Urban Redevelopment Plan for Up Town Pine Lake (the Rockbridge Business District)

Overall Mission: To convert a blighted commercial district into a pedestrian oriented, mixed-use district that provides new commercial opportunities, boutique office space, high-density residential living and related government services to Central DeKalb.

Focused Purpose: This plan is focused on the properties that are along Rockbridge Rd, Allgood Road, Rowland Rd, Spring Dr, and Poplar Dr. This plan proposes to add residences, commercial spaces, mixed use, and to expand upon the current government services in these areas.

Table of Contents

Introduction
Executive Summary
- Purpose
  - Mission
  - Focused Purpose
- Background
- Goals and Objectives
- Strategies
- Essential Tools

Urban Redeveloping Plan for Up Town Pine Lake (the Rockbridge Business District)

Attachments

1) UpTown Residential and Storefront Treatments and Form
2) Notice of Public Meeting on the Proposed Pine Lake Redevelopment Plan
3) Public Comments on the Proposed Pine Lake Redevelopment Plan
4) Resolution forming the Downtown Development Authority
5) Resolution Describing the Boundaries of the Urban Redevelopment Area within the City.
6) Downtown Development Authority Endorsement of the Redeveloping Plan for Up Town Pine Lake
7) Resolution Adopting the Urban Redeveloping Plan for Up Town Pine Lake (the Rockbridge Business District)
8) Legal Certification

Introduction

This plan outlines the steps necessary to ensure a thoughtful redevelopment of the blighted commercial district along Pine Lake's Rockbridge Road corridor. The plan includes best practices in developing an intentional community-oriented business district and was framed by the desires of the community as expressed in several meetings.

This plan is a continuation of Pine Lake's efforts to restore the environment, promote the arts, preserve the regional cultural assets, and promote high quality of living for all ages. The best practices to achieve these goals is to convene Town Hall meetings, community education sessions, market studies; then to produce succinct codes, professional planning, quality enforcement, thoughtful leadership, and the open involvement of our community. This plan is a continuation of efforts made by several involved, dedicated, and farsighted community leaders.

Greg Zarus, Mayor
City of Pine Lake

Executive Summary

Purpose
Urban Redeveloping Plan for Up Town Pine Lake (the Rockbridge Business District) provides a general outline of the blighted areas of the City of Pine Lake and the adjacent greenspace that is threatened to be put to undesirable use.

Overall Mission: To convert a blighted commercial district into a pedestrian oriented, mixed-use district that provides new commercial opportunities, boutique office space, high-density residential living and related government services to Central DeKalb.

Focused Purpose: This plan is focused on the properties that are along Rockbridge Rd, Allgood Road, Rowland Rd, Spring Dr, and Poplar Dr. This plan proposes to add residences, commercial spaces, mixed use, and to expand upon the current government services in these areas.

Background

Urban Redeveloping Plan for Up Town Pine Lake (the Rockbridge Business District) was created in accordance with the Official Code of Georgia Annotated, Section 36-61-7 (Georgia's Redevelopment Authority. This plan describes the cities broad powers derived from the Redevelopment Powers Act, which enables Pine Lake (and other Qualified Cities) to redevelop blighted or threatened areas of the community. The plan also describes the goals and objectives for the city's commercial redevelopment and describes the strategies and tools for accomplishing them.

Continuing of the Steps of Redevelopment: In 2006, the city published their Comprehensive plan with that outlined several areas of desired development, preservation, and redevelopment. That same year, the city authorized and registered its Downtown Development Authority (DDA). In 2007, the city passed a resolution requesting for the ability to activate our redevelopment powers. The Georgia assembly permitted a referendum to be placed on the fall ballet and it passed with 94% of the vote. In 2008, the city began a market study and in 2009, rezoned its commercial district and received its first redevelopment bond. This plan reflects a focused effort to redevelop one specific blighted district, referred to as "Up Town Pine Lake" because the district is the highest point of the city and because it connotes our goals for redevelopment.

