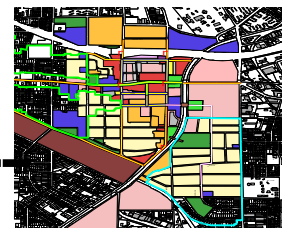


City of Atlanta

# West End Historic District Livable Center Initiative

June 29, 2001





## West End Livable Center Initiative Project Team

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## Table of Contents

<b>I.</b>	<b>INTRODUCTION .....</b>	<b>6</b>
<b>II.</b>	<b>VISION AND GOALS .....</b>	<b>8</b>
	<i>Purpose</i>	
	<i>Vision</i>	
	<i>Goal Setting</i>	
	<i>LCI Goals</i>	
	<i>West End Goals</i>	
<b>III.</b>	<b>PUBLIC PROCESS .....</b>	<b>10</b>
<b>IV.</b>	<b>EXISTING CONDITIONS.....</b>	<b>13</b>
	<i>Location</i>	
	<i>Demographics</i>	
	<i>Historical Context</i>	
	<i>Historic District</i>	
	<i>Land Use</i>	
	♦ <i>Zoning</i>	
	♦ <i>Single Family Residential</i>	
	♦ <i>Multi-Family Residential</i>	
	♦ <i>Commercial/Retail</i>	
	♦ <i>Office</i>	
	♦ <i>Industrial</i>	
	♦ <i>Educational and Community Facilities</i>	
	♦ <i>Vacant</i>	
	♦ <i>Institutional/Cultural</i>	
	♦ <i>Transportation/Communication/Utilities</i>	
	<i>Traffic and Transportation</i>	
	<i>Urban Design</i>	

*Economic Development/Housing*

<b>V. CONCEPT PLAN</b>	36
<b>VI. IMPLEMENTATION STRATEGY</b>	40
<i>Strategic Plan</i>	
<i>Transportation Implementation Strategy</i>	
<i>Project Implementation Schedule</i>	
<i>Changes to the 15 Year Land Use Plan</i>	
<b>VII. CONCLUSION</b>	70
<i>List of Participants</i>	

## **ATTACHMENTS**

*URS West End Marketing Study/Livable Center Initiative Master Plan*  
*URS Corporation Economic Development and Market Analysis*  
*URS Corporation Land Use and Quality of Life Analysis*  
*Summary of Meeting Minutes*

## Table of Tables and Figures

<i>Reference</i>	<i>Title</i>	<i>Page Number</i>
Figure 1.1	Study Area	7
Figure 1.2	Walking Circles	7
Figure 3.1	Design Workshop	10
Figure 3.2	Design Workshop	11
Figure 4.1	Existing Land Use Map	16
Figure 4.2	Existing Zoning Map	16
Figure 4.3	Walking in West End	17
Figure 4.4	West End Street	18
Figure 4.5	Future Land Use Map	19
Figure 4.6	Wrens Nest	19
Figure 4.7	Lee Street	25
Figure 4.8	Markers	27
Figure 4.9	Regional Malls	31
Figure 4.10	Competing Malls	31
Figure 4.11	Mall West End	32
Map 1	Concept Plan	39
Map 2	Transportation Improvements	54
Map 3	Changes to Comprehensive Development Plan	69

<i>Reference</i>	<i>Title</i>	<i>Page Number</i>
Table 3.1	Schedule of Public Meetings	10
Table 3.2	Number of Meeting Participants	11
Table 4.1	Distribution of Land Uses	18
Table 4.2	Existing Pavement and Sidewalk Conditions	22
Table 4.3	Traffic Counts at Key Intersections	24
Table 4.4	Intersections Needing Improvements	24
Table 6.1	Transportation Issues Matrix	52
Table 6.2	Recommended Transportation Improvements	53

## I. INTRODUCTION

The City of Atlanta Department of Planning, Development and Neighborhood Conservation engaged the services of URS Corporation to study the West End MARTA station area in support of the Atlanta Regional Commission's Livable Centers Initiative (LCI). The URS consultant\* team on this project included the Design Collaborative Kaisen, Jeffrey D. Gordon Urban Design, and the Georgia Institute of Technology, School of Architecture, 4<sup>th</sup> Year Studio, Spring 2001. The City is interested in encouraging diversity and intensity of land use in close proximity to transit stations as a way to promote a balanced ratio of housing and employment, enhance community identity, and provide non-motorized mobility opportunities.

The City recognizes that creating transit-oriented development (TOD) in and around the West End MARTA station will reduce reliance on the single-occupant automobile and assist in creating land use changes that produce favorable air quality impacts. Traditionally, neighborhood transit oriented developments consist of retail stores, restaurants and residential property; development can consist of new projects or rehabilitated structures. Successful transit oriented development should not necessarily sacrifice traffic impacts or neighborhood compatibility for the purpose of creating higher density.

The redevelopment of the West End MARTA station area is an important step in enhancing the quality of life in older, established neighborhoods in Atlanta (the study area is defined in Figure 1-1). Creating and maintaining lively and attractive streets and buildings will stimulate investment in the commercial core along Ralph David Abernathy Boulevard, Lee Street and Ashby Street, as well as historic neighborhoods like Adair Park and

West End. Though this goal is basic to most urban studies, it is particularly appropriate in this area, where civic pride presents itself on a regular basis.

Recent signs of this pride are emerging throughout the historic West End. They include the opening of the Ashley Terrace apartments, the redevelopment of the Harris Homes and a thriving Mall West End. Most significantly, the West End has an enormous amount of citizen involvement under the auspices of NPU T and NPU V and the civic associations including the West End Neighborhood Development (WEND), the West End Merchant Coalition, the Adair Park Community Empowerment Association and Adair Park Today.

There are other factors, as well that point to a positive future for the West End. As with other, older revitalizing urban districts such as East Atlanta, there still exists *a sense and continuity of place and community*. There is a sufficient amount of intact social and physical urban fabric that remains intact to serve as a basis guide for revitalization efforts. Recent demographic patterns show a renewed interest in urban living as a preferred lifestyle. This has resulted in land use and behavioral changes aimed at reducing the reliance on the automobile and re-establishing pedestrian-oriented places. New economic sectors, such as the digital and communications industries, like those along the White Street Extension have provided additional markets for the rehabilitation of underutilized or abandoned buildings and properties.

While (regional) benefits of urban redevelopment have been well documented by new urbanists and smart growth advocates, these projects must be balanced with local impacts to the existing infrastructure. Both the Atlanta Regional Commission

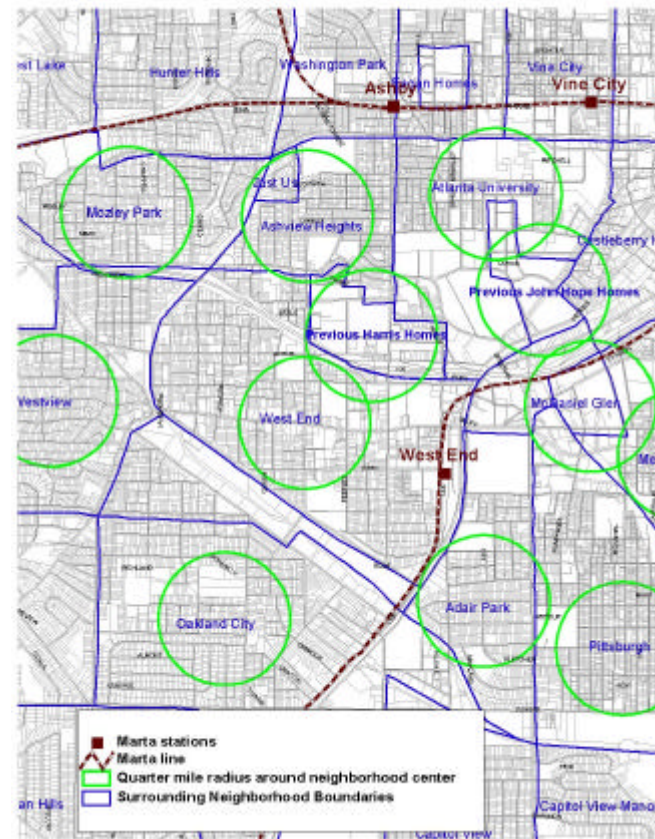


# West End Historic District LCI

Figure 1.1: Study Area



Figure 1.2: 1/4 Mile Walking Circles



transportation, land use, urban design, economic development and housing issues and activities.

and the City of Atlanta recognize the importance of this balance. This balance was achieved, in this case, through an understanding of historical context, a careful examination of existing conditions, adherence to sound urban planning and design principles and citizen input through a series of public meeting and stakeholder workshops. City staff and the URS consultant team held two workshops and six public meetings to define trans-

## II. VISION AND GOALS

### Purpose

In 1999, ARC established a policy to provide funding for investment studies and transportation projects located in activity centers and town centers throughout the region. The focus of the LCI program is to encourage increased residential development, mixed-uses and connectivity in activity centers and town centers. LCI studies are intent to promote policy initiatives developed as part of the Regional Transportation and Regional Development plans. Program funding for LCI studies was approved in the form of an allocation of \$5 million over five years. Funds are awarded on a competitive basis to local governments and organizations involved in the transportation planning process. To date, a total of 22 communities, including West End have been awarded LCI program monies. Additionally, the ARC has identified \$350 million to implement projects resulting from study efforts.

The purpose of this study is to formulate strategies in developing the West End Activity Node to its potential. The goal is to increase the number of people living, working, visiting and playing within the West End and Adair Park neighborhoods; specifically in the medium density mixed use nodes located within walking distance of a transit station, the West End MARTA station. This will facilitate a community level activity node as proposed in the original Transit Station Area Development Plan (TSADS) and the City of Atlanta Comprehensive Development Plan policies, Activity Center/Town Center Investment Policy Studies (ACTIPS) Program Goals, and policies identified in the Regional Development Plan. Developing clear guidelines and strategies will encourage quality development and insure that this activity center creates equity in access to services in an area that is not well served at

present, as well as respond to the need for enhanced community focus and neighborhood identity.

The study considers previous plans that were completed within the last twenty years. The need for a new study is evident considering the recent widespread and more pressing concerns over air quality, traffic congestion, regional land use issues, and social equity and environmental justice issues.

### Vision

To encourage development which utilizes sensitive design to reflect the historical context of the West End while increasing opportunities for living, working, shopping, recreating and worshipping in the West End and Adair Park neighborhoods.

### Goal Setting

A key component of the planning process is the creation of community endorsed goals. These goals anchor the entire planning process. In order to create the goals of the West End LCI, the community first reviewed the LCI Program goals. They are as follows:

- Encourage a diversity of medium to high density, mixed income, mixed use developments.
- Access to a range of travel modes: transit, roadways, walking and biking.
- Integration of uses with transportation investments to maximize alternative modes.

- Increase desirability of redevelopment of land served by existing infrastructure.
- Preserve historic characteristics of areas.
- Identify capital projects to be funded by the annual TIP.
- Transportation incentives to implement goals.

The West End community tailored their goals to the specific needs of their community while addressing the overall vision of the West End LCI. After a discussion of the LCI Program goals, the community agreed on the following additions and revisions to the LCI Goals:

### **West End LCI Goals**

- Strengthen the historic districts. Use tools such as design, markers and neighborhood identity.
- Develop alternatives for underutilized or vacant property by encouraging a diversity of medium development, employment, shopping and recreation choices at the study area.
- Encourage focused infill and redevelopment.
- Develop streetscape and pedestrian/bicycle linkages and provide access to a range of travel modes including transit, roadways, walking and biking and enable access to all uses within the study area.
- Connect the transportation system to other centers and expand transportation goals to include traffic calming

and truck traffic measures.

- Enhance community identity.
- Create civic space, focal points and heritage tourism; preserve the historical characteristics of the center.
- Increase employment opportunities.

## III. PUBLIC PROCESS

The four month public process for the West End LCI focused on sensitive facilitation and collaboration aimed at merging long standing goals of the neighborhood with the goals of the Atlanta Regional Commission in order to produce a plan that simultaneously met the needs and desires of both parties. The process was geared heavily toward consensus building around the main concepts of the plan.

In order to ensure proper oversight, an Advisory Board was created. The Advisory Board included key West End stakeholders as well as volunteers from the West End and Adair Park neighborhoods. The Advisory Board met at the beginning of each focus

group session to review previous meeting minutes and to express any comments or concerns. The Board was also charged, at times, with reviewing information and providing feedback to the planning staff.

The public input process commenced with a kick off meeting on February 19, 2001. At this meeting the City presented a detailed overview of the LCI process including LCI program goals

**Table 3.1 : Schedule of Public Meetings**

Date	Meeting Topic
February 19, 2001	Kick Off Meeting
March 1, 2001	Goals and Objectives
March 15, 2001	Transportation
March 29, 2001	Urban Design/ Historic Preservation
March 31, 2001	Design Workshop I
April 12, 2001	Land Use
April 26, 2001	Economic Development and Housing
May 17, 2001	Preliminary Design Alternatives
May 5, 2001	Design Workshop II
May 24, 2001	Concept Plan
June 6, 2001	Draft Report Review
June 20, 2001	Final Report Presentation

**Figure 3.1 : Design Workshop**



Source: DPDNC



and deliverables in order to expose the community to the goals of the Atlanta Regional Commission. The overview gave them the opportunity to reflect on the future of their neighborhood as it relates to the Atlanta Metro Region.

A series of focus group discussions and activities followed the kick off meeting. The purpose of the focus group sessions was to simultaneously provide background informa-

**Figure 3.2 : Design Workshop**



*Source: DPDNC*

tion on the assigned topic while pursuing interactive brainstorming and drawing/mapping activities with the community. These exercises often resulted in providing the community and the planning staff with both detailed (i.e. intersec-

**Table 3.2: Number of Meeting Participants**

Meeting	Total Number of Participants
February 19, 2001	29
March 1, 2001	19
March 15, 2001	27
March 29, 2001	38
March 31, 2001 (Design Workshop)	36
April 12, 2001	19
April 26, 2001	16
May 5, 2001 (Design Workshop)	20
May 17, 2001	25
May 24, 2001	24
June 6, 2001	31
June 20, 2001	21

*Source: DPDNC*

tion, parcel level) as well as area wide information. This process led to an evolution of thought regarding the future of West End.

In addition to the focus groups, a two part cumulative design workshop series was held on March 31, 2001 and May 5, 2001. The purpose of the design workshops was to weave the

fabric of the focus groups into a comprehensive vision for West End including all plan elements (i.e. transportation, land use, economic development, urban design and housing). Rather than relegating whole groups to small sub-sections of the study area, all participants of the workshops focused on the entire study area. The results of the workshops and the concept plan focus group are the basis for the concept plan. The concept plan was continually fine tuned to reflect the evolution of thought by all public participants. The public participation process was also supplemented by two meetings with the West End Business Association.

Because the planning process was driven by a dedicated and sophisticated community group, the final concept plan garnered almost unanimous support.

## IV. EXISTING CONDITIONS

### Location

West End is a an egalitarian community, a collection of blocks where all races, ethnicities, religions and incomes, homeowners, renters and boarders, are engaged in the creative and sometimes difficult task of living together. The study area is comprised of the West End and Adair Park neighborhoods. The area is 0.6 miles square miles and the boundaries are West End Avenue (the southern boundary of the AUC campus) to the north, Peeples Street to the west and Metropolitan Parkway to the east. White Street/Ashby Street extension defines the southern edge.

