

Unique Intergovernmental & Public Private Partnership Arrangements Promoting Regional Economic & Community Development

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Alston & Bird, LLP

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Georgia Center for Continuing Education

Alston & Bird LLP

- Atlanta Headquarters with 800+ attorneys
- Attorneys ranked among the best in the U.S. and the world
- Strong practices in infrastructure and energy development
- Public and private finance
- International construction & government contracts practice
- Tax Expertise (Intl., Fed., State & Local)
- Represent: Ga. state and local governments, public and private businesses, engineering and design firms, contractors and subcontractors.
- Extensive Experience with: public finance, commercial construction, tax, grants and incentives, water and sewerage, solid waste, energy, hospital-medical office building projects, college and university projects, retail and hospitality projects, sporting venues, industrial plants and facilities.

Peter K. Floyd

A&B is counsel to Electric Cities of Georgia, including Location Georgia, its nonprofit economic and community development service, MEAG Power, the Municipal Gas Authority of Georgia and a number of other local governments (general/electric/gas/water/sewerage/telecom/waste) and related entities

Also, represents private entities seeking incentives, in public private partnerships and utility customers (e.g., customers of Georgia Power or EMCs) along with traditional and renewable independent power providers (IPP) in Georgia and nationally

My areas of expertise:

- Complex Intergovernmental and Public Private Relationships;
- Government and Economic Incentives;
- Energy and Utilities (transactions and regulatory (Ga. PSC));
- Infrastructure; and
- Public Finance

Disclaimer – Nothing herein should be interpreted as the formal position of A&B or any of its clients

Disclaimer – Very high level summary and not intended as legal advice re: a particular project

- Economic & Community Development Generally
- Real World Examples and Discussion of Some of the Legal Principals Involved in Each

Message from an ED professional to you.

“...foremost is the need for city and county managers to fully appreciate that **economic development should be considered a first tier function of government** rather than second or third tier...”

“It is not unfair or unexpected that first tier services are usually police, fire, public works, code enforcement, and budget. However, there is no reason economic development should not be in that group, especially as cities and counties increasingly have to face severe budget constraints **caught between steady rising costs and static revenues.**”

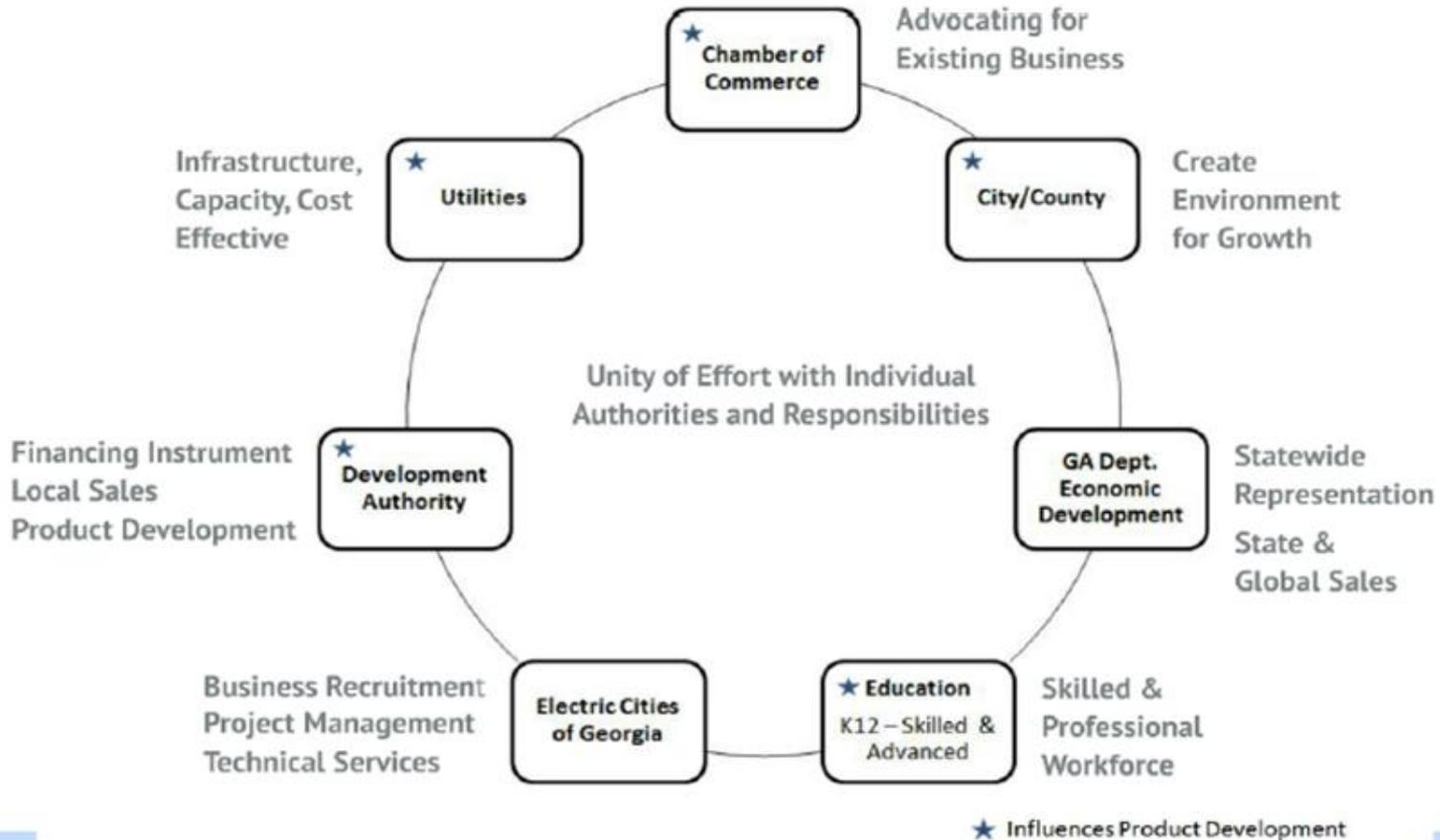
“**A sustainable, long term economic development strategy can** certainly have a significant beneficial impact at least on addressing the **static revenue** portion of the equation. Good luck!”

The Point

Address static revenues issue.

