EQUITABLE GREEN IMPACT ZONE

A collaboration between the Historic District Development Corporation and the Partnership for Southern Equity
Named for its concentration of black wealth and political prominence, Sweet Auburn is perhaps Atlanta’s most historically significant neighborhood. The district is most notable for its role as the home for many of the city’s first black-owned businesses and the bedrock of civil rights organizing decades later. Desegregation and the construction of the Downtown Connector ushered in an era of stark decline for Sweet Auburn through the 1980s.

As the community development steward for the Sweet Auburn district for more than 40 years, Historic District Development Corporation (HDDC) has conceptualized a new initiative in partnership with the Partnership for Southern Equity (PSE), to help sustain Sweet Auburn’s re-emergence as an exceptionally diverse residential neighborhood and vibrant commercial center that demonstrates economic prosperity for all, rooted in environmental sustainability, and built upon its unique African American heritage. The Equitable Green Impact Zone (EGIZ) will be Atlanta’s premier “equity-district,” envisioned to combat several challenges at once.

The EGIZ will infuse key elements of environmentally and economically sustainable infrastructure, urban agriculture and commerce into the neighborhood economy. The EGIZ plan will be developed with neighborhood residents to elevate the goals and indicators of success for the systemically disenfranchised community.
Together, PSE and HDDC are creating a model of equitable development in the Sweet Auburn corridor, grounded in these shared values: We believe that revitalization efforts must preserve and protect the corridor’s rich African American legacy and heritage, and the environment on which future prosperity depends. We believe that the resilient residents and businesses who contributed to this legacy must guide the corridor’s renewal and have an opportunity to stay and benefit from improved quality of life and economic opportunity. We believe that a Sweet Auburn corridor revitalized with those systematically disenfranchised in its recent past will provide a new standard in development and beacon of inspiration for all. This case details our approach and plan for realizing these aspirations.
THE PROBLEM

Sweet Auburn’s dichotomous pattern of redevelopment is unsustainable, driving pockets of wealth and poverty, both in terms of race, income and the built environment, further into social, economic and geographic isolation. Lacking a significant district-wide intervention, development pressures on all sides of the district will accelerate the erosion of the historic fabric, replacing it with gentrification.

Since the 1960s, Sweet Auburn experienced a sudden and prolonged decline due to two factors: 1) Desegregation provided new opportunities for residents and business to relocate and 2) The Downtown Connector was constructed as part of an urban renewal initiative in the mid 1960s, designed to reinforce segregation. The Old Fourth Ward was also ground zero for redlining, the discriminatory practice that enforced targeted denial of loans to urban areas.

The disappearance of Sweet Auburn’s middle class and subsequent bisection of the neighborhood began a domino effect of absentee ownership, disinvestment, rising unemployment, and escalating crime that contributed to the area’s continued downturn.

Housing affordability and equitable neighborhood development are at the crux of this challenge. Without policies and planning to protect vulnerable residents and businesses, unchecked development will lead to the economic and racial resegregation of the city. Since 2004, multiple plans were created for the district, however they were largely drafted by outside agencies and focused on disparate elements of the neighborhood without a plan for overall development.
THE SOLUTION

The EGIZ is envisioned to define a new path forward for the district, addressing its greatest challenges while sustaining Sweet Auburn’s re-emergence as an exceptionally diverse residential neighborhood and vibrant commercial center, demonstrating economic equity, rooted in environmental sustainability, and built upon its unique African American heritage. Through the current partnership with PSE, HDDC intends to develop the EGIZ as a multi-year development plan based on data-driven outcomes. The completed plan will allow HDDC to assist stakeholders in making intentional, long-term decisions that will support sustainable revitalization for the district. As development pressures rapidly increase around Sweet Auburn, we believe that now is the time to build the capacity of the historic institutions, businesses and residents in the district to ensure that this incoming investment rises the tide for all.

