

** Crime Data items

- *21. Business survey results of difference in Property Crime since CADI
- *22. Business survey results of difference in Varied Retail Stores since CADI
- *23. Business survey results of difference in Traffic Congestion since CADI
- *24. Business survey results of difference in Property Values since CADI
- *25. Business survey results of difference in Building Facades since CADI
- *26. Business survey results of difference in Signage/Guides since CADI
- *27. Business survey results of difference in Overall Conditions since CADI
- *28. Business survey results of City offers less service since CADI in CADI zone
- *29. Business survey of whether business getting money's worth by BID tax increase
- *30. Example of the Clean Augusta Downtown Initiative (CADI) Survey Tool

CRIME DATA FOR AUGUSTA, GA/CADI AND SURVEY RESULTS FOR CADI

Appendix

Crime Data and Survey Results Items

- **1. Aggravated Assaults in the CADI zone of Richmond County, GA
- **2. Aggravated Assaults in Augusta-Richmond County, GA
- **3. Auto theft in the CADI zone of Richmond County, GA
- **4. Auto theft in Augusta-Richmond County, GA
- **5. Armed Robberies in the CADI zone of Richmond County, GA
- **6. Armed Robberies in Augusta-Richmond County, GA
- **7. Other Robberies in the CADI zone of Richmond County, GA
- **8. Other Robberies in Augusta-Richmond County, GA
- **9. Burglary in the CADI zone of Richmond County, GA
- **10. Burglary in Augusta-Richmond County, GA
- **11. Theft by Taking in the CADI zone of Richmond County, GA
- **12. Theft by Taking in Augusta-Richmond County, GA
- *13. Business survey results of difference in the Dirty Streets/Sidewalks since CADI
- *14. Business survey results of difference in Not Enough Parking since CADI
- *15. Business survey results of difference in Graffiti since CADI
- *16. Business survey results of difference in Panhandling since CADI
- *17. Business survey results of difference in Loitering since CADI
- *18. Business survey results of difference in Vandalism since CADI
- *19. Business survey results of difference in Safety during Day since CADI
- *20. Business survey results of difference in Safety during Night since CADI



(BID for BUSINESS IMPROVEMENT
DISTRICTSDecember2009FINAL (2).doc)

Figure 30. Example of the Clean Augusta Downtown Initiative (CADI) Survey Tool

Clean Augusta Downtown Initiative (CADI) District Survey Questions

As a neighborhood stakeholder, your input is important to determine the benefits/disadvantages of the CADI in Augusta, GA. Please take a moment to complete this survey. Your participation is appreciated!

Stakeholder: Circle the number by the appropriate response or fill in blank or mark appropriate response

1. Type of Business owned or operated? _____

Central Cities across the country experience a wide array of issues, problems, and concerns. Listed below are some selected inner city problems. Please tell whether you think the problem has 1=GOTTEN WORSE, 2=STAYED THE SAME, or 3=GOTTEN BETTER since the CADI of Augusta was implemented in 2008.

- | | | | |
|----------------------------|---|---|---|
| 2. Dirty Streets/Sidewalks | 1 | 2 | 3 |
| 3. Safety during the day | 1 | 2 | 3 |
| 4. Safety at night | 1 | 2 | 3 |
| 5. Property Crime | 1 | 2 | 3 |
| 6. Not enough parking | 1 | 2 | 3 |
| 7. Varied retail stores | 1 | 2 | 3 |
| 8. Graffiti | 1 | 2 | 3 |
| 9. Traffic Congestion | 1 | 2 | 3 |
| 10. Panhandling | 1 | 2 | 3 |
| 11. Property values | 1 | 2 | 3 |
| 12. Loitering | 1 | 2 | 3 |
| 13. Building Facades | 1 | 2 | 3 |
| 14. Vandalism | 1 | 2 | 3 |
| 15. Signage/Guides | 1 | 2 | 3 |

16. List the top (5) issues, problems, and concerns that you would like the CADI to address in the near future:

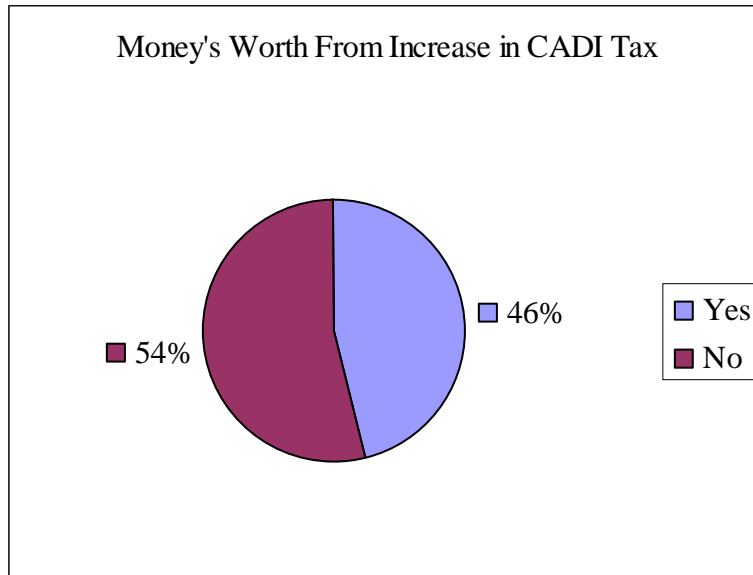


Figure 29. Business survey results of whether business is getting money's worth by BID tax increase

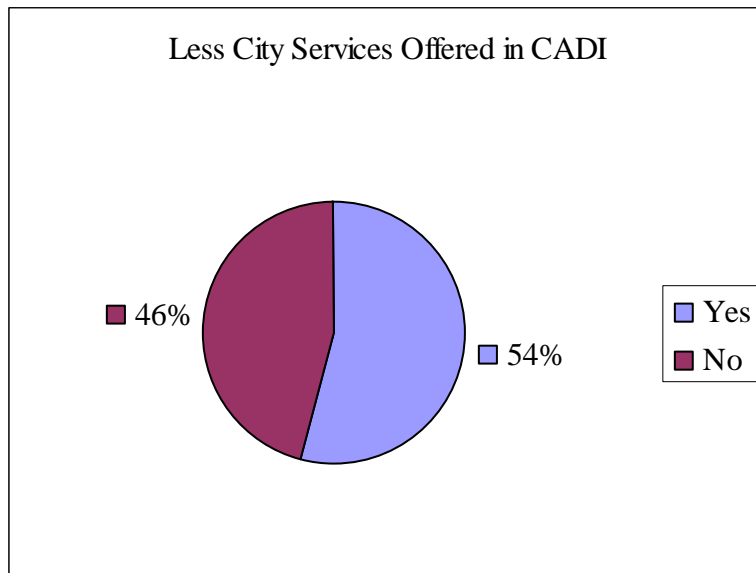


Figure 28. Business survey results of City offers less service since CADI in CADI zone

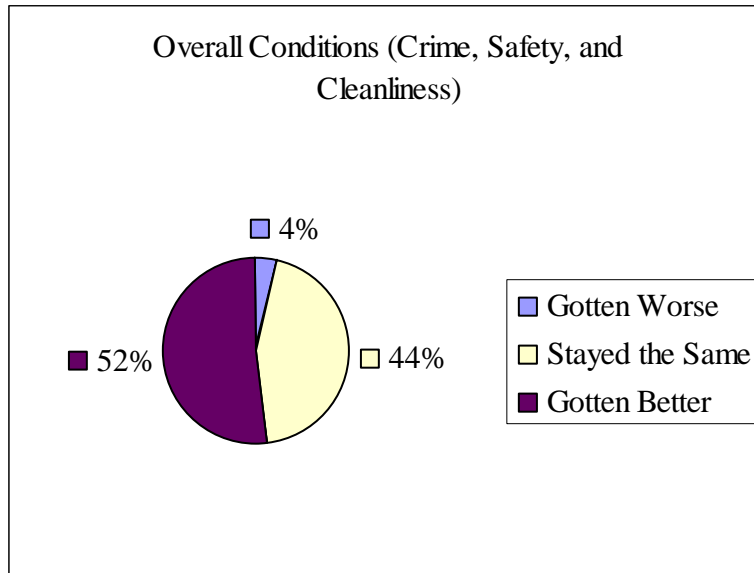


Figure 27. Business survey results of difference in Overall Conditions since CADI

