

PROJECT ADMINISTRATION DATA SHEET

ORIGINAL REVISION NO. _____

Project No. D-48-620 (R-6053-OAO) GTRC/~~OTX~~ DATE 11/14/85

Project Director: A. J. Catanese School/~~XXK~~ ARCH

Sponsor: City of Clarkston, GA

Type Agreement: Standard Research Agreement dated 10/7/85

Award Period: From 1/1/86 To 7/30/86 (Performance) 6/30/86 (Reports)

Sponsor Amount:	<u>This Change</u>	<u>Total to Date</u>
Estimated: \$	_____	\$ <u>17,952</u>
Funded: \$	_____	\$ <u>17,952</u>

Cost Sharing Amount: \$ N/A Cost Sharing No: N/A

Title: Clarkston Development Plan

ADMINISTRATIVE DATA OCA Contact John B. Schonk X 4820

1) Sponsor Technical Contact:	2) Sponsor Admin/Contractual Matters:
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Defense Priority Rating: N/A Military Security Classification: N/A
(or) Company/Industrial Proprietary: N/A

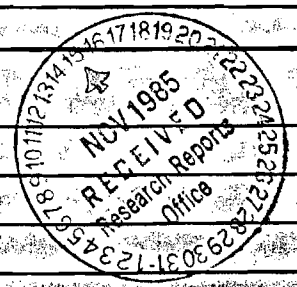
RESTRICTIONS

See Attached N/A Supplemental Information Sheet for Additional Requirements.

Travel: Foreign travel must have prior approval - Contact OCA in each case. Domestic travel requires sponsor approval where total will exceed greater of \$500 or 125% of approved proposal budget category.

Equipment: Title vests with Sponsor.

COMMENTS:



COPIES TO: SPONSOR'S I. D. NO. _____

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SPONSORED PROJECT TERMINATION/CLOSEOUT SHEET

699-8
D-669

Date 12/9/86

Project No. D-48-620

School/~~EXX~~ ARCH

Includes Subproject No.(s) N/A

Project Director(s) A. J. Catanese

GTRC / GIX

Sponsor City of Clarkston, GA

Title Clarkston Development Plan

Effective Completion Date: 7/31/86

(Performance)

(Reports)

Grant/Contract Closeout Actions Remaining:

- None
- Final Invoice or Final Fiscal Report
- Closing Documents
- Final Report of Inventions
- Govt. Property Inventory & Related Certificate
- Classified Material Certificate
- Other _____

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FINAL REPORT:
CLARKSTON DEVELOPMENT PLAN

Prepared for:

Clarkston Planning Board
Joseph Perrin, Chairman

By:

The Center for Planning and Development
Georgia Institute of Technology

July 30, 1986

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CHAPTER ONE: INTRODUCTION

The report looks at how the City of Clarkston can cope with the pressures and impacts associated with external growth and development. The report is organized into four complementary sections:

1. Suggested Transportation Improvements (Chapter Three)
2. Land Use and Zoning (Chapter Four)
3. Downtown Revitalization (Chapter Five)
4. Analysis of Potential Annexation Areas (Chapter Six)

Within each section, we look at the major problems and issues confronting Clarkston and appropriate goals for the future. Where appropriate, we propose plans for Clarkston's future and guidance as to how those plans should be implemented. At the conclusion of each chapter we offer specific recommendations.

The City of Clarkston is centrally located in DeKalb County, eleven miles northeast of the City of Atlanta (Figure 1-1). Clarkston is linked, via East Ponce de Leon Avenue, with Decatur, five miles to the west, and Stone Mountain, five miles to the east. Clarkston is also well connected to two DeKalb County major retail areas, the Northlake-Tucker area, which is two miles north of Clarkston via Montreal Road, and the Memorial Drive area which is one mile south of Clarkston via North Indian Creek Drive. As with many other small cities in Georgia chartered during the 19th century, Clarkston developed around the railroad, and even today the railroad tracks are the dominant feature in Clarkston.

Because few large parcels of developable land remain in Clarkston, the city's population is no longer growing at a rapid rate. Even so, because the areas around Clarkston are growing, Clarkston also is experiencing many of the

problems associated with growth. East Ponce de Leon Avenue, Montreal Road, and North Indian Creek Drive have become high-volume commuter arterials. Traffic has increased on local roads as well, as commuters, stymied by the increase in traffic, search for faster routes through the city. New retail projects along Memorial Drive and East Ponce de Leon Avenue (immediately east of city limits) have eroded the retailing function of downtown Clarkston. And what recent development has occurred in Clarkston has been multi-family housing, further adding to the imbalance between multi-family housing.

Without some attempt to address these problems, Clarkston will continue to pay the costs of growth and development without partaking in the benefits.

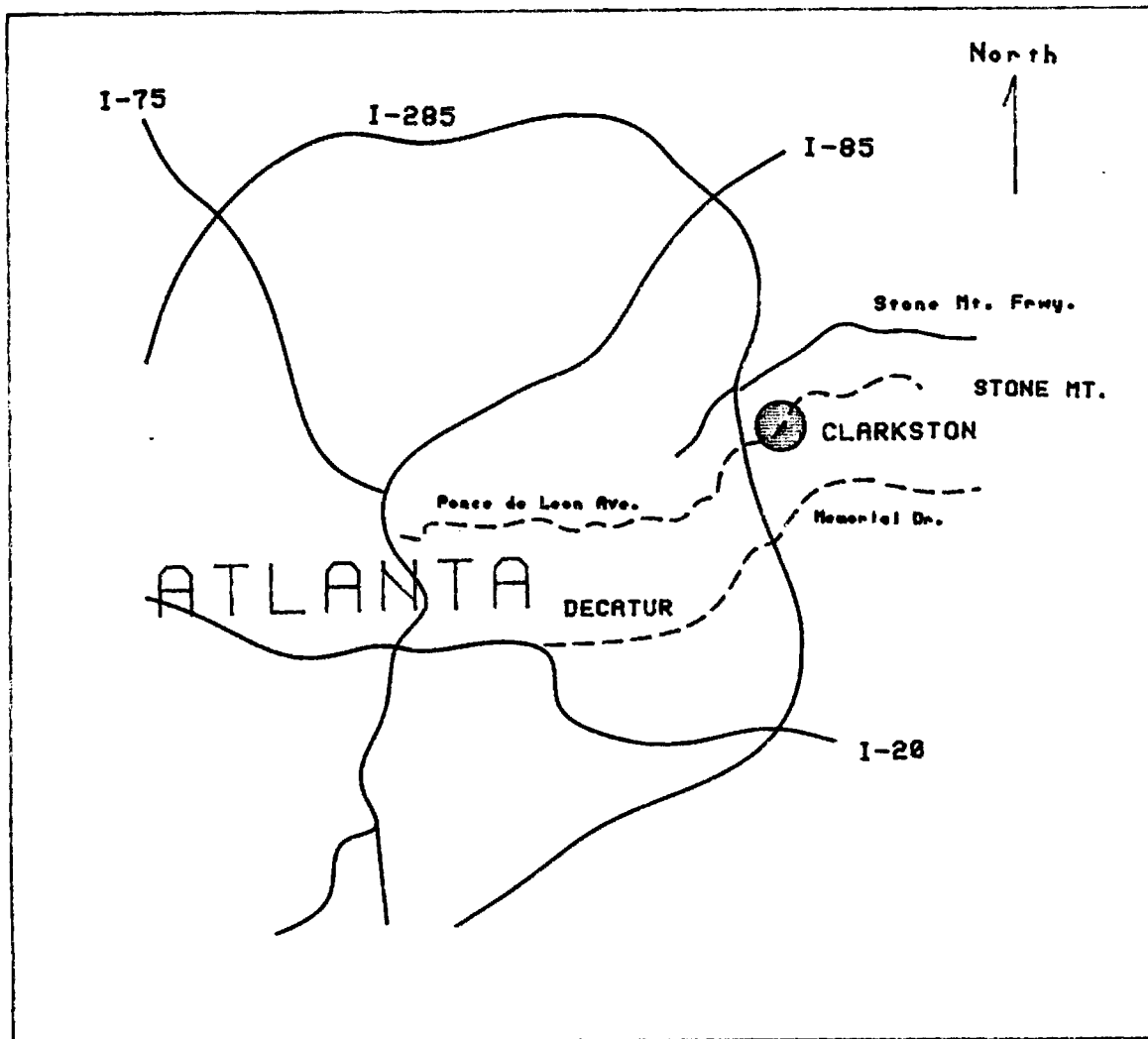


FIGURE 1-1: Location of Clarkston in the Metro Atlanta Area

CHAPTER TWO: CLARKSTON PROFILE

Recent Growth and Population Characteristics: 1970-80

Clarkston's major population growth occurred during the 1960s. (Figure 2-1) Between 1960 and 1970, Clarkston's population swelled from 1,524 to 3,127, a 105.2 percent rate of increase. (By contrast, DeKalb County's population grew by only 61.8 percent over the same period). Because of its excellent location at the intersection of two major freeways (I-285 and the Stone Mountain Freeway), Clarkston attracted the attention of single- and multi-family housing developers, who quickly built-out the city. By 1970, few large parcels of developable land remained within Clarkston. Clarkston the "country town" had rapidly become Clarkston the "bedroom suburb."

The population of Clarkston continued to grow during the 1970s, increasing from 3,127 in 1970, to 4,539 in 1980, largely as a result of the construction of a few large multi-family apartment projects. (Figure 2-2)

In 1970, Clarkston included 20.8 percent of the population of Census Tract 220, which wholly encompasses the city; by 1980, Clarkston accounted for only 15.8 percent of the population of Census Tract 220. Because Census Tract 220 does include some parcels of residentially developable land, we anticipate that Clarkston's share of the Census Tract 220 population will continue to decline.

Encouraged by the availability of rental housing, the number of households in Clarkston has been increasing at an even greater rate than the population. As a result, the average size of the Clarkston household has declined, from 2.96 in 1970 to 2.36 in 1980. Unlike other parts of DeKalb County, many Clarkston households are single-individual households: as of 1980, 37.6 percent

FIGURE 2-1: Clarkston and DeKalb County Population Growth: 1950-1985

Population	CLARKSTON -----	DEKALB COUNTY -----

1950	1,165	136,395
1960	1,524	256,782
1970	3,127	415,387
1975	4,039	463,600
1980	4,539	483,024
Annualized Percentage Growth Rate		

1950-1960	2.72%	6.53%
1960-1970	7.45%	4.93%
1970-1975	5.25%	2.22%
1975-1980	2.36%	0.82%

Sources: U.S. Bureau of the Census, Census of Population, Georgia, 1980;

Figure 2-2: Clarkston, Census Tract 220, and DeKalb County
Characteristics of the Population and Housing

	CLARKSTON		CENSUS TRACT 220		DEKALB COUNTY	
	1970	1980	1970	1980	1970	1980
POPULATION CHARACTERISTICS						
Population	3,127	4,539	15,056	28,341	415,387	483,024
Households	1,056	1,923		9,875	129,808	175,645
Average Household Size (Persons)	2.96	2.36		2.87	3.20	2.75
Median Age	23.4	26.5		28.93	26.0	29.1
% < 5 yrs.	13.6%	8.2%		7.0%	9.2%	6.4%
% > 65 yrs.	5.5%	5.5%		5.3%	5.3%	7.0%
% Living in Same Home 5 yrs. or More		27.4%		34.2%		46.1%
Median Household Income	\$8,861	\$17,731	\$12,137	\$21,481	\$10,695	\$19,861
Workplace of Residents:						
Atlanta CBD		8.6%				12.4%
Rest of Atlanta		20.4%				38.7%
DeKalb County		48.5%				6.2%
Mode to Work						
Drive Alone		71.9%		72.9%		69.3%
Carpool		18.3%		17.5%		17.5%
MARTA (Rail and Bus)		7.0%		6.3%		13.6%
Mean Traveltime to work		23.3 min.		23.3 min.		24.8 min.
HOUSING CHARACTERISTICS						
Owner-occupied Housing Units	392	436	4,258		79,910	90,330
Renter-occupied Housing Units	660	1,478	6,591		44,179	70,080
Median Value: Owner-occupied	\$18,600	\$40,400	\$50,250		\$22,400	\$50,900
Median Rent: Renter-occupied	\$123	\$321	\$290		\$128	\$209
Median Rooms: Owner-occupied	5.7	6.1	6.5		6.3	6.6
Median Rooms: Renter-occupied	4.1	5.1	4.9		4.3	4.4
Year Structure Built						
1970-1980		48.30%		37.90%		31.30%
1940-1969		44.80%		59.40%		62.10%
Before 1940		6.90%		2.70%		6.70%

of Clarkston households were comprised of only one person (vs. 28.1 percent of DeKalb County households).

