

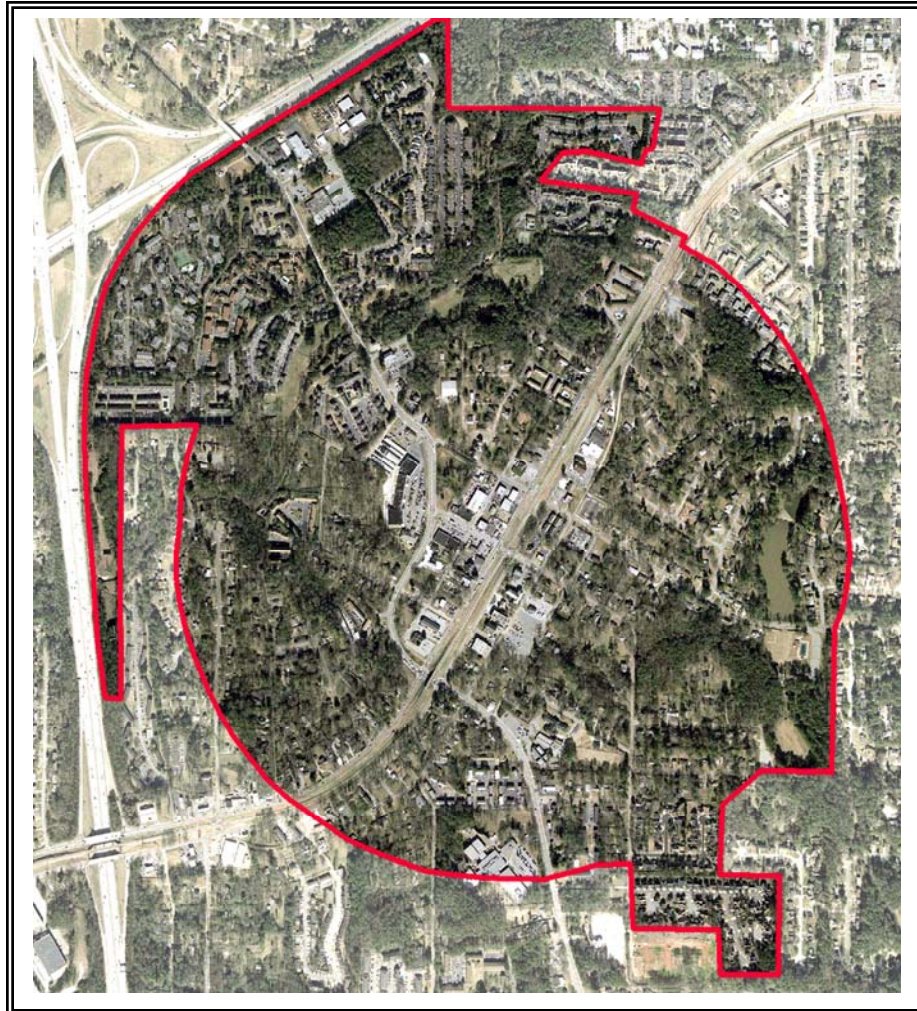
# CLARKSTON COMPREHENSIVE PLAN 2025

## COMMUNITY ASSESSMENT

&

## PUBLIC PARTICIPATION STRATEGY

DECEMBER 2005



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## CHAPTER 1 POPULATION ELEMENT

The Population Element provides an inventory and assessment of trends in population growth and in the demographic characteristics of the population. This information will assist the City in determining community service and infrastructure needs, employment opportunities, and housing needed to support the existing and future population.

An assessment of population and household characteristics reveals the current profile of residents as well as emerging trends. Population is always dynamic, whether increasing or declining, and is subject to such factors as availability and affordability of housing, accessibility to employment, services and other quality of life features, or simply personal preferences relative to nearby alternatives.

Clarkston is quickly being swept up in the accelerating urbanization of Metro Atlanta – a powerful market force driven by the region’s continuing growth in jobs and population, as well as a renewed desire among both “Boomers” (now older and more affluent, and increasingly with childless households) and “Echo Boomers” (their children, now forming households of their own, often with two incomes and an increasing proportion of childless families – and at least a delay in having children) (LCI study, 2004)

### TOTAL POPULATION TRENDS

As of 2000, Clarkston’s population was 7,231, living in an area of about one square mile. From 1990 to 2000, Clarkston’s population increased by more than one-third, from just under 5,400 persons. Clarkston accounted for approximately 1 percent of the DeKalb County population and households in 2000 (LCI Study 2004). DeKalb County, one of the most populous in the Atlanta region and the state, experienced a 22 percent increase in population between 1990 and 2000 (see Table 1.1).

**Table 1.1  
 Historic Population Trends, 1980-2000  
 City of Clarkston and DeKalb County**

Jurisdiction	1980	1990	1980-90 % Change	2000	1990-2000 % Change
City of Clarkston	4,539	5,385	18.6	7,231	34.3
DeKalb County	483,024	545,837	13.0	665,865	22.0

Source: U.S. Census Bureau. American FactFinder. 1990 Census of Population and Census 2000. Table P1.

The Census Bureau provides annual estimates of population for cities. Table 1.2 provides annual estimates since the 2000 Decennial Census, which show a slight decline in total population in Clarkston in recent years.

**Table 1.2  
 Population Estimates, 2001-2004  
 City of Clarkston**

Jurisdiction	2001	2002	2003	2004	2001-2004 % Change
City of Clarkston	7,236	7,174	7,125	7,107	-1.8%

Source: U.S. Census Bureau, Population Division. June 30, 2005. Annual Estimates of the Population for Incorporated Places in Georgia, Listed Alphabetically: April 1, 2000 to July 1, 2004 (SUB-EST2004-04-13). Note: All figures are for July 1<sup>st</sup> of the given year.

## COMPONENTS OF POPULATION CHANGE

Population changes in cities occur due to three components -- natural increase or decrease (births minus deaths), net-migration (in-migration minus out-migration) and annexation. Because Clarkston's city limits have not been increased much over time, annexation is not considered to be a significant factor in population change. Clarkston's population change is attributed to some combination (precise data are not available) of natural increase or decrease and net-migration. As noted elsewhere, Clarkston has been a designated refugee relocation center, and that factor alone has probably been the most significant factor in explaining recent population change in Clarkston.

## HOUSEHOLD AND GROUP QUARTERS POPULATION

Household characteristics for Clarkston reflect the community's appeal to families and successful integration of immigrant families into the community (LCI Study 2004). As shown in Table 1.3, virtually the entire population in Clarkston consisted of household population. There were only 13 persons residing in group quarters in Clarkston in 2000. As the population ages, more and more elderly persons will reside in group quarters (institutionalized living) environments. As a basis for comparison, approximately 2.7 percent of the State's population resided in group quarters in 1990. Given the general trend of an aging population nationally, it would not be surprising if some of Clarkston's population began in the near future to reside in group quarters.

**Table 1.3**  
**Historic Household and Group Quarters Populations, 1990 and 2000**  
**City of Clarkston**

Type of Population	1990	%	2000	%
Household Population	5,385	100%	7,218	99.8%
Group Quarters Population	0	--	13	0.2%
Total Population	5,385	100%	7,231	100%

Source: U.S. Census Bureau, Census of Population and Housing, 1990 (STF1, Table P015 and P028) and 2000 (SF1, Table P26 and P37).

## HOUSEHOLDS

Clarkston had 2,469 total households in 2000. Nearly two-thirds of the households in 2000 are "family" households (see Table 1.4). Between 1990 and 2000, Clarkston added 271 households, all but five of which were family households. Clarkston witness almost no increase at all in non-family households during the 1990s.

**Table 1.4**  
**Households by Type of Household, 1990 and 2000**  
**City of Clarkston**

Type of Household	1990	Percent of Total Households, 1990	2000	Absolute Change, 1990-2000	Percent of Total Households, 2000
Family Households	1,321	60.1%	1,587	266	64.3%
Non-Family Households	877	39.9%	882	5	35.7%
Total Households	2,198	100%	2,469	271	100%

Source: U.S. Census Bureau. 1990 Census of Population and Housing, SF1, P002 and P003. Census 2000. SF 1, P26.

## HOUSEHOLD SIZE

In 1990, Clarkston's average household size and average family size were smaller than Georgia's, and the household size for owner-occupied units was substantially lower in Clarkston than the State. Although in 2000 average household size of owner-occupied housing units remained smaller for Clarkston than for the state, the increase was significant (from 2.21 to 2.57 persons per owner-occupied unit). The most significant change occurring between 1990 and 2000 in Clarkston was the increase in the average household size of renter-occupied units, which jumped from 2.52 to 3.04 persons per unit. The average household size in Clarkston was 2.92 persons in 2000, significantly higher than the state (2.65) in 2000. The average size of renter-occupied households in 1990 in Clarkston was near the state average, but in 2000 at 3.04 persons per unit, it was about half a person higher than the state (see Table 1.5).

**Table 1.5**  
**Household Size, 1990-2000**  
**City of Clarkston and State of Georgia**  
**(Persons per Household)**

Type of Household	City of Clarkston		State of Georgia	
	1990	2000	1990	2000
Average Household Size	2.44	2.92	2.66	2.65
Average Household Size, Owner-Occupied Units	2.21	2.57	2.76	2.71
Average Household Size, Renter-Occupied Units	2.52	3.04	2.49	2.51
Average Family Size	3.00	3.54	3.16	3.14

Source: U.S. Census Bureau, Census of Population and Housing, 1990, SF 1, Tables P001, P003, and H018A. Census 2000 (SF1, P01, P15, P17, P33, and H12).

**Table 1.6**  
**Households by Number of Persons per Household, 2000**  
**City of Clarkston**

Household by Number of Persons	Family	Non-Family	Total	%
1-person household	--	563	563	22.8%
2-person household	453	246	699	28.3%
3-person household	373	50	423	17.1%
4-person household	329	16	345	14.0%
5-person household	220	5	225	9.1%
6-person household	109	1	110	4.5%
7-or-more person household	103	1	104	4.2%
Total households	1,587	882	2,469	100%

Sources: U.S. Census Bureau, Census of Population and Housing, 2000 (SF1, P26).

One-person and two-person households, which may include young singles and couples first forming a household, or empty nesters that no longer need a home to accommodate a growing family, accounted for more than half (51.3 percent) of Clarkston's households in 2000 (see Table 1.6). As a basis of comparison, the corresponding figure for DeKalb County was 60 percent. One and two-person households heavily influence housing markets and preferences; new households are often first-time buyers and sensitive to the price of housing. Older homeowners often have equity and some price flexibility, but they seek low maintenance, convenience and the option of aging in place (LCI Study, 2004).

Clarkston has larger households than the rest of the County. Large households (five or more persons) are almost 20 percent of the Clarkston population, but only 12 percent of the County population. Larger households often reflect households with adults and children under age 18. These households support demand for larger, older and often more affordable housing as well as a variety of community services. These larger households also represent future demand for housing, as the needs of adult children and aging parents change (LCI Study, 2004).

Average household size is expected to increase over the next few years, with population growth apparent in household size but not in the number of new households formed (LCI Study, 2004).

## AGE

Age is the single most important dimension of the population. There can be vast differences in the needs of children versus the elderly. Age has a relationship to the labor force – workers include the population ages 16 years and over through retirement age and sometimes beyond. Age has important relationships to housing and can help predict likely first-time homebuyers, renters, owners of second homes, etc. The relationship of the age of population to the needs for community facilities and services is also very important. For instance, a high elderly population often translates into a need for health care and nursing and personal care homes. On the other hand, a town with many children signals a need for schools, day care centers, and playgrounds.

**Table 1.7**  
**Historic Population by Age Cohort, 1990-2000**  
**City of Clarkston**

Age Group	1990	%	2000			%
			Male	Female	Total	
0-4	499	9.3%	331	325	656	9.1%
5-9	347	6.4%	315	258	573	7.9%
10-14	274	5.1%	316	284	600	8.3%
15-19	349	6.5%	320	258	578	8.0%
20-24	743	13.8%	326	366	692	9.6%
25-29	844	15.7%	447	420	867	12.0%
30-34	662	12.3%	425	390	815	11.3%
35-39	491	9.1%	362	332	694	9.6%
40-44	294	5.5%	268	249	517	7.1%
45-49	213	4.0%	181	224	405	5.6%
50-54	157	2.9%	127	145	272	3.8%
55-59	122	2.3%	88	93	181	2.5%
60-64	105	1.9%	52	59	111	1.5%
65-69	107	2.0%	51	45	96	1.3%
70-74	66	1.2%	32	42	74	1.1%
75-79	46	0.9%	25	33	58	0.8%
80-84	45	0.8%	12	14	26	0.3%
85+	21	0.3%	3	13	16	0.2%
<b>TOTAL</b>	<b>5,385</b>	<b>100%</b>	<b>3,681</b>	<b>3,550</b>	<b>7,231</b>	<b>100%</b>

Sources: U.S. Census Bureau, 1990 Census of Population and Housing (STF1, P011) and Census 2000 (SF1, P12).

Comparing the age cohorts of the population in 1990 and 2000 reveals certain implications for changes in community service needs (see Table 1.7). With the increase in population, Clarkston has gained substantial numbers of persons in all of the youngest age cohorts from 1990 to 2000: 0-4, 5-9, 10-14, and 15-19. This increase in the “dependent” population (most of them) places demands on public schools (provided by DeKalb County), as well as private schools, day care centers, and city youth recreation programs, among others. Approximately one-third of Clarkston’s population in 2000 was age 19 or younger.

Although some of the middle age cohorts have increased in absolute terms, the percentage of the total population in the 20-24, 25-29, and 20-34 age cohorts have declined in terms of percentage share. This means that Clarkston's population from 1990 to 2000 witnessed a shift from more young, working-age persons to higher percentages of young, dependent persons who are mostly too young to work.

The middle-cohorts of the age pyramid also increased in Clarkston during the 1990s. Significant absolute increased occurred between 1990 and 2000 in the 30-34, 35-39, and 40-44 age cohorts. People of these age groups are usually working and have children.

The early retirement age population (50-64) saw some absolute growth from 1990 to 2000 in Clarkston but did not increase very much at all in percentage terms. Most significantly, the figures in Table 1.7 show Clarkston has not increased to any significant degree, despite population growth, in terms of its senior or elderly population. Whereas about 5 percent of the population was age 65 or more in 1990, by 2000 it had declined to approximately 4 percent. This means that Clarkston is not seeing an influx of seniors, and that as the population in Clarkston ages, it is likely to move to other places. Some of that may be explained by the large percentage of apartments in the City (see Housing Element).

Table 1.8 compares the median ages of the city, county, and state populations. As also described in the discussion of age cohorts, Clarkston's population in 2000 was overall considerably younger than population of DeKalb County and the State of Georgia, due primarily to fewer seniors. Women have a higher median age than men in the City, County, and State as of 2000. That difference is not surprising given the longer life expectancies of females.

**Table 1.8**  
**Median Age of the Population, 2000**  
**City, County, and State**

<b>Jurisdiction</b>	<b>Median Age, 2000, Both Sexes</b>	<b>Median Age, 2000, Males</b>	<b>Median Age, 2000, Females</b>
City of Clarkston	28.1	27.7	28.5
DeKalb County	32.3	31.0	33.7
State of Georgia	33.4	32.1	34.6

Source: U.S. Census Bureau, Census of Population and Housing, 2000 (SF1, P13).

## **RACIAL AND ETHNIC CHARACTERISTICS**

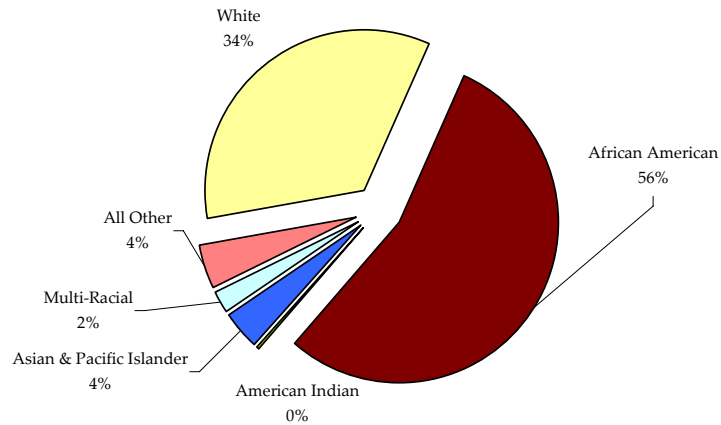
For more than a decade, the city has served as a federally designated transition center for international refugees, particularly from East Africa and Southeast Asia but also including Eastern Europe. Thousands of international citizens have received support services and relocation assistance from agencies located within the community. Due to the settlement of these refugees in Clarkston, the community's ethnic mix is among the most diverse in Georgia. This diversity is one of the city's major strengths, in that it introduces a unique mixture of foods and goods, as well as faiths, customs and dress that cannot be easily duplicated in any other part of the Metro Atlanta region. This diversity creates the foundation for a distinct identity for Clarkston and an appeal to persons throughout the region seeking a rich multicultural community to visit or in which to live (LCI study, 2004).

Less than one in five Clarkston residents is white (as of the 2000 Census, see Table 1.9). The largest constituency is African American, comprising more than half of the population. Almost 13 percent identify themselves as Asian (largely Vietnamese and Asian Indian) and another 6 percent are Hispanic (LCI Study, 2004).

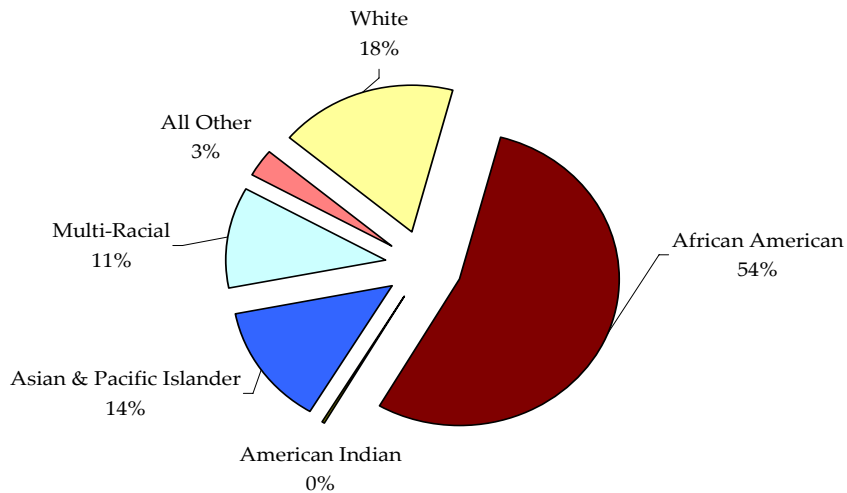
DeKalb County is (as of the 2000 Census) similarly racially diverse: more than half of residents are African American. White and Asian residents account for 38 percent of the population and Hispanics, which can be of any race, are about 10 percent of the total. In the past decade (1990 to 2000), much of the County's population growth has occurred in predominantly black South DeKalb, where there is the greatest concentration of undeveloped land.

In central and north DeKalb, most areas are built out, and new development occurs through assemblage of multiple parcels – often developed decades earlier as large lot subdivisions (LCI Study, 2004).

### Dekalb County Racial Mix



### City of Clarkston Racial Mix



**Table 1.9**  
**Racial Composition of the Population, 1990 and 2000**  
**City of Clarkston**

<b>Race</b>	<b>1990</b>	<b>%</b>	<b>2000</b>	<b>%</b>
White	2,012	37.4%	1,406	19.4%
Black or African American	2,981	55.4%	4,025	55.6%
American Indian and Alaska Native	0	--	8	0.1%
Asian	313	5.8%	909	12.6%
Other race	79	1.4%	188	2.6%
Two or more races	nc	--	695	9.7%
Total	5,385	100%	7,231	100%

Source: U.S. Census Bureau, Census of Population and Housing, 1990 (STF1, P008) and 2000 (SF1, P3). Note: Table P6, SF 3, 2000, which is based on sample data, reports different data on race.

Data in Table 1.9 underscore the transformation of Clarkston’s citizenry during the 1990s. The numbers also reflect the increase in the Asian population during the 1990s, but they do not adequately reflect the international character of the City’s residents. Table 1.10 provides recent estimates of population by race (white and black plus other races) in 2003 from the Atlanta Regional Commission (ARC). Note that ARC’s estimate of Clarkston’s population in 2003 of 6,912 is lower than the 2000 Census and also lower than the 2003 Census estimate of 7,125 (see Table 1.2). According to the ARC figures, Clarkston’s population witnessed a decline in the White population by 166 persons and a decline in the Black and other races population by 153 persons since the 2000 Census.

**Table 1.10**  
**Estimates of Population by Race, 2003**  
**City of Clarkston**

<b>White Population</b>	<b>Black and Other Population</b>	<b>Total Population</b>
1,240	5,672	6,912

Source: Atlanta Regional Commission. *Population & Housing 2003*. Table A1 D.

One of Clarkston’s greatest strengths, and perhaps its most distinctive characteristic – its cultural and ethnic diversity – could easily become one of the greatest threats to its success as a sustainable “livable center.” Diversity is still viewed in many, if not most, communities as a problem to be overcome rather than as a strength to be embraced and built upon. As an international refugee transition center for the past decade, Clarkston perhaps faces a tougher challenge than most communities that have undergone more gradual ethnic transition. While the community appears to have come together around its diversity, the next several years could see tensions arise over perceived differences between long-time residents and first- or second-generation residents (LCI Study).

### **CITIZENSHIP STATUS**

Table 1.11 provides data on Clarkston’s foreign-born population in 2000 and citizenship status. These figures reveal what has already been noted – Clarkston in 2000 was home to a significant number of foreign-born persons. Of Clarkston’s total 7,231 residents in 2000, 2,301 or 31.8 percent were foreign-born. And of the total residents in the City in 2000, 1,889 or 26.1 percent were not citizens of the United States. This means that one in every four citizens in Clarkston is a non-citizen, foreign-born person, and almost one in every three Clarkston citizen in 2000 was foreign-born.

**Table 1.11**  
**Citizenship Status of Foreign-born Population by Year of Entry, 2000**  
**City of Clarkston**

Citizenship Status	Year of Entry 1990 to March 2000	Year of Entry 1980 to 1989	Year of Entry Before 1980	Total
Naturalized Citizen	252	122	38	412
Not a Citizen	1,718	146	25	1,889
Total	1,970	268	63	2,301

Source: U.S. Census Bureau, Census 2000. SF 3, Table P23.

**EDUCATIONAL ATTAINMENT**

Table 1.12 provides educational attainment data for the adult population in 1990 in the city, county, and state. In 1990, Clarkston's educational attainment levels compared favorably with the county and state.

**Table 1.12**  
**Educational Attainment, 1990**  
**Persons 25 Years and Over**  
**City, County and State**

Educational Attainment	City of Clarkston	%	DeKalb County	%	State of Georgia	%
Less than 9th grade	147	4.6%	18,955	5.4%	483,755	12.0%
9th to 12th grade (No Diploma)	275	8.7%	37,998	10.7%	686,060	17.1%
High School Graduate (Includes Equivalency)	850	26.7%	82,260	23.3%	1,192,935	29.6%
Some College (No Degree)	994	31.3%	75,891	21.5%	684,109	17.0%
Associate Degree	176	5.5%	22,550	6.4%	199,403	5.0%
Bachelor's Degree	535	16.8%	75,348	21.3%	519,613	12.9%
Graduate or Professional Degree	203	6.4%	40,319	11.4%	257,545	6.4%
Total 25 Years and Over	3,180	100%	353,321	100%	4,023,420	100%

Source: U.S. Census Bureau, Census of Population and Housing, 1990 (STF3, P057).

**Table 1.13**  
**Educational Attainment, 2000**  
**Persons 25 Years and Over by Sex**  
**City of Clarkston**

Educational Attainment	Males	%	Females	%	Total	%
Less than 9th grade	170	8.0%	118	6.1%	288	7.1%
9th to 12th grade (No Diploma)	356	16.7%	204	10.6%	560	13.8%
High School Graduate (Includes Equivalency)	524	24.6%	501	26.0%	1,025	25.3%
Some College (No Degree)	505	23.7%	503	26.1%	1,008	24.8%
Associate Degree	115	5.4%	184	9.6%	299	7.4%
Bachelor's Degree	343	16.1%	313	16.3%	656	16.2%
Graduate or Professional Degree	118	5.5%	103	5.3%	221	5.4%
Total 25 Years and Over	2,131	100%	1,926	100%	4,057	100%

Source: U.S. Census Bureau, Census of Population and Housing, 2000 (STF3, P037).



Table 1.13 provides educational attainment data for male and female residents of Clarkston in 2000. Approximately one of every five adult residents in Clarkston in 2000 did not have a high school diploma. That finding does not fare well with regard to employment prospects for those individuals. One in four residents as of 2000 had some form of college but no degree, suggesting that there are substantial opportunities for some residents to complete their academic curricula and increase the overall educational attainment of the adult population in Clarkston. More than one of every five of Clarkston's residents in 2000 had a bachelor's or higher college degree. There are no substantial differences between males and females with regard to their educational attainment.

### SCHOOL ENROLLMENT

Table 1.14 provides data on school enrollment in 2000 by sex and public versus private schooling options for persons three years and older. Two thirds of Clarkston's population ages three and older were not enrolled in school in 2000. The data in Table 1.14 also show that females were much more likely to be attending undergraduate college than males as of 2000.

**Table 1.14**  
**School Enrollment by Level of School by Type of School**  
**Population Three Years and Over, 2000**  
**City of Clarkston**

Enrolled in:	Male		Female		Total	
	Public	Private	Public	Private	Public	Private
Nursing school, preschool	59	0	48	21	107	21
Kindergarten	71	14	83	9	154	23
Grade 1 to Grade 4	278	22	171	23	449	45
Grade 5 to Grade 8	173	7	199	20	372	27
Grade 9 to Grade 12	223	26	209	19	432	45
College, undergraduate	95	16	229	46	324	62
College, graduate or professional	16	14	0	30	16	44
Total enrolled in school	915	99	939	168	1,854	267
Not enrolled in school	2,271		2,047		4,318	
Total, Persons 3+ Years Old	3,285		3,154		6,439	

Source: U.S. Census Bureau, Census of Population and Housing, 2000 (SF3, P36)

### INCOME

Household income is a key measure of a community's wealth. Clarkston incomes, along with a disproportionate volume of rental housing and moderate housing values, suggest a community of modest means. That Clarkston has remained affordable despite increasing development activity and price appreciation in nearby communities is reflective of the community's stability. It also suggests the community's potential, as market forces converge to take advantage of modest home prices and the community's excellent central DeKalb location (LCI Study, 2004).

In 1989, Clarkston's median *household* income was \$28,971, which was considerably lower than that of DeKalb County (\$35,721) and slightly lower than the state as a whole (\$29,021) (U.S. Census Bureau, 1990 Census of Population and Housing, STF 3, Table P080A). In 1989, Clarkston's median *family* income was \$31,667, which was considerably lower than that of DeKalb County (\$41,495) and slightly lower than the state as a whole (\$33,529) (U.S. Census Bureau, 1990 Census of Population and Housing, STF 3, Table P107A). In 1989, Clarkston's *per capita* income was \$13,960, which was considerably lower than that of DeKalb County (\$17,115) but slightly higher than the state as a whole (\$13,631) (U.S. Census Bureau, 1990 Census of Population and Housing, STF 3, Table P116A).

**Table 1.15**  
**Comparison of Median Household Income in 1999**  
**City, County, and State**

<b>Income</b>	<b>City of Clarkston</b>	<b>DeKalb County</b>	<b>State of Georgia</b>
Median Family	\$38,056	\$54,018	\$49,280
Nonfamily Household	\$30,333	\$37,532	\$26,509
Median Household	\$37,436	\$49,117	\$42,433
Per Capita	\$14,304	\$23,968	\$21,154

Source: U.S. Census Bureau, Census of Population and Housing, 2000 (SF3, P53, P77, P80 and P82).

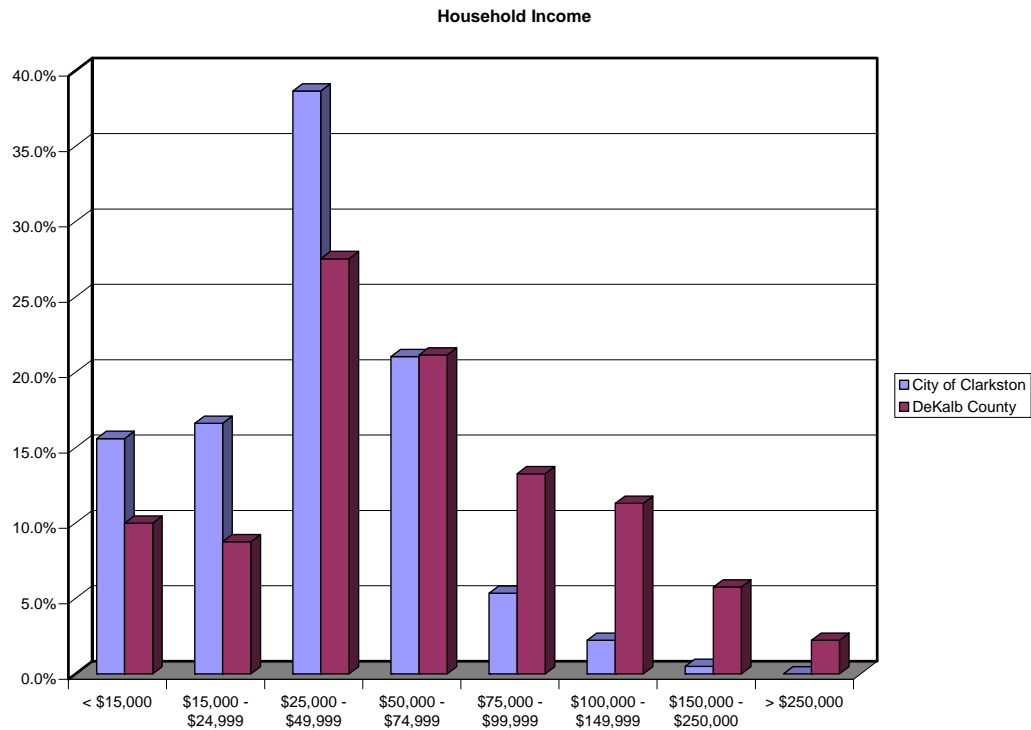
Median household, median family, and per capita incomes in Clarkston in 1999 were significantly below the county and state incomes. Nonfamily households in Clarkston in 1999 were higher than the state median but not DeKalb County's median in 1999.

More detailed data are provided in Table 1.16 for income groups. Clarkston's households are disproportionately represented in the lower income and higher income groupings than DeKalb County's households. Percentage wise, there are more of Clarkston's households in low-income categories and fewer of Clarkston's households in higher-income categories than DeKalb County as a whole in 1999. A majority of the City's households in 1999 had incomes below \$40,000.

**Table 1.16**  
**Number of Households by Income Grouping, 1999**  
**DeKalb County and City of Clarkston**

<b>Income Grouping in 1999</b>	<b>DeKalb County</b>		<b>City of Clarkston</b>	
	<b>Households</b>	<b>Percent of Total Households</b>	<b>Households</b>	<b>Percent of Total Households</b>
Less than \$10,000	16,129	6.5%	196	8.3%
\$10,000 to \$14,999	9,828	4.0%	150	6.3%
\$15,000 to \$19,999	11,831	4.7%	209	8.8%
\$20,000 to \$24,999	14,065	5.6%	193	8.1%
\$25,000 to \$29,999	15,028	6.0%	171	7.2%
\$30,000 to \$34,999	15,686	6.3%	151	6.4%
\$35,000 to \$39,999	15,665	6.3%	214	9.1%
\$40,000 to \$44,999	14,858	6.0%	158	6.7%
\$45,000 to \$49,999	13,706	5.5%	218	9.2%
\$50,000 to \$59,999	24,758	9.9%	262	11.1%
\$60,000 to \$74,999	29,511	11.8%	259	10.9%
\$75,000 to \$99,999	29,666	11.9%	112	4.7%
\$100,000 to \$124,999	15,890	6.4%	59	2.5%
\$125,000 to \$149,999	8,226	3.3%	8	0.3%
\$150,000 to \$199,999	7,558	3.0%	10	0.4%
\$200,000 or more	6,986	2.8%	0	--
<b>Total Households</b>	<b>249,391</b>	<b>100%</b>	<b>2,370</b>	<b>100%</b>

Source: U.S. Census Bureau, Census of Population and Housing, 2000 (SF3, P52).



