

NORTHWEST-BROWNTOWN AREA

A NEIGHBORHOOD STUDY

City Planning Department
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TABLE OF CONTENTS

Acknowledgements

Table of Contents

INTRODUCTION ----- 1

SURVEY OF COMMUNITY FACILITIES; PROBLEMS & NEEDS ----- 5

 Identification of Community Problems ----- 5

 Discussion of Community Problems & Needs ----- 8

IMPLICATIONS OF FUTURE RESIDENTIAL GROWTH FOR COMMUNITY FACILITIES ---- 17

 Residential Growth in Northwest ----- 17

 Implications For Community Facilities ----- 19

 Problems of Public Housing ----- 21

RECOMMENDATIONS ----- 23

 Transitional Nature of N. W. Browntown Area ----- 23

 Recommendation ----- 24

STUDY MAP ----- 27

INTRODUCTION

This report represents a preliminary study of community problems in the Northwest Browntown Area of Atlanta. It is not a comprehensive plan, but more so an assessment of the existing and future community needs brought about by the problems which the area is facing at this particular point in its development. It is hoped that the report and its recommendations will give both residents and city officials a better sense of direction in dealing with the growth problems of the area.

BOUNDARIES

The area referred to in this report as the Northwest Browntown Study Area is bounded by Perry Boulevard on the north; the Louisville and Nashville Railway on the west; Bankhead Highway on the south; and Bolton and Nash Roads on the east.

Included within these boundaries are the Anti-Poverty Target Areas H and I, and the residential communities of Carver Hills, Hollywood Hills, Lincoln Homes, Bolton Homes, Perry Homes, Scotts Crossing, and Bowen Homes.

HISTORY

The Northwest Browntown Area is part of the area which was annexed to the City in 1952. At the time of annexation it was one of the relatively undeveloped fringe areas existing outside the City limits and consisting primarily of small semi-rural communities.

However, not long after annexation residential growth in the area proceeded very rapidly. Perry Homes, a large public housing project of 1,000 units, was opened in 1955. Then other residential projects, largely in the middle to low-income range, followed. Today the area contains about 17,000 people and 4,425 housing units, of which 1,650 are public and 2,775 are private.

The residential growth which has occurred during the past 15 years in Northwest Browntown has generally been unplanned. Residential subdivisions have been constructed without concomitant community facilities. The development and improvement of schools, parks, and sewers have lagged behind residential growth.

The result is that today, despite the built-up residential concentrations, the area still retains many characteristics of an undeveloped rural area. One finds, for example, relatively dense concentrations of public housing units amidst large stretches of heavily wooded areas with unpaved roads and rough terrain. Most community facilities are either operating over capacity or are still not sufficiently developed to meet population needs.

Even worse, residential growth occurring in the area is by no means slowing down. Several new major housing projects and additions to existing housing totaling about 3,250 units are being considered for construction. CIP estimates indicate that the population of the area will double in about 10 years and reach a total of about 40,000 people by 1983.

The dilemma facing Northwest Browntown is how to up-grade and improve already deficient community facilities in light of continuing residential growth. Residents in the area have begun to face up to this dilemma by organizing against further housing construction, particularly public housing, until more attention is given by the City to schools, sewers, parks and other community facilities and services.

THE BROWNTOWN ZONING ISSUE

The most recent and important effort by residents to prevent further public housing construction concerned the Browntown Zoning Issue. This effort stemmed from an application filed on June 29, 1967 to change the zoning of a portion of property covering about 50 acres and located north

of Browntown Road and west of James Jackson Parkway. The application requested that the property be changed from M-1 (Light-Industrial) to A-1 (Apartments). The purpose of this rezoning was to allow the construction of 510 low-cost housing units under the turnkey program for public housing. Under this program the housing units would be developed privately and then purchased by the Housing Authority.

A hearing on the zoning change was held August 10, 1967, by the Zoning Committee of the Board of Aldermen. At that time they recommended adversely on the request for a change in zoning due to complaints by residents of the Browntown Area on grounds that current school, park and sewer facilities in the area are already inadequate and would be further over-burdened by the new development.

Since no comprehensive study had ever been made of Browntown's community problems, this study was initiated to help clarify and assess those issues affecting its future development so that both residents and city officials might have a more effective framework for dealing with its problems.

APPROACH AND METHOD OF STUDY

As can be surmised from the above background information, this report is merely a first step in providing orderly development of the Northwest Browntown Area. The approach is to focus on community facilities and the attendant community problems and needs arising from their utilization.

In surveying community needs the report distinguishes both existing and future needs. Existing needs refer to those items needing immediate attention; while future needs refer to those estimated to develop in about 5-10 years, when the population is expected to be about double its present size.

The approach taken for this study consisted of the following steps:

1. identification of major community problems by City planners in conjunction with the special Planning Committee of the N. W. Perry Homes Citizens Neighborhood Advisory Council
2. an assessment by the planners of existing and future community needs generated by the above problems and an inquiry into the implications of future residential growth for upgrading community facilities and services
3. the formulation of a set of recommendations pointing out what needs to be done to meet existing deficiencies and anticipate future needs
4. a final meeting between planners and the special Planning Committee to discuss the findings of the study.

SURVEY OF COMMUNITY FACILITIES: PROBLEMS & NEEDS

IDENTIFICATION OF COMMUNITY PROBLEMS

This section itemizes the major problems involving community facilities and services in the study area. It does not cover all the problems expressed by the residents or observed by the planners, but covers only the most significant ones affecting the general development of the area.

