

**THE UNIFIED GOVERNMENT OF ATHENS-CLARKE COUNTY  
COMMISSION AGENDA ITEM**

**SUBJECT:** Authorize the Abandonment and Disposition of Former Hoyt Street, Madison Avenue, Strong Street and Thomas Street, and Associated Rights-of-Way

**DATE:** January 9, 2026

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**EXECUTIVE SUMMARY:**

This request is for Mayor and Commission to adopt abandonment resolutions and approval of disposition (sale) of Hoyt Street, Madison Avenue, Strong Street, and Thomas Street, and Associated Rights-of-Way to adjacent property owners, and as consistent with Mayor and Commission approved Development Agreement on January 6, 2026.

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**BUDGET INFORMATION:**

REVENUES: N/A

EXPENSES: N/A

FUNDING SOURCE: N/A

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**COMMISSION ACTION REQUESTED ON:** February 3, 2026

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**PURPOSE:**

To request that Mayor and Commission:

- a. Adopt resolution regarding abandonment of former Hoyt Street, Madison Avenue, Strong Street and Thomas Street and their associated rights-of-way as outlined in Abandonment Resolutions (**Attachment #1**), and in compliance with Sections 32-7-1 through 32-7-4 of the Official Code of Georgia Annotated;
- b. Authorize the option to dispose of Hoyt Street, Madison Avenue, Strong Street and Thomas Street and associated rights-of-way to adjacent property owners and as consistent with the approved Development Agreement agenda (History #21); and,
- c. Authorize the Mayor and appropriate staff to execute all related documents, including, but not necessarily limited to, quitclaim deeds.

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**HISTORY:**

1. In 1977, the State of Georgia adopted legislation creating the Athens Downtown Development Authority (ADDA).
2. On January 7, 2020, the M&C approved an intergovernmental agreement (IGA) with the Athens Housing Authority (AHA) for master planning services for the North Downtown Athens Development Project in the amount of \$450,500. This planning would fundamentally address the redevelopment of the former Bethel Midtown Property and would also create a vision for adjacent properties.

3. On January 28, 2020, a steering committee for the North Downtown Athens Redevelopment was formed, comprised of a cross-section of community partners representing the North Downtown area, specific technical expertise, and diverse community interests.
4. On February 1, 2020, the AHA approved a contract with James Harwick & Partners Architecture to develop the North Downtown Athens Master Plan.
5. On June 30, 2020, the M&C adopted a resolution to accepting the Athens Downtown Master Plan 2030 with amendments related to implementation of the Bethel Village Redevelopment Project.
6. On September 1, 2020, the M&C approved an IGA with the ADDA for the sale, financing, and development of certain city-owned properties. Conceptually this project was envisioned to yield 130 residential units and 560 space of structured parking. This IGA was executed on November 13, 2020.
7. On February 9, 2021, at the regularly scheduled M&C Work Session, representatives from Athens-Clarke County (ACCGov), AHA, and Columbia Residential presented the North Downtown Master Plan.
8. On March 2, 2021, the M&C approved an action to accept the North Downtown Master Plan.
9. On June 14, 2024, a private property hosting “The Graduate” located at 295 E. Dougherty Street (Clarke County Parcel #163D3 L002) was acquired by Athens Hotel Partners LLC.
10. On March 12, 2025, the ADDA voted to request a modification of the 2020 IGA for the sale, financing, and development of certain city-owned properties
11. On May 9, 2025, the ADDA sent a letter formally requesting the modify the 2020 IGA for the sale, financing, and development of certain city-owned properties.
12. On June 3, 2025, the M&C approved a memorandum of understanding (MOU) with CS Acquisitions Vehicle, LLC (aka “Core” or “Developer”) outlining the terms for the developer to fund and implement sewer infrastructure upgrades for North Oconee River Sanitary Sewer Interceptor Improvements – Phase I at College Avenue.
13. On June 10, 2025, at a Special Called Meeting, the M&C approved a commission-defined option for an amendment to the IGA with the ADDA for the redevelopment of public properties along Jackson Street.
14. Between June and October of 2025, staff, legal counsel, and design consultants from ACCGov, the ADDA, and CS Acquisitions, LLC, negotiated the terms and exhibits of a

development agreement that are consistent with the terms of the amended IGA and sewer MOU.

