

A MASTER PLANNING PROGRAM FOR THE

DEKALB-FULTON METROPOLITAN AREA

NOW...

FOR TOMORROW

METROPOLITAN PLANNING COMMISSION

ATLANTA, GEORGIA • SEPTEMBER, 1954

NOW... FOR TOMORROW

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RESOLUTION OF ADOPTION

THE GENERAL ASSEMBLY of the State of Georgia, by an act approved March 27, 1947, established a Metropolitan Planning District which includes all the territorial area of Fulton and DeKalb counties. The same law also established the Metropolitan Planning Commission as the planning authority for the district.

The fourteen-member Commission includes four members from the City of Atlanta, three members each from Fulton and DeKalb counties, the mayors of Atlanta and Decatur, the Chairman of the Board of Commissioners of Roads and Revenues of Fulton County, and the Commissioner of Roads and Revenues of DeKalb County.

The duty of the Metropolitan Planning Commission, as set forth in the law, is "to make, and from time to time, as it may deem proper, amend a master plan for the orderly growth and development of the district, and to furnish copies and recommend acceptance thereof to the counties and cities involved."

The Metropolitan Planning Commission was organized on May 30, 1947. Its staff was appointed and became operative as of January 1, 1949; since that time, the Commission has engaged in research, surveys, conferences, and detailed studies required for the background of the master plan and has developed from those data certain logical conclusions regarding the potential development of the metropolitan district.

The Commission's first report, *Metropolitan Atlanta: A Factual Inventory*, published in 1951, set forth the basic patterns of the district. The Commission's second report, *UP AHEAD: A Regional Land Use Plan for Metropolitan Atlanta*, published in February 1952, set forth trends and projected a general development pattern for the metropolitan area.

Public hearings were held in June 1952, as required by law, whereat the citizens of the district participated to a heartening degree that enabled the Commission to define more clearly the details of the then developing plan.

The planning proposals presented in this report, *NOW - FOR TOMORROW: A Master Planning Program for the DeKalb-Fulton Metropolitan Area*, have been carefully developed with the cooperation of many public and private agencies and organizations located and working in the area. These plans are broad in scope as they should be; the responsibility for detailed community planning rests with city and county agencies which also have responsibility for zoning and for subdivision control.

The legislative act creating the Metropolitan Planning Commission directs that the Commission's actions be advisory only, and that it submit its planning proposals to Fulton and DeKalb counties and the municipalities therein in the form of a recommendation only.

The resolution embodying this recommendation as adopted by the Metropolitan Planning Commission at its regular meeting on October 26, 1954, follows:

WHEREAS, the General Assembly of the State of Georgia by law has created the Metropolitan Planning Commission and has imposed on said Commission the responsibility of developing and of maintaining a master plan of the Metropolitan Planning District; and WHEREAS, the Metropolitan Planning Commission considers that its research, analyses, deliberations, and conclusions have been carefully and impartially developed, and are for the best interests of the future development of the Metropolitan Planning District; and WHEREAS, these conclusions and recommendations, as currently agreed on, are incorporated in the Commission's report titled *NOW - FOR TOMORROW*; therefore BE IT RESOLVED, that the Metropolitan Planning Commission hereby adopts its report *NOW - FOR TOMORROW* as a master planning program for the Metropolitan Planning District; and

BE IT FURTHER RESOLVED, that, in accordance with the legislative act, the Metropolitan Planning Commission hereby recommends acceptance of *NOW - FOR TOMORROW* "to the counties and cities involved" and also commends it to the many private enterprises and citizens whose activities and influence play such an important role in the development of the area.

Adopted October 26, 1954, by the Metropolitan Planning Commission.



ROBERT H. WHITE, *Chairman*

CONTENTS

ONE AND A QUARTER MILLION PEOPLE	5
LOOKING FORWARD	6
PLAN HIGHLIGHTS	8

PLANNING LAND USE	11
RESIDENTIAL AREAS	12
HOSPITALS	19
METROPOLITAN PARKS	20
INDUSTRIAL AREAS	24
COMMERCIAL AREAS	28
CENTRAL ATLANTA	32

PLANNING CIRCULATION	41
TRANSPORTATION POLICY NEEDS	42
TRAFFICWAYS	44
TRANSIT	52
TRUCKING	56
RAILROADS	58
AIRPORTS	60

CITY AND COUNTY PLANNING AGENCIES IN THE DEKALB-FULTON METROPOLITAN AREA AND THE YEAR OF THEIR ESTABLISHMENT:
MUNICIPAL PLANNING BOARD (1952)**; BOARD OF ADJUSTMENT (1952)**;
AVONDALE ESTATES PLANNING COMMISSION (1927); COLLEGE PARK ZONING
COMMISSION (1923); DEKALB COUNTY PLANNING COMMISSION (1943); DECA-
TUR CITY PLANNING COMMISSION (1929); EAST POINT ZONING AND PLANNING
COMMISSION (1939); HAPEVILLE ZONING COMMISSION AND APPEAL BOARD (1943);
DORAVILLE PLANNING BOARD (1954).

**The Atlanta City Planning Commission, established in 1921, and the Fulton County Planning Commission and Board of Zoning Appeals, established in 1939, were abolished in February 1952. Their place was taken by the joint Atlanta-Fulton County agencies, the Municipal Planning Board and the Board of Adjustment.

ILLUSTRATIONS

ONE AND A QUARTER MILLION PEOPLE

Southeast Region	4
Atlanta Region	9
Population Growth and Distribution	13

RESIDENTIAL

Residential Program Districts	15
Development Areas: The Radburn Plan	16
Mature Areas: Benefits of Trafficways	17
Renewal Areas: Plan for Rehabilitation	18

HOSPITALS

General Care Hospitals	19
----------------------------------	----

PARKS

West Fulton Park	21
Stone Mountain Park	22
Shallowford Park	23

INDUSTRIAL

Industrial District Plan	25
Fulton Industrial District	27

COMMERCIAL

Commercial Acreage	28
Decatur	29
East Point	30
Buckhead	31

CENTRAL ATLANTA

Land Use and Building Trends, 1953-70-80	32
Employment Trends, 1953-70-80	33
Retail and Office Space, 1953 and 1980	34
Accumulation of Automobiles	36
Central Atlanta Plan	39
An Atlanta Panorama	39

TRANSPORTATION POLICY NEEDS

Traffic Trends, 1920-1980	42
Effect on Community Expenditures of 3 Alternative Policies on Transportation	43

TRAFFICWAYS

Traffic Flow Pattern	44
Trafficways Objectives	45
Facsimile Map of Trafficways Plan	47
Comparison of Major Streets, Limited Access Boulevards, and Expressways	48-49
Cross Sections	50
Staged Development of Limited Access Boulevard	51

TRANSIT

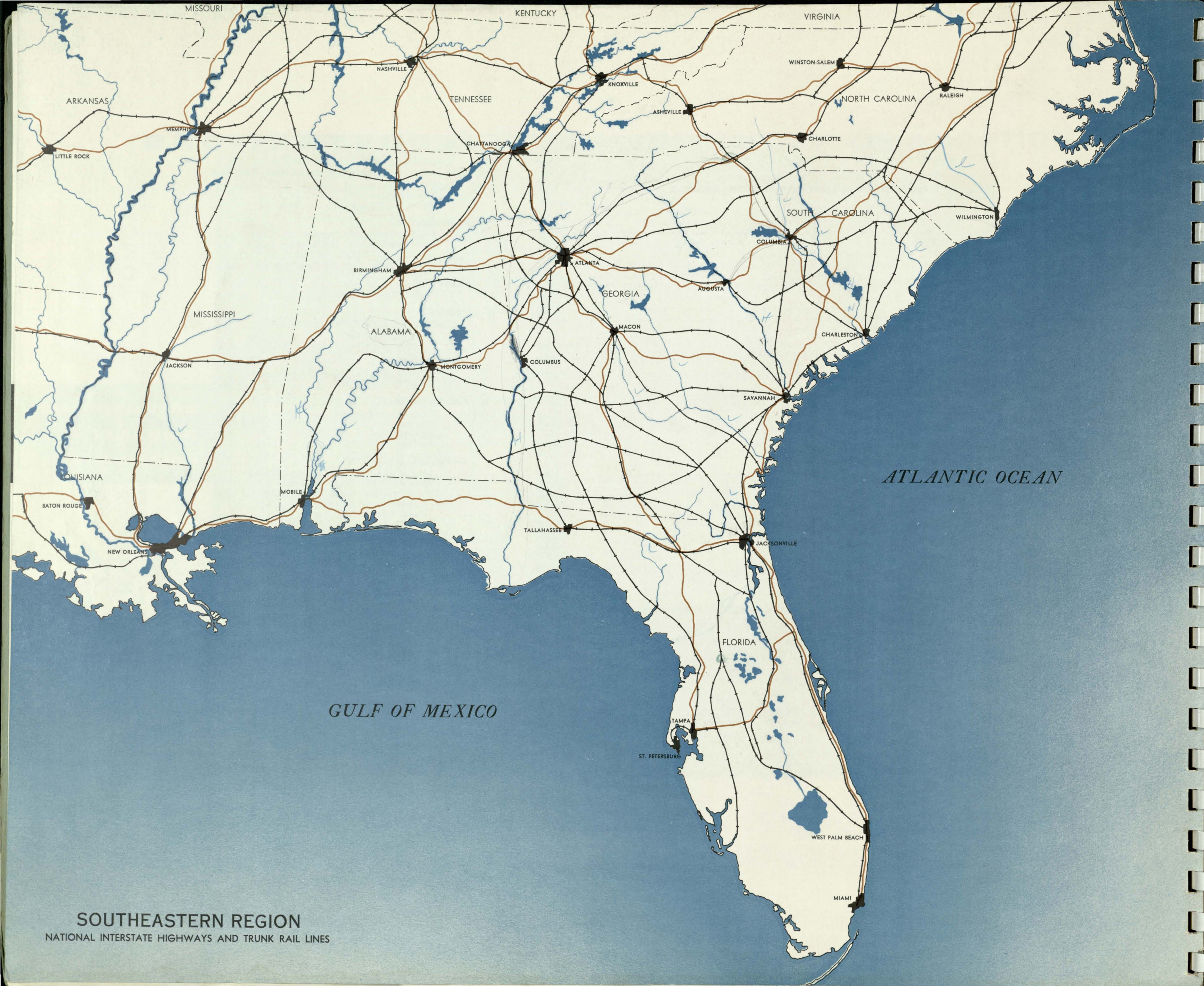
Existing Transit Routes	53
Expressway Transit Stop	54
Express Transit Plan	55

TRUCKING

Motor Transport Plan	57
--------------------------------	----

RAILROADS

Railroad Facilities	59
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SOUTHEASTERN REGION
NATIONAL INTERSTATE HIGHWAYS AND TRUNK RAIL LINES

FOR TOMORROW

1 1/4 MILLION PEOPLE

NOW...

Today 800,000 people live in metropolitan Atlanta—DeKalb, Fulton, Cobb, and Clayton counties. By 1980 another half million will live here . . . thousands of new homes, twice as many children in the schools, three times as many cars on the streets, more riders on the busses, hundreds of new stores and industries, and comparable increases in every phase of life and economy.

How are we going to take care of this growth? How can we provide living space and services to accommodate as many more people as there are now in the Birmingham, Alabama, area? Or Columbus, Ohio? Or Denver, Colorado? How can we make the best and most economic use of every parcel of land? How can we provide for the most efficient movement of goods and people? The answers must come from you — the citizen — from the organizations in which you work, from your local government, and from private enterprise. This report, dealing with the DeKalb-Fulton part of the metropolitan community, is designed to help.

● LOOKING FORWARD

● PLAN HIGHLIGHTS

Economic outlook and upward trends in population suggest next steps toward orderly community development.

The future of the Atlanta metropolitan area is tied to that of the southeastern region. The Southeast has made rapid economic strides in recent years. New industry has moved in on a large scale. Agriculture is taking on new vitality as size of farms increases and single-crop farming becomes a practice of the past.

Along with these improvements has come a drastic reshuffling of the region's population. Between 1940 and 1950, several million people left the South's farms. Most of them landed in the towns and cities of the region. High birth rates are now an urban and suburban rather than a strictly rural phenomenon. In 1953 the United States had the largest crop of babies in its history. They were born predominantly in urban areas.

Due primarily to these two factors—migration from farms to cities, and an increased urban birth rate—the southeastern region's metropolitan population grew twice as fast from 1940 to 1950 as did the metropolitan population of the non-South.

As these trends continue, the Atlanta metropolitan area, more than any other in the Southeast, will feel their maximum impact. It is the center of transportation, communications, commerce, and culture for the entire region. Every economic improvement within the region will have some direct effect upon this community's well-being. New industries, increased urbanization, high birth rates, and the influence of increased prosperity in other parts of the region will, in the next twenty-five years, push the local metropolitan area's population as high as, or well above, the one and a quarter million now anticipated.

The local economy is extraordinarily diverse. This area has developed as a regional center of finance, government, education, retail trade, wholesaling, and distribution. It also is the largest center of manufacturing employment in the Southeast. Furthermore, its manufacturing is mainly processing and assembly rather than heavy industry involving conversion of raw materials. This economic pattern has several major implications:

1. There is a better-than-average stability in metropolitan Atlanta's economic life. We are not subjected to the sharp seasonal booms and slumps which sometimes cripple an area with a one-industry economy.

2. Large volumes of "outside" traffic come into the metropolitan community every day. Cars, busses, trains, and planes bring people from several hundred miles to shop or do business here. In addition, large numbers of people living in nearby counties work in our industrial plants, particularly those located in the fringe areas.
3. Industrial establishments have the opportunity to locate in large outlying districts, there being little necessity for a single concentration as if, for instance, all industries had the same location requirements.
4. Problems of smoke, odors, and industrial noises are minimal as compared with urban centers having a high proportion of heavy industry.

Future economic developments will resemble the established pattern and will be accompanied by a steady rise in employment opportunities. Total employment in the metropolitan area is expected to reach 491,000 by 1980.

The physical layout and terrain of the local area invite orderly community development. There are no major physical obstructions to expansion in any direction. The ridges

and valleys can provide protection of one type of land use from another and make it feasible to construct grade separations of major street, expressway, and railroad intersections.

The timing of its growth is another factor which makes metropolitan Atlanta a favored urban center. Real growth has come at a time of great mobility, both of people and of industry, and the greatest growth is yet to come. There is a real opportunity to develop patterns of living, working, and playing that were not possible in the late Nineteenth Century when most of America's larger cities grew into big-ness. There is no need to crowd hundreds of thousands of people into a congested central area. Rather, we can find ample living space out in the green countryside, thus combining the social advantages of living in a small town with the economic and cultural advantages of being part of a large urban center.

Such dispersal, sometimes called the "flight to the suburbs," is taking place in all metropolitan areas today. But only in the newer ones, those just beginning to grow, can the suburban population locate around a central core which itself is not greatly overcrowded.

ATLANTA METROPOLITAN AREA POPULATION: 1890-1980

(DeKalb, Fulton, Cobb and Clayton Counties, Georgia)

Year	Population	10-Year Increase	Percent Increase
1890	147,748
1900	189,023	41,275	27.9
1910	262,577	73,554	38.9
1920	336,847	74,270	28.3
1930	451,166	114,319	33.9
1940	529,755	78,589	17.4
1950	694,669	164,914	31.1
1960	865,465	170,796	24.6
1970	1,042,524	177,059	20.5
1980	1,254,960	212,436	20.4

Source: *Revision of Population Forecasts, Atlanta Metropolitan Area and Fulton-DeKalb Development Area*, Metropolitan Planning Commission, Atlanta, April 1953, mimeographed.

ATLANTA METROPOLITAN AREA EMPLOYMENT BY INDUSTRY GROUPS: 1940-1980

(DeKalb, Fulton, Cobb, and Clayton Counties, Georgia)

Industry Group	Actual		Projected			Percent Change 1951-1980
	1940	1951	1960	1970	1980	
Agriculture ¹ . .	11,400	9,800	9,000	8,200	7,600	-22
Contract construction . .	12,100	18,300	20,700	25,200	29,300	+60
Manufacturing . .	33,400	62,200	72,900	92,700	115,200	+85
Transportation, communication & public utilities	18,000	30,100	33,700	40,200	46,500	+54
Wholesale trade .	14,100	29,000	32,600	39,200	45,300	+56
Retail trade . .	35,100	45,400	51,800	64,100	76,000	+67
Finance, insurance & real estate .	9,800	15,000	17,000	20,900	24,200	+61
Professional and related services	7,900	12,000	13,700	17,600	21,300	+78
Business & per- sonal services ² .	45,600	41,600	47,700	59,900	71,200	+71
Government ³ . .	17,100	38,700	43,100	49,100	54,700	+41
Total	204,500	302,100	342,200	417,100	491,300	+63

¹ Also includes minor number of employees in forestry and mining.

² Includes domestic service and miscellaneous employment.

³ Includes civilian and military.

Source: *Economic Supplement to the Regional Land Use Plan*, Atlanta, Georgia, Metropolitan Planning Commission, July 1952, p. 84 as revised.

TODAY'S PROBLEMS

Our community has unlimited opportunity for growth. If some of today's more pressing problems go unsolved, however, future growth may be a liability instead of an asset.

Streets laid out for the streetcar age lead to and from the central business district. It is almost impossible for cars to move crosstown without going through the center of Atlanta. Traffic congestion is an every-day frustration. Traffic volumes far exceed street capacity at many points, yet the number of cars using our streets is increasing at the rate of some 20,000 a year.

Many stores are strung in ribbon-like fashion along either side of the more heavily travelled streets. Employees, delivery trucks, and shoppers park on the curbs taking up space sorely needed for moving traffic.

Some twenty-two percent of the community's citizens live in housing far below acceptable American standards. Slum housing encircles the central business district, depreciating property values and choking commercial expansion. Many other people live in neighborhoods which are beginning to feel the effects of blighting influences, influences which creep in so gradually as to be almost imperceptible until they have gained a strong foothold.

Industry, so important to the community's economic life, is sometimes treated like a stepchild. Too often it is crowded in by residences and hampered by narrow streets and traffic congestion. In fact, there are many instances where land has been used for mixed and conflicting purposes, making unhappy neighbors of land users which are basically incompatible. Such land use practices will, in the long run, be a detriment to the community at large.

Growth is costly. Water, sewerage, and other utilities must be expanded to serve the present population. Many services have not kept pace with population increases. There are too few schools and too few parks.

The flight to the suburbs which offers so many opportunities also creates additional problems. Not only must downtown streets be improved to carry increased traffic loads, but miles and miles of new streets and highways must be constructed to bring people from longer distances into and out of the central business district.

Not only must existing water and sewer facilities be expanded, but the lines and mains must also be extended to serve the outlying areas. And as the community spreads out

it becomes more difficult to have good, economically sound transit service.

The complexity of these problems is the greater because they spill over municipal and county boundary lines, and require inter-governmental cooperation for their solution. No longer is the job of local government administration a simple one. Every day brings new demands on the city and county governments.

COMMUNITY RESOURCES

At first it appears discouraging that a community with so many endowments faces problems of such magnitude and complexity. But there is special cause for optimism — for faith that solutions will be found and will be applied in time.

First, this is a planning community. We have the habit of applying a common-sense American practice to the problems of urban growth — the practice of looking ahead, not leaving the future to chance. City and county planning agencies help analyze the problems and present sound technical solutions. In addition, the Metropolitan Planning Commission is continuously looking at the community as a whole, analyzing its potentialities, and recommending solutions for those problems that extend across the twenty-one local government boundaries in the DeKalb-Fulton area.

Secondly, the people of this community have a wide range and variety of competences, of skills, and of interests. Here are outstanding leaders in every field of endeavor — commerce and industry, law and medicine, arts and science, education and government. Given an opportunity, this wealth of human talents can form a team to solve community problems. It should be a constant challenge to the people of a large and growing metropolitan area to find ways in which each individual can identify himself with community goals and participate in programs which will lead to their achievement.

The work of the planning agencies is essential if the look ahead is to be realistic. The planners can give a clear picture of potentialities, and identify feasible courses of action. But in our free and democratic society the technical studies and judgments are only one part of the job of community development. The other essential ingredient is the citizen. It is he who decides what the future will be, what alternatives will be selected. He is the decision maker, the one who determines whether the plans will be implemented or filed away.

ZONING

Zoning, the means by which a community regulates the use of land and buildings, the height or bulk of buildings, the proportion of lot that may be covered by them, and the density of population, is generally recognized as an important function of local government. A most serious problem has been the lack of a comprehensive land-use plan to guide local zoning operations. Recently considerable progress has been made toward improvement of zoning, notably in the City of Atlanta and in unincorporated Fulton County. DeKalb County also has taken some initial steps toward improved zoning.

Good zoning is an essential tool for orderly community development. It enables the community to anticipate the uses to which land will be put and the maximum number of people who will live in a given residential area, and thus to make the most economic provision for sewers, water mains, utilities, schools, and parks, etc. It is the best available insurance to the individual that the residential character of his neighborhood will be preserved and his property values protected.

Most of the twenty-one political subdivisions of the DeKalb-Fulton metropolitan community are covered by zoning regulations of one kind or another. But there is real need to modernize these regulations and to make certain that they are reasonable and realistic in terms of present day needs. The Commission therefore urges

- . . . each local government to take a new look at its zoning regulations and procedures — to make certain they are based on an over-all land-use plan and are adequate to meet the unprecedented changes taking place in our urban living pattern.
- . . . the Georgia General Assembly to enact such legislation as may be required to enable the local governments to adopt adequate zoning ordinances and to exercise the zoning function properly.
- . . . citizens in general, through the neighborhood civic associations, to study the objectives of zoning, to participate in the formulation of provisions which will affect their homes and their businesses, and to support planned shopping, industrial, and apartment areas to the end that "ribbon" zoning and "spot" zoning will be halted.

PLAN HIGHLIGHTS

The 1954 metropolitan development plan appears in summary on Map 1 in the back pocket of this report. The map identifies the lands which should be reserved for homes, for industry, for commerce, for metropolitan parks, and for other major land uses. It shows a space relationship of these land uses that enables them to complement rather than conflict with each other. It shows a pattern of highways and streets which can tie the several parts of the community together and, at the same time, keep heavy automobile and truck traffic out of residential areas.

The several sections of this report deal individually with each of the land use and transportation proposals. Major emphasis throughout is on those steps which should be taken *Now — For Tomorrow*. The more urgent proposals are highlighted here.

RESIDENTIAL AREAS

Three types of residential area programs are of almost equal urgency and importance:

1. Design and zoning for newly-developing suburbs which will make them good, stable neighborhoods.
2. Redevelopment and rehabilitation programs to bring old neighborhoods up to standard.
3. Protection programs to recapture and retain the liveability of well-established neighborhoods.

Progress has been made on the first two types of programs. More needs to be done. Most neglected is the third type of program. Both civic and governmental interest in residential areas has been directed toward either the new or the substandard. Meanwhile, the bulk of the residences — those covering the greatest expanse of land, housing a majority of the people, and representing the most substantial residential investments — are deteriorating. Many are beginning to feel the blighting effects of heavy traffic on residential streets, conversion of single-family homes into apartments, and encroachments of business and industry. If something isn't done to reverse present trends, these will be "day after tomorrow's" slums. Imagination, leadership, and new techniques of citizen-government cooperation will be required. The Commission strongly urges civic associations to develop effective improvement programs. It further urges the local governments to provide needed technical assistance, to develop appropriate zoning and other governmental controls, and to use approved neighborhood plans as a guide to public improvement programs.

HOSPITALS

A general care hospital is needed to serve DeKalb County. The demands for general care facilities in south Fulton County deserve special study.

Even more urgent are local hospital facilities for patients requiring treatment outside the general care field: psychiatric and pediatric cases, tubercular patients, the chronically ill, and others. The Commission recommends creation of a health and hospital planning council, broadly representative of community health interests, to supervise the highly technical studies on which decisions with respect to such special care facilities must be made.

METROPOLITAN PARKS

As the community approaches a one million population, made up primarily of in-door workers, deficits in park and recreation facilities can become a serious detriment to wholesome and healthful community living. The Commission strongly recommends five large metropolitan parks to supplement community and neighborhood parks and playgrounds.

Each of the five park areas is of sufficient size and natural characteristics to provide a wide variety of facilities needed by large segments of the metropolitan population. Each has its own unique development possibilities.

Detailed design, construction, and equipment of the metropolitan parks should be staged over a period of years. It is of utmost importance, however, to reserve the necessary land *now*, while it still is in large, undeveloped parcels. At the present rate of subdivision, these lands are not likely to be available even five years from now.

INDUSTRIAL AREAS

Zoning to protect potential industrial lands from residential and commercial encroachment is a major need. A limited number of outlying districts which can be served by rail, highway, and utilities have been identified as prime industrial land. These are sufficient only to meet our industrial expansion needs for the next fifteen years. At the present rate of residential growth, however, these lands may not remain available unless they are zoned exclusively for industry.

A second important need is to program utility expansions and street and highway improvements realistically in terms of future as well as of present industrial requirements. The rate of industrial development depends, first of all, upon site availability. Raw land only becomes an industrial site, however, when the required utilities and services are present. These call for large capital outlays. Too often the programming of these capital outlays and plans for industrial development proceed independently. This problem calls for a high degree of cooperation among private, public, and inter-departmental interests.

While the larger proportion of new industries will locate in outlying districts, some manufacturing concerns will require close-in sites. The answer to demands for such industrial sites may lie in redevelopment of older areas. Small land parcels in many ownerships must be assembled. Streets built for residential use must be widened, improved, even redesigned, to carry industrial and commercial traffic. Utilities must be expanded. Local government initiative is needed to accelerate efforts to redevelop these areas.

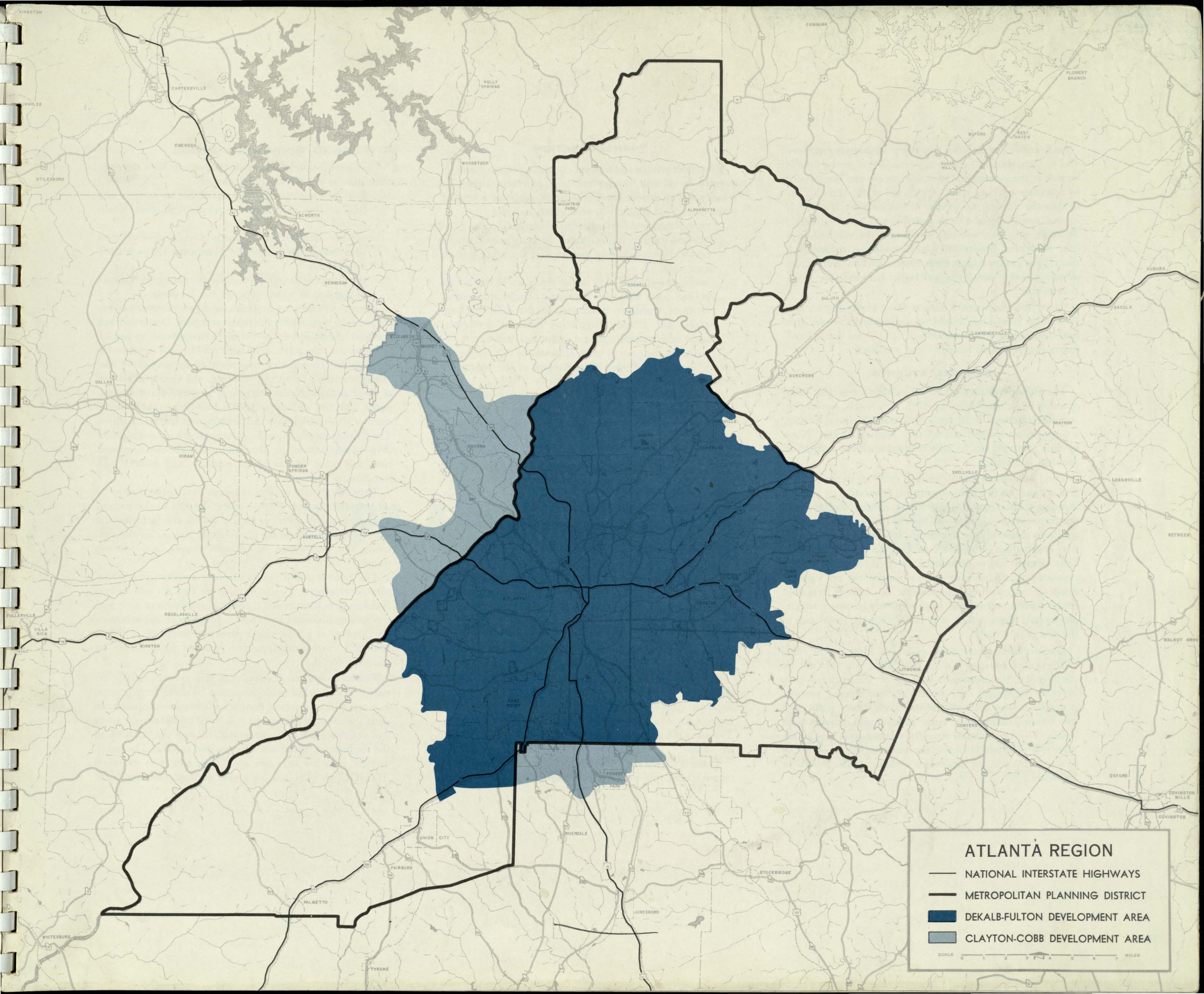
COMMERCIAL AREAS

Almost everyone wants shopping services within a convenient distance. Citizen protests, however, have arisen from fear that a shopping center will be a dangerous and undesirable neighbor. This fear is understandable in view of the large number of ribbon-type commercial developments with their attendant traffic congestion and safety hazards.

The metropolitan plan proposals apply to that part of DeKalb and Fulton counties likely to become urbanized within the next twenty-five years. This 300 square mile area, the "1980 Development Area," is shown in darker blue on the facing map.¹

Within this urban core the population will increase from 660,000 now to at least one million people by 1980. Substantial increases are also expected for the smaller outlying towns in the two counties: Roswell, Alpharetta, Fairburn, Union City, Palmetto, and Lithonia. But it is not anticipated that these towns will be a contiguous part of the urban area built around the county seats of Decatur and Atlanta.

¹ The 1980 urban area proper extends into parts of Cobb and Clayton counties, as shown in lighter blue on the map. These two counties are not, however, a part of the official "metropolitan planning district," established by the Georgia General Assembly. The metropolitan planning proposals are limited by legislation to DeKalb and Fulton counties.



Such conditions are not necessary at shopping centers. The modern shopping center is a grouping of stores, usually located at the intersection of major streets, and surrounded by adequate parking areas. Additional traffic lanes accommodate the turning movements of automobiles. If properly located and designed, the shopping center can be a highly desirable neighbor, one which enhances the value of adjacent residential properties. The Commission recommends that citizen groups inform themselves in greater detail about shopping center standards and insist that desirable standards be met.

Older business districts, such as Decatur, Buckhead, East Point, and West End, should be modernized in order that new commercial developments will not by-pass them. Leadership is available to remedy these problems.

CENTRAL ATLANTA

The 1980 prospects for Central Atlanta are bright: office space up 62%, retail space up 41%, new hotels, convention and entertainment facilities, a University-Cultural Center, a Government Center, and a Grady Medical Center. None of these prospects can be fully realized until the congestion problem is solved.

The Commission recommends as essential steps: completion of the north-south downtown connector to remove through traffic from the downtown streets; location and protection of the right-of-way for the east-west expressway; additions to the supply of close-in, off-street parking facilities; elimination of on-street parking in the central area; more efficient use of downtown streets through improved, expanded transit service; greater restrictions on loading, stopping, and turning movements on heavily travelled transit streets; substantial improvements to many streets, particularly those which will carry vehicles from and to the new expressways.

One neglected factor needs emphasis. Most people come to the central business district by vehicle, but they are ineffective in the downtown scheme of things until they become pedestrians. Yet pedestrian movements are impeded by narrow sidewalks, obstructions, heavy traffic, and cars crossing sidewalks to enter parking and drive-in businesses. The Commission strongly recommends a sidewalk plan and program to enable the long-forgotten pedestrian to move about in the downtown without undue hazard or irritation.

TRANSPORTATION

Movement within and around the metropolitan area frequently is difficult, hazardous, and painfully slow. To remedy this situation, the Commission proposes a unified major street and highway system which includes:

- . . . *expressways* and *limited access boulevards* to carry the heaviest traffic volumes quickly and safely over considerable distances within and around the metropolitan area; and
- . . . *major streets* which will connect all parts of the metropolitan area with the expressway-boulevard system, facilitate crosstown movement in the older built-up areas, and provide circulation between residential areas and commercial and industrial subcenters.

The circulation pattern to be achieved by this trafficways system appears on Pocket Map 2. Most of the routes are shown only in their general locations.

It is important that the job of determining precise locations begin immediately, especially where routes pass through open land ripe for subdivision. This is particularly true of the boulevard routes which are really bargain-priced expressways. Wide rights-of-way could be reserved for these routes by prompt action, with the result that when the routes are constructed it will be possible to secure limitation of access necessary for safe, high-speed, high-capacity routes. Once an area is built up, this can only be done by the relatively more expensive acquisition and demolition of structures, depression of roadway, overpassing and underpassing of cross streets which is characteristic of the full expressway.

Once the right-of-way is determined it can be acquired through dedication by the subdivider or by purchase. Where construction of the route is not imminent, up-to-date legislation is needed to empower the local governments to map street lines and prevent erection of permanent buildings within the right-of-way. Swift action on this much-needed legislation will mean better streets and highways for less tax money in the days ahead.

Obtaining additional street capacity by building modern roads when and where needed is only one of several ways to improve circulation throughout the metropolitan area. Equally important is making the most efficient use of streets. Transit is the most efficient street user by a ratio of at least ten to one.

There is urgent need for more widespread recognition of transit's vital role in the future development of the area.

A Guide to Community Action

The Commission recommends the metropolitan development plan as a guide to the actions of

- . . . local government agencies responsible for services and facilities that affect land use and the regulations which control it.
- . . . private industrialists, business men, and developers who change the face of the community through their investments.
- . . . the public at large which alone can create the climate of opinion in which progress can be made.

There are three ways in which *local governments* can implement the metropolitan development plan. One is through political leadership; the power of elected officials to inspire action toward the solution of local problems. The second is through the coordinated operation of departmental programs according to an over-all plan: the timely extension of water and sewer lines, the proper location of new schools, parks, libraries and other public buildings, the improvement of streets, highways and bridges, and similar facilities. The third is through specific control programs: zoning, subdivision regulations, building permits, right-of-way protection, and other devices which maintain and protect high standards of land use.

Thus the general pattern of urban development must be set by public action. *Private enterprise* fills in the pattern almost exclusively. Private capital builds the factories, the stores, the houses, and the churches. It also builds the railroads, the warehouses and freight depots, and finances transit.

The *general public* makes ultimate decisions in community development. Public opinion in DeKalb and Fulton counties is well expressed through a multitude of civic and service organizations, each with a program of improvement for the area as a whole or a particular sector of it. These informed citizen organizations generate local action on many problems.

The metropolitan development plan is intentionally designed as a working guide for action by these three groups. It is more like a series of sketches and suggested procedures than a set of blue prints, but it is based on exhaustive study and collaboration. The proposals, though not detailed in the engineering sense, are concrete and specific. The development plan has only one aim. That aim is to stimulate ACTION. A plan has no means of implementing itself.

FOR TOMORROW

PLANNING LAND USE

NOW...