Quality of life and employment for citizens.

Team Roles & Responsibilities



Top Drivers that Decide the Location

- Skilled Workforce
- Incentives
- Real Estate
- Infrastructure
- Quality of Life



Top Location Decision Factors

Corporate Executives

1. Labor Costs
2. Highway Access
3. Availability of Skilled Labor
4. Advanced Telecommunications
5. Occupancy or Construction Cost
6. Energy/Utility Availability & Costs
7. Corporate Tax Rates
8. Available Buildings
9. Tax Exemptions
10. Low Union Profile
11. Right-to-work state
12. Proximity to Major Markets
13. State & Local Incentives
14. Environmental Regulations
15. Expedited or “fast-track” Permitting

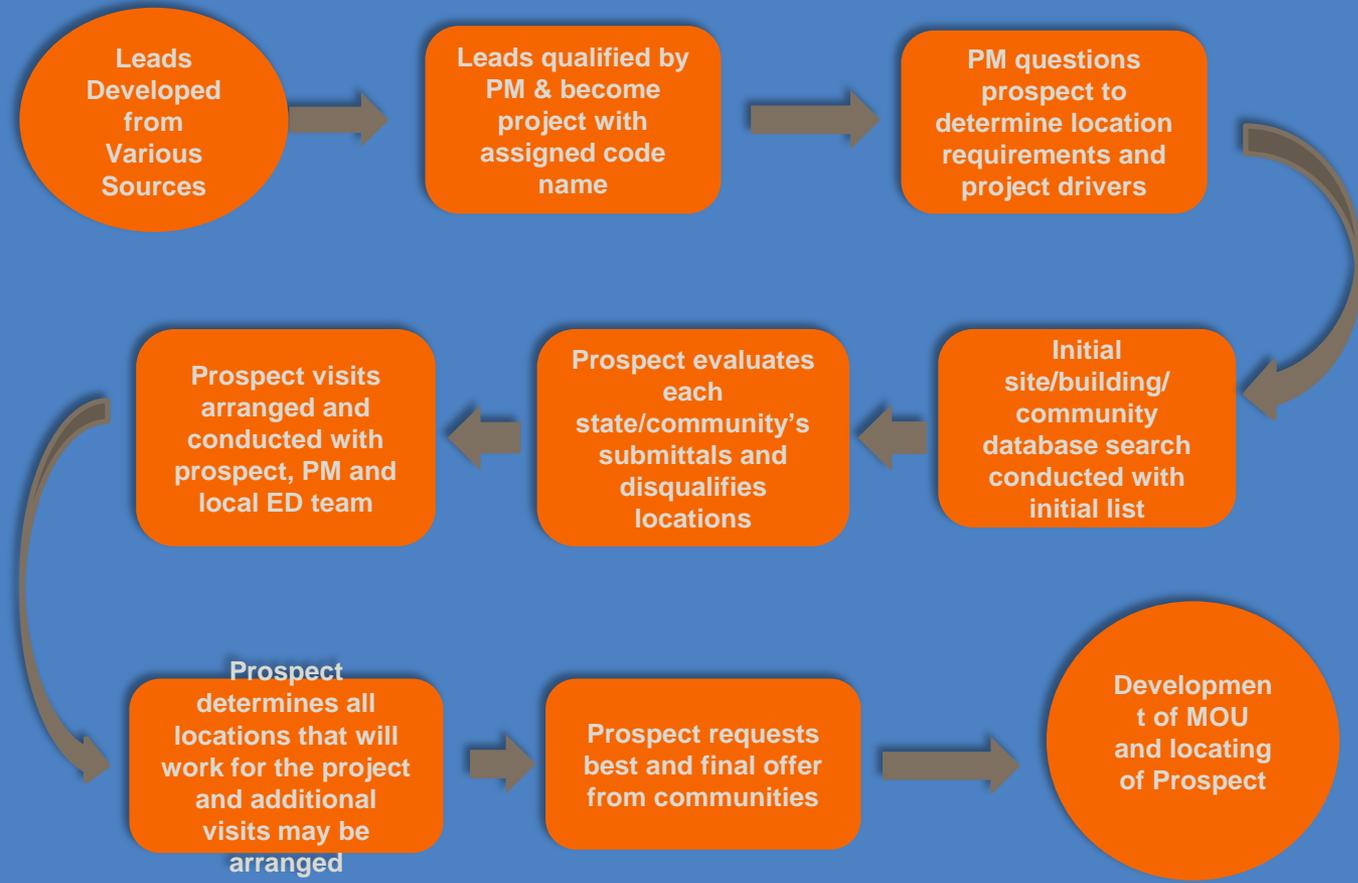
Site Location Consultants

1. Highway Access
2. Availability of Skilled Labor
3. Labor Costs
4. Proximity to Major Markets
5. Expedited or “fast-track” Permitting
6. State & Local Incentives
7. Tax Exemptions
8. Corporate Tax Rates
9. Energy/Utility Availability & Costs
10. Low Union Profile
11. Occupancy or Construction Costs
12. Available Land
13. Accessibility to Major Airport
14. Advanced Telecommunications
15. Environmental Regulations



Site Selection Process

The Project Process



How Data Bases Work

ECG Economic & Community Development
electric cities of georgia

Proposal Login Username* Password* →

Community Profiles | Property Search | Resources | About | News & Events | Contact

Industrial Properties Commercial Properties Georgia Shovel Ready Sites (GRAD) Property Submission

Search Available Industrial Properties

Advanced Search Filter Collapse ▲

Buildings Sites Both Industrial Properties Commercial Properties

Square Footage Min: <input type="text"/> Max: <input type="text"/>	Sprinkler System Installed No Preference ▼	Spec Building No Preference ▼
Ceiling Height No Preference ▼	Minimum Number of Dock Doors No Preference ▼	Expandable No Preference ▼
Acreage Min: <input type="text"/> Max: <input type="text"/>	Georgia Ready for Accelerated Development (GRAD) Sites <input type="checkbox"/>	
For Sale Price From: <input type="text"/> To: <input type="text"/>	Asking Rent (per sq. ft per year) From: <input type="text"/> To: <input type="text"/>	

Transportation / Rail Served: No Preference ▼

Please specify a type of search and click on the counties, regions or MSAs in which you would like to target your property search.