The Problems Include

SCHOOLS

(1) Serious Overcrowding at Archer High School

With the 10 portable classrooms currently being constructed, this school will have facilities for an approximate capacity of 1,200 students, yet as of September 11, 1967 it had an actual enrollment of nearly 1,700 students.

(2) Extended Session at Archer

Due to the overcrowded conditions, Archer is operating on extended session, which means that a large proportion of the students are out of school at 12 o'clock and hence are without parental supervision a major part of the day.

(3) Overcrowding at Elementary Schools

Although overcrowding at the elementary schools is not as serious as it is at Archer, still most of the elementary schools are operating near or at peak capacity. This means they are unable to absorb any large increase in population.

PARKS AND RECREATION

(1) No Neighborhood Parks or Programs for Lincoln Homes and Perry Homes

These two important communities which contain from 7,000 to 9,000 people have virtually no City recreational facilities and programs and very limited access to those in other areas. Lincoln Homes has no neighborhood park at all and Perry Homes, while it has some recreational services rendered through the YMCA and the Girl's Club, has no City recreational service.

(2) Inadequate and Poorly Developed Parks and Playlot: Gun Club Park, Center Hill Park and Hollywood Hills Playlot

Gun Club Park is the community park designed to serve the study area population. It is currently under Phase II of its construction schedule and 6 or 7 of the total 42.9 acres have been developed. However, what has been built shows little appreciation for the preferences of the local residents. For example, the main recreational facility built so far has been tennis courts. Yet residents maintain that the tennis courts have been unused because no one in the community plays tennis and basketball courts would have been more suitable.

Center Hill Park, a neighborhood park of 16 acres, has insufficient facilities consisting only of a baseball diamond and a football field.

Hollywood Hills Playlot, located at the southern end of Magnolia Cemetery, has been the target of complaints by several residents due to its close proximity to an unsafe and unhealthful flood plain.

(3) Insufficient Distribution of Recreational Leadership

The one recreational leader working in the whole study area is stationed at Scott School which means none of the communities outside the service area of Scott School are served by a recreational leader.

SEWERS

(1) Backup and Overflow of Sanitary and Storm Sewage

Steady rainfall for a day or more brings about numerous cases of sewage overflowing into residents' yards and into vacant lots and open spaces.

(2) Flooding of Proctor Creek

The flooding of Proctor Creek during steady rainfall is responsible not only for much of the sewage overflow, but also for several drowning incidents that have occurred in the area.

OTHER FACILITIES

(1) Insufficient Access to Health and Library Facilities

Decentralized health centers in the study area are not conveniently accessible to all residents, especially those of Carver Homes and Hollywood Hills, and there is no direct public transportation route to the nearest hospital.

The nearest library, the Dogwood Branch, is located at the southern periphery of the study area and there is no direct access to it from much of the northern part of the area.

(2) Inadequate Public Transportation

Inadequate bus service is basic to the problems of access to health and library facilities and places of employment. Public transportation does not provide direct routes to these facilities.

(3) Miscellaneous Traffic and Street Problems

This refers to such problems as the lack of a traffic signal at Jackson Parkway and Brown Town Road, a major intersection crossed daily by school children, and the general neglect to clear rubbish and trim grass along the streets.

(4) Employment Problems

Most of the residents who work must go outside the area to their place of employment. Since they are primarily of middle-to-low income this places a heavy burden on them in terms of costs for transportation, child care services, etc.

DISCUSSION OF COMMUNITY PROBLEMS & NEEDS

This section expands upon the problems identified in the previous section. It examines what is being done to alleviate the problems and more importantly assesses the existing and future community needs which the problems generate. When possible, cost estimates of selected community needs are provided.

SCHOOLS

(1) Overcrowding and Extended Session at Archer High School

Based upon the concern expressed by residents, overcrowding at Archer represents the single most critical problem in the study area. This problem is further complicated by the inadequate acreage of the school site and the outmoded design of the school building.

West Fulton is another high school located near the study area which could serve a small part of its population, but it also is overcrowded.

(2) Overcrowding at Elementary Schools

The main problem here is the inability of existing elementary schools to absorb significantly large increases in population.

(3) Current Developments

(a) Expansion of Archer and West Fulton High Schools

Presently there are plans for the vertical expansion of both Archer and West Fulton High Schools which would increase their capacities to 2,000 students each. Barring any sudden large increases in population, this expansion would do much to alleviate the overcrowded conditions. The main problems confronting expansion are financing and timing. Funds for the expansion are contingent upon a possible school bond election in the spring of 1968 and whether the bond issue passes.

It usually takes two years to get a school constructed from the time a bond issue passes. However, if an architect can be authorized to begin planning the project before the bond issue passes, about 8 to 10 months can be cut from the needed amount of time. If this procedure were followed in relation to the expansion of Archer High School, construction could start in the summer of 1968 and be completed by the fall of 1969 providing that the bond issue passes.

(b) New Elementary Schools

Since most elementary schools are operating at peak capacity, it will be desirable for any new large housing projects to include sites for elementary schools in their plans. One of the major proposed projects, Rockdale Park, includes a site for an elementary school in its plans, but some of the others do not.

(4) Estimate of Community Needs

Existing Needs -

(Those requiring immediate attention.)

(a) Expansion of Archer and West Fulton High Schools by Fall of 1969

This would require that the expansion be placed on school bond issue by Spring of 1968 and that an architect be authorized to begin planning the expansion before the bond election.

(b) Inclusion of Elementary School Sites in any New Housing Projects Approaching 300 Units in Size

This has special reference to the Browntown Road public housing site, on which 10 acres should be set aside for an elementary school if the 510 units of public housing are to be constructed.

