

BUTLER - AUBURN REDEVELOPMENT PLAN UPDATE

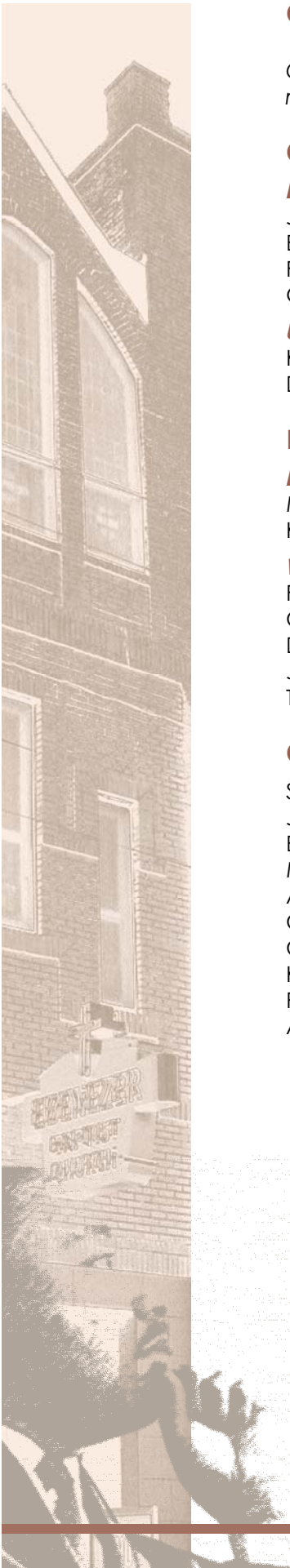


May 2005

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Credits and Acknowledgements

Our thanks to the following people for their vision and leadership throughout the redevelopment planning process.

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Preface

Sweet Auburn Avenue is how John Wesley Dobbs described this stretch of street that, up until the passage of the Civil Rights Act of 1964, was the Main Street of Black Atlanta and the home to individuals and institutions that would grow to national prominence. For Dobbs, Auburn was Sweet because it offered the chance for African-Americans in the Deep South to achieve his essential 'three B's' – books, ballots and bucks - or intellectual, political and economic freedom.

Desegregation and personal mobility coincided with interstate highway construction and the cultural appeal of the suburbs to strip Auburn of many of its residents and vitality. Its historic importance was recognized by landmark zoning status in 1977; yet its prosperity and building stock continued to decline. By the 1990s, Auburn was becoming as blighted as other Atlanta neighborhoods erased by urban renewal. Pressure from the looming 1996 Olympics forced a fresh look at Auburn, and in 1994 the Butler-Auburn Community Redevelopment Plan (CRP) was approved by city council.

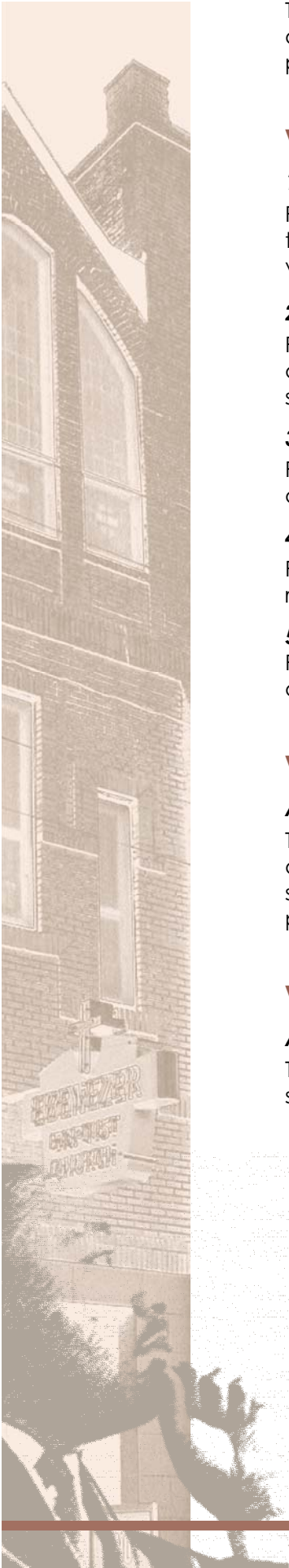
Auburn marginally benefited from the Olympics, and in the subsequent eight years little motion had been made on the CRP's recommendations. Now, however, with pressure from a strong market resurgence in urban living, Auburn Avenue is facing challenges to preserve not only its low-scaled historic buildings but its commercial orientation. As such, this 2005 Redevelopment Plan Update combines the earlier CRP's emphasis on specific redevelopment projects with a new sensitivity to Auburn's historic context and narrative.

This Update takes the original 1994 Butler-Auburn Redevelopment Plan to a new level of detail and analysis

Figure I:
Wheat Street, 1890



(Image: Atlanta History Center / Atlanta Then And Now)



The report is divided into two volumes, with Volume One subdivided into four parts to address both the framework of the 1994 CRP and the topical focus on specific catalytic projects and the 'Sweet Auburn Storyline'.

Volume 1

1.0 Plan Overview

Part One describes the structure of the plan, the boundaries, the process and the main themes. The community goals and objectives of the 1994 CRP are reconsidered and validated.

2.0 Historical Framework

Part Two addresses the levels of historic designation and protection in the study area, discusses the historical spectrum of the district, and posits preservation as one of several strategies to illuminate the area's 'Storyline'.

3.0 Issues and Opportunities

Part Three documents existing conditions along the same measures as the 1994 CRP, and describes issues of foremost concern to the community.

4.0 Redevelopment Plan Elements

Part Four focuses on thirteen catalytic redevelopment projects along with recommendations for future land use, zoning and public improvements.

5.0 Implementation and Investment Strategy

Part Five describes strategies, priorities and vehicles for implementation, especially addressing the power of the Eastside Tax Allocation District.

Volume 2

Appendix A

The appendix includes supportive planning documents such as meeting minutes and summaries, zoning text revisions, economic proformas, and analytical maps. A significant portion of the appendix is devoted to details of the catalytic redevelopment projects.

Volume 3

Appendix B

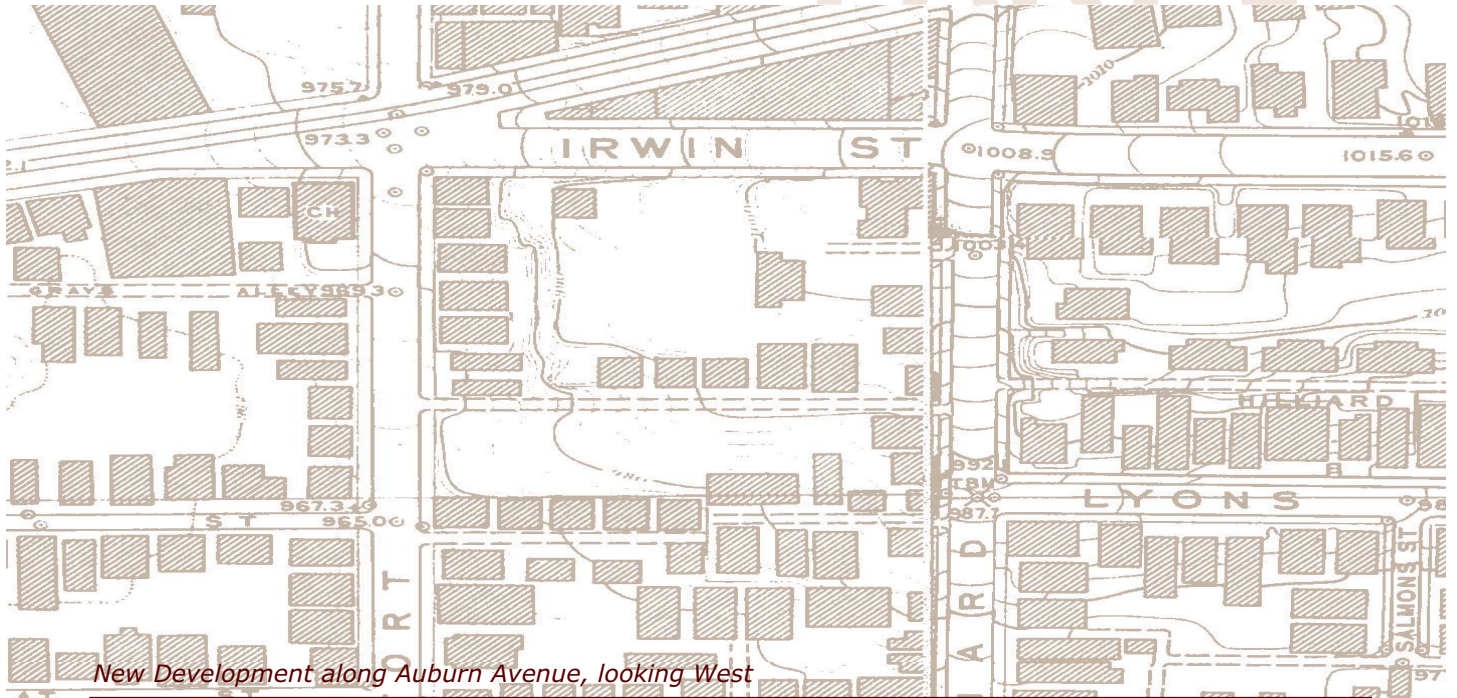
The appendix includes supportive planning documents such as meeting minutes and summaries, zoning text revisions, economic proformas, and analytical maps.



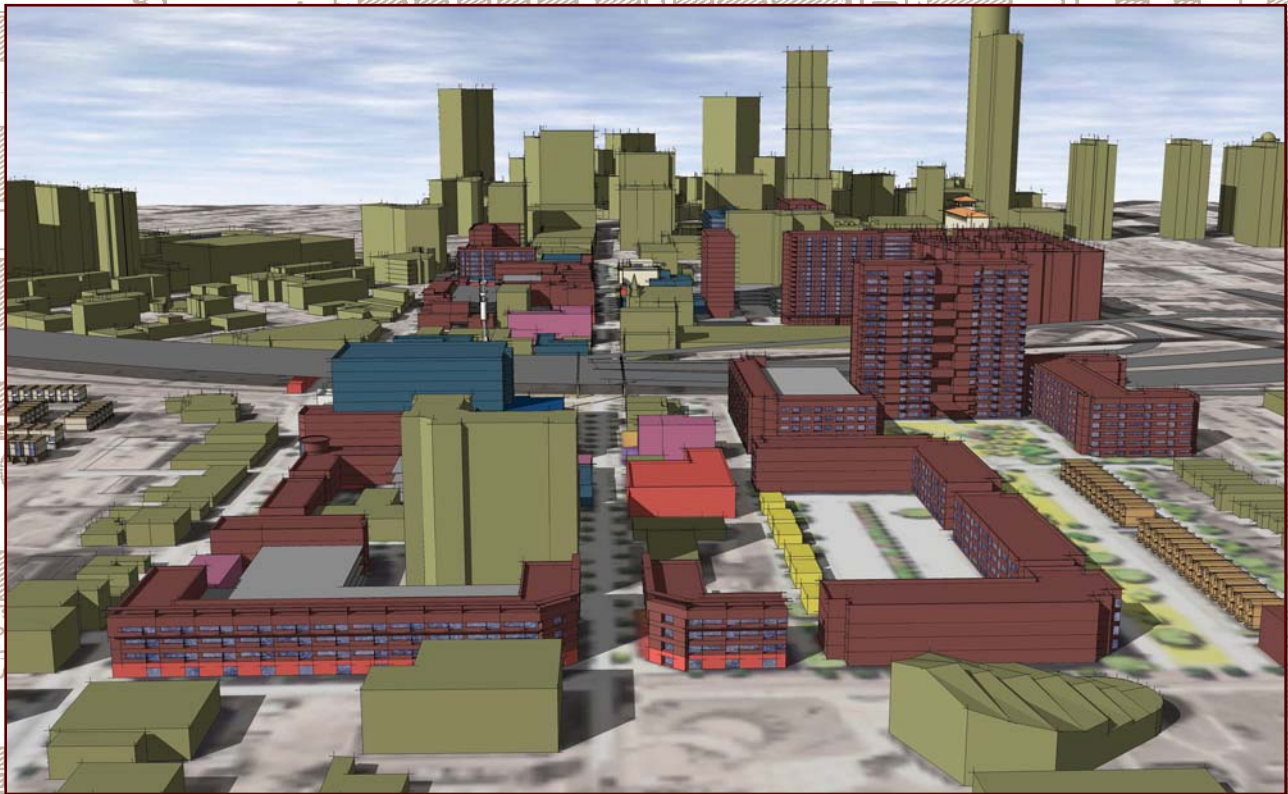
Butler - Auburn Redevelopment Plan Update

PART I

Part I : Plan Overview



New Development along Auburn Avenue, looking West



Part 1 Plan Overview

Before outlining specific redevelopment plan projects, regulatory changes, and implementation mechanisms, it is important to understand the context under which this Redevelopment Plan Update was prepared. This plan seeks to build upon the previously adopted Community Redevelopment Plan (1994) by recognizing that a wide variety of local stakeholders, policy-makers and outside interested onlookers have worked tirelessly over the course of many generations in stewardship of the Sweet Auburn legacy. The previous plan (and the plans that it preceded) represented numerous hours of blood, sweat and tears of Sweet Auburn legends (past and present).

Rather than denying past successes and failures, this Part 1 attempts to place Sweet Auburn firmly within its physical and social context by: describing the surrounding physical context of the area; outlining the participatory process that was undertaken for this update; laying out the overall “themes” that helped drive the planning effort; describing the rich tapestry of other planning efforts in the area; and finally, by spelling out the specific vision, goals and objectives which every other aspect of this plan is designed to support.

Figure 1.0:
Rucker Building from
Piedmont Avenue



(Image: GSU Archives, Lane Brother / Tracy O'Neil Collections)

1.1 Study Area Context

For consistency during the planning process, the Redevelopment Plan Update follows exactly the boundaries of the 1994 CRP shown in red in the diagram below. Its irregularity across Interstate 75/85 is reflective of both the limits of the MLK Landmark Zoning District and the need to include residential areas east of the interstate traditionally considered part of Sweet Auburn. This results in the eastern half being defined by Highland Avenue on the north, Boulevard on the east and the MARTA / CSX right-of-way on the south. It is adjacent to the Old Fourth Ward neighborhood on the east, although the MLK zoning district goes beyond Boulevard to include a significant portion of this neighborhood. Recent residential construction along Highland and the barrier created by the Freedom Parkway has emphasized the disparity between the greater study area and this northernmost portion; the consultant team would suggest that this piece be subsequently removed from the Butler-Auburn Redevelopment Area since it is physically and environmentally disconnected from the whole.

The study area backbone is Auburn Avenue, with the Martin Luther King Jr. National Historic Site anchoring the east end. On the west, the study area stretches to Peachtree Street and Woodruff Park. Other major parks in or near the study area include Hurt Park, Butler Park, Freedom Park and Oakland Cemetery, as well as the gardens in the National Historic Site. Several large public / institutional land uses occupy or are adjacent to the southern half, such as Grady Hospital, Grady Homes, and Georgia State University. Other study area schools are John Hope Elementary and Walden Middle.

The National Historic Site is the primary tourist attraction, although the study area is also close to the Fairlie-Poplar district, Underground Atlanta, and the state capitol. The Downtown hotel district is also within walking distance of the study area's western half. MARTA rail transit connections are present at Piedmont and Decatur (Georgia State Station) and Hilliard and Decatur (King Memorial Station).

Figure 1.1:
Study Area Context



1.2 Redevelopment Plan Update Process

The plan update evolved over three phases and several months. A first phase of recording and analyzing existing conditions was supplemented by identification of the conceptual redevelopment projects and the key ownership interests for each. Interviews were then conducted with these individuals and groups, with at least one per redevelopment project, to gain insights as to future plans for the parcels. These interviews, though programmed for Phase One, continued for most of the project. Additional interviews added the perspectives of those stakeholders with more general interest in the corridor. Phase One also contained research on the historic urban framework.

Throughout the process a six-member steering committee or 'Working Group' including Frank Catroppa (National Park Service), Chuck Lewis (Citizen's Trust Bank), David Patton (NPU-M), Janice Perkins (Odd Fellows Building), Tony Pope (Architect), and Doug Young (Atlanta Urban Design Commission) was kept abreast of progress and solicited for guidance at key points, for example at the initial selection of the redevelopment projects. The centerpiece of community involvement was a workshop conducted on February 26 to discuss the pros and cons of each project, the storyline, and various public improvements and priorities. Over 50 people attended and were satisfied with the level of detailed discussion. The balance of Phase Two consisted of refining the projects and their economics in line with community input.

Phase Three consisted of the final drafting of the Plan Update, illustrative drawings, virtual models, and final economics. Phase Three also involved revising the text of the MLK Landmark Zoning District, and the necessary coordination meetings with the Bureau of Planning and the Atlanta Urban Design Commission.

Figure 1.2:
Redevelopment Plan
Update Process



1.3 Primary Themes

The Redevelopment Plan Update as a matter of policy must, and does, address the issues and strategies contained in the 1994 CRP. However, with several developments along Auburn either approved, in review, or on the boards, the focus naturally gravitated to three interwoven themes – re-conceiving catalytic projects, drafting zoning adjustments, and creating an overarching marketing or branding strategy. While it was admitted during the 2004 AUC review of Sweet Auburn Village (a specific development project already in progress) that many aspects of the Landmark District zoning needed change, the merging of large, highly descriptive projects with branding was a result of considering the applicability of a ‘master development’ model – similar to other sweeping mixed-use public-private ventures like Fruitvale Village in Oakland, California and Stapleton in Denver, Colorado.

1.3.1 Marketing / Branding / Historic Narrative

Dr. Martin Luther King Jr. and the Civil Rights Movement are embedded in the American experience, and the King National Historic Site visitor's center receives upward of three million tourists and pilgrims per year. The story of Sweet Auburn in conjunction with Dr. King's life is presented by the National Park Service, and a major new initiative to mark Sweet Auburn historic sites is underway. And yet, stakeholders have repeatedly said that the multifaceted story of Sweet Auburn is largely unknown – even to Atlanta natives – when in fact at one point in time Auburn Avenue was more celebrated than even New York's Harlem.

The waxing of cultural and heritage tourism in the United States coincides with an aging, more affluent, baby boom population and a sense of introspection since the tragedies of September 11, 2001. More people are seeking to reinforce feelings of a common past and affirm a cultural solidity, through visits to America's celebrated historic and natural parks and sites. The National Park Service has at least 38 heritage tourism itineraries online; the National Trust for Historic Preservation lists over 70 ‘Distinctive Destinations’ in their marketing. Sweet Auburn is a natural for each - it has both the social pedigree and the stock of historic buildings to qualify it as one of the premier African-American and Civil Rights heritage sites in the country.

Figure 1.3:
Fruitvale Village
(www.fruitvalevillage.net)



FRUITVALE BART TRANSIT VILLAGE
Oakland, California

Fruitvale Development Corporatio
McLarand, Vasquez & Partners In



A portion of this Redevelopment Plan Update will discuss the 'story' that binds Sweet Auburn together; posit strategies for 'branding' this story to increase its popular recognition; and describe preservation and public space improvements to make the story visible and coherent for visitors. Other African-American cultural tourism areas like the U Street Corridor / Shaw neighborhood in Washington D.C. can offer lessons in balancing preservation and growth, and demonstrate how marketing and branding can be used to sustain both.

1.3.2 Catalytic Redevelopment Projects

The 1994 Redevelopment Plan identified many sites in the Butler-Auburn study area for building preservation, building rehabilitation, and new construction. Likewise rough programs for housing, commercial / retail, office, institutional and entertainment uses, in both new construction and renovations, were outlined – and public improvements directed toward leveraging those programs discussed. Yet the 1994 plan did not describe in detail project attributes of massing, architectural character, or market-based pro-forma analytics. This Plan Update goes farther than the original plan in that it outlines specific site-based design strategies and provides detailed pro-forma financial analysis across thirteen unique redevelopment projects. This, in conjunction with the property owner interviews, place these catalytic projects within a realistic development perspective rather than an idealized 'hope' that may never materialize. These projects were chosen on the basis of several conditions:

- **Ownership** – most if not all projects are dominated by a single landowner, whose development program structured the approach to the project.
- **Land Utilization** – most projects contain substantial underutilized or vacant parcels, including surface parking lots; some contain underutilized buildings.
- **Immediacy** – several projects have been either submitted for initial development approval or are in active stages of development planning or sale. Every attempt was made to identify these major opportunities and incorporate them in the process.
- **Historic Preservation** – almost all projects contain some quantity of existing buildings, many of which are historic resources that require preservation and rehabilitation.

Each of the thirteen projects will have a catalytic effect on surrounding properties in the sense that development will establish a precedent, build critical mass and give security to lenders and developers to take on additional – if smaller or more marginal – projects. As such, an important aspect of public investment, either in the form of TAD subsidies or infrastructure improvements, is focused on supporting these projects (discussed at length in Part VI and in the appendix).

1.3.3 Zoning Changes

Many aspects of the existing Landmark District zoning ordinance are outdated or would benefit from text modifications for clarity. SPI-1, the district covering the adjacent Downtown core, is being updated with quality-of-life standards that are equally applicable to the Landmark District but absent. And, other areas under conventional zoning could be considered for addition to the Landmark District or replacement by other, newer ordinances. These issues are discussed in Part V, with a draft of the Landmark District revisions in Appendix B.

1.4 Recent Additional Planning Efforts

The Redevelopment Plan Update represents an overall continuation and refinement of the issues and strategies contained in the 1994 CRP (as approved by City Council). In fact, the 1994 CRP itself represented an elaboration of many themes and planning efforts that preceded it. In this way, the past 30 years of Auburn Avenue have been a continuum of 'hope' and 'thought' for future progress, but has fallen short of significant 'action' - particularly in the arena of private reinvestment.

This CRP update planning process, along with other recent efforts, has attempted to move beyond ideas by bringing real-world development realities into focus. Three specific recent efforts point out Sweet Auburn's new model of 'development-oriented' planning.

Imagine Downtown - a Central Atlanta Progress (CAP) initiative to identify and plan for key, market-based, development opportunities in the Downtown area - included five target areas. The Auburn Avenue Target Area included an intensive month-long effort by area stakeholders to define the current development picture based on a detailed understanding of the downtown housing and commercial development market (market research conducted by ZVA/ZHA). The effort culminated in an interactive four-hour design workshop attended by over 60 participants.

Renaissance Walk at Sweet Auburn is a private development project (Integral Properties & Big Bethel Church) covering nearly an entire block-face of Auburn Avenue between Butler Street and Piedmont Avenue. The effort involved a wide array of interests including the Atlanta Urban Design Commission. The ultimate development plan represents a new development approach for the avenue - one which brings new dense urban housing to the area while preserving the small scale historic buildings fronting the avenue. The process demonstrated that a refinement to the Landmark Zoning was necessary to financially support new development (i.e., allowing slightly higher densities) in a manner that allows for the preservation of existing historic structures to the greatest extent possible.

The Grady Homes Master Plan (in process) takes advantage the emerging intown housing market (as demonstrated in the Imagine Downtown effort) by fully redeveloping the public housing project into a new, sustainable mixed-income community. This project will serve to single-handedly upgrade the economics of the area by de-concentrating the poverty that exists there today.

Figure 1.4:
Imagine Downtown
Eastside-Auburn
Illustrative Plan



1.5 Plan Goals and Objectives

The 'Community Vision' and 'Goals and Objectives' stated below are taken largely from the 1994 CRP. Given that they were originally developed with significant community input, and remain highly salient, the Vision, Goals and Objectives as stated herein have only been slightly refined from their original form.

1.5.1 Overall Community Vision

The overall vision is of a dynamic, revitalized "Sweet Auburn" community, firmly rooted in the historical African-American experience while going forward into the 21st century with a competitive business and entertainment environment, growing cultural, religious, and social institutions, and an inviting intown living place for diverse economic and social groups. The key to the overall community's future strength is the generation of resurgent public and private investment to make Auburn Avenue a premier destination for tourism and trade, entertainment, and cultural exchange for all ethnic and national groups. This can be done by capitalizing on Sweet Auburn's historical association with the international civil rights movement, as well as creative approaches to the preservation and commemoration of historical facilities, events and leaders in many area of the African-American experience.

1.5.2 Goal #1: Urban Form and Design Enhancement

Reinforce the urban design features, artistic activity, and community institutions that have created the Butler Street/Auburn Avenue area, through the use of building preservation and adaptive re-use of historic structures and other types of commemorative actions. Encourage sensitively designed new construction that will enhance the historical qualities in the future and provide new economic and cultural development opportunities.

Objective #1: Articulate the history, or 'story' of prominent businesses, institutions, and individuals through the use of building restoration, preservation, adaptive re-use, and other forms of commemorative activity to leave physical reminders of their importance.

1.5.3 Goal #2: Arts, Culture, and History

Restore, commemorate, and interpret the varied artistic, cultural, and historical events, and the associated people and place that established and sustained Butler Street/Auburn Avenue through the years; and situate the community for increased artistic and cultural development in the future.

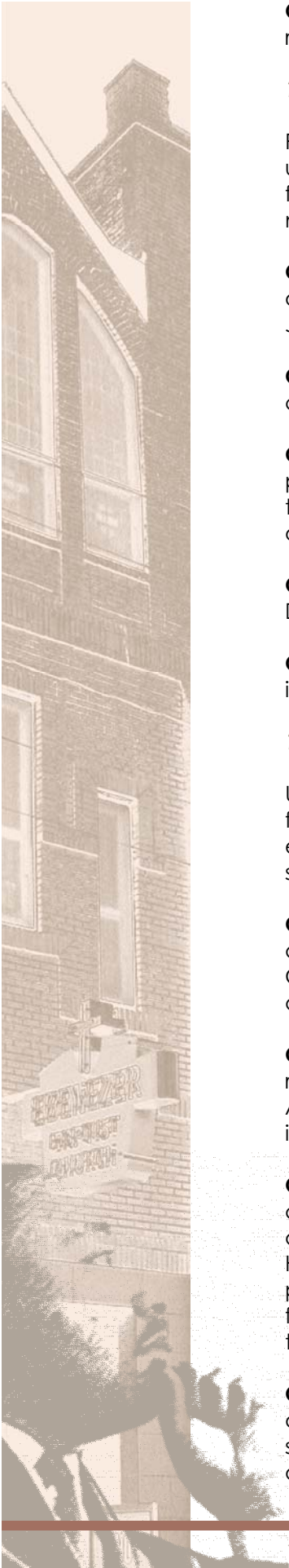
Objective #1: Identify, protect, and interpret the historical places and buildings in the context of community culture and history, as well as national culture and history.

Objective #2: Commemorate through permanent markings, plaques, and educational programs the events and people from Auburn Avenue's past.

Objective #3: Improve coordination and expand the activities of non-profit institutions and commercial entertainment businesses, especially in the performing and musical arts, to create a thriving African-American cultural and entertainment center, including new theaters, night clubs, restaurants, museums, etc.

Objective #4: Expand the public awareness and visibility of the visual and performing arts in many different ways, including public art projects, street performances and exhibitions, and formal galleries, exhibitions, and concerts.





Objective #5: Provide opportunities for studio and live/work space for artists or arts related professionals in the heart of the Butler Street/Auburn Avenue neighborhood.

1.5.4 Goal #3: Economic Development and Opportunity

Retain and revitalize existing businesses and create opportunities for new businesses, using the tourism, retail, and entertainment potentials of the area as the primary anchors for expanded entrepreneurial activity, economic opportunity, and additional jobs for neighborhood residents.

Objective #1: Support existing small businesses and generate new infill businesses in order to produce continuous retail activity on Auburn Avenue between the M.L. King, Jr. National Historic Site and the cultural, arts, and entertainment district.

Objective #2: Promote the Municipal Curb Market and Dobbs Plaza as anchors and catalysts for increased business development throughout the area.

Objective #3: Solidify the emerging cultural and entertainment district in the western part of Auburn Avenue through the restoration of prominent entertainment buildings, the creation of new entertainment oriented activities, and the expansion of hotel and other entertainment supporting functions.

Objective #4: Promote the re-use and revitalization of the Edgewood Avenue and Decatur Street commercial districts.

Objective #5: Assist small business investment and provide skill training/job opportunities in order to combat poverty and unemployment in the community.

1.5.5 Goal #4: Infrastructure and Public Facilities

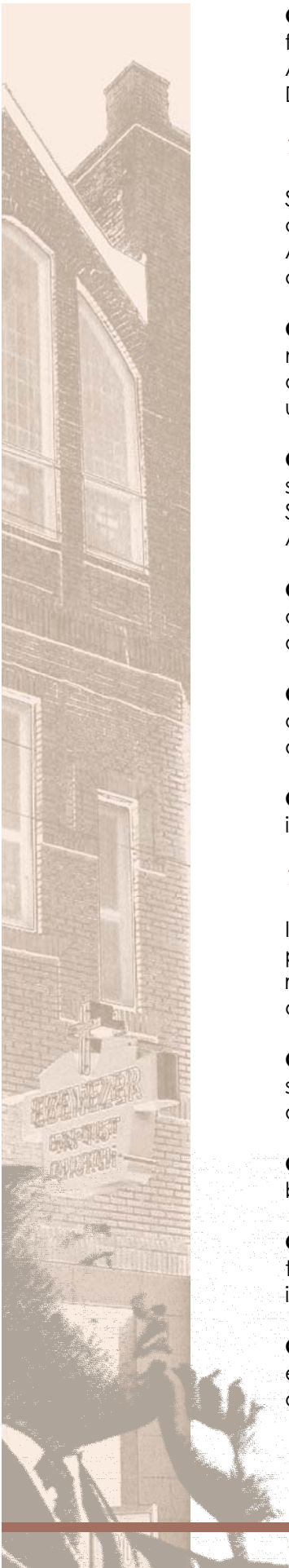
Use existing and proposed improvements to infrastructure, open space, and community facilities to increase the economic development potential of Butler/Auburn; and to enhance resident access to facilities, services, and outside economic, cultural, and social opportunities.

Objective #1: Provide a high quality pedestrian environment along Auburn Avenue and other pedestrian linkages to the M.L. King, Jr. MARTA station, the M.L. King, Jr. Center and Community Center, the Municipal Curb Market, Georgia State University, and other schools and recreational facilities.

Objective #2: Develop additional park and recreation space through the redevelopment of Grady Homes, renovations to Butler Park, increased access to existing Atlanta Board of Education property and facilities, and the integration of Freedom Park in the community.

Objective #3: Seek new private resources and contractual relationships between community-based organizations such as CDCs or social and human service organizations, and the City of Atlanta, Atlanta Board of Education, and the Atlanta Housing Authority, to empower the community to maintain and provide recreation programs supervision in public open spaces. Encourage better working relationships for community groups with City departments and other governmental agencies for the delivery of public services.

Objective #4: Develop expanded parking capacity to support mixed-use development along Auburn and Edgewood Avenues; and create a parking finance and management strategy that will promote shared parking facilities for expanded visitor activities based on a pedestrian-friendly district and improved public shuttle/streetcar service.



Objective #5: Improve traffic, public transportation and site development access, focusing pedestrian bus service and shuttle/streetcar services primarily on Auburn Avenue, with other vehicular traffic and bus service on Edgewood Avenue, John W. Dobbs Avenue, Irwin Street, and Boulevard.

1.5.6 Goal #5: Housing Improvements

Strengthen the socio-economic diversity, home ownership patterns, unit design choices and affordability of existing and new housing in the Butler Street/Auburn Avenue community through historic preservation, housing rehabilitation, infill housing construction, financial assistance, and management improvements.

Objective #1: Where appropriate, rehabilitate existing housing units through the use of moderate and substantial repair and financing assistance programs and redevelop tax delinquent, unoccupied or renter-occupied property for conversion to owner-occupied units.

Objective #2: Support the construction of new housing units on vacant/under-utilized sites, including multi-family housing to meet campus-related housing needs of Georgia State University, Grady Hospital, and others desiring to live in the unique ambiance of Auburn Avenue.

Objective #3: Redevelop the Grady Homes and Graves Tower & Annex public housing communities as a new mixed-income neighborhood with housing options for renters, owners and seniors.

Objective #4: Promote and allow the development of housing in the upper floors of appropriate commercial structures along Auburn and Edgewood Avenues to create a 24-hour mixed use environment.

Objective #5: Maintain the existing and newly constructed housing stock through increased code enforcement, maintenance and rehabilitation assistance programs.

1.5.7 Goal #6: Social, Human, and Community Services

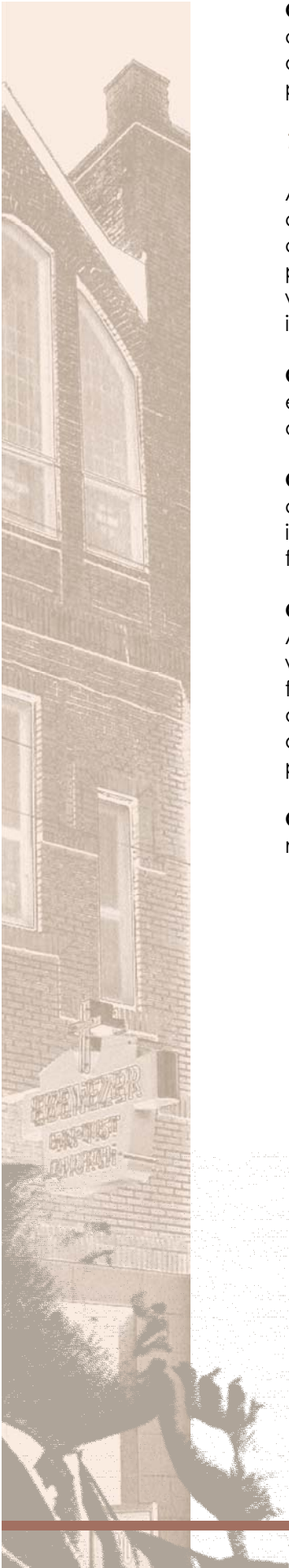
Improve the processes of needs determination and the coordination of public and privately-sponsored delivery of social, human, and community services to those residents who can benefit the most, using increased communication, cooperation, and coordination as guiding principles.

