Clarkston, Georgia
March 7-8, 2013
Strategies for Improving the Economic Competitiveness of Clarkston’s Downtown
About ULI - Urban Land Institute

The Urban Land Institute (ULI) was established in 1936 and has over 30,000 members from more than 90 countries. It is one of America’s most respected resources of information and knowledge on urban planning, growth and development. ULI is a non-profit research and education organization. Its mission is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. To encourage an open exchange of ideas and sharing experiences, ULI membership represents the entire spectrum of land use and real estate development disciplines, working in private enterprise and public service. Among its members there are developers, builders, property owners, investors, architects, planners, public officials, brokers, appraisers, attorneys, engineers, financiers, academics, students and marketing and brand identity experts.

ULI Atlanta

With over 1,000 members throughout Georgia, Alabama and Eastern Tennessee, ULI Atlanta is one of the largest District Councils of the Urban Land Institute. We bring together leaders from across the fields of real estate and land use policy to exchange best practices and serve community needs. We share knowledge through education, applied research, publishing, and electronic media.

Technical Assistance Program (TAP)

Since 1947, the Urban Land Institute has harnessed the technical expertise of its members to help communities solve difficult land use, development, and redevelopment challenges. ULI Atlanta brought this same model of technical assistance to the Metropolitan Atlanta area. Local ULI members volunteer their time to serve on panels. In return, they are provided with a unique opportunity to share their skills and experience to improve their community.

Through Technical Assistance Program Panels, ULI Atlanta is able to enhance community leadership, clarify community needs and assets, and advance land use policies that expand economic opportunity and maximize market potential.
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The Panel is also grateful to insight provided by the stakeholders who attended the session: Beverly Burks, Doug Guess, Theodros Hailegiorgis, Alice Jamison, Michelle Parker, and Bob Zoeckler.

PANEL & PROJECT STAFF
ULI Atlanta would like to thank the panelists, moderator and TAP committee for their time, energy and passion for ULI.

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Table of Contents

ACKNOWLEDGEMENTS ........................................................................................................... 3
  Panel and Project Staff ................................................................................................. 3
  Panel Photo ............................................................................................................... 4

FORWARD: THE PANEL’S ASSIGNMENT ........................................................................ 7

EXECUTIVE SUMMARY .................................................................................................. 8

COMMUNITY AND PROJECT CONTEXT ...................................................................... 9

FINDINGS AND RECOMMENDATIONS ......................................................................... 12
  Opportunities & Strengths .......................................................................................... 12
  Challenges & Weaknesses ......................................................................................... 13

RECOMMENDATIONS ..................................................................................................... 16

IMPLEMENTATION ........................................................................................................ 20

PICTURES FROM EVENT ................................................................................................ 22

PANELIST BIOS ............................................................................................................. 23

APPENDIX A: SAMPLE ORDINANCE CREATING A DEVELOPMENT AUTHORITY ....... 31
FORWARD: THE PANEL'S ASSIGNMENT

At the request of the City of Clarkston (City), the Atlanta District Council of the Urban Land Institute (ULI) convened a Technical Assistance Panel (TAP) to seek advice and recommendations for improving the economic competitiveness of Clarkston and its downtown area. The Panel, composed of experts from a variety of disciplines connected with land use and real estate development, including land planning, zoning and land use, construction and development, economic development and marketing, convened on March 7 – 8, 2013. The City asked for assistance in understanding the unmet needs of its residents and examining ways to attract nonresident customers, new tenants and private investment. To accomplish these objectives, the TAP evaluated the components necessary for a successful downtown in Clarkston and recommend steps the City could take to contribute to its development. More specifically, the primary objectives for the TAP were to advise Clarkston in:

- Assessing the unmet retail, office, entertainment, restaurant, and housing needs of Clarkston’s residents
- Defining a more successful downtown for Clarkston
- Evaluating the potential for catalyst downtown projects
- Exploring marketing and branding alternatives to attract customers and stimulate downtown development

Prior to the program, Panel members reviewed background materials compiled by City representatives. During the program, Panel members took a tour of the downtown Clarkston area and worked with community leaders and key stakeholders through a series of interviews to learn about the history and conditions of the area and discern the direction in which the community should head. The following persons participated in the stakeholder interviews: Beverly Burks (resident); Doug Guess (developer); Theodros Hailegiorgis (business owner); Alice Jamison (retail center owner); Michelle Parker (apartment property manager); and Bob Zoellker (attorney).

Jeremy Lewis (Clarkston Development Foundation) and J.D. McCrary (International Rescue Committee of Atlanta) provided informative dinner and luncheon presentations to the panel.
Executive Summary

Clarkston is a community of opportunity and diversity looking to develop a guiding vision for the City’s future. While Clarkston has grown in spirit and number over the last ten to fifteen years, it has not experienced the same economic and physical improvements experienced by neighboring communities. The TAP is just one component of the City’s development of a strategic plan to guide the City forward.

At the heart of Clarkston’s energy are its people. The City has grown to over 8,000 residents including long-time residents and newly relocated residents, many of whom are refugees and immigrants. The diverse population has created a particularly unique international culture not found in any other part of the Atlanta region. The Clarkston community is looking to create a future where young and old, long-time residents and newly relocated ones work together towards preservation and progress to contribute towards creating new vitality, opportunity and success for the City.

Also serving the residents and visitors of Clarkston is a growing business community. While the presence of national or regional retail businesses is minimal, the City has a strong small business community. Many of the small businesses are owned and operated by immigrants to Clarkston. Their presence has created an entrepreneurial culture that has had success but also challenges. With this TAP, Clarkston is seeking to strengthen its business community by supporting the existing business owners and also attracting new business. The success of this effort will help diversify the Clarkston economy, grow the tax base and expand shopping options for residents and visitors to the City.

Guiding Principles

Over the course of the TAP discussion with community leaders, several themes rose to the top as key community goals and strategies for Clarkston. Among them are:

- Renew downtown
- Create gateways to Clarkston – people should know when they have entered the City.
- Expand and enhance the business opportunities in the City.
- Attract new investment and development to the City.
- Build community capital and growth around a shared vision for the City.

