

STUDY DESIGN FOR  
THE CENTRAL ATLANTA  
PLANNING PROCESS

TENTATIVE DRAFT FOR COMMENT ONLY  
NOT FOR PUBLIC RELEASE

CITY OF ATLANTA PLANNING DEPARTMENT

Prepared for  
CENTRAL ATLANTA PROGRESS, INC.

Final Draft

By  
ALAN M. VOORHEES & ASSOCIATES, INC.  
7670 Old Springhouse Road  
Westgate Research Park  
McLean, Virginia 22101

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## INTRODUCTION

This prospectus has been prepared for Central Atlanta Progress, Inc. to describe a process for developing an action program. The prospectus covers a period of approximately 18 months. During that period both a short range and long range action program will be developed together with a method for continuous planning and programming for the future.

The prospectus emphasizes planning and programming in accordance with specific goals and objectives. Provision is made for frequent review of the goals and objectives and proposed programs by public officials, the businessmen and citizens of the Central Area.

The purpose of this continuing policy review is twofold. First, the plan and program resulting from the process will reflect the desires and aspirations of the people who will live, work and do business in the area. Second, it will generate support for carrying out the program.

The program will be carried out by a special team from the City of Atlanta and Central Atlanta Progress, Inc. with the assistance of consultants in transportation, economics and urban design.

The work program places primary emphasis on the analysis and interpretation of information, rather than the collection of data. Most of the information which will be needed is already available from studies (completed or in progress) by the City of Atlanta, the Atlanta Area Transportation Study, the Atlanta Region Metropolitan Planning Commission, and the Metropolitan Atlanta Rapid Transit Authority.

The prospectus includes a description of the organization needed to carry out the study and a diagram (see Figure 1) showing the time available for individual elements of the program. This will assist in better management of the study program. Planning programs of this kind, if not carefully managed, can result in delays, inadequate policy review and a final report which introduces whole new concepts or goals not previously tested for policy approval. The program has been generalized for this prospectus and it is expected that major elements of it would be programmed in greater detail for project management purposes.

## STUDY AREA

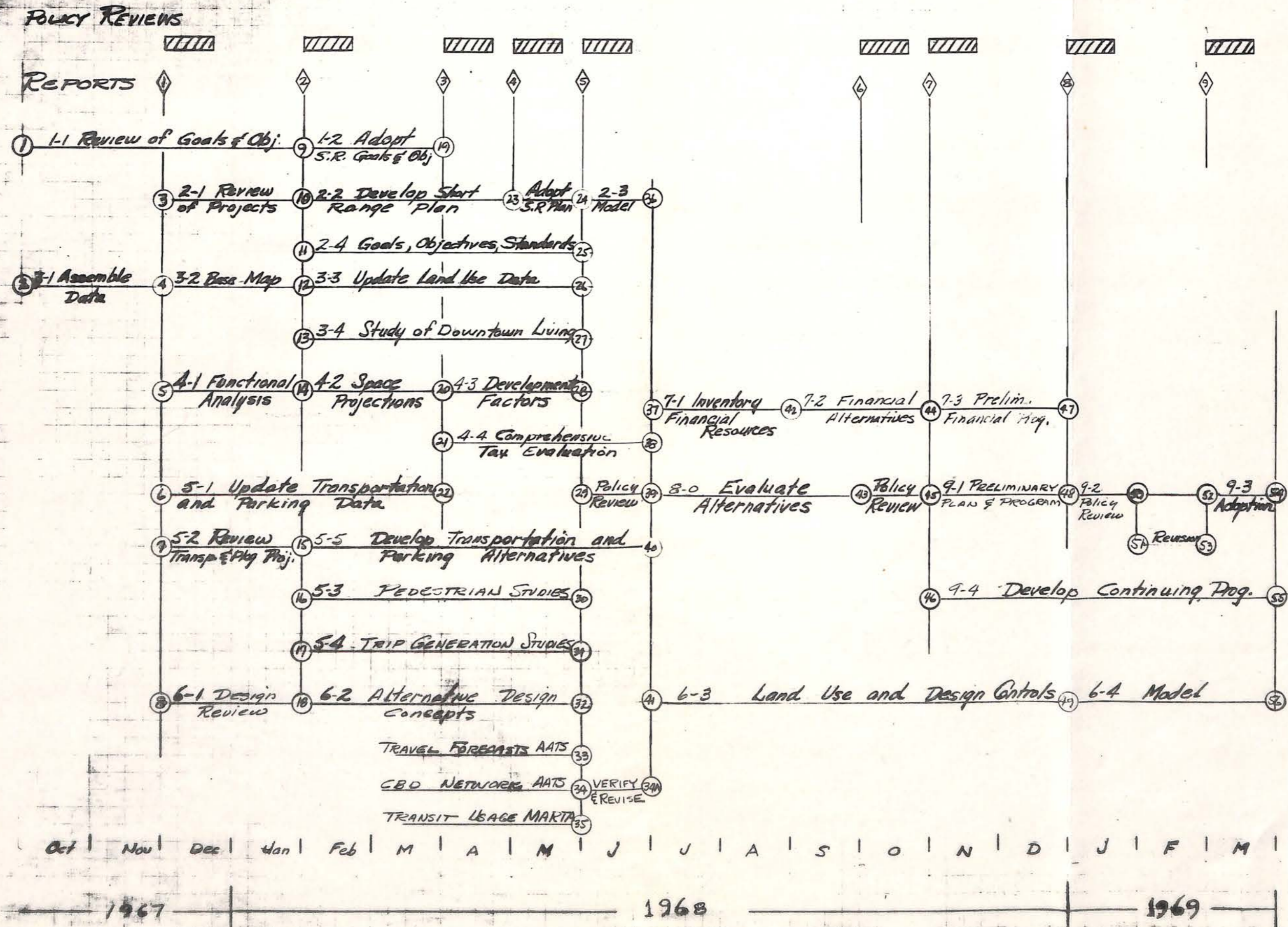
The proposed Study Area is shown in Figure 2. The boundaries were selected to permit analysis of various transportation alternatives and to reflect the impact of major redevelopment projects on the downtown core.