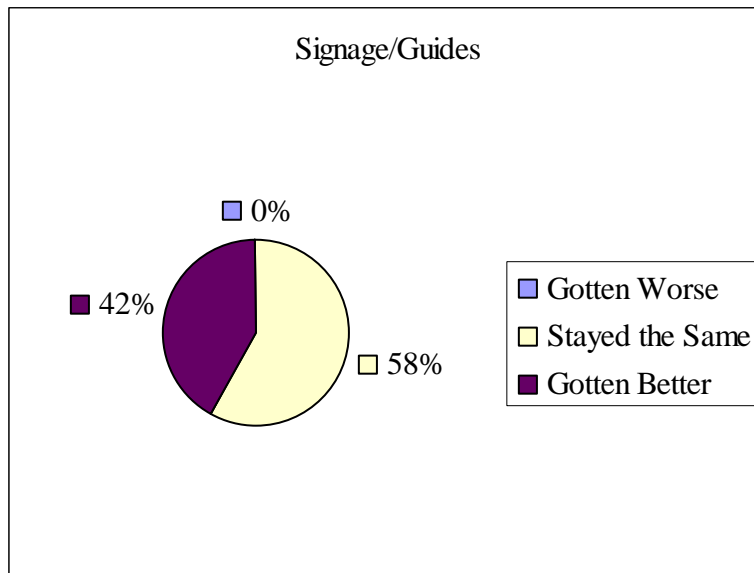


Figure 26. Business survey results of difference in Signage/Guides since CADI

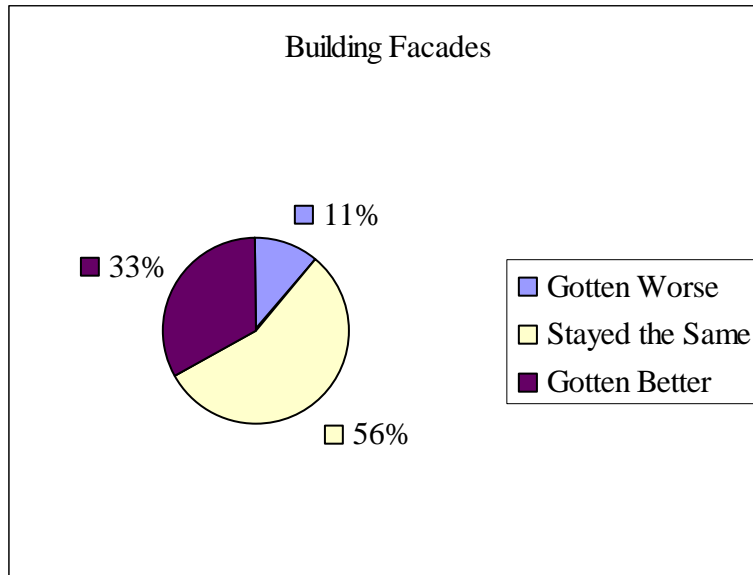


Figure 25. Business survey results of difference in Building Facades since CADI

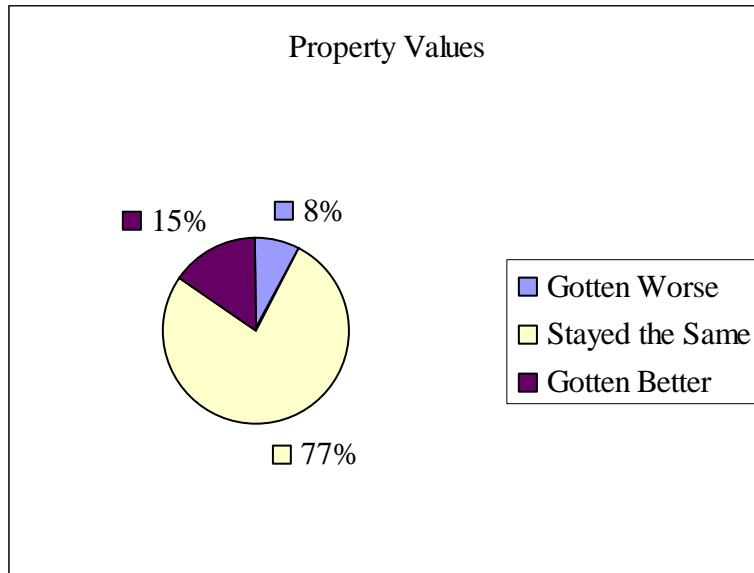


Figure 24. Business survey results of difference in Property Values since CADI

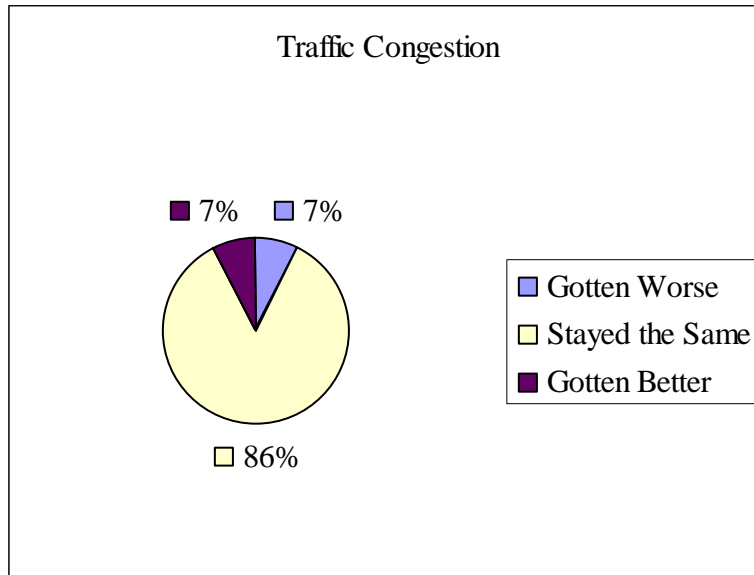


Figure 23. Business survey results of difference in Traffic Congestion since CADI

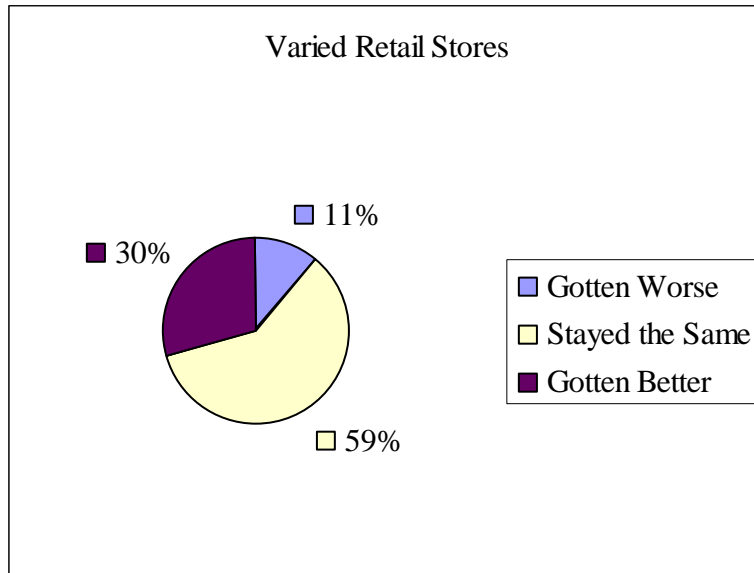


Figure 22. Business survey results of difference in Varied Retail Stores since CADI

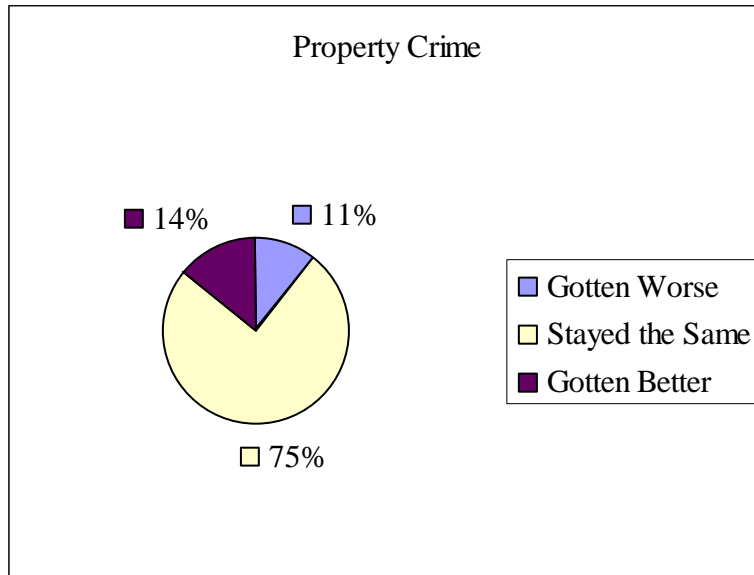


Figure 21. Business survey results of difference in Property Crime since CADI

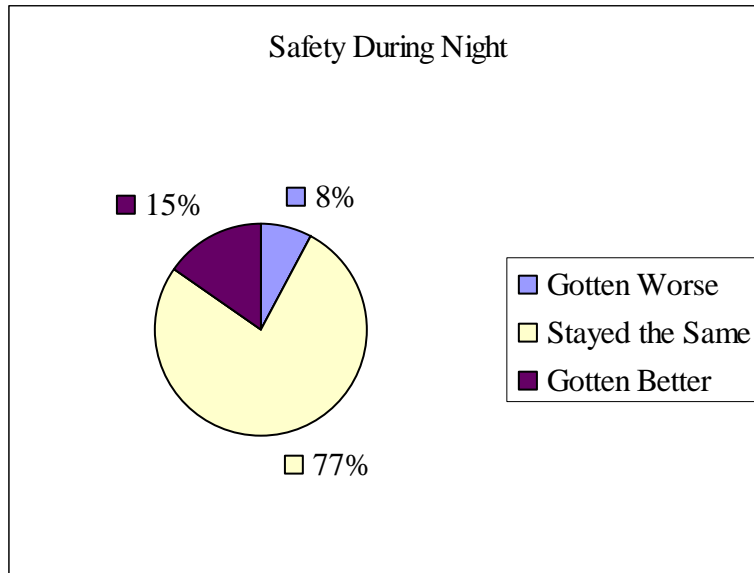


Figure 20. Business survey results of difference in Safety during Night since CADI

