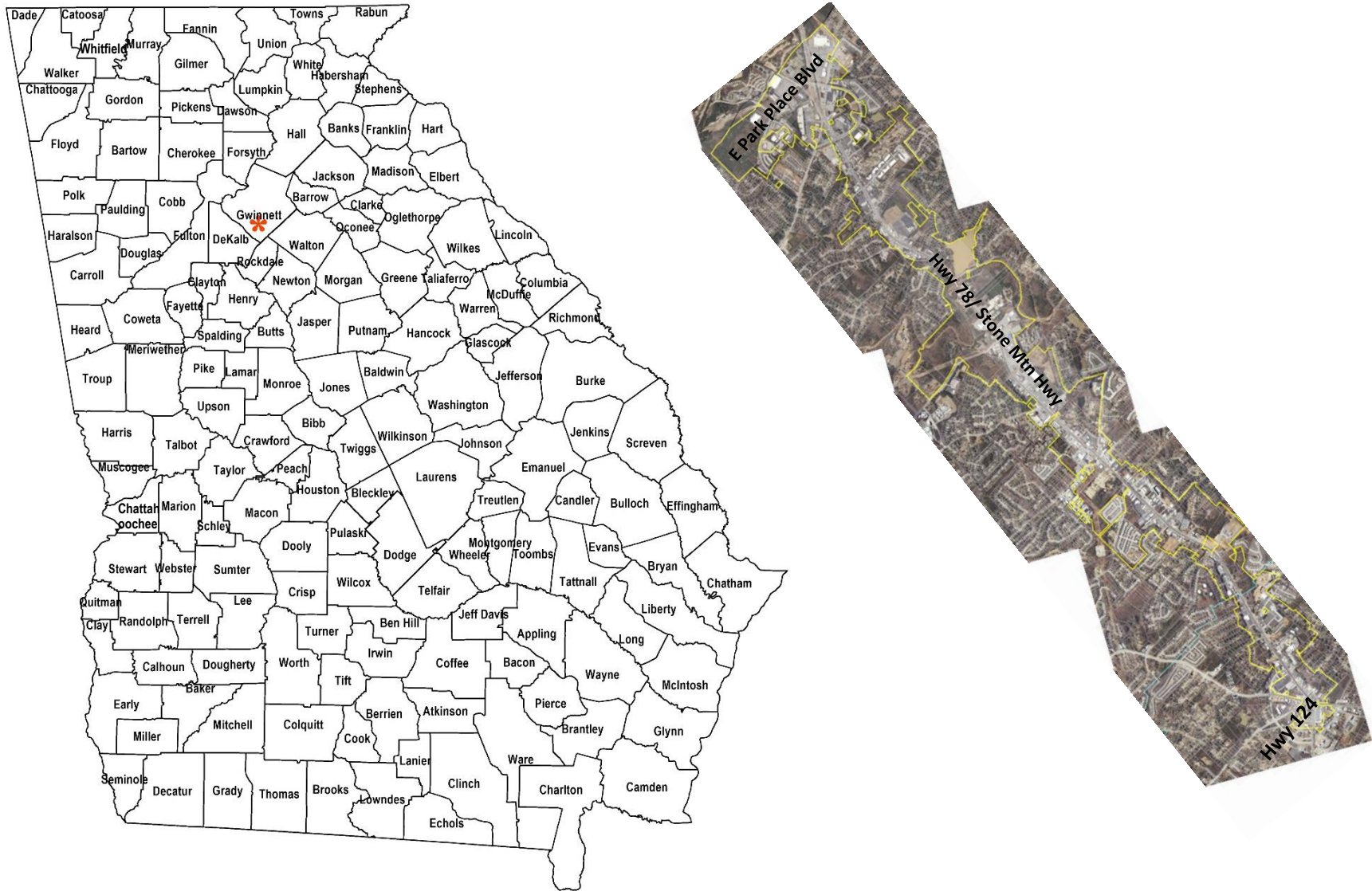
Conclusion. SFCID, like CCID, emerged to focus on transportation-specific issues. SFCID, however, was established in a peri-urban area, unlike CCID and ADID. SFCID’s service focus has not shifted over time; capital-intensive transportation projects still comprise nearly all of SFCID’s portfolio. These services reflect the needs of SFCID’s main property owners, which are largely concentrated in the freight and logistics industries. With a relatively low millage rate and a spread-out tax base, SFCID has the smallest budget of the CIDs but has leveraged this into several large-scale transportation infrastructure projects.

3.2.4 Evermore CID

Evermore CID was formed in 2003 (known at that time as the Highway 78 CID) for several purposes: “to establish a vibrant, upscale destination area; improve business development opportunities; and enhance property values by developing and promoting coordinated transportation and community character improvements to benefit property owners, business owners, and residents along the Highway 78 corridor.”⁶⁶ Evermore CID comprises 7.5 miles along Highway 78, and its base is largely suburban with several strip malls and other retailers located around the highway. Figure 10 show maps of the CID within Georgia and the CID alone.[†] Evermore provides a wide portfolio of services but focuses on transportation and beautification.

[†] Map courtesy of Evermore CID.

Figure 10. Map Showing Evermore CID's Location in Georgia and Map of Evermore CID Boundaries



Creation and Evolution. In 1989, GDOT installed a temporary, reversible lane system on Highway 78 near Snellville, Ga. The two center lanes of the six-lane road changed direction twice a day. Although safety measures were later implemented, the road had a high accident rate. In 2000, GDOT announced that a median would be installed in five years. However, there were concerns about the median's installation and resulting economic decline due to limited access to businesses. At a Gwinnett County Chamber of Commerce meeting in 2002, a group of property owners led by several individuals (including Emory Morsberger and Dwight Harrison) decided to take the lead on planning for the median as well as improving economic conditions along the highway. The group lobbied for support from large property owners as well as elected and other government officials. In 2003, the Highway 78 CID was successfully created.

After the CID was formed, it began a comprehensive plan for the district with LCI funding. The plan was completed in 2004 and linked planned transportation improvements with land use strategies for the district. Like CCID and ADID, the LCI plan became a guiding vision for Highway 78 CID's activities. At inception, the CID planned to provide beautification and capital-intensive transportation services. As the CID evolved, it changed its name from Highway 78 CID to Evermore CID in 2007 to reflect a broader focus and portfolio. Evermore CID also updates its LCI plan every five years, with the most recent iteration in 2015.

Evermore CID's boundaries have not changed significantly since inception, though one parcel not previously within the district later asked to join the CID. The CID is approximately 4.7 square miles and is primarily concentrated around Highway 78.⁵ Since the CID's inception, traffic along Highway 78 has increased to 94,000 vehicles per day. However, the CID's assessed property value decreased from approximately \$180 million in 2010 to slightly more than \$170 million in 2015.⁶⁷ The loss in property values is mostly the result of an undeveloped, commercially zoned property in the CID's tax base that lost property value following the Great Recession and has not returned to pre-recession values since.

Evermore CID's current services encompass transportation and transit; economic development; planning; beautification; public safety, hospitality and engagement; and storm water, sewage and water services. The CID originally formed around a single issue — the removal of reversible lanes and median installation — but has since taken on a wider portfolio. As of 2015, Evermore CID's planned capital project portfolio was nearly \$25 million.⁶⁸ However, the CID's main areas of focus are still transportation, landscaping and



Yellow River Pedestrian Bridge

© Evermore CID (<http://www.evermorecid.org/>)

⁵ Estimated using mapping software and general boundaries (www.mapmyrun.com).

economic development. Public safety also has been part of its portfolio at various points in time; Evermore previously contracted with a third party to provide unarmed security guards that patrolled district businesses, such as car dealerships and retail outlets, at night. These guards provided safety escorts for employees and roadside assistance to drivers. However, the CID decided not to renew the guards in 2014, though it will consider providing security guards again in the future. Several key projects that illustrate the Evermore CID's portfolio over time are described in Table 19.

Table 19. Selected Evermore CID Projects

	U.S. 78 AT WALTON COURT REALIGNMENT	YELLOW RIVER PEDESTRIAN BRIDGE	LANDSCAPING ON HIGHWAY 78
Type	Road improvements	Alternative transportation infrastructure	Beautification
Year initiated	2005	2005	2007
Status	In progress	Completed	Ongoing (recurring program)
Project cost (approximate)	\$1.7 million	\$886,032	\$2 million
Funding sources (other than CID)	Gwinnett County SPLOST, GDOT, US DOT, SRTA, ARC's LCI	Gwinnett County SPLOST, Federal	GDOT (gateway improvements only)
Partners	Gwinnett County, ARC, GDOT, US DOT, SRTA	Gwinnett County, GDOT	GDOT
Description	Currently, Walton Court is not properly aligned with Old Highway 78. This causes drivers traversing from Walton Court to Old Highway 78 to make a left-hand turn from Walton Court onto Stone Mountain Highway, a busy street. Evermore is realigning Old Highway 78 to be directly across from Walton Court and installing new signalization, a pedestrian refuge island and control devices for pedestrian safety so that drivers can safely cross Stone Mountain Highway. The project also includes a new roadbed, curbs and gutters, sidewalks, lighting and landscaping for the intersection.	During the removal of the reversible lanes on U.S. 78, sidewalks were reduced, posing a problem (especially over the Yellow River crossing). Evermore CID constructed a pedestrian bridge over Yellow River (see photo on page 61) to ensure safer crossings. This included lighting for pedestrians crossing at night.	As the reversible lanes were removed on Highway 78, Evermore CID began providing landscaping and maintenance along the highway's rights-of-way and medians within the CID borders. One of the CID's longest-running programs, the landscaping and maintenance initiative covers 7.5 miles along the highway. The CID contracts with local firms for mulching, trimming, planting and greenscaping services. The project has planted nearly 20 varieties of flowers, trees and shrubs, beautifying the highway. Additionally, the CID recently received a GDOT GATEway Grant for supplemental beautification of the West Park Place Overpass.

Governance. Like SFCID, Evermore CID has more than one governing authority — Gwinnett County and the city of Snellville. The CID's borders overlap with Snellville as well as with unincorporated Gwinnett County. Similar to Fulton County, Gwinnett County enables CIDs to use the Gwinnett County CID Act to cover all incorporated and unincorporated territory in the county. The CID is governed by an eight-person board of directors, which comprises both elected and appointed positions. One board member is appointed by the Gwinnett County Board of Commissioners and another by the city of Snellville. Appointed members are not term-limited, though they serve at the pleasure of the appointing authority. Appointees do not need to be commercial property owners within the district, but they must be designated a proxy vote by a CID member in order to be a voting member of the board of directors.

The other six board members are split evenly between single-vote and equity-vote positions, all serving three-year staggered terms. Elections are held annually for one single-vote and one equity-vote position. The CID issues an election notice in advance; elections are typically held in April at the CID headquarters. Members may send a proxy. Typically, members choose to do a hand-count vote rather than a paper ballot. Unlike the other CIDs, Evermore CID's board has changed significantly over time. The longest-serving current board member that has served continuously was elected in 2010; one of the founders, Dwight Harrison, has served since inception but took a term off to focus on his business before being elected again.