This study area encompasses the single family residential communities of West End and Adair Park, a thriving commercial corridor located along Ralph David Abernathy Boulevard, portions of the Atlanta University Center, the nation's largest concentration of historically black colleges and universities as well as a multitude of cultural institutions located throughout the study area. The area is also a major transportation hub, with the West End MARTA station situated between both the West End and Adair Park neighborhoods.

### Demographics

(for a detailed analysis please see the URS Corporation Land Use and Quality of Life Analysis)

Continued shifts in population have contributed to a greater mix of income levels throughout Intown neighborhoods. This trend shows potential for successful development and redevelop-

ment of the area with a variety of housing types and mixed income housing. Statistics highlighted by the Census Bureau indicate that there is a trend toward "intown" living. In fact, the number of people moving to the inner city has been growing in the past several years. These individuals are more diverse, younger and of various income levels. The West End is currently experiencing this trend.

Though population declined in the West End neighborhood between 1950 and 1990, this trend is not expected to continue. Between 1990 and 1999, population within the study area declined 3.1%. This loss is significantly attributed to the massive demolition during the Olympics as well as the recent loss of public housing, with the demolition of the Harris homes housing project, a large publicly funded multi-family housing community. With a population of approximately 2,000 persons, Harris Homes accounted for more than 50% of the study area population. Despite losing hundreds of households when Harris Homes closed, the area continues to experience increased property values due to continued private investment and the neighborhood's close proximity to mass transit and downtown Atlanta. Within the last five years the number of building permits has steadily increased as more residential units are built. Population figures reflect the recent trends of greater diversity and higher incomes currently occurring within the City of Atlanta and the West End. The Atlanta Housing Authority (AHA) plans to replace the Harris Homes with a 600 unit mixed income community.

Employment in the area is also diverse with several sectors represented. Service, retail trade and manufacturing dominate the economy of the area accounting for 78% of all employment. Em-

ployment densities vary throughout the area but are most dense around the West End MARTA station and the Mall West End.

### **Historical Context**

The National Register Historic District of West End is the oldest community in Atlanta predating the City of Atlanta. The neighborhood is also one of the city's most prolific examples of a successful community of diverse incomes, ethnicities and cultures. Founded as a frontier post at the crossroads of what is now Lee Street and Ralph David Abernathy Blvd. in 1822. West End was incorporated as an independent city in 1868, two years in advance of its neighbor, Atlanta.



*Source: Atlanta Urban Design Commission*

The present day West End is a thriving community incorporated within the urban fabric of southwest Atlanta. As a crossroads, a significant segment of West End's history has been its connection to rail lines. In 1837 the Western and Atlantic Railroad came through the area and the Macon and Western Railroad came in 1846. West End, because of these existing rail lines became one of Atlanta's first streetcar suburbs. These events were major catalysts to the development of West End and gave rise to Atlanta as a major transportation

hub. These rail lines ran south, east and west of the district.

West End's initial development began along the Ralph David Abernathy (RDA) Blvd. and Lee Street intersection. In 1894 West End became annexed into the rapidly growing city of Atlanta and became the city's Seventh Ward. The late 1800's and early 20th century saw rapid growth in national and local prosperity. Mobility created by the automobile augmented this growth. However, the neighborhood experienced significant decline in the 1930's due to the economic depression followed by World War II. Many homes were subdivided into boarding rooms and duplexes, while many of the district's larger homes; Victorian mansions were abandoned for the smaller bungalows of Morningside and other Atlanta neighborhoods. By the middle of the 1940's development again accelerated and commercial areas were refined along Ralph David Abernathy Blvd. In the 1950's financial investments in the area came to an end due both to impending suburbanization and the mass migration of West Enders into the suburbs, a predilection that occurred in many Intown neighborhoods throughout Atlanta and the Southeast.

The mid 1960's saw the beginnings of integration, which would lead to eventual resegregation of the neighborhoods. A recipient of federal Urban Renewal grant monies; West End was once again transformed in the late 1960's. Interstate 20 was constructed north of RDA Boulevard and significantly separated the northern portion of West End (including the historically Black Atlanta University campus and predominantly African-American residential area), from the south communities which would become West End and Adair Park. Hundreds of buildings, both commercial and residential, were demolished during this phase of construction. Several pocket parks were also con-



structed in the area as well as the Mall West End, situated along RDA Boulevard. Despite these efforts, the district did not experience significant economic resurgence but a declivity, as its population declined 56% from 1940-1980.

In present times, however, West End and Adair Park are in dynamic involvement with the City of Atlanta and have thus accomplished the daunting task of achieving historic designation for their neighborhoods. The many parcels of land left undeveloped and underdeveloped by urban renewal are under study and consideration for renewed development opportunities as areas of high regional significance and prime transit opportunities.

### **Historic Districts**

The history of West End tells a phenomenal tale in the architecture of her many historic and culturally significant buildings and exterior living spaces. The district of West End has attained all of the three statues of historic designation. In 1991 a segment of the neighborhood achieved local historic designation. In 1995 West End received state historic designation and in 1999 the entire district was placed on the National Registry of Historic Places. This corridor serves as the main street with links to nearby parks, schools libraries, churches and other cultural and institutional uses outlined above, as well as to the residential community. Three additional historic districts surround the West End. They are Adair Park, Castleberry Hills and the Atlanta University Center.

### **Land Use**

(for a detailed analysis please see the URS Corporation Land Use

and Quality of Life Analysis)

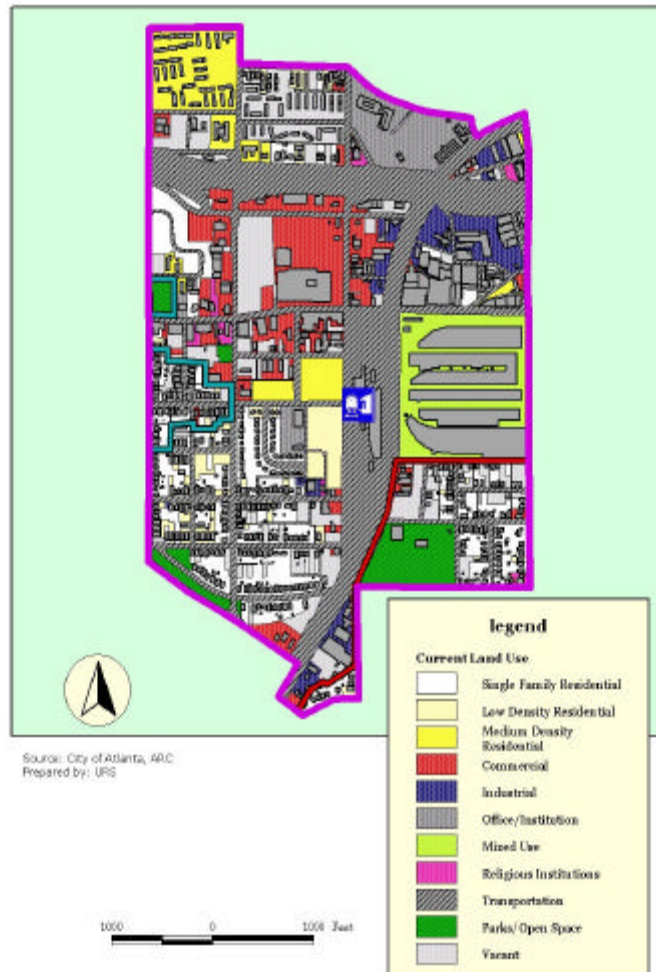
The study area includes a variety of complementary land uses (existing land uses are displayed in figure 4. 1). A high percentage of single family residences with historic character are included in the study area. These residences are in good condition and are considered the heart of the community. The main commercial node servicing the area exists on Ralph David Abernathy Blvd between Ashby and Lee Streets and includes the Mall West End. The eastern side of the study area includes a portion of the historic Adair Park neighborhood as well as the Candler Warehouse. The Candler Warehouse, which was previously a large distribution center, currently exists as semi-renovated office, residential and retail space. Underutilized industrial uses exist at both the north and south side of the Candler warehouse along Murphy Avenue. The study area also includes a variety of institutional and cultural uses mostly aggregated around Ralph David Abernathy Blvd. between Peeples and Ashby Street. Brown Middle School resides on the southern boundary of the study area. North of I-20, two large tracts of vacant land exist replacing previous Atlanta Housing Authority multi-family residences.

There are a variety of housing types and styles encouraging “life cycle housing” for a mix of incomes and family sizes. The single family residence remains the predominant building form with a high level of renters however this trend is evolving. Infill development opportunities exist throughout the study area. Some examples include the vacant Old Sears site, the Mall West End superblock and potential MARTA station redevelopment.

### **Zoning**

# West End Historic District LCI

**Figure 4.1: Existing Land Use Map**



**Figure 4.2: Existing Zoning Map**

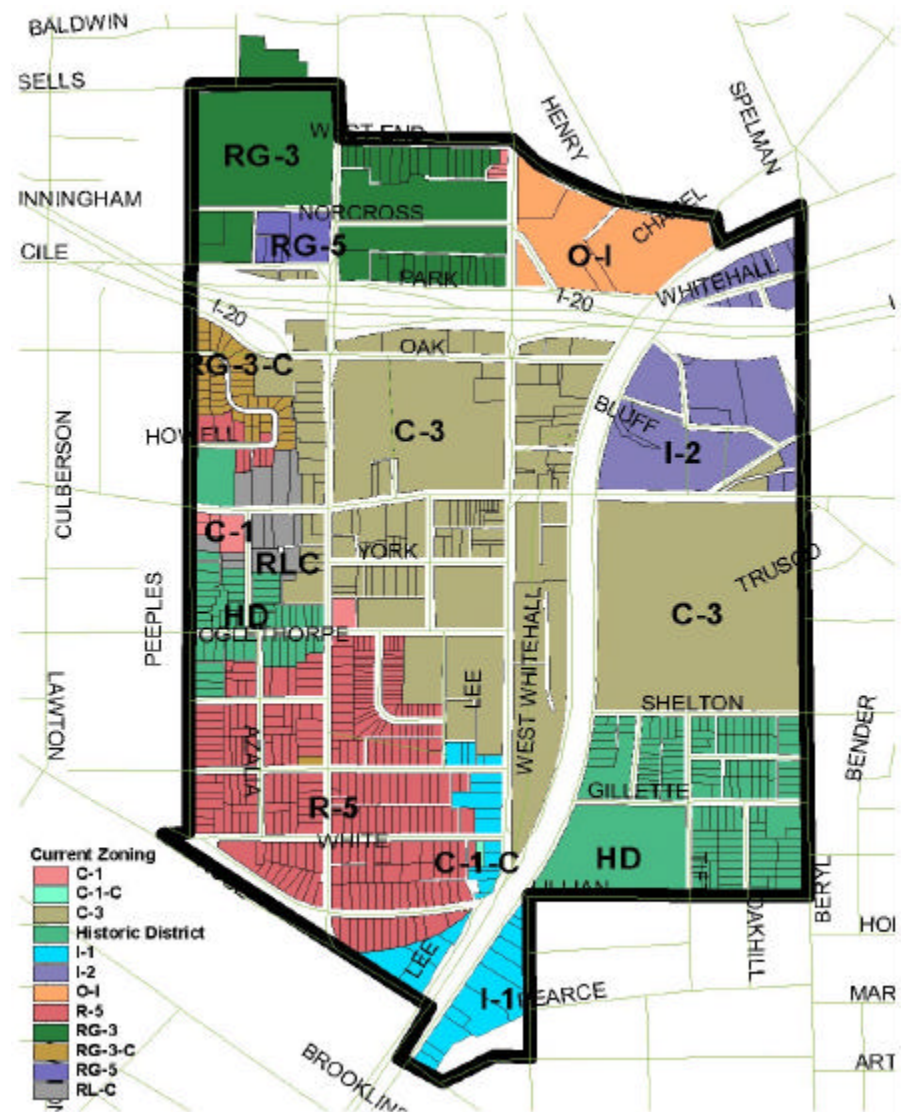


Figure 4.2 displays current zoning. Current zoning in the West End supports various residential uses with commercial zoning indicated along the commercial core, the Candler Warehouse and the MARTA station. Some industrial zoning is indicated in the southern portion of the study area. The West End LCI seeks to both mix and intensify uses in the study area while proactively pursuing development which is architecturally consistent with current structures. This goal leads to a recommendation of a special public interest zoning overlay in the study area. The current zoning classifications, however, are generally consistent with current land uses. The future land use classifications, however, can be improved to reflect the goals of the LCI. Figure 4.5 displays future land use classifications.

**Figure 4.3: Walking in West End**

### Single Family Residential

A stable single-family residential neighborhood exists in both the West End and Adair Park neighborhoods. Both neighborhoods possess a majority of above average housing opportunities with some potential for infill development. The study area contains roughly 66 acres of single family residences. 73 percent are classified as in good condition. The LCI seeks to build on the strength of the existing single family neighborhoods.



*Source: Atlanta Journal Constitution*

### Multi-Family Residential

A variety of multi-family opportunities exists in the study area.

Approximately 40% of the total housing in the study area is classified as low to medium density housing. These structures range from attached duplexes to higher density elderly housing. While approximately 40 acres of the study area are dedicated to multi-family housing, generally these uses are buffered from the single family residences. Most exist on arterial roadways. The LCI seeks to retain the balance of single and multi-family housing which currently exists in the study area by encouraging both infill single family residences and multi-family units where appropriate.

### Commercial/Retail

The heart of the West End commercial core is the successful Mall West End which reports a 1% vacancy rate. The West End mall is the principal retail destination and contains roughly 158,000 square feet, or 36% of the retail inventory in the study area. The commercial corridor along Ralph David Abernathy Boulevard across from the mall and extending to Peoples Street accounts for 137,800 square feet, or 32% of retail inventory. The third largest concentration of retail at 77,500 square feet runs along Oak Street, north of the mall and contains 18% of the retail inventory. The remaining 14% is scattered throughout the study area.

### Office

Existing office space is limited in West End and presents an opportunity for future development. Currently office uses account for approximately 16 acres or 3.7% of the study area however the existing office uses are mostly institutional. Office space serving the private sector is lacking with the exception of new development on the White Street Extension however the space



offered in this corridor is more appropriately classified as warehouse/light industrial. Consistent with MARTA's Transit Oriented Development policy, an opportunity for office space exists at the West End MARTA Station.

## Industrial

Industrial properties within the study area are mostly light industrial uses which are either under-utilized or are in the process of transformation. The light industrial corridor south of the study area known as the Atlanta Telecom Center is in the process of adaptive reuse for high tech and communication technology uses. The industrial uses on Murphy Avenue are mostly underutilized and present an opportunity for live/work, multi-family loft style development and office uses.

