

City of Atlanta Brownfields Area-Wide Planning Program

Implementation Plan – *Draft*

Prepared by

City of Atlanta Office of Planning &
Georgia Institute of Technology School of City and Regional Planning

In Partnership with

Atlanta BeltLine, Inc. &
Invest Atlanta

December 31, 2012



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Elected Officials

The Honorable Kasim Reed
Mayor, City of Atlanta

Special Thanks to Council Members

Joyce Sheperd, District 12
Cleta Winslow, District 4

City of Atlanta Staff

Planning and Community Development Department
James E. Shelby, Commissioner

Office of Planning

Charletta Wilson Jacks, Director
Garnett Brown, Assistant Director of Strategic Planning
Brandy Crawford, Urban Planner, Principal
Jewelle Kennedy, Urban Planner
Jonathan Lewis, Senior Project Manager-Atlanta BeltLine

Police Department

Cereyln "CJ" Davis, Major-Code Enforcement Section
Barbara Cavender, Major-Zone 3 Command

Atlanta BeltLine, Inc.

Lisa Gordon, Chief Operating Officer
Lee Harrop, Program Management Officer

Invest Atlanta

Brian McGowan, President and Chief Enterprise Officer
Eloisa Klementich, Managing Director of Business Development

Flor Velarde, Commercial Tax Allocation Districts Manager
Ellen Wickersham, Senior Program Manager Parks and Greenspace
Cathy Brackett, Small Business Loan Program Coordinator

Georgia Institute of Technology School of City and Regional Planning

Technical Advisors and Fall 2012 Studio Instructors

Nancey Green Leigh, Professor
Nathanael Hoelzel, PhD Student

Fall 2012 Studio Students and Researchers

Seanna Berry, Dan Cotter, Alexandra Frackelton, Susannah Lee, Mackenzie Madden, Stephen McRae, Ted Ranney, Patrick Terranova, and Travis Voyles

Fall 2012 Studio Visiting Students and Researchers from the Technical University of Kaiserslautern, Germany

Peter Buchmann, Theresa Richter, and Carsten Schittko

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Office of Brownfields and Land Revitalization, Headquarters-Washington DC

Joseph Bruss, Environmental Justice and Job Training Coordinator

Office of Brownfields and Land Revitalization, Region 4-Atlanta

Camilla Warren, Sustainable Communities/Partnerships
David Egetter, Brownfields Project Manager

Resource Conservation and Recovery Act (RCRA) Division, Region 4-Atlanta

Matt Robbins, Reuse Coordinator

Consultants

AMEC

Dustin Heizer and Karyl Kennedy Harwell

Bleakly Advisory Group

Kenneth Bleakly and Gary Mongeon

Georgia Health Policy Center, Georgia State University

Holly Avery and Michelle Rushing

Georgia Environmental Protection Division

Shannon Ridley, Environmental Engineer-Hazardous Waste Branch

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EXECUTIVE SUMMARY

In 2010, the City of Atlanta was one of 23 communities to receive a grant through the U.S. Environmental Protection Agency's (EPA) Brownfields Area-Wide Planning (AWP) Pilot Program. The Brownfields AWP program is associated with the federal Partnership for Sustainable Communities (PSC), an interagency partnership between the U.S. Department of Housing and Urban Development (HUD), the U.S. EPA, and the U.S. Department of Transportation (DOT).

The grant's focus area, southwest Atlanta, has very high levels of poverty and disinvestment that have been further exacerbated by impact of the mortgage financial crisis that began in 2008. The strategic implementation plan for brownfield redevelopment developed through the AWP pilot program by the City of Atlanta and its partners outlines key strategies, partnerships, and resources needed to trigger transformative area-wide redevelopment in the project area.

The new area-wide approach to brownfield redevelopment is significant because it highlights barriers and opportunities that extend beyond individual sites. It seeks to catalyze area-wide revitalization through the cleanup and redevelopment of targeted brownfield sites. The implementation strategy takes into account local planning efforts, best practices, and goals identified by the community. It brings together partners and resources to leverage the City's existing brownfield assessment and cleanup tools.

The plan's brownfield reuse recommendations identify and prioritize five geographic redevelopment nodes within the overall project area: 1) Murphy Triangle, 2) Green Enterprise District, 3) Metropolitan Yards, 4) Crossroads Center, and 5) Fort McPherson Gateway. Each node has a distinct redevelopment strategy that addresses conditions of blight, with a particular emphasis on prioritized brownfield sites. Each nodal

redevelopment strategy is supported by the designation of key stakeholders, coordination efforts and designation next steps to implementation. Nodal strategies build on the analysis of existing neighborhood, socioeconomic and environmental conditions to address barriers to area-wide redevelopment and catalyze revitalization. Each node also includes recommendations for measurable performance targets in order to track the progress of successful implementation going forward.

The implementation plan also recommends several area-wide revitalization strategies and policies. Environmental justice principles inform efforts to engage and mobilize community members, build capacity for future growth, and promote brownfield revitalization benefits that are equitably shared. Targeted area-wide strategies focus on enhancing environmental justice, tracking implementation progress, and applying a sustainable industrial framework that supports the communities of southwest Atlanta while encouraging revitalization and reinvestment.

A set of Appendices that accompany the implementation strategies contain supporting information, including maps and redevelopment renderings (Appendix A), fact sheets for the redevelopment nodes (Appendix B), preliminary environmental, market, and health assessments completed by the City's consultants (Appendix C), input from community meetings (Appendix D), recommendations for the proposed Business and Workforce Center (Appendix E), detailed urban design and zoning recommendations to help integrate industry into a sustainable and livable urban context (Appendices F and G) and summaries of key stakeholders and local plans reviewed (Appendix H).

INTRODUCTION

BACKGROUND

The implementation strategies provided in this report consist of area-wide and site-specific recommendations organized by three redevelopment themes: economic development, the built environment, and socioeconomic conditions. Brownfield reuse recommendations identify and prioritize five geographic redevelopment nodes: 1) Murphy Triangle, 2) Green Enterprise District, 3) Metropolitan Yards, 4) Crossroads Center, and 5) Fort McPherson Gateway. Each node has a distinct implementation strategy that leverages the cleanup and redevelopment of priority brownfield sites to overcome site-specific and area-wide barriers to redevelopment. To address barriers that extend beyond individual sites and nodes, this report also formulates area-wide strategies in the following areas: land use and urban design; greenspace; affordable housing, vacancy, and blight; environmental health; and workforce development. Lastly, the report recommends several benchmarks to track implementation success and to guide ongoing improvements to the plan.

WHAT ARE BROWNFIELDS?

The U.S. Environmental Protection Agency defines a brownfield as “real property, the expansion, redevelopment or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant” (2012a). Common examples of brownfields include abandoned or vacant factories, warehouses, gas stations, and dry cleaners.

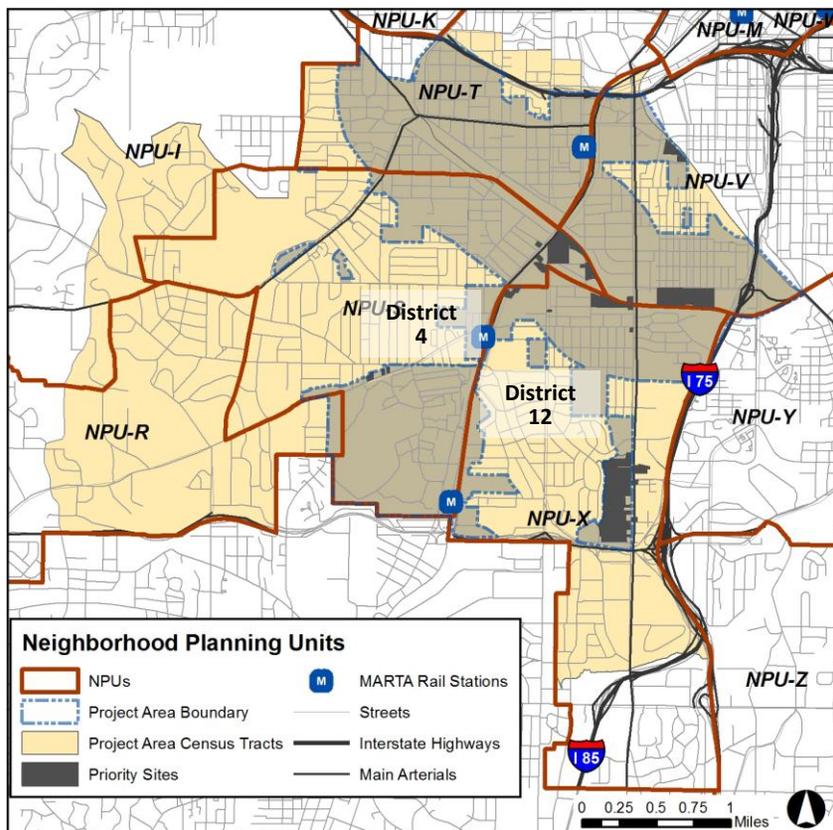
The new area-wide approach to brownfield redevelopment is significant because it highlights barriers and opportunities that extend beyond individual sites. It seeks to catalyze area-wide revitalization through the cleanup and redevelopment of targeted brownfield sites. The series of implementation strategies takes into account local planning efforts, best practices, and goals identified by the community. The area-wide planning process brings together partners and resources to leverage the City’s existing brownfield assessment and cleanup tools.

The Atlanta Brownfields Area-Wide Planning Project Area contains five Neighborhood Planning Units (NPU’s R, S, T, V, and X) and two City Council districts (Districts 4 and 12) (Figure 1). The project area consists of 11 southwest neighborhoods that were once thriving industrial and commercial centers. The recent economic recession has significantly exacerbated disinvestment in these neighborhoods. Distressed conditions in employment, housing, crime, and education threaten current and future prospects for revitalization.

Due in large part to a lack of employment and workforce training opportunities, 36% of the population in the project area lives in poverty, and 20% of the households earn less than \$10,000 a year. The project area supports just 0.22 jobs per resident. In 2010, the project area’s unemployment rate was 17%, which was nearly double that of Fulton County (U.S. Census Bureau, 2010). With an extraordinary 22% population loss from 2000 to 2010, the project area bears characteristics of a “shrinking city” even though it is located in a major Sunbelt city and in a metropolitan region with a 28% growth in population from 2000 to 2010. Vacancy rates are 22% and the average home price in the project area has

fallen 79% since the recent recession (Bleakly, 2012). Abandoned properties, code enforcement issues, and obsolete infrastructure contribute to diminished public safety, increased criminal activity, and a hostile physical environment. Numerous brownfields are scattered throughout the project area. The redevelopment of these sites is complicated by potential legal liabilities, remediation costs, and the need for specialized expertise and public-private partnerships to successfully navigate the remediation process. However, the redevelopment of key

Figure 1: City of Atlanta Neighborhood Planning Units (NPUs) and Council Districts



Source: Authors

brownfield sites can create jobs, facilitate entrepreneurial opportunities for local residents, provide access to healthy foods, reduce environmental and health hazards affecting disadvantaged groups, and improve the overall quality of life.

Without targeted public and private investments, the economic, social and physical deterioration in this area will be difficult to rectify. This report outlines key strategies, partnerships, and resources needed to initiate transformative area-wide redevelopment and mitigate environmental injustices.

WHAT IS ENVIRONMENTAL JUSTICE?

“Environmental Justice is the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies. EPA has this goal for all communities and persons across this Nation. It will be achieved when everyone enjoys the same degree of protection from environmental and health hazards and equal access to the decision-making process to have a healthy environment in which to live, learn, and work” (U.S. EPA, 2012b).

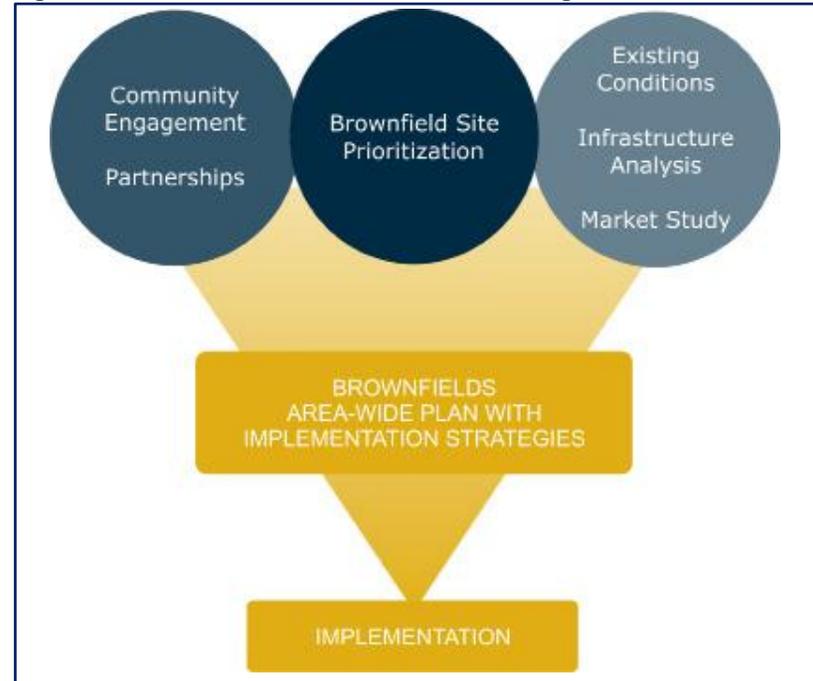
U.S. EPA BROWNFIELDS AREA-WIDE PLANNING PILOT PROGRAM

In 2010, the City of Atlanta received a grant through the U.S. Environmental Protection Agency (EPA) Brownfields Area-Wide Planning (AWP) Pilot Program. Atlanta is one of three communities in the southeast and 23 nationwide selected for the first round of Brownfields AWP grants. At 3,282 acres, Atlanta's project area is the largest. Over 30 brownfields are known or suspected in Atlanta's project area—making it one of the most brownfield-impacted project areas, as well.

The U.S. EPA Brownfields Area-Wide Planning (AWP) Pilot Program provides local governments with funds to create an area-wide plan and implementation strategy for removing critical barriers to redeveloping priority brownfields. Grant funds can be used for research, technical assistance, and training related to the planning process and preparing for future implementation. The grant does not cover expenses for property acquisition, assessment and cleanup of environmental contamination, demolition, and new construction. The AWP program is a product of the Partnership for Sustainable Communities (PSC), a federal interagency partnership between the U.S. EPA, U.S. Department of Housing and Urban Development (HUD), and U.S. Department of Transportation (DOT). The federal partnership and AWP program assist locally-driven planning processes to strategically coordinate public and private resources, prioritize brownfield redevelopment projects, and remove barriers critically important to redevelopment and neighborhood revitalization.

Figure 2 illustrates the U.S. EPA AWP planning framework and core concepts. The initial planning steps are: engaging local stakeholders, and prioritizing a project area and brownfields; and evaluating area conditions, market potential, and existing infrastructure. Planning stakeholders then proceed with preparing a set of strategies that will guide future implementation activities to redevelop brownfields.

Figure 2: U.S. EPA Brownfields Area-Wide Planning Framework



Source: U.S. EPA (2012c)

CITY OF ATLANTA BROWNFIELDS AREA-WIDE PLANNING PARTNERS

The City of Atlanta partnered with Invest Atlanta, Atlanta BeltLine, Inc. and the Georgia Institute of Technology School of City and Regional Planning to prepare this *Brownfields Area-wide Planning Program Implementation Plan*.

Invest Atlanta (formerly the Atlanta Development Authority) is the city's economic development agency. The organization assisted with outreach efforts, market analysis, and community involvement. Invest Atlanta educated the community, developers, policymakers, and other industry participants on all aspects of brownfield assessment and cleanup, with a particular emphasis on funding sources.

The Atlanta BeltLine is a comprehensive urban redevelopment project that reuses over 22 miles of historic rail corridors that circle Atlanta's downtown and intown neighborhoods for new public transit, parks, and private development. The AWP project area encompasses portions of BeltLine's Subareas 1 and 2 located in the BeltLine's southwest quadrant. Preliminary environmental assessment for the BeltLine project identifies over 1,100 acres of brownfields located within the BeltLine corridor and Tax Allocation District (TAD) (EDAW et al., 2005; Atlanta BeltLine, 2012). As part of the Brownfields AWP planning process, the non-profit organization tasked with managing the BeltLine project, Atlanta Beltline, Inc. (ABI), created a financial analysis and proforma tool for redeveloping brownfields in the BeltLine TAD. The organization also conducted outreach and education efforts, and created a webpage to communicate brownfield redevelopment progress along the corridor (see ABI, 2012). During the AWP process, ABI also adopted an environmental justice policy to guide brownfield redevelopment in the entire BeltLine corridor.

BeltLine's guiding principles for redevelopment include encouraging economic development, preserving historic resources, producing a balanced transportation system, providing a balanced mix of land uses, increasing housing options, and creating public spaces. The Subarea 1 Master Plan focuses on resolving social issues, including involuntary displacement of residents and businesses, low availability of affordable housing, and lack of quality jobs for local residents. The plan proposes solving these problems through creating employment clusters, assisting local and small businesses, increasing land use density, and supporting affordable housing development (ABI, 2010). The Subarea 2 Master Plan has a greater focus on improving transportation infrastructure, creating open space, and incremental development through interim reuse of vacant and underutilized properties (ABI, 2009).

The Georgia Institute of Technology School of City and Regional Planning (Georgia Tech) conducted a graduate-level studio in the fall of 2012 to assist the City of Atlanta and its partners in preparing the *Brownfields Area-wide Planning Program Implementation Plan*. The Georgia Tech studio students conducted background research and case studies, and reviewed relevant local plans in the process of developing the series of nodal redevelopment strategies and area-wide revitalization strategies and policies included in this implementation plan.

The City of Atlanta contracted AMEC Environment and Infrastructure (AMEC), Bleakly Advisory Group (Bleakly), the Georgia Health Policy Center (GHPC) for technical assistance during the AWP process. In the *Report of Preliminary Environmental Assessment* (2012), AMEC provides a preliminary evaluation of potential brownfields in the AWP project area. While AMEC's report is not a Phase I environmental site assessment as defined by ASTM 1527-05, it does identify "recognized environmental conditions" (RECs) as defined by the ASTM standard for on-site and adjacent off-site conditions at 14 priority brownfields in the AWP project area. Such conditions of concern include past or current activities that may

have resulted in contamination at the 14 priority brownfields. AMEC's report provides historical and current property ownership and site information, notes from field visits to the AWP project area, and environmental regulatory listings for the 14 brownfields.

The *Baseline Market Conditions and Site Analysis* (2012) report prepared by the Bleakly Advisory Group documents demographic characteristics, real estate market conditions, major developer initiatives, and future real estate demand that potentially influence brownfield redevelopment within the AWP project area. Bleakly studied conditions that are potential barriers to attracting investment to brownfields in the AWP project area. Significant barriers in the area include: declining population; modest formal educational attainment; high housing vacancy; low number of local jobs per resident; and, relatively poor availability of marketable industrial, commercial, and retail space. However, the consultant found that the project area could experience "significant growth" over the next ten years, with potential demand for new residential, commercial, office, and industrial space. The report offers a detailed analysis of market conditions and site characteristics that will influence future redevelopment of 31 brownfields, including the 14 priority brownfields addressed by AMEC.

The Georgia Health Policy Center conducted the *Atlanta Brownfields Program Health Assessment* (2012) to analyze various public health data and identify potential health issues affecting the population in the AWP project area. The health assessment focused on the 14 priority sites addressed in the AMEC report. The GHPC compiled and analyzed existing information for key health priorities identified by community members during the AWP planning process, including formal education, violence, obesity, low birth weight and preterm births, asthma, stroke, and cancer. Primary data was also collected, including a "broken windows" survey of blight in the project area conducted by GHPC public health experts and local residents. In the the health assessment report, GHPC synthesizes information and draws preliminary links between key health priorities and

the presence of brownfields. The GHPC also provides a comparison between the 14 priority brownfields across various health indicators and social determinants of health.

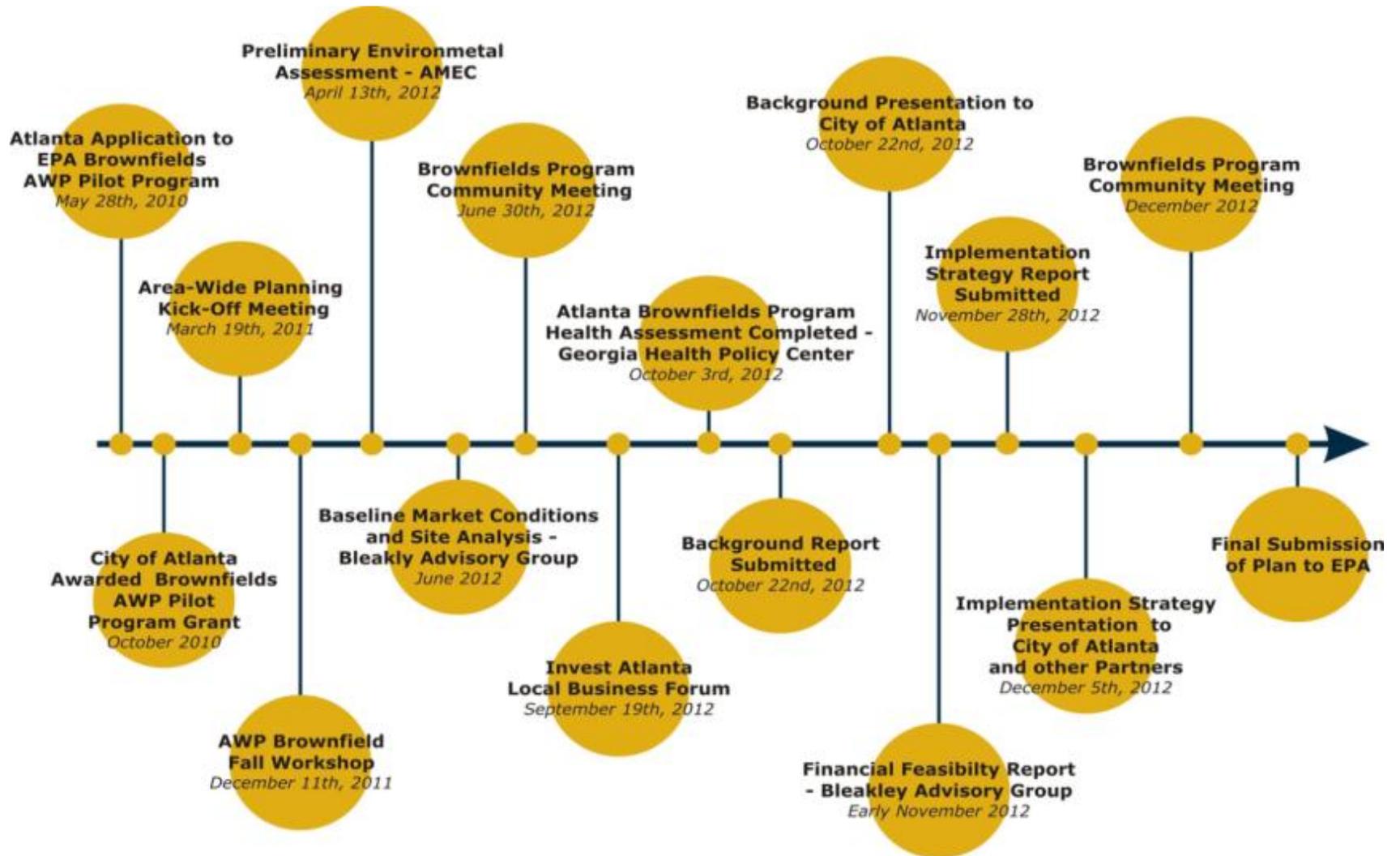
COMPLETED BROWNFIELDS AREA-WIDE PLANNING ACTIVITIES

The City of Atlanta was awarded the U.S. EPA pilot grant for area-wide brownfield planning in October 2010. The timeline in Figure 3 highlights key events and activities conducted during the grant period. The final step of the process will be for the City of Atlanta to submit the completed Implementation Plan to the U.S. EPA in the first quarter of 2013.

Seven meetings with members of the community and local businesses were conducted to educate stakeholders on the brownfield process, obtain local input, and prioritize brownfields and redevelopment areas. A summary of these meetings is below, and meeting agendas are provided in Appendix D.

1. Saturday, March 19, 2011 – Brownfields AWP Kick-off event at Georgia Hill Community Center
2. Saturday, December 10, 2011 – Workshop at Atlanta Workforce Development Authority Auditorium (Figure 4)
 - 30 sites were listed for prioritization
 - 5 sites were listed by multiple groups
 - 10 sites were listed by at least one group
3. Saturday, June 30, 2012 – Brownfields AWP Update at Liberty International Church
 - Findings from preliminary environmental assessment and analysis of market conditions
 - Overview of health assessment
4. Wednesday, September 19, 2012 – Business and Developer Workshop at Pittman Park Recreation Center
 - Brownfield redevelopment challenges, opportunities, and assistance for business development

Figure 3: Completed Activities Timeline



Source: Authors

-
5. Monday, October 22, 2012 – Georgia Tech Presentation on Background Report at Invest Atlanta
 6. Wednesday, November 14, 2012 – Brownfields AWP Update at Atlanta Technical College Library
 - Findings from health assessment
 - Update from Georgia Tech
 - Overview of BeltLine’s financial analysis and proforma tool
 7. Wednesday, December 5, 2012 – Final Brownfields AWP Update at Invest Atlanta
 - Georgia Tech Presentation on Implementation Strategy
 - BeltLine update on financial analysis and proforma tool

Through the course of the AWP planning process, the City of Atlanta and its partners completed several activities to support the vision for redeveloping priority brownfields in the project area. Key activities completed between the fall of 2010 and December 2012, include the following:

- The State of Georgia has delayed the sale of the former Georgia State Farmers Market in an effort to support local planning efforts and coordination.
- The BeltLine-owned former Harmon Brothers site received a U.S. EPA Targeted Brownfield Assessment (TBA), and BeltLine has subsequently completed demolition of buildings, removed underground storage tanks and received no further action letters from the State of Georgia, and is preparing the site for a commercial farm that is expected to start construction in 2013.
- The City of Atlanta rezoned Murphy Triangle from heavy to light industrial, which is an important step in minimizing land use conflicts and supporting future transit-oriented development in the mixed-use industrial area.
- The Annie E. Casey Foundation received a TBA and applied for U.S. EPA Brownfields Cleanup grant funding (FY2013) for the University Avenue site.

- The BeltLine has adopted an official environmental justice policy that will improve environmental justice outcomes related to brownfield redevelopment and help prevent future brownfields.
- The City of Atlanta expanded its publically available Geographic Information System (GIS) to include up-to-date brownfield information.

Figure 4: Atlanta Brownfields Area-Wide Planning Community Meeting



Source: Atlanta Brownfields Program

BROWNFIELDS AREA-WIDE PLANNING APPROACH

The AWP approach differs from traditional site-by-site redevelopment in that it considers conditions, barriers, and redevelopment benefits related to multiple brownfield sites and their impacts on surrounding neighborhoods. Traditional brownfield redevelopment involves the identification, assessment, cleanup, and reuse of individual sites that are or are suspected to be contaminated. As such, the traditional brownfield redevelopment focus for individual sites has been on overcoming property-specific problems and solutions, including minimizing uncertainty of remediation and land preparation; securing financing for assessment, cleanup, and new construction; and attracting end-users.

The area-wide approach's benefit over the individual site approach is that it can maximize benefits to a larger area in need of revitalization, thereby maximizing the use of scarce public and private resources and addressing broader issues in brownfield-impacted neighborhoods, such as environmental justice. The area-wide approach may also increase economies of scale and reduce redevelopment costs at individual brownfields. The approach allows stakeholders to prioritize redevelopment of multiple brownfields with similar barriers or cleanup needs, and strategically coordinate implementation of public and private resources to leverage catalytic effects of completed brownfield redevelopment projects.

RELATIONSHIP TO PREVIOUS PLANNING EFFORTS AND PLANS

The City of Atlanta's Sustainable Brownfield Redevelopment Program offers several tools for assisting individual brownfield redevelopment projects, including environmental site assessments and financial assistance for environmental cleanup. U.S. EPA supports both types of assistance (i.e., Hazardous Substances and Petroleum Assessment and Revolving Loan Fund (RLF) grants). The AWP program builds on these existing tools, focusing on

broader neighborhood revitalization through the strategic redevelopment of multiple priority brownfields and improving neighborhood conditions that are barriers to their redevelopment. The area-wide approach increases the City of Atlanta's capacity and partnerships to better utilize resources and opportunities to redevelop priority brownfields in the project area.

In addition to expanding Atlanta's Sustainable Brownfield Redevelopment Program, the AWP process also builds on and advances previous local planning efforts in the project area. The Georgia Tech studio team reviewed 28 comprehensive and small-area plans to gain an understanding of brownfield redevelopment barriers and opportunities in the project area, the roles of local agencies, and existing planning and policy recommendations (a list is provided in Appendix C). At least 22 plans specifically referred to brownfields or relevant redevelopment resources.

EXPECTED OUTCOMES AND BENEFITS

Atlanta's *Brownfields Area-wide Planning Program Implementation Plan* is a series of implementation strategies developed over the past two years with community members and other stakeholders to address economic, environmental, and health concerns related to brownfields in the project area. The following five outcomes of the planning process are expected to generate comprehensive benefits that expand beyond reusing brownfields to include revitalizing neighborhoods and preventing future brownfields:

1. Implementation plan adoption;
2. Utilization of prioritization strategy and phasing process;
3. Allocation and coordination of funding and other resources to support area-wide brownfield redevelopment;
4. Increased education and awareness of brownfields; and,
5. Tracking and maintenance of performance benchmarks and indicators.

PRIORITIZATION OF BROWNFIELDS IN PROJECT AREA

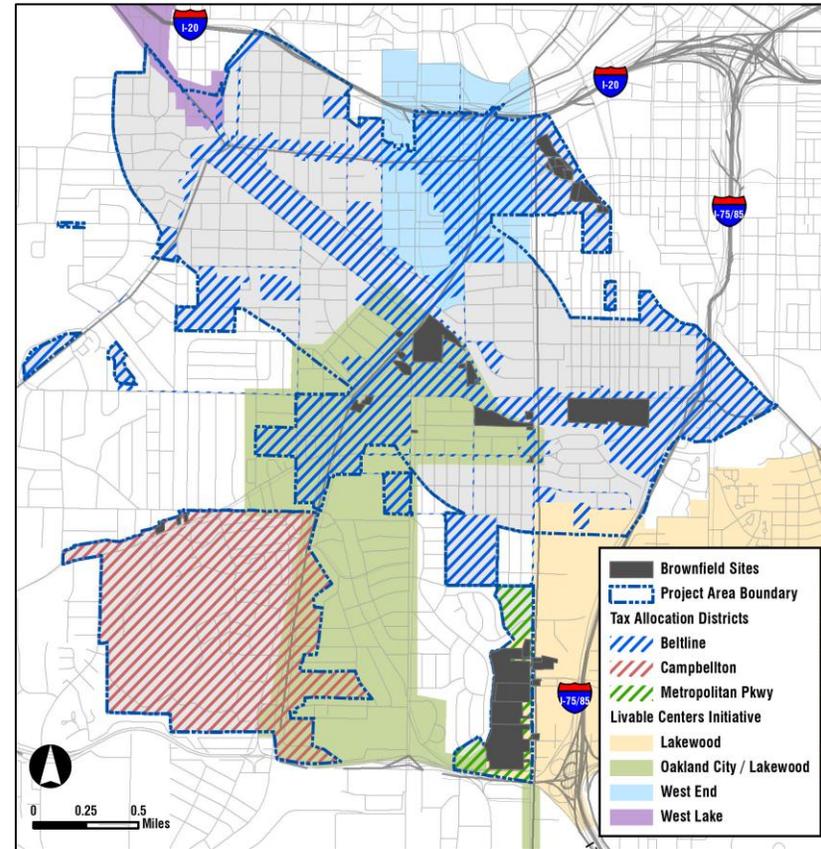
The City of Atlanta’s Brownfields Area-Wide Planning Project Area is 3,282 acres. The project area consists of portions of the BeltLine TAD and Overlay District, Campbellton Road TAD, and Metropolitan Parkway TAD (Table 1). The three TADs are critical public resources for brownfield redevelopment and incentives for attracting necessary private investment. The project area also contains portions of four Livable Centers Initiative (LCI) projects funded by the Atlanta Regional Commission (Figure 5). Together, the TADs and LCI projects are the foundational plans and public resources for brownfield redevelopment in the AWP project area.

Table 1: Project Area TADs and Acres

Project Area	Location Description	Acres
BeltLine TAD and Overlay District		
Subarea 1	Donnelly Ave./White St. and Lee St./Murphy Ave. commercial-industrial corridors south to Ft. McPherson and north to I-20	1,404
Subarea 2	Murphy Triangle; Dill Ave. SW and University Ave. corridors; Capital View Industrial Enterprise Zone; Murphy Ave. corridor south to Ft. McPherson	1,106
Campbellton Road TAD	Ft. McPherson and adjacent commercial-industrial corridors	658
Metropolitan Parkway TAD	Underutilized commercial corridor south of University Ave. and north of Langford Pkwy. (adjacent to I-75/I-85)	114
Total		3,282

Source: Authors

Figure 5: Project Area TADs and LCIs



Source: Authors

WHAT IS A TAX ALLOCATION DISTRICT (TAD)?

Tax Allocation District (TAD) (or Tax Increment Finance (TIF) district) are locally designated areas where increases in future property tax revenue are used to fund current redevelopment projects within the area.

In selecting the AWP project area, the City of Atlanta also considered a number of regionally-significant catalytic projects underway that could initiate and sustain multiple brownfield redevelopment projects and neighborhood revitalization in the project area. These projects are shown in Figure 6. The *Baseline Market Conditions and Site Analysis* (2012) report prepared by the Bleakly Advisory Group includes more information about these initiatives and their potential brownfield redevelopment impacts.

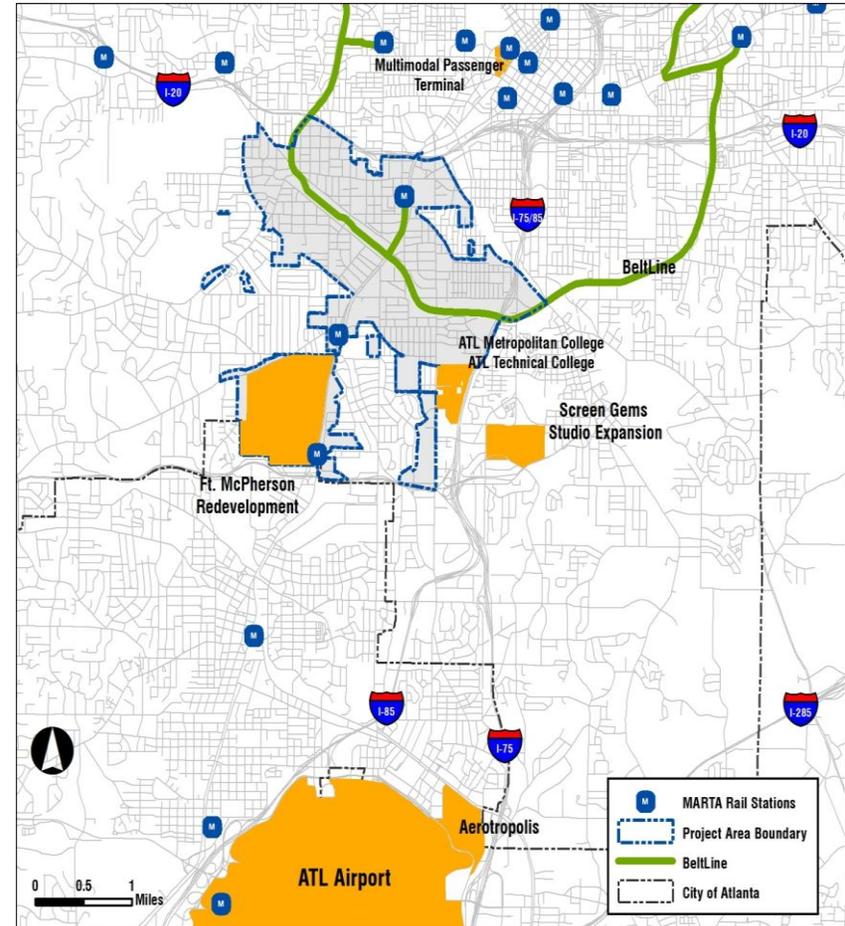
The AWP project area is impacted by multiple brownfields. The City of Atlanta identified 30 known or suspected brownfields totaling approximately 112 acres in its 2010 Brownfields Area-Wide Planning application to U.S. EPA. The city previously identified these brownfields during a community-wide assessment initiated in 2005. The assessment activities were primarily conducted in the neighborhoods along the BeltLine using U.S. EPA Assessment funds, but the city also solicited input from residents and businesses through “Brownfield Nomination Forms” to identify brownfields throughout Atlanta. A summary of the types of brownfields commonly found in the project area is provided in Table 2.