This Plan's Components: The Components of the Urban Redeveloping Plan for Up Town Pine Lake (the Rockbridge Business District) include:

1. Boundaries of the redevelopment area
2. Evidence that the area's fringe has seen growth, but the blighted area has not and evidence that the blighted area is not anticipated to be redeveloped in a manner consisted with the community's Up Town vision.
3. Explanation of proposed uses for urban redevelopment area.
4. Proposed methods for financing the redevelopment.
5. Description if proposed construction, reconstruction, expansion, renovation, rehabilitation, repair, demolition, alteration or remodeling of public property.
6. Description if proposed construction, reconstruction, expansion, renovation, rehabilitation, repair, demolition, alteration or remodeling of private property.
7. Statement of conformity of this plan to the Comprehensive plan, DDA plan, Zoning plan, and Market plan.
8. Summary of estimated expenditures from public and private financing sources for each of the first 10 years following implementation of this plan.

The Urban Redeveloping Plan for Up Town Pine Lake (the Rockbridge Business District) is established by:

1. Drafting a targeted redevelopment plan.
2. Holding public hearings and soliciting comments on the draft plan.
3. City council resolution authorizing the Downtown Development Authority to implement the plan.
4. City council resolution describing the boundaries of the redevelopment area.
5. City council resolution approving the Urban Redeveloping Plan for Up Town Pine Lake (the Rockbridge Business District).

Goals and Objectives:

1. Current Businesses
    a. Encourage property owners to improve their façade.
    b. Encourage business owners to expand their current scope of operations.
    c. Encourage business owners to attract complimentary businesses to cohabitate/cooperate.
    d.
2. Bighted unused properties
    a. Encourage property owners to self condemn.
    b. Encourage property owners of adjacent properties to consolidate.
    c. Encourage property owners of vacant land or reclaimed land to allow properties to be used for open markets, dog parks, or open space.
3. Future Residences
    a. Encourage developers to purchase recently consolidated land for high density residential and mixed use development.
    b. Encourage senior residence developers to develop high density residential homes.
    c. Encourage assisted living developers to develop high density residential homes targeted for mixed income seniors.

4. Future Businesses
    a. Encourage developers to develop mixed use in a manner consistent with the high density rezoning of the commercial district.
    b. Encourage successful business owners in similar districts to branch out with a franchise in Pine Lake.
    c. Encourage entrepreneurs to meet with us to identify what additional tools and actions are needed.

5. Government Intervention
    a. Pursue redevelopment grants.
    b. Develop sidewalks

c. Streetscape
d. Assist with demolition of self condemned properties.
e. Negotiate rents with property owners to allow for open markets.
f. Negotiate and support senior assisted development and support other activities proposed by the Pine Lake Lifelong Living Community Housing Authority.
g. Add "special guest" segments to the DDA meetings which bring outside developers and business owners to meet with us.
h. Continue to review development codes as new types of business models and infrastructure emerge (i.e., cell phone, wireless, power, and utility needs).
i. Code enforcement.

Strategies:

- The redevelopment actions and activities should be based on Georgia Law and either reflects the best practices of other municipalities or reflect a unique market opportunity that is consistent with market studies for our region.

- The city will seek DOT Transportation Enhancement grants for sidewalks.

- The city will utilize MARTA streetscape funds for lighting and other streetscaping.

- The Downtown Development Authority director and treasurer will contact outside developers to encourage them to develop mixed use and high density residential buildings including senior housing in the redevelopment zone.

- Public support and understanding that the community as a whole will be buoyed by improving this portion of the city. This portion of the city (in 2011) is the least desirable portion of the city yet has the greatest probability of contributing most to the tax base. The public will support the redevelopment goals by advocating on behalf of its improvement. The city will show support by committing resources to its improvement.

- Leaverage the city's assets as: one of the safest city's in Georgia, its proximity to Atlanta, its accessibility to major roads, its high volume of traffic, its extremely involved and progressive community, its ease for gaining licensing and other access to government, and its low licensing fees.

- Old Structures and Current Uses

  a. Impartial code enforcement. Ownership is not a consideration.

  b. Any operating business in an existing non-conforming structure will be given incentives to improve the appearance of their property and on efforts will be made to condemn or discourage the ongoing operation of all permitted businesses.

  c. The issuance of punctual code enforcement warnings and follow-up citations by the Pine Lake Police.

  d. City-encouraged self condemnation, followed by inspections and CBGD-supported demolition of substandard buildings.

  e. Encouraged recycling of demolition materials.

- New Uses

  a. Downtown Development Authority will encouraged blighted property owners self condemn gross-substandard buildings.

  b. Downtown Development Authority will encouraged blighted property owners to consolidate properties for resale.

  c. Downtown Development Authority meetings will host special meetings to invite developers, including high density mixed use and senior housing developers.

  d. The Architectural Review Board will encouraged redevelopment to follow community desires as illustrated in the Zoning code or in the production of other designs consistent with the design period 1920-1940.