Future Needs -

(Those likely to develop in a period of about 5-10 years, during which time the population is projected to double.)

(a) New High School

Although a new high school is not needed now under current school standards, increasing population over the next few years will create the need for a new facility. Plans for the facility should begin now.

(b) New Junior High School

The construction of a junior high school in the future will help to alleviate potential overcrowding in the elementary schools. The City owns a possible site for such a school west of James Jackson Parkway and north of Williams Elementary School.

(c) New Elementary Schools

Anywhere from 4-8 new elementary schools will be required to serve the population over the next 5-10 years. The sites of the schools will depend upon future growth patterns.

(5) Cost Estimates of Selected Items

Archer High School	vertical additional	\$2,000,000
New high school	total construction	5,000,000
(2000 students)	minus land costs	

New jr. high school (1200 students)	total construction minus land costs	3,000,000
New elementary school (1000 students)	total construction minus land costs	2,000,000

PARKS AND RECREATION

(1) No Parks and Recreational Services At Lincoln & Perry Homes

Lincoln Homes

Actually the need for a neighborhood park in Lincoln Homes was brought out in Additional Park Land Survey by the Planning Department. This survey recommended a site for the park at the end of Fern Drive. Presently, however, the Parks Department lacks funds to purchase additional park land. So the development of a neighborhood park for Lincoln Homes will have to wait upon the next bond issue.

Perry Homes

The lack of adequate recreational services in Perry Homes is due to a conflict in regulations between the City Parks Department and the Housing Authority. A preliminary investigation into the conflict has revealed the following situation. The main issue centers around the cost of recreational leadership and personnel. The Housing Authority can meet the costs for recreational space and all types of physical facilities, but it is prevented by federal law from allocating any expenditures to recreational personnel. The Parks Department can meet 50% of personnel costs, but wants the Housing Authority to pay the other half. So until the other 50% of personnel costs is met, Perry Homes will be without recreational services.

(2) Inadequate and Poorly Developed Facilities

Gun Club Park

(a) Current Construction

Gun Club Park is currently under construction through funds being provided from federal, state, and local sources. The site was acquired on November 2, 1964 for a purchase price of \$55,000.

The construction is divided into three phases. Phase I cost \$63,456, began on April 11, 1966 and was completed in February, 1967. It consisted of clearing and grading the area and building parking facilities, tennis courts, fences and retaining walls, etc.

Phase II, which cost \$52,206, began on August 4, 1967 and is scheduled for completion in December 1967. It consists of building the remaining portion of the parking lot, a multi-use court area, various play areas, camping areas and the grading of athletic fields.

Phase III, which costs \$150,000, is scheduled to take place during 1968 and will consist of the construction of a bath house and a major swimming pool.

The completion of Phase III, however, will not provide Gun Club Park with all the necessary facilities for a fully equipped community park. There will still be the need for a community club house.

(b) Tennis Courts

Regarding the unused tennis courts, the Parks Department has stated that it would be willing to remove the tennis courts and erect basketball courts if the community so desires. Hence, the solution of this problem simply awaits the necessary communication between the community groups and the Parks Department during which the community groups can point out exactly what they want done.

(c) Footbridge

The need to erect a footbridge which provides access from Perry Homes to Gun Club Park is currently being met by the Atlanta Housing Authority, which began receiving bids for construction of the bridge on September 21, 1967.

Center Hill Park

The Parks Department has allocated \$40,000 from its Supplemental Fund to bring about general improvements for Center Hill Park during the coming year. These improvements will include; site preparation and drainage, drive-way and parking spaces, paved court area, a children's area, and the relighting of the existing ball field.

Hollywood Hills Playlot

The Parks Department has affirmed its willingness to meet residents' dissatisfaction with the unsafe location of Hollywood Hills Playlot near a hazardous floodplain. The Department holds that it erects the playlots as temporary, small-scale play areas at the request of the citizens and at sites selected by the citizens. There are no significant problems in removing the playlots or changing them to a different location since the facilities are temporary and easily removable.

(3) Insufficient Recreational Leadership

The problem of insufficient recreational leadership is due in large part to the poor development of recreational facilities in general. In order to provide recreational workers the Parks Department requires that the park or school to which the worker is assigned have indoor facilities. Unfortunately, most of the parks and schools in the area do not have such facilities and hence are not manned.

As recreational facilities are improved, e.g. when Gun Club Park is completed, one should expect more recreational leadership. In the meantime, an effort should be made on the part of either the local community

or the Parks Department to check out those schools or parks which do have adequate indoor facilities so that recreational leaders can be assigned to them.

(4) Estimate of Community Needs

Existing Needs

(Those requiring immediate attention)

- (a) Neighborhood Parks, Preferably With Recreational Leadership, For Lincoln and Perry Homes Communities.

Lincoln Homes

Since the Parks Department has no funds for additional park land, the request for a neighborhood park for Lincoln Homes will have to be placed on the next bond issue. This matter should receive 'high priority' attention from the Parks and Planning Departments.

Perry Homes

The physical facilities for a park here can be provided by the Housing Authority. Since the H. A. is prevented by Federal law from meeting recreational personnel cost, it is recommended that the City find means of paying total personnel costs instead of the 50% level it is operating under now.

- (b) Completion of Gun Club Park

While it is true the Gun Club Park is under construction now as a 'high priority' project, still it is necessary that plans be drawn for its completion beyond the current construction plans. A community park, fully equipped with a community club house, is sorely needed in the area. Moreover, the plans should be drawn up in such a manner that the local residents can have a voice in selecting the types of facilities to be erected in the park.