Quotas Selected Counties

How Data Bases Work

The screenshot shows the ECG (Electric Cities of Georgia) website interface. At the top left is the ECG logo with the tagline 'electric cities of georgia' and the text 'Economic & Community Development'. To the right is a 'Proposal Login' section with 'Username*' and 'Password*' input fields and a submit button. Below the login is a navigation menu with links: 'Community Profiles | Property Search | Resources | About | News & Events | Contact'. The main content area has tabs for 'Industrial Properties', 'Commercial Properties' (which is selected), 'Georgia Shovel Ready Sites (GRAD)', and 'Property Submission'. The 'Search Available Commercial Properties' section features an 'Advanced Search Filter' with a 'Collapse' button. The filter includes radio buttons for 'Buildings', 'Sites', and 'Both' (selected), and 'Industrial Properties' and 'Commercial Properties' (selected). The filter fields are: 'Property Type' (dropdown: All Types), 'City' (dropdown: All Cities), 'County' (dropdown: All Counties), 'Available Acreage' (Min/Max input), 'Available Square Footage' (Min/Max input), 'Year Built' (dropdown: All Years), 'Parking' (Min/Max input), 'For Sale Price' (From: NIL, To: \$1,000,000+), and 'Asking Rent (per sq. ft per year)' (From: NIL, To: \$5.00+). At the bottom are 'Reset' and 'Search Properties' buttons.

Site Selection Process

- Industrial
- Commercial
- Retail

Take Away

- A Continuous Process; Not a Project
- Identify and coordinate your team; including your neighbors
- Identify natural places, communities and regions [from a business/citizen perspective]
- Develop a Strategy/Vision/Plan for each (living plan w/ stakeholders in process); Projects are not the plan

Take Away

- Unbiased identification of weaknesses and spruce up (or upgrade) the house (rental)
- Sharpen (or buy) all your tools in advance and make shrewd decisions to effect the Vision
- Verify effectiveness of measurable projects and compliance with investment/incentive conditions

Real World Examples

- Intergovernmental Arrangements
- Public Private Partnerships

Identify the Regional Team and Develop a Plan

- Hall County Joint Municipal Association
- One Walker, Walker County, GA
- The Center for Community Preservation and Planning, Covington, GA

2014 Goals

- Prepare a County-wide Economic Development Strategy and begin implementation.
- Work with County to improve oversight of SPLOST funding and project delivery.
- Seek consistency on Cities' collection of County Development Impact Fees.
- Establish twice a year meetings with County Commission to coordinate on joint local government issues.

Results - Transportation

Task	Target Date	Status/Remarks
Each City work thru process as needed to correct their <u>road mileage</u>	Complete	Complete - GDOT mileage updates 4/15/13.
Lobby for <u>Mayor</u> rep to serve as <u>chairman of the regional roundtable</u>	Complete	Mayor named to Exec Committee
<u>Passenger Rail Service</u>	Complete	GHMPO acknowledges Pass Rail in Long Range Trans Plan
<u>Marketing the RTT</u>	Complete	Local Chamber of Commerce took lead
<u>Annual joint paving contract</u>	Complete	Oakwood, Lula, Clermont, and Braselton participating in 2011 project; FB and Oakwood in 2013; FB, Oakwood, Clermont and Braselton in 2014
<u>LMIG funds distribution method</u>	Complete	Worked with Senator and GDOT to streamline process.

Results

- Joint County-wide Bike and Pedestrian Plan
- Created Strategy for County-wide Economic Development Plan (as part of Comp Plan Update)
- Joint Cities LOST Study & Negotiations