Administration. Like ADID and SFCID, Evermore CID also has an incorporated nonprofit organization. However, it is a 501(c)6 organization. As previously noted, the CID's borders have not changed significantly over time, but one parcel originally excluded from the CID was added to it in 2015 at the request of the property owner. The CID also overlaps with two tax allocation districts (TAD) near the Park Place Activity Center and Lake Lucerne, though these are separate entities from the CID.

The CID has two staff members, an executive director and an executive assistant, who are direct employees of the CID. The current executive director and executive assistant joined the CID in 2009. At one point, the CID also had an economic development manager, but the board determined it was more effective to use consultants as needed.

With only two full-time staff members, Evermore CID primarily contracts out project implementation. Projects are typically generated internally from CID members, board members or the executive director. Once a project is identified, Evermore CID coordinates with different partners depending on the scope of the project. For example, the Walton Court realignment project affects state- (Highway 78) and county-maintained roads, necessitating coordination with both GDOT and Gwinnett County. Depending on the project, the CID or its governing authority will handle bidding out the contract for project design and preliminary engineering. Some projects, such as the Highway 78 landscaping maintenance, are handled entirely by the CID. This includes annual bidding for the contract, funding and project management. Other projects are led by the county, city or state. For example, a sample management process for a hypothetical sidewalk project in unincorporated Gwinnett County is outlined below:

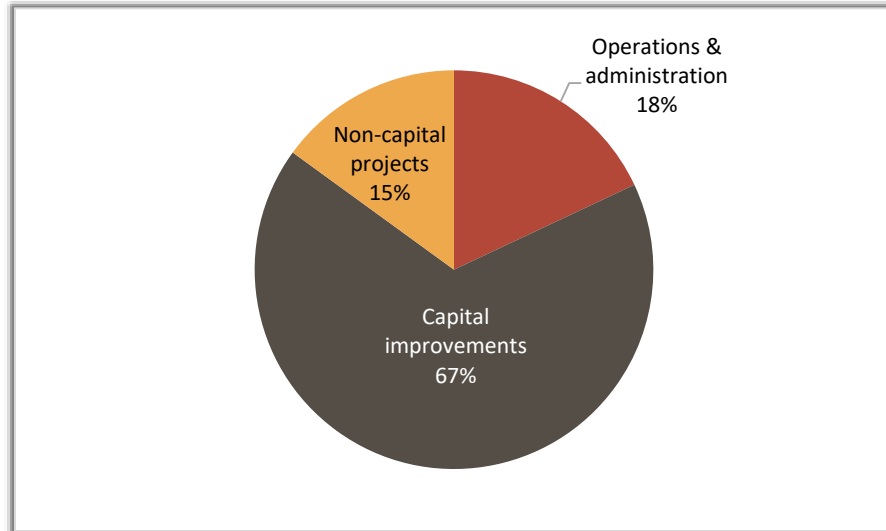
- Gwinnett County announces a new sidewalk project that is partially within Evermore CID's borders. Evermore CID proposes to expand the sidewalk project within its borders, and Gwinnett County approves, allocating some Gwinnett County SPLOST funding to the project.
- Evermore CID signs an intergovernmental agreement with Gwinnett County for the sidewalk project. This may include some project funding that is transferred from the CID to the county, such as CID assessment revenues.
- The bidding process for design, preliminary engineering and construction are handled by Gwinnett County.
- Evermore CID staff act as project managers, checking in on the project and providing supplemental assistance to the county as needed.

As with the other case study CIDs, Evermore CID's project management process varies by project. However, more capital-intensive infrastructure projects (often transportation-related) are mostly led by another public entity, while services such as maintenance and public safety are handled directly by the CID.

Financing. Evermore CID uses a range of financing mechanisms, primarily relying on revenue from its property tax. The CID's millage rate was set to 5 mills at inception, reduced to 4 mills in 2009 due to the recession, and then raised again to 5 mills in 2010 to ensure that collections were high enough to finance capital improvement projects.

Other mechanisms used by Evermore CID include local, regional, state and federal funding. Gwinnett County provides funding to the CID through its SPLOST. Some of the state funding mechanisms used are GDOT, LCI and GTIB. Typically, the CID applies for these funds directly and does not partner with other entities for the funding process. At the federal funding level, however, Evermore typically must partner with the city of Snellville and/or Gwinnett County when applying. The CID has not considered using bonds as debt financing to date. However, Evermore has taken out two GTIB loans to finance projects. Evermore invests some of its income in certificates of deposits and money market accounts.

Figure 11. Evermore CID FY 2014 Expenditure Allocation



Evermore CID has a relatively small budget in comparison to the other case study CIDs. Like SFCID, Evermore covers a comparably large geographic area but mostly follows Highway 78 and the parcels that border on the highway. Additionally, it has seen a reduction in property values within the CID over time. Evermore's FY 2014 expenditures and revenues were both approximately \$800,000. As shown in Figure 11, two-thirds of Evermore CID's expenditures are capital improvements, followed by operations and administration, and noncapital projects (including security guards and landscaping). Evermore CID's administration and operations expenditure share is relatively high compared to the other case study CIDs, though it is lower than SFCID, which has the highest administration and operations expenditure allocation share.

Renewal, Dissolution and Oversight. Evermore CID holds a vote every six years to dissolve the CID, per the Gwinnett County CID Act. If at least two-thirds of owners representing at least 75 percent of property value vote in favor of dissolving the CID, the board requests dissolution from the Gwinnett County Board of Commissioners. Evermore CID's renewal votes are held simultaneously with board member elections for that year and typically are done by hand vote. Representatives from the CID noted that there have not been concerns about being dissolved; Evermore was recently renewed for another six-year term in 2015. Evermore staff regularly visit CID member businesses to talk with members in person to check in and discuss members' level of satisfaction with the CID.

Evermore CID provides executive director and financial updates to the board at its monthly meetings. These updates are provided to other members, in addition to newsletters and annual reports. The CID also publishes all board member meeting minutes, executive director updates and annual reports on its website (<http://www.evermorecid.org/>), though not required by the Gwinnett County CID Act.

Conclusion. Similar to SFCID, Evermore CID was established in a less urban area than CCID or ADID. Initially, Evermore CID focused on a single project and was primarily clustered around a main highway. However, Evermore CID was unlike the other CIDs in a key aspect: the CID has provided both capital-intensive transportation projects and beautification from its inception, rather than focusing on one or the other at inception. Evermore CID's services have evolved over time to incorporate more economic development and public safety services, and its tax base also experienced a decline due to the recession. Evermore CID's services reflect the major concerns of its commercial business owners, largely located within the strip malls lining Highway 78. The CID has leveraged its small budget for highly visible projects along the highway, including both its large, capital-intensive projects and its smaller beautification projects.

3.2.5 Georgia Gateway CID

Georgia Gateway CID is the only case study CID located outside of the metro-Atlanta area. The CID is located in the city of Kingsland, which borders the state of Florida. Georgia Gateway CID was formed in 2013 to promote economic revitalization and improve the viability of commercial properties within the CID area. The CID has not begun collecting property tax yet, but it is in the process of finalizing its planned projects and timeline. Georgia Gateway has secured some sources of funding for its planned activities. As Figure 12 shows,[†] the CID is also the smallest geographically of the case study CIDs, currently comprising only two parcels and less than a square mile of land.

[†] Map courtesy of Georgia Gateway CID.

Figure 12. Map Showing Georgia Gateway CID's Location in Georgia and Map of Georgia Gateway CID Boundaries



Creation. The city of Kingsland is located between two metropolitan statistical areas — Jacksonville, Fla., and Brunswick, Ga. Both of these areas were hit particularly hard by the Great Recession, which affected Camden County. Camden County has seen a consistently declining property tax base for the past six years.⁶⁹ Despite being home to the Kings Bay nuclear submarine base, the city of Kingsland has experienced several years of stagnant economic growth and retail sales. In coordination with local officials, commercial property owner William Gross sought to address Kingsland’s economic challenges through a three-pronged strategy: 1) a TAD, 2) a CID and 3) a BID. Gross effectively lobbied elected and other government officials and, in 2013, the City of Kingsland CID Act (House Bill 586) was passed.

Georgia Gateway CID was formed later in 2013. The boundaries of Georgia Gateway CID cover slightly less than one square mile and only two parcels, valued at nearly \$3 million in 2013.⁷⁰ The parcels are owned by Gross Timber and Land, LLC, and Scrubby Bluff Holdings, LLC, respectively. Gross is currently the sole owner of both companies and thus the only property owner in the CID. This is the only known instance of a CID having only one property owner. Eventually, Gross plans to have Scrubby Bluff Holdings, LLC, subdivide and will sell the land to developers, thereby increasing the number of commercial property owners within the CID.

Georgia Gateway CID is still relatively nascent and has not started implementing activities yet. However, the CID has begun the project planning and financing process. Its planned services fall under transportation and transit; facilities; economic development; planning; beautification; public safety, hospitality and engagement; and storm water, sewage and water services. The primary activity planned for the CID is multi-use developments that may include:

- RV resort
- Indoor sports district
- Multi-use convention and expo center for Camden County and private use
- Water park
- Retail district, including hospitality

The CID has contracted out a feasibility report, and it is currently securing financing for the RV resort. Land from the existing parcels will be subdivided and sold to another owner and developer for the resort. Georgia Gateway also has completed a feasibility study for the indoor sports district and, working with government officials, identified a potential buyer to build the sports district. Additionally, Georgia Gateway CID plans to donate 20 acres of one of its parcels to the state of Georgia for a planned technical college. Another planned service is beautification near I-95, including welcome signage for travelers crossing the border into Georgia.

Governance and Administration. Georgia Gateway CID’s governing authority is the city of Kingsland. The CID is governed by a seven-person board of directors. The initial board consists of William Gross, the sole property owner and elected vice chairman; his sister Marie Gross Boyett, a former property owner in the district; Randolph Cardoza, the elected chairman and an economic development consultant and former commissioner of the Georgia Department of Economic Development; Jeremy Mackey, a land use and

planning engineer; and three city of Kingsland appointees. Although the City of Kingsland CID Act stipulates that the initial board should be appointed by the city of Kingsland mayor and city council, in practice the first four members were decided among the group and approved by the city. This board will serve a five-year term.

Future board composition is laid out in Georgia Gateway CID's resolution, which specifies that three positions are appointed city representatives and the other four are to be split evenly between single-voter and equity-voter positions. Elected board members must be either commercial property owners within the district or representatives of commercial property owners. This could present challenges for the CID if no new property members join the CID by its elections in 2018. The elected board members will serve three-year terms.

The CID currently has no staff and is not incorporated as any other entities, such as a nonprofit. However, as outlined in the initial strategy, its borders overlap with a tax allocation district and a business improvement district. Georgia Gateway CID does not plan to expand its borders, but it does intend to subdivide the existing parcels and sell to new property owners.