- (c) Establishment of Effective Communication Links Between Local Community Groups and The Parks Department

Many of the park problems, i.e. Hollywood Hills Playlot, appear to be primarily a result of poor communication between the local community and the Parks Department. Evidently many of the immediate problems could be given proper attention if the local community groups had organized channels for addressing their grievances to the Parks Department and if the Parks Department, on the other hand, would keep the community informed of and give them a voice in its plans for the area.

Future Needs -

(Those likely to develop in a period of about 5-10 years, during which time the population is expected to double.)

(a) Community Park

This park need not necessarily be located within the boundaries used for this study. Any of the area to the west of James Jackson Parkway from Bolton Road to the Chattahoochee might be desirable.

(b) At Least Three More Neighborhood Parks

Two of these are already proposed and their tentative sites seem desirable. The possible site for another would depend upon the future growth pattern of the area.

(c) Establishment of a Park Development Program

This is a program that could be carried out by the Planning and Parks Departments in close conjunction with the local community for the purpose of expanding and improving park facilities as population increase demands it.

One example of the type of expansion that might be desirable and even necessary in the future concerns Center Hill Park. Although adequate in size for existing population, in the future it would probably be desirable to extend its northern boundary from Hill Street across the now vacant land to North Grand Avenue. This would not only increase the space for the park, but would also facilitate access from a major thoroughfare, Hollywood Road.

(5) Cost Estimates of Selected Items

New neighborhood park	Total construction minus land costs	\$200,000
New community park	Total construction minus land costs	500,000
Recreation leadership Perry Homes		6-8,000
Gun Club Park - Third Phase	Total construction minus land costs	150,000
Community Club House	Total construction minus land costs	150,000

SEWERS

(1) Explanation of Sewage and Flooding Problems

There are several reasons for the sewage and flooding problems in the Northwest Browntown Area. The three most prominent reasons are:

- a. The limited capacity of Proctor Creek as a drainage system;
- b. Poor siting of several residential homes;
- c. Generally deficient and obsolete storm and sanitary sewers.

Limited Capacity of Proctor Creek

The problems of Proctor Creek are in a sense no more than a reflection of the area's general problem of growth imbalance, in which the development of community facilities have not kept pace with the residential growth.

Proctor Creek has served as a major drainage basin for storm and sanitary sewage in the Northwest area long before it became annexed to the City and developed. As a result, it is not adequately suited now to serve the newly built up population. This is the reason for much of the overflow and more specifically is the reason why the worst cases of overflow occur at residential homes and areas bordering the creek.

There is no question that this problem of Proctor Creek is a large scale one which demands a long-term solution. The solution proposed by the Construction Department is the Sandy Creek Improvement Program (Phases I to III) which is supposed to begin some time in 1969 and will require 15 to 20 years for its completion. Up until the time of the implementation of the Sandy Creek Improvement Program, the Construction Department will be utilizing whatever temporary solutions are possible. Presently under consideration is the construction of a small 'package' plant to alleviate the load on some of the major lines.

The problem of flooding itself in Proctor Creek can only be resolved by restricting children from the flooded portions and by preventing the construction of residential homes and play areas at sites near the creek which are too low. This point leads into the second major reason behind the flooding and sewer problems in Northwest Browntown.

Poor Siting of Residential Homes

Actually several homes built near Proctor Creek, i.e., along Clarissa Drive, never should have been built there in the first place because their sites are too low in relation to the creek. It has been suggested that the City purchase these homes since there is no economically feasible solution for handling their sewage and flooding problems.

Generally Deficient and Obsolete Storm and Sanitary Sewers

Undoubtedly, many cases of flooding in the area are due to the old, obsolete sewers throughout the area. Replacement and repairing of these sewers, however, are minor in comparison to what needs to be done with Proctor Creek and will be handled by the Construction Department as quickly as its limited funds will allow.

- (a) Initiation of the Sandy Creek Improvement Project As Soon As Possible.

This is the only ultimate solution to the major sewage problem in the area. So its implementation should be given high priority.

- (b) Some Planned Action on Poorly Sited Homes

There is an urgent need for something to be done with those homes which are too poorly situated near Proctor Creek for anything economically feasible to be done about their flooding and sewage problems. It is suggested that a study be made, probably by the Construction Department, to identify those homes which are beyond help and to recommend a solution which would satisfy both the owners and the City. The possibility of the City buying the homes should be carefully studied.

(3) Cost Estimates of Selected Items

<u>Sandy Creek Improvements:</u>	Phase I	\$3,340,000
	Phase II	2,050,000
	Phase III	5,166,000
General Storm Sewer Improvements:		400,000

OTHER FACILITIES

The time and scope allocated to this report was not enough to allow for an in-depth study of those problems associated with library, health, employment and transportation facilities. Thus no attempt is made to analyze all the various ramifications of these problems or to specify the existing and future community needs which they might generate. Instead attention was focused on only the most obvious and general needs in these areas.

The Needs Include:

(1) More Effective Communication Links Between Local Community Groups and City Services

An investigation into several traffic and transportation problems revealed the need for stronger communication links between local community groups and the various City agencies furnishing community services. For example, note the following two cases:

Lack of Traffic Signal at Jackson Parkway and Browntown Road

According to the Traffic Engineering Department a study was made of this intersection 5 or 6 years ago which revealed that no traffic light was needed at the time. No complaints had been received about the intersection then, so the department had no way of knowing it was a trouble spot. However, upon request of the Planning Department the Traffic Engineering Department will make another study of traffic conditions at the intersection, after which it can determine what type of traffic facility can best handle the conditions.