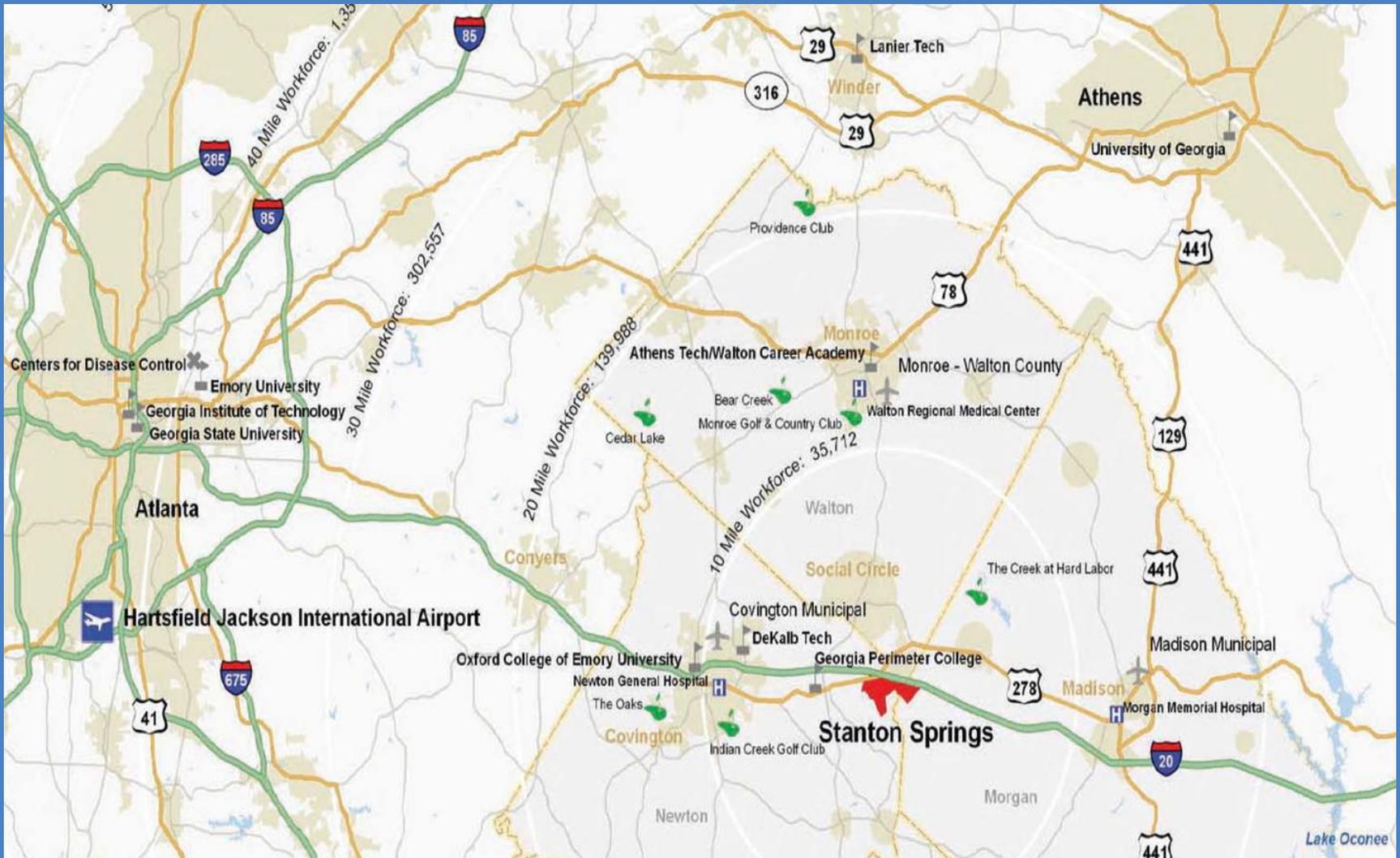
Certain Related Legal Issues

- Simple communication & joint planning doesn't present many legal issues.
- Some have formed coordination organizations as Ga. Nonprofit Corporations.
- Consider having governmental members designate the Nonprofit as an instrumentality under Section 115 of the Internal Revenue Code to avoid the need for 501(c)3 or 6 designation from the IRS and to avoid having to file income tax returns among other benefits.
- Adjust fiscal years of local government entities to match to facilitate joint planning.

Identify natural places, communities and regions
[from a business/citizen perspective]

Real Estate Product

Stanton Springs Industrial Park



Stanton Springs Industrial Park

Stanton Springs is a comprehensive master-planned community that marries the best of Georgia's small-town southern charm with a relaxed corporate environment that attracts the best class of businesses and people.

Modeled on TPA Realty Services' highly successful Johns Creek development, Stanton Springs is ideal for businesses requiring build-to-suit opportunities, large corporate campuses, data centers, biopharmaceutical facilities or distribution/light-industrial centers.

The gently rolling site features woodlands, open spaces, creeks and tributaries of the Little River. A beautifully landscaped four-lane parkway links clusters of development to ensure easy access throughout the project.

Stanton Springs is a private-public partnership between TPA Realty Services, LLC and the Joint Development Authority of Jasper, Morgan, Newton and Walton Counties.

■ Key features

- ▶ Zoned – Mixed use business park. Uses include corporate campuses and office operations; research and development facilities, including biomedical and pharmaceutical centers; data centers; and industrial projects, which can include technology related manufacturing, assembly and warehouse/distribution facilities.
- ▶ Accessible via full-diamond interchange at Exit 101 on I-20.
- ▶ Highly visible location with 2 miles of frontage on I-20.
- ▶ Excellent executive housing in surrounding areas anchored by prestigious residential and golf communities on the 19,000-acre Lake Oconee.
- ▶ Additional residential choices offered in the towns of Monticello, Covington, Madison and Social Circle. Covington has been voted one of The 50 Best Small Southern Towns. Madison has been recognized as Best Small Town in America by Travel Holiday magazine.
- ▶ Favorable taxes for residents and businesses.
- ▶ Full utilities available, with fiber optics readily available to the park
- ▶ GRAD Certified (Georgia Ready for Accelerated Development)
- ▶ Situated within two Georgia Work Ready communities (Newton & Walton counties)

Baxter International

- Life Sciences
- 1,800 Jobs
- \$1,300,000,000
- 750,000 sf facility
- Jasper, Morgan, Newton and Walton Counties

Stanton Springs Industrial Park

- Sharing in the investment risks and now rewards through the JDA or other authority is a great example of intergovernmental relationships used effectively.

Certain Related Legal Issues

- Determine authorities existing in your area. See the GA. DCA Authority List (<http://www.dca.state.ga.us/development/research/programs/RASearch/RASearch.asp>) and the Ga. Laws (authorities occasionally go defunct or fail to register).
- Determine powers of the authorities you're considering, e.g. whether a development authority is a statutory authority or a constitutional authority with more expansive powers.
- Form a new authority via statute or special legislation.

Certain Related Legal Issues

- Joint Development Authorities may be formed under OCGA § 36-62-5.1 by:
 - (1) Any two or more municipal corporations;
 - (2) Any two or more counties;
 - (3) One or more municipal corporations and one or more counties; or
 - (4) Any county in this state and any contiguous county in an adjoining state.

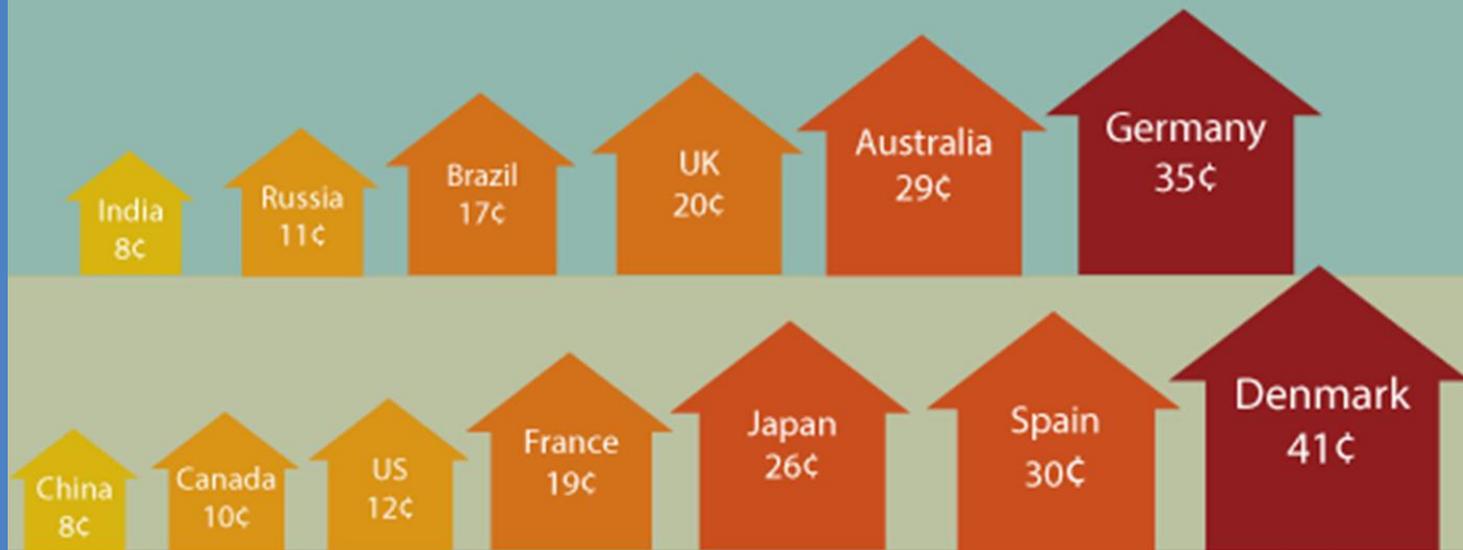
- Local governments have the option to financially support their development authorities.
 - County: 1 mill to a county development authority or a joint city/county development authority (O.C.G.A. Sec. 48-5-220 (20))
 - City: 3 mills to a city development authority or a joint city/county development authority (O.C.G.A. Sec. 48-5-350)
 - More: if governmental purpose or if provided in Local Constitutional Amendment