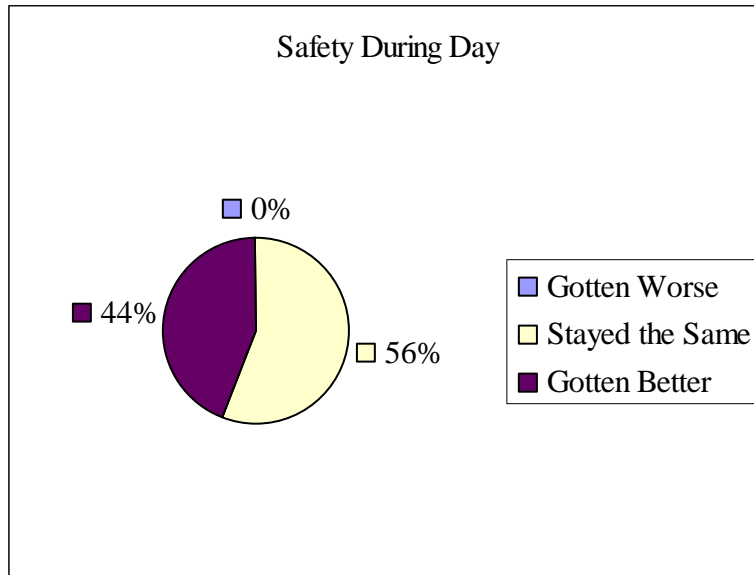


Figure 19. Business survey results of difference in Safety during Day since CADI

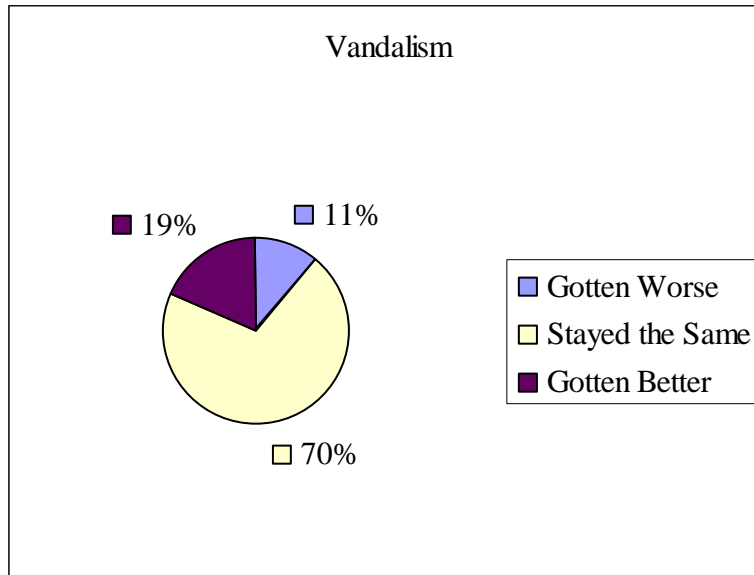


Figure 18. Business survey results of difference in Vandalism since CADI

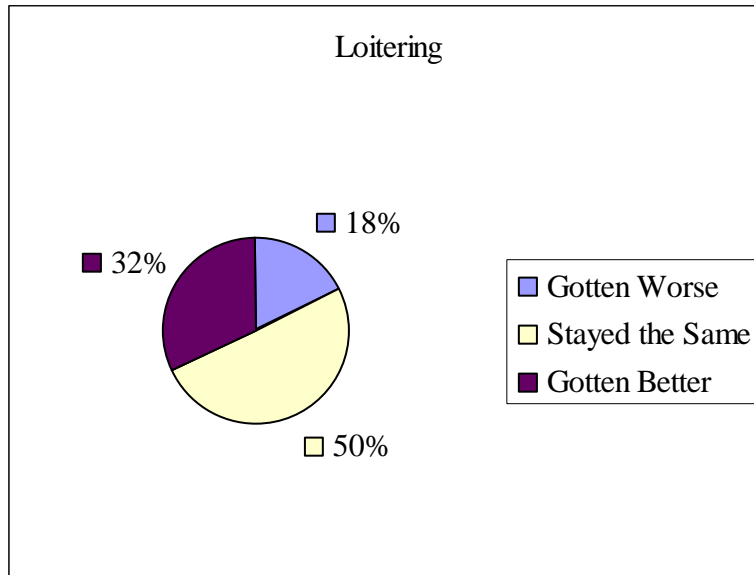


Figure 17. Business survey results of difference in Loitering since CADI

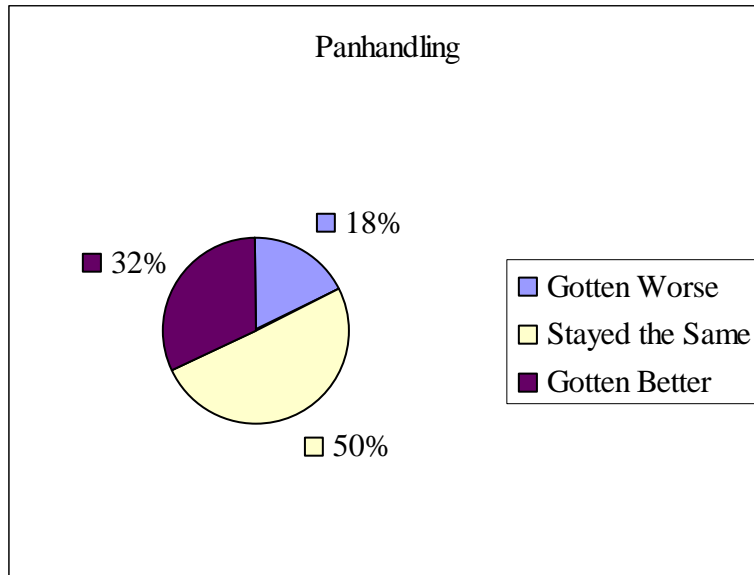


Figure 16. Business survey results of difference in Panhandling since CADI

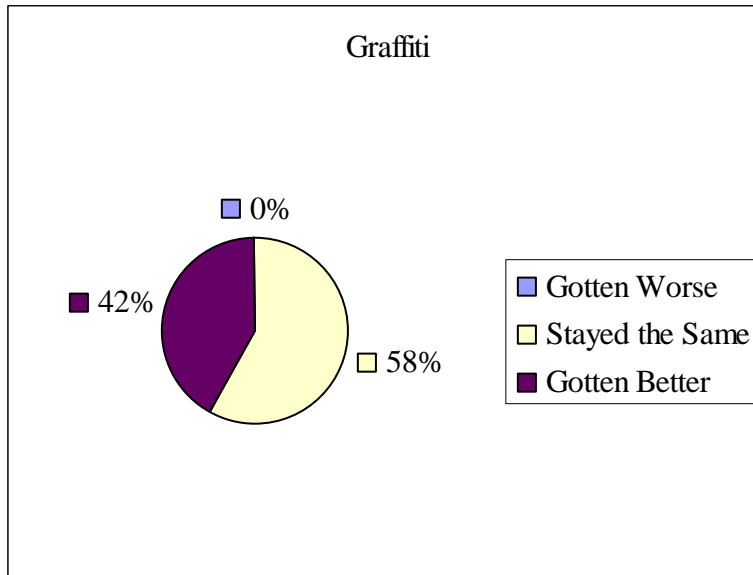


Figure 15. Business survey results of difference in Graffiti since CADI

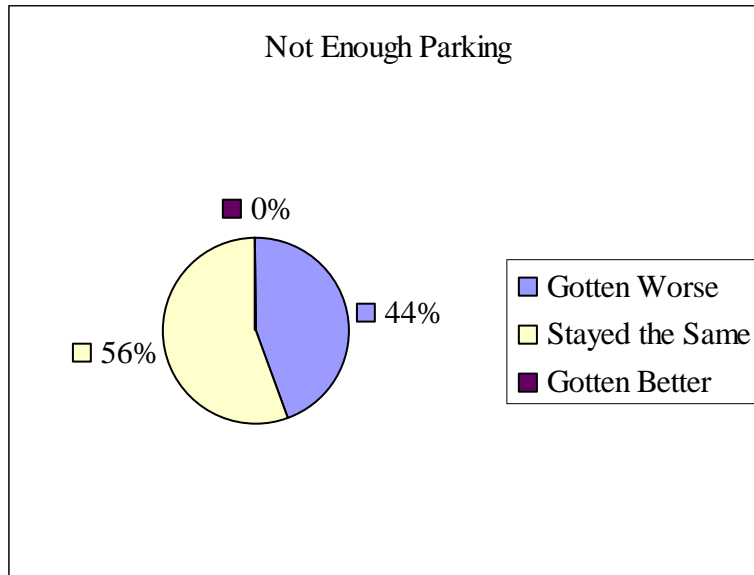


Figure 14. Business survey results of difference in Not Enough Parking since CADI

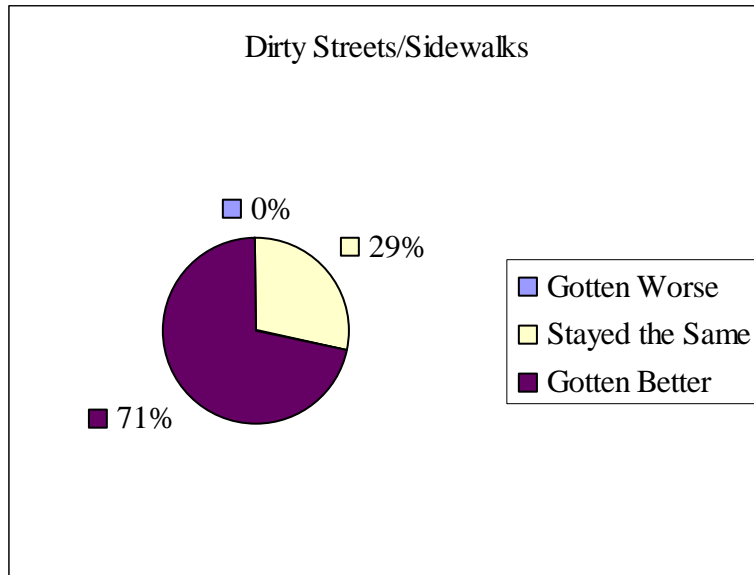


Figure 13. Business survey results of difference in the Dirty Streets/Sidewalks since CADI