Essential Tools:

The primary tools will be outreach, education, encouragement, enforcement and enhancements.

- Outreach: The DDA director, treasurer, ARB chair, mayor, and council members will commit to contacting developers, housing authorities,

businesses, chambers of commerce, and government entities to make them aware of our interests and assets

- *one of the safest city's in Georgia, its proximity to Atlanta, its accessibility to major roads, its high volume of traffic, its extremely involved and progressive community, its ease for gaining licensing and other access to government, and its low licensing fees.*

- Education: The DDA director, DDA treasurer and ARB chair will continue to bring economic, housing, entrepreneurial, zoning, and development experts to the meetings to provide the attending business owners with new ideas for their business and for ideas about other businesses that will help their business. Experts will also teach business owners and the community about the value of residents along the commercial corridor.

- Encouragement: The city officials, law enforcement, and DDA officials will personally meet with business owners to encourage them to improve the look and use of their property.

- Enforcement: The city's uniformed law enforcement officers will make regular patrols of the blighted district identifying code violations to the property owners.
    - *The Blighted Buildings Act (HR 391) may be used as a tool for redevelopment. This act provides allows municipalities to develop tax incentive programs for which the increased taxation on properties that are maintained in blighted conditions.*

- Enhancements: The city and ARB will apply for transportation enhancement grants, Community Development Block Grants CDBG, Revitalization Area Strategy (RAS) grants housing grants, Department of Community Home Investment Program (CHIP) grants, Department of Community Affairs Home ownership Program Grants, and other economic development and housing grants to create a pedestrian-friendly, safe, zone that attracts additional development and redevelopment.

Historical Context

Pine Lake has enjoyed a long history as a permanent vacation community. The safe community is convenient to downtown Atlanta, Emory University, Decatur, Stone Mountain and Hartsfield-Jackson Airport. It's attractive rolling topography, dense tree canopy, and a large water mass with permanent greenspace provides enhanced evapotranspiration, thus maintaining milder temperatures than the surrounding areas.[1] The Pine Lake community heritage of nurturing artists and environmentalists has resulted in the city having a highly democratic government and community-oriented development laws.

The Pine Lake Community (1000) and the adjacent communities (7000) are demographically classifiable as middle class professionals.
Until 2004, the city growth was limited to its originally chartered boundaries. Those boundaries were created when the surrounding environment was farmland and woods. The areas around Pine Lake have since filled in with sprawling automotive-oriented development. Since 2004, the city has annexed most of the adjoining, blighted business district and has created zoning and development codes designed to encourage a high-density, mixed-use residential and pedestrian-friendly district.

In 2008 and 2009, the city completely rezoned every private parcel. The Rockbridge Road corridor was rezoned to allow commercial use, mixed use, and work-live use. The 17 acres on the southwestern corner of the intersection of Rockbridge Road and Allgood Road includes zones for high density residential living and mixed use. Zoning for high density residential living and mixed use is also at: the 7 acres at the northeastern corner of the intersection of Poplar Rd and Rockbridge Road and the also provides 5 acres a the southeastern corner of the intersection of Poplar Rd and Rockbridge Road.

Also in 2008 and 2009, the city contracted a market study to determine what the city needs to do in order to grow a commercial district in a manner consistent with what the community desires. There were several educational sessions during the market study and rezoning was underway. The conclusion on that property was a need for high density residential living to help support the desired businesses. That property was targeted to include senior housing that encourages mixed income living.

A community survey conducted as part of that market study identified that a large section of the community bought and sold art and culture related products, including visual arts, performing arts, and intellectual arts. Community meetings identified a continued commitment to the environment, as supported by the production of many city planning documents for the environment. The census identified a large and

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[1] The volume of water that evaporates and transporates through the Pine Lake valley is enough to cool 12 square miles of air 20 feet deep by 16° F per hour. The volume of water in the lake and creeks provides enough reserve heat to prevent the chilling of 12 square miles of air 20 feet deep by 22° F overnight. The orientation of the valley (Northeast to Southwest) funnels in most summertime breezes, but blocks out most winter gusts.

growing intellectual community that benefits from teaching and writing. This market is a complementary market to nearby Decatur. These create a market basis to support businesses such as a lower tiered coffee shop, used book store, art supply store, recycling-oriented businesses, non-governmental charity organizations (red cross, meals on wheels, etc.) –all of which support the older and aging population and the desire to develop senior housing.