**Figure 4.4: West End Street**



Source: GA Tech

Several educational resources ranging from elementary schools to universities are located within or near the study area. As part of the Fulton County review of existing educational facilities, certain school buildings have been slated for closing while others are currently being used as stor-

## Educational/Community Facilities/Parks

**Table 4.1: Distribution of Land Uses**

Land Use	Acres	% Total
Single Family Residential	65.51	15.1
Low Density Residential	16.16	3.7
Medium Density Residential	28.01	6.4
Commercial	46.33	10.7
Industrial	18.90	4.3
Office/Institutional	16.23	3.7
Mixed Use	38.03	8.7
Religious Institution	3.77	0.9
Transportation	90.26	20.7
Parks/Open Space	16.04	3.7
Vacant	95.78	22.0
Total	435.02	100

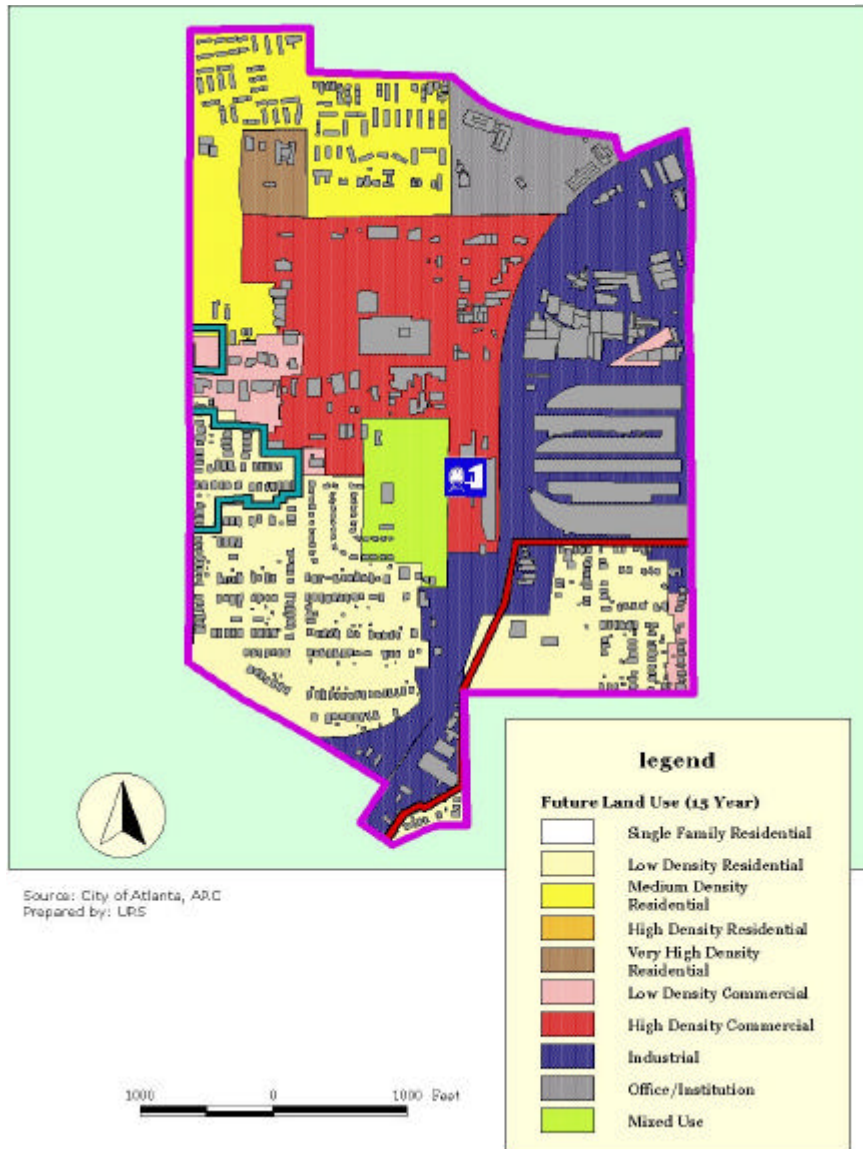
Source: URS, Corp

age and off site training facilities. Providing adequate education opportunities for families in various life stages is an important part of retaining and attracting stable households. Some schools located in or around the study area are:

- Jones Elementary School;
- Rusk Elementary School;
- Brown Middle School;

# West End Historic District LCI

**Figure 4.5 : Future Land Use Map**



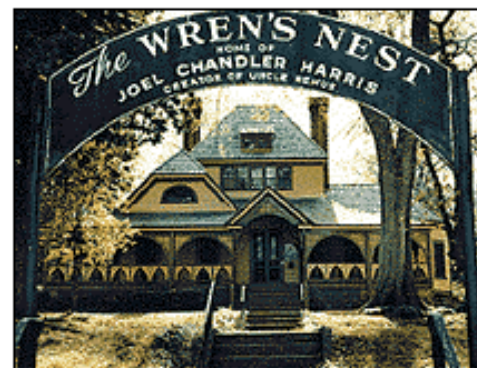
- Oglethorpe Elementary School; and
- Ragsdale Elementary School.

Slightly to the north of the study area is the Atlanta University Center, which includes Morris Brown College, Clark Atlanta University, Morehouse College, and Spelman College. The Atlanta University Center is currently completing a master plan for the center.

West End Library is located at the western edge of the study area, on Peoples Street just north of Ralph David Abernathy Boulevard.

Parks that fall within the study area boundaries include Adair and Howell Park. Together, they comprise 11.75 acres, for a total 2.4 acres per 1,000 persons, which is less than  $\frac{1}{4}$  of the city's stated goal for park acreage per 1,000 persons. Dean Rusk and West End parks are proximate to the study area, but do not fall within its boundaries.

**Figure 4.6: Wren's Nest**



Source: Atlanta Urban Design Commission

## Vacant

Vacant land accounts for 96 acres or 22% of the study area. The land is assembled mostly on large parcels with the old Sears site next to the Mall West End accounting for 6.6 acres of vacant land and the Harris Homes site accounting for 27 acres. While vacant parcels do exist in

the heart of the single family residential uses, the opportunities for infill development lie mostly outside the residential core.

### Institutional/Cultural

As a community West End is historically, architecturally and culturally significant. Argued by many to be the most culturally diverse community in Atlanta, West End is home to a multitude of organizations and religious institutions including, Muslims, Israelites, Catholics, Baptists, Pan-Africans and Rastafarians. The Shrine of the Black Madonna Pan-African Christian Church has established itself as an important institution within the neighborhood through their support of a cultural center, bookstore, training center for missionaries and the multi-family housing they sponsor within the district. St. Anthony's Catholic Church, built at the turn to the 20<sup>th</sup> century, traces its beginnings in 1902 to the home of Mrs. Joel Chandler Harris. Its parochial school is one of the oldest in the city. The Black Hebrew Israelite Nation has an established presence in the West End commercial district and maintain the Soul Vegetarian Restaurant located at the front of their building. Finally, West Hunter Baptist Church houses the pulpit of Rev. Ralph David Abernathy, one of the foremost leaders of the Civil Rights Movement in Atlanta and co-organizer of the Southern Christian Leadership Conference, the nation's leading advocate of nonviolence during the civil rights movement. In 1991, the name of Gordon Street was changed to its present Ralph David Abernathy Boulevard in honor of his nationally recognized contributions to the civil rights movement.

Hammond House, a gallery and resource center for African-American art, is located on Peoples Street in one of Atlanta's most historic homes. West End houses a number of other important cultural resources. The West End Performing Arts Center along Ralph David Abernathy has been an important neighborhood institution. In addition, the Wren's Nest and the Park Street Methodist Church contribute to the cultural resources of the area. A few parcels west lies one of the neighborhood's many public parks. Several others are scattered throughout the residential areas. Another important facility is the public library located on Peoples St. The library serves as meeting space for a number of groups and organizations as well as offering access to the collections. Up until the mid 1980's West End also supported three schools: Peoples Street Elementary, Brown Middle and St. Anthony's Catholic School. The West End Elementary was destroyed by fire leaving a vacant site on Peoples Street, where the library now sits.

### Transportation/Communications/Utilities

The West End MARTA station accounts for approximately 14.4 acres and serves as the transit hub for the area. The station includes two surface parking lots and a bus transfer station. Along the railway corridor between White Street and Donnelly, multiple fiber optic carriers have placed high speed communication lines.

### Land Use Issues

- ♦ Large physical barriers exists between the West End and its surrounding cultural and economic resources. Interstate I-20 divides the West End from the Atlanta University Center and both the MARTA line and cargo railway separate West End from its neighboring communities and Downtown Atlanta.

- ◆ The entire West End study area resides within a federally designated historic district however the local historic designation boundary encompasses a small portion of the single family residences and no commercial structures. The neighborhood seeks to encourage development consistent with the historic architectural character of West End through the expansion of the historic district or special public interest zoning.
- ◆ The hierarchy of arterial, connector and neighborhood streets paired with a street orientation to buildings and homes and MARTA access provides an environment which attracts pedestrian activity. However, the lack of a comprehensive traffic calming program and ineffective traffic control in the area presents multiple points of pedestrian/vehicular conflicts, particularly at key intersections.
- ◆ Large tracts of under-utilized or vacant industrial properties exist.
- ◆ The Mall West End superblock is a contextual misfit with the surrounding street and block pattern.
- ◆ The West End commercial node provides opportunity for large projects as well as smaller, infill development.
- ◆ The West End offers a defined cultural center.
- ◆ The Candler Warehouse, a 25 acre warehouse site under single ownership and has the potential for high tech/warehouse space in addition to residential development.
- ◆ Less than 1% of Atlanta's Class A office space is located south of Downtown Atlanta. The MARTA site could incorporate a medium density signature office building which would serve as an important landmark while meeting pent up office demand.
- ◆ The West End Medical Center is located on York Street one block south of Ralph David Abernathy Boulevard. This block is an excellent location for a concentration of medical related uses. The medical center is also in close proximity to the Morehouse School of Medicine and could potentially provide needed office space for medical practitioners.

### Land Use Opportunities

- ◆ The West End enjoys multi-mode access to Downtown Atlanta.
- ◆ A unique opportunity exists for the residents of West End to receive pre-K through Doctoral education within walking distance of the neighborhood's center.
- ◆ The MARTA station is the 5th busiest station in the rail system accommodating 9,500 riders a day.



- ♦ The Atlanta Telecom Center consists of approximately 848,000 square feet of light industrial/warehouse space situated on multiple fiber optic lines. While most of the space is vacant, Sprint is currently renovating an old A&P warehouse. The telecom center presents an economic development resource for the area.
- ♦ Existing infrastructure exists to support additional development
- ♦ The West End enjoys close proximity to Hartsfield airport and downtown Atlanta.

## **Traffic and Transportation**

(for a detailed analysis please see the URS Corporation Land Use and Quality of Life Analysis)

Transportation has played an important part in the historical and current development of the West End. The study area is fortunate to have excellent access to multiple modes of transportation. Currently, the area is served by MARTA bus and rail, sidewalks and pedestrian connections, I-20, four major arterials, and freight rail lines. Several transportation improvements are planned for the area.

MARTA is one of the largest transit agencies in the United States. MARTA runs bus and heavy rail service in both Fulton and DeKalb counties. Both services are available and well utilized within the study area. Ten bus routes operate from the West End Station. MARTA's West End rail station is the center

**Table 4.2: Existing Pavement and Sidewalk Conditions**

Street	Section	Pavement Condition	Sidewalk Condition
Oak	Ashby & Peebles	Fair	Good
	Ashby & Lee	Good	Fair
Ralph David Abernathy	Peebles & Ashby	Good	Fair
	Ashby & Lee	Good	Poor
	Lee & Metropolitan	Good	Good
	Under RR Bridge	Fair	Poor
White Street Extension	Peebles & Lee	Good	Fair
Ashby	Sells & RDA	Good	Fair
	RDA & York	Fair	Fair
	York & Beecher	Good	Poor
	Beecher & White	Good	Fair
Lee	West End Ave. & White St. Ext.	Good	Good
W. Whitehall	Metropolitan & RDA	Good	Fair
	RDA & Lee	Good	Good
Murphy	Whitehall & RDA	Good	Good
	RDA & Brookline	Good	Good

Source: URS Corp.



of the study area. It is the fifth busiest station with average weekday rail entries exceeding 9,500 persons. The second busiest station, Lindbergh Center, has average weekday rail entries of approximately 12,700 persons. Five Points Station, which is the only transfer point between the east/west and north/south rail lines, has approximately triple the rail entries of the West End Station. The entire study area is classified as transit dependent, which is one reason for the high level of station use. A second reason for high station usage is West End Station's proximity to Atlanta University Center, which includes Morris Brown College, Clark Atlanta University, Morehouse College, and Spelman College. College students have a high propensity for using transit and approximately 17,000 students are enrolled in these institutions.

Several bicycle improvements have been planned for the West End area. The Atlanta Commuter On-Street Bike Plan, of September 1995 includes a bike lane along Ralph David Abernathy Blvd., through the West End Study Area. Also included in the 1995 plan is a bike lane from Memorial Dr. to the city limits along Lee St. through the West End, it is designated as a one year project in the plan, however it has not yet been implemented. A 1993 Atlanta Parks, Open Space, and Greenways Plan, proposed a "West End Trail" Greenway trail along the south edge of the study area, approximately 1 mile south of the MARTA Station. This would connect with the Airport Trail and the Grant Park Trail. Development of a bicycle path along transit right-of-way to connect Atlanta University Center and Georgia State to West End was suggested as part of MARTA station planning. At present time, none of these projects are currently in the Transportation Improvement Plan.

Pedestrian conditions in the area are good, with some exceptions (see Table 4.2). The sidewalk in front of the vacant Sears Site is currently in disrepair and almost impassable. Besides causing an inconvenience for pedestrians, sidewalks in poor condition can be impassible to wheelchairs, creating accessibility and safety issues. Sidewalk widths throughout the study area are generally adequate. One area where the sidewalk width is insufficient is along the south side of Ralph David Abernathy Blvd., between Ashby and Lee Streets. Sidewalk connectivity in the area is also good throughout the commercial core and into the Atlanta University Center. Connectivity is also good within the neighborhoods, but it breaks down between the neighborhoods on the southeast side of the study area and the MARTA station and commercial core because of the at-grade freight rail lines.

Roadways that serve the West End provide internal access and mobility, and connectivity to the rest of the city and the metro area. Interstate 20 serves as a highest capacity corridor traversing West End providing the most mobility with the least amount of access to land. Several arterials and collectors streets also serve the area which include:

- Metropolitan Parkway;
- West Whitehall Street;
- Ralph David Abernathy Boulevard;
- Lee Street;
- Ashby Street; and
- White Street

**Table 4.3: Traffic Counts at Key Intersections**

Street	Location	Volume (AADT)
I-20	Between Ashby & Lee	147,628
	Between Murphy and Metropolitan	175,500
Metropolitan	Between Pearce & Lillian	18,958
	At I-20	11,010
West Whitehall	At Lee	22,035
	At Northside	10,529
Ralph David Abernathy	Between Ashby & Lee	21,893
	Between Murphy & Metropolitan	10,161
Ashby	Between RDA & I-20	18,223
	Between Oglethorpe & Beecher	6,770

Source: URS, Corp

## Transportation Issues

- ♦ Currently the AUC does not have a program to encourage transit ridership for students or employees. When the plan is implemented, Mall West End surface parking will be reduced and density will be increased and land use will be more pedestrian and transit friendly allowing for the establishment of this type of program.