PSE’s gentrification systems analysis and mapping has crystalized three key insights regarding the nature of gentrification:

1. Investment attracts investment, which accelerates the attraction of additional investment - left unchecked, this cycle will bring accelerate, resulting in displacement of historically low-wealth communities of color (as is already seen in the surrounding Old Fourth Ward community). Securing private land early and leveraging public land to expand permanently-affordable housing, and implementing affordability protections must be early priorities to slow the cycle.

2. Wealth-building initiatives focused on removing barriers to educational, employment and entrepreneurial opportunities are a critical “firewall” to displacement from gentrification. However, because the cycle of growing wealth and opportunity spins slowly, these efforts must be deployed long before development pressures escalate.

3. Removal of other inequitable burdens can accelerate the wealth building cycle and slow down displacement further. Existing residents and business owners in a gentrifying community often struggle with resources for building repairs which can trigger many other expenses - higher utility bills, higher mold and medical bills among them. Investing in solutions that get at the root causes of these burdens removes barriers to prosperity and stability well-beyond mitigating displacement.
As development pressures rapidly increase around Sweet Auburn, we believe that now is the time to build the capacity of the historic institutions, businesses and residents in the district to ensure that this incoming investment rises the tide for all.

Formation of the EGIZ will be informed by two primary models of equitable, resilient, district-scale development: The EcoDistricts Protocol, and the National Association for Latino Community Asset Builders (NALCAB) Guide to Equitable Neighborhood Development. The Protocol frames a continuous, cyclical process based on the following:

- **3 IMPERATIVES**: Equity, Resilience, and Climate Protection;
- **6 PRIORITIES**: Place, Prosperity, Health and Wellbeing, Connectivity, Living Infrastructure, and Resource Regeneration; and
- **3 IMPLEMENTATION PHASES**: Formation, Roadmap, and Performance.

The NALCAB Guide provides specific tools and resources to support deep data, policy analysis, and innovative practices to utilize throughout the development of the district baseline, engagement structure, ongoing governance, and project implementation. Together, these resources will provide the scaffolding for a process driven by legacy community members, informed by national innovations, and rigorous data analysis, to get to district-level solutions to issues recently identified as top community concerns: barriers to economic opportunity, displacement, affordable housing, fractured cohesiveness and disregard for local context, and lack of mobility and connectivity.

Our preliminary scope is intended to fully prepare City of Atlanta staff, elected officials, community institutions, residents and business owners for equitable growth and shared prosperity in the district. Our process will allow for an understanding of the state of the district, and the gaps between the current state and innovative practice. It will address gaps in equity knowledge and leadership, leading towards community-driven priority setting. These priorities will then be translated into objectives, strategies, implementation actions, accountabilities, required resources, and timelines, in the form of the EGIZ. We believe the planned process will ensure that the outcomes realized reflect our shared vision for an equitable, resilient, sustainable Sweet Auburn.

**Team Roles**

The collaboration of HDDC with PSE provides for a strong foundation of deep community development commitment, housing development track record, community relationships, equity, sustainability and resilience technical expertise, leadership development and engagement track record, and philanthropic partnerships. **EGIZ Backbone and Primary Developer**

As a long-standing Community Development Corporation stewarding the Sweet Auburn district, HDDC is the natural backbone organization for the district. HDDC is also a significant landowner in the district, positioning them well to ensure that investments on their properties bring explicit community benefits, and serving as a model and influencer among other institutional landowners in the district. HDDC will serve as lead convener and host for community and advisory body gatherings, and lead partner on district-scale development projects.
PROJECT HIGHLIGHTS

- Redevelopment of approximately 40,000 sq. ft of commercial and retail space

- 40 units of housing on property owned by HDDC

- 1 retail unit will house a living lab for Sweet Auburn’s stakeholders— from students and entrepreneurs to those in need of affordable housing and those experiencing homelessness, testing the viability of innovative urban agriculture practices and pilot a community-operated market of micro enterprises on EGIZ premises.

- Use of NALCAB Equitable Green Neighborhood Development Plan as a framework to address barriers to economic opportunity, displacement, affordable housing, fractured cohesiveness and disregard for local context, and lack of mobility and connectivity.