Utilities (Water, Sewerage, Data, Electric, Gas)

- Infrastructure,
- Incentives, or
- Both

How much does electricity cost?

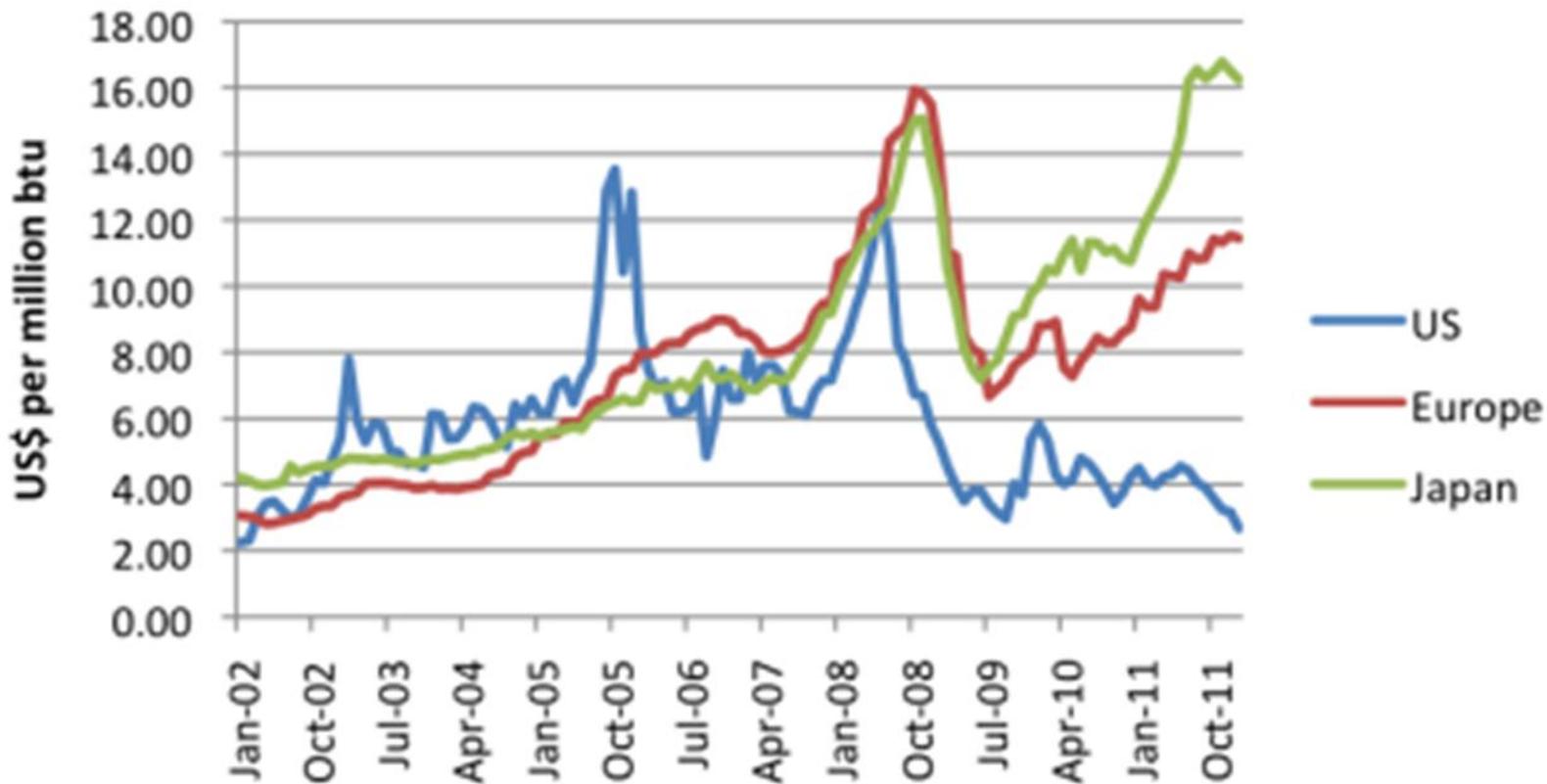
Average national electricity prices in US cents/kWh (2011)



Data: average prices from 2011 converted at mean exchange rate for that year

Sources: IEA, EIA, national electricity boards, OANDA shrinkthatfootprint.com

Natural Gas Prices in US, Europe, Japan



- AKA: the “Frack You” Europe and Japan Chart...
- Source: <http://ourfinitemworld.com/2012/03/23/why-us-natural-gas-prices-are-so-low-are-changes-needed;>
[World Bank Commodity Price Data \(pink sheet\)](#)

Telecommunications and Data

Fast Internet Is Chattanooga's New Locomotive

FEB. 3, 2014, The New York Times

“In the 21st century, it is the Internet that passes through Chattanooga, and at lightning speed. “Gig City,” as Chattanooga is sometimes called, has what city officials and analysts say was the first and fastest — and now one of the least expensive — high-speed Internet services in the United States...