Objective #1: Improve neighborhood security and public safety through 24-hour staffing of the mini-precinct, increased neighborhood watch programs, and initiation of new crime prevention programs for the area's elderly residents.

Objective #2: Expand effective social service provision through better coordination between City, County, and State activities.

Objective #3: Increase educational, cultural, and recreational opportunities through the expansion of locally directed programs taking advantage of leadership from institutions based within and near Butler Street/Auburn Avenue.

Objective #4: Increase the effectiveness of the existing religiously-based social and economic services through better cooperation and communication between churches and church outreach groups.



Objective #5: Improve area health care provision through increased community coordination, additional home care programs for the elderly, creation of a directory of health and social services, and increased transportation services to health care providers.

1.5.8 Goal #7: Responsibility and Partnership

Accept the challenge of strengthening the Butler Street/Auburn Avenue residential, cultural, public service, and economic systems by drawing on the cooperation, commitment, leadership, and resources that have sustained the community in the past, thus leading to more effective organization and partnership relationships in which members of the community can be empowered to carry out many revitalization initiatives independently.

Objective #1: Implement innovative redevelopment strategies and processes to engage community-based organization, property owners, and businesses in the acquisition and improvement of properties and facilities.

Objective #2: Strengthen the development roles and capacities of non-profit community development corporations (CDC's) for promotion of private and public improvements and for delivering affordable housing, small business and jobs benefits for the community.

Objective #3: Establish a permanent Butler Street/Auburn Avenue Community Advocacy Board with NPU "M" and neighborhood interest group representatives, to work closely with ADA, City of Atlanta, CAP and other public and private agencies for the preparation, review and approval of public and private development plans affecting the community. Establish a 'director/project manager' who works full time on the implementation of this and other plans, but is someone who does not have a personal financial or political stake in the Auburn Avenue community.

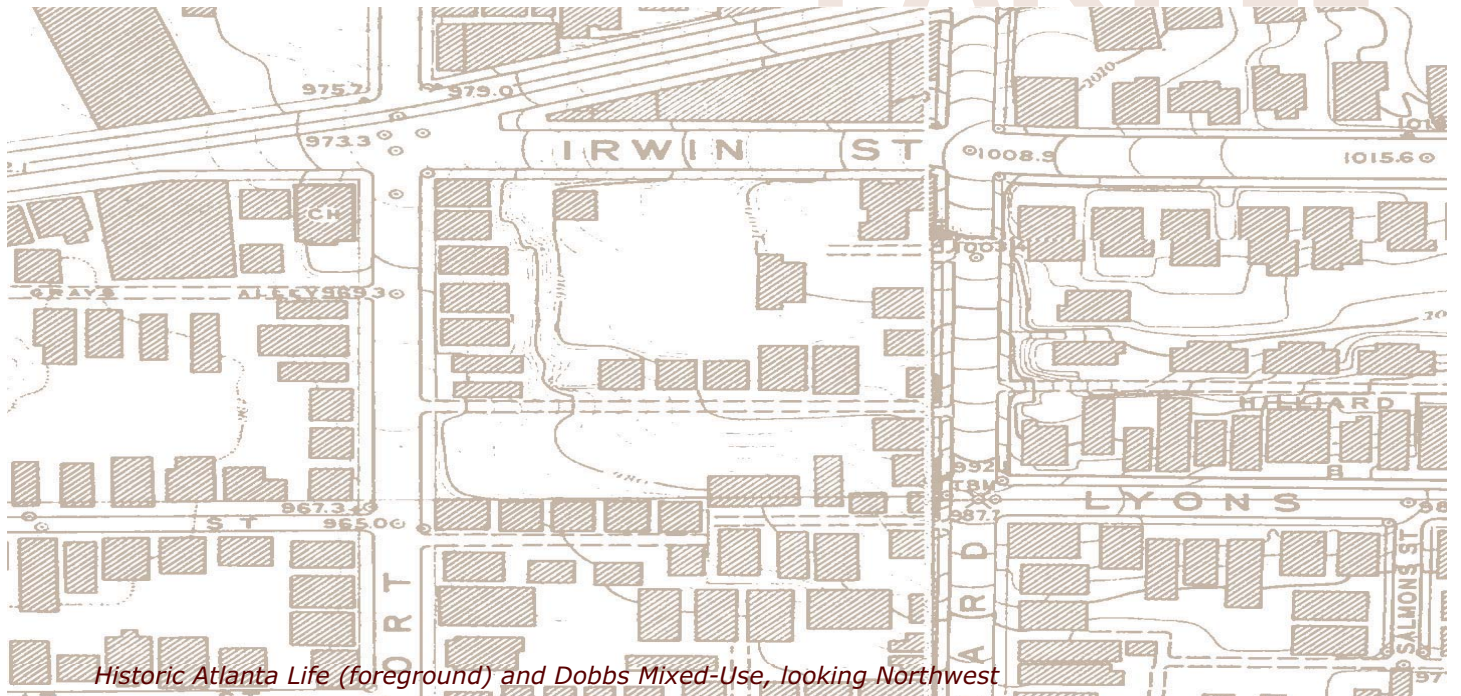
Objective #4: Identify new private and public resources to enable community-based management of improved community services.



Butler - Auburn Redevelopment Plan Update

PART II

Part II : History



Historic Atlanta Life (foreground) and Dobbs Mixed-Use, looking Northwest



Part 2 Historical Framework

Sweet Auburn's history as the African-American cultural and commercial mecca makes it one of the most significant and celebrated areas in the Southeast. Added to this is Sweet Auburn's importance as the birthplace of Dr. Martin Luther King Jr. and the Civil Rights movement. Where other cities boast of African-American heritage sites that focus on themes like the arts or political empowerment, or highlight the achievements of specific individuals, very few have the broad spectrum of elements that unite to tell the story of the joys and disappointments experienced by African-Americans in their long journey to recognition. This story is one of Atlanta and one of the Nation; its depth is only now beginning to be appreciated and celebrated as all Americans seek to rediscover the essential nature of the country.

Auburn is linked to both social history and the cultural cross-currents of the South. It was a regular stop on the tours of legendary blues, jazz and soul musicians, and gave rise to home-grown talent and renowned venues. Auburn was also the magnet for sharecroppers and dispossessed residents from rural towns that came to the big city after the Civil War to seek their fortunes. An entrepreneurial class emerged, forming some of the businesses that would endure into the twenty-first century. The nature of Atlanta as a rail hub brought fresh ideas and a sense of cosmopolitanism to Auburn that infused the neighborhood with a vitality unlike other similar-sized cities of the South. And as vitality created a sense of identity, so with identity came the recognition of the power of democracy and the fight to extend the vote.

The story of Sweet Auburn is written in memories and photographs, books and letters. It is also written in the streets and the buildings that line them; and in the actions to preserve and invigorate those places. This plan therefore looks to fuse the past and the future, to balance growth and preservation in a way that is mutually beneficial.

Figure 2.0:
Danneman's
Supermarket



(Image: GSU Archives, Lane Brother / Tracy O'Neil Collections)

2.1 Historical Context

As one of the earliest African American enterprise areas in the country, the Sweet Auburn district flourished from the mid-nineteenth century to early twentieth century. Originally named Wheat Street for Atlanta merchant Augustus Wheat, the locals petitioned the City to rename the street to Auburn Avenue - a name more stylish and grand to suit the street's changing character. Some of the earliest landmarks of this district were institutions such as Bethel African Methodist Church, Wheat Street Baptist Church and Ebenezer Baptist Church, which became the religious and social centers for the African American community. Businesses began to surround these institutions, most prominently black financial institutions, insurance companies and the supporting service industry. Many leaders and champions of the district such as W.E.B. DuBois, Henry Rucker, Heman Perry, Benjamin J. Davis, and Alonzo Herndon etc. worked towards building an economically vibrant community. John Wesley Dobbs, considered the unofficial mayor of the district said that the district was "paved in gold" as it competed with Peachtree Street in the 1930s and 1940s.

Around the same time, this thriving business district began attracting premier entertainment venues. Places such as the Top Hat Club (later named the Royal Peacock) and Club Ponciana hosted some of the nation's most prominent black entertainers. Along with the entertainment industry, Sweet Auburn also boasted of prominent fraternal organizations such as the Prince Hall Masons and Grand Order of the Odd Fellows which supported the business community. Earlier in 1920, the YMCA had made its home on Butler Street and soon became the center of recreation and social activities.

Figure 2.1.2:
Cultural Institutions

Top: Top Hat Club,
Casino Ballroom

Bottom: Yates & Milton
Drugstore,
Carnegie Library



Pullen Library, Georgia State University

Special Collections Department, Pullen Library, Georgia State University

Following the rise of commercial and cultural prominence, was the slow rise of political awareness amongst the residents and businessmen in this community. Two areas in Atlanta became the hub of political activity – Sweet Auburn District and Atlanta University Center. Community leaders such as Dr. Martin Luther King Jr., Hosea Williams and Rev. Ralph David Abernathy systematically united and mobilized the African American electorate in an effort to bring about social change. These efforts gradually spread to the rest of the country and led to great success for the Civil Rights movement. However, as the Civil Rights efforts were gaining momentum, the Sweet Auburn district saw a slow decline in its economic prosperity. Various reasons contributed to this decline – the movement of Auburn Avenue’s residential population towards the west side of the City (around Atlanta University Complex), the construction of the interstate bisecting the neighborhood and the general trend of decline for urban downtown areas.

Though revitalization has been slow, many efforts have been made in the past few decades to preserve Sweet Auburn's history and activate economic development. The King Center and National Park Services along with the area institutions have made efforts to revitalize the area. Historic District Development Corporation (HDDC) was one such organization started to activate redevelopment and provide affordable housing.

**Figure 2.1.2:
Political Institutions**

*Top: Odd Fellows Building,
Butler YMCA*

*Bottom: SCLC Offices,
Ebenezer Baptist Church*



2.2 Historic Districts

In order to preserve and celebrate Sweet Auburn's extensive history, various historical designations have been created both nationally and locally. These designations range from districts encompassing multiple streets to individual buildings that have architectural and cultural significance. The level of regulatory protection also varies based on location and ownership.

2.2.1 Federal Designation

Several federally designated districts currently protect the historic fabric of Auburn Avenue and the surrounding area. The first such district was created as early as 1974 when the National Register of Historic Places designated the Martin Luther King Jr. Historic District. This district extended east of the interstate from Jackson Street to Randolph Street and from Edgewood Avenue on the south to Irwin Street on the north. It was primarily created to protect the original historic fabric associated with Dr. King's legacy and childhood and included his birth home, the grave site, Ebenezer Baptist Church, single family houses surrounding the birth home and a Fire Station built in 1894. Most of this original district area is now included in the Historic Site property described below. In 2001, the Historic District was expanded to include parts of the Old Fourth Ward neighborhood and parts of the Auburn Avenue District. The new district boundaries include important buildings such as the Prince Hall Masonic Building, Wheat Street Baptist Church and other historic commercial buildings along Auburn Avenue.

The creation of Sweet Auburn Historic District followed closely in 1976. The district is bound by Courtland Street on the west, the interstate

Figure 2.2:
Federal & Local
Historic
Designations





on the east, Houston Street (John Wesley Dobbs Avenue) on the north and Edgewood Avenue on the south; and consists of 190 acres with 10 significant buildings. This section of Auburn Avenue was important due to its connection to the rise of African American entrepreneurship in the late 19th century and early 20th century. Though there is no consistent architectural style that dominates the four blocks within the district, the remaining buildings tell the story of the once thriving commercial market that Auburn Avenue used to be. These include landmarks such as Big Bethel Church, the Herndon Building, the Odd Fellows building and Butler Street YMCA.

Most prominent amongst the protected districts in Sweet Auburn is the Martin Luther King Jr. National Historic Site, is a 39 acre property owned by the National Parks Services. The boundary of the historic site extends from Jackson Street to the east, Howell Street to the west, Chamberlain Street to the south and Freedom Parkway to the north. The Historic Site consists of a series of buildings and open spaces which relate the story of Dr. King's life and work, which include Dr. King's birth home, Ebenezer Baptist Church, the Visitor's Center, Peace Plaza, the King Center and Dr. King's tomb. The district boast of over half million visitors every year and hosts multiple educational programs and tours. Twelve years after the original district was created in 1980, the boundary was expanded to accommodate off-street parking lots for the increasing number of visitors, building a visitor's center and providing space for the new Ebenezer Baptist Church.

The Martin Luther King Jr. Preservation District extends beyond the Historic Site to include the Sweet Auburn neighborhood both east and west of the interstate. This district was also created in 1980 with the aim of preserving Dr. King's association with various religious, social and business organizations that were located along Auburn Avenue. It includes and protects numerous historically significant buildings such as the Odd Fellows building, Prince Hall Masons building etc. along with predominately single family houses along Houston and Old Wheat Street east of Boulevard.

2.2.2 Local Designation

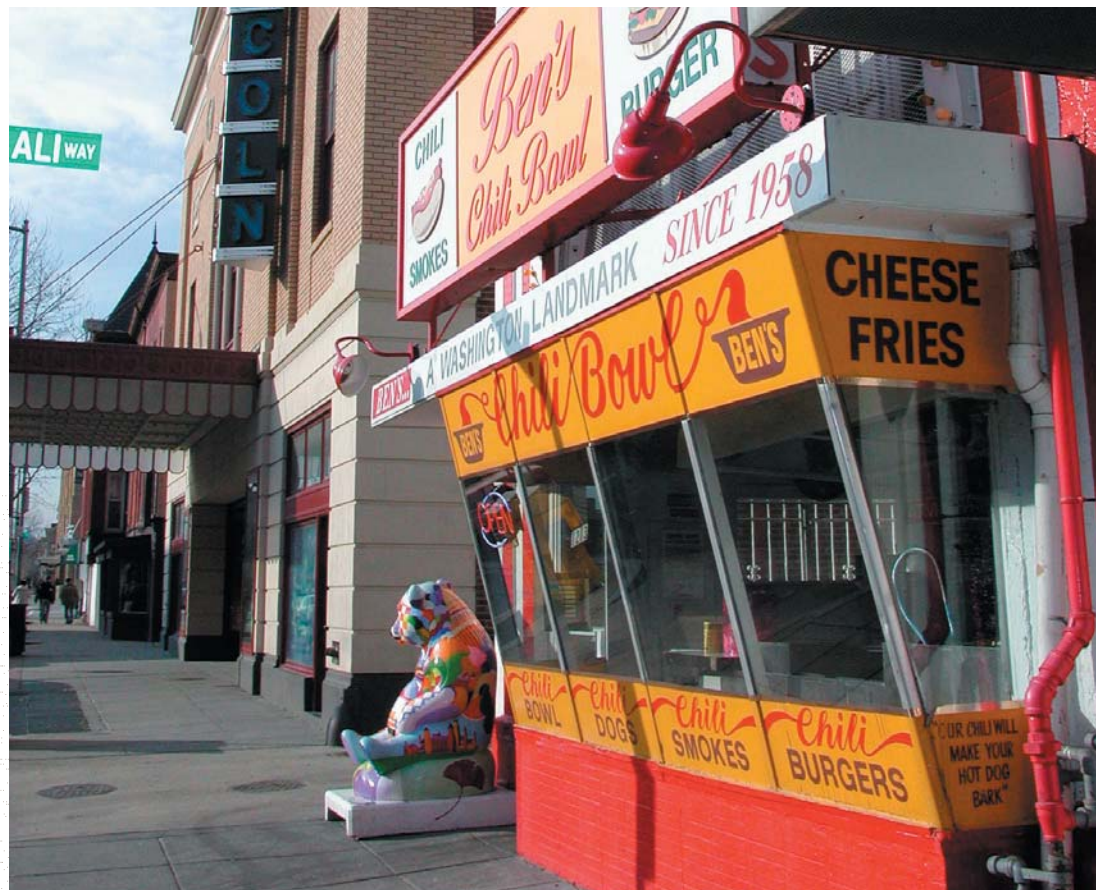
In addition to the National designations, City of Atlanta has proactively created a regulatory framework to protect and preserve the Sweet Auburn District. The Martin Luther King Landmark District created in 1989; maintains the fabric of the district and ensures that new development is compatible with the existing architectural and spatial character. The Atlanta Urban Design Commission (AUDC) created by the City of Atlanta in 1975, reviews and comments on any projects within this district that requires rezoning. The AUDC also actively researches, identifies and nominates resources, which may be eligible for historic designation. The Landmark District is subdivided into residential and commercial districts based on existing use and density. These regulations as well as recommendations for modifying the existing Landmark District are described in detail in the zoning section of this report.

2.3 Similar Examples

Other revitalization efforts are - and have been for several years - happening in African-American neighborhoods around the country to tap into the growing potential for heritage and cultural tourism. These places can serve as models for different approaches to historic preservation, economic development, public space, and organizational frameworks. The Imagine Downtown commercial market study prepared for Sweet Auburn recognized the strength of resources in the district, which might be leveraged into a strong package for tourism. These resources are similar in nature to a select few cities which are capitalizing on the renewed interest in African-American experience.

Washington D.C. has many African-American landmarks including the Frederick Douglass Museum, the Langston Hughes house, Howard University, and of course the Lincoln Memorial, the site of Dr. King's 'I Have A Dream' speech. Washington also has the Anacostia Museum and Center for African-American History and Culture. In fact, Washington has so many sites dedicated to African-American history that Cultural Tourism DC (www.CulturalTourismDC.org) has published an individual guide to their African-American Heritage Trail. Outstanding of all the sites in the Heritage Trail is Greater U Street, the "City within a City" that is one of four neighborhood walking tours in the District of Columbia that have printed guides and distinctive interpretive signage (Figure 4.1). Greater U Street is very similar to Sweet Auburn in that it was a thriving neighborhood intensified by the confinement of segregation, and faced serious decay after the 1964 Civil Rights Act was made law. U Street has performance venues (Lincoln Theater, Howard Theater); it has buildings developed by African-American entrepreneurs (True Reformer Building, Industrial Savings Bank); it has iconic restaurants and clubs (Ben's Chili Bowl, Bohemian Caverns); it has places of political activism (Thurgood Marshall YMCA); and it has the home of Duke Ellington. The Revitalization of

Figure 2.3.1:
Ben's Chili Bowl,
Greater U Street



Greater U Street has been helped by the gentrification of adjacent neighborhoods like Adams-Morgan; but U Street has managed to keep a sense of balance where longtime-residents and newcomers can find their place in the wide range of housing. Preservation and development also strike a balance, with some of the latest project specifically looking to the past for inspiration. Continuing neighborhood activism has kept U Street vital, aided by the marketing efforts of Cultural Tourism DC.

Harlem is another neighborhood that is recovering from decline, although Harlem has never been subject to depopulation like similar areas in southern cities. Harlem's Main Street is 125th, the home of the Apollo Theater and the residence of Adam Clayton Powell. 125th is beginning to experience development pressure with the steady rise in Manhattan real estate prices; older historic buildings like the Victoria Theater are being redeveloped, in some cases with a significant amount of additional density in expansions. Alarm over the pace of new development has prompted the New York Department of City Planning to launch the 'River-To-River / 125th Street' study to "leverage the unprecedented public and private investment around Harlem's 'Main Street'" (<http://www.nyc.gov/html/dcp/html/125th/>). The study is in its second year and has dealt with streetscapes, zoning and transportation.

The South Side of Chicago was the destination of thousands of African-Americans leaving the Mississippi Delta region during the 'Great Migration' between 1910 and 1930. Many settled in an area that came to be known as 'Bronzeville' or the 'Black Metropolis' that ran from 31st Street south to Hyde Park. Similar to Sweet Auburn, Harlem and U Street, Bronzeville had institutions like the Chicago Defender which helped promote the rise of African-American organized labor. Bronzeville is a Chicago historic district with its own walking tour (<http://www.ci.chi.il.us/Landmarks/B/BlackMet.html>), but revitalization has proceeded very slowly, occurring in fore only around the University of



Figure 2.3.2:
Victoria Theater;
Bronzeville
Streetscape



(Victoria Theater image: New York Times / RDC Development)



Chicago. The city has made a recent commitment to cultural tourism however with the initiation of the 47th Street Blues District. A new cultural center, streetscapes and 'theming' are not without controversy, however; where authentic venues like Geri's Palm Tavern have been shuttered, transplants from other areas like the Second City Comedy Club have been introduced. The risk of sacrificing the genuine in the name of revitalization is a very real concern for Sweet Auburn.

Finally, Memphis' Beale Street is probably the best-known (and best-marketed) African-American cultural tourism site in America. Beale Street's status as the 'Home of the Blues' came about during the Great Migration, as it was the first stop for many as they left the Delta. Yet, much of Beale Street's iconic status is a result of timing and effort, as the City of Memphis realized the economic potential of the area just as a private investor was willing to fund improvements. Many argue that the pressures for profit undermined the authenticity of Beale Street; certainly the grit of the old district is lost in the over-produced venues and the contrived theming. Nevertheless, most of Beale was restored and the district is a major tourist destination. It has also prompted a new generation of offbeat celebrations in the Beale Street Music Festival and even attracted an authentic industry – Gibson Guitars – to invest in a new plant and visitor center.

Figure 2.3.3:
Beale Street



(Image: www.greatestcities.com)

2.4 The Sweet Auburn Narrative

As part of the 2003-2008 Imagine Downtown development plan, a commercial market study was done specifically for Sweet Auburn. In the first few paragraphs the report emphasized the outstanding cultural resources and the untapped potential contained within the district:

"Sweet Auburn represents a gold mine of unexplored opportunity for Atlanta. Heritage tourism is an ever-growing form of travel for Americans and worldwide. While many cities have historic sites or ties to the African-American culture, few have the rich concentration of physical sites relating to the Civil Rights movement and African-American culture. No other city has Dr. Martin Luther King's birthplace and gravesite. A selection of sites along Auburn and Edgewood Avenue include:

- **Atlanta Life Financial Group:** The nation's 2nd largest African-American-owned insurance company, founded in 1905 by former slave Alonzo Herndon.
- **The Royal Peacock:** Originally, The Top Hat Club, it hosted local and national talent, such as well-known artists B.B. King, the Four Tops, the Tams, and Gladys Knight.
- **Auburn Curb Market:** Originally the Municipal Market of Atlanta, located at the 1924 geographic center of the city. Its name today reflects the racial divisions evident during the market's hey day, when Blacks could only patronize stalls lining the curb.
- **Prince Hall Grand Lodge:** Former headquarters of the Southern Christian Leadership Conference and former home of WERD, the nation's first African-American radio station.
- **Butler YMCA:** Founded in 1894, it formed many of Atlanta's leaders.
- **Wheat St. Baptist Church.**
- **Ebenezer Baptist Church:** The home church of Dr. Martin Luther King, Jr.
- **Martin Luther King Jr. Birthplace, Grave, Exhibit Center, and the King Center for Nonviolent Social Change.**
- **Odd Fellows Complex:** A center of business and entertainment that contained the only movie house where African-Americans could be seated on the main floor.

*While cities have tried to capitalize on the numbers of African-American tourists traveling each year, no one has created a place specifically devoted to honoring the history and the present of African-American culture and the Civil Rights movement."*¹

The introduction to this section talked about the story of Sweet Auburn written in buildings and streets, and because of the protection of the Landmark District these buildings are still with us to continue telling the story into the future. However, preserving and restoring historic buildings is only one part of making the 'Sweet Auburn Narrative' visible and accessible to those who seek to experience it. Part of the challenge of envisioning a vibrant Sweet Auburn is uniting the old and the new in a readily-accessible theme that becomes a window through which visitors can see both the past and the present as one continuum. The idea of a tangible theme and its elements was an ingredient in the dialogue structured with the neighborhood, especially during the community charette, or workshop.

The public workshop held on February 26, 2005 asked the neighborhood, "What does Sweet Auburn mean to you?" Out of many different answers came the following thoughts:

- The heartbeat of the area with a vibrancy of African-American life
- Atlanta's most important street, with a cultural, spiritual and historic legacy
- Faith is strong and religious centers abound
- Churches located in the neighborhoods, with bells tolling on Sunday

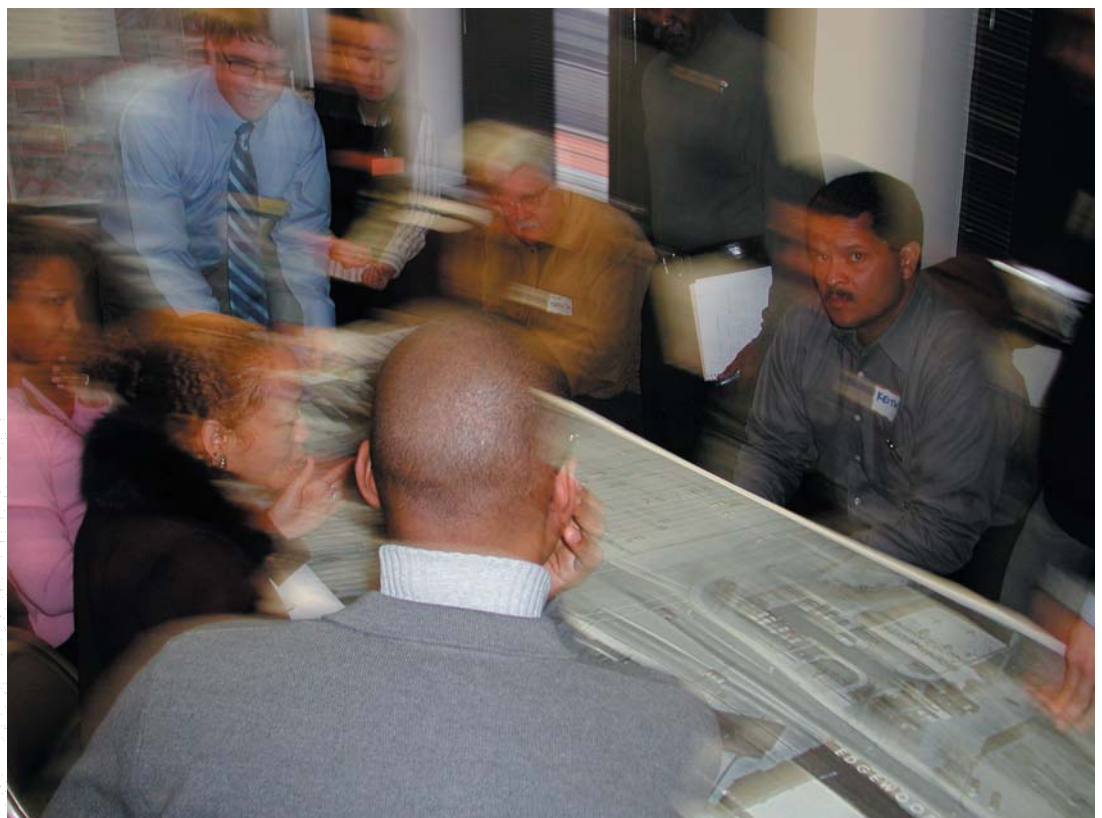
¹ZHA Inc. - Sweet Auburn Market Analysis, May 27, 2004



- A place where the entrepreneurship spirit is strong and thriving
- It is the epicenter of world peace, and civil rights, and impacts the nation and the world
- The cultural and emotional center of Atlanta, the birth of the Civil Rights Movement, and rich in African-American history
- Leadership and political excellence
- Books, Bucks, and Ballots
- The birth of many organizations and historic fraternal orders
- Food!!!
- A great place to gather, with great restaurants, clubs, cultural events, and historic destinations
- Vibrant and exudes energy
- Past and present entrepreneurs building community and business

In the intersection of these thoughts and the existing buildings lies the Sweet Auburn narrative or theme; the challenge is to translate it into things that can be sensed as unique elements and as a whole. With each building comes people that made it happen; and so one idea may be to include full-size replicas of the person(s) behind the story in each redevelopment – for example, Alonzo Herndon outside the historic Atlanta Life buildings. Another may be to mark the buildings removed by the interstate construction with a 'digital wall' built on the old frontage line that can display archival photos and information related to events happening on the street. Authenticity is critical in keeping Sweet Auburn alive and connected to its past; but authenticity can come in unlikely places, like the unassuming Rib Shack at Auburn and Fort Street, or the Silver Moon barber shop. Every effort must be made by the future redevelopment entity to discern the authentic in Sweet Auburn, and take steps to preserve and enhance it. Equally important to creating and reinforcing the Sweet Auburn theme is the role played by Catalytic Project 7 described in Section 4.5.7. The proposed Cultural Arts Center would be the point where the elements of the theme visible in the built environment along Auburn are connected to museum-quality in-

Figure 2.4.1:
Workshop Action



stallations that provide an interpretive key to the corridor, and to performances that write a new chapter in the story of Auburn Avenue.

As the physical basis for the theme, historic preservation is integral to the future of Sweet Auburn. But it is generally recognized that historic preservation is a difficult sell in an urban climate where development pressure conspires to erase the more subtle economic values of preservation. This report has stressed the necessity of unifying preservation and development into a mutually beneficial relationship. Each catalytic project discussed in Part Four takes as its point of departure a historic building or set of buildings, and works to infuse the entire development with the spirit of events that occupied the site. In some cases, the memory of buildings lost is recreated with new construction. Through this approach, each new development is tethered to the Sweet Auburn narrative and each benefits the reading of the entire district.

In this way, preservation provides a built-in marketing device to distinguish each development while building the 'branding' or theming of the district in an authentic way; and the Cultural Arts Center is the culmination of each project's historic narrative. In Greater U Street, the interpretive markers serve as a reminder that the neighborhood is a work that should be experienced as a whole – yet the markers are irrelevant without preservation. Preservation works to insure that the home of Duke Ellington is not replaced by a townhouse with twice the area and twice the market value; and the presence of Ellington's home works to supply the necessary context for the high-density residential development on U Street called 'The Ellington' (Figure 2.4.2).

Figure 2.4.2:
U Street
Development

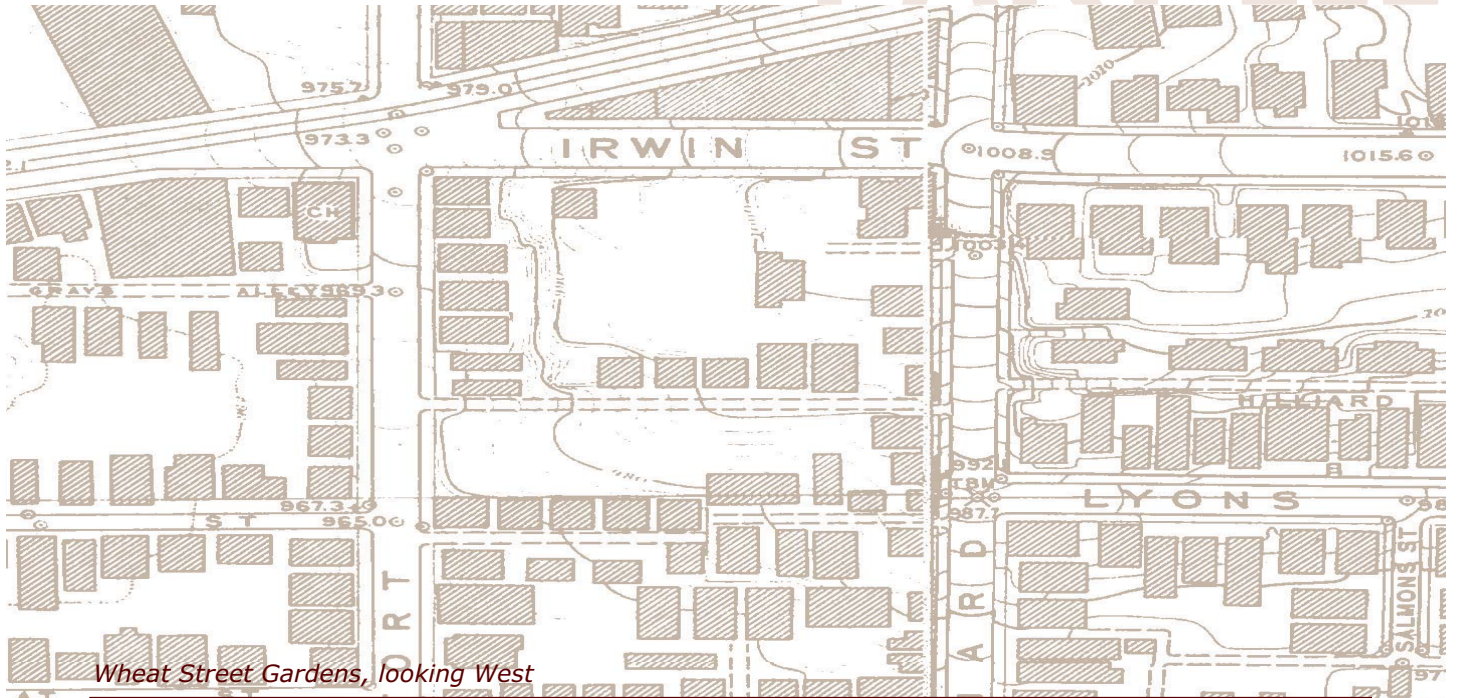




Butler - Auburn Redevelopment Plan Update

PART III

Part III : Existing Conditions



Wheat Street Gardens, looking West



Part 3 Issues And Opportunities

The inventory of existing conditions contains an assessment of the physical conditions for all properties within the Butler-Auburn project area based on the following categories: land use, building condition, building occupancy, and zoning. Additionally, two maps are provided highlighting major property ownership and development opportunities within the study area. The existing conditions analysis also extends to public space, with qualitative assessments made on the circulation and open space networks.