In addition to the general goals for Clarkston, TAP participants identified the desire for a catalyst project, developed around the idea of a city market and place for the community to gather. For this catalyst project, key goals include:

- The project should reflect the City’s diverse population.
- The project should focus on serving the Clarkston community and its residents first.
- The project should help attract people from around the region by embracing Clarkston’s diversity and uniqueness. The regional draw will help grow Clarkston’s economy.
- Initially, the City needs to be the manager of this project but it should transition to a private or public-private partnership in the long-term.
Community and Project Context

City Context

Clarkston is a growing community with over 8,000 people within its municipal boundaries. The City is 1.1 square miles in size and is centrally located in DeKalb County.

The City is largely defined by a walkable and suburban development pattern of residential neighborhoods and apartment complexes, clusters of businesses within its downtown area and along its main corridors, civic institutions and park space. The mix of places to live, work, socialize and learn means that Clarkston can meet many, if not most, of the needs of its residents within its current boundaries.

Clarkston also has a rich history that helped make it the community it is today. In particular, there are three defining changes that significantly altered the course of Clarkston’s history: (1) the City’s incorporation and connection via the Georgia Railroad (1880s); (2) the construction of the Stone Mountain Freeway and Interstate 285 (1960s and 1970s); and (3) the designation of Clarkston and surrounding area as a Federal Refugee Resettlement area (1990s). With each of these milestones, the City grew in population and significance within the larger Atlanta region.

Regional connectivity is also a defining feature of Clarkston today. The City has direct access to I-285 and is served by regional transit bus service via MARTA. In addition to Clarkston’s connectivity, its proximity to regional activity centers make it a desirable location for people to live or for businesses to locate.

Downtown Context

Of particular focus during the TAP was Clarkston’s downtown business district. The area serves as the physical and cultural heart of the community. However, it lacks a common gathering place for the community.

Currently, the downtown area is generally defined by the blocks surrounding the intersection of Market Street and E. Ponce de Leon Avenue. The blocks are small and the intersections frequent, which makes the area walkable in terms of distance to destinations. The buildings vary in age, with many built in the 1960s and 1970s. Many of these buildings are beginning to show their age and are in need of rehabilitation or redevelopment. The area has a mix of uses including small office businesses, retail, shopping centers and some industrial activity.

The downtown area is centrally located within Clarkston. Everyone living and working within the Clarkston city limits is within a five to ten minute walk of the downtown. Even though the area is walkable in terms of destination, some of the streets are in poor condition and sidewalks are lacking along most streets in the downtown area. Parking lots, on-street parking and placement of dumpsters have eroded the visual and physical quality of the downtown. It has also created an auto-dominated environment that is unsafe and inhospitable for pedestrians.

The downtown area has great potential for improvement due to its proximity and connectivity to adjacent neighborhoods and the larger region. However, the physical condition of the infrastructure and the attractiveness of buildings and streets need to be improved in order to attract new investment to the downtown business district.
Previous planning efforts, incentive programs and other tools of interest

This TAP builds upon previous planning efforts and projects in Clarkston. There are several important precedents that were the topic of discussion and focus during the TAP. Some of these projects are still being developed but several were recently completed.

- **Clarkston Livable Centers Initiative Study** – Completed in 2004, the study developed a vision and implementation plan for “a town center” in the downtown area. The private development and infrastructure improvements envisioned, including streetscape projects, would create a walkable, main street type environment.

- **City Streetscape and Pedestrian Enhancements** – The City of Clarkston received project funding from the State Road and Tollway Authority, the Georgia Department of Transportation (GDOT) and the Federal Highway Administration (FHWA) to improve stretches of Ponce de Leon Avenue, Market Street, Church Street and Norman Road. Planned street improvements include sidewalk enhancements, at-grade railroad crossing improvements, traffic signal upgrades and bus stop improvements among others. Project design is scheduled to start in 2013 with construction slated for completion in 2017.

- **Milam Park Recreational Improvements** – Several improvements to Milam Park completed in 2012, including new amenities and recreational equipment and general maintenance repairs. Funding for this project came from the City’s general fund.

- **City Street Rehabilitation** – The City participated in the state’s Local Maintenance Improvement Program administered by GDOT. The LMIP helps the City resurface and patch roadways within its boundaries. Four streets were resurfaced in 2012 and projects are being identified for 2013.

- **City Drainage Improvements** – In 2008, the City approved a dedicated funding mechanism for drainage improvements called a “Stormwater User Fee.” Revenue from the fee was used in 2012 to fix a damaged culvert on West Smith Street and several projects have been identified for implementation in 2013. The improvement will maintain and enhance the City’s ability to manage its stormwater runoff.

- **Bicycle and Pedestrian Safety/Education/Training Program** – Clarkston received a grant from the Atlanta Regional Commission to develop a bicycle and pedestrian safety, education and training program. The program will help community members learn the basic “rules of the road” through classes and educational materials.

- **New Public Works Facility** – Clarkston is constructing a new public works facility to house its maintenance vehicles and administrative offices. The facility will expand the resources and space available to the department, which has outgrown its current space at City Hall.
• **New City Hall Annex** – The City is expanding its administrative space by rehabilitating a historic home on Rowland and Market Streets. Funded in part by a loan from the Georgia Municipal Association, the project will help the City improve customer service and expand its administrative functions. It will also set the stage for future improvements in the downtown area.

• **Aquatic Center at Milam Park** – Completed in 2011 and opened to the public in 2012, the Aquatic Center at Milam Park expanded and enhanced the pool facilities available to the Clarkston community.

• **Tennis Courts at Milam Park** - The City, with the help of a grant from the United States Tennis Association (USTA) repaired and converted two existing courts to be used for the USTA 10 and Under Initiative. This initiative introduces kids to the game of tennis and helps them develop their skills on a size appropriate court.

• **Multi-Use Trail** – The multi-use trail for walkers, runner, cyclists and skaters, which was developed by the PATH Foundation and DeKalb County, runs through Clarkston and connects Atlanta to Stone Mountain. While most of the route between the two cities is a multi-use path separated from streets, the route through Clarkston is largely on neighborhood streets. A new project, being led by the City and the PATH Foundation, will realign the route through Clarkston to include a dedicated multi-use path. The project will be funded by DeKalb County and the PATH Foundation and will be located parallel to Church Street and will include a bike/ pedestrian bridge over I-285.
Findings and Recommendations

The findings and recommendations below represent the primary issues discussed and outlined at the end of the TAP program. The Panel members developed the findings and recommendations following a tour of the downtown area, internal deliberations, and interviews led by the moderator with community leaders and stakeholders.

