

# CENTRAL AREA STUDY II (CAS II)

## SUMMARY

CAS II was a cooperative effort of the City of Atlanta, Central Atlanta Progress and Fulton County.  
Final Report Released on February 17, 1988

Prepared by Central Atlanta Progress under contractual agreement with the City of Atlanta Department of Community Development and with the Fulton County Department of Planning and Community Development. The preparation of this report was financed by funds provided by the City of Atlanta and Fulton County.

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The CASII final report is too lengthy to be included in its entirety, but these excerpts and summary provide insights into the issues and recommendations being considered for Downtown Atlanta about ten years ago. For more information call Central Atlanta Progress at 404-658-1877.

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## **INTRODUCTION**

There is an area in the heart of metropolitan Atlanta, bounded by the railroad cordon, that has come to be known as Central Atlanta, or the Central Area. These few square miles, which include downtown, Midtown and West End, hold an engine that drives one of the largest, healthiest, and fastest growing major cities in the nation. Economic, social, and political activities are concentrated in Atlanta's Central Area to a much greater extent than they are in any other city in the Southeast. This study of the Central Area is based on a need to keep this engine healthy and to improve the economic health of Atlanta and the region.

The Central Area Study II (CAS II) is a cooperative planning effort of the City of Atlanta, Central Atlanta Progress, and Fulton County. More than 400 volunteers participated in CAS II: business, political, and community leaders; professional planners, engineers, and urban designers; and citizens from all parts of Atlanta, from all industries and professions, who wish to help determine the future direction of Central Atlanta.

Planning of the Central Area Study II was begun in 1984, when individuals who implemented projects from the first Central Area Study (1971) saw its recommendations were near completion. The CAS II was announced publicly in early 1986 at the Central Atlanta Progress Annual Meeting. It had a given purpose, deadline for completion, and a core team of players. Since then, CAS II volunteers have committed thousands of hours to the task forces and teams comprising the study. The result – CAS II recommendations – are realistic and achievable. Now, it is up to all of us to implement them.

The emphasis of the Central Area Study II is not so much on building new buildings, transportation or infrastructure, but, rather, on improving what we have through better maintenance, marketing, and design. The emphasis of CAS II is to enhance the quality of life offered by our city. CAS II proposes a safe, clean, interesting place for Atlantans and visitors to work and recreate. Central Atlanta can be "user-friendly," a place where development is built at a human scale, is well designed, and provides a variety of experiences.

## **ARTS & ENTERTAINMENT**

### ***Arts & Entertainment Vision***

One theme, which pervades CAS II, is the need to create more things to do in Central Atlanta. This issue has surfaced in discussions of conventions and tourism, retailing, arts and entertainment, housing, and public safety. The future of the Central Area hinges on the ability of public and private interests to create more attractions to invite more people to stay longer and spend more money.

CAS II recommends a plan for clustering related arts and entertainment facilities in certain districts in the Central Area. The plan provides a policy for the use of funding agencies to decide which facilities to support and where those facilities should be located. Recommendations have been made for several new arts facilities. There must be a network of attractions created by better marketing and transportation, and visitors must be informed that there are things to do in the Central Area.

### ***Arts & Entertainment Recommendations***

#### **Recommendations**

- New Facilities: A new symphony hall, an opera house, a small proscenium (renovation), two small proscenium/thrusts, and three black boxes.
- The growth of Arts & Entertainment Districts throughout the Central Area should be encouraged.
- Midtown should continue to be developed as the primary arts district (the area from Brookwood Station to the Downtown Connector).
- All arts districts should be enhanced through available and potential financial incentives and technical assistance.
- The Midtown Business Association (note: now the Midtown Alliance) will coordinate planning and development of future arts facilities in the Midtown Arts District by acting as a liaison among the arts groups, developers, and other funding agencies.
- CAP should oversee a committee comprised of representatives from the public sector, private sector, and arts organizations to investigate creative and innovative funding and regulatory programs.
- Based on the short-term and long-term needs identified by the performing arts community, the following facilities should be developed or renovated from existing structures: Opera House (2,500-2,700 seats); Symphony hall (2,500-2,700), Proscenium theater (700 seats); Proscenium/thrust theater (600 seats); Proscenium/thrust theater (500 seats); Black box theaters (300 seats, 250 seats, and 200 seats; and permanent arrangements need to be made for the Arts Exchange and the Little Five Points Community Center.

## **CONVENTIONS & TOURISM**

### ***Conventions & Tourism Vision***

See Marketing Vision.

### ***Conventions & Tourism Recommendations***

To meet these challenges, CAS II proposes a series of recommendations to support a general strategy to aggressively market tourist attractions, improve and better utilize existing and planned facilities and link major attractions and facilities through improved transportation access.

#### **Recommendations**

##### Marketing:

- Develop an organization that will set marketing goals and objectives for all of the Central Area's facilities and attractions and coordinate marketing efforts. This would not only unify our image but also maximize returns on our marketing investment. This organization should be the ACVB.
- The City of Atlanta and Central Atlanta Progress should fund a location and design study for a centrally located visitor information center. Based on the results of the study, priority should be given to the rapid development of this essential marketing resource.
- Develop a major media campaign building on Atlanta's historical strength with special attention given to present and future funding resources.
- Develop a major regional festival for Atlanta to increase media exposure and to encourage visitation to the city.
- Develop a rotating poster program for use with the city's hospitality workers. Explore other means to increase the level of awareness among hospitality workers.