Existing conditions in Butler-Auburn were evaluated by compiling information into an extensive GIS database. The planning team conducted a windshield survey of all buildings and parcels within the study area; land use, building conditions and building occupancy were determined through this survey. Tax information and property ownership were derived from the Fulton County Tax Assessor database. Zoning was acquired from the City of Atlanta Bureau of Planning. The overall goal was to identify blocks of land conducive for redevelopment and buildings eligible for rehabilitation; the windshield survey provides a good basis for understanding the overall property condition in the neighborhood, and consequently future development and redevelopment opportunities. In addition, it provides the legal framework for reconfirming the area's status as containing 'slum and blight' as defined by official State of Georgia urban redevelopment legislation (as originally declared by city council resolution in 1994).

The study area is composed of 408 parcels, which make up 136.7 acres, and contains some of the most historically important buildings in the city. Much of the study area dates back to the beginning of the 20th century and was the site of much of the Civil Rights movement of the South.

Figure 3.0:
Hall's Service Station



Special Collections Department, Pullen Library, Georgia State University

(Image: GSU Archives, Lane Brother / Tracy O'Neil Collections)

3.1 Existing Land Use

Within the study area, there are nineteen different land use categories, including Commercial, Institutional, Mixed-Use, Multifamily Residential, Single-Family Residential, Parking, and Open Space. The most prevalent land use is institutional, making up 22% of the land area. The majority of this land use is represented by several major religious institutions in the area, including Big Bethel AME Church, Ebenezer Baptist Church, and Wheat Street Baptist Church, as well as some large historical landmarks such as the Martin Luther King Jr. National Historic Site visitor center, the King Center for Non-Violent Social Change, and the Butler Street YMCA.

Commercial land uses make up approximately 21% of the study area and are primarily comprised of low-density storefront retail along Auburn and Edgewood Avenues.

18% of the study area is made up of multifamily residential uses, which are primarily represented in a few large developments such as Wheat Street Gardens and the Atlanta Overlook apartments. Single-family residential makes up less than 1% of the area.

Open space makes up 10% of the study area, while surface parking lots and parking decks comprise 17%. Almost 6% of the area is vacant land.

Although nineteen land use categories are represented in Butler-Auburn, religious institutional, commercial, multifamily residential and surface parking define the district's landscape

Figure 3.1:
Existing Land Use



3.2 Existing Zoning

The Auburn Avenue Redevelopment Plan area is made up of three primary zoning districts 'types': the Martin Luther King Jr. Landmark District, a revised SPI-1, and eight conventional zoning districts. Parts of the study area are in the midst of ongoing 'quality-of-life' revisions and changes, whereas other parts have yet to receive similar redesignations.

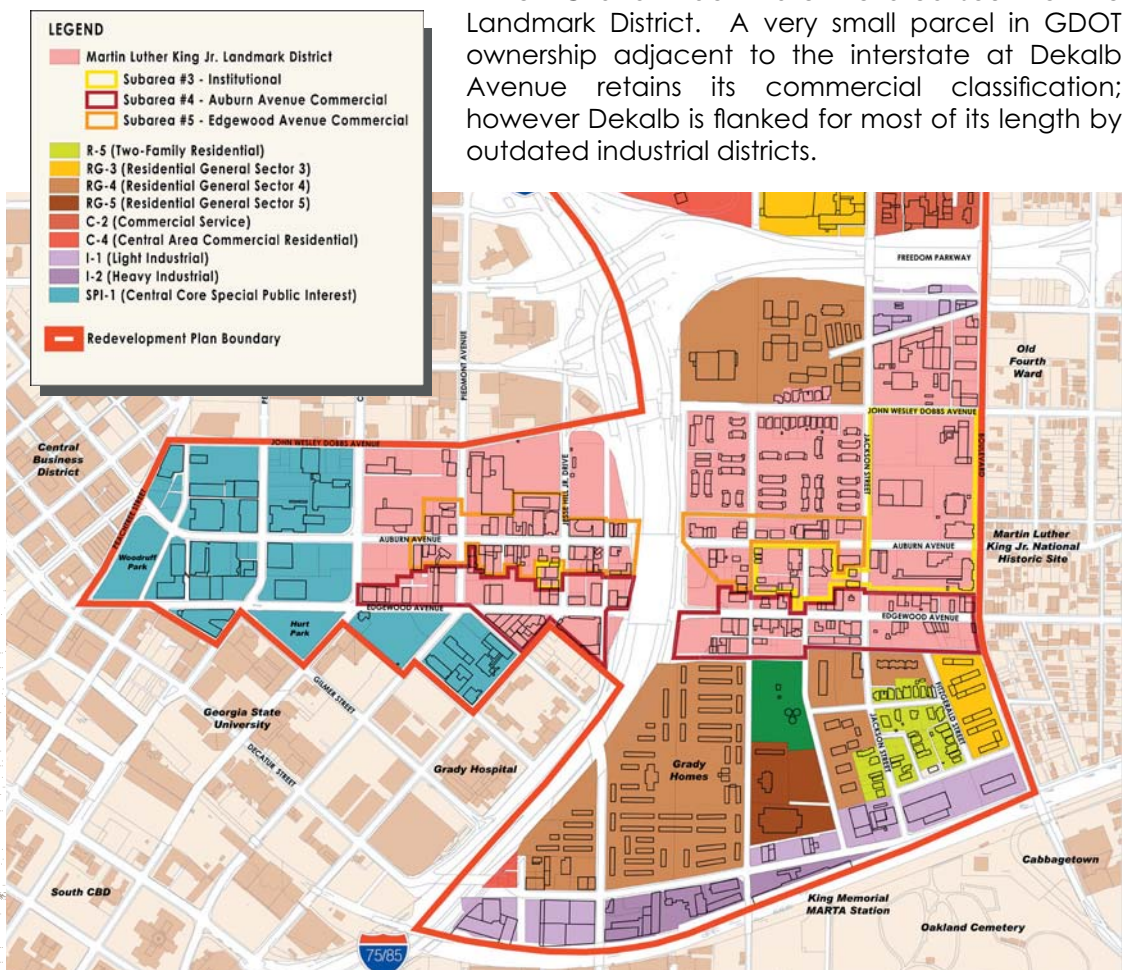
The area west of Interstate 75/85 is part of the Downtown Special Public Interest District (SPI). This SPI is the oldest in the city and is in transition. For the past two years the Bureau of Planning, along with Central Atlanta Progress (CPAP) has been revising and updating SPI-1 to include, among other things, quality-of-life standards that form the backbone of the most recent new zoning districts. The updated DLC is scheduled to be sent to Council to begin the adoption process within the next month.

The Landmark District straddles the interstate and is administered by the Atlanta Urban Design Commission (AUDC), which protects the historic integrity of the Auburn Avenue and Edgewood Avenue corridors. The District is made up of six separate subareas – an Auburn Avenue residential subarea; a general residential subarea; an institutional subarea; commercial subareas for both Auburn and Edgewood; and a transitional zone.

The remaining pieces of the study area are comprised of several conventional City of Atlanta zoning districts. A mixture of RG and C zoning classifications make up the portion of the area north of the Landmark District and south of Freedom Parkway, while RG and R dominate the area south of the Landmark District. A very small parcel in GDOT ownership adjacent to the interstate at Dekalb Avenue retains its commercial classification; however Dekalb is flanked for most of its length by outdated industrial districts.

Much of the Butler-Auburn study area lies within Landmark District and SPI-1 zoning districts; however, remaining pieces of conventional and outdated zoning exist

Figure 3.2:
Existing Zoning



3.3 Existing Building Condition

Buildings were evaluated based on appearance and neighborhood context without taking into account any interior renovations or unseen problems. The physical evaluation of the building included a visual survey of the foundation (cracks, settlement), roof conditions, siding (paint, rotted wood, damaged masonry), doors and windows (broken glass) and porches. The assessment was also based on the relative condition of surrounding buildings. The categories are as follows:

Standard: Building in sound condition or requires only minor repairs such as painting and landscaping.

Substandard: Building requires some level of general repair (i.e. renovation cost \$5,000 - \$15,000 for a single-family house)

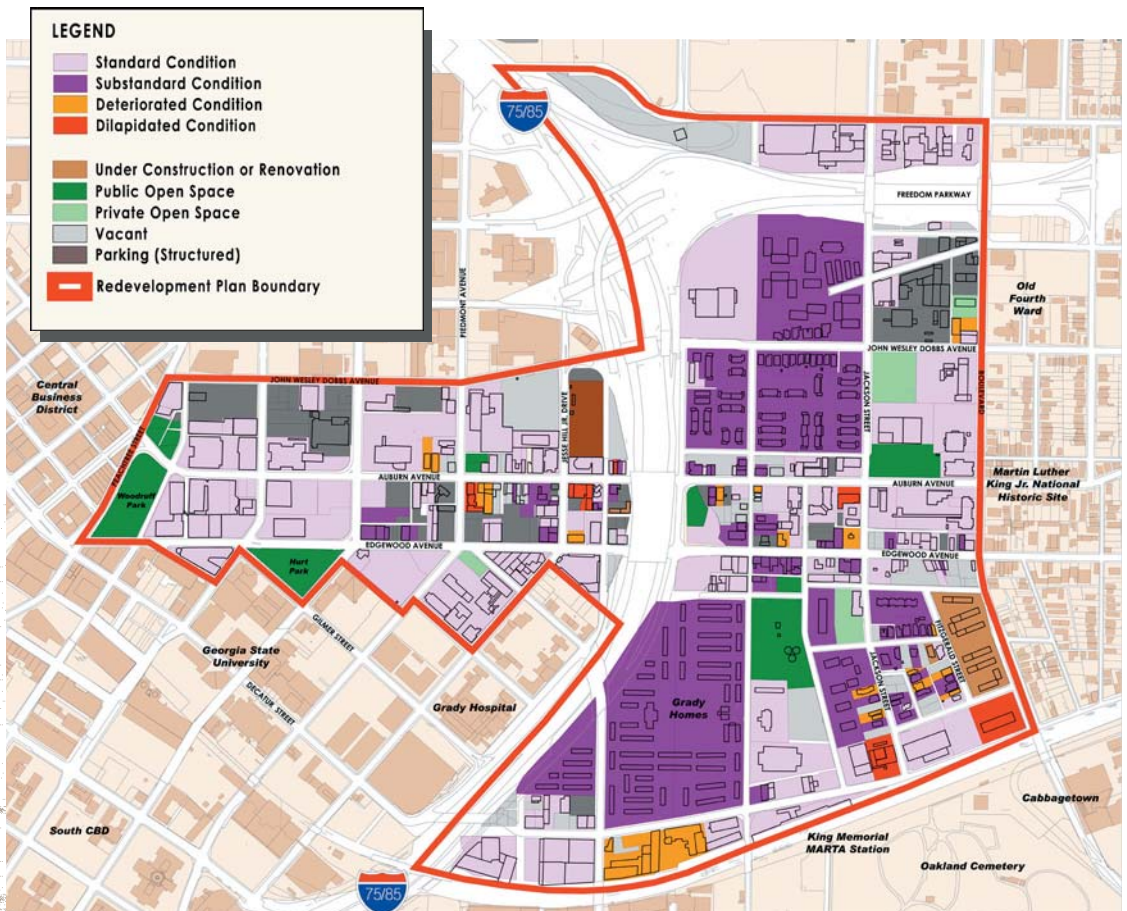
Deteriorated: Building requires major repairs such as a new roof, foundation, siding or windows (more than three identified problems; renovation cost \$15,000-- \$45,000)

Dilapidated: Building needs extensive rehabilitation and may require demolition (renovation cost is greater than \$45,000)

Overall, parcels with buildings in 'standard' condition are dominant, at 150 of the 259 non-vacant, non-parking parcels – or 58% of the built environment. However, several 'substandard' properties are very large, including Wheat Street Gardens and Grady Homes. When comparing acreage, the percentage of properties in 'standard' condition drops to about half, or 51%. 'Substandard' properties total 70 acres or 44%, while 8.7 acres or 5% of the total acreage is either 'deteriorated' or 'dilapidated'. It is also possible that there are interior repairs needed even in 'standard' properties that would not be apparent from an exterior windshield survey but would negatively affect the overall condition.

Approximately half of the Butler-Auburn study area contains parcels with buildings in 'standard' physical condition and 44% were assessed as 'substandard'

Figure 3.3:
Existing Building
Condition



3.4 Existing Building Occupancy

Along with the survey of building condition, each property was checked for signs of habitation. The following designations were used to evaluate building occupancy:

Occupied: This designation is based on clear evidence of habitation by legitimate occupants. Indicators include a well-maintained yard, cars parked the driveway, curtains in the windows, the presence of children's play equipment, the presence of deliveries such as mail, newspapers, etc. Commercial/industrial structures were assessed based on signs of business, employees and cars in the parking lots.

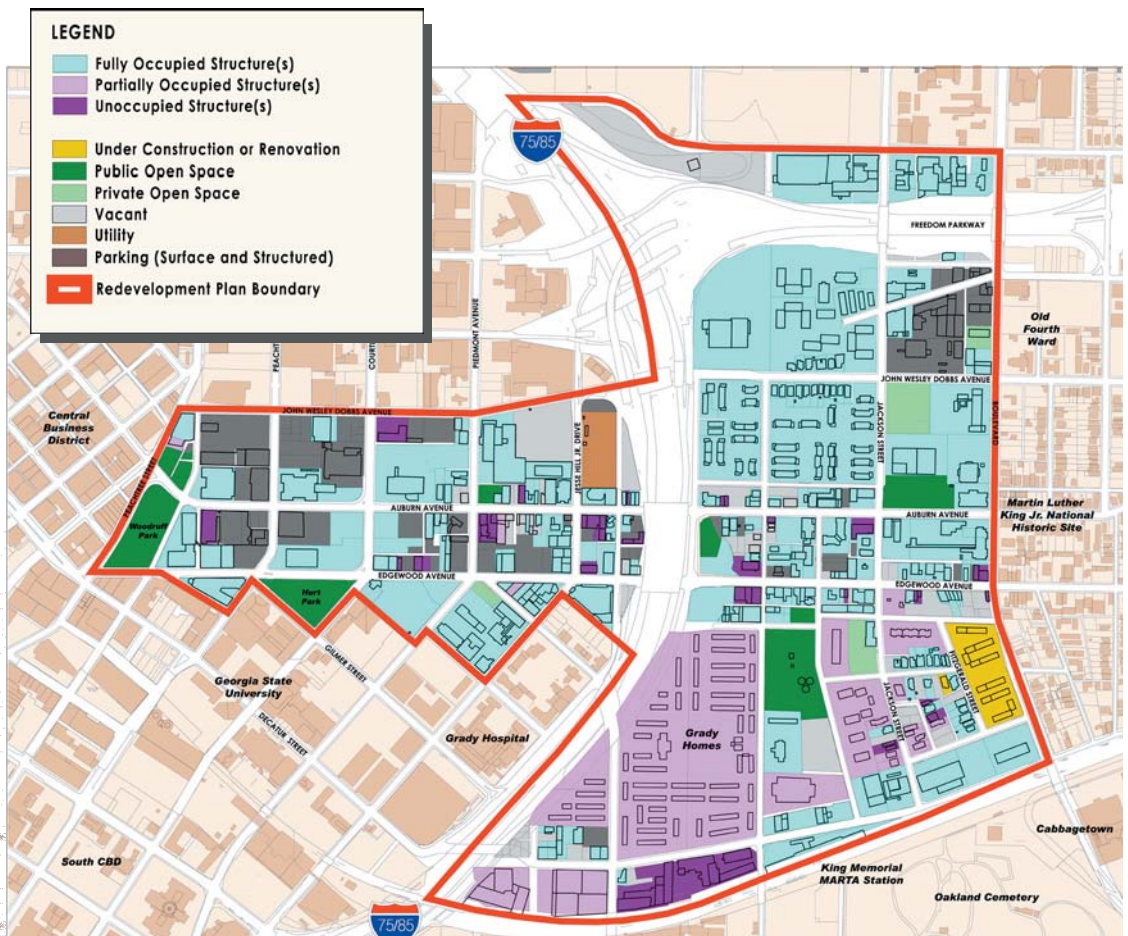
Unoccupied: This designation is based on clear evidence of the lack of legitimate occupants. The evidence includes an obviously unoccupied for-sale or for-rent dwelling or structure, missing or broken doors or windows, clear abandonment, being boarded up, etc.

Partially Occupied: This designation was applicable only to buildings designed to house two or more tenants such as duplexes and commercial structures. As above, it is based on evidence of habitation by legitimate occupants and uses the same criteria.

While almost 76% of the parcels in the study area were observed to contain 'occupied' buildings, over 24% of the parcels appear to have unoccupied or only partially occupied structures. This is a relatively high number given the area's prime location within Downtown Atlanta and creates an overall sense of neglect and disinvestment. On the other hand, this also represents some opportunities to target redevelopment efforts.

The building survey identified nearly one quarter of all buildings as 'unoccupied' or 'partially occupied' - this figure represents opportunities for re-development within the study area

Figure 3.4: Existing Building Occupancy



3.5 Existing Circulation Framework

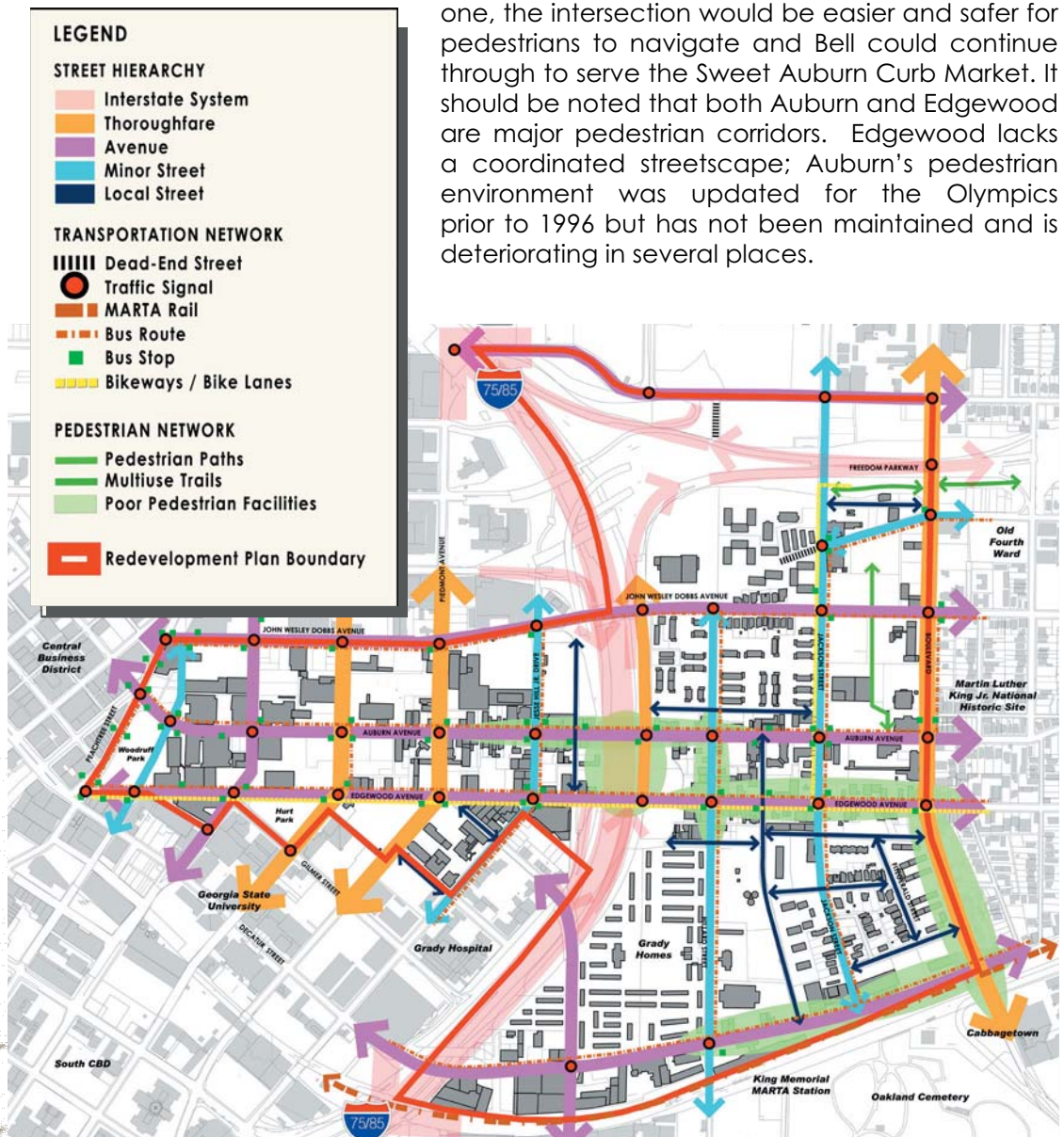
The study area is centered on two principal east-west circulation routes, Auburn Avenue and Edgewood Avenue, but is also intersected by several large north-south thoroughfares which in many cases decrease pedestrian mobility along Auburn and Edgewood while increasing motor vehicle congestion. Both Piedmont Avenue and Courtland Street are major vehicular conduits serving all of Downtown, with fairly high volumes of traffic at high speeds. Pedestrian access and safety at the intersections of these streets and Auburn / Edgewood could be improved with added traffic calming measures. The same holds true for Boulevard.

In addition, Interstate 75/85 crosses over the study area and cuts it in half. This creates two major issues: the space of the viaduct under the expressway (discussed in Section 3.6), and the design and character of Edgewood. The cross-section of Edgewood is five lanes wide below the viaduct in large part due to the interstate access ramps, with southbound I-75/85 access provoking both a dedicated left-turn lane and a split entry. It is questionable whether current traffic volumes warrant the dedicated lane; and the split entry not only cuts off southbound Bell Street but adds an unnecessary pedestrian obstacle.

By combining the two entry ramps into one, the intersection would be easier and safer for pedestrians to navigate and Bell could continue through to serve the Sweet Auburn Curb Market. It should be noted that both Auburn and Edgewood are major pedestrian corridors. Edgewood lacks a coordinated streetscape; Auburn's pedestrian environment was updated for the Olympics prior to 1996 but has not been maintained and is deteriorating in several places.

Many of Atlanta's most prominent thoroughfares flow through the study area creating high traffic volumes that present challenges to promoting a safer and more pleasant pedestrian environment

Figure 3.5:
Existing Circulation Framework



3.6 Existing Open Space Framework

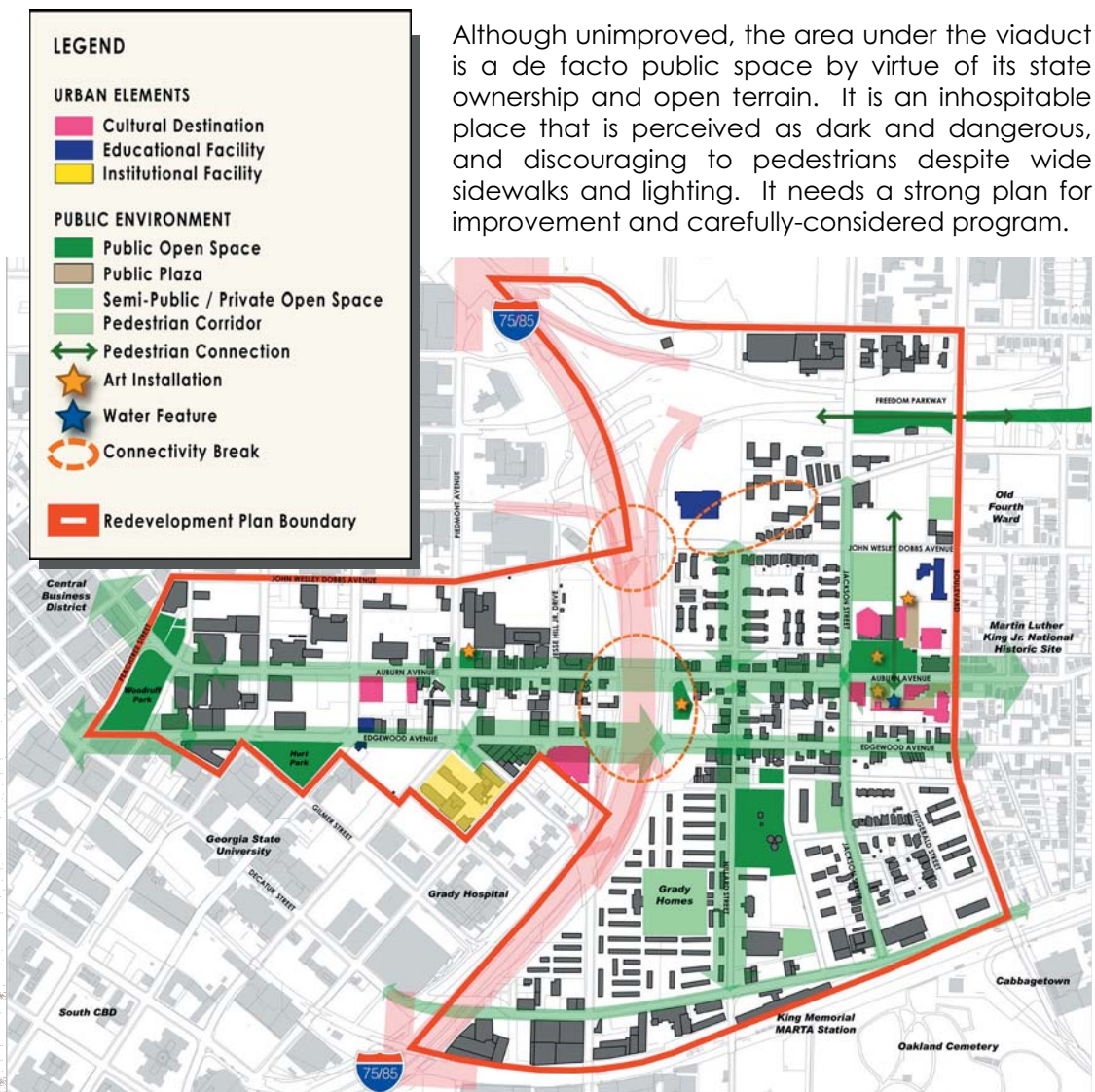
Considering the location within the innermost core of the city, the study area is relatively well-served with parks and open space, although better maintenance and connections are necessary in some instances. On the west, Woodruff Park and Hurt Park are the two principal open spaces, and both are well-designed and in good condition. On the west, the rose garden and grounds of the King National Historic Site work in harmony with the plaza and reflecting pool surrounding the sarcophagus, marking the transition from Sweet Auburn to the Old Fourth Ward. To the north, the western extension of Freedom Park adds a small but significant strip of open space, effectively bringing this 187-acre asset to the community's doorstep. The long-term plan calls for a ceremonial greenway connecting the King Center with the Carter Center.

Other public spaces need attention. Butler Park, 3.4 acres on the south, is underutilized and under-maintained, although it has a recreation center, a playground and several tennis and basketball courts. It is included in the redevelopment master plan for Grady Homes and identified as a target for renovation and intensification of active uses. Dobbs Plaza is likewise suffering from neglect. It occupies a key location midway between the eastern and western ends of Sweet Auburn, but is adversely affected by the presence of the interstate viaduct. It is included as part of Redevelopment Project 7.

Although unimproved, the area under the viaduct is a de facto public space by virtue of its state ownership and open terrain. It is an inhospitable place that is perceived as dark and dangerous, and discouraging to pedestrians despite wide sidewalks and lighting. It needs a strong plan for improvement and carefully-considered program.

While the study area is relatively well served with parks and plazas, open space maintenance and the cavern underneath the I-75/85 viaduct remain significant challenges to Butler-Auburn

Figure 3.6:
Existing Open Space Framework



3.7 Significant Property Ownership

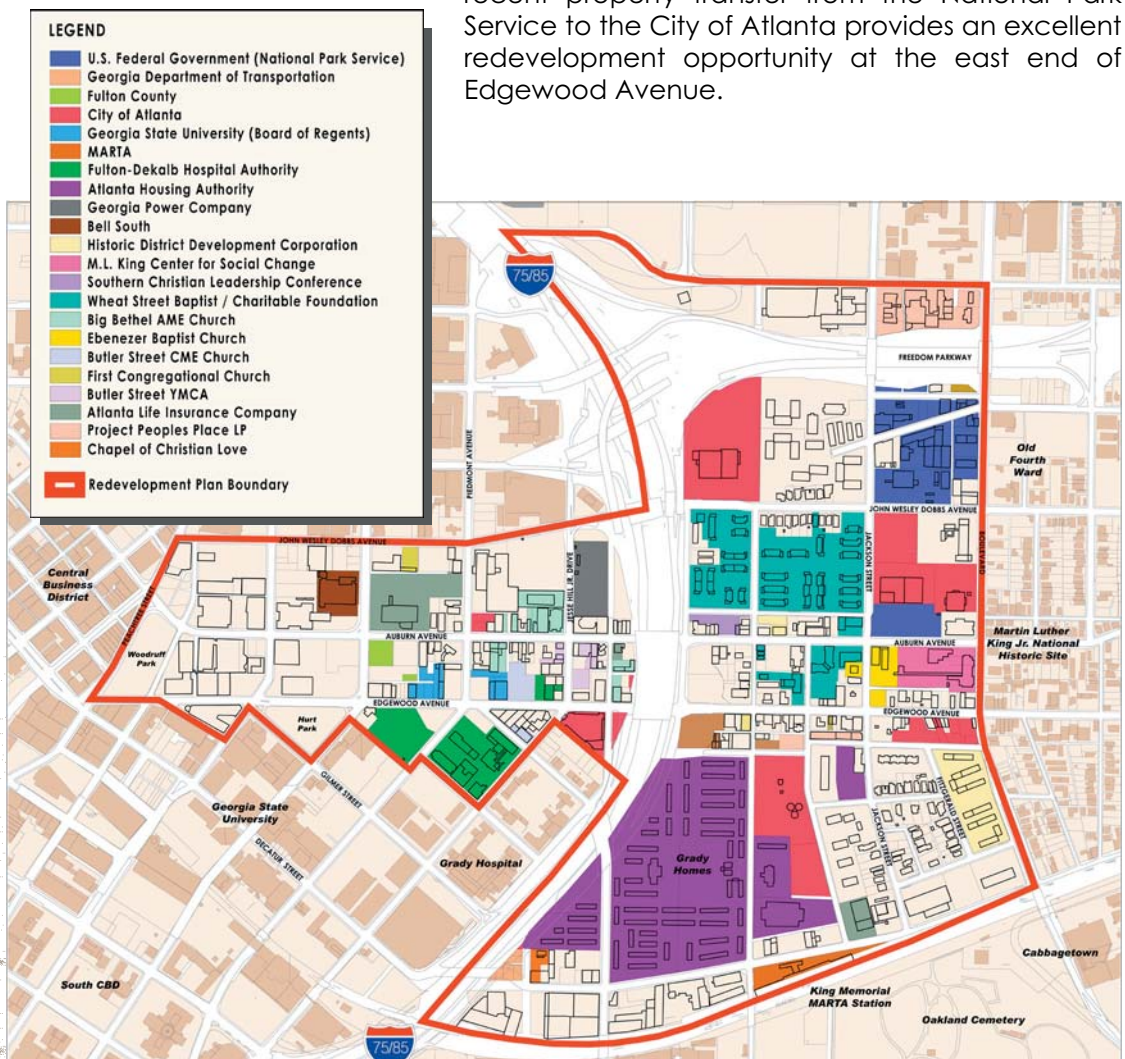
The study area is dominated in its eastern half by large institutional landholdings. Perhaps the most significant is Grady Homes and Antoine Graves, 14.5 acres of multifamily and senior housing owned by the Atlanta Housing Authority. A similar large residential complex is Wheat Street Gardens, 11.3 acres owned by the Wheat Street Charitable Foundation. Together with other smaller parcels, the combined acreage owned by Wheat Street Baptist Church and Wheat Street Charitable is 14.8 – the largest private holdings in the area. The federal government also owns a significant amount of land in conjunction with the King National Historic Site – 11.1 acres north of Auburn Avenue. These major assemblages form the basis of several redevelopment projects discussed in Part IV.

The western half of the study area is more fragmented. The largest landholders are the Fulton-Dekalb Hospital Authority with portions of its Grady Hospital campus extending into Sweet Auburn; Atlanta Life Insurance with 3.4 acres containing the Herndon Plaza office building and surface parking; and Big Bethel AME Church with just over 2 acres not including parcels associated with Sweet Auburn Village. As above, Atlanta Life and Big Bethel parcels are the basis of two redevelopment projects.

Other smaller (but no less important) landowners in the study area include Georgia State University and Butler Street YMCA on the west; and Ebenezer Baptist Church, the Historic District Development Corporation, and the King Center on the east. A recent property transfer from the National Park Service to the City of Atlanta provides an excellent redevelopment opportunity at the east end of Edgewood Avenue.