Clarkston Opportunities and Challenges

**Opportunities and Strengths**

- **Location** – Clarkston is well positioned within the Atlanta region and DeKalb County, is a short drive or bus ride to Decatur, and has easy access to I-285, which provides convenient access to other activity centers in the region. Clarkston’s connectivity to the interstate, transit and adjacent communities make it easily accessible by visitors too.

- **International diversity** – The diversity of Clarkston is something few places in the Atlanta region can offer and is something that can attract new business and economic development.

- **Colleges and technical schools in the vicinity** – While Clarkston does not have any grade schools within its borders, the area within the vicinity of the City has educational opportunities for the young and old and even a specialty school for children with hearing impairments, the Atlanta Area School for the Deaf. Georgia Piedmont Technical College has a facility (Paul M. Starnes Center) located within the city limits that offers an ESL program and GED courses. The schools, colleges and technical schools help the Clarkston community develop the skills needed to be competitive in today’s economy.

- **History** – Clarkston has a rich history and story to share. New development and investment can build on the City’s historic and cultural legacies to shape the future.

- **Good basic structure for downtown** – The historic downtown area of Clarkston has a development pattern and physical infrastructure that can support a walkable downtown area. Block distances are short, intersections are frequent and streets widths are such that destinations are within a comfortable walking distance. The Clarkston community can use this to its advantage to create a desirable main street experience typically found in smaller cities and towns.

- **The PATH multi-use trail** – Thousands of people bike, run, and walk through Clarkston every year along the PATH trail. The trail is a great resource that can be used to
attract visitors to Clarkston and provide a recreational amenity for Clarkston’s residents.

- **The parks and the forest** – For its size, Clarkston has a significant amount of greenspace. Residents and visitors alike have access to the parks and city forest, all of which are within walking distance or a short drive.

- **Access to transportation** – Clarkston is served by a well-connected street network, convenient access to the interstate via I-285 and transit via MARTA. MARTA service, in particular, is important because many in the Clarkston community rely on the service as their primary mode of transportation.

- **Community ownership and passion** – Creating a sense of ownership and investment is something not every community has. However, Clarkston has created a sense of both for residents, business owners and others that work or visit the City. The pride and commitment from the community can foster future growth for Clarkston.

- **Mix of housing will support future growth trends** – Real estate trends around the U.S. show there is a growing demand for housing options beyond the single-family detached house. Clarkston is well positioned to take advantage of this trend with its housing diversity. Multi-story apartments and condominiums, duplexes and townhomes as well as detached houses gives residents or potential residents a range of housing options to suit their individual or family needs.

- **Change in government structure** – The City Council recently created the positions of City Manager and Planning and Development Manager, allowing the City government to be more effectively and efficiently managed by professional staff. This shift in governance structure has allowed the Mayor and City Council to focus more attention on policy development and decision-making and less on the day-to-day operations of the City.

- **Strong civic community** – Supporting the Clarkston community is a strong civic community, which includes a number of religious organizations providing spiritual guidance, educational opportunities and social services for those in and around Clarkston.

- **Social and non-profit organization** – Clarkston has several organizations, such as the Clarkston Development Foundation and the International Rescue Committee of Atlanta, that are providing needed social and civic services for community members. These organizations are assets and resources for the community.

- **Economic impact of refugees and immigrants** – The influx of refugees and immigrants to the Clarkston area has had a positive economic impact on the City. They spend money on housing, shopping and in some cases open businesses.
Challenges and Weaknesses

- **Housing stock is aging** – Many of the homes and multi-family buildings are reaching the end of their life cycle and need repair or replacement.

- **Community is split by railroad** – While the railroad has been in place for a long time, it still serves as a physical and visual barrier between the north and the south sides of the City. The railroad can be an inconvenience, particularly for those walking, because it limits where people can cross from one side of the City to the other.

- **Not enough tools in the tool box to implement vision** – As a growing community, Clarkston should have several tools at its disposal to spur economic development and transportation improvements. However, the City has not had the capacity to make use of all of the tools available to municipalities, such as a downtown development authority. Without these tools, Clarkston is at a competitive disadvantage because neighboring jurisdictions are using them to compete for jobs, new business and residential development.

- **Schools** – The quality of the schools near Clarkston is a significant challenge to retaining families. Because of their current condition, many families feel the need to move to other school districts if they can do so.

- **Reputation of the school system needs to be improved** – In addition to the performance of the Clarkston area schools, the reputation and legal problems of the DeKalb school system is creating challenges recruiting or retaining families in Clarkston. Some form of control over area schools, or engagement with the DeKalb County School System, could help the Clarkston community proactively improve the image of schools in the area.

- **City does not control gateways** – The gateways to Clarkston fall outside the City’s jurisdiction. These gateways particularly the area around the I-285 interchange, lack basic maintenance and are visually unattractive.

- **Tax digest is skewed towards residential** – Because the majority of the property tax received by the City is generated by residential properties, Clarkston is not able to generate enough revenue to pay for new infrastructure and other public investments. Improving and expanding the commercial property tax base could help increase the City’s revenue and enable the City to make strategic investments in municipal services and infrastructure.

- **Size of the City, physical footprint is small** – If the City wants to grow its tax base and ability to make investments, particularly in the commercial core of Clarkston, it may need to strategically annex properties at the edge of the city limits.
• **Community communication is a challenge with such a diverse group of people** – Keeping people informed of city activities, services and other resources is a challenge with so many languages spoken in Clarkston. Continued efforts to provide information about city and community activities in multiple languages and outlets, such as a website, will be important to build community capital and investment.

• **Codes and guidelines are not in line with today’s economic conditions and create a barrier for redevelopment** – The current development codes in Clarkston, including its zoning code, make it difficult to manage the types of uses in the city as well as rehabilitation and redevelopment of properties because the codes are not tailored for the specific needs of Clarkston. Revising the existing code could help City staff better implement development review and approval, clarify legal allowances for use of property and design requirements, and improve the understanding of requirements by the property owners and developers.

• **Lack of re-investment in commercial properties** – Many commercial property owners are not reinvesting in their properties to bring them up to date, even though the retail rental rates are at or above market rate compared to other areas of the region.
Recommendations

The following recommendations should guide decision-making in planning and implementing redevelopment efforts for Clarkston’s downtown business district. The recommendations represent the big picture “road map” and action items for Clarkston.