Table 2: Summary of Brownfields in Project Area

Type of Brownfield	Location Description
Auto service and repair	Leaking underground storage tanks (USTs); petroleum releases from repair and salvage
Heavy industry	Historical releases from chemical, battery, and equipment manufacturers
Waste management	Releases of various hazardous substances from waste storage and treatment
Light industry and commercial	Releases of hazardous substances from commercial printers and other service providers; several sites are vacant where structures have been demolished
Warehouse and distribution	Hazardous substances and petroleum releases from train and truck facilities; sites tend to be larger and may have antiquated buildings

Source: Authors

Figure 6: Regional Catalytic Projects In and Adjacent to Project Area



Source: Authors

During the course of the AWP planning process, the City of Atlanta prioritized brownfields in five redevelopment focus areas (Figures 7 and 8):

1. Murphy Triangle
2. Green Enterprise District
3. Metropolitan Yards
4. Crossroads Center
5. Fort McPherson Gateway

Georgia Tech’s case study research supports designating sub-areas, or nodes, within larger area-wide project areas to better coordinate and carry-out future brownfield redevelopment. The nodes are organized according to characteristics that may support the reuse of priority brownfields and expand their benefits into surrounding neighborhoods. Such characteristics include the following:

- Community prioritization of brownfields;
- Previous and existing planning efforts and implementation;
- Location and size of priority and secondary brownfields;
- Proximity of brownfields to one another;
- Infrastructure, urban design, land use, zoning, and other features that contribute to the identity and “sense of place” of areas surrounding priority brownfields; and
- Resources for overcoming barriers to brownfield redevelopment.

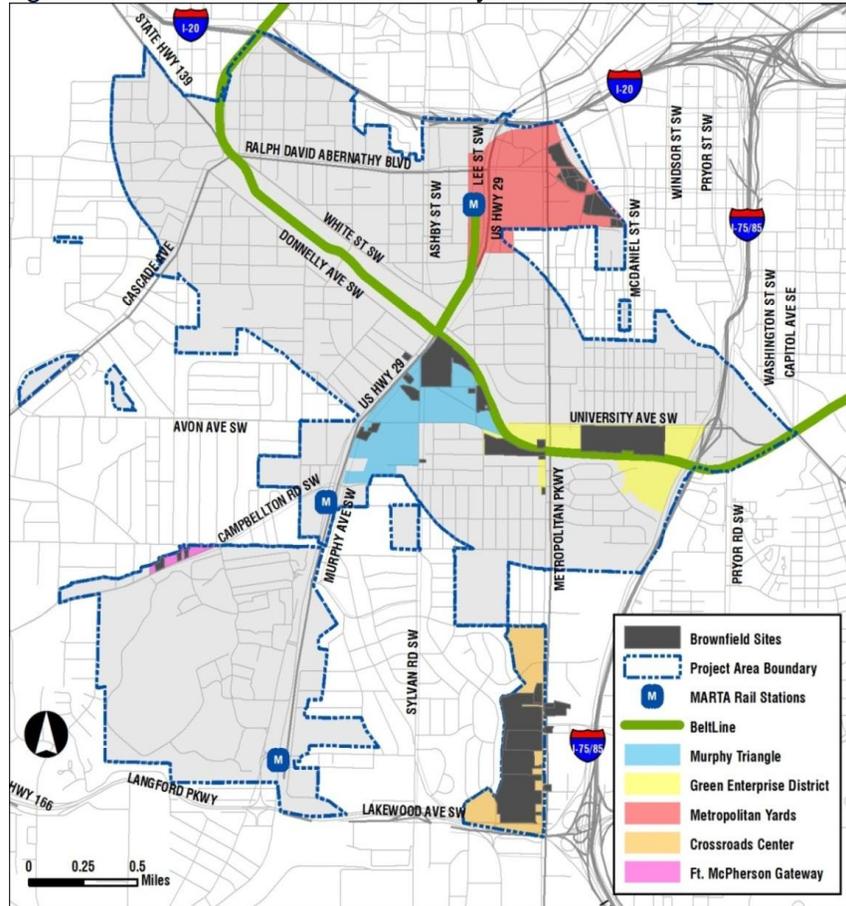
The uncertainty and risk surrounding brownfield redevelopment result in at least four major barriers: 1) issues of legal liability arising from contamination; 2) undetermined costs and time for cleanup; 3) need for funding; and, 4) complex regulatory requirements (McCarthy, 2002). Additionally, the private sector development market often requires higher returns to investors for brownfield projects because of perceived risks (Bartsch & Wells, 2003). The area-wide approach introduces new barriers by expanding the scope of individual brownfield projects. Approaching multiple brownfields and accounting for community-wide redevelopment benefits can result in new economic, social, environmental, and physical considerations in reuse decisions. Figure 9 further delineates barriers to brownfield redevelopment in the framework of area-wide planning.

Figure 9: Typical Barriers to Brownfield Redevelopment



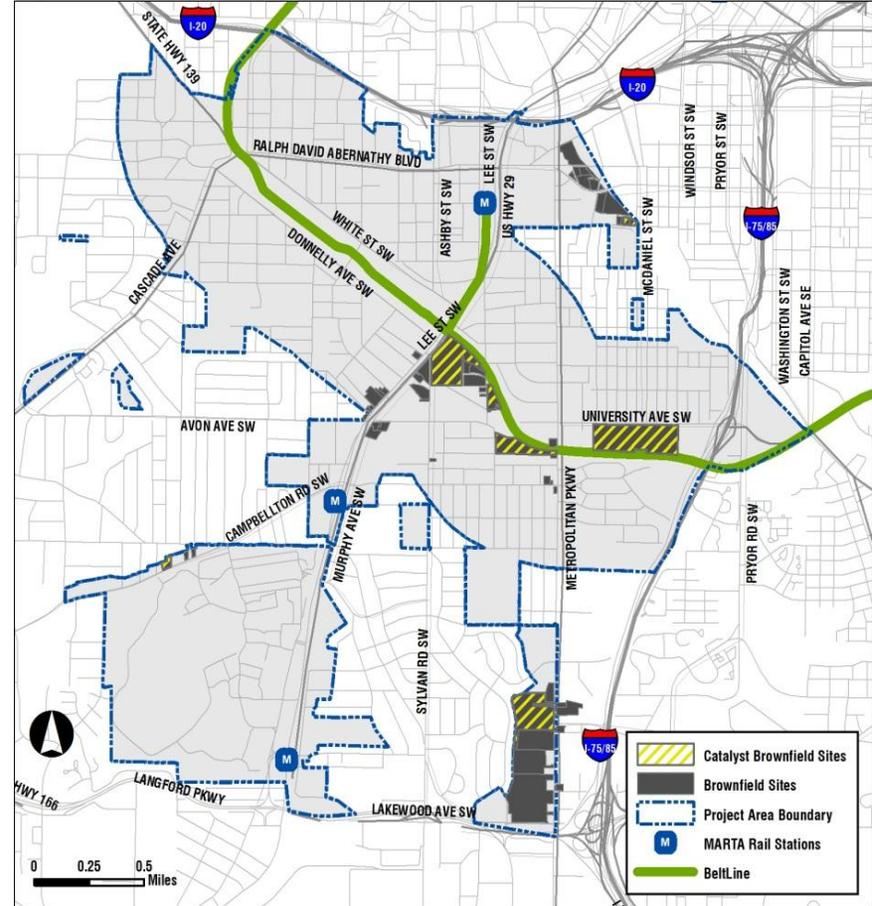
Source: Authors

Figure7: Nodes and Brownfield Sites in Project Area



Source: Authors

Figure 8: Prioritized Brownfield Sites



Source: Authors

Four activities were particularly influential in prioritizing brownfields and nodes. Area residents and businesses that participated in the December 2011 workshop prioritized 14 of the initial 30 brownfields. Following the workshop, Georgia Health Policy Center and Bleakly Advisory Group conducted their studies to further analyze the 14 priority sites and identify additional brownfields in project area. The GHPC provided public health information to help further prioritize the 14 brownfields. As part of the Health Assessment during the summer of 2012, GHPC and local residents completed a “broken windows” survey of blight in the Murphy Triangle and Green Enterprise District. Particularly high scores of blight associated with major structural damage to buildings and homes, trash, graffiti, and other physical signs of crime and “disorder” were assessed immediately adjacent to the larger brownfields and concentrations of vacant properties in the two

nodes (Figures 10 and 11). Bleakly prioritized and ranked 31 brownfields for redevelopment based on analysis of major economic initiatives; and local demographics, employment; industrial, commercial and residential real estate market; and housing and future residential demand (Figure 12).

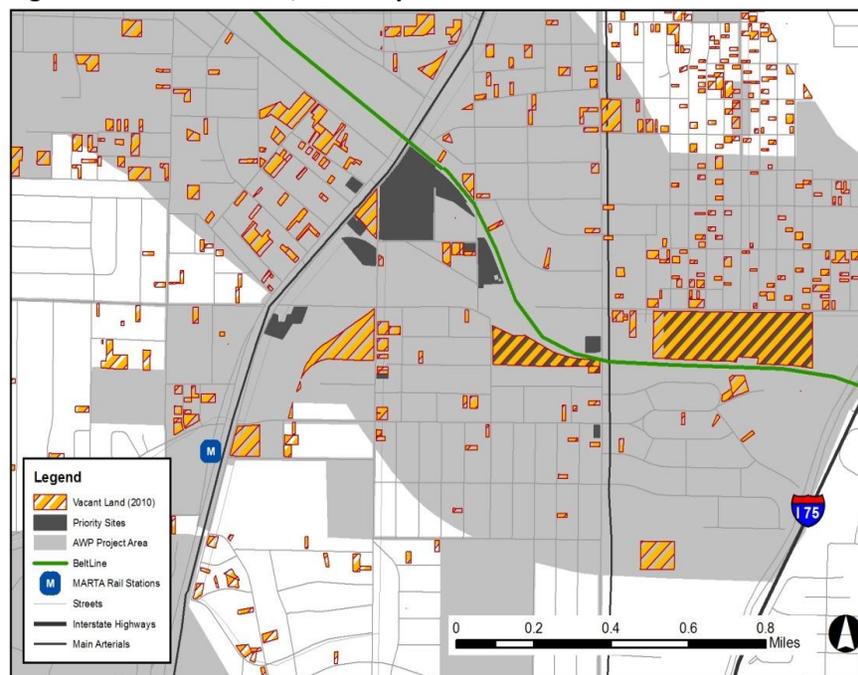
The fourth major contribution to the prioritization process was AMEC’s *Report of Preliminary Environmental Assessment* (2012). AMEC provides additional details from environmental regulatory databases, historical and current property records, and site visits about priority sites and nearby brownfields. AMEC’s assessment identified several other potential brownfields in and around Murphy Triangle, Green Enterprise District, and Ft. McPherson Gateway. AMEC attributed one of six types of “recognized environmental conditions” (RECs) to each of these brownfields (Table 3).

Figure 10: Health Assessment Broken Windows Index Segment Scores



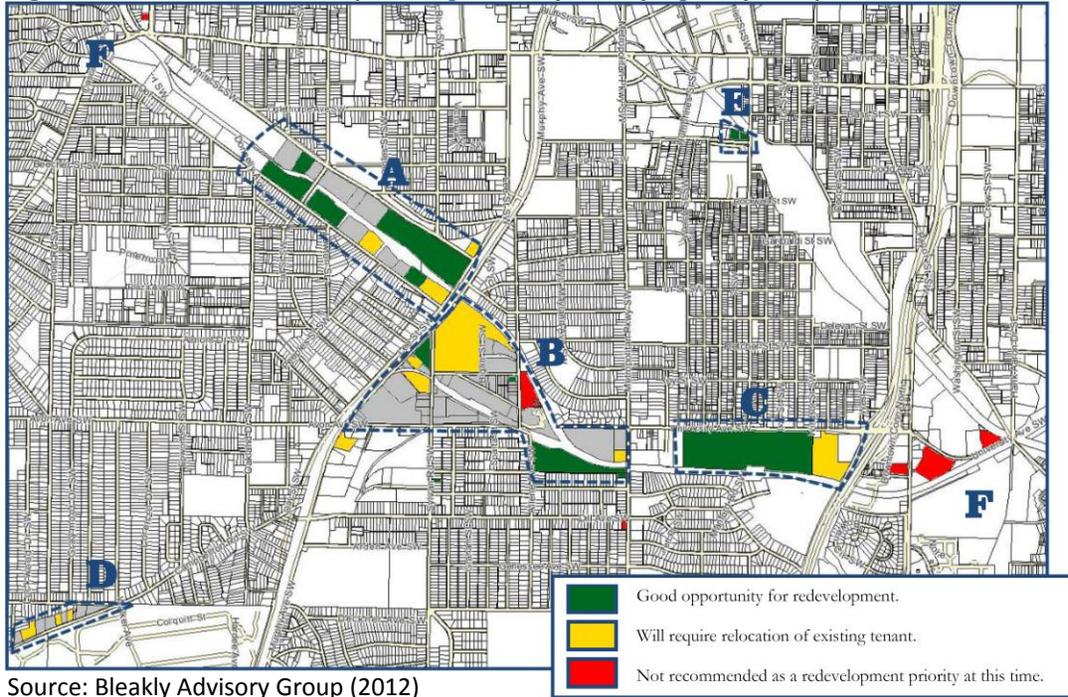
Source: Georgia Health Policy Center (2012)

Figure 11: Vacant Parcels, 2010 City of Atlanta Data



Source: Authors

Figure 12: Brownfield Redevelopment Priorities by Bleakly Advisory Group



Source: Bleakly Advisory Group (2012)

Table 3: Glossary of Recognized Environmental Conditions

Term (Abbreviation)	Definition
Regulated/Active (RA)	Property listed in regulatory database and has an active use
Regulated/Inactive (RI)	Property listed in regulatory database and has active use (vacant)
Regulated/Redeveloped (RR)	Property listed in regulatory database, but has been redeveloped to non-regulated use (e.g., residential)
Suspect/Active (SA)	Property not listed in regulatory database, but appears to be in use by an activity (e.g., a business) of environmental concern
Suspect/Inactive (SI)	Property not listed in regulatory database, but appears to have previously been used for activity of environmental concern
Suspect/Redeveloped (SR)	Property not listed in regulatory database, but appears to have previously been used for activity of environmental concern and has been redeveloped to non-regulated use

Source: AMEC (2012)

NEIGHBORHOOD CONDITIONS

OVERVIEW AND HISTORY

The eleven neighborhoods of the project area are located just southwest of downtown Atlanta (Figure 13). The neighborhoods date back to the late 1800s as Atlanta's southwest suburbs. Historic development of railroads and the industrial warehouses, textile mills, factories, and residential communities that followed in the late 19th century shape existing land use patterns and attribute to current brownfield concerns in the project area. The oldest neighborhoods, West End and Pittsburgh, were bustling commercial centers and residential areas. With the demise of the streetcar system serving Atlanta's historic suburbs, and the shift away from rail in favor of automobile and truck transportation for moving manufactured goods and products, the southwest Atlanta neighborhoods started to suffer economic decline in the early 20th century. The neighborhoods continued to experience disinvestment as industrial and commercial businesses closed in the second half of the 20th century as a result of manufacturing's decline in Atlanta's economy. In recent decades, homeownership and population in the neighborhoods have significantly declined. While some areas have experienced stabilization and new investment, all of the neighborhoods have been particularly hard-hit by the financial crisis and subsequent "Great Recession." Today, there are concentrations of foreclosed and vacant homes, and a number of vacant historic industrial and commercial buildings, and large tracts of vacant and underutilized land zoned for industrial and commercial uses.

Figure 13: Eleven Neighborhoods of Project Area



SOCIOECONOMIC CONDITIONS

POPULATION DEMOGRAPHICS

The *Baseline Market Conditions and Site Analysis* report conducted by Bleakly Advisory Group notes several important demographic characteristics of the Primary Market Area (2012). The study area is comprised of the 11 neighborhoods intersected by the area-wide project area. Table 4 summarizes selected demographic statistics that emphasize barriers to brownfield development in the project area, highlighting the connection between brownfields and the vulnerable populations in the project area.

Table 4: Comparison of Demographic Characteristics

	Primary Market Area	City of Atlanta
Race/Ethnicity		
% Black	90.9%	54.0%
% White	6.0%	38.4%
Educational Attainment		
% No high school degree	22.8%	13.8%
% College degree or above	17.8%	45.0%
Median Household Income	\$26,997	\$41,631

Source: Bleakly Advisory Group (2012)

VACANCY AND BLIGHT

The recent housing crisis and Great Recession greatly affected the project area and surrounding communities. Within the area's census tracts, the number of owner-occupied units decreased 20% between 2000 and 2010, and housing vacancy increased from 10% to 22% during the same period (Neighborhood Nexus, 2012). The report completed by Bleakly reveals that over 13,000 residents left the project area and adjacent neighborhoods between 2000 and 2010—a 22.3% decline in population. Tables 5 and 6 show the change in occupancy and homeownership in the last decade for

the project area. Many vacant homes became sources for illegal metal scrapping. The high vacancy also leads to blight throughout the project area. There are widespread signs of dumping, vandalism, and vegetative overgrowth on sidewalks, streets, and abandoned properties (Figure 14). These conditions exacerbate the negative neighborhood conditions that are barriers to reusing brownfields in the project area.

Table 5: Project Area Housing Units, 2000-2010

	Total Units	Owner- Occupied Units	Renter-Occupied Units
2000	20,672	7,956	10,636
2010	21,752	6,368	10,639
Change	1,080	-1,588	3
% Change	5.2%	-20.0%	0.0%

Source: Neighborhood Nexus (2012)

Table 6: Project Area Vacant Housing Units, 2000-2010

	Total Units	Occupied Units	Vacant Units	Vacancy Rate (%)
2000	20,672	18,592	2,080	10.1%
2010	21,752	17,007	4,745	21.8%
Change	1,080	-1,585	2,665	11.8%
% Change	-5.2%	-8.5%	-128.1%	116.8%

Source: Neighborhood Nexus (2012)

Figure 14: Dumping and Overgrowth at Vacant Properties in Project Area



Source: Authors

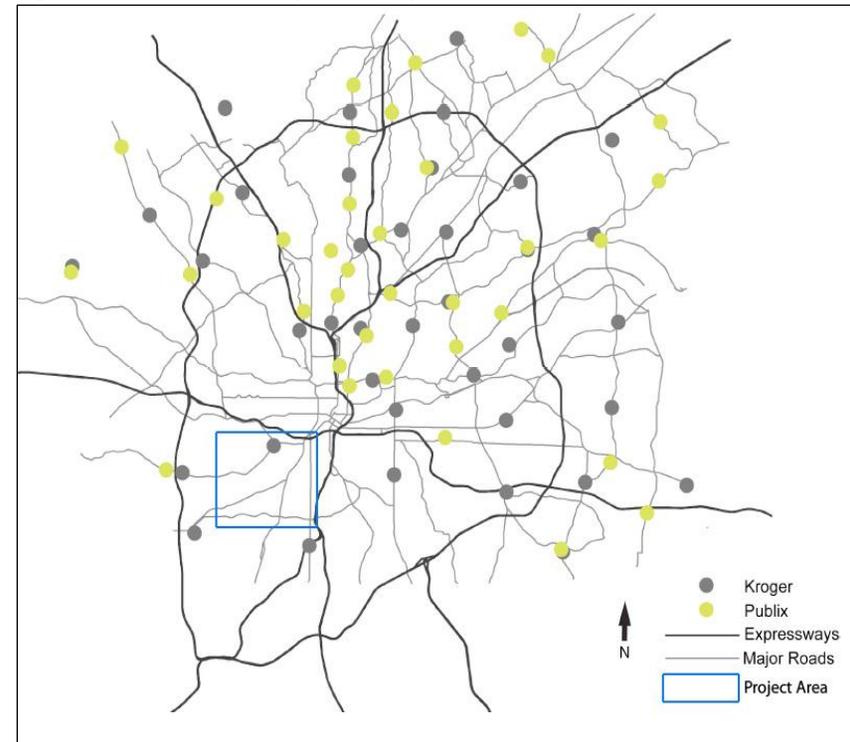
COMMUNITY HEALTH

In the health assessment, Georgia Health Policy Center draws preliminary links between the presence of brownfields in the project area and elevated rates of certain types of cancer, low birth-weights and preterm births, asthma, stroke, and intentional injury (2012). In a June 2012 meeting, residents of the project area noted the most prominent public health concerns as low graduation rates, violence, and obesity. These concerns reflect a need for brownfield redevelopment strategies that address environmental justice and improve social determinants of health which influence the health of community members. The Centers for Disease Control and Prevention (CDC) defines social determinants of health as:

“The circumstances in which people are born, grow up, live, work, and age, as well as the systems put in place to deal with illness. These circumstances are in turn shaped by a wider set of forces: economics, social policies, and politics” (2012).

The GHPC provides several considerations to improve social determinants of health in the project area. Considerations for implementing brownfield redevelopment strategies include addressing high rates of poverty, widespread vacant properties, low formal education attainment, shortage of employment and job training, and lack of public services to support families. Inadequate access to affordable healthy, fresh food is also a concern in the project area as there is only one major grocery store nearby (Figure 15). Lack of convenient and reliable transportation and pedestrian infrastructure also limits access to fresh food for project area residents.

Figure 15: Location of Major Grocery Stores in Metro-Atlanta, 2011



Source: Adapted from Lee (2011)

ECONOMIC DEVELOPMENT CONDITIONS

INDUSTRY DISTRIBUTION BY FIRM AND SALES

The project area has only 1,218 businesses providing 10,184 jobs, and is therefore not a major employment center (Bleakly, 2012). A dominant share of businesses in the project area belongs to the services and retail sectors (Table 7). These, in turn correlate with low growth companies that pay lower wages and provide limited benefits and stability.

Table 7: Industry Distribution of Business Establishments

Business Type	% of Local Industry
Other	26%
Personal Services	9%
Automobile/Gas Stations	8%
Eating and Drinking Places	7%
Miscellaneous Retail	7%
Membership Organizations	7%
Food/General Stores	6%
Construction	5%
Wholesale Goods	5%
Social Services	5%
Real Estate	4%
Business Services	4%
Educational Services	4%
Apparel Stores	3%
Transportation and Warehousing	3%

Source: Bleakly Advisory Group (2012)

Comparing the local firm types in Table 7 with business sales impact shown in Table 8 reveals that while retail and restaurants make up the largest number of firms, wholesale goods and educational services generate the most revenue.

Table 8: Sales by Industry Sector

Business Type	Share of Sales (%)
Other	32%
Wholesale Good	16%
Educational Services	13%
General Merchandise/Food Stores	10%
Automobile Repair/Gas Stations	5%
Eating and Drinking Places	5%
Business Services	5%
Construction	4%
Real Estate	4%
Misc. Retail	3%
Social Services	3%

Source: Bleakly Advisory Group (2012)

BUSINESS START-UP/FAILURE RATE

Table 9 shows the number of businesses, growth rate, loss rate and entry rate for the project area. The entry rate refers to businesses that have either started in or relocated to the project area within the year while the loss rate refers to businesses that have either shut down or relocated outside of the project area. While the loss rate increased between 2008 and 2010, the entry rate rose and the number of new firms increased at a greater rate. This indicates that firms are willing to locate to the project area and may benefit from entrepreneurial support and additional resources to support new or relocating businesses.

Table 9: Business Trends, 2008-2010

Time Period	Number of Businesses	Growth Rate	Loss Rate	Entry Rate
2008	1,241	N/A	N/A	N/A
2009	1,291	4%	22%	26%
2010	1,365	5.70%	26.30%	31.90%
2008-2010	N/A	9.90%	36.30%	46.30%

Source: Reference USA (2010)

WORKFORCE DEVELOPMENT

There is a both a limited number of local employment opportunities and poor diversity of jobs in the project area. Currently, there are only 0.67 jobs per local worker (ACS, 2011). Table 10 shows that the largest percentage of jobs are in services (39%) and retail trade (20%), which tend to provide low skill jobs with less stability and career development options.

To resolve the workforce distribution concerns, there are several public and non-profit agencies offering services in the project area to train the local workforce in jobs requiring higher skills that pay higher wages. These organizations include: The Center for Working Families Inc., Atlanta Workforce Development Agency, Georgia Quick Start, and Go Build Georgia.

Table 10: Jobs by Industry

Category	Project Area	City of Atlanta
Services	39%	45%
Retail Trade	20%	17%
Manufacturing	14%	4%
Transportation, Communications and Utilities	8%	11%
Wholesale Trade	7%	4%
Finance, Insurance, and Real Estate	4%	8%
Government	4%	10%
Construction	3%	2%

Source: Bleakly Advisory Group (2012)

BROWNFIELD REDEVELOPMENT NODE IMPLEMENTATION STRATEGIES

PROJECT AREA NODES AND PRIORITY BROWNFIELDS

The following section contains the nodal strategies for brownfield redevelopment in the project area. The five nodes are:

1. Murphy Triangle
2. Green Enterprise District
3. Metropolitan Yards
4. Crossroads Center
5. Fort McPherson Gateway

The implementation strategy for each node focuses on priority brownfields that are potential catalysts to redevelop other (or secondary) brownfields and revitalize surrounding neighborhoods. Table 11 lists 27 of the priority sites that are the primary focus for the implementation strategies.

Table 11: Priority Brownfields and Acres, by Node

#	Brownfield Name	Acres	Address
1	Georgia Farmers Market	17.9	MURPHY AVE SW
2	Harmon Brothers Charter Service	2.7	1150 ALLENE AVE SW
3	Cut Rate Box Company (Co.)	0.8	1088 MURPHY AVE SW
4	Ace Alignment Co.	0.6	1039 LEE ST SW
5	Southern Protective Products Co.	2.0	1135 SYLVAN RD SW
6	J&W Pallet & Drum Co.	0.3	1121 ALLENE AVE SW
7	Event Drapery	0.9	1024 AVON AVE SW
8	Murphy Ave Drum Site	0.7	1230 MURPHY AVE SW
9	Vick's Auto Service	0.2	1286 SYLVAN RD SW
Total Murphy Triangle		26.0	
1	Annie E. Casey Site	31.4	352 UNIVERSITY AVE SW
2	Exide Battery Site	8.5	1246 ALLENE AVE SW
3	Former Fast Fill Food Mart	1.2	1241 STEWART AVE SW
4	Peters Street Motor	0.2	1273 METROPOLITAN PKWY SW
5	Skye Food Mart	0.5	1341 METROPOLITAN PKWY SW
Total Green Enterprise District		41.8	

Table 11: Priority Brownfields and Acres, by Node (cont.)

#	Brownfield Name	Acres	Address
1	Atlanta Housing Authority building	0.6	749 MC DANIEL ST SW
2	Former American Mop and Equipment Site	1.3	451-471 STEPHENS ST SW
3	Pirkle, Inc.	3.9	598 WELLS ST 574 GLENN ST + 593
4	C & L Used Auto Parts	4.1	RALPH DAVID ABERNATHY 690 HUMPHRIES ST SW + 490 GEORGIA AVE
5	Scrap and Salvage Yards	5.6	
Total Metropolitan Yards		15.5	
1	Lee's Used Tire Center	18.4	1897 METROPOLITAN PKWY SW
2	MetroMart USA	9.4	1919 METROPOLITAN PKWY SW
3	Metro Fitness - Bowling Alley	10.3	1959 METROPOLITAN PKWY
4	Crossroads Center Shopping Center	25.3	2091 METROPOLITAN PKWY SW
5	Vacant Site	1.8	1785 METROPOLITAN PKWY SW
Total Crossroads Center		65.1	
1	A 1 Complete Tire Services Inc.	1.1	1531 CAMPBELLTON RD SW
2	Broadway Package	0.4	1489 CAMPBELLTON RD SW
3	Marathon Food Mart	0.4	1469 CAMPBELLTON RD SW
Total Ft. McPherson Gateway		2.0	
27	Total Priority Brownfields	150.4	

Source: Authors

BROWNFIELD REDEVELOPMENT NODE 1: MURPHY TRIANGLE

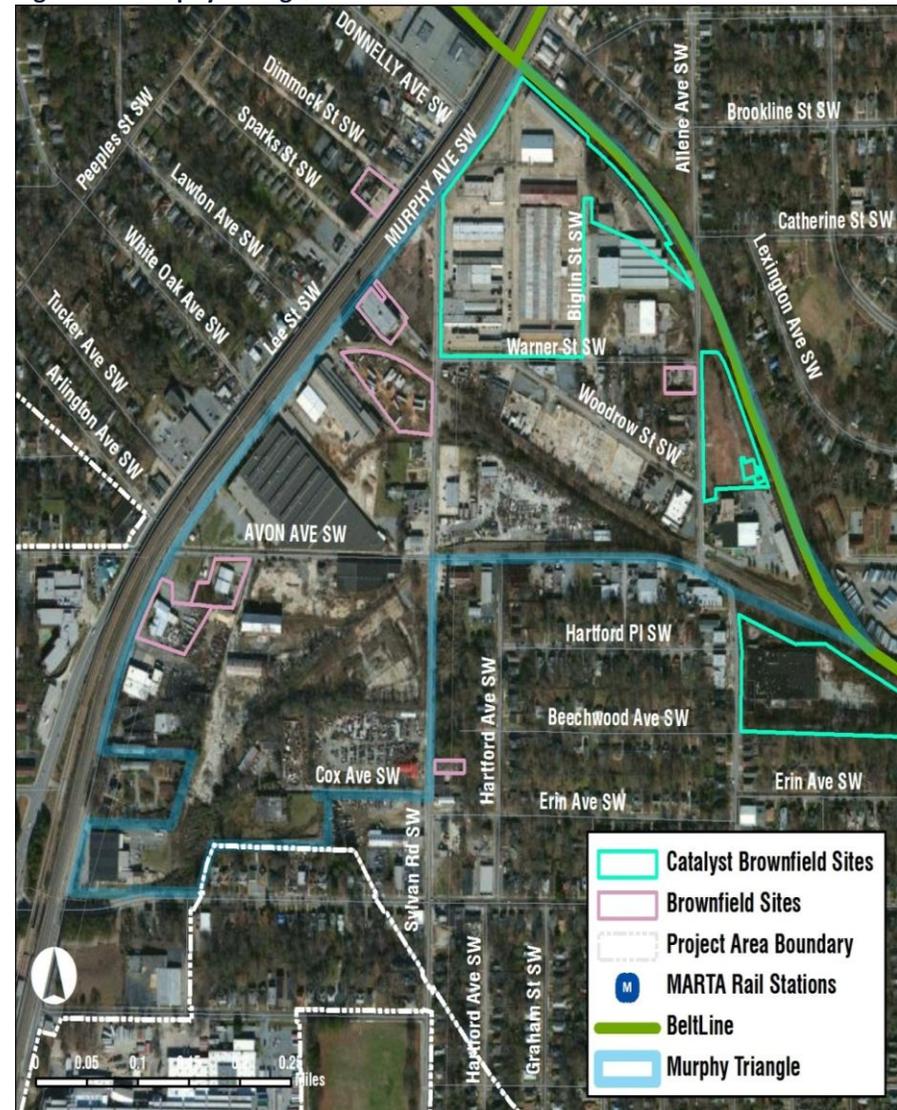
NEIGHBORHOOD REVITALIZATION AND BROWNFIELD ANALYSIS
Murphy Triangle contains approximately 110 parcels totaling 122 acres, and is centrally located in the project area (Figure 16). The node is the highest prioritized node and has the greatest potential for spurring economic revitalization throughout the area's neighborhoods.

Murphy Triangle has several attributes that influence brownfield reuse decisions and possibilities. It is the only place in southwest Atlanta where the BeltLine and MARTA (regional light rail) intersect. Over half of the district is vacant, a number of buildings are obsolete, and clusters of large underutilized industrial properties are or could be available for new ownership and investment. Infrastructure in the node is supportive of mixes of uses, including industrial, but it is generally in poor condition. Interstate access is also limited. Preliminary brownfield environmental assessments indicate possible contamination concerns across multiple properties. These issues contribute to the node's negative perception and are barriers to attracting investment.

The primary end use objective in the node is to revitalize the area for mixed-use development, particularly light and sustainable manufacturing. As such, preserving productive industrial land and supporting manufacturing businesses in a manner compatible with adjacent commercial and residential uses is key to revitalization.

There are nine prioritized sites, totaling 26 acres. The former Georgia State Farmers Market site and the former Harmon Brothers Charter Service site are recommended as catalyst projects. Table 12 summarizes AMEC's preliminary analysis of potential contamination affecting the node's brownfields. Of note is the possible off-site migration of contamination affecting the cleanup of the node's larger and most significant brownfields.

Figure 16: Murphy Triangle



Source: Authors

Table 12: Known and Suspected Brownfields, Murphy Triangle

#	Brownfield Name	Analysis of Contamination	Current Zoning	Current Use	
Priority Brownfields					
1	Georgia Farmers Market	No REC. Potential groundwater contamination from 1066 Murphy Avenue	I1	Vacant Industrial	
2	Harmon Brothers Charter Service	No REC. Arsenic Soil Contamination. Potential for contamination from 1125 and 1131 Allene Avenue	I1	Parkspace	
3	Cut Rate Box Company (Co.)	(RI) REC Off-Site. Potential groundwater contamination from 1066 Murphy Avenue	I1	Manufacturing Warehouse	
4	Ace Alignment Co.	(SI) or (RI) Underground storage tanks may create potential for contamination of groundwater. Potential groundwater contamination from 1066 Murphy Avenue	I1	Vacant Auto Service	
5	Southern Protective Products Co.	(SI) REC (Non-HSI). Potential for contamination from 1066 Murphy Avenue.	I1	Industrial-Auto	
6	J&W Pallet & Drum Co.	On-site and off-site (SI) REC. Potential contamination via groundwater from 1135 Allene Avenue	I1	Vacant Industrial	
7	Event Drapery	On-site and off-site RECs. Potential contamination from 1024 Avon Avenue, 1157 Lee Street, 1163 Lee Street, 1169 Lee Street, 1185 Lee Street, 1191 Lee Street, 1193 Lee Street.	I1	Vacant Commercial	
8	Murphy Ave Drum Site	(SA) REC. (SR) Potential for groundwater contamination from 1024 Avon Avenue, 1157 Lee Street, 1163 Lee Street, 1169 Lee Street, 1185 Lee Street.	I1	Industrial-Auto	
9	Vick's Auto Service	No on-site or off-site REC.	I1	Vacant Commercial	
#	Brownfield Name	Address	Analysis of Contamination	Current Zoning	Current Use
Secondary Brownfields					
1	Georgia Farmers Market	1066 Murphy Avenue	(RI)(Non-HSI-State) Groundwater contamination, trichlorofluoromethane	I1	Vacant Industrial
2	Harmon Brothers Charter Service	1135 Allene Avenue	SI	I1	Auto Station
3	Cut Rate Box Company (Co.)	1024 Avon Avenue	SR	I1	Auto Station
4	Ace Alignment Co.	1157 Lee Street	SR	I1	Cleaners
5	Southern Protective Products Co.	1163 Lee Street	SR	I1	Cleaners
6	J&W Pallet & Drum Co.	1169 Lee Street	SR	I1	Cleaners
7	Event Drapery	1185 Lee Street	SR	I1	Auto Station
8	Murphy Ave Drum Site	1191 Lee Street	SR	I1	Auto Station
9	Vick's Auto Service	1193 Lee Street	UST/SR	I1	Auto Station

Source: Authors and AMEC (2012)

COORDINATION WITH OTHER PLANS

Table 13 summarizes the plans that directly impact the redevelopment of Murphy Triangle. The recent rezoning of Murphy Triangle to I-1 industrial and the ongoing efforts implementing BeltLine Subarea 2 plan, guides many of the suggestions in this implementation strategy.

In late 2012, the City of Atlanta rezoned all sites in Murphy Triangle to I-1, light industrial (City of Atlanta, 2012) in an effort to facilitate a future

mixed-use industrial zoning category for the area. The rezoning from I-2 to I-1 supports light industrial job growth while reducing blight caused by heavy industrial land uses such as junkyards and heavy equipment sales yards. Such zoning is recommended in the latest update to the Atlanta’s Comprehensive Development Plan (City of Atlanta, 2011). Appendices F and G provides further information about pending mixed-use industrial zoning.

Table 13: Plans Consulted, Murphy Triangle

Plan	Relevant Projects
Murphy Triangle Industrial District Ordinance (2012) BeltLine Subarea 2 Master Plan (2011)	<ul style="list-style-type: none"> • Rezoning of 110 parcels from I-2/BL to I-1/BL • Street connectivity and business incubator at Georgia State Farmers Market • Acquisition and development of Murphy Crossing Park • University Avenue extension • Greenway along railway spur • Bicycle connection from Perkerson Park to BeltLine along Allene Avenue
Atlanta Comprehensive Development Plan Update (2011) City of Atlanta Infrastructure Report (2010)	<ul style="list-style-type: none"> • Changing of land use category to allow Mixed-use with industrial uses • Traffic signal projects • Streetscape improvements
Oakland City/Lakewood LCI 5 Year Update (2009)	<ul style="list-style-type: none"> • Streetscape and sidewalk improvements along Allene Avenue • Create neighborhood commercial district at Dill Avenue and Sylvan Road • Conduct brownfield assessment at priority sites, and work with property owners to clean-up brownfields within Murphy Triangle
Oakland City LCI (2004)	<ul style="list-style-type: none"> • High density residential and retail/office district in Murphy Triangle (area bounded by Murphy, Dill, and Sylvan) • New streets through former Georgia State Farmers Market
NPU S Comprehensive Plan (2004)	<ul style="list-style-type: none"> • Trash and debris removal around blighted vacant properties • Greenway system along railroad spurs from Lee to Allene streets

Source: Authors

BROWNFIELD REDEVELOPMENT AND NEIGHBORHOOD REVITALIZATION STRATEGIES

Murphy Triangle will be the focal point for business and workforce development in the entire area-wide project area. Key programs for the node will be the development of a business and workforce center on the Georgia State Farmers Market site, and the expansion of the Murphy Crossing Park from the Harmon Brothers site to sites on the west side of Allene Avenue (Figure 17). Details regarding brownfield redevelopment of these sites can be found in Table 14.