**Table 4.4: Intersections Needing Improvements**

Intersection Improvements at Ralph David Abernathy Blvd and Ashby Street
Intersection Improvements at Ralph David Abernathy Blvd and Lawton Street
Intersection Improvements at Ralph David Abernathy Blvd and Lee Street
Intersection Improvements at Park and Ashby Street
Intersection Improvements on I-20 exit ramp (Park Street)

Source: DPDNC

- ♦ West End's original grid of streets remains mostly intact however poor traffic signaling, bottlenecks on arterial roadways and pedestrian congestion reportedly cause considerable high speed cut through traffic on neighborhood streets.
- ♦ The West End Mall provides a sea of parking spaces however the intensity of automobile uses in the lot and its distance to the adjacent retail and cultural center precludes use of the lot for the entire area. As such, residents and business owners site inadequate surface parking in the study area.
- ♦ Dangerous intersections exist.
- ♦ Traffic signaling not synchronized.
- ♦ Lack of connectivity due to aggregated railroad tracks throughout the study area.
- ♦ Multiple curb cuts leading to vehicular and pedestrian conflicts in commercial core.

- ♦ Cut-through traffic on neighborhood streets.
- ♦ Lack of mid-block crossings within the commercial core.
- ♦ Overly wide neighborhood streets encourage speeding which threatens pedestrian safety.
- ♦ Lack of proximate on-street parking.
- ♦ Truck traffic uses unspecified routes, which is a potential strain on existing infrastructure capacity.
- ♦ Potential safety hazard of public transit and tour buses routed onto narrow residential streets.

Figure 4.7: Lee Street



Source: URS, Corp

### Transportation Opportunities

- ♦ Funded transportation improvements through the City of Atlanta Quality of Life Bond Referendum exist.
- ♦ Existing pedestrian scale provides excellent context for transportation improvements.
- ♦ West End MARTA station, coupled with the residential neighborhood and commercial core already functions as a transit oriented development.

- ♦ Opportunity to reintegrate the old trolley system with existing transit as a tool for tourism and economic development.
- ♦ Proximity to Ashby station together with the West End Station provides access to both North-South and East-West rail lines, linking the district to all areas served by transit in the Metro area.
- ♦ Mixed use development could provide structured parking facilities which will allow shared parking agreements with existing retail tenants while providing adequate parking for new residential and retail development.
- ♦ LCI Funds can be leveraged with Quality of Life Bond dollars assigned to the area. Currently \$500,000 is assigned to the West End LCI and another \$1.4 million is allocated to general improvements in the area.
- ♦ LCI funds could be used to further the design of needed transportation improvements.

### Urban Design

(For a detailed discussion of urban design policies see the West End Marketing Study/Livable Centers Initiative Master Plan)

The definition of an “urban village” is embodied by the West End. Its strong commercial corridor, along Ralph David Abernathy Boulevard contains the many retailers and other service providers needed to sustain an urban environment.

## Urban Design Issues

- ◆ Some of the streetscape in West End is characterized by visual clutter. Unsightly overhead utilities, large signs, unscreened dumpsters, MARTA bus stops, surfaces parking lots, chain link and barbed wire fences, and scattered litter detract for the existing character and create the perception that the area is unsafe and uncared for, which, in turn, discourages tourists and visitors.
- ◆ Aside from this clutter, the streetscape also lacks some of the fundamental infrastructure necessary to create a truly attractive pedestrian scale environment (with the exception of the Olympic improvements noted above). Within much of the area there is insufficient pedestrian lighting and street furniture. There is also a lack of litter receptacles and public art. Some areas also have narrow sidewalks and lack street trees.
- ◆ There are few options for safely crossing the street in the West End, particularly along Ralph David Abernathy Blvd. and Lee Street. Most crosswalks are poorly marked and wide streets are often difficult to cross.
- ◆ Aside from the street trees and a few planting areas, there is little landscaping in West End. Few parking areas are landscaped. This results in visually unappealing expanses of asphalt and discourages walking by subjecting pedestrians to unpleasant conditions.
- ◆ For the most part, visitors entering West End from any direction are unaware that they have entered the community.

While gateway treatments do exist, as noted above, they are not adequate. When entering West End from the north one sees little more than the commercial strip development ubiquitous to the American highway interchange. There is no indication of the historic commercial core one block south or the surrounding historic neighborhoods.

- ◆ Although West End does have some existing open spaces, they are insufficient in number and fail to truly serve the community. This is due both to their poor physical conditions which encourage illegal activity.

## Urban Design Opportunities

### ◆ *Olympic Projects*

The 1996 Summer Olympics left a legacy of many urban design projects in West End. These include a plaza adjacent to the MARTA station, new sidewalks and lights, and attractive bus shelters. Even with the games now a fading memory, these amenities continue to represent a valuable urban design component in West End.

### ◆ *Historic Form*

One of West End's greatest urban design opportunities is its historic form. Because West End was developed in a pre-automotive era, its traditional urban fabric encourages pedestrian activity and creates a pleasant environment. Along Ralph David Abernathy Blvd. pedestrian scale buildings come up to the sidewalk and frame the street. Also within this area, parking is primarily located behind or to the side of buildings.

The historic facades of many buildings within the study area benefit West End as well. These articulated facades with windows and differing styles create visual interest, particularly along the south side of Ralph David Abernathy Blvd. Those with windows also encourage people to walk by providing them with something of interest to look at as they walk.

Existing historic buildings could be upgraded and have their historic facades improved. This could include removing incompatible signage, repairing damage, or completely uncovering facades that were covered over in the past.

### ♦ *Front Yards*

There are large setbacks in areas without historic buildings. These tend to be newer suburban strip mall developments. While they are visually unpleasant, these large building setbacks provide the opportunity for widening sidewalks, planting trees, and undertaking other design improvements without affecting the existing buildings. This is particularly important since many of the buildings with the large setbacks will probably not be redeveloped in the short term.

### ♦ *Infill Potential*

Both the original smaller parcels and larger superblocks provide opportunity for quality infill development. West End Mall, in particular, represents a valuable opportunity to improve the urban design quality of West End. The mall's parking

Figure 4.8: Marker



Source: DPDNC

lots could accommodate new mixed-use development. In addition the building façade along Ralph David Abernathy Blvd. could be renovated to include storefronts that relate to the street. All this would allow the mall to continue to exist while at the same time improving its connectivity to the rest of West End. Infill development should fit in with the existing historic fabric and should be reviewed by the Atlanta Urban Design Commission.

### ♦ *Residential Areas*

The proximity of residential areas to the West End commercial core is another opportunity that encourages pedestrian-scale architecture. There are several residential areas within a quarter mile radius and the Atlanta University Center. This is the maximum distance that most people are willing to walk from their homes to a commercial area. Therefore, pedestrian scale buildings within West End commercial core have a great chance of attracting pedestrians as patrons.

### ♦ *Gateways*

There are also opportunities in West End for gateways. Gateways are entryways to a community that define, unify, and establish a distinct identity for that area. They can use signage, sculptures, fountains, landscaping, and medians to do this.

As part of the 1996 Olympics plan, a gateway element was developed at the intersection of Lee Street and Ralph David Abernathy Drive. Gateways were also recently constructed along Ralph David Abernathy Blvd. west of West End and along Ashby Street to the north.

West End has several opportunities for gateways at points where major and minor streets enter the commercial core. At

some of these gateways there is also ample right-of-way for gateway treatments. The intersections selected for gateway treatment are: 1) Langhorn and White Street, 2) RDA Blvd and Ashby Street, 3) Ashby and Lee Street 4) Ashby and Park Street 5) RDA Blvd. And Lee Street 6) Lee and Oak Street, 7) Lee Street and Park Street 8) Lee Street and White Street.

### ♦ *Street Trees*

Street trees of varying species could be planted throughout the district where none currently exist and could ideally be placed in a sidewalk tree-planting zone. However, due to space constraints and Department of Transportation (DOT) regulations, they may have to be placed between the sidewalk and building or parking lot in the short term along Ralph David Abernathy Blvd.

### ♦ *Parking*

Similarly, existing parking areas could be improved through the installation of new landscaping adjacent to the sidewalk. This landscaping could include a five feet wide landscape strip between the parking area and the sidewalk. This area could be landscaped with shrubs or planted with trees.

### ♦ *Landscaping*

In front of existing buildings with large setbacks landscaping or outdoor dining could be developed on land currently devoted to parking. This could allow buildings to maintain their location, but also enliven the streetscape.

### ♦ *Sidewalks*

Existing sidewalks could also be improved. Broken sidewalks could be repaired and, in certain areas, existing sidewalks could be widened or complemented with bulb-outs. They could also have street furniture and new lights installed, although both may

be difficult due to the sidewalk width. Installing lights on existing utility poles could provide improved lighting.

Amenities could also be provided to improve the area. Much of West End is currently lit with cobra head street lamps. Unfortunately, their placement and height provide insufficient light for street and sidewalk areas. As a result pedestrians feel uncomfortable. A quality pedestrian lighting system providing adequate light and visual continuity throughout West End is needed. Adding more of the 'Atlanta' lights installed during the Olympics could be one such style used to achieve this, or a variation on it could be used. In particular, the West End commercial core would benefit from moving utilities underground.

### ♦ *Unified Streetscape*

By far the largest new amenity that could be provided to the area is the development of an entirely new streetscape treatment. A new streetscape treatment throughout the corridor could unify the area, but it would also have to be different in different parts of the village and adjacent to different building forms.

Along all streets widening sidewalks and developing bulb-outs to provide space for street trees and outdoor dining and improve pedestrian safety could be done. On-street parking options to buffer pedestrians from traffic could also be provided.

### ♦ *Zoning*

New zoning could also be developed to support the creation of new development that is sensitive to the historic pedestrian character of the area. Current commercial zoning requires a minimum setback of 10' from property line, but new zoning could be developed to require buildings to come to the sidewalk, provide windows and storefronts, and enrich the historic



form already traditionally present in West End.

### ♦ *Mall West End*

Mall West End could also be redesigned to improve the urban design quality. National trends in retrofitting suburban malls are aimed at reconstituting the block and street network that existed on inner city mall sites before urban renewal and model cities traded smaller parcels for larger superblock development. The existing building could be redesigned to relate to the outside world better. In the long term, new streets could be developed, with new buildings developed on existing parking areas. Another option is for the entire site could be cleared and redesigned to include street connectivity and pedestrian oriented development.

### **Economic Development/Housing**

(for a detailed analysis please see the URS Corporation Economic Development and Market Analysis)

The West End contains a diverse mix of land use types and a traditional “main street” layout with commercial uses concentrated around a core supported by a residential neighborhood in close proximity. The West End possesses the location and infrastructure which will guarantee private sector investment. Below is a synopsis of market forces in the office, industrial, housing and retail sectors.

### **The Office Market**

The overall metro Atlanta office growth trends are strongest to the north between the I-75 and I-85 corridors. In all probability, this trend will continue and demand for office space south of downtown and I-20 will continue to grow modestly. Currently,

the metro Atlanta office market will be overbuilt by approximately 2.4 million square feet by 2005.

Class A and B office space in the study area are non-existent, as are support uses (i.e. hotels, convention facilities). Some Class C office space exists in the retail centers. There are no towers or office parks in the study area or immediately surrounding it. While office space within the South Atlanta sub-market will be overbuilt by 14,600 square feet by 2005. There is no office development in the pipeline for the study area.

Potential sources of demand for office space include professional services such as doctors, dentists, and lawyers. Another source of demand in the study area is the Finance, Insurance, and Real Estate (FIRE) sector. A third potential source of demand is the AUC community: professors, and in some cases students, that have consulting or other small businesses on the side. Potential office space in the area could also function as an incubator for businesses started by Atlanta University Center graduates. Demand for office space in the study area was calculated at 48,196 square feet under the aggressive scenario. Based on the *ITE Trip Generation Manual, 6<sup>th</sup> Edition*, adding 48,196 square feet of Land Use 710, General Office, will increase average daily trips by 758 vehicles, and p.m. peak hour trips by 133 vehicles. According to analysis with Synchro and Highway Capacity Manual (HCM) software, the intersections in the study area can easily handle the increase in traffic. However, office space under construction within the sub-market will account for all the office demand, unless the study area can market its strengths and overcome limitations to pull demand away from other locations in the sub-market.

Based on analysis of the metro Atlanta office market, the South Atlanta sub-market and conditions in the study area, the following strengths, limitations, and opportunities apply to the study area:

### Office Market Issues

- ♦ Abundant property available for development within other corridors.
- ♦ Lacking perception as an office center.
- ♦ Perceptions of crime.

### Office Market Opportunities

- ♦ High quality yet moderately priced offices – ideally as part of a mixed use complex.
- ♦ Quality product will attract consulting businesses and start ups from the AUC.
- ♦ Good access to Hartsfield Atlanta Airport.
- ♦ Excellent access to Downtown and Midtown.
- ♦ Excellent access to quality rail and bus service.
- ♦ Lack of competing Class A and B office space.
- ♦ Numerous services, such as dining, shopping, and banking in place to support employment.

### **The Industrial Market**

The metro Atlanta industrial market has done exceptionally well since the 4<sup>th</sup> quarter of 1994. However, recent absorption numbers for the 1<sup>st</sup> quarter of 2001 show an extreme slowing in the market, most likely due to a combination of factors, which includes a slowing national economy, a corresponding local economic downturn, and overbuilding in response to the previously strong market. In contrast to office space, which will likely be overbuilt, only 3.8 million square feet of industrial space is under construction in metro Atlanta.

Most industrial product within the study area is old and obsolete, Stevens Graphics, Inc. being an example of an exception. There is limited opportunity to develop new supply within the study area and no new inventory is under construction in either the sub-market or the study area.

Demand for industrial product within metro Atlanta by 2005 is projected to be exceptionally strong, totaling almost 44 million square feet. The study area's share of this is estimated as being between 280,000 and 380,000 square feet of space. In contrast to office space, demand for industrial product in the sub-market outstrips supply under construction. Based on the *ITE Trip Generation Manual, 6<sup>th</sup> Edition*, adding 382,083 square feet of Land Use 110, General Light Industrial, will increase average daily trips by 2,663 vehicles, and p.m. peak hour trips by 374 vehicles. According to analysis with Synchro and HCM software, the intersections in the study area can handle the increase in traffic caused by additional industrial product.