How can we make the best and most economic use of every parcel of land in our community? How can we avoid the traffic congestion, slum housing, and economic blight that result from uncoordinated development? How can each developer make his decisions in the light of the total pattern of community growth? The answer is an over-all plan for land use.

The Development Plan (Pocket Map 1) lays out a pattern of compatible land uses for tomorrow's community . . . homes in safe, attractive neighborhoods; modern industrial districts, designed for efficient production; hospitals, parks, railroads, shopping centers and other community facilities, located to meet our needs; and broad expressways and boulevards tying these areas together. This kind of community will not just happen. The following chapters outline the steps which must be taken.

- RESIDENTIAL
- HOSPITALS
- PARKS
- INDUSTRIAL
- COMMERCIAL
- CENTRAL ATLANTA

A good community is, above all, a good place to live. We need an over-all program to assure decent housing in sound neighborhoods.

By 1980 at least one million people will live within a radius of roughly ten miles from Five Points in downtown Atlanta. Their homes and neighborhood facilities — schools, playgrounds, etc. — will occupy the largest proportion of the developed land in the metropolitan community, taking up more space than industry, commerce, expressways, and all other major land uses put together.

Suburban-type residential development will extend beyond Sandy Springs and Dunwoody on the north, Tucker and Stone Mountain on the east, Panthersville on the south-east, and Red Oak on the southwest.

The Development Plan (Pocket Map 1) identifies land suitable to meet the residential space requirements of the anticipated 1980 population. Major considerations in determining suitability of land for residential purposes include over-all population trends, site, topography, drainage, present building trends, community groupings, present housing supply, economic feasibility, existing investments in schools, roads, and other public facilities. Careful study has been given to the relationship of the proposed residential areas to other parts of the Development Plan — expressways and major streets, industry and business, transit, parks, and other land uses.

The design for residential neighborhoods as shown on the Development Plan map is generalized. It does not detail the future location of single-family homes, duplexes, or apartments. It does not specify the height or bulk of buildings, the size of lots or yards and other open spaces. The city and county planning commissions are responsible for these and other detailed zoning studies and recommendations.

The Development Plan map is intended to show what land should be reserved for residential use, how the residential areas can be related in space to other major land uses, and to establish as a community goal the development of an orderly network of healthy, interdependent neighborhoods and communities, both separated and tied together by a system of arterial highways.

CHANGING PATTERNS OF LIVING

Residential zoning should and undoubtedly will be guided to a large extent by the living habits of the community. Current trends in local residential development, therefore, provide some insight into what the future pattern may be. Some of these trends will have to be reversed if the community goal is to be reached.

Briefly, the present residential pattern is one of relatively low densities with generous land area per family, 360-degree growth outward from the central area, and the contradictions of suburban sprawl and downtown concentrations.¹

The fastest rate of growth is in the suburbs. The net gain in dwelling units in the DeKalb-Fulton area between 1940 and 1950 was 44,252. Seventy-five percent of the gain was outside the 37-square-mile area which, in 1950, was the City of Atlanta. This suburban growth to date is largely a white phenomenon. Negroes, lacking open space for expansion, continue to concentrate at high densities in the old neighborhoods surrounding the downtown business district.

Recent residential construction has been spectacular. As of September 30, 1954, there were approximately 212,442 dwelling units in the two-county area, a net gain of 37,300 units (21.3%) in the four and one-half year period since the 1950 Census.

Residences in the metropolitan community exhibit a wide range of dwelling types: from the low density estate to the high density tower apartment, the latter being a relative newcomer to the local scene. The single-family, owner-occupied dwelling is the predominant type. A majority of us live in single-family units, and almost half of us own our own homes.²

Although the proportion of duplexes and three-to-four family units is decreasing, there have been substantial increases in the number of dwelling units in structures accommodating from five to 19 families — the typical garden-type apartment development. Public housing units for low-income families are 3.4 percent of the total. Two new public housing projects, with a combined total of 1,510 units, are now under construction.

¹ The present pattern of residential living has been detailed in previous publications. See *Up Ahead: A Regional Land Use Plan for Metropolitan Atlanta*, Metropolitan Planning Commission, Atlanta, 1952, pp. 35-39; and *Metropolitan Atlanta: A Factual Inventory*, Metropolitan Planning Commission, Atlanta, 1951, pp. 14, 28, 29, 30, 31.

Population densities range from a high of 38 persons per gross acre in the Auburn Avenue section to as low as .2 persons per acre in outlying sections where much of the land still is vacant.

WHERE PEOPLE WILL LIVE

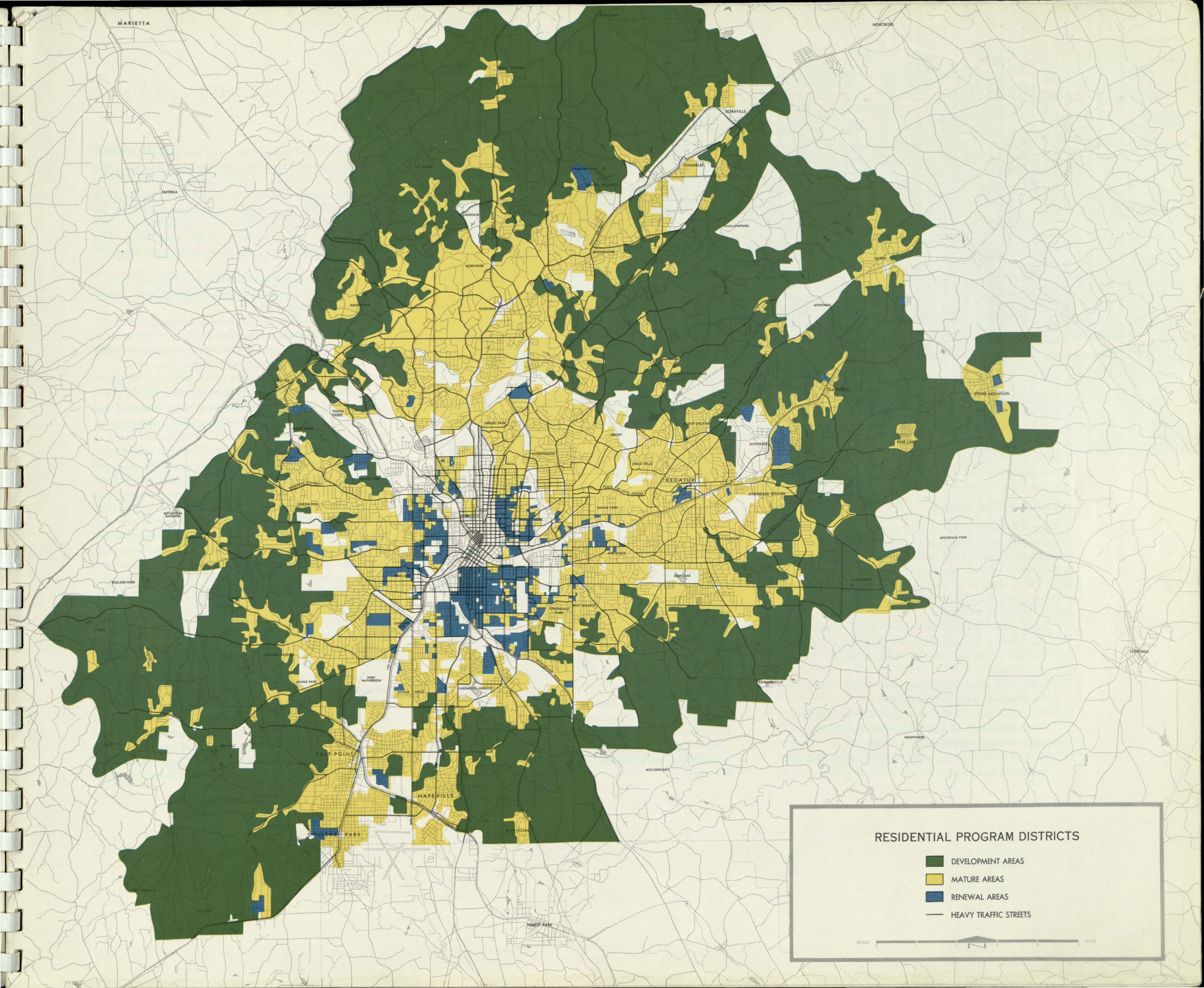
In the absence of physical barriers, residential growth has tended to fan out in all directions. There are no major mountains, or lakes, or rivers, or swamps impeding the growth. With an abundance of land on every side and with continued improvement in transportation, there is every reason to believe that a majority of the population will continue to seek dwellings with open space, trees, and privacy.

Based on this premise, the general pattern of 1980 population densities will resemble that of the present. Highest densities will be found in the areas surrounding the Atlanta central business district. Moderately high densities also will be found in the Tri-Cities to the south and in Decatur and Avondale Estates to the east. Densities will become lower as the periphery of the urbanized area is reached, modified to some extent by the continued development of garden-type apartments in outlying areas. These apartment locations can and should be coordinated with transit route planning through zoning.

The probable residential distribution of the expected one million people is shown on the opposite page. The Commission has assumed that public policy with respect to the provision of services and utilities will guide an orderly distribution of population among the several sectors of the metropolitan community. The 1950 estimates and the 1980 forecasts of population for each area are shown by bar graphs on the map itself.

These population data point to continuation of two significant trends. First, it is expected that growth of resident population in the suburbs will continue at a very rapid rate. Neighborhoods and communities which in 1950 had only a few hundred or thousand people will contain as many as 10,000 to 20,000 in the future. Secondly, declines in population are expected in some of the central areas. These will result from the change-over of lands from residential to other types of land use, primarily commercial and industrial.

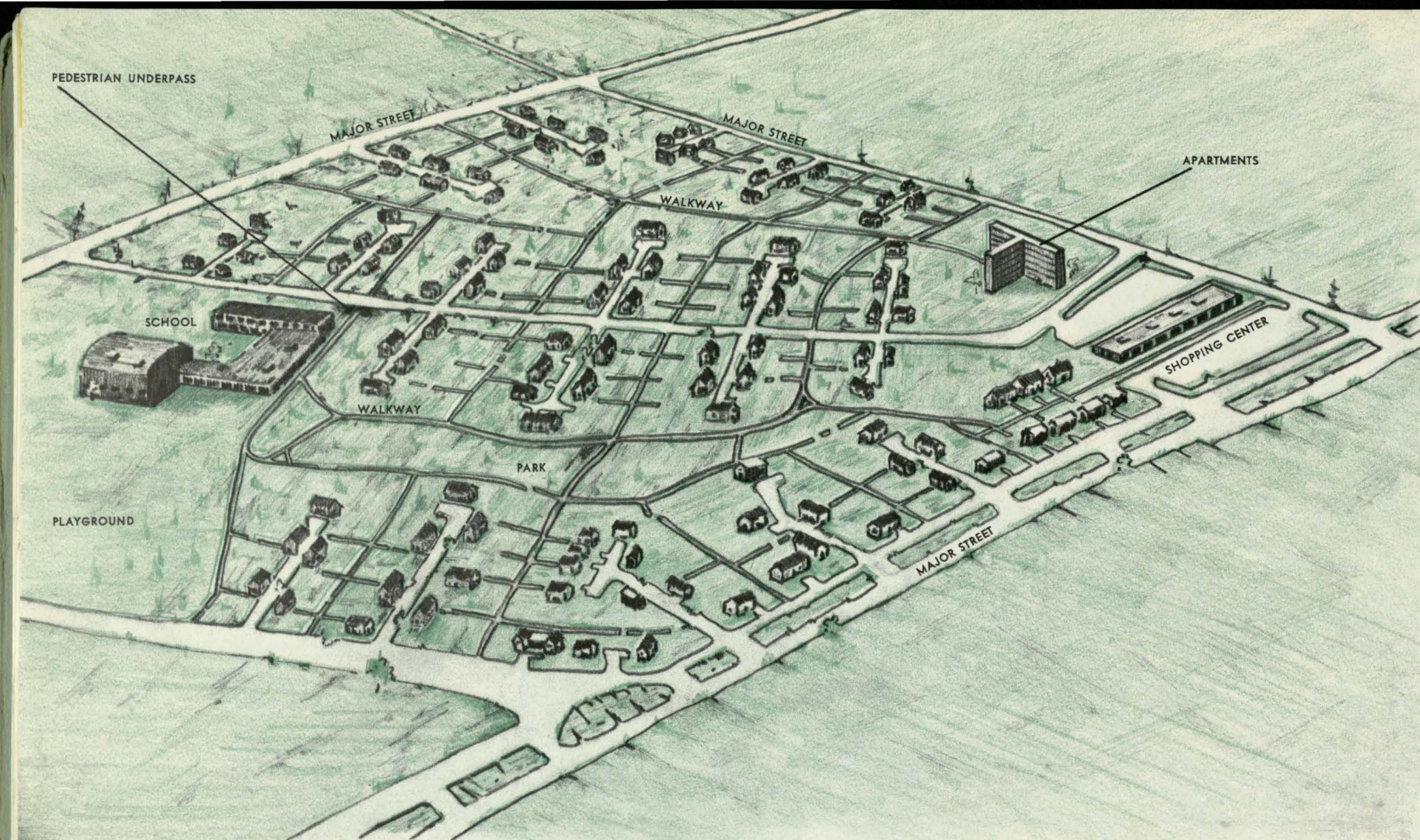
² During the 1940 to 1950 decade, single-family units increased from 52 percent of the total to 55 percent. During the same period owner-occupied units increased from 32 to 48 percent of the total.



RESIDENTIAL PROGRAM DISTRICTS

- DEVELOPMENT AREAS
- MATURE AREAS
- RENEWAL AREAS
- HEAVY TRAFFIC STREETS

SCALE 0 1 2 3 4 5 MILES



Development Areas

Some 100 square miles of land proposed for residential use is largely undeveloped at the present time. The street pattern and neighborhood design have not been set. There is no burden of past mistakes to impede sound development. Here, then, is an opportunity to start from scratch to create good, stable residential neighborhoods, each meeting the following standards:

- . . . large enough to support an elementary school;
- . . . bounded on all sides by arterial streets of sufficient capacity to permit through traffic to bypass the residential streets;
- . . . with good subdivision design and layout conforming to an overall neighborhood plan;
- . . . with residences facing away from the arterial streets;
- . . . with adequate park and playground facilities;
- . . . with adequate utilities and services;
- . . . convenient to schools, shopping, churches, and community centers.

These are well-established principles for the development of residential land. Too often, however, we merely pay lip service to them and allow new neighborhoods to develop to the contrary.

The sketch appearing on this page shows how one neighborhood — Radburn, New Jersey — was built for long-time stability according to these principles. In Radburn, children go safely to and from school without crossing heavy traffic. There is ample park and playground space. Pedestrian trafficways make for safe, convenient access to transit and the local shopping area. No commercial or industrial activity invades the neighborhood interior. Neighborhoods like this are good places to live and raise a family.

Few, if any, of our future neighborhoods will look exactly like Radburn. The design will vary according to topography and other local considerations. Regardless of the particular design, however, the same basic characteristics can be built into our new neighborhoods if we plan them from the start.

A neighborhood design must take into consideration existing and proposed land use, surrounding street and highway patterns, circulation of pedestrians and vehicles within the neighborhood — between home and schools, shops, community facilities, etc. — as well as external circulation between neighborhoods and from the neighborhood to the central district and other areas of the community. The major tools for developing and maintaining good neighborhoods are:

- . . . strict land-use zoning according to an over-all plan;
- . . . right-of-way protection maps, showing future major streets and highways;
- . . . strict application of a reasonable building code;
- . . . modern subdivision regulations;
- . . . deed covenants, setting development standards which supplement the zoning ordinance;
- . . . proper location of schools, parks, and other neighborhood facilities in anticipation of the need for them.

Some of these tools must be made more effective. For example, in many parts of the metropolitan community we need up-to-date zoning and subdivision regulations based on a comprehensive land-use plan. We also need agreed-upon major street plans with the necessary authority (mapped streets legislation) to establish and hold right-of-way lines.

Even more important perhaps is the need for neighborhood planning. Subdivision developers are by far the most powerful groups in determining the character of new residential areas. They literally set much of the street pattern for decades to come. Fortunately, most of the local subdividers and developers are well aware that good layout and design are essential to the livability of a residential area. A number of subdivisions developed in the past decade testify to this fact. Generally, however, a neighborhood is made up of a number of subdivisions. And no matter how carefully and wisely one of the subdivisions is planned, it cannot, by itself, withstand adverse influences affecting the neighborhood as a whole.

This should be a challenge to each local government: to initiate and to coordinate with all operating departments a general neighborhood plan for each area when need for developing any part of the land arises. The neighborhood plan can provide an over-all framework enabling each subdivider to fit his development into its surroundings. It can also earmark appropriate land for shopping, school, park, and other facilities.

Mature Areas

Approximately 60 percent of our present housing is located in mature, well-established neighborhoods which are beginning to feel the effects of some blighting influences. Almost all of the housing in these mature areas is structurally sound. With proper maintenance, it can last for many years to come. However, the quality of these neighborhoods cannot be stabilized and maintained without a positive and aggressive program of action against the continuing threat of blight. This is a crucial problem, which to date has been almost totally neglected.

Even a cursory appraisal reveals that each of the mature neighborhoods is being invaded by one or more of the following forces of blight:

- . . . heavy traffic through the residential area
- . . . residential property facing on a major street
- . . . encroachment of commercial and industrial land uses
- . . . noise, smoke, or odors
- . . . old age and poor maintenance of some of the housing
- . . . high proportion of single-family residences converted to apartments, resulting in increases of population density
- . . . inadequate facilities (such as schools, parks, water, sewer, etc.)
- . . . instability in economic or racial composition of the population

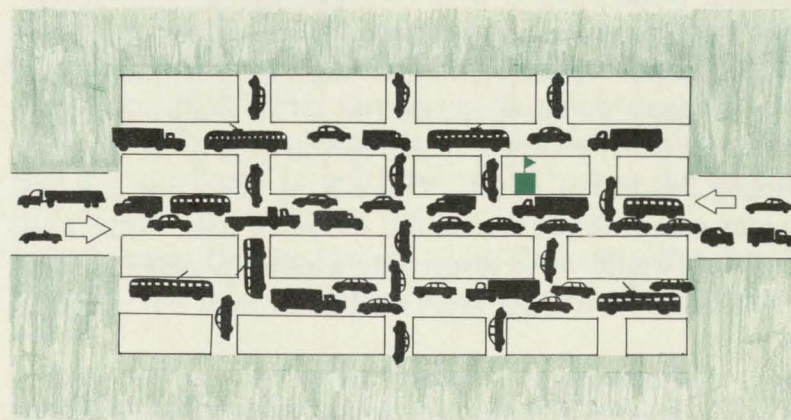
The problem is by no means confined to those areas already recognized as going downhill. Blight symptoms can be seen in some of the areas we think of as the "better" neighborhoods and take pride in showing off to visitors — Ormewood Park, Druid Hills, Cascade Heights, Ansley Park, Decatur, Buckhead, and Sylvan Hills, for example.

Blight caused by one adverse influence may readily bring about an inviting environment for additional causes of blight. For example, the appearance of heavy traffic on residential streets may set off a chain of developments which have a cumulative effect in lowering the residential quality of the entire area. In addition to its own blighting influence, heavy traffic may give rise to profitable commercial sites within the neighborhood interior. At the same time, there

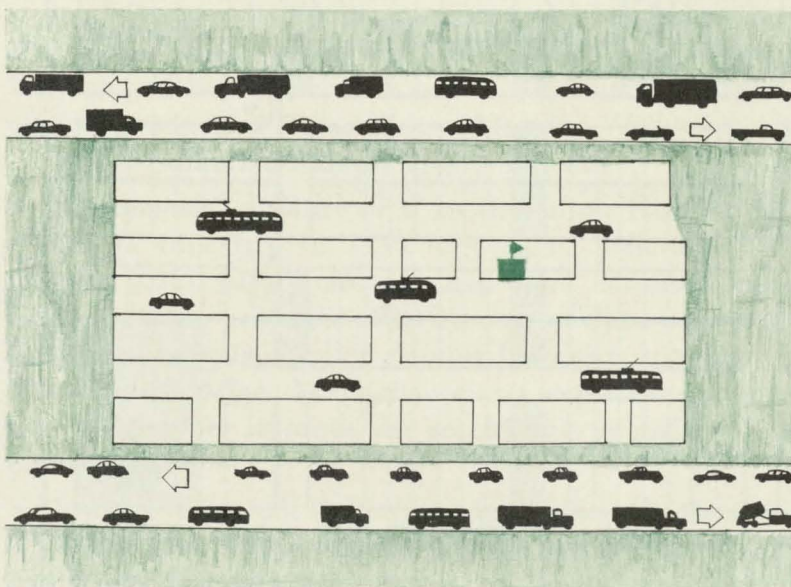
is likely to be a flight from the area of those residents who prefer not to live close to either heavy traffic or commercial activities.

In some of our established neighborhoods, stricter zoning will help. But the zoning must be realistic. Druid Hills is a case in point. Most of Druid Hills was zoned and developed as single-family. Many of the single-family homes in the area, however, have been converted to apartments. Along Ponce de Leon, from Briarcliff to Lullwater, are some rooming houses. These changes took place either through illegal (unapproved) actions of the individual

TODAY: TRAFFIC ON RESIDENTIAL STREETS



TOMORROW: NEW TRAFFICWAYS—QUIET HOMES



property owners, or through variances granted by the responsible local governments. There are two alternatives: (1) to continue the single-family zoning classification in spite of the fact that the character of the area is changing; or (2) to recognize part of the Druid Hills area as a conversion district and set up standards which will insure that the changes taking place will maintain the substantial residential investments in other parts of the neighborhood.

Implementation of the major street and highway plan also will improve a number of the mature neighborhoods. Provision of adequate streets which go around neighborhoods rather than through them, will drain the heavy traffic off of the residential streets as shown in the sketch below.

Heavy traffic also can be discouraged from using residential streets by putting up signs or barriers, or by making pavement alterations. Off-street parking can be provided to replace curb spaces removed from major streets. Interior-block green spaces and play lots can be created, making for greater safety for children. Commercial and industrial encroachment can be halted through strict zoning. Buffer strips can be established to screen residential areas from industrial and commercial activity. Smoke abatement ordinances can and should be enforced. Active neighborhood clean-up and repair programs will help in some areas. Licensing of boarding and rooming houses would provide a means of controlling such developments. Occupancy regulations can be established to control densities and lessen the possibility of completely overtaxing community services and facilities. A public land policy will help. It could include the possibility of using tax delinquent properties to provide needed neighborhood facilities.

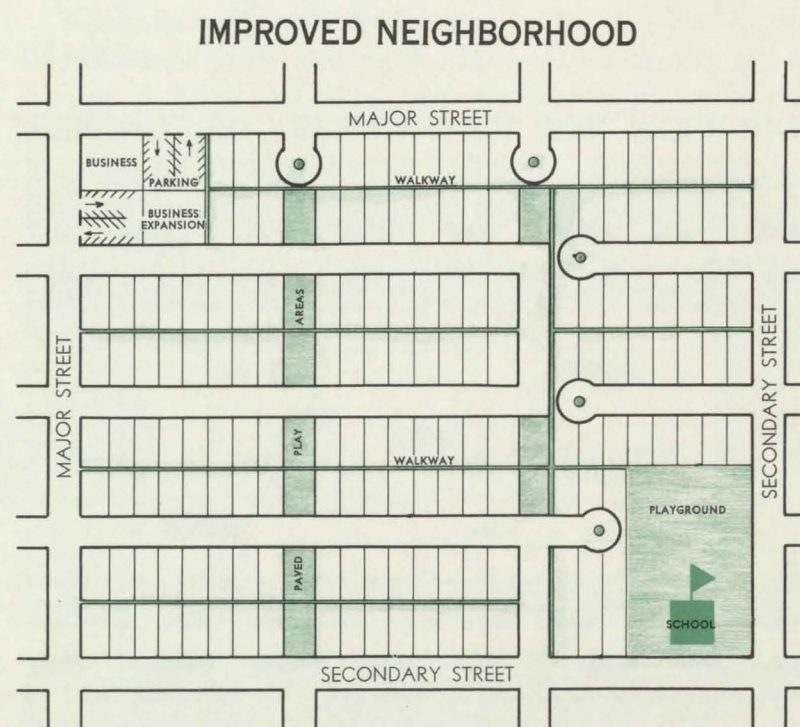
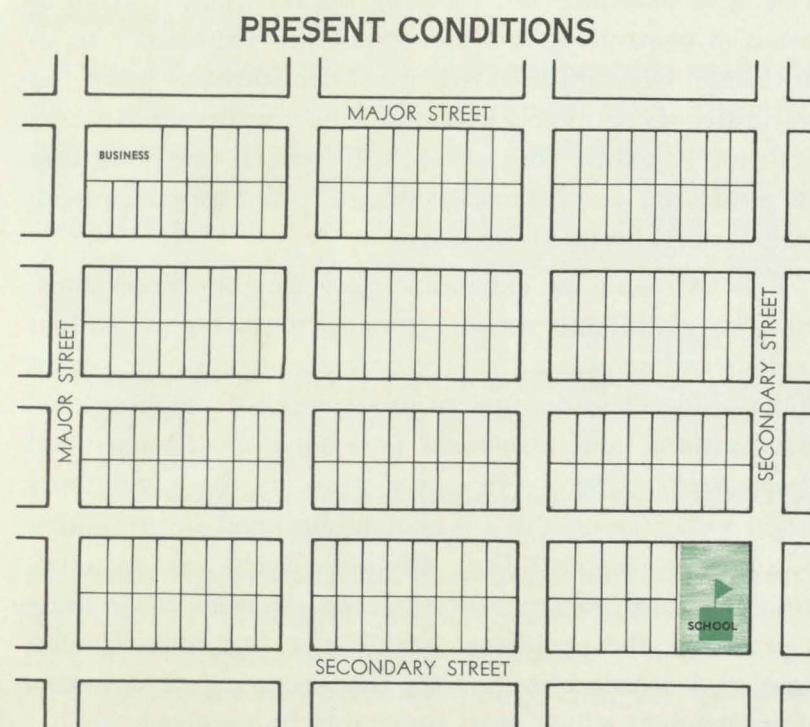
This list could be expanded. Each neighborhood, however, has a different set of problems requiring individual analysis and remedies. Appropriate action must be a joint undertaking of individual property owners, neighborhood organizations, and numerous governmental agencies and departments. Every civic association in the community might well take on the job of neighborhood improvement as a major responsibility. Adequate technical assistance from the local governments will be essential to accurate appraisal of the problems, imaginative but realistic solutions, and coordination among the operating departments of government which must inevitably be involved.

Renewal Areas

In 1950 twenty-two percent of our dwelling units were either dilapidated, lacking in essential sanitary facilities, or otherwise hazardous to the health and safety of the community. For the most part, these units are located in old and badly deteriorated areas which encircle the heart of Atlanta. Smaller concentrations also are found in Decatur, Avondale Estates, Scottdale, and the Tri-Cities. These are the neighborhoods shown as renewal areas on the Residential Program Districts map (p. 15).

The causes of this deterioration are found in the neighborhood environment. The blighting forces described on the preceding page soon create conditions which make it economically hazardous for the property owner to repair, maintain, or modernize his building, or to replace it with a new one. Eventually the area develops the following characteristics of a renewal area:

- *Structural* — dilapidation, lack of sanitary facilities, and other hazards to health and safety.
- *Environmental* — outmoded streets, curb parking, small lot sizes, and inadequate setbacks and yards.
- *Occupancy* — high proportion of renters, absentee owners, high density per room, low income, high proportion of "disadvantaged" people, and high proportion of vacancies.



- *Finance* — high land cost, profitable rentals, but relatively low taxes; high cost of public services; and little incentive to property owners to make substantial repairs or rebuilding.
- *Barriers to renewal* — small land parcels, multiplicity of ownerships, and high land cost.

Two basic approaches to neighborhood renewal have been applied in American cities — *redevelopment* and *rehabilitation*. Redevelopment is used where the only solution is to clear everything off and rebuild according to a new plan. Rehabilitation, on the other hand, makes the most of existing buildings and streets, rebuilding only as necessary.

The illustration on this page shows some of the devices which may be used to rehabilitate a neighborhood. The Present Conditions sketch shows typical problems: residential streets which permit and carry through traffic, a school site that is too small, a walk to school which requires children to cross traffic streets. Along the major streets, curb parking exists because the houses were built without driveways or space for off-street parking. The resulting congestion on the major streets encourages drivers to use the paralleling residential streets. There is no place for children to play except in the streets and the small back yards. Families that would otherwise enjoy a close-in neighborhood move away to outlying areas as soon as they can afford to do so.

Atlanta's rehabilitation program, begun in 1947, has brought a substantial amount of the city's worst housing up to minimum standards. This program might well be emulated by other local governments. The total solution, however, lies in the creation of neighborhood environments free of blighting factors conducive to the maintenance of existing buildings and investment in new ones. The Improved Conditions sketch shows some of the ways of accomplishing this objective. Most drastic is the closing of certain streets to remove the through traffic and create a system of walkways to the school and school playground. A portion of these streets can also be used as parking areas to replace parking spaces removed from the major streets to speed the flow of traffic. Portions of the streets which have no property fronting on them can be converted to paved play areas. The cost of street maintenance is reduced not only by eliminating street area, but also by ridding residential pavements of the wear of heavy traffic.

The public expenditures involved in this rehabilitation plan are small compared to the returns in stabilized tax values and reduced cost of services. The neighborhood has new quiet and safety, as the result of the removal of through traffic. Homes are in greater demand for families with children, and turn-over of residents is lessened. Conditions now encourage new investment and private enterprise can be expected to replace existing buildings as they wear out.

In some of the renewal areas most of the buildings are beyond repair. The existing lot sizes are much too small and the street pattern cannot be corrected by the simple devices illustrated in the sketches. In these areas the multitude of small parcels must be assembled by a public agency and a new street and property pattern created in accordance with an overall plan. The land can then be sold to private developers to rebuild in a sound manner.

The people of Georgia amended the State Constitution in November 1954 to permit redevelopment. New enabling legislation will permit us once again to tackle our worst housing conditions.

The conditions in these older areas not only endanger our health and safety, but also are a drain on our tax funds. As property tax returns from these areas dwindle, the cost of fire and police protection, schools, garbage collection, and other public services mounts. Thus rehabilitation and redevelopment programs warrant the support of the entire community.

With elimination of shortage in general-care beds, urgent new goals are more special-care and suburban facilities.

A serious deficit in general-care beds for paying patients has been wiped out by recent construction — the new Hughes Spalding Pavilion for Negroes in 1952, and large additions to Georgia Baptist and Saint Joseph's in 1952 and 1953. New Grady and Piedmont hospitals will add further beds within the next few years.

Today our local hospitals provide some 2,550 general-care beds — 2,000 for white and 550 for colored patients. Approximately 1,950 of these are "pay-beds" and the remaining 600 are used primarily for charity cases.¹

... One in every five general-care beds in the area is used by patients coming from outside Fulton and DeKalb counties.

... 2,050 beds are available for DeKalb-Fulton citizens — a ratio of 3.15 beds per 1,000 population. This is slightly below the 1951 United States average of 3.35.

... Current demand for pay beds is estimated at about 1,750, leaving a short-run "surplus" of about 200 general-care beds for paying patients. This is a temporary condition, however, resulting from the recent large-scale building campaigns that were designed to meet needs for several years to come. Some of the surplus "beds" are as yet only unequipped rooms in new hospital wings. In any case, demand is expected to overtake supply again by 1960 at the latest.

... A shortage of 200 charity beds exists at the present. However, the Fulton-DeKalb Hospital Authority has begun construction of a new \$22,000,000 Grady Hospital building, to be completed in early 1957. This new structure will house 1,080 beds, a net gain of 472, and provide a temporary "surplus" of about 200 charity and pay beds.

With an adequate supply of general-care beds assured for several years to come, two urgent steps must be taken to meet more fully the health-care needs of the community and of the southeastern region:

OUTLYING HOSPITALS

With one exception, every major hospital in the DeKalb-Fulton area is centrally located. Local medical and hospital authorities agree that a relatively few, high-standard hospitals will provide better medical care than a larger number of facilities that are not as well equipped or as well staffed. Recent investment in central hospitals has brought this goal within reach.

¹ A Brief Study of the Supply and Demand for General Care Hospital Beds in Fulton and DeKalb Counties. Metropolitan Planning Commission, Atlanta, Georgia, July 1954. William S. Kirkpatrick and Courtney H. Taber were employed on the staff of the Metropolitan Planning Commission (1952-1953) to conduct the hospital study and to prepare the report cited.

Community attention now can and should be turned to the construction of outlying hospitals — desirable as a result of rapid suburban growth, civil defense needs, and the maximum-size limit on effective operation of downtown hospitals. Sound financial operation of suburban hospitals depends on supply and demand in the metropolitan area as a whole. The relocation of Piedmont Hospital from south Atlanta to the Northside will meet suburban needs in that sector.

NEEDS IN OTHER AREAS

DeKalb County. DeKalb County is the fastest growing part of metropolitan Atlanta and much of its growth is taking place at some distance from the north-south expressway. Since 1922, Emory University Hospital has served this area. Recently it has taken steps to strengthen its teaching role. Eventually all, or nearly all, of the beds in the hospital will be used by patients of the teaching staff.

This leaves DeKalb County (with about 175,000 people) without a hospital to which its local doctors have primary access.

Early in 1952 a \$1,000,000 public hospital bond issue was approved by DeKalb voters. Federal Hill-Burton aid may become available in the fiscal year 1956-57. *Consideration should now be given to matching local, state and federal funds for construction of DeKalb County Hospital.*

South Fulton. Public demand for a new hospital to serve the 75,000 people living in south Fulton and northern Clayton and Fayette counties has been growing. In 1951 a citizens group, the South Fulton Hospital Authority, was created to stimulate interest in the project.

The financial stability of a South Fulton Hospital is a matter of concern. In 1950 only 5,141 patients (1,434 charity; 3,551 pay) from this area were admitted to all DeKalb-Fulton hospitals. The number of these who might have used a South Fulton Hospital appears too low for economic operation. As the map shows, expressway completion will further improve the accessibility of Atlanta hospitals.