The core area will be the subject of the most intensive analysis. It is the area bounded by North Avenue, the Expressway and the Georgia Railroad tracks. Within the core area, data collection, analysis and forecasts will be related to small zones, usually blocks. Outside the core larger zones will be employed and greater reliance will be placed on using data and forecasts, from other sources.

## Organization and Management

The management of the program will be carried out by the CAP - City team. The functions assigned to this team include the making of studies, coordination with other agencies, scheduling and preparation for review meetings and supervision of consultants. The team will consist of four full time professionals, one part time professional and one full time sub-professional. The team will be organized to perform tasks in three basic

# FIGURE 1



specialities. These are, transportation, land use and design, and economics, finance and programming. (See Figure 3)

The first actions required to get the program underway are: the selection of consultants for urban design, economics and finance and transportation and parking, and the assembly of basic information and identification of sources. The second step is the appointment of the policy and technical review committees or boards.

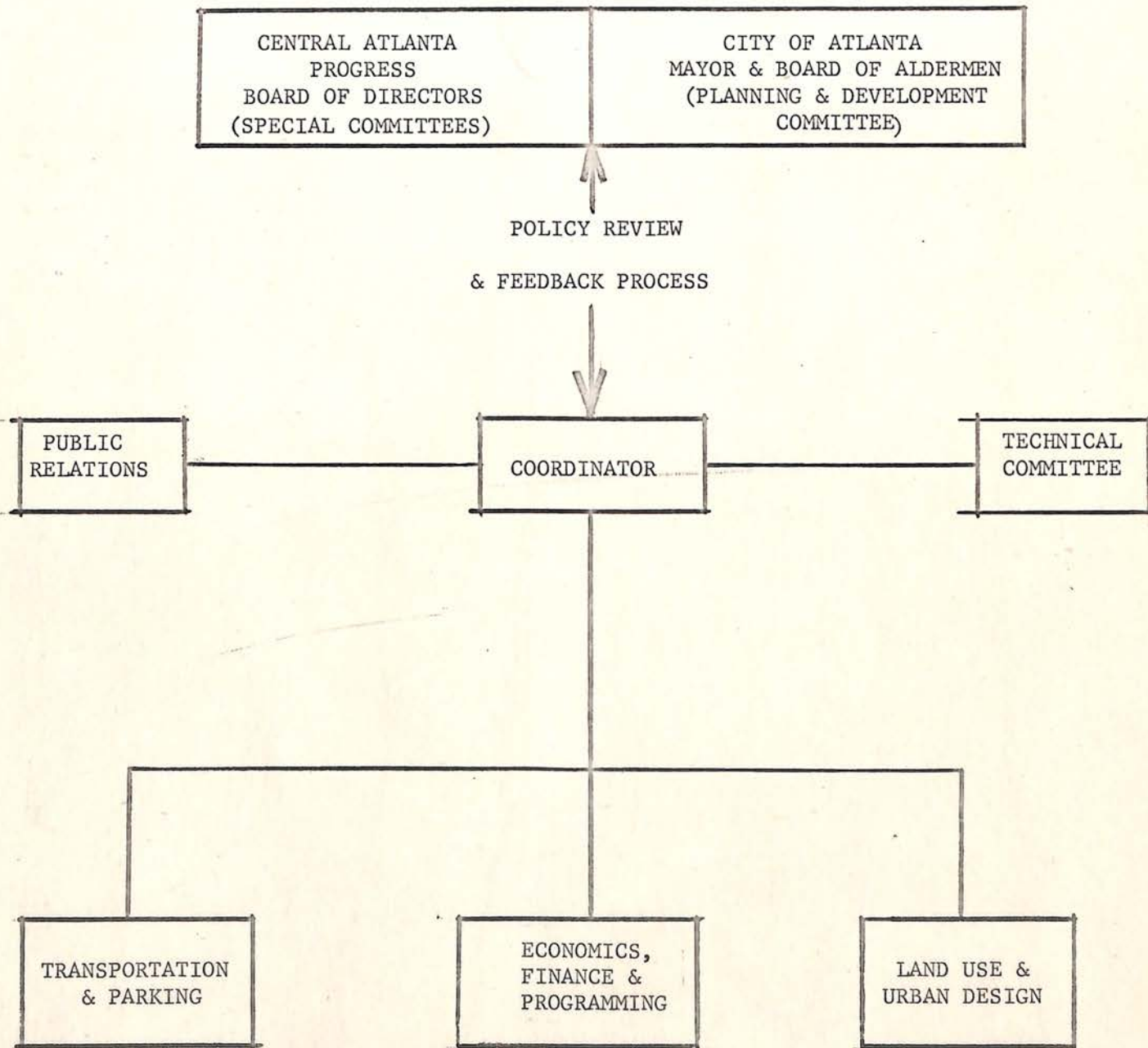
#### Policy Review Process

To achieve the widest possible agreement on Goals, Objectives, Concepts and Standards, to guide and coordinate the efforts of the study team and the consultants and to assure, to the maximum extent possible, that the plan and program developed by this study process is in agreement with the desires and aspirations of the people of Atlanta, it is necessary to have frequent policy review. This review should be the responsibility of an established review board or committee representing a broad spectrum of interests in central Atlanta and its surrounding area.

Membership of the review board should include representatives of:

- City of Atlanta
- Metropolitan Atlanta Regional Planning Commission
- Georgia Highway Department
