

ROUGH DRAFT

By..... Allan K. Sloan

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ATLANTA -- RECOMMENDATIONS FOR PHASE II

We have three basic recommendations to make for Phase II of the CCT program. These proposals have been discussed with various officials and leaders in Atlanta and have received positive response.

- that the CCT consortium team should operate under the aegis of the Policy Committee of the Atlanta Area Transportation Study during Phase II;
- that CCT should assist MARTA in planning an experimental busway connecting one of Atlanta's neighborhoods with downtown;
- that CCT should also assist the joint City Planning Commission - Central Atlanta Progress study in developing a detailed plan for downtown circulation.

The following is the rationale behind each of these basic recommendations:

1. Organizational Structure -- since the AATS Policy Committee is emerging as the prime policy making body in transportation, we recommend that CCT's Phase II work be done under the aegis of this committee. This should insure that the CCT project will operate within the mainstream of transportation policy making in Atlanta. The AATS Policy Committee represents the kind of transportation policy making body that the federal government has been wanting to create in metropolitan areas for transportation planning purposes. The Technical Advisory Committee of AATS represents the technicians of the various participating agencies and is generally the group that initiates proposals to be taken to the Policy Committee. The Citizen's Advisory Committee is now being established to review the Voorhees plan and is expected to be the main link to the community in gaining understanding and support for transportation improvements.

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The CCT's Phase II work should be guided and reviewed periodically by the appropriate committees of the AATS. At this time some sort of subcommittee structure is being planned for AATS and its advisory committees. It may be that there will be appropriate subcommittees to which the CCT should relate more directly at some future date.

To implement this recommendation, some exchange of letters between the Urban Mass Transportation Administrator and Mr. William Maynard, Chairman of the AATS Policy Committee, would be in order. This should happen on the initiative of UMTA once Phase II policy is set.

2. Nature of Phase II Work -- in Phase II, CCT should act as a supplement to, not a substitute for, the planning work of the specific agencies responsible for transportation or developmental planning. CCT should not be the sole planning agent for a particular project or program, for this is properly the responsibility of the local planning and operating agencies.

Our specific work in Phase II should be designed to supplement the technical work of AATS and MARTA in refining and detailing the basic transportation plan now under consideration and taking steps to implement it and CAP-CPC as part of its planning of downtown circulation improvements. Within the work programs of these agencies, we recommend that CCT concentrate on those aspects of the planning that are:

- a. oriented toward action programs that have a short term (3-5 year) time frame for implementation;
- b. oriented towards programs which UMTA can use as a basis for developing its national programs.

The two projects we recommend for detailed work in Phase II meet both of these criteria.

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3. The Busways Experiment -- without doubt, the planning and developing of a part of the busway system on an experimental basis will be the most important transportation development affecting downtown Atlanta in the next few years. It will also be the most important new program for which federal aid will be required. While AATS and MARTA will have prime responsibility for the further planning work on busways both in the short and long run, the CCT project could help considerably in this work. By so doing, UMTA could have the direct benefit of some on-the-ground planning experience with a system concept which may have wider application nationally.

The following are the specific kinds of work that CCT could help perform as a part of the process of setting up the specific experimental program for busways that Atlanta wants to develop:

a. Provide some of the technical analysis required for the AATS and MARTA to select a suitable segment of the overall busway plan for first stage experimentation. This is a critical decision. It will involve a careful balancing of engineering, operating, and marketing factors with the political realities of present day Atlanta. This work will involve an analysis of the current characteristics of the people living within patronage distance of the various busway routes, an assessment of the market within these areas for new busway service (coverage, frequency, etc.), an assessment of the feasibility from an operating point of view of providing busway service on the particular routes, and an analysis of the overall costs and benefits of selecting one of the routes for first stage experimentation. This would be a major part of CCT's work in Phase II, in which it would be taking program guidance and direction from MARTA and working closely with their consultants.

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b. Provide specific studies needed to implement a selected busway project. Once a route is selected for experimentation, there are a number of other work projects in which CCT might be able to assist subsequently, including:

- specific studies of the market for and the characteristics of the busway services to be provided on the selected route;
- studies of the impact of the busway on the neighborhoods and land areas directly adjacent to the proposed route;
- studies of costs, funding requirements, and sources of funds for an experimental project;
- studies to determine the best way to monitor the performance of the busway service, once operating, from a patronage and financial point of view.

