THE STADIUM NEIGHBORHOODS TAD AN URBAN DESIGN STRATEGY FOR STAKEHOLDER DECISIONS

THE TEAM

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The Stadium Neighborhoods Tax Allocation District (TAD) was created and approved by the Atlanta City Council in late 2006. The TAD's purpose is to create financial incentives that will support the revitalization of intown Southside Atlanta neighborhoods. Although there are many small-scale development opportunities in the TAD area, the primary focus is the redevelopment of the surface parking lots serving Turner Field.

The parking lots in question are owned by the Atlanta-Fulton County Recreation Authority and leased to the Braves under a renewable long-term contract. Therefore, current tax generation is negligible. The challenge is to convert the surface parking capacity into structured parking decks, freeing up land that will then be developed for other uses, producing the tax increment needed to finance the parking decks in the first place. In the process it will also enable improvements to the surrounding neighborhoods and provide incentive for further private development.

The situation is complicated by the legacy of public policy and public action in the Stadium Neighborhoods. These once cohesive neighborhoods, built on racial and income diversity and seamlessly connected to Downtown Atlanta and one another, have been damaged again and again. The Downtown Connecter and Urban Renewal first split the neighborhoods in the 1950's. Interstate 20 was routed to deliberately segregated the Southside from Downtown. The Atlanta-Fulton County Stadium was built on some of those Urban Renewal properties, placing vast surface parking lots where housing and neighborhoods once stood. The expansion of the Connector in the 1980's swallowed yet more land. The 1996 Centennial Olympics and the construction of Turner Field destroyed even more. It is easy to understand then why the stakeholders, listed above, do not trust one other.

The real objective is not to design a detailed plan for the Stadium Neighborhoods TAD, but to design a process for decision-making - one that enables decisions to be made by the stakeholders. This process is not a public participation process — that would not go very far given the distrust among all the parties. The question is how to identify and frame the critical issues confronting the TAD, especially concerning

the redevelopment of the surface parking lots, in a way that focuses substantive discussion. This project, therefore, might be considered a design for a process of public education that will lead to an effective process of public decision-making.

THE PLANNING STRATEGY AND PROCESS

The client for the project is the Atlanta Development Authority (ADA) who is the arm of the City of Atlanta vested with economic development agendas from small scale to large. Beginning with informal discussion, the ADA requested that Georgia Tech provide urban design assistance to set up a framework for beginning the process of implementation. The scope of work included the following:

Fall 2009 - Stadium Redevelopment Case Studies. This study identified all of the comparable stadium redevelopment projects since Camden Yards in Baltimore. After summaries of each case, six were examined in detail – including physical plans, stakeholder participation, operating agreements, etc. These cases played a major part in helping the design studio and ADA identify and understand the critical issues for ADA, the City, the Recreation Authority, the Braves, the surrounding neighborhoods, and the urban design itself.

Spring 2010 – Stadium Urban Design Studio. This studio began with the identification and analysis of the critical issues, comparing the Turner Field situation with the six primary case studies. This resulted in a fundamental assumption followed by five design/development issues to be addressed:

A Framework of Small Blocks for Incremental Development. We
found that all of the successful stadium redevelopments were
integrated tightly into an urban fabric of small blocks. This was
considered a necessity for all possible design futures, with the
critical decisions being the dimensions of the blocks and their
arrangements on the parking lot sites.

- 2. Sports Legacy/Public Space. All of the case studies included public spaces, usually as a major feature of the redevelopment. In addition, some included a tribute to sports legacy. For the Atlanta situation, Hank Aaron's record setting home run at the Atlanta Fulton County Stadium is an event to be remembered. The critical decision is the scale of public space associated with the legacy. We considered three basic variations a large park, a small park, or a monument.
- 3. Neighborhood Connections. All of the case studies focused on improving connections to surroundings, most often to downtowns. For Atlanta, the biggest issue is the connection to the immediate neighborhoods whether they should be tightly connected with a street network, whether the street network should be offset, or whether a public space a boulevard or esplanade should fit between the neighborhood and the new development.
- 4. Parking. All of the case studies included deck parking, financed primarily by the public sector as a patient equity contribution. Analysis also demonstrated that Turner Field does not have an excess of parking the need is to replace all 8600 surface spaces with decks. The question is how to incorporate the decks on the site connected directly to the highway, as free-standing decks distributed on multiple blocks, or as a cluster of decks in one area. This is a key decision that affects traffic, neighborhood impact, and access to Turner Field for the entire metro region.
- Transit. All of the case study projects had transit either in place or in the advanced planning stages. For Turner Field, future transit is imperative for any possibility for sustainable development. There are two main options implementation of the Connect Atlanta Light Rail plan or pursuing the previous proposal of a maglev to connect the stadium to MARTA.

6. Connections to the Interstate. This involves a reworking of connections to I-20 and the Downtown Connector. The current ramp system is obsolete because it was planned for the original stadium. Turner Field and the redevelopment of the parking lots means that alterations are needed. Three are recommended.

The important innovation in this project is its matrix of critical issues and possible solutions that creates a decision tree of possible future outcomes, each branch leading to an alternative urban design strategy. Two of these alternatives were developed into illustrate the results of decision- making on the critical issues.

The results, therefore, is not a plan for the TAD or the Turner Field parking lots, but a public education process including the Case Studies, the Issues and accompanying analysis, the Matrix/Decision Tree, and Illustrative Designs of possible outcomes.

This material was presented several times to ADA and City of Atlanta staff. Discussions were also held with the Braves and the Recreation Authority. In a separate study, one student traced the history of the neighborhoods and their relation to the highway and stadium projects, including interviews with neighborhood leaders and residents.

The final report and the associated powerpoint presentation is a public education document focusing discussion on the critical issues for the TAD Redevelopment Plan. This project will help guide this public participation process, help resolve much of the distrust that has built up over the past five decades, and lead discussions toward a better future, better neighborhoods, and a better Atlanta.

CASE STUDIES

Oriole Park at Camden Yards Baltimo	re Orioles, Baltimore, Maryland	
Progressive Field Cleveland Indians, Cleveland, Ohio		
Coors Field Colorado Rockie	s, Denver, Colorado	
Safeco Field Seattle Mariners, Seattle, Washington		
AT&T Park San Francisco Giants, San Francisco, California		
PNC Park Pittsburgh Pirates, Pittsburgh, Pennsylvania Mi		
	Great American Ball Park Cincinnati Reds, Cincinnati, Ohio	
	Busch Stadium St. Louis Cardinals, St. Louis, Missouri	
Nationals Park Washington		
Target Field Minnesota Twins, Minneapolis, Minnesota		
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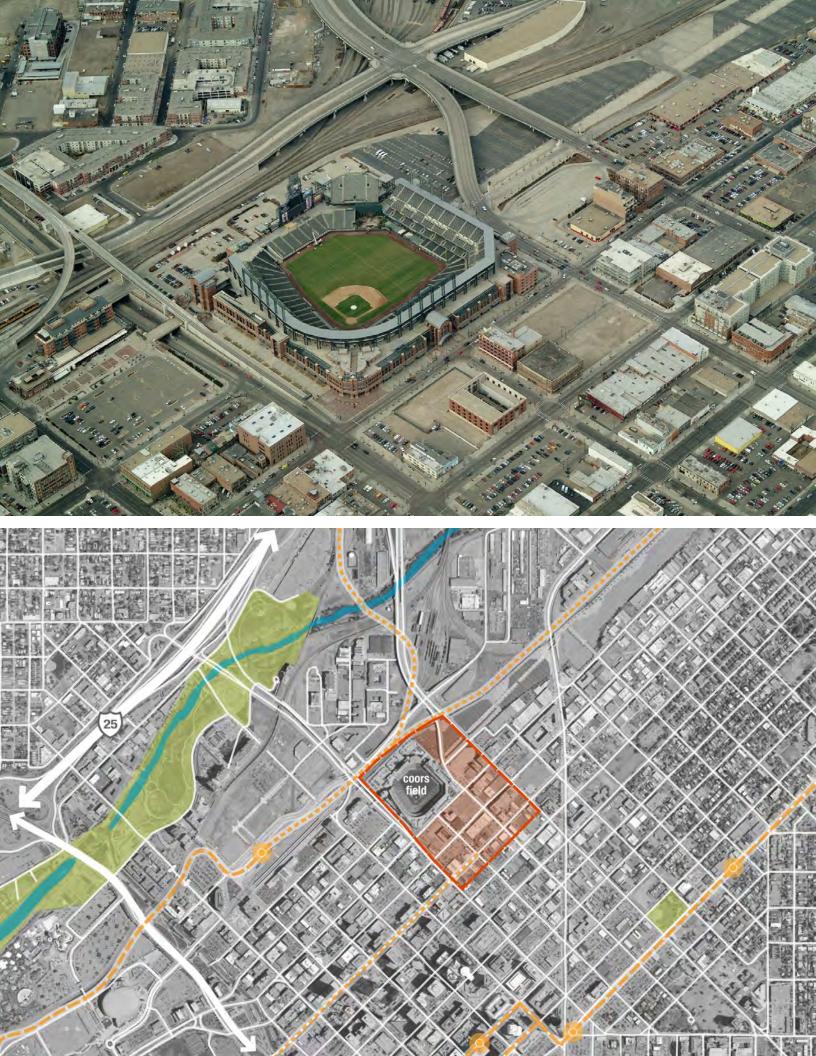
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Stadium neighborhoods, like that of Wrigleyville, have become the standard in stadium design after the completion of Camden Yards in 1992. All nineteen stadiums have attempted to connect the stadium to surrounding development; some with successes, while others are re-contemplating their strategy, like the Stadium TAD.

Out of the possible eighteen stadiums, six were selected as research case studies. These six cases informed the process by demonstrating what physical and intangible elements helped in the creation of other new, successful and not-so-successful stadium neighborhoods.

The six stadiums chosen are all: downtown adjacent, though sometimes separated by a physical barrier such as a river, as Turner Field is separated from downtown Atlanta by the Connector; surrounded by mixed-use, walkable neighborhoods, which Stadium Neighborhoods TAD documents state as an explicit goal for the future of Turner Field; attached to claims of being valuable as catalysts of economic development to their surrounding district(s), whether existing or created

Where the case studies differ is in their physical scope and the details of their development history. Some were devised as a catalyst to a redevelopment area of hundreds of acres, while others were focused on the redevelopment of just a few adjacent greyfield parcels. Some, like the Turner project, contain both scales.



CASE 01: COORS FIELD

In 1990, a voter referendum in the six-county Denver metropolitan area approved a .1% sales tax to fund the construction of a new baseball stadium for their potential MLB expansion team, the as-yet-unnamed Colorado Rockies. The successful passing of the sales tax was one of the reasons that Denver was chosen to receive the expansion team.

Coors Field was originally to be 100% publicly funded, but the Rockies contributed an extra \$60 million to expand seating when pre-season ticket sales proved stronger than expected. Started in 1992, Coors Field was ready for the 1995 baseball season, at an estimated total cost of \$215 million. Due to steady growth and favorable interest rates, Denver was able to retire the stadium sales tax in 2001, ten years earlier than expected.

Coors Field was promoted by boosters as a tool of immense economic development for the Lower Downtown area. A document produced by the Downtown Ballpark Redevelopment Committee in 1992 promised many improvements to the surrounding area, though the only one to actually materialize was the 23rd Street viaduct, without which the stadium could not have been completed.

Though a great deal of development has occurred in Lower Downtown since the construction of Coors Field, little of it can actually be attributed to the presence of the stadium itself. Redevelopment had started in earnest years earlier, with the creation of the Lower Downtown Historic District. Also, most of this development was in the area of Lower Downtown furthest from the stadium. In fact, the blocks surrounding Coors Field are no longer considered to be a part of Lower Downtown, but a separate district simply called Ballpark.