“The Gig,” as the taxpayer-owned, fiber-optic network is known, “allowed us to attract capital and talent into this community that never would have been here otherwise.”..... **city officials said the Gig created about 1,000 jobs in the last three years.”**

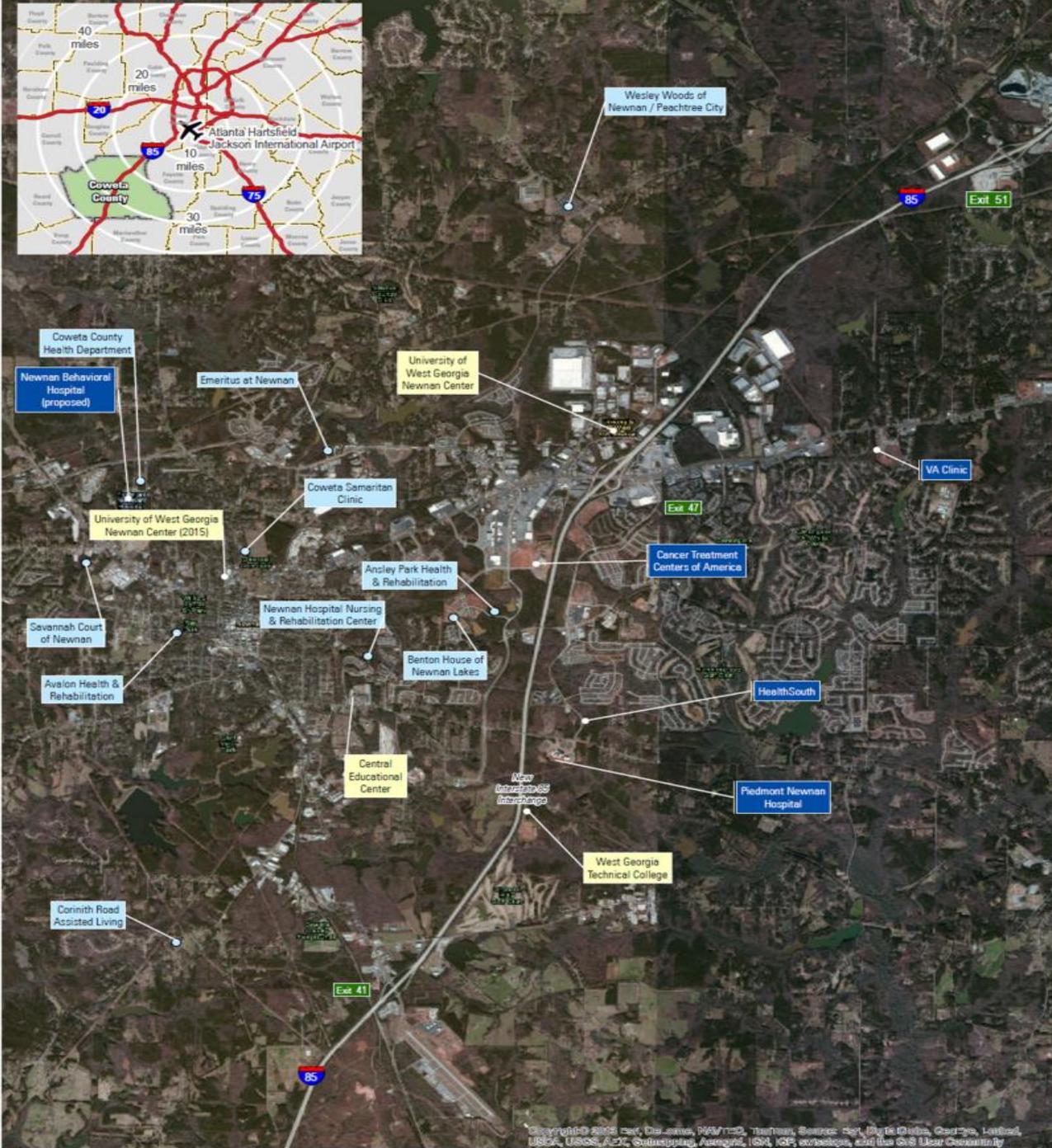
- Infrastructure and related incentives are two of the keys. Your likely not on the short list without having necessary infrastructure in place or a clear plan to develop as needed.
- Infrastructure is being developed with a shared risk/reward model, e.g., Covington, Madison and Social Circle joint funding, development, ownership and operating of the Stanton Springs Gas System.
 - Municipal Gas Authority of Georgia being used as an agent to (a) aggregate costs and expenses for the project and bill to the three cities in accordance with their % interest, (b) contract with developer/operator (Covington) and (c) coordinate three city operating committee.
 - This could also have been organized using a three party intergov contract or through a special purpose nonprofit.

Certain Related Legal Issues

- Intergovernmental contracts clause: GA CONST Art. 9, § 3, ¶ I (a)

Most state and local governmental entities “may contract for any period not exceeding 50 years with each other ... for joint services, for the provision of services, or for the joint or separate use of facilities or equipment; but such contracts must deal with activities, services, or facilities which the contracting parties are authorized by law to undertake or provide.”

- Intergover payment obligation may be “full faith and credit”/GO without a referendum. Thus was born, back-door GO authority revenue bonds backed by an intergovernmental agreement (IGA).



