

Union Station Redevelopment Study

LIVABLE CENTERS INITIATIVE (LCI) STUDY

UNION CITY, GEORGIA

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Overview

This study presents an update to elements of the 2003 Union City Town Center Study and a refinement of the City's goals for the Union Station Mall site. Both studies were funded by planning grants through the Atlanta Regional Commission's (ARC) Livable Centers Initiative (LCI) Program.

The study is divided into five sections:

Section 1: Introduction

Section 1 provides an overview of the LCI Program, describes the Study Area, and summarizes previously completed studies.

Section 2: Existing Conditions

Section 2 summarizes existing conditions within the Study Area, including land use, zoning, the local transportation network, mall facility conditions, and market conditions.

Section 3: Visioning

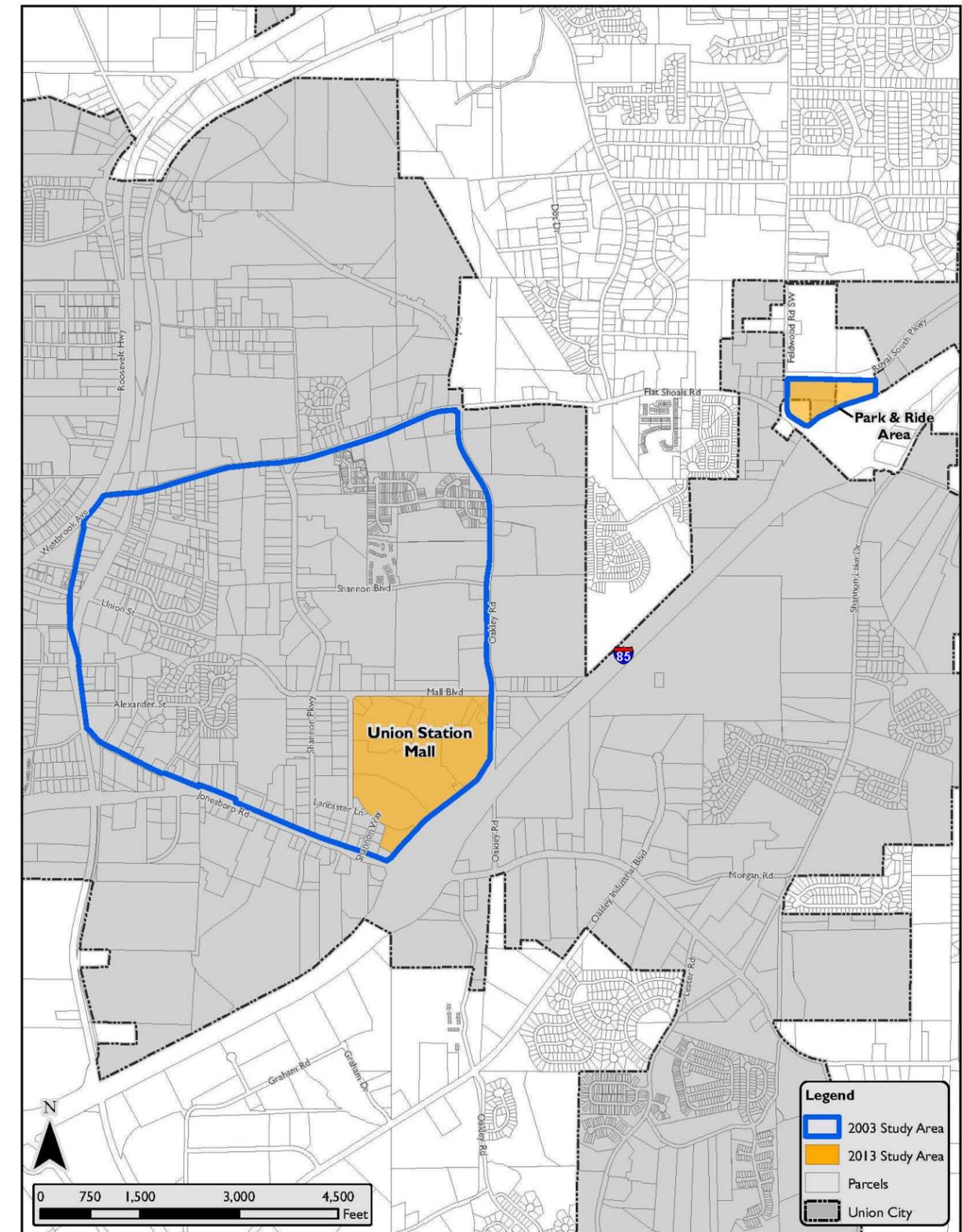
This section includes the community's vision, as expressed in the Concept Plan, for the Union Station Mall area (Town Center). It summarizes proposed land uses, building types, transit facilities, circulation patterns, and parking needs. In addition, this section recommends infrastructure improvements intended to implement the Concept Plan.

Section 4: Implementation

This section includes a Report of Accomplishments for the previous five-year Action Plan (last updated in 2009), a new five-year Action Plan with recommended projects, as well as a summary of organizational strategies and zoning changes that can facilitate implementation of the Concept Plan.

Section 5: Appendix

The appendix documents the public involvement process and presents the market analysis.



Study Area Boundaries, 2003 and 2013

Section 1: Introduction

Purpose of the Study

In 1999, the Atlanta Regional Commission (ARC) implemented the Livable Centers Initiative (LCI) program to encourage local jurisdictions to plan and implement strategies that link transportation improvements with land-use development decisions. The LCI program awards planning grants to local governments and non-profit organizations to conduct studies oriented toward improving the livability and sustainability of town centers, activity centers and corridors in the Atlanta Region.

In 2003, with LCI funding, Union City completed a study of the Union Station Mall area (formerly Shannon Mall), including the mall site, adjacent businesses, and surrounding residential uses. The resulting *Union City Town Center Study* recommended strategies to encourage greater livability, mobility and development alternatives for the study area, defined by Flat Shoals Road on the north, Oakley Road on the east, SR 138/Jonesboro Road on the south, and Watson Street on the west. The study area also included the Georgia Department of Transportation (GDOT) owned South Fulton Park & Ride Lot located at exit 66 (Flat Shoals Road) off I-85 on Royal South Parkway.

In 2010 the mall closed, and in 2012 the City was awarded a second LCI planning grant to conduct a follow-up study (“LCI Supplemental Study” program) to address reuse and redevelopment of the mall site, as well as the feasibility of relocating the South Fulton Park & Ride Lot to the mall. This supplemental study is intended to facilitate implementation of the original *Union City Town Center Study*, with particular attention paid to the mall site itself.

Study Area Boundaries

The Study Area of this study is the vacant Union Station Mall site and adjacent parcels, a total of 13 parcels on approximately 84 total acres. The site is bounded by Mall Boulevard to the north, Oakley Road to the east, SR138/Jonesboro Road to the south and Londonderry Way to the west. This study also addresses the possible relocation of the South Fulton Park & Ride Lot (see map on p. 4) to the Study Area but does not recommend changes to the recommendations in the 2003 LCI study for this area.



2013 Study Area Boundaries (top) and Redevelopment Concept Plan from 2003 LCI Study (bottom)



Process

The 2003 LCI Study recommended three possible options for the Union Station Mall: Retention, Transformation or Redevelopment. With the mall’s three-year vacancy and its overall condition and size, as well as the shuttering of enclosed malls across the country, retention in its current form and use is less feasible than transformation or redevelopment, or a combination of the two options. This study builds upon the recommendations to transform and/or redevelop the mall with the goal of developing an updated Concept Plan for redevelopment of the mall site.

The recommended concept is based on an analysis of existing conditions, including a detailed market analysis, and public input. Presented in Section 3, the Concept Plan is market-based, providing for new development that can be supported in the area and also meets local needs. The concept also reflects the community’s goals for the Study Area and the City overall. These goals were gathered during a series of steering committee and public meetings (see Appendix for a description of the public involvement process) and are consistent with those presented in the 2003 study. The specific development components of the Concept Plan incorporate urban design elements that follow the basic principles of the MARTA Transit Oriented Design (TOD) Design Guidelines.

Previous Plans and Studies

Union City Town Center Study (2003)

As stated above, the 2003 LCI study describes three options for the mall:

1. **Retention** keeps the mall in its current state, with no significant changes.
2. **Transformation** includes the gradual transformation of the mall from an enclosed shopping center into an open, mixed-use urban neighborhood. This option would have allowed the mall to continue to operate during a phased redevelopment of the building and site.
3. **Redevelopment** is a complete demolition and redevelopment, resulting in a mix of housing, retail and office uses with civic and park spaces.

The 2003 study also recommends development of a portion of the off-site South Fulton Park & Ride Lot for office use to increase utilization of the lot.

Union City Town Center Redevelopment Plan and Tax Allocation District (2007)

The purpose of the Union City Town Center Redevelopment Plan and Tax Allocation District is to provide a redevelopment funding mechanism for an area that includes Union Station Mall and extends north along Interstate-85 to the area surrounding Royal South Parkway.

A tax allocation district (TAD) designates an area for redevelopment in which tax increment financing is allowed. Tax increment financing captures the future tax benefits of real estate improvements to pay the present cost of improvements. It uses the increased property tax generated by new development to finance capital and other costs related to redevelopment such as public infrastructure, land acquisition, relocation, demolition, utilities, debt service and planning.

A TAD is intended to stimulate major new construction and renovation or rehabilitation in underdeveloped or blighted areas. These “redevelopment areas” are designated in accordance with the Georgia Redevelopment Powers Law (O.C.G.A. 36-44-1), which authorizes the use of TADs in the state.

Union City Urban Redevelopment Plan (2008, amended 2011)

The Union City Urban Redevelopment Plan outlines redevelopment goals and objectives for the City, which include public investments in infrastructure to support redevelopment of designated target areas. The urban redevelopment plan meets the requirements of the Georgia Urban Redevelopment Act (O.C.G.A 36-61-1). This act grants the City with certain powers necessary to undertake redevelopment activities. An example is the use of tax exempt bonds. The Union Station Mall area is located in the southeastern portion of the City’s designated Target Area. The plan lists needed infrastructure improvements in the Target Area, including street, drainage, sidewalk, and curb and gutter improvements on Shannon Parkway, which are currently underway.

Union City Comprehensive Plan 2010-2030

The Union City Comprehensive Plan, adopted in 2010, identifies desired development patterns and supporting land uses to guide future development over a 20 year planning period. The plan recommends an “Urban-Center Community” designation for the Union Station Mall site.. This designation is intended to support uses that generate a high level of activity and reflect a mix of housing, retail, and employment opportunities. Primary land uses include mixed use development (residential, office and commercial uses), office and commercial uses, entertainment and cultural uses, residential uses at various densities, and civic uses.

City of Union City Quality Growth Audit (2012)

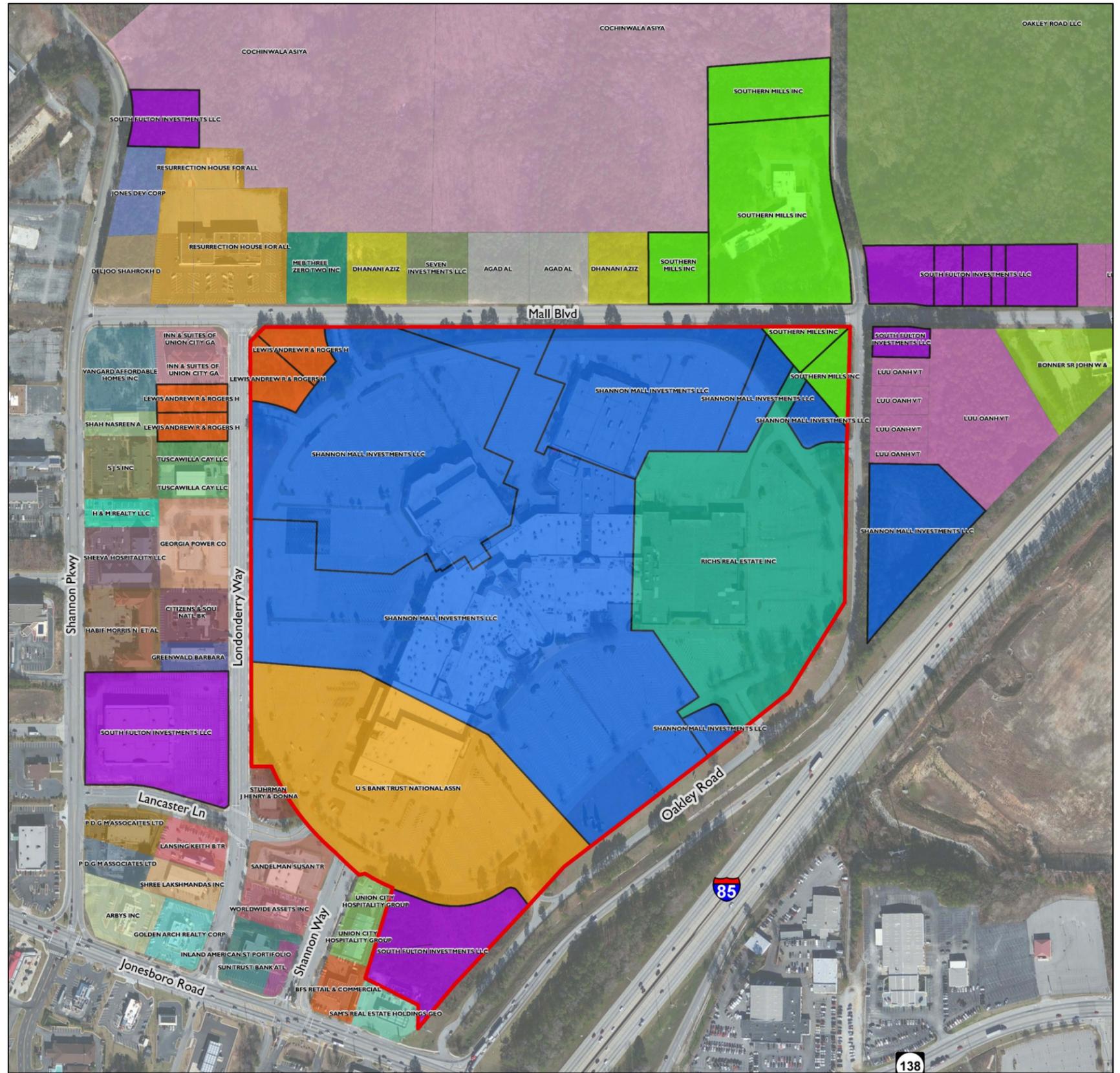
The Quality Growth Audit was prepared by the Atlanta Regional Commission for the purpose of determining whether the City’s plans and codes support transit-readiness. Recommendations include: the creation of a Connectivity Master Plan that would incorporate recommendations for street connections from the 2003 LCI Study and adoption of an ordinance requiring new developments to follow the identified street connections; amending commercial and mixed-use zoning districts to include bicycle and pedestrian standards that currently apply only to the Roosevelt Corridor Overlay District; and coordination with the Georgia Department of Transportation (GDOT) to jointly pursue redevelopment of the South Fulton Park & Ride Lot.

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Section 2: Existing Conditions

Acreage and Ownership

The Study Area encompasses 84 acres divided among 13 parcels owned by six different owners. The Union Station Mall building and parking area is the majority of the Study Area, at 77.6 acres on six parcels owned by three different owners. The Park & Ride Lot that was previously evaluated in the 2003 LCI Study is located in unincorporated Fulton County on 4.6 acres. It is owned by GDOT and contains 420 parking spaces.



Parcels and ownership in Study Area (Union Station Mall area) and surrounding properties

Existing Land Use and Zoning

Land uses in the Study Area are predominantly commercial. Properties to the west and south include some vacant commercial buildings and small undeveloped lots. Larger undeveloped properties are located to the north and east. The mall building and parking areas are zoned Regional Shopping Center (RSC). The RSC District requires a 30 acre minimum lot size. All other properties in the Study Area are zoned General Commercial (GC).



Existing land uses

Bicycle and Pedestrian Connectivity

Sidewalks are located on Londonderry Way and Mall Boulevard, the streets that define the western and northern edges of the Study Area. They are also located on Shannon Parkway and Oakley Road north of the mall, providing a pedestrian connection to existing residential areas. Sidewalk gaps exist on Jonesboro Road, including segments that contain MARTA bus stops, and Shannon Way, which is the entrance road to the mall from Jonesboro Road. Sidewalks are also missing on Lancaster Lane, which is an east-west connection between the mall site and adjacent commercial uses and contains a MARTA bus stop.

Although local roads do not contain dedicated bike lanes, a marked “Share the Road” bicycle route located on Shannon Parkway, Londonderry Way, Mall Boulevard, and Oakley Road.



Sidewalks, bicycle routes, and bus stops

Transit Service

As shown in the aerial map below, bus service to the Study Area (★) and/or the South Fulton Park & Ride Lot (★) is available via the following routes:

GRTA Express Route

455 – South Fulton Park & Ride Lot to Downtown Atlanta

MARTA Routes

89 – Flat Shoals Rd./Scofield Rd. (to College Park)

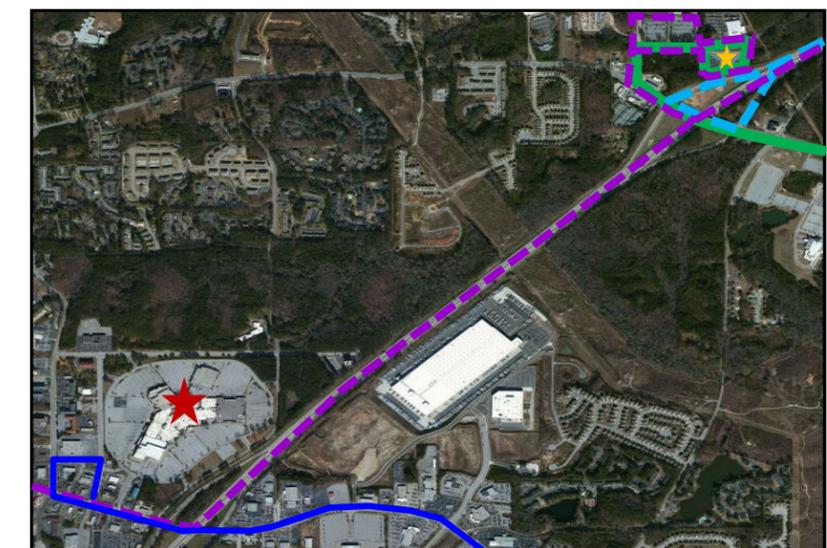
181- Buffington Rd./ Park & Ride (Fairburn to College Park); *service does not continue to Union Station or Fairburn on Sundays*

189 – Old National Hwy/ Union Station

The Study Area is served by MARTA Routes 181 and 189. Average ridership figures from August 2012 to December 2012 for Routes 89, 181 and 189 show that peak use is during the work week. Route 89, which serves the Park & Ride Lot, has higher ridership levels than Routes 181 and 189, which stop in the Union Station Mall area.

MARTA Route	AVERAGE RIDERSHIP		
	Weekday	Saturday	Sunday
89	3918	3033	2433
181	1189	720	328
189	2645	1975	1541

Source: MARTA



Transit routes

Facility Conditions

A brief walk through of the vacant Union Station Mall was conducted in late 2012 to observe general conditions of the building and parking areas. Although a goal of this study is to provide alternatives to retaining the mall in its entirety, the site visit provided an opportunity to offer a preliminary assessment of the potential to reuse portions of the mall and parking areas. The following observations were made:

Structure – No structural issues (settling, cracking facades, stressed members, etc.) reported by mall operations manager

Roofing – Significant repairs and replacement to the roof throughout the mall and tenanted areas should be anticipated

Heating, Ventilation, Air Conditioning (HVAC) – Based on age and maintenance of HVAC, replacement of mall and tenanted HVAC systems should be anticipated

Electrical – Electrical supply service to the mall is reported to be adequate; replacement of some/all of interior and exterior lighting should be anticipated; replacement of back-up generator should be anticipated due to its age

Plumbing – No issues reported with water supply to the mall; one of three reported sewer lines for the common mall areas is suspected of leaks; each anchor reported to have separate sewer lines, conditions unknown

Water Intrusion, Microbial/Mold Growth – Active water leaks in “Old Macy’s” roof (an anchor building) and possible mold/microbial growth was observed; Max-Fun anchor not visited but mall operations manager reported that the space was addressed after 2011 flooding due to a frozen and that no microbial/mold was present; operations manager reported mold/microbial growth in many areas of the mall over the summer of 2012 due to no HVAC use and heat/humidity, but most areas were cleaned

Interior Finishes – In fair to good condition

Paving – Site appears well drained but there is significant longitudinal and alligator cracking; significant repairs to paved areas should be anticipated

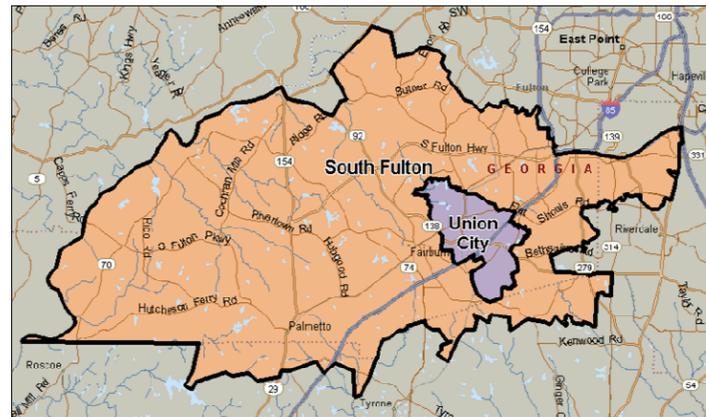


Photos of vacant Union Station Mall interior, November 2012

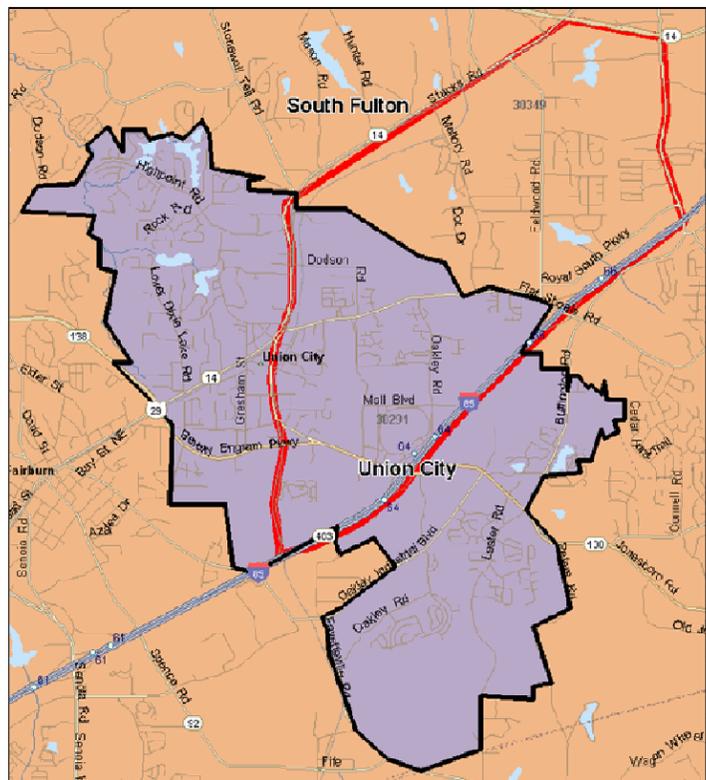
Market Conditions (Summary)

Baseline for Analysis

The Market Conditions analysis focused on establishing a baseline with respect to demographics, business and employment trends, housing and residential real estate trends, and commercial real estate trends. Top line conclusions and key factors for Union City and the study area are summarized in this section. Additional information is presented in the Appendix.



Above: Union City zip code 30291 relative to South Fulton.
Below: Market Analysis 'Mall Area' Study Area boundaries outlined in red, with 30291 zip code shown in purple



Demographics

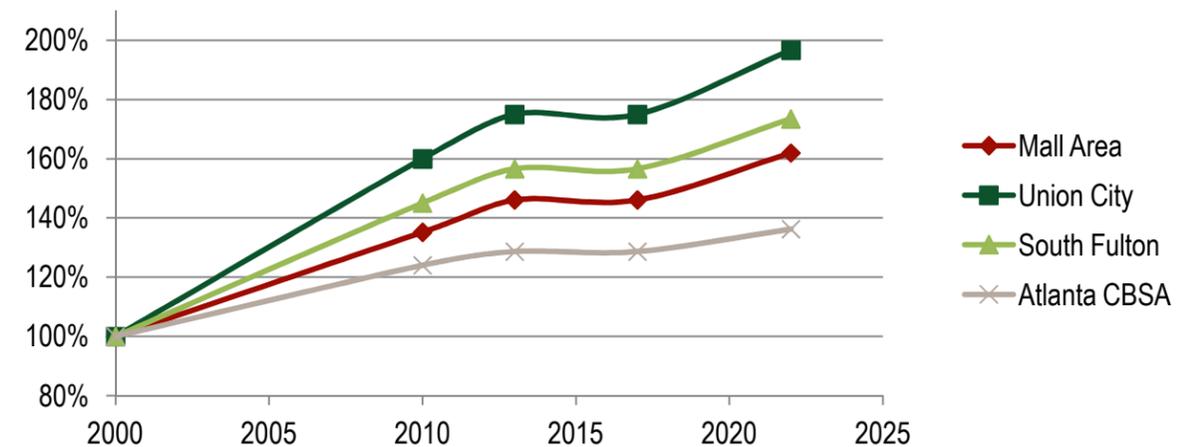
Population growth will continue in Union City, however the community lacks the needed amenities and employment to attract new higher income residents. Key demographic factors include:

- Union City is garnering a larger than fair share of regional growth
- African American households predominate in Union City and the study area
- A lower percentage residents in the study area college degrees or advanced degrees compared with the Atlanta region
- Union City and the study area has a younger population than the Atlanta region average
- There are lower incomes in the study area compared with the Atlanta region average
- Current trends suggest that Union City's population is aging and has stagnant incomes

	Mall Area	Union City	South Fulton	Atlanta CBSA
2000 Census	7,923	13,672	75,586	4,247,990
2010 Census	10,712	21,871	109,642	5,268,860
2013 Estimate	11,575	23,918	118,395	5,464,971
2018 Projection	12,831	26,883	131,130	5,787,210
2022 Projection	14,223	30,216	145,235	6,128,450

Population Growth and Projections

While the Atlanta region's population has grown 2.0% annually since 2000, the Study Area's population has grown 3.0% over the same time period. Projections show future growth continuing at a higher rate than the Atlanta region.

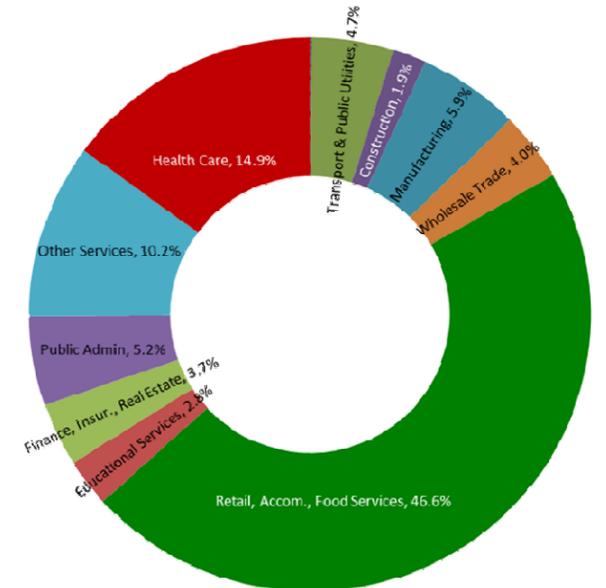


Business and Employment

The Union City employment base is limited and highly concentrated in a few lower-paying sectors. Key business and employment factors include:

- Jobs-to-housing analysis reveals the opportunity to increase employment levels in order to achieve greater balance
- The Retail/Accommodation/Food Service employment sector dominates the Union City employment base
- Health Care, particularly elderly and childcare assistance, is Union City's fastest growing employment sector
- A majority of Union City residents work in Service Sector employment and nearly all work outside of Union City

In 2010 the US Census reported that 47% of all Union City jobs were in the retail sector.



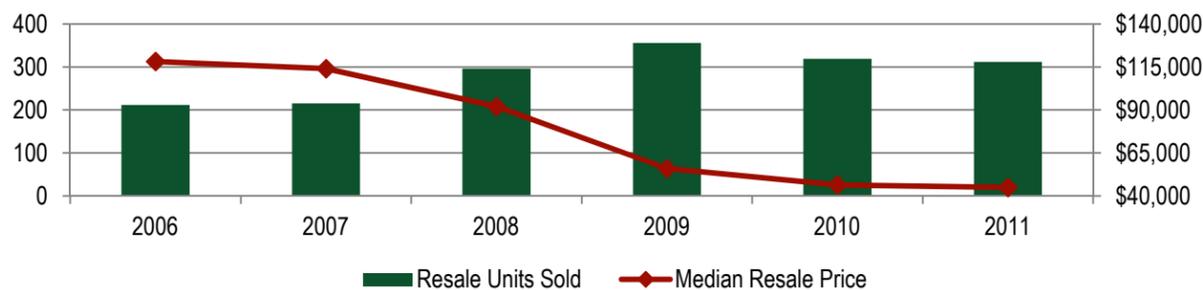
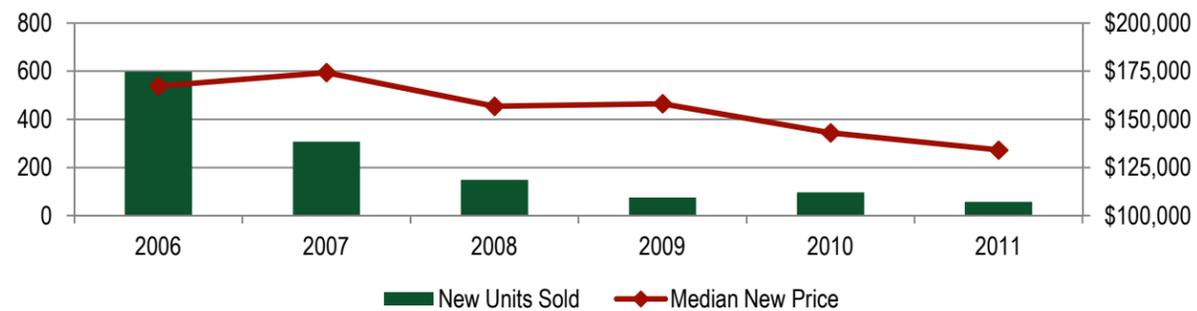
Housing and Residential Real Estate

Union City is a desirable affordable/modest cost housing location, and new employment growth could drive new housing options.