15. On July 10, 2025, a sewer improvement MOU with CS Acquisitions Vehicle, LLC was executed.
16. On October 15, 2025, representatives from CS Acquisitions Vehicle, LLC, the ADDA, and ACCGov finalized the terms and exhibits of a development agreement, IGA, and Second Amendment to the Parking Management Agreement that are consistent with the terms of the amended IGA and sewer MOU.
17. On October 29, 2025, ACCGov staff joined the Core project team in a drop-in meeting at the Foundry.
18. On November 4, 2025, the M&C approved a Commission Defined Option to:
  - a. Hold the action on the proposed development agreement for an indefinite period until a work session could be held on the topic and the M&C have approved the rezoning of the ACC Conveyed Property as required in the development agreement;
  - b. Adopt a resolution of the Mayor and Commission of Athens-Clarke County recommending rezoning of all or a portion of parcels located at 550 North Jackson Street, 293 Hoyt Street, and 295 E. Dougherty Street ; and,
  - c. Amend the Commission Defined Option approved on June 10, 2025, to designate at least one-half of the payment in-lieu of inclusionary zoning funds to provide affordable housing options for low- and moderate-income residents of Census Tract 302 and remove the prior approved designation to Census Tracts 1509 and 1406.
19. On December 9, 2025, representatives from Core and the Manager's Office provided a joint M&C work session presentation covering the project benefits and impacts and terms of the development agreement.
20. On December 11, 2025, the Planning Commission reviewed a request to rezone the property at 293 Hoyt Street from G (Government) to C-D (Commercial Downtown).
21. On January 6, 2026, the M&C of ACCGov:
  - a. Approved a Development Agreement between CS Acquisitions Vehicle, LLC and the ADDA that defines the terms for a public-private-project for the redevelopment of land around 295 E. Dougherty Street;
  - b. Approve an Intergovernmental Agreement with the Athens Downtown Development Authority and second amendment to the Downtown Parking Management Agreement for the financing and operations of a future parking deck at Hoyt Street and North Avenue;
  - c. Authorize staff to negotiate and/or execute all related easements, including the granting of a tieback easement to integrate the new Hoyt Street Parking Deck with Lay Park;
  - d. Authorize appropriate staff to take all actions necessary and incidental for any road

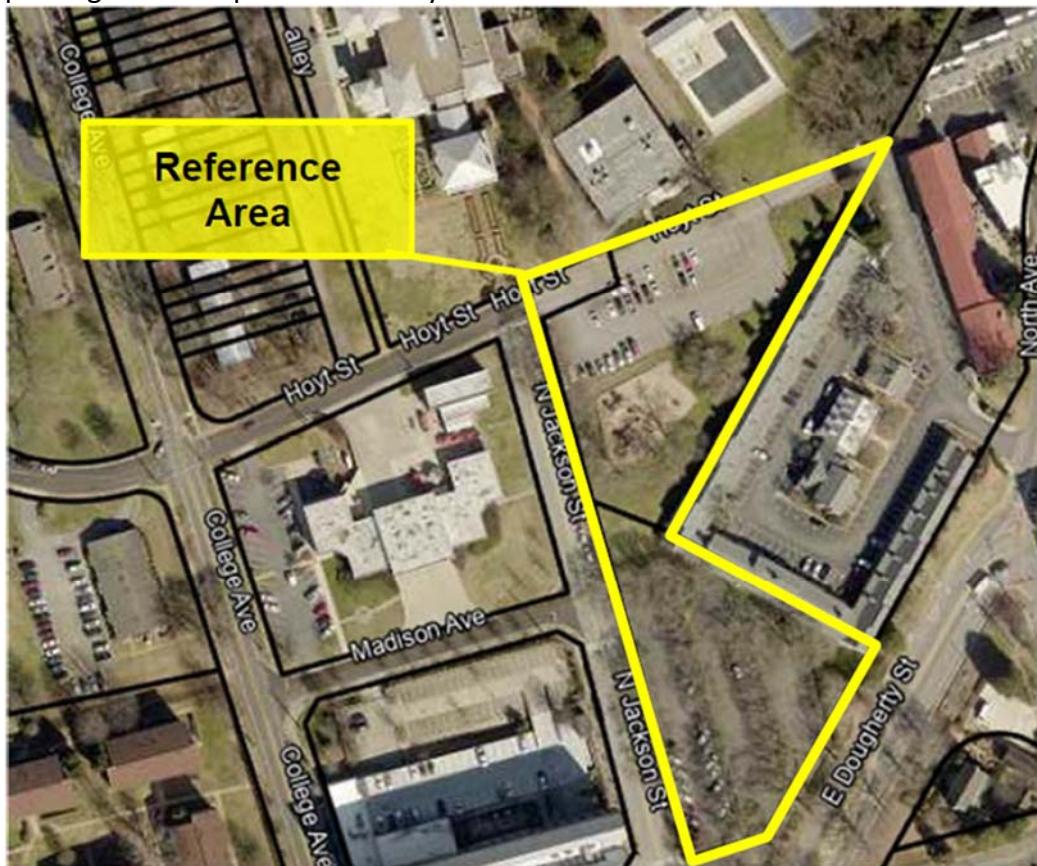
abandonments associated with the redevelopment of 295 E, Dougherty Street, including, but not necessarily limited to, serving and advertising notices of any proposed road abandonments; and,

