

Memorial DriveRevitalization Corridor Plan

DECEMBER 2019

Prepared by Pond, Bleakly Advisory Group, and Sycamore Consulting LLC







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CORRIDOR PLAN PROCESS

The corridor planning process began in the Spring of 2019 concluding in the winter of that year. Three overall steps were taken.





DATA GATHERING

The early stages of the planning process focused on understanding the underlying conditions of the corridor and included analysis of market conditions, demographics, employment figures, and a physical assessment of the corridor (with a focus on transportation conditions). With this focus on data and analytics, the objective in this phase of the study was to understand the corridor's conditions in an objective manner.



STEP 2

IDENTIFYING OPPORTUNITIES

The centerpiece of the second phase of the planning process was a robust community engagement process to understand the corridor from the perspective of its residents, workers, and property owners. Anchored by a series of design workshops' held with area residents and stakeholders, this phase of the study concluded with a collective vision for the future of the



STEP

3

ACTION PLAN

The final phase of the study consisted of formulating the vision for the corridor by describing and articulating **what** could be on the corridor. This was followed by a separate but connected effort to determine methods and strategies on **how** that vision can be achieved.

MAJOR TAKEAWAYS

- Amongst the many challenges to the corridor is the relatively low incomes and commercial rental rates in the area when compared with surrounding communities. Quite simply, there are very little inherent conditions that could encourage redevelopment.
- Reinforcing this, there has been practically no new commercial development on the corridor in nearly 30 years and the area has even seen a decrease in population.
- Despite some high profile retail closures (such as Kroger and Publix) and a few visibly struggling shopping plazas, vacancy rates actually tend to be relatively low along the corridor, showing that most spaces are being well utilized.

MAJOR TAKEAWAYS

- Based on the community response and attendance at meetings during the process, area residents remain invested, engaged, and committed to their community.
- Many would like to see the corridor's diversity embraced and reflected in the future of the corridor.
- There is broad support and desire for redevelopment to include areas of mixed use and increased density, especially near I-285.

MAJOR TAKEAWAYS

- With a focus on four strategic areas along the corridor, the expressed vision for the corridor encourages redevelopment to start in these areas:
 - **1. Gateway West**: A regional urban center at the I-285 interchange
 - **2. Global City**: A community that reflects the diversity of the corridor
 - **3. Hambrick Village**: A neighborhood serving commercial node
 - **4. Gateway East**: With easy access to Stone Mountain Freeway, this area represents unique opportunities to bring craft oriented employment to the corridor.

- With large setbacks and parking lots, strip shopping centers, and auto dominated environment, the suburban setting of the corridor is out of step with the redevelopment practices of today that favor human scaled neighborhoods, walkability, and a mix of different land use and activities.
- At six lanes and with minimal congestion even during peak times, the corridor is very efficient at moving traffic quickly from one end of the corridor to the other. It is far less effective at responding to the needs of area residents, many of who have limited access to a vehicle and show a proclivity to walking to and from destinations on the corridor.
- Building off of these ideas, many residents also expressed support for the emerging idea of embracing artistry as a way to attract visitors to the corridor.
- Many residents would like to see more options for restaurants and grocery stores Georgia State University's Clarkston Campus and Georgia Piedmont Technical College remain relatively untapped resources and opportunities on the corridor.
- Economic growth and revitalization should focus on encouraging local and independent establishments over national brands
- Because the underlying conditions on the corridor do not support obvious redevelopment opportunities, the long term strategy is multi-faceted and includes several initiatives underscored by the following themes:
 - Change the Perception of the corridor by emphasizing new opportunities and rethinking public spaces on the corridor.
 - Create Demand through strategic investments and partnerships
 - Encourage Healthy Redevelopment through a positive regulatory environment and mitigating risk





REVITALIZATION CORRIDOR PLAN

A Brief History of Memorial Drive



The main connection between Atlanta and Stone Mountain, the Memorial Drive corridor ferried travelers from the city to the suburbs with all the hallmarks of commercial and retail development that goes along with being such a major route.