- The majority of study area households live in rental units
- Consistent with nationwide trends, the local area was hit hard by the real estate recession
- The study area's multi-family housing stock is large but old

	Study Area	Union City (30291)	South Fulton	Atlanta CBSA
Total Occupied Housing Units	4,367	8,868	43,439	2,014,249
Owner Occupied	49%	57%	63%	66%
Renter Occupied	51%	43%	37%	34%
Avg. Length of Residence-Owners (Yrs)	13.5	11.5	12.6	14.1
Avg. Length of Residence-Renters (Yrs)	5.4	5.4	5.4	5.6
Housing Unit Built 2005 or later	13%	20%	22%	10%

Above: Union City housing ownership, tenure and housing age
Below: Home Sales History by Home Type, Union City (30291), 2006-2011



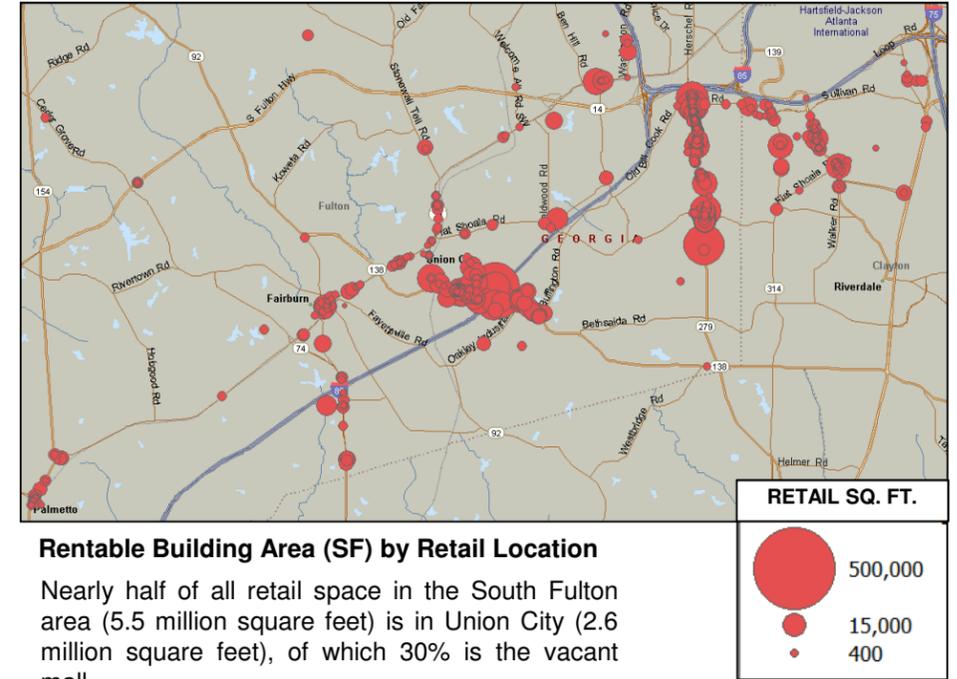
Commercial Real Estate

There is a lack of market demand to re-open the existing property as an enclosed mall, the potential for repositioning as a retail power center is limited, and the neighborhood-serving market is saturated at this location. Other land use options present better redevelopment opportunities.

- The vacant Union Station Mall property is a drag on South Fulton retail vacancy statistics
- The mall area represents the largest node of retail space in the South Fulton area
- The Opportunity Gap analysis indicates a potential opportunity for additional retailers in South Fulton
- Motor Vehicles and Parts is the only Union City retail sector that depends on outside area support
- Union City is located within the largest metro Atlanta industrial submarket, with apparent opportunity to add more space locally

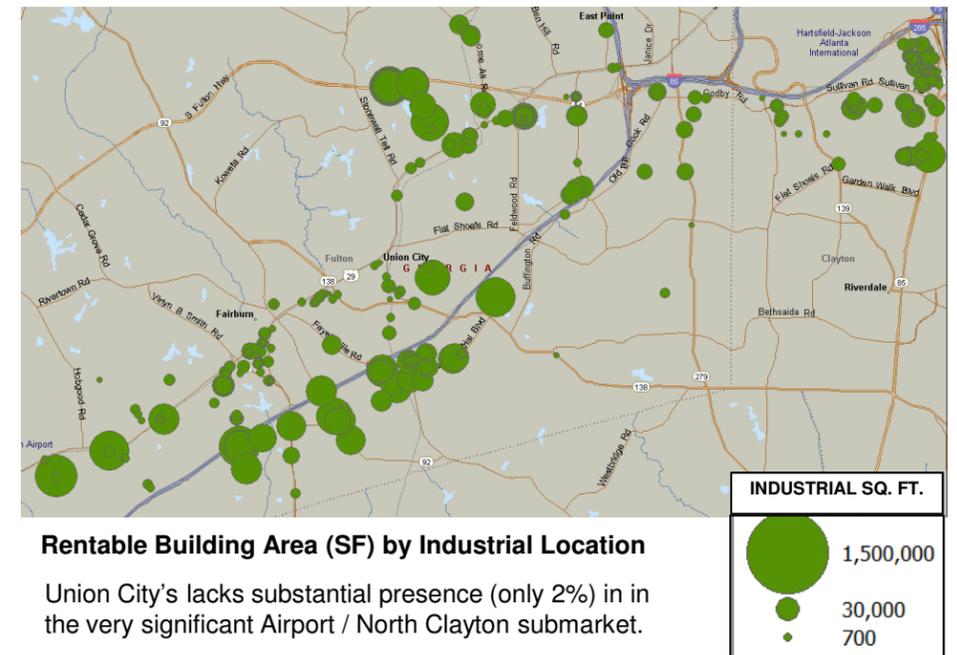
Rank	Retail Segment	Share of Sales	Total Sales (Mil \$)	Opportunity Gap (Mil \$)
1	Motor Vehicle and Parts Dealers	42.1%	\$578.30	\$-341.23
2	General Merchandise Stores	12.3%	\$169.00	\$ 86.87
3	Foodservice and Drinking Places	10.5%	\$144.65	\$ 47.04

South Fulton (30213, 30268, 30291, 30349) Top 3 Categories for Retail Sales



Rentable Building Area (SF) by Retail Location

Nearly half of all retail space in the South Fulton area (5.5 million square feet) is in Union City (2.6 million square feet), of which 30% is the vacant mall.



Rentable Building Area (SF) by Industrial Location

Union City's lacks substantial presence (only 2%) in in the very significant Airport / North Clayton submarket.

Union City industrial properties are currently performing well, as they are 98% occupied.

Section 3: Visioning

Planning Vision

Public Vision Informed by Analysis

The planning process leading to selection of a preferred concept involved presentation of analysis findings to the stakeholder group and general public as prelude to open discussions about issues, opportunities, ideas and preferences. Stakeholders and the public responded to presentations of market analysis, existing conditions analysis and comparables analysis with insightful questions and creative ideas.

The common theme of visioning discussion from stakeholders and the general public was documented as:

“BE PROACTIVE TO PROMOTE SUCCESSFUL REDEVELOPMENT”



Public Meeting for presentation of the preferred concept plan

PUBLIC AND STAKEHOLDER PREFERENCES

- More Greenspace, Parks, Recreation
- Restaurant and Entertainment Options
- Mix of Uses
- Job Creation, and Higher Wage Jobs
- Education/Training Options
- Opportunities for Youth Activities
- Sidewalks on Both Sides of Streets
- Make Union City Unique, Stand Out
- Provide Retail Options that will Keep Union City Residents
- Shopping in Union City (rather than Camp Creek, Newnan)
- Union City as a Thriving Community for Retirees in the Future

PUBLIC AND STAKEHOLDER IDEAS

- Build a Mixed Use Community
- Move City Hall to Support Redevelopment
- Public Performance Venue with Theater, Festival Facilities, etc.
- Provide Shuttle Service to Airport and College Park MARTA Station
- Add Park & Ride but also Keep Flat Shoals Park & Ride
- Retirement Community with Healthcare
- Sports Complex with Community Center
- Upgrade SR 138 Interchange at I-85
- Include Golf Cart Paths in Redevelopment
- Develop in Phases – Realistic, Feasible

KEY ISSUES AND OPPORTUNITIES – INFRASTRUCTURE AND MOBILITY

Jonesboro Road

“Front door” to Union City, needs bicycle / pedestrian and landscape enhancements near I-85 interchange

Shannon Parkway

Programmed sidewalk project with planned upgrades that may require rebuilding vs. repaving

Lancaster Lane

Potential for realignment to enhance connectivity

Oakley Road

Potential to accommodate truck and bus traffic

Mall Site

- New street network (reuse of existing streets may be limited due to pavement conditions)
- Continuation of bicycle/pedestrian facilities
- High estimated cost of mall structure demolition
- Stormwater system upgrades will be required (corrugated metal pipe to reinforced concrete pipe and regional detention)

Coordination with Broader Plans

Plan 2040 Aspirations and South Fulton Comprehensive Transportation Plan Outcomes

Large-scale projects with no funding identified:

SR 138 widening (I-85 to S. Fulton Pkwy);
Southwestern Corridor Commuter Rail Service

Alternatives and Scenarios

Market-based Scenarios and Concept Exploration

Parallel to public and stakeholder input and planning analysis, four preliminary redevelopment scenarios were developed, each based on real estate market supply/demand study and land use feasibility analysis.

Scenarios:

1. Union City Commons

Lower Intensity Mixed-Use

2. Market Park @ Union City

Higher Intensity Mixed-Use (Including Industrial)

3. Union City Market Village

Higher Intensity Mixed-Use (No Industrial)

4. Business Park @ Union City

Industrial

Details of market supply/demand and feasibility analysis associated with each scenario are provided as an appendix.

Through City staff, stakeholder and public discussion, the preliminary preferred concept plan was developed as a modified version of the Market Park @ Union City scenario for higher intensity mixed-use development inclusive of some industrial use.



The Suwanee Town Center redevelopment, shown here in comparison with Union Station study area, is one of many comparable redevelopment project examples discussed.

Development Components	Market Park @ Union City Higher Intensity Mixed-Use (Including Indust.)			
	Acres	Density	Units/SF	Years to Absorb
Residential				
SF Homes	10	4	-	
Townhome	12	8	113	3 Years
Stacked Units (owner or rental)	8	25	192	1-2 Years
Senior Living	5	12	60	1-2 Years
Subtotal Residential	35		365	
Commerical				
Industrial/Flex	15	10,000	150,000	2-4 Years
Retail	12	12,500	200,000	3-4 Years
Hotel	3	65	120	
Subtotal Commerical	30.0		350,000	
Civic / Park	7	Acres - Includes Park		
Circulation	8			
Total Acres	80.0			
Total Residential Units			365	
Total Comm. & Inst. SF			350,000	
Total Hotel Rooms			120	

Source: Bleakly Advisory Group, 2013

Preferred Concept - Market Analysis Summary

Higher intensity mixed-use (including industrial)

Likely 18 -24 months of pre-development

Civic anchored

City Hall

5+ acre Central Community Gathering Green to serve as passive park and/or community events location (concerts, fairs)

Includes mix of retail and industrial/flex

Could attract national credit/big box retailers to serve as anchors in long term

Industrial/flex would likely require separate ingress/egress

Residential attached housing (townhomes, stacked flats)

Potential for final phase to include hotel

Provides option for park and ride integrated with mixed use development



Pedestrian-oriented streetscape character is critical to successful mixed use developments

Structure Adaptive Use

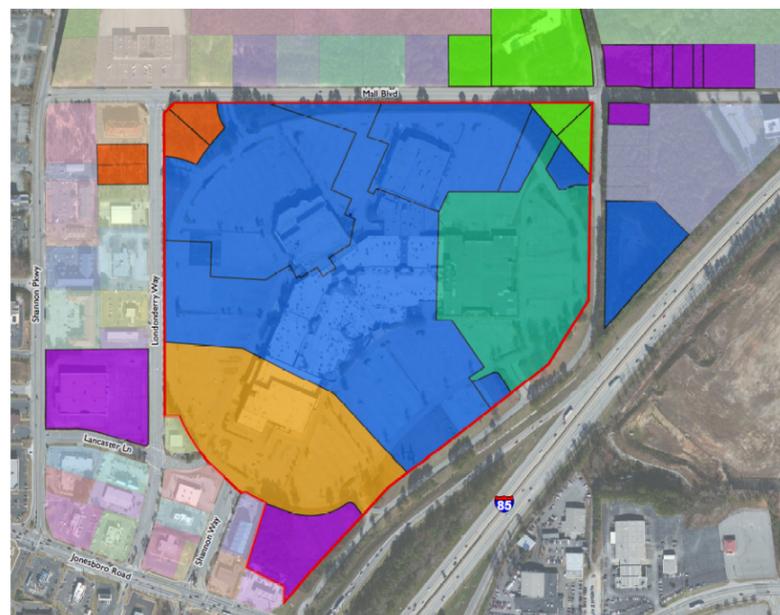
Consideration of the Mall Structure

Most scenarios considered have potential to make strategic reuse of the mall structure for commercial/institutional uses such as:

- Civic Functions
- Small Office Users
- Light Manufacturing
- Information Technology
- Entertainment Studios
- Medical Users
- Education Campus
- Recreation/Athletics

It is assumed that the “Old Macy’s” and former “Max Fun” anchor buildings will be demolished in any scenario.

The most apparent potential reuse option is for the central area of the mall (atrium, etc.). Modification of this structure could accommodate a mix of civic, recreation, retail, office, and specialty uses. The addition of new buildings adjacent to the mall structure would create street frontage, and sidewalk/plaza environment.



Distributed ownership of existing mall structure – blue is core mall property, orange is Sears anchor with dedicated parking and teal is Macy’s anchor with dedicated parking.

Examples to Consider

There are case studies of regional shopping mall redevelopment projects that have included adaptive reuse of mall structures.

Englewood CityCenter in Colorado includes more than 800,000 square feet of development, with 440 residential units, 330,000 square feet of retail space, 300,000 square feet of offices, inter-modal transit station, and 50,000 square feet of restaurant space. The development recycles a former department store building into a new Civic Center that includes city offices, library, municipal courts, and a cultural arts center. CityCenter’s new “main street,” terminates at the central piazza, directly on axis with the piazza fountain and Civic Center entrance.

Likewise, there are examples of mall redevelopments where architectural and financial factors have not allowed for reuse of existing structures. For Belmar in Lakewood, Colorado, a 104 acre regional shopping mall has been redeveloped into a mixed use town center, in which the existing mall structures were demolished and 85% of materials recycled. Sustainability is a key theme for Belmar in terms of design and marketability, and reuse and recycling of some existing structures is a sustainability factor.



Photo of mall atrium interior taken by AMEC in November, 2012



Englewood CityCenter regional mall redevelopment adapted a former mall department store into a new Civic Center for city offices, library, municipal courts and a cultural arts center.

Redevelopment Framework

The framework of streets and blocks is critical to drive and facilitate redevelopment. The preferred concept includes division of the mall superblock into 15 blocks, each scaled for walkability and phased development. Interconnectivity with the surrounding transportation network (for vehicles and pedestrians) is a critical factor. Extensive inclusion of on-street parking provides both distributed parking across the area and also enhances the pedestrian environment when combined with a complete sidewalk network. The framework establishes the public realm and the boundary for public park space. It ultimately provides flexibility for land use and architectural change over time.

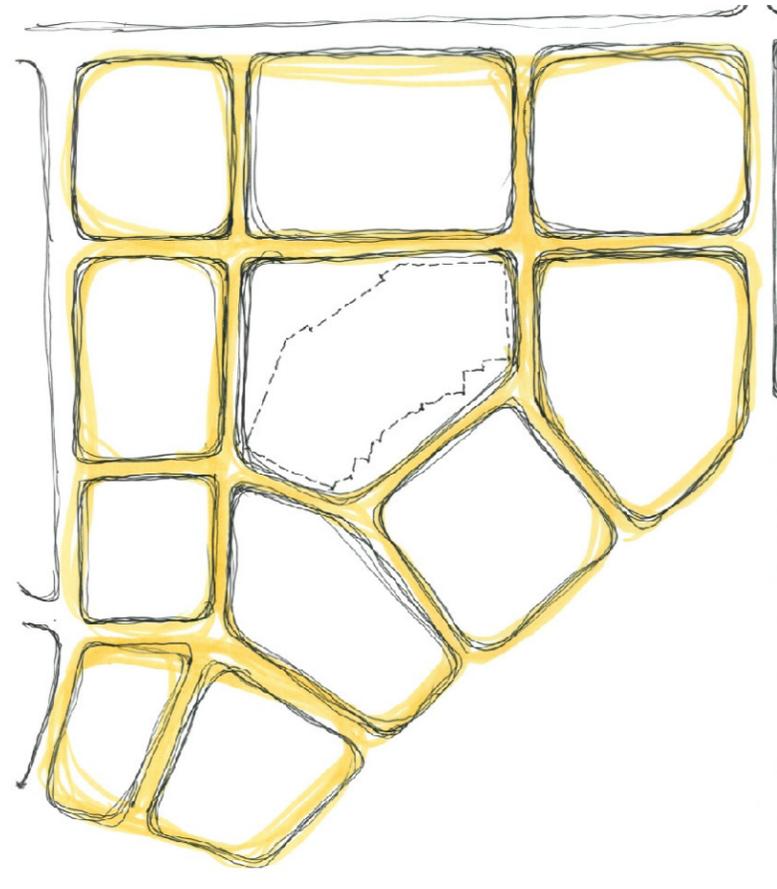
Existing Disconnected Framework

- Obsolete Development Pattern
- Limited Flexibility
- Limited Connectivity
- Limited Basis for Redevelopment



Redevelopment-Supportive Framework Concept

- Divide Superblock into Blocks Scaled for Development
- Provide Distributed Transportation Network
- Provide Connectivity to Surrounding Network
- Provide Flexibility for Variety of Land Uses

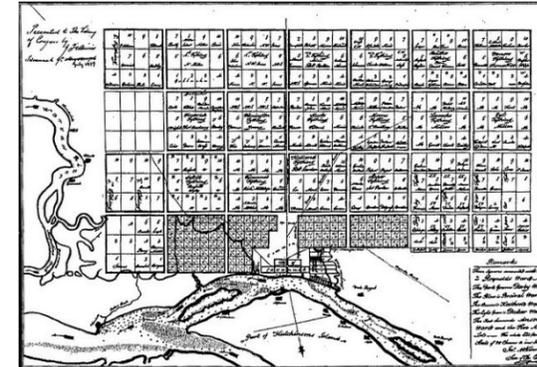


Framework Concept Applied to Study Area

- 15 Blocks
- Interconnected Streets
- Complete Streets Infrastructure in Public Realm
- Flexible for Long Range Change



The example of Savannah, Georgia shows that a well-planned urban framework can persist over centuries despite dramatic changes in culture, economy and architecture. The framework of streets and squares planned by Oglethorpe in 1734 still serve as the framework for historic Savannah.



Oglethorpe Plan for Savannah - 1793



Savannah Urban Framework - 2013

Preferred Concept Plan - Summary

The preferred concept plan for redevelopment is based on horizontal mixed-use within a flexible framework that defines the public realm, including civic space. The preferred concept plan was prepared as a refinement of the preliminary preferred scenario, with refinements driven by stakeholder and public input as well as detailed market analysis. Key components of the preferred concept plan include the following:

- Civic anchor with greenspace (town green)
- Horizontal mixed uses (i.e. mixture of uses across redevelopment comprised of single-use buildings)
- Commercial uses include mix of retail and industrial/flex
- Residential uses include attached housing (townhomes, stacked flats) with varying densities and including senior housing
- Potential for final phase of development to include a small hotel
- Provides option for park and ride integrated with mixed use development
- Organized in a development framework of blocks for flexibility and structure
- Concept makes adaptive reuse of central section of existing mall structure



The Suwanee Town Center greenspace and associated development was discussed as a relevant example of successful redevelopment.

Preferred Concept Plan



Land Use & Development Types

<p>1 COMMERCIAL: Mixture of retail, entertainment, medical, education</p>	<p>2 RESIDENTIAL: "Mansion" Apts. include 4 units per building</p>	<p>3 RESIDENTIAL: Townhomes at park edges and with courtyards</p>	<p>4 PARK/CIVIC: Town Green concept with institutional anchor</p>
<p>5 INDUSTRIAL/FLEX: Employment with office, medical, film, other</p>	<p>6 RESIDENTIAL: Courtyard flats, market and/or senior housing</p>	<p>7 HOTEL: Contemporary compact urban hotel concept</p>	<p>8 TRANSIT: Park and Ride lot with designed pedestrian access</p>

Preferred Concept Plan – Detailed Description

The following detailed description of proposed uses and development types in the preferred concept plan. While these uses relate directly to the market-analysis based program for the site. It is understood that the ultimate redevelopment of the study area will require flexibility within the defined framework, thus these descriptions of use recommendations provide for flexibility while emphasizing the key elements of each.

Recommended Placement of Buildings, Heights, and Transition to Surrounding Sites

Buildings are sited at the property line (build-to line) to frame and enclose the streets. This supports a walkable town center environment.

Building heights are based upon the surrounding built context of Union City and supported by the market analysis findings. The following building heights are recommended.

Retail Buildings

Retail buildings should be one story with 18 feet clear interior height from ground level to ceiling. Parapets are recommended to enhance architectural design, add height and reinforce enclosure of the public realm.

Residential Buildings

Multi-family and attached homes are recommended as three stories, without the need for mechanical elevators. Garden style apartments are surface parked at the interior of the block. Mansion style apartments and townhomes are parked within the footprint of their respective buildings.

Flex-office/Industrial

These buildings are recommended as one story, with 21 feet clear interior warehouse height from ground level to ceiling. 10'x12' roll-up doors should be planned for. Two story office space will fit within the building height. With a large footprint, articulation of the building façade is important to break down the building mass.

Limited Service Hotel

A limited service, five story hotel is sited to terminate the vista of a secondary street. This location provides good visibility to the adjacent interstate highway.

Senior Living Facility

A multi-family apartment style senior living facility is recommended at five stories. It is sited to face onto the large park, near the civic building and adjacent retail. It is also conveniently located with access to the park and ride bus facility.

Civic Building and Public Park

A new two story civic building is sited to be the centerpiece of a new 7 acre public park. The civic building sits at the throat of a pedestrian paseo that connects the primary retail street with the park. The new park builds upon the community tradition of Union Station mall, where outdoor concerts and fireworks were celebrated in the parking lot. The new park and civic building visually identify Union City's. They are prominently seen from the Interstate 85 corridor.

Park and Ride Station

The existing facility is relocated to Oakley Road where bus access is convenient, and both pedestrians and drivers can easily access the station. The terminal is one story and situated facing Oakley Road. Parking is located on either side of Oakley Road.

Recommended Mixture of Uses, with Number of Dwelling Units and Square Feet of Non-residential Uses

The redevelopment of the Union Station mall site is envisioned as a horizontally mixed-use environment. This strategy contributes to ease of development, a true sense of community, fits the patterns of Union City, provides needed amenities to the surrounding community, and is economically sustainable over time. The following mix of uses is recommended.

<u>Residential</u>		<u>305 units</u>
	Townhomes	113 units
	Stacked Homes	192 units
	Senior Living Homes	60 units
<u>Commercial</u>		
	Industrial/Office Flex	150,000 sf
	Retail	285,000 sf
	Hotel	120 rooms
<u>Civic & Park</u>		
	Civic Building	40,000 sf
	Parks	7 acres



These photos illustrate key elements of successful retail buildings as recommended for the core of the redevelopment area. Key factors are pedestrian scale, sidewalk access, attractive streetscape with on street parking, variety of architectural details, and single story buildings with both adequate ceiling height and also parapets to add height at the street.



Sidewalk Recommendations

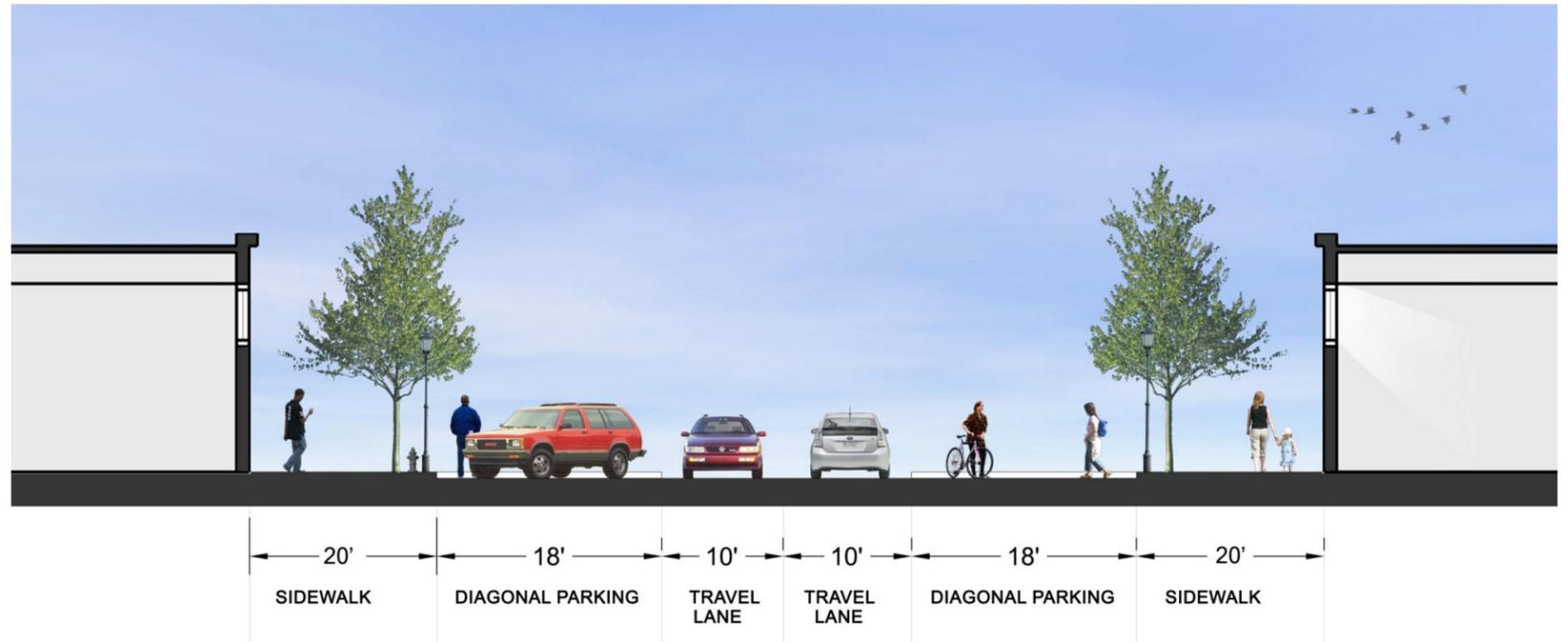
Recommended sidewalk widths are 20' within the retail core. This width permits street furnishings, outdoor dining, display areas and street plantings within the public right-of-way. Recommended sidewalk widths are 15' in other areas, which permits street furnishings and street plantings.

Recommended Approach to Parking for Vehicles and Bicycles, Including Recommendations for Overall Parking Needs for the Proposed Uses and Transit Riders

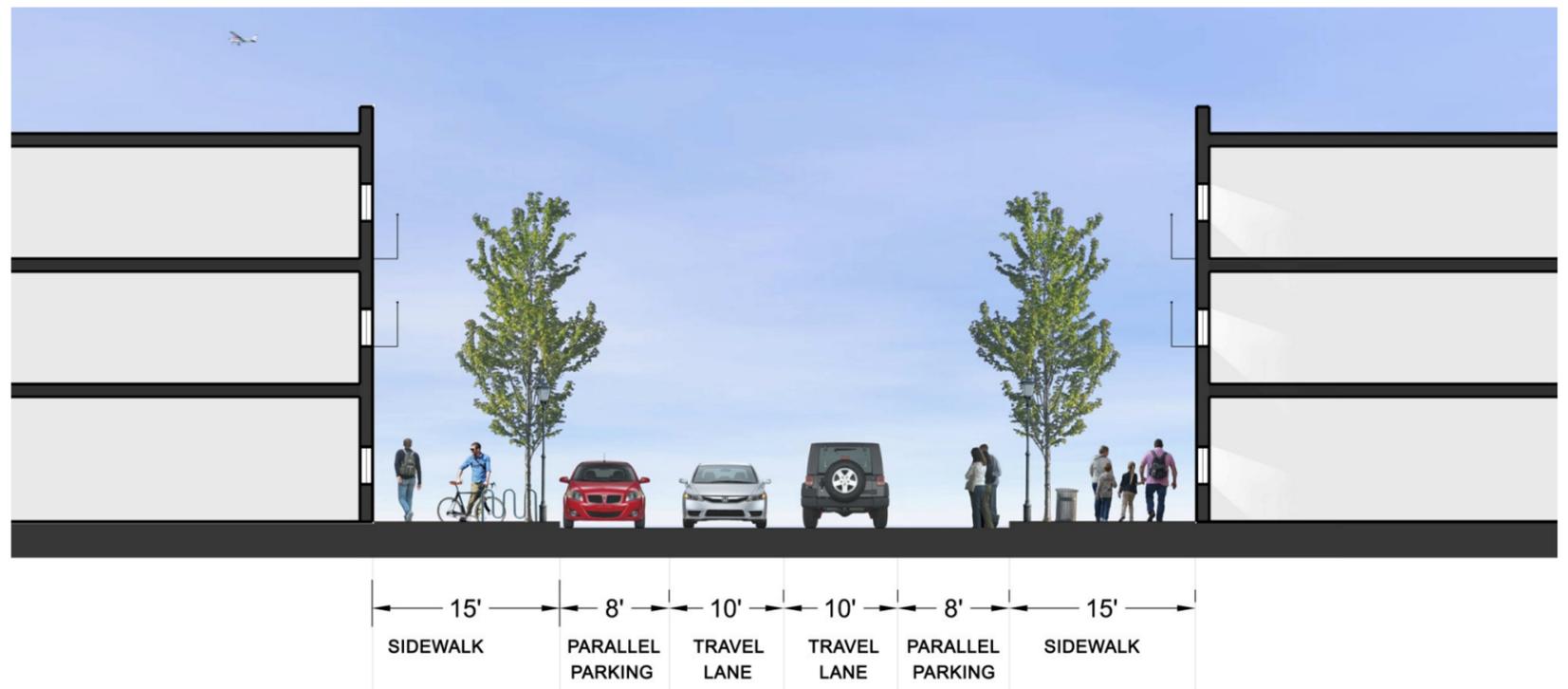
Market Park at Union City proposes a mixed-use, park once environment. The block sizing facilitates pedestrian, vehicular and bicycle movement throughout the site. Sidewalks fronted by active uses are recommended throughout the master plan. Where possible, parking is internalized within the blocks and screened from the street by buildings and landscape buffers. This increases visual interest for the pedestrian and cyclist. On-street parking is also provided throughout the streets of the master plan. Many surface parking lots feature rain gardens to capture first flush rain water from parking lots and manage stormwater sustainably. Bicycle parking should be provided by racks provided throughout the development, and concentrated at the retail spine and park and ride station areas. Transit parking provides the same quantity of parking spaces as currently found at the existing park and ride facility. The transit station location within a mixed use environment provides convenient access by foot, bike or car, to residents of Market Park at Union City.

The quantity of parking provided is determined by each use.

<u>Residential</u> – 2 spaces per dwelling unit		
<u>Commercial</u>	Industrial/Office Flex	3 spaces/1000 square feet
	Retail	5 spaces/1000 square feet
	Hotel	1/room
<u>Civic & Park</u>	Civic Building	3 spaces/1000 square feet



Recommended retail/commercial street section includes 20' wide sidewalks with amenity/landscape zones, angled on-street parking, minimal width travel lanes, and overall design for slow speed and bicycle/pedestrian friendliness.



Recommended residential street section includes 15' wide sidewalks with amenity/landscape zones, parallel on-street parking, minimal width travel lanes, and overall design for slow speed and bicycle/pedestrian friendliness.

Key Infrastructure Improvements

To support the preferred concept plan for redevelopment of the mall site, several key project needs have been identified in the vicinity. The implementation projects are further detailed in the implementation work plan, with refinements to these project descriptions. The following explains briefly how each indicated infrastructure improvement is supportive of the preferred concept.

Jonesboro Road Streetscape – Improve the Front Door/Gateway – The Jonesboro Road corridor is the gateway to Union City and the mall area and streetscape upgrades are required for functional and aesthetic reasons.