The EGIZ will infuse key elements of environmentally and economically sustainable infrastructure, urban agriculture and commerce into the neighborhood economy, beginning with the redevelopment of four storefronts and 40 units of affordable housing on property owned by HDDC. Further, one retail unit will house a living lab for Sweet Auburn’s stakeholders—from students and entrepreneurs to those in need of affordable housing and those experiencing homelessness—to test the viability of aquaponics, raised beds, and other forms of urban agriculture that can feed into regional aggregators for market, and seed a community-operated market of micro enterprises on EGIZ premises. The zone will be an economic bridge, leveraging resource efficiencies, as well as the immense property value and purchasing power of Sweet Auburn’s affluent neighboring residences and employers to create affordable homeownership and business ownership opportunities for its most disconnected residents.
THE PROCESS

Our team brings deep respect for the wisdom and lived experience of community residents and businesses who have historically called Sweet Auburn home, as well as the humility to know that the solutions for sustainable, equitable and inclusive revitalization efforts for their home must come from their voices - not from outside experts. This team understands that the process of creating Sweet Auburn’s EGIZ must be as much a demonstration of equity as the outcomes of the plan implementation; it will approach the opportunity at hand grounded in PSE’s Principles for Shared Prosperity. These principles permeate every aspect of work throughout the organization in order to shift the direction of municipal and regional policy, and will serve as a foundation throughout the entire plan development process.

1. Development must happen with people, not to people
2. Public and private investments should produce outcomes for “people, planet & profit”
3. Equitable growth is the superior growth model
4. Building capacity can enable communities to lead and own change efforts

Additionally, our community organization work is driven by the beliefs that: Vulnerable residents directly impacted by inequitable policies must be empowered to engage in decision-making at the beginning, middle and end of a process. It is essential to create engagement opportunities that shape how the residents’ public policies and practices will be influenced/changed by the wisdom provided by leaders of vulnerable populations. Due to vigorous engagement, new leaders, civic infrastructure and policy innovations can be realized that support better outcomes throughout the South. These principles and the theory of change approach will guide the intentionality behind each and every task in the planning and implementation of the EGIZ.
COMMUNITY ENGAGEMENT 2.0

At the heart of our principles and theory of change for dismantling systemic inequities is meaningful, authentic community engagement. City and regional planners around the country are increasingly recognizing the vital importance of including vulnerable community residents in planning efforts, yet consistently struggle with reaching and engaging these voices. PSE believes that the transactional nature of traditional community engagement activities sends a clear signal to these community members that they are being solicited only because it is required; that their voices aren’t really heard; that the government will do what it wants regardless of their needs.

PSE recommends an approach that provides structure for deeper community engagement, investing in education and dialogue with the seldom-heard voices of vulnerable community residents, and demonstrating respect for the lived experience of these individuals through compensation of their time to engage. By building relationships outside of plan cycles with leaders empowered to serve as ongoing liaisons for the EGIZ in the community, we will shift to more powerful and transformational community engagement.

Traditional engagement tactics will be part of PSE’s EGIZ toolbox, but they will be reimagined as a part of a deeper strategy of relationship-, capacity-, and leadership-building activities.

The processes outlined in the EcoDistricts Protocol and NALCAB Guide include a multi-phase planning period that involves input and analysis of the overall community, low- and moderate-income households, and small businesses, as well as the impact and implications of plan implementation for both commercial and residential stakeholders. Our 2020-2021 work will be organized around the following major phases:
PHASE 1 Analyzing and Anticipating Neighborhood Change

HDDC and PSE will identify the factors that have directly contributed to the disproportionate change that has occurred in the district. HDDC will draw on local knowledge and expertise, as well as collect and analyze the socioeconomic, demographic, housing, and investment data from existing institutional and civic partners. HDDC will also examine where development and real estate price appreciation are likely to occur in the future in order to anticipate the impact and implications of real estate market changes for low- and moderate-income households.
COMMUNITY ENGAGEMENT 2.0

PHASE 2 Strengthening Civic Infrastructure & Cultivating Internal Innovation

In order to best understand the needs and complexity of the neighborhood dynamics, HDDC and PSE will maximize opportunities for residents, businesses, and community leaders to be engaged in the planning process for this work to provide perspective on the current state of the neighborhood, as well as the outcomes they would like to see. Equity training and leadership development will be cornerstones of the zone formation, implemented during this phase. We will target the following as candidates for our Sweet Auburn Leadership program: residents; current and former small business owners and operators in the Sweet Auburn District; Churches; the Old Fourth Ward Business Association; developers; representatives from the Martin Luther King, Jr. National Historical Park, Georgia State University and Grady Hospital; and students, teachers and administrators from district-based public and charter schools.