**POVERTY STATUS BY AGE GROUP**

Table 1.17 provides poverty status in 1999 by age group for DeKalb County and the City of Clarkston. Of Clarkston’s 7,231 residents in 2000, 1,310 or 18.1 percent were classified as poverty level in 1999. The age distribution of Clarkston’s impoverished persons is generally similar to that of DeKalb County as a whole.

**Table 1.17  
 Persons Below Poverty Level by Age, 1999  
 DeKalb County and City of Clarkston**

Age Group	DeKalb County		City of Clarkston	
	Persons	%	Persons	%
Under 5 years	6,813	9.7%	101	7.7%
5 years	1,018	1.4%	35	2.6%
6 to 11 years	7,898	11.2%	141	10.8%
12 to 17 years	7,579	10.8%	158	12.1%
18 to 64 years	42,673	60.5%	857	65.4%
65 to 74 years	2,393	3.4%	13	1.0%
75 years and over	2,110	3.0%	5	0.4%
Total persons with income in 1999 below poverty level	70,484	100%	1,310	100%

Source: U.S. Census Bureau, Census of Population and Housing, 2000 (SF3, Table P87).

## PROJECTIONS

Table 1.18 provides projections of population in DeKalb County, along with unincorporated and incorporated populations. These projections were prepared for DeKalb County as a part of its development impact fee program. They indicate that DeKalb County will continue to witness substantial population growth, especially in the unincorporated areas. Municipalities within DeKalb County will receive some growth from 2005 to 2030, though not at the pace of the unincorporated areas since there is much less residentially developable land in the Cities. Those countywide and incorporated projections suggest that Clarkston has the capability of capturing a share of additional population growth.

The LCI study completed in 2004 projection Clarkston’s population in two ways – one was given the current conditions, the population of the City would ultimately increase by some 1,300 residents between 2000 and 2030. The second scenario assumed that all LCI recommendations would be implemented, thus leading to significant population growth (an addition of more than 3,500 persons in three decades). The LCI study, however, did not account for U.S. Census Bureau and Atlanta Regional Commission estimates that Clarkston’s population has declined some since 2000. The projections in 1.18 for Clarkston take into account a decline in population between 2000 and 2005 but then assume that population will increase based on implementation of the city’s LCI study (though not at the maximum suggested in that study, given estimates of decline in population between 2000 and 2004. There is some capacity, however, for populations to go higher, as the LCI study contemplates.

**Table 1.18**  
**Population and Household Projections, 2000-2030**  
**Incorporated, Unincorporated, Countywide, and Clarkston**  
**DeKalb County**

<b>Jurisdiction in DeKalb County</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
Incorporated Population	100,488	107,294	126,795	133,943	140,570	147,732	154,823
Unincorporated Population	568,189	621,319	695,834	728,873	757,303	790,788	823,743
Countywide Population	668,677	728,613	822,629	862,816	897,873	938,520	978,566
Countywide Households	249,334	272,838	310,233	324,966	339,699	354,432	369,164
City of Clarkston Population	7,231	7,100	7,500	8,800	9,200	9,500	9,700
City of Clarkston Households	2,469	2,367	2,500	2,933	3,067	3,167	3,233

Source: DeKalb County Development Impact Fee Consulting Team, February 2004, based on data from Atlanta Regional Commission. Note: All figures are July 1<sup>st</sup> (as distinguished from the April 1, 2000, census figure).

Notes: City population projections (2015-2030) are based on an approximate midpoint between “current conditions” and “LCI Implementation” projections in LCI Study, 2004. Projections of Clarkston’s households are based on the assumption that average household size will remain steady at approximately three persons per unit, which was generally true as of the 2000 Census, and a negligible group quarters population.

Population projections by age group are not provided in this report. However, future trends are forecasted here. Because Clarkston has not attracted or maintained a significant number of retirement age persons, it is not expected to witness as much of a “revolution” in terms of aging households as other places in the state and nation. Chances are good that the age structure will not change dramatically during the short-term and probably long-term in Clarkston.

## CHAPTER 2 HOUSING ELEMENT

The Housing Element provides an inventory of the existing housing stock in Clarkston and an assessment of its adequacy and suitability for serving current and future population and economic development needs. The assessment considers whether existing housing is appropriate to the needs and desires of residents in terms of quantity, affordability, type and location, and, if not, what might be done to improve the situation.

### HOUSING TYPES AND MIX

Clarkston had a very diverse mix of housing types in both 1990 and 2000. Table 2.1 presents the mix of housing types for those years. The major trend is the dominance of multiple-family housing in both 1990 and 2000 in Clarkston. Multifamily housing is largely found in the northern part of the City and along major corridors including Indian Creek Drive and Ponce de Leon (LCI study, 2004).

Only 18.1 percent of the city's housing stock in 1990 was one-family detached, and that percentage declined to 17.0 percent in 2000. Multi-family housing (excluding one-family homes, two-family homes, and mobile homes) constituted 73.5 percent of the housing stock in 1990 and 70.8 percent in 2000. These are comparatively high percentages of total housing stock in multi-family dwelling units; in many cities, the majority of their housing stock is single-family homes. Mobile homes, trailers or other housing types were not common in Clarkston in 1990 or 2000, with 1.0 percent and 0.5 percent, respectively.

**Table 2.1**  
**Types of Housing Units and Units in Structure, 1990-2000**  
**City of Clarkston**

Type of Unit	No. of Units 1990	%	No. of Units 2000	%	Change in Units, 1990-2000
One family, detached	446	18.1%	436	17.0%	-10
One family, attached	128	5.2%	194	7.6%	+66
Two family	54	2.2%	105	4.1%	+51
Multiple-family	1,808	73.5%	1,811	70.8%	+3
Mobile Home, Trailer, Other <sup>1</sup>	25	1.0%	14	0.5%	-11
Total	2,461	100.0	2,560	100.0	+99

Sources: U.S. Census Bureau, 1990 Census, STF3, Table H020, and 2000 Census, SF3, Table H30.

The overall housing stock increased by 99 units during the 1990s, and that increase occurred almost exclusively within the one-family attached (townhouses) category (an addition of 66 units). The net addition of only 99 housing units is a very small overall increase for a ten-year period, especially in metropolitan Atlanta which saw huge housing unit increases during that decade.

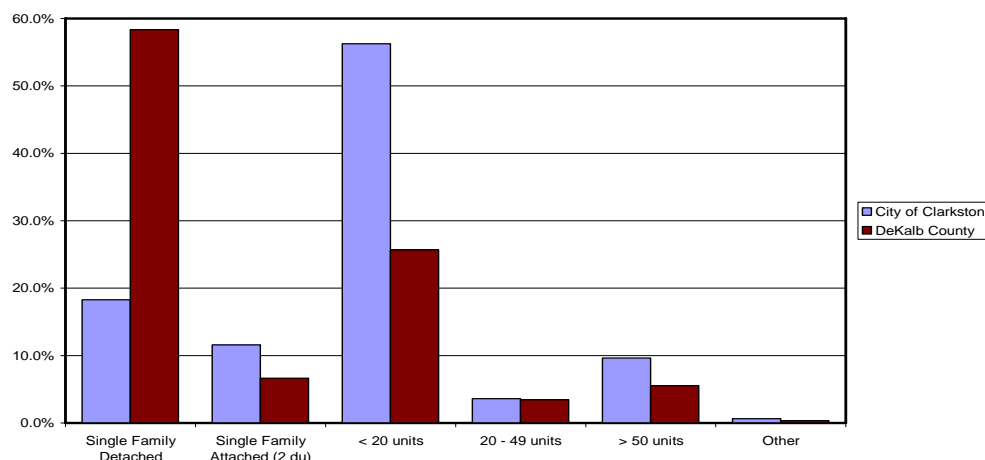
There was no net-gain in the number of single-family, detached units in Clarkston during the 1990s. One-family detached housing units actually decreased by 10 units from 1990 to 2000 in Clarkston. Multi-family housing units stayed at the same number of units, more or less, in 2000 as in 1990. There is a clear under-representation of detached, single-family housing in Clarkston, when compared generally with typical housing mixes of cities. Manufactured homes accounted for a small, insignificant percentage of the housing stock in Clarkston in 1990 and 2000. This means that Clarkston's housing stock does not provide any significant opportunities for detached, single-family home ownership.

Figure 2.1 provides a bar chart comparing the mixes of housing units in DeKalb County and Clarkston in 2000.

<sup>1</sup> The U.S. Census Bureau still uses the term "mobile" home, which is now out of vogue. The more accepted term today is "manufactured" home. When referring to Census statistics, the term "mobile" is used but in other respects the preferred term "manufactured" home is used in this analysis.

**Figure 2.1**

**Housing Unit Structural Types**



The unbalanced housing mix has implications for the tenure (owner versus renter occupancy) of households. Tenure is discussed in more detail later in this chapter, but Table 2.2 provides a cross-tabulation of the type of housing unit with tenure for Clarkston’s housing stock in 2000.

**Table 2.2**  
**Types of Housing Units by Tenure, 2000**  
 City of Clarkston

Type of Unit	Owner-Occupied		Renter-Occupied	
	Units	%	Units	%
One family, detached	336	63.2%	80	4.2%
One family, attached	101	19.0%	93	4.9%
Two family	23	4.3%	82	4.4%
Multi-family	72	13.5%	1,616	85.8%
Mobile Home	0	--	0	--
Boat, RV, Van, etc.	0	--	14	0.7%
Total	532	100%	1,885	100%

Source: U.S. Census Bureau, 2000 Census, SF3, Table H32.

One-family detached dwellings were primarily though not exclusively owner-occupied in 2000. Almost two-thirds (63.2 percent) of one-family, detached units in Clarkston in 2000 were owner-occupied. That percentage is probably lower than what is typically found in most cities. This means that there is a higher tendency for detached, single-family housing to be renter occupied in Clarkston than in other places. One-family attached units represented 19.0 percent of owner-occupied units in Clarkston in 2000. The vast majority (85.8%) of multi-family units in the City in 2000 were renter-occupied. Those multi-family units that are owner occupied are most likely condominiums.

**OCCUPANCY AND VACANCY**

It is important to consider the vacancy rate of housing, because it is a good indicator of the health of the housing market. Typically, housing occupancies for cities and counties in Georgia are expected to be above 90 percent. In tight housing markets, vacancy rates can be as low as 2.5 percent (some vacancy is desirable in that if all housing

units were occupied there would be little opportunity to move into the city). Comparing the vacancy rate of Clarkston’s housing to DeKalb County and the State of Georgia illuminates conditions about Clarkston’s housing market. Table 2.3 presents vacancy rates for these geographies in 2000.

**Table 2.3**  
**Housing Occupancy and Vacancy, 2000**  
**City of Clarkston, DeKalb County, and Georgia**

<b>Jurisdiction</b>	<b>Occupied Units</b>	<b>% of Total Units</b>	<b>Vacant Units</b>	<b>% of Total Units</b>	<b>Total Units</b>
City of Clarkston	2,417	94.4%	143	5.6%	2,560
DeKalb County	249,339	95.4%	11,892	4.6%	261,231
State of Georgia	3,003,369	91.5%	275,368	8.5%	3,281,737

Source: U.S. Census Bureau, Census 2000, SF3, Table H6 and H7.

Vacant housing was not a significant issue in Clarkston in 2000, with only 143, or 5.6 percent, of the total housing stock vacant. This was slightly higher than the vacancy rate in DeKalb County (4.6 percent), but below the vacancy rate of Georgia (8.5 percent). The overall occupancy rate in Clarkston, at 94.4 percent, is well above the 90 percent rate which is typical for other locations in Georgia.

Table 2.4 lists the average household size by tenure (owner-occupied or renter-occupied) for Clarkston, the neighboring cities of Decatur and Tucker, DeKalb County and the State of Georgia. For owner-occupied housing units, Clarkston had an average of 2.55 persons per household in 2000, higher than Decatur and Tucker but below the average size for the County and State (also see discussion of household size in Chapter 1, Population Element). The average household size for renter-occupied units in Clarkston in 2000 was higher than Decatur, Tucker, the County and State, with 2.90 persons per renter-occupied housing unit.

**Table 2.4**  
**Average Household Size by Tenure, 2000**  
**City, Nearby Cities, County, and State**  
**(Persons per Unit, Occupied Housing Units)**

<b>Jurisdiction</b>	<b>Persons Per Unit Owner-Occupied Housing Units</b>	<b>Persons Per Unit Renter-Occupied Housing Units</b>
City of Clarkston	2.55	2.90
City of Tucker	2.42	2.80
City of Decatur	2.29	1.90
DeKalb County	2.68	2.52
State of Georgia	2.73	2.47

Source: U.S. Census Bureau, Census 2000, SF3, Table H18.

Table 2.5 provides data on vacancies by type of housing unit in 2000. For DeKalb County in 2000, it is not surprising that multi-family dwellings had higher vacancy rates than one-family, detached dwellings. Multi-family dwellings are more likely to be renter-occupied than single-family detached homes, and due to the more rapid turnover found in apartments, vacancy rates are typically higher. Vacancy rates in 2000 were higher in Clarkston (5.6 percent) than in DeKalb County (4.6 percent). Neither of these values represents a significant number of vacant units. The general lack of one-family, detached housing units that are vacant indicates that homeownership opportunities in Clarkston are limited.

**Table 2.5**  
**Vacancy by Type of Unit, 2000**  
**City of Clarkston and DeKalb County**

Type of Unit	City of Clarkston			DeKalb County		
	Total Units	Vacant Units	Vacancy Rate	Total Units	Vacant Units	Vacancy Rate
One family, detached	436	20	4.6%	152,340	4,969	3.3%
One family, attached	194	0	0.0%	13,056	549	4.2%
Multiple family	1,916	123	6.4%	94,886	5,612	5.9%
Mobile home, Boat, RV, van, etc.	14	0	0.0%	949	32	3.4%
Total Housing Units	2,560	143	5.6%	261,231	11,892	4.6%

Source: U.S. Census Bureau, 2000 Census, SF3, Tables H30 and H31.

Of the 143 vacant housing units in Clarkston, 91 were for rent, 23 were for sale, 9 were rented or sold but unoccupied, and 20 were classified as other vacant (Census 2000, SF3, Table H8). Considering most multi-family units are for rent, and those types of units made up the majority of the Clarkston housing stock in 2000, it is not surprising that the majority of vacant units were for rent.

### OVERCROWDING

Overcrowding provides an occupancy measure of inadequate housing conditions. An overcrowded housing unit is one that has 1.01 or more persons per room. Severe overcrowding is considered to be occupancy by 1.51 or more persons per room. In 2000, Clarkston had 273 housing units (11.3 percent of the total occupied housing stock) that were overcrowded or severely overcrowded (see Table 2.6). Of that total, 241 units (10.0 percent of the total occupied housing stock) were overcrowded and 32 units (1.3 percent of the total occupied housing stock) were severely overcrowded. Of the total overcrowded housing units in 2000, 38 were owner-occupied while 235 were renter-occupied.

**Table 2.6**  
**Overcrowded Housing Units by Tenure, 2000**  
**City of Clarkston**

Occupants per Room	Owner-Occupied Units	Renter-Occupied Units	Total	Percent of Total Occupied Units
1.01 to 1.5 occupants per room (overcrowded)	18	223	241	10.0%
1.51 or more occupants per room (severely overcrowded)	20	12	32	1.3%
Total	38	235	273	11.3%

Source: U.S. Census Bureau, Census 2000, SF3, Table H20.

The comparatively higher percentage of overcrowded and severely overcrowded housing units in Clarkston is not surprising given that the city's housing stock has served as a refugee relocation center. Relocated refugees may tend to have higher household or family sizes, or the overcrowding statistics may represent non-related persons forming households.

### TENURE



This term has already been introduced in the preceding discussion, but tenure refers to length or duration of occupancy. In the context of housing units, tenure refers to whether such units are owner occupied or renter occupied. Table 2.7 provides renter versus owner occupancy statistics of the city's housing stock in 2000 in comparison with other jurisdictions.

**Table 2.7**  
**Housing Units by Tenure, 2000**  
**City, Nearby Cities, County, and State**

Jurisdiction	Owner-Occupied Units	% of Total Occupied Units	Renter-Occupied Units	% of Total Occupied Units	Total Occupied Units
City of Clarkston	532	22.0%	1,885	78.0%	2,417
City of Decatur	4,747	58.8%	3,321	41.2%	8,068
City of Tucker	7,794	74.6%	2,657	25.4%	10,451
DeKalb County	145,821	58.5%	103,518	41.5%	249,339
State of Georgia	2,029,293	67.5%	977,076	32.5%	3,006,369

Source: U.S. Census Bureau, Census 2000, SF3, Table H7.

There are substantial variations in the comparison jurisdictions in terms of the owner to renter ratios (or percentages) as shown in Table 2.7. Whereas Georgia's housing stock in 2000 had more than a 2:1 owner-to-renter ratio, Clarkston's owner-to-renter ratio was more roughly 2:7, meaning that for every 2 owner-occupied units there were 7 renter-occupied units. DeKalb County had a lower owner-to-renter ratio than the state, but it was almost identical to Decatur's ratio. Tucker had the highest owner-to-renter ratio of the comparison jurisdictions, with a ratio of almost 3:1. Clarkston's percentage of renter-occupied housing units (78.0 percent) was significantly greater than any other comparison jurisdiction, with the next closest being DeKalb County (41.5 percent of total units). The high percentage of renter-occupied units is understandable given the dominance of apartment complexes in Clarkston and also the low number of single-family detached homes, which tend to be owner occupied.

Table 2.8 shows the distribution of renter and owner-occupied households by the number of persons in the household. These numbers are similar to those already presented in the discussion of households in the Population Element, but here they are cross-tabulated by renter versus owner status in 2000. The largest subset of owner-occupied housing was 1-person households, representing 39.8 percent of all owner-occupied units. Two person households were the largest subset of renter-occupied units, with 28.8 percent.

**Table 2.8**  
**Tenure by Number of Persons per Household, 2000**  
**City of Clarkston**  
**(Number of Occupied Housing Units)**

Number of Persons in Unit (household)	Owner Occupied		Renter Occupied	
	Number of Units	%	Number of Units	%
1 person	212	39.8%	382	20.3%
2 persons	139	26.1%	542	28.8%
3 persons	81	15.2%	341	18.1%
4 persons	40	7.5%	306	16.2%
5 persons	21	3.9%	163	8.6%
6 persons	32	6.0%	117	6.2%
7 or more	7	1.3%	34	1.8%
Total	532	100%	1,885	100%

Source: U.S. Census Bureau, Census 2000, SF3, Table H17.

The data in Table 2.8 reflect general household trends noted in the Population Element (see Chapter 1). Like in most cities, one- and two-person households comprise approximately one-half of all households living in Clarkston as of the year 2000. As also noted previously, these numbers show that Clarkston's households consist predominantly of renters.

## ROOMS AND BEDROOMS

The Decennial Census provides data on the number of rooms and bedrooms in housing units. Those data are provided for Clarkston's housing stock in 2000 in Tables 2.9 and 2.10.

**Table 2.9**  
**Housing Units by Number of Rooms, 2000**  
**City, County and State**

Number of Rooms in Unit	Clarkston		DeKalb County		State of Georgia	
	2000	Percent of Total	2000	Percent of Total	2000	Percent of Total
1 Room	45	1.8%	4,985	1.9%	35,912	1.1%
2 Rooms	301	11.8%	15,036	5.8%	117,344	3.6%
3 Rooms	268	10.5%	26,640	10.2%	261,022	8.0%
4 Rooms	700	27.3%	35,660	13.7%	493,235	15.0%
5 Rooms	708	27.7%	44,847	17.2%	705,868	21.5%
6 Rooms	311	12.1%	42,934	16.4%	663,551	20.2%
7 Rooms	137	5.4%	33,091	12.7%	414,712	12.6%
8 Rooms	53	2.1%	27,836	10.7%	285,280	8.7%
9 or More Rooms	37	1.4%	30,202	11.6%	304,813	9.3%
Total Units	2,560	100%	261,231	100%	3,281,737	100%
Median Number of Rooms	4.4	---	5.6	---	5.6	---

Source: U.S. Bureau of the Census. Census 2000, SF3, Tables H23 and H27.

Clarkston's housing stock in 2000 was, overall, smaller in terms of the size of units when compared with the housing stocks for the County and State as a whole. Clarkston's housing stock in 2000 had considerably lower percentages of houses with six or more rooms, as well as, higher percentages in the one-room to five-room categories when compared with Georgia (and DeKalb County except for the one-room category). The median number of rooms of Clarkston's housing stock in 2000 was 4.4, considerably lower than that of the County and State, which both had a median of 5.6 rooms per housing unit. This finding is not surprising, given that the vast majority of dwelling units are renter-occupied, since owner-occupied units tend to be larger in size than renter-occupied units.

Analyzing the number of bedrooms in Clarkston's housing stock is another way to determine the general size of homes in the community. Whereas only one-quarter of the total housing stock in DeKalb County and Georgia in 2000 was comprised of two-bedroom housing units, Clarkston had more than half (52.2 percent) of its units in that size category (see Table 2.10). Furthermore, Clarkston's housing stock in 2000 was vastly under-represented in terms of homes with three, four, and five or more bedrooms. These findings of smaller house sizes, both in terms of the number of rooms and number of bedrooms, tend to confirm that the housing stock in Clarkston is smaller than average. As noted above, Clarkston's higher-than-average percentage of total housing units that are renter occupied correlates closely with the smaller house sizes.

**Table 2.10**  
**Housing Units by Number of Bedrooms, 2000**  
**City, County, and State**

<b>Number of Bedrooms in Unit</b>	<b>Clarkston</b>	<b>%</b>	<b>DeKalb County</b>	<b>%</b>	<b>State of Georgia</b>	<b>%</b>
No Bedroom	87	3.4%	6,534	2.5%	51,732	1.6%
1 Bedroom	578	22.6%	37,631	14.4%	320,616	9.8%
2 Bedrooms	1,336	52.2%	71,981	27.6%	860,625	26.2%
3 Bedrooms	475	18.6%	88,830	34.0%	1,443,663	44.0%
4 Bedrooms	77	3.0%	45,406	17.4%	486,888	14.8%
5+ Bedrooms	7	0.2%	10,849	4.2%	118,213	3.6%
<b>Total Units</b>	<b>2,560</b>	<b>100%</b>	<b>261,231</b>	<b>100%</b>	<b>3,281,737</b>	<b>100%</b>

Source: U.S. Census Bureau, Census 2000, SF3, Table H41.

### AGE

Another issue is the age of housing – if the homes are too old, then it may not make good economic sense to upgrade them. Table 2.11 provides data on the age of housing units in 2000, specifically the range of years that housing units were built. A comparison with DeKalb County and the State assists the analyst in determining unique characteristics of the local housing stock.

The median ages of homes in Clarkston and DeKalb County were older than the median for Georgia in the year 2000. This is to be expected, due to DeKalb County’s close proximity to Atlanta. Expansion of metro Atlanta reached Clarkston well before other areas that are now witnessing rapid growth in the numbers of housing units.

Homes built in the 1960s and 1970s tend to be substantially smaller than those constructed in later decades. Over half of Clarkston’s homes were built prior to 1980, with 41.4 percent constructed between 1960 and 1979. The age thus helps to explain the smaller-than-average dwelling units found in Clarkston.

**Table 2.11**  
**Age of Housing Units, 2000**  
**City, County, and State**  
**(Housing Units by Range of Years Structure Was Built)**

<b>Year Structure Built</b>	<b>Clarkston</b>	<b>%</b>	<b>DeKalb County</b>	<b>%</b>	<b>Georgia</b>	<b>%</b>
Built 1999 to March 2000	0	0.0%	6,878	2.6%	130,695	4.0
Built 1995 to 1998	55	2.1%	18,451	7.0%	413,557	12.5
Built 1990 to 1994	289	11.3%	22,479	8.6%	370,878	11.3
Built 1980 to 1989	777	30.4%	54,793	21.0%	721,174	22.0
Built 1970 to 1979	598	23.4%	54,866	21.0%	608,926	18.6
Built 1960 to 1969	460	18.0%	50,181	19.2%	416,047	12.7
Built 1950 to 1959	180	7.0%	29,859	11.4%	283,424	8.6
Built 1940 to 1949	66	2.6%	11,818	4.5%	144,064	4.4
Built 1939 or earlier	135	5.3%	11,906	4.6%	192,972	5.9
<b>Total</b>	<b>2,560</b>	<b>100.0%</b>	<b>261,231</b>	<b>100.0%</b>	<b>3,281,737</b>	<b>100%</b>
<b>Median Year</b>	<b>1977</b>	<b>---</b>	<b>1975</b>	<b>---</b>	<b>1980</b>	<b>---</b>

Structure Built						
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Source: U.S. Census Bureau, Census 2000, SF3, Tables H34 and H35.

The figures in Table 2.11 also reveal trends in terms of recent housing construction. There has relatively little housing construction in Clarkston recently, due mainly to the shortage of available land in the city (which is almost entirely built out in terms of vacant, developable land). Nearly one-third (30.4 percent) of the housing stock (as of 2000) in Clarkston was built between 1980 and 1989. Only 11.3 percent of the city's total 2000 housing stock was built between 1990 and 1994. Homes built between 1995 and 1998 accounted for only 2.1 percent of the city's total housing stock as of 2000. During 1999 and 2000, no new homes were constructed, according to Census data.

**CONDITION**

Two typical measures of substandard housing conditions are the number of housing units lacking complete plumbing facilities and the number of units lacking complete kitchen facilities. Table 2.12 provides data on the structural and plumbing characteristics of the City's housing stock in 2000, as well as comparisons with the County and State. In 2000, Clarkston had 39 homes that lacked complete plumbing facilities and 11 homes that lacked complete kitchen facilities. While the percentage of homes in Clarkston lacking complete plumbing facilities in 2000 was higher than that of the county or state, the absolute number is relatively small and thus not worrisome.

**Table 2.12**  
**Structural and Plumbing Characteristics of Housing Units, 2000**  
**City, County, and State**  
**(Percent of Total Housing Units)**

Housing Unit Characteristic	Clarkston	DeKalb County	State of Georgia
Lacking complete plumbing facilities	1.5%	0.5%	1.0%
Lacking complete kitchen facilities	0.4%	0.5%	1.0%

Source: U.S. Census Bureau, Census 2000, STF3, Tables H47 and H50.

**COST**

For purposes of comparative (regional) overview, the median value of specified owner-occupied housing in the 28-County Metropolitan Atlanta region was \$135,300 in 2000 and the median gross rent in the region was \$746.

**Value of Owner-Occupied Units**

Table 2.13 provides data on specified owner-occupied housing units in 2000. More than half (51.9 percent) of Clarkston's specified owner-occupied housing stock in 2000 was valued at less than \$100,000, and the median housing value for such units was \$97,800. The median is lower when one considers all owner-occupied units in the City (\$93,500). These figures are well below the state median, which is lower than DeKalb County's median housing values for specified and total owner-occupied units in 2000.

**Table 2.13**  
**Value of Specified Owner-Occupied Housing Units in 2000**  
**City, County, and State**

Range of Value (\$)	Clarkston		DeKalb County		Georgia
	Units	%	Units	%	%
Less than \$50,000	24	5.5%	2,114	1.6%	9.5%
\$50,000 to \$99,999	203	46.4%	37,052	27.5%	34.2%
\$100,000 to \$149,999	200	45.8%	38,511	28.6%	25.8%
\$150,000 to \$199,999	10	2.3%	21,001	15.6%	13.3%

\$200,000 to \$299,999	0	0.0%	22,341	16.6%	10.2%
\$300,000 or more	0	0.0%	13,866	10.3%	7.0%
Total	437	100%	134,885	100.0%	100%
Median (specified owner-occupied units) (\$)	\$97,800		\$135,100		\$111,200
Median (all owner-occupied units) (\$)	\$93,500		\$133,500		\$100,600

Source: U.S. Census Bureau, Census 2000, SF3, Tables H74, H76 and H85.

In terms of affordability, this means that Clarkston’s owner-occupied housing stock is more affordable than in DeKalb County or the State as a whole, though it has also been noted previously that the housing stock is also smaller in comparison with the County and State. In 2000, there were no specified owner-occupied houses in Clarkston with a value over \$200,000, but in comparison, 26.9 percent of specified owner-occupied homes in DeKalb County and 17.2 percent in Georgia were valued over \$200,000. This means there is a noticeable lack of higher-value housing in Clarkston.

**Cost Burden of Homeowner Households**

It is useful to analyze and determine the extent to which owner and renter households are cost burdened or severely cost burdened with regard to housing. “Cost burdened” is defined as paying more than 30 percent of a household’s income for housing, and “severely cost burdened” is defined as paying more than 50 percent of a household’s income for housing. Table 2.14 provides such data for specified owner-occupied housing units in Clarkston in 1999.

**Table 2.14**  
**Monthly Owner Costs as a Percentage of Household Income in 1999**  
**City of Clarkston**  
**(Specified Owner-Occupied Housing Units)**

<b>Monthly Owner Costs as a Percentage of Household Income in 1999</b>	<b>Specified Owner-Occupied Housing Units</b>	<b>% of Units</b>
Less than 30 percent (not cost burdened)	300	68.6
30 to 49 percent (cost burdened)	72	16.5
50 percent or more (severely cost burdened)	65	14.9
Total Specified Owner-Occupied Housing Units	437	100%
Median Monthly Owner Cost as a Percentage of Household Income in 1999	22.3%	

Source: U.S. Census Bureau, Census 2000, SF3, Tables H94 and H95.

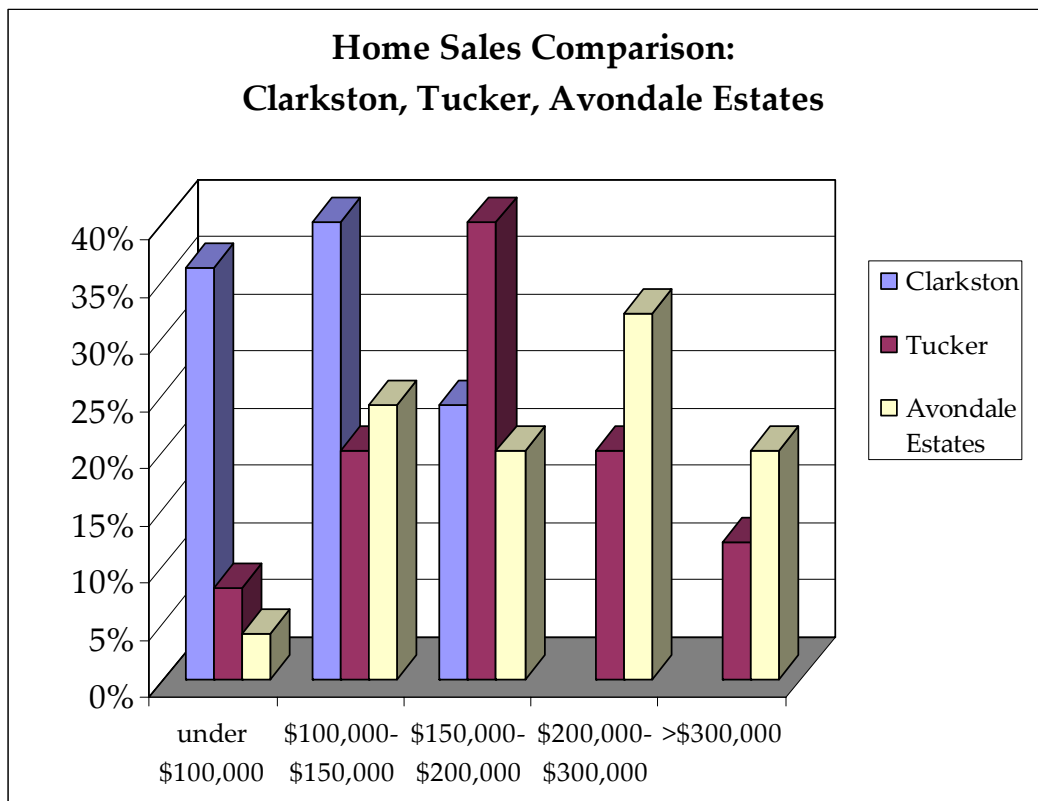
In 1999 there were 72 housing units that were cost burdened (16.5 percent) and 65 that were severely cost burdened (14.9 percent). Combined, almost one-third of the households in Clarkston were either cost burdened or severely cost burdened. This is a substantial portion of the population, raising the issue of cost burden in Clarkston.

