

Carl Vinson Institute of Government

The University of Georgia

Remarks Prepared for Senate Study Committee on the Incorporation of the City of DeKalb In
DeKalb County
November 29, 2012

1. What is CVIOG experience with incorporation studies?

- Early 90s: 2 studies of North Fulton County governance options (annexation, incorporation, consolidation)
- Late 90s/Early 00: 3 studies of Sandy Springs
- Later: Johns Creek, Milton, St. Simons Island, Big Canoe, Dunwoody, Peachtree Corners and, Brookhaven
- Institute only conducts an incorporation study when asked by a member of the General Assembly
- Funding of most recent studies has come from private sources
- CVIOG studies primarily examine fiscal viability with some limited review of legal viability: The ability to provide the same level of services as is currently being provided by the county government to the area of proposed incorporation without the residents in this area experiencing a tax rate increase. Study sponsor may specify other assumptions as to service levels. On the revenue side, new cities may receive a portion of sales taxes as well as property taxes and fees. We insure against a dramatic service cuts or tax increases. Legal viability issues that CVIOG can review include whether the area meets density, development, and minimum number of services requirements.

2. Define incorporation and annexation of and by cities.

- Incorporation involves the General Assembly approving a new city charter that outlines certain powers (e.g., to provide municipal-type services such as fire, police, water, etc.) as well as the boundaries and governance structure of a municipal corporation. Prior to 1972, the power to provide municipal-type services was restricted to cities; now, counties generally share in this ability, but only in the unincorporated area unless there is an agreement with a city. Cable-excepted, only cities can receive fees for use of public right of way, or "franchise fees." Cities have a somewhat less favorable liability position vis a vis counties.

- Annexation is the extension of an existing city into the unincorporated area of the county. Locally implemented annexations require that property to be added to the city be contiguous. There are 5 methods for annexation, including by a local act of the General Assembly, and counties must be compensated for facilities should they be no longer usable for service delivery by the county.

3. What are the issues in addition to fiscal and legal viability to consider when incorporating?

- Historical and cultural identity.
- Economies of scale in governmental operations.
- The creation of rational service delivery areas.
- The capture of agglomeration economies (where business becomes more efficient because of co-location) and
- Efficient local and regional economic development planning.
- Zoning for an identified community and business interests.
- Inclusionary and exclusionary residential development or the tendency for some communities to use zoning rules to include or exclude households with different levels of economic resources.
- Choices in government or the ability of citizens to 'vote with their feet.'
- Tax equity and service delivery equity.
- Appropriate or just allocation of revenues to services.

4. What are franchise fees and who collects franchise fees?

- Franchise fees are fees paid by utilities for their use of the public right-of-way.
- Cable: Both cities and counties receive; billed to the customer.
- Natural gas: only cities; depending upon provider, maybe billed to the entire rate base or directly to customers.
- Land-line telecom: only cities; billed to the customer.
- Electricity: only cities; one-half billed to customer/other half paid by rate base



CLAUDIA G. LAWSON
DeKalb County Tax Commissioner
2012 County, School, State and City Millages

Millage rates are set by the authorities for their county, city, state or district.

	Unincorp 04/S1	Avondale 14	Chamblee 24	Clarkston 34	Doraville 44	Dunwoody 60	Lilhonla 64
General Opns	10.43	10.43	10.43	10.43	10.43	10.43	10.43
Hospitals	0.94	0.94	0.94	0.94	0.94	0.94	0.94
County Bonds	0.70	0.70	0.70	0.70	0.70	0.70	0.70
Fire	3.29	3.29	3.29	3.29	3.29	3.29	3.29
Police	3.75	1.76	0.13	1.44	0.00	0.00	1.50
Special Svcs	0.38	0.16	0.16	0.16	0.16	0.00	0.30
Unic Bonds	<u>1.72</u>	<u>0.00</u>	<u>0.00</u>	<u>0.00</u>	<u>0.00</u>	<u>1.72</u>	<u>0.00</u>
County Total	21.21	17.28	15.65	16.96	15.52	17.08	17.16
School Opns	23.98	23.98	23.98	23.98	23.98	23.98	23.98
State	0.20	0.20	0.20	0.20	0.20	0.20	0.20
City Millage	<u>0.00</u>	<u>10.957</u>	<u>7.40</u>	<u>17.950</u>	<u>9.00</u>	<u>2.74</u>	<u>16.552</u>
TOTAL	45.39	52.417	47.23	59.09	48.70	44.00	57.892
		14A 54.137	24A 48.95	34A 60.81	44A 50.42		54A 59.612
	Atlanta 61	Pine Lake 74	Stn. Mtn. 84	Decatur 92	Perim-CID S2-Dunwdy	Perim-CID S3-UNINC	Mtn Ind-CID S4
General Opns	10.43	10.43	10.43	10.43	10.43	10.43	10.43
Hospitals	0.94	0.94	0.94	0.94	0.94	0.94	0.94
County Bonds	0.70	0.70	0.70	0.70	0.70	0.70	0.70
Fire	0.00	3.29	3.29	0.00	3.29	3.29	3.29
Police	0.00	1.76	0.31	0.20	0.00	3.75	3.75
Special Svcs	0.00	0.30	0.16	0.16	0.00	0.38	0.38
Unic Bond	<u>0.00</u>	<u>0.00</u>	<u>0.00</u>	<u>0.00</u>	<u>1.72</u>	<u>1.72</u>	<u>1.72</u>
County Total	12.07	17.42	15.83	12.43	17.08	21.21	21.21
School Opns	0.00	23.98	23.98	0.00	23.98	23.98	23.98
State	0.20	0.20	0.20	0.20	0.20	0.20	0.20
City Millage	<u>34.904</u>	<u>22.05</u>	<u>18.80</u>	<u>33.900</u>	<u>2.74</u>	<u>0.0</u>	<u>0.00</u>
CID Millage					4.00	4.00	5.00
TOTAL	47.174	63.65	58.81	46.530	48.00	49.39	50.39
	61A 48.894	74A 65.37	84A 60.53	92A 48.25			