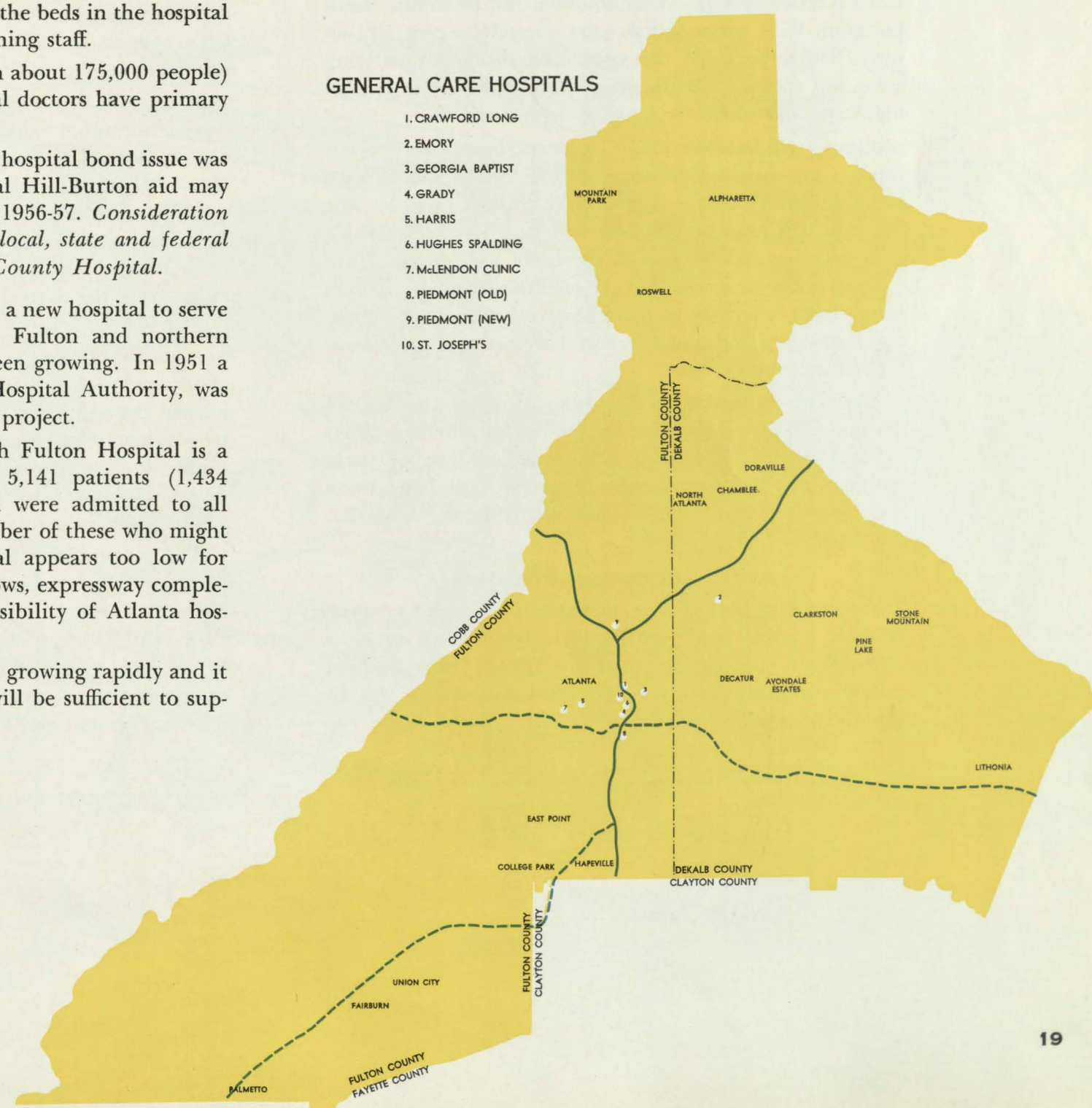
However, the south Fulton area is growing rapidly and it is possible that future population will be sufficient to support a new hospital.

SPECIAL CARE FACILITIES

Almost all our hospital improvement energies during the last several years have gone into the construction of general-care facilities. New Grady will provide tubercular treatment. Yet there remain serious deficiencies in local facilities for those requiring special treatment, such as psychiatric and pediatric cases, the convalescent and chronically ill, and those requiring rehabilitation. Improvements are urgently needed — not only for the people of the metropolitan area, but for Georgia and the Southeast. The first step should be the creation of an independent and representative Metropolitan Hospital Planning Council to gather the necessary technical facts and enlist community support for the programs that are needed.

GENERAL CARE HOSPITALS

1. CRAWFORD LONG
2. EMORY
3. GEORGIA BAPTIST
4. GRADY
5. HARRIS
6. HUGHES SPALDING
7. McLENDON CLINIC
8. PIEDMONT (OLD)
9. PIEDMONT (NEW)
10. ST. JOSEPH'S



Compared to other urban areas, we are seriously lacking in park facilities for our growing metropolitan population.

Therefore, the Metropolitan Planning Commission recommends that appropriate administrative arrangements be made for the establishment and operation of a metropolitan park system. This will take time. Meanwhile, urban growth continues to consume land at a rapid rate. At present, the lands recommended for metropolitan parks, with one exception, are essentially undeveloped.

It is urgent that the proposed parks be officially designated and reserved for future public use. A modest land acquisition program, started now, could assure adequate natural parks for the future metropolitan community.

PARK QUALIFICATIONS

Metropolitan parks should be green, spacious, conveniently located areas. Since they are intended for everyday use by large numbers of people, it is essential that they be easily reached on foot, by automobile, and by public transportation. One metropolitan park should be centrally located. Other parks in the system should be in outlying areas, but they should also be convenient to major streets, highways, and whenever possible, transit routes.

Sites should be chosen both for scenic beauty and opportunities for varied development; park design should take every advantage of the terrain and natural growth. The result of this kind of planning will be a system in which each park has its own special character and appeal. However, all of the parks should have facilities for such common recreational activities as picnicking, swimming, camping, children's play, and sports — as well as reserving quiet areas for rest and relaxation.

Many of the older metropolitan areas of the United States — Cleveland, Cincinnati, Detroit, Boston,¹ and others — have supplemented their municipal and county parks with metropolitan park systems. The continuing expansion and development of the Atlanta area calls for a similar approach.

PARK RECOMMENDATIONS

Fortunately, the Atlanta metropolitan area has many acres of suitable land readily available for park development. Some appropriate tracts are already largely under public ownership; in others, land assembly should not be unduly difficult or costly.

The recommendations presented here deal only with those larger areas which are basic to the proposed metropolitan park system. In addition, the system might well include other features — parkways, greenbelts, and historic sites and structures. These possibilities have not as yet had the detailed study and consideration they merit.

Within the Fulton-DeKalb area, the Metropolitan Planning Commission recommends five major land reservations for development as metropolitan parks — Grant Park, Shallowford Park,² Stone Mountain Park, Panola Park and Preserve,³ and West Fulton Park.

Grant Park. The present Grant Park, expanded in size and facilities, would serve well as the centrally located park in an Atlanta metropolitan system. It lies at the heart of both the present and the projected urban area. Major street and highway plans make it one of the most readily accessible sites in the area. Only its present size (144 acres) limits its future utility. Hence, this recommendation is coupled with the proposal that Grant Park be enlarged.

The minimum expansion proposed would mean extending the boundaries northward from Berne Street, between Boulevard and Cherokee Avenue, to Woodward Avenue or to Memorial Drive. This would involve 12 to 16 city blocks. A southward expansion toward the railroad beltline is also recommended. In all, the addition would be 125 acres — about 80 to the north and 45 to the south.

This added acreage would be needed to accommodate new and improved facilities, as well as the larger number of patrons which the increasing population will bring in normal course. Among the special facilities which should be considered are a completely new zoo, an aquarium, a conservatory, a planetarium, and an outdoor concert area. The Cyclorama, possibly with the proposed addition of a Confederate museum, would remain a major attraction.

The continuing interest in a large stadium for the Atlanta area might also eventually be fulfilled here. While any one of several sites might be suitable, a greater Grant Park would have special advantages. Among them would be the large-scale parking facilities that could be expected to accompany an expansion of the park — and, again, central location and easy access by transit.

Grant Park as an outstanding metropolitan facility is a challenging prospect. Under a program of progressive land acquisition its expansion could be stretched over a period of years. Carried out in an orderly and systematic manner, this process would work a minimum of hardship on the residents of the area and would spread land assembly costs over a longer period.

Another possibility is the development of a park area between Memorial Drive and Woodward Avenue, not only between Boulevard and Cherokee Avenue, but for a greater distance eastward and westward. This proposal, which is related to highway development in the Memorial Drive-Woodward Avenue vicinity, obviously should be considered together with the Grant Park proposal.

Panola Park and Forest Preserve. The proposed metropolitan park for the southeastern sector of the Atlanta area is Panola Park and Forest Preserve. This reservation is large — some six square miles — and has a wide variety of features ideal for a park and recreational area.

Most of the area is undeveloped, wilderness territory. Its topography is rugged. It is heavily wooded and has a substantial rock outcrop in some portions. The shoals and falls of South River at Panola are attractive and, like the Flakes Mill site upstream, are of historic significance.

Ideally, certain sections of the park would be designated as wilderness areas, with no access permitted except by trail. In these areas, forest and wildlife resources would be fully developed and protected.

Provisions should also be made for family and group facilities — picnic sites, playgrounds, athletic fields, camp sites, day and group camps, hiking and riding trails, lodge with dining facilities, and several swimming pools. A facility unique to this area would be a botanical gardens structure for display and study of natural history subjects.

The points of local historic interest within the park area should be reconstructed and staffed to accommodate visitors. Another possible resource of the area would be its forest preserve. Merchantable timber from these sections could be marketed, and forestry yields maintained. Such a forest preserve could serve experimental and demonstration purposes.

¹ The Boston Metropolitan District Commission, whose park functions were established in 1892, now has in excess of 11,380 acres in metropolitan parks, and parkways in excess of 115 miles.

² *Toward a Metropolitan Park System: Shallowford Park*, Metropolitan Planning Commission, Atlanta, June 1953.

³ *Toward a Metropolitan Park System: Panola Park and Preserve*, Metropolitan Planning Commission, Atlanta, July 1953.

WEST FULTON PARK

In the western portion of the metropolitan area, there is a large land holding already in public ownership. A state highway extends through the entire area along a northeast-southwest line, dividing it into two major parts. Two portions of this total area, lying east of the state highway, are known respectively as Boulder Park and Botanical Gardens. The proposal for West Fulton Park envisions the incorporation of the larger portion of the lands in public ownership, plus some privately owned lands east of the state highway into a single park unit.

The proposed area — some 1,000 acres — makes an excellent natural unit for public park purposes. By far the major part of this acreage is in natural forest cover; only limited developments have been made to date and these, for the most part, would not interfere with eventual park development.

The proposed park is sufficient in size to accommodate a number of highly varied recreational facilities and services. These should include family picnic areas (1), children's playfields (2), athletic fields (3), day

camps (4), group camps (5), hiking, riding and nature trails (6), naturalistic areas (7), one or more lodges with public dining facilities (8), swimming pools (9), amphitheatres (10), and scenic drives (11).

In addition, the area should have standard park facilities and programs to serve the leisure-time needs of the large number of people who will live in the vicinity.

The western boundary of West Fulton Park would be State Highway 74, on the opposite side of which would be the Chattahoochee Industrial District (12). These two land uses would be complementary. The park itself would be an ample buffer between the industrial area to the west and the residential area to the east. It is anticipated that the industrial development will be a planned district with attractive structures in a landscaped setting. West Fulton Park would forestall low-grade housing or other unattractive developments opposite the industrial area. The opportunities presented for employee recreation would be a valuable asset to the industries of the district.



STONE MOUNTAIN PARK

Stone Mountain, standing 1,686 feet above sea level, is a natural wonder of national and international appeal. Even now, in its undeveloped state, it attracts hundreds of visitors each day. Once the mountain and the area surrounding it are incorporated in a park development, the number of park visitors will without any doubt increase enormously.

There is a long-standing proposal to carve figures of heroic proportions on the north flank of the mountain; these figures would represent individuals prominent in the Confederacy (1).

The addition of this carving to the mountain itself and the development of still other attractions within a land reserve around the entire mountain would greatly increase the area's ability to attract large numbers of visitors.

The proposal for a park area around the mountain calls for the exclusion of through traffic within the park proper, and for the orderly

accommodation of park visitors. The facilities proposed would include an observation area and museum (2) at ground level for the Confederate memorial, an observation and lookout site atop the mountain (3), picnic areas (4), camp sites (5), trails (6), lodge-dining building (7), fishing lakes (8), children's play areas (9); there should be ample parking facilities at the observation area and elsewhere in the park.

Access to the mountain summit should be provided. A roadway, elevator, cable car, and ski-lift type facility have all received some consideration.

Stone Mountain Parkway (10), described and recommended under Trafficways, would be a principal means of access to Stone Mountain Park from the Atlanta-Decatur urban area. The park's main entrance would be located on that parkway, U. S. 78 at this point, a heavily travelled tourist route between Atlanta and South Carolina points.

NOTE: PLAN SKETCH BY ROBERT & COMPANY, ASSOCIATES, ARCHITECTS-ENGINEERS





NOTE: PLAN SKETCH BY ROBERT & COMPANY, ASSOCIATES, ARCHITECTS-ENGINEERS

SHALLOWFORD PARK

The northeastern sector of the future urbanized area appears to offer the only prospect for a metropolitan park with a large body of water. For many geographical reasons, there is practically no other opportunity to develop a sizeable lake in the immediate environs of metropolitan Atlanta. The Commission strongly recommends that the community take advantage of the unique opportunity available in the Shallowford Park proposal. The total park area would be about 1,185 acres.

A large, useful lake (1) would be created by impounding the waters of the North Fork of Peachtree Creek. This proposed lake, with a surface elevation of 900 feet above sea level, would be approximately 700 acres in area. It would have a highly varied shoreline, marked by numerous small embayments and peninsulas. The main water body, immediately upstream from the dam, would occupy the North Fork valley, and would have two substantial arms, one in the Peachtree Branch-Henderson Mill valley (2), the other in Warner Creek valley (3).

Several large peninsulas, of great value for park development, would

project into the proposed lake. These land areas and others adjacent to the lake site are largely undeveloped and, for the most part, remain in large landholdings.

From the standpoint of metropolitan planning, the remarkable advantage of Shallowford Park, with its large lake prospect, lies in the fact that it is within range of easy accessibility for thousands of present and future residents of our metropolitan area. The combination of land and water resources to be available in Shallowford affords the opportunity of developing a wide variety of park and recreational facilities and program activities.

These would include boating and fishing (4), family and group picnics (5), day camps (6), group camps (7), nature trails (8), museum (9), hiking and riding trails (10), swimming facilities (11), tennis courts and athletic fields (12), children's play areas (13), a public lodge-dining room (14), and other facilities compatible with the area's developmental possibilities.

Continuing industrial growth requires both the development of new outlying districts and the rebuilding of old central areas.

The DeKalb-Fulton area faces a vast expansion in its industrial acreage. From a total of about 8,000 acres for industrial purposes in 1951, the area's needs will grow to 14,000 by 1960, to 25,000 by 1970, and to 37,000 by 1980.¹

This rapidly increasing demand for industrial land results primarily from the Atlanta area's growing importance as a regional distribution center. Many of the new plants in local industrial districts perform such operations as assembly, fabrication, or wholesaling. But in terms of percentage increases, new manufacturing establishments are probably outstripping the field. The Atlanta metropolitan area now has more employees in manufacturing than any other urban center in the Southeast.

Contributing to the rising demand for industrial land is the fact that new plants are being built on much larger sites than in the past in order to allow for parking, landscaping, and future expansion.

Many DeKalb-Fulton plants, newly built in the outlying suburban areas, occupy sites 5 to 20 times as large as those occupied by similar firms in central locations. As a result, the demand for industrial land has risen faster than new employment or the number of new firms would indicate.

Fortunately, in several important respects the DeKalb-Fulton area is well suited to industrial expansion. Railroads and highways branch out in all directions, and many choice industrial locations are available along the rights-of-way. The relatively innocuous nature of most local industry — the high proportion of assembly, warehousing, and "clean" manufacturing — minimizes the blighting effects that often characterize industry. The rolling topography provides natural screening between industrial and residential areas.

The existing and proposed industrial areas shown on the map opposite total 21,000 acres, and should meet land requirements for the next 15 years. The Development Plan (Pocket Map 1) distinguishes between the districts already developed and those proposed for the future. Over the next 25 years, some 15,000 acres must be provided through small neighborhood industrial sites and large outlying districts in addition to those shown on the plan map.

¹ Economic Supplement to the Regional Land Use Plan, Metropolitan Planning Commission, Atlanta, July 1952, as revised. The above figures are gross acreages, including, in addition to actual industrial use, allowance for streets, rail spurs, utilities, etc. Corresponding net acreages are: 1951, 6,000; 1960, 10,000; 1970, 17,000; and 1980, 24,000.

Industrial District Plan

The Development Plan (Pocket Map 1) shows existing and proposed industrial areas totaling 21,000 acres. The 22 major industrial areas and the railroads serving them are identified on the map opposite. Major street and highway connections to these districts are shown on the Trafficways Plan (Pocket Map 2 and p. 47).

Ten of the proposed districts are located along or outside of the outer-loop boulevard. Of these, the Peachtree Industrial Boulevard (18) and the Bolton Industrial Area (1) have existing industry. The proposed Southern-ACL railroad connection to serve the Fulton (Chattahoochee) Industrial District (see description, p. 27) would also serve the Bolton Area.

Three other districts in Fulton County are served by the outer-belt highway and the ACL Railroad: the Western (3), Ben Hill (4), and Red Oak (5) areas. The Sullivan Road Industrial Area (6) south of College Park is already in large part the property of the A & WP Rail-

road for industrial purposes. All four of these districts will need water, sewer and other utilities for industrial use.

Outlying districts proposed for DeKalb County are the Peachtree Industrial Boulevard (18), Montreal District (21), Tucker District (22) and Southwest DeKalb District (17). The Tucker, Montreal, and Southwest DeKalb districts will need additional utilities before being ready for industrial use. A new rail connection (map p. 59) is proposed for the Tucker area, which is the largest outlying district.

Twelve districts shown on the map are located in older built-up areas and have existing industry. A number of these districts are under development. Notable here is East Ponce de Leon-DeKalb Industrial Way (20). Industry is also growing rapidly in the Northwest Industrial Corridor, particularly along Chattahoochee Avenue and the new Marietta Boulevard (Southland District).

The Northeastern Area (13) includes some

vacant sites centrally located with excellent existing expressway connections.

New industrial growth in the Central Area (8) has been given strong impetus by construction of the West By-Pass and the development activities of the ACL Railroad. The Lee Street Industrial Area (9), served by the Central of Georgia and A & WP railroads, contains a number of new plants. The East Central Area (4) contains many of the area's older plants as well as new ones. The Southeast Industrial Corridor (15) includes a number of motor transport terminals.

The Tri-Cities Industrial Area (11) has many long-established plants, including heavy industry. The Empire District (10) in East Point, planned and developed by the Central of Georgia Railroad, contains a number of the most modern plants in the metropolitan area. The Hapeville Area (12) has possibilities for truck terminals and for redevelopment of sub-standard residences for industrial purposes.

ZONING

The tracts shown on the plan as being best suited for industry and most economically served by railroads, highways, sewer, water, and other utilities, are limited in number. Unless firm steps are taken to reserve the proposed districts, much of this prime industrial land will be lost to other uses. Two steps are recommended: first, adoption of an official industrial land use plan by each city or county governing body, based on detailed planning studies and recommendations; second, zoning provisions for these districts to protect them from residential and commercial encroachment. The proposed new ordinances for Atlanta and Fulton County contain such provisions. This zoning device should be extended to other political jurisdictions; it would benefit the community by protecting its best industrial sites, as well as by preventing future mixing of residence and industry.

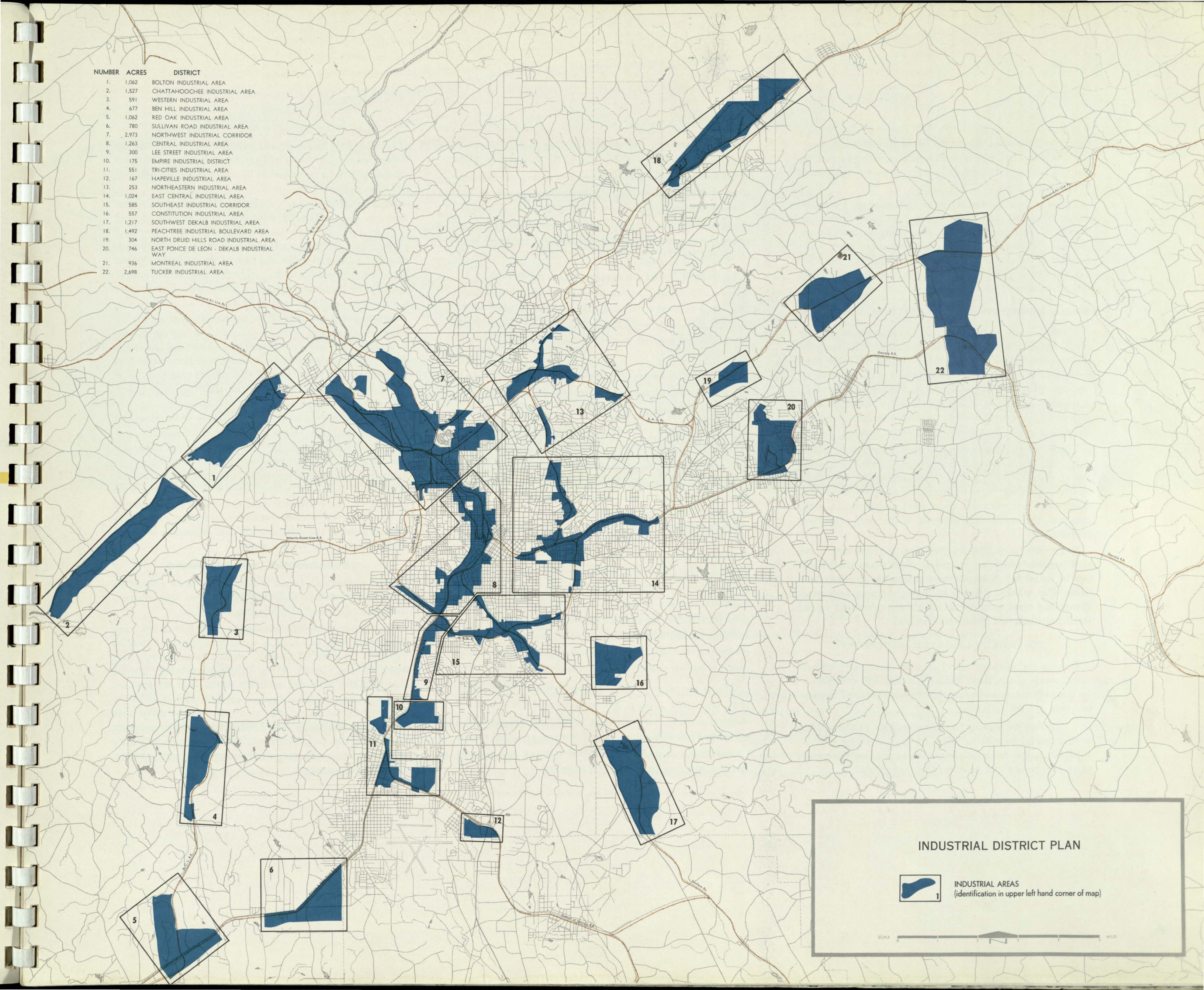
PLANNED INDUSTRIAL DISTRICTS

For the most part, planned industrial districts can be developed only where large tracts of open land are available. Therefore, in terms of acreage, the great bulk of DeKalb-Fulton's future industrial growth — like that of the recent past — will take place in outlying sections.

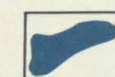
The principles of the planned industrial districts, briefly, include: a well defined and protected site, big enough for development by several compatible industries; a location that will protect nearby residential areas from blight and hazard; availability of the full line of utilities (water, gas, sewer, electricity, telephone); easy accessibility to rail and truck arteries; protection against through traffic or encroachment by non-industrial uses; and attractive internal planning.

A good example is the Fulton (Chattahoochee) Industrial District, now being planned by the Fulton Industrial Authority Committee. (See sketch and description on page 27). Three other planned industrial districts in the area —

NUMBER	ACRES	DISTRICT
1.	1,062	BOLTON INDUSTRIAL AREA
2.	1,527	CHATTAHOOCHEE INDUSTRIAL AREA
3.	591	WESTERN INDUSTRIAL AREA
4.	677	BEN HILL INDUSTRIAL AREA
5.	1,062	RED OAK INDUSTRIAL AREA
6.	780	SULLIVAN ROAD INDUSTRIAL AREA
7.	2,973	NORTHWEST INDUSTRIAL CORRIDOR
8.	1,263	CENTRAL INDUSTRIAL AREA
9.	300	LEE STREET INDUSTRIAL AREA
10.	175	EMPIRE INDUSTRIAL DISTRICT
11.	551	TRI-CITIES INDUSTRIAL AREA
12.	167	HAVEVILLE INDUSTRIAL AREA
13.	253	NORTHEASTERN INDUSTRIAL AREA
14.	1,024	EAST CENTRAL INDUSTRIAL AREA
15.	585	SOUTHEAST INDUSTRIAL CORRIDOR
16.	557	CONSTITUTION INDUSTRIAL AREA
17.	1,217	SOUTHWEST DEKALB INDUSTRIAL AREA
18.	1,492	PEACHTREE INDUSTRIAL BOULEVARD AREA
19.	304	NORTH DRUID HILLS ROAD INDUSTRIAL AREA
20.	746	EAST PONCE DE LEON - DEKALB INDUSTRIAL WAY
21.	936	MONTREAL INDUSTRIAL AREA
22.	2,698	TUCKER INDUSTRIAL AREA



INDUSTRIAL DISTRICT PLAN



INDUSTRIAL AREAS
(identification in upper left hand corner of map)

SCALE 0 1 2 3 4 5 MILES

Peachtree Industrial Boulevard in north DeKalb County, DeKalb Industrial Way east of Decatur, and the Empire Industrial District in East Point — have already won national recognition.

To serve their various purposes well, planned industrial districts must be more or less restrictive; heavy industries, especially those producing noxious odors or loud noises, should be segregated from the more innocuous types. Only in this way can the firms involved, the employees, the utilities, the carriers, and neighboring developments realize the full advantages of planned districts.

SMALL NEIGHBORHOOD INDUSTRIAL DISTRICTS

Plants outside the large districts should be grouped into small neighborhood industrial districts, not scattered through residential areas. This type of district must meet strict zoning requirements with respect to smoke, noise, odor, parking, loading, screening, and other characteristics that might affect nearby residential areas. Location on a major street is essential, since industrial traffic on residential streets would be ruinous to adjacent housing.

Thanks to modern design and technology, many plants today are compatible with virtually any kind of residential neighborhood. Landscaped sites, air-conditioned buildings, off-street parking, smoke-abatement devices — these and many other features make them good neighbors. In many instances, the traffic they generate is the only remaining problem.

Newer zoning ordinances prescribe "performance standards" against which an industrial plant's potential blight can be measured. Scientific tests determine the degree of noise, odor, smoke, or other blighting elements generated. Plants that meet required standards are permitted in the small neighborhood industrial districts.

CENTRALLY-LOCATED INDUSTRY

Despite the outward trend in new industrial development, much of the area's industry is and will continue to be centrally located. Among the types of demand for central sites are the following:

1. Industries serving the metropolitan market. They need a central location in order to reach outlying suburbs in all directions. Such distributive industries as department store warehouses and bakeries are examples.

2. Small or new industries requiring limited or inexpensive space. Hundreds of industrial operations are small, either because of their intrinsic nature or because of their stage of development. "Secondhand" space, usually found in central districts, is ideal for them. The most recent census of manufactures showed that 77 percent of metropolitan Atlanta's manufacturing establishments had fewer than 50 employees.¹

3. Industries that can advantageously use loft space. All industrial processes are not adaptable to the single-floor, horizontal expansion pattern. Others can operate equally well in multi-story or in single-story structures; when the former are less expensive to buy or lease, they are naturally preferred.

4. Industries whose customers can best see their products in a central location. Many printing establishments fall in this large category.

5. Industries, like the needle trades, whose labor supply is centrally located or largely dependent on transit.

6. Industries with large capital investments in central areas. Huge operations like the Atlantic Steel Company plant represent heavy fixed capital and are likely to remain in present central locations indefinitely.

In DeKalb-Fulton, attention has been focused mainly on the development of the new, more spectacular, outlying districts. There has been little effective planning to improve, protect, or more fully develop the centrally located industrial districts in Atlanta. As a result, a great deal of good prospective downtown space has fallen into disrepair, and many potentially healthy industrial districts have been choked off by traffic, poor street and property layouts, complex ownership patterns, or submarginal residential uses.

One of the worst of these districts is the Central Industrial Area, (No. 8 on p. 25) lying west of the downtown business district. Narrow streets, small land parcels, and a multiplicity of ownerships are among the principal factors encouraging continued substandard housing in this area and discouraging industrial development.

Such blighted housing areas pay relatively low taxes, but require expensive municipal services. In effect, taxpayers are now paying heavy subsidies to continue the substandard conditions in this area.

Some progress has been made. The Atlantic Coast Line Railroad has successfully assembled land parcels, cleared the slum housing, and created several plant sites near Magnolia Street. The Atlanta Housing Authority is ready with plans for industrial redevelopment of the McDaniel Street area now that constitutional authority for redevelopment is established in Georgia. These two programs deserve community commendation and support.

Development of other older industrial areas shown on the plan is impeded. This is especially true of the Northwest Industrial Corridor (7) and the East Central Industrial Area (14). Inadequate street systems, insufficient off-street parking, lack of access by rail and transit, and the age of structures are among the factors contributing to the downgrading of these areas.

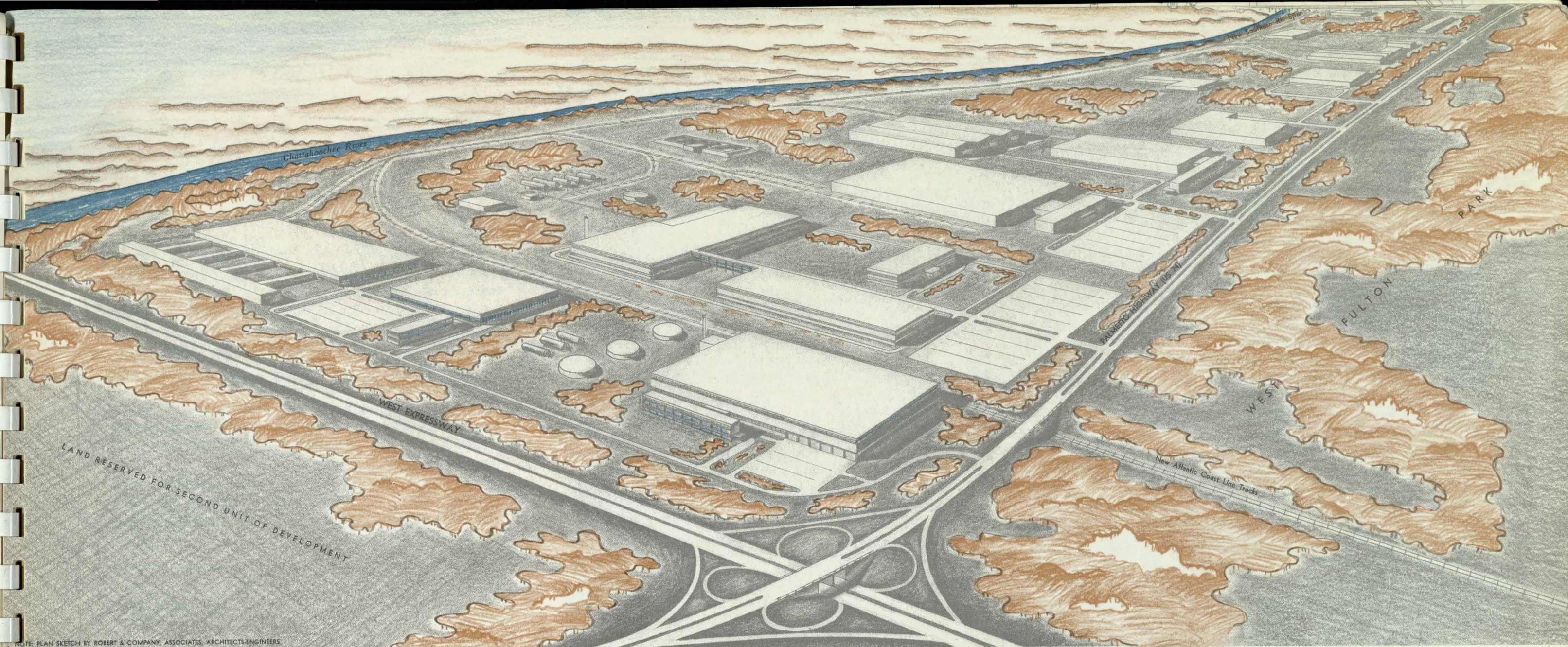
The community can ill afford to ignore these depressed areas. Private enterprise cannot make the comprehensive studies needed to determine the basic causes of deterioration. Nor can it alone make and carry out plans for rehabilitation or redevelopment. Public action as well as public and private utilities are involved. The powers of government must combine with the resources of industry to determine the specific problems and solve them, thus making possible the rejuvenation and expansion of industrial districts in the central area.

DEVELOPMENT PROGRAMMING

Because the bulk of the potential industrial acreage in the metropolitan area is in outlying locations, special attention to development programming is needed.

To offer industry the advantages of well-rounded locations, there must be carefully coordinated programming of highways, railroad extensions, water, sewer, power, and other utilities. In all of the proposed outlying districts shown in the plan, one or more of the vital services are missing. Consequently, the rate of industrial land use is presently exceeding the rate at which new industrial sites are becoming available. An adequate development program must have the cooperation of local governments, utility companies, railroads, industrial realtors, property owners, and highway agencies.

¹ *Economic Supplement to the Regional Land Use Plan*, Metropolitan Planning Commission, Atlanta, July 1952, p. 53.



FULTON INDUSTRIAL DISTRICT

The Fulton (Chattahoochee) Industrial District, now being developed by the Fulton Industrial Authority Committee, will be an attractive location for industry. A development plan for the first 800-acre unit of the county-owned tract was prepared by Robert and Company.

The district is intended for manufacturing and processing plants rather than warehousing and distribution. Individual sites will provide ample space for off-street parking, truck loading and unloading, set-backs, and landscaping.

The Chattahoochee River will serve as an industrial water supply and, later, as a navigable waterway. Flood control provided by Buford Dam will be supplemented by a dyke being built between the district and the river. The land along the river is reserved for barge facilities.

Several highways tie the district into the metropolitan trafficways network: Ga. 74, now under construction, connecting with the Roosevelt Highway at Palmetto; West Expressway, to be the main Atlanta-Birmingham route; Gordon Road-Chattahoochee Connector serving traffic in the north of the district.

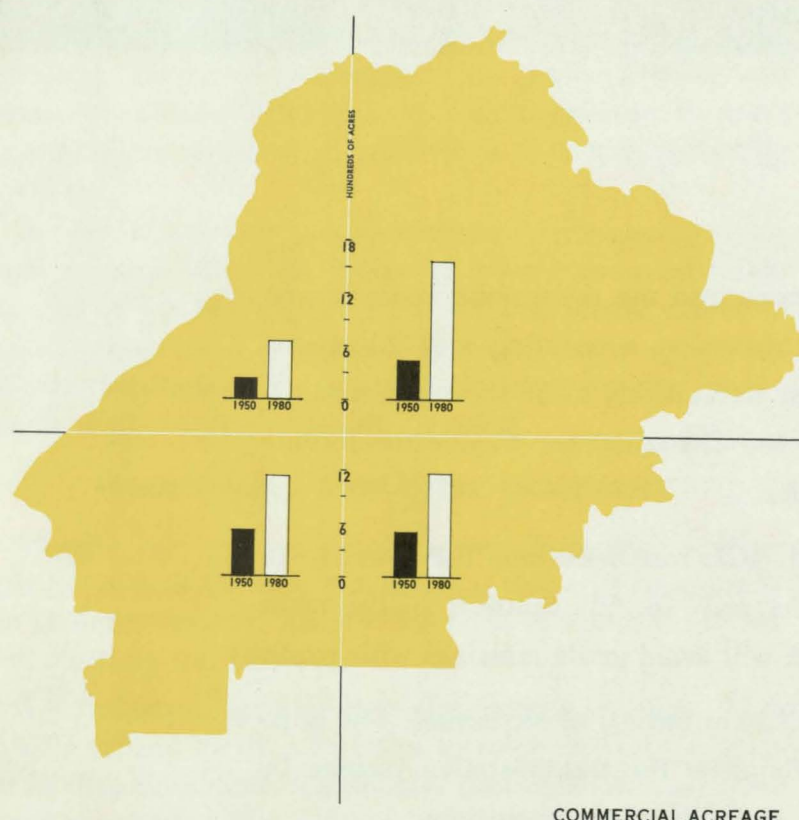
The proposed Southern and ACL rail lines into the district are shown on the Railroad Facilities map (p. 59). Spurs from the main tracks along the top of the dyke will avoid grade crossings with roads.