Poor Care of Streets

The Sanitation Division of the Construction Department confirmed that it handles the clearing of rubbish from the street, but that the trimming of grass bordering the streets is a responsibility of the property owners. It further stated that it had a shortage of workers to clean the streets so that its men are spread thin over the City. However, if any community felt it had been neglected and wanted cleaning services for its streets, the community should make a request to the Sanitation Division and the request will be acted upon.

More Effective Communication Links

The main factor underlying both of the above traffic and street care problems is the need for more effective communication links between local

community groups and the City services. This may sound rather trite, but actually it has important implications for both the local groups and the City agencies.

On the one hand, the local groups must establish the necessary organizational machinery to direct their complaints to the appropriate agencies and to follow through to see that their complaints are acted upon. On the other hand, when a public agency receives a complaint or request from a community group it should act upon the, complaint and if unable to do so, should give the community a clear explanation. Also, whenever possible the agencies should keep local communities informed of the various projects planned for the area.

(2) Public Transportation Study and Improvements

As mentioned earlier, inadequate bus service underlies the main problems which residents face in terms of access to needed facilities: libraries, health centers, places of employments. This clearly demonstrates the need for a study which pinpoints the improvements which would be necessary to alleviate the problems and which recommends ways in which the improvements can be carried out.

(3) Local Employment

Possible Development of Nearby Industrial Areas

According to the zoning map, the N. W. Browntown Study Area is heavily bordered by industrial land and thus is better situated to a potential employment base than most other areas in the City. However, much of this industrial land is undeveloped; so the kind of employment it offers to Browntown residents will depend upon its future course of development. If possible, the City should try to attract those types of industries which would offer employment opportunities to local residents.

Hire Local Residents First on Government Sponsored Projects

In addition to attracting local employment-generating industries, the City can utilize whatever other opportunities are available to help alleviate local unemployment. A case in point is the additional public housing units planned for the N. W. Area. It would not only help alleviate the problem of unemployment, but also do away with much local dissatisfaction if the City required the developers of public housing to hire local residents first in recruiting workers.

IMPLICATIONS OF FUTURE RESIDENTIAL GROWTH
FOR COMMUNITY FACILITIES

The previous two sections have examined problems and needs of particular community facilities. The purpose of this section is to look into the impact of future residential growth on community facilities in general.

In other words, it will focus on such questions as: how much population and housing will be coming into the N. W. Browntown Area over the next few years?, what kinds of problems will they create?, what community facilities will they lack?, will this lack put a drain on existing facilities or will current improvements be able to meet future needs?

These all are important questions, for which existing data is too incomplete to give fully accurate answers. Yet they must be answered as accurately as existing data will allow if a start is to be made in planning for the N. W. Browntown Area.

RESIDENTIAL GROWTH IN NORTHWEST

Before looking directly into the impact of future residential growth, it is necessary to first recognize the fact of future population and housing growth in the N. W. Area. Any consideration of the area's development must recognize firstly that it will be experiencing large increases in population and housing over the coming years and that some of the housing will be low-income and public housing.

(1) Forces Behind Growth

The reasons behind such growth are really not too complex for in actuality the growth is no more than a reflection of metropolitan economic-population increases and the need to alleviate severe housing shortages in the City as a whole.

(a) Economic-Population Increase

The economic and population growth in the Atlanta Metropolitan Area is primarily a result of its role as the financial and commercial center of the Southeast and as one of the fastest growing metropolitan regions in the country. Projections derived from CIP studies indicate that current rates of economic growth will continue for at least the next 15 years. The projections further indicate that the City of Atlanta will have an increase of over 100,000 people by 1975 and over 150,000 by 1983.

The areas in the City most likely to absorb this growth are the relatively undeveloped areas outside the central city such as the Northwest area. Due to the intensive concentration of people and activities at the central core and the resultant lack of space, more and more of Atlanta's population will be dispersing toward the fringe areas.

(b) Housing Needs of Atlanta

In addition to the sheer pressure of economic and population growth, Atlanta is also experiencing the problem of severe housing shortages. This is due not only to the lag of housing supply behind population growth, but also to the displacement of many residents through various forms of governmental activity, i.e. urban renewal, highway construction etc.

According to the CIP Relocation Report (September 1966), during 1956-60 Atlanta displaced 21,000 families and 67,000 people mostly low-income, through such activities and thereby severely aggravated the existing shortage of housing in the City. So the fact is that Atlanta does not have the housing resources to meet the needs of its population, particularly the low-income segments. Estimates indicate that nearly 17,000 new housing units will be required over the next 5 years in order to adequately house the people.

The general shortage of housing in Atlanta is the main factor behind the bold housing program which the City is currently pushing. This current program seeks to get 16,800 units within a five-year period and 9,300 of these within the next two years.

(2) CIP Projections for Northwest Browntown

The tendency for population growth in Atlanta to disperse toward the fringe areas is one reason why CIP projections indicate such large scale population increases for the Northwest Browntown Study Area over the next 15 years. The projections indicate that the population will double to a total of about 33,000 people in a decade and will reach 40,000 by 1983.

So the real question for any inquiry into the future development of the study area is not whether it will gain more people and housing, but what is the scale of the growth likely to be and what will be its probable impact on community facilities and services.

IMPLICATIONS FOR COMMUNITY FACILITIES

(1) Projected Housing for Browntown

A good indication of scale of residential development that will probably occur in the N. W. Browntown Area can be seen in the housing projects currently being considered for construction in the area. Seven such projects are now being considered; four by public housing authorities and three by private developers. Some of these projects are definite; others are tentative and still in the earliest planning stages. Together they would bring an estimated total of 3,254 housing units and 13,025 people into the area.