FORMER GEORGIA STATE FARMERS MARKET SITE: BUSINESS AND WORKFORCE CENTER

The future business and workforce center in the Murphy Triangle can serve as the catalyst for business development throughout the entire project area. Intent to sell the Georgia State Farmers Market Site, owned by the State of Georgia, was announced in 2012. However, the City of Atlanta requested that the state delay the sale of the site while its role in the area-wide plan was being developed. The vision for the business and workforce center is to establish programs and operations including a business incubator for light manufacturing businesses, a business advocacy organization, a workforce development office with classroom space, and a real estate marketing/brokerage office. Near-term implementation activities include expanding relationships between businesses and property owners located in Murphy Triangle and leadership from City of Atlanta. A “business council” can later formalize and raise resources for a feasibility study for constructing and ultimately operating the business and workforce center.

A central branding of products manufactured throughout the project area can be framed similar to the “SFMade” campaign in San Francisco. That is, a “Made in ATL” campaign and logo would be developed to market products and promote awareness of locally manufactured goods. Figure 17

contains a suggested Made in ATL logo, created by the Georgia Tech studio. Further details outlining the structure, functions, and timelines of the business and workforce center can be found in Appendix E.

Table 14: Catalytic Brownfields Action Plans, Murphy Triangle

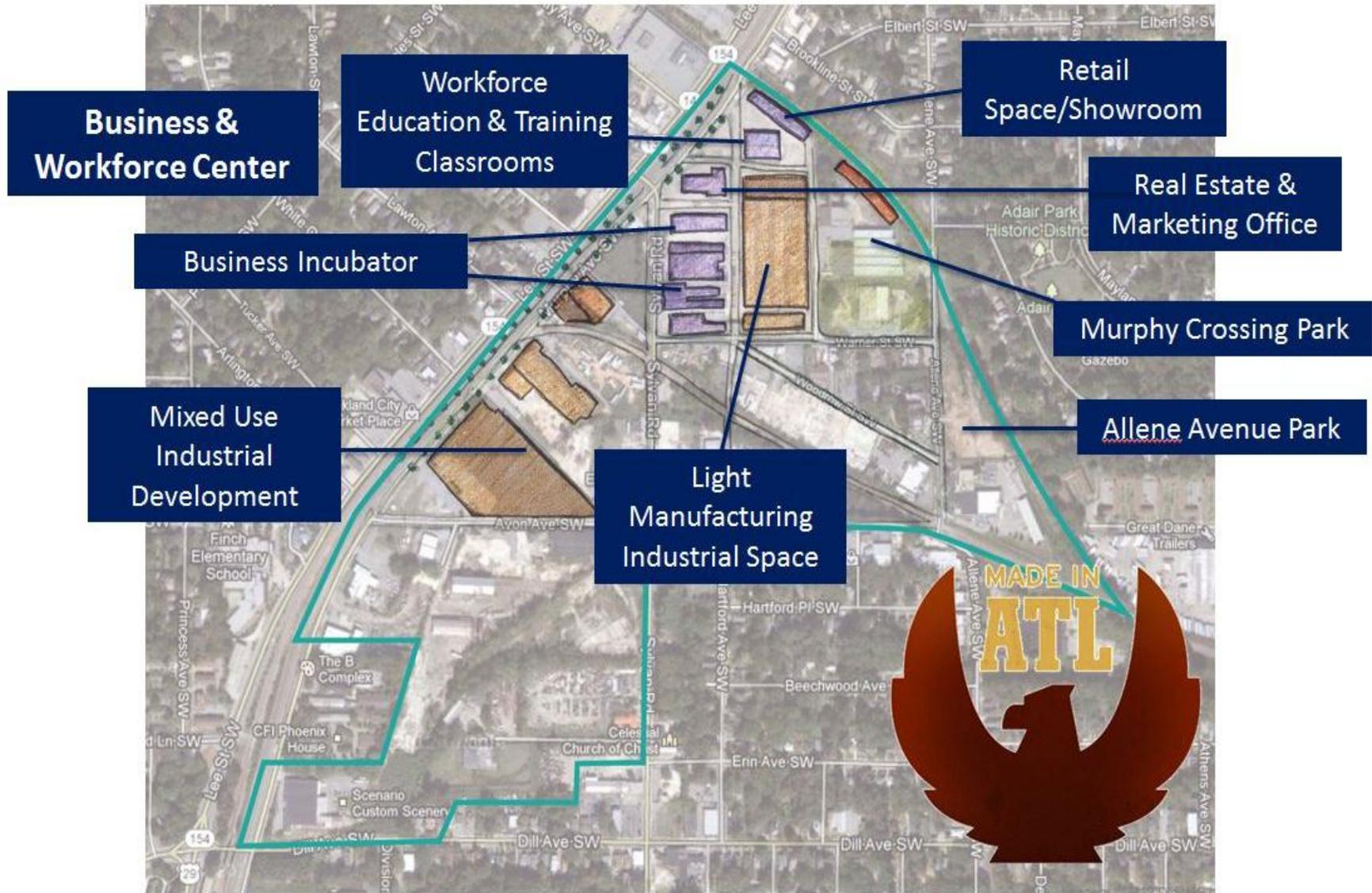
Georgia State Farmers Market		
Actions	Information	Resources
Assessment Performed	<ul style="list-style-type: none"> Preliminary Environmental Assessment for RECs 	Atlanta AWP
Assessment Needed	<ul style="list-style-type: none"> Phase I Assessment, potential need for Phase II Assessment 	Atlanta Sustainable Brownfields Program: Assessment
Cleanup Performed	<ul style="list-style-type: none"> None/Unknown 	None/Unknown
Cleanup Needed	<ul style="list-style-type: none"> Unknown Potential contamination from off-site 	Atlanta Sustainable Brownfields Program: RLF
Demolition	<ul style="list-style-type: none"> Demolition of remaining buildings Retention of historic buildings 	Historic Preservation Tax Credits
Acquisition	<ul style="list-style-type: none"> State-owned Facilitate ownership to new entity (e.g., non-profit organization) 	Economic Development Administration, City of Atlanta/Invest Atlanta, Fulton County, State of Georgia

Table 14: Catalytic Brownfields Action Plans, Murphy Triangle (cont.)

Harmon Brothers Site		
Actions	Information	Resources
Assessment Performed	<ul style="list-style-type: none"> Phase I and II 	U.S. EPA TBA
Assessment Needed	<ul style="list-style-type: none"> None 	None
Cleanup Performed	<ul style="list-style-type: none"> 2 USTs removed Contaminated soil removed 	Atlanta BeltLine
Cleanup Needed	<ul style="list-style-type: none"> Potential contamination from off-site 	Atlanta Sustainable Brownfields Program: RLF
Demolition	<ul style="list-style-type: none"> Demolition activities completed 	Atlanta BeltLine
Acquisition	<ul style="list-style-type: none"> Owned by Atlanta BeltLine 	Atlanta BeltLine

Source: Authors

Figure 17: Priority Sites Redevelopment Concept, Murphy Triangle



Source: Authors

FORMER HARMON BROTHERS CHARTER SERVICE SITE: ACTIVE USE PARK SPACE

With its frontage along the BeltLine and support from community groups and institutions, the urban farm activities that are currently underway at this site should be supported and expanded. Promoting daily activity in an area filled with vacant and derelict land can help reduce the negative perceptions of the district.

TRANSPORTATION IMPROVEMENTS

Establishing and maintaining buffers between land uses between Murphy Triangle's commercial corridors, industrial districts, and residential areas are important for appropriately reusing brownfields and reincorporating the area with adjacent neighborhoods. Additionally, providing safe pedestrian access and connections with the BeltLine are important to revitalizing Murphy Triangle. Opportunities to implement these improvements include investments in future streetscape and bicycle infrastructure, as well as adopting "Crime Prevention Through Environmental Design" (CPTED) guidelines. The proposed University Avenue extension (see Green Enterprise District) that will connect to Avon Avenue is also vital to the success. The extension will provide much needed east-west connectivity for pedestrians, public transit, and truck access to the interstate. A map of recommended transportation improvements for the node is in Appendix A.

KEY COORDINATION AND CAPACITY BUILDING

Completing a feasibility study is critical to a successful launch of the business and workforce center. On average, business incubator feasibility studies take three to six months to complete and cost around \$25,000 (Cochrane, 2011). A quality feasibility study will determine the demand for the incubator and industry limits, and identify potential funding and partnerships. The feasibility study can help obtain grants from the Economic Development Administration (EDA) and other sources. The EDA (Public Works and Economic Development or Economic Adjustment Assistance programs) can fund either half of the cost of a feasibility study or half of the construction costs for a new business incubator. Since construction costs greatly exceed the cost of a feasibility study, EDA funding may be best used to match construction grants. Additional stakeholders and resources are listed in Table 15.

MONITORING AND INDICATORS OF SUCCESS

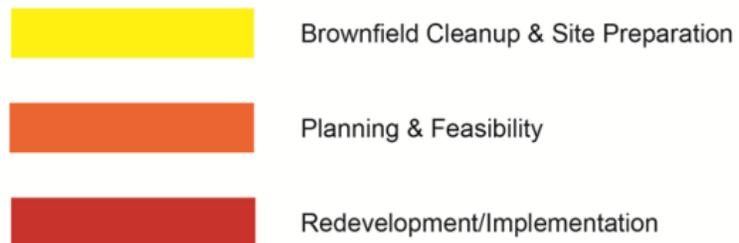
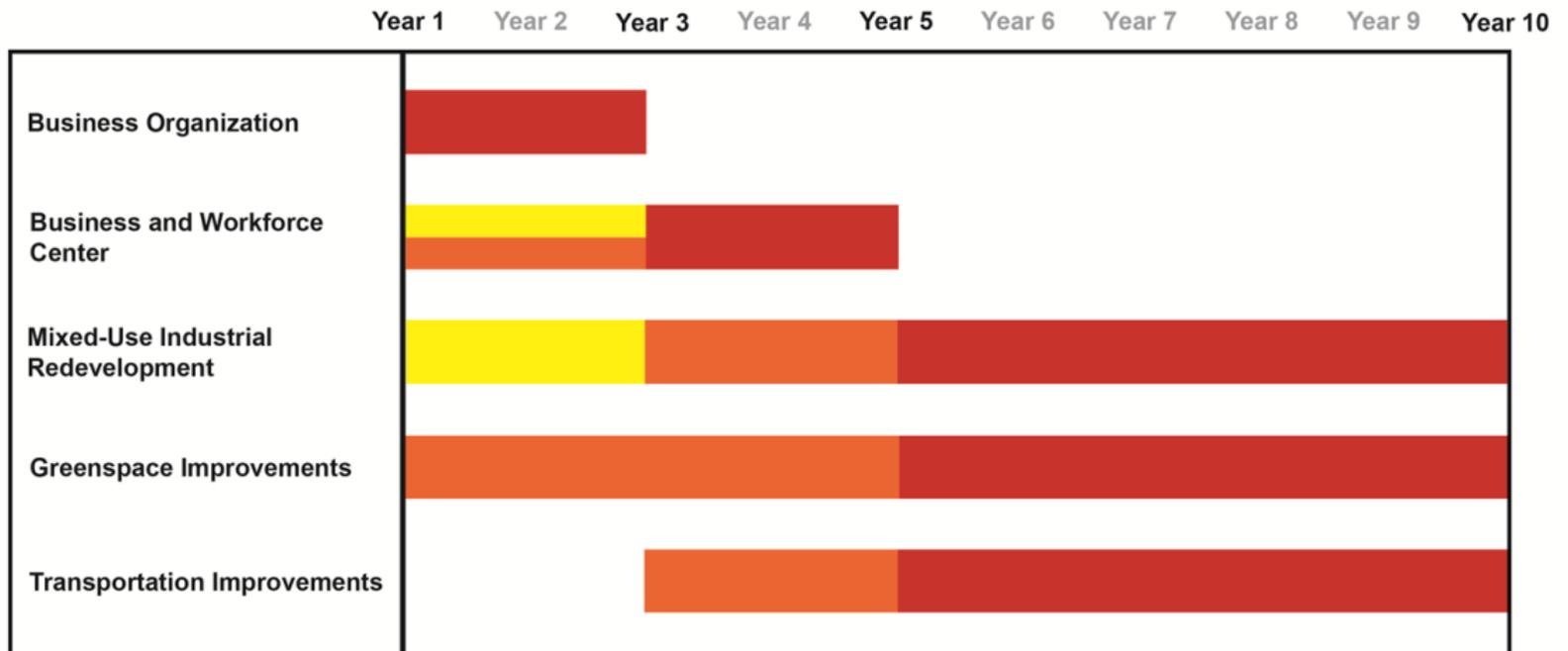
- Business incubator
 - Creation of business incubator
 - Number of graduated businesses
 - Private funding raised for ventures
 - Jobs created by incubator clients
 - Investment in the community by incubator firms
- Workforce center
 - Creation of workforce center
 - Number of local residents trained
 - Percentage of local residents trained and placed in jobs
 - Median income level for residents trained
- Real estate/marketing
 - Number of established firms receiving real estate assistance
 - Number of firms using the “Made in ATL” branding
 - Increase in number of visitors to the area
- Built environment
 - Greenspace acres developed
 - Decrease in vacant buildings and blight (i.e., Broken Windows Index)

Table 15: Key Stakeholders and Resources, Murphy Triangle

Stakeholders	Resources
Atlanta BeltLine, Inc.	Ownership of property, park development
MARTA	Rail station proximity and bus routes
City of Atlanta Fulton County	Public services
State of Georgia	Ownership of State Farmers Market Site
Invest Atlanta Atlanta City Council	Financial incentives Leadership on business organization meeting
Atlanta Workforce Development Authority	
The Center For Working Families Georgia QuickStart Southface	Services to workforce center
Atlanta Metropolitan College Atlanta Technical College	
Access to Capital for Entrepreneurs (ACE) Loans Atlanta Microfund	Financial services to entrepreneurs
SCORE Small Business Development Center (SBDC)	Mentoring for Incubator clients
Georgia’s Manufacturing Extension Partnership	

Source: Authors

Figure 18: Steps for Redevelopment, Murphy Triangle



Source: Authors

BROWNFIELD REDEVELOPMENT NODE 2: Green Enterprise District

NEIGHBORHOOD REVITALIZATION AND BROWNFIELD ANALYSIS

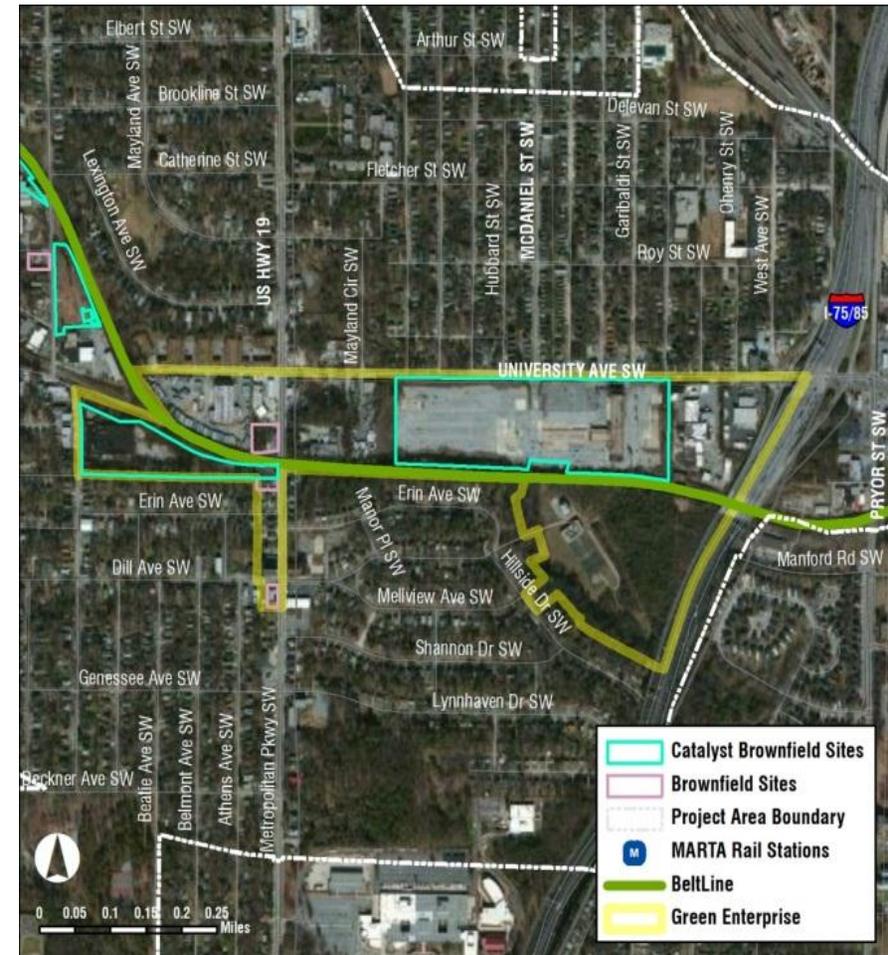
The Green Enterprise District is comprised of 46 parcels and is 117 acres. Five priority redevelopment sites totaling nearly 42 acres have been identified during the AWP process. The node is located immediately to the east of Murphy Triangle along University Avenue and BeltLine corridor. Land uses mainly consist of single-family residential bounded by underutilized industrial land along the BeltLine and (former) rail corridor and commercial development along Metropolitan Parkway (Figure 19).

The node has two catalytic sites, the Annie E. Casey Site (31.4 acres) and the former Exide Battery site (8.52 acres). A number of small brownfields with historic and current uses as commercial laundry/dry cleaners and vehicle service stations are scattered along the node's commercial corridors, particularly Metropolitan Parkway and Dill Avenue (Table 16). This node is highly prioritized due to the presence of large vacant industrial sites fronting the BeltLine and direct interstate access. Brownfields in the node are also targets for ongoing community-based planning efforts and place-based financial incentives.

Brownfield redevelopment and neighborhood revitalization goals for the area include improving public safety and health, and supporting sustainable businesses, fresh food accessibility, and connectivity to the BeltLine

However, this node suffers from a high number of vacancies, foreclosures, and crime. In the "broken windows" survey, the GHPC noted areas of concern in the node immediately adjacent to large brownfields. The preliminary environmental assessment raises the potential for off-site migration of contamination affecting multiple brownfields. The former Exide Battery site is of particular concern because of past enforcement and cleanup, and on-going monitoring. While the node is adjacent to I-75/85, significant improvements to transportation infrastructure are necessary.

Figure 19: Green Enterprise District



Source: Authors

The Annie E. Casey Foundation currently controls the 31-acre University Avenue property. The place-based nonprofit is maintaining the vacant property as it facilitates locally-driven planning efforts to attract new development, and sustainable commercial and industrial industries that can create jobs for area residents. Annie E. Casey works closely with active Pittsburgh neighborhood organizations on area-wide revitalization efforts.

Table 16: Known and Suspected Brownfields, Green Enterprise District

#	Brownfield Name	Analysis of Contamination	Current Zoning	Current Use	
Priority Brownfields					
1	Annie E. Casey Site	On-site RECs. Leaking underground storage tanks, above ground storage tanks. Groundwater contamination.	I1	Vacant Industrial	
2	Exide Battery Site	On-site and off-site RECs (RI) (SI). Soil contamination of lead. State Superfund site, listed on the Georgia Hazardous Site Inventory, Class II.	MR4AC	Vacant Industrial	
3	Former Fast Fill Food Mart	On-site and off-site RECs (SI) (RI). Potential contamination risk from 1246 Allene Avenue. 6 surrounding historical cleaners are not up-gradient to the site	C1	Retail-Gas Station	
4	Peters Street Motor	Off-site RECs. (RI) or (SI). Potential for groundwater contamination from historic dry cleaners properties located southwest of site.	C2	Vacant Commercial	
5	Skye Food Mart	On-site and off-site RECs (SI) (RI). Potential groundwater contamination from dry cleaning west of subject site.	NC-9	Retail-Convenience Store	
#	Brownfield Name	Address	Analysis of Contamination	Current Zoning	Current Use
Secondary Brownfields					
1	Dill Avenue Cleaners	633 Dill Avenue	SI	NC-9	Laundry Cleaners
2	Inman Louis	635 Dill Avenue	SI	NC-9	Laundry Cleaners
3	Paris Crystal Cleaners	637 Dill Avenue	SI	NC-9	Laundry Cleaners
4	Capitol View Cleaners	639 Dill Avenue	SI	NC-9	Laundry Cleaners
5	Hill's Cleaners and Laundry	642 Dill Avenue	SI	NC-9	Laundry Cleaners
6	Capitol View Coin Operated Laundry	676 Dill Avenue	SI	R1	Laundry Cleaners

Source: Authors and AMEC (2012)

COORDINATION WITH OTHER PLANS

Table 17 summarizes the plans that directly impact brownfield redevelopment decisions in the Green Enterprise District. The Connect Atlanta plan and the BeltLine Subarea 2 plan recommend the University Avenue street extension. The BeltLine Master Plan recommends improved street and neighborhood connections for the University Avenue site and former Exide Battery site. There are also recommendations for future transit stations and greenspace in the node.

The Preservation of Pittsburgh Neighborhood Master Plan (2012) outlines community services needed in the area, including a pharmacy, grocery store, employment centers, senior center, and places for youth activities.

The BeltLine Master Plan recommends mixed-use and residential development for the University Avenue and Allene Avenue sites. This may

create a potential conflict with other plans and up-zoning sites raises the issue of significantly higher costs for brownfield cleanup to residential standards. Other plans and community feedback prioritized jobs and employment centers that sustainable industrial and manufacturing jobs may provide.

Table 17: Plans Consulted, Green Enterprise District

Plan	Relevant Projects
Preservation of Pittsburgh Neighborhood Master Plan (2012) BeltLine Subarea 2 Master Plan (2009)	<ul style="list-style-type: none"> • Creation of neighborhood-serving retail • Fresh food access • Street extensions - across University Avenue to the BeltLine • Street connections-University Avenue extension • Pedestrian safety improvements • Mixed-use and residential recommended at 352 University Avenue and former Exide Battery site
Oakland City/Lakewood LCI 5 Year Update (2009)	<ul style="list-style-type: none"> • 240 Multifamily residential units approved on former Exide Battery site: rezoning done from I2 to MR4AC
Connect Atlanta Plan (2008)	<ul style="list-style-type: none"> • Street connections-University Avenue extension
Blueprints for Successful Communities (2006)	<ul style="list-style-type: none"> • Fresh food access • Pedestrian safety improvements along University Avenue • Mixed-use and residential recommended at 352 University Avenue
NPU X Comprehensive Plan (2005)	<ul style="list-style-type: none"> • Higher density and mixed- use neighborhood • Metropolitan Avenue

Source: Authors

BROWNFIELD REDEVELOPMENT AND NEIGHBORHOOD REVITALIZATION STRATEGIES

The Green Enterprise District will be designed as a mixed-use/industrial node incorporating economic development, community spaces, food production, connectivity to the BeltLine trail, and planned transit (Figure 20). The key programs for this node are incorporating sustainable manufacturing facilities, neighborhood-serving retail and transit-oriented development, while remaining sensitive to adjacent residential neighborhoods. Details regarding brownfield redevelopment of key catalytic sites can be found in Table 18.

Crime, vacancy, unemployment, and poverty are especially acute in the Green Enterprise District, and area-wide programs to address these issues will make the area more attractive for redevelopment as well as improving community conditions. The adoption of environmental standards and industrial urban design guidelines (see Appendix F) will enable job-creating reuse while remaining sensitive to residential neighborhoods and transit-oriented development. The proposed University Avenue extension is vital to the success of the Green Enterprise District revitalization, and will provide connectivity to the Murphy Triangle node. A map of recommended transportation improvements in this node is shown in Appendix A.

Benefits of redevelopment to surrounding neighborhoods include reopening spaces that have been previously fenced-off, enabling connections between neighborhoods and the BeltLine trail and transit, and the potential for enhanced community services and local job creation. Redevelopment of priority sites will also create benefits to other brownfield sites by removing a source of potential contamination (i.e. migration of contaminants), and catalyze the development of additional brownfield sites. Transitioning to lighter industrial and mixed uses (see Appendix G) may prevent the creation of future brownfields. Additionally, sensitive urban design guidelines encourage the flexible use and re-use of sites in the future.

An interim step is to continue removing or repairing trip-and-fall hazards, sharp objects, etc., from the University Avenue site. After some cosmetic improvements, the shaded loading docks of the existing historic Ford building can provide interim space for a flea market and other community events. The site's eastern portion could also be used for temporary events. Food trucks, traveling exhibits, festivals, and pop-up retail are a few examples of interim uses. If properly managed, these interim activities can occur while construction and cleanup are completed elsewhere on the site.

This node has a unique potential to improve environmental justice outcomes due to its large catalytic brownfield sites along the BeltLine, major philanthropic initiatives and economic development incentives. Future brownfield redevelopment planning and implementation provide significant opportunities to engage historically disadvantaged groups in the neighborhood, and create opportunities to reduce environmental and health hazards and improve economic inequalities through local employment in quality jobs (e.g., manufacturing).

ANNIE E. CASEY FOUNDATION SITE: FOOD PRODUCTION, SUSTAINABILITY MANUFACTURING AND COMMUNITY USES

The University Avenue site (i.e. the Annie E. Casey Foundation Civic Site) will be designed as a mixed-use/industrial node incorporating food production and aggregation, community spaces, and retail. Given the site's size and access to the Downtown Connector, and economic incentives to promote job creation, the University Avenue site has strong potential for industrial mixed-use development while remaining sensitive to the adjacent residential neighborhoods.

On the eastern side of the University Avenue site, we recommend 100,000-square feet of sustainable, clean manufacturing space to provide quality wages and career opportunities for local residents. Extending Smith Street south through the site would preserve three blocks of space (roughly 360,000 square feet or 600 feet per side). This block size would provide

sufficient room to wrap retail or showroom space around manufacturing space fronting on Smith Street and University Avenue. Multifamily housing, industrial office and research and development (R&D), or additional retail space could be located above the manufacturing space. Due to the site's steep grade change on the south side, upper-levels of future development could have direct access to the BeltLine and front directly onto the new Hillside Park to the south of the site. Design specifications providing noise and vibration control, and strict environmental performance requirements will assure compatibility between uses.

A multi-acre hydroponic lettuce-growing, and processing, packaging, and distribution facility is planned for the western portion of the site. A cooperatively-owned social enterprise will operate the facility. The site is ideally located to produce and distribute fresh food to institutions throughout Atlanta. With launch support provided by the Community Foundation, this facility is envisioned as a catalyst for promoting green enterprises in the AWP project area, and locating symbiotic food production and aggregation businesses, or "food hubs" on site.

The Annie E. Casey site could be an anchor for long-term investments in commercial food production activities in the Green Enterprise District and throughout the AWP project area. Such business development can provide much-needed quality jobs and access to fresh food in the area. Future development on brownfields can include markets for local and regional farmers, and retail space for small food production businesses. For example, if the existing building on University Avenue remains designated as a historic building, it is an excellent candidate for adaptive reuse as an indoor-outdoor market, similar to Detroit's Eastern Market or Cincinnati's Findlay Market.

The intersection of University Avenue and McDaniel Street provides a unique opportunity to serve as a southern gateway to the Pittsburgh community. This location also serves as a potential site to develop the existing businesses along University Avenue into a thriving commercial corridor.

FORMER EXIDE BATTERY SITE: EXPLORING NON-RESIDENTIAL OPTIONS

The site has recently been up-zoned for dense residential development. However, investigations are ongoing to determine the extent and cost of additional cleanup needed on the site. Depending on the results, cleaning up the property to residential safety standards may not be possible without significant subsidies, so downzoning might offer more flexibility. In addition, the site has limited road access, so street network improvements and the planned BeltLine station would improve its marketability. Given the likely higher environmental cleanup costs for residential uses, alternative zoning and land uses, including commercial and sustainable industrial development, allow greater flexibility for reuse and attracting end-users. If industrial businesses do locate to the site, there should be heightened standards for environmental performance, and urban design guidelines (e.g., buffers) to assure compatibility with adjacent residential areas and to support future transit-oriented development along the BeltLine.

Table 18: Catalytic Brownfields Action Plans, Green Enterprise District

Annie E. Casey Foundation Site		
Actions	Information	Resources
Assessment Performed	<ul style="list-style-type: none"> Targeted Brownfield Assessment Phase I and II 	U.S. EPA TBA Annie E. Casey Foundation
Assessment Needed	<ul style="list-style-type: none"> Phase I Assessment, potential need for Phase II Assessment 	Atlanta Sustainable Brownfields Program: Assessment
Cleanup Performed	<ul style="list-style-type: none"> Abatement of building materials prior to demolition 	Annie E. Casey Foundation
Cleanup Needed	<ul style="list-style-type: none"> Groundwater remediation 	U.S. EPA Site-Specific Cleanup Grant (FY2013)- Annie E. Casey Foundation
Demolition	<ul style="list-style-type: none"> Some demolition completed Demolition of remaining buildings Retention of historic buildings 	Historic Preservation Tax Credits Annie E. Casey Foundation
Acquisition	<ul style="list-style-type: none"> New ownership depending on end-use and current ownership decisions 	City of Atlanta/Invest Atlanta BeltLine TAD Industrial Enterprise Zone

Table 18: Catalytic Brownfields Action Plans, Green Enterprise District (cont.)

Exide Battery Site		
Actions	Information	Resources
Assessment Performed	<ul style="list-style-type: none"> Preliminary Environmental Assessment for RECs 	Atlanta AWP
Assessment Needed	<ul style="list-style-type: none"> Phase I and II 	None
Cleanup Performed	<ul style="list-style-type: none"> Enforcement and cleanup action (2006-09) 	Potentially Responsible Party (PRP)
Cleanup Needed	<ul style="list-style-type: none"> Unknown 	Unknown
Demolition	<ul style="list-style-type: none"> Existing building 	Unknown
Acquisition	<ul style="list-style-type: none"> Change zoning Potentially facilitate new ownership 	City of Atlanta

Source: Authors

Figure 20: Priority Sites Redevelopment Concept, Green Enterprise District



Source: Authors

KEY COORDINATION AND CAPACITY BUILDING

In implementing a reuse strategy for the University Avenue site, it is recommended to coordinate extensively with the Annie E. Casey Foundation, who is initiating a visioning process for the site in 2013. Additionally, implementation of the recommended food production facility will require coordination with the Atlanta Wealth Building Initiative to determine appropriate site ownership, when construction can begin, and creating a job pipeline. Additional key stakeholders and resources are provided in Table 19.

Whether the existing building on the Annie E. Casey site could contribute to a historic district will impact the site’s redevelopment options, phasing, costs, and funding sources. We recommend pursuing Historic Rehabilitation Tax Credits and Community Development Block Grants to defray the building’s rehabilitation costs.

Cost estimates for the University Avenue extension have been developed during the BeltLine subarea planning process. Based on national examples of federal transportation funding applied to brownfield redevelopment projects, we recommend applying for funding under the U.S. DOT Surface Transportation Program or Congestion Mitigation and Air Quality funding programs. Furthermore, the US Economic Development Administration has in past years provided public works and economic development grants that range from \$500,000 to \$2 million for infrastructure projects that provide industrial and economic development. Framing the transportation project in light of the planned business incubator and green enterprise areas may help to leverage these funds. The installation of transit amenities such as bus shelters and pedestrian improvements should be coordinated with MARTA and the City of Atlanta to improve pedestrian safety and access within the project area.

Table 19: Key Stakeholders and Resources, Green Enterprise District

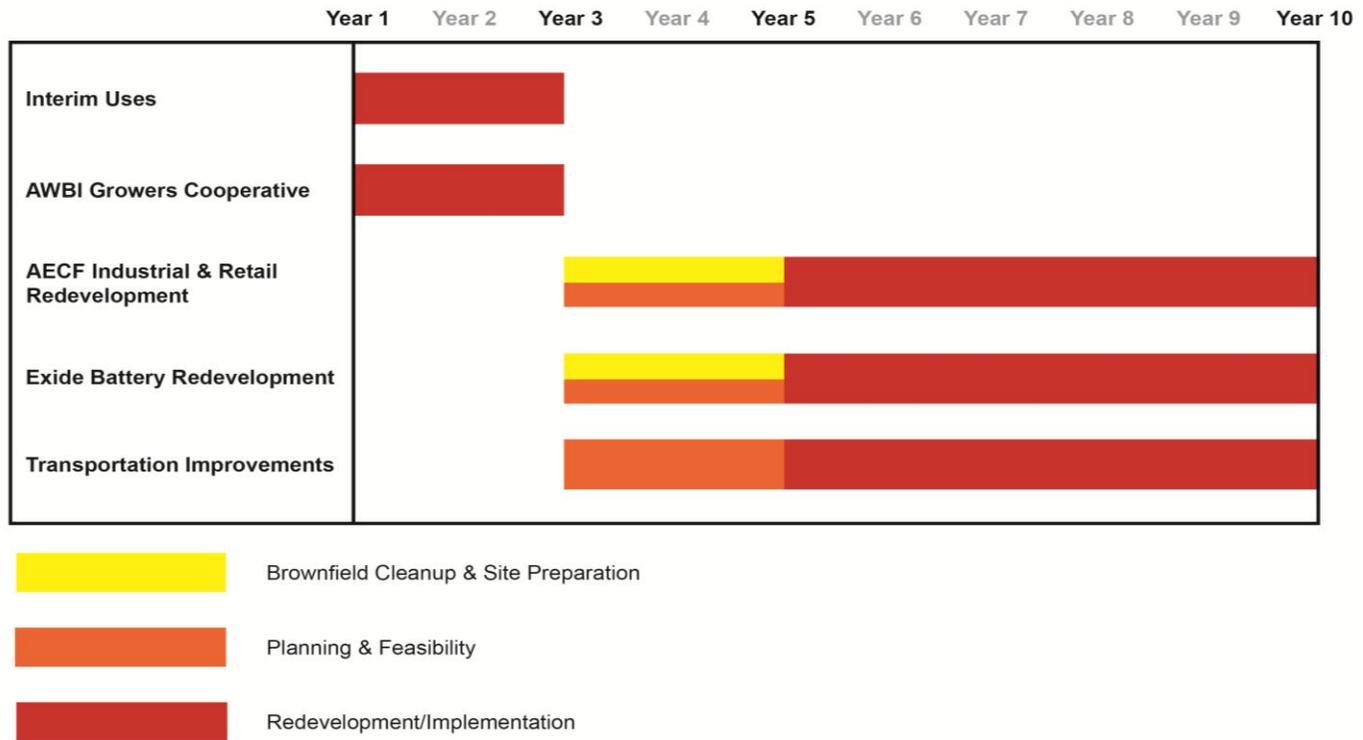
Stakeholders	Resources
Annie E. Casey Foundation	Property ownership and community services
City of Atlanta	Municipal services
US Department of Agriculture	Financial incentives for food production
Atlanta BeltLine, Inc.	Park development, coordination for transportation projects
Atlanta Regional Commission	Coordination for transportation projects
Atlanta Wealth Building Initiative	Coordination for food production facility
Capital View Industrial Enterprise Zone	Financial incentives
The Center For Working Families	Workforce development
The Community Foundation for Greater Atlanta	Financial incentives
Enterprise Community Partners	Enterprise Community Loan Fund (Land assembly)
Federal Highway Administration	Coordination for transportation projects
Georgia Department of Community Affairs	Financial incentives
Georgia Department of Transportation	Coordination for transportation projects
Invest Atlanta	Financial incentives
MARTA	Bus routes proximity, coordination for transit amenities
National Park Service	Financial incentives for historic properties
Pittsburgh Community Improvement Association	Community services

Source: Authors

MONITORING AND INDICATORS OF SUCCESS

- Sustainable manufacturing
 - Number of manufacturing tenants attracted
 - Establishment of family-supporting wage targets
 - Viable rents for manufacturing
 - Adoption of a local hiring agreement
 - Adoption of green building standards and urban industrial design guidelines
- Economic development
 - Number of local jobs created
 - Creation of cooperative-owned and operated businesses
- Environmental, health and safety
 - Number of brownfields remediated
 - Reduction in vacancy and crime
 - Creation of permanent or interim-use fresh food outlet

Figure 21: Steps for Redevelopment, Green Enterprise District



Source: Authors

BROWNFIELD REDEVELOPMENT NODE 3: METROPOLITAN YARDS

NEIGHBORHOOD REVITALIZATION FOCUS AREA

Metropolitan Yards is a district comprised of approximately 60 parcels, totaling 160 acres located just southwest of downtown Atlanta at the juncture of the Adair Park, Pittsburgh, and Mechanicsville neighborhoods. Bordering the node are the Columbia Mechanicsville residences, the Heritage Station multi-family housing development, the Norfolk-Southern rail line, the Metropolitan former warehouses, and I-20 (Figure 22). The node lies within walking distance of significant housing stock, the West End MARTA station, and the BeltLine spur.