Clarkston's population is highly transient. As of 1980, only 36 percent of Clarkston residents had lived in the same home for five years or more. (By contrast, 46 percent of DeKalb County households had lived in the same household for five years or more, as of 1980). The majority of those moving to Clarkston are from within the Atlanta region. As of 1980, 56.8 percent of recent in-migrants to Clarkston had lived elsewhere in the Atlanta metropolitan area and 6.8 percent of recent movers had moved from the City of Atlanta. Clarkston's pattern of in-migration differs only slightly from the remainder of DeKalb County.

As is typical of growing cities, Clarkston's population is substantially younger than those of surrounding areas. In 1980, the median age of Clarkston residents was 26.5 years; with 8.2 percent of residents less than 5 years of age, and 6.5 percent over 65. The population of DeKalb County, by contrast, was slightly older, with a 1980 median age of 29.1 years.

Because they are younger and more transient, Clarkston residents tend not to be as wealthy as those in other areas of DeKalb County. In 1980, the median household income of Clarkston residents was \$17,731. This was significantly below the median income of other residents of Census Tract 220 (\$21,481) and DeKalb County (\$19,861). Perhaps more significantly, real household income increased very little between 1970 and 1980: after accounting for inflation, Clarkston households had only 1.5 percent more income in 1980 than in 1970.

As are other Atlantans, Clarkston residents are highly dependent on the private automobile. As of 1980, 90 percent of Clarkston workers drove to

work (72 percent drove to work alone); 2.6 percent rode the bus to work, and 3.7 percent rode MARTA trains. However, given that MARTA rail stations had only been open for six months at the time of the 1980 census, we expect that MARTA ridership will have increased significantly since 1980. Unfortunately, there are no up-to-date estimates of the number of Clarkston residents currently using MARTA.

Clarkston is much more a suburb of the rest of DeKalb County than of Atlanta. Whereas 48.5 percent of Clarkston workers were employed in DeKalb County in 1980, only 29 percent worked in Atlanta. By contrast, more than 50 percent of DeKalb County workers were employed in the City of Atlanta.

Housing

Clarkston's housing stock includes an unusually high percentage of rental units in multi-family structures. As of 1980, Clarkston included 2024 year-round dwelling units, 1478 (or 73.0 percent) of which were renter-occupied. By comparison, 28.7 percent of DeKalb County housing units were renter occupied in 1980. The median rent for an apartment in Clarkston in 1980 was \$321. This was slightly above the median rent level for Census Tract 220 (\$303), and significantly above the median rent level for DeKalb County (\$290). On average, Clarkston apartments were also significantly larger (5.1 rooms in the median unit) than DeKalb County apartments (4.4 rooms in the median unit). According to the Census Bureau, the 1980 rental unit vacancy rate for Clarkston was 6.25 percent.

The average single-family home in Clarkston is smaller and less expensive than its DeKalb County counterpart. Whereas the median home in Clarkston included 6.1 rooms in 1980, the median DeKalb County home included 6.6

rooms. The median value of owner-occupied units in Clarkston in 1980 was \$40,400. This was significantly below the DeKalb County median value of \$50,900.

Recent Construction

The Clarkston area has benefitted from substantial new development since 1980. (Figure 2-3) Between 1980 and 1985 building permits for 636 multi-family units and 250 single-family units were taken out in the Clarkston area. During the same period, 42 new commercial structures were constructed. Unfortunately, most of the new single-family and commercial construction has occurred outside city limits, while new construction inside Clarkston has primarily consisted of multi-family housing. (Figure 2-4) This has had two negative effects on Clarkston. First, Clarkston's housing stock is now even more heavily biased toward multi-family units than it was in 1980. Second, the locus of commercial activity has shifted from Clarkston to areas immediately outside the city -- east along East Ponce de Leon Avenue, and south to the Memorial Drive area.

Population Forecasts

According to the Atlanta Regional Commission, the current population of Clarkston stands at 4,121, down from 4,539 in 1980. This estimate is substantially below the population range of 6,000 to 6,200 usually quoted by Clarkston city officials. Although we have not undertaken a formal census, based on the number of new housing units constructed since 1980, we believe Clarkston has added new residents since 1980. Throughout the remainder of this report, we will therefore rely on a population estimate of 6,200.

FIGURE 2-3a:

U.S. AIR FORCE: 1-17-50; U.S. AIR FORCE: 1-17-50

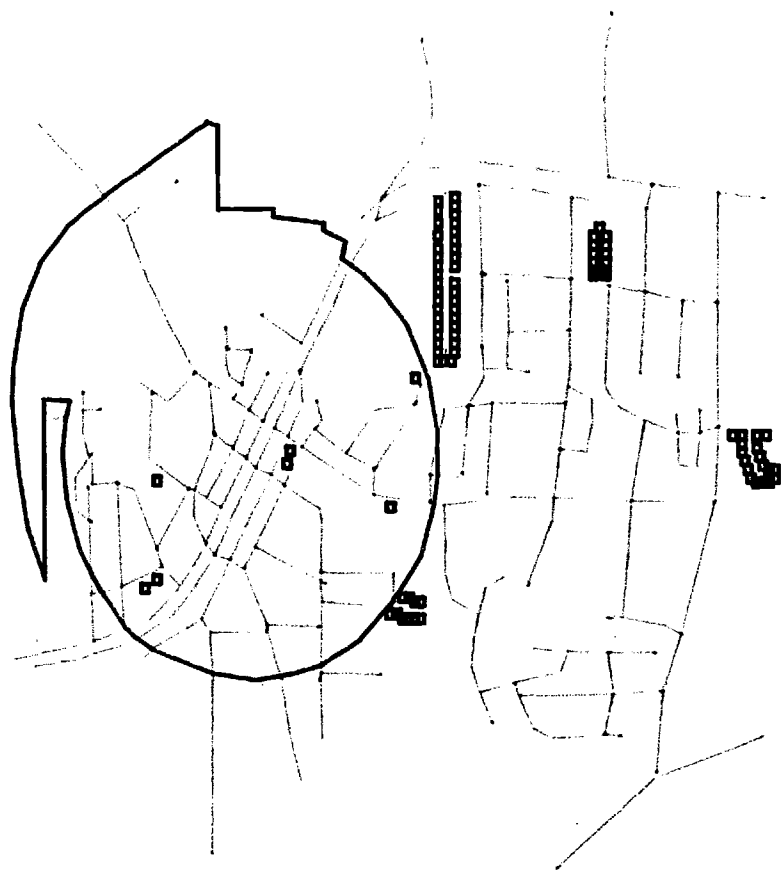


FIGURE 2-3b:

Map of the City of Chicago showing the location of the proposed project area.

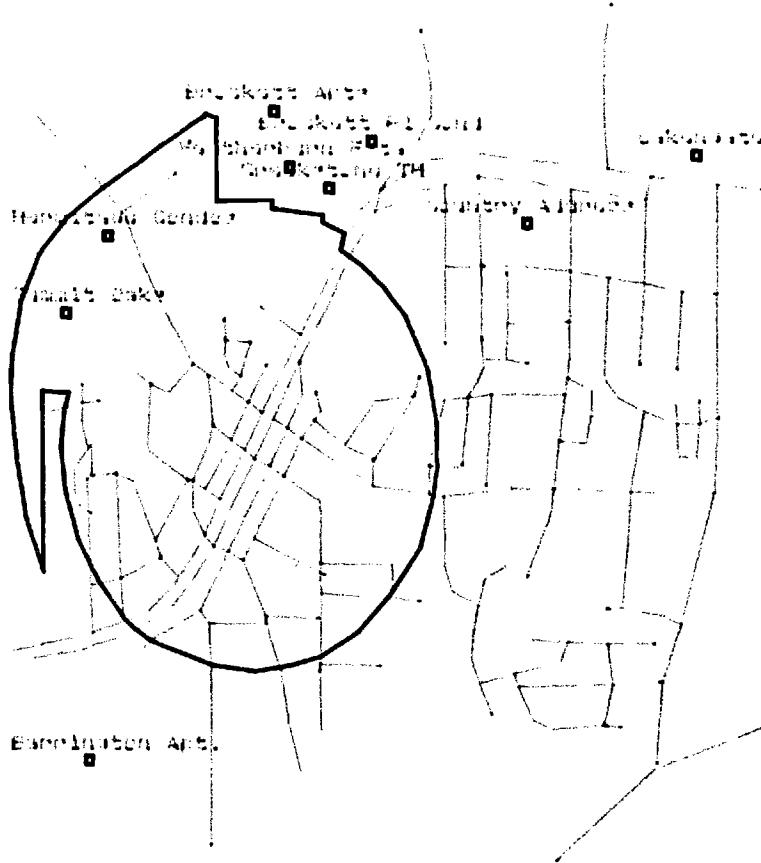


FIGURE 2-3c:

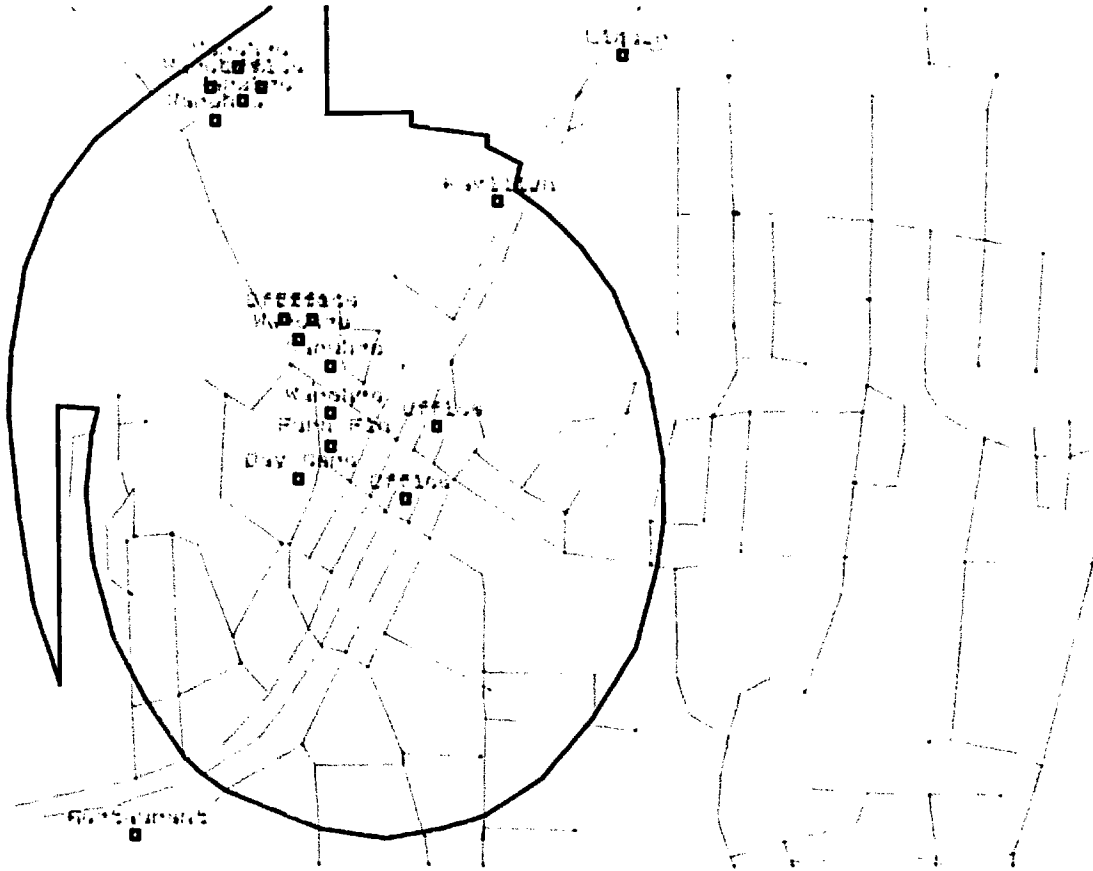


FIGURE 2-4: Clarkston Area Building Permits: 1979-85

Year	Multi-family	1-family	Retail	Office	Other
----	-----Units-----	-----	-----	-----	-----
1980	2	11	5	0	1
1981	0	22	2	3	2
1982	96	70	2	0	1
1983	168	89	1	1	3
1984	370	38	3	17	1
1985	0	20	5	3	0
-----	---	---	---	---	---
Total	636	250	18	24	8

Source: DeKalb County Building Department

As a result of recent construction activity, very little raw land remains in the Clarkston area. What land there is tends to be in small parcels best suited to small stores and office buildings, single-family homes and small multi-family projects. Thus, without annexing adjacent neighborhoods, it is unlikely that Clarkston's population will grow much beyond its current size, or that the city's transient, multi-family residential character will change.

This is not to say that Clarkston will stay the same (Figure 2-5). According to the Atlanta Regional Commission, DeKalb County's population will increase by 100,500 (or 19.6 percent) between 1985 and 2000. As much of the new growth is anticipated to occur in eastern and central DeKalb County, Clarkston will continue to be subjected to pressures for development and redevelopment.