**Recent Data on Home Sales**

Like much of Dekalb County, new construction activity in Clarkston is limited, more dense and higher priced than existing home inventory. In the past few years, new residential development has occurred only on the periphery and in attached home communities. Priced at a premium above existing homes, new homes in the Clarkston area are still more affordable – by as much as half – than new condominium or townhomes in Avondale Estates or downtown Decatur (LCI study, 2004).

A comparison of recent home sales data for 2003 reveals that all home sales (new and resale) in Clarkston were below \$200,000. In Tucker, a community just east of Clarkston, one-third of home sales were priced about \$200,000, while in Avondale Estates, to the west, fully half of all home sales were priced about \$200,000 (see Figure 2.2) (LCI study, 2004).

Figure 2.2.



**Renter-Occupied Households**

Table 2.15 presents the gross rent for specified renter-occupied housing units in Clarkston in 2000. The median gross rent was \$759, and 91.2 percent of all renter households paid between \$500 and \$999 for rent in 2000. The median gross rent in Clarkston was significantly higher than that of Georgia, which was \$613, but rents are substantially higher in metro Atlanta’s communities than in the State as a whole. Clarkston had a smaller percentage of renter-occupied units renting for \$1,000 or more than Georgia in 2000, which means there is an under-representation of higher value (more luxurious) rental housing unit opportunities in Clarkston.

**Table 2.15  
 Gross Rent, Specified Renter-Occupied Housing Units, 2000  
 City and State**

Gross Rent (\$)	Clarkston		Georgia %
	Units	%	
Less than \$250	0	0.0	9.3
\$250 to \$499	68	3.7	25.5
\$500 to \$749	810	43.6	33.2
\$750 to \$999	885	47.6	22.1
\$1000 or more	96	5.2	9.9
Total Units With Cash Rent	1,859	100%	100%

Median Gross Rent (\$)	\$759	\$613
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Source: U.S. Census Bureau, Census 2000, SF3, Tables H62 and H63.

### Cost Burden of Renter Households

Table 2.16 provides data on the cost burden of specified renter-occupied households in 1999.

**Table 2.16**  
**Gross Rent as a Percentage of Household Income in 1999**  
**City of Clarkston**  
**(Specified Renter-Occupied Housing Units)**

Gross Rent as a Percentage of Household Income in 1999	Specified Renter-Occupied Housing Units	% of Units Computed
Less than 30 percent (not cost burdened)	1,136	63.3
30 to 49 percent (cost burdened)	365	20.3
50 percent or more (severely cost burdened)	295	16.4
Units not computed	89	--
Total Specified Renter-Occupied Housing Units	1,885	--
Median Gross Rent as a Percentage of Household Income in 1999	23.8	

Source: U.S. Census Bureau, Census 2000, SF3, Tables H69 and H70.

Cost-burden among renter-occupied households was, not surprisingly, slightly more prevalent than with owner-occupied units. Of total renter-occupied households in 2000, 36.7 percent were either cost burdened or severely cost burdened in 1999, compared to 31.4 percent of all owner-occupied households. Both statistics are cause for some concern.

### Housing Value Appreciation

New residential growth to the south of the Clarkston City Limits, as reported in the LCI study (2004), has been significant, as has the increase in household affluence and disposable income. Over the past three years, single-family housing prices have increased 32 percent (a current average sale price of \$245,000) in Decatur and 39 percent (a current average sale price of \$309,000) in Avondale Estates. As even Decatur's lower-priced communities and almost all of Avondale Estates become priced out of the reach of start-up households, Clarkston becomes more attractive as a close-in but affordable option for the new wave of urban-oriented first-time purchasers. Strong appreciation in housing prices (71 percent increase in new home sale prices since 2001, up to an average of \$169,000) is apparent in the area south of Rockbridge Road to Redan Road – possibly another indication of a wave of first-time purchasers seeking affordable housing options.

### SUMMARY ASSESSMENT

To summarize the foregoing analysis, Clarkston's housing stock is dominated by multi-family dwelling units, many of which are in just a few, large apartment complexes. The citizenry in Clarkston is predominantly composed of renter-occupied households. The housing stock in Clarkston as of 2000 is older, and of somewhat lower value, than comparison jurisdictions. While Clarkston has a higher percentage of units that might be deemed "affordable," households in the city experience, nonetheless, significant housing cost burdens.

Statistics presented in this chapter indicate that there is little building of detached, single-family homes in Clarkston, and little opportunity for additional subdivisions since the city is basically built out. The present opportunities for

homeownership (whether detached or attached) is not very significant, and the outlook for increasing homeownership opportunities is similarly not very promising.

### HOUSING UNIT PROJECTIONS

As noted in the population element, projections of Clarkston's households are based on the assumption that average household size will remain steady at approximately three persons per unit, which was generally true as of the 2000 Census, and a negligible group quarters population. The housing unit projections assume a 95 percent occupancy rate will hold steady and that housing construction will match the need for households. The household projections provided in Table 2.17 are generally a midpoint between existing conditions (with little growth projected) and the net impact of implementing the LCI study (which calls for more substantial housing unit growth). Full implementation of the LCI study would result in approximately 1,700 new housing units; the projections in Table 2.17 show a more modest increase of less than 800 new units.

**Table 2.17**  
**Housing Unit Projections, 2000-2030**  
**City of Clarkston**

Projection	2000	2005	2010	2015	2020	2025	2030
Households	2,469	2,367	2,500	2,933	3,067	3,167	3,233
Housing Units	2,622	2,622	2,631	3,100	3,230	3,350	3,400

Source: Household and housing unit projections based on projections made in the City of Clarkston LCI Study, 2004. Year 2000 housing units from Census 200, SF 1, Table H1.

### ISSUES AND OPPORTUNITIES

This section identifies and discusses a range of housing issues important in Clarkston's Comprehensive Planning process. Earlier parts of this chapter focus on factual data, the identification of trends, and conclusions. Later sections of this chapter identify alternatives for meeting affordable housing needs and address the policy questions that will be further considered by community stakeholders and leaders in the development of a Community Agenda.

#### Threats to Existing Single-Family Neighborhoods

The LCI study (2004) raised concern for what analysts considered to be a growing threat: encroachment into Clarkston's single-family, detached neighborhoods. The LCI Study notes that projected increases in land values and housing prices will produce tremendous pressure to redevelop significant portions of established single-family neighborhoods as multi-family complexes. In an appreciating market with rising land values, developers may find it easier and more profitable to pursue an assemblage strategy: purchasing several lower-priced single-family homes and lots to redevelop as higher-density multi-family properties. Even as homeowner-occupied units, these multi-family developments could threaten the character of the overall neighborhood, as well as adjacent communities. The LCI study recommends a set of density-based zoning controls and incentives that will prevent an inappropriate escalation of housing densities in such established single-family communities.

#### Potential Obsolescence of Older Apartment Communities

The LCI study (2004) noted that the existence of multi-family properties in Clarkston is not, in and of itself, a glaring weakness. As markets strengthen and property values rise, property owners – especially new owners seeking property within rising markets – usually will respond with upgrades of existing facilities. In Clarkston, at least two older multi-family complexes that were formerly rental apartments either have undergone or are presently undergoing transitions to ownership (condominium) properties (LCI study, 2004).

Another response to rising markets is the purchase of older multi-family complexes, which usually have much higher densities than newer condo or apartment complexes, for replacement with lower-density, higher-priced multi-



family properties – usually condominiums – or, at the least, a replacement of housing units with amenities (clubhouse, swimming pool, tennis courts, added landscaping) required by a rising market's pool of consumers/purchasers. Thus, the current high density in Clarkston may be a lesser long-term weakness than the actual age of most multi-family properties in the city. That age – generally 25-40 years – may make either conversion to ownership or upgrade through extensive renovation (and reduction of density) difficult, as the basic systems, size and layout of the facilities simply may be obsolete (LCI study, 2004).

### **Affordable Housing**

Clarkston offers a good mix of housing types and wide range of affordability, including both new housing product and older single-family product suitable for upgrade. The appeal of the single-family residential neighborhoods in the southern half of Clarkston is apparent in the appreciating value found in those communities. The high-density northside of Clarkston provides a variety of housing types and prices, including affordable condominium units, affordable and lower-income rental units, and higher-end rent units within a gated community. Even the Wyncrest Apartments, which some considered a short time ago to be among the worst residential units in the city, have undergone an extensive renovation that will provide affordable transitional and work force housing for the indefinite future (LCI study 2004).

### **Gauging Future Market Potential**

New residential growth that in recent years has transformed Decatur and Avondale Estates, as well as neighborhoods to the south of Clarkston, but has not yet reached Clarkston. The demand for intown and close-in living, that began in Midtown and Virginia Highlands, has spread east and west, generating demand and the ensuing price escalation in communities such as Avondale Estates and Decatur. In addition to pressure from intown householders seeking more affordable housing, commuters from outside the perimeter began to seek alternatives to shorten their commute. Avondale Estates and similarly located areas became a viable alternative residential location (LCI study, 2004).

The lack of inventory, limited new development, and modest housing turnover has limited Clarkston's participation in this surge in housing demand. Trends in housing development and sales in nearby communities suggest a demand for both single-family detached and attached housing (condominiums or townhomes). However, in Clarkston, single-family detached homes are a small portion of total housing stock.

### **Jobs-Housing Balance**

Estimates of employment within the City of Clarkston range from 3,540 in 2000 to 3,757 in 2005 (see Table 3.37 of the Economic Development Element). With 2,560 housing units in 2000, Clarkston had a jobs-housing unit ratio of 1.38 to 1. According to the literature, that ratio is close to the range that is considered balanced in terms of jobs and homes (Weitz 2003). It is difficult to assess the "qualitative" balance of the housing and jobs in the city, i.e., whether the jobs are of the types suitable to the persons that live in Clarkston. However, based on the quantitative measure alone, it appears that there is a reasonably good balance of jobs and housing in the city as of 2000.

### **Impact of Local Land Use Regulations on Housing**

It is important to recognize that housing costs can be influenced by local land use regulations, building rules, and other local policies.

- **Housing and Building Codes.** One of the primary objectives of a housing code is to ensure minimum standards for habitable dwellings and to prevent the deterioration of housing quality. A housing code requires certain facilities (sanitary, water supply, heating, cooking, etc.) to be in every dwelling unit. Such codes also usually establish minimum dwelling space requirements (e.g., 150 square feet for the first occupant and 100 square feet for each additional occupant) and provisions for the upkeep of home exteriors (walls, doors, windows, etc.). Under such a code, the housing official can designate dwellings as dangerous or unfit for human occupancy, and, if necessary, condemn dangerous or unfit dwellings.

Building codes specify minimum standards for construction materials and construction practices when building dwellings, which can also affect cost.

- **Zoning Ordinance.** The location of residential development is governed by use restrictions established by zoning districts. The definition of “family” in the zoning ordinance usually addresses the maximum number of unrelated persons living together in a single-family unit. The permitted uses sections of the zoning ordinance either allow or do not allow certain types of housing units. The minimum size of individual housing units is sometimes specified by minimum floor area requirements in the zoning code. Minimum lot sizes and maximum densities establish how many housing units can be built on a given piece of property. Density restrictions influence both the supply of housing as well as the cost per unit of land (White 1992).<sup>2</sup> Minimum lot widths require certain amounts of street frontage for detached dwellings on individual lots.
- **Subdivision Regulations.** Subdivision ordinances establish standards for streets, drainage, utilities, and other improvements within subdivisions. The layout of blocks and lots is also guided by standards in the subdivision ordinance. Subdivision standards affect the cost of land for development and, therefore, indirectly affect the total costs of housing built on individual lots subject to that ordinance. Approximately 25 percent of housing costs are attributable to land costs in most real estate markets (White 1992).
- **Development Impact Fees.** The City does not charge development impact fees, but impact fees can create unintended disincentives for the production of affordable housing (White 1992). For that reason primarily, Georgia’s development impact fee law was written to allow local governments to exempt affordable housing from impact fees, provided that the money that would be collected as an impact fee be made up through some other funding source. Such exemptions must be tied to the City’s goals and objectives for producing low- and moderate-income housing.

### Manufactured Housing

Exclusion of manufactured homes has been questioned before in Georgia but is considered acceptable. In a case decided March 10, 2003, by the Georgia Supreme Court (*King v City of Bainbridge*), the City prevailed against a challenge that its zoning regulations were unconstitutional. The *King* decision overruled the longstanding legal precedent established in *Cannon v Coweta County* (a 1990 Georgia Supreme Court decision) that posed more restrictive legal boundaries for local zoning ordinances. The City can and does prevent or apparently restricts the placement of manufactured homes in the City.

The Federal Manufactured Home Construction and Safety Standards went into effect June 15, 1976 (24 CFR 3280, Revised as of April 1, 2001). Manufactured homes have become safer and more durable since the enactment of the HUD Code in 1976, and their appearance has improved significantly (American Planning Association 2001). The HUD code preempts state and local building code approval by state and local governments, but it does not preempt local governments from adopting and enforcement placement and set-up restrictions (Weitz 2004).<sup>3</sup>

Given the lack of land available for development, manufactured housing does not appear to be a viable alternative for Clarkston to consider in terms of providing for additional affordable housing.

### Modular or Industrialized Housing

Manufactured homes differ from modular or industrialized housing. Manufactured homes, and modular and industrial homes, are all factory-built housing, but modular and industrialized housing are certified as meeting the

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<sup>2</sup> White, S. Mark. 1992. *Affordable Housing: Proactive & Reactive Strategies*. Planning Advisory Service Report No. 441. Chicago: American Planning Association.

<sup>3</sup> Weitz, Jerry. 2004. “Manufactured Housing: Trends and Issues in the ‘Wheel Estate’ Industry.” *Practicing Planner*, Vol. 2, No. 4.

state or local building code. For purposes of building code approval, modular housing is equivalent to stick-built housing, and some builders use factory-built modular units in constructing conventional homes (Weitz 2004).

### **Housing Accessible to Persons with Disabilities**

Many Americans are living in homes that are not designed for people with disabilities. The increasing numbers of people with disabilities brought on by the increase in the number of seniors will likely worsen this situation. New homes continue to be built with basic barriers to use by the disabled, and this is unfortunate given how easy it is to build basic access in the great majority of new homes. One solution to the quandaries described above is a form of accessible housing design known as “visitability.” Visitability calls for all new homes (both single-family and multi-family) to be designed and built with basic level access. As the name suggests, a primary purpose of this design is to allow people with disabilities to independently access the homes of their non-disabled peers. The design also allows the non-disabled to continue residing in their homes should they develop a disability (Casselman 2004).<sup>4</sup>

### **Accessory Apartments**

An accessory apartment is a second dwelling unit that is added to the structure of an existing site-built single family dwelling, or as a new freestanding accessory building (e.g., residential space above a detached garage), for use as a complete, independent living facility for a single household, with provision within the attached accessory apartment for cooking, eating, sanitation and sleeping. Such a dwelling, whether attached or detached, is considered an accessory use to the principal dwelling.



Accessory apartments are increasingly used in other areas for housing elderly persons who wish to remain close to their families. Seniors are often reluctant to move out of their own unit because the environment is familiar and they are emotionally attached to their homes (Howe, Chapman and Baggett 1994). For detached single-family units owned by single seniors, converting the unit to a principal dwelling with an accessory apartment would allow seniors to stay in their unit while another household occupies previously unused portions of the home. As the homeowner, the senior has the option of living in either the apartment or primary dwelling. The added income and security of having another person close by can be a deciding factor in enabling a homeowner to age in place. Accessory apartments for the elderly also would permit seniors to have some independence while maintaining close proximity to one or more family members (Howe, Chapman and Baggett 1994).<sup>5</sup> Zoning ordinances can provide for the establishment of attached accessory units in existing single-family subdivisions as another method of meeting needs for affordable housing. This housing allowance, however, appears to have limited applicability in Clarkston, due to the small number of detached, single-family homes in the City.

### **Mixed-Income Housing**

Most housing developments are currently built with a single type of “product” for a specific target market. This separates people not only by income and race, but also by age. Mixed-income housing refers to the provision of housing within the same development or immediate neighborhood for households with a broad range of incomes. Mixed-income housing refers to a host of housing strategies that provide a broader range of housing types and price ranges.

There are challenges to implementing mixed-income housing. Because there are few existing mixed-income housing developments, there is little market experience. Developers may thus face financial risks and lending challenges. Zoning ordinances can present certain barriers to the densities and innovative site arrangements needed to achieve mixed-income housing and, therefore, may need to be changed in order to implement this tool. This

<sup>4</sup> Casselman, Joel. 2004. Visitability: A New Direction for Changing Demographics. *Practicing Planner*, Vol. 2, No. 4.

<sup>5</sup> Howe, Deborah A., Nancy J. Chapman, and Sharon A. Baggett. 1994. *Planning for an Aging Society*. Planning Advisory Service Report No. 451. Chicago: American Planning Association.

technique might be explored in greater detail during preparation of the community agenda, since its objectives are consistent with the Livable Centers Initiative (LCI) program and regional development plan policies.

## **HOUSING PROGRAMS**

### **DeKalb County Housing Authority**

The DeKalb County Housing Authority (DCHA) operates housing programs including Public Housing and the Housing Choice Voucher Program (formerly Section 8). A major purpose of the authority is to assist low-income people with finding affordable housing and provide programs to assist with payments (DeKalb County Housing Authority).

### **HOME Funds**

The HOME Program is directed toward preserving and expanding the availability of affordable rental stock to moderate and low-income persons. The DeKalb County HOME funds are offered as a loan amortized for 20 - 30 years, depending on the amount of the loan. The loans are offered to property owners for the rehabilitation of substandard multi-family rental properties or to provide affordable housing to low and moderate-income households in DeKalb County. The HOME Program has funded seven projects in DeKalb County, which represent a total of 965 units and \$6,599,826 in HOME funds (DeKalb County Housing Authority).

### **Community Development Block Grants**

Community Development activities include many different programs that provide assistance to a wide variety of grantees. The Community Development Block Grant (CDBG) started in 1974 and is one of the oldest programs in the U.S. Department of Housing and Urban Development (HUD). The CDBG program provides annual grants on a formula basis to many different types of grantees. The goal of the CDBG program is to develop viable urban communities by providing decent housing and a suitable living environment as well as expanding economic opportunities, mainly for low- and moderate-income persons (HUD website; Community Development).

### **Housing Trust Funds**

Housing trust funds, usually operated by non-profit organizations, usually provide funding from a dedicated and on-going government source. Housing trust funds are used to fund and support non-profit and for-profit developers, and/or public agencies and other entities that produce or operate affordable housing. Housing trust funds have become important sources of funding for affordable housing in the U.S., due mainly to the flexibility and innovative nature of the programs.

### **Family Self-Sufficiency (FSS)**

The Family Self-Sufficiency (FSS) program, operated by the DeKalb County Housing Authority, is geared toward helping residents gain financial independence. Throughout their five year participation, participants are exposed to a number of informational workshops and seminars, including job fairs, home-buying and money management seminars.

### **Family Unification Program (FUP)**

The Family Unification Program (FUP) is operated by the DeKalb County Housing Authority. It provides rental assistance to families. It emphasizes assistance to households for out-of-home placement (foster care) and seeks to help return children from State custody to the family.

### **Habitat for Humanity - DeKalb**

In 1997, Habitat for Humanity- DeKalb awarded \$80,000, which assisted eight homebuyers at \$10,000 per family. In 2001, an additional \$105,000 was committed. Funding was made available to seven home purchasers for use as mortgage assistance with a 15-year term at no interest, in the amount of \$15,000 per qualified homebuyer.

### **Housing Assistance Program (HAP)**

The DeKalb County Housing Authority administers a Housing Assistance Program (HAP) contract via an agreement with the U.S. Department of Housing and Urban Development (HUD) on Park Trace Apartments (169 units). Park Trace is an elderly assisted living high-rise located in downtown Decatur. The Housing Authority is also a subcontracted to perform management and occupancy reviews on behalf of Georgia HAP Administrators for 2,907 units.

### **Taxable/Tax-Free Bonds**

The Housing Authority, pursuant to State and Federal law, can issue tax-exempt and taxable bonds to finance both single-family and multi-family housing. This program can provide financing that will allow a part of the development to be affordable to individuals or families at income levels below DeKalb County's median.

The multi-family program encourages major rehabilitation of existing apartment complexes in order to preserve already existing housing and to help revitalize communities. Developments using these bonds must meet specified requirements, including the provision of services to residents and their children.

### **Veterans Administration Special Housing (VASH)**

VASH combines Housing Choice Rental Assistance with comprehensive case management and clinical services provided by the Veteran's Administration (VA) for homeless veterans with severe psychiatric or substance abuse disorders. The selected veterans receive treatment and are medically stabilized prior to the issuance of the rental assistance.

## CHAPTER 3 ECONOMIC DEVELOPMENT

### INTRODUCTION

This chapter includes an examination of Clarkston's economic base, labor force, and general economic trends. Considerable attention is given to the economic base and labor force characteristics of the City of Clarkston, but also DeKalb County and the State as a whole. The intent of this chapter is to integrate economic development into the community's Comprehensive Planning process. Upon identification of economic needs, the land necessary to support economic development can be determined, and the community facilities and services needed to support economic development can be provided.

Based on the information gathered in the inventory, an assessment is made to determine which economic sectors are growing and declining locally and which sectors should be encouraged to develop in order to complement or diversify the existing economic base of the City. The assessment includes a determination of whether jobs available in the City are appropriate for the residents in terms of skill and education levels required, commuting patterns, and wages paid, and, if not, what options are available to improve the existing economic situation (i.e., programs of business development, attraction and diversification, or job training). In addition, this analysis determines what existing local economic development programs and tools or community attributes are available and needed to foster economic development.

The results of the assessment lead to the development of needs and goals and an associated implementation strategy (in the Community Agenda) that set forth a plan for economic development in terms of how much growth is desired, what can be done to support retention and expansion of existing businesses, what types of new businesses and industries will be encouraged to locate in the community, what incentives will be offered to encourage economic development, whether educational and/or job training programs will be initiated or expanded, and what infrastructure improvements will be made to support economic development goals during the planning period. Needs, goals, and implementation strategies are presented in the Community Agenda.

### LABOR FORCE

#### Labor Force Participation in 1990

In 1990 the City of Clarkston had a total labor force of 3,595 persons, with 85.1 percent of the population ages 16 years and older in the labor force. Male participation (90.2 percent) in the labor force was higher than that of females (80.8 percent). Table 3.1 presents information on labor force participation by sex in 1990.

**Table 3.1  
 Labor Force Participation by Sex, 1990  
 Persons 16 Years and Over  
 City of Clarkston**

Labor Force Status	Male	Percent of Males 16+ Years	Female	Percent of Females 16+ Years	Total (Male + Female)	Percent of Total Persons 16+ Years
In Labor Force	1,737	90.2%	1,858	80.8%	3,595	85.1%
Not in Labor Force	188	9.8%	442	19.2%	630	14.9%
Total Population (16+ Years)	1,925	100%	2,300	100%	4,225	100%

Source: U.S. Census Bureau. 1990 Census. Summary Tape File 3; Table P070.

**Comparison of Labor Force Participation in 1990**

Table 3.2 shows unemployment and labor force participation rates of Clarkston in comparison with nearby cities in 1990. Clarkston had a labor force participation rate that was higher than all of the comparison cities. Clarkston's labor force participation rate of 85.1 percent was 4.5 percent higher than the second highest labor force participation rate, 80.6 percent in Panthersville. The lowest rate amongst the comparison cities was Hapeville, which is located near Hartsfield-Jackson International Airport.

**Table 3.2**  
**Comparison of Labor Force Participation, 1990**  
**Clarkston and Nearby Cities**

Municipality	Percent Labor Force Participation, 1990	Municipality	Percent Labor Force Participation, 1990
Atlanta	62.7%	Hapeville	58.6%
Chamblee	77.0%	Panthersville	80.6%
Decatur	65.8%	Stone Mountain	73.1%
Lilburn	63.5%	Tucker	71.0%
Lithonia	78.4%	<b>Clarkston</b>	<b>85.1%</b>

Source: U.S. Census Bureau. 1990 Census. Summary Tape File 3, Table P070.

When comparing Clarkston to the surrounding municipalities, it is apparent that the City had a very high portion of its population participating in the labor force in 1990. When comparing the City to the State and Nation, Clarkston's labor force participation rate was significantly higher than both the State (67.9 percent) and the Nation (65.3 percent).

Table 3.3 compares the labor force participation by sex for Clarkston, the State of Georgia and the U.S in 1990. Labor force participation in Clarkston was higher than the State and Nation for males, females and overall in 1990.

**Table 3.3**  
**Comparison of Labor Force Participation by Sex, 1990**  
**Persons 16 Years and Over**  
**City, State, and Nation**

Jurisdiction and Sex	In Labor Force	Percent	Not In Labor Force	Percent
City of Clarkston - Males	1,737	90.2%	188	9.8%
City of Clarkston - Females	1,858	80.8%	442	19.2%
City of Clarkston - Total	3,595	85.1%	630	14.9%
State of Georgia - Males	1,804,052	76.6%	549,607	23.4%
State of Georgia - Females	1,547,461	59.9%	1,037,261	40.1%
State of Georgia - Total	3,351,513	67.9%	1,586,868	32.1%
United States - Males	68,509,429	74.4%	23,516,484	25.6%
United States - Females	56,672,949	56.8%	43,130,409	43.2%
United States - Total	125,182,378	65.3%	66,646,893	34.7%

Source: U.S. Census Bureau. 1990 Census. Summary Tape File 3, Table P070.

Table 3.3 examines three jurisdictions: Clarkston, Georgia, and the United States. Men had a higher labor force participation rate than women across all jurisdictions. Both males and females in Clarkston had significantly higher labor force participation rates than in the State and Nation.

### Employment Status in 1990

Table 3.4 provides data on employment status by sex in 1990. Unemployment for females (5.4 percent) was higher than for males (4.3 percent). Unemployment was not a significant problem or issue in 1990, with a total unemployment rate of 4.8 percent, which was lower than both the State (5.7 percent) and Nation (6.3 percent) in 1990.

**Table 3.4**  
**Employment Status of the Labor Force by Sex, 1990**  
**Persons 16 Years and Over**  
**City of Clarkston**

Labor Force Status	Male	Percent of Male Labor Force	Female	Percent of Female Labor Force	Total (Male + Female)	Percent of Total Labor Force
Employed (all civilian)	1,653	95.2%	1,758	94.6%	3,411	94.9%
Unemployed	74	4.3%	100	5.4%	174	4.8%
Armed Forces	10	0.6%	0	0.0%	10	0.3%
Total Labor Force	1,737	100%	1,858	100%	3,595	100%

Source: U.S. Census Bureau. 1990 Census. Summary Tape File 3, Table P070.

### Comparison of Employment Status in 1990

Table 3.5 compares Clarkston's unemployment rate in 1990 with that of nearby cities. Clarkston's unemployment rate of 4.8 percent in 1990 fell in the middle range of the comparison cities. Chamblee has the highest unemployment rate of the comparison cities with 9.5 percent unemployed while Tucker had the lowest unemployment rate, with just 2.6 percent unemployed in 1990. Atlanta had a significantly greater unemployment rate, at 9.1 percent, than did Clarkston.

**Table 3.5**  
**Comparison of Unemployment Rates, 1990**  
**Clarkston and Nearby Cities**

Municipality	Percent Unemployment, 1990	Municipality	Percent Unemployment, 1990
Atlanta	9.1%	Hapeville	4.0%
Chamblee	9.5%	Panthersville	6.1%
Decatur	3.8%	Stone Mountain	3.3%
Lilburn	5.4%	Tucker	2.6%
Lithonia	2.7%	<b>Clarkston</b>	<b>4.8</b>

Source: U.S. Census Bureau. 1990 Census. Summary Tape File 3, Table P070.



**Table 3.6**  
**Comparison of Employment Status by Sex, 1990**  
**Persons 16 Years and Over in the Civilian Labor Force**  
**City, State, and Nation**

<b>Jurisdiction and Sex</b>	<b>In Civilian Labor Force, Employed</b>	<b>Percent</b>	<b>In Civilian Labor Force, Unemployed</b>	<b>Percent</b>
City of Clarkston - Males	1,653	95.7%	74	4.3%
City of Clarkston - Females	1,758	94.6%	100	5.4%
City of Clarkston - Total	3,411	95.1%	174	4.9%
State of Georgia - Males	1,648,895	94.8%	89,593	5.2%
State of Georgia - Females	1,441,381	93.6%	98,509	6.4%
State of Georgia - Total	3,351,513	94.3%	188,102	5.7%
United States - Males	62,704,579	93.6%	4,281,622	6.4%
United States - Females	52,976,623	93.8%	3,510,626	6.2%
United States - Total	115,681,202	93.7%	7,792,248	6.3%

Source: U.S. Census Bureau. 1990 Census; Summary Tape File 3; Table P070.

Table 3.6 provides comparisons between Clarkston, the State, and the Nation for males, females, and the total labor force. In 1990, both males and females in Clarkston had higher employment levels than the State and Nation.

**Trends During the Last Decade**

Table 3.7 provides annual average data for the labor force, employment, and unemployment in DeKalb County from 1995 to 2004. Data were unavailable for Clarkston for these years (except 2000 which is discussed later in this report). The labor force in DeKalb County has grown each year during the last ten years except in 2002 and 2003. The data in Table 3.7 show that Clarkston's labor force has been able to find employment. Table 3.7 shows that unemployment, although higher than in Clarkston, has not been a major issue in DeKalb County. The unemployment rate in DeKalb County dropped from 1995 to 2000. Unemployment increased in terms of both absolute numbers and percentage-wise in 2001 and 2002, corresponding to a national recession, then began to decrease in 2003. The number of persons unemployed and the unemployment rate were both similar in 2004 and 2003.

**Table 3.7**  
**Labor Force, Employment and Unemployment, 1995 to 2004**  
**DeKalb County**

<b>Year</b>	<b>Labor Force</b>	<b>Employment</b>	<b>Unemployment</b>	<b>Unemployment Rate</b>
1995	341,638	325,316	16,322	4.8
1996	347,582	332,247	15,335	4.4
1997	351,499	336,001	15,498	4.4
1998	357,737	343,099	14,638	4.1
1999	359,951	346,525	13,426	3.7
2000	381,898	369,246	12,652	3.3
2001	388,549	372,418	16,131	4.2
2002	386,297	363,443	22,854	5.9
2003	386,011	364,340	21,671	5.6
2004	391,393	369,608	21,785	5.6

Source: U.S. Bureau of Labor Statistics, [www.data.bls.gov](http://www.data.bls.gov). Accessed 07/02/05.

### Labor Force Participation in 2000

Table 3.8 presents the labor force participation by sex in the City of Clarkston in 2000. Comparing this to 1990 data (Table 3.1), one can see there have been certain changes in labor force participation by sex. The labor force participation rate of both men and women dropped between 1990 and 2000, especially significantly among men. The percent of women in the labor force dropped from 80.8 percent in 1990 to 76 percent in 2000. Among men the drop was very significant, going from 90.2 percent in 1990 to 74.9 percent in 2000. The drop among men equaled 15.3 percent in just one decade. Overall, labor force participation has dropped from 85.1 percent in 1990 to 75.4 percent in 2000.