West Fulton Park (p. 21) will offer industrial recreation. The adjacent Fulton County Airport completes the transportation picture by accommodating air freight and executive plane operations.

Outlying retail centers need development plans to serve new patterns of suburban growth.

The end of World War II ushered in a series of innovations in commercial activity based on widespread use of the automobile and the far-flung suburbs it made possible. The conditions fostering present-day drive-in facilities — banks, theaters, laundries, shopping centers, and so on — developed in the late 1920's. But because of the retarding influences of the depression and the war, their full effect on America's living and working habits are only now being felt.

We are seeing the dramatic steps that must be taken in downtown Atlanta to meet the challenge of the automobile. In other older sections, like West End, Tenth Street, and Little Five Points, outmoded patterns must also be reshaped to accommodate shopping by automobile. In outlying areas, however, this problem of the older sections is an opportunity to be seized. There, with proper planning, new retail centers can be built and existing centers — such as Decatur, East Point, and Buckhead — expanded in a way that will add to the beauty and convenience of suburban living.



OUTLYING GROWTH

Practically all of the residential growth of 500,000 persons expected by 1980 will take place in outlying areas. This growth, equivalent to 20 cities the size of Decatur or East Point, will require new shopping centers.

Expected increases in outlying commercial space, including shops, offices, and other retail trades and services, are shown on the bar graph. The total acreage indicated for new shopping centers is proportional to the population growth in their immediate service areas, with allowance for increased off-street parking. Retail employment will increase much more rapidly in the outlying areas than in the older central areas, as indicated by the following table:

RETAIL EMPLOYEES
DeKALB-FULTON DEVELOPMENT AREA

	1953	1980	Increase	Percent Increase
Total	44,500	72,500	28,000	62.9
Central Area (Uptown and Downtown) . .	28,200	42,000	13,800	48.9
Outside Central Area .	16,300	30,500	14,200	87.1

TYPES OF CENTERS

Different consumer needs and preferences call for varying types¹ of detail centers:

Neighborhood Shopping Center, with super markets as the largest units, provides such everyday living needs as foods, drugs, sundries, and personal services. Neighborhood centers of 10 to 15 stores need 5- to 10-acre sites and a minimum trade area of 1,000 families.

Small Community Shopping Center, including a variety store, will provide not only everyday living needs, but also apparel, hardware, and household equipment. Consisting of 20 to 30 stores on a site of 10 to 20 acres, these centers require 5,000 families for support.

Large Community Shopping Center includes a junior department store offering a wide selection of convenience goods, personal services, apparel, home furnishings, and other needs. With as many as 40 stores, covering up to 25 acres, it requires 20,000 families.

Regional Shopping Center, with at least one department store, offers shopping goods in full variety, including fashion items and specialty shops. This is the central business district of the suburbs. The number of stores may range as high as 100. The minimum site area is 35 acres, and the trade area required is at least 30,000 families.

MODERN STANDARDS

Each of these types of retail centers should be designed for customers travelling by automobile. Older shopping districts, like East Point, Decatur, West End, and Buckhead, must modernize to meet the competition of the new suburban centers. The Development and Trafficways plans (Pocket Maps 1 and 2) provide a framework for such modernization programs, and the sketches on the following page suggest further needed steps.

The main physical characteristics of a successful shopping center — old or new — are the following:

- A location at or near the intersection of major streets and highways
- A distance from competing shopping centers sufficient to afford a trade area large enough to support a variety of stores.
- A store group that permits separation of pedestrian and auto traffic.
- A site size that permits ample off-street parking for peak hours.
- A site layout that provides convenient store locations and parking accommodations, requiring minimum walking distances.
- A unified and attractive building group, rather than a hodge-podge of miscellaneous stores.
- A circulation pattern tied in with the major street system, providing additional lanes for the added traffic and turning movements generated by the shopping center.

Shopping centers that meet these standards will be an asset to their communities and a valuable addition to the tax base. The city and county planning commissions must be supported in their rejection of "spot zoning" and "ribbon development" which blight nearby residences and hinder the flow of traffic.

¹ Adopted from *Urban Land* and technical bulletins published by the Urban Land Institute.

DECATUR

Decatur, settled in 1823, was the beginning of the DeKalb-Fulton metropolitan area. For a century and a quarter it has been the governmental and business center of DeKalb County.

The suburban residential push of the last two decades has greatly increased the importance of this center. DeKalb County administrative offices located in Decatur serve one of the largest *urban* counties in the United States. The purchasing power of the new residents has also increased the importance of Decatur as a shopping district. A number of factors strongly favor its continued growth.

First, its location at the hub of a street system which radiates in all directions.

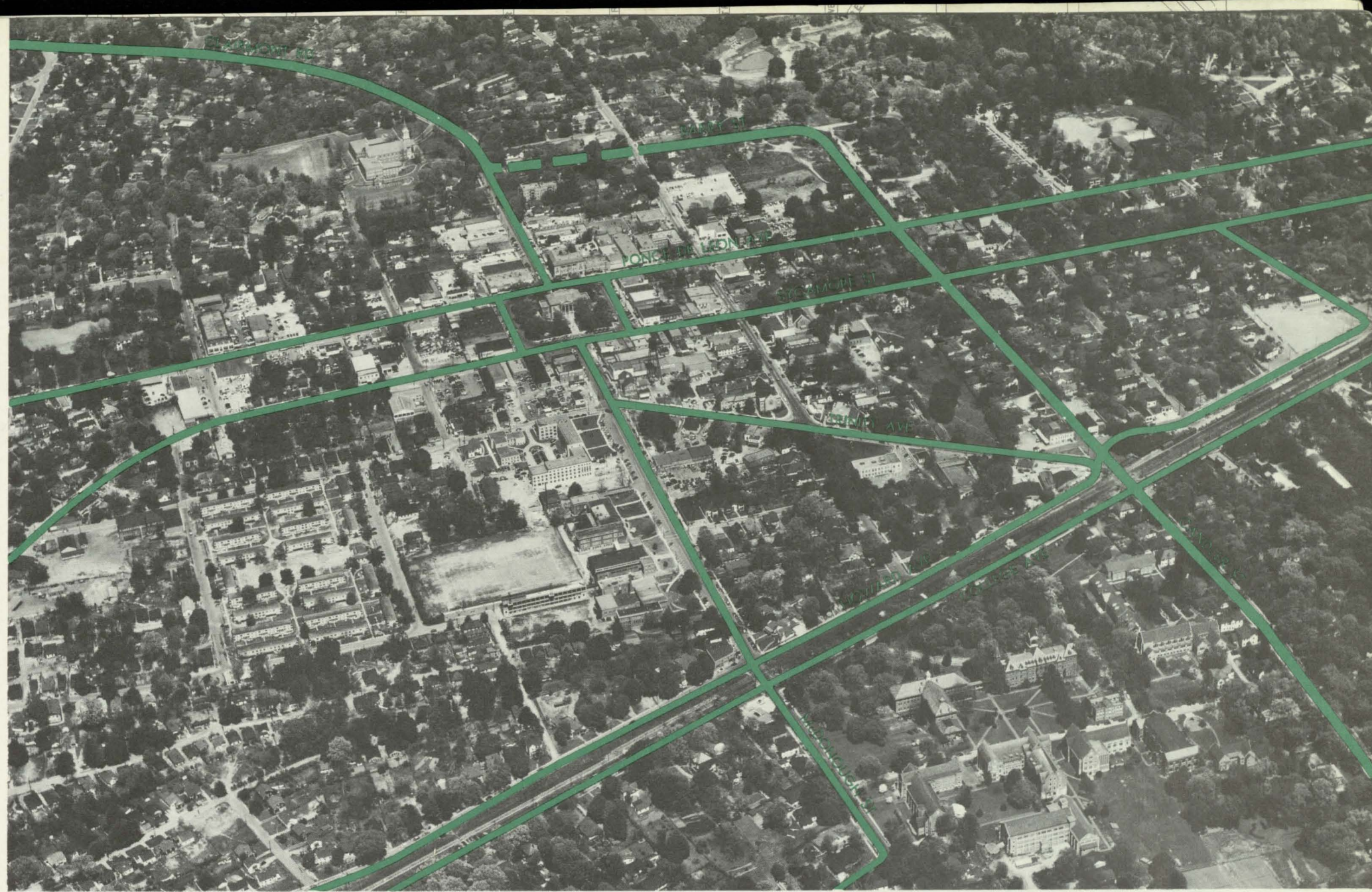
Second, the strong attraction of the many shops with diverse offerings, the department store, the city and the county offices, the banks, churches, schools, library — all within a few blocks of the Decatur Square;

Third, strong community consciousness and traditions;

Fourth, continuing rapid residential growth to the north-east and south of the city.

The extent of the future business expansion of Decatur depends largely on the manner in which the community adjusts to its growth problems. Consumer choice of a shopping center is strongly influenced by driving time. There is a vital need to improve the existing street system so that it will carry traffic smoothly and rapidly — thus enlarging the trade area to include the new suburbs. Driving time to Decatur can be reduced by proper zoning, by street widening and improvement, by the banning of curb parking, and by other traffic engineering devices.

Another serious threat to Decatur's shopping center is the congestion caused by through traffic, both north-south and east-west. This can best be handled by a system of rim roads which would by-pass through traffic around the shopping district. Such streets would also enable cars to move to and from parking areas with a minimum of congestion and delay. A by-pass route of special importance to Decatur is the Candler-Clairmont connection (see photo) which would remove the heavy north-south traffic volumes from the Square and from Church Street.



Modernization and strict administration of the zoning ordinance is necessary to the health of the Decatur business district. Scattered "ribbon" business development along the radial streets leading to the Decatur central business district will have an adverse effect on the district in two ways. In the first place, such development increases traffic congestion, discouraging people from driving into Decatur to shop. Moreover, Decatur's special appeal to customers — the *combined drawing power of a group of stores* — will be lost if new stores are permitted to scatter throughout the community.

Finally, an abundance of low-cost, off-street parking is essential to a business district the size of Decatur. Larger shopping centers like downtown Atlanta can depend on transit and special sales offerings. Decatur, on the other hand, will be in direct competition with new *planned* com-

munity shopping centers offering ample *free* off-street parking. A parking agency authorized to develop parking accommodations according to an overall plan appears basic to the continued role of Decatur as a major shopping district.

It is also possible through zoning to establish along the major streets leading to central Decatur set-backs for both new residential and commercial buildings. These will permit future street widening as needed, at a substantial saving in property acquisition costs.

Recent increases in the cost of providing schools, streets, policing, and other municipal services to residential areas pose financial problems for Decatur. A program of planned improvements to encourage increased shopping and business activity is of special importance to the city, since it offers the best opportunity of substantially enlarging the tax base.

EAST POINT

Like Decatur, East Point is now faced with the necessity of solving its problems of traffic and parking and modernizing its central shopping facilities. Unless this is done, and done quickly, the center of business activity may soon pass to one of the newer shopping centers being developed on the fringe of the urban area. These centers offer beauty, convenience, modern merchandising methods, ample parking spaces, and one-stop shopping as inducements to East Point customers to change their shopping habits.

On the other hand, East Point has advantages which, when coupled with an improvement program, could give the central district a decided competitive edge. These include diversified shopping facilities, location at a focal point of street and transit systems, established shopping habits, proximity of a modern, attractive civic center, and capable business leadership.

Recognizing the need for early action, the City of East Point established in July 1953 a Traffic Advisory Committee to study and make recommendations for improvement of traffic circulation and parking in the business district.¹

The Committee has since advanced a number of specific recommendations for reducing congestion, but it laid heaviest emphasis on the need for an overall development plan to guide permanent improvements. Such a plan would involve action in four major areas.

1. *By-pass through traffic.* Through traffic volumes are probably greater, and provide more interference with shopping movements, in East Point than in any other established business district. Relief can be expected, however, with completion of the north-south expressway, Airport Connector, and West Atlanta Boulevard. The remaining traffic can be handled with suitable improvements to Main and East Point streets as discussed below.

2. *Improve circulation of local shopping traffic.* Because of the railroad and an unusually complicated street pattern, traffic movement in and around the East Point business district is, at best, discouraging. Considerable relief could be gained by establishing a one-way street system with Main one-way north and East Point Street one-way south. Widening of East Point Street to permit 3 lanes of moving traffic would be a prerequisite.

An east-west route is needed to connect the residential areas now split by the railroad and to provide direct access to the business district.

A street tying into Forrest-Cleveland on the east and Ware-Headland on the west is shown on the Trafficways Plan (see Pocket Map 2). It would cross the railroad at Ware Avenue. Gradual depression of the railroad from Washington to Connally would provide the opportunity to get an overpass at this point and at Cleveland Avenue. Both improvements would aid greatly in reducing hazard, alleviating congestion and aiding traffic flow in the central area of East Point.

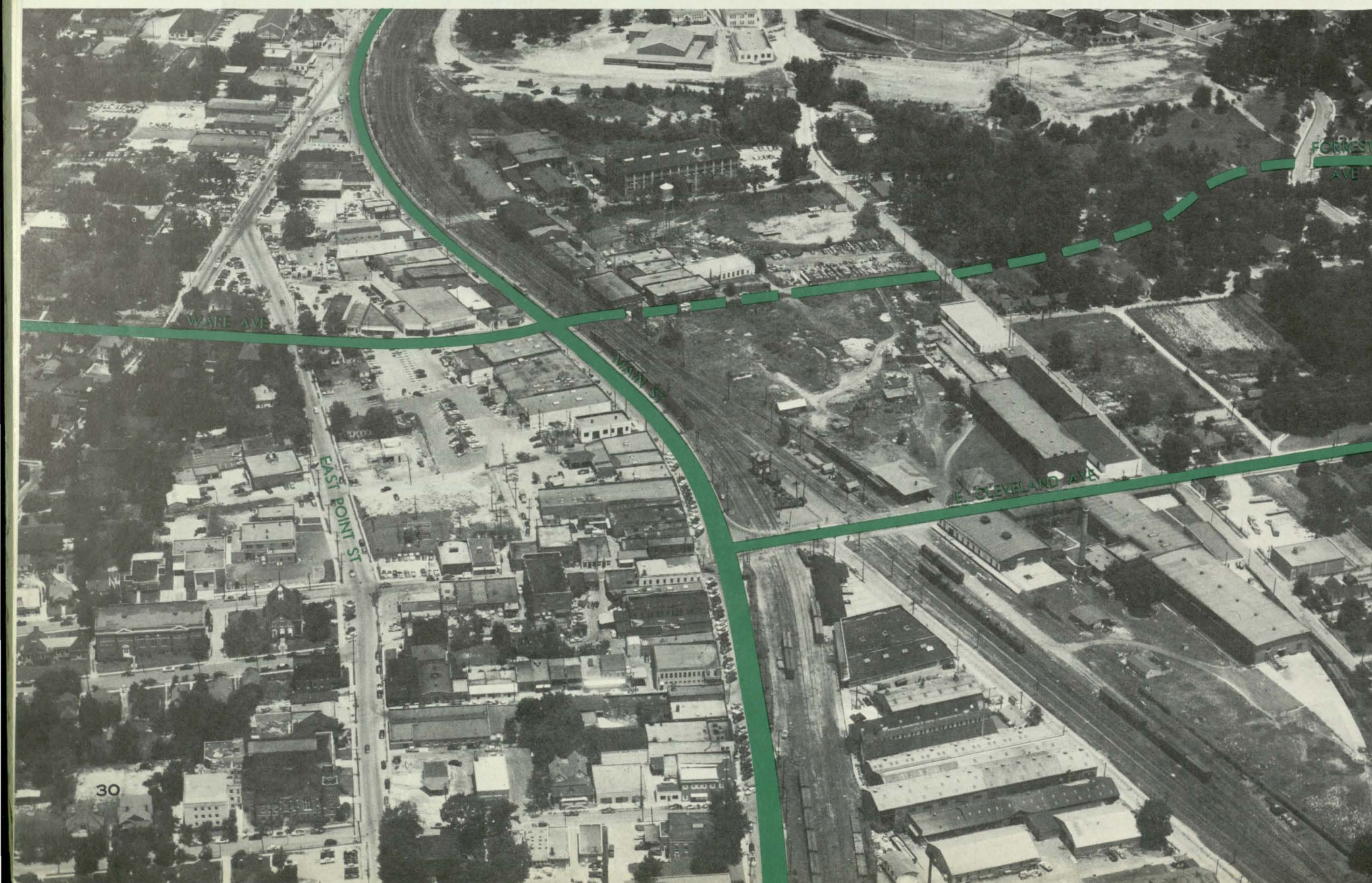
3. *Provide adequate off-street parking accommodations.* East Point is fortunate in having several large open areas immediately adjacent to the shopping district. With unified planning, these open areas could be integrated into the existing store group so that no shop in the central district need be over a block from convenient, off-street parking. First steps in this direction have been taken with the recent establishment of a parking authority with powers to assemble and develop land for off-street parking purposes.

4. *Rehabilitate the business district.* Finally, the improvement program must deal with the very heart of the problem, the physical layout and condition of the stores themselves. Working through the development plan, the business community should endeavor to strengthen relationships between stores, streets, parking, and pedestrian movement.

It should seek architectural unification of the district through planned large-scale modernization of related groups of shops. Especially important is the elimination of old deteriorated structures.

Concerted Action. The type of improvement program needed in East Point requires an organization whose specific interest is the revitalization of the business district. The organization should have an "investment approach," that is, it must be organized along the lines of a well-financed, hard-headed business venture in which the property interests in the central district act jointly to meet normal business problems of expansion and depreciation. Only in this way can the multiple interests represented in the old center meet the challenge of vigorous competition through modern merchandising techniques presented in the new, one-ownership shopping centers.

¹ Recommendations for the Solution of Traffic and Parking Problems in the East Point Central Business District. A Report to the Council of the City of East Point, prepared by Traffic Advisory Committee with technical assistance from Metropolitan Planning Commission, 1953, Atlanta, Georgia.



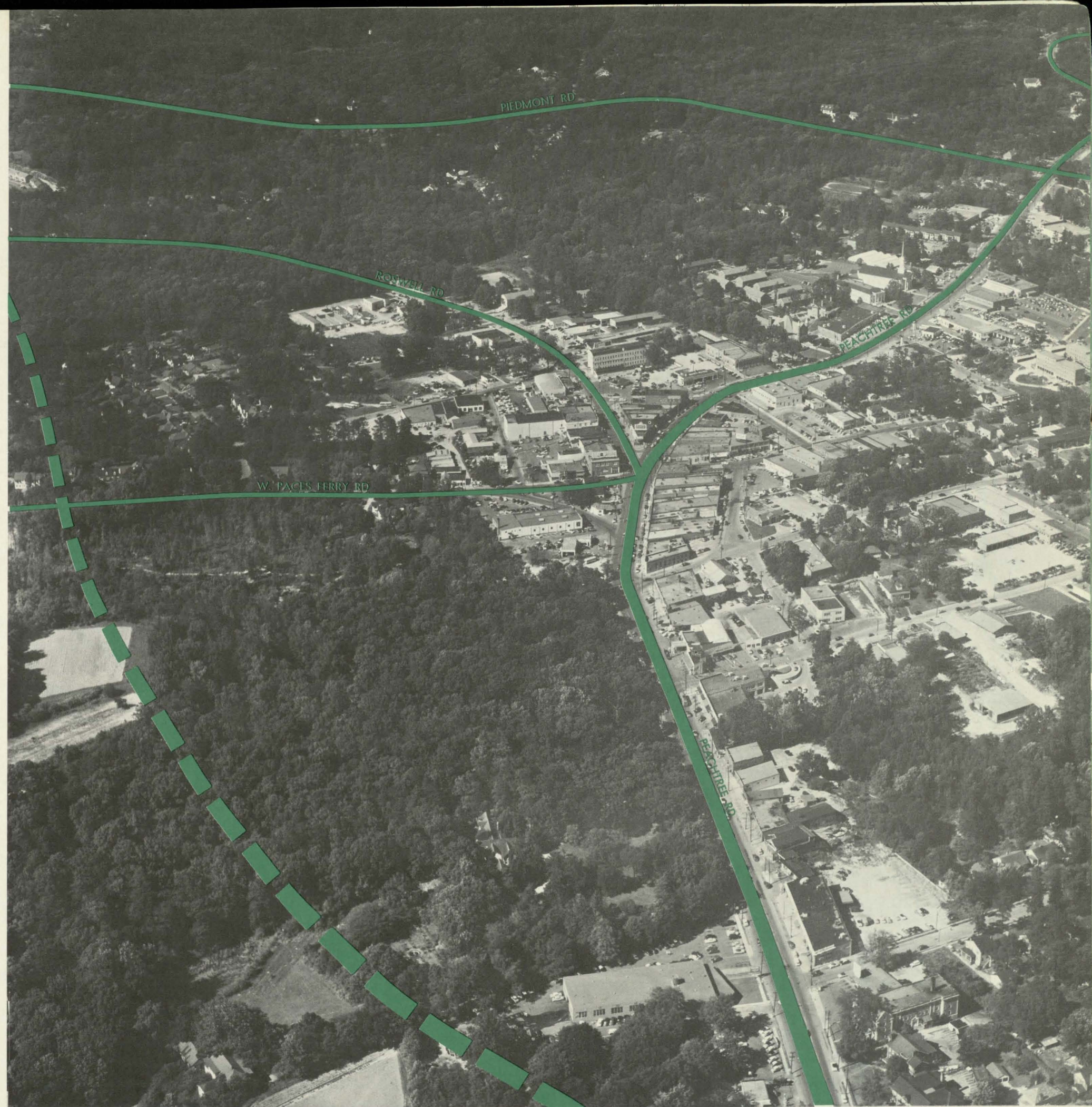
BUCKHEAD

Unlike Decatur and East Point, Buckhead's rise as a major shopping district has come in the relatively recent past. As a result, it lacks many of the problems of obsolescence and deterioration that afflict the older centers. Buckhead's shops are generally new, reasonably attractive, and pleasant to shop in.

On the other hand, Buckhead has some serious problems which the older centers possess to only a limited degree. The easy mobility offered by the automobile made Buckhead possible. It also encouraged rapid expansion in a "ribbon" pattern, with shops of all kinds strung out endlessly along both sides of a major traffic street. The result: increasing congestion, decreasing parking space, and a commercial district a full mile in length — too long and hazardous for pedestrian shopping and too congested for easy vehicular movement.

Buckhead literally stands at the crossroads. New modern shopping centers now appearing at the fringe of the existing urban area pose serious threats to its continued stability. The community has an unusually strong interest in protecting the Buckhead area from the type of residential and commercial blight that tends to appear when a major shopping district is "junked." Buckhead needs a development plan and improvement program that will seek to:

1. Develop a perimeter road system to carry traffic around the center, by-passing through traffic and providing motorists direct access to parking areas. (See sketch.)
2. Route transit through the center, thus transporting large numbers of shoppers to the heart of the district without interfering seriously with pedestrian traffic.
3. Provide adequate parking and service facilities within the perimeter road system and within reasonable walking distance of any point in the center.
4. Eliminate non-shopping land use within the center and thus avoid the "dead spaces" and other interruptions that cause a shopper to lose interest in going farther.
5. Introduce such pleasant features as trees, green open spaces, pedestrian walkways, and arcades.
6. Protect adjacent neighborhoods from the hazards and nuisance of traffic. This can be achieved by suitable landscaping, adequate parking facilities, and street layout that will set the shopping center apart from the residential areas.



CENTRAL ATLANTA

Land use development plans and better circulation are key elements in the program for continued health of downtown area.

Downtown Atlanta is the most important square mile in Georgia. It is one of the most important districts in the entire region — for it is the economic heart of the southeast.

Atlanta's central business district performs many varied functions no other area can perform. Some, particularly in the fields of *business* and *finance*, but also in the fields of *culture* and *entertainment*, are regional in scope. Some are metropolitan in nature — centrally located to serve the entire local area. Examples are *medical services* that can be provided only at the center of a large area of population, and certain *retail services*, such as department stores that can offer a wide variety only because of their large size. Other functions of the central district are primarily *governmental*, with regional influences (such as federal government activities) as well as state and local. Finally, the central district attracts activities which, for one reason or another, must be near other particular offices and agencies.

DOWNTOWN RESURGENCE

During recent years, suburbs have mushroomed around the nation's large cities. As new residential areas have been developed away from the central urban area, many types of commercial activity have followed. Added to the "pull" of

the dispersed consumer market has been the "push" of certain adverse pressures downtown, largely the result of congestion. All this has made many people wonder about the future of downtown districts.

Currently, however, there is much evidence throughout the nation that the downtown areas are regaining their vitality. In the last two or three years, hundreds of millions of dollars have been spent in new downtown construction in major United States cities. City dwellers are realizing that the unique functions of the central business district will become more important, not less important, as population spreads farther out over the countryside.

The revitalization of the central districts will not prevent the dispersal of some commercial activities in the future. Actually, decentralization of many retail facilities is helping to "unclutter" the downtown district, enabling it to perform better its unique functions as the central core.

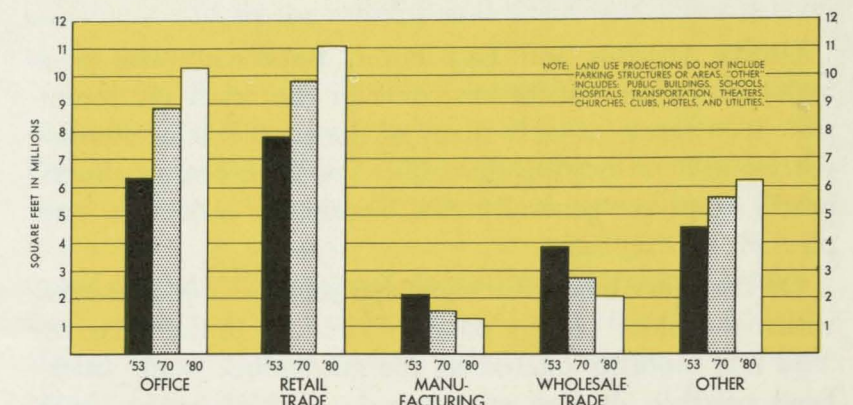
Today important construction is underway in downtown Atlanta. Within the next five or ten years, further major developments will undoubtedly take place. All of these changes will not necessarily be favorable, however. Advance planning and community action are necessary if real progress is to be made.

HOW MUCH GROWTH?

Downtown Atlanta is bound to grow, but it is important for us to know how — and how much. The projections shown in the graph were based upon detailed studies by the Commission, which showed that demand will be particularly heavy for additional office, retail, hotel, parking and entertainment facilities in the future. There will be less demand for wholesale and manufacturing space, which are already declining in importance in central districts.

This projected growth will not come at an even pace. Changes over a quarter-century do not come steadily, but in surges. A single large new office building, for example, can turn a deficit of downtown office space into a temporary surplus. Similarly, the lack of good new office space at a given time can cause major firms to leave the downtown district and build office space farther out, creating an impression of downtown decline. The process of growth is a creative one, and the central district's well-being cannot be

LAND USE AND BUILDING TRENDS, 1953-70-80
Atlanta Central Business District



judged in terms of its status at any particular time. For the past two decades there has been no major construction of downtown office space; yet the 22-story Fulton National Bank Building, now being erected, may well presage major construction during the next few years.

WHERE THE GROWTH IS COMING

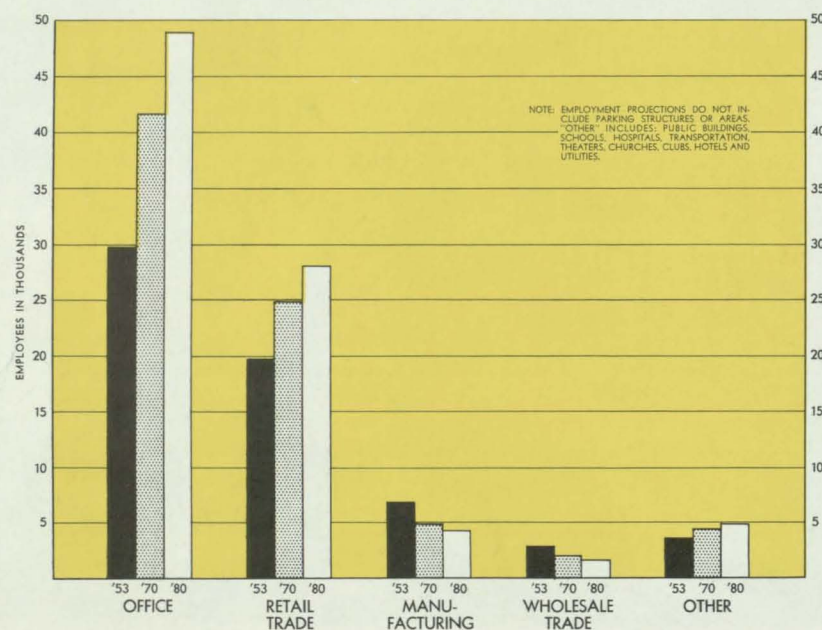
The key question facing Central Atlanta is, What steps can be taken to facilitate expected growth and make sure that each new addition fits into an intelligent pattern of land use? A comprehensive plan, which deals with existing problems as well as providing for new expansion, is discussed on the following pages. But first, we must know *how much* growth we can expect and *where* it can best be accommodated.

The map opposite shows how the projection of future downtown business activity might be distributed throughout the central business district.

While unusual opportunities exist for planned, large-scale development of the most modern type in the central area, most expansion will come in the form of single, special-purpose structures, added from time to time as the demand for new space approaches or exceeds the supply. Here, too, Atlanta is fortunate; numerous opportunities for expansion still exist within the three prime retail-office areas, A, B, and C. These three "business core" areas account for approximately 80 percent of the total growth projected for the entire central business district. They also account for 73 percent of the office space and 83 percent of the 1980 retail space projections.

¹ Figures do not include off-street parking. Miscellaneous includes: hotels, theaters, schools, hospitals, and other uses not elsewhere included. Source: Survey and projections by Metropolitan Planning Commission for areas A-H shown on map on opposite page.

EMPLOYMENT TRENDS, 1953-70-80
Atlanta Central Business District



The map reveals the present heavy concentration of office space in the Five Points Business District (area B). The Whitehall-Broad Shopping District (area C) leads in the amount of space devoted to retailing functions. Greatest increases in retail and office expansion are expected in the Five Points district. This points up a problem which could seriously affect the ability of the downtown area to achieve its growth potential.

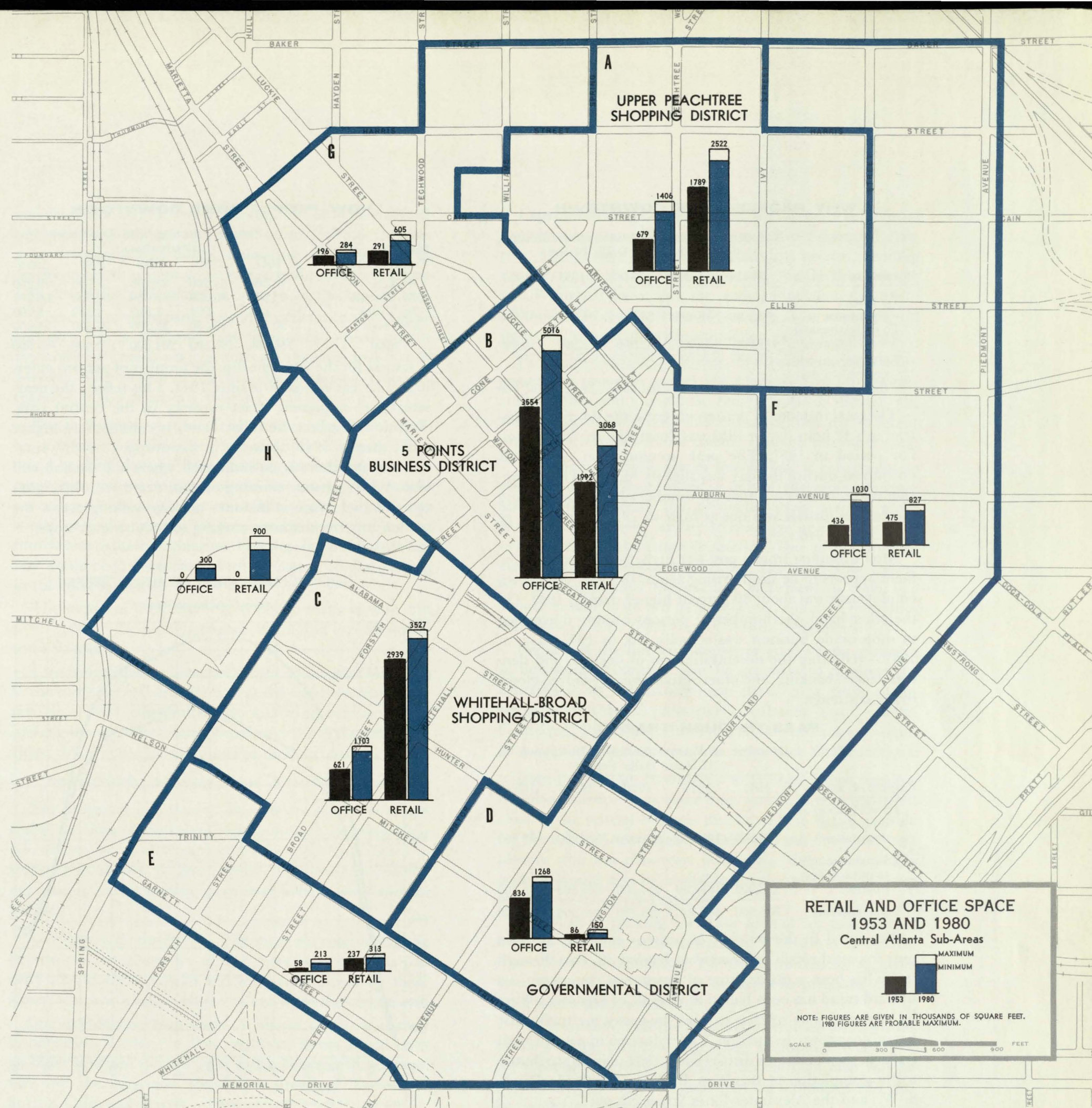
According to the Atlanta Parking Commission,¹ areas B and C alone create the need for 11,190 parking spaces — or 60 percent of the total demand generated in the entire central business district (areas A-G). They are also the areas of greatest deficiency in parking spaces, being some 5,211 spaces short of meeting their own parking demand.

Existing parking deficiencies and the new demand created by additional growth in this area present a serious dilemma. Indiscriminate additions to parking space within critical areas could easily overload the street system, prevent that very concentration of facilities which makes a downtown location desirable, and so hamper pedestrian shopping and business movements as to destroy property values which generate parking demand in the first place.

The growth projected on the opposite page is based on the potential business activity of the downtown. But it will come to pass *only* if the community works together to solve growing traffic, parking, and land use problems. Clearly defined goals must be agreed upon. On the basis of the land use and employment projections presented earlier, the community should set for itself the following objectives:

SIDEWALK CAPACITY for:	40% more employees 50% more persons downtown to shop or do business
STREET CAPACITY for:	30% more automobiles 30% more transit vehicles
PARKING ACCOMMODATIONS for:	37% more all-day parkers 35% more short-time parkers
CIVIC AND CULTURAL FACILITIES for:	conventions industrial exhibits educational exhibits cultural activities recreational activities
GREEN SPACE for:	all who come downtown to work, shop or do business

¹ Atlanta's Parking Problem, Atlanta Parking Commission, Atlanta, Georgia, October 1953.