- e. Authorize the Mayor and appropriate staff to execute the agreements and exhibits referred to herein in substantially the same form as attached this agenda item, provided, however, that the Attorney and the Manager shall be authorized to approve minor variations thereto which do not substantially alter the terms.

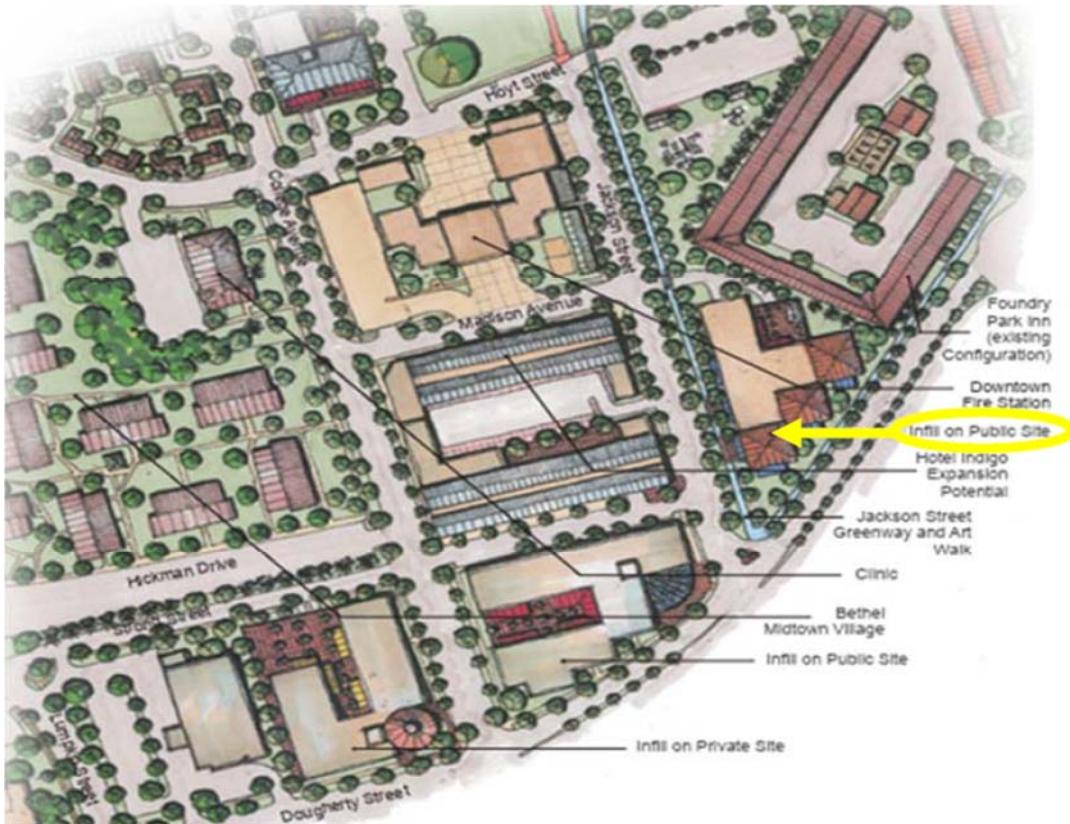
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**FACTS & ISSUES:**

1. At unification, the ACCGov combined the assets of the former City of Athens and Clarke County. This included surface parking lots and associated public amenities east of North Jackson Street. These properties have predominately been used to support public downtown parking and the operations of Lay Park.



2. The Athens Downtown Master Plan 2030 identified a portion of these properties as having the potential for infill development.