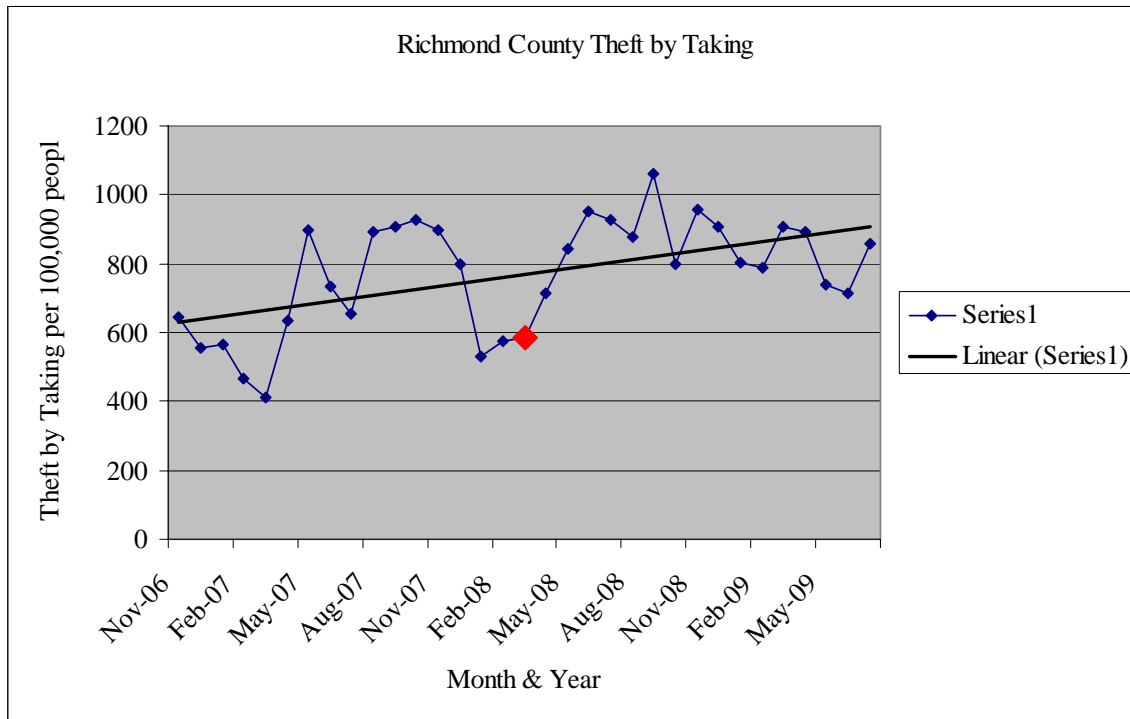


Figure 12. Theft by Taking in Augusta-Richmond County, GA

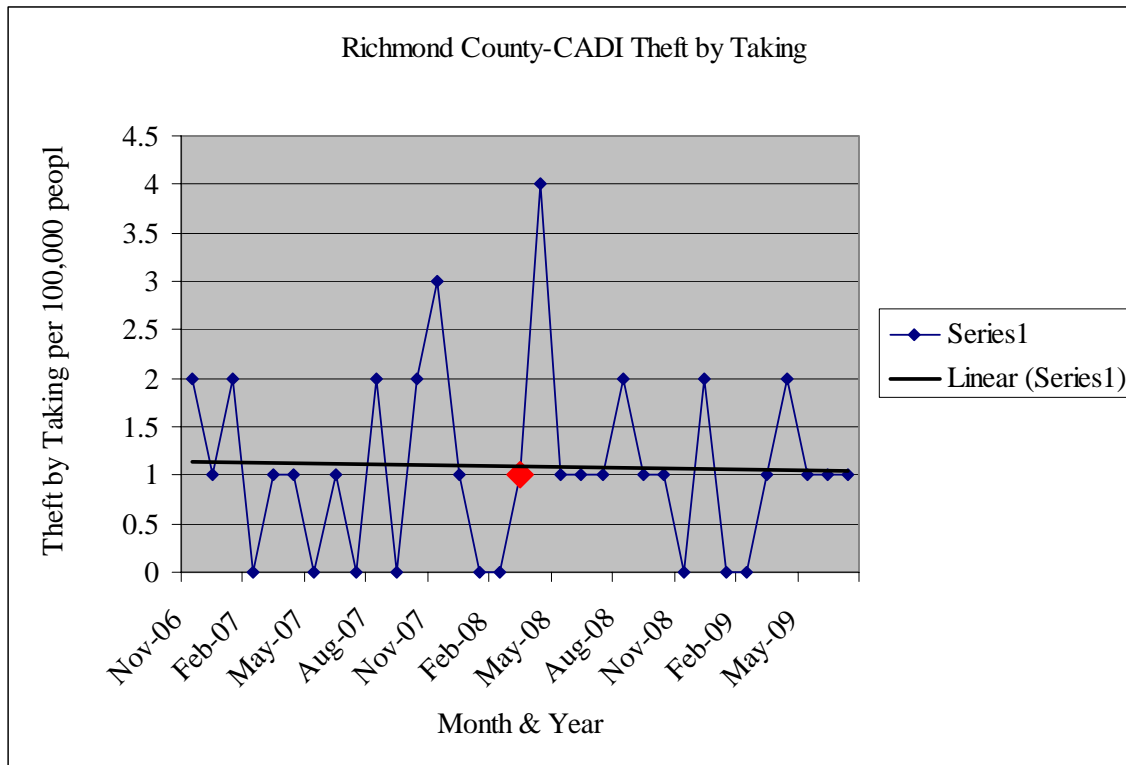


Figure 11. Theft by Taking in the CADI zone of Richmond County, GA

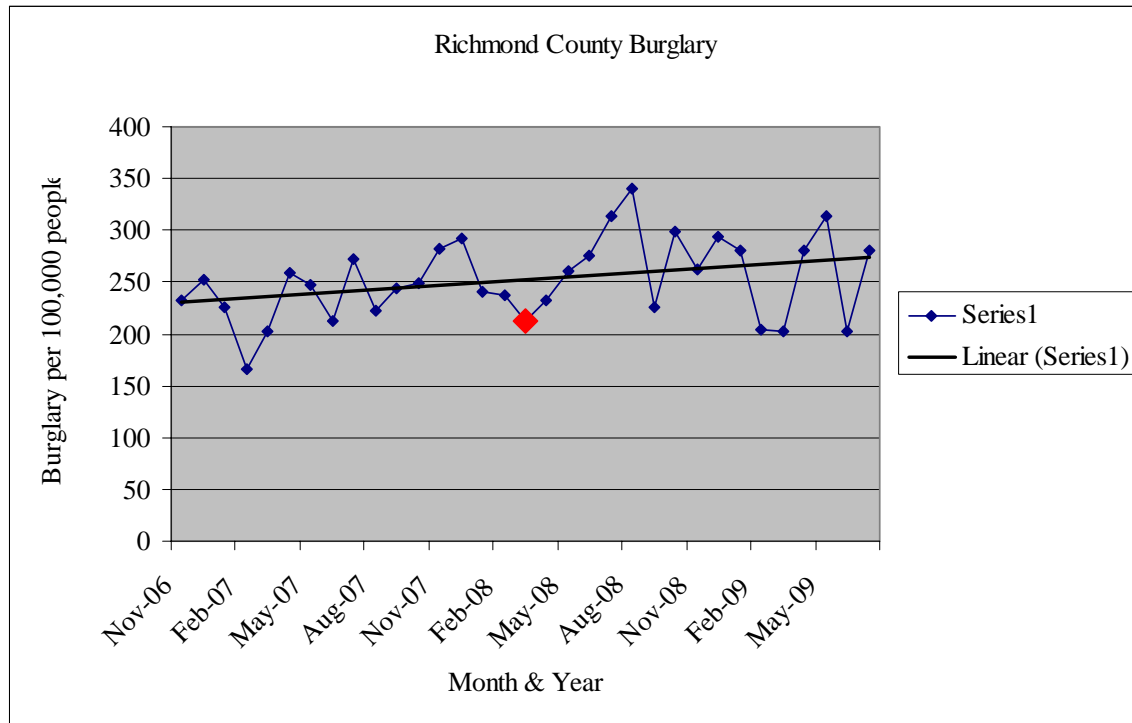


Figure 10. Burglary in Augusta-Richmond County, GA

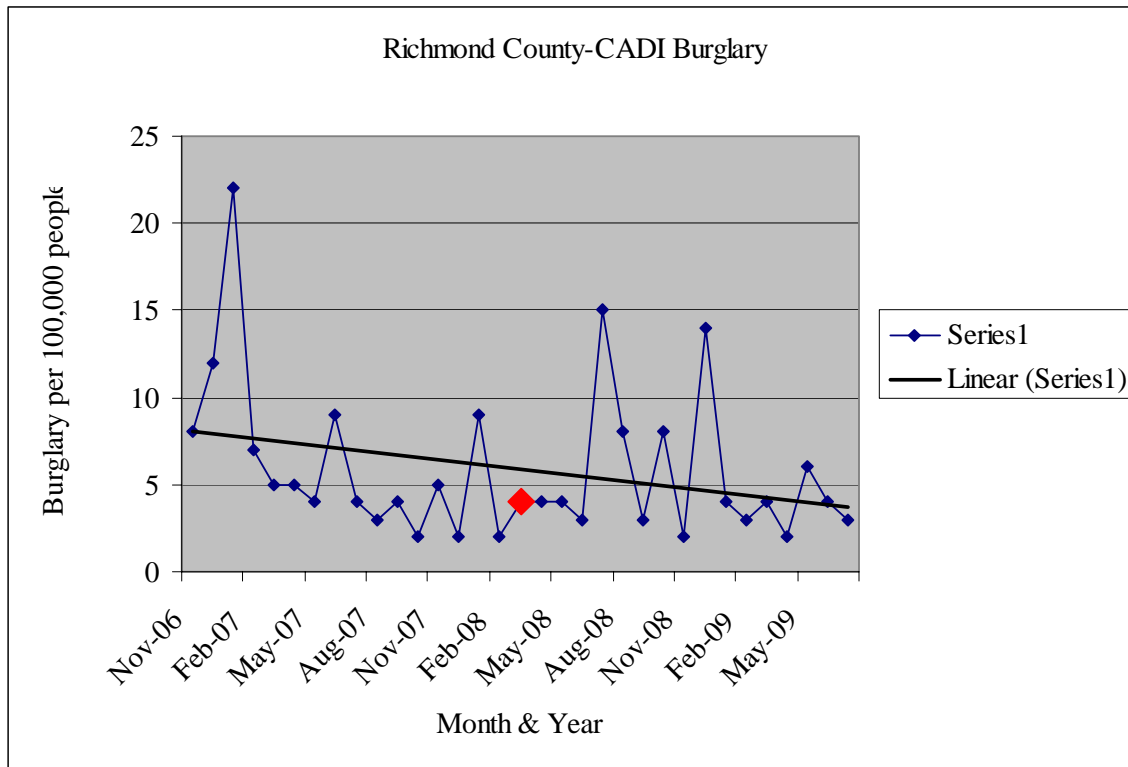


Figure 9. Burglary in the CADI zone of Augusta-Richmond County, GA

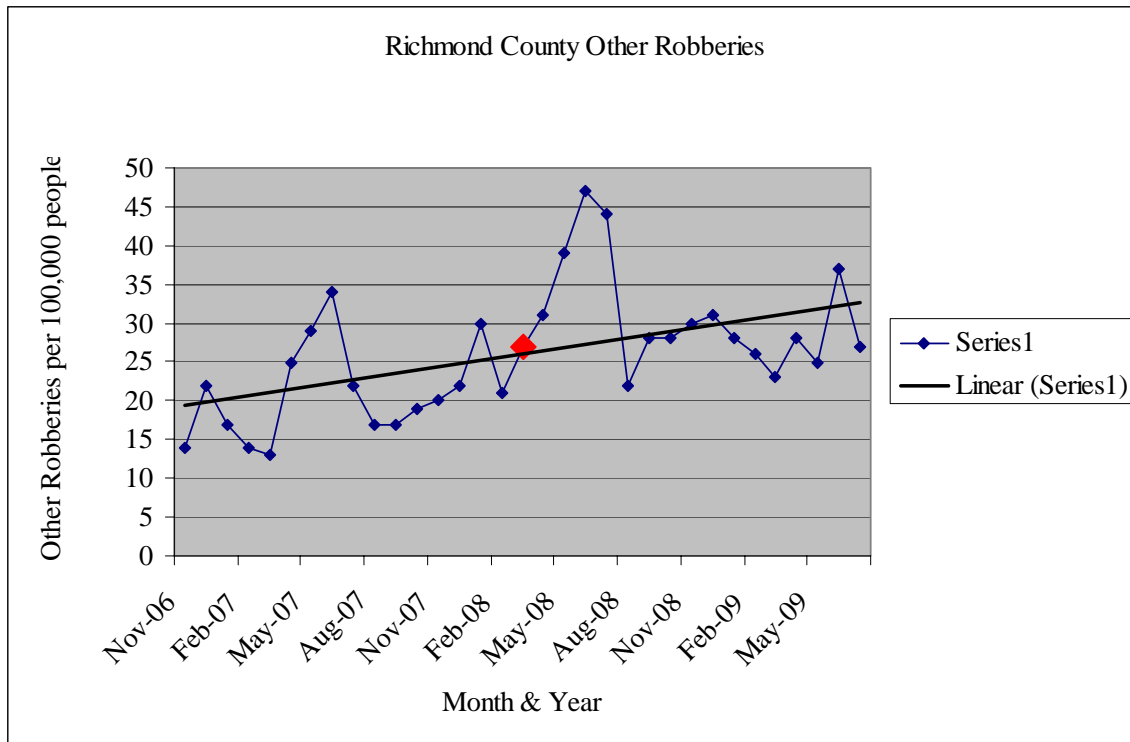


Figure 8. Other Robberies in Augusta-Richmond County, GA

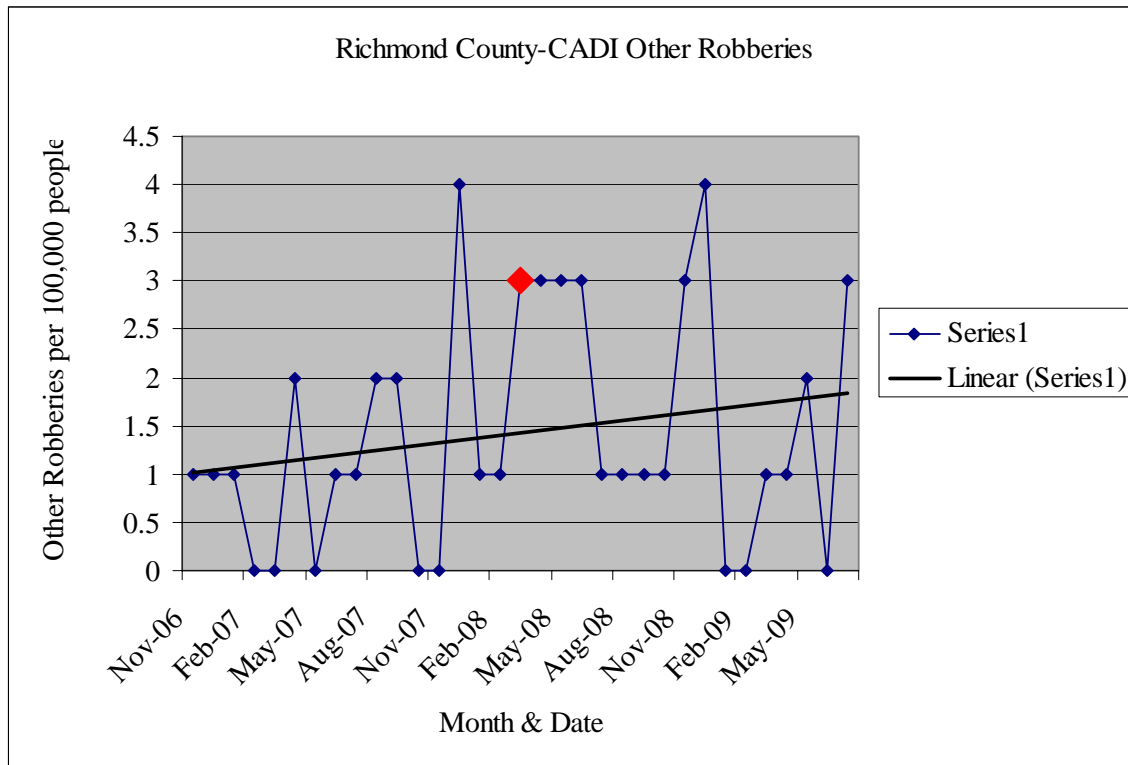


Figure 7. Other Robberies in the CADI zone of Augusta-Richmond County, GA

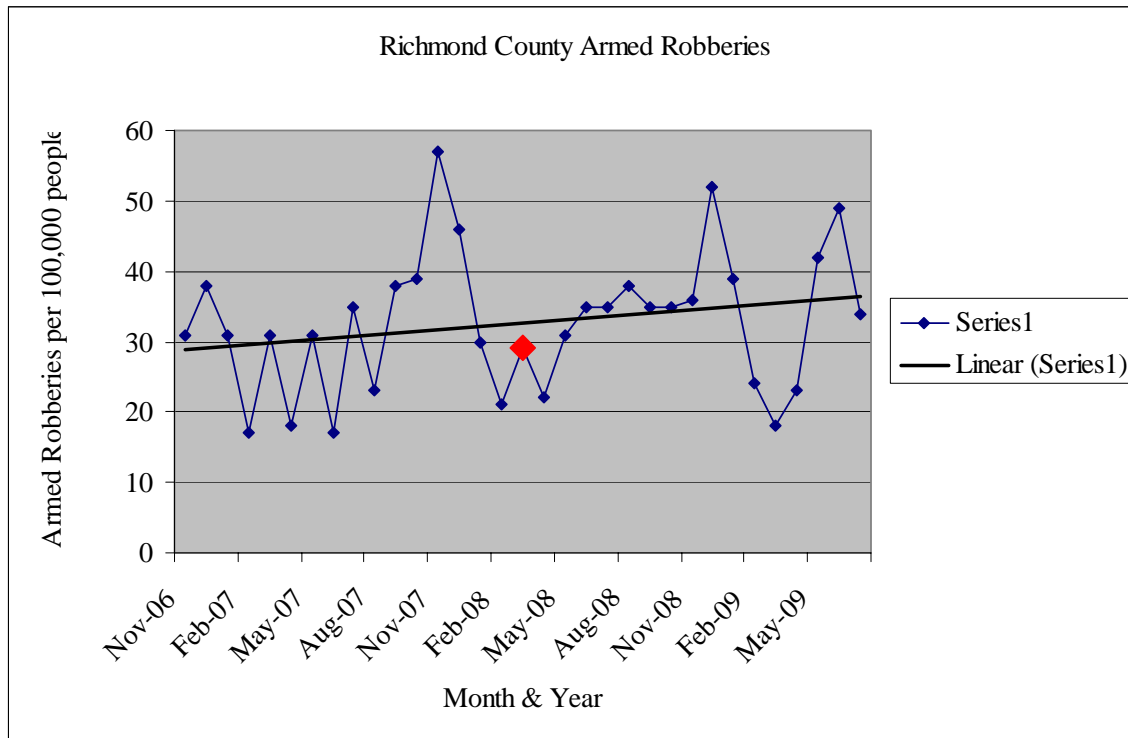


Figure 6. Armed Robberies in Augusta-Richmond County, GA

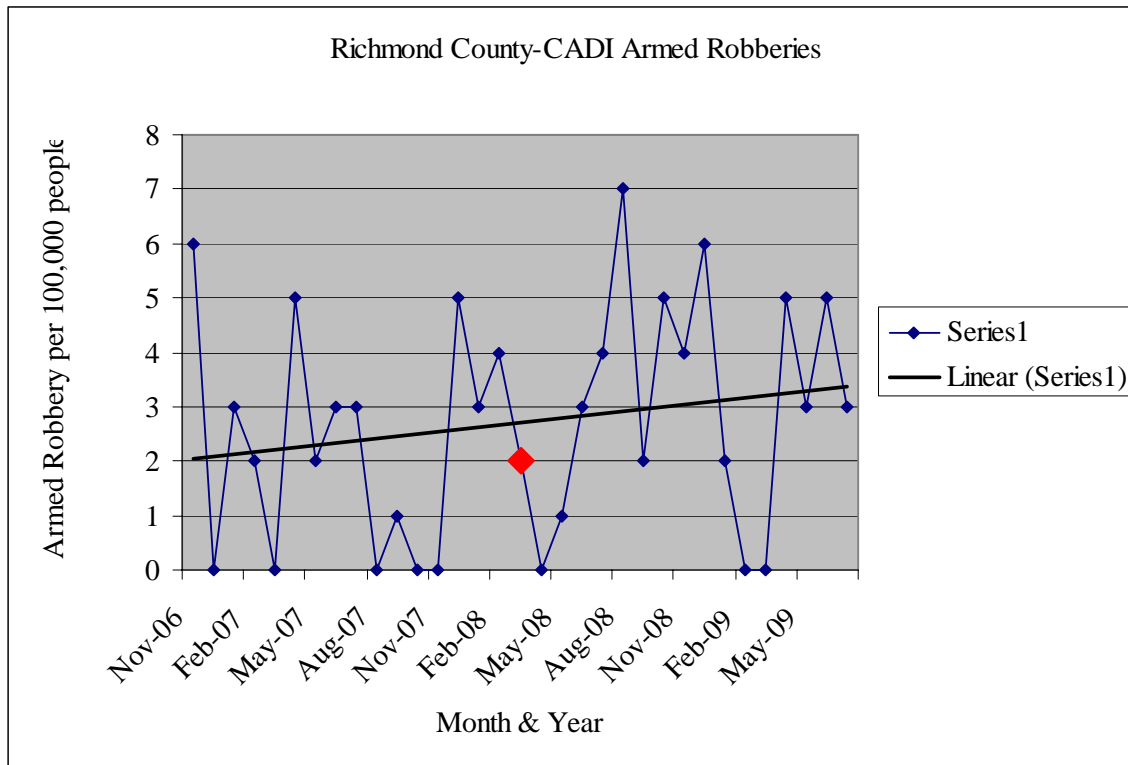


Figure 5. Armed Robberies in the CADI zone of Augusta-Richmond County, GA

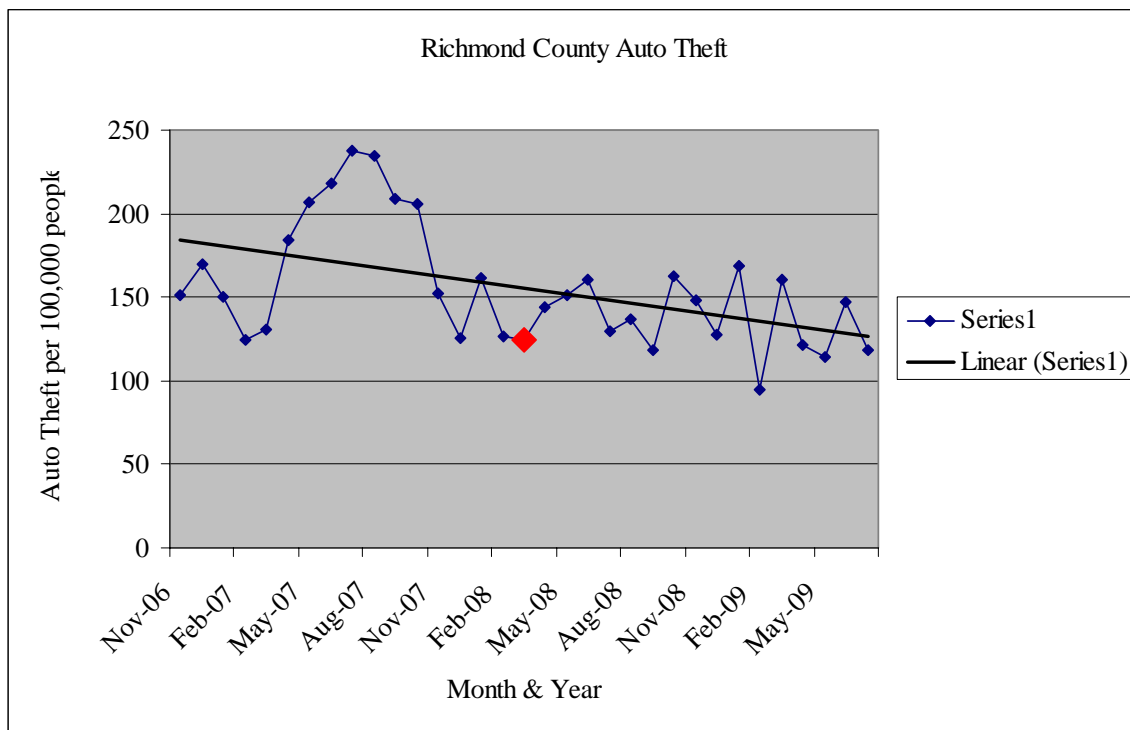


Figure 4. Auto theft in Augusta-Richmond County, GA

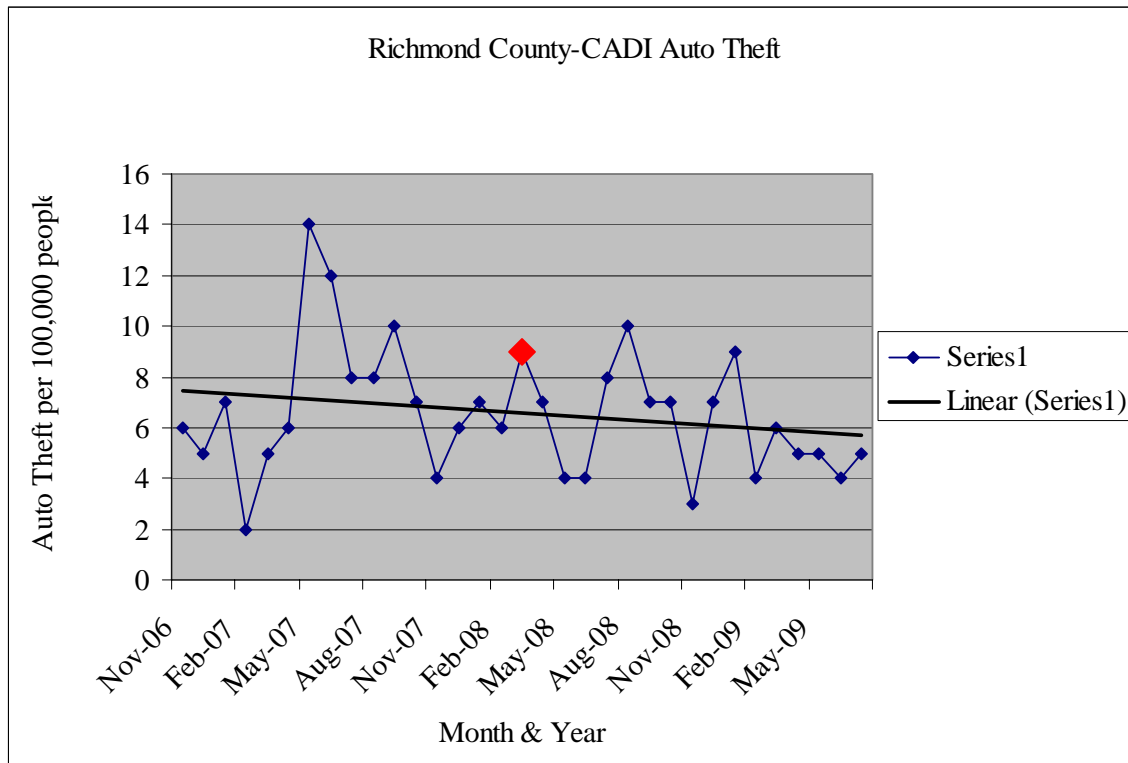


Figure 3. Auto theft in the CADI zone of Augusta-Richmond County, GA

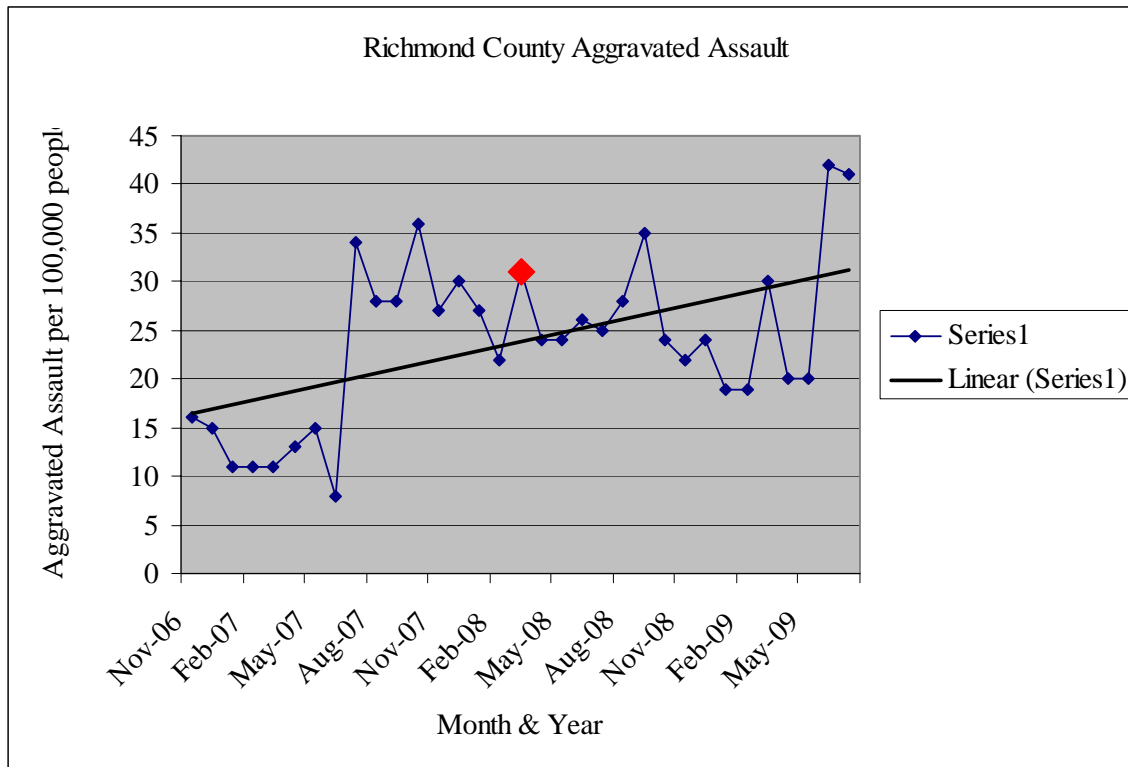


Figure 2. Aggravated Assaults in Augusta-Richmond County, GA

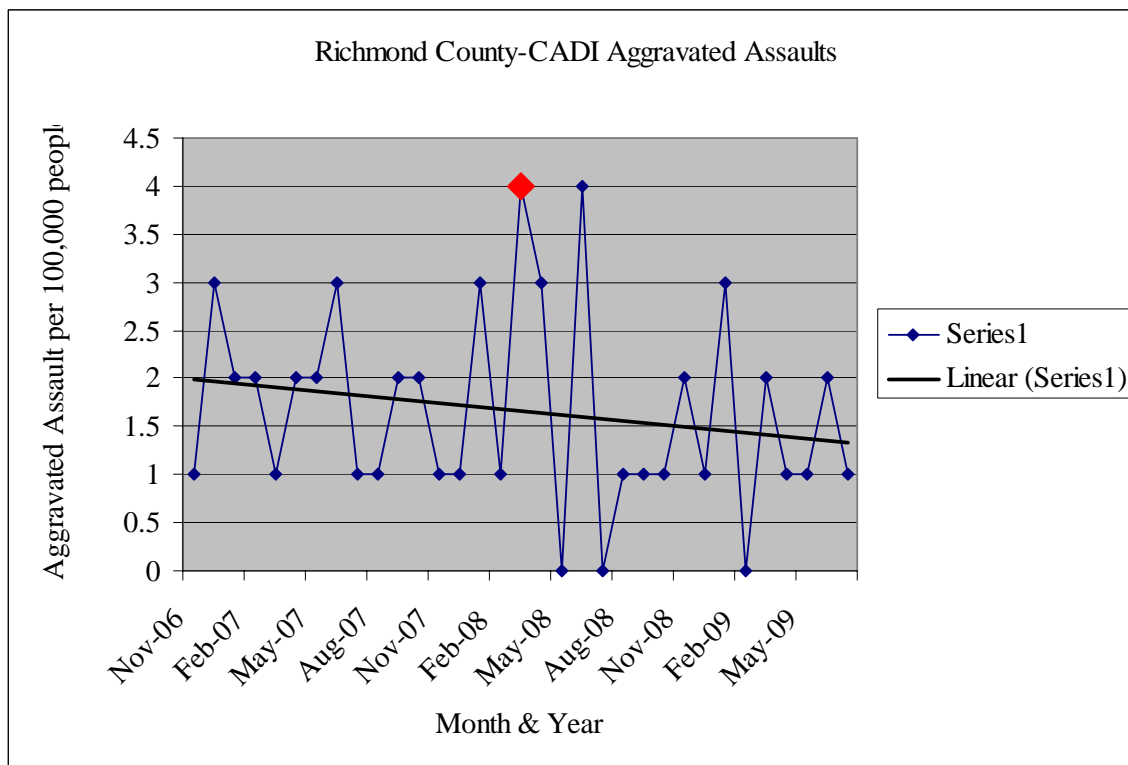


Figure 1. Aggravated Assaults in the CADI zone of Augusta-Richmond County, GA

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of amenities, which have been the duty of the local government. Any success of BIDs has been seen as a failure of local municipal government.

The fact that Georgia's CIDs are constitutionally established local governments could have various lasting implications for its citizens. The exclusive practices of CID boards could infringe upon the rights of the less privileged portions of the population in certain community improvement districts in Georgia. In other words these groups are left out of decision making that will affect their quality of life. There are advantages and disadvantages to CIDs in Georgia, but the hope is that all citizens will have a voice in governance!

even been noted that the fear of crime erodes the business community's willingness to invest in neighborhoods. This understanding of crime in commercial development is extremely important to urban communities, whose economic viability and social stability is connected to job creation and attracting commercial activity. It has been said that perceptions of high-crime areas might be driven by visual cues, like abandonment and market mix (lower-end retail, pawn shops, and check-cashing locations). It is unclear whether the implementation of the CADI has aided in this increase in interest from investors.

The analysis of crime data shows that there is a pattern of decline in crime within the CADI zone as compared to the trend in the County of Richmond overall. Another way to measure the effectiveness of a BID on the real estate is by its ability to influence the value of properties inside the district. Business owners/operators have not noticed an increase in property values within the CADI zone, this may be an indicator that has not had an opportunity to be seen yet due to the time duration that the CADI has existed. Customer care may be one area that the CADI in Augusta needs to focus more on in the future in particular with communication with local businesses and involving the businesses in the district management program. For indications are that a number of business owners/operators feel they are not really getting their money's worth nor are completely satisfied with the management of the CADI at this point. From all indications, customer care really is priority number one for the success of a business and a BID also!

The first business improvement district for downtown Augusta promised cleaner streets and a safer and friendlier environment. The debate has mainly been over the advance of the private sector into activities such as street cleaning, safety, and provision

(*Figure 22*), Graffiti (*Figure 15*), Traffic Congestion (*Figure 23*), Panhandling (*Figure 16*), Property Values (*Figure 24*), Loitering (*Figure 17*), Building Facades (*Figure 25*), Vandalism (*Figure 18*) and Signage/Guides (*Figure 26*), these businesses say have stayed the same since CADI implementation. All of these results of the business surveys are presented as pie charts in the attached appendices.