**Table 3.8**  
**Labor Force Participation by Sex, 2000**  
**Persons 16 Years and Over**  
**City of Clarkston**

Labor Force Status	Male	Percent of Males 16+ Years	Female	Percent of Females 16+ Years	Total (Male + Female)	Percent of Total Persons 16+ Years
In Labor Force	1,923	74.9%	1,852	76.0%	3,775	75.4%
Not in Labor Force	645	25.1%	584	24.0%	1,229	24.6%
Total Population (16+ Years)	2,568	100%	2,436	100%	5,004	100%

Source: U.S. Census Bureau. 2000 Census. Summary File 3, Table P43.

A majority (76.0 percent) of the City's residents ages 16 years and over were in the labor force in 2000; 74.9 percent of males ages 16 and over and 76.0 percent of females ages 16 and over were in the labor force in 2000. Males accounted for 51 percent of the labor force in 2000.

### Comparison of Labor Force Participation in 2000

As of 2000, the labor force participation for Clarkston's population (75.4 percent) was higher than that of the State (66.1 percent) and the Nation (63.9 percent). Clarkston had a higher male labor force participation rate (74.9 percent) than the State (73.1 percent) and the Nation (70.7 percent). Females also had a higher labor force participation rate in Clarkston (76.0 percent) than the State (59.4 percent) and the Nation (57.5 percent). See Table 3.9, which compares labor force by sex for Clarkston, Georgia and the U.S. in 2000.

**Table 3.9**  
**Comparison of Labor Force Participation by Sex, 2000**  
**Persons 16 Years and Over**  
**City, State, and Nation**

Jurisdiction and Sex	In Labor Force	Percent	Not In Labor Force	Percent
City of Clarkston- Males	1,923	74.9%	645	25.1%
City of Clarkston- Females	1,852	76.0%	584	24.0%
City of Clarkston - Total	3,775	75.4%	1,229	24.6%
State of Georgia - Males	2,217,015	73.1%	815,427	26.9%
State of Georgia - Females	1,912,651	59.4%	1,305,594	40.6%

State of Georgia - Total	4,129,666	66.1%	2,121,021	33.9%
United States - Males	74,273,203	70.7%	30,709,079	29.3%
United States - Females	64,547,732	57.5%	47,638,063	42.5%
United States - Total	138,820,935	63.9%	78,347,142	36.1%

Source: U.S. Census Bureau. 2000 Census; Summary File 3; Table P43.

### Employment Status in 2000

For the year 2000, of the 3,775 persons in the labor force, 3,540 were employed (civilian), 225 were unemployed and 10 were in the armed forces. This represents an unemployment rate of 6.0 percent, higher than that of the State's rate of 5.5 percent and the Nation's rate of 5.8 percent. There were 83 unemployed men in 2000, leading to an unemployment rate of 4.3 percent. There were 142 unemployed women in 2000, leading to an unemployment rate of 7.7 percent.

**Table 3.10**  
**Employment Status of the Labor Force by Sex, 2000**  
**Persons 16 Years and Over**  
**City of Clarkston**

Labor Force Status	Male	Percent of Male Labor Force	Female	Percent of Female Labor Force	Total (Male + Female)	Percent of Total Labor Force
Employed (all Civilian)	1,830	95.2%	1,710	92.3%	3,540	93.8%
Unemployed	83	4.3%	142	7.7%	225	6.0%
Armed Forces	10	0.5%	0	0.0%	10	0.3%
Total Labor Force	1,923	100%	1,852	100%	3,775	100%

Source: U.S. Census Bureau. 2000 Census. Summary File 3, Table P43.

### Comparison of Employment Status in 2000

Table 3.11 compares employment and unemployment rates in Clarkston with those of the State of Georgia and the Nation in 2000. The overall unemployment rate in Clarkston in 2000 (6.0 percent) was higher than that of the State (5.5 percent) and the Nation (5.8 percent). The unemployment rate among males, 4.7 percent, was below the nationwide male unemployment rate (5.7 percent) and the statewide male unemployment rate (5.0 percent). The unemployment rate for females was 7.7 percent, higher than that of the State (6.1 percent) and Nation (5.8 percent).

**Table 3.11**  
**Comparison of Employment Status by Sex, 2000**  
**Persons 16 Years and Over in the Civilian Labor Force**  
**City, State, and Nation**

Jurisdiction and Sex	In Civilian Labor Force, Employed	Percent	In Civilian Labor Force, Unemployed	Percent
City of Clarkston - Males	1,830	95.7%	83	4.3%
City of Clarkston - Females	1,710	92.3%	142	7.7%
City of Clarkston - Total	3,540	94.0%	225	6.0%
State of Georgia - Males	2,051,523	95.0%	107,652	5.0%
State of Georgia - Females	1,788,233	93.9%	115,400	6.1%
State of Georgia - Total	3,839,756	94.5%	223,052	5.5%
United States - Males	69,091,443	94.3%	4,193,862	5.7%
United States - Females	60,630,069	94.2%	3,753,424	5.8%
United States - Total	129,721,512	94.2%	7,947,286	5.8%

Source: U.S. Census Bureau. 2000 Census. Summary File 3, Table P43.

Table 3.12 provides unemployment rates for the 10-County Atlanta Regional Commission region, Georgia and the U.S. In recent years, unemployment in DeKalb County has been higher than many of the counties in the ARC region as well as the State.

**Table 3.12**  
**Comparison of Unemployment Rates, 1995-2004**  
**DeKalb County and the 10-County ARC Region**

Jurisdiction	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
Cherokee Co.	3.4	2.6	2.3	2.2	1.9	2.6	2.4	3.8	4.0	3.6
Clayton Co.	5.0	4.5	4.1	3.7	3.3	3.4	3.9	5.9	6.1	6.0
Cobb Co.	3.6	3.0	2.9	2.6	2.4	2.8	3.0	4.4	4.2	4.1
Douglas Co.	3.5	3.2	3.1	3.0	2.7	3.0	3.0	4.6	4.8	5.0
Fayette Co.	2.5	2.3	2.3	2.2	1.7	2.7	2.1	2.9	3.1	2.9
Fulton Co.	5.3	4.9	4.6	4.0	3.7	3.5	4.3	6.1	5.8	5.5
Gwinnett Co.	3.1	2.8	2.5	2.5	2.2	2.1	2.9	4.3	4.1	3.8
Henry Co.	3.3	2.8	2.5	2.3	1.9	2.7	2.4	3.8	4.3	4.4
Rockdale Co.	3.3	3.1	3.1	2.9	2.4	3.1	2.9	4.4	4.6	4.6
<b>DeKalb County</b>	<b>4.8</b>	<b>4.4</b>	<b>4.4</b>	<b>4.1</b>	<b>3.7</b>	<b>3.3</b>	<b>4.2</b>	<b>5.9</b>	<b>5.6</b>	<b>5.6</b>
State of Georgia	4.8	4.6	4.5	4.2	3.8	3.5	4.0	4.8	4.7	4.6
United States	5.6	5.4	4.9	4.5	4.2	4.0	4.7	5.8	6.0	5.5

Source: U.S. Department of Labor, Bureau of Labor Statistics, [www.data.bls.gov](http://www.data.bls.gov). Accessed 07/02/05.

Unemployment rates in DeKalb County were highest in 2002, corresponding to the nationwide recession underway during that period. The unemployment rates in 2003 and 2004 were down slightly in DeKalb County from 2002, but still at high levels when compared to years prior to 2002. A similar pattern is found across most counties in the ARC region, as well as at the state and national levels. With the economic recovery expected to continue, it is likely the unemployment rate will continue to edge downward, at least in the short term. In 2004, unemployment in DeKalb County was higher than the State and National levels, and second highest of the ARC counties, below Clayton County which had a 6.0 percent unemployment rate.

### EMPLOYMENT BY OCCUPATION

Table 3.13 presents the employment by occupation of the civilian labor force ages 16 years and over in Clarkston in 1990. Georgia and the U.S. are also presented to offer a comparison to the occupation of workers residing in Clarkston. The table presents jobs of Clarkston residents, *not* just the jobs located within the city limits of Clarkston. Jobs of Clarkston residents, both those working inside the city and outside, are included.

**Table 3.13**  
**Employment by Occupation, 1990**  
**Employed Civilian Population 16 Years and Over**  
**City of Clarkston**

Occupation	City of Clarkston	%	GA %	U.S. %
Managerial and professional specialty	889	26.1	24.6	26.4
Technical, sales and administrative support	1,272	37.3	31.9	31.7
Service	363	10.6	12.0	13.2
Farming, fishing, and forestry*	22	0.6	2.2	2.5
Precision production, craft, and repair	339	10.0	11.9	11.3
Operators, fabricators, and laborers	526	15.4	17.4	14.9

Total	3,411	100	100	100
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Source: U.S. Census Bureau. 1990 Census. Summary Tape File 3, Table P078.

Clarkston’s workforce was much more heavily represented among white-collar jobs than blue-collar jobs in 1990. White-collar jobs are considered to be “managerial and professional specialty,” “technical, sales and administrative support,” and “service” occupations. Under this definition, 74 percent of Clarkston’s residents had white-collar jobs in 1990. This represented a higher percentage of white-collar jobs than found at the State and National levels. Technical, sales and administrative support was the most heavily represented occupation in 1990, with 37.3 of the workforce in this occupation sector.

One of the implications of this finding relates to the education and training needs of Clarkston’s workforce. The overall difference in employment by occupation when compared to the State shows the needs in Clarkston are similar to State, but there are differences that need to be considered.

Table 3.14 presents similar data as Table 3.13 but does so by sex and for the year 2000. The percentages of blue-collar and white-collar jobs in 2000, 32.2 and 67.8 percent respectively, marked a shift from conditions found in 1990. Both females and males were better represented among white-collar occupations, but the split for males was much closer to even than with women. The largest variation between the sexes is within the construction field, with 357 males employed in this occupation but only 19 females. It is important to note that direct comparisons between 1990 and 2000 cannot be made, due to the changes in industry classifications (SIC to NAICS) between the two Censuses.

**Table 3.14**  
**Employment by Occupation by Sex**  
**Employed Civilian Population 16 Years and Over**  
**City of Clarkston, 2000**

Occupation	City of Clarkston				GA	U.S.
	Male	Female	Total	%	%	%
Managerial professional, and related	359	421	780	22.0%	32.7%	33.6%
Service	329	207	536	15.1%	13.4%	14.9%
Sales and office	312	774	1,086	30.7%	26.8%	26.7%
Farming, fishing, and forestry	0	0	0	0.0%	0.6%	0.7%
Construction, extraction, and maintenance	357	19	376	10.6%	10.8%	9.5%
Production, transportation, and material moving	473	289	762	21.5%	15.7%	14.6%
Total	1,830	1,710	3,540	100%	100%	100%

Source: U.S. Census Bureau. 2000 Census. Summary File 3, Table P50.

In 2000, Clarkston mirrored the employment by occupation of the State and Nation in some regards but differed substantially in other ways. Service, sales and office, farming, fishing and forestry, and construction, extraction and maintenance are occupations that Clarkston is similar to the levels of participation at the State and National levels. Managerial, professional and related occupations are represented in Clarkston less than at the State and National levels. Approximately 22 percent of Clarkston’s residents were employed within this occupation in 2000, compared to 32.7 percent at the state level and 33.6 percent at the national level. Production, transportation and material moving was greater in percentage terms in Clarkston in 2000 than at the State and National level. Approximately 21.5 percent of the City’s workforce was employed in this occupation sector in 2000, compared to 15.7 percent of the State’s workforce and 14.6 percent of the Nation’s workforce.

### EMPLOYMENT BY INDUSTRY

Table 3.15 presents the industries within which Clarkston’s civilian labor force worked in 1990. The State and Nation are also presented to offer comparison to Clarkston. Percentages for Clarkston, the State and Nation are comparable for most industry classifications, but Clarkston differs within a few categories.

**Table 3.15**  
**Employment by Industry, 1990**  
**Employed Civilian Population 16 Years and Over**  
**City of Clarkston**

<b>Industry</b>	<b>City of Clarkston</b>	<b>%</b>	<b>GA %</b>	<b>U.S. %</b>
Agriculture, forestry, and fisheries	16	0.5%	2.4%	2.7%
Mining	0	0.0%	0.3%	0.6%
Construction	202	5.9%	6.9%	6.2%
Manufacturing	425	12.5%	18.9%	17.7%
Transportation, communications, and other public utilities	392	11.5%	8.5%	7.1%
Wholesale trade	162	4.7%	5.1%	4.4%
Retail trade	586	17.2%	16.5%	16.8%
Finance, insurance, and real estate	301	8.8%	6.5%	6.9%
Services	1,179	34.6%	29.5%	32.8%
Public administration	148	4.3%	5.4%	4.8%
<b>Total</b>	<b>3,411</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Source: U.S. Census Bureau. 1990 Census. Summary Tape File 3, Table P077.

**Table 3.16**  
**Employment by Industry by Sex**  
**Employed Civilian Population 16 Years and Over**  
**City of Clarkston, 2000**

<b>Industry</b>	<b>City of Clarkston</b>			<b>%</b>	<b>GA %</b>	<b>U.S. %</b>
	<b>Male</b>	<b>Female</b>	<b>Total</b>			
Agriculture, forestry, fishing and hunting, and mining	0	0	0	0.0%	1.4%	1.9%
Construction	256	17	273	7.7%	7.9%	6.8%
Manufacturing	271	208	479	13.5%	14.8%	14.1%
Wholesale trade	77	85	162	4.6%	3.9%	3.6%
Retail trade	234	204	438	12.4%	12.0%	11.7%
Transportation and warehousing and utilities	180	15	195	5.5%	6.0%	5.2%
Information	83	143	226	6.4%	3.5%	3.1%
Finance, insurance, real estate and rental and leasing	66	164	230	6.5%	6.5%	6.9%
Professional, scientific, management, administrative, and waste management services	116	157	273	7.7%	9.4%	9.3%
Educational, health and social services	174	364	538	15.2%	17.6%	19.9%
Arts, entertainment, recreation,	157	202	359	10.1%	7.1%	7.9%

accommodation and food services						
Other services (except public administration)	83	69	152	4.3%	4.7%	4.9%
Public administration	133	82	215	6.1%	5.0%	4.8%
Total	1,830	1,710	3,540	100%	100%	100%

Source: U.S. Census Bureau, 2000 Census. Summary File 3, Table P49.

Manufacturing accounted for 18.9 percent of employment in Georgia and 17.7 percent in the U.S., but it accounted for only 12.5 percent of employment in Clarkston in 1990. Services, on the other hand, were better represented in Clarkston. Services accounted for 29.5 percent of employment in Georgia and 32.8 percent in the U.S., but 34.6 percent in Clarkston. Transportation, communications, and other public utilities accounted for 8.5 percent of jobs statewide and 7.1 percent of jobs nationwide, but 11.5 percent in Clarkston. Most other industries in Clarkston were represented comparably to Georgia and the U.S. in 1990.

Table 3.16 presents the employment by industry by sex according to the 2000 Census. In 2000, Clarkston's employment by industry was very similar to the State and Nation. Educational, health and social services was the largest industry, in terms of employment numbers, for Clarkston residents. That sector alone accounted for 15.2 percent of all employment of the City's residents. Manufacturing had the second largest share of employment among Clarkston residents, with 13.5 percent.

The largest differences in employment by industry between Clarkston and Georgia were in the educational, health and social services sector and the arts, entertainment, recreation, accommodation and food services sector.

#### PLACE OF WORK OF CLARKSTON'S LABOR FORCE

Table 3.17 presents the locations of employment for Clarkston's labor force in 1990 and 2000. In both 1990 and 2000 the percentages of Clarkston residents working inside the city limits were low, 5.1 and 3.8 percent, respectively. In 1990 and 2000 nearly half of Clarkston's work force was employed in DeKalb County, 46.9 and 49.3 percent respectively. It is not unexpected that Clarkston was a minor source of employment for the Clarkston workforce because of the city's relatively small size, both geographically and population-wise.

Between 1990 and 2000 there was no significant shift in the place of work for Clarkston's workforce. Those workers commuting to Atlanta did drop slightly, from 24.6 percent of workers in 1990 to 22.3 percent in 2000. In 1990, 24 workers were employed outside of Georgia (0.6%), and this dropped to zero workers in 2000.

The amount of workers 16 and over in Clarkston rose slightly during the decade. There was a 2.8 percent increase, with 3,359 workers in 1990 and 3,454 workers in 2000.

**Table 3.17**  
**Employment of Labor Force**  
**By Place of Work, 1990 and 2000**  
**Workers 16 Years and Over**  
**City of Clarkston**

Place of Work	1990		2000	
	Number of Residents Working	% of Total Employed	Number of Residents Working	% of Total Employed
Worked in place of residence (Clarkston)	172	5.1%	130	3.8%
Worked in DeKalb County, not in Clarkston	1,576	46.9%	1,704	49.3%
Worked in central City of MSA (Atlanta)	826	24.6%	769	22.3%
Worked in Atlanta MSA but not in central	2,489	74.1%	2,676	77.5%

City				
Worked outside Atlanta MSA but in Georgia	20	0.6%	9	0.3%
Worked Outside Georgia	24	0.7%	0	0.0%
Total	3,359	100%	3,454	100%

Source: US Census Bureau, 1990, and 2000 Census. Summary File 3, Tables P26, P27, and P28.

Table 3.18 presents the commuting patterns, by travel time, of the Clarkston labor force in 1990 and 2000. Overall, the data show that Clarkston residents are commuting longer to work in 2000 than they did in 1990. Those commuting 60 to 89 minutes increased from 6.7 percent of the labor force in 1990 to 8.7 percent of the labor force in 2000. Those commuting 90 or more minutes increased from 0.4 percent in 1990 to 4.1 percent in 2000. The categories representing less than 5 minutes, 5 to 9 minutes, and 10 to 14 minutes all had a lower percentage of the labor force in 2000 than in 1990. The overall increase in commuting times is likely due, in part, to increased urbanization of DeKalb County where Clarkston is located. The increase in commuting times is not unique to Clarkston, as it has increased throughout Metropolitan Atlanta.

**Table 3.18**  
**Employment of Labor Force**  
**By Travel Time, 1990 and 2000**  
**Workers 16 Years and Over**  
**City of Clarkston**

Travel Time	1990		2000	
	Number of Residents	% of Total	Number of Residents	% of Total
Did not work at home:	3,349	99.7%	3,439	99.6%
Less than 5 minutes	34	1.0%	9	0.3%
5 to 9 minutes	182	5.4%	98	2.8%
10 to 14 minutes	406	12.1%	397	11.5%
15 to 19 minutes	486	14.5%	551	16.0%
20 to 24 minutes	518	15.4%	519	15.0%
25 to 29 minutes	261	7.8%	257	7.4%
30 to 34 minutes	639	19.0%	706	20.4%
35 to 39 minutes	52	1.5%	68	2.0%
40 to 44 minutes	160	4.8%	157	4.5%
45 to 59 minutes	372	11.1%	237	6.9%
60 to 89 minutes	225	6.7%	300	8.7%
90 or more minutes	14	0.4%	140	4.1%
Worked at home:	10	0.3%	15	0.4%
Total:	3,359	100%	3,454	100%

Source: U.S. Census Bureau. 1990 and 2000 Census. SF3, Table P050 and P31.

**PLACE OF WORK OF DEKALB COUNTY'S LABOR FORCE**

Table 3.19 shows the county of employment for DeKalb County residents in 2000; 149,919 of DeKalb's 341,110 workers, or 44.0 percent, were employed in DeKalb County. Fulton County represented the second largest share with 35.7 percent. Fulton County had a high portion of DeKalb County's workforce because of its close proximity and the presence of Atlanta, which is the largest employment center in the region. Gwinnett County also employed a large percentage of DeKalb County workforce, at 10.2 percent.



**Table 3.19**  
**Employment of DeKalb County Residents**  
**By County of Work, 2000**

County of Work	Number of DeKalb County Residents Working	% of Total DeKalb County Residents Working
DeKalb County, GA	149,919	44.0%
Fulton County, GA	121,921	35.7%
Gwinnett County, GA	34,717	10.2%
Cobb County, GA	13,448	3.9%
Clayton County, GA	5,644	1.7%
Rockdale Counties	2,708	0.8%
Forsyth Counties	1,629	0.5%
Henry Counties	1,174	0.3%
Other Counties	9,920	2.9%
Total Working	341,110	100%

Source: Georgia Department of Labor. 2001. DeKalb County, Georgia, Area Labor Profile.

**EMPLOYMENT IN DEKALB COUNTY BY COUNTY OF RESIDENCE**

Table 3.20 presents the location of residency for individuals employed within DeKalb County. Nearly half (47.7 percent) of workers employed in DeKalb County also resided in DeKalb County in 2000. Gwinnett County accounted for the second largest share, with 16.4 percent. Fulton County also accounted for a large share of persons employed in DeKalb County, with 13.1 percent. All other counties with residents working in DeKalb County accounted for less than 10 percent of the total.

**Table 3.20**  
**Employment in DeKalb County**  
**By County of Residence, 2000**

County of Residence	Persons Working in DeKalb County, 2000	%
DeKalb Co., GA	149,919	47.7%
Gwinnett Co., GA	51,481	16.4%
Fulton Co., GA	41,232	13.1%
Cobb Co., GA	18,098	5.8%
Clayton Co., GA	9,024	2.9%
Rockdale Co., GA	6,187	2.0%
Henry Co., GA	5,597	1.8%
Newton Co., GA	3,567	1.1%
Other Counties	29,305	9.3%
Total Working	314,410	100.0%

Source: Georgia Department of Labor. 2001. DeKalb County, Georgia, Area Labor Profile.

## ECONOMIC BASE

This section describes the economic base of DeKalb County and Clarkston. Some data from the economic censuses were unavailable for Clarkston. Trends within the economic base are noted by comparing employment and earnings across different years. Each industry represented will be examined and noted for its significance or lack of significance to DeKalb County and Clarkston.

Table 3.21 provides a general overview of the economic base of DeKalb County and Clarkston. The table presents the number of establishments and the sales/receipts of those establishments in 1997. Comparing the percentages for Clarkston to those of DeKalb County highlights that the majority of receipts for services of all three categories come from the remainder of the County, which is to be expected. Clarkston's share of the total population and land area of DeKalb County is minor.

**Table 3.21**  
**Number of Establishments and Sales/Receipts, 1997**  
**Balance of DeKalb County and DeKalb County**

Industry	Clarkston			DeKalb County	
	Number of Establishments	% of County Total (by Industry)	Sales (\$ 1,000s) Receipts for Services)	Number of Establishments	Sales Receipts for Services (1,000s)
Retail	14	0.6%	12,767	2,407	6,229,317
Wholesale	6	0.4%	W	1,518	19,215,927
Services*	29	0.8%	W	3,834	2,605,813

W = Withheld to avoid disclosing data of individual companies; data are included in higher level totals

\* Includes educational services, health care and social assistance, arts, entertainment and recreation, accommodation and food service, and other services (except public administration)

Source: US Economic Census, 1997

**Table 3.22**  
**Number of Establishments and Annual Payroll, 1997**  
**Clarkston and DeKalb County**

Industry (NAICS Code)	Clarkston				DeKalb County	
	Number of Establishments	% of County Total	Annual Payroll (\$1,000)	% of County Total	Number of Establishments	Annual Payroll (\$1,000)
Manufacturing (31-33)	---	---	---	---	697	942,810
Wholesale trade (42)	6	0.4%	W	---	1,518	964,444
Retail trade (44-45)	14	0.6%	1,474	0.2%	2,407	635,686
Real estate & rental & leasing (53)	7	0.8%	519	0.3%	867	188,094
Professional, scientific, & technical services (54)	7	0.3%	1,160	0.1%	2,188	856,422
Administrative & support & waste management & remediation services (56)	2	0.2%	W	---	936	645,569
Educational services (61)	---	---	---	---	118	23,976
Health care & social assistance	13	1.0%	2,082	0.4%	1,360	486,418

(62)						
Arts, entertainment, & recreation (71)	1	0.7%	W	---	141	19,587
Accommodations & foodservices (72)	8	0.6%	W	---	1,232	215,439
Other services (except public administration) (81)	7	0.6%	422	0.2%	1,101	175,639
<b>TOTAL</b>	<b>65</b>	<b>0.5%</b>	<b>---</b>	<b>---</b>	<b>12,565</b>	<b>5,154,084</b>

W = Withheld to avoid disclosing data of individual companies; data are included in higher level totals  
 Source: U.S. Census Bureau. 1997 Economic Census.

Table 3.22 shows the number of establishments and their annual payroll for DeKalb County and Clarkston in 1997. The economic base of Clarkston encompassed 0.5 percent of the establishments in the County. Payroll data for certain industries were withheld due to the small number of firms and the possibility of releasing data for individual companies. The health care and social assistance industry had 1.0 percent of all establishments in DeKalb County located in Clarkston, a higher share than in any of the other industry sectors.

Table 3.23 presents information on employment by industry sector in 1997. Some of the employment figures for Clarkston are represented by a range as opposed to a specific value. A range is given in the original source, because of the small number of firms in some sectors and to protect data from individual firms being released. Of the industries with specific employment numbers provided, the highest was health care and social assistance with 0.7 percent of the countywide employment in that sector.

**Table 3.23**  
**Employment by Industry, 1997**  
**Clarkston and DeKalb County**

Industry (NAICS Code)	Clarkston		DeKalb County
	Employment	% of Industry	Employment
Manufacturing (31-33)	---	---	24,358
Wholesale trade (42)	20-99	---	23,560
Retail trade (44-45)	109	0.3%	34,901
Real estate & rental & leasing (53)	27	0.4%	7,216
Professional, scientific, & technical services (54)	30	0.2%	19,674
Administrative & support & waste management & remediation services (56)	20-99	---	33,722
Educational services (61)	---	---	988
Health care & social assistance (62)	121	0.7%	16,256
Arts, entertainment, & recreation (71)	0-19	---	1,622
Accommodations & foodservices (72)	20-99	---	21,365
Other services (except public administration) (81)	24	0.3%	7,551
<b>Total Shown</b>	<b>---</b>	<b>---</b>	<b>191,213</b>

Source: U.S. Census Bureau. 1997 Economic Census.

Table 3.24 provides annual employment data for DeKalb County as a whole. Employment peaked in 2000 at 328,388 persons employed and dropped slightly in 2001 to 323,875. There was a substantial drop in employment between 2001 and 2002, with 283,358 persons employed in 2002. This correlates with the national economic recession that occurred during this time frame, and it is likely that employment will continue to recover as the economic conditions continue to improve nationwide. The information industry sector saw the most substantial drop between 2001 and 2002, falling from 25,874 employees to 13,644 employees (a 47.3 percent decrease). The majority of the industry sectors experienced decreases in employment in that same time period. Health care and social services was the largest source of employment for the entire time period, with retail trade constituting the second largest share.

**Table 3.24**  
**Employment by Industry, 1998-2002**  
**DeKalb County**  
**(Establishments with Payroll Only)**

NAICS Code	Industry	1998	1999	2000	2001	2002
11	Forestry, fishing, hunting, and agricultural support	20-99	20-99	20-99	20-99	18
21	Mining	65	20-99	20-99	20-99	138
22	Utilities	2,500-4,999	2,500-4,999	2,500-4,999	5,647	3,849
23	Construction	18,426	19,507	21,389	17,017	14,737
31-33	Manufacturing	24,642	23,495	23,625	21,929	19,496
42	Wholesale Trade	20,879	21,632	18,040	17,553	14,654
44-45	Retail Trade	34,189	35,636	35,883	34,924	33,071
48	Transportation and warehousing	14,096	16,658	18,538	16,127	17,842
51	Information	18,491	18,388	22,653	25,874	13,644
52	Finance and insurance	17,060	17,224	15,272	14,145	13,591
53	Real estate & rental & leasing	7,170	7,839	7,829	7,570	5,218
54	Professional, scientific, & technical services	21,602	21,462	21,562	20,737	18,205
55	Management of companies and enterprises	9,311	8,845	7,464	7,603	6,368
56	Administrative support & waste management & remediation services	33,023	31,936	33,615	36,107	25,100
61	Educational services	15,487	17,138	18,086	17,875	18,504
62	Health care and social services	36,161	36,854	36,263	35,347	38,400
71	Arts, entertainment, & recreation	2,973	3,154	3,191	3,379	3,264
72	Accommodation & food services	19,118	20,396	21,079	20,692	18,373
81	Other services (except public administration)	14,571	15,754	15,114	15,141	13,638
95	Auxiliaries	4,223	5,404	4,764	5,860	5,117

99	Unclassified	100-249	288	250-499	245	131
	Subtotal, County Business Patterns	314,225	324,395	328,388	323,875	283,358

Source: U.S. Census Bureau, County Business Patterns (CBP), 1998, 1999, 2000, 2001, and 2002.

Table 3.25 presents the annual payroll by industry sector. The amounts represent the aggregate of all employees' annual pay. As expected, the health care and social services sector consistently had the highest annual payroll because it is the largest source of employment in DeKalb County. In 2002, the total payroll in DeKalb County was \$10,258,408,000. Correlating with the decreases in employment after 2000, the payroll decreased as well. Professional, scientific, and technical services had the second highest payroll each of the five years, despite other sectors having higher employment levels. This is due to the relatively high paying nature of these jobs.

**Table 3.25**  
**Annual Payroll by Industry, 1998-2002**  
**DeKalb County**  
**(\$1000s)**

NAICS	Industry	1998	1999	2000	2001	2002
11	Forestry, fishing, hunting, and agricultural support	0	0	0	0	734
21	Mining	2,270	0	0	0	4,915
22	Utilities	0	0	0	353,810	400,186
23	Construction	614,639	673,003	794,313	683,300	591,234
31-33	Manufacturing	926,153	967,850	966,242	838,820	820,744
42	Wholesale Trade	971,001	986,928	910,253	877,861	711,156
44-45	Retail Trade	712,205	778,503	922,421	783,304	728,035
48	Transportation and warehousing	411,924	512,578	549,784	526,609	606,871
51	Information	914,081	978,252	1,197,560	926,412	647,867
52	Finance and insurance	703,205	722,604	684,266	634,208	608,413
53	Real estate & rental & leasing	219,846	241,176	251,080	280,550	228,776
54	Professional, scientific, & technical services	1,055,071	1,010,029	1,057,846	1,076,613	896,759
55	Management of companies and enterprises	528,721	570,195	557,008	566,263	500,260
56	Administrative support & waste management & remediation services	750,441	812,745	870,889	920,705	685,324
61	Educational services	471,807	511,810	541,297	607,319	599,433
62	Health care and social services	1,193,264	1,183,595	1,251,508	1,299,926	1,412,922
71	Arts, entertainment, & recreation	44,492	52,683	56,262	60,912	48,874
72	Accommodation & food services	227,330	253,203	268,399	256,004	236,584
81	Other services (except public administration)	327,706	380,203	371,492	386,660	361,419
95	Auxiliaries	125,307	154,647	154,392	193,712	165,141
99	Unclassified	0	6,004	0	7,153	2,761
	Total	10,349,978	11,029,789	11,652,829	11,284,702	10,258,408

Source: U.S. Census Bureau, County Business Patterns (CBP), 1998, 1999, 2000, 2001 and 2002.

Table 3.26 compares employment in DeKalb County and Georgia in 1998 and 2002. Total employment and then each sector is described in more detail below. Detailed employment data are not available for Clarkston, and so the emphasis is on countywide figures.

**Table 3.26**  
**Comparison of Average Employment by Major Industries**  
**1998 and 2002**  
**DeKalb County and State of Georgia**

	<b>1998</b>	<b>%</b>	<b>2002</b>	<b>%</b>
<b>Total</b>				
DeKalb County	314,225	100%	283,358	100%
Georgia	3,198,950	100%	3,381,244	100%
<b>Construction</b>				
DeKalb County	18,426	5.9%	14,737	5.2%
Georgia	174,774	5.5%	186,665	5.5%
<b>Manufacturing</b>				
DeKalb County	24,642	7.8%	19,496	6.9%
Georgia	535,051	16.7%	449,849	13.3%
<b>Transportation and Warehousing</b>				
DeKalb County	14,096	4.5%	17,842	6.3%
Georgia	117,455	3.7%	119,443	3.5%
<b>Wholesale Trade</b>				
DeKalb County	20,879	6.6%	14,654	5.2%
Georgia	193,112	6.3%	195,861	5.8%
<b>Retail Trade</b>				
DeKalb County	34,189	10.9%	33,071	11.7%
Georgia	431,806	13.5%	459,597	13.6%
<b>Finance, Insurance and Real Estate and rental and leasing</b>				
DeKalb County	24,230	7.7%	18,809	6.6%
Georgia	206,017	6.4%	239,327	7.1%
<b>Services</b>				
DeKalb County	88,310	28.1%	92,179	32.5%
Georgia	830,037	25.9%	925,916	27.4%
<b>Utilities</b>				
DeKalb County	2,500-4,999	---	3,849	1.4%
Georgia	22,402	0.7%	23,825	0.7%

N= Not published for counties

Source: U.S. Census Bureau. 1998 and 2002 County Business Patterns.

