

# OPPORTUNITY FOR ALL: THE NEIGHBORHOOD REINVESTMENT ACT

City of Atlanta | Neighborhood Reinvestment Initiative

## General Overview

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On May 18th, we will be introducing the most ambitious legislative package this city has ever put forward for its most underserved communities — and it arrives with a clear and deliberate structure. This is not a collection of individual policy interventions. It is a unified, integrated strategy built around a single governing principle: that the measure of success is not what gets built, but whether the lives of residents are measurably better as a result.

The urgency of this moment is not abstract. Atlanta is one of the most unequal cities in the United States, and that inequality follows a clear geographic fault line. Across South and West Atlanta, gaps in income, educational attainment, housing stability, food access, public safety, and health outcomes compound upon one another — a dotted line that separates opportunity from everything that matters in this city. That line culminates in its starkest measure: a twenty-year gap in life expectancy between neighborhoods just miles apart. Research tells us that a child born into poverty in Atlanta has just a four percent chance of reaching the upper middle class — one of the lowest rates of upward economic mobility of any major city in the country. These are not the outcomes of individual failure. They are the predictable result of decades of deliberate disinvestment, and they have been allowed to persist for far too long.

What gives us confidence that this package can deliver is that we have already shown it can. During this Administration's first term, we got to work in NRI neighborhoods before this legislation existed — and the results are a proof of concept for what targeted, sustained investment can accomplish. We invested millions in youth programming and watched youth crime rates decline. We created the Affordable Housing Strike Force and are on track to deliver 20,000 units of affordable housing over eight years. We opened new grocery stores in food deserts, increased Atlanta's park score, and supported students to raise graduation rates. We did all of this while improving core City services and strengthening City functions. We know what needs to be done. We have identified the resources to do it. We have seen that it works. Now we need to get to work at scale.

That principle is formalized in the first component of this package — the NRI Impact Framework — which establishes the three pillars of community transformation that every other component of this legislation is designed to advance: displacement prevention, neighborhood stabilization, and wealth creation. For the first time, Atlanta is not just directing investment into disinvested neighborhoods. It is changing the system by which that investment is made, measured, and held accountable. Every dollar deployed through a TAD, every grant approved through the Trust Fund, every protection enacted through the Anti-Displacement Playbook — each must demonstrate a direct and measurable connection to these outcomes. This is not a reporting change. It is a values change.

Over the last year, we have engaged neighborhood groups, elected officials, and the public at-large with our proposal to operationalize the Neighborhood Reinvestment Initiative. This package is a direct response to what we heard — from residents across more than thirty community listening sessions, from the elected officials on this Council who shaped and challenged this proposal, from the NRI Commission whose unanimous findings validated the direction of this work, and from the findings of the City Auditor's forthcoming independent audit of the Tax Allocation Districts, whose conclusions affirm the need for the structural reforms, accountability measures, and community-centered investment approach this legislation establishes. The themes we heard were consistent: any new investment must be coupled with anti-displacement measures, the public needs more transparency into funding decisions, TADs must be thoughtfully reviewed before extending their life, and areas beyond TAD boundaries need investment too.

With that in mind, this package has six components that together form something Atlanta has never had before:

- An NRI Impact Framework — establishing the three-pillar accountability standard that governs every other component of this legislation and every dollar invested in NRI neighborhoods going forward.
- A TAD Extension — extending six Tax Allocation Districts for thirty years, unlocking resources today, for the first time, against a unified community vision guided by the Impact Framework.
- An NRI Trust Fund — a dedicated, City Council-controlled pool of dollars targeted at our most distressed neighborhoods, with community advisory groups guiding deployment and every award tied to Impact Framework outcomes.
- The Reauthorization of the Invest Atlanta IGA — codifying the City’s relationship to Invest Atlanta and their role in fulfilling key City priorities, including NRI
- An Anti-Displacement Playbook — more than twenty ordinances and resolutions targeting the five root causes of displacement, reflecting the Framework’s foundational conviction that investment must be coupled with protection for current residents.
- TAD Advisory Committee Reform — restructuring how community input shapes TAD investments, ensuring residents have a real, ongoing role in measuring progress against the outcomes the Framework defines.