WHY PEOPLE COME DOWNTOWN

Purpose of Trip	Number of Persons with Downtown Destinations in 12-Hour Daily Period ¹				
	1941	1945	1948	1951	1953
To work downtown . . .	44,100	58,400	68,100	55,400	57,000
To do business or shop downtown	111,900	137,100	132,900	116,900	110,900
Total persons with downtown destinations . . .	156,000	195,500	201,000	172,300	167,900

The total number of persons entering the downtown district in a 12-hour day in 1953 was down slightly from a similar period in 1951. The peak accumulation of persons downtown during the day was slightly higher. The significant point, however, is that the number of persons entering the central district was not as high in 1953 as in 1951, in 1945, or in 1948.

After dropping from a post-war high, downtown employment appears to be slowly rising again. In 1953, downtown employment was about 30 percent higher than in 1941. On the other hand, the number of persons coming downtown to shop or do business was actually less in 1953 than in 1941—reflecting the decentralization of doctors' and dentists' offices, banking, and other activities easily moved closer to the customer.

PASS-THROUGH TRAFFIC

Purpose of Trip	Number of Persons Entering Downtown in 12-Hour Daily Period ¹				
	1941	1945	1948	1951	1953
To work, shop or do business downtown . . .	156,000	195,500	201,000	172,300	167,900
To pass through to outside destination . . .	178,900	168,200	214,800	224,500	223,700
Total entering . . .	334,900	363,700	415,800	396,800	391,600

The trend in the number of persons entering the area only to pass through has somewhat leveled off. Pass-through traffic has been a major cause of downtown congestion; its upward trend has been halted as a result of vigorous efforts by local and state officials to open by-passes for traffic that has no downtown destination. The reduction in pass-through traffic in the downtown district since 1951 may be attributed to the completion of the West By-Pass (Northside Drive, S. W.) and the Alexander-Jones Street cut-over.

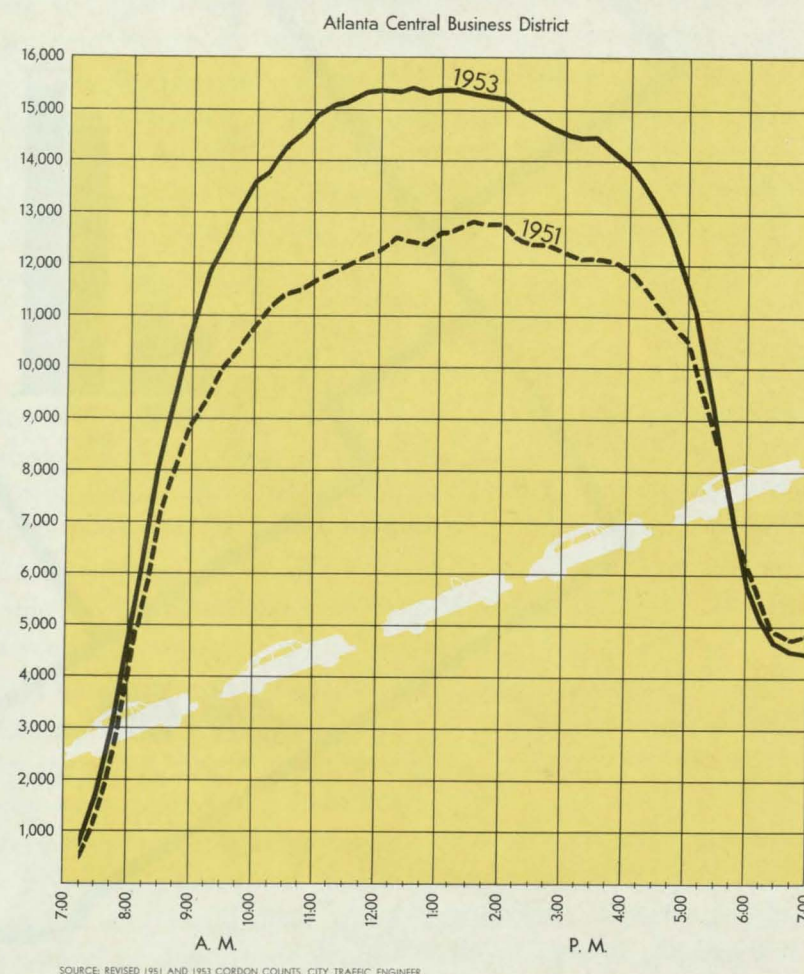
¹ Source: Estimates of the number of persons entering to work, to shop or do business, or to pass through to some outside destination—were derived by the Commission's staff from various cordon counts undertaken by the City of Atlanta with the collaboration of organizations such as the Boy Scouts. The cordon area is roughly bounded by Spring, Piedmont, Baker, and Memorial.

HOW PEOPLE COME DOWNTOWN

Mode of Transportation	Persons Entering with Downtown Destinations ¹				
	1941	1945	1948	1951	1953
By Car	78,300	63,700	82,200	78,900	79,200
By Transit	46,500	85,600	84,600	64,500	60,100
By Truck	600	600	1,500	1,300	3,700
On Foot	30,600	45,600	32,700	27,600	24,900
Total	156,000	195,500	201,000	172,600	167,900

Except for the war-time dip, the number of persons entering by car has varied little since 1941. This reflects the near-saturation of present street capacity in the central core. Transit riding, on the other hand, is considerably higher today than in 1941. However, it has dropped steadily since the war and there is no indication where the decline will stop. While persons entering on foot decreased, this figure remains high since it includes persons walking across the cordon line from close-in parking lots and transit stops.

DAILY ACCUMULATION OF AUTOMOBILES



MORE PARKING—FEWER PEOPLE

The trend away from transit toward private transportation poses another paradox for Central Atlanta: Although fewer people came downtown, they used many more parking spaces. The tables show that the post-war decline in persons coming downtown continued through the period of 1951-53. During the same period the peak accumulation of cars downtown increased by 2,600. In other words, while the number of *persons* entering by car remained virtually unchanged, the peak number of *cars* parked downtown increased 20 percent.

This parking paradox is the result of trends in increased employment, increased automobile commuting by employees, fewer persons downtown for short-time purposes, and fewer persons per car entering the downtown district. Most significant: all-day employee parking increased 25 percent. Shoppers and persons downtown to do business used approximately the same number of spaces as in 1951.

TRANSPORTATION DILEMMA

These trends have profound significance. If the number of persons entering the downtown area rises in the future as projected, the pressure of increased vehicular traffic will become still greater. Even if there were no overall increase in the number of people entering with downtown destinations, the shift away from transit to automobiles would still further increase street congestion.

Improvements in traffic flow have speeded up downtown movement, but the downtown can still handle just so many vehicles, and no more. And while outstanding efforts on the part of private parking operators have brought overall parking supply into approximate balance with demand,² there are physical limits to the expansion of parking facilities.

If declining transit patronage and increasing automobile use continue, the downtown will soon reach the limits of its capacity to absorb additional vehicles. One of two things will happen: we will have damaging decentralization, or we will suffer a severe and chronic traffic jam. With the future health of its largest employment center and tax base at stake, the community must recognize the need for drastic action and act soon.

² Serious shortages do exist in certain areas of the central business district which are only in part offset by excess spaces in other areas. Also on days of peak retail activity the overall shortage was estimated by the Parking Commission at approximately 1,800 to 2,000 spaces.

Planning Downtown Circulation

The realization of Central Atlanta's great promise will require a plan and program to channel the activities of individuals and agencies, public and private. Our aim must be two-fold — solving Central Atlanta's traffic problems, while encouraging *land use* development that will be at once efficient and profitable.

The projected increase in persons downtown cannot be handled unless traffic on downtown streets is kept within bounds. This can be accomplished only by limiting the volume of vehicles in the downtown area, and by improving street capacity for vehicles with downtown destinations.

LIMITING VOLUMES

There are three things we can do to reduce the number of vehicles on downtown streets: First, by-pass through traffic; second, get more of the people coming downtown into transit vehicles; third, provide for parking of inbound automobiles at the edge of downtown.

Expressway By-passes. Pass-through traffic now accounts for one-third of all automobiles entering the downtown. These vehicles have no business in the central area. They are there because of the radial street system, which funnels all traffic through the Central Business District. Adequate by-passes could eliminate almost one out of every three vehicles now congesting downtown streets.

Because the north-south downtown connector — linking the north and south expressway legs — will effectively serve by-pass as well as radial functions, the Metropolitan Planning Commission views its completion as the most urgent major street and highway project in the metropolitan area.

The Commission feels that planning and construction of the downtown section of the east-west expressway should receive high priority also. The interchange of this route and the north-south expressway will be constructed soon. Related sections of the east-west expressway should be designed now and the right-of-way should be protected.

Transit Improvement. The number of vehicles downtown can be further reduced by encouraging greater use of transit. Ways of achieving higher standards to attract new riders are discussed in the transit section of this report. The recommendations affecting transit operation include: banning of all on-street parking throughout the central core

and on major transit streets; prohibition of additional off-street parking facilities on transit streets within the core area; restriction of loading, unloading, and stopping on transit streets during peak periods of traffic flow; and reduction of turning movements of vehicles in the central area.

These recommendations would, in effect, create "transit corridors." It is estimated that they would speed up the movement of transit vehicles through the core area by 100 percent. The improved service — by attracting riders to transit — would markedly improve traffic conditions.

Fringe Parking. A substantial number of vehicles could be intercepted before reaching downtown streets. This could be done through fringe parking areas located at strategic points on the outskirts of the downtown. They would serve downtown employees and other all-day parkers, who would leave their cars in these fringe areas and catch a fast shuttle-bus to their destination. Parking cost and shuttle-bus fare would be low compared with the cost of all-day parking in the central core.

The object of these facilities is not to make money, but to accomplish the public purpose of keeping cars off downtown streets.

Two fringe parking areas are shown on the plan map, one at the northern end and another at the southern end of the core area. With the shuttle busses moving between them, picking up and distributing passengers along the Peachtree ridge, there would be a pay-load in each direction.

IMPROVED DOWNTOWN CIRCULATION

The foregoing measures to decrease congestion automatically aid those drivers who must continue to bring their cars downtown. Additional facilities specifically designed to improve movement to and within the downtown include expressway ramp streets, perimeter streets and close-in parking.

Expressway Ramp Streets. The need for completing the expressway connectors has already been stressed. This priority should also apply to widening and improving those streets which will carry vehicles to and from the expressway.

One expressway ramp street, Williams Street, is already in operation. Under the plan, Williams Street would have no other function than to carry traffic between the expressway and the perimeter circulation streets of Techwood, Spring, Cain, and Harris.

Expressway ramp streets which would need substantial improvements are Brotherton Street and Edgewood Avenue. The Brotherton Street distributor is needed, pending completion of the east-west expressway, to tie Broad Street and Whitehall Street into the central interchange south of Memorial Drive. The improvements on these streets should be timed to coincide with completion of the expressway.

Perimeter Circulation Streets. Two perimeter circulation streets are proposed to aid the movement of automobile traffic within and around the central business district. On these "rim roads," traffic can move between the different downtown sectors without passing through the inner core.

A shopper or businessman should find it convenient to come in on the expressway or one of the major gateway streets and, entering the perimeter street system, move around to a parking facility at the edge of the core area, yet close to his particular destination. Due to the prohibition of curb parking and unloading, the progressive timing of traffic lights, and the one-way movement of traffic, he should be able to do this quickly, easily, and with minimum interference with pedestrian or transit movements.

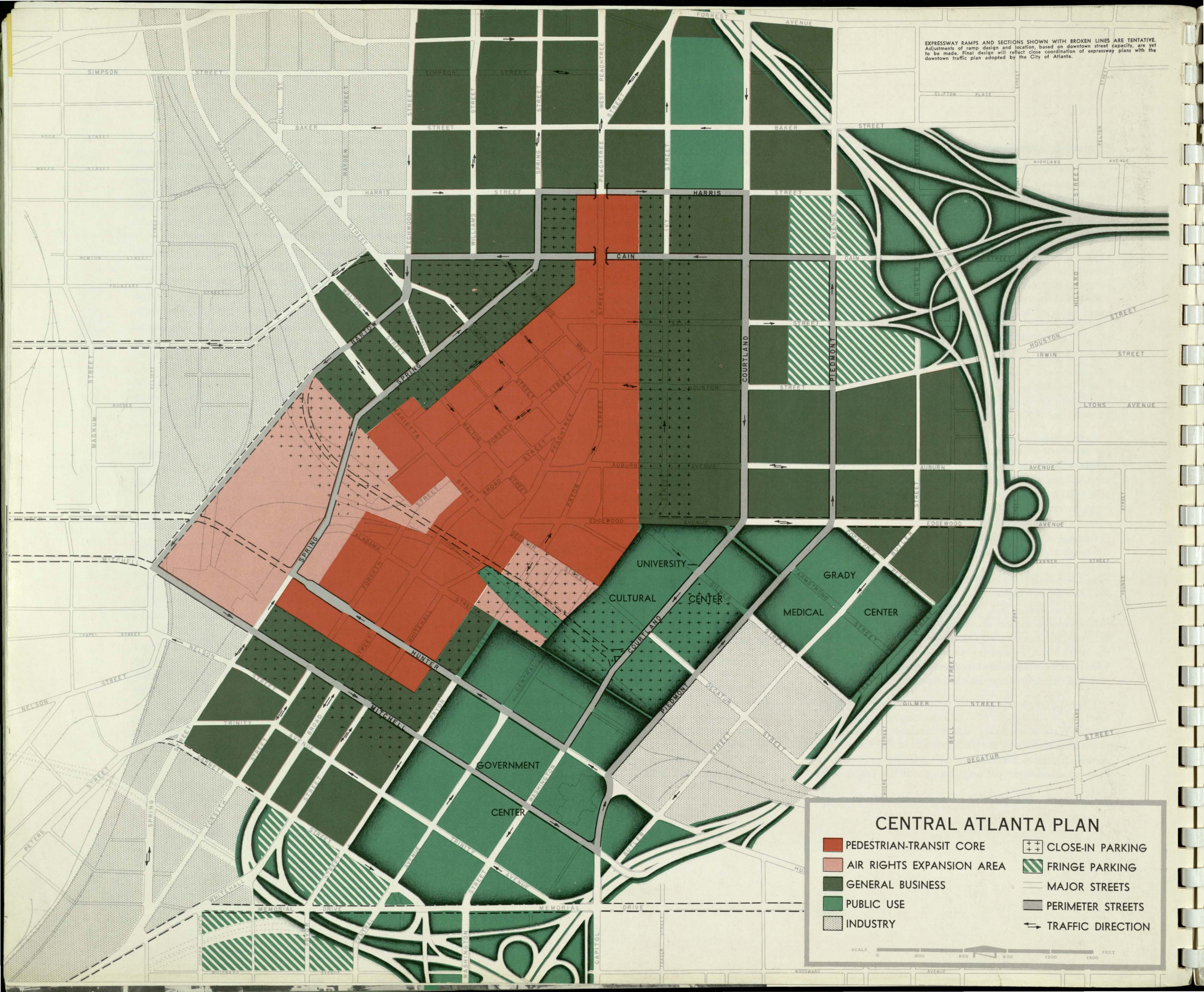
Because of the limited number of good streets available in downtown Atlanta, it may be necessary to combine the function of an expressway ramp street, or a radial major street, with that of perimeter circulation. Cain, Harris, Courtland, Piedmont, Hunter, and Mitchell streets might, with appropriate improvements, serve such dual functions.

Close-in Parking. In addition to low-cost fringe parking, the plan calls for more short-time parking accommodations close to the central business district. These would provide for the needs of shoppers, businessmen, and downtown employees who use their cars during the day. Some all-day parking would also be available at rates higher than those charged in fringe parking areas.

The close-in parking areas are located for easy accessibility to and from perimeter streets. The aim is to reduce, if not eliminate altogether, the need for vehicles to penetrate the core area. Walking distances to principal downtown destinations are short.

The areas shown on the map are *generalized* areas within which parking facilities might best be located. Not all of the space within the areas shown on the plan map will be needed for parking; many non-parking structures will also be located in these areas.

EXPRESSWAY RAMPS AND SECTIONS SHOWN WITH BROKEN LINES ARE TENTATIVE. Adjustments of ramp design and location, based on downtown street capacity, are yet to be made. Final design will reflect close coordination of expressway plans with the downtown traffic plan adopted by the City of Atlanta.



CENTRAL ATLANTA PLAN

- | | |
|---------------------------|-------------------|
| PEDESTRIAN-TRANSIT CORE | CLOSE-IN PARKING |
| AIR RIGHTS EXPANSION AREA | FRINGE PARKING |
| GENERAL BUSINESS | MAJOR STREETS |
| PUBLIC USE | PERIMETER STREETS |
| INDUSTRY | TRAFFIC DIRECTION |

SCALE 0 300 600 900 1200 1500 FEET

Planning Downtown Land Use

Traffic planning, while absolutely essential to a prosperous, healthy central business district, is but a means to an end. The ultimate objective is the efficient servicing of shops, offices, hotels, restaurants, theaters, and other facilities which make up the basic land use pattern. People who come to the central business district by vehicle can play little part in the downtown scheme of things *until they become pedestrians*. Unfortunately, in the frantic effort to solve the increasingly difficult traffic problems, the pedestrian literally becomes the "forgotten man."

PEDESTRIAN-TRANSIT CORE

The heaviest concentration of typical downtown activities is in the area shown in red on the plan map. The offices, stores, and other facilities within this core area are the daily destination of most of the 60,000 people who are employed downtown and the 110,000 people who come downtown to do business or shop. The magnet of many retail stores within minutes of one another *by foot or shoppers bus* has a unique attraction for the consumer. Similarly, the concentration of office space around Five Points is not happenstance — this is the preferred location of business firms that depend heavily on being within *easy walking distance* of other offices.

To preserve this essential accessibility, the Metropolitan Planning Commission proposes that this area of 85 acres be reserved primarily for pedestrian and transit circulation.

Pedestrian movement within this core is vital to the central business district. Yet each day sees new encroachments on the maneuverability of the pedestrian. Transit is by far the most efficient user of downtown streets. Yet the growing congestion brings new declines in transit patronage.

More and more people are becoming concerned about the downward trends in transit. On the other hand, the needs of the pedestrian — the most important figure in the central Atlanta picture — are scarcely recognized. This is the single most serious gap in present-day attempts to improve the downtown area.

A carefully prepared "sidewalk plan," geared to present and future pedestrian traffic movements should be put into effect. Such a plan should provide for building setbacks, so that sidewalks could be widened at critical points as existing buildings are replaced.

Many unnecessary sidewalk obstacles should be eliminated. Consolidation of light and sign standards, and utility poles, wherever feasible, would ease foot travel in the downtown. The situation is especially critical at bus stops where persons waiting for busses block the movement of pedestrians along the sidewalk.

The location of new parking facilities within the core should be discouraged. Heavy over-the-sidewalk automobile movements at short-time parking facilities hamper pedestrian movements and, thus, hurt adjacent retail activities. They also adversely affect transit movement as vehicles block the curb lane waiting for attendants to take over other vehicles. It is recommended that appropriate public agencies review all proposed parking facilities and drive-in businesses in the downtown area for reservoir space, handling of cars by attendants, and the relation of entrances and exits to street capacity, traffic conditions, transit and pedestrian movements, and potential effect on adjacent retail values. Ideally, these facilities should be constructed at the edge of the pedestrian-transit core — in the areas designated for close-in parking.

CORE EXPANSION

The next 5 or 10 years could easily be the most significant period of growth in Atlanta's history. This is a time of significant urban resurgence in the United States. Major cities throughout the nation, by rebuilding and revitalizing their central areas, are expressing their faith in the strong role which the central business district will play in the economy of the nation's cities. This faith is apparent in Atlanta. There is growing local interest in modern, large-scale developments like those under construction in Pittsburgh, Chicago, Boston, Philadelphia, and other American cities. Such developments would tap the new emerging economic base in Atlanta and in the entire region which it serves.

The shift from steam to diesel-powered locomotives now makes possible the development of "air rights" above railroad tracks. Two such areas are shown on the plan map opposite. Another opportunity for core expansion is found in the blocks east of Peachtree along Cain and Ellis streets. Here the new expressway connector and interchange offers new incentives for replacing older existing properties with attractive commercial development. The aerial perspective on the following page shows how each of these areas might be developed.¹

¹ Many readers are already familiar with "Peachtree City," an exciting visualization of the possible development of the railroad gulch, developed by Toombs and Company, architects. Equally interesting plans for development of the air rights over the railroad switching yards have been prepared by Robert and Company, architects and engineers.

OUTSIDE THE CORE

Public Development Areas. The aerial perspective also shows, in more detail, areas designated on the plan map for public development — a Government Center, a University-Cultural Center, and Grady Medical Center. Conceived in bold architectural terms, these could provide a composition of buildings and open space which would make "the Capital of Dixie" famous for its civic beauty.

General Business. Surrounding the pedestrian-transit core are the general business areas suited to those enterprises needing central locations, but not so dependent on pedestrian accessibility. These areas offer the advantage of location at the center of the major street system without the high land costs which exist within the core area. Firms which wish to provide a large amount of off-street parking or loading space would locate here.

Central Industrial Areas. As manufacturing and wholesaling firms leave the downtown, activities better suited to the central district are expected to replace them. Along the Georgia Railroad between Central and Piedmont, existing industries are expected to be replaced by public uses. Garment trades and wholesaling activities in the blocks immediately south of Hunter Street are expected to give way slowly to multi-story parking and drive-in businesses. Some manufacturing establishments, particularly in the Trinity Avenue area, are expected to retain their central locations. These firms economically use older industrial buildings; their employees depend heavily on transit.

Urban Redevelopment. Rehabilitation and redevelopment of the ring of blighted housing which surrounds the central business district are integral parts of sound Central Atlanta planning. The necessity of up-grading the general living conditions in this area has long been recognized. To this clear-cut community need has now been added the economic incentive of capturing the new land values created by the expressway. Conversion of such properties to better economic use will also bring substantial increases in tax revenues. Atlanta is now at a point where it can no longer afford a slum in the entire area bounded by North Avenue and Ponce de Leon on the north, Boulevard on the east, Glenn Street and Georgia Avenue on the south and Northside Drive on the west.

AN ATLANTA PANORAMA

Here is one view of Atlanta's "Golden Heart" of the future. It is an attempt to portray the proposals shown on the foregoing plan map as they might appear from the air.¹ A sketch cannot capture the new feeling of space and openness. Nor can it portray freedom from the hazards and irritation of traffic congestion. The imagination must deal with them. The majestic sweep of the expressway connector, on the east of the business district, means easy accessibility for employees and shoppers. There, too, are the convenient close-in parking facilities for the short-time parkers. New buildings will be modern, striking in appearance, characterizing a city that is going places.

AIR RIGHTS EXPANSION AREA

The unique opportunities for development of the space above and immediately adjacent to the railroad gulch and central switching yards have already been mentioned. This area, between the Bartow extension and Central Avenue, contains approximately 1,200,000 square feet of undeveloped space plus an additional 450,000 square feet which could be made available by demolishing several old and dilapidated structures. Two new viaducts to serve the air rights area and improve general downtown circulation appear as extensions of Hunter and Bartow streets.

A key element in the development plan would be the separation of vehicular and pedestrian traffic. Construction of a new route under existing viaducts and parallel to the railroad would permit access to 5,000 parking spaces below the viaduct level. Escalators would connect parking areas with the street and with a wide pedestrian promenade serving shops above the existing street level. This elevated walkway extending from Forsyth to Washington streets would create a "shoppers world" where customers could move about in a safe, pleasant, relaxed atmosphere. It would tie together the Broad-Whitehall stores, the new Government Center, the University-Cultural Center, and offices in the Five Points district.

Developed in this way, the air rights area would become in effect a regional shopping center right at the heart of the downtown. With suburban growth outward in every direction, the hub of the highway and transit system becomes an ideal location for new shopping expansion.

It would have an immediate favorable influence on private investment throughout the central business district. The unsightly gulch area, long a dead space in the retail trade corridor along Forsyth and Broad, would become an area of vital importance.

Specific proposals for air rights development include a number of small specialty shops, a large department store, several office buildings, a heliport and transportation center, and an 800-1,000 room hotel in conjunction with a new convention auditorium.

East of the Peachtree ridge, a shopping mall and office center (shown in the center background) might be developed to tap the new market created by expressway traffic arriving at this point from the north, south, and east. A pedestrian plaza, integrating the new buildings with the established shopping and office facilities, would be a focal point of interest in the upper Peachtree area.

GOVERNMENT CENTER

The Government Center will occupy the southern portion of the downtown mall which lies east of Pryor Street between Edgewood Avenue and Memorial Drive. The mall, with attractive landscaping and broad vistas, will provide a suitable setting for public and semi-public buildings.

The Georgia State Capitol, flanked on the north, south, and east, by handsome state structures, dominates the Government Center. The new Agricultural Building lies to the north of the Capitol; the Judicial, Office and Labor Building lies to the south. The state parking facility appears on the east, between the Capitol and the expressway. A proposed State Archives Building would be located between the Government Center and the University-Cultural Center.

In an adjoining block, the Atlanta City Hall stands as a focal point of the municipal government group. Enlargement of the City Hall by the addition of a substantial wing will require the demolition of older structures in the block. This wing, and accompanying parking facility, will share the south half of the block with the Fulton County Public Health Building. The block south of the City Hall is proposed for development either as the administrative center for the Atlanta Board of Education or as a new traffic court.

The present county buildings, including the Fulton County Court House, Administration Building, Juvenile Court, County Health Department, and the parking facility adjacent to the Court House are expected to provide ample space for the needs of county government.

As a means of supplying convenient office space for attorneys within the Government Center, a lawyers building is proposed in the block adjoining the courts building.

The block facing the City Hall is proposed for partial redevelopment. That block, except for the two older churches, should be cleared of all structures and developed as a central city park. The Georgia State Capitol, Atlanta City Hall, Fulton County buildings, and two churches, one Catholic and one Protestant, whose histories date back to ante-bellum days, would surround the park.

The two blocks lying south of the present county structures are proposed for future federal office buildings. Atlanta will continue to be a significant regional center for federal activities. Buildings designed specifically for that purpose, reflecting the poise and dignity that one expects of federal structures, would be appropriately located in the center, convenient to other government offices, regional business offices, and transportation.

THE UNIVERSITY-CULTURAL CENTER

At the pivot point of the northwest-southeast axis formed by the pedestrian promenade over the railroad gulch and the northeast-southwest axis formed by the government mall is the proposed University-Cultural Center. Here would be located the varied facilities for higher education, fine arts, conventions, civic gatherings, and community organization.

Higher education needs will continue to be met by the Atlanta Division, University of Georgia. That school, Georgia's third great

state university, is already meeting important educational needs. In the near future, it will be in the 10,000-student class.

The university center will be composed largely of classroom, library and administration buildings, and a multi-level parking garage. The new university building fronting on Hurt Park, along with the Municipal Auditorium, the YWCA, and the Hurt Building, already adds new civic interest in this area.

Instruction in the fine arts at the university and widespread interest in those fields throughout the metropolitan area are prevailing considerations in the location of a Fine Arts Center as a part of the University-Cultural Center. Facilities for classroom instruction might be concentrated in the university structure. Practice, recital and exhibition space, together with office and conference space for the several fine arts groups, would be in a fine arts building.

Related to the building would be a new public auditorium, the need for which is increasingly evident. Actually two types of auditorium facilities are needed by the metropolitan community, an arena-auditorium to accommodate large groups, exhibits, conventions, sports, and other entertainments, and a music hall for concerts, plays, ballet, and artistic productions requiring a more intimate setting. The auditorium facilities will also be valuable to the university and the Fine Arts Center.

Convention facilities for regional and national conferences of all types will be required as metropolitan Atlanta continues its prominent role in the Southeast. Conventions will draw on the several auditorium facilities. Plans also call for a large hotel between the conferences facilities and the Five Points business district.

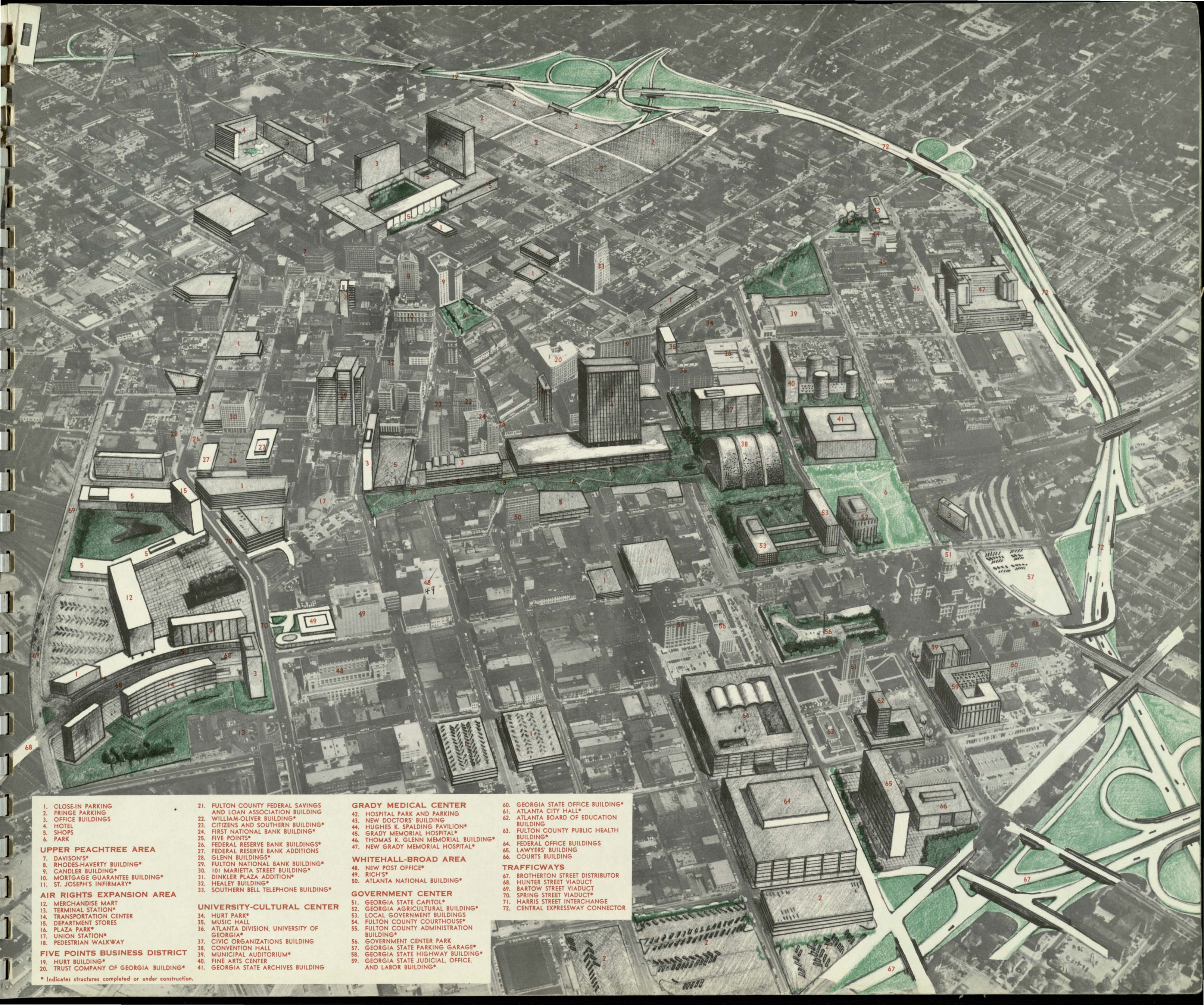
Local civic and service groups need office and conference facilities. Citizen groups of various kinds supply the human resources and citizen support of area-wide development and coordination. These organizations could share meeting rooms and convention facilities.

Architectural planning of the University-Cultural Center group as an interrelated whole is most important. The blighting influence of the railroad gulch in this section can be overcome by decking over the tracks to provide space for buildings, parking, and open space. The pedestrian walkway at an upper level would provide easy circulation between the university, fine arts, conference and auditorium facilities, and the business and shopping areas.

GRADY MEDICAL CENTER

The Grady Medical Center, occupying five city blocks, will be developed around the new Grady Hospital. This building, now under construction, appears in the sketch within the crescent formed by the expressway connector. Plans call for the provision of 1,000 beds in a modern 20-story building. Recently completed buildings in the center include the Thomas K. Glenn Memorial Building of Emory University School of Medicine, and the Hughes K. Spalding Pavilion. A combined park and parking area is planned for the block south of Edgewood between Courtland and Piedmont. Open space in green park-like condition will integrate the medical center with the University-Cultural Center and the Government Center.

¹ This perspective was prepared by Alexander and Rothschild, architects, in collaboration with the staff of Metropolitan Planning Commission.



- 1. CLOSE-IN PARKING
 - 2. FRINGE PARKING
 - 3. OFFICE BUILDINGS
 - 4. HOTEL
 - 5. SHOPS
 - 6. PARK
- UPPER PEACHTREE AREA**
- 7. DAVISON'S*
 - 8. RHODES-HAVERTY BUILDING*
 - 9. Candler Building*
 - 10. MORTGAGE GUARANTEE BUILDING*
 - 11. ST. JOSEPH'S INFIRMARY*
- AIR RIGHTS EXPANSION AREA**
- 12. MERCHANDISE MART
 - 13. TERMINAL STATION*
 - 14. TRANSPORTATION CENTER
 - 15. DEPARTMENT STORES
 - 16. PLAZA PARK*
 - 17. UNION STATION*
 - 18. PEDESTRIAN WALKWAY
- FIVE POINTS BUSINESS DISTRICT**
- 19. HURT BUILDING*
 - 20. TRUST COMPANY OF GEORGIA BUILDING*

- 21. FULTON COUNTY FEDERAL SAVINGS AND LOAN ASSOCIATION BUILDING
 - 22. WILLIAM-OLIVER BUILDING*
 - 23. CITIZENS AND SOUTHERN BUILDING*
 - 24. FIRST NATIONAL BANK BUILDING*
 - 25. FIVE POINTS*
 - 26. FEDERAL RESERVE BANK BUILDINGS*
 - 27. FEDERAL RESERVE BANK ADDITIONS
 - 28. GLENN BUILDINGS*
 - 29. FULTON NATIONAL BANK BUILDING*
 - 30. 101 MARIETTA STREET BUILDING*
 - 31. DINKLER PLAZA ADDITION*
 - 32. HEALEY BUILDING*
 - 33. SOUTHERN BELL TELEPHONE BUILDING*
- UNIVERSITY-CULTURAL CENTER**
- 34. HURT PARK*
 - 35. MUSIC HALL
 - 36. ATLANTA DIVISION, UNIVERSITY OF GEORGIA*
 - 37. CIVIC ORGANIZATIONS BUILDING
 - 38. CONVENTION HALL
 - 39. MUNICIPAL AUDITORIUM*
 - 40. FINE ARTS CENTER
 - 41. GEORGIA STATE ARCHIVES BUILDING

- GRADY MEDICAL CENTER**
- 42. HOSPITAL PARK AND PARKING
 - 43. NEW DOCTORS' BUILDING
 - 44. HUGHES K. SPALDING PAVILION*
 - 45. GRADY MEMORIAL HOSPITAL*
 - 46. THOMAS K. GLENN MEMORIAL BUILDING*
 - 47. NEW GRADY MEMORIAL HOSPITAL*
- WHITEHALL-BROAD AREA**
- 48. NEW POST OFFICE*
 - 49. RICH'S*
 - 50. ATLANTA NATIONAL BUILDING*
- GOVERNMENT CENTER**
- 51. GEORGIA STATE CAPITOL*
 - 52. GEORGIA AGRICULTURAL BUILDING*
 - 53. LOCAL GOVERNMENT BUILDINGS
 - 54. FULTON COUNTY COURTHOUSE*
 - 55. FULTON COUNTY ADMINISTRATION BUILDING*
 - 56. GOVERNMENT CENTER PARK
 - 57. GEORGIA STATE PARKING GARAGE*
 - 58. GEORGIA STATE HIGHWAY BUILDING*
 - 59. GEORGIA STATE JUDICIAL, OFFICE, AND LABOR BUILDING*

- 60. GEORGIA STATE OFFICE BUILDING*
 - 61. ATLANTA CITY HALL*
 - 62. ATLANTA BOARD OF EDUCATION BUILDING
 - 63. FULTON COUNTY PUBLIC HEALTH BUILDING*
 - 64. FEDERAL OFFICE BUILDINGS
 - 65. LAWYERS' BUILDING
 - 66. COURTS BUILDING
- TRAFFICWAYS**
- 67. BROTHERTON STREET DISTRIBUTOR
 - 68. HUNTER STREET VIADUCT
 - 69. BARTOW STREET VIADUCT
 - 70. SPRING STREET VIADUCT*
 - 71. HARRIS STREET INTERCHANGE
 - 72. CENTRAL EXPRESSWAY CONNECTOR

* Indicates structures completed or under construction.