### Total Employment

Between 1998 and 2002 there was a drop in employment in DeKalb County of 30,866 persons. In Georgia there was an increase in employment of 182,294. It is important to note that the decreases and increases were not steady each year, with both locations dropping from 2001 to 2002 due to the nationwide economic downturn. The employment decrease of 30,866 persons in DeKalb County represents a 9.8 percent drop, a significant figure for a four-year period.

### Manufacturing

The share of total employment in DeKalb County within the manufacturing sector decreased from 7.8 percent in 1998 to 6.9 percent in 2002. Those shares were well below figures for Georgia, which were 16.7 percent in 1998 and 13.3 percent in 2002.

### Finance, Insurance, Real Estate and Rental and Leasing

This sector of the economy expanded in terms of employment numbers statewide but decreased in DeKalb County. In 1998 this sector accounted for 7.7 percent of employment in DeKalb County and 6.4 percent statewide. In 2002 the sector accounted for 6.6 percent of employment in DeKalb County and 7.1 percent statewide.

### Construction

Construction employment levels stayed relatively stable countywide and statewide between 1998 and 2002. Both years the construction sector accounted for 5.5 percent of employment statewide and decreased from 5.9 percent to 5.2 percent in DeKalb County.

### Retail Trade

Table 3.27 examines the retail trade sector in DeKalb County. Each of the categories within the retail trade industry sector are listed along with the number of establishments and number of employees for 1998 and 2002. The retail trade sector was the second largest major industry sector in terms of employment in DeKalb County during the two years, with 33,071 employees in 2002. Within the retail trade sector, food and beverage places and motor vehicle and parts were the largest sub-sectors with 8,063 and 5,023 employees, respectively.

**Table 3.27**  
**Retail Trade Establishments and Employment, 1998 and 2002**  
**DeKalb County**

Type	1998		2002	
	Establishments	Employment	Establishments	Employment
Motor Vehicle and parts	232	5,252	227	5,023
Furniture and home furnishings stores	125	1,152	125	1,271
Electronics and appliance	120	1,203	116	1,237
Building materials and garden supply stores	149	2,866	142	2,523
Food and beverage places	311	7,582	312	8,063
Health and personal care	230	2,413	214	2,368
Gasoline stations	253	1,569	234	1,140
Clothing/clothing accessories	368	3,225	388	3,924
Sporting goods, hobby, book &	128	1,274	121	1,243

music				
General Merchandise	68	5,186	83	4,468
Miscellaneous retail stores	221	1,647	197	1,377
Nonstore retails	95	820	78	434
TOTAL, Retail Trade	2,300	34,189	2,237	33,071

Source: U.S. Census Bureau. 1998 and 2002 County Business Patterns.

Table 3.28 presents the retail sales, in thousands of dollars, by store group for DeKalb County. The largest aggregate of sales came from the motor vehicle and parts dealers sub-sector with \$2,230,941,000 in sales in 2003. The aggregate of retail sales across all store groups was over \$6.68 billion in 2003.

**Table 3.28**  
**Retail Sales by Store Group, 2003**  
**DeKalb County**

<b>Store Group</b>	<b>Retail Sales (\$1,000 Dollars)</b>
Food and beverage sales	\$1,002,655
Food service and drinking places	\$839,191
General and merchandise stores	\$476,161
Clothing and clothing accessories stores	\$370,771
Furniture/home furnishings/appliance stores	\$262,894
Motor vehicle and parts dealers	\$2,230,941
Gasoline service stations	\$440,428
Building material and garden equipment and supplies	\$455,097
Health and personal care stores	\$260,304
Total retail sales	\$6,681,511

Source: Georgia County Guide; Georgia Statistics System. <http://www.georgiastats.uga.edu/>

### Services

Services accounted for a large portion of DeKalb County's employment base in 2002, with 92,179 persons employed in service-related jobs in 2002. Service employment includes educational services, health care and social assistance services, arts, entertainment and recreation, accommodations and food services, and other services. In 2002, 32.5 percent of jobs in DeKalb County were classified under this service sector, compared to 27.4 percent for the State of Georgia.



**Table 3.29**  
**Service Establishments and Employment, 1998 and 2002**  
**DeKalb County**

Type	1998		2002	
	Establish-ments	Employment	Establish-ments	Employment
Educational Services	211	15,487	203	18,504
Technical and trade schools	20	161	19	163
Other schools and instruction	67	250-499	59	250-499
Health care and social assistance	1,570	36,161	1,520	38,400
Ambulatory health care services	1,103	13,265	1,055	14,236
Offices of Physicians	459	5,925	394	7,185
Offices of dentists	269	1,645	244	1,491
Offices of other health practitioners	234	1,095	265	773
Outpatient care centers	68	1,694	77	2,038
Home health care services	31	1,484	34	772
Hospitals	14	14,017	11	15,279
Nursing/residential care facilities	125	4,468	120	4,513
Social assistance	328	4,411	334	4,372
Child day care services	200	2,578	196	2,395
Arts, entertainment and recreation	196	2,973	189	3,264
Performing arts, spectator sports	86	100-249	92	250-499
Amusement, gambling & recreation	106	2,400	93	2,825
Accommodations and food services	1,179	19,118	1,154	18,373
Accommodation	85	2,077	98	2,222
Traveler accommodation	79	2,061	93	2,213
Food services and drinking places	1,094	17,041	1,056	16,151
Full-service restaurants	442	7,693	397	6,931
Limited-service eating places	539	8,038	547	7,863
Special food services	60	760	55	656
Other Services	1,617	14,571	1,495	13,638
Repair and maintenance	557	3,451	509	3,273
Automotive repair & maintenance	378	2,109	370	2,154
Commercial & industrial machinery	43	414	38	437

Personal/household goods repair	73	580	60	431
Personal and laundry services	514	3,136	453	2,601
Personal care services	219	961	195	747
Drycleaning/laundry services	203	1,221	151	837
Total	4,773	88,310	4,561	92,179

Source: U.S. Census Bureau. 1998 and 2002 County Business Patterns.

## MAJOR, SPECIAL, OR UNIQUE ECONOMIC ACTIVITIES

### Major Employers

Table 3.30 lists the five largest employers in DeKalb County. The two largest sources of employment are both education related: Emory University and the DeKalb County School System. The DeKalb County Government, General Motors and the Internal Revenue Service are the third through fifth largest employers in the County.

**Table 3.30**  
**Major Employers in DeKalb County**

<b>Name of Firm</b>
Emory University
DeKalb County School System
DeKalb County Government
General Motors (Doraville)
Internal Revenue Service (Chamblee)

Source: Greater DeKalb Chamber of Commerce

### Business Parks and Office Spaces

Clarkston Industrial is located at 3550 Clarkston Industrial Boulevard. This site offers light industrial space with excellent access to Interstate 285.

### Livable Centers Initiative (LCI)

The Livable Centers Initiative is administered by the Atlanta Regional Commission and was created to help selected communities create innovative plans for improving the community. The plans vary from community to community, but the fundamental principles of the plans are the following:

- Connecting homes, shops and offices;
- Enhancing streetscapes and sidewalks;
- Emphasizing the pedestrian;
- Improving access to transit and other transportation options; and
- Expanding housing options.

The City of Clarkston was awarded LCI funding in 2004. Clarkston's LCI plan emphasizes pedestrian connectivity within and outside the town center and facilitates redevelopment opportunities for mixed-use housing and retail services. Plan implementation will have obvious effects on economic development due to the construction proposed in the plan and the renewed interest in the town center of the community, which will make the downtown an impressive marketable asset.

## INDUSTRY OUTLOOK IN DEKALB COUNTY

The Georgia Department of Labor provides forecasts of employment by industry and indicators of change from 2002 to 2012 for DeKalb County. According to the Georgia Department of Labor, the region's employment will increase by 23,190 from 321,730 in 2002 to 344,920 in forecast year 2012. This is an annual growth rate of 0.7 percent in total employment. This rate of increase is below the expected statewide annual increase of 1.6 percent (Georgia Department of Labor. Employers: Industry Trends).

The forecasts are provided for specific industry sectors (Standard Industrial Classification codes). These forecasts are useful in terms of determining future employment levels by industry sector that are anticipated to increase and decline in DeKalb. County.

### Growing Industries

The industries in DeKalb County that are expected to witness the fastest annual growth from 2002 to 2012 include the following: Nursing and residential care facilities (6.4 percent); management of companies and enterprises (5.7 percent); rental and leasing services (4.5 percent); social assistance (3.7 percent); electrical equipment, appliance, and component manufacturing (3.6 percent); and ambulatory health care services (2.4 percent). (Source: Georgia Department of Labor. Employers: Industry Outlook).

### Declining Industries

The industries in DeKalb County that are expected to witness the fastest annual declines from 2002 to 2012 include the following: chemical manufacturing (-7.0 percent); machinery manufacturing (-6.5 percent); gasoline stations (-4.1 percent); credit intermediation and related activities (-4.0 percent); paper manufacturing (-3.1 percent); warehousing and storage (-2.8 percent); hospitals (-2.5 percent); merchant wholesalers, durable goods (-2.4 percent); and wholesale electronic markets and agents and brokers (-2.4 percent). (Source: Georgia Department of Labor. Employers: Industry Outlook).

### AVERAGE WAGES

Wage level data are available from the Georgia Department of Labor for the county level but not for cities. Table 3.31 presents the average weekly wages by industry for DeKalb County and the State of Georgia. Wages in DeKalb County, on average, were higher than Georgia. DeKalb's urban nature and close proximity to Atlanta is the main reason for above-average wages. The industry with the highest average weekly wages in DeKalb County was the utilities sector, with an average weekly wage of \$1,987 in 2003. The utilities sector was also the highest paying industry sector statewide, with an average weekly wage of \$1,312. The average across all industries in 2003 was \$801 for DeKalb County and \$704 for the State of Georgia. In 2001 the average was \$762 for DeKalb County and \$676 for the State of Georgia.

**Table 3.31**  
**Weekly Wages by Industry, 2001-2003**  
**Private Sector Data**  
**DeKalb County and State**  
**(Weekly Wages in Dollars)**

Industry	DeKalb County 2001	State 2001	DeKalb County 2002	State 2002	DeKalb County 2003	State 2003
Agriculture, forestry, and fishing	310	416	303	409	310	420
Mining	1,056	857	1,184	915	1,177	952
Construction	796	686	801	693	826	710
Manufacturing	840	712	866	727	924	761
Transportation and warehousing	654	807	693	824	695	838

Wholesale Trade	1,133	1,021	1,108	1,019	1,124	1,032
Retail Trade	470	433	490	440	493	454
Utilities	2,276	1,235	2,230	1,295	1,987	1,312
Information	1,122	1,235	1,103	1,098	1,155	1,148
Finance and Insurance	1,078	1,051	1,141	1,081	1,232	1,117
Real estate/rental/leasing	648	562	682	598	695	629
Professional and technical services	1,039	1,081	1,037	1,089	1,030	1,099
Education Services	626	568	612	581	899	680
Health care and social assistance	716	654	743	687	701	694
Arts, entertainment, and recreation	394	523	417	585	505	552
Accommodation and food services	241	257	257	259	274	261
Other services (exc. public adm.)	496	451	517	466	544	483
Public administration <sup>1</sup>	754	568	763	584	ND	602
Unclassified	552	745	501	724	575	688
Total All Industries	762	676	775	687	801	704

<sup>1</sup> Local Government Data

ND: Not Disclosable

Source: U.S. Bureau of Labor Statistics.

Table 3.32 presents average weekly wages by industry in 2002 for DeKalb County and the DeKalb County area, supplied by the Georgia Department of Labor. Table 3.33 compares DeKalb County to the surrounding area, which includes Clayton, Fulton, Gwinnett, Henry, Rockdale and DeKalb Counties.

In DeKalb County the highest average weekly wage came from the utilities industry sector. The 2002 average wage in this sector was \$1,987 per week. Accommodations and food services was the lowest paying industry sector with a 2002 weekly wage of \$274. The average across all of the industry sectors was \$801, which was similar to the DeKalb area's 2002 average weekly wage of \$864.

**Table 3.32**  
**Average Weekly Wage by Industry, 2002**  
**DeKalb County and DeKalb Area<sup>1</sup>**

Industry	DeKalb County Weekly Wage	DeKalb Area <sup>1</sup> Weekly Wage
Goods Producing (Industry Average)	889	942
Mining	1,187	1,038
Construction	827	857
Manufacturing	924	1,004
Food Manufacturing	845	1,251
Textile Products	489	538
Wood Product Manufacturing	620	738
Electrical Appliance	769	1,140
Computer & Electronic Products	1,076	1,416
Plastics and rubber products	767	746
Service Producing (Industry Average)	770	859
Wholesale Trade	1,124	1,153
Retail Trade	491	520
Transportation and Warehousing	695	983
Utilities	1,987	1,637
Information	1,155	1,298
Finance and Insurance	1,229	1,366

Real Estate & rental & leasing	689	810
Professional, Scientific/Tech	1,030	1,256
Management Companies	1,327	1,394
Administrative/waste Services	545	568
Educational Services	899	773
Health Care/Social services	702	784
Arts and Entertainment	505	808
Accommodation and Food Services	274	314
Government	883	826
All Industries	801	864

<sup>1</sup> Clayton, Fulton, Gwinnett, Henry, Rockdale and DeKalb Counties.

Source: Georgia Department of Labor: Resources of Occupational Wages

Table 3.33 presents the average annual wage per job across various jurisdictions. DeKalb County, the surrounding counties and the State of Georgia are examined. DeKalb County has a higher average wage per job than the State of Georgia by nearly \$5,000. The only surrounding county with a higher average wage was Fulton County.

**Table 3.33**  
**Average Annual Wage per Job, 2003**  
**Selected Jurisdictions**

Jurisdiction	Average Wage Per Job
DeKalb County	\$40,699
Clayton County	\$40,030
Fulton County	\$49,616
Gwinnett County	\$40,687
Henry County	\$29,449
Rockdale County	\$33,063
State of Georgia	\$36,031

Source: U.S. Bureau of Economic Analysis, Regional Economic Information System. Table CA34. December 2003. [www.bea.gov/bea/regional/reis/](http://www.bea.gov/bea/regional/reis/)

### SOURCES OF INCOME

This section examines the sources of income for Clarkston residents and compares them to the State. Income from wages or salary, interest, dividends or net rental income, self-employment income, social security income, public assistance income, and retirement income are considered.

Table 3.34 presents the sources of income for Clarkston households in 1989. 94.4 percent of Clarkston households reported earnings in 1989, with 93.6 percent reporting income from wages or salary. Those two figures are well above the Georgia average, with 83.1 percent of households reporting earnings and 80.6 percent of household reporting income from wages or salary. Social security income, public assistance income and retirement income were all received by a smaller percentage of Clarkston households than the statewide average. The most notable difference was among households receiving social security income, with only 9.7 percent of Clarkston houses receiving it, compared to 22.9 percent of households in Georgia.

**Table 3.34**  
**Sources of Household Income, 1989**

**City of Clarkston and State of Georgia**

<b>Source of Household Income in 1989</b>	<b>Number of Households, City of Clarkston</b>	<b>Percentage of Total Households, City of Clarkston</b>	<b>Percentage of Total Households, Georgia</b>
With earnings	2,089	94.4%	83.1%
With wage or salary income	2,070	93.6%	80.6%
Interest, dividends, or net rental income	540	24.4%	31.5%
Self-employment income	255	11.5%	11.0%
Social security income	215	9.7%	22.9%
Public assistance income	67	3.0%	8.2%
Retirement income	173	7.8%	12.9%
Total households	2,212	--	--

Source: U.S. Census Bureau. 1990 Census. Summary Tape File 3, Tables P089-P096.

Table 3.35 presents the sources of income for households in Clarkston in 1999. Households with earnings decreased by nearly 2 percent from 1989, to 92.7 percent of households. This level was still well above the 1999 statewide average of 83.8 percent. Similar to 1989, Clarkston had a smaller percentage of households receiving social security income, public assistance income and retirement income than the statewide level.

**Table 3.35**  
**Sources of Household Income, 1999**  
**City of Clarkston and State of Georgia**

<b>Source of Household Income in 1999</b>	<b>Number of Households, City of Clarkston</b>	<b>Percentage of Total Households, City of Clarkston</b>	<b>Percentage of Total Households, Georgia</b>
With earnings	2,198	92.7%	83.8%
With wage or salary income	2,174	91.7%	81.3%
With self-employment income	116	4.9%	10.9%
Interest, dividends, or net rental income	341	14.4%	28.8%
Social security income	230	9.7%	21.9%
Supplemental Security Income (SSI)	47	2.0%	4.5%
Public assistance income	63	2.7%	2.9%
Retirement income	193	8.1%	14.4%
Total households	2,370	--	--

Source: U.S. Census Bureau. 2000 Census; Summary File 3; Tables P56-P65.

Table 3.36 presents the mean income by households by type of income in 1999. Households with earnings had a mean annual income of \$39,092, over \$17,000 below the Georgia mean. Households in Clarkston receiving social security, supplemental security income, public assistance income or retirement income all had a mean below that of the State.

**Table 3.36**  
**Mean Income by Households by Type of Income, 1999**  
**City of Clarkston and Georgia**

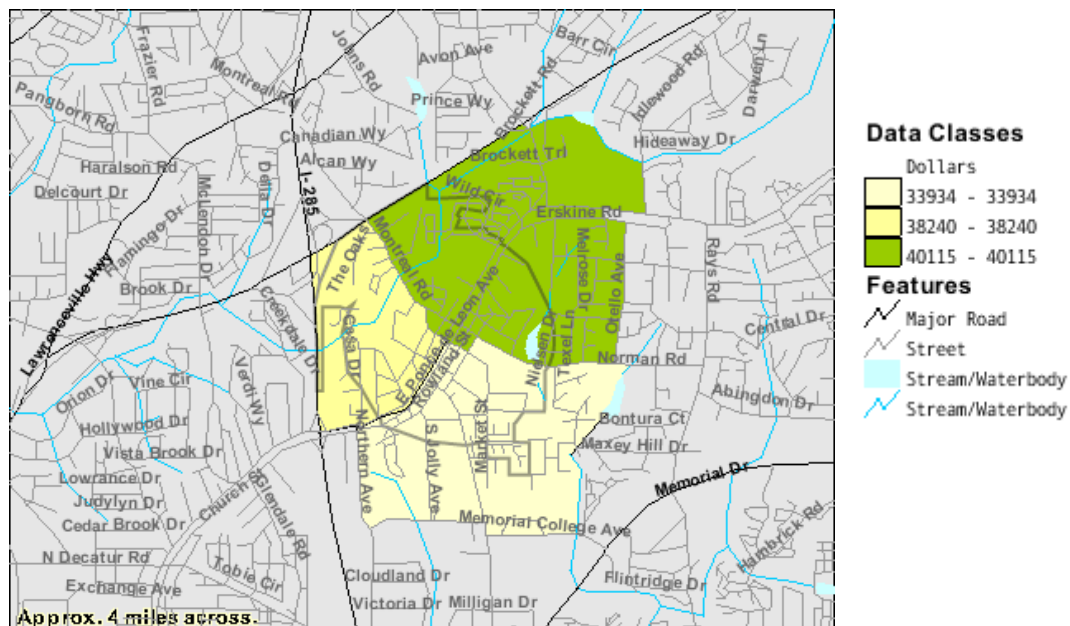
<b>Type of Income-</b>	<b>Clarkston</b>	<b>Georgia Mean Income</b>
------------------------	------------------	----------------------------

Households With:	Mean Income	
Wage Earnings	\$39,092	\$56,625
Social Security Income	\$10,232	\$10,445
Supplemental Security Income	\$4,945	\$5,889
Public Assistance Income	\$1,479	\$2,261
Retirement Income	\$15,184	\$17,957

Source: U.S. Census Bureau, 2000. 2000 Census. Various tables in SF 3.

Map 3.1 presents a map of Clarkston and shows the median household income by census tract. There are three tracts that are located inside the Clarkston City Limits. There was a significant difference in average median income across the census tracts in 1999, with the census tract covering roughly the southern third of the City having had a median household income of \$33,934, compared to the census tract covering the northeast section of the City which had a median household income of \$40,115.

**Map 3.1**  
**Median Household Income**  
**Clarkston, 1999**



Clarkston City Limits are denoted by the gray line

Source: US Census Bureau. 2000 Census Summary File 3; Matrix P53

## ECONOMIC DEVELOPMENT RESOURCES

DeKalb County Economic Development Department

The DeKalb County Economic Development Department is used to market DeKalb County, including municipalities within it, to the world through its database of investment opportunities and commercial and industrial properties.

### **The DeKalb Development Authority**

The DeKalb Development Authority works with growing companies to find financing alternatives for establishing a presence in DeKalb County. The Authority issues two types of bond financing to companies: taxable and tax-exempt. The bonds assist in financing business facilities and equipment for job creation and expansion.

### **Georgia Department of Economic Development**

The Georgia Department of Economic Development (GDEcD) is responsible for administering many of the state incentive programs as well as providing technical assistance to local governments, development authorities, and private for-profit entities in the area of economic development. GDEcD's primary purpose is to assist potential businesses considering locating in the State of Georgia in identifying an optimal location for their operational needs. GDEcD also assists the movie industry in locating appropriate movie sets throughout the State of Georgia. The identification of international markets for the export of Georgia goods and services is another duty of GDEcD.

The Redevelopment Fund Project, Employment Incentive Program, and the Downtown Development Revolving Loan Fund are a few of the resources available through the department. GDEcD is a statewide agency, therefore its programs are not tailored directly toward Clarkston or any other city. GDEcD will work with local governments and chambers of commerce to assist businesses when dealing with specific localities.

### **Georgia Power Company**

Georgia Power operates a full-service Community and Economic Development organization that serves the entire State of Georgia. There are 130 local offices Statewide with a primary concern of job development. The purpose of Georgia Power's economic development program is to facilitate the expansion of new and existing companies in Georgia. Experienced leadership, leading edge technology, and targeted research and management tools have all led to the success of the community and economic efforts.

### **Georgia Business Expansion Support Act**

In 1994, the State passed legislation for tax credits against State income taxes to encourage economic development in Georgia. Some of the programs are targeted to specific industry groups, including manufacturing, warehousing and distribution, processing, telecommunications, tourism, or research and development, but retail businesses are not included.

Job tax credits and investment tax credits are available to the targeted industry groups at different levels, depending on the relative need of the area for economic development. Some credits are available to specific industry groups, while others apply to all employers. The following is a summary of the various provisions of the Act as they relate to DeKalb County:

**Job Tax Credit.** Applies to business or headquarters of a business engaged in manufacturing, warehousing and distribution, processing, tourism, and research and development industries. It does not include retail businesses. In Clarkston, companies creating 15 or more new jobs may receive a \$1,750 tax credit. Wages for the new jobs must be at least ten percent (10 percent) above the average wage of the County.

**Investment Tax Credit.** Allows a corporation or person, which has operated an existing manufacturing or telecommunications support facility in the State for the previous three years to obtain a credit against income tax liability. Such companies expanding in the County that invest a minimum of \$50,000 qualify for a 1 percent credit. That credit increases to 3 percent for recycling, pollution control and defense conversion activities. Taxpayers qualifying for the investment tax credit may choose an optional investment tax credit with the following threshold criteria. In Tier 3 an Optional Investment tax credit is available, whereby a minimum investment of \$20 million



would qualify for a 6 percent tax credit. A taxpayer must choose either the regular or optional investment tax credit. Once this election is made, it is irrevocable.

**Retraining Tax Credit.** Any employer in DeKalb County that provides retraining for employees to use new equipment, new technology, or new operating systems is eligible for a tax credit worth up to 50 percent of the direct cost of retraining full-time employees up to \$500 per employee per approved retraining program per year.

**Child Care Credit.** Any employer in DeKalb County that provides or sponsors childcare for employees is eligible for a tax credit of up to 75 percent of the direct cost of operation to the employer. In addition, employers who purchase qualified childcare property will receive a credit totaling one hundred percent of the cost of such property. The credit is claimed at the rate of 10 percent per year for 10 years. These two childcare credits can be combined.

**Research and Development Tax Credit.** A tax credit is allowed for research expenses for research conducted within Georgia for any business or headquarters or any business engaged in manufacturing, warehousing and distribution, processing, telecommunications, tourism, or research and development industries. The credit is 10 percent of the additional research expense over the "base amount" provided that the business enterprise for the same taxable year claims and is allowed a research credit under Section 41 of the Internal Revenue Code of 1986.

**Small Business Growth Companies Tax Credit.** A tax credit is granted for any business or headquarters of any business engaged in manufacturing, warehousing and distribution, processing, telecommunications, tourism, or research and development industries having a State net taxable income which is 20 percent or more above that of the preceding year if its net taxable income in each of the two preceding years was also 20 percent more.

**Headquarters Tax Credit.** Companies establishing their headquarters or relocating their headquarters within Clarkston that pay at least 110 percent of the average wage of the County, invest a minimum of \$1 million dollars and create 50 new jobs may take a credit equal to \$2,500 annually per full-time job or \$5,000 if the average wage of the new full-time job is 200 percent above the average wage of the County.

**Sales Tax Exemptions.** Several sales tax exemptions are available within the County, including: manufacturing machinery and computers; primary materials handling; and electricity.

### **Tax Increment Financing**

A Tax Allocation District can be established to enhance the value of a substantial portion of real property in the district. (For a simplified overview of tax allocation districts, see summary in the box below). It is the unit of geography for tax increment financing. Within a Tax Allocation District, a redevelopment agency would make improvements or construct redevelopment projects that would create a positive climate for additional development. As development occurs and property values rise, the additional increment of property taxes is used to finance the improvements or redevelopment projects that were installed or constructed for purposes of enhancing property value in the Tax Allocation District.

**HOW TAX INCREMENT FINANCING  
(A TAX ALLOCATION DISTRICT)  
WORKS UNDER GEORGIA LAW**

- The local government designates a redevelopment agency and prepares a redevelopment plan. That plan designates a Redevelopment Area and indicates the improvements and redevelopment projects needed to revitalize the Redevelopment Area.
- A Tax Allocation District is defined and named. It may be all or only a part of the Redevelopment Area.
- At the appropriate time, the local Governing Body holds a special election to get voter approval to establish the Tax Allocation District.

- The Tax Increment Base for real property within the Tax Allocation District is determined and, in essence, “frozen.”
- The redevelopment agency installs improvements or constructs redevelopment projects that will revitalize the area. It finances the improvements or projects by issuing Tax Allocation Bonds. The agency pledges Positive Tax Increments to pay for the long-term bonds.
- If the redevelopment plan works as intended, new projects will locate in the Tax Allocation District and will gradually produce Positive Tax Increments. The Positive Tax Increments are placed in a special Tax Allocation Fund and used to retire the debt (Tax Allocation Bonds).
- When Positive Tax Increments aggregate to the point that all debt is retired, the Tax Allocation District is terminated and all property taxes thereafter are returned to the taxing district (local government) as they would have without establishing the Tax Allocation District.

Once a Tax Allocation District is created and given a formal name, the redevelopment agency must apply in writing to the state revenue commissioner for a determination of the Tax Allocation Increment Base of the Tax Allocation District (O.C.G.A. 36-44-10). The tax increment base is in essence frozen and cannot be increased until the Tax Allocation District is terminated (O.C.G.A. 36-44-15). Positive Tax Allocation Increments of a Tax Allocation District are allocated to the political subdivision which created the district (O.C.G.A. 36-44-11) and placed into a special fund for the Tax Allocation District (O.C.G.A. 36-44-12).

The money in the special fund can only be used to pay redevelopment costs of the district or to satisfy claims of holders of Tax Allocation Bonds issued for the district. All or part of the funds is irrevocably pledged to the payment of the Tax Allocation Bonds. If there is any money remaining after meeting these pledges, it is divided proportionally among the taxing jurisdictions that contributed to the fund. Tax Allocation Districts have no sunset provision, and they are not ended until the Governing Body by resolution terminates them. No district can be terminated until all redevelopment costs have been paid (O.C.G.A. 36-44-12). Property within a Tax Allocation District cannot exceed ten percent (10 percent) of total current taxable value of all taxable property within the political subdivision (O.C.G.A. 36-44-17).

## **EDUCATION AND TRAINING OPPORTUNITIES**

### **Workforce and Training**

Having a well-trained and diverse workforce is vital to continued economic expansion in DeKalb County. Having a competent workforce is important for two major reasons: to attract businesses willing to pay a living wage and to enable employees to perform at or above benchmarked standard skills. Meeting these two goals will benefit both the citizens of Clarkston and DeKalb County as well as the business community.

The existence of several higher education institutions in the DeKalb and Metro Atlanta area benefits workforce development efforts in DeKalb County. Partnerships have been created between these institutions and corporate entities to meet the needs of businesses. It is beneficial for these partnerships to continue and expand.

### **Quick Start**

Quick Start is a training program providing high quality training at no cost to qualifying new or expanding businesses in Georgia. DeKalb County’s Quick Start is administered through DeKalb Technical College. Training is provided for all types of companies including manufacturing operations, warehousing and distribution centers, national and international corporate headquarters, information technologies and customer service operations (Source: DeKalb County Government).

### **Goodwill Industries of North Georgia**

Goodwill is a program to help people who experience barriers to employment attain skills to help them succeed. A wide array of vocational services are offered and customized to the needs of individuals. In addition to assisting individuals, the organization assists businesses with workforce needs and in solving problems facing the business.

### **ICAPP**

The Intellectual Capital Partnership Program (ICAPP®) was created in 1995 by the Board of Regents of the University System of Georgia. The major goal of ICAPP is to provide access to the intellectual capital of the University System of Georgia and help improve the economy of Georgia. ICAPP achieves this goal through the following five programs (descriptions provided by the DeKalb County Government Website):

*ICAPP® Access* products provide user-friendly, "one-stop shop" access that makes the resources of the University System easily available to Georgia businesses. The ICAPP® Database of Faculty Expertise and Funding Opportunities and GeorgiaHire are examples of ICAPP® Access products.

*ICAPP Advantage®* is a direct economic development incentive that helps companies meet immediate human resources needs. Through ICAPP Advantage®, Georgia's public colleges and universities expediate the education of highly skilled workers in knowledge areas of high demand but low supply.

*ICAPP® Needs Assessment* works to match the programs of Georgia's colleges and universities with the needs of Georgia's current and prospective employers and industries. This "supply and demand" approach, while fundamental in business, is on the cutting edge of higher education.

*ICAPP® Strategic Response Initiatives* create model academic programs to address the shortage of knowledge workers, such as information technology professionals.

*ICAPP® Regional Programs* support collaborations among University System institutions and other public-private organizations to find regional answers to specific regional economic (Source: DeKalb County Government: Workforce and Training).

### **DeKalb Workforce Center**

The DeKalb Workforce Center is a federal corporation run by the State of Georgia to help expand private-sector job opportunities for residents of DeKalb County. The DeKalb Workforce Center is a public-private partnership which draws on industry expertise and government resources to place residents in the proper employment positions.

The workforce center offers the following services:

- assistance in finding a job and job matching
- resume preparation
- workshops on developing interview skills and job searches
- training in using computers to prepare resumes and cover letters and to assist with job searches
- resources for persons seeking job training in demand areas

### **Agnes Scott College**

Agnes Scott College is a women's liberal arts college offering 30 majors and 25 minors. Graduate and post-baccalaureate programs are available for women and men.

### **Columbia Theological Seminary**

Columbia Theological Seminary is an educational institution of the Presbyterian Church. The institution was established in 1828 and currently offers five degree programs.