Each component is described in detail below.

## I. NRI Impact Framework

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### Overview

The NRI Impact Framework is the governing foundation of this entire legislative package. It does not simply add new metrics to an existing system — it changes the system. The adoption of this framework signals a reorientation of Atlanta's development philosophy — from growth as an end in itself to growth in service of people. Every project, every program, and every public dollar deployed in NRI neighborhoods must now answer to a higher standard: not whether it was completed, or on time and on budget, but whether it demonstrably improved the lives of the residents it was designed to serve.

The Framework is organized around three sequential and mutually reinforcing pillars of community transformation:

- Displacement Prevention — the foundational commitment that existing residents must be protected before, during, and after investment arrives. You cannot build lasting prosperity in a neighborhood that is hemorrhaging its people.
- Neighborhood Stabilization — rebuilding the basic infrastructure of healthy community life: safety, early childhood access, food access, public realm quality, and the conditions that allow families to put down deeper roots.
- Wealth Creation — giving residents the tools to climb the economic ladder and stay on it, through homeownership, business ownership, workforce development, and access to capital.

These pillars are not simply categories for organizing programs. They are a theory of change — a sequential arc of transformation that reflects what we know from research and from the communities themselves about what it actually takes to reverse decades of disinvestment. And they are the standard against which every investment in this package — and every investment in NRI neighborhoods going forward — will be measured.

### The Details

City Council, through this resolution, adopts the NRI Impact Framework as the governing standard for all public investment in NRI-eligible neighborhoods, including but not limited to TAD dollars, NRI Trust Fund grants, and any other public incentive or approval directed at NRI communities.

- The Framework establishes three pillars — Displacement Prevention, Neighborhood Stabilization, and Wealth Creation — each with defined impact outcomes against which investments will be measured.

- Displacement Prevention impact outcomes include: reduction in involuntary displacement, no net reduction in affordable units, reduction in heirs property and unclear title, reduction in eviction filings, and reduction in commercial displacement of legacy and anchor businesses.
- Neighborhood Stabilization impact outcomes include: reduction in vacant and blighted properties, reduction in student mobility, early literacy and school readiness, expanded early education enrollment, reduction in youth and violent crime, improved perception of safety, increased access to transit and safe corridors, and increased food access.
- Wealth Creation impact outcomes include: homeownership rates, increase in new local small businesses, increase in enrollment and completion of post-secondary education or training, new high-paying jobs created, reduction in unemployment, increase in median household income, decreased poverty rate, increase in median home value, and decrease in debt-to-income ratio.
- The framework also describes core activities we know today move the needle on these impact measures that should be considered and incorporated into future Redevelopment Plans or eligible fund uses.
- The updating of TAD Redevelopment Plans should incorporate specific outcome goals based on these impact measures, not just general or abstract delivery goals.
  - All TAD investments must be mapped to at least one Impact Framework outcome prior to approval, with Invest Atlanta and the TAD Advisory Committees jointly responsible for ensuring the cumulative portfolio of each TAD reflects balanced progress across all three pillars.
- All NRI Trust Fund awards must demonstrate a direct connection to at least one Impact Framework outcome as a condition of City Council approval.
- All public incentives, approvals, and development agreements for projects in NRI neighborhoods shall, to the extent practicable, be evaluated against the Framework's outcomes.
- Invest Atlanta shall provide bi-annual reports to City Council on the progress of TAD and Trust Fund investments against Impact Framework outcomes.
- A public-facing dashboard tracking spending decisions, project progress, and impact metrics shall be maintained and updated on a regular basis.
- A third-party performance review of all TAD and Trust Fund investments against the Impact Framework shall be conducted every three years.
- A new nonprofit backbone organization must also apply equivalent impact measurement standards to philanthropic and private investment aligned with NRI.