Financing. Georgia Gateway CID has investigated a few financing mechanisms. To date, the CID, BID and TAD have not yet begun collecting property taxes, though the planned millage rate for the CID is 10 mills. All three districts plan to begin levying funds around 2017, following the first sale of land. Although Georgia Gateway already has identified potential buyers, its current revenue-generating capacity is limited because the CID only comprises two parcels valued at \$2.3 million.

To date, the CID has not collected any revenue or expended any funds. However, Vice Chairman Gross has provided individual funding for CID documents including attorney fees, meeting costs, maps, surveys and feasibility studies. Additionally, Georgia Gateway CID has secured some project funding. The CID obtained a Georgia Environmental Finance Authority Clean Water State Revolving Fund loan that totaled more than \$10 million. The loan will help finance the construction of a sewer system and a master storm water system for the proposed water park. Additionally, a \$1 million Georgia Fund loan will be used to pay for the resort's water system construction. These 20-year loans have 2.3 and 3.3 percent interest rates, respectively.

The CID also has investigated other potential funding sources. For example, the U.S. Department of Agriculture has the Community Facilities Program that provides "direct loans, loan guarantees and grants to develop or improve essential public services and facilities in communities across rural America."⁷¹ The CID is eligible for a loan under this program due to its rural location, and the loan could be used to finance a project like the convention center. Although Georgia Gateway CID has looked at bond financing, the Community Facilities Program loans offer lower interest rates.

Renewal, Dissolution and Oversight. The City of Kingsland CID Act does not require renewal but does allow for the CID to be dissolved through a petition by two-thirds of property owners representing 75 percent of property value. Currently, the board meets as needed and does not provide any formal reports to members. The CID has a website domain (<http://georgiagatewaycid.org>), but it is not currently active.

Conclusion. Georgia Gateway CID differs from the other case study CIDs in location, tax base, service focus, governance and other key areas. Located in a rural county, the CID does not have a dense, commercial property base like ADID and CCID, or a more sprawling, peri-urban base like SFCID or Evermore CID. Georgia Gateway comprises only two parcels — both of which are properties of corporations that are owned by the same property owner — and the CID is only one part of a multipronged strategy to entice development and economic growth in the city of Kingsland. Additionally, Georgia Gateway’s services are centered on building up the infrastructure focused on multi-use developments within the parcels rather than the capital-intensive transportation projects or the beautification and public safety projects typified by the other case study CIDs. However, Georgia Gateway CID does intend to provide some of these services in the future, and is using the CID model in an innovative way to address perceived private and public sector needs in Kingsland. Similar to the other CIDs, Georgia Gateway is a reflection of its member composition and the needs of its area.

3.3 KEY CASE STUDY CIDS SUMMARY AND CONCLUSIONS

The case study CIDs highlight the unique aspects of each CID as well as some important similarities. In addition, these CIDs also showcase some of the variety within the population of Georgia’s CIDs. The case study CIDs have some key similarities and differences that help to identify key characteristics of the larger population of CIDs in Georgia.

3.3.1 Case Study CID Similarities

Similarities within the case study CIDs are mainly in the creation process, services and financing mechanisms. Both the questionnaire and interviews revealed that CIDs are generally spearheaded by one or more local commercial property owners (or an association of owners). One CID, Georgia Gateway, was championed by the registered property owner of the only two parcels that comprise the CID. Another similarity is location—CCID, DACID, SFCID, Evermore CID and Georgia Gateway CID are all clustered along a portion of a main road (I-285 and I-75, Downtown Connector, I-85, Highway 78, and I-95, respectively). Additionally, none of the case study CIDs crossed more than one county’s borders, though several CIDs cross multiple municipalities. This is consistent with the larger population of CIDs; only the Perimeter CIDs and Braselton CID are located in more than one county.

The case study CIDs also tend to provide a variety of services, but they typically do not implement facilities, storm water and sewage, or water projects. All of the case study CIDs work in the areas of transportation and planning. For example, three of the five CIDs have LCI-funded comprehensive plans for their areas. These results are similar to the larger population of CIDs; 80 percent of all CIDs’ websites cite provision of traffic and transportation-related services. The widespread emphasis on transportation is

rather unique to Georgia CIDs, as outlined in Section 2. The services provided by CIDs appear to be largely related to members' needs and CID capacity.

Another area of similarity is the project management processes employed by case study CIDs. For each case study CID, the project management process varies based on the project, funding source and type of service. For example, more capital-intensive transportation projects are usually implemented in partnership with the governing authority or another government entity. These partnerships tend to have formal agreements, such as a project framework agreement, a memorandum of understanding or a contract. The design and preliminary engineering work of capital projects is either contracted out by a governmental entity or by the CID, but the case study CIDs do not usually do it in-house. Beautification and maintenance programs, however, are often self-financed and managed by CIDs directly.

Additionally, the case study CIDs display some similarities in financing mechanisms. All of the case study CIDs have taken out a loan from a commercial bank or from a public entity, such as GTIB. However, no case study CIDs have used bonds. Each case study CID also has used its significant power to leverage its property tax to obtain additional project funding from other financing sources. One scholar determined that CIDs (overall) can receive matching public funds at rates of 1:6 to 1:10.⁷² Additionally, several mechanisms, such as GTIB and ARC, allow CIDs to apply directly for funding rather than partnering with a governing authority, further enabling CIDs to directly pursue their projects. The most common funding entities used by the case study CIDs include GDOT, GTIB, ARC and local SPLOST funds. These findings reflect the mechanisms used by the larger population of CIDs.

3.3.2 Case Study CID Differences

Some of the key differences among the case study CIDs lie in geographic size and composition, governance and administration, and budgets. The case study CIDs range in size from approximately one to 10 square miles. Geographic size can also evolve over time; three of the five CIDs have expanded their borders at least once since inception. Property composition, including the main industries in the district, is also a key differentiator among the case study CIDs. This factor can contribute to differences in budgets and services provided. For example, SFCID's businesses are largely in freight, manufacturing and warehousing, and the CID provides mostly transportation infrastructure implementation and planning. Conversely, ADID has a large concentration of hotels, restaurants and downtown attractions, and the CID's services are focused on public safety, hospitality and beautification.

The case study CIDs' governance varies primarily due to differences in local CID enabling acts. Two of the five case study CIDs have more than one governing authority but are able to use the county CID act. The ability to use the county CID act as the governing authority is logical, given the overarching structure of city-county government in the state. One area of difference created by variation in CID acts is the share of equity versus single-voter elected positions on the board of directors. ADID (governed by the City of Atlanta CID Act) and SFCID (governed by the Fulton County CID Act) have more equity elected positions than single-voter elected positions. The other three case study CIDs (governed by the Cobb County, Gwinnett County and the city of Kingsland CID acts) have an equal distribution of equity and single-voter

elected positions. Thus, ADID's and SFCID's large property owners have more voting power in board member elections and renewal or dissolution votes than large property owners in the other case study CIDs. This difference often translates into more board member seats for large property owners, though half of SFCID's board is appointed members, which may help to offset these effects. Georgia Gateway CID is unique; its initial board was appointed (though determined by the CID) and its subsequent boards will be elected. Additionally, Georgia Gateway CID currently has only one commercial property owner within its borders and, thus, only one board member who represents commercial property owners. The differences in board composition among the case study CIDs mostly reflect CID enabling act variation, which is also substantial within the larger population of CIDs. Some of the case study CIDs also experienced more board turnover in elected positions than other CIDs, though the average tenure of board members among the case study CIDs was more than one term.

In regard to administration, four of the five case study CIDs have staff, though the arrangements vary substantially. Three of the five case study CIDs also have a nonprofit organization, though the type of nonprofit varies. Additionally, the case study CIDs vary somewhat in project identification and agreement type. For example, ADID uses its Imagine Downtown planning process to identify projects, engaging a variety of actors early on, including the city of Atlanta. Conversely, Evermore CID primarily determines projects through the board or the executive director and may or may not involve coordination with Gwinnett County, depending on the project. The type of agreement used by CIDs to work with other entities appears to vary mostly in name; CCID and SFCID use project framework agreements, ADID has a project management agreement, and Evermore uses an intergovernmental agreement. In some cases, the case study CIDs appear to pass through funds to the governing authority for project implementation, while other CIDs tend to be reimbursed by the governing authority. Representatives from all of the case study CIDs noted that their project management process often varies by funding source and type of project, however. For example, projects with federal funding are usually led by the governing authority.

A final key area of variation is the case study CIDs' budgets. SFCID and Evermore CID both have revenues and expenditures under \$1 million. ADID and CCID, conversely, both have revenues and expenditures between \$5 million and \$10 million. Georgia Gateway CID has not yet started collecting revenues or incurring expenditures. To further frame these budget numbers, a survey by IDA of BID entities internationally found that its members' median budget was \$342,000, with a range up to nearly \$18 million.⁷³ Even the smallest case study CID budget was over one and a half times this median budget, though all were lower than the largest surveyed BID budget. The ranges in IDA's survey could be due to variations in state legislation enabling the improvement districts, but the disparity between the case study CIDs' budgets and the median BID budget is noticeable.

Additionally, CID composition and age had more of an impact than geographic size on budget. The second-smallest CID, ADID, has the largest budget. However, its location is densely populated with a variety of commercial, residential and public properties. The largest CID geographically — South Fulton CID — has the smallest budget. Age is also a factor. CCID and ADID are also the two oldest CIDs (in the population as well as in the case study). SFCID and Evermore CID are both newer CIDs and have similar

geographic and budget sizes, though their property composition differs. SFCID is the only case study CID that has a millage rate lower than 5 mills, and it also has the smallest budget. Within the larger population of CIDs, there is more variation; eight CIDs have millage rates less than 5 mills. Two of the four case study CIDs collecting property tax have changed their rate at least once since inception, though for different reasons. The share of case study CIDs that have changed their millage rate is higher than the larger population of CIDs; among the 25 current CIDs, more than 75 percent have not changed their millage rates since 1999.

3.3.3 Evolution of CID Service Emphasis

A final key finding from the case study is that the CIDs' service focus evolved over time. CID services cover a wide range of areas, including planning and economic development. The largest budget components for the case study CIDs are 1) capital-intensive and alternative transportation projects and 2) beautification and public safety services. CIDs' primary services tend to fall along a spectrum, with capital-intensive and alternative transportation projects at one end (exemplified by the early work of CCID) and beautification and public safety projects at the other (typified by ADID's work prior to the 2000s). This evolutionary pattern is also true for the larger population of CIDs. The rest of this section discusses the entire population of CIDs.

Traditional CID Type. Prior to the early 2000s, CIDs that were formed followed in the footsteps of CCID, focusing on capital-intensive and alternative transportation projects like road building, or ADID, providing beautification and public safety services like streetscaping. The CIDs that focused on transportation shared some similar characteristics; these CIDs tended to be clustered around one or more major highways, located near a burgeoning commercial area close to Atlanta, and located near a mall. The one exception was South Fulton CID, which is located near Atlanta but was not an emerging economic hub when created. SFCID was the first CID to emerge in a peri-urban area. The CIDs that focused on beautification and public safety were all located within the commercial areas in the city of Atlanta. CIDs in the period prior to the 2000s emerged in Cobb, Fulton and DeKalb counties; all were relatively close to the center of metro Atlanta.