Define collective vision for Clarkston that can guide community investments

Clarkston has a shared desire for change and an improved image for the City. What is lacking is a clear definition of what the shape, form and identity of the “new” vision for the City should be. The Clarkston community needs a collective, shared vision to guide the City forward. The new vision should be built on consensus and shared opportunity.

To craft this vision, the City should undertake a community conversation to define the type of city Clarkston will be in 1, 5 and 10 years. When completed and defined, the collective vision should serve as a guide for community investment, policy development and projects.

Develop tools to implement vision

To implement Clarkston’s new vision, it will need to expand its “tool box” of resources to spur growth and create new opportunities for education, business, jobs and culture. The Panel identified several tools that the City could pursue to support implementation of the vision. Some of the tools require the creation of a new governmental entity, such as a development authority, while others require staff time to pursue, such as competitive grant opportunities.

The tools identified by the TAP Panel are briefly described below.

- **Downtown Development Authority (DDA)** – A DDA is created by the State, which gives a municipality the ability to create an authority. Creating an authority in Clarkston will allow the City to better leverage public and private investments in the downtown business district. The public-private partner-
ships a DDA can support will help with rehabilitation of existing buildings, redevelopment of existing properties and new development. The authority is a quasi-government entity that has certain powers to support redevelopment efforts that a city does not have under Georgia law. In brief, DDAs in Georgia may accept grants and apply for loans. They can also own, acquire and improve property, and they are empowered to enter into contracts and intergovernmental agreements. DDAs also have the authority to issue revenue bonds.

- **Urban Redevelopment Plan** – Adopting a redevelopment plan that is in accordance with state guidelines can expand the normal powers of local governments in important ways. Among other benefits, an urban redevelopment plan and adopted resolution defined by the State can help cities more effectively assemble blighted properties and develop a bond financing program to support public/private partnerships and revitalization efforts. Clarkson can work with representatives from the Georgia Department of Community Affairs to create this tool.

- **Opportunity Zone** - The Opportunity Zone Job Tax Credit Program is a program created within the state’s Job Tax Credit Program. The program provides a credit of $3,500 per job created for businesses that meet certain program criteria. The program is administered by the Georgia Department of Community Affairs and will consider designations for areas that are within or adjacent to a census block group with 15% or greater poverty where an enterprise zone or urban redevelopment plan exists. This is another reason why a redevelopment plan is important for Clarkson.

- **Grant programs** – Grants are available from a variety of sources including government agencies, nonprofits and foundations. They can provide resources for a variety of programs or projects including social programs, economic development efforts or building rehabilitation projects among others. Grants typically require significant staff time to pursue because they are awarded through a competitive application process and require staff time to research grant options, write grant applications, and administer the programs once awarded the grant.

- **Façade program to offset costs of improving existing properties** – Clarkson can create a grant or revolving loan program to help property owners improve their buildings. This tool can be particularly useful where market rents are not generating enough income for property owners to improve the exterior of their buildings or where new construction is not feasible because of market conditions. Exterior improvements to buildings can help improve the visual quality of the commercial core of Clarkson.

- **Land Bank Authority** – A land bank is a public authority created to efficiently hold, manage and develop tax-foreclosed property. Land banks act as a legal and financial mechanism to transform vacant, abandoned and tax-foreclosed property back to productive use. In addition, a land bank is a powerful tool which can be used to encourage redevelopment in older communities that generally have little available land and neighborhoods that have been blighted by an out-migration of residents and businesses. Clarkson does not have the staff capacity to have its own land bank authority. However, it could partner with an area land bank, such as the DeKalb Regional Land Bank Authority, to take advantage of this community building tool.

- **Zoning and development codes** – Re-evaluate existing zoning and development codes to align them with community vision and existing development patterns.

During the TAP, the zoning and development codes were identified as key tools that need to be re-visited. Based on discussions with City staff and property owners and the Panel’s own study of the codes, the Panel determined that the zoning and development codes are not in line with the existing or desired development pattern for Clarkson, nor are they in line with today’s economic realities.
The existing codes do not support the vision for Clarkston. In particular, the zoning code needs to be adjusted in order to support rehabilitation of existing structures while also making it easier to redevelop properties, particularly in the commercial center of Clarkston. The high density product previously recommended in the LCI is not economically feasible in today's environment and not likely to become feasible in the near future as Clarkston does not have the density nor the demographics to support vertical mixed use.

The two immediate areas of focus should be the allowable uses (and their definitions) as well as the site design requirements. Both parts of the zoning code appear to provide confusion and frustration rather than clarification and guidance.

- **Focus on street improvements** - The quality of streets and sidewalks, particularly along major corridors and in the downtown area, is poor and in need of improvement. Many sidewalks are often narrow, cracked or nonexistent along many of the walking routes within the City. Additionally, many of the residents are dependent on walking or public transit to travel to daily destinations.

  The City is making good strides towards these improvements by securing funding for the streetscape project along Ponce de Leon Avenue and Market Street. This project should move forward as a top priority to improve walkability along one of the main corridors and simultaneously improve the aesthetics of the area.

  Additionally, the City should develop a strategy to improve pedestrian crossings, add sidewalks, improve pedestrian access and safety around bus stops and improve the bicycle network within Clarkston. These improvements can improve the health, comfort and convenience for those walking, biking and taking transit. These projects can also help improve the visual quality and character of Clarkston.

- **Pursue proactive annexation strategy** - Annexing new properties into the city can provide control of entrances to Clarkston and help diversify and expand the tax base. Currently, several of the key entrances to Clarkston are actually outside of the city limits and control of the city. Therefore, the City does not have the legal authority to maintain them or improve their physical condition. By annexing strategic areas, like the interchange at I-285 and Ponce de Leon Avenue, the City can improve the visual quality of Clarkston while creating a gateway into the community.

  Diversifying the City’s tax base should also be a major priority in the coming months and years. Currently, the City is predominately residential with pockets of commercial and industrial properties. In order to create a greater diversity of property types and to increase its tax revenue, the City should create an annexation strategy, particularly for non-residential properties.
With increases in tax revenue, the City will be better positioned to fund infrastructure projects and other service programs. The additional tax revenue could also enhance Clarkston’s ability to support economic development activity through programs and matching funds for certain projects.