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Place Building – Quality of Life – Work Force Development

- University of West Georgia-Newnan - 100% growth in undergraduate enrollment over 5 years (589 students in FY08, 1206 students in FY12)
- In an effort to accommodate continued growth, the University of West Georgia began investigating future facility needs
- Reuse of the old Newnan Hospital as an academic facility.
 - \$15 Million Estimated Total Project Cost
 - \$5 Million commitment from the University of West Georgia
 - \$4 Million commitment from Newnan Hospital, Inc., including donated facility/land
 - \$6 Million commitment from local government (City of Newnan)
 - Project - 51,000 SF of usable space; 32,000 SF of warm shell space for future growth
 - Create a more University-like campus in Newnan/Coweta County with close proximity to the historic downtown
 - Upon completion, project title will be transferred to the University System of Georgia

Place Building – Quality of Life – Work Force Development

- The academic focus will center around the following disciplines:
 - Health Care Services
 - The University of West Georgia Nursing Program enrollment projections:
 - 1st year in new facility – 250 nursing students
 - 10th year in new facility – 100% growth in nursing students; 6 additional staff
 - Business Administration
 - Education
 - Expansion of undergraduate core curriculum
 - The University of West Georgia, working with the Coweta County School System, can expand its Dual Enrollment Program – 20-25 students per year

Place Building – Quality of Life – Work Force Development

- West Georgia Center for Business & Economic Research - estimated that the operational activities and students will generate between \$1.4 million and \$3.4 million in economic activity per year within Newnan/Coweta County
- DDA used to secure financing needed to complete project; backdoor GO with a principal amount of up to \$12.5 million
- Project completion date – Spring 2014
- UWG starts class in 2014

Certain Related Legal Issues

- Intergover payment obligation may be “full faith and credit”/GO without a referendum. Thus was born, back-door GO authority revenue bonds backed by an intergovernmental agreement (IGA).
- OCGA § 36-62-7 provides that “No project ... shall be operated by [a development authority] or any municipal corporation, county, or other governmental subdivision. Such a project shall be leased or sold to, or managed by, one or more persons, firms, or private corporations.
- DDA Act contains no such limitation. However, see *Odom v. Union City DDA*, 251 Ga. 248 (1983).

Certain Related Legal Issues

- Odom v. Union City DDA, 251 Ga. 248 (1983).
 - City's attempted application of the DDA Law to finance street improvements and construction and refurbishing of governmental buildings was unauthorized by section of constitution providing that General Assembly may create development authorities to promote and further trade, commerce, industry and employment opportunities or may authorize the creation of such an authority by any county or municipality.
- As noted, the City and DDA goal for the transaction wasn't government facility improvements. It is the employment and est. multi-million \$ in economic activity per year.

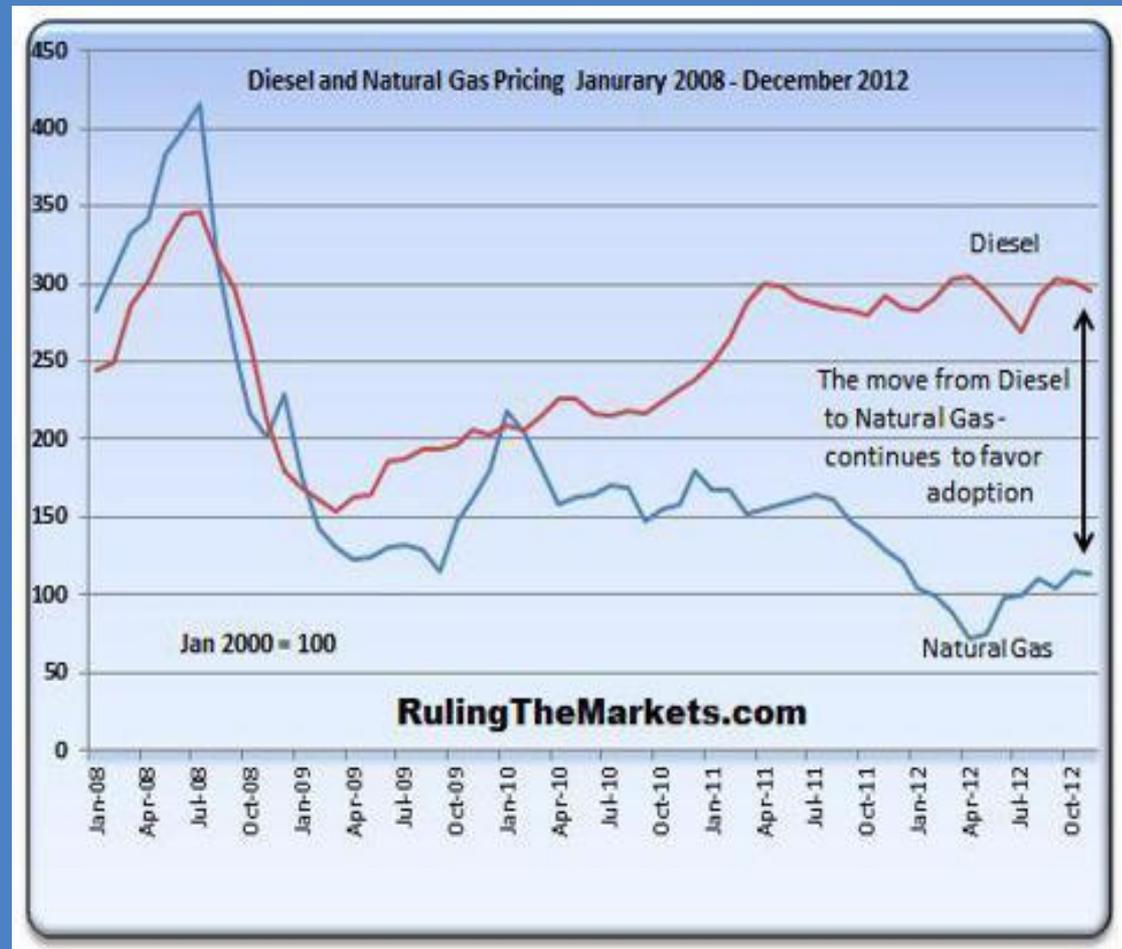
Public Private Partnerships

Hydraulic fracturing and horizontal drilling technology have been combined and successfully used for years

Made huge natural gas reserves economically accessible

Driven the short and long term projected cost of natural gas way down

Caused the price of oil to decouple from natural gas



What the H does that have to do with PPP?