Hybrid CID Type. Around the early 2000s, existing CIDs began to cross over on the spectrum of CID services. Most capital-intensive and alternative transportation-focused CIDs began to branch out into beautification and public safety around this time, such as Perimeter CID, which began implementing landscaping projects. The beautification and public safety-focused CIDs also started taking on capital-intensive and alternative transportation projects. For example, Midtown CID began constructing and improving sidewalks and bicycle lanes. SFCID is the only CID formed before 2000 that did not move along the spectrum of services after the new millennium; SFCID has continued to focus on capital-intensive and alternative transportation projects.

Emerging CIDs after the 2000s, starting with Evermore CID in 2003, also tend to fall somewhere along the spectrum of services rather than focusing on one end or the other. However, some new traditional CIDs also have been formed, focusing on either transportation or beautification and public safety. CIDs formed

post-2000s are more geographically dispersed, moving into Gwinnett, Hall, Barrow and Bartow counties. Like SFCID and Evermore CID, some of the new hybrid CIDs are located in peri-urban areas.

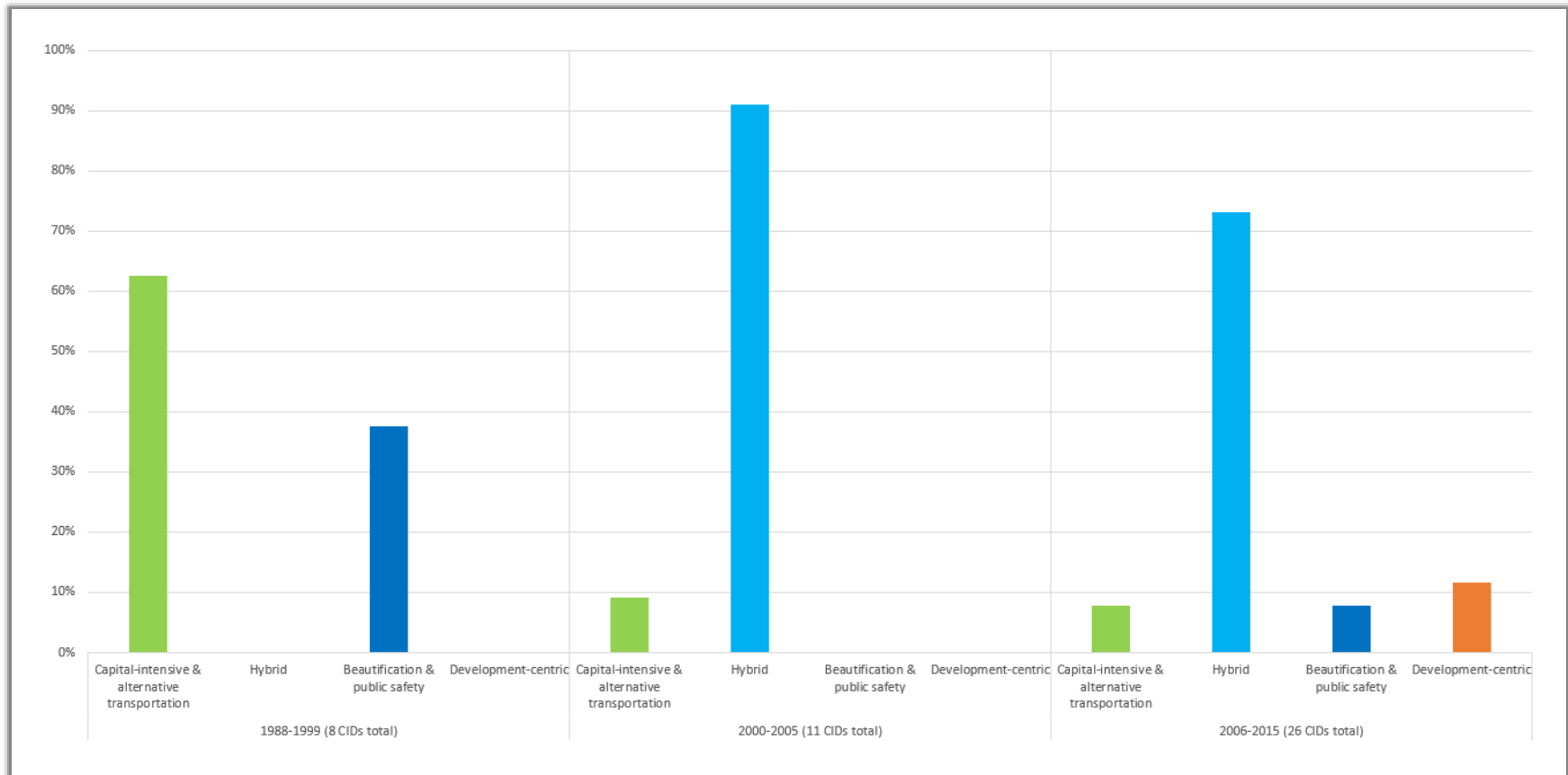
Development-centric CID Type. In 2006, a new type of CID emerged — the development-centric CID. Turtle River CID in Glynn County was created to help finance a new, multi-use development. Soon after, the Canton Marketplace CID was formed and now functions largely to finance the payment of a commercial loan, which was used for a retail development in Canton. The newest CID of this type is Georgia Gateway CID, which also is seeking to use the CID to assist with multi-use developments.

To date, only three CIDs fall under the development-centric type. These CIDs are located in suburban to rural areas, focus on improving the local economy through one or more developments, comprise a small geographic area (usually the borders of the planned or existing developments) and tend to be dominated by one property owner. Given the size of development-centric CIDs and the tendency to only include one or two developments, the main developer usually owns a majority of the properties and property value, such as in Canton Marketplace and Georgia Gateway CIDs. Development-centric CIDs also tend to be located the furthest from metro Atlanta of all of the CIDs (Cherokee, Camden and Glynn counties). The board of Turtle River CID later decided to deactivate the CID and pursue other mechanisms for the development. Canton Marketplace CID is still active but does not appear to provide any services other than the initial development. Georgia Gateway CID is still nascent but may become more of a hybrid CID once the development is completed and more property owners join the CID.

Evolution. Chart 3 illustrates the evolution of these types of CIDs over time. Traditional CIDs are shown as providing either: 1) capital-intensive and alternative transportation services or 2) beautification and public safety services. Prior to 2000, all CIDs fell into one of the two traditional types; after 2000, hybrid CIDs were introduced and many existing, traditional CIDs converted to hybrid CIDs. From 2006 on, development-centric CIDs emerged, as well as some new traditional CIDs. Today, the landscape is largely hybrid CIDs with a few traditional and development-centric CIDs.

Conclusion. Although CIDs initially emerged with a focus on providing one of two sets of services, they have progressed over time to provide a wide array of services, even branching out to focus on development. CIDs generally seem to focus on one or two types of services at the outset, adding more services over time. CIDs have also taken on larger and more complex projects over time. For example, Buckhead CID is planning to construct a floating park over Georgia 400 that provides alternative transportation for pedestrians and cyclists.⁷⁴ The long-term commitments of ADID to the Atlanta Streetcar further illustrate the broader scope of CID projects today. In the future, it seems likely that more hybrid CIDs will be formed. However, it is too early to tell if development-centric CIDs will continue to gain momentum or to predict if other new types of CIDs will emerge.

Chart 3. CID Type Evolution



* 2006-2015 has a total of 26 CIDs as it includes Turtle River CID, which is now inactive.

Section 4. Conclusion and Further Considerations

CIDs are a tool that has increasingly influenced development and economic growth in Georgia. The number of CIDs will likely continue to increase in the future, especially considering that nine new CIDs have been created in the past five years alone. This report examines Georgia's current CIDs and compares them to other IDs in Georgia and in selected southeastern states. Although not intended as an evaluation of CIDs or of the efficacy of any particular features of CIDs, this comparison does highlight some differences in organizational design between Georgia CIDs and some other types of IDs.

Creation. The process for creating CIDs requires an additional layer of legislation as compared to the process for creating the other IDs studied. For a jurisdiction to create one or more CIDs, they must first submit a local CID enabling act and have it approved by the Georgia General Assembly. Only then may a local government pass an ordinance creating a CID, which serves as a cooperation agreement between the governing authority and the CID. In contrast, all of the other IDs reviewed only required a local ordinance for creation. Additionally, to initiate a CID, the Georgia Constitution requires the approval of a majority of property owners representing 75 percent of the real property value in the proposed district to approve creation. Petition requirements vary for the other IDs examined, but they generally do not require as high a threshold for approval.

Service Provision. Although each CID varies in its level of autonomy, CIDs generally have more control over the services they provide than Georgia BIDs or their counterparts in neighboring southeastern states. Within the constraints of the Georgia Constitution and local CID enabling acts, CIDs can independently determine their service portfolio and can change it over time. As the case study CIDs show, this autonomy allows for customization of economic development to fit the needs of the commercial property owners in the district. In contrast, all other IDs reviewed in this report (though not necessarily representative of the IDs nationally) were required to submit a district plan to a local governing authority for approval and were constrained to provide only the services defined and approved as a part of this plan.

As demonstrated by several of the case study examples, Georgia CIDs' autonomy appears to enable them to fast-track projects that their parent jurisdictions may lack the time or capacity to undertake. CIDs can expedite planning, convene stakeholders, provide critical resources such as matching funds, and advocate for completion. Compared to the other IDs reviewed, Georgia CIDs in general take on more ambitious and complex projects, such as large, capital-intensive transportation infrastructure improvements.

Dissolution/Renewal. Several of the other IDs reviewed—Alabama BIDs, Florida SNIDs, and Georgia BIDs—have clearly defined renewal requirements that require reauthorization by the local government that created them. The Georgia Constitution does not mandate renewal or dissolution periods for CIDs, but Georgia's counties and cities have significant customization power through the CID enabling acts and the local ordinances creating a CID. Some Georgia CID county enabling acts, such as Fulton County and

Cobb County, require a renewal vote from member property owners, though others, like DeKalb County, do not have an equivalent requirement.^u

Tax Base. Georgia CIDs are the only type of ID reviewed that does not include commercial multifamily residential properties in their property tax digest. Some of the IDs reviewed even include owner-occupied residential property. Urban CIDs in Georgia report that they are facing increasing challenges associated with the growth of commercial multifamily residential properties. Although CID services benefit all commercial ventures in their district, the Georgia Constitution explicitly excludes properties used residentially (including commercial multifamily developments) from the CID digest. Alternatives to CIDs, such as SSDs and Georgia BIDs, provide a mechanism for including these types of properties in the digest.

