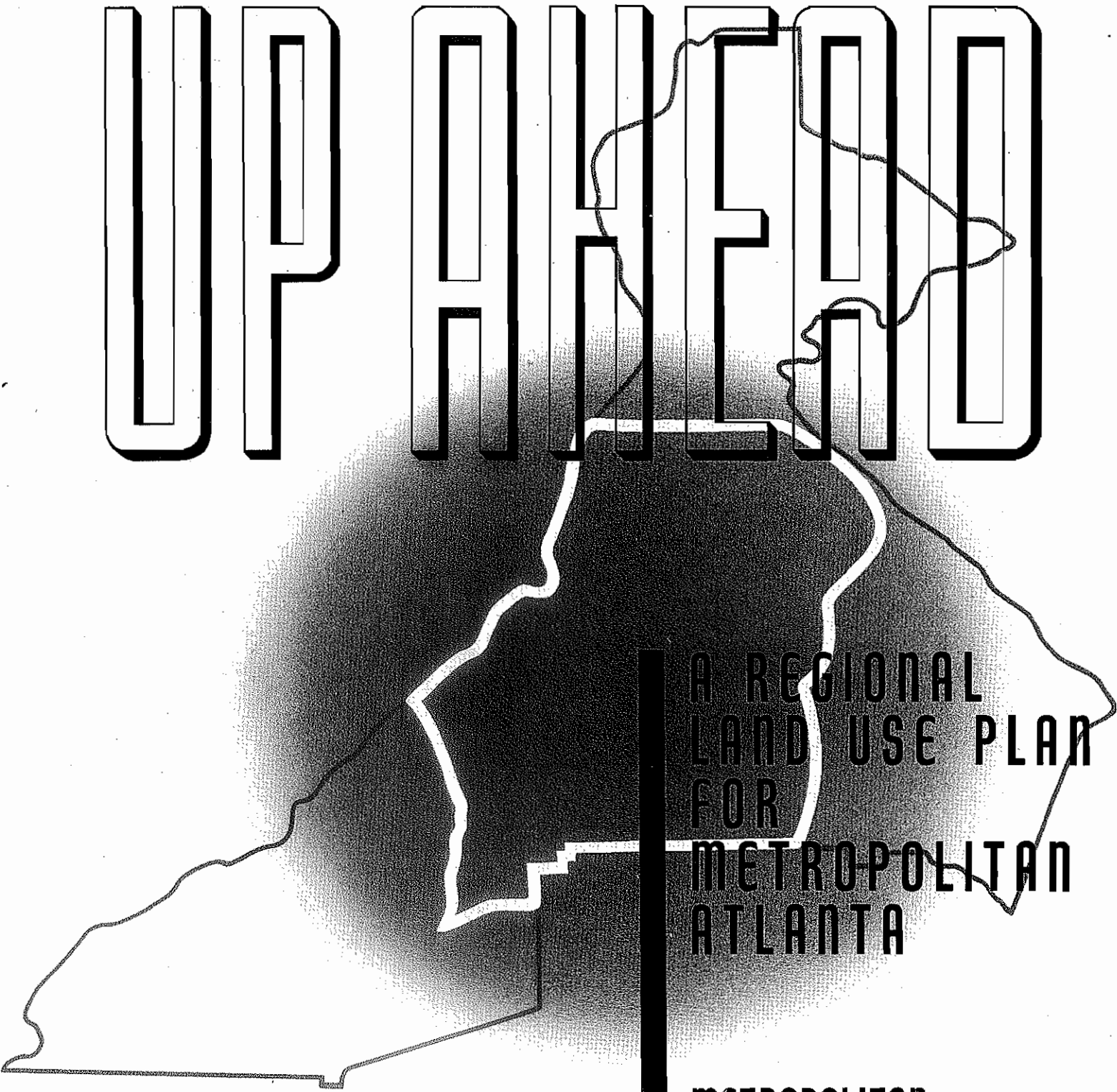


UP AHEAD



A REGIONAL
LAND USE PLAN
FOR
METROPOLITAN
ATLANTA

METROPOLITAN
PLANNING
COMMISSION
ATLANTA, GEORGIA
FEBRUARY 1952

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THE REPORT IN BRIEF: A SUMMARY

TRENDS

Metropolitan Atlanta — expanding in population, industry, trade and commerce — will continue to grow steadily over the next 25 or 30 years. In terms of physical land use, the most important thing about this growth is its explosion over an ever-widening area.

About 550,000 people now live in the 300-square mile "urbanized" core of Fulton and DeKalb counties. By 1980 this area will contain perhaps 900,000 people. Most of the additional 350,000 persons will locate in what are now the suburbs.

To the 6,000 acres now used for industrial purposes will be added another 6,000 acres in the next eight years. By 1970 industry will need a total of 20,000

acres; by 1980, nearly 30,000 acres. Most of this future industrial land will be near the area's rim.

By 1975 or 1980, the growing metropolis will need 20,000,000 more square feet of commercial or trade space. This is 50 percent more than is now in such use. Most of the new space will be decentralized into now-suburban areas. The central business districts will become more specialized in their functions.

This outward growth will recognize no political boundaries. It may not be limited to the 300-square mile area. As the approximate boundaries of this area are approached, nearby towns and cities will have an accelerated growth.

POSSIBILITIES

These trends point to a future Metropolitan Atlanta of great comfort, beauty and efficiency. That is, we can have such an area if we set out to get it.

The future pattern can include 30 or more large "communities" separated by free-flowing arterial highways. Within each community, 30,000 to 40,000 people can live in pleasant "neighborhoods." Each community and neighborhood can have an independence of its own—combining the benefits of small-town living with the advantages offered by a great metropolis.

Population density can be low. Green ridges and creek valleys can provide open park areas.

Industry can be concentrated largely in well-planned

and convenient locations on all sides of the area. Rail traffic can be dispersed to serve the outlying industrial districts. Truck terminals on designated arteries can give fast circulation without congesting traffic or blighting neighborhoods.

The central business districts can be opened up and beautified. Downtown property can be protected and made to play an increasingly important role.

The entire urbanized area can be tied together by a network of arterial highways that would use the rolling land for a two-level system of express routes.

It can be a beautiful and efficient metropolitan unit with a proper balance of homes, factories and stores.

PROPOSALS

Some sort of a spacious city is on its way in the future. The trends are clear. The question is: will this spacious city be the kind of well-integrated, beautiful and efficient area described above?

The answer lies in planning.

First item for planning is a vast web of coordinated arterial trunk highways. The Commission proposes such a network and specifies the general location of major future routes. The present expressway forms the beginning but only a small part of this system.

Expansion districts must be set aside for industry. The Commission proposes eight sites for industrial dispersal and several of new warehousing districts.

The railroad pattern must be revised in terms of industry's decentralization and expansion. The Commission recommends the future building of a railroad belt line circling the entire area, with interchange yards along the belt. The ten rail lines now penetrating the heart of the area would be consolidated into three major lines.

The trucking pattern also needs revision. The Commission proposes construction of four large consolidated truck terminals located on a major truck loop highway to serve each quadrant of the area.

Drastic improvements in the central business dis-

tricts are called for. The Commission recommends specific action to improve downtown traffic circulation, eliminate substandard sections and provide facilities needed for the district's central role. Among the latter are a combined transportation center for rail, bus and air travel, a merchandise mart, a central transit depot, a government mall, a civic center and downtown parks.

Large, well-planned "retail districts" and "shopping centers" will be needed in outlying sections. The Commission indicates the extent of this need and proposes that steps be taken to develop the facilities.

New areas must be provided for Negro expansion. The Commission suggests a number of expansion districts in which colored neighborhoods can be developed on land that is now predominantly open.

The Commission also suggests the need for a second major municipal airport and several smaller commercial ports; for green areas along creek valleys and large parks to serve the growing, future population; and for slum clearance and redevelopment programs.

It also proposes that attention be given to developing new public policies on mass transit and water supply, both essential to the area's future. It urges the development of a uniform, comprehensive set of zoning ordinances for the entire metropolitan area.

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PART ONE:

METROPOLITAN PLANNING, KEY TO THE FUTURE

Crowded, congested cities could be on their way out.

In their place we could have a new type of city in the future—wide, green, open and well-planned. Its people would be on wheels and wings, moving swiftly and surely from suburb to suburb, from rim to core and back again.

The forces toward this New City are clear. Today's urban growth is taking place on the flanks.

Metropolitan Atlanta, hub of Piedmont America, is a prime example of the New City in the making. In all directions — over beautiful rolling land to the east, west, north and south — it is pushing outward. Little by little the pattern of a new, more beautiful, more prosperous Atlanta is being shaped.

Or is it?

The trends do bring hope of solution to many pressing problems that have haunted the crowded cities of yesterday. But they also have in them the seeds of new prob-

lems — problems that can destroy the promise of the New City before it has been realized.

Which way will we in Metropolitan Atlanta let the trends carry us? What kind of a metropolis do we want in the future?

Today when we talk about the "city", we usually have in mind the "metropolitan area". In our own case, the *real* Atlanta is the Atlanta you see from the air — spreading across the countryside with little regard for political boundaries.

In the past 20 or 30 years, the U. S. population has flocked to these metropolitan areas from the farms and small towns. In the old days, only one in fourteen Americans was a city dweller. Now two out of three of us live in urban centers — and most of us live in the 168 large metropolitan areas which each have at least one city of 50,000 or more people.

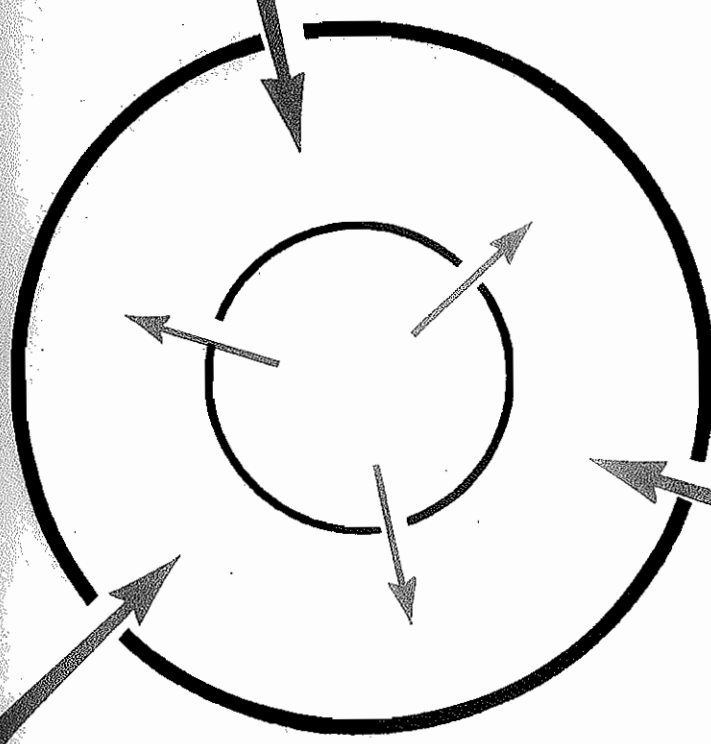
The "metropolitan trend" is really two trends — one from rural to urban, the other from downtown to suburb. Like giant magnets, metropolitan areas are pulling people in from the country; like smaller magnets, the suburbs are pulling them out again from the central districts.

Between 1940 and 1950, the total U. S. population went up by about 18,000,000 people. Four-fifths of this gain—about 14,700,000 of the total—came about in the 168 metropolitan areas.

And of this gain in metropolitan areas, only about 5,700,000 took place in the central cities. The other 9,000,000 people found their way to the "fringes".

Here before our very eyes is an explosion that challenges even the fission of the atom in importance. It too calls for new ideas and approaches, for action on a big

The promises and problems of these explosions — in nuclear physics and urban growth — are great. They should move us to fresh efforts to plan for the better life which they can help bring within the reach of all.



Every promise of a good thing carries with it a problem — the problem of how to make the promise come to pass.

The outward growth trend hits at the bad features of the crowded city — its hurry, noise, and congestion. It opens up new paths that can bring both the social benefits of quiet neighborhood life and the economic and cultural advantages of the big city.

But these good things do not come easily. The process of growth brings problems — expansion problems that are beginning to plague the modern big city. They must not be brushed aside in the fever of prosperity. They are serious and they are becoming more serious every day.

The forces behind expansion are not likely soon to fade away. More people will move to urban areas. Labor-saving tools on the farm will force them to find city jobs. In our defense effort, we will place more new industries in or near our urban centers.

American genius will make better automobiles and highways. Suburbs will then push farther and farther out. New downtown housing built on land left by suburban-bound industry will hold only part of the city's new population. Most of the new growth will have to take place in the lateral dimension — outward.

If this report dealt with one of the older and bigger U. S. cities, we would have to admit that the problems of today are more apparent than the promise of tomorrow. We would urge attention to the problems — and let talk of the promise wait for the future.

But Metropolitan Atlanta is different. We hope to show why in more detail later. Here the problems that come with expansion are only beginning to get bad. In their full intensity they are ahead, not already upon us.

What are the problems of urban growth that in many cities black out the promise of the future altogether?

First, picture the typical situation. New suburbs open up farther from the central business district. In between are neighborhoods in the process of change, mostly for the worse. The downtown district is ringed with housing blighted both by nearby industry and warehouses and by the street traffic that flows through it.

When they get a chance, people move from these blighted areas to the suburbs. Low-income families newly arrived in the city take their place. The districts become slums. Older suburbs nearby fight a losing battle against the rising tide of traffic and commercial blight.

Picture too a speed-up in the outward dispersal of both plants and people, each seeking more space. Retail functions — stores, laundries, services — follow suit.

This metropolitan explosion brings these problems:

(a) **TRAFFIC JAMS.** It becomes more difficult for people and freight to get from one part of the widening area to another. It gets farther from suburb to downtown, suburb to suburb and industrial site to freight terminal. As circulation slows down, different parts of the area and different functions begin to be choked. The entire area is hurt.

(b) **PROPERTY BLIGHT.** Although property values in new sections rise sharply, downtown values begin to drop. Some business districts dry up as their market moves away. Others suffer as congestion gets worse. Once stable neighborhoods go downhill under the load of traffic and the encroachment of industry and commerce.

(c) **UNWISE LAND USE.** Countless mistakes are made in the outside areas as new land is not wisely used. The fringe areas are at a premium for home-building, new industrial and commercial sites, and public facilities. Conflicting land uses are crowded together. Land that is best suited for one purpose is often used for another. Shortages of certain types of sites become acute.

(d) **DEMAND FOR PUBLIC FACILITIES.** The demand for all types of public facilities and utilities in new areas increases. Rural governments take on city functions. Costly expansion of facilities is called for before new areas are able to pay for them. Existing systems, such as those bringing water and sewer services, are overtaxed. The structure of government is badly strained.

These are well-known problems. Metropolitan Atlanta can recognize them to a large degree as her own. Some steps have already been taken to meet them.

The big steps — the really important ones — are still ahead.



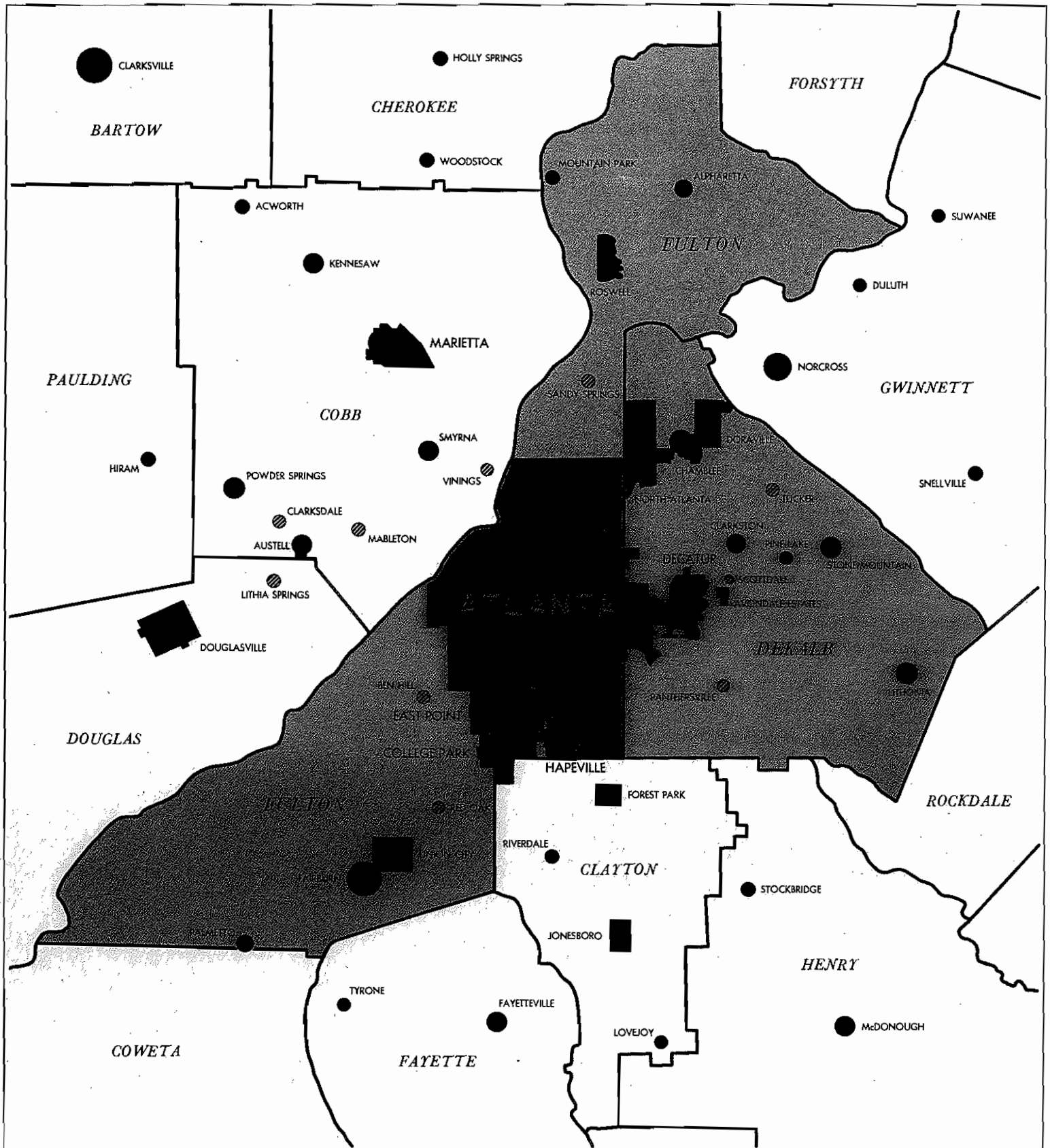
And there's another problem facing us at mid-century 1952 . . . *defense*. The U. S. city — our city or metropolitan area — can become a **TARGET**.

There is an answer to this problem — not a complete answer, but one that makes a great deal of sense. It lies in dispersal of critical sites. Our target value to a potential enemy — and our chances of survival if we do get bombed — can depend on how well we scatter our plants and facilities.

Defense policy and urban trends point in the same direction — outward. But haphazard dispersal of industry is worse than no dispersal at all. To be effective, dispersal must be according to a plan.

Defense is not all a matter of targets. It is also a matter of production. This calls for men, plants and resources — for efficiency, organization and morale.

Production and dispersal — these are defense problems that metropolitan Atlanta shares with other U. S. urban areas today.



PLANNING is the key to our metropolitan future.

Not that we'll face complete chaos without planning. We won't. But without planning neither will we realize the promise our future holds or the savings that can come with orderly rather than disorderly growth.

Planning is an everyday act in American life. In our system of free competition, the man who makes better plans is the man who gets ahead. Planning is the normal way for an intelligent salesman or housewife or business firm or government agency to anticipate and make ready for the future.

City planning is anticipating and making ready for the community's future. It is a well-established profession. For many years the city planner has helped U. S. cities set their goals, control their land use, coordinate their programs and make the best use of their capital funds.

Now comes *metropolitan planning* — city planning on a metropolitan scale. It aims to help the programs of a number of local governments and guide private development over a large area.

Metropolitan planning is in its infancy. In most cases it is and should be only an advisory function. Its main effect will be in the power of the ideas that it generates. The authority to act, to direct and control urban growth, rests with the several local governments.

But the power of ideas is strong, especially if the ideas are based on sound facts and practical consideration. That is what metropolitan planning tries to do —

- . . . to appraise the underlying trends in the area
- . . . to project those trends realistically into the future
- . . . to get a clear idea of what the metropolitan area needs and what the people want for their future
- . . . to work up sound technical plans based on trends and community aims to guide local governments and private developers in their programs
- . . . to work closely and continuously with local governments in keeping the plans up-to-date and serving their purpose

Out of this planning and the working together of local governments can come a unified approach to metropolitan problems. Out of it can come a *sense of direction* that will reflect the best of what the future holds for us.

Metropolitan Planning in Atlanta

The Metropolitan Planning Commission was established by act of the Georgia General Assembly in 1947. It was perhaps the first metropolitan planning body in the U. S. supported from the start entirely by public funds and given the sole job of long-range planning.

As early as 1938, Dr. Thomas Reed of the National Municipal League urged the creation of such an agency. Local leaders agreed and several years later their ideas were put into legislation.

The 1947 act directed the new commission to "make, and from time to time as it may deem proper, amend a master plan for the orderly growth and development" of the Atlanta metropolitan district. This district includes Fulton and DeKalb counties. The Commission was given advisory powers and its plans were to be submitted to the respective local governments for review, approval and implementation.

There are fourteen commission members. Of the ten regular members, four are appointed from the City of Atlanta by the Mayor (two from the DeKalb section and two from the Fulton section); three are appointed from Fulton County by the Board of County Commissioners of Roads and Revenues; and three are appointed from DeKalb County by the Commissioner of Roads and Revenues. The *ex officio* members are the mayors of Atlanta and Decatur, the chairman of the Fulton County Commission, and the DeKalb County Commissioner. Operating funds are made available by the City of Atlanta and Fulton and DeKalb counties.

In 1950 the Commission undertook a two-year program to develop the basic master plan. For 1951, the work schedule called for studies of the area's economy, industry, population, commerce, land use, and neighborhood patterns. This work was to result in a regional land use plan.

The second year (1952) called for a series of technical studies. These studies would result in schedules of future needs for expansion of water and sewer systems, rail and truck facilities, schools, parks, and community services. The second year's work would also produce a general "capital improvements budget" to estimate the cost of these expansion programs over the years.

The local governments adopted this basic work program and the Commission's 1951 studies resulted in the present report.

AIMS OF THE "MASTER PLAN"

Metropolitan Atlanta's "master plan" as described in the 1947 act is to include recommendations on all aspects of the area's development. The act cited the following:

The general location, character and extent of streets, highways, viaducts, subways, bridges, waterways, boulevards, parkways, playgrounds, squares, parks, aviation fields, public and private parking spaces, and other public ways, grounds and open spaces;

The general location of public buildings, schools and other public property;

The general location and extent of public utilities and terminals, whether publicly or privately operated, for light, water, gas, transportation, communication, power and other purposes; and

The removal, relocation, widening, narrowing, vacating, abandonment, change of use or extension of any of the foregoing features of the plan.

The use of land areas for residential, business, industrial or other purposes including the height of buildings, size of yards and other matters of a similar nature.

The plan called for above will not be in a single document. It will be in a series of documents — a basic land use plan (the present report) to project future trends and suggest an overall future pattern of development, expansion plans for public works and building programs, community plans and standards as a basis for zoning controls, the capital improvements budget. Taken all together, these will make up the "master plan".

The provisions of this composite plan will fall into two general classes: those affecting private activities and

those involving public improvements or calling for public spending.

Private activities will be affected in two ways. On one hand, new opportunities for expansion — industrial, residential, commercial, utility — will be laid out. On the other, desirable community growth patterns will be suggested on the basis of which local zoning and control ordinances can regulate the use of land.

Public activities will be affected to the extent that the plan furnishes a practical guide for the wise expenditure of public funds. To be effective, the plan must point the direction of future growth and tie it to a definite schedule of time and place. The plan must also set forth such a decisive picture of future trends and patterns that the necessary public steps will be clear.

RELATION TO LOCAL GOVERNMENTS

The Metropolitan Planning Commission is financed by the local governments to help on matters of overall planning. It has the job of developing metropolitan plans, keeping them up to date and working with the various agencies and departments of the local governments in putting them into operating terms.

The work of the Commission does not cut across the work of the planning and zoning bodies of the local governments. It supplements their work by bringing to their problems a long-run metropolitan approach. The local agencies are particularly concerned with the Commission's recommendations bearing upon private activities which are to be controlled and regulated through zoning. They are also directly concerned with recommendations affecting local public works, utility and facility programs. These agencies can and should coordinate the planning of public expenditures in their respective governments.

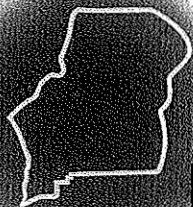
The situation calls for close cooperation. There is no reason why the advisory job of the Metropolitan Planning Commission and the zoning and internal coordination jobs of the local planning agencies should not mesh easily and smoothly.

A strong reason for creating a metropolitan planning commission rather than having a "master plan" prepared by an outside consultant was to get *planning* rather than simply a plan. The need is for *continuous* planning on a regional basis to give focus and direction to local public and private programs.

Metropolitan Atlanta faces a great epoch of its history.

Its future growth pattern will be outward into space. It can become unique among U. S. cities for its open downtown area, its well-planned use of rolling land, its decentralized homes and factories and its web of efficient highways.

Already the problems that come with its promise are being felt. But the area has taken the first steps toward planning for its future. There is now need for haste in developing the plans and putting them into effect.



PART TWO:

BACKGROUND FOR PLANNING IN METROPOLITAN ATLANTA

Metropolitan Atlanta's physical base and its history both give reason for optimism about the future.

The driving of the railroad stake east of the Chattahoochee River in 1837 marked a high spot well suited for a rail line. It also marked a near perfect base for the kind of a city that technology would produce 100 years later.

At the time there was nothing to indicate that such a city would develop — no great lake or port or river or such stuff of which great cities are built. But the site was strategic as the crow flies, and hence its destiny.

Here the land is high, rolling, open and ridged in all directions. It is easily drained and amply watered. In 1952, one could not pick a more adequate site for the New City of tomorrow.

Two other facts stand out from the pages of history as greatly important to our future. One is the high quality of local leadership through the years; the other is the accident of fate in delaying Atlanta's big growth until after the beginning of the Age of Mobility.

Atlanta was shackled to the prostrate Southern economy while the industrial revolution pushed other great U. S. cities ahead. Hundreds of thousands of people were drawn into fantastic congestion in the crowded downtown areas of the big cities of the Northeast and Midwest. Here were sown the seeds of costly problems from which many of these cities still suffer.

Atlanta was spared. It grew fast, but it was still a relatively small city in 1900. Its big growth has come since then — at a time when population has been on wheels. *Its biggest growth lies ahead.*

Metropolitan Atlanta has its slums, its factory dirt, its neighborhood blight, its traffic ills. It has been careless with its resources. Its problems are getting worse.

But some of the worst consequences of downtown overpopulation have been avoided. Bad mistakes have been relatively few. It is our good fortune to face our biggest growth at a time of great mobility of population.

Few cities have as favorable a "background for planning" as Metropolitan Atlanta in 1952.

No physical barriers stand in the way of outward expansion — no ocean or lake or mountain or large river. Rails and highways move in from all sides. The land is rolling but generally not rough. Its ridges give fine home sites and serve as dividing lines between land uses.

By and large, our physical base has been wisely used. Early leaders were far-sighted people and combined many traits and talents. They came from all over — Georgia, Tennessee, Alabama and the Carolinas, the Midwest and the Northeast. Boston money built Atlanta's early skyscrapers; Tennesseans led the post-war rebirth in the late 1800's.

For our future, the fateful delay in the timing of our early expansion was perhaps the most important item in our history.

Chicago was the heart city of the new industrial America. In 1870 it was about the same size as Atlanta today. It had about 300,000 people in 36 square miles of incorporated area (in 1950 Atlanta had about 330,000 in 37 square miles). In Chicago in 1870, as in Atlanta in 1950, there were about 200,000 people living on the outskirts.

In the next 25 years Chicago boomed. It added 800,000 to its population and 143 square miles to its area. But of that new population, about 550,000 went into the "old city" area of 36 square miles. This raised the population of the "old city" to more than 850,000 — three times as many people in the same space as in 1870. Not until 1900 did the trend reverse itself and the population outside the "old city" began to grow faster than inside. The main reasons for the change: the automobile and the electric trolley.

See the contrast with Atlanta. For 20 years Metropolitan Atlanta has been growing faster "outside" than "inside". As we reach the 900,000 mark in the years ahead, the population of the "old city" of Atlanta — the 37 square miles of 1950 — will probably be no larger than it is today. The gain will come on the "outside".

Physical Base of Atlanta

The key to Metropolitan Atlanta's existence is its location at the hub of southeastern United States.

Locally there are no great natural resources that would have caused the city to spring up where it did. Atlanta's general location was the result of the arbitrary drawing of several lines on a map.

Of course, the way the local ridges ran together helped to pinpoint the exact site in 1837. But the public surveyor employed by the General Assembly to locate a terminal point for a Georgia-Tennessee railroad had definite orders to drive his stake between the Chattahoochee River and the village of Decatur in northwest Georgia. It was this general location that was decided by putting arbitrary lines to a piece of paper.

HUB OF THE SOUTHEAST

Once the choice of a site was made, time and the labors of man proved that it was a good one. Through successive stages of rail, truck and air travel development, the Atlanta site has become solidly fixed as the logical nexus of a regional system of transportation and communication.

CALHOUN'S PROPHECY

It is well to recall John C. Calhoun's remarkable prophecy of 1845. He was speaking at a meeting of leaders of Midwestern and Southern states held in Memphis to consider means of linking South and West through the "mystical ties of commerce".

Calhoun said in part:

"Such is the formation of the country between the Mississippi Valley and the southern Atlantic coast, from the course of the Tennessee, Cumberland and Alabama Rivers and the termination of the various chains of the Allegheny Mountains, that all the railroads which have been projected or commenced, although each has looked only to its local interest, must necessarily unite at a point in DeKalb County, in the State of Georgia, called Atlanta, not far from the village of Decatur . . ."

As Calhoun spoke, two railroads were pushing through the Georgia wilderness from the east and southwest. A third was moving in from the northwest. The pattern was set for the future.

Metropolitan Atlanta is located on the long Piedmont plateau, a belt which lies inland from the Atlantic and Gulf coastal plains and runs from Alabama north beyond New York City. The plateau is flanked on its inland borders by the Appalachian mountains. In general, it ranges around 1,000 feet in height above sea level.

Atlanta's site on the plateau is strategic because you can get to it from all directions. To the west of the mountains a direct line runs to the Great Lakes area and the Midwest. To the east of the mountains a direct line runs to the Northeast and Middle Atlantic states. To the west and southwest, east and southeast, lines connect Atlanta

with the broad expanse of the southern region.

Metropolitan Atlanta is one of the few large urban centers in the nation situated at a high level. The State Capitol building is at elevation 1,050 feet above sea level; one of the main retail districts is at elevation 1,080 feet.

Rail, highway and air routes go in and out from the Atlanta hub. The movement of people and goods and the rendering of services in connection with that movement have always been Atlanta's main business.

PERCH ON A WATER DIVIDE

Atlanta is one of the world's few cities located on a water divide. It is on the crest of a ridge which divides drainage waters between the Atlantic Ocean and the Gulf of Mexico. Most urban areas of Atlanta's size have developed on the shore of oceans and lakes or along rivers, usually navigable ones. Many large urban areas are located at high altitudes but usually they are in river-border locations.

Only three other large cities in the world share Atlanta's unique location on a water divide. One is Birmingham, England; another is Lemberg (also spelled Lvov and Lwow) in Poland; and the third is Johannesburg in the Union of South Africa.

Two points should be made about the site conditions of these four urban areas.

One is that large urban concentrations at such sites are possible only on the basis of technology and not as a result of natural factors. They depend upon transportation to give their location a strategic importance. Their future depends upon further improvement of local transportation facilities (rail, highway and air) that will continue to give them an advantage over other areas in the matter of moving people and goods.

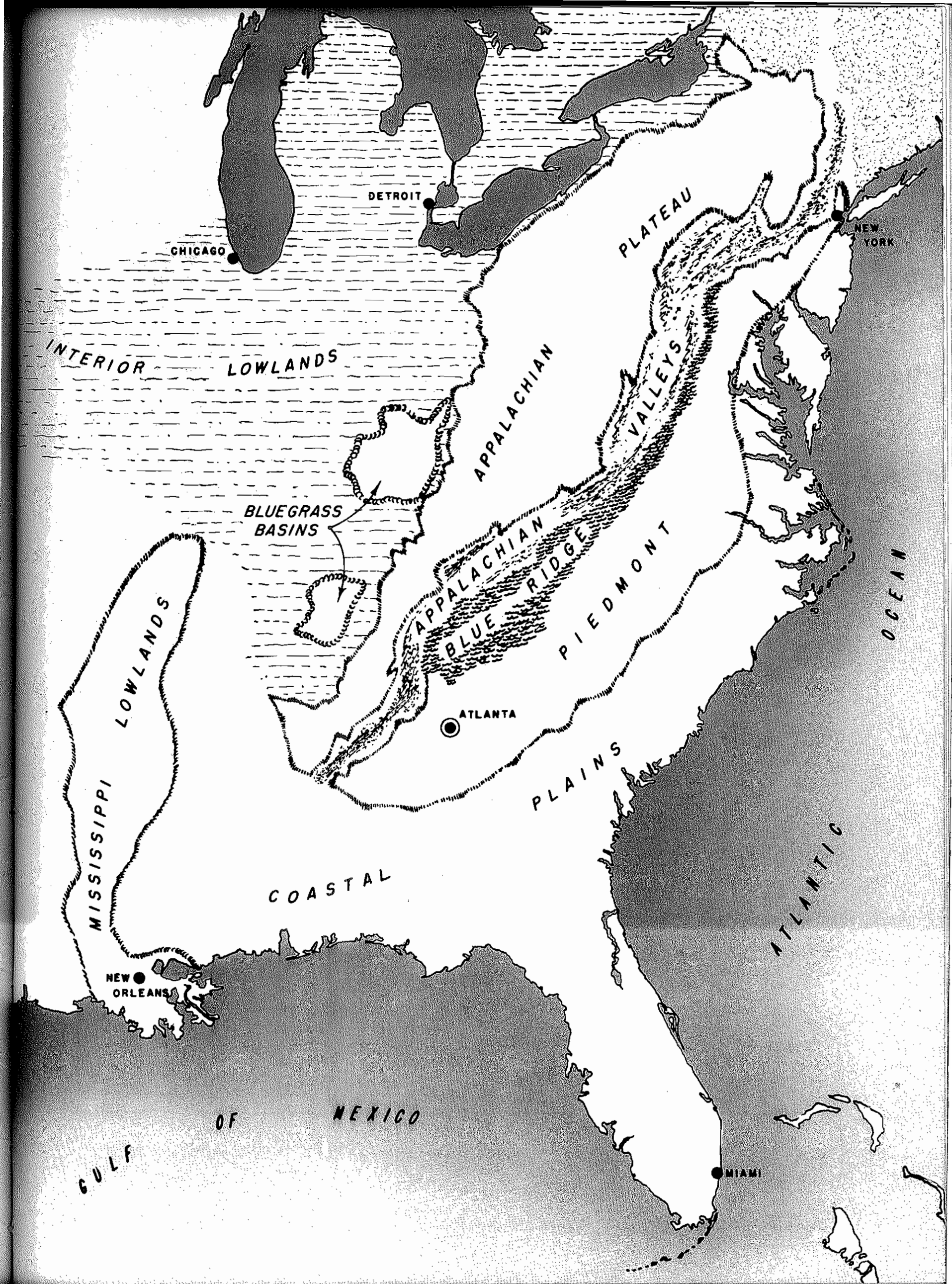
The second point is that they are particularly vulnerable to a lack of water. If they are to grow, they must be able to develop a water resource base capable of supporting a much greater demand than at present.

Probably Metropolitan Atlanta will become the largest of the world's drainage-divide centers. It has shown the same natural advantages in air transportation as in rails and highways. Its major concern is with steps to assure the water supply needed for its future growth.

RIDGES AND VALLEYS

The physical characteristics of the land in the immediate area have played an important part in Metropolitan Atlanta's growth. The understructure and the topography both favor a healthy growth in the future.

Perhaps the most important physical characteristic is the ridge structure of the land. It was the confluence of three main ridges from the northwest, southwest and east that fixed the exact site of the city. After the three first railroads preempted these main ridges, five other railroads moved seven other lines in on lesser ridges or major valleys to connect up at the central point.



CHICAGO

DETROIT

NEW YORK

INTERIOR LOWLANDS

PLATEAU

APPALACHIAN

VALLEYS

BLUEGRASS BASINS

APPALACHIAN BLUE RIDGE

PIEDMONT

ATLANTA

OCEAN

PLAINS

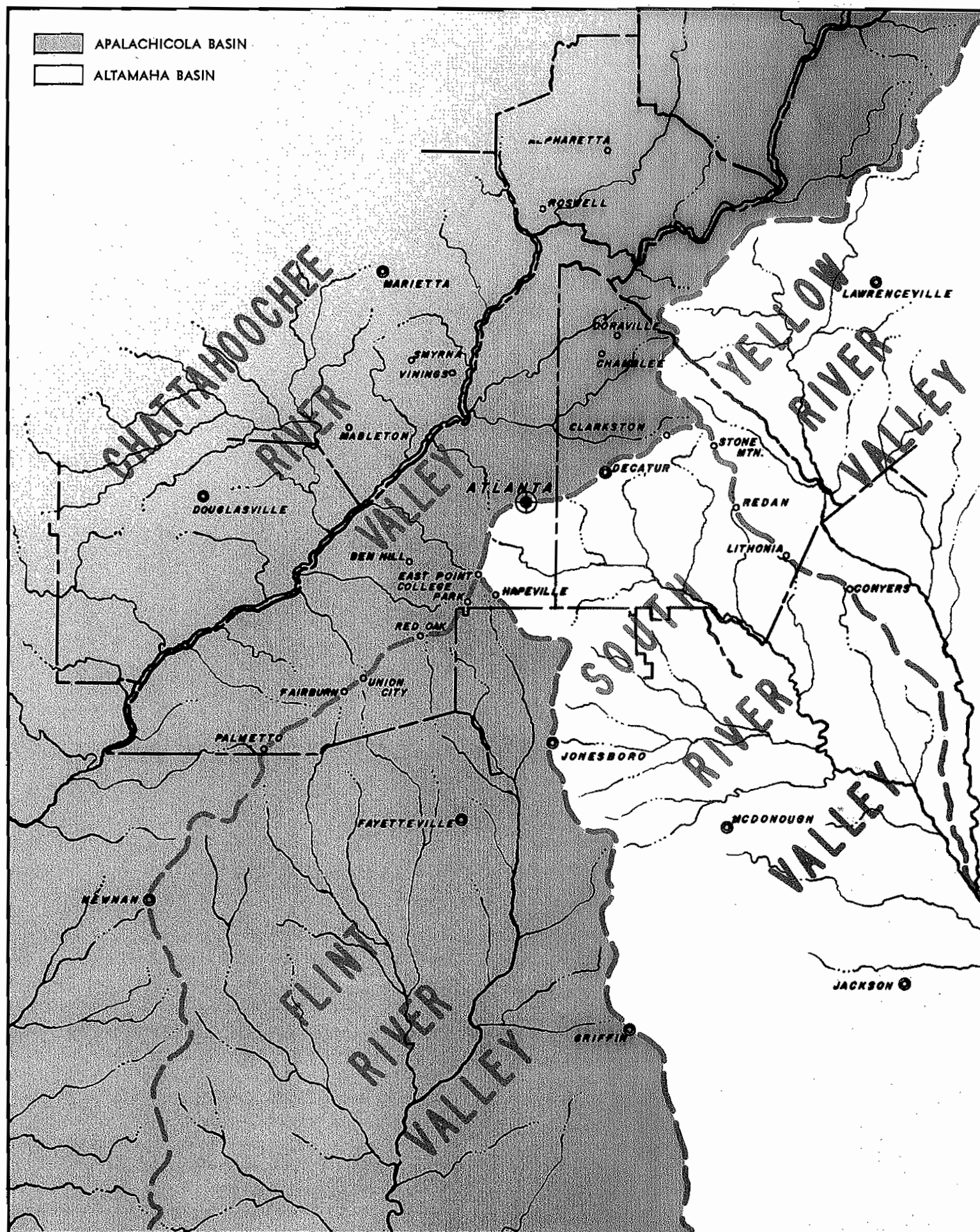
COASTAL

ATLANTIC

NEW ORLEANS

MIAMI

GULF OF MEXICO



The ridge structure has greatly influenced the kind of community that has been developed. Atlanta and its suburbs have grown on ridge-crest positions. Ridge lines have been used as the routes of principal streets, highways and rail lines. Radiating out in all directions, these ridges have given a variety of site conditions.

Ridges have made possible the building of factory areas near home sites without undue blight. As locations for railroads and highways, they have enabled industry to grow in all directions rather than concentrate.

Ridges, valleys and slopes are aids in good physical planning. They make for lakes, for buffer areas of green, for wide dispersal of residential, commercial and industrial areas, and for travelways of all kinds linking them into a functional network. The ridge structure also makes possible a practical "two-level" street and highway pattern using the topography for intersection separations, depressed and elevated through routes, separate truck and passenger lanes, and wide flank areas along the arteries.

STREAMS AND ROCKS

A network of streams flows through the local valleys. The area is drained by creeks running into the Chattahoochee River on the west and the Flint and South Rivers on the south and southeast (see the opposite map). These streams have played an important role in Atlanta's development — as a source of water power in the early days, as sites for parks and recreation areas, as builders of valleys through which travelways have been cut. The names of the major creeks are familiar: Peachtree, Nancy, Long Island, Burnt Fork, Proctor, Turkey or Sandy, Utoy, Camp, Mud, Entrenchment, Sugar, Dolittle, Doless and Shoal.

The Chattahoochee River and Nancy and Peachtree Creek banks are at about elevation 775 feet above sea level. Lesser tributaries of the Chattahoochee and headwater streams of the Flint and South Rivers flow generally at higher elevations. The ridges in between have maximum elevations between 950 and 1,100 feet.

The rock structure under Metropolitan Atlanta is complex, containing metamorphic, sedimentary and igneous deposits.

An unusual characteristic of the understructure is that Atlanta's ridges often contain little or no resistant rock materials, most of the bed rock exposure being along stream courses. The usual situation would find ridges of rock and the stream valleys full of eroded soil.

Again this physical situation is an aid to good planning. The earth mass in the ridges can be moved by mechanical equipment with relative ease. The rocky bottoms of the valleys can be used for arterial highways which can go through the ridges at major intersections.

OTHER FAVORABLE FACTORS

The variety of subsurface conditions is also favorable in construction work, particularly in the building of large

structures. Subsurface conditions are so varied that it is usually good sense to make foundation tests before building a large structure. However, corrective measures for foundation conditions are easy to take.

The openness of land in all directions is also of great importance. There are no major physical barriers on any side. The Chattahoochee River to the west flows in a relatively narrow deep valley that is easily spanned at nearly any point. The only mountains in the area — Stone, Sweat, Blackjack, Kennesaw and Lost — are small and not close to the area of urban growth.

Except along the immediate valley floor of the Chattahoochee River and its main tributaries, there is little or no local flood hazard. Flash floods are a possibility but only rarely occur. The creeks tributary to the Chattahoochee River and the headwater streams of the Flint and South Rivers are short and rather well-entrenched in their courses. They can handle added volumes of water within their channels without serious overflowing.

High Points of History

In 1836 the General Assembly of Georgia called for a survey to be made of a suitable railroad route between the Tennessee State Line and a point on the eastern bank of the Chattahoochee River in what was then DeKalb County.

The route was to cross the river at some point between Campbellton in old Campbell County and Wynn's Ferry in Hall County to the northeast. The terminal site on the Georgia end was to tie in with branch lines to be built to the larger Georgia cities — Macon, Madison, Milledgeville, Forsyth and Columbus. The line to the north was to be operated by the state-owned Western and Atlantic Railroad.

There was not much in DeKalb County at the time except the small county seat of Decatur, several Indian villages, a few scattered white settlements — and woods. Decatur had been founded in 1823, one year after DeKalb County was carved out of old Henry County. Probably the biggest settlement in the area was the Indian village of Standing Peachtree near the point where Peachtree Creek empties into the Chattahoochee.

Most early white settlers had come down from the Carolinas. They had built their small villages along the streams and had hewn rough roads through the woods to connect the main villages: Sandtown, Ben Hill, Whitehall, Decatur and several others.

The decision to cut the railroad through to Tennessee was an act of rare vision on the part of the General Assembly. The idea was to open up trade routes to the mid-west by connecting the railroads with the Tennessee, Ohio and Mississippi River systems. At that time, the steam locomotive was a primitive machine; it took a great deal of imagination to see the possibilities of transportation by

this crude monster through the rough country of north-west Georgia.

In 1837 the legislature changed the terminal point of the proposed railroad from the southeastern bank of the Chattahoochee River to a point not more than eight miles east of the river. The Tennessee Legislature in 1838 approved a survey of a route from the Georgia state line north to Ross's Landing (now Chattanooga) on the Tennessee River.

The surveyor drove a stake at the Georgia terminal point in the summer of 1837. The stake stood near the intersection of several wilderness roads along the major ridges. The Indians did not consider it a good site for a village because it was not located near a source of water. The nearest villages were Decatur to the east, Whitehall to the west, and the Indian village of Standing Peachtree to the north.

The point at which the stake was driven is now the center of downtown Atlanta. Soon after it was driven, two other railroads promptly began to build lines toward the spot. The Georgia Railroad headed west from Augusta, the Macon and Western Railroad north from Macon.

GROWTH OF A WILDERNESS TOWN

The tiny village that grew at this point was called Terminus. It had little to attract people except a few construction jobs on the railroad.

In 1842 there were only six families in the little village. In 1843 the General Assembly incorporated Terminus as Marthasville and gave the new town a commission form of government. The local population was not enthusiastic about these ideas, however, and never adopted them.

The legislature changed the name again in 1845, this time to "Atlanta". It stuck. A city charter was adopted in 1847 and the official area of the new town became "one mile from the State Depot in every direction". The State Depot was a five-acre site donated by Samuel Mitchell.

The Georgia Railroad was the first line to reach the site. It arrived in 1845 and the Town of Atlanta began to grow. Several stores and commercial establishments were built around the depot square and near the intersection of Peachtree, Whitehall, Marietta and Decatur Streets (which was known then as the "crossroads").

But it was still a tiny wilderness settlement in 1845 as Calhoun was making his famous prediction. It boasted only about ten acres of cleared land and about 100 people living in small log cabins. There were two "industries"—Samuel Norcross's saw mill and Moses Formwalt's tin shop.

The Macon and Western arrived in 1846 over the southeast ridge. The Western and Atlantic was completed between Atlanta and Ross's Landing over the northwest ridge in 1851. The railroad depot building was opened in 1853.

With the coming of the railroads, business boomed. Heavy industry moved into Atlanta—a machine shop to

mend railroad cars and a rolling mill to make iron rails. In 1854 the thriving town had 57 stores. By 1857 it had added four shops, three tanneries, and two shoe manufacturing plants.

The town became a major trading post dealing in goods brought in by the railroads. Brick stores were put up. Several hotels were built to handle the growing transient population. People began to move in to live.

And then, in 1861, came the Civil War. Atlanta's strategic location made it particularly important to the Confederacy. It was also important to the Union forces and became recognized as a major military objective.

Union troops reached Atlanta in 1864. After a fierce struggle, the proud young city was reduced to ashes. Its rail lines, symbol of its new power, were torn up and rails were twisted and scattered in all directions.

"RESURGENS"—THE POST-WAR ERA

After the Battle of Atlanta, about all that was left was the old street pattern. It could still be made out beneath the rubble. The local population set to work rebuilding the city with amazing spirit. They took as the city's official motto: RESURGENS.