- Metropolitan Atlanta Rapid Transit Authority
- Civic organizations in the Central Area
- Central Atlanta Progress Inc.
- Public Utilities serving the Central Area

FIGURE 3



The City - CAP study team and consultants employed on the study will be responsible for presentations to the Board at regular intervals. The presentations will include alternatives for policy issues with supporting factual information on the implications of each alternative.

Figure 1 shows the schedule of reports and policy board meetings through the period covered by the study process.

1. Development of Goals, Concepts, Objectives and Standards

The broad goals for development of Downtown Atlanta should be developed by obtaining the views of the widest possible cross-section of the citizens and public officials of the region. The goals must be consistent with those adopted by the Region and the City. It would be desirable to utilize those public hearings and interviews which are to be held in connection with the planning of the metropolitan region. Goals should be stated in broad terms, while objectives should be more specific and should usually include definite target dates.

For example, one of the expressed goals of Central Atlanta Progress is to "Attract a strong middle income segment." An objective might be to attract 400 new middle income families by 1970. To realize this objective, it will be necessary to develop one or more programs which might include a housing construction program, a school construction program, or other community facilities.

In other cases, a goal may be in terms of quality. For example, creation of a more beautiful downtown environment. In this case an objective might be to have approved design standards, concepts and review boards for various sections of Central Area by 1969.

Because the future of Central Atlanta will depend on the actions of numerous individual businessmen, different City departments and regional agencies, it is important that the goals and objectives be stated in explicit terms and that they be published and widely distributed.

