

# 5.0 DEMOGRAPHICS, LAND USE AND MARKET TRENDS

# 5.1 Demographics

Demographics are an important factor in determining the characteristics of potential transit improvements. They describe the populations that live near proposed improvements, and assist in defining how transit could benefit and impact these groups. This section includes data about population and employment, Environmental Justice communities, and transit-dependent populations within the I-20 East Transit Initiative study area.

Population and employment forecasts are analyzed to determine the potential transit needs of current and future demographics. Population and employment forecasts at the TAZ level were developed as a component of ARC 2005 and 2030 TDM. The data analyzed in this section were derived from the 2005 and 2030 ARC's TAZ socioeconomic allocations. These allocations are several years old and therefore may not account for more recent changes in trends and new developments.

Furthermore, data sets used in analysis of Environmental Justice communities and transit dependent populations were obtained from the 2000 US Census. At the time of the writing of this report, the 2010 Census was complete, but data at the appropriate level had not been released at time the analysis took place. Census data were obtained at the smallest geographical unit possible. With the exception of low-income household data, this data was mapped at the block group level. The data for low-income households below the tract level is not released by the Census for reasons of privacy. It is important to note that because of the different sources, the data presented in the population and employment forecasts does not correspond to the data presented in the other portions of this section.

# 5.1.1 Population and Employment Forecasts

Based on ARC model projections, the population of the I-20 East Transit Initiative study area is projected to grow by approximately 26 percent from 448,900 in 2005 to 566,200 in 2030. The Atlanta region is one of the fastest growing metropolitan areas in the country, with a population that is expected to grow by roughly 45 percent from 2005 to 2030. **Table 5-1** below illustrates the projected growth in population in the I-20 East Corridor and Atlanta region.

Table 5-1: Population Change 2005 – 2030

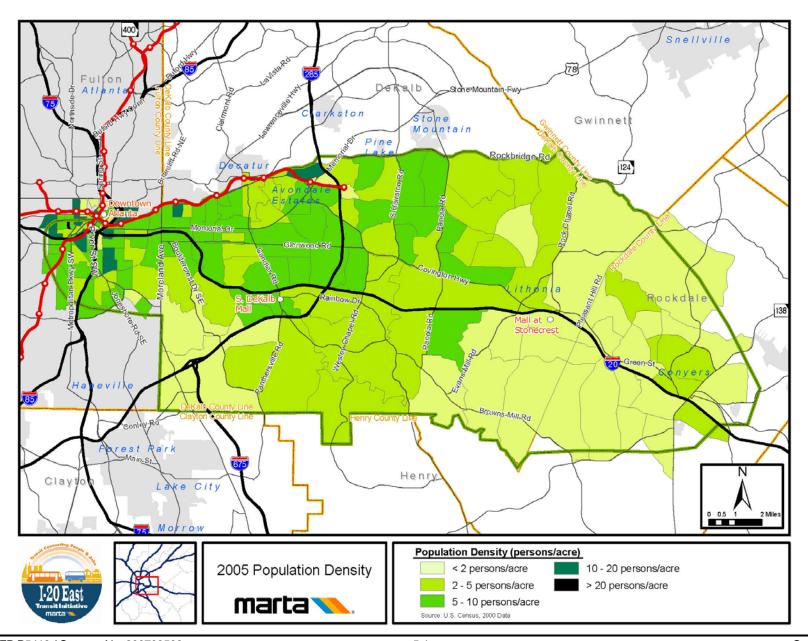
	2005 Population	2030 Population	Change in Population, 2005-2030
I-20 East Corridor	448,900	566,200	26.1%
20-County Atlanta Region	4.7 million	6.8 million	45%

Source: ARC Travel Demand Model

Population density in the corridor is projected to increase as well. According to ARC's population projections, 2005 density for the entire corridor was 5.3 persons per acre. As illustrated in **Figure 5-1** on page 5-2, study area population density is highest at the western end of the corridor and decreases toward the eastern end. The western end of the corridor has a mixture of areas with densities of 10 to 20 persons per acre and one area with over 20 persons per acre.



Figure 5-1: Existing (2005) Population Density





This is consistent with the land uses in the western end of the corridor which includes the central business district and many colleges and universities. Conversely, the eastern end of the corridor is characterized by large tracts of land with lower density development interspersed with some areas characterized as rural.

By 2030, population density along the I-20 East corridor is projected to increase to an average of 8.1 persons per acre. The future projected population is expected to intensify in and around areas with relatively high existing density, as can be seen in **Figure 5-2** on page 5-3. According to the map in **Figure 5-3** on page 5-4, the change in population density from 2005 to 2030 in both the study area's western end and eastern end is projected to grow by over 50 percent.

The I-20 East Corridor is projected to experience even more employment growth than population growth over the 25-year study period. The ARC projects approximately 46.5 percent job growth in the corridor from 213,000 in 2005 to 312,200 in 2030. In comparison, the ARC forecasts indicate the greater Atlanta region will experience 60 percent job growth from 2005 to 2030, from 2.3 million to 3.8 million. **Table 5-2** below lists the projected growth in employment in the I-20 East Corridor and Atlanta region.

Table 5-2: Employment Change 2005 - 2030

	2005 Employment	2030 Employment	Change in Employment, 2005-2030
I-20 East Corridor	213,000	312,200	46.5 %
20-County Atlanta Region	2.3 million	3.8 million	60%

Source: ARC Travel Demand Model

Similarly, general employment density for the I-20 East Corridor is also intensifying, from 27.3 jobs per acre in 2005 to a projected 33.1 per acre in 2030. Existing areas of significant employment density can be found not only near Downtown Atlanta in the study area's western end, but on the eastern end, within Rockdale County. There is also an employment node at I-20 and Panola Road in the central portion of the study area. **Figure 5-4** on page 5-5 illustrates the 2005 employment density at the TAZ level.

By 2030, it is projected that these areas will intensify in terms of employment per acre. Several employment nodes in the western, central, and eastern study area are projected to move from a maximum of five jobs per acre to a maximum of ten jobs per acre. While densities are increasing along established trend lines, it is clear that many of the TAZs in the I-20 East Corridor are expected to experience greater than 50 percent job growth. **Figure 5-5** on page 5-6 illustrates the 2030 employment density at the TAZ level while the change in the employment density from 2005 to 2030 in the corridor can be seen in **Figure 5-6** on page 5-7.

The projected increase in employment in the study area creates the need and opportunities for expanded premium transit service, more so than the increase in population. The I-20 East Transit Initiative has identified inadequate access to existing employment centers as a corridor issue. Based on the forecasts of these existing employment nodes employing increasing numbers of people, demand for transportation to access these employment nodes is projected to increase at the same or a greater rate.