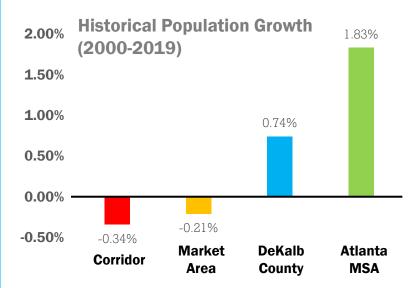
Suburban growth came to this portion of Memorial Drive (from I-285 east to the Stone Mountain Freeway) in the late 1960s. For the next two decades, the area was relatively affluent and continued to grow. However, starting in the late 1980s, economic growth slowed dramatically and there has been limited construction on the corridor since.

Neighborhood socio-demographics started to change during this time as well. In the early 1990s the nearby community of Clarkston began receiving many resettled refugees (many from the Ethiopian community) and the area became significantly more diverse. Unfortunately, with these shifts, household incomes in the area began to decrease and over time many national retailers (spurred also be national level trends in retail) on the corridor began to pull out as well.

MEMORIAL DRIVE

Population

Population has been declining along the Memorial Drive corridor and surrounding area since the year 2000, despite a modest increase in DeKalb County of 0.74% and a metro Atlanta growth of 2% during the same time period.



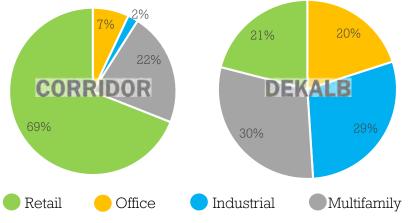
Average Commercial Rental Rates

According to CoStar, average commercial rental rates within the Corridor lag both the surrounding market area and the County.

- Multi-family 28% lower than average rents in DeKalb
- Retail 24% lower than average rents in DeKalb
- Office 28% lower than average rents in Dekalb

Commercial Space by Land Use

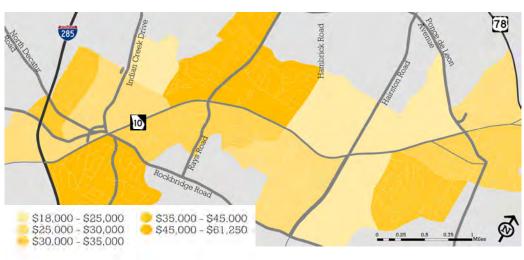
Especially when compared to the rest of DeKalb County, the Memorial drive corridor has a significant amount of commercial space dedicated to retail.

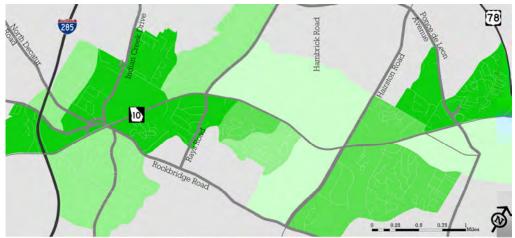


TODAY...

Median Household Income (2016)

Median household incomes along the corridor are fairly low with the highest observed rates topping at just over \$60,000 a year and some areas showing particular struggles with median household incomes less than \$25,000. The median income within the Corridor (\$37,794) is nearly 40% lower than DeKalb County's.





Alternative Commuting

10 - 20% 20 - 30% 9 30 - 40% 40 - 60%

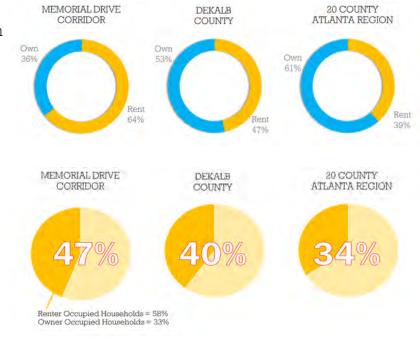
Census data also tells us that many area residents (up to 60 percent) commute to work by walking, biking, taking transit, and/or carpooling. These are very significant numbers for an area that is built almost entirely as a predominately suburban autooriented environment.