**DeKalb Technical College**

DeKalb Technical College is a multi-campus, two-year technical college that prepares individuals for employment through state-of-the-art technical education and training. The college offers traditional and web-based educational options.

**DeVry Atlanta**

DeVry offers career-oriented, technology-based undergraduate programs. There are two campuses located in Metro Atlanta, with the DeKalb location in Decatur.

**Emory University**

Emory University has nine academic divisions with a host of majors offered to students. 11,300 students are enrolled in the university's various undergraduate and graduate programs.

**Georgia Perimeter College**

Georgia Perimeter College has three locations in DeKalb County: Clarkston, Decatur and Dunwoody. Students attending Georgia Perimeter College enroll in one of two basic program areas: transfer programs or career programs. Associate degrees, certificates of study and dual enrollments are offered.

**Keller Graduate School of Management**

A part of DeVry, Keller Graduate School of Management offers 7 graduate programs and multiple certificates of study. Business programs and technology programs are offered.

**Mercer University**

Mercer University is a church-related institution of higher learning in the fields of liberal learning and professional knowledge. Mercer University offers numerous programs of study at the undergraduate, graduate and professional levels.

**National-Louis University**

National-Louis University has campuses across the country offering undergraduate, graduate and doctoral programs.

**Oglethorpe University**

Oglethorpe University was established in 1835, currently serving 1,049 students. Undergraduate, graduate and certificates of study are offered.

**EMPLOYMENT PROJECTIONS**

Projections of employment in DeKalb County and Clarkston are provided in Table 3.37.

**Table 3.37**  
**Employment Projections, 2000-2030**  
**Incorporated, Unincorporated, Countywide, and Clarkston**  
**DeKalb County**

<b>Jurisdiction in DeKalb County</b>	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
Incorporated	54,138	58,839	63,565	65,757	67,577	70,201	72,502

Unincorporated	293,118	326,001	358,859	376,590	394,693	411,991	429,613
Countywide	347,256	384,840	422,424	442,347	462,270	482,192	502,115
City of Clarkston	3,540	3,757	4,000	4,400	4,700	5,200	5,500

Source: DeKalb County Development Impact Fee Consulting Team, February 2004, based on data from Atlanta Regional Commission. Note: All figures are July 1<sup>st</sup> (as distinguished from the April 1, 2000, census figure). City of Clarkston figures based on range of employment forecasts in LCI Study (2004).

### **SUMMARY ASSESSMENT OF ECONOMIC ADVANTAGES AND WEAKNESSES**

Clarkston can capitalize on certain strengths that may allow it to shape its own future rather than be overrun by uncontrolled market forces. Key strengths, weaknesses, and opportunities include the following (from LCI Study, 2004):

#### **Location and Access**

Clarkston’s main strength is its excellent location. It has exceptional access to I-285, the Stone Mountain Freeway (State Highway 78) and Scott Boulevard/Ponce de Leon Avenue, which gives it convenient access to the major North Central/Perimeter, Northeast/Northlake, Buckhead and Downtown/Midtown employment centers.

#### **Retail and Services**

Clarkston’s excellent location and access, as mentioned above, applies also to its proximity to major retail and services (banking, medical, legal, repair). While the retail and services within Clarkston itself are limited in terms of offerings and price range, being directed primarily toward mid-to-low-income renters and those seeking auto repair services, a broad range of retail and services are within a relatively convenient distance from most sections of Clarkston. Major full-line supermarkets are located on Memorial Drive at Rays Road and Shamrock Plaza (N. Druid Hills at Lawrenceville Highway) (Publix), as well as North Decatur Road one-half mile west of E. Ponce de Leon (Kroger). Moreover, one of Atlanta’s best-known grocery destinations – the Dekalb Farmers Market – is only a short drive down E. Ponce de Leon toward Decatur. The Northlake Mall area, with several power centers in addition to the mall itself, offers full-service supermarkets (Publix and Kroger) as well as a wide variety of “big-box” and other national chain retailers.

Decatur itself, five miles from Clarkston, has become a major Atlanta restaurant destination, with a wide variety of moderately priced chains (Mick’s, Appleby’s) and an eclectic mix of higher-priced cafes and bistros. Avondale Estates has begun to focus on developing a “destination urban restaurant” node. Major chain fast food and other retailers and services can be found along the “sprawl mall” strip retail lining Memorial Drive only a few minutes drive from Clarkston.

#### **“Urban Village” Retail**

While the Market Street area offers potential as Clarkston’s Town Center, the market forces that are generating appreciation in housing values, attracting higher two-income households and greater disposable income, and accelerating the urbanization of consumer preferences are creating a market for “urban village” retail. Urban village retail emphasizes non-chain restaurants and eclectic, limited-menu cafes and bistros as well as specialty food, along with specialty retail, boutique apparel and accessories, antiques and household-related retail. This type of retail is a perfect fit with the physical layout, design and ambiance of a mixed-use town center. Moreover, this type of retail, particularly when concentrated in an identifiable Town Center location, has great appeal to consumer markets outside Clarkston’s immediate trade area. It has the potential to become a retail-and-restaurant destination, similar (though on a smaller scale) to Decatur and the Virginia-Highland neighborhood.

#### **Influx of Income, Urban Lifestyles**

The increasing affluence that Clarkston can expect to experience over the next ten years offers a host of opportunities, particularly in non-essential goods and services that thrive on increases in disposable income. This growth in incomes and “urban households” (dual incomes, non-traditional households/families, fewer or no children) provides the foundation of market support for a several essential “livable community” concepts: geographic/physical linkages within a community, transit-oriented but internally pedestrian systems of movement, mixed uses, unique retail built into the existing community fabric, and food-and-entertainment clusters (“Town Center” or “Village Retail”) appealing to both locals and surrounding markets.

### **Competitive Retail Clusters**

Clarkston is not the only Northeast Atlanta community recognizing the growing strength and opportunities of the residential and commercial markets. Decatur, while a mature location, is maximizing its market appeal with higher-density mixed-use development consisting primarily of mid-rise (4-5 levels) condominium development above street-level urban retail and services. Avondale Estates recently completed its own Downtown Master Plan that calls for highly urbanized mixed-use redevelopment that will include not only a concentration of restaurants and specialty retail, but live/work lofts, urban-scale townhouses and distinctive open-space design. It clearly intends to capitalize on the appeal and “spill-over” market of Decatur, which itself captured the next wave of market appeal of the Virginia-Highland and Little Five Points neighborhood commercial districts.

While Clarkston stands in the path of the “Echo Boomer” urbanization market, it could easily lose its potential market not only to Avondale Estates (which is well on its way to being a combination resident-and-destination urban retail/mixed-use center), but to potential competitive centers such as Scottdale, Stone Mountain and other area towns and “development nodes” that are currently unknown and/or unrecognized. The market is large and growing, but it is entirely capable of bypassing some locations.

### **Diversity**

In a relatively short period of time, Clarkston’s resident population has become possibly the most diverse in Georgia, with a significant influx of different ethnic groups and cultures over the past ten years. This diversity is one of the city’s major strengths, in that it introduces a unique mixture of foods and goods, as well as faiths, customs and dress that cannot be easily duplicated in any other part of the Metro Atlanta region. This diversity creates the foundation for a distinct identity for Clarkston and an appeal to persons throughout the region seeking a rich multicultural community to visit or in which to live.

### **Medical and Educational Complexes**

The proximity of both a regional medical complex (Northlake Medical Center) and a two-campus post-secondary institution complex (Georgia Perimeter College and DeKalb Technical College) offers major generators of residential and retail consumer traffic for Clarkston. Georgia Perimeter College is completing a long-term campus master plan calling for on- and near-campus student housing. It has expressed its keen interest in physically linking with Clarkston via an enhanced multi-use trail system and would likely be open to transit connections along N. Indian Creek Drive, particularly if a Clarkston “Town Center” offered a source of student, faculty and staff housing as well as a desirable alternative to the retail sprawl of Memorial Drive.

The Northlake Medical Center has already enhanced the housing market – including assisted living – in its immediate vicinity. Hospital staff provide a viable market for Clarkston-area housing of all price ranges, as well as retail patrons. Patients undergoing long-term treatment and their relatives also offer a secondary market for extended-stay and assisted living facilities and retail customers. Hospital-related medical offices and ancillary services are another potential source of office tenants/owners in and around Clarkston’s Town Center.

### **Lack of Development Sites and Property Assemblages for Redevelopment**

While the LCI study team identified several redevelopment sites within the City, it found no undeveloped sites available for new development for either desired retail or residential. In an appreciating market with rising land values, developers may find it easier and more profitable to pursue an assemblage strategy: purchasing several lower-priced single-family homes and lots to redevelop as higher-density multi-family properties.

The potential for transformation in Clarkston is largely a measure of the potential for redevelopment – the adaptation or reuse of existing sites for more market-driven uses. The community is largely built out, which means that any development will occur through assemblage and reuse – possibly including rezoning – of existing properties. Much of the existing inventory, residential and commercial, is more than 40 years old. Along Ponce de Leon, a number of businesses operate from converted houses, suggesting that some transition in land use has already occurred. While this type of redevelopment is most likely to occur along major corridors, redevelopment of single family detached residential neighborhoods to higher density, conversion of multifamily rental to ownership, and upgraded commercial corridors are all foreseeable changes. And these changes may be driven heavily by market forces, with little need or influence from the city of Clarkston.

### **From Lack of a “Center” to Town Center**

Clarkston lacks a perceived “center” that is apparent and identifiable to passers-through or recognized and embraced as a town center by all of its residents. This condition will be corrected with implementation of the City’s Livable Centers Initiative (LCI) plan.

The natural growth of Clarkston has established the framework for a true center of the town at Market Street from E. Ponce de Leon to N. Indian Creek. Physically, this represents the geographic center of Clarkston. The existing retail shops and services represent the basis for a unified, complementary collection of restaurant and specialty goods. Vaughan Street presents the opportunity to expand the Town Center off of Market, thereby increasing significantly not only the amount of potential retail space within the Town Center, but also the potential for mixed-use development that incorporates office space and residential units.

### **Poor Aesthetics and Negative Images**

Clarkston has no apparent design standards. Development has been allowed to proceed mostly in the manner desired by the property owner and/or tenant. This is not uncommon in smaller cities in Georgia. A reticence to impose governmental authority in any form on private property is not only ingrained in the culture, but is built into the State constitution. When combined with the impact of the active rail line and railroad right-of-way, however, the result of any form of civic standards regarding facility design or property landscaping can be what one finds in Clarkston today: a number of extremely attractive individual residential communities and some attractive landscaping along major public roads, but overall an unattractive entryway (E. Ponce de Leon) and town center (Market and Montreal to N. Indian Creek) that establish either a negative image of Clarkston or, almost as damaging, no image at all.

Perhaps the biggest short-term opportunity that presents itself to Clarkston is to improve its visual appeal – its attractiveness – with a relatively inexpensive program of landscaping and streetscape improvements, particularly along E. Ponce de Leon Avenue. The approval of CSX Railroad to allow plantings along the rail lines within the railroad right-of-way may be difficult to obtain, as railroads are notoriously conservative in granting any access to right-of-way property for any purpose, even one that could not possibly impact the operation or safety of the railroad. The visual impact of landscaping – particularly blooming flowers – along the rail line from I-285 to the northern limits of Clarkston would have an immediate, positive impact on the perception of (1) entering Clarkston and (2) the image of Clarkston as an attractive, colorful town. A strong negative perception could rather quickly become a strong positive perception.

Turning the railroad – specifically the active rail line – from a negative to a positive will require both the visual improvements along the rail line and within the right-of-way on both sides of the tracks (as described above), as well as the safe crossing of the tracks with multi-use trails. If both can be achieved, the rail line can be turned from an unattractive, disruptive element dividing Clarkston to a unifying ribbon of color that helps define Clarkston and its commercial and civic center.

## **CHAPTER 4 COMMUNITY FACILITIES AND INTERGOVERNMENTAL COORDINATION**

This chapter provides a discussion of major public facilities provided by the City of Clarkston as well as services and facilities provided by DeKalb County to City residents, institutions, businesses, and industries. It provides a basic inventory of existing facilities and an assessment of future needs, with an emphasis on facilities provided by Clarkston.

Clarkston's city employment is 35 persons, of which 3 are administrative positions located in City Hall, 15 are in the Police Department (lower floor of City Hall), 5 are in Court Services, and 9 are assigned to the Public Works Department

### **ADMINISTRATION – CITY HALL**

The City of Clarkston operates its administration out of City Hall on Church Street. The City Hall complex was expanded in 1991 to provide a new council chamber/courtroom and police department squad room (1995 Comprehensive Plan).

The city also owns two smaller properties (one on Lincoln Street and one behind the Post Office on Montreal Creek Court), but neither of these sites may be large enough for city facility use. The City Hall contains a council chambers/courtroom and offices for administrative employees and the Mayor. Administrative services include the following: finance, purchasing, information technology, personnel, tax collection, Municipal Court, Police, economic development, planning and zoning, and code enforcement.

The current city hall administrative space is not considered to be large enough to meet long-term needs. Currently, there is insufficient room on the city hall property for parking customer and employee and police vehicle parking, although the nearby church parking lot is used for overflow parking needs. The city should explore options for building onto the existing building or constructing a new city hall building during the next five years.

### **POLICE AND COURT SERVICES**

Clarkston has a police force of 15 officers. The 1995 comprehensive plan specified a standard of two officers per 1,000 population, and at the time Clarkston exceeded that standard.

In addition, the city has 36 reserve (volunteer) officers to compliment the paid officer program. The volunteers help run court operations and ride patrols with paid sworn officers. Many of these reserve officers are retired and several have past law enforcement and security experience.

The Police Department occupies the downstairs floor of the City Hall building. The current office space is not expected to be sufficient to serve the city during the entire 20-year planning horizon. Currently, there is insufficient room on the city hall property for parking patrol vehicles.

### **PUBLIC WORKS**

Public Works currently operates out of a facility at 3867 Norman Road. It is a single building, approximately 1200 square feet, that is used for an administrative office and some storage. Also, a small building behind city hall is used for storage by the Public Works Department. Parking for public works vehicles is insufficient. Currently some of the city maintenance vehicles are temporarily stored on city park property. Also the city's trucks are stored at the DeKalb County facility at Memorial Drive and Camp Circle. The city plans to build a new public works facility. A site within an industrial area such as Clarkston Industrial would be a good location according to the Public Works Director. The new facility needs to be on a site of approximately 1 acre (to provide for vehicle and equipment storage), and building space needs to be from 5,000 to 10,000 square feet. An approved washing facility for vehicles is also needed.



The primary services of the Public Works Department are residential garbage collection, maintenance of city parks, and cleaning of storm inlets and drains. The department does not have street paving or maintenance equipment (DeKalb County provides those services).

### **GARBAGE COLLECTION AND SOLID WASTE MANAGEMENT**

The city provides residential garbage collection through the Public Works Department. Apartments and businesses are served primarily by private companies per individual contract. The department has one active garbage truck, and one reserve truck. The city needs to purchase a new garbage truck and purchase a new service vehicle, according to the Public Works Director.

One of the city's responsibilities in solid waste is to plan in accordance with the Comprehensive Solid Waste Management Act of 1990. Under that act, the city is required to develop and implement a comprehensive solid waste management plan. Clarkston is included in the Joint solid waste management plan prepared by DeKalb County and participating municipalities in 2005, prepared after hearings during June 2004 and January 2005.

### **STORMWATER MANAGEMENT**

Stormwater management is concerned with channeling runoff in a safe, controlled manner to protect land areas from erosion and flooding. The Public Works Department, as noted above, is responsible for keeping clean the city's storm drains. Stormwater management for water quality has taken on enhanced importance since establishment of the Metropolitan North Georgia Water Planning District in 2001. Clarkston is in the process of assuming additional responsibilities for protecting water quality and maintenance of stormwater management facilities in accordance with the mandates of the Water Planning District (for more information, see "intergovernmental coordination." DeKalb County is in the process of establishing a stormwater utility which could include Clarkston.

### **WATER**

Public potable water is supplied by DeKalb County, which serves all of DeKalb County except for the City of Atlanta within DeKalb County. The Chattahoochee River is the source of water supply, and water is taken from the river at Holcomb Bridge Road and the river at the Fulton-Gwinnett County line. The current permitted withdrawal is 140 million gallons per day (DeKalb County Comprehensive Plan, 2005). The biggest problem facing DeKalb County's water system is the age of water distribution pipes and the need for their replacement. As an ongoing project, DeKalb County is surveying and documenting the needs for water line replacements. Since that service is not provided by the city, it is not further evaluated here.

### **SEWER**

Sewage collection and wastewater treatment are supplied by DeKalb County. As with water distribution, the chief problem is the age of sewage collection pipes and the need for their replacement. DeKalb County continues to work on identifying those needs and replacing sewer lines where needed. The county's wastewater treatment capacity is expected to be adequate generally through the year 2015. Since sewer service is not provided by the city, it is not further evaluated here.

### **FIRE PROTECTION**

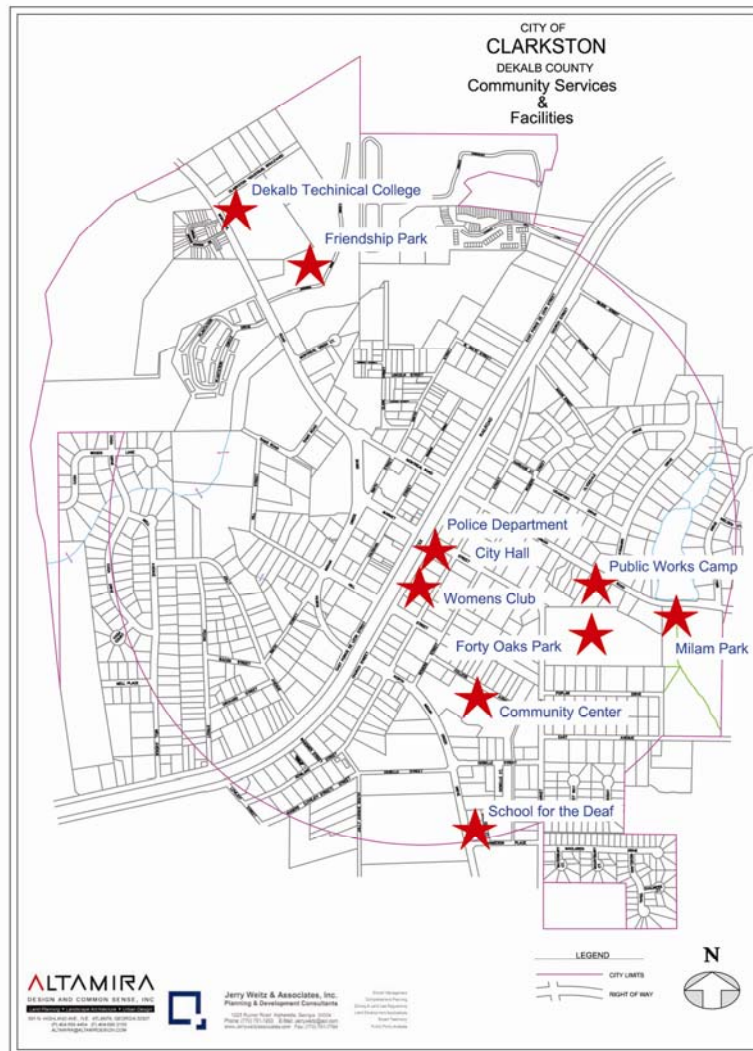
DeKalb County provides fire prevention and suppression activities in Clarkston. Clarkston is served by DeKalb County's Fire Station #23 on Brockett Road (1995 Comprehensive Plan). Fire Station #23 contains 10,488 square feet. The County Fire Department has a plan to increase the number of fire stations in the county from 25 to 33 by the year 2030 (DeKalb County Comprehensive Plan 2005). Since that service is not provided by the city, it is not further evaluated here.

### **EMERGENCY MEDICAL SERVICES**

DeKalb County provides emergency medical services within the City of Clarkston. Since that service is not provided by the city, it is not further evaluated here.

### **PARKS AND RECREATION**

Parks and recreation consist of at least 27 acres including the following: 15-acre Armstead Field (Friendship Park), which has two ballfields, two tennis courts, and one basketball court; 11-acre Milan Park, which includes a 370,000 gallon city pool two tennis courts, two ballfields, pavilion/ picnic/ playground areas, and a fitness trail (1995 Comprehensive Plan); and the Friendship Forest greenspace. In addition, DeKalb County operates the 40 Oaks Nature Preserve in the City. The fence at the multi-purpose field at is in disrepair and needs to be replaced. While there may be deficiencies in terms of parks in Clarkston, there are few if any notable opportunities to purchase vacant land or land to redevelop for parks in the City. The city does not provide organized recreation programs, but such activities are organized and managed by DeKalb County Parks and Recreation for incorporated and unincorporated persons alike.



## PLANNING AND ZONING

Currently, zoning administration is primarily by the City Clerk. The city does not employ a planner. Plan review is primarily by DeKalb County now, but the Public Works Department may take over parts of the land development permitting process in Clarkston.

## BUILDING INSPECTION

The city does not provide its own building inspection program. However, it is considering doing so and if provided that service will be assigned to the Public Works Department. DeKalb County provides inspection services in Clarkston at this time.

### **LIBRARY**

DeKalb County operates a countywide library system which includes the Clarkston Branch, which is located at 951 North Indian Creek Drive. The facility consists of 10,000 square feet and holds 45,000 volumes (DeKalb County Comprehensive Plan 2005).

### **EDUCATION**

Two important higher educational facilities are located in Clarkston on North Indian Creek Drive: DeKalb Technical College and Georgia Perimeter College. These provide convenient technical and college training opportunities for Clarkston's residents. Several other colleges and universities are located in the county, including Emory, Mercer, Oglethorpe, and DeVry (DeKalb County Comprehensive Plan 2005). An inventory of private schools in the county's comprehensive plan indicates there are no private elementary/secondary schools in the Clarkston zip code. Similarly, there are no county public schools with Clarkston addresses except for Indian Creek Elementary School on North Indian Creek Drive, Jolly Elementary School on Otello Drive, and Clarkston High School. All three of these schools were constructed in the 1960s.

### **OTHER COUNTY SERVICES**

DeKalb County provides numerous other services to the City of Clarkston (not mentioned above) and its residences, institutions, businesses, and industries, including but not limited to the following: Elections, Sheriff, Animal Control, Community Development Block Grant, and social services.

### **INTERGOVERNMENTAL COORDINATION**

Clarkston is a signatory to the DeKalb County Service Delivery Strategy, which was completed in 1999. As described in preceding paragraphs, DeKalb County provides numerous services to Clarkston. The Service Delivery Strategy accomplishes through intergovernmental agreement the provisions for delivering services. Clarkston is participating with DeKalb County and other municipalities in the reconsideration and re-adoption of the Service Delivery Strategy. No significant changes are anticipated to be needed from Clarkston's perspective.

Planning and implementation of the City's comprehensive plan necessitates coordination with various agencies and other levels of government. Frequent interactions are required with state agencies such as the Georgia Department of Transportation and the Georgia Department of Natural Resources. Three entities are considered particularly important and are discussed in this section, though Clarkston must coordinate efforts with many others not listed and described here.

#### **Metropolitan North Georgia Water Planning District**

The Metropolitan North Georgia Water Planning District was established by the Georgia General Assembly in 2001 via Senate Bill 130 to address the need for comprehensive water resources management. The water planning district's major purpose is to promote intergovernmental coordination for all water issues, to facilitate inter-jurisdictional water-related projects, and to enhance access to funding for water-related projects among local governments.

The district's jurisdiction encompasses 16 counties, including DeKalb. It is required by state law to prepare three long-term plans: a long-term wastewater management plan; a water supply and water conservation management plan, and a district-wide watershed management plan. The following plans were adopted in September of 2003: District-wide Watershed Management Plan, Long-term Wastewater Management Plan, and Water Supply and Water Conservation Management Plan. Clarkston will need to develop and implement plans and programs consistent with these regional plans.

### **Atlanta Regional Commission**

The Atlanta Regional Commission serves as the Metropolitan Planning Organization and the regional planning agency for a 10-county region including DeKalb. Clarkston will need to work with ARC in terms of implementing air quality objectives, regional land use/development plans, and transportation plans and programs. ARC has been the source of funding for Clarkston's Livable Centers Initiative (LCI) study, which was a huge jumpstart to this comprehensive plan.

### **DeKalb County Government**

As noted earlier in this chapter, Clarkston has many services provided by DeKalb County Government. Those services are formally coordinated via the county's Service Delivery Strategy.

### **Coordination with Schools**

There are several opportunities for the City of Clarkston to coordinate with the county school board as well as institutions of higher education in the area. Schools are essential community facilities that can help Clarkston meet its future needs in terms of educating the resident labor force, meeting of offsetting recreation needs, and serving as headquarters for emergency management activities. Partnerships with Georgia Perimeter College, Clarkston Campus, and DeKalb Technical College for the development of additional off-site facilities such as parking lots, offices, recreational fields, and possibly dormitories or other college facilities are a key opportunity that will be explored in preparing the community agenda. DeKalb County's needs for additional public schools will increase over time. While there appears to be few if any opportunities for the development of new public county schools in Clarkston, the city should be open to that prospect.

There are also "land use" issues with respect to the expansion of local public schools and area technical schools and colleges. Although DeKalb County's Board of Education is not required to follow the city's zoning ordinance (since local governments are immune from the regulations of other local governments), some land use compatibility issues between the city and school board may develop. Therefore, a future issue may arise as to whether the school board will seek and obtain any grading and building permits. The community agenda should address some of those compatibility and regulatory issues.

The City of Clarkston is responsible for the safe travel of students who want to walk or bike to schools and colleges in and near the city. Another issue to be confronted in the community agenda is whether pedestrian access and bicycle travel are adequate to area educational institutions.

Issues to be addressed in the community agenda include: (1) the extent to which school facilities are integrated into emergency operations plans as emergency shelters; (2) the adequacy of existing intergovernmental agreements with regard to the sharing of use or joint development of school-city recreational facilities; (3) the potential for partnerships between the DeKalb County Board of Education and area colleges and technical schools with regard to development of additional off-site facilities; (4) whether more explicit guidance is needed on applying local zoning and development requirements to educational facilities; (5) the adequacy of pedestrian and bicycle facilities from the city's residential neighborhoods and commercial areas to area schools; and (6) possible shared parking arrangements.

### **SUMMARY ASSESSMENT**

Clarkston will need to address its future needs for administrative space (City Hall), expansion of Police Department space (also currently in City Hall), and construction of a new Public Works Facility. Beyond these needs, most of the future capital facilities will be planned and programmed by DeKalb County Government. The primary intergovernmental issues include renegotiating Clarkston's participation in the DeKalb County Service Delivery Strategy (an effort which is ongoing), and implementation of regional plans of the Atlanta Regional Commission and Metropolitan North Georgia Water Planning District.

## CHAPTER 5 TRANSPORTATION

This Chapter provides an overview and understanding of how the Clarkston transportation system is functioning today, in order to make viable recommendations for the future. The project team gathered information from a variety of sources including interviews, community meetings, internet research and site visits.

### TRANSPORTATION HISTORY

A major factor in Clarkston's early development was the railroad, which was opened in the early 1830's by the Georgia Railroad.<sup>1</sup> The line connected Atlanta to South Carolina, via Athens and Augusta. Passenger trains carried Clarkston's residents to their downtown Atlanta jobs, encouraging early suburban type development.

Today the railroad still runs through Clarkston, operating approximately 30 freight trains a day and is a dominant transportation feature in the community. The train no longer stops in Clarkston, but the railroad shapes traffic patterns, land use decisions and community interaction, as it divides the city into two distinct neighborhoods. Citizens see the railroad as both a positive tie to the past and as a modern day noise nuisance and community barrier.

### TRANSPORTATION SYSTEM OVERVIEW

#### Roadway Corridors

The main corridor through Clarkston is East Ponce De Leon Avenue, an east-west, two-lane roadway with substandard sidewalks on the north side. East Ponce parallels the railroad tracks and is flat, with steep banks on the railroad side. Commuters use the corridor as a throughway connecting Stone Mountain to I-285. Because Clarkston lacks regional destinations, this road functions to serve pass-through traffic, not destination oriented traffic.

Widening this roadway would result in additional traffic passing through Clarkston, threatening Clarkston's sense of community and limited historic resources. Instead, there is a significant opportunity to upgrade the roadway with streetscaping, pedestrian crossings, transit enhancements and retail, restaurant and professional development that provides both pass through commuters and residents encouragement to slow down and stop. The adjacent railroad presents existing greenspace and the possibility for a bicycle and pedestrian trail. The railroad operations and right-of-way also limits the ability to add a great deal of capacity to the roadway.

North Indian Creek/Montreal Avenue offers a north-south route through the city, connecting to Georgia Perimeter College and Dekalb Technical College. Except for a very short section of Montreal Avenue north of the City, the roadway is two lanes, with substandard sidewalks. This route has a grade separated railroad crossing. The North Indian Creek/Montreal Avenue corridor generally functions well for vehicles, with the exception of the intersections at the grade separation. Improved traffic signal timing and minor system improvements at North Indian Creek and East Ponce and Church Street will enhance traffic flow at this location. Pedestrian and transit enhancements are needed on both sides of the roadway.

Two additional roadways of note are Church Street, providing east-west access on the south side of the railroad tracks, and Market Street, which includes an at-grade railroad crossing and access to Milam Community Park. Opportunity exists with both of these routes to improve pedestrian connections and enhance Clarkston's image with streetscaping and quality development adjacent to the roadway. The city has a very limited grid local street network and numerous substandard roadways serving low-density residential areas. As redevelopment occurs, developers and the city must bring the roadways up to current standards, including the development of a residential sidewalk network.

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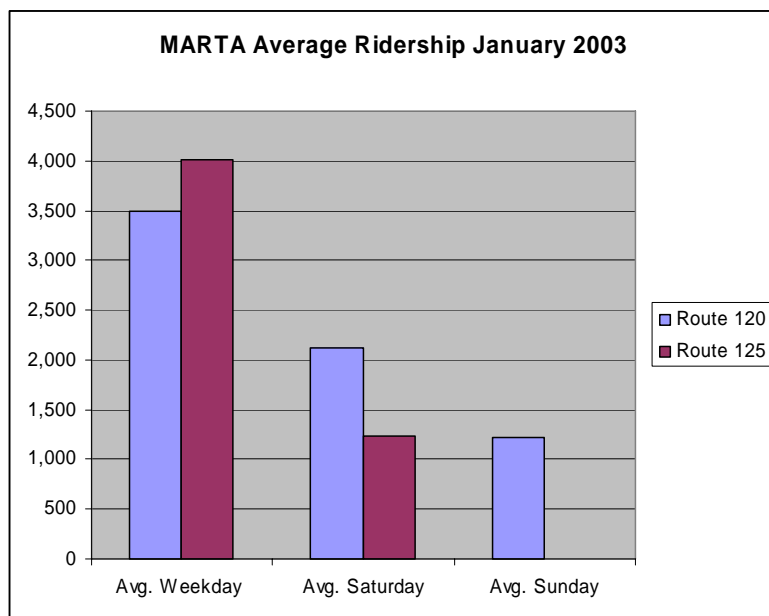
<sup>1</sup> www.cityofclarkston.com

## Transit

The city has two MARTA routes serving the Clarkston's commercial, governmental and residential areas:

- Route 125: Northlake Mall to Avondale MARTA station via Montreal Road and Indian Creek.
- Route 120: Stone Mountain Village to Avondale MARTA station via East Ponce de Leon.

Both routes travel to the Avondale MARTA rail station, primarily with peak periods headways of 15-20 minutes suggesting that the majority of the travel is commute oriented. The following graph shows the latest ridership numbers that have been gathered for Routes 125 and 120.



Transit users rely on connections with other modes, including walking, to make their trips. If these connections are inconvenient or uncomfortable, then transit use may be discouraged. There is currently poor access to transit within Clarkston via a connected sidewalk and pathway system. Transit amenities are also limited at several bus stops, including a lack of seating, signage, bicycle parking and bus schedules. An opportunity exists to integrate transit and transit support measures into the Study Area's development recommendations.