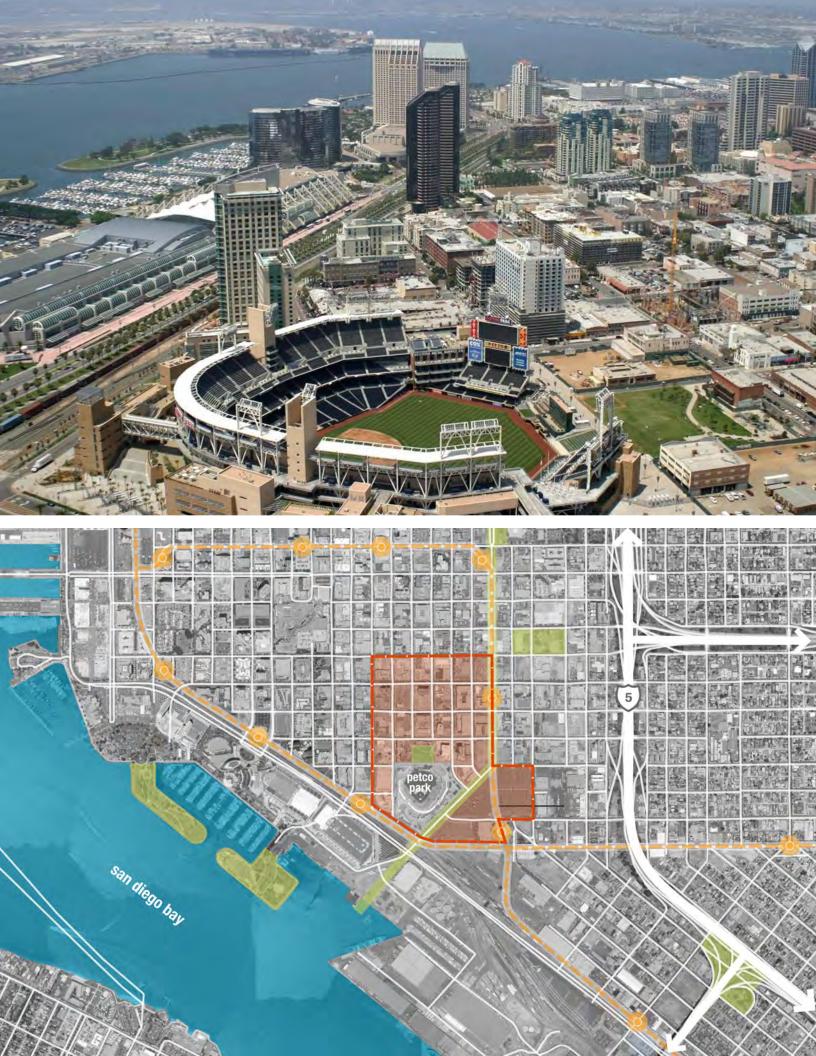
In 2002, the Ballpark Historic District was established in this area to help encourage redevelopment such as has been seen in Lower Downtown proper. However, to this date no private business organization like LoDo District, Inc. has been created to help organize and promote redevelopment efforts.



Denver's Proposed Union Station

The area's most recent planning document, the Denver Downtown Area Plan (2007) calls for a streetcar to follow Larimer Street from the Auraria campus district through Ballpark and to Arapahoe Square. There are also plans to improve the streetscape along 21st Street, leading into the stadium, in order to create a more pleasant pedestrian experience and promote retail development.

Meanwhile, public redevelopment efforts now focus on Denver Union Station. Due to its close proximity (three blocks) and the almost complete build-out of Lower Downtown proper, Ballpark should see increased development activity as well. Private investment has been slow in all districts due to the recession, but several residential and mixed-use projects are slated to go up near the stadium when financing and market demand permit.



CASE 02: PETCO PARK

After buying the San Diego Padres in 1994, owner John Moores began making plans for a new stadium closer to the city center, one that would not be shared with the San Diego Chargers. Moores and his team convinced the city that such a stadium was a good idea. Their initial pitch included a design that featuring the now famous "Park at the Park."

In 1998, San Diego voters approved "Proposition C" with a 60% majority. Not just a measure for funding a new stadium, this was a project to revitalize all of East Village, with the new stadium as its centerpiece. Rather than using a sales tax increase, public funding was provided through issuing bonds that would be paid off through a TIF and hotel bed taxes. The Center City Development Corporation (CCDC) and San Diego Port Authority contributed additional funds.

The Padres were required to contribute \$153 million, plus an obligation to construct at least \$311 million in nearby hotel and entertainment development. This development would serve to inflate the TIF revenues as well as bed taxes, thereby helping to pay the bonds issued for the stadium construction.

Construction of PetCo Park began in 2000, but due to delays from political scandals, lawsuits disputing the city's use of imminent domain, and an FBI investigation into conflict-of-interest allegations, completion was held up until the baseball season of 2004. The estimated total cost was \$454 million.

Rather than simply contract with a third-party developer, John Moores bought JMI Realty in order to fulfill his promises to the city. Though required to construct a minimum of \$311 million in adjacent development, JMI has to date constructed almost \$600 million. Ballpark Village, a 9-acre project southeast of the stadium, was approved in 2005. If completed as planned, this high-density project would add another \$1.4 billion to JMI's total.

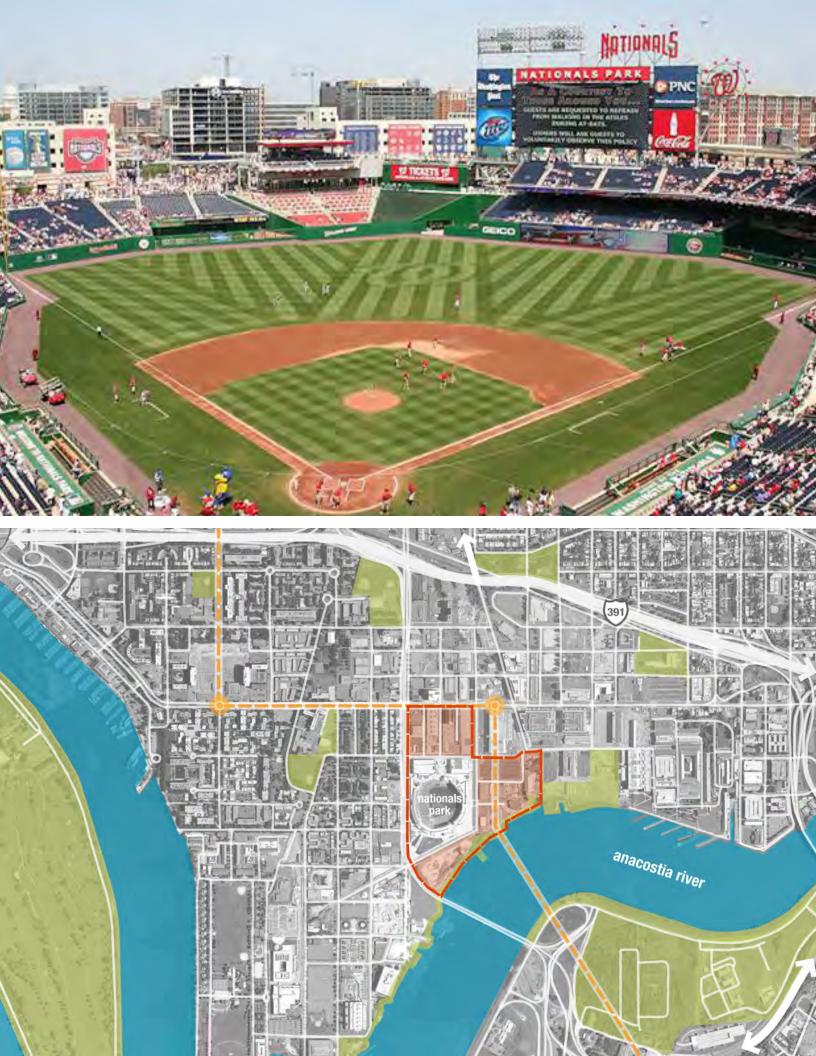


Pedestrian Bridge to connect PNC Park with the Convention Center

In addition to improvements directly related to stadium construction, the city has invested a further \$285 million in other East Village projects, including completion of the Park-to-Bay pedestrian corridor from Balboa Park to the waterfront and Tailgate Park, a landscaped parking area adjacent to the stadium. Future public improvements will include the East Village Green and a new Main Library (\$185 million) adjacent to the stadium.

All this investment, public and private, has to date attracted a further \$500 million investment from other private developers. Once build-out is complete, East Village is expected house half of downtown's residents (46,000) and a quarter of its employment (39,000).

The future of JMI and projects such as Ballpark Village have been unsure due to a two-year divorce procedure that recently ended between John Moores and his wife. Moores is recently reported to have agreed to sell his controlling interest in the Padres. Additional troubles include the city having trouble making its bond payments due to falling revenues. The CCDC has agreed to take over making payments for at least 5 years.



CASE 03: WASHINGTON DC

In the fall of 2004, the MLB and Washington D.C. came to an agreement to move the Montreal Expos to the District of Columbia as the Washington Nationals, provided that a new stadium would be built. The plans for this stadium, Nationals Park, were inserted into existing redevelopment efforts started by the multi-agency Anacostia Waterfront Initiative and outlined in the 2003 AWI Plan. The area where the stadium would be constructed was then known as the Near Southeast, and was dominated by light industry and a few large nightclubs.

At the time the stadium location was announced in 2004, the Anacostia Waterfront Corporation (AWC) was created to facilitate economic development in adjacent areas, especially on publicly owned lands. However, miscommunications between public entities and private partners caused many delays and the AWC was eventually dissolved in 2007. However, before this happened, the AWC created the Ballpark District Urban Development Strategy, outlining a vision for development adjacent to the stadium.

The lease agreement for the new stadium was not finalized until early 2006. The city agreed to pay for most costs, with a cap set at \$611 million. However, land acquisition fees (mostly due to use of eminent domain) would run up an additional \$43 million. The city would issue bonds to cover the construction expenses, paid for through a variety of sources including business taxes, rent from the Nationals, and taxes on stadium-related activities.

The MLB and the new team ownership contributed \$31 million. With \$20 million in federal money spent for necessary upgrades to the Navy Yard Metro station, and \$63 million spent on necessary renovations to South Capitol Street and the Frederick Douglas Memorial Bridge, the total came to \$768 million. Nationals Park opened for the 2008 baseball season.