Pedestrian Improvements on Adjacent Streets – Make it Walkable – The ability to comfortably walk to the ultimate mixed-use redevelopment will require sidewalk improvements, some of which are already underway.

Pavement and Stormwater Improvements – Long Term Sustainability – In its current condition, the amount of impervious surface causes significant stormwater runoff into a system that is not adequate. Redevelopment must include sustainable stormwater infrastructure on site, and upgrades to stormwater conveyance off site in public right of way are needed in concert.

New Internal Road Framework – Public-Private Partnership to Establish the Framework to Support Redevelopment – The framework of blocks should be framed by new public streets, and a public-private partnership is likely required to achieve the desired result.

Town Center Park – Create Permanent Public Space and a Focal Point for Union City – It has been proven that temporary use of the mall area for City-sponsored concerts has great appeal to the community. Establishment of a town center park can provide a permanent venue for civic gatherings, a new and different type of park for the city, and a ‘front door’ image-building opportunity due to great visibility from I-85.

Park & Ride Transit Facility – Coordinate with Agency Partners – The preferred concept plan includes adequate and dedicated parking in a hub location to support GRTA/MARTA, whether as a replacement or complement to the Flat Shoals Park & Ride facility.

Recommended Infrastructure Improvements



- Infrastructure Improvements**
- ① Jonesboro Road Streetscape Improvements and I-85 Gateway
 - ② Shannon Parkway Sidewalk (east side) and Reconstruction / Stormwater Pipe Replacement, Jonesboro Road to Flat Shoals Road
 - ③ Shannon Parkway Pavement Reconstruction
 - ④ Stormwater Conveyance and Detention Infrastructure Repair, Restoration, Enhancement
 - ⑤ Shannon Way Sidewalk Construction
 - ⑥ Lancaster Way Sidewalk Construction
 - ⑦ Traffic Signal Replacement, Londonderry Way @ Lancaster Lane
 - ⑧ Brick Crosswalk Installation (Jonesboro Road @ Shannon Pkwy and Londonderry Way)
 - ⑨ Town Center Park Land Acquisition, Design and Construction
 - ⑩ Park-and-Ride Land Acquisition, Design and Construction
 - ⑪ New Road Segment Connection from Londonderry Way to Shannon Parkway, Right of Way, Design and Construction
 - ⑫ Redevelopment Street Framework Right of Way, Design and Construction

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Section 4: Implementation

Overview

This section recommends an implementation plan that outlines projects and strategies intended to support the realization of the Concept Plan described in Section 3. The following pages include: key strategies (organizational, regulatory) for facilitating implementation of the plan; a Report of Accomplishments that provides a status of projects identified in the 2003 study and indicates which projects are carried forward into a new 5-Year Action Plan for this study; and a 5-Year Action Plan through the year 2018.

Strategies for Implementation

The implementation of the this study has the potential to not only remake the currently vacant former Shannon Mall tract, but also the entire Jonesboro Road corridor in Union City. It is estimated that implementation could bring \$100 million dollars in new private sector investment. This type of capital spending would likely stimulate a “halo effect” around the mall—inducing additional investment in properties along the nearby corridor. In addition, by creating a vibrant mixed use center with access and visibility along the Interstate 85 corridor, implementation of the plan can create a new “front door” for the Union City, helping to improve the economic vitality and image for the entire community.

The City must decide what outcomes it wishes to achieve with the redevelopment process. Outcomes could vary from little activity and continued deterioration, to a notable mixed use development anchored by a civic complex of City-owned buildings and amenities. By setting goals and defining desired outcomes of the redevelopment, the City can send a clear signal to private sector developers who will be needed to execute the redevelopment, and to constituents, what they should expect to happen at the former mall site.

Once the redevelopment priorities are in place, in order to bring about the maximum positive impacts of redevelopment, Union City may need to take an active role in the process. Redevelopment of the site will likely happen over an extended period of time. However, without active involvement from the City the redevelopment will most likely take a very different form than what is set forth in this LCI plan.

The vast majority of citizens and land owners that participated in the LCI process indicated that they are eager to see the City make a commitment to achieve maximum positive impact. Thus, the following implementation recommendations assume the City is interested in being actively involved in the redevelopment process.

City Council Approval of the LCI plan

The first step in the implementation process will be to secure City Council approval of the LCI. This is important because the approval of the plan provides a formal acknowledgement that the City endorses its vision for the area and is willing to make the commitments necessary to carry the plan into implementation.

Identify LCI Funding to Jump Start Key Initiatives

The City should take the recommendations in the final LCI master plan regarding implementation and identify opportunities for LCI implementation funding that could serve as a catalyst to move key initiatives in the plan forward. LCI funding can be used for this purpose and link into other long-range investments that will be needed to achieve the vision for the area.

Current Development Controls: Zoning and Incentives

Currently, the City has numerous powers with which to control the future development of the former mall site, including zoning and incentives. The site is currently commercially zoned for a regional shopping center (RSC District). Because the preferred land use alternative in the LCI plan and the Comprehensive Plan calls for a mix of uses, the City will need to carry out a rezoning process, or institute an overlay zoning code to allow for the plan’s recommended land use changes.

In 2006 the City adopted the Town Center Mixed Use (TCMU) District as a new zoning classification that could apply to the mall area. In order to help realize the recommendations in this study’s updated Concept Plan, the City should consider amending the TCMU District.

Specific to the mall subarea, permitted uses should be reviewed and modified, for example:

Residential – remove single-family detached and two-family to maintain higher density.
Commercial – remove mini-storage facilities as an allowable use.
Industrial – pare back to light industry and/or add “Flex space”: office, contractor’s office, warehouse, or light manufacturing or assembly located within a one-story structure with office space located at the front of the units and roll-up overhead doors at the rear.

Other changes could include: prohibiting aboveground utilities so sidewalks are not obstructed; adding flexibility to off-street parking requirements so that some parking (with landscape buffers) may be placed adjacent to streets without an intervening building; incorporating LEED density bonus provisions for building and site design; requiring Green Infrastructure / Stormwater Best Management Practices to manage stormwater on-site; incorporating the bicycle and sidewalk standards from the Roosevelt Corridor Overlay District; and adding more detailed design guidelines for landscape design.

Alternatively, the City could adopt a form-based code as an overlay district specific to the mall site. The code would include a “regulating plan” based on the 15-block framework and Concept Plan in section 3 that would designate locations where different building form standards apply. It would also address public space standards, as well as standards for architecture, landscaping, signs, and environmental resource standards (e.g. tree protection, solar access, etc.) if the City wished. The resulting code would guide future development in accordance with the Concept Plan.

The City can zoning as a lever to help encourage the desired land uses at the site. However, attention should be paid to market forces seeking other uses. While the preferred plan is market-based, users pursuing other options may request rezoning in ways that are not necessarily aligned with the LCI plan. The City will need to weigh the pros and cons of allowing development that will lead to a different outcome than is outlined in the plan. This type of development may produce different outcomes, but potentially, also beneficial results, depending on the City’s priorities.

The City of Union City needs to amend its **Tax Allocation District (TAD)** to update the base value of the TAD. The base value should reflect the current value of the mall, not its previous value when fully occupied; this adjustment will increase effectiveness of the TAD for the eventual user. The TAD allows the City to leverage future increases in taxable value due to redevelopment to fund public improvements and support redevelopment.

Tax Allocation Districts are Georgia's form of tax increment financing, which is a redevelopment funding mechanism that reinvests the future taxes from real estate development back into a project as an incentive to attract new private investment into an area. It uses the increased property taxes generated by new development in a designated redevelopment area to finance costs related to the development such as public infrastructure, land acquisition, relocation, demolition, utilities, debt service and planning costs. This incentive can help to attract private development, and because the City must authorize the use of the TAD funds, it can stimulate development to move toward the preferred concept plan.

Creating the type of mixed use plan preferred by the City will require extensive new infrastructure, open space and parking, all of which can be funded by TAD.

Community Improvement Districts, commonly known as CID's, are a frequently-used tool for targeting a portion of special local property taxes for reinvestment into a local community. Although a CID is not currently in place in Union City, it could serve as an important facilitator for redevelopment and implementation of the LCI plan.

In a CID, the commercial property owners of an area organize to provide funding to reinvest in the community by providing enhanced infrastructure improvements, streetscapes, public safety programs, and coordinated marketing and economic development activities, with the goal of stimulating growth in the area. The formation of a CID requires the approval of :

- A majority of commercial property owners, 51% (by number of parcels)
- Property owners who collectively represent 75% of the area's appraised property value.

A CID is authorized by local government, and is run by a board chosen from local property owners and local government officials. It is approved for a period of five years and "sunset" at the end of the five years if not reaffirmed by the property owners/members. The CID is funded by an additional millage, above and beyond local and county property taxes, collected by county taxing authorities. Residential and tax-exempt properties within a CID can electively participate in a CID by committing to make payments-in-lieu-of-taxes (PILOT) to the CID.

A CID could be a valuable tool, augmenting TAD, to pay for infrastructure improvements.

Organizing for Redevelopment

In order for the City of Union City to take an active role in the redevelopment, it must have the proper internal organizational structures and personnel to embark upon the process. Some Georgia municipalities have set up **Business and Industrial Development Authorities (BIDAs)** to help to encourage targeted development in their cities. The most frequently used power of BIDAs is the issuance of tax-exempt and taxable industrial development bonds, but they can be used for other development purposes. The applicable state statute lists as BIDAs purpose: to attain development and promote for the public good, general welfare, trade commerce, industry and employment opportunities.

The city of College Park uses its BIDA to encourage business relocation and expansion by offering access to BIDA-owned property and BIDA funding initiatives.

Union City may also consider forming a **redevelopment corporation, or agency**, to serve as the redevelopment agency of the City. The redevelopment agency would, in consultation with the city council, make strategic real estate investments in the area, assemble properties, and partner with the private sector to invest in the project. The city council would appoint a board of directors that operates in accordance with the Georgia redevelopment laws and statutes.

For the City to garner positive outcomes and an installation of the LCI vision, the process will necessitate daily attention over several years from one or more members of the City staff. Thus, it may be in Union City's best interest to **hire a seasoned development expert** to guide the process and/or contract with an outside consultant that is experienced in executing this type of complicated course of action. The Redevelopment Manager would work closely with the City Manager and Council to implement their vision for the area as detailed in this study. It may be more cost effective to hire a part-time or consulting manager who would work several days per week on the project and flex their schedule as the demands of the project fluctuate.

Redevelopment Steps

Eighty acres is likely too large for one private entity to execute a mixed use development in this current real estate market. Therefore the City should consider that its involvement in the pre-development phases will accelerate the process, helping one or more developers to overcome apprehension about taking on the risk of carrying such a large land holding. Private developers will seek assurances that their investments will be supported at the city level. Further, they will need to find reason to believe that they can make a return on their investment. Thus, the City of Union City can help in the process by doing one or more of the following:

- Help assemble and prepare the property.
 - Because the site is held in multiple ownerships, redevelopment potential is hampered because of the complexities of land assembly. Even if developers are not interested in building on the entire site, they will find it more desirable if the entire site is under one owner. They may try to negotiate the purchase of smaller portions of the site, but they will have more flexibility as to which portions and they will have assurance that the other portions of the site will not eventually be developed as something that could negatively impact their potential returns. Therefore, the City may consider involving itself in the land assemblage, either as an outright owner or facilitator.

- Moreover, all of the 800,000 SF of former mall space is not all potentially usable in the redevelopment. Some future users of the site may require that some, or all, of the former mall be demolished. Because this demolition will likely cost an estimated \$5 to \$8 a square foot, it could be an impediment to achieving the LCI plan's vision. The City might consider involvement in the site preparation, potentially paid for through the use of the TAD.
- Entice development with new public spaces on the site, possibly including a relocated city hall, other civic functions/buildings, and/or a park.
 - By making a civic investment in the redevelopment, the City will signal that this site will retain a permanence and a character that often only civic investments can bring. The City may consider moving its city hall or other buildings to the site to serve as quality anchors to the redevelopment and help to bring activity to the site in the early phases. A public park can serve as an amenity to the new uses, as well as to Union City residents who will appreciate an opportunity to inhabit and use this site, which has been important to the community for decades. Suwanee, Georgia has had great success programming its new park, which is adjacent to a new city hall, creating a community gathering place.
- Partnering with the new asset owner.
 - The property has been on the for-sale market for some time and has not yet found a buyer. As a result, the current owners may be looking for ways to enhance the appeal of the site. Thus a partnership between the current owners and the City to begin the pre-development process for the desired land plan could make sense. The City could agree to zoning changes and to providing incentives that would enhance the likelihood of ensuring that the LCI vision becomes real. Further, the City and the current land owners could include these entitlements and incentives in an RFP package intended to find the right development partner.
- Stabilize Jonesboro Road Commercial Corridor.
 - Although the properties along the Jonesboro Road commercial corridor are not technically in the LCI Study Area, they are integral to the success of the redevelopment of the former mall site. Many of the parcels along Jonesboro are currently vacant or underutilized, vehicular traffic is congested and pedestrian infrastructure is scarce. The City should consider using incentive tools outlined above to input improvements along the corridor to ensure that the situation is stabilized in the near-term. Current land owners and tenants are looking for assurances that the City is interested in their success and investment in the corridor will not only help them, but will indicate to potential investors and developers at the mall site that the area is on the upswing and worthy of their interest.

2003 LCI Study 5-Year Action Plan: Report of Accomplishments (p.1)

Project Type	Description	Engineering Year	Construction Year	Complete	Underway	Not Started	Not Relevant	Notes	Included in 2013 LCI Study 5-Year Action Program
Transportation									
Pedestrian/Roadway Operations	Reconstruct Londonderry Way to include sidewalks, street-trees, bulbouts and angled parking	2005	2006	x				Street trees and sidewalks are complete	No
Roadway Operations/ Transit Facilities	Reconstruct Shannon Parkway to support MARTA buses; SR 138 - Mall Blvd	2010	2011			x		2012 "Report of Subsurface Exploration" by United Consulted evaluated pavement conditions of the SR 138 - Mall Blvd segment	Yes
Roadway operations/ Transit Facilities	Reconstruct Shannon Parkway to support MARTA buses; Mall Blvd - Flat Shoals Rd	2012	2012			x			
Roadway Capacity/Pedestrian	Extend Union St to Shannon Pkwy	2010	2011			x		Outside of 2013 study area; evaluate during 2003 Study's 5-Year Action Plan Update (due 2014) and/or consider incorporating in Street Connectivity Plan due to ROW acquisition needs (as proposed in 2012 ARC Quality Growth Audit)	No
Roadway Capacity/Pedestrian	Construct new north-south street; Mall Blvd - Flat Shoals Rd	2011	2012				x	Outside of 2013 study area, wetlands are an issue; evaluate during 2003 Study's 5-Year Action Plan Update (due 2014) and/or consider incorporating in Street Connectivity Plan due to ROW acquisition needs (as proposed in 2012 ARC Quality Growth Audit)	No
Multi-Use Facility	Construct Greenway, Shannon Parkway - Downtown	2011	2012			x		Acquired 8 +/- acres of property but requires additional ROW acquisition; outside of 2013 study area; evaluate during 2003 Study's 5-Year Action Plan Update (due 2014)	No
Multi-Use Facility	Construct Greenway; Shannon Parkway - Oakley Rd	2013	2014			x		Acquired 8 +/- acres of property but requires additional ROW acquisition; possible long-term project; also, evaluate during 2003 Study's 5-Year Action Plan Update (due 2014)	No
Pedestrian	Construct 5,500 linear feet of sidewalk, s. side of Flat Shoals Rd from Watson St - Oakley Rd	2006	2007			x		Located outside of 2013 study area; City will evaluate during 2003 Study's 5-Year Action Plan Update (due 2014)	No
Pedestrian	Construct 5,300 linear feet of sidewalk; s. side of Flat Shoals Rd from Oakley Rd - I-85	2007	2008	x				Project was constructed by Fulton County	No
Pedestrian	Construct 2,700 linear feet of sidewalk; n. side of Mall Blvd	2008	2009				x	Focus is maintaining existing sidewalk on the south side of the street, as needed, consistent with City policy of providing sidewalks on one side of the street	No
Pedestrian	Construct 2,800 linear feet of sidewalk; n. side of Shannon Blvd	2008	2009				x	Focus is filling in sidewalk gaps on the south side of the street, consistent with City policy of providing sidewalks on one side of the street (see also project below)	No
Pedestrian	Construct 1,500 linear feet of sidewalk; s. side of Shannon Blvd where missing	2009	2010		x			Under design; construction of missing sidewalk on south side of Shannon Blvd scheduled to begin in 2014 (TE funded project, PI 10729 "Pedestrian System Phase III")	No
Pedestrian	Construct 5,700 linear feet of sidewalk; west side of Shannon Pkwy	2011	2012				x	Due to drainage issues and the need to acquire ROW, the project has shifted to the east side of the street (sidewalk reconstruction, underway, "Shannon Parkway CMAQ Project"), consistent with City policy of providing sidewalks on one side of the street	No
Pedestrian	Construct 1,300 linear feet of sidewalk; one side of Feldwood Rd and Royal South Pkwy	2008	2009				x	Turning lane installed at Feldwood Rd; sidewalk improvements are required as a DRI condition and are the responsibility of the developer	No
Pedestrian	Install striped 'piano bar' crosswalks at up to 15 intersections	2010	2011		x			On-going; any project (sidewalk, road paving or curb & gutter) requires ADA-compliant crosswalks in accordance with City requirements	Yes
Pedestrian	Install brick crosswalks at Flat Shoals Rd/Shannon Pkwy	2010	2011			x		Outside of the 2013 study area: City will evaluate during 2003 Study's 5-Year Action Plan Update (due 2014)	No
Pedestrian	Install brick crosswalks at Flat Shoals Rd/Oakley Rd	2011	2012			x		Outside of the 2013 study area; crosswalks will be constructed as part of on-going TE-funded sidewalk construction ("Pedestrian System Phase III")	No
Pedestrian	Install brick crosswalks at Jonesboro Rd/Ozone Ave	2012	2013			x		Will be part of a recommended (new) project: Jonesboro Road Gateway and Streetscape Enhancement Project	Yes (but not as stand-alone projects)
Pedestrian	Install brick crosswalks at Jonesboro Rd/Shannon Pkwy	2013	2014			x			
Pedestrian	Install brick crosswalks at Jonesboro Rd/Londonderry Way	2010	2011			x			
Pedestrian	Construct new sidewalks on other existing neighborhood streets	2010	2011		x			City is in the process of constructing several projects and will identify and prioritize new projects in other areas of the 2003 LCI study area	No
Roadway Operations	Conduct a warrant study for a traffic signal at Londonderry Way	2010	2011				x	Feasibility an issue due to its location on a State Route (Jonesboro Rd intersection); an alternative project that is needed / will be recommended is the replacement of the traffic signal at Londonderry and Lancaster	No

2003 LCI Study 5-Year Action Plan: Report of Accomplishments (p.2)

Project Type	Description	Study/Implementation Year	Complete	Underway	Not Started	Not Relevant	Notes	Included in 2013 LCI Plan 5-Year Action Program
Marketing								
Real Estate Inventory	Prepare an inventory of existing sites/buildings within the redevelopment area that includes ownership, condition, use, value of land, lease rates/terms, etc.	2004	x				Most of the recommended information is included on the City's Economic Development webpage	Yes
	Based on the real estate inventory, rank sites according to near term or long term initiatives based on their locational importance and/or potential	2004			x		Not completed	
	Prepare collateral specification sheets for each targeted site	2004			x		Not completed	
Public Relations Program	Create a brand identity for the study area to be used in all marketing initiatives	2010	x				Unique branding for the City identified in 2011 Market Analysis and Business Development Strategy and currently in use	Yes, as maintenance items
	Develop collateral marketing materials (i.e., CD-ROMs, market opportunity fact sheets, prospect packages, etc.) specifying potential redevelopment opportunities in the study area	2010-2011	x				Economic Development Brochure was developed	
	Work with the local media to keep primary target markets, realtors, developers and prospective businesses up to date on development activity	2010+		x			Ongoing; mailed brochure to over 200 realtors, developers, and company headquarters.	
	Organize a speaker's bureau with an ongoing presentation schedule to publicize the effort, progress and results of the redevelopment plan	2010-2011			x		Not foreseeable due to staff constraints	
Business Recruitment Campaign	Assemble a business development team	2010		x			Not completed; business development activities conducted by Community Development Department staff	Yes
	Target businesses based on the findings of the market study and rank them as near term and long term prospects	2010		x			Previously mailed brochure to over 200 realtors, developers, and company headquarters	
	Prepare a business recruitment package based on the findings of the market analysis	2010-2011		x			Previously mailed brochure to over 200 realtors, developers, and company headquarters	
	Develop a business clustering plan and work with realtors to steer prospective businesses to appropriate locations	2010-2011		x			Not completed; business development activities conducted by Community Development Department staff	
	Create and maintain referral networks with area brokers, economic development agencies, developers, etc.	2010+		x			Not completed; business development activities conducted by Community Development Department staff	
	Develop a database to track prospects	2010+		x			Not completed; business development activities conducted by Community Development Department staff	
	Implement advertising/direct mail campaigns with follow-up call programs	2010+			x		Mailed brochure to over 200 realtors, developers, and company headquarters. Phone Calls followed soon after.	
Development/Relocation Incentives	Offer relocation assistance to businesses/uses poorly suited for the study area	2010-2011				x		Yes, as options to consider under the general heading of "Development Incentives"
	If possible, bring available land "to the table"	2010-2011			x		Available (private) land publicized on Union City Economic Development's page	
	Use development incentives such as density bonuses and expedited plan review for targeted businesses/uses	2010+		x			Density bonus provisions included in Town Center Mixed Use (TCMU) zoning district; see also City brochures and website	
	Consider economic incentives such as low interest loans or tax breaks	2010+			x		Not actively promoted to date	
	Use Fulton County Homeowner Assistance Program to support the affordable for-sale housing market	2009+			x		Not actively promoted to date	
	Use Fulton County low interest loans to developers to facilitate affordable for-sale housing in mixed income projects	2009+			x		Not actively promoted to date	
Internet Presence	Encourage the use of the Low Income Tax Credit program (Georgia Department of Community Affairs) to support the development of affordable rental apartment units	2009+			x		Not actively promoted to date	Yes, as maintenance items
	Invest in developing a website specific to the study area that communicates its identity to existing and prospective businesses, residents and customers. Train city staff to update site.	2005-2006	x				Updated on the City's Economic Development page	
	Use the website to post development progress, business listings, residential and commercial real estate information, special events, development incentives, etc.	2005+	x				Updated on the City's Economic Development page	
	Enable developers and prospective businesses to access downloadable recruitment material and applications	2005+	x				Updated on Union City Economic Development page	

2003 LCI Study 5-Year Action Plan: Report of Accomplishments (p.3)

Project Type	Description	Study/Implementation Year	Complete	Underway	Not Started	Not Relevant	Notes	Included in 2013 LCI Plan 5-Year Action Program
Other Local Initiatives								
Budgeting Needs	Ensure that resources are set aside on an annual basis to maintain ongoing marketing initiatives	2004		x			On-going	Yes
Land Use & Development Regulations	Prepare a new zoning district for the Study Area incorporating recommendations of the LCI study	2010	x				Completed in 2006 with adoption of Town Center Mixed Use (TCMU) District	Yes, with recommended amendments
Land Use & Development Regulations	Modify zoning and development regulations to allow shared use parking and require bicycle parking and preferential parking for employees.	2010	x				TCMU District has some provisions; Roosevelt Corridor Overlay District's standards bike/ped standards should be considered, as recommended in the 2012 ARC Quality Growth Audit	Yes, with recommended amendments
Bicycle Amenities	Provide 10 bike racks at key commercial sites throughout the Study Area.	2011			x			Yes, as part of Concept Plan
Transit Marketing	Develop and market a transit promotion demonstration program for airport employees.	2010-2011			x		Has not occurred to date; tie to Aerotropolis	Yes
Transit Marketing	Rideshare and Park and Ride Lot Marketing	2010			x		Has not occurred to date	Yes
Land Acquisition	Acquire land 40.5 acres of along Windham Creek for a greenway; Watson St - Oakley Road	2010		x			City has acquired some parcels; outside of 2013 study area; evaluate during 2003 Study's 5-Year Action Plan Update (due 2014)	No
Park Development	Develop a park behind the proposed Wal-Mart store	2010			x		Outside of 2013 study area; evaluate during 2003 Study's 5-Year Action Plan Update (due 2014)	No
Park Development	Convert City-owned island at Flat Shoals Rd/Shannon Parkway into a park	2011			x		Discussions have taken place; outside of 2013 study area; evaluate during 2003 Study's 5-Year Action Plan Update (due 2014)	No
School Research	Investigate building a magnet school in the Town Center	2011			x		Has not occurred to date	No
Transportation Study	Conduct a study of vehicle stacking along Jonseboro Road at I-85	2011			x		RTP (Plan 2040) update underway in 2013-14; I-85 @ Jonesboro Rd roadway/interchange upgrade and Jonesboro road widening projects previously identified on Constrained and Aspirations list of Major Road Capacity Projects being considered for Plan 2040	Yes

2013 LCI Study 5-Year Action Plan

Project Type	Description	Estimated Engineering Year	Estimated Engineering Cost	Estimated Construction Year	Estimated Construction Costs	Total Estimated Project Costs*	Responsible Party	Possible Funding Source
Transportation								
Roadway Operations/ Transit Facilities	Reconstruct Shannon Parkway to support MARTA buses; SR 138 - Mall Blvd	2015	\$241,500	2016	\$2,415,000	\$2,656,500	City	TIP
Roadway operations/ Transit Facilities	Reconstruct Shannon Parkway to support MARTA buses; Mall Blvd - Flat Shoals Rd	2015	\$420,000	2016	\$4,200,000	\$4,620,000	City	TIP
Pedestrian	Construct 935 linear feet (approximate) of sidewalk, both sides of Shannon Way and Lancaster Lane	2014	\$7,500	2015	\$75,000	\$82,500	City	TIP/LCI/TE
Pedestrian	Install striped 'piano bar' crosswalks at up to 15 intersections	2014	\$2,660	2015	\$26,600	\$29,260	City	TIP/LCI/TE
Pedestrian	Construct Jonesboro Road Gateway and Streetscape project (2,000 l.f. from I-85 to Shannon Pkwy; includes sidewalk and lighting enhancements, landscaping, and two gateway features/monuments)	2017	\$150,000	2018	\$1,500,000	\$1,650,000	City	TIP/LCI/TE
Roadway Operations	Replace traffic signal at Londonderry Way and Lancaster Ln	2017	\$20,000	2018	\$100,000	\$120,000	City	TIP

* Does not include ROW costs, if any

Project Type	Description	Estimated Cost	Estimated Year	Responsible Party	Possible Funding Source
Other Local Initiatives					
Budgeting Needs	Ensure that resources are set aside on an annual basis to maintain ongoing marketing initiatives	Staff Time	2014+	City	City
Land Use & Development Regulations	Amend TCMU district or create overlay district (form-based code) for the Study Area incorporating recommendations of the LCI study	Staff Time/\$25,000	2014	City	City, LCI
Land Use & Development Regulations	Create Connectivity Master Plan (map) incorporating recommended street connections in LCI (including segment between Londonderry Way and Shannon Pkwy) and other studies, and adopt an ordinance requiring new developments to follow the identified street connections (see also 2012 ARC Quality Growth Audit)	Staff Time/\$5,000	2016	City	City
Transit Marketing	Develop and market a transit promotion demonstration program for airport employees.	\$20,000	2016	City	City
Transit Marketing	Rideshare and Park and Ride Lot Marketing	\$7,500	2015	City	City (Possible partnership with Clean Air Campaign)
Transit Marketing	Coordinate with: GDOT on redevelopment opportunities / possible relocation of park and ride lot to Union Station Mall site, and MARTA on adding bus stops to Union Station Mall area with redevelopment	Staff Time	2014+	City	City
Transportation Study	Conduct a study of vehicle stacking along Jonesboro Road at I-85	\$50,000	2017	City, GDOT	City, GDOT, LCI Supplemental Funds
Real Estate Inventory	Maintain site/building inventory (ownership, condition, use, value of land, lease rate/terms, etc.) and associated materials for viewing/distribution	Staff Time	2014+	City	City
Public Relations Program	Continue to develop and update marketing materials specifying redevelopment opportunities, and disseminate information to target markets, realtors, developers, and prospective businesses	Staff Time	2014+	City	City
Business Recruitment Campaign	Assign a development manager/director to guide the redevelopment process on behalf of the City ; tasks may include those identified in the 2003 action plan	Staff Time/\$45K-\$80K for consultant (PT or FT)	2014	City or Consultant	City
Development Incentives	Amend the Tax Allocation District to reflect the current value of the Mall	\$10,000	2014	Consultant	City
Development Incentives	Organize a BIDA and/or Redevelopment Agency to facilitate redevelopment with potential to provide incentives; incentives may include those identified in the 2003 action plan	Staff Time	2014-2015	City	City
Internet Presence	Continue to maintain and update the City's Economic Development webpage	Staff Time	2014+	City	City

Section 5: Appendix
Public Outreach Summary & Presentations
Market Analysis Presentation

Public Outreach Summary

Overview

This section describes the overall goals of the public involvement program, the strategies employed throughout the project and the committee structure for the study. The focus of the public involvement strategy was to capitalize on committee input that would guide the process and to have the public participate at key milestones throughout the Livable Centers Initiative (LCI) process. The foundation for the public involvement program was the LCI program requirements to develop an outreach process that promotes involvement of all stakeholders.

Various strategies were utilized to inform the public of the purpose of the LCI study, invite potentially impacted communities to participate in discussion, and to document ideas, perceptions, and opinions expressed throughout the planning process.

OUTREACH ACTIVITIES

Stakeholder Advisory Committee	February 7, 2013
Public Workshop #1	February 13, 2013
Stakeholder Advisory Committee	March 7, 2013
Union City Council Briefing	April 8, 2013
Public Workshop #2	April 15, 2013

All public involvement efforts in conjunction with Union City staff were supplemented with flyer distribution in public places throughout the City (copies of flyers are included in this Appendix), direct mail, email blasts, information postings on the City’s website, direct calls to organization representatives, announcements in the Atlanta Regional Commission’s Community Engagement newsletter and press releases. A series of meetings were held to provide opportunities for key stakeholders and the public to engage in the process and provide feedback.

Stakeholder Advisory Committee

A committee of stakeholders was invited to participate including business and property owners, local residents, ARC, MARTA, GDOT, and GRTA. The purpose of the committee was to work with the City to guide the advancement of the study by providing input at key project milestones. Two meetings were held with the committee including presentations containing market research and demographics during the first meeting and a preferred concept plans during the second meeting.

STAKEHOLDER ADVISORY COMMITTEE CONTACTS

Last Name	First Name	Organization
Smith	Andrew	ARC
Byrd	Deborah	GRTA
Wimberley	Tameka	MARTA
Rodriguez	Jose	IHOP
Rhodes	Joyce	Fulton County Government Economic Development
Hill	Malcolm	Local Resident
Williams	Robert	Union City Planning Commissioner
Okun	Dr. Louis	Local Chiropractor’s Business

Public Workshops

Two public workshops were held to inform and engage local residents and stakeholders. Approximately 80 participants attended the two workshops. The first meeting consisted of an introduction presentation including local demographic data and detailed marketing data. Individuals in attendance were also asked to participate in an electronic survey to allow the consultant team to gauge what types of development options would be acceptable to the public. Following a brief question and answer session, breakout sessions were conducted to allow participants to work together with maps to address areas of concern for transportation on adjacent streets as well as consider how the mall site could be used in the future. Displays of the existing mall site were also available for viewing.