Central Atlanta Checklist

To the casual observer, the picture of Central Atlanta's future may appear overly optimistic. Actually, the growth projected for the area does not fully reflect the enthusiasm which Atlanta's many opportunities can arouse. It is worth noting that the changes depicted are no greater than those which have occurred since 1920. The principal objective is to provide a sound framework within which many private and public decisions can be directed toward the achievement of community goals. Without an overall plan, past development in one quarter has worked at cross purposes with development in another. We have reached a point where we can no longer rely on hit-and-miss methods.

Traditionally, Atlanta has been an aggressive, enterprising city; the plan presented above represents no startling departure from that historic past. Existing sound development provides the firm base for future expansion plans. Because we can so easily build on the good work already done, we are already well along toward realization of our goal. Evidence of progress made thus far is the number of items checked in the following list, which identifies the major elements of the Central Atlanta plan, including recent accomplishments. It sets forth necessary next steps to be undertaken by individuals and agencies working toward a healthy, prosperous Central Atlanta.

BY-PASS HIGHWAYS

- ☒ Trafficways Plan
- ☒ West By-Pass (Northside Drive, S. W.)
- ☒ Tenth Street cut-through (bonds voted)
- ☒ North-South Expressway connector (bonds voted)
- ☐ East-West Expressway (downtown section)
- ☐ Protection of R.O.W. for Lockheed connector, West Atlanta Boulevard, and other by-pass routes in outlying undeveloped areas

TRANSIT IMPROVEMENT

- ☒ Report of Senate Transit Committee
- ☒ Replacement of street cars with trackless trolleys
- ☒ Equipment replacement financing
- ☐ Improved loading and unloading
- ☐ Express transit on expressway
- ☐ Transit corridor streets
- ☐ Cross-town transit routing
- ☐ Rail rapid transit economic survey

FRINGE PARKING

- ☐ Economic studies and preliminary plans
- ☐ Land acquisition
- ☐ Shuttle bus routing

EXPRESSWAY RADIALS

- ☒ North Expressway — Northeast leg
- ☒ North Expressway — Northwest leg
- ☒ South Expressway
- ☐ East Expressway
- ☐ West Expressway

EXPRESSWAY RAMP STREETS

- ☒ Williams Street improvement
- ☐ Edgewood widening
- ☐ Brotherton Street distributor

RADIAL MAJOR STREETS

- ☒ Mitchell Street widening (bonds voted)
- ☐ Hunter Street viaduct and widening
- ☐ Memorial Drive widening
- ☐ Whitehall Street widening
- ☐ Magnolia widening to Cain
- ☐ Garnett Street widening and connection with Peters Street
- ☐ Extension of Juniper into Piedmont at Twelfth Street

PERIMETER STREET SYSTEM

- ☒ Courtland-Piedmont progressive light timing
- ☒ Capitol-Piedmont offset improvement
- ☒ Cain-Harris progressive light timing (being installed)
- ☒ Techwood extension
- ☐ Hunter Street viaduct
- ☐ Restriction of parking and loading
- ☐ Bartow Street viaduct
- ☐ Underpass Cain and Harris at Peachtree
- ☐ Improved clearance of Piedmont at railroad underpass
- ☐ Extend one-way street system

CLOSE-IN PARKING

- ☒ Atlanta Parking Commission report
- ☒ Creation of Traffic and Transportation Commission
- ☒ 685 new parking spaces through private enterprise 1953-54
- ☐ Elimination of present 750 space deficiency
- ☐ Provision of additional spaces needed by 1960

PEDESTRIAN-TRANSIT CORE

- ☒ Marietta Street sidewalk widening
- ☐ Reduction of obstructions to pedestrian flow
- ☐ Reduction of curb parking, loading, and turning movements
- ☐ Review of new off-street parking facilities
- ☐ Sidewalk plan and action program
- ☐ Removal of on-street parking from transit and traffic streets
- ☐ Store front remodeling and modernization

AIR RIGHTS EXPANSION AREA

- ☒ Plaza Park
- ☒ Preliminary sketch plans
- ☐ Detailed project plans
- ☐ Central pedestrian mall
- ☐ "Gulch" access road
- ☐ Lower-level parking
- ☐ Heliport

GOVERNMENT CENTER

- ☒ Preliminary sketch plan and model
- ☒ Fulton County Administration Building
- ☒ Georgia State Agricultural and Judicial, Labor and Office buildings
- ☒ County and state parking garages
- ☒ Courts building (bonds voted)
- ☐ Detailed project plan
- ☐ New City Hall expansion
- ☐ Federal buildings

UNIVERSITY-CULTURAL CENTER

- ☒ Modernization of Municipal Auditorium
- ☒ Hurt Park
- ☒ New building, Atlanta Division
- ☐ Overall plan for area
- ☐ Civic Organization Building
- ☐ Convention Center

GRADY MEDICAL CENTER

- ☒ Creation of DeKalb-Fulton Hospital Authority
- ☒ Hughes Spalding Pavilion
- ☒ Thomas K. Glenn teaching facilities
- ☒ 1000-bed Hospital (under construction)
- ☐ Parking
- ☐ Medical Center park

FOR TOMORROW

NOW...

PLANNING CIRCULATION

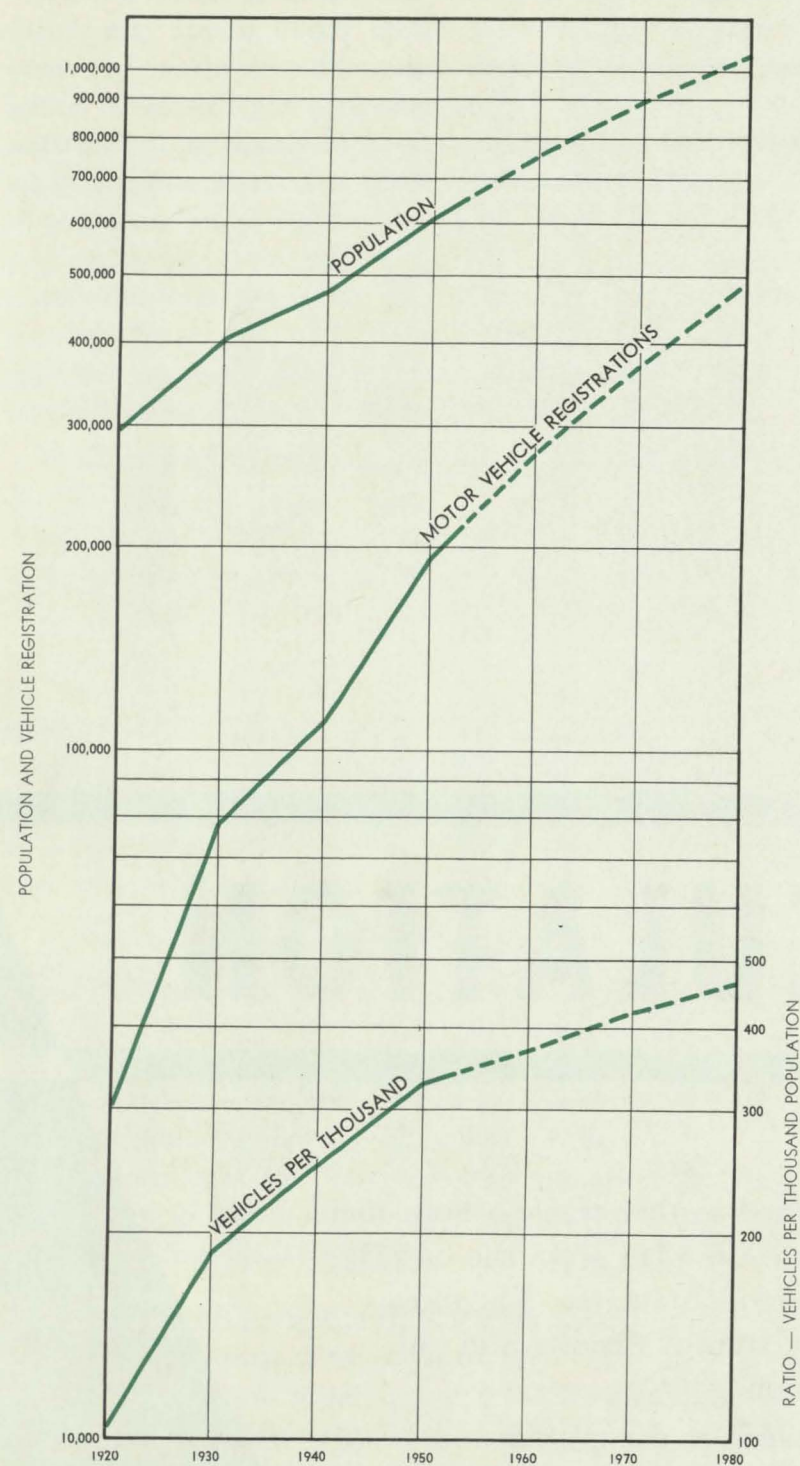
Circulation — or the lack of it — can make or break a city.

Like a great modern factory, our community must be properly planned so that traffic — both men and materials — will flow with maximum efficiency and safety. The land use plan seeks the orderly arrangement of the varied types of land development in the Atlanta metropolitan area. The movement of people and goods is provided for by major streets and highways, transit, airports, and railroads. Plans for these transportation functions are presented in this section.

Ease of circulation throughout the community determines in large measure the growth and prosperity of our business and industries, the continued soundness of our tax base, and the convenience and safety of our citizens. Yet, as of now, we are losing the traffic battle. As the volume of people and goods to be moved increases, circulation becomes more difficult, and we face mounting congestion that daily takes its toll in money, time, and trouble.

- POLICY NEEDS
- TRAFFICWAYS
- TRANSIT
- TRUCKING
- RAILROADS
- AIRPORTS

Traffic congestion costs local citizens, business, and industry an estimated sixty-five million dollars every year.



TRAFFIC TRENDS 1920-1980
Fulton and DeKalb Counties

This is the conclusion of the Atlanta Traffic and Safety Council based on recent study.

The size of the problem for which solutions must be found in the years just ahead can be readily seen from a study of existing and projected traffic trends. One need not be an expert to realize that in many places in the metropolitan area traffic volumes are outstripping street capacity. A more difficult task, but a necessary one, is the accurate forecasting of future traffic volumes.

Increasing traffic loads go hand in hand with population growth, rising motor vehicle registration, and increasing automobile use. Accordingly, past trends for each of these factors have been studied and analyzed as a basis for projections into the future.

The graph shows the dramatic increases in population which have taken place in the two-county area since 1920. The population has more than doubled in that brief time. But even more dramatic are the increases in motor vehicle registrations, which have risen more than 300% in the same period. Vehicles per thousand population show the trend toward more widespread car ownership in this country. No local figures are available for vehicle usage, but if we assume that the Atlanta area will follow national trends, we can expect 1980 traffic volumes twice as great as our existing capacity for handling them.

Both the Trafficways Plan in this report and the plan proposed by the Municipal Planning Board for the City of Atlanta and unincorporated Fulton County¹ recommend street improvements to handle 1980 traffic volumes. Both plans recognize, however, that there are physical and economic limits to the improvements that can be made, particularly in the central business district where congestion is greatest. We are limited not only in enlarging street capacity, but also in providing new parking accommodations. If everyone brought his car downtown the required expansion of parking facilities would destroy the compactness of the central business district and seriously disrupt the movement of pedestrian traffic.

In outlying areas, we are even more short of street capacity, particularly crosstown and circumferential, but there we have the room necessary for new and improved routes. If the provisions of the major street plans are carried out,

outlying traffic should move quickly and easily. In the central business district, however, major street improvements are not enough.

Although streets in the downtown area are at or near capacity, traffic flow for the peak outbound movement moves steadily upward. At some point in the near future, we can expect a complete breakdown in circulation in the downtown area unless drastic measures are taken to boost capacity or reverse the trend toward decreasing transit use. Certainly we cannot handle the great increases which are expected in the downtown if all, or even most, of us choose to come by car to shop or work.

This was recognized by the Parking Commission study. It assumed that current transit trends downward would be halted and transit would continue to carry the same proportion of persons downtown as it did in 1953. Other studies have used even bolder assumptions. The Municipal Planning Board, in its plans for major streets and highways, assumes that present trends of declining transit use will actually be reversed — that transit will carry a *greater* share of people downtown than at present.¹ Some specific steps by which this might be accomplished are discussed in the Transit section. Their success will depend on the development of a public policy concerned with all forms of transportation, public and private.

The Choice Is Ours. The urgent need for a forward-looking transportation policy is emphasized by the alternative programs presented in the box. Each of these alternatives would result from a different public policy. The effect on the efficiency of land development and the cost of necessary improvements vary tremendously. All three transportation programs would involve some additions to street capacity in the intensively developed central area. A limited number of streets can be widened or extended without acquiring and demolishing valuable existing structures. Beyond this point, however, street improvement in the downtown area will be prohibitively high in cost.

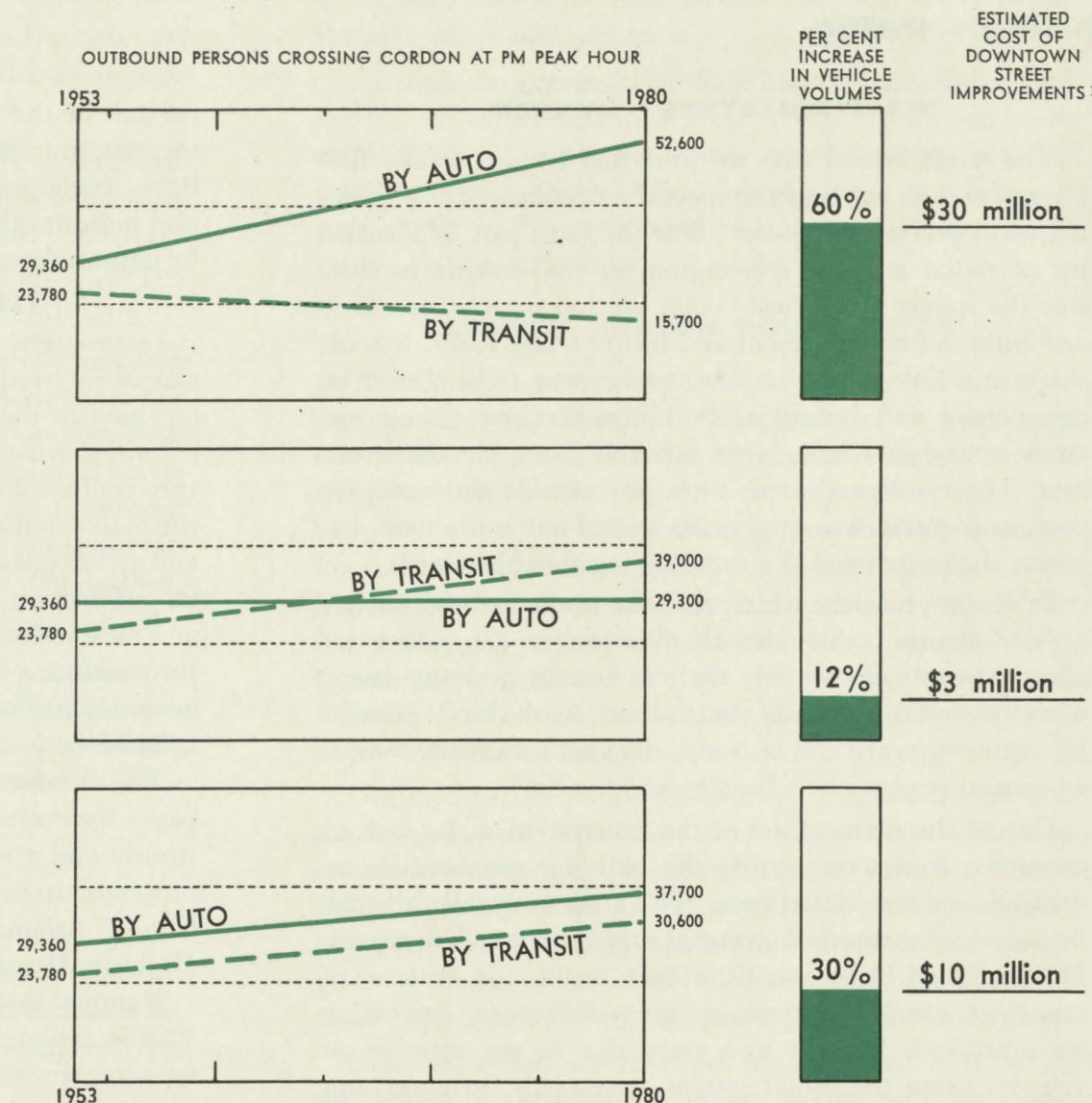
In the face of competing demands for funds, Atlanta cannot possibly afford to finance the improvements called for under policy No. 1. And these include only improvements needed on central area streets. The estimated \$30 million would be multiplied ten-fold in expenditures for additional

¹ Major Thoroughfare Plan of the City of Atlanta and Fulton County, Municipal Planning Board, Atlanta, November 1953.

EFFECT ON COMMUNITY EXPENDITURES OF 3 ALTERNATIVE POLICIES

POLICY 1

Permit present trends in transit use to continue downward. Build additional expressways and major streets as needed to carry those persons shifting from transit to auto. *Result: Transit levels off at 20% of total traffic movement—downtown is widely dispersed to provide large-scale parking facilities in shopping and office core.*



POLICY 2

Build no additional street capacity in downtown—Utilize existing street system only and carry all increases by transit. *Result: Transit carries 50% of total movement—Auto 37%.*

POLICY 3

Build such additional major streets and expressways and institute such transit improvements and land use measures as would enable both transit and autos to handle present proportions. *Result: Transit continues to carry 39% of total—Auto 49%.*

expressways, major streets, parking facilities, and a more complicated expressway ramp system than is now being designed. Lacking any clear-cut policy and action to reverse current trends, this is the direction in which we are now moving.

While greatest savings would be realized under the second alternative, the commission feels that policy No. 3 will result in the most realistic course of action. As a public policy it carefully balances our desire to use our automobiles with the public expenditures that must accompany that use. The plans recommended herein for central Atlanta, trafficways, and transit are premised on this recommended policy.

The early adoption of a public policy on transportation is urgently needed to guide innumerable decisions affecting transit and traffic movement throughout the metropolitan area. For instance, decisions relating to the use of expressways by transit vehicles, the regulation of parking, loading, and unloading on transit streets, and the location of parking garages within the congested core area, all have a far-reaching and cumulative effect on transit's ability to render good, or even acceptable, service to its patrons. Yet, in the absence of any guiding policy statements, these important day-to-day decisions are made frequently without regard to their ultimate effect on the success or failure of the transit operation.

A Note On Rail Rapid Transit

Currently the citizens of the Atlanta area are dependent on rubber-tired busses to satisfy public transportation needs. Within a few years, however, we will require some type of high-speed mass transportation to supplement the bus system and serve our fast-growing suburbs. Large cities faced with this need have turned to subways, surface or elevated rail lines — and more recently — monorail.

Subways. A traditional solution to transportation problems in older cities, the subway is probably the most effective means of mass transportation where high densities and high passenger volumes prevail. Its major drawback is high construction cost — ranging from five to fifteen million dollars per mile. Much higher volumes and densities than are now foreseen would be necessary to justify subways in the Atlanta metropolitan area.

Surface Rail. Fanning out in all directions, Atlanta's rail system ties together most major population groupings in the metropolitan area. Peak-hour use of existing rail lines could move people into the central area from Decatur, East Point, Emory, or Brookhaven. Other points could be served by rails on expressway center malls. This high-speed, low-fare service would be a most effective means of relieving traffic loads on the surface street system. Major disadvantages: (1) the rail lines' relative inflexibility in passenger pick-up and delivery and (2) the heavy initial expenditures for facilities and equipment. Nevertheless, its merits make surface rail worthy of further study and consideration.

Monorail. This latest form of the elevated railway has been receiving considerable attention in cities faced with growing traffic problems. Operating on a single rail, the monorail lacks the obnoxious features of the old, double-rail, elevated system. Chief advantages are: lower initial cost, quiet operation, a more attractive structure, and adaptability to use over street or railroad right-of-way. To a lesser degree, however, it shares the limitations of conventional rail systems in that economical operation requires fairly heavy passenger volumes and the fixed rail makes it less flexible than busses in passenger pick-up and delivery. Monorail appears to offer good possibilities for future use in the Atlanta area. Planning and experimentation by the cities of Los Angeles and San Francisco should be watched.

Summary. While some type of rail rapid transit will soon become necessary, the greatest return on current tax dollars will come from improvements designed to permit rubber-tired transit to compete favorably with the automobile. The possibilities inherent in a good transit bus system have yet to be fully explored — either in the Atlanta area or in other American cities. An improvement program recently initiated by the newly-organized Atlanta Transit System should help, but there are some things the company cannot do. The underlying basis for effective bus transit lies within the sphere of public powers and responsibility.

An arterial street network is needed to tie together the local systems and speed the flow of metropolitan traffic.

The Trafficways Plan (Pocket Map No. 2) consists of a coordinated system of streets and highways designed to serve all parts of the metropolitan area. It is integrated with plans for other forms of traffic — truck, transit, railroad, and airport. Each route in the proposed system is planned on the basis of the traffic load it will have to carry, the function it is to serve, and its effect on nearby property. A main purpose of the plan is to move future traffic as swiftly, smoothly, and safely as possible. It also aims at economy — both in construction and in motor operating costs.

Even more important, the plan is designed to protect residential sections from the blighting influence of heavy through traffic, and to serve the many different kinds of land development in the area. As shown on the Development Plan map the future street and highway system blends with surrounding land use to create a desirable pattern of urban living for all residents of the metropolitan area.

EXISTING STREET SYSTEM

The street system that we inherited from a totally different era does not begin to meet the demands of our growing metropolitan community. For the most part, it is made up of radial streets — converging on the downtown hub like the spokes of a wheel — that are too narrow, crooked, and hilly to handle present and future traffic loads. It took shape at a time when the downtown was a tight cluster of commercial and industrial buildings serviced almost entirely by transit — first, horse cars and, later, electric street cars. The residential areas were just outside this compact core, and traffic was largely an in-and-out movement between the center and the surrounding neighborhoods.

In recent years, the widespread use of the automobile has greatly changed this picture. No longer dependent on transit, people have made their homes in outlying areas, often beyond the reach of transit lines. As the city's population grows upward and outward, the load on already crowded central streets grows heavier and heavier.

One of the main causes of this congestion is the lack of crosstown routes connecting the outlying commercial, industrial, and residential areas. This forces virtually all traffic to funnel through the central area on the radial system. Earlier, when there was little such traffic, the absence of crosstown connectors made no great difference. But today we must look forward to a steep rise in the number of vehicles using the radial system, necessarily, to enter and leave the downtown. And the trend is toward more and more outlying industrial and commercial developments that create large volumes of traffic. These sharply mounting traffic demands make the need for crosstown connections imperative.

TRAFFIC LOADS — TODAY AND TOMORROW

The diagram on this page compares today's traffic movements with those of tomorrow. The solid bands indicate the volumes presently being handled by each of the major traffic arteries. Due to the absence of loop routes, by-pass and crosstown movements are either relatively light or non-existent. Radial movements are heavy.

The shaded bands show the anticipated traffic volumes which the major arteries will carry in the future. A com-

parison of the solid and the shaded bands will show the increase in traffic expected. While the diagram tells us that heavy traffic can be expected on radial routes in 1980, it also indicates that the highest rate of increase will occur in by-pass and crosstown movements.

TIE-IN WITH OTHER PLANS

Fortunately, the first steps toward the kind of street system we need have already been taken. These steps were outlined in the 1946 Lochner Plan.¹ While that plan had certain shortcomings — notably, the underestimation of future traffic volumes and the lack of any tie-in with a land-use plan — it did succeed in marshalling community thought and action toward the solution of our traffic problems. Since its publication, a Joint Bond Commission has been created and local citizens have approved two bond issues to finance recommended improvements. Aided by the state and federal governments, over 18 miles of expressways have been constructed or programmed.

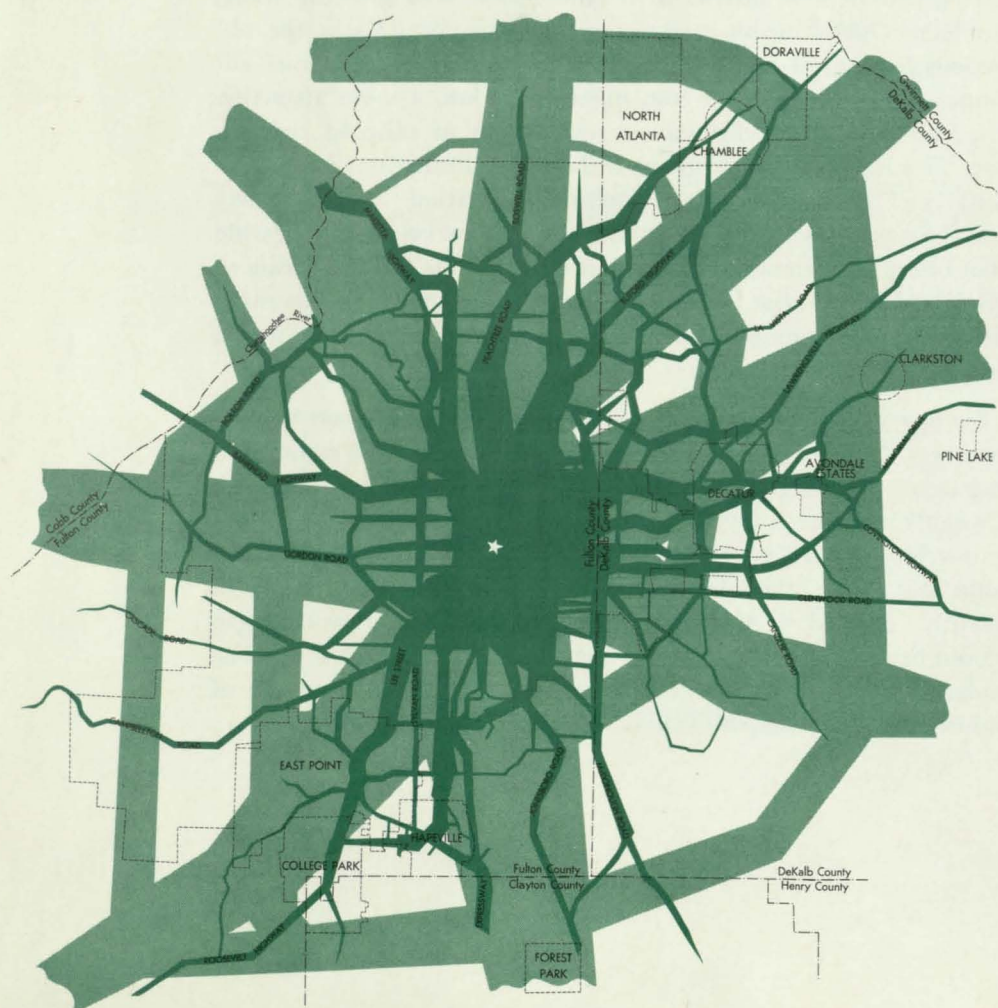
The Trafficways proposals contained in the following pages have evolved from the Commission's own technical studies and a series of conferences and work sessions with representatives of DeKalb, Fulton, and Cobb counties, the City of Atlanta,² other municipalities, the Georgia State Highway Department, and the Bureau of Public Roads.

National System of Interstate Highways. The Trafficways Plan is designed not only to meet local needs, but also to coordinate with plans for improved state and national highway systems. It will particularly help achieve the goals of the proposed national system of interstate highways. This direct connection between major cities and industrial centers will contribute vastly to defense needs and the advancement of interstate commerce. Although the proposed system is limited to 40,000 miles, Bureau of Public Roads standards call for it to be built as full expressways throughout; thus it will carry a high proportion of the nation's traffic.

The routes which make up the interstate highway system in the Southeast are shown on page 4, and their Atlanta area connections on page 9. The Trafficways Plan provides expressway design for each of the six interstate highways entering the metropolitan area: U. S. 78 to Birmingham, U. S. 41 to Chattanooga, U. S. 23 to Spartanburg, U. S. 41 to Macon, U. S. 29 to Montgomery, and Ga. 12 to Augusta.

TRAFFIC FLOW PATTERN

1952 1980



¹ Highway and Transportation Plan for Atlanta, Georgia, H. W. Lochner and Company and DeLeuw, Cather & Company, Chicago, January, 1946.

² Of special significance to Atlanta and unincorporated Fulton County is the report of the Municipal Planning Board, *Major Thoroughfare Plan of the City of Atlanta and Fulton County*, November 1953.

Trafficways Objectives

The schematic sketch on this page portrays the system of radial streets, ring roads, and crosstown arteries we need to handle our future traffic flow.

The heaviest flow — the movement into the central area in the morning and out in the evening — would be handled primarily by the radials. They would also carry the inter-city and inter-state traffic, as well as a portion of the by-pass traffic, that originates or terminates in the downtown.

Crosstown routes and ring roads (a series of crosstowns linked to form a continuous route) serve those vehicles that need to move across or around the metropolitan area without passing through the crowded central district. This includes movement from one residential section to another and to places of work, shopping, and recreation. Inter-city and inter-state travelers wishing to by-pass the built-up areas of the city would also use the ring roads.

The design of each of these arteries will be based on its function in the total system, its expected traffic load, and the kind of area through which it will pass. Accordingly, some routes will be designed as full *expressways*, some as modified expressways, or *limited access boulevards*, and others simply as *major streets*.

EXPRESSWAYS

The expressways proposed in the Trafficways Plan are similar in design and cross-section to the North-South Expressway, now partly completed. This is the highest type of traffic facility and is called a "freeway" by the Bureau of Public Roads. The term "expressway" is used here to conform to local usage, but it should not be confused with lesser routes, like the West By-Pass which performs important major street functions, but which cannot provide the smooth flow of rapidly moving traffic necessary if we are to solve our growing congestion.

Expressways are specially designed routes which can be entered only from the principal cross streets, at a limited number of carefully engineered points. To eliminate cross traffic, those intersecting streets that cannot conveniently be blocked off are passed over or under the major route. Where the expressway intersects a major street, there is usually a provision for interchange between the two traffic movements. To make these features readily possible, the

expressway should be depressed or elevated where it cuts through older built-up areas.

Further, the expressway should have a wide center mall, landscaped or planted with grass, to separate the opposing traffic flows. This all but eliminates the danger of often fatal, head-on collisions. If it becomes necessary later on, part of the mall may be used to add more lanes or rapid transit rails economically and easily.

LIMITED ACCESS BOULEVARDS

The limited access boulevard, like the expressway, is designed to carry the heavier traffic volumes safely, easily, and conveniently for considerable distances within and around the metropolitan area. Also like the expressway, access and exit are limited to a few selected and controlled points. Special lanes for entering vehicles to gain speed or those leaving to slow down aid safe movement on and off the boulevard. Wide center malls and lanes, long-sight distances, gentle grades and curves, and parallel service roads where needed, are other features in which the boulevard resembles the expressway.

Unlike the expressway, the limited access boulevard is at grade, and grade separations and interchanges with cross streets are optional, depending on the volume of cross traffic. Limited access is not achieved by razing existing structures and building expensive overpasses and underpasses. Instead, it is achieved by advance planning that holds open future rights-of-way in presently undeveloped areas.

Grade-separated interchanges are required only where the boulevard intersects a major stream of cross traffic. Points which would require such treatment are shown on the Trafficways Plan map.

MAJOR STREETS

To complete the system, the Trafficways Plan proposes a number of widened, improved, and extended surface streets with a minimum of 4 and a maximum of 8 lanes all for *moving* vehicles. The main functions of this major street system would be to supplement the expressway system in handling heavy radial traffic, to carry local movements between adjacent residential areas and industrial and commercial subcenters, to connect all parts of the metropolitan area with the expressway-boulevard system, and to serve cross-town movements in the older built-up areas.



Standards for major streets are less strict than those for expressways and limited access boulevards. Chief requirements are that the street be wide enough to carry the expected traffic load and that it provide smooth, heavy-duty pavement, gentle curves, direct alignments, gentle grades, and a minimum of intersections.

All major streets should carry the designation "through street," which gives priority of right-of-way at intersections with minor streets. Major streets should also have traffic signs and signals as needed to govern the movement of intersecting traffic, to facilitate safe traffic flow, and to regulate speed. Access to abutting property and all cross streets is permitted on major streets.

Secondary Service Streets. While not considered part of the major street system, the secondary streets do perform a valuable function as collectors and feeders for the main trafficways and as local service streets for residential, commercial, and public areas. The planning and layout of service streets have a decided influence on the efficiency of the major street system. Every effort should be made to integrate the detailed planning of neighborhoods, residential areas, shopping centers, and industrial districts, with the Trafficways Plan.

Trafficways Proposals

The Trafficways Plan (Pocket Map No. 2) shows the proposed location and design of each of the major routes in the Atlanta metropolitan area trafficways system. The plan distinguishes between those arteries which follow an existing route and those which will require a completely new right-of-way. Where new routes are called for, the plan distinguishes between those for which a precise location has been established and those which will require additional field checks and engineering study.

Many of the plan proposals are not discussed since they are simply recommendations for improvement of existing traffic arteries, already recognized as useful by the community. The basic elements of the plan, shown in green on the opposite page, do warrant discussion. They form the backbone of the Trafficways system.

RADIALS

The radials consist of four expressways and a series of improved and extended major streets. The expressways include the North-South Expressway, an East-West Expressway running south of Memorial Drive, an expressway following the general Ponce de Leon-Highland route, and an airport connector.

RING ROADS

The ring roads, or circumferentials, consist of three "rings" or "loops" for the distribution of traffic in and around the development area. In addition, an inner loop to distribute traffic to the central business district is provided by sections of the North-South Expressway, the recent Jones-Simpson Street improvement, Northside Drive (West By-Pass), and a proposed connection between Northside Drive and Brotherton Street. (It is possible that traffic volumes will ultimately reach a point which will require further improvements to bring the entire inner loop up to expressway standards.)