FIGURE 2-5: Population Projections for DeKalb County and the
Seven County Metropolitan Atlanta Area: 1985-2010*

Year	DeKalb County	7 County Metro Area
----	-----	-----
1985	511,000	2,032,000
1990	531,894	2,228,000
2000	611,472	2,846,000
2010	696,205	3,579,500

* Includes Fulton, DeKalb, Clayton, Cobb, Gwinnett, Rockdale, and Douglas Counties

SOURCE: Atlanta Regional Commission

CHAPTER THREE: TRANSPORTATION IMPROVEMENTS

Problems, Issues, and Goals

The purpose of this chapter is to identify Clarkston's major transportation needs and to suggest improvements. As is the case for many small cities in the Atlanta area, the Clarkston road system serves both daily commuters and local residents. As the population of eastern DeKalb County has increased, so too have the traffic demands made of Clarkston's road system. Clarkston's road problems are essentially twofold. First, two of Clarkston's three major through roads (East Ponce de Leon Avenue and Montreal Road) are not wide enough to handle current and projected traffic levels. Second, the large number of uncontrolled turning movements off these major through-roads compounds the problem of traffic bottlenecks. Fortunately, these problems have been recognized by the Georgia Department of Transportation, and by the DeKalb County Highway Department, and both agencies plan to upgrade Clarkston's road system to accommodate projected increases in through traffic. The challenge for Clarkston officials is to make sure that the designs of the proposed improvements address the needs of Clarkston residents, and not just commuters.

We propose that the following two goals guide Clarkston's transportation planning efforts:

1. Improve the flow of non-local traffic through Clarkston by widening major arterials, reducing unnecessary turning movements, and eliminating traffic bottlenecks; divert through traffic from local collector streets.
2. Realign local streets to strengthen the downtown area.

Scheduled Improvements

Two sets of roadway improvements are scheduled for Clarkston during the next five years, and both will have major physical, economic, and social impacts. The first and most important is the planned widening of East Ponce de Leon Avenue to four lanes throughout Clarkston. Although the widening of East Ponce de Leon Avenue will be funded by the Georgia Department of Transportation, preliminary design work is being undertaken by the DeKalb County Highway Department. The design phase should be completed during the fall of 1986, and construction is scheduled to begin in 1987, subsequent to a series of public hearing. The preliminary design calls for widening East Ponce de Leon Avenue for its entire length through Clarkston to four 10-foot lanes separated by a 10-foot continuous turning lane. The proposed widening would occur primarily in the railroad right-of-way, although some intrusion into properties along the northern edge is also likely. The current traffic light at East Ponce de Leon Avenue and Market St. would remain, and center turning lanes would be provided for this intersection. The proposed reconstruction would eliminate most, if not all, curb cuts off East Ponce de Leon Avenue within Clarkston; posted speeds on the reconstructed road would be 45 miles per hour.

In a departure from the current configuration, DeKalb County's preliminary plan also proposes construction of an East Ponce de Leon overpass at the North Indian Creek Drive intersection. Under this proposal, it would not be possible to turn from East Ponce de Leon Avenue onto North Indian Creek Dr., or from North Indian Creek onto East Ponce de Leon Avenue, except indirectly via Market or Hill Streets. According to DeKalb County traffic engineers, there are two reasons for closing the East Ponce de Leon/-.

Indian Creek intersection. The first reason is that keeping the intersection open would create an unnecessary bottleneck, as East Ponce de Leon is presumed to carry non-local east-west traffic while Indian Creek Dr. is presumed to carry non-local north-south traffic. Turning movements should therefore be minimized. The second reason is that the existing right-of-way is not wide enough to accommodate the proposed four lane improvement and an at-grade intersection.

The second scheduled improvement is the upgrading of Montreal Rd. to four lanes (two in each direction) from its intersection with North Indian Creek Dr. north to city limits. According to the DeKalb County Road Department, this improvement is currently designated as 18th on the county's road improvement priority list. Depending on other priorities, construction could commence in as little as two years, or as many as five years.

Traffic Counts and Turning Movements

Accurate and up-to-date traffic counts form the basis of good road planning. Figure 3-1 shows the most recent set of traffic counts for the Clarkston area, as collected by the Georgia Department of Transportation. Traffic counts were collected over a 24 hour period and cover traffic in both directions, expressed in terms of average daily traffic or ADT.

According to Georgia DOT, the most heavily used road in the Clarkston area in 1984 was Brockett Road (ADT = 20,967), followed by North Indian Creek Dr. (ADT = 14,206; recorded near the intersection of North Indian Creek Dr. and Memorial College) and East Ponce de Leon Avenue (ADT = 11,963; recorded near the intersection of East Ponce de Leon Avenue and North Indian Creek Dr.). Traffic on Montreal Rd., the major entrance to Clarkston

FIGURE 3-1:

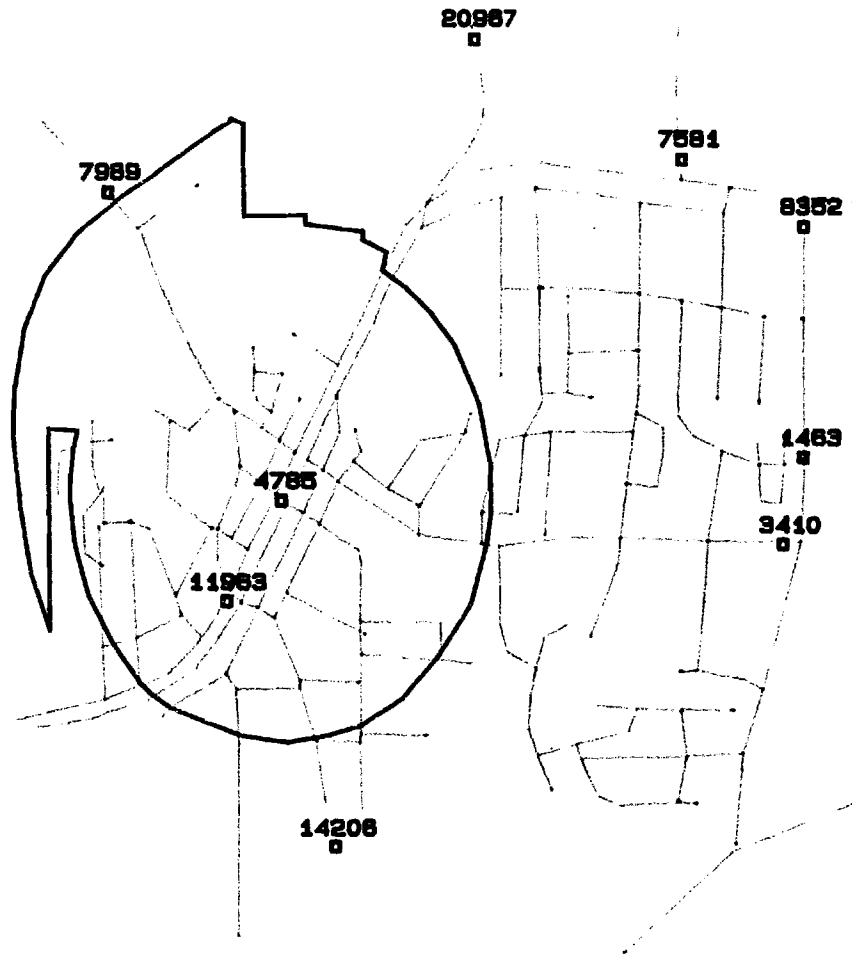


Figure 3-2: Comparison of 1976 and 1984 Average Daily Traffic Counts for Selected Sites in the Clarkston Area (All estimates are Average Daily Vehicle Trips, or ADT)

SITE	1976 ADT	1984 ADT	% Change 1976-1984
.....
Brockett Rd. at Stone Mt. Freeway	14,800	20,967	41.67%
N. Indian Creek Dr. at Memorial College	13,457	14,206	5.57%
E. Ponce de Leon Ave at N. Indian Creek	11,700	11,963	2.25%
Montreal Rd. at Stone Mt. Freeway	6,430	7,989	24.25%
.....			

Sources: Georgia Dept. of Transportation;
Clarkston Development Concept Plan 1977

from the north, was 7,989 ADT in 1984 (measured at Clarkston's northern border). Comparing 1984 traffic volumes with those recorded in 1976 (Figure 3-2), we note that the major increases in traffic have been at Brockett Rd. and Montreal Rd.; by comparison, recorded traffic volumes on East Ponce de Leon and North Indian Creek Dr. (recorded at Memorial College), increased only slightly between 1976 and 1984.

The traffic estimates shown in Figures 3-1 and 3-2 indicate that a substantial number of turning movements are occurring between East Ponce de Leon Avenue, the primary east-west route through Clarkston, and North Indian Creek Dr., the primary north-south route. (It is impossible to estimate the actual number of turning movements without actually counting them.) The implication of this analysis is that if the East Ponce de Leon Avenue/North Indian Creek Drive intersection were closed, as suggested by the DeKalb County Road Department, perhaps as many as 2000-3000 vehicles per day would be diverted to local streets.

Of the local streets in the Clarkston area, the most widely used is Ray's Road (1984 ADT = 8,352, measured near the intersection with East Ponce de Leon), followed by Idlewood (1984 ADT = 7,581). Clearly, the combination of Idlewood and Ray's Rd. is a major north-south route in the Clarkston area. Norman Rd., which connects to Ray's Rd., carried an average of 3,410 vehicles per day in 1984, making it the major purely local street in the Clarkston area. Within Clarkston, Market St. carried an average of only 1,785 vehicles per day in 1984 (measured at its intersection with Church St.). As noted above, traffic volumes on Market St. (which crosses the railroad tracks at grade) could be expected to increase by 2000 to 3000 vehicles per day if the East Ponce de Leon/North Indian Creek intersection were closed. Given the

lack of queuing space on Market St. in front of the railroad crossing, such volumes would present a probable safety hazard.

Recommendations

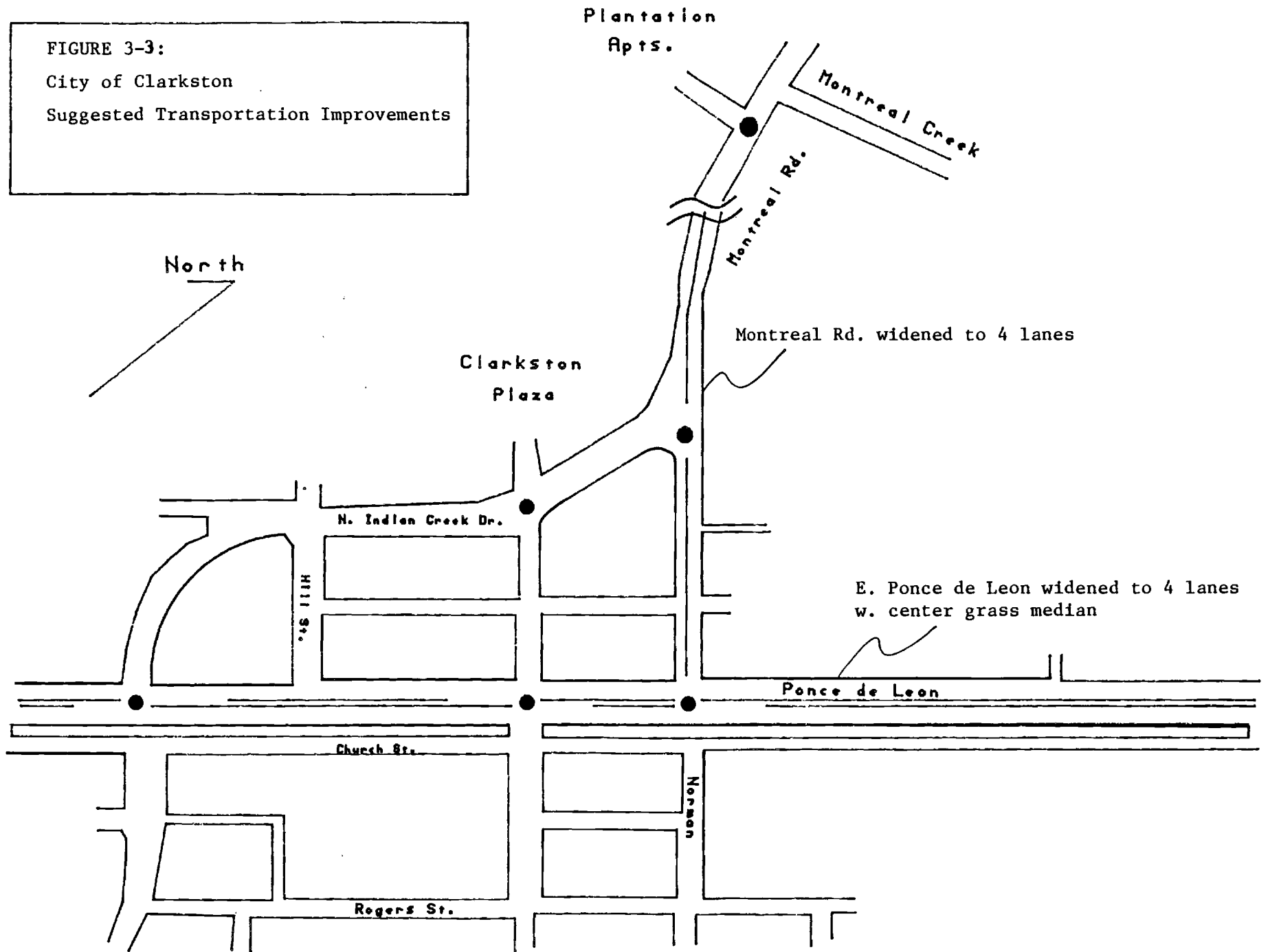
The proposed Clarkston Transportation Improvements Plan is shown in Figure 3-3.