The development of goals, objectives, standards and concepts will be performed in two phases. The first phase will be compressed into the first six months to achieve agreement on as many issues as feasible and provide the basis for a short range plan. The planning process will then seek a basis for securing agreement on the remaining issues for longer range planning and programming.

#### Phase I

The purpose of the Phase I program is to reach agreement on goals, objectives, concepts and standards at an early date and to develop a short range program for the Central Area.

This will include a reconnaissance of the Study Area, a review of existing and programs projects and policy review. The consultants will be responsible for developing proposals and alternatives and supporting materials. The CAP - City team will coordinate this phase of the program.

#### 1-1 Review of Existing Goals and Objectives

The purpose of this study is to identify and assemble the goals and objectives of various programs which affect the Central Area. These are not always explicitly stated, requiring an analysis of



the program or interviews with officials to elicit their goals and objectives. This study will be the responsibility of the CAP - City team.

Elapsed time - two months

#### 1-2 Adopt Short Range Goals and Objectives

The purpose of this study is develop and secure the adoption of goals and objectives to guide the development of a short range action program. This will require interviews with businessmen and civic leaders and meetings with the Policy Committee to secure agreement. It will be the responsibility of the CAP - City study team.

It will be the responsibility of the consultants to propose alternative goals, objectives, concepts and standards for their particular areas of interest and to prepare a Phase I report describing the advantages and disadvantages of each alternative. This report should also identify those major issues requiring further study and the decisions which can be deferred until a later date.

#### 2. Development of the Short Range Program

The purpose of this study is to develop a short range action program for the Central Area. This will require a review of proposed or programmed projects and brief evaluation of their contribution to the short range goals and objectives. Development of the short range program will be coordinated by the CAP - City team with the consultants providing recommendations and an interim report. When

approved by the Policy Committee, it will represent a set of "gives" for long range planning and will represent the action program of Central Atlantic Progress, defining the public programs and projects which it will support and the private programs it will undertake or stimulate.

2-1 Proposed and Programmed Projects

Identify projects now programmed for the area such as street improvements, proposed buildings, urban renewal projects, etc. and relate these to existing conditions. Determine which of the projects are sufficiently firm to represent "givens" in the area and which should be regarded as alternatives. This will be the responsibility of Central Atlanta Progress.

Elapsed time -

2-2 Development of the Short Range Plan

A short range plan based on a limited forecast of conditions (two to three years) will be developed. This plan will include those projects currently programmed or proposed for the Central Area as well as other immediate action projects or programs for which there is a need. In the absence of time and information to make detailed evaluations of these projects, they will be evaluated in terms of their contribution to the overall goals and the specific objectives which they will achieve.

Elapsed time -

2-3 Physical Model

A scale model showing existing conditions and the short range plan will be developed for the study area. This model will be

so constructed that alternatives can be demonstrated and evaluated visually during the evaluation phases of the study. Construction of the model will be the responsibility of the design consultant.

Elapsed time -

#### 2-4 Develop Long Range Goals

This will produce a statement of the long range goals for Central Atlanta. It will require an analysis of explicit and implicit goals of the region and the City. Each consultant will participate in the development and review of the goals prior to review by the Policy Board. The City - CAP team will coordinate the development of these goals.

The objectives, standards and concepts prepared for each element of total plan and alternatives for each element will be related to the achievement of these goals.

Elapsed time

#### 3. Inventories and Base Mapping

Most of the information needed to prepare preliminary alternatives is already available, or is being assembled by one or more agencies or study groups. The primary emphasis of this phase will be to identify sources of information, data collection schedules and publication schedules for the numerous agencies, public and private, who have an interest in the Central Area, the City and the region.

The phase will include the development of base maps at appropriate scales for the display of information and alternatives.

3-1 Assembly of Basic Data and Data Collection Schedules

This study will be concerned only with the assembly of existing data showing existing conditions and historical trends on population, employment, housing, building condition, travel patterns, traffic flows, transit routes and usages, pedestrian movements, parking supply and demand, and other financial, economic, and travel factors.

Elapsed time - two months

3-2 Base Mapping

This will produce base maps of Central Atlanta to several scales suitable for use in publications, by study staff and consultants for data collection and presentation. Existing maps will be used to the maximum extent. New maps will be prepared only if existing maps do not fulfill the requirements.