Facilities:

- Provide political support for the Georgia World Congress Center expansion.
- Provide the level of active support from within the business and political communities that will ensure that attractions listed earlier become a reality.
- Actively support pari-mutuel horse racing in the City.

Transportation:

- CAS II endorses the concept of the "Peachtree Streak" as a means of connecting downtown hotels to major attractions. If this service becomes popular, strong consideration should be given to a special bus service operating from downtown to all area attractions.
- Special maps, brochures and placards showing MARTA routes to visitor attractions should be prepared. The maps and brochures should be readily available at rapid rail stations, bus stops, hotels, restaurants, visitor centers, etc.
- A special Atlanta section should be designated in each State of Georgia Welcome Center. The Atlanta section would include current brochures on attractions and a calendar of current events. If funding were available, an audio-visual presentation should be included as part of this section.
- A special type of signage featuring a distinctive logo should be designed for the purpose of advertising Atlanta attractions. These signs could be placed along major interstates and highways and would provide information and directions to major attractions.
- Special signage for advertising Atlanta attractions should " be developed. Signage should be placed in positions that maximize marketing impact.
- The Bureau of Traffic and Transportation should conduct a study of visitor related street signage. Funding should be jointly undertaken by CAP, the City of Atlanta, and the Department of Transportation.
- Staffing and promotional material should be increased at the Airport Welcome Center. Special mini-tours should be developed to give visitors a feel for the city and a desire to return for longer visits.

## **ECONOMIC DEVELOPMENT**

### ***Economic Development Vision***

At present, no organization is responsible for recruiting business in Central Atlanta. Consequently, businesses often make choices about where to locate or expand without information on the advantages of the Central Area. Studies conducted by CAS II task forces indicate that the Central Area is doing very well in attracting and keeping businesses and corporations, and that employment is steadily rising, but that a coordinated effort to attract new businesses is needed.

CAS II recommends strategies for restructuring current business recruitment practices to target certain types of businesses and for providing more appropriate incentives for attracting desired businesses. These recommendations are being implemented by various City agencies: the Atlanta Economic Development Corporation, Central Atlanta Progress, and the Central Atlanta Retail Association (note: now the Atlanta Downtown Partnership). An organized program for contacting major employers in the Central Area and discussing their expansion plans has been initiated through the study.

Closely tied to the issue of business retention and recruitment is the need for more and better jobs for Central Area residents. Many city residents are not prepared for jobs emerging in Atlanta. The answer to preparing them does not seem to be better vocational programs, but, rather, better fundamental education. CAS II recognizes this need and recommends further study of the Atlanta Public School system.

### ***Economic Development Recommendations***

<b>Recommendations</b>
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| <ul style="list-style-type: none"><li>▪ CAS II found the types and sizes of existing businesses to be in balance, given the history of Atlanta's development and its service orientation. Core employers are the linchpins in this balance. Existing Central Area businesses, especially core employers, are significant sources of job growth and contribute to the diversity of the Central Area employment base. Because it is easier to retain an existing business than to attract a new one, the City, County, and CAP should establish a business retention program with an initial focus on the core employers.</li></ul> |
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This business retention program was initiated during the CAS II study process and is very successful in ensuring communication between major employers and the City. The retention program must be employers

and the city. The retention program must be continued, monitored and strengthened, ensuring that primary employers will stay and expand in the Central Area.

- Continued emphasis should be placed on improving access to Central Atlanta. Transportation recommendations made elsewhere in this report must be implemented.
- Downtown parking is a growing problem. Strategies, which would ameliorate this problem, are described in the transportation section of this report, and should be followed.
- Police visibility and other public safety recommendations should be followed to address the real and perceived concerns about public safety.
- An entity representing the business community, such as a committee within CAP, should be established to work with the Atlanta Public schools adult education coordinator to improve remedial adult education in basic skills. This should begin immediately because there is a growing imbalance between the education of the employee base and the skills required by Central Area employers.
- An effective marketing program to attract people downtown on weekends should be expanded. The marketing program, which has been started by the ACVB, should be continued and enhanced.
- A Central Area Retail Association, as is recommended in the retail section of this report, should be established.
- Interim lease subsidies to small retail stores and services may need to be provided.
- A vehicle should be provided for the major health care institutions in Central Atlanta to express their ideas and concerns to business and government leaders.

## **HOUSING**

### ***Housing Vision***

If Central Atlanta is to be alive 24-hours each day, people must live here. The new residents must be middle- and upper-income families who will shop in stores and enjoy the art and entertainment facilities that make Central Atlanta special. They must bring a mix of incomes, interests, and lifestyles that will make Central Atlanta vibrant.

The efforts to attract new housing focus on three issues: financial and other incentives which will induce developers to build houses, organizational restructuring which is necessary to implement recommendations, and techniques for maintaining existing low-income housing in the city. CAS II recommends creation of a coordinating agency – the Downtown housing Advisory Board – for housing development. The roles of other agencies involved in Central Area housing, such as Central Atlanta Civic Development, Inc., the Atlanta Economic Development Corporation, various City departments, and the Atlanta Housing Authority, have also been examined.