In reaction to the dissolution of the AWC, the Capitol Riverfront Business Improvement District was created. This non-profit public-private

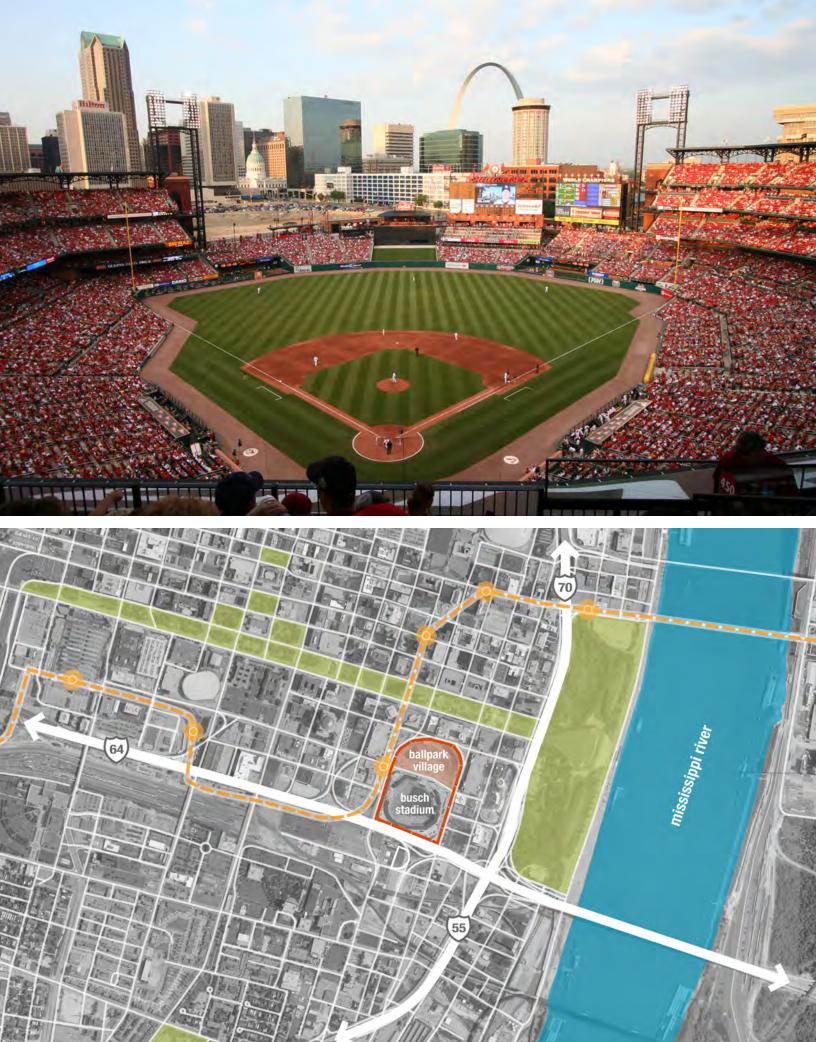


Planned Development at the Naval Yards, directly adjacent to the stadium

partnership fosters economic development, maintains parks, and sponsors community events. Including projects completed or underway before the planning of Nationals Park, Capitol Riverfront BID records that 6.5 million SF of office space, 150,000 SF retail, 2,347 residential units, and 204 hotel rooms have been constructed in the former Near Southeast. Under construction are a further 380,000 SF office, 31,000 SF retail, and 250 residential units.

Three new parks are being developed within the Capitol Riverfront: Diamond Teague Park (39,000 SF plaza and water taxi pier, \$16 million), Canal Park (2-acres, \$13 million), and the Park at the Yards (6-acres, \$42 million public-private partnership).

Due to the current financial environment many private projects are now on hold, including some that have had foundations excavated for over a year, giving the area a ramshackle appearance. Completed projects are having trouble leasing commercial and office space, while residential projects are offering deep discounts to attract tenants and buyers. However, things are now looking up for "The Front." The residential population has doubled over the past year and the neighborhood has been the focus of much praise by the local media.



CASE 04: BUSCH STADIUM

In 1995 Bill DeWitt III led a group of investors to pay \$150 million for the St. Louis Cardinals. The new owners immediately began to talk about the need for a new stadium. In 2000, a new location across the river in Illinois was considered. Not coincidentally, in 2001 the Missouri state Senate approved a \$210 million funding package for a new stadium in St. Louis. However, the Missouri House of Representatives struck it down.

Failing to acquire state funds, the Cardinals became the first baseball team since the Giants in 1997 to fund the construction of their own stadium. The team issued private bonds backed by income generated from ticket sales. It is a testament to the loyalty of Cards fans that these bonds earned a AAA rating. The state did still contribute however, in the form of tax credits (\$36 million) and alteration to a highway ramp (\$12 million). Busch Stadium (III) began construction in 2004 and opened for the 2006 baseball season. The total cost of the stadium is estimated at \$365.5 million.

In exchange for these and other local public contributions, the Cardinals agreed to develop a "Ballpark Village" on 11 acres adjacent to the new stadium. This idea had been a part of the original pitch to the state, and was inspired by the Padres deal in San Diego. The original agreement stated that at least \$60 million had to be spent in development costs, and that one block would be finished by 2007. The whole project was to be completed by 2011. The penalty for non-completion was to be \$3 million per year.

The Cardinals chose the Cordish Co. as its 50-50 partner in the development process. The Cardinals would contribute the land, while Cordish would provide the equity. Cordish would recoup its direct investment first, after which the partners would split revenues from the project.

Development plans ballooned at one time to over \$650 million, and included the Centene corporation as an anchor office tenant. However,



Current State of Ballpark Village Site

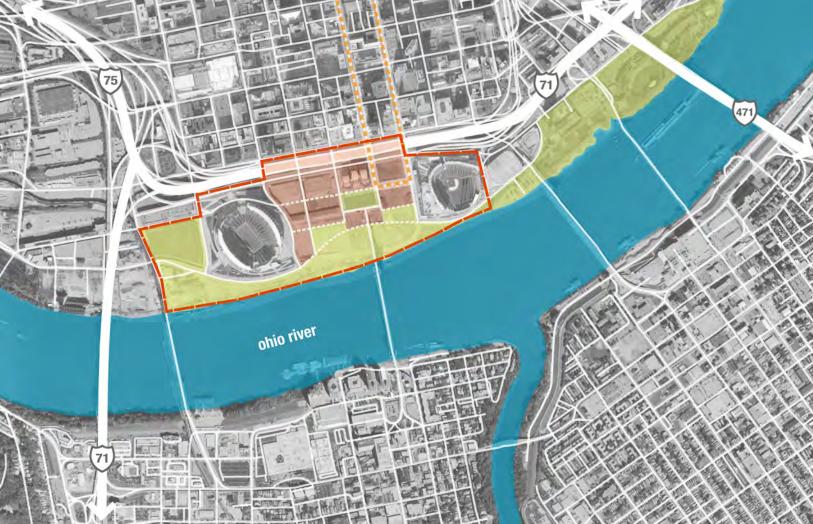
Centene later decided to build a new suburban headquarters instead and pulled out. This disruption put plans on hold for some time, and then the economy soured. Current estimates for phase one have been scaled down to \$300 million. A future phase with a residential component has been left as an option.

Local revenue streams (TIF, STIF, and an extra district sales tax) have been approved for the issuing of bonds, though the development partners will have to issue them privately, as the city and county refuse to guarantee them and put further public funds at risk.

The president of the Cardinals has stated that three things delay the beginning of construction. First, new office tenants must be courted due to the departure of Centene. Then, once suitable tenants are found, new designs must be drawn. Finally, the financial climate must improve before bonds are issued, an issue made more difficult by the lack of government guarantee.

Taking current market conditions into account, deadlines (and penalties) for the completion of Ballpark Village have been relaxed. The developers have three years to issue bonds linked to the promised revenue streams before their availability expires. New Market Tax Credits might also be available for gap financing.





CASE 05: GREAT AMERICAN BALLPARK

For many years the Cincinnati Bengals and the Cincinnati Reds shared a single multi-purpose stadium on the banks of the Ohio River, adjacent to downtown. In 1996, Hamilton County voters passed a half-cent sales tax to fund the two new stadiums. It had seemed that the tax would be defeated, but mere days before the vote it was announced that the rival Cleveland Browns would be leaving the state for Baltimore. Needless to say, this event had a great and sudden effect on public opinion of the tax measure.

Construction of Paul Brown Stadium for the Bengals began in 1998, before any plan had been made for the riverfront area as a whole. That same year a public referendum was held on the future site of a new Reds stadium and the result was that it too should remain on the riverfront. In 1999 the Riverfront Advisors Commission Plan was produced, suggesting a new district between the two stadiums to be called The Banks. Urban Design Associates refined the suggestions of the Commission and produced the Central Riverfront Urban Design Master Plan (2000). This plan contained all the basic public elements that are seen in and around The Banks today.

Paul Brown Stadium was completed in 2000, and construction of Great American Ball Park began. The final cost to Hamilton County for the Reds' new stadium was over \$305 million of \$346 million in total costs (including demolition of the old stadium). Great American Ball Park opened for the 2003 baseball season.

On the public improvement side, \$330 million was spend to lower Ft. Washington Way, provide support for future capping, and simultaneously build the underground Riverfront Transit Center for bus and future rail traffic. Within the Banks itself, the city is responsible for streets, infrastructure, and a podium of parking decks (\$62 million in phase one).

In 2004 the National Underground Railroad Freedom Center was the first structure to be completed between the two stadiums. Subsequent



Current Progress at The Banks

development was delayed, primarily by strife between the City of Cincinnati and Hamilton County. This was finally put to rest in 2006 by the formation of the Banks Working Group, headed by headed by Reds CEO Bob Castellini. In 2007, the developers chosen to complete the private portions of the projects (first AlG-Carter, later Carter-Dawson) presented a development plan calling for more height and density, which was approved.

In April of 2008 ground was officially broken on the public portion of The Banks Phase One. In September of the same year ground was broken on Riverfront Park. Once the garage podium was complete, Carter-Dawson began construction of 300 apartments above 80,000 SF of retail, scheduled for a grand opening the same day that the 2011 baseball season kicks off (\$74 million).

Carter-Dawson has discussed and shown plans for a Phase Two, including a boutique hotel and an office tower of up to 14 stories. However, to receive financing for the latter, 60-75% of the building must be pre-leased. Carter-Dawson has also been looking for partners in building two restaurants between the Freedom Center and Riverfront Park. Development of future phases may depend of successful procurement of federal stimulus dollars. Hamilton County currently faces severe challenges in meeting its bond obligations.



CASE 06: PNC PARK

For many years the Pittsburgh Steelers and the Pittsburgh Pirates shared Three Rivers Stadium across the Allegheny River from the Golden Triangle. In 1997, the citizens of the 11-county metropolitan Pittsburgh area voted down a ballot measure to fund two new stadiums for the teams with a half-cent sales tax. Subsequently, local and state politicians devised a way to fund the stadiums without the sales tax, through re-routing existing revenue streams and finding new sources. This was known as Plan B, or the Regional Destination Financing Plan. In the end, federal (\$52 million), state (\$340 million), local (\$400 million), and private (\$145 million) funds, plus over \$100 million from "other" sources went towards the construction of a new football stadium, a new baseball stadium, a new convention center, related infrastructure, and a riverfront park for the combined sum of \$1.07 billion.

Along with these massive public improvements, officials wanted to incentivize the Steelers and the Pirates to develop the land in-between their new stadiums on the North Shore. Thus, as a part of their new lease agreements, a portion of revenue derived from parking fees would not go directly to the teams, but instead into a development fund that could only be accessed in conjunction with construction on designated parcels in the "Option Area" owned by the Stadium Authority.

In 2002, North Shore Developers LP (The Steelers and the Pirates) hired Continental Real Estate Cos. to assist them in their development ventures. Continental produced the North Shore Master Plan. This plan was based on the previous North Shore Consensus Plan and Design Guidelines (2001) produced by Urban Design Associates, the same firm that produced the urban design framework for The Banks in Cincinnati. After a period of negotiation with the city and the Stadium Authority, the "Option Agreement" was signed.

Since this time three parcels have been developed as two office buildings with ground-floor retail — the Equitable Resources Building and the Del Monte Building. A Hyatt hotel is currently under construction on a fourth parcel. The next parcel to be developed within the Option Area will likely



The Option Agreement

be the long-awaited Steelers entertainment complex. Residential projects are also planned, both inside and outside the Option Area, but developers are awaiting the completion of the new light rail line and stations before moving forward with these projects.

To replace surface parking lost to development, the public sector has funded the construction of two structured parking garages — The North Shore Parking Garage (2001, 924 spaces, \$28 million) and the West General Robinson Street Garage (2006, 1300 spaces, \$28 million). The latter will also be the site of the North Side light rail station, underground. Two more structured garages are planned for, as development destroys more surface parking.