Owner/Renter Profile

Overall, the majority (64 percent) of households on the corridor are in rental properties. Historically, high home ownership levels have implied greater financial strength, stability, and likelihood of future prosperity. The corridor exhibits higher rates of renter occupied properties than both the rest of DeKalb County and the entire Atlanta region.

Housing Cost Burden

Households that spend 30 percent or more of their incomes are defined as having a "Housing Cost Burden", an indication that too much of their incomes are wrapped up in their home expenses. Reinforcing the broader health of home ownership, this phenomenon impacts renter occupied households on the corridor at a much more significant rate (58 percent) than those that are owner occupied (33 percent).



ENGAGING THE COMMUNITY

A centerpiece of the Memorial Drive Revitalization Corridor Plan was the planning team's commitment to and incorporation of community engagement into the planning process. Through meetings, "Pop Up" events, design workshops, surveys, and interactive maps, the planning team developed the plan's recommendations 'hand in hand' with the hundreds of corridor residents, business owners, and interested stakeholders who participated in the planning process.

May 18, 2019

A second "Pop Up" event is held at the International Trade Mall to talk to area residents



April 2019

DeKalb County begins planning process.

June 11, 2019

The Memorial Drive Business Development Advisory Committee (BDAC), a group comprised of business owners and operators, area non-profits, and residents, meets for the first time.

Summer 2019

Over 900 people take our online survey and provide comments and feedback on an interactive map of the corridor.





April 23, 2019

The planning team holds their first "Pop Up Event" to discuss the future of the corridor with college students at Georgia State University's Clarkston Campus.



Yet another "Pop Up"! This time at the Nam Dae Mun grocery store.

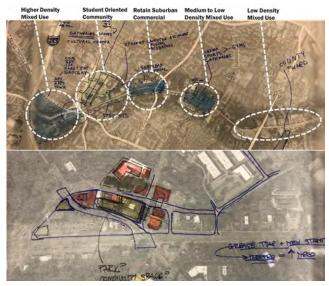
June 25, 2019

Over 200 people attend the first Community Open House! Residents and business owners participated in discussions and exercises to help define a vision for the corridor, determine areas the planning team should focus on, and advise on the appropriate scale of activity on the corridor.



August 19, 2019

A second meeting of the BDAC serves as a 'dry-run' for a full Design Workshop held a few days later. An initial land use vision and concept is developed.



November 16, 2019

The community engagement component of the process ends with a celebratory "Taste of Memorial" event where nearly 100 people sampled food from various businesses along the corridor and learned about the final recommendations for the corridor.



September 24, 2019

A third meeting of the BDAC includes discussion of the emerging recommendations, focusing on the illustrative drawings and concepts that articulate the collective vision for the corridor.

October 30, 2019

A final BDAC meeting is held as part of the process to discuss various recommendations and strategies to achieve the intended vision for the corridor.



August 21, 2019

A multi-hour Design Workshop was held where members of the community worked side by side with our planning team to refine and develop concepts along the corridor for Land Use & Density, Connectivity, and Placemaking.

October 7, 2019

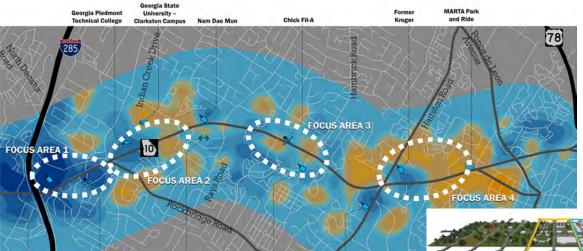
A community open house is held where the initial recommendations are presented and discussed. These recommendations focus on (1) connectivity options, (2) gateway features, (3) illustrative redevelopment ideas, and (4) land use concepts