- Large fleet operators, e.g., Frito-Lay, UPS, Procter & Gamble and General Mills, are converting to natural gas vehicles or procuring them as vehicles age out
- Large fleet operators are:
 - (a) large employers
 - (b) our local government clients, e.g. garbage trucks, buses, law enforcement
- Economic development project = making the infrastructure available to large employers while potentially selling the commodity and saving operating on own equipment

Public Private Partnerships

Example roles for local governments:

- Facilitate private development of a facility (e.g., City of Perry/Frito-Lay) Note: Bonus - Perry is also the gas supplier
 - Facilitate could mean simply actively recruiting private development or participating as a lessor or financing conduit
- Develop a facility with a hub tenant, public access and/or local government use (e.g., City of Douglas/Transwaste Services, LLC) Note: Bonus – Douglas is also the gas supplier and used tax-exempt GO lease financing to develop



Public Private Partnerships

- City of Norcross complete outsourcing of utility metering to General Electric (SmartGrid as a Service)
- Both a cost savings project and an EcCD project.
Among other things:
 - Makes real time energy monitoring available to customer.
 - Permits real time pricing rates that industrial and commercial customers desire.
 - Makes bill prepayment options available to customers.
- Won 2013 Best Smart Grid Solution at the Municipal Smart Grid Summit (MSGGS)

Legal Structure

- Structured as a long-term (10-year) service agreement with GE
- GE owns the meters and is required to provide meter data, among other things.
- Since GE owns the meters, the City is avoiding having to finance, own and operate the facilities, the costs of which are all rolled into a monthly fee.

Certain Related Legal Issues

- 10-year term, but what about “binding successive councils” issue?
- O.C.G.A. § 36-30-3(a) provides “One council may not, by an ordinance, bind itself or its successors so as to prevent free legislation in matters of municipal government.” I.e., the one-year rule.
- Several exceptions to this rule, including the “proprietary” exception.
- “A municipal corporation acts in a proprietary rather than a governmental capacity in operating an electric distribution system.”
- Significant potential for service contracts to outsource specialized technology work and for “unofficially” financing technology
- *Johnson v. State, 1962, 107 Ga.App. 16 (upholding a 20 year wholesale electric service contract between a city and power provider.)
- **See Boards Binding Successor Boards - The Long And Short Of It. 58th City-County Atty Conf., William J. Linkous, III, Freeman, Mathis & Gary, LLP

Best Practices List

- **Cobb County Economic Development Policy**
- GFOA BEST PRACTICE - Developing an Economic Development **Incentive Policy** (2008)(CEDCP) [Good incentives policy]
- American Planning Association (APA) Planning Advisory Service (PAS) Reports: An Economic Development Toolbox: **Strategies** and Methods (PAS 541) and Community Indicators (PAS 517)
- Smartincentives.org/
- “Best Practices in Economic Development Today,” Angelos G. Angelou in Greater Binghamton, July 26, 2006
- Washington State Governor’s Office of Regulatory Assistance - Local Government Permitting Best Practices (2008)
- Southern California Assoc. of Government - Survey Results: Best Practices of Implementing Business Friendly Cities Resolution (2012) [*3 page bullet pointy list of projects; action items*]
- National League of Cities - Sustainable Connections: Linking Sustainability and Economic Development Strategies (2011) [*Gets the greenies working with the business all the time crowd*]

Georgia Chamber of Commerce Business and Industry Committee

“Project Ready” (rural economic development)

Project Ready is a proposed program for the Chamber to create in the efforts to boost economic development activity in rural Georgia.

The idea would be to assist a local region in identifying stakeholder, initiate and facilitate conversation and help match local goals with resources

The committee decided that the next step should be to meet with economic development stakeholders

Sharing some ideas

PKF – Other Presentations and Events

- Carl Vinson Institute of Government (CVIOG), Economic Development Professionals Training, February 5, 2014 and December 5, 2013
- Convergence of Electric and Natural Gas and its Effect on Smart Grid and Demand-Side Resources-March 17, 2014
- Alternative-Fueled Vehicle Roadshow on Transportation and Clean Fuels – Georgia Local Government Financing Options - June 3-21, 2013
- Natural Gas Vehicle Fleet & Infrastructure Summit – Utility Perspective- June 6, 2013
- Engineering & Operations Exchange - June 13, 2013
- 2013 City Attorneys § CLE Seminar & Annual Business Meeting – ESCOs - June 23, 2013
- Ga. Assoc. of Water Prof. Energy Workshop, Funding Options for Energy Saving and Other Operational Saving Transactions – July 31, 2013
- M&J University, Tax Credits, Incentives and Economic Development – July 11, 2013
- Energy Client Advisory - Electric Service Rights to Premises Locating in Wholly New Municipalities or Consolidated/Annexed Areas - September 2013

PKF – Other Presentations and Events

- Solar Programs in Georgia and Proposed Amendments to the Georgia Cogeneration and Distributed Generation Act and Electric Territorial Act - March 18, 2013
- Innovative Smart Grid Projects - November 7, 2012
- Are you ready to be deposed - Engineering & Operations Exchange - June 11-13, 2012
- Finance 101 Forum for Utility Managers - May 2, 2012
- Economic Development Advisory: Georgia General Assembly Passes Economic Development-Friendly Bills During 2012 Session - April 10, 2012
- Ga. Electric Service 101 – Executive Summary of Ga. Territorial Electric Service Act and Ga. Cogen and Distributed Generation Act - November 11-13, 2011
- Update on the Deployment and Use of Smart Grid Technology in Georgia - October 17, 2011
- Sustainable Cities - GMA Annual Convention - June 2 -28, 2011
- Legislative Update - Electric Cities Annual Meeting - March 30, 2011
- Green Building Focus - February 24, 2011

PKF – Other Presentations and Events

- Georgia's Constitutional Amendment 4: Guaranteed Energy Savings Performance Contracting - February 23, 2011
- DOE Loan Guarantees - Real Estate and Renewable Energy Markets Forum - August 24-25, 2010
- Georgia Territorial Electric Service Act 101 - August 27, 2009
- Public Finance 101 - 2008 TGA Utility Finance & Accounting Conference (August 18-19, 2008)
- Public Finance Advisory: Certain Governmental Issuer's Tax-Exempt Bonds Questioned by IRS Regarding Post-Issuance Tax Compliance - January 30, 2009
- Solar Programs in Georgia and Proposed Amendments to the Georgia Cogeneration and Distributed Generation Act and Electric Territorial Act - March 18, 2013
- Innovative Smart Grid Projects - November 7, 2012
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- Energy & Sustainability Advisory: Energy Efficiency and Conservation – Successful Legislative Session in Georgia - November 10, 2010

Questions:

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