Every material at hand was used to put together new structures. As quickly as possible, the shattered railroad lines were rebuilt. The result was phenomenal. In 1865 one year after the war, there were 338 business firms licensed to operate in the rebuilt city. Lumber and cotton textile manufacturing were the main industries. The city government built two large markets.

From a pre-war population of about 9,500, Atlanta grew to a population of nearly 22,000 by 1870. New residents came in from all sections of the country—Georgia and nearby southern states, the Midwest and Northeast. The city had a cosmopolitan air. In 1870 a six-story hotel, the Kimball House, was built in the heart of the city. The Union Station, demolished during the war, was rebuilt. A horse-driven street railway was set up between Atlanta and the town of West End. The first telephone exchange was established.

By 1880 the spirit of progress was at fever heat. It might be said that "modern Atlanta" dates from about that time. The thriving city of 37,000 people began to seek out a place as the center of the entire Southeast.

Leaders urged that the time had come to start attracting attention to the great resources of the Southeast for all types of manufacturing. The industrial revolution was sweeping the rest of the country; they believed that the Southeast should become more a part of it.

As a result, in 1881 Atlanta put on the International Cotton Exposition to tell the rest of the nation the story of Southeastern potentialities. The exposition was underwritten largely by investors from Boston, New York, Baltimore, Cincinnati and Philadelphia. It drew nationwide attention and in particular it showed the Southeast's pos-

sibilities for textile manufacturing. As a direct result, a number of firms moved into the Atlanta area.

The 1881 exposition was followed in 1887 by the Piedmont Exposition, also designed to interest outside investors. Again the exposition succeeded in drawing new industries. A third exposition — the Cotton States and International Exposition — was held in 1895.

The influx of industries caused many improvements in Atlanta's physical facilities. Streets were extended and improved. New commercial and hotel facilities were built. In 1893, a new water system was installed tapping the Chattahoochee River for the first time.

BUILDING A BROAD ECONOMY

But although these efforts did succeed in drawing new industry, Atlanta itself was not destined to become a predominantly manufacturing center. Several things were happening to push the economy in another direction.

On the negative side, the great Midwest and Northeast already had an unbeatable start at industrialization which was not to be shared with the Southeast for many years. The Southeastern economy was nearly wrecked by the Civil War. Taken as a whole, the area offered no consumers' market big enough to attract many industries away from established centers elsewhere.

For the most part, then, the Southeast had to be content to pick up those few industries for which it had definite economic advantages: textiles, lumber manufacturing, processing of naval stores and certain farm products. Its industrial "boom" in the late 1800's was tiny compared with the industrial growth of the Northeast and Midwest.

Also on the negative side, soon after the turn of the century Atlanta began to feel the effects of long-distance power transmission. Far-flung high tension wires now made it possible for industry, particularly textiles, to locate more economically in smaller towns. Atlanta's advantages as a rail center with plenty of coal were being partly offset.

On the positive side, Atlanta began to develop a more diversified economy built less on manufacturing. Its distribution functions took on more importance. It became the regional center for banking and finance. As the capital of Georgia, it drew industries and professions having business with the government. As the region's most cosmopolitan center, it had advantages for educational and cultural activities.

These trends showed themselves in many ways in the early years of the new century. The Federal Penitentiary was built in 1902. The Terminal Station was completed in 1904. In 1914 the new Federal Reserve Bank established its Sixth District office in Atlanta. Emory University moved its campus to the area. Several new skyscraper office buildings were constructed, largely with outside capital. (It is significant that most of the capital invested in Atlanta about that time went into office buildings rather than factories.)

During World War I Atlanta's strategic location made it a major center of troop activity. Camp Gordon was established in the Chamblee area north of the city.

By 1920 Atlanta had grown into a booming city of 200,000 people. It was recognized as the Southeast's commercial and financial center. There were 100,000 people living in areas adjacent to the city, but the other towns were small. Decatur, a thriving village when Atlanta was founded, still had only 6,000 people in 1920.

The metropolitan character of the area was beginning to take shape. The automobile had come upon the scene and with it a scattering of population. Atlanta was already beginning to feel both the increased tempo of local street traffic and a new stream of intercity traffic on its way in and out of the Southeast.

Between 1900 and 1910, the population of Fulton and DeKalb counties went up by 67,000. Of this gain, 65,000 took place in the City of Atlanta and the other 2,000 outside. Between 1910 and 1920, the trends began to change. There was a total two-county gain of 72,000. Only 46,000 of it was in Atlanta; the other 26,000 took place elsewhere in the metropolitan area. The automobile had arrived.

GROWTH ON WHEELS

This outward trend continued from then on. Mobility was the key word in population growth. Atlanta's big gains were coming when the population was on wheels. The effect was to minimize great downtown concentrations such as haunted the U. S. cities that had grown big before the turn of the century.

These two points, then, stand out in Atlanta's history in the first quarter of the Twentieth Century:

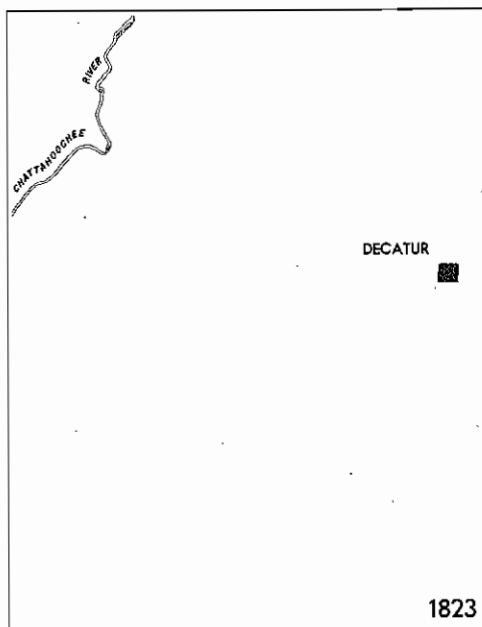
(1) Its economic base broadened into the fields of distribution, communication, finance, government, retail trade and education.

(2) Its biggest population growth began to take place after the coming of rapid transit vehicles and automobiles, with the result that it grew outward rather than upward and in area rather than in congestion.

The 1920's were years of great commercial and industrial expansion. In 1925, the Atlanta Chamber of Commerce undertook a \$1,000,000 program to promote the development of the area. In the next four years, more than 750 new firms moved in. They represented a wide variety of commercial and industrial activity; many took office space rather than factory sites.

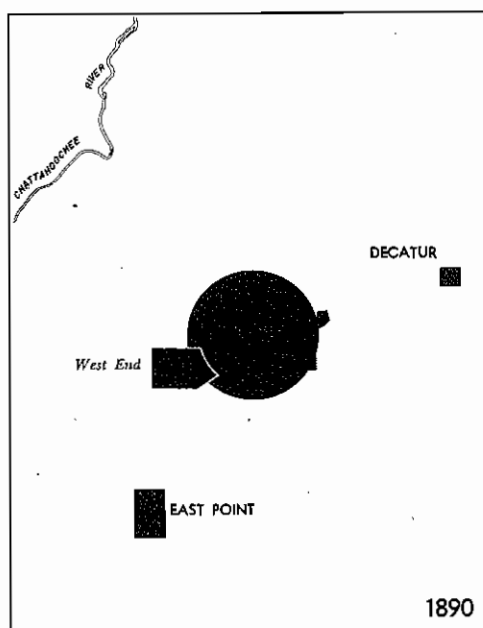
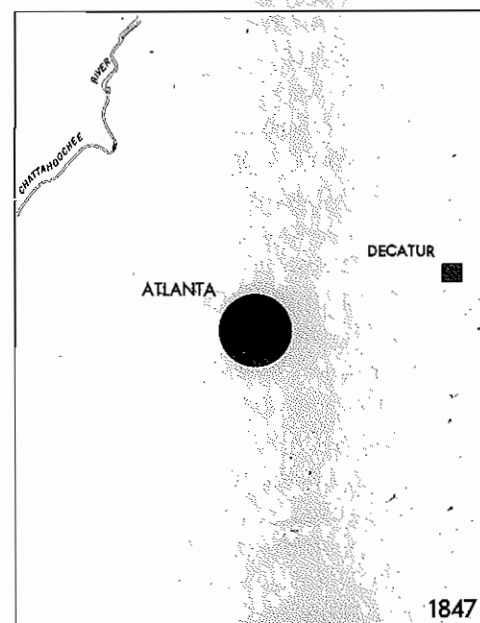
Also during the 20's the area grew greatly as a transportation center. New hard-surfaced roads brought thousands of vehicles through the city. In 1924 Atlanta leased the Candler race track as a municipal airport and bought it outright in 1929. Rail lines increased and new warehouses appeared all over the area.

During the depression, Atlanta like other cities was hard hit. However, the diversity of its economic base made

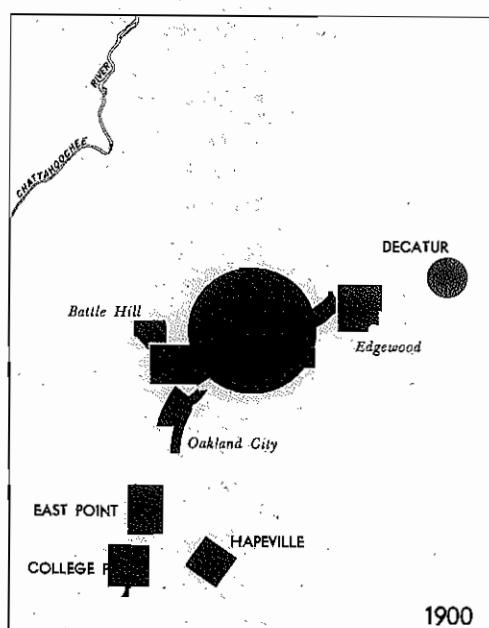


1823. Decatur was the first local incorporated community. Established in 1822, on lands newly acquired from the Indians, it took up one complete land lot of 202½ acres or about 1/3 of a square mile in the geographical center of DeKalb County. It was the county seat. Also in the area, but unincorporated, were scattered white settlements, mostly along the Chattahoochee River or its creek tributaries. The Creek and Cherokee Indians also had several villages here, the biggest being Standing Peachtree on the banks of the Chattahoochee at the mouth of Peachtree Creek.

1847. Several attempts were made to set up a community west of Decatur at the site chosen in 1837 as a future railroad terminal point. From here a proposed state-owned rail line was to run to Ross's Landing (now Chattanooga), Tennessee. The first village at this site was called Terminus. In 1838 the Georgia General Assembly incorporated the village as Marthasville and later (1845) changed its name to Atlanta. Not until 1847 were Atlanta's corporate boundaries clearly set forth: a perfect circle "... one mile from the State Depot in every direction". Atlanta as well as Decatur were both in DeKalb County, the latter town continuing as the county seat.

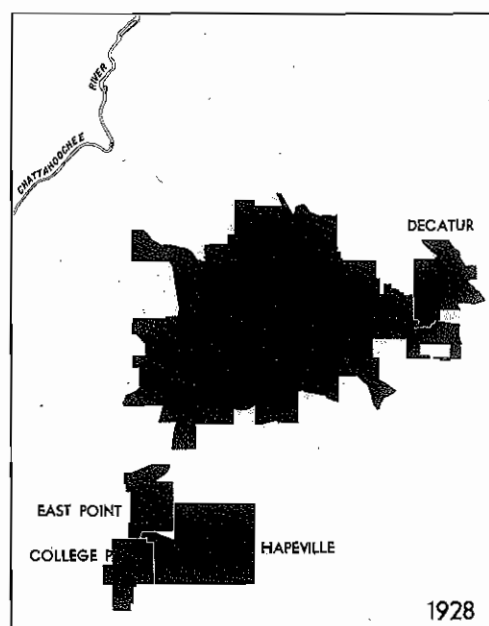
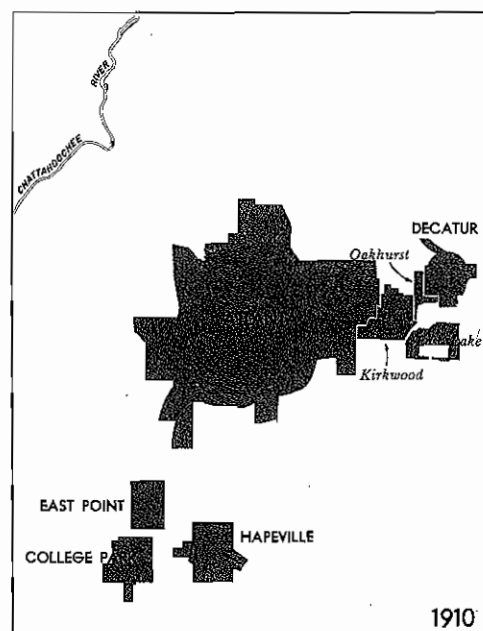


1890. At the end of the Civil War, the Atlanta area was in shambles. Its strategic location had made it a prime military target of General Sherman. But a new city rose from the ashes. By 1890 Atlanta had pushed out its corporate limits by extending the radius of the circle from 1 mile to 1¾ miles as well as by annexation of new territory to the east. Decatur kept its original corporate boundaries. In 1868, the Town of West End had been incorporated; its eastern part lay within the extended radius of Atlanta's later expansion. East Point, with rectangular corporate limits, had been established in 1887. Fulton County had been created in 1853, with Atlanta as the seat of government and West End and East Point lying entirely within the county boundaries.

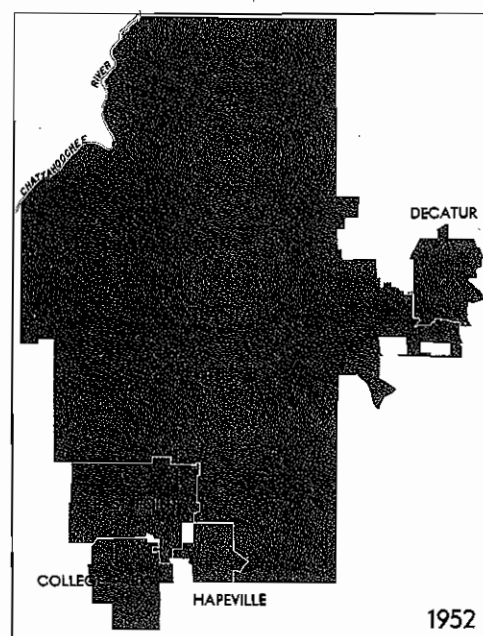


1900. By the turn of the century, Atlanta had annexed the Town of West End and more territory in the Inman Park area to the northeast. The latter annexation brought Atlanta's corporate limits to the DeKalb County line. Decatur extended its corporate limits from a square to a circle with a 3,000-foot radius centered on the DeKalb County courthouse. In the south west, East Point now had neighbors in College Park (originally Manchester) and Hapeville, both incorporated in 1891.

1910. In 1909 Atlanta re-appeared in its original parent county, DeKalb, by annexing the Town of Edgewood (1898-1908) and adjoining territory. In 1910 it added more DeKalb territory in the East Atlanta vicinity. To the west Atlanta by 1910 had annexed two former towns, Battle Hill (1895-1908) and Oakland City (1894-1909), and several other smaller parcels. Its circular boundary disappeared. Decatur also had added territory and lost most of its old circular limits. Hapeville and College Park had also expanded but East Point remained about the same size.



1928. "Suburban sprawl" was the feature by 1928. Atlanta had reached out to the east to absorb the former towns of Kirkwood (1904-1921) and East Lake (1908-1927). These were the fifth and sixth formerly incorporated places to give up their charters and become part of the growing city. Decatur had moved south and west by absorbing the former Town of Oakhurst (1909-1916). Atlanta, Decatur and each of the Tri-Cities had also added more land that was previously unincorporated.



1952. Main feature of the 1952 map is the widened area of corporate Atlanta. In 1940 its total area had been 34.7 square miles; as of January 1, 1952, it became 118 square miles. The new area was added from the unincorporated section of Fulton County. Since 1928, the Tri-Cities and Decatur have also changed noticeably. Hapeville's corporate area is smaller in 1952 than it was in 1928, but East Point and College Park have expanded. Decatur also has added more territory, particularly in the north and south.

for a relatively quick recovery. During the 30's it became the Southeastern center of Federal government activity.

In 1932 Fulton County absorbed two adjoining rural counties, Campbell to the south and Milton to the north (both nearly bankrupt at the time).

ANOTHER WAR AND POST-WAR

By 1940, with the shadows of World War II on the horizon, Atlanta was a city of about 300,000 people. It had gained only 30,000 in the previous ten years. However, the other parts of Fulton and DeKalb counties had added more than 40,000 in the same period.

Part of the old Camp Gordon site was reactivated as a Naval Air Station and Army Hospital in 1940. In the same year an ordnance depot was set up at Conley to the south. Fort McPherson was made headquarters for the Third U. S. Army and became a major induction center. Soon after war began, the Bell Aircraft Company began to operate a large bomber assembly plant at nearby Marietta. Metropolitan Atlanta went all out for war.

Since the war the area has exploded in all directions. New industries have swarmed in, many locating far from the central city. New subdivisions have sprung up. So have new shopping centers and commercial areas.

Again in the ten years between 1940 and 1950, the population of the City of Atlanta went up by only 30,000. In the same period, however, the metropolitan population outside the City of Atlanta jumped by more than 100,000. The trend of decentralization moved faster than ever.

On January 1, 1952, the City of Atlanta extended its city limits into Fulton County by 83 square miles as a result of popular vote and legislative action. In so doing it added about 100,000 to its population—a number equivalent to Metropolitan Atlanta's increase *outside* the city limits between 1940 and 1950.

As of January 1, 1950, there were 610,000 people in Fulton and DeKalb counties, of whom about 431,000 lived in the new city limits of Atlanta.

Planning Over the Years

At the start, Atlanta was little more than an idea — part of a vision of farsighted men who had confidence in a new-fangled invention known as a steam locomotive.

The location of the railroad stake was the result of a surveyor's plan. It was his idea of a good point from which rail lines could be forked off south from the proposed new route to Tennessee.

But the site as a rail point and the site as a great future city were two different things. There never was a plan for the city. The General Assembly was thinking about a rail-road, not a future metropolis, when it ordered the survey made in the northwest woods.

Earlier, the legislature had established a real planned city further down the river. In 1828, the state government laid out the town of Columbus in a gridiron pattern along

the Chattahoochee River falls. It was one of the South's first planned cities. Predictions were made at the time that it would be assured "a degree of commercial prosperity not surpassed by any other Town in Georgia".

Atlanta's early growth took place with no planning at all. None would be expected of a frontier town. The original street pattern followed Indian trails. The main feature of the city was its railroad pattern, which influenced everything it touched.

To the east, Decatur had a much better start. It was laid off within a land lot of the original DeKalb County by a surveyor. The court house square was (and still is) located in the geographical center of the land lot, bounded by streets which follow due north, south, east and west alignments.

Atlanta's growth before the Civil War was haphazard. It covered parts of 16 original land lots, each laid off to suit the views of the respective owners. As a result, the streets were not regular in width, uniform in direction, or wide enough for public convenience.

Unfortunately, about the only thing left of Atlanta after its burning by Sherman in 1864 was the outline of the poor street pattern. The old pattern was taken as the basis of the post-war street system and still is the basis of Atlanta's downtown street lay-out.

There was no time for planning in the post-Civil War years. But there was plenty of land in all directions and except for the poor street layout, no major difficulty seemed to arise in the 20 years after the war.

IMPROVEMENTS AFTER 1880

It was a different story after 1880. Atlanta threw off its village character and became a big town. New industry and commerce moved in. Stores sprang up overnight. People flocked in from all directions. Real growing pains began to be felt.

No steps were taken toward overall planning, but major physical improvements were made. In 1873 the city had built its first waterworks on the South River at the present site of Lakewood Park. By 1880 the waterworks was inadequate and in 1893 the present system of water distribution from the Chattahoochee River was set up.

So also the city outgrew the sewer system it put in around the turn of the century. In 1911 Atlanta built a new system for sewage treatment and disposal and installed the first scientific Imhoff tanks used by any U. S. city.

As already pointed out, Atlanta thrived in the early years of the new century. Even before the coming of the automobile, traffic congestion caused by surface intersections of streets and railroads had become acute.

In 1909 the Atlanta Chamber of Commerce and the Atlanta Real Estate Board set up a committee to study the city's growing pains. It was clear that Atlanta had too many narrow streets, too few parks and playgrounds, a shortage of health centers, and a good deal of bad hous-

ing. The committee called attention to these problems and made a number of recommendations for their solution.

One suggestion called for building a huge plaza over the air rights of the Georgia Railroad from Spring Street to Washington Street. The idea seemed to take hold. In 1916 Mayor Woodward appointed a plaza planning committee which came out strongly for a "general plaza" idea similar to that already recommended. The plan was turned down by the State of Georgia which owned the Western and Atlantic Railroad and controlled the air rights over the tracks.

Following the great fire in 1917, there was a movement to develop the devastated Boulevard area into a great ridge esplanade. Nothing came of the idea, however.

ROOTS OF PLANNING IN THE 20's

In 1920 the Atlanta Chamber of Commerce proposed that a planning commission be set up to develop a comprehensive plan for the area. A commission was established in that year, to which the City of Atlanta, Fulton County and the Chamber of Commerce each appointed eight members. The body had no official powers or funds with which to employ a staff, however. It lasted about six months.

The unofficial commission of 1920 was important for two reasons. First, it was *metropolitan* in character — even then the outward trend of urban growth was clear. Second, it crystallized the opinions of civic leaders on the need for local planning.

The spark caught fire. Later in 1920 Mayor Key urged the creation of an official city planning commission. The General Council approved and in October set up a planning agency with an adequate budget.

The new Atlanta City Planning Commission was given power to recommend plans for laying out new streets, sidewalks and boulevards; relieving traffic conditions; building new housing; improving sanitary conditions; setting up zones or districts for industrial or residential sections; and developing regulations controlling the use, height, area, and bulk of buildings.

The metropolitan nature of the planning problem was also recognized. The new commission had the responsibility of proposing plans for an area six miles out into Fulton County from the city limits of Atlanta.

First job undertaken by the commission was to prepare a comprehensive zoning plan. It was completed and adopted as an ordinance in April, 1922. It marked a milestone in Atlanta's progress. An immediate success, the new ordinance had the support of property owners generally throughout the city.

In 1922 the commission published its first annual report. It was a memorable document. With insight and clarity, it predicted the trends of urban growth that were to follow in the next 30 years and made a number of recommendations which bore fruit in the form of major physical improvements.

The 1922 report urged a system of traffic arteries to carry traffic in and out of the central district and to move traffic through and around the larger city area. It proposed a new street pattern for the central business district and recommended the building of viaducts at Spring Street, Central Avenue, and Pryor Street. It urged widening of streets, segregation of streetcar and automobile traffic, and development of a "two-level" street system.

The report proposed the regrading and development of two large areas along either side of the Peachtree Street ridge in downtown Atlanta, the site today of two of Atlanta's worst slums. It urged tighter control of new subdivisions. It recommended a complete system of parks, parkways and recreational and camping areas in the newer areas outside the city limits.

Many of the 1922 proposals were never acted upon. However, many others bore fruit. Bond issues in 1921 and 1926 followed; improvements were made to schools and the sewer and water systems, viaducts were built at Spring Street, Pryor Street and Central Avenue, and a new city hall was erected.

Looking back, however, the most important work in these early days was the development of the zoning ordinance. An overall master-plan was never made, but even without it the zoning regulations brought some order into the local growth pattern.

TWENTY BUSY YEARS

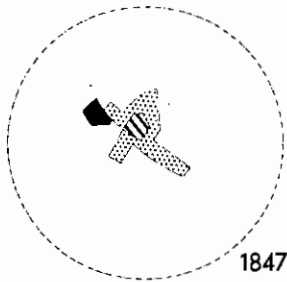
Funds from the 1926 bond issue financed the preparation of complete topographic maps of Atlanta and vicinity. These maps have been of great value in local planning work and are still the standard source of topographic data.

In 1930, after completion of the topographic map, consulting engineers used the new maps to prepare a comprehensive plan for a metropolitan sanitary and storm water system. The plan resulted in the present facilities operated by the City of Atlanta to serve large areas in both Fulton and DeKalb counties. During the depression, many miles of line were laid under the Federal Public Works Program.

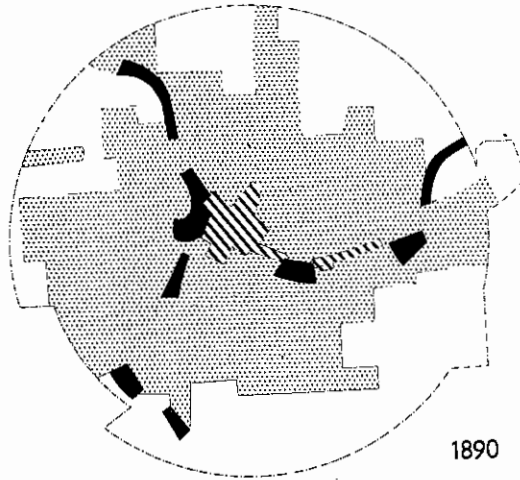
Atlanta in 1936 built the first public housing project in the United States. It was Techwood Homes for white residents. In the following year University Homes was built for colored. The Atlanta Housing Authority was set up in 1938 to handle these properties. Later (in 1940 and 1941) the authority set up six more projects under the Federal public housing program, two for white and four for colored residents.

Dr. Thomas H. Reed of the National Municipal League made a detailed study of the governments of Atlanta and Fulton County in 1938. One of his main recommendations was for setting up a "metropolitan planning authority" to make a master plan for the Fulton-DeKalb area.

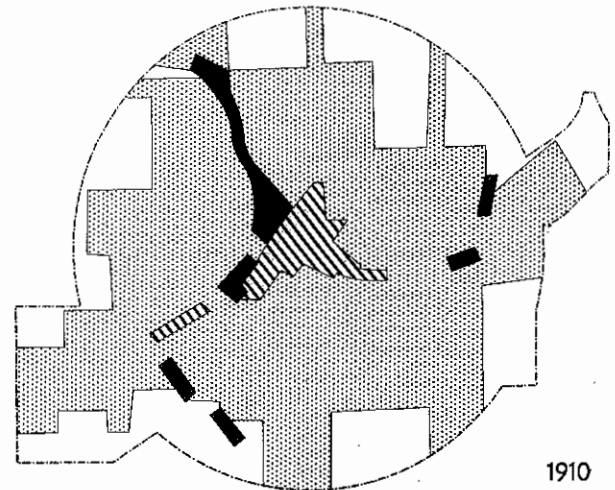
Another planning milestone was the establishment in 1938 of the Fulton County Planning Commission and



1847



1890



1910

1874. The little community of Atlanta was built around the State Square, a block bounded by Decatur, Pryor and Alabama streets and Central Avenue. Nearby was the intersection of Peachtree, Whitehall, Marietta and Decatur streets, which was to become famous (with the addition of Edgewood Avenue) as Atlanta's "Five Points". What little industry the town had was located to the southwest and northwest along the railroad. The better residential area was south of town along present-day Pryor and Washington streets. The corporate boundaries extended far beyond the built-up area.

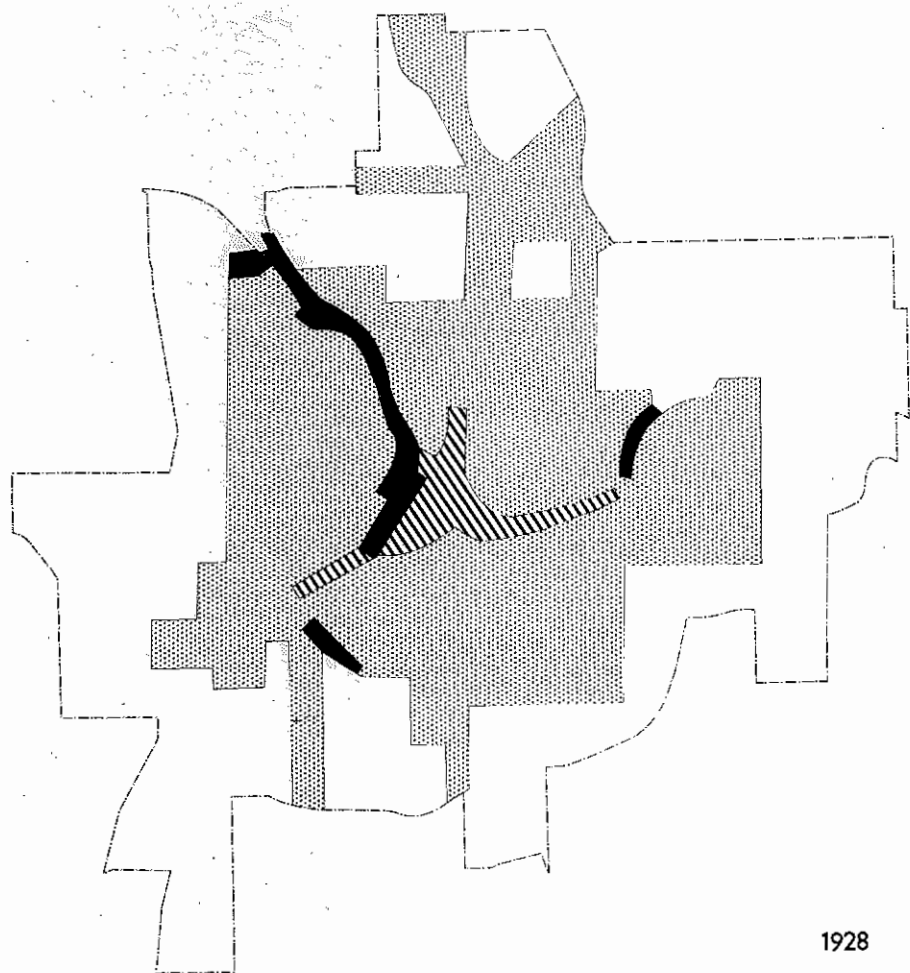
1890. Even though the corporate boundaries had been extended, the more intensive land uses now reached the city limits. Industry flanked the main traffic routes, mostly along the northwest rail approach to Marietta and Chattanooga and in an arc running east along the rail route to Decatur and Augusta. Commercial activity also followed the ridges, but the main development was south on Whitehall and north on Peachtree to Cain. Although residential expansion took place in all areas, the best housing continued to be southeast of the central business district below the State Capitol.

1910. The same trends continued after the turn of the century. Industry followed the three main ridge approaches. The retail and finance section in the downtown area became much more prominent and branched out in all directions from Five Points.

1928. Atlanta's expansion continued to come in space. The central commercial core pushed further northward and ceased expanding to the south. Sizable new concentrations of commerce were beginning to appear throughout the entire area.

1940. By 1940, residential land use broke the corporate limits in many places. Older residential areas around the central core were in decline. Slum clearance work, resulting in eight public housing projects, cleared out some of the worst sub-standard housing. The downtown business district continued pushing north between Spring and Peachtree and east along Edgewood Avenue. Industrial land use followed the rail lines; the northwest and southwest approaches were fully industrialized within the corporate limits. Industry also pushed into former residential areas along the railroad belt lines in central and southeast Atlanta. There were still some undeveloped areas in the city limits, mostly rough lands difficult to grade.

(For a land use map of the entire metropolitan area as of 1951, see page 29.)



1928



1940

(23)

Board of Zoning Appeals. By 1943 the county agency had prepared a comprehensive zoning ordinance for a large part of unincorporated Fulton County. It was one of the first zoning ordinances adopted by a U. S. county and stood as a model for many years.

In 1944 the Atlanta and Fulton County governments set up an informal "cooperative planning office" to develop postwar plans for the city's downtown district. A number of proposals were brought forth, including ideas for a plaza-viaduct with elevated highways entering the downtown over railroad air rights, a combined railroad terminal, a downtown helicopter field, Oakland Cemetery improvements, a government mall between the State Capitol, City Hall and Court House buildings, and an arterial street system.

As in earlier days, the indirect results of the work were more important than the direct results. The State Highway Highway Department was prompted to finance a major study of local street and transportation problems by H. W. Lochner and Company. The Atlanta and Fulton County governments appropriated funds for drawing up detailed blueprints of local needs for new fire stations, health centers, and park and airport improvements.

THE 1946 BOND ISSUE

These specific plans were the basis for a \$40,400,000 bond issue voted jointly by the people of Atlanta and Fulton County in 1946. The more spectacular proposals of the cooperative postwar planning program — the plaza-viaduct, the combined terminal, and others — were not included among the purposes for which the bonds were issued. But the impetus given to the planning movement by these efforts went a long way toward "selling" the need for major physical improvements.

The largest allotment from the 1946 bond fund (\$16,600,000) went for traffic improvements based on the Lochner Plan. The biggest part of the traffic improvement allotment went for construction of the new expressway. Other bond fund money went for building new schools, adding to existing schools, airport improvements, sewer extensions, park improvements, a new public library, fire department improvements, a new courthouse annex, and several miscellaneous items.

A joint city-county bond commission was set up to coordinate expenditures under this program. Nearly all of the projects to be undertaken have been completed. Several sections of the expressway are still under construction. Since 1946, additional expressway funds totaling more than \$7,000,000 have been made available by the State and Federal governments.

Similar improvements were being made in DeKalb County. In 1942, the county set up its own water system to serve military facilities and the northern section of the

county. In 1944 and again in 1946, DeKalb voters approved bond issues to extend these facilities and make a variety of improvements in the school, sewer, road and public building systems.

The Metropolitan Planning Commission was established by act of the Georgia General Assembly in 1947 to develop an overall master plan for Fulton and DeKalb Counties. It was given advisory powers.

In 1949 the Local Government Commission of Fulton County was set up by the General Assembly to make a study of the governments of Atlanta and Fulton County. It was directed to explore the possibilities of wiping out duplication in municipal services. In January 1950 the Commission issued its report called the "Plan of Improvement."

The plan called for shifting most of the county's municipal functions to the city government and extending Atlanta's city limits to take in 83 square miles of highly-developed unincorporated sections of Fulton County. The proposals were approved by popular advisory vote in the summer of 1950 and again in the form of constitutional amendments in the fall of that year. Legislation was passed in the 1951 General Assembly to put the plan into effect on January 1, 1952.

LOCAL PLANNING AND ZONING BODIES

Within Fulton and DeKalb counties, there are now eight planning and zoning agencies which are part of the respective local governments. These agencies are concerned mainly with matters of zoning and subdivision control. Enforcement procedures are usually handled by other government departments, such as the building inspector or engineer.

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 new joint Atlanta-Fulton County agencies, the Municipal Planning Board and the Board of Adjustments.

Local planning and zoning agencies are listed below. The date of the establishment of each agency is noted.

Municipal Planning Board — Atlanta and Fulton County (1952)

Board of Adjustments — Atlanta and Fulton County (1952)

DeKalb County Planning Commission (1943)

Decatur Planning Commission (1929)

East Point Zoning and Planning Commission (1939)

College Park Zoning Commission (1923)

Hapeville Zoning Commission and Appeal Board (1943)

Avondale Estates Planning Board (1927)



PART THREE:

METROPOLITAN ATLANTA TODAY: AN INVENTORY

In the growth of Metropolitan Atlanta's land use pattern over the years, several points stand out.

One is the use of ridges and valleys. Decatur, which predated the City of Atlanta, developed on the ridge which ran into the central Atlanta district from the east. Much of Atlanta's early growth was along the ridge between the two towns. The next growth was along the southwest ridge. Later the expansion pushed out to the north and northwest along the ridges that flanked the Peachtree Creek Valley.

Another is that, even without overall planning, Metropolitan Atlanta's expansion took place without fatal mistakes in land use. The ridges themselves often acted as a protection between land uses which might ordinarily conflict. With space in all directions and rail lines and streets acting as spokes from the center, new developments had plenty of room.

A third point is that there have been few competing incorporated areas to block healthy metropolitan expansion. Decatur and the Tri-Cities were far enough from Atlanta to allow all five municipalities a chance to expand in between. Several small municipalities were absorbed naturally as neighborhoods into the bigger cities. Large areas of unincorporated space were left open for municipal growth.

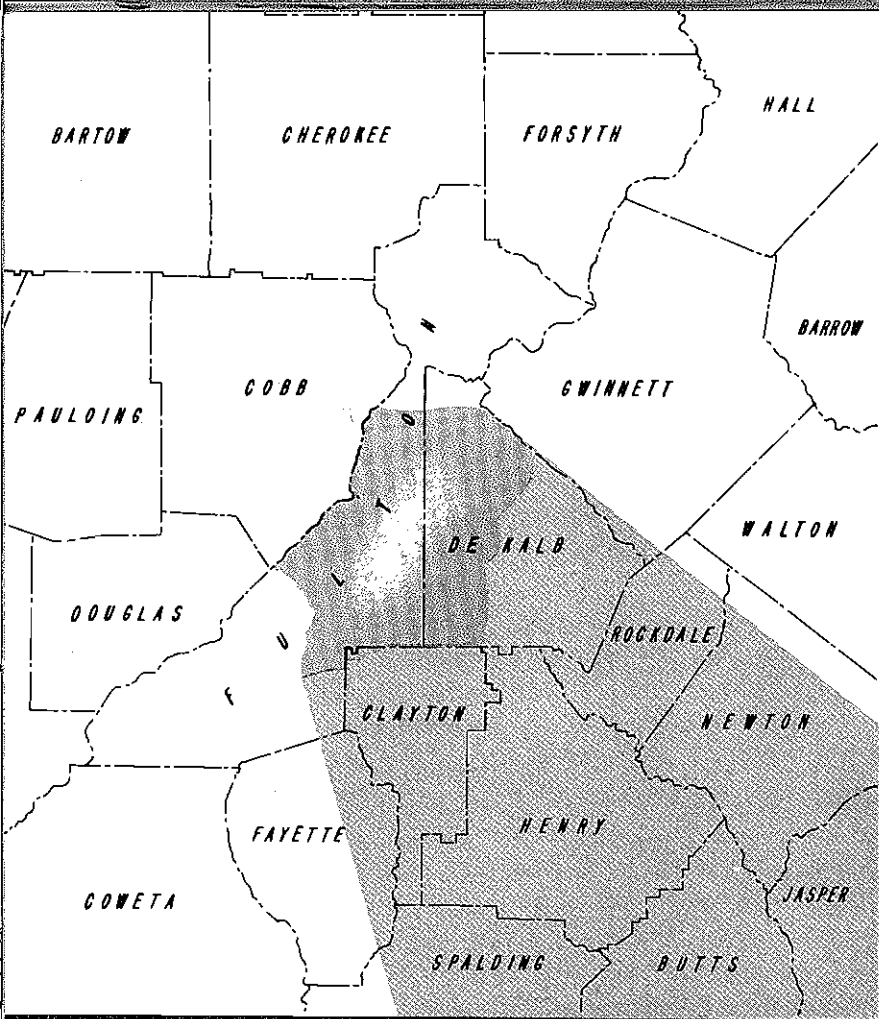
None of these points might seem particularly important on the surface. However, a study of other growing metropolitan areas shows that if Metropolitan Atlanta had not had the benefits of its ridges, its open space and municipal expansion areas, the local situation could have been more difficult. With minor exceptions, the molding together of a large local metropolis has come about with relative ease.

This is not to say that the metropolitan explosion has not brought its problems to the area. It has. These problems are upon us and will be discussed in more detail in this section.

On the whole, however, we have so far been fortunate. For reasons already mentioned, our past difficulties have been relatively minor. Our faults have been mainly those of omission, not commission. And many of the favorable factors in the past will still be with us in the future — our expansion land, for example.

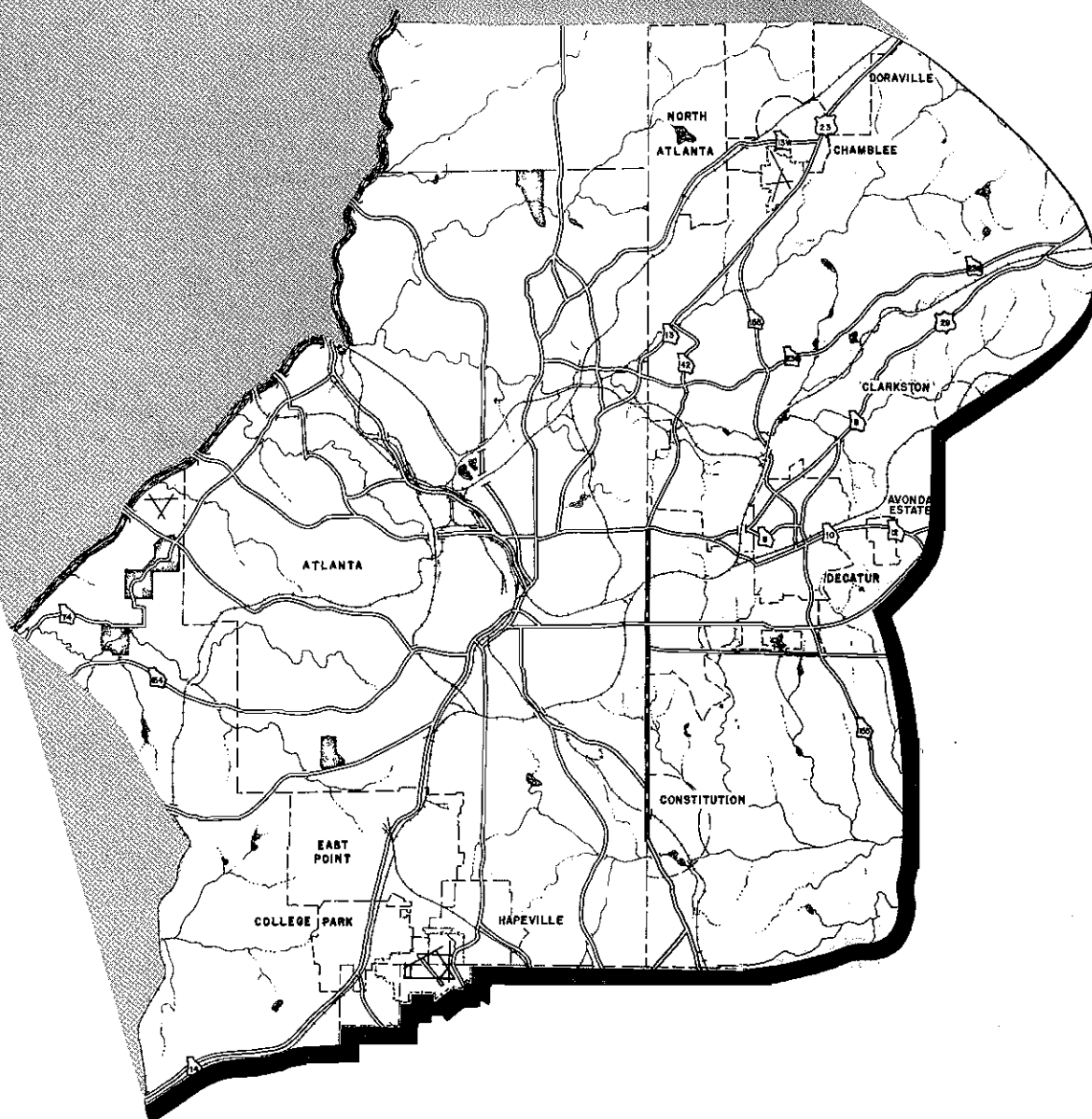
But there are serious problems ahead. The real test is in the future. Open land will become city neighborhoods, suburban lanes will become thoroughfares, downtown slums will multiply.

In this section, the present pattern of land use will be reviewed. Across these pages you will see the long shadow of emerging problems that could wreck our dreams of a great and beautiful metropolis of tomorrow.



PRIMARY PLANNING AREA

*Used for study and analysis by the
Metropolitan Planning Commission*



PRIMARY PLANNING AREA

The Metropolitan Planning Commission has focused its analysis on what it calls the "primary planning area" of the metropolitan planning district. The boundaries of this area are shown on the opposite map.

The primary planning area contains about 300 square miles in the heart of Fulton and DeKalb counties. It leaves out the northern and southern sections of Fulton County — substantially the areas of old Milton and Campbell counties which were added to the original Fulton County in 1932. It also leaves out the eastern part of DeKalb County.

The Commission omitted these outlying sections, not because they are in any sense unimportant, but because they are not part of the "urbanized" core of the district. Indeed, for reasons given later, the Commission urges that these outlying sections not be drawn into the central core in the future but continue to grow as open areas with many small and prosperous towns.

In the immediate future, the major planning work of the Commission will probably be concentrated in the primary planning area. With about 40 percent of the 800 square miles making up the two-county district, the primary area accounts for well over 90 percent of the district's total population. This proportion will probably get bigger in the future.

The boundaries of the primary area have been drawn on the basis of present and potential "urbanization". They will probably be changed many times as planning goes forward. As shown on the map, they are now roughly as follows:

West: The Chattahoochee River and a line cutting back from the river south of Boulder Park and southeast around the unincorporated community of Ben Hill down to the unincorporated community of Red Oak.

South: The Fulton and DeKalb county lines.

East: A line running from the DeKalb County boundary on the south up and around Decatur, Avondale Estates, Clarkston, Tucker and Doraville on the north.

North: A roughly straight line running over the north boundaries of the incorporated areas of North Atlanta and Doraville in DeKalb County west across Hammond Road in Fulton County to the river.

Inside the primary planning area are ten incorporated municipalities, a number of unincorporated communities and a wide expanse of unincorporated county area.

The City of Atlanta's 118 square miles account for about 40 percent of the total land area. Another 27 square miles are included in the boundaries of the nine other incorporated towns: East Point, College Park and Hapeville, in Fulton County, and Decatur, North Atlanta, Clarkston, Doraville, Chamblee and Avondale Estates in DeKalb County. This gives a total of 145 incorporated square miles, about half of the total.

Also within the area are ten unincorporated places, six in Fulton County (Adamsville, Ben Hill, Bolton, Buckhead, Center Hill and Red Oak) and four in DeKalb County (Brookhaven, Constitution, Scottdale and Tucker).

Outside the primary area in the remaining 500 square miles of Fulton and DeKalb counties are seven other incorporated towns. In south Fulton (old Campbell County) are Fairburn, Union City and Palmetto. In north Fulton (old Milton County) are Alpharetta, Roswell and Mountain Park. In east DeKalb County are Lithonia, Stone Mountain and Pine Lake.

Later in this report, the relation of the primary planning area to the larger region surrounding it is discussed from the long-range planning viewpoint. Clearly, the effective area of Metropolitan Atlanta's influence is much larger than the primary area.

If a prosperous and orderly region is to be developed around the 300-square mile urban center, a great deal of attention must be given to planning in the surrounding areas. In addition to outlying Fulton and DeKalb sections, both Cobb and Clayton counties are logically a part of the district in which long-range regional planning should be done. Cobb County faces a huge growth as the result of the Lockheed operation near Marietta. North Clayton County containing the U. S. Army Depot at Conley is in for expansion. The same is true of Gwinnett County, where industry will locate along the Chatahoochee River.

The primary planning area itself should include parts of Cobb and Clayton counties. However, these counties are not now part of the official "metropolitan planning district." In the meantime, it should be recognized that analyses or plans for the future of the metropolitan area are incomplete to the extent that they do not take these adjacent areas into account.

Actually, all of the 19 counties surrounding Fulton and DeKalb are within a larger "Atlanta Region". These counties will soon have to work together on regional problems. They contain a number of important towns and cities fairly close to Atlanta: Marietta, Smyrna, Austell and Powder Springs in Cobb County; Jonesboro, Forest Park and Riverdale in Clayton County; Stockbridge in Henry County; Conyers in Rockdale County; and Norcross and Snellville in Gwinnett County.

PRESENT PATTERN OF LAND USE

The opposite map shows the existing pattern of land use in Metropolitan Atlanta — the primary planning area.

This is a "generalized" land use map. It shows only the main features of each small area. For example, if a particular city block is mostly residential, it will show yellow on the map even though it may contain an industrial plant. This generalized map was built up on the basis of many detailed maps which have been made on all parts of Fulton and DeKalb counties.