1. The City of Clarkston should cooperate with the Georgia Department of Transportation and DeKalb County in the widening of East Ponce de Leon Avenue to four lanes with the following stipulations:
 - a) That there not be an East Ponce de Leon Avenue overpass constructed over Indian Creek Dr., and that the intersection of East Ponce de Leon Ave./North Indian Creek Dr. remain open. Closing this intersection (the current proposal) would substantially increase the number of turning movements at the East Ponce de Leon/Market St. intersection, probably beyond the capacity of the intersection to safely handle them. It also would substantially and unnecessarily increase the volume of through-traffic on local streets, particularly in the downtown area. This would negatively affect the city's efforts at revitalizing the downtown. Because of the speed with which the design process is moving ahead, this recommendation should be the top priority of the Clarkston City Council.
 - b) That a new traffic signal be installed at the intersection of East Ponce de Leon Avenue and Montreal Rd., and that a center turning lane be provided on East Ponce de Leon Avenue.
 - c) That the Georgia DOT and DeKalb County consult with officials of the City of Clarkston regarding the location of curb cuts off East

FIGURE 3-3:

City of Clarkston

Suggested Transportation Improvements



Ponce de Leon.

2. The City of Clarkston should request that DeKalb County undertake the widening of Montreal Rd. to four lanes at the same time that East Ponce de Leon Avenue is being upgraded, and that traffic signals be installed: 1) at the intersection of Montreal Rd. and North Indian Creek Dr.; and 2) at the intersection of Montreal Rd. and the access/exit road to the Plantation Apartment complex. (This signal would be on a red-yellow-green cycle only during the morning and evening rush hours [7:00 a.m. to 9:00 a.m., and 4:30 p.m. to 6:30 p.m., respectively], and would otherwise flash a yellow caution signal.)
3. The City of Clarkston should close Rowland St. to through traffic between Market St. and North Indian Creek Dr.

CHAPTER FOUR: LAND USE PLAN REVISION

Problems, Issues, and Goals

The purpose of this chapter is to simplify and revise Clarkston's current land use plan in order to better guide future growth and redevelopment. The proposed revision covers those parcels falling within Clarkston's incorporated limits as of May 30, 1986; the revision does not include those parcels being considered for annexation which currently fall outside city limits.

Clarkston's current zoning map and system of ordinances was adopted as of November 7, 1977. The zoning map established four general types of uses including: single-family residential (R-1), multi-family residential (R-M); commercial (C), and office and institutional (O & I). Since its adoption, there have been a number of revisions to the zoning map, the most notable of which was a rezoning of a large parcel at the northwestern corner of the city from Office and Institutional to Multi-family.

Clarkston's zoning code establishes nine zoning districts, only three of which are wholly consistent with the city's zoning map:

- One-family Residence*
- Multi-family Residence*
- Residential-Office-Institutional
- Neighborhood Business District
- General Business District
- Central Business District
- Office-Institutional District*
- Light Industry District

- Flood Hazard District

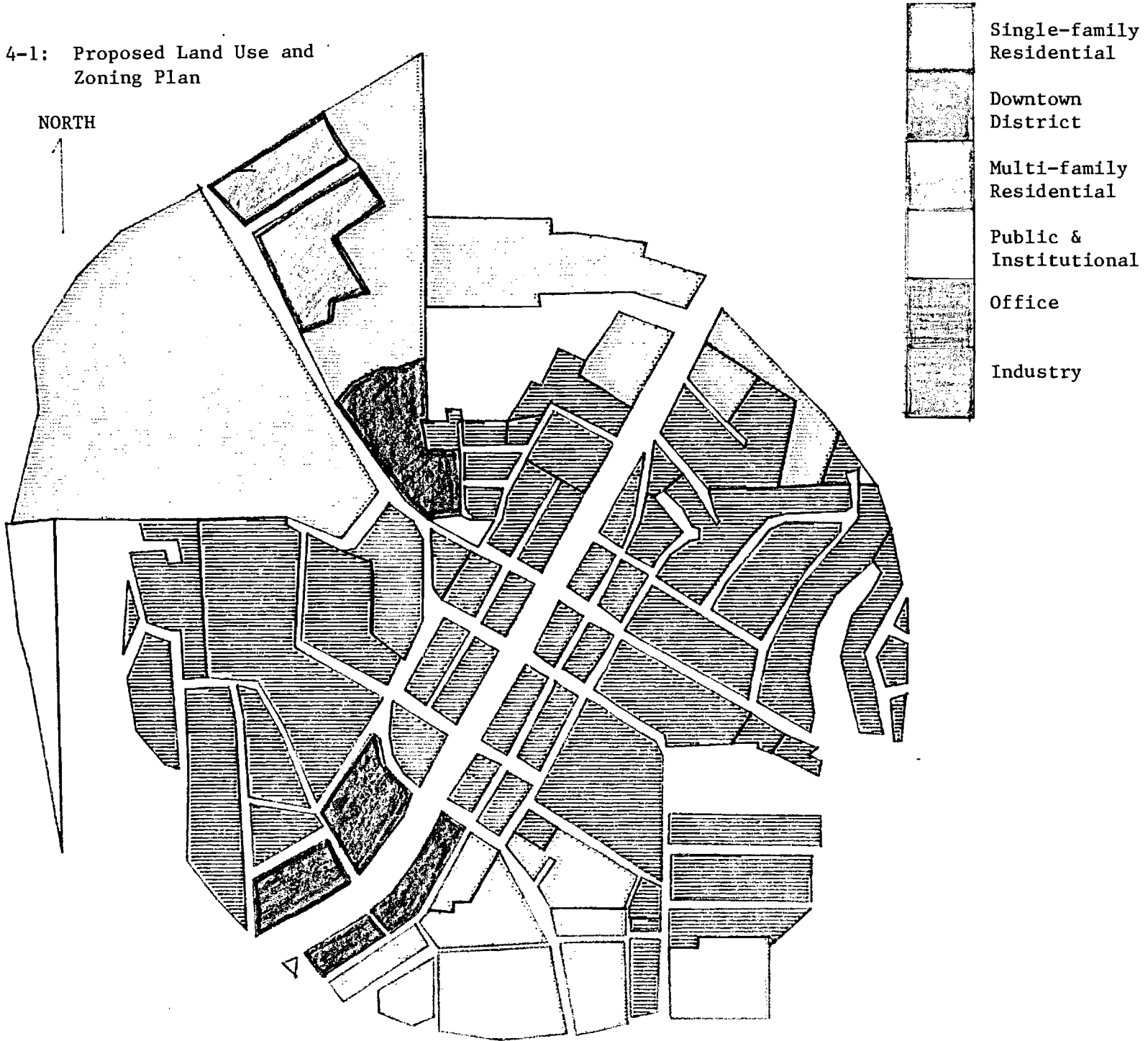
(* Indicates consistency between zoning map and zoning code)

Since the adoption of the Clarkston zoning code and map, the City has been built-out, but not always within the parameters of the zoning map and code. As a result, the regulatory purpose of Clarkston's zoning map and code has shifted primarily from one of guiding new development to one of guiding redevelopment. Thus, the first purpose of the proposed revision will be to facilitate the orderly, consistent, and desirable redevelopment of selected areas of Clarkston, particularly those in or adjacent to the downtown.

The second goal of the proposed revision will be to simplify and rationalize the current zoning map. The current zoning map is more of a summary of current uses than a coherent view of a desirable pattern of land uses. We believe that the current patchwork pattern of zoning districts should be simplified into a smaller number of internally consistent districts, and that currently inconsistent uses should be identified as "nonconforming uses." The proposed zoning map revision is shown in Figure 4-1. It includes the following districts:

Downtown Development District: To facilitate the commercial and retail redevelopment of downtown Clarkston, we propose the establishment of a Downtown Development District. This district would be coincident with the jurisdiction of the proposed Clarkston Downtown Redevelopment Authority, and as shown in Figure 4-1, would extend for a two block radius around the intersection of East Ponce de Leon Avenue and Market St. Permitted uses in the downtown areas would include retail stores, office, professional, public and governmental, and private institutional buildings. All other uses (light industrial buildings and warehouses, residence, gas and service stations) would

FIGURE 4-1: Proposed Land Use and Zoning Plan



be by special exception.

Office Districts: New office projects should be contiguous with the downtown area, thereby reinforcing the daytime retail market, and located along major arterials, thereby minimizing traffic intrusion into residential neighborhoods. The proposed revision includes two distinct office districts, one in southwest Clarkston, fronting on the East Ponce de Leon right-of-way, the other just north of the downtown area on Montreal Rd. Permitted uses in these districts would include office and professional buildings of less than three stories. Sufficient on-site parking would be required. Uses in office districts would be regulated under the existing "Office-Institutional" classification of the Clarkston zoning code.

Industrial District: The few industrial buildings that are in Clarkston tend to be widely scattered; several are in or adjoin residential and commercial neighborhoods. The proposed plan revision establishes a single industrial district at the city's north end, with frontages on Clarkston Industrial Blvd. Permitted uses in this district would include light industrial uses, warehouses, and office uses; building heights should be limited to two stories. Uses in industrial districts would be regulated under the existing "Light-Industrial" classification of the Clarkston zoning code.

Multi-family Districts: Clarkston currently includes three concentrations of multi-family structures: 1) in the northern section of the city, along Montreal Rd.; 2) in the southern section of the city, along North Indian Creek Dr.; and 3) in the northeastern section of the city, adjoining the East Ponce de Leon Avenue right-of-way. We suggest that these areas be designated as multi family districts, and that the construction of new multifamily projects outside these areas be discouraged. Uses in multi-family districts would be regulated

under the existing "Multi-family" classification of the Clarkston zoning code.

Single-family: Clarkston currently includes three single-family neighborhoods:

1) the area east of Rogers St.; 2) the area directly west of the downtown area; and, 3) a small single-family enclave adjoining Smith St. Except for the housing in the Smith Street area, Clarkston's single-family housing stock is of good quality, and should be preserved. As such, the Smith Street area is likely to be subject to some redevelopment pressure from commercial and multi-family uses, particularly given the proposed widening of East Ponce de Leon Avenue and Montreal Rd., and proposed investments in the downtown area. We suggest that Clarkston should carefully study how this area might be redeveloped, with full consideration given to commercial, industrial, and multi-family uses. In the interim, we suggest that the Smith St. area remain a single-family district.

Recommendations

1. Create a separate Downtown Development District.
2. Rationalize the many numerous existing zoning districts into a smaller set of districts.
3. Establish a "non-conforming use" category for existing uses which are not in compliance with the proposed plan revision.
4. Establish a study group to consider the long-term future and redevelopment of the Smith St. neighborhood.
5. Eliminate zoning categories which do not conform to the revised map.