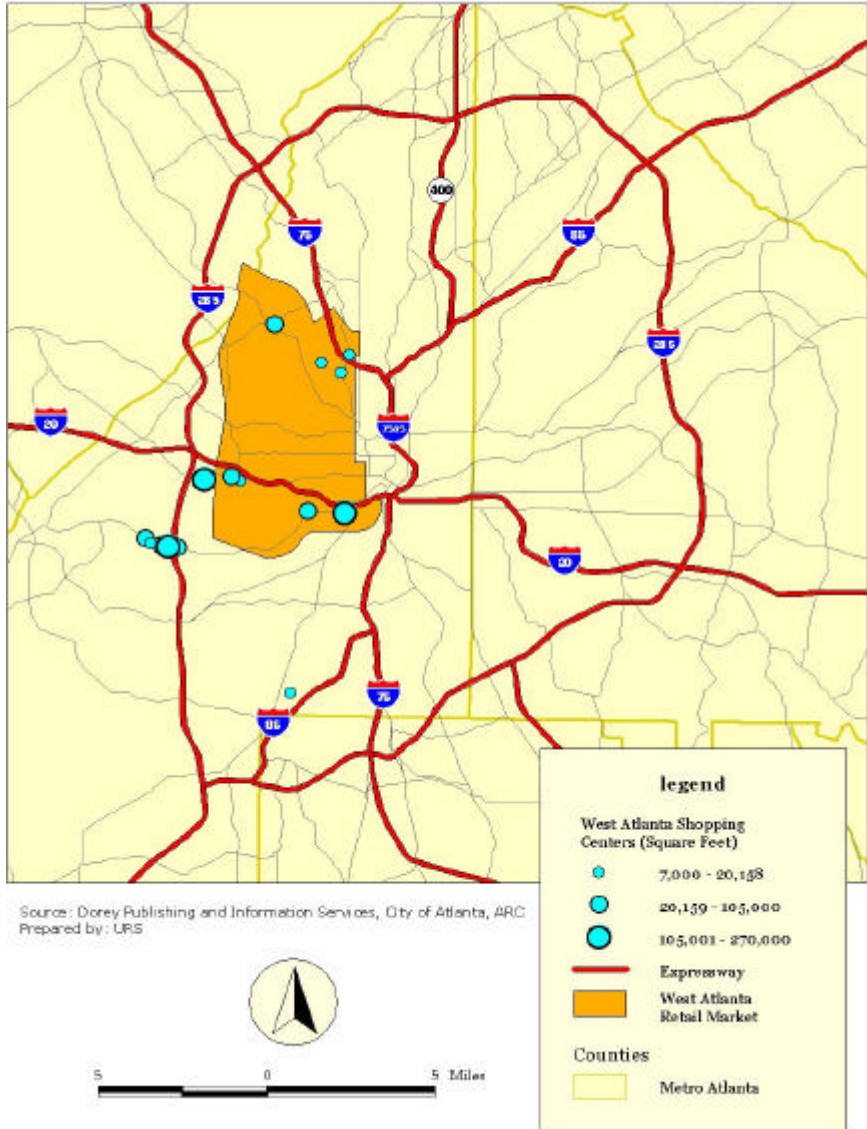


# West End Historic District LCI

### Figure 4.9: Regional Malls



### Figure 4.10: Competing Malls



## Industrial Market Issues

- ♦ Lack of developable land.
- ♦ Extensive, cheaper land available in sub-markets outside the perimeter.
- ♦ Consistently higher than metro Atlanta average vacancies.

Figure 4.11: Mall West End, along RDA Boulevard



Source: DPDNC

## Industrial Market Opportunities

- ♦ Strong regional access, including I-20.
- ♦ Opportunity to rehabilitate obsolete product as telecom/high tech space.
- ♦ Good access to Hartsfield Atlanta Airport.
- ♦ Central location.
- ♦ Good access to the Georgia World Congress center and other convention facilities.

## **The Retail Market**

Retail competition includes several regional malls. High end malls such as Phipps Plaza, Lenox Square, and Perimeter Mall are perceived as offering goods that are higher in quality than those locally available in the study area. Also, all three of these malls are accessible via MARTA rail. Strong competition also exists between local serving retail centers. 15 nearby shopping centers of varying sizes compete with the retail in the study area and are shown in Figure 4.10

The Mall West End is the principal retail destination and contains roughly 158,000 square feet, or 36% of the retail inventory in the study area. The mall currently has a vacancy rate of 1%. The commercial corridor along Ralph David Abernathy Boulevard across from the mall and extending to Peoples Street accounts for 137,800 square feet, or 32% of retail inventory. The third largest concentration of retail at 77,500 square feet runs along Oak Street, north of the mall and contains 18% of the retail inventory. Total inventory in the area is approxi-

mately 428,300 square feet. No new retail product is under construction or planned within the study area.

Aggregate retail sales within the area totaled \$88,250,000 in 2000. The Mall West End is the leader with sales per square feet of roughly \$325. This is slightly lower than the national average of \$350 and the local average of \$380. The various establishments along Ralph David Abernathy Boulevard average approximately \$150 per square feet. The Oak Street center averages only \$100 per square feet. For comparison purposes, \$348 is the national sales per square foot figure for shopping malls and metro Atlanta malls average slightly higher at \$400 per square foot.

Income is a key indicator of demand for retail services. Oglethorpe Place and Ashley Terrace are two residential developments that will change the income profile for the area. Both have an average rate of roughly \$630 per month. Assuming that an average household spends 30% of income on rent, and 95% of the units are occupied, these two complexes will add about \$6,339,972 in income per year to the study area. This works out to an average household income of \$26,068, which is 46% higher than the 1990 median household income (adjusted to 2000 dollars using the consumer price index) in the study area and 4.2% less than the median household income for the city of Atlanta. Increasing apartment rental rates will attract higher income residents to the study area and improve demand for quality retail.

The 15% retail capture rate for the study area is based on the quality of nearby competing retail vs. quality of retail, as well as interviews and public input. It should be noted that this is a fairly low capture rate when compared to other retail centers in the metro Atlanta area, and can be improved by increasing the quality of retail in the study area. Even using a conservative cap-

ture rate, there is a significant gap ranging from a conservative estimate of roughly 650,000 square feet of 2005 retail demand and 2000 supply in the study area.

### Retail Market Issues

- ♦ Lack of visibility from I-20.
- ♦ Existing retail along Lee Street and Ralph David Abernathy Boulevard is of mixed quality.
- ♦ Vacant and poorly maintained retail sites in the study area gives potential tenants an indication of a poor retail market.
- ♦ Neighborhood perceives and inadequate mix of retail uses.
- ♦ Community residents report they make car trips to surrounding commercial centers for basic services.

### Retail Market Opportunities

- ♦ Expansion of the Mall West End to accommodate demand.
- ♦ Upgrade buildings along Ralph David Abernathy Boulevard may attract national tenants.
- ♦ Potential for West End to become a destination within the Atlanta region.
- ♦ General lack of competing quality centers in the area.
- ♦ Strong regional access via I-20 and Ralph David Abernathy Boulevard.

- ◆ Relatively strong performance of older centers in the area.
- ◆ West End Marta station has roughly 9,700 average weekday riders.
- ◆ The Atlanta University Center is home to 11,000 students who experience limited shopping opportunities nearby.
- ◆ The redevelopment of Harris Homes into a 600 unit mixed-income development provides the community with additional consumers.
- ◆ Infill development can reflect shifting demand due to changing demographic trends in Intown neighborhoods.
- ◆ Cultural resources create opportunity for heritage tourism and educational retail.

### **The Residential Market**

Approximately 10 acres of land are available for low density residential development in the study area. Assuming a density of 4 – 8 detached, single family dwelling units per acre, the study area can support between 40 and 80 new units.

Supply of single family detached housing units in the area is good, with about 365 units falling within the study area. Supply of attached for-sale housing units in the area is non-existent. Apartment product in the area has historically been in short supply, however with the addition of Oglethorpe Place in 1997 and Ashley Terrace in 2001 there are now 256 units in the area. No apartment units are currently under construction in the study area. Apartment occupancy in the study area is slightly

lower than average occupancies in several core counties.

According to the demand calculations, there is demand for approximately 8 new single-family dwelling units per year in the study area. Using this annual demand, by 2005 new single family residential within the study area could be completely built out, depending on lot sizes. There is also demand for approximately 16 units of new attached for-sale residential per year in the study area. By 2015 attached for-sale product in the study area could be built out, assuming that demand remains steady. Demand calculations in Table 13: Metro and South Fulton Annual Apartment Demand shows that there is demand for 181 apartment units per year. At that rate, apartment units will be built out within 2 years. It is impossible to predict at this time, the mix of for-sale attached and apartment units that will be constructed on the available vacant land that is designated for multi-family use. However, since apartments generate slightly more trips than condominiums and townhouses, it will be assumed for the purposes of analyzing transportation system capacity that apartments will make up 100% of the mix.

Transportation system capacity was analyzed using trip generation rates from the *ITE Trip Generation Manual, 6<sup>th</sup> Edition*, and two software packages Synchro and HCS. Adding 40 dwelling units of Land Use 210, Single Family Detached, will increase average daily trips by 446 vehicles, and p.m. peak hour trips by 47 vehicles. Adding 248 dwelling units (the maximum the future land use plan will allow) of Land Use 220, Apartment, will increase average daily trips by 1,621 vehicles, and p.m. peak hour trips by 153 vehicles.



### Residential Market Issues

- ♦ Low rental rates per square foot compared to other metro Atlanta counties.
- ♦ High level of transients.
- ♦ Schools in the City of Atlanta are lower quality than some surrounding suburban districts.
- ♦ Lack of contiguous space for attached product.

### Residential Market Opportunities

- ♦ Strong regional access, especially to Downtown, Midtown, Buckhead, and Hartsfield employment cores.
- ♦ Low levels of new development limit competition.
- ♦ Evidence of new for sale construction in the study area.
- ♦ Existing housing stock is undergoing renovation.
- ♦ Current high demand for Intown neighborhoods.
- ♦ Strong neighborhood associations and interest.
- ♦ Potential for mixed housing types and price ranges – including housing attractive to a younger audience.
- ♦ Potential for strong product & community design – creating a sense of prestige in the community.

- ♦ Quality of existing homes in the study area.
- ♦ Access to major employment cores and excellent access to retail.
- ♦ Good accessibility via MARTA rail and bus.
- ♦ Low level of competition.
- ♦ Strong demand evidenced by new units leasing well and additional units being built.
- ♦ Potential for increase attractiveness through mixed use development, landscaping and community amenities.
- ♦ Potential for increase attractiveness by offering a more modern/urban product (e.g. lofts).
- ♦ Potential for multi-generational housing opportunities.
- ♦ AHA announced a HOPE VI grant for the rehabilitation of Harris Homes. The 40 acre site will be redeveloped to include 560 new multi-family units and 20 on site single family units. The project will be mixed income.



## V. CONCEPT PLAN

The planning approach for the West End LCI concept plan is based on reinforcing the major goals identified by the neighborhood. The concept plan, through the creation of a system of connectivity, called the pedestrian circuit, seeks to articulate the goals and visions of both Adair Park and West End. The concept plan highlights the district's strengths and expounds on it many favorable qualities. Through the identification of potential gateways, parks and open spaces, it identifies opportunities for development, enhanced connectivity and neighborhood awareness. The following describes the elements of the concept plan. Together, they achieve the LCI goals and the objectives of the community.

### **Gateways**

- The community identified six major gateways into both the Adair Park and West End neighborhoods.
- Two of these, the intersections of RDA at Lee and Ashby Streets, frame the major commercial concentration of development.
- A third gateway provides an entrance to Adair Park along Murphy Street, also creating a linkage between the two neighborhoods.
- A gateway at the intersection of RDA and Langhorn welcomes visitors from the West into the historic district.
- Gateways on the bridges from I-20, unto Ashby and Lee Streets serve as entry expressions at both pedestrian and vehicular levels, providing opportunities for lighting, signage and other streetscape improvement projects.
- Another potential gateway is the intersection of RDA and Whitehall, north of the MARTA rail line. This will provide

access from downtown and the emerging Castleberry Hills neighborhood.

### **Pedestrian Circuit**

- A hierarchy of pedestrian thoroughfares exist where major streetscape improvements will connect a variety of activities, commercial storefronts, vistas, plazas and green spaces.
- This pathway frames the heart of the commercial core and its boundaries are: York, RDA, Oglethorpe, Lee and Ashby Streets.
- The major retail spine along RDA, between Lee and Ashby Streets is anchored by two major gateways.
- This concept uses open streets and secondary routes to provide the types of activities needed to sustain successful retail and mixed use developments:
  - *Restaurants*
  - *Entertainment*
  - *Parks*
  - *Open spaces and civic plazas*

### **Hierarchy of Parks**

- *Urban plazas and squares*
- *Traditional parks*
- *Open space*
- New plazas and squares host a variety of activities including outdoors vending, special events and historic markers. Two are proposed in the concept plan:
  - *Intersection of RDA and Lee, at the NE corner, original site of Whitehall square, historically the City of Atlanta's oldest intersection, celebrates*

*the history of the original White Hall Tavern.*

- *A linear public plaza along Lee Street, north of RDA to I-20 provides a vista of Park Street Methodist Church/Multipurpose Complex and connects the MARTA station to the AUC Historic District. Could be used for outdoor concerts and performing arts, to enhance the entertainment district located along Oak Street.*
- *Southside of Mall West End, fronting on RDA is an existing outdoors plaza, whose presence on the street front can be enhanced through façade improvements and upgrading the streetscape design.*

➤ Existing traditional parks include Howell Park, Adair Park 1 and 2 and Rose Circle Park.

➤ Additional green space and buffer zones exist along White Street and Peeples, at the southern edge of the study area with the installation of an active use park south of Brown Middle School completing a framing greenway.

➤ Existing green space in the rear of St. Anthony's Catholic Church, while not accessible from the street, provides visual relief.

➤ Proposed open space on the Marta site at the intersection of Lee and West Whitehall Streets.

Proposed park at on the vacant site south of Brown Middle would provide active recreation space completing a linear greenway from Lee to Lawton.

➤ Parks will be connected by a series of pedestrian streetscape improvements and bike routes in the area.

### **Housing**

◆ Opportunities exist for housing above retail at the Mall West End superbloc/Sears site. These projects should accommodate a mixed income environment.

◆ Concentration of new multi-family between York, Lee, Ashby, as new multi-story units above retail.

◆ Concentration of infill multi-family development at Lee and West Whitehall as part of the Lee Street corridor.

◆ Loft housing and office in infill mixed-use development east of rail lines, along Murphy Street provides a link to the emerging loft corridor along Murphy Street.

◆ All other areas contain mostly single-family housing. The intention is to preserve, rehabilitate and promote infill single-family housing development in accordance with Historic District Guidelines, which define and enhance the historic characteristics of the neighborhoods.

◆ Proposed Harris Homes is an example of mixed income housing.

### **Mixed Use Development**

➤ There are two types of mixed-use developments within the study area.

➤ The first is a major concentration of retail and housing linked by the pedestrian circuit.

➤ The second type is office and housing with limited retail, serving primarily local users, as neighborhood commercial services, avoiding competition with the established retail core.

## ***Historic Districts***

- Strengthen the existing historic districts with markers that announce entry into these areas, and identify boundaries, sites and historic landmarks.
- Expand the existing West End historic district to include all areas encompassed within the National History Registry as well as the RDA commercial corridor.

## ***Institutional/Cultural/Walking Tour***

- Existing specific institutional uses are connected to open spaces through pedestrian linkages, greenway trails and the proposed bike trails, reinforcing the pedestrian connectivity.

## ***Connectivity***

- Two pedestrian bridges provide pedestrian linkages between Adair Park and West End:
  - Adair Park to West End Marta Station, serving primarily the single-family residential community.
  - ◆ Marta to Candler Warehouse, reinforcing the civic and commercial connection.