The different land uses are shown in a very small scale. One inch on the map represents about $2\frac{1}{2}$ miles. This makes it difficult to distinguish differences in land uses on the map which might be familiar to those who know the area well.

Two points are highlighted by the map.

One is the way the built-up or "urbanized" parts of Metropolitan Atlanta sprawl out in all directions. The other is the amount of near-in land that is still available for further growth. Only about 60 percent of the primary planning area is at present "built-up".

Even within these developed sections, Atlanta's population density is low. Thousands more people and hundreds more acres of industry and commerce can be absorbed without crowding.

Industry has fingered out in all directions along the railroads — on the ridges and in some cases in the valleys between the ridges. Plants are not concentrated in any particular section. The nearest thing to a large concentration of industry is in the northwest; here are located four of the largest railroad switching and interchange yards.

Commerce — mostly retail trade and services — has also fingered out from the central business district along the main arteries. This "ribbon development" is typical of all U. S. cities. Unless controlled, it can cause serious blight of nearby residential properties and heavy traffic congestion.

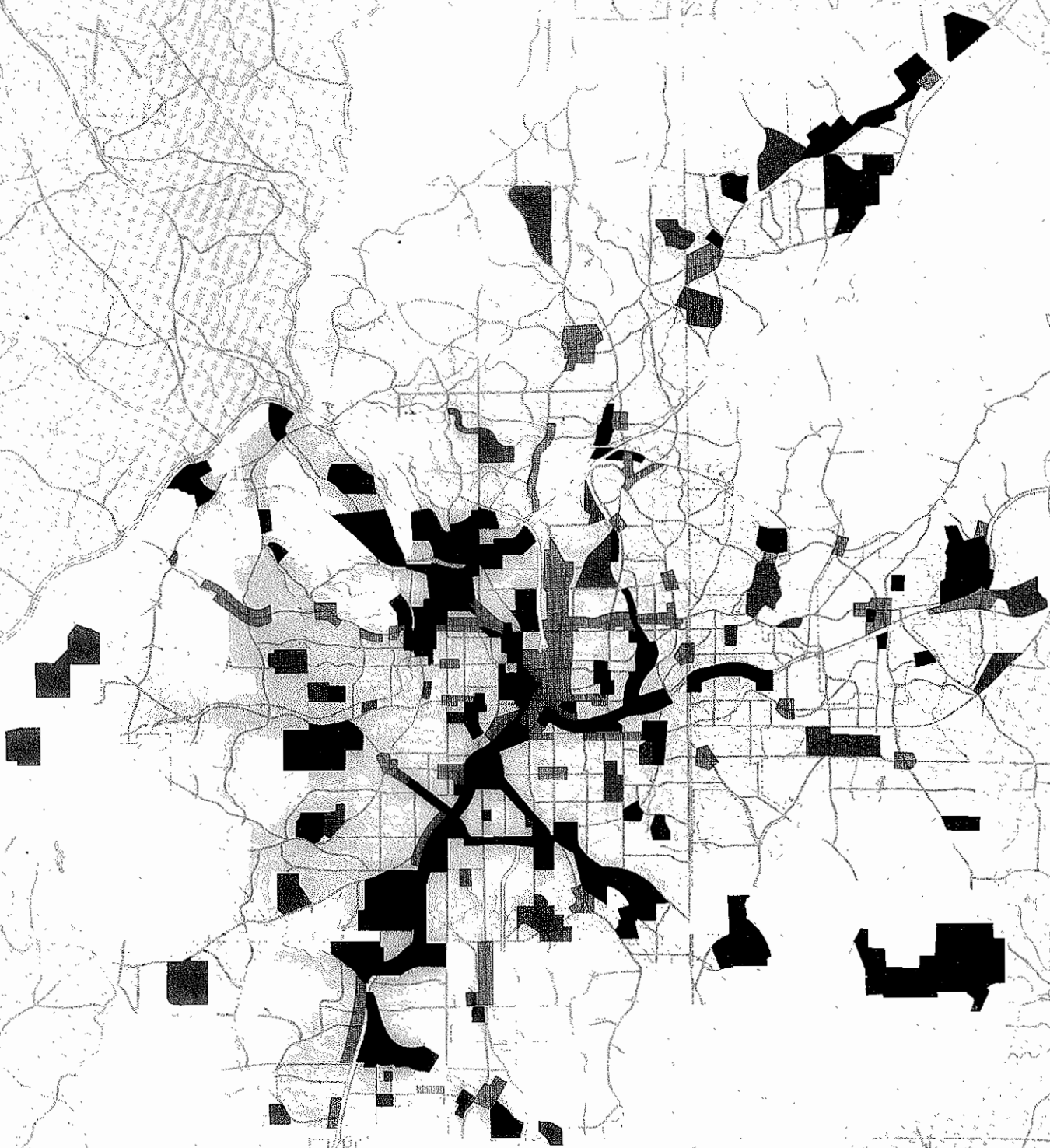
There is a great mixture of different land uses. All types of functions are performed in each section of the area. Atlanta's ridge and valley structure has helped keep down the conflict between different land uses, although the situation is getting worse as population, industry and commerce expand.

Not shown by the map is the great amount of green in the local color scheme. Atlanta is known for its trees, bushes and shrubbery, its green valleys and creek bottoms. So far, Metropolitan Atlanta has officially done little to preserve and develop these natural beauties.



In a general way, the map reflects the shadows of emerging problems of bigness and continued expansion.

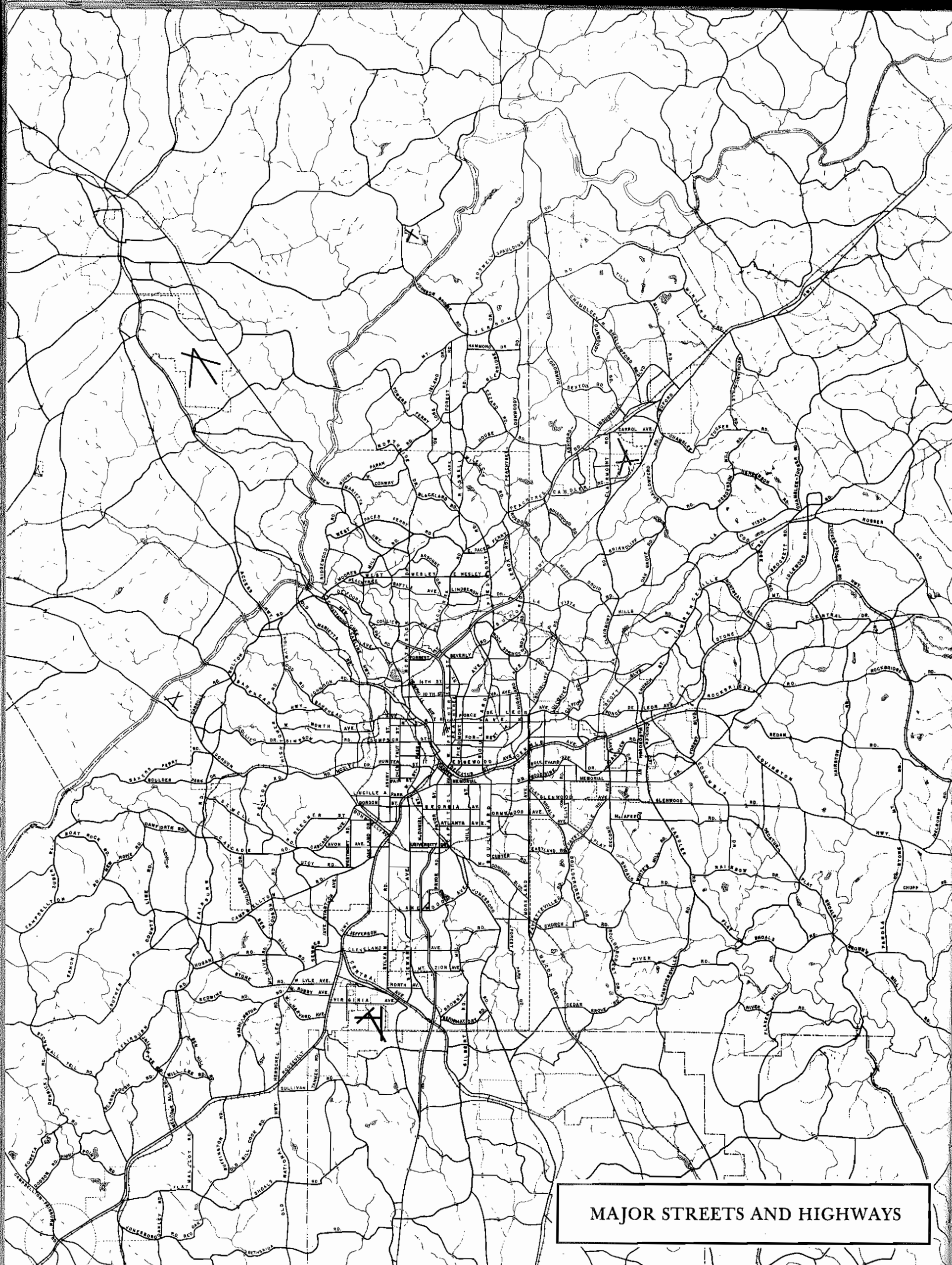
The outward push of population and industry is taking place on streets and roads designed for yesterday, not today or tomorrow. The streets are narrow, crooked and radial. In spite of Atlanta's new traffic control program, local traffic movements are getting more and more complicated. In the future this trend can choke downtown business, add further to the blight of existing neighborhoods, cause serious losses of time and money, and bring about an increase in accidents.

(The street map on the next page showing only one-fourth of the local streets indicates the complexity of the pattern. Even with the best traffic control system — and Atlanta's is excellent — there is no hope for efficiency in such a maze.)



GENERALIZED LAND USE

- | | |
|---|--|
|  RESIDENTIAL |  PUBLIC AND SEMI-PUBLIC |
|  COMMERCIAL |  RECREATION AREAS |
|  INDUSTRIAL |  OPEN OR VACANT |



MAJOR STREETS AND HIGHWAYS

Blight is creeping over the older part of town as the city grows on out beyond. Industry and commerce push into residential neighborhoods which soon become slums. Property values have already suffered badly in some areas. Blighted neighborhoods are ugly and unwholesome; they generate crime and disease; they are heavy economic burdens on the city.

In the shaded areas on the land use map, more than 550,000 people live and work and play in 200 square miles of space. It is a thrilling picture of a great area that is growing greater.

It is also a sobering picture of a great area that will have to do some planning if it is going to realize its possibilities in the future.

PATTERN OF INDUSTRY

Metropolitan Atlanta contains about 6,000 acres of land used for industry. Nearly half or about 2,900 acres are in manufacturing sites. The construction industry accounts for 1,900 acres and wholesale operations for the remaining 1,200 acres.

The local industrial pattern has these main features:

(1) Industry is widely scattered with no special area of concentration. For the most part, it follows the railroads which follow the ridges.

(2) Within industry, there is little segregation of one type from another. Industry is generally mixed wherever it is located.

(3) Little industry is located on or near the Chattahoochee River. There is no river barge traffic and there are few sites for industries needing water for cooling or processing purposes.

(4) Although trucks handle a large part of the industrial freight, most industrial centers are along railroad lines. This is as true of new areas now being developed as of the older areas.

(5) Industry is rapidly shifting to sites on the rim or periphery of the metropolitan area. Most industrial employment is still in the central districts but the gains are on the outside.

The Metropolitan Planning Commission recently made a detailed study of the 1,800 industrial plants in the area. The study resulted in a complete inventory of local facilities and trends. A major finding was that the availability of good sites along railroads sets the location of industry more than any other single factor.

The railroad site factor overshadows the availability of labor, utilities and other public facilities which have been relatively abundant. Most industry is here because of the area's strategic location. With rails running in all directions, the choice of sites has been dictated primarily in terms of the quickest access to the known market.

Reduction of class rates on Southern rail freight is soon to be realized. This will increase the importance of rail locations for new industry. New uniform classification and class rate scales to become effective on May 30, 1952, will

be a particular stimulus to local manufacturing and processing activities.

TREND OF DECENTRALIZATION

An acute shortage of industrial sites has developed in the central districts. This has been one factor in the decentralization of new plants. However, even if downtown sites had been available, a large proportion of the new plants would have located near the rim where land was cheaper and more abundant.

The typical new industrial plant is a single-storied structure extending over a large ground area. The trend is toward well-landscaped sites with plenty of parking space. Most new plants moving to Atlanta since the war have been of this type and have chosen peripheral sites. Many existing firms have moved from downtown to sites eight or ten miles out.

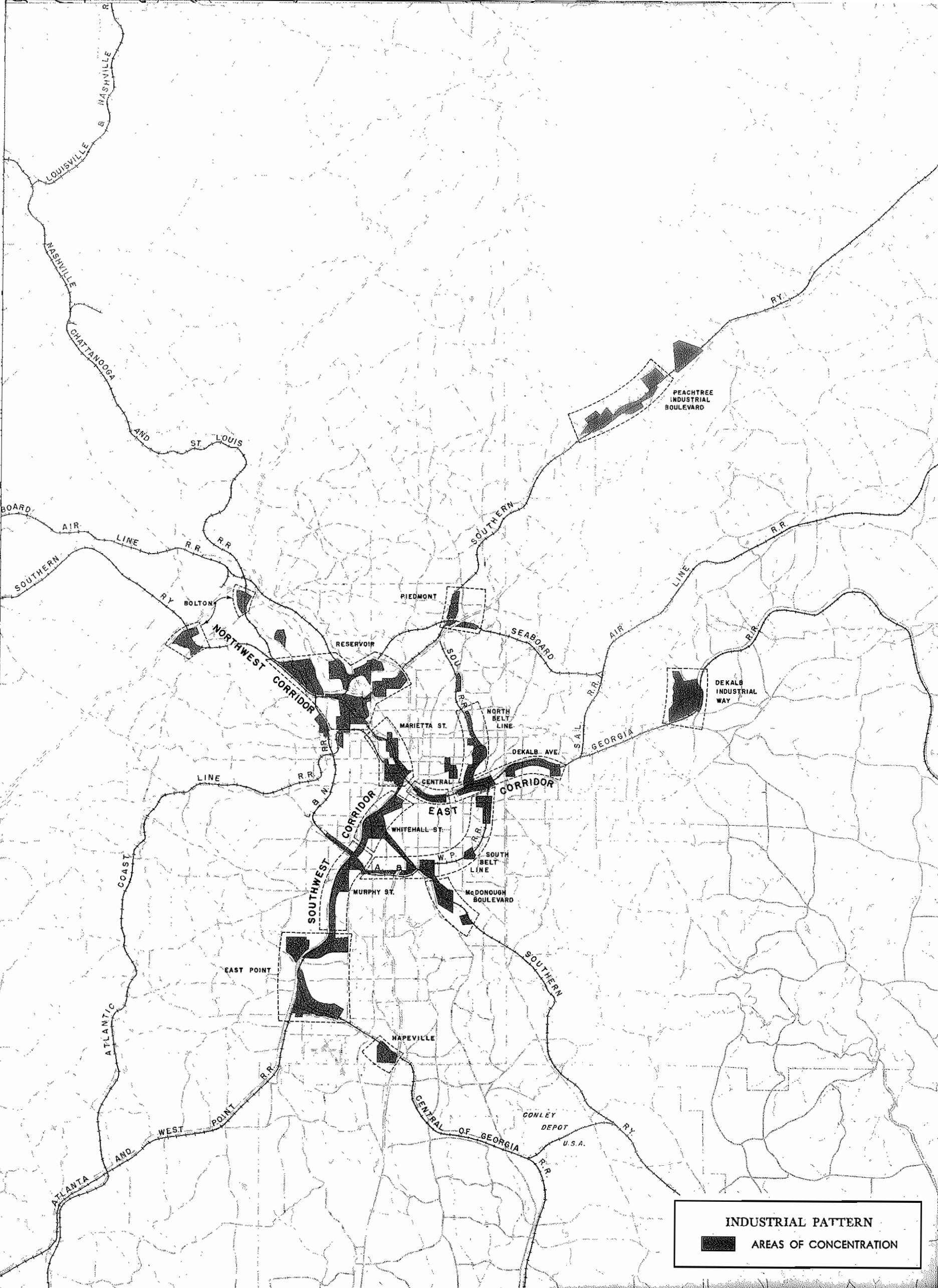
Some vacated downtown sites have been taken over by firms with strictly local or metropolitan markets. In others a vacuum has been left, which will not be filled again by industry unless improvements are made. Traffic congestion, the nearness of slums and the lack of future expansion land for individual firms are all negative factors.

The present location of industry in Metropolitan Atlanta is shown in generalized form on the next page.

Most of the older industry is located in the three main railroad corridors: the *northwest* connecting with the Midwest and with rail lines running to the Northeast; the *southwest* connecting with the Southern states; and the *east* connecting with the Atlantic Seaboard.

Newer areas are located farther out. Two are in DeKalb County — Peachtree Industrial Boulevard in the Chamblee-Doraville area and DeKalb Industrial Way east of Decatur. These are the fastest-growing districts. Another is at Hapeville, south of Atlanta in Fulton County. Some new sites have recently been developed in the established corridors, but the total acreage is relatively small.

Every major industrial district is located on a railroad. However, these same districts are also served by trucks. Truck traffic is rapidly increasing and is a major reason for Metropolitan Atlanta's serious traffic problem



Railroads made Atlanta. The Georgia, Macon and Western and the Western and Atlantic roads came first, preempting the three main ridge approaches. They joined at a central junction point near the present heart of downtown Atlanta. Later lines entered the terminal area at relatively low elevations, usually through valleys.

RAILROAD LINES AND FACILITIES

Today eight railroad systems operate ten lines in and out of Atlanta. They are the Southern Railway, the Seaboard Air Line Railroad, the Central of Georgia Railroad (formerly part of the millions Central), the Atlantic Coast Line Railroad, and four other roads controlled by the latter: the Atlanta and West Point Railroad, the Georgia Railroad, the Louisville and Nashville Railroad, and the Nashville, Chattanooga and St. Louis Railroad.

Four lines move in through the northwest corridor, one uses the east corridor and two come in the southwest corridor. The other important routes do not use the three main corridors until they get close to the central intersection. The main railroad traffic is along the northeast-southwest line, with the southeast-northwest route a major tributary.

Metropolitan Atlanta is more important as a breaking point for through shipments than as an originating or terminating area. Its railshed commands gateways as far away as Knoxville, Asheville, Chattanooga and Birmingham. Freight bound for northern and western territories is funneled into Atlanta as a collection point even if it means a backhaul, then consolidated into trainloads to the major gateways.

The volume of freight interchange is huge. However, the radial structure of the local rail pattern makes the Atlanta terminal system complex and cumbersome. The switching area contains about 200 square miles and has 16 separate interchange points. The average carload of traffic originating, terminating or passing through the area moves in and out of at least two of the six primary yards and on some routings must pass through four.

Reciprocal switching systems between lines are among the most complex to be found in any U. S. city, regardless of size. There is no integrated railroad belt line, although four railroads have their own local belts.

Passenger traffic is also important locally. About 90 passenger trains originate, terminate or pass through Atlanta's Union and Terminal stations daily. The main flow is from the northwest to the southeast, with heavy traffic also on the New York-New Orleans route.

TRUCKING OPERATIONS

The operation of Metropolitan Atlanta's truck facilities is even more complex than that of the rail yards. There are more than 50 individual terminal truck centers. They serve 95 intercity common and contract carriers which terminate, originate or interchange cargo within the area.

Both local and intercity trucking industries are of major

importance in the Atlanta area. Intercity trucking carries heavy volume to both short-haul areas such as Jacksonville, Birmingham, Chattanooga and Knoxville and long-distance points in the Midwest, Southwest and Northeast. After interchange from railroads and other highway carriers, local trucks provide delivery service to rural points not served by rail. They also act as collection agents bringing unconsolidated shipments into local terminals.

The large intercity carriers usually own and operate separate terminals. Many smaller carriers share common facilities. Interchange between terminals often routes trucks through the heart of the city.

It is difficult to define the major cargo truck routes in the area. Traffic counts have not given a full picture of the volume of freight movements over any given highway in or out of the city. The northwest corridor, so important to rail traffic, is also probably the major truck gateway. Several large truck terminals are located in the northwest and reservoir districts.

Unsuccessful attempts have been made to consolidate local truck terminals into one or more major centers. Unlike the railroad freight yard, the truck terminal is a relatively flexible operation; this has made for the decentralized and often illogical pattern of truck terminals scattered all over Metropolitan Atlanta.

Some terminals locate so as to be convenient to primary shippers, others to be near major highways. Still others locate simply on the basis of available cheap land.

The dispersal of truck traffic through local streets has probably blighted more Atlanta property than the railroads ever did, even before the relatively "clean" days of the diesel locomotive. The location of truck terminals and industry is so scattered and the existing street pattern so complex that it has been impossible so far to segregate truck traffic on special routes.

Another important part of the local industry pattern is air transportation. All of Atlanta's air freight is now handled through the Atlanta Municipal Airport located 7½ miles south of the central downtown district.

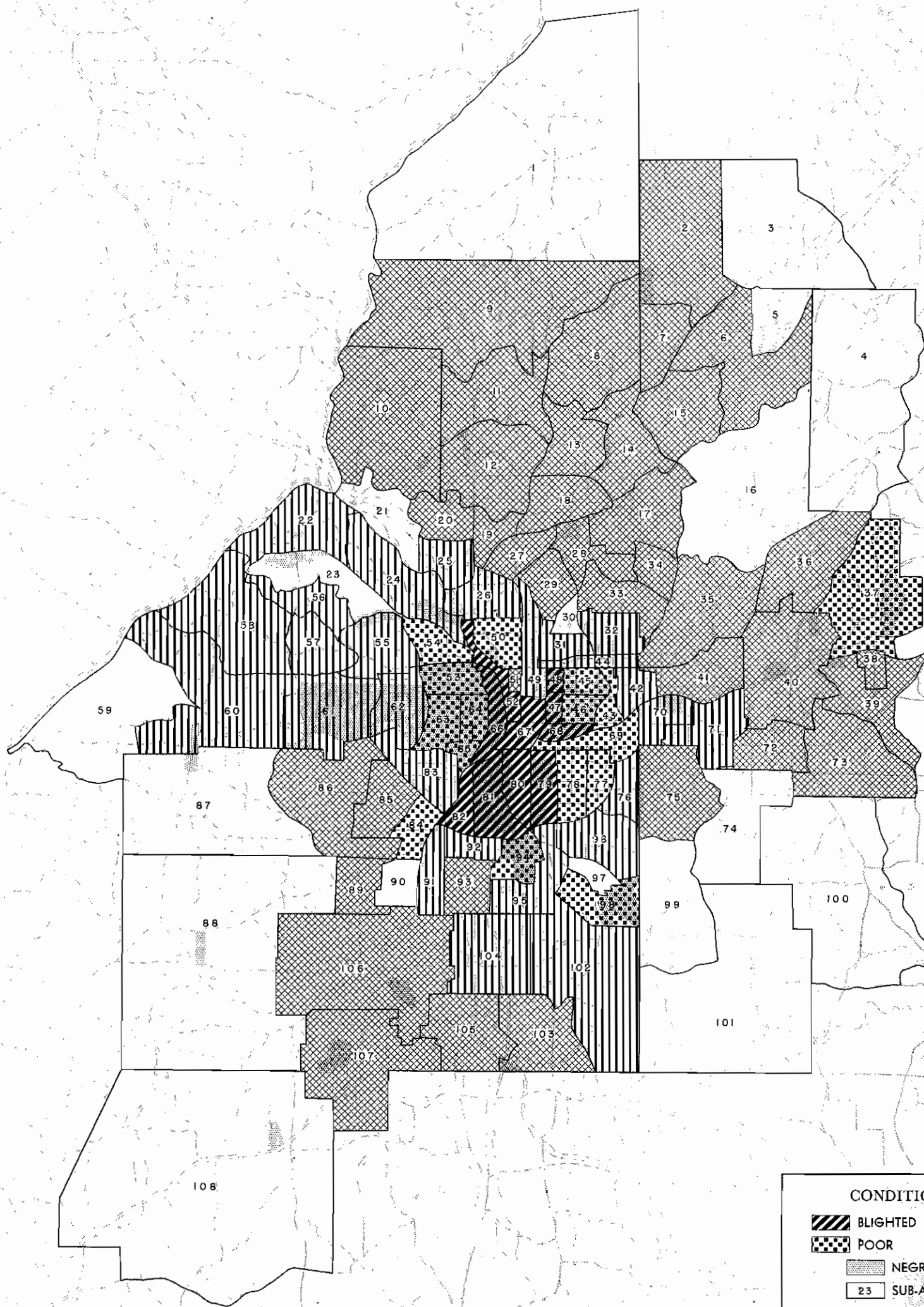
The use of air carriers for freight is growing rapidly. Future growth of this traffic may make it necessary for Metropolitan Atlanta to devote the entire facilities of its present municipal airport or a similar large installation for air freight in the future.

Air transportation is discussed in more detail later.




MAJOR POINTS: A SUMMARY

Four points stand out in this brief review of Metropolitan Atlanta's industrial pattern. They are taken as a basis for the Commission's later proposals for industry.

- (1) With industry rapidly expanding and shifting its sites to the rim areas, large acreages will have to be planned for future industrial growth. These areas must make available a variety of locations to serve different types of firms.



CONDITION OF HOUSING.

- | | |
|--|--|
|  BLIGHTED |  ADEQUATE |
|  POOR |  GOOD |
|  NEGRO CONCENTRATIONS | |
|  SUB-AREAS | |

(2) A practical and efficient system of freight interchange must be worked out to replace the present cumbersome facilities — rail, truck and air.

(3) A free-flowing system of highway circulation must be developed to give fast segregated routes for local and intercity trucking outside of existing neighborhoods and around the central business districts.

RESIDENTIAL PATTERN

Metropolitan Atlanta's residential pattern shows the same two trends that are rampant in all large U. S. urban areas: "suburban sprawl" and "downtown blight".

Locally, neither trend has yet done irreparable damage. The area's residential pattern is still that of a beautiful city. Some of its suburbs are famous for their charm.

But the downtown sore spots are getting worse and more obvious. The ribbons of commerce pushing back into the neighborhoods are getting bigger. Many newer suburban subdivisions are tossed together like green salad.

In studying the local neighborhood pattern, the Metropolitan Planning Commission set up 108 sub-areas for analysis. All of these sub-areas are not necessarily "neighborhoods", in the strict sense, though some are. However, all are definable and recognizable sections of the larger community useful for studying trends and clarifying data.

The names of the sub-areas are listed below and their boundaries shown on the opposite map. They are presented to help identify areas referred to in this report.

(4) Further blight of residential or potential residential areas by rail traffic should be checked by reducing the number of rail routes penetrating the heart of the area. The historical reasons for many intra-area lines no longer exists. With the shift of industry to the periphery, it should be possible to reduce the amount of rail freight moving into and through the central district.

Metropolitan Atlanta's residential pattern is deteriorating at the core. The central business districts are surrounded by a wide belt of poor housing. Next comes a belt of housing of fair quality and beyond are the better residential sections. This general pattern is broken by the jutting out of poor housing strips along major streets and railroads.

The pattern is shown on the opposite map, which classifies the sub-areas according to general housing standards. Of course, such a classification is not completely accurate because the quality of housing varies widely even within a sub-area. However, it shows the "predominant" character of housing in each district.

The badly-blighted sub-areas are located close in. They include two main types of housing: the small shack-like structures that were inadequate to start with, and the larger, older homes that have seen better days. Some of the latter used to be among Atlanta's best residences; today they have little to commend them as a place to live.

SUB-AREAS IN PRIMARY PLANNING AREA OF METROPOLITAN ATLANTA

- | | | | |
|-------------------------------|--------------------------------|---------------------------|-----------------------|
| 1. Sandy Springs | 28. Plaster-Wildwood | 55. Grove Park | 82. Murphy-Whitehall |
| 2. Silver Lake | 29. Ansley-Sherwood | 56. Carey Park | 83. West End |
| 3. Chamblee-Doraville | 30. Piedmont Park | 57. Center Hill | 84. Oakland City |
| 4. Oak Grove | 31. Argonne | 58. Mayson | 85. Cascade-Beecher |
| 5. Lawson Air Base | 32. Virginia-Highland | 59. Boulder | 86. Cascade Heights |
| 6. Candler Park | 33. Morningside | 60. Adamsville | 87. Utoy |
| 7. Brookhaven | 34. Lenox Park | 61. Anderson-Simpson Road | 88. Ben Hill |
| 8. Wieuca | 35. Emory-Druid Hills | 62. Hunter Hills | 89. Westridge |
| 9. Chastain | 36. Clairmont-North Decatur | 63. Ashby-Hunter | 90. Fort McPherson |
| 10. Ridgewood-Howell Mill | 37. Scottdale | 64. Vine City | 91. Sylvan Hills |
| 11. Tnxedo Park | 38. Avondale | 65. University | 92. Capitol Heights |
| 12. West Wesley-Haynes Manor | 39. Forest Hills-Dearborn Park | 66. Davis Street | 93. Perkinson |
| 13. Piedmont-Garden Hills | 40. Decatur | 67. Central | 94. Gammon-High Point |
| 14. Roxboro-Indian Creek | 41. Clifton-Candler Park | 68. Auburn-Decatur | 95. Lakewood Heights |
| 15. Briarwood | 42. Copenhill-Inman Park | 69. Memorial | 96. Benteen |
| 16. North Druid Hills | 43. Belt Line | 70. Woodbine | 97. Federal Prison |
| 17. LaVista | 44. Ponce de Leon | 71. Kirkwood | 98. Thomasville |
| 18. Lindbergh-Peachtree Hills | 45. Boulevard | 72. East Lake | 99. Constitution |
| 19. Collier Hills | 46. Randolph Street | 73. Glenwood-Candler | 100. Panthersville |
| 20. Spring Lake | 47. Butler Street | 74. Second Avenue | 101. Bouldercrest |
| 21. DeFours Ferry | 48. Merritts Avenue | 75. East Atlanta | 102. South River |
| 22. Bolton | 49. Peachtree | 76. Ormewood Park | 103. Brown's Mill |
| 23. Sweat Road | 50. Tech | 77. Key | 104. South Stewart |
| 24. Inman Yards | 51. Techwood | 78. Grant Park | 105. Hapeville |
| 25. Belle Meade | 52. Luckie-Marietta | 79. Cheney-Summerhill | 106. East Point |
| 26. Reservoir-Loring Heights | 53. Kennedy Street | 80. Pryor | 107. College Park |
| 27. Brookwood | 54. Bellwood | 81. Glenn-Pittsburgh | 108. Red Oak |

The average age of the older homes is about 50 years. The surrounding neighborhoods have been blighted by traffic, encroachment of commerce and industry and conversion of homes into low-rent apartment houses. Property is neglected and improvements seldom made.

These are the city's main problem areas where financially low-income people live in substandard housing and environments. Here is found most of Atlanta's crime, juvenile delinquency, broken families and welfare cases. These are Atlanta's high-cost, low-revenue-producing areas.

THE CREEPING SPREAD OF BLIGHT

Beyond these badly-blighted areas are other sections that are rapidly going downhill. They contain a mixture of good and poor housing, with the trend toward the latter. These areas have been fully developed for some time and little new building has taken place for the last 25 years. The average age of structure is about 35 or 40 years.

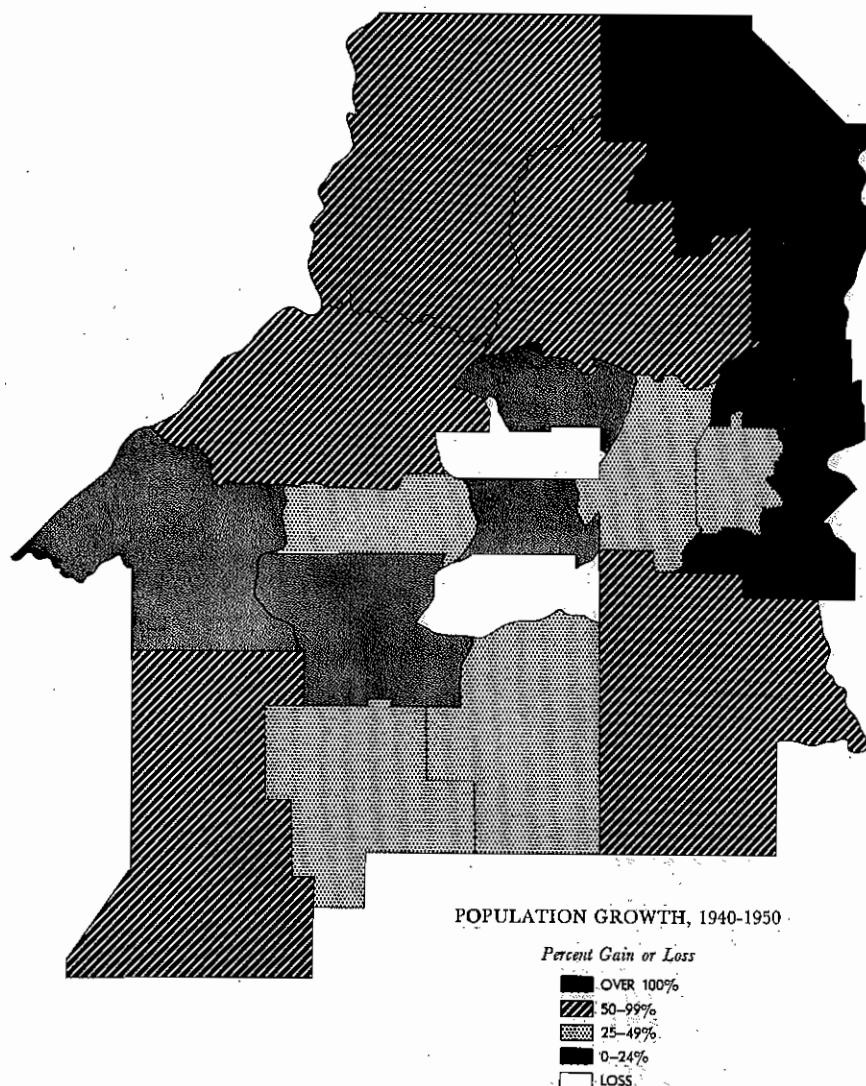
A third group of areas contains structures that generally meet minimum standards. Most of these areas are located out beyond the poor housing sections, though a few are fairly close in. They are subject to many of the same factors that have already caused deterioration elsewhere. They may be the next "victims" of the blight of expansion and decentralization.

The areas of superior housing are scattered around the outside in all directions. Some contain spots of poor housing—including some badly-planned new subdivisions—but on the whole the character is good. Most of the new housing built within the last five or six years is located in these areas, although newness does not necessarily mean superiority.

Metropolitan Atlanta is justly proud of its better residential sections. Many are "show-places"—indeed, a trip through the suburbs is always included in the itinerary of the visitor to Atlanta. But the metropolitan area has its bad spots, too, and the forces of blight are making them worse.

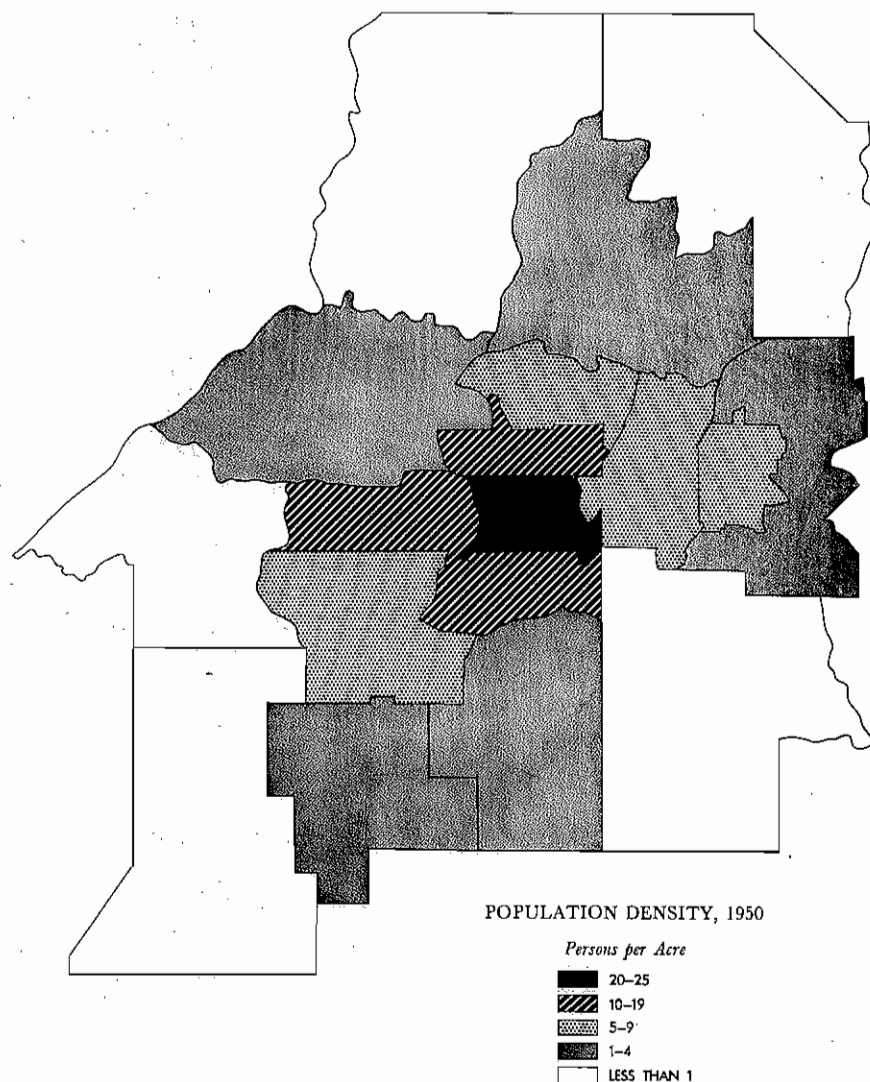
The 1950 Census told the story of the situation as it now exists. About 18 percent, or nearly one out of five, of the dwelling units in the city limits of Atlanta at that time were rated substandard—that is, unfit for occupancy.

In the "shack slum", the main trouble is in the structures. In the declining downtown "big-house" neighborhoods, the trouble is with the environment. Both difficulties call for action—the shack areas for complete redevelopment, the declining neighborhoods for elimination of blight factors and strong efforts at rehabilitation.



	April 1940	July 1951	Percent Gain
City of Atlanta	84,800	98,800	17%
Fulton County outside of Atlanta:			
Tri-Cities	7,000	14,200	102%
Rest of area	18,100	37,800	109%
Sub-total	25,100	52,000	107%
DeKalb County outside of Atlanta:			
Decatur	4,600	6,700	46%
Rest of area	6,900	21,500	212%
Sub-total	11,500	28,200	145%
Grand total	121,400	179,000*	47%

* There were approximately 12,000 dwelling units in the remainder of Fulton and DeKalb counties outside the primary planning area as of July 1951. This made a two-county total of 191,000 units.



CHANGES IN POPULATION, 1940-50				
FULTON AND DEKALB COUNTIES				
(U. S. Census Figures)				
	1940 Population	1950 Population		
		A	B	
City of Atlanta				
White	197,700	209,900	293,500	
Colored	104,600	121,400	137,200	
Sub-total	302,300	331,300	430,700	
Remainder of Fulton and DeKalb Counties				
White	145,000	240,500	156,900	
Colored	32,500	38,200	22,400	
Sub-total	177,500	278,700	179,300	
Two-county total				
White	342,700	450,400		
Colored	137,100	159,600		
Grand total	479,800	610,000		

A Based on Atlanta's old city limits before January 1, 1952
B Based on Atlanta's new city limits after January 1, 1952

The downtown blight factors are largely a product of dispersal and uncontrolled growth, and they can be checked. The ridges offer these downtown areas no protection. Traffic invades the quiet neighborhood, commerce takes over the main arteries and pushes into neighborhood street intersections. Undesirable types of industry occupy sites that could best be used for housing; apartment houses push into single-family dwelling areas.

Local blight trends can be reversed.

Two kinds of action are called for. One is to control traffic and commercial and industrial encroachment which threaten existing neighborhoods. The other is to do more planning for future expansion, and to tie this planning directly into enforceable zoning and subdivision controls. Sensible site selection and site planning have so far been sadly lacking.

TRENDS IN NEW BUILDING

In July 1951, there were nearly half again as many dwelling units in the primary planning area as there were in April 1940. In the 11-year period, about 58,000 new dwelling units were added in the 300-square mile area.

Three out of four of these new dwelling units were built outside the city limits of Atlanta as they were before January 1, 1952. Most of this new building has taken place since 1945.

These building trends are shown in the table on page 36. The figures are based on U. S. Census reports for April 1940 and April 1950 and on the Metropolitan Planning Commission's detailed study of building permits issued for each year since 1940.

New construction outside the City of Atlanta has been phenomenal. The housing supply in Fulton County outside of the city more than doubled during the period. In DeKalb County, the gain was even greater. In unincorporated DeKalb, there were more than three times as many dwelling units in July 1951 as in April 1940.

Most of the new structures in the outside areas have been single-family houses, though a number of large apartment developments have been built. The large suburban apartments have not been too successful, particularly those located far out. Vacancies in Metropolitan Atlanta, estimated at about four percent of total units in 1951, were disproportionately high in these projects.

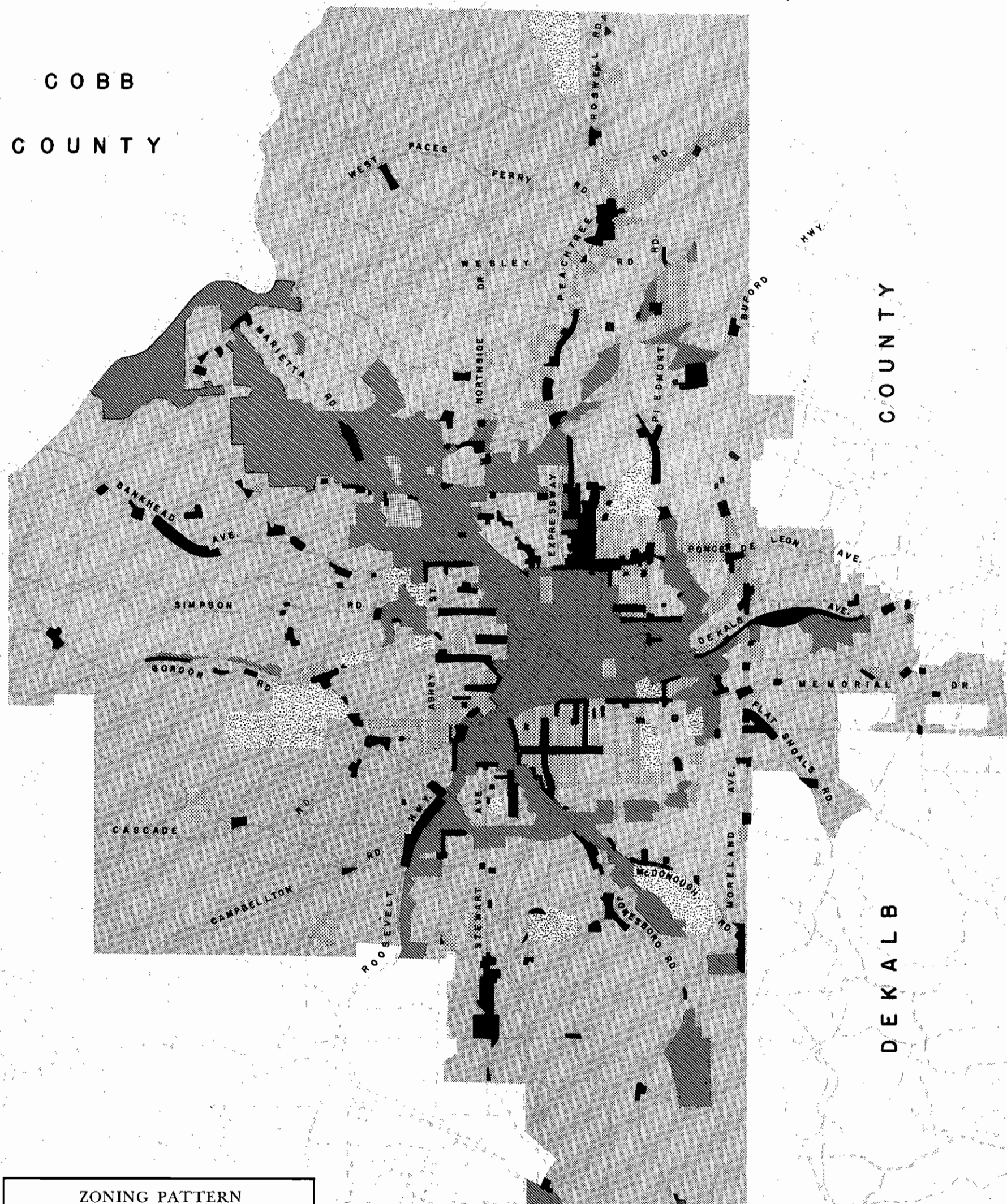
In Atlanta, on the other hand, more than half of the new units have been in apartments of three or more units per structure.

The population trend in Fulton and DeKalb counties between 1940 and 1950 showed the same outward growth. This is seen in the table in the adjoining column.

COBB COUNTY






COUNTY

DEKALB



ZONING PATTERN

ZONE CLASSIFICATIONS IN EFFECT
IN ATLANTA AND FULTON COUNTY
AS OF JUNE 1951

-  SINGLE-FAMILY RESIDENTIAL
-  MULTI-FAMILY RESIDENTIAL
-  COMMERCIAL
-  INDUSTRIAL
-  PUBLIC USE

In the "old" city limits of Atlanta as they were before January 1, 1952, the 1940-50 population gain was less than 30,000, or 10 percent. In the rest of Fulton and DeKalb counties, however, the gain was more than 100,000, or nearly 60 percent.

With the extension of Atlanta's city limits, nearly 100,000 persons were added to the city from the unincorporated sections of Fulton County. Atlanta's 1950 population within the new (1952) city limits is 431,000, or about 70 percent of the 610,000 total in the two counties.

The two maps on the preceding pages break down 1940-50 population gains and 1950 population density by areas in Metropolitan Atlanta. These two maps are interesting in contrast. The relatively high densities are downtown; the big population growth is outside. Two downtown areas actually lost population during the period.

Metropolitan Atlanta's population density is relatively low, even in the more congested downtown areas. On a numerical basis, no densities in the city even approximate those of large Midwestern and Northern cities. However, the predominance of single-family structures (particularly in the Negro areas) and the absence of regular apartment buildings in the older sections result in more crowding than the density figures would indicate. The same population could be less crowded and have more open space if multi-story, multi-family structures were available.

With ample expansion land, there is no reason for Metropolitan Atlanta ever to overcrowd its land. Big increases in population can take place within the 300-square mile planning area without congestion.

One of Metropolitan Atlanta's most pressing problems is that of housing the colored population.

Actually, the ratio of colored to total population is

ZONING PATTERN

Zoning is one of the most important tools of planning.

It is the method employed by the community to control the uses of land and structures in the public interest. Zoning controls fall into two types: use regulations, which allocate to each major type of activity sufficient and appropriate land for that purpose; and bulk regulations, which set the size and shape of buildings and their location in relation to each other and to lot lines. Zoning protects property against conflicting uses and brings order and stability into a community's development.

The best zoning is done under "comprehensive" ordinances which set up classifications covering all or specified parts of the property within a government's jurisdiction. Changes in the use of land or the location or shape of buildings can then be made only by an amendment of the regulations after full public hearing and discussion.

Zoning can take place without comprehensive regulations, however. In such cases, the governing body "freezes" existing practices and approves changes from the *existing* pattern only after public hearing and consideration.

dropping in the two-county area. In 1940, Negroes accounted for 29 percent of the total; in 1950, they made up only 26 percent. The Negro housing problem does not result from the overall gains or losses, however. It stems from this group's inability to find either enough available second-hand housing or enough open development land to meet its growing needs.