4. Downtown Circulation -- the future of internal circulation in downtown Atlanta will depend almost entirely on the nature of the overall plan the AATS and the participating agencies finally adopt. There are a number of work projects in which CCT could participate in order to help the responsible agencies reach these important decisions. Most of these are included in the study program that the City Planning Commission - Central Atlanta Progress joint team is now developing. The revised application of CAP to UMTA to fund this program reflects these projects. Our recommendation is that CCT participate in this planning program in a way that would provide additional assistance to the work that is already planned. The CCT team has been meeting with CAP to determine what kind of participation this should be. The following work projects are potential candidates:

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a. Assistance in designing a system to monitor trends and changes in downtown development. The future of downtown Atlanta is key to all plans for future mass transit to, from, and within the central area. This planning will require more knowledge about what is actually happening in the downtown area in terms of changes in employment (who is now working in downtown Atlanta by skill and location of residence, how this has been changing in the short run, what mode of travel is used to get to work), changes in investment in new and existing space of various kinds (what functions are requiring new space downtown, what costs, what volume of workers per floor area, what kind of investments are being made in new and rehabilitated space), changes in traffic generation and parking in various sections of downtown, and others. Currently all planning starts from the assumption that employment in downtown Atlanta will double by 1983, an estimate that was made by the Atlanta Region Metropolitan Planning Commission in 1963 before many of the current growth trends were statistically evident. Since downtown growth is the reason for mass transit, both Atlanta and UMTA have an important stake in finding out more about the dynamics of this downtown situation. This work would initially involve setting up some continuing system to pull together at least annually existing data on a whole series of these change factors. This knowledge is required before CAP and the other agencies will have a good basis to proceed with specific planning of downtown improvements.

b. Assistance in planning immediate transportation improvements in central Atlanta. The CCT project could assist CAP and various responsible city departments in planning immediate improvements for downtown circulation pending decisions on the basic long range plan. These might include:

- 1) helping the City Traffic Engineering and Planning Departments undertake a systematic study and evaluation of existing arterial and collector street patterns within the center city. Study should result in a plan for smoother flow through:

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- reduction of abrupt and acute corners
 - use of unified one-way street system
 - use of reversible lanes
 - selective street closings
 - more coordinated intersection controls
- 2) studies of the use of existing streets for higher intensity bus usage through exclusive or reversible bus lanes, exclusive bus streets, signalling to favor buses, as part of the planning for a busways experimental project.
- 3) analysis of current goods movement problems in downtown Atlanta.

c. Assistance in longer range planning for downtown circulation.

CCT could help in planning the basic downtown circulation system needed to go along with the Voorhees plan or any alternatives to it. It could provide some of the urban design, traffic engineering, economic, market, and cost analysis inputs to supplement the work that the CAP-CPC joint team and its consultant will be doing. It could include:

- 1) helping plan circulation facilities to supplement the central subway in downtown, if the decision is made to go ahead with it. These might include:
- study of pedestrian accesses, concourses, malls, and building connectors in connection with design of the subway stations
 - study of methods of connecting peripheral parking areas with subway stations and facilitating cross-town distribution.

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- study of the design and operation of the transportation center if built as part of a basic subway-busway plan.

- 2) studies of alternatives to a central subway in downtown Atlanta, if the decision is made not to build a central subway as part of the basic plan, including: studies of parking and bus circulation systems in connection with new expressways

- 3) studies of new internal circulation systems to connect major traffic generators in the downtown area (special vehicles, people moving system, etc.) as suggested by CAP.
 - connections between Cousins air rights, Rich's, Government Center, Stadium, and parking lots.

 - connections between Peachtree Center, Civic Center, and Cousins air rights.

 - others

To implement these recommendations, the following steps should be taken:

- The recommendations should be reviewed and accepted by UMTA after being transmitted by the consortium team of CCT.

- A decision should be made on how much of an effort there will be in Atlanta on Phase II in terms of money, man-hours, work emphasis so that priorities can be selected from the projects listed above.

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- After these decisions are made and the scope of Phase II determined, follow-up meetings should be set up with
 - the AATS Policy Committee through its Chairman to re-view Phase II program and operating procedures.
 - MARTA through its Executive Director to discuss the bus-ways project.
 - the CAP-CPC project through its Executive Director and staff to discuss downtown planning assistance.

The technical and operating details of Phase II would be worked out at these meetings.