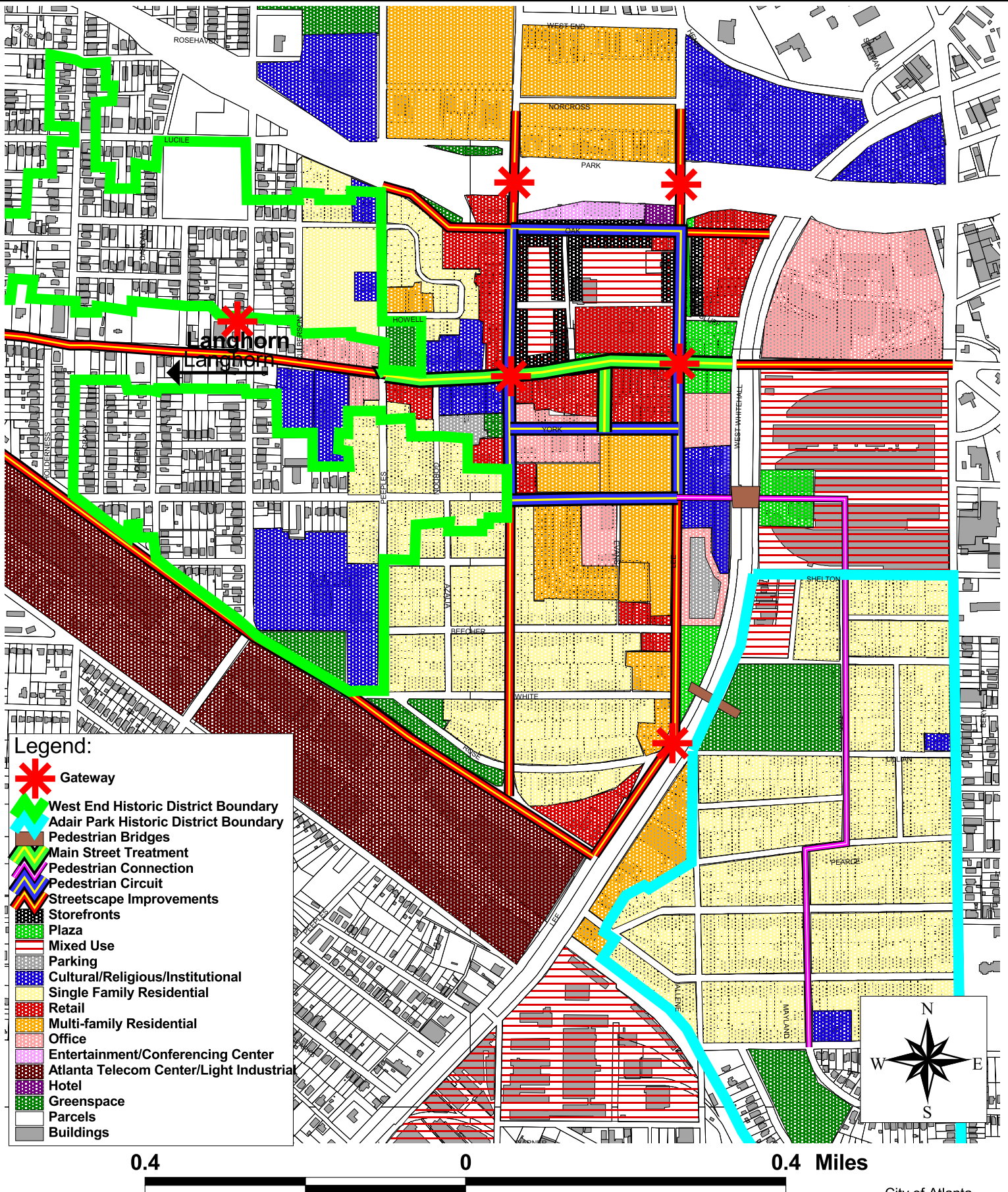
## ***Parking***

- As a major issued identified by the community, three alternative solutions are identified in this concept plan:
  - Coordinate parking in between buildings, in the center of commercial lots.
  - Structured parking as a long-term use included in mixed use development proposals.
  - ◆ Addition of on street parking along Ashby, Dunn, Evans, Oak, and York.
  - ◆ Shared parking arrangements on mixed-use sites.

## ***MARTA Station Redevelopment***

- Concentration of office uses at north end of station.
- Long-term potential to develop additional office space with structured parking, in the short-term, area will remain as surface parking.
- Possible future connection to Candler Warehouse development using a pedestrian bridge.

# West End Historic District LCI Concept Plan



## V. IMPLEMENTATION STRATEGY

### Strategic Plan

Goal 1: **Strengthen the historic districts.**

Strategy: Implement and enforce development performance standards which help to strengthen the historic district.

Policies:

1. Expand the historic districts to include the RDA commercial corridor
2. Implement Main Street Program for the historic RDA commercial corridor from Lee to Peoples Street as a City of Atlanta Main Street Demonstration Project
3. Revise historic district zoning to include performance standards for commercial properties

Projects:

1. Erect historic markers denoting historically significant landmarks, buildings and neighborhoods.
2. Implement façade improvement program for commercial storefronts.
3. Organize/Create a historic district committee comprised of residents, business owners and representatives from cultural and institutional organizations within the historic neighborhoods.



- Goal 2: **Develop alternatives for underutilized or vacant property by encouraging a diversity of medium-density development, employment, shopping and recreation choices at the study area.**
- Strategy: Reclassify under-utilized parcels to their appropriate land use designation, market concept plan to developers and facilitate negotiations between private developers and neighborhood to encourage development consistent with the concept plan.
- Policies:
1. Propose an SPI zoning overlay district.
  2. Implement Neighborhood Commercial District in specific nodes as specified in the concept plan.
- Projects:
1. Facilitate negotiations with Mall West End to redevelop the mall site consistent with concept plan.
  2. Facilitate negotiations with private developers to redevelop the Old Sears site.
  3. Negotiate with MARTA to develop Class “A” office building on North end of the West End transit station property now being occupied by surface parking.
  4. Conduct an RDA corridor study from Peeples Street to Beecher Street
  5. Propose changes to City of Atlanta 15-year land use plan to reflect the concept plan (see page 69).

Goal 3: **Encourage focused infill and redevelopment.**

Strategy: Identify potential sites, i.e., redevelopment parcels, and develop marketing scheme to channel new development to the most appropriate areas.

Policies:

1. Create mixed-use and or housing enterprise zones within the district and revise Urban Enterprise Zone program to include Livable Center Initiative study areas so they may qualify for tax abatement.
2. Implement available retail incentives (such as the Retail Tax Incentive Zone) within the West End commercial corridor.
3. Provide workshops and additional information to West End business owners so they may utilize available technical resources.
4. Promote concentration of multifamily housing development on Murphy Avenue, south of Lillian Avenue

Projects:

1. Redevelop Candler Warehouse site into a mixed-use development.
2. Redevelop former Peeples Street Elementary school site into residential development.
3. Adaptive re-use of former bank building at the intersection of Evans and RDA boulevard.
4. Renovate former Eckerds' Drugs building to accommodate mixed use development.
5. Implement a façade program for RDA Boulevard
6. Explore the creation of tax increment financing districts within the boundaries of the study area.

**Goal 4: Develop streetscape and pedestrian/bicycle linkages and provide access to a range of travel modes including transit, roadways, walking and biking and enable access to all uses within the study area.**

**Strategy:** Reinforce a safe pedestrian and bicycle circuit while encouraging increased vehicular connections through the use of transportation improvements, including intersection improvements, pedestrian bridges, and streetscaping.

**Policy:** Utilize available funds to promote projects which enhance the pedestrian experience

**Projects:**

1. Repair broken sidewalks within the pedestrian circuit.
2. Prepare and adopt streetscape guidelines for new and existing streets.
3. Plant street trees of varying species throughout the district where none currently exist and place in sidewalk tree-planting zone.
4. Promote a partnership with Trees Atlanta.
5. Relocate utilities to behind buildings, and/or consolidate wires onto fewer poles, where applicable.
6. Bury overhead utility lines where feasible.
7. Install streetscaping on Ashby Street from the White Street Extension to I-20.
8. Install streetscaping on Dunn Street from Oak to RDA.
9. Install streetscaping on Lee Street from Ashby Extension to I-20.
10. Install streetscaping on York Street including on street parking.
11. Install streetscaping on Oglethorpe from Lee to Ashby Street with two speed tables West of Ashby.
12. Install streetscaping from Peeples Street from White Street Extension to RDA.
13. Install streetscaping on White Street Extension from Peeples to Lee Street.
14. Provide on street parking on Dunn Street (one side)
15. Provide on street parking on Evans Street (one side)
16. Restripe Oak Street from Lee Street to Ashby Street to provide on street parking.
17. Intersection Improvements at RDA and Lee Street including signal timing with increased pedestrian crossing time, protected left turns, mastheads and inlaid crosswalk.
18. Intersection Improvements at Ashby and RDA.

### Goal 4 Projects: (Con't)

19. Intersection Improvements at RDA and Lawton.
20. Intersection Improvements at Park and Ashby Street.
21. Intersection Improvements at I-20 exit ramp at Lee Street (overlay and restripe turning movement)
22. Improvements to White Street extension including striped bike lane and 10' sidewalks.
23. Bike path on White Street extension through Peebles Street Lucille/Lawton to Historic West Side Village.
24. Pedestrian Bridge from Adair Park 2 to West End MARTA Station.
25. Pedestrian Bridge from Candler Warehouse to West End MARTA Station.
26. Install pedestrian zone signage on Lee Street between Oak Street and RDA
27. Complete missing sidewalk and add trees around Adair Park 2.
28. Install sidewalks on Ashby from Oglethorpe to Rose Circle.
29. Install sidewalks on Lee Street from Donnelly to Ashby Street Extension.
30. Install sidewalks on Murphy Avenue from I-20 to Lakewood Freeway
31. Reroute Bus #68 (Donnelly) from West End Station to Lawton Street/RDA via Oglethorpe.
32. Open White Street Extension to Peebles Street including a roundabout for pedestrians and cyclists.
33. Install uniform street name signs with area identification locations.
34. Resurface all streets within the study area.
35. Conduct a detailed parking analysis of the study area to amend parking space requirements.

Goal 5: **Connect the transportation system to other centers and expand transportation goals to include traffic calming and truck traffic measures.**

Strategy: Work with MARTA and GDOT to implement a comprehensive transportation improvement program which addresses the needs of vehicular, pedestrian and bicycle traffic.

Policy: Support transportation improvements which are consistent with the concept plan.

Projects:

1. Explore the possibility of moving state route 159 (RDA Blvd) to White Street and implement on-street parking and sidewalk widening on RDA.
2. Reintroduce a streetcar trolley from the West End MARTA station along RDA, to connect West End to Grant Park, Cyclorama and Turner Stadium.
3. Explore possibility of an AUC/West End Station shuttle for students and visitors.



**Goal 6: Enhance community identity.**

**Strategy:** Communicate existing historic and cultural identity through strategic placement of gateways, signs markers, banners and other items which promote neighborhood identity.

**Projects:**

1. Implement a self guided neighborhood cultural walking tour.
2. Install neighborhood markers throughout the district.
3. Gateway treatment at Langhorn Parkway and White Street
4. Gateway treatment at Lee Street and White Street
5. Gateway treatment at Ralph David Abernathy Blvd. And Lee Street
6. Gateway treatment at Ralph David Abernathy Blvd. And Ashby Street
7. Gateway treatment on Ashby Street on north and south side of I-20 bridge.
8. Gateway treatment on Lee Street on north and south side of I-20 bridge.
9. Use banners to promote cultural and community activities, landmarks and sites.
10. Work with MARTA to change name of West End Station to West End Historic District Station.
11. Create a history oriented kiosk at the MARTA station to communicate history of the West End, Adair Park, Castleberry Hills and the AUC historic districts.
12. Create a West End Welcome Kiosk
13. Install UNCF/college markers in proposed White Hall Square Park, along Lee Street.
14. Expand the boundaries of the Adair Park neighborhood to Incorporate the proposed mixed-use development north of Candler Warehouse .

**Goal 7: Create civic space and focal points; preserve the historical characteristics of the center.**

**Strategy:** Create a hierarchy of plazas, parks, and open spaces connected by a pedestrian circuit to frame the neighborhood.

**Policies:** Encourage development of plazas, parks and open space consistent with the concept plan.

**Projects:**

1. Provide public plaza as part of the redevelopment of the Lee Street commercial corridor including a historic walk denoting a timeline of significant events.
2. Negotiate with Mall West End to redesign mall street frontage and pedestrian plaza facing RDA to be more consistent with the concept plan.
3. Create park at the south side of Brown Middle School.
4. Create public plaza at intersection of Lee and Ralph David Abernathy Blvd.

Goal 8: **Increase employment opportunities.**

Strategy: Increase opportunities for employment by encouraging the development of office space in conjunction with expanded retail uses via redevelopment and new construction.

Policies:

1. Pursue development of office space within the study boundary.
2. Expand storefront retail opportunities within the commercial core.

Projects:

1. Market Atlanta Telecom Center to attract technology firms.
2. Market the office/loft opportunity north of Candler Warehouse.
3. Promote an entertainment district on north side of Oak Street and pursue hotel and conferencing uses.
4. Explore economic incentives of Main Street program along RDA commercial corridor.
5. Market economic incentives of Historic District Designation for commercial properties.

### **Transportation Implementation Strategy**

(for a detailed analysis please see the URS Corporation Land Use and Quality of Life Analysis)

This transportation section prepared by URS Corp. provides the rationale for guiding immediate and future improvements in the West End listed in Table 6.2. The list of attached projects is intended for two audiences: the residents and businesses of the West End who are affected most directly by implementation, and who need to embrace the recommendations; and the various public agencies, such as the ARC, who will fund, design and administer the improvements. It is important that those individuals charged with the tasks of implementation understand how each task fits into an overall context.

The transportation recommendations were derived from several sources. The URS consultant team examined current and future land uses, traffic data analysis and modeling for major intersection, historical context of the area, MARTA services, redevelopment potential, and conceptual designs for major transportation corridors. The recommendations provide pedestrian, bicycle and vehicular connectivity that can accommodate changes to the mix of uses for the area. resulting from targeted development opportunities and expended public infrastructure funds.

The West End is fortunate to have excellent access to several modes of transportation. The area is served by MARTA bus and rail, sidewalks and pedestrian connections, Interstate 20, four major arterial streets and freight rail. Within the Comprehensive Development Plan, several bicycle and pedestrian improvements are planned for the area.

The West End MARTA station is at the center of the study area. As  
City of Atlanta

the fifth busiest station, MARTA seems interested in redeveloping this property to accommodate a mix of uses including retail at the ground level. To address an increase in density at this site, as well as the need for additional parking for rail patrons, a parking deck has been included in the conceptual plans. The deck will have sufficient lighting and will be designed with the highest regard for public safety.

Safety for pedestrians is also an important consideration for the West End. The volume of pedestrian traffic moving along Lee Street and Ralph David Abernathy Boulevard was observed in the morning, afternoon and evening. As one might expect, the West End Mall is a major attraction for pedestrians. The intersection of these two streets is the busiest corner in the study area for automobiles, operating at level of service "D". Many residents stated at the workshops and public meetings that this corridor is severely congested; the intersection at Ashby Street and Ralph David Abernathy Blvd. operates at a level of service "C".