## II. TAD Advisory Committee Reform

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### Overview

As part of the Opportunity for All legislative package, the City is reforming how Tax Allocation District Advisory Committees — the community bodies that help guide TAD investments — operate. The reforms require Invest Atlanta to update each TAD's Redevelopment Plan through a community-driven process and to produce rolling three-year Investment Plans in direct collaboration with Advisory Committees, giving residents a more structured and ongoing role in shaping how TAD dollars are spent in their neighborhoods. The legislation also adds elected representatives as ex-officio members of each Advisory Committee, improving coordination between the institutions that share in TAD decisions. On the administrative side, Invest Atlanta will be directed to standardize onboarding for new committee members, hold an annual convening of all Advisory Committees for training and cross-TAD planning, and work with each committee to clarify its own governance. These reforms are designed to ensure that the Advisory Committees are equipped and empowered to hold TAD investments accountable to the NRI Impact Framework — making community input more consistent, better supported, and more directly tied to measurable outcomes.

## The Details

- We will be standardizing the TAD Advisory Committee legislation across most TADs, with the exception of Beltline, or any specific designees originally named.
- Invest Atlanta will institute a new process of creating 3-year Investment Plans to more specifically name the foci of each TAD beyond the initial outline of priorities in the Redevelopment Plan. These Investment Plans will be created in collaboration with the TAD Advisory Committees and must explicitly map proposed investments to NRI Impact Framework outcomes.
  - Because of this, we are cleaning up disparate provisions in the current TAD legislation that specify community benefits from their origin. This process will allow community benefits to be defined in a more responsive and adaptive way vs. codifying them once in legislation.
- We are adding the City Council representative, Fulton County Commissioner, and Atlanta BOE member for each TAD to its Advisory Committee as an ex-officio member.
- We will be removing term descriptions to allow each TAD to decide term lengths.
- There will be a corresponding Administrative Order directing Invest Atlanta to:
  - Engage immediately a community-driven process to redo the redevelopment plans and create more specific investment plans at a regular cadence.
  - Upon completion of a new Redevelopment Plan, revisit each TAD's bylaws with the TADAC to reach consensus on meeting cadence, nominations and term length, and any other specific needs.
  - Host a yearly convening of all TADACs to include onboarding and training of new members, performance review of TADs, planning and strategy sessions, and knowledge-sharing between all TADACs.
  - Create a standardized onboarding process with TAD basics, history of the TAD, and review of current strategic priorities and Impact Framework accountability requirements.

## **III. NRI Trust Fund**

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### Overview

The City of Atlanta is establishing the NRI Trust Fund — a dedicated public fund created by City Council to finance neighborhood investments in Atlanta's most economically distressed communities. Eligible neighborhoods are determined by Invest Atlanta's Economic Mobility Index, which identifies areas facing the greatest barriers to economic opportunity and social wellbeing. Every dollar disbursed through the Trust Fund must be directly tied to at least one NRI Impact Framework outcome — ensuring that the Fund does not simply direct resources into eligible neighborhoods, but tracks whether those resources are moving the needle on the outcomes residents are waiting to see.

The Fund is designed with equity and accountability built into its structure. Dollars will be equally disbursed across neighborhoods and Invest Atlanta will manage the application, recommending, and compliance process, but approval of fund awards will lie with City Council — meaning elected officials retain direct oversight over how every dollar is spent. Additionally, community advisory groups organized by geographic area will be created to meet regularly and inform funding priorities and project recommendations.

### The Details

- Eligibility Criteria: any neighborhood that is 'red' or 'orange' in Invest Atlanta's recently updated Economic Mobility Index.
- Trust Fund dollars can be used for projects and programs across investment categories including affordable housing, food accessibility, early childhood, public safety, small business support, arts and greenspace, and workforce development — all mapped to NRI Impact Framework outcomes.