2012 City of Atlanta		(varies yearly per BOG)	2012 City of Decatur	
City Opns	0.01024	HOST Factor = 59.00%	City Opns	0.01158
City Bonds	0.00120	HTRG = \$0 2012	City Bonds	0.001420
City Parks	0.00050	(set by the State)	City Schools	<u>0.020900</u>
Library	0.001224	City Millage Rates	Total	0.033900
Atlanta Schools	0.02164	subject to change.		
School Bonds	<u>0.000100</u>	Revised: 24-Jul-12		
Total	0.034904			

COUNTY SERVICES Mandated and Discretionary

Court System

1. State Court**

- (a) Trial of civil claims**
- (b) Trial of criminal prosecutions**
- (c) Solicitor-general**
- (d) Issuance of warrants**
- (e) Indigent defense services**

2. Probate Court**

- (a) Probate wills**
- (b) Perform marriages/issue licenses**
- (c) Commitment of guardianship**
- (d) Handle traffic violations
- (e) Commitment hearings**
- (f) Administer fish & game laws**
- (g) Supervise elections
- (h) Indigent defense services

3. Superior Court**

- (a) District attorney**
- (b) Bailiffs**
- (c) Trial of criminal prosecutions**
- (d) Trial of civil claims**
- (f) Indigent defense services**

4. Magistrate Court**

- (a) Trial of civil claims**
- (b) Issuance of warrants**
- (c) Trial of ordinance violations**
- (d) Indigent defense services**

5. Juvenile Court**

- (a) Delinquency proceedings**
- (b) Appointment of guardians**
- (c) Deprivation**
- (d) Medical care for juveniles in custody**
- (e) Juvenile counseling**
- (f) Indigent defense services**

6. Coroner or medical examiner**

7. Superior Court Clerk**

- (a) Land Records**
- (b) Recording of maps and plats**
- (b) Jury pools**
- (d) Recording military service records**
- (e) Collect fees and fine add-ons for the State of Georgia**
- (f) Business records**

Vital records (birth/death records, etc.) **

Jail**

Health Services**

- 1. Physical Health & Disease Control**
- 2. Environmental Health/Septic tanks**
- 3. Mental Health/Substance Abuse**
- 4. Mental Retardation**

Public Assistance and Family Services**

1. DPACS**

2. Indigent health care

Emergency/disaster management**

** Mandated Services, Functions or Offices

Property tax appraisal**
 Tax appeals/board of equalization**
 Tax commissioner**
 1. Prepare property tax digest**
 2. Collect taxes**
 3. Adjudicate tax liens/delinquent collection**
 4. License tags**
 County law library
 Elections and registration**
 Cooperative Extension Service
 Sheriff**
 1. Transportation of inmates**
 2. Pistol/concealed weapon permits**
 3. Transportation of mentally ill**
 4. Jail management**
 5. Court security and related duties**
 6. Serves papers**
 7. Collects delinquent taxes
 8. Law enforcement/patrol
 Law enforcement: county police
 Law enforcement: dive team
 Law enforcement: investigations
 Law enforcement: drug task forces
 Fire protection
 Senior services
 Water supply
 Water quality
 Sewage collection
 Sewage treatment
 Solid waste collection
 Solid waste disposal
 Erosion and sedimentation control
 Stormwater management
 Public hospitals / support for hospitals
 Libraries
 Cable TV/cable franchising
 Animal control
 1. Dangerous dog control**
 Road and street lighting
 Airports
 911 Services
 Public transportation
 Planning & zoning
 GIS
 Building inspections
 Economic development
 Public housing
 Ambulance/paramedic services
 Street & bridge maintenance and construction
 Parks & Recreation