### ***Housing Recommendations***

CAS II recommends the creation and funding of the following programs:

<b>Recommendations</b>
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| <ul style="list-style-type: none"><li>▪ The Common Bond Reserve Fund/Multi-Family Housing Trust Fund</li><li>▪ Public Loan Guarantees</li><li>▪ Housing Enterprise Zones</li><li>▪ Public Land</li><li>▪ Tax-exempt Bond Program</li><li>▪ Rehabilitation Loans</li><li>▪ Rehabilitation Tax Credits</li><li>▪ Low-Income Housing Tax Credits</li><li>▪ Urban Development Action Grants (UDAG)</li><li>▪ The Housing Development Action Grants (HODAG)</li></ul> |
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## **INFRASTRUCTURE**

### ***Infrastructure Vision***

The water and sewer systems in Central Atlanta are in good condition. Plans for their maintenance and improvement, which have been developed and were reviewed in the CAS II, should now be implemented. Additional attention must be paid to bridges, viaducts and other aspects of the infrastructure which are being neglected. The study recommends the means for financing infrastructure improvements.

### ***Infrastructure Recommendations***

Recommendations listed below pertain to water supply and wastewater treatment, utilities, and solid waste disposal.

## **Recommendations**

### Water and Wastewater Treatment:

- To provide for an interim solution to the Atlanta region's water resource problems, full support should be given to expedient implementation of the re-regulation dam.
- Enhance the water quality of the Chattahoochee River by:
  - continuing to improve the level of wastewater treatment;
  - discharging treated wastewater effluent below the Chattahoochee River water intakes and recreation areas; and
  - establishing watershed protection measures for the entire Chattahoochee basin through state regulations.
- Insist upon timely implementation of programmed improvements for City of Atlanta water and wastewater treatment plants. Require three-year reviews of rate structures to produce revenue for capital, operating and maintenance requirements.
- Continue monitoring regional growth and the need to expand the capacity of treatment plants. Monitor changes to plant hydraulics, stream flow requirements, and discharge permits to determine the effect on treatment system capacity.
- Request ARC to initiate planning for capacity improvements beyond 2010.
- Request the governor to appoint a blue-ribbon commission to study statewide long-range water resource needs and to recommend water resource alternatives to serve the state through the 21st century. Representation should be included from every county government, each city government which operates a water treatment and supply system, and each of the Area Planning and Development Commissions. Additionally, the charge of the blue-ribbon commission should include study of wastewater treatment operations and impacts on water resources. Consideration should also be given to establishing regional water and/or wastewater treatment authorities to improve resource management and operational efficiency.
- The City of Atlanta should continue with the timely implementation of improvements to the water and sewer systems.
- Programs of condition monitoring and system renovation should be continued and enhanced as necessary to assure maintenance of system integrity.
- A program of sewer system flow monitoring should be established. This is essential for providing the information base required for accurately assessing future expansion needs.
- The Water & Sewer Revenue Fund should continue to be protected as a dedicated funding source for system operations and improvements.
- Public and private agencies should recognize that there is a specific public interest in the provision of utility service and maintenance of that service. The historic sharing of the public rights-of-way by transportation systems (vehicular and pedestrian), public utilities, and private utilities (through local agreements) should continue with the formation of reasonable policies as to location and access to those utilities.

### Solid Waste Disposal:

- The City of Atlanta should act diligently in the adoption of a set of solid waste disposal alternatives based on the recently completed Phase I report of the solid waste co-disposal study. The selected alternatives should serve to provide for the continued capability of disposing solid waste in the most cost-effective and resource-effective manner, with inclusion of environment safeguards. Consideration should also be given to the disposal of solid waste on a regional basis.

### Private Utilities:

- Basic electric and gas systems were densely developed in the Central Area at an early stage to meet the demands of the economic hub of the Atlanta region. Today, these systems provide an excellent basis for the future growth of this area. With timely implementation of system improvements and renovations, the capacity of these systems will be sufficient to accommodate projected growth. Service operating from downtown to all area attractions.

## **MARKETING**

### *Marketing Vision*

One of the biggest needs which arose from CAS II is to better coordinate marketing of the Central Area. At present, several organizations market Central Atlanta to special populations, but no one is handling several key functions, including promotions of retailing, retaining and recruiting businesses, and attracting residents and developers for downtown housing.

CAS II recommends creating a Central Atlanta Marketing Program. The Atlanta Convention and Visitors Bureau (ACVB) has agreed to take on this function and has hired staff and devoted other resources to this effort. Marketing the Central Area is well underway. This marketing function will be closely tied to the retention and recruitment of retailers and promotions which will be conducted by the Central Atlanta Retail Association.

Improvements to signs and directions to the city's major attractions are closely related to the marketing of the Central Area. A central information center will be created to provide visitors information on all local attractions. Signs on streets and public transportation needs to be improved so that visitors can find attractions and get to them easily. The Peachtree Streak, a special bus operating between the Woodruff Arts Center and Underground Atlanta, will be implemented. A bus loop connecting most major attractions in the Central Area will also be implemented. This is part of the overall marketing effort.