Elapsed time - two months

3-3 Update Land Use Inventory

This will require updating and verifying land use inventories made by other agencies for various studies in the Central Area. It will be necessary to have land use data by block for most of the study area, with accurate employment and resident population figures to facilitate estimates of trip generation (vehicular, transit and pedestrian) and parking.

Elapsed time - four months

3-4 Special Study of Downtown Living

This study will examine the trends of downtown living with particular emphasis on the trends or shifts which have occurred in the character of the resident population of the central area and attempt to identify the factors which influenced those trends

and shifts. The study will also identify the linkages between place of residence and place of work for central area residents and the transportation modes used. This study should be performed by a qualified consultant under the direction of the study team.

Elapsed time - four months

4. Economic Trends and Forecasts

The purpose of this study is to produce a forecast of the economic activity of Downtown Atlanta. This forecast will include separate forecasts for:

Housing  
Retail Trade  
Government  
General Office  
Wholesale and Warehousing  
Manufacturing

The forecasts will be related to forecasts for the Atlanta Region, The State of Georgia, and Southeast and the Nation.

They will describe at least three possibilities:

1. A continuation of existing trends
2. A dispersal of "Downtown" functions into other parts of the city.
3. A further strengthening and collection of functions in downtown to develop the highest concentration of development likely to occur.

In addition to these alternative forecasts, this phase will also describe the social and economic forces which are likely to make each alternative a reality and the general kinds of policies and programs which are needed to achieve each forecast. It will also include a general analysis of the tax revenues which would be produced by different levels of development which could be expected in Downtown Atlanta.

#### 4-1 Functional Analysis

Analysis of the major functions and activities performed in and by downtown Atlanta, the performance of these functions over time and in relation to metropolitan markets, and factors which act to restrain the optimum development of downtown functions.

Elapsed time -

#### 4-2 Space Projections

Projections of demand for private and public space and facilities of all appropriate types by five year intervals to 1990, based on projections of metropolitan and regional markets and alternative assumptions about public policies, competition, and other incentives and constraints.

Elapsed time -

#### 4-3 Development Factors

Identification and evaluation of public and private policies and actions that will influence the development and re-development of Central Atlanta including, but not limited to, urban renewal, public facilities investments, land assembly, rapid transit, traffic, parking, plans for private investment and fiscal policies.

Elapsed time -

4-4 Comprehensive Tax Evaluation

Analysis of actual and potential effects of all existing taxes (local, State and federal) upon downtown development efforts, including past effects on development to the present, and recommendations for changes in the types, application and administration of taxes that would provide maximum development incentives within the framework of the public interest.

Elapsed time -

5. Transportation and Parking Program

The purpose of this series of studies is to develop a transportation program for the Central Area. It will be conducted by a qualified consultant under the supervision of the CAP - City team. The final result will be a coordinated transportation system including transit, freeways, streets, pedestrian facilities and parking and a program for the orderly development of these systems.

The consultant will coordinate his activities with other transportation study groups for the metropolitan area, particularly AATS and MARTA.

In the final plan, the street system will be classified according to function and the design and operating standards for each system will be appropriate to the function it performs.

5-1 Update Parking and Traffic Data

This study will be concerned with collecting data on traffic and parking to supplement that which is available from other studies and the data collection programs of the City and State Highway Department.

Elapsed time - four months

5-2 Review Proposed Transportation

This study will involve a review of proposed transportation projects for the development of the short range program.

Elapsed time - two months

5-3 Pedestrian Movement Studies

This study will include counts of pedestrian movements and studies at selected locations to obtain trip generation characteristics for use in creating projections of future pedestrian flows.

Elapsed time - two months

5-4 Trip Generation Studies

This study by the transportation consultant will develop basic data on the trip generating characteristics of different kinds of land uses and parking facilities. Data collection will supplement the information available from AATS. The results will be used to forecast future travel demands.

Elapsed time - two months

5-5 Develop Transportation Alternatives

The study will involve a review of proposed transportation projects for the development of the short range program.

The transportation and parking consultant, working with CAP - City team and the other consultants will develop alternatives for the transportation and parking systems. These alternatives must cover the full range of land use and development possibilities as well as the range of systems - transit and highways - likely to emerge in the region during the planning period.

Elapsed time - three months



6. Urban Design

The studies in this phase of the program are needed to produce a design rationale for the Central Area. They are inter-related with land use and transportation and a high degree of correlation between the urban design and other phases will be required. Although Policy Review of urban design concepts has been scheduled in advance of the final policy review for land use alternatives, it is recognized that the interplay between the two does not permit such a neat separation. What is expected is that decisions on design concepts will influence the final decisions on land use and that the urban design consultant will have a strong role in the evaluation of alternatives as well as the development of the plan and program.