DeKalb County Service Delivery Strategy 2010

Summary of Services in DeKalb County Cities

General Services	Atlanta	Avondale Estates	Chamblee	Clarkston	Decatur	Doraville	Dunwoody	Uthonia	Pine Lake	Stone Mountain	DeKalb County
Finance	D	D	D	D	D	D	D	D	D	D	D
Purchasing	D	D	D	D	D	D	D	D	D	D	D
Information Technologies	D	D	D	D	D	C	D	D	D	D	D
Elections	D-IG-DC	IG-DC	D-IG-DC	D-IG-DC	D-IG-DC	IG-DC	D-IG-DC	D-IG-DC	D-IG-DC	D-IG-DC	D
Personnel	D	D	D	D	D	D	D	D	D	D	D
Property Tax Collections/ Tax Billing	IG-DC	IG-DC	IG-DC	IG-DC	D	IG-DC	IG-DC	IG-DC	D-IG-DC	IG-DC	D
Legal/Judicial Services	Atlanta	Avondale Estates	Chamblee	Clarkston	Decatur	Doraville	Dunwoody	Uthonia	Pine Lake	Stone Mountain	DeKalb County
Municipal/ Records Court	D	D	D	D	D	D	D	D	D	D	D
Public Defender	D	C	C	C	C	C	C	C	C	C	D
Solicitor	D	C	C	C	C	C	C	C	C	C	D
Local Government Attorney	D	C	C	C	C	C	D	C	C	C	D
Public Safety	Atlanta	Avondale Estates	Chamblee	Clarkston	Decatur	Doraville	Dunwoody	Uthonia	Pine Lake	Stone Mountain	DeKalb County
Police (Basic)	D	D/DC	D	D/DC	D	D	D	D/DC	D/DC	D	D
Police (Non-basic)	D	DC	DC	DC	D/DC	D	D	DC	DC	DC	D
Sheriff/Jail & Evictions	DC	DC	DC	DC	DC	DC	DC	D-DC	DC	DC	D
Marshal/ Real Estate & Warrants	D	D/DC	D/DC	D/DC	D/DC	D/DC	D/DC	D/DC	D/DC	D/DC	D
Fire	D	DC	DC-IG-DC	DC	D	DC	IG-DC	DC	DC	DC	D
Animal Control	IG-BDH	DC	D	DC	D	D	DC	DC	DC	DC	D
EMS	DC	DC	DC	DC	DC	DC	IG-DC	DC	DC	DC	D
911	D	IG-DC	D	IG-DC	D	D	IG-DC	DC	IG-DC	IG-DC	D
Dispatch	D	IG-DC	D	IG-DC	D	D	IG-DC	DC	IG-DC	IG-DC	D
Medical Examiner	DC	DC	DC	DC	DC	DC	DC	DC	DC	DC	D
Emergency Management	D	J-DC	J-DC	J-DC	J-DC	J-DC	J-DC	J-DC	J-DC	J-DC	D
Planning / Development	Atlanta	Avondale Estates	Chamblee	Clarkston	Decatur	Doraville	Dunwoody	Uthonia	Pine Lake	Stone Mountain	DeKalb County
Economic Development	D/A	D	D	D	D/A	D	D	A	N/A	D	D
Community Development COBG / HOME /ESGP	N/A	N/A	IG-DC	J	J	IG-DC	D	J	N/A	J-DC	D
Community Development - Homelessness	J	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	D
Structural Inspections / Permits	Atlanta	Avondale Estates	Chamblee	Clarkston	Decatur	Doraville	Dunwoody	Uthonia	Pine Lake	Stone Mountain	DeKalb County
Plans Review	D	DC	D	D	D	D	D	C	DC	D	D
Electrical Inspection	D	DC	D	D	D	D	D	C	DC	D	D
Building Inspection	D	DC	D	D	D	D	D	C	DC	D	D
Plumbing Inspection	D	DC	D	D	D	D	D	C	DC	D	D
HVAC Inspection	D	DC	D	D	D	D	D	C	DC	D	D
Land Development	Atlanta	Avondale Estates	Chamblee	Clarkston	Decatur	Doraville	Dunwoody	Uthonia	Pine Lake	Stone Mountain	DeKalb County
Plan Review Coordination	D	DC	D	D	D	J-DC	D	DC	D	D	D
Land Development Plan Review	D	DC	D	D	D	D	D	DC	D	D	D
Land Development Inspection	D	DC	D	D	D	D	D	DC	DC	D	D
Final Plat Processing	D	D	D	D	D	D	D	D/DC	D	D	D
Bond Management	D	D	D	D	D	D	D	D/DC	D	D	D
Sewer	D	DC	DC	DC	DC	DC	DC	DC	DC	DC	DC
Permits and Zoning	Atlanta	Avondale Estates	Chamblee	Clarkston	Decatur	Doraville	Dunwoody	Uthonia	Pine Lake	Stone Mountain	DeKalb County
Building Permits	D	DC	D	D	D	D	D	C	DC	D	D
Plans Review	D	DC	D	D	D	D	D	C	DC	D	D
Zoning Review	D	D	D	D	D	D	D	C	DC	D	D
Trede Permits	D	DC	D	D	D	D	D	C	DC	D	D
Certificate of Occupancy	D	D	D	D	D	D	D	C	DC	D	D

DeKalb County Service Delivery Strategy 2010

Summary of Services in DeKalb County Cities

Planning & Related	Atlanta	Avondale Estates	Chamblee	Clarkston	Decatur	Doraville	Dunwoody	Urbana	Pine Lake	Stone Mountain	DeKalb County
Planning/Zoning	D	D	D	D	D	D	D	D	D	D	D
Code Enforcement	D	D	D	D	D	D	D	D	D	D	D
Public Housing	A	N/A	N/A	A	A	N/A	N/A	A	N/A	N/A	A
Public Works	Atlanta	Avondale Estates	Chamblee	Clarkston	Decatur	Doraville	Dunwoody	Urbana	Pine Lake	Stone Mountain	DeKalb County
Water Treatment / Water Distribution	IG-DC	These services are provided by DeKalb County as an enterprise fund paid for by users fees. There is no fee differential between customers living in incorporated cities and unincorporated DeKalb County.									D-IG
Wastewater Collection & Treatment	IG-DC										D
Refuse Collection	D	D	D	D	D	C	IG-DC	IG-DC	C	C	D
Landfill	C	DC	DC	DC	DC	C	DC	DC	DC	C	C
Recycling Programs	C	C	D	D	D	C	IG-DC	IG-DC	D	C	D
Street Construction & Maintenance	D	DC	DC	DC	D/DC	DC	D	DC	DC	DC	D
Street Cleaning	D	D	D	D	D/DC	D	D	D	D	D	D
Traffic Engineering	D	IG-DC	IG-DC	IG-DC	IG-DC	IG-DC	D	IG-DC	IG-DC	IG-DC	D
Storm Water	D	J	J	J	D/J	J	D	J	D	D	D
Cemetery	D	N/A	N/A	N/A	D	N/A	N/A	D	N/A	D	D
Airport	D	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	D	D
Leisure Services	Atlanta	Avondale Estates	Chamblee	Clarkston	Decatur	Doraville	Dunwoody	Urbana	Pine Lake	Stone Mountain	DeKalb County
Parks	D	D	D	D	D	D	D	DC	DC	D	D
Recreation Programs	D	D	D	D	D	D	D	DC	DC	D	D
Libraries	DC	DC	DC	DC	DC	IG-DC	IG-DC	DC	DC	DC	D
Health and Social Services	Atlanta	Avondale Estates	Chamblee	Clarkston	Decatur	Doraville	Dunwoody	Urbana	Pine Lake	Stone Mountain	DeKalb County
Physical Health / Environmental Health	N/A	These services are provided by DeKalb County and paid for by general funds. There is no fee differential between customers living in incorporated cities and unincorporated DeKalb County.									D
Hospital	N/A										D
Mental Health / Substance Abuse	N/A										D
Welfare	N/A										D
Senior Services	N/A										D