### ***Marketing Recommendations***

<b>Recommendations</b>
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- A marketing program should be developed to serve the needs of all audiences who comprise the Central Area market: residents, local visitors, tourists, business people, and conventioners. Responsibility for this coordinated marketing effort has been assigned to the Atlanta Convention and Visitors Bureau (ACVB), which has provided appropriate staffing for this program.
- A special component of this marketing plan is an increased emphasis on local and regional tourism. A program of weekend packages designed to increase occupancy rates in downtown hotels has been developed as the first activity of the ACVB's new Central Area Marketing department.
- A major media campaign should be developed promoting Central Atlanta to metropolitan area residents. A special slogan should be an important element in this campaign.
- A major regional festival of the magnitude of Spoleto or Mardi Gras should be developed for Atlanta. Such a festival could be based around an existing event such as the Atlanta Dogwood Festival, the Arts Festival of Atlanta, or the city's annual 4th of July celebration.
- The Airport Welcome Center should enlarge its staff and increase the promotional material it offers in an effort to increase its effectiveness. Special mini-tours running from the airport to Central Atlanta should be developed to introduce the area to flyers with extended layovers.
- Maps, brochures, and placards showing MARTA routes to Central Area attractions and other well-known visitor destinations should be developed. These materials could be placed in hotels, MARTA stations, at the airport, and at other highly visible locations.
- Signage to Central Atlanta parks and attractions should be improved. Signs should be redesigned, incorporating a special logo that identifies routes to each area of interest. Signs should be installed along arterial streets and should provide directions via the most attractive route. Signage along the interstates to attractions should also be improved.
- Current and prospective Central Area businesses should be informed of the educational services and opportunities available at local colleges and universities. Local higher education institutions are an important and underutilized asset to the city. Efforts should be made to increase their visibility.
- A program should be developed through which hospitality workers, taxi drivers, and others who frequently come in contact with tourists and conventioners can become informed about area attractions and current activities. Posters listing current events and activities should be displayed on a rotating basis in employee work areas.
- A downtown living component should be developed and included in the strategies of the Central Area marketing plan. This component should include a packet of information regarding intown neighborhoods and should be distributed to realtors, to companies relocating employees into Atlanta, and to companies anticipating a move to Atlanta.

### **PARKS, RECREATION & OPEN SPACE**

#### ***Parks, Recreation & Open Space Vision***

Closely related to improved arts, entertainment, and attractions are recommendations that parks and open spaces in Central Atlanta be improved and facilities for special events be created or improved. Recommendations include the provision of new open spaces and parks, bikeways, and other special attractions. A plan for "green spaces" in downtown Atlanta was also produced. This plan recommends new open spaces and parks and complements the recommendations for new facilities throughout the Central Area. A plan for adding trees throughout the Central Area was proposed.

#### ***Parks, Recreation & Open Space Recommendations***

The recommendations for parks, recreation and open space are summarized below:

### **Recommendations**

- The completion of the system-wide park and open space master plan, which will complement the city's updated comprehensive land-use plan, should be encouraged.
- All park and open space acquisition and development should follow a phased five-year capital improvements program based upon the master plan.
- A process should be used to balance competing demands for scarce physical and financial resources.
- The Downtown Public Green Space Study developed by the City of Atlanta in conjunction with CAS II should be followed as a blueprint for implementation.
- A discussion of fund sharing for the operation and maintenance of Atlanta's parks should take place between Fulton County and the City of Atlanta. A study committee to explore these options should be formed by the Atlanta Regional Commission, with participation by the City of Atlanta, Fulton County, and CAP.
- The Street Tree Master Plan, developed by CAS II and Trees Atlanta, should be implemented in conjunction with the Downtown Public Green Space Study.
- The City's tree ordinance should be amended to require all existing and proposed parking lots of a certain size to include planting areas for tree and shrub screening around lots and tree canopies among car spaces. Issuance of permits for new parking lot developments should include the submission and approval of planting trees. It should also be amended to preserve trees.
- The City should strengthen building ordinances that require the dedication of open space between the sidewalk and buildings in certain identified areas along major streets, such as Spring, Piedmont, and W. Peachtree.
- In order to facilitate the recommendations pertaining to the beautification of privately owned property, it is recommended that an advisory committee of developers, property owners, and business operators serve as consultants to the City during the writing or revision of the ordinances needed for implementation of the recommendations.

## **PUBLIC SAFETY**

### ***Public Safety Vision***

A message recurring throughout CAS II is that crime will not be tolerated in Central Atlanta. New foot patrols and better communications are keys to better law enforcement in the city.

The study recommends additional police protection in the Central Area, including more than 100 new police officers in the commercial core and a significant number in the rest of the city. Zone 5, the central police zone serving Downtown and Midtown, is being restructured to meet those needs. By making a single, relatively homogenous zone for policing this area, resources will be used more effectively and efficiently. In addition to restructuring Zone 5, CAS II recommends improving public safety in the rest of Atlanta to ensure that efforts in the commercial core do not have an adverse effect on the rest of the city.

CAS II examined additional ways to reduce crime in Central Atlanta by: involving citizens more effectively; enforcing various City regulations, such as those related to parking and traffic; and improving courts, corrections, probation and parole services, and alternatives to incarceration.

### ***Public Safety Recommendations***

#### **Recommendations**

The Police:

- Replace approximately 175 units of mobile terminals, which are over 10 years old.
- Construct a new Radio Maintenance Shop for the Bureau of Police Services.
- Construct a new facility for the Mounted Patrol.
- Construct or renovate Facilities for the Police Academy.
- Construct or lease permanent precinct buildings for police in Zones 1, 2, 3 and 6.
- Computerize the manual system currently utilized in the Identification Section to process criminal records and identify fingerprints.
- Obtain the hardware and software necessary to automate crime analysis.
- Evaluate current traffic enforcement efforts for both moving and fixed violations to more effectively enforce traffic regulations within the Central Area.
- Organize a separate traffic enforcement squad within each police zone, perhaps utilizing police cadets or

para-police rather than sworn officers to enforce restrictions and issue citations. Provide incentives to aggressively enforce traffic and parking restrictions. Consider contracting for some enforcement such as parking meter collections, accident investigation, and other activities. Regardless of the methodology used to enforce traffic restrictions, aggressive enforcement is necessary.