Although the western portion of the study area is defined by fragmented property ownership, the eastern half is dominated by large institutional landholdings that form the basis of redevelopment potential

Figure 3.7: Significant Property Ownership



3.8 Development / Redevelopment Opportunities

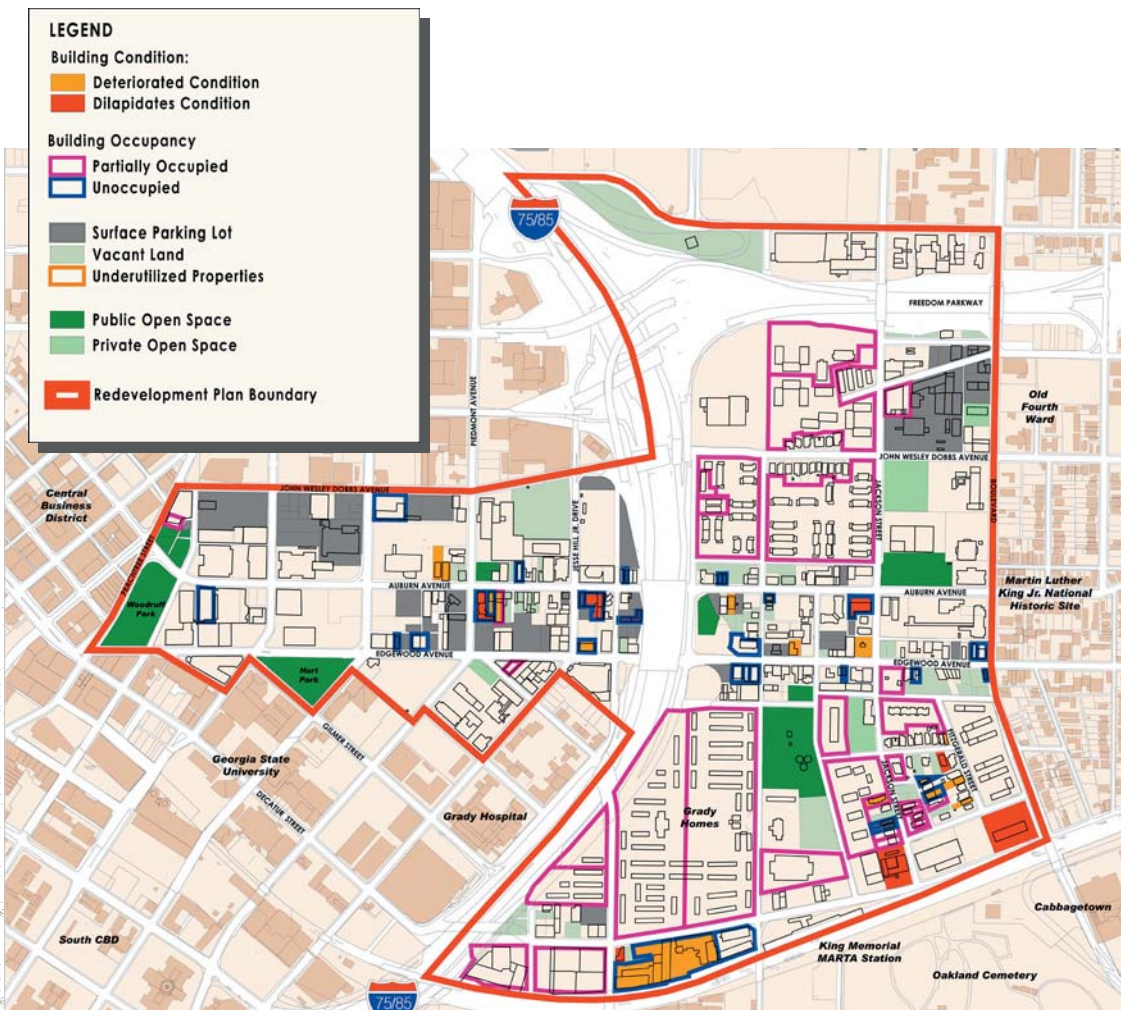
In general, development opportunities in the study area include vacant properties and deteriorated or underutilized structures. Due to the historic nature of the area, preservation and rehabilitation is instrumental and several important properties suggest additional redevelopment projects. Much of the far eastern side of the study area is already built out and provides limited opportunity for new development; however, as you move west through the study area, development and redevelopment opportunities increase.

The many existing and often historic structures constrain development opportunities to only portions of blocks or sometimes even only single parcels. Still, on the northeast side of the study area there are two major development opportunities in the current Wheat Street Gardens and Atlanta Overlook sites. Both are currently home to deteriorating apartment buildings and are prime locations for large new residential and mixed-use projects. In addition, the National Park Service surface parking facility located across Jackson Street from these apartment complexes offers an excellent opportunity to intensify municipal parking while introducing some larger-scale retail and mixed-use projects in the future.

Finally, the block between Auburn and Edgewood bounded on the west by Dobbs Plaza and on the east by Hilliard is a superb site for a new mixed-use development with a cultural component that could serve the entire study area and link the two halves.

Vacant properties and deteriorated or underutilized structures represent potential for both small scale rehabilitation throughout the area and large scale redevelopment in sites such as Wheat Street Gardens and the Atlanta Overlook

Figure 3.8: Development/ Redevelopment Opportunities



3.9 Stakeholder Issues

Several predominant issues resonated with a majority of stakeholders during interviews. In seven categories, the highlights are as follows:

Land Use and Development: Wheat Street Gardens and Overlook are the most immediate large development opportunities and deserve attention; Big Bethel has interest in the adjacent Beaudry Ford parking lot.

Economic Development: Under-realized potential for cultural tourism; concerted marketing effort needed for district; 27,000 square feet new retail at Sweet Auburn Village; economic impact of GSU students.

Housing: Major new housing opportunities in Grady Homes, Wheat Street Gardens and Overlook; concern for provision of affordable housing; concern for displacement of existing residents.

Historic and Natural Resources: Retaining the historic character of Sweet Auburn is extremely important; important historic resources such as Atlanta Life and the Prince Hall Masons Building have restoration plans or support; Sweet Auburn Village will act as a case study of integrating preservation and new development.

Traffic and Transportation: The Auburn / Edgewood trolley is a major community priority; limited parking is an issue, especially during church services; vehicular speed and volume presents problems at Courtland, Piedmont and Boulevard intersections.

Community Facilities / Social Services: There are crime, drug and homeless problems facing the area, especially around Calhoun Park and the I-75/85 viaduct; an independent leadership entity needs to manage the growth of Sweet Auburn.

Urban Design: Hilliard Street is an important north-south axis; the National Park Service is vital to the preservation of historic resources; there are opportunities for downtown views from many places; the viaduct presents a major urban design challenge.

A range of issues from district marketing to affordable housing and the need for independent leadership in combatting crime arose in meetings with study area stakeholders.

Additional stakeholder issues can be found in the meeting minutes contained in Appendix B.

Figure 3.9: Stakeholder Issues Matrix

Land Use and Development	Economic Development	Housing	Historic and Natural Resources	Traffic and Transportation	Community Facilities / Social Services	Urban Design
<p>Mixed-use redevelopment plans are underway for two major properties - Wheat Street Gardens and Atlanta Overlook</p> <p>Wheat Street Charitable (WSC) is also considering redevelopment ideas for the two Plaza buildings and parcels near the church</p> <p>WSC and Overlook are amenable to 'bundling' their redevelopments into a consolidated package for TAD funding, possibly with the NPS site</p> <p>Sweet Auburn Village is moving into pre-sales, with construction planned for early 2006</p> <p>Land values average around \$45-\$50 per sq. ft. with the high end at \$80</p> <p>Long term plans call for redevelopment of the Beaudry surface lot and Bethel Tower by Big Bethel</p> <p>Butler YMCA could be a good candidate for office uses</p>	<p>The legacy of Reverend William Holmes Borders includes faith-based economic development and incubator office space</p> <p>There is a recognition of the economic development potential of MLK / NPS tourism, but caution that bussing used during the Olympics would be repeated</p> <p>The story of 'Sweet Auburn' is generally unknown and needs a concerted PR / marketing effort</p> <p>Sweet Auburn Village will add 27,000 sq. ft. of storefront retail to the corridor, with a mix of local and neighborhood retailers</p> <p>Retail rents are targeted at \$19-\$22 per sq. ft. at Sweet Auburn Village</p> <p>The initial thought is to provide 30,000 sq. ft. of retail along Jackson Street in the Overlook redevelopment</p>	<p>The redevelopment of Grady Homes may add 850+ housing units to the area</p> <p>The redevelopment of Wheat Street Gardens may add 500+ housing units to the area</p> <p>Affordable housing is central to Wheat Street Charitable, with a 1:1 replacement desired at Wheat Street Gardens</p> <p>The redevelopment of Overlook may add up to 600 housing units to the area, at an average price of \$275 per sq. ft. (\$350K)</p> <p>Overlook may include 20% affordable units, and will be primarily owner-occupied</p> <p>Existing residents of Overlook will be relocated if desired</p> <p>The Houston Square apartment complex is part of the Overlook project</p> <p>Sweet Auburn Village will add 160 condominium units to the area, at an average price of \$220,000</p> <p>Existing single-family areas need to be improved</p>	<p><i>Retaining the historic character of Auburn is extremely important to some stakeholders</i></p> <p><i>The NPS is involved in negotiations to preserve the SCLC building</i></p> <p>The historic Atlanta Life buildings have been planned for renovation</p> <p>There are varied opinions on the preservation of the single-family homes on Dobbs</p> <p>The historic Casino will contain an interpretive installation with a portion of the arched roof preserved</p> <p>Mutual Federal is being preserved and may contain a bank</p> <p>The small insurance building at Sweet Auburn Village will have its facade restored</p> <p>Current plans call for the reconstruction of the Rucker building facade</p> <p>The Herndon building facade should be preserved, but reuse has strong challenges</p>	<p>Limited parking in the corridor is a problem, including church overflow on Sundays</p> <p>Wheat Street Baptist needs around 200 spaces for its congregation, and additional parking at the Towers due to the increasing numbers of seniors with cars</p> <p>There is widespread support for trolley or streetcar running down Auburn Avenue</p> <p>The pedestrian environments at the railroad viaducts needs improvement</p>	<p><i>Crime and drug trade issues plague the corridor, especially around Calhoun Park and along Hilliard</i></p> <p>A new Fulton County branch library has recently opened in the Goode - Van Slyke Building</p> <p>A portion of the East-side TAD funds must go community needs / projects</p> <p><i>Walden Middle is in need of transformation, especially in its physical plant and grounds</i></p> <p>Community support of redevelopment plans is important to Wheat Street Charitable and Overlook</p> <p><i>An independent leadership entity that is devoted to "what's good for Auburn" should be created</i></p>	<p>The Overlook team is following the design leads of Imagine, including the extension of the Freedom Park greenway</p> <p>The initial concept for Overlook includes an internal street</p> <p>There is a need for facade improvements on the Royal Peacock and adjacent buildings</p> <p>The rooftop amenities area of Sweet Auburn Village benefits from the Downtown view</p> <p>Hilliard needs definition as the main north-south axis of the district</p> <p>The NPS can contribute in the restoration of additional buildings important to Sweet Auburn and Civil Rights</p> <p><i>Fire Station No. 6 will be converted into a fire museum beginning in 2003?</i></p> <p><i>A historic multifamily building behind Fire Station No. 6 will be converted to the John Lewis Civil Rights Center?</i></p>

3.10 Comparative Findings of Slum and Blight

Seven indicators of slum and blight were listed in the 1994 Butler-Auburn Redevelopment Plan as the basis for consideration as a redevelopment area. Little has changed in the intervening ten years, although there have been signs of some positive economic activity. Each indicator is addressed and updated below:

- 50% of the existing building stock is substandard or worse
- Streetscapes have fallen into disrepair and the street network has received no engineering since the time of the Olympics
- 15% of parcels remain vacant
- Median household income in the study area is well below half of the greater city's value
- Unsafe streets, noise and pollution indicate reduced livability in Butler-Auburn

Structural Deficiencies and Deterioration: Approximately 50% of the existing building stock is in substandard condition or worse, although there are ongoing plans to address and improve major properties. The 1994 Redevelopment Plan reported 32% of the built environment as substandard condition or worse. There has been little, if any, active renovation since 1994 – and it can be safely assumed that the general condition of buildings has at best held constant, but more probably has declined.

Conflicting Land Use and Circulation: There has been no change to the street network or traffic engineering since 1994, nor have there been any significant changes in land use. In three cases, light industrial / commercial uses have transitioned to multifamily residential and live-work, somewhat mitigating the conflicts between industrial and residential areas. The railroad is an ongoing presence in the southern end of the study area; and although abrupt land use changes are inevitable in cities, there has been no attempt since 1994 to provide suitable buffers. There has been no change in single-family residential subdivision patterns either; residential lots below minimum lot size standards surveyed in 1993 still exist.

Infrastructure Obsolescence and Disrepair: A major change in the study area infrastructure has been the Olympic streetscape installed on Auburn Avenue from Peachtree Street to the King Center. Minor streetscape improvements have been provided as part of individual building projects such as the Loudermilk Center (Atlanta Regional Commission Building) and the SunTrust parking deck. However, the Auburn streetscape has not been maintained and is in obvious disrepair in several places. Its heightened profile and considerable investment draws attention to this problem and compounds the impression of a derelict environment. Besides Auburn and the few random instances of improvements, the balance of visible infrastructure has not changed since 1994.

Vacant Land and Unoccupied Buildings: As previously mentioned, there has been little construction in the study area since 1994. The windshield survey found 60 out of 408 parcels vacant, or 15% of the total parcels in the study area. In terms of acreage, 7% of the study area or 15.8 acres lie vacant. Vacant parcels roughly correlate with the 1993 CODA survey, although vacant acreage has mildly decreased. However, adding surface parking lots to the count, the vacant and underutilized parcels jump to 30% of the study area, or 16% of the total acreage. At 34 acres, this exceeds the CODA observations of vacant land. In terms of the built environment, surface parking equates to essentially vacant land in dense urban settings. Additionally, there remain significant historic structures along Auburn and Edgewood which are unoccupied, under-occupied or physically neglected.

Tax Delinquency: Current tax delinquency information was unavailable for this analysis. The contention that under-utilized parcels and buildings represent a missed opportunity for tax revenue still holds true. This is attested to by virtue of the adoption of an Eastside Tax Allocation District (TAD), which was formulated on the basis of underperforming tax revenue in the area.

Adverse Economic and Social Conditions: The study area is largely covered by two census tracts – 13121-28 and 13121-33. Correlation between census areas surveyed in 1994 and 2005 may not be exact, since some tract boundaries may have changed and small portions of the study area (the west end and northwest corner) in other tracts are excluded from this overview. Edgewood Avenue roughly divides Tracts 28 and 33, with Tract 28 extending north and containing Wheat Street Gardens and Atlanta Overlook; and Tract 33 extending south and

containing Grady Homes and the Jackson / Fitzgerald neighborhood. Overall, population increased in both tracts but at a greater rate in 28, probably due to new multifamily construction; households increased with the same frequency. Population growth in Tract 33 held steady with the city as a whole, at 6%; Tract 28 outstripped the city at 49%. Median household income – correcting for inflation – increased in both tracts as well (7% in 28, 20% in 33). However, median household income is still well below the city value of \$34,770 in both tracts, at 44% in Tract 28 and 29% in Tract 33.

General Environmental Conditions: This final indicator can be included verbatim from the 1994 Plan as the contention remains true today: *“The expressways, arterial traffic streets, and the industrial fringes of Butler Street / Auburn Avenue create noise, air pollution and traffic congestion. Arterial streets lack safe pedestrian crossings, internal streets and walks are devoid of landscaping, and the commercial and institutional areas of the district seriously lack off-street parking. As a result, these conditions reduce the livability of the residential areas and hinder the provision of safe and attractive conditions for visitors to the neighborhood’s historic and cultural resources.”*

The fact that most of the study area has remained unchanged has kept the need for a redevelopment area intact, and the need for a renewed community vision essential.

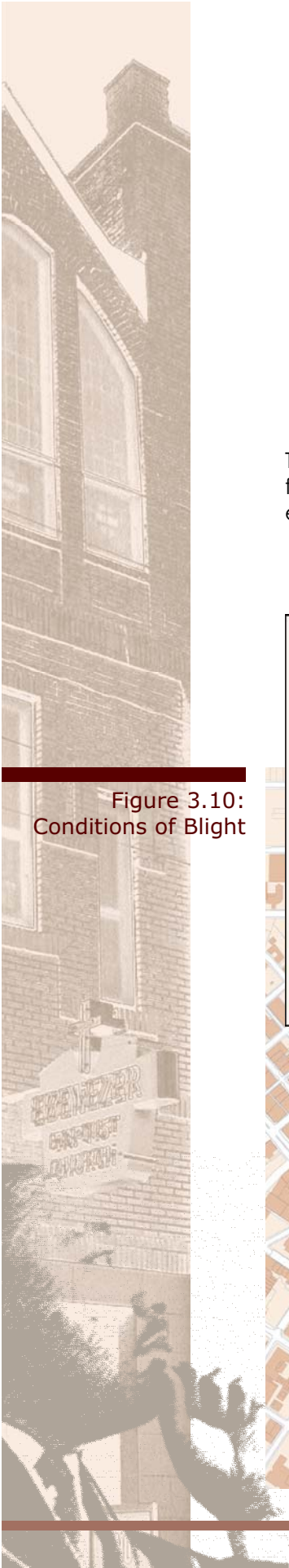


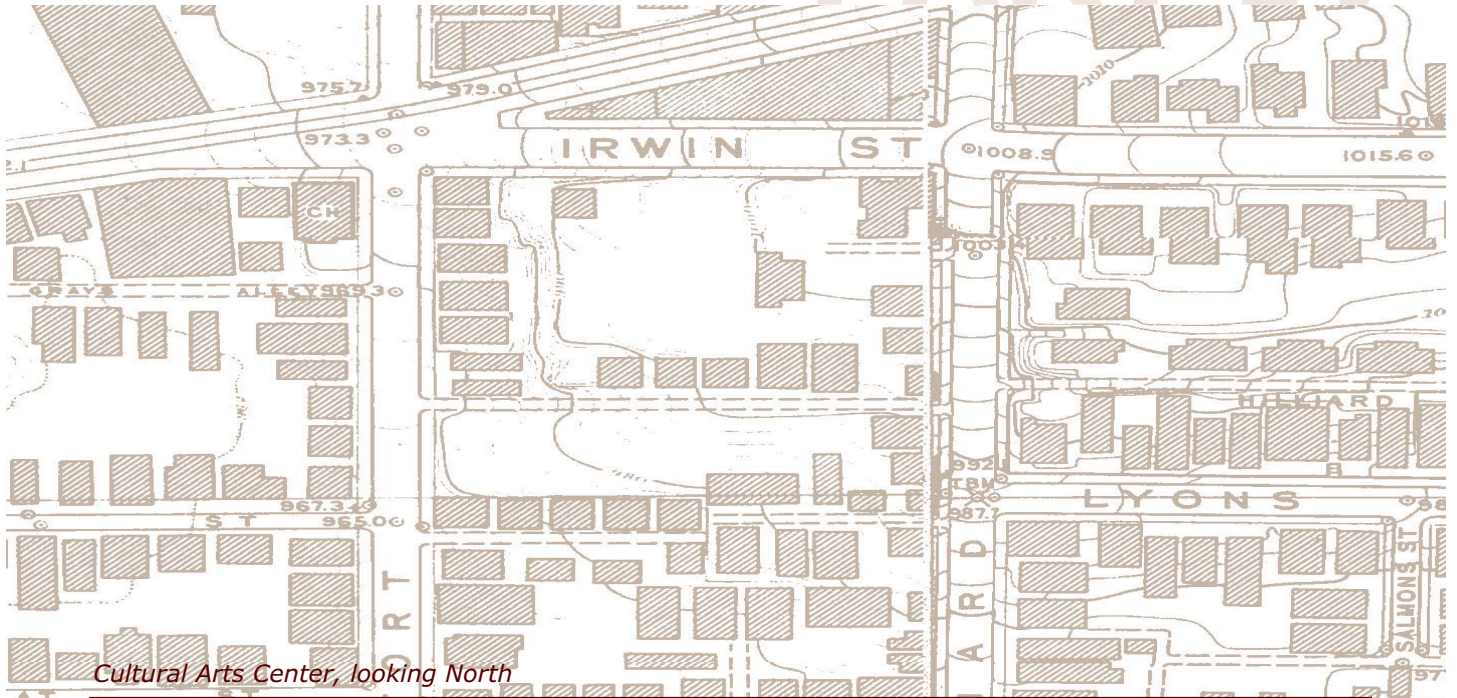
Figure 3.10: Conditions of Blight





Butler - Auburn Redevelopment Plan Update

Part IV : Redevelopment Plan Elements



Cultural Arts Center, looking North



Part 4 Redevelopment Plan Elements

This Part 4 contains the heart of the 'plan' for improving the Butler / Auburn community. In particular, Part 4 focuses in on the future land use and zoning strategy, a detailed development approach for thirteen catalytic projects, a concept for public improvements, and several technical elements that satisfy the State of Georgia urban redevelopment law requirements.

Plan concepts, projects and ideas have been formulated through an exhaustive, community-based process. Individual projects have been discussed with various property owners and tested in market-based pro formas in an attempt to create a reasonably realistic picture of new development. In addition, plan concepts and projects have been validated with a representative Planning Committee as well as a public workshop.

All projects, concepts and ideas as contained within Part 4 are designed to fulfill the Vision, Goals and Objectives as stated previously in this report. It should be noted that unlike several older planning efforts, this plan is rooted in an understanding of the current real estate market for Atlanta's Downtown and Eastside. Furthermore, the presence of the Eastside Tax Allocation District (TAD) provides a very significant source of project-based capital that has heretofore been a missing element in the consideration of revitalizing Sweet Auburn. Finally, there exists a re-energized political and regulatory framework that has been spurred by several recent development projects in the area (e.g., Sweet Auburn Village, Auburn Glenn, Edgewood Lofts). This new framework now sees the reality and impact of actual development - i.e., beyond the rhetoric of previous 'paper visions' for Sweet Auburn - and is prepared to provide the necessary changes and support for exciting, yet compatible new development.

Figure 4.0:
Prince Hall
Masonic Lodge



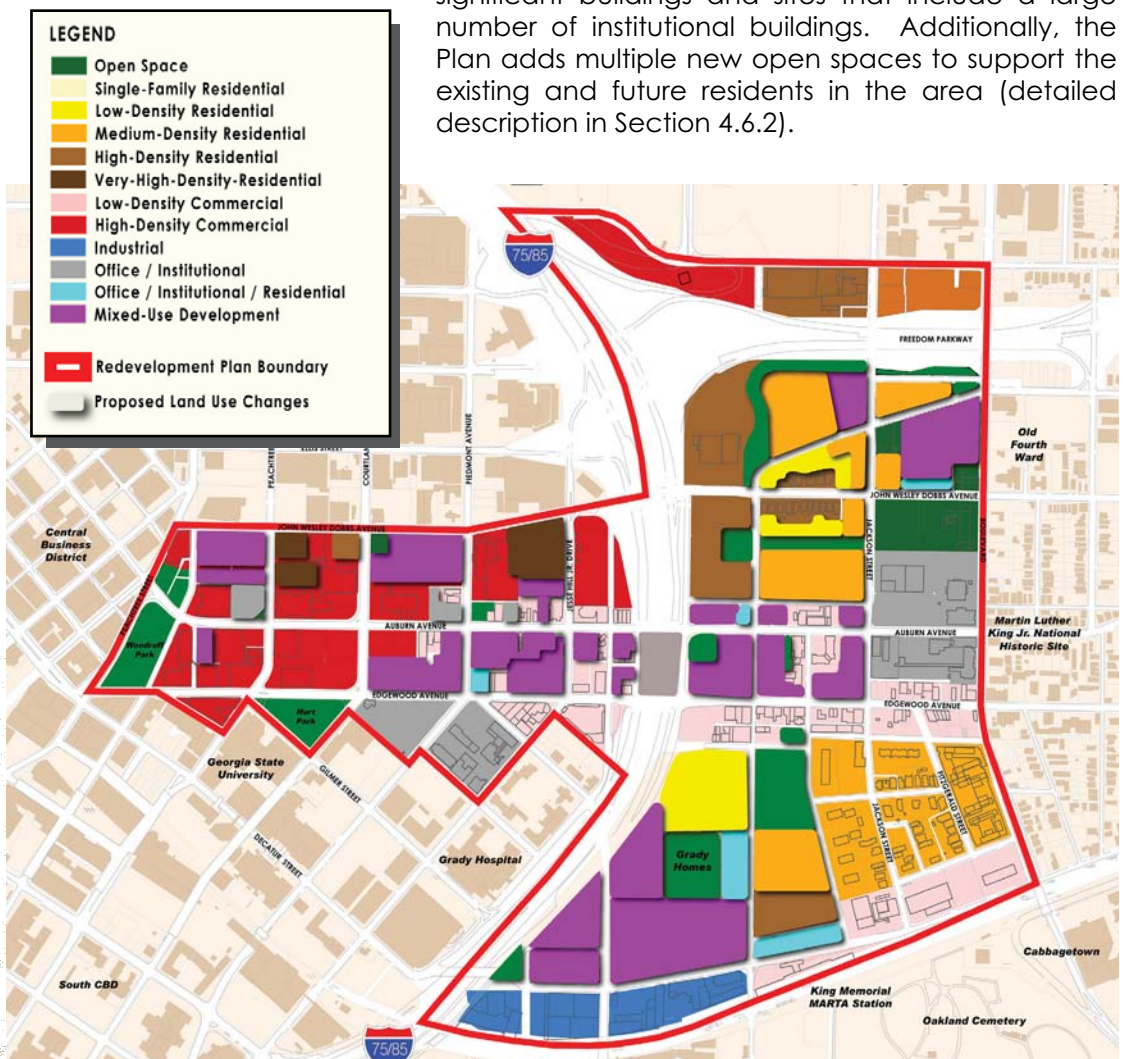
(Image: GSU Archives, Lane Brother / Tracy O'Neil Collections)

4.1 Future Land Use Plan

As the process of updating and renewing the Landmark District and conventional zoning districts takes place, it is essential to create a compatible land use map that allows for the proposed zoning to be implemented. The Future Land Use Plan reflects the overall theme for future development envisioned in the Sweet Auburn district. It incorporates both the community's vision as well as the planning team's analysis of market demand and potential in this area. Eleven different land use categories describe these future land uses, including a mixed-use development category which would include a combination of two or more of the other land uses. The categories are consistent with those contained in the current City of Atlanta Comprehensive Development Plan (CDP) 15-Year Land Use Plan.

Within the study area, a majority of the potential redevelopment sites are planned as mixed-use developments. Of these, redevelopment sites west of the interstate have a larger commercial component due to their proximity to Downtown; while projects east of the expressway involve more residential development that transitions into the existing historic single-family neighborhood. The overall intention is to add a variety of housing products while encouraging the commercial viability of the area. These mixed-use projects (and associated densities) are described in detail in Section 4.5. Parcels selected for redevelopment include existing parking lots, vacant land, and low density non-contributing buildings. In addition to these large-scale projects, the Future Land Use Plan also calls for preserving and restoring historically and culturally significant buildings and sites that include a large number of institutional buildings. Additionally, the Plan adds multiple new open spaces to support the existing and future residents in the area (detailed description in Section 4.6.2).

Figure 4.1:
Future Land Use



4.2 Future Zoning Plan

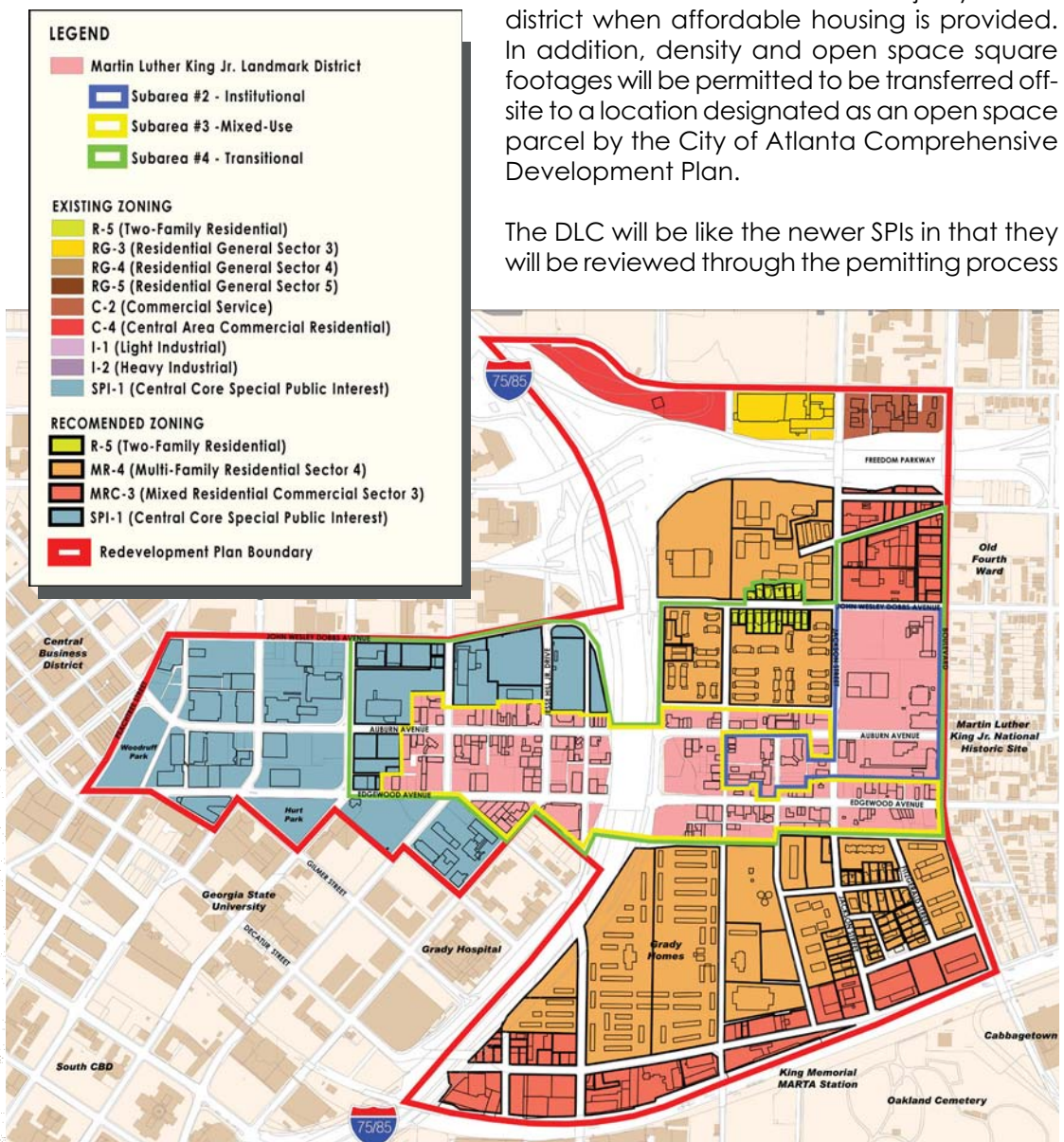
The existing zoning pattern discussed in Section 3.2 describes the three basic zoning geographies overlaying the Butler-Auburn study area – the Martin Luther King Landmark District, the Downtown core SPI-1, and the series of conventional districts covering about half of the eastern end. Of these, only SPI-1 has undergone an effort to update the regulations to reflect both the innovative provisions contained in the city's new Quality-Of-Life codes and a policy emphasis on the provision of housing, including affordable or workforce housing. These updated standards are consistent with the newer SPIs and will be specifically patterned after the Midtown SPI-16 and SPI-17. The new SPI-1, called the Downtown Livability Code or DLC, will not be an overlay and will in fact supplant the existing underlying SPI zoning and any attached conditions.

The new DLC regulations will require sidewalks, supplemental zones, street furniture zones, building delineation from the 3rd floor and below, window fenestration minimums, side yards, rear yards, loading and mechanical screening, block sizes and parking requirements. In addition, bonus language will be introduced to provide incentives for specific elements. For example, residential density can be increased from an FAR of 10 to an FAR of 21 in the majority of the district when affordable housing is provided.

In addition, density and open space square footages will be permitted to be transferred off-site to a location designated as an open space parcel by the City of Atlanta Comprehensive Development Plan.

The DLC will be like the newer SPIs in that they will be reviewed through the permitting process

Figure 4.2.1:
Future Zoning



by a newly created Advisory Committee. The Downtown SPI Design Review Board will review and comment on all new Special Administrative Permit applications through the Bureau of Planning so as to assist the City in the development and review process. This Advisory Committee will be made up of the area's key stakeholders including neighborhood, property owner, business owner and institutional representatives.

In short, much work has gone into the development of zoning standards for the area of SPI-1 and as such, the DLC needs to be adopted into this study area as-is and unchanged. The process has included a large group of property owners, neighborhoods, government agencies and other major stakeholders of the area; they are kept informed of the progress, and know that it is about to be adopted. The Butler-Auburn Redevelopment Plan Update does not need to redo what has already been done by the current and soon-to-be completed zoning revision process.

4.2.1 Assessment of Existing Landmark District Provisions

The existing Martin Luther King Jr Landmark District was adopted in 1982. At that time, the district regulations were progressive for the City in terms of what could be done through zoning. Since that time, the City has made tremendous progress and advancements in zoning. In particular, urban design requirements and pedestrian elements have taken on a more prominent role in current City zoning mechanisms.

The Landmark District is now in need of updating to enable this originally innovative zoning district to regain its progressive status. Because of the growth in the Downtown, Old Fourth Ward neighborhood and within the Butler-Auburn neighborhood itself, this District must be updated to reflect a new community. Not only has the existing district grown out of sink with the area's growth, the district has also been surpassed by the

requirements within the newer Quality of Life Districts and Special Public Interest Districts that exist within the City and adjacent to the existing Landmark District.