What is occurring on Ralph David Abernathy Blvd. is that that a high volume of automobiles are turning left onto RDA when leaving the mall and then trying to make another left on Lee Street. The curb cut leaving the mall is very close to the intersection and a "no left turn" sign is posted. In addition, the signals on Ralph David Abernathy Boulevard are not timed appropriately to facilitate the normal traffic patterns. Also, the signals along Lee Street are not timed correctly, either. To address this broad set of issues holistically, it is imperative that the signals along both major corridors be timed, with special emphasis placed on providing an extended phase for pedestrians at the corner of Ralph David Abernathy Blvd. and Lee Street. A protected left-hand turn signal from Ralph

David Abernathy Blvd. onto Lee Street is also recommended as way to move traffic through this intersection smoothly. Additionally, it is recommended that pedestrian signage be located along Lee Street as a way to address the mid-block pedestrian crossing.

Other intersections examined include the unsignalized on-ramp to I-20 on Ashby Street. This intersection is currently operating acceptably in the afternoon peak hour. The intersection needs to be re-stripped, however where Park Street merges. Currently, automobiles move dangerously as they turn right from the free-way and turn right on Ashby Street or left from Park Street onto Ashby Street. The middle lanes can be re-stripped to allow cars to turn right and left from this lane, as well.

Another concern voiced by workshop and public meeting participants is the volume of truck traffic along Lee Street. As a state route, many trucks use this major arterial to connect to Interstate 20. Though no Georgia DOT data is available for this street, a comparison to Ashby Street shows that approximately 18,000 trucks use this street. There is no standard for truck volume; it is mostly a subjective judgment. At this time, there are no studies considering this issue. To reduce the speed of the trucks and to provide a gateway to the West End, it is recommended that inlaid crosswalks be used for the Ralph David Abernathy Blvd. intersection. Along with a pedestrian phased signal and designed mast heads, this might reduce the speed of traffic and create a style for the commercial core.

Other pedestrian conditions in the study area are good. However, the sidewalk in front of the vacant Sears Site is currently in disrepair and almost impassable. Sidewalk widths throughout the study area are generally adequate. One area where the sidewalk width is insufficient is along the south side of Ralph David Aber-

nathy Blvd., between Ashby Street and Lee Streets. This poses a difficult challenge for improvement as there is no way to widen the sidewalk using standard engineering principles. The street is not wide enough to remove a lane, it is heavily traveled and is a state route and the lanes cannot be shifted in a one-block area. However, sidewalks on the north side of the street can be enhanced with street furniture, lighting and detail. The sidewalk on the south side of RDA can be enhanced with lighting and other details. Other streetscape projects for the area include Lee Street, Ashby Street, York Street and Oglethorpe Street.

Norfolk Southern owns the rail lines that are sandwiched between West Whitehall Street and Murphy Street. There is a major at-grade crossing at Lee Street and West Whitehall Street. The track condition is fair/poor. To provide connectivity to the Adair Park and to prevent crossing the tracks unsafely, at grade, a pedestrian bridge spanning the tracks is recommended.

Traffic calming and parking also appeared as major issues for residents and businesses in the West End. Oglethorpe Street west of Ashby Street contains sufficient widths to allow for speed tables as a traffic calming measure. Further east, Evans Street, as well as York Street, are 38 feet wide. To provide parking for the retail businesses along Ralph David Abernathy Blvd. and to calm traffic, on street parking is recommended.

In addition, bus route #68 runs along Oglethorpe Street causing noise and vibrations. Narrowing the street through on-street parking will help convince MARTA to re-route this bus along Ralph David Abernathy Boulevard.

The Atlanta Commuter On-Street Bike Plan adopted in September of 1995 includes a bike lane along Ralph David Abernathy



Blvd., through the West End study area. There is not sufficient lane width to provide this facility. However, to promote bicycling, there is a parallel route along the White Street extension that can provide a separate lane, as well as a sidewalk along the north side of the street. To continue this route, it is recommended that a pedestrian/bicycle roundabout be developed at the vortex of White Street and the White Street extension to allow cyclist to continue northward along Peoples Street, Lucile Street and Lawton Street (under the freeway to connect to the Clark-Atlanta University Center).

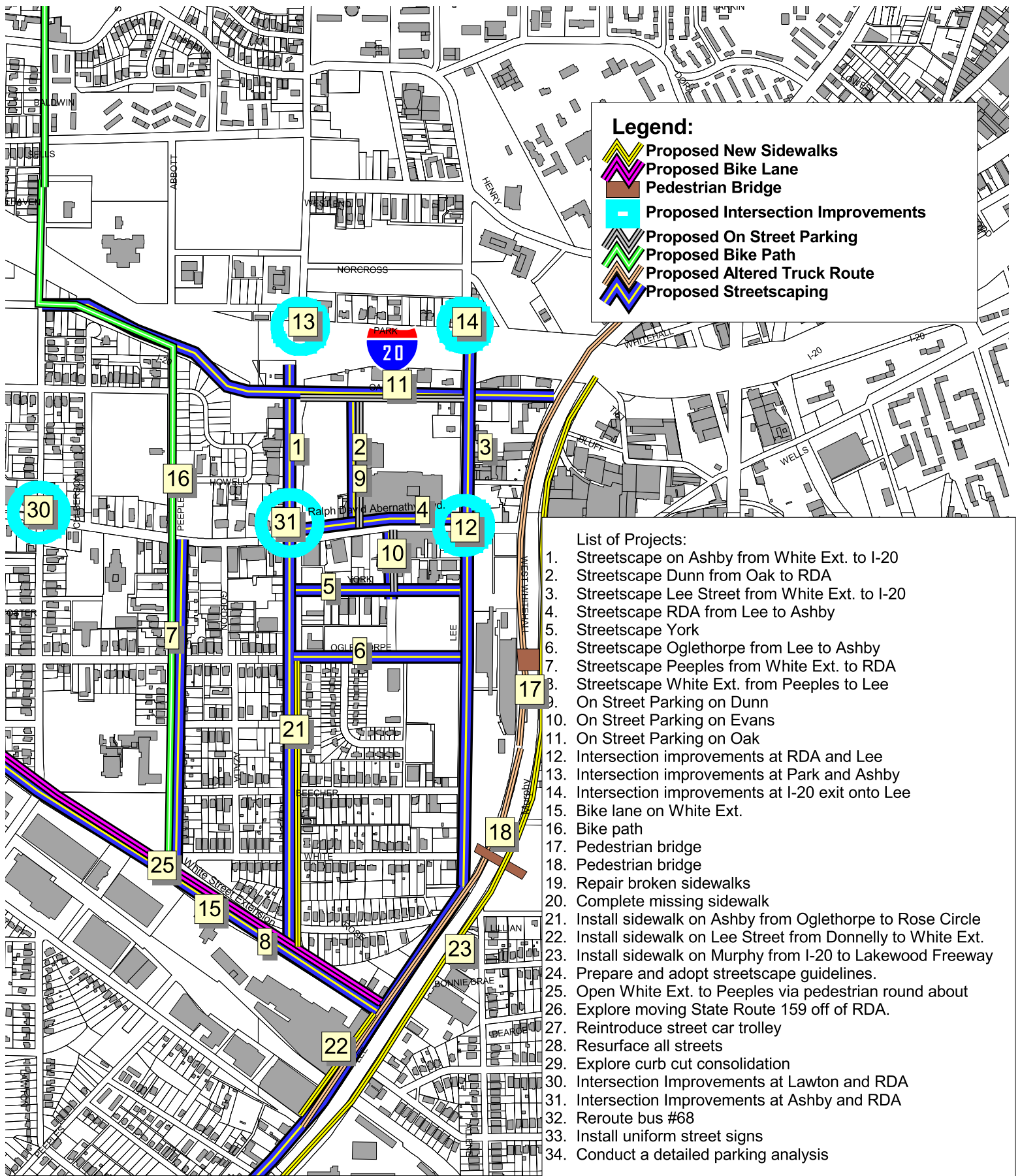
Table 6:1 Transportation Issues Matrix

## West End Historic District LCI

Project Description		Neighborhood Cut-through Traffic	Vehicular and Pedestrian Congestion	Adequate, Convenient, and Safe Parking	Connectivity	Pedestrian Safety and Improvements	Bicycle Safety and Improvements	Truck Traffic
Install Streetscape Detail, Pedestrian Lighting, Landscaping, and Street Furniture (Both Sides)	Ashby Street from White Street to I-20					x		
	Dunn Street from Oak Street to RDA (Including Sidewalk Repair)					x		
	Lee Street from White Street Extension to I-20					x		
	RDA from Lee Street to Ashby Street (Including 10' Sidewalk on North Side of the Street)					x		
	York Street (Including On-Street Parking)					x		
	Oglethorpe from Lee to Ashby and 2 Speed Tables West of Ashby					x		
	Peeples Street from White Street to RDA					x		
	White Street from Peeples to Lee Street					x		
On-Street Parking	Dunn Street (One Side)	x		x		x		
	Evans Street (One Side)	x		x		x		
	Restripe Oak Street From Lee Street to Ashby Street	x		x		x		
Intersection Improvements	RDA and Lee Street (Including Signal Timing w/Increased Pedestrian Crossing Time, Protected Left Turns, Mastheads, Inlaid Crosswalk)	x	x			x		
	Park and Ashby Street (Restriping Turning Movement)		x					
	I-20 Exit Ramp at Lee Street (Overlay and Restripe Turning Movement)		x					
Bicycle & Pedestrian Improvements	Bike Lane on White Street Extension (Stripe Bike Lane, add 10' Sidewalks)					x	x	
	Bike Path on White Street Extension Through Peeples Street Lucille/Lawton to West Side Village						x	
	Pedestrian Bridge from Adair Park 2 to MARTA Site				x	x		
	Pedestrian Bridge from Candler Warehouse Site to MARTA Site				x	x		
	Install Pedestrian Zone Signage on Lee Street Between Oak Street and RDA					x		
	Complete Missing Sidewalk & Add Trees around Adair Park					x		
Install Sidewalks	Ashby from Oglethorpe to Rose Circle					x		
	Lee Street from Donnelly to White Street					x		
	Murphy Avenue from I-20 to Lakewood Freeway					x		
Miscellaneous Projects	Re-route Bus Route #68 (Donnelly) From W.E. Station to Lawton Street/RDA via Oglethorpe							
	Open White Street to White Street Extension (Including Roundabout) Pedestrians and Cyclists Only		x		x	x		
	Install Uniform Street Name Signs with Area Identification Locations		x					

**Table 6:2 Recommended Transportation Improvements**

Project Description	Cost	Implementation Priority	Funding Source	Currently Funded
Install Streetscape Detail, Pedestrian Lighting, Landscaping, and Street Furniture (Both Sides)	Ashby Street from White Street to I-20	\$534,000	1 COA Bonds, TE, CMAQ	
	Dunn Street from Oak Street to RDA (Including Sidewalk Repair)	\$334,000	2 COA Bonds, TE, CMAQ	
	Lee Street from White Street Extension to I-20	\$426,000	1 COA Bonds, TE, CMAQ	
	RDA from Lee Street to Ashby Street (Including 10' Sidewalk on North Side of the Street)	\$527,500	1 COA Bonds, TE, CMAQ	
	York Street (Including On-Street Parking)	\$225,000	3 COA Bonds, TE, CMAQ	
	Oglethorpe from Lee to Ashby with 2 Speed Tables West of Ashby	TBD	2 COA Bonds, TE, CMAQ	
	Peoples Street from White Street to RDA	\$438,000	2 COA Bonds, TE, CMAQ	
	White Street from Peoples to Lee Street	\$445,000	2 COA Bonds, TE, CMAQ	
On-Street Parking	Dunn Street (One Side)	\$19,200	1 COA	
	Evans Street (One Side)	\$19,200	1 COA	
	Restripe Oak Street From Lee Street to Ashby Street	\$19,200	1 COA	
Intersection Improvements	RDA and Lee Street (Including Signal Timing w/Increased Pedestrian Crossing Time, Protected Left Turns, Mastheads, Inlaid Crosswalk)	\$117,600	1 COA Bonds, TE, CMAQ, STP, GDOT Safety	
	Park and Ashby Street (Restriping Turning Movement)	\$19,200	4 COA Bonds, TE, CMAQ, STP, GDOT Safety	
	I-20 Exit Ramp at Lee Street (Overlay and Restripe Turning Movement)	\$22,300	4 COA Bonds, TE, CMAQ, STP, GDOT Safety	
Bicycle & Pedestrian Improvements	Bike Lane on White Street Extension (Stripe Bike Lane, add 10' Sidewalks)	\$498,000	4 COA Bonds, TE, CMAQ	
	Bike Path on White Street Extension Through Peoples Street Lucille/Lawton to West Side Village	\$225,300	4 COA Bonds, TE, CMAQ	
	Pedestrian Bridge from Adair Park 2 to MARTA Site	\$165,000	1 CMAQ, GDOT Safety	
	Pedestrian Bridge from Candler Warehouse Site to MARTA Site	\$125,000	4 CMAQ, GDOT Safety, MARTA	
	Install Pedestrian Zone Signage on Lee Street Between Oak Street and RDA	\$3,120	1 CMAQ	
	Complete Missing Sidewalk & Add Trees around Adair Park	\$250,000	2 COA Bonds, CMAQ	
Install Sidewalks	Ashby from Oglethorpe to Rose Circle	\$100,000	1 COA Bonds	x
	Lee Street from Donnelly to White Street	\$100,000	1 COA Bonds	x
	Murphy Avenue from I-20 to Lakewood Freeway	\$200,000	1 COA Bonds	x
Miscellaneous Projects	Re-route Bus Route #68 (Donnelly) From W.E. Station to Lawton Street/RDA via Oglethorpe	\$0	1 N/A	
	Open White Street to White Street Extension (Including Roundabout) for pedestrians and bicyclists only	\$23,400	4 COA, CMAQ	
	Install Uniform Street Name Signs with Area Identification Locations	\$3,960	4 CMAQ	



# **West End Historic District LCI** **Proposed Transportation Improvements**

0.2 0 0.2 0.4 Miles



## Project Implementation Schedule by Plan Element

### Land Use

Project Description	Time Frame			Cost Estimate	Preferred Funding Source	Preferred Responsible Party/ Parties
	1-5 Years	6-10 Years	11-15 Years			
Redevelop Candler Warehouse site into a mixed-use development.	<b>X</b>			N/A	ADA Private Developer(s)	ADA Private Developer(s)
Redevelop former Peeples Street Elementary School site into residential development.		<b>X</b>		N/A	Private Developers	ADA Private Developers
Propose changes to City of Atlanta 15 year land use plan.	<b>X</b>			\$0	N/A	DPDNC
Propose SPI zoning overlay.	<b>X</b>			\$0	N/A	DPDNC
Negotiate with MARTA to develop Class A office building on North end of the West End Transit station now occupied by surface parking.	<b>X</b>			\$0	N/A	DPDNC ADA
Create a park on the south side of Brown Middle School.	<b>X</b>			TBD	Impact Fees Quality of Life Bonds Park Implementation Funds	DPDNC Purchasing and Real Estate Parks and Recreation
Renovate former Eckerd's Drug building to accommodate mixed-use development	<b>X</b>			N/A	Private Developers	Private Developers