This consultant will also be responsible for developing land use and design controls which will assure not only the desired form for the central area but a design which is consistent in its quality for the structures and systems which will be built in the future.

6-1 Urban Design Review

This review will be for the purpose of identifying those design features and concepts which provide a basis for a design policy. The review should identify those structures of significant historical and architectural interest. It will also provide recommendations on methods for achieving high design standards throughout the Central Area.

This study should be conducted by a qualified urban design consultant under the supervision of the Study Team.

Elapsed time                      - two months

6-2 Alternative Design Concepts

This will involve the development of design concepts for the central area taking into account the spatial arrangement of land uses and structures and the functional arrangements, present and future. The design concepts will guide the land use, transportation and parking systems alternatives since these must conform to and support the concepts.

Elapsed time -

6-3 Develop Land Use and Design Controls

Following adoption of general design concepts and land use arrangements, appropriate methods of encouraging development and requiring conformance to the policies must be developed. These include zoning and design controls. This phase is concurrent with evaluation of the alternatives.

Elapsed time -

6-4 Construct Physical Model

A model of the central area should be developed showing existing conditions for use in visual evaluation of various proposals. This should be the responsibility of the Design Consultant.

Elapsed time -

7. Financial Planning

The purpose of this phase of the program is to develop a program for financing the development of the Central Area. It will include an inventory of financial resources, development of financing alternatives and the establishment of a long range financial program by the Economics Consultant in close cooperation with the CAP - City team and the other consultants.

7-1 Inventory of Financial Resources

This will include an inventory of the local, State and Federal resources which can be applied to the development of Central Atlanta. It will examine trends in tax revenues and public expenditures and proposals for financing major public programs in metropolitan Atlanta which could affect the choices of financial programs for the Central Area.

Elapsed time - three months

7-2 Develop Financial Alternatives

This task will involve the development of practical alternatives for financing the programs proposed for the Central Area.

Elapsed time - two months

7-3 Preparation of the Financial Plan

Following policy review of the financial alternatives, a program for financing the major elements the total improvement program will be developed and tested. This step will be concurrent with the development of the program. Although the development program will not be limited to a continuation of present funding levels, it will be tailored to fit reasonable financing expectations.

Elapsed time - two months

8. Evaluation of Alternatives

This phase will evaluate alternatives for the development of the central area. Alternatives should be developed by the City - CAP team and the consultants for a wide range of possibilities so that they can be tested for public program requirements. It is entirely possible, for example, that a given transit or highway system will be adequate for

a number of alternative development alternatives where another system would only be adequate for a much more limited number of alternatives. Because forces beyond the control of the City or Central Atlantic Progress, Inc. may bring about a different density or pattern of development, major public improvements should be flexible enough to accommodate a range of alternatives.

The specific areas for which alternatives will have been developed are:

1. Employment and commercial development
2. Housing and residential population
3. Transit systems
4. Freeway and major street systems
5. Local street systems classified according to function
6. Pedestrian systems
7. Goods handling systems
8. Parking systems

Alternatives for many of these programs have been proposed or are under study by other agencies. This study process will not duplicate the work of others but will relate their proposals and plans to the form and function of downtown. If clear conflicts emerge as a result of this process, the Study Team and the Consultants will be responsible for working with the interested agency toward agreement on an acceptable alternative.

The transportation and parking consultant will evaluate the alternatives by their contribution to the goals and objectives and by the use of a special traffic assignment network for the Central Area. This network will be prepared by AATS as a part of the network coding program.

The results of each analysis will be reviewed with the CAP - City team and other consultants for relationship to the land use, development, and design plans to assure that the transportation systems serve the area and the objectives of those plans.

Elapsed time - three months

9. Development of the Plan and Program

The final phase of the study will be concerned with the selection of best alternatives and a coordination of all elements into a single comprehensive plan and program, with its' associated financial program.

9-1 Develop Preliminary Plan and Program

Each program or project will be examined for the contribution it makes to the objectives of the plan in proportion to its cost. Other factors which will determine priority order will be availability of ear-marked funds, (for example, highway projects cannot be substituted for school funds), for orderly development (for example, portions of the pedestrian system may best be implemented in connection with other improvements to the street or subway system).