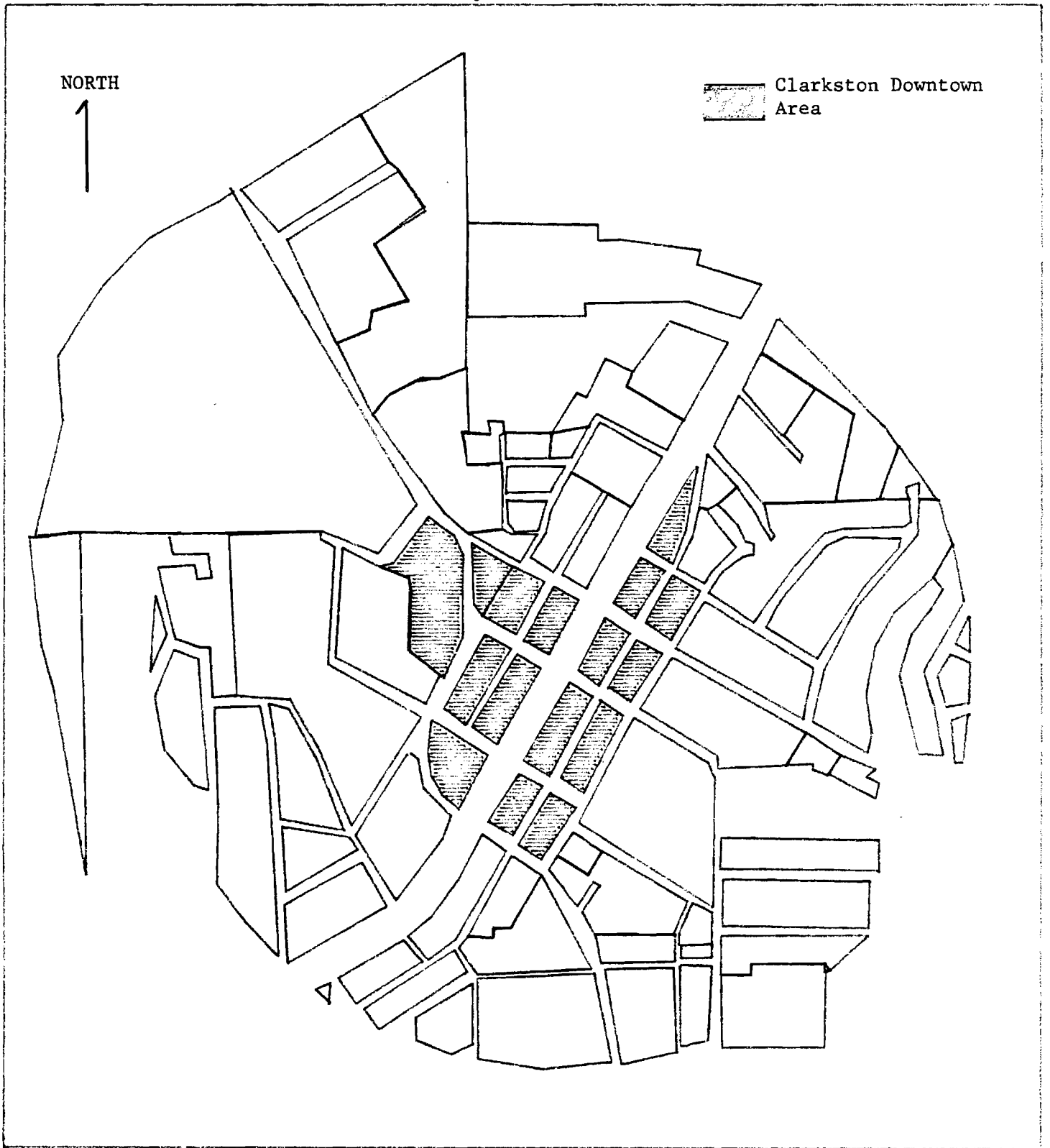
CHAPTER FIVE: CLARKSTON DOWNTOWN DEVELOPMENT PLAN

Problems, Issues, and Goals

This chapter presents a plan for the commercial revitalization of downtown Clarkston. Clarkston's downtown area (Figure 5-1) currently suffers from a variety of problems which are eroding its viability as the commercial and public center of the city. These problems include:

- o Lack of Focus: The downtown area lacks a "sense of place." Residents don't view the downtown area as a place to shop and conduct personal business, but as a series of empty streets and parking lots. This is because the orientation of the current downtown serves to disperse activity, not focus it. **The primary goal of the Clarkston Downtown Development Plan must be to create a visual and commercial focal point for the City.** Revitalization efforts must focus not only on improving the downtown areas, but also on improving the existing circulation system in a way which strengthens, not erodes, the downtown area.
- o Increased Competition from Strip Development: The development of auto-oriented strip commercial projects along Memorial Drive (and to a lesser extent, along East Ponce de Leon Avenue, directly east of Clarkston), has further eroded the commercial viability of downtown Clarkston. **If downtown Clarkston is to be successfully revitalized, it must tread the fine line between competing with such projects, and being an alternative to them.** This requires assembling a critical mass of complementary retail and commercial uses which cater to local office workers and Clarkston area residents.
- o Improper Uses and Poor Property Management: The continued success of

FIGURE 5-1: Clarkston Downtown Development District



Clarkston Plaza indicates that there is nothing fundamentally wrong with the Clarkston retail market. Rather, the problem lies with the existing uses and owners. The current uses are visually unappealing, poorly related to each other, and inappropriate to the site. As a result, most of the buildings along Market Street are wholly or partially vacant. This in turn, deters owners from making further improvements or investments. Moreover, the fact that current vacancies are so apparent makes it more difficult for owners to recruit tenants. **To combat this cycle, it is recommended to establish a Clarkston Downtown Development Authority to: 1) manage the revitalization of the downtown area; 2) provide financial incentives for downtown redevelopment; 3) assure a more appropriate mix of uses; and, 4) coordinate retail promotion and tenant selection.**

Plan Concepts and Guidelines

The objective of the Downtown Development Plan is to establish downtown Clarkston as a viable retail and commercial area, as the recognized center of the City of Clarkston, and as a major village center in central DeKalb County. This will be accomplished in two phases, with the second phase contingent on the success of the first phase. Phase I attempts to improve public facilities and private retail buildings in a one block radius around the intersection of Market and Vaughn Streets. Phase I would be guided by what we call the **Village Green Plan** and would be implemented over a three-year period under the auspices of the Clarkston Downtown Redevelopment Authority. Phase II would encourage the gradual redevelopment of the remainder of the downtown area to office, professional, and new retail uses. Phase II would occur over a 3-5 year period, and be guided by the Clarkston

Downtown Redevelopment Authority. Where Phase I will require a substantial initial public investment in public infrastructure (roads, sidewalk, parking facilities, and park space), Phase II should occur primarily through private initiative. That is, the success of Phase I should improve the value of property in downtown Clarkston, thereby encouraging private redevelopment and the upgrading of currently underutilized properties. The Clarkston Downtown Development Plan (Figure 5-2) has been designed around the following principles:

1. Encourage the development of an identifiable, integrated, and self-supportable "downtown area" with its center at the intersection of Vaughn St. and Market St. and extending northwest to Clarkston Plaza, northeast to Montreal Rd., southeast to Rogers St., and southwest to Indian Creek Rd. Within the downtown area, properties fronting on, or adjacent to Market St. should be oriented around commercial and retail uses. Properties fronting on Vaughn St. should be oriented around business and office uses. Properties southeast of Church St. should be oriented around civic and institutional uses. Pedestrian circulation within the downtown area should be facilitated.
 - a) Expand the variety and improve the quality of retailing in downtown Clarkston. Construct new retail structures and phase-out incompatible uses.
 - b) Establish a single focal point for commercial and public activities in downtown Clarkston. Currently, the downtown contains two "activity areas" (Clarkston Plaza, and Ponce de Leon), but lacks a single focal point.
 - c) Narrow Market Street between East Ponce de Leon Avenue and

Figure 5-2: Elements of the Clarkston Downtown Development Plan

Plan Element	Time Frame	Lead Responsibility
1. Establish a Clarkston Redevelopment Authority (CDRA) to implement the Village Green Plan; to issue tax-exempt bonds, and to coordinate downtown promotion.	2-6 months	City of Clarkston
2. Narrow Market St. to two 10 ft., one-way lanes; construct 10 ft. sidewalks along Market St., East Ponce de Leon Ave., and North Indian Creek Rd.; landscape sidewalk areas.	1 year	City of Clarkston
3. Purchase land for development of the Village Green at the western corner of the Clarkston Village parking lot; develop the Village Green as a public area including benches for pedestrians, and a public bandstand.	1 year	City of Clarkston
4. Encourage and facilitate construction of a new 30,000 square foot office/retail structure at the western corner of East Ponce de Leon Ave. and Market St; require dedication of public space at the corner of Vaughn and Market Streets.	1-3 years	CDRA
5. Encourage and facilitate construction of a new 7,000 square foot retail structure in the northwestern corner of the Clarkston Village parking lot.	1-3 years	CDRA
6. Construct a new retail/office structure replacing the Spivey Garage.	3-5 years	CDRA
7. Replace the existing Texaco service station at the northern corner of East Ponce de Leon Ave. and Market St. with a small area of public greenspace.	3-5 years	City of Clarkston
8. Encourage additional retail development within a one block radius of the Market St./Vaughn St. intersection.	5-10 years	CDRA
9. Encourage the development of additional office and business uses along Vaughn St. within the downtown area.	5-10 years	CDRA
10. Purchase the triangle-shaped property at the intersection of Montreal Rd. and North Indian Creek Rd. for a public park.	5-10 years	City of Clarkston

North Indian Creek Rd. Market St. (and associated parking) is currently so wide as to discourage pedestrian activity.

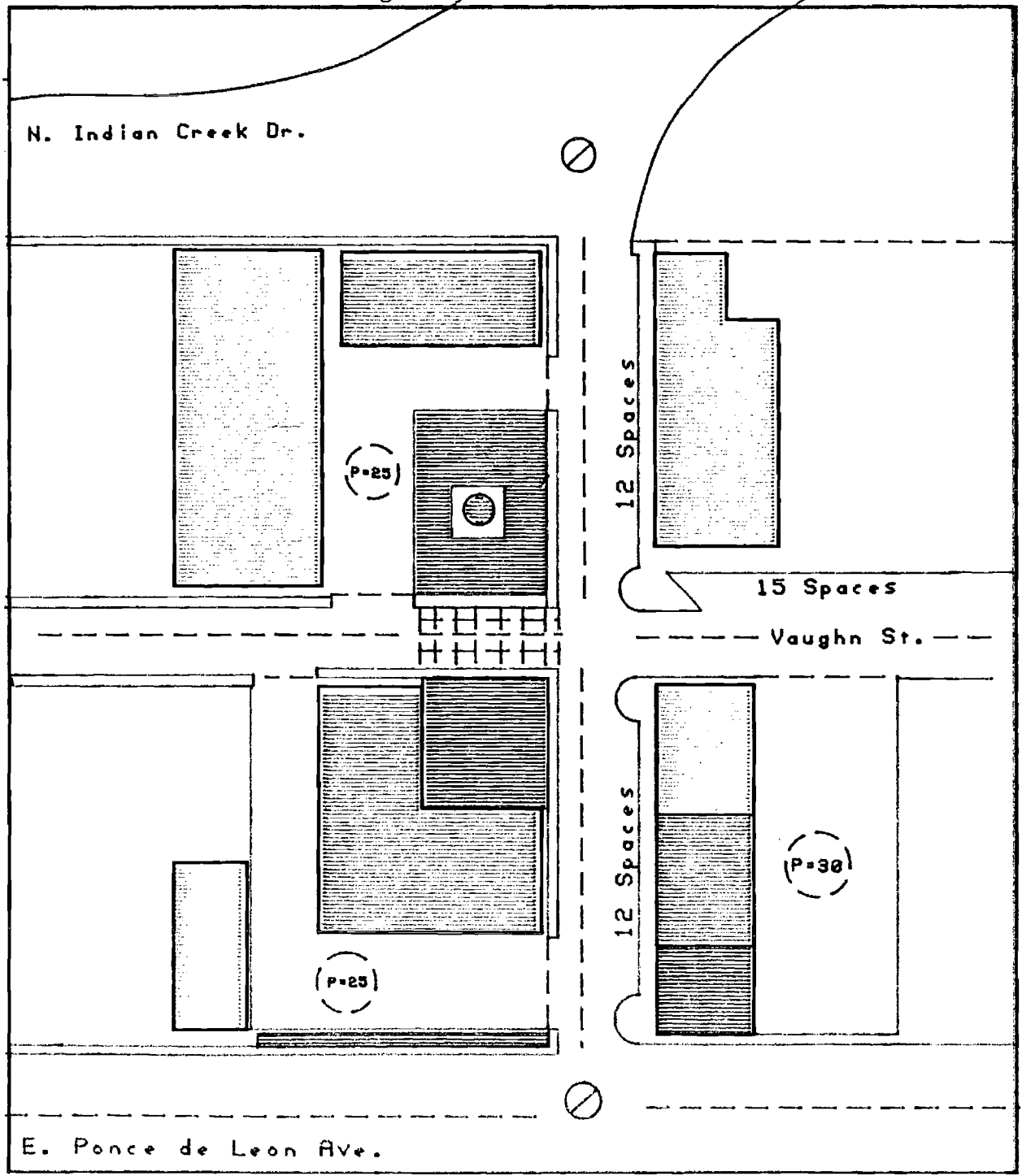
- d) Promote pedestrian circulation in the downtown area by widening and landscaping sidewalk areas, by providing pedestrian-oriented amenities, and by encouraging the use of off-street parking facilities.
2. Establish a Clarkston Downtown Redevelopment Agency (CDRA) to encourage and facilitate the redevelopment of downtown Clarkston within the parameters of this plan. The CDRA would have the following functions:
 - a) Advise on all zoning, rezoning, and development applications for projects within the designated downtown area, for consistency with the adopted plan.
 - b) Provide below-market rate construction and permanent financing for approved projects within the downtown area.
 - c) Coordinate retail promotion within the downtown area.