The second public workshop included a detailed presentation including market research data, demographics and urban design concepts which led to an introduction of a preferred concept plan. Attendees provided feedback on the concept which was generally accepted. Display boards of the concept along with transportation improvement areas were also available for viewing. Comment forms were provided and attendees were encouraged to offer additional comments.

City Council Briefing

A briefing for members of the City Council was conducted prior to the second community meeting. A presentation was given that summarized the process including findings from the market study, demographic overview, public input and concept plans that were used identify possible alternatives for the site. The preferred concept was introduced and recommendations provided for steps to begin implementation.

Promotional Flyers



We Want to Hear From You!

Meeting Scheduled to Explore Ideas for Union Station Mall

You are invited to participate in a study that will establish practical strategies for the redevelopment of the vacant Union Station Mall site.

With your input, the study will evaluate redevelopment scenarios and address land uses, traffic circulation patterns, and commuter parking.

The study is made possible by a Livable Centers Initiative (LCI) grant from the Atlanta Regional Commission (ARC) and is an update to the 2003 Town Center LCI Study.

Town Center LCI Public Workshop

Wednesday
February 13, 2013
7:00 p.m.

Etris Center
5285 Lakeside Dr.
Union City

Learn more about the project through the City's website:
www.unioncityga.org

[To Send Comments](#)

DIRECT MAIL:
Union City Town Center LCI
c/o PEQ
4405 Mall Boulevard, Suite 500
Union City, GA 30291
FAX: 770-306-7754
E-MAIL: contact@peqatl.com

Flyer #1 (front and back)



2013 Town Center LCI Study Area (includes Park & Ride Lot off Flat Shoals Rd. exit, north of the mall):




You're Invited!

Meeting Scheduled to Present a Preliminary Redevelopment Concept for Union Station Mall

You are invited to a meeting that will:

- Present a summary of input received at the 2/13/13 public workshop.
- Review guiding urban design principles for redevelopment.
- Present a preliminary preferred concept plan for the vacant mall site.
- Discuss implementation strategies.

The public workshop is part of a study that will establish practical strategies for the mall's redevelopment and will address real estate market projections, land uses, traffic circulation patterns, and commuter parking. The study is made possible by a Livable Centers Initiative (LCI) grant from the Atlanta Regional Commission (ARC) and is an update to the 2003 Town Center LCI Study.

Town Center LCI Public Workshop #2

Monday
April 15, 2013
7:00 p.m.

Etris Center
5285 Lakeside Dr.
Union City

Learn more about the project through the City's website:
www.unioncityga.org

[To Send Comments](#)

DIRECT MAIL:
Union City Town Center LCI
c/o PEQ
4405 Mall Boulevard, Suite 500
Union City, GA 30291
FAX: 770-306-7754
E-MAIL: contact@peqatl.com

Flyer #2

2013 Town Center LCI Study



UNION CITY, GEORGIA

Public Workshop

February 13, 2013

Study Process & Purpose





Study Purpose

Establish practical strategies to spur reuse and/or redevelopment of the vacant Union Station Mall site





Study Purpose

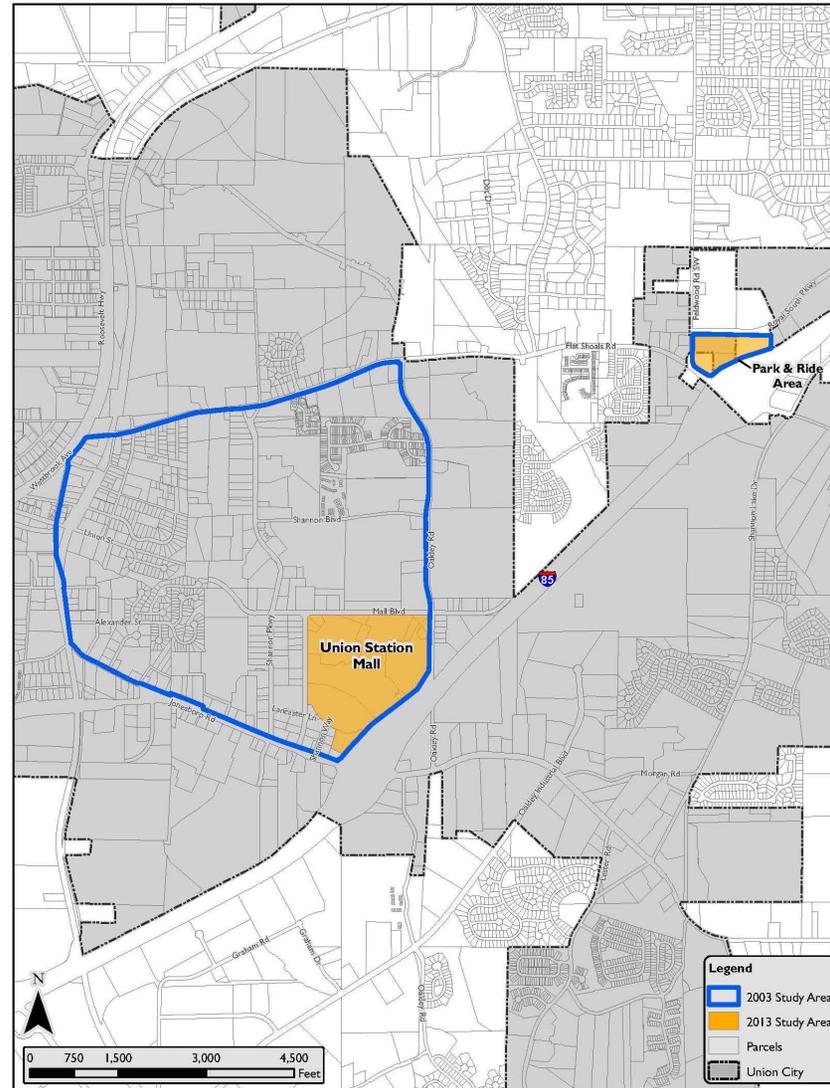
Evaluate feasibility of relocating South Fulton Park & Ride Commuter Lot to Mall Site





Study Purpose

Update 2003 Town Center LCI Study





Study Purpose

Update 2003 Town
Center LCI Study

Option 1: Retention

Option 2: Transformation

Option 3: Redevelopment





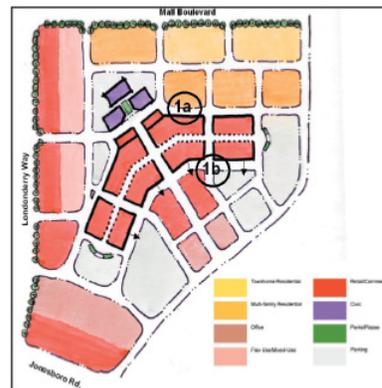
Study Purpose

Update 2003 Town Center LCI Study

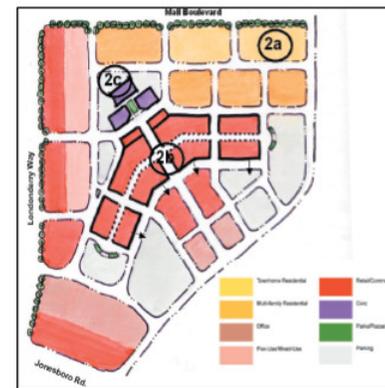
Option 1: Retention

Option 2: Transformation

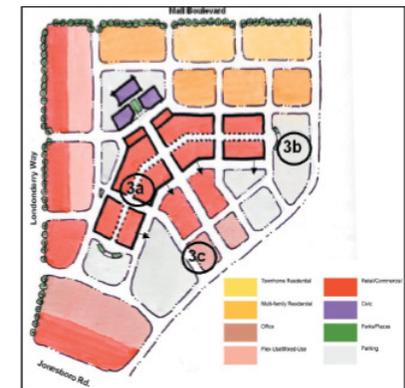
Option 3: Redevelopment



Step 1



Step 2



Step 3



Study Purpose

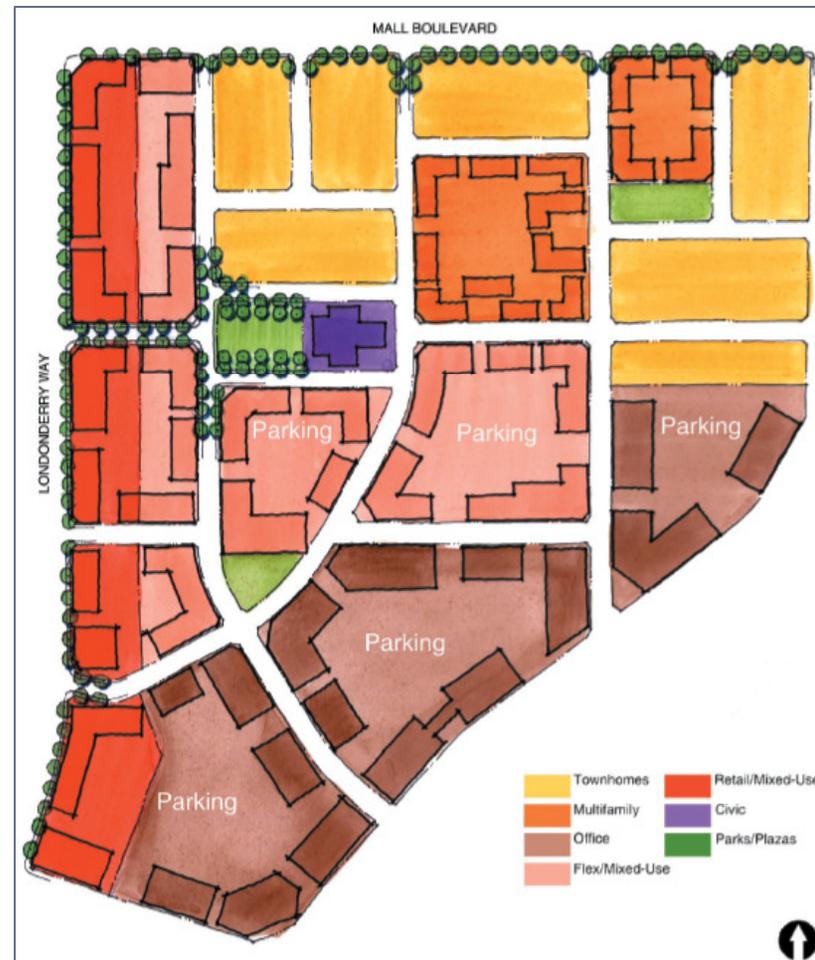
Update 2003 Town Center LCI Study

Option 1: Retention

Option 2: Transformation

Option 3: Redevelopment

- Reduce parking
- Add vanpools



Planning Information Overview



PHYSICAL CONDITIONS



Park & Ride Area

- 16 acres
- 4 parcels
- 4 owners

Park & Ride Lot

- 4.6 acres / 420 parking spaces
- Owned by GDOT
- In Unincorporated Fulton Co.

Mall Site Boundary

- 84 acres
- 13 parcels
- 6 owners

Mall Building & Parking

- 77.6 acres
- 6 parcels
- 3 owners



Acreage & Ownership



Park & Ride Area

- 16 acres
- 4 parcels
- 4 owners

Park & Ride Lot

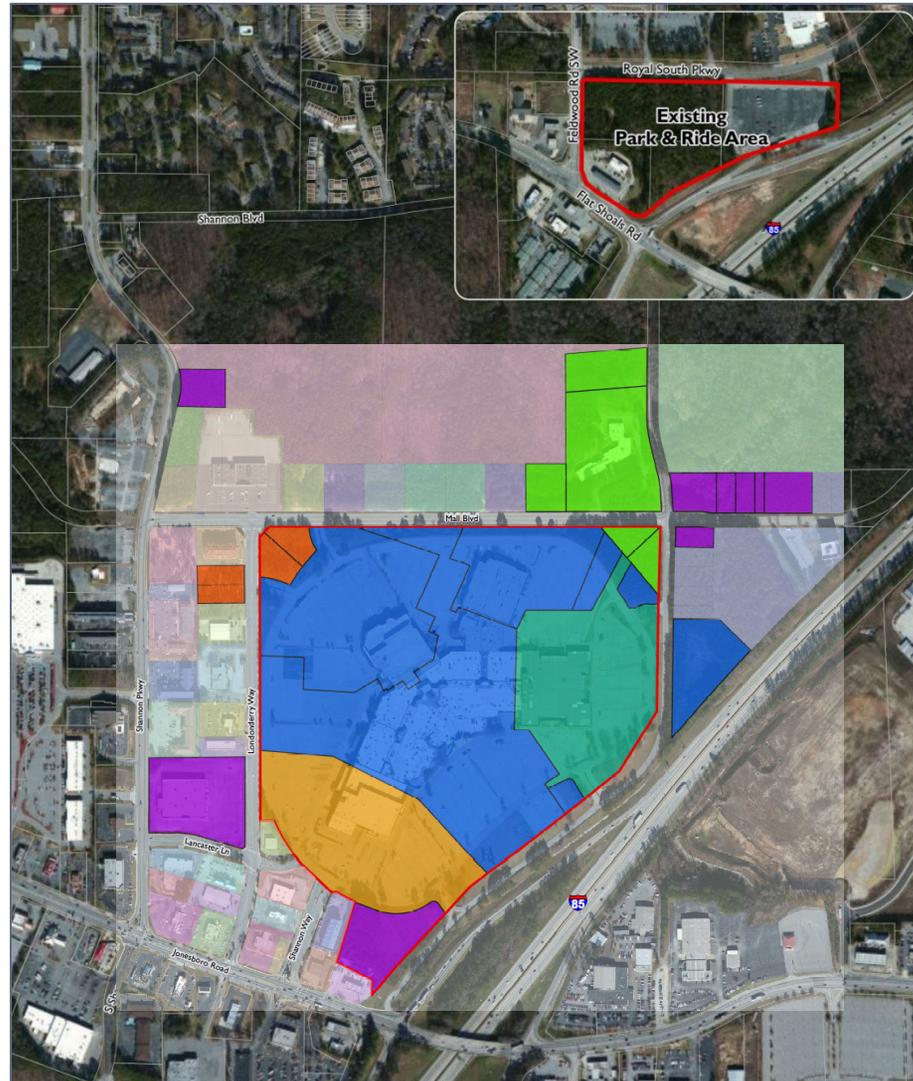
- 4.6 acres / 420 parking spaces
- Owned by GDOT
- In unincorporated Fulton Co.

Mall Site Boundary

- 84 acres
- 13 parcels
- 6 owners

Mall Building & Parking

- 77.6 acres
- 6 parcels
- 3 owners



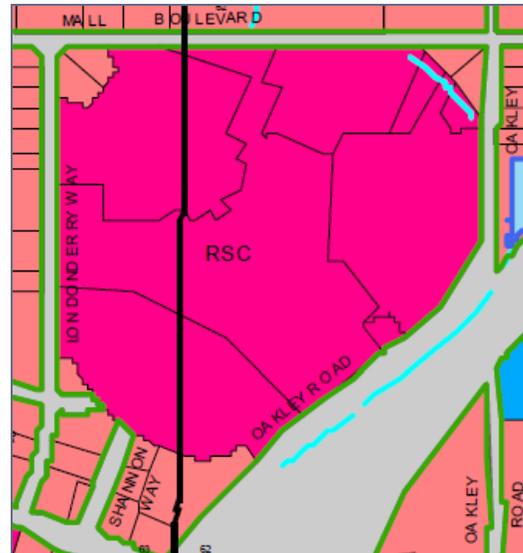
Acreage & Ownership

Current Zoning

- RSC – Regional Shopping Center (30 ac. min. lot size)
- GC – General Commercial

Recommended Future Development

- Urban-Center Community
 - Mixed use development (residential, office, and commercial uses)
 - Office and commercial uses
 - Entertainment and cultural uses
 - Residential uses such as multi-family
 - Civic uses (places of worship, schools, municipal buildings, community centers or parks)



Official Zoning Map



Future Development Map
(2010-2030 Comprehensive Plan)

Permissible Land Uses

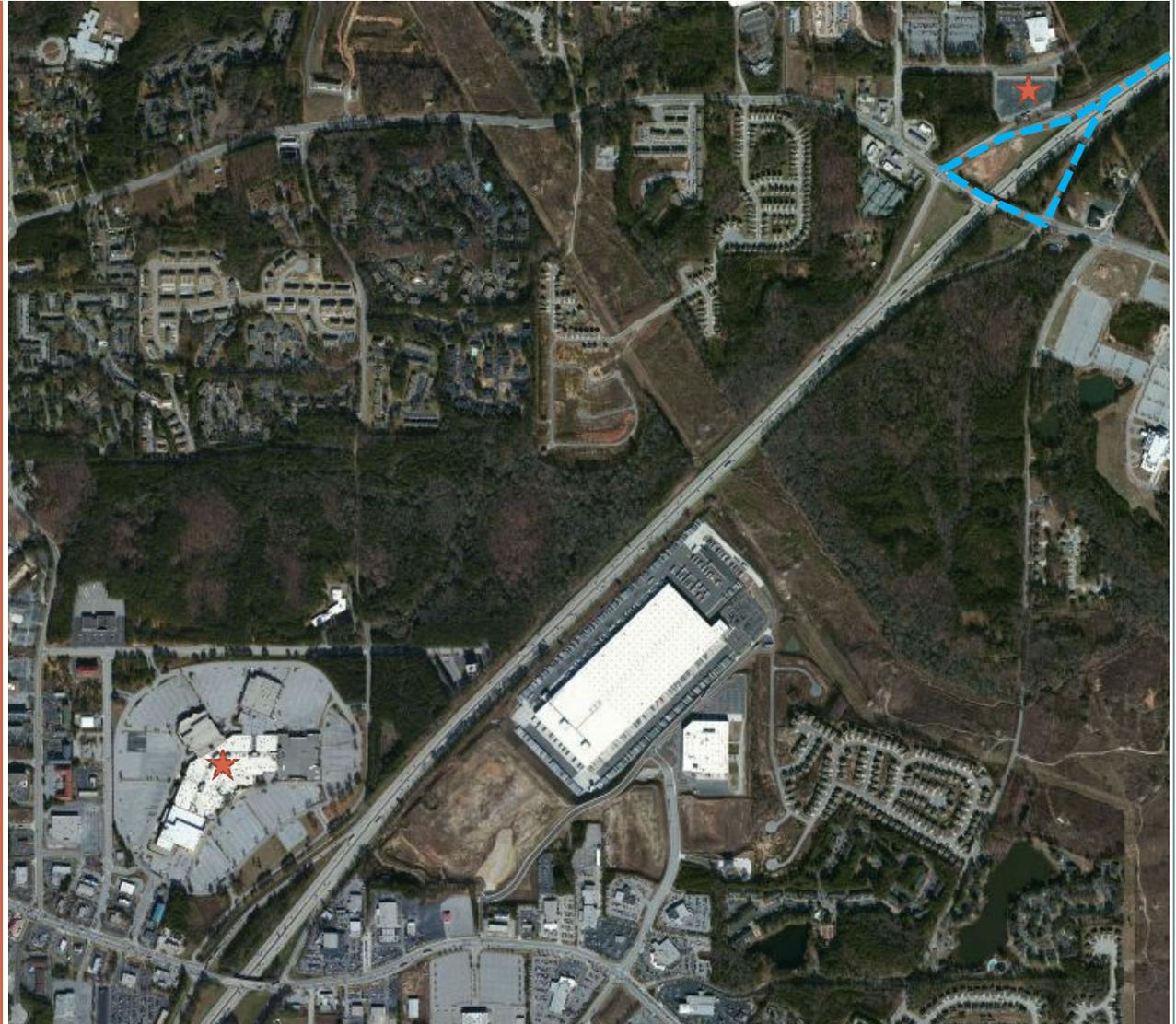


GRTA Xpress

- 455 – Park & Ride Lot to Downtown Atlanta

MARTA

- 89 – Flat Shoals Rd. / Scofield Rd. (to College Park)
- 181 – Buffington Rd. / Park & Ride (Fairburn to College Park)
 - *Service does not continue to Union Station or Fairburn on Sundays*
- 189 – Old National Hwy / Union Station



Transit Routes

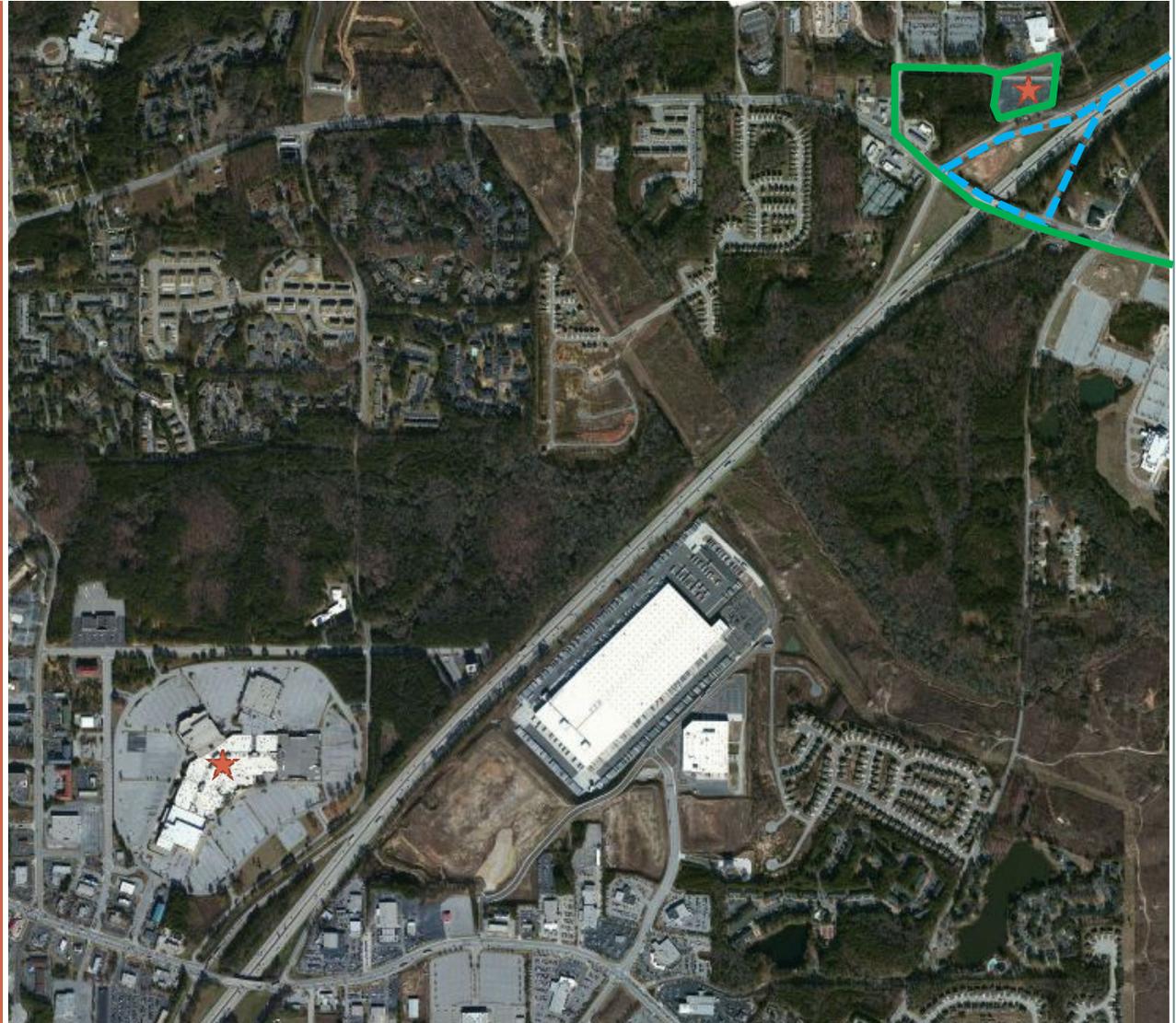


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Transit Routes

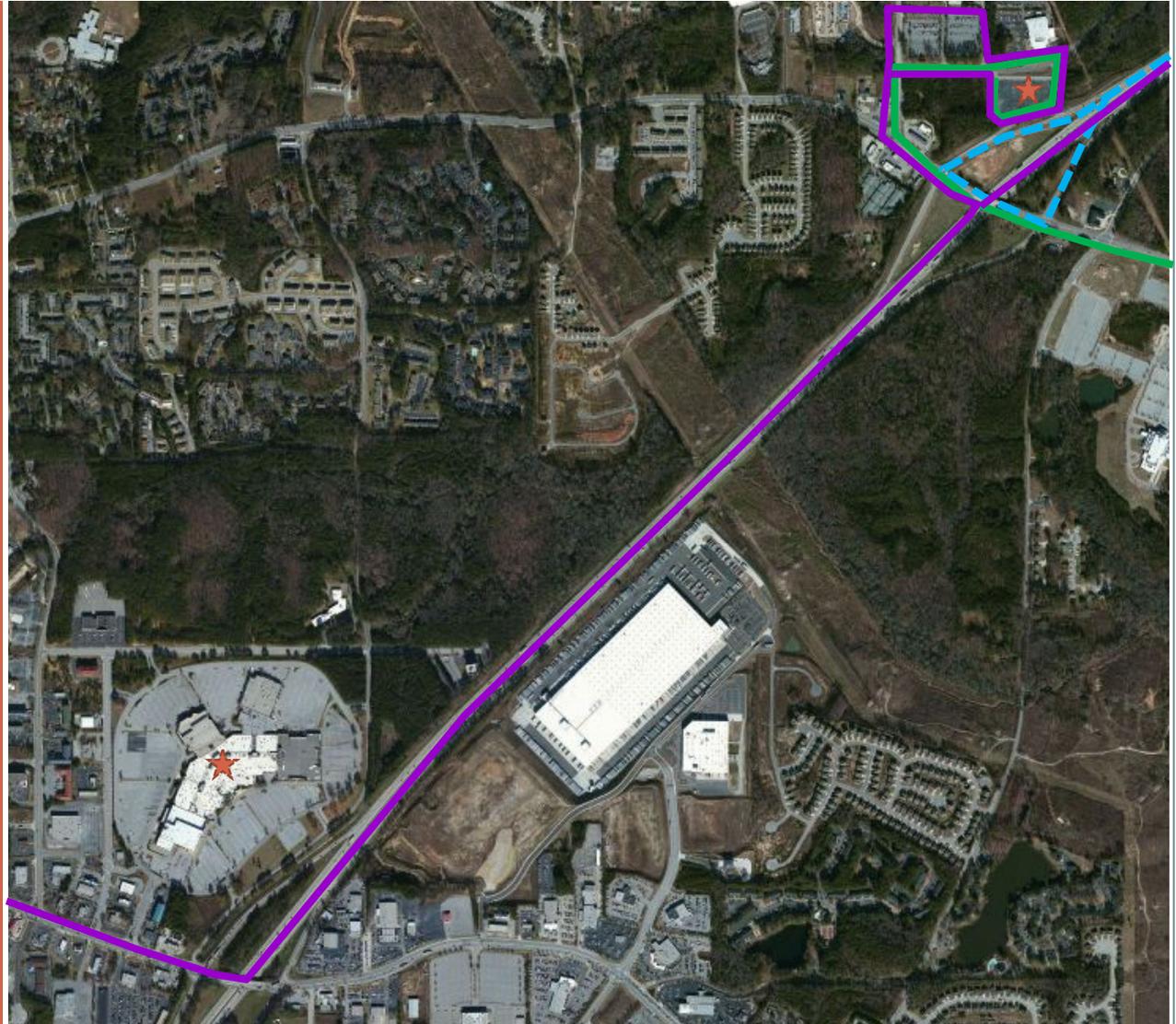


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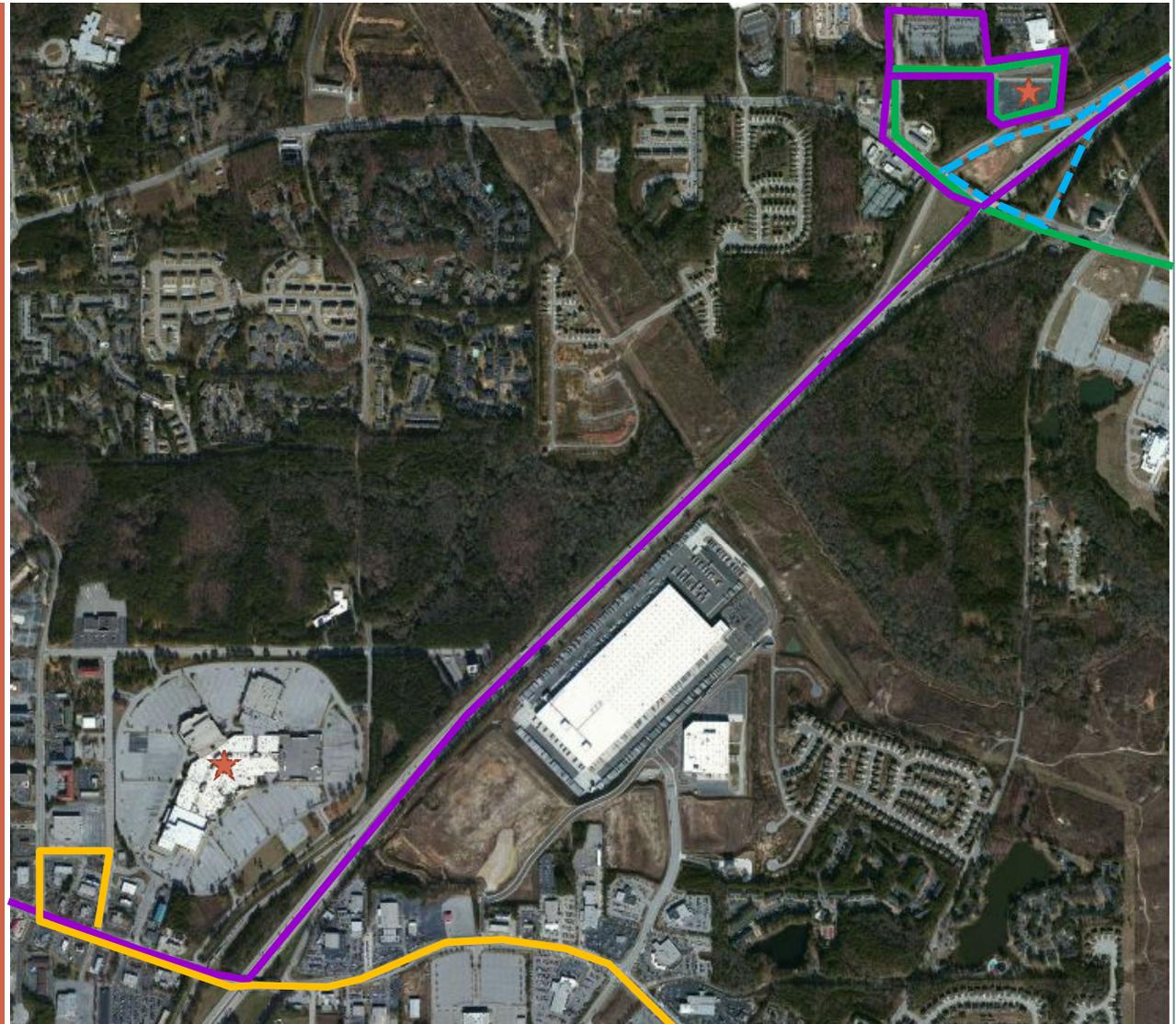


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- 181 – Buffington Rd. / Park & Ride (Fairburn to College Park)
 - *Service does not continue to Union Station or Fairburn on Sundays*
- 189 – Old National Hwy / Union Station



Transit Routes



Traffic Counts (AADT)

Jonesboro Rd @
Shannon Pkwy
AADT Traffic Count

Year	Count
2011	29,800
2008	32,010
2005	37,100

Flat Shoals Rd west
of Feldwood Rd
AADT Traffic Count

Year	Count
2011	12,900
2008	13,210
2005	14,680

I-85 btwn Flat Shoals
& Jonesboro Rd
AADT Traffic Count

Year	Count
2011	127,270
2008	117,350
2005	138,990

AADT
The average number
of vehicles that pass
by a counter during a
24-hour period in
a certain year.