- **Focus on building code enforcement** - While some of the multi-family properties within Clarkston are well-maintained and have a wait list for available units, other properties are not being adequately maintained. Not only are these aging properties causing a blight on the community, but there seems to be a high rate of turnover, resulting in less stability among residents than is desirable for a robust community. More stringent building code enforcement can help the City control the quality, health and safety of living conditions in Clarkston. They also ensure properties are well maintained and property owners meet their legal obligations under local, state and federal law.

To expand building code enforcement, the City should undertake a thorough review of its existing codes and, where needed, update the codes to align with best practices. The City should also consider expanding its staff and resources to ensure enforcement activity is adequately tracked and implemented.
Implementation

During the TAP, the commitment of the Clarkston city staff, business and community leaders, and residents to the long-term health and economic success of the City was evident. Additionally, the Clarkston government is growing its capacity to achieve many of the improvements desired within the community. To help prioritize next steps, below is an action plan to guide implementation of the TAP recommendations.

Short Term (6 months - 1 year)

- **Get streetscape project underway** – The streetscape project along Ponce de Leon Avenue and other streets has been in various stages of programming or planning for several years. The City staff should work with the GDOT to move forward with implementation and construction of the project. Progress with the project will give the community the feeling that investment is happening.

- **Evaluate annexation options and develop annexation strategy** – One of the first steps Clarkston can take to improve its image is to take control of areas where people enter the city. Because many of the gateways to Clarkston are actually outside of the city limits, the City should immediately begin an annexation process to incorporate these gateways into the City. Annexation of these areas will give the City control over the visual quality and maintenance of these special entrances to Clarkston.

- **Study feasibility and creation of a Downtown Development Authority** – City staff should work with the Atlanta Regional Commission and the Department of Community Affairs to study whether a Downtown Development Authority is an appropriate tool for Clarkston. City staff should also work with both organizations to determine the necessary steps Clarkston will need to take to create a DDA.

- **Identify tools for implementation** – City staff, in coordination with the Mayor, City Council and the community, should spend the first six months to one year identifying those tools that can most effectively implement the vision for Clarkston. The tools should be selected based on city staff capacity, the cost of using the tools (including time and monetary considerations) and their effectiveness in addressing similar conditions in other cities. The tools used for Clarkston’s implementation efforts should be selected based on the needs of the community.

- **Develop vision for catalyst project** – The City should host a visioning process within the community to identify the specific project that can serve as a catalyst for other activities and community growth.

- **Create inventory of existing apartments** – In order to determine how to improve the housing options in Clarkston, the City needs to know what it has and the condition of the housing in the city. A complete inventory can give city officials the information they need to work with property owners as they move through the live cycle of buildings.

- **Host a special event that celebrates Clarkston and that can be used to test catalyst project ideas** – Clarkston does not have a community event that brings together everyone in the community. Creating a festival or other similar type event that celebrates the uniqueness and special qualities of Clarkston can build community capital and momentum for other efforts. It can also be used as an opportunity to build understanding within the existing Clarkston communities and attract people from the region – giving Clarkston the opportunity to show case its diverse qualities.

- **Study building and zoning codes to determine changes needed** – City staff should review the adopt-
ed building and zoning codes to identify sections that need revision. Additionally, staff should identify sections of the codes where additional language is needed to support regulation efforts.

**Medium Term (1 year - 3 years)**

- **Create tools for implementation** – After identifying the appropriate tools to create or use in Clarkston, the City should move forward with their creation, obtain necessary regulatory and legislative approval, and begin applying for assistance, in the case of grants or other similar programs.

- **Implement annexation strategy** – Once the City has control of the gateways of focus, Clarkston should move forward with maintenance and enhancement projects for these areas.

- **Create downtown development authority** – Once the City has confirmed it wants to create a downtown development authority and it has identified what is needed to create an authority, Clarkston should begin the legislative process to create and operate one.

- **Enhance building code enforcement** – Staff and technical resources should be increased to improve building code enforcement and compliance. The investment in resources will expand and improve Clarkston’s ability to ensure living and working conditions in Clarkston are beneficial for everyone in the community and congruent with the vision.

- **Complete streetscapes** – Within three years, the new streetscape along portions of Ponce de Leon Ave and Market Street should be completed. The completed project can be celebrated as an early “win” for the community and help improve property values within Clarkston, particularly for those properties along the improved route.

- **Revise building and zoning codes** – Once City staff has identified the specific areas of the codes that need to be addressed, they should begin the process of revising the codes. Depending on the needed changes, they may be done by city staff or by hiring a consultant that specializes in building or zoning codes.

- **Develop branding and communication strategy built around established community vision** – Once the City has defined its vision, the City should develop a strategy to communicate this vision to visitors, potential investors and residents, and to re-affirm the City’s commitment to the vision. Potential strategies include a new graphic identity and communication tools, such as a new City website.

**Long Term (3+ years)**

- **Evaluate success** – After the first three years of implementation, the City should assess its progress. What was been completed? What still needs work? Does the community need new or different resources to meet the needs of the community? Developing answers to these questions can help Clarkston determine the success of the City’s efforts and what remains to be done to achieve the vision.

- **Refine and update goals and vision** – Based on the evaluation described above, Clarkston should update and adjust its vision and goals accordingly. Needs change, goals are accomplished and new voices may emerge. The vision should be clear yet flexible, and revisiting the original goals and vision creates an opportunity for adjustments in scope and focus.

- **Update strategic action plan** – Changes in the goals and vision of the implementation plan will also require the identification of new programs and projects. Additionally, projects will be completed and the City will need to identify new project maintenance or improvement projects.
Since 1981, Linda Curry has assisted builders and developers in creating complex ownership structures including condominiums, both office and residential; master planned communities; new urban communities; mixed use developments and other types of real estate developments.

Linda designs state-of-the-art covenants that help protect developers and builders, creates owner associations and drafts other documentation for these communities and developments. She has drafted the documents for many developments in recent years, including mixed use projects, office and residential developments, loft developments, and residential and office condominiums. In addition, Linda represents sellers, purchasers and lenders in commercial closing transactions ranging from several million to $100 million.

Linda is a member of the Urban Land Institute (ULI) and served for four years on ULI’s Urban Development Mixed Use National Council. She is presently the local coordinator for ULI Atlanta’s UrbanPlan program.

Previously, she served as the chairperson of the Real Property Section of the State Bar of Georgia and sat on its Executive Committee for 6 years. She also served as co-editor of the Georgia Real Estate Law Letter, a monthly newsletter that reviews decisions handed down by Georgia’s appellate courts that impact real estate.