A VISION FOR THE FUTURE



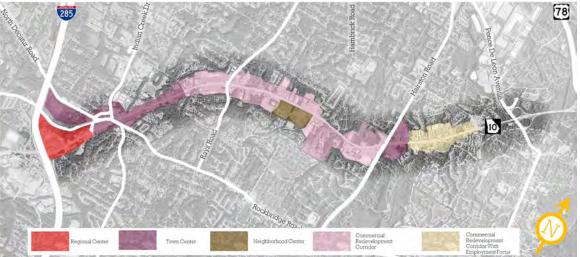
Collecting Input on Urban Scale

Based around a 'Change & Preserve' exercise and an 'Urban Scale' exercise (results shown to the left), the community's collective desire for redevelopment and its relative intensity was determined.



Compare to the Comprehensive Plan

These 'Urban Scale' results were compared to the more generalized future development vision articulated in the County's current Comprehensive Plan.



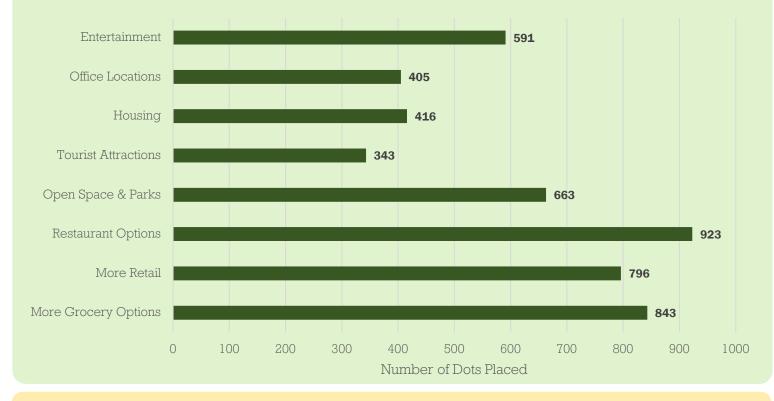
Refine Character Areas

Using this comparison and Character Areas already defined in the County's current Comprehensive Plan, a refined Future Development concept for the corridor was prepared. Areas with the desire for dramatic change are reflected in four focus areas along the corridor as described on the following pages.



Development Priorities

Though the initial community open house and online survey, we asked the community what types of developments and businesses they want to see more of on the corridor. Top responses are indicated below:



Strategy Priorities

At the first community open house, we also asked the community what types of strategies and policies they would like to see enacted on the corridor.

We heard overwhelmingly of a need to focus on redeveloping blighted properties as well as a desire to revitalize the corridor while avoiding gentrification.





GATEWAY WEST



At the western end of the corridor, Gateway West has the broadest potential to become an area attracting regional interest. Therefore, the vision for this part of the corridor is an urban center to include a mix of land uses. Ideas discussed at the Design Workshops included:

Retail

Restaurants

- Greenspaces
- Public Squares
- Office Space Apartments
- Cultural and/or Theatre

A recent conversation in DeKalb County is the potential need for a civic or convention center that could host everything from High School graduations to professional conferences and festivals. As a relatively central location within DeKalb County (just east of the Kensington area, where the attraction of a centralized location has led to discussions about consolidation of County offices and services) with strong transportation access via I-285 and nearby MARTA heavy rail stations at Kensington and Indian Creek, this site is a strong candidate for such a consideration. Such an investment would be generally consistent with the idea of having a cultural and/or theatre component of any redevelopment here and would likewise be a



The illustrative redevelopment plan above includes various features including green and public spaces and a tighter urban network of buildings and streets to reflect the vision for the area. This image also implies how the exiting building fabric can be honored through incremental development,.



The long-term vision for Gateway West is to develop an urban center of regional attraction and importance. This image illustratively shows many of the features of such a development including public and green spaces and buildings of varying height that can support a mix of uses within them including retail on the first floor with office and/or residential on floors above. In this particular image, the concept of a facility that could host conventions and other events is incorporated along with a building that could easily serve as a hotel.