An intermediate loop consists of Moreland Avenue, University Avenue and its extension, a new route paralleling the Louisville and Nashville Railroad, and Tenth Street-Virginia Avenue. A six-lane major street is proposed.

The two outer loops, shown on the map as boulevards, follow new routes through generally undeveloped areas. Thus they provide the advantages of wide right-of-way and limited access at relatively low cost.

SPECIFIC FUNCTIONS

The general functions of the radials and ring roads were discussed on the previous page. In addition, each route, or section of route, must perform certain specialized functions of utmost importance to sound metropolitan growth and development. The more important of these — performed by the expressways and boulevards — are presented below.

NORTH-SOUTH EXPRESSWAY AND DOWNTOWN CONNECTOR

- Would serve the need for greatly increased radial capacity from outlying sections to the downtown areas.
- Would serve as by-pass facility for inter-state and inter-city traffic.
- Would relieve downtown streets of heavy traffic moving between the north or south sections of the metropolitan area and the industrial areas immediately beyond the central business district.
- Would serve to relieve existing radials — such as Peachtree Road, Piedmont, Spring, and Northside Drive, in the north, and Stewart, Sylvan, Lee, and Jonesboro Road in the south — of heavy traffic.

EAST EXPRESSWAY

- Would provide connection with Ga. 12 to Augusta.
- Would provide express service from east and southeast section direct to central area, and interchange with all major highways.
- Would relieve Memorial Drive and Glenwood Avenue of present heavy traffic volumes.

WEST EXPRESSWAY

- Would provide new interstate route to Birmingham.
- Would encourage the development of Chattahoochee Industrial District by linking it to industrial and commercial facilities in the central area, and by providing direct interchange with the north-south expressway and the ring roads.

PONCE DE LEON EXPRESSWAY

- Would connect with Lawrenceville Highway.
- Would relieve Ponce de Leon, Highland, North Decatur Road, Forrest Avenue, and other surface streets of truck traffic.

AIRPORT CONNECTOR

- Would provide rapid and convenient expressway connection between the airport and Central Atlanta.
- Would connect U. S. 29 south of College Park with the south leg of the expressway, and, thus, relieve Stewart Avenue, Lee Street, and Sylvan Road of present overload.
- Would provide College Park and Hapeville with direct access to the South Expressway and Central Atlanta.

PEACHTREE CREEK PARKWAY

- Would provide a needed east-west crosstown connection north of Tenth Street.
- Would relieve Wesley Road, Paces Ferry Road, and other north-side streets of heavy volumes of crosstown truck and auto traffic.
- Would provide, in conjunction with U. S. 41, an historic parkway with connections to Chickamauga Park, Kennesaw Mountain, Peachtree Creek, and Stone Mountain.

STONE MOUNTAIN PARKWAY

- Would connect Tucker and Montreal industrial districts with industrial plants in the Northwest Corridor, Bolton and Chattahoochee industrial districts.
- Would provide by-pass connection between U. S. 78 and 41.
- Would relieve North Druid Hills and North Decatur Roads of heavy crosstown volumes now congesting them.
- Would provide express service to wide sector of DeKalb County.

NEW CLAIRMONT-SCOTT BOULEVARD

- Would provide needed north-south connection in western section of DeKalb County.
- Would connect Decatur and southwest DeKalb with the Peachtree Industrial Boulevard area and relieve Clairmont Road of present overload.
- Would provide direct connection between New Buford Highway, Peachtree Creek Parkway, and New Covington Highway.

LAKEWOOD BOULEVARD

- Would provide a needed east-west connection in the southern section of the metropolitan area.
- Would provide by-pass for truck and automobile traffic moving between Ga. 12 and Empire, Murphy Avenue, Ben Hill and Chattahoochee industrial districts.
- Would provide by-pass connection for employees moving between South Fulton homes and industrial areas in DeKalb County.

WEST ATLANTA BOULEVARD (ACCESS HIGHWAY)

- Would provide direct access to Marietta and the Lockheed plant for commuter traffic originating in College Park, Hapeville, East Point, and West Atlanta.
- Would provide needed by-pass connection between the southwest section and northside.

LOCKHEED CONNECTOR

- Would provide access to the Lockheed plant for residential areas in north Fulton and DeKalb counties.
- Would connect DeKalb industry with U. S. 41.
- Would provide by-pass of the metropolitan area for traffic moving between U. S. 41 at Marietta and Buford Highway, U. S. 78 and Ga. 12, especially benefitting the Buckhead area.

CENTRAL DEKALB BOULEVARD

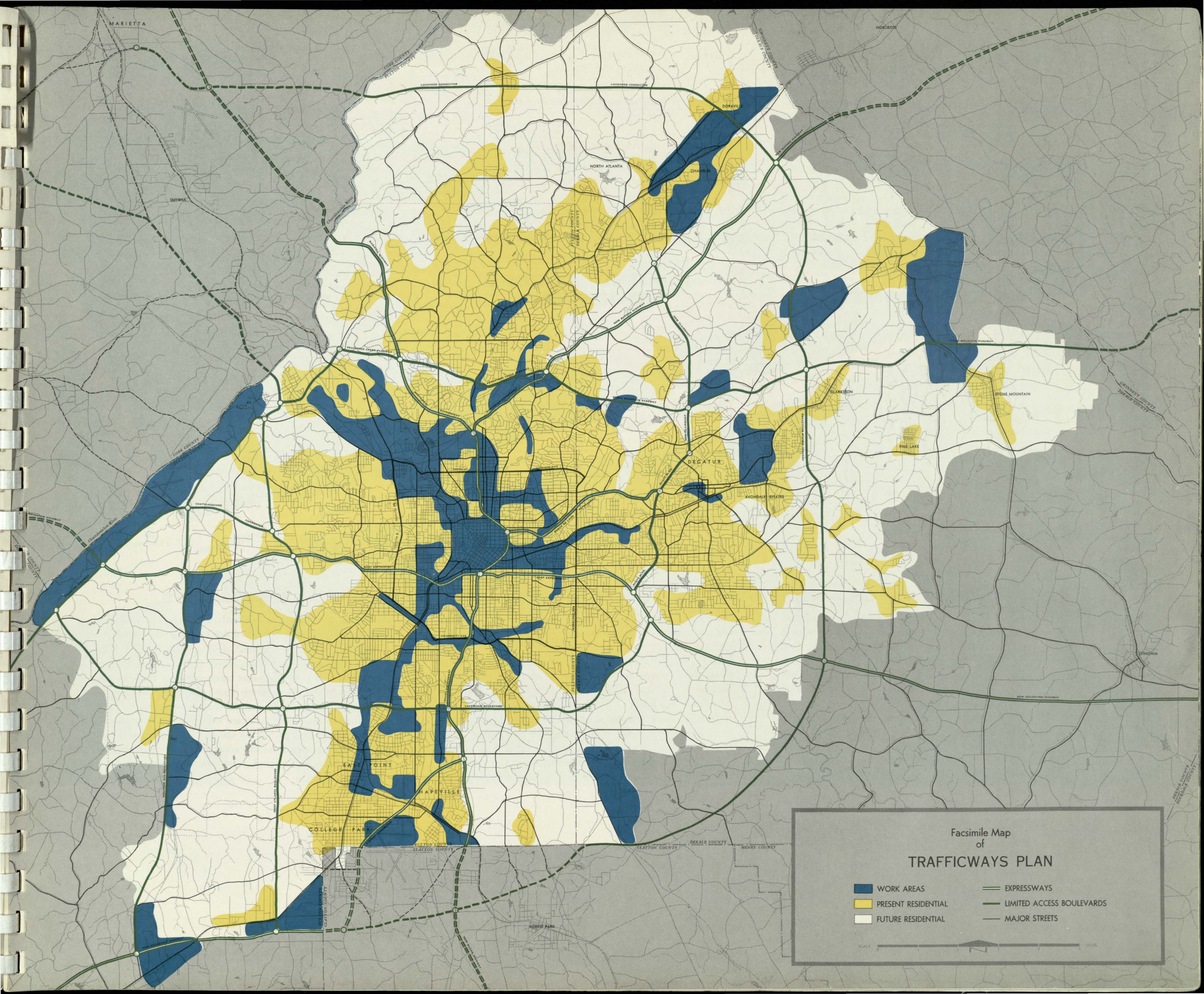
- Would provide complete by-pass of the metropolitan area for traffic moving between U. S. 23, 29, and 78, and Ga. 12.
- Would serve and connect Montreal, Peachtree, Conley, Clayton industrial districts.

WELCOME ALL BOULEVARD

- Would provide needed by-pass connection between Roosevelt Highway, the Access Highway to Marietta and the Lockheed plant, U. S. 41, and Roswell Road.
- Would provide convenient route for trucks moving between Red Oak Industrial District, Chattahoochee Industrial District, and industries in the Northwest Corridor.

PALMETTO HIGHWAY

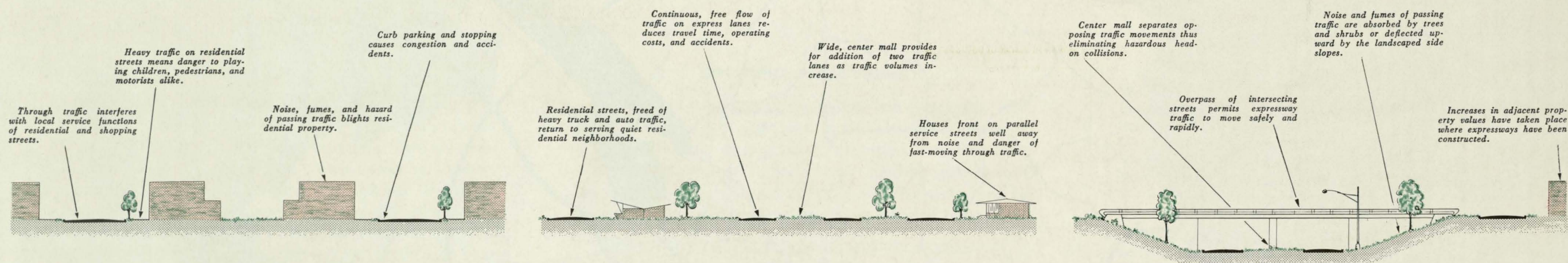
- Would provide route suitable for trucking, relieving Moore's Mill and Bolton roads.
- Would connect Chattahoochee Industrial District with U. S. 41, Northwest Corridor, Chamblee-Doraville, Tucker, and Montreal industrial districts.



Facsimile Map
of
TRAFFICWAYS PLAN

- | | |
|---|---|
|  WORK AREAS |  EXPRESSWAYS |
|  PRESENT RESIDENTIAL |  LIMITED ACCESS BOULEVARDS |
|  FUTURE RESIDENTIAL |  MAJOR STREETS |

SCALE  MILES



MAJOR STREETS

LIMITED ACCESS BOULEVARD*

EXPRESSWAY

CAPACITY PER LANE	450	VEHICLES PER HOUR	850	VEHICLES PER HOUR	1200	Municipal Planning Board, Atlanta, Ga.
ACCIDENT RATE	260	PER 100 MILLION VEHICLE MILES	118	PER 100 MILLION VEHICLE MILES	46.5	Street and Parkway Design Division, City of Los Angeles
FATALITY RATE	4.2	PER 100 MILLION VEHICLE MILES	1.9	PER 100 MILLION VEHICLE MILES	0.7	Same as above
AVERAGE SPEED	20.8	MILES PER HOUR	33	MILES PER HOUR	46.4	Same as above
TRAVEL TIME PER MILE	2.9	MINUTES PER MILE	1.8	MINUTES PER MILE	1.3	Derived from above speeds
GASOLINE USAGE	12	MILES PER GALLON	16	MILES PER GALLON	18	Bureau of Public Roads

* FIGURES ARE INTERPOLATIONS MADE BY METROPOLITAN PLANNING COMMISSION.

COMPARISON OF MAJOR STREETS, LIMITED ACCESS BOULEVARDS, AND EXPRESSWAYS

The drawings above and on the opposite page compare the design of major streets, limited access boulevards, and expressways. From the motorist's standpoint, safety, convenience, driving effort, and motoring economy all argue for a boulevard or expressway rather than a series of widened and extended surface streets — that is, assuming capacities for 25,000 to 50,000 or more vehicles per day are needed. In fact, the higher construction costs of limited-access routes can be largely offset by tangible savings to the motoring public.

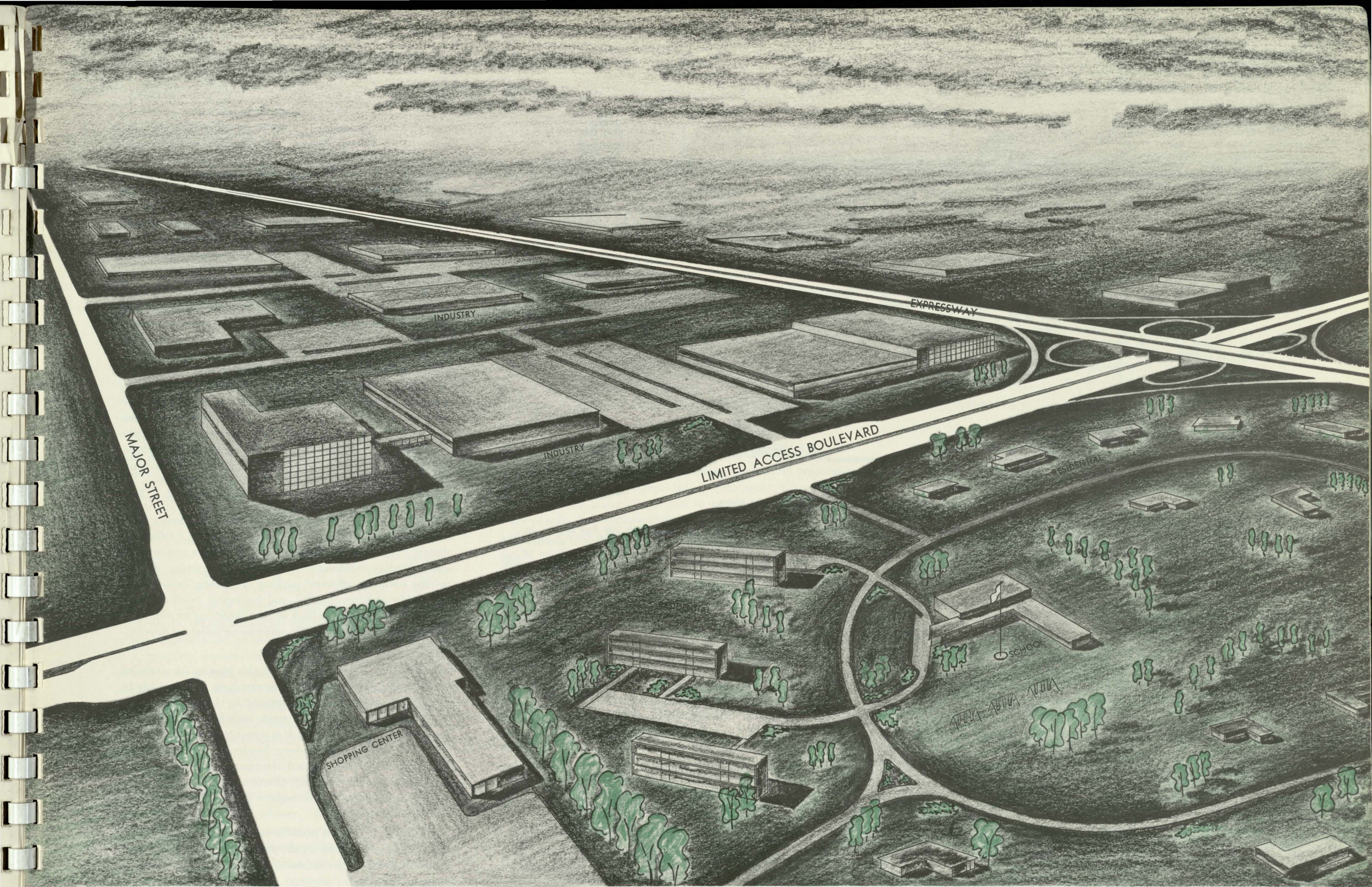
The expressway and boulevard also protect surrounding property from the blighting effects of heavy traffic — thus

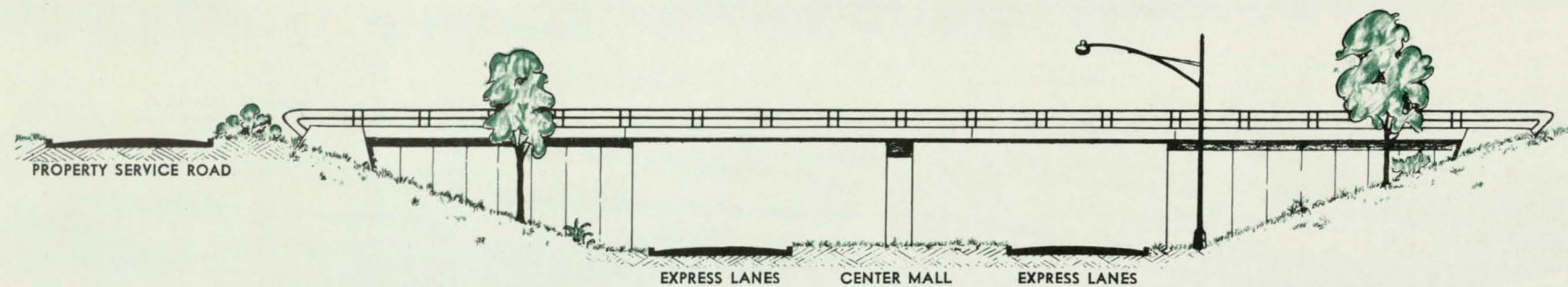
avoiding premature decline of tax values. In fact, by keeping such traffic off residential streets and creating park-like green malls, they usually increase the value of nearby property. Finally, the expressway-boulevard system benefits every taxpayer by strengthening taxable property values in the downtown area and aiding the free movement of goods and people on which the well-being of the community depends.

While the expressway surpasses all other thoroughfares in moving heavy traffic, it is not the one best answer to all our growing traffic problems. For one thing, it is tremendously expensive to build, particularly when it must be cut through heavily built up areas. Fortunately, Atlanta's great-

est recent growth — that in outlying areas — is well dispersed, leaving ample open land for major traffic routes.

The pattern of well-spaced development is especially suited to the limited access boulevard. This type of thoroughfare offers many of the same advantages of the expressway at much less cost. Action *now* would save millions in future costs. To make the most of this opportunity, we need to do three things — fix the exact locations of future routes, safeguard the rights-of-way by the use of modern highway planning powers, and use our zoning and subdivision ordinances to guide future land development in relation to the Trafficways plan.

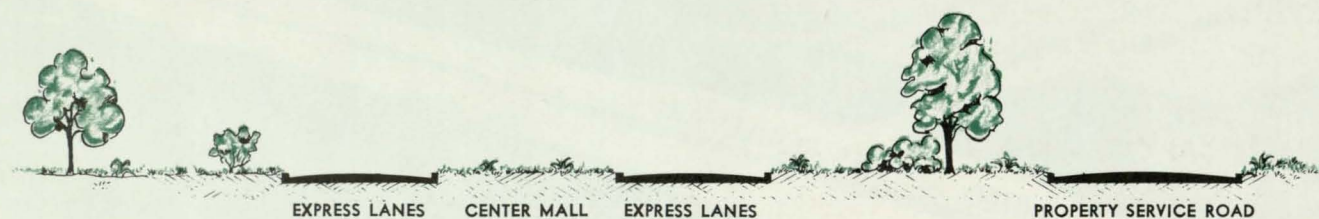




EXPRESSWAY

Normally depressed, expressways, under certain conditions, may be elevated or carried at grade. The center mall, separating opposing flows of traffic, ranges from 4 to 40 or more feet. Provision should be made for ultimate construction of 6 to 8 traffic lanes at least 12 feet in width, and the pavement should be flanked by grassed shoulders at least 20 feet wide. Even under extremely tight

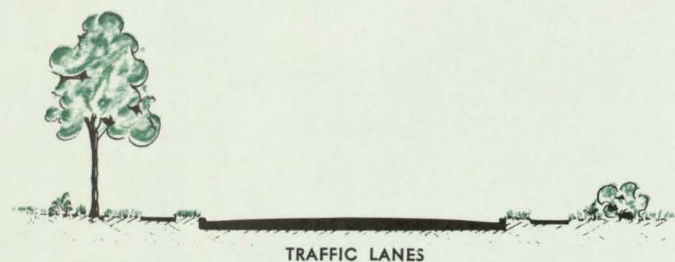
conditions, therefore, the right-of-way should not be less than 116 feet wide between interchanges. Whenever possible, it should be 200 to 300 feet wide. This width is necessary to permit efficient and convenient interchanges and provide adequate landscaping and open space on each side of the expressway.



LIMITED ACCESS BOULEVARD

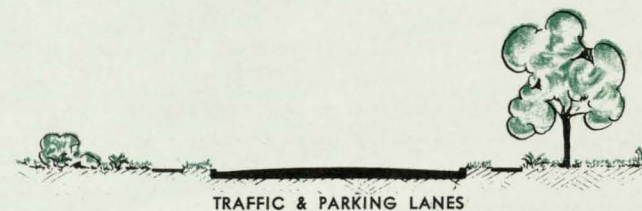
Limited access boulevards generally pose less stringent requirements than expressways, particularly since they are normally carried at grade. However, absolute minimum widths for lanes, center dividers, and shoulders, are identical with those laid down for expressways — a minimum right-of-way of 116 feet is required.

Where practicable, rights-of-way of 150 to 200 feet should be acquired. The added space would permit construction of acceleration, deceleration, and turning lanes, as well as later addition of lanes or even ramps if future volumes of cross traffic should warrant a grade separation.



MAJOR STREET

Cross sections of major streets call for a minimum of 4, and a maximum of 8, moving traffic lanes. Minimum lane widths of 11 feet are proposed, except on transit streets where a curb lane of 13 feet should be provided. Where traffic loads require 8 lanes, a 4-foot center strip is necessary to separate opposing movements and provide a safety haven for pedestrians. Under rural and semi-rural conditions a 15-foot shoulder planted in grass should be provided on each side of the roadway. Under urban conditions a 5-foot sidewalk and a 10-foot planting strip are needed.



SECONDARY STREET

Cross sections of secondary streets will vary with the functions of the street. A right-of-way of 60 feet is usually sufficient to handle existing and anticipated traffic loads on a typical secondary street. This includes a forty foot paved area consisting of two lanes, 12 feet wide, for moving traffic and two parking lanes of 8 feet. A 5-foot planting strip and a 5-foot sidewalk on each side of the roadway complete the cross section.

In residential areas, secondary streets will tie together a number of minor service streets, standards for which are less rigid than those shown above.

Putting the Plan Into Effect

The Trafficways plan assumes that the local governments will use modern legislative and administrative powers to meet their traffic problems. These include mapped streets — official map powers, zoning, subdivision regulations, traffic regulations, and capital improvements budgeting. All except mapped streets legislation are already available to Georgia communities.

Mapped Streets and the Official Map. The official map shows the location and right-of-way of all existing streets and streets planned for the future. Following adoption of the map by the local legislative body, no buildings may be erected within the street rights-of-way shown. Exceptions may be made where rigid enforcement would work a hardship on the property owner. In such cases it is customary for the board of appeals to grant a permit for construction of an inexpensive or temporary building that will add little to the cost or difficulty of future street development. Where an existing street is to be widened in the future, existing structures lying within the new lines are permitted to remain in use until the added right-of-way is actually acquired.

Zoning. Proper administration of a modern zoning ordinance can help in achieving the goals of the Trafficways plan by: (1) controlling the location of future commercial and industrial developments along major arteries; (2) requiring adequate off-street parking or loading facilities for new residential, commercial, and industrial developments; (3) requiring suitable setback of new buildings to minimize adverse effects of heavy traffic volumes on adjacent development.

Subdivision Regulations. Once the precise locations of future major streets have been determined, it is possible to guide and control new development so that land use and the major street system can work together. With the cooperation of the subdivider, it is possible to give good service to abutting property without hindering the major traffic flow; to achieve safe, normal intersections between major and minor streets; to avoid offsets and jogs in the street system; and in general to reduce the blighting effect of heavy traffic volumes.

Moreover, it is often possible to acquire needed right-of-way through dedication by the subdivider rather than land purchase, since it is to the subdivider's interest to have convenient access to his property.

Traffic Engineering Improvements and Regulations.

Traffic engineering techniques can often bring inadequate streets up to major street standards. These steps are usually relatively inexpensive. Such traffic engineering improvements include the installation of center strips and safety islands, lane channelization and pavement marking to guide the motorist and direct turning movements into proper channels, signs and signals to regulate the flow of traffic. Still other devices are speed regulations, one-way street systems, parking bans, and regulation of turning movements.

Capital Improvement Budgeting. Finally, there is the crucial matter of financing the needed improvements. Three questions must be answered: How much money is needed? When is it needed? Where is the money coming from?

Proper procedures for getting answers to these questions must be set up if the plan is to be effective. This can best be done by establishing a capital improvements budget in order to (1) determine priorities according to relative need and urgency of the various improvements included in the Trafficways Plan; and (2) develop a financial plan for anticipating and meeting the cost of street and highway improvements as required — and as warranted by the community's ability and willingness to pay. This might involve earmarking funds from current and anticipated revenues, issuing of revenue or general obligation bonds, using existing reserves, taking advantage of opportunities for federal or state grants-in-aid, or levying special assessments on adjacent property owners. In addition to assuring that the money for large-scale improvements will be available when needed, advance financial planning and the scheduling of projects have other advantages. They can help the community avoid unexpected fluctuations in the tax rate, take advantage of a good money market, and seize opportunities to acquire land through dedication or at low cost.

Use of the various legislative and other aids might best be illustrated by a step-by-step account of how lines on the plan become lanes on a highway. This process will vary according to the type of treatment indicated for a particular route at a particular time. But the following staged development of a limited access boulevard illustrated here is fairly typical.

STAGED DEVELOPMENT OF LIMITED ACCESS BOULEVARD

1 GENERAL LOCATION OF ROUTE

In the case of all routes shown on the Trafficways Plan map, general location has been based on careful study of land use needs (especially proposed location of future traffic generators), population growth and distribution, traffic flow and volume projections, topography, etc. The proposed boulevards have been routed almost entirely through open, undeveloped land, making possible their construction as expressways-at-grade.

2 PRECISE LOCATION OF ROUTE

The exact right-of-way is established by detailed engineering studies of topography, soil structure and composition, drainage, cut and fill requirements, and economic studies of the cost of right-of-way and construction. These studies are ordinarily carried out by the State Highway Department or the public works construction department of the appropriate city or county.

3 PRESERVATION OF RIGHT-OF-WAY

The existence and enforcement of mapped street powers are essential to the safeguarding of planned rights-of-way. Where such powers exist, it is possible to set down the precise boundary lines of future major streets and to prohibit the erection of permanent structures within the right-of-way. Adjustments may be made in case of hardship. Set-back lines may also be established to protect adjacent development from noise, odors, hazard, and other traffic blight.

4 ACQUISITION OF RIGHT-OF-WAY

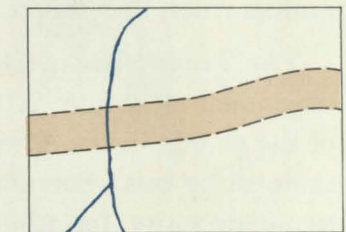
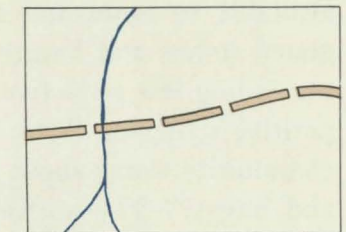
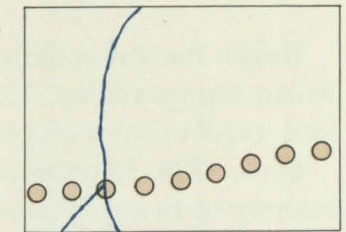
Ideally, this would occur long before development of adjacent property begins. But in practice, limited funds usually delay acquisition until a developer submits a subdivision plat for approval, at which time the right-of-way is acquired by purchase or dedication. An official map and a neighborhood plan enable the administrator to work out with the developer an arrangement that will serve the best interests of the subdivider, future residents, and the motoring public.

5 PAVING OF ONE ROADWAY

A boulevard planned to serve future growth in presently undeveloped areas can be constructed in stages. A two-lane roadway will usually be adequate for through traffic for a number of years. This roadway should be offset to one side of the future center line to save the expense and inconvenience of tearing up and replacing the pavement later when the full boulevard is constructed.

6 FINAL CONSTRUCTION OF THE ROUTE

A parallel two-lane roadway should be constructed as increasing traffic volumes warrant. Ultimate construction might include grade separation of major cross movements, acceleration, deceleration, and left-turn lanes at intersections, and parallel service lanes where it proved impracticable to front buildings on interior streets.



Success at moving the area's traffic depends on transit, the most effective user of our limited street capacity.

Before the automobile, transit had a near monopoly on urban transportation. Relatively few city people could afford travel by horse and buggy; nearly everyone rode transit.

Since 1920, important changes have taken place in our manner of living. Transit no longer has a monopoly. The automobile provides a pleasant, convenient alternative available to more and more people. As automobile-congested streets and longer travel time to the suburbs make bus riding less attractive, transit is losing out in the competitive struggle. "Why," it might be asked, "should the community worry about transit going the way of the horse and buggy?" The answer is that *public transportation is important to everybody — to the transit rider, to the automobile rider, and especially to the taxpayer.*

The Transit Rider. Half of our people are still directly dependent on transit. A 1953 survey found that 55 percent of the people in the downtown shopping and office district came in by bus.¹ For many people "going transit" is economic necessity; for others, it is a matter of convenience in avoiding the struggle with traffic and parking.

The Automobile Rider. In the short span of several decades, the automobile has become the individual means of transportation, affording a freedom of movement undreamed of before. The popularity of "private" transportation in the Atlanta area is apparent from the 60 percent increase in automobile use since World War II in the Atlanta area. *An additional increase of 150 percent is anticipated for the next 25 years.*

In contrast to the rapid rise in motor vehicle volumes, increases in street capacity to handle these volumes have been slight. This is particularly true of older sections of Atlanta where the street system was developed to accommodate the horse-drawn vehicle rather than the automobile. In these central areas, the intensive development of the land has created high property values and many physical obstacles, which often make street widening and other street construction prohibitively expensive and difficult.

Of necessity, we must begin to get the most efficient use of our streets in heavily built-up areas — and this means that transit must play a vital part in our planning. Transit is the most efficient user of our street capacity. One trolley bus

moves as many people during peak hours as twenty-nine automobiles. *Thus it takes ten to fifteen times as much street space to move people by auto as by transit.*

This is the automobile rider's stake in the transit system: that enough of his fellow commuters ride transit to keep traffic volumes within street capacity. Then those who must use their automobiles can move smoothly, swiftly, and safely.

The Taxpayer. The cost of transit losses to the taxpayer — in the form of expenditures on our overloaded street system — was emphasized in the Transportation Policy section. The property owner has a direct interest in seeing that transit service is efficient enough to keep traffic improvement costs within reason.

Summing up the community interest, current transit trends mean poorer service for the passenger, traffic headaches for city officials, traffic jams for the motorist, and bigger tax bills for everybody. Crucial questions are: "What are the causes of our transit troubles?" and "What must the community do to make transit work in our million-person metropolitan area?"

Report on the Transit System

In 1953 a committee of the State Senate took stock of transit problems and opportunities in the metropolitan area.¹ The main concern of the report was that some method be found to assure adequate funds for the replacement of vehicles and equipment as they wear out. This has since been accomplished through sale of assets to a new operating company. This new company — Atlanta Transit System, Inc. — has been in operation since May 1954.

The Transit Study Committee's other findings, in brief, were: Personnel was competent; all departments were being operated in a progressive and efficient manner. Maintenance procedures were good. The number of route miles had kept pace with the population growth of the community in the post-war period. In fact, Atlanta provided more service in relation to population than any of twelve other cities studied. Service reductions had been the result, not the cause, of dwindling transit patronage.

The Committee offered some critical insights into the causes of transit's continued decline: "... There is a large segment of the population that feels service is inadequate. . . . Service, by modern standards, including automobile, is slow . . . (and) irregular, especially during rush hours. Vehicles are often overcrowded."

The Committee made these recommendations for improvement:

1. Simplify downtown transit routings.
2. Reorganize and reduce the number of transit stops.
3. Provide better marking for bus stops and for vehicles.
4. Improve systems of fare collection.
5. Develop parking facilities in outlying areas and at the edge of the business district.
6. Institute new dispatching systems to help eliminate bunching of vehicles.
7. Extend and modify existing transit routes (see map on opposite page).

The result: Between May 1 and September of this year, 5 route extensions were made. Also, the new company has announced that all the other route extensions recommended by the Committee's consultants, Simpson and Curtin, are under study for implementation as soon as possible. These extensions will help reduce congestion in the central core and at key points throughout the metropolitan area. It is a stated policy of the new company that, wherever feasible, extensions of lines through new areas take place early in suburban development, so that the transit-riding habit may become firmly established. Routes have been extended in at least two areas while new homes were still being built.

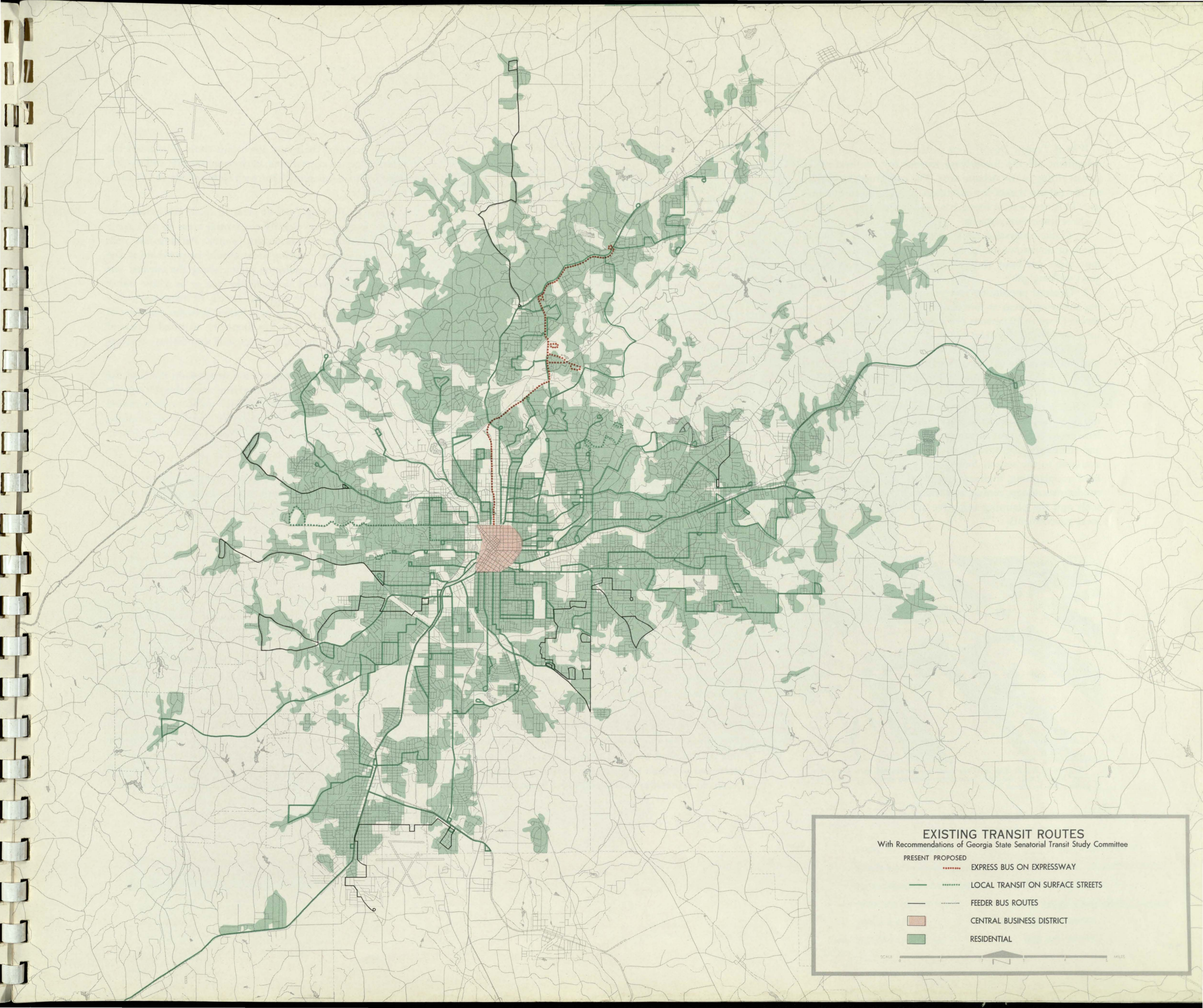
Less progress has been made by the local governments and the community on those proposals that are beyond the company's powers:

1. Introduce a program of staggered working hours in Central Atlanta.
2. Plan for transit use of expressways.

3. Eliminate metered parking on transit thoroughfares in the central area.
4. Prohibit parking on transit thoroughfares in the central area from 7:00 A.M. to 6:00 P.M., and to 9:00 P.M. on nights that retail stores are open.
5. Enforce vigorously the ban on automobile curb stops on transit thoroughfares in the central business district during rush hours.
6. Tighten regulations on truck loading; ban truck tractor and trailer combinations in the central area during rush hours.