D: Direct

IG-DC: Intergovernmental Agreement with DeKalb County

IG-A: Intergovernmental Agreement with an Authority

J: Joint Agreement

C: Contract

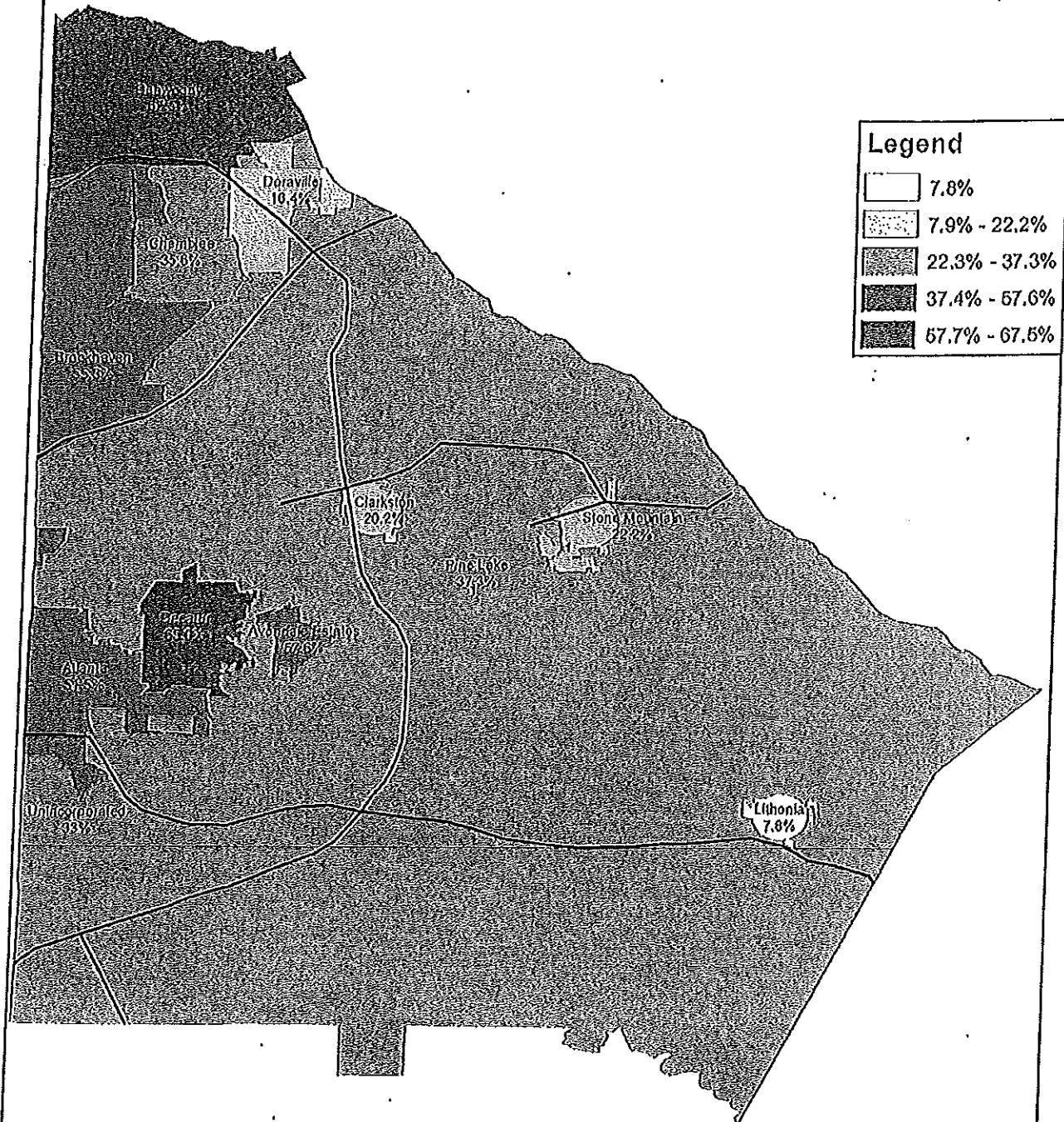
A: Authority

IOA-ATL: Intergovernmental Agreement with Atlanta

N/A: Not Available

DC: DeKalb County

Unincorporated DeKalb and Its Cities, % age 25+ with Bachelor's Degree or Higher

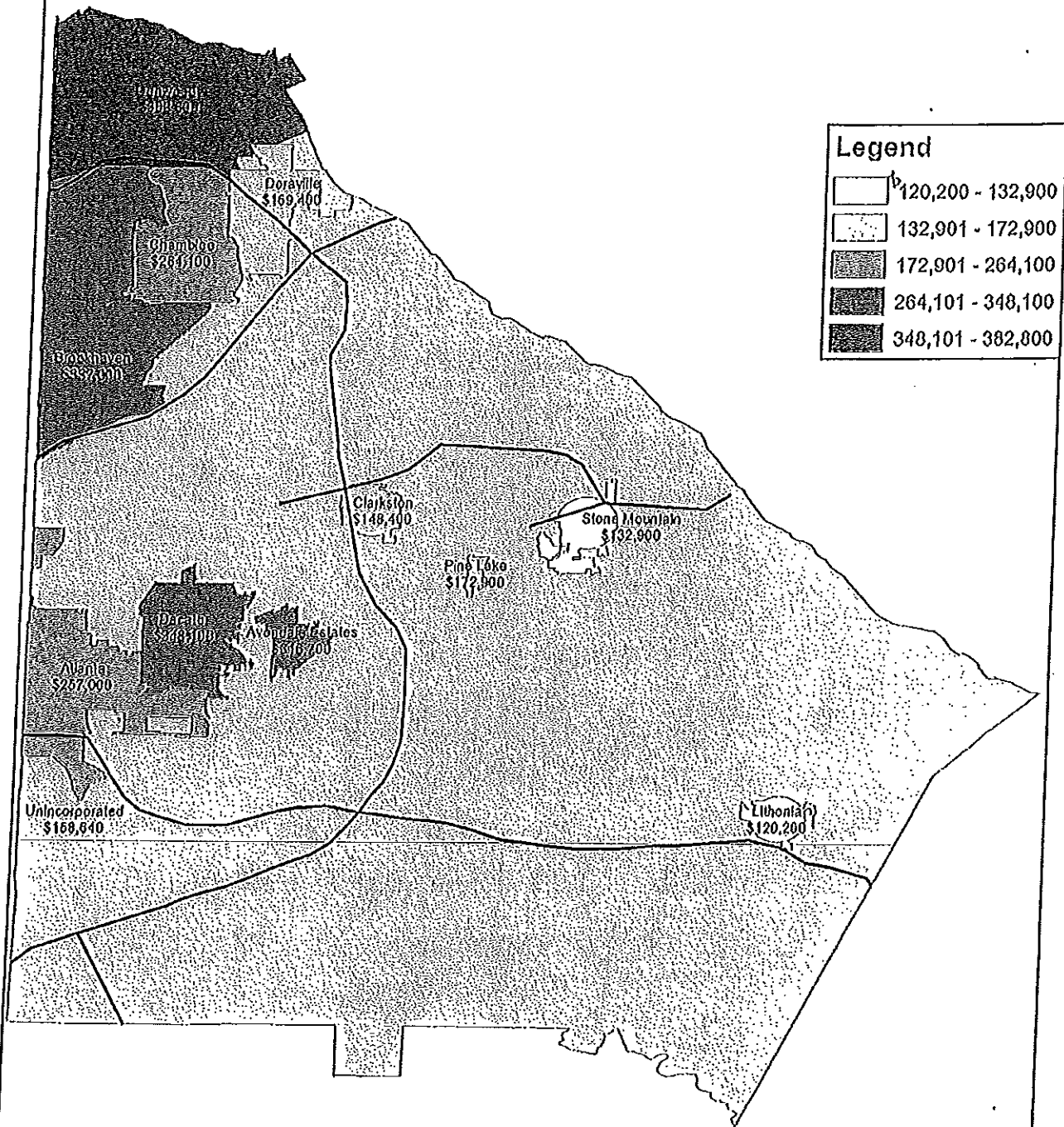


Source: American Community Survey 2006-2010 and Internal Estimates