The second-hand market has been the traditional way for most Americans to get decent housing and transportation. Relatively few families can afford either a new house or a new automobile but through the second-hand market the average American family has had access to better housing and automotive transportation than the average family anywhere else in the world.

Large numbers of colored people are in the low-income class, the group that has to get most of its housing and transportation from the second-hand market. Automobiles have been obtainable but houses have not. The result has been a serious concentration of Negroes in unhealthy and inadequate downtown neighborhoods.

The pressure to expand has pushed this group into white neighborhoods and tensions have resulted. With a fairly fixed supply and an increased demand, properties for Negro occupancy have taken on a fictitious value which has no counterpart in the white housing market. Quality of housing considered, local Negroes pay more for housing than white people do.

About half of the additional housing for colored between 1940 and 1950 came from new construction and about half was housing formerly occupied by white families. The present tension between races in several areas within the city is unhealthy and dangerous. It also hurts property values due to the uncertainty of the future.

The present report is concerned primarily with use regulations — that is, the local zoning pattern as it affects land use. The opposite map shows the existing land-use zoning pattern of Atlanta and Fulton County. These two areas both have comprehensive ordinances, or rather they did have prior to January 1, 1952. Atlanta's ordinance covered the entire area of the city at that time; Fulton County's covered all of the "urbanized" section of the county adjacent to the old city limits, including the area later taken into the city on January 1.

As mentioned earlier, a new Municipal Planning Board has been set up for Atlanta and Fulton county. It will work out new comprehensive regulations combining and revising the two separate ordinances. The new regulations have not yet been prepared; the opposite map shows the respective zoning patterns prior to January 1. This general pattern in effect has been "frozen" until new regulations and procedures can be adopted.

In addition to the new joint planning board and the companion Board of Adjustments, there are six other local

planning and zoning bodies. The Hapeville board operates under comprehensive regulations. The Hapeville pattern is not shown on the map because it is almost identical with that city's land use pattern shown on page 29.

The other five — in DeKalb County, Avondale Estates, College Park, Decatur and East Point — operate under "interim" zoning ordinances which "freeze" the actual use of land into the permitted or zoned use. The "zoning patterns" of these five jurisdictions are identical with the land use pattern shown earlier and are not included on the zoning map.

As pointed out earlier, Atlanta's growth has taken place with relatively little conflict between land uses. Major reasons have been the protective ridge structure and the wide expansion areas to absorb new population, commerce and industry.

The point is now being reached where conflicts in land use are getting serious. The main safeguard is zoning based on a sound land use plan. Uniform comprehensive zoning regulations should be established for the entire metropolitan area as soon as possible.

NEED FOR IMPROVED ZONING

Zoning is supposed to protect property. In recent years local zoning has allowed and even encouraged abuses of property rights and values. One reason has been pressure of selfish interests; another has been lack of a comprehensive land use plan to guide local zoning operations.

The zoning map shows a vast overzoning for industry.

PATTERN OF COMMERCE

The commercial pattern of Metropolitan Atlanta is built around two central business districts near the heart of the city. These districts account for more than half of the area's commercial space.

But the pattern of Atlanta's business and commerce is becoming more decentralized. West End, Buckhead, Decatur and East Point — the four big "secondary retail centers" — are expanding rapidly. The "area shopping centers" — Brookhaven, Little Five Points, East Atlanta, Lakewood Heights, College Park and Hapeville — are getting larger and so are the retail corridors — Ponce de Leon Avenue, Auburn Avenue, Peters Street and Bankhead-Marietta.

And hundreds of small, scattered retail facilities have sprung up all over the area as the consumer market has moved outward. They have developed as small neighborhood shopping centers or have strung along major streets, particularly at intersections.

A breakdown of present commercial space in the metropolitan area is given in the table on page 42. The table shows the geographical distribution of the following types of commercial space: office, retail trade, retail services; eating and drinking, finance, hotels, theaters, parking, and all other (including such large space users as clubs, drive-

It also shows heavy zoning of major traffic arteries for "ribbon" commercial development.

Industrial zoning does not mean that more land is available for industry. Actually, the opposite is true. Industrial zones are regarded as "lower" classifications into which "higher" uses (such as residential) can be put. The result; substandard housing surrounds industrial sites and cuts off avenues of industrial expansion. At the same time, the fact that downtown industrial zones are large does from time to time allow small plants to locate indiscriminately next to homes with bad results.

A new approach must be found to future industrial zoning. Improvements in controlling blight factors such as noise, fumes, smoke and other hazards might make possible a more qualitative and protective zoning for industry based on actual plant performance.

As to "ribbon" zoning for commerce, it is admittedly not easy to resist pressures for such zoning along main arteries. These arterial frontages have a limited value for non-commercial uses. However, this kind of "ribbon" zoning has been for too prevalent locally.

On the other hand, zoning has undoubtedly saved dozens of local areas from blight. The "thankless" task of serving on local zoning bodies has been well handled by many public-spirited citizens.

The urgent need in the future is for better zoning tied in to better planning — and on a uniform metropolitan basis. The land use situation changes so fast that only a long-range plan can give direction to zoning operations.

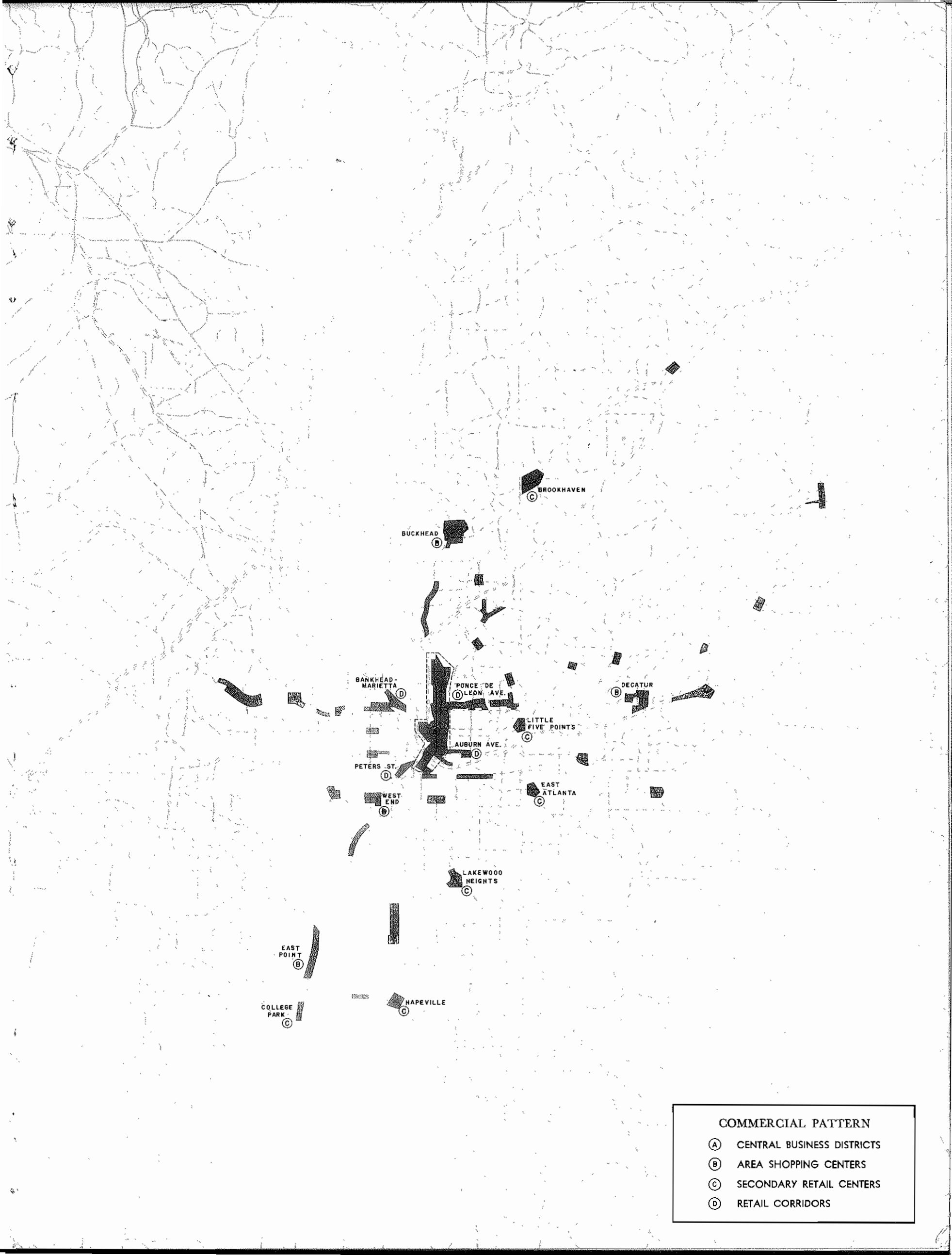
in theaters, driving ranges, tourist courts, and nurseries).

The opposite map shows how the area's commercial space is distributed. It covers about 90 percent of the total but does not include numerous small, scattered facilities.

Despite the outward trend, the two central districts (downtown and uptown) still account for the bulk of the commercial space in all classes except the big open-land users. The downtown business district is the historical commercial center of Atlanta. It is bounded roughly by Baker Street, Piedmont Avenue, Trinity Avenue, and Spring Street. The uptown central district is the area north of Baker Street flanked by the expressway and Piedmont Avenue and running all the way out to 17th Street.

Atlanta's regional and metropolitan functions are located in the downtown districts. Most of the area's office space is here, and the financial establishments, hotels and theaters. So too are the big department stores and specialty houses which serve a wide regional market.

There has been a steady trend of consumer-type business to the outside districts. Nearly half of Atlanta's retail trade and service space is decentralized; so is space used by eating and drinking establishments. Of course, commer-



COMMERCIAL PATTERN

- (A) CENTRAL BUSINESS DISTRICTS
- (B) AREA SHOPPING CENTERS
- (C) SECONDARY RETAIL CENTERS
- (D) RETAIL CORRIDORS

cial facilities that use a great deal of land are also decentralized; they do not locate in the central districts.

The four "secondary retail centers" are getting bigger all the time. In effect, they are "splinters" of the central districts that provide the same general type of overall shopping facilities on a smaller scale. Each center contains at least 500,000 square feet of space devoted to retail trades and services. In each the average shopper can meet most of his complete needs.

On the other hand, many *specialized* functions have not shifted from the central districts to the secondary centers. So far, too, there has been little shift in the office functions.

The smaller "area shopping centers" such as Brookhaven and Lakewood Heights also carry a fairly complete line of consumer goods. They have less than 500,000 square feet of space in retail trade and service functions, averaging about 200,000 square feet each. Their facilities for the sale of clothing, furniture and automobiles are more restricted than in the larger "secondary retail centers".

The "retail corridors" are extensions of commerce along a narrow strip on each side of a main traffic artery. There are many examples of this type of "ribbon" development other than the four shown on the map. By and large, these corridors get their main business from the passing traffic. They are a major traffic hazard and their tendency to extend down side streets is a major source of property decline.

MAJOR SHIFTS IN SPACE LOCATION

Two major shifts are taking place in the location of commercial space. One is the shift of certain "central" functions from the downtown to the uptown central business district. The other is the dispersal of "consumer" functions from the central districts to the outside areas.

There are good and bad aspects of these shifts. They can be natural and normal developments resulting either from a spilling over of downtown functions or from the legitimate "pull" of decentralization to the suburbs. On the other hand, they might be the result of negative factors in the downtown districts such as congestion, inadequate parking, and traffic jams. To the extent that these shifts result from negative factors, they are not natural and normal and they present a serious problem.

From an economic viewpoint, the downtown business district is the most important single area in Metropolitan Atlanta. It contains the highest real estate valuations which make up a large part of the local tax base. It supports the main regional and metropolitan business functions around which the economy of the area turns. The protection of this district is of paramount importance to the entire metropolitan area.

The legitimate decentralization of many retail consumer functions away from both the downtown and uptown central districts should be encouraged, not hindered. But steps should also be taken to see that functions which legitimately should be in the central districts stay there.

Although few vacancies have so far developed in commercial space downtown, some functions have moved uptown as a result of crowded downtown conditions. This problem could become serious if it results in strengthening the uptown at the expense of the downtown. Decay in downtown business activities and property values could be a blow to the local economy.

In the same way, both downtown and uptown central districts face decay resulting from an unnatural flight of their functions to the outside. This could come about as

DISTRIBUTION OF COMMERCIAL SPACE IN METROPOLITAN ATLANTA
PRIMARY PLANNING AREA, SUMMER 1951
(shown in square feet of space)

Type of Commercial Space	Central Districts			Secondary Retail Districts 1	Area Shopping Centers 2	Retail Corridors 3	Scattered Facilities 4	Total All Areas
	Downtown	Uptown	Both					
Office	5,224,000	1,970,000	7,194,000	244,000	55,000	74,000	154,000	7,721,000
Retail Trade	5,295,000	1,611,000	6,906,000	1,636,000	613,000	445,000	4,154,000	13,750,000
Retail Services	1,353,000	1,511,000	2,864,000	236,000	130,000	60,000	944,000	4,234,000
Eating and Drinking	515,000	208,000	723,000	102,000	55,000	67,000	456,000	1,403,000
Finance	422,000	96,000	518,000	71,000	16,000	21,000	19,000	644,000
Hotels	1,899,000	903,000	2,802,000	29,000	30,000	124,000	299,000	3,284,000
Theatres	111,000	152,000	263,000	48,000	38,000	5,000	79,000	434,000
Parking	822,000	500,000	1,322,000	303,000	147,000	209,000	980,000	2,961,000
All Other ⁵	242,000	96,000	338,000	—	95,000	335,000	5,400,000	6,168,000
Total	15,883,000	7,047,000	22,930,000	2,669,000	1,179,000	1,340,000	12,481,000	40,599,000

1 Buckhead, Decatur, East Point and West End.

2 Brookhaven, Little Five Points, College Park, Hapeville, Lakewood Heights, East Atlanta.

3 Ponce de Leon Avenue, Peters Street, Auburn Avenue and Bankhead-Marietta.

4 All commercial facilities not included in other categories. Includes all so-called "neighborhood shopping centers."

5 Includes large space-users such as clubs, drive-in theaters, driving ranges, tourist courts and nurseries.

the result of a "hardening" of the metropolitan traffic arteries. It could also result from failure to take steps to keep the central areas open, attractive, and efficient.

Protection of the central districts is one of two major problems in the location of future commercial space. The other is the problem of taking immediate steps to plan for an orderly growth of commercial functions in the outside areas.

Already the pattern of decentralized commerce has become haphazard and disorganized. Congested corridors are

PATTERN OF STREETS

The health of a metropolis depends directly upon the efficiency of its traffic circulation system.

Metropolitan Atlanta's street and highway system does not meet even present needs. Unless it is radically improved beyond anything yet proposed, it will not come near meeting the expanded needs of the future.

The deficiencies of the present system are well known. Its main arteries are radials that follow the curves along the top of the major ridges. A disconnected pattern of minor streets stretches out in between the ridge routes. These streets are narrow, crooked and without continuity.

There are no through routes to carry inter-regional traffic through the area without interruption. There are no loops to divert traffic from congested business districts or neighborhoods. There are no major crosstown arteries that do not jog, dead-end or disappear altogether. There are no circumferential routes to tie together the new built-up residential areas and industrial districts.

Transit vehicles, long-haul trucks, intercity buses, local commercial vehicles and passenger cars compete for the same through-ways. These arteries being grossly inadequate, traffic spills over on narrow neighborhood streets.

The abbreviated street map on page 30 showed the bewildering complexity of the overall pattern. Within the general pattern are hundreds more smaller streets, most of which jog or dead-end. The map in the next column shows how intercity highways converge on downtown districts.

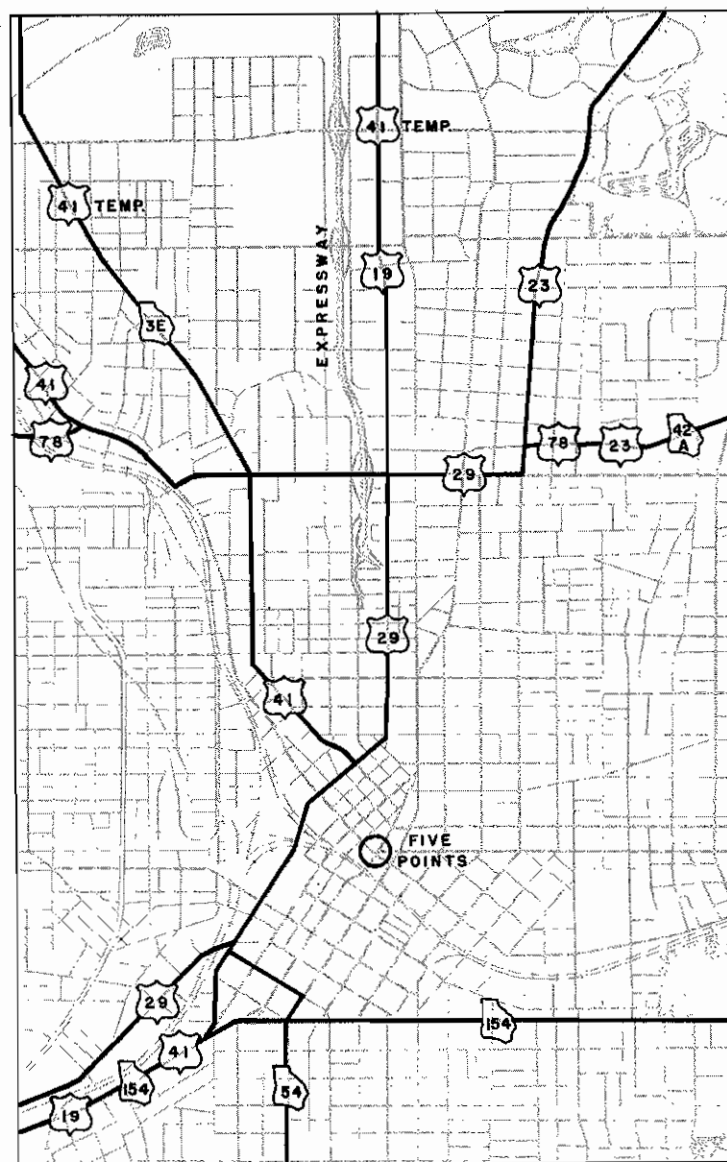
There are at least three reasons why efforts to improve the present pattern must be re-doubled:

1. Metropolitan Atlanta exists primarily as a transportation center and the efficient carrying out of that function is getting more difficult every day.
2. The area is in immediate danger of losing its advantages of space by failing to tie that space together.
3. Traffic already threatens to destroy more downtown and intermediate property values than will be created in the new expansion areas.

In recent years Metropolitan Atlanta has taken certain vigorous steps to improve the situation. One was the pro-

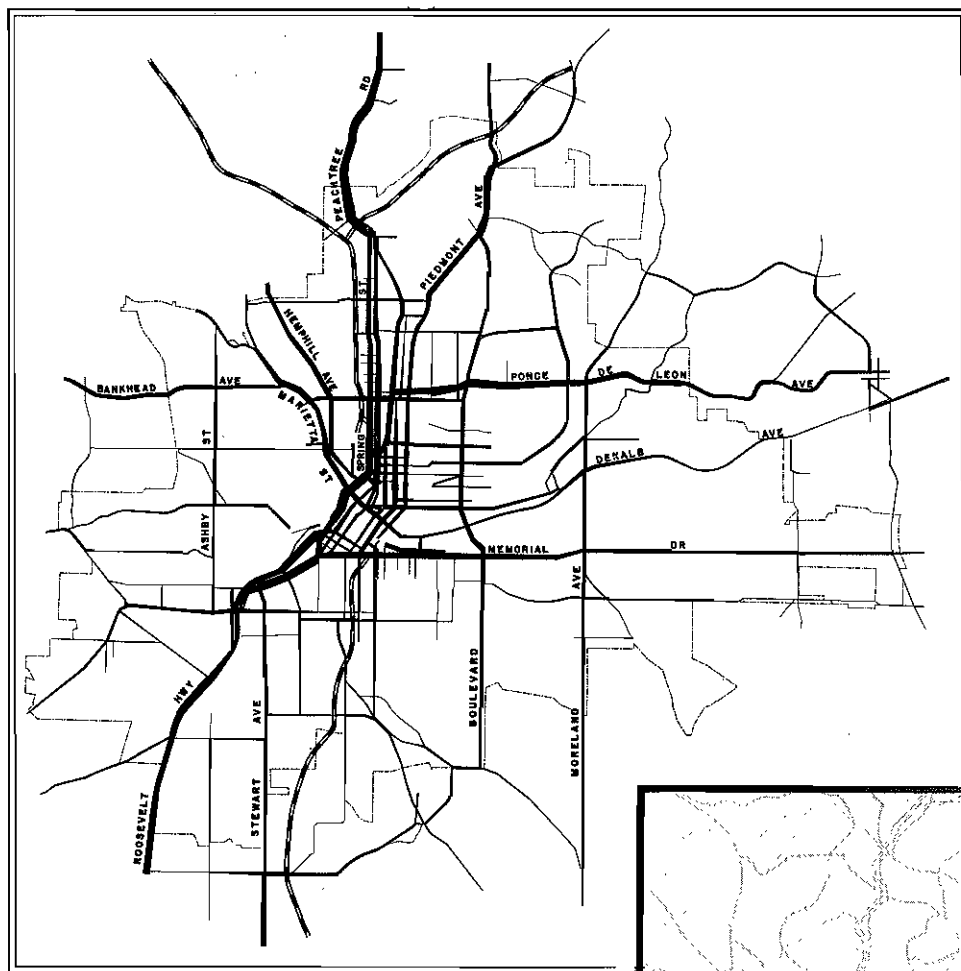
gram of physical improvements that followed the excellent Lochner report and was financed largely by the 1946 Atlanta-Fulton County bond issue. This program called for the construction of several major expressway legs and the elimination of serious jogs and intersections. Another step was to set up a strong traffic signal and control program in Atlanta's new traffic engineer's office.

The expressway program is only partly completed and

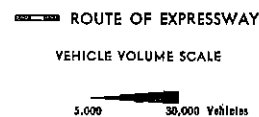


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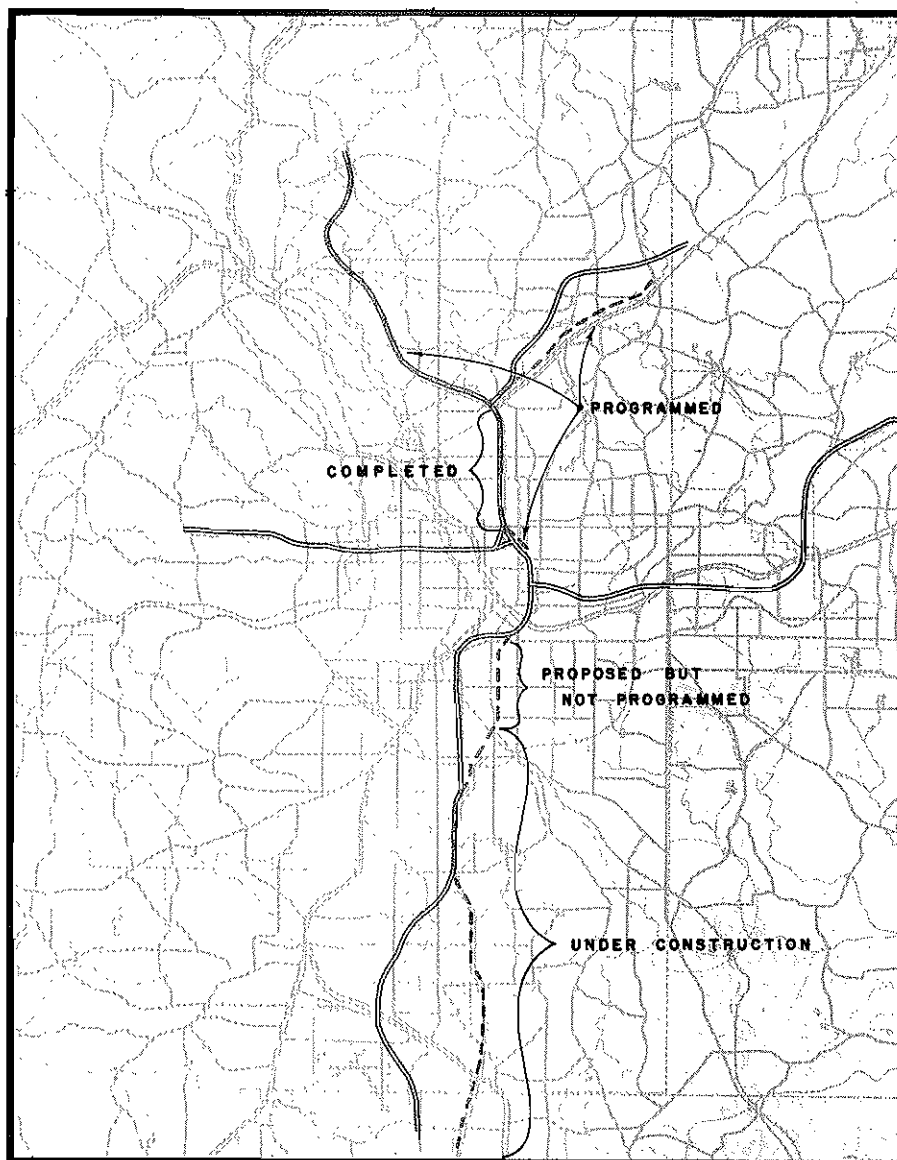
TRAFFIC AND THE EXPRESSWAY
 Traffic volume data assembled June 6-November 13, 1947
 by Georgia State Highway Department



CENTRAL EXPRESSWAY PROGRAM

Showing status of work under
 bond program as of January 1952

- ROUTE APPROVED BY BOND COMMISSION
- ===== ORIGINAL LOCHNER ROUTE



its effects have not as yet been felt. However, the other physical improvements undertaken by the Atlanta-Fulton County Joint Bond Commission have greatly helped at several strategic points. The construction of the Glenn Street and Boulevard underpasses, the elimination of jogs on Courtland Street and Ivy Street, and the Broad Street extension are among the more important improvements that have brought obvious and immediate benefits. The effects of the North Avenue underpass will soon be felt.

Similarly, the work of the city's traffic engineer has greatly improved downtown traffic flow. The installation of a modern traffic light system, the new street-marking work and numerous other aspects of this program have brought immediate relief in many sections of the city.

But the basic street pattern is still unsuited to the needs of modern automotive travel, as Mr. Lochner pointed out. His expressways would only do part of the job. He urged the development of new crosstown arterial streets and a system of grids or belts to feed into the expressways and carry traffic between neighborhoods and business centers.

Lochner predicted that traffic flows in the 1965-70 period would be 50 percent greater than shown in surveys made before World War II. He stated that this increase would "overload existing streets unbearably" and that "accidents would increase and rush hour speeds would drop to a crawl."

Lochner's appraisal was conservative. Dispersal trends

have been much more rapid than anyone would have predicted in 1946. They are likely to accelerate in the future.

THE BIG JOB STILL AHEAD

The completion of the central expressway to handle north-south traffic will be an immense help. However, its completion depends upon the construction of the downtown connector link, for which no funds are now available. Faced with limited funds, the bond commission had to choose between building the north and south legs, on one hand, or the downtown connector, on the other. They wisely chose to build the legs first: the next step is to build the connector.

The routes of the central expressway and their status under the bond commission program are shown on the opposite map. Also shown is the complete expressway system originally proposed by Lochner.

Two obvious points stand out about the present expressway program.

One is that, although the north and south legs will take a huge load off existing arteries, they will not function efficiently until tied together by the downtown connector. Through traffic will still be dumped on city streets to compete with local traffic.

The other is that the north-south expressway is only the beginning, not the end, of the metropolitan highway system that is needed in the future.

LOCAL GOVERNMENT PATTERN

In Fulton and DeKalb counties, there are 19 incorporated municipal governments in addition to the two county governments. Incorporated districts include about 160 square miles, or one-fifth of the total two-county area.

Metropolitan Atlanta differs from most U. S. metropolitan districts in the scarcity of municipal boundary lines. In the 300-square mile primary planning area, there are only five municipalities of size: Atlanta with 118 square miles and Decatur, East Point, College Park and Hapeville with a combined total of about 14 square miles.

In recent years, a large part of local growth has taken place in unincorporated Fulton and DeKalb counties. Most of the built-up section of unincorporated Fulton County was recently added to the City of Atlanta.

This situation contrasts sharply with that in most U. S. metropolitan areas, where the central cities are ringed with corporate boundaries. It has resulted in a distribution of taxable values among the three major governments (Atlanta, Fulton and DeKalb) that has been roughly proportionate to the demands for services that these governments have had to meet.

It has also made for relative ease in handling certain metropolitan services without competition between dozens

of small governments. There has been some friction; however, only a few governments have been involved and a good measure of cooperation has been possible.

The time has come when serious attention must be given to further coordination of services on a metropolitan basis. Water, sewer, arterial highways, schools, libraries and health services are metropolitan in scope. With population and industry pushing outward, the need for integrating local programs in these fields becomes urgent.

At present, only two governmental bodies are set up on a metropolitan basis. The Fulton-DeKalb Hospital Authority operates Grady Memorial Hospital for the benefit of residents of both counties. The Metropolitan Planning Commission is preparing a master plan for the two-county district.

Atlanta provides water in several towns and unincorporated parts of Fulton, Cobb and Clayton counties. Atlanta's sewer system collects sewage in sections of Fulton and DeKalb counties on a contractual basis. The Atlanta Public Library gives library services in unincorporated Fulton County. There is also a close working relation between the four school systems of Atlanta, Decatur, and Fulton and DeKalb counties.

NOTES ON ATLANTA'S ECONOMY

Metropolitan Atlanta's economy is closely knit into the economy of the Southeast.

The Atlanta metropolitan area — defined by the U. S. Census to include Fulton, DeKalb and Cobb counties — is the largest in the seven-state Southeast (North Carolina, South Carolina, Georgia, Alabama, Tennessee, Florida and Mississippi). Its 1950 population of 672,000 was 100,000 greater than that of the Birmingham area.

The table below gives a picture of Metropolitan Atlanta's place in the Southeast. Clearly, its leadership position links its destinies with that of the region.

TRENDS IN THE SOUTHEAST

The Southeast of which Atlanta is the commercial capital is beginning to come into its own.

After the Civil War the Southeast economy lay flat on its back. The industrial revolution swept across the rest of the country; it hardly touched the southern states during those long years.

Certain industries such as textiles did move into the region before 1900. However, these developments were small compared with the growth of industry elsewhere.

The fact was that the Southeast economy was tied to the farm, and the farm to cotton. When cotton prices were high, the region prospered. When they were low or weevils active, Southerners had little cash in their pockets.

Dependence on the farm held through the first quarter of the present century. Then it began to change. Recently the region's economy has begun to achieve a balance.

The movement of factories to the Southeast — slow at first, then faster over the years — has bolstered the region

as a consumer market. This has brought more decentralization of industry to the region; the market has become big enough to take the entire output of new plants located in the area. The spiral is in motion — more plants, more wages and salaries, more markets, more plants.

The long-run spiral of plants and markets will probably not stop until the gaps between the Southeast and the rest of the U. S. are closed. As long as the region's purchasing power continues to rise, expansion of local facilities will take place.

The Southeast still has a long way to go. With 14 percent of U. S. population in 1950, it accounted for only nine percent of all income payments to individuals. But the trends are up, as the following table shows.

INCOME PAYMENTS TO INDIVIDUALS (in millions of dollars)			
Year	Southeast	United States	Southeast as % of U.S.
1919	\$ 5,376	\$ 66,196	8.1%*
1929	5,306	82,617	6.4%
1939	5,273	70,601	7.5%
1950	\$19,624	\$ 217,245	9.0%

* A bumper cotton crop year.

Manufacturing accounted for only 14 percent of the Southeast's income in 1919. It climbed to 16 percent by 1929, to 17 percent by 1939. It was 19 percent of the total in 1949 — closer to the U. S. figure of 22 percent. During the same 30-year period, agriculture's share dropped from 36 to 14 percent. Within agriculture, the shift was away

COMPARISON OF ATLANTA METROPOLITAN AREA WITH OTHER LEADING METROPOLITAN AREAS IN THE SOUTHEAST, BY SELECTED INDEXES¹
(in each index, Atlanta = 100)

Metropolitan Area	Population, 1950	Retail Sales, 1948	Wholesale Sales, 1948	Manufacturing Employment, March, 1948	Bank Debits, 1950	Bank Deposits, 1950 ²	Air Mail Dispatched, lbs., 1950	Postal Receipts, 1950	Air Line Passengers, 1950 ³	Federal Employment, May, 1951 ⁴	College Enrollment, Fall, 1950
Atlanta	100	100	100	100	100	100	100	100	100	100	100
Augusta	—	—	—	—	—	—	—	—	—	48	—
Birmingham	83	65	38	103	39	47	—	35	—	—	—
Charlotte	—	—	45	—	32	—	—	—	—	—	—
Chattanooga	—	—	—	64	—	—	—	—	—	—	—
Gainesville, Fla.	—	—	—	—	—	—	—	—	—	—	74
Jacksonville	—	—	28	—	—	44	39	—	32	48	—
Knoxville	—	—	—	79	—	—	—	—	—	52	53
Macon	—	—	—	—	—	—	—	—	—	62	—
Memphis	72	72	89	70	68	71	42	54	36	48	—
Miami	74	86	—	—	—	57	52	45	178 ⁵	—	66
Mobile	—	—	—	—	—	—	—	—	—	57	—
Nashville	—	—	—	—	37	—	30	42	30	—	79
Tampa-St. Petersburg	61	54	—	—	—	—	—	—	—	—	—

¹ Metropolitan areas as defined by the U. S. Census. The Atlanta area includes Fulton, DeKalb and Cobb counties. This table compares Atlanta with the other areas ranked among the first five in each category.

² As of December 31. Includes interbank and government deposits.

³ Number of passengers boarding planes.

⁴ Civilian employment only.

⁵ Includes international passengers. For domestic passengers alone the percentage was 115.

from row crops (particularly cotton) to livestock.

The changes in the share of Southeast income coming from factory and farm are shown in Chart A on page 48.

These shifts have had a direct impact on income. In 1919 per capita cash income in the region was only \$369. It dropped to \$320 in 1929 and down to \$263 in 1930. By 1939 it had climbed to \$286. In 1950 it stood at \$942 — more than 2½ times as great as in 1919.

This represented a gain on the rest of the country. In 1919 the Southeast's per capita cash income was only 55 percent of the U. S. average. In 1950 it was 65 percent — still low but climbing.

The gap is also closing in other economic indexes. The Southeast's share of U. S. factory labor is up. So is its share of the U. S. wage bill, the value added by manufacture, retail and wholesale sales. These trends are shown in Chart B on the next page:

Two important points about these trends are:

- (1) The Southeast is at the beginning — not the middle or the end — of its industrial revolution.
- (2) The region's up-trend is likely to continue for a long time — until the gaps between its economy and that of the rest of the U. S. are closed.

ECONOMIC ACTIVITY IN ATLANTA

Atlanta has a billion-dollar economy. In 1950, estimated income payments in the four-county metropolitan area (including Clayton as well as Fulton, DeKalb and Cobb counties) were about \$1,040,000,000.

The main feature of the Atlanta economy is its broad diversity. This is shown in the above table, which breaks down local employment and income figures for 1950.

Manufacturing, major item in the local economy, accounts for only one-fifth of the area's employment. The rest is scattered among a variety of economic activities. Within manufacturing, the largest single industry — textiles — accounts for only one-sixth of total manufacturing employment.

Metropolitan Atlanta's economic breadth contrasts sharply with other areas. Chart C on the next page shows how much less dependent Atlanta is on one or two major industries than most comparable centers.

Its broad base makes for relative stability. In the 1937-38 recession, Atlanta's bank debits fell off only three percent compared with a 13 percent drop in the U. S. as a whole, a five percent decline in the Southeast, and 12 and 11 percent decreases in Memphis and Birmingham.

The importance of local manufacturing should not be slighted, however. Metropolitan Atlanta is a significant factory center. Its factory work force more than doubled between 1939 and 1951. The big gain was in durable goods employment which jumped by 159 percent, helping to correct a serious unbalance in the area's pre-war economy.

These are the area's strong economic points:

1. Its predominance in the Southeast, which is in the upswing.

EMPLOYMENT AND INCOME BY INDUSTRY GROUP ATLANTA METROPOLITAN AREA, 1950*

Industry Group	Employment April 1950	Income 1950 (thousands)	Percent Breakdown Empl't.	Income
Agriculture	9,000	\$ 13,000	3%	2%
Construction	18,000	75,000	6%	8%
Manufacturing	62,000	163,000	21%	18%
Transportation, communications, utilities	30,000	95,000	10%	11%
Wholesale trade	29,000	125,000	10%	14%
Retail trade	45,000	130,000	16%	15%
Finance, insurance, real estate	15,000	50,000	5%	6%
Domestic service	17,000	17,000	6%	2%
Professional, business and other services	36,000	116,000	12%	13%
Government	32,000	100,000	11%	11%
Total	293,000	\$884,000	100%	100%
Other income:				
Dividends, interest rent		105,000		
Miscellaneous Government payments		51,000		
		\$1,040,000		

* Four counties (Fulton, DeKalb, Cobb and Clayton)

2. Its broad and diverse base, making for long-run stability.

3. Its trend toward balance, resulting from the influx of industry, particularly durable-goods manufacturing.

The economy has several weak points:

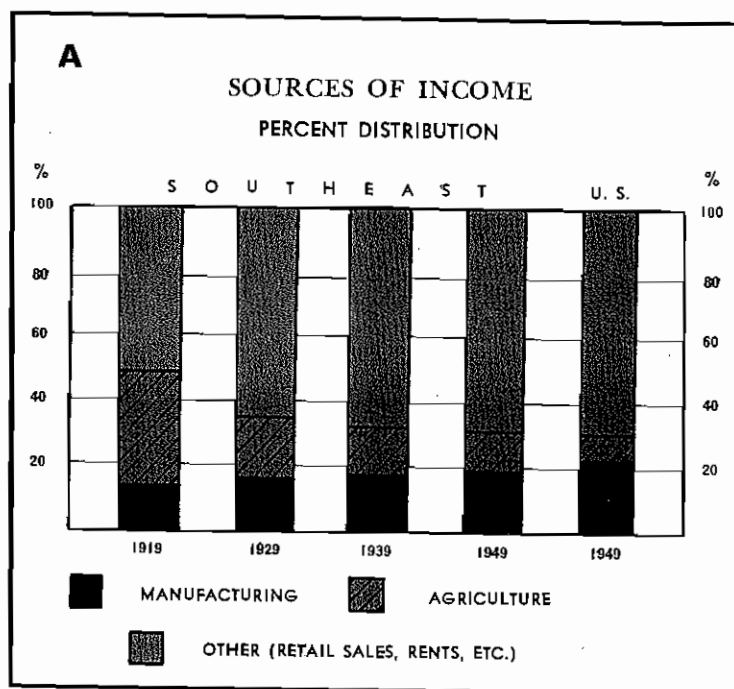
Average income in the area is low — and the cost of living is high. Atlanta had the lowest average family income and the third highest cost of living among 15 cities of comparable size studied by the Bureau of Labor Statistics in October 1950.

A major reason for Atlanta's low income is the large proportion of the area's labor force in unskilled, clerical or sales occupations. These are the generally low-pay classifications. A large number of the area's unskilled labor force are colored. In 1950, with one-fourth of the total population, Negroes accounted for only 12 percent of Metropolitan Atlanta's billion-dollar income.

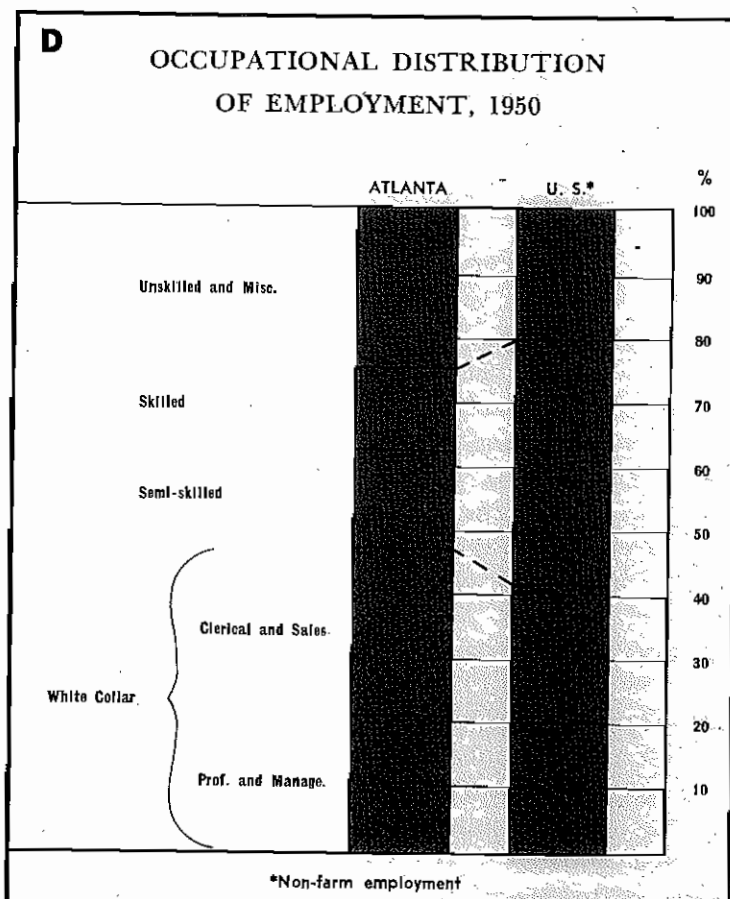
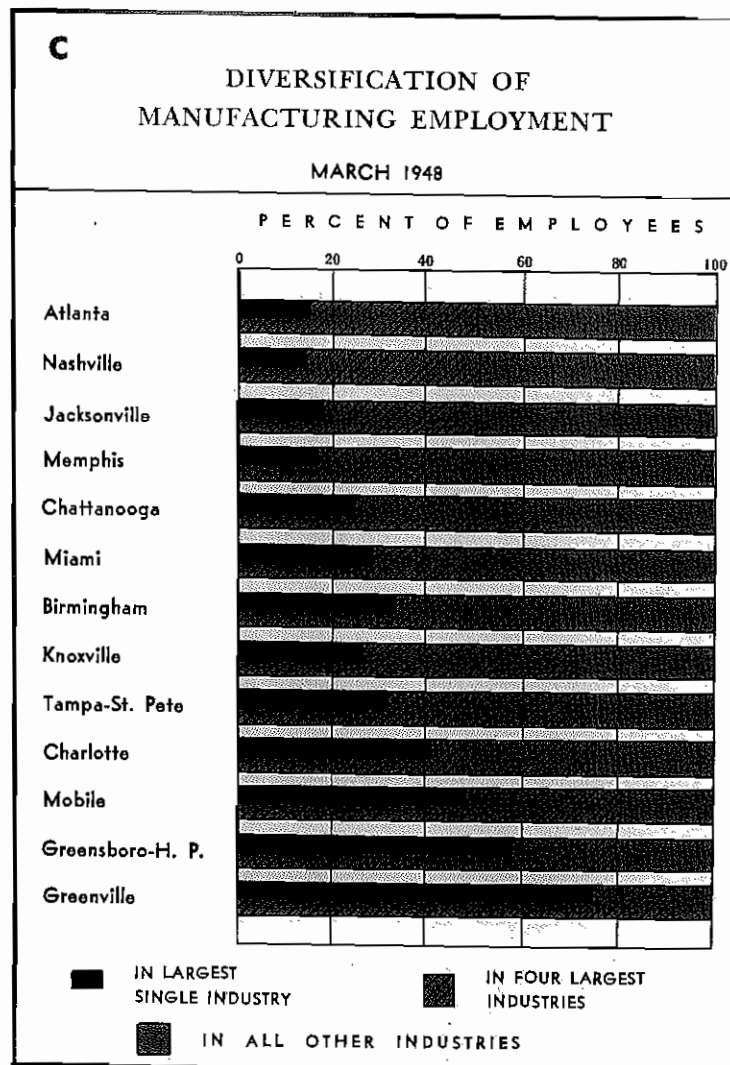
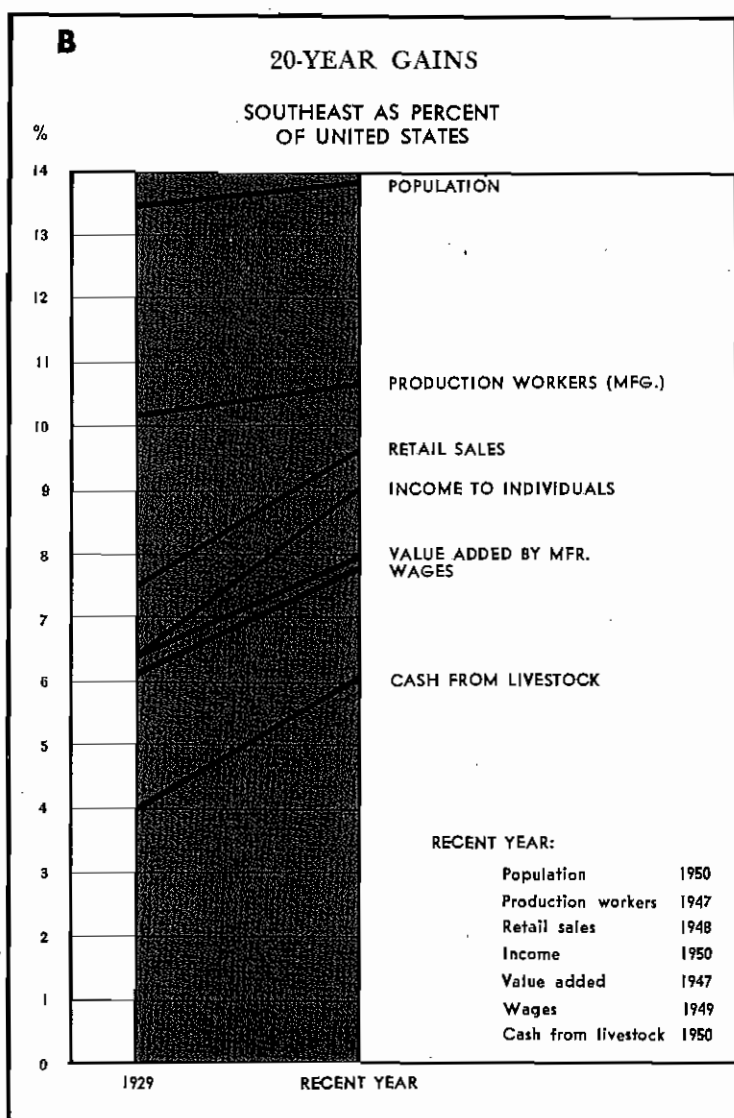
The proportion of total workers in skilled, semi-skilled and other occupations in Atlanta and the U. S. as a whole are compared on the next page (Chart D).

Another reason for the area's low income is that its factory pay scale is lower than the U. S. average. Atlanta's industries are still predominantly the low-pay type — such as food, textiles, and apparel.

These weaknesses are being corrected. The average Negro family's cash income in 1949 was four times as great as in the mid-thirties. Between 1940 and 1950, the proportion of Atlanta's labor force that was skilled increased from 11 to 13 percent and unskilled dropped from 29 to 23 percent of the total.



ECONOMIC CHARTS





PART FOUR:

METROPOLITAN PLANS FOR FUTURE ATLANTA

The Metropolitan Planning Commission in this section presents a future regional land use plan for Metropolitan Atlanta.

This plan has three purposes:

1. To set forth a pattern for Future Atlanta as it can and should be, based both on unmistakable normal trends and certain desirable standards on which we might all agree.
2. To show the practical logic behind the proposed future arrangement of land uses in terms of healthy and pleasant communities, efficient channels of trade and a sound industrial base.
3. To indicate generally the types of public and private action that must be taken over the years if this future pattern is to be realized.