These recommendations are aimed at immediate transit improvement and, therefore, at immediate improvement in general traffic conditions. They must be accompanied by proposals to correct the basic transit problems brought about by metropolitan development trends. These problems — low population densities, haphazard scattering of major traffic centers, and automobile congestion — persist and must be met if the metropolitan area is to have adequate transportation.

¹ A Plan For Transit Improvement in the Metropolitan Area of Atlanta, Georgia, Georgia State Senate Transit Study Committee, Atlanta, November 1953.



EXISTING TRANSIT ROUTES

With Recommendations of Georgia State Senatorial Transit Study Committee

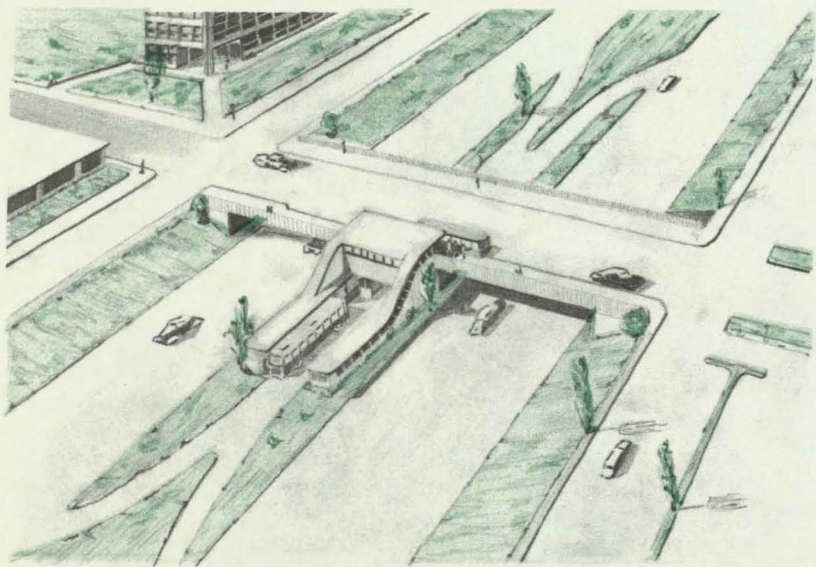
- | PRESENT | PROPOSED | |
|---------------|----------|----------------------------------|
| | | EXPRESS BUS ON EXPRESSWAY |
| — | | LOCAL TRANSIT ON SURFACE STREETS |
| — | | FEEDER BUS ROUTES |
| [Hatched Box] | | CENTRAL BUSINESS DISTRICT |
| [Green Box] | | RESIDENTIAL |

SCALE 0 1 2 3 4 5 MILES

Why is Transit Down? New patterns of metropolitan development are the underlying reasons for the decline in transit riding in the Atlanta area. The continued prosperity of our people makes for suburban living and automobile use. This new way of living has complicated transit service in three important respects:

1. Traffic congestion has slowed transit service. A recent check of downtown major streets showed busses averaging four miles per hour through peak-hour traffic — at best a good walking gait.
2. Greatest population increases have occurred in outlying suburban areas at low densities difficult for transit to serve. (Two to 10 persons per acre, as against 25 to 38 persons per acre in the older areas).
3. Traffic focal points, such as apartments, shopping centers, industrial areas, are generally located in a random "sprawl and spatter" pattern impossible to serve satisfactorily with transit lines.

These problems were not created by the transit company; nor do the solutions rest with the company alone. The problems have grown out of metropolitan development trends and these can be guided to an appreciable extent by tools available to the several local governments. The tools are: land use planning, highway and street planning, review of subdivision design, zoning, and traffic engineering. Both the tools and the planning initiative are in the hands of the local governments.



Expressway transit stop locations must be coordinated with plans for major streets, feeder bus lines, apartments, shopping centers, and outlying parking lots for transit riders.

EXPRESS TRANSIT PLAN

As part of a transportation policy aimed at balancing traffic volumes with traffic facilities, the Metropolitan Planning Commission proposes the plan outlined on the opposite page and discussed below.

This plan is designed to reverse the trend from public to private transportation. This can be done by restoring the essential close relationship between living-working areas and transit that existed in pre-automobile days. Major programs to accomplish this objective are the following:

Complete the expressways. Only expressways make possible genuine express bus service. Transit and expressways are not alternatives. Each needs the other in order to function efficiently.

Rapid transit. Future expressways in transit service areas should have 30- to 40-foot center malls to provide right-of-way for rubber-tired or rail transit vehicles. Expressway design should include points for express bus stops and adequate right-of-way for future off-lane loading facilities. To keep pace with the growing population, expressways can be developed for effective transit use in three stages:

First: Allow express bus traveling on regular lanes — no stops on the expressway proper.

Later: Pave a portion of the center mall for exclusive express bus use.

Ultimately: Install rail rapid transit or monorail on the center mall.

Downtown Transit. Transit in the downtown area must be provided with its own right-of-way free of automobile congestion. This was the basic idea behind Lochner's 1946 proposal for a \$16,000,000 subway for trackless trolleys. As an economical alternative, the Central Atlanta section of this report recommends the establishment of *transit corridors* — downtown streets on which interference with bus movements is held to a minimum. The transit corridor idea put into effect would clip minutes off each transit trip, and so attract more riders to transit. The result would be general traffic improvement both for motorists and for those people coming downtown by transit to shop or do business.

Downtown Fringe Parking. The Central Atlanta plan points up the need for large parking lots along the north-eastern and southern edges of the central business district adjacent to expressway ramps and radial major streets. Em-

ployees bringing their cars downtown could thus avoid the more congested central area, park economically, and use frequent shuttle bus service to reach destinations in the business center.

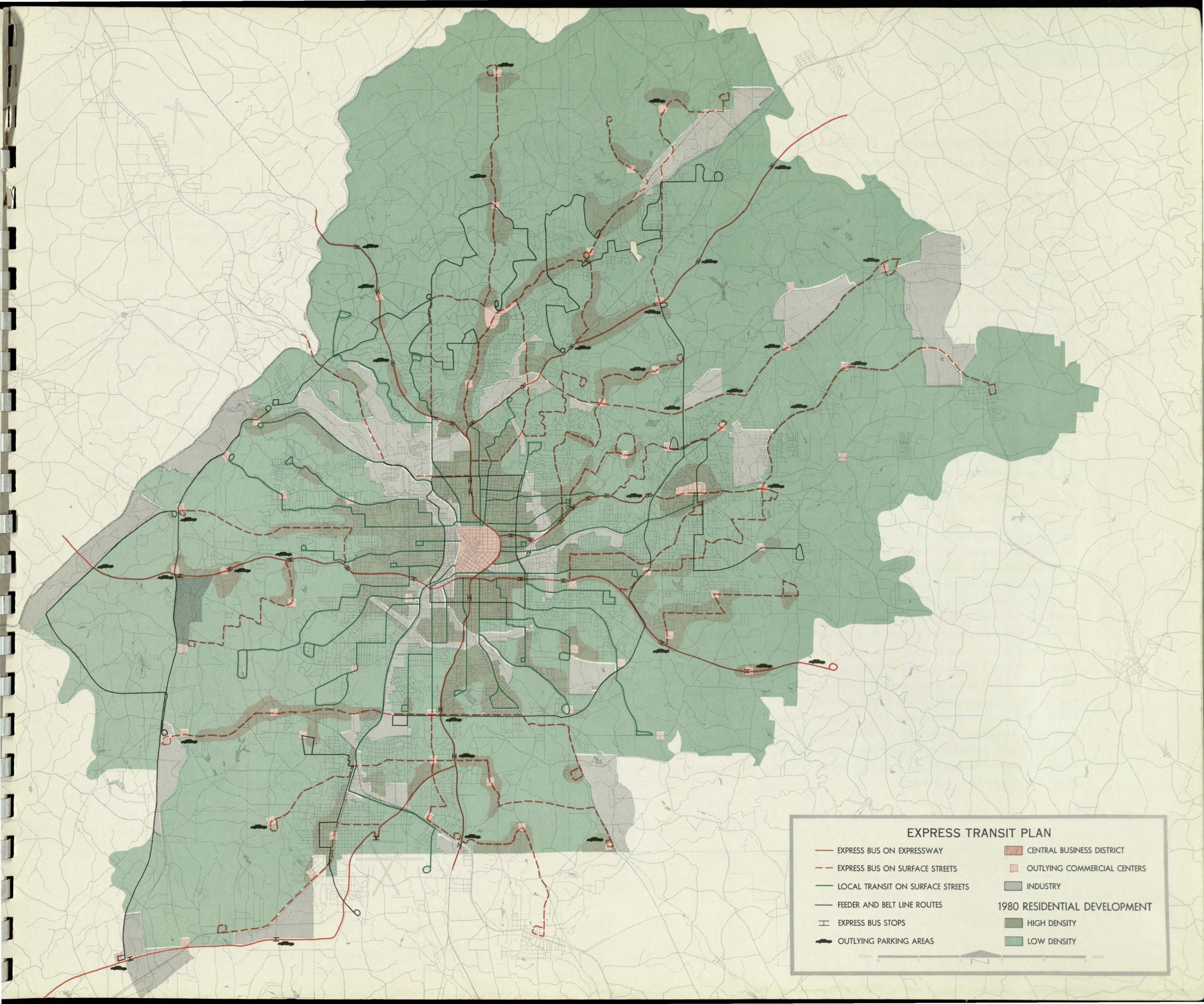
Outlying Parking Lots. It must be made convenient for people living in low-density residential areas to park their cars at outlying transit pick-up points. Parking lots with out-of-the weather waiting areas should be provided at the outer end of and at selected points along the express bus lines. Parking would be available free or at a low meter charge. Lots would be publicly owned. In many cases, they could be located to serve as a buffer between commercial and residential uses. The lots should be acquired as part of the right-of-way in major street and expressway development.

Zoning. Effective transportation depends on the land use pattern. Land use plans for outlying areas should provide for the grouping of population and traffic centers around express transit stops. When zoning for apartments, shopping centers, and industry, city and county planning commissions must give careful consideration to the long-range transit system. In recent years cities and counties have been increasing off-street parking requirements in their zoning ordinances. Similarly, transit requirements must be considered in zoning for land development.

Accessibility to Transit Stops. Apartment and subdivision projects should provide for direct pedestrian access to transit stops. Design of new subdivisions should be checked for needed through-the-block crosswalks. The resulting convenience of nearby transit would add to the value and desirability of the housing. Too-frequent transit stops should be eliminated so as to improve transit speed. Shelters of attractive design should be provided at all stops.

THE ROLE OF LOCAL GOVERNMENT

For the most part, the recommendations of the Commission are not within the power of the Atlanta Transit System to achieve. *They involve public policy decisions which must be made by local and state governments supported by public understanding of the problem.* Because effective transit service should not be confined to political boundary lines, it is essential that all of the cities and counties within the metropolitan area give their fullest cooperation and support.



Distribution of goods, crucial to the area's economic wellbeing, demands truck highways and terminals.

The movement of goods by motor transport plays an exceptionally important role in the Atlanta area's economy for two reasons. First, Atlanta is the collection and distribution hub of the Southeast for interregional rail and truck freight. Secondly, local industry is based on assembly, manufacturing, and processing. Therefore, an unusually large volume of goods and materials of many different kinds comes into the area for handling and goes out again in a finished or semi-finished state. More and more of these movements, especially short-haul trips within the Southeast, are by truck. Since 1940, tractor-trailer freight shipments between Southern cities have increased 310 percent.

Trucks play an equally important role in the interchange of goods and merchandise between local commercial and industrial establishments. They also deliver a large proportion of consumer purchases. During the next quarter-century, the number of trucks on our streets and highways for all purposes is expected to triple.

TRUCK MOVEMENT PROBLEMS

Large-scale truck traffic on inadequate local streets has resulted mainly from the lack of effective land use planning. Business and industry have been developed in locations which encourage the movement of trucks over residential or shopping streets, thus blighting many miles of good development. Only a fraction of the total frontage on these streets can be occupied by business and industry; the rest threatens to become the slum areas of the future.

The deficiencies of the existing street system have been discussed in the Trafficways section. They are especially critical with regard to projected trucking movements. Narrow streets, steep grades, sharp turns, and short sight-distances combine to slow trucks and add to general traffic congestion. Highways designed to accommodate trucks — expressways and limited access boulevards — are urgently needed to relieve residential and shopping streets of the harmful effects of heavy trucking.

TRUCK HIGHWAY SYSTEM

Increasing truck volumes require a highway system that will effectively connect the major industrial areas, permit by-passing of the central area, and provide wide lanes, heavy-duty pavements, and gentle grades and curves. These requirements have been taken into account in the Trafficways Plan proposed in this report. The map opposite shows those future routes which can be expected to carry heavy trucking. All expressways and limited access boulevards are planned to serve this need so that most major streets will be free of trucks.

The Northeast and Northwest expressways, the Lockheed Connector, and Peachtree Creek Parkway will divert truck traffic from residential areas on the north side. In the eastern sector, similar relief will be provided by Scott Boulevard extension and Central DeKalb Boulevard. Stone Mountain Parkway, Ponce de Leon Expressway, and the East Expressway will carry east-west movements. South Atlanta and Tri-Cities residents will benefit in similar fashion from the completion of the South Expressway and construction of Lakewood Boulevard and the southern link of the outer loop shown on the plan map. The West Expressway, Palmetto Highway, Lakewood Boulevard, and two outer loops will protect residential areas on the west from through truck movements. Finally, the Chattahoochee Connector will serve the northern end of the Chattahoochee Industrial District and the Fulton County Airport.

TRUCK TERMINALS

Two major problems of truck terminal location are (1) the need for large sites convenient to trucking streets and principal shippers, and (2) the need for close grouping of terminals. Unlike rail operations, trucking permits a high degree of flexibility in terminal site selection. However, the newer terminals are largely grouped in three central Atlanta areas (map opposite). These areas, adjacent to the intermediate major street loop, are well located to serve the present pattern of industrial development.

Construction of the two outermost loop boulevards will help overcome the shortage of suitable sites for truck terminals. This will open up a number of potential terminal

areas, four of which are shown on the map opposite, to serve the new outlying industrial districts. If the shortage of terminal areas becomes more critical, public powers may be used to assemble land for appropriate sites as has been done in other cities.

PUBLIC POLICY

Community preparation for the mounting volume of truck movements cannot be postponed. Public policy, implemented by appropriate programs, must shape the pattern of land use and highways so that trucks can perform their tasks efficiently, without detriment to residential values or traffic movement. Among the more important of these programs are the following:

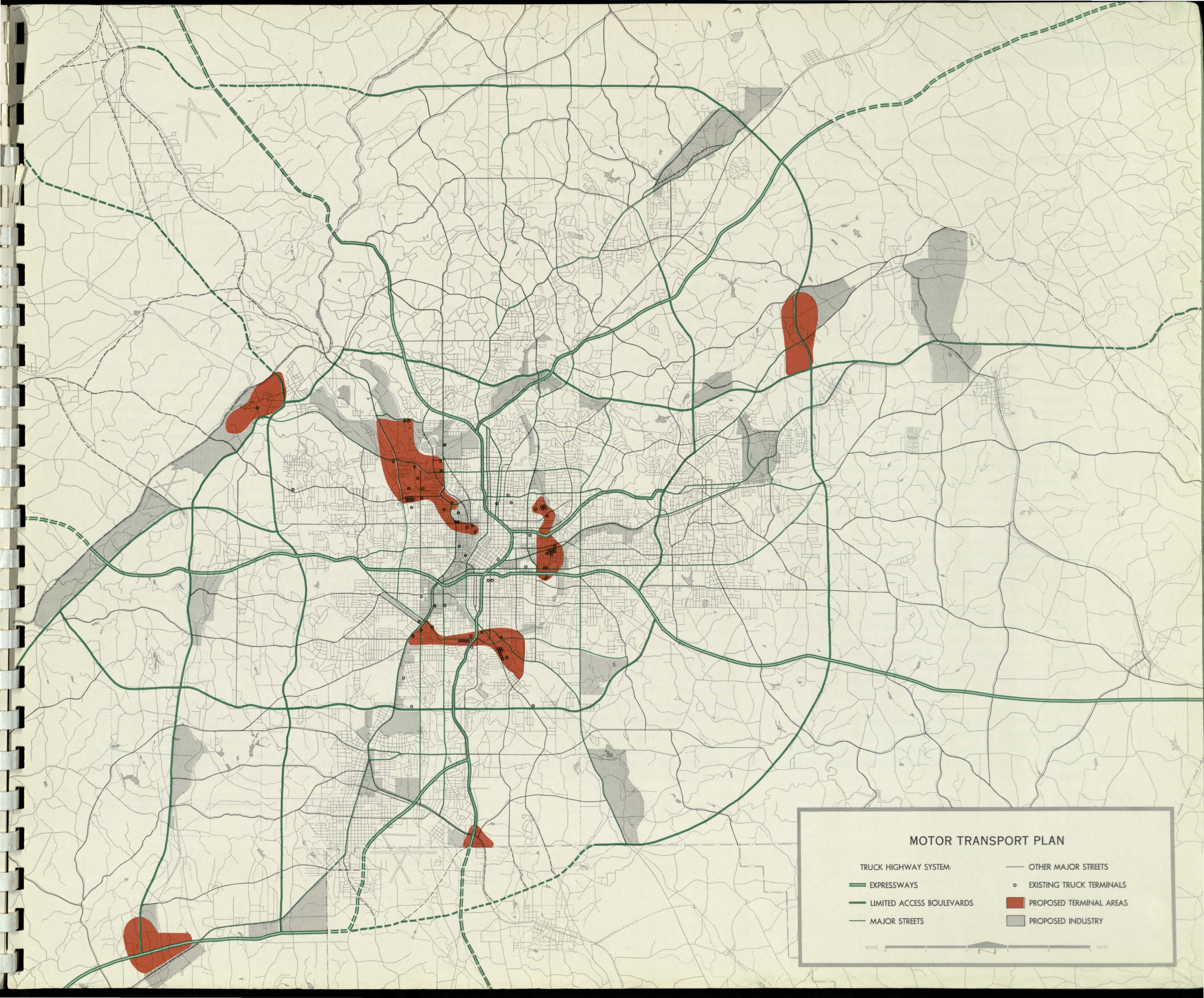
Zoning powers should be used to locate commercial and industrial developments where they can best be served by the truck highway system. All future zoning should seek to eliminate heavy truck movements in residential areas.

Truck highway system — particularly expressways and boulevards — should be given high priority. This construction will benefit the entire community by stimulating industrial development and affording relief to the older residential sections of the city.

Protection of right-of-way for the boulevard loops in presently undeveloped areas requires immediate attention. Otherwise, subdivision development will overrun the proposed locations within a few years. This would destroy the prospect of a low-cost system of limited-access highways suitable for modern industrial traffic. Without this boulevard system our present problems of truck movement will become steadily more critical.

Designated truck routes, following the proposed truck highway system, will offer the quickest, most convenient channel for motor transport. Thus, through-truck traffic will normally avoid business and residential streets without the need for elaborate regulation.

Off-street loading docks should be required in all new industrial and commercial construction, so that truck loading, unloading, and maneuvering on major streets may be progressively eliminated.



MOTOR TRANSPORT PLAN

- | | |
|-----------------------------|----------------------------|
| TRUCK HIGHWAY SYSTEM: | — OTHER MAJOR STREETS |
| — EXPRESSWAYS | o EXISTING TRUCK TERMINALS |
| — LIMITED ACCESS BOULEVARDS | ■ PROPOSED TERMINAL AREAS |
| — MAJOR STREETS | ■ PROPOSED INDUSTRY |

SCALE 0 1 2 3 4 5 MILES

The rail system which gave the Atlanta area its start now shares its new problems of growth and dispersion.

Railroads played the major role in making Atlanta the transportation hub of the Southeast. Now they supply much of the leadership in expanding its industrial base. As shown on the facing map, eight rail companies serve our area. These companies are planning and developing new industrial districts, laying new rail connections, and expanding freight facilities. But they need the cooperation of the local governments, and of the community at large, to meet the rail service demands of a growing economy. Land-use planning and zoning, major street and highway improvements, construction of utility lines, plans for the central business district — all these community actions vitally affect railroad operation and efficiency.

NEW INDUSTRIAL PATTERNS

Our rail lines and facilities were built to serve the old patterns of downtown concentrations. But the big challenge now is to serve large outlying industrial districts — a new industrial pattern which the railroads themselves helped to create.

The Central of Georgia's industrial district in East Point (Empire District) is an excellent example of railroad sponsorship of an industrial subdivision. The Southland, Peachtree Industrial Boulevard, East Ponce de Leon, and DeKalb Industrial Way areas have resulted from railroad — private developer teamwork.

The Atlantic Coast Line and the Southern railroads plan rail extensions to the 800-acre tract which Fulton County is developing as the Chattahoochee Industrial District. This should also open up other large tracts in the vicinity to industry.

The railroad map opposite also shows a proposed rail connection from the Seaboard Air Line at Tucker south to the Georgia Railroad west of Stone Mountain. This connection would open up the 2,700-acre Tucker Industrial District. The connection could be further extended northward to the Southern Railroad near Doraville to open up other large industrial areas in west Gwinnett and east DeKalb counties.

In the twelve-year period between 1940 and 1952, rail freight tonnage in the Southeast increased 85 percent. During the next 25 years, it is expected to double its volume. The Atlanta area will have a major share of this regional increase.

As outlying industry develops, the pattern of origin and destination of rail freight is changing from one of central concentration to one of greater decentralization. But the rail yards are still centrally located. It was this growing problem which prompted the Metropolitan Planning Commission in 1952 to propose an outlying rail beltline to serve new industrial areas and facilitate interchange of freight between lines.

The railroad companies, however, believe that during the next few years greater freight volumes can be handled by expanding existing classification yards, using outlying supplementary yards, preclassifying freight, and extending spur lines. Recent improvements in rail facilities have been in this direction. The Central of Georgia is studying the feasibility of relocating its freight terminal from downtown Atlanta to East Point. The Southern has acquired additional land and is modernizing and expanding its Inman Yards facilities. The ACL, the L & N, and the NC & St. L jointly are improving the Hills Park yards.

GRADE SEPARATIONS

The new industrial districts must have highways to complement rail service — for employee travel to and from work and for short-haul, small quantity shipments by truck. Pocket Map No. 1 shows a system of expressways and boulevards which would connect each proposed industrial district with the others and with residential areas and inter-city highways. The Metropolitan Planning Commission recommends that heavy vehicular traffic be channeled onto these major arteries. This would reduce the number of points at which heavy road traffic must cross railroads.

Even so, there are points at which rail and road traffic must cross. As the community grows and both rail and vehicular traffic increase, these points are a constant threat to our lives. Grade separations — overpasses and underpasses — offer the only real solution. They not only will eliminate the safety hazard but also will enable both types of traffic to move with greater speed and efficiency.

In older built-up areas, the grade separations will be expensive but necessary structures. In outlying, sparsely developed areas, the provision of grade separations becomes part of the cost of constructing the street or highway.

The tools for an effective grade separation program already are in the hands of the local governments. In addition to an actual construction schedule, these include:

- (1) the major street and highway plan,
- (2) subdivision administration,
- (3) the design of new neighborhoods and industrial areas, and
- (4) the redesign of old areas.

Foresight in street and highway planning can cut both land and construction costs to a minimum. Sound subdivision administration by the city and county planning commissions can prevent the creation of new grade crossings.

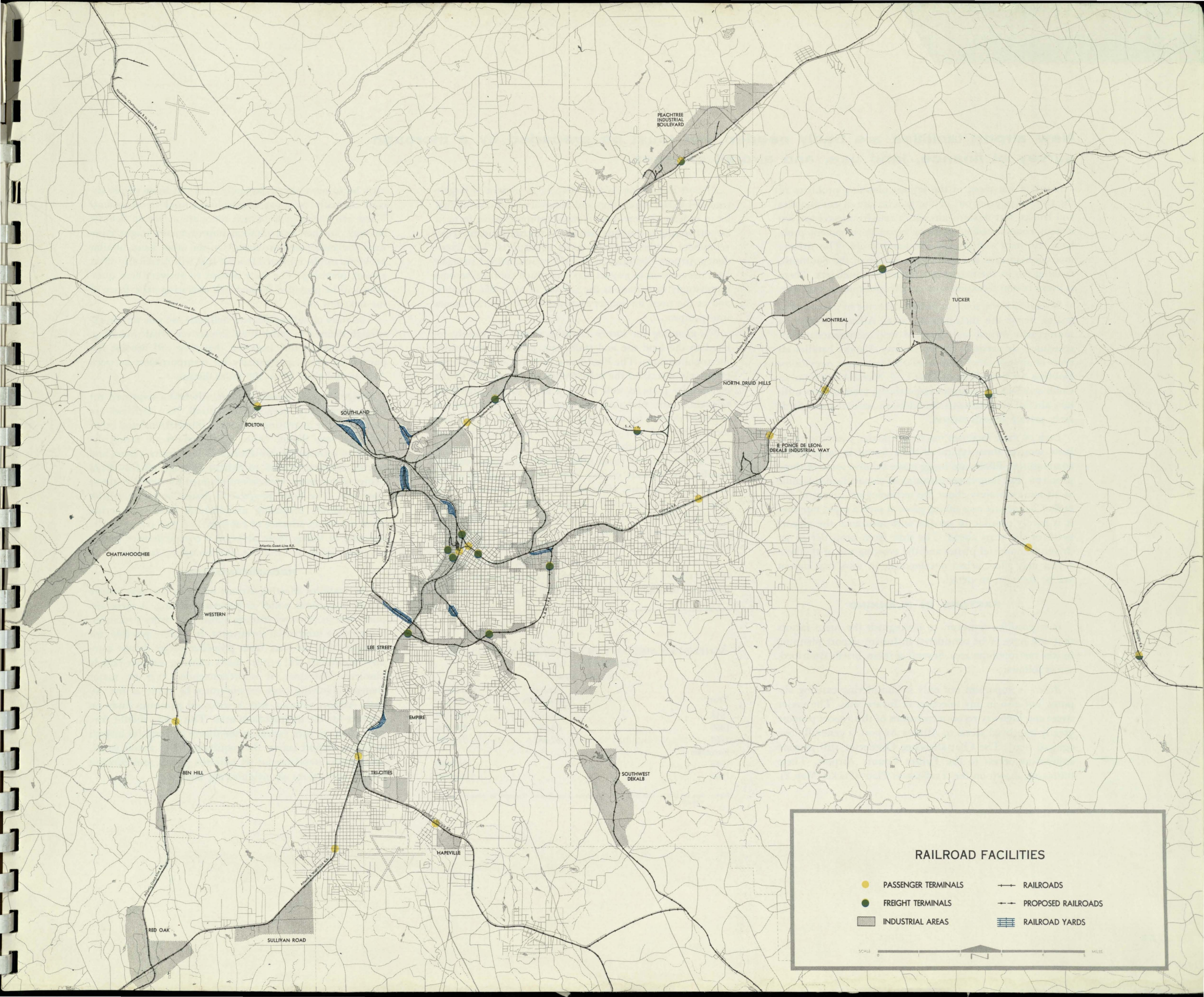
PASSENGER SERVICE

Passenger trains continue to carry a significant proportion of the persons entering and leaving Atlanta. Proposals for the Central Business District include a Transportation Center to provide these rail passengers with convenient local and inter-city connections. Related transportation facilities would include an inter-city bus terminal, transit service, heliport, parking areas, travel agencies, ticket offices, auto rental, and taxi service. Rail passenger service would be greatly benefited by such integration with local transportation. The center could play a vital role in an expanded Central Business District. Pedestrian traffic generated by the Transportation Center would promote new retail shops and office space. Because of the substantial benefits to be realized, initiation of the project is a public responsibility, deserving strong community support.¹

The ideal location for the Transportation Center is the general area of the Union and Terminal stations. This is the focal point of rail, bus, and transit lines. Important downtown destinations of rail passengers — offices, stores, hotels, conference facilities — are readily accessible.

A Railroad Advisory Committee, with representation from each of the companies serving the local area, works with the Metropolitan Planning Commission to coordinate community planning programs and railroad needs. This committee has been of substantial assistance in evaluating the railroad problems and developing the proposals presented here.

¹ Public terminal authorities have recently achieved consolidation of passenger terminals in New Orleans, Cincinnati, and other cities. Most airport terminals are also publicly owned and operated.



RAILROAD FACILITIES

- | | |
|-----------------------|--------------------------|
| ● PASSENGER TERMINALS | —+— RAILROADS |
| ● FREIGHT TERMINALS | - - - PROPOSED RAILROADS |
| ■ INDUSTRIAL AREAS | ▨ RAILROAD YARDS |

SCALE 0 1 2 3 4 5 MILES

New airport facilities are badly needed, but must be preceded by a thorough survey of finance, land use, and aircraft changes.

Many, if not most, of the serious planning problems of the city today grow out of the general use of automobiles and trucks. But modern aircraft, a relative newcomer, has already contributed its share of urban development problems and may well give rise to many more. The Atlanta metropolitan area is a leading air center of the Southeast, ranking 8th in the nation in number of passengers. There is every reason to expect that it will continue in that role.

Several airports, some in public and some in private ownership, serve the metropolitan area. Atlanta Airport, a municipally owned and operated field, accommodates all scheduled air carriers. Fulton County Airport handles all types of aircraft other than scheduled passenger operations. Dobbins Air Force Base and the U. S. Naval Air Station, in Cobb and DeKalb counties respectively, meet certain military aircraft requirements. In addition, several small fields serve private aircraft owners.

Each of these facilities has its particular planning problems, most of them typical of those found in large urban communities. Efforts are being made to solve some of those problems. But long-range planning of airport facilities must await more certainty about the technological future of aircraft. Changes are now taking place at such a rapid rate that it is hardly possible to predict with assurance the airport needs of the years ahead. The shift from propeller to jet driven commercial planes and the growing use of the helicopter may affect urban development in ways that cannot yet be foreseen in detail.

FACTORS IN PLANNING

It is possible, however, to distinguish the main factors that will have to be considered in future airport planning for the metropolitan area. Several of these, briefly described, are as follows:

Access is important not only in considering existing airports, but also in any selection of future sites. The major street and highway recommendations of this report propose greatly improved access to Atlanta Airport, a generally recognized need. The Chattahoochee Connector will provide expressway access to the Fulton County Airport. These routes are shown on the Trafficways Plan (Pocket Map 2).

Airport zoning for Atlanta Airport at present is largely confined to the acquisition and removal of tall objects that lie in or near air corridors. A more comprehensive form of airport zoning is urgently needed to restrict residential development in the approach zones of airports. The President's Airport Commission in 1952 recommended stronger land use controls to protect residents. Such controls become increasingly important as the volume of air traffic mounts, and as the need for longer runways for jet aircraft comes into prospect.

Site-planning for future facilities should be closely related to the land use and trafficways plans for the entire metropolitan area. The President's Airport Commission has effectively described the relationship of the airport to the community plan, as well as the general airport standards relevant to area planning. Although the Atlanta Airport is expected to serve for some time as the main facility for commercial air traffic, it cannot continue permanently as the exclusive facility in the metropolitan area. Since it is located in a sector of fairly rapid urbanization, it cannot expand indefinitely without conflict with existing and proposed urban developments. Consideration of alternative sites might take into account the longstanding desire for a commercial field in the northern part of the metropolitan area. Should Dobbins Air Force Base ever be released from military uses, it would be an almost ideal commercial facility.

Aircraft changes will play the major role in determining future airport needs. The advent of commercial jet planes poses two outstanding questions. First, how long must run-

ways be to serve them? Secondly, will the noise of jet aircraft virtually rule out nearby residential development? These are questions for which there are as yet no definite answers. Further technological improvements might eliminate the anticipated problems. On the other hand, similar problems can be expected to arise that will drastically affect airport planning. The facts needed to answer these questions will be provided through the operating experience of the next few years.

The roles of helicopters and heliports are not yet clearly enough defined to judge their impact on urban planning. There is little doubt, however, that they will become important in time — particularly for transportation between Atlanta and cities 20 to 100 miles distant.

Design of air terminals is constantly being improved for more efficient and economic operation. New facilities are needed for the increasing number of international and other long, non-stop flights. Other developments are ramps designed to separate the movements of passengers, planes and service vehicles; devices to deliver baggage quickly from planes to entrances; concessions planned for sound business operation. The rapid progress in design of such facilities argues against preparing architectural and engineering plans too far in advance of construction, and points to the necessity of basing these plans on a comprehensive survey covering technical, land use, and economic factors.

RECOMMENDATION

Uncertainties affecting airport needs in the near future call for a cautious policy in present planning. A large airport, with its runways, loading apron, and many structures, represents a substantial investment. It is quite possible, for example, that the shift from propeller to jet driven commercial aircraft will render many existing airports largely obsolete. Therefore, it is recommended that no major changes involving large expenditures be made at the Atlanta Airport without, first, a technical planning study on airports for the metropolitan area. This study should consider in detail such factors as the future demand for airport facilities, airport access, the requirements of a new terminal, runway standards for jet powered planes, and effective zoning restrictions on neighboring land uses.

SCHEDULED AIRCRAFT DEPARTURES AND ENPLANED PASSENGERS, 1948-1960
Atlanta Airport

Year	Aircraft Departures	Enplaned Passengers
1948	25,260	272,479
1950	30,534	395,876
1953	37,982	715,194
Forecasts		
1955	—	903,900
1960	—	1,004,700

Source: Data for 1948 to 1953 from Civil Aeronautics Administration. Forecasts by Airport Operators' Council.

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