The table below show how these estimated population and housing units are distributed among the various projects.

PROJECTED PUBLIC HOUSING

<u>LOCATION</u>	<u>NUMBER OF UNITS</u>	<u>ESTIMATED POPULATION</u>
Perry Homes	146	700
Magnolia Cemetery	202	1,000
Bankhead Highway	540	2,700
Browntown Road	510	2,500
Total	<u>1,398</u>	<u>6,900</u>

PROJECTED 221 (d) (3) and PRIVATE HOUSING

<u>LOCATION</u>	<u>NUMBER OF UNITS</u>	<u>ESTIMATED POPULATION</u>
Rockdale Park 221 (d) (3)	1,500	4,950
Gun Club Park	200	660
Hollywood Road (Lincoln Homes)	156	515
	<u>1,856</u>	<u>6,125</u>

(2) Implications for Community Facilities

In order to deal with the implication of future residential growth for community facilities in the Northwest, this report will assume that the above projects will be carried out and completed in the coming years and thus determine the need in community facilities that will probably develop from the construction of the projects.

In effect, the report will be asking two questions: What kinds of community facilities would be included in the projects? What kinds would not be included? The facilities which are not included should then give an idea of the community needs that are likely to be generated through construction of the projects.

(a) Facilities Likely To Be Included

According to information from public housing authorities and from plans of private developers, i.e. Rockdale Park, it appears that the projects would include such facilities as community buildings and various forms of parks and recreational spaces.

Public housing would allocate space and facilities for community buildings, child care centers, and enough recreational spaces to meet the requirements of a neighborhood park. In the case of major project generating the need for a new school, it might cooperate with the School Department by allocating part of its total land area for a school site. Large private or 221 (d) (3) developments, such as Rockdale Park, would not only provide adequate recreational facilities, but also an elementary school and a health center.

So in summary one would expect the housing projects to include:

- (1) Community center, i.e. central meeting building, child care centers, etc.
- (2) Recreational spaces adequate to meet requirements of Neighborhood Parks.
- (3) In the case of one large scale project, i.e. Rockdale Park, an elementary school and health center.

(b) Facilities Not Likely To Be Included

From the above discussion it becomes apparent that except for Rockdale Park, the proposed housing developments would not include the following facilities:

- (1) Elementary and High Schools
- (2) Community Park
- (3) Major Sewer Improvements
- (4) Other Facilities, such as Libraries, Health Centers, etc.

This means that if the housing developments are constructed they will probably be creating a need for these facilities.

(3) List of Required Items and Conditions

Below is a list of the items and conditions that will probably be required if the housing projects currently considered for Northwest Brown-town are constructed. When possible, cost estimates of the items are given. It should be kept in mind that these required items and conditions are only general estimates designed to give some idea of the scale of community need and should not be taken as precise formulations to apply to every particular situation. Also, these needs do not represent some-

thing that must be met at once, but as the housing projects will probably be built in a gradual fashion over a 3 or 5 year period, so the needs will develop in such a fashion.

ITEMS

COST

1 high school	Total construction minus land costs	\$5,000,000
3 elementary schools	Total construction minus land costs	6,000,000
1 complete community park	Total construction minus land costs	400,000

(A more detailed discussion and explanation of these items can be seen in the 'Discussion of Community Problems' section of this report)

CONDITIONS

(1) Sewer

As construction of the housing projects are underway, it is also probable that Phase I of the Sandy Creek Sewer Improvements will be underway and will begin to relieve many of the sewer problems in the area. However, it is doubtful that the flooding of Proctor Creek will be relieved any time in the near future. In this case it is important that future housing be located at safe distances from the creek.

(2) Park Expansion and Improvement

As population in the area begins to build up, it will be necessary and desirable to improve and expand some of the parks. See, for example, the suggested expansion of Center Hill Park in previous section of this report.

(3) Traffic and Transportation

The additional population in the area would increase even further the need for many traffic and transportation improvements. Of special urgency would be rescheduling and routing of bus service more in tune with transportation needs of the people.

(4) Other Facilities

It is quite possible that the need for other such facilities as libraries and health will develop.

PROBLEMS OF PUBLIC HOUSING

Disturbing Trend

While it is true that N. W. Browntown, like many other areas in the City, will have to accommodate some of the low-income public housing scheduled to be built over the coming years, statistical data indicates that N. W. Browntown is receiving a disproportionate share of the City's public housing. Although containing only 3% of the total number of housing units in the City, it already contains nearly 20% of the total

public housing units in the City and about 50% of the housing currently considered for development in the area is public housing.

Social Implications

Residents of the N. W. Browntown have expressed strong concern about becoming a "dumping ground" for the City's public housing. Studies of this city and many others have attested to the danger of concentrating too many public housing projects in one area, showing that concentration of public housing in one area usually means the concentration of all the social problems commonly associated with public housing: family instability, unemployment, idle youth, etc. Such concentrations can mean potentially explosive situations which in turn can only further aggravate the existing bifurcation between low-income and middle to upper income areas of the City.

Necessity To Establish Limits

Without a doubt, it would be to the advantage of all segments of the City's population to arrest the trend toward over concentration of public housing before the accumulation of serious social problems that could affect the City as a whole. It is difficult to say just where the line should be drawn as to how much public housing Northwest Browntown should be expected to absorb. Undoubtedly more information would be needed on the availability of possible sites throughout the City. Yet it is important that residents and public officials begin now to make some effort to create a more healthful mixture of housing types in the Northwest area.