Within the existing district, urban design

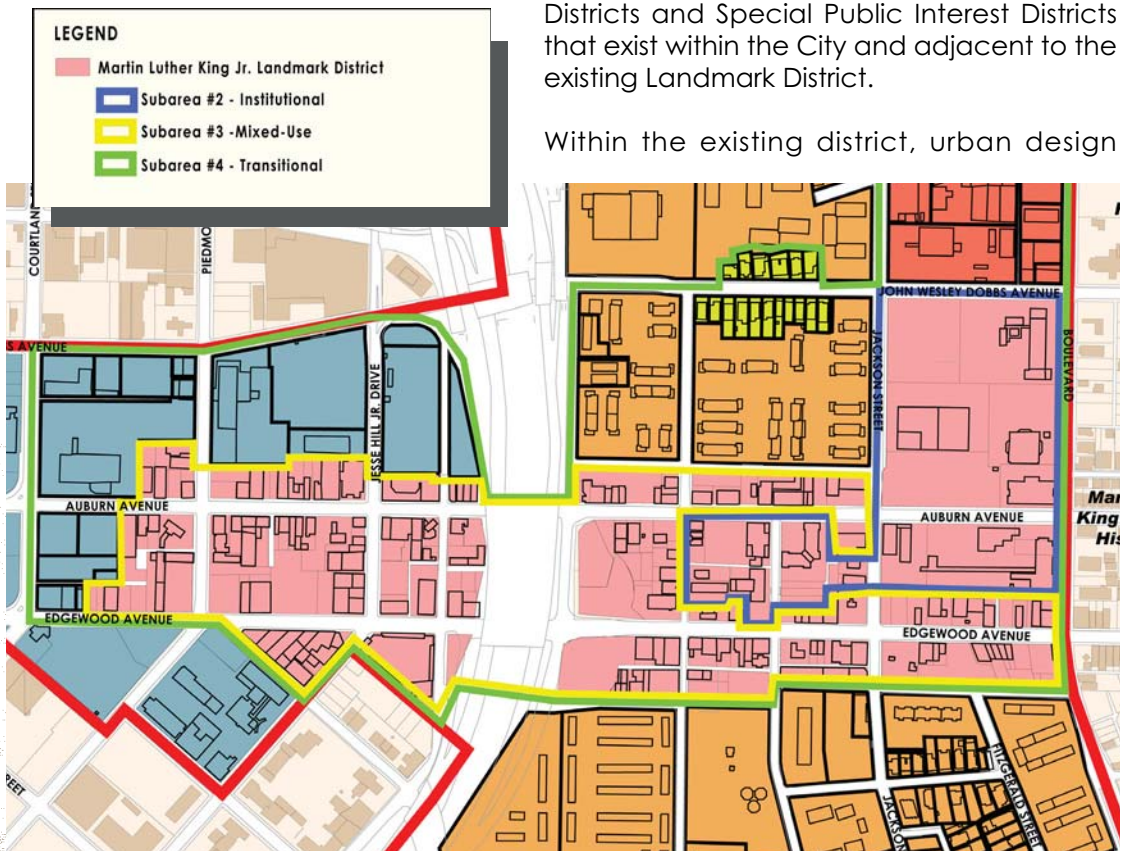
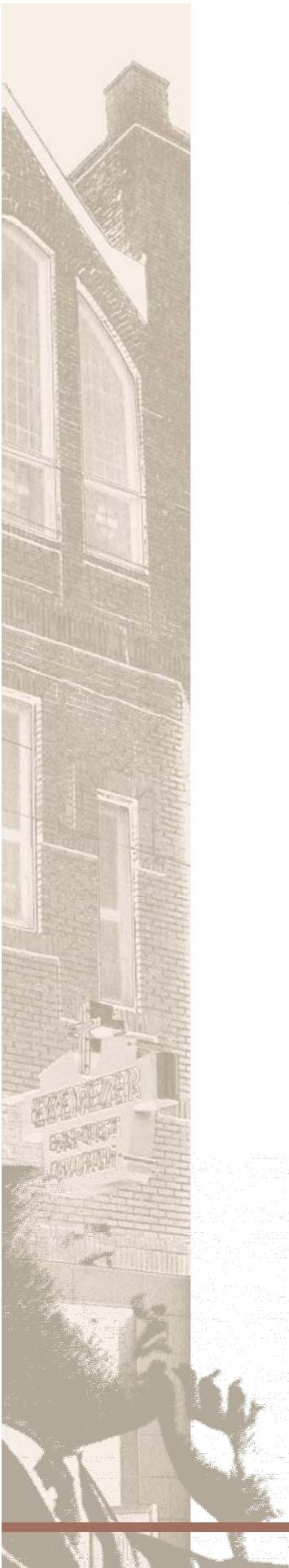


Figure 4.2.2:
Landmark District
Subareas



elements that control building setbacks, window fenestration, primary entrances, façade design and signage are lacking. Open space standards, density mixes and parking ratios are in desperate need of change to reflect the needs of the area. And finally, the uses and scale of development permitted in each subarea must be revisited as the original established subareas have changed in many ways since the creation of the district.

4.2.2 Proposed Modifications to Landmark District

The first step in updating the District regulations must be to consolidate the existing subareas that make up the District. New subareas must be drawn to accurately reflect those areas that have commonality in intent and design. The result of this exercise is that the 6 original subareas (Auburn Avenue Residential, Residential, Institutional, Auburn Commercial, Edgewood Commercial; and Transitional) become streamlined into 4 new subareas (Residential, Institutional, Mixed Use and Transitional). This consolidation reflects the primary areas of use within the District today. The Edgewood/Auburn spine constitute the mixed use core of the District; the area east of Boulevard is predominantly single-family neighborhood; the King Center area is of an institutional character; and finally the areas that buffer the District to the west and north represent a buffer area that is not to be controlled through this District but is close enough to the District that it needs to be reviewed by Atlanta Urban Design Commission staff.

A significant change for the District involves the approach to controlling density. The new District regulations will regulate density as a result of regulating building heights and building setbacks. These dimensions will form a building envelope within which new development may be permitted to be built. This will in essence form the density controls for all new development. By removing the density calculation and controlling density through building design, density calculations will be removed as a confusing side effect of the District. An additional advantage is that this will reinforce that this District is designed to reflect the historic scale and building form of setbacks and heights and not an arbitrary calculation that would prove difficult to implement on a block-by-block basis.

Beyond the density control changes, the area of greatest change is the treatment of urban design elements in the District. While each subarea will have specific regulations dealing with uses and heights, the entire District will be unified in its urban design treatment. All development within the District will be required to have sidewalks, street trees, window fenestration, sidewalk level entrances, side or rear parking facilities, open space provisions, building façade articulation and historic façade massing and scale.

These urban design elements will provide commonality to the entire district and will bind all of the subareas together. Many of these urban design controls are the implementation of the Auburn Area Commercial District Design Guidelines which were completed in 1990 and to date have yet to be incorporated into the Landmark District regulations. The latest regulations found in the City Special Public Interest Districts and Quality of Life Districts also are included in this revised District to ensure that the latest and most innovative language will be utilized to guide development within the District.

4.2.3 Proposed Modifications to Other Districts

Those areas that immediately surround the Landmark District and constitute the remaining zoning district of the Butler/Auburn Redevelopment Area are currently made up of a combination of the Downtown Special Public Interest District, R, RG and C zoning districts.



Special Public Interest District 1 abuts the area along the entire western edge of the area. Fortunately, this area has just undergone an extensive planning and zoning initiative through the leadership of Central Atlanta Progress and the City of Atlanta. This new updated SPI district is scheduled to be submitted for official adoption before the end of 2005. This district need not be edited as a result of this process.

A very small node of single-family residential exists on Irwin Street, between Irwin and Hilliard Streets. This node is an island of single family, surrounding by higher density properties. The properties are on both sides of the street and stretch for a block's length. This pocket will remain so as to ensure the preservation of the historic character of this block. The properties are currently zoned R5 and will continue to be zoned as such as part of this plan.

The majority of the remaining parcels are currently zoned under the RG district. This zoning district allows for multi-family residential development. This plan calls for all properties immediately south and north of the Landmark District to be rezoned to the MR 4 zoning classification. This new Quality of Life district requires all of the urban design elements that are critical including relationship of building to street standards, residential window treatment, unit entrance requirements, sidewalks, street trees, screened parking, building façade treatments and open space requirements. This MR 4 designation reflects both the current trends of development and the vision of this plan.

The final pieces of the zoning plan represent the mixed use portions of the area which are found on the fringes. The properties to the northeast fronting Freedom Parkway and Boulevard, and the properties with frontage on DeKalb Avenue are currently zoned to the C district designation. All of these properties are to be zoned to the MRC 3 designation as part of this plan. As with MR 4, the MRC 3 district is another Quality of Life district and as such will require all of the same urban design elements that are required in the MR district. Buildings will be low to mid-rise structures with ground floor retail, commercial or office uses and residential units above. This zoning designation is reflective of current development trends and of the vision of this plan.

4.3 Illustrative Plan

Auburn Avenue's uniqueness lies in its variety as it transitions from the high-density commercial district on its western end to a historic single-family neighborhood on its eastern edge. Connecting these changing uses and densities is a continuous thread of the Auburn Avenue storyline which goes back to the days when this district was a thriving African-American center of trade and commerce. The Illustrative Plan brings together the recommendations for development and open space projects which feed into this storyline.

This district is perhaps the greatest opportunity to create a mixed-use neighborhood in the core of Downtown Atlanta that blends old and new into a powerful story of the city's coming of age. Thirteen catalytic projects have been identified in this plan with the hope that they will stimulate the development market ultimately transitioning this historic but forlorn district to a thriving in-town neighborhood. Each one of these projects has been designed with sensitivity to its historical significance, location and surrounding fabric.

Closer to Peachtree Street, development is oriented towards high-density mixed use, predominately commercial, to account for the high land values and proximity to Downtown's commercial core. This includes a large mixed-use project at the site north of Herndon Plaza, which incorporates a major office building, condominiums and storefront retail. Another project closer to Downtown is identified at the intersection of Courtland Street and Edgewood Avenue where there is an opportunity to create an urban-scale mixed-use / hospitality project potentially serving Georgia State University.

Prospective partnerships with area institutions provide valuable opportunities to develop new residential and commercial facilities while accommodating the growth of these institutional landmarks. Prominent amongst these is the Big Bethel AME Church and the Bethel Towers adjacent to it. Renovations to Bethel Tower and new housing on the parking lot site just north offer an opportunity for affordable housing along the corridor. This project would complement the Sweet Auburn Village mixed-use condominium project currently planned south of Big Bethel between Piedmont and Hill. Additionally, partnerships with Butler CME and Butler YMCA create the opportunity for expanding YMCA's program and the redevelopment of the historic Herndon Building.

East of the expressway, development is more focused towards a variety of residential products including townhouses, lofts, and multifamily buildings (both rental and ownership). A majority of this new residential will replace aging apartment complexes such as Grady Homes, Wheat Street Gardens and Atlanta Overlook. Additionally, new housing is planned on the parking lot north of the National Park Service visitor center.

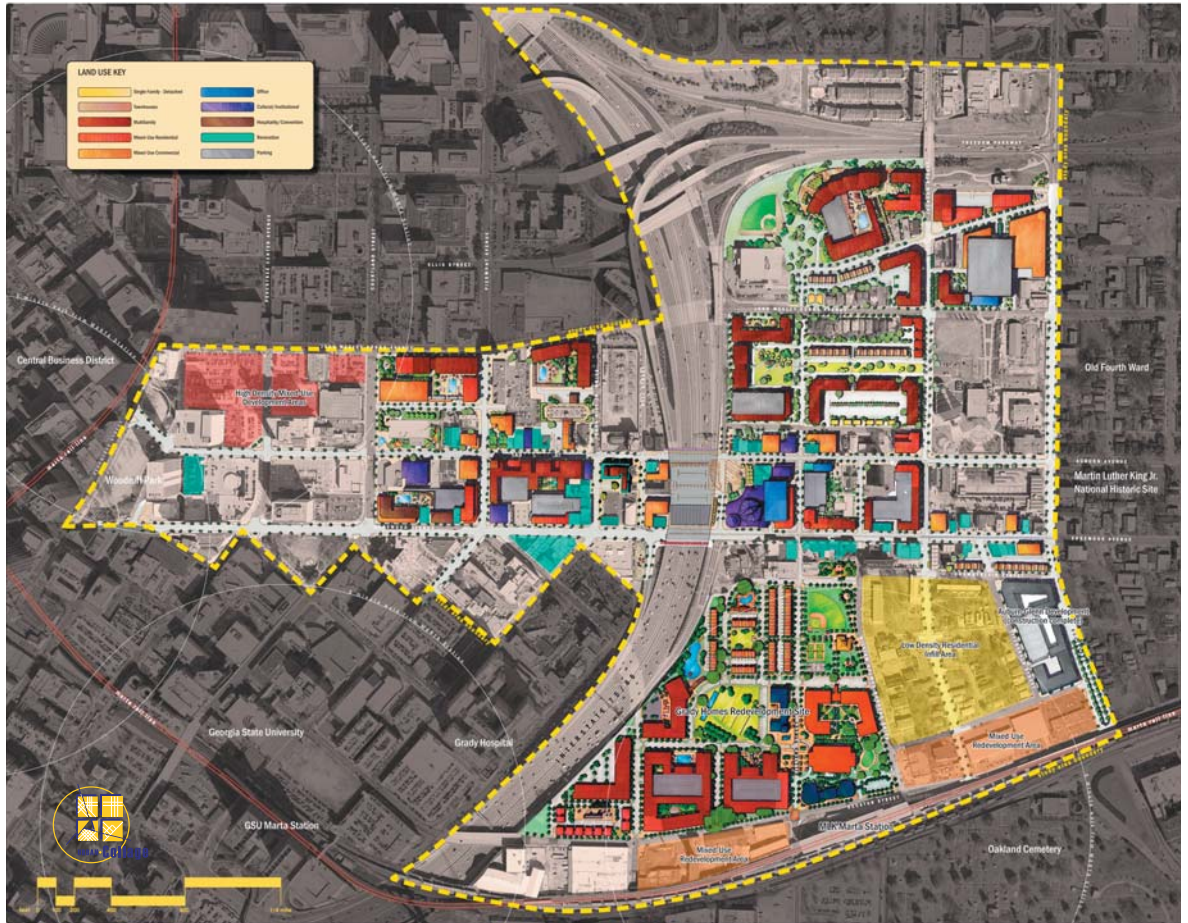
Perhaps one of the most important of all these projects is the Cultural Arts facility that would create a new institutional landmark in Sweet Auburn. Envisioned to re-establish the district's history as a vibrant entertainment venue, this anchor project will incorporate residential and commercial components to create a comprehensive mixed-use development.

Overall, the Illustrative Plan shows how these projects work together with planned public open spaces and supporting infrastructure improvements to create a dynamic template for the comprehensive, historically-appropriate, diverse redevelopment of Sweet Auburn.





Figure 4.3:
Illustrative Plan



Butler - Auburn Redevelopment Plan Update

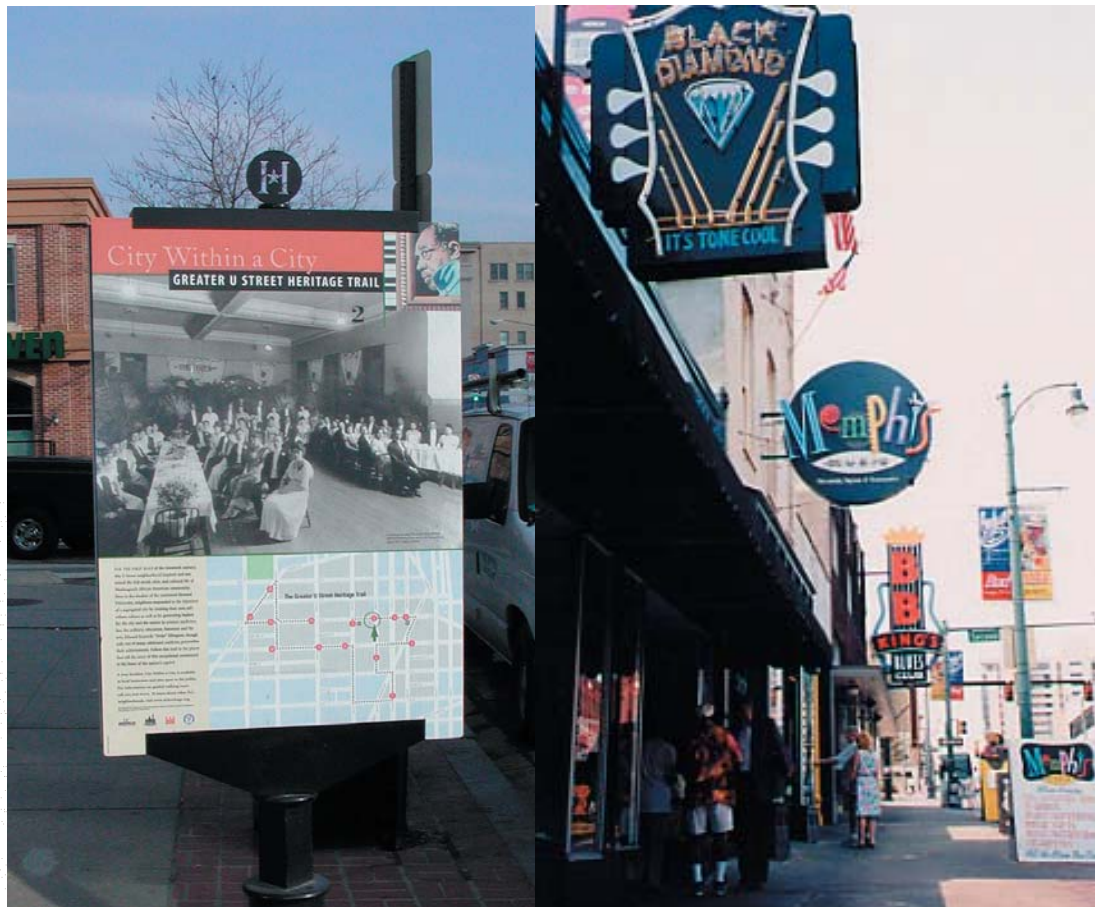
illustrative plan catalytic projects

4.4 Infrastructure and Design

In the ten years since the original Butler-Auburn Redevelopment Plan was adopted, there has been the realization that reversing the advance of neighborhood decay is not the only objective of a revitalization effort; and that Sweet Auburn is much more important to American culture than just another rejuvenated downtown neighborhood. The landmark district appellation and the inclusion of the Sweet Auburn narrative in the visitor literature to the King National Historic Site are a testament to this fact. Yet, precious little has been discussed about physically manifesting the story of Sweet Auburn in every renovation project and every new development. Historic preservation of the artifacts themselves constitutes an important aspect of this, as do the several different walking tour guides and pamphlets. Still, leaders in legendary African-American neighborhoods like Harlem, U Street / Shaw, and Beale Street have recognized the value in creating a strong, consistent theme that is represented through design of infrastructure - a value that not only allows visitors to easily immerse themselves in the cultural cross-section of the area, but implies historic preservation as a crucial component of new development.

This thematic programming or 'branding' of the district through adjustments and additions to the built environment at its best provides subtle and intuitive notations for the visitor; but at its worst can degenerate into a parody of the characteristics it intends to celebrate. It is therefore important that marketing Sweet Auburn in this way must be handled with sensitivity and respect for tradition. Much of this branding can be accomplished through well-designed and coordinated infrastructure - not only streetscapes and public open space, but communication media like way-finding pylons and signs. For example, in the U Street Corridor of Washington D.C., district maps and photographs animate the city's well-built cultural tourism markers (below left); while in Memphis the emphasis is on spotlighting the entertainment roots of the

Figure 4.4.1:
Celebrating
Infrastructure



area through neon signage (below right). Each of the thirteen catalytic projects in the following pages use preservation as the portal to linking with the 'storyline' of Sweet Auburn discussed in Part 3.

Likewise necessary to accommodating an influx of tourists is the provision of adequate but not overwhelming parking. In the prior studies and through community input, the need for parking facilities – primarily a few strategically-placed municipal decks – was determined a priority. The public parking below the I-75/85 viaduct is a vestige of this attitude dating back to the 1994 plan. However, with new development occupying at least one key site, good locations for municipal parking became difficult to find, especially in light of the redevelopment potential of most surface lots in the corridor. Therefore, each individual catalytic project considered the provision of municipal parking as a program component. In cases where the uses and site areas were such that parking decks were necessary (most projects) the assumption was made that part of the deck would be allocated to public parking. In general, the parking values assigned to each use reflected the urban location, and are in line with recent city policy.

The dispersion of the decks better serve the corridor by providing facilities at many locations, closer to destinations. The decks tend to be smaller than if consolidated in a few structures. Most decks can be integrated into the architecture of the project if visible. As part of the infrastructure of the corridor, decks can be designed to both harmonize with the historic fabric and reinforce the theme. In Figure 4.4.2, a parking deck along Auburn built shortly after the 1994 plan uses the vocabulary of traditional buildings to support the architectural rhythm of the street edge. Another approach treats the deck as a warehouse, using industrial proportions and materials to reinforce the theme of the location, Ybor City.

Figure 4.4.2:
Parking Deck
Alternatives

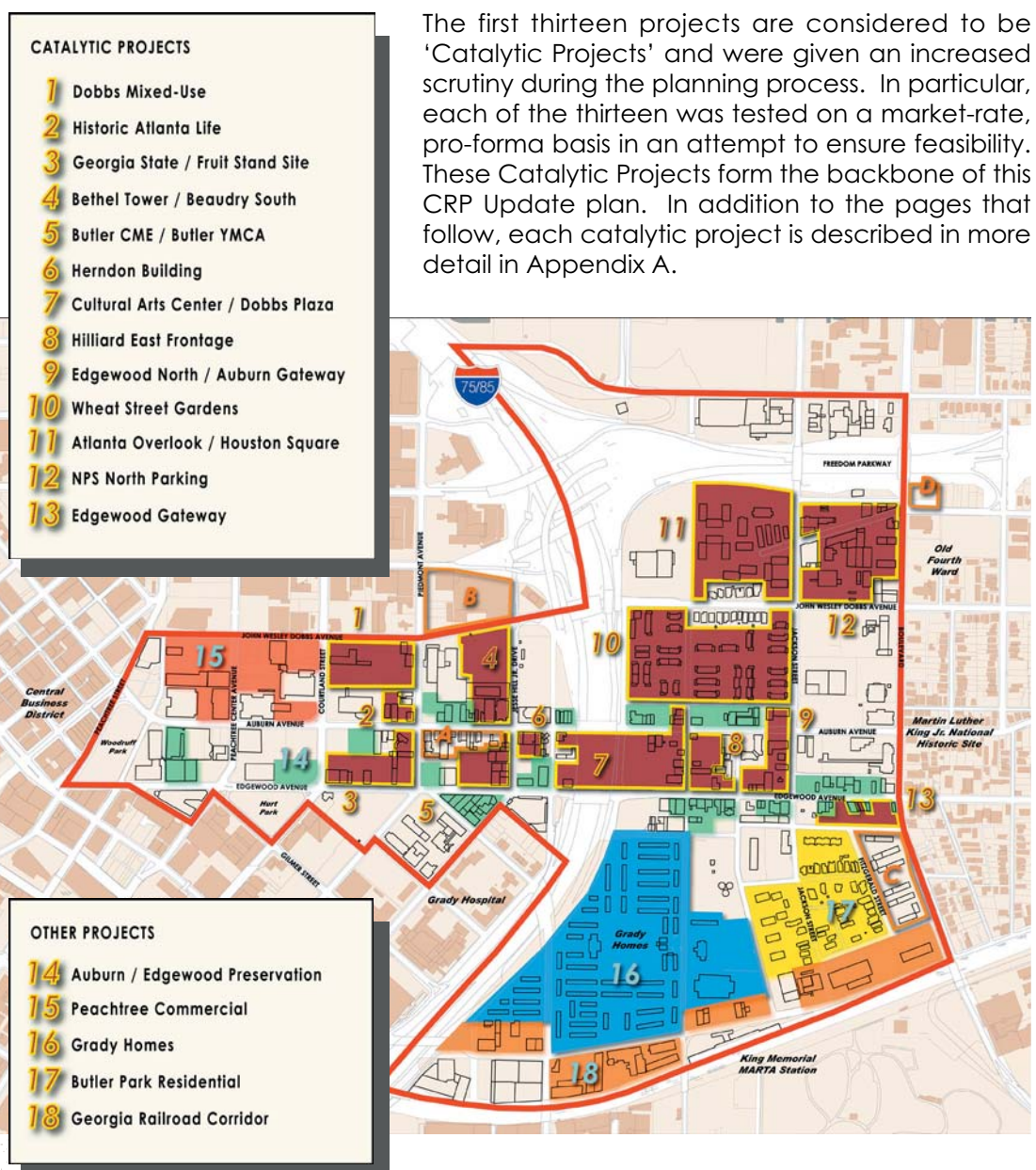


4.5 Redevelopment Projects

Described and illustrated on the pages that follow, the redevelopment of key parcels and sites are necessary to achieve the overall vision of a revitalized Sweet Auburn. Various factors have informed the selection of these projects including vacancy, underutilization, market forces, and property owner's interests. Additionally, a comprehensive community input process and an analysis of the historical significance of buildings and sites have been utilized in the design of each project. The objective behind generating these scenarios is to create a template for development which takes into consideration the overall vision for redevelopment in Sweet Auburn. In each case, demolition of existing structures has been minimized to the extent feasible in an effort to maintain the visual continuity of the Sweet Auburn 'story'. Although it is intended that most, if not all of these projects be developed without the use of significant official urban redevelopment powers, they should nonetheless be considered as eligible official urban redevelopment projects. As such, the development quantities described herein should be taken as the official 'redevelopment re-use controls' (with a 10% margin of deviation).

The first thirteen projects are considered to be 'Catalytic Projects' and were given an increased scrutiny during the planning process. In particular, each of the thirteen was tested on a market-rate, pro-forma basis in an attempt to ensure feasibility. These Catalytic Projects form the backbone of this CRP Update plan. In addition to the pages that follow, each catalytic project is described in more detail in Appendix A.

Figure 4.5:
Redevelopment
Projects /
Project Areas



4.5.1 Project 1: Dobbs Mixed-Use

Figure 4.5.1:
Project 1 Site Plan



Project 1 spotlights historic First Congregation Church and recreates old Glazener Avenue as a pedestrian-oriented street

Estimated Value:
\$132,163,173

Bound by John Wesley Dobbs Avenue, Piedmont Avenue, and Courland Streets, this project area's proximity to Downtown's commercial core provides a key opportunity for high-density development and is envisioned to be a truly 'Downtown' mixed-use project containing a twelve-story office tower, a significant multifamily component and storefront retail wrapped around a parking deck. Varying heights and scales for the residential and commercial components of this project result in a strong silhouette and recognizably urban character. A hardscape plaza at the site's northwest corner gives pride of place to the historic First Congregation Church and creates an opportunity for outdoor dining under a canopy of trees. The site plan also includes a new east-west street connection between Courland and Piedmont, re-establishing Downtown's historic street grid by approximating long-disappeared Glazener Avenue - in its new incarnation emulating the character of Fairlie or Poplar Streets. This pedestrian-oriented street provides an additional opportunity for locating restaurant and entertainment space and efficient service entries to the new buildings. Overall, the massing concept for the Dobbs mixed-use project creates both a transition between Downtown's high-density commercial and Auburn Avenue's low-density historic character, and reinforces the perceptual edge of the corridor begun by Bethel Tower and the Citizen's Trust Building.

Development Program Summary:

Residential	
Single-Family	0 units
Multifamily	302 units
Retail	53,100 square feet
Office	421,500 square feet
Hospitality	0 units
Institutional / Cultural	0 square feet
Other	0 square feet

Parking	
Surface	0 spaces
Structured	897 spaces

Project Economic Highlights

With its excellent location near GSU, Grady Hospital, the CBD office district, and the GSU student housing village, the Dobbs mixed-use project should provide a reasonable overall return at market rates, with condo properties performing particularly well. Given its significant office component, the project represents a longer-term (6-10 years) opportunity rather than a near-term one. The project does perform adequately with an equal housing mix of condos and apartments but only performs minimally as an all-apartment property (within the housing category).

4.5.2 Project 2: Historic Atlanta Life

Figure 4.5.2:
Project 2 Site Plan



Project 2 stresses preservation with a complete renovation of the historic Atlanta Life buildings and a reconstruction of the Rucker Building facade

The western side of the Piedmont Avenue and Auburn Avenue intersection still maintains its original historic quality and cultural significance with the APEX museum, the original Atlanta Life buildings, the Auburn Avenue Research Library and the Atlanta Daily World offices. The proposal for this project area builds upon these historic resources with the rehabilitation of the Atlanta Life Insurance Company buildings into office and institutional space. The renovated space could potentially also be used as a new cultural attraction focusing on the life of Alonzo Herndon, the founder of Atlanta Life. Project 2 includes a new mixed-use building with storefront retail and office at the northwest corner of Piedmont and Auburn, which uses salvaged materials from the demolition of the Rucker Building to reconstruct the façade on its original footprint. The new development expands the building envelope sensitively by adding floor area to the rear of the lot and includes two penthouse levels, set back to keep the historic cornice line intact. The project also proposes a pedestrian link between the new street described in Section 4.5.1 and Auburn Avenue; the link is intended to reinforce the notion of a cultural node centering on APEX, Atlanta Life and Atlanta Daily World as well as improve the physical transition between the project and the current Atlanta Life headquarters. Across Piedmont, a renovated Calhoun Park provides a welcome space from which to view the second incarnation of the Rucker Building.

Development Program Summary:

Residential	
Single-Family	0 units
Multifamily	0 units
Retail	6,965 square feet
Office	45,160 square feet
Hospitality	0 units
Institutional / Cultural	2,500 square feet
Other	0 square feet
Parking	
Surface	0 spaces
Structured	0 spaces

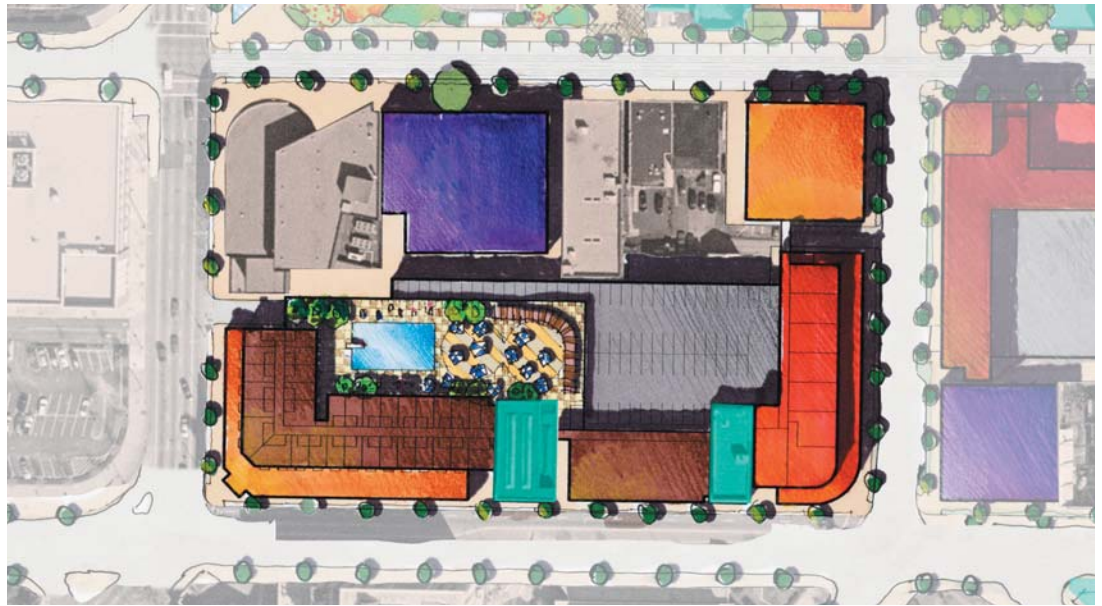
Project Economic Highlights

Assuming that additions to the parking facility in the Dobbs mixed-use project are provided, the Historic Atlanta Life retail-and-office development should perform well at or below market rates. Until the Dobbs project is developed however, the Historic Atlanta Life project will need to secure parking in the adjacent surface lot, which appears achievable. The location is strong as a retail site.

Estimated Value:
\$6,848,007

4.5.3 Project 3: GSU / Fruit Stand Site

Figure 4.5.3:
Project 3 Site Plan



Project 3 adds a major destination to Hurt Park and converts a historic building into a dramatic entry for a new hotel and conference center

Estimated Value:
\$45,165,589

Project Area 3 is bounded by Courtland Avenue, Edgewood Avenue and Piedmont Avenue. Currently a mix of underutilized buildings and parking lots, the proposed redevelopment of this site recommends new uses complementing the presence of Georgia State University. The corner of Courtland Street and Edgewood Avenue has the highest visibility with its exposure to Hurt Park; here the project suggests a two-level combination retail / university bookstore with a café, similar to the facility included in Georgia Tech's 'Tech Square' development in Midtown. The bookstore entry and massing reflect the small-scale presence of the landmark Coca-Cola Bottling Plant across Edgewood. Above the bookstore and extending down Edgewood, a 98-room 'boutique' hotel containing over 60,000 square feet of conference and meeting space uses the renovation of the existing three-story 1910 neoclassical Georgia Power building as a grand lobby and signature restaurant. Elsewhere, a seven-story mixed-use building is proposed for the southeast corner of the site which contains significant ground level retail (possibly a drugstore or restaurant) and second-floor office space with multifamily residential above. The building edge continues north with another commercial mixed-use component similar in scale and articulation to the reconstructed Rucker Building across the street. The individual development pieces would be supported by a shared parking deck, with a pool and plaza level for the hotel.