Produced By: The Carl Vinson Institute of Government

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Unincorporated DeKalb and Its Cities, Median Home Value

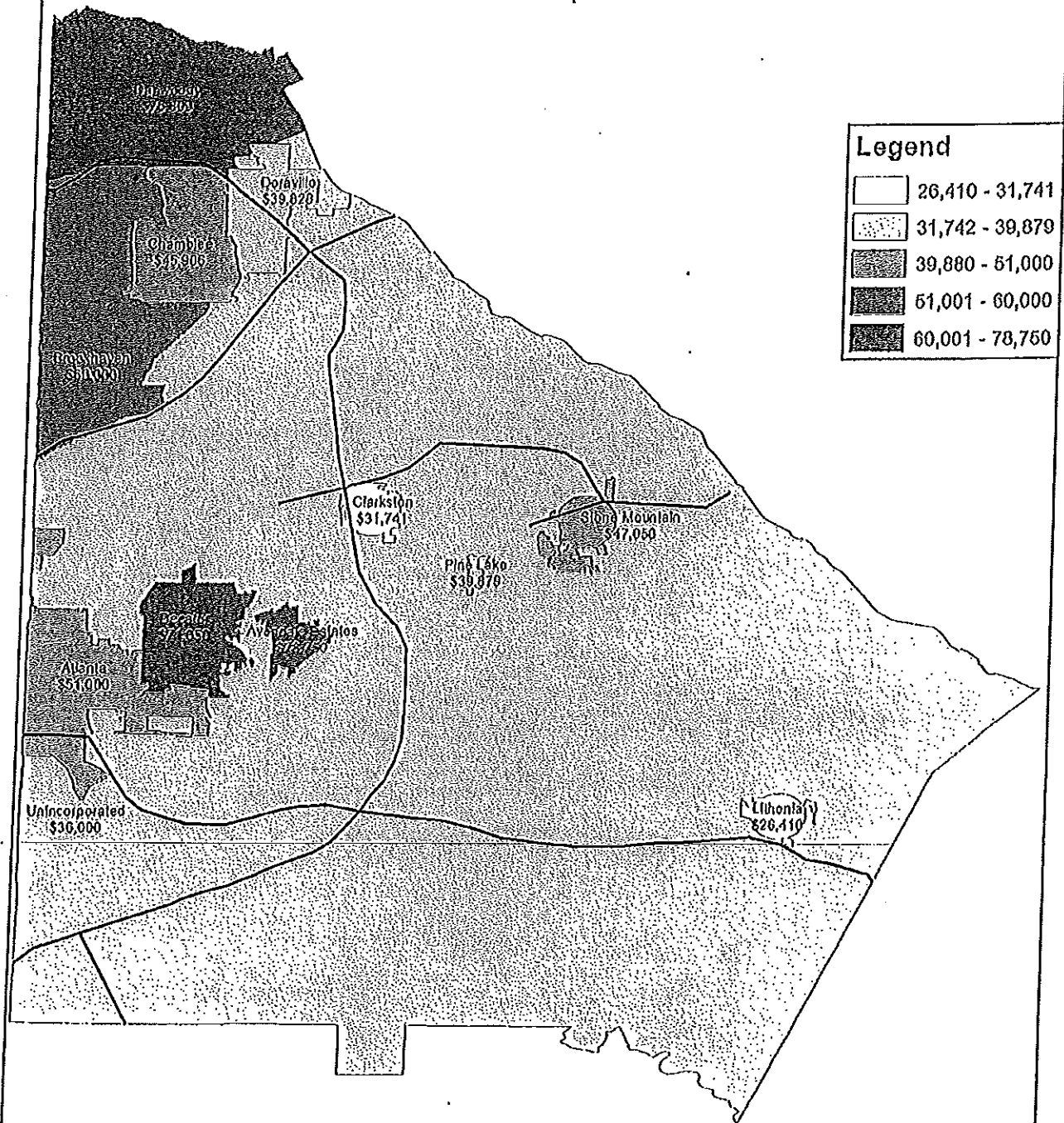


Source: American Community Survey 2008-2010 and Internal Estimates

Produced By: The Carl Vinson Institute of Government

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Unincorporated DeKalb and Its Cities, Median Household Income