Reporting. In a 2011 survey by the International Downtown Association (IDA), the association found that 87.9 percent of its IDs internationally who responded reported a budget or other financial information to a governmental organization.⁷⁵ Two of the other IDs reviewed have explicit annual reporting requirements in their state statutes — Alabama BIDs must submit an annual report and audit to the governing authority and hold a public hearing annually on the budget, while Tennessee CBIDs must submit their annual budget for review and approval. Some CIDs choose to provide annual reports and other information on their website, but there is no reporting requirement for CIDs in the Georgia Constitution — though individual CID enabling acts and ordinances may include their own reporting requirements. For those CIDs that do choose to make reports available, there does not appear to be a consistent standard across the state. Similarly, CIDs are not required to (but some do) conduct financial audits or performance evaluations, such as ADID.

Additionally, in the digital age public electronic records are an important aspect of reporting.^v Many of the more established CIDs in Georgia provide extensive reporting and documentation electronically, whereas some of the newer CIDs do not. Maintaining an accurate, up-to-date website requires staff resources that newer, smaller CIDs may not have. However, based on a review of Georgia CIDs' websites, basic information that the more established CIDs typically provide on their public website includes the mission statement, a map of current borders, current millage rate, contact information, and a current list of board members. Other helpful items include projects, annual reports, board meeting information, financial information and published reports, such as LCI plans.

Other Considerations. IDs provide intensely localized services in order to address specific service needs within the business district. These services often supplement local government efforts. As a result, some charge that IDs divert resources and political attention from issues that affect the jurisdiction as a whole, as well as from neighborhoods with less capacity to raise revenues and organize politically.⁷⁶ However, others point out that businesses are more likely to support increased taxes for services that are of direct benefit to the business community affected, so IDs may actually raise revenues that would not be

^u DeKalb County does have a provision to allow for dissolution of the CID.

^v For example, San Diego, Calif., ruled that the city's BIDs had to abide by California's open government laws, including posting public meetings and operational information on BID websites.

available otherwise. IDs also represent a self-governing solution to economic development that enables the business community to tailor services to the self-identified needs of their member base, and the CIDs examined in this report appear to be one of the more versatile types of IDs that can evolve and adapt over time.

It is also important to bear in mind the diversity within the CID population, as illustrated by the case study CIDs, which make sweeping generalizations difficult. CIDs are versatile and have flourished in a range of environments, from affluent commercial nodes to semi-rural locales. In spite of this variation, this research finds that there has been an overarching trend in the evolution of CID service portfolios. The first CIDs typically focused exclusively on capital-projects or exclusively on beautification and public safety, but after the turn of the century, existing and new CIDs shifted to provide a hybrid service portfolio of both types. New CIDs created since 2000 have overwhelmingly tended to be hybrids. An issue raised by a staff member of a more established CID is that having such a broad portfolio requires extensive resources as well as management capacity.⁷⁷ Providing all of these different types of services may be challenging for new CIDs that are still building up their service provision capacity. Another interesting evolution is the emergence of development-centric CIDs, a new type of CID that provides services centered around a small number of multi-use developments. Although this type is still relatively rare compared to the entire population of CIDs, three new CIDs since 2006 fall under the development-centric type.

In sum, Georgia's CIDs have helped develop some of the most vibrant commercial areas in the metro-Atlanta region, as illustrated in this report. In comparing Georgia CIDs to other IDs, this report found that Georgia CIDs have significant autonomy and authority but also that this broad mandate has allowed the case study CIDs to undertake ambitious and complex economic development projects.

Appendices

APPENDIX A: CASE STUDY RESEARCH METHODOLOGY

The Georgia CID report's research questions were:

- What are the key characteristics of existing CIDs, and how have these CIDs evolved over time?
- What are the key similarities and differences among CIDs, as well as between CIDs and other BID-type entities, including BIDs in Georgia?

This report provides a modern and descriptive overview of CIDs through analysis of usage, histories, operating structures, financing mechanisms, services provided and budget breakdowns. The report begins with a review of the key characteristics of the existing CIDs. The next section examines Georgia's legal framework for CIDs and compares this to the BID entity in Georgia. Next, the report analyzes CIDs against improvement district requirements for similar entities in four neighboring states. The assessment concludes with an in-depth case study of selected Georgia CIDs, focusing on their history, significant projects, revenues and expenditures. The case study CIDs were selected to represent diversity in geographic location, age and primary services provided.

Data Collection and Analysis. Data collection consisted of both qualitative and quantitative measurements and empirical and exploratory methods. Research began with a review of supporting documentation available online. Data was collected from sources such as the Georgia Department of Community Affairs and interviews with other stakeholders, including Lynn Rainey, legal counsel for multiple CIDs in the region, and Sharon Gray, a public policy lawyer who also has worked with several CIDs in Georgia. Documents included state legislation; previous literature on both CIDs and BIDs; county and municipal enabling acts; CID millage rate notifications and annual, financial and audit reports; and publications on specific CID projects.

Research Design. Based on this research, the team designed a multiple case, holistic case study. Of the 23 active CIDs in Georgia, the team selected a representative sample of five CIDs for the case study based on geographic location, age, and focus. The focus was determined based on a review of CIDs' missions and available documents. Appendix C provides a full list of active CIDs in Georgia. The case study CIDs are further outlined in Table 1 below.

Table 1. Case Study CIDs by Selection Criteria

CID NAME	GEOGRAPHIC LOCATION (COUNTY)	YEAR INCORPORATED	FOCUS
Cumberland CID (CCID)	Cobb County	1988	Transportation and infrastructure, beautification, planning
Downtown Atlanta Community Improvement District (DACID/ADID)	Fulton County	1995	Public safety, transportation and infrastructure, beautification, economic development
Evermore CID	Gwinnett County	2003	Transportation and infrastructure, beautification, planning
Georgia Gateway CID	Camden County	2013	Economic development, transportation and infrastructure
South Fulton CID (SFCID)	Fulton County	1999	Transportation and infrastructure, economic development

Case study CIDs were examined through a pre-interview questionnaire and interview process. The questionnaire was deployed through Qualtrics and covered historical, structural, financial, reporting and project-related questions. In-depth interviews also were conducted with each CID within the case study. The data collected were coded, collated, and analyzed to determine patterns and variations.

Limitations. As with all case studies, this assessment has limitations on its validity. Although the case study CIDs were chosen to be representative, the diversity in CIDs creates difficulties in generalizing to other, non-sample CIDs. Sample data was compared to population data as much as possible to limit this external validity concern. The assessment team employed a multipronged data collection approach, multiple case studies and a chain of evidence, but minimal construct validity problems could still be present. Internal validity limitations were managed through extensive pattern-matching, the consideration of outside factors and the consideration of rival explanations. Due to resource and scope restraints, other limitations existed in the design of the case study. These limitations include the lack of a control group, such as a jurisdiction that does not have a CID or a jurisdiction that has opted to have another structure, such as a BID, to compare the impact and effectiveness of having a CID. Interviews additionally only consisted of CID members and did not include external stakeholders, such as local government, citizen or nonprofit representatives.

APPENDIX B: PRE-INTERVIEW QUESTIONNAIRE**Background**

Q1 Please type your name and position within the CID (i.e., administrator, chair, board member).

Q2 Please select all municipality(ies) or county(ies) where your CID is incorporated.

Atlanta

Kingsland

Cobb County

Gwinnett County

Fulton County

Other _____

Q3 What year was your CID incorporated? _____

Q4 Please attach a list of parcels or a GIS shape file for your CID, if either is available. ***file upload***

Q5 What is your CID's mission?

Q6 What services has your CID provided, either currently or previously?

Transportation and transit

Facilities

Economic development

Planning (incl. transportation project design, preliminary engineering, and facilitation)

Beautification

Public safety, hospitality or engagement

Storm water, sewage or water

Other _____

→ Only shown if *Transportation & Transit* is Selected

Q7 Please mark all transportation and transit services provided by your CID, either currently or previously.

	TRANSPORTATION SERVICES	
	CURRENTLY PROVIDE	PREVIOUSLY PROVIDED
Street maintenance/improvements	<input type="checkbox"/>	<input type="checkbox"/>
Alternative transit capital projects or construction (ex. Streetcar, buses, bike lanes, sidewalk expansions, walking trails, median installation)	<input type="checkbox"/>	<input type="checkbox"/>
Other capital traffic improvements (ex. Traffic lights, pedestrian walk lights)	<input type="checkbox"/>	<input type="checkbox"/>
Alternative transit programs (ex. Bike to work days)	<input type="checkbox"/>	<input type="checkbox"/>
Other	<input type="checkbox"/>	<input type="checkbox"/>

→ Only shown if *Facilities* is Selected

Q8 Please mark all facilities services provided by your CID, either currently or previously.

	CURRENTLY PROVIDE	PREVIOUSLY PROVIDED
Parking	<input type="checkbox"/>	<input type="checkbox"/>
Terminal	<input type="checkbox"/>	<input type="checkbox"/>
Dock	<input type="checkbox"/>	<input type="checkbox"/>
Other	<input type="checkbox"/>	<input type="checkbox"/>

→ Only shown if *Economic Development* is Selected

Q9 Please mark all economic development services provided by your CID, either currently or previously.

	CURRENTLY PROVIDE	PREVIOUSLY PROVIDED
Marketing (incl. community events)	<input type="checkbox"/>	<input type="checkbox"/>
Promoting CID within the community	<input type="checkbox"/>	<input type="checkbox"/>
Promoting CID to elected and other public officials	<input type="checkbox"/>	<input type="checkbox"/>
Other	<input type="checkbox"/>	<input type="checkbox"/>

→ Only shown if *Planning* is Selected

Q10 Please mark all planning services provided by your CID, either currently or previously.

	CURRENTLY PROVIDE	PREVIOUSLY PROVIDED
Designs or feasibility studies for capital projects, including transportation	<input type="checkbox"/>	<input type="checkbox"/>
Preliminary engineering for transportation projects	<input type="checkbox"/>	<input type="checkbox"/>
Comprehensive plans for district	<input type="checkbox"/>	<input type="checkbox"/>
Stakeholder engagement and facilitation in planning/design process	<input type="checkbox"/>	<input type="checkbox"/>
Other	<input type="checkbox"/>	<input type="checkbox"/>

→ Only shown if *Beautification* is Selected

Q11 Please mark all beautification services provided by your CID, either currently or previously.

	CURRENTLY PROVIDE	PREVIOUSLY PROVIDED
Park and recreational area development or improvement	<input type="checkbox"/>	<input type="checkbox"/>
Trash collection	<input type="checkbox"/>	<input type="checkbox"/>
Greening (planting & maintaining trees/shrubbery)	<input type="checkbox"/>	<input type="checkbox"/>
Graffiti removal	<input type="checkbox"/>	<input type="checkbox"/>
Other	<input type="checkbox"/>	<input type="checkbox"/>

→ Only shown if *Public Safety, Hospitality or Engagement* is Selected

Q12 Please mark all public safety, hospitality and engagement services provided by your CID, either currently or previously.