### Sidewalk and Bicycle Inventory

The LCI project team reviewed all roadways within the city for the presence of sidewalks. Generally, the presence of sidewalks appeared to be associated more with the development of individual

properties, rather than a cohesive plan for pedestrian movement. In most cases, sidewalks are only located on one side of the street, with typical widths of approximately 4 to 5 feet. The condition of sidewalks varied greatly. Many existing sidewalk routes within the downtown area do not provide connectivity.

## Railroads

A CSX Railroad bisects the city limits of Clarkston. The primary issue related to railroads is the need to provide for railroad crossing improvements both functional and aesthetic in Clarkston.

## Trucking and Port Facilities

There are no port facilities in Clarkston. Trucking occurs primarily on Interstate 285 which runs through the city limits. However, some trucks use other major corridors within Clarkston, including East Ponce DeLeon Avenue, Church Street, North Indian Creek Drive, and Montreal Road. Patterns of truck use are well beyond the significance of Clarkston, and therefore, the county transportation plan will address or reevaluate the need for changes to designated truck routes. DeKalb County originally adopted a truck route plan and ordinance in 1967, and the 1995 adopted county comprehensive plan called for a comprehensive overhaul of the county's truck route plan and ordinance. Key issues to be addressed in that planning effort include preventing the incursion of truck traffic into neighborhoods.

### Airports

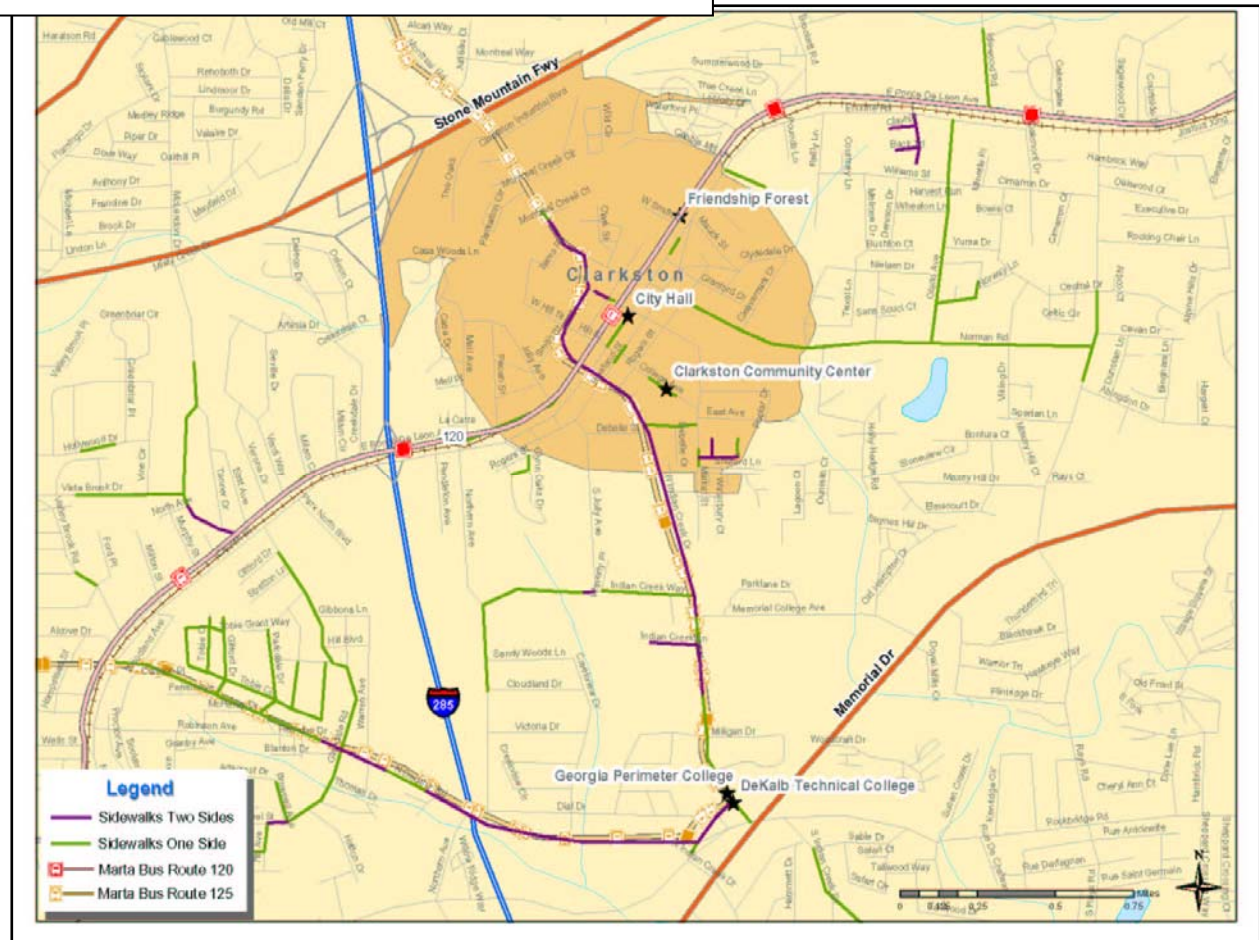
No airports are located in Clarkston. General aviation needs are met by Peachtree-DeKalb Airport, located eight miles from the city, and Hartsfield-Jackson International Airport south of Atlanta. Airport facilities therefore do not present any specific issues or opportunities that need to be addressed in the community agenda.

### Parking

The city's adopted zoning ordinance includes parking requirements which ensure that new developments and redevelopment of lands and uses will have sufficient and adequate parking. There is a surface lot owned by the City that is located immediately behind City hall and bounded by Rowland and Rogers Street. The lot is primarily used for Church parking and City parking. This is an example of shared parking arrangements that could be further explored as an issue in the community agenda. The lot provides adequate parking for these uses, but it is unsightly and the City would like to improve the appearance and functionality of the lot by redesigning the parking layout and adding planting, lighting and other pedestrian amenities.

There are no expansive areas of commercial off-street parking lots that are in need of retrofitting or redevelopment. However, shared parking arrangements could be considered with area colleges and technical schools, which are likely to have parking lots that are underutilized during certain periods of the day or evening.

Existing Sidewalk and Transit Facilities





The Stone Mountain Trail also passes through the city roughly following the railroad tracks adjacent to Church Ave. The path provides bicycle and pedestrian connections to Stone Mountain. There are no other formal bicycle facilities in the city or surrounding area. Primary biking and walking destinations, as identified by the community include:

- Market Street/Milam Park
- Thrifttown shopping center
- Georgia Perimeter College, Clarkston Campus
- DeKalb Technical College
- Friendship Forest
- Clarkston Community Center

### COMMUTE CHARACTERISTICS OVERVIEW

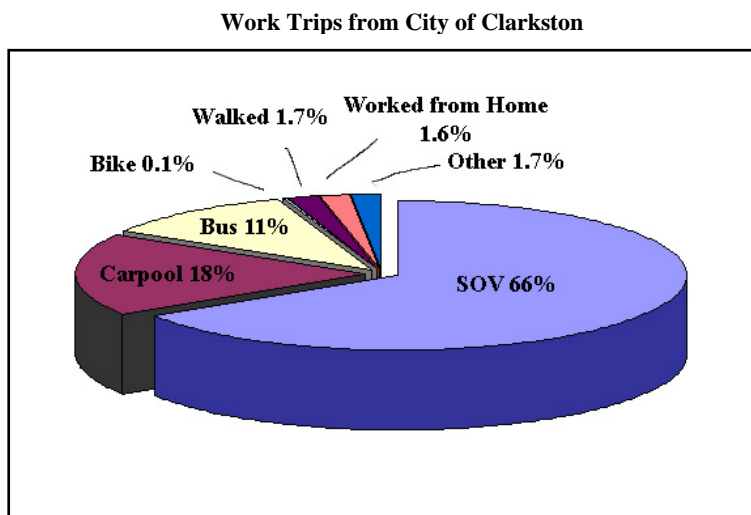
Since most transportation demand occurs during peak travel hours it is important to review what types of modes of transportation Clarkston residents are using to get to work and where they are going.

Forty four percent of commuters use alternative modes of transportation, a high number when compared to Dekalb County and the region. Transit trips are 3 percent of regional commute trips, 8.4 percent of Dekalb County trips and 11% of Clarkston trips. Carpool is 9.8 percent of regional trips, 10.6 percent of Dekalb County trips and 18 percent of Clarkston trips.

The number of alternative mode users may be correlated to the refugee population. This population may be dependent on shared rides and transit to get to work.

To maintain and facilitate increased use of alternative modes, the study team analyzed Clarkston resident's employment designations.

The following Figures displays all work trips and focus on each specific mode of transportation: carpool, transit, bike, walk and work from home trips.



Source: Census for Transportation Planning Package (CTPP) Journey to Work, 2000

The majority of all Clarkston resident's trips are relatively short and remain within Dekalb County. Short trips are well served by transit, as is confirmed by the transit destinations, primarily in Dekalb County industrial parks. Because 11 percent of Clarkston's population use transit, and destinations are nearby, the City has an opportunity to improve service through pedestrian connections, shelters, working with MARTA and Dekalb County on service improvements and widely distributing information to citizens on how to ride MARTA and the bus schedules.

Additional activity centers that Clarkston residents are traveling to include:

- Perimeter
- Norcross
- Stone Mountain
- I-20/Covington
- Decatur

- Downtown Atlanta

These destinations provide additional opportunity to promote carpooling and vanpooling. The City can work with local Transportation Management Associations in Perimeter and downtown to discuss vanpool arrangements. Many TMA's offer flat rate fares or deeply discounted fares. By assisting with the home end connection, the City can foster vanpool formation. The City can also promote ridesharing and encourage citizens to register in the regional rideshare database: I-87-RIDEFIND.

The colleges (Georgia Perimeter and Dekalb Technical), south of Clarkston are attracting the most bicycle trips. To increase usage to both biking and walking the City must work with Dekalb County on creating a bicycle system both within the city and connecting to nearby destinations, such as the campuses.

#### **DEKALB COUNTY TRANSPORTATION PLAN**

The Dekalb County Comprehensive Transportation Plan (CTP) is currently under development and will include countywide transportation projects over the next thirty years. The County is focusing their transportation funding on projects that link residential areas to schools, MARTA stations and transit. An opportunity exists to integrate Clarkston's LCI recommendations into the county's plan, scheduled for completion in December 2005. Projects will include traffic signal timing, pedestrian, transit and railroad crossing improvements.

#### **TRANSPORTATION AND LAND USE CONNECTIONS**

The Livable Centers Initiative (LCI) study for Clarkston reinforces the city's understanding of transportation and land use relationships. Since there is little undeveloped land in the city, redevelopment is going to be the primary issue. Generally, redevelopment can and should enhance the connections between land use and transportation. For instance, by concentrating redevelopment activities in areas served by public transit, Clarkston can assure that such redevelopment is not served exclusively by automobiles and that multiple modes of travel (including pedestrian and transit ridership) are available. Although ridership statistics have not been researched, it is believed that MARTA bus routes in Clarkston may be underutilized. As noted above under "parking," the parking lots of institutions in the city (churches, college and technical school) may be underutilized and present an opportunity for the sharing of parking by land uses that have different peaks of parking.

The comprehensive plan adopted in 1995 made note of traffic congestion along East Ponce DeLeon Avenue, Montreal Road, and Church Street. The streets carrying the most traffic in Clarkston were all classified as minor arterials in DeKalb County's 1995 comprehensive plan (which is in the process of being updated). Opportunities to address traffic congestion through conventional "capacity" techniques such as widening roads are minimal. Intersection improvements are probably the most feasible method of addressing congested thoroughfares. In some cases, due to the railroad right-of-way, further intersection improvements at some congested intersections are problematic.

Interstate 285 is the most significant road corridor in Clarkston. The federal government and state are responsible for addressing future needs in this corridor. There is an existing effort sponsored by the Georgia Department of Transportation to develop an I-285 Strategic Implementation Plan over a two year period which began in late October, 2004. The final plan is anticipated to be completed in October, 2006. It will be a Strategic Implementation Plan defined to meet the goals and objectives necessary to ensure the safe and efficient operation of I-285.

The City of Clarkston will need to participate in the transportation planning processes of DeKalb County and the Atlanta Regional Commission throughout the planning horizon to ensure that its transportation needs, including intersection improvements, are programmed, funded, and implemented.

## CHAPTER 6 NATURAL AND CULTURAL RESOURCES

### NATURAL RESOURCES

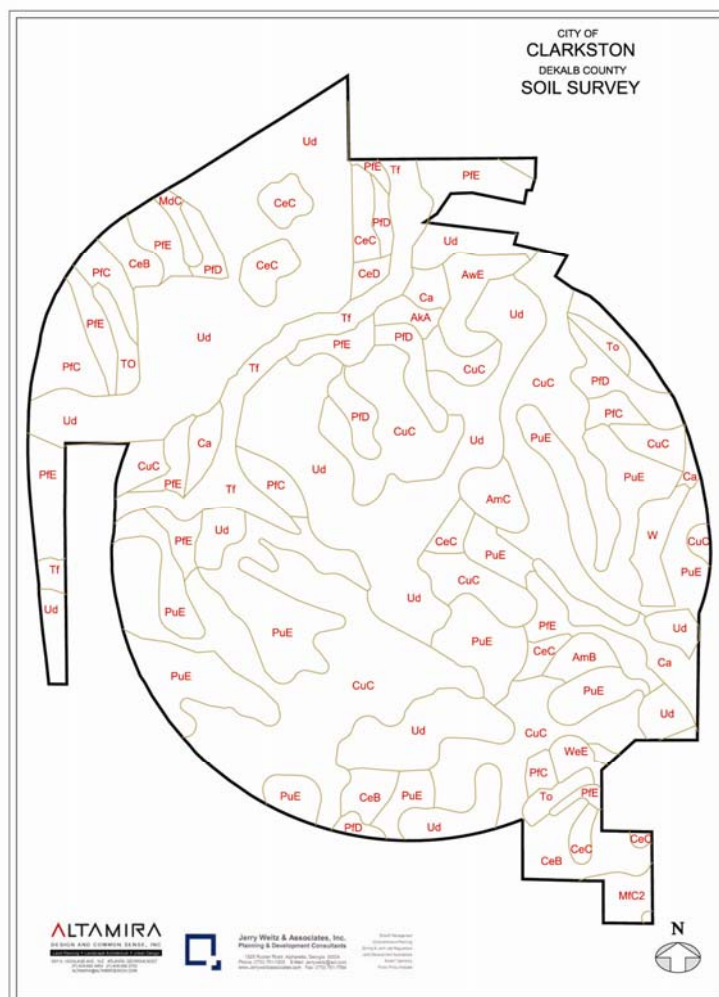
#### Environmental Planning Criteria

Review of data in 1995 (i.e., the adopted comprehensive plan) revealed that the City of Clarkston does not contain any protected mountains, protected river corridors, or water supply watersheds as those terms are defined in state planning rules (see Georgia Department of Natural Resources, Environmental Planning Criteria, adopted as administrative rules). Therefore, local ordinances for protection of these resources are not required. The City of Clarkston has not adopted ordinances that meet the Part V requirements of the Rules of GADNR Chapter 391-3-16 Rules for Environmental Planning Criteria.

#### Soils and Topography

Clarkston is located within the Georgia Piedmont Province of the Southern Piedmont Region. Within this Province, the City lies within the Gainesville Ridges District. Land within this district is characterized by gently sloping or rolling topography. Very little land is undeveloped within the City and the soil types found here are characterized as Urban Land Soils. These soils are generally evident in developed areas that have been modified by development activities. Other soil types found in Clarkston are: Altavista, Appling Ashlar-Wedowee, Cartecay, Cecil, Madison, Pacolet, Toccoa and Wedowee.

Map 6.1 soils map



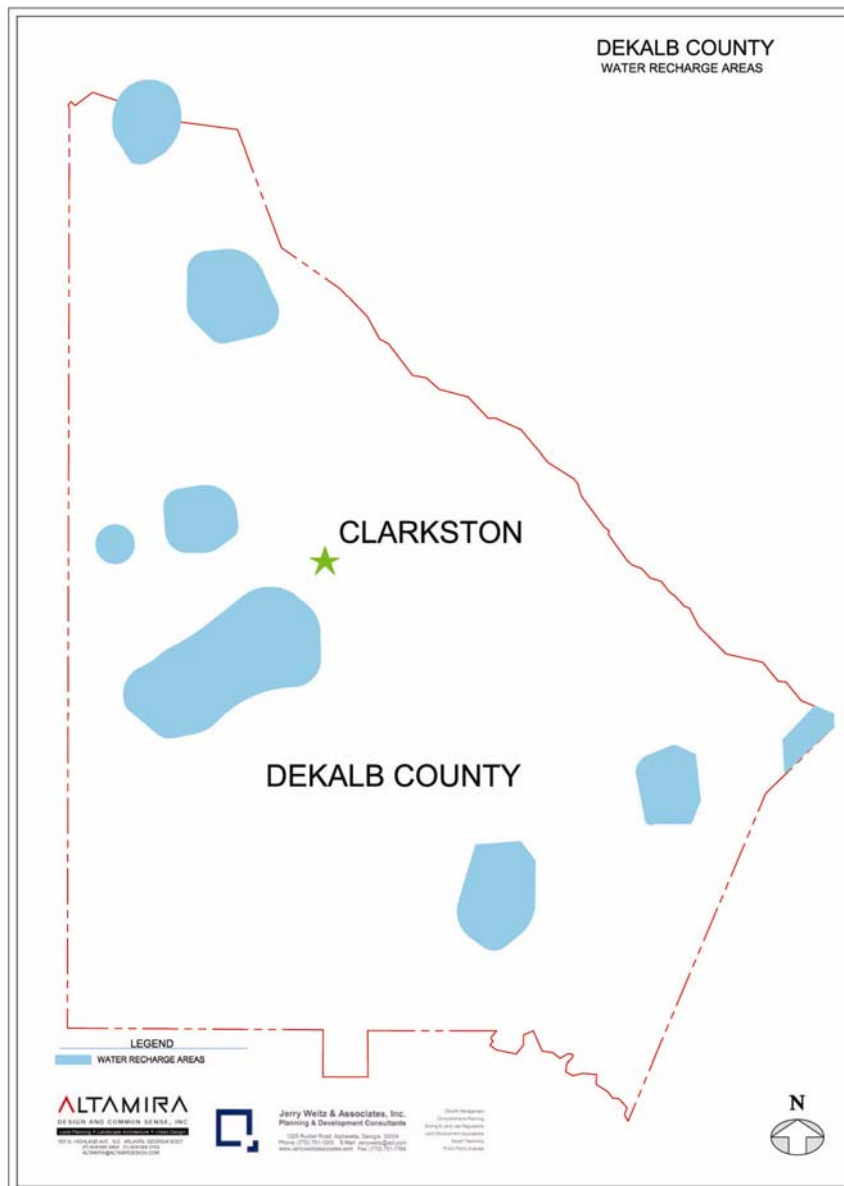
### Water Supply Watersheds

Water supply watersheds are defined by the Georgia Department of Natural Resources (GADNR) as the areas of land upstream of a governmentally-owned public drinking water intake. According to the GADNR, Clarkston is not located within a water supply watershed.

### Ground Water Recharge Areas:

The Georgia Department of Natural Resources (GADNR) has mapped the ground water recharge area for the state. The 1995 Comprehensive Plan identified Clarkston as a potential “Significant Recharge Area” and suggested that the City contact ARC regarding the preparation of a recharge area protection ordinance. ARC has no record of any work with the City in 1995. More current recharge mapping by GADNR indicates that Clarkston is not in a “Significant Recharge Area”.

Map 6.2 Water recharge area



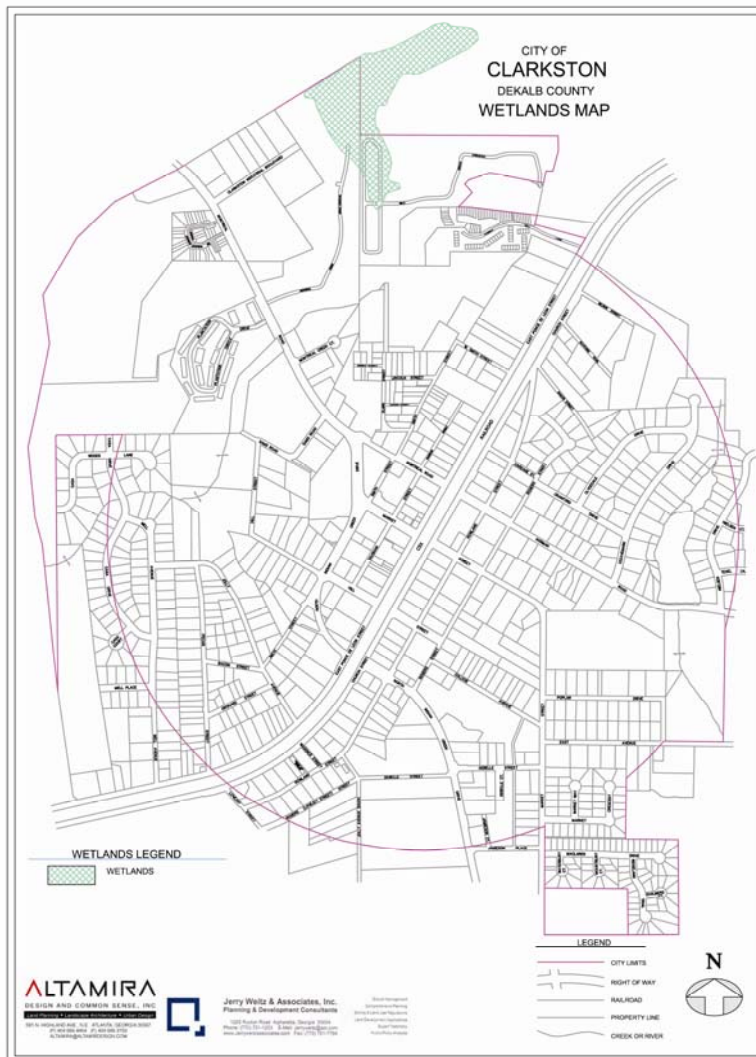
## Wetlands

Wetlands are defined as “those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and under normal circumstances do support a prevalence of vegetation typically adapted for life in saturated soil conditions”.

The environmental Protection Agency (EPA) is responsible for restoring and maintaining the environmental integrity of the nation’s wetlands. The regulatory tool used for this task is Section 404 of the Clean Water Act. This Act is jointly administered by the US Army Corps of Engineers and the EPA.

Wetland data has been compiled by the US Department of Interior, Fish and Wildlife Service. This information is available through the National Wetlands Inventory. According to this inventory one wetland area is in Clarkston.

The 1995 comprehensive plan also indicated that there may be wetlands in the City of Clarkston. Environmental Planning Criteria require local governments to acknowledge the importance of protecting wetlands. An issue to be further considered is the extent to which wetlands in Clarkston need further protection. A city policy regarding the protection of wetlands and the need for regulations if appropriate will be included in the community agenda.



### Protected Mountains

There are no Protected Mountains in Clarkston

### Protected River Corridors

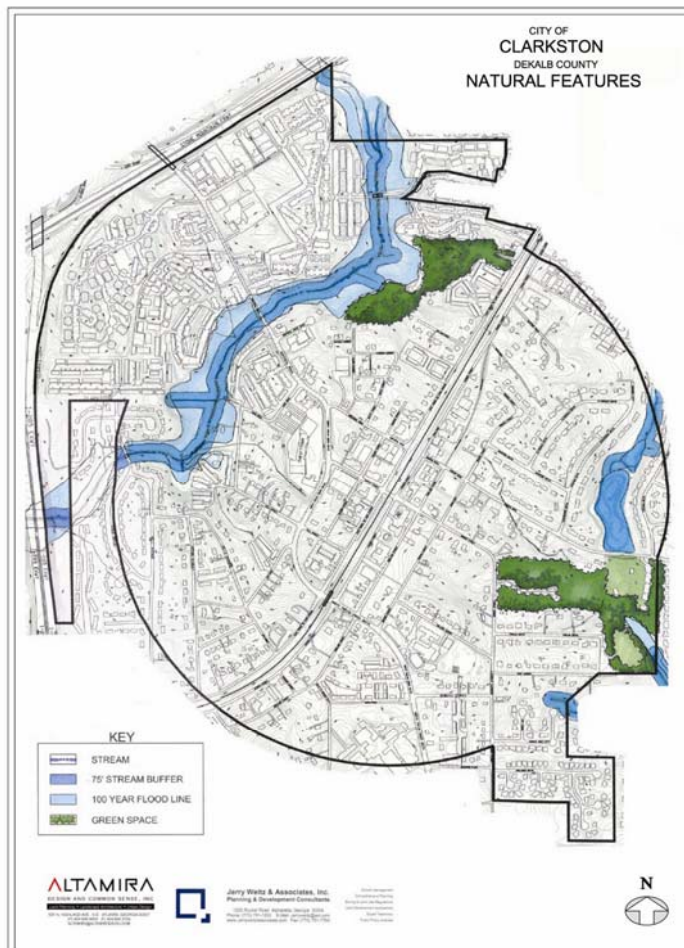
There are no Protected River Corridors in Clarkston

### Green Space and Flood Plains

There are three parks that serve as the primary green space for the City; Forty Oaks Nature Preserve, Milam Park, and Friendship Forest. Forty Oaks Nature Preserve is 11 acres and is owned and operated by the DeKalb County Parks and Recreation Department. Milam Park is 11 acres, contiguous with Forty Oaks Nature Preserve and contains active recreation opportunities for the City. Recreation facilities at Milam Park are as follows: 2 tennis courts, 2 ball fields, 1 swimming pool along with pavilions, picnic areas and playground areas. Milan Park is owned and operated by the City of Clarkston. Friendship Forest is 15 acres, which has been converted to a bird sanctuary; the recreation facilities identified in the 1995 Comprehensive Plan, 1 basketball court, 2 tennis courts and 2 baseball fields, are no longer operational. A conservancy for this park has been established; little activity takes place in the park and it is closed to vehicular traffic.

There is substantial flood plain within the City. The flood plain is associated with the South Fork of Peachtree Creek and Snapfinger Creek. The flood plain associated with Snapfinger Creek is contiguous with Forty Oaks Nature Preserve and the flood plain associated with the South Fork of Peachtree Creek is contiguous with Friendship Forest. In addition to the flood plain, there is a county and state mandated buffer, which is 75' from top of bank on both sides of the water body. Both flood plain systems provide an opportunity to link the City to other areas of the Metropolitan Area with Multi-use Trails.

Map 6.3 natural features map



## **CULTURAL RESOURCES**

### **History**

The City Of Clarkston owes much of its beginnings to the Georgia Railroad. In the 1830's, the Georgia Railroad built a rail line through what is present day Clarkston, to connect the merchants of Athens with outlets in Augusta and South Carolina. Originally called "New Siding" after Jake New, a Section Foreman who worked for the Georgia Railroad, the City of Clarkston was officially chartered by Governor Alexander H. Stevens on December 12, 1882. Clarkston was named in honor of Colonel W.W. Clark, a Covington Lawyer and a Director of the Georgia Railroad. The railroad made Atlanta so accessible for commuting, Clarkston became a community of homeowners who worked in Atlanta. Clarkston became one of the South's first "suburban" communities. Commuting citizens accounted for much of Clarkston's early growth.

Around the turn of the century, one colorful folktale mentions the early origination of "Goatsville" and "Angora Heights" as names bestowed on Clarkston. It was said that in the early 1900s high prestige was derived in the number of goats a person owned, so many Clarkstonians owned fifteen to twenty of these prized creatures. The goats, believed to be the high quality Angoras variety, grazed open range and therefore had to be run out of the school house and other establishments for the citizens to conduct their business. Visitors soon nicknamed the city "Goatsville," which was later changed to the more prestigious "Angora Heights." Though these monikers have faded from current usage, the Clarkston High School pays homage to this history, by having adopted the Angora goat as their school mascot.

Since that time, Clarkston has experienced several major growth spurts, the first occurring between 1960 and 1970. The construction of the Stone Mountain Freeway and the I-285 Interstate made Clarkston an excellent location to live and helped the population swell from 1,524 to 3,127, a 105.2 percent increase during this period. During this period the population grew steadily throughout the 1970's and 1980's due mainly to construction of several large multi-family projects in the City. During the mid-1990s, Clarkston and surrounding areas were designated as an official refugee destination center for persons fleeing various types of persecution throughout the world. This influx of refugees created one of the most diverse multi-cultural cities in the Southeast and also resulted in Clarkston becoming a city with one of the highest population densities in Georgia (LCI Study).

### **Historic Resources**

Presently there are no structures or districts within Clarkston listed on the National Register for Historic Places. Inquiries were made regarding registration for two structures: one for the Clarkston Women's Club in 1989 and another for the Morris House in 1981. The 1995 Comprehensive Plan identified the Morris Home at the Corner of Rowland and Market Street as worthy of preservation.

Historically and prior to the advent of Clarkston, North Indian Creek was a high ridge trail followed by native peoples for various purposes. At what is now the intersection of East Ponce de Leon Avenue and North Indian Creek, on the southeast corner were ample springs, bubbling up, providing all who stopped with fresh spring water; making what is now present day Clarkston an early crossroad of trade. Unfortunately, these springs are now buried due to road construction. Even today, these springs come to surface below this grade at times of high ground water level.

**CHAPTER 7  
 LAND USE AND CHARACTER AREAS**

**HISTORIC LAND USE TRENDS**

Clarkston has remained a small city in terms of geographic size, observing its original circular city limits with very limited annexation over time. The presence of public utilities, such as major transportation routes and sewer, has played a large role in shaping the city’s development pattern.

The 1995 comprehensive plan included an inventory of existing land use as of 1994. It included a map of generalized land use and acreage estimates of land within each existing land use category. The most significant observation about land use in 1994 was that Clarkston was already built out, with virtually no vacant/undeveloped land remaining. The lack of vacant/undeveloped land has caused Clarkston’s land use changes to slow. As a result, the 2005 land use patterns are not appreciably different from those observed in 1994.

**Table 7.1  
 Land Use, August 1994  
 City of Clarkston**

<b>Land Use Category</b>	<b>Acres</b>	<b>Percent of Total</b>
Residential	572	81
Commercial	40	6
Industrial	12	2
Public/Institutional	32	5
Transportation, Communication & Utilities (TCU)	25	3
Parks, Recreation & Conservation	21	3
Undeveloped	2	-
<b>Total Acreage</b>	<b>704</b>	<b>100</b>

Source: Mayes, Sudderth & Etheredge, Inc. 1994. Table 32 in Clarkston Comprehensive Plan (1995).

Residential uses were, by far, the largest land use category, comprising 81 percent of the total land area in 1994. At that time, the city’s housing stock was diverse, with detached, single-family dwellings, apartments, condominiums, and duplexes. About one-third of the housing stock was multi-family dwellings, and multi-family development was concentrated in the northern section of the city along Montreal road, in the southern section along North Indian Creek Drive, and in the northeast section of the city adjoining East Ponce De Leon Avenue (1995 Comprehensive Plan).

Commercial land use consisted of 40 acres in 1994, centered primarily in the city’s downtown area along East Ponce De Leon Avenue, from North Indian Creek Drive to Montreal Road. (Clarkston Village) and Church Street. Industrial use was located in the northern section of the city along Montreal Road and Clarkston Industrial Boulevard (1995 Comprehensive Plan).

Public and institutional uses, including churches, schools, and government facilities comprised 32 acres or 5 percent of the total acreage in Clarkston in 1994. The Transportation, Communication and Utilities category comprised 25 acres, most (21 acres) of which was within the CSX Railroad right-of-way.

The comprehensive plan of 1995 did not identify any significant land use issues. As of 1994, the City’s residential areas were found to be stable, adequately buffered, and free from incompatibilities (1995 Comprehensive Plan). One exception was the residential uses along East Ponce de Leon Avenue at the western entrance to the city, where commercial development pressures threatened the stability of the residential area.