THE HISTORY OF THE TAD

The Turner Field site is located to the immediate southeast of downtown Atlanta, and is comprised of roughly fifty-four acres of surface parking lots directly to the north and east of the stadium. Bound by interstate 75/85 on the west, and Fraser Street on the east, the location is bisected by Capitol avenue, which leads into Atlanta's downtown business district one half mile to the north. Fulton Street and Georgia Avenue mark the northern and southern ends, connecting Turner Field to its residential environs.

Location within Atlanta's urban context is a key factor for the Turner Field Lots. Only one half mile south of the downtown business district, the site has experienced consistent and sometimes abrupt change during its one hundred fifty year history. The northern most portions of the current parking lots are located in lots 53 and 77, two of the original parcels subdivided during Atlanta's founding. These two lots are bisected by Capitol Avenue, originally known as McDonough Street, which historically served as a major artery connecting south side residential areas to the trading centers north of the Western and Atlantic Railroads. As commercial development continued to spread north and west, the area known as the Rawson Washington District, became host to three residential neighborhoods: Summerhill to the east, Mechanicsville to the west, and Peoplestown to the south.

The neighborhoods housed a mix of class and ethnic types, including African American, Greek, and Jewish communities that supported an intricate economy of businesses and institutions. Over time, both Glenn Street and Georgia Avenue would serve as east west commercial streets, connecting Grant Park to the West End. The intersection of the Capitol and Georgia Avenue corridors housed typical uses such as movie theatres, grocery stores and restaurants that became the location that is now Turner Field. Turbulent periods during the 1950's and 60's saw transportation planning, and Urban Renewal initiatives implemented in a fashion that would permanently change the physical, economic and cultural landscape of the neighborhoods.

The Lochner Report of 1946 contained Atlanta's initial plan for highway development that ultimately became known as the downtown connector.

1911

Grid patterns reflect the typical type street and block subdivision within the stadium area during the early twentieth -century. This era is indicative of Atlanta before planning tools like zoning were employed in shaping urban growth. Due to the lack of an overall planning strategy, individual landowner decisions and real estate market practices resulted in an inconsistent series of grids that often changed based on land lot lines or parcel ownership.



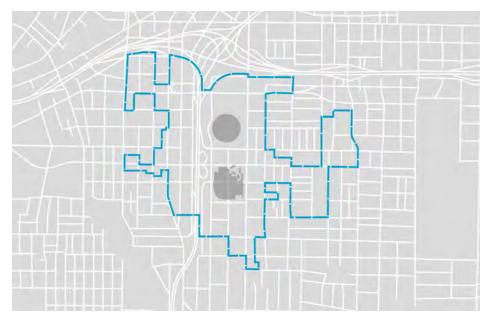
1962

Between 1949 and 1971, Urban Renewal alters the physical fabric of the stadium area permanently. Land clearance that enabled the construction of the downtown connector and interstate 20 displaced thousands of residents, ultimately depleting the area of its stable business and middle class communities. The image of the 1962 street network depicts the south side neighborhoods just before the construction of Atlanta Stadium.



1972

Construction of Atlanta Stadium was complete by 1966. By 1972, the Atlanta Braves and Falcons called Atlanta Stadium home. Completion of the stadium brought about further fragmentation of the existing street network, and more importantly gave birth to the parking issues would that plague the residential portions of the area for the next 40 years. Inadequate parking lot provision led to the intentional increase in vacant parcels many landowners used for additional income.





1982

The expansion of parking options during the 1980's created slight changes to the street network in the immediate vicinity of the stadium to the east and south. The legacy of land clearance and resident displacement of the urban renewal period was succeeded by disinvestment, along with higher than average rates of poverty and crime. Now, the highways had become boundary lines, between distinct cultural and economic factions of Atlanta.



2008

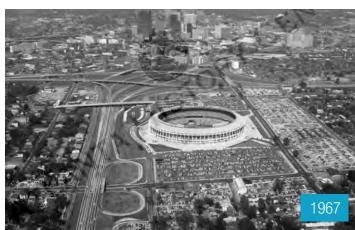
The map reflects the construction of Turner Field. Originally built as Centennial Olympic Stadium, the structure was converted in 1997 per an agreement between the City of Atlanta, the Braves, and the Atlanta Committee for the Olympic Games. The transfer of the stadium to its new site yielded more parking spaces, but also accentuated the physical damage done to the area. Roughly 54 acres of asphalt surface lots now occupy the area just south of Atlanta's downtown business district.



















The idea sought to create easy access to and from the downtown central business district by constructing highways that intersected just north of the current stadium sight. In conjunction with this plan, urban renewal strategies prescribed that additional land would be cleared in order to expand the CBD area. One of the areas designated was the Rawson – Washington district that straddled the three affected neighborhoods. This initiative resulted in the removal of thousands of residents, mostly from Mechanicsville and Summerhill, between 1949 and 1971. The land lay dormant for several years, with multiple design options considered for its development, including an arts center that was ultimately located in Midtown. In 1964, Ivan Allen's push to obtain a major league baseball franchise ultimately confirmed the ultimate use as the Braves new home.

Originally called Atlanta Stadium, the venue had somewhat dubious beginnings that can be summed up by an Ivan Allen quote, as he remembered offering Baseball Owner Charlie Finley, " a stadium not yet designed, to be built with money we didn't' have, on land we didn't own". His statement provides insight into the politics of the site's development. At the time the decision was made to build, land had yet to be transferred from the Atlanta Housing Authority, who intended to develop middle class housing on the site, to the Atlanta Recreation Authority, who has continuously managed the venue through the present. Lack of funding would have made actual construction impossible were it not for the sheer force of the financier Mills Lane.

Opened in 1966, Atlanta Fulton County Stadium occupied what is currently parking lot area under consideration for future development. Parking capacities began at 4100, and were increased ultimately to 6600, but still remained insufficient to account for event traffic. This planning error had immediate and lasting impacts on the neighborhood fabric that can stil be observed today. The creation and maintenance of hundreds of vacant parcels used as gypsy parking lots on surrounding parcels, contributed to blight, depressed land value, and a lack of investment that permeated the stadium neighborhoods throughout the seventies and eighties.

The announcement that Atlanta would host the Olympic Games in 1996 gave new hope for the area, and provided the impetus for constructing the 88,000 seat Centennial Olympic Stadium. Hundreds of new single and multifamily residential units have been constructed as a result of private public partnerships, along with philanthropic and community development corporation involvement. Additionally, by locating the new venue on land south of Georgia Avenue, parcels occupied by the demolished Atlanta Fulton County Stadium could be used to provide more adequate parking numbers for baseball attendees. However, the increase in parking numbers on strictly surface lots have also emphasized, and possibly exacerbated the sense of physical disconnect and lack of existing community services. Conversion of Olympic stadium to the 45,000 seat Turner Field in 1997 was the last major shift in the physical planning for the site.

Since Atlanta's inception, the stadium site has experienced multiple iterations, beginning originally as open space. It quickly became the center of a bustling residential economy. It sustained the invasion of the highways and Urban Renewal. Saw residential decline be replaced with civic use through the construction of two stadiums. It has hosted two major sports franchises, concerts and the Centennial Olympic Games. Changes in street configurations, expansions in parking lot size and changes to the relationship with the highway less than a block to the west have all shaped the site. Despite the uneven morphological results of the site's historical, there is ample potential for coordinated and positive evolution, as evidenced through the efforts within the Stadium TAD redevelopment plan.







With an understanding of the case studies, a series of critical issues have been identified for investigation. These include:

- 1. A Framework of Small Blocks for Incremental Development.
- 2. Sports Legacy/Public Space.
- 3. Neighborhood Connections.
- 4. Parking.
- 5. Transit.
- 6. Connections to the Interstate.

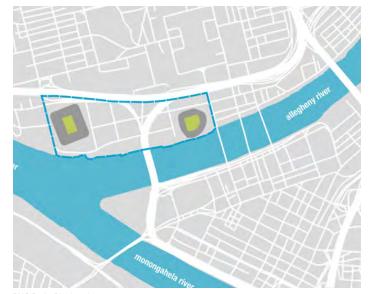
In the section that follows, a comparison is made between the site in Atlanta and the case studies with a best practice example. Through these analyses and an understanding of the site, a series of possible concepts have been developed for each, creating a matrix of possibilties for the future.



Coors Field, Denver



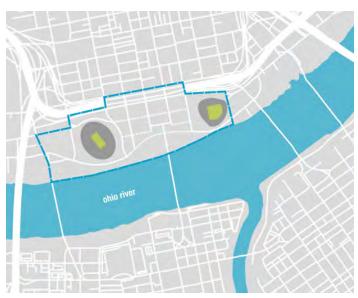
Petco Park, San Diego



PNC Park Pittsburgh



Busch Stadium, St. Louis



Great American Ball Park Cincinnati



Nationals Park Washington DC

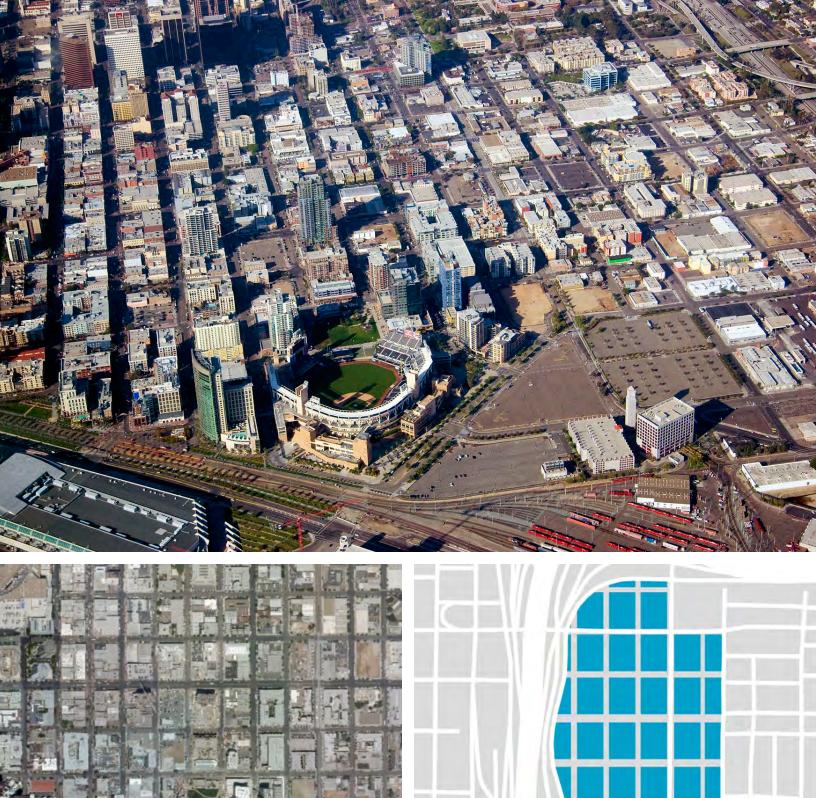
BLOCK DIMENSION + STREET CONNECTIVITY

Successful stadium redevelopments are integrated tightly into an urban fabric of small blocks. This was considered a necessity for all possible design futures, with the critical decisions being the dimensions of the blocks and their arrangements on the parking lot sites.

In three of the case studies (Denver, San Diego, and Washington, D.C.) the stadiums and related development accepted the existing block structure that there were inserted into. In the other three (Cincinnati, Pittsburgh, and St. Louis) there was the opportunity to create entirely new block structures. The situation at Turner Field is closer to the latter three case studies, though the blocks that might be created could certainly be influenced by the structure of adjacent Summerhill blocks, as design options will show later in this document.