The final financial plan will be such that appropriate substitutions can be made depending on the timing of related developments and projects.

9-2 Policy Review of Plan and Program

9-3 Adopt Long Range Plan and Program

9-4 Develop Continuing Program

The future development of the Central Area will depend on many individuals and on forces beyond the control of Central Atlanta Progress or of the City. For example, federal aid may be reduced or expanded due to national or international situations. Housing will respond to market demand, the availability of mortgage money or other factors. Retail sales forecasts may be influenced by regional shopping centers. Office development may be accelerated by the introduction of one or more new regional offices in downtown.

For these reasons, the planning and programming process must remain flexible and it will be desirable to re-examine the goals and objectives at regular intervals.

The continuing program will include additional studies as well as recommendations for the organizational and administrative requirements for implementation of the program.

Cost Estimates

The Study costs were developed by estimating man-months of effort required to complete each phase of process. For purposes of arriving at a dollar cost estimate each man month was assumed to have an average net cost of \$1200. To this net cost, \$300 per month was added for each member of the City - CAP team. No overhead cost was added for City - CAP team members. However, an overhead estimate of 100 percent of salary was assumed for consultant staff and direct costs of \$600 per man month were assumed for consultants to reflect travel and subsistence allowances. While these are very general estimates they represent a reasonable average for budgeting purposes.

ESTIMATED MAN MONTHS AND COST BY STUDY TEAM

Project or Phase	City - CAP Team		Transportation Consultant		Economics & Finance		Design Consultant	
	Man Months	Cost	Man Months	Cost	Man Months	Cost	Man Months	Cost
1-1	4.0	6,000	1.0	3,000	0.5	1,500	2.0	6,000
1-2	4.0	6,000	2.0	6,000	2.0	6,000	1.0	3,000
Goals & Objectives								
2-1	4.0	6,000	-	-	1.0	3,000	-	-
2-2	4.0	6,000	2.0	6,000	1.5	4,500	-	-
2-3								10,000
2-4	6.0	9,000	2.0	6,000	2.5	7,500	2.5	7,500
Inventories & Mapping								
3-1	2.0	3,000	-	-	-	-	-	-
3-2	4.0	6,000	-	-	-	-	-	-
3-3	8.0	12,000	-	-	-	-	-	-
3-4	8.0	12,000	-	-	-	-	-	-
Economic Forecasts								
4-1	-	-	-	-	1.5	4,500	-	-
4-2	-	-	-	-	2.0	6,000	-	-
4-3	-	-	-	-	1.5	4,500	-	-
4-4	-	-	-	-	3.5	10,500	-	-
Transportation								
5-1	-	-	4.0	12,000	-	-	-	-
5-2	-	-	2.5	7,500	-	-	-	-
5-3	-	-	3.5	10,500	-	-	-	-
5-4	-	-	3.0	9,000	-	-	-	-
5-5	2.0	3,000	5.0	15,000	-	-	1.5	4,500



Project or Phase	City - CAP Team		Transportation Consultant		Economics & Finance		Design Consultant	
	Man		Man		Man		Man	
	Months	Cost	Months	Cost	Months	Cost	Months	Cost
Urban Design								
6-1	-	-	-	-	-	-	2.0	6,000
6-2	4.0	6,000	-	-	2.0	6,000	8.0	24,000
6-3	-	-	-	-	-	-	2.0	6,000
6-4	-	-	-	-	-	-	-	5,000
Financial								
7-1	-	-	-	-	1.5	4,500	-	-
7-2	1.0	1,500	-	-	2.0	6,000	-	-
7-3	-	-	-	-	2.0	6,000	-	-
Evaluation of Alternatives								
8.0	10.0	15,000	18.0	54,000	2.0	6,000	8.0	24,000
Plan & Program Development								
9-1	6.0	9,000	2.0	6,000	1.0	3,000	2.0	6,000
9-2	2.0	3,000	1.0	3,000	-	-	-	-
9-3	4.0	6,000	0.5	1,500	-	-	-	-
9-4	4.0	6,000	2.5	7,500	1.5	4,500	1.0	3,000
General Supervision								
	27.0	40,500	-	-	-	-	-	-
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TOTAL	104.0	\$ 156,000.	49.0	\$ 147,000.	28.0	\$ 84,000.	30.0	\$ 105,000.
GRAND TOTAL \$492,000.								