Slightly over half of the same business owners/operators surveyed did agree that overall, conditions in the CADI (Crime, Safety, and Cleanliness) have gotten better (*Figure 27*)! Almost 54% of the businesses surveyed, feel that the city of Augusta offers less service in the CADI zone, since the CADI began (*Figure 28*). The formal agreement back in 2006 was that the City would pledge to maintain current levels of police, cleaning and other services. With a fine line between private and public partnerships, current economic shortfalls in all aspects of society, it could become convenient for downtown Augusta to become a private entity governed by the CADI, instead of the City of Augusta. It becomes increasingly challenging for local government to ensure that public interests survive as service provision moves from national and state to local and from local to private institutions. Also, 54% of the businesses don't think they are getting their money's worth from the increase in the BID tax (*Figure 29*). One other piece of data collected by the survey was that businesses feel that the BID should address the issues of Parking and more efficient work by the CADI staff. *Figure 30* is also included in the Appendix, since it is the CADI survey tool that was used to interview the business owners/operators.

Discussion

With the results obtained from the survey and interviews, it appears that businesses are looking more closely at investing in the downtown Augusta area. It has

supplement city services in the city center. The only negative that he notices is maintaining coverage during difficult economic times. Mr. Grantham, Commissioner of district ten, admits that he doesn't know a whole lot about the CADI and has not received an invitation to attend any of the CADI meetings. Grantham is eager to comment that the appearance of downtown has improved and there is a great deal of interest in downtown Augusta from outside businesses presently. Grantham went through a list of successes that he attributes to the CADI. He says that from the cleanliness perspective, along with the city, CADI has done that well. Commissioner Grantham praises Arts in the Heart, First Friday and Westobou as festivals/events that CADI has been integral in the continued success of these events. When asked how the CADI can operate more efficiently, Grantham once again admits, "I don't know their major role." The mayor believes that the CADI is currently operating efficiently. The mayor of Augusta also believes that the CADI needs to be expanded in the future!

Mr. Brigham, Commissioner of District 7, makes a statement that he has not had interaction with the CADI program. He generally feels the program is working okay. Brigham says he has received no complaints about the CADI. When Brigham questioned a store manager about the CADI, the manager tells the commissioner that the initiative lacks supervision of its employees and there is wasted time by the CADI employees.

Most business owners and operators surveyed within the CADI are very willing to give their opinions of the CADI. According to the survey results, collected from the business owners and operators in their opinion the only inner city problem that has gotten better since the implementation of the CADI in 2008 are the Dirty Streets/Sidewalks (*Figure 13*). All of the other areas: Safety during the Day/Night (*Figures 19 and 20*), Property Crime (*Figure 21*), Not Enough Parking (*Figure 14*), Varied Retail Stores

a steady increase in aggravated assaults according to data displayed in *Figure 2*. Auto theft within the CADI zone found in *Figure 3*, shows a slight decrease in the zone. In *Figure 4*, which shows the auto theft numbers in Richmond County, shows a decrease over time also. The Armed Robberies data in *Figures 5 and 6* shows increase for the CADI zone and Richmond County respectively. Other Robberies which appear in *Figures 7 and 8* appear to increase for both the county and the zone as well over time. The trend for burglary in Richmond County continues to show an upward march but the pattern within the CADI inches down (See *Figures 10 and 9*). There appears to be a slight decline in theft by taking incidents in the BID zone (*Figure 11*), but in the county during the same time period a rise in the pattern is seen (*Figure 12*).