- Invest Atlanta will be the administrator of the Trust Fund application and award process, but City Council will decide awards and subsequently release to Invest Atlanta for disbursement.
- Half of all dollars are distributed evenly across eligible Neighborhood Planning Units. Thirty percent is reserved for competitive, catalytic projects with significant community impact. The remaining twenty percent supports investments that benefit multiple neighborhoods at once.
- We will be asking Council to authorize the Administration to pursue a commercial SSD proposal to fund the Trust Fund on a recurring basis and come back to Council for final approval
- Propose creating three advisory groups — SE, SW, and West Atlanta — with reps from each NPU and reps appointed from relevant Neighborhood Partner Organizations and neighborhood associations.
  - These would be managed by Invest Atlanta and meet quarterly to review proposed projects and make recommendations.
  - These would be advisory, not approving, bodies.
- Invest Atlanta will provide bi-annual reports to City Council on Trust Fund investments and their progress against Impact Framework outcomes. A third-party review shall be conducted every three years.

## IV. The Re-Authorization of the Invest Atlanta IGA

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### Overview

We will be updating the Intergovernmental Agreement between the City of Atlanta and Invest Atlanta to authorize their support of the City's efforts in housing, economic development and community redevelopment. In addition to existing duties, this IGA will further align Invest Atlanta's duties and priorities to deliver outcomes connected to the Neighborhood Reinvestment Initiative.

### The Details

This IGA will authorize Invest Atlanta to fulfill duties as defined by the City of Atlanta for a duration of five years.

In addition to the existing duties outlined in the previous IGA, expanded roles and authorizations include:

- Requiring Invest Atlanta to measure and track outcomes that will positively impact the NRI neighborhoods
- Fulfill reforms to the TAD Advisory Committees as prescribed in this legislation
- Adopt a new Economic Development Strategy
- Prioritize workforce development and food access as focus areas for expanded programming and funding

## V. Anti-Displacement Playbook

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### Overview

The City of Atlanta is introducing what it believes to be the most comprehensive anti-displacement legislative package of any American city — a slate of more than 20 ordinances and resolutions targeting the five root causes of displacement in South and West Atlanta neighborhoods: loss of affordable housing units, tenant vulnerabilities, homeowner vulnerabilities, small business instability, and the erosion of cultural identity and belonging. This Playbook is the legislative operationalization of the NRI Impact Framework's first and most foundational pillar — Displacement Prevention — reflecting the core conviction that investment must be coupled with protection, and that the residents who have

long called these neighborhoods home deserve to be the ones who benefit from the change that is coming.

The package includes practical protections like tenant advocacy hubs in high-eviction areas, a no-tolerance policy on affordable housing exits through Qualified Contracts, and a Tenant and Community Opportunity to Purchase program — alongside proactive investments like a critical home repair fund for legacy homeowners, a heirs' property legal clinic, a Tax Foreclosure Prevention Initiative, and direct support for the legacy businesses and anchor institutions that define neighborhood character. A publicly accessible Anti-Displacement Risk Dashboard will track properties and corridors under pressure in real time, giving residents and policymakers an early warning system rather than a reactive one.

### **The Details**

- Continuing relationship with Partnership for Southern Equity to develop an equitable development framework, a displacement risk dashboard, create a commercial investment playbook for the Hollowell and Campbellton corridors, and work with neighborhood organizations to create specific cultural belonging playbooks.
- Resolution directing the Mayor to prioritize long-term funding of the Anti-Displacement Tax Relief Fund and Emergency Rental Relief as two foundational pillars of the city's philanthropic strategy.
- Tenant Vulnerabilities:
  - Creating two Neighborhood Tenant Advocate Hubs in high-eviction NRI geographic areas near Atlanta Public Schools in partnership with Atlanta Volunteer Lawyers Foundation to provide training, legal counsel, and emergency rental relief.
  - A resolution directing the Housing Help Center to establish an early alert system for tenants facing displacement by affordable unit conversion to market-rate.
  - A resolution directing the Atlanta Housing Commission to review HB404 and provide recommendations to further protect tenants.
  - A resolution directing the Mayor's Office of Sustainability and Resilience to submit a plan to expand WeatherRISE ATL to tenants.
- Loss of Affordable Units:
  - An ordinance directing Invest Atlanta to prohibit Qualified Contract exits on any future LIHTC or affordable housing development receiving public dollars.
  - A resolution directing Invest Atlanta and the City's Housing team to prioritize use of TAD dollars for the purchase of naturally occurring affordable housing in NRI neighborhoods.
  - An ordinance requiring Community Opportunity to Purchase Agreements (COPA) on all LIHTC developments in NRI neighborhoods.
  - A resolution directing the Department of City Planning to establish Neighborhood Median Income measurement standards.
- Ownership Vulnerabilities:
  - An ordinance directing the Mayor's Office to host neighborhood-based homeownership stabilization resource events and appropriating \$100,000 to Atlanta Legal Aid.
  - An ordinance directing the Mayor's Office to coordinate a multi-agency home repair and weatherization network, appropriating \$3.5 million to the Housing Trust Fund and \$1 million to launch a code enforcement diversion pilot for 50 homes.
  - An ordinance directing the Mayor's Office to establish PEACH-Ready, a credit repair and homeownership education program for City of Atlanta public employees.
  - A resolution directing the Mayor's Office to partner with Neighborhood Partner Organizations to launch a Tax Foreclosure Prevention Initiative.
  - A resolution directing the City to guide establishment of a permanent Heirs Property Legal Clinic at Georgia State University.