Development Program Summary:

Residential	
Single-Family	0 units
Multifamily	40 units
Retail	64,917 square feet
Office	36,052 square feet
Hospitality	98 units
Institutional / Cultural	0 square feet
Other	65,375 square feet
Parking	
Surface	0 spaces
Structured	672 spaces

Project Economic Highlights

The location of the project is strong for a major retail component and smaller office component. It offers the best location in the Sweet Auburn district for a small hotel-and-conference-center development that can secure use commitments from GSU and Grady Hospital, as well as marketing to district visitors and the basic "SMERF" (Social, Military, Educational, Religious, Fraternal) lodging / meeting facility market.

4.5.4 Project 4: Bethel Tower / Beaudry Parking

Figure 4.5.4:
Project 4 Site Plan



Project 4 re-ori-ents Bethel Tower to Auburn Avenue with a mixed-use entry building reminiscent of the original Citizens Trust

Project Area 4 targets the redevelopment of portions of the block containing the historic Big Bethel AME Church and the Citizen's Trust office building. There are two major opportunities in this area – renovation of the Bethel Tower low-income multifamily apartment building and the development of the 2.5-acre former Beaudry Ford parking lot located just north of Bethel Tower. While owned by Georgia State University, there have been discussions between GSU and Big Bethel AME regarding the future of this lot now that the main Beaudry site is moving forward as the 2,000-bed Piedmont Student Housing project. Providing a major affordable component to a high-density residential development on the Beaudry surface lot would offset (and supplement) the loss of affordable units if Bethel Tower converts partially to market-rate units. Renovations to Bethel Tower include replacement of the parking areas below and on the elevated deck with active uses, and removing the two-story portion extending to Auburn Avenue. The parking load is transferred to a new facility on the Beaudry site; and the elevated deck is enhanced with outdoor play spaces. A new infill building adjacent to Big Bethel contains a retail arcade leading to the lobby of the renovated Bethel Tower. Two additional floors in the infill building contribute meeting space for Big Bethel. The Auburn frontage is intended to harmonize with the adjacent two-story storefront character, with the infill façade designed to replicate in spirit the original 1930s Citizen's Trust Building.

Development Program Summary:

Residential	
Single-Family	0 units
Multifamily	539 units
Retail	15,600 square feet
Office	0 square feet
Hospitality	0 units
Institutional / Cultural	0 square feet
Other	0 square feet

Parking	
Surface	0 spaces
Structured	682 spaces

Project Economic Highlights

The Bethel / Beaudry housing-and-retail project should benefit from both its own location and the developments slated to occur immediately to its north and west. It is assumed that the housing will include significant rental and/or affordable housing components, which will put some pressure on returns. While the project works best as an all-condominium facility, a condo/rental mix may serve the intended market better.

Estimated Value:
\$75,225,273

4.5.5 Project 5: Butler CME / Butler YMCA

Figure 4.5.5:
Project 5 Site Plan



Project 5 invigorates a key stretch of Edgewood with new infill, adaptive reuse of the Haverly's buildings and a repositioning of the Butler YMCA

Estimated Value:
\$18,678,981

The surface parking lot on Edgewood midway between Piedmont and Jesse Hill (Butler Street) is the site of a new 538-space deck and mixed-use loft residential project that has been in the formative stage for many years. The surface lot is owned by Butler CME church; the parking would provide space for their congregation as well as for residents, retail patrons and enough overflow space to offer for lease. The project is currently on file with the Atlanta Urban Design Commission for a Type III Certificate of Appropriateness; it includes the mixed-use renovation of the historic Haverly's buildings on the corner of Edgewood and Hill, with four additional penthouse residential units built on the roofs. Thirty-two loft units screen the deck from view of the street, and storefront retail runs the full length of the project. The renovation of this key corner is especially critical as it contains the oldest commercial building along Edgewood and provides a rich context for the Sweet Auburn Curb Market. An additional component of the project might expand the program to include the renovation and repositioning of the Butler YMCA, with a cultural installation in the meeting room where the legendary 'Hungry Club' held their gatherings. Market-competitive health facilities like a pool and gym could be ideally incorporated into the Butler CME deck – possibly at roof level – while the Auburn / Hill intersection could house fitness rooms in a open, transparent shell that animates the Auburn streetscape.

Development Program Summary:

Residential	
Single-Family	0 units
Multifamily	44 units
Retail	13,365 square feet
Office	0 square feet
Hospitality	0 units
Institutional / Cultural	Possible w/ Butler Y
Other	0 square feet

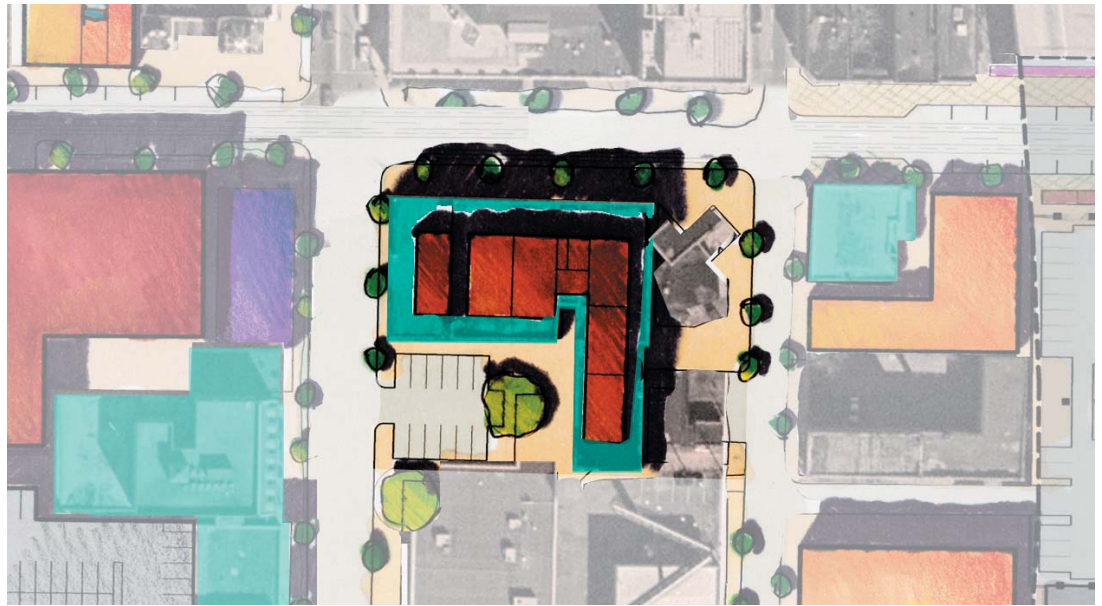
Parking	
Surface	0 spaces
Structured	538 spaces

Project Economic Highlights

The project's location favors its retail and housing components. If the significant parking component can be secured with long-term commitments from area complexes – particularly Grady Hospital – then the project should perform well. In fact, the parking garage could provide much-needed parking support for other area retail and office developments or redevelopments like the Herndon Building.

4.5.6 Project 6: Herndon Building

Figure 4.5.6:
Project 6 Site Plan



Preservation of all or a portion of the Herndon Building - an Auburn landmark - is critical to the integrity of the district's storyline

Estimated Value:
\$8,293,203

The Herndon Building is the single most important preservation target among all the catalytic redevelopment projects. It has been allowed to fall into such disrepair that now portions of the roof have collapsed and most, if not all, the windows are missing. Yet, despite the building's forlorn appearance, it's value as a link to Sweet Auburn's past is overwhelmingly acknowledged by the community. At a minimum the façade requires preservation, including restoring historic windows and providing compatible replacements where they are missing. Other features such as the fire escape on the eastern façade are important details that provide depth and authenticity to the Auburn corridor; these should be preserved as well. The proposal for the adaptive reuse of the Herndon Building therefore calls for the rebuilding of the internal portions of the structure with new construction and the preservation of the façade and exterior elements. The program is commercial mixed-use, with storefront retail on the entire ground floor and traditional office uses on the upper floors. Similar to the Haverty's strategy in Project 5, high-end residential penthouses are proposed for the roof - much like the penthouse built on the former Bona-Allen Building in Fairlie-Poplar. Parking is a problem on the tight site; the twenty spaces could be reserved for residents and premium tenants, while the bulk of the load would need to be accommodated in nearby facilities.

Development Program Summary:

Residential	
Single-Family	0 units
Multifamily	6 units
Retail	13,300 square feet
Office	37,500 square feet
Hospitality	0 units
Institutional / Cultural	0 square feet
Other	0 square feet
Parking	
Surface	20 spaces
Structured	0 spaces

Project Economic Highlights

Currently favorable land prices should help support a reasonable return for this project. Renovation costs that are significantly higher than new construction could threaten adequate investor returns but can be controlled. The project will need to secure convenient off-site parking to support both its retail and, more importantly, its office components. The Herndon Building may work best as a higher-end "trophy" mixed-use development, with rates significantly higher than market.

4.5.7 Project 7: Cultural Arts Center

Figure 4.5.7:
Project 7 Site Plan



Project 7 recreates a portion of the old Carnegie Branch Library and restores the SCLC buildings as part of a new museum

Imagine Downtown envisioned the Cultural Arts Center to be a cultural anchor at Auburn Avenue's midpoint. Located at the intersection of Auburn and Interstate 75/85, the project site enjoys excellent access, good visibility and close proximity to the MLK National Historic Site. This project is conceptualized as the physical 'link' between Sweet Auburn's civil rights history and Auburn Avenue's historical significance as an entertainment district; it incorporates a museum, performance halls and supporting administrative and back-of-house spaces. The center also integrates Dobbs Plaza into its design, rehabilitating a neglected Olympic-vintage public space into a grand entry for the main performance hall lobby. Dobbs Plaza is extended under the interstate viaduct to increase the area available for outdoor performances; a large 'digital billboard' screens the viaduct's northern abutment and continues the space of Dobbs Plaza to the west. Elsewhere, the Prince Hall Masons' and SCLC Women's buildings are restored as part of a museum component that recreates in spirit the old Carnegie Library. Residential mixed-use lines a widened Hilliard Street and wraps the Edgewood corner. Specially-designed vending kiosks occupy a widened Edgewood sidewalk and form an extension of the Auburn Curb Market. The area opposite this vending is an ideal location for a streetcar maintenance barn with its central location and accessibility. Finally, mixed-use buildings infill sites along Bell Street.

Estimated Value:
\$60,743,603

Development Program Summary:

Residential	
Single-Family	0 units
Multifamily	63 units
Retail	28,722 square feet
Office	167,890 square feet
Hospitality	0 units
Institutional / Cultural	141,500 square feet
Other	0 square feet
Parking	
Surface	105 spaces
Structured	504 spaces

Project Economic Highlights

The relatively low current land cost combined with the introduction of a significant amount of office product provide good support for the major cultural center planned for this site. As with all of the projects analyzed, this project works best economically with its housing component being all-condominium. The centralized location will strengthen the Cultural Center itself, while the Cultural Center will provide destination appeal to area retail, as well as added market appeal for its housing and office components.

4.5.8 Project 8: Hilliard East Frontage

Figure 4.5.8:
Project 8 Site Plan



The social legacy and leadership of Reverend Williams Holmes Borders is honored in a memorial courtyard, incubator office and affordable housing

The east side of Hilliard Street between Auburn and Edgewood is dominated by the parking lot for Wheat Street Baptist Church and contains vacant parcels and buildings either unoccupied or in serious disrepair. Hilliard itself constricts at Auburn to the width of the narrowest streets in the district. The Edgewood frontage is equally distressed, and Auburn is faced with a six-foot retaining wall for half the length of the block. These conditions dictated the site response and shaped the program of Project 8. The main feature is a new six-level 200+ space parking deck for the church, freeing the surface lot for conversion into a landscaped courtyard with a grand stair leading down to Auburn Avenue. The courtyard continues through to Edgewood Avenue, and could contain some monument or interpretive installation to the accomplishments of Reverend Williams Holmes Borders. The project also recommends renovation and reuse of the three-story building at the Auburn / Hilliard corner, and a similar new incubator office building adjacent to it masking the existing grade change. Along Edgewood, the vacant and underutilized lots are an ideal opportunity to add to the street's limited housing with a three-story multifamily building with storefront retail at the Hilliard corner. Storefront retail also supports the Auburn frontage, and Hilliard is widened to match its profile north of Auburn.

Development Program Summary:

Residential	
Single-Family	0 units
Multifamily	46 units
Retail	17,614 square feet
Office	15,900 square feet
Hospitality	0 units
Institutional / Cultural	0 square feet
Other	0 square feet

Parking	
Surface	0 spaces
Structured	227 spaces

Project Economic Highlights

Relatively high land cost puts pressure on this mixed-use development to generate retail and office rates that are slightly above market but nonetheless attainable. Additionally, the housing component needs to be either condominium or higher-end rental, which lessens the ability of the project to include an element of affordability. With respect to market trends and project economics, its housing component works better as an all-condominium project.

Estimated Value:
\$15,454,966

4.5.9 Project 9: Edgewood North Frontage

Figure 4.5.9:
Project 9 Site Plan



A new ceremonial plaza frames the historic sanctuary of Ebenezer Baptist Church and marks the entry to Sweet Auburn

Project 9 recognizes its strategic yet delicate position of being both the edge of the Sweet Auburn commercial district and the backdrop to the National Historic Site of Ebenezer Baptist Church. Its most significant existing assets are three 1920's-era commercial buildings along Edgewood, though poorly maintained; other buildings are in worse condition or have undergone partial collapse. The redevelopment proposal makes the most of its context by reinforcing the edge of Jackson Street and Sweet Auburn with two four-story residential mixed-use buildings that acts as an 'urban wall', breaking back only at Auburn Avenue. The plaza created by the chamfered building corners focuses attention squarely on Ebenezer Baptist Church and creates a symbolic gateway into Sweet Auburn. Storefront retail occupies the ground floor of both buildings framing this plaza, with the northern half capturing almost 14,000 square feet of space. The main (south) building wraps a major parking deck that provides spaces for residents as well as retail customers and seniors living in Wheat Street Tower. Included in the project are the renovations of the historic Edgewood buildings as commercial mixed-use. This project has the potential for additional parking which could be opened to the public or integrated into Project 8, releasing spaces in the Wheat Street Baptist deck for use by the Cultural Arts Center.

Development Program Summary:

Residential	
Single-Family	0 units
Multifamily	114 units
Retail	33,600 square feet
Office	4,000 square feet
Hospitality	0 units
Institutional / Cultural	0 square feet
Other	0 square feet
Parking	
Surface	0 spaces
Structured	388 spaces

Project Economic Highlights

As a mixed use with an all-condominium housing component, Edgewood North generates strong potential returns, well above minimum requirements. As an all-apartment mixed-use project, the development generates only the minimum IRR requirement of 10.0%. Retail rates will need to be slightly above market but still within reach. Overall, the Edgewood North project represents a project with a reasonable prospect for success, particularly given its increasingly strong retail location.

Estimated Value:
\$27,576,569

4.5.10 Project 10: Wheat Street Gardens

Figure 4.5.10:
Project 10 Site Plan



The historic spirit of Lyons Avenue and Jackson Hill Apartments are recreated in the residential mall and the northwest courtyard building

Estimated Value:
\$123,615,250

This twelve-acre site provides the greatest opportunity for new residential stock in Sweet Auburn. The proposed development embraces the historic street pattern, which is highlighted by a reconstruction of old Lyons Avenue as a residential boulevard in the tradition of Portland Place in St. Louis or St. James Court in Louisville. Lyons Avenue and its landscaped median connect Hilliard and Jackson Streets and terminate on the west end in a one-acre 'community green' providing needed recreation space for area residents. A high-rise tower on western edge of the property takes advantage of the skyline view and creates a focal point for the boulevard; while lower multifamily buildings and a parking deck give a sense of enclosure and privacy to the green. The green is bordered by a linear park featuring a continuation of the Freedom Park PATH Trail, linking ultimately to the King Memorial MARTA station. The south side of Lyons Avenue is lined with four-story multifamily buildings, while two-to-three-story townhouses frame the boulevard on the north. Elsewhere, the intimate scale of Old Wheat Street is celebrated by two-story single-family houses replicating traditional 'shallow-lot' designs being reconstructed in the vicinity of Boulevard; while urban-style lofts at Jackson and Dobbs complete the unique mix of housing characterizing this project.

Development Program Summary:

Residential	
Single-Family	33 units
Multifamily	855 units
Retail	0 square feet
Office	0 square feet
Hospitality	0 units
Institutional / Cultural	0 square feet
Other	0 square feet
Parking	
Surface	196 spaces
Structured	728 spaces

Project Economic Highlights

Wheat Street Gardens will undoubtedly include a significant affordable-housing component, with rental housing representing a major portion of that housing. As an all-rental development, the project will not allow affordable – much less low-income – housing. With a minimum 35% / 65% mix of condominiums and apartments, however, rental rates can be reduced to certain levels of "affordability." Part of the housing ministry of Wheat Street Baptist may address the transition to homeownership, which is encouraged by several different types of residential products – condominiums, lofts, conventional townhouses and single-family detached.

4.5.11 Project 11: Atlanta Overlook

Figure 4.5.11:
Project 11 Site Plan



The 'moderne' renovation of Houston Square complements the extension of Dobbs and adds an exotic note to the development

Second only to Wheat Street Gardens as a major new residential opportunity in Sweet Auburn, Project 11 also benefits from a striking skyline view and an adjacency to the Freedom Park trail. However, almost the entire original neighborhood context was eliminated during the construction of the Atlanta Overlook complex in the 1960s. Two fragments remain – a truncated Houston Street and the 1930's 'moderne' Houston Square Apartments. The renovated Steam Laundry building at Dobbs (Houston) and Jackson streets is complemented in the project by the adaptive reuse of most of Houston Square to re-establish a powerful link to the Sweet Auburn storyline; sensitive treatment to accentuate the steamship-like architecture of Houston Square provides an exotic setting for outdoor dining and entertainment in its courtyard spaces. Dobbs is once again connected to Irwin Street, and flanked by multifamily buildings and townhouses. The Freedom Park trail is extended around the north and west sides of the project to proceed south along Hilliard; a raised promenade at the northwest corner captures the spectacular views of Downtown for the public. The project's signature is a stepped residential block that sweeps the same corner and acts as a landmark for interstate motorists. Finally, a three-story component reinforces the Jackson frontage and replicates an older chamfered building at Dobbs to frame a new plaza on the King-to-Carter Freedom Walk.

Development Program Summary:

Residential	
Single-Family	24 units
Multifamily	536 units
Retail	19,100 square feet
Office	11,364 square feet
Hospitality	0 units
Institutional / Cultural	0 square feet
Other	0 square feet
Parking	
Surface	28 spaces
Structured	772 spaces

Project Economic Highlights

The location of this project – overlooking the Freedom Parkway with dramatic Downtown skyline views – drives its strong market prospects as a condominium-based development. Land prices will likely be high, making a significant apartment component challenging. However, some form of condominium / apartment combination could generate a return that is sufficient to allow the provision of an affordable housing component to the project.

Estimated Value:
\$91,717,242

4.5.12 Project 12: NPS North Parking

Figure 4.5.12:
Project 12 Site Plan



The demolished Scripto Factory, the scene of a civil rights conflict, is acknowledged in a new mixed-use building along the Freedom Walk

Estimated Value:
\$59,111,680

What is now the vast surface parking lot of the King National Historic Site was once an area of scattered houses and small factories including the Scripto Works, which was the scene of labor strike in 1964 that was resolved by a threatened boycott by Dr. King. Scripto was demolished in 1995 due to environmental contamination; yet the steam laundry at Dobbs and Jackson and a similar building at Irwin and Boulevard remain as links to the past. Recognizing the ongoing need for visitor parking, Project 12 includes a major five-level deck with provisions for four bus access and parking. The deck is concealed by new Park Service offices on Irwin, by a mixed-use adaptation of the Scripto façade on Dobbs Avenue, and by a combination urban grocery / community center along Boulevard. Mixed-use condominiums / lofts occupy the triangular portion of the site between Dobbs and Cain Street, while a similar multifamily building anchors the southwest corner. Because of the obstruction posed by the deck, the newly-created Freedom Walk is shifted to the east side of Jackson Street; at an interpretive marker describing the Scripto incident in a small plaza at Dobbs and Jackson, the route turns east to proceed up Dobbs past storefront retail and restaurants to a major new plaza at Boulevard. Here the plaza design incorporates a relocation of Xavier Medina-Campeny's 'Homage to King' sculpture as well as additional interpretive markers for the Freedom Walk.

Development Program Summary:

Residential	
Single-Family	0 units
Multifamily	131 units
Retail	
	114,760 square feet
Office	
	22,938 square feet
Hospitality	
	0 units
Institutional / Cultural	
	83,495 square feet
Other	
	0 square feet

Parking	
Surface	196 spaces
Structured	1,066 spaces

Project Economic Highlights

The project will benefit from a likely favorable land cost structure as well as a relatively strong community-oriented retail location. Site size and topography may attract a mid-sized national supermarket if adequate on-site parking to the retailer's specifications can be achieved - especially with the demand for bus and automobile parking mandated by the King National Historic Site.

4.5.13 Project 13: Edgewood Gateway

Figure 4.5.13:
Project 13 Site Plan



New infill and a renovation blend the project into the rich existing context of one- and two-story historic buildings

Estimated Value:
\$5,154,479

The recent transfer of the Edgewood Gateway parcels from National Pak Service ownership to the City of Atlanta gives Project 13 a unique position in the portfolio of redevelopment projects. Since property is consolidated in the hands of a single public entity, it is ideal as a pilot project to focus the mission and operation of a Sweet Auburn oversight organization. The generous stock of fine old commercial buildings, some being recently renovated, and the handful of new businesses are encouraging signs that revitalization is gaining momentum at this end of the study area. The largest portion of the project takes advantage of the long Chamberlain Street frontage to build seventeen for-sale townhouses with rear-accessed garages, similar in scale and layout to the Edgewood Exchange live-work development at Chamberlain and Jackson. The alleys behind each block of townhouses are shared with perpendicular parking and loading areas to serve the Edgewood commercial uses. While there are several Edgewood buildings nearby that require renovation, the limits of Project 13 include only one such renovation target but an additional wide lot for a new mixed-use infill component. This project thus offers the potential for several different types of modest redevelopment activities – new residential attached product, historic preservation, new small-scale infill – to build the capacity of the district redevelopment authority.

Development Program Summary:

Residential	
Single-Family	17 units
Multifamily	0 units
Retail	7,500 square feet
Office	7,500 square feet
Hospitality	0 units
Institutional / Cultural	0 square feet
Other	0 square feet

Parking	
Surface	32 spaces
Structured	0 spaces

Project Economic Highlights

This small townhouse and mixed-use project should benefit from the increasing strength of the eastern portion of the Edgewood market, providing a reasonable return for its developers / investors if the housing component is condominium. The achievement of market rates can overcome high land prices, although the on-site parking is crucial and may need to be supplemented with additional parking either in a remote lot or on-street.

4.5.14 Other Redevelopment Projects

In addition to the thirteen catalytic projects, there are several other areas that represent significant redevelopment opportunities, primarily in the form of vacant land or surface parking lots, or underutilized or obsolete buildings. There is also the need to recognize the multitude of historic buildings on Auburn and Edgewood that are not part of the catalytic projects, but nevertheless require renovation to attract active uses and contribute to the character of the district. While this document does not lay out future development in these areas in detail, it does attempt to set the general direction and tone of development and quantify likely programs. The following sections discuss these topics.

4.5.14.1 Auburn / Edgewood Preservation and Infill (Project Area 14)

Auburn and Edgewood are rich in historic buildings that drive the character of Sweet Auburn. Some have been renovated since the 1994 Redevelopment Plan was adopted; but many have continued to decline from deferred maintenance. *No contributing building in this redevelopment zone should be demolished.* It is of paramount importance that the redevelopment entity ultimately responsible for the stewardship of Sweet Auburn actively pursues improvements to these valuable buildings, preferably with the partnership of the individual owners. The Main Street Center of the National Trust for Historic Preservation establishes the framework for revitalizing the historic commercial districts of small-town America; the Urban Main Street program takes these frameworks into the city. The four basic points – organization, promotion, design and economic restructuring – are all components of the Redevelopment Plan and all potentially in place; organization and promotion in the leadership and mission of the redevelopment entity, design under the guidance of the Urban Design Commission and the updated zoning, and economics in the arrival of the market demonstrated during Imagine Downtown. Market-based revitalization has already begun at the eastern end of Edgewood, and should be encouraged to continue down the corridor. The program chart above reflects the renovation and repositioning of these buildings.

Development Program Summary:

Residential	
<i>Single-Family</i>	0 units
<i>Multifamily</i>	10 units
Retail (Rehab)	250,000 square feet
Retail (New)	65,000 square feet
Office (Rehab)	188,000 square feet
Office (New)	53,000 square feet
Hospitality	0 units
Institutional (Rehab)	6,000 square feet
Other	0 square feet

There are also some historic resources at the western end of the corridor that, while outside of the Landmark District and not individually listed by the city, are indispensable to the vernacular of both Auburn and Edgewood. In particular, the two three-story buildings on Auburn adjacent to Equitable Place merit preservation for their architecture, and provide a preview of the built environment further east. Likewise on Edgewood, the two early parking facilities behind the Auburn buildings are also instrumental in the story of the district.

Finally, there are several vacant parcels and surface parking lots along Edgewood and Auburn that ideally would be redeveloped with compatible infill. The programs for these sites have been estimated using a full-site build-out and a structure height roughly equivalent to the surroundings, following the 'compatibility rule' of the Landmark District. The architecture of these projects should follow the Auburn Avenue Design Guidelines whether in the Landmark District or not, as the strengthening of the district's visual harmony and individuality is essential to building Sweet Auburn's marketability.

The 'Urban Main Street' program of the National Trust for Historic Preservation is a model for the Auburn and Edgewood corridors

4.5.14.2 Peachtree Commercial (Project Area 15)

The area between Park Place and Courtland, and Dobbs and Auburn is close to some of the tallest office towers in Downtown Atlanta; and yet over two-thirds is occupied by surface parking or one-story parking structures – a gross underutilization of prime developable land. Imagine Downtown recognized the high-density potential of this area with the AT&T Building and Georgia-Pacific Plaza setting the pattern for future development. With a

hypothetical program following Imagine Downtown, over 700 new housing units and 700,000 square feet of new office can be accommodated on these sites, with a significant amount of ground-level retail as well. Imagine Downtown also recognized the possibility of subdividing the blocks to provide a pedestrian-oriented street running east to west similar in character to Fairlie or Poplar, replicating in part the small-block structure of the Fairlie-Poplar district. This idea was extended to Catalytic Project 1 in the form of Glazener Avenue. In the Peachtree Commercial area, the new street provides a link between Woodruff Park and Sweet Auburn that broadens the opportunity for storefront retail, restaurants and entertainment venues.

Development Program Summary:

Residential	
Single-Family	0 units
Multifamily	700 units
Retail	200,000 square feet
Office	700,000 square feet
Institutional / Cultural	0 square feet
Other	0 square feet

Each additional re-development area has its own distinct character

4.5.14.3 Grady Homes (Project Area 16)

Grady Homes has had an active master planning effort running concurrently with the Butler-Auburn process, in addition to preliminary redevelopment plans drawn up as part of the HOPE VI redevelopment bid for Capitol Homes. Because of this, the Illustrative Plan departs from convention to show a detailed redevelopment proposal for Grady, reflective of the state of the master plan as of March 2005. The highlights of the Grady plan include a major public open space or 'Great Lawn' at the center of the community; multifamily along Decatur Street in the 'railroad loft' aesthetic discussed below; a senior village centered around the Antoine Graves facilities; and a townhouse community at the north end of the site. The master plan for Grady Homes also includes the revitalization and activation of Butler Park. The Grady Plan was included in the presentation to the community at the Butler-Auburn public workshop in February 2005.

Development Program Summary:

Residential	
Single-Family	85 units
Multifamily	634 units
Senior Facilities	470 units
Retail	18,300 square feet
Office	0 square feet
Institutional / Cultural	20,000 square feet
Other	0 square feet

4.5.14.4 Butler Park Residential (Project Area 17)

Four blocks east of Grady Homes are all that remain of the single-family neighborhood element of Sweet Auburn – and many of the existing houses are in need of renovation, although some are being improved due to the stabilizing effect of the new Auburn-Glenn development bounding the area on the east. The proposed program includes renovations of substandard or deteriorated homes, and demolition / reconstruction of dilapidat-

Development Program Summary:

Residential	
SF (Rehab)	28 units
SF (New)	7 units
Multifamily (Rehab)	60 units
Multifamily (New)	150 units
Retail, Office	0 square feet
Institutional / Cultural	0 square feet
Other	0 square feet

ed properties – as well as new homes on vacant lots. The program also reflects the redevelopment of the Gartrell Courts apartment complex on Borders Street, and the renovation of the apartments on Chamberlain. Even though the residential densities around this area are increasing, it is important to the Sweet Auburn narrative that this single-family component – like a similar stretch along Dobbs Avenue – is preserved.

4.5.14.5 Georgia Railroad Corridor (Project Area 18)

Project Area 18 consists of the remaining evidence of the rail-based manufacturing that sprung up along Decatur Street in the early part of the twentieth-century, following the line of the old Georgia Railroad to Augusta. The area also contains small-scale retail supporting both the manufacturing concerns and large wholesale / distribution businesses that emerged with the rise of trucking. While almost all the manufacturing uses have been closed or relocated (the main exception being a commercial bakery on La France Street well east of Sweet Auburn), many of their former buildings remain, providing a historic dimension to this still-active rail corridor. Many of these complexes have been renovated and adapted to other uses, such as the SGF facility at Bell Street, or the Mattress Factory Lofts, or the Fulton Bag and Cotton Mill. Others, like the Conklin Tin Company on MLK Jr. Drive, or the Pratt-Pullman works near the bakery, are declining from neglect. The plan therefore proposes preservation and adaptive reuse of all historic industrial buildings in the area, with a mixed-use program. New construction would be contemporary interpretations of the industrial loft aesthetic, represented in the figure below by the Alta West development in the Marietta Street railroad corridor on the northwest side of Atlanta. In addition, a new senior center to replace the Edgewood facility removed for the Cultural Arts Center could be located along Decatur Street adjacent to Grady Homes.

Development Program Summary:

Residential	
Single-Family	0 units
Multifamily (Rehab)	22 units
Multifamily (New)	284 units
Retail (Rehab)	60,000 square feet
Retail (New)	40,000 square feet
Office	0 square feet
Institutional / Cultural	20,000 square feet
Other	0 square feet

While almost all the manufacturing uses have been closed or relocated (the main exception being a commercial bakery on La France Street well east of Sweet Auburn), many of their former buildings remain, providing a historic dimension to this still-active rail corridor. Many of these complexes have been renovated and adapted to other uses, such as the SGF facility at Bell Street, or the Mattress Factory Lofts, or the Fulton Bag and Cotton Mill. Others, like the Conklin Tin Company on MLK Jr. Drive, or the Pratt-Pullman works near the bakery, are declining from neglect. The plan therefore proposes preservation and adaptive reuse of all historic industrial buildings in the area, with a mixed-use program. New construction would be contemporary interpretations of the industrial loft aesthetic, represented in the figure below by the Alta West development in the Marietta Street railroad corridor on the northwest side of Atlanta. In addition, a new senior center to replace the Edgewood facility removed for the Cultural Arts Center could be located along Decatur Street adjacent to Grady Homes.

Figure 4.5.14:
Industrial
Vernacular:
Mattress Factory,
Alta West



(Images: Surber Barber Choate & Hertlein Architects)

4.6 Public Improvements Plan

Public Improvements are an important factor in improving the overall visual appearance of the area. Often difficult to get funding for, the public improvements projects identified herein are intended to only those most important for the success of the plan. In other words, they do not represent a lofty 'wish-list'; rather, they represent those projects deemed most critical and with the highest degree of likely implementation. Projects are delineated into three types: Transportation / Circulation; Parks / Open Space; and Streetscapes.

4.6.1 Transportation / Circulation Plan

The Auburn corridor is well-served by its street network which spans several functional levels. The local street grid is a legacy of the earliest days of Atlanta and provides a fine-grained circulation system for the area; there are few discontinuities in the grid. From a citywide perspective, the one-way pairs of Courtland and Piedmont, as well as the Boulevard artery provides rapid connections to areas north and south of Downtown. Interstate 75/85, despite its impact on Auburn Avenue, gives superb access to the metro region. The recommendations therefore focus on small adjustments to the existing grid.