3. The North Downtown Master Plan further envisions this area as having potential for higher level of infill developments, which could include a combination of retail, structured parking and/or housing.
4. The ADDA enabling legislation is vested with the authority of several different purposes and powers. Amongst these are the power to acquire, own, hold, lease, sell and convey real estate, the power to employ professional services and to contract the construction, remodeling, and altering of buildings and the power to borrow money.
5. These powers enable ADDA to participate in public-private-partnerships in ways that ACCGov might otherwise be restricted. It is for this reason that the M&C entered into IGAs with the ADDA for the sale, financing, and development of certain city-owned properties.
6. The title search for all properties for the future development does not reveal a clear history of roadway abandonment for inactive and redeveloped portions of Strong Street, Madison Avenue, Thomas Street, and Hoyt Street. It is possible that these roads were abandoned prior to the implementation of the current state law requirements or were never abandoned at all. Presently, these are not functioning roads, as the areas they used to occupy are located under buildings, landscape, and parking lots (See **Attachment #2**).
7. Section 2.4.1 of the Development Agreement (History No. 21) requires "*Before the Closing Date, the Unified Government shall make its best reasonable efforts to obtain and/or execute all releases, quitclaim deeds, instruments or documents necessary to release, convey, cure, or*

*abandon all such Title Defects and shall obtain all third-party approvals necessary to convey the ACC Conveyed Property with good and marketable and insurable fee simple title and not subject to Title Defects; and the Developer agrees to hold the Unified Government harmless if the Unified Government is unable to accomplish this condition.*" To accomplish this, the M&C are being asked to authorize appropriate staff to take all actions both necessary and incidental for any road abandonments associated with the redevelopment of 295 E. Dougherty Street, including, but not necessarily limited to, serving and advertising notices of any proposed road abandonments.

8. ACCGov follows O.C.G.A Section 32-7-2, et. seq., and/or Section 7-502 of the Charter of Athens-Clarke County to abandon public roadways. Specifically, these legal authorities require ACCGov to:
  - a. Notify the public, through publication of a legal notice for two consecutive Fridays, of a Public Hearing to be held at a regularly scheduled meeting of the Mayor & Commission (M&C) to receive comments regarding the potential abandonment of the roadway;
  - b. Accept public comment at the M&C stated meeting regarding the proposed roadway abandonment; and
  - c. Take action to abandon the roadway. Certification of such affirmative action is to be in resolution form and recorded in the official minutes of the meeting.
  - d. Any deviation from the standard operating procedure of ACCGov for abandoned roadways and Rights of Way is substantiated in O.C.G.A. Section 7-502 regarding the transfer of property between government entities, Athens Downtown Development Authority being such an entity.
9. In compliance with O.C.G.A. Sections 32-7-2 and 32-7-4, notification to the public is proceeding along the following schedule and consistent with current procedures:

• Written Notice to abutting property owners	January 15, 2026
• Public Notification in Legal Ads	January 16 and January 23, 2026
• Public Hearing, Comments, & M&C Action	February 3, 2026
10. If adopted, TPW staff will continue to work with ADDA to convey the abandoned roadways and complete the disposition of former Hoyt Street, Madison Avenue, Strong Street and Thomas Street in accordance with applicable statutory requirements.
11. The 2023 Comprehensive Plan Update includes the following recommended strategies and policies that apply to the project:
  - o *Policy: "Encourage the development of Downtown as a vibrant and diverse center for living, visiting, and doing business."*
  - o *Strategy: Increase the amount of and provide access to affordable housing.*
  - o *Strategy: Repair and replace infrastructure commensurate with physical depreciation.*
12. This recommendation supports the following strategies within the ACCGov Strategic Plan FY26-28:

- Quality, Stable, Affordable Housing for All Goal, Strategy C: Preserve and increase the supply of affordable rental housing.
  - Built and Natural Infrastructure Goal, Strategy C: *Provide adequate funding for maintenance of existing and newly constructed infrastructure.*
  - Safely Move Around Athens Goal, Strategy B. *Enhance Safety for all modes of transportation.*

## OPTIONS:

1. Mayor and Commission:
    - a. Adopt resolutions regarding abandonment of former Hoyt Street, Madison Avenue, Strong Street and Thomas Street and their associated rights-of-way as outlined in Abandonment Resolutions (**Attachment #1**), and in compliance with Sections 32-7-1 through 32-7-4 of the Official Code of Georgia Annotated;
    - b. Authorize the option to dispose of Hoyt Street, Madison Avenue, Strong Street and Thomas Street and associated rights-of-way to adjacent property owners, and as consistent with the approved Development Agreement agenda (History #21); and,
    - c. Authorize the Mayor and appropriate staff to execute all related documents, including, but not necessary limited to, quitclaim deeds.
  2. Mayor and Commission deny the request to abandon former Hoyt Street, Madison Avenue, Strong Street and Thomas Street.
  3. Mayor and Commission Defined Option.