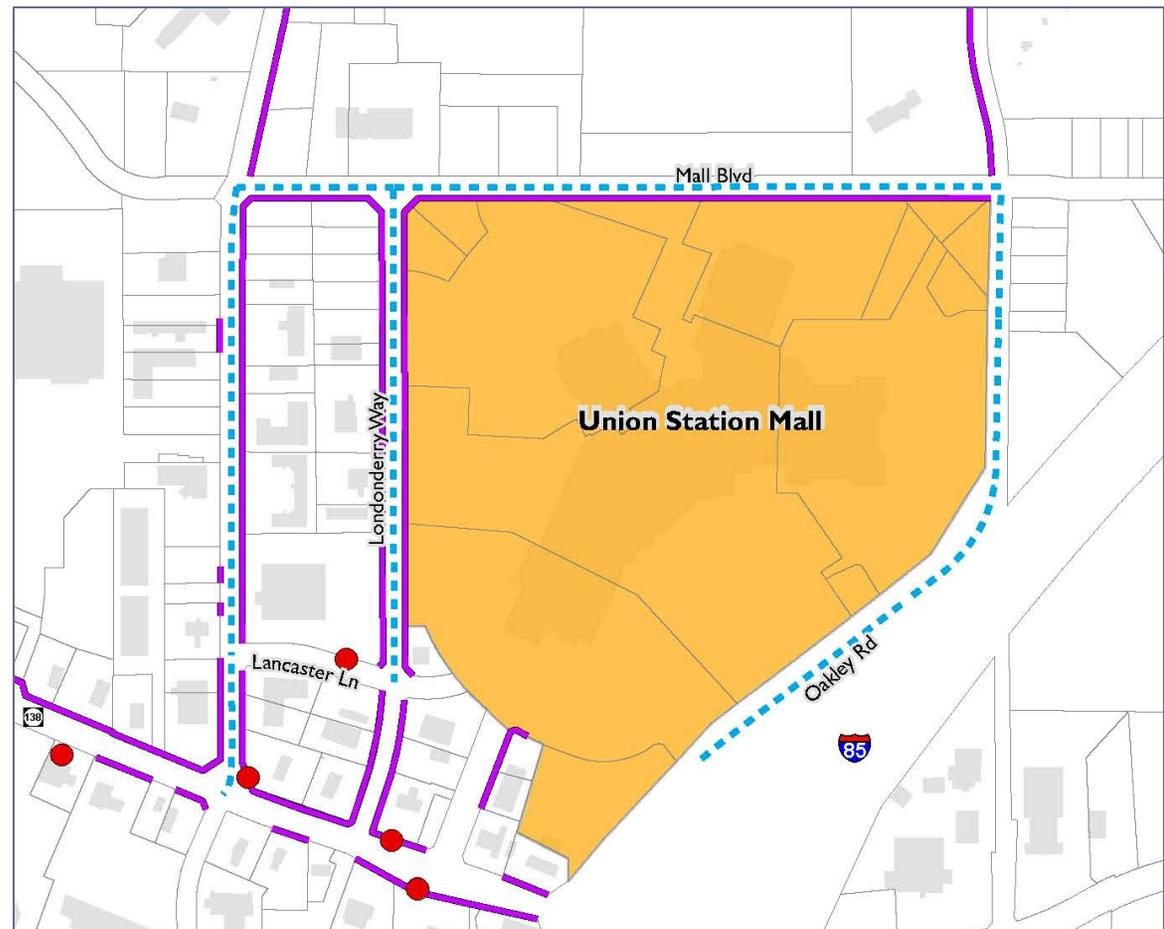
Traffic Counts

Existing Facilities:

- Sidewalks
- Bicycle Route
- Bus Stops

Legend

- Public Transit Bus Stop
- ▬ Share The Road Bicycle Route
- ▬ Sidewalk
- Study Area



Bike/Ped Connectivity



Existing Facilities:

- Building



Existing Interior Condition

Planning Information Overview



MARKET CONDITIONS



Planning Information Overview



COMPARATIVE ANALYSIS



- ✓ Retail
- ✓ Office
- ✓ Light Industrial
- ✓ Interstate Access



Chastain Road / I-75



- ✓ Office
- ✓ Light Industrial
- ✓ Public Park



River Green Business Park



- ✓ Office/Flex Park
- ✓ 3,705 RSF to 33,626 RSF
- ✓ Interstate Access



DeKalb Technology Center

Comparative Analysis



TOWN CENTER PARK MODELS



- ✓ Retail
- ✓ Office
- ✓ Residential
- ✓ Open Space
- ✓ Public Investment
 - ✓ 10-acre Town Center Park
 - ✓ City Hall



Suwanee Town Center



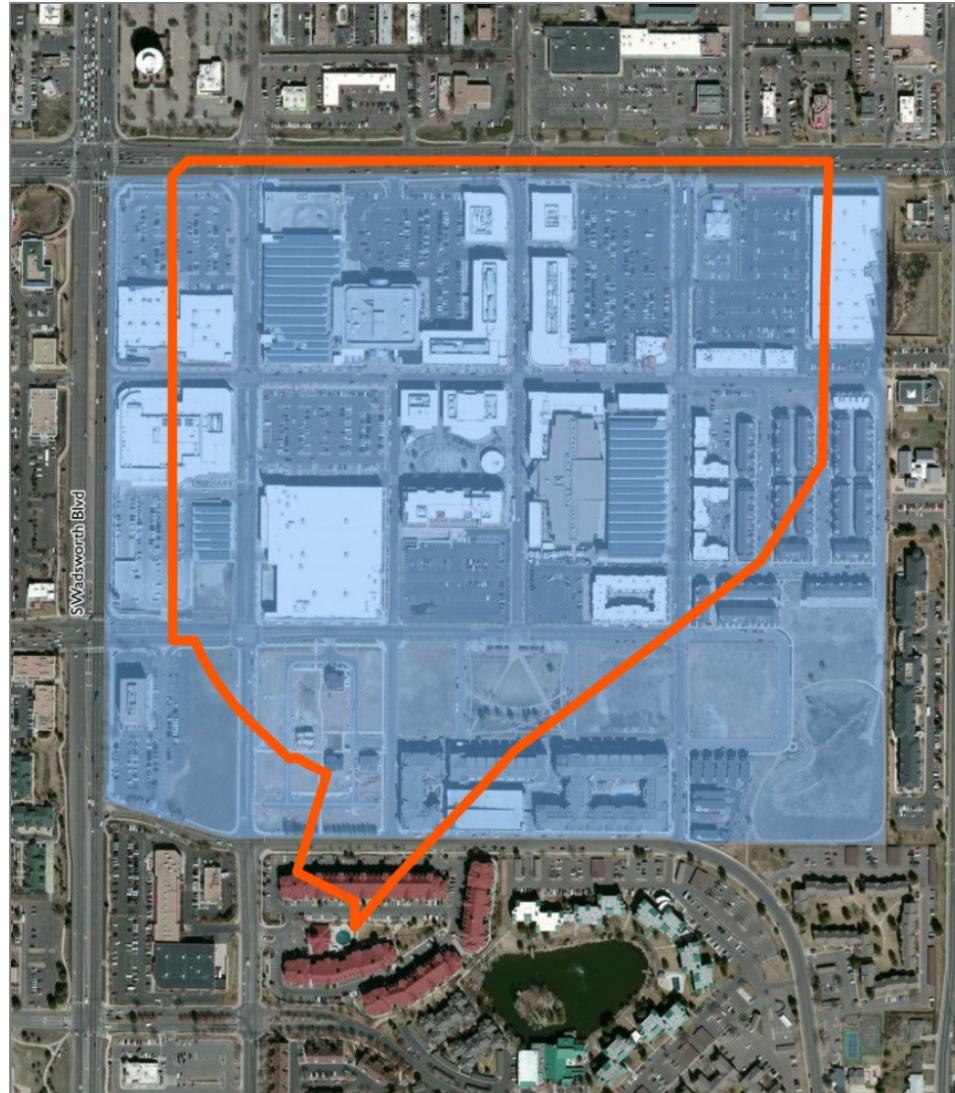
- ✓ Retail
- ✓ Office
- ✓ Residential
- ✓ Open Space
- ✓ Public Investment
 - ✓ Municipal buildings



Smyrna Village Green



- ✓ Mall Redevelopment
- ✓ Office
- ✓ Retail
- ✓ Residential
- ✓ Open Space
- ✓ Transit (bus stops)
- ✓ Public/Pvt Financing



Belmar (CO)

Key Questions



Place Experience Narrative



SHANNON MALL - 1995

IN 1995, PEOPLE MIGHT HAVE THOUGHT THESE THINGS ABOUT SHANNON MALL AND SURROUNDING AREA:



- The best shopping option in South Fulton, Fayette, Coweta, South Douglas County and beyond draws from a suburban retail market extending to Alabama
- Fully occupied mall with major anchors and specialties
- Busy traffic area with adequate road system to move people primarily by car from neighborhoods to mall
- Catalyst for expanding retail development along SR 138
- Potential catalyst for adjacent office development
- Central feature of Union City area lifestyle, with many young singles and families in area apartments and developing single family subdivisions

Round Table Discussion



What are your ideas for RE-USE or REDEVELOPMENT of the study area?

- What is needed in Union City today? In 5-10 years? In 20 years?
- What have you seen elsewhere that might work here?
- How should the City be involved? What role should the City play?

What are your ideas for improving MOBILITY in the study area?

- What improvements/changes should be made to transit to better serve riders?
- Are there auto traffic problems that need to be solved in the area?
- Are there bicycle/pedestrian improvements that need to be made in the area?
- What do you think about the idea of moving MARTA/GRTA Park-and-Ride from Flat Shoals to Jonesboro Road?

Union City LCI Supplemental Study

Draft Plan Presentation Public Meeting

April 15, 2013



Union City LCI Supplemental Study

Public Input Summary

Key Infrastructure & Mobility Issues and Opportunities



Preferences and Ideas from Public Involvement

PREFERENCES

- More Greenspace, Parks, Recreation
- Restaurant and Entertainment Options
- Mix of Uses
- Job Creation, and Higher Wage Jobs
- Education/Training Options
- Opportunities for Youth Activities
- Sidewalks on Both Sides of Streets
- Make Union City Unique, Stand Out
- Provide Retail Options that will Keep Union City Residents Shopping in Union City (rather than Camp Creek, Newnan)
- Union City as a Thriving Community for Retirees in the Future

IDEAS

- Build a Mixed Use Community
- Move City Hall to Support Redevelopment
- Public Performance Venue with Theater, Festival Facilities, etc.
- Provide Shuttle Service to Airport and College Park MARTA Station
- Add Park & Ride but also Keep Flat Shoals Park & Ride
- Retirement Community with Healthcare
- Sports Complex with Community Center
- Upgrade SR 138 Interchange at I-85
- Include Golf Cart Paths in Redevelopment
- Develop in Phases – Realistic, Feasible

COMMON THEME: BE PROACTIVE TO PROMOTE SUCCESSFUL REDEVELOPMENT

Issues and Opportunities – Infrastructure & Mobility

- **Jonesboro Road**
 - “Front door” to Union City, needs bike/ped/landscape updates near I-85 interchange
- **Shannon Parkway**
 - Prorammed Bike/Ped project; Planned Upgrades may require Rebuilding vs. Repaving
- **Londonderry Way**
 - Warrant Study for Traffic Signal
- **Lancaster Lane**
 - Potential for Realignment pending Preferred Concept
- **Oakley Road**
 - Potential Improvements to Accommodate Truck and Bus Traffic
- **Mall Site**
 - New Street Network (reuse of existing streets not as efficient due to condition)
 - Continuation of Bike/Ped Facilities
 - High Estimated Cost of Mall Structure Demolition
 - Stormwater System Upgrades will be Required (CMP to RCP, Regional Detention)
- Plan 2040 Aspirations and South Fulton Comprehensive Transportation Plan Outcomes
- *Large-scale projects with no funding identified:*
 - SR 138 widening (I-85 to S. Fulton Pkwy); Southwestern Corridor Commuter Rail Service

Union City LCI Supplemental Study

Urban Design Principles Overview: Guiding Principles for Redevelopment



Urban Design Principles

WHAT KIND OF CITY DO WE WANT???



Urban Design Principles

URBAN DESIGN PRINCIPLES: THE FRAMEWORK

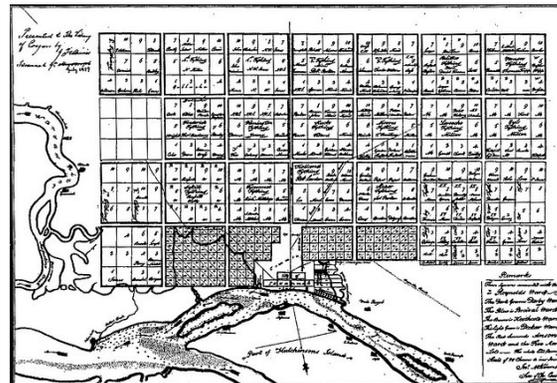
ESTABLISHES PUBLIC REALM

- RIGHT-OF-WAY
- STREETS
- SIDEWALKS
- PARKS & PLAZAS
- “OURS” VS. “MINE”

SETS PRIVATE OWNERSHIP

- PARCELS FOR SALE & DEVELOPMENT

SAVANNAH 1734 & 2013



Urban Design Principles

BIG QUESTION: HOW DO WE CREATE A CITY WITHOUT KNOWING WHAT THE FUTURE WILL HOLD?

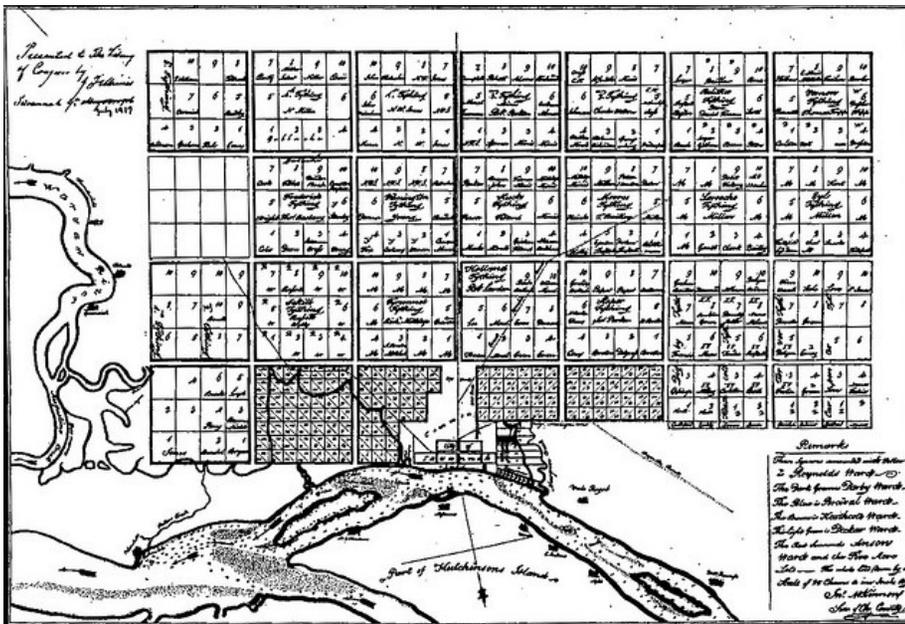
- OPINIONS DIFFER
- MARKETS ARE UNPREDICTABLE



Urban Design Principles

FRAMEWORK

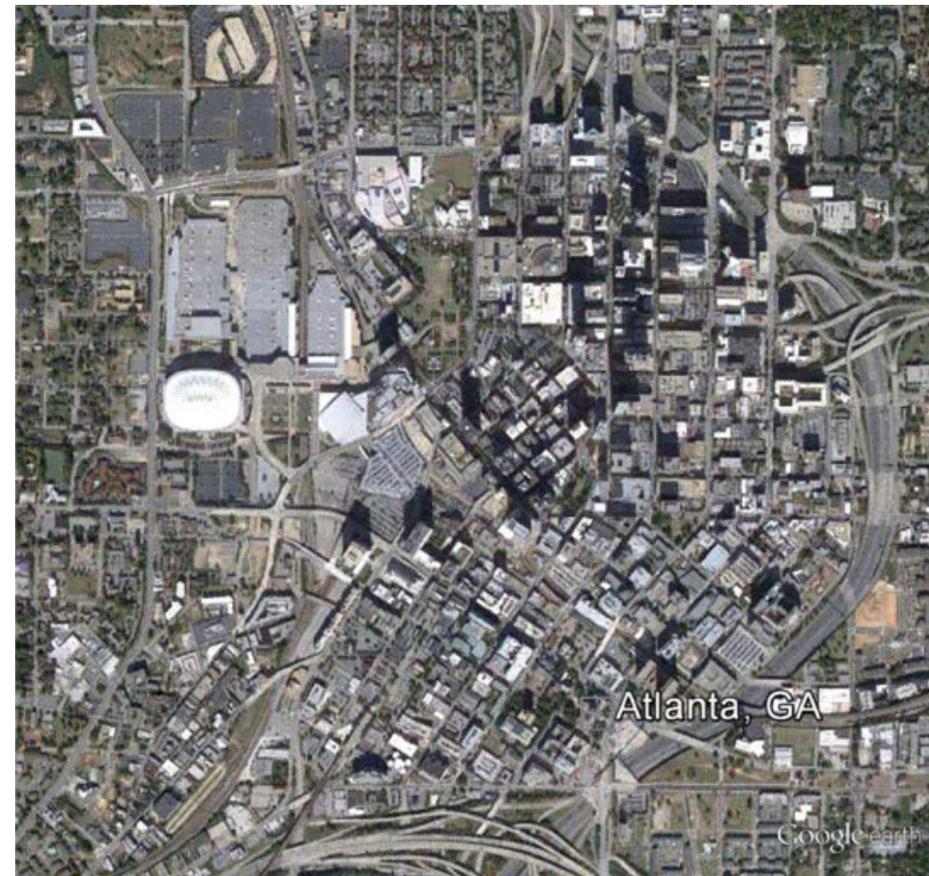
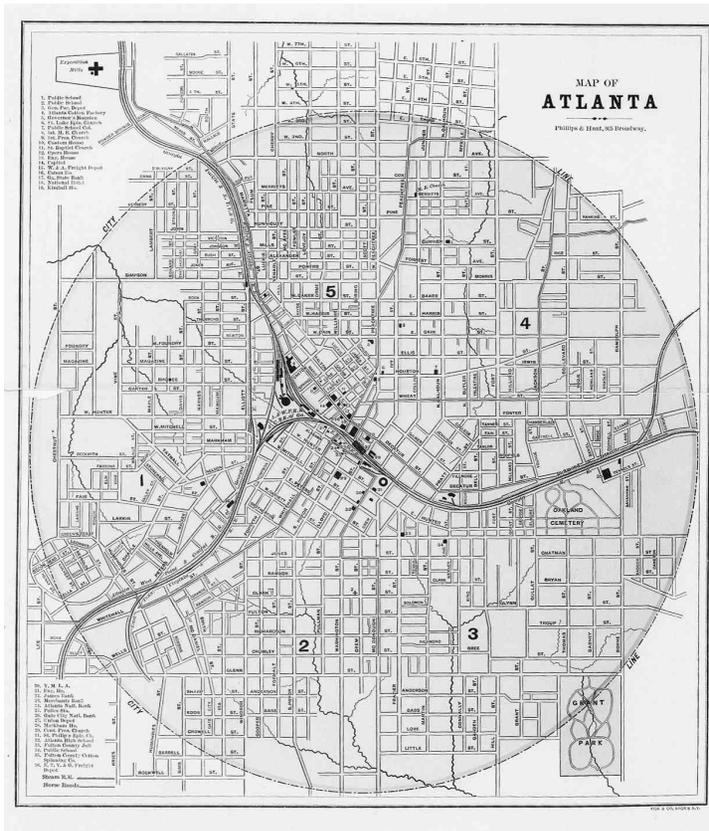
- SAVANNAH 1734 & 2013



Urban Design Principles

FRAMEWORK

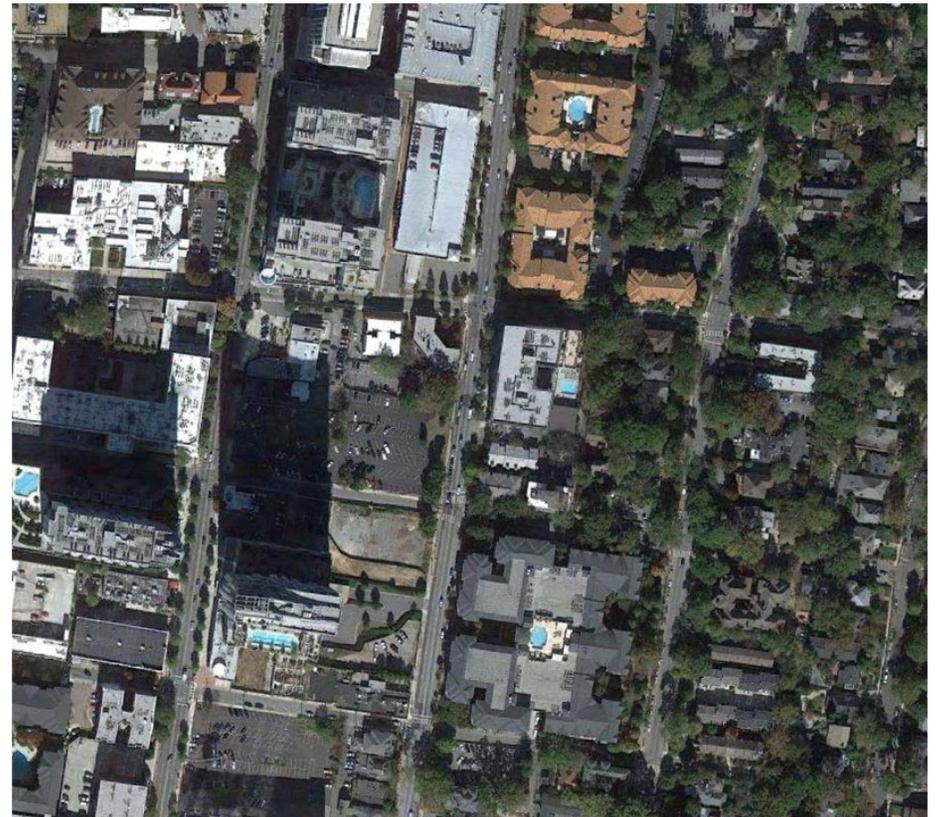
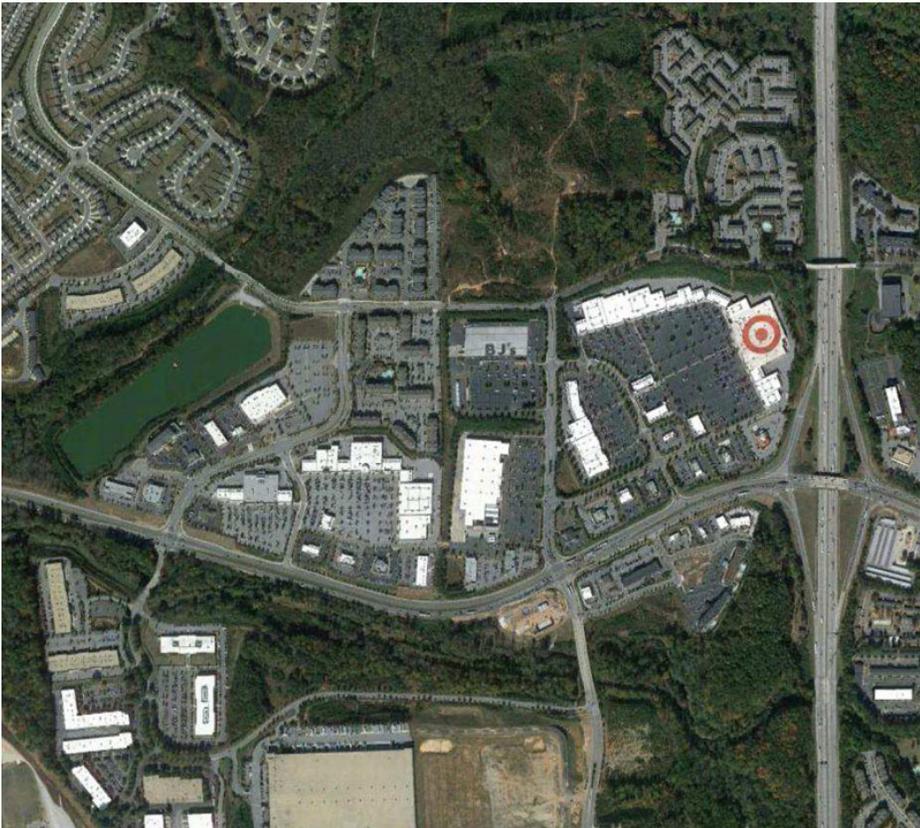
■ ATLANTA



Urban Design Principles

FRAMEWORK & SCALE

- CAMP CREEK MARKETPLACE VS. MIDTOWN ATLANTA – PODS VS. BLOCKS



Urban Design Principles

DISCONNECTED FRAMEWORK

- PROJECTS – NOT PLACES
- NO RELATIONSHIP TO PLACE



Urban Design Principles

DISCONNECTED FRAMEWORK

- SINGLE USES / SUPER SCALE / AUTO ORIENTED



Urban Design Principles

DISCONNECTED FRAMEWORK

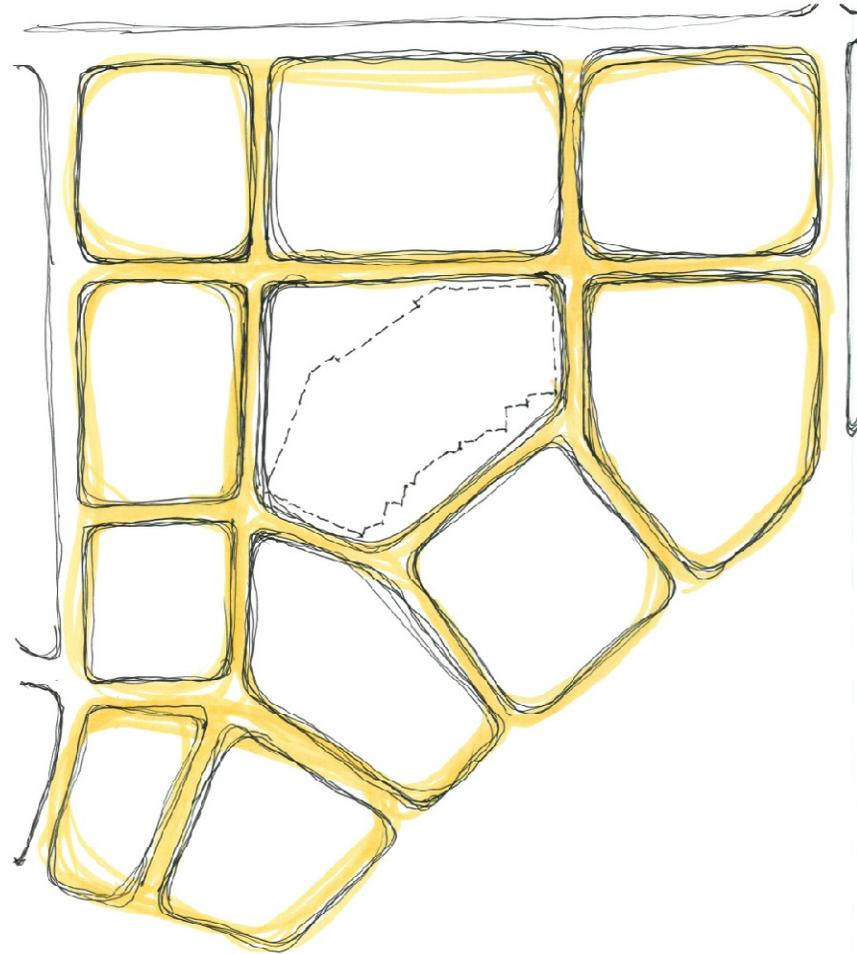
- OBSOLETE DEVELOPMENT PATTERN
- LIMITED FLEXIBILITY
- LIMITED CONNECTIVITY
- LIMITED BASIS FOR REDEVELOPMENT



Urban Design Principles

CONNECTED FRAMEWORK CONCEPT

- MANY POSSIBILITIES
- COORDINATE WITH MASTER PLAN
- FACILITATE MOBILITY
- FACILITATE REDEVELOPMENT



Urban Design Principles

CONNECTED FRAMEWORK CONCEPT

- MANY POSSIBILITIES
- COORDINATE WITH MASTER PLAN
- FACILITATE MOBILITY
- FACILITATE REDEVELOPMENT



Urban Design Principles

USES FOLLOW THE FRAMEWORK

- DO USES FIT THE VISION?
- DO USES FIT THE FRAMEWORK?