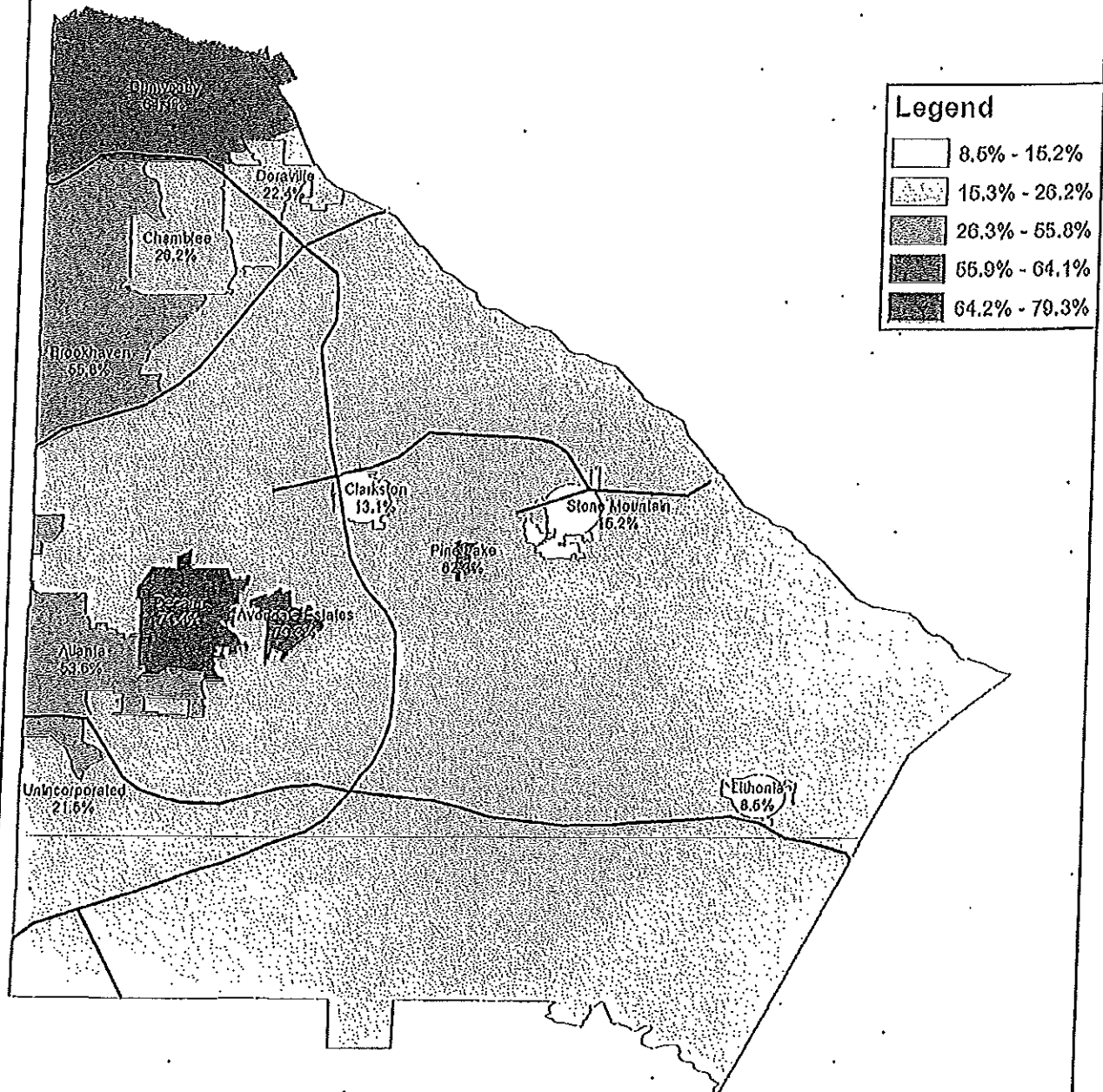


Source: American Community Survey 2006-2010 and Internal Estimates

Produced By: The Carl Vinson Institute of Government

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Unincorporated DeKalb and Its Cities, % White