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**DEPARTMENT RECOMMENDED ACTION:** Option #1a, b & c

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**DEPARTMENT:** Transportation & Public Works  
Prepared by: Rani Katreeb, Assistant Director

Stephen Bailey  
Stephen Bailey  
Transportation and Public  
Works Director

**ADMINISTRATIVE COMMENTS:**

**ADMINISTRATIVE RECOMMENDATION: Option #1 a, b, & c**



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Bob Cowell, Manager

January 14, 2026

Date

**ATTACHMENTS:**

Attachment #1: Hoyt St, Madison Ave, Strong St, and Thomas St Resolution to Abandon  
Former Rights of Way

Attachment #2: The Graduate Redevelopment Site Survey

**A RESOLUTION AUTHORIZING THE ABANDONMENT OF A PORTION OF HOYT STREET; AND FOR OTHER LAWFUL PURPOSES.**

WHEREAS, on or about January 6, 2026, the Commission of Athens-Clarke County, Georgia, approved a Development Agreement between CS Acquisitions Vehicle, LLC, the Athens Downtown Development Authority, and the Unified Government of Athens-Clarke County, Georgia, that defines the terms for a public-private-project for the redevelopment of land around 295 East Dougherty Street; and

WHEREAS, on or about that same date, the Commission of Athens-Clarke County, Georgia, also approved an Intergovernmental Agreement between the Athens Downtown Development Authority and the Unified Government of Athens-Clarke County, Georgia, and a second amendment to the Downtown Parking Management Agreement between those two entities for the financing and operations of a future parking deck at Hoyt Street and North Avenue; and

WHEREAS, on or about that same date, the Commission of Athens-Clarke County, Georgia, authorized appropriate staff of the Unified Government of Athens-Clarke County, Georgia, to take all actions necessary and incidental for any road abandonments associated with the redevelopment of land around 295 East Dougherty Street, including, but not necessarily limited to, serving and advertising notices of any proposed road abandonments;

WHEREAS, the Commission of Athens-Clarke County, Georgia, after notice and public hearing on February 3, 2026, has determined that removal of the public road and any associated roadway infrastructure in Athens-Clarke County, Georgia, known as Hoyt Street, as more fully shown and described on the plat and legal description attached hereto as Exhibit A and incorporated herein by reference, is in the best public interest and therefore should be formally closed, vacated, and abandoned; and

WHEREAS, the Unified Government of Athens-Clarke County, Georgia, has complied with all requirements of state law and the Charter of the Unified Government of Athens-Clarke County, Georgia, concerning the abandonment of roads that are part of the county road system; and

WHEREAS, the Unified Government of Athens-Clarke County, Georgia, has determined that said road shall be disposed of pursuant to the requirements of Title 32, Chapter 7 of the Official Code of Georgia Annotated and Article VII, Chapter 5 of the Charter of the Unified Government of Athens-Clarke County, Georgia; and

NOW THEREFORE, the Commission of Athens-Clarke County, Georgia, hereby resolves as follows:

**SECTION 1.** That certain portion of Hoyt Street and any associated roadway infrastructure as described hereinabove and more fully shown on the attached survey are hereby closed, vacated, and abandoned. Hereafter, that portion of Hoyt Street and any associated roadway infrastructure shall no longer be part of the county road system, and

the rights of the public in and to this road and associated roadway infrastructure as a public road shall cease.

SECTION 2. The Mayor and the Clerk of Commission are hereby authorized to execute a quitclaim deed (or deeds) conveying said portion of Hoyt Street and any associated roadway infrastructure to the abutting property owner(s).

SO RESOLVED on the \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_.