The crime within the CADI zone does not follow the same patterns as the rest of the county. The only increase in crime for the CADI from November 2006 to July 2009 is Armed Robbery and Other Robberies. The other crime categories analysis: Aggravated Assaults, Auto Thefts, Burglaries, and Theft by Takings all show declines from the months prior to and after the implementation of the BID. All of these charts are included in the following appendices. As mentioned earlier in this document, lower property crime rates are common for areas with BID organizations than for commercial areas without BIDs and that lower rates do not constitute higher crime in surrounding blocks. It is not clear whether this pattern of decline in crime within the CADI zone of Augusta, Georgia, is due to the implementation of the BID in this area or some other factor. There appears to be a pattern of decline in crime in most of the categories studied within the BID. Also, future studies may investigate crime rates for the surrounding communities to the BID.

The mayor, the commissioners for the tenth district and seventh are the only three public officials interviewed. The mayor says that the CADI program is working well to

CADI zone from 13th to 10th Streets on the Southside of Broad were surveyed and this data was presented in the Results section of this document. The interview results with local government officials were presented in the Results of this document also.

Government officials were asked how was the CADI working in downtown Augusta in your perspective, and an opportunity was given to give positive and negative feedback.

Another question for the government officials was what were the successes and the remaining problems of the CADI in Augusta. The final question was how the CADI could operate more efficiently in downtown Augusta.

Results

Concerning the crime data for Richmond County and the CADI zone, please note that the results for Richmond County shall be higher due to the population of the county is greater than the population within the CADI zone. The following comparison between Richmond County and the CADI zone is not the comparison of actual numbers but a comparison of the trend to see if there is a decrease or increase after CADI intervention. This study is simply looking at the pattern which maybe caused by CADI implementation in March 2008.

The question is has crime decreased within the CADI zone since the implementation of the CADI in March of 2008. During the same 33 month time period there is an increase in Armed Robbery, Other Robberies, Theft by Taking, Burglary, and Aggravated Assaults in Augusta-Richmond County, Georgia. One of the only areas of decrease during this same time period is Auto Thefts for the entire county. These charts can be found in the appendix of this document.

In *Figure 1*, there appears to be a decrease in the aggravated assaults within the CADI zone, but during the same period of time for Richmond County there appear to be

the streets and sidewalks cleaner, since the creation of the BID. Also does the area appear to have a safer and friendlier environment than in previous years during the day and at night? Questions, like are sidewalks and streets in need of repair? Is outdoor lighting adequate? Do building façade appearances look more appealing? Can a person find what they need among local stores in the BID? Does the district have a clear identity? The survey evaluates the changes that have occurred by the implementation of the CADI.

This data allowed me to assess the BID positives and negatives. And finally, in a couple of questions respondents were asked to report on both their general and neighborhood-based social ties (category of stakeholder) to the BID zone. The survey also collected respondents' basic socio-demographic characteristics, such as race, age, education, and income.

The expectation was to motivate the participants by explaining to them the benefits of answering all the questions. This may allow the DDA and SGI (professional BID operating firm based in Pennsylvania) to provide better BID services and conditions in the future. For this reason, I did not expect to have a problem of low participation.