	CURRENTLY PROVIDE	PREVIOUSLY PROVIDED
Ambassadors	<input type="checkbox"/>	<input type="checkbox"/>
Supplemental security/monitoring (cameras)	<input type="checkbox"/>	<input type="checkbox"/>
Public information signs/kiosks	<input type="checkbox"/>	<input type="checkbox"/>
Citizen engagement (i.e. roundtables, facilitation)	<input type="checkbox"/>	<input type="checkbox"/>
Other	<input type="checkbox"/>	<input type="checkbox"/>

→ Only shown if *Storm Water, Sewage and/or Water* is Selected

Q13 Please mark all storm water, sewage and/or water services provided by your CID, either currently or previously.

	CURRENTLY PROVIDE	PREVIOUSLY PROVIDED
Storm water collection systems	<input type="checkbox"/>	<input type="checkbox"/>
Sewage collection systems	<input type="checkbox"/>	<input type="checkbox"/>
Water systems (storage, treatment and/or distribution)	<input type="checkbox"/>	<input type="checkbox"/>
Other	<input type="checkbox"/>	<input type="checkbox"/>

→ Only shown if *Other* Is Selected

Q14 Please write any other services provide by your CID, either currently or previously.

Creation

Q15 Was there a specific individual(s) or entity(ies) who spearheaded creating the CID? If yes, please write their name(s) and affiliation.

Yes _____

No

Q16 What was the motivation for creating the CID? Please select all that apply.

	MOTIVATIONS	
	CURRENT MOTIVATION	ORIGINAL MOTIVATION
Lack of adequate transportation and/or transit	<input type="checkbox"/>	<input type="checkbox"/>
Promote economic revitalization and viability of commercial properties in the district	<input type="checkbox"/>	<input type="checkbox"/>
Lack of adequate public safety/hospitality	<input type="checkbox"/>	<input type="checkbox"/>
Attract additional funding/investment within the district	<input type="checkbox"/>	<input type="checkbox"/>
Lack of adequate facilities	<input type="checkbox"/>	<input type="checkbox"/>
Lack of adequate storm water, sewage and/or water systems	<input type="checkbox"/>	<input type="checkbox"/>
Other (please write in)	<input type="checkbox"/>	<input type="checkbox"/>

Q17 Which of the following stakeholder groups did you consult or involve while creating your CID?

Business owners

Residential property owners

Elected officials

Other government officials

Other property owners

Other _____

Q18 Please rank what you see as the primary benefits of having a CID.

_____ Ability to leverage public funding for improvement projects

_____ Improving public perceptions about and awareness of member businesses

_____ Increasing accessibility and/or safety within CID district

_____ Ability to influence change in your CID district

_____ Increasing property values in your CID district

_____ Other

Q19 Is your CID incorporated as a nonprofit organization, such as a 501(c)3, or another type of entity? If so, please indicate what type.

Yes _____

No

Q20 Is the CID Board of Directors (BOD) elected or appointed?

Elected by CID members

Appointed by municipality or county

Both

Other _____

Q21 Does your website have an up-to-date list of board members, their titles and affiliations?

Yes

No

→ Only shown if No is Selected

Q22 Please provide a list of current CID board members by affiliation (name, title, and company; for example, "Jane Doe, President, ABC Company"). If no person fills that role, please leave the space blank.

Chairman _____

Vice Chairman _____

Secretary (if any) _____

Treasurer (if any) _____

Local Government Rep. 1 (if any) _____

Local Government Rep. 2 (if any) _____

Local Government Rep. 3 (if any) _____

BOD Member _____

BOD Member _____

BOD Member _____

BOD Member _____

BOD Member _____

BOD Member _____

BOD Member _____

BOD Member _____

BOD Member _____

BOD Member _____

BOD Member _____

BOD Member _____

BOD Member _____

→ Only shown if Yes is Selected

Q23 How many local government representatives does your CID have, and what are their names?

0

1 _____

2 _____

3 or more _____

Q24 If your CID has local government representation on the board of directors (BOD), do these members have full voting rights?

- Yes
- No
- No local government representation

Q25 How long can BOD members serve?

- BOD members are term-limited, either in charter or practice (please write length of term)

- BOD members are regularly elected but not necessarily term-limited (please write length of term)

- BOD members can serve indefinitely

- Other _____

Q26 Has your BOD changed significantly since the inception of your CID? For example, has there been turnover in key positions – Chair, Vice Chair, etc.– or has the BOD remained relatively the same?

Q27 Does your CID have any full-time or part-time staff? Please select all that apply and list the number.

- Yes, full-time staff _____

- Yes, part-time staff _____

- No

Q28 Does your CID overlap with other entities, such as a special district, nonprofit organization, or chamber of commerce? If so, please write the names and types.

- Yes _____

- No

→ Only shown if Yes is Selected

Q29 Does your CID share staff with any of these overlapping entities?

- Yes

- No

Q30 Is your CID a member of any formal or informal membership associations or coordination mechanisms, such as the International Downtown Association? If so, please list which associations/mechanisms.

- Yes _____

- No

Q31 Does your CID require renewal, such as members needing to vote for the CID to be renewed after a certain period of time? Please mark the number of years, if any.

- Yes _____
- No _____

Finances

Q32 Please attach your CID's most recent budget as well as a copy of the first budget for your CID, if available. Qualtrics is a secure website, and these budgets will be kept confidential.

file upload

→ Only shown if *No Budget* is uploaded

Q33 What were the most recent fiscal year (FY) finances for your CID in U.S. dollars (do not include the "\$" sign)? Please write "N/A" for any fields that do not apply.

Most recent complete FY (i.e. 2014) _____

Revenues _____

Expenditures _____

Net assets _____

Debt _____

→ Only shown if *No Budget* is uploaded

Q34 How was your most recent FY budget allocated (estimated percentage)?

_____ Operations/Administration

_____ Capital Improvements

_____ Non-Capital Projects

_____ Other

Q35 What is your CID's millage rate for 2015 in mills? _____

Q36 What financing mechanisms has your CID used to date? Please select all that apply.

- Self-assessed property taxes
- Local, county, or regional grants/funding
- State grants/funding
- Federal grants/funding
- Debt financing (bonds)
- Other _____

→ Only shown if *Debt financing* is selected

Q37 How much debt has your CID issued to date? _____

→ Only shown if *Debt financing* is selected

Q38 Was the debt issued by the CID or by another entity, such as the city or county?

- Issued by CID
- Issued by city or county where CID is incorporated
- Issued by other _____

Q39 Does your CID currently submit reports to any entity (such as a city, county, state, federal, EMMA, or other body)? If yes, please write the names of the entities.

- Yes _____
- No

→ Only shown if *Yes* is selected

Q40 Are these reports available to the public?

- Yes
- No

Q41 Please attach the most current audit, financial and/or program reports that your CID can share. As stated previously, Qualtrics is a secure website and these documents will be confidential.

file upload

Highlighted Projects

Q42 Please list two to three significant projects implemented by your CID to date with a short description. If you have a link to more resources on the project, please include as well.

Q43 Please provide documents with more information about these projects, such as a project report or one-page summary, if any are available.

file upload

APPENDIX C: INVENTORY OF KNOWN GEORGIA CIDS AND BIDS

----- ACTIVE CIDS -----							
	CID NAME	FORMER OR ASSOCIATED NAMES	INCORPORATED IN	COUNTY LOCATED IN	DATE CREATED	WEBSITE	COMMENTS
1	Cumberland CID		Cobb County	Cobb	1988	cumberlandcid.org	
2	Downtown Atlanta Community Improvement District	Atlanta Downtown Improvement District	Atlanta	Fulton	1995	atlantadowntown.com	
3	Midtown CID		City of Atlanta	Fulton	1997	midtownatl.com/about/midtown-alliance/midtown-improvement-district	
4	Town Center Area CID		Cobb County	Cobb	1997	tcacid.com	
5	Buckhead CID		City of Atlanta	Fulton	1999	buckheadcid.com	
6	Perimeter CID-Fulton	Fulton Perimeter	Fulton County	Fulton	1999	perimetercid.org	
7	Perimeter CID-DeKalb	Central Perimeter	DeKalb County	DeKalb	1999		
8	South Fulton CID		Fulton County	Fulton	1999	southfultoncid.com	
9	Evermore CID	Highway 78	Gwinnett County	Gwinnett	2003	evermorecid.org	
10	North Fulton CID		Fulton County	Fulton	2003	northfultoncid.com	
11	Gwinnett Place CID		Gwinnett County	Gwinnett	2005	gwinnettplacecid.com	
12	Gwinnett Village CID		Gwinnett County	Gwinnett	2006	gwinnettville.com	
13	Canton Marketplace Community CID		City of Canton	Cherokee	2007	N/A	
14	Braselton CID		Town of Braselton	Gwinnett/Hall/Barrow	2010	braseltonlifepath.com	
15	Boulevard CID	Fulton Industrial	Fulton County	Fulton	2010	boulevardcid.org	
16	Lilburn CID		City of Lilburn	Gwinnett	2010	lilburncid.com	

----- ACTIVE CIDS -----						
CID NAME	FORMER OR ASSOCIATED NAMES	INCORPORATED IN	COUNTY LOCATED IN	DATE CREATED	WEBSITE	COMMENTS
17	Stone Mountain CID		City of Stone Mountain	DeKalb	2011	stonemountaincid.com
18	Georgia Gateway CID		City of Kingsland	Camden	2013	georgiagatewaycid.org
19	Red Top CID		City of Emerson	Bartow	2013	redtopcid.org
20	Tucker-Northlake CID	Tucker	City of Tucker	DeKalb	2013	tuckernorthlakecid.com
21	Atlanta Aerotropolis - Airport West CID		Fulton County	Fulton	2014	airportwestcid.com/
22	East Metro DeKalb CID		DeKalb County	DeKalb	2014	eastmetrocid.com
23	Gateway Marietta CID		Marietta	Cobb	2014	gatewaymariettacid.org
24	Little Five Points		Atlanta	DeKalb	2014	commonsplanning.org
25	Atlanta Aerotropolis - Airport South CID		City of College Park	Clayton	2015	https://airportsouthcid.org

----- INACTIVE CIDS -----							
CID NAME	FORMER OR ASSOCIATED NAMES	INCORPORATED IN	COUNTY LOCATED IN	DATE CREATED	WEBSITE	COMMENTS	
1	Turtle River CID	Turtle River Glynn County CID	Glynn County	Glynn	2006	http://newbrunswickga.com/general/html/2TurtleIsles061807.html	The CID has been inactive for several years.