APPROVED: \_\_\_\_\_  
Mayor

ATTEST: \_\_\_\_\_  
Clerk of Commission

**A RESOLUTION AUTHORIZING THE ABANDONMENT OF A PORTION OF  
MADISON AVENUE; AND FOR OTHER LAWFUL PURPOSES.**

WHEREAS, on or about January 6, 2026, the Commission of Athens-Clarke County, Georgia, approved a Development Agreement between CS Acquisitions Vehicle, LLC, the Athens Downtown Development Authority, and the Unified Government of Athens-Clarke County, Georgia, that defines the terms for a public-private-project for the redevelopment of land around 295 East Dougherty Street; and

WHEREAS, on or about that same date, the Commission of Athens-Clarke County, Georgia, also approved an Intergovernmental Agreement between the Athens Downtown Development Authority and the Unified Government of Athens-Clarke County, Georgia, and a second amendment to the Downtown Parking Management Agreement between those two entities for the financing and operations of a future parking deck at Hoyt Street and North Avenue; and

WHEREAS, on or about that same date, the Commission of Athens-Clarke County, Georgia, authorized appropriate staff of the Unified Government of Athens-Clarke County, Georgia, to take all actions necessary and incidental for any road abandonments associated with the redevelopment of land around 295 East Dougherty Street, including, but not necessarily limited to, serving and advertising notices of any proposed road abandonments;

WHEREAS, the Commission of Athens-Clarke County, Georgia, after notice and public hearing on February 3, 2026, has determined that this portion of Madison Avenue has for any reason ceased to be used by the public to the extent that no substantial public purpose is served by it or that its removal from the public road system is otherwise in the best public interest and therefore should be formally closed, vacated, and abandoned; and

WHEREAS, the Unified Government of Athens-Clarke County, Georgia, has complied with all requirements of state law and the Charter of the Unified Government of Athens-Clarke County, Georgia, concerning the abandonment of roads that are part of the county road system; and

WHEREAS, the Unified Government of Athens-Clarke County, Georgia, has determined that said road shall be disposed of pursuant to the requirements of Title 32, Chapter 7 of the Official Code of Georgia Annotated and Article VII, Chapter 5 of the Charter of the Unified Government of Athens-Clarke County, Georgia; and

NOW THEREFORE, the Commission of Athens-Clarke County, Georgia, hereby resolves as follows:

**SECTION 1.** That certain portion of Madison Avenue and any associated roadway infrastructure as described hereinabove and more fully shown on the attached survey are hereby closed, vacated, and abandoned. Hereafter, that portion of Madison Avenue and any associated roadway infrastructure shall no longer be part of the county road system, and the rights of the public in and to this road and associated roadway infrastructure as a public road shall cease.

SECTION 2. The Mayor and the Clerk of Commission are hereby authorized to execute a quitclaim deed (or deeds) conveying said portion of Madison Avenue and any associated roadway infrastructure to the abutting property owner(s).

SO RESOLVED on the \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_.

APPROVED: \_\_\_\_\_  
Mayor

ATTEST: \_\_\_\_\_  
Clerk of Commission

**A RESOLUTION AUTHORIZING THE ABANDONMENT OF A PORTION OF STRONG STREET; AND FOR OTHER LAWFUL PURPOSES.**

WHEREAS, on or about January 6, 2026, the Commission of Athens-Clarke County, Georgia, approved a Development Agreement between CS Acquisitions Vehicle, LLC, the Athens Downtown Development Authority, and the Unified Government of Athens-Clarke County, Georgia, that defines the terms for a public-private-project for the redevelopment of land around 295 East Dougherty Street; and

WHEREAS, on or about that same date, the Commission of Athens-Clarke County, Georgia, also approved an Intergovernmental Agreement between the Athens Downtown Development Authority and the Unified Government of Athens-Clarke County, Georgia, and a second amendment to the Downtown Parking Management Agreement between those two entities for the financing and operations of a future parking deck at Hoyt Street and North Avenue; and

WHEREAS, on or about that same date, the Commission of Athens-Clarke County, Georgia, authorized appropriate staff of the Unified Government of Athens-Clarke County, Georgia, to take all actions necessary and incidental for any road abandonments associated with the redevelopment of land around 295 East Dougherty Street, including, but not necessarily limited to, serving and advertising notices of any proposed road abandonments; and

WHEREAS, the Commission of Athens-Clarke County, Georgia, after notice and public hearing on February 3, 2026, has determined that removal of the public road and any associated roadway infrastructure in Athens-Clarke County, Georgia, known as Strong Street, as more fully shown and described on the plat and legal description attached hereto as Exhibit A and incorporated herein by reference, is in the best public interest and therefore should be formally closed, vacated, and abandoned; and