Linda has been on the faculty for seminars on real estate law, speaking to the Georgia Real Property Law Institute, Georgia State University School of Law symposiums, the Stewart Title TIPS Seminar and Lawyers Title Dale P. King Memorial Seminar.

Publications that that Linda has written for include an article on commercial planned unit developments for Urban Land and an article on condominium hotels for The Practical Real Estate Lawyer.
For over 40 years, Doug Dillard has been recognized as one of the region’s most accomplished zoning and land use attorneys. His practice focuses on zoning, planning and land use, local government law, land use litigation and eminent domain. Doug is AV-rated and has litigated and won many of the landmark zoning cases decided by the Georgia Supreme Court and Court of Appeals. He is also a champion of smart growth and religious freedom and has fought to protect the rights of mosques and other houses of worship seeking to locate in areas where they can best serve the needs of their members. He is the current chair of the Council for Quality Growth.

Prior to joining Weissman, Nowack, Curry & Wilco, Doug was a founding member of Dillard & Galloway, LLC.

Active in the legal community, Doug is a member of the Decatur-DeKalb Bar Association, the State Bar of Georgia, the American Judicature Society and the Georgia Trial Lawyers Association.

He is also a member of the Georgia Regional Transportation Authority DRI Technical Advisory Group, the Atlanta Regional Commission Land Use Coordinating Committee, Co-Chairman of the Metro Atlanta Chamber of Commerce Quality Growth Legal and Technical Committee, the American Planning Association, the Georgia Planning Association, the Executive Committee and Board of Directors of the Council for Quality Growth, the Georgia Quality Growth Partnership, and the Urban Land Institute.

He has served on the DeKalb County Chamber of Commerce Board of Directors, the Disciplinary Board of the State Bar of Georgia, and the Board of the Atlanta Metropolitan Chamber of Commerce.

A proficient speaker, Doug has been a guest lecturer at the Georgia Institute of Technology, Emory University, Florida State University, the University of Georgia, and the Walter F. George School of Law at Mercer University. He has also been an instructor for the Section of Litigation of the American Bar Association, the Georgia Bar Association, the National Business Institute, the Georgia Real Estate Institute, the Dixie Land Title Association, Lorman Education Services, and Law Seminars International.

Doug has published articles for the Georgia State University Law Review, The Atlanta Lawyer and the Institute of Continuing Legal Education and serves on the Editorial Advisory Board for the Journal of Applied Real Estate Analysis. He
was named a 2012 "Georgia Top Rated Lawyer" for Zoning, Planning and Land Use by Martindale-Hubbell®.

In the community, Doug has participated in Leadership Georgia and the Regional Leadership Institute, and served as the Chairperson of Leadership DeKalb, Chairman of the DeKalb County Democratic Party, Finance Chairman of Ben Jones for Congress, and State Chairman of Lt. Governor Pierre Howard's campaign. He has served on the Board of Trustees of Furman University, Greenville, S.C., as Chairman of the Board of Visitors for the Walter F. George School of Law, Mercer University, Macon, Georgia, and Treasurer and Board Member of the Council for Quality Growth.

Peter Drey is founding partner of d+e=design+environment, a new interdisciplinary firm focused on high performance, low impact design solutions for complex urban settings. His 30-year career has focused on the art of designing buildings and composing landscapes into greater ensembles that result in rich urbanism. Unique local features serve in every case as the springboard for design schemes that enhance the lives of people who experience them.

Mr. Drey’s project experience spans the eastern seaboard -- New York, Washington, Atlanta, New Orleans, Asheville, Charleston, Mobile and Birmingham -- as well as cities abroad. He was urban design consultant in historic Chinatown in Honolulu, Hawaii in 1998. Three times in the 1990’s, he guided urban design workshops in historic Bangkok, Thailand. He has contributed to the design of the $125 million ecologically themed Ulsan Park on the southern coast of Korea, as well as renovations for the Daewoo corporate headquarters in Seoul and a new telecommunications research building at ETRI in Taion, Korea.

Peter Drey is active in civic and community affairs in Atlanta and regionally. He is a graduate of the ARC’s Regional Leadership Institute and chaired the AIA’s Regional/Urban Design Assistance Team (R/UDAT) that produced a comprehensive scheme for Atlanta’s 1996 Olympic games. He is a board member of the Urban Land Institute Atlanta Council and has been urban design consultant for several of the Georgia Conservancy’s Smart Growth design workshops. He also chaired the Atlanta city council committee revising Atlanta’s tree ordinance. He is a former board member of the Atlanta Public Arts Coalition and the Design Museum/Atlanta.

A native of Mobile, Peter Drey graduated from the School of Architecture at Tulane University and received a Master of Land-
scape Architecture from the University of Georgia. He is licensed both as an architect and landscape architect and has over thirty years of professional experience in nearly all aspects of design, planning and construction.

Dana Johnson has a B.A. in Marine Affairs from the University of Rhode Island (1995) and a Masters in City Planning from the Georgia Institute of Technology (2000). He has worked with the City of Marietta and Cobb County over a decade. During this time, he has focused on large scale comprehensive planning strategies, urban design, and the development of innovative regulatory tools that encourage quality redevelopment in underinvested areas.

Dana R. Johnson, AICP
Planning Division Manager
Cobb County
Community Development
PO Box 649
Marietta, GA 30061
(770) 528-2120
dana.johnson@cobbcounty.org

Terry Johnson is an excellent strategist that has a propensity to find new ways to look at situations. He has a proclivity to put things into perspective. Arranging the puzzle pieces, or maybe redesigning the puzzle to get the right solution. People like that are hard to find.

"Strategic marketing is about finding the right place, time, venue and channels to position a brand to connect with those who want or need what it offers."

Terry Johnson has counseled clients like American Express, Hewlett-Packard, ING and Marriott Corporation with the development of integrated marketing programs and communication strategies. Terry typically led the executive team in managing or executing the entire process and project.

Terry has an extensive background with major events, including two FIFA World Cups, the Wimbledon Tennis Championship,
America’s Cup, and the MLB All-Star Game. He has also negotiate
d and executed sponsorship and promotional programs with sev-
 eral Fortune 100 companies such as Coca-Cola, General Motors,
 Microsoft, Rolex Watches, and Tiffany & Co. In addition, Terry has
 provided event management, product merchandising and licens-
 ing, and public relations services with consistent success.