Justification

The redevelopment of the commercial district along Rockbridge road will improve the quality of life for central DeKalb residents. Pine Lake needs to take the lead to redevelop this district because this immediate area burdens our police and public works resources, adds very little to the city's tax base and has long been neglected by the county government. By redeveloping along this blighted district, we will ensure optimal use of resources. The city has the management capabilities and the resources to tackle this redevelopment effort.

Signs and Reasons that the City and the Region are Ready:

- City population is growing
- Income and education attainment is increasing
- The population is consuming more luxury items
- Surrounding areas are experiencing problematic infill development
- Local restaurants now operate on local patronage
- Georgia Perimeter College (GPC) is funding major improvements and connectivity features on Memorial Drive
- Memorial Drive Revitalization project is underway at the I-285 interchange and urban sidewalks -10 foot width- are being built.
- Bus Rapid Transit (BRT) plan for Memorial drive
- Synchronizing of lights Rockbridge Road and Memorial Drive
- Access to Indian Creek MARTA light rail
- Pine Lake's Transportation enhancements (Sidewalks and Bike Paths)
- Pine Lake's Green Enhancements (Wetlands and Trails)
- Stable, reliable, local government has cut taxes 6 years in a row
- Expanded services with an added City Administrator, a Downtown Development Authority, a Stormwater Authority, a re-Zoning board, and an Architectural Review Board

Narrative

The city continues to avoid the dramatic foreclosure rates seen elsewhere in the region. Previous to the recession, the city had observed a dramatic increase in higher priced new homes within the city limits while the local region has lagged. New single-family residences on a 6000 sq ft lot sold for more than $300,000 – an increase of $100,000 in 2005. New commercial properties were also on the rise, but the

blighted district lags. A new 5 unit on ½ acre on a Pine Lake commercial property was valued at $400,000 in 2004 and sold in 2006 for over $600,000, while an older 13-store strip mall on 2.76 acres is valued at less than $1,000,000.

Many newcomers are attracted to the city because:

- its natural setting
- it is reported as the safest city in Georgia
- it is a short commute to and from downtown with the sun always at the drivers back
- its elementary school children can attend the International Community School

Rockbridge Road, handles over 20,000 cars per day. The single strip of stores along Rockbridge requires 1/3 of the entire city's police budget to patrol and to provide response. Public work-efforts for ¼ of a mile of this strip will account for ¼ of the entire public works efforts this year.

The entire length of the proposed commercial district is one tenth of a mile longer than the Decatur business district and the total land area is larger that the stores within the entire Virginia Highlands business area.

The Plan

This plan shall constitute a written redevelopment plan adopted and approved under the provisions of the Official Code of Georgia Annotated Section 36-61-7 for the urban redevelopment areas identified and described herein.

This is consistent with the City Of Pine Lake's 2006 Compressive Plan and DeKalb County's Economic Development Plan.

1. **Boundaries of the redevelopment area**

   This plan is focused on the properties that are along Rockbridge Rd, Allgood Road, Rowland Rd, Spring Dr, and Poplar Dr. Full descriptions are provided at www.pldda.org . A simplified map is provided here:

Figure 1: Cartoon Map Identifying DDA Redevelopment Goals

Coloring identifies the zoning criteria that is consistent with the comp plan and rezoning plan, but Identifies several areas for high density residential infill. Light blue (right) identifies low density for-profit senior residences; Red identifies high density mixed use transitional (pedestrian); Fuchsia identifies high density mixed use Core (car and pedestrian); Orange identifies mixed residential.

2. **Evidence that the area's fringe has seen growth, but the blighted area has not and evidence that the blighted area is not anticipated to be redeveloped in a manner consisted with the community's Up Town vision.**

In 2008 and 2009, the city completely rezoned every private parcel. The Rockbridge Road corridor was rezoned to allow commercial use, mixed use, and work-live use. The current use of the redevelopment zone is single-use commercial, mostly automotive related, with some vacated houses that were put to commercial use.

The 17 acres on the southwestern corner of the intersection of Rockbridge Road and Allgood Road includes zones for high density residential living and mixed use. High density residential living and mixed use zoning is also at: the 7 acres a the northeastern corner of the intersection of Poplar Rd and Rockbridge Road and the also provides 5 acres a the southeastern corner of the intersection of Poplar Rd and Rockbridge Road.