WHEREAS, the Unified Government of Athens-Clarke County, Georgia, has complied with all requirements of state law and the Charter of the Unified Government of Athens-Clarke County, Georgia, concerning the abandonment of roads that are part of the county road system; and

WHEREAS, the Unified Government of Athens-Clarke County, Georgia, has determined that said road shall be disposed of pursuant to the requirements of Title 32, Chapter 7 of the Official Code of Georgia Annotated and Article VII, Chapter 5 of the Charter of the Unified Government of Athens-Clarke County, Georgia; and

NOW THEREFORE, the Commission of Athens-Clarke County, Georgia, hereby resolves as follows:

**SECTION 1.** That certain portion of Strong Street and any associated roadway infrastructure as described hereinabove and more fully shown on the attached survey are hereby closed, vacated, and abandoned. Hereafter, that portion of Strong Street and any associated roadway infrastructure shall no longer be part of the county road system, and

the rights of the public in and to this road and associated roadway infrastructure as a public road shall cease.

SECTION 2. The Mayor and the Clerk of Commission are hereby authorized to execute a quitclaim deed (or deeds) conveying said portion of Strong Street and any associated roadway infrastructure to the abutting property owner(s).

SO RESOLVED on the \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_.

APPROVED: \_\_\_\_\_  
Mayor

ATTEST: \_\_\_\_\_  
Clerk of Commission

**A RESOLUTION AUTHORIZING THE ABANDONMENT OF A PORTION OF THOMAS STREET; AND FOR OTHER LAWFUL PURPOSES.**

WHEREAS, on or about January 6, 2026, the Commission of Athens-Clarke County, Georgia, approved a Development Agreement between CS Acquisitions Vehicle, LLC, the Athens Downtown Development Authority, and the Unified Government of Athens-Clarke County, Georgia, that defines the terms for a public-private-project for the redevelopment of land around 295 East Dougherty Street; and

WHEREAS, on or about that same date, the Commission of Athens-Clarke County, Georgia, also approved an Intergovernmental Agreement between the Athens Downtown Development Authority and the Unified Government of Athens-Clarke County, Georgia, and a second amendment to the Downtown Parking Management Agreement between those two entities for the financing and operations of a future parking deck at Hoyt Street and North Avenue; and

WHEREAS, on or about that same date, the Commission of Athens-Clarke County, Georgia, authorized appropriate staff of the Unified Government of Athens-Clarke County, Georgia, to take all actions necessary and incidental for any road abandonments associated with the redevelopment of land around 295 East Dougherty Street, including, but not necessarily limited to, serving and advertising notices of any proposed road abandonments;

WHEREAS, the Commission of Athens-Clarke County, Georgia, after notice and public hearing on February 3, 2026, has determined that removal of the public road and any associated roadway infrastructure in Athens-Clarke County, Georgia, known as Thomas Street, as more fully shown and described on the plat and legal description attached hereto as Exhibit A and incorporated herein by reference, is in the best public interest and therefore should be formally closed, vacated, and abandoned; and

WHEREAS, the Unified Government of Athens-Clarke County, Georgia, has complied with all requirements of state law and the Charter of the Unified Government of Athens-Clarke County, Georgia, concerning the abandonment of roads that are part of the county road system; and

WHEREAS, the Unified Government of Athens-Clarke County, Georgia, has determined that said road shall be disposed of pursuant to the requirements of Title 32, Chapter 7 of the Official Code of Georgia Annotated and Article VII, Chapter 5 of the Charter of the Unified Government of Athens-Clarke County, Georgia; and

NOW THEREFORE, the Commission of Athens-Clarke County, Georgia, hereby resolves as follows:

**SECTION 1.** That certain portion of Thomas Street and any associated roadway infrastructure as described hereinabove and more fully shown on the attached survey are hereby closed, vacated, and abandoned. Hereafter, that portion of Thomas Street and any associated roadway infrastructure shall no longer be part of the county road system, and

the rights of the public in and to this road and associated roadway infrastructure as a public road shall cease.

SECTION 2. The Mayor and the Clerk of Commission are hereby authorized to execute a quitclaim deed (or deeds) conveying said portion of Thomas Street and any associated roadway infrastructure to the abutting property owner(s).

SO RESOLVED on the \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_.

APPROVED: \_\_\_\_\_  
Mayor

ATTEST: \_\_\_\_\_  
Clerk of Commission