In terms of today, some of the ideas may seem visionary. In a real sense, they are — because vision, a great deal of vision, is needed to look ahead into the future. Tomorrow's plans must fit tomorrow's facts. The Metropolitan Atlanta of the future will be starkly different from the area of today — bigger, broader, more mobile and vastly more complicated.

The Commission realizes that the processes of city building are gradual and fragmentary. This is an argument *for* rather than *against* a long-range plan. As parts of the urban machine wear out, they must be replaced in terms of the emerging rather than the disappearing pattern. As monies are spent for capital development and improvements — and millions are spent every year — they can just as well be spent to promote orderly progress as to promote further disorder.

This is not the "master plan", but only the first step toward it. Other studies and operating plans will follow.

And this regional land use plan has several important limitations:

It is only a general plan, a tentative and preliminary framework for public consideration. It tries to give an overall sense of direction rather than a set of "blueprints." Its recommendations show *what* is needed, not how and when they might be provided.

It is non-technical. The Commission has had the help of technical experts, but only for general advice. The job of bringing these long-range plans down to blueprints is a job for technicians.

It is advisory. It does not now represent the official program of any or all of the local governments. Some of its proposals might be immediately useful to the governments in public works programs or in control of the private use of land. Others must first be put into "blueprints" before they can be adopted as practical guides.

This regional land use plan must be kept flexible in the future. Although it is based on economic and physical facts, these facts can change. So can the community's aims for the future. At any particular point in time, this plan must reflect the latest and best thinking.

The proposed regional land use plan is based upon a number of factual studies made in 1951.

One was an intensive survey of the local and South-eastern economies. The Joseph K. Heyman Company was employed to assist on this project. Another was a complete physical inventory of industry in the two-county area based on field interviews. The results of this inventory and the economic study were used to project the area's future needs for industrial land.

Local commercial trends were then analyzed. This involved a complete on-the-spot check of all commercial space in the primary planning area.

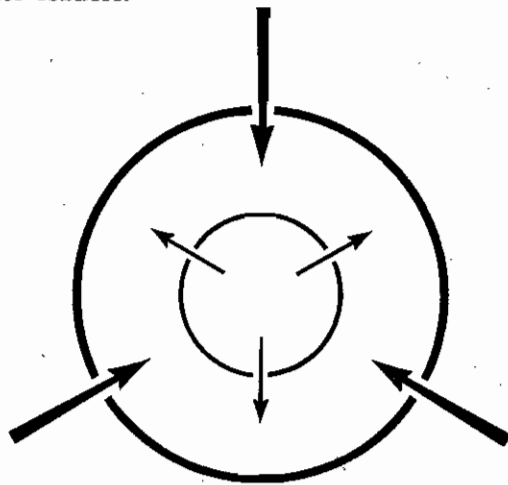
The staff also made a thorough land use survey of the entire two counties, mapping all existing land uses in detail. This land use information plus aerial photographs enabled the staff to develop new and accurate base maps.

Studies were made of population trends, based on special tabulations prepared by the U. S. Bureau of the Census; of existing neighborhood patterns, with the assistance of students from local college campuses; and of residential building trends, based on a complete analysis of all building permits in the entire district over an 11-year period. Comprehensive background studies were made of existing public facilities such as streets, parks, water and sewer systems, schools, airports, and rail and truck facilities.

These and other studies gave the Commission a clear picture of underlying trends — past, present and future. They also pointed up the problems of the area, both present and emerging.

The studies yielded a large volume of significant information which is not presented in this land use report. Only the "cream" has been skimmed off for use here, along with conclusions based on analysis of the study results. Some of the detailed data will be published later in separate volumes. Other detailed information will not be published but will be available for public use in the Commission office.

The Commission and its staff have received excellent cooperation from the local governments. They have had the support and assistance of many civic, professional and educational institutions and the advice of business and real estate leaders.



The problems of planning for Metropolitan Atlanta of the future are all related to the trends of expansion and dispersal. The key word in the future is: SPACE.

Future dispersal into space means more than fitting new population, public facilities, shopping centers and industrial sites into new expansion areas. It means re-organizing the location of functions throughout the entire area. It also means wiping out blight and disorder left in the wake of decentralization.

The Commission explored each of these fields in preparing its land use plan for Metropolitan Atlanta. To the facts about local trends, the Commission added the experiences of other areas that have faced similar problems.

In addition, the Commission crystalized a number of "working premises" about trends in the local area. These premises have been mentioned or implied earlier in this report; they are briefly summarized below:

(1) **POPULATION GROWTH.** Metropolitan Atlanta's population will continue to grow steadily in the next 30 years. Negroes will probably continue to decline as a percent of the total.

(2) **MOBILITY.** The area's population will be even more mobile in the future. The proportion of automobiles to people will further increase.

(3) **DECENTRALIZATION.** Population, industry and business will continue to disperse at a fast rate. The entire 300 square miles of the primary planning area will become "urbanized".

(4) **ECONOMIC EXPANSION.** The Southeast's economy will continue to expand until it is on a par with the economy of the rest of the nation. Metropolitan Atlanta's economy will grow with it. New developments in transportation and communication will increase the area's importance to the region.

(5) **MANUFACTURING.** Manufacturing and processing activities will become more important in the area's economy as a result of the steady growth of the regional consumer market. However, diversity will continue to be the main feature of the area's economy.

(6) **DEFENSE ACTIVITY.** The area will probably share heavily in new defense plants in 1952-5. The major factor is the availability of dispersal sites served with facilities and utilities.

(7) **TAX DIGESTS.** The area's growth will be accompanied by a proportionate gain in property values. This should make possible the financing of facilities needed to accommodate the growth in line with good planning.

(8) **LOCAL GOVERNMENTS.** The Commission is making no assumption as to changes in the local government pattern. However, it believes that the local situation is favorable to the development of regional or metropolitan arrangements whenever they are needed to meet emerging area-wide problems.

REGIONAL LAND USE PLAN IN BRIEF

The main elements of the Commission's proposed regional land use plan for Metropolitan Atlanta are as follows:

(1) **EFFECTIVE AREA.** The plan proposes the orderly development of the 300-square-mile "primary planning area", plus a small addition in north Clayton County. Within this area there would be a well-knit metropolis of 900,000 people by 1975 or 1980. The development of integrated urban facilities would to the extent possible be limited to this area. The boundaries of the area would run on a radius of about 10 miles from downtown Atlanta and would follow roughly these lines:

On the west, the Chattahoochee River; on the north, a line running below Sandy Springs and Dunwoody; on the east, a line including Chamblee, Doraville, Tucker, Clarkston, Scottdale, Avondale Estates, and the rapidly-growing unincorporated section of DeKalb County below Decatur; on the south, a line running across the top of Clayton County below Forest Park; and on the southwest, a line from Red Oak through Ben Hill to the Chattahoochee River.

(2) **DECENTRALIZATION.** The plan calls for the orderly absorption within the 300-square-mile area of about 350,000 additional people and at least 20,000 additional acres of industrial sites by 1980. New residential, commercial and industrial areas would be distributed in the outer reaches. There would be moderate and uniform population densities throughout and the presently-congested central districts would be opened up.

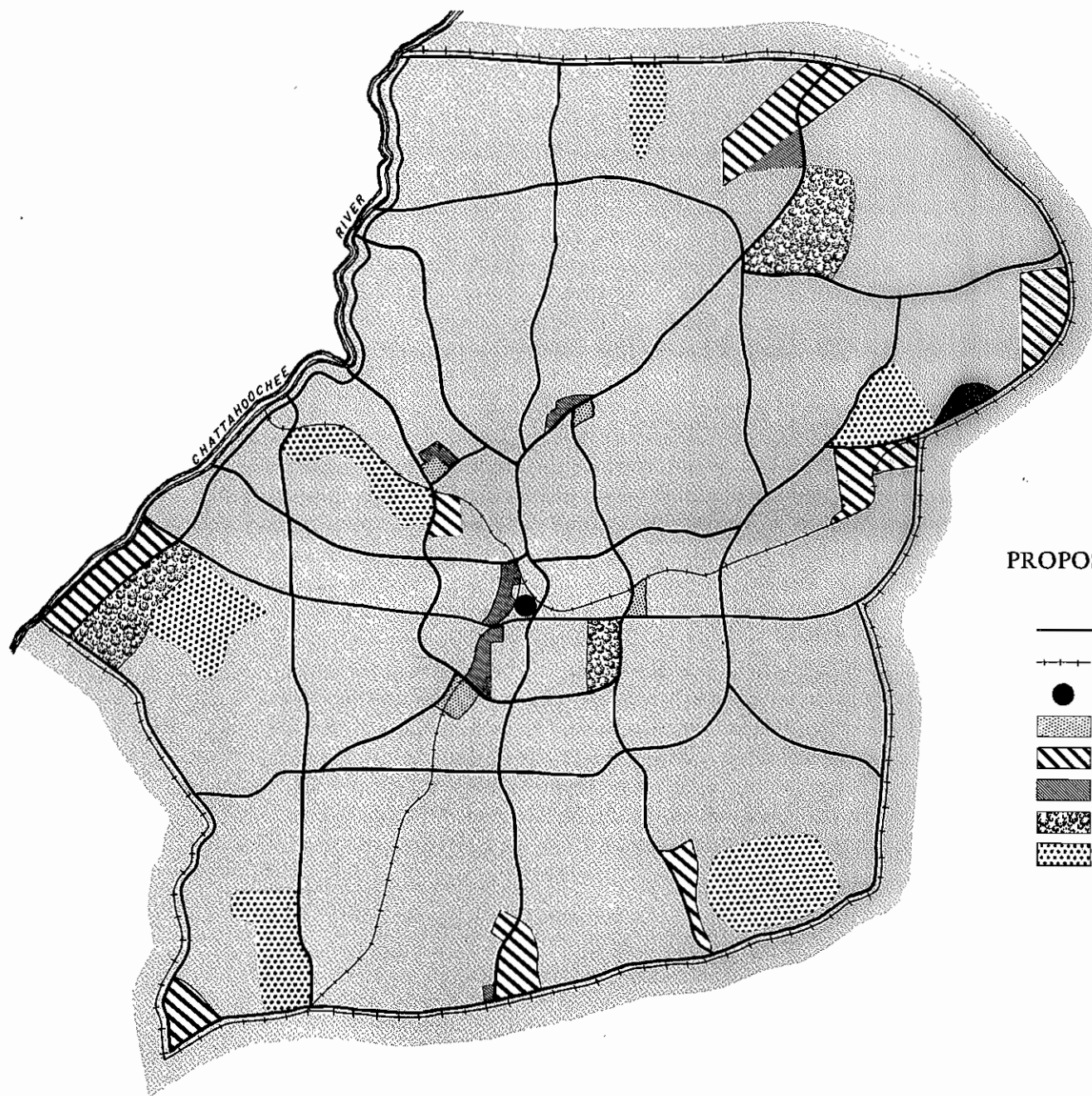
A major feature of this dispersal would be *planned* openness in all directions. This would give future residents the best possible places for living, working and playing.

(3) **HIGHWAY SYSTEMS.** The area would be tied together into a well-knit and effective metropolis by a system of major arterial trunk highways. These highways would include radial routes to move traffic in and out of the central areas; crosstown routes to carry interurban and interregional traffic through the area at different points; and loops to connect the outlying neighborhoods, commercial districts and industrial sites.

A large folding map of the Commission's proposed regional land use plan is inserted in a pocket attached to the inside back cover of this report. A smaller facsimile map showing the main features of the plan is presented on the next page. Additional copies of the separate large map may be obtained at the Commission's office.

The trunk highways would have limited or controlled access in order to carry heavy traffic volume with safety and speed. Their design would take advantage of the rolling land to shield nearby areas from traffic blight and to give separated intersections. They would form the boundary lines of 30 or more large community areas with average populations of about 30,000 people.

(4) **INDUSTRIAL SITES.** The plan provides for seven industrial expansion districts located on or near the rim of the area. Additional sites would be scattered throughout the area for types of industry compatible with residential uses. New warehouse districts would be built both near the center and at the rim.



*Facsimile Map
of*

PROPOSED REGIONAL LAND USE PLAN

- ARTERIAL TRUNK HIGHWAY SYSTEM
- +—+— RAILROAD BELT AND PENETRATION LINES
- CENTRAL TRANSPORTATION TERMINAL
- ▨ CONSOLIDATED TRUCK TERMINALS
- ▧ INDUSTRIAL EXPANSION DISTRICTS
- NEW WAREHOUSING DISTRICTS
- ▩ MAJOR NEW PUBLIC PARKS
- ▦ NEGRO EXPANSION AREAS

All new industrial districts would be surrounded by green belts and located with direct access to rail lines and major truck arteries. Several would conform in location and facilities to minimum standards set by the Federal government under the defense dispersion program.

(5) RAIL LINES. The plan proposes the construction of a 60-mile railroad belt line circling the entire area. On this belt line would be located six major railroad interchanges for the handling and dispatch of freight cargo.

The railroad belt line would connect the outlying industrial districts. It would make possible the routing of through rail freight and most local rail freight around, rather than through, Metropolitan Atlanta.

The plan also proposes that the ten rail lines now moving into the area from the outside be consolidated into only three main approaches to the center of Atlanta. These approaches would follow the three original northwest, southwest and east rail corridors. They would serve the area's future needs for internal freight and passenger traffic.

(6) TRUCK FACILITIES. The plan provides for the location of four consolidated truck terminals on an inner belt truck route. These centers would take the place of scattered terminal facilities. They would be located so as to serve both the central and rim districts of industry and warehousing in all quadrants of the area and to provide rapid interchange between terminals.

(7) COMMERCIAL AREAS. The plan calls for the development and expansion of secondary retail districts in or near each major community. It calls for the orderly planning and development of new neighborhood facilities to meet local retail needs.

It recommends major steps to improve and protect the central business districts. These steps include downtown redevelopment and major physical improvements to improve downtown and radial traffic flow.

(8) OFFICE DISTRICTS. The plan proposes the development of five decentralized office building areas. They would be located convenient to employee residences, industrial districts and local and intercity transportation services.

(9) PARK AREAS. The plan recommends development of four large metropolitan parks. Two of these areas would involve expansion of present facilities.

It proposes the use of creek beds and valleys as planned green and open spaces, trails, parkways and recreational areas. It also urges a greater future development of small neighborhood parks.

(10) AIRPORTS. The plan calls attention to the probable need for a second large public airport in the near future. One of the two large municipal ports might be used entirely for cargo freight.

Also proposed are several new small airports for private and small commercial operations.

(11) DOWNTOWN IMPROVEMENT. The plan proposes major steps to improve Atlanta's central "Golden Heart" district. It calls for wiping out downtown slums with both private and public capital; construction of surface boulevards skirting the downtown business districts; development of governmental, civic and trade centers; erection of a large combined rail, bus and helicopter terminal; and construction of a central transit depot.

(12) NEGRO EXPANSION AREAS. The plan proposes the development of seven new decentralized communities to handle the expansion of the colored population over the next thirty years. Each area would contain complete and well-planned neighborhoods and would be convenient to transit lines and places of employment.

Also recommended are major improvements in several existing downtown colored areas.

METROPOLIS AND REGION

Planned "urbanization" is proposed for a future metropolitan area of some 300 square miles. It would have about the same boundaries as the Commission's primary planning area, plus a small area in north Clayton County.

This area would meet Metropolitan Atlanta's expansion needs in the next 25 or 30 years, if this expansion is well planned. Although it appears large, the area is and will be actually only the central heart of a larger region that is within its direct influence. The greater "Atlanta Region" of the future might extend 20 to 50 miles out from the center and cover an area of 2,000 square miles.

The 300-square mile "urbanized" area should be extended to include parts of Cobb County. This county is not now a part of the Metropolitan Planning District, however. The Commission has taken account of the possibility that Cobb County may be added later.

LOGIC OF THE BOUNDARY LINES.

Many factors are important in setting the boundaries of the metropolitan development area.

One is the need to get an area *large* enough to absorb predicted population and industrial growth in a well-integrated physical pattern. Balanced communities of moderate density are the goal. There must be enough space to give openness without destroying the area's unity. Full advantage must be taken of the green hills and valleys.

Another is to make it *small* enough to be efficient. This is a central point in the problem of decentralization: *to decide ahead of time the limits of future expansion in terms of the efficiency of metropolitan life*. There is a point beyond which the rendering of municipal services and utilities becomes cumbersome and costly. The area can no longer operate as a functional unit, but breaks up into separate and competing parts.

Two other factors work in the direction of keeping the development area relatively small. One is the proposed railroad belt line. If the belt line is to play its roles of connecting the new industrial districts and diverting freight traffic from the heart of the area, it must be short enough to be efficient. The other is the planned system of trunk highways. As major arteries, they would be expensive to build and maintain and their cost therefore becomes a limiting factor in the future size of the area which they are supposed to tie together.

The proposed 300-square-mile area appears a reasonable and efficient size, subject to logical future expansion into Cobb County. Even as a long-range idea, however, it should have a flexible boundary line. The important thing is to establish the principles of area integration.

The Commission foresees a time in the future when it will become more efficient and economical for new population and plants to "skip" 15 to 50 miles beyond this urban boundary to satellite towns and cities. In between

the metropolitan core and these nearby cities would be a broad belt of open land and green space, much of it probably devoted to farming. Metropolitan Atlanta and these satellite cities would be linked together by broad highways and interurban transit facilities.

There is reason to believe that this will come about naturally and normally. The decentralization of industry to these cities 20 or 30 years hence is almost certain. As they grow, these cities will act as magnets to draw population after the central core is fully developed.

FUTURE REGIONAL POLICY

At some future date, this trend to satellite cities should be encouraged as a matter of regional public policy. From both the esthetic and the economic viewpoint, it will make sense. It will stop the continuous, creeping outward expansion of the metropolitan core which can eventually break down under its own weight.

It can bolster nearby cities into strong, self-reliant communities closely linked to but not completely dependent upon the central area. It can develop a strong regional market for the central city. It can protect the area's greatest natural resources — green open space and fresh air.

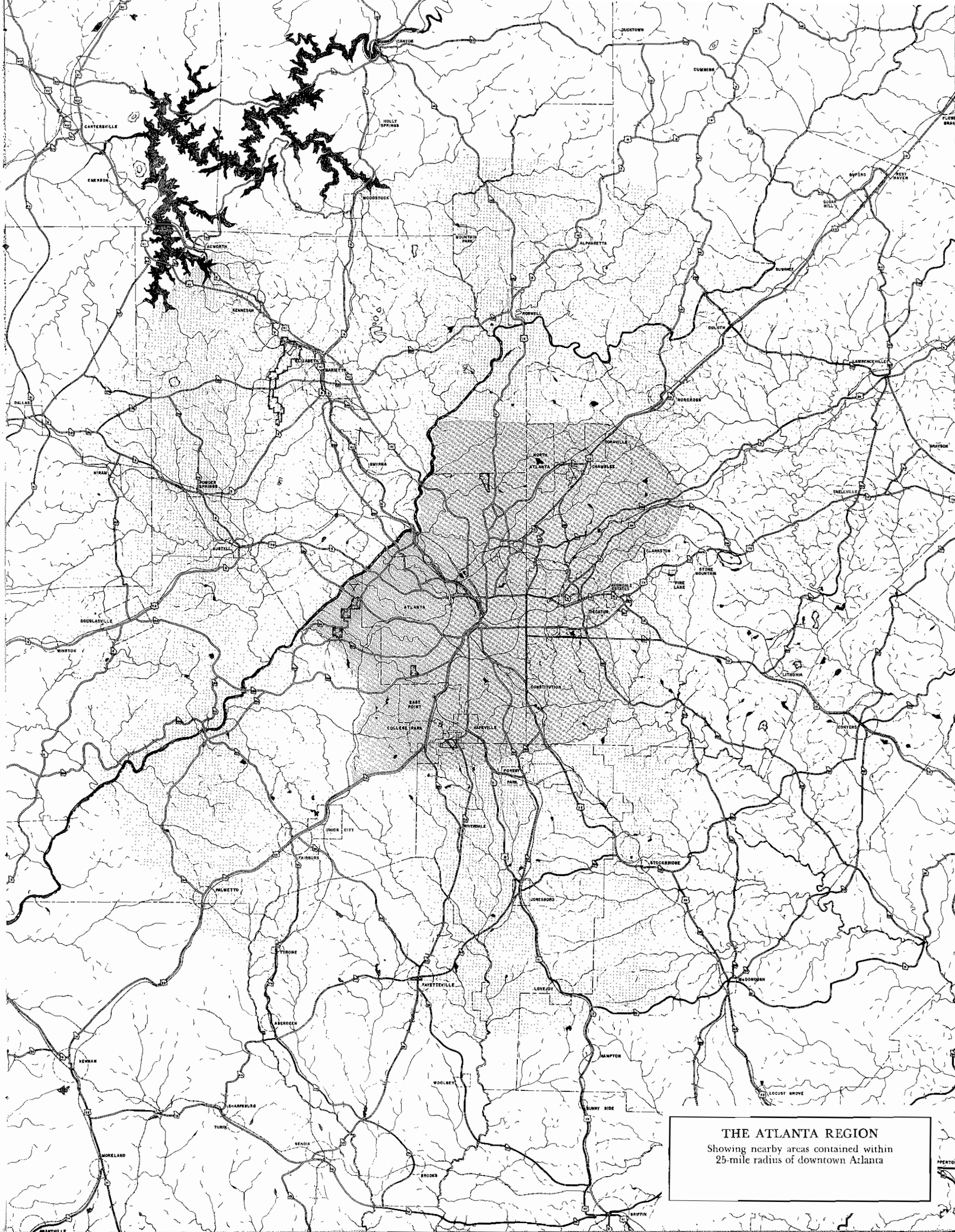
It is not too early to think about this future pattern for the greater "Atlanta Region" with its 300-square mile metropolitan core, its broad green belt and its satellite cities. Practical planners have urged this pattern for years. The City of London is now engaged in a program to "decentralize" several millions of its present population.

This future jump to satellite cities will depend upon the location of industry. A substantial share of the new industries moving into the "Atlanta Region" will eventually be located in Duluth, Jonesboro, Douglasville, Covington, McDonough, Newnan, Gainesville, and other centers. This is and should be a slow process; however, it might be accelerated in the near future by the Federal defense program which calls for drastic decentralization of the more strategic defense plants.

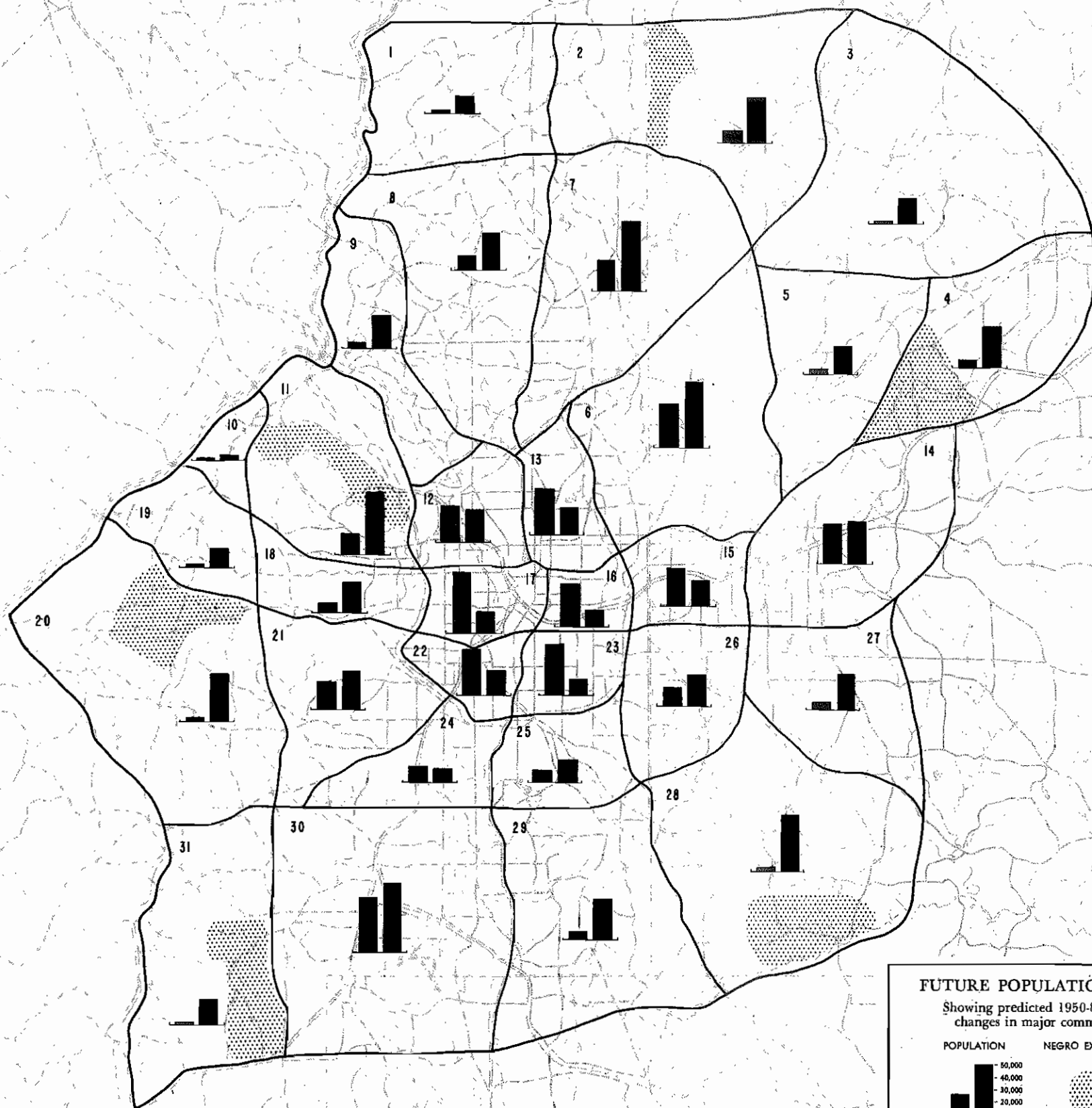
The "satellite city" idea puts the present plan of regional land use into proper perspective. It helps explain the general 300-square-mile development area and its future relation to the region of which it is the heart.

It should be re-iterated that these future area boundary lines are not being dogmatically proposed as the *only* logical lines that might be drawn. Nor should *any* lines be set as *fixed* boundaries that would not allow substantial flexibility in the future size of the metropolis.

The point to be emphasized again is that the principle of future containment is sound. Unless Metropolitan Atlanta recognizes the practical limits of its urbanization, it may someday face a breakdown of the essential services and facilities on which a city must depend.



THE ATLANTA REGION
Showing nearby areas contained within
25-mile radius of downtown Atlanta



FUTURE COMMUNITY AREAS IN METROPOLITAN ATLANTA, WITH ESTIMATED 1950 AND 1980 POPULATION

	Population			Population			Population	
	1950	1980		1950	1980		1950	1980
1. Mt. Paran	2,500	15,000	13. Piedmont Park	37,800	24,000	24. Sylvan-Stewart	13,500	12,000
2. Chamblee-Dunwoody	10,200	37,000	14. Decatur-Scottdale	34,500	35,000	25. Lakewood-S. Pryor	10,200	19,000
3. Shallowford	1,400	20,000	15. Kirkwood-Inman Pk.	31,100	20,000	26. East Atlanta	15,000	26,000
4. Tucker	7,100	33,000	16. Boulevard	35,000	14,000	27. Glenwood-Candler		
5. LaVista	4,100	23,000	17. Central	50,300	18,000	Road	7,400	29,000
6. Briarcliff	36,600	53,000	18. Simpson Road	8,400	24,000	28. Constitution-Boulder		
7. Buckhead	25,800	57,000	19. Mayson	2,900	16,000	Crest	3,200	48,000
8. Northside	12,300	30,000	20. Utoy	3,500	40,000	29. South Bend	6,800	34,000
9. Ridgewood	5,000	26,000	21. West View-Oakland			30. Tri-Cities-South		
10. Chattahoochee	2,300	4,000	City	23,000	32,000	Stewart	45,200	57,000
11. Bolton-Center Hill	17,200	52,000	22. Glenn-Gordon	37,300	20,000	31. Red Oak	2,500	20,000
12. Bellwood	28,900	28,000	23. Grant Park	42,000	14,000			
						Area Total	563,300	880,000

FUTURE PATTERN OF LIVING

The eyes of today can hardly visualize the future residential pattern of Metropolitan Atlanta.

With good planning, the metropolis can be an orderly network of healthy, interdependent communities both separated and tied together by a system of arterial highways. Without good planning, it can become a sprawling mass of formless neighborhoods mixed up in a maze of conflicting land uses. In either case, under the impact of high mobility and outward push, the future pattern will look little like the pattern of 1952.

Estimates show that there will be a population gain of at least 320,000 people within the 300-square mile planning area by 1980. The 1950 population was about 563,000; the 1980 figure will be at least 880,000, perhaps 900,000 or more. *With or without an orderly growth plan, nearly all the 30-year gain will be in the suburbs and "fringe" areas.*

It is in contrast to Chicago, which in 1870 had to anticipate more than doubling the population within its limited central area. Metropolitan Atlanta can look forward to a leveling off of the population in its built-up sections. Statistically speaking, not one of the 320,000 additional souls is likely to show up in the 1980 census within the 37 square miles that made up Atlanta's city limits before January 1, 1952.

On the basis of this trend, the Commission foresees a future arrangement of green space and people in 30 or more large communities neatly filling the 300-square-mile metropolitan area. These communities will be separated by major arterial highways. They will be interdependent units that together will support functions and facilities of a metropolitan nature.

The vision of this broad, well-knit metropolitan community pattern has a sound basis in fact. There are forces working in that direction. But the most important premise of this vision for the future is that Metropolitan Atlanta will plan to bring it about.

DISTRIBUTION OF FUTURE POPULATION

The proposed land use plan calls for taking steps to make certain that the area's future population will be distributed in an orderly way among these large community areas. If this planned pattern does not come about, the same overall growth is anticipated but its geographical distribution will be different.

The names of the 31 community areas provided by the plan are given with 1950 and estimated 1980 population figures on the opposite page. Area boundaries and charts comparing the estimated population changes are shown on the map.

The figures show the probable extent of decentralization — and this will happen with or without plans. Sections with only several thousand people today will contain 20,000 to 40,000 in the future. Subdivisions, shopping cen-

ters, schools, parks and industries will cover thousands of acres now in woods. The speed of decentralization and the availability of good open land will push this transformation into the far corners of the area in the immediate future.

Declines in population are predicted for some central districts. They will result from "artificial" rather than "natural" causes, however — public policies to reduce existing densities, wipe out blighted areas, improve the racial pattern of population distribution and make the best possible use of the central land areas.

In the Central and Glenn-Gordon districts, for example, substandard residential areas need to be eliminated to make way for downtown warehousing space or redeveloped for good housing at lower population densities. In the Grant Park district, the 1950-80 population drop reflects the Commission's proposal to expand the facilities of Grant and Key parks (to be discussed later).

The decline in the Boulevard district would come about from redevelopment of the blighted area between Piedmont Avenue and Boulevard. As proposed later by the Commission, this would involve the shifting of most of this area out of housing altogether.

FACTORS IN SETTING PATTERN

The projections of future population by these major communities take many factors into account. They are based on a judgment of the role that each land area can best play in the future pattern. This role in turn depends on the character of the land and its relative value for different uses, long-run real estate trends, and likely effects of future locations of industrial expansion districts, airports, highways, shopping centers, railroad tracks, and other facilities.

Many forces are working toward this orderly pattern. The long-run economic up-trend will mean continued new building for all purposes, which in turn will make possible a "start from scratch" in many outlying areas. The increased mobility of local population will speed up the development of these new areas. Most of Atlanta's physical obsolescence will take place downtown where the leveling of old buildings can lead to lower densities, more open space, possible shifts in land use and better circulation.

The decentralization of industry will help open up potential residential areas by bringing in utilities and facilities. New highways will give natural community boundary lines as well as an efficient network on which to build a fast transit system.

The community unit in this projected future pattern would range in population from 15,000 to 50,000 people. The larger communities would contain one of the major secondary retail districts capable of meeting most local needs for all types of consumer goods. With the exception of a small area along the river, each community would

have at least one high school and most would have two or more.

These communities would be relatively self-contained — that is, large enough to support the services and facilities of a separate small town or city. Employment would be close at hand for most of the working population either at nearby industrial or office districts or in industries and commercial firms located within the community boundaries. All future industry would not be concentrated in the large rim districts; certain well-designed modern plants could be placed carefully throughout residential areas without hurting other land uses.

THE NEIGHBORHOOD PATTERN

Within each community would be the basic planning units — well-knit neighborhoods each built around an elementary school. There would be as many as 150 to 200 neighborhoods in the large metropolitan area.

Good neighborhoods do not develop by accident, particularly in dynamic areas where land use changes are rapid. They take planning. In built-up areas, the change from "poor" neighborhoods to "good" neighborhoods is a slow process. Many things are unchangeable in the short run, others nearly unchangeable even in the long run.

But external forces making for blight can be removed — for example, arterial traffic flowing through neighborhood streets. The street pattern itself can be improved over the years. The replacement of old buildings can be done better according to a wise neighborhood plan than according to no plan at all.

In new areas, the task of building good neighborhoods is simpler. Here the start is from scratch. But there must be plans in terms of which new subdivisions are judged and approved, plans based on sound economic as well as esthetic grounds. There must be control devices through which the community can put these plans into effect.

The focus then must be in three directions — upon preserving and protecting existing good neighborhoods, upon slowly improving others, and upon approaching as close as possible to the ideal pattern in new neighborhoods that will develop in the future.

On the opposite page is a schematic design of an "idealized" neighborhood layout. The number of neighborhoods that would actually fit this particular pattern will be few, if any at all. The purpose of the sketch is to illustrate some of the major principles that should be followed in laying out future new neighborhoods.

The good neighborhood is built to face away from the major traffic artery that passes nearby. Greatest possible use is made of the creek valleys and rolling topography. School children and shoppers on foot do not have to cross against automobile traffic in their daily journeys. Through streets are eliminated to reduce noise and traffic hazards.

Shopping facilities are located to be accessible both to the housekeeper and the shopper who stops by the store

on the way to or from work. Schools and other community facilities are centrally placed.

Industrial plant operations are located nearby without blight. Truck traffic moves in and out of the industrial area without entering the neighborhood. At the same time, the plants are accessible to nearby residential areas through separations under the main traffic arteries.

Most of the houses in the neighborhood are of the same general size and quality. The multi-family structures are segregated away from the single-family dwellings. Ample park and playground facilities are accessible to the entire neighborhood.

These and other simple principles of good planning can become the rule rather than the exception in Metropolitan Atlanta's future neighborhoods. The violation of these principles in existing neighborhoods can slowly but surely be eliminated. A long first step in this direction will be the development of a rational pattern of arterial streets and highways. This will relieve the neighborhoods of the hazards and blight of through traffic, help dry up badly-located commercial facilities, and work toward well-planned concentrations of retail space.

None of these changes will come about overnight. In existing neighborhoods, improvements must be made within the framework of existing street patterns, housing conditions and public facilities. In new areas, tight controls must be exercised on subdivision layout and design.

The greatest force for good neighborhoods in the future will be the force of zoning. One of Metropolitan Atlanta's most urgent needs is for improved and uniform zoning ordinances covering the entire area and based upon a comprehensive plan of future development.

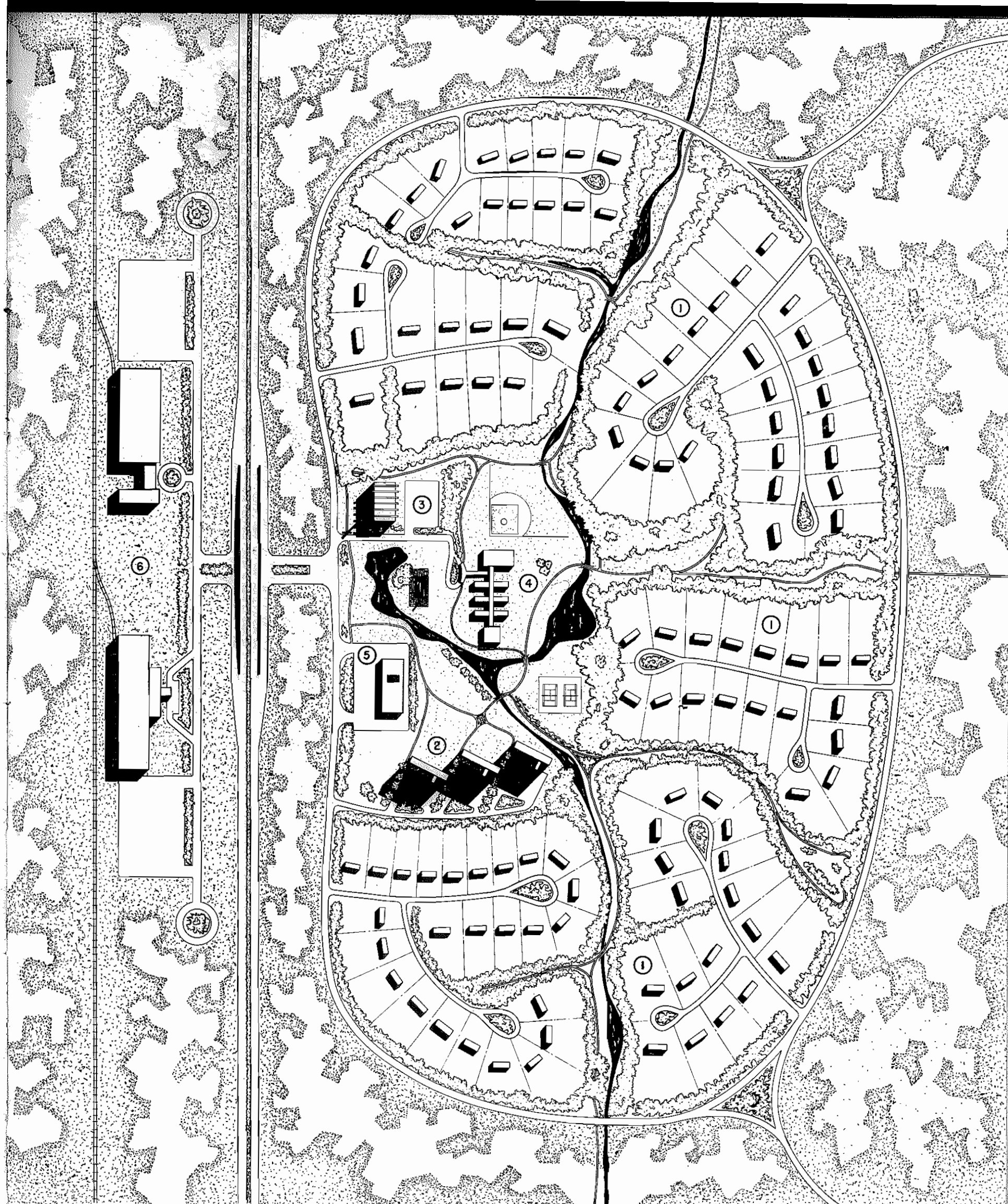
NEGRO EXPANSION AREAS

In the development of a logical future residential pattern, expansion areas must be opened up for the colored population. Of the approximately 320,000 people to be added to the population by 1980, about 90,000 will be colored. New housing will be needed for other thousands who might be displaced from crowded downtown areas by expressway construction and redevelopment.

The Negroes' difficulty in finding housing was discussed earlier. The demand for adequate second-hand housing far exceeds the supply; on a smaller scale, so too is the Negro demand for new housing greater than the number of new units built.

A practical answer is to open up and develop Negro expansion areas outside the central city. These areas should be assembled as a matter of public policy and should be developed by private enterprise as far as possible. This would provide new housing for the many Negroes who can afford it and would create vacancies in existing downtown housing for those seeking second-hand units.

This program in itself would probably not release



NEIGHBORHOOD DESIGN

- | | |
|---------------------------|-------------------|
| ① SINGLE-FAMILY DWELLINGS | ④ SCHOOL |
| ② MULTI-STORY APARTMENTS | ⑤ SHOPPING CENTER |
| ③ CHURCH | ⑥ INDUSTRY |

enough good second-hand units to meet the demand. There might also be a public program to help put the availability of adequate second-hand housing units for colored on a more practical and reasonable basis. Plans might be devised in connection with works programs such as expressway construction to make wholesale shifts of former white homes for colored occupancy at one time — with the consent and participation of all residents involved.

The locations proposed as major colored expansion areas have been selected after a great deal of careful study and with the advice of members of both races. All locations are either undeveloped or nearly undeveloped areas, or areas in which there is already a substantial nucleus of colored development. Several of the areas may not be needed for 15 or 20 years but others should be developed as soon as possible.

Some areas might be purchased by the Atlanta Housing Authority under Title I of the Housing Act of 1949 for resale to private developers. Others might be bought directly by developers or by non-profit organizations set up to assemble such land for resale. *In every case, the areas should be developed according to sound site plans providing for well-integrated and balanced neighborhoods and taking into account the need for good units at the most reasonable sale prices or rentals.*

The proposed colored expansion areas are shown on the map on page 56. They are described briefly below.

Sweat Road. This area lies in the newly-added northwest section of the City of Atlanta. It is bounded on the north and south by the Southern Railway and Proctor Creek, respectively; on the east by a large colored community known as Rockdale; and on the west by the colored community running along Brownsville Road between Hollywood and Bolton roads. Large undeveloped tracts within the area could support a future community of at least 15,000 people. It is a natural area for Negro expansion, accessible to work opportunities, transit facilities and utilities.

The Commission has urged the development of this area for some time. The Atlanta Housing Authority is now considering steps to buy parts or all of the area under Title I of the housing act and is planning both public and private housing. A large section has already been rezoned to make this development possible.

West Gordon Road. This area lies in Fulton County west of the Atlanta city limits. Gordon Road is its north boundary, Fairburn Road its east boundary, and the Botanical Gardens its west boundary. The rolling land is open and largely undeveloped. It is located near the proposed new industrial district along the Chattahoochee River west of the Botanical Gardens. The precise timing of its development might depend upon the speed with which the industrial district gets under way.

Redwine Road. Another large undeveloped area lies in Fulton County west of College Park along Camp Creek and Redwine Road. Its east end would tie in with the existing colored development in College Park. Development of this area might make possible the elimination of several colored slum districts in East Point and College Park. The proposed area is near the proposed Red Oak industrial expansion district.

Bouldercrest. Proposed for development in the more distant future is a large area in southwest DeKalb County near the Clayton County line. At present this is an almost completely undeveloped section. The Commission anticipates a heavy future population growth in the area, however. The timing of this expansion will largely depend on the industrial developments along the Southern Railway near Constitution and Conley.

Washington Park. A large community is proposed near the existing Washington Park colored section north of Scottdale near the Lawrenceville highway in DeKalb County. This area offers fine possibilities for a future community; it extends into rolling land that is now largely undeveloped except for scattered farms. It is near the East Ponce de Leon and the proposed Tucker industrial district. Development of this area might make possible the drying up of existing colored slum sections in Decatur and near Avondale Estates.

Lynwood Park. The existing colored community known as Lynwood Park on Osborn Road north of Brookhaven in DeKalb County could be expanded northward in the Nancy Creek Valley. There is good, rolling land available for a sizeable new community which would be close to the expanding Peachtree Industrial Boulevard.

It is also possible that an integrated colored neighborhood should be developed somewhere in Atlanta's Northside section. However, no specific site is being suggested in this report. At present, there are small Negro settlements on Old Bolton Road, Moores Mill Road, Northside Drive, Lenox Road and in several other scattered locations. Each of these settlements is surrounded by high-value white property; in each, the colored residents usually own their own homes. Most of these settlements are old, antedating the growth of adjacent white suburbs. Most are not expanding at present; some are in the path of obvious white expansion. The major problem presented by these scattered settlements is how to provide adequate public facilities, especially schools. There are three substandard frame school buildings now serving the several areas.

In addition to the expansion areas, the Commission proposes the orderly consolidation of Negro facilities into good neighborhood units in two downtown areas.

One is in South Atlanta between Windsor Street and the new leg of the Central Expressway which will run between Pulliam and Washington streets. In the fall of 1950,

the Commission recommended to the Atlanta Housing Authority that areas on both sides of the expressway leg be completely redeveloped at the time the highway is built. The area to the west should be redeveloped for colored housing; to the east for white. The proposal takes account of existing colored trends west of the expressway and would lead to great improvement in the white Hoke Smith High School district to the east.

The other is the area between Jonesboro Road and the

FUTURE TRAFFIC NETWORK

The Commission proposes a complete network of arterial trunk highways to tie together the 300-square mile "urbanized" metropolitan area of the future.

The health of this future area — indeed, its very life — will depend upon this circulation system. Extension into space, the trend that will make possible a beautiful and efficient metropolis, calls for wide ribbons of asphalt and concrete in all directions.

It will be an enormously expensive program. However, its cost will be spread over many years, and at a time when property values and the tax base are increasing.

This is the cost of bigness — in a sense, the cost of getting bigness and efficiency and beauty at the same time. In Metropolitan Atlanta, it is possible to achieve all three.

Other U. S. cities built miles of subways at huge expense. Atlanta will not have to do this. Highways, not subways, are the key to local transportation in the future.

THE ROLE OF FUTURE HIGHWAYS

Metropolitan Atlanta's future highways will do more than simply move the traffic that is generated. They will be an integral part of the plan and pattern of the future metropolis.

They will tie together the industrial districts on the rim. They will separate and connect the major community areas. They will make possible a fast and efficient transit system, without which the area would be paralyzed. They will carry wide strips of green through the metropolis.

They will keep through traffic out of neighborhoods. They will make possible the concentration of commercial facilities into well-knit shopping centers. They will improve the efficiency of truck hauling, a major factor in the area's regional distribution role.

They will carry interregional traffic through the area. They will connect the regional and metropolitan business facilities of the downtown with the outlying neighborhoods, the satellite cities and the areas beyond.

These are not functions that can be handled by widened and patched-up city streets. They call for well-spaced, well-planned thoroughways which will be to today's streets what New York's subways were to its archaic street-cars and elevated trolleys a half-century ago.

The Commission's proposed arterial highway pattern is

south leg of the Central Expressway north of Lakewood Park. This should be considered for complete colored occupancy in the future. This area already contains Gammon Theological Seminary (a Negro college), the new High Point colored subdivision, and a colored public housing project now under construction. If white developments now within the area are eventually made available to colored, it would result in enough population to support a complete line of community facilities.

based upon *planning* considerations, not technical considerations. The routes in this pattern are only suggestive. They do not provide technical specifications — the actual physical location of the routes, their width, grade, carrying capacity, traffic control features or engineering characteristics.

But these are technical matters to be met later. First the *need* for the system must be shown. That is the job of planning, to get a practical vision of the future. Engineers must then find ways of reaching these practical aims.

BASIS OF FUTURE PROPOSALS

The Commission's proposals are based on obvious future trends in population, industry and commerce.