## EXISTING LAND USE CATEGORIES

Categories of existing land use in Clarkston are as follows:

- Residential (which can be further divided into single-family and multi-family)
- Commercial
- Industrial
- Public/Institutional
- Transportation/Communication/Utilities
- Park/Recreation/Conservation
- Undeveloped/Vacant

More detailed categories can be used in classifying existing land use, if they can be grouped into one of these standard categories.

**Single-Family Residential:** Single-family dwelling units on individual lots.

**Multi-Family Residential:** Residential buildings containing two or more dwelling units, such as duplexes, triplexes, townhouses, condominiums and apartments.

**Commercial:** Land dedicated to non-industrial business uses, including retail sales, office, service and entertainment facilities.

**Industrial:** Land dedicated to manufacturing facilities, processing plants, factories, warehousing and wholesale trade facilities, mining or mineral extraction activities, and other similar uses.

**Public/Institutional:** State, federal or local government uses, and institutional land uses. Government uses include city halls, police and fire stations, libraries, prisons, post offices, schools, military installations, etc. Institutional uses include colleges, churches, cemeteries, hospitals, etc.

**Transportation, Communication and Utilities:** Major transportation routes, public transit stations, power generation plants, railroad facilities, radio towers, telephone switching stations, airports, port facilities or other similar uses.

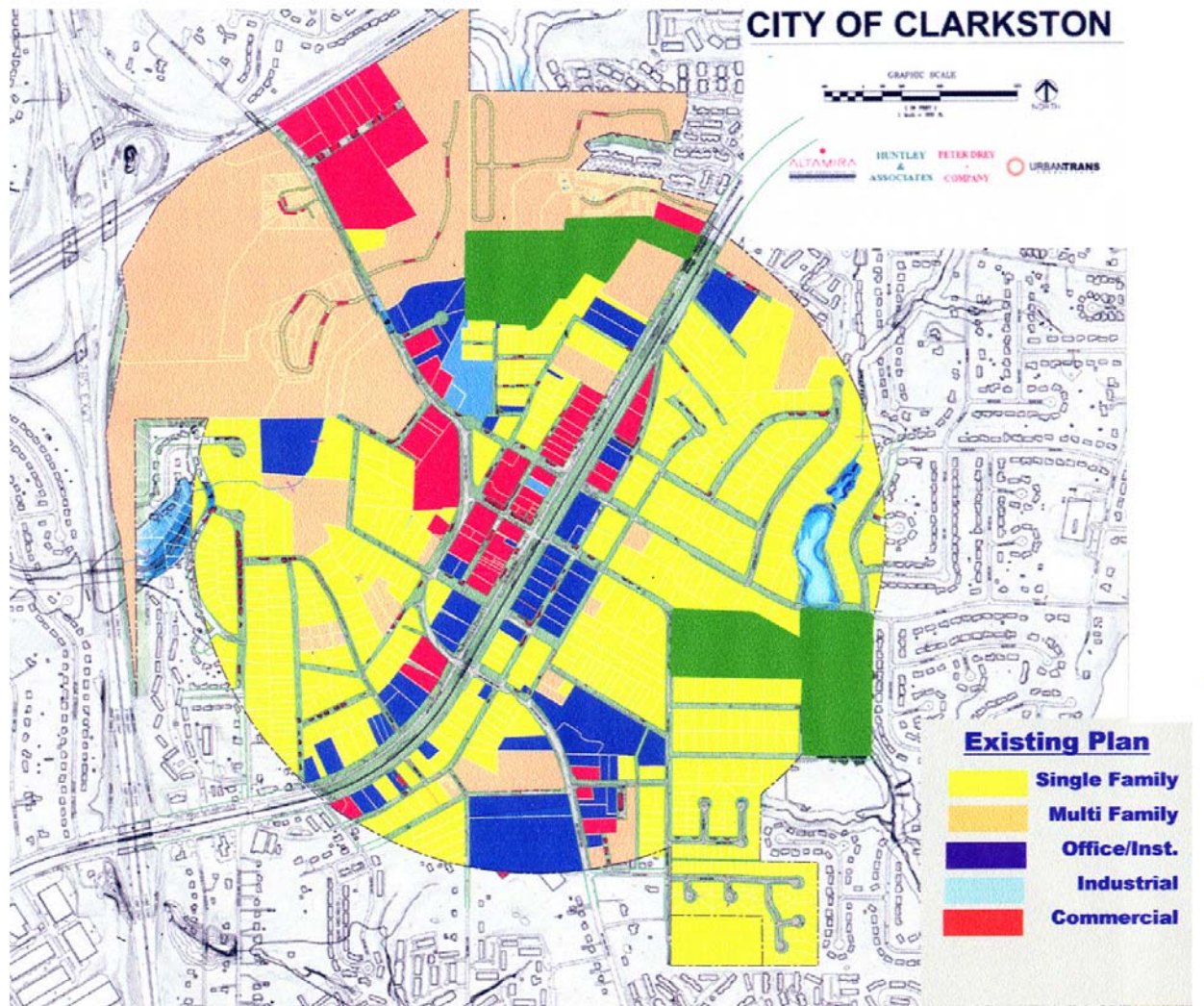
**Park/Recreation/Conservation:** Land dedicated to active or passive recreational uses. These lands may be either publicly or privately owned and may include playgrounds, public parks, nature preserves, wildlife management areas, national forests, golf courses, recreation centers, or similar uses.

**Vacant/Undeveloped:** Lots or tracts of land that are served by typical urban services (water, sewer, etc.) but have not been developed for a specific use or where developed for a specific use that has since then been abandoned.

## EXISTING LAND USE IN 2005

As noted above, there has not been a significant change of the overall development pattern in Clarkston during the past decade since the 1994 land use inventory was completed (see 1995 comprehensive plan). As a part of the Livable Centers Initiative (LCI) process, an existing land use map was prepared and is reproduced here (Map 7.1). In addition, the thorough, qualitative analyses of land use trends, problems, issues, and opportunities in the LCI study are recited here in this chapter.

**Map 7.1**  
**Existing Land Use, 2004**  
**City of Clarkston**



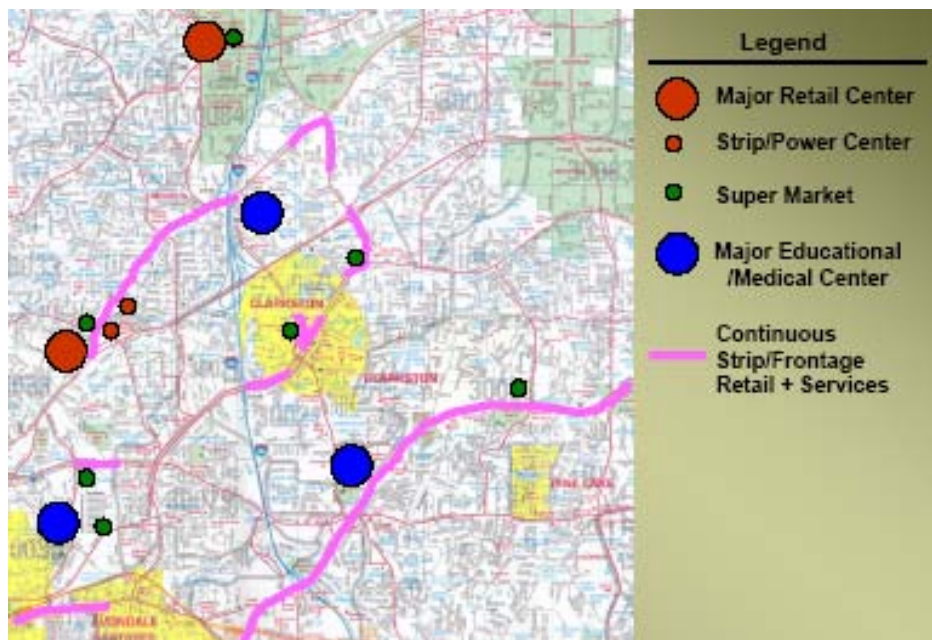
## LAND USE PROBLEMS AND ISSUES

### Quality of Life

While Clarkston has undergone a recent wave of change as the combined result of international emigration and growing urbanization, it maintains an appealing quality of life. The maintenance of single-family neighborhoods, its parks and nature areas, as well as access to public schools, retail, services, and health facilities combine to create what most would consider a good overall quality of life. While exceedingly dense in terms of population on its north/northwest side, Clarkston retains a relaxed small town pace and feel.

The retail and services within Clarkston are limited in terms of offerings and price range, being directed primarily toward mid-to-low-income renters and those seeking auto repair services. However, a broad range of retail and services are within a relatively convenient distance from most sections of Clarkston. Major full-line supermarkets (Publix) are located on Memorial Drive at Rays Road and Shamrock Plaza (N. Druid Hills at Lawrenceville Highway), as well as North Decatur Road one-half mile west of E. Ponce de Leon (Kroger). Moreover, one of

Atlanta's best-known grocery destinations – the Dekalb Farmers Market – is only a short drive down E. Ponce de Leon toward Decatur. The Northlake Mall area, with several power centers in addition to the mall itself, offer full-service supermarkets (Publix and Kroger) as well as a wide variety of “big-box” and other national chain retailers. The figure below shows locational pattern of major retail uses near Clarkston.



### **Railroad**

While considered a “fact of life” in Clarkston, the rail line bisecting Clarkston between E. Ponce de Leon Avenue and Church Street does present a set of problems common to many towns and cities not only in Georgia, but throughout the country. Rail lines often present a physical barrier between communities. Achieving multi-use trail connections across the lines will be a difficult challenge. If the line is active, as is the railroad going through Clarkston, the railroads can be loud on a frequent basis, particularly if there are crossings (as in Clarkston) that require the sounding of the train whistle (actually a loud horn). Furthermore, the partially elevated tracks and their extensive rights-of-way on both sides are simply not attractive. Running parallel to E. Ponce de Leon and Church Street, the rail lines present a visual definition of Clarkston – or perhaps worse, prevent an awareness that one is entering Clarkston – to anyone traveling that corridor into and through the center of town.

### **Condominium Conversion**

In Clarkston, at least two older multi-family complexes that were formerly rental apartments either have undergone or are presently undergoing transition to ownership (condominium) properties.

### **Lack of Development Sites**

While the LCI study team identified several redevelopment sites within the city, there are no undeveloped sites available for new development of any sort. Since there is little or no vacant land which provides for redevelopment opportunity within the City, there will be increasing pressure to assemble and redevelop areas that are not densely developed and that presently contain homes which are in need of renovation and/or repair (LCI Study).

### **Lack of Open Space**

For a town its size, Clarkston actually does have several open spaces – parks and nature areas. Forty Oaks Nature Preserve, located in the eastern edge of the City is a great amenity for the residents, is heavily forested but does not

provide enough area for assembly or other sizable community uses. The designation as a Nature Preserve restricts its civic use. Another similar community asset is the Friendship Forest Bird Sanctuary on the northern edge of Clarkston. Even though open space is available for a community gathering, the designation as a bird sanctuary makes it unsuitable for this purpose. Milam Park, while attractive and heavily used as a recreation site, is limited in size and capacity, and its location makes it an unlikely candidate as an amenity for all Clarkston residents. There are no centrally located public gathering parks or plazas.

### **Lack of “Center”**

Due to its lack of a central public gathering space, as mentioned above, and perhaps related to it, Clarkston lacks a perceived “center” that is apparent or identifiable to passers-through, or recognized and adopted as a town center by all of its residents. Residents and visitors unanimously recognize the center of Clarkston as the intersection of East Ponce de Leon Avenue and Market Street. This crossroads is presently a loose focal point of downtown business (LCI Study).

### **Loss of Identity**

The accelerating urbanization of metro Atlanta outside of I-285 could overwhelm unprepared communities, particularly those within distinct, clearly defined identities. At the moment, Clarkston exhibits certain strengths as described above that may protect it from the “homogenization” that urban sprawl can create – a sameness in look, feel and attractions that tends to diminish a town’s or community’s sense of uniqueness and place. Over the next few years without an aggressive development plan, Clarkston may succumb to the downside of unchecked urbanization and development: a loss of identity. In most cases, a city, town or community needs to take strong action to protect itself from this “flip side” of appreciating value and market strength (LCI Study).

### **Poor Aesthetics and Lack of Design Control**

Clarkston has no design standards or zoning controls that favorably influence the community’s aesthetics. Development has been allowed to proceed in any manner desired by the property owner and/or tenant. This pattern is not uncommon for smaller cities in Georgia that don’t have a city planner on staff and relatively infrequent requests for rezoning changes. The active rail line and railroad right-of-way has an aesthetic impact on the city. Clarkston does not benefit from any form of community appearance standards or design guidelines regarding facility design or property landscaping. Clarkston does have a number of extremely attractive individual residential communities and some attractive landscaping along major public roads, but overall its entryway, E. Ponce de Leon and its parallel, Church Street are unattractive. What exists of a town center (Market and Montreal to N. Indian Creek) does not present a very positive image of Clarkston and perhaps just as damaging, Clarkston may be perceived as having no image at all (LCI Study).

As mentioned above, incompatible design is currently the norm in Clarkston along with surrounding retail nodes, particularly along major arterial roads. Design quality is, of course, open to debate. As with art, however, one generally knows when quality is missing. The LCI study team has not only assessed Clarkston’s current visual environment, but more importantly, has listened to Clarkston residents themselves during public meetings. The consensus is the city, particularly along E. Ponce de Leon, and within the proposed Town Center District, could benefit significantly from the introduction of design guidelines and standards, as well as the means to implement them into new and existing developments alike. Without such design initiatives, new development will only add to the current lack of visual appeal and identity in Clarkston (LCI Study)

The results of unchecked, uncontrolled urbanized development can be seen throughout Clarkston today, as well as along Memorial Drive and Lawrenceville Highway, among others. Cluttered signage, deteriorating store facades, haphazard roadside parking, and frontage “seas of concrete and asphalt” without landscaping are the rule rather than the exception in urban sprawl development. Market forces which cause land values to outpace existing market demand, pressure developers to (1) seek – and often demand through litigation – higher densities than a community can reasonably sustain; and (2) cut “non-essential luxuries” such as landscaping, visual buffers, sidewalks and pedestrian pathways, adequate on-site parking (preferably hidden), compatible design themes, attractive signage and lighting, and other elements that define sustainable “new urbanism” (LCI Study).

### **Areas of Future Redevelopment Potential**

During the LCI process, two areas, which hold potential for future redevelopment, were identified during the Charette for the LCI study. One is the area around the intersection of E. Ponce de Leon and West Smith Street. The other is the area bounded by E. Ponce de Leon on the south, Pecan Street on the east, Mell Street on the west, and Jolly Avenue on the north.

Site analysis were prepared and presented to the Community. The first tract is approximately 22 acres and is bounded on the north by the Stone Mountain Freeway and on the west by Montreal Road. The rest of the tract is bounded by multi-family rental properties. The site presently contains DeKalb Tech, a Gas Station, a Hindu Temple and some office structures. The portion of Clarkston the site lies in is bounded by Stone Mountain Freeway on the North and I-285 on the West, the South Fork of Peachtree Creek on the South and East is primarily multi-family rental. Another area is approximately 13 acres and is bounded on the North and East by the South Fork of Peachtree Creek and on the West by Montreal Road and on the South by Clark Street. This site presently contains the post office, a grocery store, some office structures and a manufacturing facility.

Presently there are 10 structures on approximately 7 acres of land along E. Ponce de Leon and West Smith Street. West Smith Street is a 20 foot wide dead end street, with no curb and gutter, and no ability for emergency vehicles to turn around. The existing homes are relatively small and although some homes have been recently renovated and others show evidence of repair for the most part, the homes are not owner occupied and show signs of neglect and disrepair.

The other area is approximately 16 acres and contains approximately 35 homes and two commercial structures along E. Ponce de Leon. The homes in this area are relatively small and on relatively large tracts of land that average approximately 15,000 square feet with lot widths of 70 feet or more and depths averaging 200 feet. Several of the lots have been combined in various configurations creating lots over  $\frac{3}{4}$  of an acre with several structures in addition to the homes on the lots. The homes in this area are 40 to 50 years old and although in serviceable condition, the economics of redevelopment might outweigh the economics of renovation. (LCI Study)

### **Assemblages and Higher Density Development**

In an appreciating market with rising land values, developers may find it easier and more profitable to pursue an assemblage strategy: purchasing several lower-priced single-family homes and lots to redevelop as higher-density multi-family properties.

Clarkston's increasing value as a site for high-density residential development is already recognized within the development community. Examples include new multi-family condominium developments just outside the city limits to the northwest on Montreal Road, just over Highway 78, and to the northeast along E. Ponce de Leon Avenue. The opportunities for the City's shaping desirable multi-family townhouse condominium development in two potential assemblages on Montreal Road just south of the Stone Mountain Freeway and Peachtree Creek, as well as the Mell Avenue-Jolly Avenue neighborhood and proposed Town Center District itself could, without City initiatives regarding zoning and incentives, turn into development threats (LCI Study).

### **LAND USE OPPORTUNITIES**

The City's most powerful economic development incentive is its ability to award/approve density requests by developers regarding specific sites. Density is driven largely by land prices, and most land prices outpace development that can occur at existing densities – i.e. both seller and purchaser of land in appreciating markets anticipate obtaining zoning changes that increase development density and, thus, the ability to defray land prices among more units of whatever type of product is being developed (e.g. housing, retail, office condos).

While zoning remains a powerful municipal tool, a growing body of legal precedents has, over the past 15 years, greatly increased the likelihood that a developer can win in court if and when a municipality seeks to control growth by refusing to approve requests by developers (or the private land owner) to increase a site's density. This shift in the courts' collective view of zoning restrictions underscores the importance of a city's seeking constructive ways of negotiating development densities to attract and shape development, rather than simply refusing to approve higher-density zoning requests. The "carrot" approach can emphasize trading off higher density (particularly in instances where the use itself is not a major concern) for increased landscaping, physical and/or visual buffers between the site and public roads or parks, on-site retail or other mixed-use elements, or adherence to accepted design standards.

### **Town Center Mixed-use Development**

The study team recommended in the LCI Study the gradual redevelopment of approximately eight square blocks of existing retail shops, offices and auto-related services bordered generally by E. Ponce de Leon Avenue, N. Indian Creek Drive and Montreal Road into a mixed-use "Town Center" district. The Town Center would be developed primarily around existing retail, with the introduction of additional restaurants, specialty shops and boutiques that, hopefully, will build around the cultural and ethnic diversity which distinguishes Clarkston from most of the surrounding communities. Over time, the Town Center could hold as much as 60,000 square feet of retail – primarily restaurants and other food offerings, as well as specialty merchandise – and services, along with 40 residential units (primarily townhouse and "live/work" lofts above retail).

### **The E. Ponce de Leon-Church Street Corridor**

E. Ponce de Leon Avenue offers great potential as a strong, defining visual entry into not only Clarkston generally, but the proposed Town Center in particular. When coupled with Church Street, the "E. Ponce de Leon-Church Street Corridor" can transform a current "negative" – the rail line – into a visual "positive" which would enhance rather than diminish Clarkston's identity as a distinct community. The LCI study team recommended a coordinated package of development, design incentives, and zoning controls be prepared for commercial uses along the Corridor, including extensive streetscape and landscape improvements which when installed, will transform this Corridor from an unattractive, disruptive traffic pass-through into an appealing centerpiece of community definition, continuity and atmosphere.

### **Multi-family Residential Development**

The LCI study team identified several areas of Clarkston which currently contain somewhat-incompatible mixtures of residential, institutional, retail, services, and storage facilities that could, in the near future, become desirable, attractive communities with landscaped visual buffers. These areas could also serve as borders between different uses, establish compatible design themes, and be built at densities appropriate to the surrounding communities and roadway network. The LCI study team recommended the City adopt a set of policies – zoning controls combined with incentives –to facilitate the redevelopment of these areas through the next 5-10 years.

### **Single-family Residential Development**

The LCI study team recognized what it considered to be a growing threat to Clarkston's primarily single-family, detached housing communities – one of its key strengths. Projected increases in land values and housing prices will produce tremendous pressure to redevelop significant portions of established single-family housing neighborhoods as multi-family complexes. Even as owner-occupied units, these multi-family developments could threaten the character of the neighborhoods, including adjacent areas. The LCI study team recommended a set of density-based zoning controls and incentives to prevent an inappropriate escalation of housing densities in established single-family communities.

### **Streetscape and Landscape Improvements**

The LCI study team recommended the preparation and implementation of a comprehensive program of streetscape and landscape improvements, including a significant extension of the existing PATH trail system, throughout key

areas of Clarkston. A public participation process should be used during the master planning phase to develop a unifying theme for all proposed streetscape, gateway, and intersection improvements.

## **ANALYSIS OF CONSISTENCY WITH QUALITY COMMUNITY OBJECTIVES**

Current policies and development patterns must be analyzed for consistency with the “Quality Community Objectives” adopted by the Department of Community Affairs and articulated in the Minimum Planning Standards effective May 1, 2005. This section addresses the current policies and regulations of Clarkston and the characteristics of its existing development patterns which support or do not support the various quality community objectives. Each quality community objective is shown below in quotes, bold, italicized, and followed by a response or assessment. In conducting this analysis for selected objectives, where appropriate, the City’s planning consultants reviewed the City’s zoning ordinance in addition to reviewing existing development patterns.

***“Regional Identity Objective: Regions should promote and preserve an “identity,” defined in terms of traditional regional architecture, common economic linkages that bind the region together, or other shared characteristics.”*** Clarkston, as noted previously, does not have a clearly established, visual identity that distinguishes it from other parts of the Atlanta region or DeKalb County.

***“Growth Preparedness Objective: Each community should identify and put in place the prerequisites for the type of growth it seeks to achieve. These may include housing and infrastructure (roads, water, sewer, and telecommunications) to support new growth, appropriate training of the workforce, ordinances to direct growth as desired, or leadership capable of responding to growth opportunities.”*** This consideration is less important to Clarkston since it is fully developed. It is most appropriate in the context of redevelopment. Clarkston has begun to articulate a future vision in its LCI Study. Infrastructure is generally adequate, except pedestrian facilities that need to be improved, design controls established, and some eventual replacement of certain water and sewer lines, and installation of improvements for stormwater management. Also, aesthetic improvements are contemplated along the railroad right-of-way and in the City’s main corridors.

***“Appropriate Business Objective: The businesses and industries encouraged to develop or expand in a community should be suitable for the community in terms of job skills required, linkages to other economic activities in the region, impact on the resources of the area, and future prospects for expansion and creation of higher-skill job opportunities.”*** As a part of the LCI Study, Clarkston has identified prospects for adding to the retail and service employment which is considered compatible with the City’s labor force characteristics and other socio-economic characteristics of its population (see population and economic development chapters of this Community Assessment).

***“Educational Opportunities Objective: Educational and training opportunities should be readily available in each community – to permit community residents to improve their job skills, adapt to technological advances, or to pursue entrepreneurial ambitions.”*** Clarkston has both technical training and university programs available either within Clarkston or within one mile of the City.

***“Employment Options Objective: A range of job types should be provided in each community to meet the diverse needs of the local workforce.”*** Manufacturing employment opportunities are provided in close proximity to the city limits of Clarkston. Within the metropolitan Atlanta area, diverse employment opportunities abound. The City has limited options to change its employment mix since the land area is entirely developed. However, the LCI study identified prospects for adding to the retail and service employment, which is considered compatible with the City’s labor force characteristics and other socio-economic characteristics of the population (see population and economic development chapters of this Community Assessment).

***“Heritage Preservation Objective: The traditional character of the community should be maintained through preserving and revitalizing historic areas of the community, encouraging new development that is compatible with the traditional features of the community, and protecting other scenic or natural features that are important to defining the community’s character.”*** As noted in the natural and historic resources chapter of this community

assessment, Clarkston contains few if any notable historic or cultural resources or natural environmental conditions which can be preserved in order to define the Community's character. There are no realistic opportunities to implement this quality community objective.

***“Open Space Preservation Objective: New development should be designed to minimize the amount of land consumed, and open space should be set aside from development for use as public parks or as greenbelts/wildlife corridors.”*** Generally, Clarkston and DeKalb County have maximized the opportunities for providing open spaces in Clarkston. This is not a realistically attainable objective for Clarkston given it is entirely developed.

***“Environmental Protection Objective: Air quality and environmentally sensitive areas should be protected from negative impacts of development. Environmentally sensitive areas deserve special protection, particularly when they are important for maintaining traditional character or quality of life of the community or region. Whenever possible, the natural terrain, drainage, and vegetation of an area should be preserved.”*** There are few opportunities for Clarkston to protect sensitive environmental areas that have not already been implemented. It can contribute to better air quality by implementing its LCI study recommendations and protect itself from negative impacts of development by instituting design controls and rewriting the city's zoning ordinance to implement desired community character. One of the principal concerns of Clarkston relative to the environment will be instituting additional stormwater management plans, programs, and facility improvements to protect water quality.

***“Regional Cooperation Objective: Regional cooperation should be encouraged in setting priorities, identifying shared needs, and finding collaborative solutions, particularly where it is critical to success of a venture, such as protection of shared natural resources.”*** Clarkston is implementing regional cooperation objectives by participating in DeKalb County's Service Delivery Strategy. It has no shared natural resources which warrant special intergovernmental arrangements.

***“Transportation Alternatives Objective: Alternatives to transportation by automobile, including mass transit, bicycle routes and pedestrian facilities, should be made available. Greater use of alternative transportation should be encouraged.”*** While Clarkston presently scores low in terms of alternative means of transportation, it is served by public transit and has some sidewalks. Opportunities for transportation enhancement have been identified through the LCI study.

***“Regional Solutions Objective: Regional solutions to needs shared by more than one local jurisdiction are preferable to separate local approaches, particularly where this will result in greater efficiency and less cost to the taxpayer.”*** Clarkston is implementing regional solution objectives by participating in DeKalb County's Service Delivery Strategy.

***“Housing Opportunities Objective: Quality housing and a range of housing size, cost, and density should be provided in each community, to make it possible for all who work in the community to also live in the community.”*** Clarkston's housing stock favors multi-family rental opportunities. To ensure diversity, Clarkston needs to maintain its single-family residential neighborhoods, although some transition or densification is anticipated under the current land use regulations of the City. Clarkston provides a significant source of affordable housing in DeKalb County. Additional efforts in the area of code enforcement will be needed to ensure that housing quality is maintained.

***“Traditional Neighborhood Objective: Traditional neighborhood development patterns should be encouraged, including use of more human scale development, mixing of uses within easy walking distance of one another, and facilitating pedestrian activity.”*** For the most part, Clarkston does not implement this objective in terms of its existing land use patterns. Implementing the recommendations of the LCI study will enhance the City's prospects for implementing this quality community objective.

***“Infill Development Objective: Communities should maximize the use of existing infrastructure and minimize the conversion of undeveloped land at the urban periphery by encouraging development or redevelopment of sites closer to the downtown or traditional urban core of the community.”*** This quality community objective is mostly



not relevant to Clarkston because it is entirely built out. Nonetheless, through redevelopment opportunities identified in the LCI study, the City can encourage redevelopment that will maximize use of existing infrastructure.

*“Sense of Place Objective: Traditional downtown areas should be maintained as the focal point of the community or, for newer areas where this is not possible, the development of activity centers that serve as community focal points should be encouraged. These community focal points should be attractive, mixed-use, pedestrian-friendly places where people choose to gather for shopping, dining, socializing, and entertainment.”* Currently, Clarkston does not exhibit an overall sense of place. The LCI study has dealt with this objective in precise terms, providing detailed concepts for creating a town center, improving the aesthetics of the City’s gateway corridors, and encouraging better pedestrian mobility.

## PRELIMINARY CHARACTER AREAS

A character area as described by the Department of Community Affairs is a specific geographic area which has special or unique characteristics, has potential to evolve into a unique area, or may require special attention due to unique development issues. These characteristics can be based on form and pattern and not individual use. Thus, downtowns and historic districts are often identified as character areas because of the form, pattern and character of the area. Future development and redevelopment needs in a given area are an important consideration for a character area. Environmental features and natural resources are also important character areas.

In Clarkston the following character areas have been identified:

1. **Central Business District** – This area is defined by form and pattern. It is the historic business district of the City and has a grid street pattern that will allow redevelopment to occur in a logical manner. Redevelopment plans envision this area to be a vibrant pedestrian oriented mixed-use area with residential units over commercial/retail uses.
2. **Civic Institutional District** – This area is seemingly a vestigial portion of the Central Business District separated by the railroad. City Hall, the Woman’s Club and several Churches are within this area. There is also a large parking lot in this area, which has redevelopment opportunities, or can be reconfigured for functional and aesthetic improvements.
3. **Office** – This area includes properties on both sides of the railroad. The area on the northern side of the tracks contains single-family homes which have been renovated and the properties combined to form an office complex for several companies. The area has been landscaped extensively and the signage and architecture coordinated and presents a professional and attractive project to the Community. The area on the southern side of the tracks contains single-family homes which are still used as residences and others that have commercial and office uses. This area has not been improved to the extent the northern side has but plans for this area envision similar development opportunities to those created on the northern side of the railroad.
4. **Suburban Area** – This area is substantially single-family homes built after WW II. The homes have large lots and curvilinear roads and cul de sacs. The homes are well maintained and there are many amenities available to the residents of this area. There are limited sidewalks in this area, but the roadways are large and sidewalks and other pedestrian amenities could be retrofitted within the roadway. This area is stable with housing values increasing and homes being renovated.
5. **Neighborhood Redevelopment Area** – This area is substantially single-family homes built after WW II. The homes have large lots and curvilinear roads and cul de sacs. In this area homes are being demolished and new larger homes being built. There are opportunities in this area to combine lots and increase density without compromising existing infrastructure. The area should be redeveloped in a manner that would include neighborhood parks, sidewalks, traffic calming improvements, and well designed small commercial activity centers within walking distance of the homes. This area should also include small-scale infill multifamily housing to increase economic diversity as well.

- 6. Multifamily Redevelopment Area** – This area is substantially multifamily rental and owner occupied multifamily housing built in the 1960's and 1970's. Some of the units have reached the point of economic obsolescence, where the cost of renovation is higher than the value of the units, and at some future time will probably be redeveloped. When the property is redeveloped, the City should focus on creating a community that is pedestrian oriented and follows the tenants of Traditional Neighborhood Design. Public assistance if needed should be focused to ensure that a mixed income community is created with a large percentage of owner occupied units.
- 7. Industrial Redevelopment Area** – This area is substantially office industrial with structures built in the 1970s. Much of this area is vacant with limited use. Several of the parcels have abandoned vehicles on them or are being used as storage areas for heavy equipment. There are cellular towers on some of the properties. This area also suffers from economic obsolescence and will probably be redeveloped in the future. During the Livable Centers Initiative Study, this area was recommended for redevelopment.
- 8. Park/Open Space** - There are three parks that serve as the primary green space for the City: Forty Oaks Nature Preserve, Milam Park and Friendship Forest. Forty Oaks Nature Preserve is 11 acres and is owned and operated by the DeKalb County Parks and Recreation Department. Milam Park is 11 acres contiguous with Forty Oaks Nature Preserve and contains active recreation opportunities for the City. Recreation facilities at Milam Park are as follows: 2 tennis courts, 2 ball fields, 1 swimming pool along with pavilions, picnic areas and playground areas. Milan Park is operated by the City of Clarkston. Friendship Forest is 15 acres that has been converted to a bird sanctuary; the recreation facilities identified in the 1995 Comprehensive Plan, 1 basketball court, 2 tennis courts and 2 baseball fields, are no longer operational. A conservancy for this park has been established; little activity takes place in the park and it is closed to vehicular traffic. There is also substantial flood plain within the City that adds to the available Open Space. The flood plain is associated with the South Fork of Peachtree Creek and Snapfinger Creek. The flood plain associated with Snapfinger Creek is contiguous with Forty Oaks Nature Preserve and the flood plain associated with the South Fork of Peachtree Creek is contiguous with Friendship Forest. In addition to the flood plain there is a county and state mandated buffer that is 75 feet from top of bank on both sides of the water body. Both flood plain systems provide an open space and an opportunity to link the City to other areas of the Metropolitan Area with Multi-use Trails.

### Map 7.2 Preliminary Character Area Map