----- POTENTIAL CIDS -----							
	PROPOSED CID NAME	FORMER OR ASSOCIATED NAMES	INCORPORATED IN	COUNTY LOCATED IN	DATE CREATED	WEBSITE	COMMENTS
1	Sugarloaf CID		Gwinnett County	Gwinnett	2016		Actively in formation- Approved by Gwinnett County May 17, 2016 and will hold Caucus of Electors June 16, 2016
2	Highway 278 CID		N/A	Newton	N/A		Currently in formation
3	Lanier Island Parkway CID		N/A	Hall	N/A	lanierislandsparkwaycid.com/ho me	Requested a resolution in 2013 but was unsuccessful; property owners have not requested a resolution since that time.
4	Southwest Atlanta		N/A	Fulton	N/A		
5	Lindbergh-LaVista Corridor Coalition CID		N/A	Fulton/ DeKalb	N/A	lindberghlavista.org/cid.htm	Potentially considering a CID
6	Macon		N/A	Bibb	N/A	newtownmacon.com	Currently in formation
7	South Forsyth CID		N/A	Forsyth	N/A	southforsythcid.com	Currently in formation

----- BIDS -----							
	BID NAME	FORMER OR ASSOCIATED NAMES	INCORPORATED IN	COUNTY LOCATED IN	DATE CREATED	WEBSITE	STATUS/COMMENTS
1	Madison BID		Madison	Morgan	1986		Appears to be inactive
2	Columbus BID		Columbus	Muscogee	1999	uptowncolumbusga.com	Active. 3 BID millage rates listed by DOR; 2014 millage rate is the average
3	Rome BID		Rome	Floyd	2007	downtownrome.us/business- improvement-district-bid	Active
4	Augusta BID		Augusta	Richmond	2008		Appears to be inactive
5	Georgia Gateway BID		Kingsland	Camden	2013		Not yet collecting millage

----- BIDS -----						
BID NAME	FORMER OR ASSOCIATED NAMES	INCORPORATED IN	COUNTY LOCATED IN	DATE CREATED	WEBSITE	STATUS/COMMENTS
6	Bibb BID		Bibb	2015		Status uncertain. BID collected 2015 millage in DOR's records but research team was unable to find other information

APPENDIX D: HISTORICAL DOR MILLAGE RATES FOR GEORGIA CIDS AND BIDS

CID NAME	FORMER OR ASSOCIATED NAMES	COUNTY	MILLAGE RATES																	
			2015	2014	2013	2012	2011	2010	2009	2008	2007	2006	2005	2004	2003	2002	2001	2000	1999	
Braselton CID		Barrow		5.00	5.00	5.00	5.00													
Braselton CID		Gwinnett		5.00			5.00	5.00												
Braselton CID		Hall		5.00	5.00	5.00	5.00													
Buckhead CID		Fulton		3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00		3.00	3.00	3.00	3.00	3.00	3.00	
Cumberland CID		Cobb	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	
Evermore CID	Highway 78	Gwinnett		5.00	5.00	5.00	5.00	5.00												
Boulevard CID	Fulton Industrial	Fulton		4.00	3.00	3.00														
Perimeter CID- DeKalb	Central Perimeter	DeKalb	4.00	4.00	4.00	4.00	4.00	4.00	4.00	4.00	4.00	4.00	4.00	2.00	2.00	2.00	2.00	2.00	4.00	2.00
Perimeter CID- Fulton	Fulton Perimeter	Fulton		4.00	4.00	4.00	4.00	4.00	4.00	4.00				2.00	2.00	2.00				

CID NAME	FORMER OR ASSOCIATED NAMES	COUNTY	2015	2014	2013	2012	2011	2010	2009	2008	2007	2006	2005	2004	2003	2002	2001	2000	1999
Georgia Gateway CID		Camden																	
Gwinnett Place CID		Gwinnett		5.00	5.00														
Gwinnett Village CID		Gwinnett		5.00	5.00	5.00	5.00	5.00											
Lanier Island Parkway CID		Hall			5.00														
Lilburn CID		Gwinnett		5.00	5.00	5.00	5.00	5.00											
Midtown CID		Fulton		5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	4.20	3.60	5.00	5.00	5.00	
North Fulton CID		Fulton		3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00					
South Fulton CID		Fulton		3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00
Stone Mountain CID		DeKalb	5.00	5.00	5.00	5.00	5.00												
Town Center Area CID		Cobb	5.00	4.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00
Tucker-Northlake CID	Tucker	DeKalb	3.00	3.00	3.00														
Turtle River CID		Glynn																	
Airport West CID		Fulton		5.00															
DACID	ADID	Fulton		5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	4.20		2.50	2.22	2.22	

CID NAME	FORMER OR ASSOCIATED NAMES	COUNTY	FORMER OR ASSOCIATED NAMES																
			2015	2014	2013	2012	2011	2010	2009	2008	2007	2006	2005	2004	2003	2002	2001	2000	1999
East Metro DeKalb CID		DeKalb	3.00	3.00															
Gateway Marietta CID		Cobb	5.00	5.00															
Red Top CID		Cherokee																	
Canton CID		Cherokee	12.00	12.00	12.00	12.00	12.00	12.00	12.00										
Little Five Points		DeKalb	3.00																
Average			5.00	4.70	4.75	4.83	4.94	4.92	4.90	4.11	4.13	4.13	4.29	3.49	3.37	3.44	3.60	3.89	3.75

BID NAME	FORMER OR ASSOCIATED NAMES	COUNTY	FORMER OR ASSOCIATED NAMES																
			2015	2014	2013	2012	2011	2010	2009	2008	2007	2006	2005	2004	2003	2002	2001	2000	1999
Middle GA Educ Corr		Bibb	19.65																
Rome		Floyd	0.99	0.99	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00							
Business Improvement District 5	Columbus BID	Muscogee	6.99	6.99	6.99	6.99	6.99	6.99	6.99	6.99	6.99	6.99	6.99	6.99	6.99	6.99	6.99	6.99	6.99
Business Improvement District 6	Columbus BID	Muscogee	5.76	5.76	5.76	5.76	5.76	5.76	5.76	5.76	5.76	5.76	5.76	5.76	5.76	5.76	5.76	5.76	5.76
Business Improvement District 7	Columbus BID	Muscogee	4.47	4.47	4.47	4.47	4.47	4.47	4.47	4.47	4.47	4.47	4.47	4.47	4.47	4.47	4.47	4.47	4.47
Urban BID 1	Augusta BID	Richmond				6.87	7.06	7.06	7.03	7.25									

BID NAME	FORMER OR ASSOCIATED NAMES	COUNTY	2015	2014	2013	2012	2011	2010	2009	2008	2007	2006	2005	2004	2003	2002	2001	2000	1999
Urban BID 2	Augusta BID	Richmond				6.00	6.00	6.00	6.00	6.00									
Madison BID*		Morgan					1.14	0.96	0.88	0.80	0.81	1.15	1.15	1.15	1.15	1.15	1.15	1.15	1.15
Average			7.57	4.55	4.56	5.18	4.63	4.61	4.59	4.61	3.81	3.87	4.59	4.59	4.59	4.59	4.59	1.15	1.15

APPENDIX E: COMPARISON OF GEORGIA BIDS AND GEORGIA CIDS

	BID	CID
Name	City business improvement district	Community improvement district
Year	1981	1984
Legal Authorization	Georgia Code Article II	Georgia Constitution, Article IX, Section VII
Purpose	Restoring and promoting commercial and other business activity in business districts; can provide supplemental services in the district	Providing governmental services or facilities, including but not limited to: parks and recreational areas; street and road construction or maintenance; public transportation; terminal and parking facilities; storm water and sewage collection/disposal systems; and water services
Active entities 2015	3 (estimated)	25
Creation	<ul style="list-style-type: none"> – Create a district plan, with support from either 51% of municipal taxpayers in the district or taxpayers representing 51% of taxable property. – Adoption of district plan by governing authority 	<ul style="list-style-type: none"> – Georgia General Assembly passes an enabling act proposed by the county or municipality – Petition from both a simple majority of real, non-exempt property owners or owners representing 75% of real, non-exempt property value – Adoption of resolution by governing authority
Governing Authority	Municipality	Municipality or county
Governance	<ul style="list-style-type: none"> – Not specified – In practice, governed by a board 	<ul style="list-style-type: none"> – Governing authority unless local CID act designates another entity – In practice, a board with at least one representative from each governing authority

	BID	CID
Administration	<ul style="list-style-type: none"> – Not specified but enabled to contract service provision to a nonprofit corporation or downtown development authority (DDA) – In practice, administered by a DDA or nonprofit 	<ul style="list-style-type: none"> – Not specified – In practice, more than 90% either contract with a management company or directly hire staff
Financing Mechanisms	<ul style="list-style-type: none"> – Self-assessed annual millage upon real and personal property; no established minimum or maximum – Surcharges on business licenses & occupation taxes 	<ul style="list-style-type: none"> – Self-assessed annual millage on non-residential, non-exempt real property; maximum of 25 mills – Debt financing
Exempt Property	<ul style="list-style-type: none"> – Property exempted from all property tax, including property owned and held by or used for: nonprofit corporations, religious groups, educational institutions, nonprofit hospitals, public libraries, air and water pollution, nonprofit homes for the aged or mentally disabled, places for burials, and veterans organizations 	<ul style="list-style-type: none"> – Residential – Property used for agricultural or forestry purposes – Property exempted from all property tax, including property owned and held by or used for: nonprofit corporations, religious groups, educational institutions, nonprofit hospitals, public libraries, air and water pollution, nonprofit homes for the aged or mentally disabled, places for burials, and veterans organizations
FY14 Average Millage Rate	4.6 mills, with a range of 1-7 mills	4.7 mills, with a range of 3-12 mills and typical range of 3-5 mills
Debt	May collect and enforce liens on properties and surcharges	May collect and enforce liens on properties and can issue debt financing
Government Oversight	<ul style="list-style-type: none"> – All services and projects implemented must be in approved district plan – District plans and budgets may be amended or rescinded at any time by ordinance – No government representation mandated in state code, although some local legislation requires it 	<ul style="list-style-type: none"> – Local government representation required on Board of Directors, although number is not specified in state legislation (some local enabling acts do specify number)
Renewal and Dissolution	<ul style="list-style-type: none"> – Renewed by ordinance; terminated no less than five years and no more than 10 years from the date of creation or renewal by ordinance 	<ul style="list-style-type: none"> – None specified, though local enabling acts do in some cases provide dissolution clauses

APPENDIX F: COMPARISON OF GEORGIA CIDS AND OTHER SOUTHEASTERN STATES' IDS

	GEORGIA CID	ALABAMA BID	FLORIDA NID	SOUTH CAROLINA BID	TENNESSEE CBID
Title	Community Improvement District (CID)	Self-help Business Improvement Districts (BID)	Four types of Neighborhood Improvement Districts (NID): – Local Government NID (LGNID) – Property Owner’s Association NID (PONID) – Special NID (SNID) – Community Redevelopment NID (CRNID)	Business Improvement District (BID)	Central Business Improvement District (CBID)
Legal Authorization	Ga. Const. art. IX, § 7 authorizes the General Assembly to create a CID in a county or municipality.	Ala. Code § 11-54B authorizes Class 1 (300k + pop.) or Class 2 (175k – 299k pop.) municipalities to create BIDs.	Fla. Stat. § 163.5 authorizes a municipality or county to create NID.	S.C. Code Ann. § 5-37 authorizes any incorporated municipality and township established by the South Carolina General Assembly to create a BID.	Tenn. Code Ann. § 7-84 authorizes the governing body of any municipality to create a CBID.
Year Authorized	1984	1994	1987	1999	1990
Purpose	Provision of governmental services or facilities, including but not limited to parks and recreational areas, street and road construction or maintenance, and public transportation.	Promote economic growth and employment in downtown and community business districts.	Reduce crime through various initiatives to promote health and safety; preserve property values; foster development.	Preserve property values; prevent deterioration of urban areas; preserve the tax base of the municipality.	To address deterioration of central business districts of cities and towns.
Local Government Approval	– Adoption of local enabling act for the municipality or county by the General Assembly, and – Adoption of local resolution by governing authority	Adoption of local ordinance by governing municipality.	Adoption of local ordinance by governing authority.	Adoption of local ordinance by governing municipality.	Adoption of local ordinance by governing municipality.