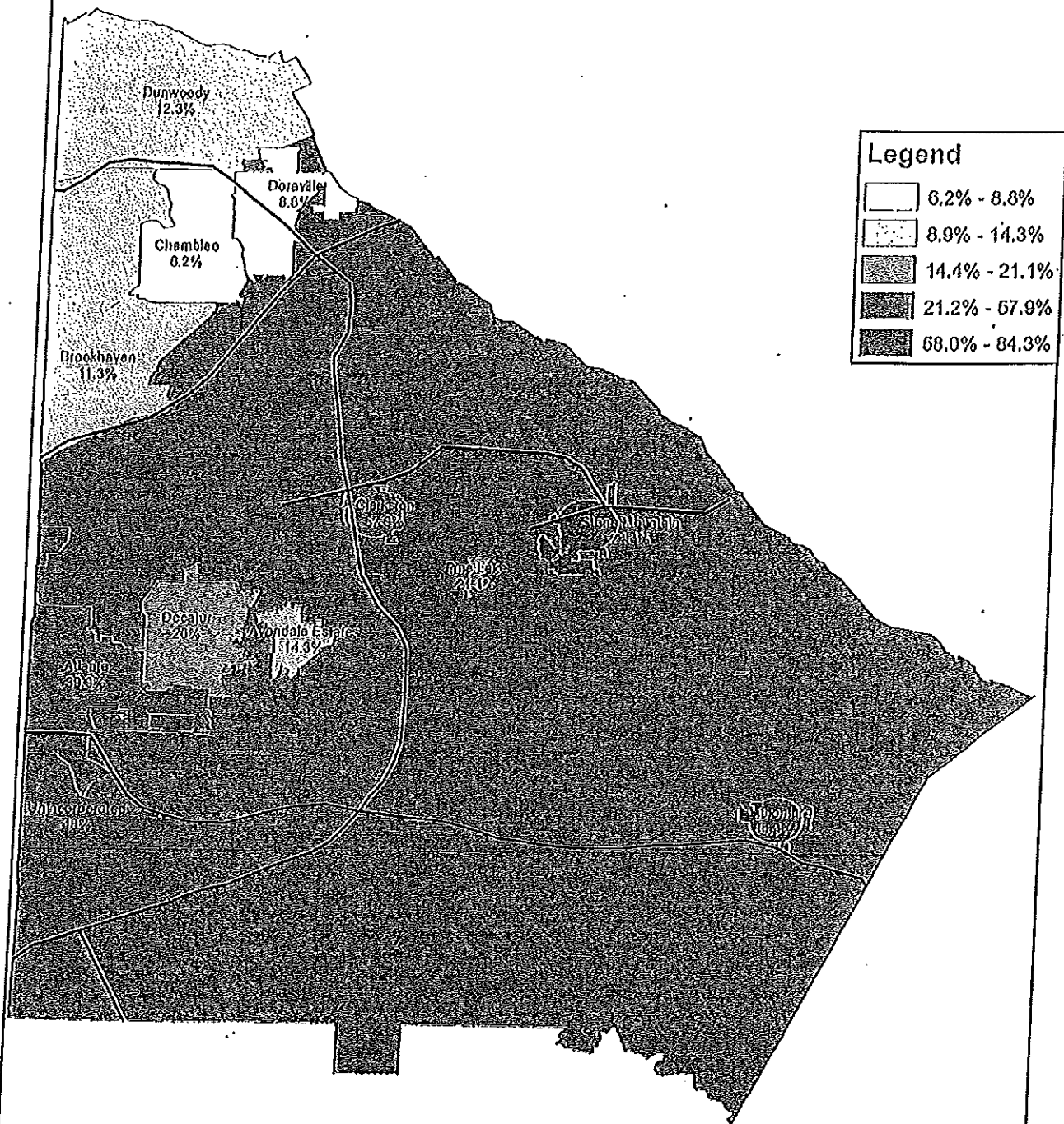


Source: American Community Survey 2008-2010 and Internal Estimates

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Unincorporated DeKalb and Its Cities, % Black