- Establish a separate Park Patrol within the Bureau of Police Services with the responsibility of effectively providing a deterrent police presence in Atlanta's major parks. Personnel assigned to this activity should be dedicated to park patrol and not utilized or moved for other police activities.
- Train Park Patrol personnel to be "ambassadors of good will" who will provide information to park visitors, help manage groups of visitors and crowds at special events, and assist in overall park maintenance and management.
- The City Council and the Mayor should make a firm commitment to support crime prevention and law enforcement efforts for the Underground Atlanta complex. Such commitment should ensure enough Atlanta police officers (approximately 30) to adequately police the public areas and staff the police headquarters planned for the project.
- Carefully integrate all security aspects of Underground Atlanta with those of the Central Area.
- Revise Code Section 17-3006 pertaining to Begging and Soliciting Alms.
- Revise Code Section 17-3019 pertaining to Disorderly While Under the influence. (Already accomplished.)
- The Commissioner of Public Safety and the Chief of the Bureau of Police Services should review the adequacy of instructional format and content to ensure that both recruit and in-service training includes special emphasis on City ordinances already in effect and on changes when they are passed by City Council. Training should emphasize techniques to legally and adequately enforce ordinances against all violators.

#### Overall Recommendations:

- Create a new police zone within the Central Area. This configuration of Zone 5 includes all of current beats 504, 505, 506, 507, 508, 209, and a portion of beat 208.
- Reconfigure Zone 5 with approximately 140 additional patrol officers, including 30 for Underground Atlanta and 110 for the rest of the Central Area, above the existing complement of officers in the zone.
- Create special walking and fixed-post beats to provide a highly visible police presence throughout the entire zone, varying the officer strength during the three shifts to ensure visibility.
- Augment walking and fixed beats with motor scooter and vehicle patrols.
- Install state-of-the-art call boxes or kiosks at appropriate locations to ensure high visibility and availability to the public for notifying police headquarters of suspicious activity.
- Locate zone headquarters and mini-zone or beat headquarters in strategic high visibility areas where both pedestrian and vehicular traffic may observe police locations and staffing.
- Schedule, where possible, permanent beat assignments, especially with walking beat personnel. Beat rotation may be on a scheduled basis, if necessary. All zone personnel should be dedicated and not reassigned to any other duties except during extreme emergencies, and then only with the specific approval of the Chief of Police.
- Upgrade street lighting and parking lot lighting within the zone as soon as practical to create a well-lit environment.
- Employ undercover methods of surveillance to identify actual and potential violators and criminal activity. Retain and encourage all zone officers to enforce all existing laws in a firm and impartial manner.
- Encourage the Bureau of Police Services and neighborhood leaders to set a goal of a minimum of one Partners Against Crime (PAC) Program in each beat.
- Coordinate all private security personnel with police and vice versa. Provide a radio frequency(s) to allow police and private agencies to communicate directly.
- Closely coordinate and integrate the law enforcement effort within the newly established Zone 5 with that of the Underground Atlanta private security force. Spell out specific responsibilities, coordination, and cooperation among the Bureau of Police Services, the Underground Atlanta private security force, the Georgia State University Police, the MARTA police force, and the Georgia Building Authority police.
- The Department of Public Safety and Bureau of Police Services should continually monitor crime statistics to determine if trends indicate movement of criminal activity into other police zones and beats. If this occurs, steps should be taken to remedy the situation.
- Determine future requirements for sworn personnel throughout the City's zones and beats and make timely requests to the City Council for increased officer strength. Make such requests with sufficient lead time to train and place officers in anticipation of: shifting crime locations; increased population in areas due to construction of major office, commercial, residential, and entertainment properties; and other factors influencing the requirement for increased law enforcement.
- Increase patrol officer strength to the level recommended for 1988 in the Finance Department study of the Department of Public Safety: as of June 1987, 1,329 police officers. There should be 1,550 officers by the

end of 1988.

- Strictly enforce Code Sections 17-1001 and 17-1002 pertaining to destruction of property and defacing of buildings. Police decoy and undercover squads should cite those who deface buildings.
- Require appropriate City and County maintenance personnel to remove graffiti from public property as soon as it is reported.
- Encourage the Atlanta Clean City Commission to conduct aggressive, anti-graffiti campaigns in schools, places of worship, and civic organizations.
- Establish special incentive programs to encourage private property owners to remove graffiti from their property. A community award, trophy, or public news story would be one way to spotlight the program.

#### The Courts:

- An independent assessment should be conducted by an impartial agency to determine the factors leading to 39 percent of the charges being dismissed and to make appropriate recommendations that may be developed by such a study. (This is being done.)
- The City Solicitor should review prosecutorial requirements and request staffing to dramatically improve the Solicitor's screening and prosecutorial functions. (A study is underway now to determine specific staff needs.)
- The Victim/Witness Program should receive additional staff and funding support in order to improve the rate of appearance of victims and witnesses and the hearing of cases.
- The State Court of Fulton County, as well as other appropriate courts, should exercise judicious use of pre-trial releases.
- Support passage of House Bill 1173 in the 1988 Session of the Georgia General Assembly to expand the jurisdiction of the Municipal Court to uncontested misdemeanor cases.