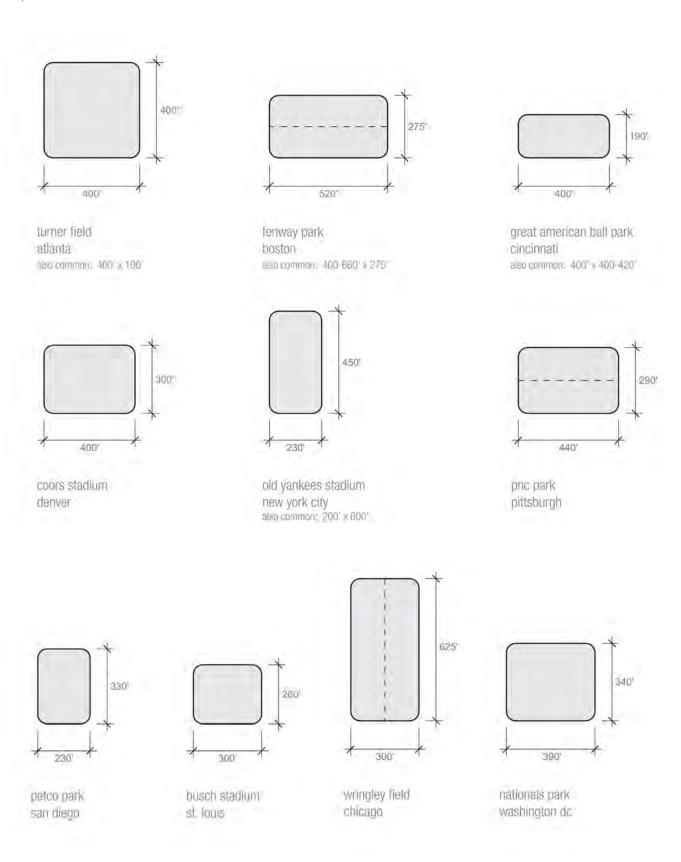


Turner Field, Atlanta





Comparison of Block Dimensions

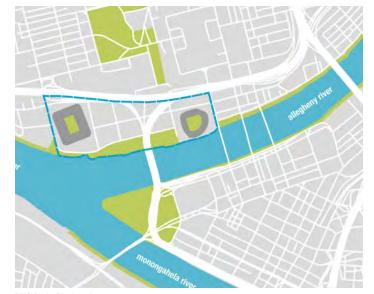




Coors Field, Denver



Petco Park, San Diego



PNC Park Pittsburgh



Busch Stadium, St. Louis



Great American Ball Park Cincinnati



Nationals Park Washington DC

SPORTS LEGACY + PUBLIC SPACE

All of the case studies included public spaces, usually as a major feature of the redevelopment. In addition, some included a tribute to sports legacy. For the Atlanta situation, Hank Aaron's record setting home run at the Atlanta Fulton County Stadium is an event to be remembered. The critical decision is the scale of public space associated with the legacy. We considered three basic variations — a large park, a small park, or a monument.

In four case studies (San Diego, Cincinnati, Pittsburgh, and Washington, D.C.) the stadium and related development has been used to significantly increase public greenspace. In St. Louis, the stadium is already adjacent to the Gateway Arch, Grounds, and Mall. In Denver, there was no development of new greenspace at the time of the stadium's construction, but more recently great effort has gone into nearby Commons Park on the Platte River.



Turner Field, Atlanta











Best Practice: San Diego

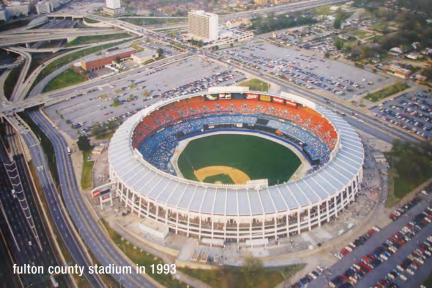






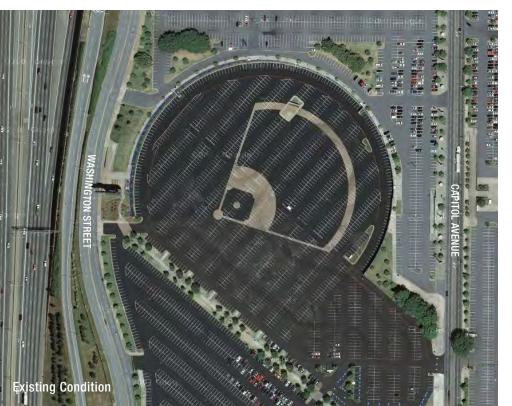


Best Practice: Pittsburgh

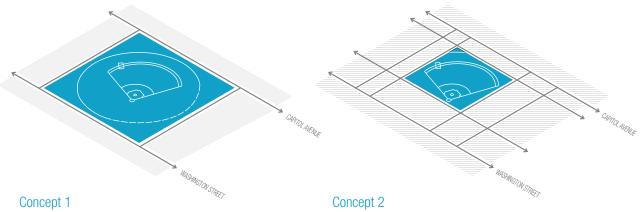






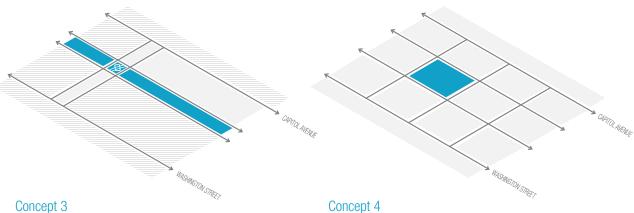


When the Fulton County Stadium was torn down in 1995 to make way for the Olympics, parts of the stadium were kept as a memory of the site's sports legacy. Most visible is the portion of the original wall which was kept in order to facilitate the site's drastic grade change. The wall was painted to resemble the old outfield wall. In addition to this, a memorial was placed in the location where Hank Aaron's 715th home run ball crossed over into the stands.



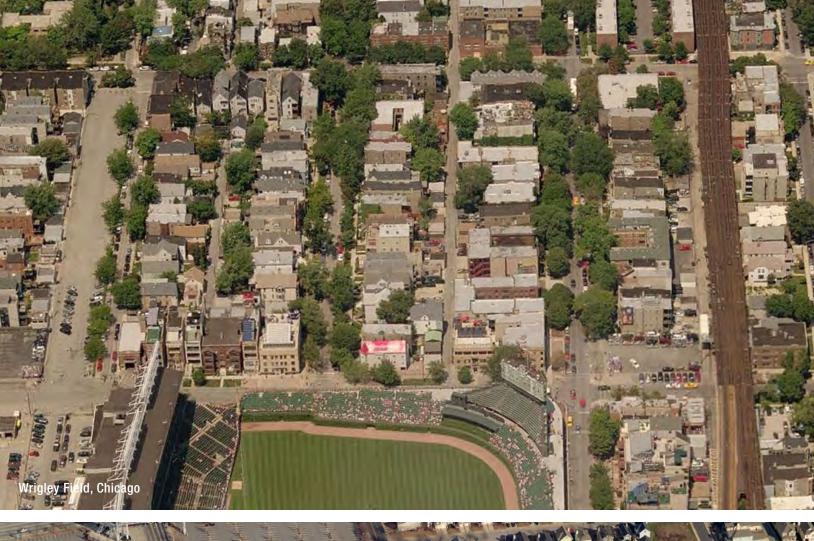
Preserve the entire footprint of the old Fulton County Stadium by creating a large park bounded by Capitol Avenue and Washington Street

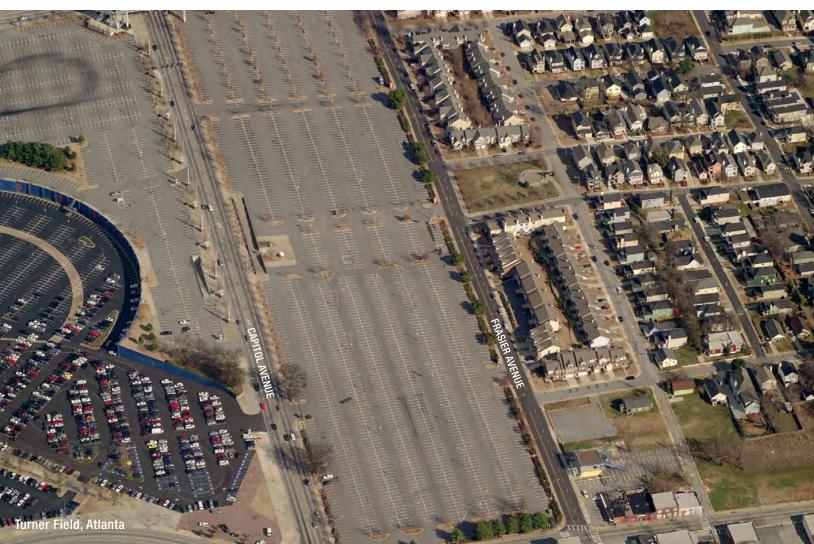
Preserve only the baseball field of the old Fulton County Stadium by creating a medium size park surrounded by newly created blocks for development



Preserve the location of the outfield wall where Hank Aaron's infamous home run ball went over in 1973 by creating an esplanade with a momument recognizing the event at a street intersection

Ignore the history of the site and create a park at any location on the site bound by newly created blocks for development





NEIGHBORHOOD CONNECTIONS

All of the case studies focused on improving connections to surroundings, most often to downtowns. For Atlanta, the biggest issue is the connection to the immediate neighborhoods – whether they should be tightly connected with a street network, whether the street network should be offset, or whether a public space – a boulevard or esplanade should fit between the neighborhood and the new development.

Typically, if a stadium is in an urban location, then it will be surrounded by a mix of uses, but usually not low density. On the other hand, if a stadium is in a suburban or exurban location, it might be surrounded exclusively by residential uses. Turner Field defies both of these norms by being an urban stadium adjacent to the CBD, yet almost completely surrounded by residential uses, much of it single-family housing, including many detached dwellings.