Urban Design Principles

FOUR URBAN DESIGN CONTROLS

- 1. MASTER PLAN:** SETS FRAMEWORK OF PUBLIC REALM, DELINEATES WHAT IS PRIVATE, ALLOWS FLEXIBILITY OVER TIME
- 2. STANDARDS, PUBLIC WORKS:** DEFINES R.O.W. WIDTH & COMPONENTS WITHIN IT
- 3. STANDARDS, BUILDINGS:** REGULATES BUILDING ENVELOPE & RELATIONSHIP TO PUBLIC REALM (GUIDELINES)
- 4. DEVELOPMENT CONTROLS:** REGULATE HEIGHT/DENSITY ALLOWED IN PRIVATE REALM. ALLOWS FOR DEVELOPMENT/REDEVELOPMENT OVER TIME

Urban Design Principles

GOOD URBAN DESIGN

- ENHANCES MARKET VALUE
- ALLOWS FOR MARKET FLEXIBILITY OVER TIME
- COMMUNICATES YOUR COMMUNITY VALUES
- BECOMES HISTORIC RATHER THAN OBSOLETE



Union City LCI Supplemental Study

Overview of Analysis of Market-Based Scenarios for Redevelopment



BAG developed four development scenarios for vacant Union Station Mall

Scenarios based on real estate market supply/demand study and land use feasibility analysis

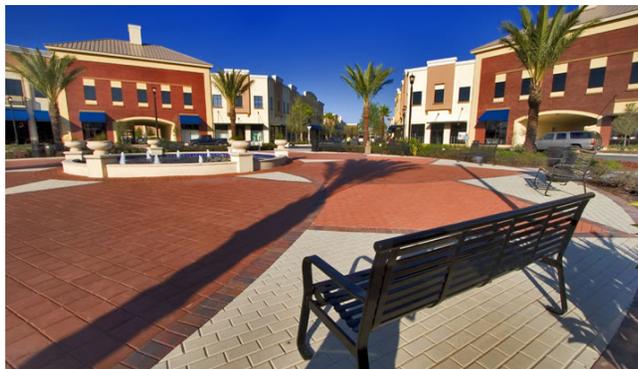
Scenarios:

- 1. Union City Commons**
 - Lower Intensity Mixed-Use
- 2. Market Park @ Union City**
 - Higher Intensity Mixed-Use (Including Industrial)
- 3. Union City Market Village**
 - Higher Intensity Mixed-Use (No Industrial)
- 4. Business Park @ Union City**
 - Potential: Intermediate



Union City Commons

Lower Intensity Mixed-Use



Union City Commons					
Lower Intensity Mixed-Use					
Development Components	Acres	Density	Units/SF	Annual Absorption	Years to Absorb
Residential					
SF Homes	25	4	100	28	3.6
Townhome	15	8	120	35	3.4
Stacked Units (owner or rental)	8	25	200	165	1.2
Senior Living	5	12	60	50	1.2
Subtotal Residential	53		480		
Commerical					
Industrial/Flex	-	10,000	-	30,000	-
Retail	6	12,500	75,000	35,000	2.1
Hotel	-	65	-		
Subtotal Commerical	6.0		75,000		
Civic / Park	13	<i>Acres - Includes Civic Complex & Park</i>			
Circulation	8				
Total Acres	80.0				
Total Residential Units			480		3.6
Total Comm. & Inst. SF			75,000		
Total Hotel Rooms			-		
Years to Build-Out					3.6

Market Park @ Union City

Higher Intensity Mixed-Use (Including Industrial)



Development Components	Market Park @ Union City				
	<i>Higher Intensity Mixed-Use (Including Indust.)</i>				
	Acres	Density	Units/SF	Annual Absorption	Years to Absorb
Residential					
SF Homes	10	4	40	28	1.4
Townhome	12	8	96	35	2.7
Stacked Units (owner or rental)	8	25	200	165	1.2
Senior Living	5	12	60	50	1.2
Subtotal Residential	35		396		
Commerical					
Industrial/Flex	15	10,000	150,000	31,250	4.8
Retail	12	12,500	150,000	35,000	4.3
Hotel	3	65	195		
Subtotal Commerical	30.0		300,000		
Civic / Park	7	<i>Acres - Includes Park</i>			
Circulation	8				
Total Acres	80.0				
Total Residential Units			396		2.7
Total Comm. & Inst. SF			300,000		
Total Hotel Rooms			195		
Years to Build-Out					4.8

Union City Market Village

Higher Intensity Mixed-Use (No Industrial)



Development Components	Union City Market Village				
	<i>Higher Intensity Mixed-Use (No Industrial)</i>				
	Acres	Density	Units/SF	Annual Absorption	Years to Absorb
Residential					
SF Homes	10	4	40	28	1.4
Townhome	13	8	104	35	3.0
Stacked Units (owner or rental)	16	25	400	165	2.4
Senior Living	5	12	60	50	1.2
Subtotal Residential	44		604		
Commerical					
Industrial/Flex	-	10,000	-	31,250	-
Retail	18	12,500	225,000	35,000	6.4
Hotel	3	65	195		
Subtotal Commerical	21.0		225,000		
Civic / Park	7	<i>Acres - Includes Park</i>			
Circulation	8				
Total Acres	80.0				
Total Residential Units			604		3.0
Total Comm. & Inst. SF			225,000		
Total Hotel Rooms			195		
Years to Build-Out					6.4

Business Park @ Union City

Industrial / Commercial



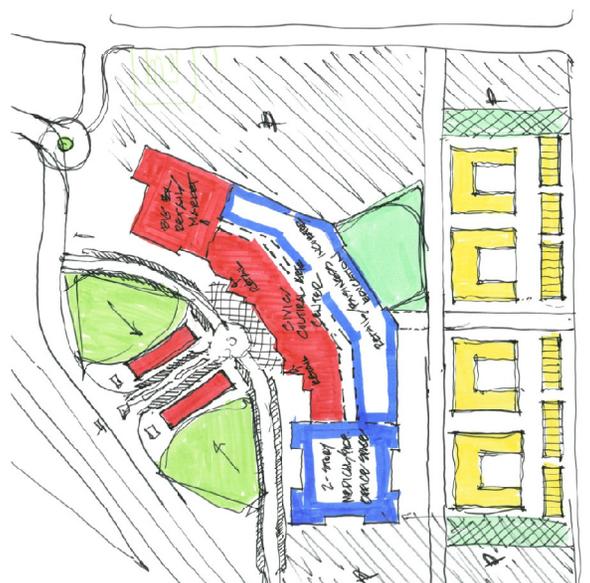
Development Components	Industrial / Commercial				
	Acres	Density	Units/SF	Annual Absorption	Years to Absorb
Residential					
SF Homes	-	4	-	28	-
Townhome	-	8	-	35	-
Stacked Units (owner or rental)	-	25	-	165	-
Senior Living	-	12	-	50	-
Subtotal Residential	-	-	-	-	-
Commerical					
Industrial/Flex	40	10,000	400,000	31,250	12.8
Retail	6	12,500	75,000	35,000	2.1
Hotel	3	65	195		
Subtotal Commerical	49.0		475,000		
Civic / Park	23	<i>Acres - Includes Park</i>			
Circulation	8				
Total Acres	80.0				
Total Residential Units			-		-
Total Comm. & Inst. SF			475,000		
Total Hotel Rooms			195		
Years to Build-Out					12.8

Mall Structure Reuse Potential

Most scenarios could include strategic reuse of mall for commercial/institutional uses:

- Civic Functions
- Small Office Users
- Light Manufacturing
- Information Technology
- Entertainment Studios
- Medical Users
- Education Campus
- Recreation/Athletics

As well as reuse of mall parking areas for Park & Ride for Express Bus transit



Assumed that “Old Macy’s” and Max Fun anchor bldgs will be demolished in any scenario.

Potential reuse of central mall (atrium, etc.) for mix of civic, recreation, retail, office, specialty.

Add buildings adjacent to create street frontage, sidewalk/plaza environment

Union City LCI Supplemental Study

Draft Preferred Concept Plan
for Union Station Mall Site Redevelopment



Draft Preferred Concept Plan - Framework

Framework Drives and Facilitates Redevelopment

- Division of mall superblock into 15 blocks scaled for walkability and phased development
- Interconnectivity with surrounding transportation network
- Extensive on-street parking and sidewalk network
- Establishes public realm and framework for public park space in plan concept
- Provides flexibility for change over time



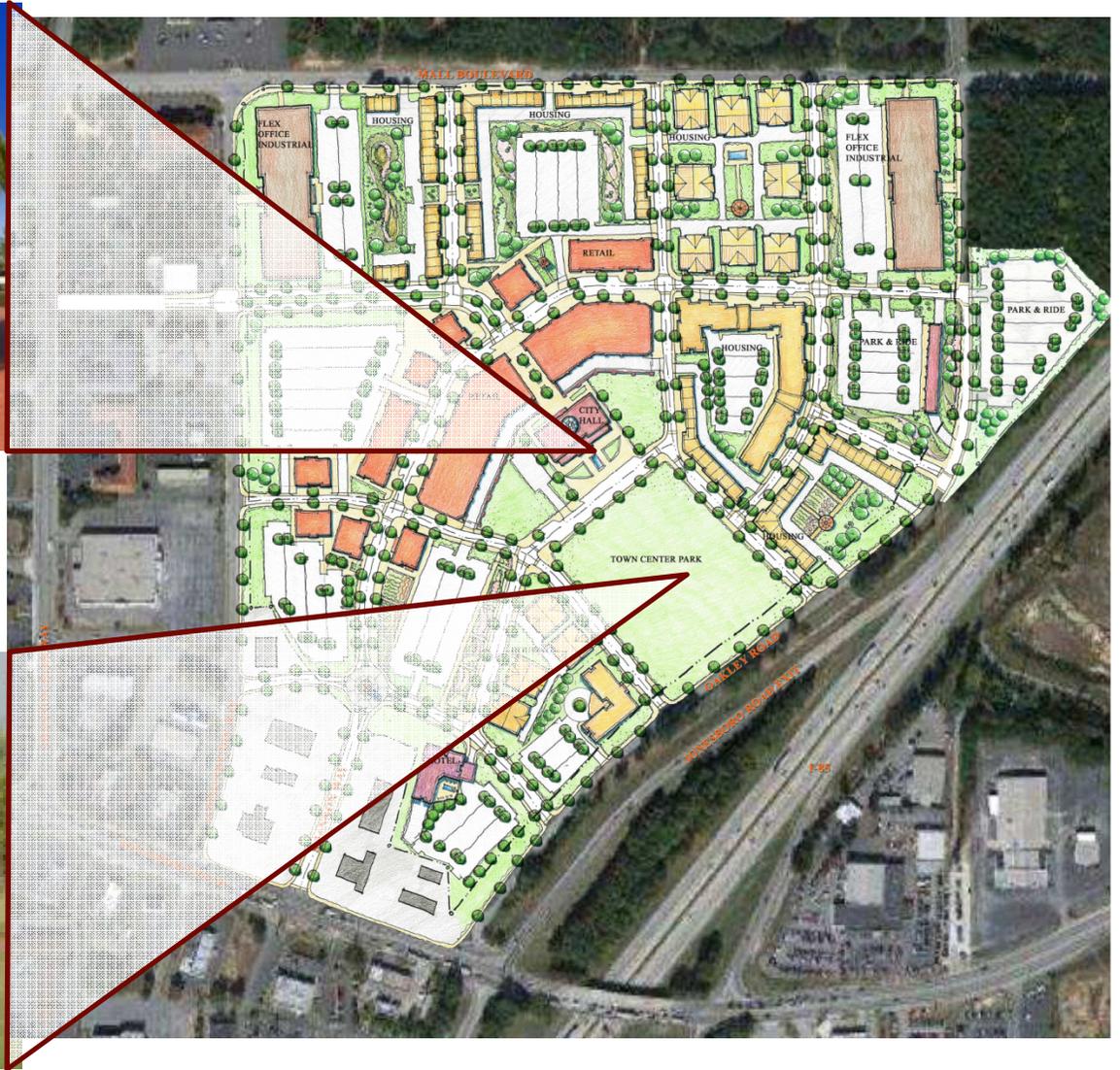
Draft Preferred Concept Plan – Mixed Use Concept

Higher Intensity Mixed-Use (Including Industrial)

- Civic anchor with greenspace
- Includes mix of retail and industrial/flex
- Residential attached housing (townhomes, stacked flats)
- Potential for final phase to include hotel
- Provides option for park and ride integrated with mixed use development
- Organized in a development framework of blocks for flexibility and structure
- Concept makes adaptive reuse of part of existing mall structure



Draft Preferred Concept Plan – Mixed Use Concept



Civic and Parks/Greenspace Uses



Draft Preferred Concept Plan – Mixed Use Concept

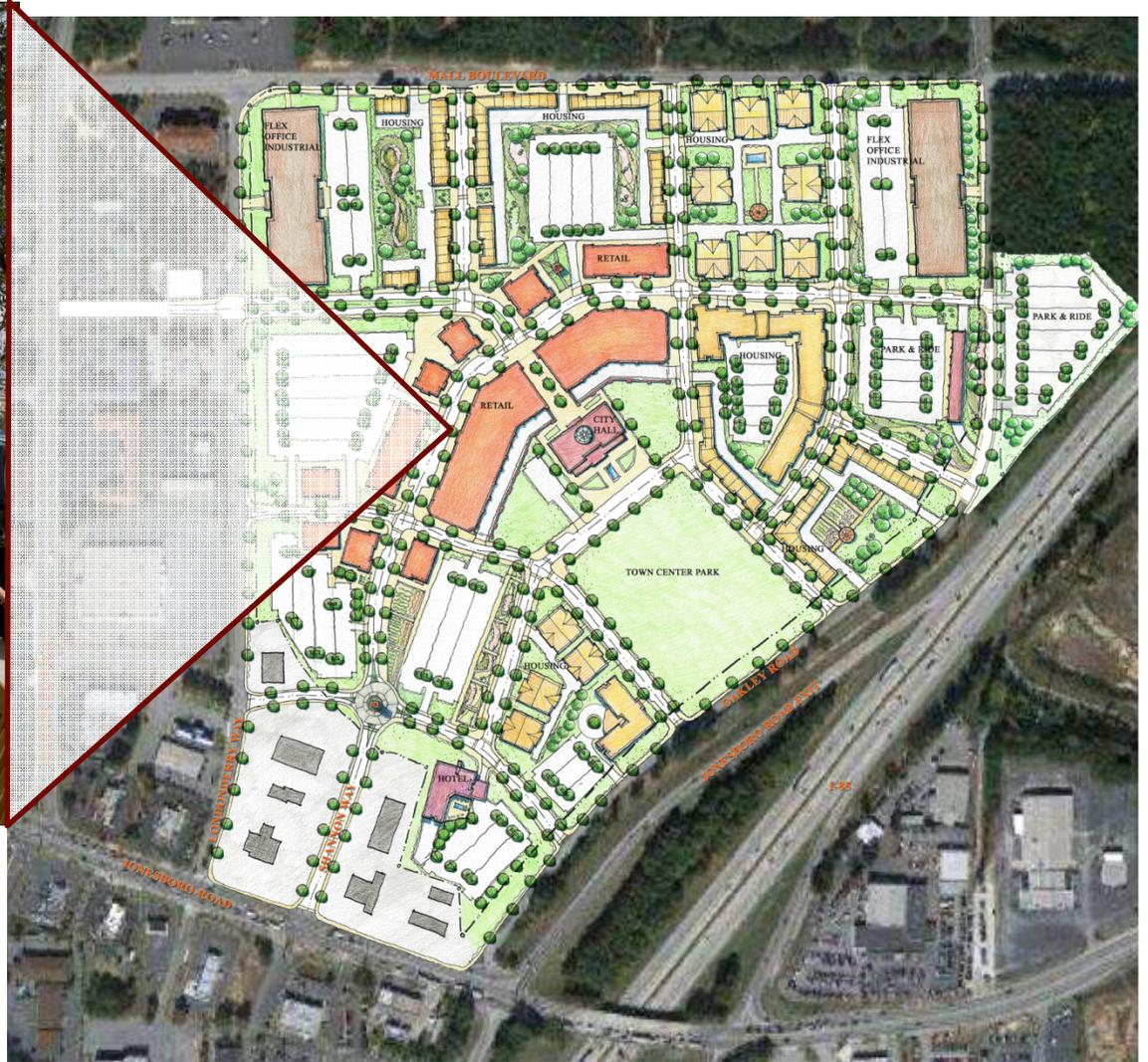


Civic and Parks/Greenspace Uses Design Example – Suwanee Town Center Park (10 acres)

Draft Preferred Concept Plan – Mixed Use Concept



Commercial and Entertainment Uses



Draft Preferred Concept Plan – Mixed Use Concept



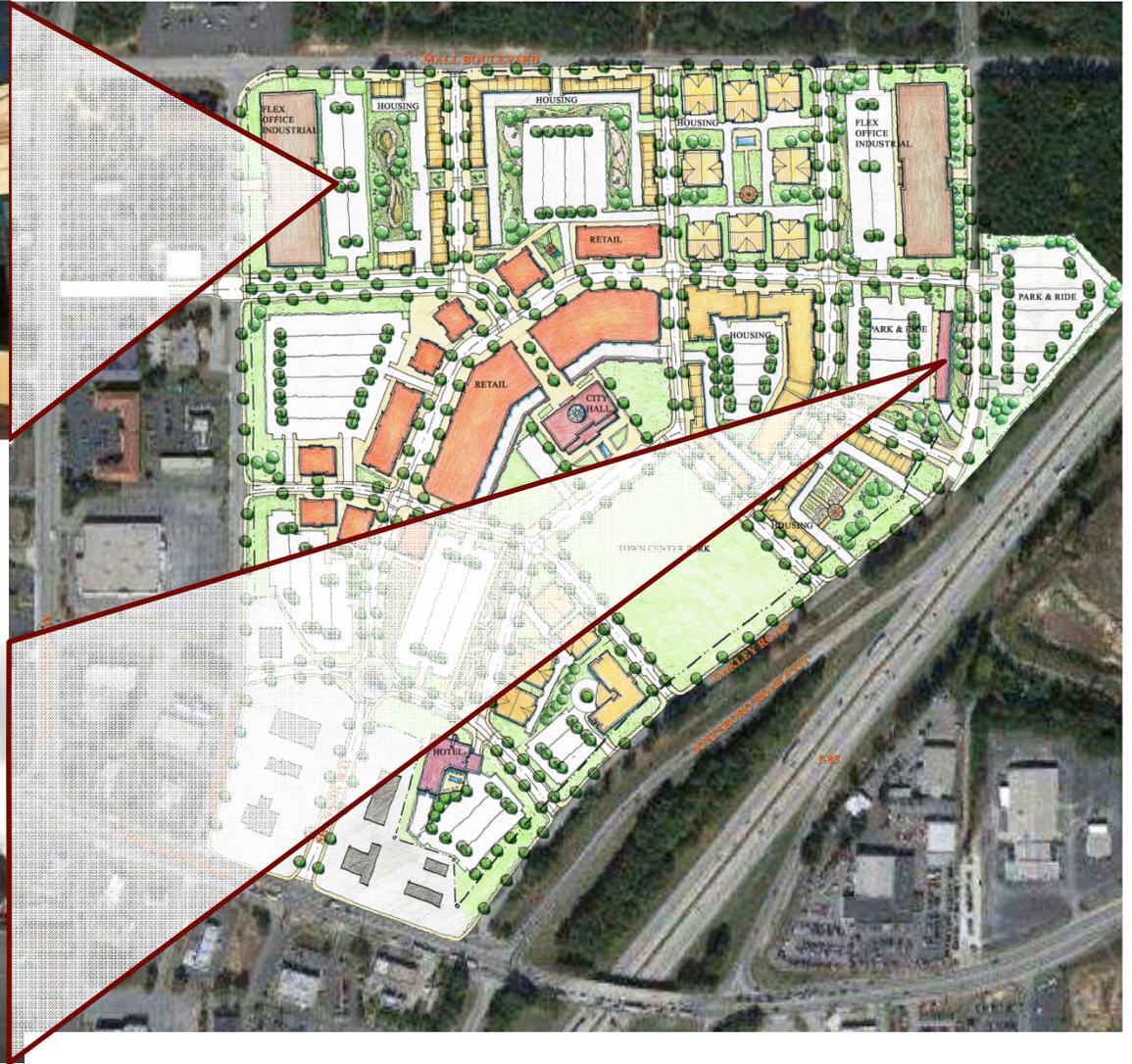
Commercial and Entertainment Uses Design Example – Mercato in Florida by Cooper Carry, 2012

Draft Preferred Concept Plan – Mixed Use Concept



Industrial/Flex Space Uses

Transit/Park-and-Ride Use



Draft Preferred Concept Plan – Mixed Use Concept

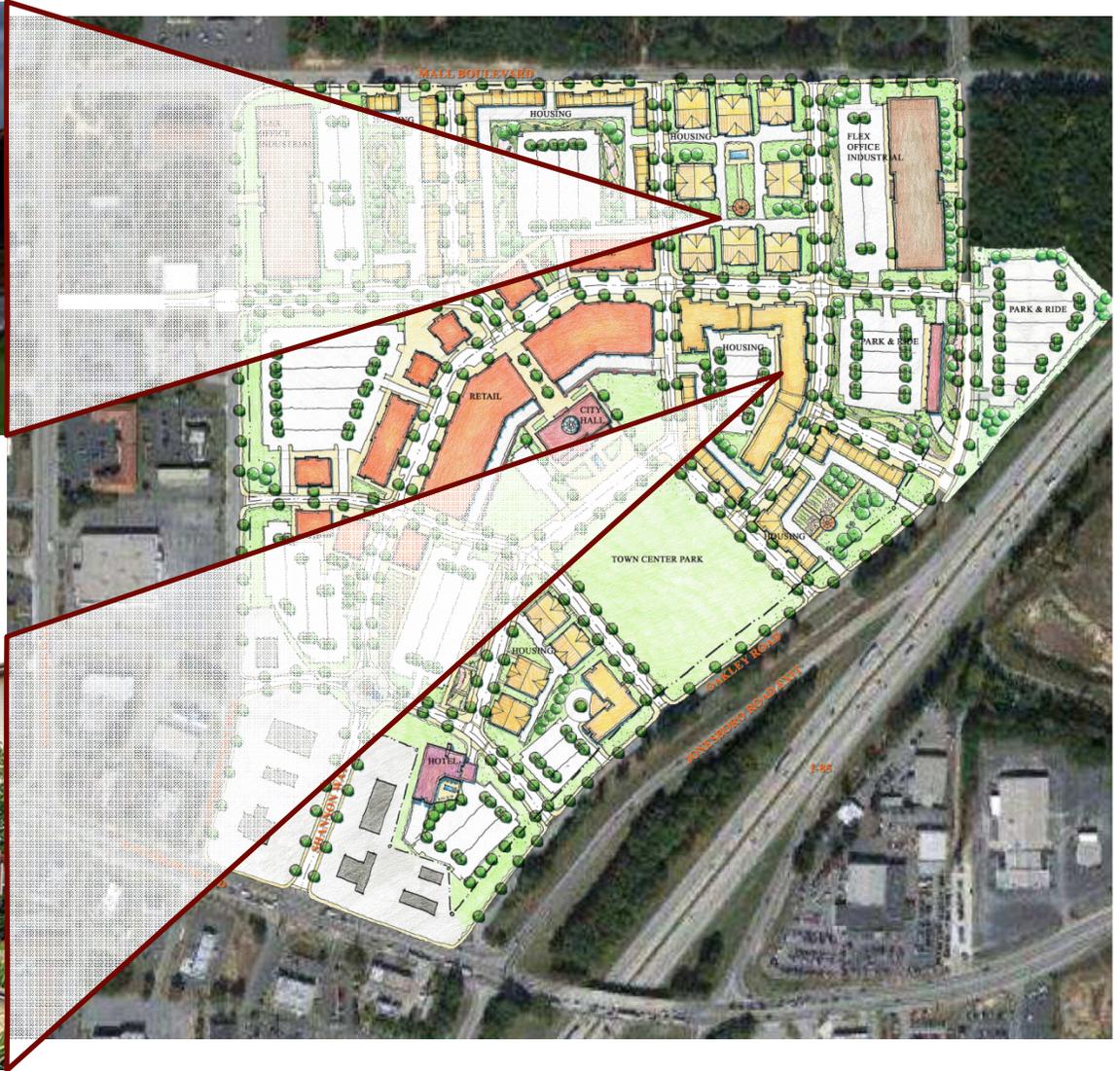


Industrial/Flex Space Use Design Concept – Pattillo Company, Stone Mountain

Draft Preferred Concept Plan – Mixed Use Concept



Residential Uses, Varied Densities and Types



Draft Preferred Concept Plan – Mixed Use Concept



Residential Use at Park Edge Design Example – Dakota on the Park, St. Paul, MN

Draft Preferred Concept Plan – Market Analysis

Higher Intensity Mixed-Use (Including Industrial)

- Likely 18 -24 months of pre-development
- Civic Anchored
 - City Hall
 - 5+ acre Central Community Gathering Green to serve as passive park and/or community events location (concerts, fairs)
- Includes mix of retail and industrial/flex
 - Could attract national credit/big box retailers to serve as anchors
 - Example tenant types could include Aldi's, Ross Dress for Less, etc.
 - Industrial/flex would likely require separate ingress/egress
- Residential attached housing (townhomes, stacked flats)
- Potential for final phase to include hotel
- Provides option for park and ride integrated with mixed use development

Development Components	Market Park @ Union City Higher Intensity Mixed-Use (Including Indust.)			
	Acres	Density	Units/SF	Years to Absorb
Residential				
SF Homes	10	4	-	
Townhome	12	8	113	3 Years
Stacked Units (owner or rental)	8	25	192	1-2 Years
Senior Living	5	12	60	1-2 Years
Subtotal Residential	35		365	
Commerical				
Industrial/Flex	15	10,000	150,000	2-4 Years
Retail	12	12,500	200,000	3-4 Years
Hotel	3	65	120	
Subtotal Commerical	30.0		350,000	
Civic / Park	7	<i>Acres - Includes Park</i>		
Circulation	8			
Total Acres	80.0			
Total Residential Units			365	
Total Comm. & Inst. SF			350,000	
Total Hotel Rooms			120	

Draft Preferred Concept Plan – Economic Analysis

- **Total Market Value: \$99 Million**
- **Total Taxable Value: \$38.5 Million**
 - **Current County Assessment Value: \$5.54 Million**
 - **Potential New Annual Property Tax Collections @ 10.598 Millage: \$400,000**
- **New Permanent Employment: 500-550 jobs**
- **Temporary Construction Employment: 1,000-1,500 jobs**
- **Local Sales Tax Revenue @ 3%: \$1.5 Million**

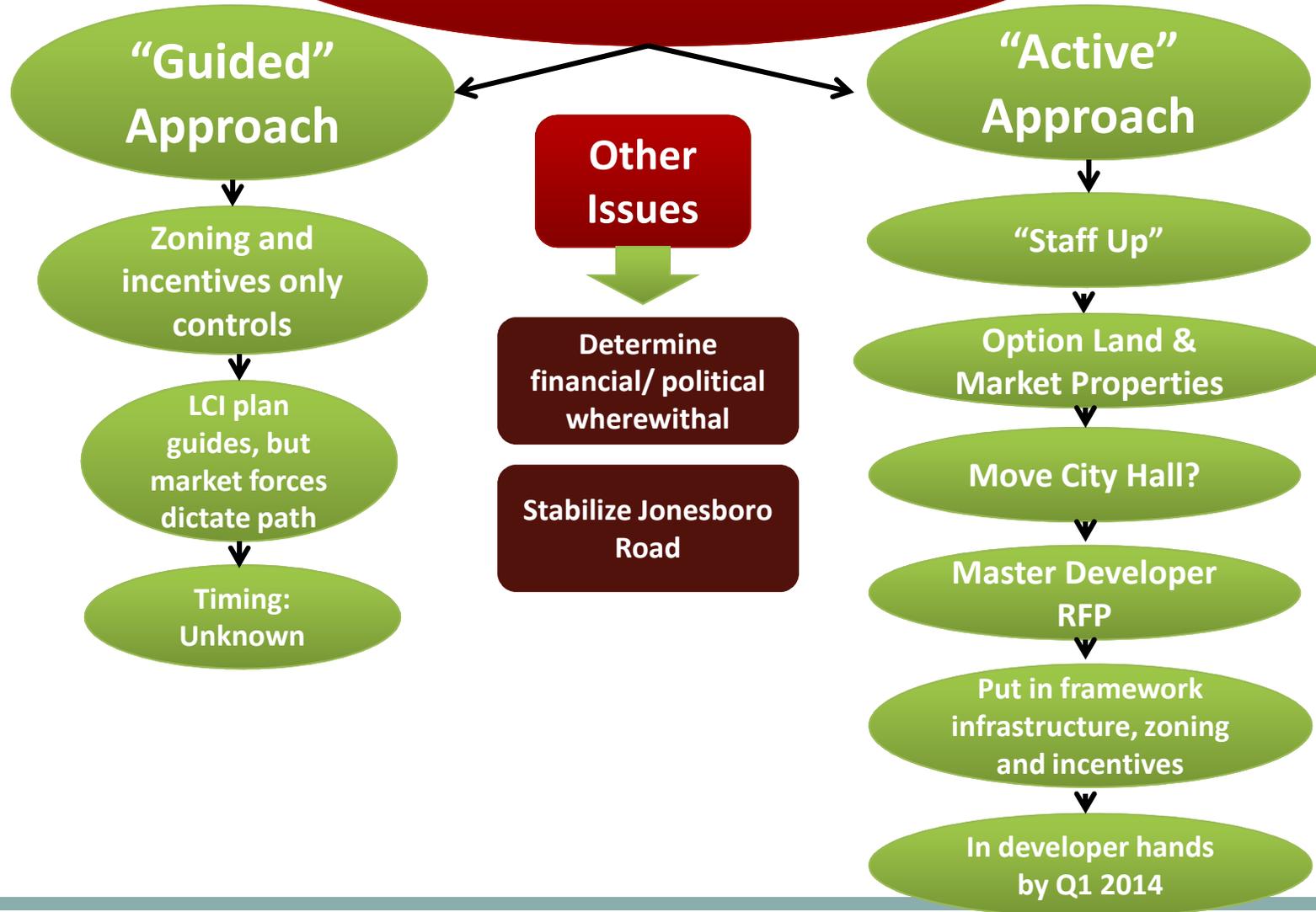
	Project Value				Employment Impacts			
	Units/SF Rooms	Value per Unit/SF	Market Value	Taxable Value	Employ. per Unit/SF/Room	Permanent Employment	Construction Cost	Construction Employment
Residential								
Townhome	113	\$175,000	\$19,775,000	\$7,910,000			\$15,820,000	264
Stacked Units	192	\$135,000	\$25,920,000	\$10,368,000			\$20,736,000	346
Senior Living	60	\$175,000	\$10,500,000	\$4,200,000	1/Room	60	\$8,400,000	140
Subtotal Residential Units	365		\$56,195,000	\$22,478,000			\$44,956,000	749
Commerical								
Retail	200,000	\$80	\$16,000,000	\$6,400,000	1/600 SF	333	\$12,800,000	213
Flex Industrial	150,000	\$60	\$9,000,000	\$3,600,000	1/2,000 SF	75	\$7,200,000	120
Hotel	120	\$125,000	\$15,000,000	\$6,000,000	0.5/Room	60	\$12,000,000	200
Civic	40,000						\$2,400,000	40
Total Commercial SF	390,120		\$43,000,000	\$16,000,000			\$34,400,000	573
Total Development/ Employment			\$99,195,000	\$38,478,000		528	\$79,356,000	1,323
Annual Revenues								
Property Tax @ 10.598 Millage Rate	\$407,790							
Retail Revenue	\$50,000,000							
Local Sales Taxes @ 3%	\$1,500,000							

Draft Plan Implementation Issues

Issues Union City should address in moving toward implementation

- Land Control
- Zoning
- Incentives – TAD, BIDA
- Organizing for Redevelopment
 - Development Authority
 - Redevelopment Corporation
 - Staffing?
 - Hire in-house development director
 - Outsource to master developer
- Site Prep and Demolition
 - Allow for phasing
 - 80 acres likely too big for one redevelopment/developer in this market
- Entice new public spaces
 - Willingness to move city hall / civic functions / park to the site
- Stabilize Jonesboro Road Commercial Corridor – “The Front Door”
 - (Current owners / tenants)

Union Station Mall Redevelopment Paths



Comments and Discussion

WHAT ARE YOUR THOUGHTS ABOUT THE DRAFT PLAN?