#### Correctional Programs:

- City and County officials must continue to plan for expanded incarceration capacity. Population growth in the City and County and increased criminal activity will increase pressures on existing prison bed spaces. Planning should begin now for jail populations anticipated in ten years to allow timely facility design and construction time.
- The Courts:
- Alternatives to incarceration programs should receive additional funding to keep offenders, especially first-time offenders and property crime offenders, out of incarceration facilities. Such programs may provide an effective alternative for those convicted and sentenced for driving under the influence and non-violent crimes.
- City and County officials should provide equipment and supervisors for alternative sentencing programs. These programs should be encouraged and supported.
- The Neighborhood justice Center's services should be utilized on a more -frequent basis to prevent certain disputes from coming before the courts.

#### Homelessness in Atlanta:

- Establish a mechanism for comprehensive, long-term human service planning for the City and County. The Atlanta Regional Commission should be the lead agency for the public sector, and the United Way should lead in private human services planning.
- Establish a Legislative Study Committee to examine the problem of homelessness statewide. (Such a study committee was created by resolution of the General Assembly during its 1987 Session.
- Establish and maintain a Hot Line for the Homeless, which would maintain an inventory of services and make referrals.
- Increase the availability of transportation for homeless people to and from shelter and service sites.
- Support the expansion of Single Room Occupancy (SRO) hotels and other low-income housing.
- Establish an Eviction Prevention and Assistance Program.
- Encourage participation in Atlanta's Task Force for the Homeless by its members at the level of original appointments to improve the effectiveness of this group.
- Solicit assistance of the Atlanta Housing Authority where possible to help provide living space.
- The State Department of Human Resources should institute better inter-programmatic planning and service delivery, ensuring that all divisions are complementing one another's efforts.
- The State should consider establishing a revolving loan for assisting in planning, constructing, and operating permanent housing for the poor, using the provisions of the Tax Reform Act of 1986 to leverage loans with private financial institutions and developers. The Georgia Residential Finance Authority should encourage use of the low income tax credits of the Tax Reform Act of 1986 and should widely publicize the ways in

which these tax credits can be coupled with Federal grants and State loans to finance housing for the poor.

- Re-assert all government agencies' responsibilities to provide mental health services to all citizens. The State should thoroughly reassess the effect of de-institutionalization on the problem of homelessness and the mentally ill, with a view toward improving local services, placing certain mandates on health and mental health service delivery systems for serving this group, and instituting effective case management systems.
- Increase the availability of community residential placements, with supportive services for the mentally ill from the private sectors.
- Increase the availability of day care for homeless children.
- Expand opportunities for comprehensive rehabilitation in transitional residential programs.
- Promote vocational training opportunities for women.
- Increase access to public housing.
- Provide resources to resettling families.
- Increase access to comprehensive rehabilitation programs.
- Improve work opportunities for the homeless.
- Re-establish government responsibility to provide substance abuse services at levels adequate to meet community needs.
- The State should examine the Uniform Alcoholism and Intoxication Treatment Act (Official Code of Georgia Annotated Section 37-8-53) to determine appropriate levels of Statewide funding of treatment programs. The State needs to assess whether this act should be continued or rescinded.
- Grady Hospital should become a State institution, funded by the State. This key facility serves the population of all of Georgia. Fulton and DeKalb counties have carried the cost of this hospital for all of Georgia.
- Support the expansion of resources for State and County correctional facilities, particularly programs designed to provide a supervised transition between detention and independent living.
- Expand opportunities for long-term residential rehabilitation.

## **RETAIL & MAINTENANCE**

### ***Retail & Maintenance Vision***

Improved Central Area retail establishments are closely tied to an inviting pedestrian environment. A healthy retail environment brings many people in addition to workers to the Central Area. It also supports housing and the visitor industry. Since many retailers have taken the first steps, Central Atlanta is now ready for a significant improvement in retailing.

CAS II recommends forming a new retail association. The Central Atlanta Retail Association (CARA) has been formed in response to this recommendation, and its efforts will focus on three issues: maintenance of the environment, attracting shoppers, and recruiting and retaining desirable retail merchants.

One of the pervasive themes of CAS II is the need to better maintain the city. Maintenance includes repair of sidewalks and streets, solid waste disposal, removal of graffiti, clean parks and public open spaces, and cleanliness of both public and private buildings. The conclusion of CAS II is that the existing laws are adequate to ensure proper maintenance, but laws are not being enforced, and resources for public maintenance are inadequate. Enforcement is the key.

CAS II recommends that maintenance be a primary responsibility of the newly created Central Atlanta Retail Association. This organization, working with the Atlanta Clean City Commission, the city government, merchants organizations, Central Atlanta Progress, and private property owners, will coordinate maintenance efforts in Central Atlanta. An ordinance clarifying responsibilities of private property owners for maintenance has been passed by City Council as a result of CAS II.

### ***Retail & Maintenance Recommendations***

Recommendations address the three principal retail concerns: maintenance, marketing and the coordination of these activities, as well as retention and recruitment of retailers. Recommendations are also made for vendors, a special type of retailer.

#### **Recommendations**

Maintenance:

- With the assistance of a professional consultant, the City should complete a review of existing maintenance organizations and procedures leading to the development of a comprehensive Maintenance Management Plan, which includes definite performance standards. Much of this work has been completed by the CAS II,

but it needs refinement.