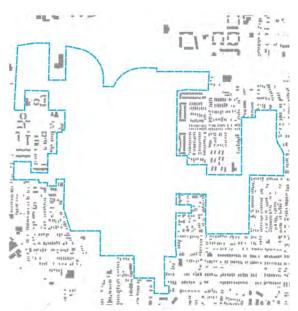


Figure Ground beyond the TAD



Figure Ground within the TAD

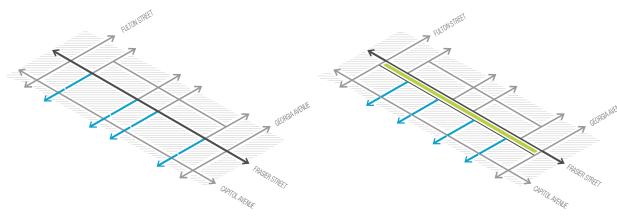










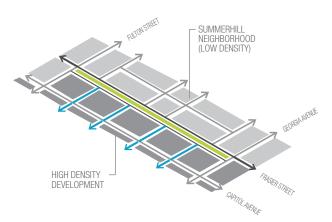


Concept 1

Extend the existing streets through Frasier Street, creating direct connections to the Summerhill neighborhood

Concept 2

Reconfigure Frasier Street as an esplanade, using the existing streets on the western side as the new Frasier Street centerline; the streets from Summerhill are disconnected and their location is based on other factors



Concept 3

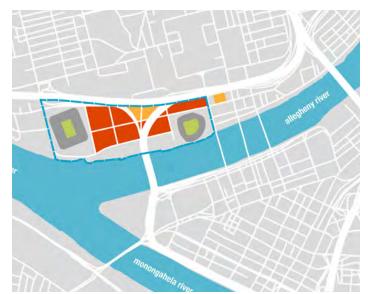
Reconfigure Frasier Street as an esplanade, using the existing streets on the western side as the new Frasier Street centerline; the streets from Summerhill are disconnected and their location is based on increasing the density of the new development



Coors Field, Denver



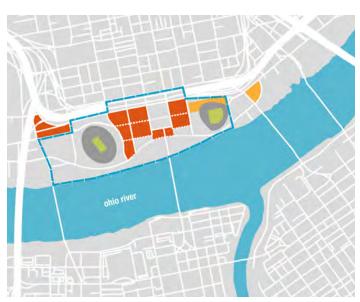
Petco Park, San Diego



PNC Park Pittsburgh



Busch Stadium, St. Louis



Great American Ball Park Cincinnati



Nationals Park Washington DC

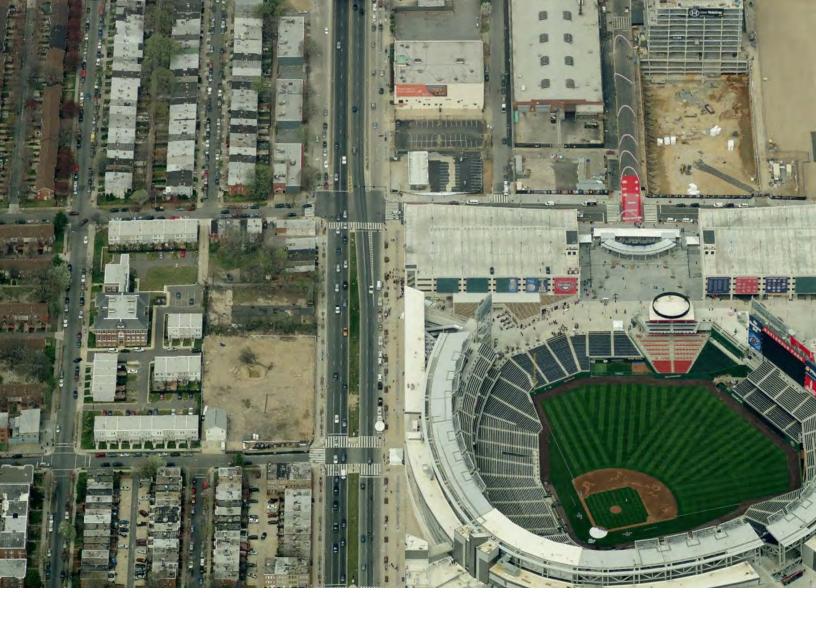
PARKING

The more that case studies have focused on adjacent mixed-use development, the more they have sought to replace surface parking with structured parking (San Diego, Cincinnati, Pittsburgh, and Washington, D.C.). It is notable that in St. Louis and Denver, where significant amounts of surface parking exist with no plans for redevelopment, this parking is located on the backside of the stadium in relation to the CBD. In the case of Turner Field, the surface parking is in-between the stadium and the CBD, creating a large gap in the urban fabric.

All of the case studies included deck parking, financed primarily by the public sector as a patient equity contribution. Analysis also demonstrated that Turner Field does not have an excess of parking – the need is to replace all 8600 surface spaces with decks. The question is how to incorporate the decks on the site – connected directly to the highway, as free-standing decks distributed on multiple blocks, or as a cluster of decks in one area. This is a key decision that affects traffic, neighborhood impact, and access to Turner Field for the entire metro region.



Turner Field, Atlanta

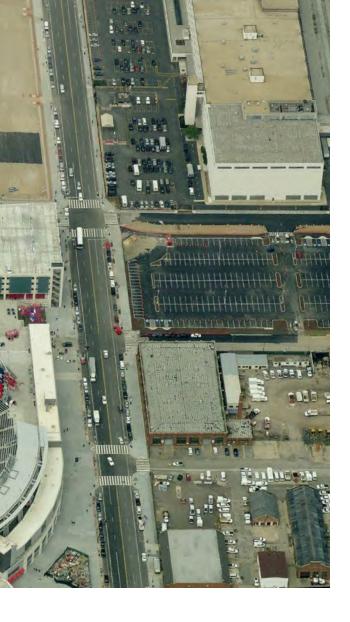










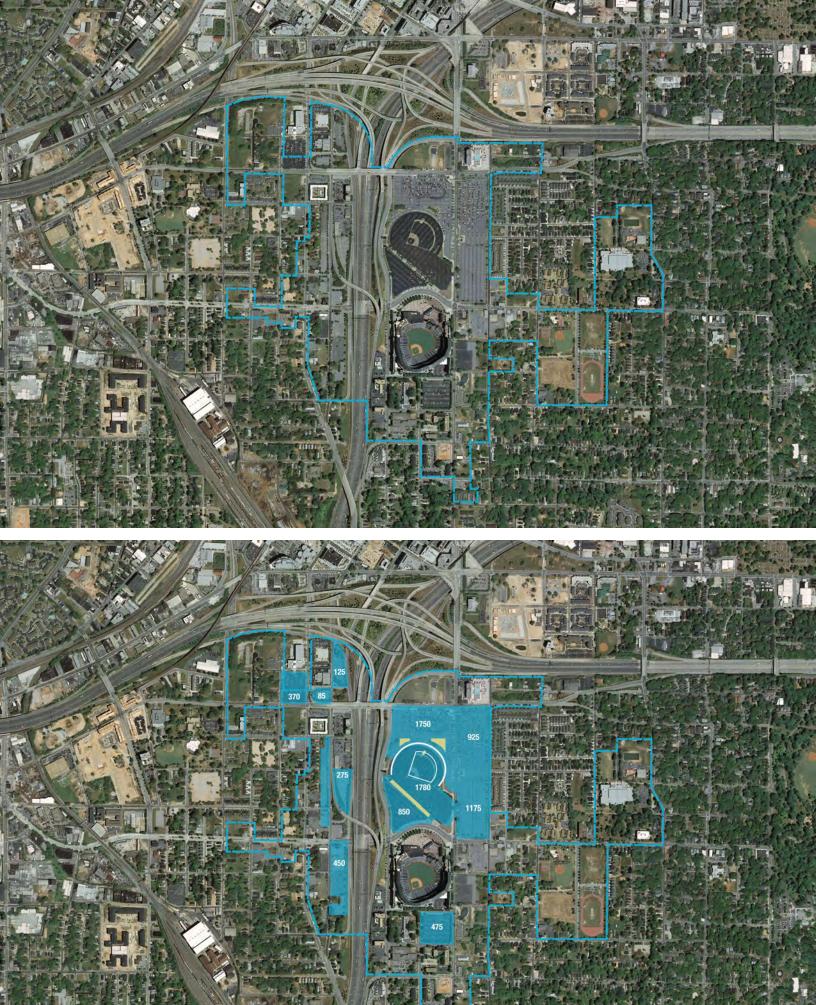


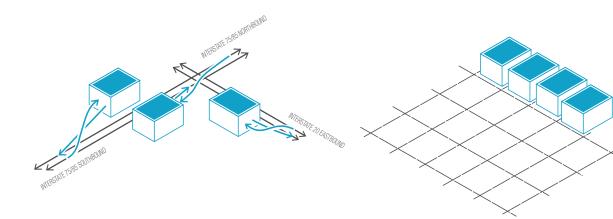




Best Practice: Washington DC

- 1. Existing Prominent Metrobus and DC Circulator Service
- 2. Existing Metrorail Service
- 3. Remote Parking Shuttle Route & Stop
- 4. Current Parking Inventory
- 5. Bicycle Routing and Signing Recommendations
- 6. On-Street Parking Recommendations



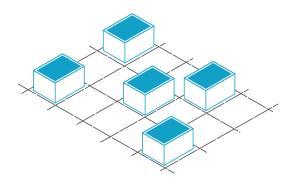


Concept 1

Utilize the existing interstate ramps as entry and exit ramps into dedicated parking structures; vehicles coming from Interstate 75 southbound would use the existing flyover for entry and on-grade ramp for exiting, Interstate 75 northbound and Interstate 20 eastbound would have to make a left turn for entry but could exit easily without any turns

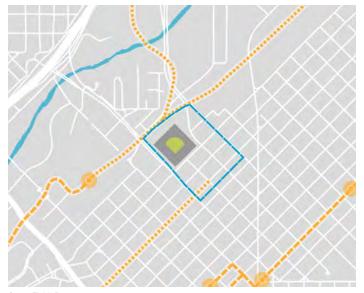
Concept 2

Consolidate parking at the fringe of the development in structured parking decks

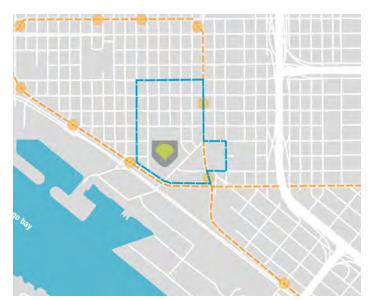


Concept 3

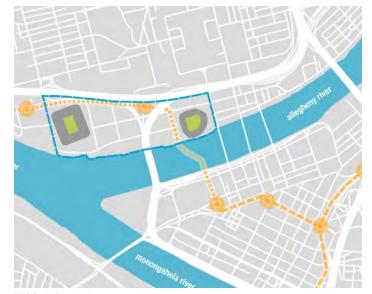
Distribute parking on several blocks within the development in structured parking decks



Coors Field, Denver



Petco Park, San Diego



PNC Park Pittsburgh



Busch Stadium, St. Louis



Great American Ball Park Cincinnati

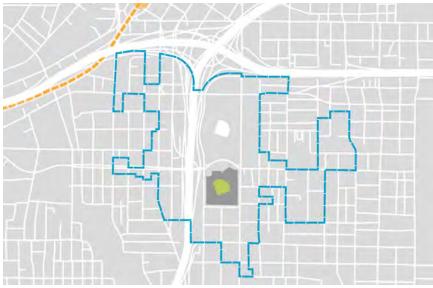


Nationals Park Washington DC

TRANSIT

All of the case study projects had transit either in place or in the advanced planning stages. For Turner Field, future transit is imperative for any possibility for sustainable development. There are two main options — implementation of the Connect Atlanta Light Rail plan or pursuing the previous proposal of a magley to connect the stadium to MARTA.

Fixed-rail transit has been a major consideration in every case study. In San Diego, St. Louis and Washington, D.C. stations exist specifically for the purpose of getting fans to the stadiums. PNC Park in Pittsburgh will have light-rail access once the North Shore Connector tunnel is complete. Cincinnati has plans for s streetcar that will link the stadium to downtown, northern neighborhoods, and the university. Denver's most recent planning documents call for a similar streetcar linking Coors Field, downtown, and the campus district.