GLOBAL CITY



The Global City concept explicitly recognizes the opportunity to enhance and express the cultural diversity of the area. Less urban and intense than the ideas expressed at Gateway West, but still embracing a more urban environment than current conditions, this area would also potentially support multi-story buildings including restaurants, retail, offices, and residential opportunities.

The 'global' component of the area would likely be reflected in the desired types of businesses and may require the specific curation of locally owned and sourced opportunities. Optimally, these businesses would not only support the cultural needs of the local community but also serve patrons from around the Atlanta region with interest in the various cultures featured, similar in many ways to how Buford Highway is known as a culinary destination for both various Asian and Hispanic foods.

With Georgia State University's Clarkston Campus and Georgia Piedmont Technical College nearby there are also opportunities to leverage the business of students who visit the area. Longer term options associated with the schools depending on their growth patterns could include student housing and opportunities for co-working and/or business incubator spaces.

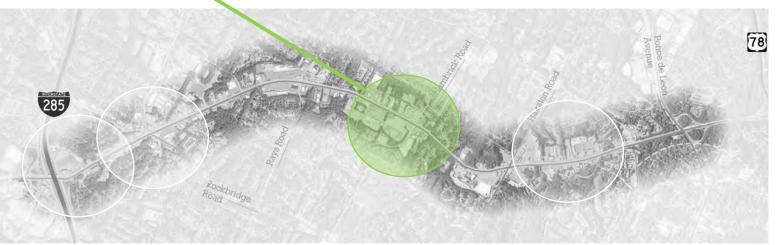


A long term option would be to close the underutilized spur of North Indian Creek Drive to vehicular traffic and re-orient this area to a plaza that could spur redevelopment opportunities as shown in the image below.





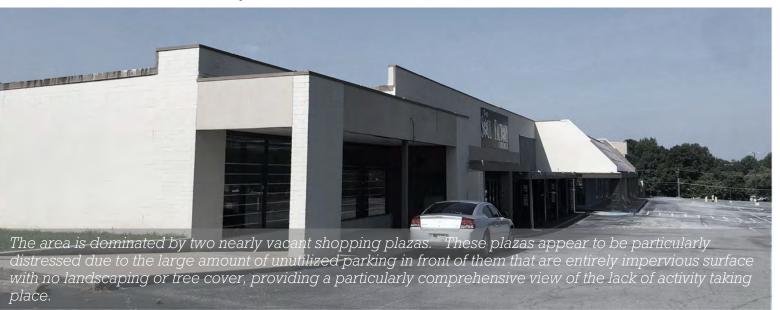
HAMBRICK VILLAGE



Unlike some other surrounding commercial areas in the middle of the Memorial Drive corridor where residents broadly spoke of a desire to preserve shopping plazas as they are (but with the hope for maybe some aesthetic enhancements), the two mostly vacant shopping centers at Hambrick Village have attracted the attention of specific redevelopment. Recognizing that increased density in this area is generally not desired coupled with the desire to leave other parts of the corridor alone (effectively as part of the Commercial Redevelopment Corridor), the redevelopment of this area can be elevated to serve specifically as a Neighborhood Center.

As such, much of the thinking in this area is to not necessarily build taller but rather to rethink the purpose and layout of these sites. An illustrative site plan implies smaller scale retail but is balanced out with general ideas for residential including the potential for senior housing and even (as suggested by a few members of the community) tiny houses.

Separate, but compatible, concepts for the area that were discussed during the process included ideas for some type of tourist or festival activity (including potentially a permanent ferris wheel that could be visible from Stone Mountain), park space (including in particular sporting fields), and civic cultural opportunities such as a recreation center, library, or small theatre.