Significant businesses in the node include the large Metropolitan artisan lofts, and several scattered used tire shops, auto repair shops, and scrapyards. Large-scale recycling and salvage industries are prominent along the Norfolk-Southern rail line. While recycling and scrapyards provide a valuable industrial service, they employ relatively few people for the large tracts of land they occupy, and they are sources of blight. The conditions of the salvage yards, combined with limited accessibility and poor pedestrian infrastructure surrounding the properties create barriers to investment in the node. Preventing the recycling and scrapyards from turning into future brownfields, and transitioning their uses to more sustainable and productive industrial activities are critical long-term activities to revitalizing the node. More immediate activities for brownfield redevelopment in the area include improving the area's connectivity and physical space.

There are 5 priority sites in the node, totaling 15.5 acres. Of these, the Atlanta Housing Authority (AHA) and American Mop sites are recommended as catalyst projects, while the salvage yards are recommended as a long-term, transitional priority. Over 200 industrial jobs

Figure 22: Metropolitan Yards



Source: Authors

were lost in the node when Stevens Graphics facility, a large-scale printing press, closed in late 2009. This site was identified during the AWP process as secondary brownfield priority because of contamination concerns arising during future redevelopment activities, especially if the buildings remain vacant for a long time. Table 20 summarizes these priority and secondary brownfields in the Metropolitan Yards node, as well as current use and current zoning.

Table 20: Known and Suspected Brownfields, Metropolitan Yards

#	Brownfield Name	Analysis of Contamination	Current Zoning	Current Use	
Priority Brownfields					
1	Atlanta Housing Authority building	Unknown	I2	Industrial Vacant	
2	Former American Mop and Equipment site	Unknown	I2	Vacant Lot	
3	Pirkle, Inc.	Unknown	I2	Metal Recycling/Salvage Yard	
4	C & L Used Auto Parts	Unknown	I2	Salvage Yard	
5	Scrap and Salvage Yards	Unknown	I2	Salvage Yard	
#	Brownfield Name	Address	Analysis of Contamination	Current Zoning	Current Use
Secondary Brownfields					
1	Steven Graphics, Inc.	713 Ralph David Abernathy	Unknown	I-2	Industrial Vacant

Source: Authors

COORDINATION WITH OTHER PLANS

The implementation strategy for Metropolitan Yards focuses on enhancing connectivity and improving existing infrastructure around priority brownfields. Recent planning efforts provide several recommendations and should guide future implementation (Table 21).

More specific to the priority sites in this node are the concepts of better transitioning the land uses between the salvage yards and surrounding uses, and utilizing the AHA site as a gateway to the Pittsburgh neighborhood and mixed-use industrial district north of the site— suggestions made in the 2012 *Plan for the Preservation of Pittsburgh* and the 2009 studio report from Georgia Tech regarding sustainable industry.

Table 21: Plans Consulted, Metropolitan Yards

Plan	Relevant Projects
Preservation of Pittsburgh Neighborhood Master Plan (2012)	<ul style="list-style-type: none">• AHA/American Mop site as a gateway• Pedestrian improvements to railroad crossing on McDaniel Street across the Norfolk Southern line
BeltLine Subarea 1 Master Plan (2010)	<ul style="list-style-type: none">• Street connectivity through the Metropolitan• Street connectivity through the salvage yards• Public art installation along Ralph David Abernathy/Metropolitan Parkway near the Metropolitan
A Plan for Industrial Land and Sustainable Industry in the City of Atlanta (Georgia Tech, 2009)	<ul style="list-style-type: none">• BeltLine spur to West End MARTA• Transition of salvage yards
Mechanicsville Neighborhood Plan (2004)	<ul style="list-style-type: none">• AHA/American Mop site as a gateway• Redevelopment project (HOPE VI) east of the node

Source: Authors

BROWNFIELD REDEVELOPMENT AND NEIGHBORHOOD REVITALIZATION STRATEGIES

The end use concept envisioned for Metropolitan Yards is shown in Figure 23. This area will build on the established success of the Castleberry Hill neighborhood (just to the north) and The Metropolitan. By maintaining the node's current industrial character, enhancing access, and developing potential studio, loft, and mixed-use opportunities, the implementation strategy supports the development of Metropolitan Yards as an artist-industrial district with enhanced connectivity and greater access to retail.

Transitioning large parcels occupied by existing salvage yards to more sustainable industrial uses and "neighborhood-friendly" development is critical to the success of revitalizing the Metropolitan Yards. Adopting Industrial Urban Design Guidelines (see Appendix F) within the node will foster a more functional, attractive, and marketable built environment.

Improving connectivity throughout the Metropolitan Yards node is particularly important to redeveloping brownfields. Future implementation activities should involve introducing street and sidewalk extensions, additions, and improvements. In some cases, the current right of way could be abandoned around small, oddly shaped parcels. Providing new open space parallel to the Norfolk Southern line, as well as incorporating the rail lines into productive public spaces and branding the area, may create safer environments for pedestrians and cyclists and better connect residents to the BeltLine spur and West End MARTA station.

AHA BUILDING AND FORMER AMERICAN MOP SITE: POTENTIAL MIXED-USE DEVELOPMENT

The Metropolitan Yards node has large portion of land that comprises of industrial and residential use, but there is a limited amount of commercial activity, especially surrounding the Heritage Station community. The AHA and American Mop sites are well situated to be gateways into the Pittsburgh neighborhood. Due its proximity to a large share of multi-family

housing stock, reuse of the sites should include a mix of uses, including compatible industrial businesses, or commercial and neighborhood retail that can serve the basic needs of surrounding residents. The first step to redeveloping the sites will involve convening property owners, particularly the Atlanta Housing Authority, and assessing potential environmental contamination.

TRANSITIONING SCRAPYARDS AND PREVENTING FUTURE BROWNFIELDS

The City of Atlanta and State of Georgia must coordinate policy tools to reduce the potential impacts of salvage operations in the Metropolitan Yards and surrounding neighborhoods. This includes consistent enforcement of current regulations to ensure the businesses are meeting code requirements, particularly with respect to businesses' fences abutting the sidewalks.

A transition strategy for the salvage yards should also be considered, with an eye toward more advanced and sustainable industrial activities that can support additional jobs while reducing nuisances often associated with salvage operations. Should current operations cease, more advanced recycling processes could be attracted to the sites and provide quality employment opportunities. Alternatively, a zoning change (similar to Murphy Triangle) to mixed-use industrial could be considered to prevent future use of the land as scrap yards and facilitate breaking up the superblocks with street connections, while still maintaining industrial employment. In the near-term, the salvage yards should be encouraged to build warehouses that can better shield the metal from the elements and the public.

Steps to address the blighting conditions around the salvage yards include: expanding public easements along the sidewalks bordering the salvage yards; enhanced screening and streetscaping, and new buildings and equipment on the salvage yards to minimize visual blight and noise.

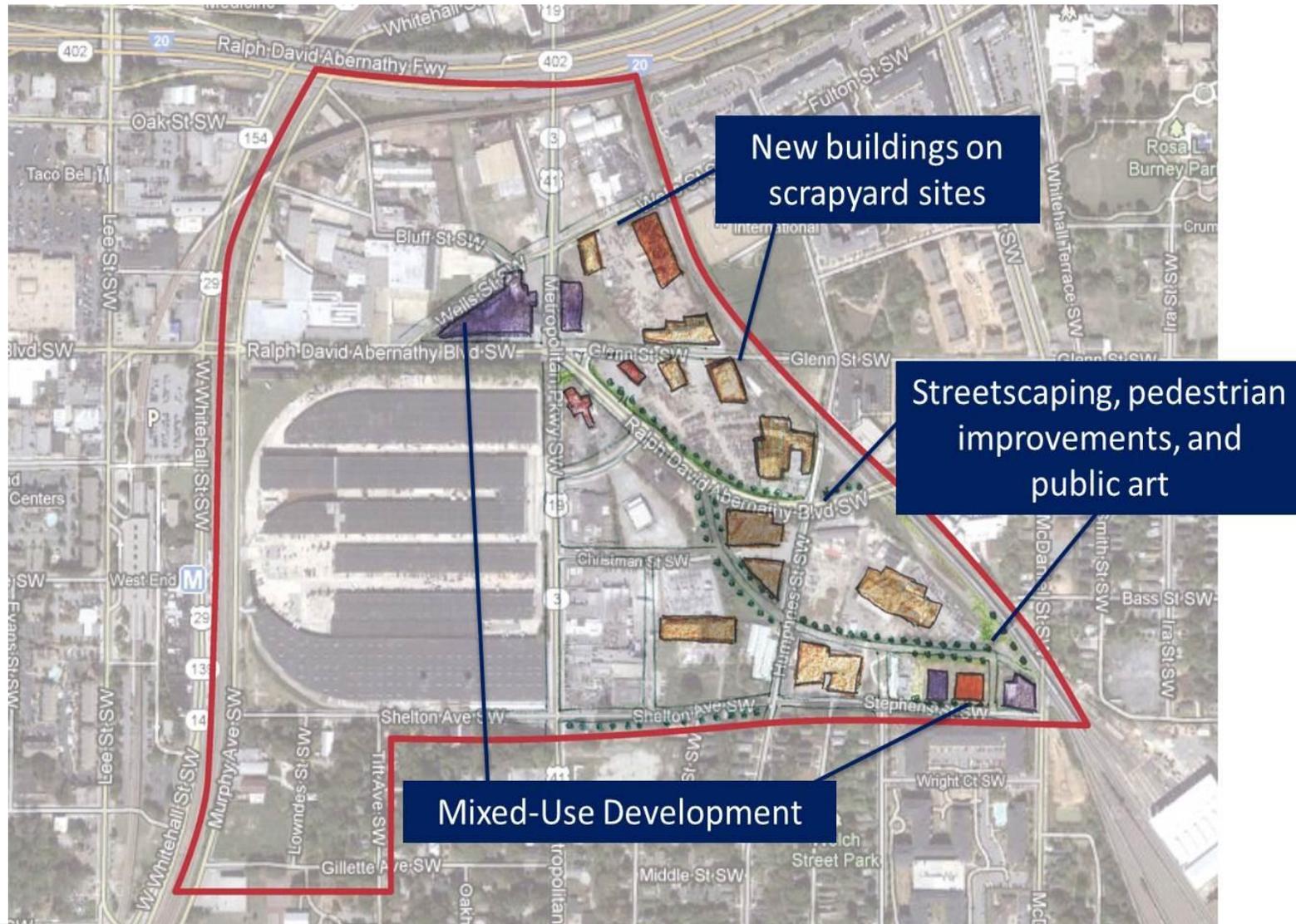
With respect to Stevens Graphics, the City of Atlanta, community partners, and the owner of the Stevens Graphics facilities should immediately establish a brownfield prevention strategy. While the property is actively marketed for re-use, measures should be taken to assure that the facility does not fall into disrepair or impact surrounding communities.

Action steps for the Atlanta Housing Authority and American Mop and Equipment sites are listed in Table 22.

Table 22: Catalytic Brownfield Site Action Plans, Metropolitan Yards

Atlanta Housing Authority Site		
	Information	Resources
Assessment Performed	None	
Assessment Needed	Phase I Assessment, potential need for Phase II Assessment	EPA Targeted Brownfield Assessment
Cleanup Performed	None	
Cleanup Needed	TBD	City of Atlanta Revolving Loan Fund
Demolition Plans	May qualify as historic building	Historic Preservation Tax Credits
Acquisition	Owned by Atlanta Housing Authority; Prospective buyer may be eligible for the limited liability under the state program	
American Mop Site		
	Information	Resources
Assessment Performed	None	
Assessment Needed	Phase I Assessment, potential need for Phase II Assessment	
Cleanup Performed	None	
Cleanup Needed	TBD	City of Atlanta Revolving Loan Fund, Atlanta BeltLine
Demolition Plans	None-Already Occured	
Acquisition	1 parcel owned by A Game Invenstment, LLC; 2 parcels owned by New Day Financial LLC	Economic Development Administration, City of Atlanta, Fulton County, State of Georgia

Figure 23: Priority Sites Redevelopment Concept, Metropolitan Yards



KEY COORDINATION AND CAPACITY BUILDING

Coordination among property owners and stakeholders involved in transportation planning and infrastructure improvements will be critical future brownfield redevelopment in Metropolitan Yards. In particular, it will be important to coordinate investments made by Atlanta Housing Authority, BeltLine, and the City of Atlanta through capital improvements in and around the area. Additionally, the State of Georgia will be a key partner in regulating and effectively preventing the area’s salvage yards into becoming brownfields that prevent area-wide revitalization. Additional stakeholders and resources are listed in Table 23.

Table 23: Key Stakeholders and Resources, Metropolitan Yards

Stakeholders	Resources
Adair Park Today	
Mechanicsville Civic Association	Neighborhood-level input and planning, coordination for redevelopment projects
Pittsburgh Community Improvement Association	
West End Neighborhood Development	
Atlanta Housing Authority	Ownership of property
Georgia Department of Transportation	Coordination for transportation projects
Georgia State Assembly	Regulatory power
Norfolk Southern	Ownership of property
The Metropolitan	Ownership of property, hub for artist-industrial employment

Source: Authors

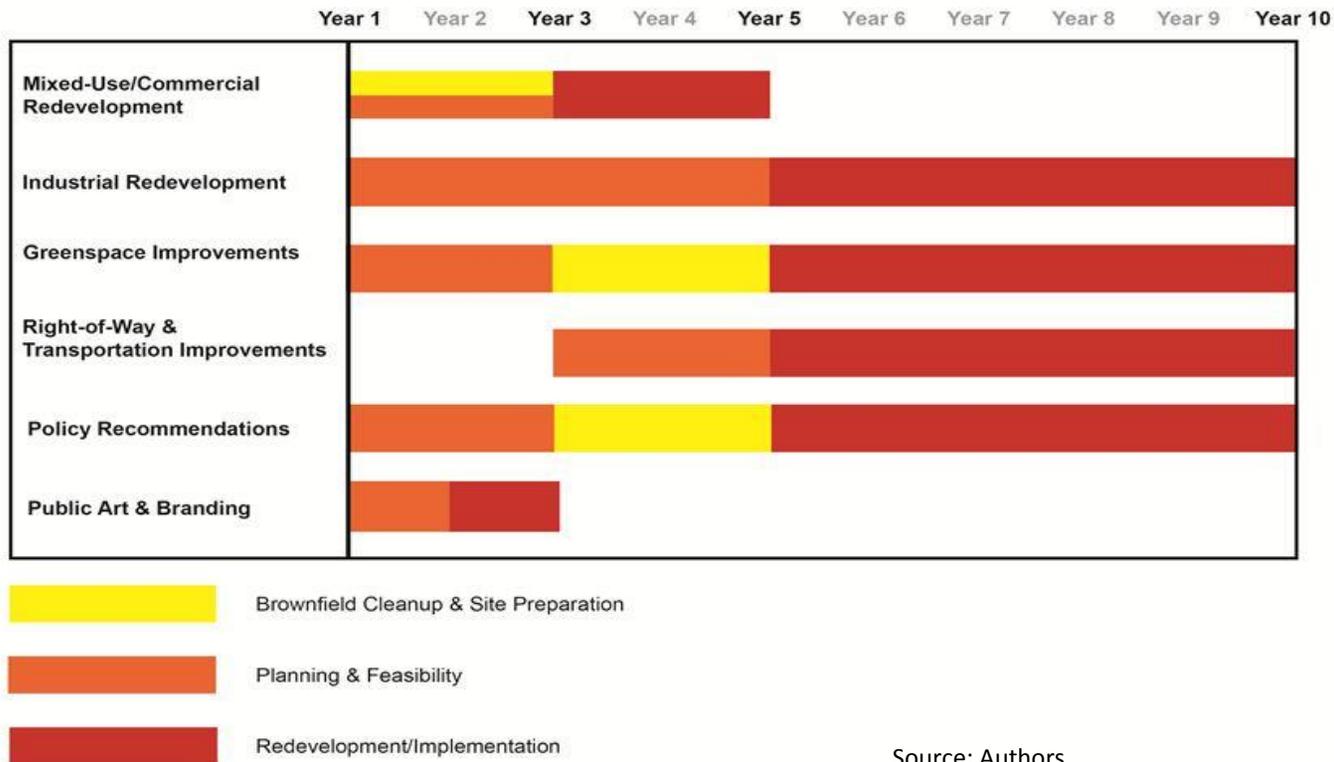
MONITORING AND INDICATORS OF SUCCESS

Redeveloping the node’s small sites such as the AHA site, to create a gateway to the area and spark new investment in larger sites, such as the salvage yards, will be a real benchmark for success. Metrics by which progress in the node can be measured include:

- Economic Development
 - Assessments completed
 - Building permits issued
 - Number of new stores

- Natural Environment
 - Number of environmental assessments completed
 - Number of brownfields remediated
- Built Environment
 - Linear curb feet of new roadways, sidewalks, and paths
 - Linear curb feet of new and improved fencing
 - Acreage of new and improved public open space
 - Number of street trees added
 - Number of new public art installations

Figure 24: Steps for Redevelopment, Metropolitan Yards



Source: Authors

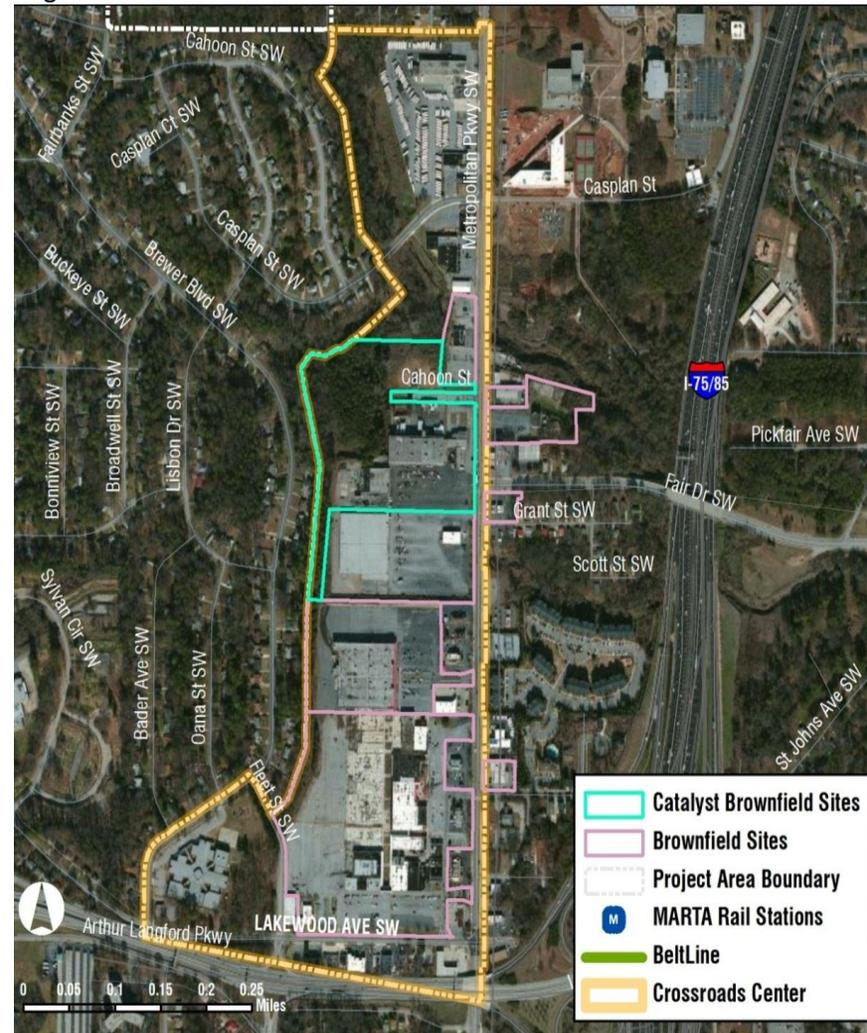
BROWNFIELD REDEVELOPMENT NODE 4: CROSSROADS CENTER

NEIGHBORHOOD REVITALIZATION AND BROWNFIELD ANALYSIS

The Crossroads Center node is a mile-long stretch of Metropolitan Parkway (from Atlanta Technical College to Langford Parkway). It is located at the southeastern edge of the project area where I-75/I-85 and Langford Parkway intersect (Figure 25). While the area has unknown levels of environmental contamination, it has been prioritized by the community because of its blighted conditions and perceived contamination resulting from historical uses. This node served as the primary commercial corridor for surrounding neighborhoods for decades. However, property owners have done relatively little investment and modernization to their commercial properties. This has resulted in dilapidated and outdated structures that make it difficult to attract new investment into area.

There are 5 prioritized brownfields, totaling over 65 acres (Table 24). The former Lee's Used Tire Center is recommended as a catalyst project for area revitalization. While the node has several barriers to redevelopment it also boasts strong characteristics that are attractive to potential businesses and developers. First, the area boasts close proximity and accessibility to Atlanta Hartsfield-Jackson Airport, downtown Atlanta, and the region's major interstates. Nearby redevelopment projects, including Fort McPherson, Screen Gems, Aerotropolis, and Tyler Perry Studios, are potential catalysts for new investment in Crossroads Center. Nearby Atlanta Metropolitan College and Atlanta Technical College also provide a strong presence of neighborhood anchors that can draw and support future revitalization.

Figure 25: Crossroads Center



Source: Authors

No known environmental conditions were uncovered during the AWP process. However, the types of historical and existing uses, particularly the various used tire centers and auto repair facilities, are commonly known to be sources of environmental contamination. Environmental cleanup challenges may also prevent redevelopment of many of the decades-old big box stores prevalent throughout Crossroads Center. These sites are often referred to as “greyfields,” which are defined as economically outdated or under-utilized retail and commercial properties that are difficult to redevelop because of potential environmental, demolition, design, and other site preparation costs. Greyfields, similar to brownfields, can have asbestos building material, waste that needs special handling (e.g., fluorescent bulbs), oil, and other types of hazardous substances and petroleum contamination from on-site and off-site sources.

The priority brownfields in the node will need future Phase I Environmental Site Assessments, and will potentially require Phase II assessments involving sampling of groundwater, soil, and building material

to determine the future cleanup prior to reuse. The general conditions in the commercial corridor, and uncertainty of remediation costs and time are significant barriers to redevelopment in Crossroads Center.

COORDINATION WITH OTHER PLANS

Table 25 summarizes the plans that directly impact the redevelopment of Crossroads Center. Previous planning efforts, including the NPU X Comprehensive Plan, the Oakland City/Lakewood LCI, and the TAD Redevelopment Plan call for a large scale and interconnected mixed-use development with improved streetscapes and public spaces.

Table 24: Known and Suspected Brownfields, Crossroads Center

#	Brownfield Name		Analysis of Contamination	Current Zoning	Current Use
Priority Brownfields					
1	Lee's Used Tire Center		Unknown	C2, R4	Vacant Commercial
2	MetroMart USA		Unknown	C1	Commercial
3	Metro Fitness - Bowling Alley		Unknown	C1, R4	Commercial
4	Crossroads Center Shopping Center		Unknown	C2	Commercial
5	Vacant Site		Unknown	C2	Commercial
#	Brownfield Name	Address	Analysis of Contamination	Current Zoning	Current Use
Secondary Brownfields					
1	2-acre Vacant site	1785 Metropolitan Parkway	Unknown	C1	Vacant Industrial

Source: Authors

Table 25: Plans Consulted, Crossroads Center

Plan	Relevant Projects
Metropolitan Parkway Redevelopment Plan and Tax Allocation District (2006)	<ul style="list-style-type: none">• Attract private, taxable redevelopment opportunities• Add new mixed use development with various housing types, retail, and entertainment/recreational facilities• Include public spaces, well designed streetscape, and urban design elements with landscape and parks
NPU X Comprehensive Plan (2004)	<ul style="list-style-type: none">• Rezone properties to MRC-2• Support higher density/mixed use "neighborhood commercial" development with parking• Establish "Quality of Life" zoning to address lack of adequate sidewalks and create landscaped access to businesses• Trash and debris removal from vacant and underutilized retail spaces• Rezone to MRC-2 to encourage new development on underutilized parking lots and abandoned retail properties
Oakland City/Lakewood LCI (2004)	<ul style="list-style-type: none">• Establish a new neighborhood village with retail, housing, and services• Support public improvement projects• Break up super blocks with a new street network and centralized courtyards

Source: Authors

BROWNFIELD REDEVELOPMENT AND NEIGHBORHOOD REVITALIZATION STRATEGIES

The lack of quality jobs, and retail and dining is a primary concern area residents, businesses, and institutions. Redeveloping priority brownfields in the Crossroads Center node can create significant new retail, light industrial and commercial developments, and revitalize the area (Figure 26). Interim uses, phasing, and sustaining long-term planning and implementation are necessary to achieve this end by complimenting existing plans while using interim strategies and long-term planning. The former Lee’s Used Tire Center serves as the node’s catalytic site (Table 26).

Table 26: Catalytic Brownfields Action Plans, Crossroads Center

Lee’s Used Tire Center		
Actions	Information	Resources
Assessment Performed	<ul style="list-style-type: none"> Unknown 	Unknown
Assessment Needed	<ul style="list-style-type: none"> Unknown Likely Phase I and II Environmental Site Assessments 	Atlanta Sustainable Brownfields Program: Assessment
Cleanup Performed	<ul style="list-style-type: none"> Unknown 	Unknown
Cleanup Needed	<ul style="list-style-type: none"> Potential contamination from historical uses and off-site sources 	Atlanta Sustainable Brownfields Program: RLF
Demolition	<ul style="list-style-type: none"> Vacant buildings 	City of Atlanta/Invest Atlanta
Acquisition	<ul style="list-style-type: none"> Private transactions Interim use Tax delinquent 	City of Atlanta/Invest Atlanta Fulton County

Source: Authors

PHASING REDEVELOPMENT OF PRIORITY SITES AND FORMER LEE’S USED TIRE CENTER

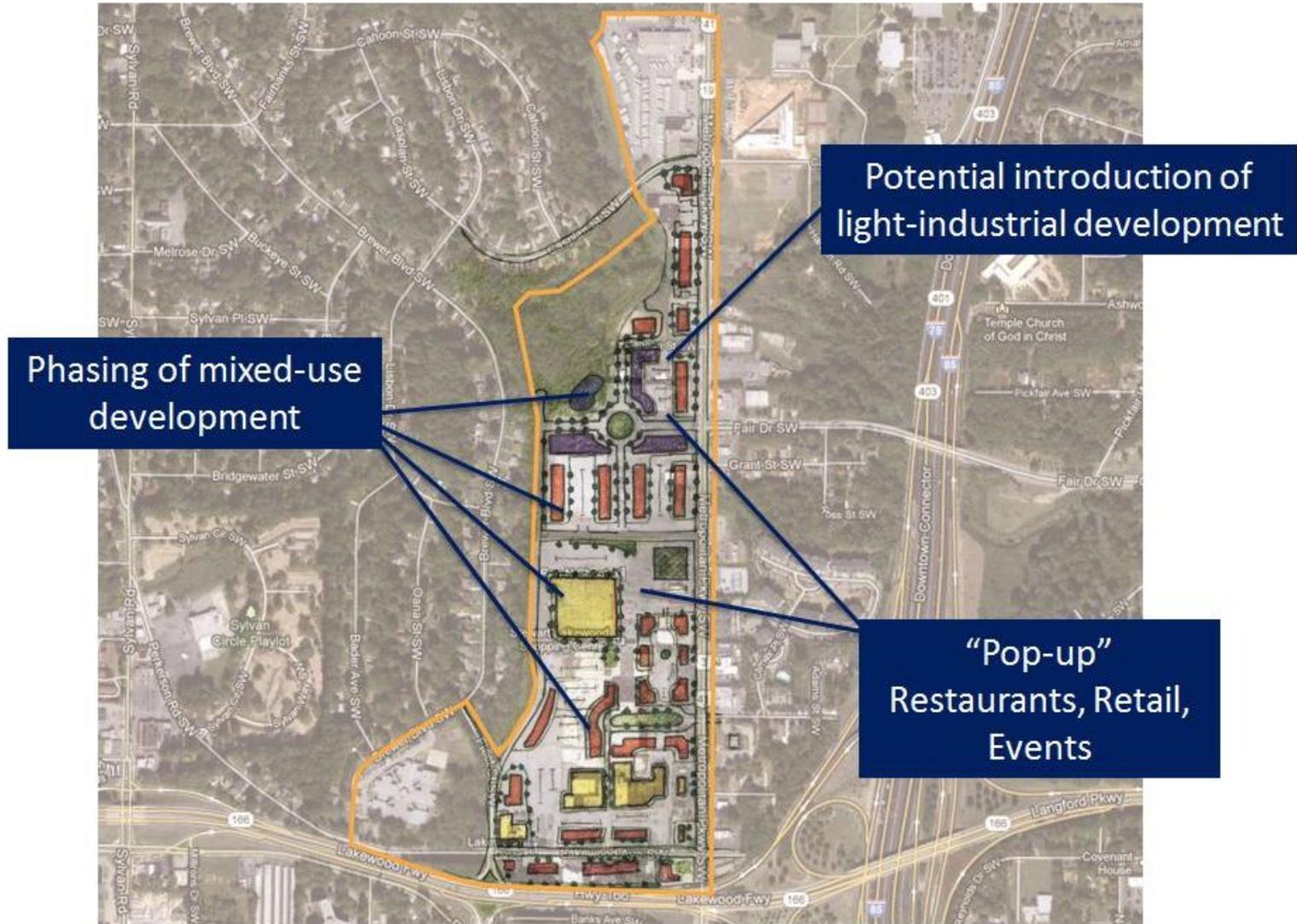
Redeveloping brownfields in Crossroads Center should proceed in phases. The priority sites are large and can support transformative end-uses that will spur additional redevelopment projects. The vacant Lee’s Used Tire Center is an example of a site that would benefit from this strategy.

Currently sitting vacant and tax delinquent, the former Lee’s Used Tire Center serves as the catalytic site for the Crossroads Center node. Previous planning efforts recommended mixed-use retail and residential development. However, the site is also well-suited for greater employment opportunities in light industrial uses, such as food production. Graduated clients from the proposed incubator in the Murphy Triangle node could establish their manufacturing facilities at Crossroads Center. Commercial kitchen space and associated retails could also be incorporated in a mixed-use development that includes industrial uses.

“Pop-up” restaurants, retail, and events can be appropriate interim uses during the longer course of redeveloping priority, and satisfy the lack of quality retail and dining tenants in the near-term. The concept of pop-up restaurants has been used throughout Atlanta to take advantage of unoccupied retail space for interim uses. Short-term leases at attractive rent can be made to restaurants and other neighborhood-serving retail businesses. This strategy can also help support start-up and emerging businesses in the area by offering opportunities for business owners to gain experience, build a customer base, and experiment with goods, services, and pricing without large commitments in permanent spaces. Current property owners can also directly benefit from the pop-up strategy because their properties generate rental income rather than sit vacant while on the market. Increase commercial activity on otherwise unused properties also create indirect benefits to property owners and surrounding areas, such as preventing crime, littering, squatting, and other illegal activities.

Initially, implementing interim uses and pop-up retail can be completed by providing food trucks or food stands on particular sites. For example, several buildings along Metropolitan Parkway are over 500 ft. from the road. This results in vast amounts of parking space that could be used to house the trucks or stands. Long-term, future developments could provide bricks and mortar retail space for these concepts. Potential restaurateurs could work with the proposed incubator and the local colleges on business plans and small business start-up skills. Ultimately, this concept would provide the area with increased dining options that place an emphasis on local products. However, there are many different factors that must be considered when implementing interim use and pop-up concepts, including: leasing terms, security, public health department requirements, insurance, etc. Information from existing pop-up retailers and commercial “rent-a-kitchens” in the AWP project area and elsewhere in Atlanta is valuable.

Figure 26: Priority Sites Redevelopment Concept, Crossroads Center



Source: Authors

KEY COORDINATION AND CAPACITY BUILDING

Revitalization efforts in the Crossroads Center node depends on attracting private investors that have experience in brownfield and greyfield

redevelopment projects. Identifying and working with specialized brownfield developers is highly recommended because of their unique skills and experience. Past planning efforts (Table 27) and experience by Invest Atlanta are good foundations to build these relationships.

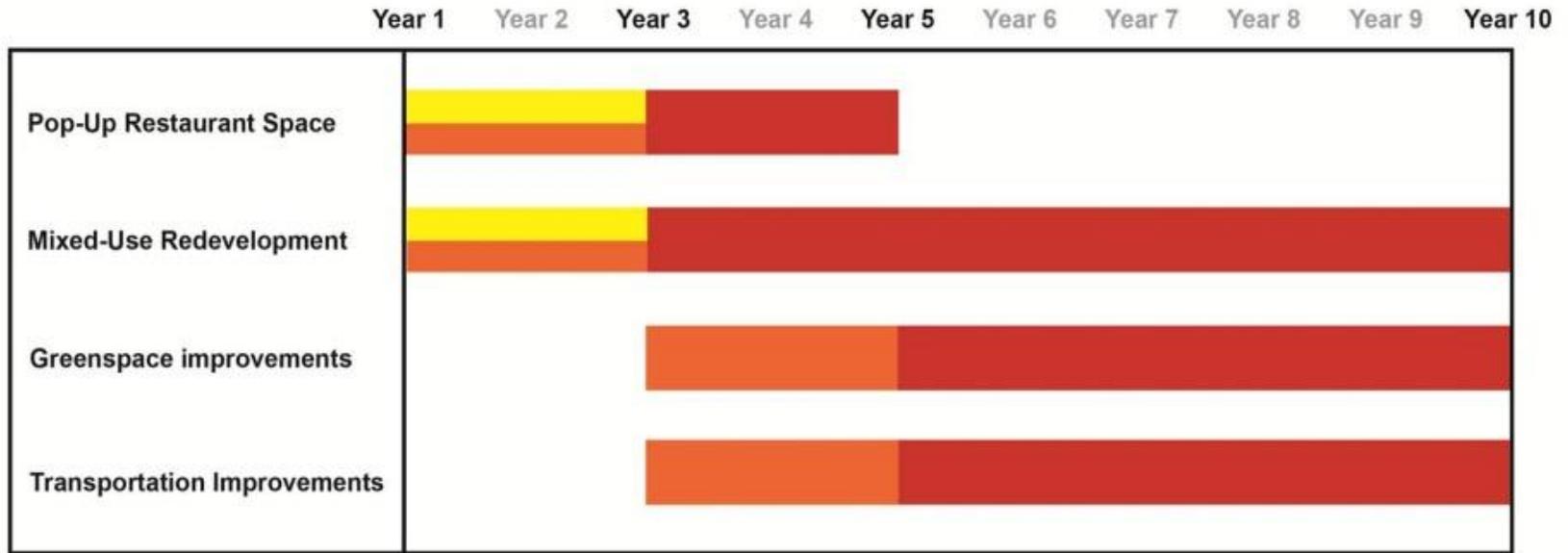
Table 27: Plans Consulted, Crossroads Center

Plan	Relevant Projects
Metropolitan Parkway Redevelopment Plan and Tax Allocation District (2006)	Attract private, taxable redevelopment opportunities
	Add new mixed use development with various housing types, retail, and entertainment/recreational facilities
	Include public spaces, well designed streetscape and urban design elements with landscape and parks.
	Rezone to MRC-2
NPU X Comprehensive Plan (2004)	Support higher density/mixed use "neighborhood commercial" development with parking
	Establish Quality of Life zoning to address lack of adequate sidewalks and create landscaped access to businesses.
	Trash and debris removal for Crossroads Shopping Center
	Rezone to MRC-2 to encourage new development on underutilized parking lots and abandoned retail properties
Oakland City/Lakewood LCI (2004)	Establish a new neighborhood village with retail, housing, and services
	Support public improvement projects
	Break up super blocks with a new street network and centralized courtyards

MONITORING AND INDICATORS OF SUCCESS

- Environmental assessments completed
- Identify potential developers for the site
- Establishment of light-industrial use on the property
- Creation of higher paying manufacturing jobs
- Increased dining and commercial options

Figure 27: Steps for Redevelopment, Crossroads Center



Source: Authors

BROWNFIELD REDEVELOPMENT NODE 5: FORT MCPHERSON GATEWAY

NEIGHBORHOOD REVITALIZATION AND BROWNFIELD ANALYSIS

The Fort McPherson Gateway is an 8-acre district with three brownfields located on Campbellton Road at the northern edge of the recently closed 486-acre military base, Fort McPherson (Figure 28). The small area is only a few blocks from the Lakewood/Ft. McPherson MARTA station and planned transit-oriented development, and will be a significant gateway to the new Ft. McPherson development. The area is also important for the transition between Ft. McPherson and existing single-family residential area to the north.

There are three prioritized sites and all are small—totaling only 2 acres. A1 Complete Tire Services is recommended as a catalyst project for the Fort McPherson Gateway (Tables 28 and 29). On-site underground storage tanks (USTs) and off-site contamination are barriers to redeveloping known and unknown brownfields in the node.