Turner Field, Atlanta



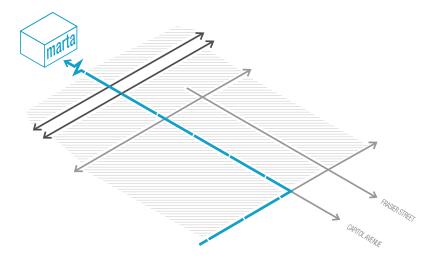






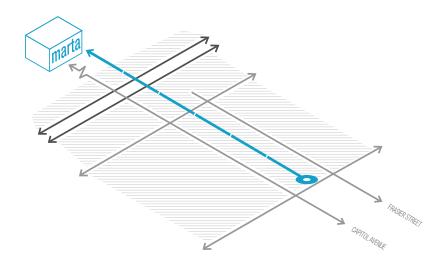


Best Practice: San Diego



Concept 1

Light rail transit on Capitol Avenue as per the ConnectATL plan

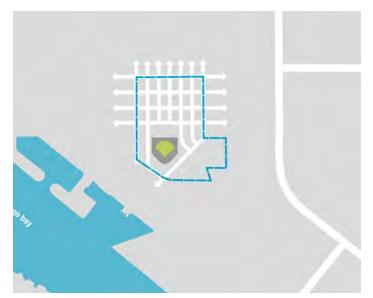


Concept 2

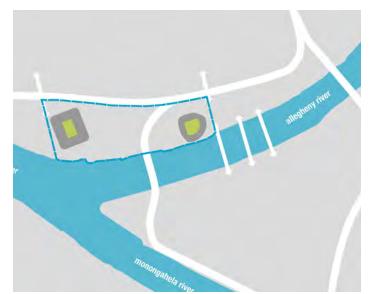
Integration of a Maglev transit system in a public right of way between Capitol Avenue and Frasier Street, as per a previous study



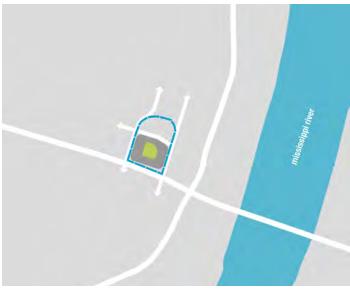
Coors Field, Denver



Petco Park, San Diego



PNC Park Pittsburgh



Busch Stadium, St. Louis



Great American Ball Park Cincinnati



Nationals Park Washington DC

CONNECTIONS

In four of the case studies (San Diego, Denver, St. Louis, and Washington D.C.) new stadiums have been constructed directly adjacent to the CBD with no intervening barriers. In Cincinnati and Pittsburgh were this is not the case (like Turner Field), the public sector has gone to great lengths to better connect the stadium to the center. In Cincinnati, Fort Washington Way was lowered in order to connect downtown surface streets to The Banks district. In Pittsburgh, the North Shore Connector tunnel is being drilled under the Allegheny River to provide light-rail access to the stadium area. In all cases, the stadiums have better connections to the greater city than what is present at Turner Field.

This involves a reworking of connections to I-20 and the Downtown Connector. The current ramp system is obsolete because it was planned for the original stadium. Turner Field and the redevelopment of the parking lots means that alterations are needed. Three are recommended.



Turner Field, Atlanta





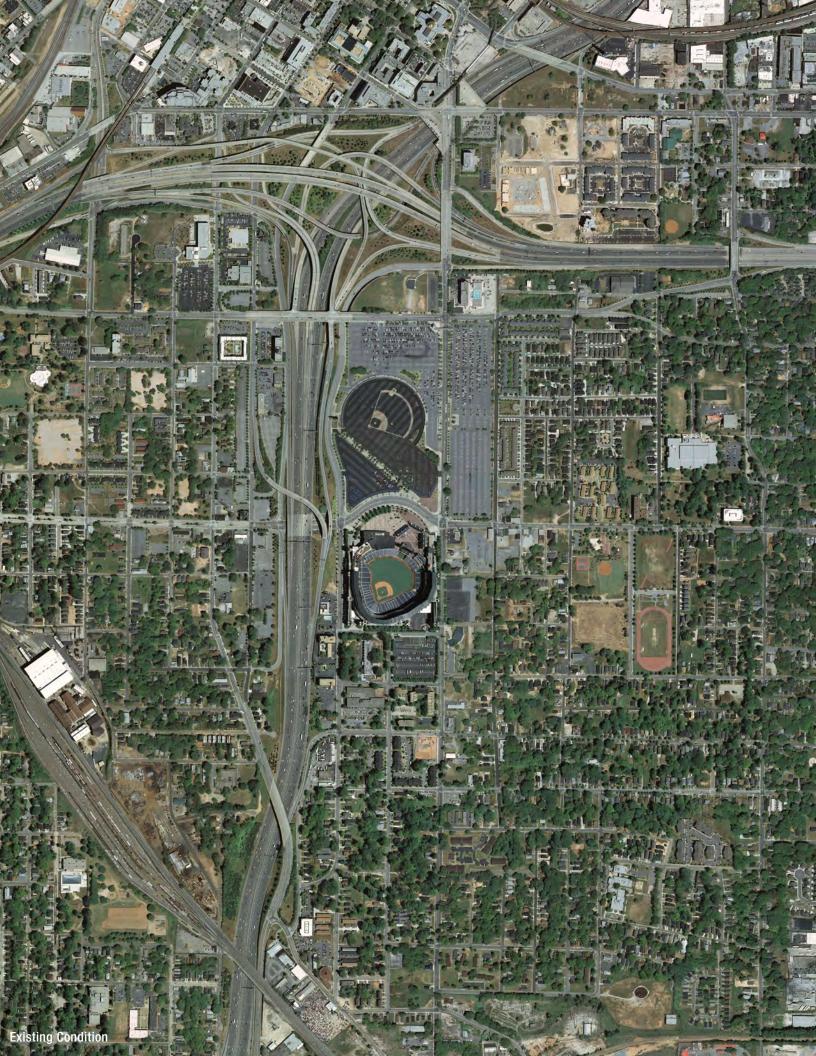


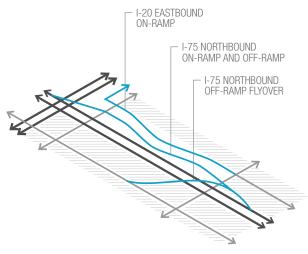






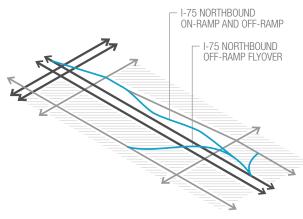
Best Practice: Cincinnati





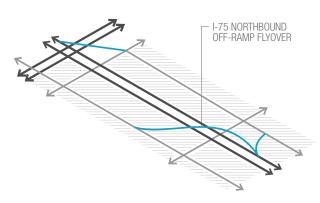
Concept 1

Retain the existing ramp configuration



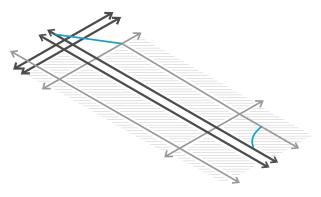
Concept 2

Reconstitute Washington Street as an on-grade street by removing the I-20 Eastbound ramp; also create off-ramp access at Fulton Street



Concept 3

Removal of the I-75 Northbound On-Ramp/Off-Ramp,which Increases the developable area; also realign the I-75 on-ramp to align with Washington Street



Concept 4

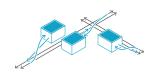
Removal of the flyover and the institution of at grade interstate access points

MATRIX OF POSSIBILITIES

BLOCK DIMENSION + STREET CONNECTIVITY



PARKING

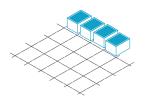


PARKING INFRASTRUCTURE TIED TO HIGHWAY RAMPS

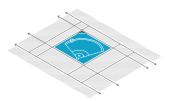




KEEP THE FOOTPRINT OF THE OLD STADIUM AS A PARK



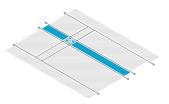
CONSOLIDATED PARKING AT THE FRINGE OF THE DEVELOPMENT



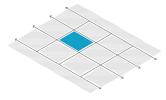
KEEP THE OLD BALLFIELD ITSELF AS A PARK



DISTRIBUTED PARKING ON DIFFERENT BLOCKS

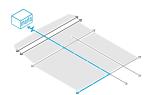


INCLUDE A MONUMENT AND AN ESPLANADE STREET INSTEAD OF A PARK



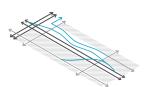
IGNORE THE OLD STADILIM AND RALLEFIELD

TRANSIT



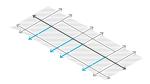
LIGHT RAIL ON CAPITOL AVENUE

HIGHWAY CONNECTIONS

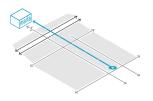


RETAIN EXISTING RAMP CONFIGURATION

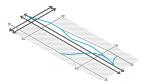
NEIGHBORHOOD CONNECTIONS



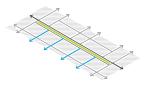
CONNECT THE STREETS



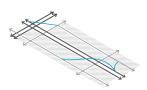
MAGLEV IN ALLEY BETWEEN FRAZIER STREET AND CAPITAL AVENUE



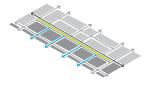
RECONSTITUTE WASHINGTON STREET AS AN ON-GRADE STREET, CREATING AN INTERSECTION AT FULTON STREET



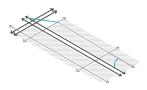
DISCONNECT THE STREETS WITH AN ESPLANADE