Also in 2008 and 2009, the city contracted a market study to determine what the city needs to do in order to grow a commercial district in a manner consistent with what the community desires. There were several educational sessions during the market study and rezoning was underway. The conclusion on that property was a need for high density residential living to help support the desired businesses. That property was targeted to include senior housing that encourages mixed income living.

A community survey conducted as part of that market study identified that a large section of the community bought and sold art and culture related products, including visual arts, performing arts, and intellectual arts. Community meetings identified a continued commitment to the environment, as supported by the production of many city planning documents for the environment. The census identified a large and growing intellectual community that benefits from teaching and writing. This market is a complementary market to nearby Decatur. These create a market basis to support businesses such as a lower tiered coffee shop, used book store, art supply store, recycling-oriented businesses, non-governmental charity organizations (red cross, meals on wheels, etc.) –all of which support the older and aging population and the desire to develop senior housing.

3. **Explanation of proposed uses for urban redevelopment area.**

The City and the DDA have met with several housing complex developers with the plan for the developers to acquire some of the available and consolidated acreage in the business corridor.

One portion of the plan is for the developer to acquire the consolidated properties, develop senior housing on a portion, then to subdivide the street frontage for light

commercial and mixed use development. This is consistent with the 2006 comprehensive plan and the city's rezoning in 2009.

The city is planning on building sidewalks on the properties in mention and to reassign curb cuts so as to effectively allow more access to the property allowing for higher and better use (as rezoned).

We anticipate that a 90-resident senior complex could be supported. We also anticipate that the community's local density would support the resale of the acreage at a price point that offsets the original purchased value.

4. **Proposed methods for financing the redevelopment.**

The city recently used a $380K DOT Transportation Enhancement grant to provide sidewalks on the North side of Rockbridge Road.

The city is currently planning to use a $70K MARTA screetscape grant to provide lighting and create some raised crosswalks to the North side of Rockbridge.

The city is planning on utilizing a $400K DOT Transportation Enhancement grant to provide sidewalks on the south side of Rockbridge and to reassign curb cuts so as to effectively allow more access to the properties –allowing for higher and better use (as rezoned).

A particular sight that was once a gas station (brownfield) and is now a used car lot is being considered to be consolidated with a vacant lot for redevelopment. The region was rezoned for mixed use and high density residential use in 2009. We anticipate that a 90-resident senior complex could be supported. We also anticipate that the community's local density would support the resale of the acreage at a price point that offsets the original purchased value. Pre-planned subdivided acreage could sell for between $200K and $400K per acre. The $300K level is equivalent to the lower density residential lot value currently held in the city. A $400K value approximates the current values of a commercial lot in the incorporated Pine Lake district. The $300K figure represents a reasonable expectation of current property value for the most prime locations. At these prices, depending on the total area acquired, as little as 3 acres will be enough to pay off the bond used to acquire the city's portion of the land.

An Urban Forestry grant has been used to establish tree codes, a tree plan and tree planting in throughout the city. We are now a "Tree City USA".

A ($250K) Community Development Block (CDBG) grant has been applied for to utilize vacant space within an auto repair shop for the purposes of creating a writers' business incubator. The property is adjacent to a recently demolished blighted structure which now has grass and an open field.

5. **Description if proposed construction, reconstruction, expansion, renovation, rehabilitation, repair, demolition, alteration or remodeling of public property.**

The city recently used a $380K DOT Transportation Enhancement grant to provide sidewalks on the North side of Rockbridge Road.

The city is currently planning to use a $70K MARTA screetscape grant to provide lighting and create some raised crosswalks to the North side of Rockbridge.

The city is planning on utilizing a $400K DOT Transportation Enhancement grant to provide sidewalks on the south side of Rockbridge and to reassign curb cuts so as to effectively allow more access to the properties –allowing for higher and better use (as rezoned).

6. **Description if proposed construction, reconstruction, expansion, renovation, rehabilitation, repair, demolition, alteration or remodeling of private property.**

A particular 17 acre site that was once a gas station (brownfield) and is now a used car lot is being considered to be consolidated with a vacant lot for redevelopment. The region was rezoned for mixed use and high density residential use in 2009. We anticipate that a 90-resident senior complex could be supported. We also anticipate that the community's local density would support the resale of the acreage at a price point that offsets the original purchased value. Pre-planned subdivided acreage could sell for between $200K and $400K per acre. The $300K level is equivalent to the lower density residential lot value currently held in the city. A $400K value approximates the current values of a commercial lot in the incorporated Pine Lake district. The $300K figure represents a reasonable expectation of current property value for the most prime locations. At these prices, depending on the total area acquired, as little as 3 acres will be enough to pay off the bond used to acquire the city's portion of the land. The Pine Lake Lifelong Living Community Housing Development Authority (and the DDA) is communicating with developers.