Figure 5-2: Future (2030) Population Density

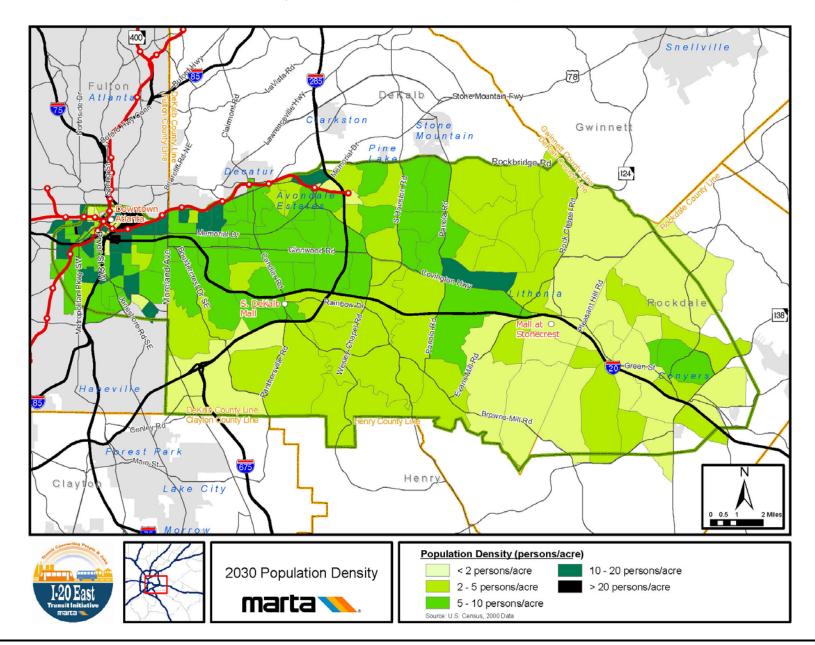




Figure 5-3: Change in Population 2005-2030

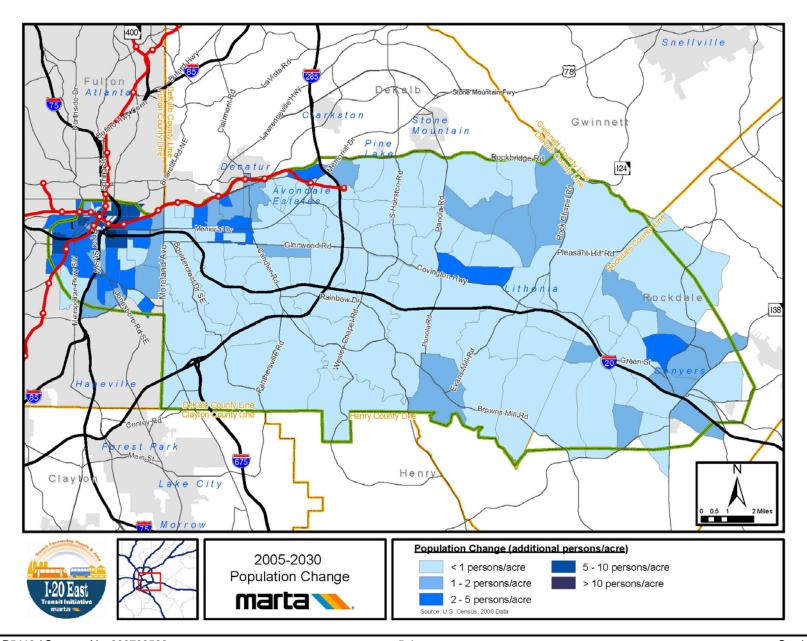




Figure 5-4: Existing Employment Density

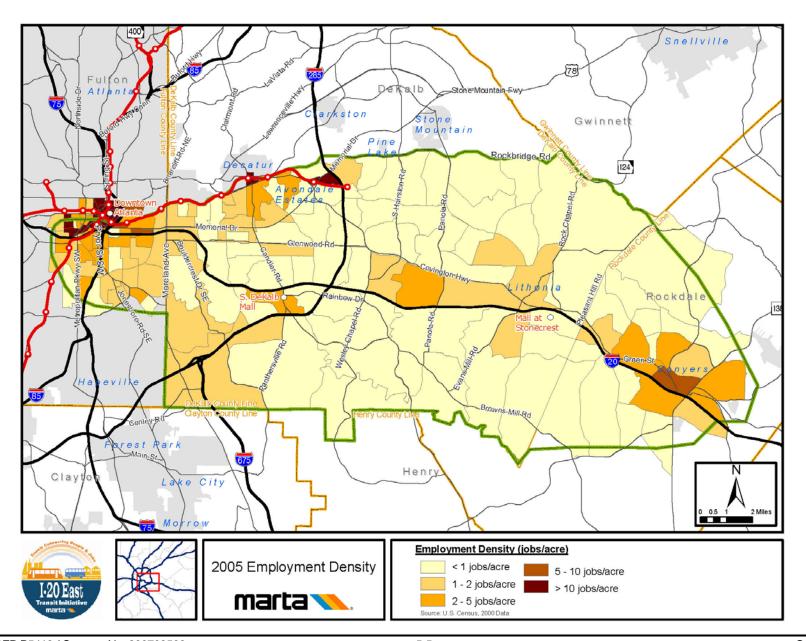




Figure 5-5: Future Employment Density

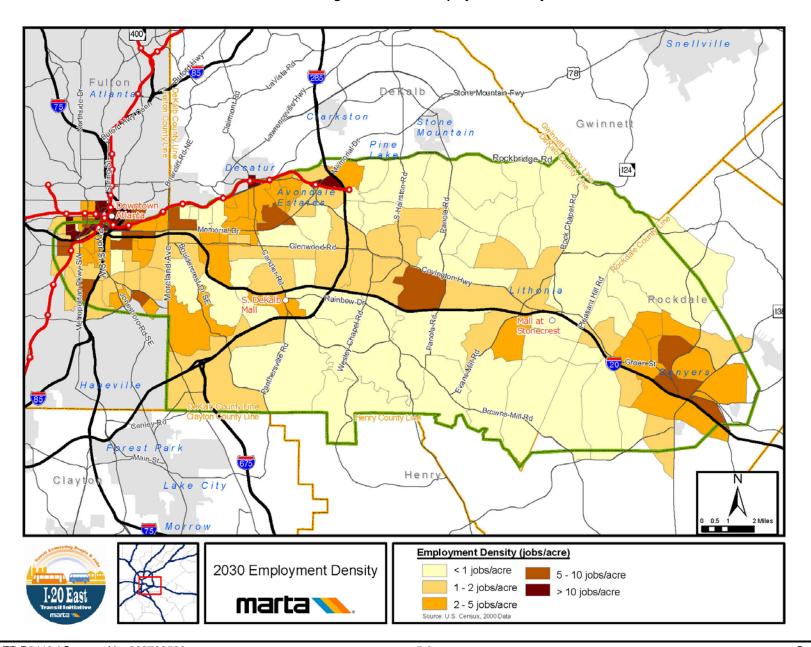
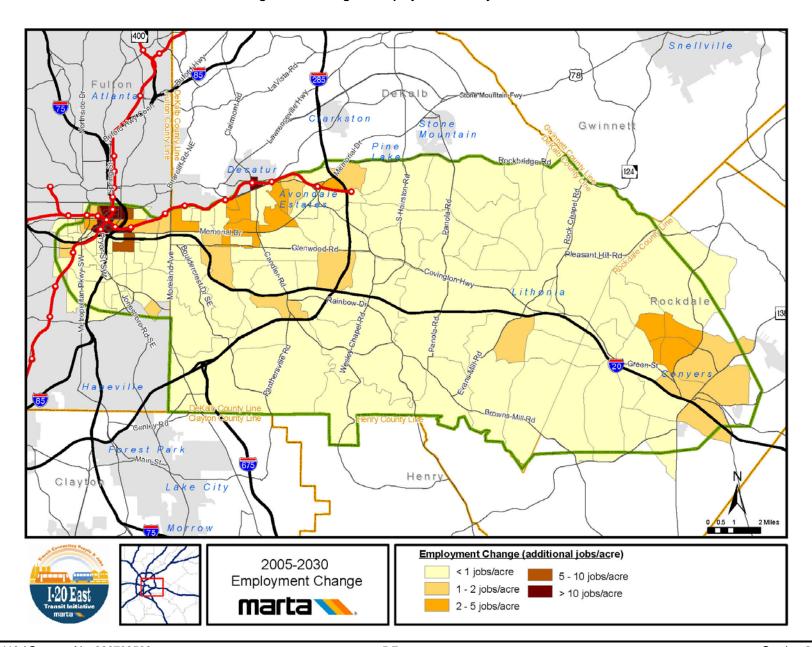




Figure 5-6: Change in Employment Density 2005-2030





### 5.1.2 Environmental Justice Communities

This section examines the potential for disproportionate adverse impacts to low-income and minority populations that may arise as a result of a major transportation improvement in the study area. The intent of this examination is to avoid unnecessary and unfair impacts to minority or low-income neighborhoods in the selection or construction of transportation improvements. This information will be useful in efforts to avoid any negative impacts from potential projects.

It should be noted that the same communities that are identified for protection under the provisions of Environmental Justice are also often among those who are underserved by existing transit. Therefore, while negative impacts to the areas identified within this section will be avoided; extending transit service to these populations remains a goal of the I-20 East Transit Initiative.

The latest available Census data (Census 2000 data from the P4 and P92 sample datasets) were used to provide a quantitative analysis of the study area relative to minority, and low-income Environmental Justice populations, and relative to elderly and disabled populations, and households without vehicles. For this study, Environmental Justice data sets were gathered and mapped at the lowest level at which they were available. Low-income household data was gathered and mapped at the US Census block group level, and minority data was gathered and mapped at the US Census block level. Income data is not available at a higher level of detail due to its sensitive nature.

## **Minority Populations**

In the United States, minority populations are protected by federal Environmental Justice legislation, Title VI of the Civil Rights Act of 1964 and related statutes assure that individuals are not excluded from participation in, denied the benefit of, or subjected to discrimination under any program or activity receiving federal financial assistance on the basis of race, color, national origin, age, sex, and disability. Executive Order (EO) 12898 - Federal Actions to Address Environmental Justice to Minority Populations and Low Income Populations - requires federal agencies to consider impacts to minority and low-income populations as part of environmental analyses to ensure that these populations do not receive a disproportionately high number of adverse human health impacts as a result of a federally funded project. In 1998, FHWA issued a guidance document that established policies and procedures for complying with EO 12898 in relation to federally-funded transportation projects. This guidance defines a "disproportionately high and adverse effect" as one that is predominantly borne by, suffered by, or that is appreciably more severe or greater in magnitude than the adverse effect that would be suffered by the non-minority population and/or non-low-income population.

Minority persons are defined as those people belonging to the following groups: Black or African American, American Indian or Alaska Native, Asian, Native Hawaiian or Other Pacific Islander, and Hispanic or Latino. It is important to note that while the first five groups are defined as races, Hispanic or Latino is defined as an ethnicity by the Office of Management and Budget as well as Census 2000. As such, people of this minority group can belong to any racial group but are still considered minorities with respect to Environmental Justice considerations.

In 2000, minority persons made up approximately 83 percent of the I-20 East Corridor population as a whole. This is more than double the statewide average of 37 percent and the Metropolitan Statistical Area (MSA) average of 40 percent. Minority population



varies among neighborhoods within the corridor, and Census Tracts range from 3.7 to 99.9 percent minority. **Table 5-3** below lists existing minority populations.