In addition to leadership development in Phase 2, we will directly engage the District 2 City Councilmember, representatives of many City of Atlanta departments (including OneAtlanta Equity and Resilience Office, Parks and Recreation, Transportation, Planning, Atlanta Housing Authority, WorkSource Atlanta and Invest Atlanta). The Sweet Auburn District is a priority focus of the Eastside Tax Allocation District outlined by Invest Atlanta, which can provide the financial support for the implementation of building improvements outlined in the EGIZ plan.
COMMUNITY ENGAGEMENT 2.0

PHASE 3  BRINGING EXTERNAL INNOVATION TO SWEET AUBURN

This plan also has the opportunity to incorporate related initiatives of the City of Atlanta pertaining to the Atlanta Climate Action Plan, which is working to identify and solve for actions that can reduce energy use and waste, create local jobs, improve air quality, preserve our local landscape and history. PSE has worked alongside this plan through the Just Energy Circle, which is establishing equitable structures to ensure that these energy opportunities are available to all, including low-income protections, reduced energy costs, and employment. By leveraging this plan, HDDC will have access to the support needed to implement the EGIZ once planning has completed. Higher education partners are also anticipated to play an important role in acquiring and analyzing relevant baseline data for the EGIZ, across a span of environmental (stormwater, green and energy infrastructure, etc.), economic (employment, tourism opportunity, small business revenue projections, etc.) and equity (resident training needs, assessment of homeless services gap, etc.) considerations for Sweet Auburn. These partners may include faculty and student interns from area public institutions and private Historically Black Colleges and Universities and Georgia State University.
RACE, ETHNICITY & EQUITY:

Sweet Auburn has a unique place in African American history – not only for Atlanta, but for our nation – and breathing new life into that critical heritage means placing those who have been systematically disenfranchised in the community at the heart of revitalization efforts. The EGIZ is explicitly a strategy of economic inclusion in an era of climate change, income/asset inequality and rapid urbanization/densification.

SHAREO

VALUES

1. We believe that revitalization efforts must preserve and protect the corridor’s rich African American legacy and heritage, and the environment on which future prosperity depends.

2. We believe that the resilient residents and businesses who contributed to this legacy must guide the corridor’s renewal and have an opportunity to stay and benefit from improved quality of life and economic opportunity.

3. We believe that a Sweet Auburn corridor revitalized with those systematically disenfranchised in its recent past will provide a new standard in development and beacon of inspiration for all.
GOALS & METRICS

Based on the benchmarks established in the data analysis stage of our planning process, and input during the community engagement stage of our process, we will determine appropriate short- and long-term goals (both quantitative and qualitative) on racial inclusion and equitable growth in Sweet Auburn.

PARTNERS

- Historic District Development Corporation (HDDC)
- Partnership for Southern Equity (PSE)
- Sweet Auburn Works (SAW)
- Citizens Trust Bank
- Georgia State University
- National Park Service
- Big Bethel AME Church
- Wheat Street Baptist Church
- Invest Atlanta
- Office of Resiliency, City of Atlanta
- Atlanta Housing
- Enterprise Community Partners

STAKEHOLDERS

Stakeholders and property owners on Auburn Avenue represent a unique cross section of public and faith-based interests. As displayed in the map below, the vast majority of property is owned by institutions as opposed to private-interest individuals.