Figure 28: Fort McPherson Gateway



COORDINATION WITH OTHER PLANS AND BROWNFIELD REDEVELOPMENT AND NEIGHBORHOOD REVITALIZATION STRATEGIES

This node offers direct access and connection with the Ft. McPherson redevelopment and the rest of the AWP project area. As such, coordination with the Ft. McPherson redevelopment is essential to capture future catalytic effects that can attract much needed investment on the priority brownfields in all five of the AWP brownfield redevelopment nodes. A key activity for the node will be the redevelopment of the current commercial parcels into a denser commercial district that directly serves the surrounding residential neighborhoods. Working to find potential developers for these properties should be a priority for the City of Atlanta, the McPherson Implementing Local Redevelopment Authority (MILRA), and community partners. These partnerships have already started through previous planning efforts (Table 30).

The Ft. McPherson Gateway and its brownfields offer an opportunity to create a signature place for the residents to claim as a “door” into the new Fort McPherson (Figure 29).

These three priority brownfield parcels are all currently in commercial use and have deed restrictions or outstanding liens against the property. In November 2012, the A1 Complete Tire Services site had six liens against the property (along with deed restrictions). The other two brownfield sites to the east also had deed restrictions. An active business is located on the Broadway Package site, as do the other priority brownfields. A challenge for the redevelopment of these parcels is to strategically assemble larger and marketable parcels from the small, scattered sites and not involuntarily displace viable businesses.

Table 28: Known and Suspected Brownfields, Fort McPherson

Site Type	Name	Address	Analysis of Contamination	Current Zoning	Current Use	Acreage
Priority Catalytic	A1 Tire Service	1531 Campbellton Rd SW	Noted for having 3 removed underground storage tanks. Nearby (SA) or (RA) underground storage tanks may create potential groundwater contamination	C1	Auto/Tire Service Station	1.11
Priority	Broadway Package	1489 Campbellton Rd SW	Nearby (SA) or (RA) underground storage tanks may create potential groundwater contamination	C1	Commercial	0.43
	Maraton Food Mart	1469 Campbellton Rd SW	Nearby (SA) or (RA) underground storage tanks may create potential groundwater contamination	C1	Commercial	0.43

Source: AMEC Preliminary Environmental Assessment, 2012

Table 29: Catalytic Brownfield Site Action Plans, Fort McPherson

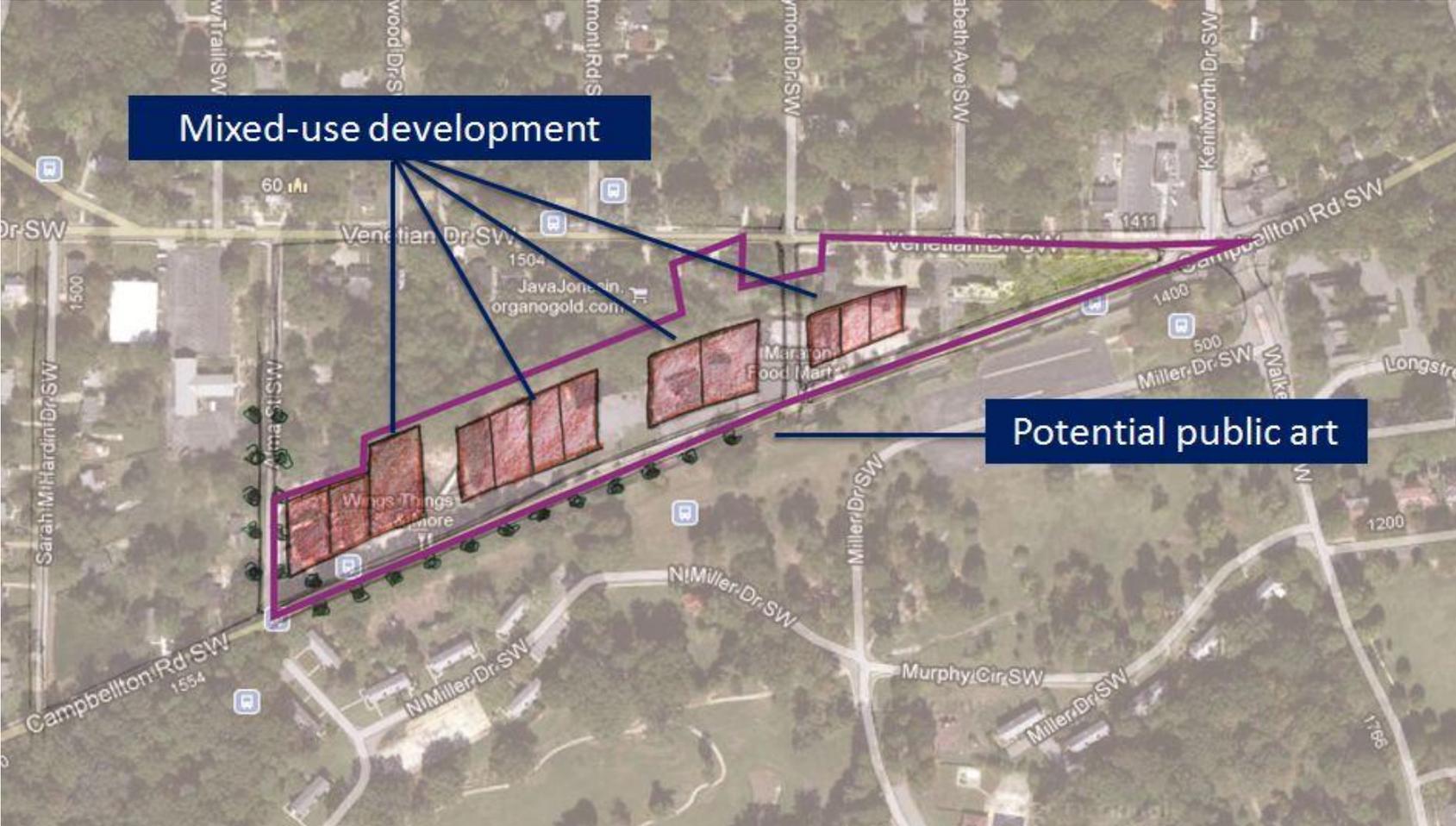
A1 Tire Services		
	Information	Resources
Assessment Performed	Preliminary Environmental Assessment for RECs	
Assessment Needed	Phase I Assessment, potential need for Phase II Assessment	EPA Targeted Brownfield Assessment
Cleanup Performed	Removal of 3 underground storage tanks	
Cleanup Needed	Potential cleanup from nearby leaking underground storage tanks	City of Atlanta Revolving Loan Fund
Demolition Plans	Demolition needed for potential higher density commercial buildings	
Acquisition	Privately owned parcel - Eventual acquisition of parcel and possible nearby parcels for redevelopment	

Table 30: Plans Consulted, Fort McPherson Gateway

Plan	Relevant Projects
Georgia Stand-Up Fort McPherson Community Action Plan (2011)	<ul style="list-style-type: none"> • Redevelopment of closed Fort McPherson military base
Fort McPherson Reuse Plan (2007)	<ul style="list-style-type: none"> • New employment and neighborhood-services development
Redevelopment Plan for the Campbellton Road TAD (2006)	<ul style="list-style-type: none"> • Improve streetscapes and pedestrian accessibility to the area • Commercial development
Campbellton-Cascade Corridors (2006)	<ul style="list-style-type: none"> • Improvement to commercial corridor along the eastern portion of Campbellton Road

Source: Authors

Figure 29: Priority Sites Redevelopment Concept, Fort McPherson Gateway



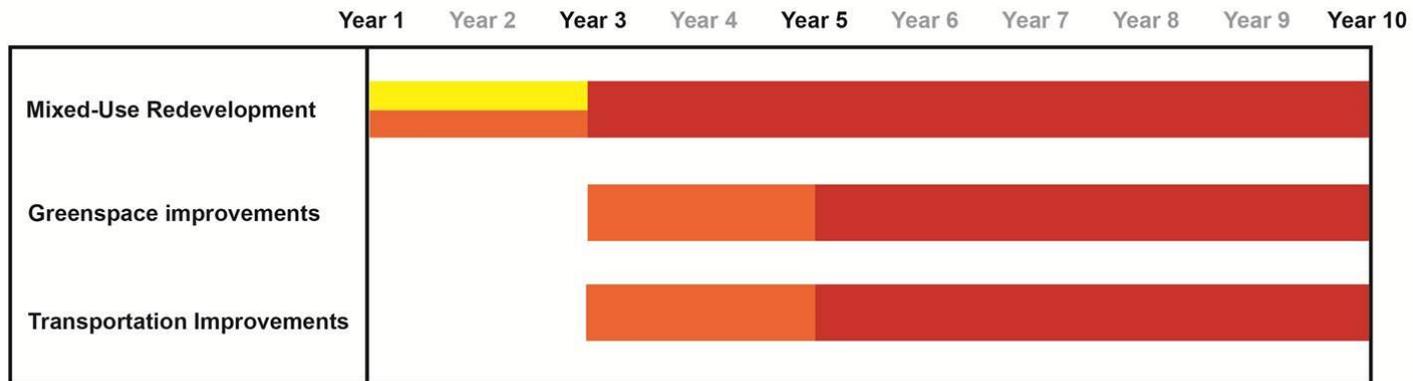
KEY COORDINATION AND CAPACITY BUILDING

The redevelopment effort of the Fort McPherson Gateway is reliant upon attracting private investment to the identified sites. Identifying and working with specialized brownfield developers is highly recommended because of their unique skills and experience of revitalizing brownfield sites. To facilitate stronger relationships with key redevelopment players the City and nearby neighborhoods must have a similar vision for the redevelopment of these parcels. Other types of development on these parcels could hinder the connection between the existing neighborhoods, the proposed redevelopment in the nearby portion of Fort McPherson, and the previous planning efforts that have been placed on this area.

MONITORING AND INDICATORS OF SUCCESS

- Number of parcels redeveloped
- Removal of Fort McPherson wall
- Better pedestrian access to sites
- Continuation of the street grid network

Figure 30: Steps for Redevelopment, Fort McPherson Gateway



BROWNFIELDS AREA-WIDE IMPLEMENTATION STRATEGIES

The barriers that exist beyond individual brownfield sites pose extensive challenges to successful brownfield redevelopment. Conditions such as lack of amenities, low population health, underemployment, inadequate buffering between uses, physical and aesthetic blight, and environmental injustice propagate negative perceptions and deter private investment, new residents and businesses. To encourage brownfield redevelopment and area revitalization and support the nodal implementation strategies, several area-wide plans, programs and policies are recommended in this section (Table 31).

LAND USE AND URBAN DESIGN

Industrial jobs, particularly light manufacturing jobs, can play a key role in growing a family-supporting job base. Yet, between 2004 and 2009 the City of Atlanta lost 12% of its light and heavy industrial land to rezoning, inhibiting the potential for manufacturing job growth in the city (Leigh et al., 2009). In response, the City of Atlanta, Invest Atlanta, and the BeltLine are crafting a revised industrial policy to attract, retain, and expand industrial businesses in the City. To balance the need for transit-supportive density, urban design guidelines, and increased jobs in the project area, we recommend the following policies.

Urban design guidelines accomplish policy objectives by establishing a vision that provides direction and reduces risk for developers, thus facilitating the permitting process. Instituting industrial urban design guidelines will foster greater compatibility between neighboring land uses, improve the function and aesthetics of the physical environment, support a distinct identity (in each node and in the broader project area), and improve navigability and safety. Proposed industrial urban design guidelines for the project area are found in Appendix F.

ENVIRONMENTAL PERFORMANCE TARGETS

Heightened environmental, health, and safety performance standards for light manufacturers will prevent future brownfields, while maximizing the potential for dense, mixed-use, industrial development. To support and attract sustainable manufacturers, we recommend beginning by setting voluntary, area-wide targets for manufacturers, for (1) LEED green building standards, and (2) sustainable manufacturing processes. We also suggest partnering with Southface to establish low-cost, easy-to-implement industrial sustainability guidelines paralleling the LEED requirements, (see Menomonee Valley Partners, 2012) and applying for E3 sustainable manufacturing funds for demonstration projects.

CPTED (CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN)

This approach considers environmental conditions, and the opportunities they offer, to stem crime or other unintended and undesirable behaviors. While traditional measures are focused on increasing police presence, denying access to locations, or using security sensors or camera, CPTED seeks to reduce or eliminate opportunities for those behaviors by using elements of the environment to control access, provide opportunities to be seen and defining ownership and maintenance of territory. The Atlanta Police Department's COPS unit (Community Oriented Policing Services) is encouraging an urban design approach to curb violent and non-violent crimes.

PUBLIC ART

Public art can be in the form of murals, sculptures, landscaping, interactive design, public furniture, as well forms of dance, street performances, or parades. It should be commissioned in an accessible physical public domain that enhances community involvement and collaboration, specifically in youth.

Table 31: Land Use and Urban Design Programmatic Strategies

Program	Program Description	Recommendations	Timing	Funding
Industrial Urban Design Guidelines	Voluntary guidelines promoting land-use compatibility between light industrial employers & dense, transit-oriented development	Refine, adopt, publish, & advocate industrial urban design guidelines, using the template in Appendix D	Adopt guidelines: 1-3 years	Proposed business organization fees, CDBG, Section 108 loans, BeltLine TAD, Economic Development Administration grants, NMTC
		The proposed business organization should raise funds for area-wide improvements & steward the upkeep & urban design of key employment areas	First area-wide improvements: 3-5 years	
Mixed Use-Industrial Zoning	Municipal ordinance accommodating light industrial uses & facilitating compatibility with dense, transit-oriented development	Form a task force to refine the proposed zoning template in Appendix E, adopt the new zoning category, & rezone suitable parcels	1-3 years	Annie E. Casey Foundation CEDI program; Surdna, Turner, Ford, & Community Foundation grants
Environmental Performance Targets	Support & attract green manufacturing	Set area-wide targets for manufacturers in the areas of green building & environmental performance	5 years	Turner Program: Creating Solutions for Sustainable Living, Healthy Planet, Healthy Communities, Growing the Movement, E3 program financial support (visit www.epa.gov/greensuppliers)
		Partner & apply for funds for demonstration projects		
Adoption of CPTED Guidelines	Crime prevention through environmental design	Adopt CPTED formally as a guideline for publicly-owned properties	3-5 years	None needed
		Utilize CPTED guidelines on all city-owned property		
Public Art	Adds to the creative character of the city and can celebrate local history and culture	Begin the "Gift Atlanta with Public Art" campaign	1-10 years	Percent-for-Art Financing; Enterprise Funds; Private Donations; Art on Loan
		Involve local school children to infuse art programs into their curriculum and build community support		
		Target items prone to vandalism such as expansive blank walls, roadway signage, and transit shelters.		

GREENSPACE

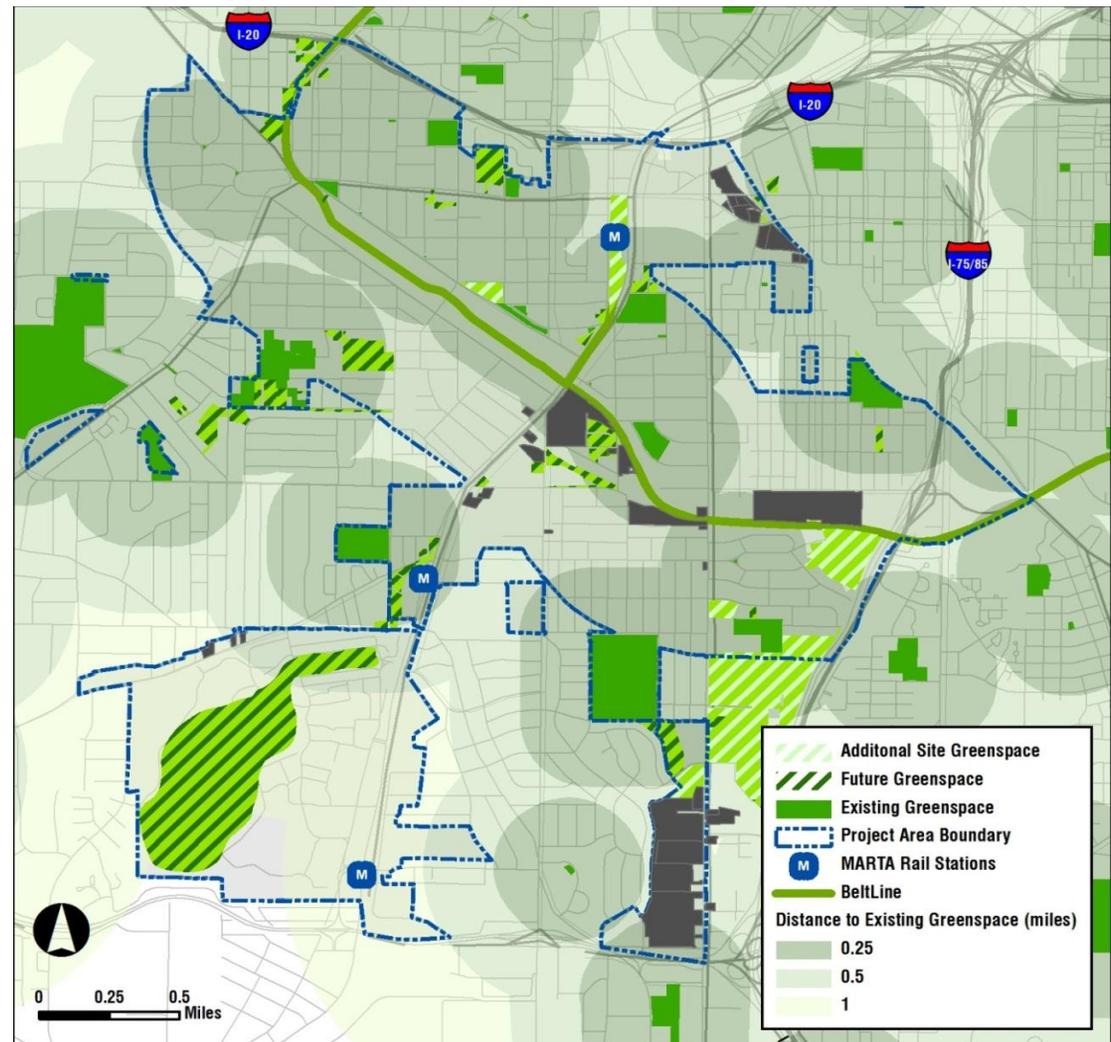
GREENSPACE NETWORK EXPANSION

Expanding the existing parks and creating physical connections between the current elements of the greenspace network will significantly improve the current lack of greenspace accessibility and connectivity in the AWP project area. *Atlanta's Project Greenspace* (2008a) and more future updates provide a framework for improving greenspace accessibility for residents and employees in the project area. Brownfield redevelopment efforts should have considerations for increased greenspace and connectivity between new and existing greenspace in areas with low access.

Working mainly from extensive BeltLine work, the Georgia Tech studio team developed a proposed Greenspace Network that capitalizes on the priority brownfields in the five redevelopment nodes (Figure 31). The motivations for the network concept is the possible benefits in strengthening the mutual benefits between greenspace and improved economic, social, environmental outcomes of reusing brownfields.

Further, expansion of small parks through vacant land acquisition and local resident/business donation can enhance the quality of life for the surrounding neighborhoods and enhance greenspace connectivity between brownfields throughout the AWP project area. The large supply of vacant parcels and publicly owned land is also a source for improving greenspace access and connectivity in the area. The utilization of publicly and privately owned land for greenspace connections can be

Figure 31: Proposed Greenspace Network



Source: Authors

an inexpensive and effective use of otherwise unproductive sites. Greenspace can also be utilized to buffer rail lines and industrial uses from the existing residential neighborhood. Establishing these needed physical connections along natural and man-made corridors would incorporate the use of streetscapes, City of Atlanta and state owned land, stormwater utility and sewer easements/rights-of-way, and other utility-owned land and easements/rights-of-way. We also recommend considering the integration of greenspace into all city-sponsored development initiatives and projects. With the additional parks, greenways, bikeways and natural areas incorporated into all future development activities, the greenspace network of the area can continue to strengthen and provide associated benefits to the surrounding neighborhoods.

The Proposed Greenspace Network map incorporates the previously suggested strategies and identifies parcels that either could be completely incorporated into the greenspace network or could benefit from greenspace enhancements to the current development that is on the property. Some of the major greenspace developments include:

- Urban Agriculture Site & Greening of Avon Avenue (Murphy Triangle)
- Hillside Park (Green Enterprise District)
- Railroad Greenway (Metropolitan Yards)
- Atlanta Metropolitan College and Atlanta Technical College campus greenspace (Crossroads Center)
- Oakland City MARTA TOD Greenspace & Fort McPherson Greenspace Connection (Fort McPherson Gateway)

GREEN INFRASTRUCTURE

Through the incorporation of green infrastructure elements into an interconnected system of greenspace there can be associated natural, multi-functional stormwater solutions. A reduction in the quantity of stormwater that runs off a site into sewers can reduce the flooding and stormwater overflow problems, which have been identified throughout the area. The incorporation of these elements also addresses the environmental quality issues that are associated with stormwater runoff and the contaminants that are transported on impervious surfaces. One effective example of this is can be seen by increasing the area's tree canopy. Many parcels that were once home to industrial and commercial uses have a clear lack of effective tree cover, which results in increased levels of runoff. Incorporating these green infrastructure elements increases the functionality and accessibility of greenspace near the brownfield redevelopment sites. It also decreases the maintenance costs associated with disconnected parks and outdated stormwater management systems.

Greenspace programmatic strategies are summarized in Table 32.

Table 32: Greenspace Programmatic Strategies

Program	Program Description	Recommendations	Timing	Funding
Expansion of Greenspace Network	Expanding the existing parks and creating physical connections between the current elements of the greenspace network	Organizing strategies for residents to support greenspace	1+ years	Park Pride, PATH Foundation, InvestAtlanta, local business/residential donations, City of Atlanta Parks, Recreation & Cultural Affairs
		Further advertise and promote the creation of specific park support groups offered by Park Pride		
		Community assessment of specific greenspace needs and locations		
Incorporation of Greenspace Infrastructure	Increase tree canopy and utilize vacant spaces for shrub and grass plantings to capture excess runoff and increase groundwater percolation	Locate areas of low canopy cover, utilize Trees Atlanta and the resources provided through their tree donations and support	1+ years	Trees Atlanta, Park Pride, PATH Foundation, Home Depot Foundation, Inc., Arthur M. Blank Foundation, local business/resident donations

AFFORDABLE HOUSING, VACANCY, AND BLIGHT

Aspects of the overall revitalization strategy for the project area necessitate the development of a roadmap to address the persistent issues of vacancy, abandoned properties, and blight. Recognizing that redevelopment and neighborhood stabilization will be a long-term process, innovative interim land use strategies are required. To promote authentic partnerships with the community to tackle the barriers to brownfield redevelopment, the city should consider additional opportunities to promote interim land uses and seek engagement from community members, public officials, nonprofits, and business owners. Strategies include mechanisms to revitalize small brownfield sites and the development of city-wide support tools focused on vacancy, abandoned properties, and code enforcement.

REHABILITATION AND CONSTRUCTION TAX ABATEMENTS

Several communities within the project area fall within the BeltLine, Campbellton Road, and Metropolitan Parkway TADs and are thus eligible for tax increment financing, which can be a useful tool in rehabilitation and new construction efforts to reduce blight. However, tax increment financing does not necessarily protect affordable housing in the process. While property values are quite low in many parts of the project area, this may change as the BeltLine and resulting development projects progress. To spur development in the short-term and protect affordable housing in the long-term, the City of Atlanta should consider implementing a real estate tax abatement strategy. Several states and cities have implemented policies that limit real estate tax liability for low- to moderate-income households. The State of Oregon, for instance, has a Limited Tax Abatement Program that allows cities to temporarily abate property taxes on the improvement value of new homes in targeted areas, provided they are occupied by families below a certain income. New York City's J51 Program provides real estate tax abatements to rehabilitated multi-family developments and buildings converted to residential, incentivizing property owners to improve and retain affordable housing.

SPLIT-RATE TAXATION

Split-rate taxation is a method of stimulating development on vacant parcels by enacting different tax rates on a property. By increasing the rate at which land is taxed, owners of unimproved land are discouraged from leaving the land undeveloped and engaging in speculative practices. The practice is also a method of increasing local revenue from land that otherwise would produce little tax value. Several localities in the country have pursued this program, with Pittsburgh, PA, being among the most notable.

STRENGTHEN VACANT PROPERTY REGISTRATION

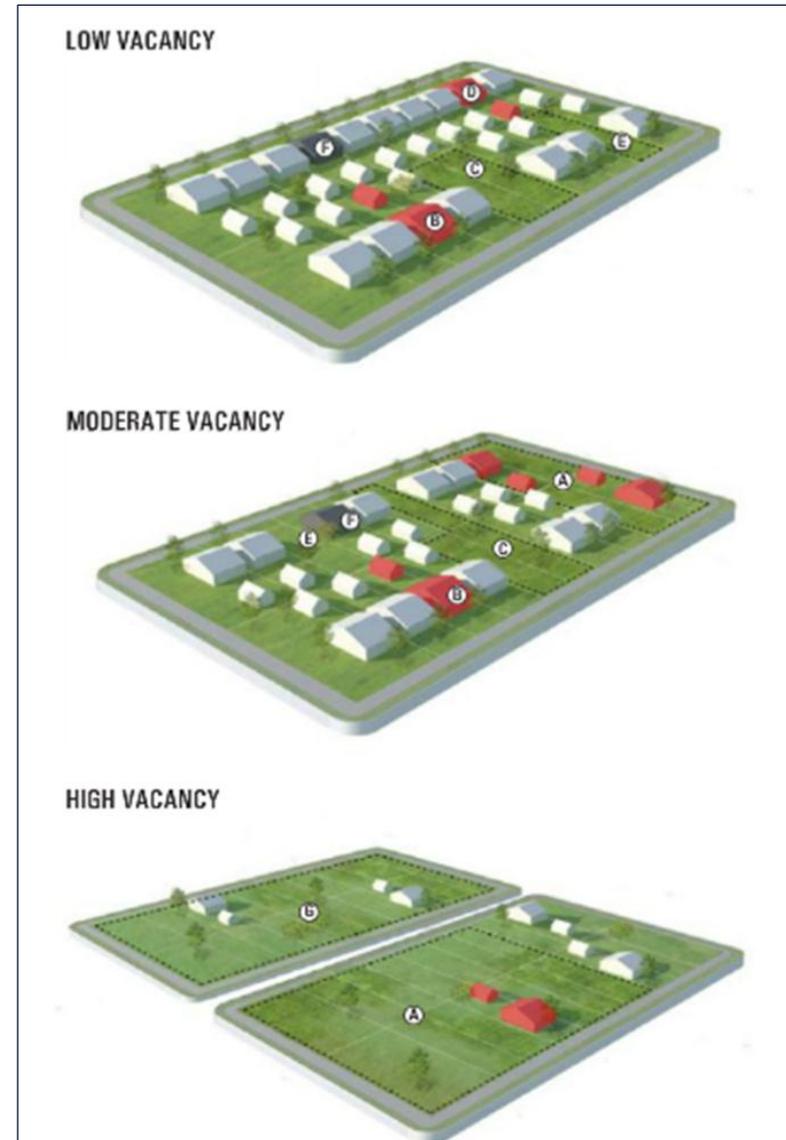
The City of Atlanta has recently passed a Vacant Property Registration (VPR) Ordinance that requires owners of vacant residential property to register the property and pay an annual fee. VPR legislation has grown throughout the country as a response to the housing crisis, and provides localities with a tool to track vacancy more effectively, raise revenue, and hold property owners accountable. While Atlanta's VPR Ordinance is a strong tool, the project area would benefit from seeing its reach expanded to include non-residential properties. The City of Atlanta would raise additional revenue and deter lingering vacancy by implementing an escalating registration fee schedule.

VACANT PROPERTIES ACTION PLAN

Recognizing that vacant and abandoned properties can facilitate crime, promote negative perceptions of neighborhoods, and decrease property values, we recommend the development of a publicly available strategy around vacancy. The Federal Reserve has underscored the importance of being able to analyze data at the parcel level to increase the success of neighborhood stability programs (2011). The Mayor's office of Indianapolis identifies the analysis of this parcel-level data as key to developing its differing strategies for mitigation of unsafe buildings, acquisition of tax delinquent properties, and containment of the foreclosure issues (2009). Cleveland, Indianapolis, and Baltimore have provided this parcel-level information as publicly accessible GIS clearinghouse to promote community engagement and transparency, and decisions for redevelopment strategies (Federal Reserve, 2011). Utilizing data from the Vacant Property Registration database and other sources, this concept will develop an accurate picture of the neighborhood conditions at the block group or neighborhood level (as they relate to foreclosures, vacancy, crime, and code enforcement).

Utilizing this central repository of data, the city can develop a typology of three types of neighborhoods: stable, transitional, and distressed. Figure 32 shows an example of a neighborhood typology created in Detroit to indicate neighborhoods with low vacancy of 10% or less, neighborhoods with 10-20% vacancy, and neighborhoods facing over 20% vacancy. From this typology, we recommend determining the appropriate stabilization, housing, and vacant land policy for each. For example, target rapid code enforcement in stable neighborhoods and promote rehabilitation and home buying efforts to prevent decline. In transitional or emerging neighborhoods, focus on acquisition, home buying efforts in clustered areas, and side lot programs. In distressed neighborhoods, emphasis should be placed on creating a safe environment for current residents. Strategies will focus on historic preservation of community assets, land banking of tax delinquent sites, demolition of severely blighted or unsafe properties, clustering of home buying efforts, aggregation of vacant sites, and large land use strategies.

Figure 32: Detroit Neighborhood Vacancy Typology



Source: Detroit Works (2012)

ESTABLISH LOCAL GROUNDWORKS TRUST

Select cities around the country have established Groundworks Trusts, or nonprofit groups dedicated to public education and the remediation of brownfield sites. Funded through the National Park service and the national nonprofit trust, these organizations have been implemented in 20 cities. New Orleans, LA and Richmond, VA are the only cities in the Southeast region that have established Groundworks trusts. A letter of intent, submitted by a local coalition of interested parties, is the first step to be accepted through this competitive program as a place-based trust. We recommend that the city support the nonprofit members who will apply for pilot funding and a technical assistance grant from the National Park Service, and explore how a Groundworks Atlanta chapter might utilize some of these brownfields sites for community education, public space, community gardens, green infrastructure, or watershed protection. The national program advises that broad-based coalitions with city, nonprofit, and community support are most likely to be chosen. The application to the National Park Service is due in mid-December, and selected cities will be invited to conduct a fully funded feasibility study, with \$5,000 available for assistance with the study. If the project is selected, an \$80,000 grant is available to implement the strategy.

Table 33 summarizes affordable housing, vacancy, and blight programmatic strategies.

Table 33: Affordable Housing, Vacancy, and Blight Programmatic Strategies

Program	Program Description	Recommendations	Timing	Funding
Rehabilitation and Construction Tax Abatement	Develops a program that offers real estate tax abatements to incentivize rehabilitation and preservation of affordable housing	Establish a pilot that offers real estate property tax abatements in targeted geographic areas to prospective homebuyers and property owners who rehabilitate or construct housing units for renters	4-6 years	None
		Include an affordability requirement whereby a certain number of units must be affordable for a period of time on the rental side, and income limits on those who qualify on the homeownership side		
Split Rate Taxation	Weighs the percentage of property tax more heavily on land value	Adjust the method of assessing property taxes on vacant and underutilized land so that a higher percentage of the tax is based on land value rather than the improvement (building) value	1-2 years	None needed
Strengthen Vacant Property Registration	Establishes criteria for registering and maintaining vacant property	Expand the program to include vacant commercial and industrial property	1-2 years	None
		Adjust the initial registration fee to keep up with inflation		
		Implement an escalating fee schedule, whereby each year the same property remains vacant, the registration fee increases (up to a certain ceiling)		
Vacant Properties Action Plan	Develop a publicly available vacancy mitigation, acquisition, and disposition strategy as a decision-support tool	Conduct vacancy analysis at the block group or neighborhood level	1-3 years	Analysis and mapping done with university researchers, minimal to no additional funding needed
		Determine the City's role in the response in providing leadership		
		Create a typology of neighborhoods with different mitigation strategies		
Establish a Groundworks Trust in Atlanta	A nonprofit group dedicated to public education and remediation of brownfields	Lend support towards the emerging nonprofit efforts as they develop a letter of intent and feasibility study	5 years from application, feasibility study, and establishment of trust	National Park Service, Groundworks USA, brownfield grants, foundation grants

ENVIRONMENTAL HEALTH

GROCERY STORE ACCESS

A topic that has emerged repeatedly in community meetings and local plans throughout the project area is the limited access to affordable fresh food and the subsequent health concerns surrounding obesity. The City can take a lead role in facilitating the expansion of fresh food options for underserved neighborhoods, recognizing that larger grocery stores (over 30,000 square feet) are able to provide food at a lower cost than are the smaller corner store grocers. Invest Atlanta can work to attract a grocery store to this location by making the site preparations and reaching out to major retailers with financial incentives. Detroit, similar to many US cities, faced an issue of lack of major grocery store retailers in its urban core. As part of its Green Grocer Initiative, the Detroit Economic Growth Corporation works to facilitate a streamlined development and permitting process, assistance in identifying and assembling the site, and earmarked financing sources specific to fresh food access initiatives.

GROWING FOOD ON VACANT LAND

Neighborhoods with large tracts of vacant land, unemployment, and low food access are seen in many cities around the country. While providing a specific set of challenges, these areas also provide opportunities for the establishment of food innovation zones where agriculture can be used in an interim land use strategy and the implementation of permanent enterprises that provide community involvement and education around the production and distribution of healthy fresh food. The educational component of these organizations plays a vital role in changing the behaviors that can lead to obesity and unhealthy food choices (PolicyLink, 2012). Table 34 summarizes environmental health programmatic strategies.

Table 34: Environmental Health Programmatic Strategies

Program	Program Description	Recommendations	Timing	Funding
Fresh Food Access	Set food access goals for residents in the city based on density or spatial distribution	Gather metrics, or partner with agencies gathering metrics on food systems	1-2 years	Business Relocation credits and incentives, USDA grants, foundational grants
		Utilize data and mapping tools to identify where the gaps and opportunities are		
Grocery Store Access	Increase access to major grocery stores and affordable fresh food	Identify shovel-ready properties that have a population size to support a grocery store	2-5 years	New Market Tax Credits, Business Relocation credits,
		Streamline the development and permitting process for grocery stores in areas of necessity		
Promote food growing	Create opportunities, land, and zones for agriculture	Adapt zoning to allow food growing and selling in different land use areas;	3-10 years	USDA grants, HUD, HHS, US Treasury, Dept of Commerce, foundational grants
		Identify and expand community gardening, market gardening, and large scale urban agriculture opportunities		
		Consider an agricultural overlay district and strategy to utilize vacant land		

WORKFORCE DEVELOPMENT

Given the identified skills gap and significant barriers to entry facing the local workforce, we recommend two workforce development strategies to address these obstacles to area-wide revitalization.

DECONSTRUCTION

Deconstruction is the task of disassembling structures to recycle and reuse building materials. In contrast to demolition, deconstruction is a labor intensive process that can provide local employment opportunities. Moreover, deconstruction provides an avenue to reducing waste disposal and associated greenhouse gases, and consumption of new construction materials. Supporting deconstruction provides training and work experience for underemployed groups, increasing opportunities for financial stabilization, and provides a local workforce with skills that are easily transferable to green construction after redevelopment occurs. The used materials salvaged from deconstruction can also be used to generate revenue. A potential partner on this front is the Lifecycle Building Center, a retail reuse center located in Murphy Triangle that sells used building materials diverted from the waste stream. Additionally, The Center for Working Families Inc. has the capability and experience to develop a deconstruction workforce training program if funding is available to do so. Table 34 below identifies recommended steps and funding sources to promote deconstruction.

COMMUNITY BENEFITS AGREEMENT (CBA)

Redevelopment will bring new jobs into the area, however a primary concern is to ensure that residents have access to local employment opportunities and are empowered in the brownfield redevelopment process. To guarantee that all development in the project area is subject to local hiring standards and adequately considers community needs, we recommend a Community Benefits Agreement (CBA). A CBA is an agreement that guarantees certain benefits accrue to local residents, such as local hiring. The Fort McPherson Community Action Plan has cited the need for a CBA. A CBA has been established for the BeltLine but covers only a portion of the project area, therefore we recommend a CBA that expands over the unaddressed project area to benefit local residents who will be impacted by redevelopment, as outlined in the table below.

Table 35 summarizes workforce development programmatic strategies.

Table 35: Workforce Development Programmatic Strategies

Program	Program Description	Recommendations	Timing	Funding
Deconstruction	Prioritize deconstruction recycling/reuse of building materials	Subsidize labor wages for deconstruction teams	1-3 years	TANF, WIA, Work Opportunity Tax credit, CDBG
		Work with the LBA and AHA to prioritize deconstruction over demolition for public properties		
Community Benefits Agreement	Develop contract that incorporates local hiring and other community needs	Include local hiring, prevailing wage requirements, responsible contractor standards, pre-apprenticeship and apprenticeship programs, and hiring goals for underemployed groups	1-3 years	None

BENCHMARKS AND INDICATORS

To monitor the implementation strategy's effectiveness and make continual improvements, we recommend several overall benchmarks and performance indicators in the Table 36.