As good as the Auburn street network is, there are some areas where connectivity could be improved by filling in the gaps. The most significant is re-establishing Houston Street to intersect with Hilliard and John Wesley Dobbs Avenue. Once continuous to Peachtree, Houston currently dead-ends into the Atlanta Overlook apartment complex. Extending it to Hilliard would increase access

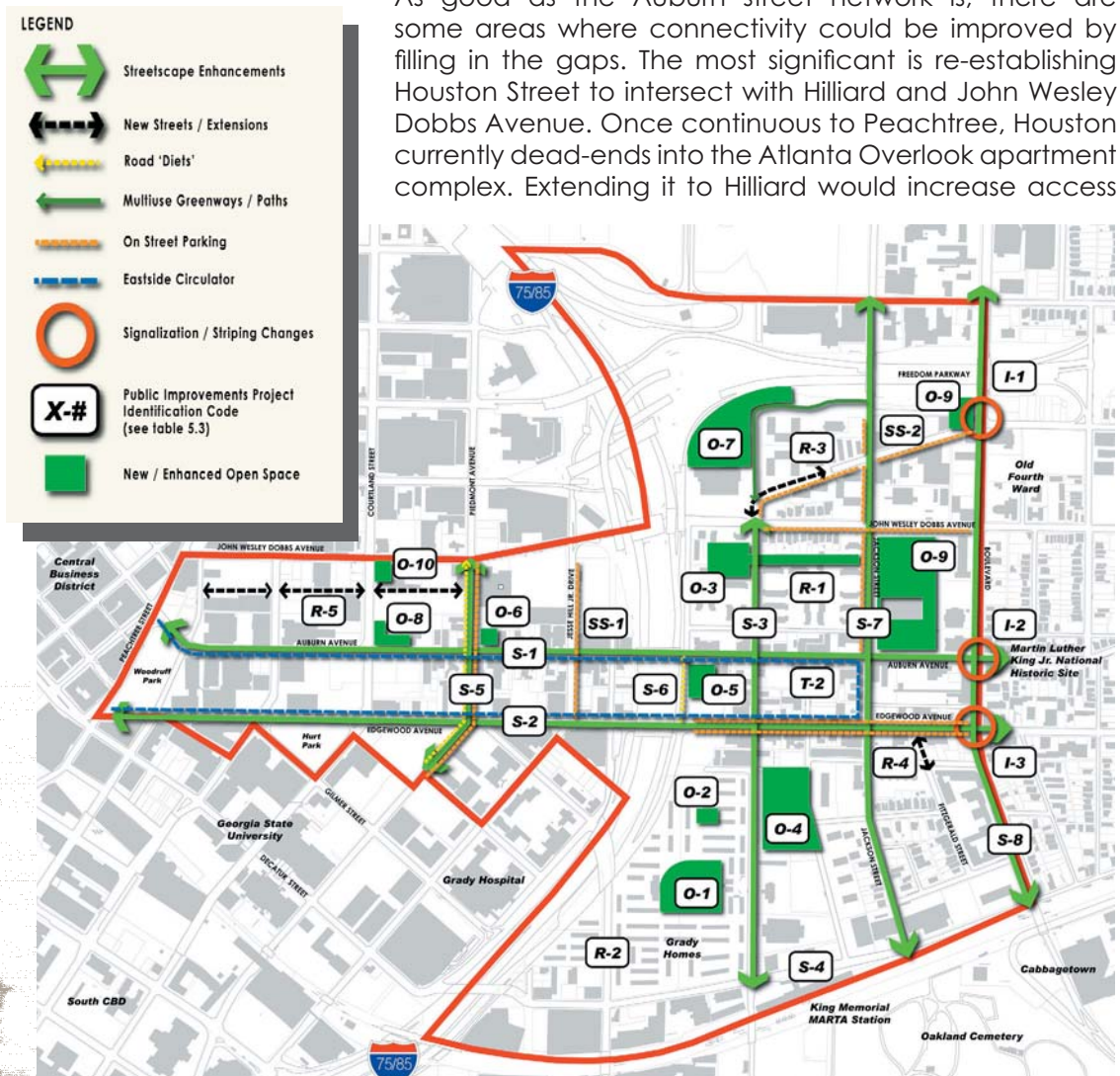


Figure 4.6.1:
Public Improvements
Projects



and frontage for the redevelopment of Overlook, as well as provide a direct link between a redeveloped Wheat Street Gardens, through Overlook, to a new retail center at Boulevard. On the south, Fitzgerald Street could be extended to Edgewood as it was originally built, providing a secondary access route to the new Auburn-Glenn development.

Just as street extensions to reinforce the historic grid offer benefits to improve connectivity and reduce congestion, so too are intersection improvements necessary to optimize performance and safety of existing well-traveled vehicular and pedestrian routes. In particular, intersections along Boulevard represent different types of challenges that need to be addressed in the context of the street as a principal north-south arterial. At Auburn Avenue, the volume of pedestrian movements between the NPS visitor center and the King Birth Home, combined with heavy peak traffic which frequent conflicts with MARTA buses, demands that the intersection be re-evaluated and redesigned to improve safety. At Edgewood, an underused dedicated left-turn lane on Boulevard backs up traffic moving south through the intersection; reconsidering the appropriateness of the turn lane could improve traffic flow. Further north at Houston, a five-way intersection relies on effective signaling to function smoothly. Each of these should be considered for improvements, balancing the need for carrying capacity on Boulevard with pedestrian safety on the lateral streets.

There are also opportunities to build completely new streets in the corridor, not so much to improve connectivity but to create memorable places that help define development character. At the west, a new pedestrian street or 'mew' could extend from Woodruff Park into the blocks between Park Place and Courtland. With complementary development, this area could have some of the intimate qualities found in Covent Garden in London or Via Mizner in Palm Beach, Florida. Another opportunity for such a 'mew' is a new east west mid-block connection between Courtland Street and Piedmont Avenue, creating the southern boundary for the potential 'Dobb Mixed-Use' project. This new street would play the dual function of serving new retail and providing service access to the mixed-use project. On the east, two new streets inside the boundaries of Wheat Street Gardens frame a narrow park between Hilliard and Jackson. This park, surrounded by new townhouses, could take on the gracious residential character of places like St. James Court in Louisville or Portland Place in St. Louis.

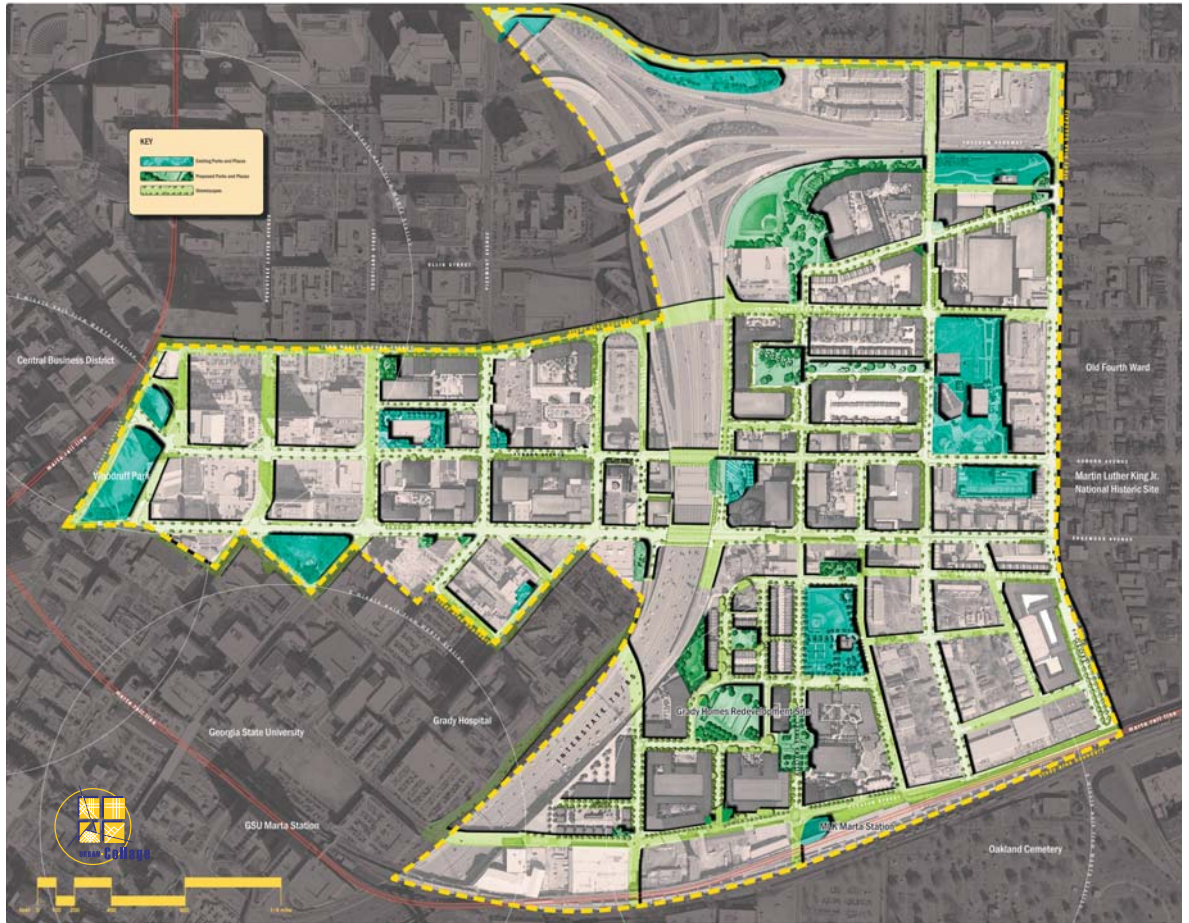
The biggest transportation improvement in the corridor is the Eastside Circulator Trolley, which stakeholders feel needs at a minimum to serve Auburn, but could be extended to link other east side attractions like Oakland Cemetery and the State Capitol. This concept was originally conceived (in this form) during the Imagine Downtown Charette Week for the Peachtree Focus Area. Subsequently, the idea has garnered steam and is being pushed by advocates such as CAP, particularly as an appendage of a potential Peachtree Street Streetcar. Further study needs to be conducted on the feasibility of the routes, and the cost of steel wheels versus rubber tires.

4.6.2 Parks / Open Space Plan

Thriving, successful neighborhoods are characterized by abundant parks and open spaces that enhance the visual quality of the area and contribute to the social and cultural needs of the residents. Although the Auburn Avenue district already has a stock of parks and plazas, the redevelopment planning effort calls for adding many new public open spaces to meet the needs of future residents and employees. The Plan goes beyond just adding new open space; it aims to create a connected series of parks and plazas which can contribute to the historic and cultural storyline of the Sweet Auburn District.



Figure 4.6.2:
Public Space Framework Plan



Butler - Auburn Redevelopment Plan Update

public spaces : streets, parks and plazas



Prominent amongst these new open spaces are two large parks east of the expressway - a two-acre park which forms the centerpiece of the Grady Homes redevelopment plan ('the great lawn') and a new public open space that fronts the redevelopment of Wheat Street Gardens. Supporting these major parks are two renovated active recreation spaces – at Selena S. Butler Park (fronting Hilliard Street) and the grounds behind Walden Middle School.

But the most crucial open space project, creating a new landmark for this district is the enhanced John Wesley Dobbs Plaza, renovated as a part of the Anchor Link Project. Dobbs Plaza is visualized to be the link connecting the east and west side, negating the visual barrier created by the construction of the expressway. It is envisioned as the frontage and extension of the new Cultural Arts Center, extending the performance area to the currently underutilized space under the expressway. A new interactive audio-visual display on the north wall under the expressway, supported by new lighting and sidewalk enhancements will replace the existing dark, uninviting passage with a grand gateway into this district. This project is a critical redevelopment piece along Auburn Avenue.

In addition to these major open spaces, a series of smaller parks and plazas are planned throughout the entire district. In fact, most of the new mixed-use development projects described above includes open space components which are linked by streetscapes. These include a plaza at John Wesley Dobbs Avenue and Courtland Street (fronting First Congregation Church), enhancing the landscape around Herndon Plaza, and renovating John Calhoun Park (at Auburn Avenue and Piedmont Avenue) in addition to the revamped Dobbs Plaza.

The Peace Plaza, connected to the National Parks Services Martin Luther King Jr. Historic Site is currently the largest public open space in this district. The Redevelopment Plan recommends further utilizing this popular tourist venue by improving its links to the 1.5 mile Freedom Park Trail System which connects to the Carter Center. This would require streetscape investment along Jackson Street and Houston Streets – connecting into the Freedom Parkway Trail at the intersection of Boulevard and Houston. This new connection also provides opportunities to create a sequence of intermittent plazas at multiple locations; the intersection at Auburn Avenue and Jackson is envisioned as the southern gateway into the National Historic District, the intersection of Jackson Street and Houston Street would be a new neighborhood retail node and the junction at Boulevard and Houston Street would form the northern gateway into the National Historic district, with the Martin Luther King Jr. sculpture located in this plaza. The site plan for the redevelopment of the Atlanta Overlook/Houston Square Apartments reserves space for creating a new park that terminates the Freedom Parkway Trail.

4.6.3 Streetscapes

Sidewalk and streetscapes investments are an integral part of open space improvements as they provide the necessary pedestrian and bicycle linkages. Within the district, improvements along Piedmont Avenue and Decatur Street connecting the planned Georgia State University student housing (at Piedmont Avenue & John Wesley Dobbs Avenue) to the campus are currently underway. Plans include the removal of one vehicular lane to widen sidewalks and provide on-street parking.

Stakeholders were most concerned about improving the visual conditions of the two principal streets, Auburn and Edgewood. Auburn Avenue was treated as an Olympic Corridor in 1995 and upgraded with special paving, lighting and signage. Unfortunately, the streetscape has fallen into disrepair since then – paving has subsided, light poles have faded or been vandalized, and the interpretive signage stolen or covered with graffiti. Edgewood has not had a comprehensive streetscape treatment at all. For these reasons, one of the top priorities for the corridor is a comprehensive streetscape design and rehabilitation program for Auburn and Edgewood.

Streetscapes are also important in the National Park Service precinct, where Jackson and Boulevard are important projects connecting the King District to the Freedom Parkway Trail. Hilliard Street is another major street identified for pedestrian improvements as it links three major locations - King Memorial MARTA Station, Grady Holmes and Walden Middle School and carries large volumes of pedestrian traffic.





Butler - Auburn Redevelopment Plan Update

PART V : Implementation



Butler-Auburn Redevelopment, looking East



Part 5 Implementation

For the past several decades, the property owners, businesses, faith-based institutions, residents and other stakeholders of the Sweet Auburn community and the City have struggled to return Auburn Avenue to its proper and historic role as one of Atlanta's premier economic, cultural and residential centers. The Butler-Auburn Redevelopment Plan Update attempts to build on this good work, update potential projects and create an aggressive focus on public/private development projects necessary to implement the community's vision. Following national trends and shifting demographics and under the proactive leadership of Mayor Shirley Franklin and the Atlanta City Council, the City of Atlanta is experiencing a rebirth in its attractiveness for new development. In particular, Downtown Atlanta, including Sweet Auburn, is uniquely positioned to take advantage of current market dynamics encouraging mixed use, walkability and cultural authenticity.

Sweet Auburn is the critical piece in the overall revitalization of Downtown, but the implementation of the projects detailed on the previous pages will take concerted efforts by many public sector and private sector partners. The plan, which includes over 5,000 new housing units, 2 million square feet of new office, and almost 1 million square feet of new retail totaling over \$1 billion in investment, will necessarily unfold over several years. The implementation tables and narratives in this section attempt to summarize the guiding implementation principles, the organizational structure necessary to accomplish the plan, a conceptual funding approach and project phasing. In addition, several policies and procedures are recommended for utilizing the powerful redevelopment tools that this plan enables.

Figure 5.0:
Decatur Street



(Image: GSU Archives, Lane Brother / Tracy O'Neil Collections)

5.1 Implementation Overview

5.1.1 Authority and Scope of Redevelopment Powers

This Butler / Auburn Community Redevelopment Plan (CRP) Update is a comprehensive technical document defining the official public policy guidelines of the City of Atlanta for conduct of public and private redevelopment actions in the Sweet Auburn area in compliance with the Redevelopment Powers Law (O.C.G.A. Section 36-44) of the State of Georgia. This plan fulfills the requirement of providing a "written plan of redevelopment." Furthermore, the existing condition analyses contained in Part 3 provides full documentation as to the area's qualification for designation as a redevelopment area (i.e. specific findings of slum and blight).

Upon its adoption by resolution of the City Council and approval by the Mayor of Atlanta, this plan will serve as confirmation that the Sweet Auburn area is appropriate for urban redevelopment initiatives because of blight, distress and impaired development. Further, this plan, as required by law, establishes that the "rehabilitation, conservation, or redevelopment, or a combination thereof, of such area or areas is necessary in the interest of public health, safety, morals, or welfare of the residents of the municipality or county."

This plan thus becomes the basis on which the City of Atlanta may exercise its urban redevelopment powers in accordance with the Redevelopment Powers Law and other related legislation and administrative regulations of the State of Georgia.

5.1.2 Guiding Principles of Implementation

In order to fully realize Butler / Auburn's stated vision of a community that is reclaimed, preserved, revitalized, and redeveloped, several underlying principles of revitalization

Figure 5.1:
Sweet Auburn
Study Area
(Revised
Boundary)





must be followed during all phases of revitalization. The following implementation principles are shaped by a philosophy that protects and respects the community's goals, encourages sensitive use of redevelopment powers, and maintains a business-like approach to public and private partnerships.

Principle #1: Preservation-Oriented Approach

The overall physical emphasis of the CRP Update is placed on preserving and enhancing the unique character of the area. This will be accomplished in several ways:

- Wherever possible and practical, existing buildings should be preserved and rehabilitated. This will be particularly important for older, commercial buildings along Auburn and Edgewood.
- New development should explore every avenue possible to preserve and incorporate existing historic structures (within the Landmark District) within the development. Incorporation should be done in a manner so as to highlight the preserved structures, rather than absorb them.
- New construction and rehabilitation projects should be designed in a way that is compatible with the low density historic character of the area.

Principle #2: Community-Based Implementation

To ensure that the revitalization of the area is in keeping with the goals and objectives of the community, its residents, businesses and community organizations must be empowered to guide the redevelopment process. This can be achieved in several ways:

- A process for community-based review of projects should be established involving local organizations and Neighborhood Planning Unit – M (NPU-M). (See Section 5.2 below).
- The community must be in agreement as to the aggressive use of municipal redevelopment powers to avoid governmental abuse of this tool.
- There must be a process for selectively amending the CRP Update over time to continually reflect the changing desires of the community and/or market conditions affecting redevelopment.
- Local Community Development Corporations (CDCs) should play a significant role in most redevelopment efforts.
- Existing property owners should be given opportunities to participate in redevelopment projects that conform to plan objectives. This can be accomplished through equity partnerships with new developers or through assistance from various implementing agencies.

Principle #3: Targeted and Phased Approach

In order to maximize the impact of revitalization efforts, actions taken by community organizations, implementation agencies (e.g, City of Atlanta, Atlanta Development Authority, etc,) and the private sector must support one another and be targeted to specific areas. This will best be achieved by adhering to the following strategies:

- All parties should target their efforts in strategic locations to achieve a "critical-mass" of results. Key projects should be identified which will quickly attack perceived and actual blighting conditions, thereby setting the stage for attracting new private investment.
- Implementation agencies, community-based organizations and private redevelopers



should work collaboratively, rather than at cross-purposes. Where possible, available resources should be combined in projects and creative partnerships should be encouraged to maximize the leveraging of public resources.

- Redevelopment of the Butler / Auburn Area as a whole should be carefully phased over a period of 15-20 years. Over the long haul, this will minimize the fiscal exposure of non-profit organizations and public sector subsidies (i.e., a private market approach to the extent feasible, particularly in later phases).

Principle #4: Leveraged Approach

It should be recognized that although the private sector will bear most of the financial burden of revitalizing the Sweet Auburn community, public sector resources will be a critical component in the overall funding strategy. In order to maximize the impact of public resources which will likely be hard to come by, public funds should seek to maximize their leveraging of private resources through the following strategies:

- With the exception of capital improvement projects, public sector resources should rarely be used in isolation. Rather, to the greatest extent feasible, public sector funds should be a component within larger privately funded initiatives in a public-private "cost-sharing" philosophy.
- The use of public funds should be limited to situations that result in a "sustainable" model of redevelopment. Public funds should not be used in circumstances where the received public subsidy is merely a stop-gap, or temporary economic measure with the long-term result being that of continued economic decline.
- Public resources should not be utilized for redevelopment projects as a "bonus" when other private sector means or forces are available. Public sector funds should largely be considered within an "only if absolutely necessary" framework or as an inducement to the private market that would otherwise not materialize.
- To the extent feasible, public funds should be recovered and recycled through the use of revolving funds thus creating a maximum impact with limited initial public investments.
- Charitable sources and private fundraising mechanisms should be aggressively employed for non-revenue generating projects in order to minimize the burden placed on public sector subsidies.

5.2 Implementation Partnership Structure

It goes without saying that the implementation of this CRP Update will require the active participation and dogged determination of a wide variety of partners. These include service providers, governmental agencies, local Community Development Corporations, existing advocacy groups/associations, Neighborhood Planning Unit - M, area institutions, local property and business owners, as well as area residents. However, it is recognized that a new, targeted organization needs to take the reigns and forge new opportunities that heretofore have not existed in Sweet Auburn.

5.2.1 Primary Implementation Entity

While many organizations have played roles in trying to advance previous revitalization efforts, the key to the success of the Butler-Auburn Redevelopment Plan Update is the creation of a community-based redevelopment agency, herein referred to as the **Sweet Auburn Redevelopment Agency**. This agency would be responsible for ongoing project definition and implementation, in collaboration with the private sector and other partners, for public information and marketing and for general advocacy for the area. If necessary, the Redevelopment Agency can summon the power of eminent domain through an appeal for action to the Atlanta Development Authority and/or City of Atlanta; although condemnation should be used as a last resort after all avenues of negotiation are exhausted.

The final details of the new organization will require more exploration and analysis, but the Redevelopment Plan Update recommends the following conceptual structure for formation and governance. The Atlanta Development Authority would designate a portion of its redevelopment powers in this defined geographic area to the stakeholder-led entity. (GA36-44-4) The Sweet Auburn Redevelopment Agency will be governed by a board of directors representing the City of Atlanta (including the Bureau of Planning and the Atlanta Urban Design Commission), the Atlanta Development Authority, the U.S. Department of the Interior National Park Service, Central Atlanta Progress, and commercial property owners within the district such as Wheat Street Charitable Foundation, Big Bethel AME, Butler Street YMCA, Historic District Development Corporation, SABIA, Georgia State University, Grady Hospital, and the Atlanta Life Insurance Company. Board members' appointment guidelines will be based on a similar structure as 501c3 non-profit corporations created for this purpose. The Authority's board would be responsible for interviewing and appointing an Executive Director, who in turn may hire supporting administrative/development staff.

In its initial years, the Sweet Auburn Redevelopment Agency could focus on the following priorities:

Administration:

- Provide redevelopment plan implementation and oversight services
- Serve as a clearing house for coordinating issues related to ongoing projects in the area
- Work in concert with Central Atlanta Progress to develop and issue RFPs for consultants and other services associated with projects such as infrastructure, landscaping, signage, parks construction etc.
- Support and encourage investment, development and job creation in the Auburn / Edgewood Corridors





Communications:

- Facilitate and maintain communications with City of Atlanta, Central Atlanta Progress, the National Park Service, SABIA, Historic District Development Corporation, Georgia State University, landowners, developers, residents, merchants and other stakeholder groups in the area
- Develop ongoing newsletter and website for the area, and coordinate marketing efforts with the King National Historic Site
- Fundraise and oversee the development of grant proposals to support projects and programming in the area
- Facilitate consensus building and dispute resolution

Development Implementation / Recruitment:

- Implement an Urban Main Street Program
- Serve as a catalyst for the recruitment of development partners / new projects as needed to round out the development strategy
- Develop tenant recruitment strategy, i.e. database, promotion and marketing services for a balanced tenant mix

Potential funding for the new organization could come from contributions from area organizations, businesses and institutions, from community development funds made possible by the Eastside Tax Allocation District, from the City, from contributions, either in-kind or direct, from Central Atlanta Progress and other community-based grant programs.

5.2.2 Other Implementation Partners

Key additional partners for the Sweet Auburn Redevelopment Agency could include the City of Atlanta, the Atlanta Development Authority (ADA), Central Atlanta Progress (CAP), the Atlanta Housing Authority (AHA), the Sweet Auburn Business Improvement Association (SABIA), Georgia State University (GSU) and the numerous faith-based institutions in the area, including Big Bethel AME, Wheat Street Baptist and Ebenezer Baptist. The City and ADA should continue to play a role in ongoing comprehensive planning for the area, securing funding and applying city financial programs towards the area. ADA may be a development partner for major public-private developments, such as the Cultural Center. The other partners will primarily be involved in pushing forward specific catalytic development projects and ensuring the participation of the full Sweet Auburn community.



5.3 Redevelopment Financing & Phasing

Typically, the single largest impediment to implementing redevelopment plans is the associated costs - particularly for public sector initiatives (e.g., infrastructure, open space, streetscapes). In this regard, this Butler / Auburn CRP Update outlines all the estimated costs deemed for the full physical revitalization of the Sweet Auburn community over a period of 15-20 years.

5.3.1 Redevelopment Costs & Financing

As discussed in the implementation principles on the previous pages, the investment strategy for this CRP update is based on a public-private partnership framework for sharing the costs and risks of redevelopment. The cost summary tables on the pages that follow summarize the anticipated costs of redevelopment and provide an estimate of the sources of potential funding.

Redevelopment Costs

While project costs are estimates only, several projects (i.e., the Catalytic Redevelopment Projects) have been looked at in a fair amount of detail relative to comparative projects in the area (see Appendix A). Development costs include a value for land based on recent sales activity in the area. However, in many cases, redevelopment will be initiated by investment groups containing existing property owners, in which case, the value of the land will be equity in the project, and not necessarily a direct expense.

Funding Sources

It is critical to understand that the development costs contained herein are not intended to overtly bind any funders or investors, either within the public or private sector. However, as described throughout this plan, the development quantities (or "program") are intended to be considered as formal urban redevelopment "project controls" (within a 10% deviation) and should be used as the basis for assessing development proposals. Anticipated funding sources will come from a wide variety of public sector costs including, among others: Quality of Life Bonds (which have been passed by voters and partially issued by underwriters); Tax Allocation Bonds (through the already existing Eastside TAD); Renewal Communities funds (including former Empowerment Zone funds); Livable Center Initiative (LCI) transportation funds; other TIP funds; and National Park Service allocations.

However, by and large, the private sector will be relied upon for the most of the funding necessary to effectuate full redevelopment of the Sweet Auburn community. In fact, according to the estimates contained herein, \$1.16 of the \$1.33 billion in investment (in 2005 dollars) will come from private sources - in other words, almost a 7 to 1 leveraging ratio of public sector funds.

5.3.2 Redevelopment Phasing

In order to realistically minimize demands on limited capital resources, and in an effort to match the likely evolution of the private development market, all redevelopment projects have been divided into three phases, over a minimum of 15 years. Phase 1 (2005 - 2010) is designed to achieve the highest priority redevelopment initiatives and is expected to need the highest degree of public investment. Phase 2 (2010 - 2015) is expected to see a significant improvement in the development market corresponding to growth in all of Downtown. Phase 3 (2015 - 2025) represents the longest term projects including capital projects that will be the toughest to finance.



Figure 5.3.1a: Redevelopment Projects & Cost Summary

REDEVELOPMENT PROJECTS & COST SUMMARY

REDEVELOPMENT PROJECT		SITE	RESIDENTIAL					COMMERCIAL				INSTITUTIONAL/CULTURAL			COST	
Number	Name	Site Area	Renovated Single-Family	New Single-Family (Attached or Detached)	Renovated/Converted Multifamily	New Multifamily Loft/Apt/Condo	TOTAL New/Renovated Housing Units	Renovated Storefront Retail/Entertainment	New Storefront Retail	Renovated Office Space	New Office Space	TOTAL New/Renovated Office Space	Renovated Institutional/Cultural Space	New Institutional/Cultural Space	TOTAL New/Renovated Institutional/Cultural Space	TOTAL ESTIMATED DEVELOPMENT COST
		(Acres)	(Units)	(Units)	(Units)	(Units)	(Units)	(Square Feet)	(Square Feet)	(Square Feet)	(Square Feet)	(Square Feet)	(Square Feet)	(Square Feet)	(Square Feet)	(in 2005 dollars)
CATALYTIC PROJECTS																
1	Dobbs Mixed-Use	5.2	0	0	0	302	302	0	53,100	0	421,500	474,600	0	0	0	\$ 132,163,000
2	Historic Atlanta Life	0.9	0	0	0	0	0	0	6,965	20,000	26,160	2,500	0	2,500	\$ 6,848,000	
3	Georgia State / Fruit Stand	2.6	0	0	0	40	40	4,065	60,852	0	36,052	100,969	0	0	\$ 31,875,000	
4	Bethel Tower / Beaudry S.	3.2	0	0	180	359	539	9,600	6,000	0	0	15,600	0	0	\$ 93,402,000	
5	Butler CME / Butler YMCA	1.4	0	0	0	44	44	0	13,365	0	2,415	15,780	0	0	\$ 19,268,000	
6	Herndon Building	0.4	0	0	6	6	6	13,300	0	37,500	0	50,800	0	0	\$ 8,293,000	
7	Cultural Arts Center	3.6	0	0	8	55	63	0	28,722	0	100,000	128,722	19,500	122,000	\$ 52,211,000	
8	Hilliard East	2.3	0	0	0	46	46	1,200	16,414	2,400	13,500	33,514	0	0	\$ 15,455,000	
9	Edgewood North	2.0	0	0	0	114	114	4,000	29,600	4,000	0	37,600	0	0	\$ 27,577,000	
10	Wheat Street Gardens	12.0	0	0	0	888	888	0	0	0	0	0	0	0	\$ 131,700,000	
11	Atlanta Overlook	9.6	0	0	0	560	560	11,364	19,100	0	0	30,464	0	0	\$ 94,700,000	
12	NPS North Parking	6.8	0	0	0	131	131	0	114,760	0	22,938	137,698	0	83,495	\$ 64,000,000	
13	Edgewood Gateway	1.4	0	17	0	0	17	0	7,500	0	7,500	15,000	0	0	\$ 5,154,000	
OTHER REDEVELOPMENT PROJECTS																
14	Auburn / Edgewood Pres.	11.0	0	0	0	10	10	250,000	65,000	188,000	53,000	556,000	6,000	0	6,000	\$ 90,160,000
15	Peachtree Commercial	17.9	0	0	0	700	700	0	200,000	0	70,000	270,000	0	0	\$ 184,000,000	
16	Grady Homes	30.2	0	85	470	634	1,189	0	18,000	0	0	18,000	0	20,000	\$ 193,255,000	
17	Butler Park Residential	13.3	28	7	60	150	245	0	0	0	0	0	0	0	\$ 45,125,000	
18	Georgia Railroad Corridor	13.0	0	0	22	280	302	60,000	40,000	0	0	100,000	0	20,000	\$ 74,000,000	
		136.6	28	109	746	4,313	5,196	353,529	626,278	251,900	752,065	2,036,872	28,000	245,495	273,495	\$ 1,269,186,000

Notes:
 1) Several projects that are currently in development are not included as "redevelopment projects" (e.g., Sweet Auburn Village, Auburn Glen)
 2) "Converted" multifamily refers to existing non-residential space that is programmed for adaptive reuse conversion into loft housing
 3) "Catalytic Projects" have been studied in greater detail than "Other Redevelopment Projects" from the stand point of market and financial feasibility (See Appendix A)
 4) Development Costs are estimates only and will be confirmed during implementation (See detailed Project Analyses in Appendix A for assumed unit costs)
 5) Development Costs include land value (equity), parking costs and basic project infrastructure