Terry’s board and committee memberships include the Field of
Dreams Academy (Executive Director), Atlanta Sports Council,
 American Marketing Association, and National Sports Marketing
 Network. He has been a featured speaker at various business con-
 ferences and panels, and written for several publications. He has
 been nominated and recognized several times as one of the “Forty
 Under Forty” leaders by Street & Smith’s SportsBusiness Journal

Terry has a BA in Marketing from Morehouse College, and several
 professional certifications from Coine Training Group, Dale Carne-
gie and Oracle PartnerWorld, just to name a few.

Terry is a dynamic executive with over 18 years of extensive, di-
 verse, and successful experience in executive management, sales,
 marketing, and business development. His expertise in strategic
 planning, integrated and partnership marketing, media planning
 and buying, sports marketing, sponsorship programs, consultative
 services, and information technology is why he is called The Strat-
egist.

As Director of Entrepreneur & Small Business Development for
the Georgia Department of Economic Development, Mary Ellen
McClanahan helps find solutions and effective ways to build an
entrepreneur environment and support small business through
mentoring, professional development, strategic planning and re-
source awareness. She also connects with Georgia’s business
and community associations so that thousands of businesses,
local leaders and practitioners are aware of resources and op-
portunities. She also directs any sized businesses to the specific
resources they need.

Mary Ellen is also an Existing Industry Project Manager within
the Metro Atlanta region. She calls on growing companies mak-
ing them aware of state resources and incentives and providing
assistance with their growth plans and decision making process.
Mary Ellen also works closely with the local economic developers
with their existing industry support efforts.

During her 15 years with the department, she helped develop
and grow its regional economic development program, the
“Entrepreneur Friendly” Initiative and acted as legislative liaison.
Prior to that, Mary Ellen was the economic developer and president of two rural South Georgia chambers of commerce in Dodge and Sumter Counties.

Originally from Erie, PA and in Georgia since 1973, Mary Ellen serves on the boards of GEDA (Georgia Economic Developers Association), GACCE (GA Association of Chambers of Commerce Executives), the Georgia Mentor Protégé Connection, the Advisory Council for the Edge Connection and the DeKalb Workforce Investment Board.

She is a 1997 graduate of Institute for Organization Management, Leadership Georgia and a 2000 graduate of EDI (Economic Development Institute).

**Chris Morris** has served as the Director of the DeKalb County Community Development Department since 1979. As Director, Chris is responsible for the administration of approximately $9 million annually from the Community Development Block Grant Program, the HOME Program, the Emergency Shelter Grants Program, and other funds received by DeKalb County to improve the housing and living conditions of low to moderate income persons. Additionally, Chris is responsible for implementing the Neighborhood Stabilization Program in DeKalb County, an $18.5 million grant authorized under the Housing and Economic Recovery Act of 2008 (HERA).

Chris is a graduate of Mercer University with a bachelor’s degree in English and Georgia State University with a master’s degree in Urban Government and Administration.
Patricia “Patti” Pearlberg has over 25 years’ experience in Commercial Real Estate, having worked in Retail, Office, Industrial, Multi-Family and Land Investments, encompassing Asset Management and law related responsibilities, including, defining Ownership Structures, Legal drafting and documentation, Zoning, Financing, Development, Leasing, Acquisitions and Dispositions. Ms. Pearlberg has worked in positions with many high-profile companies, including Regency Centers, Branch Properties, L.P., Trammell Crow Residential and Post Properties. She received her Bachelor’s Degree from the University of Georgia, her MBA in Finance from Kennesaw State University and her Law degree from Georgia State University, graduating with honors in each instance.

Michael Starling is the Director of Economic Development for the City of Dunwoody. Michael is responsible for leading the City’s efforts to expand the local economy through business development efforts. Priorities for the City include retention of existing businesses, recruitment of new firms, and the redevelopment of existing commercial areas.

Michael is actively involved with the Georgia Economic Developers Association, Dunwoody Chamber of Commerce and the Technology Association of Georgia. He is a graduate of Leadership DeKalb (2007) and the Regional Leadership Institute (2009). Michael is a founding member of the Innovation Crescent Regional Partnership, a coalition of more than a dozen counties focused on growing the technology industry in Georgia. Prior to joining Dunwoody, Michael worked for DeKalb County as a Business Development Manager for six years and the Atlanta Regional Commission as a Senior Program Manager in the Governmental Services Division.

Michael earned a Bachelors of Science degree in Economics from the University of South Florida and has completed course work in the Masters Program for Public Policy at Georgia State University.
Brad Davis currently serves as a Senior Planner and Office Manager for the Atlanta office of Alta Planning + Design. Brad brings planning experience from the public and private sector, as well as a range of technical skills, to Alta projects.

In the public sector, Brad has worked at the regional level for the Atlanta Regional Commission and at the local level with the City of Atlanta Department of Planning. In the private sector, Brad has worked with a variety of municipal clients to address community needs related to urban design, land use, environmental management and preservation, recreation, economic development, transportation, and other issues related to quality of life. Brad also serves as Vice President and Treasurer for CNU Atlanta, the Georgia chapter of the Congress for New Urbanism.

With his strong technical and communication skills, Brad has focused on synthesizing diverse opinions and interests, along with complex information, into collective visions and action plans for implementation. With all of this work, Brad is committed to building healthier communities through better policy, design and implementation.

For more information about the Technical Assistance Program or ULI Atlanta please visit www.uliatlanta.org or call (770) 951-8500.
Appendix A: Sample Ordinance Creating a Development Authority
STATE OF GEORGIA  
DEKALB COUNTY CITY OF BROOKHAVEN  
ORDINANCE 2013-03-10

AN ORDINANCE TO DECLARE THE NEED FOR THE CREATION OF A DEVELOPMENT AUTHORITY TO FUNCTION IN THE CITY OF BROOKHAVEN, GEORGIA PURSUANT TO THE PROVISIONS OF THE CONSTITUTION OF THE STATE OF GEORGIA AND THE DEVELOPMENT AUTHORITIES LAW, O.C.G.A. §36-62-1, ET SEQ.; AS IT MAY BE AMENDED FROM TIME TO TIME; TO ACTIVATE A DEVELOPMENT AUTHORITY AND APPOINT A BOARD OF DIRECTORS FOR SAID DEVELOPMENT AUTHORITY; TO AUTHORIZE SAID DEVELOPMENT AUTHORITY TO EXERCISE ALL POWERS CONTAINED IN THE DEVELOPMENT AUTHORITIES LAW; TO PROVIDE FOR NOTICE TO THE SECRETARY OF STATE OF THE STATE OF GEORGIA OF THE ADOPTION OF THIS ORDINANCE; TO RESCIND AND REPLACE ALL PREVIOUS LEGISLATION CREATING AND ACTIVATING A PRIOR DEVELOPMENT AUTHORITY FOR THE CITY OF BROOKHAVEN; TO PROVIDE FOR AN EFFECTIVE DATE; TO RESCIND CONFLICTING ORDINANCES; AND FOR OTHER PURPOSES. (SECOND READ)