Table 36: Area-wide Metrics

Benchmark	Indicators
Brownfield Redevelopment	<ul style="list-style-type: none"> • Number of brownfield assessments conducted • Number of brownfields cleaned up
Reduction in vacancy and blight	<ul style="list-style-type: none"> • Number of vacant properties • Number of code enforcement complaints • Crime rate
Creation of family-supporting career opportunities for area residents	<ul style="list-style-type: none"> • Number of new jobs • Median household income • Unemployment rate
Environmental justice	<ul style="list-style-type: none"> • % relying on local food sources • Number of retail employees per sq. mi. • % with good access to transit • % with good access to greenspace

CONCLUSION

The implementation strategies provided in this report consist of area-wide and site-specific recommendations. Brownfield reuse recommendations identify and prioritize five geographic redevelopment nodes: Murphy Triangle, the Green Enterprise District, Metropolitan Yards, Crossroads Center, and the Fort McPherson Gateway. Each node has a distinct implementation strategy that leverages the cleanup and redevelopment of priority brownfield sites to overcome site-specific and area-wide barriers to redevelopment. This implementation strategy also recommends several area-wide plans, programs, and polices to address barriers that extend beyond individual sites and nodes.

This new, area-wide approach is significant because it highlights barriers and opportunities for brownfield redevelopment that extend beyond individual sites, promoting area-wide revitalization through the cleanup and redevelopment of targeted brownfield sites. This Implementation Plan integrates reviews of local planning efforts, best practices, and community-identified goals identified into a coordinated action plan, bringing together partners and resources to leverage the City's existing brownfield assessment and cleanup tools.

While extensive work remains, the area has already made significant strides and progress. Numerous completed activities support the vision presented within the report, including:

- The state-owned former Georgia State farmers market has been taken off the market to support planning and coordination.
- The BeltLine park on the former Harmon Brothers site has gone through extensive environmental cleanup and is currently being planned as an urban agriculture site.
- The Murphy Triangle area has been rezoned from heavy industrial to light industrial, which is an important step in minimizing land use conflicts to support transit-oriented development and responsible industrial employers, while preventing future brownfields.
- The Annie E. Casey foundation has applied for cleanup funds for the University Avenue site.
- The BeltLine has adopted an official environmental justice policy that will improve environmental justice outcomes related to brownfield redevelopment and help prevent future brownfields.
- Consultants have completed preliminary environmental, market, and health assessments.
- The City of Atlanta has updated its geographic information system (GIS) interactive web portal to contain parcel-level data for AWP sites and potential brownfield sites.
- Atlanta BeltLine, Inc. has contracted Bleakly Advisory Group to complete financial analysis planning for the transit-oriented redevelopment of several key brownfield sites.
- The City of Atlanta and its partners will showcase the AWP planning process and outcomes at the 2013 National Brownfields Conference in Atlanta (May 15-17, 2013). At the conference, the Annie E. Casey Foundation will begin a visioning workshop for the University Avenue Site, which will include a charrette that promotes collaboration with the U.S. EPA, HUD, and DOT.

Moving forward, the City of Atlanta should begin to carry out the planning activities identified and detailed through the Brownfields Area-Wide Planning pilot program. Executing the planning activities through the program provide a framework in which the City will leverage its existing brownfield assessment and cleanup tools available in the project area and throughout the city, support broader revitalization efforts, redevelop more brownfields, and prevent future contamination.

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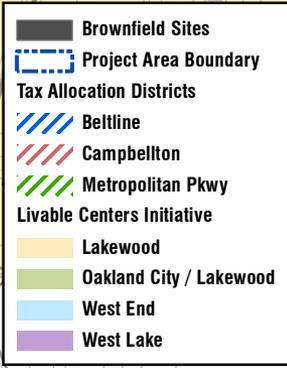
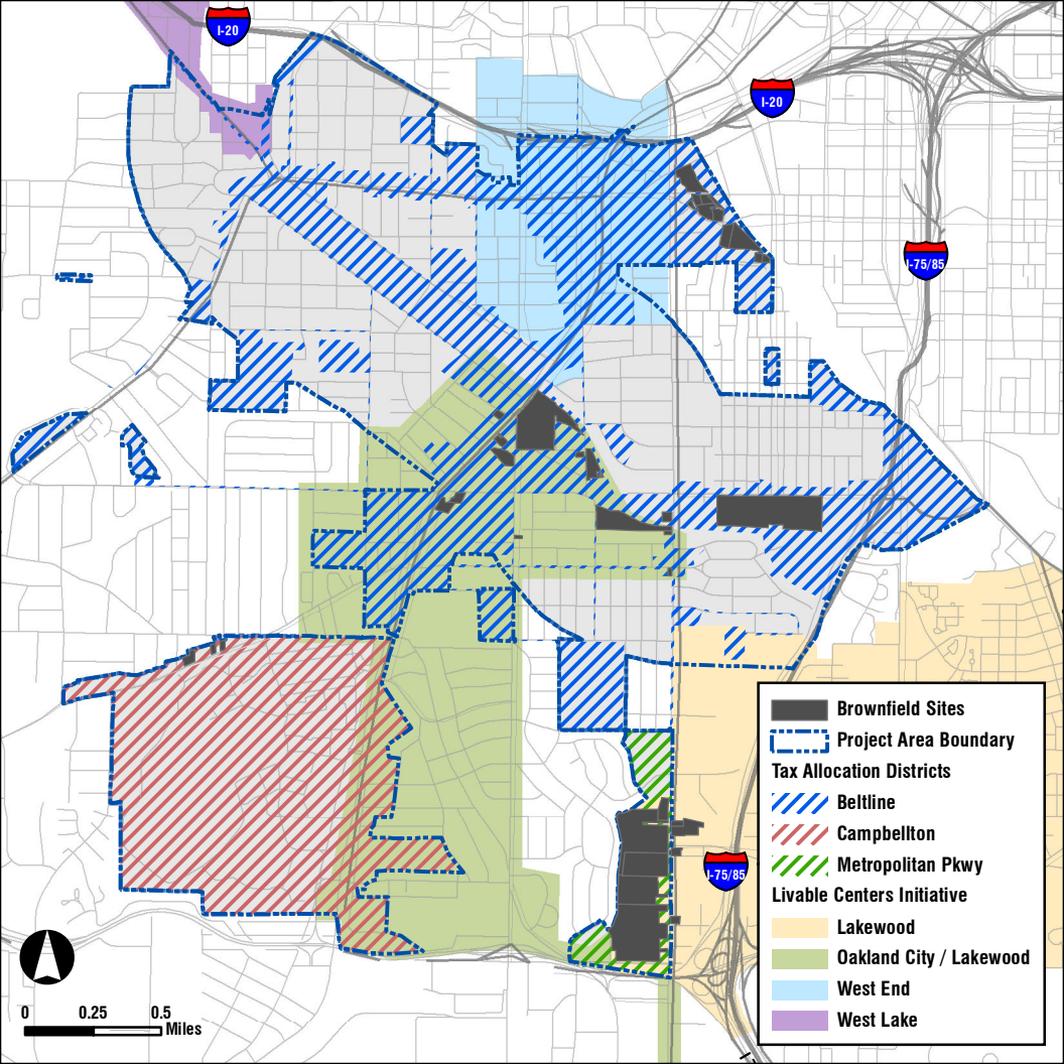
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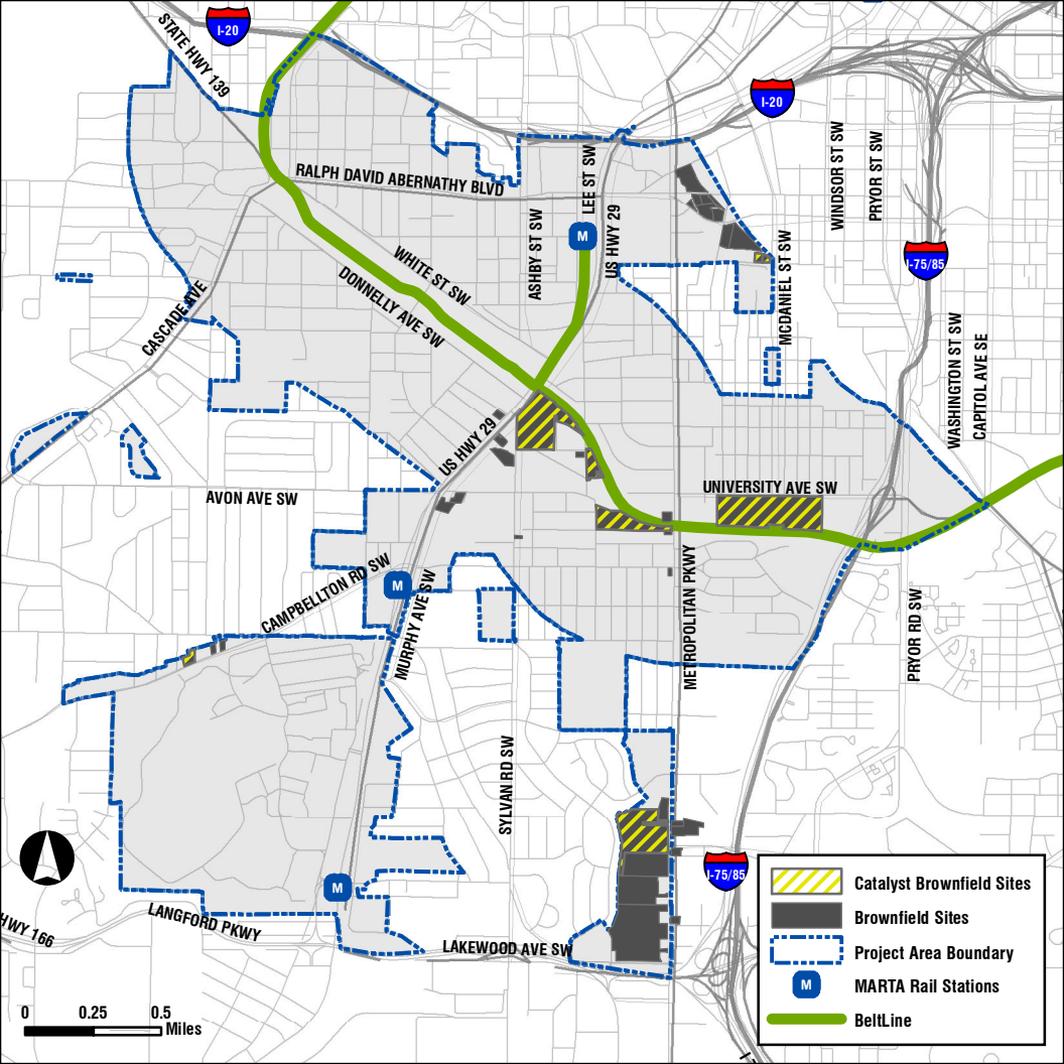
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Appendix A: Maps and Renderings

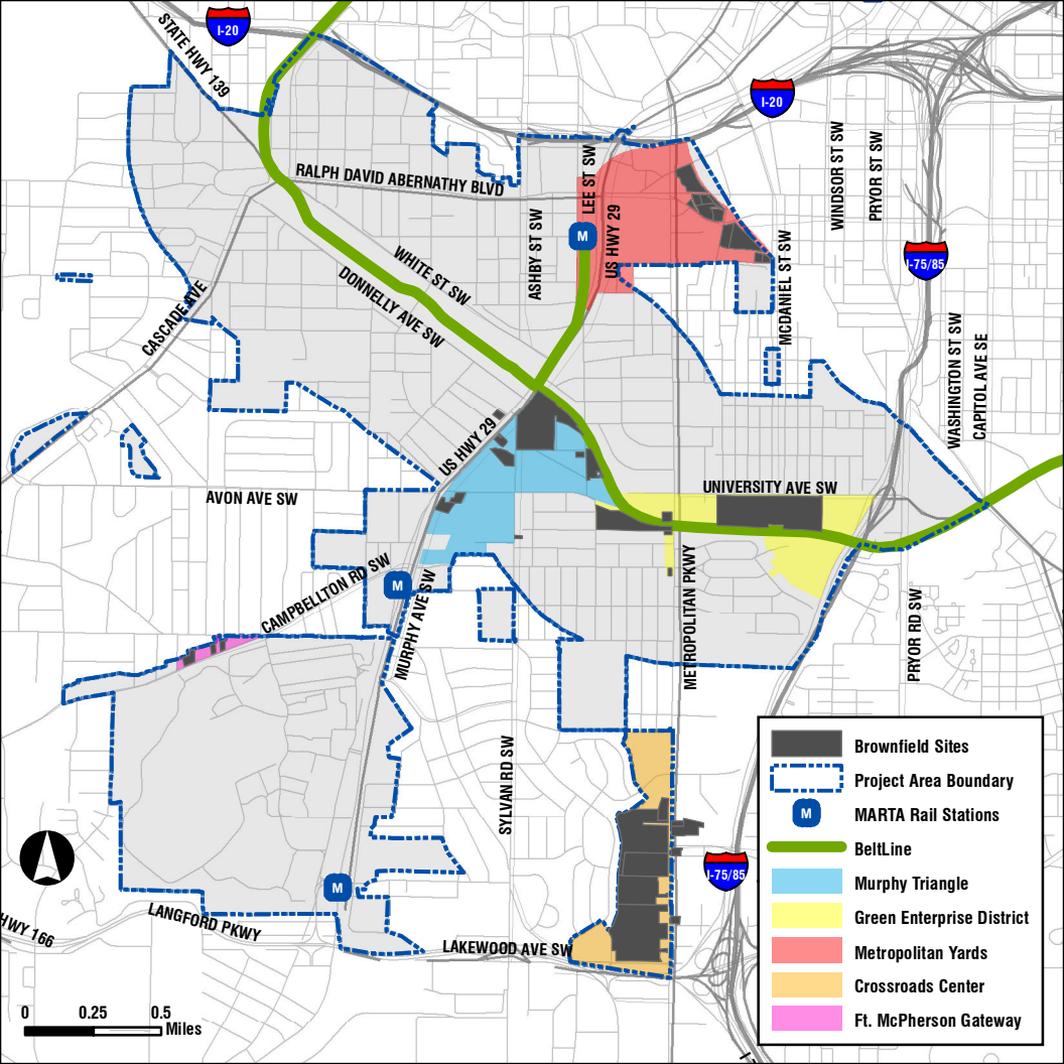
APPENDIX A: MAPS AND RENDERINGS

1. TADs and LCIs in Project Area
2. Priority and Catalytic Sites
3. Node Overview
4. Murphy Triangle
5. Murphy Triangle – End-Use Concept
6. Green Enterprise District
7. Green Enterprise District – End-Use Concept
8. Metropolitan Yards
9. Metropolitan Yards – End-Use Concept
10. Crossroads Center
11. Crossroads Center – End-Use Concept
12. Fort McPherson Gateway
13. Fort McPherson Gateway – End-Use Concept
14. Future Greenspace
15. Public Land and Vacant Parcels
16. Current Transportation Overview in Murphy Triangle and Green Enterprise District





	Catalyst Brownfield Sites
	Brownfield Sites
	Project Area Boundary
	MARTA Rail Stations
	BeltLine



-  Brownfield Sites
-  Project Area Boundary
-  MARTA Rail Stations
-  BeltLine
-  Murphy Triangle
-  Green Enterprise District
-  Metropolitan Yards
-  Crossroads Center
-  Ft. McPherson Gateway

0 0.25 0.5 Miles





**Business &
Workforce Center**

**Workforce
Education & Training
Classrooms**

**Retail
Space/Showroom**

Business Incubator

**Real Estate &
Marketing Office**

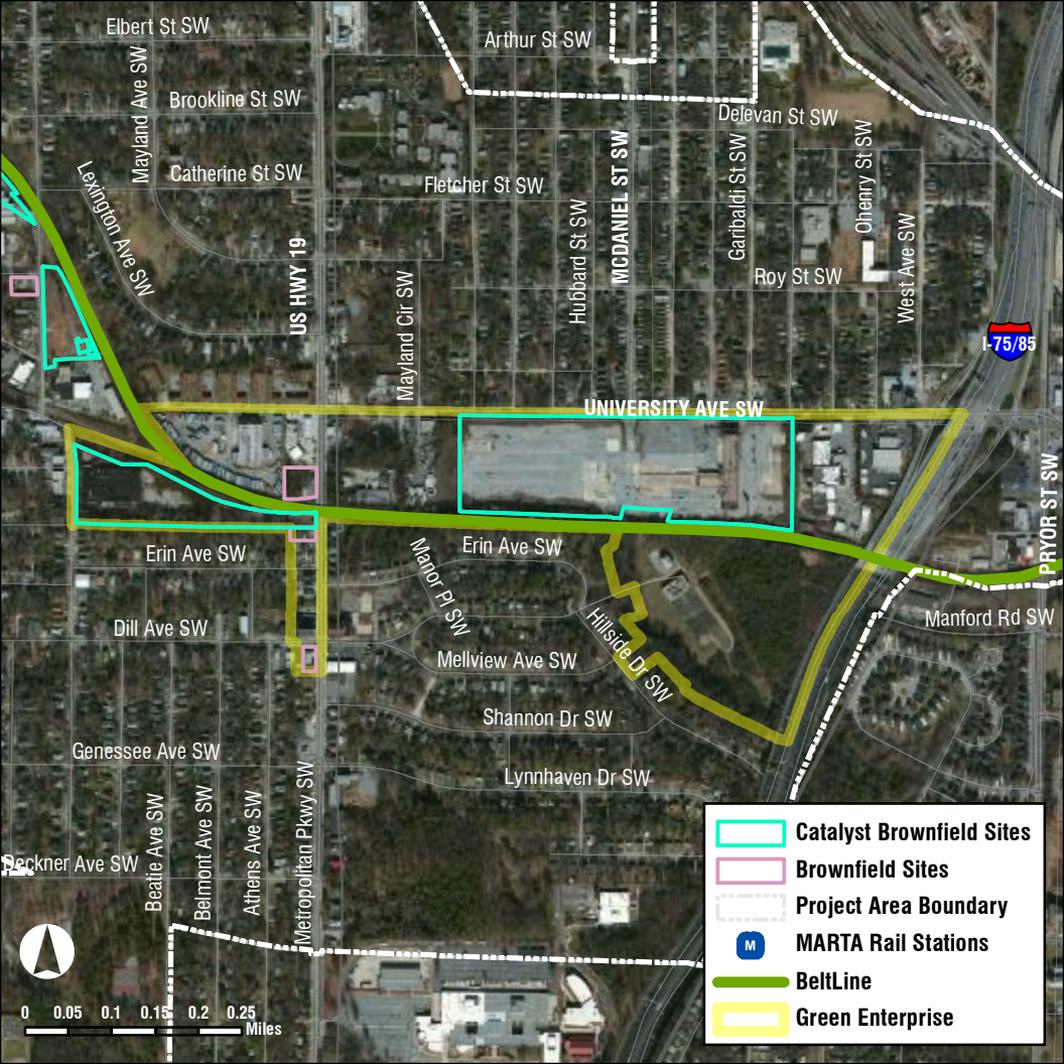
**Mixed Use
Industrial
Development**

**Light
Manufacturing
Industrial Space**

Murphy Crossing Park

Allene Avenue Park





Elbert St SW
Arthur St SW
Brookline St SW
Catherine St SW
Fletcher St SW
Delevan St SW
Lexington Ave SW
Mayland Ave SW
Mayland Cir SW
Hubbard St SW
MCDANIEL ST SW
Caribaldi St SW
Roy St SW
OHenry St SW
West Ave SW
US HWY 19
UNIVERSITY AVE SW
I-75/85
PRYOR ST SW

Erin Ave SW
Dill Ave SW
Genessee Ave SW
Beattie Ave SW
Belmont Ave SW
Athens Ave SW
Metropolitan Pkwy SW
Major Pl SW
Erin Ave SW
Mellview Ave SW
Hillside Dr SW
Shannon Dr SW
Lynnhaven Dr SW
Manford Rd SW

-  Catalyst Brownfield Sites
-  Brownfield Sites
-  Project Area Boundary
-  MARTA Rail Stations
-  BeltLine
-  Green Enterprise





University Avenue extension

Retail

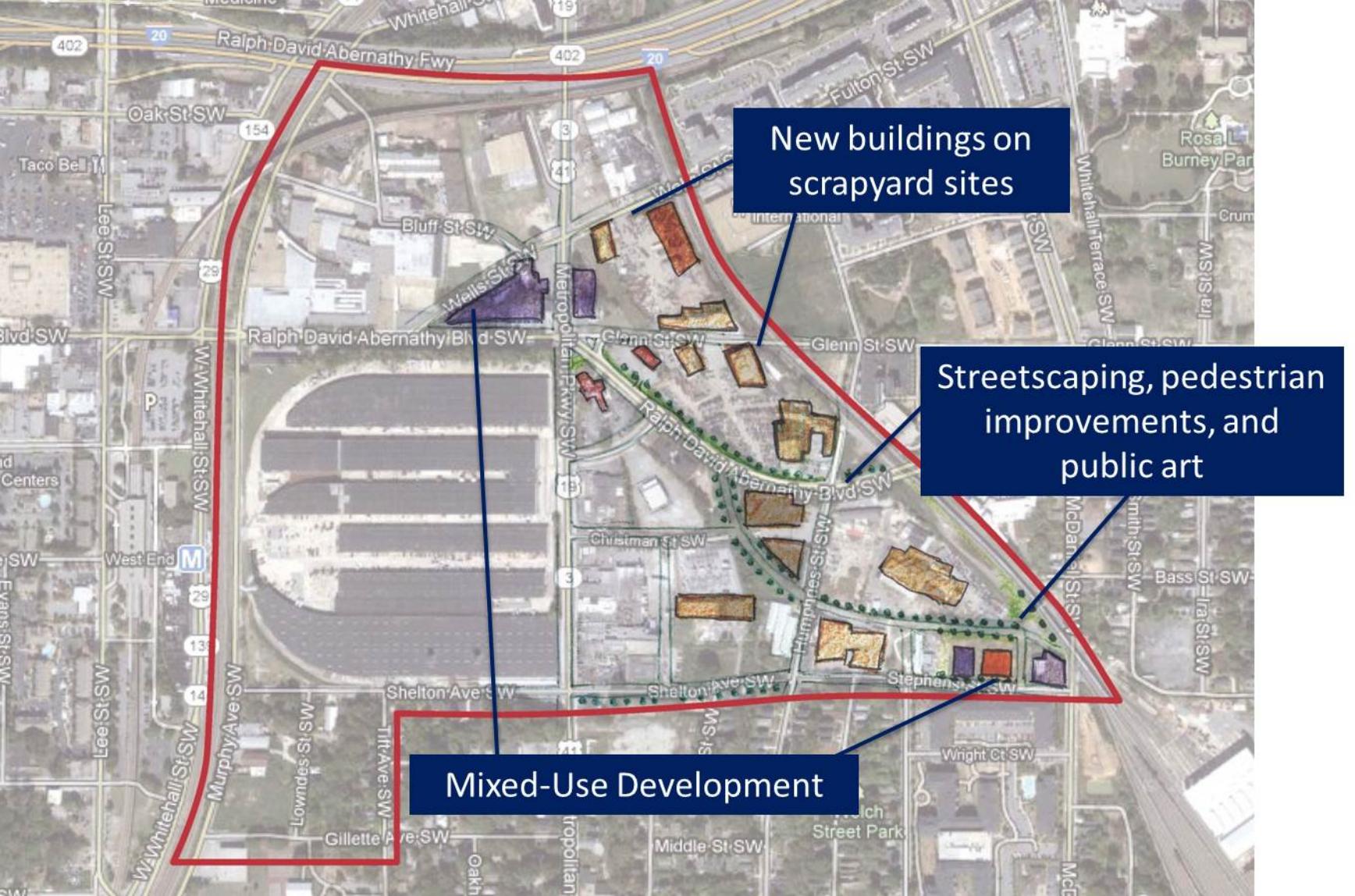
Sustainable manufacturing

Zoning change

Food production, processing, and distribution

Street network improvements

Hillside Park



New buildings on scrapyards sites

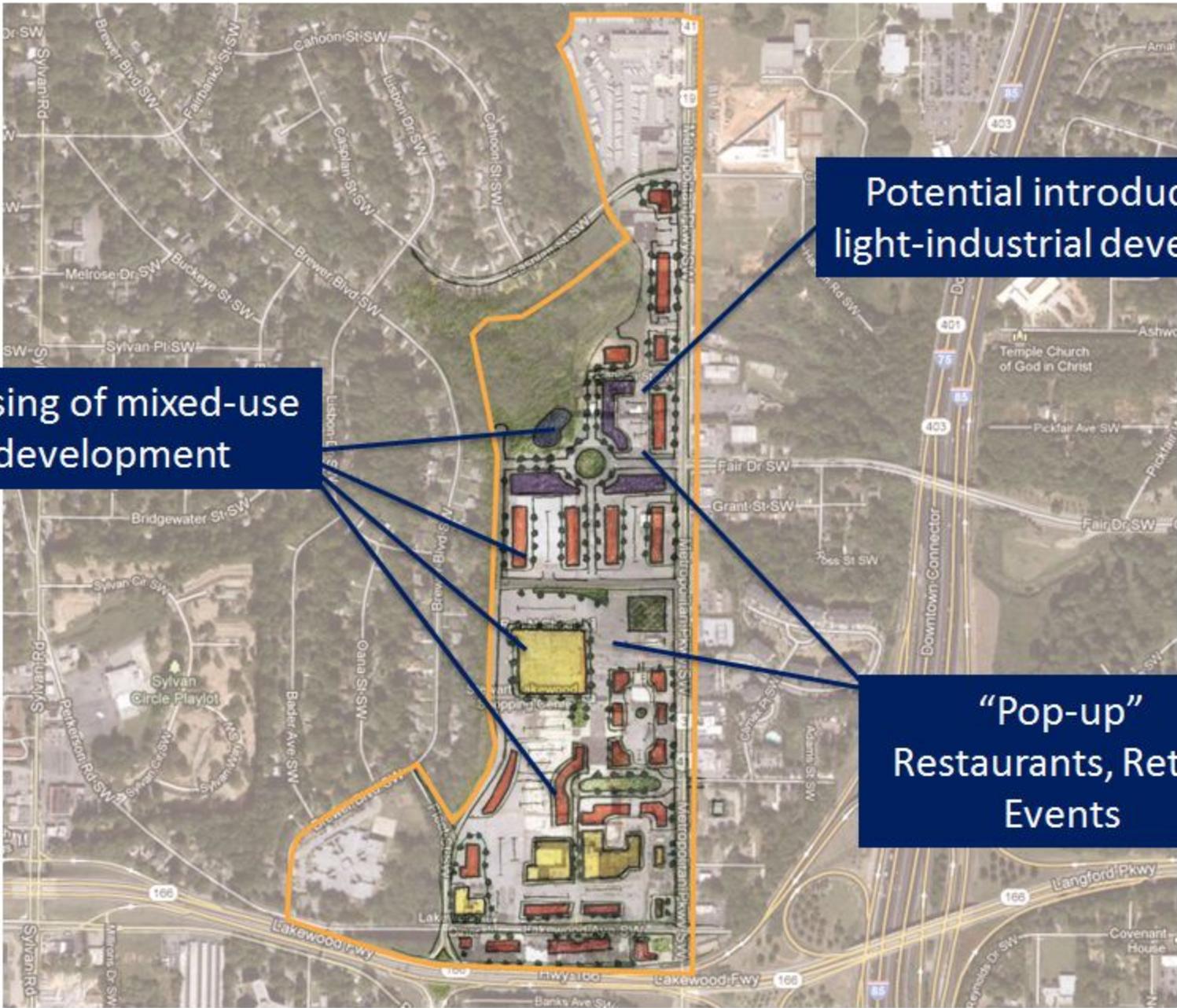
Streetscaping, pedestrian improvements, and public art

Mixed-Use Development



0 0.05 0.1 0.15 0.2 0.25 Miles

-  Catalyst Brownfield Sites
-  Brownfield Sites
-  Project Area Boundary
-  MARTA Rail Stations
-  BeltLine
-  Crossroads Center



Phasing of mixed-use development

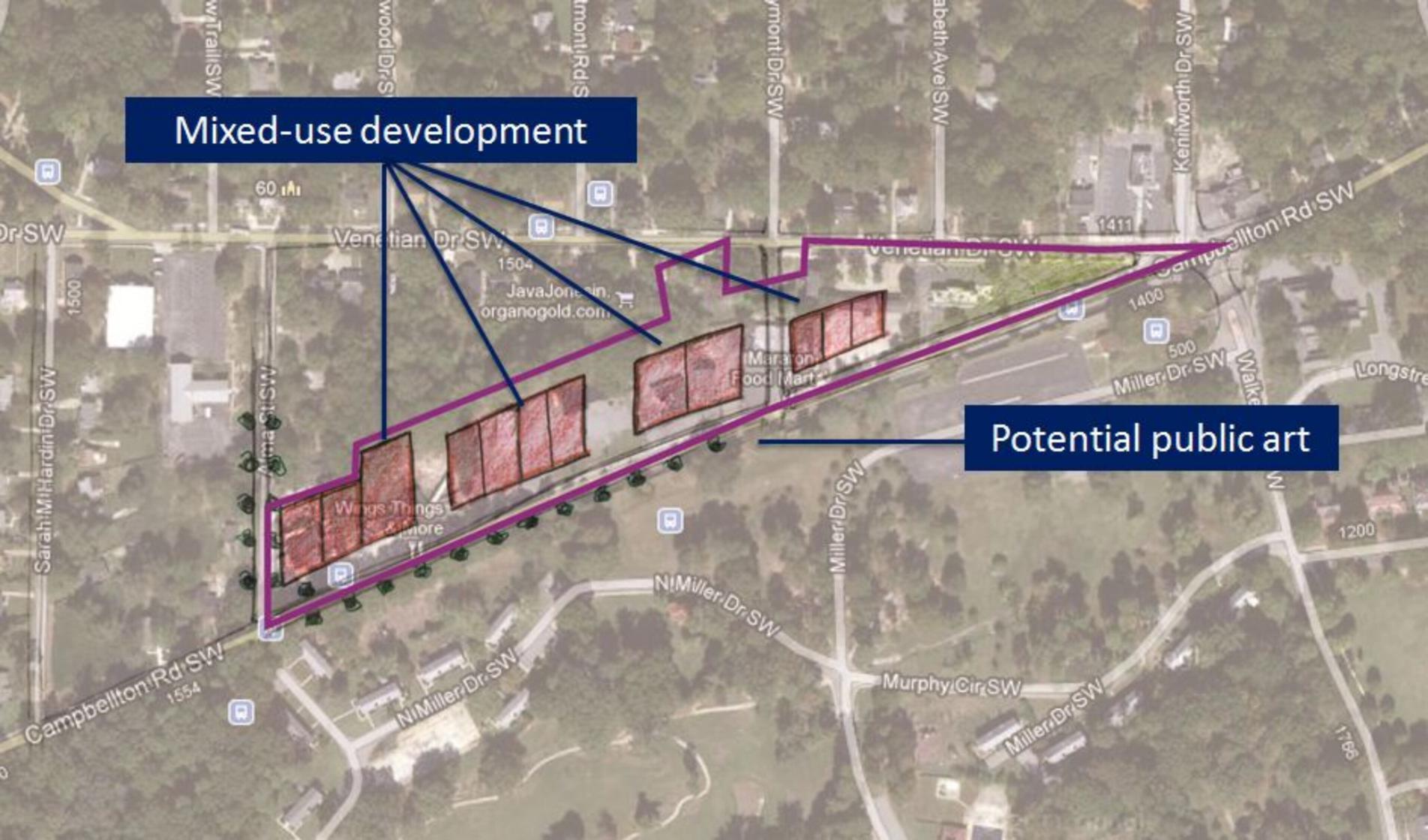
Potential introduction of light-industrial development

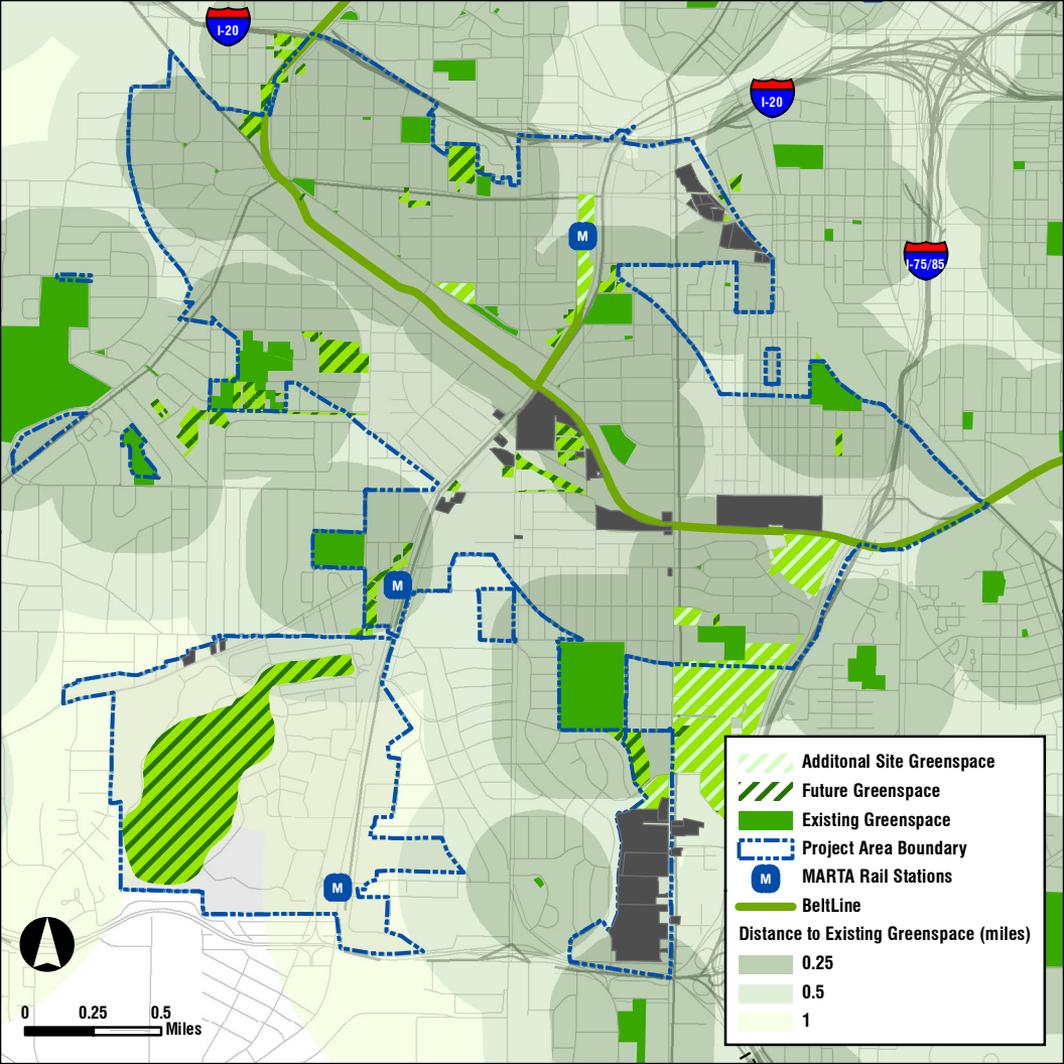
“Pop-up” Restaurants, Retail, Events



Mixed-use development

Potential public art





I-20

I-20

I-75/85

M

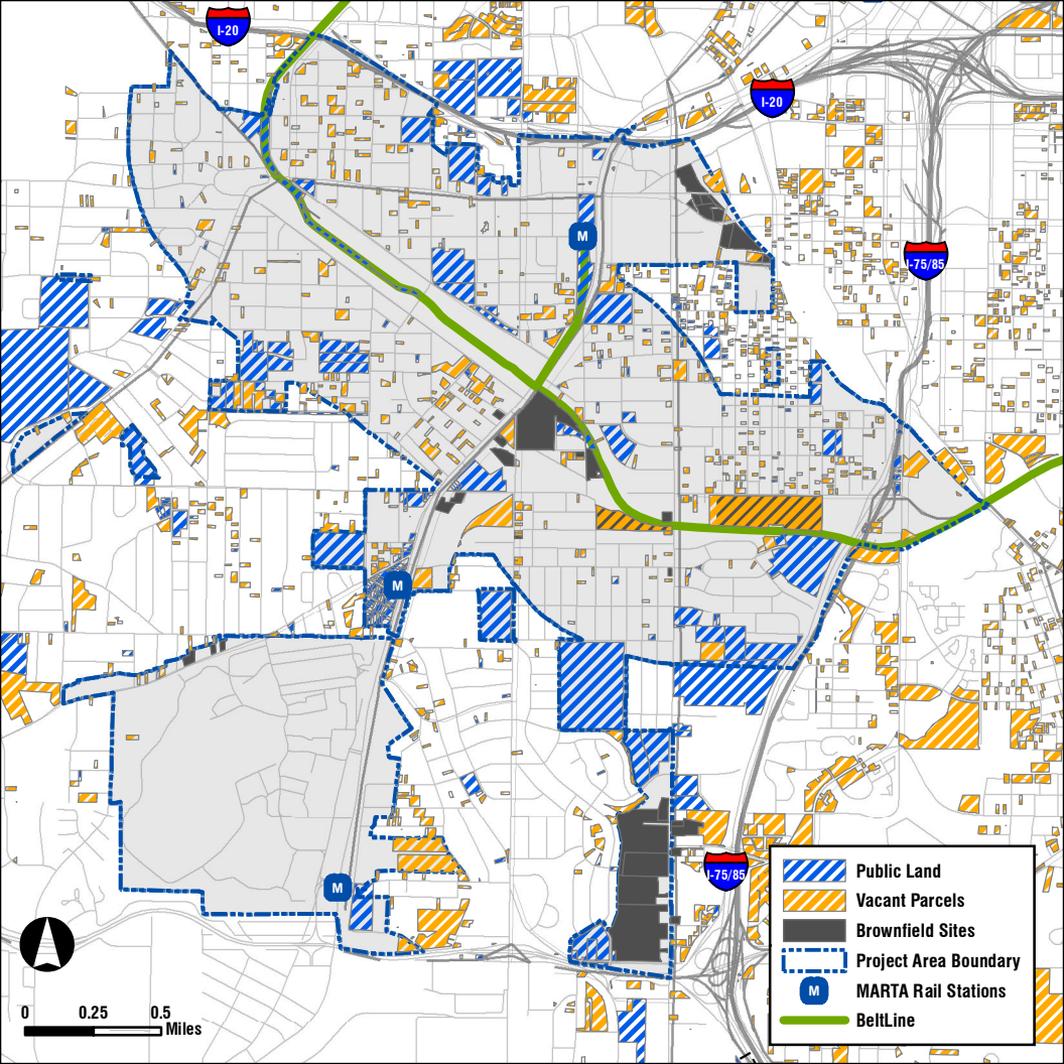
M

M



0 0.25 0.5 Miles

Additional Site Greenspace
Future Greenspace
Existing Greenspace
Project Area Boundary
MARTA Rail Stations
BeltLine
Distance to Existing Greenspace (miles)
0.25
0.5
1



I-20

I-20

I-75/85

I-75/85

-  Public Land
-  Vacant Parcels
-  Brownfield Sites
-  Project Area Boundary
-  MARTA Rail Stations
-  BeltLine



0 0.25 0.5 Miles



Appendix B: Node Redevelopment Fact Sheets

#1

MURPHY TRIANGLE (122 acres) Implementation Strategy & Resources

Vision

Murphy Triangle will become the key catalyst for the economic revitalization of the entire project area through the use of redeveloped brownfields to support programs and resources for a light manufacturing industry cluster.