RECOMMENDATIONS

Based upon the above analysis and assessment of community problems and needs in N. W. Browntown, this section provides the recommendations designed to assist public officials in their decisions to meet the problems and needs of the area. If carried out, the recommendations should eliminate the present lag between the development of community facilities and residential growth, they should correct existing deficiencies and anticipate major future needs.

But before getting directly into the recommendations, it is important that one look at the transitional nature of the N. W. Browntown Area. For it is only within this context that one can appreciate the real value of the recommendations.

TRANSITIONAL NATURE OF N. W. BROWNTOWN AREA

Many of N. W. Browntown's problems accrue from the dilemmas which it faces at this particular point in its community development. N. W. Browntown is a newly developing area which is just at the point where it is too large for many existing facilities, but too small to justify many immediate large scale improvements.

For example, Archer High is too small and overcrowded for the number of high school students currently in the area, yet this current high school population is not large enough to justify the construction of an additional high school. In the case of sewers the main lines are operating near or at peak capacity and the Proctor Creek system is operating above its originally designed capacity. Yet the needed improvements are necessarily of a long term nature and although they cannot be completed immediately, in all probability they will be completed in time to support the population of the area when it becomes heavily developed.

Another aspect of this situation is that various city and county service agencies very rarely plan projects 5-10 years ahead. Of course, it would be ideal if they were involved in long-range planning so that they could anticipate problems rather than respond to them as they occur. But due primarily to limited funds, the agencies are more or less compelled to respond pragmatically to community problems.

The value of this report then is that it tends to make up for the lack of long-range planning for various city services. Through its assessment of community needs and its recommendations, it can be of invaluable assistance to public officials by pointing out what needs to be done to meet existing problems and foreseeing future needs in the Browntown Area.

RECOMMENDATIONS

In order to eliminate existing deficiencies and bring about orderly growth in the N. W. Browntown Area, it is recommended:

Schools

- (1) That a vertical addition to Archer High which would increase its capacity to 2000 students be placed on a bond issue by Spring, 1968.
- (2) That an elementary school site be included for any new housing projects approaching 300 units or more in size.
- (3) That planning be started now for the construction of a new high school in the area as population increase demands it.
- (4) That plans be started now for the construction of a junior high school on the already acquired site located west of James Jackson Parkway as population increase demands it.

Parks and Recreation

- (1) That a request for a neighborhood park for Lincoln Homes be placed on the next bond issue.
- (2) That the City find a means of paying all of the personnel costs needed to maintain recreational services in Perry Homes.

- (3) That plans be started for securing funds to build a community club house and fully equip Gun Club Park as a community park.
- (4) That plans be started for the development of a community park to the west of James Jackson Parkway as population increase demands it.
- (5) That plans be started for the development of at least one more neighborhood park in addition to the two already proposed for the area.
- (6) That the Parks Department be prepared to expand and improve upon existing parks and recreational facilities as population increase demands it.

Sewers

- (1) That the Sandy Creek Improvements Project be initiated as soon as possible in order to bring about the major solution to most of the sewage and flooding problems in the area.
- (2) That until the Sandy Creek Improvements Project is initiated whatever temporary solutions are feasible be implemented to alleviate sewage conditions before large new housing projects are constructed.
- (3) That a plan of action be developed to identify and aid the owners of those homes which are too poorly situated near Proctor Creek for anything economically feasible to be done about their sewage and flooding problems.

Other Facilities

- (1) That a public transportation study be made to specify problems faced by residents in terms of access to library, health, and employment facilities and to recommend feasible alternatives for resolving the situation.
- (2) That the City make a concentrated effort to upgrade street and traffic facilities in the area, including the erection of traffic facilities at needed intersections, the construction of street lights in unlighted residential areas, and the general maintenance of clean and well paved streets.
- (3) That efforts be made to attract to nearby industrial areas firms that would generate employment opportunities for local residents.
- (4) That the City require that developers of any public housing projects in in the area hire local residents first in recruiting workers.

General

- (1) That local community groups establish the necessary organizational machinery to direct their complaints and requests to the appropriate public agencies and to follow through and see that their complaints and requests are acted upon.

- (2) That the public service agencies act upon complaints and requests from local community groups and give the groups a clear explanation if they are unable to meet a requested service.
- (3) That every effort be made to develop a healthier mixture of low and middle income housing types throughout the City so that public housing does not become further overconcentrated in the Northwest Browntown.

NORTHWEST BROWNTOWN STUDY
GUIDELINES FOR IMPLEMENTATION

Most action toward implementation of the recommendations of the Northwest Browntown Study must initiate from the Northwest Browntown community itself. As stated in one of the recommendations of the study the local community must establish the necessary organizational machinery to direct their concerns and requests to the appropriate public agencies.

The following chart* indicates the elected political bodies and administrative agencies to which the community should direct its efforts in initiating action on particular recommendations.

RECOMMENDATIONS	ELECTED POLITICAL BODY	ADMINISTRATIVE AGENCY
<u>Schools</u> Recommendations 1, 2, 3 & 4	Atlanta School Board, Dr. Rufus E. Clement, Representative from Third Ward Building & Grounds Committee of School Board, Fred M. Shell, Chairman	Division of School Plant Planning & Construction of Atlanta Public Schools, Darwin E. Womack, Assistant Superintendent
<u>Parks & Recreation</u> Recommendations 1, 3, 4, 5 & 6 Recommendation 2	Aldermanic Parks Committee, Charles Leftwich, Chairman Mayor's Office, Dan Sweat, Jr., Director of Governmental Liaison	Parks Department, Jack Delius, General Manager
<u>Sewers</u> Recommendations 1, 2 & 3	Aldermanic Public Works Committee G. Everett Millican, Chairman	Public Works Department Ray Nixon, Chief of Public Works Division of Water Pollution Control, Robert H. Morriss, Engineer of Water Pollution Control

* This chart is designed to accompany the recommendations listed on pages 24-26 of the Northwest Browntown Study.