Figure 5.3.1b:
Public Improvement
Projects & Cost Summary

PUBLIC IMPROVEMENT PROJECTS & COST SUMMARY

PROJECT I.D.	PROJECT NAME	DESCRIPTION	TYPE OF IMPROVEMENT	QUANTITY	PHASE	ENGINEERING COSTS	CONSTRUCTION COSTS	TOTAL COST	POTENTIAL RESPONSIBLE PARTIES (see legend at end of table)	POTENTIAL FUNDING SOURCE(S)
PRIMARY STREETSCAPE IMPROVEMENTS (incl. sidewalk, curb, ramp & enhancements)										
S-1	Auburn Avenue-Upgrades	Auburn Avenue from Peachtree to Boulevard	Streetscapes	5100	linear feet	I	\$ 306,000	\$ 2,754,000	\$ 3,060,000	BOP/ DPW COA/ QOU/ GDOT/ LCI
S-2	Edgewood Avenue	Edgewood from Peachtree to Boulevard	Streetscapes	5400	linear feet	I	\$ 675,000	\$ 6,075,000	\$ 6,750,000	BOP/ DPW COA/ QOU/ GDOT/ LCI
S-3	Hilliard Street	Hilliard from Decatur to J.W. Dobbs	Streetscapes	2800	linear feet	I	\$ 350,000	\$ 3,150,000	\$ 3,500,000	BOP/ DPW COA/ QOU/ GDOT/ LCI
S-4	Decatur Street	Decatur from Interstate 75/85 to Boulevard	Streetscapes	3600	linear feet	I	\$ 450,000	\$ 4,050,000	\$ 4,500,000	BOP/ DPW COA/ QOU/ GDOT/ LCI
S-5	Piedmont Avenue	Piedmont from Edgewood to J.W. Dobbs	Streetscapes	1400	linear feet	I	\$ 175,000	\$ 1,575,000	\$ 1,750,000	BOP/ DPW COA/ QOU/ GDOT/ LCI
S-6	Fort Street Road Diet	Fort Street From Edgewood to Auburn	Streetscapes	400	linear feet	I	\$ 50,000	\$ 450,000	\$ 500,000	BOP/ DPW COA/ QOU/ GDOT/ LCI
S-7	Jackson Street	Jackson Street from Decatur to Freedom Parkway	Streetscapes	2000	linear feet	II	\$ 250,000	\$ 2,250,000	\$ 2,500,000	BOP/ DPW COA/ QOU/ GDOT/ LCI
S-8	Boulevard	Boulevard from Decatur to Freedom Parkway	Streetscapes	3600	linear feet	II	\$ 450,000	\$ 4,050,000	\$ 4,500,000	BOP/ DPW COA/ QOU/ GDOT/ LCI
SECONDARY STREETSCAPE IMPROVEMENTS										
SS-1	Hill On-Street Parking	Jesse Hill Drive on-street parallel parking from Edgewood to J.W. Dobbs	Streetscapes	1100	linear feet	II	\$ 68,750	\$ 618,750	\$ 687,500	BOP/ DPW COA/ QOU/ GDOT/ LCI
SS-2	Houston Street On-Street Parking	Houston on-street parallel parking from Irwin to Boulevard	Streetscapes	700	linear feet	II	\$ 43,750	\$ 393,750	\$ 437,500	BOP/ DPW COA/ QOU/ GDOT/ LCI
TRANSIT PLAZAS/OPEN SPACE										
O-1	Grady Homes "Great Lawn"	Construct new neighborhood park associated with Grady Homes redevelopment	Open Space	2.4	acres	I	\$ 48,000	\$ 432,000	\$ 480,000	AHA/ Private/ COA HOPE VII TAD/ Water & Sewer Bonds
O-2	Grady Homes "Pocket Park"	Construct new neighborhood park associated with Grady Homes redevelopment	Open Space	0.6	acres	I	\$ 12,000	\$ 108,000	\$ 120,000	AHA/ Private/ COA HOPE VII TAD/ Water & Sewer Bonds
O-3	Wheat Street "Square+Axis"	Construct new neighborhood park associated with Wheat Street Gardens redevelopment	Open Space	1.9	acres	I	\$ 38,000	\$ 342,000	\$ 380,000	Private/ COA TAD
O-4	Butler Park Enhancement	Improvements to existing City park	Open Space	3.5	acres	I	\$ 17,500	\$ 157,500	\$ 175,000	COA Local
O-5	Dobbs Plaza Enhancement	Improvements to existing City plaza	Open Space	1	lump sum	I	\$ 10,000	\$ 90,000	\$ 100,000	COA/ Private Local/ Private
O-6	Calhoun Park	Improvements to existing City plaza	Open Space	1	lump sum	I	\$ 10,000	\$ 90,000	\$ 100,000	COA/ Private Local/ Private
O-7	Walden Middle School Fields	Improvements to existing APS fields	Open Space	2.7	acres	II	\$ 27,000	\$ 243,000	\$ 270,000	Private/ APS Private/ APS
O-8	Herndon Plaza	Improvements to existing plaza at Atlanta Life Insurance	Open Space	1	lump sum	II	\$ 10,000	\$ 90,000	\$ 100,000	Private Private
O-9	Peace Plaza Connections	Connections to Freedom Parkway trail and new plazas	Open Space	1	lump sum	II	\$ 25,000	\$ 225,000	\$ 250,000	NPS/ COA Federal
O-10	Dobbs/Courtland Plaza	Construct New Plaza at J.W. Dobbs and Courtland associated with new development	Open Space	1	lump sum	III	\$ 10,000	\$ 90,000	\$ 100,000	Private/ COA Private
INTERSECTION IMPROVEMENTS										
I-1	Boulevard and Freedom Parkway Intersection	Intersection project at Boulevard and Freedom Parkway to include safety and operational improvement	Intersection	1	lump sum	II	\$ 15,000	\$ 135,000	\$ 150,000	COA/ GDOT QOU/ LCI
I-2	Boulevard and Auburn Intersection	Intersection project at Boulevard and Freedom Parkway to include operational improvements	Intersection	1	lump sum	II	\$ 15,000	\$ 135,000	\$ 150,000	COA/ GDOT QOU/ LCI
I-3	Boulevard and Edgewood Intersection	Intersection project at Boulevard and Freedom Parkway to include safety and operational improvement	Intersection	1	lump sum	II	\$ 15,000	\$ 135,000	\$ 150,000	COA/ GDOT QOU/ LCI

Figure 5.3.1b (cont.):
Public Improvement
Projects & Cost Summary

PUBLIC IMPROVEMENT PROJECTS & COST SUMMARY

PROJECT I.D.	PROJECT NAME	DESCRIPTION	TYPE OF IMPROVEMENT	QUANTITY	PHASE	ENGINEERING COSTS	CONSTRUCTION COSTS	TOTAL COST	POTENTIAL RESPONSIBLE PARTIES (see legend at end of table)	POTENTIAL FUNDING SOURCE(S)
NEW ROADWAYS/EXTENSIONS										
R-1	Wheat Street Garden Grid	New roads associated with Wheat Street Gardens redevelopment	Roadways	2000	linear feet	I	\$ 300,000	\$ 2,700,000	\$ 3,000,000	Private/ COA TAD
R-2	Grady Homes Grid	New roads associated with Grady Homes redevelopment	Roadways	3400	linear feet	I	\$ 510,000	\$ 4,590,000	\$ 5,100,000	AHA/ COA HOPE VI TAD/ Water & Sewer Bonds
R-3	Houston Street Extension	New roads associated with redevelopment	Roadways	600	linear feet	II	\$ 90,000	\$ 810,000	\$ 900,000	Private/ COA TAD
R-4	Fitzgerald Extension	New roads associated with redevelopment	Roadways	200	linear feet	II	\$ 30,000	\$ 270,000	\$ 300,000	Private/ COA TAD
R-5	Pryor-Piedmont "Mew"	New roads associated with redevelopment	Roadways	1500	linear feet	III	\$ 180,000	\$ 1,620,000	\$ 1,800,000	Private/ COA TAD
TRANSIT										
T-1	Eastside Trolley Feasibility Study	Preliminary Study to determine geometrics, ridership, funding, operations, etc.	Transit	1	lump sum	I	\$ 500,000	\$ -	\$ 500,000	Private/ MARTA Private/ MARTA
T-2	Eastside Trolley	Intown Circulator/ Streetcar loop - Edgewood & Auburn	Transit	1	lump sum	III	\$ 2,500,000	\$ 22,500,000	\$ 25,000,000	Private/ MARTA Private/ Federal
OTHERS										
	Property Acquisition	Property Acquisition	Economic Development	1	lump sum	Ongoing	\$ -	\$ -	TBD	COA/ ADA/ Private TBD
	Residential Rehab	Residential Rehab Program	Economic Development	1	lump sum	Ongoing	\$ -	\$ -	TBD	COA/ Private Public/ Private
	Land Use Changes	CDP Land Use Changes	Land Use	1	lump sum	I	\$ -	\$ -	\$ -	BOP N/A
	Zoning Changes	Zoning District Changes	Zoning	1	lump sum	I	\$ -	\$ -	\$ -	BOP N/A
	Implementation Entity	Establishment of Implementation Agency	Economic Development	1	lump sum	I	\$ -	\$ -	\$ -	Private/ CAPI/ ADA N/A
TOTALS							\$ 7,181,000	\$ 60,128,000	\$ 67,310,000	

Notes:
1) Public Improvement Costs are estimates only and are not intended to fiscally bind the City of Atlanta, ADA or any of their designers in any way.
2) Unit costs for Streetscapes are based on similar experience elsewhere in Downtown and Midtown and cover both sides of the street.
3) Eastside Trolley costs are pro-rated estimates based on the "Peachtree Corridor Streetcar Feasibility Study" (approximately 50% of the Downtown Loop)

Legend:
COA = City of Atlanta
BOP = Bureau of Planning
DPW = Department of Public Works
GDOT = Georgia Dept. of Transportation
LCI = Livable Centers Initiative

NPS = National Park Service
AHA = Atlanta Housing Authority
ADA = Atlanta Development Authority
TAD = Tax Allocation District
QOL = Quality of Life Bonds

Phases:
Phase I = 2005-2010
Phase II = 2010-2015
Phase III = 2015-2025



Figure 5.3.2:
Redevelopment Phasing &
Sources Summary

REDEVELOPMENT PHASING & SOURCES SUMMARY

PROJECT		Redevelopment Phase	COST		SOURCES			COMMENTS
Number	Name		Estimated Development Cost	Private Equity/Investment	TAD Bonds	Quality of Life Bonds	City of Atlanta/ Renewal Communities	
			(\$2005 Dollars)					
CATALYTIC PROJECTS								
1	Dobbs Mixed-Use	2015-2025	\$ 132,163,000	\$ 119,140,000	\$ 12,923,000	\$ -	\$ 100,000	
2	Historic Atlanta Life	2005-2010	\$ 6,848,000	\$ 6,178,000	\$ 670,000	\$ -	\$ -	
3	Georgia State / Fruit Stand	2010-2015	\$ 31,875,000	\$ 30,112,000	\$ 1,763,000	\$ -	\$ -	
4	Bethel Tower / Beaudry S.	2005-2010	\$ 93,402,000	\$ 84,269,000	\$ 9,133,000	\$ -	\$ -	
5	Butler CME / Butler YMCA	2005-2010	\$ 19,268,000	\$ 17,384,000	\$ 1,884,000	\$ -	\$ -	
6	Herndon Building	2005-2010	\$ 8,293,000	\$ 7,482,000	\$ 811,000	\$ -	\$ -	
7	Cultural Arts Center	2010-2015	\$ 52,211,000	\$ 47,106,000	\$ 5,105,000	\$ -	\$ -	
8	Hilliard East	2010-2015	\$ 15,455,000	\$ 13,944,000	\$ 1,511,000	\$ -	\$ -	
9	Edgewood North	2010-2015	\$ 27,577,000	\$ 24,880,000	\$ 2,697,000	\$ -	\$ -	
10	Wheat Street Gardens	2005-2010	\$ 131,700,000	\$ 114,500,000	\$ 17,200,000	\$ -	\$ -	
11	Atlanta Overlook	2010-2015	\$ 94,700,000	\$ 82,400,000	\$ 12,300,000	\$ -	\$ -	
12	NPS North Parking	2015-2025	\$ 64,000,000	\$ 55,700,000	\$ 8,300,000	\$ -	\$ -	
13	Edgewood Gateway	2010-2015	\$ 5,154,000	\$ 4,354,000	\$ 700,000	\$ -	\$ 100,000	
OTHER REDEVELOPEMNT PROJECTS								
14	Auburn / Edgewood Pres.	2010-2015	\$ 90,160,000	\$ 83,148,000	\$ 6,762,000	\$ -	\$ 250,000	\$250,000 in ADA Façade Program?
15	Peachtree Commercial	2010-2015	\$ 184,000,000	\$ 170,200,000	\$ 13,800,000	\$ -	\$ -	
16	Grady Homes	2005-2010	\$ 193,255,000	\$ 178,430,875	\$ 14,494,125	\$ 330,000	\$ -	Grady sidewalks and Roads in Quality of Life Bonds
17	Butler Park Residential	2005-2010	\$ 45,125,000	\$ 41,740,625	\$ 3,384,375	\$ -	\$ -	
18	Georgia Railroad Corridor	2010-2015	\$ 74,000,000	\$ 68,450,000	\$ 5,550,000	\$ -	\$ -	
			\$ 1,269,186,000	\$ 1,149,418,500	\$ 118,987,500	\$ 330,000	\$ 450,000	

Notes:
 1) All costs shown are estimated and not intended to fiscally bind any public or private entity in any way
 2) Where not specifically calculated (i.e., Catalytic Projects - see Appendix A), TAD funds are estimated at 7.5% of Total Development Cost based on similar experience
 3) Only a portion of the City of Atlanta "Quality of Life Bonds" have been issued with a second issuance planned
 4) Renewal Communities funds represent a portion of amounts already requested

5.4 Property Acquisition Plan

By virtue of the State of Georgia enabling urban redevelopment legislation, this Redevelopment Plan serves as a formal instrument for conduction proactive, official urban redevelopment processes - most prominent of these is the power of public acquisition of real property to effectuate plan initiatives.

However, it is critical to understand the philosophy of this plan in this regard. The use of public (or publicly-assisted) property acquisition is intended to be minimal or non-existent. In fact, each project has specifically been designed and tested to operate within a 'private market' framework. It is fully expected that necessary property assembly (or equity arrangements) will be initiated and conducted by private-sector interests and possibly supported by the existing Eastside TAD resources, where justified. It is recognized that funds for public property acquisition are typically scarce or nonexistent. Furthermore, social scars and stigmas of Atlanta's history of abusing this tool are still fresh in the minds of many (e.g., 1960's and 1970's mass demolition of entire neighborhoods such as Lighting and Buttermilk Bottom).

Therefore, this tool is intended only as a 'last resort' measure. As such, the pages that follow outline several specific recommended policies and intended procedures for the responsible use of this aggressive power. The location of possible acquisition sites corresponds to the Redevelopment Project Areas shown in Figure ____ earlier in this Part 4 (i.e., all properties within a Project Area).

5.4.1 Acquisition Criteria

The following conditions represent criteria under which property may be eligible for public acquisition.

- Sites occupied by abandoned, 'Dilapidated' structures often tax delinquent, which are unsafe and detrimental to the surrounding environment.
- Vacant / under-used sites that reflect patterns of impaired development, economic disinvestment and/or detrimental site uses. Sites classified as vacant and/or under-used include those with vacant structures or without any permanent building improvements, sites used for open storage or other non-intensive development such as parking.
- Properties required to effectuate critically needed public buildings, parks, plazas, and traffic/pedestrian circulation and infrastructure improvements.
- Non-intensively developed, obsolescent, or underutilized commercial/industrial sites which contribute to traffic, land use, and environmental impacts on residential areas and which offer logical opportunities for conversion to more appropriate uses.
- Sites exhibiting severe and persistent tax delinquencies, overdue utility bills or excessive property liens.
- Sites and structures of significant historical, cultural, or architectural distinction which reflect conditions of physical deterioration, vacancy or under-utilization, and/or inappropriate uses, i.e., conditions which can be remedied through high-priority preservation and adaptive re-use action programs.
- 'Substandard' or 'deteriorated' structures that are capable of cost-effective rehabilitation through acquisition and reinvestment by alternative owners.
- Sites that fail to comply with the Future Land Use Plan or represent a significant physical deterrent to developing a larger, critical-mass project.

The use of public property acquisition (or publically-assisted) is intended to be minimal or non-existent.



5.4.2 Guidelines For Acquisition

As a matter of policy, this Redevelopment Plan calls for a business-like containment of local government costs and risks associated with front-end property acquisition and initiation of project development. A key strategy will be to involve the sharing of front-end land assembly and project initiation responsibilities with pre-qualified private redevelopment teams approved by the City/ADA. Increased participation by current property owners, community-based organizations, private investors, and business operators during the initial stages of redevelopment can provide a greater economic stake for the community and improve social responsibility for redevelopment outcomes. At the same time, the front-end costs of redevelopment, to be financed by government will be reduced along with fewer short-term losses of tax revenues during acquisition, relocation, and site preparation phases.

The policy of shared acquisition and project initiation responsibilities grants the City/ADA the authority to control future site re-uses and design qualities within targeted redevelopment sites as outlined in this Redevelopment Plan. The City/ADA retains the power to coordinate the provision of appropriate economic incentives for redevelopers and tenants, regardless of how the property is assembled. This policy also calls for the City/ADA to act as the land acquisition and disposition agency of last resort, where needed property redevelopment cannot be achieved through other parties. All property acquisition activities conducted by the City/ADA should directly correspond to community-based priorities and be reviewed by appropriate community-based organizations at all times. The Neighborhood Planning Unit will be instrumental in this regard.

5.4.3 Types of Publicly-Assisted Acquisition

In cases where public assistance is needed, there are two primary types of acquisition that may be utilized by the City/ADA--all based on the City's eminent domain power. They will be determined on a site-by-site basis.

Direct Public Acquisition: the most direct and highest priority public acquisition initiatives including; properties required to effectuate public improvements, properties with severe structural deficiencies or properties impinging upon high-priority, larger-scale development. In general, this strategy will involve either a) direct City/ADA acquisition initiatives through negotiated purchases from private owners; b) the City's condemnation and acquisition procedures in the case of recalcitrant owners; and c) property transfer and/or redevelopment agreements with existing public owners.

Private Acquisition With Public Assistance: This type of acquisition may be used where private acquisition and private improvements can be assisted by the City/ADA under specified procedures and guidelines. Private redevelopment teams in these areas may include current property owners, community-based institutions, and both existing and new business operators. This strategy seeks to maximize participation for community-based organizations and existing property owners, as well as to attract project commitments from highly capable investors, redevelopers, or businesses not currently present within the area. This mechanism is an excellent way to respond to challenges involving multiple property owners and subdivision and development constraints.

Depending on the nature and scope of the project, the City/ADA may follow alternative procedures for pre-qualification and designation of a preferred redevelopment team. Options include: (1) competitive advertisement and selection based on specified qualifications; or (2) review and approval of a voluntary application from a group for "sole source" selection on the merits of community service track record, properties already controlled, financial and professional experience strengths, intended development program, and specific investment commitment. The City/ADA may also



reserve the authority to designate individual participants in project teams on a “sole source” basis, as required to guarantee attention to housing, economic opportunity, and/or community service benefits for neighborhood residents, or to fulfill conditions of public financing commitments. However, designations of “sole source” participants shall not interfere with the use of competitive procedures to obtain the highest quality private investment, design, and development. All redevelopment teams will be required to enter into a Land Acquisition and Development Agreement that spells out time limits and performance criteria.

Types of public assistance that may be brought to bear include financial support, condemnation/ eminent domain, the provision of relocation assistance, public improvements, legislative support (rezoning, CDP changes, street abandonment, etc.), grants and loan support, third-party mediation, permit expediting, and others.

All acquisitions, regardless of type will be subject to the provision of a uniform standard of relocation benefits and services as allowed by local, state and federal laws and will be subject to disposition procedures and covenants as described later in this section.

5.5 Property Disposition & Reuse Plan

As with the Property Acquisition Plan, the concept of official urban redevelopment 'disposition' is intended to be very minimal or nonexistent. To the extent that any property becomes subject to public property acquisition under the auspices of the State urban redevelopment enabling legislation (or is materially publicly-assisted), the following pages set out recommended procedures and polices for governing their disposition and reuse.

5.5.1 Eligible Disposition Areas

Similar to the Property Acquisition Plan described above, all properties publicly acquired will be subject to formal 'disposition.' All properties contained within the Redevelopment Projects Map (Figure 4.5) shall be eligible for public acquisition and disposition as enabled by authority of the State of Georgia urban redevelopment Legislation.

5.5.2 Disposition Scope & Intent

The disposition of publicly acquired property and the allocation of redevelopment rights is subject to provisions of Georgia's redevelopment statutes under which this plan is enabled; the policy and procedural guidelines defined in this section are consistent with these statutory requirements. Policy and procedural guidelines for the conduct of property disposition and controls will be administered by the City and/or The Atlanta Development Authority (ADA). These policies and procedures are intended to protect the interests of the general public and the Butler / Auburn community as well as to encourage and promote high quality private development through a variety of coordinated incentives. The property disposition/re-use process is the key mechanism in the overall Redevelopment Plan for effecting desirable land use changes, preserving and adaptively re-using historic structures, providing open space and other public amenities, delivering economic opportunity and housing benefits for the community, capturing fiscal benefits for taxpayers, and assuring design excellence in all rehabilitation and construction activity.

5.5.3 Property Reuse Designation

Property Reuse will be governed by several aspects contained within this Redevelopment Plan. First, all disposed of properties shall be reused in a manner that supports the Vision, Goals and Objectives contained within Part 1 of this report. Second, the Future Land Use Plan sets out the general intended land use of every parcel within the study area. Third, Part 4.5 sets out very specific redevelopment projects with intended design, layout and programmatic requirements. In particular, the programmatic requirements (or 'Reuse Controls') will be the primary basis for guiding property disposition. It is important to note that stated re-use quantities are approximate and may be varied by up to 10% without being considered a substantial change. It is also important to note that individual circumstances may necessitate variances from the specified controls due to unforeseen conditions or changes in the property subsequent to the approval of this plan. City Council and the Mayor of the City of Atlanta (and/or their designee) will be responsible for promulgating definitions and procedures for what constitutes a 'variance' (i.e., allowing an administrative change) and what constitutes an 'amendment' (i.e., requiring legislative change).

5.5.4 Disposition Policies and Incentives

The property disposition policy endorses community redevelopment practices, which are based on public and private co-investment and risk-sharing transactions, offering high probability of equitable returns for all parties. Two fundamental principles will guide

As with the Property Acquisition Plan, the concept of official redevelopment 'disposition' is intended to be minimal or nonexistent.



public resource commitments: 1) leveraging of private investment and 2) recoverability of invested public resources.

The following property disposition policies and private redevelopment incentives are intended to balance the respective interests of local taxpayers, Butler / Auburn citizens, private investors, business owners, developers, and current property owners.

Emphasis on property tax base gains: Emphasis is placed on expanding the taxable private property base through conversion of non-taxable property, where appropriate, as well as through transfer of fee simple title (rather than use of long-term ground leases) to publicly acquired property. Wherever possible, common open spaces of limited size, off-street parking facilities, or other facilities for community use will be accomplished within privately owned and maintained properties. Review and approval of project plans must emphasize long-term fiscal returns, particularly given the importance of ensuring taxable revenue to support the Eastside TAD.

Cost recovery and recycling of funds: To the extent possible, the City/ADA will seek to recover the full public acquisition cost of sites and/or buildings for private re-use, including costs of appraisals, title certificates, property surveys, and closing fees. Sale prices and cost reimbursements will be based on fair market value of the real property for private re-uses in accordance with provisions of this plan and all relevant project controls and covenants. The full property acquisition cost recovery policy is intended to provide public land sale revenues that can be recycled for other public investment initiatives within the study area. Recovered land sale revenues could be assigned to a property acquisition revolving fund or to loan funds supporting economic development or affordable housing purposes.

Economic development financing incentives: Many projects in the target area could benefit from economic development financing assistance. Proactive efforts should be made to marshal economic development financing resources including tax-exempt and redevelopment bond financing. Economic development assistance should emphasize recoverable second mortgage loans and loan guarantees, with payments of principal and interest into permanent revolving funds. Such financing could be highly leveraged against equity and first mortgage financing from private sources. Specific amounts and types of assistance will be tailored to site-specific occupancy and marketing objectives, as well as to project cost and risk conditions.

Obligations for Replacement housing and business facilities: All projects receiving substantial redevelopment assistance may be obligated to set aside facilities to meet residential or business replacement needs. Such obligations will be determined by negotiations and agreement with the City/ADA based on practical circumstances of project size, uses, locations, and construction phasing.

Employment and business participation obligations: Any publicly assisted redevelopment projects may be obligated to meet objectives relating to community-based residents employment and small business participation opportunities. These objectives will be determined on a project-specific basis through the City/ADA project review process and negotiations with the redeveloper for appropriate types of incentives and obligations.

Deed-restricted covenants: Restrictive covenants running with the land may be employed to guarantee the continuity of general public and community benefits of redevelopment projects, i.e., notwithstanding potential re-financing or ownership changes of assisted projects. The continued access of eligible groups to business facilities, and employment opportunities for community residents will be assured against potential impacts of economic gentrification. Projects may be protected, where and as appropriate, with: permanent easements for public access, open space,

and landscaping; future site and building space use control; historic preservation mechanisms; and other relevant major design controls such as building height, footprint, setbacks, and materials/colors affecting appearance.

5.5.5 Disposition Procedures

The following procedures for the conduct of property disposition activities are defined as general guidelines for public and private participants in targeted redevelopment projects. It is assumed that the City/ADA will have ample authority to conduct these activities with a high degree of professional objectivity, as well as the discretionary flexibility required to offer reliable public commitments for timely and successful completion of projects. It is important to note that to date, the City/ADA has not formally established any such procedures for conducting redevelopment plan-based property acquisition or disposition. The following procedures are based on other successful models from across the country and are recommended for consideration:

Redeveloper qualification and designation: Designation of a qualified redevelopment team will be accomplished without heavy expenditures for competitive proposals and will generally require pre-qualification and designation of a preferred redeveloper consortium prior to land assembly. The City/ADA will advertise and solicit competitive proposals from potential redevelopers and may also respond to unsolicited proposals from existing property owners, community-based organizations, and committed project investors. Depending upon the merits of such proposals and the qualifications of suggested teams, certain "sole source" participants in the project may be designated. A non-profit community development corporation (CDC), operating as a principal in a private redevelopment team, may be exempted from certain financial assurances. However, CDC's will be subject to all other policies and procedures (e. g. design review or jobs allocation, etc.) which support community and general public benefits.

Preliminary project review: During the preliminary project review phase, the redeveloper, the City/ADA and the NPU will work to reach agreement in principle as to the following issues: building space uses, site and building design concepts; marketing objectives; special program needs (e.g., accommodation of relocatees, community jobs, etc.); project compliance with zoning and other redevelopment plan controls; private equity and loan requirements and steps to achieve firm commitments; requirements for public financing and other supportive actions and justification for supplementary public acquisition of property; and general principles for the legal transfer of any publicly acquired property. Upon approval, the parties will prepare a Draft Land Disposition and Development Agreement and other legal instruments to serve as the basis for mutual project implementation responsibilities. Mutually agreeable timetables for all phases of project implementation will be a key element of the Draft Agreement.

Final project approval and commitments: Final project approval will be conditioned upon the redeveloper's delivery of satisfactory Design Development Phase drawings and any other professional studies which may be required to demonstrate the economic and technical feasibility of proposed construction and marketing plans. Any previous contingencies--concerning regulatory approvals, private financing commitments, public support and financing assistance, and other private and public obligations for the project's success--will be removed. Upon successful conclusion of this work, the City/ADA will issue formal approval of the redevelopment program and design, and the parties will execute a binding Land Disposition and Development Agreement and other restrictive covenants.

Pre-construction implementation: The City/ADA will monitor and provide coordination of all private and public commitments to enable a timely construction start. The redeveloper will deliver Final Construction Documents Phase products for City/ADA and NPU review and endorsement of the redeveloper's applications for building permits





and other fees and licenses. The City/ADA will complete obligations for relocation and site preparation and will coordinate preparation of re-use property survey maps, transfer deeds, and other documents.

Property transfer, construction and implementation monitoring: Title to publicly assembled properties should be transferred to the redeveloper prior to construction, contingent upon satisfaction of all pre-construction commitments. Major portions of the purchase price payment may be deferred until construction has been completed and permanent mortgage financing has been closed. Depending upon the economic and social benefits of the project and other merits, the City/ADA may offer further extension of time.

A simpler disposition protocol may be established by the City/ADA for transfers of land for public/institutional re-uses or for small private redevelopments. Throughout the construction period and after permanent financing has been closed, the City/ADA will continue to monitor the performance of public and private obligations.

5.6 Relocation Assistance & Potential Demolition

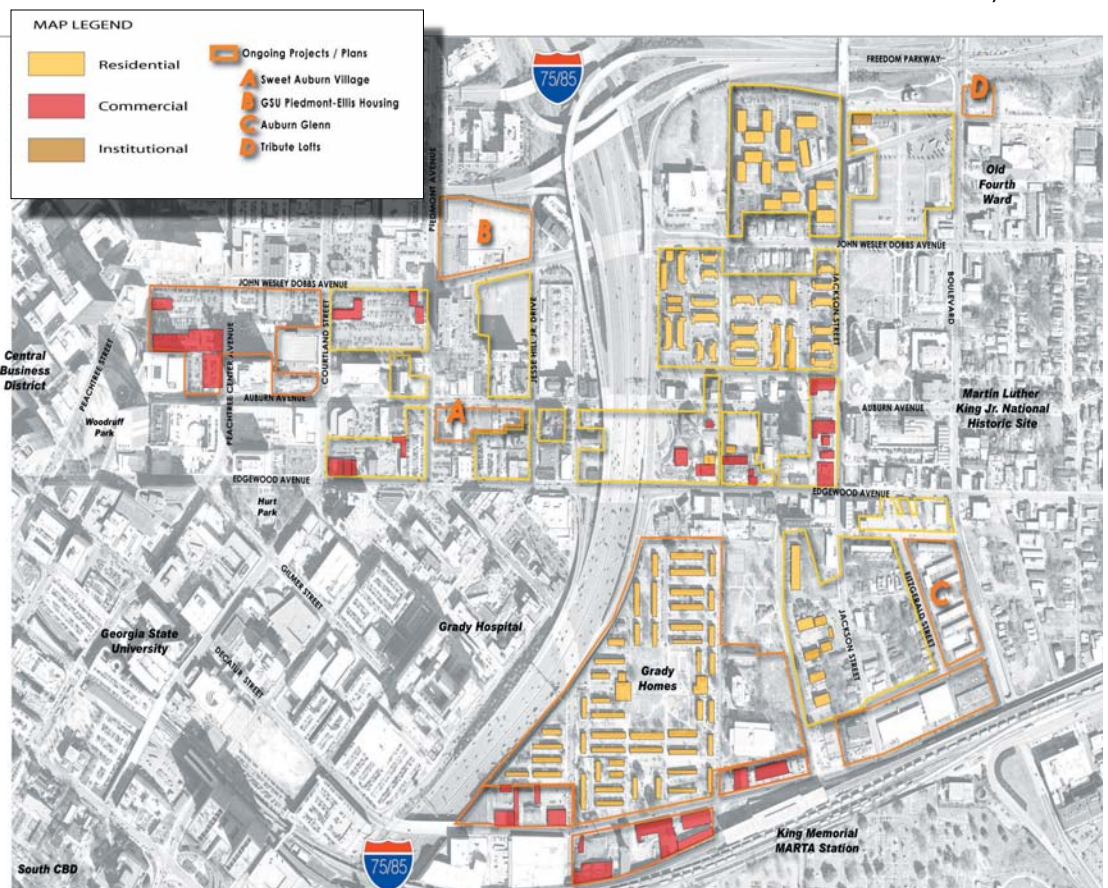
This report section on Relocation Assistance is provided in the event that any property is purchased through the use of the official urban redevelopment powers as enabled by this report. As previously mentioned in both the Acquisition and Disposition sections, it is hoped that all property acquisition/assemblage that is necessary to effectuate redevelopment can be accomplished through traditional private market mechanisms with the official urban redevelopment powers used only as a 'last resort.' However, it is critical to understand that, to the extent that it becomes necessary, any publicly assisted property acquisition of an occupied structure will require the obligation to provide all necessary and due Relocation Assistance. In this regard, all relocation benefit standards and procedures will fully comply in spirit and in material with all current federal administration guidelines and regulations. This includes the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as Amended. While these federal benefits typically outpace local and state policies, commitment to these higher levels will protect access to federal funding resources.

5.6.1 Potential Demolition Sites

The full redevelopment and revitalization of the Butler / Auburn community as envisioned in this CRP Update will undoubtedly result in the demolition of several structures - some of which will be occupied at the time of redevelopment. To the greatest extent possible, this CRP Update (as with the original CRP) is 'preservation-based' and recognizes that the area's history is one of its greatest cultural and market strengths. In this regard, this plan is designed to minimize the loss of existing buildings, particularly those within the Landmark District. If all plans and projects within this report come to fruition, a total of 135 structures would be demolished, including 103 residential structures that are currently occupied (Figure 5.6.1a). However, 93 of the 103 residential structures to be demolished are within areas, such as Grady Homes,

...this CRP Update is 'preservation-based' and recognizes that the area's history is one of its greatest cultural and market strengths.

Figure 5.6.1a:
Potential Demolition



that are currently slated for redevelopment. Of the buildings proposed for demolition only 5 are contributing; this represents less than 3% of all contributing buildings in the Landmark District. And, as part of the preservation-based strategy for each catalytic project, twenty-one key historic resources would be renovated and incorporated into new development, while another four historic buildings that had been previously demolished would be reconstructed in some form.

5.6.2 Potential Relocation Assistance Needs

As mentioned throughout this report, aggressive use of urban redevelopment powers such as eminent domain, public acquisition and public disposition is intended to be minimal, or non-existent. Therefore, it is estimated that no public resources will be required to compensate for the burden of demolition and displacement. That however, does not alleviate the obligations of private developers and property owners to deal fairly and professionally with tenants that occupy demolition targets. As such, the table that follows outlines the estimated cost of providing relocation assistance according to federal guidelines and local case-study experience.

Figure 5.6.1b:
Potential Demolition
Summary

TYPE				RELOCATION COST	
RESIDENTIAL DEMOLITION					
Occupied:	Multifamily Rental	352	units	\$	5,280,000
	Multifamily Ownership	0	units	\$	-
	Single-Family Rental	0	units	\$	-
	Single-Family Owner	0	units	\$	-
Unoccupied:	Multifamily Rental	0	units	\$	-
	Multifamily Ownership	0	units	\$	-
	Single-Family Rental	0	units	\$	-
	Single-Family Owner	0	units	\$	-
SUBTOTAL		352	units	\$	5,280,000
NON-RESIDENTIAL DEMOLITION					
Occupied Square Footage		238,884	square feet	\$	1,194,420
Unoccupied Square Footage		25,108	square feet	\$	-
SUBTOTAL		263,992	square feet	\$	1,194,420
TOTAL				\$	6,474,420

Notes:

- 1) Grady Homes was fully vacated prior to the completion of this plan and therefore is not included above.
- 2) Demolition/Relocation estimates are not included for projects that are already under (e.g., Sweet Auburn Village, GSU Student Housing, Auburn Glenn)

5.7 Duration & Modification of Controls

All of the redevelopment plan controls as described in this plan shall expire, and no longer be in force or effect, after December 31, 2025.

Until all of the saleable and buildable properties in the target area that are eventually acquired by the City have been disposed of, the controls may be amended or variances granted, provided that such changes do not impact the value of specific projects already completed without prior consent of owners or lessees of the impacted projects.

After all of the saleable and buildable property in the area owned by the City has been disposed of, the City shall file a certificate to that effect. Thereafter, upon the written request of the owner of any property, variances from the controls may be granted by the City with respect to such property in such manner as the Mayor and City Council may prescribe.

The Mayor and City Council shall promulgate the terms and procedures under which variances from the controls may be considered and permitted, as well as procedures for amendments to the CRP Update. The Sweet Auburn community shall be instrumental in recommending projects and modifications to the Atlanta Development Authority and/or the City of Atlanta. Major modifications shall require formal amendments to be approved by City Council. Minor amendments that do not cause any substantial alteration of the plan may be accomplished administratively through written action of the Mayor of the City of Atlanta.