Implementation

Brownfield Status

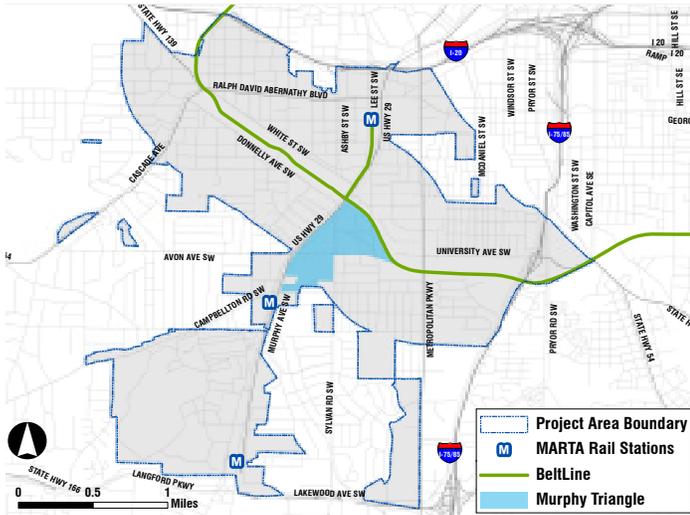
- The former Farmers Market site at 0 Murphy Avenue has had a Preliminary Environmental Assessment conducted, but will require a Phase I Assessment.
- The Harmon Brothers Site at 1150 Allene Avenue has had Phase I and Phase II Assessments performed, with extensive cleanup completed
- Other Priority Sites may contain groundwater contamination and potential migration of contaminants from adjacent sites

Next Steps

- Create a business and workforce center
- Develop a light manufacturing incubator to support entrepreneurship
- Establish a workforce development center to train local residents to assume jobs in the newly created businesses
- Retain graduated firms within the project area to contribute to an industry cluster (shown in brown below) for light manufacturing promoting economic sustainability.
- Continue to extend Murphy Crossing Park

Financial Resources

BeltLine TAD | Oakland City/Lakewood LCI | Historic preservation tax credits | Economic Development Administration | Southface | US Department of Commerce Small Business Administration



Priority Brownfield Redevelopment Sites

#	Site Address	Acreage	Zoning	Current Use
1	0 Murphy Avenue	17.93	I-1	Industrial (Vacant)
2	1150 Allene Avenue SW	2.66	I-1	Parkspace
3	1088 Murphy Avenue SW	0.78	I-2	Industrial-Mfg.
4	1039 Lee Street	0.58	I-1	Vacant - Auto Service
5	1135 Sylvan Road SW	2.01	I-2	Industrial-Auto/Transp.
6	1121 Allene Avenue	0.34	I-1	Vacant - Industrial
7	1024 Avon Avenue	0.85	I-1	Vacant - Commercial
8	1230 Murphy Avenue	0.69	I-1	Industrial-Auto
9	1286 Sylvan Road	0.17	I-1	Vacant - Commercial
TOTAL		26.01		

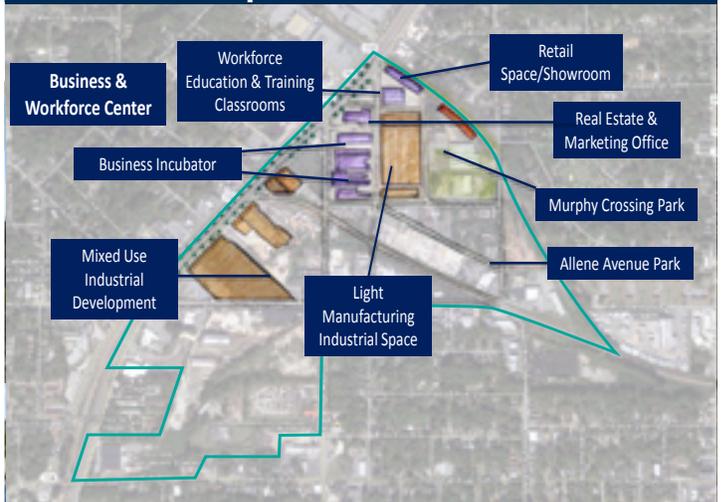
Source: Fulton County Tax Assessor

Existing Conditions



Author Creation

End Use Concept



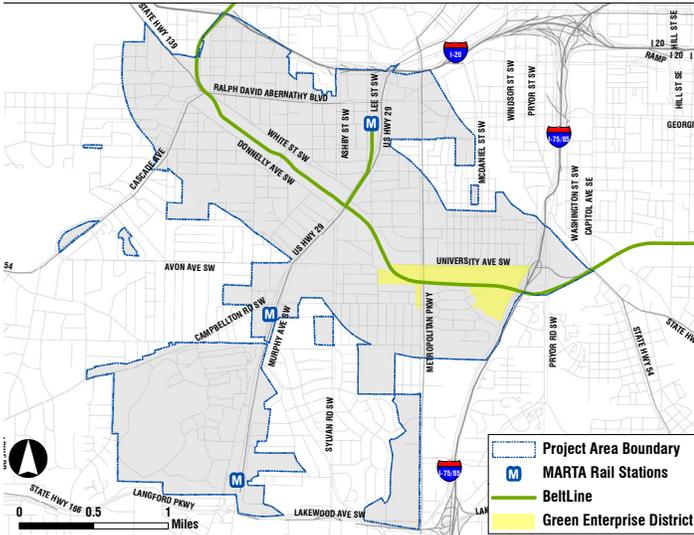
Author Creation



#2

GREEN ENTERPRISE DISTRICT (42 acres)

Implementation Strategy & Resources



Vision

The Green Enterprise District will be designed as a mixed-use/industrial node incorporating urban agriculture, economic development, community spaces, connectivity to the BeltLine and planned transit.

Implementation

Brownfield Status

- Phase I and Phase II Assessments have been completed.

Next Steps

- Capitalize on the industrial enterprise zone along University Avenue, the inclusion in other financial incentive areas, and easy transportation access to attract industrial-based economic development activities.
- Coordinate with the current owner of the 31-acre University Avenue property- a place-based nonprofit- to support plans for the site's reuse with significant community input.
- Attract sustainable industries, including urban agriculture, that create jobs for area residents.

Financial Resources

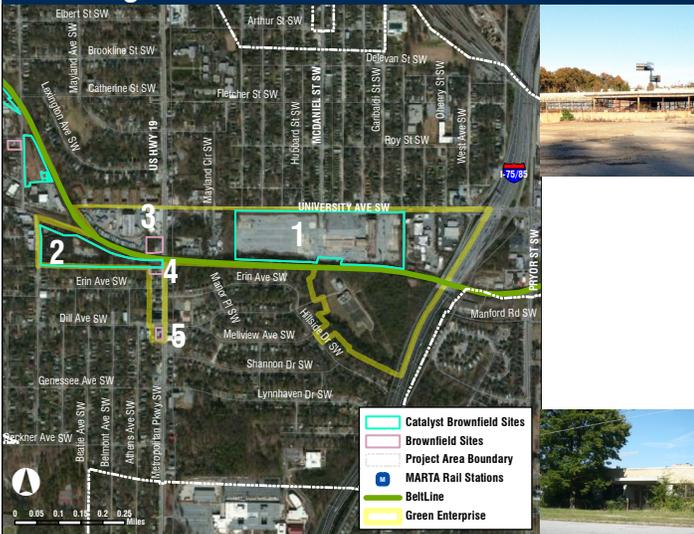
BeltLine TAD | Industrial Enterprise Zone | Atlanta Renewal Community | Urban Enterprise Zone | Oakland City/Lakewood LCI | Annie E Casey Foundation | Historic preservation tax credits | Low-income housing tax credits

Priority Brownfield Redevelopment Sites

#	Site Address	Acreage	Zoning	Current Use
1	352 University Avenue	31.4	I-1	Industrial (Vacant)
2	1246 Allene Avenue	8.52	I-2	Industrial (Vacant)
3	1241 Metropolitan Parkway	1.21	C-1	Gas Station
4	1273 Metropolitan Parkway	0.18	C-2	Commercial (Vacant)
5	1341 Metropolitan Parkway	0.45	R-4	Convenience Store

Source: Fulton County Tax Assessor

Existing Conditions



Author Creation

End Use Concept



Author Creation

#3

METROPOLITAN YARDS (160 acres) Implementation Strategy & Resources

Vision

This northernmost node of the project area will build on the established success of the Castleberry Hill neighborhood and The Metropolitan. Supporting the area as a burgeoning artist-industrial district with advanced recycling capabilities, future development will maintain the area's industrial character; enhance accessibility; and develop studio, loft, and mixed-use retail space.

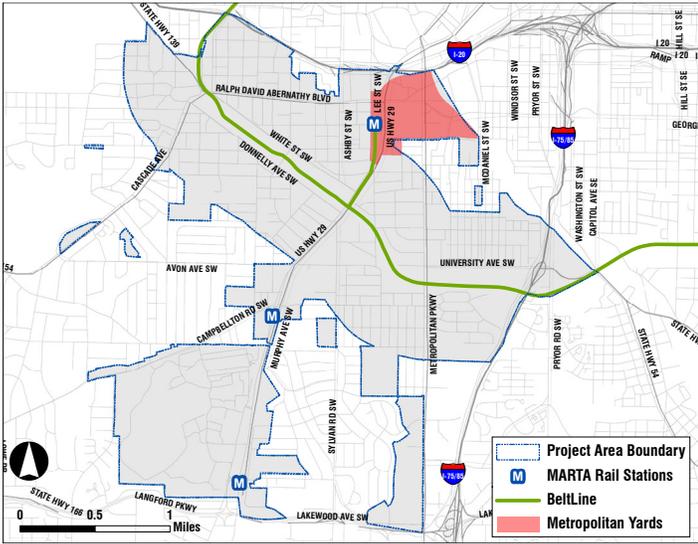
Implementation

Brownfield Status

- No environmental records have been recorded for the priority sites in this node. Phase I Assessments will be required due to possible contamination from past and current industrial use in the area. While 451-471 Stephens (the American Mop site) has been cleared, 749 McDaniel (the AHA site) is occupied by a former industrial building

Next Steps

- Enhance accessibility in the area, particularly across the Norfolk Southern rail line, through new street extensions and connections
- Implement streetscape improvements and install public art along Ralph David Abernathy, especially along the edge of the bordering scrapyards.
- Dedicate space for a greenway along portions of the west side of the Norfolk Southern rail line and extend the existing bicycle lane along the greenway to enhance connectivity to the BeltLine spur.
- Attract new residential and mixed-use development on Stephens Street at the Atlanta Housing Authority and American Mop sites and implement pedestrian improvements for the adjacent rail crossing.
- Consider vacant parcels on Lowndes and Ralph David Abernathy for use as public open space, at least as an interim use.
- Enforce regulation of the scrapyards, enhance urban design around their facilities, and expand public easements to create pedestrian buffering along the narrow walkways bordering them.



Financial Resources

BeltLine TAD | Atlanta Renewal Community | Urban Enterprise Zone

Priority Brownfield Redevelopment Sites

#	Site Address	Acreage	Zoning	Current Use
1-2	451-471 Stephens St. + 749 McDaniel St.	1.86	I-2	Vacant Industrial
3	490 Georgia Ave. + 690 Humphries St.	5.58	I-2	Industrial
4	651 Humphries St. + 574 Glenn Ave. + 693 Ralph Abernathy Blvd.	5.19	I-2	Industrial
5	598 Wells St.	3.89	I-2	Industrial
TOTAL		16.52		

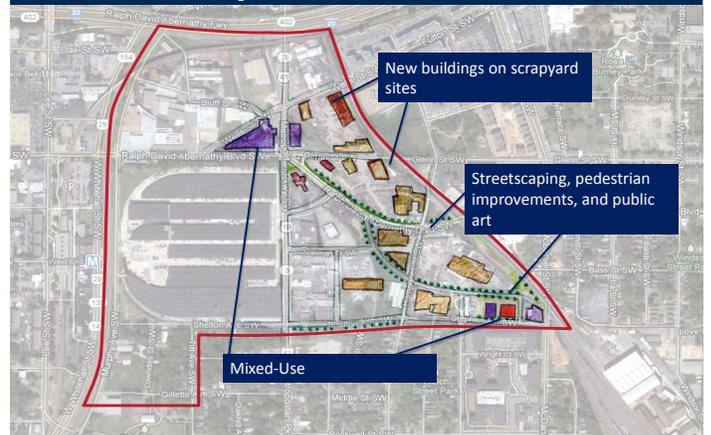
Source: Fulton County Tax Assessor

Existing Conditions



Author Creation

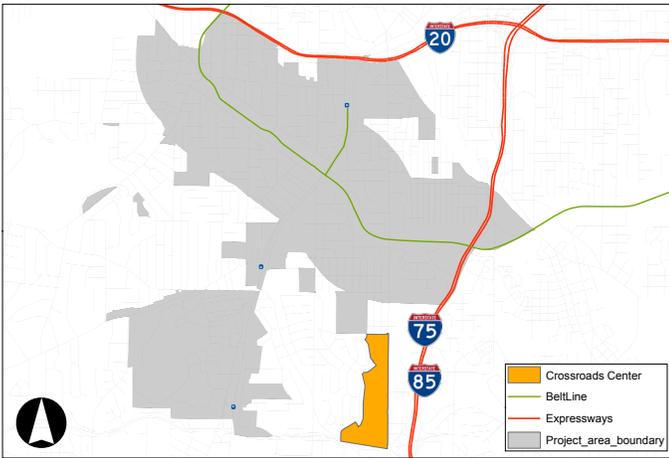
End Use Concept



Author Creation

#4

CROSSROADS CENTER (117 Acres) Implementation Strategy & Resources-DRAFT



Vision

Crossroads Center will be designed as an integrated mixed-use development, reprising its role as the area's leading commercial corridor. Light Industrial may also be added to strategic sites in order to facilitate higher paying jobs for local residents.

Implementation Strategy

Brownfield Status

- Presence of contamination is unknown; residents have reported they perceive the shopping center to be a brownfield.

Next Steps

- Capitalize on the corridor's historical roots and proximity to the area's major institutions to continue planning and development interest in the node.
- Implement proposed large-scale mixed-use development, with some modifications to previous plans.
- Capitalize on the large size of the individual redevelopment sites to attract development opportunities.
- Assemble strategic parcels individually and introduce a phased development strategy to allow for an accelerated redevelopment process, thus addressing the community's commercial needs more quickly.
- Ensure the separate sites are developed with an overall vision towards connectivity.
- Attract light-industrial uses to 1785 and 1897 Metropolitan Parkway to draw economic activity to the area, create jobs with higher wages than retail positions, and incorporate local businesses from the proposed incubator into the community.

Financial Resources

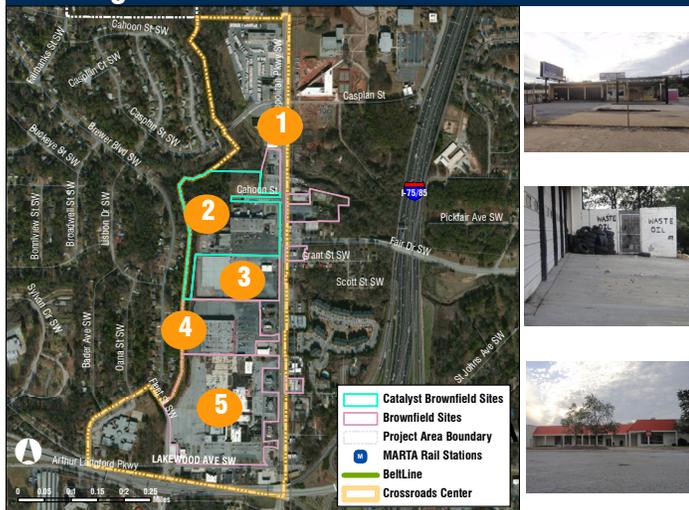
Metropolitan Parkway TAD | Oakland City/Lakewood LCI | New Markets Tax Credits | Neighborhood Stabilization Program

Priority Redevelopment Sites

#	Site Address	Acreage	Zoning	Current Use
1	1785 Metropolitan Parkway	1.75	C-1	Commercial (Vacant)
2	1897 Metropolitan Parkway	18.38	C-2, R-2	Commercial (Vacant)
3	1919 Metropolitan Parkway	9.37	C-1	Commercial
4	1959 Metropolitan Parkway	10.34	C-1, R-4	Commercial
5	2091 Metropolitan Parkway	25.28	C-2	Commercial
TOTAL		65.12		

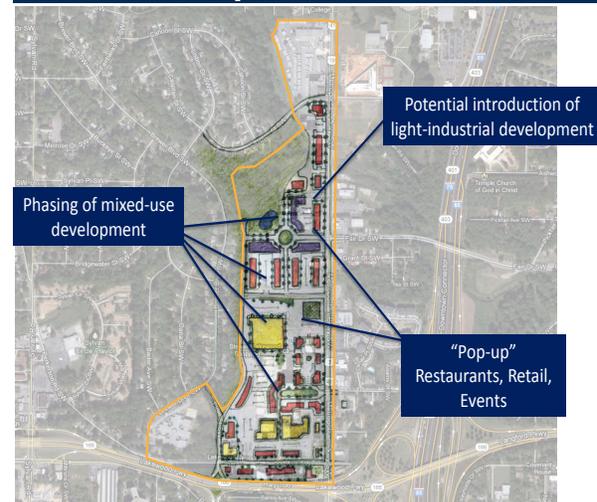
Source: Fulton County Tax Assessor

Existing Conditions



Source: Google Earth (2012), Authors

End Use Concept



Author Creation

#5

FT. MCPHERSON GATEWAY (8 acres)

Implementation Strategy & Resources

Vision

The Gateway District will establish a commercial district to capture retail and service demand from the Fort McPherson redevelopment and adjacent residential properties.

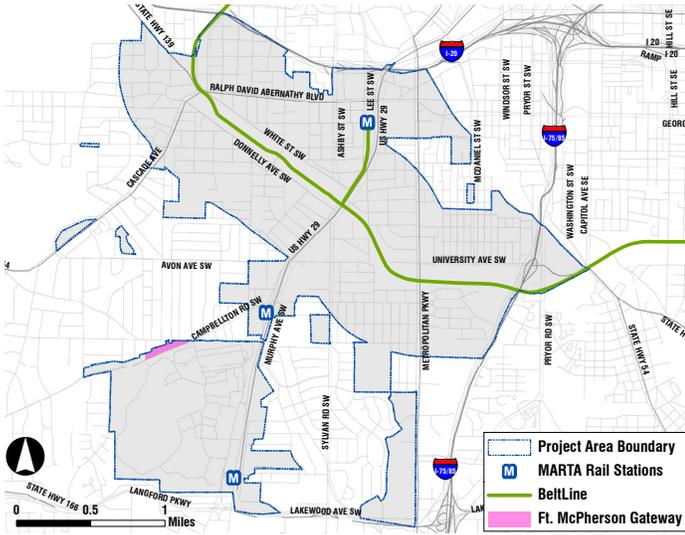
Implementation

Brownfield Status

- While not included in preliminary assessments, underground storage tanks are located on the site and pose the risk of contamination

Next Steps

- Develop the western portion of the Ft. McPherson redevelopment that abuts Campbellton Road as a new residential neighborhood with a mix of housing types, extending the character of the historic Oakland City neighborhood and others to the west.
- Designate the site as a possible mixed-use/commercial area to serve surrounding residents.
- Utilize the location of one of the main entrances into the Ft. McPherson redevelopment as an opportunity to help create a “gateway” identity for the area.



Financial Resources

Campbellton TAD | McPherson Implementing Local Redevelopment Authority

Priority Brownfield Redevelopment Sites

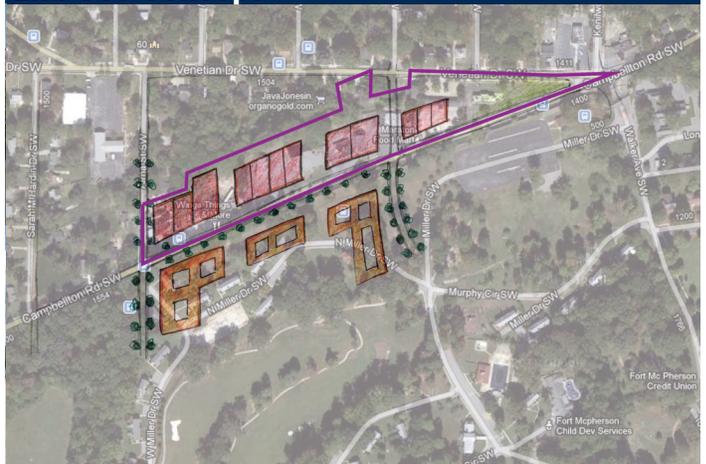
#	Site Address	Acreage	Zoning	Current Use
1	1531 Campbellton Rd SW	1.11	C1	Commercial
2	1489 Campbellton Rd SW	0.42	C1	Commercial
3	1469 Campbellton Rd SW	.043	C1	Commercial
TOTAL		1.96		
Source: Fulton County Tax Assessor				

Existing Conditions



Author Creation

End Use Concept



Author Creation

Appendix C: Stakeholders List and Local Plans Reviewed

Master Stakeholder List

Name	Nodes
Public	
Atlanta City Council	Murphy Triangle
Atlanta Housing Authority	Metropolitan Yards
Atlanta Metropolitan College	Murphy Triangle, Crossroads Center
Atlanta Regional Commission	Green Enterprise District
Atlanta Technical College	Murphy Triangle, Crossroads Center
Atlanta Workforce Development Authority	Murphy Triangle
Capital View Industrial Enterprise Zone	Green Enterprise District
	Murphy Triangle, Green Enterprise District,
	Metropolitan Yards, Crossroads Center, Fort McPherson
City of Atlanta	Gateway
Federal Highway Administration (USDOT)	Green Enterprise District
Fulton County	Murphy Triangle
Georgia Department of Community Affairs	Green Enterprise District
Georgia Department of Transportation	Green Enterprise District
Georgia QuickStart	Murphy Triangle
Georgia's Manufacturing Extension	
Partnership	Murphy Triangle
	Murphy Triangle, Green Enterprise District, Crossroads
Invest Atlanta	Center, Fort McPherson Gateway
McPherson Implementing Local	
Redevelopment Authority	Fort McPherson Gateway
Metropolitan Atlanta Rapid Transit Authority	Murphy Triangle, Green Enterprise District, Fort
(MARTA)	McPherson
National Park Service	Green Enterprise District
Small Business Development Center	Murphy Triangle
State of Georgia	Murphy Triangle
US Department of Agriculture	Green Enterprise District
Non-Profit	
Access to Capital for Entrepreneurs (ACE)	
Loans	Murphy Triangle
Adair Park Today	Metropolitan Yards
Annie E. Casey Foundation	Green Enterprise District
Atlanta BeltLine, Inc.	Murphy Triangle, Green Enterprise District
Atlanta MicroFund	Murphy Triangle
Atlanta Wealth Building Initiative	Green Enterprise District
Enterprise Community Partners	Green Enterprise District
Mechanicville Civic Association	Metropolitan Yards
Pittsburgh Community Improvement	
Association	Green Enterprise District, Metropolitan Yards

Master Stakeholder List

Name	Nodes
Non-Profit	
SCORE	Murphy Triangle
Southface	Murphy Triangle
The Center for Working Families	Murphy Triangle, Green Enterprise District
The Community Foundation for Greater Atlanta	Green Enterprise District
Venetian Hills neighborhood/NPU S	Fort McPherson Gateway
West End Neighborhood Development	Metropolitan Yards
For-Profit	
Crossroads Shopping Center	Crossroads Center
Georgia Power	Metropolitan Yards
Norfolk Southern	Metropolitan Yards
The Metropolitan	Metropolitan Yards

Local Plans Reviewed

Year	Plan	Scope/Relevance	Brownfields
2012	Atlanta Brownfields Program Health Assessment	AWP Project Area	X
2012	Baseline Market Conditions & Site	AWP Project Area	X
2012	City of Atlanta 2013-2017 Capital Improvement Program and Short Term Work Program	City of Atlanta, projects relevant to Green Enterprise District, Murphy Triangle and Metropolitan Yards	X
2012	Comprehensive Workforce Investment Act Plan	Fulton County	
2012	Murphy Triangle Industrial District Ordinance	Murphy Triangle	
2012	Preservation of Pittsburgh Neighborhood Master Plan	Green Enterprise District, Metropolitan Yards	X
2012	Preliminary Environmental Assessment	AWP Project Area	X
2012	Transportation Improvement Program	Atlanta Regional Commission, projects relevant to Green Enterprise District, Murphy Triangle, Fort McPherson Gateway and Metropolitan Yards	
2011	Aerotropolis Atlanta Brownfield Redevelopment Health Impact Assessment	AWP Project Area (nearby catalytic redevelopment project)	X
2011	Action Plan for the Fort McPherson Community	Fort McPherson Gateway	X
2011	City of Atlanta Comprehensive Development Plan	City of Atlanta, land use recommendations relevant to Murphy Triangle	X
2011	2010 State of the City's Transportation Infrastructure & Fleet Inventory Report	City of Atlanta, projects relevant to AWP Project Area	
2010	BeltLine Subarea 1 Master Plan	Metropolitan Yards	X
2009	A Plan for Industrial Land and Sustainable Industry in the City of Atlanta	Metropolitan Yards	X
2009	BeltLine Subarea 2 Master Plan	Green Enterprise District, Murphy Triangle	X
2008	Connect Atlanta Plan	City of Atlanta, projects relevant to Green Enterprise District, Fort McPherson Gateway, Metropolitan Yards	
2007	Campbellton/Cascade Road Redevelopment Plan	Fort McPherson Gateway	X
2007	Atlanta BeltLine Health Impact Assessment	Murphy Triangle, Green Enterprise District, Metropolitan Yards	X
2007	McPherson Reuse Plan	Fort McPherson Gateway	X
2007	Project Greenspace	City of Atlanta, relevant to AWP Project Area	X
2006	Metropolitan Parkway TAD Redevelopment Plan	Crossroads Center	X
2006	Pittsburgh: Blueprints for Successful Communities Plan	Green Enterprise District, Metropolitan Yards	X
2006	Redevelopment Plan for the Campbellton Road TAD	Fort McPherson Gateway	

2005	NPU S Comprehensive Plan	Murphy Triangle	X
Local Plans Reviewed			
Year	Plan	Scope/Relevance	Brownfields
2005	NPU X Comprehensive Plan	Crossroads Center, Green Enterprise District	X
2004	Mechanicsville Neighborhood Plan	Metropolitan Yards	X
2004	Oakland City/Lakewood LCI	Crossroads Center, Green Enterprise District, Murphy Triangle	X

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2012	Comprehensive Workforce Investment Act Plan	Fulton County	
2012	Murphy Triangle Industrial District Ordinance	Murphy Triangle	
2012	Preservation of Pittsburgh Neighborhood Master Plan	Green Enterprise District, Metropolitan Yards	X
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2011	Aerotropolis Atlanta Brownfield Redevelopment Health Impact Assessment	AWP Project Area (nearby catalytic redevelopment project)	X
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2011	2010 State of the City's Transportation Infrastructure & Fleet Inventory Report	City of Atlanta, projects relevant to AWP Project Area	
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2006	Pittsburgh: Blueprints for Successful Communities Plan	Green Enterprise District, Metropolitan Yards	X
2006	Redevelopment Plan for the Campbellton Road TAD	Fort McPherson Gateway	

2005	NPU S Comprehensive Plan	Murphy Triangle	X
Local Plans Reviewed			
Year	Plan	Scope/Relevance	Brownfields
2005	NPU X Comprehensive Plan	Crossroads Center, Green Enterprise District	X
2004	Mechanicsville Neighborhood Plan	Metropolitan Yards	X
2004	Oakland City/Lakewood LCI	Crossroads Center, Green Enterprise District, Murphy Triangle	X

Appendix D: Business and Public Meeting Agendas and Notes

Appendix E: Business and Workforce Center

BUSINESS ORGANIZATION

The first organization that should be established is a non-profit business association representing all businesses within the project area. Several local entrepreneurs have expressed demand for a business group that can assist the local business community in aspects ranging from networking to technical assistance. We recommend that the City take steps to organize regularly scheduled meetings among these businesses (through the City Council representative). These meetings can initially be informal and serve to gather interest and membership. However, within one year of the first meeting, leaders should consider incorporating the group as a formalized non-profit. The mission of the non-profit, to be determined by leaders in detail, should focus on serving as a center for local business advocacy and technical support which will lead to the creation of an industry cluster focused on sustainable manufacturing industries including light manufacturing and food manufacturing.

While the establishment of new businesses within the area will be the primary method of economic growth, retention of existing businesses is still of great importance. In order to retain high quality businesses, Invest Atlanta's business retention program that is currently under development should invite a representative of the business organization to schedule and conduct surveys of area businesses. This representative will also serve as a point of contact for ongoing conversations with existing businesses.

BUSINESS INCUBATOR

Upon formation of the business organization, one of their first projects should be to fund a feasibility study for a business incubator, focused on light manufacturing industries.

The business incubator, a subsidiary of the non-profit business organization, will require approximately 100,000 square feet of manufacturing and office space. Businesses admitted to the business incubator must be entrepreneurial ventures in need of both manufacturing space and technical assistance. Businesses will be offered a below market-rate rental space and be required to participate in regularly scheduled free consulting sessions. The Small Business Development Center (SBDC) and SCORE (a volunteer organization of business mentors) are resources that can provide free consulting to client businesses. Manufacturing spaces should be equipped with essential manufacturing infrastructure, tools and equipment. See below for a detailed list of this equipment. The incubator will also provide shared office equipment (fax machine, copier, administrative assistance) to all tenants. Tenants will occupy space for a maximum of five years in which they should become financially sustainable enough to "graduate" into a vacant industrial space in the project area (as identified in other node descriptions). A determined effort needs to be made to retain graduated businesses, as their establishment within the

project area is the primary purpose of the incubator. Upon graduation from the incubator, these manufacturing firms will establish their offices within the project area creating an industry cluster. According to the National Business Incubator Association, 84% of graduated businesses remain within the community, a statistic that should be the goal for the project area (NBIA, 2012).

MANUFACTURING EQUIPMENT FOR BUSINESS INCUBATOR

- o 480 volt access
- o Air compressor access (\$25,000)
- o 2-3" Gas Main
- o Maintenance Shop to store common tools for shared purposes
- o Bridgeport Mill (\$8,000)
- o Lathe (\$8,000)
- o Arbor Press (\$1,000)
- o Welding Equipment (\$2,000)
- o 3D Printer (\$1,000)
- o Portable Workbenches (\$100)
- o Forklift (\$15,000)
- o Adobe Creative Suite (\$1,000)
- o AutoCAD Inventor (\$7,000)

Source: Van Ness, 2012

WORKFORCE DEVELOPMENT

In order to address the low skill and low wage jobs throughout the Murphy Triangle node and address environmental justice issues that arose through the high prevalence of brownfields, a workforce development program must be established for local residents. A majority of the current residents throughout the project area lack the necessary skills to work for the manufacturing ventures that will be launched through the business incubator and the manufacturing firms that will develop in the project area due to the newly formed industry cluster.

In order to address the skills mismatch, a portion of the business and workforce center space should be allotted to train these residents. This space can come in the form of classrooms and in satellite offices for Atlanta area workforce training service providers. These providers include, but are not limited to: Atlanta Metropolitan College, Atlanta Technical College, The Center for Working Families, Atlanta Workforce Development Agency, Georgia QuickStart, and Southface. In addition to basic manufacturing skills training, classes should be taught in environmental analysis/cleanup, personal finance and entrepreneurship. These topics are essential for matching the workforce skills to the business demands and available resources within the area.

A further recommendation to ensure local hiring by incubator clients would be an employer/job seeking matching program for incubator clients and all businesses within the project area. A community benefits agreement is another tool that can be used to ensure local hiring.

REAL ESTATE/MARKETING OFFICE

In order to promote existing vacant properties and the general business environment of the project area, a real estate/marketing office should be established as a part of the business organization. Primary responsibilities of the office include maintaining a detailed record of all brownfield and vacant industrial sites, working with any potential investors or developers interested in the properties, and striving to stimulate the sale of Atlanta made products. A central branding of products manufactured throughout the project area can be framed similar to the “SF Made” campaign in San Francisco. Use a singular “Made in ATL” logo to market these products and assign the marketing office with the responsibility of encouraging and maintaining the brand.

The business organization should raise funds from its members and outside sources to support heightened standards for maintenance, pedestrian- friendly urban design, freight access, facility modernization, and overall site branding and marketing. These standards will create a competitive environment for light manufacturing start-up retention as well as new business attraction. These practices can be performed through a less formal business organization or the establishment of a Community Improvement District in which funds are raised through a self- assessed tax of local businesses.

While graduated incubator businesses will be the core of industry development, interim strategies should be employed by the real estate/marketing office in order to jump start industry formation. A focus on attraction of light industrial businesses that require minimal overhead costs to begin operations can utilize some of the vacant industrial space for job creation and economic growth. Specific industries to target for this interim phase include fulfillment centers and contract manufacturing firms.

RETAIL SPACE AND SHOWROOM

In an effort to connect the proposed Murphy Crossing Park adjacent to the incubator, a small retail space should be developed on the northeastern side of the business incubator, at the intersection of Murphy Avenue and the BeltLine. This space will serve as a showroom and retail space for all of the incubator clients. All clients will receive a portion of this building to display their products, sell their products or provide information on their business and industry. This will serve to both connect the incubator with the Beltline and raise awareness among local residents and potential customers, of new businesses being developed.

FINANCIAL SUPPORT

Capital for entrepreneurial ventures is often scarce, as traditional lenders generally require both collateral and sufficient cash flows to secure their loan. Community Development Financial Institutions (CDFIs) are financial institutions that lend to markets that generally are unlikely to receive capital through more traditional financial institutions. Throughout Atlanta there are several CDFIs that could provide much needed capital for many of the startups locating in the incubator. Providing a satellite

office or a single office within the business and workforce center for meetings between these CDFIs or other financial institutions and clients would be an invaluable tool. Financial resources to be pursued include Access to Capital for Entrepreneurs (ACE Loans), Atlanta MicroFund, SeedCo and ACCION.

BUSINESS AND WORKFORCE CENTER OVERVIEW

A collaboration of these resources and partnerships can have an immense economic impact on the project area. Co-location of the resources increases collaboration, efficiency and the effectiveness of each of these resources on their own. The figures below display the financial resources, timeline and necessary stakeholders to establish these programs.

WORKS CITED

National Business Incubator Association. (2012). Business Incubation Frequently Asked Questions. Retrieved from: http://www.nbia.org/resource_library/faq/

Van Ness, T. (2012, November 23). Personal interview.