Phase I: The Village Green Plan

Phase I of the Clarkston Downtown Development Plan is entitled the Village Green Plan and is shown in Figure 5-3. The key features of the Village Green Plan are:

1. Construction of a new retail/office structure at the western corner of Ponce de Leon Avenue and Market St. This structure would include roughly 30,000 square feet of gross leasable space in three floors. Two floors would be visible from Market St. A lower ground level floor would be entered from the southwest parking lot. The structure would be

FIGURE 5-3: Clarkston Village Green Plan



	Public/Greenspace
	Existing Building
	Proposed Building

oriented toward the Market St./Vaughn St. corner, although there would also be store entrances facing the parking areas. Approximately 30 spaces of off-street parking would be available along the southeastern and southwestern faces of the building. This building would be developed privately, using bond financing provided by the CDRA.

2. Construction of a new one-story retail building in the northwest corner of the Clarkston Village parking lot. This building would include approximately 7,000 square feet of gross leasable area and would open onto the Clarkston Village parking lot. It would be free-standing, but linked to the existing Clarkston Village structure through a covered walkway. Approximately 25 parking spaces would remain in the Clarkston Village parking lot and be available to shoppers. This building would be developed privately, using bond financing provided by the CDRA.
3. Construction of a new retail/office structure at the eastern corner of Market St. and East Ponce de Leon Ave., replacing the current Spivey Garage. This structure would include approximately 5,000 square feet of retail/office space in one floor. The structure would front Market St. and approximately 10 spaces of diagonal parking. The project would be developed privately using bond financing provided by the CDRA.
4. Development of a village green at the western corner of the existing Clarkston Village parking lot. The green would measure approximately 70 feet (width) by 120 feet (length). The green would consist of grass and small trees, and would include benches for pedestrians. A small bandstand, located at the approximate center of the green would serve as the visual focal point for the downtown area, and be available for pedestrian and public activities. Land for the village green would be purchased from

the current owners of Clarkston Village. An adjacent area of public greenspace/openspace of approximately 5000 square feet would be located at the southern corner of Vaughn St. and Market St. and would be linked to the village green via a bricked walkway on Vaughn St. This second area of greenspace would be provided by the developer.

5. Narrowing of Market Street to two 10 ft., one-way lanes. On-street diagonal parking would be available on the northeastern side of Market St.
6. Extension and landscaping of existing sidewalk areas along Market St., East Ponce de Leon Avenue, and North Indian Creek Dr.; construction of new landscaped sidewalks along Vaughn St. Sidewalks would be 10 feet wide, and trimmed with brick inlay. Small trees would be planted at approximately 50 foot centers. Street and sidewalk improvements would be paid for by the City of Clarkston.
7. Replacement of the existing Texaco service station at the northern corner of East Ponce de Leon and Market St., with a small area of public greenspace.

Preliminary Market and Financial Feasibility Analysis

The key to the Phase I is the successful development of the first two new retail structures. We believe that both structures should and can be developed privately, with the only public assistance taking the form of below market-rate financing as provided by the Clarkston Downtown Redevelopment Authority. If both projects are to succeed, they must be able to: 1) attract and retain quality tenants; and, 2) generate sufficient financial returns to justify their construction. This section provides a brief overview of the

Clarkston area retail market, a list of suggested commercial tenants for the two retail structures, and an analysis of their financial feasibility.

The Clarkston Area Retail Market: The City of Clarkston is essentially a bedroom community with little retail or office activity. The 1982 Census of Retail Trade found only 20 retail establishments within the city limits, only 12 of which were large enough to have a payroll. Twelve of these businesses were unincorporated, of which ten were individual proprietorships.

The lack of in-town retailing notwithstanding, the Clarkston area is extremely well served by retailers: less than one mile south of Clarkston is the Memorial Drive Major Retail Center (MRC). Included within the MRC are Service Merchandise Plaza, Dunaire Shopping Center, Memorial Bend Shopping Center, College Plaza, Rockmore Plaza, College Village Shopping Center, Stonemont Village Shopping Center, Village Square, and a K-Mart center. As of 1982, the Census Bureau counted 188 retail establishments in this area, making it the fourth largest of the 22 MRCs (after Buckhead Village, the Cumberland-Galleria area, and Roswell Rd. in Sandy Springs) outside downtown Atlanta.

The Memorial Drive MRC offers Clarkston area consumers everything that can be found outside a department store except for high-priced luxury goods; the Census Bureau characterizes this area as solid middle-income, and the stores reflect the preferences of local residents. Almost 30 percent of the retail establishments (55 of 188) are eating and drinking places; strong showings are also made by furniture, home furnishing and equipment stores (21), gasoline service stations (16), food stores (16) and apparel and accessory stores (16).

Since the 1982 survey by the Census Bureau, there has been additional

construction. A telephone survey also reveals that there is currently an oversupply of retail space in the Memorial Drive-Stone Mountain area. Advertised rental rates range from \$10 to \$15 per square foot per year, but owners are granting tenants rent concessions which effectively reduce rental rates by one to two dollars per square foot per year. Bob Reeves of Northside Realty's Commercial Division indicated that as of the first quarter of 1986, the commercial market was currently saturated by new additions to and renovations of existing centers, and that there was a vacancy rate of approximately 30 percent.

The Memorial Bend Shopping Center, located at the corner of Ray's Rd. and Memorial Drive is typical. Built in 1979, the center was expanded in 1985. It has taken approximately 10 months since completion of the renovation to rent up. Deborah Lenderman, Leasing Manager for Oxford Properties, quoted a price of \$13 per square foot per year with tenants paying all taxes and utilities. Ms. Lenderman reported that most of the new tenants are local chains. She attributed the slow absorption rate to competition.

Little vacant land is left on Memorial Drive in the Clarkston area, and land prices have risen accordingly. Coleman Budd of Coldwell-Banker reported that a one-acre site zoned for commercial use was purchased by a major national fast-food chain in mid-April for \$450,000. Larger tracts of six to ten acres, if they could be found, would cost approximately \$200,000 to \$250,000. What new construction is occurring is taking place east of North Hairston Road towards the village of Stone Mountain.

Proposed Retail Uses for Downtown Clarkston: Figure 5-4 lists a candidate set of uses for two of the three proposed retail buildings. We are not proposing a specific set of tenants for the two structures; the final set of tenants would

FIGURE 5-4: Suggested Retail Uses in Downtown Clarkston

Use	Tenant	Typical Gross* Leasable Area (square feet)	Rent as Percent of Sales*
Food	Delicatessen	1200 - 1500	6% - 9%
	Bakery	1500	7.5%
	Restaurant	1800 - 4000	6% - 10%
	Ice Cream Parlor	1000 - 1200	6% - 10%
Goods	Hardware	4500 - 7000	5% - 8%
	Paint/Wallpaper	3000 - 4000	5% - 8%
	Ladies Clothes/Specialty	1300 - 3000	5% - 9%
	Unisex Jean Shop	1500 - 2000	9% - 15%
	Gourmet Cookware	1200	9%
	Bike Shop	1800	11%
	Cards & Gifts	2000 - 2400	10% - 12%
	Books	1500 - 2000	6% - 8%
	Jewelry	1000	7% - 12%
	Eyeglasses/Optician	900 - 1200	8% - 10%
	Radio & Stereo	1500 - 2000	
	Sporting Goods	2000 - 2500	7% - 8%
Services	Travel Agent	900	
	Real Estate Agent	1000 - 1500	
	Automatic Teller Machine	500	

Source: Urban Land Institute: Dollars and Cents of Shopping Centers, 1985
 * all figures cited are averages for neighborhood shopping centers

depend on a combination of market forces and the preferences of the property manager. We are providing a set of complementary tenant types which we believe could function profitably in downtown Clarkston. Estimates of gross leasable area (GLA), average sales per square foot, average rent per square foot, and rent as a percent of sales, were obtained from the 1984 edition of Dollars and Cents of Shopping Centers (Urban Land Institute) and are for neighborhood shopping centers.

The list of proposed merchants includes three distinct types of goods and services: (1) food items and services; (2) local comparison goods and services; and, (3) regional comparison goods. Local comparison goods are items desired by local shoppers which are not costly enough to justify a frequent or lengthy journey to the store; hardware and/or ice cream are good examples of local comparison goods. Regional comparison goods are sufficiently costly (or are purchased so infrequently) to justify a longer shopping trip.

The mix of suggested retailers outlined in Figure 5-4 favors local comparison goods/services and selected food items at the expense of convenience goods, regional retail goods, and fast food. There are several reasons for this: First, downtown Clarkston should not attempt to compete with Memorial Drive Major Retail Center in the provision of fast-food or durable goods. The proposed set of retailers should be oriented toward Clarkston residents, and include the types of goods and services used by those residents on a day to day basis. In this light, we suggest uses such as a hardware store, a travel agent, bicycle shop, optometrist, bakery, and bookstore. Secondly, the set of proposed retail uses should also be oriented toward the growing office market in the downtown Clarkston area. Accordingly, we suggest uses such as a restaurant, an ice cream parlor, and a delicatessen. Third, the set of proposed

uses should complement, not compete with existing stores in Clarkston Plaza. Such uses include a supermarket, drugstore, and video store. Fourth, we seek to assemble a mixture of complementary retailers, such that shoppers can combine the purchase of several items into one shopping trip. Finally, we seek to assemble a mixture of interesting uses which provide a sense of identity for downtown Clarkston. In this light, we propose several clothing stores, a gourmet cookware store, stereo shop, and sporting goods store.

Financial Feasibility Analysis: The bottom line, of course, is whether the proposed retail projects will be sufficiently profitable to justify their construction. To address this issue, we analyzed the financial feasibility of the proposed 30,000 square foot retail retail structure using a real estate investment and analysis model. The analysis covers ten years of ownership; Figure 5-5 lists the major assumptions used in the analysis; the complete analysis is shown in Appendix A. In general, we assumed an average construction cost of \$60 per square foot, and an average land acquisition cost of \$3.00 per square foot. Because of the oversupply of retail space in the Clarkston area, we assumed a first year vacancy rate of 30 percent, a second year vacancy rate of 20 percent, and a vacancy rate of 10 percent in years three through ten. Rents were estimated at \$8.00 per square foot per year. We assumed that property in Clarkston would appreciate at an average rate of 5 percent per year. The construction financing rate was assumed to be 12 percent. We assumed that the Clarkston Downtown Redevelopment Authority would provide permanent financing for a term of 30 years at a fixed rate of 8.5 percent. In looking at the tax advantage of ownership, we assumed that the proposed tax reform legislation now pending in Congress will become law in 1987.

Results of the financial feasibility analysis are shown in Figure 5-5. Assuming the project is sold after one year in ownership, it will provide the original owner with a -44.9 percent annualized rate of return. After two years of ownership, the proposed project provides a -5.6 percent rate of return. Not until the third year of ownership does the project generate a competitive rate of return. After the third year of ownership the project is consistently profitable. The primary reason for this is our initial assumption of high vacancy rates.

We interpret these results as indicating the proposed retail projects are likely to be profitable after three or four years of ownership. While these investments may not be quite as good as speculative real estate investments elsewhere in the Atlanta region, we believe that they are reasonable for the Clarkston area, particularly given the reduced attractiveness of real estate projects anticipated under the proposed tax reform legislation. We also note that the only public subsidy involved in the projects is the below-market rate permanent financing provided by the Clarkston Downtown Development Authority. Should other subsidies be forthcoming, such as assistance with land acquisition, the financial performance of the proposed projects would improve.

Phase II: Redeveloping the Downtown Area

We believe that it will take a minimum of two to three years to implement Phase I. Once Phase I has been completed, the CDRA and the City of Clarkston should undertake the broader redevelopment of the downtown area. We believe this latter effort should be guided by the following principles:

1. Encouragement of additional retail development within a one block radius of the Market St./Vaughn St. intersection.

FIGURE 5-5: Summary of Financial Feasibility Analysis for Proposed
30,000 sqft. Retail Project at Corner of Market St. and Vaughn St.

ASSUMPTIONS

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Land Purchase Price	\$90,000
Building Construction Cost	\$1,800,000 (\$60/sqft. * 30,000 sqft.)
Total Construction Cost	\$1,836,000
Construction Loan Rate	12%
Permanent Financing Rate	8.5%
Permanent Financing Term	30 yrs.
Loan/Value	85%
Rent (1st year)	\$8.00/sqft./year
Vacancy Rates:	
First year	33%
Second year	20%
Third year and thereafter	10%
Lease Type:	net-net
Expense/Income Ratio	24%
Rent & Expense Escalation Rate	5% per yr.
Depreciable Life	30 yrs.
Depreciation Method	Straightline
Appreciation Rate	5% per yr.
Ordinary Income Tax Rate	27%

FINANCIAL PERFORMANCE

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Equity Investment	\$480,025
Internal Rate of Return (sale in yr):	
1	-44.9%
2	-5.6%
3	12.3%
4	19.7%
5	23.9%
6	26.4%
7	28.1%
8	29.3%
9	30.1%
10	31.0%

2. Encouragement of additional office and business uses (including professional buildings) along Vaughn St. outside of the retail area suggested above, and along East Ponce de Leon Avenue.
3. Public purchase of the triangle-shaped property south of the intersection of Montreal Rd. and North Indian Creek Dr. for a public park.
4. Development of a Government Center in the area bordered by Market St., North Indian Creek Rd., Church St., College Avenue, and Rogers St. Included in this area would be a new and larger Clarkston City Hall, public parking, a Clarkston branch of the DeKalb County Library, and a small city park.