- **DISCUSSION** - ENCOURAGE EDUCATION (COLLEGE SAT LOCATION, ETC.), WHAT WILL ATTR
- FOCUS ON 21ST CENTURY, ADDRESS ADJACENT VACANT BLDGS, GOOD EX OF ED FACILITY IN COWETA
- **COMMENT FORMS**
- **EMAIL** - contact@peqatl.com

Union City LCI Supplemental Study

LCI Real Estate Market Analysis Baseline Report

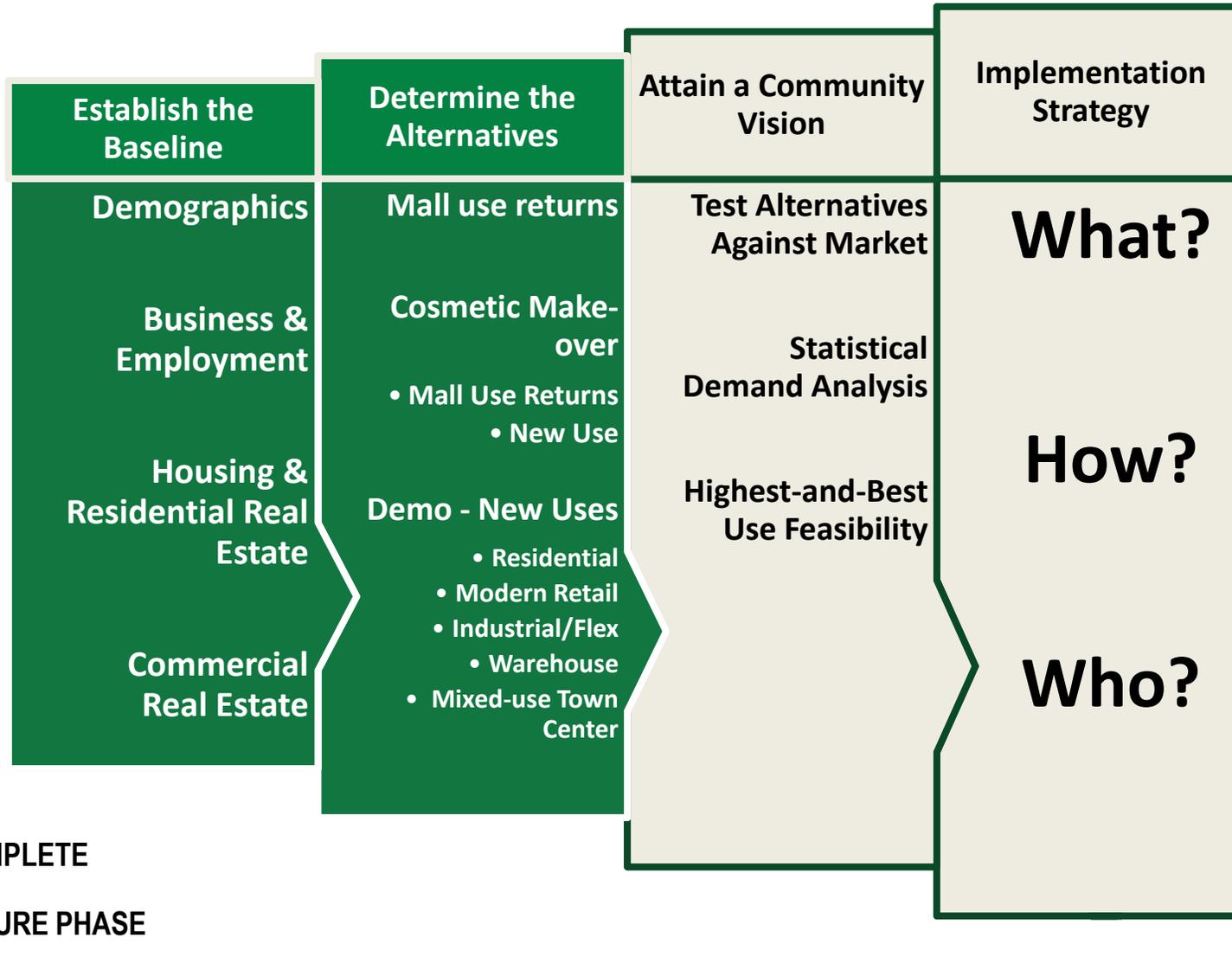
Bleakly Advisory Group:
Ken Bleakly & Geoff Koski
February 13, 2012



BleaklyAdvisoryGroup



Re-Envisioning Union Square: Market Economics Drive Future Use



Baseline Report Top-Line Conclusions:

Demographics

Growth will continue, however, Union City lacks amenities and employment to attract new higher income residents.

Business & Employment

Union City employment base is limited and highly concentrated in a few, lower-paying sectors.

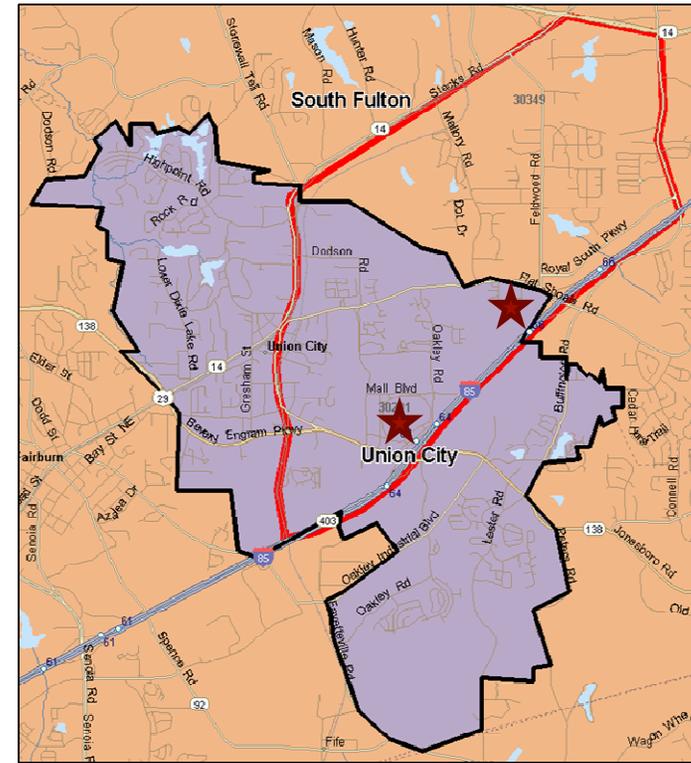
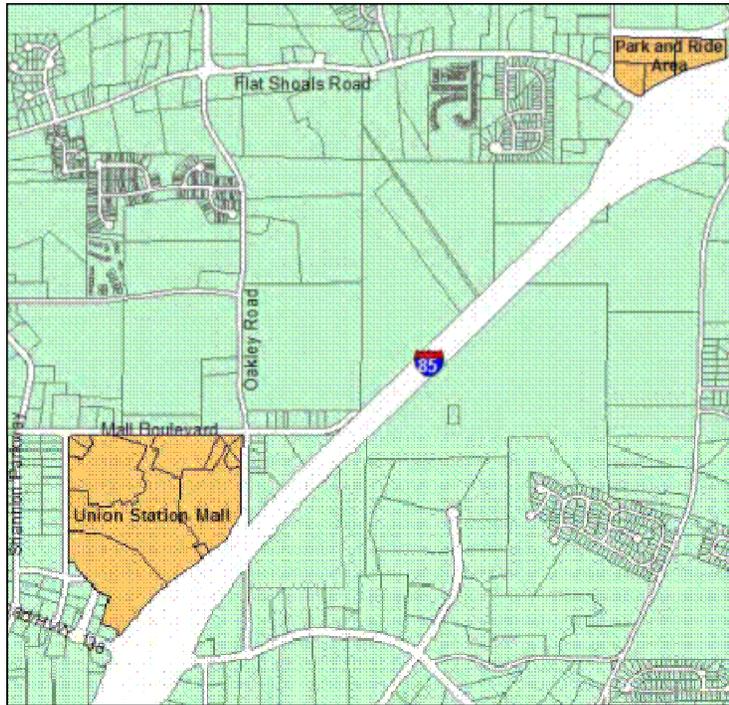
Housing & Residential Real Estate

Union City is a desirable affordable/modest cost housing location; new employment growth could drive new housing options.

Commercial Real Estate

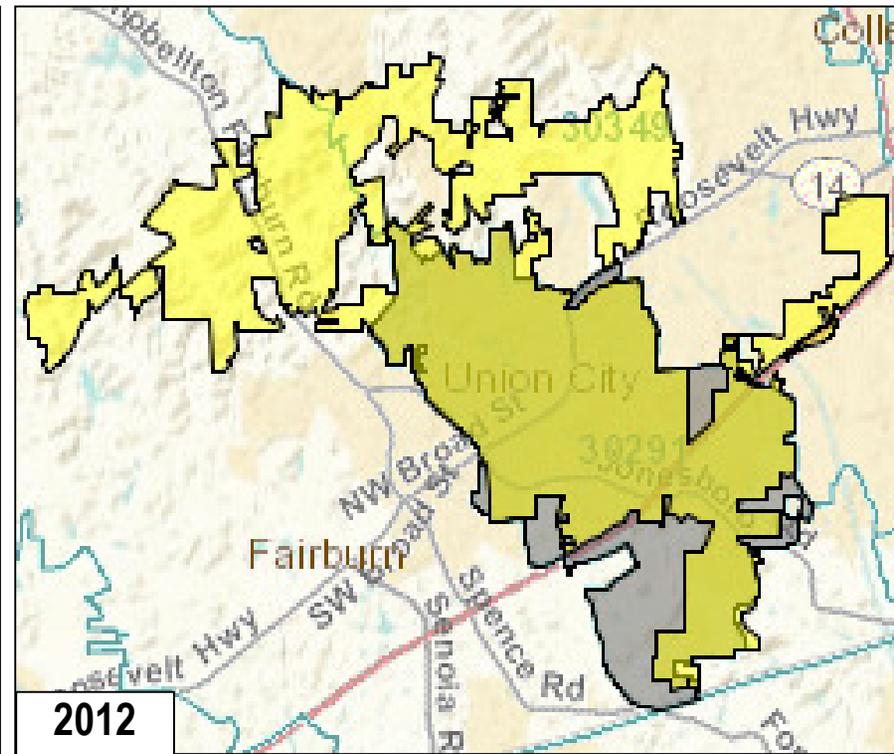
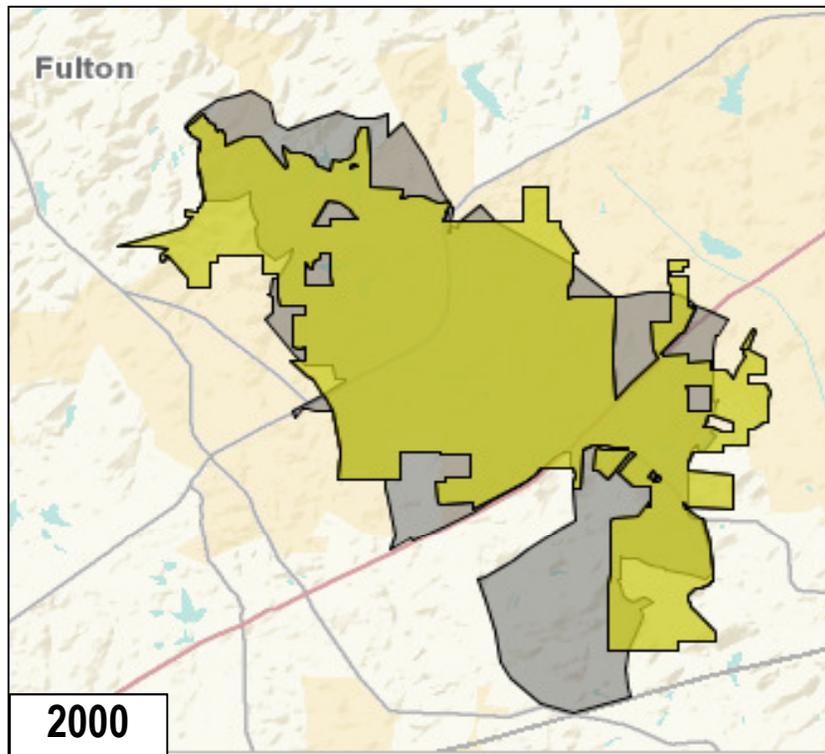
Lack of market demand to re-open as an enclosed mall, power center option is limited, and neighborhood-serving market is saturated at mall location. Other land uses likely present better re-development opportunities.

Study Area Boundary: Analysis uses areas near Mall, Park & Ride



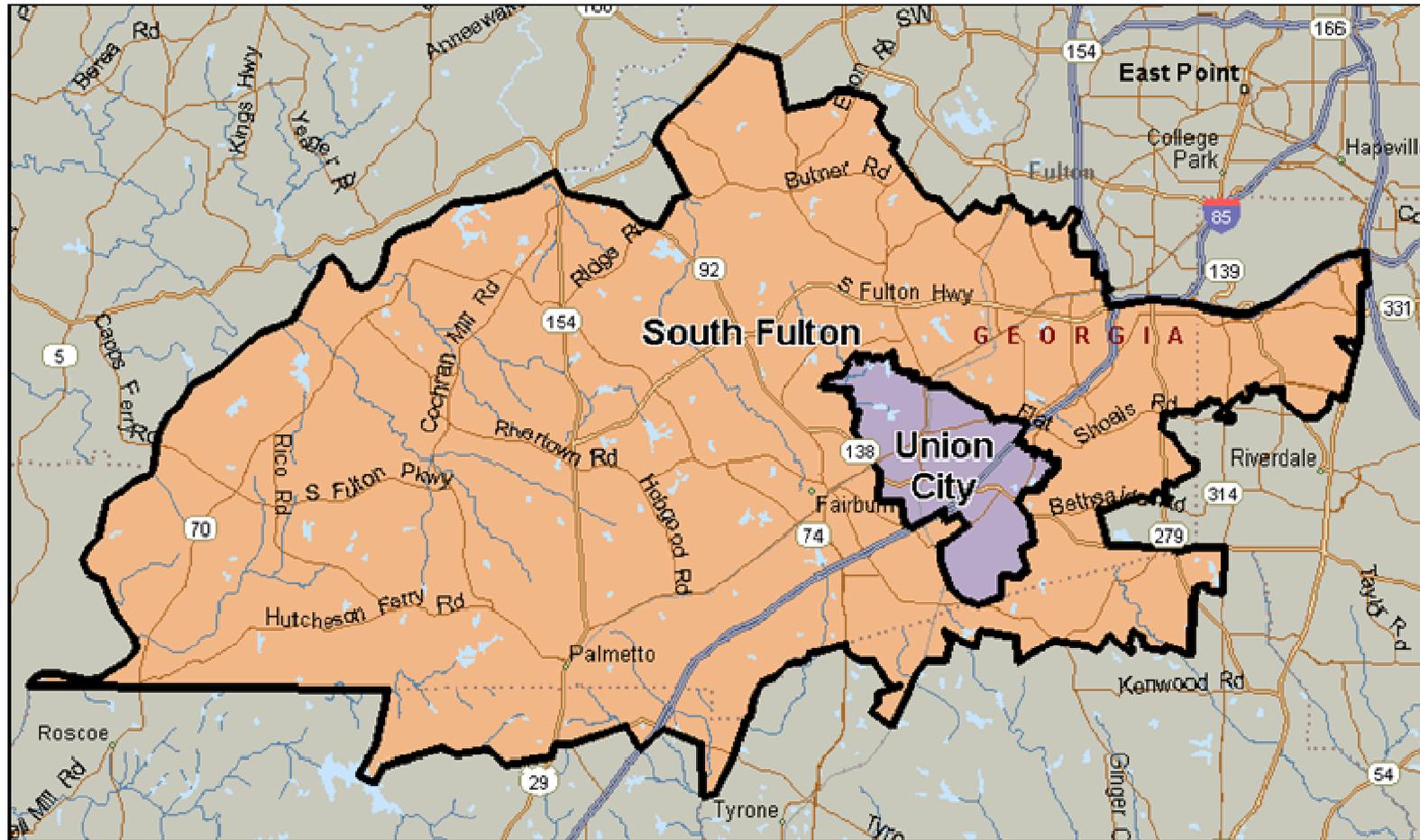
Because the official LCI Study Area boundaries are limited to those areas at, and immediately adjacent to, the former Union Station Mall and Park and Ride sites (shown on map at left), this analysis expanded the Study Area boundaries shown above at right outlined in red.

Study Area and Demographic Boundary Description: Analysis uses Union City Zip Code (30291)



- 30291 zip code (shown in gray above) used to show City of Union City's demographics.
- The city's land area (shown in yellow) has grown 124% since 2000, according to ARC.

Demographic Boundary Description: Zip Codes 30213, 30268, 30291 & 30349 represent South Fulton County



Union City: 30291 

South Fulton: 30213, 30268, 30291, 30349 

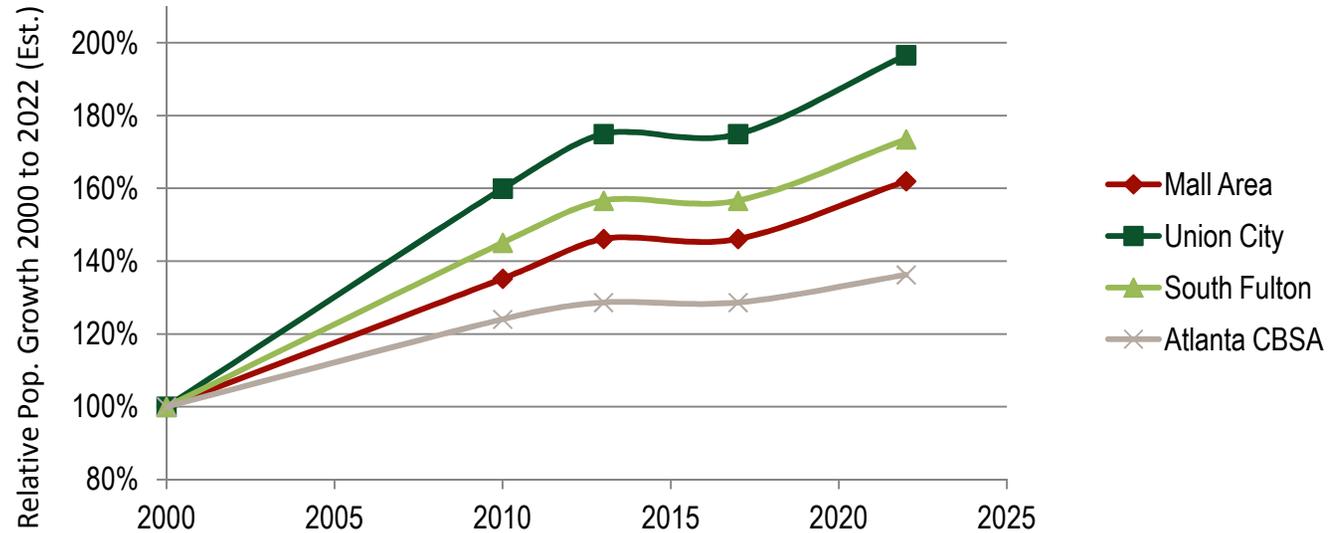
Demographic Characteristics Top-Line Conclusions:

- Union City, including Mall Area, garnering larger than fair-share of regional **growth**
- **African American** households predominate in Union City and Study Area
- A lower percentage of advanced degrees (4+ yrs. of college) in the Study Area compared to Atlanta region
- Union City and Study Area population **younger** vs. overall region
- **Lower incomes** in the Study Area compared to Atlanta region
- Current trend shows Union City **getting older with stagnant incomes**

CONCLUSION: Growth will continue, however, Union City lacks amenities and employment to attract new higher income residents.

Demographics: Union City, including Mall Area, garnering larger than fair-share of regional growth

While the Atlanta region's population has grown 2.0% annually since 2000, the Study Area's population has grown 3.0% over the same time period.

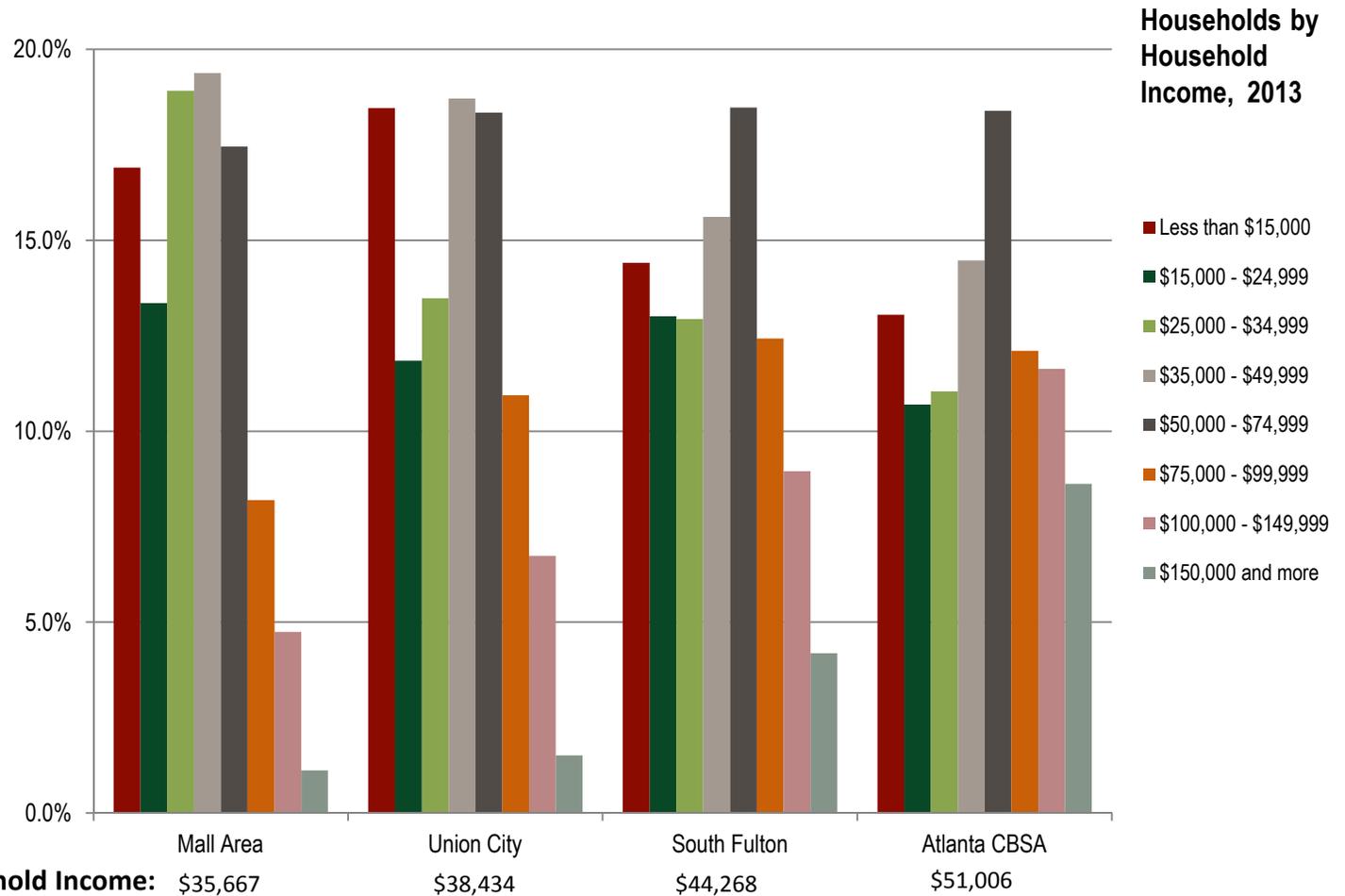


Population 2000-2022	Mall Area	Union City	South Fulton	Atlanta CBSA
2000 Census	7,923	13,672	75,586	4,247,990
2010 Census	10,712	21,871	109,642	5,268,860
2013 Estimate	11,575	23,918	118,395	5,464,971
2018 Projection	12,831	26,883	131,130	5,787,210
2022 Projection	14,223	30,216	145,235	6,128,450

Source: BAG, Nielsen

Demographics: Lower incomes in the Study Area compared to Atlanta region

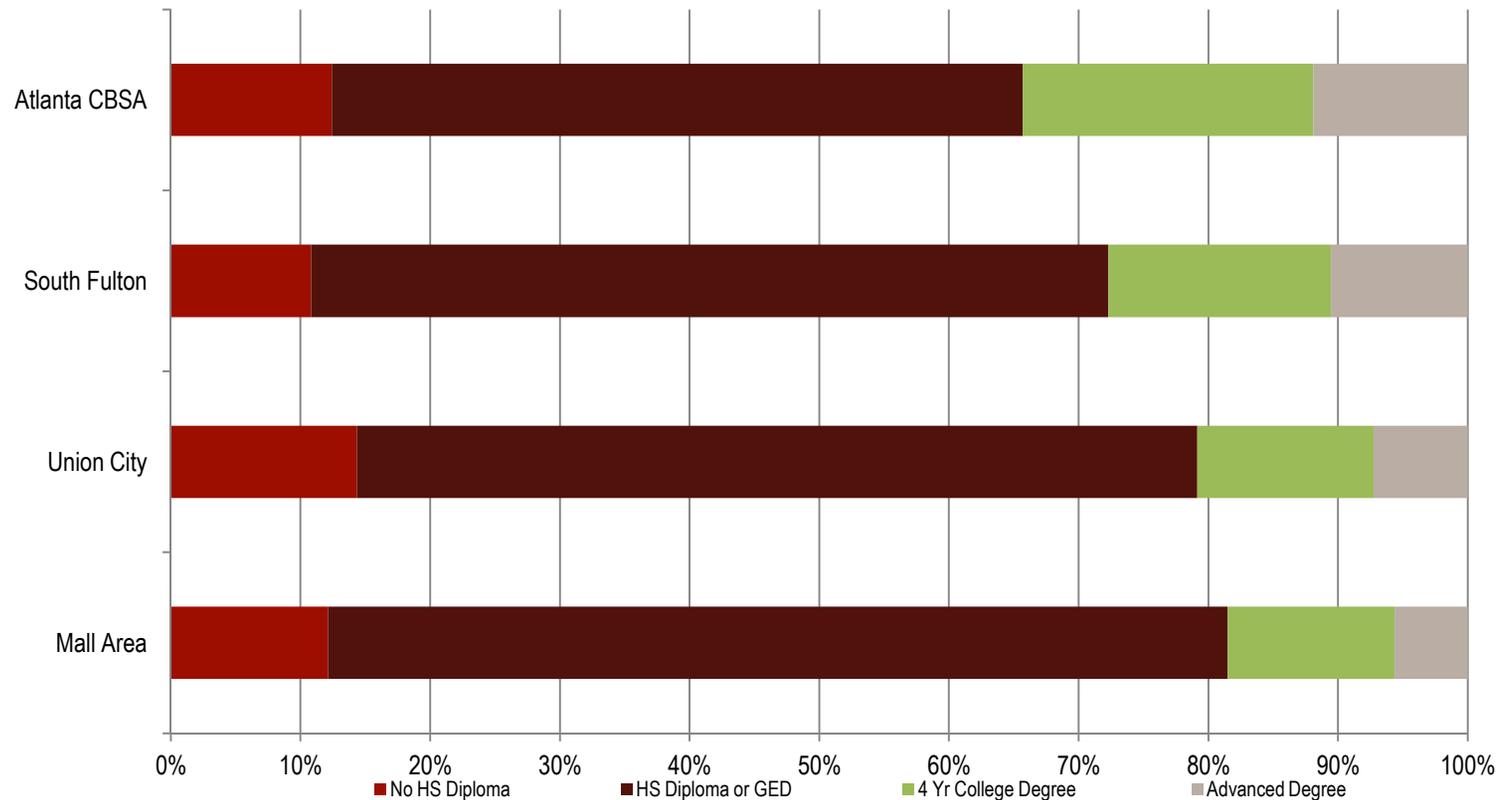
49% of households in the Study Area earn less than \$35,000, 6% earn more than \$100,000.



Source: BAG, Nielsen

Demographics: Lower percentage of advanced degrees in the Study Area compared to Atlanta region

Pop. Age 25+ Educational Attainment 2013



While 34% of the Atlanta region's population age 25+ has a college or advanced degree, 21% do so in Union City.

Source: BAG, Nielsen

Future trends shows Union City getting older and less affluent

Households aged 45 – 74 with annual incomes below \$50,000 are expected to outpace growth in other cohorts.

South Fulton Projected Growth: Age x Income 2013-2018

	Age 15 - 24	Age 25 - 34	Age 35 - 44	Age 45 - 54	Age 55 - 64	Age 65 - 74	Age 75 - 84	Age 85+	TOTAL
Household Totals	11	-1,032	1,043	1,279	1,302	2,051	570	23	5,247
Income Less than \$15,000	39	26	328	271	296	453	169	18	1,600
Income \$15,000 - \$24,999	2	-53	234	252	260	359	143	-1	1,196
Income \$25,000 - \$34,999	15	-85	175	113	135	336	84	1	774
Income \$35,000 - \$49,999	-34	-249	173	289	266	271	59	4	779
Income \$50,000 - \$74,999	-21	-320	98	131	138	326	51	-3	400
Income \$75,000 - \$99,999	8	-184	94	173	143	169	36	0	439
Income \$100,000 - \$124,999	0	-103	-10	33	31	66	11	-1	27
Income \$125,000 - \$149,999	2	-24	-18	17	17	29	6	1	30
Income \$150,000 - \$199,999	0	-28	-18	-8	6	26	8	3	-11
Income \$200,000+	0	-12	-13	8	10	16	3	1	13

Source: BAG, Nielsen

Business & Employment Top-Line Conclusions:

- **Jobs-to-Housing** analysis reveals opportunity to increase employment levels in order to achieve greater balance
- **Retail/Accommodation/Food Service** segment workers predominate the Union City employment base
- **Health Care**, particularly elderly and childcare assistance, is Union City's fastest growing employment segment
- Majority of Union City **residents** work in Service Sector employment and nearly all **work outside of Union City**

CONCLUSION: Union City employment base is limited and highly concentrated in a few, lower-paying sectors.

Jobs-to-Housing Analysis: Opportunity to Add Employment in Union City

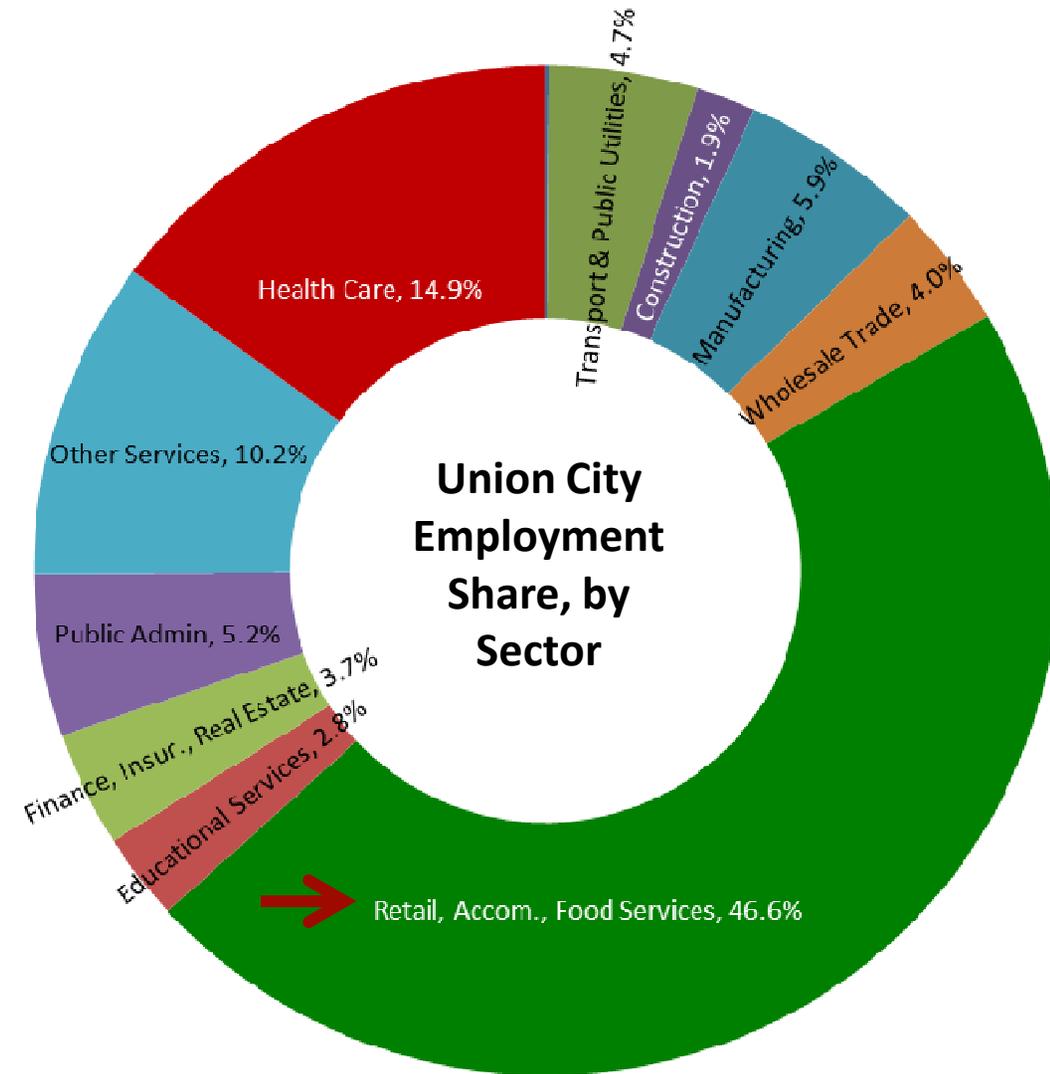
Ideally, Union City's Jobs-to-Household Ratio would improve to 1.00 by 2040.