As can be seen in **Figure 5-7** on page 5-10, the greater portion of the I-20 East Corridor is over 75 percent minority. Minority populations are primarily concentrated in the western end and the central portion of the corridor. In Rockdale County, the minority population falls to under 50 percent near I-20 and falls further, to under 25 percent, along the periphery of the study area. Attention must be paid to ensure that these neighborhoods are not affected disproportionately by potential alternatives.

**Table 5-3: Minority Population Comparisons** 

	I-20 East Corridor	Atlanta MSA	State of Georgia
Total population	438,362	4,112,200	8,186,500
Minority population	365,248	1,650,200	3,057,800
Percent Minority	83.3%	40%	37%

Source: U.S. Census 2000

## Low-Income Populations

Like minority populations, low-income populations are protected from discrimination in the alternative selection process by federal Environmental Justice legislation. Low-income persons are defined as those whose median household income is at or below the U.S. Department of Health and Human Services poverty guidelines in Census 2000 data.

In the I-20 East Corridor, nearly 15 percent of households are considered low-income, which is slightly higher than the statewide average of 12.6 percent and the MSA average of 8.7 percent. The proportion of low-income households by neighborhood, however, ranges from zero to 100 percent. **Table 5-4** below presents the low-income households in the study area, Atlanta, and the State of Georgia.

Table 5-4: Low-income household Comparisons

	I-20 East Corridor	Atlanta MSA	State of Georgia
Total households	150,249	1,505,564	3,007,678
Low-income households	22,085	160,362	380,240
Percent low-income households	14.7%	8.7%	12.6%

Source: U.S. Census 2000

As can be seen in **Figure 5-8** on page 5-11, areas made up of more than 25 percent low-income households are concentrated primarily in the western end of the corridor. Some of these neighborhoods are found along the existing MARTA rail lines; however, many of them are located along I-20 and toward the southern perimeter of the study area, and are not currently directly served by premium transit. Furthermore, disproportionate negative impacts to these neighborhoods from planned transportation improvements must be avoided and will be addressed in later phases of this study.



Figure 5-7: Minority Populations in the Study Area

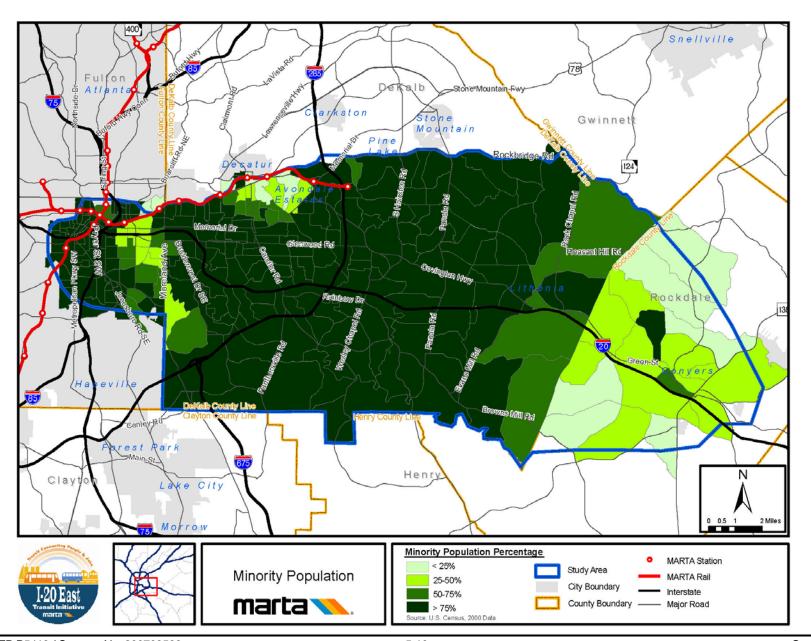
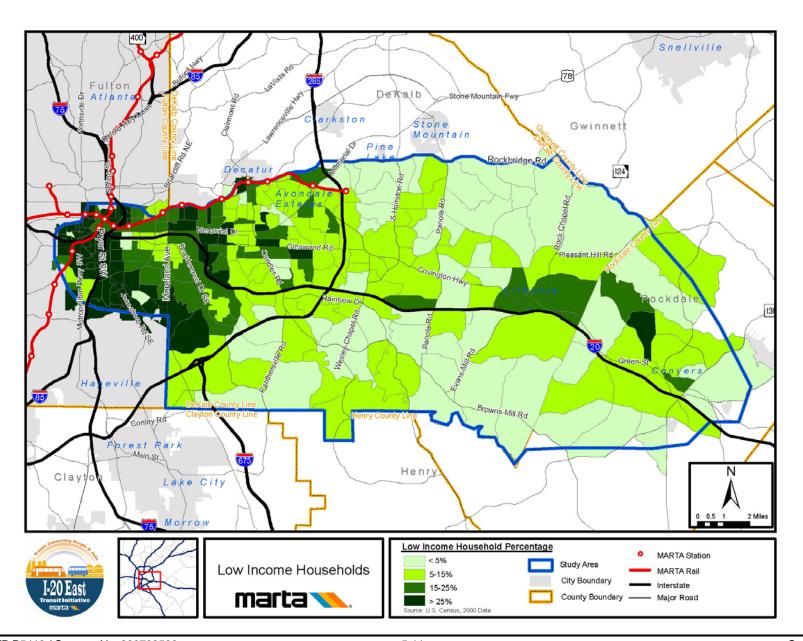




Figure 5-8: Low-Income Households in the Study Area





## **5.1.3** Transit Dependent Populations

Traditionally transit-dependent populations are those who do not have access to a vehicle at their household or are unable to drive due to age or disability. One of the benefits of improved transit in the corridor would be the ability to better and more equitably serve the populations for whom transit is the only transportation option. This section discusses this population within the corridor.

## Zero-Vehicle Households

Zero-vehicle households are examined in this document in order to consider how households without vehicles would be served by transit improvements. In the I-20 East Corridor, 15.4 percent of all housing units do not have a vehicle, as can be seen in **Table 5-5** below. (The census measures the number of vehicles available per housing unit, hereafter referred to as a household.) Members of renter-occupied households have, on the whole, far less access to cars than those of owner-occupied households. In the I-20 East Corridor, just over 30 percent of renter-occupied households have no vehicle, while the same is true for just 5.6 percent of owner occupied households. The proportion of I-20 East Corridor households without automobiles is more than twice that of the Atlanta MSA and almost twice that of the State of Georgia as a whole.

As shown in **Figure 5-9** on page 5-13, areas in which more than 25 percent of households have no car are primarily located along the MARTA east-west blue and green lines as well as along the north-south red and gold lines. However, there are many such neighborhoods along I-20 and toward the interior of the study area that would benefit from improved transit service.

State of Georgia **I-20 East Corridor** Atlanta MSA Total Occupied by Total Occupied by Total Occupied by Owner Renter Owner Renter Owner Renter Households 173,744 104,258 69,486 1,504,871 999,647 505,224 3,006,369 2,029,293 977,076 Zero- Vehicle 5,842 Households 26,777 20,935 110,401 28,107 82,284 248,546 76,660 171,886 15.4% 5.6% 30.1% 7.3% 2.8% Percentage 16.3% 8.3% 3.8% 17.6%

Table 5-5: Zero-Car Households

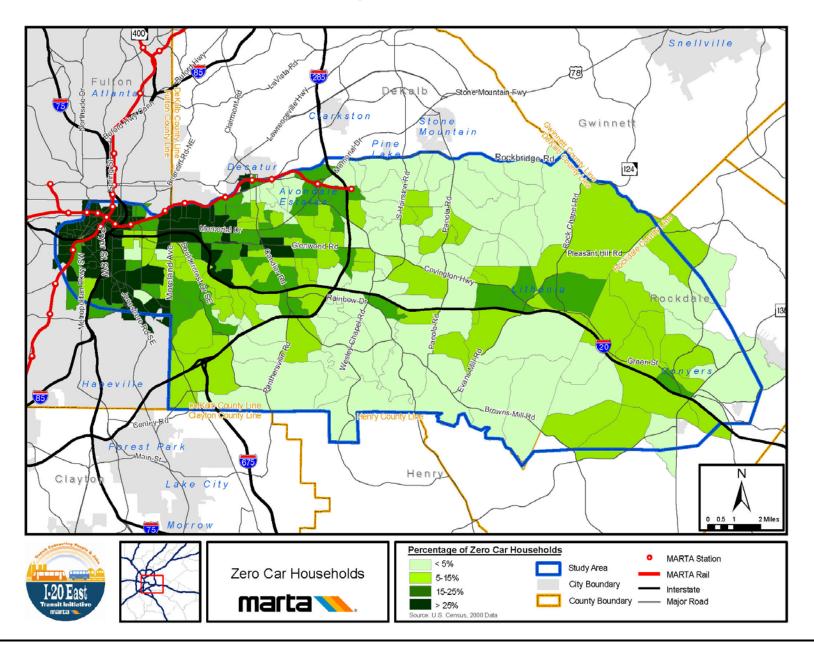
Source: U.S. Census 2000

## **Elderly and Disabled Populations**

An aging or elderly population may need to be well-served by transit as they find they cannot or do not care to drive. 6.4 percent of the I-20 East Corridor population is 65 years old or older, a smaller percentage than the average for the Atlanta MSA. However, the elderly population varies among neighborhoods, and makes up as much as 33.3 percent of some populations. **Table 5-6** on page 5-14 lists elderly populations in the study area, Atlanta, and across the state.