The Clarkston Downtown Redevelopment Authority

The Clarkston Downtown Redevelopment Authority (CDRA) would be the primary agency charged with promoting the commercial redevelopment of the downtown area. The jurisdiction of the CDRA would include the entire Downtown Development District. Within that area, the CDRA would have four responsibilities:

1. Implement the Village Green Plan: The major responsibility of the CDRA would be to implement the Village Green Plan. This will involve three types of tasks. First, the CDRA should work with the City to provide needed public improvements, including improved sidewalk and parking areas, landscaping, and the village green itself. Second, working with the City of Clarkston, the CDRA should acquire the land needed for the Village Green public space. At the same time, the CDRA should acquire the land for the proposed retail buildings, either through purchase, negotiation/dedication, or by convincing the existing landowners to them-

selves develop the new retail projects. Third, if necessary, the CDRA should actively solicit developers for the proposed retail projects, and negotiate with potential developers as to building design and leasing.

2. Advise on (Re)zoning Applications: The CDRA would be requested to advise on all zoning, rezoning, and building permit requests in the downtown area, and to make recommendations to the Clarkston City Council. The CDRA would analyze development proposals for consistency with the Downtown Development Plan, and could also suggest project design changes. The CDRA also would provide technical assistance to developers proposing projects in the downtown area.
3. Provide Below-market Rate Financing: As a designated redevelopment agency the CDRA would have the legal authority to sell tax-exempt revenue bonds to investors. The proceeds of the bond sales would then be used to provide permanent below-market rate financing to private redevelopment projects which are consistent with the Downtown Development Plan. Such financing would substantially reduce the debt service costs of projects constructed in the downtown area, thereby making the area more attractive to private investors. Bondholders would be repaid by the CDRA from the repayment of interest and principal on the loans. As an ancillary program, the CDRA would also be empowered to make smaller 10 year loans for the purposes of renovating existing structures.
4. Retail Promotion: Advertising coordination; scheduling of special events, and tenant recruitment would be included here.

We suggest that the CDRA Board of Directors have five members: two representatives of the City of Clarkston, a local merchant, a downtown

property owner, and a local banker. This would facilitate the cooperation of the public and private sectors, and insure that all interests are represented. CDRA members would initially be appointed by the Clarkston City Council. Once formed, the CDRA would draft its own bylaws, outlining terms of office, appointment requirements, and voting procedures. We strongly recommend that the CDRA hire a full or half-time Executive Director to manage the day-to-day tasks of the Authority, particularly those related to retail promotion. The salary of the Executive Director could be paid through a combination of public revenues, loan service charges, and retailer contributions.

Recommendations

There is nothing fundamentally wrong with downtown Clarkston. Quite the contrary, downtown Clarkston serves an expanding retail market, is blessed with excellent access and parking, and includes a variety of serviceable retail buildings. Instead, the problems of downtown Clarkston stem from neglect, poor planning, and in some cases poor property management. Physically, the area lacks a focal point or identity, and it appears so open as to be unfocused. Existing retailers and building owners have watched passively as the focus of retailing in the Clarkston area has moved south to Memorial Drive. Comforted by the commercial success of Clarkston Plaza, city officials have not taken the lead in promoting the commercial redevelopment of the downtown area. Finally, city officials, concerned citizens, local retailers, and downtown landowners have lacked a plan -- of vision of what the downtown can be, and a roadmap for achieving that vision. We offer the following three recommendations:

1. Adopt the Village Green Plan as Phase I of the Downtown Development Plan.
2. Establish a Clarkston Downtown Development Authority to oversee the implementation of the Village Green Plan, to provide financial incentives for downtown development, and to coordinate retail promotion in the downtown area.
3. Appropriate funds for the improvement of public infrastructure in the downtown area, including roads, sidewalks, landscaping, parking facilities, and public openspace.

CHAPTER SIX: ANNEXATION STUDIES

Should the city of Clarkston embark on a studies program of annexing additional unincorporated (DeKalb County) land adjacent to its borders? This chapter considers seven areas of potential annexation, looks at the fiscal costs and benefits of annexation, and summarizes the annexation process. It is not the intent of this chapter to argue for or against specific annexation proposals (with one exception; see below). Instead, the purpose of this chapter is to provide the information needed by Clarkston officials to make informed choices regarding current and future annexations.

Issues, Problems, and Goals

There are three reasons why Clarkston city officials should consider annexing selected parcels of unincorporated DeKalb County land:

1. To improve the quality and efficiency of city services. Like many small Georgia cities, Clarkston's borders were initially defined as the area within a circle of a half-mile radius around the railroad depot. Although there have been some subsequent annexations (usually upon request), Clarkston still retains its generally circular shape. Unfortunately, this very shape poses complications for the delivery of city services. In many areas, the city line bisects residential neighborhoods, complicating the provision of police and sanitary services. And Clarkston's public parks are open to residents of surrounding unincorporated areas -- residents who do not pay for park upkeep through property taxes.
2. To expand the fiscal and social base of the community. Relative to other communities in the Metro Atlanta area, Clarkston has an excess of rental

units. As of 1980, 73 percent of the residential units in Clarkston were in multi-family structures; most, if not all of these units were rental units. At the same time, there are several large neighborhoods of owner-occupied single-family homes immediately adjacent to Clarkston. To improve the long-term fiscal capacity of Clarkston, to increase the number of permanent residents, and to create a climate of greater stability within the city, the city might like to consider annexing some of these neighborhoods.

3. To provide for the orderly development and redevelopment of the Clarkston area. Most of the development currently taking place in the Clarkston area is in unincorporated areas -- the result of Clarkston being largely built-out. Yet the development taking place outside the city has an impact within the city -- on traffic and on the viability of the downtown area. Specifically, much of the recent commercial strip development outside of Clarkston has served to undermine the commercial viability of the downtown area. If Clarkston is to effectively rebuild its downtown area, it must have the ability to regulate uses in surrounding areas, and to plan for the orderly growth and development of the Clarkston area.

The potential benefits of annexation must also be weighted against the costs. In particular, will increases in city revenues (largely property taxes, resulting from the increased revenue base) achieved through annexation be sufficient to pay for the requisite increases in city services? Equally important, do the residents of potentially-annexable areas wish to join the city of Clarkston? Do they perceive that Clarkston city services offer them tangible benefits?

Annexation Areas

We have identified seven areas for potential annexation (Figure 6-1).

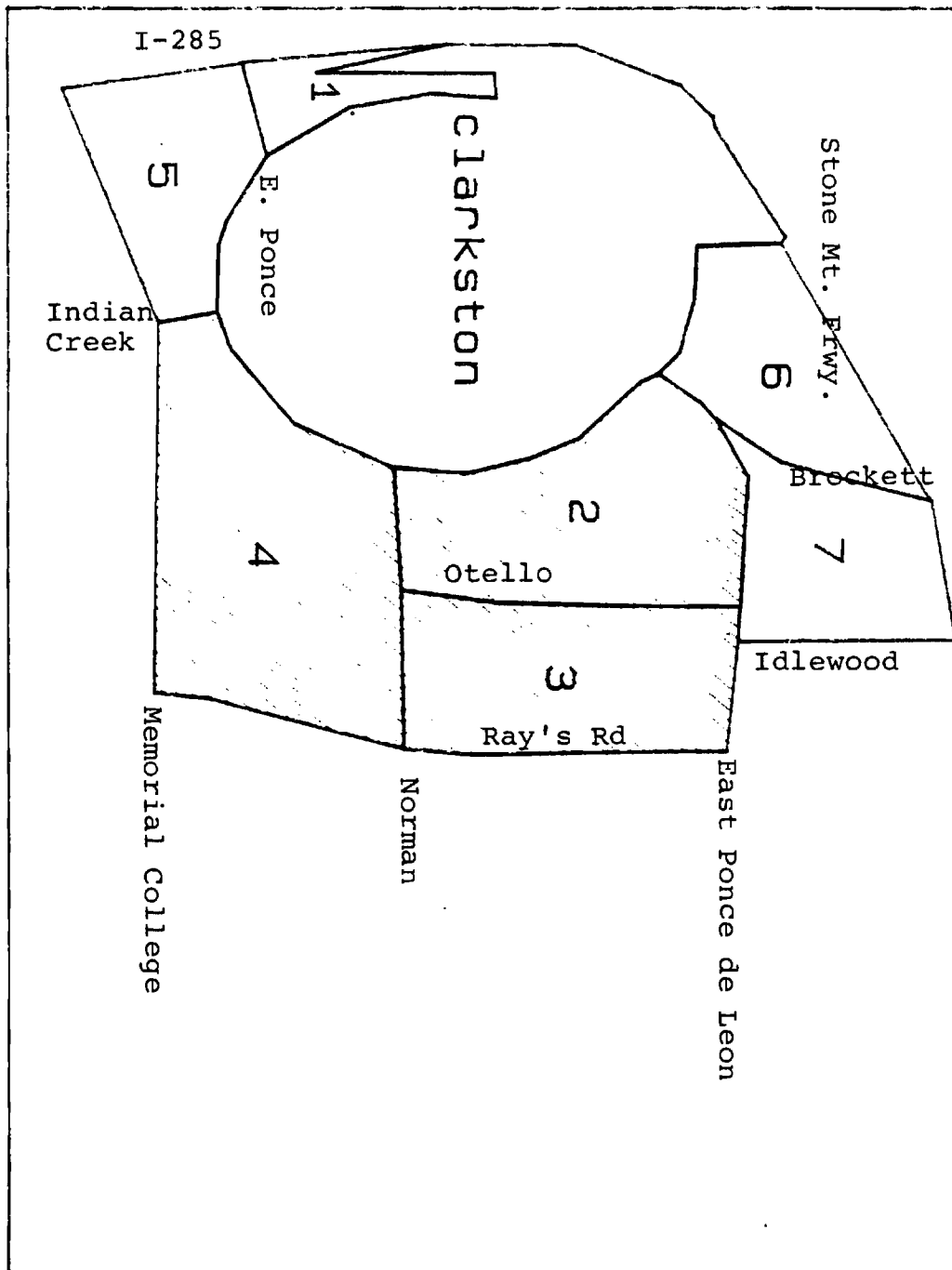
Area 1 includes the small area west of Clarkston, east of I-285, and north of East Ponce de Leon. This area is predominantly single-family in character, but also includes one larger apartment complex (Hidden Valley) and several auto-oriented commercial establishments along East Ponce de Leon Avenue. We recommend annexation of Area 1 as soon as feasible. Area 1 is already effectively within the city limits, and the delineation of service responsibilities between the City and County is a continuing problem. The Director of the Clarkston Department of Public Safety /Sanitation believes that the current residents of Area 1 could be provided with city services at no additional cost to the city. Annexing Area 1 would also enable the city to promote the redevelopment of the commercial uses directly north of Ponce de Leon, several of which are in a dilapidated condition.

Area 2 includes the area east of Clarkston bounded by East Ponce de Leon (to the north), Otello Rd. (to the east) and Norman Rd. to the south). Area 2 is almost exclusively a single-family neighborhood. The purpose of annexing Area 2 would be to add to the single-family residential base of Clarkston.

Area 3 includes those parcels east of Otello Rd., south of East Ponce de Leon Avenue, west of Ray's Rd., and north of Norman Rd. Area 3 is also almost exclusively a singlefamily neighborhood. Annexing Area 3 would add to the single-family residential base of Clarkston.

Area 4 includes those parcels east of Clarkston and North Indian Creek

FIGURE 6-1:
CITY OF CLARKSTON: Potential Annexation Areas



Dr., south of Norman Rd., west of Ray's Rd., and north of Memorial College Rd. Area 4 includes both single-family and multi-family uses. Annexing Area 4 would add to the single-family residential base of the city.

Area 5 is the area east of I-285, south of Ponce de Leon, west of Indian Creek, and north of Indian Creek Way. Area 5 includes both single-family and multi-family uses.

Area 6 is the area northeast of Clarkston and bounded on the north by the Stone Mountain Freeway, and on the east by Brockett Rd. Area 6 is predominantly multi-family in character. Annexing Area 6 would facilitate the coordinated future development of the Clarkston area.

Area 7 is the area east of Brockett Rd., south of the Stone Mountain Freeway, west of Idlewood Rd., and north of Ponce de Leon. It includes a variety of multi-family and commercial uses. Annexing Area 7 would facilitate the coordinated future development of the Clarkston area.