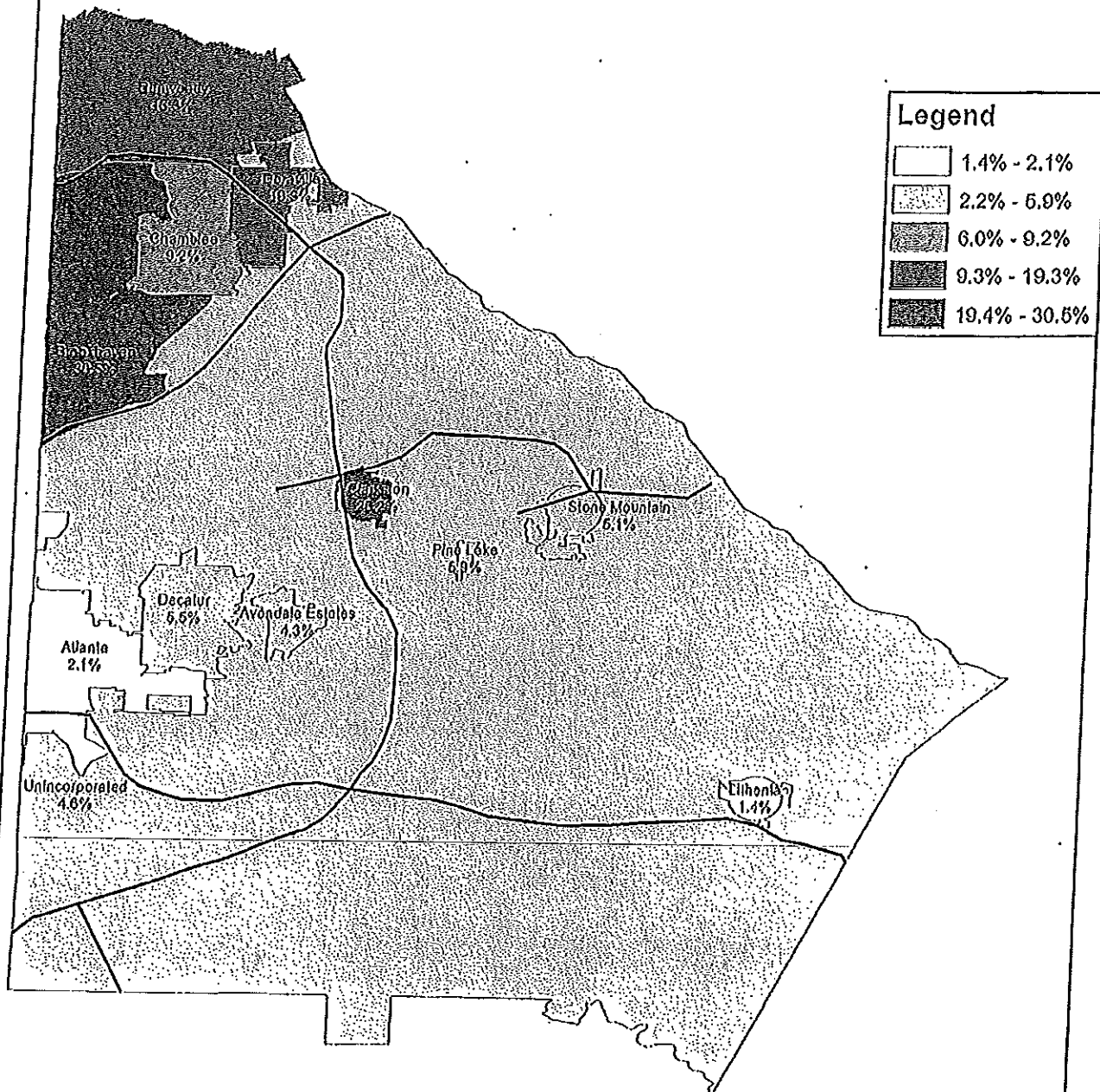


Source: American Community Survey 2006-2010 and Internal Estimates

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Unincorporated DeKalb and Its Cities, % Other Races



Source: American Community Survey 2006-2010 and Internal Estimates

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Demographic Profile of DeKalb County and Its Cities

Variable	Details	Avondale	Chamblee	Clarkston	Decatur	Doraville	Dunwoody	Lithonia	Pine Lake	Stone Mountain	Brookhaven*	Atlanta*	Unincorporated*
Total population	County	Estates	9,892	7,554	19,335	8,330	46,267	1,924	730	5,802	43,000	28,000	515,099
Hispanic or Latino (of any race)	67,824	64	5,782	211	612	4,119	4,755	112	78	308	1,200	1,100	49,483
White alone	203,395	2,348	2,587	990	13,806	1,870	29,657	163	455	884	24,000	15,000	111,625
Black or African American alone	370,963	422	617	4,373	3,858	731	5,697	1,622	154	4,314	4,700	11,300	383,475
Other	49,711	126	906	1,980	1,059	1,610	6,146	27	43	296	13,100	800	23,816
Educational attain, pop 25+													
Less than HS	155,576	304	3,121	2,080	2,246	3,267	3,963	602	173	1,778	6,477	8,818	123,645
Some College	118,883	553	688	1,369	2,059	789	5,974	373	211	1,273	3,970	4,548	97,244
BA+	173,724	1,168	2,099	872	8,505	784	20,653	82	228	871	11,109	16,526	110,827
Less than HS	34.9%	15.0%	53.0%	48.1%	18.2%	68.2%	13.0%	57.0%	28.3%	45.3%	30.0%	29.5%	37.5%
Some College	26.5%	27.4%	11.3%	31.7%	15.9%	15.4%	19.5%	35.3%	34.5%	32.5%	18.4%	15.2%	29.3%
BA+	38.7%	57.6%	35.6%	20.2%	65.9%	16.4%	67.5%	7.5%	37.3%	22.2%	51.5%	55.3%	33.4%
Foreign Born Population													
Native Born	573,731	2,356	4,582	4,589	17,394	3,965	35,961	1,702	651	5,050	n/a	n/a	n/a
Foreign Born	111,640	89	5,219	2,986	1,688	4,356	8,728	61	110	942	n/a	n/a	n/a
% Foreign Born	16.3%	3.0%	53.5%	39.5%	8.3%	52.3%	19.5%	3.3%	14.5%	15.7%	n/a	n/a	n/a
Language Spoken At Home													
English Only	519,952	2,612	2,845	4,128	16,063	2,548	32,306	1,493	615	4,881	n/a	n/a	n/a
Other than English	114,950	140	5,535	2,704	1,699	4,851	8,843	78	112	540	n/a	n/a	n/a
Other than English	18.1%	5.1%	66.1%	39.6%	9.6%	65.6%	21.5%	5.0%	15.4%	9.9%	n/a	n/a	n/a
Labor Force													
Unemployed	11.7%	13.8%	4.6%	23.8%	8.1%	8.8%	5.3%	19.4%	16.1%	15.6%	n/a	n/a	n/a
Occupations													
Management, business, science, and arts	41.9%	60.7%	23.5%	22.4%	69.7%	14.0%	59.7%	24.8%	35.9%	30.0%	n/a	n/a	n/a
Services	15.1%	9.6%	22.6%	17.7%	7.2%	25.7%	8.9%	24.9%	21.2%	26.6%	n/a	n/a	n/a
Sales and offices	25.5%	18.1%	14.2%	31.6%	16.9%	18.6%	25.3%	24.6%	15.5%	26.8%	n/a	n/a	n/a
Natural resources, construction, and maintenance	7.7%	6.7%	28.2%	3.4%	2.9%	25.4%	2.5%	6.1%	16.9%	6.2%	n/a	n/a	n/a
Production, transportation, and material movings	9.7%	5.0%	11.5%	24.9%	3.2%	16.3%	3.6%	19.6%	9.5%	10.4%	n/a	n/a	n/a
Median Household Income	\$51,349	\$76,750	\$45,906	\$81,741	\$71,050	\$39,826	\$76,809	\$26,410	\$38,879	\$47,056	\$80,000	\$51,000	\$36,000
Poverty Rate	12.4%	7.8%	18.5%	21.3%	12.0%	27.7%	6.2%	25.5%	6.3%	20.7%	n/a	n/a	n/a
Median Home Value	\$190,000	\$316,700	\$284,100	\$148,400	\$348,100	\$189,400	\$382,800	\$120,200	\$177,900	\$132,900	\$237,000	\$257,000	\$158,000

Source: American Community Survey (ACS) 2006-2010 and internal estimates
 *Internal estimates derived from ACS data
 Produced by: The Carl Vinson Institute of Government

DeKalb County Incorporated Cities