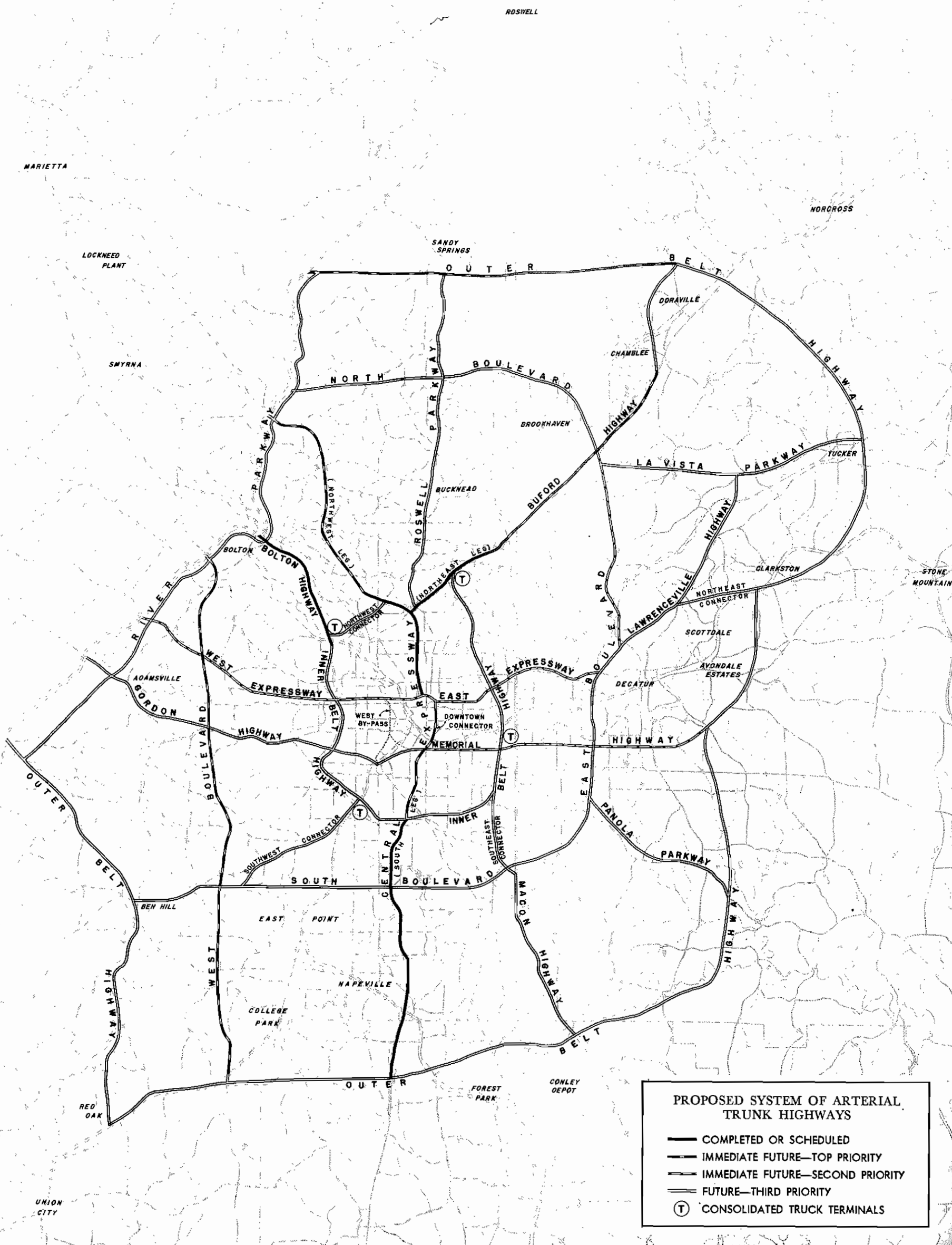
They urge the importance of good planning principles — use of topography for two-level alignments, elimination of through traffic from neighborhoods and communities, provision of fast routes for mass transit vehicles, drawing of outside boundary lines within which "urbanization" should be concentrated, elimination of conflicting land uses, consolidation of trucking facilities, concentration of the great part of industry in efficient rim districts, and channeling of cargo truck traffic over specified routes.

It will be noted that this is not a proposed system of "expressways". It is for the highway engineers to decide which of the arteries should be expressways, or surface boulevards, or parkways, or some other type of road.

Many of the arteries will undoubtedly have to be "expressways" in the full sense, of course — with access limited to a relatively small number of specially designed points of entrance and exit, with continuous physical separation of opposing directions of traffic, with separation of grades at all intersections. Others may and can be more modest highways or boulevards.

But they must all be *major arterial routes* capable of carrying heavy volumes of traffic with speed and safety and using the ridge structure to avoid blighting the communities through which they pass.

Except for later proposals for Atlanta's downtown "Golden Heart" area, no consideration is given in this report to the pattern of local streets and thoroughfares. This will require a detailed technical study that is not part of the overall land use plan. Major thoroughfares will



divide neighborhoods in the same way that the arterial trunk highways divide the larger communities. Smaller streets will carry local traffic through the neighborhoods.

Much of the present street pattern must be taken as "given" for many years to come, of course. Once the pattern of arterial highways begins to develop, however, it will be possible to make changes and improvements in this local pattern.

CENTRAL EXPRESSWAY SYSTEM

One major part of a logical long-range arterial highway system for Metropolitan Atlanta has already been built.

This is the Central Expressway (popularly known simply as "the expressway" but given a more specific name in this report). Based essentially on Lochner's 1946 recommendations (see page 44, earlier), the Central Expressway is a depressed, six-lane north-south route to carry interregional traffic through the area and to bring suburban traffic from the north and south into but not through the downtown business districts. It is now being built jointly by the Atlanta-Fulton County Joint Bond Commission, the Georgia State Highway Department, and the Federal Bureau of Public Roads.

When completed, the Central Expressway will consist of a downtown connector, a north leg between downtown and the old Atlanta city limits (Brookwood Station), a northwest leg meeting the New Marietta Highway at West Paces Ferry Road, a northeast leg tying in with Buford Highway at the Fulton-DeKalb county line, and a south leg running between downtown and Clayton County.

The north leg and most of the south leg (from Clayton County to the old city limits) have been completed. The northeast leg and part of the northwest leg (as far as Howell Mill Road) are scheduled for construction in the near future. The all-important downtown connector and a section of the south leg between the downtown connector and the old city limits are not yet scheduled for construction. Funds are not available for these purposes.

Construction work is now going on at the lower end of the north leg which cuts east from Williams Street to Piedmont Avenue under Spring, West Peachtree, Peachtree and Courtland streets. The bridging of these four major streets will take at least another year.

The Central Expressway is the logical *first* element of a great metropolitan system. However, until the downtown connector and south legs are completed, it will not serve its purpose of carrying intercity traffic through the area.

Not technically part of the Central Expressway program, but being built in connection with it, are two other important arteries. One is the so-called West By-Pass, a major surface street west of the downtown business district to connect Northside Drive and Stewart Avenue. The full effect of this by-pass will not be felt until it can serve as part of a loop system circling the downtown business district. (This is discussed later on page 70).

The other (which we call Bolton Highway in this report) follows the old carline route between Bolton and Atlanta's west side. A new bridge has been built over the Chattahoochee River to tie this highway in with Route 41E to the Midwest. Designed primarily as a truck route, this highway on its south end will connect with Ashby Street near Simpson.

Clearly Metropolitan Atlanta's most important highway need is completion of the Central Expressway. Yet to be programmed are the downtown connector (the most expensive segment of all); the south leg between the old city limits and Memorial Drive; and the extension of the northwest leg between Howell Mill Road and its intersection with the New Marietta Highway.

There is a possibility of special Federal assistance in view of expansion of the Lockheed bomber plant near Marietta. However, the great bulk of the funds needed for the unbuilt sections will probably have to come from local bond issues.

OTHER TOP-PRIORITY ROUTES

The Commission also urges immediate attention to the Buford Highway, which is in effect an extension of the northeast leg in DeKalb County. This two-lane highway is already badly over-crowded. To dump more traffic on it from the northeast leg in the near future would be dangerous. It should be converted into a major thoroughfare of at least four lanes as rapidly as possible.

Two other major highways are badly needed as a result of expanded Lockheed operations. They are also logical elements of the future highway network. Studies clearly show that the great bulk of Lockheed's new labor force (which will reach a peak of 30,000 workers by 1953) must and can be recruited in the Fulton-DeKalb area. This can be done only if adequate automobile access is provided.

One logical access route is a connection between the Lockheed plant and the Chamblee-Doraville section of north DeKalb County. It would open up a large area for residential expansion where land, utilities, public facilities and a considerable amount of housing are already available. It would also connect the Dobbins (U.S.A.F.) Air Base and the Naval Air Station at Chamblee, and give a direct truck route between Marietta and the Peachtree Industrial Boulevard district. It will be increasingly important as new defense industries develop in North DeKalb to supply the Lockheed plant. This route is shown on the map as the north link of the Outer Belt Highway.

The other logical access route is an extension south from Access Bridge near Bolton. This bridge was built across the Chattahoochee River during World War II to expedite traffic to the Bell bomber plant which then occupied the present Lockheed site. The proposed extension highway would run directly south to connect with Roosevelt Highway west of College Park, picking up traffic from

several Atlanta connectors on the way. It is shown on the map as the West Boulevard.

Both of these access routes have been considered as possible defense projects by the Federal Government. The Commission would have proposed them as part of the future arterial highway system even if Lockheed were not in the picture. The West Boulevard route is almost identical with a west by-pass proposed by Lochner in 1946.

SECOND PRIORITY ROUTES

Several other routes in the proposed future network should be considered for action in the immediate future. They are shown on the map as "immediate future — second priority."

The most important second-priority routes are to the east of the central districts. The 1946 Lochner report called for a single east leg. The Commission strongly believes that *two* major arteries must be built to meet the huge growth in DeKalb County both north and south of Decatur.

The two east routes proposed by the Commission are shown on the map as the *East Expressway* and *Memorial Highway*. Of the two, the East Expressway is the more urgently needed.

As proposed, the East Expressway would intersect the Central Expressway where the north leg turns at Forrest Avenue to tie in with the downtown connector. The East Expressway would follow the general route of Forrest Avenue and connect with Ponce de Leon Avenue near its intersection with Moreland Avenue at the Fulton-DeKalb line. It would continue out the Ponce de Leon alignment to intersect with Scott Boulevard northwest of Decatur.

The other proposed east artery (Memorial Highway) would follow the present general alignment of Memorial and Woodward Avenue. This route is already being studied by the State Highway Department and the City Planning Commission as a major thoroughfare to tie in to a new state highway to Covington and the southeast.

A more detailed discussion of these proposed east routes is presented on page 86. This discussion compares these proposals with the Lochner recommendation and states the case for action in the immediate future.

Also second priority, but not quite as urgent, is a proposed *West Expressway*. It would replace Bankhead Avenue as the through connector with heavily-traveled Route 78 to Birmingham and the West. Lochner proposed a logical route that would connect with the Central Expressway where the north leg turns to tie into the downtown connector. It would also tie in here with the Commission's proposed East Expressway. To the west the route runs north of Simpson Street and connects with Bankhead Highway beyond Hightower Road.

These connected east and west expressways would give a major route directly through the metropolitan area. The two arteries to the east would handle the ever-increasing

traffic of unincorporated DeKalb County, where both population and industry are growing faster than in other part of the area.

Another major artery is needed in the vicinity of *Clairmont Road* between Decatur on the south and Buford Highway on the north. It is shown on the map as part of the proposed East Boulevard. Clairmont Road traffic is already heavy and will greatly increase with the future expansion of the Chamblee and East Ponce de Leon industrial districts and the possible building of the Chamblee-Lockheed connector on the north.

A strong argument for prompt action on this route is the huge savings that could be realized by building this highway *before* rather than after the sections through which it passes have become densely populated. If this is done, it is urged that the highway be built as a *major thoroughfare* to take care of a tremendous future expansion rather than as an oversized surface road big enough to meet immediate needs.

Early consideration is also urged for a connector between the new West By-Pass and Memorial Highway. A proposed route is given on page 87. This connector would complete a highly-important downtown loop to give fast circulation around the central business district. It would also carry truck traffic from the West By-Pass to Memorial Highway and the south leg of the Central Expressway.

If these proposed second-priority routes are added to the Central Expressway system, Metropolitan Atlanta would have major traffic arteries to the north, east, south and west. Here would be the framework of an efficient highway system to meet the fast-growing needs of the future.

THIRD PRIORITY ROUTES

The other elements of the future system are proposed to meet long-run needs. The priority and scheduling of each will vary. Certain foreseeable developments make several of them appear more important than others, however, and these are labeled "third priority routes".

One is *Gordon Highway*. It would follow the present general route of Gordon Road east from the Chattahoochee River. From West View Cemetery it could move in directly to intersect with the West By-Pass at the southwest corridor railroad tracks. It could go under the tracks at the proposed Stewart Avenue-West By-Pass separation and extend north to intersect with Memorial Highway.

This would give a second through east-west arterial route. It would be predominantly for trucks, which would be diverted to it from Route 78 in Cobb County. A major factor in the timing of this highway's construction is the development of the proposed new industrial district along the Chattahoochee River (see pages 73 and 85). Large savings could be made if this highway were built before the adjacent residential areas were developed.

Another third-priority proposal is the *Inner Belt Highway*. The Commission is recommending (on page 75) the

consolidation of trucking activities into four major truck terminals serving each quadrant of the metropolitan area between the central districts and the outside rim. The proposed locations are shown on the highway map.

The Inner Belt Highway would be a circumferential or loop route to tie together the four truck terminals and to circulate truck traffic from one quadrant to the other. As tentatively suggested, it would extend from the new Bolton Highway south along the right-of-way of the Louisville and Nashville Railroad's belt line and would then tie in with the Atlanta and West Point's belt line on the south. It would then follow east and north to the right-of-way of the Southern Railway's belt line, which would carry it farther north to intersect with the northeast leg of the Central Expressway. A northwest connector between Bolton Highway and the northwest leg of the expressway would complete the circular route.

The Inner Belt Highway would be the second circumferential in the network. Primarily for trucks, it would connect the main inter-city routes and distribute local non-passenger traffic.

OTHER ARTERIAL ROUTES

A system of major boulevards would form the third circumferential or loop route in the proposed highway network.

The general route of *West Boulevard* has already been described (in connection with access to the Lockheed plant). *South Boulevard* could follow the alignment of present Lakewood Avenue extended both to the east and west. *East Boulevard* could run between Atlanta and Decatur up Sugar Creek Valley and along the right-of-way of the Seaboard Air Line Railroad's belt line to Clairmont Road and then north to Buford Highway. *North Boulevard* could run across Fulton and DeKalb counties along House Road and above present North Fulton Park.

This boulevard loop would give a free flow of traffic between all of the outlying residential communities. In the long run, it or some system like it will be essential. As tentatively laid out, it would skirt existing concentrations and give logical boundary lines for future community development. If parts of it could be built in the near future, tremendous savings would be made.

River Parkway would have several functions. It would form part of the boulevard loop and would also be a part of the wider Outer Belt Highway, described below. It

would be a scenic highway capitalizing on the asset of the deep Chattahoochee River valley.

The importance of River Parkway as a scenic route should be stressed. A river drive has been proposed many times in the past. Not too far in the future, further delay will be costly.

The proposed *Outer Belt Highway* would flank a railroad belt line and with it form the "boundary line" of the metropolitan development area. It would circle the entire area, serving primarily as a fast truck route between the large industrial districts on the rim. Portions of it could be built as each new industrial district is developed, although its full effectiveness as a circumferential would not be felt until the entire loop is completed.

Several other radial routes make up the rest of the proposed future network. One is *LaVista Parkway*, which would run through the future residential sections between Buford Highway and Tucker in north DeKalb County. It would be a broad, well-landscaped open boulevard to provide a direct route between Northside Atlanta and Athens, as well as serve the large communities predicted to grow in the Tucker area.

Another is *Panola Parkway* running to the southeast into DeKalb County. It would serve as a major radial from suburbs to downtown by way of East Boulevard and Memorial Highway and as a connector with the proposed Panola Park development (see page 80). It could also connect with highways to Covington and the southeast.

Conversion of existing Route 42 to Macon into a major urban-type artery is also indicated. This new *Macon Highway* would probably develop a large enough traffic volume to qualify it for conversion into a state-operated turnpike between Georgia's two biggest cities.

Another radial would be an extension of *Lawrenceville Highway* to intersect with LaVista Parkway. Because of the growth predicted for this general area, it is urged that improvements made to the existing highway in the immediate future be scaled in terms of a super-highway.

With continued expansion and development in Atlanta's Northside area, a major highway will someday be needed running all the way to Roswell. This *Roswell Parkway* could utilize Peachtree Road north almost to Buckhead and then connect directly with the existing Roswell Road right-of-way.

As shown on the map, several short connectors will also be needed to run between the major routes of the network.

FUTURE PATTERN OF COMMERCE

Two basic trends in the development of Metropolitan Atlanta's pattern of commerce stand out.

(a) A sharp decentralization of consumer enterprises to get near neighborhood markets;

(b) An increased specialization of functions in the central business districts.

These are natural, healthy trends that will continue and even accelerate in the future. The Commission takes them as basic premises in its proposals. It urges that steps be taken to work them out in an orderly way.

Commercial functions with legitimate needs for central locations must be located centrally. Those that find economic advantages at decentralized locations must be dispersed. Nothing should stop "functional obsolescence" forcing a firm in the central areas to move to an outlying site that better serves its economic well-being. Its shift opens up central space for functions which have legitimate needs for downtown sites.

The Commission has fully studied the land and building space occupied by different types of local business functions. It has projected future requirements for commercial space in different locations throughout the area.

The facts clearly indicate that the long-run prospect is for continued commercial growth at a rate that will allow tremendous dispersal to take place without affecting the security and stability of the central districts. However, it is essential that the dispersal be carried out on an orderly basis.

FUTURE PATTERN OF COMMERCE

The regional land use plan foresees the following commercial pattern in the future:

Central districts. The downtown (south of Baker Street) and uptown (north of Baker Street) central districts will continue to grow. The uptown growth will be at a much faster rate than that of the downtown. Some firms now located in both districts will move out or establish branch sites in the decentralized shopping areas. Other firms will move in — those seeking a central location to serve the whole metropolitan area or the Atlanta "market area" of northeast Georgia or the entire Southeast.

Specialization in the central districts is already apparent. It has happened in every big U. S. city. It has happened in Chicago. It has happened on a large scale in New York when retail trade and service functions moved uptown from the Wall Street area, leaving lower Manhattan to develop as a specialized center for finance and professional services.

In much the same way, the central districts of Atlanta will become more specialized for functions which require either (a) a market which is metropolitan or regionwide in scope or (b) a geographically central location for the convenience of customers or clients. These functions include large department and specialty stores which because

of their variety and completeness of lines cannot be economically duplicated in the secondary shopping centers.

They also include the main offices of banks and government agencies; civic centers; and space for architects, advertising agencies, insurance agencies, specialists in the field of medicine and surgery, lawyers, investment and commodity brokers, title companies, business services, adjustment and collection agencies, theaters, hotels, night clubs, restaurants and many others.

Secondary centers. The major secondary centers will grow in number, size and volume of business. By 1970 or 1980, there will be perhaps a dozen of these centers capable of meeting most of the normal consumer needs of adjacent populations of 50,000 to 100,000 people. Buckhead, West End, East Point and Decatur will face a tremendous future expansion if they plan for it. As the area's total population reaches 800,000 to 900,000 people, additional secondary centers will develop in areas which now cannot support such facilities.

Shopping centers. Each of the large community areas will contain a major local shopping center. These shopping centers will be geared to serve populations of 25,000 to 35,000 people with the supermarket type of operation.

Major corridors. Several major retail corridors will undoubtedly stay despite efforts to eliminate "ribbon" development. However, with the diversion of main traffic to the through arteries, the number of retail corridors will probably drop sharply. The remaining corridors will in effect be elongated secondary centers serving large areas.

Neighborhood facilities. There will probably be a small shopping center in each of the 150 or more neighborhoods within the larger communities. These facilities will be primarily convenience outlets to meet pedestrian needs for a variety of personal items and services.

A functional pattern to make room for the right type of commercial facility at the right place can be the result only of serious, area-wide planning. Without this planning, the area faces a breakdown of commercial services and losses in property values as a result of decentralization.

FUTURE COMMERCIAL SPACE NEEDS

The need for commercial space in Metropolitan Atlanta will probably increase from about 41,000,000 square feet at present to at least 60,000,000 square feet by 1975.

The table below breaks down the present and future space requirements for the three main classes — offices, retail trade and retail services — by types of commercial districts. These three classes account for about 60 percent of all commercial space today. A large part of the remaining 40 percent is accounted for by special big-space users such as driving ranges, nurseries and drive-in theatres.

More than 90 percent of the area's present office space is located in the two central districts. These districts will increase their office space by about one-fourth in the next

25 years. In the outside areas, however, office space will probably increase between six and seven times its present volume. Much of the outside gain might take place in new, specially-designed office building areas.

In other words, the central districts will continue to be the main office areas with about 70 percent of the future total. Their gains will be large enough to cause a sizeable expansion over the years. However, about three-fourths of the total new office space will probably find its way to outside locations.

The same trend will hold for retail trade. The central districts now account for about one-half of the total; this proportion will probably drop to about 40 percent in 1975. Retail trade space in the outside areas will nearly double in the 25-year period. The central districts will gain about one-fifth more retail trade space, however.

In the same way, most of the *additional* space needed for retail services in the next 25 years will probably be located in the outside areas. Again, the central districts should have about a one-fifth gain.

URGENT NEED FOR PLANNING

Immediate action is called for along two lines:

(1) Planning in the outlying retail districts for the huge up-coming expansion.

(2) Planning in the central districts to improve the physical layout and protect the immense investments in private and public property.

Decentralized Districts

Not one of the area's present secondary retail centers is well laid out. Buckhead, West End, Decatur and East Point, which face huge expansion in the future, are already badly congested. They block through traffic and snarl local traffic. Their parking space is inadequate, sidewalks jammed, and available building space crowded. The haphazard location of their retail facilities has produced an unattractive and uneconomic hodgepodge.

Drastic steps must be taken in these important districts

if they are to play their expanded roles. They need major overhauling in their physical layout. The job will require participation and financing of local businessmen and property owners and concerted efforts of public agencies handling zoning, traffic control, street improvement and building inspection programs. Each district needs a modern site plan to guide its improvement and expansion.

The same goes for major shopping centers. The typical center is jammed around the intersections of major streets. It slows down through traffic and gives inadequate parking, open space and sidewalks.

As mentioned earlier, many existing "ribbon" corridors will probably disappear as main traffic is diverted to the highways and expressways. Of course, this will happen *only* if these arterial highways are built. Serious planning must be done in the remaining corridors. They will have possibilities of unique development featuring open malls, distinctive specialty shops, and high-class commercial facilities interspersed with modern apartments. They can be developed as distinctive boulevard and park areas.

In planning for neighborhood retail facilities, emphasis should be upon convenience without blight to residential properties. At present, there are too many badly-located neighborhood stores which damage the value and usefulness of nearby homes and create undesirable situations with respect to public facilities such as parks and schools.

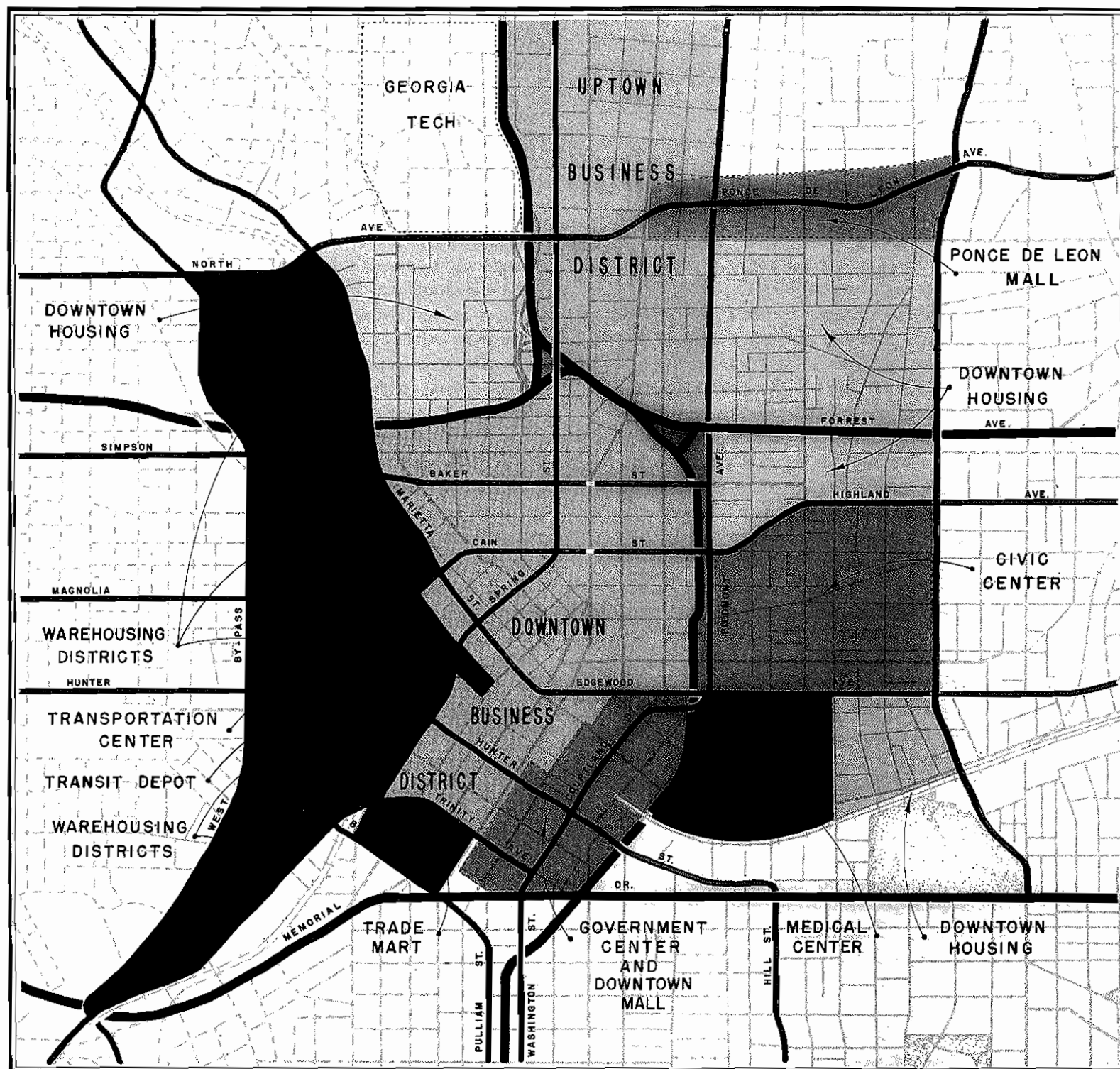
Consideration should also be given to planning several new areas for decentralized office space. Many firms will want to locate their regional offices near the place of residence of their employees or near their warehousing or industrial sites in the new rim areas. New decentralized office space should be provided in specialized districts that should be as carefully planned as new shopping centers or industrial areas, with complete facilities to meet the particular needs of office work.

Three areas in particular are well located for such districts: Brookhaven-Chamblee, Decatur and the Tri-Cities.

BREAKDOWN OF PRESENT AND ESTIMATED FUTURE SPACE NEEDS
FOR SELECTED TYPES OF COMMERCIAL ACTIVITY
(in square feet by types of areas)

Type of Commercial Area	Office Space		Retail Trade		Retail Service	
	Present	Future	Present	Future	Present	Future
Central districts						
Downtown	5,224,000	5,625,000	5,295,000	6,000,000	1,353,000	1,600,000
Uptown	1,970,000	3,125,000	1,611,000	2,400,000	1,511,000	1,800,000
Sub-total	7,194,000	8,750,000	6,906,000	8,400,000	2,864,000	3,400,000
Retail districts	244,000	375,000	1,636,000	6,000,000	236,000	1,000,000
Shopping centers	55,000	125,000	613,000	2,800,000	130,000	500,000
Major corridors	74,000	375,000	445,000	1,000,000	60,000	400,000
Neighborhoods	154,000	375,000	4,150,000	1,800,000	944,000	1,200,000
New areas	—	2,500,000	—	—	—	—
Sub-total	527,000	3,750,000	6,844,000	11,600,000	1,370,000	3,100,000
TOTAL	7,721,000	12,500,000	13,750,000	20,000,000	4,234,000	6,500,000

NOTE: "Present" means the year 1951; "future" means about the year 1975.



ATLANTA'S "GOLDEN HEART"

Showing proposed steps to protect and improve
the future downtown business districts

- EXPRESSWAY ROUTES
- PARKWAY BOULEVARDS
- LOCAL TRAFFIC ARTERIES

These areas are close to new industrial and warehousing sites, residential sections and transportation facilities.

Central Districts

In the process of commercial expansion, the two central business districts must be preserved and protected and given every opportunity to carry on their essential central functions with profit and efficiency.

This calls for drastic action. Congestion, traffic, inadequate parking, and the blight of slums and dilapidation threaten to strangle the downtown district. In the uptown district, growth is so rapid that the worst mistakes of bad planning are being made over again.

If these central districts are allowed to decline, the future health of the entire metropolitan area is in danger. The central districts are the core of Metropolitan Atlanta's regional activity. They contain huge public and private property investments and account for at least one-fourth of the total taxable wealth of the two counties.

The immediate need in the uptown district north of Baker Street is to bring order to its expansion. In ten more years, parts of the uptown district will be almost hopelessly blighted and congested. Problems of traffic and mass transit are getting serious. Peachtree Street, which could become a boulevard as pretty as its reputation, is being treated shamefully. New buildings are not being set back, park areas are overlooked.

The uptown district can become Atlanta's "42nd Street". It can become a distinctive shopping, apartment, office and recreation area of regional importance.

Development of a bold, far-sighted plan for the uptown business district is urgently needed to guide future growth. This plan must be accompanied by strong and effective measures to put it into effect.

The problems of the downtown district are even more difficult. They involve costly measures to correct past mistakes as well as vigorous steps to anticipate the future.

To start with, however, there are two favorable factors in the downtown district. One is that many loft-type structures are becoming obsolete and their removal is becoming economically possible. This can provide space for parking facilities, parks, new buildings and other purposes. The other is that downtown business leaders realize the seriousness of their situation. They are ready to take positive steps forward.

Three types of action must be taken as soon as possible:

- (1) Drastic steps to handle automotive vehicles, both in motion and at rest.
- (2) Development of new facilities to make it possible for the downtown district to carry on its legitimate central functions.
- (3) Redevelopment of substandard and slum areas which blight and choke the downtown district.

The Commission presents herewith a general, long-range plan for improving Metropolitan Atlanta's "Golden

Heart", which includes both the downtown and uptown districts. This is not a site plan; it is a suggested framework rather than a blue print. It is included in this regional land use plan because the health and efficient functioning of its "Golden Heart" are essential to the future well-being of the entire metropolitan area.

Such a plan would take many years to put into effect. It would be tremendously costly. But it is realistic — because the stakes are high.

The main elements of the "Golden Heart" plan are shown on the opposite map.

Traffic Circulation

There are three major downtown circulation needs:

- (1) The need for major north-south surface arteries (in addition to the main Peachtree-Whitehall route) to collect vehicles and distribute them to the expressways or move them out to nearby areas.
- (2) The need for major cross-town arteries to distribute traffic to the expressways and directly to nearby residential neighborhoods.
- (3) The need for an inner circumferential or loop route to move traffic around the entire downtown business district.

A wide surface boulevard is needed as a major north-south artery tied in with the Central Expressway. Its main right-of-way would follow the present alignment of Piedmont Avenue. This boulevard would run along the Piedmont ridge from Tenth Street to Edgewood Avenue; then cross the expressway, connect with the Courtland Street viaduct and move across the railroad tracks into Washington Street at the State Capitol. At Trinity Avenue it would turn west and proceed to the intersection of Peters and Spring streets.

It should be a six-lane artery, with three lanes of traffic in each direction separated by a central green strip. It would collect and distribute traffic bound to and from the Central Expressway; tie together the uptown and downtown business districts; form the basis for developing a government center and park mall around the State Capitol, and provide a fast surface by-pass for traffic coming up Peters Street bound for Ponce de Leon and the northeast.

West of the Peachtree ridge, Spring Street should also be expanded into a major six-lane artery. This has been talked about for years; it is costly — and urgent. It would carry express transit vehicles in and out of the downtown district, distributing them to and from the north, east and west expressway legs. It would tie in the uptown and downtown districts on the west side and take a tremendous load off the Peachtrees. It would also be the main distribution artery for the proposed combined transportation center (see later).

Serving a similar function would be the Marietta-Edgewood artery running cross-town and to the northwest. Major improvements such as were recently made on Mari-

etta Street east of Spring should be continued to the northwest and along Edgewood to the east, making this a major through artery.

Three cross-town arteries are called for.

One might be Baker Street, which should be widened into a six-lane traffic artery connecting across a new railroad bridge with Simpson Street on the west and running to the new Piedmont Avenue boulevard on the east. The new Baker Street artery would be tunneled under Peachtree. The improved Simpson Street would become the main service road for the West Expressway.

The second could be Cain Street, which should also be widened and improved into a through artery tunneled under Peachtree. It would be tied in with the Magnolia Street viaduct on the west and extended diagonally beyond the new Piedmont Avenue boulevard to connect with Highland Avenue to the east.

The third should be Hunter Street, also to be widened and improved. It would be extended west across the railroads, an ancient plan that is as wise today as when it was first proposed. On the east it would go under Memorial Drive (or the new Memorial-Woodward artery) to connect with Hill Street and the southeast sections.

These three cross-town connectors would break one of the downtown's worst bottlenecks. They would give fast downtown circulation and connect the district with adjoining residential areas. They would serve as major distributing arteries for the expressways and make possible (for the first time) fast through transit service between the east and west sections of the city.

The other major downtown traffic proposal would develop Brotherton Street into an artery connecting the West By-Pass with Peters Street and Memorial Drive. It would call for a new bridge across the railroad at Peters Street. It would complete a belt route around the entire downtown business district and also tie in directly with Puliam Street on the south, which would act as a service road for the Central Expressway's south leg.

Present plans call for extension of the West By-Pass under the railroads to tie in with Stewart Avenue and for a cut-off on Georgia Avenue to connect with the south expressway leg. The Brotherton artery is needed in addition to serve as a near-in downtown loop.

Central Facilities

If the downtown district is to play its role as a regional and metropolitan center, it must be equipped for it. If it is not equipped, this central role will be dispersed and inadequately handled.

The most urgent need is for a large central transportation terminal to replace all existing railroad and bus depots. It should be built over the railroads north of the proposed new Hunter Street viaduct. It would face the widened Spring Street viaduct and on the north would tie in directly with the Magnolia-Cain cross-town artery.

The center would handle all intercity rail, bus and air transportation. Rail facilities would utilize the ground level and bus facilities the second or street level. A helicopter landing field would be located on the roof.

To build this center would be a huge civic undertaking, but not out of proportion to Atlanta's future role as hub of the growing Southeast. The 1946 Lochner report proposed a consolidated rail center on North Avenue outside the downtown business district. However, the Commission believes that transportation facilities must be located at the heart of the metropolitan area, not dispersed. They must be close to government, financial and trade facilities.

Another downtown need is for the construction of a central transit depot. An excellent location is on the site of the present Union Station extending west to the Spring Street viaduct. The Lochner report proposed a central transit depot located between the Forsyth and Broad Street viaducts over the air rights of the Georgia Railroad. The Commission's depot would be larger.

It would be the turn-around point for transit vehicles originating or terminating in the downtown district. Express vehicles moving out of the depot would use the widened Spring Street artery for distribution to the expressways and other main radials.

A third major need is for construction of a large trade or merchandise mart along the new Trinity Avenue boulevard. This need has long been felt. The mart would provide permanent display space, offices, large exhibit rooms, and storage facilities for a wide variety of products.

It should be located near the heart of the district in which regional functions are carried on, not dispersed. The proposed downtown site would be near rail, truck, transit, shopping and hotel facilities.

It is also suggested that a large medical center might be built around the facilities of Grady Memorial Hospital. This will take much further technical study.

Downtown Redevelopment

Another series of measures proposes the rebuilding of certain downtown sections.

One calls for the development of a large government center and park mall around the State Capitol, the City Hall and the County Court House. Despite the rough terrain, such a project would be practical and desirable. The mall would extend from Memorial Drive to Edgewood Avenue, tying in with the expanded campus of the Atlanta Division of the University of Georgia.

The downtown mall would have several functions. It would be a beautiful park around the government building — and downtown Atlanta badly needs more park space. It would develop on its flanks a variety of shops and retail stores which, because of the park location, would have a unique attraction to both local and out-of-town shoppers. It would be an educational center. It would also furnish an excellent setting on its flanks for large, modern hotel

structures — which Atlanta badly needs.

Another proposal is the redevelopment of a large area bounded by Piedmont Avenue, Highland Avenue, Boulevard and Edgewood Avenue east of the downtown business district.

This area now contains one of Atlanta's worst slums. As it now stands, it is a definite menace to the future health of the downtown area (to say nothing of the health of its residents). Lying between the Peachtree and Boulevard ridges, it offers excellent redevelopment possibilities.

It could be converted into a large civic center to contain an art museum, library, large convention auditorium, recreational facilities and downtown park areas. The buildings could be located along the ridge slopes with park areas and possibly a small lake in the hollow.

The Commission has urged this as the site for the proposed "world's fair" now being considered by local leaders. This unique fair location would be near downtown transportation, hotel and recreational facilities. The fair development would wipe out slums and leave permanent civic improvements.

This idea is not to be taken lightly. A downtown fair site would appear both economically sound and psychologically attractive. It is discussed further on page 92.

The Commission also believes that a unique shopping mall should be developed along Ponce de Leon Avenue in the future. This mall could feature exclusive retail shops, tower apartments, green parkways and a wide boulevard along the ridge.

These proposals for Metropolitan Atlanta's "Golden

Heart" are more than simply a series of unrelated ideas. Each ties in to the concept of the central area's long-run function as a regional and metropolitan center — a specialized function that can be shared with no other district in Metropolitan Atlanta.

CENTRAL DECATUR IMPROVEMENT

A similar program of central district improvement should be undertaken in Decatur, the metropolitan area's other county seat. Long-run trends point to a steady growth in Decatur's commercial importance.

A plan for central Decatur might feature a large open mall between the Court House square and the Georgia Railroad tracks. The mall could contain green park areas, a civic center and various public and semi-public buildings. A large railroad passenger station serving the entire eastern part of Metropolitan Atlanta could be located near the south end of the mall. Broad boulevards through the mall could go under the tracks to tie in with Agnes Scott College campus.

North of the Court House square, the business district should be greatly expanded. New shopping facilities should be planned with ample off-street parking, park areas and sidewalk space. West of the mall and square, a large, specialized office building area could be developed primarily to provide space for regional offices of national corporations.

Great possibilities are offered by such a plan. In light of current expansion trends in DeKalb County, it should be considered as soon as possible.

FUTURE ARRANGEMENT OF INDUSTRY

Metropolitan Atlanta's future pattern of industry will be set by the continuing trend of plant decentralization.

This decentralization is normal. Locally it fits logically into good planning, making possible the development of a broad, well-balanced, integrated metropolis. No vacuum need exist in the central areas as a result of this trend. Under a positive planning program, abandoned near-in sites can be used for non-industrial purposes or made available to industries serving only local markets.

All of the dispersed plants need not go to the rim districts. The Commission believes, that with careful zoning, many new firms in the future will be able to locate close to neighborhood areas in compatibility with residential uses. New standards of industrial plant design and mechanisms for the control of odors, fumes and noise will make industry a "better neighbor".

According to careful estimates, Metropolitan Atlanta will probably need to develop about 6,000 more acres in industrial sites by 1960.

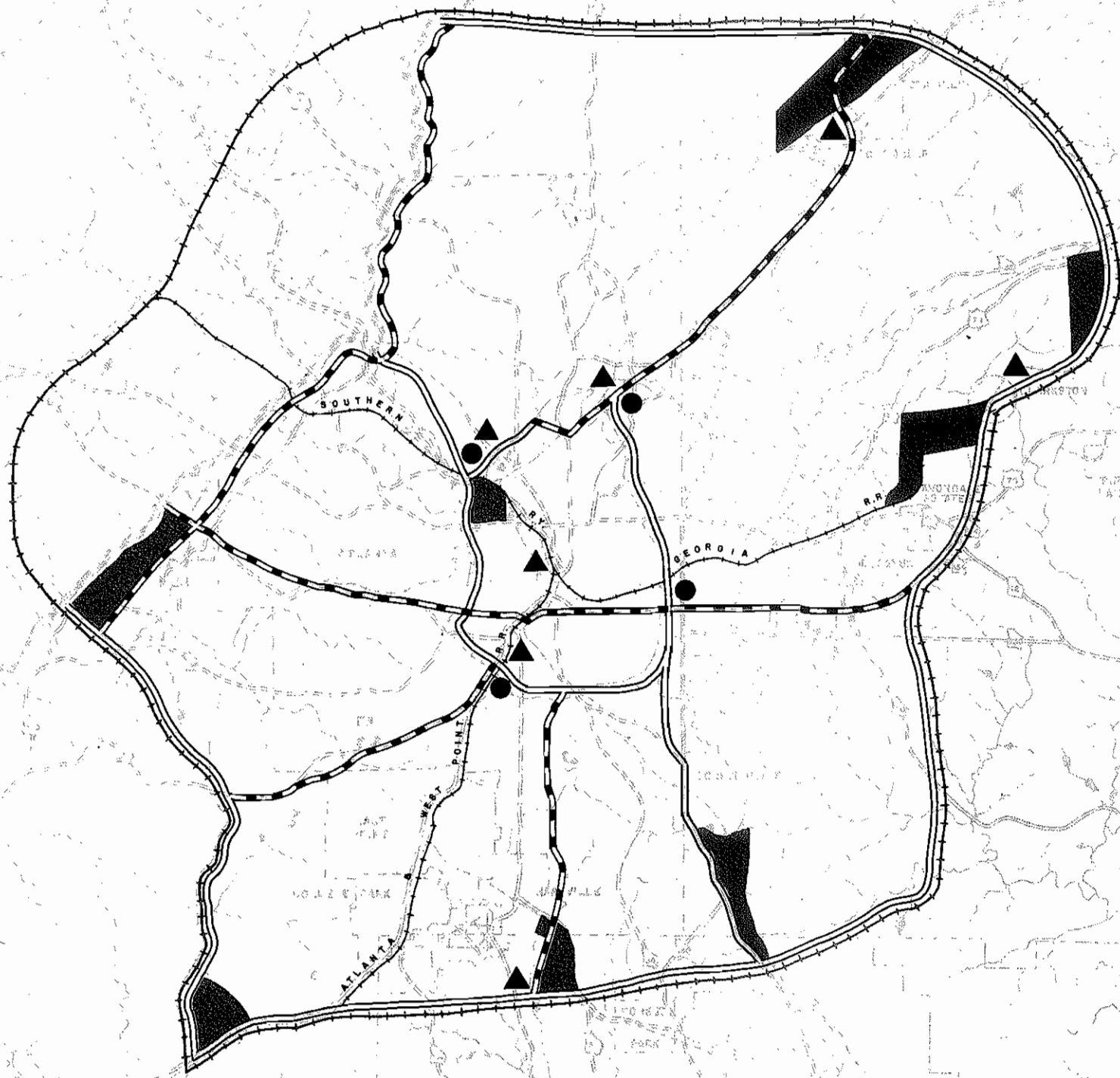
This huge increase would double the present industrial acreage. It calls for developing as much new industrial

land in the next eight years as was developed in the past 90 years.







The industrial land requirement figures are even more startling when projected farther into the future. Between 1960 and 1970, local needs will increase by another 8,000 to a total of 20,000 acres. Between 1970 and 1980, an additional 10,000 acres will be required for industry.

These figures are based on a projection of local economic activity into the future. They also take into account technological trends in plant design and operation.

Major assumptions behind these estimates should be set forth. It was assumed that the metropolitan area's economic up-trend would continue (along with that of the Southeast) until the region's economy "catches up" with the rest of the nation. It was assumed that manufacturing would account for an increased share of local payrolls. Within manufacturing, for which a 60 percent gain in employment was predicted by 1980, it was estimated that the non-durable goods labor force would gain only 28 percent compared with an increase in durable goods workers of 109 percent.



**PROPOSALS FOR
FUTURE INDUSTRIAL GROWTH**

-  INDUSTRIAL EXPANSION DISTRICTS
-  CONSOLIDATED TRUCK TERMINALS
-  NEW WAREHOUSING DISTRICTS
-  PRIMARY TRUCK ARTERIES
-  TRUCK-AND-PASSENGER HIGHWAYS
-  RAILROAD BELT LINE

It was also assumed that adequate labor supply would be available to meet future needs; that capital would not be lacking; that utility facilities would expand to meet future demands; and that needed improvements in transportation facilities would be made (see later).

INDUSTRIAL EXPANSION DISTRICTS

The regional land use plan calls for eight large industrial expansion districts to meet Metropolitan Atlanta's demand for new industrial sites in the years ahead.

In choosing these areas, the Commission took into account the different types of locations and facilities needed by different types of industries, the present and future availability of utility and transportation services, and other pertinent factors. It studied dozens of sites in a preliminary way before selecting the eight locations.

The industrial expansion districts were also chosen from the viewpoint of community as well as industrial planning. They were fitted into the overall land use pattern.

The eight proposed expansion districts are shown on the map on the following page. They are discussed below.

(1) *Peachtree Industrial Boulevard*. This district along the Southern Railway in northern DeKalb County is partly developed, but should be expanded farther north and northwest. It is already the finest industrial district of its type in the area. Its main use is for assembly, light manufacture and distribution plants; as a minor function it might serve as a site for local distribution functions. Someday it may be the southern end of a long industrial corridor extending to the proposed Buford Dam vicinity.

(2) *East Ponce de Leon (DeKalb Industrial Way)*. This district is also under development at present. Located east of the City of Decatur on the Georgia Railroad, it can grow to the east in open land around and beyond Scottdale. It is ideal for light manufacturing or processing for local and regional distribution functions.

(3) *Tucker*. Excellent factory sites are available south of the unincorporated town of Tucker between the Seaboard Air Line and Georgia railroads in north DeKalb County. The land is suitable for all types of industry.

(4) *Constitution*. This is an undeveloped open district lying along the Southern Railway's Macon line in southeast DeKalb County. It contains a large area of rolling land well suited for large manufacturing plants.

(5) *Hapeville-Clayton*. This district lies southeast of Hapeville and northwest of the Army's Conley Depot on the Central of Georgia tracks in north Clayton County. Its broad plateau offers fine sites for large assembly or light manufacturing plants. Its nearness to the Municipal Airport will help determine the nature of its development.

(6) *Red Oak*. Large acreages of good open land are available at the intersection of the Atlantic Coast Line and Atlanta and West Point railroads southwest of College Park. This district is well located for heavy industry; it is isolated from residential sections though fairly close to a

large labor supply in the Tri-Cities and south of Atlanta. Its location at the rail junction also gives it advantages as a distribution point.

(7) *Chattahoochee River*. This is a rolling land area along the Chattahoochee River south of Gordon Road in west Fulton County. It is now owned entirely by Fulton County, which formerly used it as a prison farm. Downstream from the intakes of local water systems, it is available for water-using industries. It could be served by spur lines from both the Atlantic Coast Line Railroad and the Southern Railway.

(8) *Northwest*. An existing industrial district in the northwest section of Atlanta can be greatly expanded in the future. It is not a "rim" area, but is fairly well out and set off by the rolling topography. It is served by five railroads. On the line of northwest rail travel, it is well suited for distributive activities.

In these major districts, a large part of Metropolitan Atlanta's industrial expansion needs can be met in the next 15 to 20 years. Altogether they will provide 10,000 to 12,000 acres within the 300-square mile area.

ADDITIONAL ACREAGE NEEDS

An additional 10,000 industrial acres will be needed in the long run. This acreage can probably be made available largely as follows:

a. *Special warehousing districts*. Some of the industrial expansion districts will undoubtedly contain warehousing facilities. In addition, several well-located smaller areas are proposed for specialized warehousing operations. Four would be located near the industrial districts: one adjoining Peachtree Industrial Boulevard, one between the Tucker and East Ponce de Leon districts, one next to the Hapeville-Clayton district (primarily to serve for air freight traffic), and one in the northwest district. A fifth would be located along the Southern Railway and the northeast expressway leg in north central Atlanta.

Two others would be in downtown Atlanta. One is already being developed by the Atlantic Coast Line Railroad along the new West By-Pass. The other, in the Glenn-Whitehall section in south Atlanta, is now being considered as an industrial redevelopment area by the Atlanta Housing Authority. These two central districts are needed by firms with local or metropolitan markets.