Figure 5-9: Zero-Car Households





**Table 5-6: Elderly Population** 

	I-20 East Corridor	Atlanta MSA	State of Georgia
Population	365,248	4,112,198	8,186,453
Population over 65	28,109	310,703	785,275
Percent	6.4%	7.6%	17.7%

Source: U.S. Census 2000

As can be seen **Figure 5-10** on page 5-14, many neighborhoods in the corridor have a 10-25 percent elderly population. In the western end of study area, some of these neighborhoods are served by MARTA rail lines, however in the eastern end of the corridor, many relatively high-elderly population neighborhoods do not have access to transit.

Like elderly populations and zero-car households, disabled populations are not protected by Environmental Justice procedures, but can be well-served by thoughtful transit planning. In the 2000 Census, just over 20 percent of the corridor's population over the age of five reported having a disability, which is slightly lower than the average population shares for the MSA and State. (Please note that the Census does not report disabilities for those under the age of five.) **Table 5-7** below lists the disabled populations in the study area, MSA and state.

Table 5-7: Disabled Persons

	I-20 East Corridor	Atlanta MSA	State of Georgia
Population	438,362	4,112,198	8,186,453
Population over the age of 5	395,430	3,764,967	7,402,293
Population with a disability	79,820	630,759	1,456,812
Percent of population over the age of			
5 with a disability	20.2%	16.8%	19.7%

Source: U.S. Census 2000

As can be seen from **Figure 5-11** on page 5-16, disabled residents make up more than 25 percent of many study area neighborhoods, particularly in the eastern and western ends of the study area. As with the elderly population, much of the disabled population in the western end of the study area resides near the existing MARTA rail lines. However, in the eastern end of the study area, there are large areas with significant disabled populations that do not have access to premium transit.

# 5.2 Existing and Future Land Use

The following section presents an analysis of land use conditions and development trends in the I-20 East Corridor. It specifically focuses on how these factors influence the need for premium transit investment in the corridor. This analysis also examines major development activity, potential redevelopment areas, and the overall land use policy framework within the study area.



Figure 5-10: Elderly Populations

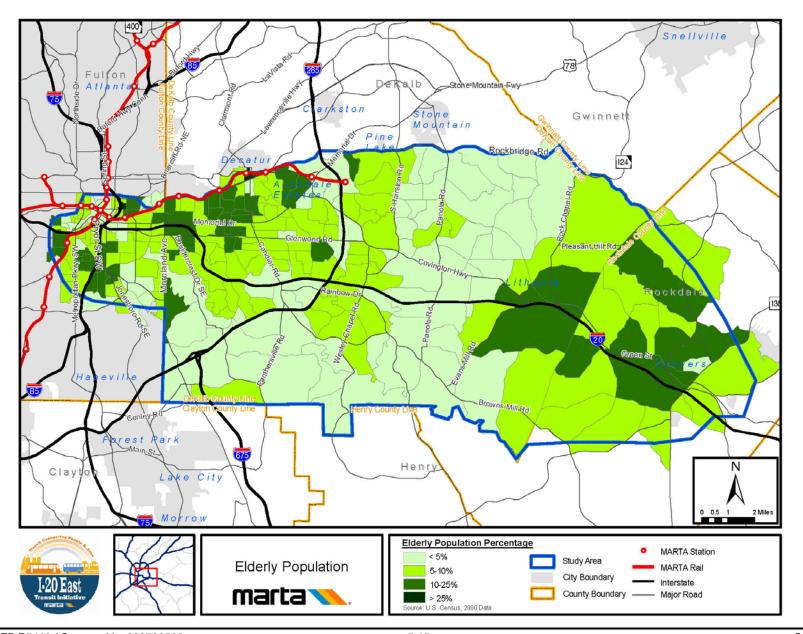
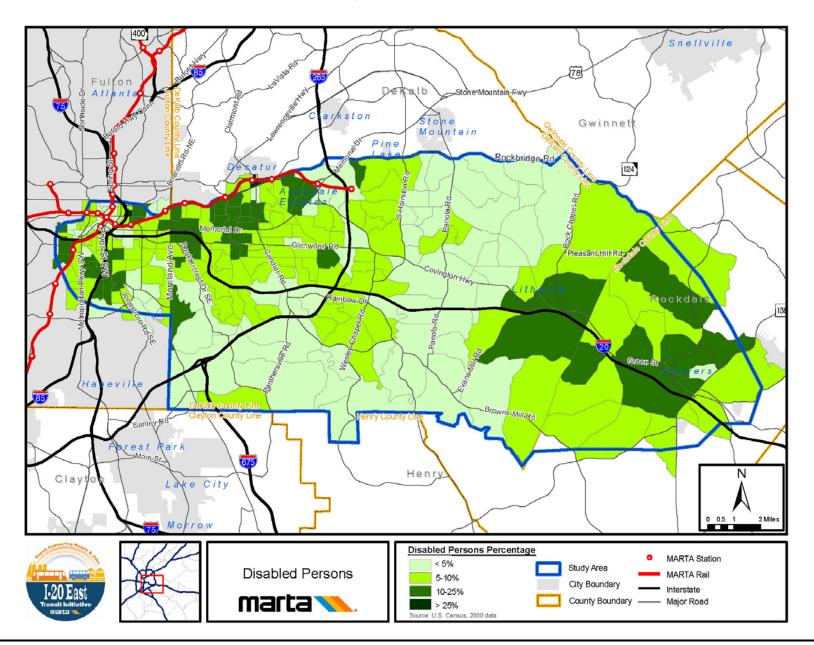




Figure 5-11: Disabled Populations





## 5.2.1 Existing Land Use

To assess existing land use patterns in the corridor, ARC Land Pro data was used. This data set was developed for regional and cross-municipal planning and is especially useful when mapping existing land uses across multiple jurisdictions. It provides a consistent set of land use categories across the seven jurisdictions in the study area. The ARC develops this data set through a combination of sources including aerial photography, parcel ownership, web resources and national inventories of environmentally sensitive lands. Multiple land use categories within the Land Pro data set have been combined for ease of comparison with planned future land uses in the study area.

**Figure 5-13** on the following page illustrates the existing land use distribution and reflects the well-developed nature of the corridor and concentrations of intense development adjacent to I-20. **Figure 5-13** also shows significant amounts of undeveloped or under developed land within eastern DeKalb County and in Rockdale County. This indicates the corridor's potential to accommodate significant amounts of additional residential and commercial development.

**Table 5-8** below details the existing land use composition in the study corridor. Low to Medium-Density Residential, which includes residential land uses containing less than eight dwelling units per acre, is by far the most common land use in the corridor, and comprises 46.3 percent of total land uses.

Table 5-8: Existing Land Use Composition of the I-20 East Corridor

Land Use Category	Acres	Percent of Total
Low to Medium-Density Residential	63,403	46.3%
Agriculture-Forestry-Open Space	35,273	25.8%
Commercial	8,976	6.6%
Park-Recreation-Conservation	8,970	6.6%
Industrial	7,555	5.5%
Public-Institutional	6,827	5.0%
High-Density Residential	5,211	3.8%
Transportation-Communications-Utilities	623	0.5%
Total	136,838	100%

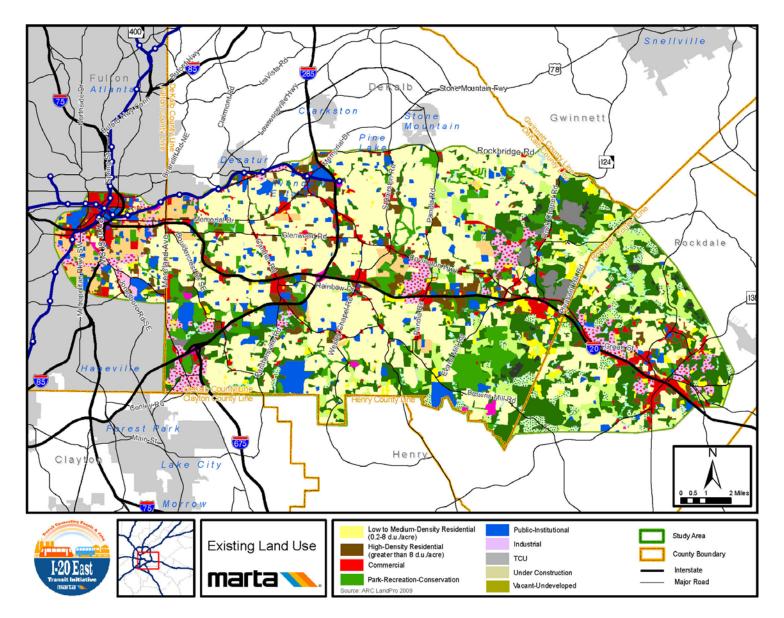
Source: ARCLandPro2009

#### Low to Medium-Density Residential

Low to Medium-Density Residential land uses are widespread and can be found throughout the study area. However the character of this land use type changes significantly from east to west. In the eastern portions of the corridor, in Rockdale County, a considerable portion is comprised of large-lot rural residential uses with homes on two to five-acre lots. Throughout most of the study area single-family homes are found on lots ranging from a quarter-acre to two-acre lots. In isolated subdivisions in DeKalb County and in historic Atlanta neighborhoods, homes are found on lots less than a quarter-acre.