This unique landscape allows for the increased potential for the development of a unified vision for equitable development.
Equitable Green Impact Zone
Sweet Auburn's Non-Profit & Institutional Properties

Property Ownership:
- Historic District Development Corp.
- Georgia State University
- Atlanta Public Schools
- City of Atlanta
- National Park Service
- MLK Ctr. for Social Change
- Other Non-Profits
- Fulton County
- Faith/Religious
- Non-institutional Ownership
HDDC PROPERTY MAP

Equitable Green Impact Zone
Sweet Auburn Property Ownership
CHALLENGES

Much of the land and underutilized parcels are owned by institutions including local, longstanding religious institutions and nonprofits. While the ownership pattern can greatly benefit the community because of the longevity of these institutions, it can also present some challenges in technical expertise required for real estate development.

Additionally, the complicated nature of operating businesses in an historic area can frustrate small commercial property owners. We anticipate the availability to tax credits that we can leverage to assist business owners and investors spur new development on par with adjacent neighborhoods.

RISK MITIGATION

Core to PSE’s approach to realizing equity and dismantling institutional racism are systems analysis and the acceleration of relationships explicitly across sectors.

Investments in community wealth-building and burden-reduction (e.g. energy burden, housing burden) act as brakes on the accelerator of new development, but only when they begin in advance of new development as the pace of this community preparedness is slower.

We will also ensure that given the rapid pace of development facing the community, mechanisms for quarterly updating of benchmarks such as percent population experiencing housing burden and number of jobs available in the community.

These, along with other community-prioritized indicators, will be monitored via a public-facing EGIZ dashboard as increased accountability and call to immediate intervention when needed.
IMPLEMENTATION PLAN

HDDC and PSE have worked to develop shared values that will serve as its implementation “compass” for regenerative efforts ahead. These values coupled with a “people-centered” implementation approach will work to anticipate and leverage current and future public investments in growth, mobility and opportunity. EGIZ Partners also understand the strengthening of “civic infrastructure” of community is also a critical component of EGIZ implementation. HDDC, PSE and others will provide opportunities for community stakeholder agency as it relates to the advancement of the relationships and policies required to advance the EGIZ.

SUSTAINABILITY

The EGIZ will require formal governance structure for the district, likely as joint venture extension of HDDC, or a Community Improvement District (CID, statutorily-authorized in Georgia to collect district taxes from district property owners). Such a joint venture would enlist a community advisory board as well as a governing board of property owners and tenants.

CAPITAL STRATEGY

This capital strategy for this neighborhood will provide a framework for the implementation of strategic initiatives, as well as the tactical needs and resources required. HDDC has already begun identifying sources of philanthropic, government, and partner support that will provide capital investment in the initial implementation cost of the project. HDDC and PSE will also establish a sustainable revenue/funding strategy as a vital component of EGIZ planning to ensure the project’s sustainability.
MAJOR TASKS & TIMELINE

PSE will perform the following major tasks as part of the preparation and assistance in the implementation of the EGIZ. The proposed phasing will ensure sufficient time is committed to meaningful engagement of Sweet Auburn stakeholders as well as outside philanthropic partners essential to resourcing robust implementation of the plan.

HDDC will carry out all tasks associated with implementing input and sustainability principles into the development of any new projects and as possible, into existing properties in its portfolio.
### TIMELINE & KEY MILESTONES: PHASE 1

**Phase 1. Analyzing and Anticipating Neighborhood Change**

<table>
<thead>
<tr>
<th>Purpose</th>
<th>Timing</th>
<th>Key Tasks</th>
<th>Estimated Cost</th>
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</table>
| Thoroughly understand the current state of equity in the district, informed by data analysis, policy inventory, as well as lived experiences and insights of key stakeholders. | 1/1/2020 → 3/30/2020 | - Inventory and analyze all existing plans and policies impacting economic growth and inclusive prosperity (housing, land use, energy, safety and health) to determine baseline.  
- Review available data sources to determine geospatial distribution of inequities and trends.  
- Participate as listeners in select community gatherings across the district to gauge which topics/issues are top of mind for the community.  
- Interview community leaders (staff, elected officials, residents, business owners) to ground-truth the data analysis and capture lived experience insights. | $25,000 |
# TIMELINE & KEY MILESTONES: PHASE 2