- An ordinance appropriating \$200,000 to seed a Rehab, Rent, Return pilot program for vacant heirs-owned properties.
- A resolution directing Invest Atlanta and Atlanta Housing Authority to conduct targeted outreach for downpayment assistance in NRI communities.
- Erosion of Belonging & Cultural Identity:
  - An ordinance directing the Mayor to establish the Anchor Institutions Fund, appropriating \$800,000 to launch the Legacy Businesses and Anchor Institutions Program — \$600,000 for direct financial support and \$200,000 for a Legacy Business Navigator Program.
  - An ordinance directing Invest Atlanta to establish Community Preference provisions in all newly developed properties receiving public funding.
- Small Business Instability:
  - A resolution directing Invest Atlanta to establish a Commercial Tenant Rental Assistance Program providing direct commercial rental assistance to qualifying small businesses in NRI neighborhoods.
  - A resolution directing Invest Atlanta to establish a No Net Loss Commercial Space Incentive for developers in NRI commercial corridors.
  - A resolution directing the CFO to conduct a commercial vacancy feasibility study within 180 days.

## VI. TAD Extension

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### Overview

As part of this legislative package, the City of Atlanta is introducing legislation to extend six existing Tax Allocation Districts — Campbellton, Metropolitan, Stadium, Hollowell/MLK, Westside, and Eastside — for thirty years. Without action, these TADs are set to expire within the next several years, ending Atlanta's ability to use the growth they generate to fund the large-scale capital investments NRI communities need. The extension unlocks an estimated bonding capacity today, enabling the City to front-load catalytic investments in affordable housing, infrastructure, transit, trails, and economic development in neighborhoods that have long waited for resources at this scale.

Critically, these TADs have never before been deployed against a unified community vision — and they have never before been required to demonstrate measurable impact on residents' lives. The extension pairs their financial power with the NRI Impact Framework, ensuring that for the first time, every dollar these districts generate is directed not just toward economic development, but toward the displacement prevention, neighborhood stabilization, and wealth creation outcomes that define NRI's promise to the residents who live there.

### The Details

- Authorizes the City's participation in six TADs through 2056: Eastside, Westside, Stadium, Metropolitan, Campbellton, and Hollowell/MLK.
- Does not include any extension language for Perry Bolton and Beltline at this time.
- The Redevelopment Plans for each of the six extended TADs (as well as Perry Bolton for its last half of its current term) will undergo a review and re-write following an extensive community engagement process immediately after the passage of this legislation — with Investment Plans required to map all proposed projects to NRI Impact Framework outcomes.
- All TAD allocations must be approved in accordance with the NRI Impact Framework alignment requirements established in Component I of this package.
- Invest Atlanta, in collaboration with each TAD Advisory Committee, shall be responsible for ensuring the cumulative portfolio of investments within each TAD reflects balanced progress across all three pillars of the Impact Framework.