Appendix F: Industrial Urban Design Guidelines

APPENDIX F: INDUSTRIAL URBAN DESIGN GUIDELINES

In collaboration with the City and the BeltLine, the proposed area-wide plan implementation organization (see the Economic Development section) should publish official urban design guidelines. These guidelines will establish a vision for the area that goes above and beyond the general requirements of the City's zoning ordinances. This vision should be incorporated into other plans affecting the area. The guidelines will provide direction for developers, facilitate the permitting process, and condition the sale or development of land controlled by the project's partners.

PRESERVE VIABLE INDUSTRIAL SITES

Light manufacturing facilities can require up to 300,000 square feet of space, with site coverage averaging 40% or less due to employee parking and truck court requirements (Yap, 2003). By extension, even a smaller, 100,000 square foot light manufacturing facility requires a lot that measures roughly 500 feet to a side. Lots of this size are scarce in central Atlanta, and must be preserved for economic development. Be selective in expanding the street grid; block size reductions can last hundreds of years, limiting the viability of a manufacturing job base in the area over the long-term.

The BeltLine Master Plans for Subareas 1 and 2 (Atlanta BeltLine, Inc., 2009, 2010) note that large industrial parcels in the project area contribute to a negative pedestrian environment. To support a strong pedestrian experience and a robust street grid while promoting viable industrial sites, new blocks should generally be no longer than 600 feet to a side, as recommended in the Connect Atlanta Plan (City of Atlanta, 2008). In rare cases to attract major industrial employers, blocks of up to 1,000 feet to a side can be broken up into walkable sub-blocks of 300 to 400 feet to a side, through public, pedestrian/bicycle pathways or "paseos," (see Field Paoli & City of San Jose, 2010).

PRESERVE AND CELEBRATE HISTORIC AND CULTURAL ASSETS

Preserving and celebrating the project area's unique historic and cultural assets will promote a distinct sense of neighborhood identity, while also facilitating navigation via local landmarks. The plan prioritizes historic buildings and sites for brownfield redevelopment, when historic preservation is economically feasible and best serves the broader goals of the area-wide planning program.

When existing buildings are safe and functional, reuse is generally more environmentally sustainable than new construction, although some adjustments may be necessary to maximize energy efficiency (e.g., weatherproofing and insulation). Keeping existing building materials in place can also reduce brownfield redevelopment costs incurred by disturbing hazardous materials that are safe when inert (e.g. asbestos). Finally, reusing existing buildings provides for greater economic diversity in rents and sale prices, creating a more supportive environment for local businesses, start-ups, and low and moderate income households.

Seek creative ways to reuse or repurpose building materials, scrap, industrial artifacts, and even contaminated debris. Menomonee Valley Industrial Center (pictured on next page) preserved industrial chimneys as the centerpiece of a new park, and managed asbestos containing debris through the creation of landscaping mounds. Germany's Duisburg-Nord Industrial Landscape Park (also pictured on next page) celebrates the Ruhr area's industrial heritage, with old blast furnaces serving as climbing walls and a gasometer as a diving tank (Darley, 2003).

Creative solutions like these can improve environmental, urban design, and other outcomes simultaneously. Potential partners in project area include the Lifecycle Building Center, the Center for Working Families, and the Metropolitan Business and Arts District.

Fig. F 1. Menomonee Valley Industrial Center's Chimney Park



Source: Powers, 2007

Fig. F 2. Duisburg-Nord Industrial Landscape Park



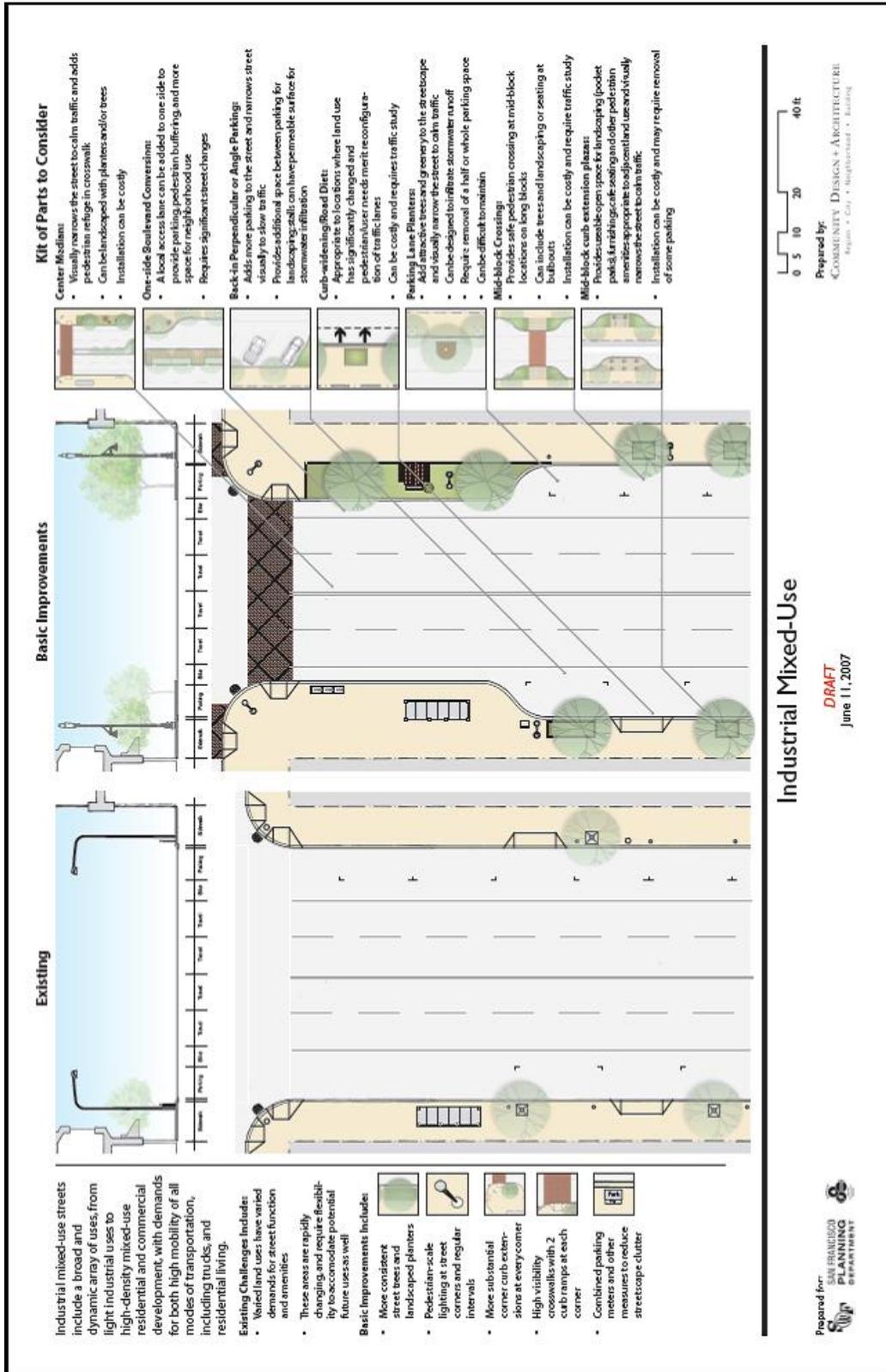
Courtesy of DZT/Landschaftspark Duisburg-Nord GmbH (Mark Wohrab)

Source: German National Tourist Board, 2012

SHELTER NON-INDUSTRIAL USES FROM HEAVY FREIGHT TRAFFIC WHILE MAXIMIZING SUPPLY CHAIN EFFICIENCY

On all streets except major supply routes, and particularly on primary retail frontages, the emphasis should be on creating “complete streets” that offer a safe and pleasant environment for pedestrians, for bicyclists, for personal automobiles, and for limited commercial traffic (City of San Francisco, 2007; Leigh et al., 2009; Field Paoli and City of San Jose, 2010). Within the project area, major freight access routes include Lee Street, Metropolitan Parkway and Langford Parkway, in addition to the interstate system. Thus, site and new street design should consider the needs of industrial businesses for efficient freight access. When the primary frontage is a major pedestrian street, orient loading docks to the rear, side, or core of the block. Conversely, on major supply routes, shelter non-industrial uses by orienting them toward pedestrian-focused streets, alleyways, or courtyards (Asian Neighborhood Design, 2007). Centralize vehicular access to the block, minimizing curb cuts and thereby minimizing conflicts between alternative forms of transportation. Encourage on-street parking, bicycle facilities, and generous sidewalks with street trees and plantings. The City of San Francisco’s industrial mixed-use street guidelines (on the next page) illustrate a variety of ways to balance the needs of different users (Leigh et al., 2009).

Fig. F 3. Industrial Mixed-Use Street Guidelines



Source: City of San Francisco, 2007

CREATE ENGAGING PEDESTRIAN ENVIRONMENTS

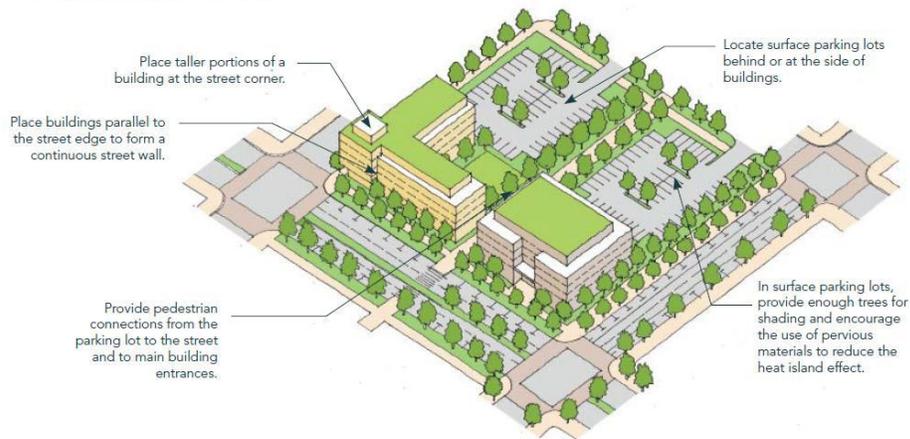
Wherever possible, the short side of buildings and lots should front onto retail and pedestrian oriented streets, creating a stimulating environment through frequent changes in storefronts as pedestrians proceed down the street (Jacobs, 1993). Active uses with heavy customer interaction (e.g. sales offices and showrooms) should be located along the street edge, while other uses (e.g. back offices and manufacturing), can be located elsewhere on the site (Field Paoli and City of San Jose, 2010).

CREATE OUTDOOR ROOMS

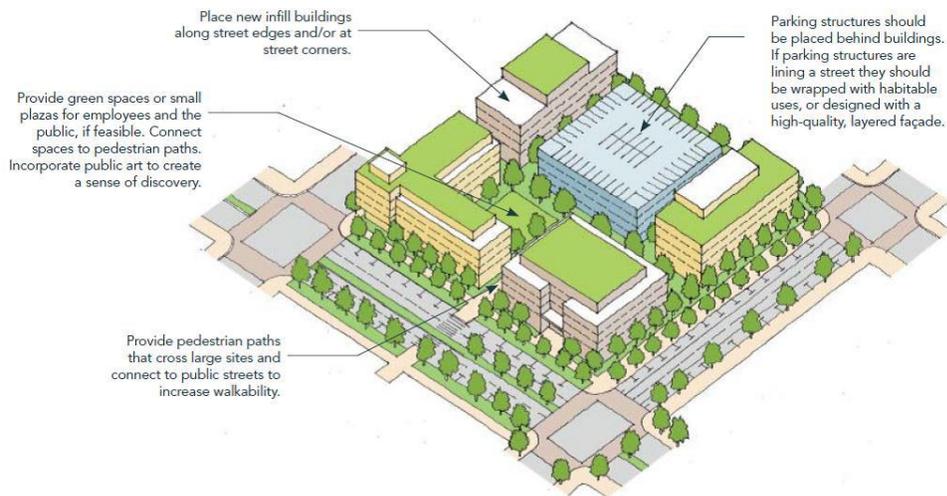
Build-out of lots should achieve a ratio of total gross floor area to total lot area of at least 1:3 initially, and at least 2:3 at full build-out (Redevelopment Authority of the City of Milwaukee, 2006). Initial build-out with surface parking should be of dimensions to accommodate additional development on the site and the eventual conversion of surface parking to structured parking (Field Paoli and City of San Jose, 2010). These phased guidelines will realize long-term density goals without constraining the ability of small businesses to achieve scale.

Fig. F 4. Site Build-Out Guidelines for Urban Industrial Parks

Phase 1: Layout with Surface Parking



Phase 2: Layout with Structured Parking



Source: Field Paoli and City of San Jose, 2010

DESIGN PEDESTRIAN-FRIENDLY BUILDINGS

The primary pedestrian entrance for each building should face the street, rather than a private parking lot. Large industrial buildings should include façade elements that reduce their perceived scale, such as articulations or modulations, shading devices, and changes in color. Unless precluded by security concerns, consider making the activities within production buildings visible, contributing to a pride of place and expressing the significance of industrial employment in the community (Field Paoli and City of San Jose, 2010).

Fig. F 5. Pedestrian-Friendly Industrial Building Design



Color variations, architectural modulations, and shading devices can reduce the perceived scale of large buildings.



Transparency in industrial buildings can showcase activities and contribute to the high-tech character of North San José.



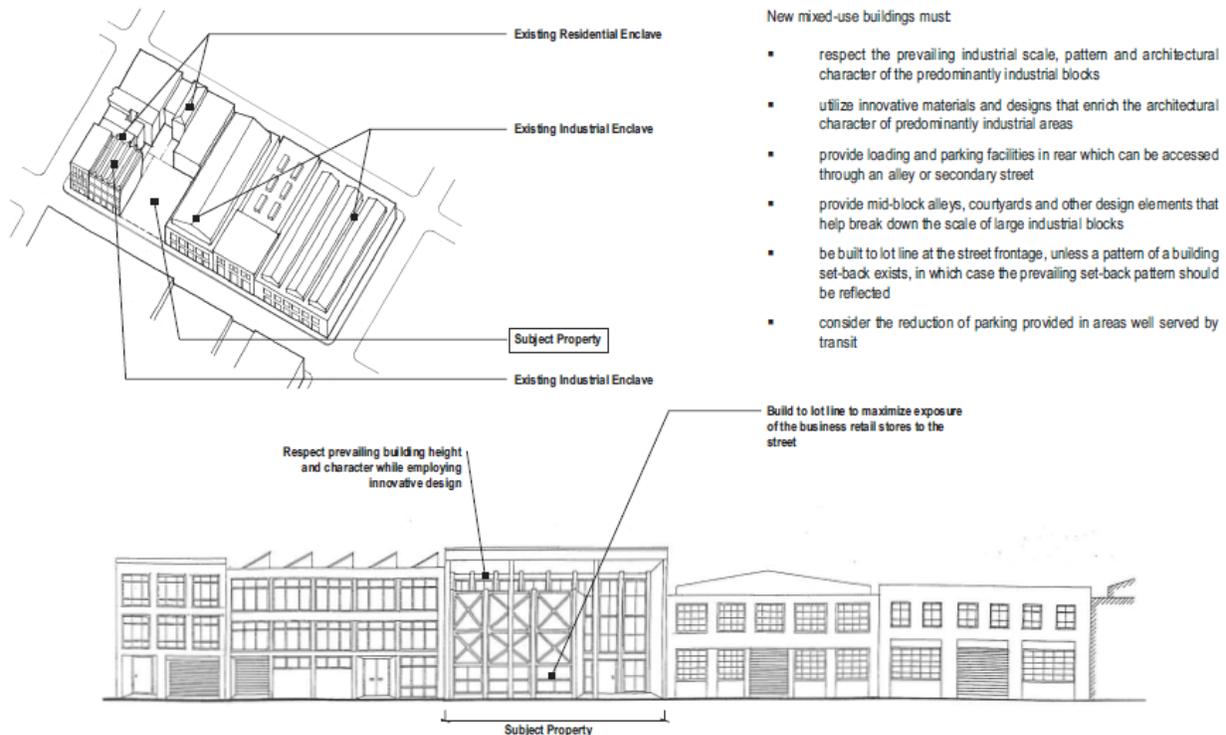
Different façade materials and shapes can transform even large production and distribution facilities into interesting architecture.

Image and Caption Source: Field Paoli and City of San Jose, 2010.

BALANCE INNOVATIVE DESIGN WITH RESPECT FOR LOCAL CONTEXT AND HERITAGE

Variations in architectural style (from classical to vernacular to modern) can add character and interest to a neighborhood. Stylistic variations can be brought into harmony through consistent scale and thoughtful arrangements of building types (e.g. townhouses, bungalows, etc.). The City of San Francisco's guidelines below demonstrate how a new mixed-use building can respect the scale and context of a historic industrial area (City and County of San Francisco, 2001).

Fig. F 6. Mixed-Use Building in an Industrial Context



Source: City and County of San Francisco, 2001.

CREATE ATTRACTIVE AND FUNCTIONAL TRANSITIONS BETWEEN INCOMPATIBLE LAND USES

In urban planning, "light industrial" land uses are prohibited from producing nuisances and hazards such as noise, vibration, glare, or environmental impacts beyond the property line, while "heavy industrial" land uses are prohibited from producing these impacts beyond a larger industrial district. Typically, zoning ordinances require loading docks and equipment storage areas to be visually screened from adjacent non-industrial uses. Atlanta's light industrial zoning district (I-1) makes this demand. However, to create a pleasant pedestrian environment, visual screens must be aesthetically pleasing. Official design guidelines should encourage functional and attractive materials such as timber, masonry, and vegetative walls, as well as visually interesting surface treatments such as murals, mosaics, and bas-relief (U.S. DOT, 2012).

Fig. F 7. A Vegetative Visual Screen and Noise Barrier



Source: Woolly Pocket Garden Company, Inc., 2011

Noise pollution from freight and passenger rail and industrial activity is a significant barrier to redevelopment in the project area, particularly for sound-sensitive land uses such as residential and office properties. In particular, passing MARTA trains are loud enough to interrupt conversation inside existing industrial buildings along Murphy Avenue. The City should consider commissioning a study to gather decibel level data and explore noise mitigation options. Potential solutions include constructing structural noise barriers (Scottish Borders Council, 2004), or installing rail web dampers directly at the source of noise (Hering International, 2012). Encourage developers to position non-noise sensitive uses such as structured parking closest to the rail line, to lessen noise pollution for other land uses (City of Stuttgart, 2010).

MIX USES HORIZONTALLY AND VERTICALLY

Given the disproportionate transportation cost burden faced by low and moderate income individuals (Hickey, et al., 2012), mixing land uses is a critical tool for helping the community meet their everyday needs more conveniently and cost effectively. Certain light industrial land uses can operate harmoniously in a mixed-use setting, when careful attention is given to minimizing potential conflicts. Soundproofing, vibration control, venting systems, traffic management, and environmental performance guidelines are the essential components. The South of Market District in San Francisco provides successful examples of horizontally mixed industrial and residential uses (pictured on the next page). The South Park and Chinatown areas of San Francisco provide successful examples of vertically mixed residential and industrial uses, typically with apartments located above carpentry shops, window repair shops, garment factories, food processing outfits, and other light industrial uses (Asian Neighborhood Design, 2007).

Fig. F 8. Horizontally Mixed Industrial and Residential Uses in San Francisco



Source: AsianNeighborhoodDesign, 2007.

Fig. F 9. Apartments Over a Working Window and Glass Shop in the Mission District of San Francisco



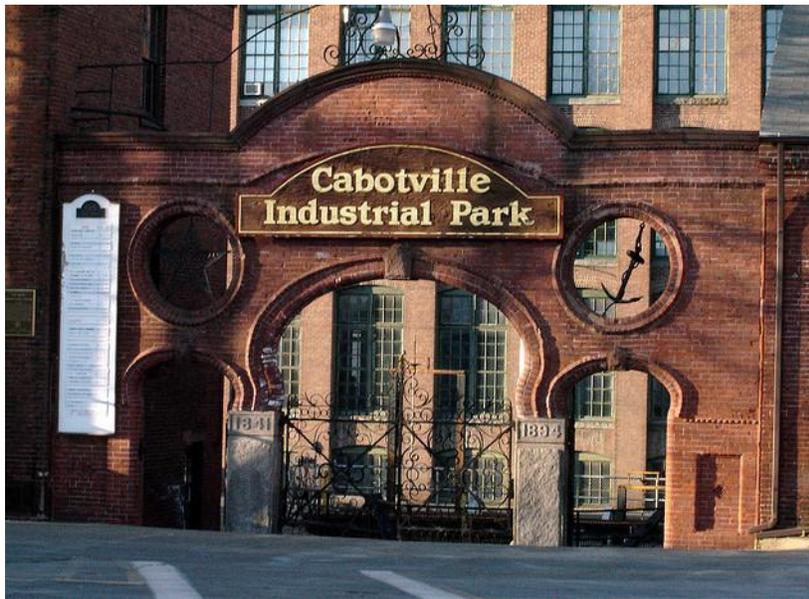
Source: AsianNeighborhoodDesign, 2007.

While it is only one of many viable design solutions, limiting light industrial uses to one to three stories with other land uses achieving additional height through stepped setbacks, would enable longer ceiling spans for industrial uses. This strategy would also permit greater floorplan autonomy across land uses, and minimize the construction costs for vertical noise and vibration control. Such site plans should also be easier to finance. The inconsistent financial performance of vertical mixed-use developments in the recession has lessened lender and investor interest in these projects (Cotter, 2012).

CREATE DISTRICT BRANDING THAT INSPIRES PRIDE AND EXPRESSES COMMUNITY VALUES

Neighborhood gateways, signage, public art, and branding can facilitate navigation, create a distinctive sense of place, inspire community pride, and improve investors' perceptions of the area. Design elements can also signal a shift in the way industrial businesses relate to the community, sending the message that industrial employment centers can be aesthetically pleasing, community-oriented, pedestrian-friendly, and environmentally responsible. Chicopee, Massachusetts, and Chicago, Illinois, provide noteworthy examples of industrial gateways, pictured below.

Fig. F 10. Cabotville Industrial Park Gate in Chicopee, Massachusetts



Source: Graphikartkid, 2006

Fig. F 11. Chicago Stockyards Industrial Park Gates (in Foreground and Background)



Source: Srivastava, 2011

ESTABLISH ENVIRONMENTAL PERFORMANCE TARGETS

Heightened environmental, health, & safety performance standards for light manufacturers will prevent future brownfields, while maximizing the potential for dense, mixed-use, industrial development. To support and attract sustainable manufacturers, begin by setting voluntary, area-wide targets for manufacturers, for (1) LEED green building standards, and (2) sustainable manufacturing processes. Partner with Southface Energy Institute to establish low-cost, easy-to-implement industrial sustainability guidelines paralleling the LEED requirements (see Menomonee Valley Partners, 2012). Apply for E3 sustainable manufacturing funds for demonstration projects.

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Appendix G: Mixed-Use Industrial Zoning Category

APPENDIX G: MIXED-USE INDUSTRIAL ZONING CATEGORY

The following is a partial template consisting of several key provisions for a proposed, “mixed-use industrial” zoning category. The template is intended not as a comprehensive, final document, but rather as a provocative illustration of key concepts, to be revised and elaborated upon by the City and its partners. These provisions draw heavily from Atlanta’s existing zoning ordinances (City of Atlanta, 2012) and strive to embrace the intent of Atlanta’s Comprehensive Development Plan (City of Atlanta, 2011), the BeltLine’s industrial policy (J. Lewis, personal communication, Nov. 19, 2012), and the City of Atlanta Zoning Review Board’s recommendations for the recent rezoning of Murphy Triangle from heavy to light industrial (C.W. Jacks, personal communication, Aug. 23, 2012). While some of the content below is original or synthesized from several different sources, the provisions also draw heavily from Miami’s Workplace District (City of Miami, 2012), San Francisco’s Service/Light Industrial/Residential District (City of San Francisco, 2012); San Jose’s Industrial Park District (City of San Jose, 2012), Menomonee Valley Industrial Center’s Development Guidelines (Redevelopment Authority of the City of Milwaukee, 2006); and Philadelphia’s Industrial Residential Mixed-Use District (City of Philadelphia, 2012).

FINDINGS, PURPOSE, AND INTENT

The Mixed-Use Industrial District is designed:

- (1) To support, expand, and attract a mix of very low-impact light-industrial uses, including artist and artisan industrial; small-to moderate-scale food and beverage production, preparation, wholesaling, and distribution; R&D/flex/showroom space; and sustainable, “clean” manufacturing uses.
- (2) To accommodate business service establishments and neighborhood-serving retail that support the above light-industrial businesses and their employees
- (3) To balance the need for family-supporting industrial job creation with the need for residential and employment densities sufficient to support transit, per the BeltLine’s development framework
- (4) To offer a mixed-use density bonus for development that provides a base amount of urban-format, light industrial space. Rather than completely prohibiting mixed-use development on the one hand, or letting mixed-use development displace industrial uses on the other hand, this district requires a base amount of industrial space, with mixed-use development permitted for the balance of the density allotment.
- (5) To encourage the redevelopment of brownfield sites through the above density bonus.
- (6) To facilitate the reuse of functionally obsolete industrial buildings by permitting their conversion to multifamily dwellings, loft offices, and/or a mix of other appropriate uses, so long as those uses do not detract from the viability of existing industrial clusters.

DEVELOPMENT CONTROLS

These requirements shall apply to all uses approved by special permits as well as permitted uses:

- (1) Mix of land uses:
 - a. The district permits mixed-use development (light-industrial/commercial/residential) in which light-industrial uses occupy at least 70% of the ground floor square footage. Light-industrial businesses’ retail/showroom space shall count toward this requirement, but shall not exceed 40% of the ground floor square footage.

- b. The district permits the conversion of functionally obsolete industrial buildings to other uses, with no restriction on the mix of land uses, so long as these uses are approved by right or by special permit, and so long as the original structure is substantially preserved and rehabilitated.
- (2) Lot coverage: 80% maximum. 33% minimum at initial build-out. 40% min. at final build-out. At least 66% encouraged at final build-out.
- (3) Floor area ratio: 3:1 minimum. 6:1 maximum. Exceptions to maximum include but are not limited to floor area devoted to childcare facilities.
- (4) Public sidewalks: 10 ft. minimum.
- (5) Private setbacks:
 - a. Principal front: 5 ft. minimum. 15 ft. maximum.
 - i. Maximum building encroachment from setback line: 6 ft.
 - ii. Maximum recess from setback line: 10 ft.
 - iii. Minimum frontage at setback line: 70%
 - b. Secondary front: 5 ft. minimum, 15 ft. maximum.
 - c. Side: 0 ft. minimum.
 - d. Rear: 0 ft. minimum.
- (6) Ceiling clear height (floor to rafters), ground level: 18 ft. minimum, 34 ft. maximum.
- (7) Permitted private frontages: terrace or light court, forecourt, stoop, shopfront, gallery, arcade (see www.miami21.org)
- (8) Prohibited private frontages: common lawn, porch & fence (see www.miami21.org)
- (9) Building height: 0 stories minimum, 8 stories or 110 ft. maximum.

PERMITTED PRIMARY USES AND STRUCTURES

A building or premises shall only be used for the following purposes:

- 1) Banks, savings and loan associations, and similar financial institutions
- 2) Basic utilities
- 3) Bed and breakfasts, inns
- 4) Broadcasting towers, line-of-sight relay devices for telephonic, radio or television communications when located 200 feet or more from any off-site residential districts or residential use not located within an industrial district, and when such towers or devices are greater than 200 feet in height, when located a distance which is greater than or equal to the height of the tower or device from a residential district or residential use which is not in an industrial district.
- 5) Business service establishments, including those providing duplicating, printing, maintenance, communications, addressing, mailing, bookkeeping, and guarding services
- 6) Clubs and lodges, union halls, hiring halls
- 7) Churches, synagogues, temples, mosques and similar worship facilities
- 8) Eating and drinking establishments, including those licensed for the on-premises consumption of malt beverages, wine and/or distilled spirits and those with drive-in service; catering establishments, delicatessens, bakeries.
- 9) Very low impact manufacturing, wholesaling, repairing, compounding, assembly, processing, preparation, packaging or treatment of articles, foods, components, products, clothing, machines and appliances and the like, where character of operations, emissions and by-products do not create adverse effects beyond the boundaries of the property or for onsite mixed uses. Use of heavy drop hammers, punch presses or

other machinery; or processing methods creating excessive noise or vibration is prohibited in this district. Environmental, health, safety, or nuisance factors that cannot be mitigated by design are prohibited.

- 10) Multifamily dwellings
- 11) Offices, clinics, laboratories, studios, workshops
- 12) Parking surfaces and structures
- 13) Professional and service establishments
- 14) Sales and leasing agencies for new and used passenger automobiles, bicycles, mopeds, and commercial vehicles.
- 15) General advertising signs subject to limitations contained in section 16-16.006(1) in chapter 28A of this part
- 16) Retail establishments less than 60,000 sq. ft. in floor area
- 17) Structures and uses required for operation of MARTA or a public utility, including uses involving extensive storage and railway rights-of-way and yards.
- 18) Trade schools, colleges and universities.
- 19) Warehousing and distribution facilities no larger than 100,000 square feet
- 20) Light-industrial work/live space in which the light-industrial component exceeds 50% of the dwelling unit area
- 21) Conversion of functionally obsolete industrial buildings to multifamily dwellings, loft offices, and/or other permitted uses.
- 22) Supportive housing

SPECIAL PERMITS

The following uses are permissible only by special permits of the kinds indicated, subject to limitations and requirements set forth herein or elsewhere in this part:

- a) Repair garages, paint and body shops, welding shops
- b) Retail establishments, including those with sales or display lots or storage lots, greater than 60,000 sq. ft. of floor area
- c) School, elementary or secondary
- d) Service station; car washes.
- e) Single-room occupancy residences (SROs)
- f) Roominghouses

PROHIBITED USES

- a) Adult businesses as defined in section 16-29.001(3)
- b) Correctional facilities
- c) General office
- d) Hotels
- e) Heavy industrial uses
- f) Major utilities
- g) Municipal solid waste disposal facility
- h) Pawn shops
- i) Park-for-hire surface parking lots
- j) Sales and leasing agencies for new and used passenger automobiles and commercial vehicles

- k) Sanitary landfills
- l) Solid waste handling facilities
- m) Terminals, freight, rail bus or truck, when erected or operated other than by a government agency
- n) Truck stops
- o) Yards for storage of contractor's equipment; sand and gravel; lumber; junkyards, salvage yards (including automobile), scrap metal processors and similar operations

PERMITTED ACCESSORY USES AND STRUCTURES

Structures and uses which are customarily accessory and clearly incidental to permitted principal uses and structures subject to general or specific limitations applying within the district:

- 1) Devices for the generation of energy such as solar panels, wind generators, and similar devices
- 2) Dwelling or lodging units
- 3) Studios or workshops

TRANSITIONAL USES, YARDS, SCREENING, & NOISE

- 1) *Transitional uses:* Where a lot in this district abuts a lot in any R-1 through R-G district at the side along the same street frontage, and without an intervening street, the first lot within this district, or the first 100 ft. of such lot if it is wider than 100 ft., shall not be used for any drive-in facility, service station, mortuary or funeral home, sales lot for automobiles, or general advertising sign, repair garage, or paint or body shop.
- 2) *Transitional height planes:* Where this district adjoins a district in the R-1 through R-G classification without an intervening street, height within the district shall be limited as follows: No portion of any structure shall protrude through a height-limiting plane beginning 35 ft. above the buildable area boundary nearest to the common district boundary and extending inward over this district at an angle of 45 degrees.
- 3) *Transitional yards:*
 - a. *Side yard:* Adjacent to an R district without an intervening street, 20 ft. is required which shall not be paved or used for parking or servicing.
 - b. *Rear yard:* There shall be a rear yard of 20 ft. adjacent to an R district which shall not be paved or used for parking or servicing.
 - c. *Screening:* Where a lot in this district abuts a lot in an R-1 through R-G district on the rear or side yard lot line without an intervening street, opaque fencing or screening not less than six feet in height shall be provided and maintained in sightly condition. Fences and walls should be decorative metal, finished product masonry, timber, vegetative walls, or finished surfaces such as mosaics, murals, or bas-relief. Chain-link, vinyl-coated chain-link, barbed wire, razor wire, and plastic composite fences are not permitted. Sound barriers should be both functional and aesthetically pleasing.
- 4) *Other Fences, Screening, & Noise Barriers:*

- a. Screen all loading areas and dumpsters visible from public streets or public common areas. For all fences and walls along streets and sides of front yards, the same requirements apply as for item 3.c.
 - b. Fences and walls along interior lines within rear yards: No fences higher than 9 ft. Decorative fences are encouraged. Black or green vinyl-coated chain-link fences are permitted only when not visible from a public street or public common space. Non-coated chain link, barbed wire, and razor wire are prohibited.
 - c. Noise: No activity shall produce an exterior noise level that exceeds a reading of 60 db when measured at the property line. No activity shall exceed a Noise Criteria of 40 db when measured from the interior of a unit owned or leased by a party unaffiliated with the source of the noise.
- 5) *Access to Transit and Greenspace*: Development layouts should support public access to transit and greenspace.

SITE LIMITATIONS

1. Site plans shall conform to any proposed City of Atlanta future street plans to limit block sizes and enhance connectivity, except to maintain the viability of existing large lots for light industrial employers. Block faces shall not exceed 600 ft. in length, except by variance for the purpose stated above. Larger block faces granted by variance shall not exceed 1,000 ft. in length, and any block faces exceeding 600 feet in length shall accommodate public pedestrian/bicycle through-block crossings or “paseos.” Any request for a variance of prevailing block face lengths not meeting the following requirements shall be denied:
 - a. The proposed use shall employ a minimum of ___ existing, City of Atlanta residents per 1,000 sq. ft. of gross buildable area, at a minimum, “family supporting wage” of \$___ per hour, in the first year of operation.
 - b. In future years of operation, the minimum “family supporting wage” shall be indexed by inflation and the consumer price index. In the event of nonattainment of the family supporting wage target, the owner shall pay an annual in-lieu fee in the amount of \$___.

PARKING

Except where superseded by BeltLine Overlay requirements:

General light-industrial: minimum of 1 parking space per 1,000 sq. ft.

Workspace for architects and engineers: minimum of 1 parking space per 1,000 sq. ft. of floor area

Artist and artisan production and performance space: minimum of 1 parking space per 2,000 sq. ft. of floor area

Residential units: minimum of 1 parking space per unit

Office: minimum of 3 parking spaces per 1,000 sq. ft. of office space

Lodging: minimum of 1 parking space per 2 lodging units, and 1 additional visitor space per every 10 lodging units

Commercial: minimum of 3 parking spaces per 1,000 sq. ft. of commercial space

Civic: minimum of 1 parking space per 5 seats of assembly uses, and 1 space per 1,000 sq. ft. of exhibition space

Minimum of 1 bicycle rack space per 20 vehicular spaces required

Parking ratio may be reduced by 30% within ½ mile radius of TOD by process of waiver, except when site is within 500 ft. of R-1 through R-5.

Parking may be provided by ownership or lease offsite within 1,000 ft. by process of waiver, except when site is within 500 ft. of R-1 through R-5.

Shared parking standard: divide the number of spaces required by the lesser of the two uses by the appropriate factor below, and add the result to the greater parking use requirement:

- 1) Residential/lodging: 1.1
- 2) Residential/office: 1.4
- 3) Residential/commercial: 1.2
- 4) Office/commercial: 1.2
- 5) Office/lodging: 1.7
- 6) Commercial/lodging: 1.3

LOADING

Berth types and dimensions:

[R] Residential berth: 200 sq. ft. = 10 ft. x 20 ft. x 12 ft.

[C] Commercial berth: 420 sq. ft. = 12 ft. by 35 ft. x 15 ft.

[I] Industrial berth: 660 sq. ft. = 12 ft. x 55 ft. x 15 ft.

Min. Berths	Residential (Units)	Lodging (Rooms)	Commercial/Industrial (Sq. Ft.)
1	1 [C]/1st 100	1[C]/1 st 300	1st[C] 25K – 50K
2			2nd[C] 50k – 100K
3			3rd[C] 100K – 250K
4			4 th [C] 250K-500K
1 /	1[R]/additional 100	1[R]/additional 100	1 [I]/500K

ADDITIONAL DESIGN REVIEW CRITERIA

See the previous Appendix, Industrial Urban Design Guidelines.

ADDITIONAL REGULATORY RECOMMENDATIONS

1. Specific design standards for the management of noise, vibration, fumes, glare, fire hazards, etc., particularly in vertically mixed industrial/residential properties.
2. Specific performance guidelines for permitted and prohibited industrial/manufacturing processes, material handling, etc., to prevent the creation of future brownfields in highly populated areas.

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Appendix H: Consultant Reports

City of Atlanta Brownfields Area-Wide Planning Program

Implementation Plan – *Draft*

Prepared by

City of Atlanta Office of Planning &
Georgia Institute of Technology School of City and Regional Planning

In Partnership with

Atlanta BeltLine, Inc. &
Invest Atlanta

December 31, 2012



Georgia
Tech

School of City &
Regional Planning
College of Architecture



Atlanta
BeltLine

INVESTATLANTA
Atlanta's Development Authority