<table>
<thead>
<tr>
<th>Purpose</th>
<th>Timing</th>
<th>Key Tasks</th>
<th>Estimated Cost</th>
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<tbody>
<tr>
<td>Create structure to facilitate relationship-building, equity capacity-building and leadership among Sweet Auburn stakeholders around equity opportunities.</td>
<td>4/1/2020</td>
<td>Interviews, identify and recruit community leaders across all sectors to serve on EGIZ Advisory Council. Develop equity trainings for Advisory Council as well as larger cohort of city staff and elected officials, to achieve a shared understanding of core equity concepts, community values and shared language. Convene Advisory Council, conduct equity trainings and facilitate Advisory Council’s co-creation of Sweet Auburn Equity Leaders Academy, building on community assets and deficiencies identified through baselining. Launch quarterly community conversation series through a Start of Summer cookout/music event, and recruit for Sweet Auburn Equity Leaders Academy. Events will be designed as facilitated conversations about Sweet Auburn’s most pressing equity issues (based on baseline), culminating in music, food and celebration of community.</td>
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<td>Create accessible and inviting process for Sweet Auburn leaders to drive community learning, engagement and framing for the EGIZ.</td>
<td>April 2020</td>
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<td></td>
<td>May 2020</td>
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<td></td>
<td>July 2020</td>
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<td></td>
<td>August 2020 - January 2021</td>
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<td>$75,000</td>
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# Timeline & Key Milestones: Phase 3

## Phase 3: Bringing External Innovation to Sweet Auburn

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<th>Timing</th>
<th>Key Tasks</th>
<th>Estimated Cost</th>
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<tbody>
<tr>
<td>Identifying the latest and best innovations in equity, sustainability and urban resilience to inspire East Point stakeholders</td>
<td>January 2020 → May 2020</td>
<td>PSE’s Issue Area Circles to garner case studies and innovative practices from dozens of professionals and practitioners across the region in fields related to Energy, Health, Growth, and Opportunity. Tap into PSE’s extensive network of partners across the U.S. developing the latest innovations in equity, sustainability and urban resilience to identify lessons learned in implementation of equity policies. Conduct a review, analysis, and synthesis of best practices—along with incorporation of suggestions from PSE’s suite of research products—to highlight the most promising practices with relevance for East Point. Bring the leaders behind these top external innovations to Atlanta to share lessons learned in dialogue with Advisory Council.</td>
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<td>Leveraging new civic infrastructure to facilitate local innovators and leaders exploration of external innovations</td>
<td>July 2020</td>
<td>At community conversation events, facilitate community gap analysis of baseline data to external innovative practice. Facilitate innovation stations to ground-truth relevance of these</td>
<td>$25,000</td>
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<td>September 2020, December 2020</td>
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## TIMELINE & KEY MILESTONES: PHASE 4

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<td>Leverage new civic infrastructure and baseline/internal/external innovation analysis to craft community-driven goals, strategies and priority actions</td>
<td>January 2021</td>
<td>Convene full-day planning session of Advisory Council and Sweet Auburn Equity Leaders Academy graduates to prioritize goals, strategies and actions for the EGIZ. Conduct additional research for top priority actions, compiling into a feasibility report. Convene a full-day planning session with Advisory Council to review feasibility report, adjust priorities accordingly and develop roles, responsibilities, accountabilities and schedule in an implementation plan, including recommendations for creative funding mechanisms and philanthropic partners.</td>
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<td>Bring additional feasibility analysis to priority actions to fully inform resulting budget and policy commitments</td>
<td>February 2021</td>
<td>Complete and present the Draft EGIZ Plan and Implementation Plan, complete with vision statement, policies, ordinances, resolutions, implementation steps, identification of future community benefits from implementation of strategies, maps pinpointing priority locations for specific inclusion of practices into the program.</td>
<td>$25,000</td>
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<td>March-May 2021</td>
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## PROJECT BUDGET

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<td>Data and Policy Graduate Student(s) Stipend</td>
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<td>HDDC Staff to support PM</td>
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<td><strong>TOTAL</strong></td>
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