Figure 5-13: Existing Land Use





### **Agriculture-Forest-Open Space**

The Agriculture-Forest-Open Space land use category is the second most prevalent category comprising 25.8 percent of the total. This land use can be found dispersed throughout the corridor with the predominance seen in eastern portion of the study area. This is mainly comprised of forest and pasture land. This also represents vacant undeveloped land in urban sections of the corridor. The concentrations of this land use type in the eastern portion of the study area indicate the ability to accommodate significant amounts of additional development in this area.

#### Commercial

Commercial land uses are the third most prevalent land use in the corridor representing 6.6 percent of the total. This category includes office and retail development. The largest grouping is found in downtown Atlanta indicating the major concentration of office uses. Significant nodal concentrations of primarily retail commercial uses are also found surrounding major I-20 interchanges. These interchange area commercial nodes include Gresham Rd, Candler Rd, Wesley Chapel Rd, Panola Rd, Turner Hill Rd, Covington Highway and interchanges in Rockdale County.

#### Park-Recreation-Conservation

Park-Recreation-Conservation uses, or PRC, can be found throughout the corridor with the most sizable concentration found in southern DeKalb County in the Davidson-Arabia Mountain Nature Preserve. Other notable large areas include Turner Field, Freedom Park, and Grant Park. This category includes a wide variety of land uses from city/county parks to golf courses, ball fields, and protected natural areas as well as wetlands, river corridors, and reservoirs. Many of these areas are expected to remain unchanged and protected from development pressures.

#### Industrial

Industrial land uses are found throughout the corridor with major concentrations evident along Panola Road and in the vicinity of Lithonia. Significant concentrations are also located adjacent to I-20 in Rockdale County and near I-675 in southern DeKalb County. Most of these uses are warehouse and distribution facilities, but rock quarries are major uses in the Lithonia area.

#### **Public-Institutional**

Public-Institutional land uses are also found dispersed throughout the study area. These land uses include churches, schools, government buildings, libraries, universities, hospitals, jails, and cemeteries. Major facilities include Georgia State University, Grady Hospital, Georgia State Capitol Complex, Fulton County Government Center, Atlanta City Hall, Atlanta University Center, and Oakland Cemetery in Atlanta. This category also includes Agnes Scott College, the DeKalb County government complex, Georgia Regional Hospital, DeKalb Community College, New Birth Missionary Baptist, and DeKalb Medical Hillandale in DeKalb County.

## **High-Density Residential**

High-Density Residential uses are dispersed throughout the study area. This category is defined as residential land uses greater than eight-units per acre. These primarily consist



of multi-family apartment and condominium buildings. Many high density residential uses are adjacent to the I-20 right-of-way.

## **Transportation-Communications-Utilities**

The Transportation-Communications-Utilities or TCU category includes land dedicated to these purposes, such as limited access transportation right-of-way, cell phone tower sites, water and wastewater facilities, and electrical distribution facilities. These uses represent the smallest component of the study area, comprising only half of one percent of the study land area. These uses are dispersed throughout the study area with the largest component being the right-of-way for the interstate highways.

## 5.2.2 Future Land Use

**Table 5-9** below presents the composition of planned future land uses in the corridor. This is illustrated by **Figure 5-14** on page 5-21. **Table 5-9** and **Figure 5-14** depict a significant departure from existing land uses in the corridor. The Agriculture-Forest-Open Space category that currently exists though out the study area will be replaced by a preponderance of Low to Medium-Density Residential land uses. Additionally considerable areas of Mixed-Use land uses will replace many of the existing Commercial and Public-Institutional land uses.

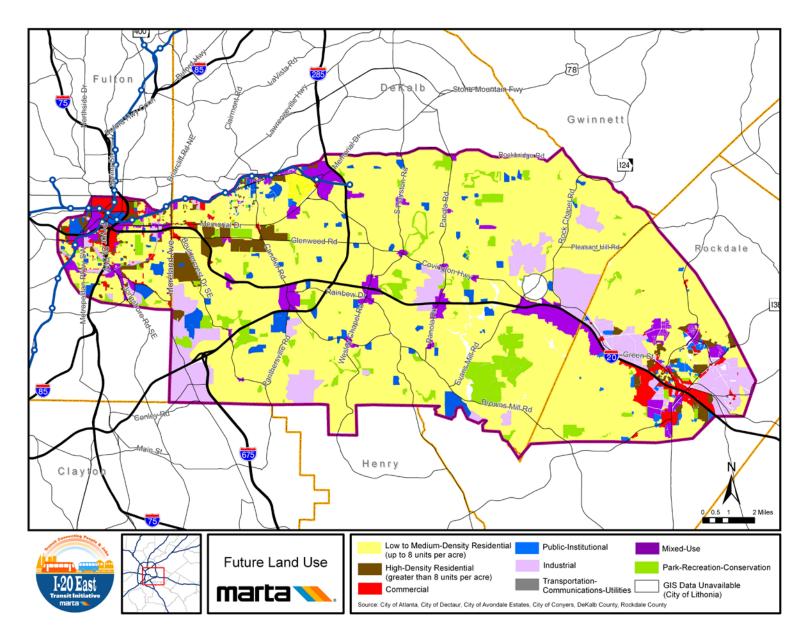
Table 5-9: Future Land Use Composition of the I-20 East Corridor

Land Use Category	Existing Land Use Acres	Future Land Use Acres	Percent of Total of Future Land Uses	Change in Acreage from Existing Land Use	Percent Change from Existing Land Use
Low to Medium-Density Residential	63,403	97,427	71.1 %	34,024	54%
AgricForestry-Open Space	35,273	0	0%	-35,273	-100%
Industrial	7,555	12,585	9.2%	5,030	67%
Park-Recreation- Conservation	8,970	8,304	6.1%	-666	-7%
Mixed-Use	0	6,910	5.0%	6,910	
Public-Institutional	6,827	4,606	3.4%	-2,221	-33%
High-Density Residential	5,211	3,913	3.8%	-1,298	-25%
Commercial	8,976	3,183	2.3%	-5,793	-65%
Transportation- Communications-Utilities	623	127	0.1%	-496	-80%
Total	136,838	137,055	100%		

Source: City of Atlanta, City of Decatur, City of Avondale Estates, City of Conyers, DeKalb County, Rockdale County



Figure 5-14: Future Land Use





**Table 5-9** provides an overall general comparison of land uses. It is important to note that given the varying data sources used for existing and future land use, an exact comparison of acreages is not possible. This is particularly true in light of the lack of future land use GIS data for the City of Lithonia. However, Lithonia represents only 505 acres out of the 138,862 acres in the study area, or 0.3 percent of the study area, and does not skew the comparison significantly. Additionally, the total of existing land uses equals 136,838, while the total for future land uses equals 137,055. This is the result of the future land use designations of DeKalb County containing land area that is not calculated within the existing land use totals. There are significant portions of interstate right-of-way that are not calculated for existing land use, but have a future land use designation.

## Low to Medium-Density Residential

Low to Medium-Density Residential Land Uses are planned to grow considerably in the future. As currently planned, Low to Medium-Density Residential land uses are projected to grow by 54 percent. Large areas in eastern DeKalb County and Rockdale County that are currently shown as Agriculture-Forest-Open Space are planned to accommodate these lower-density residential land uses in the future. The extensive areas planned for additional residential development in the eastern portion of the corridor will help accommodate the high levels of projected population growth in the study area (from 448,900 in 2005 to 566,200 in 2030 and increase of 26.1 percent).

## Industrial

Industrial land uses are planned to grow by up to 67 percent. No new industrial areas are planned in the corridor with the projected increase resulting from the expansion of existing industrial areas. This can be seen in industrial areas near the City of Lithonia and near Conyers in the very eastern limits of the study corridor. This growth in Industrial land uses can also be attributed to a change in coding of the Seminole Road Landfill in southern DeKalb County. It is designated in existing land use as a Public-Institutional use since it is owned by DeKalb County, but is considered an industrial use in the future.

#### Park-Recreation-Conservation

Park-Recreation-Conservation land uses are planned to remain relatively unchanged. A comparison of existing land uses to future land uses shows a minor decrease of seven percent. This is likely the result of the coding of golf courses from recreational land uses on the Existing Land Use Map to lower-density residential land uses on the Future Land Use Map. The largest component of this land use in the study area remains the Davidson-Arabia Mountain Nature Preserve.