Altogether, these warehousing districts would add about 1,000 acres to the future industrial total.

b. *Scattered industrial sites*. As already mentioned, industry is rapidly getting to be a "good neighbor". Advances in plant design and operation are making possible the location of many types of plants fairly close to residential sections. Traffic generated by these plants would continue to be a hazard; however, even this can be kept down with the building of arterial highways to pick up the traffic and move it out of and past the neighborhoods.

The controlled spotting of plants throughout the area

will be largely a matter of wise industrial zoning. In the future, it may become possible to accurately classify industry on the basis of its effect on its environment. In other words, industry can be regulated on the basis of performance rather than type. This new zoning policy would be an advance in intelligent land use regulation.

It is not possible to estimate the number of acres that might be occupied by new "scattered" industry in the future. However, it is likely to be substantial.

c. *Outside dispersal.* As already implied, some part of Metropolitan Atlanta's future needs for industrial acreage will be met by plants located outside the 300-square mile area. This trend may be accelerated by the Federal defense plant dispersal program, which in the case of highly-strategic plants will require dispersal distances of 20 miles or more from existing concentrations.

This means that plants that are technically part of Metropolitan Atlanta's industrial pattern will be located in Norcross, Duluth, Roswell, Palmetto, Lithonia, Marietta and beyond. Every effort should be made to keep the areas between Metropolitan Atlanta and these new industrial sites open and semi-rural.

A large part of the employment in these dispersed plants will probably continue to come from the 300-square mile metropolitan area, at least in the beginning. A similar case in point is the present Lockheed operation near Marietta, the bulk of whose workers commute from the Atlanta urban area.

Each of the industrial expansion districts should be developed according to careful plans. Each development or expansion should be scheduled to meet needs as they arise.

As indicated, the Peachtree Industrial Boulevard and East Ponce de Leon districts are already in operation. They are being developed according to good planning and their expansion is simply a matter of preparing for additional sites and extending needed facilities.

The northwest district is also partly developed, although according to no plan. Site plans are now being drawn for the Chattahoochee River area under a new Fulton County industrial development authority. Tentative plans are also being worked up for the Tucker district. Nothing is as yet definitely planned for the development of the Constitution, Hapeville-Clayton or Red Oak districts.

On page 85, the Commission is proposing immediate steps to be taken to develop or expand certain of these districts. The most important factor is the need for expansion sites for defense industry under the new Federal dispersion program.

RAILROAD BELT LINE

Railroads are usually taken as "given". Rail lines, interchange facilities, terminals and yards involve huge investments. Major changes are usually regarded as so costly as to be out of question.

However, the Commission prefers to take the long-

range view that such major changes in Metropolitan Atlanta are not only possible over the long run but inevitable. Future industry will be concentrated in districts at the periphery. Rail activity in turn will decentralize. The competition of trucks will call for faster handling of rail freight. The present rail interchange system is costly and cumbersome. All of these trends point to major changes in the rail pattern, with or without plan.

One major change that the Commission believes to be economically feasible in the long run is a belt line circling the entire metropolitan area. The trends show that most near-in future industry will be of the type serving primarily the metropolitan markets; this means truck rather than rail handling of most of the near-in freight. The railroads face a long-run loss of downtown revenue; their overall freight revenue will increase but it will come largely from decentralized industry.

Less than half of local rail freight traffic now originates or terminates in Atlanta. In the future, this proportion will probably grow greater, but the local points of origin or destination will be on the rim, not downtown. This outlying industry will demand services that cannot be adequately rendered by a complicated system of near-in interchanges — or without a belt line to speed up traffic movements.

Major parts of a railroad belt line will probably be built anyway in the normal course of events. As the industrial expansion districts develop and expand, they will be connected by rails. For example, such connections can be expected between the Red Oak and Hapeville-Clayton districts and between Tucker and both the Peachtree Industrial Boulevard and the Ponce de Leon districts. In other cases, existing main rail lines will form parts of a belt — the Atlantic Coast Line on the southwest and the Georgia on the east, for example. In still other cases, the spurs into the new districts will serve — as in the case of the projected Atlantic Coast Line and Southern spurs into the proposed Chattahoochee River district.

The Commission therefore proposes the long-run objective of a 60-mile railroad belt line to circle the entire 300-square mile future area. With the Outer Belt Highway for trucks, it would be the "boundary line" of the urbanized area. A proposed general location of this belt is shown on the map on page 72.

The belt line would tie together the decentralized industrial rim districts. A belt line of this size would be possible only because Metropolitan Atlanta has no major physical barriers which in other cities have forced growth in one or two directions. There are many examples of urban belt lines that have tied together existing industrial areas too close in to the center of the city. Later decentralization of population and industry has left them unable to carry out their original belt line functions.

The Commission realizes that here is an instance where the public interest might cause a hardship to private

operators — a hardship here in the form of a huge capital outlay for relocation of existing facilities and development of new ones. This might justify large-scale public assistance in the belt line project.

It might also argue for the creation of a quasi-public authority similar to those set up in New York, Boston and New Orleans. These authorities utilize private financing wherever possible and obtain additional funds through the marketing of bonds to the public. Belt line facilities constructed in this way could be leased to the railroads.

OTHER RAILROAD PROPOSALS

An important element of the belt line proposal is the subsequent development of consolidated interchange facilities along the belt line route. These interchanges would take the place of existing near-in facilities maintained separately by each railroad.

The Commission suggests five sites for possible future interchange yards, located at strategic points of penetration around the belt line. These locations are shown on the map and are described generally as follows: a facility in Cobb County to serve the Southern, Seaboard, N. C. and St. L., and Louisville and Nashville lines on the west and northwest; a facility at Doraville to serve the Southern Railway from the northeast; a facility at Tucker to serve the Seaboard and Georgia railroads from the east and northeast; a facility near Forest Park in Clayton County to serve the Southern and Central railroads from the southeast; and a facility near Red Oak to serve the Atlantic Coast Line and Atlanta and West Point routes from the south and southwest.

Each interchange yard would cover from 25 to 50 acres. Each would include facilities for both rail-to-rail and rail-to-truck interchange.

These belt line interchanges would minimize the volume of freight traffic moving through the metropolitan area. Through trains could be diverted around the belt after depositing and picking up cars at one or more of the interchanges. Belt line engines could circle the area continuously, switching cars from one yard to another.

The Commission has another major railroad proposal: that all future rail movement into the central area be consolidated to flow over three instead of ten lines.

The three original "ridge" approaches could logically be used. In the northwest, the Seaboard, N. C. and St. L., and L. and N. could move into the area over the Southern's tracks. The Central of Georgia, the Southern and the A.C.L. could use the A. and W. P. tracks from the southwest. The Southern and Seaboard could use the Georgia Railroad's tracks from the east (and northeast).

This would eliminate many tracks running through residential sections. It would not affect service to near-in industrial sections, however. For example, industries along Northside Drive and around the Atlantic Steel plant could be served by spurs from the northwest line instead of the

through routes of the Seaboard and Southern.

These three consolidated rail approaches would also make possible the building of badly-needed suburban passenger stations. One station in Decatur could serve the entire eastern part of the metropolitan area. Another in the Bolton vicinity could serve the west and northwest, and a third in East Point or College Park could serve the south and southwest.

CONSOLIDATED TRUCK TERMINALS

The Commission proposes the building of four consolidated truck terminals to take the place of present scattered facilities. Truck traffic will increase greatly in the future.

The volume of both short-haul, less-carload freight and through freight will expand. Additional truck terminal facilities will be needed to handle this added volume. The consolidation of facilities will be necessary not only to make this handling efficient, but also to reverse the trend of truck congestion on local streets and highways.

Consolidation of Atlanta's truck interchanges has been sought for years. In a supplemental report to the 1946 Lochner study, DeLeuw, Cather and Company proposed that a single union trucking terminal be located in the northwest section of the city.

The Commission believes that the rapid decentralization trends since the time of that report would argue against a single site. The area's truck-route pattern has scattered widely in all directions. The distances between new industrial and warehousing areas is now so great that a single consolidated truck terminal would be disadvantageous to most operators.

The Commission's proposed multiple centers would each be located about five miles from the center of the city and would serve a different quadrant of the metropolitan area. Each of the four terminals would be located at the intersection of the Inner Belt Highway (truck) and a major intercity artery. Each would be situated so as to serve the downtown industrial and warehousing sections and to provide short-haul and pick-up and delivery service for the large industrial districts and warehousing areas near the metropolitan rim. Most freight interchange between trucking companies could be handled without the routing of trucks through the central business districts.

The map on page 72 shows the general location of each proposed truck terminal. It also shows the routes of the proposed new arterial highway system which should be designated as primarily truck arteries.

The northwest terminal would be located on the new Bolton Highway; it would be a collection and distribution point for all traffic moving in and out of the northwest corridor. The northeast terminal would be placed on the northeast leg of the Central Expressway to handle traffic now moving in and out on the Buford Highway. The southeast terminal would be located on Memorial Highway (now Memorial Drive), the east-west artery tying

in with the truck route of Highway 78. The southwest terminal would be generally near the present location of the Farmers Market on Murphy Street.

Each terminal would be between 25 to 50 acres in size. It would contain one large interchange shed used commonly by all carriers and would provide ample storage space for motor trucks and office space for companies operating out of the terminal. Each should be made so

FUTURE AIR FACILITIES

Metropolitan Atlanta is a natural hub of air traffic on direct routes connecting major sections of the nation.

Its air traffic is growing rapidly. Additional airport facilities will be needed in the near future to meet the increasing load.

In this report the Commission is suggesting the number and type of facilities that will probably be needed. These are "non-technical" proposals based on trends in future air traffic volume and overall planning considerations rather than points of aeronautical engineering. They try to fit air facilities into the future land use pattern.

Detailed technical studies will be made later.

PRESENT LOCAL FACILITIES

Air traffic is divided into three classes: commercial, military, and private.

Atlanta's Municipal Airport handles nearly all of the metropolitan area's commercial traffic. Owned and operated by the City of Atlanta, it is one of the nation's finest "intercontinental" airports.

In 1949 it stood seventh among U. S. airports in the volume of commercial air traffic and fifth in peak hour traffic. In 1951 it handled more than 570,000 passenger arrivals and departures. This involved an average of 200 landings and take-offs by scheduled airline-type aircraft every 24 hours and peak-hour loads of a landing or take-off every 2½ minutes.

The airport's cargo freight traffic is also heavy and rapidly increasing; more than 500,000 tons were handled in 1949. The port also takes care of a heavy volume of private-type aircraft traffic despite the recent building of new small-plane facilities within the area.

Military traffic is concentrated at the U. S. Naval Air Station at Chamblee and Dobbins U. S. Air Force Base near Marietta. This traffic will become heavier as bomber production gets under way at the Lockheed plant near the Dobbins base.

Private and non-airline commercial flying is centered mainly at three small fields in addition to the Municipal Airport: Fulton County Airport, Parkaire Field and Gunn Field. Other smaller facilities are Bellah Field near Stockbridge and Brown's Lake Field near Campbellton.

The Fulton County Airport was built in 1946 to help divert small aircraft from the Municipal Airport. Financed

attractive that truckers now operating their own facilities would gradually shift to the consolidated facilities.

The method of constructing and operating these consolidated terminals will take a good deal of technical study. As most trucking companies are relatively small, other cities have found it necessary to build consolidated terminals with public funds and lease the facilities to the companies on a use basis.

by the Fulton County 1946 bond issue matched with Civil Aeronautics Administration funds, it is a model small port now serving about 100 private aircraft.

Parkaire in Cobb County and Gunn in DeKalb County base about 45 planes between them. Bellah and Brown's Lake fields base a total of only about a half dozen planes.

IMMEDIATE AIRPORT NEEDS

In the immediate future, the most important need for local air facilities is continued improvements at the Municipal Airport. Existing facilities are congested; at times as many as 22 scheduled aircraft are waiting to enter ramp loading areas which now have only 12 gate positions. A large improvement program is now underway; runways are being lengthened and new ramp loading areas built. This work must be pushed ahead.

Further improvement in the future will be greatly complicated by almost revolutionary technological changes in aircraft themselves. Airport design will be radically affected; the use of jet engines on commercial aircraft, for example, will change the system of passenger loading and even the location of terminal buildings on the port.

In light of these unpredictable developments, it is fortunate that Atlanta has not yet erected a permanent terminal building at the Municipal Airport. Further delay in building a new structure will give an opportunity to see what technical changes will come about in the immediate future. The new building can later be properly located in terms of up-to-the-minute specifications.

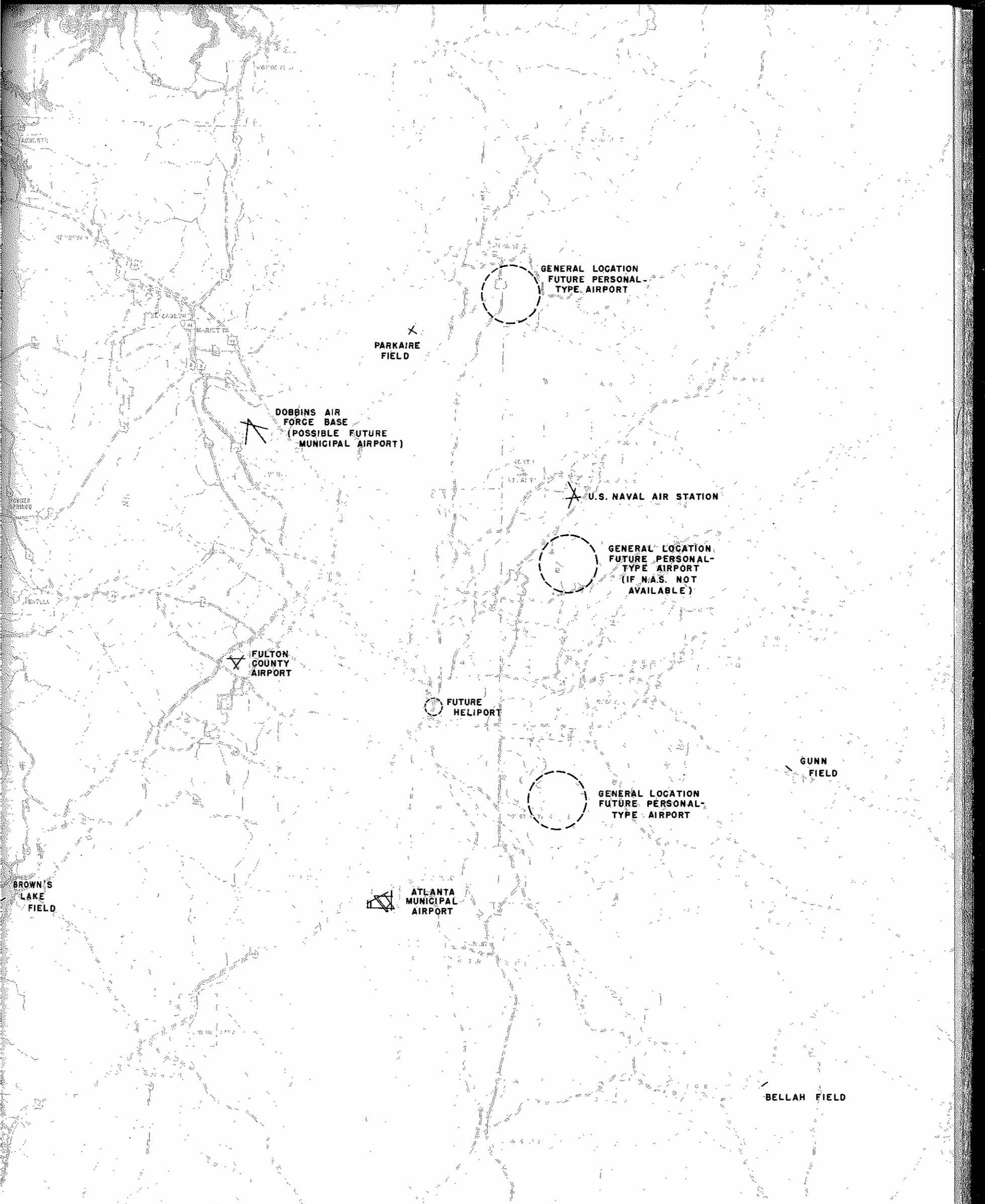
However, ramps, aprons and loading areas should continue to be extended and improved in the meantime.

FUTURE COMMERCIAL TRAFFIC

Metropolitan Atlanta's commercial airline passenger volume is gaining sharply. By 1960 the number of arrivals and departures at the Municipal Airport will probably quadruple — that is, reach nearly 2,000,000 per year.

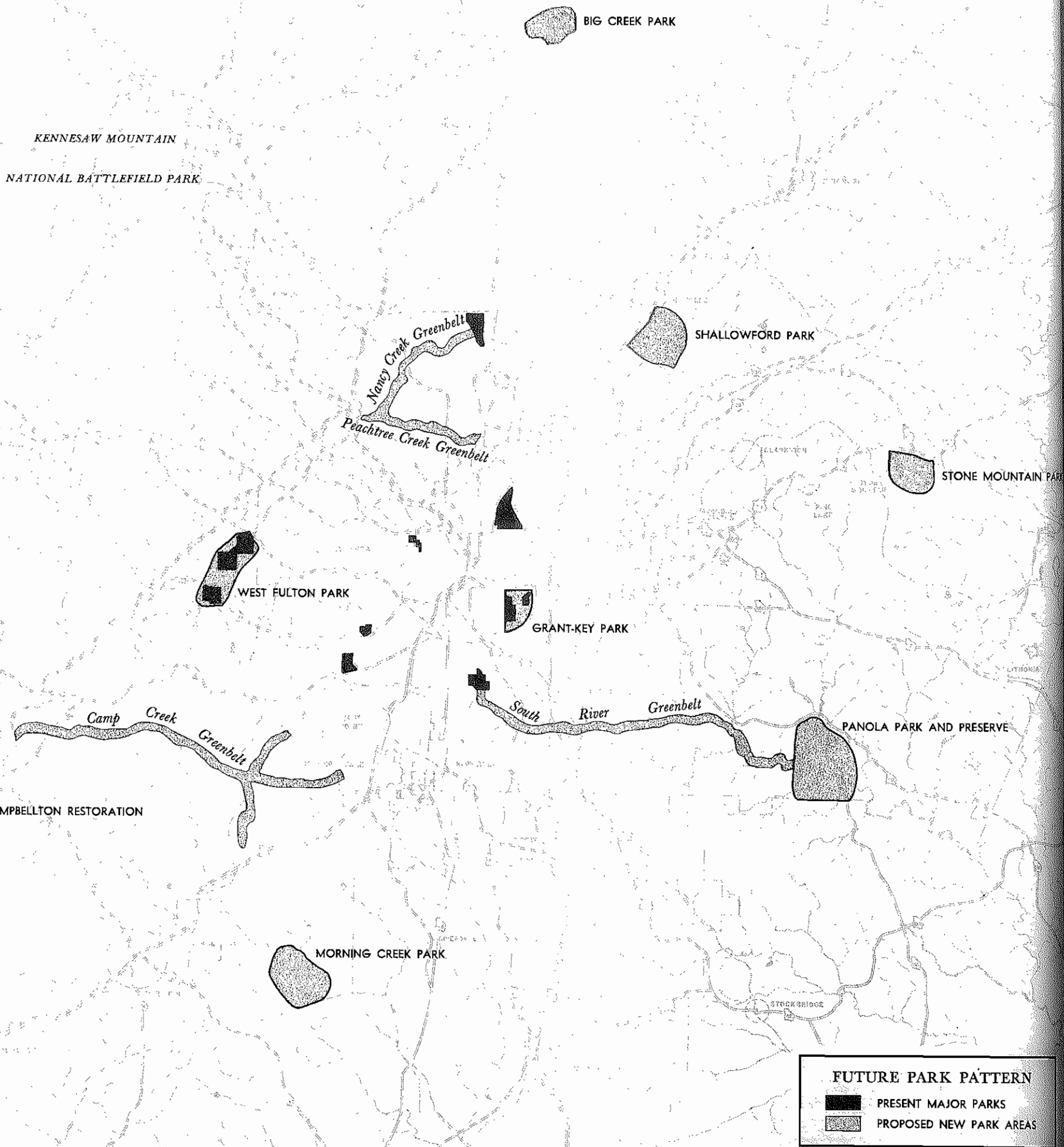
The time will come, possibly by 1965 or 1970, when a second large airport will be needed for the Atlanta area. Advance planning should start soon.

Two possibilities in particular should be considered. One is separation of passenger and cargo traffic between the two future major ports. The other is possible use of Dobbins Air Force Base as the second large facility.



FUTURE AIRPORT PATTERN

Showing existing facilities and general location of proposed new airports



Designation of one of the airports as all-cargo and the other as all-passenger would be in line with trends elsewhere. Air cargo volume in 10 or 15 years will undoubtedly be large enough to support an exclusively cargo operation for one major facility.

Dobbins Field is a large and excellent facility. Its future availability as the second large municipal port will depend on the U. S. Air Force. It is about 20 miles from downtown Atlanta and directly accessible by way of Marietta Highway and the proposed northwest leg of the Central Expressway. This facility could be used both as a municipal airport and as a site for aircraft production.

If Dobbins Field cannot be had, several other good sites are available. The second major facility might be built in stages. It could first be developed as a secondary or feeder-type field to serve private, executive, and non-scheduled air carriers, and then expanded later.

FUTURE PRIVATE TRAFFIC

At least 600 private and executive aircraft will operate in and out of the Atlanta area by 1960. This would triple the present number of local aircraft registrations.

The Commission suggests the need for at least three new small airport facilities. Possible general sites for these ports are shown on the opposite map.

Private aircraft in Metropolitan Atlanta are not owned primarily by higher-income groups. Present ownership is widely scattered. This fact, and the increased use of aircraft by industrial firms, are major considerations in locating new commercial facilities.

One suggested site is north of the metropolitan area beyond the Sandy Springs-Dunwoody section. A second is in the northeast section and a third in the southeast.

An excellent location in the northeast would be that of the Naval Air Station. If and when this property reverts to DeKalb County (its original owner), it can be profitably operated or leased by the county. Of course, it can hardly be expected to revert to civilian use during the defense emergency. But in the long run it will undoubtedly become inadequate for the Navy's needs. The landing strips will not even take the more advanced military planes at present and the topography makes extension of the strips impossible. From every angle, however, the facilities are adequate for small commercial operations.

FUTURE PARKS AND GREEN SPACE

Metropolitan Atlanta's greatest asset is its abundance of open space — green, rolling countryside cut through with ridges and small streams.

The *motif* of any future land use plan must be green. Downtown areas that have eliminated green must be opened up again. Outlying green areas must be protected in the face of outward expansion. There is no reason why

Small commercial airports in the future will look quite different from present facilities. Technical developments in light-plane flying will make it possible to use one or at most only two runways regardless of wind conditions. New ports therefore would probably need no more than 40 or 50 acres. Rectangular in shape, they could be located on a single ridge at much less cost than present multiple-runway fields.

Also needed in the near future is a downtown helicopter field (heliport). This facility would provide shuttle services to the municipal airports and carry air mail between airports and downtown post offices.

An ideal location would be on the top of the combined transportation center proposed earlier (page 70). It could also be located on the top of a large office building at an elevation not dominated by higher structures.

AIR TRAFFIC AND PLANNING

The planning of new airport facilities ties in closely with overall land use planning.

Airports must be located so as to keep down noise and vibration in residential areas and minimize the danger of accidents. Commercial airports should be located near major traffic arteries.

It is essential that areas adjacent to airport facilities be kept open or occupied only by such uses as would not be blighted or endangered by air traffic. Residential districts definitely must not be allowed to build close to airports. This common-sense principle of land use is already violated in the Atlanta metropolitan area.

Few air experts are willing to predict the kind of aircraft that may be in common use in the future or the type of ground facility that will be needed. Jet or atom-powered engines (among many other developments) will have a profound effect on commercial airline operations. Drastic changes may be called for in airport design; ever longer runways may be needed and much greater protection of person and property in the airport area.

On the other hand, the "heliplane" may make it possible for thousands of people to fly from facilities not much larger than the average backyard.

These and other possibilities are major reasons why the Commission has geared its suggestions to the near rather than the distant future.

Atlanta cannot continue to be beautiful as well as efficient; indeed, beauty has a great deal to do with man's efficiency.

There are several ways to introduce and preserve green areas throughout the metropolis:

1. Land in private or institutional hands can be kept green. Atlanta is already famous for the trees, shrubs, lawns and gardens of private residences and institutions. From

the air, Atlanta seems to be buried in green. This should continue to be the local pattern even in face of huge expansion in population, industry and commerce. Good zoning is a major factor, but the attitude of private property owners is the greatest single force.

2. Green can be introduced as an adjunct to other land uses. Schools and public buildings, for example, should be surrounded by green space. Of equal importance in the future is the "greenbelting" of arterial highways. Expressways and even lesser arteries should be flanked with 50 to 100 feet of green sections on both sides, even in the downtown areas.

3. The most obvious way to provide green space is in public parks. There are many kinds of parks, ranging from small "triangles" of shrubs and bushes at traffic intersections to huge metropolitan recreation areas. All types have their place and all are important.

In 1922 the City Planning Commission stated that it would be "profligate waste" for Atlanta not to make full use of its green resources. It urged that "thousands of acres" in the outlying sections be set aside for both formal and informal park development.

Thirty years later, the Metropolitan Planning Commission is urging the same thing. It is not too late to put large acreages of undeveloped and unspoiled land into public ownership for the general good. Parks must be set aside for a population of 900,000 people. In doing this, the community will spend today to create and preserve new property values in the future.

Local municipal and county governments now maintain 85 recreational and park areas containing about 2,750 acres in the 300-square-mile metropolitan area. There are no Federal or state lands in local recreation use. *On the basis of minimum need standards, Metropolitan Atlanta will need at least 12,000 acres in park and recreational areas by 1980.*

In this regional land use report, the Commission is concerned primarily with the larger metropolitan-type park areas. Large tracts must be set aside for these purposes and their general location must tie in with the future overall pattern.

However, the Commission recognizes that the heart of any public park program is its system of small neighborhood parks. These sites cannot be planned ahead of time on an overall basis except in terms of specific total acreage objectives throughout the entire future metropolitan area. Numerous parks of this sort must be located within walking distance (ideally about 1/2 mile) of the populations which they serve.

Metropolitan Atlanta has many of these small parks at the present time. At least 1,000 acres of the proposed 1980 total should be devoted to them. To the extent possible, they should also serve as the sites for neighborhood schools, community houses and civic centers.

METROPOLITAN PARKS

Metropolitan parks should be large. Their function is to give a wide variety of recreational services on a scale that would attract attendance and participation from dozens of surrounding communities.

Within Metropolitan Atlanta today, there are only a few of these areas: North Fulton Park, Adams Park and Grant Park. They do not meet even present needs. The many fine public golf courses are no substitute for the big park that includes a wide variety of facilities for all types of pleasure-seekers. Neither are the privately-owned undeveloped woods, which are nice to look at but unavailable for play purposes.

Major Areas

The Commission proposes the development of four major metropolitan park areas. Two would involve expansion and improvement of existing areas; the other two would be developed from scratch.

Grant-Key Park

Two existing areas — Grant Park and James L. Key Golf Course in downtown Atlanta — should be combined into a large and completely adequate central park.

This large new central park would be available to thousands of people by sidewalk, automobile and public transit. It should have a wide variety of facilities: a major attraction, such as the Cyclorama; a greatly enlarged and improved zoo; an aquarium; a planetarium; and a large concert shell. It would be the logical place for the much-discussed and badly-needed municipal stadium that could hold between 80,000 and 100,000 people. It should also have complete facilities for sports, swimming, picnicking — and general relaxation.

Nearly every great U. S. city has a large central park of which it is proud. It is an essential feature of every well-planned modern metropolis. It must be conceived and carried out on a large scale.

The Grant-Key project would involve slum clearance, which might be handled in connection with the development of the Memorial-Woodward traffic artery. It would also involve outright purchase of a considerable amount of non-blighted residential areas.

West Fulton Park

Near the Chattahoochee River between Gordon Road and Utoy Creek are two large park areas already owned by Fulton County. One is Botanical Gardens, which includes 451 acres of forest. The other is Boulder Park which contains about 200 acres and minimum park facilities.

These two areas could be combined into a large single park of about 850 acres (including the area now in between). In this natural beauty spot, many facilities could be developed for family as well as lodge, club and organized group use. There should be picnic areas, swimming and wading pools, nature trails for hiking and riding, and areas for group-camp and day-camp activity.

This park area would also serve as a buffer between residential areas and the proposed industrial district along the Chattahoochee River.

Panola Park

A large park and preserve could be developed in south-east DeKalb County in the drainage basin of Snapfinger Creek. It would include the wooded area now containing the small but historic community of Panola.

This reservation would contain a large community forest and a lake with the impoundment of Snapfinger Creek above its junction with South River. It would provide for more intensive uses such as picnic areas, play fields, swimming pools and camp sites, and a wide variety of scenic and historic sites. The importance of developing this area will increase as residential and industrial growth takes place in south DeKalb County.

Shallowford Park

North DeKalb County will badly need a large park in the near future. An excellent site is along the north prong of Peachtree Creek between Briarcliff Road and Buford Highway in the vicinity of Shallowford Road.

This park area would serve the growing future population of Chamblee, Doraville, Tucker, Clarkston and North Decatur. The site is now largely wooded.

A large scenic lake for boating and fishing could be developed by impounding the creek. Many other facilities could be provided: a lodge and dining room, picnic grounds for family and group use, camp facilities, and possibly cold weather facilities such as an assembly building and an ice-skating rink. The area could also be used as a site for public facilities such as schools, libraries and community centers to serve the adjacent neighborhoods.

The case for these four large metropolitan parks is made only briefly here. Two main points should be stressed in summary:

- (1) There will be a great need for major parks to serve a future population of 900,000 people plus several hundred thousands from adjacent sections.
- (2) The required park sites in the outlying areas should be assembled as soon as possible while land prices are still within reach.

Other Park Areas

Other smaller metropolitan-type park areas should be considered.

One might be the *Big Creek* area east of Roswell in north Fulton County. This area is full of historic and scenic interest. The beautiful Big Creek Gorge could be developed for recreational purposes down to its junction with the Chattahoochee River.

Another is the north DeKalb section around the water works near *Tilly Mill Road*. Enough land is already in public ownership for the development of facilities for picnicking, play fields, swimming and wading pools.

Also in the north DeKalb area a park is already being

developed along Nancy Creek off of *Ashford-Dunwoody Road*. It offers possibilities for facilities similar to those at North Fulton Park farther to the west.

Still another excellent site lies along *Morning Creek* in Fulton County east of Palmetto and Fairburn. It could serve the Tri-Cities, Palmetto and Fairburn and the Jonesboro and Forest Park areas to the east. Impoundment of Morning Creek would create a sizeable lake.

The Commission is also interested in the possibilities of restoring important historical sites. One might be the Campbellton area along the Chattahoochee River in Fulton County about 15 miles southwest of Atlanta. Former seat of old Campbell County, Campbellton marked a high point in the development of the cotton culture in the mid-1800's. The old town of Campbellton could be restored in much the same way as restoration has taken place at Williamsburg and in some parts of New England, although on a less extensive scale.

A parkway between Campbellton and the proposed West Fulton Park to the north would open up recreational possibilities along the river and in the valleys of Camp Creek and Deep Creek. The U. S. Army Engineers have been considering the erection of a dam across the Chattahoochee River south of Campbellton. If this were done, the waters of both Camp and Deep creeks would be backed up to provide excellent play areas.

Creeks and Valleys

One of the most important and least expensive park programs that could be undertaken locally is the development of creek valleys. It has been urged for more than thirty years, but except for a small area along Peachtree Creek near Bobby Jones Golf Course, nothing has been done to put this practical vision into effect.

The proposed regional land use plan shows green belts or park areas in most creek valleys. Many of these strips could serve as small park areas for adjoining neighborhoods. However, eventually an integrated system of these valley parkways should tie together a large part of the metropolitan area. Development would be relatively simple, calling mostly for clearing and planting and the opening up of pathways.

Three of these valleys might be developed first. One could follow Nancy Creek between North Fulton Park and Peachtree Creek and then follow Peachtree Creek east to Howell Mill Road. Another could run along the Camp Creek Valley between the Chattahoochee River and College Park. A third could follow South River from Lakewood east to the proposed Panola.

These green areas would open up many opportunities for picnicking, hiking, horseback riding, cycling, and possibly even travel by motor vehicle.

REGIONAL PARKS

The regional park attracts patronage and use not only from the locality but from larger regions that may include

parts of more than one state. The Commission is not proposing the development of regional parks by the local governments but recommends that local cooperation continue to be given to all such efforts.

There are several regional parks in or near Metropolitan Atlanta which will also help meet local recreational needs in the future. The nearest is (or will be) the Stone Moun-

tain park development, which is being actively pushed by the Georgia State Parks Authority. Another is the U. S. Corps of Engineers' development at Allatoona Lake and the proposed development by the same agency of future facilities along the lake behind the projected Buford Dam.

The U. S. National Park Service maintains Kennesaw Mountain National Battlefield Park in Cobb County.

A SUMMARY STATEMENT

The proposed regional land use plan tries to give a general vision of what Metropolitan Atlanta tomorrow will — and should — look like.

In a sense, it is a part answer to the question: What kind of a city do we want in the future? But it gives only a rough picture for an answer. It merely outlines the *major* trends and the *major* steps that must be taken if we are to realize our promise.

With this general land use plan as a starting point and with more detailed future plans as blueprints, the citizens of Metropolitan Atlanta can make up their own minds about the kind of place in which they want to live and work and play in 1980.

This much can be claimed for the framework that has been set forth: *it was developed on the basis of facts, to which were added the simplest and most practical planning considerations.* If the future plan looks optimistic, it is because the trends are optimistic. If it appears overwhelming in its proposals, it is because the future is overwhelming in both its promise and its problems.

The people must decide whether the vision that is set forth is the vision that *they* share — and will work for — in the future.

The proposed regional land use plan is based essentially on a double-pointed idea: that our future growth will be outward in our abundant space and that at a certain point in space this outward growth should cease as we consolidate our future area into a well-integrated, efficient and beautiful metropolis.

The plan projects population, industrial and commercial trends into the future. It calls for a large highway network to tie the urbanized 300-square mile area together. It foresees the development of large communities within this network, made up of well-planned neighborhoods and containing needed commercial facilities. It urges special attention to the problem of setting aside land for expansion of the colored population.

It proposes that the legitimate decentralization of commerce be aided, not hindered; that outlying commercial centers be planned to take care of new growth; and that drastic improvement be made to protect the central business districts so that they can carry on their metropolitan and regional functions. It recommends large expansion districts for industry and proposes major steps to improve the transportation facilities on which local industrial health will depend: a belt line railroad, a new system of rail interchange yards, consolidation of rail routes into the central city, and new consolidated trucking terminals.

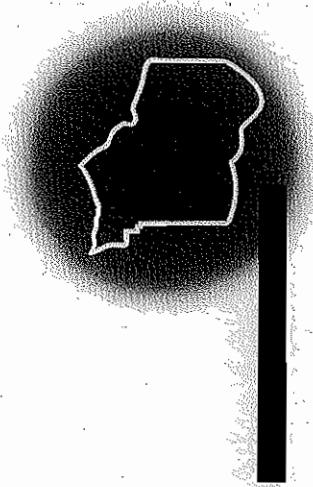
It also points out the need for new airports and for expanded park and recreational areas.

Except for the latter facilities, the land use plan is not concerned with specific future needs for public facilities and utilities. Even the park and airport proposals are tentative and "non-technical". No recommendations are made in this plan on the specific number and sites of needed schools, libraries, fire stations, hospital facilities, or health centers; nor for any specific extensions in water, sewer, gas, electricity or transit facilities.

These specific facility and utility needs will be the subject of studies to be made soon. These studies will result in general "plans" for the future extension of each facility or utility, showing the need in terms of the overall trends projected in this land use study.

Several exceptions are to be noted. The general effect of future population trends on overall school needs is discussed briefly on page 91. Maps showing the existing geographical coverage of the water, sewer, gas and transit systems are shown on page 94. Transit and water are singled out for special statements on pages 95 and 96 because of particular problems which future expansion in these utilities will present.

Even these exceptions are treated as "non-technical".



PART FIVE:

NEXT STEPS IN METROPOLITAN PLANNING

The regional land use plan calls for many more steps and projects than Metropolitan Atlanta can possibly undertake in the near future.

Every major physical improvement that is proposed would be costly. Added together, the total expenditure might appear so staggering as to be out of the question.

Too, even the proposals that do not call for public expenditure will be difficult to put into effect. It is one thing to urge that zoning must control "ribbon" commercial development or classify industry by its performance; it is another to develop the necessary regulations, put them into effect, and make them stick.

It is easy also to show the savings that can be realized if open land is zoned or bought ahead of time for roads or schools or parks needed in the future. It is not so easy to control present land use for a future purpose or to get public funds to purchase that land *before* it is actually needed.

Much that exists is not subject to quick change. Progress is made slowly. Present burdens are heavy.

The Commission recognizes these difficulties. It urges that this proposed regional land use plan be taken for what it is: a general framework of ideas that gives a vision, offers a guide and urges consideration — nothing more. It is projected over a 20- or 30-year period, and in its entirety is not a plan for 1952 or 1954 or even 1960. It looks ahead to a vastly different area in 1975 or 1980.

What is now found to be good and feasible in the plan should be implemented as soon as possible. What does not stand up under technical examination should be improved. What is not feasible now should be set aside until later.

The plan's main feature is its comprehensiveness. It ties together two approaches for the first time: *future projections* of basic trends in population, industry and commerce for Metropolitan Atlanta as a whole; and definite ideas as to the *development pattern* that is indicated by these trends and sound planning aims.

Certain of the proposals in this report need more urgent attention than others. Some call for facilities that are needed by the community today; some command immediate attention because if they are not undertaken soon, it will be too costly and difficult to undertake them later.

In the following section the Commission is singling out for immediate consideration and action several top-priority proposals of the plan. They involve both outlays for public works and programs in which action is more important than funds.

Not mentioned in this section, but urged again here, is the need for early development of uniform comprehensive zoning regulations for the entire metropolitan area. Nothing is more important to future planning.

MARIETTA

NORCROSS

LOCKHEED
BOMBER
PLANT

PEACHTREE
INDUSTRIAL
BOULEVARD

11.8 mi.

9.5 mi.

TUCKER

8.5 mi.

10.2 mi.

ATLANTA

DECATUR

6.4 mi.

CHATTAHOOCHEE

FORT
McPHERSON
U.S.A.

9.7 mi.





TRI-CITIES

RED OAK

9.2 mi.

CONLEY
DEPOT
U.S.A.

TOP PRIORITY INDUSTRY PROGRAM

-  HEAVY POPULATION AREA
-  MAIN INDUSTRIAL CONCENTRATION
-  IMMEDIATE EXPANSION DISTRICTS
-  CONSOLIDATED TRUCK TERMINALS

DEFENSE SITES FOR INDUSTRY

The defense plant dispersion program of the Federal government is the big factor in immediate local programs of industrial expansion.

Announced last August, this program aims to decentralize new and expanding war-supporting industrial plants. It would use space and topography for plant defense against attack from potential enemies. By creating scattered targets, dispersion would reduce the importance and vulnerability of any particular industrial district.

The program is administered by the Defense Production Administration and the Office of Defense Mobilization. Actually, it is a local program; the job of developing decentralized industrialized sites rests with local governments and committees. Local agencies recommend sites meeting minimum defense standards.

Federal agencies reviewing and acting on applications of private firms for Federal assistance will be guided by local recommendations. New war-supporting industrial facilities cannot be built without Federal certificates of necessity, allocation of critical construction materials and in some instances emergency loans. These aids can be withheld if proposed plant sites do not meet defense standards.

Existing industrial facilities are not affected by the program, only new war-supporting plants. Main emphasis is upon the development of new areas where community facilities, utilities and transportation are already available.

The Metropolitan Planning Commission's land use plan calls for decentralization similar to that recommended as a defense measure. As a result, Metropolitan Atlanta is now able to submit specific dispersion plans to Washington. A Greater Atlanta Industrial Dispersion Committee has been set up to coordinate the Commission's two-county plan with development programs in nearby areas.

STANDARDS FOR INDUSTRIAL DISPERSAL

The basic location standard set up under the Federal program calls for dispersion of new plants at least ten miles from "densely-populated" or "highly-industrialized" sections or from major military installations. Highly-strategic plants must be located at least twenty miles away. Topographic conditions are also taken into account; rolling or hilly land is an advantage.

A "densely-populated" section, as defined, contains a total population of at least 100,000 people with an average density of 30 persons per gross acre. A "highly-industrialized" section includes a total of at least 15,000 workers on all shifts with an average of 20 or more industrial workers per gross acre.

Actually Metropolitan Atlanta does not contain either a "densely-populated" or a "highly-industrialized" section, as defined. There are only two military installations that might be called "prime targets" — the Lockheed bomber plant in Cobb County and Conley Depot in Clayton County, nearly 30 miles apart.

These facts indicate that the area is well suited for new war-supporting industrial facilities. The Commission proposes that immediate steps be taken to develop for defense sites several of the expansion districts described earlier.

For purposes of analysis, the Commission has drawn the boundaries of two downtown sections that come closest to reaching the Federal congestion standards. The "population congestion area" contains about 3,350 downtown acres and 98,000 people, giving a population density of 29 per gross acre. The "industrial congestion area" is the 1,600-acre central grid used in the Commission's recent industrial study; it contains about 21,000 industrial workers on all shifts, an average of only 13 workers per gross acre.

IMMEDIATE DEFENSE AREAS

Steps should be taken to activate the following industrial expansion districts for defense sites as soon as possible: the *Tucker* district in DeKalb County, the *Chattahoochee* district in west Fulton County, and the *Red Oak* district, also in Fulton County southwest of Atlanta. Plans should also be made for immediate expansion of facilities on *Peachtree Industrial Boulevard* in DeKalb County.

The districts are shown on the opposite map. Also shown are the distances between them, the two central congestion districts and the two prime military targets.

The *Tucker* district should be given first priority. It contains at least 1,000 acres lying between the tracks of the Seaboard Air Line and the Georgia railroads. It is served by water, sewer and electric facilities; is accessible to a nearby industrial gas line; and is well removed from both the central Atlanta districts and military targets. It occupies a plateau location protected by rolling land.

The *Chattahoochee River* district is within the ten-mile radius of downtown. However, it is well removed from the prime military targets and is extremely well protected by rolling adjacent terrain. Its great asset is the availability of water from the river for cooling and other industrial uses. It lacks utilities other than power at present, but immediate extension can be made of nearby water, sewer, and gas lines. The Atlantic Coast Line Railroad plans to run in a spur from its main line.

The *Red Oak* District is best suited for heavy industry. It is located beyond the minimum defense line at the juncture of the Atlantic Coast Line and the Atlanta and West Point railroads. It presently lacks water, sewer and gas facilities, but they could be made readily available. Only the sewage problem would be difficult to handle.

Expansion of the *Peachtree Industrial Boulevard* district will require little additional work. The area is now fully supplied with all utilities. It is served by the Southern Railway which can run in additional spurs.

Local governments must be the prime movers in developing these expansion districts. Overall coordination can come from the new area dispersion committee and

the Industrial Bureau of the Atlanta Chamber of Commerce. The Metropolitan Planning Commission stands ready to assist.

The Commission believes it is not too early to consider the establishment of a metropolitan industrial development authority to develop local industrial districts. Such an authority might be set up as a quasi-public body which could sell bonds to provide capital for the acquisition, development and resale of properties according to sound site plans. Fulton County has recently set up an authority to plan the growth of the Chattahoochee River district, an excellent step in the right direction.

Two of the four proposed truck terminals — in the northwest and northeast quadrants — should be considered

for development as soon as possible. Their general locations are shown on the map.

The development of these terminals need not wait on the completion of the truck routes proposed as part of the arterial highway system. The suggested northwest location is adjacent to the new Bolton Highway now under construction to handle primarily truck traffic. The northeast location adjoins the route of the northeast leg of the Central Expressway, land for which is now being purchased. In both cases, the sooner property is assembled for the trucking terminals, the better.

These terminal developments would bring some immediate order into the haphazard trucking pattern. The new centralized facilities would act as magnets to attract firms looking for new or additional sites.

ACTION ON EXPRESSWAY

As indicated earlier, top priority in traffic improvement should definitely be given the completion of the Central Expressway system.

Until all segments of this expressway are built, the artery as a whole will not do its work. The local traffic situation actually could become worse rather than better. More traffic will be dumped downtown faster than before, to fight with the through traffic that is bottled up rather than carried through on downtown streets.

The point should be strongly made again, however, that the Central Expressway is only the beginning of the future network of trunk highways that will be needed.

The Commission urges local officials and the public at large to "think big" about the future traffic problem. Improvement of existing streets will not be enough for tomorrow's traffic. Indeed, unless major arteries are built, tomorrow's traffic will be choked off.

As soon as plans are made to complete the Central Expressway (and improvements started on tie-in routes such as Buford Highway), immediate attention should be given to the problem of central east-west traffic.

TRAFFIC ARTERIES TO THE EAST

Most urgent is the problem of traffic to the east between the central business districts and DeKalb County.

Lochner in 1946 proposed a single east leg of the Central Expressway. It would branch off the downtown connector at about Houston Street, move east to follow DeKalb Avenue, cross under the Georgia Railroad into Kirkwood, and then double back north along the Seaboard Air Line spur line to tie in with Scott Boulevard. With this single route, Lochner intended to handle the huge traffic increase from the areas both south and north of Decatur, as well as from Decatur itself.

Many things have changed since Lochner made his excellent study. The post-war boom has come and gone; the definite shadows of a new and different pattern for the

future are clearly visible.

On the basis of the facts about expansion trends since 1946, the Commission has come to believe that not one but two major arteries — expressways of one type or another — will be needed to take care of DeKalb's future traffic volume in and out of Atlanta. The unincorporated sections north and south of Decatur are the fastest-growing sections in the entire metropolitan area. Their growth has only begun. Expansion of the East Ponce de Leon industrial district, development of the Tucker industrial district and building up of new residential neighborhoods will generate huge volumes of truck and passenger vehicle traffic.

The Commission suggests two general rights-of-way to be followed by major arteries to the east. They have already been briefly described. One — the East Expressway — would follow the general alignment of Forrest Avenue between the Central Expressway and Briarcliff Road, tying in with the Ponce de Leon Avenue right-of-way east to Scott Boulevard and Decatur. It would connect the Druid Hills, Clairmont-LaVista, North Decatur Road and Tucker sections with downtown Atlanta and the west. It would connect directly with the proposed West Expressway and give a through route for U. S. 78, the area's major east-west artery.

The other route — Memorial Highway — would follow the general alignment of Memorial Drive. Near-in, this artery could use both Memorial Drive and Woodward Avenue (one block south), or either, for the main right-of-way. By tying in with Gordon Road to the west, it would connect the major industrial districts on both sides of the metropolitan rim. It would be primarily a truck route over its full length, but its east section would also carry the increasing passenger vehicles generated in the growing residential sections of southwest DeKalb County.

A recent DeKalb County grand jury recommended the development of Ponce de Leon between Briarcliff Road and Decatur into a major thoroughfare. The Atlanta City

Planning Commission has long urged the development of the Memorial-Woodward axis. A major highway here might be developed by stages, with near-in sections getting full development in the immediate future and outlying parts being converted into a major artery later on.

The general routes of these two proposed east arteries are shown on the opposite map. Lochner's proposal is also shown. The map indicates how the two east routes would make possible a healthy redevelopment of the slum area east of the downtown business district. It also shows how these roughly parallel east-west arteries would carry traffic through the downtown without dead-end or detour.