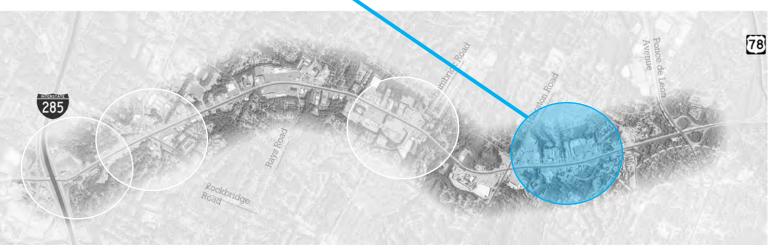


POND

attractive.



GATEWAY EAST



Gateway East represents a unique opportunity on the corridor. Somewhat less built up and retail oriented than other parts of the corridor, there is an element of this area offering a blanker slate of how redevelopment could occur. The community's vision implies maintaining a relatively suburban oriented density but also envisions a pivot into being a more employment oriented area supported by a mix of uses (effectively retaining the area as a Commercial Redevelopment Corridor in feel if not necessarily function).

The concept of turning this area into a more employment oriented area is not immediately obvious given its distance from I-285, but when considering the easy access to the Stone Mountain Freeway immediately to the northeast the opportunities become more clear. Different than other nearby suburban oriented employment areas that are explicitly industrial and warehousing related (such as along Mountain Industrial Boulevard) the employment vision is for small scale light industrial, office, and manufacturing that is craft related due to the desire to mix housing and retail into the area.

A good model for the vision of this area is on the aforementioned Westside of Atlanta along Howell Mill Road in the early 2010s where such manufacturing uses intermixed with coffee shops, chef driven restaurants, artist galleries, and small scale retail.







Unless conditions are specifically ripe, the fundamentals of redevelopment tell us that a property owner is often not incentivized to redevelop their property. Consider the typical scenario in the graphic below in which an otherwise successful redevelopment doesn't actual generate more net income due to the costs associated with redeveloping. Understandably, a property owner is not willing to take the risk in redeveloping their property when there is great likelihood that their net income will increase substantially.

Cash Flow Before Redevelopment

Gross Income

Units x \$ Rent Net Income

Operating Costs

Taxes

Cash Flow After Redevelopment

Gross Income

More Units x More Rent Net Income

Operating Costs

Taxes

Capital + Profit

Debt Service

Lost Income

Sales & Marketing

Nonetheless, it often takes somebody taking an initial modest and calculated risk and electing to redevelop their property, serving as an example of the opportunities to surrounding property owners. Local and independent establishments and small chains tend to be more open to invest in unconventional or emerging markets. Consider the ongoing and incremental redevelopment of a three block stretch along Howell Mill Road in the Westside of Atlanta as depicted in the image below.

Mid 2000s

In an initial wave of growth of an area known previously for light industrial uses and occasional crime, Octane Coffee (pictured here) and similarly minded businesses begin opening in repurposed buildings. It is often pioneering businesses such as restaurants, coffeeshops, and artist spaces that lead the private sector into seeing the opportunities of redevelopment.

aoctane

Early to Mid 2010s

Following a slowdown in momentum due to the Great Recession, the area begins to revitalize in earnest with several 3-5 story mixed use buildings (such as this one which opened in 2015) containing ground floor retail and apartments on upper floors.

Late 2010s

With redevelopment increasingly profitable, property owners and developers become more ambitious and build taller, such as this 13 story building which currently (2019) being constructed.





PREPARING FOR THE FUTURE

Because conditions on the corridor do not naturally support redevelopment, the visions for Gateway West, Global City, Hambrick Village, and Gateway East are inherently ambitious. On one hand, the articulation of this vision is important as a guidebook for when and if redevelopment pressure starts on the corridor. On the other hand, this plan takes a more proactive approach recognizing that the revitalization and redevelopment of the corridor may need more than just the planning achieved during this process and will instead require active and ongoing work by many parties to create the conditions that will encourage redevelopment.

If the aspired revitalization of this corridor is similar to how other areas redeveloped, it is likely that this plan is just the first step in a multi-step process that may even include temporary setbacks before finally being successful. Similarly, it will take more than just one successful initiative. There will likely need to be several modest and incremental victories addressing the revitalization of the corridor from multiple perspectives and opportunities. Thematically, there are three overall strategies that should be followed to help encourage and make the revitalization of the corridor more probable.