	GEORGIA CID	ALABAMA BID	FLORIDA NID	SOUTH CAROLINA BID	TENNESSEE CBID
Petition Requirements For Property Owner Consent	<ul style="list-style-type: none"> – Majority (more than 50%) of owners of real property and owners representing 75% by value of real property in the proposed CID. 	<ul style="list-style-type: none"> – Representative group of owners of nonexempt real property (Classes 1 and 2); an owner of at least 50 percent of parcels (Class 2); and – Group must include owners of at least 2/3 of real property by value (Class 1); 60 percent of value (Class 2). 	<ul style="list-style-type: none"> – LGNID: No owner consent required. – PONID: 75% of owners of real property. – SNID: 40% of electors in district, or 20% of property owners. – CRNID: Recommendation of the local community redevelopment agency (separate public entity). 	<ul style="list-style-type: none"> – Municipality may create district by adopting a resolution with majority council approval (no owner consent required);or – A majority (in number) of owners of real property within district may petition governing body of municipality to adopt a resolution. 	<ul style="list-style-type: none"> – Municipality may create district by adopting an ordinance after an initiating resolution and public hearing. Written objection by owners representing more than ½ of real property value in proposed district prior to hearing prevents adoption; or – Written petition from a majority (in number) of real property owners within district, constituting 2/3 of assessed value for a resolution.
District Plan	No district plan required.	Must submit a BID district plan for approval that designates the district management corporation (DMC), proposed services, budget, method of assessment, duration of the BID (max. 5 years), and other relevant information.	Before levying any taxes or assessments, NID must submit and governing authority must approve the NID’s safe neighborhood improvement plan including district demographics, crime statistics, land-use analysis, proposed activities, cost estimates, timeline, evaluation criteria, and other relevant information.	Must submit an improvement plan that includes a map, estimated costs, proposed basis and rates of assessments, and other relevant information for governing authority approval.	Must submit CBID plan of improvement for governing authority approval.

	GEORGIA CID	ALABAMA BID	FLORIDA NID	SOUTH CAROLINA BID	TENNESSEE CBID
Governing Body	<ul style="list-style-type: none"> – Governing authority unless local CID act designates another entity – In practice, a board of directors with at least one representative from each governing authority 	District Management Corporation: non-profit entity designated in local ordinance creating BID.	<ul style="list-style-type: none"> – LGNID: Local governing authority or Board appointed by local governing authority. – PONID: Officers of Property Owner’s Association. – SNID: Three directors, appointed by local governing authority. – CRNID: Community redevelopment agency’s board of directors. 	Local governing body but in practice, elected and appointed board	Governing body may create an advisory board, or appoint an existing organization to administer district activities (known as the district management corporation or DMC).
Local Government representation on board of directors	Required to have at least one but actual number varies by local government enabling law	Optional; Municipality may designate representatives to attend and participate in meetings; no voting rights.	Required for LGNID only.	Not required but included in practice.	Required. Speaker of the Senate and speaker of the House of Representatives each appoint a member to the board of the DMC.
Administration	<ul style="list-style-type: none"> – Not specified – In practice, more than 90% contract with a management company or directly hire staff 	DMC, usually incorporated as a nonprofit.	<ul style="list-style-type: none"> – LGNID: Local governing authority or advisory council – PONID: property owner’s association – SNID: board – CRNID: Community redevelopment agency or appointed advisory council 	Local governing body or a not-for-profit organization.	Governing body or DMC (typically DMC).

	GEORGIA CID	ALABAMA BID	FLORIDA NID	SOUTH CAROLINA BID	TENNESSEE CBID
Authority to levy taxes, fees, or assessments	Yes	<ul style="list-style-type: none"> – Class 1: Yes, special assessment. – Class 2: No, municipality levies special assessment. 	LGNID, PONID and SNID may levy taxes and special assessments, subject to approval of local governing authority (SNID only), and referendum of voters in district.	Yes, by local governing authority.	Municipality is authorized to levy special assessments. DMC makes recommendations on the use of special assessment revenues to governing body. Alternatively, governing body may appoint a Board of Assessment Commissioners to determine amount of assessment.
Properties Assessed (other than tax-exempt)	Commercial real property excluding all residential property and property used for agricultural or forestry purposes	<ul style="list-style-type: none"> – Class 1: All real property in district. – Class 2: All real property in district except single family, owner-occupied residential property. 	<ul style="list-style-type: none"> – Ad valorem tax: all real and personal property. – Special assessment: all real property (parcels of land). 	All real property in the district except owner-occupied residential properties, except when written permission is provided or if the BID was created specifically to widen/dredge a canal.	All real properties in the district.
Maximum Assessment	2.5% (25 mills) or less of assessed value of real property as set by local law	Method of assessment outlined in local ordinance; rates set by District Management Corporation (Class 1), or by municipality (Class 2). No single owner shall pay more than 17.5% of total assessment on all owners.	<ul style="list-style-type: none"> • Ad valorem tax (LGNID and SNID): up to 2 mills per year. • Special assessment: up to \$500 per parcel of land per year. 	No maximum specified in state code.	15% of assessed value of lot and improvements on the lot. Within a tourist resort county, maximum assessment is the cost of improvements.
Authorized use of Assessment	Provide governmental services and facilities within CID	Finance all costs of supplemental services provided by BID.	Pay for planning and implementation of district improvements, as well as reasonable operating expenses.	Planning and implementation of improvements within the improvement district.	All costs and expenses of making public improvements within the CBID, and providing the associated services, projects and activities.

	GEORGIA CID	ALABAMA BID	FLORIDA NID	SOUTH CAROLINA BID	TENNESSEE CBID
Other Financing Mechanisms	Other sources, including grants other municipal/county revenues.	Other sources, including grants	Other sources, including grants. Florida has a separate Safe Neighborhood Program for NID planning grants.	Other sources, including grants and other municipal revenues.	Other sources, including grants.
Debt	May incur and issue debt; not counted against governing authority's debt limit.	Any outstanding special assessment taxes, interest, penalties or fees are a lien on the property and as such, may be foreclosed if the lien is not paid in full.	SNID: May incur debt	May issue tax-exempt special district bonds, municipal general obligation bonds, and municipal revenue bonds. Bonds may be paid by assessed property tax by the BID or may be backed by the municipality.	May use municipality-issued bonds and notes, including revenue bonds, to finance improvements. Any outstanding assessment taxes, interest or fees are a lien on the delinquent property.
Debt Obligation	Debt obligation belongs only to the CID and not to any other government entities.	Upon dissolution, debt obligation transfers to successor district management corporation or, if none exists, the municipality.	SNID: If dissolved, debt obligation belongs only to the district property owners and not to any other government entities. Property owners must make arrangements acceptable to the debt holders. Apportionment of debt between property owners not specified.	Not specified.	Debt obligation is solely the responsibility of the CBID unless, upon dissolution, the municipality pledges to pay in full.

	GEORGIA CID	ALABAMA BID	FLORIDA NID	SOUTH CAROLINA BID	TENNESSEE CBID
Renewal	No renewal requirement specified in state law, but county laws enabling CIDs can include renewal requirements.	<ul style="list-style-type: none"> – Must hold a continuation hearing every five years. To renew, the BID must obtain written petition from property owners representing 25% or more of property value, amend district plan (if needed), and the governing authority must adopt a new resolution. – DMC must hold public meetings at least once every 6 months after designation 	SNID: Every 10 years, SNID must hold a referendum for all registered voters within the designated area for the SNID. If the referendum is not held or not approved, all property owned by the SNID will transfer to the municipality or county in which it was located.	No renewal requirement specified.	No renewal requirement specified, but CBIDs may choose to have a time limit in the improvement plan.
Dissolution	Not specified	If not renewed after continuation hearing.	<ul style="list-style-type: none"> – LGNID and CRNID: Can be dissolved by the governing body if presented with a petition supported by 60% of district residents. – SNID: Local governing body can authorize dissolution. 	Not specified.	<p>Can be dissolved upon written petition filed by owners of:</p> <ul style="list-style-type: none"> – 75% of assessed property value in district; or – 50% of owners in the district. <p>May not be dissolved if the municipality has any outstanding bonds, notes or other obligations</p>

Endnotes

- ¹ Morçöl, Göktug and Ulf Zimmerman, 2006. "Community Improvement Districts in Metropolitan Atlanta." *International Journal of Public Administration*, 29, 77–105.
- ² Kosar, Kevin R., 2011. "The Quasi Government: Hybrid Organizations with Both Government and Private Sector Legal Characteristics." *Congressional Research Service*. June 22. <http://fas.org/sgp/crs/misc/RL30533.pdf>
- ³ Mitchell, Jerry, 1999. *Business Improvement Districts and Innovative Service Delivery*. New York: PricewaterhouseCoopers Endowment for the Business of Government.
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About the Authors

Lindsay Kuhn was a public finance fellow with the Center for State and Local Finance. She received her master's degree in public administration at the Andrew Young School of Policy Studies and received dual bachelor's degrees in international relations and communication from Hiram College in Ohio. Her research interests include public finance, local government management, economic development, planning and public-private partnerships.

Sarah Larson is an assistant professor in the School of Public Administration at the University of Central Florida. She received her joint doctorate in public policy from the School of Public and Environmental Affairs and the Department of Political Science at Indiana University. Previously, Larson worked as a political economy and environmental research fellow as well as a visiting assistant professor at Indiana University Purdue University Indianapolis. Her research interests include state sales tax policy, federal and state revenue policy, and effects of polarization on the creation of public policy.

Carolyn Bourdeaux is an associate professor of public management and policy at the Andrew Young School of Policy Studies at Georgia State University and the former director of the Center for State and Local Finance. From 2007-2010, Bourdeaux was on leave from the university to serve as director of Georgia's Senate Budget and Evaluation Office. Her background in academia and work in the public sector at the local, state and federal levels spans a wide range of areas, including state budget and tax policy, transportation policy, land use planning, economic development, environmental policy, education finance, and administrative reform. Her recent research has focused on cutback budgeting, tax reform, intergovernmental fiscal relations as well as the legislative budget processes and decision-making.