	Census 2010	ARC Projection 2040	Annual Growth 2010-2040	Net 2010-2040
<u>Households</u>				
Union City Area Census Tracts	28,835	39,836	1.08%	11,001
Fulton County	390,647	547,594	1.13%	156,947
10-County Region	1,551,271	2,313,104	1.13%	761,833
<u>Employment</u>				
Union City Area Census Tracts	22,393	31,916	1.19%	9,523
Fulton County	671,998	1,032,717	1.44%	360,719
10-County Region	1,860,067	3,003,671	1.44%	1,143,604
<u>Jobs/Household Ratio</u>				
Union City Area Census Tracts	0.78	0.80		
Fulton County	1.72	1.89		
10-County Region	1.20	1.30		

Source: ARC, BAG

Employment: Retail/Accommodation/Food Services predominates the Union City employment market

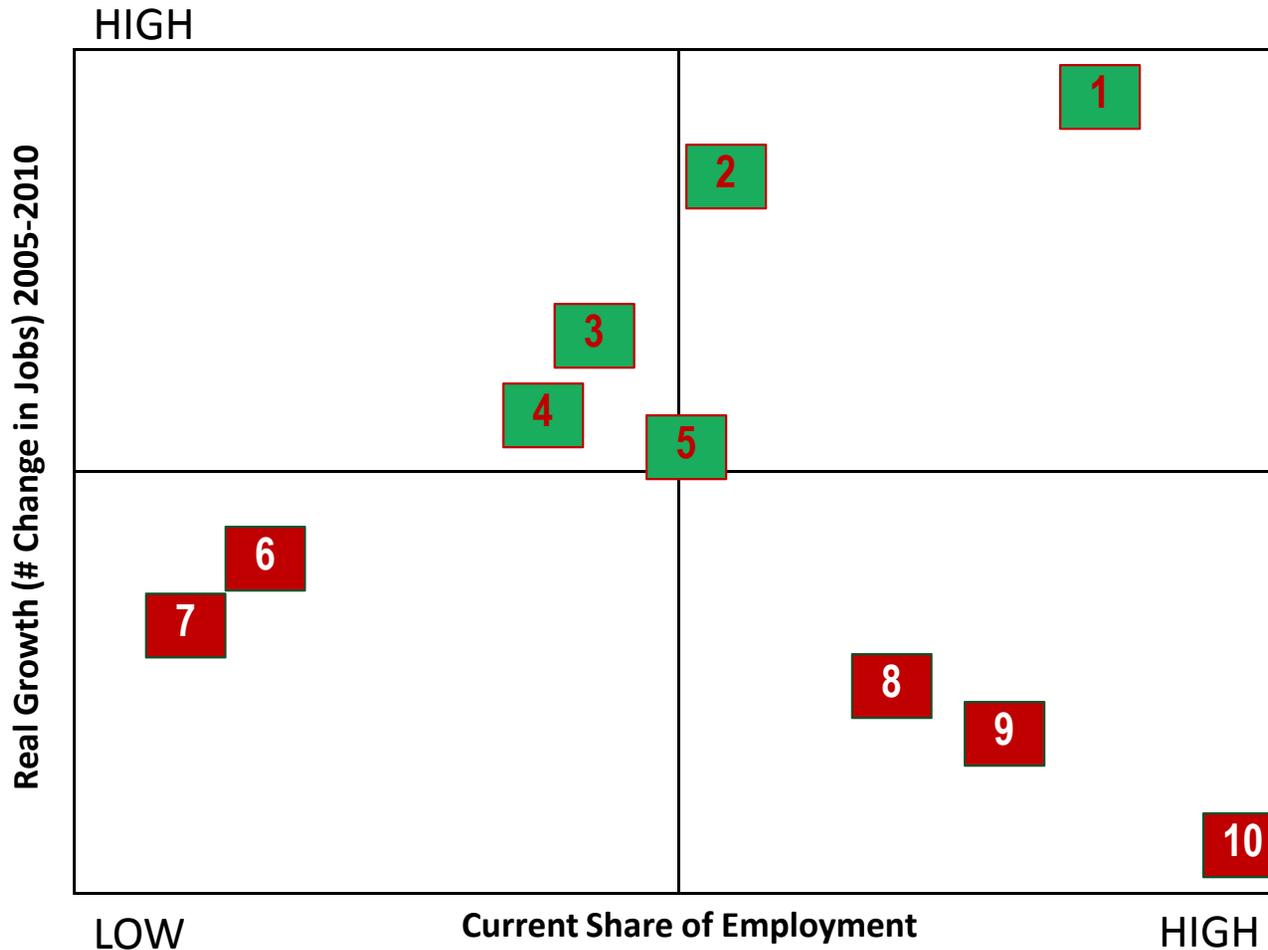
In 2010 the US Census reported that 47% of all Union City jobs were in the retail sector.



Source: BAG, US Census

Employment Analysis: Greater Momentum in Health Care / Social Assistance Sector

Employment Opportunity Matrix



Key	Employment Sector
1	Health Care / Social Assistance
2	Admin. & Support / Waste Management
3	Wholesale Trade
4	Transportation / Warehousing
5	Public Administration
6	Educational Services
7	Real Estate / Rental / Leasing
8	Manufacturing
9	Accommodation / Food Services
10	Retail Trade

Snapshot of Growing Union City Industries

Health Care / Social Assistance

- **Nursing care facilities:** 55% of Union City health care workers
- **Child day care services:** 16% of Union City health care workers



Administration & Support / Waste Management

- **Security guards and patrol services:** 54% of Union City admin. & support workers
- **Employment placement agencies:** 33% of Union City admin. & support workers



Wholesale Trade

- **Lumber and metal merchant wholesalers:** 65% of Union City wholesale trade workers
- **Industrial machinery merchant wholesalers:** 17% of Union City health care workers

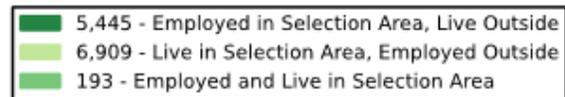
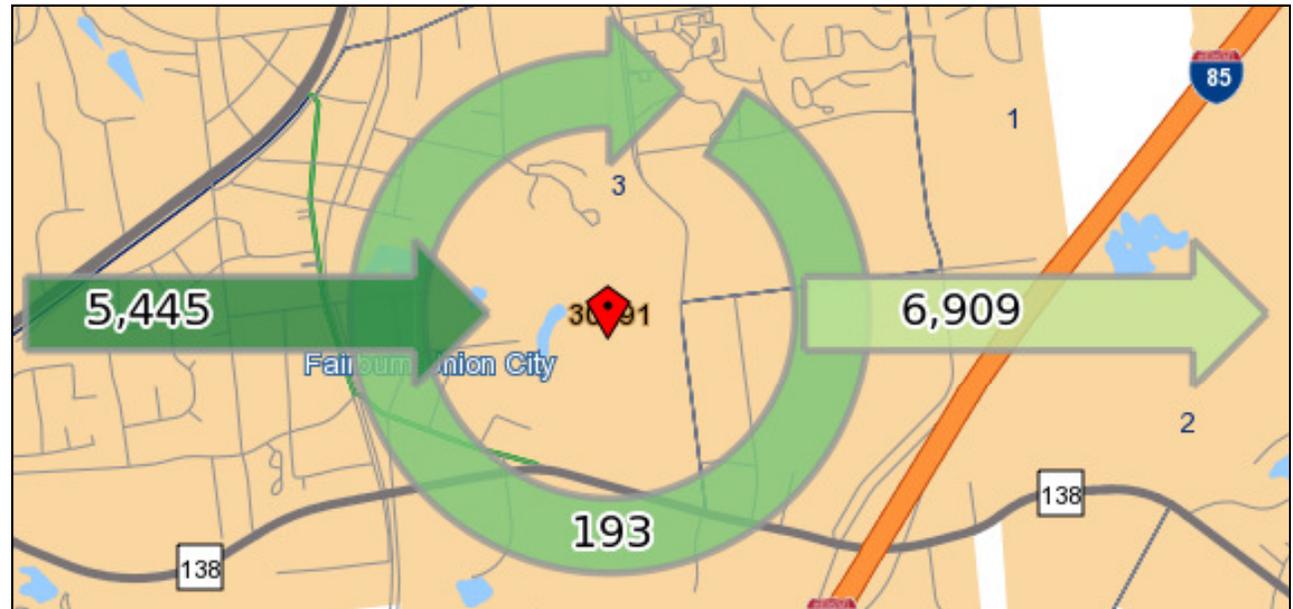


Employment: Nearly all Union City residents work outside of Union City

Union City (30291) Employment Inflow/Outflow

Nearly all those employed in Union City live elsewhere.

Only 193 of employed Union City residents also work in Union City (30291).



Source: US Census (2010)

Housing & Residential Real Estate Top-Line Conclusions:

- The majority of Study Area households live in rental units
- Like the rest of the nation, the local area was hit hard by the real estate recession
- The Study Area's apartment stock is plentiful but old

CONCLUSION: Union City is a desirable affordable/modest cost housing location; new employment growth could drive new housing options.

Housing: The majority of Study Area households live in rental units

Housing in Union City is weighted toward renter-occupied.

The housing stock Union City is significantly younger than the region.

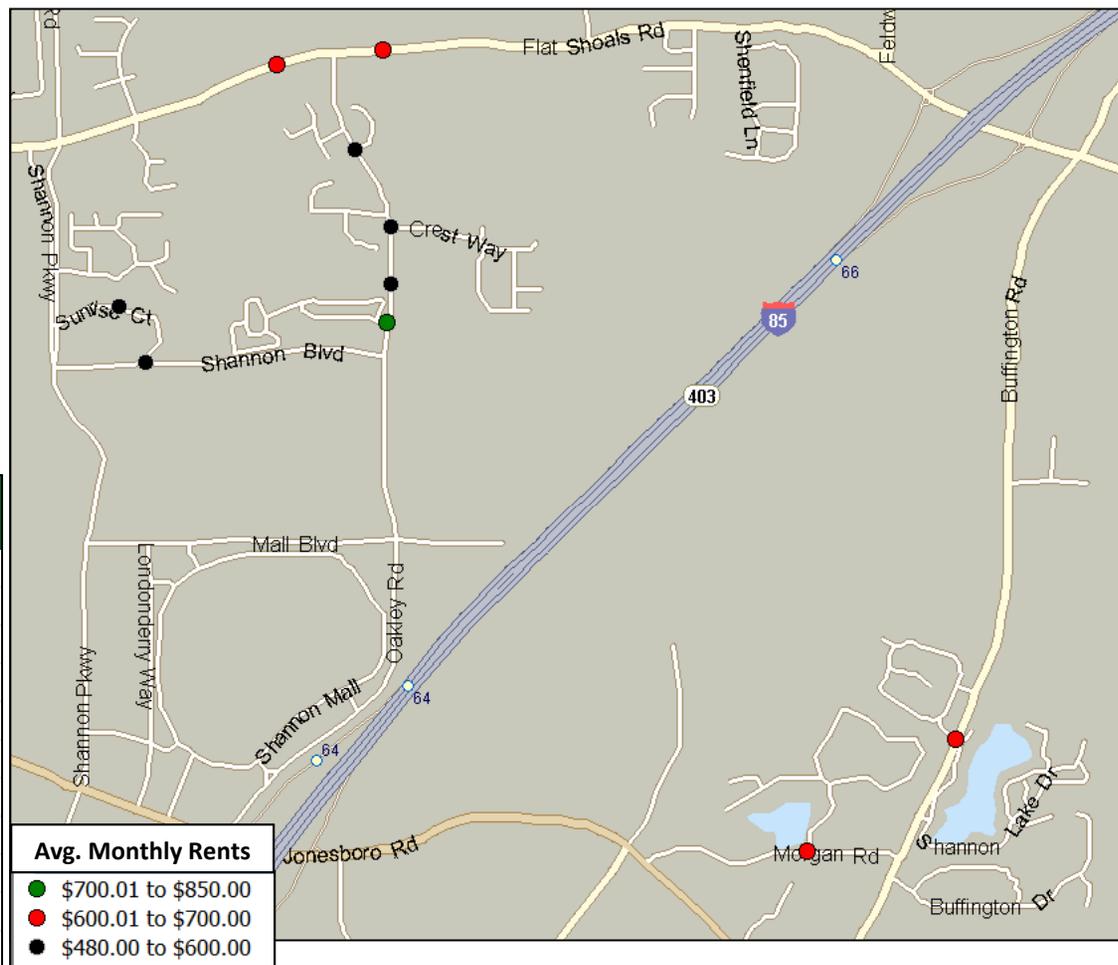
Housing Tenure, 2013	Study Area	Union City (30291)		Atlanta CBSA
		South Fulton		
Total Occupied Housing Units	4,367	8,868	43,439	2,014,249
Owner Occupied	49%	57%	63%	66%
Renter Occupied	51%	43%	37%	34%
Avg. Length of Residence-Owners (Yrs)	13.5	11.5	12.6	14.1
Avg. Length of Residence-Renters (Yrs)	5.4	5.4	5.4	5.6
Housing Unit Built 2005 or later	13%	20%	22%	10%

Source: BAG, Nielsen

Rental Residential : The Study Area's apartment stock is plentiful but aged

There are 1,900 apartment units located within one mile of the mall site. These units average 24 years old.

- Relatively low rents due to age.
- Vacancy levels are low, which is a positive market indicator .



Complex	Year Built	No. of		
		Units	Avg. Rent	Vacancy
Ashford Oaks	1990	200	\$818	9%
Shannon Lake	1988	294	\$678	4%
Landing at Oak Hill II	1994	150	\$637	6%
Autumn Hills	1987	191	\$614	8%
Hidden Lake	1987	320	\$614	1%
Landing at Oak Hill I	1990	300	\$602	6%
Oakley Woods	1984	60	\$587	3%
Champion Glen	1990	166	\$571	7%
Shannon Woods I	1983	60	\$565	7%
Shannon Woods II	1985	74	\$513	4%
Oakley Shoals	1986	86	\$498	0%
Weighted Average	1988		\$630	5%

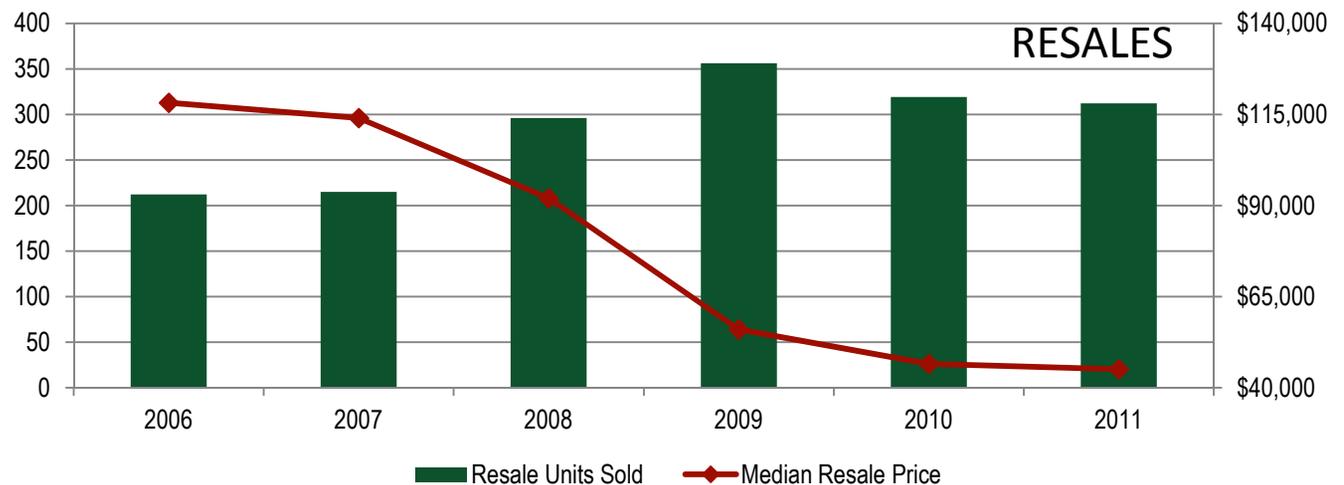
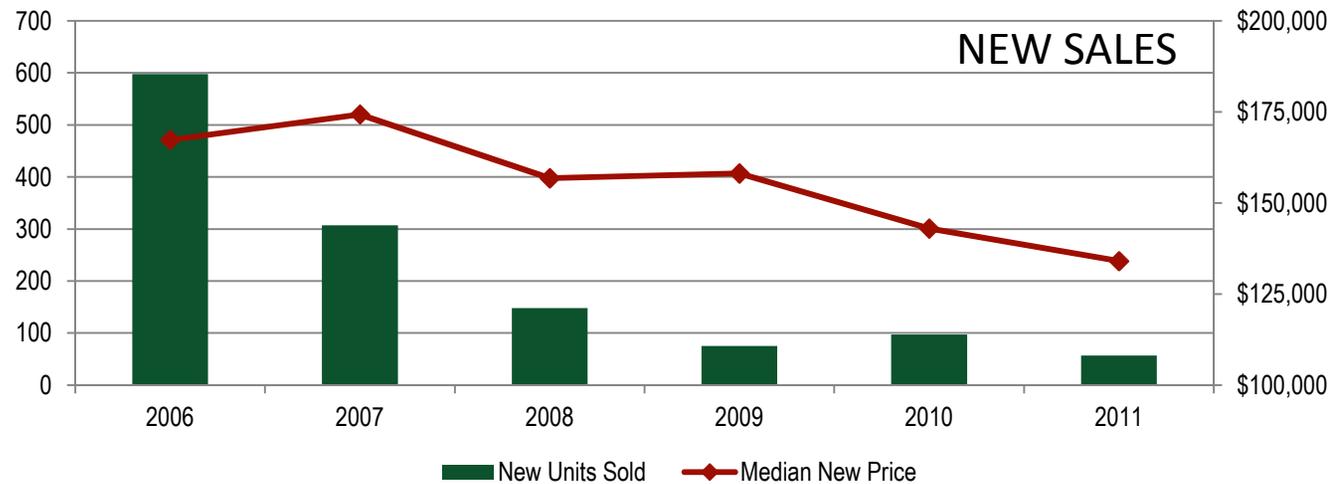
Source: Reis Reports, Inc.

Residential Sales: Like the rest of the nation, the local area was hit hard by the real estate recession

Although Union City resale levels are higher than pre-recession years, the sales are largely driven by foreclosures.

New sales have dropped dramatically as a percent of total sales.

Home Sales History by Home Type, Union City (30291), 2006-2011



Source: BAG, Smartnumbers

Commercial Real Estate Top-Line Conclusions:

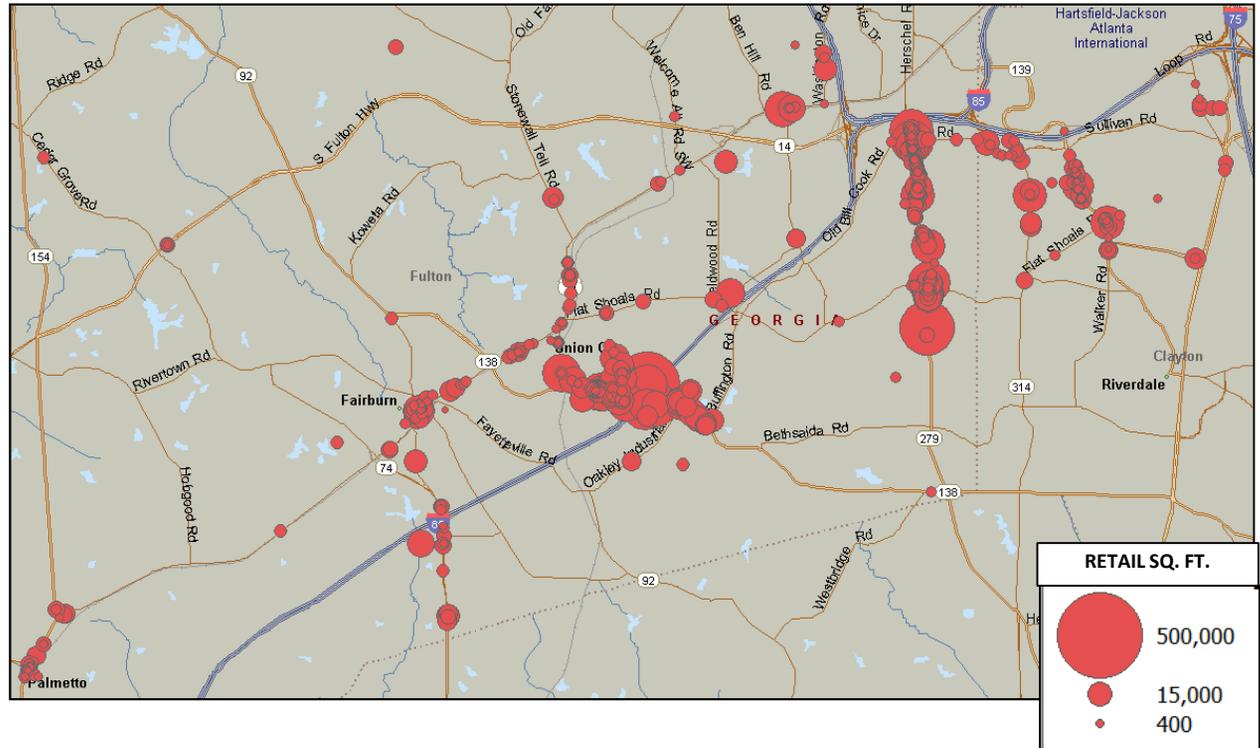
- Vacant Union Station Mall drags South Fulton retail vacancy statistics
- Mall area represents the largest node of retail space in the South Fulton area
- Opportunity Gap analysis indicates potential opportunity for additional retailers in South Fulton
- Motor Vehicles and Parts only area retail segment that depends on outside area support
- Union City industrial market is located in largest Atlanta submarket, with apparent opportunity to add more space locally.

CONCLUSION: Lack of market demand to re-open as an enclosed mall, power center option is limited, and neighborhood-serving market is saturated at mall location. Other land uses likely present better re-development opportunities.

Retail: Union Station Mall area represents the largest node of retail space in the South Fulton area

Rentable Building Area (SF) by Retail Location

Nearly half of all retail space in the South Fulton area (5.5 million square feet) is in Union City (2.6 million square feet), of which 30% is the vacant mall.



Inventory Characteristics	30291	30213, 30268, 30291, 30349
Total Inventory (SF)	2,625,639	5,577,878
Buildings	94	328
Average Age of Bldg	29	33
Vacancy Rate (2011 Q2)	38%	27%
Vacant (SF)	993,638	1,484,486
Average Rent:	\$12.06	\$12.33

Source: CoStar (3Q 2012)

Retail Sales: Motor Vehicles and Parts only area retail segment that depends on outside area support

The level of expenditures on Motor Vehicle and Parts in the area, in relation to local resident spending patterns, proves that the local merchants in this retail segment draw over half of their demand from outside of the South Fulton area - making Union City a regional draw for auto purchasers.

**South Fulton (30213, 30268, 30291, 30349)
Top 3 Categories for Retail Sales**

Rank	Retail Segment	Share of Sales	Total Sales (Mil \$)	Opportunity Gap (Mil \$)
1	Motor Vehicle and Parts Dealers	42.1%	\$578.30	\$ -341.23
2	General Merchandise Stores	12.3%	\$169.00	\$ 86.87
3	Foodservice and Drinking Places	10.5%	\$144.65	\$ 47.04

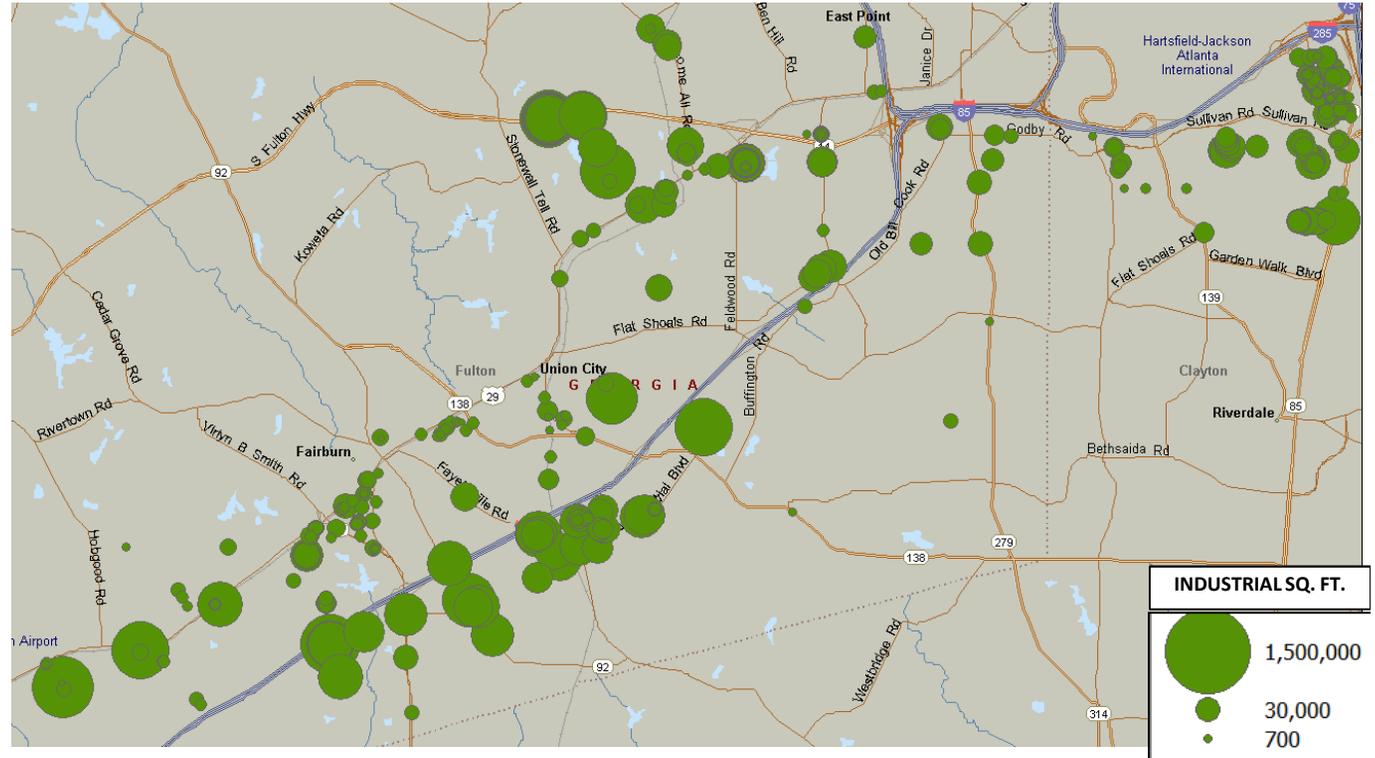
Source: CoStar (3Q 2012)

Industrial: Union City industrial market may be undersupplied

Rentable Building Area (SF) by Industrial Location

Union City's lacks substantial presence (only 2%) in the very significant Airport / North Clayton submarket.

Union City industrial properties are currently performing well, as they are 98% occupied.



Inventory Characteristics	30291	30213, 30268, 30291,30349
Total Inventory (SF)	1,957,368	35,118,947
Buildings	19	328
Average Age of Bldg	20	24
Vacancy Rate (2011 Q2)	2%	10%
Vacant (SF)	34,077	3,590,841
Average Rent	\$2.93	\$5.60

Source: CoStar (3Q 2012)

Four alternatives for vacant Union Station Mall

1. **Cosmetic make-over / Mall use returns**
 - Potential: Unlikely
2. **Cosmetic make-over / New use**
 - Potential: Intermediate
3. **Demolition / New Land Use**
 - Potential: High
4. **Create Town Center**
 - Potential: Intermediate



Mall Site Opportunity Matrix

Land Use	Strengths	Weaknesses	Opportunities
Residential	<ul style="list-style-type: none"> • Transportation access to major employment centers (Airport, City of Atlanta, etc.) • Local market attracting value-oriented buyers and renters 	<ul style="list-style-type: none"> • Lack of diversity in local housing options • Single-family lots overbuilt • Low new and resale home prices • Market rebound timing is unknown • Current zoning not in place 	<p style="text-align: center;">XX</p> <ul style="list-style-type: none"> • Growth in diversity of employment options could spur diversity in housing options • Mall site could offer location for new housing types built around new amenities
Retail	<ul style="list-style-type: none"> • Local-serving retail is performing relatively well. • Mall site continues to offer suitable retail location due to access and visibility along I-85 • Current zoning in place 	<ul style="list-style-type: none"> • Nationally, underperforming and vacant malls in weak markets are attracting little investment interest • Big-box format is in transition nationally • Lifestyle centers require higher area incomes • Market area lacks demand to justify re-occupation of vacant mall 	<p style="text-align: center;">X</p> <ul style="list-style-type: none"> • Mall, as currently configured, is outdated and will not attract quality tenants • Site could attract smaller amount of retail in a new format

Opportunity Key: X = Limited XX = Moderate/Longer-term XXX = High/Immediate

Mall Site Opportunity Matrix

Land Use	Strengths	Weaknesses	Opportunities
Industrial	<ul style="list-style-type: none"> Highway and airport access and large acreage offer desirable attributes at a location within an established market If mall is demolished, the site is nearly industrial-development ready and could become a job creation center 	<ul style="list-style-type: none"> At Union City's "front door" industrial/warehouse uses may not offer desirable municipal gateway Industrial/warehouse uses will not enhance surrounding land uses Demolition costs could deter some industrial uses Current zoning not in place 	<p>XXX</p> <ul style="list-style-type: none"> The site could attract single- or multiple-user and/or build-to-suit industrial development in the near term Focus access toward Flat Shoals Rd.
Mixed Use / Town Center	<ul style="list-style-type: none"> "Smart Growth" has become mainstream real estate opportunity Southside lacks true mixed use options Mall site re-development more likely if site is partitioned Possibility to re-purpose portions of the mall structure 	<ul style="list-style-type: none"> Mixed use development and demolition potentially more complicated thus extending development timeline Large site development – difficult to execute in today's market 	<p>XXX</p> <ul style="list-style-type: none"> Mixed use town center could be Union City's "game changer" to help diversify employment and housing options Could include civic uses: government center, large gathering space, etc.

Opportunity Key: X = Limited XX = Moderate/Longer-term XXX = High/Immediate

Union City LCI Supplemental Study

LCI Real Estate Market Analysis Baseline Report

February 13, 2012



Bleakly Advisory Group