WHEREAS, pursuant to ARTICLE IX, SECTION VI, PARAGRAPh III of the Constitution of the State of Georgia of 1983 and the Georgia Development Authorities Law, O.C.G.A. §36-62-1, ET SEQ., there is created in and for each county and municipality in the state a public body corporate and politic to be known as the “development authority”; and

WHEREAS, it has been determined by the Mayor and Council of the City of Brookhaven, Georgia (the “City”) that there is a need in the City to develop and promote trade, commerce, industry and employment opportunities for the public good and the general welfare while performing an essential governmental function in the exercise of that power; and

WHEREAS, the Mayor and Council desire to create a climate favorable to the location of new Industry, trade and commerce and to encourage the development of existing industry, trade and commerce within the City; and

WHEREAS, it has been determined by the Mayor and Council that it is desirable and necessary that the Development Authority of the City be activated immediately, pursuant to the Development Authorities Law, in order to fulfill the needs expressed herein; and

WHEREAS, the City is imbued with certain redevelopment powers under the Georgia Redevelopment Powers Law, O.C.G.A. §36-44-1, ET SEQ., and desires to designate the Brookhaven Development Authority as its redevelopment agency to implement certain Redevelopment Plans of the City; and
STATE OF GEORGIA
DEKALB COUNTY CITY OF BROOKHAVEN

ORDINANCE 2013-03-10

WHEREAS, this Ordinance shall become effective as an Ordinance upon first reading as provided in Section 2.15 of the Charter of the City of Brookhaven, Georgia.

NOW, THEREFORE IT IS ORDAINED by the Mayor and Council of the City of Brookhaven that there is determined and declared to be a recent and future need for a Development Authority, as more fully described and defined in the Georgia Development Authorities Law, O.C.G.A. §36-62-1, et seq., as it may be amended from time to time, for the purpose of developing and promoting trade, commerce, industry and employment opportunities for the public good and the general welfare while performing an essential governmental function in the City of Brookhaven.

IT IS FURTHER ORDAINED that there be and there is hereby created and activated in the City of Brookhaven, Georgia a nonprofit public body corporate and politic known as the "Brookhaven Development Authority."

IT IS FURTHER ORDAINED that there be and there are hereby appointed as members of the first Board of Directors of the Brookhaven Development Authority the following named persons, each of whom shall be a taxpayer residing within the City of Brookhaven, and none of whom is a member of the governing body of the City of Brookhaven. The Mayor and City Council shall serve as ex-officio members of the Brookhaven Development Authority pursuant to the City Charter,

<table>
<thead>
<tr>
<th>Appointee</th>
<th>Term of Office</th>
<th>Expiration of Term</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bruce Whitmer</td>
<td>Two Years</td>
<td>4/9/2015</td>
</tr>
<tr>
<td>Pat Hoban</td>
<td>Two Years</td>
<td>4/9/2015</td>
</tr>
<tr>
<td>Luke Anderson</td>
<td>Two Years</td>
<td>4/9/2015</td>
</tr>
<tr>
<td>Tim Peaden</td>
<td>Two Years</td>
<td>4/9/2015</td>
</tr>
<tr>
<td>Walt Ehmer, Chair</td>
<td>Four Years</td>
<td>4/9/2017</td>
</tr>
<tr>
<td>John Rhett</td>
<td>Four Years</td>
<td>4/9/2017</td>
</tr>
<tr>
<td>Susan Coker</td>
<td>Four Years</td>
<td>4/9/2017</td>
</tr>
</tbody>
</table>

IT IS FURTHER ORDAINED that commencing with the date of the adoption of this Ordinance each of said persons named as directors shall serve in such capacity for the number of years as set forth in O.C.G.A. §36-62-4, as it now exists or may hereafter be amended. Directors may be appointed by the City Council for more than one consecutive term.

IT IS FURTHER ORDAINED that all subsequent directors of the Brookhaven Development Authority shall serve for terms of four years in accordance with Georgia law. If, at the end of any term of office of any director, a successor thereto has not been appointed, the director whose term of office has expired shall continue to hold office until his or her successor is so elected.

IT IS FURTHER ORDAINED that within sixty (60) days after adoption of this Ordinance, the Board of Directors hereinbefore elected shall organize itself, enact and comply with By-Laws which shall be approved by the Brookhaven City Council, carry out its duties and responsibilities, and exercise its powers and prerogatives in
STATE OF GEORGIA
DEKalB COUNTY CITY OF BROOKHAVEN

ORDINANCE 2013-03-10

ac accordance with the terms and provisions of the Development Authorities Law, as it now exists or may hereafter be amended. Any amendments of the Authority By-Laws shall also be approved by the Mayor and City Council.

IT IS FURTHER ORDAINED that the Board of Directors shall notify the Brookhaven City Council within sixty (60) days of the resignation, removal, death, disqualification or expiration of the term of any Director of the Authority.

IT IS FURTHER ORDAINED that the City Clerk is to promptly furnish to the Secretary of State of the State of Georgia a certified copy of this Ordinance, in compliance with the provisions of O.C.G.A. §36-62-4(c).

IT IS FURTHER ORDAINED that this Ordinance shall be effective immediately upon its adoption by the City Council and from and after such adoption the Brookhaven Development Authority shall be deemed to be fully created and activated.

IT IS FURTHER ORDAINED that all Ordinances or parts of Ordinances in conflict herewith, particularly any previous Ordinance related to a Brookhaven Development Authority to the extent such Ordinances exist, are hereby rescinded.

SO ADOPTED AND APPROVED, this 9TH day of April, 2013.

APPROVED:

J. Max Davis, Mayor

ATTEST:

Susan Hiott, City Clerk

(SEAL)

APPROVED AS TO FORM:

William F. Riley, City Attorney