CHANGE THE PERCEPTION

While there are many notable and positive things happening on the corridor, this section of Memorial Drive has a perception problem. Initiatives and activities need to take place to encourage people to rethink these perceptions and see the corridor in a different light.

STRATEGY 2

CREATE DEMAND

Because it has effectively been 30 years since there was demand for new development on the corridor, public sector initiatives will need to take place that fill in that gap and create demand where there is currently none by the private sector. By leading the way, private sector investment can follow.

STRATEGY 3

ENCOURAGE HEALTHY REDEVELOPMENT

A positive regulatory environment can make it easier for the private sector to invest in the corridor by offsetting the risk associated with redevelopment.

CHANGE THE PERCEPTION

While there are many notable and positive things happening on the corridor, this section of Memorial Drive has a perception problem, as indicated by many of the comments received through the plan's Online Survey (see pages 28-29). Initiatives and activities need to take place to encourage people to rethink these perceptions and see the corridor in a different light.

						ential Frame	;
Initiative	Potential Responsibilities	Likely Costs	Potential Funding Source	Immediate	Short-Term	Mid-Term	Long-Term
l.1 Façade Improvement Program	DeKalb County Department of Community Development, Decide DeKalb	Minimum of \$25,000 per location. Potentially much more.	General Funds		•		
1.2 Leverage the County's Tree Bank	DeKalb County Department of Planning & Sustainability	Varies/No Cost	General Funds	•			
1.3 Investigate the Feasibility of and Implement a CID	DeKalb County Board of Commissioners, Private Sector	\$100,000+	General Funds, Additional Tax Assessments of Commercial Properties	•			
1.4 Hold Public Events & Embrace Tactical Urbanism	DeKalb County, Private Sector, Potential CID, Discover DeKalb	Minimum of \$25,000 per event	General Funds with Hope to be Self Funded	•			
1.5 Food Tours	DeKalb County Department of Planning & Sustainability, Private Sector, Potential CID, Discover DeKalb	\$2,500+ per tour	Ideally Self Funded		•		

				Potentia TimeFran				
Initiative	Potential Responsibilities	Likely Costs	Potential Funding Source	Immediate	Short-Term	Mid-Term	Long-Term	
1.6 Re-Brand the Corridor	DeKalb County Department of Planning & Sustainability, Private Sector, Potential CID	\$50,000- \$100,000	General Funds, Private Investment		•			
1.7 Enhance Safety & Security	DeKalb County Police, Potential CID	\$500,000+ annually	Police Funds, CID Funds		•	•		
1.8 Market for Filming	DeKalb County Board of Commissioners, Discover DeKalb, Decide DeKalb	\$100,000+	General Funds, Private Investment		•			
1.9 Improve Visibility to GSU and Georgia Piedmont	DeKalb County Department of Transportation, GDOT, GSU, Georgia Piedmont	\$500,000+	General Funds			•	•	
1.10 Foster Partnerships	Varies	Varies	Varies	•				

Initiative 1.4 includes holding events such as a night market that can help people envision how spaces could be re-utilized such as the long-term vision to transform an underutilized segment of North Indian Creek Drive into a pedestrian only plaza.







Because it has effectively been 30 years since there was demand for new development on the corridor, public sector initiatives will need to take place that fill in that gap and create demand where there is currently none by the private sector. Many of these initiatives support the creation of 'experiences' through amenitization that can generate "buzz" and energy about the area among residents and workers. By leading the way, private sector investment can follow.