Fiscal Analysis

The fiscal implications of annexation were examined using a modified per capita method. This method involves the following steps:

- 1) Calculate current (1985) expenditures and revenues (excluding property taxes) on a per capita basis.
- 2) Estimate current population of areas being considered for annexation.
- 3) Calculate current property tax base of areas being considered for annexation.
- 4) Estimate additional property tax revenue attributable to annexed

areas.

- 5) Estimate additional expenditures and revenues attributable to annexed areas using per capita multipliers.
- 6) Calculate operating surplus or deficit for each area.

Figure 6-2 uses current budgetary data and the per capita method to summarize the fiscal implications of annexing Areas 1 through 7. Clarkston's current millage rate is \$.006. In calendar year 1984 the City expended \$744,731, or \$92.85 per capita. Excluding property taxes, and user fees, the City raised revenues of approximately \$280,000, or \$45 per capita; revenue sources included vehicle license fees, police fines, franchise fees, insurance premiums, and state grants.

Population estimates for Annexation Areas 1 through 7 were calculated by estimating the number of single- and multi-family units located in each area, and multiplying by the corresponding average household size (2.75 persons per unit for single-family homes; 2.25 persons per unit in renter-occupied units) for the Clarkston area as of 1980. If all seven areas were annexed, we estimate that Clarkston's population would increase by 6350; this represents a doubling of the current size of the City.

If the City were to annex all seven areas under consideration, we estimate that revenues from property taxes would increase by \$486,557. Revenues from other sources would increase by \$285,728; total additional revenues to the City would be \$772,285. To service the newly annexed areas, we estimate that the City would have to spend \$589,551 as of 1987. Combining the expenditure and revenue estimates, we estimate that annexing all seven areas would produce a net surplus of \$182,734.

As expected, the fiscal performance of the individual annexation areas

Figure 6-2: Fiscal Cost-Revenue Analysis for Potential Annexation Areas

REVENUE & COST RATES

Property Taxes(1985)	\$6/1000 assessed value
Other Revenues*	\$45/resident
Public Service Costs**	\$92.85/resident
Avg. Persons/Unit (Owner-occ.)	2.75
Avg. Persons/Unit (Renter)	2.25

BASIC DATA	Area 1	Area 2	Area 3	Area 4	Area 5	Area 6	Area 7	TOTAL
SF Residential Properties	50	225	250	325	200	150	150	1350
MF Units	90	32	0	0	300	350	400	1172
Commercial Properties	8	0	2	4	4	1	10	29
Total Properties	74	238	254	361	210	170	180	1487
Property Assessments (000)	\$1,937.6	\$6,118.1	\$9,572.8	\$10,612.1	\$9,128.8	\$10,348.5	\$33,375.2	\$81,093.1
Estimated Population	340	691	688	894	1225	1200	1313	6350

ESTIMATED REVENUES	Area 1	Area 2	Area 3	Area 4	Area 5	Area 6	Area 7	TOTAL
Property Taxes	\$11,626	\$36,709	\$57,436	\$63,672	\$54,773	\$62,091	\$200,251	\$486,557
Other Revenues	\$15,300	\$31,084	\$30,938	\$40,219	\$55,125	\$54,000	\$59,063	\$285,728
=====	=====	=====	=====	=====	=====	=====	=====	=====
TOTAL	\$26,926	\$67,792	\$88,374	\$103,891	\$109,898	\$116,091	\$259,314	\$772,285

ESTIMATED COSTS	Area 1	Area 2	Area 3	Area 4	Area 5	Area 6	Area 7	TOTAL
	\$31,569	\$64,136	\$63,834	\$82,985	\$113,741	\$111,420	\$121,866	\$589,551
=====	=====	=====	=====	=====	=====	=====	=====	=====

SURPLUS (DEFICIT)	(\$4,643)	\$3,656	\$24,539	\$20,906	(\$3,843)	\$4,671	\$137,448	\$182,734
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NOTES

* Includes vehicle license fees, police fines, utility franchise fees, insurance premiums, and state grants [Calculated on a per capita basis]

**Includes street maintenance, police, sanitary services, and parks

varies considerably, generally as a function of the mix of uses. Using the per capita method we estimate small surpluses for Areas 2 and 6, and small deficits for Areas 1 and 5. In all four of these cases, these estimates are less than the range of error of the per capita method. In the cases of Areas 3, 4, and 7, the additional revenues far outweigh the required expenditures.

Modified Per Capita Method

One flaw with the per capita method is that it ignores the possibility of scale economies or unused capacity. That is, because of unused capacity, it may be possible for Clarkston to double the number of residents provided public services without doubling the cost of those services. To address the possibility that annexation might actually enhance public service efficiency, we considered how much additional personnel, and how much additional capital equipment (primarily vehicles) would specifically be required to service the various annexation areas.

This analysis, which is based on conversations with William Adams, Chief Operating Office of Clarkston, is shown in Figure 6-3. Three sets of annexation areas are considered:

- Area 1
- Areas 2 through 4
- Areas 1 through 7

Expenditures were estimated by breaking down public service costs into three components: 1) personnel and fringe benefits; 2) capital equipment; and 3) yearly operating costs. Yearly operating costs were then estimated on a per capita basis, as above. The additional personnel and capital equipment required to serve the three sets of annexation areas were estimated by Adams; person-

Figure 6-3: Estimated Annual Public Service Cost Increments for Annexation Areas

Public Service -----	Area 1 -----		Areas 2-4 -----		Areas 1-7 -----	
	Item	Est. Cost	Item	Est. Cost	Item	Est. Cost
-----	----	----	----	----	----	----
PUBLIC SAFETY						
Additional Officers	0	\$0	3	\$67,500	4	\$90,000
Additional Vehicles*	0	\$0	2	\$7,500	2	\$7,500
Operating (\$6.50/person)		\$2,210		\$14,300		\$41,275
		-----		-----		-----
Subtotal		\$2,210		\$89,300		\$138,775
STREETS, SANITARY, PARKS						
Additional Personnel	0	\$0	3	\$45,000	4	\$60,000
Additional Vehicles	0	\$0				
- Sanitary Truck	0	\$0			1	\$5,000
- Trash Truck**	0	\$0	1	\$2,500	1	\$2,500
Operating (\$13.50/person)		\$4,590		\$29,700		\$85,725
		-----		-----		-----
Subtotal		\$4,590		\$77,200		\$153,225
		=====		=====		=====
TOTAL		\$6,800		\$166,500		\$292,000

NOTES
 (All costs are for 1985)
 * Assumes 4 year economic life
 ** Assumes 8 year economic life

SOURCE: Interview with Bill Adams, May 29, 1986

nel and capital acquisition costs were then assigned based on actual 1986 costs.

According to Figure 6-3, the public service costs of annexing Area 1 would be roughly \$6,800 per year. As no additional personnel would need to be hired, or additional capital equipment purchased, the only additional costs associated with annexing Area 1 would be operating costs.

If Areas 2 through 4 were annexed, it would probably be necessary to add three additional police officers (\$22,500 per officer) and two additional vehicles (the cost of the vehicles could be spread over a four year period). It would also be necessary to expand the Streets, Sanitation, and Parks Department by three additional persons, and purchase an additional trash truck. In total, we estimate the yearly costs of providing public services to Areas 2 through 4 at \$166,500.

If Areas 1 through 7 were annexed, we estimate that it would be necessary to hire four additional police officers and four additional workers in the Streets, Sanitary, and Parks Department; it would also be necessary to purchase two additional police vehicles, an additional trash truck, and an additional sanitary truck. In total, we estimate the yearly costs of providing public services to Areas 1 through 7 at \$292,000. In each case, the additional costs of providing public services would be less than the anticipated increase in revenues.

CHAPTER SEVEN: SUMMARY OF RECOMMENDATIONS

TRANSPORTATION IMPROVEMENTS

1. The City of Clarkston should cooperate with the Georgia Department of Transportation and DeKalb County in the widening of East Ponce de Leon Avenue to four lanes with the following stipulations:
 - a) That there not be an East Ponce de Leon Avenue overpass constructed over Indian Creek Dr., and that the intersection of East Ponce de Leon Ave./North Indian Creek Dr. remain open. Closing this intersection (the current proposal) would substantially increase the number of turning movements at the East Ponce de Leon/Market St. intersection, probably beyond the capacity of the intersection to safely handle them. It also would substantially and unnecessarily increase the volume of through-traffic on local streets, particularly in the downtown area. This would negatively affect the city's efforts at revitalizing the downtown. Because of the speed with which the design process is moving ahead, this recommendation should be the top priority of the Clarkston City Council.
 - b) That a new traffic signal be installed at the intersection of East Ponce de Leon Avenue and Montreal Creek Dr., and that a center turning lane be provided on East Ponce de Leon Avenue.
 - c) That the Georgia DOT and DeKalb County consult with officials of the City of Clarkston regarding the location of curb cuts off East Ponce de Leon.
2. The City of Clarkston should request that DeKalb County undertake

signals be installed: 1) at the intersection of Montreal Creek Rd. and North Indian Creek Dr.; and 2) at the intersection of Montreal Rd. and the access/exit road to the Plantation Apartment complex. (This signal would be on a red-yellow-green cycle only during the morning and evening rush hours [7:00 a.m. to 9:00 a.m., and 4:30 p.m. to 6:30 p.m., respectively], and would otherwise flash a yellow caution signal.)

3. The City of Clarkston should close Rowland St. to through traffic between Market St. and North Indian Creek Dr.

LAND USE PLAN REVISION

1. Create a separate Downtown Development District.
2. Rationalize the many numerous existing zoning districts into a smaller set of districts.
3. Establish a "non-conforming use" category for existing uses which are not in compliance with the proposed plan revision.
4. Establish a study group to consider the long-term future and redevelopment of the Smith St. neighborhood.
5. Eliminate zoning categories which do not conform to the revised map.

CLARKSTON DOWNTOWN DEVELOPMENT PLAN

1. Adopt the Village Green Plan as Phase I of the Downtown Development Plan.
2. Establish a Clarkston Downtown Development Authority to oversee the implementation of the Village Green Plan, to provide financial

incentives for downtown development, and to coordinate retail promotion in the downtown area.

3. Appropriate funds for the improvement of public infrastructure in the downtown area, including roads, sidewalks, landscaping, parking facilities, and public openspace.

APPENDIX A:

FINANCIAL FEASIBILITY ANALYSIS FOR PROPOSED BUILDING AT MARKET ST.
AND VAUGHN STREET

Appreciation Rate	REQ	0.05	0.05	0.05	0.05	0.05	0.05	0.05	0.05
Ordinary Income Tax Rate	REQ	0.27							
Sales Commission	Opt	0.06							
Excess Recapture Factor (Nonres. only)	Ref	0							
Present Value Discount Factor	REQ	0.1							
Net Present Value	-480025	-239427	-120490	27667	158571	292767	429596	568468	708860
Internal Rate of Return		-0.449	-0.056	0.123	0.197	0.239	0.264	0.281	0.293

MORTGAGE AMORTIZATION SCHEDULE

	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	YEAR 6	YEAR 7	YEAR 8
Yearly Payment	143456	143456	143456	143456	143456	143456	143456	143456
Interest Component	129200	128059	126828	125497	124061	122509	120833	119024
Principal Component	14256	15397	16629	17959	19396	20947	22623	24433
Remaining Mortgage	1600744	1585347	1568718	1550759	1531364	1510417	1487794	1463361
Accumulated Principal	14256	29653	46282	64241	83636	104583	127206	151639

ORIGINATION PHASE

ITEM	TOTAL
Purchase Price	90000 90000
+Improv./Rehab. Costs	1836000 1926000
+Construction Loan Points	36200 1962200
+Constr. Interest Costs	108600 2070800
+Additional Mortgage Downpayment	195000 2265800
+Mortg. Loan Points	24225 2290025
-Rehab. Inv. Tax Credit	0 2290025
-Construction Loan	1810000 480025
Total Investment	480025

OPERATION PHASE

	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	YEAR 6	YEAR 7	YEAR 8
Scheduled Rent	224000	235200	246960	259308	272273	285887	300181	315190
-Vacancy Adj.	73920	47040	12348	12965	13614	14294	15009	15760
Expected Gross revenue	150080	188160	234612	246343	258660	271593	285172	299431
-Est. Expenses	35800	37590	39470	41443	43515	45691	47975	50374
Net Operating Income	114280	150570	195143	204900	215145	225902	237197	249057
-Debt Service	143456	143456	143456	143456	143456	143456	143456	143456
Cash Flow	-29176	7114	51686	61443	71688	82446	93741	105600
-Depreciation	60333	60333	60333	60333	60333	60333	60333	60333
+Principal	14256	15397	16629	17959	19396	20947	22623	24433
Taxable Income	-75253	-37823	7981	19069	30751	43059	56030	69700

APPENDIX B:

Project Staff

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