Data/Statistical Analysis

Given the goal of this study, statistics were used to analyze the data. The data collected from this exploratory research was analyzed using Microsoft Excel. Data was placed in chart form to display the information. This analysis not only included data from survey responses but also data of crime within the BID geographical zone and the entire Richmond County from sixteen months prior to the creation of the BID to sixteen months after the creation of the BID. The crime data was obtained from the Richmond County Sheriff's office for the CADI zone and the entire county. It was presented using line charts in the appendices of this document. The business owners and operators within the

collected from businesses on the Southside of Broad Street from 13th to 10th streets, due to this being one of the greatest concentrations of businesses within the CADI zone.

Data Collection

To be included in the sample frame, a BID stakeholder was one who owned or operated a business within the BID physical boundary or worked for or with the city of Augusta as a public servant. However, the sample excluded those who did not qualify within one of these categories as non-stakeholders. As principal researcher, I conducted the interview with the subjects and distributed the survey tool to the businesses. A sampling consisted of businesses and government officials. During the interview or survey, participants were asked comprehensive questions designed to gather information about their perceptions of the benefits and disadvantages of the BID, as related to downtown Augusta, GA.

Measurement

A 24-item questionnaire was developed for gathering information on the type of business owned or operated. An opportunity for the business to share its top five concerns that the business would like to see the CADI address in the future. Also, as a stakeholder had issues, problems, and concerns in the CADI zone gotten worse, stayed the same or gotten better since the implementation of the CADI in March 2008? The instrument included dichotomous response (yes and no), a laundry list of items to choose, and three-point scale items. The three-point scale items ranged from 1 to 3 that measured responses (1 = Gotten Worse, 2 = Stayed the Same, and 3 = Gotten Better). There was performance, evaluation, and presentation of the results using Microsoft Excel.

Through the questionnaire, respondents were asked to identify a number of services that they noticed that are provided by the BID. Those surveyed were asked are

the BID have an interest in its success. Also local government and the citizens who may live, work, or even shop in the area are considered stakeholders.

Sample/Participants

The target sample that was involved in this exploratory research was the business owners/operators, within the physical boundaries of the BID as well as a sampling of the city officials (Commissioners and Mayor) because they were directly related to the BID process. The selection of these groups gave a firsthand perspective of the newly, created BID. The objective factors that were measured are real estate development, business development, convenience, distinctive identity, aesthetically pleasing environment, and safety. This geographic area is located from the Riverwalk Park to the Southside of Greene Street and 13th Street to Ambion Street, but includes a voluntary zone to 7th Street (M. Woodard, personal communication, March 26, 2009).

The units of analysis for this study were those who own/operate a business or who are a public servant within the BID zone or in Augusta, GA. For purposes of this study, those persons were defined as the BID stakeholders. The intention was to randomly sample the business owners and operators within the BID, since there was no categorical listing of types of businesses in the current BID membership, according to Margaret Woodard, executive director of DDA. The survey was completed at the time it was distributed. The surveyor followed standard practices of conducting the survey by explaining what the survey was attempting to do and asking for voluntary participation. The ethical guidelines and procedures for formal ethical consent were strictly followed. Some of the standard practices were to limit the length of the survey, engage participants, and have a familiarity with the survey tool by the surveyor. All data was handled with strict confidentiality. There was no minimal sample size. Surveys were distributed to and

individuals that were interviewed were the executive director of the CADI, the mayor, the commissioners for super district ten and district seven. All of the commissioners and the city administrator were contacted and asked to give their opinion, but there was no response from any others. An Assistant City Administrator did reply that my survey questions were forwarded to Margaret Woodard at Downtown Development for her response. The survey contained questions to obtain perceptions of business owners/operators about areas of concern, needs, and improvements since the BID was created. Crime data was compared sixteen months before and after BID implementation. The BID was implemented in March of 2008. The last month that was available when the data was obtained was July of 2009. The crime data was obtained from the Richmond County Sheriff's Department for the BID zone and for the county of Richmond. The number of police reports for the following types of crime was tallied by month for the BID zone and the entire county:

- Theft by Taking
- Burglary
- Armed Robbery
- Other Robberies
- Aggravated Assaults
- Auto Theft

This was done to compare the crime rate of the BID in relation to Richmond County.

There was no record of the number of arrests in the BID zone during this time, therefore only the arrests for the entire county were available. This research evaluated the actual benefits and disadvantages that the creation of a BID has brought to Augusta, GA.

It was believed that a BID's performance is integral to many groups. This point was argued that those stakeholders who owned property and the tenants that lived within

rather than government-based community programs (The Rand Corporation, 2009). All of this literature assists to outline benefits and disadvantages of BIDs.

Methodology

Research Design

This study used three types of data – secondary data, interviews with selected local politicians, and surveys of business owners. The secondary data was crime data obtained from the Richmond County Sheriff's Department, Crime Statistics Unit, for the entire county and for the CADI zone. The personal/property crime data was examined from November 2006 until July 2009. The purpose for analyzing this data was to determine whether crime had decreased within the CADI zone as compared to the county of Richmond during the same time duration.

Those politicians selected to be interviewed were the commissioners, the mayor, director of the CADI, and the city administrator. These were all selected because they all would have opinions and views from a close and inside vantage point of how the CADI was really working behind the scenes. Also these politicians would have an opportunity to endorse or give negative feedback concerning the CADI.

The business surveys were collected in the busiest business portion of the CADI zone, on the Southside of Broad Street from 13th to 10th Streets. Out of a reported 200 businesses located within the CADI, the surveyed portion had 42 businesses. The actual number of surveys completed was 31, but only 27 were found to be valid for data analysis use.

The purpose of this research was to focus on the BID in Augusta-Richmond County, Georgia by exploring this topic within the BID zone by personal interviews of local government officials either face-to-face, e-mail, or telephone contact. The

consider quality-of-life issues to be more important in choosing a location than tax rates and real-estate prices. It has even been noted that the fear of crime erodes the business community's willingness to invest in neighborhoods. This understanding of crime in commercial development is extremely important to urban communities, whose economic viability and social stability is connected to job creation and attracting commercial activity. It has been said that perceptions of high-crime areas might be driven by visual cues, like abandonment and market mix (lower-end retail, pawn shops, and check-cashing locations). Another consequence is fear and quality-of-life issues (The Rand Corporation, 2009). One way to measure the effectiveness of a BID on the real estate is by its ability to influence the value of properties inside the district (Morcol & Zimmermann, 2008). BIDs were found to generate positive impacts on commercial property values in New York City (Ellen & Voicu, 2007).

There is not much research pertaining to the effect of BID services on crime prevention. BIDs could have some impact on crime by adjusting the physical and social environment. Although, the role of economic development and its link to crime has been recognized for over 30 years, since 1961, it was noted that the lack of ownership of public space and a lack of surveillance were variables in the use and misuse of urban environments. BID security services in Philadelphia's Center City shows a positive role in reducing criminal opportunities. In another study of Philadelphia, it was also noted that there was a relationship between lower incidence of property crimes and the presence of BID security. In Los Angeles, BIDs are associated with 6-to 10-percent reductions in official crime. While another study in Los Angeles, suggest a key ingredient to improvements in youth violence is community-level change driven by local residents

grants. Additional funding sources have become very important for BIDs where needs normally are greater than resources (Hoyt & Gopal-Agge, 2007). Because BIDs have the ability to do private agenda items with public funds this continues to raise suspicions about their lack of accountability. Although many consider BIDs as autonomous, BIDs are not exempt from the control of city hall and can be seen as accountable to the host municipality as well as to nonlocal taxpayers that finance general municipal operations (Morcol & Zimmermann, 2008).

The market value of commercial properties within the proposed District in 2006 was \$200 million and the typical comprehensive BID service program for Augusta would require an annual budget of approximately \$500, 000. The executive director of DDA wants to know how additional revenue can be acquired for the CADI, since taxpayers are not paying taxes at the rate they have in past times. It was found that marketing and advertising is one way that many BIDs are raising revenue in troubled economic times, by selling ads in a BID publication or on BID transportation. As stated earlier, the CADI has obtained a revenue advance from the City, to fill the gap between work and pay. To encourage the City of Augusta to continue, to advance funds to the CADI, one might look at literature from the Los Angeles Times, published just this year, that BIDs are having a significant effect on crime in their neighborhoods and that areas with BIDs have less crime than those without them (DiMassa & Winton, 2009).

According to Hoyt (2005), lower property crime rates are common for areas with BID organizations than for commercial areas without BIDs and that lower rates do not constitute higher crime in surrounding blocks. To understand the BID service provision, one must focus on the nature of crime and safety services in commercial areas assisted by these organizations. There appears to be a far-reaching impact of crime, businesses

- Customers like to be in a nice, appealing environment (building appearance and accessibility for pedestrians)
- Customers prefer access to toilets and baby-changing facilities
- Customer care demonstrated through street cleaning, streetscape maintenance, graffiti removal, visible police presence and controls on vagrancy and begging
- District management being concerned for customers, including pedestrian counts, communication with local businesses, and a high level of business involvement in the district management program.

From all indications, customer care really is priority number one for the success of a business and a BID also!

As was mentioned earlier, Georgia's CIDs were created as a result of influence from business owners, in the early 1990s by the state legislature. How much of an impact do business owners really have over elected public officials' decisions and therefore have in the decision of a local government to approve the creation of a BID and its continued financing and support? There are safeguards in the state law concerning BIDs. The state law does require private sector management, a cap on the tax rate, and a "sunset" provision after six years. The provision states that property owners shall vote again if the BID is to continue. There is a level of accountability by incorporation of sunset clauses. However, BIDs are not usually dissolved. Instead, due to state-enabling legislation, BIDs renew their term limits by a reauthorization process (Hoyt & Gopal-Agge, 2007).

A BIDs special assessment or ability to tax and provide members with supplemental public services gives the BID considerable autonomy in problem-solving. BIDs have become known as innovative fund raisers, therefore these assessments are rarely its only source of funding. It has been noted that 50% of the American BIDs have received voluntary donations and in-kind contributions from tax-exempt properties in the district. Many have reported receiving financial support from subsidies and government

During the research, an interesting list of reasons why BIDs may not continue to be successful was noticed. One author mentioned seven interrelated factors that could cause a BID to fail or become lethargic which may eventually lead to its failure. First, creative entrepreneurs start BIDs, but once these individuals leave innovative projects may depart also. Second, because BIDs are bureaucratic organizations, there is a tendency to overlook new ideas and continue in routine, non-controversial activities. Also, once a BID has cleaned the streets and provided security, there may not be any petitioning to provide anything else. Fourth, BID boards and managers may become frustrated and give up when they start to confront problems that are more difficult to handle, like lack of parking and attempts to get new retailers to come to the district. Next, the short-term success of locating chain retail outlets into the district may increase the number of corporate owners who do not live in the community and who may be uninterested in BID governance or BID activities. Sixth, time may be an enemy to a BID, when the banners become soiled and torn, leading to negative public opinions. Lastly, the prevention of stagnation is difficult, since it kills motivation and the author suggests what is required is a continual willingness to adapt, redefine, and expand the vision for city places (Mitchell, 2008).

Since the CADI has only been in operation for less than two years in Augusta, how would one measure the success of a BID anyway? Research indicates that “The Lockwood Survey of Retail Performance” attributes outstanding town center performance to eight major factors, as follows (Houstoun, 2003):

- Attracting customers by promotions
- Easily accessible roads and transit for customers
- Adequate, affordable and safe short-and long-term parking
- Customers prefer a retail mix of Sunday operating hours and long shopping visits

Georgia, along with New York and California are states where residential properties are not subject to mandatory assessments by BIDs, although the residents are still allowed to attend decision-making boards. However, these residents are not allowed to vote or participate in planning or decision-making processes. It has been noted that the defenders of BIDs as being democratic caution that some BID boards actively exclude people (Hoyt & Gopal-Agge, 2007). Some groups that may be affected by the limited accountability of BIDs are: district residents, municipal governments, consumers, the non-consuming public and the BID's own business and property owner constituents (Cornell University, 2009).