## Land Use

Project Description	Time Frame			Cost Estimate	Preferred Funding Source	Preferred Responsible Party/ Parties
	1-5 Years	6-10 Years	11-15 Years			
Facilitate negotiations with Mall West End to redevelop the mall site consistent with the concept plan.	<b>X</b>			\$0	N/A	DPDNC ADA
Facilitate negotiations with private developers to redevelop the Old Sears site.	<b>X</b>			\$0	N/A	DPDNC ADA

## Urban Design

Project Description	Time Frame			Cost Estimate	Preferred Funding Source	Preferred Responsible Party/ Parties
	1-5 Years	6-10 Years	11-15 Years			
Relocate utilities to behind buildings and or consolidate wires onto fewer poles where applicable.	<b>X</b>			TBD	TBD	Georgia Power
Bury overhead utility lines where feasible.	<b>X</b>			TBD	TBD	Georgia Power
Redevelop Lee Street corridor into a public civic plaza with storefront retail shops.	<b>X</b>			TBD	Impact Fees Quality of Life Bonds Park Implementation Funds	DPDNC Purchasing and Real Estate Parks and Recreation
Erect historic markers denoting historically significant landmarks, buildings and neighborhoods.	<b>X</b>			TBD	TBD	DPDNC
Implement a façade improvements programs for commercial storefronts.	<b>X</b>			TBD	TBD	DPDNC ADA
Organize/create a coalition comprised of residents, business owners and representatives from cultural institutions to help with implementation of the plan.	<b>X</b>			N/A	N/A	DPDNC West End and Adair Park Neighborhoods

## Urban Design

Project Description	Time Frame			Cost Estimate	Preferred Funding Source	Preferred Responsible Party/ Parties
	1-5 Years	6-10 Years	11-15 Years			
Plant street trees of varying species throughout the district where none currently exist and place in sidewalk tree planting zone.	<b>X</b>			TBD	TBD	Trees Atlanta
Promote a partnership with Trees Atlanta.	<b>X</b>			\$0	N/A	DPDNC
Implement a self-guided neighborhood cultural walking tour.	<b>X</b>			TBD		Atlanta Preservation Center, West End and Adair Park Neighborhoods
Install neighborhood markers throughout the district.	<b>X</b>			TBD	LCI Funds Quality of Life Bonds CDBG	DPDNC
Gateway Treatment at Langhorn Parkway and White Street.	<b>X</b>			TBD	LCI Funds Quality of Life Bonds CDBG	DPDNC
Gateway Treatment at RDA and Lee Street	<b>X</b>			TBD	LCI Funds Quality of Life Bonds CDBG	DPDNC

## Urban Design

Project Description	Time Frame			Cost Estimate	Preferred Funding Source	Preferred Responsible Party/ Parties
	1-5 Years	6-10 Years	11-15 Years			
Gateway treatment at RDA and Ashby Street.	<b>X</b>			TBD	LCI Funds Quality of Life Bonds CDBG	DPDNC
Gateway treatment on north and south side of I-20 bridge at Ashby.	<b>X</b>			TBD	LCI Funds Quality of Life Bonds CDBG	DPDNC
Gateway treatment on north and south side of I-20 at Lee Street.	<b>X</b>			TBD	LCI Funds Quality of Life Bonds CDBG	DPDNC
Use banners to promote cultural and community activities, landmarks and sites.	<b>X</b>			TBD	ADA, CDBG	West End and Adair Park Neighborhood Assns.
Work with MARTA to change the name of West End Station to West End Historic District station.	<b>X</b>			\$0	N/A	DPDNC MARTA
Create a history oriented kiosk at the MARTA station to communicate the history of West End, Adair Park, Castleberry Hills, and the AUC.	<b>X</b>			TBD	TBD	DPDNC, West End and Adair Park Neighborhoods, Castleberry Hills Neighborhood Assn, UCDC, Urban Design Commission

## Urban Design

Project Description	Time Frame			Cost Estimate	Preferred Funding Source	Preferred Responsible Party/ Parties
	1-5 Years	6-10 Years	11-15 Years			
Include a public plaza and historic walk component in the Lee Street commercial corridor redevelopment	<b>X</b>			TBD	Impact Fees Quality of Life Bond Park Implementation Funds	DPDNC Purchasing and Real Estate Parks and Recreation
Install UNCF/college markers in proposed Whitehall Square	<b>X</b>			TBD	TBD	UCDC
Create a West End Welcome Kiosk	<b>X</b>			TBD	Private Foundation Funds	DPDNC West End, Adair Park Neighborhoods, UCDC, Urban Design Commission

## Traffic and Transportation

Project Description	Time Frame			Cost Estimate	Preferred Funding Source	Preferred Responsible Party/ Parties
	1-5 Years	6-10 Years	11-15 Years			
Repair broken sidewalks within the pedestrian circuit.	<b>X</b>			TBD	Quality of Life Bonds	Public Works
Prepare and adopt streetscape guidelines for new and existing streets.	<b>X</b>			\$0	N/A	DPDNC
Explore the possibility of moving state route 159 (RDA Blvd.) to White Street Extension and implement on street parking and sidewalk widening.	<b>X</b>			TBD	TBD	DPDNC GDOT
Reintroduce street car trolley from the West End MARTA Station along RDA Blvd. to connect West End to Grant Park, Cyclorama and Turner Stadium.		<b>X</b>		TBD	TBD	DPDNC MARTA
Resurface all streets in the study area.	<b>X</b>			TBD	Quality of Life Bonds GDOT Public Works	Public Works
Explore curb cut consolidation around the Mall West End.	<b>X</b>			TBD	ARC LCI Funds	Public Works



## Traffic and Transportation

Project Description	Time Frame			Cost Estimate	Preferred Funding Source	Preferred Responsible Party/ Parties
	1-5 Years	6-10 Years	11-15 Years			
Install streetscaping on Ashby Street from the White Street Extension to I-20.	<b>X</b>			\$534,000	Quality of Life Bonds ARC LCI Funds CMAQ	Public Works
Install streetscaping on Dunn Street from Oak to RDA.	<b>X</b>			\$334,000	Quality of Life Bonds ARC LCI Funds CMAQ	Public Works
Install streetscaping on Lee Street from Ashby Extension to I-20.	<b>X</b>			\$426,000	Quality of Life Bonds ARC LCI Funds CMAQ	Public Works
Install streetscaping on York Street including on street parking.	<b>X</b>			\$225,000	Quality of Life Bonds ARC LCI Funds CMAQ	Public Works
Install streetscaping on Oglethorpe from Lee to Ashby Street with two speed tables West of Ashby.	<b>X</b>			TBD	Quality of Life Bonds ARC LCI Funds CMAQ	Public Works
Install streetscaping from Peeples Street from White Street Extension to RDA.	<b>X</b>			\$438,000	Quality of Life Bonds ARC LCI Funds CMAQ	Public Works

## Traffic and Transportation

Project Description	Time Frame			Cost Estimate	Preferred Funding Source	Preferred Responsible Party/ Parties
	1-5 Years	6-10 Years	11-15 Years			
Install streetscaping on White Street Extension from Peebles to Lee Street.	<b>X</b>			\$445,000	Quality of Life Bonds ARC LCI Funds CMAQ	Public Works
Provide on street parking on Dunn Street (one side)	<b>X</b>			\$19,200	Quality of Life Bonds ARC LCI Funds CMAQ	Public Works
Provide on street parking on Evans Street (one side)	<b>X</b>			\$19,200	Quality of Life Bonds ARC LCI Funds CMAQ	Public Works
Restripe Oak Street from Lee Street to Ashby Street to provide on street parking.	<b>X</b>			\$19,200	Quality of Life Bonds ARC LCI Funds CMAQ	Public Works
Intersection improvements at RDA and Lee Street including signal timing with increased pedestrian crossing time, protected left turns, mastheads and inlaid crosswalk.	<b>X</b>			\$117,600	Quality of Life Bonds ARC LCI Funds CMAQ	Public Works
Intersection improvements at Ashby and RDA	<b>X</b>			TBD	Quality of Life Bonds ARC LCI Funds CMAQ	Public Works

## Traffic and Transportation

Project Description	Time Frame			Cost Estimate	Preferred Funding Source	Preferred Responsible Party/ Parties
	1-5 Years	6-10 Years	11-15 Years			
Intersection improvements at RDA and Lawton.	<b>X</b>			TBD	Quality of Life Bonds ARC LCI Funds CMAQ	Public Works
Intersection improvements at Park and Ashby Street.	<b>X</b>			\$19,200	Quality of Life Bonds ARC LCI Funds CMAQ	Public Works
Intersection improvements at I-20 exit ramp at Lee Street (overlay and re-stripe turning movement)	<b>X</b>			\$22,300	Quality of Life Bonds ARC LCI Funds CMAQ	Public Works
Improvements to White Street extension including striped bike lane and 10' sidewalks.	<b>X</b>			\$498,000	Quality of Life Bonds ARC LCI Funds CMAQ	Public Works
Bike path on White Street extension through Peeples Street Lucille/Lawton to Historic West Side Village.	<b>X</b>			\$225,300	Quality of Life Bonds ARC LCI Funds CMAQ	Public Works
Pedestrian bridge from Adair Park 2 to West End MARTA Station.	<b>X</b>			\$165,000	Quality of Life Bonds ARC LCI Funds CMAQ	Public Works

## Traffic and Transportation

Project Description	Time Frame			Cost Estimate	Preferred Funding Source	Preferred Responsible Party/ Parties
	1-5 Years	6-10 Years	11-15 Years			
Pedestrian bridge from Candler Warehouse to West End MARTA Station.	<b>X</b>			\$125,000	Quality of Life Bonds ARC LCI Funds CMAQ	Public Works
Install pedestrian zone signage on Lee Street between Oak Street and RDA	<b>X</b>			\$3,120	Quality of Life Bonds ARC LCI Funds CMAQ	Public Works
Complete missing sidewalk and add trees around Adair Park 2.	<b>X</b>			\$250,000	Quality of Life Bonds ARC LCI Funds CMAQ	Public Works
Install sidewalks on Ashby from Oglethorpe to Rose Circle.	<b>X</b>			\$100,000	Quality of Life Bonds ARC LCI Funds CMAQ	Public Works
Install sidewalks on Lee Street from Donnelly to Ashby Street Extension.	<b>X</b>			\$100,000	Quality of Life Bonds ARC LCI Funds CMAQ	Public Works
Install sidewalks on Murphy Avenue from I-20 to Lakewood Freeway	<b>X</b>			\$200,000	Quality of Life Bonds ARC LCI Funds CMAQ	Public Works

## Traffic and Transportation

Project Description	Time Frame			Cost Estimate	Preferred Funding Source	Preferred Responsible Party/ Parties
	1-5 Years	6-10 Years	11-15 Years			
Reroute Bus #68 (Donnelly) from West End Station to Lawton Street/RDA via Oglethorpe.	<b>X</b>			\$0	Quality of Life Bonds ARC LCI Funds CMAQ	Public Works
Open White Street Extension to Peeples Street including a roundabout for pedestrians and cyclists.	<b>X</b>			\$23,400	Quality of Life Bonds ARC LCI Funds CMAQ	Public Works
Install uniform street name signs with area identification locations.	<b>X</b>			\$3,960	Quality of Life Bonds ARC LCI Funds CMAQ	Public Works
Conduct a detailed parking analysis in the study area to amend parking requirements..	<b>X</b>			TBD	Quality of Life Bonds ARC LCI Funds CMAQ	Public Works

## Economic Development

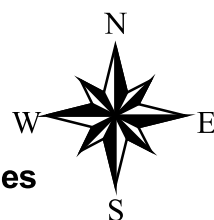
Project Description	Time Frame			Cost Estimate	Preferred Funding Source	Preferred Responsible Party/ Parties
	1-5 Years	6-10 Years	11-15 Years			
Encourage an entertainment district north of Oak Street and pursue hotel and conferencing uses.	<b>X</b>			TBD	ADA	DPDNC ADA
Explore economic incentives of Main Street Program along RDA commercial corridor	<b>X</b>			\$0	Georgia Trust for Historic Preservation	DPDNC Georgia Trust for Historic Preservation
Market economic incentives of Historic District Designation for commercial properties	<b>X</b>			\$0	ADA	DPDNC
Conduct an RDA corridor study from Peeples Street to Beecher Street	<b>X</b>			\$35,000	TBD	DPDNC
Market the Atlanta Telecom Center to attract technology firms.	<b>X</b>			TBD	ADA	ADA DPDNC
Market the office/loft opportunity north of the Candler Warehouse.	<b>X</b>			\$0	ADA	ADA DPDNC



## **Changes to the 15 Year Land Use Plan**

### Highlights:

- ♦ Introduction of the mixed use category at the Mall West End site to reflect change from single use commercial structures to mixed use development (including a mixed income residential component).
- ♦ Single family residential development at old Peeples Street elementary school site.
- ♦ Mixed use category including the Candler Warehouse and the industrial uses north of the Candler Warehouse.
- ♦ Medium density residential development on Murphy Avenue south of Adair Park 2 and on Lee Street south of Beecher.
- ♦ Three new neighborhood commercial pockets.
- ♦ Office/Institutional uses at core of West End cultural center on Ralph David Abernathy Blvd. between Peeples and Ashby Street.
- ♦ The addition of various open spaces in addition to the recognition of existing park spaces.



### VII. CONCLUSION

West End and Adair Park are two of Atlanta's most historic neighborhoods. In addition to a variety of land uses, these areas are also served by multiple modes of transit, which enhance an already rich urban fabric. Through analysis of existing conditions, economic development, land use and market conditions, this study provides suggestions for enhancing the quality of life for the residents and merchants within the area. The study suggests tools and guidelines for enhancing the livability of this community through transportation, infrastructure, urban design and economic development initiatives, creating a true mixed-use urban village.

Recent trends and demographic patterns evidence a move back into the central city, as is apparent within many of Atlanta's in-town neighborhoods. Within the West End and Adair Park this movement is also apparent. The area exhibits a renewed sense of place and community, which is observed in recent development patterns throughout the area. A central goal of this study is to channel these development efforts in the direction, which most benefits the citizens of this community and responds to the needs of the Atlanta region as a whole.

The Atlanta Regional Commission recognizes the importance of these older, established communities and their proximity to downtown and transit areas. Through reinvestments in these areas, development can foster the goals of the region, which include creating transit oriented development in proximity to rail stations, mitigating air quality and lessening reliance on single occupancy vehicles. This study suggests ways to increase the density within these areas while maintaining a safe, pedestrian oriented environment. West End and Adair Park already function as

neighborhood centers whose vitality and urban fabric can only be enhanced by the guidelines, tools and policies suggested in the West End Historic District Livable Centers Initiative.

## West End Historic District LCI

A special thank you to the dedicated participants of the West End Livable Center Initiative for all their hard work and to the Mall West End and Saint Anthony's Catholic Church for graciously offering their facilities.

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