#### Mixed-Use

Approximately five percent of the study area is planned for Mixed-Use land uses including those in Downtown Atlanta and a series of planned mixed-use centers in DeKalb County. DeKalb County's Future Development Map indicates a series of town centers along I-20 East at Gresham Road, Candler Road, Wesley Chapel Road, and Panola Road. DeKalb County also plans for town-center type development near I-285 and Memorial Drive in the northern portion of the corridor at the existing DeKalb government complex. The County plans a more intensive regional-scale mixed-use center in the Mall at Stonecrest area. Rockdale County has designated the area south of



I-20 adjacent to the Mall at Stonecrest area as a mixed-use area. The City of Conyers also has a series of mixed-use centers planned throughout the city.

This planned future mixed-use growth throughout the corridor ties directly with the identified needs for transit service in the corridor. Specifically the need to improve accessibility and mobility options to major destinations along the corridor and the need to improve transit convenience and accessibility that is consistent with future growth. In accordance with future land use plans, as denser mixed-use nodal areas of the corridor develop, premium transit service will be needed to better serve these areas by improving mobility and accessibility between these activity centers. Also, as land uses redevelop from low-rise commercial uses to more dense mixed-use residential/commercial areas, the ability to support premium transit service will increase in the corridor.

#### **Public-Institutional**

Public-Institutional land uses are not expected to change significantly in the future. The comparison of existing land uses to future land uses shows a 33 percent reduction in the acreage of this land use type. However, this reduction is due to the reclassification of DeKalb County's municipal dump from Public-Institutional to an Industrial designation, and is misleading. Another factor contributing to the reduction is the inclusion of public-institutional land use within planned mixed-use centers.

### **High-Density Residential**

A modest reduction in High-Density Residential land uses of 25 percent is evident when comparing existing and future land uses. This results from existing high-density residential areas being designated as appropriate for lower-density residential in DeKalb County. DeKalb County seeks to direct additional high-density residential development into mixed-use centers, thereby shifting the projected high-density residential growth into the more transit friendly, Mixed Use category. Concentrated growth in the High-Density Residential land use type can be seen in DeKalb County neighborhoods adjacent to Glenwood Avenue and Moreland Avenue. These neighborhoods have been designated as traditional neighborhoods in which densities greater than eight units per acre are permitted. This is expected to take the form of isolated townhome development with the character of these neighborhoods remaining predominately single-family.

#### Commercial

Commercial land uses are shown to decrease by 65 percent from existing levels. This is the result of the reclassification of several major commercial areas as mixed-use centers. Existing commercial areas in Conyers and Rockdale County have been designated as mixed-use areas in future land use plans. The redevelopment of aging commercial areas as mixed-use nodes is desired throughout the corridor.

## **Transportation-Communications-Utilities**

Transportation-Communications-Utilities land uses are shown to decrease by 80 percent from existing levels. This comparison is misleading, however, as little change is expected for these land uses. This land use type is primarily land that is dedicated for the provision of utility and transportation infrastructure. DeKalb County does not reflect these land uses in their future land use typologies. They are shown as part of the larger character area. As a result, Transportation-Communications-Utilities land uses in DeKalb County, the largest single component of the study area, are not reflected in the future land use totals.



# 5.2.3 Major Development Activity

Since the previous Alternatives Analysis was completed in 2004, significant development has occurred in the corridor. This includes major redevelopment projects in the City of Atlanta and new 'green field' development in DeKalb and Rockdale Counties.

An extensive and noteworthy redevelopment project in the corridor is the 28-acre Glenwood Park development adjacent to I-20 and Bill Kennedy Way. Glenwood Park is a mixed-use 'new-urbanist' neighborhood that was built on a former industrial site recently used as a concrete recycling facility. Major construction occurred between 2003 and 2007. It features a mixture of single-family detached homes on small-lots, townhomes, and multi-family condominiums above retail. The commercial core contains restaurants, bars, offices and retail. The development contains approximately 380 residential units, 50,000 square feet of retail and 20,000 square feet of office space. It is designed to encourage pedestrian travel with extensive sidewalks and short blocks.

Glenwood Park has spurred large-scale high-density development adjacent to the site, including a 325-unit mid-rise apartment community on the western side of Bill Kennedy Way. The greater Glenwood Park area exhibits many qualities of Transit-Oriented Development (TOD), including superior pedestrian connectivity, mixed-uses, high-density residential and human-scaled buildings. This area contains adjacent industrial land uses with the potential to facilitate additional redevelopment. Given the significant changes to this area since the previous corridor study this site should be reexamined for suitability as a potential transit station.



**Glenwood Park Redevelopment** 

Other major redevelopment projects in the western portion of the study area that have recently been constructed include the mixed-use Oakland Park condominiums and retail development and the Capitol Gateway apartments redevelopment. The Oakland Park condominium is a 65-unit mid-rise building with street-level retail. It represents one of many redevelopment projects within the revitalizing Memorial Drive corridor running parallel to I-20 East. The Capitol Gateway redevelopment project is comprised of 421 rental units on a 16-acre site immediately north of I-20 and near the Georgia State



Capitol building. This site originally housed the outdated Capitol Homes public-housing complex before it was demolished to make way for this development. Future phases are planned to add 370 for-sale condominiums and townhomes and 25,000 square feet of neighborhood retail.

These projects are just two examples of numerous infill redevelopment projects that have occurred in the study area over the past six years. Most in-town Atlanta neighborhoods in the study area have seen significant reinvestment through infill housing construction and other redevelopment projects. These include Cabbagetown, Reynoldstown, Grant Park, East Atlanta, Edgewood, and Kirkwood.

In addition to residential development, significant retail development has occurred in the western portion of the study area in recent years. A major example of this is the Edgewood Retail District on Moreland Avenue, adjacent to the northern boundary of the study corridor, which opened in 2005. This 44-acre retail development contains 540,000 square feet of commercial space and features nine large-format 'big-box' anchor stores. It also contains a residential component with a 41-unit loft warehouse-conversion and residential units above small shops on the development's main street. This development is significant due to its size and since it brings large national chain retailers into surrounding neighborhoods from which they have previously been absent and far removed. This represents a major new activity center in the study corridor.

In addition to significant residential and retail development, major institutional development has occurred in the corridor in recent years. In 2005, the DeKalb Medical Center at Hillandale opened to the public, after three years of construction, as south DeKalb's first full-service hospital. The six-story, 191,000 square foot facility is located on a 40-acre campus immediately north of I-20 in Lithonia. The medical center features one hundred hospital beds. The campus includes two medical office buildings, an outpatient surgery center and lab and rehabilitation and wellness services. DeKalb Medical Center at Hillandale currently represents a significant employment destination and activity center in the eastern portion of the study corridor.

Developments of considerable size trigger a review by the Georgia Department of Community Affairs and the Atlanta Regional Commission. These developments, referred to as Developments of Regional Impact (DRI), are used as a common indicator of major development activity in a given area. To asses major development trends in the I-20 East Corridor DRIs were reviewed from 2001 to 2010. These are listed in **Table 5-10** on page 5-26 and illustrated in **Figure 5-15** on page 5-27 which displays development conditions in the corridor.



Table 5-10: Developments of Regional Impact in the Study Area Since 2001

Name	Year	Туре
Canterra Crossroads	2001	Mixed-Use
Moreland Ave Retail Project	2003	Mixed-Use
Rock Chapel Road Mixed-Use Development	2004	Mixed-Use
River Village	2005	Mixed-Use
Fun World Palace and Resort	2005	Mixed-Use
East Medinah Village	2006	Mixed-Use
Lakeview at Stonecrest	2006	Mixed-Use
Forest Lake	2006	Mixed-Use
Capitol Gateway Grady Development/King Memorial TOD	2006	Residential
McDaniel Glenn	2006	Residential
Chosewood Park	2007	Mixed-Use
Advanced Disposal Road Closure Plan	2007	Waste Handling
Swift Creek	2007	Mixed -Use
Daniels Bridge Road	2007	Mixed-Use
4039 Bosnal Road	2007	Waste Handling
Panola Road Mixed-Use Development	2007	Mixed-Use
Parkview Plaza Mixed-Use Development	2007	Mixed-Use
Grant Street Mixed Use Development	2007	Mixed-Use
Cityview at Englewood	2008	Mixed-Use
River Village	2008	Mixed-Use
CMT Travel Plaza	2008	Truck Stop
Flat Shoals/Clifton Tract	2008	Mixed-Use
777 Memorial	2008	Mixed-Use

Source: ARC and GA Department of Community Affairs

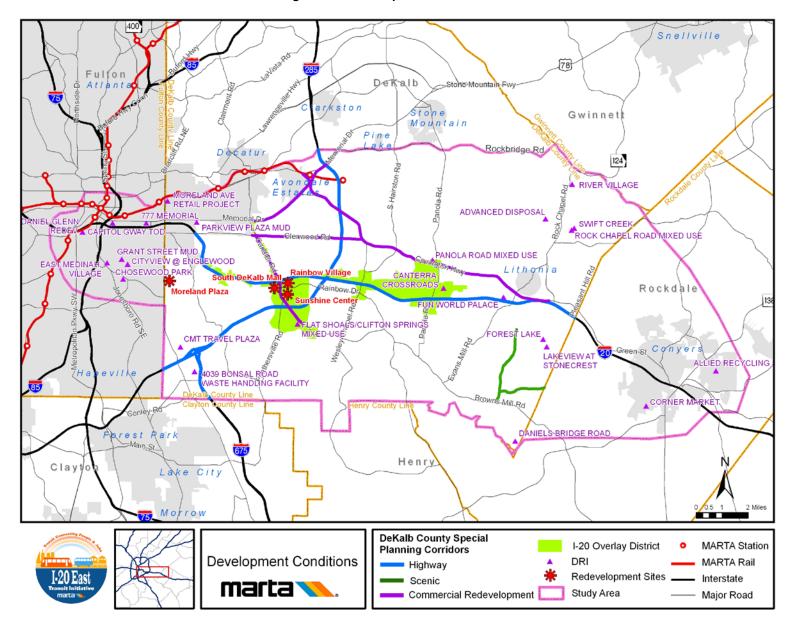
An analysis of recent DRIs shows significant development planned within the corridor. The majority of these developments are mixed-use redevelopment projects. A representative example of these DRIs is the 777 Memorial project at the intersection of Memorial Drive and Pearl Street. This is an industrial site that is planned for mixed-use redevelopment that would feature 350 residential units, 71,700 square feet of retail, and 12,100 square feet of office space.