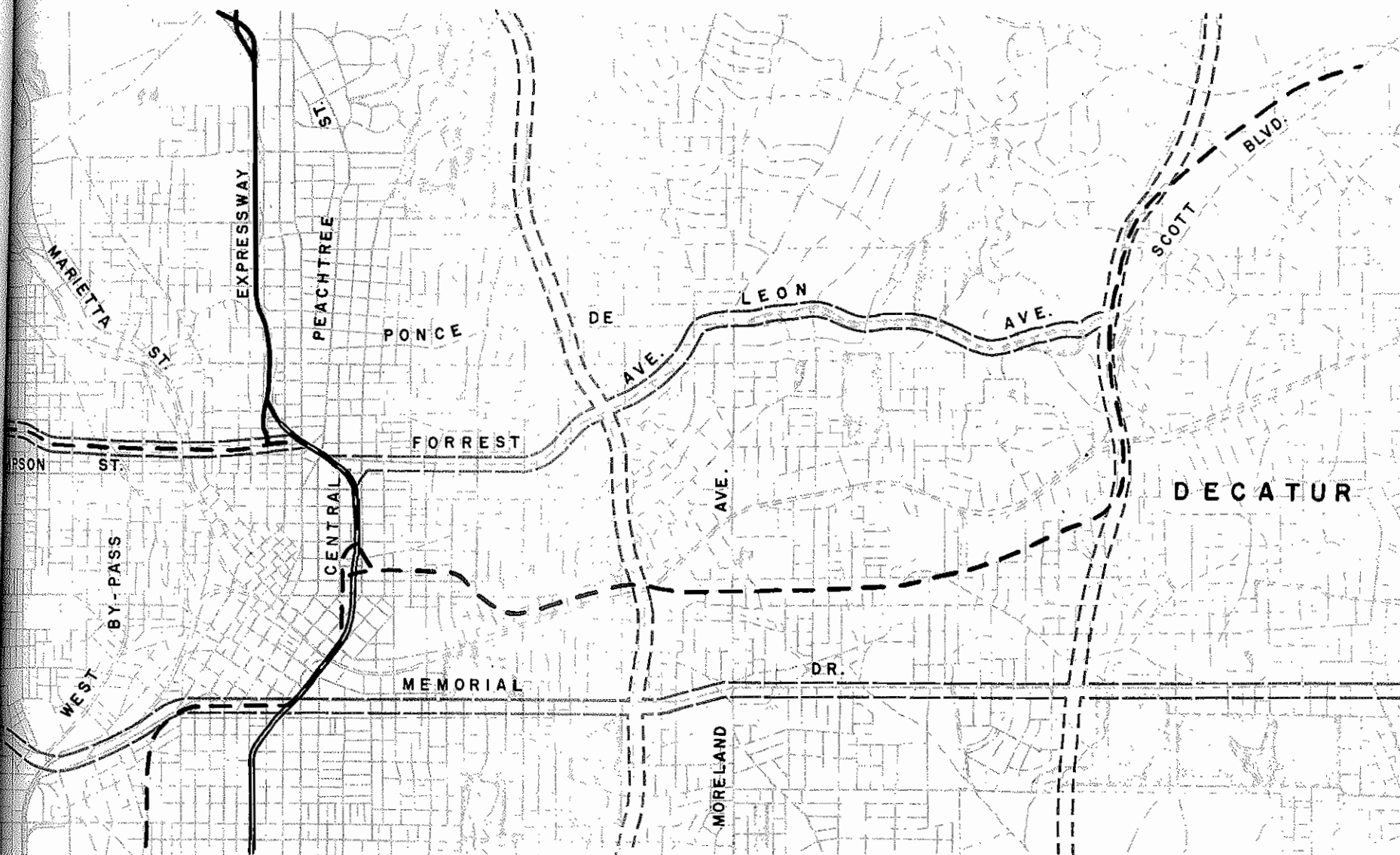
Also shown on the map are parts of the north-south Inner Belt Highway and East Boulevard. These are proposed for future construction. They would complete the arterial pattern in Atlanta's east side.

TRAFFIC ARTERIES TO THE WEST

The Commission also believes that not one but two major routes will eventually be needed to the west. Total traffic volume has not yet reached peak loads, but through traffic on U. S. 78 is heavy and local volume is growing.

For the West Expressway, the Commission endorses Lochner's proposed west leg of the Central Expressway. It moves out north of Simpson Street to tie in with Bankhead Highway beyond Hightower Road (not shown on the map). This would link it with U. S. 78 to Birmingham and the west.

The other artery would connect the Gordon Road right-of-way with the Memorial-Woodward axis. The extension of Memorial Drive (formerly Fair Street) under the railroad tracks is an old proposal that still makes sense. Development of the large new industrial district along the



PROPOSED EAST AND WEST LEGS, CENTRAL EXPRESSWAY

- | | |
|------------------------------------|--------------------------------------|
| — COMPLETED EXPRESSWAY | — METRO. PLAN. COM. ROUTES—IMMEDIATE |
| == PROPOSED BOND COMMISSION ROUTES | --- METRO. PLAN. COM. ROUTES—FUTURE |
| --- LOCHNER ROUTES | |

Chattahoochee River will add to the need for a direct through east-west truck artery. Truck traffic could be diverted to the new Gordon Highway from U. S. 78 near Austell in Cobb County.

Another needed improvement is a bridge route across Brotherton Street connecting Memorial Drive with the West By-Pass. This was discussed on page 70.

These proposals would call for a larger outlay of funds than the Lochner program. However, they are geared to an expansion situation not shown by facts available in 1946.

The Commission wants to emphasize again that its proposals are general and non-technical. Its staff does not include highway engineers and does not attempt to duplicate the excellent technical personnel already available in this field locally. In the months ahead, the Commission will seek the assistance of local highway engineers on technical aspects of these proposals.

It should be emphasized, however, that the term "major arterial trunk highway" urged for this future network does *not* mean simply widened or improved conventional surface streets. It means *major arterial trunk highways* — and these may call for separated intersections, depressed segments, center strips and other expressway

features that the engineers deem necessary.

OTHER CONSIDERATIONS

The Commission is disturbed by the possibility that underground difficulties might force parts of the proposed downtown connector to go into the air. Indications have been given that Baker, Harris, Edgewood and Decatur streets might all have to be spanned by elevated structures rather than passed under by a depressed roadbed.

From a planning viewpoint, it would be a grave mistake to put any part of the downtown expressway in the air. Elevated structures blight the areas through which they run. They are unsightly, noisy and dirty. They are regarded by most highway engineers as monstrosities and the national trend is toward tearing down what is already up rather than building new ones.

A particularly serious problem would result near Decatur Street where the elevated structure would pass within a short distance of the new Grady Memorial Hospital. This would be highly undesirable.

It is hoped that every effort will be made to keep this expressway underground, even if it means swinging the downtown connector farther east.

EXPANSION AREAS FOR NEGROES

As pointed out earlier, the problem of how to locate 90,000 additional colored people in the next 25 or 30 years is serious. Housing facilities and areas are not opening up fast enough to offset growing downtown congestion and tensions resulting from overcrowding.

If the situation is left to work itself out, it may grow worse, not better. Sufficient housing is not available to meet even present needs. From the viewpoint of planning, the wise thing is to find outlying expansion areas to be developed for new colored housing.

Some of these areas should be located and developed as soon as possible to meet existing needs and relieve existing tensions. Two of the six areas suggested earlier are discussed again below in terms of near-future development. They are also shown on the opposite map.

SWEAT ROAD

Located in the northwest section of the City of Atlanta, this area already contains two colored settlements, Rockdale on the east and the Brownsville Road section on the west. The expansion area is bounded by the Southern Railway tracks on the north, Proctor Creek on the south and Marietta Road on the east and runs between Bolton and Hollywood roads on the west. It contains nearly 1,000 acres of undeveloped open land.

Following earlier studies by the Commission, the Atlanta Housing Authority is now taking steps to develop a colored housing project in the area. This will bring in the major utilities and make possible the early develop-

ment of the remainder of the area by private capital. The Commission urges that the area be developed according to a comprehensive community plan for a future population of at least 15,000 people. The merits of the Sweat Road area for colored expansion are obvious. It is accessible to rapid transit facilities on both Hollywood and Marietta roads; it is also near industrial employment areas.

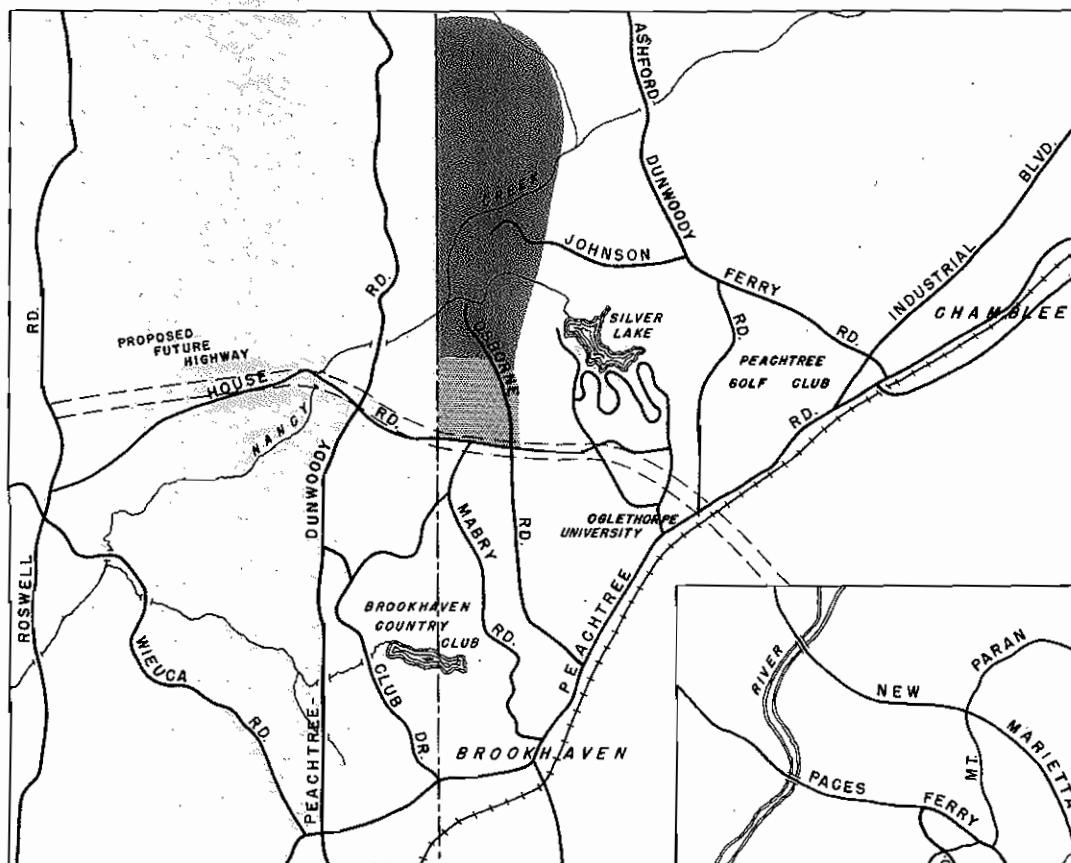
LYNWOOD PARK

The Lynwood Park area on House Road north of Brookhaven contains an existing colored community served by all utilities and a combination elementary and high school.

The area could be expanded to the north in DeKalb County along the Nancy Creek valley. This expansion land is virtually unoccupied at present except for several farms.

Development of this area would place a community of 10,000 to 15,000 colored people within access to both the Peachtree Industrial Boulevard and Northside domestic employment opportunities. Eventually a major highway (identified earlier as the Commission's proposed North Boulevard) would cross south of the area along the present route of House Road. This major highway would give rapid transit access to the east and west.

To the extent possible, the development of these areas should be undertaken with redevelopment funds by the Atlanta Housing Authority. The authority could assemble the land and re-sell most of it to private builders to develop according to careful, overall site plans. This device would make it possible to control all the land in each

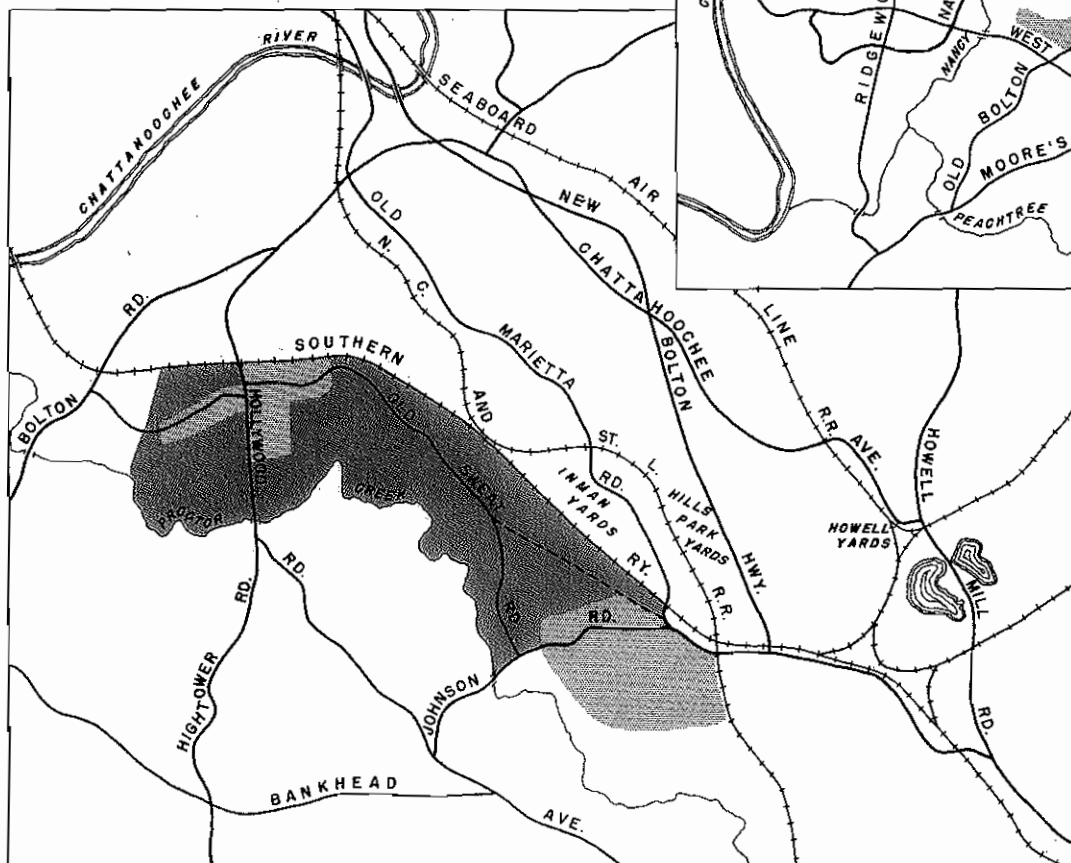
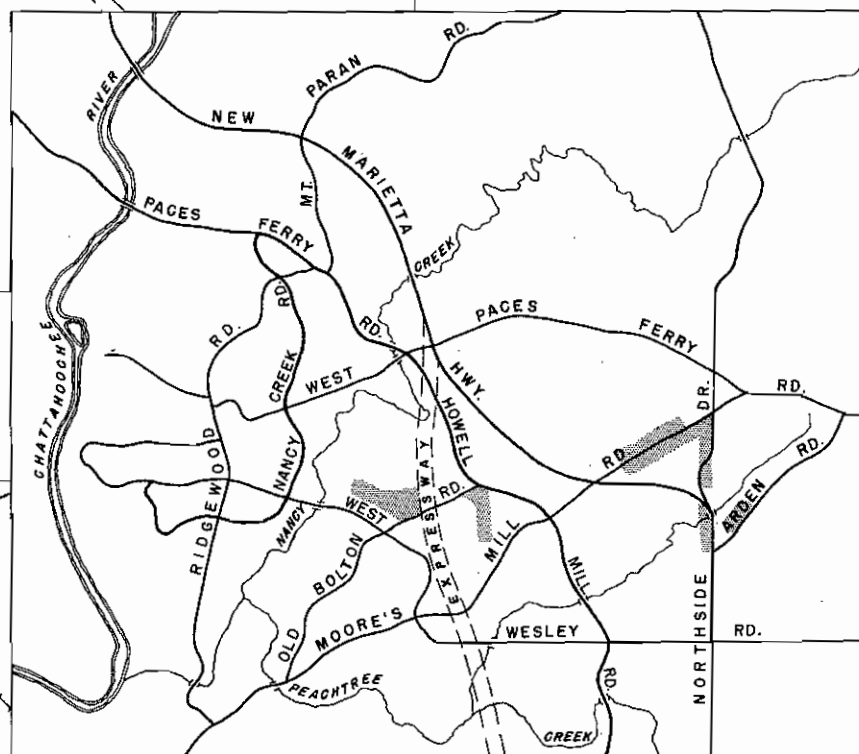


NEGRO AREAS FOR EARLY CONSIDERATION

- EXISTING COLORED AREAS
- SUGGESTED EXPANSION AREAS

LYNWOOD PARK
Showing possible expansion
north of present community

NORTHSIDE
Showing existing scattered
northwest colored sections



SWEAT ROAD
Showing suggested expansion
between present communities

area and to use certain parts for public purposes such as parks and greenbelts.

Also shown on the opposite map is a section of Northside Atlanta in which there are now several scattered colored settlements. This general section differs from the other two areas shown in that it does not include a large, single nucleus on which a new community might easily be built. The scattered colored settlements are surrounded by fast-growing white suburbs and there is evidence that they themselves are not expanding. They pose an immediate problem of how to provide better school facilities.

If the normal long-run trend is toward gradual disappearance of these Northside colored settlements, a new

colored school would probably not have to be built in the area. The children could probably continue to use existing schools for a period or be transported to new and better schools elsewhere. If Negroes are to remain in the Northside, however, a site must be selected for a new school. The logical place for such a site would be in a single, well-planned neighborhood into which the colored population could be drawn from present scattered and inadequate settlements.

There are several possible locations for a new neighborhood of this sort. Community and local government cooperation should be able to solve the problem.

NEW PARK POSSIBILITIES

Development of three of the proposed metropolitan park areas should be considered as soon as possible.

The first is *Grant-Key Park*. The need is clear: Metropolitan Atlanta has far outgrown present Grant Park facilities and has generated new needs, such as that for a major stadium, which must soon be met.

Several factors give this proposal an early priority. One is the continued agitation for the City of Atlanta to sell the Key golf course, which if done would take valuable property out of public hands at the time that it would be needed most. Another is the possibility that the nearby Memorial Highway improvement will soon be made.

Another factor is the possible use of Federal redevelopment aid. A good deal of blighted property in the area would have to be acquired and cleared in the process of developing the Grant-Key area. Redevelopment of adjacent sections for new private housing would protect and improve the new park area.

As Grant-Key Park would be a metropolitan rather than a city facility, the entire area should participate in and contribute to its development.

The second major proposal calling for prompt consideration is the development of *Shallowford Park* in north DeKalb County. Most of the required land for this park is not now intensively developed, being wooded or in farms.

Purchase of this land in the near future would preserve existing stands of timber and save money in the long run.

Population in the Chamblee-Doraville-Tucker area is growing rapidly and will grow even faster with the proposed development of the Tucker industrial district. The result will be to increase the need for these park facilities and at the same time to speed up the private use of this land for some other purposes.

The third need is for the development of *West Fulton Park*. Most of the land is already owned by Fulton County — the Botanical Gardens, Boulder Park and the County Dairy Farm. Some is in state ownership (the Georgia Training School for Girls, located south and west of Boulder Park). The blocking out of the total area needed for the new park should be relatively easy.

The need for action will become greater if the proposed industrial district along the river is developed. The park could serve as an effective buffer strip for the growing residential areas to the east.

Boulder Park and Botanical Gardens now have only minimum park and recreational facilities. In anticipation of their use as elements of a major park, a maintenance program should be adopted for the woodlands and other natural resources to protect their usefulness and attractiveness for future park purposes.

PLANNING FOR NEW SCHOOLS

Metropolitan Atlanta's four school systems face a huge expansion in the years ahead.

In 1950-51, the average daily attendance was more than 88,400 in Atlanta, Decatur, Fulton County and DeKalb County schools. By 1960 the school population will grow to at least 110,000 pupils. By 1980 it should reach 165,000, nearly twice the present figure.

The Commission has brought together a great deal of information that may help local school authorities in planning for future expansion. The staff already works closely

with school officials and a joint detailed study of the area's future school needs will soon be undertaken.

No specific estimates of future school needs are set forth in the present report. Many technical questions must be considered which only the school people can answer. School needs will depend not only upon population projections by sub-areas, but also upon the size of schools to be built, the possibility of adding to existing structures, the possible interchange of pupils, and many other matters.

The four local systems are planning to spend a total of

are the redevelopment bodies).

Title I of the 1949 housing act is based on the proposition that downtown slum or blighted areas cannot be profitably redeveloped by private capital without help. The land costs are high and it is difficult for private developers to assemble enough land in one parcel to control the environment. The act sets up the following steps:

- (1) The local community establishes a redevelopment agency with the necessary powers under state and local laws.
- (2) This agency selects blighted areas that need redevelopment (advances are made by the government to finance the costs of studies and surveys).
- (3) Loans are obtained from the Federal government to:
 - (a) Plan for the relocation of displaced people;
 - (b) Prepare a redevelopment plan for the blighted area which fits into the local comprehensive or master plan;
 - (c) Buy and clear the blighted properties; and
 - (d) Prepare the redevelopment site for rebuilding or redevelopment.
- (4) The local agency sells or leases the cleared land to private developers at its use value under the approved redevelopment plan.

Ordinarily these cleared areas cannot be sold for enough to cover their full cost to the redevelopment agency. The "deficit" — the difference between the redevelopment cost and the sale or lease price (use value) — is shared two-thirds by the Federal government and one-third by the local government.

Under the 1949 housing act, blighted residential areas may be redeveloped for residential, commercial, industrial, or public purposes. Also under the act the power of eminent domain may be used to assemble vacant or nearly vacant land for residential development. However, no Federal subsidy is available for the development of projects on vacant land.

The Atlanta Housing Authority has set up an urban redevelopment division to handle this program locally. It is now actively developing plans for redevelopment of two areas in the City of Atlanta:

- (1) The Hemphill area in the vicinity of Georgia Tech. It is being considered for white redevelopment housing and new commercial facilities.
- (2) The South Atlanta area between Memorial Drive, Georgia Avenue, Stewart Avenue, and Kelly Street. Preliminary plans call for white and colored housing on either side of the south leg of the Central Expressway, when built, and a new industrial district between Windsor and Stewart avenues on the west.

Site plans have been drawn for the Hemphill project. Steps are now being taken to institute a suit as soon as possible to test the constitutionality of the Georgia redevelopment law before acquisition and demolition get under way.

Work is also proceeding on a site plan for the industrial section of the South Atlanta project.

OTHER REDEVELOPMENT POSSIBILITIES

Several additional uses of the redevelopment technique in Metropolitan Atlanta have already been mentioned.

One was in connection with the Grant-Key Park area. North of present Grant Park is a badly-blighted district. Redevelopment funds might be used to buy portions of this property for private housing projects adjoining the new park area.

Another was in connection with the plans for a world's fair in the near future. The general idea of the fair is highly worthwhile. It would not only be important in itself to tell the story of the "Southeast at Mid-Century", but it would also serve several other purposes: clear downtown slums, leave permanent improvements in downtown areas, and speed up completion of the downtown expressway and traffic circulation programs.

Two downtown sites have been suggested. They are shown on the opposite map. One is the area bounded by Piedmont, Forrest, Boulevard and Edgewood east of the downtown business district often known as the "Black Bottom" district. The other is in the Summerhill section south of Capitol Homes in the South Atlanta redevelopment area.

The Commission favors the first site, although both have great possibilities. At the completion of the fair (after two or more seasons), this "Black Bottom" area could be converted into a permanent park and civic center of great beauty and usefulness. It would open up the heart of Metropolitan Atlanta and would make possible new downtown housing and hotel construction in adjacent sections.

Civic attention should be focused on the world's fair idea for 1957 or thereafter. The possibilities of getting Federal redevelopment participation for slum clearance work should be fully explored.

If the "Black Bottom" area is redeveloped for an eventual civic center and park, it would eliminate the Auburn Avenue business district, which is the central commercial area of the Negro population. The Commission strongly believes and urges that every assistance be given to developing a large, new, modern and thoroughly adequate business district on the west side in its place. The Atlanta Negro population badly needs a first-class central district.

The colored center of gravity is shifting to the west side. The eventual commercial development of Ashby Street between Hunter and Simpson is suggested.

There are other blighted downtown housing areas that might be put on the future list for possible redevelopment.

between \$13,000,000 and \$15,000,000 for new schools, classrooms or facilities in the immediate future. This program will enable them only to "catch up" with present demands. Most of the additional 20,000 or more pupils anticipated by 1960 will have to be taken care of by even further expansion.

The Commission is directly interested in future school programs. In planning the area's future residential pattern, the Commission defines a "neighborhood" as the residential unit built around an elementary school, a "community" as the unit supporting a high school. School locations are therefore as important to the area's future neighborhood and community pattern as the growth of population is to the schools themselves.

For this reason, the Commission lists briefly below certain planning considerations that it hopes will be taken into account in the location of new schools in the immediate future:

1. To the extent possible, new schools should be located in green areas that can be kept green in the future. Park areas are ideal for school sites.

NEXT STEPS IN REDEVELOPMENT

Atlanta has been attacking its blighted area problem on three fronts: a) through its public housing program; b) through its public rehabilitation program; and c) through the new urban redevelopment program.

In the long run, the Metropolitan Planning Commission puts its main emphasis on proposals for wiping out the underlying causes of blight. Most blight is caused by defects in the land use pattern itself. In its overall land use plan, the Commission has tried to single out the major difficulties — traffic through residential neighborhoods, uncontrolled commercial development along corridors and within residential districts, incompatible adjacent land uses, lack of expansion land for industry and for the colored population, and others.

Programs that get at *existing blight* are equally as important, however — actually more important in the short run. Atlanta's efforts along these lines have been outstanding among U. S. cities.

LOCAL PUBLIC HOUSING

There is a substantial public housing program in the area. The housing authorities of Atlanta, East Point and Decatur operate 5,200 units at present, have 1,190 more units under construction, and are planning an additional 1,510 units. When units under construction and planned are completed, there will be a total of 8,900 units in operation. Negroes occupy about 60 percent of the present units.

Public housing fits closely into planning. It is designed to provide adequate shelter for those who cannot afford it through private sources. In providing this shelter locally,

2. At least 10 acres of land should be set aside for elementary school sites and 20 acres for high schools. They will be needed for future classroom expansion and to give plenty of play and recreation space.

3. In line with population projections, an elementary school should be located to serve a neighborhood with a "final" population of about 5,000 people and a high school to serve a community of 12,000 to 15,000. This will give efficient units — one elementary school for every 500 or 600 elementary pupils; one high school for every 1,000 or 1,200 secondary pupils.

4. New elementary schools should be located not more than one-fourth to one-half mile from its pupils' homes, high schools one and one-half to two miles. Schools should not be located on main traffic arteries and the crossing of such arteries to get to school should be kept at a minimum.

These principles are generally accepted. They are mentioned here to indicate the close relationship between good community planning and good planning for school sites.

public housing has been a major factor in slum clearance.

Public housing is not supposed to compete with private housing. Its rentals are kept low, tied to definite income levels. In recent years the Atlanta Housing Authority has not required any Federal subsidy for its operations as a result of its relatively low fixed charges and the current inflation of income and rentals. There are few unfilled applications for white housing units, but a long waiting list for colored units.

ATLANTA'S REHABILITATION PROGRAM

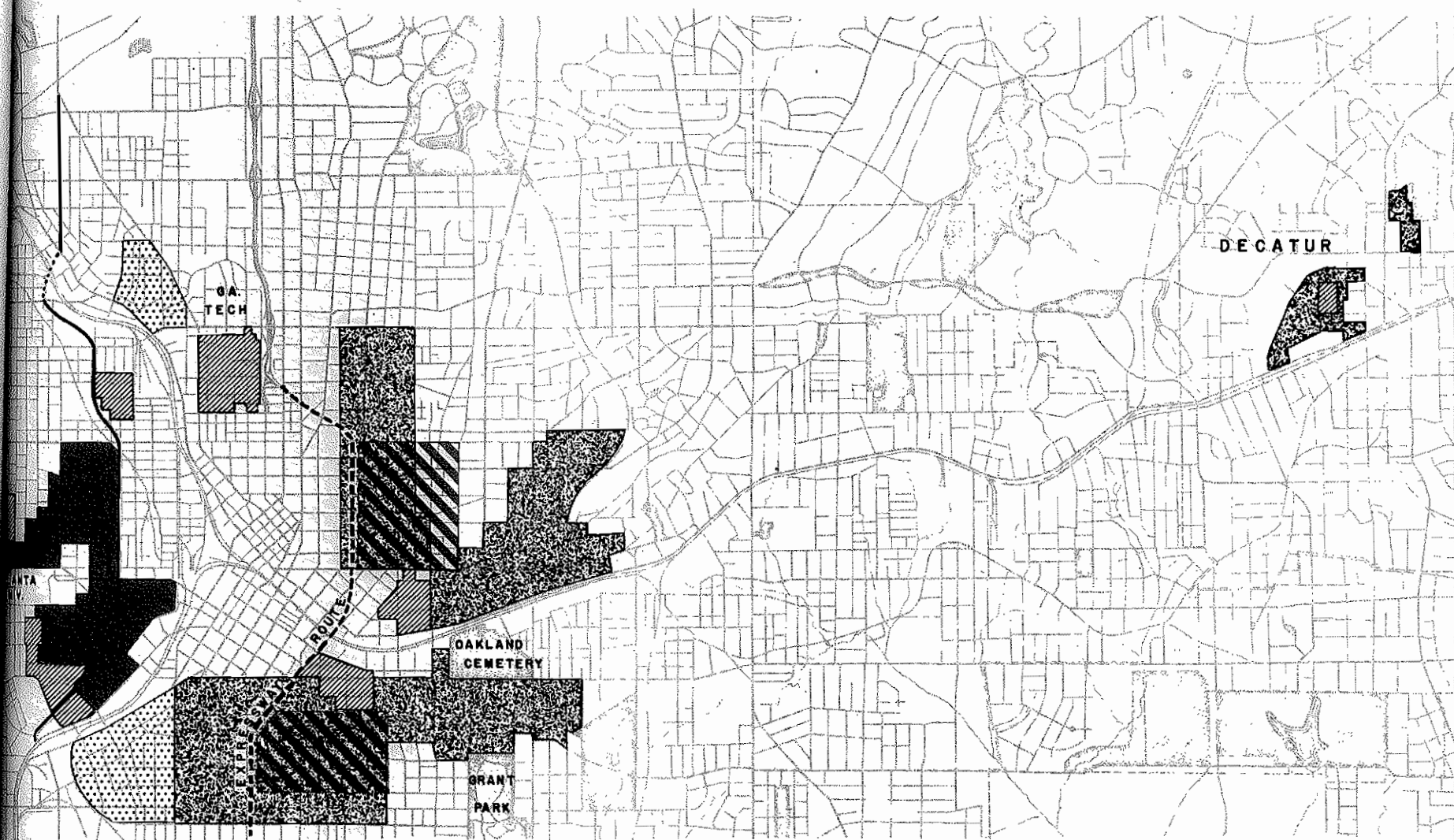
The City of Atlanta has a well-organized program for rehabilitating sub-standard housing in downtown areas.

Under ordinances passed by the City Council in 1947, the health and buildings departments make house-to-house inspections looking for conditions detrimental to the health and safety of occupants. Steps are then taken to get owners' compliance with sanitary and building codes.

Since the start of the program, the health department has inspected 41,200 dwellings and brought about corrections of 14,000 sanitary code violations. The buildings department's "slum clearance" staff has inspected 13,000 structures with 24,800 dwelling units. Improvement orders have been issued for 10,600 structures and improvements made on 4,100 structures with 7,100 dwelling units.

THE NEW REDEVELOPMENT PROGRAM

The newest device for wiping out existing blight is the redevelopment program set up under Title I of the national Housing Act of 1949. The Atlanta Housing Authority is the official redevelopment agency in the Atlanta area. (Under the Georgia law, local housing authorities



DOWNTOWN REDEVELOPMENT, PRESENT AND PROPOSED

- | | | | |
|---|------------------------------|--|---|
|  | PUBLIC HOUSING PROJECTS |  | TOP-PRIORITY FUTURE REDEVELOPMENT AREAS |
|  | APPROVED REDEVELOPMENT SITES |  | OTHER BLIGHTED HOUSING AREAS |
|  | POSSIBLE WORLD'S FAIR SITES | | |

These areas contain concentrations of housing of such poor quality that the cost of rehabilitation — that is, of bringing it up to acceptable standards — would be prohibitive. These areas are harmful to the health and welfare of the residents and costly to the community as a whole.

On the above map, the worst blighted housing areas are shown. Also shown are existing public housing projects and sections now under consideration for redevelopment by the Atlanta Housing Authority (Hemphill and South Atlanta).

Attention is called particularly to the Davis Street area adjoining the West By-Pass and surrounding Atlanta University. If it were not for the fair and park possibilities of the "Black Bottom" and Grant-Key sections, the Davis Street area would rate top priority for immediate redevelopment after Hemphill and South Atlanta.

The Davis Street area, already a slum in many sections,

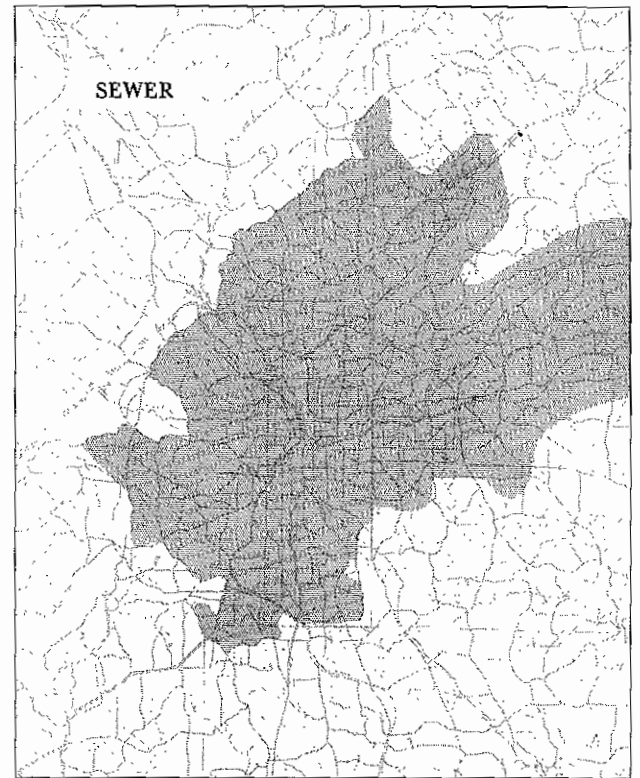
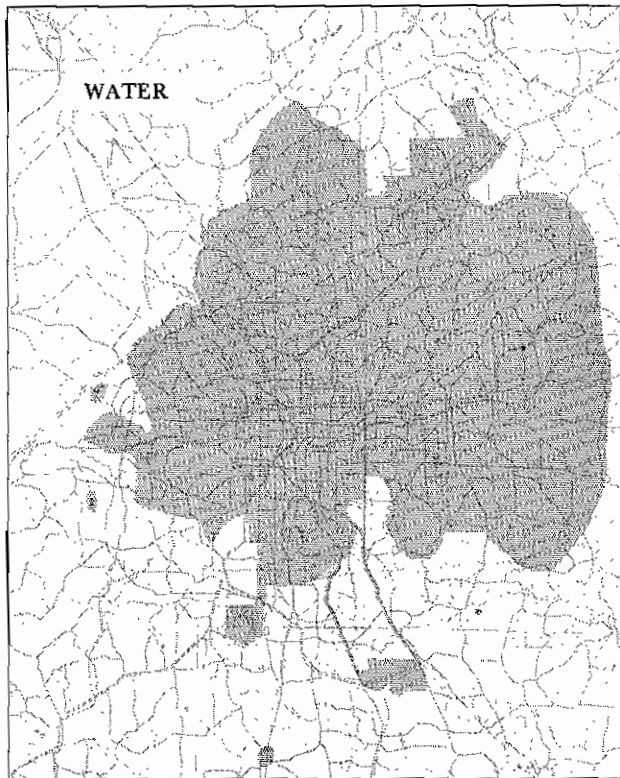
is deteriorating further as a result of commercial blight from the by-pass. Strong steps must be taken to protect the area by creating a buffer for the residential district and by rebuilding much of the area's sub-standard housing.

FOOTNOTE ON REDEVELOPMENT

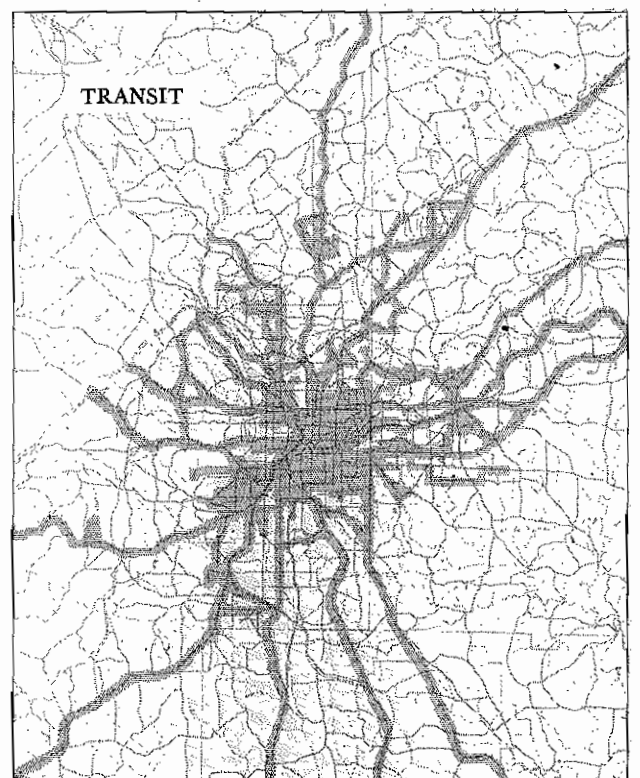
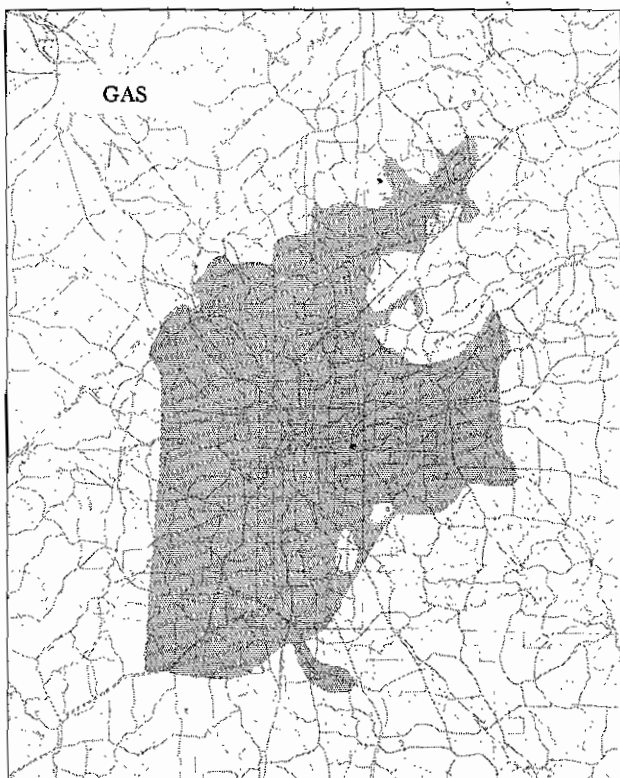
It must be emphasized that the redevelopment program is for *private developers*. It is not to be confused with public housing. Private builders in Atlanta have generally indicated that they stand ready to redevelop with private capital all of the land assembled for this purpose.

Clearly, many more redevelopment possibilities have been discussed here than can be undertaken in the immediate future. Redevelopment is a long-run program, and must be taken a step at a time.

The Commission is trying to indicate some of the possible steps that lie ahead.



COVERAGE OF EXISTING UTILITY SYSTEMS



PUBLIC UTILITY SYSTEMS

Metropolitan Atlanta area has three major public water systems, three major sewage disposal systems, and large single systems of public transit, electric power supply, gas distribution and telephone service.

Water is distributed mainly by the Atlanta, DeKalb, and East Point water systems. Sewage disposal is also handled principally by systems operated by the City of Atlanta, DeKalb County and East Point. Effluent is carried off through several disposal plants.

Mass transit is provided by a vast system of busses and trackless trolleys operated by the Atlanta Transit Company and a subsidiary, the Metropolitan Transit Company. The Georgia Power Company is the principal source of

TRANSIT: A SPECIAL CASE

The transit problem is singled out for a brief statement in this report for two reasons: a) the entire idea of "growth-in-space" depends largely on the efficiency of the mass transit system, and b) there are special difficulties faced by the transit system that call for particular attention.

A strong transit system is so important that without it all other plans for orderly metropolitan growth can go for naught. It is needed to integrate the 300-square mile metropolis; it can be a major factor in pushing future development in the direction it should go.

Transit systems are facing a desperate crisis in every U. S. urban center. Congestion hampers their downtown efficiency; traffic retards their movement along main arteries. Population shifts to the less-dense suburbs result in less return per mile to the carriers.

From the metropolitan point of view, the dilemma of mass transportation is this: on the one hand, operating costs rise and revenue drops; on the other, the need for more and better service in the thinly-populated suburbs continues to increase.

Metropolitan Atlanta over the years has had highly satisfactory transit service. Even today, it is better than exists in most big metropolitan centers. However, local transit service is getting more difficult to provide. Problems beyond the control of the transit companies are fouling up local operations.

There are three trends adversely affecting local transit movements:

- (1) Further choking of the central business districts, the heart of transit operations.
- (2) Increased "hardening" of radial traffic arteries and a consequent slow-down of transit service between major points.
- (3) Increasing dispersal of population into fringe areas that can produce less bus and trolley patronage per operating mile.

The problems created by these trends cannot be solved by the private transit companies themselves.

electric power, the Atlanta Gas Light Company furnishes natural gas, and the Southern Bell Telephone and Telegraph Company provides telephone service.

Metropolitan Atlanta enjoys excellent service in all of its utilities. By and large, they are in a position to expand to meet future demands. As the opposite maps show, however, certain areas not now covered by utilities are those which soon face heavy growth.

The Commission will soon collaborate with public and private utility experts in setting up future expansion schedules based on projections in the regional land use report. Cost estimates will be worked up for all public improvements needed over the next 10 or 15 years.

The Commission has suggested certain drastic measures for speeding up downtown traffic by providing new free-flowing arteries in and out of the business sections. The proposed arterial trunk highway system, including the present Central Expressway, is designed to get at the problem of "unfreezing" the radial routes and adding cross-town arteries.

The big problem — the \$64 question — is how to make the transit system pay for itself in the fringe areas. Or, to put it another way, how can good service be given in suburban areas and losses on these routes be kept down to a point where they will not jeopardize the financial position of the transit operation as a whole?

The metropolitan area of tomorrow is going to be decentralized as a matter of public policy as well as a result of basic trends. A large, well-knit 300-square mile metropolis is being proposed by this Commission with full recognition of the fact that this area can function efficiently only if it has adequate mass transportation. The Commission has proposed a major highway network on which this transit system can operate — but that may not be enough. The building of this network will not of itself solve the problem of declining transit revenue per mile in the low-density areas which will characterize our future metropolis.

It is possible that, after the area reaches 900,000 people and is connected with fast highways, the transit operation will be profitable as a whole — and provide adequate service in all sections. It is during the "transitional years" when population pushes out into less-dense areas that the problem is most acute.

The essential nature of transit operations and the pressures upon transit companies to produce good service at a loss in outlying areas might argue for the adoption of a new public policy on the subject. The public has a right to demand and get good service from its transit system. At the same time, when this demand means that private enterprise would undergo hardship in the public interest, special consideration must be given.

FOOTNOTE ON WATER

Metropolitan Atlanta's life and growth depend on the availability of the right amounts of water at the right time at the right place.

The area must rely primarily on surface water resources. There is only a limited amount of ground water available. Locally, surface water means the Chattahoochee River.

The water problem is important and complex. It is not merely a matter of water for residential and industrial consumption; it is a combined problem of water supply plus waste disposal. It is a regional, not a local, problem.

In the course of a year, the Chattahoochee's flow is erratic. But the water demands of a great city are relatively steady. In periods of even moderate drought, such as occur once every three to five years on the average, the river's flow gets dangerously close to the minimum needs of the urban area.

REGULATION OF THE CHATTAHOOCHEE

Adequate regulation of the Chattahoochee River will be one of Metropolitan Atlanta's major future concerns.

The Buford Dam development is the key factor. Proposed by the U. S. Army Engineers for construction 35 miles upstream, Buford Dam and reservoir would be a multi-purpose project. Its purposes are flood control, conservation, and production of hydro-electric power.

Flood control is achieved by holding the water in the reservoir in large enough quantities to reduce flood peaks downstream. The stored waters are released when they can do no harm; in fact, their release is timed for dry seasons. This is the conservation aspect.

The head of water and its regulated release are utilized to produce hydro-electric power. Production and sale of this power result in major dollar benefits from the project.

Preliminary grading at Buford has taken place. Congress now has the project again under consideration. It is likely that it will be approved and undertaken in the near future.

The Army Engineers propose tentatively to release a minimum flow of 600 cubic feet per second, an amount considerably above the average during drought periods. Daily fluctuations would provide up to an additional 5,000 to 6,000 cubic feet per second (c.f.s.) at Atlanta for a few hours at night for five or six days a week.

Will Buford provide an adequate flow of water in the Atlanta area? On what basis has it generally been assumed that this 600 c.f.s. will solve Metropolitan Atlanta's water problem? Total present demands of local water distribution systems take about 120 c.f.s. from the Chattahoochee; about 80 percent is returned to the river. Demands for industrial cooling, including the Atkinson stream plant, amount to about 665 c.f.s.; this water is returned immediately to the river. Present industrial cooling needs are already above the proposed Buford minimum.

Domestic and industrial water supplies are only part of the load. A greater volume is required to handle the effluent from local sewage disposal systems. At least 1,000 to 1,200 c.f.s. are needed to take care of sewage as it is now treated by Atlanta's Clayton disposal plant.

Future requirements will be much greater. Residential and industrial expansion are predicted not only for Metropolitan Atlanta but also for Cobb and Gwinnett counties (where industrial development will take place along the river) and other nearby areas.

It can be assumed that the Buford minimum of 600 c.f.s. would protect Metropolitan Atlanta's *domestic water supply* at all times. But even now a low flow of 600 c.f.s. in the Chattahoochee River is inadequate for Metropolitan Atlanta's *total* requirements.

The problem is greatly complicated by fluctuations in the 24-hour flow scheduled to occur in Buford's operation. Under announced policies, that operation will be keyed to peak-power production. Irregular releases of water for peaking purposes would not give a satisfactory flow in Metropolitan Atlanta either for water supply or for sewage disposal purposes.

It will take about 15 hours for water from Buford to reach Atlanta. Water released at Buford to meet peak-power requirements would reach Atlanta when there is the least local demand. Power production at Buford and local demands at Atlanta require large volumes of water at the same time but at different places.

Of course, the Federal Government does not have the responsibility of guaranteeing a water supply for Metropolitan Atlanta. On the other hand, it should have the responsibility of not complicating it.

THE PROBLEM OF RE-REGULATION

Assuming that Buford Dam cannot or will not be operated on any other basis, it then becomes a matter of regulating the flow downstream. Re-regulation would provide about 1,600 c.f.s. at Atlanta.

Re-regulation would require temporary storage of water at one or two intermediate dams downstream from Buford. This water would then be released into the main stream in a more nearly even pattern of flow. Only one dam now exists between Atlanta and Buford — Morgan Falls, operated by the Georgia Power Company for hydro-electric power production. This dam possibly could be enlarged to serve the purpose, but the power company does not have the responsibility of regulating water to meet Metropolitan Atlanta's needs.

Re-regulation to produce a uniform flow at Atlanta is an adjunct to Buford Dam to make its conservation feature useful to the metropolitan area. Re-regulation is not alien to Army Engineers' plans elsewhere.