Another (5.5 ace) site that has become split by stormwater drain has become partially overgrown and has become the site of some illegal dumping. We anticipate that this site can be consolidated with an adjacent 1-acre single residence for redevelopment. This is also suitable for a senior assisted living complex as it can be easily connected with our city's nature trail. It was proposed for such development in 2010, but did not have a competitive score due to the lack of adjacent development and its proximity to the wetland for which the trail was designed. This region was also rezoned for mixed use and high density residential use in 2009. We anticipate that high density residential living and mixed use would be the best use for this property.

Another 4-acre "L-shaped" site is available along Rockbridge and Rowland road. This parcel remained after the development of a gas station. The parcel could be redeveloped for several uses, including mixed use or partial commercial and light residential use.

Another target site for redevelopment is a 2.5-acre unincorporated island in the center of the commercial district. It currently contains a Chinese restaurant and a low-tier strip containing a pawn shop, package store, dog grooming, and insurance dealer. The strip is set back 100' from the road giving it poor market visibility and making it nonconforming with the remaining district. Being adjacent to the Pine Lake Post office, it could be redeveloped for office use and the large setback can be filled in with street-fronted shops.

7. Statement of conformity of this plan to the Comprehensive plan, DDA plan, Zoning plan, and Market plan.

The DDA has determined that the higher use for all these properties is consistent with the market study 2008, the rezoning of 2009, and the comprehensive plan of 2006.

Technical Addendum to the Comprehensive Plan, March 2006. (See Pages 25-35.)
http://74.220.219.68/~pinelak1/wp-content/uploads/2010/02/TechnicalAddendum-PineLakeAssessmentReport-forcommunityreview01.pdf

Community Agenda (and Public Comments) for the Comprehensive Plan, Sept 2006 (See Pages 5,6, 10-16, 21, 24, 31-36)
http://74.220.219.68/~pinelak1/wp-content/uploads/2010/02/PineLakeCommunityAgenda-ARCreview-rev01a.pdf

Market Analysis, Dec 2008.
http://74.220.219.68/~pinelak1/wp-content/uploads/2010/02/Pine-Lake-Report-12-19-08.pdf

Executive Summary of Market Analysis, Dec 2008.

Urban Redevelopment Plan: Up Town Pine Lake, 2011

http://74.220.219.68/~pinelak1/wp-content/uploads/2010/02/Pine-Lake-Exec-Summary-12.19.08.pdf

Urban Redeveloping Plan for Up Town Pine Lake (the Rockbridge Business District) provides a general outline of the blighted areas of the City of Pine Lake and the adjacent greenspace that is threatened to be put to undesirable use.

To convert a blighted commercial district into a pedestrian oriented, mixed-use district that provides new commercial opportunities, boutique office space, high-density residential living and related government services to Central DeKalb.

This plan is focused on the properties that are along Rockbridge Rd, Allgood Road, Rowland Rd, Spring Dr, and Poplar Dr. This plan proposes to add residences, commercial spaces, mixed use, and to expand upon the current government services in these areas.

8. **Summary of estimated expenditures from public and private financing sources for each of the first 10 years following implementation of this plan.**

Nine $11K CDBGs for demolition of blighted structures	(Completed)
$380K DOT TE grant	(Completed)
$48 K matching funds (city)	(Completed)
$48 K matching funds (businesses)	(Completed)
$15 K Urban Forestry Grant	(Completed)
$15 K City Match	(Completed)
$70K MARTA Streetscape grant	2011-2012
$400K DOT TE grant	2010-2012
$48K matching funds (city)	2010
$50 K matching funds (county)	2011
$250 K CBGD Grant for writers/arts incubator	2011
$50K Multiple Artists combined investment	2011
9% Deal DCA funds for senior assisted living	2012
$500K HOME grant	2012
$12,000 Private funds from contractor	2012
$400K Private funds from current business owner	2012
$140K of police patrol service	2011-2021

Attachment 1: UpTown Residential and Storefront Treatments and Form