RECOMMENDATIONS	ELECTED POLITICAL BODY	ADMINISTRATIVE AGENCY
<u>Other Facilities</u>		
Recommendation 1	Aldermanic Traffic, Parking & Transit Committee, Jack Summers, Chairman	(Atlanta Transit System, Robert Sommerville, President)
Recommendation 2	Aldermanic Traffic, Parking & Transit Committee, Jack Summers, Chairman	Public Works Department, Street Division, G. F. Steele, Engineer of Streets Traffic Engineering Department, Karl A. Bevins, City Traffic Engineer Sanitary Department Ray Nixon, Chief of Public Works
Recommendation 3	(Chamber of Commerce, Division of Urban Affairs, Curtis H. Driskell)	
Recommendation 4	Mayor's Office Dan Sweat, Jr., Director of Governmental Liaison Board of Aldermen, Sam Massell, Jr., President	
<u>General</u>		
Recommendation 3	Aldermanic Planning & Development Committee, Rodney Cook, Chairman Aldermanic Zoning Committee John M. Flanigen, Chairman	Planning Department, Collier B. Gladin, Planning Director, Land Use Controls Division of Planning Department, Tom Shuttleworth, Division Chief

NORTHWEST BROWNTOWN STUDY MAP

MAJOR PROBLEMS, PROGRESS & RECOMMENDATIONS



- LEGEND**
- STUDY AREA BOUNDARIES
 - MAJOR STREETS
 - PROCTOR CREEK
 - EXISTING COMMUNITY FACILITIES (schools, parks, libraries)
 - PROPOSED SCHOOL SITE
 - PROPOSED PARKS

NEIGHBORHOOD PARKS LINCOLN & PERRY HOMES

PROBLEMS
No neighborhood park facilities for Lincoln Homes and no city recreational services for Perry Homes.

PROGRESS
City has agreed to find means of meeting recreational personnel costs for Perry Homes.

RECOMMENDATIONS
That neighborhood park for Lincoln Homes be placed on next bond issue.

TRAFFIC AND STREET FACILITIES

PROBLEMS
Lack of traffic lights at needed intersections, e.g., Jackson Parkway & Browntown Road - lack of street lights in unlighted residential areas - neglect to pave and care for streets.

RECOMMENDATIONS
1) That local community groups communicate needs to appropriate city agencies through organized channels.
2) That city make concentrated effort to upgrade traffic and street facilities.

ARCHER HIGH SCHOOL

PROBLEMS
Overcrowding, extended sessions.

RECOMMENDATION
Vertical expansion to increase capacity to 2,000 students - must be placed on next bond issue.

ELEMENTARY SCHOOLS

PROBLEMS
Existing schools are filled and unable to absorb additional population.

PROGRESS
Rockdale Park & Browntown projects will include elementary school sites.

RECOMMENDATIONS
That all new housing projects of 300 units or more include plans for elementary schools.

SEWERS AND FLOODING

PROBLEMS
Proctor Creek is primary source of flooding and sewage overflow, affecting especially residents along Clarissa Drive and in parts of Lincoln Homes.

PROGRESS
Construction Department has committed itself to whatever temporary solutions are technically and financially feasible.

RECOMMENDATIONS
1) That the Sandy Creeks Improvement Project, which is only ultimate solution to problems with Proctor Creek, be implemented as soon as possible.
2) That a plan of action be developed to aid the owners of those homes which are too poorly situated to Proctor Creek for anything economically feasible to be done about their damage and flooding problems.

PARKS PROPOSED FOR FUTURE

- 1) One community park to west of James Jackson Parkway.
- 2) At least three more neighborhood parks - sites for two have already been tentatively selected - site for other will depend on pattern of growth in future.

SCHOOLS PROPOSED FOR FUTURE

- 1) New high school (capacity 2,000)
- 2) New junior high school (capacity 1200)
- 3) Four eight new elementary schools (capacity per school 1,000)

PROGRESS
Site for junior high school already exists.

PROBLEM
Insufficient recreational facilities consisting only of baseball and football fields.

PROGRESS
Parks Department has committed \$40,000 from its Supplement Fund for improvements which include parking spaces, paved court areas, children's play area and relighting of ball fields.

EMPLOYMENT

PROBLEMS
Lack of local employment base - unemployment, especially among youth.

RECOMMENDATIONS
1) That effort be made to attract local employment - generating firms to nearby industrial areas.
2) That local residents be hired first in any government sponsored projects.

PUBLIC TRANSPORTATION

PROBLEMS
Poor local access to health, library and employment facilities.

RECOMMENDATIONS
That improvements be made in bus service to provide more efficient access to needed facilities.

GUN CLUB COMMUNITY PARK 'T

PROBLEMS
Unfinished, poorly planned at early stages.

PROGRESS
Currently under Phase II of construction - swimming pool and bath house to be built next year - Housing Authority has begun accepting bids on footbridge from Perry Homes to Gun Club.

RECOMMENDATIONS
Final completion of Gun Club Park with community club house as soon as possible.