## 5.2.4 Potential Redevelopment Areas

The I-20 East Corridor contains numerous areas with the potential and identified need for significant reinvestment. These have been identified in **Figure 5-15** on page 5-27, showing development conditions in the corridor. Economic revitalization was a primary corridor need identified within the 2004 AA study. This is still a primary issue in the corridor with members of the community identifying it as the most important goal for future transit service in the corridor through this study.



**Figure 5-15: Development Conditions** 





In portions of the study area there has been significant disinvestment over the past 30 years, as development interest has bypassed these areas. This is particularly evident in the western and middle portions of the study area. However, this trend is reversing itself with a new wave of reinvestment in the western portions of the study area in the City of Atlanta in the past decade. Areas in the middle portion of the corridor, in southern DeKalb County, have yet to witness significant redevelopment activity despite the need identified by area residents and government leaders. The area surrounding the Mall at Stonecrest and the Rockdale County portion of the study area have yet to experience significant redevelopment, since many major developments there are relatively new.



Rainbow Village Shopping Center on Candler Road

A series of planning studies has recommended redevelopment activities within the I-20 East study area, including two relevant LCI studies. The recently completed Draft Wesley Chapel LCI study (2011) designates an area for transit oriented development at Wesley Chapel Road and I-20 in anticipation of new rapid transit service in the I-20 East corridor. At this site, it proposes a catalyst site near interchange, such as a medical facility or institution, and a multipurpose conference center, a retirement community and other residential and commercial development.

The Candler Road/Flat Shoals Parkway LCI study, completed in 2007, identifies the South DeKalb Mall site and the aging strip shopping centers along the eastern side of Candler Road as prime redevelopment sites. These shopping centers and the mall have significant parking footprints capable of supporting additional development without requiring the redevelopment of the primary structure. The LCI's Town Center Master Plan calls for redevelopment at the South DeKalb Mall site through additional buildings along the outer edges of the surface parking lots. The plan also recommends the complete redevelopment of the Rainbow Village Shopping Center (shown above) into a combination of offices, townhomes, mixed-use buildings, and parks. This shopping center is anchored by a grocery store that is outdated in regards to size and layout and the overall structure is in a state of serious deterioration.

In addition to the Rainbow Village Shopping Center and South DeKalb Mall site, there are numerous other aging or obsolete retail centers in the corridor. There is a limited life-span for retail developments that fail to reinvest or reinvent themselves to maintain economic



competitiveness with newer retail developments. Many shopping centers in the corridor are nearing the end of their useful life unless significant improvements are made. These commercial sites, particularly in the vicinity of I-20, represent an opportunity for redevelopment as compact mixed-use centers supportive of transit service. Given the obstacles to redevelopment requiring multiple parcel consolidations, these large sites represent the most likely location for sizable redevelopment in the corridor.

## 5.2.5 Policy Framework

The overall land use policy framework for jurisdictions within the I-20 East Transit Initiative study area is very supportive of premium transit service. This section identifies the land use policies of jurisdictions in the study area through examining their future land use plans, development policies, and special planning initiatives.

## **DeKalb County**

In 2007, DeKalb County adopted the I-20 Overlay District. Major goals of the overlay district include:

- Spurring economic development along the I-20 East corridor;
- Encouraging mixed-use development and redevelopment;
- Allowing flexibility in development standards to encourage innovative developments;
- Promoting a visually aesthetic and uniform quality of development;
- Promoting the formation of a well-designed, pedestrian-friendly, high-density commercial/residential activity centers, which will support alternative modes of transportation; and
- Allowing and encouraging land use densities that are capable of making effective use
  of alternative transportation modes, such as bus and rail transit.

The boundaries of the overlay district follow I-20 through southern DeKalb County and expand to include parcels at major intersecting roads. These expanded areas include areas adjacent to Gresham Road, Candler Road, the I-285 interchange, Wesley Chapel Road, Snapfinger Woods Road, and Panola Road.

The I-20 Overlay District is organized into three tiers that regulate building height and dwelling units per acre. Tier 1 permits up to 20 story buildings and 60 dwelling units per acre. Tier 2 permits buildings up to 8 stories and 40 dwelling units per acre. Tier 3 permits building heights up to 4 stories and 40 dwelling units per acre. Parcels in the most intense Tier 1 category can be found in areas adjacent to stations proposed in the previous LPA from the Alternatives Analysis completed in 2004 and modified in 2006. These include areas along Gresham Road, Candler Road, Wesley Chapel Road and Panola Road.

The overlay district seeks to encourage mixed-use development and connected public spaces through density bonuses in the form of increases in permissible Floor Area Ratios (FARs). FARs are calculated based on the useable floor area permitted in a building (or buildings) and the area of the lot on which the building stands. Developers can achieve density bonuses in the Tier 1 area if the developer allocates more than 25 percent of the development as well-connected public space. Mixed-use development will also qualify for bonuses if it includes at least 40 dwelling units per acre in the same structure as office-institutional, commercial, or



retail uses and these non-residential uses do not constitute less than thirty percent of the gross floor area. If all of these conditions are met FARs may be increased from 3.5 to 5.5.

Design guidelines for development are another component of the I-20 Overlay District. All new development in the overlay area must meet the minimum guidelines. A major goal of the design guidelines is to achieve a built environment that is supportive of alternative modes of transportation. Therefore the guidelines require sidewalks on both sides of all streets, off-street pedestrian-ways that connect business entrances and parking areas to transit stops, bicycle lanes on certain roadways, and bicycle parking at major destinations. The guidelines seek to make pedestrian travel more pleasant by requiring a planted landscape strip between the sidewalk and roadway and permitting parallel parking on smaller streets, both of which serve as a barrier between pedestrians and motorists.

Through the adoption of the I-20 Overlay District, DeKalb County has put in place a policy framework that is supportive of future premium transit service. It encourages the densities, mixed-uses and pedestrian connectivity needed to best support transit service. The district permits residential densities well above those needed to support premium transit service. It allows up to 40 or 60 dwelling units per acre, considerably higher than the nine dwelling units per acre frequently cited as needed to support light rail or bus rapid transit. It also encourages connectivity and large-scale mixed-use development through density bonuses at nodal locations along the corridor. These nodal locations can be found at major interstate exits and represent the locations for logical transit stations in the corridor, as were identified in the previous LPA. Maintaining public space throughout developments with pedestrian connections is incentivized and this is critical to ensuring good transit accessibility in areas in close proximity to transit stops. The accompanying design guidelines for development also strive to create an environment supportive of pedestrian, bicycle, and transit travel.

In addition to the I-20 Overlay District, DeKalb County has also adopted the Stonecrest Overlay District. In 2008, the County adopted this overlay to regulate development adjacent to the Mall at Stonecrest. Major goals of the Stonecrest Overlay District include:

- Ensuring compatible development with the Mall at Stonecrest in regards to land use type and building heights;
- Encouraging and promoting compatible mixed-use developments in the area;
- Providing a balanced distribution of regional and community commercial and mixeduse office centers;
- Supporting higher-density housing in office and mixed-use centers which have the appropriate location, access, and infrastructure to accommodate it;
- Encouraging an efficient land use and development plan by forming a live-work-play environment that offers employees and residents the opportunity to fulfill their daily activities with the minimal use of single-occupant automobiles; and
- Allowing and encouraging development densities and land use intensities that are capable of making productive use of alternative transportation modes such bus and rail transit.

The Stonecrest Overlay District includes the same pedestrian-friendly design guidelines as the I-20 Overlay District. This overlay, like the I-20 Overlay District, is supportive of premium transit service along the I-20 East corridor through higher-densities, mixed-use development, and pedestrian-friendly design. The boundaries of the overlay are centered around the Mall at



Stonecrest and roughly run from Covington Highway in the north, DeKalb Medical Parkway in the west, Rockland Road in the south and Lake Capri Road in the east.