Also, BIDs in Georgia use de facto infrastructure planning, even though the law does not grant the authority to the BID to do this. Therefore, depending on how powerful the community improvement district is, it prepares plans for major infrastructure improvements that either become part of larger plans or are implemented directly by local and state governments. Many even act as though they have authority to regulate the use of sidewalks by enforcing rules on panhandling, although this is not legal, governments allow them to regulate public space in this manner. This is just another example of the influence that BIDs have over local governments.

There seems to be BID influence over community courts as well. These are local courts that are set up to deal with quality-of-life crimes, such as minor drug possession, prostitution, shoplifting, and disorderly conduct. Judges deliver decisions for such crimes and collaborate with members of their communities in community service projects. It appears that BIDs are active on advisory boards and in determining service projects (Morcol & Zimmermann, 2008).

The CADI services provided in Augusta are supposed to be a supplement, not a replacement for services that the City already provides. With a fine line between private and public partnerships, current economic shortfalls in all aspects of society, it could become convenient for downtown Augusta to become a private entity governed by the CADI, instead of the City of Augusta. It becomes increasingly challenging for local government to ensure that public interests survive as service provision moves from national and state to local and from local to private institutions (Davies, 1997). According to information distributed by the BID TASK FORCE in earlier 2006, only by formal agreement, the City will pledge to maintain current levels of police, cleaning and other services. BIDs are based on a benefit assessment model where property owners in a specific geographic area agree to levy themselves additional revenues that will be used for services in that area. The revenues are not managed by the city, but the property owners themselves.

A key disadvantage or unappealing aspect of Business Improvement Districts is its less democratic structure and operation. This debate has mainly been over the advance of the private sector into activities such as street cleaning, safety, and provision of amenities, which have been the duty of the local government. Any success of BIDs has been seen as a failure of local municipal government. There have been arguments pertaining to BID boards that have inequitable representation of residents and the less privileged class and the legal provision of weighted voting, that give larger property owners more power. Therefore, critics have described the function of BIDs as 'clubs' of property and business owners who have been given the power to manage public spaces (Morcol & Zimmermann, 2008). This is not a good thing, because it leaves other citizens out of the decision making process.

148 – Panhandler reports

BIDs throughout the nation are structured differently. Research shows that one of the oldest BIDs in the nation, New York City, has a Board of Directors which is divided into classes that include: commercial property owners, commercial tenants, residents and public officials. The BID Board of Directors sets the policies and oversees operations; also hires professional staff to manage the district on a daily basis. Conversely, the Board of Directors for the CADI in Augusta, Georgia, is comprised of 12 voting members & 4 non-voting members (President of Chamber of Commerce, Augusta Metropolitan Convention & Visitors Bureau, City Finance Officer, Downtown Development Authority Director) with no representatives from the city government. According to the Executive Director of the Downtown Development Authority, city government is not on the Board, “No, the City Administrator may come to the meeting, but that’s it (M. Woodard, personal communication, March 26, 2009).” Anyone may attend the CADI board meetings, but decision making is limited to the twelve voting members.

An example of the great influence of BIDs in Georgia over local governments is quite evident in Augusta also. A small article in the *Augusta Chronicle* in early March of 2009 stated that the Finance Committee of the City of Augusta voted to advance the CADI \$291,600, which it can withdraw from the city in installments with two percent administrative fee. CADI is scheduled to bring in \$343,000 in taxes through downtown’s BID, but the taxes are not due until November. The article reports that there has been a gap in work and tax collections since CADI began in early 2008. The title of the article does not help to settle the controversy over the BID in Augusta, “Commissioners meet in secret again” (Edwards, 2009). Again, this makes one even more suspicious of government’s interaction with business improvement districts.

Woodard, personal communication, March 26, 2009). The first meeting of the Board of Directors for the Clean Augusta Downtown Initiative (CADI) was held on January 31, 2008. The board was ratified; Articles of Incorporation and by-laws were approved as well as a contract with SGI to provide services. Mr. Barry White was appointed as an interim chair. A projected date for the CADI to be up and functioning was late March of 2008. The first business improvement district for downtown Augusta promised cleaner streets and a safer and friendlier environment. According to a report published in a recent article in the *Augusta Chronicle*, the CADI logged the removal of 30 tons of litter and hundreds of pedestrian-assistance incidents in its first year of existence. Margaret Woodard, the executive director of the Downtown Development Authority (DDA) of Augusta, stated “People have come up to me who didn’t sign the (business improvement district) petition because they didn’t get it and now they get it. People have also said they’d like to be in it. Those are your litmus tests (Rausch, 2009).” Many of the services currently offered by the CADI are trash collection, steam cleaning sidewalks; report panhandling, tour guides, park lot security guards and traffic-control assistants (M. Woodard, personal communication, March 26, 2009). Since the CADI has a desire to offer more services and revenue is needed to do this, one idea for raising funds is offering sponsorship spots on CADI Segways (Rausch, 2009).

Cleaner, Friendlier Downtown

The Clean Augusta Downtown Initiative (CADI) has been operational for a year. Some statistics on its first year (What We’ve Been Doing, 2008):

61,725 – Pounds of litter removed

78 – Police-assistance incidents (traffic control)

250- Pedestrian-assistance incidents

other local governments, and state governments, and even the growth and spreading of their functions and services, and their funding sources (Morcol & Zimmermann, 2008).

Literature indicates that the BIDs in the state of Georgia are given the name of Community Improvement Districts (CIDs). These CIDs exhibit many of the general characteristics of BIDs but remain unique to the political culture, changing economic conditions and demographics of the state. Unlike BIDs in other states, such as New Jersey and Pennsylvania, Georgia's CIDs are constitutionally established local governments. It appears that business groups in this state have influenced the state legislature to empower them to charter their own governments-CIDs (Morcol & Zimmermann, 2008).

As with any form of government, BIDs need funds to carry out their objectives. The main source of revenue for BIDs is self-assessment for commercial property owners. Unfortunately, commercial property owners do not always pay their taxes on time. Georgia's CIDs use self-assessments for revenue also, but what makes them different is their power, as governmental entities, to leverage large amounts of public money from the state and local governments to fund projects in their districts. There is a fine line between the public and the private sectors in public policy, since governments are very gracious with funding for CID sponsored projects. Georgia's CIDs began in the suburbs as an effort to manage explosive growth and appear to have different priorities and operation than their urban comrades (Morcol & Zimmermann, 2008).

Clean Augusta Downtown Initiative (CADI)

Although Georgia has experienced population growth in recent decades, currently, Augusta is only one of three cities in the state of Georgia that has at least one business improvement district. The other two cities are Atlanta and Columbus (M.

2009). There are benefits and disadvantages as with any tool used in governance; this will be discussed from an unbiased vantage point! Has there been a decrease in crime due to the creation of the BID? Is there a renewed sense of pride or hope for revitalization? Have there actually been developments, projects, and improvements within the BID?

The collection of data to answer the questions concerning the BID in Augusta, Georgia, is extremely important from a social and academic perspective. Other cities could use what Augusta has done as a lessons learned or role model in creating, managing, operating, and even perceptions of BIDs. Socially, can a private-public partnership like BIDs help to engage and protect the public from crime; if this is the case then other communities may be able to lower crime rates also. Community pride or hopes for revitalization are qualities that cities are seeking to establish within its citizens. Could the creation of a BID accomplish such an audacious task? This study will outline the list of benefits and disadvantages of BID creation as a source for those that may wish to create a BID before actually committing to the endeavor. The purpose of this research is to explore, since the creation of the BID has crime decreased of is there a safe/secure mental state for downtown dwellers, and has the image of downtown Augusta become more positive.

Literature Review

Many important legal and theoretical questions have been raised concerning BIDs, even though the literature is not extensive. The main issue is whether they are public or private organizations. Due to this ambiguity in the status of BIDs many have been designated as quasi-governmental entities, private governments, or a parallel state. Some other issues are their relationship with other organizations of private businesses,

by the private sector which must demonstrate that a majority of those who will ultimately pay the money are in support of such a tax increase. Some of the services that may be provided by the BID are cleaning sidewalks and curbs, removing graffiti, safety patrols, events coordination and area promotion (M. Woodard, personal communication, March 26, 2009).

Property owners are in complete and total control of the funds. Also once established, the BID assessment or tax is mandatory and is collected by the city the same as other taxes. However, unlike the taxes, the city is legally required to return the proceeds over to the BID leadership for use within the district (Morcol & Zimmermann, 2008).

Purpose/Significance

Upon contacting the city of Augusta, it was verbally stated that a BID has been created in downtown Augusta (M. Woodard, personal communication, March 26, 2009). The official start of operation for the BID was March 26, 2008. The team consisted of a project manager, four safety ambassadors, and five clean team members. The initial purpose for the business improvement district was to clean sidewalks and curbs, remove graffiti, provide safety patrols, and conduct events coordination and area promotion. This research will be used to evaluate the actual benefits and disadvantages that the creation of a BID has brought to Augusta, GA. This research may be an ongoing project since, initial reports are that the BID has actually only been in operation for a couple of years.

Also, the creation of one BID in downtown Augusta could lead to the emergence of BIDs within the Central Savannah River Area or region. The area for the BID is from Riverwalk Park to the Southside of Greene Street and 13th Street to Ambion Street, but includes a voluntary zone to 7th Street (M. Woodard, personal communication, March 26,

Introduction

The mayor of Augusta wrote an editorial for the city's newspaper that endorsed Business Improvement Districts (BIDs) in June of 2007. In the article, he used the following phrase, "What you once saw as a rundown, boarded-up city center has now become a clean, safe, and vibrant hub of activity, instilling in you a newfound sense of pride (Copenhaver, 2007)." The BID movement has been described as one of the most important developments in local governance within the past two decades. Estimates are that there are more than 1,500 of these BIDs nationwide. Reports from cities like Columbus, GA, Columbia, SC, Charlotte, NC, and Atlanta, GA have attested to the positive impacts BIDs could have toward revitalizing a city's potential (Copenhaver, 2007).

The creation of BIDs in the USA was the result of the American tradition of self-help and a close relationship between property ownership and political rights. After World War II, the economic structure shifted from metropolitan city centers to suburbs and the views of private action rather than government action, since the 1970's have led to the popularity of BIDs. The activism of business leaders is connected with the tradition of *privatism* in urban America. This *privatism* reminds us that the city was founded and run for quite some time by private interests (businessmen, aristocracy, and associations). This justified their search for wealth and was correlated as a search for happiness and personal independence also (Morcol & Zimmermann, 2008).

A BID is an organization of commercial property owners within a specific district who tax themselves to raise funds for quality of life enhancements. The BID is organized

Abstract

This exploratory study evaluates the actual benefits and disadvantages that the creation of a BID has brought to Augusta, GA. The creation of one BID in downtown Augusta could lead to the emergence of BIDs within the Central Savannah River Area or region. This research may be an ongoing project since, initial reports are that the BID has actually only been in operation for a couple of years. The conclusion of this study is expected to answer questions such as: Has there been a decrease in crime due to the creation of the BID? Is there a renewed sense of pride or hope for revitalization? Have there actually been developments, projects, and improvements within the BID?

The collection of data to answer the questions concerning the BID in Augusta, Georgia, is extremely important from a social and academic perspective. Other cities could use what Augusta has done as a lessons learned or role model in creating, managing, operating, and even perceptions of BIDs. Socially, can a private-public partnership like BIDs help to engage and protect the public from crime; if this is the case then other communities may be able to lower crime rates also. Community pride or hopes for revitalization are qualities that cities are seeking to establish within its citizens. Could the creation of a BID accomplish such an audacious task? This study will outline the list of benefits and disadvantages of BID creation as a source for those that may wish to create a BID before actually committing to the endeavor. The purpose of this research is to explore, following the creation of the BID has crime decreased or is there a safe/secure mental state for downtown dwellers, and has the image of downtown Augusta become more positive.

BID for BUSINESS IMPROVEMENT
DISTRICTS: Benefits of CADI in Augusta, GA

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