- Following completion of the Maintenance Management Plan, evaluation of resources and funding is mandatory.
- Maintenance ordinance clarifications submitted by CAS II should be followed by the agencies responsible for maintenance. These clarifications were adopted by the City Council in October 1987.
- The current responsibilities for enforcing maintenance ordinances should be reviewed for practicality. Ordinance enforcement mechanisms and actions should be strengthened, accompanied by effective support from the Municipal Court.
- Seminars, brochures, and other communication techniques should be used with property owners to ensure their awareness of private responsibilities for maintenance and to demonstrate the public sector's commitment to assisting property owners in the discharge of these responsibilities.
- Contacts within the City for referring maintenance problems should be publicized. Alternatively, a single point of contact for each specific geographic district should be established for all maintenance requests relating to that area. Disposition statistics should be compiled and published. Feedback mechanisms for the individual or group reporting the problem should be established.
- Common refuse collection points, such as dumpsters, should be located within the downtown district. The existing practice of placing trash at the curb should be discontinued in some areas. Appropriate ordinance revisions should be made.
- Refuse collection schedules should be tailored to the character of the district and be sensitive to the needs of all establishments within the district. Consideration should be given to closer coordination of private and City collection services.
- City Council and departmental support of the Clean City Commission and neighborhood associations should be strengthened. The City should make it easy for neighborhoods to help themselves.
- Special programs should be implemented to address problems associated with tree maintenance, trash receptacle repair, and street furniture maintenance. Efforts should be made to enlist support from private organizations such as Trees Atlanta and the Building Owners and Managers Association (BOMA).

#### Marketing:

- Responsibility for general, local marketing of the Central Area has been assigned to the Atlanta Convention and Visitors Bureau. Their efforts should be strongly supported.
- Existing neighborhood retail and/or business associations must be strengthened. In districts where no such group exists, consideration should be given to creation of committees to perform similar functions.
- Neighborhood retail associations should have ready access to specialists in marketing, promotions and advertising.
- A guide to the Central Area's retail districts and products should be developed to increase awareness of shopper conveniences and to foster support of the districts.

#### Vendors:

- A vending location plan that plots specific vending locations and dimensions should be prepared. Criteria for placing vendors would include public safety, convenience, and location of competing merchants.
- A specific number of locations should be assigned based on the products to be sold. Vending locations should contain no more than three or four vendors.
- The private sector should provide a site and structure for a vendor's mall. The mall would provide a space for vending in a controlled environment where vendors would not be competing for precious sidewalk space. The spaces in the vendor mall should be part of the total number of vending locations rather than supplemental locations.
- All vending should be permitted only from push carts for which standards would be prepared by the Department of Community Development. Standards would specify that merchandise must be stored under the cart and no additional coolers, display stands or storage boxes could be used.
- A private firm should supply, maintain, and store vending carts for lease.
- Clothing and sundry items such as chips, gum, and other prepackaged items should not be permitted.
- Items on each cart should be limited to one type of produce or handcrafted product.
- Greater emphasis should be placed on vending as a market for people who actually make or grow the products being sold.
- The vending fee should be increased to cover the cost of enforcement, cart rental, storage, and insurance. The fee structure should depend on the commodity sold and the degree to which the City is willing to encourage particular products or crafts.
- The administration of the vending ordinance should be transferred from the Department of Public Safety to the Department of Community Development.

## **TRANSPORTATION**

### ***Transportation Vision***

The focus of the first Central Area Study, completed in 1971, was on improving transportation and circulation in Central Atlanta. Many of those recommendations have been completed, including the interstate system and the construction of the MARTA rapid rail system.

However, transportation improvements are still needed. CAS II recommends many street improvements to take advantage of and complement the improved interstate system and MARTA. These include cross-town access improvements in Midtown and better use of existing streets. CAS II also suggests ways to reduce conflicts between vehicles and pedestrians, improve deliveries and property access, and reserve some areas primarily for pedestrians. Transportation recommendations also include suggestions for getting to attractions in the Central Area: strategies which will help market the city's core as an interesting place to visit, live, and work.

### ***Transportation Recommendations***

<b>Recommendations</b>
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- Install new traffic signals.
- Enforce curb laws.
- Repair or replace the viaducts as needed.
- Provide for bicycle safety on radial surface arteries.
- Develop and install effective traffic control measures for neighborhood collector streets.
- Complete the westside (Spring/W. Peachtree/Techwood) one-way pair.
- Construct a new South CBD circulation system.
- Develop an east-west system for Midtown.
- Improve traffic circulation in West End.
- Widen or upgrade surface arteries as needed.
- Pursue the identification and construction of new streets to relieve Central Area neighborhoods of cut-through traffic.
- The City should consider renaming continuous routes to single names.
- Complete the present interstate highway construction including the opening of the High Occupancy Vehicle (HOV) lanes and ramps.
- The City should develop a surface HOV system to support the interstate HOV facilities.
- Implement public and private highway demand management techniques to ensure vehicular accessibility to the Central Area.
- To support the Primary Vehicle Network (PVN), the City should adopt the Property Access Streets (PAS) as a policy guide for development of property access facilities.
- Take steps to relieve Peachtree Street of its traffic-carrying role, particularly between Pine Street and Five Points.
- Improve property access in the Omni/Fairlie-Poplar area.
- Develop a common sign to identify parking lots available to the public.
- Strictly limit large trucks on downtown streets.
- Continue to depend on private interests to supply the Central Area's parking demand.
- Complete the MARTA system.
- Enhance the MARTA system.
- Investigate possible enhancements, such as exclusive guideway transit facilities, to support the MARTA rail system.

## **URBAN DESIGN**

### ***Urban Design Vision***

The top priority of CAS II is to make the Central Area more livable and inviting to people. Therefore a great deal of emphasis was placed on pedestrians, whether on Peachtree Street, International Boulevard or Auburn Avenue. This pedestrian orientation is shown in recommendations for wider and better designed sidewalks, more interesting attractions lining the streets, priority of pedestrians over vehicles, improved parks and open spaces, and other amenities. CAS II recommends retail shops along many streets and better design of buildings to make them more inviting to pedestrians.