REMOVAL OF WESTSIDE FLYOVER, INCREASING DEVELOPABLE AREA AND REALIGNING THE I-75 ON-RAMP



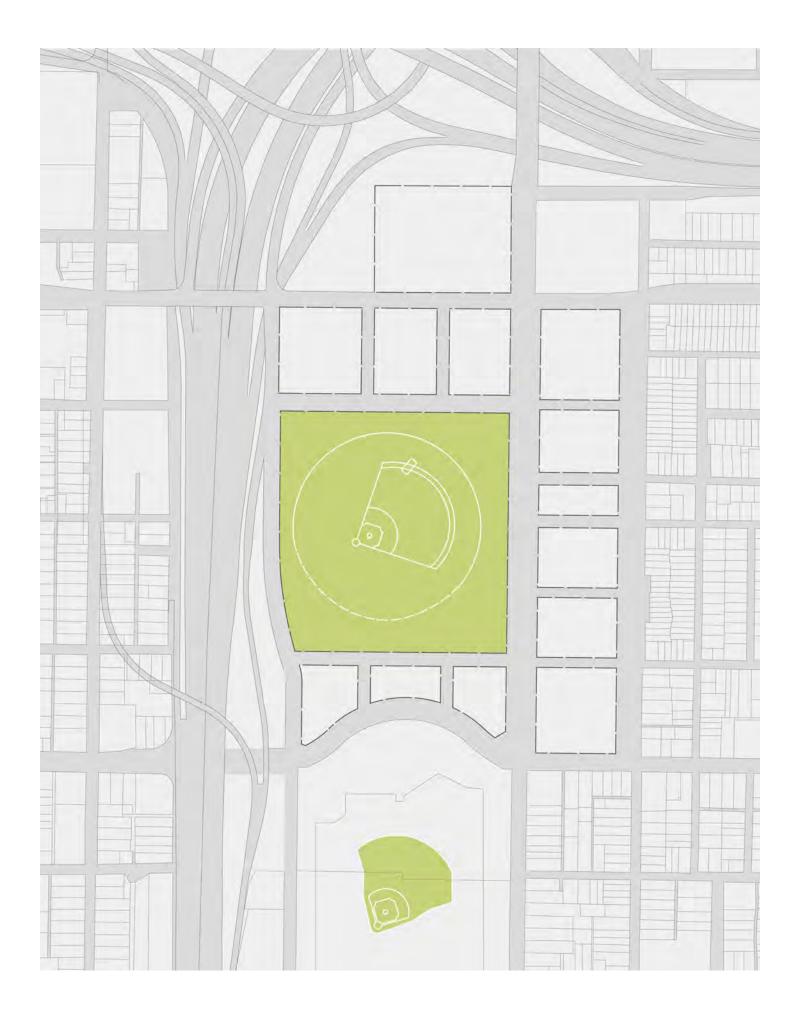
SEPARATE HIGH FROM LOW DENSITY WITH AN ESPLANADE



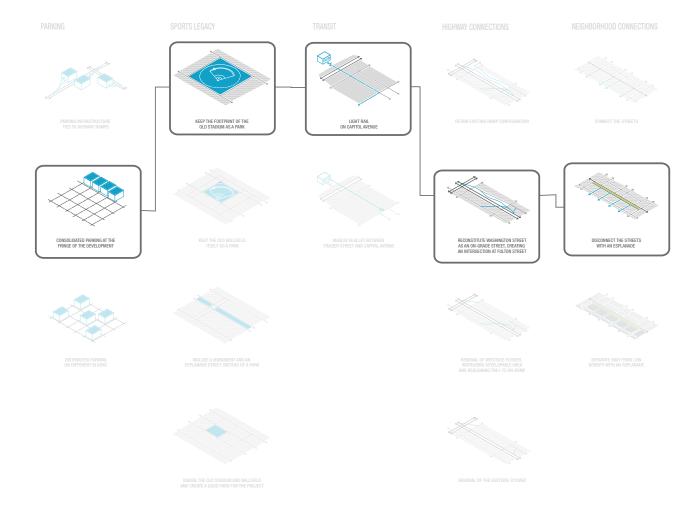
REMOVAL OF THE EASTSIDE FLYOVER





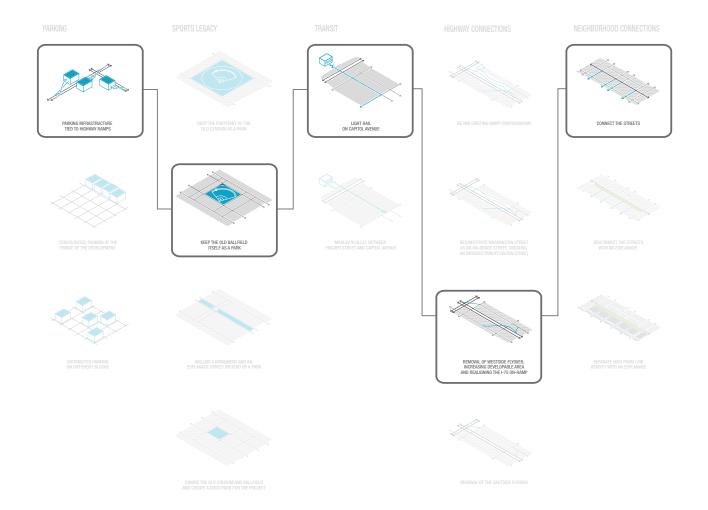


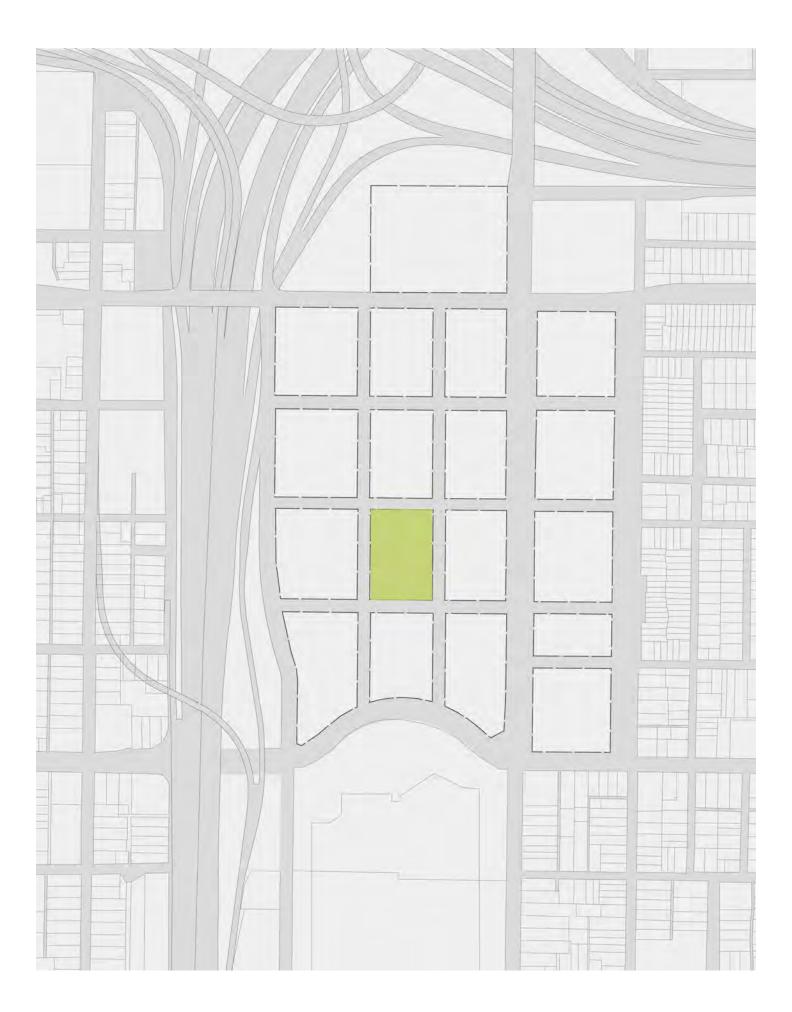
SCENARIO 1



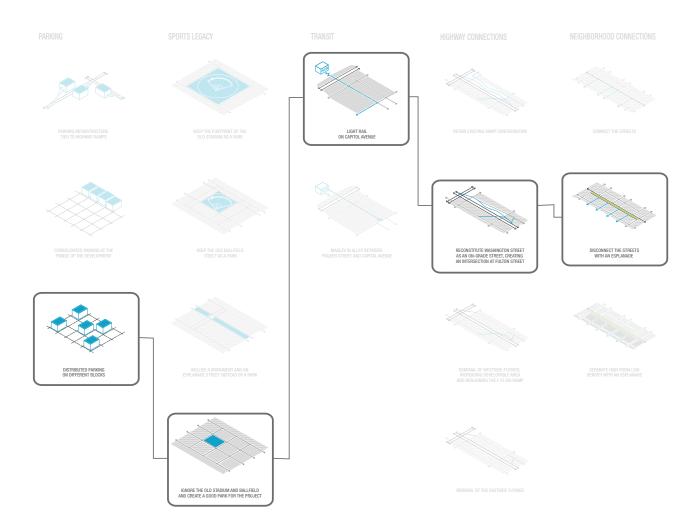


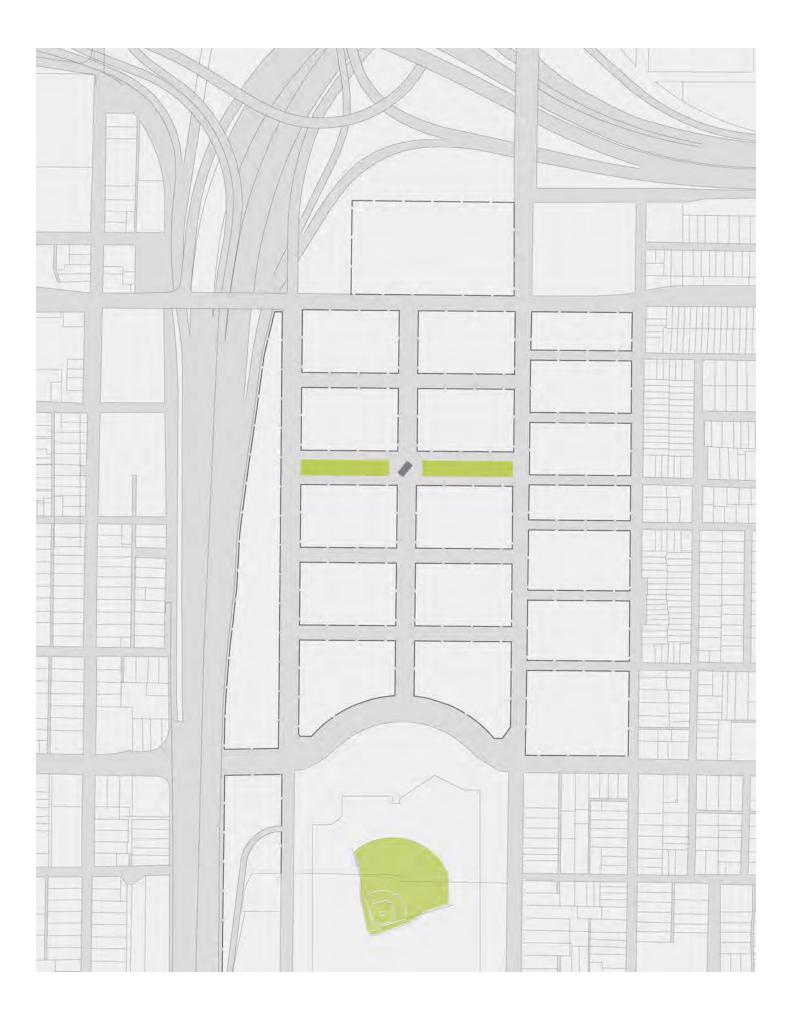
SCENARIO 2



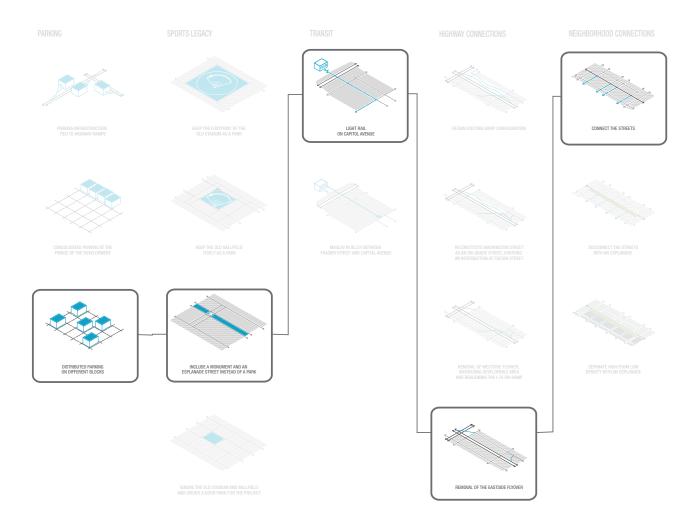


SCENARIO 3





SCENARIO 4









DEVELOPMENT OF SCENARIO 1

In the development of Scenario 1, the public realm is emphasized in the design of the individual streets as well as the large park and Summerhill park connection. In this scenario, Frasier Street is treated as an esplanade, with the existing trees forming the median of the newly designed right of way. On the other side of the esplanade, the existing park would extend to Capitol Avenue, serving as a link between Summerhill and the large park. The park itself becomes the central point within the study area by nature of its 14 acre size as well as in its preservation of the existing Fulton County Stadium. In focusing on the site's drastic grade change, the park was designed with two separate features in mind. First, the entire original footprint would be retained in a flat surface, allowing the field to be used for a multitude of sports and recreational activities. The second element is the allee of trees enclosing the footprint that mediates the grade change and could easily serve as parking for tailgating on game days and an ADA accessible walking path for residents everyday.













DEVELOPMENT OF SCENARIO 2

In the development of Scenario 2, the public realm is emphasized in the design of the individual streets and the medium size neighborhood park. While Capitol Avenue would serve as the primary mixed use thoroughfare, the new esplanade would serve as a major destination within the development. For every day, the street would be defined by the 60' wide double allee of trees. On game day, the street could transform, connecting the northern structured parking decks with the park and Turner Field beyond. With this transformation, the median could become a tailgating location shaded by the trees, each spaced perfectly for parking cars. The park was also designed with every day and game day in mind. Through the preservation of the Fulton County infield, the space could accommodate children's baseball league game, an impromptu meeting of friends, or even Braves fans camped out to watch a game projected on one of the surrounding buildings.