					Potential TimeFrame Short-Term Wid-Term Long-Term					
Initiative	Potential Responsibilities	Likely Costs Potential Funding Source		Short-Term	Mid-Term	Long-Term				
2.1 Gateways to the Corridor	DeKalb County Departments of Public Works, Parks and Recreation, and Planning & Sustainability; Park Pride	\$500,000+ per location	General Funds		•					
2.2 Establish an Arts Corridor	DeKalb County Departments of Public Works, Parks and Recreation, and Planning & Sustainability; Park Pride; Property Owners; Discover DeKalb	Will vary considerably, but at least \$5,000 per installation but can be significantly more.	General Funds		•					
2.3 Implement a Trail Network	DeKalb County Departments of Public Works, Parks and Recreation, Department of Transportation; GDOT; GSU; Path Foundation	\$2.5 million a mile on average	Transportation and Park/Recreatio n Funds			•	•			

CREATE DEMAND

STRATEGY

2

					Short-Term Mid-Term Long-Term			
Initiative	Potential Responsibilities	Likely Costs	Potential Funding Source	Immediate	Short-Term	Mid-Term	Long-Term	
2.4 Address Pedestrian Needs	DeKalb County Departments of Public Works, DeKalb County Department of Transportation, GDOT, Peds	Varies, Initial Road Safety Audit between \$50,000- \$100,000	Transportation Funds (including potential state and federal dollars)	•	•	•	*	
2.5 Enhance Active Mode and Aesthetic Experience Along Memorial Drive	DeKalb County Departments of Public Works, DeKalb County Department of Transportation, GDOT	\$3.0 million a mile on average	Transportation and Park/Recreation Funds				•	
2.6 Direct Investment in the Corridor	DeKalb County Board of Commissioners, Explore DeKalb	Varies, but likely expensive	General Fund		•	•	•	



Initiative 2.1 includes ideas to place gateway memorials and pocket parks at the entrances to the corridor. Initiatives 2.2 and 2.3 further expands this idea by advocating for an arts corridor (that would include similar memorials and art features throughout the corridor) and a trail network that would help connect these newly created points of interest.

3

ENCOURAGE HEALTHY REDEVELOPMENT

A positive regulatory environment can make it easier for the private sector to invest in the corridor by offsetting the risk associated with redevelopment.

		t by offsetting the risk a			Pote	ential Frame)
Initiative	Potential Responsibilities	Likely Costs Source Potential Funding Source		Short-Term	Mid-Term	Long-Term	
3.1 Address Changes in the Comprehensive Plan and Zoning	DeKalb County Department of Planning & Sustainability	Minimal	Staff Time	*	•		
3.2 Expedite Permitting & Approvals	DeKalb County Department of Planning & Sustainability	Varies, but generally minimal when coordinated with other initiatives	Staff Time, General Fund		•	*	*
3.3 Investigate Investor Programs	DeKalb County Department of Planning & Sustainability, Decide DeKalb	Initially \$50,000- \$100.000	Staff Time, General Fund		•	*	*
3.4 Detailed Study & Marketing of Sites	DeKalb County Department of Planning & Sustainability	Varies, but generally expensive (\$500,000 but likely much more)	Staff Time, General Fund		•	•	*
3.5 Opportunity Zones	DeKalb County Department of Planning & Sustainability	Minimal	Staff Time, General Fund		•	•	*
3.6 Become an Active Development Partner	DeKalb County Board of Commissioners, DeKalb County Department of Planning & Sustainability, Decide DeKalb	Varies, but generally very expensive	Staff Time, General Funds, CDBG Grants			•	•

					Potential TimeFrame Short-Term Mid-Term			
Initiative	Potential Responsibilities	Likely Costs	Potential Funding Source	Immediate	Short-Term	Mid-Term	Long-Term	
3.7 Create a Corridor Tax Allocation District	DeKalb County Board of Commissioners, DeKalb County Department of Planning & Sustainability, DeKalb County Public Schools Decide DeKalb	Self funding	Staff Time to Set Up, Self Funding		•	*	*	

Proposed Character Areas



Initiative 3.1 recommends specific changes to Character Areas in the Comprehensive Plan and zoning to align land use regulations with the vision developed for the Memorial Drive corridor.