DeKalb County's other land use policies are very supportive of transit service in the corridor. The county has adopted transit supportive polices and strategies in its most recent comprehensive plan update (*The DeKalb County Comprehensive Plan 2005-2025*). Some examples of these include policies encouraging the strengthening of "pedestrian linkages between residential areas and MARTA stations" and supporting the "expanded use and improvement of the current MARTA system including express bus service routes, additional park and ride lots, and cross-town links." Some specific strategies that were identified include constructing new sidewalks in areas served by MARTA, working with MARTA to expand service hours and locations, and working with MARTA to increase ridership by linking station improvements with surrounding community improvements.

In addition to these policies and strategies, the Comprehensive Plan contains a Future Development Map that establishes appropriate land uses in the corridor. The Future Development Map serves as the official guide for decision-makers for rezonings and development approvals. It divides the county into specific character areas. Each character area corresponds to appropriate land uses, implementation measures, and design criteria described in the plan.

The Future Development Map shows a series of mixed-use "Town Center" character areas along I-20 at Gresham Road, Candler Road, Wesley Chapel Road and Panola Road. The Town Center classification permits a wide variety of land uses including high-density residential and high-intensity commercial. Residential densities up to 60 units per acre are permitted in this category. A large portion of the study area in DeKalb County is shown as the Suburban character area. These character areas permit low to medium residential densities. Up to eight units per acre is permitted for the Suburban character area. The Traditional Neighborhood category is shown in neighborhoods adjacent to Glenwood Avenue and Moreland Avenue and permits up to 12 units per acre within this category.

The combination of high-density mixed-use and higher-density residential future land uses suggests the Future Development Map supports development at sufficient densities to support premium transit service in numerous locations.

The Future Development Map also illustrates special planning corridors in the study area. The County establishes Scenic Corridors, Highway Corridors, and Commercial Redevelopment Corridors in the study area. These are shown in the preceding **Figure 5-15**. Commercial Redevelopment Corridors are comprised of areas of declining, unattractive, vacant, or underutilized commercial strip centers with the potential to accommodate redevelopment as office, condominiums, townhouses, mixed-use land uses. These are along Memorial Drive, Glenwood Avenue, and Covington Highway. Densities of up to 18 dwelling units per acre are allowed in these corridors.

Scenic Corridors are located near the Arabia Mountain Nature Preserve along Klondike Road and S Goddard Road. These corridors consist of scenic areas that have been identified for protection from the negative effects of development. These areas are targeted to ensure development does not negatively impact scenic views and natural resources. Land uses identified as appropriate along these corridors include single-family residential, parks, and mixed-use.

Highway Corridors are located along I-20 East and I-285 in the study area and are defined as areas adjacent to limited access interstates. These areas frequently contain intense commercial, office, industrial and residential development. Primary land uses include



commercial, industrial, high-density residential and mixed-use development. Densities of up to 30 units per acre are permitted in these corridors.

The comprehensive plan is also supportive of TOD. DeKalb County has identified TOD as a land use strategy to be actively pursued and encouraged in appropriate locations. The plan encourages continuing coordination with MARTA to ensure future transit routes and stops are incorporated and reflected in the county's future land use plans.

DeKalb County has been a strong advocate for TOD, actively planning for this at existing transit stations within the county. The county has spearheaded numerous ARC LCI planning studies for MARTA station areas around the county, including Avondale, Brookhaven, Kensington and Dunwoody stations. These studies have all recommended TOD for these areas. The county has carried these recommendations over into their land use plans. The plan shows high-density mixed-use future land uses in station areas, with the expressed intent of promoting TOD in these locations.

### City of Atlanta

The City of Atlanta comprises the western most portion of the study area and is a major component of the total corridor. The policy framework of Atlanta is very supportive of transit service and features transit supportive policies and implementation strategies within its Comprehensive Plan.

The city's most recent comprehensive plan update, the *Atlanta Strategic Action Plan* (ASAP), adopted in April of 2008, promotes increased transit use and TOD through policy and strategy statements. The City clearly states its support for the further expansion of the MARTA rail and bus system. It is a policy of the city to be "committed to the development of mixed-uses around MARTA transit stations in an effort to minimize urban sprawl, to reduce traffic congestion, to provide efficiency in public services, and to encourage the development of self-contained living and working environments. Mixed-use development should be promoted around all MARTA transit stations. as well as future transit stations."

The plan goes on to advocate for mixed-use nodal development at the Buckhead, Lenox, and Lindbergh Center MARTA stations, maintaining a land use mix with a balance of residential uses. Mixed-use development is also desired for the Bankhead MARTA station. The highest density of development permitted in the city is supported for the downtown stations of Garnett, Five Points, Dome/GWCC/Philips Arena/CNN Center, Georgia State, Peachtree Center, and Civic Center.

Increased ridership is encouraged through improved station signage, additional entrances, and connecting non-motorized facilities. The city also seeks to achieve this through the continued placement of mixed-use development and regional entertainment and cultural facilities around MARTA stations. The city's land use policies steer high-density residential development into major arterials and corridors with existing transit service and good access to the rail system.

Atlanta has a proven track record of promoting and planning for TOD that has resulted in the development of nationally-acclaimed TOD. A prime example of this is the successful Lindbergh Center Station TOD, which boasts 47 acres of current and future mixed-use development. In 2000, the city developed a *Lindbergh Transportation Urban Design Plan*, creating a special public interest zoning district to ensure TOD at this station.

The city has also been involved in TOD planning through numerous LCI studies. These include the station areas of Hamilton. E. Holmes, West Lake, Bankhead, Civic Center, King



Memorial and other stations in the city center. The city is committed to promoting TOD adjacent to stations and amending land use regulations to ensure this. Within the study area, the Future Land Use Map provides for mixed-use, high-density residential or very high-density residential future land uses around the Garnett, West End, King Memorial and Inman Park-Reynoldstown stations.

The City of Atlanta maintains a Future Land Use Map as a component of the comprehensive plan. The map features many transit-friendly future land use categories and corresponding zoning codes. With the city's strong commitment to TOD, it is likely changes will be made to reflect transit-supportive land uses in areas planned to be new station areas.

# 5.3 Major Findings

- The projected 46.5 percent increase in study area employment establishes the basis for an increasing need for additional capacity in the transportation system. Furthermore, through discussions with area stakeholders, the I-20 East Transit Initiative has identified inadequate access to existing employment centers as a corridor issue.
- The projected 26 percent increase in study area population reveals an opportunity to plan
  for the integration of premium transit services into study area communities while the
  growth is occurring. This is particularly true in the eastern portion of the study area, which
  is currently underserved by transit.
- The analysis of projected land use changes demonstrates that there is sufficient land area
  to accommodate the projected growth and redevelopment. Much of the projected
  117,000 new residents to the study area between 2005 and 2030 will be accommodated
  in the 56 percent growth in Low to Medium Density Residential land uses located primarily
  in the eastern portion of the study area.
- There are neighborhoods of minority and low-income populations located throughout the study area. It will be important through the planning process to ensure these neighborhoods are not impacted disproportionately and that any transit improvements serve these neighborhoods where the population has been traditionally underserved.
- The study area has a higher percentage of zero-vehicle households (15.4 percent) than
  the Atlanta metropolitan area (7.3 percent) or the State of Georgia (8.3 percent).
  Although many of these zero-vehicle household neighborhoods are located along existing
  MARTA rail lines, there are numerous neighborhoods throughout the study area
  particularly along on near I-20.
- There are neighborhoods within the study area where the elderly and disabled populations make up between 15 to 25 percent of the population. Much of both the elderly and disabled populations in the western end of the study area reside near existing MARTA rail lines. However, in the eastern end of the study area, there are large areas with significant elderly and disabled populations that do not have access to premium transit. These areas would benefit from improvements in transit service. Increasing the accessibility of service to these populations would address a major need for the I-20 East Transit Initiative.
- Since the previous AA study was conducted in 2004 numerous major developments have been constructed or proposed in the study area. This indicates continued growth and development interest in the I-20 East corridor. A large portion of this planned growth has been large-scale mixed-use development, which is particularly supportive of transit service.



- A series of planning studies within the study area has recommended redevelopment activities along the I-20 East corridor, an example of which is the Candler Road/Flat Shoals Parkway Livable Centers Initiative, completed in 2007. This study, like many of the others have envisioned, and are supportive of, transit supportive land uses comprised of high-density mixed-use centers.
- The previously identified light rail and bus rapid transit alignment and stations along I-20 are supported by the land use policy framework of DeKalb County. The policy framework calls for the redevelopment of commercial areas adjacent to I-20 as a series of mixed-use higher-density areas. The I-20 Overlay District lays the framework for ensuring TOD at proposed station areas along the alignment.
- Redevelopment and reinvestment is a major identified need in the corridor. Major redevelopment areas include the South DeKalb Mall area and other commercial centers adjacent to I-20. Additional premium transit service in the corridor would represent a major new investment in the area and has the potential to catalyze new development in these areas.
- The land use policy framework of DeKalb County and the City of Atlanta is very supportive of additional transit service in the corridor through their land use plans, which permit high-density and mixed-use development, their stated policies encouraging transit use and their commitment to ensuring TOD around transit stations.