The first priority in this area is to make Peachtree Street more accommodating to pedestrians. The Peachtree Promenade project will be a dramatic statement that Peachtree Street is special – Atlanta's urban showcase.

CAS II supports an Urban Framework Plan and Pedestrian Space Plan to make the Central Area more inviting. These planning terms refer to guidelines for the type of development which are proposed for Central Atlanta. CAS II states clearly what is acceptable development in the community. Buildings and public spaces should be designed so that they are hospitable to people. Retail shops are to face the sidewalks to invite people in, not buried deep within buildings that turn their backs on pedestrians and visitors. Old buildings must be mixed in with new ones, showing that progress is welcomed but the past is also treasured. Main streets - Peachtree, Auburn, International, Marietta, and others – must be lined with the front doors of office buildings and shops, not parking garages and asphalt parking lots. In addition, the City will need to change its zoning ordinance and create other development guidelines to make these objectives happen.

### ***Urban Design Recommendations***

Two major concepts have evolved as the cornerstones of the urban design component: a Development Framework and a Pedestrian System Plan.

#### **Recommendations**

##### Streetscape Standards:

- Prepare general streetscape standards to be used throughout the Central Area.
- Through the design of street furniture (pedestrian lighting, benches, and paving materials), specific urban character (historic, arts, institutional, or residential) can be created to emphasize the architectural and landscape characteristics of an area or district. To this end, it is recommended that specific streetscape standards be prepared for the commercial and neighborhood districts described in the Framework Plan above.

##### Pedestrian Space Plan:

- Extend the boundaries of the Pedestrian Space Plan and the area requiring Special Administrative Permits (SAP) should be extended to concur with the boundary of the Major Development Area of the Framework Plan.
- The Pedestrian Space Plan should be revised and re-adopted (first introduced in 1982 in the Zoning Ordinance) by updating land use densities and pedestrian counts for existing and proposed high-density areas described in the Framework Plan.
- Periodic updating of the Pedestrian Space Plan should be made an administrative matter.
- The SAP process should also be used to review street tree projects for conformity with the Pedestrian Space Plan.

##### Pedestrian Bridges:

- Prohibit pedestrian bridges where retail and other street or special District activities are important functions (i.e., pedestrian malls and promenades).
- Designate zones where pedestrian bridges are not permitted, to protect historic districts and vistas from intrusion.

##### Parade Routes:

- Incorporate parade routes into the proposed Pedestrian System Plan.
- Include as many blocks along Peachtree Street as possible, using MARTA as the primary means of getting people to and from the parade.
- Coordinate with the Atlanta Convention and Visitors Bureau to adopt parade themes and symbols that would promote and reinforce a positive image for the city.
- Coordinate banner design to maintain continuity along the routes, and increase the standard banner size to a minimum of 24 square feet.
- Provide for an adequate banner program. Regulations for banners, other identifying elements, and standards for bleachers and review stands also need to be written.
- Require light pole standards along parade routes to be redesigned to accommodate 24 square foot banners as a permanent feature.
- Remove unsightly and obstructive utility lines and poles from parade routes.
- Give special attention to preserving the vistas along parade routes.

##### Billboards:

- CAS II recommends that the City declare a moratorium on granting billboard permits for the length of time it takes to do an in-depth study. The existing ordinance should be reviewed, especially as it compares to other cities

- Existing billboards should be checked for compliance with City codes, and proceedings should be initiated to remove billboards found to be in violation of the codes.
- Business associations should discourage their members from using billboard advertising.
- Once a billboard comes down, no new permit should be granted for its reconstruction.
- Certain corridors of the city should be designated as "Billboard Zones. These are areas where additional billboards will not have a negative impact. The City should stop granting permits for billboards outside the Billboard Zones.
- An amortization program should be put in place to eliminate all billboards except those in the Billboard Zones.

#### Special Public Interest Zones and Floor Area Ratios:

- Boundaries. All high-density areas, as designated by the Urban Framework Plan, should be under SPI classification. Consideration should be given to the subareas within the SPI boundaries, and specific guidelines should be developed for each of these subareas. The areas are too large and too diverse to function well under a single designation.
- Floor Area Ratios. Consideration should be given to reducing the allowable FARs in selected subareas, with provisions for increasing them if certain amenities are included in the development. Again, this should reflect the unique needs of each specific subarea.
- Provision for mixed uses. New SPI regulations must be devised that assure the development of ringed-use developments in selected subareas. Mixed-use should be interpreted as referring to the appropriate balance and interaction among the different uses in the same building, as well as the same site.

#### Design Review Process and Special Administrative Permits:

- Require SAPs for development in both the High-Density Development area and the Transitional Zone as identified in the Framework Plan.
- Require a preliminary SAP based on preliminary drawings. This will assure that developers have ample time to incorporate comments into the construction drawings, prior to applying for a final SAP.
- Require the Bureau of Planning to lead in the coordination of the SAP review process with other City bureaus.
- Fund a pedestrian-level wind study. Require a pedestrian-level wind study of any building over 10 stories to ensure that wind speed in pedestrian areas will not exceed wind safety and comfort criteria.

#### Urban Design Process:

- Streamline the City's consultant selection process for urban design projects.
- Reduce the time it takes to implement streetscape projects.
- The Mayor should clarify roles of departments and bureaus